WEST OAKLAND SPECIFIC PLAN

FINAL ADOPTED PLAN

CITY OF OAKLAND
DEPARTMENT OF PLANING AND BUILDING
JULY 2014

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Any opinions, findings, and conclusions or recommendations expressed in this publication are those of the Author(s) and do not necessarily reflect the view of the FHWA.

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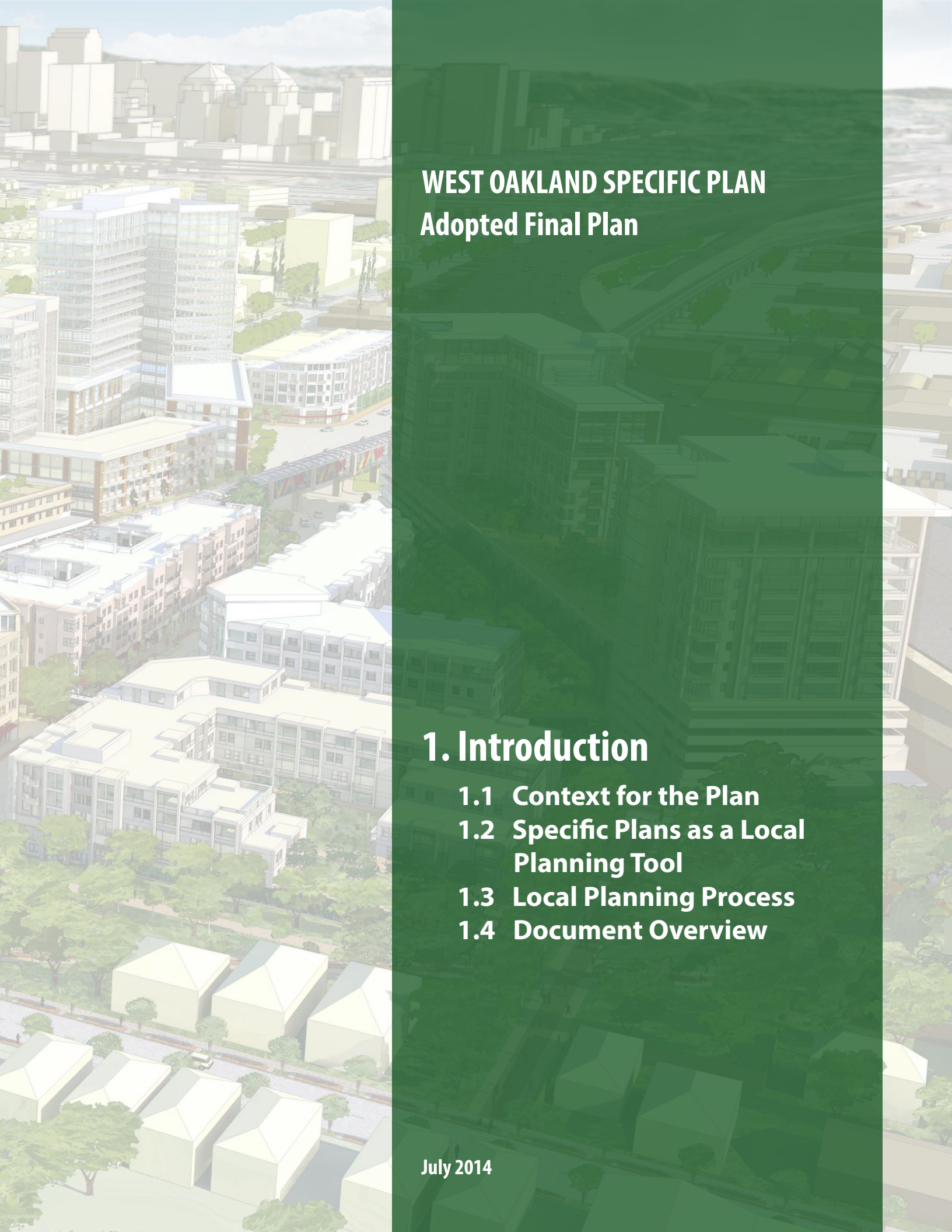


WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

1. Introduction

1.1 Context for the Plan
1.2 Specific Plans as a Local Planning Tool
1.3 Local Planning Process
1.4 Document Overview

July 2014

1. Introduction

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 26,000 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 26,000 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

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

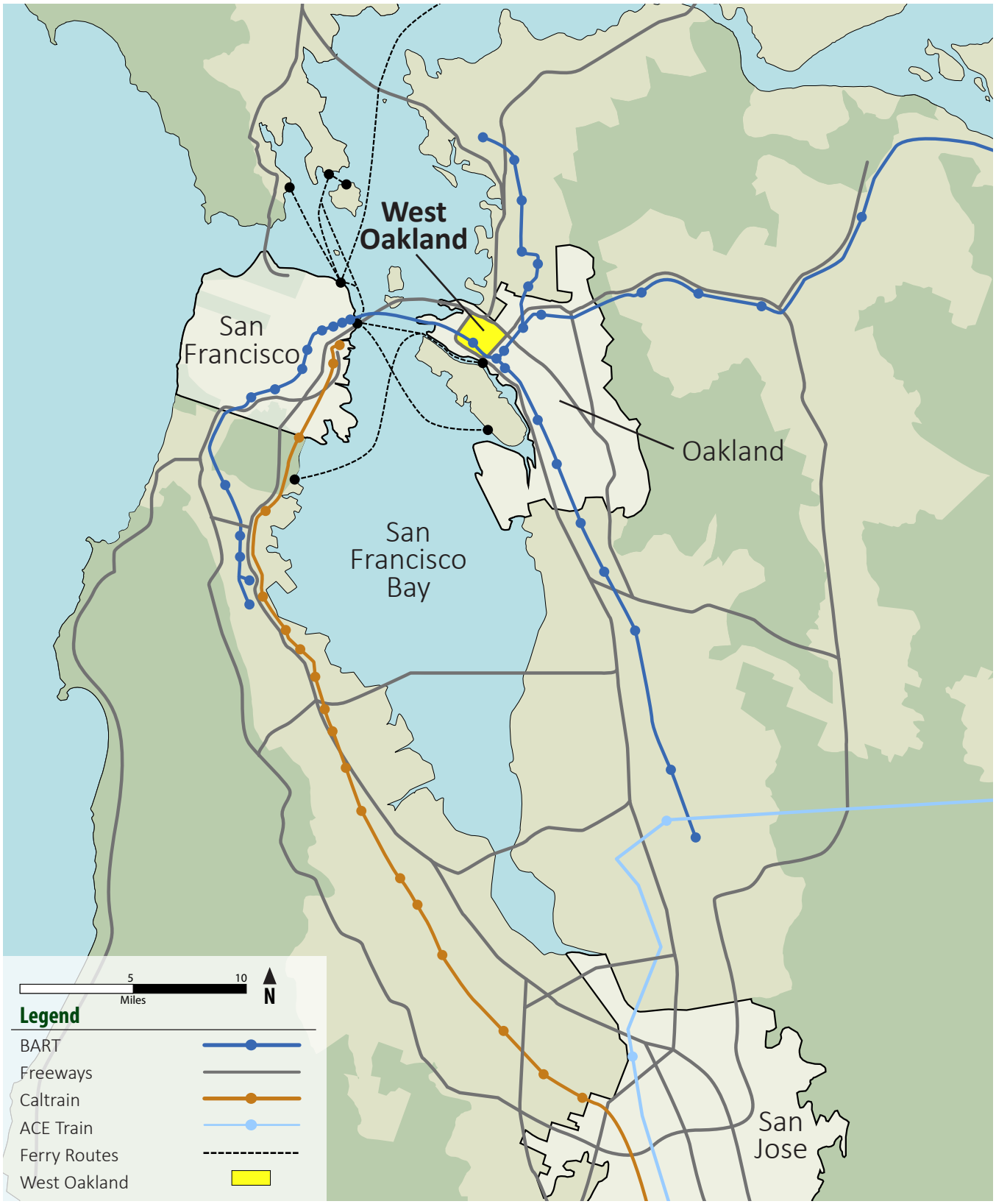
In 1869, West Oakland became the terminus of the transcontinental railroad across the United States, and began to serve the passenger railroad and freight needs of San Francisco and the greater Bay Area region. With the arrival of the railroad, West Oakland became home to many railroad employees, including 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

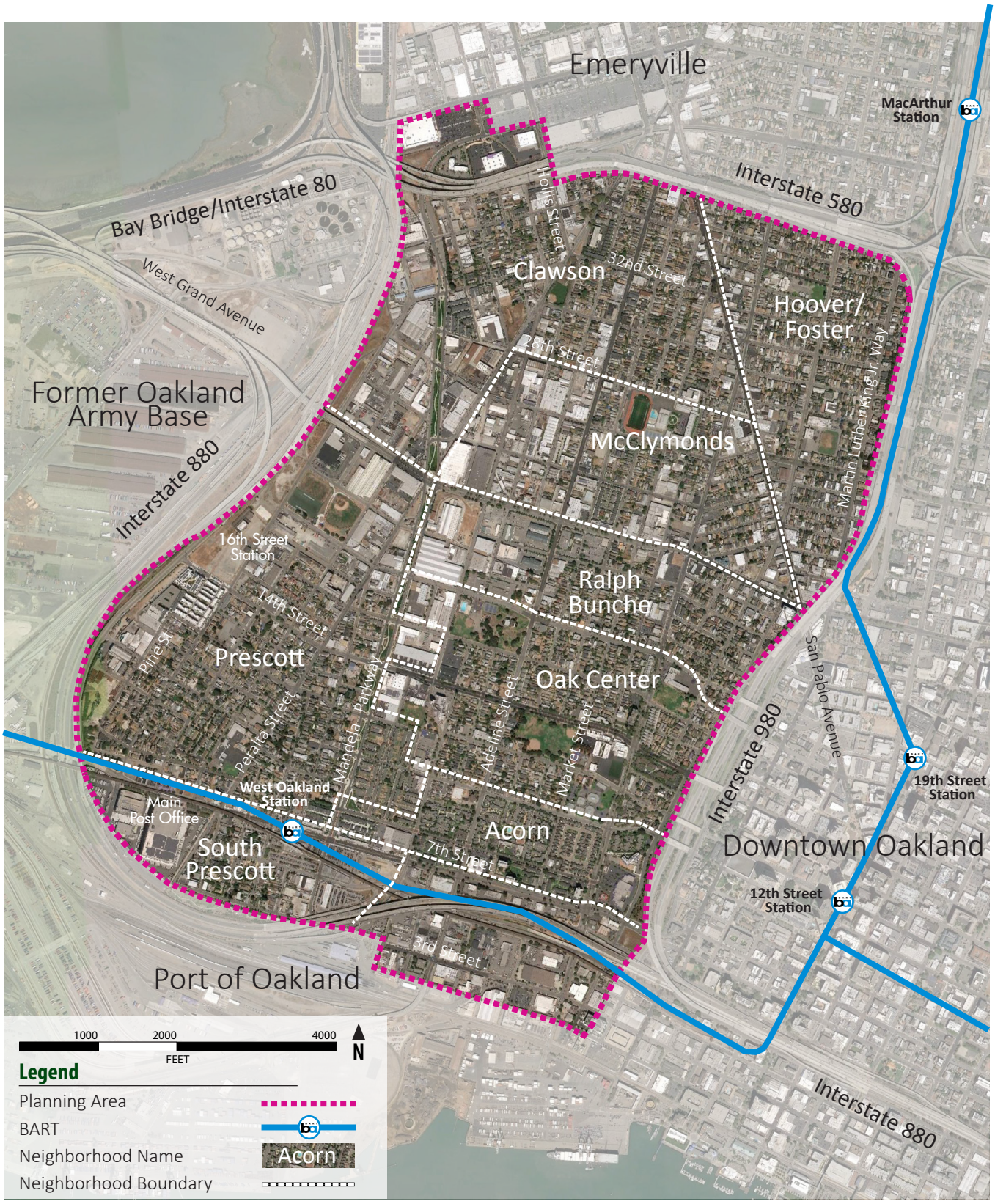
West Oakland has a current population of approximately 25,000 people, and contains employment opportunities for more than 15,000 current employees. The population of West Oakland reached its highest point of around 40,000 people in 1950, reflecting wartime immigration. In the last 20 years, there has 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.

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.

Fig. 1.1.2: Planning Area Map



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.

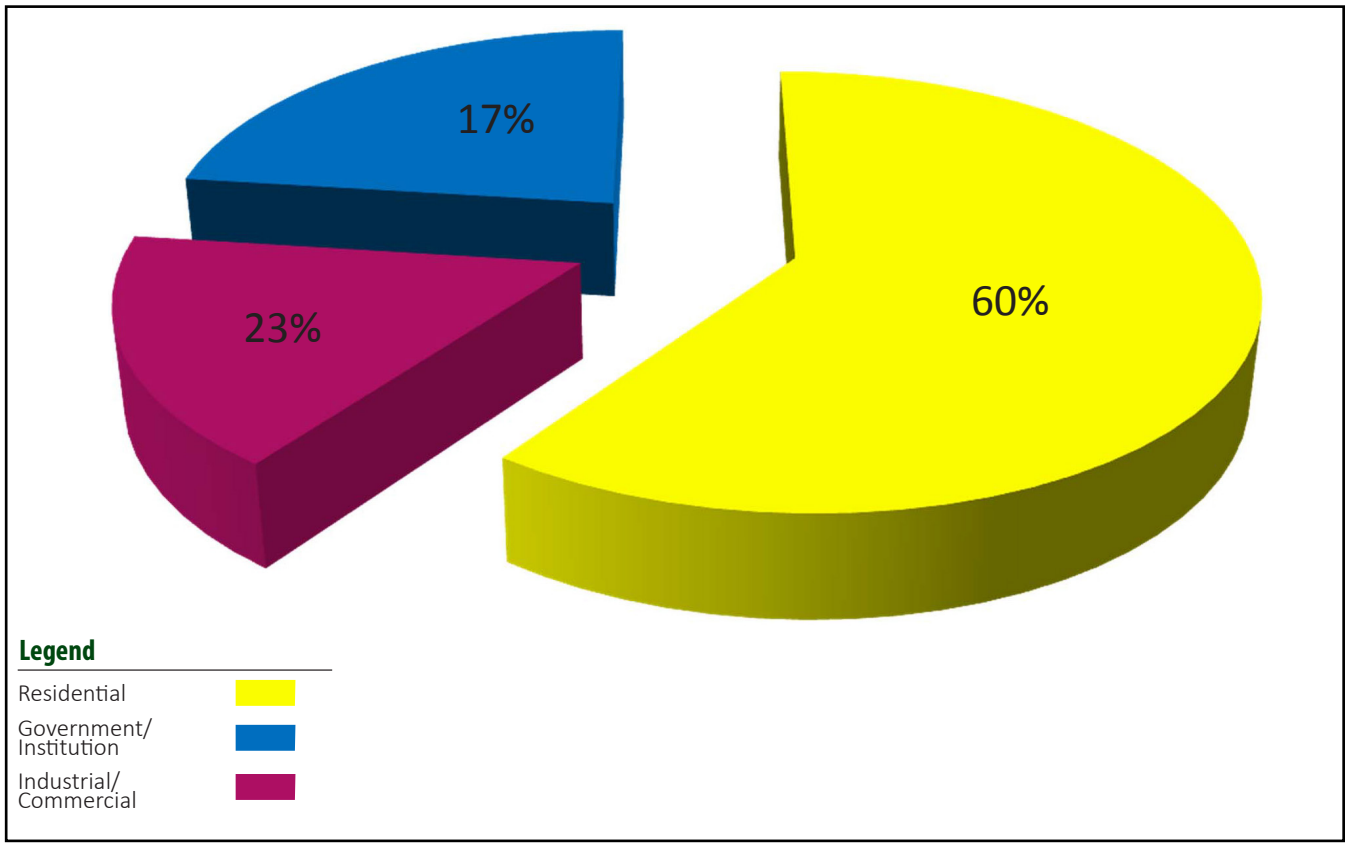


Fig. 1.1.3: West Oakland Land Use Chart

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 re-built 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 the 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

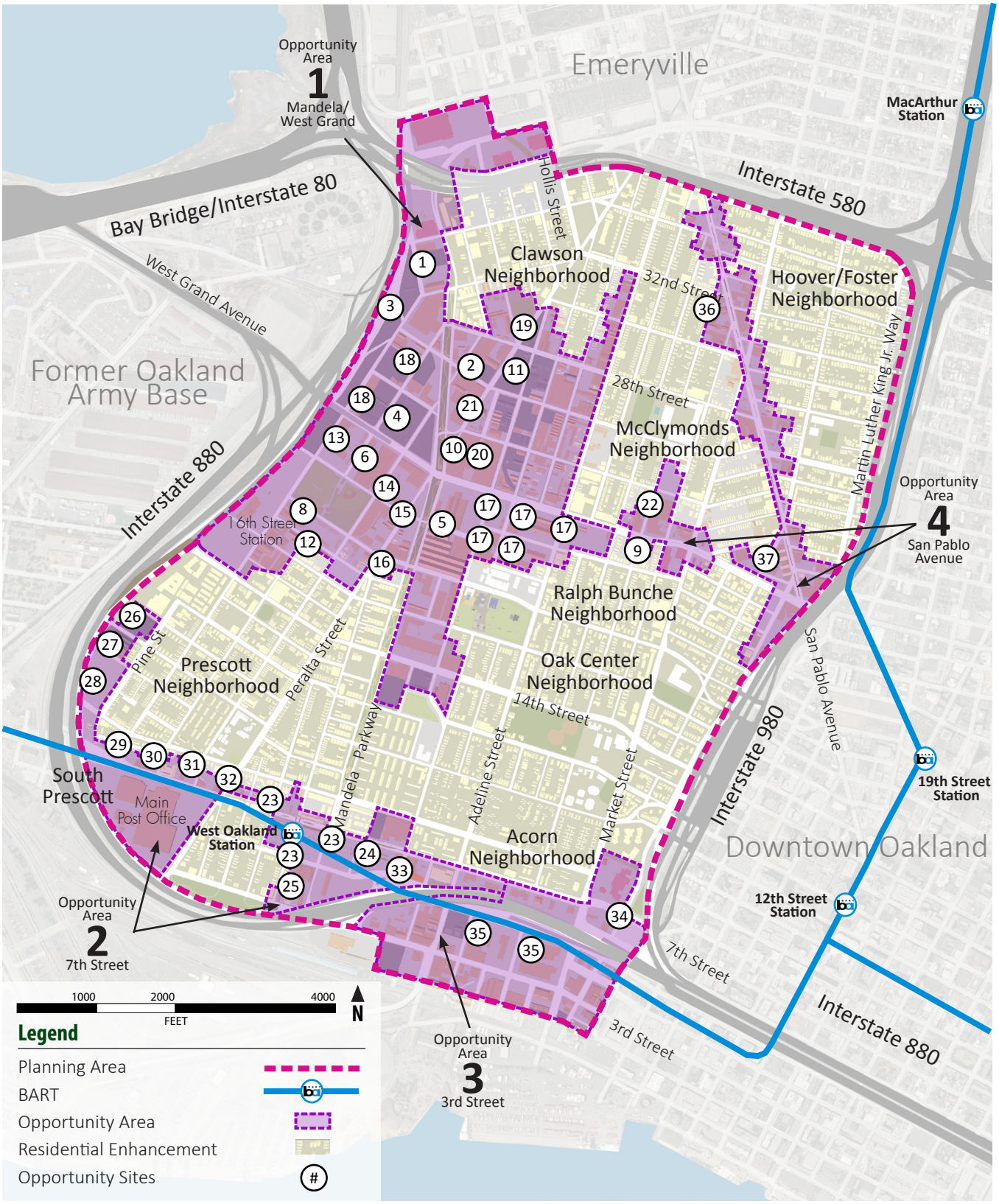


Table 1.1-1 West Oakland Opportunity Sites

Site #	Assessor's Parcel Number(s)	Address/Location/Descriptor	Area (acres)
Mandela/West Grand Opportunity Area			
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 / 20th 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 to20th Street	13.02
18A	7-576-1-12 and -14;		
18B	7-575-1, -2-3, -2-5, -4, -3-3;	West Grand to 32nd, Campbell to Wood	17.79
18C	7-579-4, -1-7, -1-8, -1-10, -2-2;		
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

Site #	Assessor's Parcel Number(s)	Address/Location/Descriptor	Area (acres)
21	5-441-1 and -2	Triangle (Peralta / Kirkham / 24th Street)	1.40
7th Street Opportunity Area			
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	10th to 11th, Pine to Frontage	2.94
27	6-49-25 and -26	9th to 10th, 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
3rd Street Opportunity Area			
34	1-221-14-1	Brush and Castro	1.36
35	4-3-2	425 Market	2.67
San Pablo Avenue Opportunity Area			
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 / 24th 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 21 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.

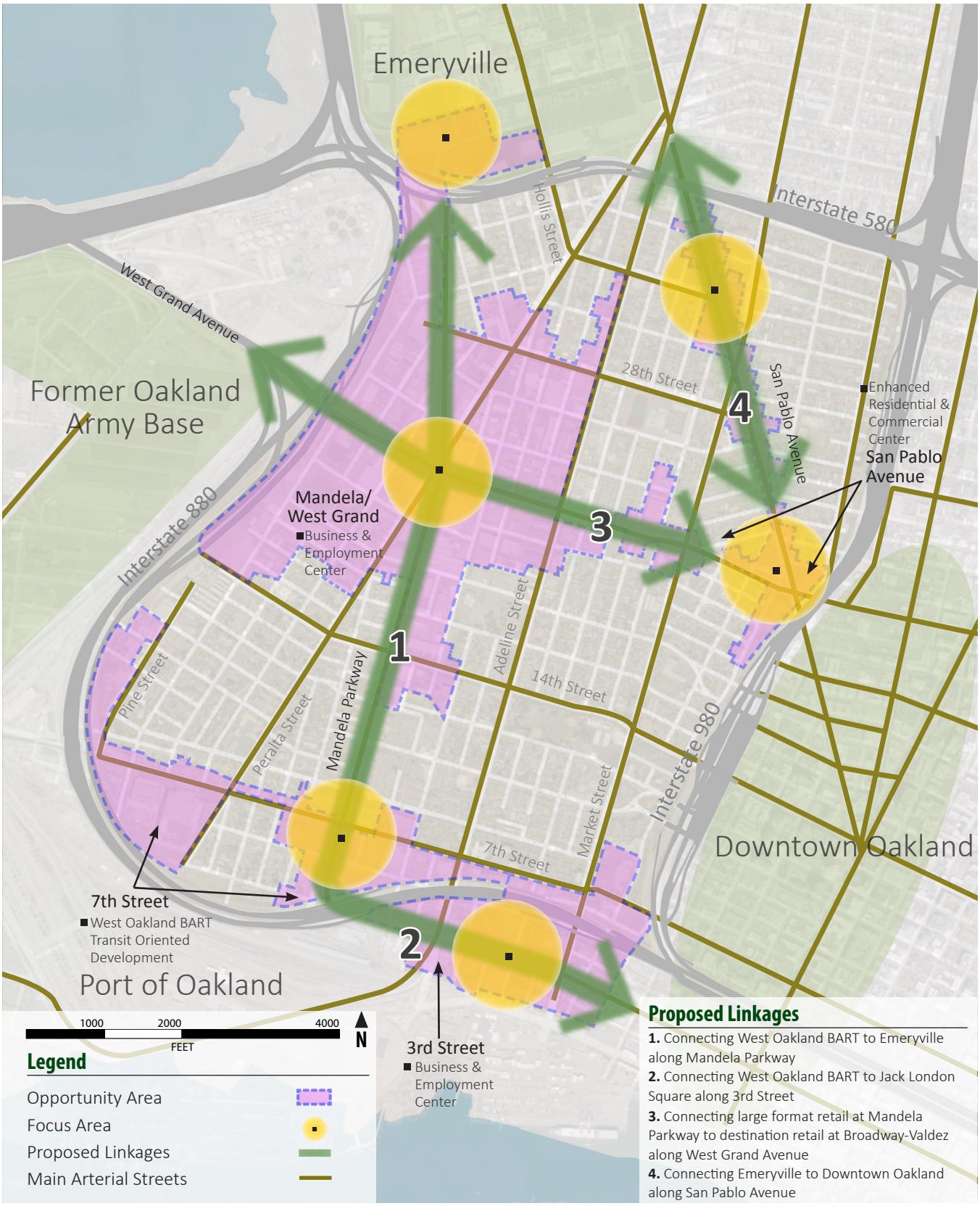
There are a total 4 Opportunity Sites within the San Pablo Opportunity Area.

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 7th 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.

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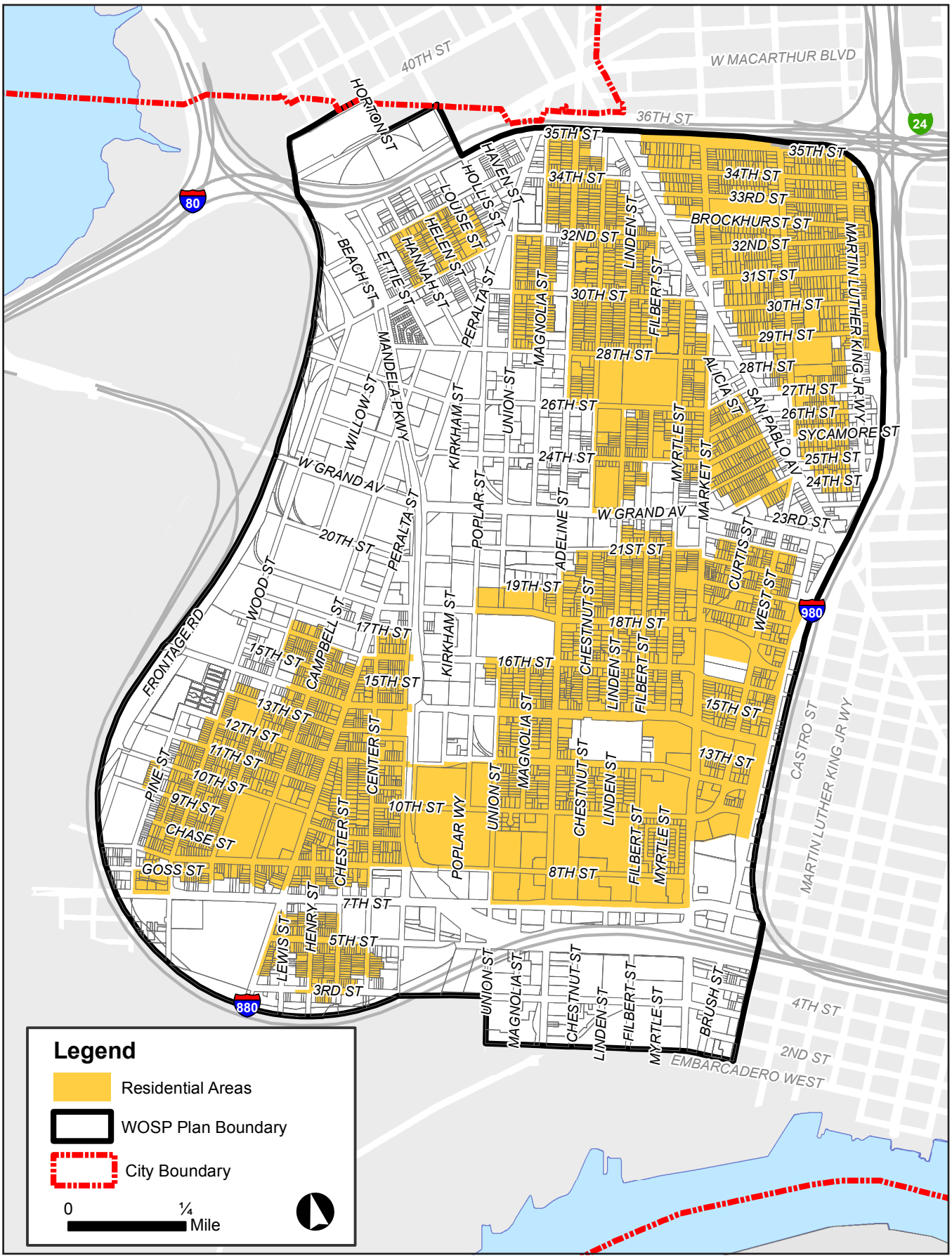
Fig. 1.1.6: Residential Areas



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 7th 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

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

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.

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 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

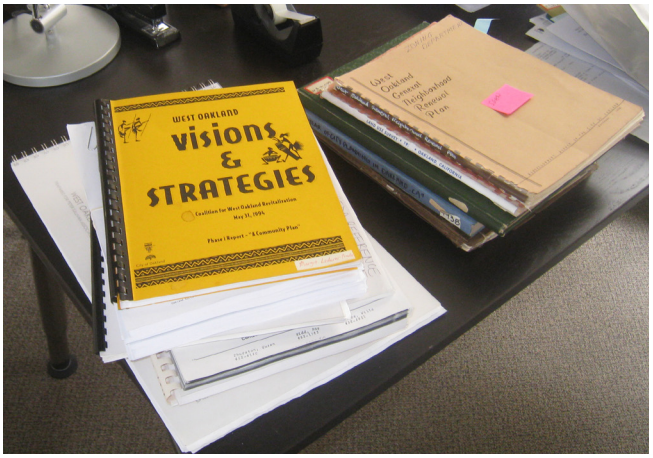
The City of Oakland received a Transportation Investment-Generating Economic Recovery (TIGER) grant from the US Department of Transportation to develop a comprehensive plan for two adjacent areas:

- 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
- Community Meeting: February 6, 2014 - Present Plan

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

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 the 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.

WEST OAKLAN
AMERICA

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

2. Vision & Goals

2.1 Community-Based Goals and Objectives

July 2014

2: Vision & Goals

The vision of the West Oakland Specific Plan is to see this remarkable community further thrive as a culturally and economically diverse urban neighborhood and leverage its unique strengths which include:

- Geographical location at the center of the technologically innovative Bay Area, one of the most economically vital areas in the country;
- Ethnic, economic, and educational diversity;
- Proximity to some of the nation's largest educational institutions, including the University of California's Berkeley and San Francisco campuses;
- Access via the BART transit system to significant commercial, cultural and government employment centers in downtown Oakland and San Francisco;
- Spectacularly landscaped Mandela Parkway, which replaced the elevated Cypress Freeway and now links West Oakland neighborhoods back together;
- Well-preserved Victorian neighborhoods and newer communities that enjoy a sunny climate and a generous proportion of park space; and
- Emerging center of the industrial arts movement and nationally and internationally recognized artists of all genres.

West Oakland of the future is an area wherein:

- Industrial areas have been preserved and contribute to economic vitality, supporting clean, low-impact industries that provide living wage jobs for local residents;
- The character of historic neighborhoods has been maintained. Successful new mixed-income neighborhoods provide a range of housing options, and new housing development is transit-oriented and transit-served;
- Transit connections between the West Oakland BART station, residential neighborhoods and existing and new employment, cultural and commercial centers is improved, and street and transit better connect West Oakland to the surrounding area;
- Neighborhood commercial areas (particularly 7th Street and San Pablo Avenue) have been revitalized with vibrant small businesses that provide the daily goods and services needed by local residents;
- Environmental quality and community health have been improved, and contaminated sites have been remediated. New development

and new land uses are designed to encourage physical activity and healthy lifestyles for residents;

- West Oakland continues to be a socially and culturally diverse area with a strong sense of community, and West Oakland's artists' community continues to thrive;

- Safety has been improved through a reduction in crime and the provision of safe and attractive new private and public spaces; and

- New developments employs sustainable "green" building practices to decrease the health effects of air pollution.

The West Oakland Specific Plan is based upon an economic and physical design strategy designed to take maximum advantage of expected economic and demographic changes over the next 20 to 25 years, including the increased globalization of the economy, the rise in energy prices, changes in the ethnic composition of America, increasing preference for living in diverse urban areas, and federal and state policies that favor economic development in urban centers. The Plan's economic and land use strategy is based on successful land use models, while resolving land-use incompatibilities and ensuring that the current residents benefit from the new jobs and better livability of their neighborhoods.

West Oakland is also seeking to preserve, showcase, and enhance the community's unique physical beauty, historical buildings, urban texture and cultural traditions. To accomplish this, the Plan proposes strategies focused on Opportunity Areas and Enhancement Areas, using tools of urban design, land use planning, transportation planning, historic preservation, environmental remediation, and infrastructure investment. The Plan highlights the area's existing assets, and identifies strategies for removing challenges to development, capitalizing on economic and market trends. It supports West Oakland as a healthy, safe, culturally and economically diverse community with thriving employment, business and residential areas.

VISION FOR INDIVIDUAL AREAS

Mandela Parkway/ West Grand Avenue Opportunity Area

The area surrounding the intersection of Mandela Parkway and West Grand Avenue will be a major employment area. This area will further promote unique urban character with preservation of existing historic buildings and the addition of compatibly scaled larger development. Mandela Parkway will be celebrated as a major north-south spine connecting between the West Oakland BART Station and Emeryville. An enhanced transit link will bring workers into an attractive urban environment. Elements of this vision are depicted in **Figure 2.1.**

Fig. 2.1: Proposed infill commercial development in Opportunity Area 1 (26th Street & Mandela Parkway)

7th Street Opportunity Area

7th Street will be the commercial center linking West Oakland's new Transit Oriented Development (TOD) project at the West Oakland BART Station and the historic South Prescott neighborhood. Enhancements could include mitigating the sound and visual effects of the elevated BART tracks. Historic 7th Street will be reinvigorated with mixed-use infill development and the West Oakland BART station will be transformed with multi-story mixed-use development on what are now parking lots. Development heights will step down as buildings get closer to adjacent neighborhoods. The creation of an urban place will be complete with plazas, artisans, restaurants, stores, entertainment, and transformation of a currently environmentally challenged parcel (the former AMCOI Chemical/DC Metals site on 3rd Street) into a major open space amenity. Elements of this vision are depicted in **Figure 2.2 and 2.3.**

Fig. 2.2: Proposed mixed-use infill development in Opportunity Area 2 (along historic 7th Street commercial corridor)

Fig. 2.3: Proposed mixed-use development at BART Station in Opportunity Area 2 (5th & Center Streets in foreground)

3rd Street Opportunity Area

3rd Street, from Union to Castro Streets, will be intensified as a distinctive commercial area with enhanced transit connections to BART, Jack London Square and Downtown. The district will celebrate its unique historic commercial and industrial structures. New development will enhance the urban character through streetscapes and building scale. Light industrial uses will be welcomed but must be designed to contribute to a high-quality environment. Elements of this vision are depicted in Figure 2.4.

Fig. 2.4: Proposed infill development in Opportunity Area 3 (3rd & Linden Streets in foreground)

San Pablo Avenue Opportunity Area

San Pablo Avenue will unite the Clawson and Hoover neighborhoods as well as link downtown Oakland and Emeryville. San Pablo Avenue will be re-established as a local "main street" serving the adjacent neighborhoods and wider region. Historic residential and commercial buildings will be preserved and enhanced. New residential development will include ground floor commercial and other neighborhood-serving uses. San Pablo Avenue will function as a high-quality pedestrian environment as well as a major transit artery. West Grand Avenue and Market Street will become a new neighborhood node with residential and commercial development in compatibly-scaled buildings, serving the adjacent McClymonds and Ralph Bunche neighborhoods. Elements of this vision are depicted in **Figures 2.5 and 2.6.**

Fig. 2.5: Proposed mixed-use infill development incorporatin historic residential structures in Opportunity Area 4 (West Grand Avenue at left, San Pablo Avenue in foreground) (Potential 23rd Street Closure)

Fig. 2.6: Proposed mixed-use infill development in new and historic structures along San Pablo Avenue in Opportunity Area 4

Community Assets

A key element of this Specific Plan is the identification of existing community assets, an acknowledgement of their importance, and inclusion of strategies to ensure their retention. Accordingly, the Specific Plan's vision and resulting strategies reflect intent to maintain and enhance existing residential neighborhood areas.

The Specific Plan vision acknowledges West Oakland's local assets with a specific intent to:

- preserve Oakland's oldest and most historic neighborhoods and industrial areas, ensuring their legacy of cultural, aesthetic and job generation benefits for future generations; and
- foster West Oakland's vigorous arts and culture movement.

Urban Design Principles

The Specific Plan vision includes new urban design principles to guide new development:

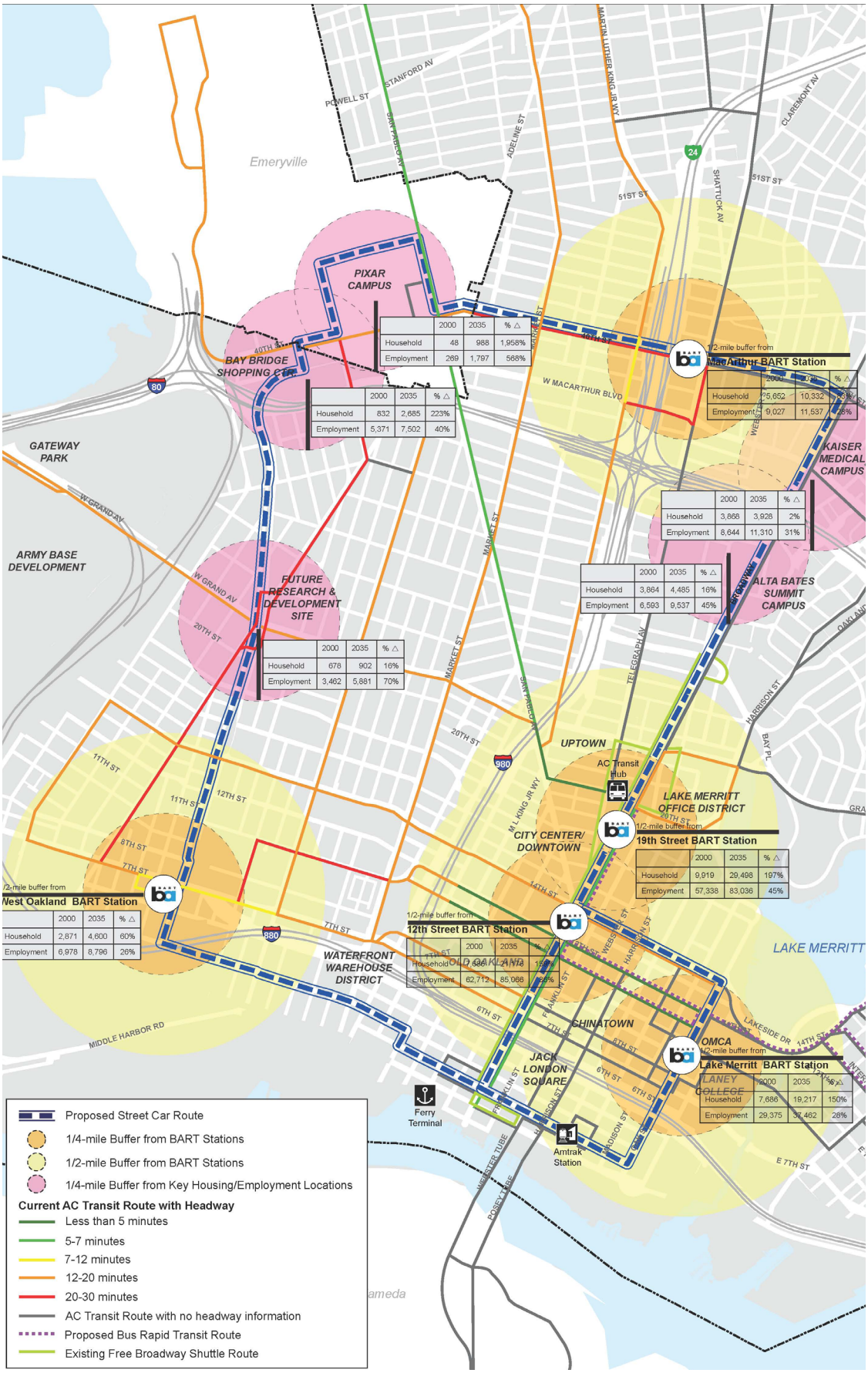
- **to sites** that are vacant or barely used, or presently used for recycling or heavy trucking activities;
- **with new uses** desired by community and with strong economic demand in the inner Bay Area region, including employment, housing, retail and other commercial activities and light industrial and custom manufacturing uses;
- **ranging in density** from a minimum density already found in the area to a maximum density at strategic locations that are supported by the existing street system, larger parcel configurations, adequate building stock (some of which can be expanded and adaptively reused), and appropriate context; and
- **that enhance** existing on-going businesses; enhances adjacent neighborhoods; complements other uses in Oakland and the surrounding region; welcomes pedestrians and encourages use of mass transit and bicycles; and respects the unique development history and legacy of West Oakland.

New employment centers will be targeted near the intersection of Mandela Parkway and West Grand Avenue and on 3rd Street, while the focus for new housing will be on 7th Street at the West Oakland BART station area and along San Pablo Avenue. Neighborhood-serving retail will be re-established on 7th Street, San Pablo Avenue, and along West Grand Avenue, while destination-serving retail is planned as an extension of existing destination retail at the Oakland-Emeryville city limit line.

Transportation Linkages & Infrastructure Improvements

The vision also incorporates new transportation concepts. One vision for an enhanced transit loop would better connect four central BART stations (West Oakland, MacArthur, 19th Street and 12th Street stations) to downtown Oakland, Emeryville, "Pill Hill" (East Bay Regional Medical Center), and Jack London Square, and to the ferry and Amtrak system **(see Figure 2.7)**.

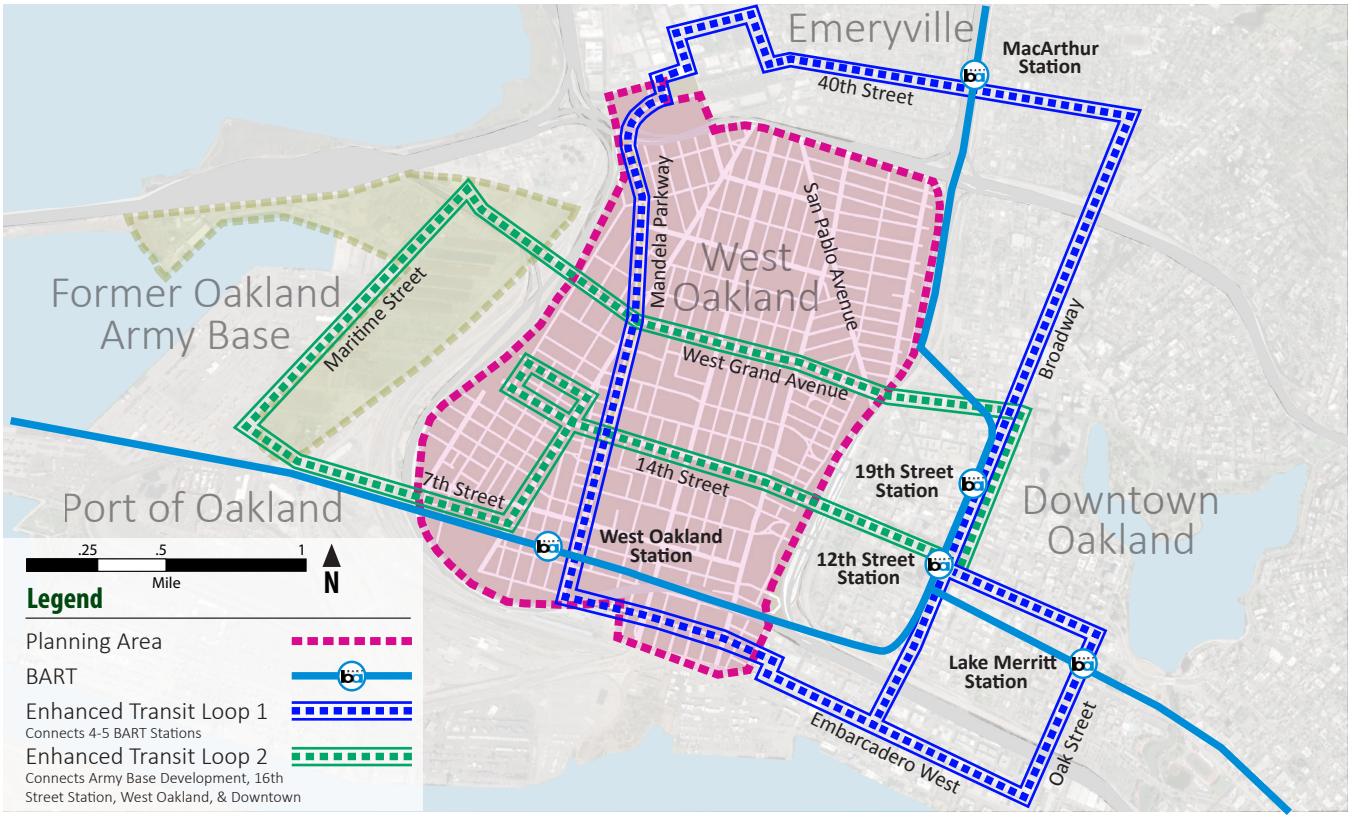
Fig: 2.7: Proposed Transit Enhancement - Initial Transit Loop



A separate but coupled transit loop would connect the 16th Street Train Station area, the Mandela/West Grand Opportunity area and downtown Oakland. In addition this loop could service development at the former Oakland Army Base.

Together these two transit loops could provide West Oakland with a local-serving system that connects and unites employment and housing centers (see **Figure 2.8** and Section 5.2 'Enhancing Transit' for more details). As indicated in the text boxes on **Figure 2.7**, both household and employment growth has already been sustained at important activity nodes along the proposed transit loop between 2000 and 2005; additional growth can be anticipated in the future along this proposed transit route as improvements are made to the Plan Area.

Fig. 2.8: Proposed Transit Enhancement - Initial & Secondary Transit Loops



Internal streets will better serve pedestrians and bicyclists as well as the new transit loop, becoming "complete streets" serving all transportation needs rather than just cars and trucks. Streets and sidewalks will be repaired where needed, and deficiencies in the infrastructure will be resolved.

Linkages to Other Important Projects

Additional elements of the Vision include West Oakland's anticipated ability to capitalize on other major development projects and efforts.

Oakland Army Base Redevelopment

Current as well as future residents and businesses will benefit from linkages to new development activities at the former Oakland Army Base.

- New transit linkages are envisioned to connect West Oakland to the former Army Base and surrounding locations, taking advantage of the increased development activity anticipated from both areas.

- New job-generating development in West Oakland will complement redevelopment plans at the former Army Base.

- Certain existing industrial uses that are less compatible with adjacent residential and commercial areas are expected to re-locate to the former Army Base development, creating new opportunities for reuse of large sites that will be vacated. These sites will be redeveloped with new development that is more compatible with the surrounding West Oakland neighborhoods.

The Specific Plan identifies specific individual recommendations to implement these themes in order to achieve the synergistic goals of both projects.

16th Street Station

As further delineated in Chapter 4: Land Use, the former 16th Street Train Station is envisioned to be redeveloped as a centerpiece for West Oakland, with the Train Station and front plaza serving as community assets. Suggested uses include event space, a commercial kitchen, and a café/restaurant, with common space for community members to gather and other space for revenue generating uses.

Emeryville / Berkeley / Oakland Transit Study

The Emeryville/Berkeley/Oakland Transit Study (EBOTS) envisions the creation of a multi-city transit corridor that will supplement and enhance existing public transportation, and support new job-producing commercial enterprise and residents in West Oakland, West Berkeley and Emeryville.

This West Oakland Specific Plan supports implementation of the EBOT study's vision of development and revitalization by charting a new path for future strategic decisions and actions, implemented over a long time period.

2.1: Community-Based Goals & Objectives

COMMUNITY PLANNING GOALS & OBJECTIVES

Drawing from prior West Oakland planning and revitalization efforts and the comments and suggestions received at the various public venues, the following goals and objectives, which were identified as most important to community members, have become the "drivers" of this West Oakland Specific Plan. All of the strategies and implementation actions recommended in this Specific Plan relate back to these overall community-based goals and objectives.

Economic Goal & Objectives:

Goal: Strengthen the economic base and expand the local economy of West Oakland through equitable land use development and inclusive economic revitalization.

Objectives

1. Create new employment opportunities at living wages;
2. Retain businesses that are compatible with surrounding neighborhoods;
3. Revitalize and create retail commercial centers;
4. Rehabilitate underutilized, vacant, and neglected properties;
5. Attract new businesses that contribute to economic and environmental health.

Housing Goal & Objectives:

Goal: Expand upon, improve and stabilize the range of available housing opportunities.

Objectives

1. Avoid displacement of existing residents;
2. Stabilize rents;
3. Expand opportunities for affordable home ownership without concentrating low income housing;
4. Locate new housing near transit, including restricted affordable units where appropriate;
5. Improve existing housing stock;
6. Reduce conflicts between neighborhoods and industrial uses and limit the intrusion of truck routes and heavy traffic into residential areas;
7. Build a better relationship with the Oakland Housing Authority.

Transportation & Infrastructure Goal & Objectives:

Goal: Make necessary investments in public transportation and infrastructure systems to support and sustain new development.

Transportation Objectives

1. Provide a network of "Complete Streets;"
2. Improve the attractiveness of West Oakland streets;
3. Improve the network of pedestrian and bicycle routes through West Oakland;
4. Reduce truck traffic impacts on residential neighborhoods;

5. Create an enhanced local transit system involving streetcar, light rail, buses, and/or shuttles to serve employment, business, and community centers;

6. Ensure adequate parking to attract and support development while encouraging alternative travel modes;

Infrastructure Objectives

1. Ensure a safe, reliable and efficient wastewater collection system;

2. Ensure adequate water systems for new development;

3. Ensure the monitoring of water runoff through active engagement in Ettie Street Pump Station and Alameda County Flood Control;

4. Improve lighting and street appearance so as to deter dumping and blight.

Environmental & Sustainable Development Goal and Objectives:

Goal: Create a safe, physically attractive and environmentally sustainable community.

Objectives

1. Reduce land use conflicts, remediate environmental hazards, and discourage illegal dumping and graffiti;

2. Relocate recycling operations, trucking operations, and other uses that contribute to unhealthy conditions;

3. Promote the environmental health of the community through new development;

4. Protect and preserve important natural and cultural resources, including historic structures;

5. Ensure that new development employs sustainable “green” building practices, facilitates access to pedestrian and transit networks, and enhances streetscapes and open spaces;

6. Promote energy efficiency throughout all aspects of new development and redevelopment.

7. Characterize and seek remediation resources for brownfields, especially large Opportunity Sites and infill sites on strategic community corridors.

8. Encourage sustainable development that incorporates innovative approaches to storm water management and air pollution mitigation, and continues to enhance the well-being of residents of West Oakland.

Social & Cultural Goal and Objectives:

Goal: Develop, foster and enrich the multi-cultural diversity of West Oakland.

Objectives

1. Improve access for seniors, youth, and families to social services, education, cultural arts and recreation;

2. Encourage and celebrate the arts as a basis of social and economic activity;

3. Create safe and attractive public places where people will want to gather and participate in their community;

4. Restore and preserve cultural and historic buildings, and maintain the community fabric that makes West Oakland unique;

5. Recognize and market the artisan and arts community for their contribution to social, cultural, youth education and the economic development in West Oakland.

PROJECT PRINCIPLES

In reference to the goals and objectives identified above, this Specific Plan identifies three common principles to ultimately shape the development recommendations:

1. Future development should be “organic”; it should build upon the unique characteristics already found in West Oakland pertaining

to proposed land uses, building types, and culture, history and legacy;

2. Future development should occur incrementally and be flexible; it should accommodate a range of acceptable uses under differing circumstances (i.e., “plug in / plug out”), be appropriate in both the short- and long-term, and allow for variety; and

3. Future development should be visionary. The “sum is more than the parts” should be an applicable stbatement to each individual development project, and each new development should contribute to the character and vision of not only West Oakland, but to the City of Oakland and the Bay Area region.

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

3. Market Analysis

3.1 Targeting Selected Business Types
3.2 More Retail Opportunities
3.3 Residential Development Potential

July 2014

3: Market Analysis

FINDING A "GOOD LAND USE FIT" FOR WEST OAKLAND

Historically, West Oakland was one of the first industrial areas of Oakland. Because of its excellent access by rail and sea, West Oakland became the western terminus of the transcontinental railway in 1869, serving as both a passenger and cargo hub - especially after the development of the Port of Oakland within that same period. West Oakland continues to be a major transportation hub with the West Oakland BART station serving all East Bay-bound routes.

Due to its geographical advantages, West Oakland developed as a location for large industrial operations and continues today to be valuable to wholesale and specialty distributors for that reason. During the First and Second World Wars, West Oakland also became a center for defense-related industries because of its port and rail facilities. Over the years, many of these industrial operations have continued to prosper and modernize, while others have relocated or closed due to preferred, more cost effective suburban locations.

Looking forward, the economic development strategy underlying this Specific Plan is based on finding those markets with strong growth potential and which represent a "good fit" for West Oakland. Within the larger real estate market context of the East Bay and the Bay Area economy, there is a wide range of business market sectors with the potential to become new, viable, attractive and desired land uses in West Oakland. Capturing a share of growth in these regional marketplaces must be based on a well-researched marketing strategy, highlighted by the following focus areas:

- building on West Oakland's strengths in urban and custom manufacturing, industrial arts, construction and related design and engineering, and targeting growth of newer sectors that include the "green" economy and clean technology sector (such as businesses in the energy fields), the information sector (digital media, information technology, and audio/visual/film), and the life sciences and biotechnology sector (pharmaceuticals, medical devices);

- capturing the "leakage" of retail spending currently lost to adjacent cities within local West Oakland retail establishments;

- expanding the types of housing opportunities available in West Oakland so that a greater share of the demand in various residential sub-markets can be better met; and

- encouraging the types of office and commercial uses that would be suitable for Transit-Oriented Development and commercial corridor locations, and would not compete with downtown office uses.

The regional business and real estate market

has recognized a shift from traditional industrial uses toward a broader diversity of "new economy uses", such as new digital media, trade and logistics, life science and healthcare, green technology, green design and construction, and specialty food production. These types of uses are expected to be the target industries envisioned in this Plan, complimenting existing businesses in the Opportunity Areas. The opportunities for new business and housing development identified in this chapter are capitalized on by the land use strategies presented in Chapter 4 of this Plan.

MARKET ASSESSMENTS AND DESIRABILITY

The West Oakland Specific Plan is based upon economic and real estate market assessments of the Opportunity Areas and Opportunity Sites that provide a preliminary understanding of the market viability of different land uses. Further, it determines future demand for housing on certain sites that might be considered for residential purposes through an assessment of housing demand projections based on recent history, as well as using Association of Bay Area Government (ABAG) and Oakland Housing Element projections. It also analyzes future market demand for industrial and business uses, and includes a determination of which types of industries could be targeted for the Opportunity Sites.

The market potentials for each Opportunity Area and the reuse of Opportunity Sites are focused on candidate uses and industries. The residential, arts-related, live/work, and retail use potentials have also been evaluated, with a focus on transit-oriented development opportunities at the West Oakland BART station area. Light industrial, Research and Development (R&D), and commercial use potentials have also been assessed, with a focus on the Mandela Parkway/ West Grand Avenue Opportunity Area. For each potential use, the economic analysis has revealed:

- strength of demand for near-, intermediate- and longer-term development;
- long-term absorption potential;
- appropriate building product types (height, bulk, density, configuration, parking, possible reuse of existing building);
- conditions needed to attract new uses; and
- whether new uses can absorb their own development costs.

The different land use types and potential industry types have been evaluated in terms of the following characteristics:

- types of industries and business opportunities supported;
- types of jobs, in terms of occupations, wage/ salary levels, and education and experience required;
- etail goods and services with the potential for additional development; and
- housing choices, in terms of unit types and affordability level (including market rate).

This information has been used to evaluate the desirability of different land use options and potentials.

The findings of these studies are summarized below and indicate the opportunities that should be considered regarding the preferred land use choices for each Opportunity Area and Opportunity Site. These land use choices, and the strategies for their implementation, are presented in greater detail in Chapter 4, Land Use.

3.1: Targeting Selected Business Types

ASSESSING THE BUSINESS MARKET POTENTIAL

Preparation of this Specific Plan included an assessment of the market potential for growth of business activities and job opportunities in West Oakland. The assessment focused on the potential for commercial and industrial development primarily in those Opportunity Areas currently designated for "Business Mix" and "Light Industrial" land uses in the Oakland General Plan and which are concentrated in the Mandela/ West Grand Opportunity Area and the 3rd Street Opportunity Area.

The analysis considered market potentials for attracting growth of business activity in traditional types of industries that remain strong in West Oakland. It also considered potentials for attracting new types of industries that are anticipated to be growing and that could represent a "good fit" for job growth in West Oakland. The five sectors identified include the business functions within those industry types that occupy locations and building space that either currently exists in West Oakland or that are envisioned under this Plan. These include light industrial/flex, R&D, incubator, and business space in existing and new buildings. Business functions and industries that typically occupy Class A office space, such as is offered in Downtown Oakland, are not included. The market potential for growth of heavier industrial and truck-intensive activities are also not assessed as the relocation of the I-880 freeway further to the west has created a new boundary between the locations for heavier industrial and truck-intensive uses (now desired to the west of the freeway and in other parts of Oakland) and locations for a mix of lighter industrial and other business uses along with residential neighborhoods within West Oakland.

Five Potential Market Sectors

According to analysis performed for this Plan, the five market sectors below represent the highest potential for growth in West Oakland.

- Urban Manufacturing (including custom, artisan, additive, and advanced manufacturing);
- Construction and Related Design and Engineering;
- "Green" Economy and Clean Technology;
- Information Sector (including digital media, information technology, and audio/visual/film); and
- Life Sciences/ Biotechnology.

These sectors include newer types of industries as well as more traditional industries that still experience growth potential, and typically operate in the various building types depicted in **Table 3.1.1.**

Table 3.1.1: Building Product Types Supported by Market Sectors

Ind. Market Sector	Ind. / Lt. Mfg. Space	Industrial/Incubator Flex Space	Industrial/Incubator Shared Facilities	R&D / Flex	Individual Bldgs./ Campus	R&D / Life Sciences, Mid-Rise
Life Sciences/Biotechnology			X	X	X	X
Clean Economy & Technology	X	X	X	X	X	X
Small Urban Mfg.	X	X	X		X	
Construction & Related	X	X				
Digital Media/Info. Tech.		X	X	X	X	

Urban Manufacturing, including Custom, Artisan, Additive, and Advanced Manufacturing

Today's local manufacturing industry is dominated by small, specialized businesses that produce and assemble a wide range of products serving various markets specific to the Bay Area. Products typically include specialty foods and beverages, textiles and apparel, fabricated metal products and machinery, chemicals/minerals/ plastics, printing and publishing, custom products (i.e., furniture, woodwork, ironworks, and sign-making)., and the industrial arts and other arts products. The sector includes technologically powered new manufacturing involving the use of digital and "3D" technology, which can operate in smaller, improved facilities within urban core areas.

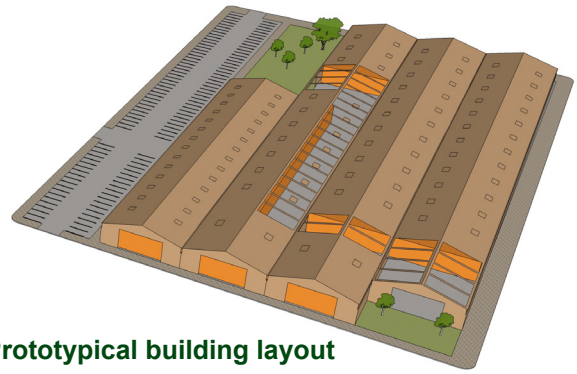
Urban manufacturing businesses value central locations like West Oakland with proximity to the markets they serve, and they require affordable industrial areas for their operations (see **Figure 3.1.1**) Urban Manufacturing has a presence in West Oakland today.

Construction and Related Design and Engineering

Design, engineering and construction contractors often are attracted to urban centers in locations like West Oakland. Such firms may be employed in building, institutional, and infrastructure construction. While much of the construction work is done at project sites, construction businesses need a business facility to provide office and administrative support, small scale storage (of materials, tools, and equipment not otherwise housed at the job site), and staging of supplies. Industry types within this sector include contractors, specialty trades, architects, and engineers involved in residential, commercial, institutional, and infrastructure construction, as well as landscape construction and building remodeling.

All of these businesses seek affordable space, some preferring light industrial space often with yards, and others (design and engineering) seeking creative office environments (see **Figure 3.1.2**). There is a presence of construction and related businesses in West Oakland today.

Fig. 3.1.1: Industrial Space



Prototypical building layout

INDUSTRY MARKETING SECTORS

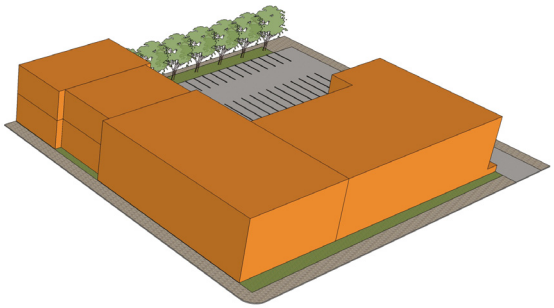
- Clean Economy & Clean Technology
- Small, Urban Manufacturing
- Construction and Related

BUILDING DESCRIPTION

- 1-story, typically
- May include office space, may require clear heights
- May require storage/staging space in building and/or yard, On-site loading areas; loading docks/doors
- Surface parking
- Older, industrial bldgs. typically larger, older bldgs. divided up for smaller uses

Manufacturing in existing structure - typically larger, older buildings

Fig. 3.1.2: Light Industrial/Flex Space



Prototypical building layout

INDUSTRY MARKETING SECTORS

- Clean Economy & Clean Technology
- Small, Urban Manufacturing
- Construction and Related
- Digital Media / Information Technology

BUILDING DESCRIPTION

- 1-story, typically
- May include office space, may require clear heights
- May require storage/staging space in building and/or yard, On-site loading areas; loading docks/doors
- Surface parking
- Older, industrial bldgs. typically larger, older bldgs. divided up for smaller uses

Large industrial buildings subdivided for multiple uses

Green Economy and Clean Technology

The Green Economy and Clean Technology market sector of the economy includes businesses that produce goods and services with an environmental benefit. The green/clean economy is a broad group that includes segments of many different industries. It includes segments of mature industries (manufacturing, construction, professional services, public transit, and waste management), and newly-emerging clean technology industries, many in the energy field (solar photovoltaic, wind, fuel cells, biofuels, smart grid, and battery technologies).

Of relevance to West Oakland are the business activities in these industries that occupy building types that are or could be provided in West Oakland: older industrial buildings, incubators, light industrial/flex space, R&D / lab space, and single tenant facilities possibly offering a campus environment (see **Figure 3.1.3**). This sector also includes a large share of business activities that occupy downtown office space that are not included as likely candidates for West Oakland. The sector includes waste management and recycling uses that will be strictly controlled in parts of West Oakland in the future. There are green businesses located in West Oakland today.

Information Sector: Digital Media and Information Technology

This sector includes businesses involved in a range of information technology activities related to the internet, the web, data management and software, including those involved with internet services, web design, social media, cloud computing, and digital publishing. It also includes creative business activities involved in sound recording, animation, video/film making, visual effects, and broadcasting.

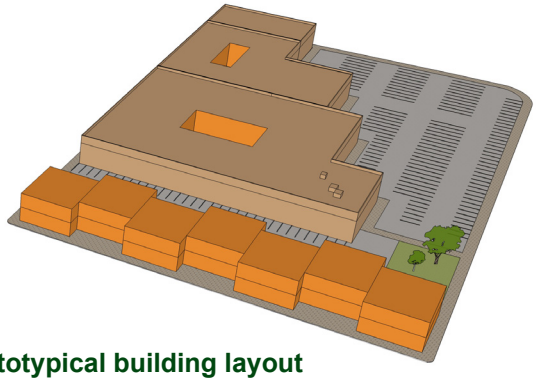
Businesses in this group are attracted to urban locations, often to an interesting, urban industrial environment. Older industrial buildings, incubators, and studios are of interest to businesses in this group, particularly start-ups and smaller businesses (see **Figure 3.1.4.**) There are some small businesses of these types already located in West Oakland.

Life Sciences/Biotechnology

Businesses and industries within the Life Sciences and Biotechnology sector are typically involved in conducting research and development activities, manufacturing products, and providing office and administrative support to these primary functions. Specific industry types that fall within this sector include pharmaceuticals, medical devices and equipment, diagnostics products, and scientific research and development. Very few businesses in this sector are currently located in West Oakland. The sector has been included because of:

- West Oakland's proximity to life science and biotechnology activities in surrounding communities,
- its ability to offer lower-cost, lower-density space for start-ups and small companies, and
- the availability of larger sites for new development in the future (see **Figures 3.1.5 and 3.1.6.)**

Fig. 3.1.3: Incubators/Shared Facilities



Prototypical building layout

INDUSTRY MARKETING SECTORS

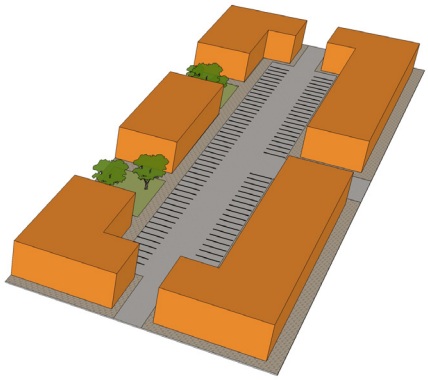
- Life Sciences / Biotechnology
- Clean Economy & Clean Technology
- Small, Urban Manufacturing
- Digital Media / Information Technology

BUILDING DESCRIPTION

- Shared facilities; small spaces Shared equipment often
- Can include studios, offices, production space, labs
- Collaborative environment
- May include assistance in business management & connection to venture capital
- Can include co-working space, with spaces/desks/short-term offices
- Reuse of existing buildings, typically

Reuse of existing buildings, typically warehouse or industrial facilities

Fig. 3.1.4: Research & Development/Flex Space



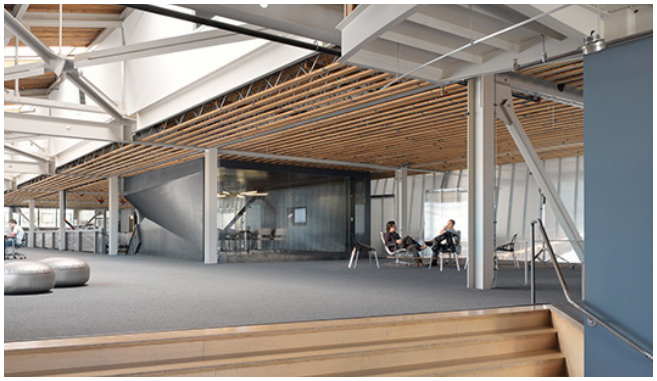
Prototypical building layout

INDUSTRY MARKETING SECTORS

- Life Sciences / Biotechnology
- Clean Economy & Clean Technology
- Digital Media / Information Technology

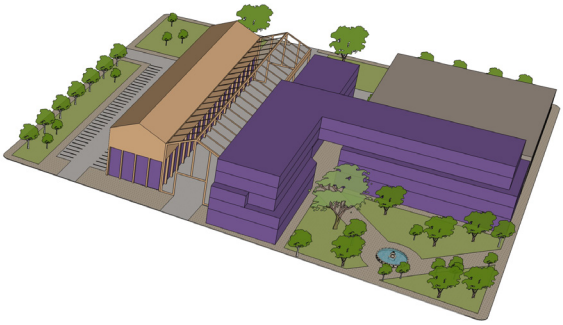
BUILDING DESCRIPTION

- 1-3 stories
- Space adaptable for R&D, office, and manufacturing functions
- Labs can require special power, cooling, and/or flooring as well as back-up generators
- Some amenities, typically
- Surface parking, in most cases
- New construction, primarily
- Reuse of existing buildings



New construction and reuse of existing buildings

Fig. 3.1.5: Individual Building/Campus



INDUSTRY MARKETING SECTORS

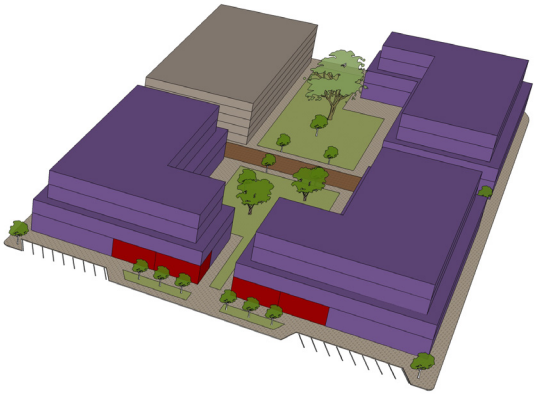
- Life Sciences / Biotechnology
- Clean Economy & Clean Technology
- Small, Urban Manufacturing
- Digital Media / Information Technology

BUILDING DESCRIPTION

- Buildings that offer own identity
- Can include office, manufacturing, and R&D functions
- Often accommodate start-ups that have grown into larger companies
- Lower-rise; 1-3 stories; surface parking
- Mid-rise; 4-5 stories; structured parking
- On-site amenities
- New construction, most likely

New construction and adaptive reuse of existing buildings

Fig. 3.1.6: Research & Development /Life Sciences, Mid-Rise



INDUSTRY MARKETING SECTORS

- Life Sciences / Biotechnology
- Clean Economy & Clean Technology

BUILDING DESCRIPTION

- Buildings with life science improvements (wet labs, offices, and possibly specialized mfg. facilities)
- Most with back-up generators and ownership familiar with the industry
- May require special power, cooling, and/or flooring
- 4 or more stories
- Structured parking, On-site amenities
- New construction

Offices, labs, and specialized manufacturing in new construction

Shares of the Economy and Growth Potential

Among these identified market sectors, the more established sectors - urban manufacturing, and construction and related design and engineering – currently support the largest amounts of business activity and employment in the central Bay Area and in West Oakland. The newer sectors – those focused on technology industries and the "green"/clean economy – currently support smaller amounts of business activity and employment, and represent a relatively small share of today's economy both in the central Bay Area and locally. The life science/ biotechnology sector is barely present in West Oakland, short of a few notable laboratories conducting R&D in the 3rd Street corridor. Within the region and the central parts of the Bay Area, there is forecasted growth potential in all five market sectors

Urban Manufacturing, including Custom, Artisan, Additive, and Advanced Manufacturing

Notable growth is forecast for the diverse mix of Urban Manufacturing industries in the central Bay Area. The strongest growth will be in manufacturing offering specialized, artisan, and custom products and in manufacturing supporting the growing technology sectors. Despite past declines in large-scale manufacturing, this sector still plays an important role in the economy, particularly in the East Bay. West Oakland can capture growth in manufacturing industries with space in existing buildings and in new, light industrial/flex development at competitive rents/ prices. Investments to modernize existing facilities and improve basic infrastructure would help in attracting growth of manufacturing businesses.

In addition to growth, there will be increasing demand for affordable locations to accommodate existing manufacturing companies seeking to relocate to larger, more affordable, or more modern facilities. The industrial land supply is declining and under increasing pressures in the central Bay Area. The industrial arts activities that have been growing in West Oakland are examples of activities that have relocated from other parts of the Bay Area, because of the facilities and rents for space available in West Oakland.

Construction and Related Design and Engineering

Construction and Related Design and Engineering activities are projected to grow. The sector is anticipated to grow rapidly as it rebounds from the recession, and then, to maintain a more modest growth rate thereafter. Growth will be supported by construction of residential, non-residential, institutional, and infrastructure projects. Substantial remodeling and rebuilding activities will continue over time to improve and modernize the increasingly valuable older building stock in the central Bay Area. Proximity to building projects and to clients is important for businesses in this sector. Construction and related sectors have been strong in West Oakland.

In the future, there is potential for growth of smaller companies, particularly specialty trades and building/remodeling contractors as well as design and engineering firms. (The larger construction companies needing large yards and having heavy vehicle movements will locate elsewhere.) There also is potential for a larger cluster of related businesses in West Oakland, including: construction, design, and engineering; manufacturing of custom products for construction and remodeling (see above); green building and related companies (see below); and building materials sales (e.g. granite and marble, green building products, etc. already in West Oakland). In addition to growth, there will be demand from existing construction and related companies seeking affordable, centrally located facilities/land, often to meet their changing business needs.

Green Economy and Clean Technology

Though relatively modest-sized today, Green Economy and Clean Technology industries have the potential for significant business and job growth in the Bay Area and in the East Bay. Projections show potentially high rates of growth for this sector in the future. The

emerging clean technology and energy industries, in particular, have strong growth potential, somewhat dependent on scientific discoveries as well as the extent of government spending on research and business development. The Inner East Bay has already established itself as a location of leading research efforts in energy, climate control, and other clean technologies, led by efforts at the University of California, Berkeley and the Lawrence Berkeley National Lab (LBNL). There also are public policies supporting growth of the green/clean economy such as green building standards, increased recycling mandates, greenhouse gas and climate action plans, cap and trade, and others.

Within this diverse sector, there will be growth of activities that seek the land use and building types that are or could be provided in West Oakland: older industrial buildings incubators, R&D/lab space, light industrial/flex space, and single tenant facilities, possibly offering a campus environment. In the nearer term, demand for West Oakland locations is likely to come from start-ups and smaller companies seeking lower-cost space options in an industrial environment. Examples include growth in green manufacturing and green construction (also part of sectors described above), and the attraction of smaller companies and start-ups in energy and technology. Recycling could support growth of facilities for electronics or other specialized recycling or satellite recycling, both in facilities that occur in buildings. In the longer term, there could be potentials for attracting more companies involved in R&D activities and possibly even a research facility that involves lab and/or test product design and development.

Information Sector: Digital Media and Information Technology

Growth is also forecast for the Information Sector, including digital media and information technology, focusing on the technology, internet-related, software, and video/sound groups. These groups include start-ups and other smaller businesses that could be attracted to an interesting, older industrial area like West Oakland. The existing presence of recording, audio-visual, and multi-media companies contributes to providing more creative working environments for technology companies. The 3rd Street corridor and parts of the Mandela/West Grand Opportunity Area could prove to be future nodes for such activities, in combination with creative industrial arts.

Life Sciences and Biotechnology

The Life Sciences and Biotechnology sector has substantial growth potential in the central Bay Area. Since the recession began, there have been mergers and consolidations that have limited growth in the near term. Potentials are good for growth of Bay Area life sciences over the longer term, driven by research and the discovery of new drugs and technologies. This sector is very competitive, however, with a large pipeline of entitled projects, and already-established clusters of the life sciences with marketing partnerships of city, university, and developer representatives. It could be difficult to establish life sciences/ biotechnology in West Oakland, particularly in the nearer term. It may be easier to first attract start-ups and smaller companies seeking lower-cost, lower-density space options in proximity to similar activities in Emeryville. Start-ups grow over time and help attract other companies to the area. There also could be opportunities for attracting businesses in this sector primarily involved in manufacturing, as well as opportunities to attract activities related to the hospitals/medical centers in Oakland, particularly Children's Hospital Oakland Research Institute (CHORI). A longer term strategy could be built on West Oakland's proximity to job growth areas in nearby cities, with the intent of becoming positioned to capture demand once these nearby areas are more fully developed.

Summary

Overall, West Oakland can be an attractive location for smaller businesses in all of these sectors, particularly by providing competitively priced land and building space and by offering an excellent location with proximity to Oakland's Downtown and attractive amenities. Easy access to San Francisco, Emeryville, Berkeley, and points north are also attractive to businesses operating on a more regional basis. West

Oakland also has strong potential to capture manufacturing and construction businesses currently located elsewhere but looking to relocate in the future.

EMPLOYMENT OPPORTUNITIES

Each targeted market sector can provide good jobs for workers with a range of skills and educational attainment. The occupational profiles for jobs in these market sectors show that the large majority are good-paying jobs with training and advancement opportunities.

Employment Opportunities in the Urban Manufacturing and Construction Sectors

The majority of jobs in the urban manufacturing and construction sectors are in the production and construction occupations. These are good-paying, middle-wage jobs for workers with less than a college education. Many offer on-the-job training and advancement opportunities. Jobs in these occupations are often referred to as blue collar jobs.

Employment Opportunities in the Green Economy and Clean Technology Sector

The green economy and clean technology sector includes a diversified mix of industries that offer a range of job types. Overall, the majority of jobs in this sector are in middle-wage occupations, often defined as green collar and blue collar occupations. They offer good-paying jobs, do not require higher education, and can provide training and advancement opportunities for workers.

The newer, clean technology segments of this sector have occupation profiles more similar to the life science and information sectors described below, with a large share of jobs in the higher-wage, higher-education occupations.

Employment Opportunities in the Life Sciences and Information Sectors

The life sciences and information sectors have a large share of jobs in the professional, technical, and scientific occupations. These are higher-wage occupations and many require college educations. These business sectors also support jobs that provide on-the-job training for employees without higher education, and they include jobs in good-paying, middle-wage occupations as well. Entry level jobs exist in support of business in these sectors, some which offer career ladder pathways with attainment of specific technical credentials.

Comparisons with East Bay Economy Overall

The following highlights two key differences between the distribution of jobs in the market sectors assessed for West Oakland and the distribution of total employment in the East Bay:

- There are proportionally more middle-wage jobs in the urban manufacturing, construction, and green economy sectors (67% to 89%) than in the overall economy, (27%). Many of the jobs in this group are green collar and blue collar jobs.

- There are proportionally more higher-wage/ higher-education jobs in the life science, information, and the clean technology segment of the total green economy than in the economy overall (60% to 70%, compared to 36% higher wage jobs in the overall economy).

POTENTIAL JOB GROWTH

Significant growth potential exists for employment in West Oakland. The types of industries targeted in this chapter not only offer great potential for economic development and job generation, but mirror the City's existing economic development efforts. The Department of Economic Development works to expand Oakland's key sectors [Healthcare, Trade and Logistics, Manufacturing Clean/Green Tech, and the Creative Industries (digital media, tech and art)]; and provides a Business Tax and Sales Tax Incentives Program other services in its mission to support existing business and attract new ones to West Oakland and throughout the city.

In addition to the attraction of new types of industries that could be a good fit for economic development and job growth, achieving the high job growth anticipated in the Association of Bay Area Government (ABAG) projections (see below) will also require growth of business activity in traditional types of industries that remain strong in West Oakland.

Association of Bay Area Governments (ABAG) Projections

The ABAG projections indicate an expectation of significant new job growth in West Oakland, with a total of more than 15,300 new jobs projected to be added between 2005 and 2035. This represents an average projected growth rate of nearly 440 new jobs per year. This rate of growth would result in more than a doubling of the number of current jobs within the West Oakland Opportunity Areas.

Currently, jobs within West Oakland's Opportunity Areas are split between approximately 390 jobs (only about 4%) in the heavy industrial sectors; approximately 8,700 jobs (almost 90%) in the light industrial sectors which include manufacturing, construction, and some information technology and the arts; and approximately 680 jobs (about 6%) in the retail sector.

The ABAG projections (see **Table 3.1.2**) reflect a major shift in regional employment growth, directing new growth to more urban, developed areas rather than to suburban business parks and outlying industrial areas. The projected job growth also implies more densely scaled development than has occurred in West Oakland in the past.

Table 3.1.2: West Oakland Job Growth Projections, ABAG

ABAG Projections [1]	2000	2005	2020	2035
Planning Area/Opportunity Areas	11,354	11,821	17,321	26,679
Planning Area TAZs	12,096	12,638	18,428	28,101
TOTAL West Oakland	11,692	12,140	17,695	27,177

Source: Alameda County Transportation Commission (ACTC); Hausrath Economics Group 2012; Lamphier-Gregory 2012.

1 The ABAG projections for Oakland were allocated to West Oakland by the ACTC with input from the City of Oakland, based upon traffic analysis zones (TAZs). Projections for the Planning Area/ Opportunity Areas are less than for the Planning Area TAZs because three of the TAZs that cover the Planning Area also extend outside the area. The approximate location of employment activities within these three TAZs was used to develop an "ABAG projection" for the Planning Area.

REVITALIZATION STRATEGIES FOR ECONOMIC/BUSINESS DEVELOPMENT & JOB GROWTH

Intent: Remove existing constraints to business growth and development and encourage the market to respond. Retain and build on the strengths of existing business activities while competitively positioning the area for new uses.

The revitalization of West Oakland will be a long-term, evolutionary process. The overall strategy should be to improve West Oakland Opportunity Areas, remove constraints to development and business growth, and encourage the market to respond. Most likely, the process will go slowly, will need nurturing, and will build up over time.

Initially, economic development should support, retain, and build on the strengths of business activities already in West Oakland. There are both traditional and new types of businesses that have emerged in West Oakland over the past decade, many of which are part of the market sectors identified above. These include businesses of the following types:

- urban manufacturing (foods, beverages, apparel, printing, furniture/woodwork, metals/ plastics, etc.);
- construction, building materials, and related activities;
- creative businesses (industrial arts, arts studios, film/sound/photo, digital arts and media, etc.); and
- architecture/ engineering/ professional services and related businesses.

The future strategy should include land uses, building types, and infrastructure improvements that support existing businesses and encourage new ones to locate in West Oakland. Existing businesses are assets for attracting new businesses, particularly initially.

Early efforts should focus on improving infrastructure in the older industrial areas, addressing crime and safety concerns, and identifying mechanisms for addressing the clean-up of brownfield sites. These improvements will help to competitively position West Oakland as an attractive location for new uses in the future.

The majority of business and job growth in the nearer-term is expected to be from start-ups and from existing businesses that grow and change over time. While the relocation of a large, existing company or institution to a new site in West Oakland would be a substantial economic benefit and would help to achieve the overall vision of the Plan, it is not the most likely scenario in the near term, particularly in light of the demise of redevelopment and the funding it provided for area improvements. Large sites in the Mandela/ Grand Opportunity Area might be the only exception to this forecast, but even that scenario would require great focus by the City and a committed and pioneering developer. Thus, early efforts should be focused on new start-ups and smaller businesses already in Oakland and nearby cities.

Components of an overall strategy for encouraging both economic and real estate development in the older industrial areas of West Oakland, intended to capture the market potential for business and job growth, are described below.

Maintain and Expand the Supply of Affordable Industrial Space

The availability of lower-cost space/land is important for capturing market potentials for growth in all of the sectors analyzed. The Plan encourages the preservation of affordable space in existing buildings and the construction of new, lower-rise, light industrial/flex development in infill locations in proximity to existing buildings. Reuse and small-scale infill can "set the stage" for development of larger Opportunity Sites.

Revitalize-1: Encourage Reuse of Existing Buildings, Particularly Initially. Focus initial economic development activities on intensification of business activities in existing industrial buildings. The existing building stock provides a resource for attracting new businesses, particularly initially, and should

be retained and reused for new business uses as much as possible.

- Subdivide larger buildings for use by multiple, smaller tenants.
- Modernize and/or adaptively reuse older industrial buildings.
- Reuse older, larger industrial buildings to provide economically viable space for the expansion of the arts community.
- Reuse older industrial buildings so as to provide an urban industrial environment that is attractive to businesses, particularly start-ups and smaller businesses, as well as new uses for the area.

Revitalize-2: Encourage Lower Intensity New Development. Encourage lower-density new development of light industrial/flex and studio space in infill locations. Such development is likely to be in low scale buildings with surface parking.

- Encourage less costly, lower intensity development, which can provide more affordable location options for businesses. This strategy will be important in the nearer term.
- Focus lower-intensity development in specific parts or subareas of opportunity areas so as to encourage owners to undertake such development and to help to preserve more affordable space options over time.

Competitive Positioning for New Uses and Higher Intensity Development

Early phase efforts to retain and build on the strengths of existing business activities in West Oakland and to attract start-ups and smaller businesses in both traditional and new market sectors will contribute to strengthening the area's desirability for other business activities. The area's entrepreneurial and artistic atmosphere enhances the area's desirability for technology businesses, as does retention of the area's urban industrial character. Continuing improvements to infrastructure and other conditions in the area will remove constraints to development and job growth. The relocation of heavier industrial uses over time will provide opportunities for larger scale, higher intensity development in the future.

Revitalize-3: Undertake Improvements to Remove Constraints to Business Growth and New Development. Improvements in the area as identified in other chapters of the Plan will remove obstacles and enhance the desirability of the area for business growth and new development (see also Chapter 6: Public Infrastructure and Chapter 7: Obstacles to Community & Economic Development).

- Improve basic infrastructure in the older industrial areas.
- Address issues of crime, graffiti, illegal dumping, and blight.
- Identify strategies for addressing contaminated brownfield sites.

Revitalize-4: Identify Location Options for Heavier Industrial Uses. While large parts of the Mandela/Grand Opportunity Area were once in heavy industrial and transportation use, the relocation of the I-880 freeway further to the west has affected land use potentials in the area. The relocation of the freeway has created a potential new boundary between the locations for heavier industrial and truck-intensive uses (now recommended to the west of the freeway and in other parts of Oakland), and locations for a mix of lighter industrial and other business uses along with residential neighborhoods within West Oakland. The landscaped Mandela Parkway along the former Cypress Freeway route contributes to the positive changes occurring in the West Oakland area.

- There is a need to identify location options for heavier industrial and truck-intensive businesses. Such businesses contribute to the economy, provide jobs, and support nearby Port operations. Their relocation

could retain business activities and jobs within Oakland, while providing sites for new development and business activities within West Oakland.

- The land use policies of the Plan (see Chapter 4: Land Use) identify heavier industrial and truck-intensive activities as permitted uses in the 3rd Street Opportunity Area because of its proximity to the freeway, the Port, and designated city truck routes.

Capitalize on West Oakland Sites that Become Vacant by the Relocation of Heavier Industrial Uses

Two existing recycling operations now located in West Oakland have given strong indications of their intentions to relocate to new sites within the former Oakland Army Base. Their relocation would provide sites for new development and new uses within West Oakland, and would also improve the desirability of adjacent West Oakland locations.

Revitalize-5: Capitalize on West Oakland sites that become vacant by the relocation of heavier industries to other areas outside of West Oakland (see strategies in Chapter 4: Land Use).

- Work with property owners to guide new development of vacated sites towards compatible uses which add value, lessen environmental impacts and increase local jobs.

- Designate key sites with strong locational advantages and large site areas where higher intensity development can be targeted in either the near- , mid-, or long-term. Support Economic Development By: Refining Land Use Policies, Zoning, and Area Improvement Strategies, following a Subarea Approach

The City's land use policies and regulations "set the rules" for development, and provide direction and definition to the private sector. They have the potential to shape future growth in West Oakland, and are important in the support for and expansion of the different market sectors. Land use policy refinement following a subarea approach is an important component of the overall economic development strategy for the Specific Plan. In addition, improvement strategies (infrastructure, streetscape, and possibly transportation) should be specific to subareas and consistent with the types of uses and development desired in each area.

Revitalize-6: Discourage Land Speculation through a Clear Delineation of Industrial Land Use Designations, Policies, and Regulations. Except in the few instances identified in this Plan, retain the Business Mix/Light Industrial land use designations and the industrial zoning in West Oakland and continue to prohibit residential development of commercial/industrial sites.

- Market pressures continue to exist for residential development in industrial areas. Maintaining the commercial/industrial zoning will support the ability of those areas to continue to offer economic opportunities for business and job growth in West Oakland.

Revitalize-7: Refine Commercial/Industrial Land Use Policies and Zoning to Encourage a Subarea Approach. The various targeted market sectors differ in densities of development and the rents and land prices they support. Thus revitalization and economic development can be facilitated by encouraging different sectors/segments in different subareas of the opportunity areas. See Chapter 4 for discussion of land use and zoning that create subareas that facilitate the following:

- Retention and increased utilization of existing buildings.

- Low intensity new development of light industrial/flex space for a variety of business types.

- Higher intensity new development that includes clustered developments and a higher amenity environment.

Revitalize-8: While Allowing Some Flexibility, Provide More Definitive Rules for Allowable

Uses, Existing Building Retention, and New Development in Commercial/Industrial Land Use Policies and Zoning. Within the subarea approach identified above, existing land use policies and zoning should be refined to be more definitive and provide greater direction and specificity to the private sector, with the objective of facilitating the desired types of economic development in West Oakland. The amount of flexibility allowed under the current regulations can encourage unrealistic property owner expectations, and can mean that less change occurs, that it occurs more slowly, and that there is a narrower range of location options for the different types of businesses desired in West Oakland. (See Chapter 4: Land Use).

Revitalize-9: Coordinate Area Improvements with Subarea Strategies for Economic Development. The subarea approach described above is intended to encourage a mix of location options (different types of space, different densities, different rents and land values) for supporting and attracting different types of businesses and job growth in the target market sectors.

- Improvements in the subareas should also be consistent with the types of uses and development desired there, including infrastructure, streetscape, and possibly, transportation improvements.

- In general, the areas for higher intensity new development would benefit from a more improved, higher amenity environment.

- The areas for lower-intensity uses and lower-cost space and development can include a more basic level of improvements that support light industrial business activities and retention of the urban industrial character of the area.

INDIVIDUAL MARKET SECTOR STRATEGIES

Intent: Build unique market strategies for attracting businesses in each of the market sectors that provides business and employment opportunities for West Oakland.

Economic development opportunities and strategies are outlined below, identifying how to capture potentials in each targeted market sector. The intent is to build on existing business activities already in the area and to encourage and attract the growth of new industries over time:

- Urban Manufacturing
- Construction and Related Design and Engineering
- Green Economy and Clean Technology
- Information and Digital Media
- Life Sciences/Biotechnology

The specifics of how to implement many of these market sector strategies are described in the earlier parts of this chapter and in other chapters of the Specific Plan, particularly Chapter 4: Land Use Plan, Chapter 7: Obstacles to Community & Economic Development, and Chapter 11: Implementation Program.

Urban Manufacturing Strategies

West Oakland is a desirable location for smaller Urban Manufacturing businesses given its central location and proximity to markets as well as its industrial building stock. There is already a strong presence of smaller manufacturing and industrial arts businesses that can be built upon and expanded. Industrial space and the availability of industrially designated land is a declining resource within the central Bay Area, while business demand for such land and space continues to grow. This disparity between business demand and available space supply will increase business interest in West Oakland over time.

Urban Mfg-1: Provide space and/or land at competitive rents and prices in West Oakland to enhance its attractiveness as a location for these business types.

Urban Mfg-2: Invest in West Oakland's older industrial areas to modernize facilities and to improve infrastructure (see Chapter 6: Public Infrastructure).

Urban Mfg.-3: Encourage light industrial/flex development and the reuse of existing buildings in City land use policies (see Business Enhancement strategies in Chapter 4: Land Use).

Urban Mfg.-4: Promote and brand manufacturing business activities that produce a wide range of products "Made in West Oakland", including specialized and custom products, artisanal production and industrial arts, and technology and related products. The recent "Oakland Makers" initiative is an example, focused on the arts.

Construction and Related Design and Engineering

The Construction and related Design and Engineering sector already has a notable presence in West Oakland which can be built upon as this sector recovers from the recession. Economic development strategies should focus on smaller companies, particularly specialty trades, contractors, and building and remodeling contractors, as well as design and engineering firms.

Const-1: Provide Construction sector businesses with competitive, affordable space within existing buildings, as well as new, light industrial/flex building space (see New Business/Industrial strategies in Chapter 4: Land Use).

Const-2: Consider establishing a large "cluster" of construction and related business activities in West Oakland that could include green building and related companies; engineering, architecture, and design services; building materials sales; and manufacturing of custom and other building products for construction that are or could be provided in West Oakland. Locations in proximity could provide benefits for related businesses. They also could provide broader identity and branding for the overall group of construction-related businesses in the area, of benefit for marketing and attracting clients and customers.

Green Economy and Clean Technology

While the Green Economy and Clean Technology sector exhibits strong growth potential, there is also a very competitive market context in the East Bay, particularly for clean technology. Within this diverse sector, there will be growth of activities that seek land use and building types that are or could be provided in West Oakland. Demand is likely to come from green businesses in manufacturing, construction and related activities, and start-ups and smaller technology companies seeking lower-cost space in an industrial environment for research, development, and smaller scale test product design.

Green/Tech-1: In the near-term, seek to attract start-up businesses and smaller companies seeking lower-cost space options as can be provided in existing buildings, in new light industrial/flex space, and in incubator facilities. (See the strategies above for green businesses in the manufacturing and construction sectors.)

Green/Tech-2: Consider establishing and branding a cluster of "green" businesses in West Oakland as their numbers increase (see above).

Green /Tech-3: To promote this business sector, establish relationships with University of California Berkeley, Lawrence Berkeley National Laboratory, and other related energy research institutions, and seek to attract their new research facilities to specific sites

in West Oakland, such as research facilities focused on energy or the life sciences. This strategy should be coordinated with planning for a similar science and technology district in the Coliseum Specific Plan area, which could also offer large sites for new development and seek to attract research institutions. There would still be opportunities for smaller scale development in West Oakland, in closer proximity to other related activities in nearby cities, and for business functions involved in manufacturing, test product design/development, and some research and development.

Information and Digital Media

Businesses in the Information and Digital Media market sector tend to be attracted to areas with an image of being "edgy", urban and industrial in character, particularly smaller businesses in this sector. The image and excitement that spurred the major growth and expansion of this sector in the South of Market area in San Francisco is present in West Oakland, as are some of the locational advantages of being immediately adjacent to already established areas in downtown Oakland and nearby cities.

Info/Digital-1: Undertake economic development strategies that focus initially on smaller information and digital media businesses and start-ups, especially those seeking space in renovated, existing buildings and who desire proximity to each other to create a "cluster" of similar uses.

Info/Digital-2: Market and promote existing underutilized buildings as viable and efficient space for incubator and co-working space options, including studios and small offices. Encourage the development of incubators for the information and digital media industry group with proximity to artisans and craftspeople, and where small start-up businesses can share facilities and equipment.

Info/Digital-3: Hold events and promote West Oakland as an interesting and "edgy" urban location for start-ups and other small companies, particularly those involved in digital media, software, and creative endeavors in recording, video/film, and multi-media productions. Coordinate citywide strategies to differentiate the attractions for this sector in West Oakland from those in Downtown Oakland where segments of the sector are also located.

Info/Digital-3: Spearhead efforts to expand delivery and services of contemporary information infrastructure technology needed to support the information and digital media market sector. Also, safety and security in the area should be reinforced in ways that acknowledge the risk of high value equipment storage.

Life Sciences and Biotechnology

The Life Sciences and Biotechnology sector has a very competitive local and regional market context. It could be difficult to attract businesses from this sector to West Oakland, particularly in the nearer term. Possible strategies to position West Oakland to capture growth in this sector include the following:

Bio Sci-1: Attract start-ups and smaller companies in the life sciences that are seeking lower-cost, lower density space in proximity to similar activities in nearby cities. Start-ups grow over time and help attract other companies to the area.

Bio Sci-2: Attract segments of the sector involved in manufacturing, such as medical device or medical research tools and supplies that could benefit from proximity to larger biotech companies and facilities nearby cities. Seek to attract activities associated with nearby medical centers, in particular Children's Hospital Oakland Research Institute (CHORI).

Bio Sci-3: Position West Oakland to attract a share of the Life Sciences and Biotechnology sector demand once the existing and already-established job clusters of this sector in nearby cities are more fully developed. Pursue the possibility of partnerships with key development players in Berkeley/Emeryville

(U.C. Berkeley, LBNL, developers) to encourage interest in extending development south into West Oakland. In addition to smaller companies, start-ups, and primarily manufacturing companies, attempt to attract larger companies and/or research institutions for campus development on the larger opportunity sites. Improvements over time to the infrastructure, safety, and amenities in the area are important for attracting these types of uses in the future.

Bio Sci-4: Coordinate citywide strategies for the attraction of this sector. As currently being planned, larger campus development including major research institutions are targeted for development in a new science and technology district and business park in the Coliseum/Airport Area. If developed, the strategy for West Oakland should be to use its proximity to already-established job clusters of the Life Sciences and Biotechnology sector in nearby cities and to Oakland medical centers/CHORI for attracting smaller companies, start-ups, manufacturing companies, and other business activities in this sector that value such proximity.

3.2: More Retail Opportunities

Potential retail sales not captured in a market area are described as “retail leakage.” Currently, West Oakland loses approximately $470 million a year in retail sales that could potentially be supported by existing residents and employees, enough to support approximately 360,000 square feet of retail space.

With increased housing and employment growth as projected in this Plan, West Oakland consumers could support an additional 302,000 square feet of retail establishments, but new strategies for attracting and developing these increased retail opportunities are needed.

ASSESSING THE RETAIL MARKET

Preparation of the West Oakland Specific Plan included an analysis of the Planning Area’s retail performance to determine the composition of the existing retail sector and the potential for future expansion.

Existing Retail in West Oakland

There are very few retail establishments currently serving the West Oakland community. Apart from the BayBridge shopping center that most residents and shoppers identify as being in Emeryville (but is to a larger part in Oakland), the very few specialty retailers that do exist include a bait store, two bike shops, a beauty supply store, a home furnishings store and a cell phone store. In addition to these, the only other major retail establishments include a hardware store, a 99 Cent Store, two apparel retailers (Rainbow and Cititrends), two fast food chains (McDonalds and KFC), and four independently owned restaurants (Brown Sugar Kitchen, B-Side Barbeque, Fuse-Box, and Nellie’s Soul Food).

Retailers who primarily serve the larger region include retail stores located near the Emeryville city limit line (i.e., Target), other stores in the BayBridge Shopping Center and other adjacent retail locations.

Planning Area Retail Demand

West Oakland is severely underserved by retail uses that supply the basic consumer needs of its residents. The degree to which retail needs are left unmet by local shops is greater than for the city as a whole.

Great neighborhoods include local shopping districts that provide opportunities for people to take part in the social life of the community as they satisfy their everyday shopping needs. Oakland’s Laurel and Dimond Districts, Fruitvale District, Lakeshore, and College Avenue and Piedmont Avenues in North Oakland, are examples of lively neighborhood centers.

While West Oakland neighborhoods such as Oak Center, Prescott, Clawson, and Hoover include many exceptional, beautiful residential streets, there are few, if any local, walkable neighborhood commercial streets that give focus and identity to the community. From the 1930’s to the 1970’s, West Oakland’s neighborhood commercial districts, focused primarily along 7th and Market Streets, were removed to create space to serve regional needs for war-time housing, freeways, BART, and the United States Post Office. One objective of this Specific Plan is to re-establish West Oakland’s traditional neighborhood districts with active ground-floor retail including grocers, locally serving convenience retail, and even destination retail that will once again give a focus to the community.

When a community loses its neighborhood-serving retail it loses far more than the sales tax revenue and the residents’ convenience of being able purchase goods locally. It also loses a source of accessible local jobs and the opportunity for community members and retail employees to contribute to its street life, and make the neighborhoods more lively, safe, and attractive. The community also loses the sense of identity that comes when people take care of their everyday shopping needs together in their own

community, thus contributing to the vitality of their neighborhood. Finally, when goods are purchased, part of the sales price goes to physical improvements of the stores and facilities and even community streetscape. At the moment, West Oakland captures very little of this potential source of neighborhood reinvestment, resulting in neighborhoods that lack the typical level of amenities enjoyed by other communities.

West Oakland Residents' Retail Demand

Retail demand is generally a function of a trade area's size and income, tastes, and preferences, as well as the availability of a suitable supply of retail choices to serve that demand. An analysis was performed using 2010 retail sales data (the most current available at the time of the assessment) to estimate potential demand from West Oakland consumers. The findings revealed significant retail leakage.

Convenience Goods:

Annual retail leakage in convenience goods (groceries, pharmacies, etc.) is enough to adequately support an additional nearly 43,000 square feet of retail space.

- Supermarket and food stores sales in West Oakland are $19.3 million less than the estimated expenditure potential. In this category alone, existing residents have enough spending power that is not satisfied by existing retailers to support a new grocery store.

- The absence of any drug stores in West Oakland results in a 100% leakage of the sales potential in that category, and represents a hardship to area residents.

- In contrast, liquor store sales are actually $7.5 million more than the projected demand for liquor stores. In most situations one would assume that the reported sales in excess of projected market area demand were captured from other market areas. However, these surplus liquor store sales reflect that most food sales in West Oakland occur in liquor and corner stores. Liquor stores are over-represented in West Oakland compared to expected sales volume.

Comparison Goods

For comparison goods, 2010 retail sales represent less than 17% of the estimated market potential. The leakage is estimated to be about $70 million (or an 83% leakage rate), higher than the city-wide 66% leakage rate for comparison goods stores throughout Oakland. This $70 million dollars in lost sales potential is enough to support as much as 217,000 square feet of comparison goods retail space.

Eating & Drinking

Sales in eating and drinking outlets are $10 million less than the estimated expenditure potential, for a 50% leakage rate. This economic leakage is enough to support approximately 30,000 square feet of restaurant space.

These data indicate that there is significant new retail space that could be supported in West Oakland by simply capturing the area's unmet resident consumer demands.

Employee Demand

In addition to West Oakland residents, there are over 10,500 existing employees who are potential sources of retail spending in West Oakland. Employee spending in West Oakland is affected by the lack of retail supply catering to these consumers, and the nature of current West Oakland jobs. Most current employees do not have jobs with long lunch hours that permit shopping trips and leisurely workday dining that typically is the foundation of employee oriented retail. Therefore the expenditure potential for current West Oakland employees is calculated at a lower level than downtown office workers.

Market analysis assumes that each person employed at a job in West Oakland has the potential to spend approximately $1,125 per year (about $4.50 per work day) on workday related meals, entertainment, and other shopping. Therefore, existing West Oakland employees could potentially support an additional $11.8 million in West Oakland retail sales. This

amount of sales potential is enough to support an additional 34,000 square feet of retail space, mostly in the restaurant category.

RETAIL OPPORTUNITIES

The current retail leakage from West Oakland (from both resident and employee demand) can support an additional nearly 360,000 square feet of retail space. Given current conditions, it is unlikely that all of this potential can be captured in the near term.

Grocery Stores and Convenience Retail

According to the Oakland Food Policy Council, while today there is 1 grocery store for every 8,175 people in the affluent Oakland hills, there is only 1 store for every 42,350 people in the poorer Oakland flatlands. That report states that while households in Oakland's food deserts spend an estimated over half a billion dollars a year on fresh food, most is spent outside their neighborhoods.

Source: Transforming the Oakland Food System: A Plan for Action, Oakland Food Policy Council, November 2010

Most existing food markets located in West Oakland are corner grocery stores, from which liquor sales represents a large portion of their total sales. West Oakland has been labeled as a 'food desert': an area with limited access to healthful, affordable food. Thus, local residents often travel out of West Oakland to buy food, which is a further burden on area households, almost 36% of which do not have access to a car.

West Oakland currently does not have a full-sized grocery store. The last full-size grocery store in West Oakland closed in 2007. Prior to that, the number of grocery stores steadily declined in the sixty years between 1940 and 2000. The community was once served by several small independent grocers, but over the years, regional serving transportation projects including the Cypress Freeway and BART displaced both retailers and a portion of the their former support base. According to the Oakland Food Policy Council, there were almost 140 stores, or 2 stores per 1,000 residents in 1950. In 2000, there were only 23 food stores, or less than 1 store per 1,000 residents. This index of grocery store supply does not distinguish between the store's sizes, or indicate how many of the food stores were actually corner groceries or liquor stores.

Convenience food markets typically carry mostly canned, processed food, and promote the consumption of 'junk food' (e. g. candy, chips) as well as high profit liquor and cigarettes. A 1998 community food assessment of West Oakland showed that only three of the existing convenience stores offered a selection of fresh fruits and vegetables. Prices at convenience stores were found to range between 30% and 100% higher for the same products than prices found in supermarkets.

Newer Grocery Store Models

In spite of the enormous retail leakage of food and grocery spending, over the past 8 years only two new grocery stores have opened in West Oakland: the Mandela Market on 7th Street near Mandela Parkway and the Pro Produce Market at 23rd Street and San Pablo Avenue. Both provide fresh, healthy non-packaged foods including fruits, vegetables, and meats.

New store models designed to supply healthy grocery staples have been proposed in other cities. For example, a company known as StockBox has emerged as an innovative prototype of a mini- grocery store. The first StockBox opened in Seattle, Washington in the spring of 2012 as a mini-grocery store made out of a reclaimed shipping container located in the parking lot of an existing business. The 20 foot-long prototype is stocked with 300 different products, of which 10% will be fresh produce. The store model is easily scalable and designed for easy relocation. The StockBox retail model can operate as a "pop-up" store. This innovative concept attracted outside funding sources including a state grant for promoting healthy food. Development costs for the StockBox concept are estimated to total a modest $30,000 to $50,000. New store models such as StockBox may be an appropriate model for West Oakland, at least in the near term (see **Figure 3.2.1**).

Fig. 3.2.1: Pop Up/ Festival Space

Prototypical event layout

BUILDING DESCRIPTION

- Temporary festival or informal vending structure
- May be weekly farmers' market or special event commercial activity.

Creative use of public space to stimulate retail activity

Elsewhere, there are national initiatives to introduce more fresh and healthy foods to corner grocery stores, and to improve the food supply available to residents of neighborhoods like West Oakland that are underserved by retail.

Examples of existing local action in such health food initiatives include the City Slickers Farms (which not only runs the Center Street Farm Stand, but also organizes low-income children, youth and adults in West Oakland to grow, distribute and eat more organic produce), and People's Community Market, a neighborhood grocery store that helps West Oakland families thrive by offering quality fresh foods, affordable groceries, health services and a place for community building and recreation. People's Grocery Store has operated a Mobile Market and the Grub Box, urban gardens and nutrition education programs in West Oakland. These current local-based initiatives offer excellent examples of how such goods and services can expand within the West Oakland retail market.

Capturing Sales Leakage and Providing Greater Retail Opportunities

As shown in **Table 3.2.1**, the existing West Oakland retail trade area is sufficiently large to support to substantial increase in retail sales and an expansion of retail space and shopping opportunities.

Opportunities for capturing a greater share of the West Oakland retail trade in local shopping sites and centers are discussed below.

Table 3.2.1: Currently Supportable Retail Sales and Space

Sales Category	Residential Expenditure	Employee Expenditure	Total Additional Supportable Retail Space
Population (Customers)	25,250	10,530	
Convenience Goods (grocery, pharmacy, etc.)			
Potential Sales	$36.4 mil.		
Actual Sales	$17.1 mil		
Leakage	$19.3 mil	$1.6 mil.	46,500 sq ft
Comparison Goods			
Potential Sales	$83.9 mil		
Actual Sales	$13.9 mil		
Leakage	$70 mil.	$2.4 mil.	225,000 sq ft
Eating and Drinking			
Potential Sales	$20.6 mil		
Actual Sales	$10.1 mil.		
Leakage	$10.5 mil	$7.9 mil	52,500 sq ft
Other Retail			
Leakage	$10.5		35,000 sq ft
TOTAL Leakage and Supportable Space	**$110.3 mil**	**$11.8 mil**	**360,000 sq ft**

Source: Conley Consulting Group, 2011

Grocery Store Opportunities

Intent: Establish new grocery stores in West Oakland that can serve the un-met food needs of current and future West Oakland consumers. A grocery anchor can also create a customer flow that can be leveraged to successfully attract other retail shops that can then draw patrons from the anchor tenant's shoppers.

The 2011 economic analysis shown in Table 3.2.1 indicates that convenience store "leakage" of convenience goods sales (mostly in the grocery store category) would support as much as 46,500 square feet of new grocery retail space. That market opportunity could support either one large grocery store, or a series of smaller specialty stores (see Figure 3.2.2) geographically distributed throughout West Oakland.

Grocery-1: Identify multiple sites for smaller grocery, notwithstanding the fact that traditional grocers are moving towards larger store sizes.

- Grocery stores can form the core of a future, fully functioning town center for West Oakland.
- Because of the large share of West Oakland grocery store sales potential that is currently diverted to liquor stores, corner stores, and mini marts, new grocery stores have potential to capture those sales and actually support more space than indicated by the leakage analysis.

- Since grocery stores act as anchors for other convenience store tenants (e.g. stores that draw customers to smaller stores that can then market other goods to those shoppers), at least one new grocery store should be sited where other convenience service shops, including service retail shops, small specialty retail stores, and restaurants, can be successfully co-located.

- West Oakland consumers are becoming more diverse in terms of income, life style, race, and shopping preferences; and the future population is likely to be more diverse in terms of income as the newer, more expensive units are added to the housing stock. It is unlikely that a single company can meet these diverse shopping needs.

Grocery-2: Identify appropriate sites for a conveniently located, full-scale grocery store.

- In addition to sales to West Oakland residents, a full-sized grocery store can capture sales from nearby employees, especially stores that offer prepared foods to go.

Comparison Goods Retail Opportunities

Intent: Establish successful large-format retail stores in West Oakland. Comparison goods sales can be successful based on either an independent customer draw, the ability to respond to a diverse customer base, or located as an extension of the retail developments on the Oakland/Emeryville border.

Without a viable supply of comparison goods stores, West Oakland residents have had to establish patterns of travel to locations outside of their neighborhoods for general merchandise.

A challenge to expanding comparison goods sales within West Oakland is the area's relatively small population base. Many comparison goods anchor tenants require a shopper population base of 100,000 to 200,000 people, much larger than the West Oakland population. Smaller comparison goods retail stores may succeed as part of a larger destination retail center or district) that is primarily anchored by a supermarket, but is unlikely to be successful in a freestanding location elsewhere.

Comparison Goods-1: Specifically target adequate land area to accommodate approximately 225,000 square feet of new retail space, which the economic analysis shows as being supportable by the currently lost "leakage" in comparison goods sales (the apparel, general merchandise, specialty and home improvement categories).

Comparison Goods-2: Identify sites with good regional access near the freeway or on major arterials for large-format comparison goods stores (see Figure 3.2.3). Like the stores on the Oakland side of the BayBridge Shopping Center, such stores would not be limited in their retail sales potential to just sales to West Oakland's small population base.

- A freeway frontage site near the BayBridge Shopping Center could provide large format stores with the potential to serve the San Francisco market as well.

- San Francisco places restrictions on development of new stores with more than seven branch stores. This policy enhances the opportunity for those stores to open outlets in West Oakland to serve customers on both sides of the Bay.

Employee Serving Retail Opportunities

Intent: Capitalize on the economic potential that exists for the establishment of additional small restaurants and consumer services located near employment centers, such as on 7th Street near the Post Office and near the Port of Oakland.

Because of the diffuse distribution of current employment throughout West Oakland and the work-related spending patterns of current employees, development of retail that is solely dependent on employee support is not recommended. Instead, there are opportunities to capture a greater share of employee retail demand:

Based on 2010 data, there is enough currently lost "leakage" in the restaurant category to support as much as 52,000 square feet of new restaurant space, nearly half of which from is employee demand.

Employee-Based Retail-1: Identify sites which have the best market opportunity for successful smaller restaurants. These sites are located near employment centers such as on 7th Street near the Post Office, and near the Port (similar to Nellie's Soul Food).

- A good restaurant concept can capture expenditure potential from beyond the local market. For example, the popular Brown Sugar Kitchen attracts lunch-time support from employees from Emeryville workplaces, and draws patrons from outside of West Oakland for breakfast and lunch.

Future Customer Retail Strategies

Intent: Expand retail shopping opportunities in West Oakland by capturing the retail sales potential from a larger trade area, including an increased population and employment base in West Oakland.

Future population and employment growth within West Oakland will support additional retail space, over and above the space that can potentially be supported by the unmet retail demand of current West Oakland residents. This new retail opportunity will largely be a function of the new housing and employment created in West Oakland, but should be carefully planned to serve existing consumers' needs as well.

Given the potential increases in employment and residences expected under this Plan at build out, the trade area for West Oakland is expected to expand by 14,000 new residential consumers and by 5,000 new employees – an appreciably large increase in the retail trade area.

As shown in **Table 3.2.2**, this expanded trade area is capable of supporting a sizeable increase in new retail space.

Table 3.2.2: Additional Supportable Retail Space, Based on Projected Growth

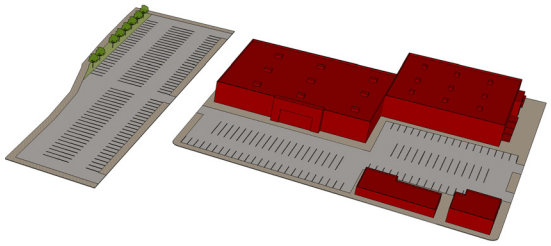
Sales Category	Residential Expenditure	Employee Expenditure	Supportable Retail Space
Number of new Customers	14,000	8,370	
Convenience Goods	$25.4 mil.	$3.2 mil.	65,100 sq. ft.
Comparison Goods	$43.1 mil.	$2.7 mil.	153,000 sq. ft.
Eating and Drinking	$18.2 mil.	$11.4 mil.	84,000 sq. ft.
TOTAL Sales Potential and Additional Supportable Retail Space	**$86.6 mil**	**$18 mil**	**302,000 sq. ft.**

Source: Conley Consulting Group, 2011

Future Retail-1: Identify locations and ensure that these sites are appropriately zoned to accommodate a variety of retail space that can capitalize on the spending potential of the projected increases in population and employment envisioned under this Plan. Based on this Plan's buildout, there will be enough additional spending potential, in addition to current economic leakage in West Oakland, to support:

- as much as 65,000 square feet of additional convenience goods space, mostly in the grocery store category.
- as much as 153,000 square feet of comparison goods retail space, mostly in the apparel, general merchandise, specialty and home improvement categories; and
- as much as 84,000 square feet of new restaurant space, one-third of which will be employee-based.

Fig. 3.2.2: Specialty Retail



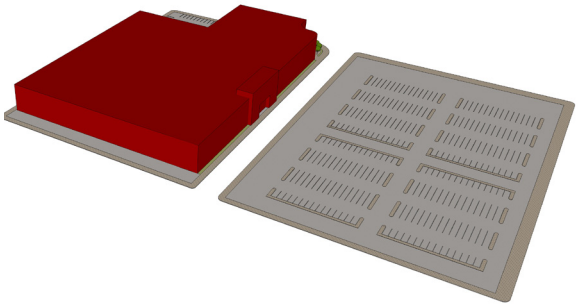
BUILDING DESCRIPTION

- Middle scale building
- Specialty goods and services
- May be adaptive reuse or new construction.

Prototypical building layout

Adaptive reuse and new construction for smaller retail facilities

Fig. 3.2.3: Large Destination Retail



BUILDING DESCRIPTION

- Buildings should be designed with sensitivity to the surrounding neighborhood and pedestrian scale.
- Destination Retail encourages residents to shop locally and curb retail leakage
- May be adaptive reuse or new construction

Prototypical building layout

Adaptive reuse of existing buildings for destination retail

3.3: Residential Development Potential

Based on the number of units in the various planning stages and projected to come on-line over the next decade, West Oakland could see the largest housing construction boom since the post-War era. However, the housing market dynamics of West Oakland will likely only reach these projections once significant area-wide improvements have been established over time.

ASSESSING THE MARKET

Preparation of this Specific Plan included an examination of the market opportunities for residential real estate development in West Oakland. The analysis assessed the impact of current economic conditions and projected future trends in the housing market; provided an extensive review and evaluation of current demographic characteristics of the central San Francisco Bay Area, Oakland and West Oakland; analyzed the current Oakland housing market focusing on recent housing activity in West Oakland, and provided a projection of both near- and long-term demand for new housing in the context of historical trends.

Existing Housing Inventory

In 2011, the West Oakland Specific Plan Area included approximately 10,500 housing units, of which only 8,500 were occupied, resulting in a vacancy rate of approximately 20%. In comparison, the estimated housing inventory for the City of Oakland as a whole is approximately 160,000 housing units, and the vacancy rate is about 6%, significantly less than in West Oakland.

Multi-family units represent 65% the total West Oakland housing units, and approximately 34% of housing units are single family (both detached and attached.

West Oakland has a population density of approximately 10,000 persons per square mile, compared to 15,000 persons per square mile in the nearby Central District of Downtown Oakland.

There are proportionately more renters as compared to owner households in West Oakland (80% renters), than City-wide (which is 60% renters). The high proportion of renter households is partially attributed to the high concentration of public and multifamily low-income rental units.

Housing Development Trends

Regional Trends

For well over 50 years, the San Francisco Bay Area has been one of the most expensive housing markets in the United States. While in the immediate post World War II era, most new residential development occurred at the suburban edges of the Bay Area, in the past 30 years significant new residential development was developed in the central areas such as in South of Market and Mission Bay in San Francisco as well as in Emeryville in the East Bay. While the rate of growth of new residential development slowed significantly during the deep recession from 2008 through 2011, more recently the housing market has shown a resurgence - making the central San Francisco Bay Area possibly the strongest housing market in the United States for both rental and for-sale housing. In particular, there is enormous demand in the central Bay Area for housing in diverse urban settings with excellent public transportation that is attractive safe and has community amenities.

Citywide Trends

Between 1990 and 1999: During the housing boom of the 1990's, a total of 5,319 building permits were issued, an average of 532 permits per year. Of these permits, 54% (2,897) were for single family and 46% (2,422) were for multifamily housing construction.

Early Decade (2000 to 2003): After the sharp decline of the "dot com" economy, the 9/11

tragedy, and the recession of 2001, a declining housing market was revived by low interest rates and permissive mortgage lending practices. During this period, 74% of building permits were issued for multi-family units. On average, permits for 798 units were issued per year.

Mid-Decade (2004 to 2006): This period coincided with the expansion period of the national housing bubble. The majority of housing projects built during this period were successfully absorbed, and there was ample financing available to fund both construction and homebuyer mortgages. Oakland's pro-housing policy (e.g. it's '10K Initiative' in downtown Oakland adjacent to West Oakland) encouraged developers and institutional investors to invest in Oakland, directing increased housing construction activity to the downtown and encouraging a ballooning pipeline of proposed new developments. During these years, permits were issued for 4,870 housing units (an average of 1,623 units per year), or almost half of all of the units permitted in the decade. Multi-family units represented 84% of the permits issued.

Late Decade (2007 to 2010): The housing market cooled significantly in early 2007 and essentially collapsed in late summer 2007. Building permit activity dropped dramatically between 2007 and 2009. Only 1,987 residential permits were issued during this period, an average of 662 units per year, likely represent projects that were initiated before the housing bubble burst. Multifamily units were 79% of the total permits. However in 2009, only 255 units were permitted (190 multifamily units and 65 single family units) as of October, demonstrating the rapid and protracted collapse of the housing market in Oakland.

Current: Starting in 2010, the housing market started to return to pre-recession levels. During this period the large inventory of unsold condominium units was finally exhausted. New residential development with thousands of units, including the massive Brooklyn Basin project on the opposite side of downtown Oakland are now moving forward.

Planning Area Trends

More than 1,500 housing units were built in West Oakland since the year 2000. That rate of new housing development is greater than any other decade, including the War-year boom of the 1940's.

Almost a third of all housing units built in West Oakland were built between 1860 and 1920. Included are stately Victorians that housed the city's most prominent residents such as California Governor George C. Pardee (who lived just at the edge of West Oakland at 12th and Castro Street) as well as "pioneer sheds" housing some of the East Bay's first settlers. This period was followed by the War years, between 1940 and 1949 when Campbell and Peralta Village were originally built, replacing several blocks of Victorian housing, to serve the workers when the East Bay was one of the centers of the World War II ship-building industry. Similarly, between 1960 and 1969, additional blocks of Victorian-era housing were replaced with public housing along 7th Street and Market Street when 1,213 units were constructed. Housing construction then declined drastically in the 1980's and remained fairly low until the 2000s. According to the US Census, only 713 units, or 71 units per year, were added to the West Oakland housing stock between 1990 and 1999, including several public and affordable housing developments funded by the federal Hope IV project.

However, housing development has increased substantially during this past decade. Between 2000 and 2011, there were more housing units constructed in West Oakland than during any similar time period prior to World War II. At least 1,505 new housing units were constructed from 2000 to 2011, and building permits were issued for an additional 1,662 units which have not yet been built. During this period (2000 to 2011), the average housing production rate in West Oakland was 136 new units per year (however, since 2008 housing production has slowed considerably given the constraints on the housing market). At 136 units per year, the housing production rate was higher than during the post-War era and produced the largest number of units than any other decade. It is important to note that between 2000 and 2011,

only an estimated 520 market rate units were built in West Oakland, roughly 43% of the total number of units built since 2000.

RECENT HOUSING DEVELOPMENT

In the last decade, several large scale market rate and affordable residential projects have been developed in West Oakland:

- Wood Street Development is a 27.5-acre master planned development, was entitled for 1,523 housing units. This development is located between 10th Street, West Grand Avenue, Wood Street and Frontage Road along Interstate 880. Recent individual projects at this site include for-sale projects such as the Pacific Cannery Lofts (163 units) and Zephyr Gate (130 units) The master plan also includes a 99-unit affordable housing development. As of 2012, all of the available for-sale and rental were sold or rented. Other developers in the Wood Street project have temporarily put their approved projects on hold.

- East Bay Asian Local Development Corporation has developed a senior housing development called Jack London Gateway that provides 61 affordably priced units for seniors.

- A partnership between BRIDGE Housing and the Oakland Housing Authority resulted in redevelopment of Westwood Gardens into what is now Mandela Gateway (168 units).

- Mission Park Financial is moving forward with construction of the Lampworks Lofts project located at 1614 Campbell Street in West Oakland. This project is the conversion of a historic four-story brick warehouse into 92 for-rent live/work units. As part of the rehabilitation, the building will be submitted for certification as a National Landmark with the National Park Service.

Successful, small-scale development in the neighborhoods on the Oakland / Emeryville city limit line has also captured good buyer response to for-sale townhouse/loft projects (four to twelve units). Newer developments in this area tend to be lower density duplexes and single family projects. Projects include the 91-unit West End Commons and the 40-unit loft and townhouse units at the old Clawson School site. Advertisements for units in this area currently emphasize proximity to Emeryville, and residents take advantage of the nearby Emery-go-Round shuttle to access the MacArthur BART station.

Unlike some of the market rate for-sale products, the affordable rentals in the area have had a much more rapidly paced absorption. Nearly all of these units are completely occupied.

Housing Development Pipeline

Planning approvals are already in place for an additional 1,343 market-rate units throughout West Oakland, and there are as many as 1,875 market-rate units in the pre-approval planning stage.

Affordable Housing

Affordable housing is defined by the State of California as housing which is available for the longest feasible time at prices affordable to low and moderate income households, based on the local Area Median Income.

The affordability levels and income limits for affordable housing in Oakland are described below:[1]

- Moderate income households are defined as households earning between 81% and 120% of the Area Median Income (AMI), and the income limit for median income households in 2011 was $99,700.

- Low income households are defined as households earning between 51% and

[1]Area Median Income is determined annually by HUD. Household size and income limits are determined annually by the California Housing and Community Development (HCD). Limits are shown here for a three person household, which is consistent with the average household size in West Oakland of 2.90.

80% of the AMI, and the income limit for low income households in 2011 was $58,500.

- Very Low income households are defined as those households earning up to 50% of the AMI, and the income limit for very-low income households in 2011 was $41,550.

In 2011, the HUD-defined median income for a three person household in the area which includes Oakland (and all of Alameda and Contra Costa Counties) was $83,050, well above the $27,055 median household income for the average 2.9-person West Oakland household. The median income household for Oakland residents is $47,630, which falls within the State's definition of low income households. Only about 14.5% of all households in West Oakland have incomes above the AMI. Thus, the vast majority (more than 85%) of current West Oakland residents meet the income requirements for affordable housing.

By the year 2000, there were approximately 1,515 affordable housing units in West Oakland. Over the last decade, nearly 1,000 affordable units were added or rebuilt, including redevelopment of the former Acorn public housing units (293 units), Mandela Gateway Apartments (168 units) and the recent Ironhorse project at Central Station Apartments (99 units). BRIDGE Housing, a major affordable housing developer responsible for Mandela Gateway and Central Station, has also been approved to develop 100 more affordably priced units with 2501 Chestnut and Linden Lofts.

Recent Sales Prices and Rental Rates

Housing Prices

The West Oakland Planning Area has been significantly impacted by the nation-wide housing bubble that burst in 2008. Home sales activity in West Oakland peaked in 2009, but median sales prices declined 30% from the previous year peak. Unlike many other areas of Oakland, the West Oakland housing sub-market began to show signs of recovery in 2010, with a significant reduction in the number of home sales and a 46% increase in the median sales price.

Median unit sales prices in the City of Oakland also declined significantly in 2009, and began to show signs of recovery in 2010. In Oakland, there was a similar pattern, with an increased number of unit sales and a 34% decline in median sales price, largely due to the foreclosure crisis that heavily impacted East Oakland. However, the recent signs of recovery are not as evident for the City as a whole compared to West Oakland. The citywide median sales price increased by 19% in 2010 to $243,000, significantly less than the 46% increase in West Oakland.

In fact, in contrast to long-term trends, in 2010 median home sales prices were higher in West Oakland than for the City as a whole.

Rental Rates

In West Oakland, rental rates have fluctuated slightly since 2008, but have largely remained constant over the last few years. Unlike the rapid apartment rent increases projected city-wide and for the larger region, supportable rents in West Oakland will likely remain relatively flat. West Oakland currently serves as a more affordable rental market for many former San Franciscans looking for lower priced housing. The West Oakland rental market is attractive to several new market segments (i.e., artists, entrepreneurs) and these residents are generally price-sensitive. The traditional West Oakland household, although committed to staying in the neighborhood, is generally not able to support rising rents.

POTENTIAL FUTURE HOUSING DEMAND

The Association of Bay Area Governments' (ABAG) projections indicate an expectation of significant household growth in West Oakland, with a total of 7,312 new households projected to be added between 2005 and 2035 (see Table 3.3.1). This represents an average projected growth rate of 236 new households a year. This rate of growth would result in a total of approximately 14,100 households in West Oakland by 2035, almost double the number of current households. At current Oakland average household sizes this projection represents a total of 37,493 new West Oakland residents by 2035.

ABAG's household growth projections require housing development and absorption at approximately double the rate that occurred from 2000 to 2011, which was 136 units/year.

Table 3.3.1: West Oakland Housing Projections, ABAG

	2005 - 2020	2020-2035
Projected Household Growth	3,023	4,289
Recently Developed Units [1]	670	
Units Developed/Year (avg.)	112	
Projected Additional Development	2,353	4,289
Housing Units / Year (avg.)[2]	294	286

Notes:

1. Includes major market rate projects developed since 2007 and affordable housing projects since 2005. No information was available from City about smaller recently completed developments.

2. For the period of 2005-2020, CCG assumes remaining eight years of housing production between 2012-2020.

Source: Conley Consulting Group, Hausrath Economics Group, ABAG Projections 2009, September 2011.

Tempering Factors in the Near Term

During the next 10 years, it is likely that the West Oakland housing market will still be adversely affected by factors that currently restrain market demand to only a few of the available market segments.

In the mid-term, housing development should focus on mid-range workforce housing to diversify the household makeup incrementally. One exception is the planned Transit-Oriented Development (TOD) at the West Oakland BART station. A TOD project with appropriate area amenities and a critical mass of housing units could achieve substantially higher absorption rates.

In the remaining projection period (from 2020 to 2035), significant improvements to the area made as a result of this Specific Plan could bolster a rise in housing values that would be substantial enough to support increased housing densities and increased absorption rates. Market rate absorption could reach an average of up to 200 units per year (still lower than that projected by ABAG). The housing market dynamics of West Oakland will likely only reach the projections suggested by ABAG once significant area-wide improvements have been established over time.

Affordable housing will be readily absorbed even without area improvement.

HOUSING-BASED REVITALIZATION STRATEGIES

Reuse and Intensification of Existing Residential Areas

Intent: Stabilize, retain and improve existing housing areas.

Given West Oakland's high vacancy rate (approximately 20% compared to about 6% city-wide) and relatively low population density, there is substantial opportunity to retain, stabilize and improve the existing housing stock in West Oakland. The predominantly residential neighborhoods of West Oakland that lie outside this Plan's Opportunity Areas are referred to as Residential Areas. These areas are not in need of transformational change, but rather preservation and enhancement of their existing strengths.

Reuse and Intensify-1: Continue preservation and enhancement efforts in West Oakland's residential neighborhoods through preservation and rehabilitation of historic buildings, infill development on vacant parcels with new housing at compatible scales, and improved streetscapes.

Reuse and Intensify-2: Revitalize and enhance the existing Oak Center, Prescott, Hoover and Clawson neighborhoods. This initiative is likely to involve be a long-term, evolutionary process that will vary according to the circumstances of the existing development pattern and size of parcels.

- On individual residential streets, encourage homeowners and other owners of 1-to-4-unit housing to renovate housing according to the principles of REHAB RIGHT, a planning document issued by the City of Oakland that demonstrates how to make building improvements in a manner that preserves each building's unique historical style.

- On commercial corridors, encourage the renovation of existing multiple-unit buildings, combined with new construction and the intensification of ground-level retail or other commercial space.

Diversified Housing Opportunities

Intent: Expand the range of choices among various housing types throughout West Oakland by diversifying the types of new development among various housing market segments.

West Oakland BART Station TOD

Despite the presence of the West Oakland BART Station, one of the more busy stations and central transit hubs in the Bay Area, West Oakland has not yet seen the development of a transit-oriented, high-rise/high-density mixed use project. With the rise in importance and recognition of the demand for this type of transit-convenient housing, as well as in increase in funding subsidies to promote such development types, West Oakland is poised to capitalize on its significant locational assets and achieve development of a regionally significant new transit-oriented development (TOD) project (see **Figure 3.3.1**).

Diversified Opportunities-1: Capture a larger share of the transit-convenient housing market by developing the West Oakland TOD. The City has already established several parameters needed to ensure that such a development will be successful, including:

- a high-density development project will need to be appropriately mixed with residential, commercial, office and open space;

- a safe and pleasant pedestrian environment will be necessary, especially near the transit station;

- neighborhood amenities such as benches, kiosks, lighting, and outdoor cafes are needed to enrich and enhance the urban setting;

- potential conflicts between vehicles and pedestrians in and around the station will need to be eliminated; and

- noise from the BART tracks needs to be mitigated with sound barriers.

Townhome and Mid-Rise Development

New wood frame, podium-style housing at medium density ranges (see **Figure 3.3.2**) will likely be among the first housing type to see a resurgent strong market in West Oakland. Examples of this housing type include those units recently built in the vicinity of the West Oakland BART Station, and at the Wood Street Central Station site.

Diversified Opportunities-2: Identify appropriate new sites in West Oakland which are near existing neighborhood services, and that are able to accommodate new residential development.

- Factors that can greatly enhance market performance include neighborhood safety and streetscape improvements, and a wide range of available on-site amenities are part of that development program.

- The already approved Wood Street development is projected to bring upwards of 1,500 new housing units to West Oakland. Among the housing types envisioned at Wood Street, and at several other sites in the nearby neighborhoods, are traditionally designed stacked-flat townhomes.

Fig. 3.3.1: Transit-Oriented Development

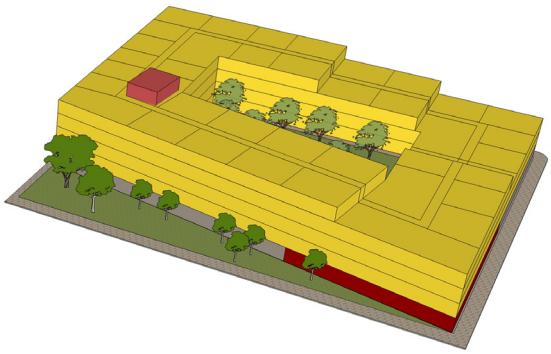
Prototypical building layout

Transit oriented development incorporating office/commercial & residential and served by multiple

Fig. 3.3.2: Podium Housing Over Optional Retail

BUILDING DESCRIPTION

- Compatible and frequently used housing type for urban settings
- Generally 4 stories of wood construction with residential units over concrete podium with neighborhood-serving retail and parking
- Should be massed and stepped down to be compatible with scale of surrounding structures.



Prototypical building layout

Multi-storied residential wood frame construction over ground level retail

- Together with ancillary retail, services and public space, completion of these projects and the addition of similar products types throughout the residential edges of West Oakland could serve as a major residential and community attraction, encouraging additional development of adjacent areas.

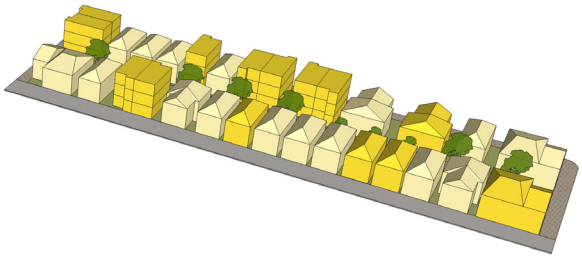
Residential Infill

Smaller residential infill projects throughout West Oakland's existing neighborhoods, including new duplex, 4-plex and single family units (see Figure 3.3.3), will likely be readily absorbed, especially in the Clawson and other neighborhoods on the edges of the Oakland/Emeryville city limit line, and near the older historic neighborhoods of West Oakland such as the Prescott neighborhoods.

Diversified Opportunities-3: Revitalize major arterial corridors such as San Pablo Avenue and 7th Street by creating new opportunities for urban, mixed-use districts with residential uses above ground-floor, neighborhood-serving commercial use.

- Infill opportunities for such housing products abound along each of these corridors.

Fig. 3.3.3: Residential Infill



BUILDING DESCRIPTION

- Buildings should be designed with sensitivity to the surrounding neighborhood and pedestrian scale.
- Destination Retail encourages residents to shop locally and curb retail leakage
- May be adaptive reuse or new construction

Prototypical building layout

Compatibly scaled new constructtion of infill parcels

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

4. Land Use

4.1 Industrial Land Use Policies
4.2 Opportunity Area Land Use Approach
4.3 Mandela/West Grand OpportunityArea
4.4 7th Street Opportunity Area
4.5 3rd Street Opportunity Area
4.6 San Pablo Avenue Opportunity Area
4.7 Summary of Opportunity Area Development Program
4.8 New Land Use Policies

July 2014

4: Land Use

The following land use strategies and recommendations are intended to primarily apply to those areas in West Oakland identified as "Opportunity Areas" (see also Chapter 1: Introduction).

Outside the Opportunity Areas, this Specific Plan encourages a "preserve and enhance" approach for West Oakland's Residential Areas in accordance with each neighborhood's existing character; and only proposes those General Plan and Zoning changes that will help to establish more identifiable boundaries between West Oakland's residential and industrial areas, and prevent new land use incompatibilities.

Instances where the current land use regulations remain effective, and where refinements are in order, are also described in this chapter.

EXISTING LAND USE POLICIES

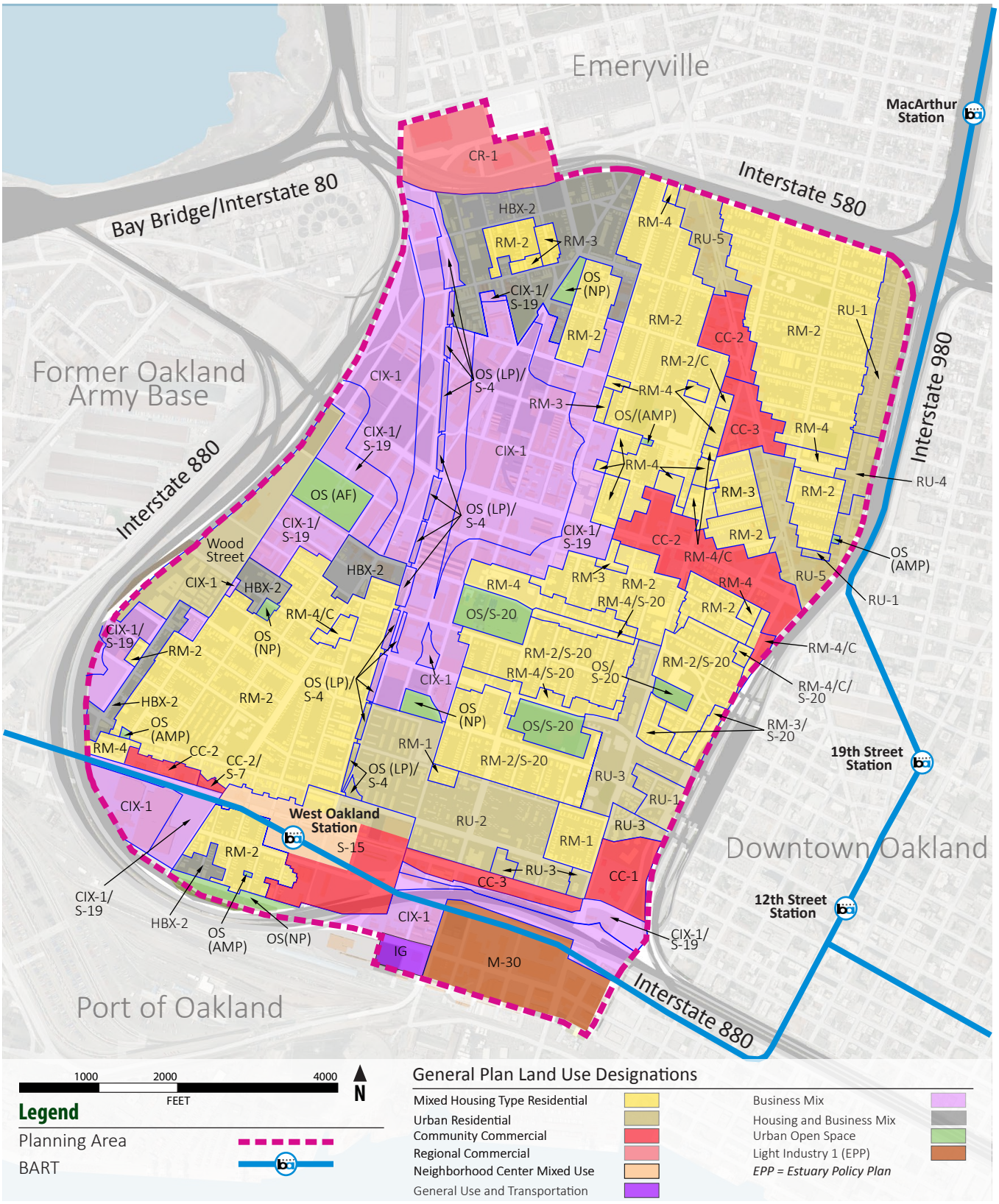
Oakland General Plan Land Use Designations

The Oakland General Plan includes a Land Use Diagram and land use classifications that define the type, location, intensity and density of development allowed throughout the City of Oakland. The existing General Plan land use designations within the Planning Area are illustrated on **Figure 4.1** and described below.

Within the Specific Plan Planning Area, land use is governed by the following eleven General Plan land use designations:

- Business Mix
- General Industrial/ Transportation
- Light Industry 1 (Estuary Policy Plan)
- Regional Commercial
- Community Commercial
- Neighborhood Center Mixed Use
- Housing and Business Mix
- Urban Residential
- Mixed Housing Type Residential
- Institutional
- Urban Open Space

Fig. 4.0.1: Existing Plan Area Land Use Designations



Business Mix

The Land Use and Transportation Element (LUTE) of the General Plan applies the ***Business Mix*** land use designation to the majority of the Mandela/West Grand Opportunity Area, and the Pine Street portion of the 7th Street Opportunity Area.

This land use designation is a flexible "economic development zone" which strives to accommodate older industries and anticipate new technologies, including light industrial, research and development, low impact manufacturing, and commercial operations. It is intended for areas that are appropriate for a wide variety of businesses, and related commercial and industrial establishments while buffering nearby residential districts from the heavier industrial uses. High impact industrial uses including those that have hazardous materials on-site may be allowed provided that they are adequately buffered from residential areas.

General Industrial/Transportation

The LUTE's ***General Industrial/Transportation*** land use designation is only applied to a one block area in the 3rd Street Opportunity Area, adjacent to the Port of Oakland.

This land use designation allows a wide variety of uses including heavy industrial and manufacturing, transportation, rail yards, maritime terminals, distribution and warehousing, food processing, heavy impact research and development facilities. It is intended for areas where businesses may have the potential for off-site impacts such as noise, light and glare, truck traffic and odors.

Light Industry 1 (Estuary Policy Plan)

The portion of the 3rd Street Opportunity Area south of 5th Street and east of Adeline Street, comprising the majority of this Opportunity Area, lies within the boundaries of the General Plan's Estuary Policy Plan, and is designated ***Light Industry 1***.

The Estuary Policy Plan's Light Industry 1 land use designation is intended to maintain light industrial and manufacturing uses that support the adjacent maritime area and Downtown, and that are compatible with the adjacent West Oakland neighborhood.

Regional Commercial

The LUTE's ***Regional Commercial*** land use designation is applied to the East BayBridge Shopping Center north of I-580, in the northerly portion of the Mandela/West Grand Opportunity Area.

This land use designation is intended for areas that serve as region-drawing centers of activity. It allows a mix of commercial, office, entertainment, arts, recreation, sports, and visitor serving activities, housing, mixed-use development and other uses of similar character or supportive of regional drawing power.

Community Commercial

The LUTE's Community Commercial land use designation is applied to properties in the 7th Street Opportunity Area along 7th Street from Wood Street to Peralta Street and on some of the blocks southeast of the BART station; on San Pablo Avenue from 27th Street to 32nd Street and along West Grand Avenue from Linden Street to San Pablo Avenue in the San Pablo Opportunity Area.

This land use designation is intended for areas suitable for a wide variety of larger-scaled retail, business and personal services, and institutional operations along major corridors and in shopping districts. Community Commercial areas can be complemented by the addition of urban residential development and compatible mixed-use development.

Neighborhood Center Mixed Use

The LUTE's ***Neighborhood Center Mixed Use*** land use designation is currently applied to 7th Street around the West Oakland BART Station.

This land use designation allows commercial or mixed uses that are pedestrian-oriented and serve nearby neighborhoods, or urban residential with ground floor commercial. These centers

are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, Housing / Business Mix

The LUTE's Housing / Business Mix land use designation is applied to portions of the Prescott and Clawson neighborhoods within the Residential Enhancement Area, as well as portions of those neighborhoods that are within the Mandela/West Grand Opportunity Area.

This land use designation recognizes the equal importance of both housing and business, and is intended to guide a transition from heavy industry to low impact light industrial and other businesses that can co-exist compatibly with live/work development. Future business development within this designation should be compatible with housing, and residential development should recognize the mixed business nature of the area.

Mixed Housing Type Residential

The **LUTE's Mixed Housing Type Residential** land use designation is applied to the predominantly older established neighborhoods of West Oakland which contain a mix of single-family, townhomes and small, multi-unit buildings along with small-scale neighborhood-serving businesses. This land use designation is primarily found in the Residential Areas and not within the Opportunity Areas.

This land use designation allows development of a mix of single family homes, townhouses, and small multi-unit buildings. It is intended for residential areas typically located along major arterial roads. Development should be primarily residential in character, with live-work types of development, small commercial enterprises, schools, and other small scale, compatible civic uses possible in appropriate locations.

Urban Residential

The LUTE's **Urban Residential** land use designation is applied to higher density residential areas primarily within the Residential Areas, including the Wood Street District, Acorn neighborhood, Oakland Housing Authority projects along Martin Luther King Jr. Way, and along San Pablo Avenue north of 32nd Street to I-580, and south of 27th Street to West Grand Avenue.

This land use designation allows multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services. Mixed-use buildings with ground floor commercial uses and public facilities of compatible character are also encouraged. Where lower density detached housing adjoins urban residential the zoning should create a transition area between the two.

Institutional

The LUTE's **Institutional** land use designation is applied to schools and other public facilities in the Planning Area.

This land use designation allows educational, cultural, health, and medical uses, with appropriate development standards that address edge conditions adjacent to residential areas.

Urban Open Space

The LUTE's **Urban Open Space** land use designation applies to the urban parks and open spaces in the Planning Area, including many of the area schoolyards.

General Plan Summary

The following **Table 4-1** provides a summary of the General Plan land use designations within each of the Specific Plan's Opportunity Areas.

Table 4-1: Existing General Plan Land Use Designations, West Oakland Opportunity Areas

	Bus. Mix	Light Ind.	Genrl. Ind. / Trans.	Mixed Hsng. Type	Regnl. Com	Neigh Ctr. Mixed	Com. Com.	Urban Res.	Urban Open Space	Total
Mandela / West Grand	286	-	-	12	27	-	-	20	10	354
7th Street	43	-	-	4	-	14	32	3	-	97
3rd Street	28	53	8	-	-	-	14	-	-	103
San Pablo Avenue	-	-	-	5	-	-	26	21	-	52
Total	**357**	**53**	**8**	**21**	**27**	**14**	**73**	**44**	**10**	**607**

Oakland Zoning Districts

The City zoning regulations are intended to implement the General Plan land use designations and policies. The current zoning districts within the West Oakland Planning Area are also illustrated on Figure 4.1 and described below.

CIX-1: Commercial Industrial Mix-1 Zone

The CIX-1 zone was developed for areas such as West Oakland that are designated Business Mix in the General Plan. The CIX-1 zone is designed to provide buffering and transitions between industrial and residential zones. The CIX-1 zone is intended to preserve industrial areas of West Oakland for a wide range of commercial and industrial establishments. The CIX-1 zone is intended to accommodate existing older industries and provide flexibility for new technologies. The CIX-1 zone allows a broad range of custom and light manufacturing, light industrial, warehouse, research and development, and service commercial uses. The CIX-1 zone sets strict limits on recycling and truck-intensive uses. Large-scale commercial and retail uses are limited to sites with direct access to the regional transportation system.

The primary purpose of the Commercial Industrial Mix-1 (CIX-1) areas is to:

- provide a diversified economic base and a wide range of employment opportunities;
- maximize Oakland's regional role as a transportation, distribution, and communications hub;
- support Port operations and expansion by providing land for Port services such as trucking, warehousing, and distribution;
- preserve areas with good freeway, rail, seaport, and/or airport access for business and industrial uses;
- prohibit residential uses so that a maximum amount of the City's land base is preserved for industrial uses, and so that industrial uses may operate without impacting those activities;
- locate high impact industrial uses away from residential areas; and
- allow heavy-impact or large scale commercial retail uses on sites with direct access to the regional transportation system.

Development intensity within the CIX-1 zone is regulated by the Floor-Area Ratio (FAR). Floor-Area Ratio means the number resulting from division of the floor area of the building by the lot area. The floor area of a building is defined

as the total of the gross horizontal areas of all floors below the roof and within the outer surfaces of the main walls of principal or accessory buildings, but excluding areas used for off-street parking spaces or loading berths and driveways; areas which qualify as usable open space; and open areas located at or near street level which are accessible to the general public (Oakland Planning Code, Section 17.09.040 – Definitions).

IG: General Industrial Zone

The one block in the 3rd Street Opportunity Area adjacent to the Port of Oakland that has a General Plan land use designation of General Industrial/Transportation is currently zoned IG. The IG zone is intended to accommodate a wide variety of industrial establishments, including those that may have the potential to generate off-site impacts. The IG zone allows heavy industrial and manufacturing uses, transportation facilities, and warehousing and distribution. Heavy industrial uses must meet performance standards, buffering standards, and other health and safety criteria. The IG zone is for areas with good freeway, rail, seaport, or airport access. Uses that may inhibit industrial activities are prohibited. Residential uses are not permitted in the IG zone.

M-30: General Industrial Zone

The portion of the Planning Area that is covered by the Estuary Policy Plan (EPP) (south of 5th Street and east of Adeline Street, comprising the majority of the 3rd Street Opportunity Area) is currently zoned M-30. The M-30 zone is intended for areas with good freeway, rail, seaport, or airport access. The M-30 zone accommodates light industrial, manufacturing, warehouse and distribution, and commercial uses. Residential uses are not permitted in the M-30 zone.

CC-2 Community Commercial Zone

The blocks along 7th Street between Wood Street and Peralta Street, and on San Pablo Avenue from 29th Street to 32nd Street are currently zoned CC-2. The CC-2 zone is intended for a wide range of commercial businesses with direct frontage and access along corridors.

CC-3 Community Commercial Zone

Portions of San Pablo Avenue and the blocks along 7th Street from Union to Market Street are currently zoned CC-3. The CC-3 zone is intended for heavy commercial, light industrial, and service activities.

HBX-2: Housing and Business Mix Commercial Zone

Much of the Clawson neighborhood and selected areas at the northern and western edges of the Prescott neighborhood are currently zoned HBX-2. The HBX-2 zone provides development standards for areas that have a mix of industrial, certain commercial and medium to high density residential development. The HBX-2 zone recognizes the equal importance of housing and business, allows residential and business activities to compatibly co-exist, provides a transition between industrial areas and residential neighborhoods, encourages development that respects environmental quality and historic patterns of development, and fosters a variety of small, entrepreneurial, and flexible home-based businesses.

S-15: Transit-Oriented Development Zone

The blocks surrounding the West Oakland BART station and along the south side of 7th Street from Peralta Street to Linden Street are currently zoned S-15. The S-15 zone encourages concentrated, pedestrian-oriented development near transit stations. The S-15 zone allows a mix of medium density residential development, civic, commercial, and light industrial activities.

RU-5: Urban Residential Zone

The blocks along San Pablo Avenue north of 32nd Street to I-580 and south of 27th Street to West Grand Avenue are currently zoned RU-5. The RU-5 zone is intended for multi-unit, mid- and high-rise residential structures with ground floor neighborhood businesses on major corridors.

Combining Zones

S-4: Design Review Combining Zone

The S-4 combining zone currently applies to areas of special community, historical, or visual significance. The S-4 combining zone is intended to preserve the visual harmony and attractiveness of areas which require special treatment and the consideration of relationships between facilities, and is typically appropriate to areas of special community, historical, or visual significance. In the S-4 combining zone no building, sign, or other facility may be constructed, established, or altered in exterior appearance unless plans for such proposal have been approved pursuant to the City's design review procedures.

S-19: Health and Safety Protection Combining Zone

The S-19 combining zone is intended to control the storage or use of hazardous materials and wastes within 300 feet of a residential, institutional, or open space zoning district. New uses or changes of existing activities that store or use hazardous materials are reviewed by the Fire Department. The Fire Department may limit the location, require containment measures, or limit or prohibit the storage or use of hazardous materials. The Fire Department may also require a Process Hazard Analysis, Risk Management Plan, or Local Hazardous Materials Business Plan.

S-7 and S-20: Preservation Combining Zone

The S-7 and S-20 preservation combining zones are the City's historic preservation zoning districts. Areas eligible for S-7 combining zone are those having "special importance due to historical association, basic architectural merit, or the embodiment of a style or special type of construction, or other special character, interest, or value." The S-20 combining zone is similar to the S-7 combining zone, but is designed for larger areas, often with a large number of residential properties that may not be individually eligible for landmark designation but which, as a whole, constitute a historic district.

Building Height Limits

The maximum commercial corridor building heights allowed by existing zoning are illustrated in the City's zoning height map. Building height limits are shown for commercial zones and key corridors such as 7th Street, San Pablo Avenue and West Grand Avenue, and areas targeted for new development and higher intensity uses that must be made compatible with adjacent lower density residential neighborhoods.

The following Table 4-2 provides a summary of the existing zoning districts within each of the Specific Plan's Opportunity Areas. Because the General Plan Diagram and the City Zoning Diagram boundaries are generally drawn to the center line of the street, these "gross area" calculations include all public right-of-way and other non-parceled area. Therefore, the following table indicates both "gross area" and "net area" (i.e., area included within parcel boundaries only).

Table 4-2: Existing Zoning Districts, West Oakland Opportunity Areas

		CIX-1	IG	M-30	HBX-2	CR-1	CC-1	CC-2	CC-3	S-15	Wood	RU-5	RM-4	RM-2	OS	Total
Mandela/ W. Grand	gross	268			9	27					20			2	27	354
	net	175			7	22					13			1	27	245
7th Street	gross	45			1			4	5	38			2			95
	net	34			1			2	4	24			1			65
3rd Street	gross	28	8	53			10		4							103
	net	18	5	38			5		3							69
San Pablo Avenue	gross							22	7			21	2			52
	net							19	5			12	1			37
Total	gross	341	8	53	11	27	10	26	17	38	20	21	4	2	27	605
	net	227	5	39	8	22	5	21	12	24	13	11	2	1	27	416

LAND USE GOALS & OBJECTIVES OF THE PLAN

The following overall land use goals and objectives, developed through an intensive community planning process, guide the overall land use and development vision and strategies of this Plan.

Overall Land Use Goal: Strengthen the economic base and expand the local economy of West Oakland through equitable land use strategies and inclusive community and economic development.

Objective LU-1: Remove obstacles to community and economic development by increasing the attractiveness of the West Oakland business area, encouraging private rehabilitation of under-utilized, vacant and neglected properties, seeking to improve roadway conditions, and partnering with the private development community to remove conditions that constrain business development and revitalization.

Objective LU-2: Retain compatible businesses that provide jobs, that stimulate economic development, and that use existing buildings.

Objective LU-3: Spur private creation of additional living wage job opportunities that provide employment opportunities to West Oakland residents.

Objective LU-4: Attract new businesses to the West Oakland area that will contribute to the community's economic and environmental health.

This overall land use goal and each of the land use objectives of this Plan are implemented through a number of land use plans, policies and regulatory strategies, including new zoning districts developed primarily for the West Oakland Opportunity Areas, as more fully described below.

Fundamental Land Use Strategies

As also mentioned earlier, the land use strategies and recommendations of the West Oakland Specific Plan are intended to apply primarily to those areas in West Oakland identified as "Opportunity Areas". Outside the Opportunity

Areas, this Specific Plan only proposes those General Plan and Zoning changes that 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; and
- restore neighborhoods at the residential/ industrial interface.

4.1: Industrial Land Use Policies

INDUSTRIAL LAND AND JOBS

According to a land use inventory conducted by the City of Oakland for the 1998 update of the General Plan Land Use and Transportation Element (LUTE), of the City's entire approximately 29,700 acres of property, approximately 1,630 acres (about 5%) were considered for light industrial or heavy industrial use. Of that total, 1,140 acres were identified as light industrial and 490 acres were identified as heavy industrial use.

West Oakland (not including the former Oakland Army Base) was identified as containing a substantial portion of these industrial lands. West Oakland had approximately 260 acres of then-existing light industrial land uses (about 23% of the City total), and approximately 80 acres of what was considered to be heavy industrial use (or about 16% of the City total).

West Oakland's existing manufacturing and industrial areas are principally located in a large area surrounding the intersection of West Grand Avenue and Mandela Parkway (primarily the Mandela/Grand Opportunity Area) and along the east side of the new I-880 route (principally in the 3rd Street Opportunity Area). Most all of these industrial lands are designated under the City's General Plan as "Business Mix", and are correspondingly zoned as either Commercial Industrial Mix (CIX-1) or General Industrial (both M-30 and IG in the 3rd Street Opportunity Area).

West Oakland Industrial Land Supply

According to detailed parcel-based information from the City's GIS database, there are now approximately 270 acres of land (not including street rights-of-way) within the West Oakland Opportunity Areas that are currently zoned for industrial use (as shown in **Table 4.1-1** below). An additional 7 acres that are zoned Housing Business Mix (HBX), which also permits a mix of business-related/ light industrial uses. These properties represent the vast majority of West Oakland's current industrial land supply.

Table 4.1-1: Existing Industrial Land within West Oakland's Opportunity Areas (net acres)

Mandela/West Grand	175
3rd Street	61
7th Street	34
San Pablo Avenue Corridor	0
Total	**270**

CITY INDUSTRIAL LAND USE POLICIES & REGULATIONS

West Oakland's Industrial Revitalization Efforts

According to the West Oakland Implementation Program of the General Plan Land Use and Transportation Element (LUTE), West Oakland offers many opportunities for new and expanded commercial and industrial businesses. To avoid the creation of major land use conflicts in the future, both the business community and residents agreed that "a line must be drawn" where appropriate, to separate heavier industry from residential areas. One principle for "drawing the line" was to use I-880 as a border to protect the community from the impacts of heavy industry trucking and container storage related to maritime uses. Further, the new I-880 route includes on- and off-ramps that allow other business concerns that use trucks to have immediate access to the freeway to move goods, thereby avoiding travel on local residential streets.

A second principle for determining the extent of the "Business Mix" designation in West Oakland was consideration of existing, contiguous business and residential areas. This resulted

in application of the "Business Mix" land use classification in large areas surrounding the intersection of West Grand Avenue and Mandela Parkway, and along the east side of the new I-880 route. In these areas, retention of general industrial uses toward the "core" of this area (away from residential neighborhoods) is allowed, although the predominant uses are expected to be a mix of commercial business and office. Live-work space is encouraged to locate in Housing Business Mix areas. In areas where no clear land use predominates, the "Housing Business Mix" classification was applied to allow a low-impact mix of living and working to co-exist with provision of appropriate "good neighbor" policy criteria.

City of Oakland Industrial Land Use Policy

Following the 1998 adoption of the General Plan Land Use and Transportation Element and the 1999 adoption of the Estuary Policy Plan, the City Council established a citywide Industrial Land Use Policy. This policy found that:

- industrial land is a scarce resource in Oakland;
- conversion of industrial land to residential use should be restricted because of the scarcity, because such changes in use would be a permanent loss of industrial land, and because conversions create land use conflicts for continuing industrial uses nearby; and
- preservation of industrial land is vital to future economic growth.

Industrial Zoning in West Oakland

The City's industrial zoning districts and regulations were not immediately updated following the 1998 adoption of the Land Use and Transportation Element (LUTE) of the General Plan, and some of the industrial zoning regulations had not substantially changed since the 1965 Planning Code was adopted. As such, these older industrial zoning regulations did not effectively implement the goals and policies of the Business Mix and General Industrial/ Transportation land use designations in West Oakland and in other locations of the City. These previous industrial zones did not encourage development of desired job-creating industrial uses because they did not reflect present-day industrial uses, nor did they adequately provide protections for neighboring residentially zoned areas.

Following adoption of the Land Use and Transportation Element of the General Plan in 1998 and the Estuary Policy Plan in 1999, efforts were initiated to update the City's zoning regulations to be in conformance with the General Plan. However, in 2004, a decision was made to postpone additional work on the industrial Zoning update until further notice. In 2007, the effort to update City's industrial zoning was re-initiated. In March of 2008, after much discussion and debate, the City adopted new industrial zoning districts for the City.

As **Table 4.1-2** illustrates, much of the Opportunity Areas are governed by these industrial zoning classifications:

Table 4.1-2: Existing Industrial Zoning within West Oakland's Opportunity Areas (net acres)

	CIX-1	M-30	IG
Mandela/West Grand	175	0	0
3rd Street	18	38	5
7th Street	34	0	0
San Pablo Avenue Corridor	0	0	0
Total	**227**	**38**	**5**

INDUSTRIAL JOBS & JOB POTENTIAL

Oakland Jobs

According to the Monthly Labor Force Data for Cities and Census Designated Places for March of 2013 (State Employment Development Department or 'EDD'), the City of Oakland has a potential labor force of approximately 205,000 workers compared to a total of 181,100 employed residents, resulting in a city-wide unemployment ratio of approximately 11.8%. These numbers are nearly identical to US Census Bureau estimates for the City of Oakland, which indicates a 2011 civilian labor force of approximately 204,700 people, with approximately 182,300 employed residents.

Among the job occupations of Oakland residents, the US Census estimates that:

- approximately 11,700 jobs (6%) are in the manufacturing sector;
- 12,100 jobs (7%) are in the construction sector;
- 9,400 jobs (5%) are in the transportation, warehouse and utilities sectors;
- 28,000 jobs (15%) are in the professional, scientific, management and waste management sectors;
- approximately 18,600 jobs (10%) are in the arts, food service and recreation sectors; and
- nearly 21,600 jobs (12%) are in the wholesale or retail trade sector.

As indicated in Chapter 3 of this Specific Plan (Market Analysis), these business sectors are firmly established in West Oakland and have a strong market potential for growth in West Oakland.

According to a 2004 EDD report, two of the biggest employment sectors in Oakland are transportation and trucking (11,551 jobs) and postal/delivery/courier services (7,283 jobs), due to Oakland's easy access to freeway networks, railways, a seaport, and an airport. Other major employers are food processing (about 1,675 jobs), recycling (about 1,000 jobs), and construction (about 950 jobs). The total number of "industrial" jobs, including the Port and Airport, was nearly 50,000.

Approximately 20% of these jobs are located in West Oakland.

West Oakland's Current Industrial and Retail Jobs

Currently, according to Association of Bay Area Governments (ABAG) Projections, jobs within West Oakland's Opportunity Areas are split between approximately 390 jobs (only about 4%) in the heavy industrial sectors; approximately 8,700 jobs (almost 90%) in the light industrial sectors which include manufacturing, construction, and some information technology and the arts; and approximately 680 jobs (about 6%) in the retail sector.

Table 4.1-3: Current West Oakland Employment

	Heavy Ind.	Light Ind./ Mfg.	Retail	Total Jobs
Mandela/ W. Grand	280	4,660	500	5,440
7th Street	50	1,820	10	1,880
3rd Street	20	1,670	80	1,770
San Pablo Avenue	40	550	90	680
subtotal	390	8,700	680	9,770
Rest of West Oakland (not Opportunity Areas)				1,330
Total				**11,100**

Projection of Potential Future Jobs

According to 2009 ABAG Projections, West Oakland is projected to increase its jobs base substantially over the next approximately 20 to 25 years. As shown in Table 4.1-4, ABAG projects that total employment in West

Oakland is projected to more than double, to nearly 18,400 jobs in West Oakland by around year 2020, and to nearly 18,100 jobs by around year 2035.

Table 4.1-4: ABAG Projections '09, Employment Estimates

	Current	By 2020	By 2035
West Oakland Opportunity Areas	9,770	17,321	26,697
Rest of West Oakland	1,330	1,107	1,404
Total	**11,100**	**18,428**	**28,101**

INDUSTRIAL LAND STRATEGIES

Some of the fundamental objectives of the West Oakland Specific Plan are to retain businesses that are compatible with surrounding neighborhoods; rehabilitate underutilized, vacant, and neglected properties; create new employment opportunities at living wages; and attract new businesses that contribute to economic and environmental health. These economic development objectives underscore the importance and prominence of retaining and preserving West Oakland's industrial lands and the job base which it supports. In the interest of growth and change, this Specific Plan acknowledges that new development needs to be compatible with the industrial properties that are so vital to Oakland's economy, yet so scarce and vulnerable to opposing short-term interests.

Industrial Land Supply

Intent: Minimize the intrusion of sensitive land use types such as residential, schools, etc. within the established industrial areas of West Oakland. Support the retention of industrial uses and industrial land use and zoning.

Industrial Land Retention-1: With limited exceptions as specifically provided under this Plan, prohibit the expansion of new residential uses into the industrial areas of West Oakland so as to encourage business development and job growth.

- Even with the limited re-zonings proposed pursuant to this Plan, the vast majority of existing industrial areas in West Oakland are retained for industrial and business purposes.

Industrial Land Retention-2: Retain the land currently zoned M-30 within the 3rd Street Opportunity Area for industrial and business purposes.

Differentiate Between Industrial/ Business Types

"One myth [about industrial zoning] is that it's only connected to Oakland's past. It's not. It's about the future, and taking advantage of emerging technologies such as green industry that can employ Oakland workers."

Sharon Cornu, Secretary-Treasurer, Alameda County Central Labor Council

Intent: Anticipate and encourage new technologies such as light industrial, research and development, low impact manufacturing, and commercial operations while concurrently accommodating older industries.

Industrial Differentiation-1: Retain viable older industrial space and facilitate more intensive use of existing facilities. Intensified business activities in existing buildings can lower vacancies and increase utilization.

- Develop and implement an economic development program focused on

encouraging innovative reuse of existing buildings with a focus on retention of existing industries, as well as incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces where start-up businesses can share facilities and equipment.

- Encourage the retention of existing buildings in designated Business Enhancement areas, recognizing the capital investment that has already been made and acknowledging the architectural character and historical significance that many of these buildings possess. Focus the economic development efforts of the City on intensification of use, permanent enhancement, and adaptive reuse of these existing buildings, particularly in the near term.

- Retain existing lower-intensity, light-industrial uses.

Industrial Differentiation-2: Identify specific sites that are either vacant or which contain derelict and non-viable buildings for new, smaller-scale industrial space.

- Encourage development of new business market sectors, uses, and types of development, recognizing the different densities, rents and land values among targeted market sectors.

- Capture a greater share of the shifting regional market, which is seeing a change from traditional industrial use to more modern flexible space that can accommodate a wide variety of business sectors.

- Encourage uses that provides for new urban manufacturing, construction, and other light industrial businesses that provide good-paying, middle-wage jobs.

- Promote the growing trend towards small, value-added businesses such as artisan foods, digital media, recording and sound technologies, smart engineered, cooling technologies, and green building product development. “Valued-added” production and distribution businesses and other ventures are attracted to Oakland’s strategic location in the Bay Area, the quality of its workforce, and its cultural diversity.

Industrial Differentiation-3: Identify specific sites that are appropriate for new, larger-scale industrial, business or institutional uses, based on large parcel sizes, highly prominent locations, or future economic opportunities.

- Promote West Oakland’s strong locational advantages to attract large business and institutional uses.

- Discourage the under-utilization of highly valuable industrial lands and buildings, based on speculation of a future “higher value deal”; and encourage industrial lease rates at feasible production market values, while identifying certain, specifically designated sites for such larger scale potential.

- Plan for higher-intensity business development in the long term, while allowing for less intense industrial and business uses in the interim. Allow new high-intensity business development to be developed in multiple buildings, phased-in over time. Allow undeveloped sub-parcels in early phases to be used for surface parking, while planning for structured parking to be built in later phases.

- Surround intensely developed business and industrial sites with a network of smaller business-to-business suppliers (commonly known as “backstreet businesses”). Production jobs in industries such as construction materials, food processing, and fabrication, as well as technical skills training, are needed to support larger businesses and institutions.

Update of Estuary Policy Plan Zoning

Intent: Update the industrial Zoning in the Estuary Policy Plan Area of West Oakland to be more consistent with the newer CIX zoning districts.

Industrial Zoning Update-1: Rezone the current M-30 zoned properties in the 3rd Street Opportunity area to an applicable CIX zoning district.

- Recognize the primary industrial nature of this area, but ensure appropriate buffers (such as the S-19 overlay) are incorporated for those areas nearest to the West Oakland BART Station TOD.

4.2: Opportunity Area Land Use Approach

Opportunity Sites

New growth and development that is facilitated by the West Oakland Specific Plan is most likely to occur on many longstanding dormant and/or underutilized properties, sites available as a result of the relocated I-880 freeway, and additional prospective development sites expected to be vacated as their current uses relocate to the former Army Base. These sites are identified in the 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, or are not developed to the intensity of land uses 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 Plan identifies 37 such Opportunity Sites (see Figure 4.2.1).

Opportunity Areas

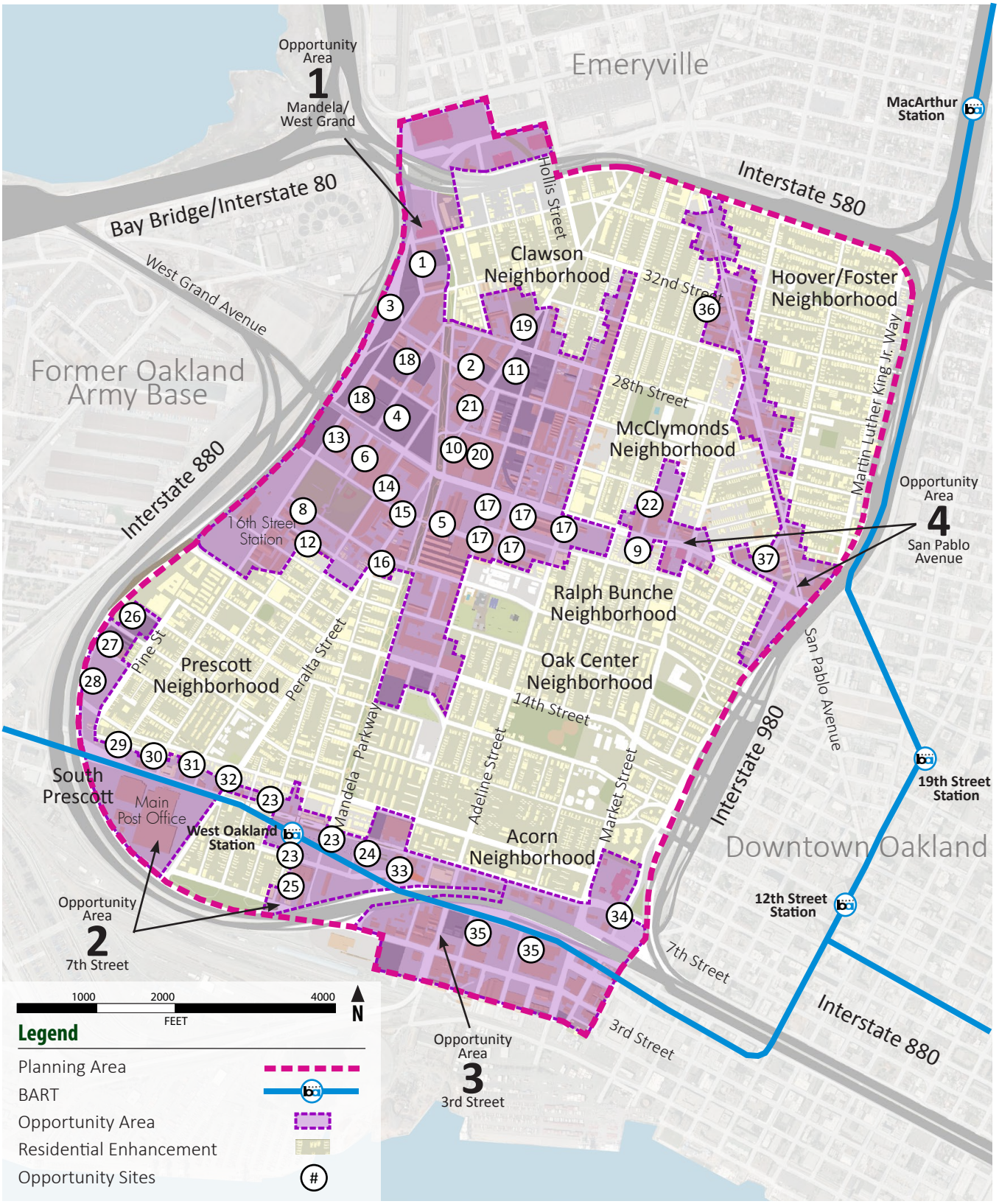
When a number of similar Opportunity Sites are concentrated in a compact location, they have been grouped by the Plan into larger geographic units termed "Opportunity Areas". The nature and character of each Opportunity Area varies based upon the characteristics and location of the Opportunity Sites they comprise.

Four major Opportunity Areas are identified in the Specific Plan (see also Figure 4.2.1):

- 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)

Much of the emphasis of this Specific Plan is focused on growth and development of these Opportunity Areas, considered as areas with the potential for significant economic growth, development and change. In contrast, the Plan encourages a "maintain and enhance" approach to West Oakland's Residential Areas in accordance with their existing character.

Fig. 4.2.1: Opportunity Sites



The Specific Plan sets out a vision for the Plan's Opportunity Areas and individual Opportunity Sites that is designed to not only facilitate development of the Opportunity Area, but additionally benefit its surrounding neighborhood(s). For most of the Opportunity Areas and Opportunity Sites, the City's existing General Plan policy and zoning regulations already permit the types of development and concepts advocated under this Plan. However, existing land use policies and regulations allow numerous development options, some of which may be contrary to the direction of this Plan. For this reason, the Specific Plan identifies the preferred development scenarios and recommends certain changes to current land use regulations to support these scenarios. These recommendations would be implemented by a variety of actions that include:

- Subarea and parcel-specific development strategies for each of the Opportunity Areas (Mandela/West Grand Avenue, 7th Street, 3rd Street, and San Pablo Avenue). Proposals that are consistent with these strategies would have the benefit of having been publicly vetted through this Specific Plan process;

- New land use regulations (including certain new zones). New, area-specific zoning rules would accommodate a wide range of preferred development types and discourage land use activities that have adversely impacted the surrounding areas in the past; and

- New Design Guidelines applicable to West Oakland that will provide guidance for subsequent Design Review processes.

LAND USE VISION FOR OPPORTUNITY AREAS

The future land use vision for the West Oakland Opportunity Areas capitalizes on the Plan Area's locational advantages in the heart of the East Bay, near the hub of the Bay Area's freeway system and regional transit system, and promotes land use scenarios that respond to current needs and facilitate realization of long-standing community desires:

- To support the need for employment opportunities, the future land use vision for the Mandela Parkway and West Grand Avenue Opportunity Area promotes the area as the major business and employment center for West Oakland. Land use recommendations for this Opportunity Area encourage a mix of business activities that will generate a range of jobs at varying skill and educational levels.

- To capitalize on the presence of a major BART transit station in the Plan Area and the desire for increased neighborhood-serving commercial activities, the future land use vision for the 7th Street Opportunity Area supports development of a "transit village" adjacent to the West Oakland BART station that incorporates a variety of uses, makes more active use of parcels currently serving as surface parking lots surrounding the West Oakland BART Station, and integrates the history of West Oakland's storied 7th Street corridor.

- To enhance the current industrial and commercial areas adjacent to the Port of Oakland, the future land use vision for the 3rd Street Opportunity Area promotes uses that continue to support business activities and jobs, capitalizing on the proximity to Downtown Oakland, Jack London District, Port of Oakland, and the adjacent regional freeway network.

- To acknowledge the potential development opportunity for one of West Oakland's major commercial corridors, the future land use vision for the San Pablo Avenue Opportunity Area encourages increased residential and commercial mixed-used development.

Existing open space resources are encouraged to be enhanced and new ones are proposed near certain neighborhoods where they do not currently exist. Existing residential neighborhoods are expected to retain their current character. For the most part, existing industrial uses are expected

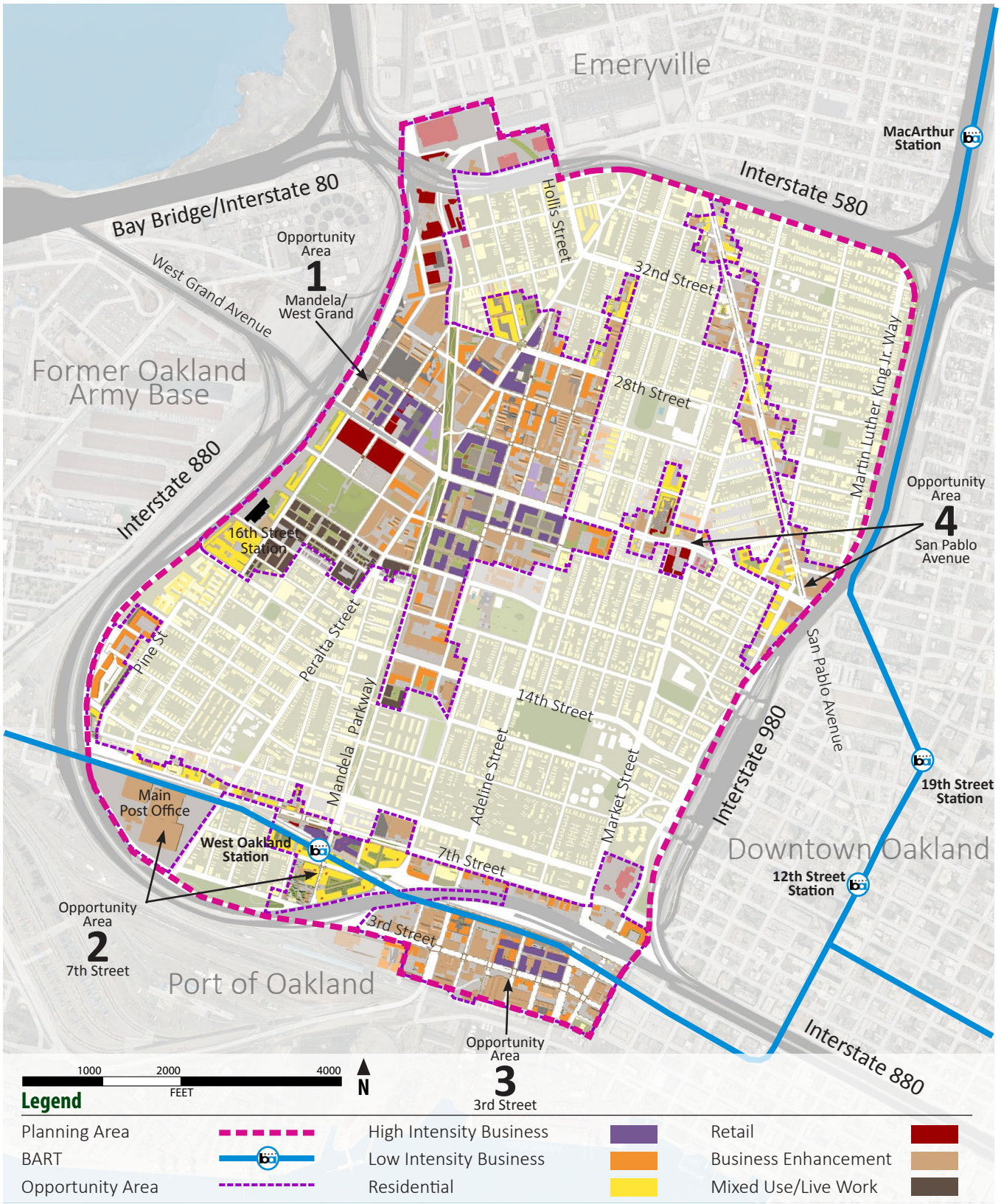
to remain, with future manufacturing activities operating under provisions that minimize conflict with nearby sensitive uses.

Further, the land use vision for new residential and other sensitive uses – when located in areas that are in the vicinity of existing freeways — addresses environmental concerns by recommending additional non-residential land uses that can serve as buffers between the sensitive uses and the freeway.

Major development actions already in process, such as redevelopment of the former Oakland Army Base into the Oakland Global Trade and Logistics Center and restoration of the historic 16th Street Train Station, are also supported by Plan recommendations designed to work in conjunction with these ongoing efforts.

The overall future development vision of the West Oakland Specific Plan is illustrated in **Figure 4.2.2** and is described in greater detail through the various preferred development scenario descriptions and implementation strategies contained throughout this chapter. It is also consistent with the goals and objectives delineated in Chapter 1 (Introduction) and with the Vision statements in Chapter 2 (Vision & Goals) of this Plan.

Fig. 4.2.2: Proposed Conceptual Future Development Vision



4.3: Mandela/West Grand Opportunity Area

Existing Characteristics

The Mandela/West Grand Opportunity Area is defined by the major intersection of Mandela Parkway and West Grand Avenue. This Opportunity Area provides excellent access to and from West Oakland from the freeway via the West Grand Ave viaduct, direct access to Army Base development and activities at the Port of Oakland, and connects directly to the adjacent Oakland/Emeryville regional shopping district.

As major routes of transportation, Mandela Parkway and West Grand Avenue define this Opportunity Area and its four subareas, each with its own unique urban texture and land use characteristics.

Mandela/West Grand Opportunity Subareas

Subarea 1A is northeast of the Mandela Parkway and West Grand Avenue intersection within the McClymonds neighborhood. This Subarea is comprised of small parcels, many with historic or older industrial building stock. Adaptive reuse of these older industrial buildings is prevalent, such as at the Bay Bridge Commercial Center which is housed in the historic Merco-Nordstrom building at 2401 Peralta, new businesses in older warehouses, and new smaller manufacturing uses. Much of the land in Subarea 1A remains underutilized, and there are many open vacant lots. Single-family residences are concentrated along the eastern edge of this Subarea along Adeline Street.

Subarea 1B is located southeast of the Mandela/West Grand intersection in the Ralph Bunch neighborhood. It contains notable older industrial buildings, including the Nabisco facility at 1267 14th Street, Coca-Cola (Mayway) facility at 1338 Mandela Parkway and American Steel buildings at 1296 18th Street. Some of these older buildings, like the 1915 Nabisco building, are ornately designed with an obvious awareness of their interface with adjacent residential neighborhoods. Subarea 1B also contains the East Bay Municipal Utility District (EBMUD) regional administrative offices, corporation yard and associated facilities located along the south side of West Grand Avenue east of Adeline Street.

Subarea 1C is the northwest quadrant of the Mandela/West Grand Opportunity Area and in the Clawson neighborhood, characterized by several large, open surface logistics operations and recycling operations, such as the California Waste Solutions near 39th and Wood Streets and Custom Alloy Scrap Sales near 28th Street and Peralta Street. There is substantial adaptive reuse of a number of this Subarea's older buildings, such as the architecturally significant International Harvester building at 2861 Mandela Parkway now re-used as general commercial space for businesses including PS Print. Other notable buildings and businesses in Subarea 1C include Pacific Supply at 24th and Wood Street and other shed-type buildings. Granite Expo at 34th and Mandela is a warehouse now used for new purposes. Large vacant parcels owned by Caltrans abut the freeway at the western border, and straddle the I-580/I-80 freeway interchange at the Oakland/Emeryville border.

Subarea 1D is the southwest quadrant of the Mandela/West Grand Opportunity Area and in the Prescott neighborhood. The recently refurbished and well-used Raimondi Park serves as a regional recreation area for sports and events. The Wood Street plan area contains new housing and the historic 16th Street Southern Pacific Station. Many buildings are in transition from prior industrial uses, including the former Horizon Beverage and Primary Steel buildings immediately north of Raimondi Park along West Grand Avenue and west of Mandela Parkway. Smaller buildings and open lots (such as the Roadway trucking site immediately south of Raimondi Park) are also prevalent in this Subarea.

Table 4.3-1 provides an overview of existing land uses in the Mandela/West Grand Opportunity Area.

Table 4.3-1: Existing Land Use–Opportunity Area #1, Mandela/West Grand

		Non-Residential		Residential	
	Land Area (acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Land Use					
Industrial/Business	175	4,000,000	4,940		
Commercial/Retail	22	300,000	500		
sub-total	197	4,300,000	5,440		
Single Family and Townhomes	19			110	259
Multi-family Residential / Housing Mix	0			0	0
sub-total	19			110	259
Open Space	27				
TOTAL	**243**	**4,300,000**	**5,440**	**110**	**259**

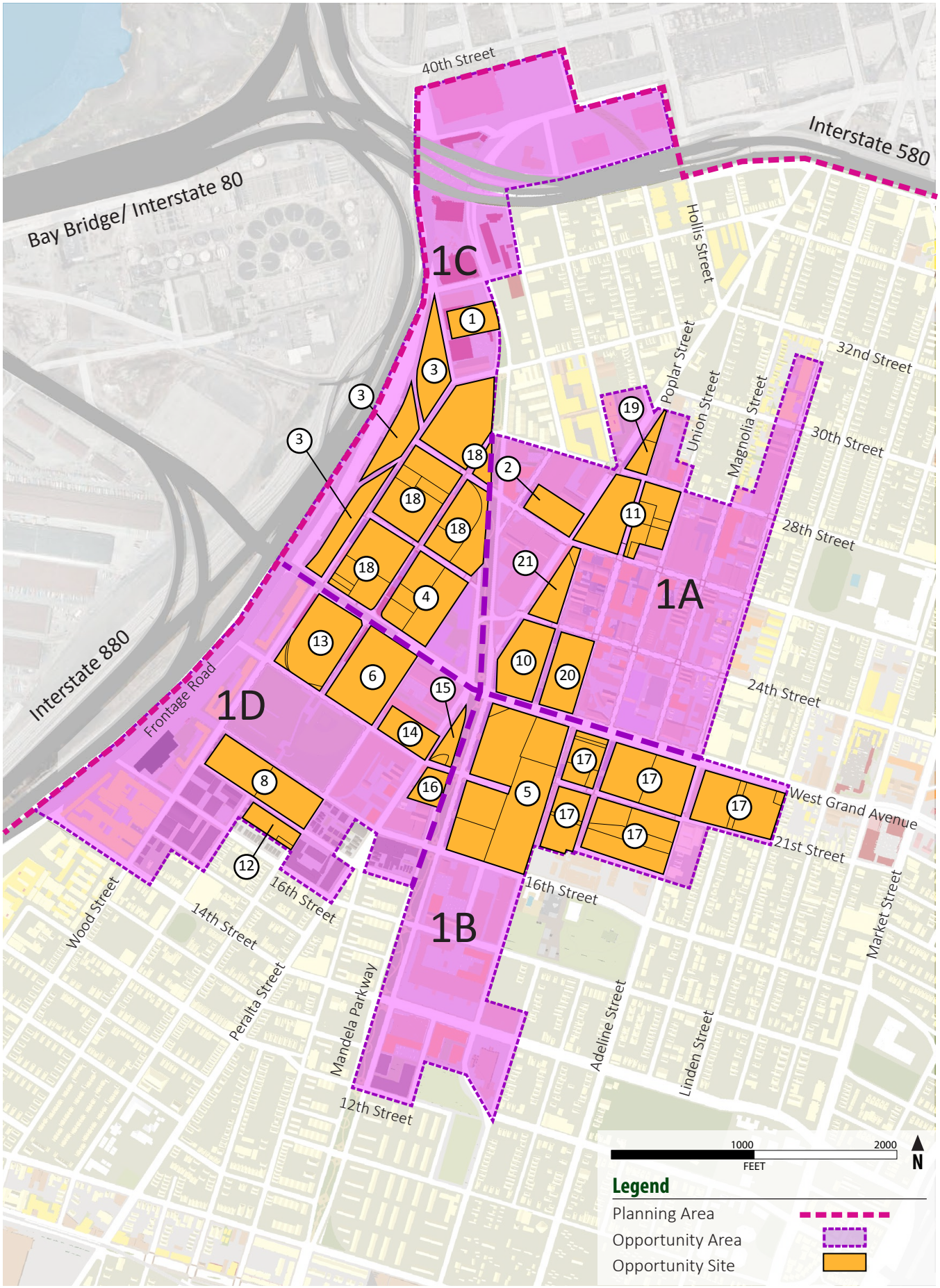
Opportunity Sites

Each of the Opportunity Sites within the Mandela/ West Grand Opportunity Area, and each of the different Subareas within the Mandela/Grand Opportunity Area are listed on **Table 4.3-2** and are also shown on **Figure 4.3.1**).

Table 4.3-2: Opportunity Sites in the Mandela/Grand Opportunity Area

Site #	Assessor's Parcel Number(s)	Address/Location/Descriptor	Area (acres)
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 / 20th 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 to20th Street	13.02
18 (multiple properties)	7-576-1-12 and -14; 7-575-1, -2-3, -2-5, -4, -3-3; 7-579-4, -1-7, -1-8, -1-10, -2-2; 7-580-3-1, -5, -2-2, -1-1	West Grand to 32nd, Campbell to Wood	17.79
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
21	5-441-1 and -2	Triangle (Peralta / Kirkham / 24th Street)	1.40

Fig. 4.3.1: Opportunity Area 1 - Opportunity Sites



VISION FOR THE MANDELA/WEST GRAND OPPORTUNITY AREA

The vision for the Mandela/West Grand Opportunity Area includes:

- Promoting a mix of business activities and development types and a range of jobs at varying skill and education levels, in an area that is envisioned as the major business and employment center for West Oakland;
- Retaining existing compatible businesses that have well-paid blue collar and green collar jobs;
- Attracting traditional light industrial and business uses, similar to the types of businesses already well-established in this area, and new industries such as the life sciences, information technology and clean-tech businesses previously described in Chapter 3 of this Plan; and
- Discouraging heavy industrial development between Adeline Street and Magnolia Street, in order to minimize the potential for creating greater incompatible land use adjacencies.

This Opportunity Area includes portions of the Clawson, McClymonds, Ralph Bunche, Prescott and Oak Center neighborhoods. Its focus on high employment-generating uses increases potential job opportunities for these immediate neighborhoods as well as for the West Oakland district in general, and increases the likelihood that desirable goods and services will be located closer to the residents who need them.

The vision for the Mandela/West Grand Opportunity Area takes advantage of the anticipated relocation of the CASS recycling activity to the former Oakland Army Base. The Plan also encourages the long-term relocation of other recycling operations, heavy truck-dependent uses and other older heavy industries. The resulting greater land availability and other improvements should attract more low-intensity light industrial and business mix development.

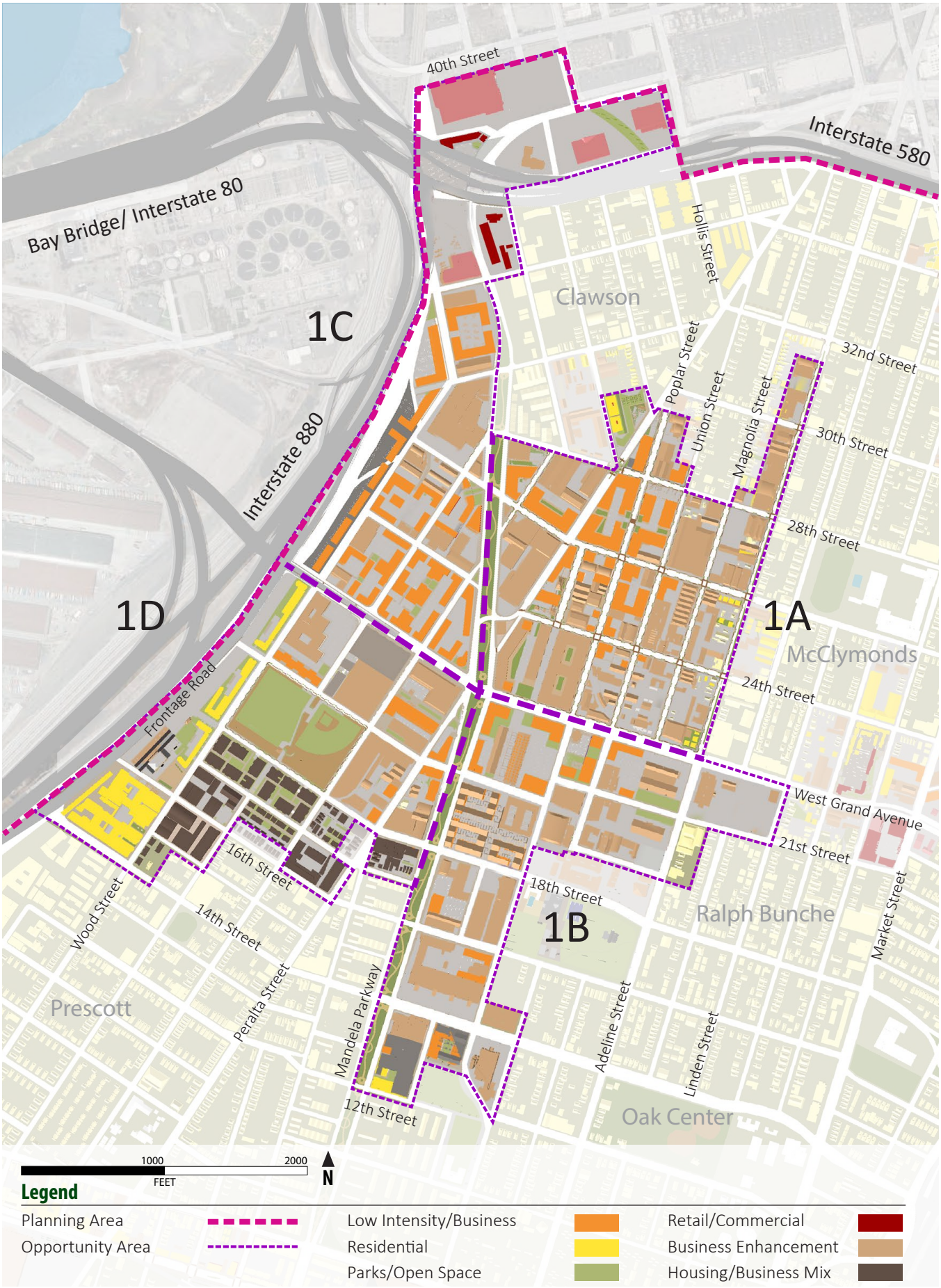
In the near- and mid-term, the area should encourage and attract a mix of business development through the reuse of existing buildings and the construction of new lower-intensity commercial and light industrial uses, which will lay the groundwork for potential higher intensity business development in the future (see **Figure 4.3.2**).

Growth in the Mandela/West Grand Opportunity Area is eventually expected to include new Research & Development (R&D) and life sciences uses in mid-rise development sites at key locations such as at the intersection of Mandela Parkway and West Grand Avenue; and new larger format destination retail uses at the northern end of this Opportunity Area that extend the existing retail cluster near the Oakland/Emeryville border into West Oakland.

16th Street Train Station

This Opportunity Area includes the 16th Street Train Station at 16th and Wood Streets (see subarea 1D). The Station has been recognized for decades as a major historic resource in need of a reuse program that respects its significance. It has been designated a City Landmark since 1984, and has been the subject of many restoration and reuse studies since 1989. BRIDGE Housing has been working with community advisors to address appropriate reuse of the station within BRIDGE's larger planned development. However, rehabilitation and re-use has been stalled due to the elimination of the Oakland Redevelopment Agency, in combination with the deferred nearby planned housing/retail development. It is anticipated that some subsidy, be it local, state, national or private, will be required to facilitate rehabilitation of the site due to the combination of historic preservation, earthquake retrofit and the current state of the property.

Fig. 4.3.2: Opportunity Area 1: Mandela/West Grand (Low Intensity)



Some of the desired uses expressed in previous public forums concerning the 16th Street Train Station are still under consideration as of the writing of this Specific Plan:

- Event space
- Commercial kitchen
- Food service (cafe/restaurant)
- Public gathering space

Ultimately, the 16th Street Station and its front plaza are intended to be a community asset and be economically sustaining.

Live/Work

The Specific Plan also recommends that new live/work development be allowed at selected sites in the Mandela/West Grand Opportunity Area adjacent to existing residential areas and open space resources such as Raimondi Park and Wade Johnson Park, where there are established buffers between these sites and less compatible industrial and business uses.

Streetscape improvements (see also Chapter 5: Circulation) will help catalyze new development opportunities and generally improve the industrial/residential edge of the Mandela/West Opportunity Area.

STRATEGIES FOR THE MANDELA/WEST GRAND OPPORTUNITY AREA

Subarea 1A: Northeast Quadrant of the Mandela/West Grand Opportunity Area

Intent: Fully establish Subarea 1A of the Mandela/West Grand Opportunity Area as a thriving business and employment center with a wide mix of business and industrial uses, while enhancing the interface of this business area with the adjacent residential neighborhoods.

Conceptual development plans are provided on **Figures 4.3.3** and **4.3.4** as examples of prospective development for Sub-Area 1A of the Mandela/West Grand Opportunity Area, illustrating preferred building massing and other physical characteristics of prospective development scenarios.

M/WG 1A-1: Implement planned streetscape improvement plans for Adeline Street (see also Chapter 5: Circulation), creating a catalyst for new economic development opportunity and generally improving the industrial/residential edge of the Subarea 1A.

M/WG 1A-2: Support implementation of planned "pipe-line" residential projects along the eastern side of Adeline Street just south of 26th Street.

M/WG 1A-3: Focus initial revitalization efforts on intensification of use and infill of existing underutilized older warehouse space, especially within the more notable larger structures.

- Recognize adjacency to the residential neighborhoods and accommodate appropriate improvements to buffer the residential edge (i.e., streetscape improvements, good neighbor fences, back-of-property parking, etc.).

M/WG 1A-4: Seek new uses for vacant, blighted and highly underutilized properties throughout Subarea 1A.

- Attract traditional light industrial and business uses, similar to the types of uses already well-established in this area.
- Discourage heavy industrial development between Adeline Street and Magnolia Street, minimizing the potential for creating greater incompatible land use adjacencies.

Fig. 4.3.3: View of Sub-Area 1A (Low Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Residential

Fig. 4.3.4: View of Sub-Area 1A (High Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Business Intensification
Residential | Transit Enhancement | Retail/Commercial

M/WG 1A-5: Capitalize on the expected relocation of one or more existing recycling operations to the former Oakland Army Base, by redeveloping the property with new lower impact businesses and light industrial uses (see **Figure 4.3.5** and **4.3.6**).

- Work with the property owners of large sites to establish a master plan for their properties which can accommodate an incremental expansion of building space and uses.
- In the early phases of development at this Subarea, expect new development to consist of generally low-rise buildings, used primarily by light industry, custom manufacturing and other similar types of uses.
- As market potential and transit service improves, mid-rise development is expected, with structured parking and new buildings that form an urban street edge along 26th, 28th, West Grand, and Peralta Streets.
- New uses should be incorporated into the area, such as science and technology, research and development, and clean-green tech that have a combination of industrial, manufacturing, research and administrative functions within a consolidated site.
- Streetscape improvements and ground floor commercial use along 26th Street will help to establish an urban business corridor for this area.

M/WG 1A-6: As this Subarea generates more business interest, look to redevelop the northeast corner of Mandela and West Grand Avenue. This is a prominent, gateway site into Subarea 1A.

- Similar to the strategies recommended for Opportunity Sites #2, 11 and 19, above, the City should seek a master plan for large properties which can accommodate an incremental expansion of building space and use.
- In the early phases of development at this Subarea, expect new development to consist of generally low rise buildings, used primarily by light industrial, custom manufacturing and other similar types of uses.
- As market potential builds over time and as the transit service along Mandela Parkway is enhanced, new mid-rise development is expected. Buildings should form an urban street edge along Mandela Parkway, and Poplar and Peralta Streets.
- Promote new uses such as science and technology, research and development, clean-green tech and other similar types of uses which rely on a combination of industrial, manufacturing, research and administrative functions within a consolidated site.

Fig. 4.3.5: Sub-Area 1A- View of Lower Intensity Detail

Fig. 4.3.6: Sub-Area 1A - View of Higher Intensity Detail

Subarea 1B: Southeast Quadrant of the Mandela/West Grand Opportunity Area

Conceptual, schematic plans are provided on **Figure 4.3.7** and **Figure 4.3.8** as examples of prospective development for Subarea 1B, illustrating preferred densities, building massing and other physical characteristics of prospective developments under low- and high- intensity scenarios.

Intent: Clearly define the residential / industrial edge at the southern end of Subarea 1B, focusing on those properties surrounding Wade Johnson Park.

M/WG 1B-1: Encourage the owner or the tenant of the unique Nabisco/National Cereals building to make improvements to the exterior of the site.

M/WG 1B-2: Seek opportunities to relocate the recycling operation that currently exists to the north of Wade Johnson Park. If relocation can be accomplished, redevelopment of this site should include an appropriate buffer adjacent to the park.

Intent: Improve the Mandela/West Grand intersection to signify this area as an important "gateway" into West Oakland, with attractive and inviting space, an improved overall image, and a distinctive West Oakland character.

M/WG 1B-4: Work with the property owner and current artist tenants at the American Steel/ Pacific Pipe properties (Opportunity Site #5) to establish a long-term vision for these properties. Seek opportunities to more intensively utilize these properties over time. A plan for how this intensification might occur is envisioned as follows:

- In the short term, the number of tenant spaces within the American Steel building could be increased. Consider adding internal floors to the building to accommodate a multi-floor partition, while keeping the structural frame intact and the unique heavy equipment functional.
- As demand for the arts industry space increases, additional multi-tenant custom manufacturing, studio and creative office space could be created within the adjacent Pacific Pipe building (see **Figure 4.3.9**).
- Implement exterior improvements at both American Steel and Pacific Pipe sites, including façade improvements (i.e., new paint), landscaping, streetscape improvements, circulation and parking improvements, etc.
- Add new low-rise buildings that accommodate new light industrial/industrial arts uses on underutilized portions of the Pacific Pipe site.
- As transit improves along Mandela Parkway, consider replacing the existing Poplar Warehouse building on the American Steel site with a higher intensity use, including a mid-rise building functionally integrated with the larger American Steel structure. Consider expansion of the smaller buildings on the Pacific Pipe site to new mid-rise structures (see **Figure 4.3.10**).
- Market the American Steel site as an exciting, unique, creative-based business space that can accommodate a wide variety of land use types. Consider including uses that can create synergies with other arts-related industries such as digital media, film production, engineers and architects, culinary arts, and others.

Fig. 4.3.7: View of Sub-Area 1B (Low Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Housing/Business Mix

Fig. 4.3.8: View of Sub-Area 1B (High Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Business Intensification
Housing/Business Mix | Transit Enhancement

Fig. 4.3.9: Sub-Area 1B - View of Low Intensity Detail

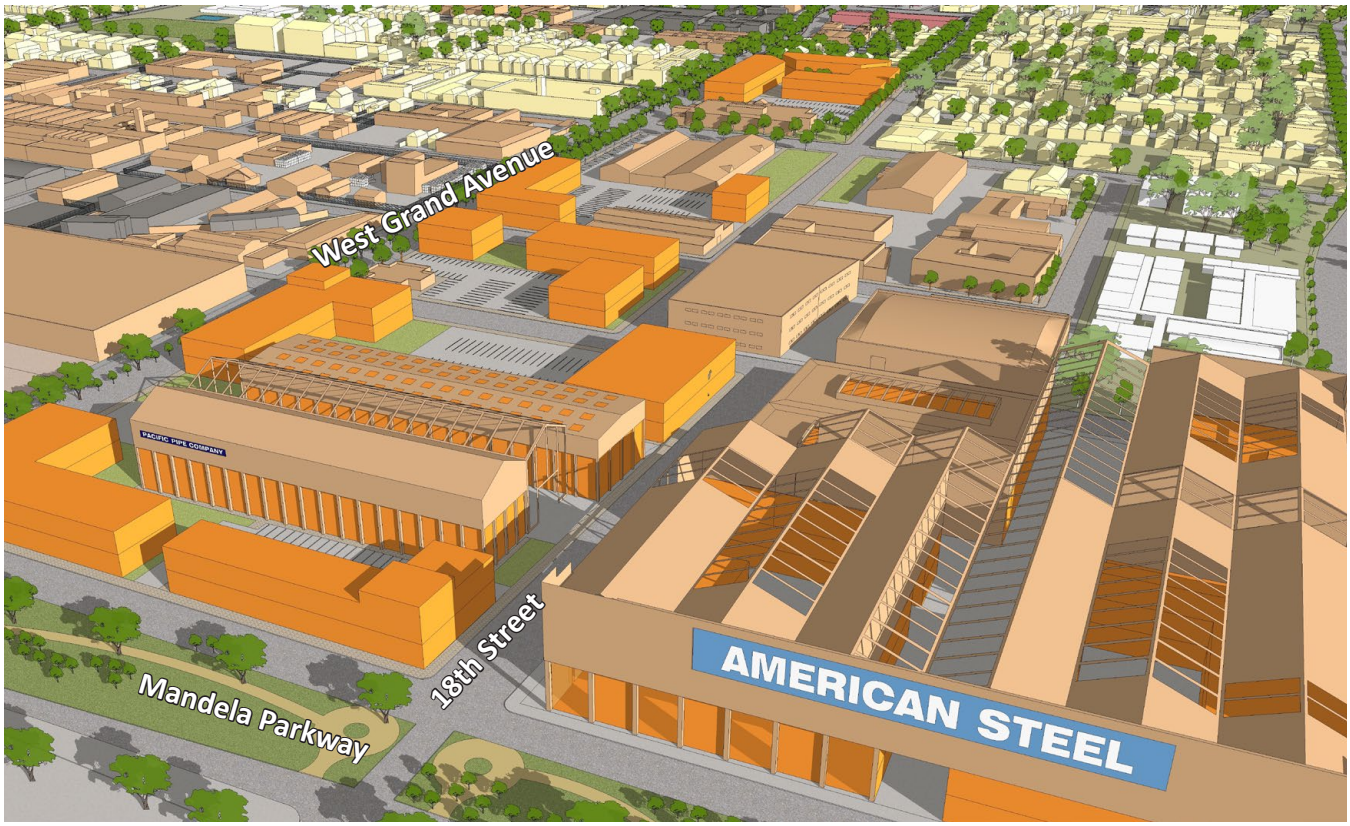


Fig. 4.3.10: Sub-Area 1B - View of High Intensity Detail

Subarea 1C: Northwest Quadrant of the Mandela/West Grand Opportunity Area

Conceptual illustrations are provided on Figures **4.3.11** and **Figure 4.3.12** as examples of prospective development for Sub-Area 1C of the Mandela/West Grand Opportunity Area, showing preferred building massing and other physical characteristics of prospective developments under low- and high- intensity scenarios.

Intent: Improve the business character of the southern portion of Subarea 1C, which is currently defined in large part by several logistics and recycling operations, into a more environmentally sustainable yet more intensive employment center with a wide variety of employment-based uses.

M/WG 1C-1: Focus initial efforts throughout the northwest quadrant of the Mandela/West Grand Opportunity Area on intensification of use and infill of existing underutilized older warehouse space, and on the re-use of vacant, blighted and underutilized properties.

- Target newer light industrial and business uses, and the types of uses which benefit from immediate proximity to the Port of Oakland.
- Subarea 1C (especially in the southern portion near West Grand Avenue) has virtually no residential neighbors, enabling this area to accommodate more intensive commercial and industrial business uses.

If new northerly catalyst retail is established at the I-580 freeway, consider an alternative development pattern to strategy M/WG 1C-1 above that promotes development of this portion of Subarea 1C and Mandela Parkway as a regional-serving retail corridor.

- Consider regional-serving retail near the West Grand Avenue ramp to create strong anchor points of retail between I-580 and West Grand Avenue. This could require detailed circulation design strategies in light of the West Grand Avenue ramp, (e.g. access from Campbell Street).
- With anchors at either end, Willow Street could also emerge, along with Mandela Parkway, as a retail corridor connecting between the two anchor points. A gateway entry, streetscape and pedestrian amenities, and improved roadway sections along Willow will enhance reinvention of this area as a retail destination.
- Retail on the southern side of West Grand Avenue may require pedestrian and bicycle access improvements under the I-880 ramp, addressing light, openness, and other amenities that would make shoppers feel safe and secure.

M/WG 1C-2: Capitalize on the expected relocation of existing recycling facilities currently operating at Opportunity Sites #4, #6 and #13 (Custom Alloy Scrap Sales and California Waste Solutions) to the former Oakland Army Base, and redevelop these properties with new, higher-intensity uses.

- The City should work with the property owners of large sites to establish a master plan for their properties which can accommodate an incremental expansion of building space and uses.
- In the early phases of development of these sites, expect new development to consist of low-rise buildings.
- As market potential builds over time and as transit service along Mandela Parkway is enhanced, expect new types of business uses to expand into this Subarea, with new mid-rise buildings, and surface parking areas converted into building space supported by structured parking near the I-880 freeway, and an urban street edge along Mandela Parkway.
- Promote new uses in this area, such as technology, clean and green tech manufacturing, specialty building trades, retail, and other similar types of uses within consolidated sites.
- • New streetscape improvements should be implemented, especially along Willow and 24th Streets, establishing a business core around this intersection.

Intent: Provide for an extension of the retail uses that currently exist near the Oakland/ Emeryville border, by adding new retail- and commercial-oriented zoning to the northern section of Mandela Parkway.

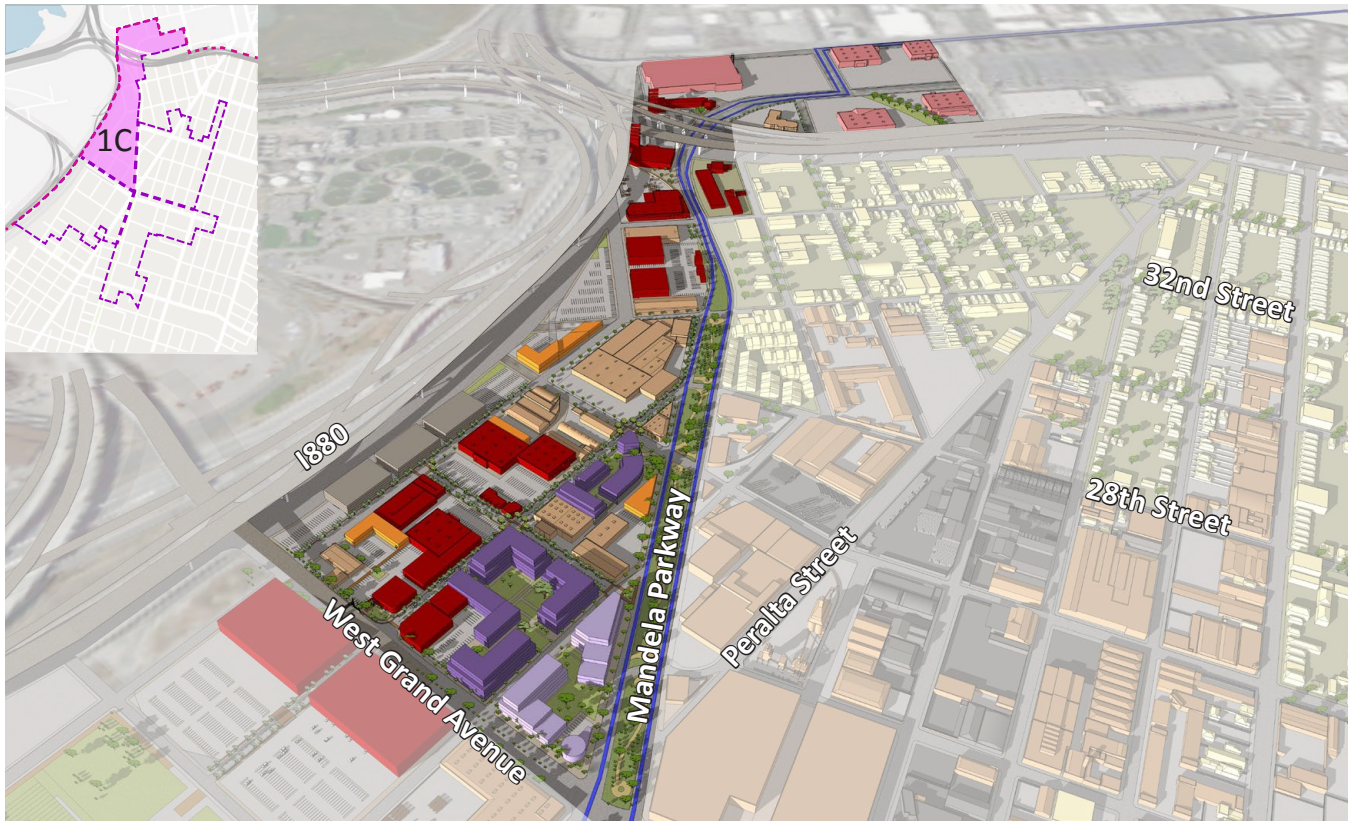
M/WG 1C-3: Support the establishment of new retail and commercial uses along the northerly portion of Mandela Parkway near the I-580 overpass.

- This site's proximity to already established regional-serving retail uses at the Oakland/ Emeryville city limit line provides an opportunity to attract other comparison goods retail and popularly priced retail establishments.
- Properties on either side of the I-580 overpass provide adequate space for new large-scale retail development, with the area below the underpass providing an opportunity for shared surface parking.
- New retail development along the northerly portion of Mandela Parkway will help strengthen connections between West Oakland and the adjacent regional-serving shopping area on the northern side of the I-580 overpass.

Fig. 4.3.11: View of Sub-Area 1C (Low Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Retail/Commercial

Fig. 4.3.12: View of Sub-Area 1C (High Intensity)



Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Business Intensification
Retail/Commercial | Transit Enhancement

Subarea 1D: Southwest Quadrant of the Mandela/West Grand Opportunity Area

Conceptual, schematic plans are provided on **Figure 4.3.13** and **4.3.14** for Sub-Area 1D of the Mandela/West Grand Opportunity Area, illustrating preferred building massing and other physical characteristics of prospective development scenarios.

Intent: Similar to Sub-Area 1B, provide for a more clearly defined and improved residential/industrial edge within Subarea 1D, focusing on properties in the vicinity of Raimondi Park.

M/WG 1D-1: Support implementation of the already approved and pipeline residential development projects at Wood Street and at 2001 Peralta. Development of these projects will more firmly establish a residential and housing & business mix land use pattern south of Raimondi Park.

M/WG 1D-2: Amend the current General Plan land use designation and re-zone the two blocks bounded by 17th Street, 18th Street, Wood Street and Campbell Street, the adjacent south block face on 17th Street between Willow Street and Campbell Street, and the two south blocks bounded by 17th Street, Wood Street, 15th Street, and Willow Street, to permit housing and business mix use.

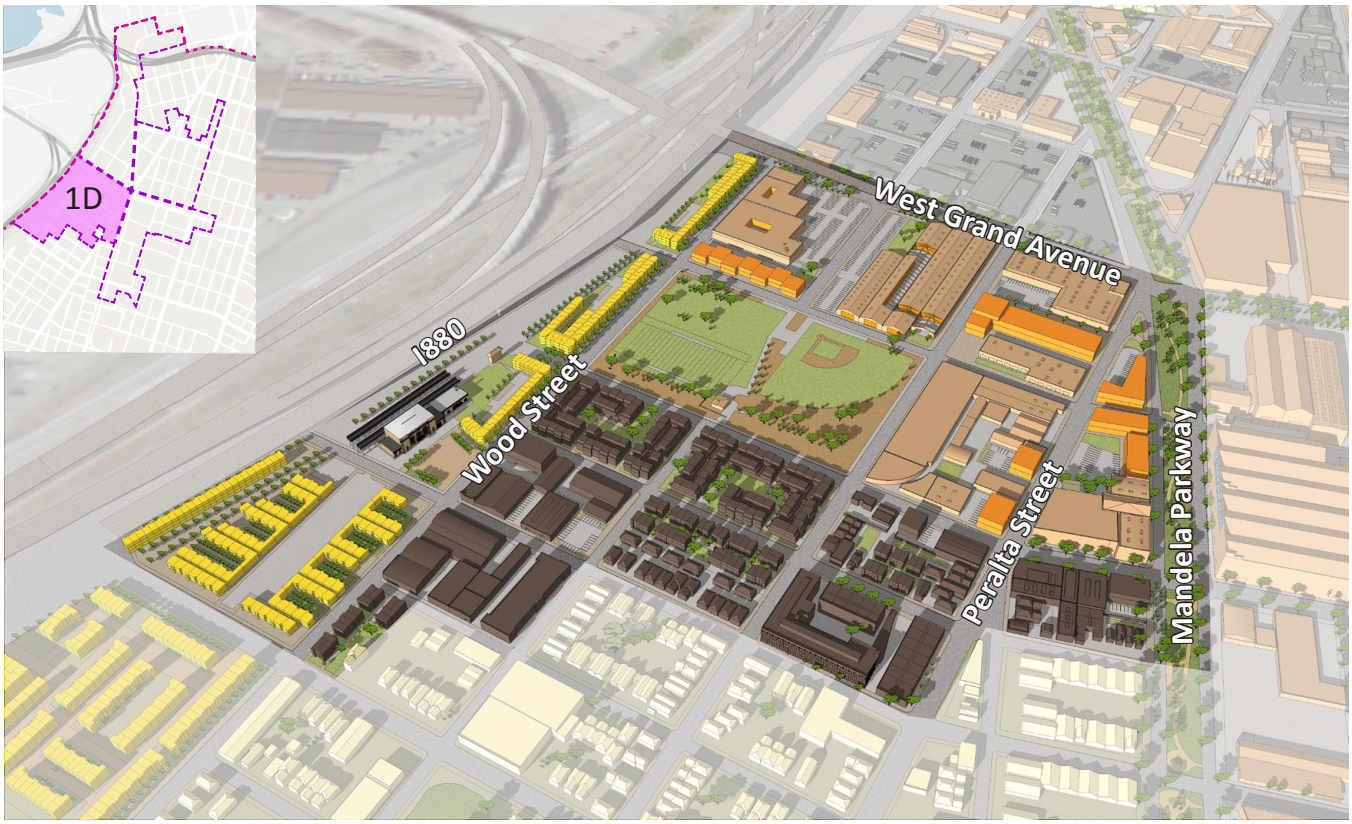
- The scale of new live/work development on these sites should be compatible with the scale of new housing proposed within the Wood Street and 2001 Peralta Street projects.
- New housing and business mix development at these sites should be complementary to the adjacent Raimondi Park, with building elevations that look out across the park and provide additional eyes on the street.

M/WG 1D-3: Focus business and industrial revitalization efforts for the area generally south of 17th Street on intensification of existing underutilized older buildings and warehouses, and on the re-use of vacant, blighted and underutilized properties.

M/WG 1D-4: Improve the large properties between Raimondi Park and West Grand Avenue (Opportunity Sites #6, #13 and #14) to signify this area as an important gateway to and from West Oakland, with attractive and inviting space and an improved overall image.

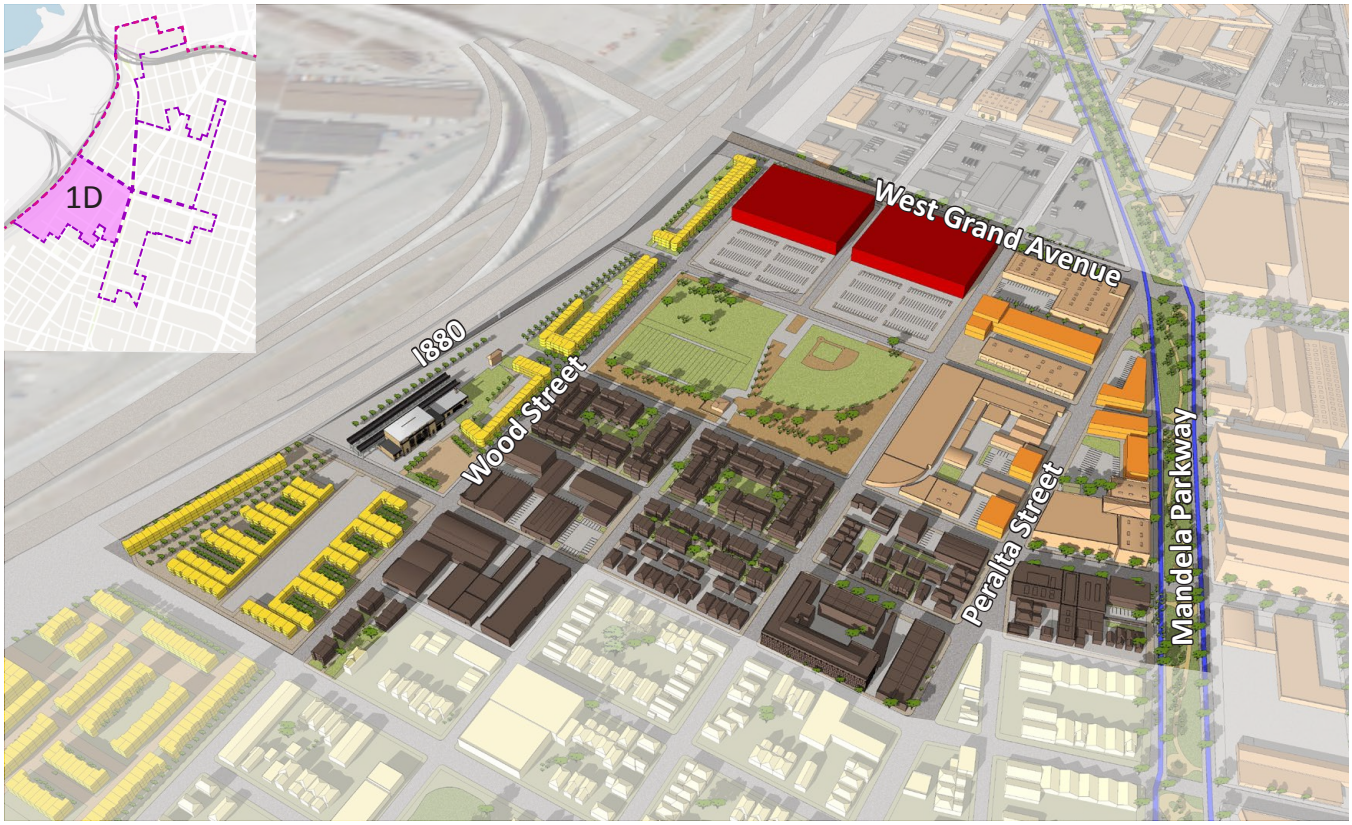
- In the short term, encourage new business uses in the existing warehouse buildings that have large employment potential for blue-collar, green-collar and service-based jobs.
- Encourage the implementation of exterior improvements at both of these sites, particularly façade improvements, landscaping, streetscape improvements, circulation and parking improvements that will enhance this important entry point into West Oakland.
- As transit improves along Mandela Parkway, new higher intensity uses should considered for these sites. One option would be to encourage new, mid-rise buildings that provide for higher intensity light industrial and business uses (i.e., research and development, clean-green tech, custom building trades, and similar uses with a combination of industrial, manufacturing, research and administrative functions within a consolidated site).
- Another option for these Opportunity Sites would be development of a large format retail anchor (see strategies for Sub-Area M/WG 1C-4, above)

Fig. 4.3.13: View of Sub-Area 1D (Low Intensity)



Existing facilities to be Enhanced
Low Intensity Business Mix/Light Industrial
Housing/Business Mix
Residential

Fig. 4.3.14: View of Sub-Area 1D (High Intensity)



Existing facilities to be Enhanced
Residential
Low Intensity Business Mix/Light Industrial
Housing/Business Mix
Retail Commercial
Transit Enhancement

SUMMARY OF MANDELA/GRAND OPPORTUNITY AREA DEVELOPMENT

Table 4.3-3 provides a summary of the assumed total buildout in land use, employment and population expected within the Mandela/West Grand Opportunity Area.

Table 4.3-4 provides a summary of the net new change in land use, employment and population expected within the Mandela/West Grand Opportunity Area as a result of implementation of the Specific Plan.

Table 4.3-3: Development Buildout Assumptions –Opportunity Area #1, Mandela/West Grand

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
2035 Buildout					
Non-Residential					
Industrial/Business	155	7,020,000	15,380		
Commercial/Retail	36	605,000	1,170		
sub-total	191	7,625,000	16,550		
Residential and Live/Work					
Single-family and Townhomes	25			200	439
Multi-family Residential and live/work				1,090	2,183
sub-total	25			1,290	2,662
Open Space	27				
TOTAL	**243**	**7,625,000**	**16,550**	**1,290**	**2,767**

Table 4.3-4: Net New Development at Buildout–Opportunity Area #1, Mandela/West Grand

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Net Change					
Non-Residential					
Vacant Lots, Surface Parking, Blighted & Underutilized Buildings, and Businesses Choosing to Relocate	-104	-1,700,000	-570		
Existing Industrial and Business Buildings More Intensively Used	71 remaining	2,300,000 remaining	+4,370		
New Low-Intensity (Low-Rise) Industrial and Business Space	+29	+640,000	+1,410		
New High-Intensity (Mid-Rise) Buildings	+55	+4,080,000	+9,600		
Existing Retail	22 remaining	300,000 remaining	0		
New Commercial/Retail	+14	+305,000	+670		
sub-total	-6	+3,325,000	+11,110		
Residential and Live/Work					
New Housing Business Mix Conversions	+6			+359	718
Infill and Approved Single-Family and Townhome				+90	180
Infill and Approved Multi-Family				+731	1,465
sub-total	6			1,180	2,362
TOTAL	**0**	**3,325,000**	**11,110**	**1,180**	**2,362**

4.4: 7th Street Opportunity Area

Existing Characteristics

The 7th Street Opportunity Area (or Opportunity Area #2) adjoins the Prescott and South Prescott neighborhoods of West Oakland, and is generally located along the 7th Street corridor from Linden Street to Pine Street. This Opportunity Area also extends around the West Oakland BART station and northward along Pine Street from 7th Street to 11th Street in a portion of the Prescott neighborhood. This Opportunity Area is bounded to the south and west by the elevated I-880 freeway, which separates this Opportunity Area from the adjacent Port of Oakland. The elevated BART tracks traverse this Opportunity Area along the 7th Street corridor.

The 7th Street Opportunity Area is in a part of West Oakland that became established in the 1860's and 1870's. Houses in the Prescott and South Prescott neighborhoods remain remarkably intact from that era, and are part of historic and potentially historic districts. The Oakland Point Historic District was at one time connected with central Oakland by local rail and streetcar lines running along 7th and 8th Streets. West 7th Street was a thriving commercial district at the time, with retail, restaurants, and musical venues serving a diverse community.

In the mid-1950's, this portion of West Oakland was essentially cut in half by construction of the Cypress Freeway, on the alignment of present day Mandela Parkway. In the following decades, several urban renewal housing projects were built in West Oakland, including the Acorn and neighboring projects south of Oak Center and Westwood Gardens in Prescott. Between 1969 and 1972, the 7th Street commercial corridor and much of the surrounding neighborhood were severely impacted by the construction of a new main Post Office, elevated BART tracks, and West Oakland BART Station. In 1989, the Loma Prieta earthquake damaged many of the area's historic buildings, brought down the Cypress Freeway, and brought new attention to West Oakland.

Table 4.4-1 provides an overview of existing land use characteristics in the area.

Table 4.4-1: Existing Land Use–Opportunity Area #2, 7th Street

		Non-Residential		Residential	
	Land Area (acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Industrial/Business/Institution (including BART Station, Surface Parking, Post Office)	58	1,790,000	1,870		
Mixed-Use, Comm./Res	6	5,000	10	35	85
Single Family and Townhomes	1			50	119
TOTAL	**65**	**1,795,000**	**1,880**	**85**	**204**

Subareas

The 7th Street Opportunity Area is composed of three distinct sub-areas:

Subarea 2A includes the properties immediately surrounding the West Oakland BART Station. This subarea includes many vacant parcels used as surface parking lots, which supplement the existing parking at the West Oakland BART Station. Much of this sub-area has been considered for redevelopment as a "transit village" (or Transit-Oriented Development (TOD)) for some time.

Subarea 2B primarily consists of the 7th Street corridor, once a thriving commercial district, but now distressed and challenged by the presence of elevated BART tracks and many vacant sites. Especially west of Peralta Street, noise from BART train operations creates a less-than compatible area for residents, and substantially affects the viability of businesses.

Subarea 2C includes several parcels between Pine Street and the I-880 freeway. This area contains several industrial buildings on large parcels as well as a pipe storage yard, adjacent to the historically significant houses to the east.

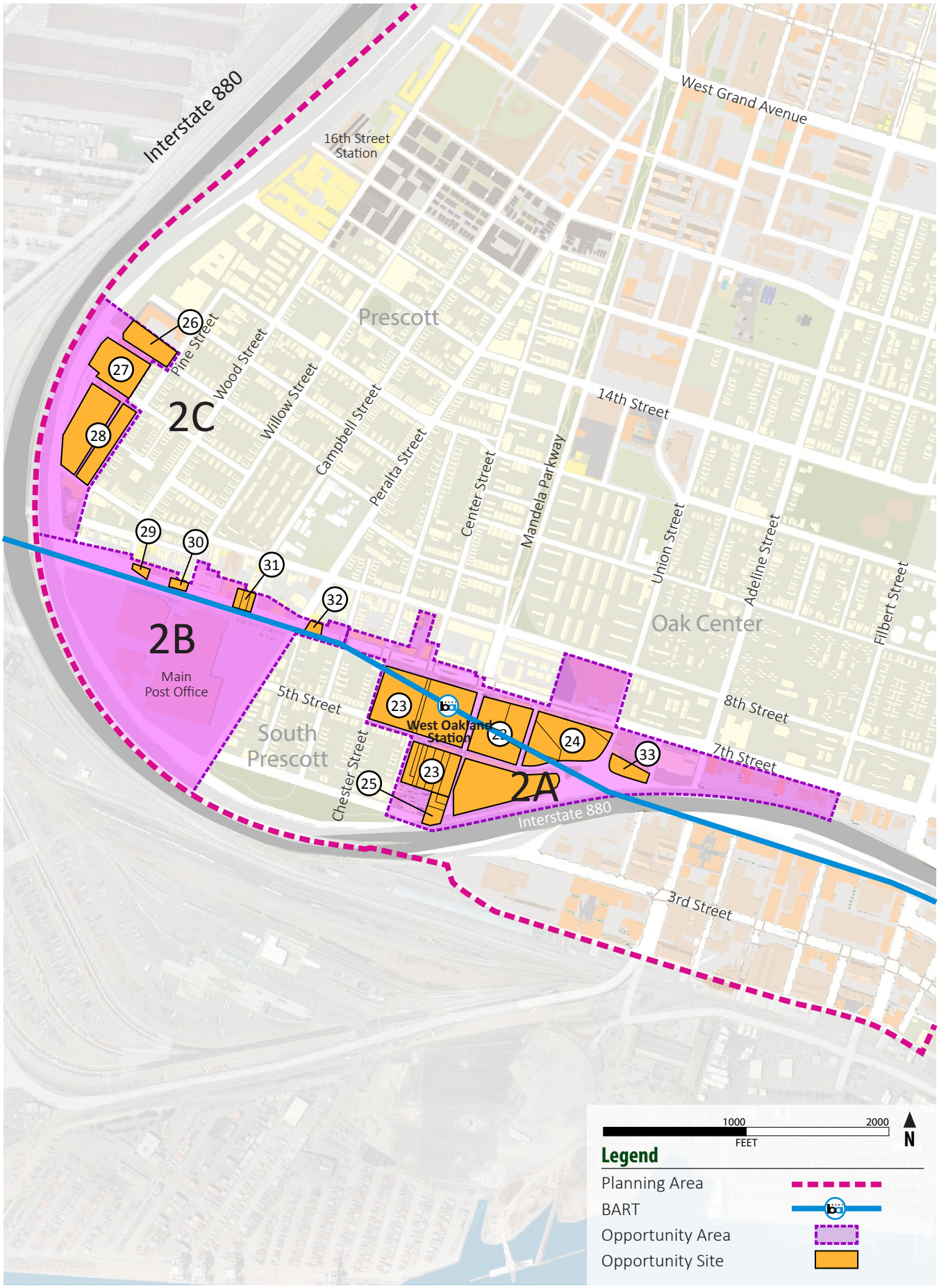
Opportunity Sites

Opportunity Sites within the 7th Street Opportunity Area include the following **Table 4.4-2** and shown on **Figure 4.4.1.**

Table 4.4.2: Opportunity Sites in the 7th Street Opportunity Area

Site #	Assessor's Parcel Number(s)	Address/Location/ Descriptor	Area (acres)
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	West Oakland BART Transit Village (including sites for the proposed Bamboo Forest at Center and 5th Streets)	9.44
24	18-390-10-7	West Oakland Alliance Development	3.95
25	4-73-10-2; 4-73-9	AMCO EPA Superfund Site	0.92
26	6-29-3-2; 6-29-4-3	10th to 11th, Pine to Frontage	2.94
27	6-49-25 and -26	9th to 10th, 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

Fig. 4.4.1: Opportunity Area 2 - Opportunity Sites



VISION FOR THE 7TH STREET OPPORTUNITY AREA

The vision for the 7th Street Opportunity Area includes higher-density housing, commercial office and government/institutional office space around the core of the BART Station, and neighborhood-serving retail as well as custom manufacturing / industrial arts/ artist exhibition space on the ground floor. Transit-Oriented Development (TOD) is a well-established planning concept generally defined as a mixed-use residential and commercial area designed to maximize access to public transportation, and often incorporates features to encourage transit ridership. A TOD neighborhood typically has a center with a transit stop, surrounded by relatively high-density development with progressively lower-density development transitioning outward from the center. TODs are generally located within a one-half mile radius of a transit stop, as this is considered to be an appropriate scale for pedestrians. A mix of residential, retail, office, open space and public land uses in a walkable environment make these types of development convenient for residents and employees to travel by transit, bicycle, foot or car. The dense mix of uses is designed to attract residents, workers, and visitors.

TODs can also help to maximize the use of existing regional transit systems and increase transit ridership. They encourage centralized growth in interconnected centers, discourage sprawl and reduce the cost of new infrastructure.

This vision for the 7th Street Opportunity Area specifically reflects the desire for a new TOD neighborhood to be built on the currently vacant sites and parking lots surrounding the West Oakland BART Station, and for the area to contain the following preferred elements:

- A recommended new multi-level parking garage near the I-880 freeway that could serve BART patrons as well new Transit-Oriented Development;
- Plazas and open spaces that contribute to a secure and pleasant pedestrian experience at the West Oakland BART Station TOD;
- Medium density, podium-style housing with ground floor commercial uses further west on 7th Street, as a transition from the West Oakland BART Station TOD to the surrounding lower-density neighborhoods;
- Increases in building heights near the centers of the TOD area and reductions in building heights immediately adjacent to the existing South Prescott area;
- 7th Street revitalized with new neighborhood-serving ground floor commercial establishments. The Plan prioritizes commercial uses that enliven the street and help to revitalize 7th Street as a celebration of West Oakland's cultural history of music, art and entertainment. The Plan encourages local small businesses to participate in the revitalization of 7th Street by locating along the corridor (refer also to Chapter 10 - Social Equity for recommended approaches that encourage local business development);
- Removal of current surface parking lots--new buildings should contain an appropriate number of parking spaces within the structures themselves; and
- Building design, construction, and ongoing operation and maintenance requirements that address the issues of air contaminants and noise from the freeway, and noise from BART trains. Other BART train noise reduction strategies such as enclosed tubes and rail grinding will also be pursued.

This vision for the 7th Street Opportunity Area will benefit the surrounding Prescott, South Prescott and Acorn neighborhoods by including these other objectives:

- Redevelopment of the former AMCO Chemical / DC Metals property in the South Prescott neighborhood as an open space resource;
- Redevelopment of the Phoenix Ironworks site and California Waste Solutions property in the Prescott neighborhood with uses that transform the surrounding areas (refer to development recommendations specified later

in this section). The vision for this subarea takes advantage of the anticipated relocation of the California Waste Solutions recycling activity to the former Oakland Army Base;

- Enhancement of the residential edge along Pine Street;
- Light industrial/business uses serving as a buffer between the residential uses and the I-880 freeway;
- Attention to historic resources particularly along 7th Street in order to maintain a unique sense of character that is valued by many businesses and residents; and
- Should the existing Oakland Main Post Office ever relocate or cease operation, the former internal street grid south of 7th Street should be re-established at this property.

SPECIFIC STRATEGIES FOR THE 7TH STREET OPPORTUNITY AREA

Subarea 2A: 7th Street Opportunity Area (West Oakland BART Station Area)

Intent: Implement the City's long-term vision for a Transit-Oriented Development (TOD) project at the West Oakland BART station, in the area generally coinciding with the boundaries of the City's existing S-15 Transit Oriented Development Zone.

7th Street TOD Land Use-1: Select a site with immediate proximity to the West Oakland BART Station which can serve as the catalyst, first-phase development of the TOD.

- The first-phase development site should be large enough to represent a major first step toward the full TOD development. The building should include adequate internal parking.
- Ground floor commercial uses should be established along 5th Street to make this street more pedestrian-friendly and attractive.

7th Street TOD Land Use-2: A new parking garage is recommended to free up additional land for TOD development. The garage could also serve as a buffer within the TOD project between residential and other sensitive uses and the adjacent I-880 freeway.

- This parking garage is envisioned as a multi-story structure set back from 5th Street, near the I-880 freeway.
- Improved access, amenities and directional signage will be needed for any new BART Station garage, to direct both pedestrian and vehicle traffic.

7th Street TOD Land Use-3: The second phase of development within the TOD area is envisioned to be a new building with ground floor commercial space on 5th Street, between the new parking garage and the first phase building.

- An internal public courtyard / open space area should provide a buffer between the new building and the recommended parking garage.

7th Street TOD Land Use-4: Completion of the new parking garage will allow for the creation of several new development sites (the remaining portions of Opportunity Sites #24 and #25, as well as Opportunity Sites #23 and #33) along 5th and 7th Streets.

- All new buildings are recommended to be self-parked with internal podium parking garages.
- Buildings with frontage along 7th Street should include ground floor commercial space.
- Buildings nearest to the South Prescott neighborhood should step down where immediately across from existing homes (e.g., along Chester Street and Center Street) as illustrated in Figure 4.4.2.

Fig. 4.4.7: Sub-Area 2A - View of Proposed Building Heights Adjacent to BART at 7th Street near Prescott Neighborhood

7th Street TOD Land Use-5: New residential or office uses might be placed atop the parking garage.

7th Street TOD Land Use-6: Plazas and open space should contribute to a secure and aesthetically pleasing pedestrian experience at and around the BART Station TOD.

Intent: Ensure a mix of land uses in the BART Station TOD to ensure the site becomes an integral and fully integrated component of West Oakland.

7th Street TOD Non-Residential-1: The TOD land use scenario encourages the inclusion of one or more new commercial/office buildings near the 7th Street/Mandela Parkway entrance to the TOD.

- A large-scale commercial office use would ensure that BART ridership is two-directional (riders will be leaving the station for jobs as others are arriving for jobs).

7th Street TOD Non-Residential-2: Commercial and office space is critical in establishing this area as an active, 24-hour community. It is often difficult to establish neighborhood-serving retail uses in the early phases of new development, but these uses are critical to making the TOD an urban community rather than just a bedroom community.

- Uses that are specifically desired and which should be actively sought include grocery stores, restaurants, night clubs, neighborhood-serving retail shops, food and beverage sales, and professional services.
- West Oakland has a diverse and thriving arts community, and one of its major anchor uses, the Crucible, is located along 7th Street between Poplar and Adeline. The TOD project should include traditional neighborhood-serving retail space, but could also include "making" places (uses typically viewed under land use regulations as "custom manufacturing").

Conceptual illustrations are provided as examples of prospective development on **Figures 4.4.3** through **Figure 4.4.6** for Sub-Area 2A at the West Oakland BART Station TOD. These illustrations indicate the preferred building massing and other physical characteristics of prospective development at the West Oakland BART Station TOD sites. The drawings also show landscaped pedestrian pathways through the proposed Bamboo Forest at the former AMCO Chemical/DC Metals site which connect Center and 5th Streets to Mandela Parkway and 3rd Streets.

Fig. 4.4.3: View of Sub-Area 2A with Commercial Office (Low Intensity)

Existing facilities to be Enhanced
Residential (1000 units)
Low Intensity Business Mix/Light Industrial
Transit Enhancement
Business Intensification (380,000 sq. ft.)
Retail/Commercial (80,00 sq. ft.)

Fig. 4.4.4: View of Sub-Area 2A with Commercial Office (High Intensity)

Existing facilities to be Enhanced
Residential (1875 units)
Low Intensity Business Mix/Light Industrial
Transit Enhancement
Business Intensification (380,000 sq. ft.)
Retail/Commercial (80,00 sq. ft.)

Fig. 4.4.5: Sub-Area 2A - View of Low Intensity Detail

Fig. 4.4.6: Sub-Area 2A - View of High Intensity Detail

Intent: Address the environmental issues associated with noise, air quality and toxic contamination associated with the TOD site's proximity to the I-880 freeway, the BART tracks and station, and prior industrial uses.

Noise

Noise from the BART trains, especially where trains slow down to enter and speed up to leave the West Oakland station, is unacceptably loud for existing residents and will be a significant detractor to new development. A typical BART train produces an instantaneous 85 dBA noise level at a distance of 100 feet from the tracks. Noise from the BART station, as well as from the I-880 freeway, will need to be addressed to facilitate development of the proposed TOD project.

7th Street TOD Env-1: New residences within the West Oakland BART Station TOD area will be subject to Title 24 of the California Code of Regulations, which requires an interior noise standard of 45 dBA DNL in any habitable room, and requires an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard. To meet the interior noise standard, a noise level reduction of up to nearly 35 dBA will likely be necessary from the exterior façades of the buildings facing towards the I-880 freeway and BART tracks and station.

7th Street TOD Env-2: The new buildings envisioned to surround the West Oakland BART station as part of the TOD project are expected to provide a noticeable and significant noise buffer between portions of both the freeway and the BART tracks, and existing residential neighborhoods. The noise attenuation benefits from the proposed new buildings should be fully considered in final designs for these structures.

7th Street TOD Env-3: BART should consider a number of potential noise reduction strategies that would have significant benefit to the surrounding community, as well as for the new residential and commercial buildings built as part of the TOD anticipated by this Specific Plan.

- BART should also consider regularly-scheduled rail grinding in the West Oakland area, including a monitoring and reporting mechanism similar to actions taken by BART in other parts of its service area.
- BART, in coordination with the City and other development parties at the TOD, should fully investigate, and implement if feasible, a noise baffling structure and/or a completely enclosed noise mitigation "tube" on the BART overhead structure along 7th Street. This concept, and a preliminary design which can serve as a basis for moving forward, was previously recommended in the 7th Street Concept and Urban Design Plan (Hood and Associates, 2004), and could be evaluated as an additional component to other BART-related technical analysis.

As conceptually shown on **Figure 4.4.7**, the design of the noise mitigation "tube" on the BART overhead structure should incorporate architectural detailing that complements both historic buildings and new construction, should be pleasing from both pedestrian level on 7th Street as well as seen from within BART trains, and should provide a major visual "gateway" from San Francisco to Oakland. Any noise mitigation "tube" on the BART overhead structure would most likely need to be a separate structure from the existing BART aerial tracks facility.

Fig. 4.4.2: Proposed Conceptual Design of BART Noise Mitigation at 7th Street

Air Quality

Development of new residential uses and other "sensitive receptor" uses at the West Oakland BART Station TOD sites will need to mitigate the anticipated health risks and air quality hazards at this location, due to diesel and other toxic air contaminant emissions from the I-880 freeway that exceed acceptable levels.

7th Street TOD Env.-4: New development of all sensitive receptor uses at the West Oakland BART Station TOD sites must mitigate the anticipated health risks and air quality hazards at this location through implementation of Best Management Practices (BMPs) for air quality, including but not limited to:

- Installing and maintaining air filtration units to achieve BAAQMD effectiveness performance standards for indoor air. The system effectiveness requirement will be determined during final design when the exact level of exposure is known, based on proximity to emission sources;
- Prohibiting sensitive receptor uses on the first floor of buildings. Diesel exhaust emissions generally decrease with elevation; and

- Locating operable windows, balconies and the air intake for air ventilation system as far away as possible from high volume roadways or other stationary sources of TAC pollution.

Hazardous Materials

As part of the Cypress Freeway replacement project in 1994, the Department of Toxic Substances Control (DTSC) and Caltrans conduct environmental assessments and remediation action on a number of properties located along freeway realignment, many of which are located in and immediately adjacent to the West Oakland BART Station. There are also other environmental cases within the West Oakland BART Station TOD site and vicinity. Not all of these sites have been fully remediated, and remediation may not have been conducted to accommodate new residential use.

Additionally, there are known high concentrations of vinyl chloride (a toxic soil and groundwater contaminant immediately adjacent to the West Oakland BART TOD site at the former AMCO Chemical/DC Metals site. The U.S. EPA is continuing to conducted detailed soil gas, and groundwater investigations at this site, and to work towards development of a remediation and reuse plan.

7th Street TOD Env.-5: Consistent with any development projects in the City of Oakland, new development at the West Oakland BART Station TOD will be required to comply with local, State and federal regulations for the treatment, remediation and disposal of contaminated soil or groundwater such that hazards to the public and the environment from hazardous materials sites would be less than significant.

7th Street TOD Env.-6: The presence of contamination from the former AMCO Chemical/DC Metals site (Opportunity Site #25) may affect land use choices for the TOD development.

- Long-term remedial features may create constraints on future use, although remedial features could be clustered in order to maximize buildable space.
- Restrictions on ground floor residential use may be necessary, only allowing upper story residential use.
- Interim, and potentially long-term use of portions of the TOD site nearest the known source of contamination at the former AMCO Chemical/DC Metals site should be considered for use as an open space area, potentially including bamboo plantings or other landscaping that can visually screen the contaminated site and restrict access during cleanup, and can provide bio-remediation value for groundwater cleanup, capping lead contamination in soil, and reducing exposure to freeway related air pollutants.

Sub-Area 2B: 7th Street Opportunity Area (7th Street Corridor)

Intent: Revitalize 7th Street as a neighborhood focus and cultural activity center.

7th Street Corridor-1: Activate 7th Street with enhanced streetscape and retail activity.

- Encourage neighborhood-serving commercial establishments, potentially including a new or expanded grocery store along 7th Street.
- Prioritize commercial uses that enliven the street and help recreate 7th Street as a community focal point.

7th Street Corridor-2: The 7th Street corridor contains a small designated S-7 historic district of three parcels on the 1600 block of 7th Street between Peralta Street and Campbell Street, as well as other scattered survivors of the early 7th Street commercial strip, all of which are likely candidates for expansion of the S-7 Preservation Combining Zone. Special care should be used when considering reuse and development at and adjacent to these sites.

- Any changes to the two designated historic structures at each end of the 1600 block (the Flynn Saloon/McAllister Plumbing building

and the Arcadia Hotel) should comply with Secretary of the Interior's Standards for Rehabilitation of historic structures, and construction on the vacant Lincoln Theater parcel within the district should also meet the appropriate Secretary's Standards.

- Medium-density residential infill development on the vacant mid-block site of the former Lincoln Theater would be subject to Design Review and referral to the Landmarks Board, per the S-7 Preservation Combining Zone regulations.
- Ensure that all surviving fragments of the early 7th Street commercial strip are given careful and appropriate rehabilitation and reuse.
- Consider expanding the S-7 Preservation Combining Zone designation to include the remaining historic 7th street fragments, as recommended by Landmarks Board and Planning Commission at the time of designation of the 1600 block.

7th Street Corridor-3: Should the Oakland Main Post Office on 7th Street relocate or cease operation, seek reuse of this site for alternative uses that support the community, such as reestablishment of the former internal street grid south of 7th Street and new lower-scale residential development that is compatible with the South Prescott neighborhood.

- Sub-Area 2C: 7th Street Opportunity Area (Lower Pine Street)
- Intent: Maintain and enhance the residential edge along Pine Street, with light industrial/ business uses serving as a buffer between the residential uses and the I-880 freeway.

7th Street Lower Pine-1: The vacant parcels fronting onto the west side of Pine Street are appropriate for small-scaled, low-density live/work buildings, compatible in scale and character with the adjacent residential neighborhood (see Section 4.8 Land Use Policies & Regulations for details). These new developments would be buffered from the adjacent I-880 freeway by the light industrial and commercial uses also recommended in this area (see '7th Street Lower Pine-2' recommendation below).

- Require any new live/work buildings to address air quality and noise impacts at this location with appropriate noise insulation and air filtration systems.
- Development of live/work use at a portion of the former Phoenix Iron Works site (opportunity Sites #26, #27 and #28) requires a General Plan amendment to Housing/ Business Mix and re-zoning to HBX (see Section 4.3 Land Use Policies & Regulations for details).

7th Street Lower Pine-2: Sites adjacent to the I-880 freeway should be utilized for low-impact business uses.

- A landscaped buffer should be established between these business uses and the new housing and business mix area facing Pine Street.
- Access to businesses along Frontage Road should only occur from 10th Street, not from the fronting live/work area.

Conceptual illustrations for Sub-Areas 2B and 2C are provided as an example of prospective development, as shown on **Figures 4.4.8** and **4.4.9.**

Fig. 4.4.8: View of Sub-Area 2B

Existing facilities to be Enhanced
Residential
Low Intensity Business Mix/Light Industrial
Retail/Commercial

Fig. 4.4.9: View of Sub-Area 2C

Existing facilities to be Enhanced
Housing/Business Mix
Low Intensity Business Mix/Light Industrial
Residential

SUMMARY OF 7TH STREET OPPORTUNITY AREA DEVELOPMENT

Table 4.4-3 provides a summary of the assumed total buildout in land use, employment and population expected within the 7th Street Opportunity Area.

Table 4.4-4 provides a summary of the net new change in land use, employment and population expected within the 7th Street Opportunity Area as a result of implementation of the Specific Plan.

Table 4.4-3: Development Buildout Assumptions –Opportunity Area #2, 7th Street

		Non-Residential		Residential	
	Land Area (net acres)	Bldg. Area (sq. ft.)	Employ-ment	Housing Units	Population
2035 Buildout					
Non-Residential					
Industrial/Business/Institutional	29.5	1,660,000	2,470		
sub-total	29.5	1,660,000	2,470		
Mixed Use					
BART Station TOD	24	0, or up to 670,000	0, or up to 1,675	1,325 w/off, up to 2,308	3,054 w/ off., up to 5,320
Commercial/Residential	7	90,000	220	406	937
subtotal	31	90,000, or up to 670,000	220, or up to 1,895	1,731 up to 2,714	3,991 up to 6,167
Housing					
Live/work, Single-family and Townhomes	4.5			125	285
sub-total	4.5			125	285
TOTAL	**65**	**1,750,000 up to 2,420,000**	**2,690 up to 4,365**	**1,855 up to 2,839**	**4,276 up to 6,542**

Table 4.4-4: Net New Development at Buildout –Opportunity Area #2, 7th Street

		Non-Residential		Residential	
	Land Area (net acres)	Bldg. Area (sq. ft.)	Employ-ment	Housing Units	Population
Net Change					
Non-Residential					
Surface Parking and Underutilized Buildings Removed	-35.5	-300,000	-50		
Existing Industrial and Business Buildings More Intensively Used	29 remaining	1,490,000 remaining	+270		
New Low-Intensity (Low-Rise) Industrial and Business Space	+7	+170,000	+380		
Existing Retail	6 remaining				
sub-total	-28.5	-130,000	+600		
Mixed Use					
BART TOD	+24	0, or up to 670,000	0, or up to 1,675	1,325 w/off, up to 2,308	3,054 w/ off., up to 5,320
Commercial/Residential Infill	+1	85,000	210	356	818
subtotal	+25	85,000, up to 755,000	210, up to 1,885	1,681, up to 2,664	3,872, up to 6,138
Housing					
New Live/work	+3.5			70	150
Infill Single-Family and Townhome				20	50
sub-total	+3.5			90	200
TOTAL	**0**	**-45,000, up to 710,000**	**810 up to 2,485**	**1,770, up to 2,754**	**4,072, up to 6,338**

4.5: 3rd Street Opportunity Area

Existing Characteristics

The 3rd Street Opportunity Area (also known as the Acorn Industrial Area), is located generally south of I-880 between Union and Castro Streets. This Opportunity Area is somewhat isolated from much of the rest of West Oakland by the I-880 freeway and elevated BART tracks which form its northerly and westerly borders, and by the main line of the Union Pacific railroad tracks to the south, which separates this area from the Port of Oakland. Several through streets including Adeline and Market Streets and Martin Luther King Jr. Way, provide convenient connections from this Opportunity Area to the adjacent Port of Oakland, the Howard Terminal at 1 Market Street and to the large Schnitzer recycling facility to the south at 1101 Embarcadero West.

Due to these convenient road connections to the Port, this Opportunity Area has developed over its long history as an area providing industrial services and uses that primarily benefit from their immediate adjacency to the Port.

The 3rd Street Opportunity Area includes both large modern tilt-up concrete buildings and late 19th-century brick industrial buildings. Prominent among the older buildings are the National Register-eligible group of Del Monte Cannery and Label Plant and Standard Underground Cable buildings on three blocks between Myrtle and Chestnut Streets south of 3rd Street.

This Opportunity Area has been, and continues to be, a traditional industrial area, containing recycling operations, large-scale laundry services, truck service and repair, printing shops and storage. Newer uses (prominently including Linden Street Brewery, Nellie's Soul Food, Linden Street Dance Studios, and others) have begun to adaptively reuse the older industrial spaces in this Opportunity Area for a wider mix of business and service-type uses.

Table 4.5-1 provides an overview of existing land use characteristics in the area.

Table 4.5-1: Existing Land Use–Opportunity Area #3, 3rd Street

	Non-Residential			Residential	
	Land Area (acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Land Use					
Industrial/Business	60	1,040,000	1,690		
Commercial/Retail	8	50,000	80		
sub-total	68	1,090,000	1,770		
Mixed Use	0	0	0	0	0
sub-total	0	0	0	0	0
Single Family and Townhomes	0			0	0
Multi-family Residential / Housing Mix	0			0	0
sub-total	0	0		0	0
TOTAL	**68**	**1,090,000**	**1,770**	**0**	**0**

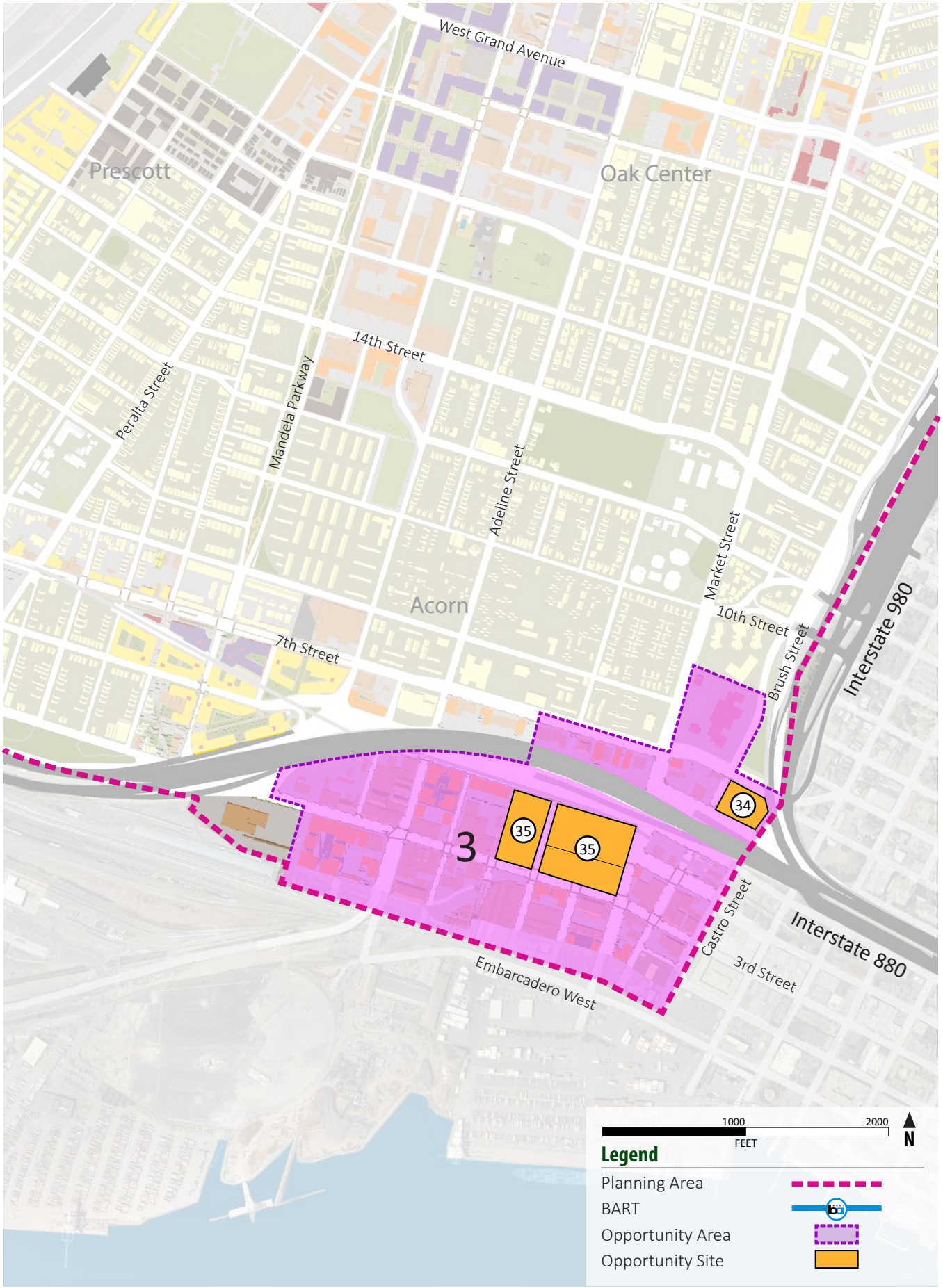
Opportunity Sites

Opportunity Sites within the 3rd Street Opportunity Area include the following **Table 4.25-2** and shown on **Figure 4.5.1**.

Table 4.5-2: Opportunity Sites in the 3rd Street Opportunity Area

Site #	Assessor's Parcel Number(s)	Address/Location/ Descriptor	Area (acres)
34	1-221-14-1	Brush and Castro	1.36
35	4-3-2	425 Market	2.67

Fig. 4.5.1: Opportunity Area 3 - Opportunity Sites



VISION FOR THE 3RD STREET OPPORTUNITY AREA

The vision for the 3rd Street Opportunity Area is that it will continue to support industrial and business activities and jobs, capitalizing on its proximity to the Port of Oakland and its access to the regional freeway network.

Conceptual illustrations for future development within the 3rd Street Opportunity Area are provided as examples of prospective development on **Figures 4.5.2** and **4.5.3**, showing preferred building massing and other physical characteristics of prospective developments. The development vision for 3rd Street opportunity Area specifically reflects:

- A more vibrant and vital business and employment center over time, focusing on manufacturing uses that benefit from adjacency to the Port, as well as commercial uses that enliven the area during the day and night;
- Commercial, dining and entertainment uses as infill enhancements in the attractive, older warehouse buildings;
- New business opportunities reflecting the existing mix of light industrial, service commercial, food and beverage production and distribution, and construction-related businesses, as well as small professional offices, import/export, communications, computer services, publishing and printing, photo/audio services, and small R&D activities;
- Continued prohibition on residential development in this area;
- Capitalizing on proximity to the Port of Oakland by maintaining space for Port-serving industrial uses while accommodating newer commercial and light industrial uses;
- Infill of smaller, vacant and underutilized sites with a variety of commercial and light industrial uses;
- Adaptive reuse of older structures;
- Use of public right-of-ways on smaller, non-through streets and alleys in this area for plazas and public spaces; and
- Transit enhancements (see Chapter 5 for details).

These elements are buffered from the nearby Acorn and South Prescott neighborhoods by Highway 880, thus continuing the City's longstanding effort to prevent new land use incompatibilities in residential neighborhoods.

SPECIFIC STRATEGIES FOR THE 3RD STREET OPPORTUNITY AREA

Intent: Enhance the 3rd Street Opportunity Area as a business and employment center, focusing on manufacturing and light industrial uses that benefit from adjacency to the Port of Oakland, as well as commercial uses that enliven the area during the day and night.

3rd Street-1: Because this area has a long history of heavier industrial uses which provide essential services to the adjacent Port (i.e., recyclers, truck-dependent uses, etc.), maintain space for these Port-serving industrial uses, accommodating and blending these older uses with newer, more vibrant yet compatible commercial and light industrial uses.

3rd Street-2: Capitalize on this area's proximity to the Port of Oakland and the regional freeway network with targeted infill of vacant and underutilized sites as locations for new businesses that reflect the existing mix of uses in the area.

Fig. 4.5.2: View of Sub-Area 3 (Low Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Retail/Commercial

Fig. 4.5.3: View of Sub-Area 3 (High Intensity)

Existing facilities to be Enhanced | Low Intensity Business Mix/Light Industrial | Business Intensification
Retail/Commercial | Transit Enhancement

- Along the portion of 7th Street within this Opportunity Area (from Linden to Castro Streets), encourage infill with smaller commercial-focused uses that extend the commercial and mixed-use character of this corridor west to the 7th Street Opportunity Area and east to the Central District. This section of 7th Street includes the Jack London Gateway mall between Brush and Market streets, as well as the 1920s decorative brick Adeline Cleaners building at 7th and Filbert.
- Promote a retail commercial corner at Opportunity Site #35 (at the corner of 7th and Brush) as an extension of the Jack London Gateway shopping center.
- Promote infill of smaller vacant and underutilized sites throughout this area with light industrial, service commercial, food and beverage production, manufacturing, distribution, and construction-related businesses.

3rd Street-3: Further the adaptive reuse of older industrial buildings which retain or can regain their original industrial architectural characteristics with newer and more vibrant uses.

- Older buildings provide a unique sense of character that is sought by many types of small office/business uses such as architects and designers, import/exporters, communications, computer services, publishing and printing, photo/audio services, and small R&D activities. Encourage these types of uses to fill vacancies in older industrial space, marketing these sites as affordable, sustainable and cutting-edge sites.
- Promote ongoing reuse of the Del Monte Cannery and Label Plant buildings at 100-50 Linden Street by filling any vacancies in these buildings with offices and small manufacturing uses and new compatible street-level commercial uses that could enliven the area by day and night. Reuse of these existing historic buildings and any new construction should adhere to Secretary of the Interior's Standards for Rehabilitation of historic resources, and can benefit from the Historic Building Code.

The Linden Street Brewery (in the building formerly known as the Standard Underground Cable Co. at 110 Linden Street) is an excellent example of adaptive reuse.

- Create opportunities for use of public right-of-ways on smaller, non-through streets and alleys in this area for plazas and public spaces. These plaza spaces should be made available for farmer's markets, "pop-up" retail events, arts fairs, etc.

3rd Street-4: Work with AC Transit and other transit service providers to enhance transit service to this area, potentially including a secondary connection or loop down 3rd Street.

3rd Street-5: Opportunity Site #35 (nearly 11 acres of underutilized, centrally located property east of Market between 3rd and 5th Streets) will likely become more viable as a destination commercial/industrial site that can realize a higher intensity of development if there is improved transit to the area.

- Opportunity Site #35 could potentially accommodate a larger mid-rise destination retail, office, and combination scientific production facility.
- Development timing for this site will be dictated by market demand forces. First-phase development would likely include new low-rise buildings with surface parking, but designed to grow over time.
- Prospective building types include a multi-tenant structure that could accommodate flexible space or suites. Anticipated users would include new digital/additive or advanced manufacturing uses, and/or a trade and logistics showcase location with freight-forwarding offices, international trade-related logistics software companies and headquarters offices of shipping lines and large freight operations.

- A higher-intensity use at this location should also provide street-level commercial; uses (i.e., coffee shops, delis, other service-based retail establishments) along 3rd Street that can serve the surrounding business community.
- Streetscape improvements should include landscaping, transit amenities, and better accommodations for pedestrians and bicycles, and should be completed in tandem with new development.
- As the building space intensifies, new structured parking should be provided against the I-880 freeway to the north, serving as a buffer for the new developments

3rd Street-6: Continue to prohibit new residential development in the 3rd Street Opportunity Area as an incompatible land use which could adversely affect the operations of existing and future industrial uses.

3rd Street-7: Reflect the potential for heavy truck usage in the area by instituting land use provisions that allow for significant truck activity.

SUMMARY OF 3RD STREET OPPORTUNITY AREA DEVELOPMENT

Table 4.5-3 provides a summary of the assumed total buildout in land use, employment and population expected within the 3rd Street Opportunity Area. Table 4.5-4 provides a summary of the net new change in land use, employment and population expected within the 3rd Street Opportunity Area as a result of implementation of the Specific Plan.

Table 4.5-3: Development Buildout Assumptions –Opportunity Area #3, 3rd Street

	Land Area (net acres)	Building Area (sq. ft.)	Employ-ment	Housing Units	Population
Non-Residential					
Industrial/Business	60	1,700,000	3,640		
Commercial/Retail	8	65,000	120		
sub-total	68	1,765,000	3,760		
Mixed Use					
Commercial/Residential	0	0	0	0	0
Residential					
Single-family and Townhomes	0			0	0
Multi-family Residential	0			0	0
TOTAL	**68**	**1,765,000**	**3,760**	**0**	**0**

Table 4.5-4: Net New Development at Buildout –Opportunity Area #3, 3rd Street

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employ-ment	Housing Units	Population
Net Change					
Non-Residential					
Vacant Lots, Surface Parking, Blighted & Underutilized Buildings, and Businesses Choosing to Relocate	-24	-240,000	-130		
Existing Industrial and Business Buildings More Intensively Used	36 remaining	1,090,000 remaining	0		
New Low-Intensity (Low-Rise) Industrial and Business Space	+13	+300,000	+670		
New High-Intensity (Mid-Rise) Buildings	+11	+600,000	+1,410		
New Commercial/Retail Infill	8 remaining	+15,000	+40		
sub-total	0	+675,000	+11,110		
Mixed Use					
Commercial/Residential	0	0	0	0	0
sub-total	0	0	0	0	0
Residential					
Infill Single-Family and Townhome	0			0	0
Infill Multi-Family	0			0	0
sub-total	0			0	0
TOTAL	**0**	**675,0000**	**1,990**	**0**	**0**

4.6: – San Pablo Avenue Opportunity Area

Existing Characteristics

The San Pablo Avenue Opportunity Area is defined by the portion of San Pablo Avenue corridor from approximately I-580 to West Grand Avenue, and along West Grand to Market Street. San Pablo Avenue is a major transit corridor, a "main street" of the East Bay, connecting the cities of Richmond and San Pablo, through Berkeley and Emeryville, to downtown Oakland. San Pablo Avenue is one of the most significant traffic and transit corridors within the East Bay and has historically had a very main street character. Low- to mid- rise mixed-use buildings currently line both sides of the street, giving it a distinctive Main Street character.

Through West Oakland, the San Pablo Avenue corridor today includes numerous vacant and underutilized lots and empty storefronts. Due to the diagonal nature of the street pattern and the volume of traffic, San Pablo Avenue actually divides the adjacent McClymonds and Hoover/ Foster neighborhoods, rather than serving as a uniting neighborhood focus.

Table 4.6-1 provides an overview of existing land use characteristics in the area.

Table 4.6-1: Existing Land Use–Opportunity Area #4, San Pablo Avenue

		Non-Residential		Residential	
	Land Area (acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Existing					
Commercial/Retail	5	90,000	80		
Mixed-Use Comm./Residential	30	700,000	600	30	70
Single Family and Townhomes	2			40	96
TOTAL	**37**	**790,000**	**680**	**70**	**165**

Opportunity Sites

Opportunity Sites within the San Pablo Avenue Opportunity Area are included in the following **Table 4.6-2** and shown on **Figure 4.6.1.**

Fig. 4.6.1: Opportunity Area 4 - Opportunity Sites

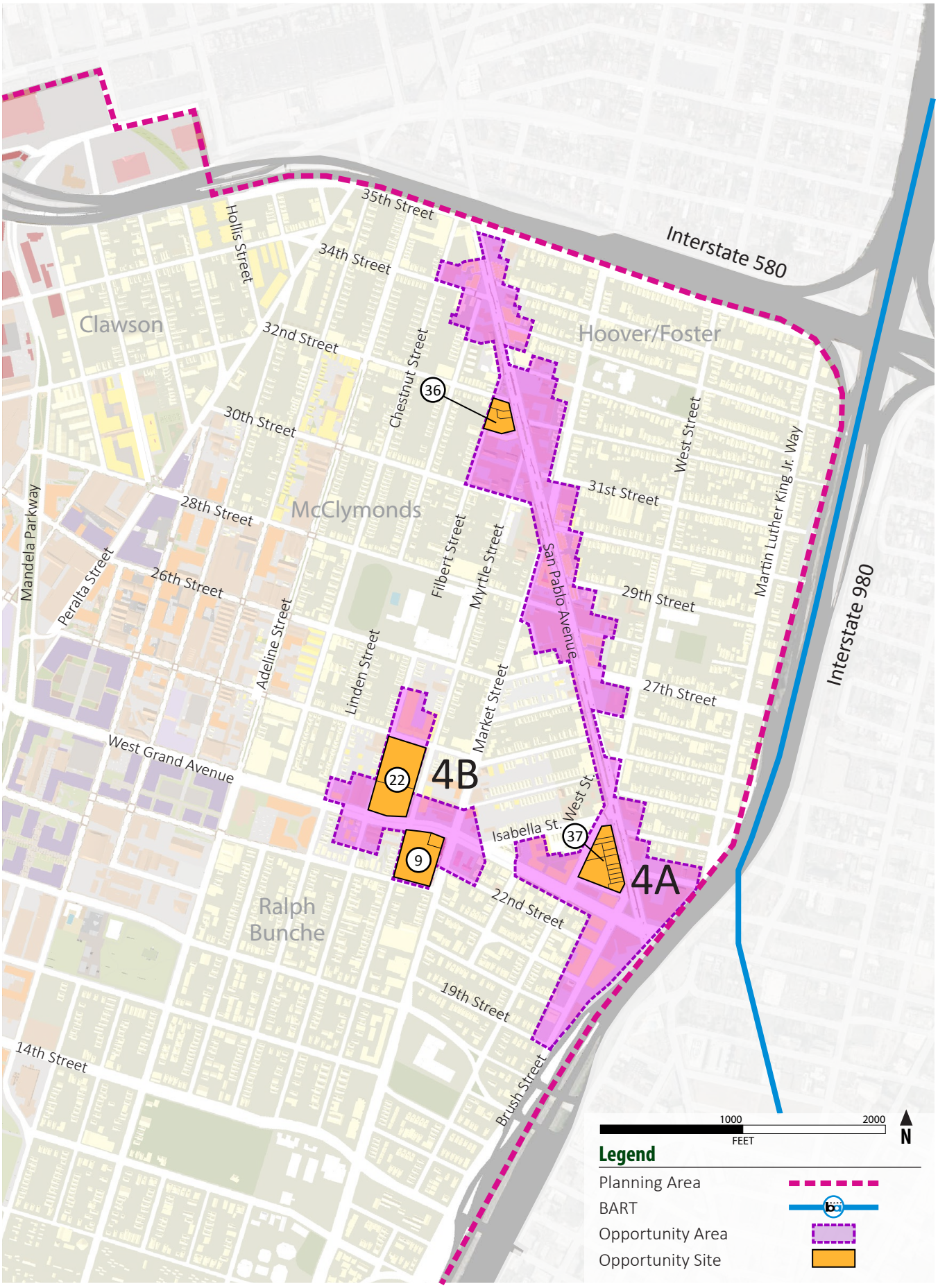


Table 4.6-2: Opportunity Sites in the San Pablo Avenue Opportunity Area

Site #	Assessor's Parcel Number(s)	Address/Location/ Descriptor	Area (acres)
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 / 24th Street	2.92

SPECIFIC PLAN'S VISION FOR THE SAN PABLO AVENUE CORRIDOR

The San Pablo Avenue corridor is envisioned as a transformed major commercial corridor connecting West Oakland to Downtown and to Emeryville, Berkeley and beyond, lined with active ground-floor commercial uses and mixed-use residential development. The vision specifically reflects:

- Infill mixed-use development with multi-family residential activities over ground-floor commercial, consistent with existing City of Oakland development policies for major commercial corridors;
- Enhanced streetscapes and increased commercial uses that would activate the street;
- The block of West Grand Avenue between Myrtle Street and Market Street developed with a mix of uses, potentially anchored by a grocery store on West Grand Avenue at Myrtle Street or at Market Street, with medium-density residential, street-facing ground floor retail and mixed- use developments;
- Revitalization of the existing commercial center on the south side of West Grand Avenue in a manner designed to make full and best use of the site and fit in with the surrounding neighborhood.

This Opportunity Area includes portions of the Hoover/Foster, McClymonds, and Ralph Bunche neighborhoods. The new mixed use development envisioned for the San Pablo Avenue corridor would bolster the amount of neighborhood-serving retail establishments in immediate proximity to these neighborhoods and promote corridor revitalization within the West Oakland district in general.

SPECIFIC STRATEGIES FOR THE SAN PABLO AVENUE OPPORTUNITY AREA

Intent: Transform this corridor with infill mixed-use development consisting of multi-family residential activities over active ground-floor uses and, enhanced streetscapes that activate the street, increase pedestrian activity and enliven the neighborhood.

San Pablo-1: Encourage the creation of a new mixed-use commercial/residential catalyst development at the south end of the San Pablo corridor (Opportunity Site #37), replacing smaller and underutilized light industrial and surface parking with a strong retail-based anchor development.

- Rezone the northeast and northwest quadrants of the San Pablo/Grand intersection from Urban Residential (RU-5) to Community Commercial (CC-2) to signify its retail focus. Although both zoning types permit mixed use development, the Community Commercial emphasizes the commercial aspects of development to a greater extent.Opportunities for new development exist at the each of the three corners of Opportunity Site #37, with additional infill development potential in between. Encourage the integration of all of these parcels into an overall development

plan, potentially vacating the small section of Brush Street parallel to West Grand.

- Implement substantial streetscape and landscape improvements along this site's frontage, linking it thematically with the small pocket park at San Pablo and West Grand.

San Pablo-2: Create a second mixed-use catalyst site at the north end of the San Pablo corridor (Opportunity Site #36), replacing smaller and underutilized light industrial and surface parking with a strong retail-based anchor development.

- New development should consist of mid-rise buildings, including townhomes over ground floor retail.
- Ground floor retail space should wrap around the corner at 32nd Street, fronting onto the small adjacent St. Andrews pocket park.

San Pablo-3: With new retail anchors at either end of the corridor, San Pablo Avenue can re-emerge as a thriving neighborhood-serving retail corridor and the numerous smaller vacant and underutilized sites in between will be more likely to infill with similar types of development. The two anchor development Opportunity Sites can serve as gateways with streetscape and pedestrian amenities and improved roadway sections.

San Pablo-4: Adaptively reuse and revitalize the historic hotels at the south end of San Pablo with newer and more vibrant mixed-use development.

- Reuse of these existing historic buildings and any new construction should adhere to Secretary of the Interior's Standards for Rehabilitation of historic resources, and can benefit from the Historic Building Code.

Conceptual illustration for future development for the San Pablo area are provided on **Figure 4.6.2**, illustrate preferred massing and other physical characteristics of prospective development.

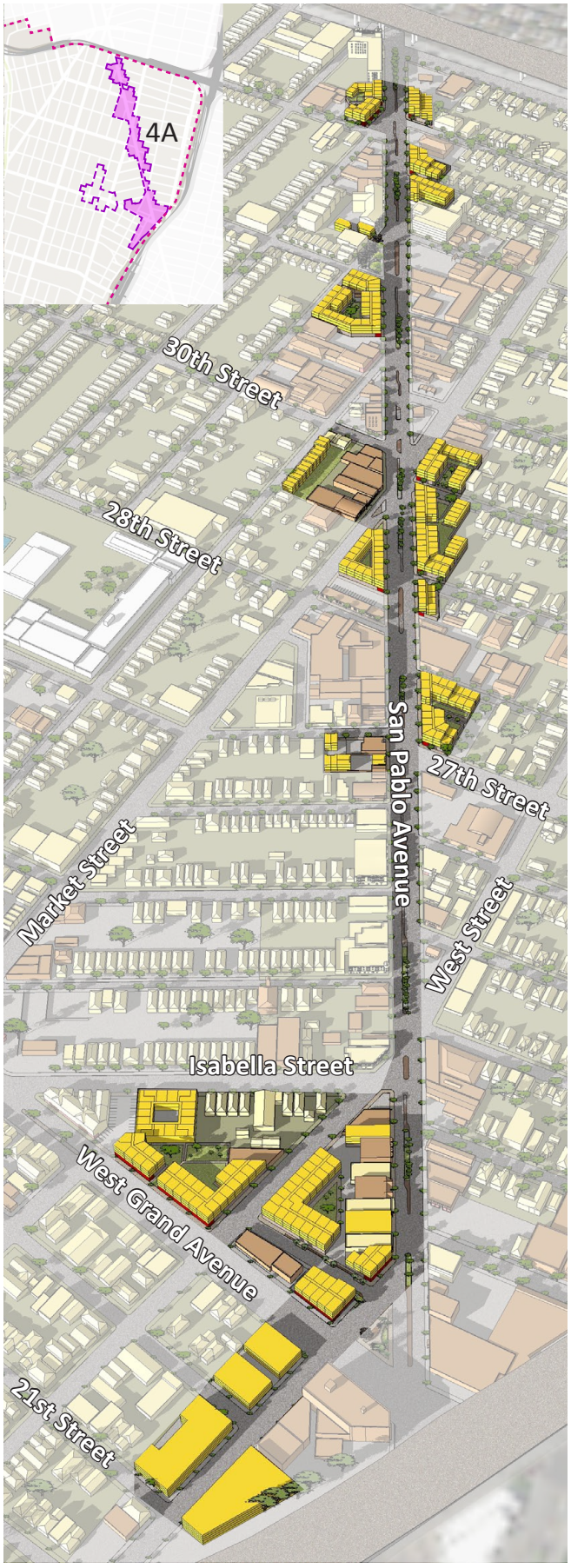


Fig. 4.6.2: View of Sub-Area 4A

Intent: Establish a commercial node at West Grand and Market Street, providing a conveniently sited location to serve the surrounding neighborhoods, which are in need of basic shopping opportunities and greater retail choices.

West Grand/Market-1: Redevelop the existing shopping center on the south side of West Grand Avenue to make full use of the potential of this site to serve as a retail node for the surrounding neighborhood. New buildings should form an urban street edge along West Grand Avenue.

- Development opportunities include adding new retail space on a large portion of the surface parking lot or second floor office space above the existing retail.
- Encourage uses that can provide services and goods particularly sought by West Oakland residents, including banks, healthy foods and groceries, and specialty retail.

West Grand/Market-2: Create retail synergy by promoting redevelopment of the property northwest of the shopping center between Myrtle and Filbert Streets (Opportunity Site #22).

- The new grocery store should be a large floor-plate building with frontage directly onto West Grand, Market Street, or other appropriate street.
- To maximize developable area and discourage breaks in commercial frontage along West Grand Avenue, parking to serve this building should be behind the building or on the roof.
- Conceptual illustrations for future development within the West Grand and Market Street area are provided on Figure 4.6.3, illustrating preferred building massing and other physical characteristics of prospective developments.

Fig. 4.6.3: View of Sub-Area 4B

SUMMARY OF SAN PABLO AVENUE OPPORTUNITY AREA DEVELOPMENT

Table 4.6-3 provides a summary of the assumed total buildout in land use, employment and population expected within the San Pablo Avenue Opportunity Area, and a summary of the net new change in land use, employment and population expected within the San Pablo Avenue Opportunity Area as a result of implementation of the Specific Plan.

Table 4.6-3: Development Buildout Assumptions –Opportunity Area #4, San Pablo Avenue

		Non-Residential		Residential	
	Land Area (acres)	Building Area (sq. ft.)	Employ-ment	Housing Units	Pop.
2035 Buildout					
Commercial/Retail	5	80,000	80		
Mixed-Use Comm./Residential	30	785,000	1,580	1,035	2,230
Single Family and Townhomes	2			105	230
TOTAL	**37**	**865,000**	**1,660**	**1,140**	**2,460**
Net Change					
Redeveloped Commercial	-4	-90,000	-40		
Existing Commercial/Retail More Intensively Used		700,000 remaining	590		
New Commercial/Retail	4	80,000	200		
New Infill Mixed-Use Comm./Residential		85,000	230	1,000	2,157
Infill Single Family and Townhomes				65	130
TOTAL	**0**	**75,000**	**980**	**1,065**	**2,287**

4.7 – Summary of Opportunity Area Development Program

Existing Characteristics

As illustrated in **Table 4.7-1**, the existing land uses in West Oakland's Opportunity Areas include the following:

- approximately 328 acres of land accommodating approximately 7.2 million square feet of non-residential building space, providing nearly 15,300 jobs;
- approximately 36 acres of mixed-use development along the 7th Street and San Pablo Avenue corridors, accommodating about 700,000 square feet of building space and about 600 jobs, plus about 65 housing units; and
- approximately 22 acres of residential land with a total of approximately 200 existing housing units; and
- approximately 27 acres of public open space, including 10 acres at Raimondi park, and approximately 17 acres of linear park space within the center median of Mandela Parkway.

Table 4.7-1: Existing Land Use: All West Oakland Opportunity Areas

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employ-ment	Housing Units	Population
Non-Residential					
Industrial/Business/Institutional	293	6,830,000	14,620		
Commercial/Retail	35	350,000	660		
sub-total	328	7,180,000	15,280		
Mixed Use					
Commercial/Residential	36	705,000	610	65	155
Residential					
Single-family and Townhomes	22			200	215
Open Space	27				
TOTAL	**413**	**7,885,000**	**15,890**	**265**	**628**

Summary of Potential Buildout

Table 4.7-2 provides a summary of changes in land use, employment, and population expected through buildout within this Plan's Opportunity Areas. As indicated in this table, buildout of the West Oakland Opportunity Areas is expected to result in a total of:

- nearly 23,000 new non-residential jobs (industrial/business/commercial/retail);
- along the 7th Street and San Pablo Avenue corridors, approximately 1,800 additional jobs, plus more than 1,400 housing units;
- at the envisioned 24-acre mixed-use Transit-Oriented Development at the West Oakland BART station, up to 675,000 square feet of commercial, office and retail development, and/or a range of between 1,325 to 2,308 new housing units; and
- approximately 1,520 housing units elsewhere within residential and housing and business mix areas.

Table 4.7-2: Development Buildout Assumptions –All West Oakland Opportunity Areas

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employ-ment	Housing Units	Population
Non-Residential					
Industrial/Business	244.5	10,380,000	21,490		
Commercial/Retail	49	670,000	1370		
sub-total	293.5	11,050,000	22,860		
Mixed Use					
Commercial/Residential	37	875,000	1,800	1,441	3,167
West Oakland BART TOD	24	up to 670,000	up to 1,675	up to 2,308	up to 5,230
sub-total	61	1,545,000	up to 3,475	up to 3,749	up to 8,397
Residential					
SF and Townhomes	16.5			430	1,384
Multi-family Residential	15			1,090	2,183
sub-total	31.5			1,520	3,567
Open Space	27				
TOTAL	**413**	**range from 11,925,000 to 12,595,000**	**range from 24,660 to 26,330**	**range from 4,286 to 5,267**	**range from 9,788 to 11,964**

Land Use Changes Resulting from the Plan

The West Oakland Specific Plan recommends significant transformational growth and change in land use throughout the West Oakland Opportunity Areas, as highlighted within each of the previous sections of this Land Use chapter, and as described in detail in Section 4.3 through Section 4.6. In summary, these land use changes as envisioned under this Plan (as summarized in Table 4.7-3, include.

Business/Industrial Changes

- 40.6 acres of underutilized business and industrial lands (including properties already containing a mix of uses) are converted to high intensity mixed-use development at the West Oakland BART station;
- Approximately 136 acres of current industrial/business properties with approximately 2.3 million square feet of existing building space are retained, and new and expanded business occupying this existing space provide up to 5,300 new jobs;
- New business attraction to 49 acres of industrial business properties are envisioned to result in approximately 1.1 million square feet of new, low-intensity industrial and business space, providing up to 2,460 new jobs;
- 66 acres of current industrial/business properties are eventually redeveloped in the long-term with nearly 4.7 million square feet of new, high-intensity industrial and business space, providing up to 11,010 new jobs; and
- 18 acres of current industrial/business properties are redeveloped with approximately 385,000 square feet of new commercial/retail space, providing up to 870 new jobs.

Mixed Use Corridor and TOD Changes

- Existing Mixed Use areas primarily along the 7th Street and San Pablo Avenue corridors are to be more intensively developed with new infill development, resulting in approximately 185,000 square feet of new ground-floor commercial space and 590 new jobs, plus 1,356 new upper-floor residential units.
- A new Transit-Oriented Development project should be implemented on 24 acres surrounding the West Oakland BART station, resulting in up to 670,000 square feet of new commercial/office/institutional building space and up to 1,675 new jobs, and between 1,325 to 2,308 new housing units.

Housing and Business Mix Changes

- Conversion of a total of 16.6 acres of business/industrial lands to housing/business mix use is envisioned to result in up to 430 new housing units.
- Infill development of currently designated residential properties is likely to result in the construction of more than 900 new housing units at varying densities.

Table 4.7-3: Development Buildout Assumptions –All West Oakland Opportunity Areas

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Net Change					
Non-Residential					
Vacant Lots, Surface Parking, Blighted & Underutilized Buildings, and Businesses Choosing to Relocate	-172	-2,330,000	-790		
Existing Industrial/Business Buildings More Intensively Used	136 remaining	2,300,000 remaining	+5,320		
New Low-Intensity (Low-Rise) Industrial and Business Space	+49	+1,110,000	+2,460		
New High-Intensity (Mid-Rise) Buildings	+66	+4,680,000	+11,010		
Existing Retail Buildings Retained	66 remaining	300,000 remaining	+270		
New Commercial/Retail	+18	+385,000	+870		
sub-total	-40	+3,845,000	+19,140		
Mixed Use					
Existing Mixed Use Areas More Intensively Developed		+185,000	590	1,356	2,975
New Transit-Oriented Development (BART TOD)	+24	up to +670,000	up to 1,675	range from 1,325 to 2,308	range from 3,054to 5,320
Sub-total	+24	range from +185,000 to +855,000	range from +590 to +2,265	range from +2,681 to +3,664	range from +6,029 to +8,295

Table 4.7-3: Development Buildout Assumptions –All West Oakland Opportunity Areas

		Non-Residential		Residential	
	Land Area (net acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
Residential					
New Housing Business Mix Conversions	+17			+430	868
Infill of Single-Family and Townhomes	no change			+175	360
Infill of Multi-Family Sites	no change			+731	1,465
sub-total	+17			1,336	2,693
TOTAL	**0**	**range from 4,030,000 to 4,700,000**	**range from 19,730 to 21,986**	**range from 4,017 to 5,000**	**range from 7,494 to 10,988**

4.8: New Land Use Policies

The current West Oakland General Plan and zoning land use regulations (see **Figure 4.8.1**) allow numerous development options, some of which may be contrary to the direction of this Plan. This broad range of allowed uses may also be slowing development as owners 'hold out' for higher value projects.

While allowing flexibility, this Specific Plan provides more definitive land use direction for the business areas of West Oakland, and provides greater clarity and predictability for property owners, neighbors, and the community at large. The Specific Plan provides this more specific land use policy direction for the business areas of West Oakland located within this Plan's Opportunity Areas by identifying a set of new CIX-1 zone types:

- CIX-1A (Business Enhancement)
- CIX-1B (Low intensity Business)
- CIX-1C (High Intensity Business)
- CIX-1D (Retail Commercial Mix)

These new CIX zone designations are in addition to the proposed 7th Street Historic district provision described in Chapter 8 of this Plan.

These new CIX zone types identify strategically distinct employment uses and building types, reflecting differences in business functions, business ages and sizes, and expected property amenity levels.

The proposed new CIX industrial zone designations will replace the requirements of the Plan Area's existing industrial zoning. To the extent that the new CIX zones identify certain land use types or facilities as requiring a conditional use permit or being subject to design review, the City may rely on this Plan's land use strategies and design guidelines (see **Appendix A**) in their discretionary decision-making process.

These new CIX industrial zones are also supported by the City of Oakland's Overall Industrial Land Use Policy, which is specifically intended to protect the remaining industrial lands in Oakland, recognizing that industrial land is a scarce resource and that preservation of industrial land is vital to the future economic growth of the city.

Height Limits and Urban Form at the West Oakland BART Station TOD

This Plan identifies specific regulatory changes to the currently applicable height limits established under the Planning Code, which are intended to help facilitate and further the land use and urban design objectives and strategies of this Plan.

Limited Industrial Conversions to Housing Business Mix

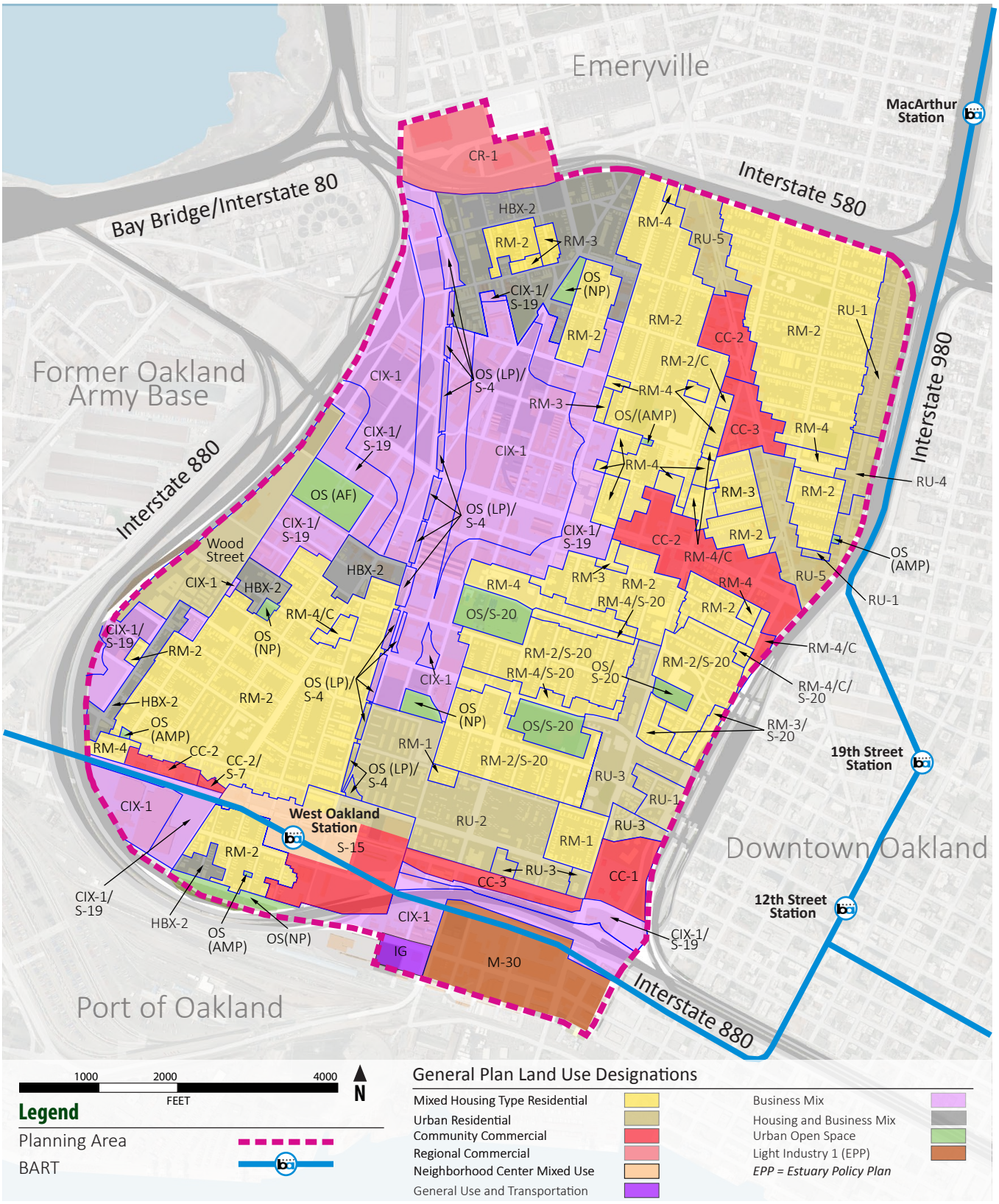
This Plan would allow a limited number of carefully selected industrial sites to be converted to housing/business mix, resulting in General Plan amendments and re-zonings. Criteria by which such areas have been selected includes sites adjacent to already established residential and/or live/work patterns, sites with established buffers between less compatible industrial neighbors, and sites with immediate proximity to parks and other residential amenities.

Each of these fundamental land use strategies are described more fully in the following sections of this Plan.

Residential Areas and other Portions of West Oakland

The residential areas of West Oakland outside of the designated areas of land use change in this Plan will continue to be subject to existing zoning regulations and standards.

Fig. 4.8.1: Existing Plan Area Land Use Designations



BUSINESS / INDUSTRIAL LAND USE STRATEGIES

The following recommended commercial/ industrial land use strategies, including the proposed new CIX zones (see **Figure 4.8.2**), are intended to promote the underlying land use and development objectives described above for West Oakland's primarily industrial areas. As a policy-based Plan, these strategies describe the intent of the Plan's "vision", serving as guidance to operators, neighbors and the broader community, and to City decision-makers. There are also a number of recommended regulatory changes that, if implemented, would continue to provide flexibility and adaptability over time, but which would ensure that the Plan's vision is not precluded by inconsistent development patterns.

Business Enhancement Zone

Intent/Purpose of the New Zone: The purpose of the proposed new Business Enhancement zone is to retain existing buildings, intensify existing business activities, lower vacancies and increase utilization. This CIX industrial zone acknowledges the architectural and historical character of many existing buildings.

Particularly in the near-term, economic development efforts within West Oakland's business-oriented Opportunity Areas should focus on intensification of existing uses, permanent enhancements to the area, and adaptive reuse of existing buildings.

The purpose of the Business Enhancement zone is to facilitate more intensive use of those existing buildings and facilities which remain structurally sound and economically viable, thereby lowering vacancies and increasing utilization.

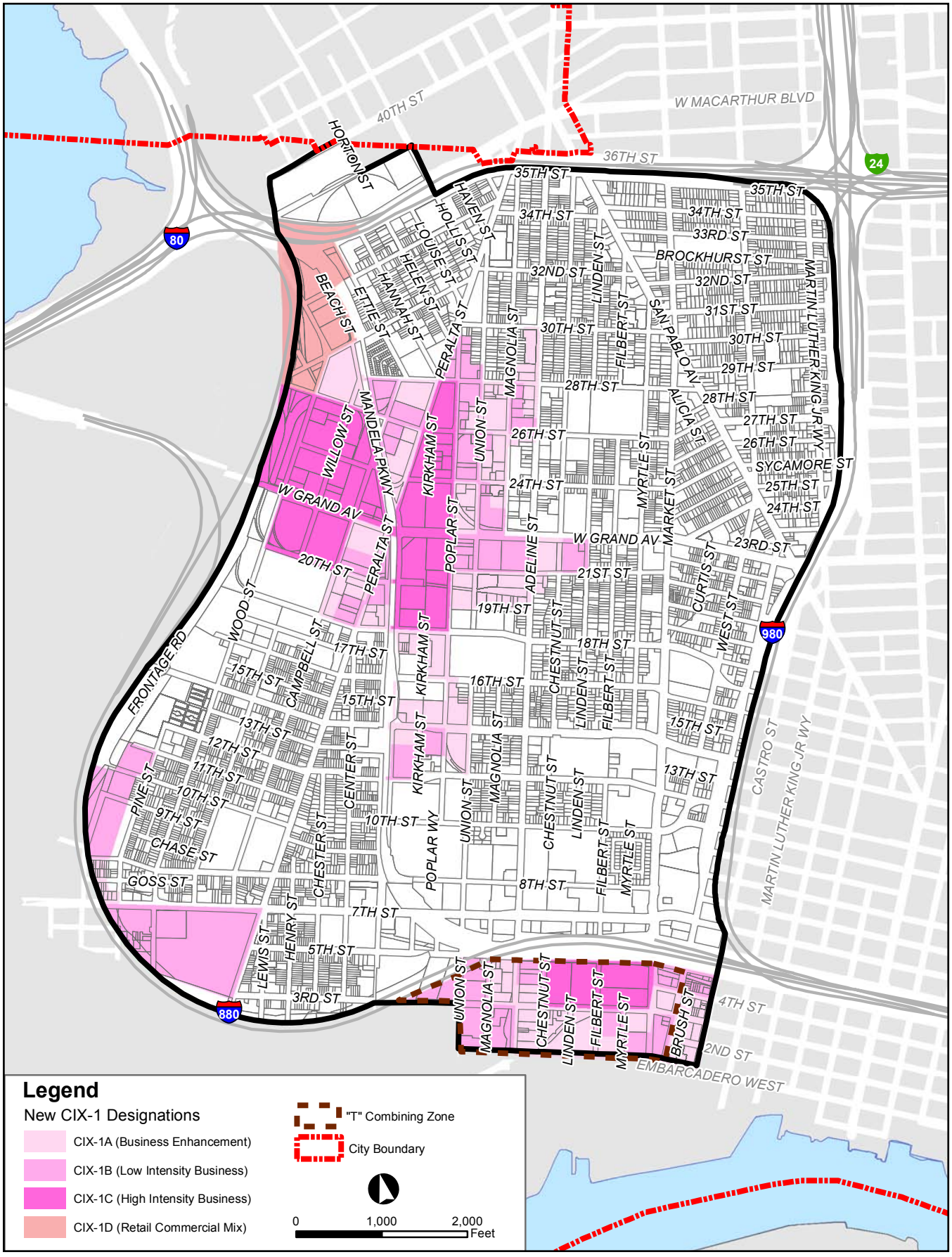
The Business Enhancement zone is intended to apply to certain properties within the Mandela/ West Grand and 3rd Street Opportunity Areas that are currently zoned CIX-1 and that contain a large number of existing non-residential buildings and facilities not utilized to their full potential. The Business Enhancement zone would:

- Encourage innovative reuse of existing buildings (which is typically less expensive than constructing new facilities) with a focus on incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces where start-up businesses can share facilities and equipment;
- Require re-use of existing, larger and/or significant existing buildings unless such reuse is found infeasible; and
- Strongly discourage the removal of existing structures to create surface parking for cars, trucks or shipping containers.

Geographic Area

The majority of land within West Oakland's primarily business-oriented Opportunity Areas (280 net acres located mostly in the Mandela/ West Grand Opportunity Area, but also in the 3rd Street Opportunity Area and selected portions of the 7th Street Opportunity Area) is currently zoned CIX-1, and is comprised of a mix of light industrial and various business uses occupying approximately 6.79 million square feet of building space. These areas historically contained general industrial, manufacturing, and transportation-related uses, but many of these larger industries have left the area over time, leaving older structures and facilities behind. A number of new and emerging businesses (Linden Brewery, Trapeze Arts, the Crucible, etc.) have been attracted to these buildings because of their relative affordability and the availability of large spaces. Many other buildings remain vacant or underutilized.

Fig. 4.8.2: Proposed New CIX-1 Zoning Designations



Of the approximately 270 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, approximately 133 acres (nearly 50%) are designated in this Specific Plan with the proposed new Business Enhancement zone (see Table 4.8-1). This new CIX zone would enable the retention and greater utilization of nearly 5.2 million square feet of existing building space. Projections indicate that this land use zone would retain space currently providing up to 8,700 existing jobs and, even with less overall building space, could accommodate an additional 420 net new jobs based on lowered vacancies and increased utilization.

Table 4.8-1: Current and Proposed Zoning, West Oakland Opportunity Areas

Current Zoning (net acres)	
CIX-1	227
IG	5
M-30	38
Total	**270**
Proposed Re-Zoning to CIX and HBX Zones	
CIX-1A, Business Enhancement	133
CIX-1B, Low Intensity	48
CIX-1C, High Intensity	66
CIX-1D, Retail Commercial Mix	7
	253
HBX, Housing Business Mix	17
Total	**270**

Policy-Based Strategies

Specific land use strategies pertaining to the Business Enhancement zone areas include:

Business Enhance-1: Retain existing buildings unless infeasible, recognizing the capital investment that has already been made and acknowledging the architectural and historical character that many of these buildings possess.

Business Enhance-2: Build upon existing business activities in West Oakland to create additional living wage job opportunities that provide employment to West Oakland residents.

Business Enhance-3: Focus initial economic development efforts on intensification of business activities in existing buildings, and allow/encourage a range of development intensities.

Business Enhance-4: Encourage occupancy of existing buildings with incubators for specific industry/trade groups and for artisans and craftspeople, where small start-up businesses can share existing facilities and equipment.

Business Enhance-5: Continue the re-use of the area's obsolete industrial buildings into workspaces for art studios, creative spaces such as Trapeze Arts, and art-related businesses and institutions like the Crucible.

Business Enhance-6: Discourage removal of existing structures for surface parking for cars or trucks, or for storage of shipping containers. Shipping containers used as an architectural form for new adaptive and perhaps temporary 'pop-up' uses may be considered, based on a design review approval.

Business Enhance-7: Limit the expansion or introduction of new freight/truck terminal, truck yard, and primary waste collection centers to only those zones located within the 3rd Street Opportunity Area.

Business Enhance-8: Recognize that there are different business market sectors and types of uses within the various sub-areas of West Oakland, and seek to retain viable existing building space to provide a diversity of rents and land values geared toward these targeted market sectors.

Business Enhance-9: Limit the permitted floor area ratio of those areas designated for

retention and enhancement of existing buildings as a means of discouraging speculative higher use and preserving affordable rents and land values.

These policy-based strategies are more "carrots" than "sticks", and will not add unnecessary administrative procedures to the infill or expansion of existing building space with new and emerging businesses.

Regulatory Strategies

To better encourage the retention, infill and occupancy of existing and viable building stock within the new Business Enhancement zone areas, the following regulatory changes are recommended:

Design Review: Add a streamlined form of Design Review as a requirement within all West Oakland industrial zones. Within the Business Enhancement zone, design review would be applicable to new buildings, additions and major exterior modifications.

Demolition Permit Criteria: Specific to the Business Enhancement zone, the Design Review application for all projects which propose demolition of existing structures should require the applicant to demonstrate that:

- it is economically, functionally, architecturally, or structurally infeasible to reuse the existing structure;

- that the existing structure has no reasonable use or cannot generate a reasonable economic return, and that the development replacing it will provide such use or generate such return; or that the existing structure constitutes a hazard and is economically infeasible to rehabilitate on its present site.

- Restricted Uses: Amend the CIX zoning provisions to only permit freight/truck terminal, truck yard, and primary waste collection center use on sites within the 3rd Street Opportunity Area.

- Lower the Permitted FAR: Amend the new CIX zoning provisions to lower the permitted Floor-Area Ratio (FAR) from the current ratio of 4:1, to a new ratio of 2:1.

The design review requirement may be implemented through amendments to the base zone regulations in response to this Specific Plan.

The demolition permit requirements for the new Business Enhancement zone would add an additional regulatory provision, but only on those projects that are not fully consistent with the Business Enhancement zone objective of facilitating more intensive use of existing buildings and facilities which remain structurally sound and economically viable. The City already has a similar requirements (Planning Code, Section 17.136.075), which requires regular design review prior to the demolition of an historic property (with the exception of structures declared to be a public nuisance).

The lowered FAR requirement would have very little practical implications on properties with the Business Enhancement zone. For example, the average FAR for all industrial and business land uses within the Mandela/West Grand Opportunity Area (including all developed properties) is currently less than an FAR of 1.0:1 today. Of the approximately 70 acres (or nearly 3.1 million square feet) of land within this Opportunity Area which would have the Enhancement zone, there is approximately 2.3 million square feet of existing building space, equivalent to an FAR of just under 0.75:1. Lowering the permitted FAR to 2:1 in this area would not adversely affect minor additions or alterations, but would discourage speculative assumptions regarding potential increased building potential, rents and land values.

Low Intensity Business Zone

Intent/Purpose of the New Zone: Attract new businesses and different business market sectors to West Oakland by facilitating and encouraging appropriately sited new business and industrial developments. Ensure that such new development projects contribute to the economic and environmental health of the West Oakland community.

The proposed new Low Intensity Business zone is intended to accommodate a growing demand for a broad range of new custom and light manufacturing, light industrial, warehouse, research and development, clean/green industrial, and service commercial uses that provide good-paying blue collar and green collar jobs.

Whereas the Business Enhancement zone is intended to foster economic revitalization through the preservation and intensification of use of existing buildings, the CIX Low Intensity Business zone is intended to identify sites within West Oakland's business-oriented Opportunity Areas where construction of new buildings and facilities to accommodate new business and light industries should occur.

Geographic Area

Generally, the sites designated with the proposed CIX Low Intensity Business zone are vacant or underutilized lots, or properties which contain structures so heavily blighted or compromised as to be a hazard or a detriment to the economic development of surrounding properties (see Figure 4.8.2). Frequently, these sites also have a legacy of soil and groundwater contamination in need of clean-up and remediation.

Nearly all of the properties with the proposed CIX Low Intensity Business zone are located either within the Mandela/West Grand or a selected portion of the 7th Street Opportunity Areas. Of the nearly 266 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 48 acres (18%) are designated in this Specific Plan with the Low Intensity Business land use overlay (see Table 4.8-1). These sites are expected to be able to accommodate as much as nearly 1.18 million square feet of new building space and providing up to 2,600 new jobs.

Policy-Based Strategies

Specific land use strategies pertaining to the Low Intensity Business zone areas include:

Low Intensity Bus-1: Capture a greater share of the shifting regional market, which is seeing a change from traditional industrial use to more modern flexible space that can accommodate a wide variety of business applications.

Low Intensity Bus -2: Develop marketing and outreach programs to target the attraction of advanced manufacturing companies and other "new economy" commercial ventures, as well as the expansion of Oakland's creative economy arts and "makers" industries.

Low Intensity Bus-3: Designate certain sites where new development can encourage lower-scale, light industrial uses and development that provides for custom artisan, additive and advanced manufacturing (also known as 'urban manufacturing'), technical design engineering and construction businesses, and other light industrial business uses that provide good-paying, middle-wage jobs.

Low Intensity Bus -4: As new developments occur, leverage the increased investment of private capital to cleanup and redevelop previously contaminated sites.

Low Intensity Bus -5: Prohibit establishment of new sites for parking of trucks and shipping containers to only those zones within the 3rd Street Opportunity Area, except where the new repurposing and adaptive reuse of shipping containers as in interim use (for retailing, arts-based use, etc.) can be implemented, pending design review approval.

Low Intensity Bus-6: Limit the permitted Floor Area Ratio of those lots designated for lower intensity business and industrial use as a

means of discouraging speculative higher use, retaining the lower intensity character of the area, and preserving relatively affordable rents and land values.

Regulatory Strategies

The new CIX Low Intensity Business zone zoning provisions will serve to facilitate the permitting process for new lower-scale, light industrial uses and development activities within the industrial areas of West Oakland.

Restricted Uses: Amend the CIX zoning provisions to only permit freight/truck terminal, truck yard, and primary waste collection center use on sites within the 3rd Street Opportunity Area.

Lower the Permitted FAR: Amend the CIX zoning provisions to lower the permitted Floor-Area Ratio (FAR) from the current ratio of 4:1, to a new ratio of 2:1.

The lowered FAR requirement would fully enable the amount of new, lower intensity industrial and business development as envisioned under this plan. For example, on the approximately 29 acres (or approximately 1.26 million square feet) of land within the Mandela/West Grand Opportunity Area which would have the Low Intensity Business overlay, this Plan forecasts the development of approximately 640,000 square feet of new building space, equivalent to an FAR of only about 0.5:1. Lowering the permitted FAR to 2:1 would not limit the expected development potential of this Plan.

High Intensity Business Zone

Intent/Purpose of the New Zone: Attract a greater share of "new economy" land use types, recognizing a shifting regional market change from traditional industrial use, to more modern and flexible space that can accommodate a wide variety of business applications.

The proposed new CIX High Intensity Business zone seeks to capitalize on West Oakland's tremendous geographic advantages, specifically its physical location in the heart of the East Bay, near the hub of the Bay Area's freeway system and regional transit system. The West Oakland BART station is located in the south, and the MacArthur BART station is located approximately one-quarter mile north. The locational advantages of West Oakland as a place for vibrant, new businesses are compelling. However, West Oakland (and Oakland in general) has not yet attracted its share of the "new economy" business development, which has instead chosen to develop in other cities which surround Oakland.

There are several sites throughout West Oakland which are either large (i.e., 5 acres or more), or which could be assembled into a single large parcel. Some of these sites are relatively un-encumbered or soon to be available (such as via the relocation of identified recycling operations to the former Oakland Army Base), and could accommodate newer "green-tech/clean-tech", Research & Development (R&D), advanced manufacturing and medical device manufacturing, potentially biotechnology, and institutional-type users. In the long-term, there are additional sites that might become available for new development opportunities based on market demand and timing.

- The new High Intensity Business zone is proposed for sites with strong locational advantages that make possible the attraction of high intensity commercial and light industrial land use types.
- Expected uses include R&D, digital and media arts, life sciences, and information and other information technology uses.
- Expected amenities and land improvements would include frontage improvements, landscaped buffers from adjacent uses, and a coordinated landscape and open space plan. New infrastructure including expanded wastewater (for labs) and broadband needs may be necessary to accommodate certain types of these new uses (see Chapter 6: Public Infrastructure for more information).
- New development would likely be mid-rise in height (4 to 5 stories high), in a building cluster configuration with structured parking and ground-floor flex space.
- The Specific Plan assumes multiple buildings phased-in over time, using undeveloped areas

for surface parking in earlier phases but planned for structured parking in later phases.

- New development should engage and enhance the public realm. Buildings should be massed with the face of buildings at the edge of the sidewalk. Main entrances should face the sidewalks and not inner courts or parking areas. Active uses, such as retail stores, eateries, or offices serving the public, should be located on the ground floor and directly accessible from sidewalks. Significant lengths of parking would not be allowed along street frontages. Blank walls of over 20 feet in length and facing streets would also be strongly discouraged.

- Building massing and fenestration should create compatible transitions to adjacent less intensive development.

Geographic Area

Several Opportunity Sites conveniently accessed by transportation and transit corridors are targeted sites for accommodating these types of land uses. Figure 4.8.1 identifies specific locations, each of which is at least 5 acres in size, as having a High Intensity Business zone.

Of the 270 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 66 acres (25%) are designated in this Specific Plan with the CIX High Intensity zone (see Table 4.8-1). These sites are expected to be able to accommodate as much as 4.7 million square feet of new building space, providing as many as 11,000 new job opportunities.

Policy-Based Strategies

Specific land use strategies pertaining to the High Intensity Business zone areas include:

High Int. Bus.-1: Promote headquarters buildings for corporations and larger institutions, advanced manufacturing companies and other "new economy" commercial ventures, and may include a mix of different business functions on the same site.

High Int. Bus -2: Promote the strong locational advantages of several key High Intensity zone sites which are currently vacant and/or highly underutilized, or which are anticipated to become vacant in the short-term time period. These sites include the sites where existing recycling operators are anticipated to relocate to the former Oakland Army Base.

High Int. Bus -3: While planning for higher density new development in the long term, recognize that many of these sites may grow incrementally over time. Allow less intensive interim uses in the short-term, but plan to accommodate new development in multiple buildings, phased-in over time.

High Int. Bus -4: Within the earlier phases of new developments, undeveloped sub-parcels may be used for surface parking by immediate business users and customers in the near-term, with plans for structured parking to be built in later phases.

High Int. Bus -5: On-going business operations in High Intensity zones are encouraged to stay, but to consider the strong economic advantages associated with new development in multiple buildings in the longer term.

Regulatory Strategies

All of the land area designated for the new High Intensity Business zone pursuant to this Specific Plan (50 acres) is currently zoned Commercial-Industrial Mix (CIX-1), or General Industrial (M-30), and is located either within the Mandela/West Grand or 3rd Street Opportunity Areas. Both the CIX-1 and M-30 zoning districts have a wide range of permitted land use types that include the higher intensity new development in multiple buildings envisioned in this overlay, and have relatively high permitted floor-to-area ratios (FARs) which could accommodate the mid-rise buildings anticipated.

To better ensure that these sites attract higher intensity, economic-engine type uses, the following regulatory changes are recommended, specific to the new CIX High Intensity zone:

Design Review: Add a streamlined form of Design Review as a requirement for projects located in the High Intensity Business zone. The Design Review process should be used to implement the West Oakland design guidelines (see Appendix A), and consider the quality of individual site plans and architecture of future developments.

Restrictions on Use: Modify the list of permitted and conditionally permitted uses on those properties with a High Intensity zone, to restrict the permanent establishment of the types of uses which generate substantial truck traffic, and which have the potential to result in air and noise pollution within the nearby neighborhoods, and that would preclude more desired uses.

- Amend the CIX zoning provisions to only permit freight/truck terminal, truck yard, and primary waste collection center use on sites within the 3rd Street Opportunity Area.

Planned Development Permits: New development proposals for all High Intensity Business zone sites of 60,000 square feet or greater should obtain approval of a Planned Unit Development (PUD) permit prior to issuance of any building permits.

Retail Commercial Mix Zone

Intent/Purpose of the New Zone: Provide needed goods and services to West Oakland residents by increasing the number of large retail and commercial establishments.

The proposed new CIX Retail Commercial Mix zone is intended to encourage large retail and commercial businesses in locations with good freeway access serving the larger regional market, and that also provide needed goods and services to West Oakland residents. The Specific Plan envisions these types of uses evolving as an extension of existing retail and commercial districts in nearby areas.

The CIX Retail Commercial zone is intended to:

- Accommodate large retail and commercial uses including comparison goods (like the existing large format retail stores in the upper portion of the Mandela/West Grand Opportunity Area).

- Building floor-plates are typically large, single-purpose structures with tall first floor elevations.

- Large retail and commercial uses may be served with surface parking or by shared structured parking.

Geographic Area

Several strategically located large sites in West Oakland (see **Figure 4.8.2**) are candidate sites for accommodating new large retail and commercial land uses, presuming they can also address appropriate regional access and anticipated increased traffic circulation.

Of the 270 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 7 acres (nearly 3%) are designated in this Specific Plan with the CIX Retail Commercial Mix zone (see **Table 4.8-1**). These sites are expected to be able to accommodate as much as nearly 305,000 square feet of new retail space and provide for as many as 670 new retail-based jobs.

Policy-Based Strategies

Specific land use strategies pertaining to the Retail Commercial Mix zone areas include:

Large Retail Commercial-1: Provide residents with more retail and commercial opportunities by capitalizing on West Oakland's proximity to existing destination retail districts in surrounding areas, such as the BayBridge Shopping Center, IKEA and Bay Street Emeryville. The Retail Commercial Mix zone provides land use direction as to the desired (or preferred) land use types within this zone, but does not preclude other permitted CIX land uses.

Large Retail Commercial-2: Attract a mix of comparison goods retail, and popularly priced retail to large format stores.

Regulatory Strategies

The Retail Commercial Mix zone is applied to specific properties in the most northerly and northwestern portion of the Mandela/West Grand Opportunity Area. The CIX-1 zone already permits the large format retail uses envisioned under this Plan. However, the list of permitted land uses under the current CIX-1 zone is so large as to also permit potentially incompatible land uses as well. The purpose of the Retail Commercial Mix zone is to provide land use direction as to the desired (or preferred) land use types within this zone, but does not preclude other permitted land uses, other than as described below.

Design Review: Add Design Review as a requirement for projects located in the Retail Commercial Mix zone area. The Design Review process should be used to consider the quality of individual buildings and site plans and extent to which the design helps to integrate the upper Mandela Parkway area into a cohesive retail and commercial environment.

Restrictions on Use: Modify the list of permitted and conditionally permitted uses on those properties with the Retail Commercial Mix zone to restrict the permanent establishment of the types of uses which generate substantial truck traffic and which have the potential to result in air and noise pollution within the adjacent neighborhoods, and that would preclude the more desired large retail and commercial types of uses.

Specific uses considered unsuitable for these large retail and commercial sites include freight/truck terminals, truck yards, and primary waste collection centers.

Regional Commercial (CR-1) Zoning

Several existing large format retail sites north of the freeway (such as the BayBridge Shopping Center, IKEA and Target) are currently zoned CR-1: Regional Commercial. The CR-1 zone is intended to maintain, support and create areas of the City that serve as region-drawing centers of activities, including a wide range of retail uses.

3rd Street Opportunity Area Re-Zoning

Intent: Re-zone the portions of the 3rd Street Opportunity Area which are designated in the Estuary Policy Plan as Light Industry-1 to match the CIX West Oakland industrial/business zoning.

Geographic Area

A substantial portion of the 3rd Street Opportunity Area (slightly more that 38 net acres) are currently zoned M-30, and are one of the only places left in the City with this older industrial zoning. Wh en the City re-zoned much of the West Oakland business/ industrial areas to the current CIX-1 zone, these properties were not rezoned at that time because they are located within the General Plan's Estuary Policy Plan area, and it was thought that all of the Estuary would be re-zoned at a later time.

Additionally, a nearly 5-acre site at the end of Magnolia Street is currently zoned IG, which is a zoning designation which applies only to Port properties throughout the remainder of the City.

Both of these two areas should be re-zoned to match the intent of the business/industrial areas of West Oakland (see **Figure 4.8.2**).

Regulatory Strategies

3rd Street M-30 Re-zone-1: Re-zone the 38.5 acres of land currently zoned M-30 in the 3rd Street Opportunity Area to the CIX zoning designations as indicated in the Land Use Diagram of this Specific Plan.

3rd Street IG Re-zone-2: Re-zone the approximately 5-acre area currently zoned IG in the 3rd Street Opportunity Area to the new CIX zone type(s) indicated in the Land Use Diagram of this Specific Plan.

3rd Street CIX-1 Land Use Restrictions: Continue to permit or conditionally permit freight/truck terminals, truck yards, and primary waste collection centers within some or all of the 3rd Street Opportunity Area, similar to the original CIX-1 zoning districts permitted and conditionally permitted land uses on those properties. The 3rd Street Opportunity Area is more appropriate for these uses than the

rest of West Oakland because of the area's proximity to the Port of Oakland, and because residential use is prohibited and existing neighborhoods are separated from this Opportunity Area by Interstate 880.

3rd Street Opportunity Area Trucking Activity

Intent: Reflect the potential for heavy truck usage in the area by instituting land use provisions that allow for significant truck activity.

Geographic Area

Because of its proximity to the Port of Oakland, development of uses that support the Port as well as similar intensive land uses, and the I-880 freeway the 3rd Street area can be expected to sustain significant trucking activity. The previously described new CIX zones will include a "T" Overlay that can be combined with any of the new CIX-1A,, CIX-1B, CIX-1C or CIX-1D base zones as appropriate, in order to designate the allowed areas for heavy truck impact land uses.

Regulatory Strategies

3rd Street Trucking-1: Map the "T" Zone Overlay on portions of the 3rd Street Opportunity Area immediately below the I-880 freeway (see previous Figure 4.8.2).

WEST OAKLAND BART STATION AREA, TRANSIT-ORIENTED DEVELOPMENT STRATEGIES

Mixed Use Development TOD Zone

Intent: Maximize the locational asset of the West Oakland Bay Area Rapid Transit (BART) Station by locating new commercial office and high-density housing near this major transit resource; and include various commercial, civic and light industrial activities that complement residential activities and which create both a day- and night-time destination district at this significant transit node.

Current S-15 zone applies on those blocks surrounding the West Oakland BART station and along the south side of 7th Street from Peralta Street to Linden Street. The current S-15 zone encourages concentrated development with pedestrian amenities near the transit station. The current S-15 zone allows a mix of residential, civic, commercial, and light industrial activities.

This Specific Plan seeks to provide specific development guidance for an envisioned "transit village" at the West Oakland BART Station (also known as a "Transit-Oriented Development" project or TOD), and to further define a preferred development concept for this TOD site. The important land use and development concepts for the TOD site as envisioned under this Plan include:

- Multi-family residential units above ground-floor neighborhood-serving retail, civic or light industrial uses.

- Substantial commercial, office, or government/ institutional space are envisioned as part of the development concept to ensure that the West Oakland BART station area is a major daytime destination, not simply a bedroom commuter neighborhood where residents leave for the day and return at night. Commercial, civic and light industrial uses should be compatible with residential development and promote 'round the clock' activity.

- Allowed building heights are tallest nearest to the freeway and within the internal portions of the TOD site, and gradually lower in height to transition into the surrounding residential neighborhoods.

- A new structured parking garage is envisioned near the I-880 freeway, with the potential for multi-family residential or office space above.

- Requirements for ground-floor uses are intended to be flexible to reflect varying market conditions. For example, retail commercial space (which can be difficult to establish in early phases of development) can be supplemented with custom or light manufacturing activities akin to industrial arts operations to increase activity and spotlight local cultural resources in this critical transportation and development hub.

- Urban open spaces should be an integral component of the overall design. These urban open space areas should include plazas, courtyards and wide pedestrian spaces, as well as a Prescott Neighborhood Urban Open Space area located between the TOD site and the adjacent neighborhood.

- General industrial and heavy industrial activities should be prohibited at the TOD site.

Policy-Based Strategies

Specific land use strategies pertaining to the Mixed Use Development TOD zone area include:

TOD-1: Implement the City's land use policies for the area surrounding the West Oakland BART station through creation of new or modified S-15: Transit Oriented Development zone.

TOD-2: Create a high-density residential, commercial, and mixed-use development which might also include the artistic economic enterprises within the West Oakland district with creative working space for technology, innovative science activities drawing upon the desires of some in those industries for creative space with room for innovative production.

- This mixed use development can draw upon local anchors such as The Crucible, American Steel, Bruce Beasley Studios, as well as the Blues Walk of Fame along 7th Street for core activity inspiration and business tenant attraction.

TOD-3: Ensure a safe and pleasant pedestrian environment near the West Oakland BART Station.

TOD-4: Allow a mixture of residential, civic, commercial, and light industrial activities.

TOD-5: Provide amenities such as benches, kiosks, lighting, public art, high quality pavement materials, drought tolerant landscaping, and specialty uses such as outdoor cafes.

TOD-6: Limit conflicts between vehicles and pedestrians, and add urban infrastructure as demonstrations of the best of the new industry standards.

TOD-7: New residential and commercial development along the perimeter of the TOD site, nearest to the South Prescott neighborhood, should include a gradual transition in height and density to the surrounding lower-density residential neighborhoods, with building heights stepping down to as low as 2-stories immediately adjacent to existing homes.

Regulatory Strategies

The overall density and built form of the West Oakland BART Station TOD is primarily defined by regulated building heights. See **Figure 4.8.3** for the currently effective building heights proscribed under current zoning.

This Specific Plan proposes amending the current Zoning Code's height limits (see **Figure 4.8.4** to provide for a more precisely defined urban form which can accommodate the following objectives:

- Make fuller use of the opportunity to capitalize on the transit benefits that are unique to the West Oakland BART Station TOD, as well as its proximity to Downtown Oakland,

Jack London District, and Downtown San Francisco.

- Create a vibrant higher density residential and commercial mixed-use transit village that bolsters revenue and generates jobs with varying career pathways.

- Establish new buildings which serve to buffer the adverse noise and air quality effects of the I-880 freeway, currently affecting West Oakland's existing neighborhoods, while incorporating building construction and design strategies which protect new residents of these buildings from the same adverse effects.

- Use new buildings and parking garages to buffer the TOD and surrounding neighborhoods from the industrial activities at the Amtrak Maintenance Station located just south of the freeway.

- 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.

- Work to establish an urban open space buffer/ green space at the site of the former AMCO Chemical/DC Metals facilities, which are currently under investigation and remediation planning due to soil and groundwater contamination.

To achieve these urban form objectives at the West Oakland BART station TOD site, the following regulatory amendment is recommended:

Commercial/Corridor Height Limit Amendment: Amend the City's Zoning Map to re-designate the Commercial/ Corridor Height Limits near the West Oakland BART Station as indicated in **Figure 4.8.4.**

Fig. 4.8.3: Existing Building Heights at Transit-Oriented Development Area

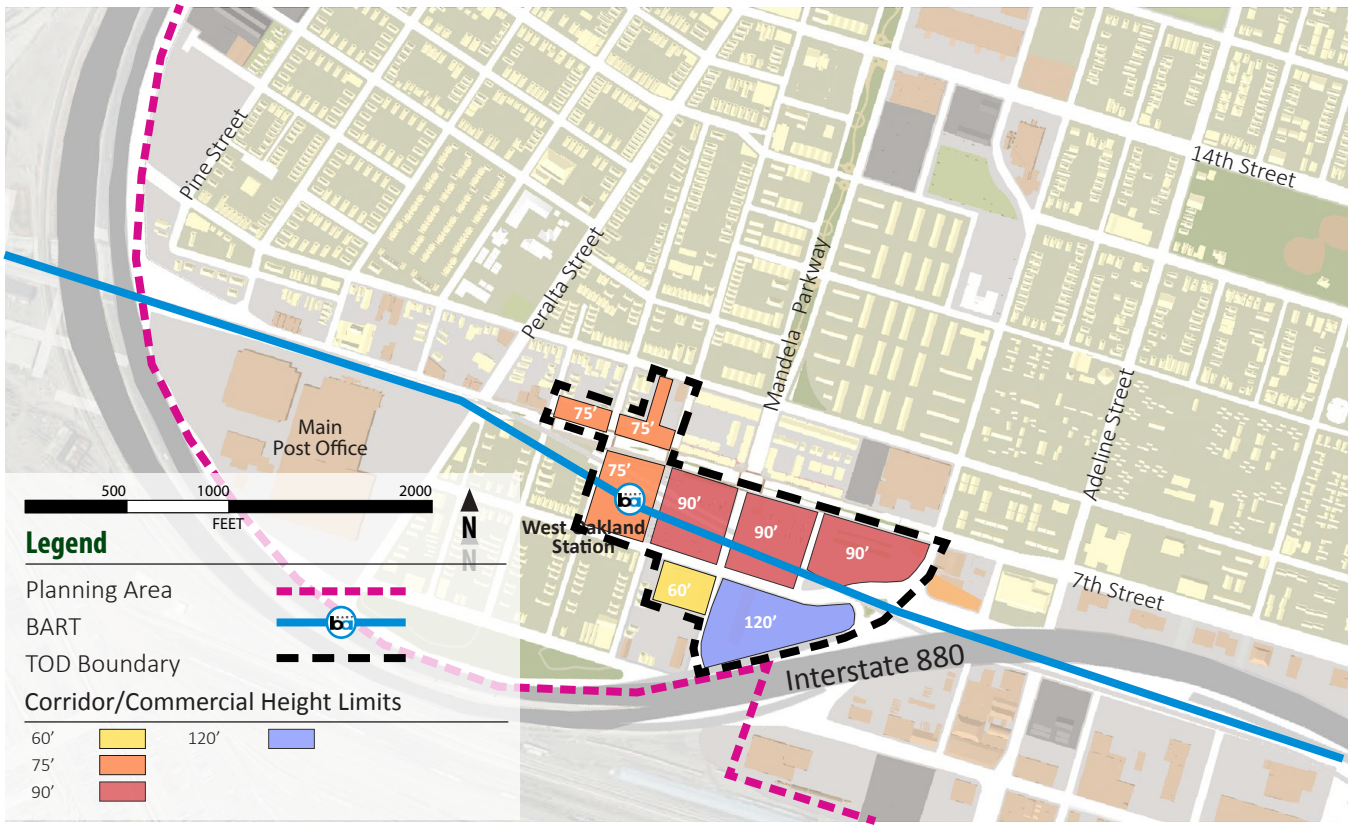
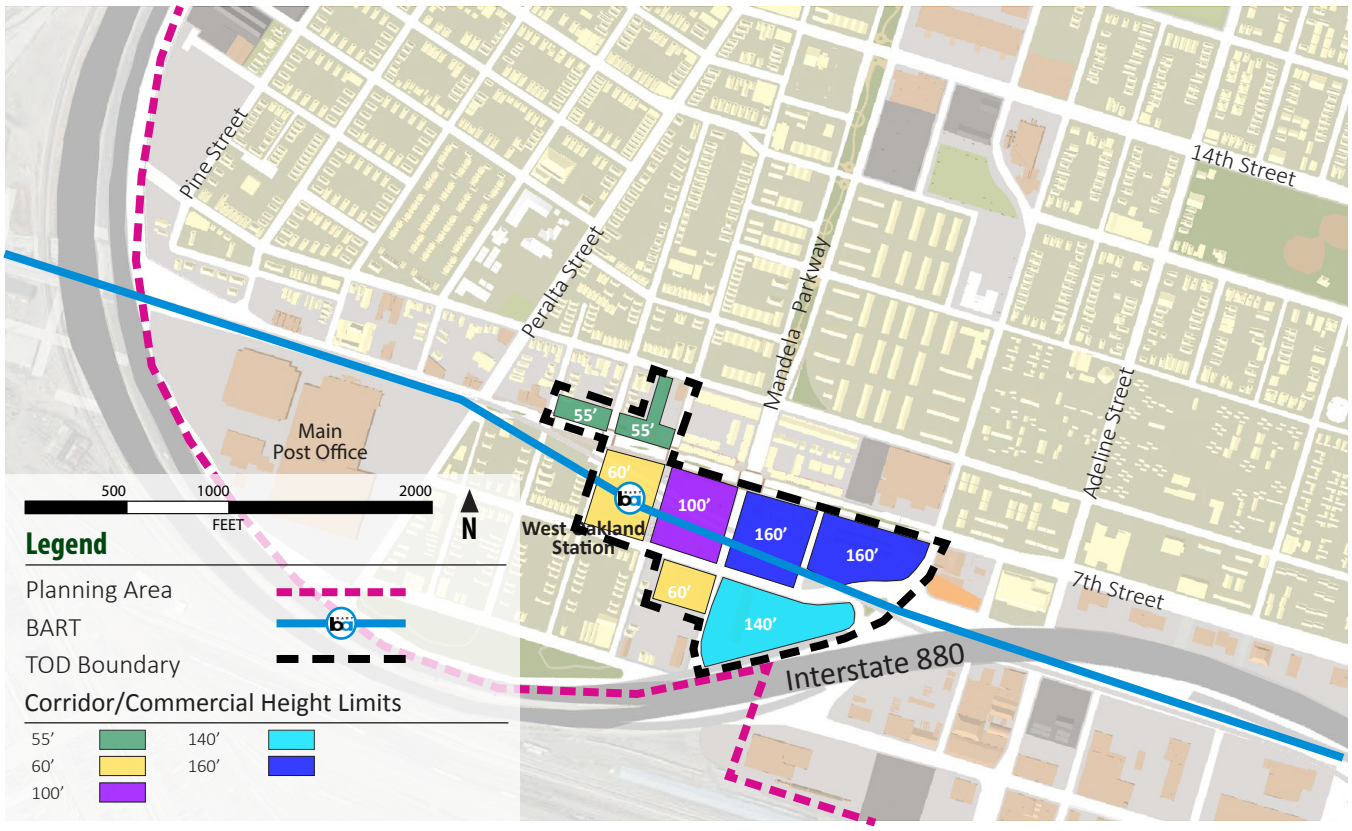


Fig. 4.8.4: Proposed Building Heights at Transit-Oriented Development Area



LIMITED INDUSTRIAL CONVERSION STRATEGIES

Intent: Establish a well-defined regulatory boundary between West Oakland's residential neighborhoods and its industrial base.

In several areas within West Oakland, there is no clearly defined edge between residential and industrial areas, and these two uses interweave and overlap among individual parcels. This land use pattern often results in heavy truck traffic with its associated noise and fumes directly affecting residential neighborhoods.

This Specific Plan seeks to establish a clearly defined boundary between these two differing land uses, differentiating between this Plan's primarily industrial/business Opportunity Areas and the adjacent Residential Areas. Currently, the boundary between existing residential uses and nearby industrial land uses is not entirely clear along the edges of some of the Plan's Opportunity Areas. This Specific Plan seeks to further clarify this edge with inclusion of a limited number of carefully selected new residential and live/work areas intended to more firmly establish this boundary (see Figure 4.8.5).

Policy-Based Strategies

Limited changes to the Housing Business Mix General Plan land use designations and zoning are proposed at specific sites, totaling approximately 16.6 net acres, all located at various locations where the edges of existing residential and industrial areas. Criteria by which these edge sites have been selected include:

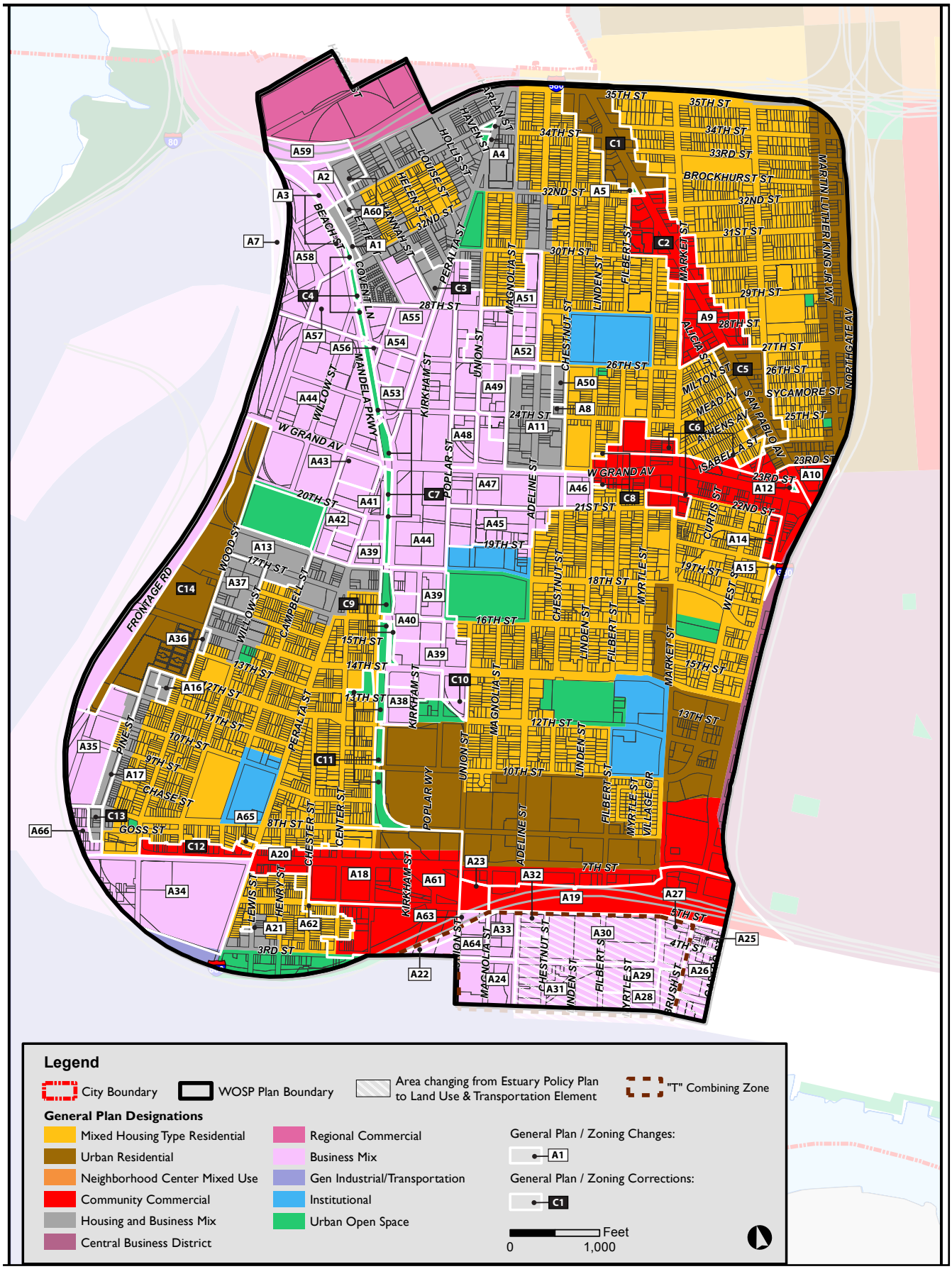
- The site is located within an area already established as a residential neighborhood, where industrial use is an outlier use or is incompatible with its surroundings;
- The site is in close proximity to a pre-established buffer (i.e., a park, a current S-19 zoning buffer, or a major roadway) between the residential areas and its nearest industrial neighbors; and/or
- The site has immediate proximity to public parks and other amenities that would be better served by having lower impact uses around it.

These sites include:

Ind. Conv.-1: Phoenix Iron Works Site: This site is located on the west side of Pine Street between Shorey Street and 9th Street. It is a long-vacant property remaining from a prior industrial use, with ongoing surface storage of large steel pipes. Change this site to enable residential and live/work uses along the Pine Street frontage (approximately 1.5 acres), resulting in similar densities and massing as the surrounding residential area, and better defining the residential/industrial edge along this portion of the neighborhood.

Ind. Conv-2: Roadway Site: This site consists of two blocks bounded by 17th Street, 18th Street, Wood Street and Campbell Street, the adjacent south block face on 17th Street between Willow Street and Campbell Street, and the two south blocks bounded by 17th Street, Wood Street, 15th Street, and Willow Street (approximately 8.3 acres) . At this location, allow housing and business mix uses compatible in scale with adjacent residential uses. Establishment of live/work uses at this location would establish a more compatible low impact edge along the southern edge of Raimondi Park and reduce potential incompatibilities associated with adjacent industrial uses.

Fig. 4.3.5: General Plan & Zoning Amendments



Ind. Conv-3: Adeline Street: Located just outside the southeastern edge of the Mandela Grand Opportunity Area are several city blocks generally bound by 26th Street to the north, Magnolia Street to the west, West Grand Avenue to the south, and Chestnut Street to the east. The area to the north and east of Chestnut Street is characterized by residential land uses and McClymonds High School, whereas the area to the west of Magnolia Street is characterized by a mixture of business and industrial uses. The area between Chestnut Street and Magnolia Street contains a mixture of business/industrial, residential and live/work uses. Retain this mix of land uses which act as a buffer between the business/industrial uses to the west and the residential uses to the east.

Ind. Conv-4: Ettie Street at 28th Street: Situated within the northern-half of the Mandela Grand Opportunity Area is an approximately 3.4-acre area bounded by 32nd Street to the north, Ettie Street to the west, 28th Street and Peralta Street to the south, and Hannah Street to the east. The existing land use characteristics to the south of 28th Street are a mix of industrial business types. At this location, establish a clear boundary at 28th Street such that uses to the south of 28th continue to be mixed industrial, and uses to the north permit infill of housing and business mix uses.

General Plan Amendments and Re-Zonings[1]

In order to allow these sites to convert to residential use, the following General Plan amendments and re-zoning actions are recommended (see Figure 4.8.5):

[1] Refer to **Figures 4.8.5** and **4.8.6** for illustration of all recommended General Plan and Rezoning actions, and to **Table 4.8-2** for specific description of recommended actions.

Neighborhood-Serving Retail

Intent: Attract more local neighborhood retail to West Oakland in order to provide for more neighborhood-serving shopping opportunities.

Existing retail uses in West Oakland do not fully meet the needs of residents, resulting in the need for residents to travel outside the area to meet their basic retail needs. This results in "leakage" of sales revenue, jobs and income to surrounding communities.

- Neighborhood-serving retail uses include grocery, small professional services and retail services establishments, cafes and restaurants, etc.
- The Neighborhood-serving retail typically includes stand-alone 1- and 2-story commercial buildings, as well as vertically integrated mixed-use buildings with neighborhood serving retail uses on the ground floor and residential or commercial uses on upper floors.

Neighborhood-serving retail use is envisioned under this Plan at the street-level within many new developments. The envisioned transit-oriented development near the West Oakland BART Station, each of the High Intensity zone sites, and many infill parcels along 7th Street, the commercial corridor along West Grand Avenue, and along the San Pablo Avenue corridor are all planned to accommodate new neighborhood-serving retail uses. In total, the Plan envisions an increase from about 445,000 square feet of existing retail space, to nearly 1 million square feet of retail, providing for growth of approximately 1,200 new retail jobs.

Policy-Based Strategies

Specific land use strategies pertaining to neighborhood-serving retail land uses include:

Neigh. Retail-1: Increase the availability of fresh, healthy foods in West Oakland by promoting development of a full-sized grocery store.

Neigh. Retail-2: Encourage the establishment of several smaller-sized grocery stores throughout the Plan area.

Neigh. Retail-3: Promote the addition of other important, missing retail uses, including a drug store or other convenience use, most effectively co-located with a grocery store.

Neigh. Retail-4: Encourage the establishment of restaurants that serve employees, residents, and which attract both local and out of area customers.

Regulatory Strategies

Neighborhood serving retail land uses are already allowed and encouraged under current zoning regulations.

- The blocks along 7th Street between Wood Street and Peralta Street, the frontage parcels on San Pablo Avenue from 29th Street to 32nd Street, and the commercial corridor along West Grand from Chestnut to San Pablo are all zoned CC-2. The CC-2 zone is intended for a wide range of commercial businesses with direct frontage and access along corridors.
- The blocks along San Pablo Avenue from 27th Street to 30th Street are currently zoned CC-3.
- Much of the area near the Clawson neighborhood and selected areas at the northern and western edges of the Prescott neighborhood are currently zoned HBX-2. The HBX-2 zone provides development standards for areas that have a mix of industrial, certain commercial and medium density residential development. The HBX-2 zone recognizes the equal importance of housing and business, allows residential and commercial activities to compatibly co-exist, provides a transition between industrial areas and adjacent residential neighborhoods encourages development that respects environmental quality and historic patterns of development, and fosters a variety of small, entrepreneurial, and flexible home-based businesses.
- The blocks along San Pablo Avenue north of 32nd Street to I-580 and south of 27th Street to West Grand Avenue are currently zoned RU-5. The RU-5 zone is intended for multi-unit, mid- and high-rise residential structures with ground floor neighborhood serving businesses on major corridors.

Thus, the current zoning regulations already in place serve to foster the Specific Plan's intent to provide greater neighborhood-serving shopping opportunities, and no regulatory changes are necessary.

Rezoning[2]

To better emphasize the desired commercial nature of the area the intersection of West Grand Avenue and San Pablo Avenue, the following regulatory changes are recommended:

- Rezone the northeast and northwest quadrants of the San Pablo/Grand intersection Urban Residential (RU-5) to the Community Commercial (CC-2) zone to signify its retail focus.
- Intersection of 30th Street, San Pablo Avenue, and Market Street to the north, Market Street to the west, 27th Street to the south, and San Pablo Avenue to the east: Rezone this area from Community Commercial (CC-3) to Community Commercial (CC-2).

Although existing zoning allows mixed use development, the Community Commercial (CC-2) zoning emphasizes the commercial aspects of development to a greater extent.

Lower Density and Mixed-use Residential Infill

Intent: Allow for a range of low- to mid- density housing opportunities.

There are numerous smaller infill sites within established residential neighborhoods and along mixed-use roadway corridors (i.e., 7th Street and San

[2] Refer to **Figures 4.8.5** and **4.8.6** for illustration of all recommended General Plan and Rezoning actions, and to **Table 4.8-2** for specific description of recommended actions.

Pablo Avenue) that already have established buffers from less compatible industrial neighbors and that are able to accommodate additional residential infill development. Additionally, West Oakland's established residential neighborhoods have the potential to accommodate additional residential infill development.

Policy-Based Strategies

Specific land use strategies pertaining to residential infill sites include:

Low Dens. Res.-1: Encourage infill residential development within the West Oakland Residential Areas that is compatible in scale and character with the surrounding neighborhood.

Regulatory Strategies

Current zoning for the established residential neighborhoods and along mixed-use roadway corridors such as 7th Street and San Pablo Avenue is already consistent with the Specific Plan's intent to develop lower density residential and mixed-use land use on these sites.

Enhancing the Commercial Corridors

Intent: Emphasize the desired commercial nature 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-5) to the Community Commercial (CC-2) zone to signify its retail focus. Although both zoning types permit mixed use development, the Community Commercial designation emphasizes the commercial aspects of development to a greater extent.

Other Conforming Re-zonings[3]

Intent: The Specific Plan also proposes several administrative rezoning and/or General Plan amendments (see Figure 4.3.4) that clarify and provide better conformance between land use planning policy and regulations.

Conform-1: Clarifying the boundaries between the Business Mix and the Housing & Business Mix land use designations at the following locations

- A linear stretch of land bounded by 34th Street, Mandela Parkway and 32nd Street, along the eastern edge of Mandela Parkway, the remnants of (former) Cypress Freeway right-of-way and currently a surface parking lot;
- The area bounded by the above-grade MacArthur Freeway (580) right-of-way, Mandela Parkway 34th Street, and a portion of Ettie Street;
- The southern and western portion of the block bound by 32nd Street to the north, Hannah Street to the west, Peralta Street to the south, and Helen Street to the west;
- The southwestern corner of the Prescott-Oakland Point Neighborhood bound by 12th Street, Pine Street, 11th Street, and Wood Street to east;
- An area near Wade Johnson Park, located near the intersection of Mandela Parkway and 12th Street; and
- The area bounded by Shorey Street, 7th Street and Pine Street.

Conform-2: Apply Urban Open Space land use designations and zoning to City-owned parks and medians in Mandela Parkway and at other locations where open space resources exist:

[1] Refer to **Figures 4.8.5** and **4.8.6** for illustration of all recommended General Plan and Rezoning actions, and to **Table 4.8-2** for specific description of recommended actions.

- Union Plaza Park and Fitzgerald Park the Clawson Neighborhood, near the intersection of 34th Street, Peralta Street, and Haven Street;

- St. Andrews Park, located along San Pablo Avenue, where 32nd Street and Filbert Street meet; and

- The small, triangle-shaped min-park site bounded by San Pablo Avenue, Brush Street and West Grand Avenue.

Conform-3: Apply the S-19 Health and Safety Protection Combining Zone intended to promote public health, safety, and welfare by ensuring that activities that involve hazardous materials operate in a manner that protects surrounding areas.

Conform-4: Strengthen neighborhood protections by mapping the Mixed Housing Type Residential land use designation in the following locations:

- Selected sites along Linden Street near West Grand Avenue;

- The small triangle-shaped parcel bounded by 20th Street, Brush Street and 19th Street near the 18th Street off-ramp at Interstate 980.

Conform-5: Reinforce commercial development opportunities by clarifying the Community Commercial land use designations at the following locations:

- Two areas in the vicinity of West Grand Avenue and Market Street: one located one-half block north of West Grand Avenue between Filbert Street and West Street, and the other located at the existing shopping center at West Grand Avenue and Market Street;

- The rectangle-shaped parcel located south of the intersection of San Pablo Avenue at West Grand Avenue, bounded by 22nd Street West Street, 20th Street and Brush Street;

- Three large blocks that line the southern edge of 7th Street, bounded by 7th Street, Chester Street, 5th Street and Kirkham Street, currently, serving as surface parking lots while the BART West Oakland station itself is situated within the center of the middle block;

- The area bounded by 7th Street Union Street, Interstate 880 and Interstate 980; and

- The area below 7th Street, bounded by Union Street, Magnolia Street and 5th Street.

Conform-6: Increase opportunities for a mixture of businesses by applying Business Mix land use designations and Commercial Industrial Zoning (CIX) to the following locations:

- Selected parcels in the vicinity of the above-grade MacArthur Freeway;

- The narrow stretch of land along the southern edge of Interstate 880 near Union Street;

- The area bounded by 5th Street, Adeline Street and the Plan Area boundaries; and

- Two city blocks bounded by 3rd Street, Union Street, Adeline Street and the Plan Area boundary.

SUMMARY

A summary of all proposed General Plan amendments and zoning changes is shown on **Figures 4.8.5 and 4.8.6** and listed on **Table 4.8-2.**

Fig. 4.3.6: Summary of Proposed General Plan & Zoning Changes

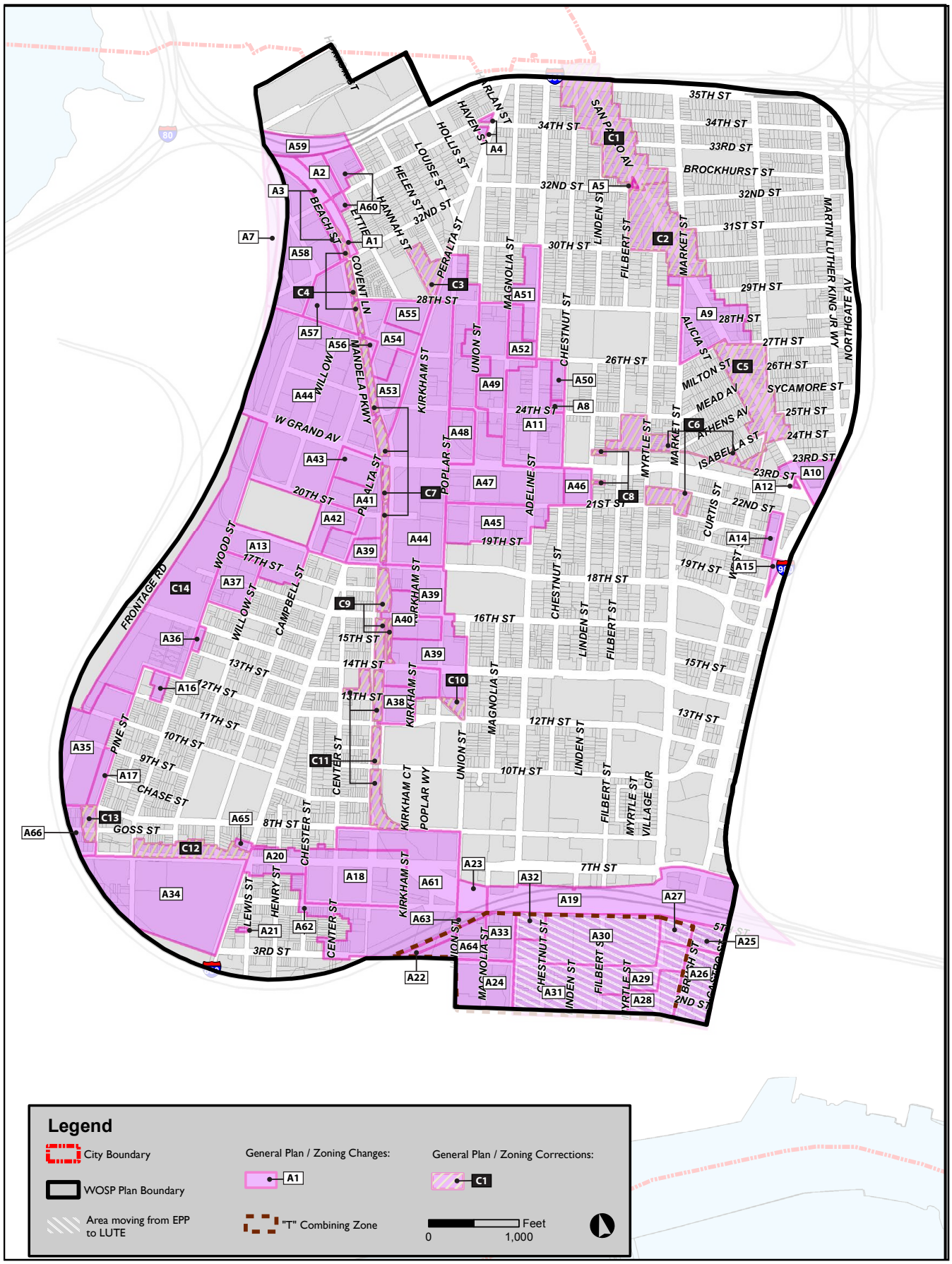


Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
Mandela / West Grand Avenue Opportunity Area					
A1	Northeast Mandela	Business Mix	Housing and Business Mix	OS (LP)/S-4	HBX-4
A2	Northeast Mandela	Housing and Business Mix	Business Mix	HBX-2	CIX-1D (Retail Commercial Mix) /S-19
A3	Northeast Mandela Parkway	Business Mix	(No Change)	OS (LP)/S-4	CIX-1D (Retail Commercial Mix) / S-19
A4	Union Plaza Park and Fitzgerald Park	Housing and Business Mix	Urban Open Space	HBX-2	OS/AMP
A6	Ettie Street-1	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A7	West of I-880 between 32nd and 35th	General Industrial/ Transportation	Business Mix	IG	CIX-1D (Retail Commercial Mix)
A8	Chestnut Street and 24th	Mixed Housing Type Residential	Housing and Business Mix	RM-4	HBX-2
A11	Chestnut/Adeline	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A13	Roadway Site	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A21	Lewis Street	Mixed Housing Type Residential	Housing and Business Mix	RM-2	HBX-2
A23	Beneath Freeway between 5th St, 7th St, Union and Magnolia	Business Mix	Community Commercial	CIX-1/S-19	S-15
A36	Wood St between 13th and 14th St	Housing and Business Mix	(No Change)	CIX-1/S-19	HBX-4
A37	16th St between Willow and Wood	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A38	East of Mandela Parkway between 14th and 12th St	Business Mix	(No Change)	CIX-1/S-19	CIX-1B (Low Intensity Business)

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings
(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A39	Multiple blocks from 19th St. to 14th St. mostly adjacent to Mandela Parkway	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A40	16th St between Mandela and Poplar	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A41	Multiple blocks west of Mandela Parkway between 18th St and Grand	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business
A42	Portion of block bounded by 20th St, Peralta, 18th and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A43	Portion of block bounded by W Grand, Peralta, 20th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A44	East and west of Mandela from 18th to 28th St	Business Mix	(No Change)	CIX-1	CIX-1C (High Intensity Business)
A45	Between 19th St, Poplar, 21st St, Adeline, W Grand and Chestnut	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A46	Block bounded by 21st St, Chestnut, W Grand and Linden	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A47	Multiple blocks between 21st St, Poplar, 28th St, Union and Adeline	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A48	Block bounded by Poplar, 24th St, Union St and W Grand	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A49	Multiple blocks between W Grand , Union, 28th St and Adeline	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A50	Chestnut St between 24th and 26th St	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A51	Adeline between 26th and 30 St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A52	Portion of block bounded by 26th St Magnolia, 28th St	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A53	Portion of triangle block bounded by Peralta, Mandela and 26th St, and small triangle to south	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A54	bounded by Mandela, 28th St and Peralta	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A55	North end of block bounded by 28th, Peralta, 26th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A56	Small triangle block at Mandela and 26th St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A57	2 blocks bounded by 26th St, Wood St, 32nd St and Mandela Parkway	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A58	Multiple blocks between 26th St, Wood 32nd St, Mandela, I580 and Plan Boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1D (Retail Commercial Mix) / S-19
A59	Northeast corner of Plan area beneath I580	Regional Commercial	Business Mix	CR-1	CIX-1D (Retail Commercial Mix)
A60	Ettie and 34th St	Housing and Business Mix	(No Change)	HBX-2	HBX-4
C3	Peralta and Hannah	Business Mix	Housing and Business Mix		
C4	Mandela Parkway	Business Mix	Urban Open Space		
C7	Mandela Parkway	Business Mix	Urban Open Space		
C8	Linden and W Grand	Community Commercial	Mixed Housing Type Residential		
C9	Mandela Parkway and 16th St	Business Mix	Urban Open Space		
C10	Union and 12th Street	Urban Open Space	Business Mix		

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings
(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
C11	Mandela Parkway	Mixed Housing Type Residential	Urban Open Space		
7th Street Opportunity Area					
A16	Prescott-Oakland Point	Business Mix	Housing and Business Mix	RM-2	HBX-2
A17	Phoenix Iron Works Site	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A18	7th Street/BART parking	Neighborhood Center Mixed Use	Community Commercial	S-15	S-15W
A20	7th Street between Chester and Peralta	Neighborhood Center Mixed Use	Community Commercial	S-15	CC-2
A34	Blocks bounded by 7th St, Peralta and Plan Boundary	Business Mix	(No Change)	CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A35	Area between 11th St, Pine, 8th St and Plan boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A61	Multiple blocks between Union, 3rd St, Center and 8th St	Community Commercial	(No Change)	S-15	S-15W
C12	7th St between Peralta and Wood	Mixed Housing Type Residential	Community Commercial		
C13	Frontage Road and 7th Street	Business Mix	Housing and Business Mix		
3rd Street Opportunity Area					
A19	7th Street within the 3rd Street Opportunity Area	Business Mix	Community Commercial	CIX-1/S-19	CC-3
A22	Southern edge of Interstate 880 west of Union	Community Commercial	Business Mix	S-15	CIX-1A (Business Enhancement)
A24	3rd Street Industrial	General Industry/ Transportation	Business Mix	IG	CIX-1B (Low Intensity Business)/T
A25	Block bounded by Brush, Plan Boundary, 4th and 5th	Light Industry 1 (EPP*)	Business Mix (LUTE**)	C-40	CIX-1B (Low Intensity Business)

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A26	3 blocks bounded by Market, Brush, 4th and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)
A27	Block bounded by 5th, Brush, 4th and Market	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)
A28	3 blocks bounded by3rd St, Filbert, Myrtle, Market, 2nd St and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A29	Block bounded by 3rd St, Market, 2nd St and Myrtle	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A30	2 blocks bounded by 5th St, Market, 3rd St and Chestnut	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1C (High Intensity business)/T
A31	Several blocks bounded by Adeline, Chestnut, 3rd St, Filbert, Myrtle and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A32	Portion of block bounded by 5th St, Chestnut, 3rd St and Adeline	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A33	Blocks bounded by 5th St, Adeline, 3rd St, Plan Boundary, A22 area and Union	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)/ S-19
San Pablo Avenue Opportunity Area					
A5	St. Andrews Plaza	Urban Residential	Urban Open Space	RU-5	OS/AMP
A9	San Pablo Avenue at 28th Street Site	Community Commercial	(No Change)	Cc-3	CC-2
A10	West Grand at San Pablo	Urban Residential	Community Commercial	RU-5	CC-2
A12	West Grand at San Pablo Mini-Park	Community Commercial	Urban Open Space	CC-2	OS-AMP
A14	Brush from 20th to 22nd St	Mixed Housing Type Residential	Community Commercial	RM-4/C	CC-2

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
Mandela / West Grand Avenue Opportunity Area					
A1	Northeast Mandela	Business Mix	Housing and Business Mix	OS (LP)/S-4	HBX-4
A2	Northeast Mandela	Housing and Business Mix	Business Mix	HBX-2	CIX-1D (Retail Commercial Mix) /S-19
A3	Northeast Mandela Parkway	Business Mix	(No Change)	OS (LP)/S-4	CIX-1D (Retail Commercial Mix) / S-19
A4	Union Plaza Park and Fitzgerald Park	Housing and Business Mix	Urban Open Space	HBX-2	OS/AMP
A6	Ettie Street-1	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A7	West of I-880 between 32nd and 35th	General Industrial/ Transportation	Business Mix	IG	CIX-1D (Retail Commercial Mix)
A8	Chestnut Street and 24th	Mixed Housing Type Residential	Housing and Business Mix	RM-4	HBX-2
A11	Chestnut/Adeline	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A13	Roadway Site	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A21	Lewis Street	Mixed Housing Type Residential	Housing and Business Mix	RM-2	HBX-2
A23	Beneath Freeway between 5th St, 7th St, Union and Magnolia	Business Mix	Community Commercial	CIX-1/S-19	S-15
A36	Wood St between 13th and 14th St	Housing and Business Mix	(No Change)	CIX-1/S-19	HBX-4
A37	16th St between Willow and Wood	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A38	East of Mandela Parkway between 14th and 12th St	Business Mix	(No Change)	CIX-1/S-19	CIX-1B (Low Intensity Business)

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
Mandela / West Grand Avenue Opportunity Area					
A1	Northeast Mandela	Business Mix	Housing and Business Mix	OS (LP)/S-4	HBX-4
A2	Northeast Mandela	Housing and Business Mix	Business Mix	HBX-2	CIX-1D (Retail Commercial Mix) /S-19
A3	Northeast Mandela Parkway	Business Mix	(No Change)	OS (LP)/S-4	CIX-1D (Retail Commercial Mix) / S-19
A4	Union Plaza Park and Fitzgerald Park	Housing and Business Mix	Urban Open Space	HBX-2	OS/AMP
A6	Ettie Street-1	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A7	West of I-880 between 32nd and 35th	General Industrial/ Transportation	Business Mix	IG	CIX-1D (Retail Commercial Mix)
A8	Chestnut Street and 24th	Mixed Housing Type Residential	Housing and Business Mix	RM-4	HBX-2
A11	Chestnut/Adeline	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A13	Roadway Site	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A21	Lewis Street	Mixed Housing Type Residential	Housing and Business Mix	RM-2	HBX-2
A23	Beneath Freeway between 5th St, 7th St, Union and Magnolia	Business Mix	Community Commercial	CIX-1/S-19	S-15
A36	Wood St between 13th and 14th St	Housing and Business Mix	(No Change)	CIX-1/S-19	HBX-4
A37	16th St between Willow and Wood	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A38	East of Mandela Parkway between 14th and 12th St	Business Mix	(No Change)	CIX-1/S-19	CIX-1B (Low Intensity Business)

Table 4.8-2: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A15	Small Triangle Site	Community Commercial	Mixed-Housing Type Residential	CC-2	RM-4/C/S-20
C1	San Pablo between 32nd and 35th	Mixed Housing Type Residential	Urban Residential		
C2	San Pablo between 27th and 32nd	Mixed Housing Type Residential	Community Commercial		
C5	San Pablo between 24th and 27th	Mixed Housing Type Residential	Urban Residential		
C6	Market and W Grand	Mixed Housing Type Residential	Community Commercial		

BART
DANCE
BLUES CAFE
BLU

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

5. Circulation

5.1 Complete Streets
5.2 Enhancing Transit

July 2014

5. Circulation

IMPROVEMENTS TO THE PUBLIC CIRCULATION SYSTEM

The extent of new growth and development envisioned under the West Oakland Specific Plan will need to be supported by improvements to the underlying public transportation system, as well as the public infrastructure improvements identified in Chapter 6. With an anticipated expanding population and employment base, there is a reciprocal need to address public rights-of-way in a manner that serves all users and modes of travel and enhance the transportation and transit systems.

All of these necessary improvements may prove too expensive to implement in the short-term, relative to the availability of current public financial resources, especially now in the post-Redevelopment era. Furthermore, the first wave of new private development pursuant to this Plan could consider the added costs of public infrastructure improvements as cause to reconsider locating to West Oakland, and instead choose another area fully equipped with necessary backbone public infrastructure improvements. Therefore, a joint public/private financing approach will be needed, with an emphasis on outside sources of grants, low cost loans and other creative finance strategies. Such an approach may be slow to take shape and will require diligent pursuit of all available funding strategies.

The transportation system necessary to support new growth and development includes:

- Utilizing a “Complete Streets” approach for transportation projects in West Oakland in order to make the street network better and safer for drivers, transit users, pedestrians and bicyclists, and to enable safe access for all users regardless of age, ability, or mode of transportation.
- Enhancing public transit and its connections to, from and through West Oakland with improved bus service, streetcars, light rail and/or shuttle service, and linking housing and jobs in West Oakland to the West Oakland BART Station, commercial activity at the Emeryville/Oakland city limit line, the MacArthur BART station, downtown Oakland, Jack London Square, and the former Oakland Army Base.

One of the keys to realizing the full development potential of West Oakland is to ensure that existing and new residents have full access to a safe, convenient and efficient transportation system that provides them with direct routes between home, work, shopping, and recreational locations. That same system must provide existing and new employees the same full access to transit routes that connect their homes to job opportunities in West Oakland. A transit goal of this Plan is to provide better connections between important local activity nodes and the regional BART system; this can be accomplished by creating an enhanced transportation loop that interconnects West Oakland to other central

BART stations in the system (the West Oakland, MacArthur, and 12th & 19th Street Downtown Oakland stations), as well as to the major new employment center at the former Oakland Army Base, downtown Oakland, Emeryville, the East Bay regional medical center ("Pill Hill"), and to Jack London Square (which is also served with both ferry and Amtrak service). Defined as 'the O', this transit proposal is a key element of the Specific Plan and is described and illustrated later in this chapter.

5.1: Complete Streets

"Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to safely move along and across a complete street. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations."

National Complete Street Coalition

Oakland's Complete Streets Policy and Ordinance

"Complete Streets" describes a comprehensive, integrated transportation network, with roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users - including: pedestrians, bicyclists, persons with disabilities, seniors, children, motorists, movers of commercial goods, operators of public transportation, public transportation users of all abilities, and emergency responders.

In February 2013, the Oakland City Council unanimously approved a Complete Streets policy to ensure that Oakland streets provide safe and convenient travel options for all users. The Council also adopted ordinances amending the Oakland Municipal Code to clarify and update street design standards; to establish responsibilities for development, implementation and monitoring of Complete Street system design and construction standards; and to enforce the standards uniformly.

The purpose of Oakland's new policy and ordinances is to establish the City's intent to implement Complete Streets serving all users and modes so as to uniformly regulate the design, construction, operation, and maintenance of the street system. The City of Oakland intends to use Complete Streets to provide safe, comfortable, and convenient travel along and across streets through a comprehensive, integrated transportation network that serves all categories of users.

EXISTING TRANSPORTATION NETWORK

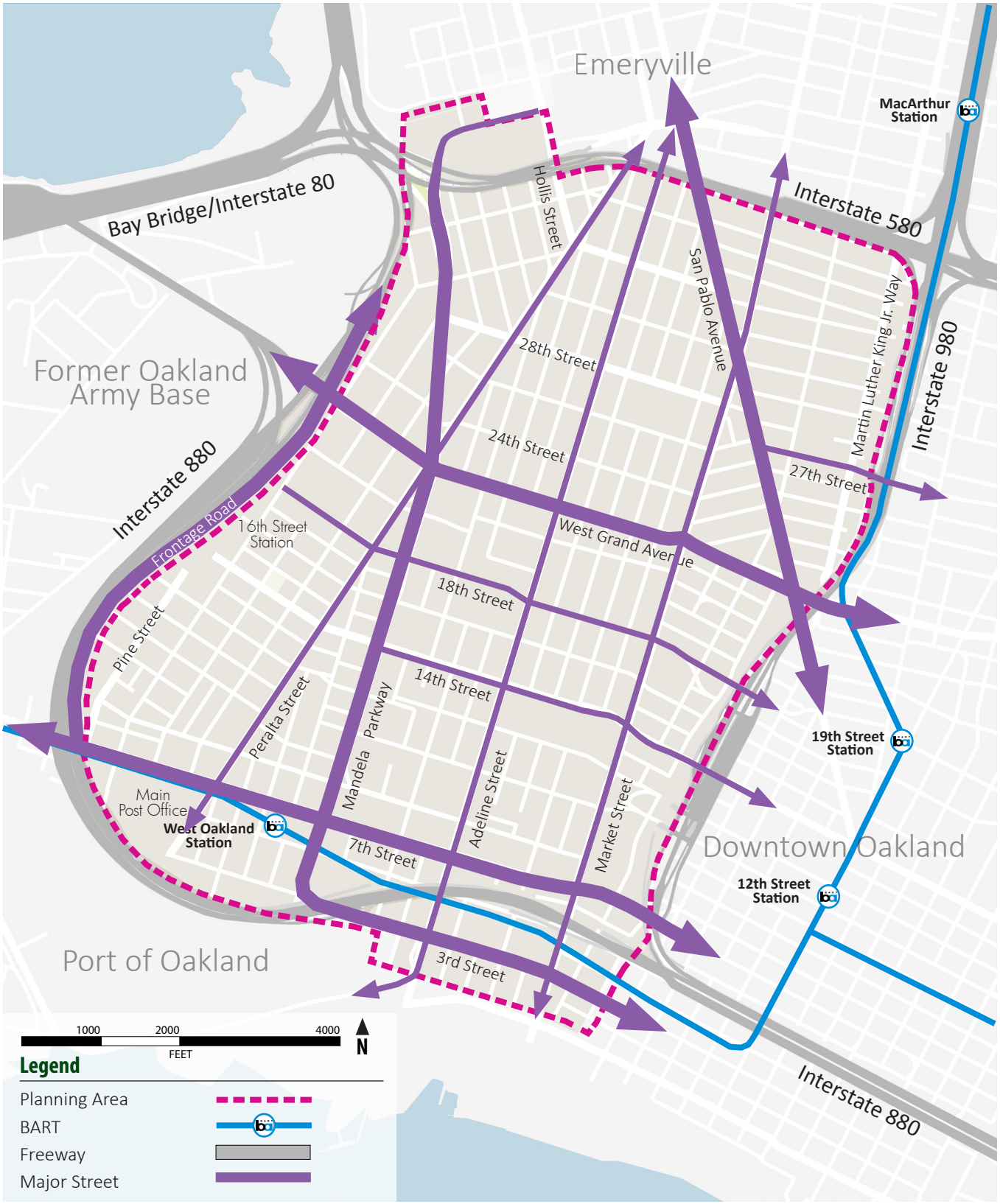
As illustrated in **Figure 5.1.1**, West Oakland is serviced by an extensive network of freeways, major arterials, railroad tracks, pedestrian and bicycle systems and truck routes.

Freeway System

West Oakland is located at the hub of the Bay Area freeway system that also serves the northwest area of Oakland including I-80, I-580, I-880, I-980 and SR-24.

- I-80 is a major transcontinental freeway spanning between California and New Jersey. In the Bay Area, it serves San Francisco and East Bay destinations in Alameda, Contra Costa and Solano Counties. I-80 is connected to West Oakland by freeway ramps that terminate at the West Grand Avenue/I-880 Frontage Road intersection. I-80 currently carries approximately 242,000 vehicles daily.
- I-580 is a major east-west freeway connecting the Bay Area and the Central Valley. From West Oakland, it extends northwest to US 101 in Marin County, and extends southeast to Interstate 5 in San Joaquin County. Access to/from West Oakland is provided via the West Grand Avenue / I-80 ramps, West Street/San Pablo Avenue ramps, and I-980. The City of Oakland has placed a heavy truck restriction on I-580 between Grand and 106th Avenues. I-580 currently carries approximately 118,000 vehicles daily past West Oakland.

Fig. 5.1.1: Existing Transportation Network



- I-880 serves west Alameda County and Santa Clara County connecting I-80 in Oakland to I-280 in San Jose. Access to and from West Oakland is provided by ramps at 5th, 6th and 7th Streets. I-880 connects to west I-80 at the Bay Bridge Toll Plaza. Interchange ramps connect I-880 to Union, Adeline, and Market streets, and a connection to I-80 east is provided at the north end of Frontage Road. I-880 currently carries approximately 123,000 vehicles daily west of 7th Street.
- I-980 runs between I-580 and I-880 to the immediate east of West Oakland. North of I-580, it continues as State Route 24 to Contra Costa County via Caldecott Tunnel. I-980 currently carries approximately 113,000 vehicles daily just south of I-580.

Local Roads

West Oakland is also generally well-served by local roadways. West Oakland has many connections to Downtown Oakland via numerous streets that serve autos and AC Transit buses. There are also many street connections between West Oakland and Emeryville, including the Mandela Parkway extension completed in 2005. Transportation connections to Jack London Square include the 5th and 6th Street one-way street pair along I-880, and the connection of Mandela Parkway to 3rd Street.

Major local roads, or arterials, in West Oakland include:

- 7th Street is a four-lane east-west street. It serves local and cross-town traffic for project area traffic and also provides freeway access to I-880 south.
- West Grand Avenue provides access to I-80 to/from West Oakland. It spans between the I-80 junction and Maritime Street, and Broadway in downtown Oakland. West Grand Avenue has two travel lanes in each direction, with the exception of the segment between Mandela Parkway and Market Street which has three lanes per direction.
- Frontage Road extends between West Grand Avenue and 7th Street along I-880 and serves as the western boundary of West Oakland. The four-lane, north-south street provides access from West Oakland to/from I-80 and I-880, and to the adjacent Port of Oakland.
- Mandela Parkway spans between 3rd Street and Hollis Street providing West Oakland with access to Emeryville to the north. It has two travel lanes in each direction between 7th Street and Hollis Street, and one lane per direction south of 7th Street. Between 8th and 32nd Streets, a landscaped linear park serves as a wide median island along Mandela Parkway.
- Adeline Street extends from Shattuck Avenue in Berkeley south through Emeryville and the middle of West Oakland to continue as Middle Harbor Road south of 3rd Street. Throughout West Oakland it has two travel lanes per direction.
- Market Street is a north-south roadway that spans between Alcatraz Avenue in Berkeley and just south of 1st Street in the Port of Oakland. A landscaped median is provided south of 19th Street, and a painted median is provided along most of the segment north of Mead Avenue.
- San Pablo Avenue, also known as State Route 123, begins in downtown Oakland and runs diagonal to Oakland's north-south streets, connecting through Emeryville, Berkeley, Albany, El Cerrito, San Pablo and Pinole. Before construction of the I-80 freeway, San Pablo Avenue served as the main thoroughfare along the east side of the Bay.

Port Connections

The Union Pacific railroad tracks, I-880 and the I-880 frontage road present a barrier between West Oakland and the Port of Oakland. The only connections to the Port from the Plan Area are along West Grand Avenue, 7th Street, and Adeline Street to Middle Harbor Road.

Pedestrian and Bicycle System

There is a strong interest within the West Oakland community in improving facilities for walking, bicycling and transit service, relocating truck services to the Oakland Army Base, and reducing truck parking in West Oakland. These interests stem from the existing constraints on the transportation system in and around West Oakland. Many of the streets in West Oakland were designed primarily to support industrial uses, and are under-developed for pedestrians, bicyclists, and transit service. The *West Oakland Infrastructure Report* (see Chapter 6 of this Plan) describes the numerous rail spurs that once served industries but are no longer needed to serve businesses in the area. These rail lines have declined into a state of disrepair and currently present obstacles to bicycle and pedestrian mobility, particularly for disabled individuals.

Pedestrian connections between West Oakland and Downtown, Jack London Square, Emeryville, and the parks at the Port of Oakland are of limited quality and are challenging for safe and comfortable pedestrian use. Also, sidewalks are non-existent and/or too narrow in many West Oakland areas, lighting is less than desirable, and many travel ways are not accessible for the disabled. Additionally, connections to some community facilities are compromised.

Designated Pedestrian Routes

The City of Oakland's Pedestrian Master Plan, adopted in 2002 (see **Figure 5.1.2**) designates streets throughout the City based on their function and design, as defined below.

- City Routes: City routes designate streets that are destinations in themselves – places to live, work, shop, socialize and travel. They provide the most direct connections between walking and transit and connect multiple districts in the City. In West Oakland, the designated City routes are Mandela Parkway, Market Street, 7th, 8th, and 14th Streets.

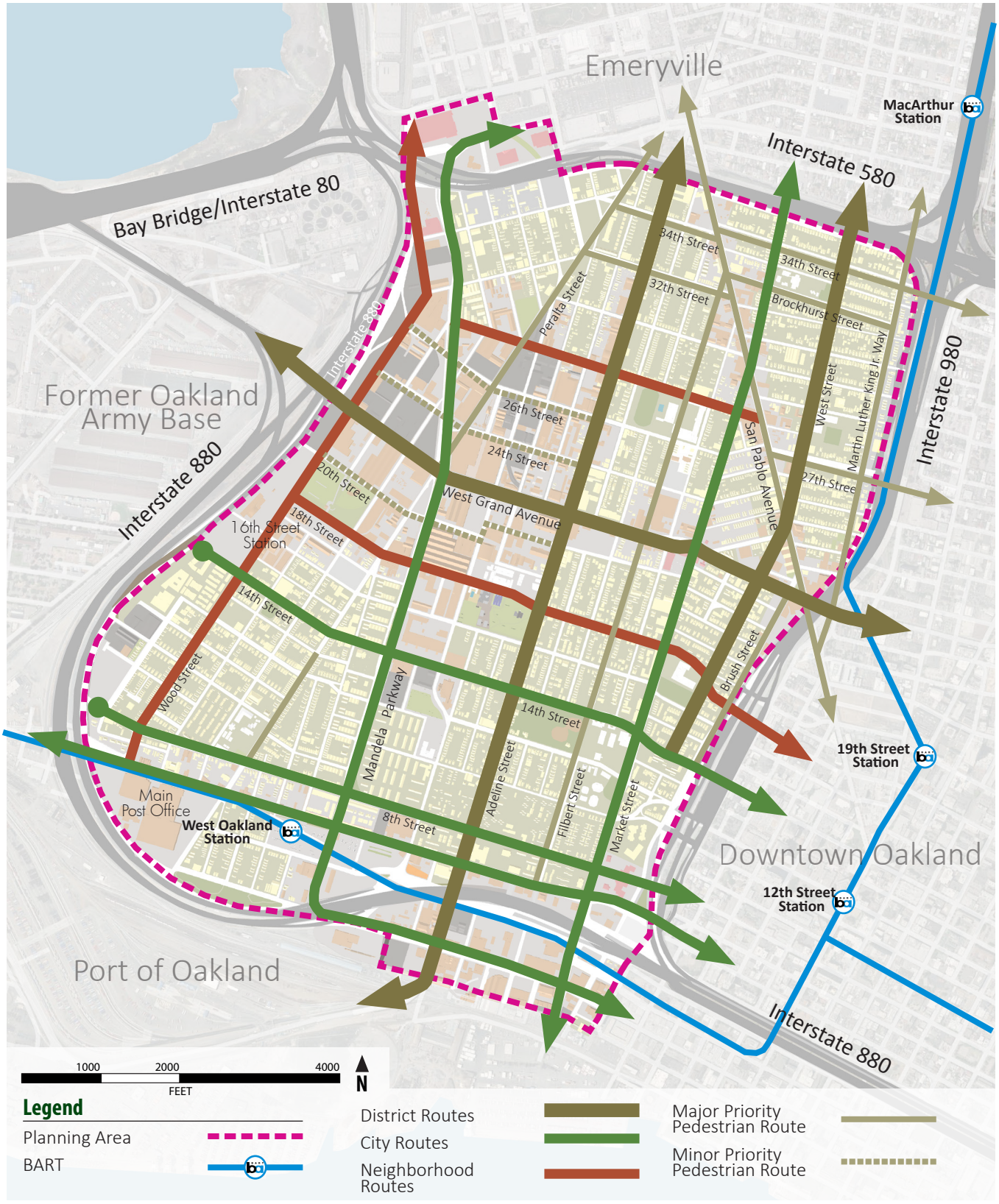
- District Routes: Adeline Street, West Grand Avenue, and West Street are designated as District Routes. District routes have a more local function as the location of schools, community centers, and smaller scale shopping. They are often located within a single district and help to define the character of that district.

- Neighborhood Routes: Wood Street, Campbell Street and 14th (between Wood Street and Campbell Street), 18th, and 28th Streets are designated as Neighborhood Routes which are local streets that connect schools, parks, recreational centers, and libraries. They are places for people to meet and they provide the basis for neighborhood life. They are used for walking to school, walking for exercise and safe walking at night.

- Pedestrian Routes: Numerous streets in West Oakland are designated as Pedestrian Routes. These Pedestrian Routes have been established as having high importance to the community and should not be interpreted to imply that other routes should not be improved to adequately serve pedestrians.

There are many limitations in the pedestrians system. For example, pedestrian access along West Grand Avenue west of Mandela Parkway is limited to a single 5-foot sidewalk extending across the elevated bridge structure. Also, the flat terrain in West Oakland combined with inadequate drainage facilities and deferred maintenance has resulted in deterioration of pavement quality, which can pose significant obstacles for pedestrians and bicyclists.

Fig. 5.1.2: Designated Pedestrian Routes



Bicycle Facilities

Figure 5.1.3 illustrates constructed and planned bicycle facilities in West Oakland.

- Class 1 bike paths provide for bicycle travel on a paved right-of-way that is completely separated from the street. A Class I bike path exists on 7th Street east of Wood Street. Class I bike paths are planned for Maritime Street, Middle Harbor Road, Burma Road, and from 40th Street in Emeryville looping into Oakland and under I-80 out to the proposed Gateway Park at the foot of the new Bay Bridge.

- Class II bike lanes are on-street striped lanes that are designed to accommodate bicycle riding alongside other vehicular traffic, and are identified by specific signs and pavement stencils. Class 2 on-street bike lanes are provided along Mandela Parkway, 3rd Street, and portions of Market Street, 8th Street, West Street, 14th Street and West Grand Avenue east of market Street. Class II bike lanes are planned for the entirety of 7th Street west of Wood Street, the entirety of West Grand into the Port area, 14th Street from Wood to downtown Oakland, and Adeline from 3rd Street to 61st Street.

Truck Routes

Truck routes have been established along various routes in West Oakland including West Grand Avenue, Peralta Street north of West Grand Avenue, and portions of Market, 3rd, 5th, 6th, and 7th Streets. Through truck traffic has been prohibited along:

- Portions of Adeline Street between 7th and West Grand Avenue,

- Portions of 30th, 18th, and 14th Streets, and many other residential streets in the Clawson, McClymonds, Prescott, and South Prescott neighborhoods.

Figure 5.1.4 shows truck routes and through truck traffic prohibitions.

Fig. 5.1.3: Existing & Proposed Bikeway Network

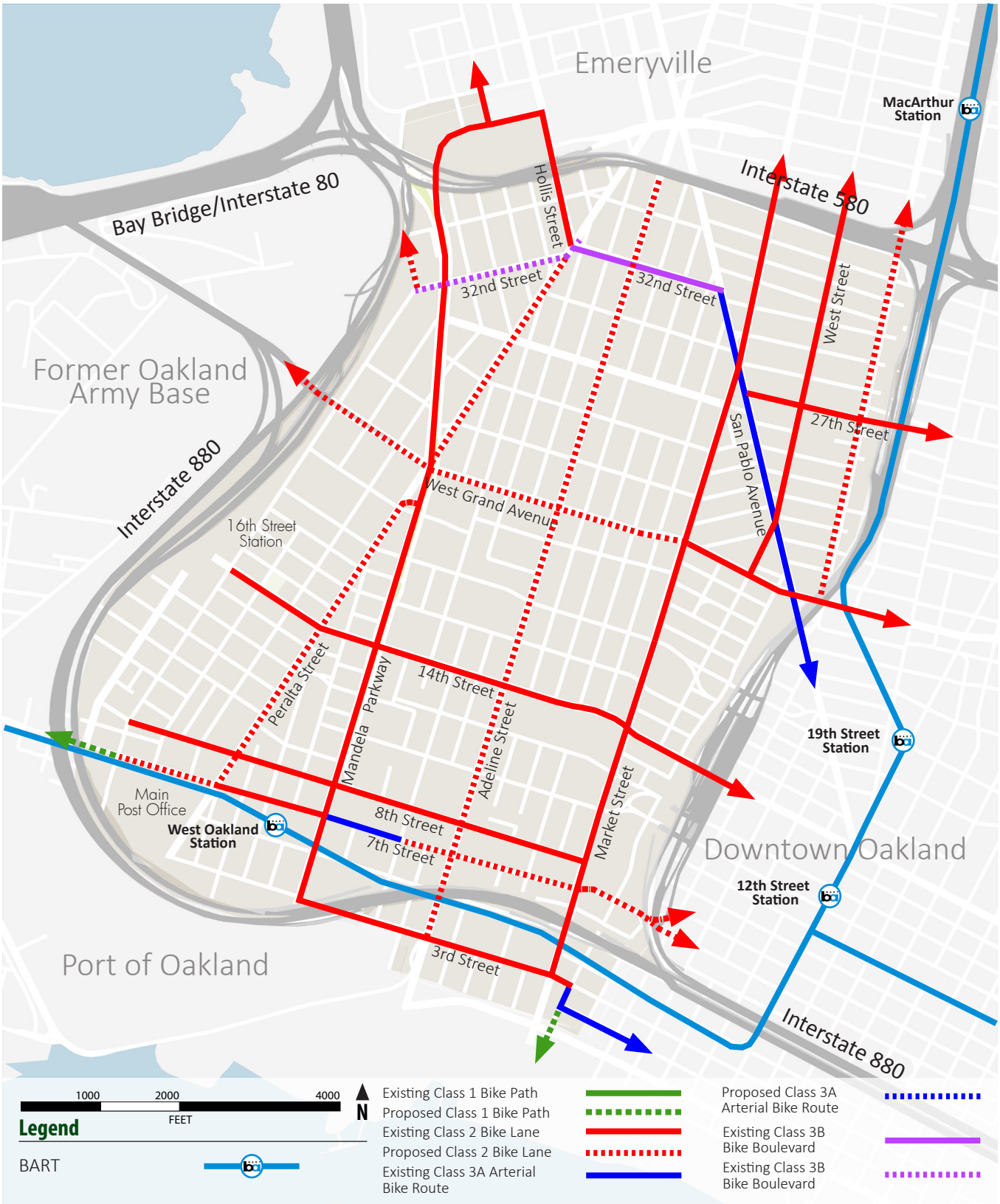
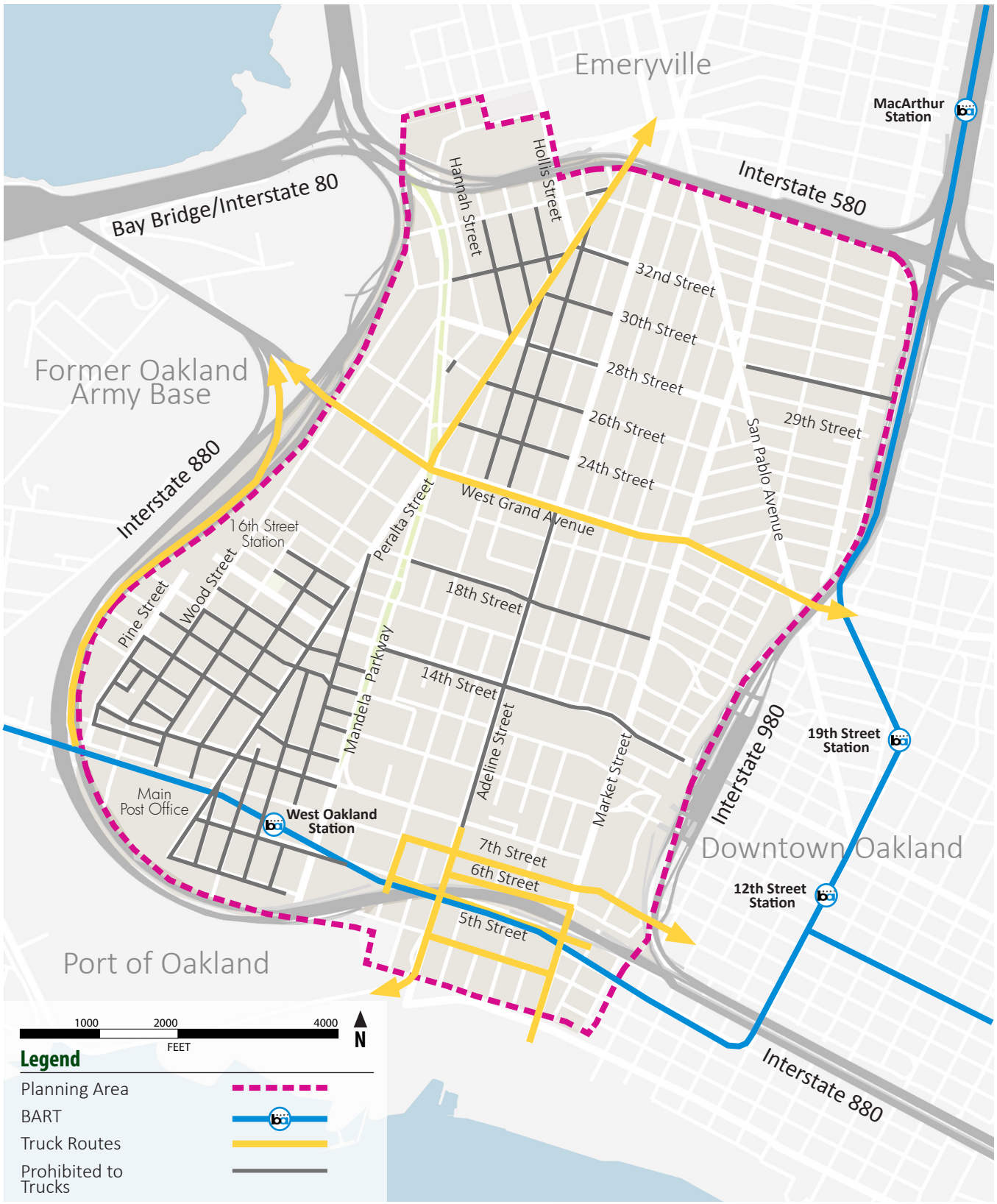


Fig. 5.1.4: Truck Routes & Prohibitions



TRANSPORTATION AND COMPLETE STREET STRATEGIES

Complete Streets Strategy for West Oakland Streets

Intent: Provide a network of "Complete Streets" to support the desired mix and intensity of land uses, and to enhance mobility for all travel modes.

Complete Streets-1: Ensure adequate capacity and safety on those arterial streets that serve the planned intensification of land use within West Oakland by committing only the necessary right-of-way necessary to accommodate vehicle movement, transit, bicycle, and pedestrian uses. These arterial streets include Mandela Parkway, West Grand Avenue, 7th Street, 5th Street, Union (south of 7th Street), Adeline (south of 7th Street), Market Street, San Pablo Avenue, and 27th Street.

- Remove unused rail sidings and spurs to eliminate hazards for drivers, bicyclists, pedestrians and bus riders.
- Provide bike lanes (or other appropriate bicycle facilities) and high quality pedestrian streetscapes on arterials.

Complete Streets-2: Improve existing connections across or under freeways to activity centers, in particular on Mandela Parkway at I-580 and on West Grand Avenue at I-980, using lighting, public art, way-finding signage, acoustics, and other design features.

Complete Streets-3: Work with the Port to develop strategies to prioritize freight movement along arterial corridors outside of the West Oakland residential areas.

Complete Streets-4: In coordination with transit agencies, promote traffic calming strategies in residential neighborhoods and within each Opportunity Area to improve safety, discourage truck travel off designated routes, encourage alternative travel modes and improve the attractiveness of the area.

Complete Streets-5: Should the California Waste Solutions recycling facility on Pine Street relocate to the former Army Base property as anticipated, explore removing the 10th Street barricade that currently blocks access to Frontage Road from Wood Street as part of the existing recycling operations.

Streetscapes

Intent: Improve the attractiveness of streetscapes to promote walking and biking, traffic safety, public safety, and attract desired development (see Figure 5.1.5).

Streetscapes-1: Fully implement the improvements identified in various Streetscape Master Plans that the City has already prepared, including the following:

- Martin Luther King Jr. Way and Peralta Street Streetscape Master Plan: Implement the recommendations and design strategies contained in the Martin Luther King Jr. Way and Peralta Street Streetscape Master Plan This Streetscape Master Plan represents a 'roadmap' for implementation of community endorsed streetscape improvements over a long-range time horizon. Streetscape improvements are intended to improve a street's functionality, visual character and public safety. These improvements, in turn, can stimulate new development and

[1] Martin Luther King Jr. Way & Peralta Street Streetscape M aster Plan, Gates & Associates, March 2012, http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak034887.pdf

Fig. 5.1.5: Streetscape Improvements

- *7th Street Concept and Urban Design Plan*: Complete implementation of the recommendations and design strategies contained in the 7th Street Concept and Urban Design Plan.[2] The 7th Street Concept and Urban Design Plan includes schematic designs for streetscape improvements on Seventh Street in three zones: the historic district commercial zone bifurcated by the BART tracks, the new transit-oriented development area arising around the West Oakland BART station and former industrial parcels; and the mixed-use district at Mandela Parkway.

Streetscape-3: Develop and implement similar arterial streetscape master plans for other important arterials in West Oakland. Priority streets recommended for additional streetscape programs include:

- The northern section of Mandela Parkway and Yerba Buena Avenue from 32nd Street to the Emeryville city limit line (at Hollis Street),
- West Grand Avenue,
- Adeline Street,
- San Pablo Avenue, and
- Market Street.

Streetscape-4: Prioritize the development of local streetscape improvement plans, including lights, trees, bulb outs, sidewalks, etc., on:

- Mandela Parkway from 7th to 8th Street;
- 8th Street from Union to Mandela and from Williams to Wood Street; and
- Wood Street from 7th to 8th Street.

Streetscape-5: Improve the streetscapes of other neighborhood local streets as development occurs. Throughout West Oakland, new development projects should include incremental improvements to the streetscapes of the local streets which they abut. Typical streetscape improvements could include a variety of elements, such as installing special signage that identifies West Oakland's designated historic neighborhoods as well as other neighborhoods, and could involve a public process in designing the elements. Capital improvements should include funding for operations and maintenance. Elements of these improvements could be:

- low impact development stormwater management approaches;
- new or widened sidewalks to include more bus stop amenities such as benches and shelters;
- the inclusion of street furniture, landscaping, and art;
- street trees and planter strips between sidewalks and the street to provide a safety buffer for pedestrians, allowing tree wells and planters to be used instead of planter strips where parking or bicycle lanes are next to sidewalks;
- adequate and neighborhood-scaled lighting for pedestrian safety and comfort;
- medians, pocket plazas and wide sidewalk spaces as potential gathering areas and to display public art; and
- educational and interpretive signs, artwork, and landscaping to highlight historical and cultural features.

Streetscapes-6: Use the City's 1.5% Public Art Ordinance and seek additional funding sources to incorporate public art into the pedestrian network.

[2] 7th Street Concept and Urban Design Plan, Walter Hood, et al., October 2004, http://www2.oaklandnet.com/oakca/groups/ceda/documents/marketingmaterial/oak029112.pdf

Pedestrian Improvements

Intent: Fully develop and improve West Oakland's pedestrian network.

"Promote a pedestrian-friendly environment; where public spaces, including streets and off-street paths, will offer a level of convenience, safety and attractiveness to the pedestrian that will encourage and reward the choice to walk."

City of Oakland, Pedestrian Master Plan, 2002

Pedestrian-1: Promote street right-of-way design standards that make walking convenient and enjoyable.

- Put shade trees in sidewalks, not medians, to benefit pedestrians.
- Slow down vehicular traffic with narrower urban travel lanes (10'-10.5'), on-street parking and two-way streets.

Pedestrian-2: Promote land use and site design that makes walking convenient and enjoyable.

- Discourage facilities that create blank walls, unscreened edges along sidewalks, and gaps between sidewalks and building entrances.
- Locate parking lots, driveways and loading areas behind buildings, with access on side or rear streets where feasible.
- Continue blight elimination and nuisance abatement programs, and install trash cans in heavily-used pedestrian areas, especially near local-serving retail establishments.

Pedestrian -3: Encourage the development of pocket parks, plazas and infill development opportunities where the street pattern has created small, angular or otherwise unbuildable parcels and large leftover paved areas. Explore opportunities for street vacations in these areas to make larger sites suitable for development opportunities.

Pedestrian-4: Maintain a complete sidewalk network free of gaps by implementing the City's Pedestrian Master Plan to ensure that all streets have continuous sidewalks conforming to ADA standards.

- Identify those gaps in the sidewalk network that are high priority fixes for safety reasons.
- Promote use of the City's ClickFix web-based program to identify specific areas of concern.
- Continue to require property owners to add sidewalks, ADA-accessible ramps at intersections, and other streetscape improvements along the entire property frontage at the time of new development, substantial additions, or rehabilitations.
- Consider the creation of a special financing district to aid in the finance of coordinated and complete sidewalks.

Pedestrian-5: Improve pedestrian safety at street crossings, particularly at locations with high pedestrian activity. Design and improvements that can enhance pedestrian safety include:

- neighborhood-scaled street lighting at regular intervals, which promotes pedestrian safety and discourages criminal activity;
- enhancements at uncontrolled crosswalks, including high-visibility crosswalk markings on the street at un-signalized locations; and
- making all walkways more accessible to people with physical disabilities, particularly with ADA-accessible ramps at intersections.

Pedestrian-6: Improve the following pedestrian connections between activity centers:

- Improve existing connections across or under freeways to activity centers, in particular on Mandela Parkway at I-580 and on West Grand Avenue at I-980, using lighting, public art, way-finding signage acoustics, and other design features.
- Work with the City's Safe Routes to School project to improve pedestrian safety around schools.

- Coordinate the location of new crosswalks with the location of bus stops to ensure convenient and safe access to bus stops and that also maintain pedestrian visibility of automobile drivers.

- Implement pedestrian improvements along transit corridors and at the West Oakland BART station to strengthen connections to transit.

Bicycle Network

Intent: Improve the network of bikeways through West Oakland.

"Oakland will be a City where bicycling is fully integrated into daily life, providing transportation and recreation that are both safe and convenient."

City of Oakland, Bicycle Master Plan (2007)

Oakland's Bicycle Master Plan is the citywide, long-range policy that promotes bicycling as a viable means of transportation and recreation. Adopted in 2007, the Plan reflects a detailed analysis of the proposed Bikeway Network. This analysis led to proposals for maximizing bicyclist safety and access while minimizing adverse effects on other roadway users.

Bicycle-1: As indicated on the Bicycle Master Plan and in coordination with transit agencies, seek to implement the Class 2 bicycle lanes indicated throughout West Oakland to provide a safer and more fully connected bicycle network (see Figure 5.1.3).

- Provide new Class 2 bicycle lanes on West Grand Avenue between Market Street and Mandela Parkway and on Adeline Street between 36th Street and 3rd Street, by converting traffic travel lanes to bicycle lanes.

- Seek implementation of the remaining elements of the bike and pedestrian improvements identified in the 2006 Community-Based Transportation Plan.

- Re-stripe to add Class 2 bike lanes on Peralta Street.

- Provide for implementation of bike lanes along 7th Street from MLK Jr. Way to Wood Street. This may occur as part of development of the West Oakland BART Station TOD and other development projects along 7th Street, or as part of a separate City project.

- Prioritize funding to enable construction of a buffered Class 2 bike lane on 14th Street from Wood Street to Lake Merritt.

- Prioritize implementation of bicycle connections to the existing bikeway on 40th Street, as identified in the City's Bicycle Master Plan.

Bicycle-2: Improve bicycle connections from West Oakland to the surrounding regional bike and pedestrian network.

- Construct a safe bikeway on 7th Street to Middle Harbor Shoreline Park as part of the larger-scale 7th Street Grade Separation project.

- Construct a safe bikeway within the West Grand Avenue corridor from West Oakland to the new east span of the Bay Bridge.

- Study additional bike and pedestrian connections to and from other prominent locations.

Bicycle-3: Make bicycle riding more safe, secure and convenient.

- Enhance bicyclist safety at the numerous railroad crossings in the area by removing unused rail spurs or improving pavement quality, reducing the flange-way gap, removing abandoned tracks, and installing warning signs to indicate rough surfaces or skewed tracks where needed.

- Encourage enforcement of truck prohibitions and traffic laws that protect bicyclists and pedestrians and make the streets safer for the surrounding neighborhoods.

- Encourage the expansion of private and non-profit bicycle programs to teach bicycle safety.

- Promote secure and conveniently located bicycle parking at destinations.

- Encourage secure bicycle storage at the West Oakland BART station, major employers, higher density multi-family residential and commercial developments, and community facilities.

- Identify security and monitoring mechanisms for bicycle parking including lighting, video cameras, call boxes, and security patrols.

- Consider requiring parking maximums for cars and increasing the parking minimums for bicycles over that already required under the City Planning Code as part of transportation demand management (TDM) strategies for new development.

Truck Traffic

Intent: Reduce the adverse effects of freight-related truck traffic impacting West Oakland's residential neighborhoods.

"Freight transport is a major source of unhealthy pollution that disproportionately affects low-income citizens and communities of color throughout our region. Partly due to their proximity to polluting land uses, many of these communities are burdened with the highest health risk from toxic air contaminants in the Bay Area. For many residents of these communities, conflicts between residential and freight-transport related uses materialize in their daily lives in the form of noise, traffic congestion, pedestrian safety hazards, and worst yet, serious health problems like asthma, cancer and heart disease."

"Ditching Dirty Diesel", At a Crossroads in Our Region's Health: Freight Transport and the Future of the Community Health in the San Francisco Bay Area, Pacific Institute, December 2011

Truck Traffic-1: Maintain those truck routes necessary to serve Port of Oakland activities, but prohibit additional encroachment of truck routes into West Oakland neighborhoods.

- In the Mandela/West Grand Opportunity Area, maintain existing designated truck routes specifically limited to West Grand Avenue and Peralta Street (north from West Grand Avenue to I-580).

- In the 3rd Street and 7th Street Opportunity Areas, maintain designated truck routes specifically limited to 3rd Street (from Adeline Street to Market Street), 5th Street (east of Union Street), 7th Street (east of Union Street), Union Street (south of 7th Street), Adeline Street (south of 8th Street), and Market Street (south of 5th Street).

- In the San Pablo Avenue Opportunity Area, maintain designated truck routes specifically limited to West Grand Avenue.

- In the San Pablo Avenue Opportunity Area, maintain existing truck prohibitions on 30th Street (east of San Pablo Avenue).

- In the Mandela/Grand Opportunity Area and vicinity, maintain existing truck prohibitions on 12th Street, 13th Street, 14th Street (Mandela to Brush), 15th and 16th Streets (between Willow and Peralta), 18th Street (Mandela to Market), 24th, 26th, 28th and 30th (Peralta to Adeline), 32nd Street (Mandela to Adeline), Union and Magnolia Streets(Grand to Peralta), Hannah, Helen and Louise Streets (34th to Peralta), and Adeline (7th to Grand).

- In the 3rd Street and 7th Street Opportunity Areas and vicinity, maintain existing truck prohibitions on 3rd Street (between Peralta and Mandela), 5th Street (between Peralta and Mandela), Goss Street, 8th Street (between Pine and Mandela),Chase Street, 9th Street, 10th Street, 11th Street, 12th Street, 13th Street, 15th and 16th Streets (between Willow and Peralta), Center Street (from 3rd to 5th ,and 7th to 17th), Chester Street, Henry and Lewis Streets (from 3rd to 7th), Peralta (from 3rd to 16th), Campbell (from 7th to 16th), Willow Street (from 7th to 13th), Wood Street (7th to 12th), and Pine (Goss to 11th).

Truck Traffic-2: Relocate truck parking and services (including food and restrooms) from West Oakland neighborhoods to a consolidated site or sites in the Port/former Oakland Army Base area.

Truck Traffic-3: Implement a traffic calming program in residential neighborhoods(that could include vehicle lane reductions, speed humps, neighborhood traffic circles, pedestrian crossing improvements, etc.), to discourage truck traffic from entering the area (see also Complete Street strategies, above).

Truck Traffic-4: Enhance truck route enforcement and education to keep trucks off of neighborhood streets. Truck route enforcement and education efforts should include, but are not limited to the following:

- Enforce truck parking laws by increasing the number of parking monitors in the neighborhood.
- Increase the number of Oakland Police Department officers and Port security patrolling the neighborhood for truck violations, fund extended hours of enforcement, and fund a resident-based "monitor and enforce" program that will complement the work of regular police and security officers.
- Create a central truck-sighting hot line, so residents can report truck route violations; explore the use of a radio frequency identification device program for trucks, with a published time line, to include tracking personnel to monitor deviations from approved truck route.
- Increase the number, and enhance the appearance, of posted signs that direct and prohibit truck parking and truck traffic on residential streets off of designated truck routes, and include posting of acceptable truck routes at places of business where truck operations are frequent.
- Consider revisions to the Oakland Municipal Code (OMC) that could better enforce truck restrictions. Such revisions may include:
  - Update OMC Section 10.52.120, which stipulates those local roads included as part of the designated truck route, to match Port-published literature and the most currently designated truck routes.
  - Expand OMC Section 10.52.050, which stipulates that truck traffic over 4 ½ tons is prohibited between the hours of 11 pm and 6 am, to pertain to all residential areas of West Oakland.
  - Expand OMC Section 10.52.060, which stipulates that truck traffic over 4 ½ tons is prohibited on certain roads, to apply to all residential areas of West Oakland.

Truck Traffic-5: Continue, expand and improve the Port's diesel truck replacement program.

- Encourage Port operations to provide sufficient staff and funding to enable more replacement and retrofit of diesel trucks.
- Include community and industry input on the program design and ongoing implementation.
- Collaborate with Port of Oakland efforts to conduct additional research on the independent trucker market to help more effectively target and attract driver/owners.

Parking

Intent: Ensure an adequate supply of parking to attract and support desired development and uses, while encouraging alternative travel modes and efficient use of parking supply.

Parking-1: Provide parking consistent with the parking recommendations identified in the Land Use Element of the General Plan, and as required by Zoning Code Chapter 17.116, but study the option of instituting maximum parking requirements/limits to encourage alternative travel modes.

- Allow the sharing of parking facilities among buildings with different peak demand times.

Allow reduced parking requirements for buildings with adequate parking spaces in shared surface parking lots.

- Consider requiring dedicated Car Sharing spaces in larger residential and employment developments.

- Consider providing preferred parking for alternative energy vehicles and charging stations for electric powered vehicles.

- Encourage parking garages for higher density developments.

- Retain on-street parking

Parking-2: Encourage a "park-once-and-walk" strategy on the edges of West Oakland that encourages multiple destinations within an area to be connected by pedestrian trips.

Parking-3: Ensure that all new development provides for the mitigation of potential adverse aesthetic impacts of parking.

- Ensure that any necessary surface parking, driveways and loading areas in new development is located at the rear of the building, or is screened by landscaping.

- Encourage podium parking in higher intensity residential and non-residential development to be "wrapped" with active uses along the primary façades.

- Design façades of parking structures to reduce adverse effects on the pedestrian environment where ground-floor uses are not possible, with "green screens", landscaping, public art, lighting, semi-opaque windows, etc. Mitigate any required blank walls with plantings, murals, architectural articulation, faux façades, etc.

- Reduce the bulk of parking structures by breaking up façades with articulated fronts, varying rooflines, architectural details and upper story step-backs.

- Provide ample lighting in and around parking lots and structures to ensure safety. Ensure that these lights are "full cut-off" to prevent glare and over-lighting.

- Encourage the installation of solar panels on roof-decks of parking structures, both as shading devices for vehicles and as a sustainable energy source.

Parking-4: Consider implementation of a residential parking permit program as and where needed to prevent commuters from parking in residential neighborhoods.

Parking-5: Reduce the current emphasis of commuter-based parking only, at the West Oakland BART Station, and consider implementation of a Residential Parking District in the area surrounding the Station.

- With a more diverse land use program at the West Oakland BART TOD, the amount of commuter-based parking provided should be reduced as the patrons will be commuting both to and from the station (as opposed to simply commuting from, as is now the case).

- Balance the supply of parking provided in any new parking structure planned as part of the West Oakland BART TOD, such that it does not lead to even more in-commuting and traffic congestion.

Parking- 6: Require that any new parking be associated with new development. Do not allow additional surface lots or stand-alone garages without a concomitant increase in residences or employment that is linked to that parking.

5.2: Enhancing Traffic

The "last mile" refers to the provision of transit service from home or workplace to the nearest regional rapid transit rail station. The availability of last-mile transit service is one of the main incentives to the use of public transit in urban areas. Too frequently, the default solution to the last mile is driving a private vehicle.

Adapted from "Approximating the Performance of a "Last Mile" Transportation System, Hai Wang and Amedeo Odoni, Massachusetts Institute of Technology

The West Oakland BART station at 7th Street and Mandela Parkway is located at the major intersection of the BART transit system, which links San Francisco and San Mateo counties to the East Bay. Because of its central location within the overall BART system, the West Oakland BART station is perhaps the busiest station in the system in terms of number of cars per day. The West Oakland BART station is a major asset and a resource for successful revitalization of the entire West Oakland community. The connection of West Oakland to the regional transit system could hardly be better.

However, assuming a reasonable walking distance of ¼ mile to the nearest transit connection, the West Oakland BART station, by itself, provides immediate transit service to a small percentage of West Oakland's population and employment base. Most BART riders rely on another form of transportation to and from the station, and too frequently this form of transportation is the private car.

One of the keys to realizing the full development potential for West Oakland is to ensure that existing and new residents have full access to a safe, convenient and efficient transit system that provides them with direct (within ¼ mile) routes to work and shop, without having to rely on their own vehicles for that first leg of their journey. Reciprocally, that same system could provide existing and new employees the same full access to transit routes that directly (within ¼ mile) connect their homes to job opportunities in West Oakland.

This Plan identifies strategies that will lead to better connections to the regional transportation system (BART). One major strategy is an enhanced transportation loop (described herein as "the O") that connects West Oakland to the most central BART stations in the system (the West Oakland, MacArthur, and 12th and 19th Street Downtown Oakland stations), as well as to the major new employment center at the former Oakland Army Base, the Broadway corridor in downtown Oakland, Emeryville, the Alta Bates/ Summit and Kaiser Oakland medical centers ("Pill Hill"), and to Jack London Square (which is also served with both ferry and Amtrak service).

EXISTING TRANSIT SERVICES

BART – The Regional Transit System

The Bay Area Rapid Transit (BART) system is the heavy-rail public transit and subway system that connects the city of Oakland with San Francisco and the cities in the East Bay and suburbs in northern San Mateo County. BART operates five routes on 104 miles of line, with 44 stations in four counties. With an average of 373,945 weekday passengers (as of January 2013), BART is the fifth-busiest heavy rail rapid transit system in the United States.

The West Oakland BART station is located at the intersection of direct rail transit that links the metropolitan areas of Alameda and Contra Costa counties with San Francisco and San Mateo counties. Because of its central location within the overall BART system, the West Oakland station is perhaps the busiest station in the system in terms of number of cars per day and is a major asset and a resource for successful revitalization of the entire West Oakland community. The West Oakland BART station serves both local residents and riders from throughout the region with its excellent freeway access and short ride

to downtown San Francisco. Much of BART's ridership at the West Oakland station is either passing through on its way from one place to another, or has arrived via automobile from other locations and has parked near the station because of its convenience.

The West Oakland BART station and the elevated tracks are shown in **Figure 5.2.1**. Frequent weekday service is provided from 4:00 AM to 1:00 AM, and Saturday and Sunday service is provided from 6:00 AM to 1:00 AM, and 8:00 AM to 1:00 AM, respectively. Trains also arrive frequently, with a typical headway of 15 minutes on weekdays and 20 minutes on Saturday and Sundays.

AC Transit – The Current Transit Link

AC Transit provides an extensive network of fixed-route bus services throughout Alameda and Contra Costa counties, including routes throughout West Oakland (see **Figure 5.2.2**). The AC Transit bus lines in West Oakland form a grid of north-south and east-west routes approximately ½ mile apart. North-south routes include Martin Luther King Jr. Boulevard, San Pablo Avenue, and Market, Adeline and Peralta Streets. East-west routes include 7th Street, 10th Street, 14th Street, and West Grand Ave. Almost every home and business in West Oakland is within ½ mile or less of an AC Transit bus stop. The routes operate from at least 6 a.m. to 10 p.m., and some routes operate longer hours. Frequency of service ranges from every 6.5 minutes to every 30 minutes. Every bus goes to at least one BART station. However, no bus line currently provides transit connections between West Oakland and the Oakland Army Base immediately across the I-880/I-980 freeway.

Currently, all of the bus routes serving West Oakland operate below available bus capacity. Few of the bus routes serving West Oakland are crowded, with most routes carrying passenger loads of between 50% to 80% of capacity.

Fig. 5.2.1: West Oakland BART Station

Fig. 5.2.2: Existing AC Transit Route Map

THE PLAN'S TRANSIT-BASED LAND USE DEVELOPMENT PATTERN

West Oakland BART Station Transit-Oriented Development, or TOD

One of the West Oakland Specific Plan's more important land use concepts is the realization of a major new Transit Oriented Development (TOD) project next to the West Oakland BART Station (see Chapter of this Plan for more details). A West Oakland BART Station TOD has long been a component of the City's General Plan, and the city's current S-15 Transit-Oriented Development zoning for the blocks surrounding the West Oakland BART station already encourages concentrated development with pedestrian amenities near the transit station.

Implementation of the West Oakland BART Station TOD is recommended as a means of enhancing and increasing regional transit ridership by making regional transit a more likely and assessable transportation choice, as well as a revitalizing development opportunity within West Oakland. The acres of surface parking lots which sit adjacent to the West Oakland BART station are envisioned to be replaced with new high density housing, office and various commercial uses, converting this area from a commuter's temporary parking lot to a fully viable destination.

Land Use Patterns Enhanced by Transit

The land use strategy inherent in this Specific Plan encourages new development along corridors served by expanded transit service, including Mandela Parkway, West Grand Avenue, 7th Street, and San Pablo Avenue. These corridors are identified as locations where new and enhanced employment and housing growth can be effectively and efficiently served by expanded transit service.

With a more compact and corridor-based land use plan that places jobs along transit routes that serve the local community, households have increased employment opportunities close to home, with more than one transportation option connecting the two. Improving access to jobs with enhanced transit is especially important to lower- income households who spend a greater proportion of their income on housing and transportation and often have to travel long distances to find good-paying jobs and training.

The immediate presence of the Port of Oakland as a major regional economic force has resulted in a long-established clustering of Port-related businesses throughout West Oakland. The Oakland Global Trade and Logistics Center under development at the former Oakland Army Base will further increase potential for expanded Port-adjacent business growth and development in West Oakland's business and industrial areas, especially in the 3rd Street and Mandela/West Grand Opportunity Areas, and will increase the transit demands between the Center and its employees.

Greater Connections to Major Jobs Centers

This Specific Plan is not only focused on Transit-Oriented Development as a land use strategy, but also considers transit as a means of attracting, retaining and growing more commercial and office businesses and jobs.

The Oakland Global Trade and Logistics Center will transform the former Oakland Army Base into a world-class intermodal trade and logistics center of national significance. New development at the former Army base is planned to include construction of a new rail terminal, restoration of the deep water break-bulk terminal, construction of new trade and logistics facilities for warehousing directly within the Port area, relocation of export-oriented recycling operations and trucking operations from impacted neighborhoods, and improvements to the infrastructure of the former Base. Proposed actions include roadway improvements to Maritime Street and Burma Road. Construction and operation of the former Army Base reuse project is expected to support current jobs and create new construction and permanent jobs. Many West Oakland residents live immediately adjacent to this major job center, but do not have convenient transportation and transit links

connecting them to the Oakland Global Trade and Logistics Center at the former Army Base.

Other major centers of employment that are within the immediate circle of West Oakland, but not well connected to West Oakland include downtown Oakland, the jobs and shopping in Emeryville, and the other regional transportations links at Jack London Square. Bus service is the only form of public transit in West Oakland besides BART along 7th Street.

Enhanced Transit – the "O"

Many of the elements needed for a successful, fully served transit-based community are currently present in West Oakland:

- Four BART stations are located within a maximum 2-mile radius, providing the Plan Area with excellent access to the regional transit system;
- AC Transit bus service provides local connections from the BART stations to most West Oakland destinations, and service from residential areas in West Oakland to the BART stations;
- Emeryville's Emery-Go-Round shuttle system provides near-by transit service to and from a major regional shopping and entertainment district;
- Downtown Oakland's jobs, services and retail/entertainment uses are immediately adjacent to West Oakland, though divided by the intervening I-980 freeway;
- The area surrounding Mandela Parkway is a significant job-based corridor, with additional employment-based land uses planned for the future;
- The Oakland Global Trade and Logistics Center at the former Oakland Army Base will be a major new employment center within a short distance of most of West Oakland's employee base, though divided by the intervening I-880 freeway; and
- San Pablo Avenue and 7th Street are mixed-use corridors, with plans for new commercial development to enhance nodes of neighborhood-serving focal points.
- The critical element that is currently under-provided in West Oakland is a local-serving transit system that directly connects and unites each of these other elements.
- This Plan recommends the creation of a new enhanced transit "loop" that interconnects West Oakland to the most central BART stations in the system (the West Oakland, MacArthur, and 12th and 19th Street stations), as well as to the Broadway corridor in downtown Oakland, Jack London Square (which is also served by both ferry and Amtrak service), the Alta Bates/Summit and Kaiser Oakland medical centers ("Pill Hill"), and Emeryville. This enhanced local transit service is envisioned as a loop, or circle with the following route:
- Beginning at the West Oakland BART Station, the transit loop would travel up Mandela Parkway with frequent stops at major employment centers along the way;
- At upper Mandela Parkway, the transit loop would connect to the Emeryville transit service and to major Emeryville employment and retail/entertainment centers (e.g., Pixar, Bay Street, etc.);
- From Emeryville, the loop would travel eastward to connect with the MacArthur BART station and continue to Broadway and the regional medical centers at "Pill Hill";
- At Broadway, the loop would travel south cnecting to the 19th Street and 12th Street/City Center BART stations and downtown Oakland; continuing south to Jack London Square at 3rd Street;
- At 3rd Street the loop would turn back to the west, connecting through the 3rd Street Opportunity Area, under the I-880 freeway, and back to the West Oakland BART station; and
- A separate but coupled transit loop could be added over time to utilize West Grand

Avenue, Broadway, 14th Street and Pine Street to interconnect the 16th Street Train Station area, the Mandela/Grand Opportunity Area and downtown Oakland. In addition this loop could also be added over time to utilize Mandela Parkway, 7th Street, Maritime Street and West Grand Avenue to better connect West Oakland to development at the former Army Base.

This enhanced transit service would operate as a continuous or semi-continuous loop around and through major West Oakland and surrounding destinations (see **Figure 5.2.3** and **Figure 5.2.4**) and is dubbed the "O" to specifically indicate this circular intention. As indicated in the text boxes on Figure 5.2.4, both household and employment growth has already been sustained at important activity nodes along the proposed transit loop between 2000 and 2005; additional growth can be anticipated in the future as improvements are made to the Plan Area.

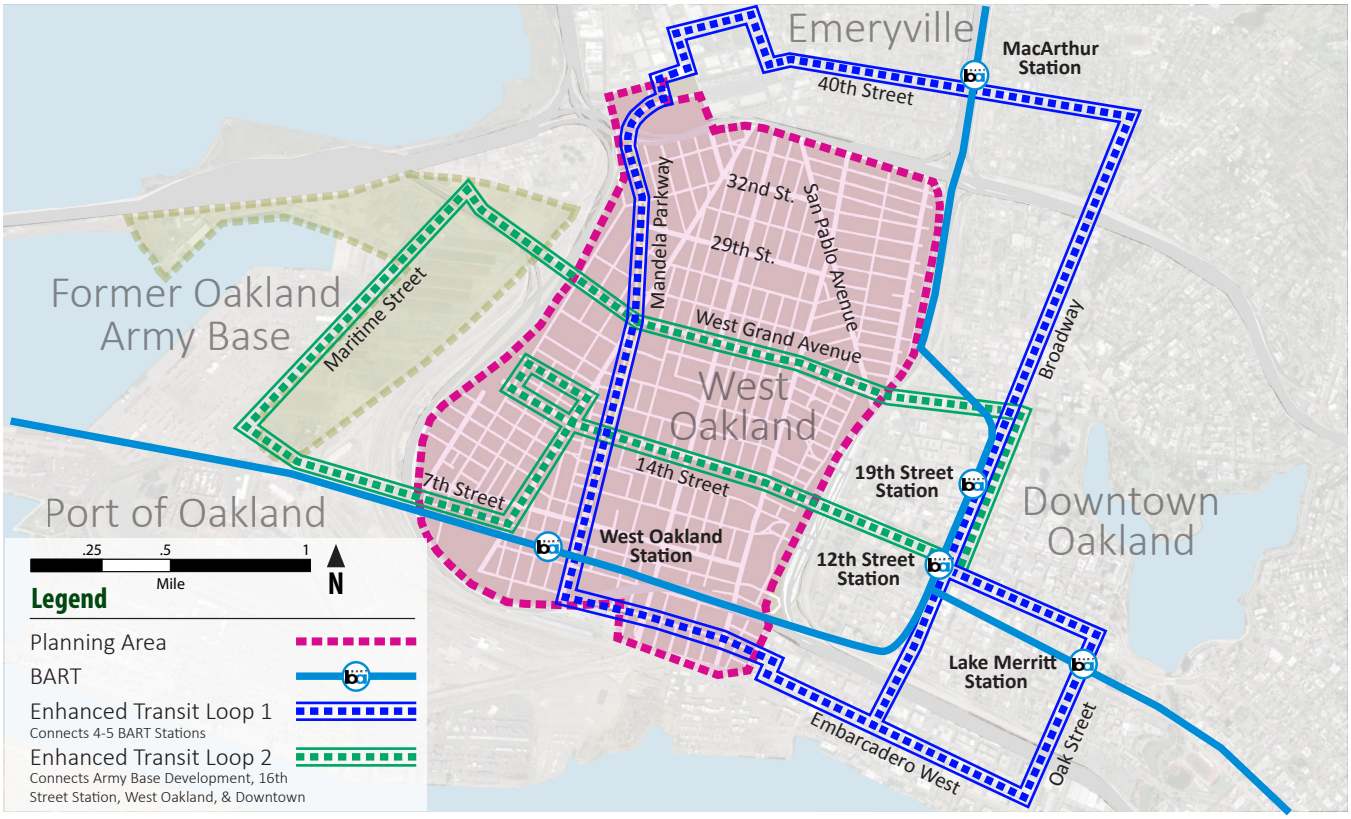
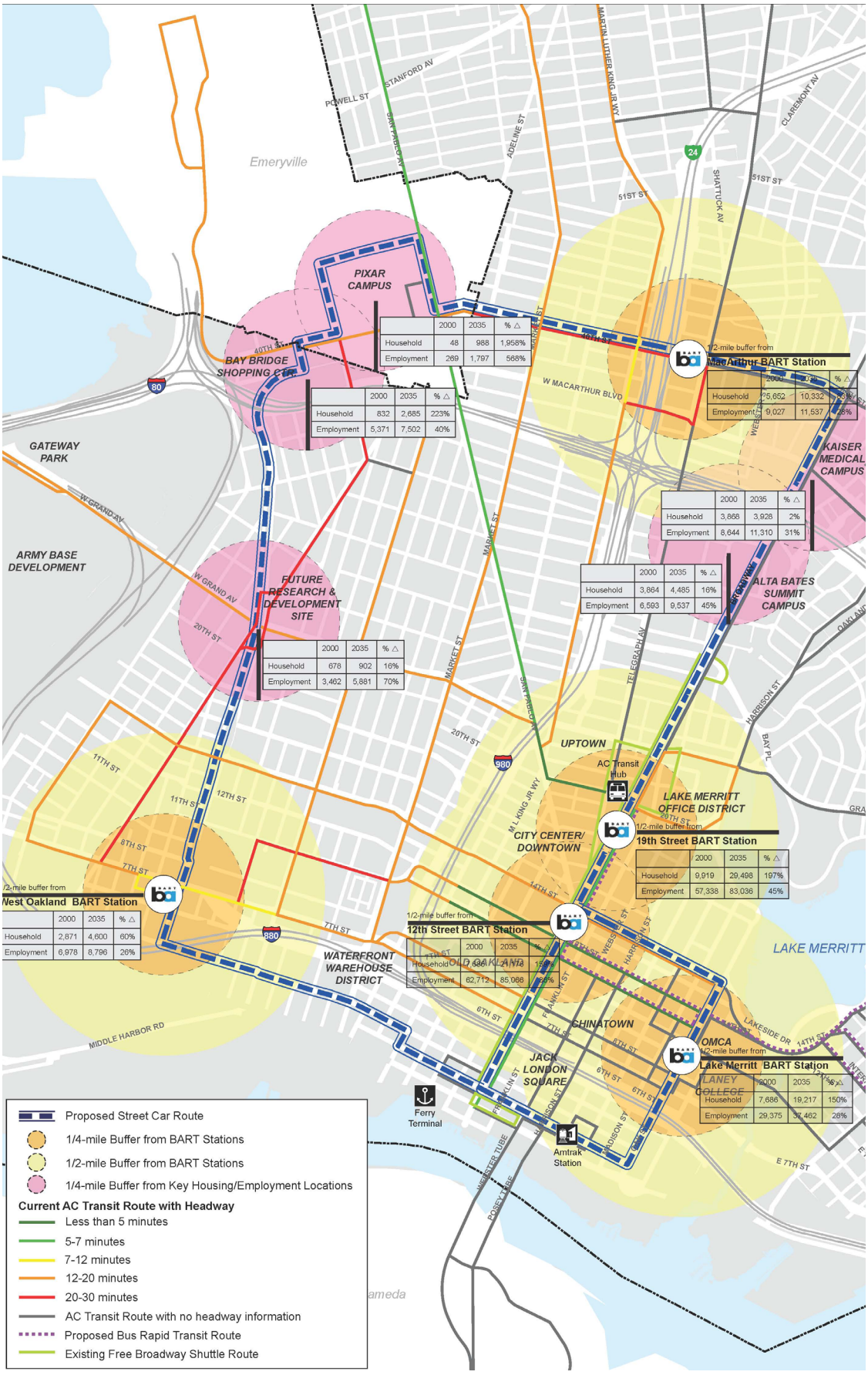


Fig. 5.2.3: Proposed Transit Enhancement

Fig. 5.2.4: Proposed Transit Enhancement - Initial Transit Loop



STRATEGIES FOR TRANSIT LINKAGES

The West Oakland BART Station TOD and the increase in clustered, corridor-based employment centers are complementary strategies of this Plan that need to be linked together to achieve maximum mutual benefits. By coordinating new development around both regional transit and local transit links, both existing and new West Oakland residents will have greater opportunities to work and shop in the same neighborhoods where they live. The benefits include minimizing the time and costs of commuting, fostering the creation of new local jobs and a thriving local economy, and helping to fuel the local housing market. Connecting TODs to job centers can reduce car and truck traffic, air pollution and greenhouse gas emissions, and facilitate a desired land use mix that takes full advantage of locational efficiencies.

These recommendations for enhanced transit services would provide better connections to, from, and within West Oakland, and explore the best specific transit mode that can accomplish that objective:

- Fixed-route systems such as light rail and streetcars offer the advantages of certainty. Travelers know where the routes are located due to the tracks. In addition, the long-term investment in fixed-route systems inspires confidence among the development community that transit-based development is a solid bet because the system is permanent. Light rail and street cars have the additional advantages of non-exhaust fumes, and are generally quieter and smoother. Research shows that public transit ridership generally increases when light rail and streetcars are installed.

- Another option is enhanced bus service which allows flexibility of routes, is less costly, and responds to fluctuating transit demands. Bus Rapid Transit (BRT) systems are newer transit-planning strategies generally offering higher speeds, better reliability and improved passenger comfort as compared to standard bus systems, but at lower costs than most fixed-rail systems.

- Another emerging alternative is the “on demand” transit service, usually provided by rubber tire shuttles. These shuttle systems can even enable smart-phone and GIS-based requests for transit service to be quickly responded to on an individual basis, while remaining idle or at low service during less busy times of the day.

Additional work, substantial community input and detailed cost/benefit analyses should be undertaken before determining the ultimate enhance local transit system that is the best choice for West Oakland. However, this Plan offers the following broad intentions for transit, including strategies and processes whereby the details of a local transit system serving West Oakland can evolve. These recommendations also include specific enhancements to the existing system that can be implemented in the interim.

Enhancements to Existing Transit System

Intent: Seek and identify funding sources to significantly enhance existing transit service between the West Oakland BART station, the Oakland Army Base and Emeryville.

Existing Transit Enhance-1: Seek and identify funding mechanisms to increase the frequency of AC Transit bus service and make other transit improvements in and through West Oakland.

- As recommended in the 2006 West Oakland Community-Based Transportation Plan, work with AC Transit to create an expanded senior shuttle service and BART access evening shuttle.

- Work with AC Transit to expand bus service schedules, especially at night and on weekends (evening/weekend services, longer service hours, greater frequencies, bus stop amenities, etc.).

- Work with AC Transit to expand AC Transit bus service routes to better serve key

destinations such as the Oakland Army Base, West Oakland job centers, Emeryville, Jack London Square and downtown Oakland.

- Work with AC Transit to insure that bus service increases as development occurs and transit demand increases.
- Provide optimal bus stop locations throughout West Oakland. Bus stops should be located so as to maintain a minimum of 1,000 feet between transit stops, should be located on the far-side of intersections, and should be designed in a manner that permits vehicles to pass during loading and unloading (i.e., with turn-outs).
- Enhance bus stops with appropriate new amenities (e.g., shelters, benches, lighting, real-time passenger information, and security apparatus) to improve the comfort and safety of transit riders.
- Limit the use of private shuttles along AC Transit routes, as these shuttles diminish the viability of the AC Transit network. Where a shuttle is proposed, first work with AC Transit to determine if service changes are possible and apply any developer fees that would support a shuttle to AC Transit service.

Existing Transit Enhance-2: Undertake the following station capacity improvements at the West Oakland BART Station to ensure public safety and to meet BART's performance standards.

- Work with BART to assess whether the West Oakland station needs to have wider train platforms (for both the lower and upper platforms),

Work with BART to assess whether additional vertical circulation (stairways, escalators and elevators) should be provided, including adding pedestrian access to the station platform at the north and south ends of the West Oakland station, and

- Work with BART to assess the needs for additional fare gates, and potentially additional platform screen doors.

Existing Transit Enhance-3: Improve West Oakland BART station access and public safety at night time with an on-demand (by phone) door-to-door bus/van service to and from BART in the evenings and at night, and with improved night time lighting in the parking lots and station vicinity. Safety could also be enhanced by instituting Crime Prevention Through Environmental Design (CEPTED) strategies introduced in Chapter 7: 'Obstacles to Community & Economic Development', with particular emphasis on ensuring clear lines of sight and visual connections, and well-lit pedestrian connections to parking areas.

Existing Transit Enhance-4: Coordinate with AC Transit and the City of Emeryville (which received a grant) to study and consider expanded shuttle/ transit service in West Oakland, similar to the Emery-Go-Round.

Existing Transit Enhance-5: As recommended in the 2006 West Oakland Community-Based Transportation Plan, work with BART to complete a BART noise study focused on the West Oakland BART station area; and develop an agreement with BART for regularly scheduled rail grinding in the West Oakland area.

Local Enhanced Transit System (the "O")

Intent: Develop a high quality West Oakland transit system for all residents, employees and visitors traveling to, from, and within West Oakland.

Enhanced Local Transit-1: An enhanced system should provide fast, frequent, safe and reliable transit service in pleasant and aesthetically pleasing vehicles and facilities.

Enhanced Local Transit-2: The local transit system should be composed of a network of circular routes seamlessly interconnecting West Oakland to nearby neighborhoods, job destinations, and to other city and regional transit systems.

Enhanced Local Transit-3: The system should be designed to support West Oakland land uses.

Enhanced Local Transit -4: The enhanced transit system may use one or more of the many potentially appropriate transit modes, including but not limited to local buses, rapid buses, express buses, streetcars, light rail, and additional modes.

Enhanced Local Transit-5: To develop a fully complete and enhanced local transit service, the City of Oakland, in conjunction with AC Transit, BART, Caltrans, Emeryville, and the Port of Oakland, should undertake a West Oakland Transit Needs Study. The Study should consider the transit needs of West Oakland at intermediate stages of development, identifying technical requirements, costs and funding sources. The study will engage a cross-section of the West Oakland community in evaluating the options. A specific outreach program will be tailored to the business community that may be asked to financially support for the system. The Transit Needs Study could also include evaluation of noise issues associated with transit, but should also formulate technically sound analyses and findings on at least the following topics:

- Transit routes which would best serve the evolving needs of West Oakland residents and businesses;
- Appropriate service characteristics (such as frequency and hours of operation) for the West Oakland transit network;
- The level of transit capacity required on various routes at various levels of land use development;
- The need for capital improvements and roadway changes (such as reserving rights-of way for dedicated transit lanes);
- The probable levels of funding required, considering varying alternatives for both transit operating costs and capital improvements;
- Potential sources of operating and capital improvements for transit service above current levels;
- The appropriate and cost effective ways that stops, stations and vehicles of the transit linkage system should reflect the history and character of West Oakland; and
- Economic analysis of the value (both absolute and relative to other types of public services and capital improvements) of improvements to bus and rail service, with an emphasis on experience in cities which share common characteristics with Oakland.

Future Transit Link-3: Whichever transit modes are ultimately selected, improve community identity by "branding" the transit service as an identifiable and known community service similar to Emery-Go-Round and Broadway "Free B". (i.e., "The O").

Enhanced Transit Coordination with the proposed BART TOD Project

Intent: Coordinate BART TOD development with local transit improvements.

BART TOD Coordination-1: Ensure that the design of any new BART TOD development incorporates and facilitates multi-modal linkages and access that include:

- Oakland 'O' connections
- Bicycle access and associated secure bicycle parking
- Pedestrian-oriented design, including streetscape and way finding signage
- Bus bays
- Kiss and Ride' drop off areas
- Future linkages to the Capital Corridor project
- Safe connections to parking resources

Transit and Mobility

Intent: Increase mobility for all West Oakland residents and employees, including for seniors, persons with disabilities, youth, children, and low-income individuals and groups.

Transit Mobility-1: Actively engage and partner with technology firms and transportation industry providers that are at the leading edge in development and advancement of Demand Response Transit (i.e., computerized dispatch of GPS-equipped transit stock, connected via digital devise applications which can hail roving shuttles to the exact location of the customer, at the time needed, and even transacting the cost of the ride electronically). Such systems could potentially enable increased mobility and economic development in neighborhoods where fixed transit is inconvenient, inconsistent or too costly to operate per ride. Demand Response Transit may also increase passenger safety by reducing waiting time and selecting direct destinations.

Transit Mobility-2: Improve medical service access by working with the Alameda County Transportation Commission and City of Oakland pilot medical service return taxi voucher program to expand services for seniors in West Oakland.

Transit Mobility-3: Work to expand the current City of Oakland/Bay Area Community Services Senior Shuttle, which takes seniors from large residence facilities to shopping and other destinations outside West Oakland, by providing the same service to seniors in single-family homes and smaller buildings. Trips on the shuttle for medical appointments can be linked with the medical service access return taxi voucher program.

Transit Mobility-4: Investigate funding availability to be used for subsidizing car sharing to remove prohibitive cost barriers and extend car sharing to low-income individuals and groups in West Oakland who either cannot afford vehicle purchase/maintenance or who do not need a full-time vehicle to improve their mobility for grocery shopping and other auto-dependent tasks.

7TH
STREET

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

6. Public Infrastructure

July 2014

6: Public Infrastructure

SECURING THE BASIC INFRASTRUCTURE

"A contemporary and sufficient infrastructure system comprises the core of every successful built environment. A strong infrastructure system is the backbone of our homes, offices, schools, factories and hospitals, complimenting and supporting elegant design and functional facilities. It is the vehicle for business development and the productive economy; allowing the private sector to stimulate revenue and jobs."

West Oakland "Industrial District Strategy Support, Public Infrastructure Report", BKF Engineers, March 2011

In March of 2011, the City of Oakland, with engineering support from BKF Engineers, prepared the "Industrial District Strategy Support, Public Infrastructure Report" for the Mandela and 3rd Street Industrial Districts (West Oakland Infrastructure Report). That report examined the current state of the transportation network and infrastructure serving the industrial sections of West Oakland.

The West Oakland Infrastructure Report forms a critical component of this chapter of the Specific Plan particular to the industrial areas of West Oakland. It is supplemented with additional research and recommendations for West Oakland-wide infrastructure issues from examination of City Public Works Agency documents and from field surveys of the Plan Area. Additionally, Chapter 5 of this Specific Plan includes further recommendations and strategies particular to roadways and transportation infrastructure in West Oakland.

West Oakland Infrastructure Report

The West Oakland Infrastructure Report developed a framework for further necessary infrastructure planning and design efforts in support of the City's overall Industrial District strategy. It included strategies to address safety concerns, improve connectivity, and enhance the function of the multi-modal transportation systems in West Oakland's industrial areas. Roadway and utility infrastructure deficiencies were catalogued, needs were assessed, and improvements with associated costs were recommended and prioritized for future funding procurement.

The West Oakland Infrastructure Report's study area is generally co-terminus with the Mandela/ Grand and 3rd Street Opportunity Areas of this Specific Plan. Thus, the recommendations from that Report are equally applicable to this Plan. Although the scope of analysis contained in the West Oakland Infrastructure Report was limited to these two primarily industrial areas of West Oakland, the strategies contained in that report are also at least partially applicable to the 7th Street Opportunity Area as well.

Portions of the analysis and many of the individual recommendations of that report have been intentionally and specifically incorporated into this Specific Plan, for several reasons:

- First, by being incorporated into this Specific Plan, the recommendations of that technical Report are now elevated as City policy pertaining to West Oakland.
- Secondly, the recommendations and infrastructure improvements that were recommended in the West Oakland Infrastructure Report were never subject to environmental review. As integral components of this Specific Plan, the West Oakland Specific Plan's EIR can provide appropriate environmental analysis of these recommended improvements.
- Third and most importantly, the recommendations of the West Oakland Infrastructure Report represent a fundamental and basic need for successful implementation of this Specific Plan.

Major Findings and Conclusions: Critical Infrastructure Needs

The Report found that both the Mandela/West Grand and 3rd Street Opportunity Areas have served as important parts of the City of Oakland's industrial base for over a century. Both of these areas are situated near major transportation networks, and are served by, and have direct access to, the Port of Oakland; the BNSF and Union Pacific Railroads; highways 80, 880, and 580; and the West Oakland BART Station. Additionally, the Oakland International Airport is only approximately 10-miles away to the south. Within this context, these Opportunity Areas are ideally located from a regional perspective to promote and enable commercial and industrial activity.

While the existing transportation system network provides an excellent framework for attracting and serving existing and potential future commercial and industrial uses, most of the existing infrastructure components are at or beyond their useful design life. With the exception of the new Mandela Parkway landscaped median which replaced the former 'Cypress' section of Highway 880, many surrounding areas are in critical need of repair and rehabilitation. Significant infrastructure investment is immediately needed to serve the existing community and to attract new businesses.

Consistent with the City's overall Industrial Strategy, the West Oakland Specific Plan also seeks to refine the economic and land use goals for the West Oakland Opportunity Areas. The regional business and real estate market has recognized a shift from traditional industrial uses toward a broader diversity of "new economy uses" such as new digital media, trade and logistics, life science and healthcare, green technology, green design and construction and specialty food production. These types of uses are expected to be the target industries envisioned in this Plan, complimenting existing businesses in these Opportunity Areas. As indicated in the West Oakland Infrastructure Report, new and modernized infrastructure is crucial to attract these types of business.

Public infrastructure improvements are not just an end in themselves: but they also support permanent private and public sector jobs and fulfill the larger citywide missions of supporting overall community development and providing the core services necessary to support new residential and commercial development.

Prioritizing Needed Improvements

The surface infrastructure that supports the West Oakland industrial-based Opportunity Areas (Mandela/West Grand and 3rd Street) is comprised of a network of transportation systems. These transportation systems include streets, railroad spurs, bicycle routes and pedestrian paths, and work together to provide access to and through West Oakland to deliver freight and supplies. The local transportation systems connect with a broader network of regional transportation systems with direct access to the Port of Oakland, the railroad corridors, the surrounding freeways and the West Oakland Bay Area Rapid Transit (BART) station. Utility Infrastructure also support these industrialized areas with stormwater and wastewater collection systems, domestic and fire suppression water networks, and electric, gas and communication networks.

The capacity and capability of each of these infrastructure systems to support current businesses and land use, as well as future development, is vital for the long-term viability of the West Oakland industrial areas.

The West Oakland Infrastructure Report recognizes that while there are many long-term improvements necessary to secure a fully supportive infrastructure system, the funding for such improvements may only become available on an irregular basis. Therefore, the Report provides its recommendations in various priority categories described below.

The implementation order reflects an understanding that funding for the entire program is unlikely to be available in a single phase. A priority-based implementation strategy may provide the best leverage for funding; however, several improvement projects that address multiple priorities simultaneously could be leveraged if sufficient funding is available.

Priority 1 – Safety

The first priority level of needed infrastructure improvements addresses specific traffic safety concerns and deficiencies. Improvements to roadway sight distances and traffic flow can decrease the potential for traffic collisions and are an immediate need for improvement.

Priority 2 – State of Good Repair

Pavement repair throughout West Oakland would address numerous safety issues, would improve the roadway conditions to better support multi-modal uses, and is a cost-effective method of signifying to the all members of the West Oakland community that Oakland is actively and progressively making visible improvements to attract new development. However, given an overall engineer's estimate of over $15 million to implement pavement repairs throughout both the Mandela/West Grand and 3rd Street Opportunity Areas, pavement repairs have also been individually prioritized based on each street's function in context with the overall City street network grid. Streets are designated as Tier 1, 2, or 3, with Tier 1 roadways being of highest priority.

Priority 3 – Gateways

Projects that delineate gateway opportunities are categorized as 'Priority 3'. Gateways could include monuments and/or signage combined with traditional infrastructure elements such as street lighting and street or other right-of-way improvements at strategic locations to advise visitors that they are entering a special "district" within West Oakland.

Priority 4 – Intersection Improvements

Improvements to street intersections include curbs, gutters, sidewalks, accessible curb ramps, pavement rehabilitation, striping, and signage and gateway monuments. Projects within this priority grouping are sub-divided to differentiate the costs associated with reconstructing intersections with upgrades and railroad spur replacement, and without upgrades and railroad spur replacement

Priority 5 – Streetscape and Roadway Reconstruction

Full street reconstruction improvements would replace curbs, gutters, sidewalks, pavement, striping, signage, lighting, underground utilities and landscaping. Full streetscape improvements are assigned a lower priority level due to the high costs associated with these improvements. As with intersection improvements, separate costs are identified for improvements with and without railroad spur replacement.

Priority 6 – Circulation

Larger projects that improve general circulation through the area are assigned a relatively low priority level, partly due to cost and partly due to the level of further study necessary before implementation of these recommendations.

Table 6-1: Mandela/West Grand Opportunity Area, Infrastructure Improvement Costs($million)

	NE Area	NW Area	SE Area	SW Area	Total
Priority 1 - Safety	$0.1		$0.1		$0.2
Priority 2- Maint. & Repair	$1.8	$4.9	$3.5	$2.0	$12.2
Priority 3 - Gateways	$0.2	0.1	$0.1		$0.4
Priority 4 -Intersection Improvements					
With Rail	$2.0	$5.0	$4.5	$3.4	$14.9
Without Rail	$1.6	$4.2	$3.9	$2.8	$12.5
Priority 5 –Streetscape Improvements					
With Rail	$14.0	$33.0	$26.0	$18.0	$91.0
Without Rail	$11.0	$29.0	$22.0	$13.0	$75.0
Priority 6- Circulation Imprvmts.	$4.7				$4.7
TOTAL (with rail replace.)	**$22.4**	**$42.2**	**$33.6**	**$22.8**	**$121**

Engineer's Cost Estimates

Rough, order of magnitude construction cost estimates have been developed for each priority level improvement. Improvement costs within the Mandela/West Grand Opportunity Area are shown above in **Table 6-1**.

In the 3rd Street Opportunity Area, full intersection and streetscape replacements do not appear to be currently necessary. Priorities for safety, maintenance and repair are similar, but the next priority level improvements in this Opportunity Area includes upgrades to the sewer and storm drain systems as well as upgrades to the water delivery systems. The next priority level includes upgrades to streetlights, followed by miscellaneous projects that improve circulation in the area. Rough, order of magnitude construction costs have been estimated for recommended improvements at each priority level for the 3rd Street Opportunity Area, as presented in Table 6-2.

Table 6-2: 3rd Street Opportunity Area, Infrastructure Improvement Costs ($million)

Priority 1 Maintenance and Repair	$ 2.6
Priority 2 Gateways	$ 0.4
Priority 3 Utility Upgrades	$ 7.4
Priority 4 Streetlights	$ 1.4
Priority 5 Traffic Circulation	$ 0.7
TOTAL	**$ 12.5**

This general order of implementation priorities reflects an understanding that, although full streetscape and roadway improvements throughout each Opportunity Area are the ultimate goal, funding for full improvements is unlikely to be available in a single phase.

BASIC INFRASTRUCTURE STRATEGIES

A preliminary survey of various infrastructure conditions revealed that the Plan Area suffers from the following infrastructure issues:

- missing or inadequate curbs and/or gutters
- missing or deficient sidewalks that may be uneven and need attention
- street pavement that should be repaved or sealed
- handicap curb ramps that do not meet current ADA standards and should be replaced

- inactive rail road tracks in streets often exposed to an extent that hinders vehicular passage on the affected streets
- inadequate street lighting, particularly on streets adjacent to underground freeway storage uses

These conditions are indicated on **Figure 6.1.1** which represents an illustrative sample of the type of problems characteristic of the entire Plan Area. The survey will be augmented as time and resources permit. In the interim, City actions should focus on addressing these known deficiencies.

Basic infrastructure improvement strategies, derived from the West Oakland Infrastructure Report and supplemented by additional field surveys and area-wide research are recommended to provide the basic infrastructure needs required to support economic redevelopment and to provide the core services supportive of new residential and commercial development within the Plan Area.

The strategies address traffic safety, pavement maintenance and repair, rail lines in the street right of way, street sections, gateways, water, wastewater and storm drainage systems overhead utilities (such as electricity, telecommunications and broadband networks), and circulation system improvements (such as street networks, bicycle facilities, and pedestrian connections).

Traffic Safety

Existing Traffic Safety Issues

The first set of recommendations from the West Oakland Infrastructure Report consists of measures that address specific traffic safety issues, where current roadway configurations present a dangerous condition. The Report identifies two such conditions:

The Campbell Street and West Grand Avenue intersection does not provide adequate site distances for autos attempting to enter or cross West Grand Avenue from Campbell Street, heading north. A fence between the ramp descending from the upper portion of West Grand and the at-grade side streets impedes the ability of drivers to see cars traveling eastbound down the ramp. Eastbound traffic tends to maintain a high rate of speed down the ramp from the west. Cars attempting to turn left from Campbell Street to go westbound on West Grand Avenue do not have adequate site distance to safely make the turn.

Wood Street north of West Grand Avenue is in various stages of disrepair, with pavement deterioration so bad that most northbound traffic uses the southbound lanes to avoid the rough ride. This hazardous condition is exacerbated by a curve in the road near 32nd Street which limits sight distance, and a poorly marked utility pole that sits in traffic near the middle of the 32nd Street / Wood Street intersection.

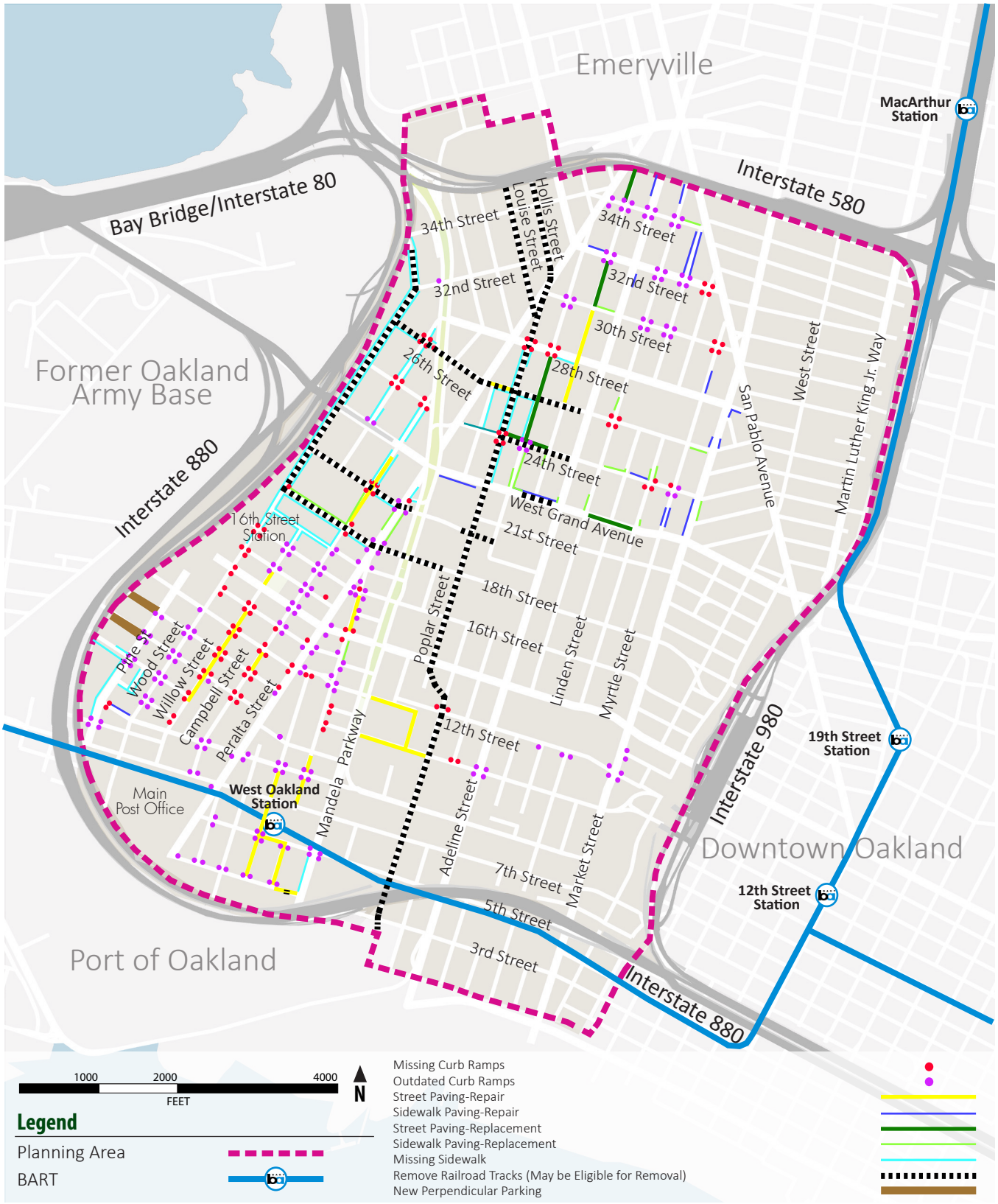
Recommended Strategies

Intent: Implement specific traffic safety improvements at selected roadway locations to improve sight distance and traffic flow, thereby decreasing the potential for traffic collisions. These improvements should be addressed promptly.

Traffic Safety-1: Campbell Street, between West Grand Avenue and 20th Street, should be converted into a one-way, southbound street. Automobile traffic would no longer be allowed to make the unsafe left-hand turn to westbound West Grand Avenue.

Traffic Safety-2: At the intersection of Wood Street and 32nd Street, the existing utility pole should be to be moved out of the traveled way. Pacific Gas & Electric Company should be contacted to discuss potential solutions. Additional self-supported steel poles may need to be utilized, as there appear to be very few options for guying new poles.

Fig. 6.1.1: Infrastructure Improvements*



*Map for illustrative purposes only. Indicates the type and general locations of infrastructure improvements identified to date. Other improvements may be identified in future surveys.

Pavement Maintenance & Repair

Pavement Conditions

Based on field review and confirmed by records kept as part of the Metropolitan Transportation Commission's (MTC's) Pavement Management System, roadways throughout West Oakland are generally in poor condition and in dire need of repair and long-term rehabilitation.

With the exception of Mandela Parkway and those short segments of roadways that were rehabilitated with the Mandela Parkway project, most of the roadways in the Mandela/West Grand Opportunity Area are in very poor condition. Many streets are flat and are missing appropriate drainage facilities, resulting in standing water that expands and contracts the soil, leading to the loss of structural integrity and the deterioration of the pavement. Of particular concern, many of the streets in the Mandela/West Grand Opportunity Area share alignments with rail lines. Streets in the worst condition tend to be the streets that share alignments with rail.

The streets in the 3rd Street Opportunity Area are generally in better condition. There are fewer instances where rail lines coexist with the streets, and there is curb and gutter in more of the street sections. However, there are several streets where significant damage has been identified.

Recommended Strategies

Intent: Most of the streets serving West Oakland provide an excellent framework for serving transportation needs but are in critical need of repair and rehabilitation. Significant investment in street repair and maintenance is needed to serve the existing community and to attract new businesses.

Pavement Repair-1: Potholes are evident throughout West Oakland, particularly in the Mandela/West Grand Opportunity Area. Patching potholes will provide a short-term and inexpensive solution, but only until more extensive pavement rehabilitation can be conducted.

Pavement Repair-2: Pavement repair throughout West Oakland, but in particular throughout virtually the entire Mandela/West Grand Opportunity Area, is needed to improve the roadways to accommodate multimodal uses and safely convey all forms of transportation associated with existing and new development. Options of repair, dependent upon location, range from slurry seals to pavement overlays, to removal and replacement of the entire pavement section.

- The highest priority street repairs recommended in the Mandela/West Grand Opportunity Area are on West Grand Avenue from Wood Street to Adeline Street, on Adeline Street from 19th to 30th Street, and on Peralta Street from Mandela Parkway to 28th Street.
- The highest priority street repairs recommended in the 3rd Street Opportunity Area are on Adeline Street from I-880 to 3rd Street, and on 3rd Street from Union Street to Martin Luther King Jr. (MLK) Way.

Pavement Repair-3: Roadways that share alignments with rail spurs should be given high priority in the City of Oakland's pavement management program, and should be resurfaced with a temporary improvement to bring them to a serviceable condition until a long-term rail repair or removal strategy can be implemented.

Pavement Repair-4: For work within what would typically be the railroads' responsibility for maintenance, the City should explore all possible avenues to ensure the railroads live up to their obligations to remove those rail lines not identified for reuse. However, where the interface between street pavement surface and the rails is in poor condition, critical repair work may need to be performed independent from the railroads.

Pavement Repair-5: As funding options are researched for improvements to rail, recognize that street pavement repairs and rail improvements will be necessarily linked. This nexus may expand the possibilities for funding sources.

Rail Lines

Current Conditions

Much of West Oakland's industrial areas were originally developed as manufacturing and warehousing hubs that benefitted from proximity to the Port and from access to its backbone rail infrastructure. Over time, many of the older manufacturing and warehousing industries have moved from West Oakland, or evolved with less dependency on rail. Many of the benefits once offered by rail access have now declined, and many businesses still dependent on rail have found other suitable locations in East Oakland or further into the San Joaquin Valley.

The older rail spurs in West Oakland's industrial areas that are no longer in active use still share their alignments with City streets.

- Within the Mandela/West Grand Opportunity Area, these shared streets include Wood, 18th, 20th and 26th Streets from the west, and Poplar Street from the south.
- Within the 3rd Street Opportunity Area, existing rail lines define the entire south edge of 3rd Street. Magnolia, Chestnut, Linden, Filbert, Myrtle and Brush Streets all terminate on the north side of the rail right-of-way. Market Street and Martin Luther King Jr. Way cross the rail lines at grade, and Adeline Street is elevated to cross above the rail lines.
- In addition to these "main" spurs, smaller rail spurs directly feed various parcels, often times by splitting from the "main" line in the street and traversing onto the sidewalk to access loading areas that front the public right-of-way.

In their current condition, these inactive rail spurs can cause tripping hazards for pedestrians, and complicate implementation of accessibility and ADA compliance programs. Additionally, the interface between the street pavement surface and the rails is often in very poor condition with resulting potholes and cracks. Throughout the industrial portions of West Oakland, there are numerous locations where these rail spurs and their shared streets have not been adequately maintained.

Recommended Strategies

Intent: A comprehensive strategy is needed for both the near-term and the longer-term future to address the disposition and condition of rail lines that share alignments with City streets.

Rail Lines-1: In the near term, the at-grade rail crossings at Market Street and at Martin Luther King Jr. Way are in poor condition and should be repaired.

Rail Lines-2: For the long term, decisions need to be made by stakeholders, including the City, the railroad companies and property owners about which rail lines should be removed and which will remain in perpetuity, in what streets, and to serve which parcels.

Rail Lines-3: Those spur lines designated to stay should be brought up to appropriate current standards of construction and safety by the applicable railroad company. The streets that the rail spurs share an alignment with should be reconstructed with appropriate, modern features such as proper sub-drainage and adequate rail crossing panels throughout their length.

Rail Lines-4: Since the rail spur that serves the block surrounded by Linden, Filbert and 3rd Streets does not align with the street system, it creates a viable long term rail service corridor that could be retained with the existing land uses.

Rail Lines-5: Those rail lines not identified for reuse should be removed by the applicable railroad company, and the roadways reconstructed in accordance with appropriate construction standards and environmental practices.

Rail Lines-6: In general, all rail lines east of Mandela Parkway should ultimately be removed by the applicable railroad company, as they do not appear to be in current use, as evidenced by existing paving patterns (i.e., in many cases the rails have been paved over).

Standardized Street Sections

Current Conditions

The analysis and recommendations identified below should be considered supplementary to the "Complete Streets' recommendations applicable throughout all of West Oakland, as contained in Chapter 5 of this Specific Plan.

Full street improvements should include curbs, gutters, drainage, sidewalks, adequate pavement widths, striping (potentially to include bike lanes or paths and parking), signage, lighting, underground utilities and landscaping or street trees.

Pedestrian connectivity along streets is important to provide access for residents and employees who may travel from downtown, from the bus and BART and from the surrounding West Oakland residential neighborhoods, to existing and new employment centers. Bicycle routes are important connections from the West Oakland Opportunity Areas to the surrounding community as an integral part of the overall transportation network. An increased emphasis on pedestrian and cycling opportunities is also an important component of decreasing congestion and reducing the carbon footprint of new development. Appropriate and complete street sections are also vital in accommodating on-street parking and to improve stormwater runoff through curbs and gutters and needed storm drain connections.

For the most part, the existing street grid provides for continuous streets and sidewalks that connect through West Oakland's residential neighborhoods. However, within the industrial portions of West Oakland's Opportunity Areas, particular within the Mandela/West Grand and portions of the 3rd Street Opportunity Areas, there are numerous examples of incomplete, substandard and deteriorated street sections. These incomplete street sections are both functional and aesthetic obstacles toward realizing a new economic development potential for the surrounding area.

Recommended Strategies

Intent: Incomplete street sections are both functional and aesthetic obstacles toward realizing the economic development potential of the surrounding area, and should be improved to current City standards, tailored to meet site-specific needs.

Street Sections-1: Pedestrian zones should be delineated throughout the Mandela/West Grand Opportunity Area, and currently missing or deteriorated sections of sidewalks and trails should be connected (i.e., "gaps" closed).

Street Sections-2: Intersections currently lacking accessible curb ramps or that have ramps that do not meet current ADA accessibility standards must be improved to City current standards as a part of any streetscape or paving project.

Street Sections-3: Both interim and permanent bicycle routes and lanes should be established throughout West Oakland. Improvements to the street surfaces as described under Pavement Repair Strategies will benefit bicycle circulation.

Street Sections-4: Currently designated bicycle routes should be connected and signed to further promote bicycle use in and through West Oakland.

Street Sections-5: Curbs and gutters, and striping for parallel parking should be installed throughout West Oakland where these street sections do not exist (i.e., "gaps" closed).

Street Sections-6: As an interim measure, street lights should be maintained and fixtures replaced to increase lighting and therefore increase public safety. Ultimately, street lights should be replaced as part of intersection and streetscape improvements, utilizing appropriate City lighting standards and fixtures from the city's lighting standards.

Street Sections-7: Those streets that currently do not accommodate on-street parking should be improved with new street sections that designate on-street parking areas, and that also provide for improved stormwater runoff and pedestrian circulation.

Street Sections-8: For those blocks where cars are currently parking perpendicular to the street, and there is sufficient right-of-way to accommodate both angled parking and any missing sidewalk sections, perpendicular parking sections should be installed on the edge of the road. The perpendicular parking section permits cars to safely park, maximizes the number of parking stalls, appropriately directs stormwater runoff, and provides pedestrians with a clear path of travel.

Street Sections-9: New street standards specific to the needs of existing and future uses in West Oakland, should be considered in particular locations. New street sections are suggested at the following locations:

- Along 10th Street, just west of Pine Street, the road section should accommodate perpendicular parking on one side and parallel parking on the other side to provide sufficient parking to match existing uses if possible. At least 6 foot clear sidewalks should be provided to improve pedestrian circulation and safety, while new curb and gutters should be installed to alleviate stormwater runoff ponding and help to prevent future damage to the pavement.

- Along 11th Street, just West of Pine Street, the road section should be similar to the proposed 10th Street section. However, because 11th Street has only a 59' right-of-way, a 7' compact parallel parking stall should be utilized on the parallel parking side. The existing buildings on the north side provide bays for truck loading, so perpendicular parking is recommended.

- Wood Street has an irregular existing street section along its length, reflecting completed sections of new construction and other areas of very poor condition, with no sidewalk, curb or gutter at all. Installation of curb, gutter, and sidewalks, with perpendicular parking in certain sections is recommended. The curb and gutter would allow conveyance of stormwater runoff while at the same time allowing vehicle traffic to park and/or load at the edge of the road without causing damage.

- 17th Street currently lacks a clear pedestrian path of travel between Wood Street and Campbell Street. The north side of 17th Street has no clear, safe pedestrian path of travel and the south side provides a broken path. New curb, gutter and sidewalk should be installed along the south side of 17th Street between Wood and Willow Streets, with clear signage at the intersections of Wood and17th Streets and at Campbell and 17th Streets, indicating that to pedestrians should use crosswalks and continue along the south side of 17th Street.

- 18th Street between Wood Street and Campbell Street is a block in which cars park perpendicularly and there is no sidewalk for pedestrian travel. The south side of the street does not provide curb, gutter or sidewalk, and cars currently park on the asphalt at the edge of the road. New curb, gutter, sidewalk and a perpendicular parking section should be installed along this road. This will permit pedestrian travel along both sides of the street, will maintain the existing perpendicular parking, and would allow stormwater runoff to be properly conveyed.

- On 3rd Street, the northerly sidewalk between Brush Street and Castro Street ends halfway through the block, where perpendicular parking stalls begin. The sidewalk should be continued the full length of the street, and the existing perpendicular parking stalls removed. While there will be a net loss in parking spaces along the block, the lengthened sidewalk will improve pedestrian safety and will also improve vehicular traffic safety by providing a uniform parking situation throughout the entire block.

- The current parking stall configuration on Linden Street within the 3rd Street Opportunity Area should be reviewed with the Oakland Fire Department. Upon review, the curb on the west side of the street may need to be painted red, effectively eliminating 10 parallel parking spaces.

Gateways

Recommended Strategies

Intent: In order to signify the entry into each commercial- or industrial-oriented Opportunity Area (Opportunity Areas 1 and 3), gateway features should be installed at strategic locations to help identify the particular Opportunity Area as a "place", that is specifically recognized by the City and the public (see Figure 6.1.2).

Gateways-1: Gateway monuments could be located at the following locations:

- along Mandela Parkway north of 32nd Street,
- at Mandela Parkway south of 12th Street,
- at Mandela Parkway and 7th Street,
- at West Grand Avenue east of Chestnut Street and,
- at West Grand Avenue between Frontage Road and Mandela Parkway.

Potable Water Delivery System

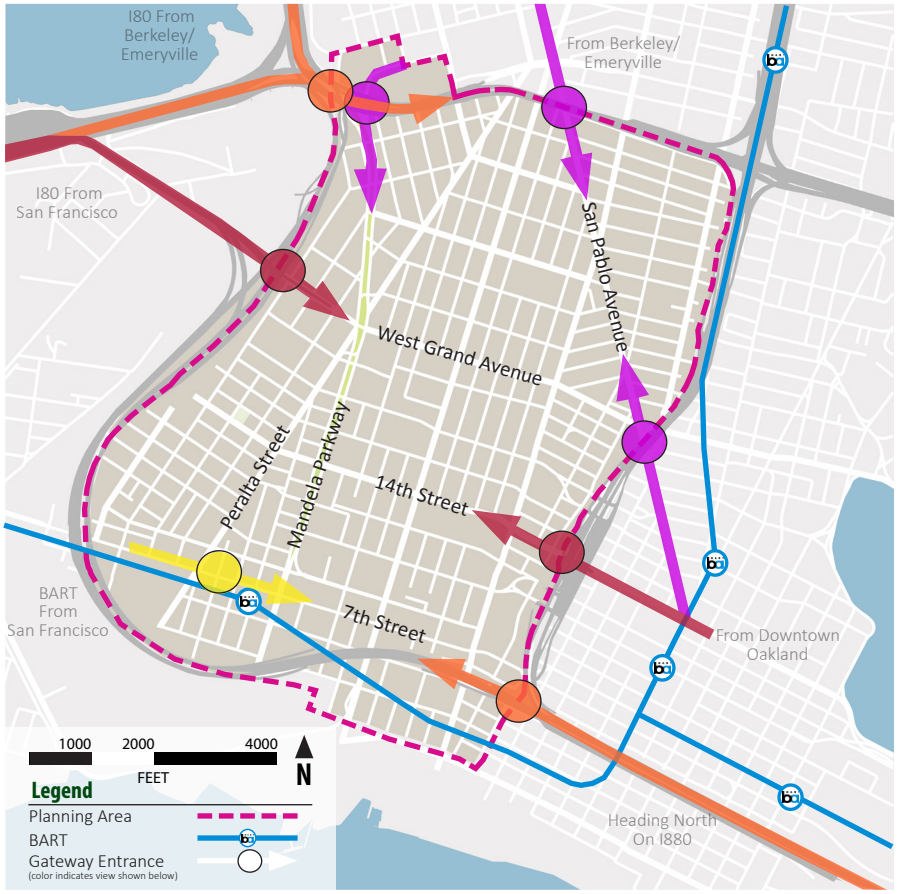
Current Conditions

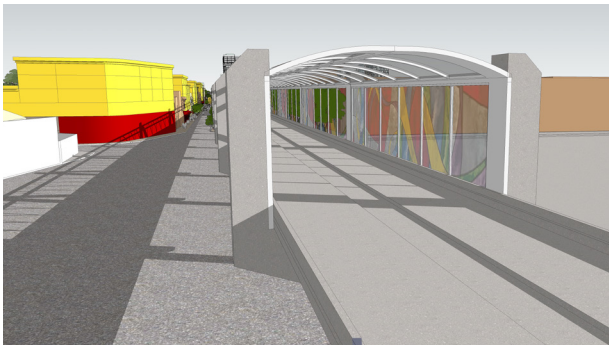
West Oakland is serviced by a network of water transmission and distribution lines ranging from 2 inches to 36 inches in diameter (see **Figure 6.1.3.** There are two transmission lines with diameters of 36 inches. One transmission main traverses north on West Street, turning west on 34th Street, and diverting north again on both Market Street and Hollis Street (two separate mains). The other large 36" transmission line traverses west on 9th Street, north one block on Market Street, west on 10th Street and finally north on Adeline Street before terminating and branching into several smaller transmission lines. Three 24-inch pipes (34th Street, 14th Street, and 5th Street) are also found within West Oakland, all terminating into the adjacent former Oakland Army Base and the Port of Oakland.

Distribution mains are located on every street throughout West Oakland. Most neighborhood distribution mains are typically 6- and 8-inches, although some as small as 2-inches are also present. Per the East Bay Municipal Utility District's (EBMUD) latest programs, most of these smaller pipes are being replaced with 6-inch pipes.

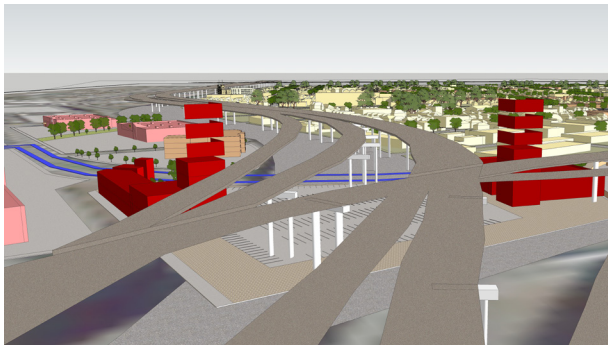
West Oakland's industrial areas have historically demanded high water usage. These industries included heavy industrial and manufacturing such as food canning, ship building, and iron works. Water supply pipes in West Oakland were sized accordingly to accommodate the higher water usage. Although many of these former customers have relocated, the main water supply pipes have remained in place and are active, and have more than enough capacity to handle planned mixed-use development.

Fig. 6.1.2: Gateways





BART Gateway

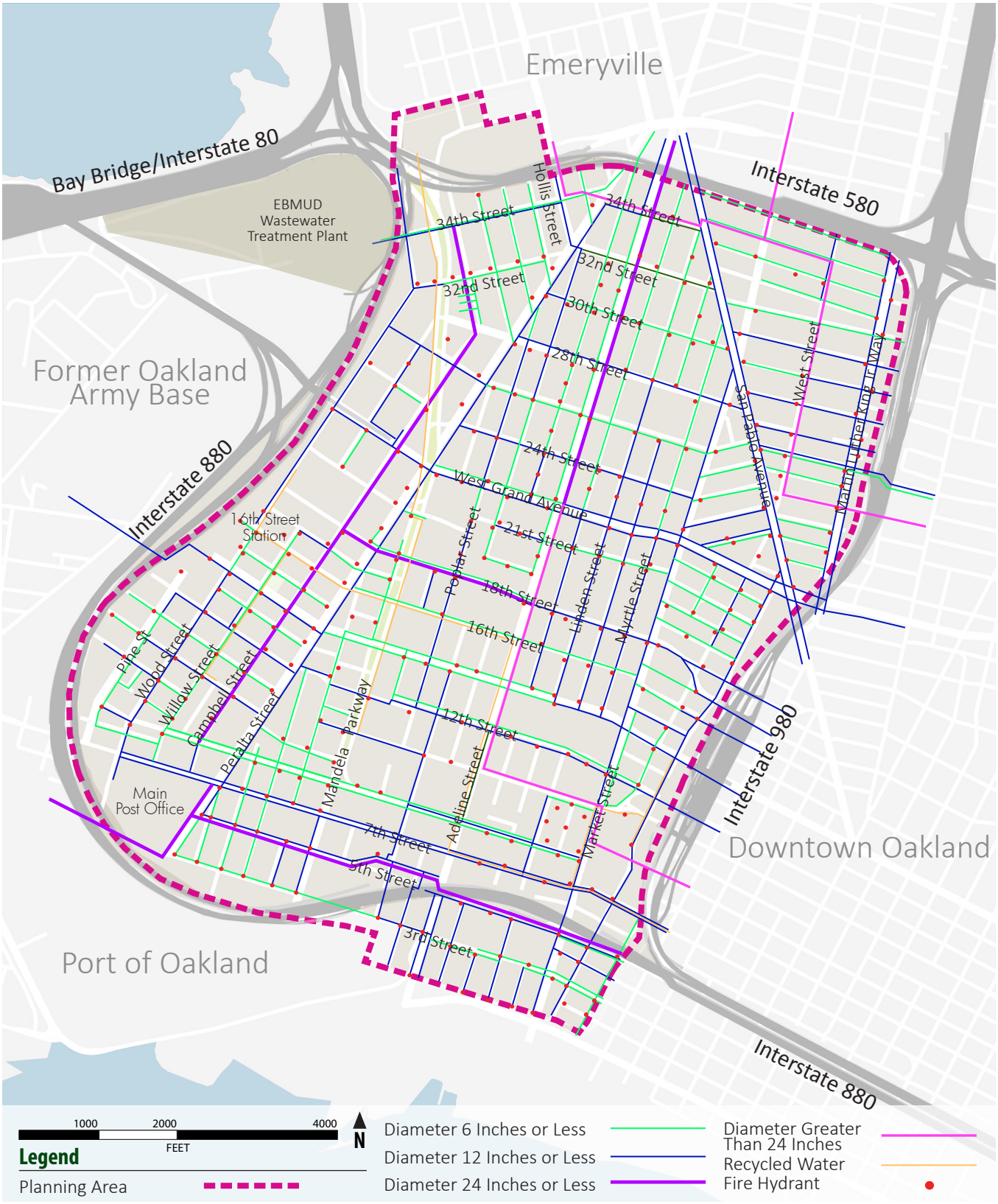


Freeway Gateway

Arterial Gateway: San Pablo Underpass

Arterial Gateway: West Grand Viaduct

Fig. 6.1.3: Potable and Recycled Water



Opportunity Area Water Systems

Within each Opportunity Area, there are smaller conveyance lines that are interconnected to form multiple redundant loops, and individual parcels have service lines connected to the conveyance lines that deliver metered water flow to each parcel.

- Water is primarily delivered to the Mandela/ West Grand Opportunity Area through transmission mains under Adeline, 18th, Campbell, Ettie and 34th Streets. Because many of the parcels within the Mandela/ West Grand Opportunity Area are very large, there are several smaller internal streets that have no public water main. Many of the conveyance lines are old and are likely to be in poor condition, and may be undersized to meet current fire flow requirements.
- Water is primarily delivered to the 3rd Street Opportunity Area through a transmission main under 4th Street.

With recent development and maintenance programs, EBMUD has emphasized that it has enough capacity in its current water distributions system now to meet projected population growth up to the year 2040.

Recommended Strategies

Intent: Implement those overall water delivery system improvements needed to fully serve the economic development potential of West Oakland and to meet current City standards.

Water-1: Support EBMUD's ongoing program to upgrade their older, smaller distribution lines to 6-inches, and to 8-inches where necessary to comply with current California Fire Code where laterals for fire hydrants are located.

- Many of the conveyance lines within the industrial portions of West Oakland's Opportunity Areas are not large enough to meet current fire flow requirements. New development located on parcels not fronted by a water line of at least 8-inches in diameter will require a new water line upsizing of the water main to meet current codes (see detailed descriptions in the West Oakland Infrastructure Report).

Water-2: Continue to require that maintenance, capital repairs and upgrades to water distributions systems be financed by connection fees charged to new development, and through on-going customer service charges.

- EBMUD block maps indicate that many of the water lines throughout West Oakland are cast iron and were installed in the 1930's. These pipes have likely experienced significant corrosion and should be replaced (see detailed descriptions in the West Oakland Infrastructure Report).

Water-3: Coordinate with EBMUD to reassess its water distribution system to determine whether upsizing of its pipes for increased flow and/or pressure may be required. If upsizing is required and is deemed necessary for the viability of new development, the cost will likely be borne by the developer.

Water-4: For projects that create new parcels which front a street that does not have a water main, a new public water main will be required, to be constructed at the developers' expense.

Recycled Water

Current Conditions

Recycled water use that meets a portion of water supply demands increases the availability and reliability of the potable water supply and lessens the effect of extreme rationing induced by a prolonged severe drought. EBMUD has been recycling water for landscape irrigation and in-plant processes at its Main Wastewater Treatment Plant since 1971. EBMUD's goal is to recycle 14 MGD (15,680 acre-feet per year (AFY)) by year 2020 and 20 MGD by year 2040, bringing the total recycled water use to nearly 5.1 billion gallons annually. That amount equates to a 7% reduction in potable water, and would save enough water to supply the indoor and outdoor water needs of an estimated 130,000 residents per day, based on current consumption data.

EBMUD recently completed a large multi-phased water recycling project which has begun supplying recycled water. The East Bayshore Recycled Water Project (EBRWP) will supply an annual average of 2.2 million gallons per day (MGD) of recycled water to portions of Alameda, Albany, Berkeley, Emeryville and Oakland. The recycled water will be used in place of drinking water to irrigate landscapes, flush toilets, to restore wetlands and for industrial purposes. Most of the 4.4-mile long recycled transmission pipeline is in place, along with more than 2 miles of transmission pipeline in Oakland, and up to 24 miles of distribution pipelines being constructed throughout the EBRWP.

Within West Oakland, the primary recycled water transmission main is found traversing west from 7th Street then north on Mandela Parkway into Emeryville (and other cities to the north). Smaller distribution pipelines are found mainly on 16th Street and Willow Street (refer to Figure 6-3).

Industrial and landscape irrigation applications will be the primary uses for recycled water, and it is anticipated that there will be some use for commercial applications.

Recommended Strategies

Intent: Work with EBMUD to continue to implement its Water Recycling Program in the most cost-effective manner to meet the 20 MGD goal by the year 2040.

Recycled-1: Encourage EBMUD to continue its effective incentive program to use recycled water rather than mandating its use.

Recycled-2: Consider re-use of existing pipelines, reservoirs, and other facilities which are no longer needed by other utilities for distributing recycled water to customers.

Recycled-3: Encourage installation of separate plumbing system for new projects during initial construction rather than retrofitting the project.

Recycled-4: Include installation of new recycled water distribution mains when roads are being reconstructed, even if it is to place an empty conduit for future connection.

Recycled-5: Focus the use of recycled water within the Mandela/Grand Opportunity Area, as the primary recycled water transmission main is found traversing west from 7th Street then north on Mandela Parkway into Emeryville. Smaller distribution pipelines are also located in 16th Street and Willow Street.

Sanitary Sewer

Current Conditions

The City of Oakland owns and maintains the sanitary sewer system throughout the City (see **Figure 6.1.4**). This system consists of smaller collection lines connected to individual properties, which are then connected to larger sewer mains within the street right-of-way. The City's system is ultimately connected to the major sewer trunk main lines (interceptors) that are owned by EBMUD. The EBMUD interceptor system consists of a main line that runs west under 3rd Street, turns north at Wood Street, and then turns into the EBMUD Wastewater Treatment Plant near the point where Wood Street terminates and becomes Beach Street.

City of Oakland Collection System

The City of Oakland owns, operates, and maintains the local sanitary sewer collection system covering approximately 48 square miles, and includes over 1,000 miles of sanitary sewer lines, 31,000 structures and 7 pump stations, serving a population of about 400,000 people throughout the City.

Fig. 6.1.4: Sanitary Sewer

Most of the City's sewer system is over 50 years old, some as old as 100 years. Most of the sewer pipes are in poor condition, and many are plugged or abandoned. Much of the City's antiquated sewer system is constructed of vitrified clay pipe, making it susceptible to cracking and vulnerable to failure. Many pipes do not have any associated data, such as diameter, flow direction, material, etc.

Because of the dilapidated condition of underground conduits, groundwater infiltration and inflow ("I & I") remains the biggest challenge that the City faces, as this contributes to roughly 80% of peak wet weather flow, and only 20% of the flow actually consists of sewage.

A twenty-five year capital improvement program was initiated in 1987, intended to rehabilitate up to 30% of the City's sewer system to eliminate wet weather overflows. This program is mandated under the City's sanitary sewer discharge permit with the Regional Water Quality Control Board, and is due to complete in 2014.

In an attempt to meet additional projected maintenance costs to its antiquated sanitary sewer system, recent City ordinances require homeowners to repair or replace their private sewer laterals prior to the sale of their homes. In addition, all streetscape projects are required to have the sewer main scoped to ascertain the integrity of the sewer main prior to paving work. If the pipe is shown to be in poor condition, the project must incorporate new (or rehabilitated) pipes into its scope of work.

EBMUD Interceptor and Treatment System

The City's sewer system conveys wastewater to the EBMUD interceptor system. The interceptor system consists of 29 miles of reinforced concrete pipes ranging from 12 inches to 9 feet in diameter. Fifteen pumping stations lift wastewater throughout the collection system as it travels to the Main Wastewater Treatment Plant (MWWTP).

EBMUD has two interceptor systems within West Oakland:

- The South Interceptor system traverses east-west on 3rd Street.
- The North Interceptor system runs along Wood Street and terminates within the MWWTP. The North Interceptor System also conveys raw sewage from the South Interceptor, as well as from Pump Station "K" on 7th Street (serving portions of the Port of Oakland).

The MWWTP is located in Oakland near the entrance of the San Francisco-Oakland Bay Bridge. At the plant, primary treatment removes floating materials, oils and greases, sand and silt and organic solids heavy enough to settle in water. Secondary treatment biologically removes most of the suspended and dissolved organic and chemical impurities that would rob life-giving oxygen from the waters of the Bay if allowed to decompose naturally.

Major Issues

The existing sewer system throughout West Oakland is in need of repair. The current capital improvement program due to be completed in 2014 will have rehabilitated only up to 30% of the City's sewer system to eliminate wet weather overflows, but will not address the nearly 700 miles of remaining sewer system that continues to deteriorate with age. Only a small fraction of this remaining portion is rehabilitated on an as-needed basis each year.

However, with completion of the current program, the City's sanitary sewer system should have sufficient capacity to accommodate a projected 20% growth rate. Capacity to handle additional development from full build-out of the Plan is unknown, and further engineering analysis will be needed. Based on the general understanding of the existing condition of the collection pipe system, replacement of existing pipes will be required. The capacity of replacement pipes is typically sized to handle future demands.

Treatment plant capacity is not likely to be an issue, as the buildout will be phased and is within the expected capacity of the treatment plant.

Recommended Strategies

Intent: New development throughout West Oakland will present an opportunity to replace the City's older, cracked and leaking sewer system pipes.

All new development throughout West Oakland will be assessed a mitigation fee. The fee is the development's buy-in for the cost of the City's improvements, and represents the development's proportional share of growth-induced improvement costs related to its additional wastewater demand. The City of Oakland Master Fee Schedule summarizes the assessment of the Sewer Mitigation Fees. It is site-specific to the development and is based on an engineering analysis.

Sewer-1: The City's Right-of-Way Management Division implements a City-wide I & I Improvement Program to reduce infiltration and inflow into the sewer system by replacing conduits and structures with new facilities that are less susceptible to leakage. The City of Oakland should assess the relative priority of implementing I & I improvements within the West Oakland Opportunity Areas as a means of increasing sewer capacity such that all envisioned new development can be accommodated within the City's system.

Sewer-2: New development and/or reuse projects should replace existing sewer laterals with new laterals and verify that there are no cross-connections from building downspouts to the sewer. This would result in much lower I/I flow into the main lines.

Sewer-3: Within the Mandela/West Grand Opportunity Area, there are several blocks between West Grand, 18th Street, Wood Street and Peralta Street that contain very large parcels. Public sewer lines were not installed under Campbell Street, 20th Street or Willow Street in this area. New development within these blocks will require new sewers in this small area (see detailed descriptions in the West Oakland Infrastructure Report).

Storm Drains

Current Conditions

The City of Oakland is responsible for the construction and maintenance of the local storm drainage system within Oakland's public areas and roads, while the Alameda County Flood Control and Water Control District (ACFCWCD) constructs, operates, and maintains major trunk lines and flood control facilities in Oakland.

The City's storm drain system consists of about 370 miles of drainage culvert, 16,000 structures (mostly inlets, manholes, and catch basins), 40 miles of creeks and five pump stations. Like the sewer system, much of the system is old and approaching the end of its intended design life. Storm drain pipes in the City are not connected as one system, but rather scattered through the entire City as small networks of private or public systems (see **Figure 6.1.5**).

Stormwater runoff is collected from within West Oakland through drain inlets and catch basins and conveyed through a series of drain culverts and conduits. The larger pipes serve as connectors in the east-west direction, primarily along 34th, 28th, 24th and 18th Streets, as well as two north-south connectors (Wood Street and Cypress Street). These larger connectors terminate at the Ettie Street Pump Station, where stormwater is lifted up and conveyed to the San Francisco Bay. The flow in the majority of the storm drains follows the natural drainage patterns of the terrain. Pipes generally flow from east to west and from south to north.

The City makes structural improvements as necessary to ensure that the system is able to reasonably handle stormwater flow. However, in the Storm Drainage Master Plan completed by CH2MHill in 2006, the City estimated that over 30% of the existing storm drains are in need of repair. It is generally assumed that the storm drain system in any development area is aged and would not be able to handle increased surface runoff. New development would likely need to be reviewed for pipe upsizing and/or rehabilitation. The costs would likely be borne upon the developer.

Fig. 6.1.5: Storm Drainage

Major Issues

According to the City of Oakland Storm Drainage Master Plan (CH2MHILL, 2006), storm drainage collection system improvements are needed throughout the City. That Master Plan estimated that 30% of the existing storm drainage conduits and virtually all of the storm drainage structures in Oakland, including West Oakland, are in need of rehabilitation.

Many of the streets in West Oakland are fairly flat and experience extensive ponding of stormwater runoff. With increased development, ponding of stormwater could become more problematic. Additionally, many individual streets within the West Oakland Opportunity Areas are lacking a dedicated storm drainage system line. Most street sections are too long and flat for run-off to reasonably be conveyed to inlets at either end of the street.

In recent years, standards on stormwater quality and volume control have become increasingly stringent. The City of Oakland is one of fourteen cities in Alameda County that must adhere to the latest C.3 Stormwater Technical Guidance published by the Alameda Countywide Clean Water Program (ACCWP). The ultimate goal of the program is to reduce the amount of impervious areas, thereby increasing groundwater percolation and reducing runoff. Generally, any new development is subject to the provisions of the National Pollutant Discharge Elimination System (NPDES) permit with the State of California. The C.3 handbook provides guidelines and best management practices (BMPs) to decrease surface runoffs by reducing the amount of impervious surface. Over time, this will lower the aggregate runoff coefficient in the planning area, and will minimize the impact the existing storm drain system.

Recommended Strategies

Intent: New development throughout West Oakland will present an opportunity to improve the City's storm drain system, and to reduce overall runoff.

Storm Drain-1: As the West Oakland area improves, storm drain lines and structures should be added and or replaced to serve the Industrial Zones.

Storm Drain-2: New development that impacts an established minimum area (the current standard is greater than 2,500 square feet) is subject to provision C.3 of the City's National Pollutant Discharge Elimination System (NPDES) permit with the State of California. Pursuant to these regulations, such new development would be required to implement stormwater treatment measures to clean and filter stormwater prior to its entering the storm drain system. These improvements will serve to improve water quality and lower the overall volume of run-off.

Storm Drain-3: As the West Oakland area improves, underground storm drain lines should be added to several street sections (see detailed descriptions in the West Oakland Infrastructure Report).

Overhead Utilities

Current Conditions

The Mandela/West Grand and 3rd Street Opportunity Areas contain overhead facilities carrying electrical cable, television and telephone service. The overhead utility poles are jointly owned by Pacific Gas and Electric (PG&E), Comcast, and AT&T. Electricity is delivered by PG&E through a system of 12-kilovolt supply lines. The supply lines feed most, but not all of the street segments within West Oakland, carried on aerial poles that are often also carrying overhead telecommunication and cable television facilities (see **Figure 6.1.6**).

Fig. 6.1.6: Dry Utilities

Street Lighting

Lighting is an important factor in a complete and safe-feeling commercial corridor. Based on a lighting assessment performed by BKF Engineers in 2010, multiple streets within the Mandela/ West Grand Opportunity Area currently fail to meet the minimum street lighting standards set by the City (see the West Oakland Infrastructure Report for details). Several lights were observed to be non-operational at the time of the site visit, and several blocks were observed to be in need of additional lighting. Street lighting within the 3rd Street Opportunity Area was also evaluated against the City's standards. The area appears to be generally well lit, with some areas of exception where existing lighting does not meet the City requirements.

Throughout West Oakland, streetlights are placed on utility poles, and many of these poles are at the end of their useful life. Repairs are inherently difficult to implement because they must be coordinated with PG&E and often other telecommunication companies and cable television providers. Additionally, many streetlights have been damaged by truck traffic, where the mast arms do not accommodate either the height or width of trucks.

Electricity & Telecommunications

As new development occurs in the West Oakland Opportunity Areas, the demands for electricity may exceed the capacity of the existing infrastructure. PG&E evaluates on an area-wide basis and on a case-by-case basis how and where they will need to expand capacity for delivery and distribution of electrical power.

Broadband Network

Access to high-speed broadband networks is critical to many modern businesses. Both AT&T and Comcast provide broadband network services throughout the city of Oakland, and numerous competitive local exchange carriers operate broadband fiber optic-based networks whose backbone facilities for transmission were constructed through Oakland in the late 1990's.

The extent of broadband services available to end users in any specific location requires integrated distribution systems that are fed from a larger backbone facility, and is typically dependent upon demand. Given current activities and land uses within the industrial portions of the Mandela/West Grand and 3rd Street Opportunity Areas, the integrated distribution facilities do not exist and bandwidth offerings are likely limited. However, because of the backbone infrastructure in the area, there is potential for extensive broadband connectivity.

Recommended Strategies

Intent: Access to adequate electrical service, modern telecommunications, and high-speed broadband networks is critical to many modern businesses. Improvements to these systems are needed to attract and retain such businesses in West Oakland.

Lighting-1: As an interim measure, street lights should be maintained and fixtures replaced with Light Emitting Diode (LED) lighting to increase lighting and public safety. Ultimately, street lights should be replaced as part of intersection and streetscape improvements, utilizing appropriate City lighting standards and fixtures, and incorporating Crime Prevention Through Environmental Design (CPTED) principles (see Section 7.2 for more details).

Lighting-2: Based on the BKF survey, a total of approximately 258 street lights should be added within the Mandela/West Grand Opportunity Area, and 40 non-operational streets lights should be replaced or repaired.

Lighting-3: Based on the BKF survey, a total of 82 additional street light poles appear to be needed with the 3rd Opportunity Area to meet the City's lighting standard.

Lighting-4: All upgrades to the street lighting system should take truck height and turning movements into account.

Lighting-5: Existing street light fixtures should be evaluated in specific areas for replacement with

LED lighting. Whereas LED lighting offers several benefits over conventional street lighting in some applications, it is not likely to be practical in some industrial areas because of the street widths, the absence of residences, and the high concentration of lights that would be required to meet the City's standards.

Electricity-1: The City should determine its available balance of undergrounding credits with PG&E, and incorporate specific portions of West Oakland into the city-wide prioritization plan for relocating overhead utility lines underground.

Broadband-1: The City should coordinate a Broadband Network master plan with current network operators to program and plan the facilities.

Circulation System

Street Network & Circulation

The street network within and through West Oakland provides an important framework for existing and expanded industrial, commercial and residential use. The street network is near major regional transportation networks and it provides good local connectivity and access.

However, there are a number of street system improvements that could substantially benefit the surrounding area. These improvement projects would be an important first step toward an overall street-system wide improvement strategy.

Bicycle Facilities

Bicycle routes that run through each Opportunity Area and which connect the West Oakland Opportunity Areas to the surrounding community are an integral part of the overall transportation network. Major bicycle routes that run through West Oakland, such as the Bay Trail, provide cycling opportunities for residents, commuters and employees, and are an important component of decreasing congestion and reducing the carbon footprint of the business districts in Oakland.

Pedestrian Connections

Pedestrian connectivity within each of the Opportunity Areas is important as a means of enhancing access to employment centers from Downtown, from BART and from the surrounding residential neighborhoods. Pedestrian connections must be an integral part of the circulation system.

Recommended Strategies

Intent: Both interim and permanent circulation system routes, including streets, bike routes, lanes and pedestrian paths of travel, should be well-established throughout West Oakland. Gaps within currently designated segments should be connected, circulation problems addressed, and non-auto modes promoted within and through West Oakland's Opportunity Areas.

Circulation-1: The City and the Port of Oakland should coordinate to enact a reasonable resolution to the current circulation problems associated with truck parking on Adeline Street, especially in the mornings. This appears to be a signage and enforcement issue, as there currently appears to be parking area available outside the gates on Port property, on the south side of the Middle Harbor Drive bridge, to accommodate truck parking. A truck parking program with appropriate time limits and enforcement should be implemented.

Circulation-2: An existing barricade was installed at 10th Street between Pine Street and the I-880 frontage in an effort to restrict truck traffic through the adjacent residential neighborhood. However, this solution isolates the residential neighborhood and forces longer trips to circumvent the blockade. It is recommended that another solution, such as replacement of the barricade with signage and enforcement to restrict through truck traffic, be considered.

Circulation-3: Campbell Street between 26th and 28th Streets should be improved to current City of Oakland street standards to improve access and public parking within the Study Area.

Bike Routes-1: Both interim and permanent bicycle routes and lanes should be established throughout West Oakland.

Bike Routes-2: Currently designated bicycle routes should be connected ("gaps" closed) and signed to further promote bicycle use in and connecting through West Oakland.

Bike Routes-3: Signs should be installed identifying Bay Trail routes, particularly as the Bay Trail is meant to navigate Brush and 2nd Streets. Planned bicycle routes as indicated on the City Bicycle Master Plan map should be linked and connected to the bicycle grid.

Bike Routes-4: An alternative, much safer bicycle route to Middle Harbor Shoreline Park for bicycles lies on a walkway/path adjacent to the 7th Street entrance to the Port. The 7th Street route is also connected to the Bay Trail at Mandela Parkway. Middle Harbor Shoreline Park is roughly the same distance from the intersection of 3rd and Adeline using either route.

Bike Lanes and Pedestrian-5: Ensure that a bike lane/pedestrian bridge or other facility is designed and constructed on and from Mandela Parkway near the West Grand area into and through the Army Base development to Gateway Park. Another facility should be developed along 40th Street, through Emeryville, and into Oakland that will provide trail access underneath I-80 to Gateway Park.

Pedestrian Connections-1: While the pedestrian connection from Mandela Parkway to the West Oakland BART Station is new and in good condition, additional street lighting and sidewalk improvements as recommended elsewhere in this chapter of the Plan will provide more safe pedestrian circulation.

Pedestrian Connections-2: ADA ramps between all major transportation hubs in West Oakland should be installed with any new development or streetscape improvement to make the area accessible to pedestrians with disabilities.

Pedestrian Connections-3: Provide safe, secure and well lighted pedestrian corridors, especially surrounding the West Oakland BART Station where pedestrians must pass under I-880 and the elevated BART tracks to access the station and nearby parking lots and housing.

Industrial Area Infrastructure Costs

The 2011 Industrial District Strategy Support, Public Infrastructure Report provides a detailed examination of the current state of the transportation network and infrastructure serving the industrial sections of West Oakland, including strategies to address safety concerns, improve connectivity, and enhance the function of the multi-modal transportation systems. Specific improvements are recommended and associated costs identified, with suggested priorities for future funding. These recommendations represent a fundamental and basic need for successful implementation of this Specific Plan, but the associated costs are substantial – in excess of $132 million for all identified infrastructure improvements.

Recognizing that funding for such improvements may only become available on an irregular basis, this Plan furthers the West Oakland Infrastructure Report's recommendations to establish priorities among these improvements. Highest priority improvements are those that will minimize existing safety concerns and that will address deferent maintenance issues. These first tier improvements are estimated to cost approximately $15 million alone. Next, improvements that have a high level of visibility relative to their costs of implementation are recommended. Third are projects that, piece by piece, bring the infrastructure in the area up to or near current citywide standards. Last, improvement projects that improve overall circulation and infrastructure are recommended.

RECOMMENDATIONS FOR FURTHER STUDIES

Engineer's Study - Residential Enhancement Area

The West Oakland Infrastructure Report is a detailed engineering report specifically focused on the industrial sections of West Oakland, overlapping well with the Opportunity Areas as identified in this Specific Plan. However, the 2011 report does not examine the extent to which detailed infrastructure deficiencies may existing outside of these industrial areas, in those West Oakland residential neighborhoods identified as Residential Enhancement Areas in this Plan. While many of the infrastructure deficiencies in West Oakland are located within the industrial areas, a similar detailed engineering and cost estimating effort addressing the residential neighborhoods of West Oakland should be conducted. Such an engineering study should focus on the need for individual street segment pavement repairs, the closing of gaps in the existing sidewalk system, addressing the adequacy of street lighting for public safety, and needed maintenance and improvements to the water, sewer and storm drain systems.

Other Agency Coordination

Certain infrastructure improvements identified in the West Oakland Infrastructure Report affect areas under the freeways (both under the West Grand viaduct, and in areas bordering on Emeryville and immediately adjacent to Port of Oakland operations. In these areas, the City may not always be the lead or responsible agency for implementing all of the identified improvements, and coordination with Caltrans, the Port of Oakland and Emeryville will be necessary for fully implementing West Oakland-based improvements.

Coordinated Improvement Plans

As individual development projects pursuant to this Specific Plan come forward, the City should seek to establish public/private partnerships with the developers of those projects. Under such partnerships, the financial resources of the City and the private development community can best be leveraged, at the locations of each new development, to maximize the infrastructure and street system improvements needed to not only serve the new development project, but also to incrementally make improvements that serve the overall community.

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

7. Obstacles to Community & Economic Development

7.1 Blight Abatement
7.2 Crime Prevention
7.3 Brownfield Sites
7.4 Educational Resources

July 2014

7. Obstacles to Community & Economic Development

The New Reality of "small-r" Redevelopment

On June 29, 2011, State legislation eliminated redevelopment agencies throughout California and directed the resolution of their activities. As of February 1, 2012, the City of Oakland Redevelopment Agency ceased to exist.

The blight that the former redevelopment agency attempted to address, however, still exists in West Oakland. The leading indicators of blight in West Oakland include underutilized and vacant land, deteriorated and dilapidated buildings, high rates of vandalism and crime, artificial commercial and industrial building vacancies due to land speculation, inadequate public improvements and lack of private investment.

Although the former Redevelopment Agency and its fiscal tools have been eliminated, the City of Oakland should continue to pursue former Redevelopment strategies, including efforts to:

- Renovate sub-standard housing, make landlords more accountable and address code enforcement infractions in buildings;
- Address truck issues, illegal dumping and land use incompatibilities;
- Develop higher design standards;
- Supply low-cost loans and grants to improve blighted structures and decrease commercial vacancies through programs such as the Façade Improvement Program and Tenant Improvement Program;
- Assist with the development of vacant and underutilized properties through marketing to developers and other available means; and
- Make public improvements to West Oakland infrastructure, including lighting, streetscape and public facility upgrades.

Without the former Redevelopment Agency's powers and funding sources, new strategies and other programs will become more critical in fighting against the blighting influences that affect West Oakland. There is not yet a new, single overall plan, strategy or tool that can replace the powers and effectiveness that the former Redevelopment Agency once provided. City leaders and community groups have begun the process of re-envisioning how to bridge this gap.

While the West Oakland Specific Plan sets the stage and offers thoughts and insights, new ideas and programs will likely be necessary to achieve the goals once established for the former Oakland Redevelopment Agency.

West Oakland Business Alert Program

One such effort, the West Oakland Business Alert (WOBA) program, an association of business leaders from the West Oakland Commerce Association (WOCA) working with the City of Oakland, has been especially involved in the mitigation of blight and unsafe conditions. WOBA convened a citywide Business Alert congress to more uniformly and consistently address the problems in industrial areas throughout Oakland, and delineated the following "Nine Barriers to Economic Development":

1. An extremely substandard public infrastructure;
2. Abandoned rail lines in the middle of the streets (with large impassable potholes);
3. Excessive crime of all types, with a need for improved means of response, communication, reporting and prosecution;
4. Excessive amounts of illegal dumping;
5. Massive amounts of graffiti on public and private property;
6. Weeds and debris on public and private property;
7. Homeless encampments;
8. Excessive blight of all types, need improved means of response, communication, reporting and prosecution; and
9. Lack of immediate removal of hazardous material on public streets and sidewalks causing environmental damage.

The objectives and strategies outlined in this chapter of the Specific Plan address a number of these long-standing barriers to achieving the full revitalization potential of the West Oakland area.

Obstacles to Economic and Community Development

Obstacles to economic and community development in West Oakland include 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 Plan offers possible solutions to specific physical improvements needed to remove many of the other obstacles to growth, development and revitalization, including:

- elimination of the blighting influences of vacant, substandard and deteriorated public and private properties, and the removal and prevention of additional graffiti-tagging on walls and structures; and halting the practices of illegal dumping of garbage and refuse in public streets and vacant private properties;
- ensuring that new development incorporates design strategies that can be employed to reduce and prevent criminal activity, such as through Crime Prevention Through Environmental Design (CPTED);
- securing the basic public infrastructure needed to adequately support existing businesses and residents; and stimulate new commercial and industrial expansion, employment and growth; and
- addressing the assessment and remediation of contaminated sites through aggressive and proactive "Brownfield" financing and redevelopment programs and private clean-up of known toxic locations.

The following sections of this chapter of the Specific Plan address each of these issues individually.

7.1: Blight Abatement

In 2002, a Blight Study was completed for the West Oakland Redevelopment Plan[1], which concluded that evidence collected clearly demonstrated a substantial combination of prevalent blighting conditions in West Oakland. Many of the blight factors noted in the Blight Study were determined based on a macro-scale assessment, and did not differentiate between neighborhoods or individual areas within West Oakland. The West Oakland Business Alert's "Nine Barriers to Economic Development" overtly tie in the many physical and social barriers which must be addressed on an inter-disciplinary basis by city staff with private partnerships, to help abate such conditions.

While there are certainly many neighborhoods in West Oakland that are thriving, vibrant and beautiful, there are also many parts of West Oakland where blight remains a significant problem. The negative effects of blight in West Oakland are significant enough to strongly discourage private investment in new development and business start-ups.

BLIGHT – DEFINED AND REGULATED

Definition of Blight

The Oakland Municipal Code (OMC) Title 8 (Health and Safety), Chapter 8.24, contains an official definition of the term "property blight". According to OMC Section 8.24.020, blighted property is generally defined as any property on which there exists any one or more of the following conditions or activities:

- abandoned buildings or structures which are not occupied, inhabited, used, or secured;
- attractive nuisance, constituting properties which are in an unsecured state so as to potentially constitute an attraction to children, a harbor for vagrants, criminals, or other unauthorized persons, or so as to enable persons to resort thereto for the purpose of committing a nuisance or unlawful act;
- buildings or structures which are in a state of disrepair such as it has become dilapidated or deteriorated or which constitutes a hazardous condition;
- property inadequately maintained (i.e., property which is not kept clean and sanitary and free from all accumulations of offensive matter or odor including, but not limited to, overgrown or dead or decayed trees, weeds or other vegetation, rubbish, junk, garbage, and toxic or otherwise hazardous liquids and substances and material;
- property which creates a dangerous condition;
- outdoor parking, storage or maintenance of certain equipment (e.g., construction or commercial equipment, machinery, material, truck or tractor or trailer, motor vehicles which have been wrecked, dismantled or disassembled, household equipment or appliances) in areas zoned for residential use; and
- certain activities which are prohibited in areas zoned for residential uses (such as wrecking, dismantling, disassembling, manufacturing, etc.).

Based on these definitions, blight exists in many parts of West Oakland.

Purpose and Responsibilities of the City's Blight Ordinance

The purpose of the City's Blight Ordinance (as found in OMC Section 8.24.010) is to promote the health, safety, and general welfare of the citizens by requiring a level of maintenance of residential, commercial, and industrial property which will protect and preserve the livability, appearance, and social and economic stability of the city, and which will also protect the public from the

[1] Hausrath Economics Group, February 27, 2002

health and safety hazards and the impairment of property values which results from the neglect and deterioration of property.

The City's Building Official is responsible for enforcement of the Blight Ordinance, and is charged with making inspections and taking necessary actions to enforce the provisions of the ordinance. Any of the condition defined above may be abated by the Building Official. Actions taken to abate such conditions may include issuance of a public notice of violation, assessment of fees, causing the repair or removal of the condition, and/or installing physical barriers (such as fences) to the property.

Ultimately, the responsibility for keeping and maintaining a property free of blight rests with the property owner. However, if the property owner fails to act upon a blight notification and the Building Official is required to institute procedures for abatement of any conditions, then certain fees, charges, penalties and interest are assessed for the City's abatement actions. Expenses incurred by the City are then assessed against the property owner, and if the amount of City expense is not paid then the City may file a lien against the property.

Mitigating Heavy Hazard & Attractive Nuisance Uses

The West Oakland Specific Plan builds on opportunities that encourage heavy hazard and attractive nuisance uses to relocate to areas further removed from residential neighborhoods in order to provide a safer, higher quality environment for both the residential and business community.

Electroplating is considered a high hazard land use that has a substantial detrimental effect on both employees and the community. New standards for the establishment or expansion of such facilities have been adopted. Such impacting users are not permitted in the Housing/ Business Mix zone, and only under strict conditions, permitted at all in West Oakland's primary industrial areas.

Illegal Dumping

According to Oakland Municipal Code (OMC) Section 8.38.040, any person who dumps waste or garbage on a public road (including any portion of the right-of-way) or in a public park or other public property, is liable to the city for the costs of cleaning up such dumping if that person fails to perform such cleanup or pay to have such cleanup performed. City ordinances prohibit any non-certified waste "handler" to operate in the City; therefore anyone other than a certified waste contractor is an illegal operator in the City. Municipal Code Section 8.28.010 defines waste haulers as "collectors", meaning the solid waste and yard waste collector franchised by the City, therefore, anyone not on contract to the City is an illegal waste hauler.

Hazardous Material Dumping

Due to legalities in its handling, Hazardous Materials are not able to be picked up by the City's Public Works crews. Instead, the crews may identify and mark off those materials with yellow caution tape and the City's Fire Prevention Department if alerted can then have such material hauled away by special outside consultants. The Department has considered amending this procedure, given its lack of efficiency resulting in health hazards as well as pollutants on the street. However, no new procedure has as yet been adopted as of the writing of this Specific Plan.

Graffiti

Article IV, Section 8.10.300 of the OMC sets out the administrative, civil, and criminal liabilities and penalties for placing graffiti on City or other public property and private property. Under its "Graffiti Ordinance", the City has the authority to arrest or cite persons who violate the provisions of this ordinance, and the City may assess administration citations or civil penalties against a graffiti violator.

Application of graffiti on any public or private property is a misdemeanor. Anyone convicted of committing an act of graffiti who is granted probation, or any minor described in California Welfare and Institutions Code Section 602 as a

result of committing an act of graffiti, must make restitution to the victim in addition to any other penalties.

A graffiti violator, or parent or guardian of a minor graffiti violator cited with an administrative citation or civil penalty, may request to participate in a restorative justice program; perform community service or attend parenting classes in lieu of payment of the administrative penalty. The decision to grant or deny a restorative justice request is at the discretion of the victim property owner and the graffiti violator. The restorative justice program holds offenders accountable to recognize harm and repair damages as much as possible, in lieu of civil or criminal penalties. To the extent a restorative justice program may seek to involve the victim as well as the offender, the City Administrator will encourage, but not require the victim to participate. Even if the graffiti violator participates in restorative justice, community service, or his/her parents attend parenting classes, the City may still pursue other recovery of fines or costs, taking into consideration graffiti violator's participation in one of the programs.

Current Blight Abatement Practices

Current City Procedures

Blight enforcement is generally handled as follows:

- Upon notification by a concerned citizen or becoming aware of a blighted condition, a Code Enforcement Officer issues a courtesy notice, indicating to the property owner that the blight needs to be abated, and that there is a self-certification process to demonstrate compliance which must occur within a period of 3 weeks. The Code Enforcement Division's records indicate a compliance rate as high as 60% upon issuance of the courtesy notice.

- If, after expiration of the 3-week courtesy notice and a subsequent re-inspection of the property, the blighted conditions remain, then the Code Enforcement Officer escalates blight abatement by posting a Blight Posting poster, and advises the property owner to contact a Code Enforcement Inspector within 2 weeks to discuss the violations and the necessary steps to abate the violations. Notice is also provided to the property owner that fees and costs may be incurred, and that such fees and costs will substantially exceed the costs that the property owner would otherwise incur if the abatement were handled by the owner directly.

- If the Blight Posting period expires and there is no contact from the property owner, a re-inspection is conducted and a Notice of Violation is mailed to the property owner. Assessments of inspection and administrative fees begin at this level. The Officer procures bids from contractors certified to perform blight abatement, and begins to assess the property owner with fees and penalties to cover all City costs.

- If the property owner fails to make payment to the City for all fees and costs, a lien is placed against the property.

In those cases where properties are subsequently sold, the property agents involved in the sale are referred to the Code Enforcement Division to determine the amount of any outstanding liens against the property, which are then accounted for in the sale process.

Approximately 20% of the Code Enforcement Division's blight abatement cases in West Oakland deal with blighted commercial properties (most of those involving graffiti), and nearly 80% of the cases involve blighted residential properties.

In most cases of graffiti and illegal dumping, the offenders are not caught or identified. In those situations, the property owner is ultimately responsible for cleaning up the graffiti or the illegally dumped materials, or subject to the blight ordinance procedures.

In cases where illegal dumping occurs on public property (i.e., in the public right of way) and no offender is identified, the City Public Works Department is responsible for clean-up activities.

Advances in City Blight Response

Some of the more recent efforts the City has undertaken to combat blight throughout the City, including West Oakland, include the following:

In July 2012, the City of Oakland awarded a more than $3.5 million contract to Accela Inc., to deploy new technology and software in the City's Department of Planning and Building (DPB) intended to increase transparency, improve public access, and streamline processes for planning and zoning, building permits, and code enforcement. This computer information system automates dozens of steps involved in permitting, inspections, and plan reviews. The new Geographic Information Systems (GIS) database tool included in this new computer system is expected to allow the limited number of Code Enforcement Officers to handle more blight cases, more efficiently.

The Code Enforcement Division accepts on-line complaint forms which can be submitted electronically via fax, or through an anonymous hot line. The complaint form can be used to report a blight violation, and the filer will be contacted and provided with a Case Number to be used when requesting follow-up information.

RECOMMENDED BLIGHT ABATEMENT STRATEGIES & PROCEDURES

In addition to the current practices, the following additional blight abatement strategies and procedures are recommended

Code Enforcement

Intent: Establish a level of maintenance of residential, commercial, and industrial property which will protect and preserve the livability, appearance, and economic stability of West Oakland.

Blight-1: Identify new sources of funds that can be used to increase the number and quality of Police and/or Code Enforcement efforts. Surveillance cameras should be modernized to capture essential details of illegal dumping and graffiti activities, and community volunteers should be recruited to scan the many hours of recorded tape to assist in identifying dumping incidents.

Blight-2: Consider modifications to Oakland Municipal Code (OMC) Section 8.38.040 to ensure that illegal dumpers not only bear the cost of cleanup, but also contribute to the cost of detection. Given the number of smart phones and capacity for citizens to record violations in action, more effort should be made to allow for prosecution of illegal dumping through such evidence.

Blight-3: Improve trash collection and cleanup of illegal dumping. Take steps to remove trash from the area, in coordination with Keep Oakland Beautiful[2]. Educate residents about the ways to report illegal dumping, offer regular free bulky- and hazardous-item drop off events, and organize neighborhood clean-up events.

Blight-4: Implement graffiti abatement programs and work to create visibility and media coverage for some initial successful prosecution examples.

- Work with the Department of Public Works, Office of Parks and Recreation, and the Building Services Division, Code Enforcement to improve graffiti abatement on private and public property.

- Coordinate neighborhood businesses and residents to purchase anti-graffiti paint and coating in bulk.

- Large blank walls should be discouraged in new development, and/or landscaping

[2] Keep Oakland Beautiful is an affiliate of Keep America Beautiful (KAB), a national nonprofit organization. KAB's mission is to engage citizens in taking personal responsibility for improving their community environments. KAB has established diverse, highly effective programs that instill community pride and produce tangible local benefits for years to come.

with trellises may provide a barrier to deter graffiti. Encourage new vertical green walls (landscaping) on trellis to prevent and deter graffiti from occurring. Seek incentives for the latter.

Business Improvement District / Community Benefit District

Blight-5: Consider establishment of a Business Improvement District (BID) or Community Benefit District (CBD) as an innovative, private alternative to Redevelopment financing for the removal of blight and the revitalization of West Oakland's commercial, business and industrial areas. BIDs/CBDs are public/private sector partnerships that can perform a variety of services to improve the community's image and promote individual businesses. They also carry out economic development services by working to attract, retain and expand businesses.

- Two separate California laws authorize the formation of a Business Improvement District (BID) or Community Benefit District (CBD): the Parking and Business Improvement Area Law of 1989 and the Property and Business Improvement District Law of 1994. Both laws enable the city to establish a BID or CBD, and to levy annual assessments on businesses within its boundaries. The 1994 Act also allows financing of streets, rehabilitation or removal of existing structures, and security facilities and equipment. The 1989 Act allows financing of marketing and economic development, and various supplemental municipal services such as security and sanitation.

- To form a BID or CBD, the City would need to propose a new district by adopting a resolution of intention. Types of improvements and activities to be financed are specified at this time. Then, public notice must be provided and a public hearing will be held. If not protested by a majority of businesses, the BID/CBD is established and an advisory board is appointed.

- Once formed, the BID/CBD is limited to those types of improvements or activities that were specified during formation. The District assessments must be directly proportional to the estimated benefit being received by the businesses upon which they are levied. Normally these will be assessed annually on property tax bills. No assessments under this law can be levied on residential properties. [3]

In summary, there are many parts of West Oakland where blight remains a problem and the negative effects are significant enough to discourage private investment in new development and business start-ups. Some of the City's more recent efforts have focused on increasing the efficiency of existing blight abatement programs, and seeking to identify and place greater responsibility for clean-up on those who conduct illegal activities. However, it is likely that an innovative, public/private partnership approach which supplements blight abatement services could make a significant, positive improvement to the community's overall livability, appearance, and social and economic stability.

[3] http://www.californiataxdata.com/pdf/BusinessImprovement.pdf

7.2: Crime Prevention

ADRESSING CRIME

West Oakland's high crime rate is a serious impediment to the quality of life for existing residents, and a barrier to attracting new businesses and housing to the area. It is unlikely that the visions of this Specific Plan can be realized without significant safety improvements to the area.

Impact on Residents & Businesses

West Oakland's residents have long endured high crime rates and the negative impact of crime on the neighborhood's quality of life. Although crime remains a significant issue in West Oakland, there are some examples of safety improvements from joint community and police enforcement efforts.

For instance, while officers noted that overall rate of crime has remained fairly steady over the last decade, residents of new developments have been much more vocal and persistent about reporting crime and have demanded that the City take an active role in addressing crime in West Oakland.

West Oakland businesses have been affected by violence, loitering, prostitution and drug activity, and the threat of robberies.

Impact on Development Potential

Crime is a significant deterrent to potential West Oakland residents who could afford housing priced at market rates.

New market-rate housing development has been primarily limited to the periphery of West Oakland, along Wood Street, West Grand Avenue, 7th Street and the Clawson neighborhood near the Emeryville border, and crime has impacted these new peripheral developments as well.

Current Crime Deterrence Strategies

Community Policing

Oakland's community policing philosophy recognizes the interdependence and shared responsibility of the police and the community to make Oakland a safer city. This partnership is tasked with jointly identifying community safety issues, determining resources, and applying innovative strategies designed to create and sustain healthy, vital neighborhoods. Community policing is both an old and a new concept. It is a return to a more personal approach to law enforcement using new techniques in problem-solving and community involvement. The past decade has seen huge amounts of resources put into building more jails and increasing penalties for crimes with little effect on the actual crime rate. Community policing represents a viable alternative that has been shown to significantly reduce crime in cities across the country. The City has adopted the philosophy of community policing and is committed to its full integration.

The key elements of community policing philosophy include:

- Community Involvement: Local neighborhood crime problems are, in fact, community problems. They reflect a host of community-related issues, including education, economics, family life, neighborhood organization, and cultural values. A community policing philosophy moves away from using police as the last line of defense against crime, and toward total community involvement in reducing and preventing crime.
- Problem-Solving Orientation: Police officers have been historically utilized in a reactive mode; to respond to as many calls for service as possible. The community policing philosophy recognizes that reactive policing leaves many of the issues that create chronic crime problems unaddressed. In community policing, the problem-solving capabilities of

patrol officers, supervisors, commanders, and investigators is expanded in order to more successfully address the underlying causes of crime problems that plague some of our neighborhoods.

- Community-Based Deployment Strategies: Several of the key goals of community policing are to bring the police closer to the community, to increase accessibility, and to engender a sense of ownership by the community towards the Police Department and to create a stronger identification within the Police Department back toward the community.

Implementation of community policing strategies is being done in a variety of ways including creation of five district commands and smaller beats throughout the City of Oakland, emphasizing foot patrols, and using Neighborhood Crime Prevention Councils (NCPC) to identify crime problems, determine solutions, and increase the level of communication between members of the community and the police.

Community policing requires an increased involvement by the community to define the role of the police in their city. Under community policing, the public is part of the decision-making process for the development and implementation of programs designed to restore neighborhoods as strong components of safer cities.

Operation Ceasefire

Over the past 15 years, numerous cities across the country have reduced relatively high rates of gang and youth gun violence through a strategy that brings together and assigns specific roles to criminal justice agencies, organizations that provide employment training and placement, social service agencies, community and faith leaders, and gang outreach programs. Operation Ceasefire was instituted in Boston, Chicago, Cincinnati, and Indianapolis and these cities achieved reductions in gun homicide of 25 to over 60 percent. This strategy, based upon extensive research and experience, has evolved from a primary focus on deterring serious gang and youth gun violence, to a comprehensive approach that combines deterrence with workforce training, employment, and other services.

In October 2012, Oakland joined several other California cities under the Safe Community Partnership/Ceasefire program to work together to implement an evidence-based, data-driven approach designed to reduce serious gang violence in the near term and on a community-wide level. Oakland Ceasefire is a working partnership of the Mayor's office; the Oakland Police Department; clergy leaders; community organizations; Alameda County Probation; State Parole; federal law enforcement agencies; social service providers; Oakland Unite; and the California Partnership for Safe Communities.

Oakland's Operation Ceasefire Program involves several steps:

- Analyzing the dynamics of local gun violence;
- Organizing a working group to design and implement a local strategy that includes directly communicating a violence prevention message to gang members and youth most likely to commit gun violence, linking these gang members and youth to training and employment opportunities, and coordinating law enforcement efforts.
- Communicating directly with the gang members and youth most likely to commit gun violence;
- Connecting gang members and young people to employment opportunities; and
- Building a strategic law enforcement partnership

The goals of Operation Ceasefire are to reduce homicides and shootings; reduce recidivism among participants; and improve police/community relationships.

Measure Y/ Oakland Unite

Measure Y, the Violence Prevention and Public Safety Act of 2004, is helping to create a safer Oakland by dramatically reducing violence among youth and adults. Measure Y is a comprehensive and multifaceted effort weaving together social services, nonprofits, police, employment, schools, criminal justice, faith-based agencies and community members at the neighborhood level. The Measure Y network addresses the complex and multiple risk factors associated with violence: poverty, unemployment, discrimination, substance abuse, educational failure, fragmented families and domestic abuse.

As an outgrowth of Measure Y, Oakland Unite is a public safety collaboration of community-based organizations, public agencies, and residents using proven and effective means to create one City, one peace, and one future. All of Oakland Unite's programs target Oakland's highest risk community members and neighborhoods, with a particular focus on interrupting violence now as it occurs. Based in the Department of Human Services, Oakland Unite is funded by tax-payer dollars and has brought in over $7 million in state and federal grants to support the local investment in violence intervention and prevention. Oakland Unite programs have provided intensive interventions to over 4,000 individuals per year and reached over 25,000 people in Oakland through outreach and community events.

Neighborhood Crime Prevention Councils (NCPC)

Neighborhood Crime Prevention Councils (NCPC) bring community members together by Police Districts (or 'beats') to work in partnership with the Oakland Police Department to solve problems that lead to crime. The Councils emphasize leadership development, skill building, and strengthening relationships among residents. Neighborhood Crime Prevention Councils (NCPCs) have been established in each of the City's 57 community policing beats, so residents can get to know each other, identify problems and work together with Problem Solving Officers, Neighborhood Services Coordinators and other agencies to solve those problems. The NCPCs are part of Oakland's community policing program. In West Oakland, they include beats 2, 5, 6 and 7. These beats fall within District 1 (beats 1 through 7), per the reorganization of the Oakland Police Department in June 2013.

Neighborhood Services Coordinators (NSCs) are assigned to each of the community policing beats in Oakland. They help residents work together and in partnership with the Police and other City departments.

Business Alert

The City's Economic Development Department has operated the industrial based Business Alert program in West Oakland for 8 years. The mission of the Business Alert program is to encourage the retention, attraction and expansion of businesses in the area by helping companies address the issues of safety and security. The Business Alert Committee is committed to creating safer neighborhoods for businesses and to improve the image of commercial corridors. The main goals are to create a better environment for area residents and to help retain business as well as attract new business to the area through such actions. This meeting is a virtual NCPC for the commercial industrial business owners, and brings the local Police officers together with the City's Public Works, Building Services/Code Enforcement and other departments to problem solve with the private sector business community in an inter-disciplinary way.

RECOMMENDED CRIME DETERRENT STRATEGIES

Based on interviews with West Oakland police officers, the following recommendations are proposed in this Specific Plan:

Crime Deterrent-1: Community Safety Planning. The Oakland Police Department and other City agencies should continue to support, and where necessary improve community policing programs in order to improve perceptions of, and actual, community safety. Strategies may include:

- increasing police presence in the area with more foot, bicycle and patrol car presence;
- a Neighborhood Watch and similar programs, and
- providing neighborhood "guardians" that could help walk people home at night from transit stops, BART, or other destinations.

Crime Deterrent-2: Create a safety ambassador and/or peace officer program. Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the area, on foot and on bicycles. They would act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.

Crime Deterrent-3: Strongly discourage new liquor stores. The City should also consider increasing its enforcement actions against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors).

Crime Prevention through Environmental Design (CPTED)

This Specific Plan represents an opportunity to formalize crime prevention tools along with the use of Crime Prevention through Environmental Design (CPTED) in the design of the built environment. Through these strategies, safety in West Oakland can be improved and enhanced through the reduction in crime and the provision of safe public spaces, such as streets, parks plazas, and community facilities and attractive new private development projects.

History of Oakland CPTED

In March 1999, the Oakland City Council adopted the Crime Prevention Through Environmental Design (CPTED) process as a way to achieve and sustain substantial reduction in crime and to improve living conditions. In 2007, the Council also made available a week-long CPTED training session for police and other city staff. This training session was the catalyst for the formation of a small volunteer group of staff with representatives from Police, Neighborhood Services, Planning, and Public Works Departments that created a process for the review of planning applications that at that time included regular review of planning applications by police problem solving officers.

When the national economy shrank in 2009-2010, so did the city's resources and the CPTED review group created a process that only relied in small measure on involvement from the Police Department. Planners took on most of the responsibility to do CPTED review of new development and use permit applications. This included the use of CPTED checklists for residential, commercial, and civic projects. Additionally, the City's Corridor Design Guidelines adopted in July 2013 include specific CPTED guidelines. Two additional checklists exist -- one for residential properties and another for commercial properties -- to provide refined CPTED crime prevention tips and tools for the people.

CPTED Principles

Applying CPTED principles and good urban design can lead to a reduction in the incidence and fear of crime and to an improvement in the quality of life for the West Oakland community. CPTED uses the following principles:

- Natural Surveillance: "See and be seen" is the overall goal when it comes to CPTED and natural surveillance. A person is less likely to commit a crime if they think someone will see them do it. Lighting and landscape play an important role in Crime Prevention through Environmental Design.
- Natural Access Control: Natural Access Control utilizes the use of walkways, fences, lighting, signage and landscape to clearly guide people and vehicles to and from the proper entrances. The goal with this CPTED principle is not necessarily to keep intruders

out, but to direct the flow of people while decreasing the opportunity for crime.

- Territorial Reinforcement: Creating or extending a "sphere of influence" by utilizing physical designs such as pavement treatments, landscaping and signage that enable users of an area to develop a sense of proprietorship over it is the goal of this CPTED principle. Public areas are clearly distinguished from private ones. Potential trespassers perceive this control and are thereby discouraged.

- Maintenance: CPTED and the "Broken Window Theory" suggests that one "broken window" or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. Neglected and poorly maintained properties are breeding grounds for criminal activity. The city can work with property owners and managers to develop a formal CPTED based maintenance plan to help preserve property values and make the property a safer place.

Although most projects can benefit from CPTED design, the following types of projects generally need CPTED review: Residential, alcohol-related, adult entertainment, commercial and mixed-use, convenience markets, gas stations, malls, parking garages/lots, parks, restaurants, schools, recreational and amusement businesses, transitional housing, and banks and ATM machines.

In designing buildings, architects, engineers, and designers should apply CPTED principles to lighting, both interior and exterior; stair and ramp designs; entries and lobbies; doors and windows; blind spots or ambush points; building circulation patterns; restrooms; and placement of reception areas and cashier stations. Furthermore, where beneficial and necessary, they should follow the direction in the CPTED checklists provided in the Design Preparation section of the Planning and Zoning website, as well as the Corridor Design Guidelines.

Crime Prevention through Environmental Design (CPTED) Strategies

Intent: to discourage criminal behavior through a more aggressive CPTED strategy

CPTED-1: Continue and strengthen the City's Crime Prevention through Environmental Design (CPTED) review process. The City Planning Department should continue to work with the Police Department and other City departments and divisions to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment.

In the Public Realm (e.g. streets):

CPTED-2: Add Street Lighting. Energy efficient, pedestrian-scale street lighting in line with the neighborhood's aesthetic preferences should be installed. The lighting should shine downward instead of upward for the sake of energy efficiency, effectiveness, and compliance with Dark Skies guidelines. Lighting fixtures could also support hanging flower baskets and/or community bulletin boards/information kiosks.

CPTED-3: Plant new street trees, using CPTED principles, with high tree canopies and lighting below to allow street lighting to reach the street and sidewalks. Spacing should be provided so that street trees do not interfere with street lighting of the area. The new street trees should be low-maintenance and drought resistant.

Larger Development Projects

CPTED-4: The following CPTED design strategies are recommended for all new, high-density residential and high intensity commercial/industrial developments:

- Streets should be designed to increase pedestrian and bicycle traffic.

- Lighting should not create blind-spots for potential observers. Pathways, stairs, entrances/

exits, parking areas, mailboxes, recreation areas, laundry rooms, storage areas, dumpster and recycling areas should be evenly and well-lit.

- Lighting along pathways and other pedestrian-use areas should be at proper heights for lighting the faces of the people in the space.
- Use security-focused lighting. High- or low-pressure sodium vapor lights can provide evenly distributed lighting.
- Windows should overlook sidewalks and parking lots.
- Landscape design should be low and avoid places for hiding.
- Fencing should be low (no more than three and a half feet high unless it maintains 60% openness) in front yards. In side- and rear-yards, fencing should be open and made of durable material, preferably high quality solid metal and with sharp tips.
- Closed-circuit television (CCTV) cameras can be added in areas where window surveillance is unavailable.
- Seating in common areas in commercial or institutional settings should be placed to attract larger numbers of desired users.
- Entries should be clearly identifiable with special pavement treatments.

Residential Developments

CPTED-5: All new residential development projects regardless of unit size should consider use of the following CPTED principles and design strategies:

- Thorny, low bushes beneath ground level windows should be planted.
- Rambling or climbing thorny plants should be planted next to fences to discourage intrusion.
- Design features that provide exterior access to roofs or upper levels should be discouraged.
- A locking gate should be provided between front and backyards.
- Open-type fencing along residential side property lines extending between back yards should be considered to promote social interaction between neighbors.
- Premises and landscaping should be maintained so that it communicates an alert and active presence occupying the space.
- Trees should be provided in outdoor residential spaces as they are seen as being significantly more attractive, safer, and more likely to be used than similar spaces without trees.
- Balcony railings and patio enclosures should be no more than three and a half feet high and at least 60% open.
- Front stoops or porches in homes create a transitional area between the street and the home.
- Private areas should be distinguishable from public areas.
- Security system signage should be displayed at access points.
- Activities should be scheduled in common areas to attract people.
- Motion sensor lights should be provided at all entry points into residences.
- Windows should be installed on all sides of the building to provide full visibility of the property.
- Elevators and stairwells should be open and well-lighted, not enclosed behind solid walls.
- Dumpsters should be visible to avoid creating blind spots or hiding places, or be placed in secured corrals or garages.
- Doorways that open to the outside and sidewalks should be well lighted.

Commercial and Institutional Developments

CPTED-6: New commercial and institutional development projects should consider use of the following CPTED principles and design strategies:

- Signs in the front windows of businesses and commercial storefronts should not cover the windows or block necessary views of the exterior or interior space.
- Trees and shrubs should be kept trimmed back from windows, doors and walkways. Keep shrubs trimmed to less than three (3) feet and prune lower branches of trees up to six (6) feet to maintain clear visibility.
- Use exterior lighting at night and keep it in working order.
- Maintain signs and fencing and remove graffiti promptly.
- Avoid large blank walls. Plant trellises with climbing vines or similar to prevent graffiti.
- Avoid shifts and situations where only one employee is present.
- Restrooms in office buildings should be visible from nearby offices.
- Fully illuminate interior spaces.
- Visitors should be required to pass through a "checkpoint" attended by a receptionist or guard in institutional settings.
- Check-out counters should be clearly visible from the outside.
- Signage should direct visitors or patrons to building entrances and parking.
- Paving treatments, plantings, and architectural design features, such as columned gateways, to direct visitors to the proper entrance and away from private areas should be installed.
- Employee parking should be separate from visitor parking and shipping and receiving areas.
- Active space and ground floor uses should face directly onto the street.
- Avoid recessed doorways, or keep well lit
- Business associations should work together to promote shopper and business safety and the appearance of safety.
- Encourage multi-use strategies to keep areas active during day and nighttime hours. If an area only has activity from 9 a.m. to 5 p.m. (daytime) activities, it may inadvertently create areas that are conducive to crime after 5 p.m.

Oakland's current community policing philosophy is intended to recognize the interdependence and shared responsibility of the Police Department and the community to make Oakland a safer and more livable city, including an increased involvement by the community to define the role of the police in the community. The public decision-making process, involving Neighborhood Crime Prevention Councils, is intended to strengthen relationships and to develop and implement programs designed to restore neighborhoods as strong components of a safer city. Oakland Unite's network of programs are intended to address the complex and multiple risk factors associated with violence including poverty, unemployment, discrimination, substance abuse, educational failure, fragmented families and domestic abuse. Additionally, Oakland's participation in the Safe Community Partnership/Ceasefire program is intended to implement an innovative approach to reduce serious gang violence in the near term and on a community-wide level. Working together across a broad spectrum of approaches, there is room for optimism that these programs will help reduce the incidences of crime in West Oakland and better address the underlying causes.

7.3: Brownfield Sites

ADDRESSING BROWNFIELD SITES

"Brownfields are defined as real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in these properties protects the environment, reduces blight, and takes development pressures off green spaces and working lands."

U.S. EPA, Brownfields Program

Some of the older, abandoned industrial properties in West Oakland have left behind a legacy of dilapidated structures with contamination or the perception thereof, also known as "brownfields".

Potential sources of contaminated or hazardous materials within West Oakland include those previous land uses which involved the use of hazardous materials, older buildings which were constructed with materials now identified as being hazardous (i.e., asbestos, lead-based paint, etc.), as well as users of hazardous materials in cases where such uses result in leakage into the ground, including underground storage tanks (USTs) and permitted handling of hazardous wastes.

It's important to note that not all users of hazardous materials result in contamination, as current laws and best practices employed by businesses which use hazardous materials as part of their operations are specifically intended to prevent such contamination. However, sites where soil or groundwater has been affected by a chemical release from past or present land uses (referred to as "environmental cases") are identified on federal, state and local regulatory agency lists, known as the "Cortese List". These lists are developed to document and record site disturbance activities such as removal or repair of an underground storage tank, a spill of hazardous substances, or excavation for construction. The status of each environmental case varies and can be either active (with ongoing investigations or remediation), closed (remediation or clean-up completed and approved by the regulatory agency "No Further Action" documentation), or inactive/unknown (usually indicating that efforts toward remediation have stalled or been suspended). The status of each case changes with time, and new cases are periodically added or removed from the databases. There are also cases of suspected or identified contamination at sites that are not yet entered into regulatory agency lists.

According to current database lists, the majority of reported environmental cases within West Oakland are attributed to leaking underground storage tanks, most of which contain, or used to contain motor oil, gasoline or other similar petroleum products. However, there are cases of more complex and hazardous incidents where toxic chemicals have been spilled or otherwise released into the soils and groundwater, resulting in potential health and safety concerns for residents and employees of the area.

Soil and/or groundwater contamination poses a constraint to redevelopment of affected properties. Federal, state and local regulations prohibit activities such as grading or new development prior to cleanup or remediation at sites where contamination may present hazards to human health or the environment.

Environmental Cases Overview

As a result of new development that has occurred on previously contaminated sites, together with regulatory agency intervention and the advocacy and activism of many West Oakland community members, well over one-half of the known contaminated sites that once existed in West Oakland have now been "closed" (i.e., remediation or clean-up has been completed to appropriate standards and approved by the regulatory agency). However, on-going efforts still

are needed to continue the clean-up of hazardous materials spills and contamination (see **Figure 7.3.1**).

Mandela/West Grand Opportunity Area

There are a total of 123 reported environmental cases within the Mandela/West Grand Opportunity Area (see Table 7.3-1). Of that total, there are only 54 sites that currently remain open or unresolved, indicating that 69 sites (or nearly 60% of all reported environmental cases within this Opportunity Area) have been remediated and closed in a manner that meets regulatory agency standards for the protection of environmental health and safety. In many instances, more than one regulatory agency may have jurisdiction over an environmental case.

Of the 54 open or unresolved cases in the Mandela/West Grand Opportunity Area, there are only 8 sites identified on the California Department of Toxic Substances Control (DTSC) EnviroStor database as either "active" or inactive and in need of further investigation. These are sites that are either contaminated or believed to be contaminated with some level of toxic substances. The DTSC has issued closure certifications or no further action notice to 29 of 37 total cases within this Opportunity Area. There are also 4 sites closed by the DTSC which carry deed restrictions preventing future use of those sites for residential or other more sensitive uses without further remediation efforts.

In addition to the 8 DTSC sites, there are 30 other "open" sites identified on the State Water Resources Control Board's (SWRCB) GeoTracker database, indicating sites that have had an unauthorized release of pollutants that may adversely affect groundwater and surface water. The majority of these sites are underground petroleum storage tanks suspected of a leak. The RWQCB has issued closure on 52 of 82 total cases within this Opportunity Area.

The Alameda County Department of Environmental Health (ACEH) works with the RWQCB to ensure protection of human health and safety and the protection of the environment, and assumes jurisdiction on certain underground storage tank cases, as well as other spills, leaks, investigations and other cleanups. There are 15 total cases identified as being under current ACEH jurisdiction.

Of the 19 Opportunity Sites in the Mandela/West Grand Opportunity Area, 10 of these sites contain open environmental cases.

Table 7.3-1: Mandela/Grand Opportunity Area – Environmental Cases

	Open Cases	Closed Cases
Federal Environmental Cases	0	8
State and Local Database Cases:		
DTSC EnviroStor Database	8	29
SWRCB GeoTracker Database	30	52
ACEH Cases	15	
	54	88
Total Environmental Cases	123	

Total cases does not equal the sum of database records due to multiple agency jurisdiction over certain sites

7th Street Opportunity Area

There are a total of 52 reported environmental cases within the 7th Street Opportunity Area (see **Table 7.3-2**). Of that total, there are only 18 sites that currently remain open or unresolved, indicating that 34 sites (or nearly 65% of all reported environmental cases within this Opportunity Area) have been remediated and closed in a manner that meets regulatory agency standards for the protection of environmental health and safety.

One major environmental case, the former AMCO Chemical facility at 1414 3rd Street, remains "open" on the US EPA federal list, the DTSC list, the SWRCB list and the local ACEH list. It is a National Priorities List site, indicating that

its potential hazards to human health and the environment remain of national significance.

Of the other 17 open or unresolved cases in the 7th Street Opportunity Area, there are 7 active or on-going sites identified on the DTSC EnviroStor database that are either contaminated or believed to be contaminated with some level of toxic substances. The DTSC has issued closure certifications or no further action notice to 24 of 31 total cases within this Opportunity Area. There are 2 sites which carry deed restrictions preventing future use for residential or other more sensitive uses without further remediation efforts.

In addition to these 8 federal or DTSC sites, there are 9 other "open" sites identified on the SWRCB GeoTracker database, the majority of which are underground storage tanks suspected of a leak. The RWQCB has issued closure on 10 of 20 total cases within this Opportunity Area.

There are also 3 additional cases identified as being under current ACEH jurisdiction.

Table 7.3-2: 7th Street Opportunity Area – Environmental Cases

	Open Cases	Closed Cases
Federal Environmental Cases	1	5
State and Local Databases::		
DTSC EnviroStor Database	7	24
SWRCB GeoTracker Database	10	10
ACEH Cases	3	
	21	39
Total Environmental Cases	52	

Total cases does not equal the sum of database records due to multiple agency jurisdiction over certain sites

Of the 11 Opportunity Sites in the 7th Street Opportunity Area, 6 Opportunity Sites have reported hazardous materials releases, and each of these 6 sites remains an open case.

3rd Street Opportunity Area

There are 31 reported environmental cases within the 3rd Street Opportunity Area (see Table 7.3-3). Of that total, there are only 12 sites that currently remain open or unresolved, indicating that 19 sites (or over 60% of all reported environmental cases within this Opportunity Area) have been remediated and closed in a manner that meets regulatory agency standards for the protection of environmental health and safety.

Of these 31 open or unresolved cases in the 7th Street Opportunity Area, there are only 2 active or on-going sites identified on the DTSC EnviroStor database that are either contaminated or believed to be contaminated with some level of toxic substances. The DTSC has issued closure certifications or no further action notice to 7 of 9 total cases within this Opportunity Area. There are 2 sites which carry deed restrictions preventing future use of those sites for residential or other more sensitive uses without further remediation efforts.

In addition to these 2 DTSC sites, there are 10 other "open" sites identified on the SWRCB GeoTracker database, the majority of which are underground storage tanks suspected of a leak. The RWQCB has issued closure on 14 of 25 total cases within this Opportunity Area.

There are no additional cases identified as being only under current ACEH jurisdiction.

Fig. 7.3.1: Environmental Cases

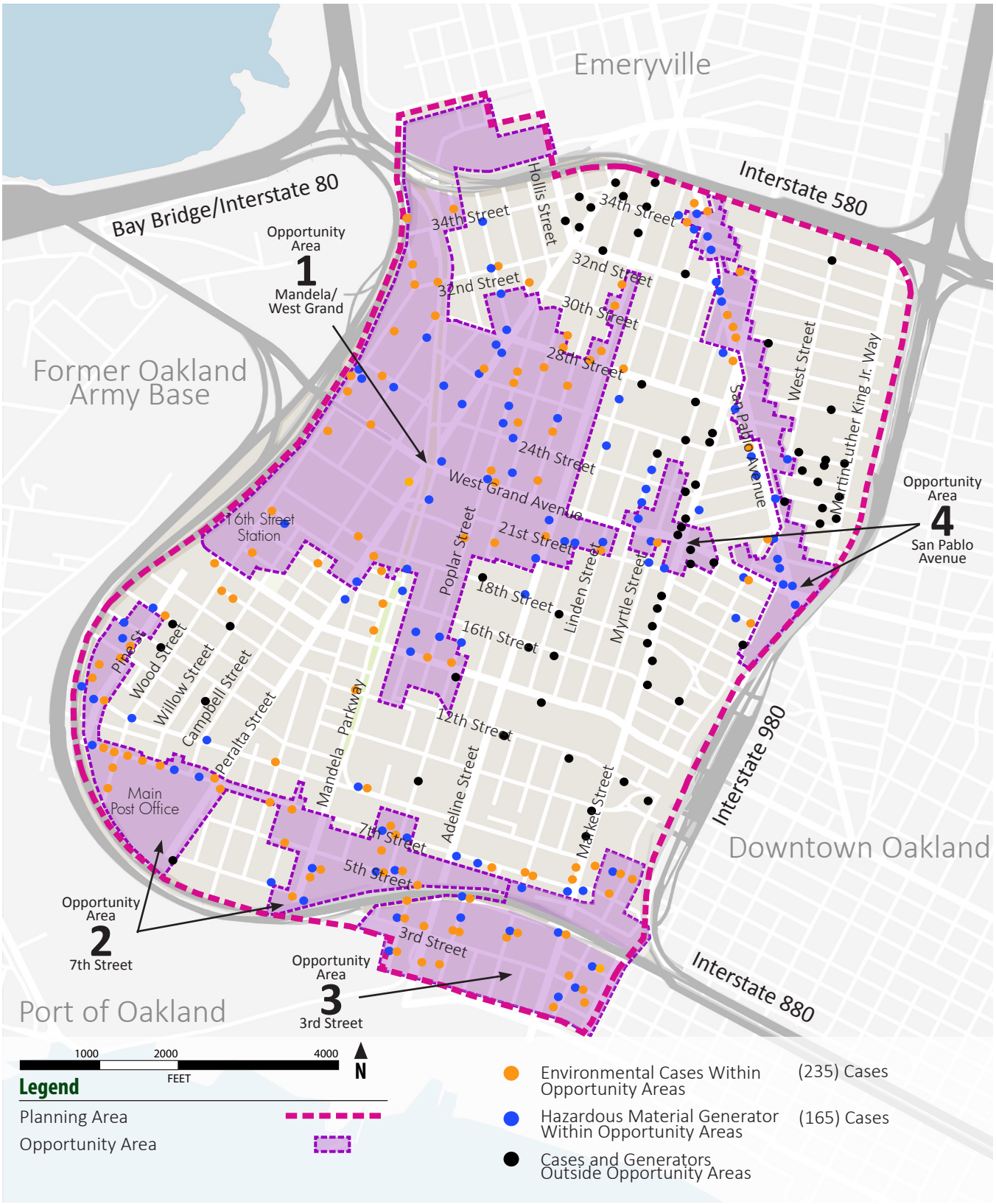


Table 7.3-3: 3rd Street Opportunity Area – Environmental Cases		
	Open Cases	Closed Cases
Federal Environmental Cases	0	3
State and Local Databases:		
DTSC EnviroStor Database	2	7
SWRCB GeoTracker Database	11	14
ACEH Cases	0	
	13	24
Total Environmental Cases	31	
Total cases does not equal the sum of database records due to multiple agency jurisdiction over certain sites		

Of the 2 Opportunity Sites in the 3rd Street Opportunity Area, 1 of these Opportunity Sites has a reported hazardous materials releases but its case has been closed.

San Pablo Avenue Opportunity Area

There are 29 reported environmental cases within the San Pablo Avenue Opportunity Area (see **Table 7.3-4**). Of that total, there are 13 sites that currently remain open or unresolved, indicating that 16 sites (or over 55% of all reported environmental cases within this Opportunity Area) have been remediated and closed in a manner that meets regulatory agency standards for the protection of environmental health and safety.

Of these 29 cases, there are no sites reported on federal databases.

Of these 29 open or unresolved cases in the San Pablo Opportunity Area, there are only 4 active or on-going sites identified on the DTSC EnviroStor database that are either contaminated or believed to be contaminated with some level of toxic substances.

In addition to these 4 open DTSC sites, there are 7 other “open” sites identified on the SWRCB GeoTracker database, nearly all of which are underground storage tanks suspected of a leak. The RWQCB has issued closure on 17 of 24 total cases within this Opportunity Area.

There are 2 additional current cases identified as being under current ACEH jurisdiction.

Table 7.3-4: San Pablo Avenue Opportunity Area – Environmental Cases		
	Open Cases	Closed Cases
Federal Environmental Cases	0	0
State and Local Databases:		
DTSC EnviroStor Database	4	0
SWRCB GeoTracker Database	7	17
ACEH Cases	2	
	13	17
Total Environmental Cases	29	
Total cases does not equal the sum of database records due to multiple agency jurisdiction over certain sites		

Of the 2 Opportunity Sites in the San Pablo Avenue Opportunity Area, 1 of these Opportunity Sites has a reported hazardous materials release, and this case is now closed.

In short, within the West Oakland Opportunity Areas there are a large number of reported environmental cases (a total of 235 cases). However, more than half (138 cases) have been closed by the respective oversight agencies. Of those cases that remain open, remediation efforts are still needed before new development can occur. Within those closed case sites, the level of prior clean-up efforts may vary and may be appropriate only for commercial or industrial use, may have deed restrictions preventing sensitive uses, or may stipulate additional agency oversight should development proposals be considered.

Regulatory Framework

Federal, state and local laws and regulations, administered by numerous governmental agencies provide environmental investigation requirements and cleanup standards to assure that human health and environmental resources will be protected. The agencies most commonly involved in the oversight of environmental assessment and cleanup projects in the city of Oakland include:

- The California Department of Toxic Substances Control (DTSC), agencies,
- San Francisco Bay Regional Water Quality Control Board (SF RWQCB),
- Bay Area Air Quality Management District (BAAQMD),
- Alameda County Department of Environmental Health (ACDEH), and
- Oakland Fire Department, Hazardous Materials Unit (OFD)
- Each of these agencies has prescribed jurisdiction and involvement in the management and remediation of hazardous contamination. The roles of the four key local and state agencies can generally be described as follows:
- The Alameda County Department of Environmental Health (ACEH) is generally the lead agency with respect to underground storage tank assessment and remediation cases.
- The San Francisco Regional Water Quality Control Board (RWQCB) also takes the lead on underground storage tank cases, but generally engages on a broader range of contamination cases, particularly when water quality is an issue.
- The Department of Toxic Substances Control (DTSC) generally engages in cases where there is a real or perceived threat to human health. While the DTSC does not oversee underground storage tank cleanups, their case-type jurisdiction does overlap with the County and the RWQCB.
- The Oakland OFD supports other City departments in the review of environmental conditions for certain sites, typically those requiring some type of City approval for development. Project proponents should consult with City staff as early in a transaction or redevelopment undertaking as possible to determine review and approval requirements for their specific project.

PUBLIC AGENCY BROWNFIELD REDEVELOPMENT EFFORTS

Brownfield programs empower all stakeholders to work together to prevent, assess, safely cleanup and sustainably reuse brownfields. Brownfield programs can leverage money and jobs for assessment, cleanup and revitalization of brownfields; can result in substantial environmental benefits generally having greater locational efficiency than alternative development scenarios at greenfield sites; can increase overall property values; and, according to anecdotal EPA surveys, can help reduce crime in recently revitalized brownfield areas.

Clean-up and remediation of contaminated sites is ultimately the responsibility of the property owner and/or the party who caused the contamination (known as the responsible entity). At times, it can be difficult to identify the responsible entity, involving (again, time consuming and expensive) litigation and court orders. However, several of those federal, state and local agencies involved in hazardous materials regulations have also established policy-based funding initiatives to facilitate clean-up of abandoned, idled, and underutilized properties and to promote reuse of brownfields. Unfortunately, most of the funding for the government-sponsored programs described below have shrunken dramatically compared to years past, but may still provide a viable source of assessment or cleanup funding. A short summary of public agency-sponsored brownfield initiatives includes:

Environmental Protection Agency's Brownfield Program

The U.S. Environmental Protection Agency's (EPA's) Brownfields Program is designed to empower states, communities, and other stakeholders to work together in a timely manner to prevent, assess, safely clean up, and sustainably reuse brownfields. Brownfields grants serve as the foundation the Program, financially supporting environmental assessment, cleanup and job training activities.

- Brownfields Assessment Grants provide funding to local governments and non-profits for brownfield inventories, planning, environmental assessments, and community outreach.
- Brownfields Revolving Loan Fund Grants provide funding to capitalize loans that are used to clean up brownfields. The goal of the program is to put brownfield sites back to beneficial use, thereby regenerating sections of the city, creating jobs, and enhancing tax revenues. Allowable uses include removing, mitigating or preventing the release or threat of release of a hazardous substance, pollutant, or contaminant.
- Brownfields Job Training Grants provide environmental training for residents of brownfields communities.
- Brownfields Cleanup Grants provide direct funding to local governments and non-profits for cleanup activities at certain properties with planned green space, recreational or other non-profit uses.

The City's Brownfield Cleanup Loan Fund has been downsized in recent years, and is currently dormant for new lending. However the State DTSC or other California agency may have BCRLF funds available for large remediation projects in Oakland.

Environmental Protection Agency's Superfund Program

The National Priority List, also known as the Superfund, allows the EPA to clean up contaminated sites and to compel responsible parties to perform clean-ups or reimburse the government for EPA cleanups. It involves the steps taken to assess sites, place them on the National Priorities List, and establish and implement appropriate cleanup plans. In addition, the EPA has the authority to conduct removal actions where immediate action needs to be taken, to enforce against potentially responsible parties, to ensure community involvement, and to ensure long-term protectiveness.

California Recycle Underutilized Sites (CALReUSE) Program

In November 2006, voters approved Proposition 1C, the Housing and Emergency Shelter Trust Act Fund Act, which set aside $2.85 billion for housing in California. In 2007, the Legislature allocated $60 million of these funds to CALReUSE for the purpose of brownfield cleanup that promotes infill residential and mix-used developments, consistent with regional and local land use plans. The California Pollution Control Financing Authority (CPCFA) administers the program, providing grants or loans for the clean-up of contaminated properties that result in development of housing which brings brownfield properties back into productive reuse.

- The CALReUSE Assessment Program provides forgivable loans to fund site assessment and characterization, technical assistance, remedial action plans, and site access. It prioritizes projects located in distressed communities, and requires that projects meet project readiness criteria, that applicants are a quality development entity with a proven track record, and that absent CALReUSE resources the project would most likely not move forward.
- The CALReUSE Remediation Program finances brownfield clean-ups that promote infill residential and mixed-use development, consistent with regional and local land use plans. Grants and loans are available up to $5 million for eligible projects.

The CALReUSE remediation Program was a one-time roll out based on Prop 1C, and benefitted several Oakland projects including the Red Star Senior Housing project and Lampworks Loft project in West Oakland, but this program no longer has currently available funds. The City of Oakland Economic Development Department has a small allocation of remaining CALReUSE Assessment Program funds for site assessment and characterization efforts.

California Land Reuse and Revitalization Act

The California Land Reuse & Revitalization Act provides immunity from liability for response costs or damage claims to qualified innocent landowners, bona fide purchasers or contiguous property owners.

DTSC's Voluntary Cleanup Program

Established in 1993, DTSC's Voluntary Cleanup Program allows motivated parties who are able to fund the assessment and/or cleanup and DTSC's oversight to move ahead at their own pace to investigate and remediate their sites.

DTSC's Targeted Site Investigation (TSI) Program

The DTSC's TSI program is a grant program in which brownfields sites are selected to receive environmental investigation services through a competitive application process. For the selected sites, DTSC oversees the investigation and develops a report at no cost to the applicant.

Brownfields Tax Incentives

The Brownfields Tax Incentive encourages the cleanup and reuse of brownfields. Under the Brownfields Tax Incentive, environmental cleanup costs are fully deductible in the year incurred, rather than capitalized and spread over time.

AB 440

Prior to 2011, the Polanco Redevelopment Act authorized redevelopment agencies to take action to require the investigation and cleanup of an identified release of hazardous materials in accordance with applicable state and federal laws. Under this Act, the redevelopment agency could also perform the cleanup itself with the oversight of the DTSC, the San Francisco Bay Water Board or local agency if the site owner or operator refused to do so. If the cleanup was completed in accordance with an approved cleanup plan and performed to the satisfaction of the responsible agency, redevelopment agencies, developers, subsequent land owners, and lenders received immunity from liability for the contamination. This Act also included cost recovery provisions to allow the redevelopment agency to pursue cost reimbursement from the responsible party for actions taken by the agency.

The loss of the Polanco Act was an unintended consequence of the elimination of redevelopment agencies throughout California in 2011. However, in October of 2013, the State legislature passed AB 440 giving cities, counties and some housing authority's similar tools and powers as provided under the previous Polanco Act.

BROWNFIELD REDEVELOPMENT REMEDIATION & COMMUNITY PROTECTION STRATEGIES

Consistent with the West Oakland Specific Plan's intent to facilitate development, the following is a list of strategies recommended in this Plan to help redevelop brownfield sites, to protect neighborhoods from health risks associated with contaminated properties, and to facilitate the remediation process for contaminated sites in West Oakland.

Leverage and Facilitate Private Investment

Intent: Seek the means by which to facilitate private brownfield investments and to use new private development projects as a means to achieve remediation of remaining open environmental cases. Effectively partner public and private initiatives which seek to clean up sites that have been previously contaminated and where remediation efforts may be stalled or not yet initiated.

The investigation and clean-up of contaminated sites in West Oakland is an issue that can be almost fully addressed through the single solution of additional funding. While government grants and loans may provide needed stimulus, the catalytic land use changes envisioned under the West Oakland Specific Plan should increase property values of key Opportunity Sites and their surroundings, such that it will make greater economic sense for property owners and developers to invest private money into efforts needed to redevelop brownfield sites.

Once the economics of private brownfield remediation "pencil out", additional steps are needed to overcome the obstacles associated with legal liability exposure and the perception of excessive time associated with regulatory reviews and approvals. The City can take active advocacy efforts to promote and motivate private investors to take advantage of these programs:

Brownfield Investment-1: Provide developers willing to conduct brownfield remediation efforts with immunity from liability, using the state Land Reuse and Revitalization Act.

Brownfield Investment-2: Speed up the regulatory oversight processes using such programs as DTSC's Voluntary Cleanup Program.

Brownfield Investment-3: Provide assurance that human health and environmental resources will be protected without needlessly delaying future construction and development projects by implementing institutional controls such as through the City's Permit Tracking System (PTS) and by considering reinstituting the Urban Land Redevelopment (ULR) Program. The ULR Program is not active at this time, but had been operating through the Oakland Fire Department and was specifically intended to clarify environmental investigation requirements and establish Oakland-specific cleanup standards to be met.

Grants & Loans

Intent: The City of Oakland, together with private development entities, will continue to pursue all available federal and state brownfield grants, loans and other funding sources to help off-set the costs of site characterization and clean-up efforts, and to support related job training activities.

Previous success stories of the use of brownfield grants in West Oakland include the restoration of Willow Park, a recreational area which fell into disrepair, became unusable and was discovered to have high concentrations of lead in the soil. The City used an EPA Revolving Loan Fund grant to remove the contamination and formed valuable federal and state partnerships that helped to fund the park's restoration. Oakland has also used EPA Brownfield Assessment grants elsewhere in West Oakland to fund detailed site investigations.

Grants and Loans-1: Although the current EPA Revolving Loan Fund program is presently exhausted, the City should continue to monitor the availability of funds from this source over time, and remain poised to take advantages of this source of funds at such time as the Fund may be replenished.

Grants and Loans-2: Continue brownfield clean-up efforts through to completion, securing the necessary funds through to remediation and reuse.

Grants and Loans-3: Target future grant and loan applications for brownfield redevelopment efforts necessary to ready West Oakland Opportunity Sites for new development. Shorter-term remediation needs may be prioritized at the following locations:

- West Oakland BART Station TOD sites,

- Sites where current recycling operations are anticipated to relocate to the former Oakland Army Base, creating new development opportunities, and

- Contaminated sites in nearest proximity to residential neighborhoods, where remediation and clean-up efforts may have the greatest beneficial effect on community health concerns.

AB 440 (successor to the Polanco Act)

Intent: The City of Oakland should consider the potential benefits associated with utilizing the tools and powers of AB 440 to actively compel those responsible parties to clean-up contaminated sites.

New state legislation (AB 440) makes the prior Polanco Act tools available to the City of Oakland, giving the City greater authority to compel landowners and responsible parties to implement remediation efforts. Advantages of invoking the powers of this new legislation include speeding up the cleanup process, providing immunity from liability to facilitate financing for the development projects, and shifting the cleanup costs to the responsible parties.

The City of Emeryville has been an example of rigorous use of similar tools under the previous Polanco Act, enabling that city to facilitate the clean-up and redevelopment of large portions of that city, making way for substantial redevelopment efforts at the nearby Bay Street retail and residential development and elsewhere in the immediate vicinity of West Oakland. Therefore, the following is recommended in this Specific Plan:

AB 440-1: Consider use of the tools and powers authorized under AB 440 more rigorously than the former Redevelopment Agency had used similar Polanco Act powers in the past.

Collaborate with EPA to Establish Appropriate Remediation of the Former AMCO Chemical Site

Intent: Continue coordination efforts with the US EPA to provide input on re-use goals, site controls, reuse concerns and potential interim uses at the former AMCO Chemical facility site near South Prescott.

Within the 7th Street Opportunity Area and approximately one block south of the West Oakland BART Station is the former AMCO Chemical facility located at 1414 3rd Street. This property has a long history of documented contamination, is listed on the National Priorities List (NPL) of federal Superfund sites, and is currently under site investigation and characterization efforts by the US EPA. Once these investigations are completed, the EPA will be identifying and selecting a remediation plan for the site. Important planning considerations for this site which need to be addressed and incorporated into EPA's remediation plan, as well as into this Specific Plan, include:

AMCO Superfund Site-1: Coordinate with the US EPA to ensure that remediation plans for this site anticipate and allow for adaptive redevelopment that can occur in as reasonable a time frame as possible. The former AMCO property is located on a block that is planned as a transition zone between the West Oakland BART Station TOD and the core residential area of the South Prescott neighborhood. Adaptive redevelopment should weigh costs and time frames for the variety of mitigation alternatives against the variety and desirability of future land use options.

AMCO Superfund Site-2: Recognize that cleanup activities at the site may influence how this site may ultimately be developed, and may potentially include targeted land use restrictions to ensure protection of human health and the clustering of long-term remedial features which may be needed on an on-going basis. Options may include restricting any residential uses on the ground

floor, while allowing upper story residential uses.

AMCO Superfund Site-3: Acknowledge and accommodate long term clean-up actions, which may require phased development of the AMCO property.

- Technical expertise should be applied to explore the potential benefits of a bamboo forest as a long-term or interim use at the AMCO site. Such use could facilitate groundwater cleanup, provide a cap for known lead present within the soil, help reduce air pollution from nearby I-880 freeway traffic, and provide an aesthetic screen around the site while cleanup is ongoing.

- Consider commercial-only alternatives as a viable development scenario, rather than residential, due to cost of contamination remediation and proximity of this site to the Amtrak Maintenance Facility and I-880.

- Provide an appropriate land use buffer to ensure compatibility with the adjacent South Prescott neighborhood.

Reduce CEQA Delays

Intent: The City should take all legal and appropriate steps to reduce CEQA-related delays, without increasing the risks to the public or the environment and without reducing public disclosure and transparency.

The California Environmental Quality Act (CEQA) is a regulatory tool requiring full disclosure of potential environmental impacts of projects, and the identification of necessary and appropriate mitigation measures to reduce and avoid such impacts. CEQA provides for several types of such disclosure documents, the most rigorous and time-consuming of which is an Environmental Impact Report (EIR). However, under appropriate circumstances, CEQA provides for the use of less time intensive processes, including Negative Declarations and various types of exemptions.

The City should take all available steps to reduce unnecessary CEQA-related delays, without increasing the risks to the public or the environment and without reducing public disclosure and transparency. Such steps include:

Facilitate CEQA-1: Work with other federal and state agencies to remove from active databases those sites which have been fully remediated and closed such that they no longer automatically trigger the need for an EIR.

Facilitate CEQA-2: Rely on the EIR prepared for the West Oakland Specific Plan to the greatest extent legally appropriate for the CEQA review of hazardous materials sites within West Oakland.

Facilitate CEQA-3: Defer to existing regulations and the City of Oakland's Standard Conditions of Approval and Uniformly Applied Development Standards as necessary and appropriate mitigation as a means to streamline subsequent environmental reviews.

Reduce and Minimize the Public's Exposure to Contamination

Intent: Protect existing and future West Oakland residents and employees from potentially unhealthy effects of prior contamination.

Even those sites in West Oakland that have already undergone extensive site investigations and clean-up efforts may continue to pose health hazards to sensitive land uses such as residences, schools, health care facilities, etc. This is because the clean-up standards established for certain sites may only be appropriate for future commercial or industrial uses. To protect sensitive uses, the Specific Plan includes the following land use recommendations:

Reduce Exposure-1: Retain commercial and/or industrial land use designations on those sites which have been remediated, but only to commercial/industrial standards, and limit the exposure of sensitive land uses by restricting

or limiting new residential development at those sites known to have been previously environmentally contaminated.

Reduce Exposure-2: Identify additional steps that may be necessary to further investigate and potentially remediate sites proposed for more sensitive uses.

Reduce Exposure-3: Recognize that certain sites carry deed restrictions which prevent development of more sensitive (e.g., residential) land uses. Restrict development of more sensitive (e.g., residential) land uses on those sites which carry deed restrictions prohibiting such uses. If sensitive uses are proposed on such sites, additional remediation requirements will be required.

Reduce Exposure-4: Acknowledge the longer-term development phasing requirements associated with certain sites that have lengthy site characterization and remediation programs.

Industrial/Residential Interface

Intent: Retain those industrial and business uses that are important contributors to the West Oakland economy, but address the sensitive relationship between these uses and adjacent neighborhoods.

West Oakland is home to many on-going industrial uses including warehousing, transportation related uses, food processors, various types of smaller manufacturers, building construction and related businesses, metal works and fabrication uses, various auto dismantling activities and junkyards, as well as a wide variety of commercial and auto-related uses.

Ind./Res. Interface-1: Encourage the relocation of those types of land use which are known to generate toxic hazard concerns (i.e., waste recycling operations, heavy truck-dependent uses, and large quantity generators of hazardous materials) to alternative locations outside of and distant from residential neighborhoods.

Ind. /Res. Interface-2: To ensure that new industrial and commercial development which may use or generate hazardous materials provides appropriate buffers between adjacent sensitive uses, the City should retain, modify as appropriate, and rigorously enforce the current S-19 Health and Safety Protection Combining Zone regulations. Among other requirements, these regulations:

- prohibit certain activities (such as manufacturing, storing or use of explosives, electroplating; hazardous waste management, industrial/transfer storage, and residuals repositories); and

- preclude the storage or use of hazardous materials and waste within 300 feet of a residential, institutional or open space zoning district without written approval or consent of the Fire Department.

Ind. /Res. Interface-3: Continue to implement those regulatory mechanisms which seek to minimize the potential for spills and contamination of soils and groundwater. Under such regulations, any new use which handles or generates hazardous materials must submit a Hazardous Materials Business Plan for review and approval by the Fire Department, Hazardous Materials Unit. The purpose of the Hazardous Materials Business Plan is to ensure that employees are adequately trained to handle the materials, provides information to the Fire Department should emergency response be required, and includes an emergency response plan including employee training information.

In summary, many properties in West Oakland have had historic industrial uses and as a consequence possess some degree of environmental contamination. As described, a large number of these sites have been addressed and the contamination cured, often in association with property redevelopment. Some properties where redevelopment has yet to occur still contain a known or suspected environmental condition in need of a cure.

This Specific Plan includes a list of strategies

to help redevelop brownfield sites and to protect neighborhoods from health risks associated with contaminated properties. In almost all instances, continued economic investment in the conversion of remaining brownfield sites to new, economically productive land uses can remove both the real and the perceived environmental concerns associated with these sites. Despite the current shortage of available government funds, there is still strong potential to leverage private investment in clean-up efforts with the participation of other actively involved public agencies such as DTSC and the US EPA, (potentially using available grants and loan programs, more rigorous use of AB 440 powers, and reducing unnecessary CEQA delays in the process.

7.4: Educational Resources

Schools are an important resource within the West Oakland Specific Plan Area. It is important that adequate educational facilities and resources remain available to existing and future residents within the Planning Area. The Oakland Unified School District (OUSD) operates the public school system in the City of Oakland. The OUSD administers 77 elementary schools, 19 middle schools, one junior high school, 31 high schools, and two K-12 schools citywide. It is also responsible for three alternative schools, two special education schools, three continuation schools, three community day schools, and one opportunity schools.[4] The School District's overall enrollment peaked in 1999 at 55,000, dropped to 39,000 by 2007, and is continuing to decline. Declining enrollment is projected to continue.[5]

The OUSD divides the city into three regional zones to manage resources. The Plan Area is located within Region 1. There are 22 elementary schools, seven middle schools and one K-8 school within Region 1.[6] OUSD has four elementary schools, two middle schools and one high school in West Oakland. Figure 7.4.1 illustrates the location of OUSD facilities within the Planning Area.

West Oakland OUSD High Schools

- McClymonds High School at 2607 Myrtle Street has approximately 254 students. McClymonds is a highly valued resource in West Oakland since it is the only full-sized public high school in Region 1.

West Oakland OUSD Middle Schools

- Ralph Bunche Middle School at 1240 18th Street has approximately 252 students.
- Lowell Middle School at 991 14th Street has approximately 265 students and houses the West Oakland Middle School and Kipp Bridge Charter Academy.

West Oakland OUSD Elementary Schools

- Hoover Elementary School at 890 Brockhurst Street has approximately 328 students.
- Lafayette Elementary School at 1700 Market Street has approximately 300 students.
- Martin Luther King, Jr. Elementary School at 960 10th Street has approximately 350 students.
- Prescott Elementary School at 920 Campbell Street, now known as Preparatory Literary Academy of Cultural Excellence (PLACE) @ Prescott, had 208 students during the 2010-2011 school year.

OUSD also operates auxiliary services on former school sites: Cole Middle School at 1011 Union Street, originally an elementary school, is currently an administrative facility and the headquarters of the OUSD police unit. Foster Elementary School at 2850 West Street is not presently used as a school and contains OUSD administrative functions, and OUSD anticipates planning/design renovation to house a new central kitchen facility and small urban farm.

[4] Ed-data, 2010.

[5] Oakland Unified School District (OUSD), *Multi-Year Fiscal Recovery Plan*, 2005; Oakland Unified School District (OUSD), Our Challenges and Goals, available online at: http://publicportal.ousd.k12.ca.us/199410102104342143/site/default.asp?, 2012.

[6] Oakland Unified School District (OUSD), School Sites by Region or Network w/Site Number, available online at: http://publicportal.ousd.k12.ca.us/ousd/lib/ousd/_shared/2010-11SchoolSitesbyRegionasof8.2.10-2.pdf, accessed July 18, 2012.

Fig. 7.4.1: OUSD Public Schools & Facilities

OUSD charter schools in West Oakland include: Oakland Charter High School (Grades 9-12) located at 345 12th Street, KIPP Bridge Charter School (Grades 5-8) located at 991 14th Street, Oakland School of the Arts (Grades 6-8) located at 530 18th Street, and the American Indian Public Charter School II (Grades 6-8) located at 171 12th Street.

West Oakland schools currently include some of the poorest performing schools in the city. Poor schools are a significant problem for existing families and a deterrent to potential new residents with children; they limit students' potential to develop academically and experience opportunities that often come with academic success and hinder student's ability to participate in future employment resources. The OUSD recently announced that it plans to close underutilized school sites based on factors that include performance and enrollment trends. Given the current fiscal dilemma of the OUSD, and the low enrollment and past performance of the West Oakland schools, there is a potential that one or more of the schools in West Oakland could be closed in the near future. West Oakland residents are working to improve area schools for current students, and prospective families with children are unlikely to view local schools as a motivation to move to the area.

As authorized by California Government Code Sections 65995, 65996(a) and 65996(b), the OUSD collects school impact fees from developers of new residential and non-residential building space. The City imposes this fee through building permits. The impact fee revenue is used together with other district funds (e.g., state grants, general obligation bonds) to complete capital improvements. The amount of the fee is established through the district's Developer Fee Justification Study.

The Specific Plan would provide for the development of up to an additional 5,090 net new housing units and 4,030,000 square feet of net new non-residential space within the Opportunity Areas. This additional development is expected to result in an estimated 11,136 new residents and 14,850 new jobs in the Plan Area by 2035. This residential development would generate approximately 718 new elementary school students, 305 middle school students and 370 new high school students (a total of 1,395 students) attending the OUSD.

These new students would be added to district-wide enrollment through 2035 or longer. New students would be distributed among the schools serving OUSD Region 1, thereby reducing substantial enrollment impacts to any one school. Given the current declining student enrollment in OUSD schools, the District is likely to have capacity within its existing facilities to accommodate new students generated by projects constructed pursuant to the Specific Plan. If classroom capacity within the specific schools serving the Specific Plan Area were found to be unavailable at the time new students enter the school system, the OUSD could reopen closed school facilities, reassign students among other schools within the District, expand year-round schooling, add more portable classrooms, transport students to less crowded schools, or find opportunities to more efficiently use existing school facilities.

West Oakland's schools include several substantial and distinguished modern buildings. If campuses are closed in the short term, it would be prudent to maintain the facilities in good condition, perhaps with interim uses, to be ready for rising enrollments that may result from the Plan.

MARKET
SAN PABLO MARKET
RESTAURANT

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

8. Cultural Assets

8.1 Neighborhood Enhancement
8.2 Preservation of Historic Resources
8.3 Fostering the Creative Economy & Cultural Arts Community

July 2014

8: Cultural Assets

A key element of the West Oakland Specific Plan is the identification of important cultural assets, an acknowledgement of their critical importance, and inclusion of strategies to ensure their retention. Cultural assets exist both within West Oakland's storied neighborhoods areas as well as within its Opportunity Areas which have transitioned greatly from the various early periods depicted in Figures 8.1 through 8.4. In the midst of the desire for growth and intensified development of the Opportunity Areas, the existing Plan Area-wide assets for which this Plan sets forth objectives and strategies to ensure retention and preservation include:

- Residential Neighborhoods: Preserving West Oakland's residential neighborhoods, which need only enhancement of their existing strengths;
- Historic Preservation: Preserving Oakland's oldest and most historic neighborhoods and industrial areas, ensuring their legacy of cultural, educational, aesthetic and inspirational benefits for future generations; and
- Arts & Culture: Fostering West Oakland's fully-emerged arts and culture movement.

This Specific Plan highlights and discusses these important assets.

Fig 8.1: Historic View of Mandela and West Grand in Opportunity Area 1

Fig 8.2 Historic View of 7th Street in Opportunity Area 2

Fig 8.3: Historic View of 3rd Street in Opportunity Area 3

Fig 8.4: Historic View of San Pablo Avenue in Opportunity Area 4

8.1: Neighborhood Enhancement

For West Oakland's mostly residential neighborhoods, the focus of this Plan is on preserving and enhancing these neighborhood's existing characteristics. Consideration of these neighborhoods, and an awareness of how these neighborhoods may benefit from the Plan, as well as may be affected by the growth and change as envisioned for the area's industrial and commercial Opportunity Areas, is critical.

WEST OAKLAND'S RESIDENTIAL NEIGHBORHOODS

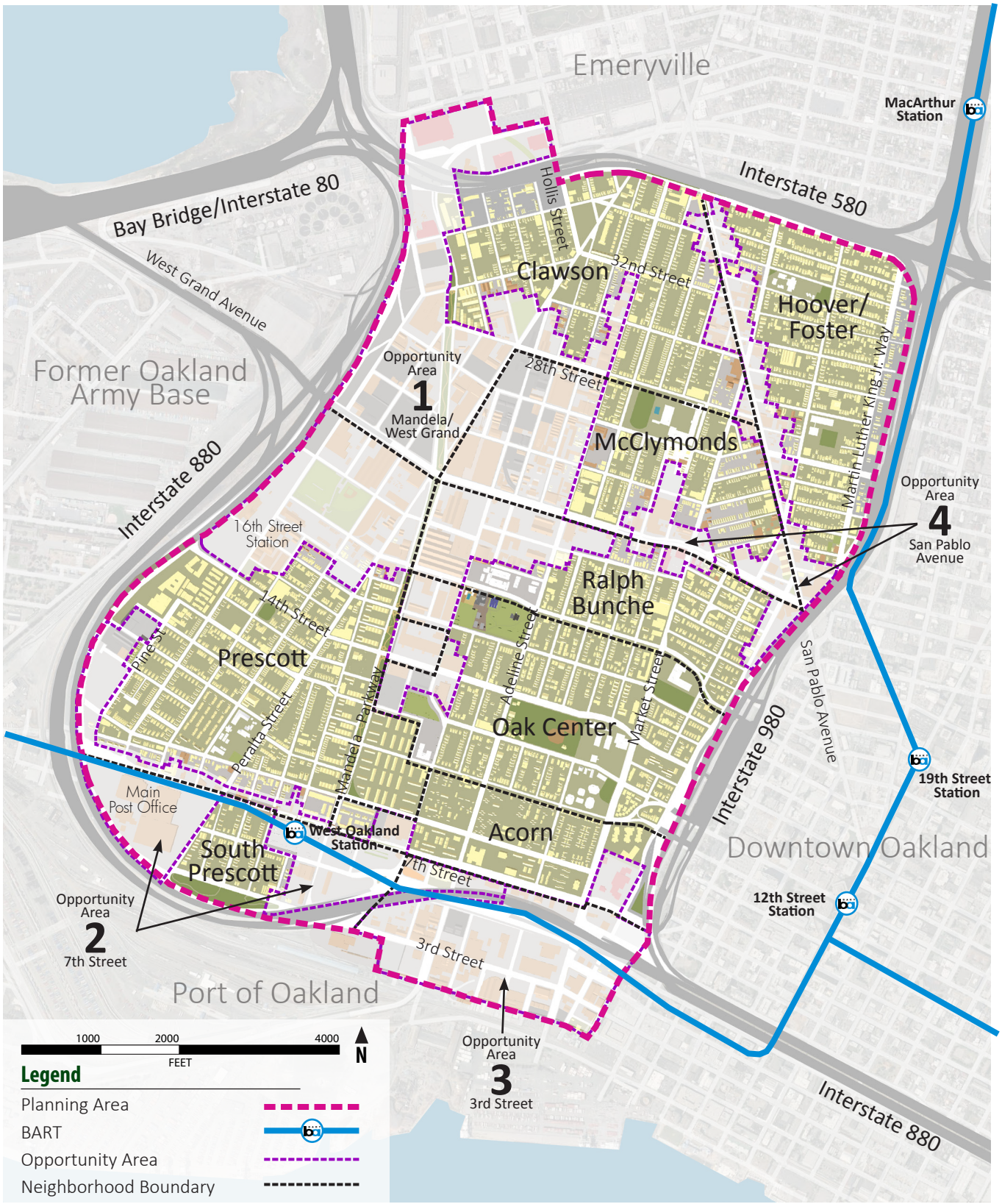
West Oakland's neighborhoods are a mix of beautiful and well-preserved Victorian homes interspersed with vacant lots, blighted properties, and homes in jeopardy of foreclosure. When reported on by the popular media, the entirety of West Oakland is often uniformly stereotyped with mostly negative reports of poverty and crime. In those portions of individual neighborhoods that were already dealing with problems of crime and relatively weaker housing markets, many of these same areas are now also plagued by a combination of high rates of subprime lending, high foreclosure rates and high risk of abandonment as homes remain vacant and unsold for many months. However, it is also just as likely that down the block or around the corner, a significant number of homes originally built before the end of the 19th century have been beautifully restored and are well-maintained, that many newly constructed infill housing units are selling well, and that most residents maintain a sense of pride and care for their neighborhood.

West Oakland Neighborhoods

West Oakland is a large and diverse district and contains several individual neighborhoods. Although several new neighborhood identifications have sprung up in recent years, they have not been universally accepted or endorsed by community stakeholders. For this reason, the Specific Plan acknowledges the traditional, longstanding neighborhood designations which were originally associated with the area's school districts (see Figure 8.1.1):

- Prescott
- South Prescott
- Acorn
- Oak Center
- Clawson
- McClymonds
- Ralph Bunche
- Hoover/Foster

Fig. 8.1.1: West Oakland Neighborhoods



Prescott & South Prescott Neighborhoods

The Prescott and South Prescott neighborhoods are located in the southwesterly portion of West Oakland, nearest to the Port, the West Oakland BART station and the Union Pacific Railroad tracks. Generally, residences in these neighborhoods are centered between Mandela Parkway to the east and industrial uses to the north and west, but often the residential and industrial uses are within very close proximity. The Prescott neighborhood (generally north of 7th Street) is currently home to over 5,600 residents in approximately 1,750 dwellings. Over 90% of these homes and apartments are renter-occupied. The southern portion of the Prescott neighborhood nearest to 7th Street is a residential area of Victorian homes, many of which have undergone significant rehabilitation (see **Figure 8.1.2**).

It contains an emerging commercial hub with an emphasis on the area's black cultural roots. Several community organizations and businesses which serve the community are based in this portion of the neighborhood including City Slicker Farms, Bikes 4 Life, Mo Better Foods, and Mandela Foods Cooperative.

The smaller South Prescott neighborhood, separated by the overhead BART tracks along 7th Street, is home to approximately 1,100 residents in approximately 335 dwellings. Most of these homes (about 65%) were built in the late 1800s and early 1900s, and about 60% are renter-occupied.

Fig. 8.1.2: View of South Prescott Neighborhood

Acorn Neighborhood

Centered along 7th Street between Mandela Parkway and I-980 (which separates this neighborhood from the adjacent downtown Oakland), the Acorn neighborhood is one of the oldest neighborhoods in the city, containing numerous beautiful old Victorian homes, and was one of the city's first Redevelopment Areas. Between mid-1950s to the 1980s, many existing single-family houses in this neighborhood were demolished and traditional neighborhoods were reconfigured to create new, dense multi-family rental housing. More recent rehabilitation of this neighborhood has resulted in an updated, lower-density, integrated mixed-income community known as the Town Center and Courtyards at Acorn (see **Figure 8.1.3**).

This revitalized property now includes a Town Center with a recreational center, a community building, tot lots, a pool, and three basketball courts, as well as a Computer Learning Center. HUD honored the Acorn Town Center project with a 1999 Best Practices Award. The primary commercial activity center in this neighborhood is the Jack London Gateway.

The Acorn neighborhood has a population of approximately 3,200 people, with approximately 1,160 housing units.

Fig. 8.1.3: View of Acorn Neighborhood

Oak Center Neighborhood

The Oak Center neighborhood is generally located between 10th and 18th Streets, and between Mandela parkway and I-980. The Oak Center neighborhood is the center of West Oakland and is a well-preserved Victorian residential neighborhood with several large parks (including the historic DeFremery Park and DeFremery House, which is on the National Register of Historic Places) and school sites scattered through the neighborhood. The neighborhood has 108 separate Local Historic Register properties representing Oakland's prosperous garden suburbs of the late 19th and early 20th century (see **Figure 8.1.4**).

The Oak Center neighborhood has a population of approximately 4,200 people and approximately 1,750 dwelling units, most of which are single-family homes generally over a century old.

Fig. 8.1.4: View of Oak Center Neighborhood

Clawson, McClymonds and Ralph Bunche Neighborhoods

The Clawson, McClymonds, and Ralph Bunch neighborhoods are generally bordered by San Pablo Avenue to the east, I-580 to the north, Peralta Street and Mandela Parkway to the west, and 18th Street to the south. Within these neighborhoods, residential areas are interspersed throughout industrial areas, and commercial and auto-related uses are concentrated along the major arterials. McClymonds High School is located within the center of these neighborhoods. A subarea within the Clawson neighborhood (generally bounded to the south and east by 28th Street and Adeline Street) has undergone a rapid transition from former industrial uses to newer live-work and other residences (see **Figure 8.1.5**).

These three neighborhoods are home to well over 7,300 people within approximately 2,500 dwelling units, most of which were built in the

Fig. 8.1.5: View of Clawson Neighborhood

Hoover/Foster Neighborhood

The Hoover/Foster neighborhoods are generally bounded by San Pablo Avenue, I-580 and I-980. These neighborhoods are predominately residential, but commercial and institutional and government-owned uses also have a noticeable presence. The Hoover/Foster neighborhood shares a common border of San Pablo Avenue with the Clawson and the McClymonds neighborhoods, and San Pablo Avenue serves as a major connecting arterial road through this area. The Hoover /Foster neighborhood is strongly overshadowed by the overhead freeway systems of I-580 to the north and I-980 to the east.

The Hoover/Foster neighborhood currently contains around 2,400 households (see **Figure 8.1.6**).

Fig. 8.1.6: View of Hoover/Foster Neighborhood

NEIGHBORHOOD ENHANCEMENT STRATEGIES

The neighborhoods of West Oakland are a vital and important community asset. The West Oakland Specific Plan seeks to create no new land use incompatibilities or development strategies that will adversely impact these neighborhoods, and also seeks opportunities to heal and restore neighborhoods at the edges of Opportunity Areas.

Defined Residential Edges

Intent: Establish a well-defined industrial/ residential edge between West Oakland's residential neighborhoods and its growing industrial base.

Historically, the lack of a defined residential/ industrial edge in West Oakland has allowed heavy truck traffic with its associated noise and fumes into residential areas, and has permitted container storage uses along residential streets. These conditions are not conducive to maintaining a stable residential neighborhood.

Residential Edge-1: Create a clearly defined boundary between West Oakland's industrial and commercial Opportunity Areas (areas in need of transformative growth and change), and West Oakland's Residential Areas (areas not needing major changes). One of the first steps in this Specific Plan process was to identify such a boundary. The identified border between the industrial and intensive commercial business areas and the Residential Areas provides a clear and intentional boundary. The mix of land uses within the Opportunity Areas is envisioned as being new and revitalizing. The uses envisioned in the Residential Areas are envisioned as compatible infill of similar types and densities.

Residential Edge-2: Rezone selected properties to reinforce the residential edge. Within certain portions of West Oakland, the boundary between the Residential areas and the surrounding more industrial land use character is not entirely clear. This Specific Plan seeks to clarify this edge through inclusion of a limited number of carefully selected zoning and general plan changes intended to more firmly establish this boundary within existing residential neighborhoods. Limited amendments to the General Plan land use designations and zoning provisions are proposed at specific locations that are at the edges of existing residential and industrial areas, where a change from industrial to housing and business mix would be compatible with adjacent neighborhoods and adjacent public parks. These sites are:

- Opportunity Site # 28 also known as the 'Phoenix Iron Works' Site: This site is located on the west side of Pine Street between Shorey Street and 9th Street. It is a long-vacant property remaining from a prior industrial use, with ongoing surface storage of large steel pipes. Rezoning a portion of this site to enable live/work infill uses along the Pine Street frontage would result in promotion of densities and massing similar to that existing in the surrounding residential area, and would better define the residential/ industrial edge along this portion of the neighborhood (see **Figure 8.1.7**).

- Opportunity Sites # 8, and # 12, also known as the 'Roadway' Site: This site consists of the two blocks bounded by 17th Street, 18th Street, Wood Street and Campbell Street, the adjacent south block face on 17th Street between Willow Street and Campbell Street, and the two south blocks bounded by 17th Street, Wood Street, 15th Street, and Willow Street. Allowing live/work infill development compatible in scale with adjacent residential uses at this location would establish a solid residential edge around Raimondi Park and reduce potential incompatibilities associated with adjacent industrial uses (see **Figure 8.1.8**).

Fig: 8.1.7: Site proposed for rezoning along Pine Street between 8th to 9th Streets – Opportunity Site #28

Fig. 8.1.8: Site proposed for rezoning at 18th & Campbell Streets – Opportunity Sites #8 & #12

Adeline Street: The area generally bound by 26th Street to the north, Magnolia Street to the west, West Grand Avenue to the south and Chestnut Street to the east. The area between Chestnut Street and Magnolia Street contains a mixture of business/industrial, residential and live/work uses. Retain this mix of land uses, which act as a buffer between the business/industrial uses to the west and the residential uses to the east. Amending the zoning and General Plan land use designations for this area would more clearly define the boundary between industrial and residential uses.

- Properties on Ettie Street at 28th Street: Amending the zoning and General Plan land use designations of these properties would more clearly define the boundary between industrial and residential uses. The specific zoning and/or General Plan amendments necessary to reinforce the defined residential edges are presented in Chapter 4: Land Use.

Transitions in Density

Intent: Ensure that new, higher density development in West Oakland provides an appropriate design transition, merging well with the adjacent residential neighborhoods.

Density Transition-1: The West Oakland BART Station's planned Transit Oriented Development (TOD) is envisioned as a densely developed village. This TOD is also located immediately adjacent to the historical South Prescott neighborhood and newer development projects (Mandela Gateway) immediately across 7th Street (see Figure 8.1.9).

- Encourage the creation of an open, green area between the existing residential areas in the South Prescott neighborhood and the new West Oakland BART Station TOD.
- The nearest new buildings at the West Oakland BART TOD, nearest to the South Prescott neighborhood, should step down in scale toward the 1- and 2-story single family homes in this neighborhood.
- Ensure that new development projects along 7th Street are of compatible height and mass as the existing, newer developments within Mandela Gateway.

Re-Knitting Neighborhoods Where Possible

Intent: Use new development as a means to create better physical connections to and within residential neighborhoods.

Neighborhood Re-Knit-1: The 7th Street corridor can and should be returned to its prominence as an important community-serving commercial corridor, knitting back together the previously physically separated Prescott and South Prescott neighborhoods.

- Seek to retain existing historic buildings while providing for appropriately-scaled residential and commercial mixed-use infill development of the 7th Street corridor as a cultural center, containing new commercial, lodging and entertainment uses (see Figure 8.1.10).

Neighborhood Re-Knit-2: If the Oakland Main Post Office on 7th Street ever becomes available for redevelopment, the site should be developed with alternative use(s) that support the community, such as compatibly-scaled, urban-infill residential homes.

- Seek to reestablish internal streets south of 7th Street similar to pre-Post Office configuration.

Fig. 8.1.9: Transit Oriented Development at West Oakland BART station (5th and Center Streets in foreground)

- Open space buffer between BART TOD and South Prescott neighborhood
- TOD building height steps down adjacent to South Prescott neighborhood

Fig: 8.1.10: Proposed infill commercial development in Opportunity Area 1 (26th Street & Mandela Parkway)

Neighborhood Re-Knit-3: Promote a revitalized mixed-use development concept along the San Pablo Avenue corridor that focuses on ground-floor neighborhood-serving commercial uses (see **Figure 8.1.11**).

- Encourage mixed-use projects with residential activities above ground-floor and neighborhood-serving commercial uses along the West Grand Avenue corridor.
- Encourage higher intensity residential use on the sites at the corners of San Pablo Avenue and West Grand Avenue.
- Enhance the San Pablo Avenue streetscape and increase retail uses to activate the street, increase pedestrian activity and enliven the neighborhood.
- Renovate St. Andrews Plaza to remove blight and to serve as a neighborhood amenity.

Neighborhood Re-Knit-5: Encourage new commercial development along San Pablo Avenue, including grocery stores, that contributes to a cohesive neighborhood form rather than to 'strip centers'.

Fig: 8.1.11: Mixed-use development along San Pablo corridor (West Grand Avenue at left, San Pablo Avenue in foreground)

(Potential 23rd Street Closure)

Retaining the Objectives of the 2003 West Oakland Redevelopment Plan

As of February 2012, the City of Oakland's Redevelopment Agency ceased to exist as a result of state-wide changes in Redevelopment Law. A new Redevelopment Successor Agency, housed within the City of Oakland's Office of Neighborhood Investment, was created to wind down and complete the activities of the former Redevelopment Agency. Although the Successor Agency no longer has access to the former Redevelopment Agencies' tax increment and other financing mechanisms, or the other planning tools previously available to implement the West Oakland Redevelopment Plan, the key goals and objectives of the West Oakland Redevelopment Plan specific to neighborhoods and neighborhood stability remain valid and important.

Intent: The West Oakland Specific Plan reiterates and supports the following, previously developed goals of the 2003 West Oakland Redevelopment Plan that are specifically directed towards improving conditions in West Oakland neighborhoods.

Redevelopment-1: Continue to seek new sources of funds and creative implementation strategies to enable achievement of West Oakland Redevelopment plan's key goals and objectives:

- Improve the quality of housing by assisting new construction, rehabilitation, and conservation of living units.
- Maintain and improve the condition of the existing very low, low, and moderate income housing.
- Increase opportunities for homeownership.
- Develop renter stabilization strategies that encourage and assist renters to remain.
- Mitigate and reduce conflicts between residential and industrial uses.
- Provide streetscape improvements, utility undergrounding, open space and community facilities to enhance neighborhood quality and foster economic and neighborhood vitality.
- Support recreation, education, healthcare and programs for all members of the community, especially youth, seniors and disabled persons.
- Improve public safety for people living and working in the area.
- Restore blighted properties.
- Assist neighborhood commercial revitalization, and attract more uses that serve the local community including neighborhood- serving retail.
- Facilitate economic development by improving and rehabilitating substandard buildings and targeting infill on vacant lots on commercial corridors.
- Minimize/eliminate environmental hazards.
- Improve infrastructure, transportation, and public facilities.
- Incorporate ongoing community participation in the neighborhood planning process so residents of all income and wealth levels, geographic areas, language groups, and ages have opportunities to learn about and participate in the decision-making process.
- Promote equitable development that benefits residents and minimizes the displacement of current residents and businesses.
- Maintain the mixed-use character in a manner equally beneficial to both businesses and residents.
- Preserve and enhance existing residential neighborhoods and core industrial and commercial areas.
- Support and recognize the benefit of new residents and incomes that can be encouraged through market-rate development and done without displacing existing residents or businesses or destroying the existing cultural assets.
- Encourage the rehabilitation of historically significant properties to avoid demolition or replacement.

- Do not concentrate any very low-income housing as stand-alone, high-density projects, but rather as infill projects on scattered sites and/or as mixed-income projects.
- Improve street configurations on main arterials and their relationship to the surrounding neighborhoods; implement urban design-based street improvements such as center dividers, bulb-outs, tree planting, and landscape improvements.
- Establish ongoing communications with the Oakland Housing Authority concerning its role and responsibility to see that scattered sites undergo design upgrades, reconstruction, and improved general maintenance.
- Promote sustainable development and "green building" practices.

New Policies to Help Strengthen and Stabilize West Oakland Neighborhoods

Intent: Create new economic opportunities for West Oakland residents through the easing of restrictions on the addition of secondary units and the approval of home-based businesses.

Neighborhood Economics -1: Ease secondary unit restrictions in West Oakland by modifying existing Zoning regulations that make it difficult for many homeowners to gain City approval. Potential Secondary Unit Code modifications include current requirements related to parking, accessory structures, and the rear yard setback.

- Allowing more homeowners to add a secondary unit will facilitate easier access to this important form of lower cost housing, and may also help many residents better afford their mortgage.

Neighborhood Economics -2: Modify existing Zoning regulations to ease Home Occupation restrictions in West Oakland.

- Encouraging more home-based businesses could help incentivize the preservation of historic homes in West Oakland.

The neighborhood enhancement strategies in the West Oakland Specific Plan are primarily focused on ensuring an awareness of how West Oakland neighborhoods may be affected by, and can benefit from changes within the Opportunity Areas. The Plan does not include detailed recommendations or new policy direction applicable to the West Oakland residential neighborhoods, nor is different policy direction for these neighborhoods viewed as necessary.

8.2: Preservation of Historic Resources

"The preservation of [our] irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations."

National Historic Preservation Act of 1966, as amended

West Oakland includes Oakland's oldest and most historic neighborhoods. Accordingly, each building in West Oakland has been researched, evaluated, and documented by the City of Oakland's Cultural Heritage Survey project, with photographs, construction data, survey rating, and background information on early builders, owners, and occupants. About 1,500 of the most significant buildings and districts in West Oakland have been documented on forms filed with the State Office of Historic Preservation. Even this large number of buildings is only a portion of the existing buildings in West Oakland which still reflect its early history, especially in residential neighborhoods which retain remarkably intact period character.

As indicated in the quote above from the National Historic Preservation Act, the preservation of the historic resources in West Oakland is a worthy goal unto itself. However, historic preservation is also a fundamental economic development tool for strengthening the community, providing affordable space for small business incubation and affordable housing, creating and promoting sustainable development, stabilizing neighborhoods, creating jobs, and promoting the arts and culture.

The Historic Preservation Element (HPE) of the City of Oakland General Plan contains policies and programs for the protection and enhancement of the City's historic resources. These policies and programs are supported by numerous regulations in the Oakland Planning Code. Under the West Oakland Specific Plan, both the Historic Preservation Element and the Planning Code will continue to apply to all historic properties in West Oakland.

- The West Oakland Specific Plan supports the goal of historic preservation in a number of ways. Those portions of West Oakland identified in this Plan as Opportunity Areas, or areas of transformative change and development, do not overlap with or encroach into historic areas or adversely affect individual historic properties. Important historic structures within West Oakland are individually identified in this Plan for adaptive reuse. Furthermore, this section of the Specific Plan identifies additional strategies to protect, preserve and enhance historic properties and districts within West Oakland.

HISTORIC DEVELOPMENT PATTERN

"It is notable that most of West Oakland, both residential and industrial, is first-generation development."

Oakland Cultural Heritage Survey, in West Oakland Redevelopment Plan DEIR, 2002

West Oakland encompasses approximately the western third of what was the original Oakland town layout of the 1850s. At that time, West Oakland was almost a peninsula surrounded by the Lake Merritt tidal slough, the San Antonio Estuary, the Bay and a northern marsh. The estuary in its natural state was a shallow, marshy channel used for water transportation to San Francisco (see Figure **8.2.1**).

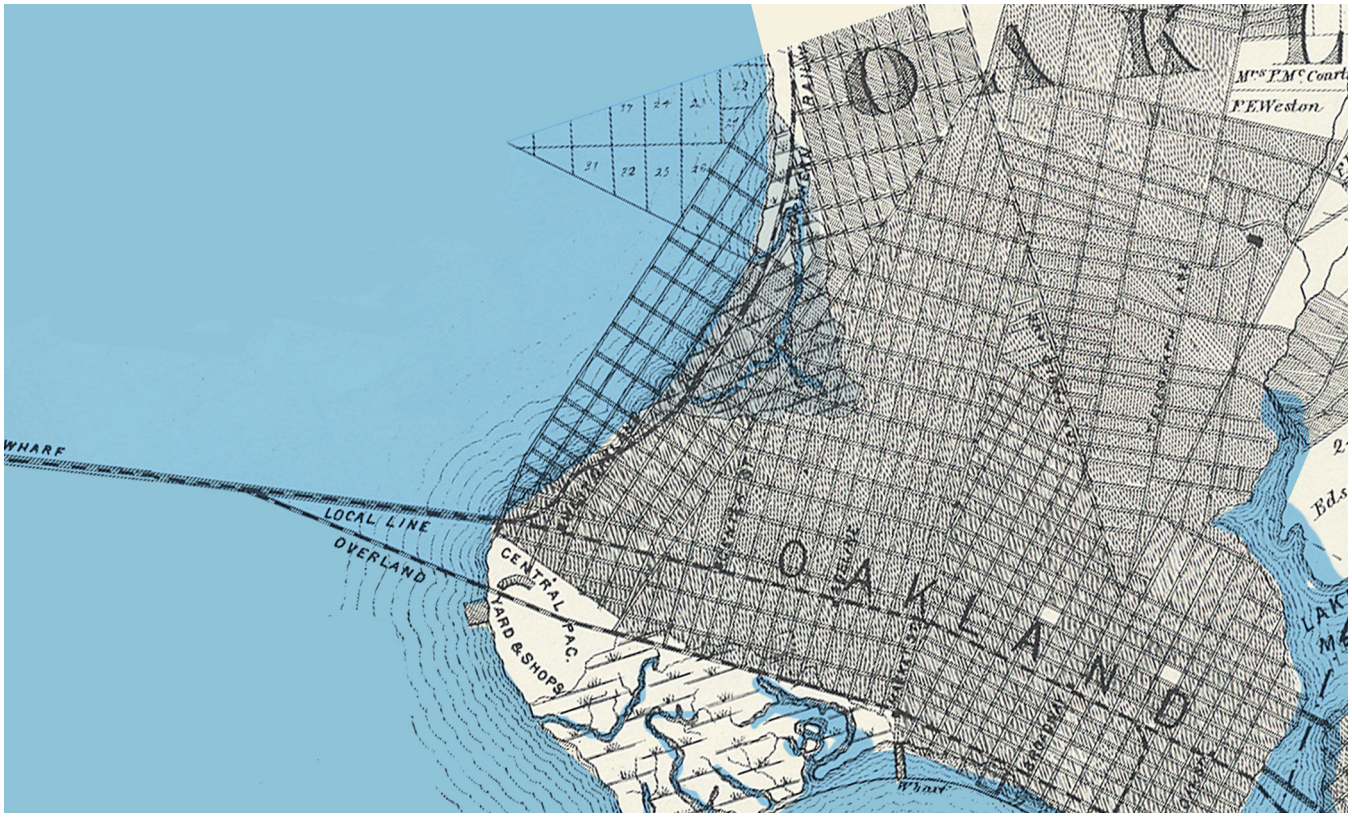


Fig: 8.2.1: West Oakland Historic Map, Thompson & West 1878

To provide for passenger transportation and shipping, a railroad pier was built out over the shallow bay floor to deeper water in 1862-63. When the transcontinental railroad arrived in 1869 and made West Oakland its western terminus, a wharf was extended almost two miles out into the estuary to accommodate larger ferries and ships. Beginning in 1874, the Oakland estuary was dredged to become a harbor, and the dredged material was used to fill the estuary shores, expanding the area of land in West Oakland. Most of what exists in West Oakland today can be traced to this historic development pattern. Today's residential neighborhoods are generally located on the historic dry land, whereas current industrial areas mark almost exactly the outline of the old marsh.

The Railroad Era: Prescott & South Prescott Neighborhoods

When West Oakland became the western terminus of the transcontinental railroad in 1869, it became a powerful economic base for the city and the San Francisco Bay region. The Central Pacific rail yards were located at Oakland Point and expanded out over the surrounding marsh. The rail yards were headquarters for most of the railroad's Northern California maintenance, construction and shipbuilding operations, and were a major source of employment. Residential development to accommodate rail workers in the Oakland Point area (today's Prescott and South Prescott neighborhoods) was so rapid that the area was solidly built up by the end of the 1870s. In the Prescott and South Prescott neighborhoods of today, over half the buildings were constructed in the 1880s or earlier, with smaller and larger versions of fairly standard Italianate, Stick, and Queen Anne designs on uniform small lots. Both of these neighborhoods survive remarkably intact today.

Oakland Point was connected with central Oakland by the local rail line, which ran along 7th Street with stations at Wood, Center, Adeline, and Market Streets. The entire length of west 7th Street was a major commercial, lodging, and entertainment center, which survives today only in fragments such as the Arcadia Hotel, the site of the Lincoln Theater, the Brotherhood of Sleeping Car Porters Headquarters, and Esther's Orbit Room. Peralta, 8th, and 14th Streets also became significant transit streets with commercial nodes.

An early railroad station was constructed at 16th and Wood Streets. When the grand 16th Street Station was built in 1910-13, a few new hotels and stores were added and two still exist, conveying this part of the area's history.

Garden Suburb: DeFremery / Ralph Bunche / Oak Center Neighborhoods

Another very early settlement pattern in West Oakland was established around the James DeFremery house which still stands at 16th and Adeline Streets at the innermost extension of the old marsh. A residential neighborhood of San Francisco commuters and professionals developed surrounding the DeFremery property. Houses and lots were generally large in size and developed individually as custom homes and as an extension of the downtown. This area is generally now known as the Ralph Bunche and Oak Center neighborhoods. The DeFremery family sold their house and its immediate surroundings to the City as a park in 1906.

Much of the marshland to the west of these neighborhoods was eventually filled in and developed as industrial areas and became a major employment center of West Oakland in the 20th century, with new industrial plants owned by such businesses as Shredded Wheat, Carnation, and Coca Cola.

Northwest Oakland: Watts Tract / Clawson Neighborhoods

The northwesterly portion of West Oakland in the 19th century was mostly an undeveloped, marshy area separating the 16th Street Station area from the next rail stop to the north, at Watts Station. By the time this area was developed in a semi-rural way, it had partly adopted the Emeryville street grid, and was within easy reach of Emeryville's early ironworks, stockyards, and racetrack, and is still influenced today by its relation to the Emeryville economy. This area grew through residential infill in the 1900s and 1910s, and is now known as the Clawson neighborhood.

Streetcar Suburbs: Hoover / MacArthur / McClymonds

In the early 1890s, electric street railways spread rapidly throughout Oakland, joining outlying towns into one large city, and promoting residential development all along the lines. Occasional early commercial nodes and apartment buildings still mark the transit stops. The 1906 earthquake accelerated this development. In the Clawson, McClymonds, Bunche, and Hoover-Foster neighborhoods, well over half the buildings are pre-1910, as evident in the concentrations of Queen Anne and Colonial cottages in the Clawson and McClymonds neighborhoods and in the substantial Colonial Revival and Craftsman houses and flats that line Martin Luther King, Jr. Way, West Street, and their cross streets in the Hoover and McClymonds neighborhoods.

Later Industrial Development

The northwest marsh began to be developed in the 1920s in part because of advances in building technology, in part because truck transportation made it feasible to locate industry and warehousing away from railroad lines, and in part because of fill resulting from Outer Harbor development. By the mid-1930s, prominent industrial landmarks existed, though much of the area was still vacant mudflats. In 1941, the Army took over the entire Outer Harbor and filled the area between Maritime Street and the tracks, land-locking the West Oakland marsh. The vacant blocks quickly filled with war-related industry and temporary housing for defense workers. A postwar building boom completed this northern industrial area's development, with more businesses centered on heavy industrial uses such as metals, construction materials and motor freight.

Later Evolution of Residential West Oakland

In 1936-38, City and federal Works Progress Administration (WPA) studies were undertaken to site a federal low-rent housing project in Oakland. Two West Oakland sites, Peralta Villa just east of what was then known as Cypress Street (now Mandela Parkway) and Campbell

Village in the heart of Oakland Point, were selected for redevelopment, despite the protests of residents who insisted that they had a healthy neighborhood of sound, owner-occupied houses, strong neighborhood spirit, and a large African-American community whom the authorities were suspected of targeting for removal. By the time these projects were completed, the U.S. was in World War II and both sites were converted to defense worker housing. The Moore and Bethlehem shipyards greatly expanded, and large numbers of both white and black workers from the South arrived to fill these jobs. Oakland's African-American population more than quintupled during the war years, and many of the newcomers settled in the established community in West Oakland.

In the mid-1950s, West Oakland was cut in half by the Cypress Freeway (later, Interstate 880). In the following decades, several more housing projects were built in West Oakland including the Acorn and neighboring projects south of Oak Center, Westwood Gardens in Prescott, and Chestnut Court in McClymonds. Between 1969 and 1972, construction of the new main United States Post Office and West Oakland BART Station destroyed most of the 7th Street commercial strip. Later, the construction of Interstates 580 and 980 separated West Oakland from Emeryville, North Oakland, and Downtown. In the case of Interstate 980, care was taken to submerge the freeway in order to minimize the visual impact as well as lessen noise impacts. Unfortunately this was not the case with Interstate 580, where construction of what was originally called the Grove-Shafter freeway replaced one side of formerly quiet residential streets in the Hoover neighborhood with unattractive landscaped embankments and the towering and noisy "MacArthur Maze".

In 1989, the Loma Prieta earthquake, besides damaging buildings, caused the collapse of the Cypress Freeway. Land-use conflicts were lessened when Interstate 880 was relocated to establishing a more logical boundary between West Oakland's mostly fine-grained residential/commercial uses and heavy trucking/port activities. Instead of the Cypress freeway bisecting West Oakland, its replacement with the Mandela Parkway reunited West Oakland with a beautiful landscaped median. New developments since relocation of the 880 freeway include new residential construction, the adaptive reuse of former industrial buildings to art studios and residences, as well as new restaurants and other businesses.

DEFINING HISTORIC RESOURCES

There are many different programs and categories for recognizing historic value, at national, state, and local levels. It is important to recognize that categories often overlap and are always somewhat fluid. Properties can lose or regain integrity, new information may come to light about any individual property or an entire context, younger properties may become "historic" with the passage of time, or a "fair argument" may indicate that a property should be considered significant.

Policy 3.8 of the City of Oakland's Historic Preservation Element provides a definition of historic resources for environmental review under CEQA, and Policy 1.2 defines a broader category of local resources called Potential Designated Historic Properties (PDHPs). The West Oakland Specific Plan does not change these City definitions.

City of Oakland Historic Property Classifications

Chapter 3 of the Oakland General Plan's Historic Preservation Element is titled "Identifying Historic Properties." The Oakland Cultural Heritage Survey (OCHS) is the City's comprehensive citywide inventory of historic buildings and districts. Since 1979, the OCHS has created and maintained an inventory of historic resources throughout the City. Every property in Oakland has been at least preliminarily surveyed and rated, and thousands have been researched and evaluated in detail.

Survey ratings provide guidance to city staff and property owners in design review, code compliance, and similar ongoing city activities, under policies contained in Chapter 5 of the Historic Preservation Element. Ratings provide

a baseline description that is subject to being confirmed or modified, since a property's physical condition or perceived significance may have changed over time.

- Individual property ratings range from "A" (highest importance) to "E" (of no particular interest), plus "*" (unrated, usually recent or heavily modernized).
- Some properties have lower-case contingency ratings for possible future circumstances, for example, "Ca" for a building now of secondary importance ("C") that might be an "A" if it were to be restored.
- Ratings also include a number, 1, 2, or 3, representing an assessment of the significance of the area or district in which the property is located.
- Areas of Primary Importance (API) are historically or visually cohesive and possess National Register-level significance and integrity.
- Areas of Secondary Importance (ASI) are cohesive and distinctive but likely not eligible for the National Register, usually because they are less intact or less unique than APIs.
- Sample ratings using this system include:
- C1+ secondary importance (C), contributes to an API (1+)
- Db+3 minor importance (D), potentially major importance (B+) if restored, not in a district (3)
- E2- of no particular interest, in an ASI but does not contribute
- *a not rated (*), potentially highest importance (A) when 50 years old or if restored.

Potential Designated Historic Properties

Potential Designated Historic Properties (PDHPs) are defined in the Historic Preservation Element Policy 1.2 as any properties that have an OCHS rating of at least a contingency "C", or that contribute or potentially contribute to a primary or secondary historic district. These properties warrant consideration for possible preservation. PDHPs are a large group - a fifth to a quarter of all buildings in Oakland. They are intended to be numerous enough to significantly influence the City's character. The inclusion of contingency-rated properties as PDHPs is intended to highlight their value as restoration opportunities. District contributors and potential contributors are classified as PDHPs to promote preservation of Oakland's distinctive neighborhoods.

While most PDHPs do not appear obviously eligible for the National Register or California Register and therefore (in the absence of Heritage Property designation or some other formal action) may not meet the CEQA definition of "historic resources," they are recognized and protected under the Historic Preservation Element of the Oakland General Plan for their contribution to Oakland's character. The Historic Preservation Element contains extensive policies and actions for the protection and enhancement of PDHPs.

The appropriate potential designation for most PDHPs is likely to be Heritage Property for individual properties and S-20 for districts.

CEQA Definitions

In the City of Oakland's environmental review thresholds of significance, an Historical Resource is defined for purposes of the California Environmental Quality Act (CEQA) as a resource that meets any of the following criteria:

- A resource listed in, or determined to be eligible for listing in, the National Register of Historic Places or the California Register of Historical Resources;
- A resource included in Oakland's Local Register of Historical Resources (see below);

- A resource identified as significant in a historical resource survey recorded with the State Department of Parks and Recreation, unless the preponderance of evidence demonstrates that it is not "significant," i.e. eligible for the California Register (see below);
- Any resource which the Oakland City Council determines to be historically significant, provided the determination is supported by substantial evidence; or
- A resource that is determined by the City Council to be historically or culturally significant, even though it does not meet the other four criteria listed here.

This is the minimum set of historic properties which must be given consideration during CEQA environmental review.

Local Register of Historical Resources

Policy 3.8 of the Historic Preservation Element defines the City of Oakland's Local Register of Historical Resources for CEQA purposes:

- All Designated Historic Properties - those formally designated as Landmarks, Heritage Properties, Study List properties, or in S-7 or S-20 Preservation Combining Zones (historic districts); and
- Potential Designated Historic Properties (PDHPs) that have an existing OCHS rating of "A" or "B," or are located within an Area of Primary Importance (API).

Approximately three percent of Oakland's buildings are on the Local Register.

- PDHPs in the State Inventory: A number of West Oakland PDHPs and ASIs were recorded in the State Historic Resources Inventory between 1988 and 1995 as of local interest though not appearing eligible for the National Register. These are properties whose ratings do not place them on the Local Register. However, subsequent changes to classification systems mean that these properties may require additional evaluation if demolition or other adverse effects are proposed.

HISTORIC RESOURCES IN WEST OAKLAND

In West Oakland, roughly 3,500 out of 5,000 total buildings meet some definition of "historic" under the Preservation Element (inclusive of the 1,420 designated properties on the Local Register). The proportion of historic properties in West Oakland (70%) is much higher than in the city overall (20% to 25%). West Oakland also has a large share of the city's most elite resources such as City Landmarks and properties on the National Register (see Figure 8.2.2).

Most of West Oakland's historic properties are houses on small lots, and the Local Register group includes two very large residential districts, Oakland Point and Oak Center. Rather than attempting an individual list of all these properties, this Specific Plan lists currently recognized CEQA-level resources and provides a summary of the types of properties in West Oakland that are considered to be historic.

Fig. 8.2.2: Historic Resources Map

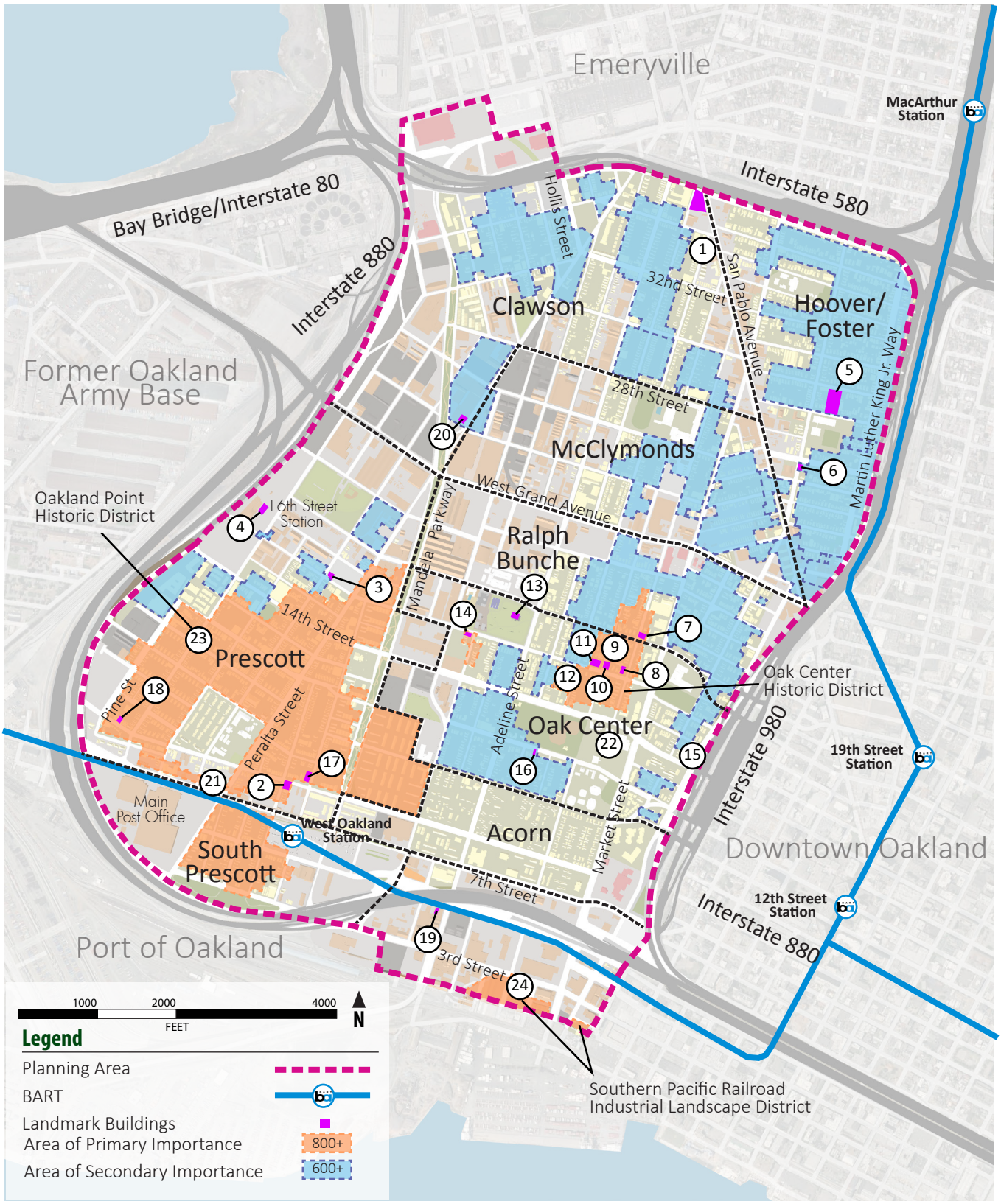


Table 8.2-1: Legend for Figure 8.2.2: Historic Resources Map

	National Register Buildings	14	Davison House, 1527 Union Street
1	California Hotel, 3501 San Pablo Avenue	15	Metcalf House, 750 14th Street
2	Western Market Building, 1485 8th Street	16	Cordes-Hoover House, 1079-81 12th Street
3	Oakland Mazda Lamp Works, 1600 Campbell St.	17	Samm-Dalton-Cooper House, 1454 8th St.
	City Landmarks	18	Shorey House, 1782 8th Street
4	Southern Pacific Station, 16th and Wood St. *		Determined Eligible for National Register
5	Oakland Laundry Company, 730 29th Street	19	Wempe Bros.-Western Paper, 1155 5th Street
6	St. Augustine's Mission, 2624 West Street	20	Merco-Nordstrom Valve Co., 2401 Peralta St.
7	Hume-Wilcutt House, 918 18th Street		Districts Locally Designated
8	Holland-Canning House, 954 16th Street	21	7th Street (1600 block) S-7
9	Gladding-Chickering House, 970 16th Street	22	Oak Center S-20
10	Reed-Henshaw House, 974 16th Street		Districts Eligible for National Register
11	Quinn House, 1004-06 16th Street	23	Oakland Point-Prescott Neighborhood
12	Campbell House, 1014 16th Street	24	Southern Pacific Industrial Landscape
13	DeFremery House, 1651 Adeline Street	* - also determined eligible for National Register	

Fig. 8.2.3: California Hotel, 3501 San Pablo Avenue

National Register and California Register Properties

Properties in West Oakland currently listed on the National Register are:

- the California Hotel, 3501 San Pablo Avenue (see Figure 8.2.3).
- Liberty Hall (Western Market–Father Divine's Peace Mission building), 1485-87 8th Street (see Figure 8.2.4)
- the Oakland Mazda Lamp Works, 1600 Campbell Street is being listed in connection with a historic tax credit project (see Figure 8.2.5).

Additional properties formally determined eligible for the National Register in 1991 during environmental review for the I-880 freeway replacement include:

- Merco-Nordstrom Valve Co., 2401 Peralta Street
- Southern Pacific Station and Tower, 16th and Wood Streets
- Wempe Bros.–Western Paper Box Co., 1155 5th St.
- Southern Pacific Industrial Landscape District, 3rd Street to Embarcadero, Castro to Chestnut Streets
- Oakland Point Historic District (residential), 8th to 16th Streets, Mandela Parkway to Pine Street.

The Southern Pacific Yards & Shops buildings and four other resources were also determined eligible at that time, but no longer exist or have lost their historic integrity. Properties on or formally determined eligible for the National Register are automatically also on the California and Local Registers.

Oakland Point Historic District

The Oakland Point Historic District (aka. the Prescott neighborhood) is a locally-identified Area of Primary Importance (API) of about 47 city blocks bounded on the south by the 7th Street commercial strip, on the east by Mandela Parkway, and on the west and north by the industrial areas of the former West Oakland marsh. The Oakland Point API is one of the largest and most intact Victorian neighborhoods in California, with close to 850 buildings, the majority dating from the 1870s and 1880s. Predominant architectural styles are Italianate, Stick and Queen Anne, intermingled with Colonial, shingle, Craftsman, 19th century vernacular (minimally Greek revival or Gothic). National Register eligibility determination applies to this district and all its contributing properties.

Southern Pacific Railroad Industrial Landscape District

The Southern Pacific Industrial Landscape District, determined eligible for the National Register, is a small group of historic industrial buildings along the Southern Pacific Railroad tracks and 3rd Street, from Castro Street to Chestnut Street. Its contributing buildings include the prominent Standard Underground Cable building (Linden Street Brewery) and Del Monte Cannery and Label Plant buildings. National Register eligibility determination applies to the district and all its contributing properties.

S-7 and S-20 Preservation Combining Zone Properties (Locally Designated Districts)

The S-7 Preservation Combining Zone and S-20 Historic Preservation District Combining Zones are the City's historic preservation zoning districts. Areas eligible for S-7 Zone designation are those having "special importance due to historical association, basic architectural merit, or the embodiment of a style or special type of construction, or other special character, interest, or value." The S-20 Zone is similar to the S-7 Zone but is designed for larger areas often with a large number of residential properties that may not be individually eligible for landmark designation but which as a whole constitute a historic district.

West Oakland has a small S-7 Zone along the 1600 block of 7th Street and a large S-20 Preservation Combining Zone in the Oak Center area.

Fig. 8.2.5: Mazda Lamp Works Factory, 1600 Campbell

Fig. 8.2.4: Liberty Hall, 1485-87 8th Street

Oak Center District

The Oak Center District is a locally designated S-20 Preservation District whose boundaries coincide with the Oak Center Redevelopment Area established in the 1960s, generally bounded by 10th and 18th Streets, the Interstate 980 freeway, and Mandela Parkway. Oak Center is a well-preserved Victorian residential neighborhood, with industries on the former marsh at the west edge and several large parks and school sites scattered through the neighborhood. The neighborhood has outstanding examples of Italianate, Stick, Queen Anne, Colonial, and Shingle architecture representing Oakland's prosperous garden suburbs of the late 19th and early 20th century. Several houses were individual City Landmarks even before residents achieved district designation for the whole neighborhood of 600-plus properties in 2002.

Historic neighborhood character extends north of the redevelopment area border at 18th Street, where an additional 30 properties are part of a locally identified Oak Center Area of Primary Importance (API).

Designated Historic Properties and Other Individual Local Register Properties

In addition to the National and California Register properties and districts described above and shown on **Figure 8.2.2**, individual Local Register properties in West Oakland include about 25 properties formally designated by the Landmarks Board (City Landmarks Preservation Study List, and Heritage Properties) and about 62 others on the Local Register by virtue of "A" (Highest Importance) or "B" (Major Importance) survey ratings.

Additional Properties of Historic Value

Approximately 2,500 additional properties in West Oakland are classified as Potential Designated Historic Properties (PDHPs), individually or as part of about 13 identified Areas of Secondary Importance (ASIs). Although these properties and areas do not generally meet the CEQA definition of "historic resources," they are recognized as contributors to West Oakland's historic context and are accorded protections under the Historic Preservation Element and Planning Code. The term Potential Designated Historic Property indicates that these properties may be eligible for Heritage Property designation, and several such designations have been sought in recent years in order to qualify for Mills Act contracts (see Incentives, below).

Also, a number of West Oakland PDHPs and ASIs recorded in the State Historic Resources Inventory between 1988 and 1995 fall under one of the City's CEQA thresholds and may need further evaluation if demolition or other adverse effects are proposed.

It is important to recognize that the "list" of PDHPs is always somewhat fluid. Properties may have been restored or have lost integrity since they were surveyed, new information may have come to light, or they may have gained additional interest as they have become older. Historic status should always be verified when a project is contemplated involving an older building or area.

Table 8.2-1: West Oakland Historic Properties

	Number of Properties
West Oakland buildings meeting some definition of historic	+/-3,500 out of +/-5,000 (70%)
National Register Listed	3
National Register Eligible	5
Oakland Landmarks/Heritage Properties/Preservation Study List	23
Oakland Point API Contributors	721
Oak Center API Contributors	84
Southern Pacific Railroad Industrial API Contributors	7
7th Street S-7 Preservation Combining Zone Properties	3
Oak Center S-20 Preservation District Properties	634
PDHPs rated "A" (Highest Importance) or "B" (Major Importance)	62
Other Potential Designated Historic Properties	+/-2,500

HISTORIC PRESERVATION STRATEGIES IN THE PLAN

The Specific Plan's Opportunity Areas are drawn so that they: 1) do not promote changes incompatible with historic districts, and 2) avoid impact on individually significant properties. Adaptive reuse and respect for neighborhood character will be encouraged throughout. Given West Oakland's large historic building stock, it is important to recognize that preservation through rehabilitation and reuse is itself a major economic development opportunity. This is true of top-rated landmark buildings but also of smaller, less distinguished, but serviceable older buildings that can provide valuable space for small businesses and startups.

Existing City policies, programs and regulations intended for the protection and preservation of historic resources will apply to all properties located within the Specific Plan's Opportunity Areas.

Residential Areas

As shown on Figure 8.2.2, the identified Opportunity Areas have little or no overlap or encroachment into nearby historic neighborhoods such as Oakland Point and Oak Center. Therefore, the growth and change envisioned under the Specific Plan is not expected to have any direct adverse effects on these historic resources.

CITY-WIDE HISTORIC PRESERVATION POLICIES AND PROGRAMS

The policies and programs in the Historic Preservation Element (HPE) of the Oakland General Plan and the Oakland Planning Code, which already apply to these neighborhoods, will continue to apply. A brief overview of these existing policies and programs follows.

The Historic Preservation Element (HPE)

Chapter 4 of the Historic Preservation Element (HPE) addresses preservation incentives and regulations primarily for Designated Historic Properties (DHPs); chapter 5 of the HPE addresses preservation and on-going city activities applicable to all PDHPs as well as DHPs; and chapter 6 of the HPE addresses information and education.

The HPE Policies particularly relevant to West Oakland include the following:

- HPE Policy 2.6 recommends a menu of preservation incentives (some not yet in place), including financial incentives (e.g., Mills Act contracts, conservation easements, development assistance from historic preservation grants or historical rehabilitation bonds, fee waivers or reductions for City permits); use of the State Historical Building

Code to provide more flexible construction standards; a broader range of permitted or conditionally permitted uses, and transferable development rights.

- HPE Policy 3.1 states that the City will make all reasonable efforts to avoid or minimize adverse effects on the character-defining elements of historic properties which could result from private or public projects requiring discretionary City actions.
- HPE Policy 3.2 directs that City-owned or controlled historic properties will be preserved.
- HPE Policy 3.3 requires local designation as a condition for financial assistance to projects involving historic properties.
- HPE Policy 3.4 allows the City to consider acquiring historic properties, by eminent domain if necessary, where all other means of preservation have been exhausted. This policy proposes limited acquisition powers for extremely important properties in dire situations.
- HPE Policy 3.5 establishes design review findings for alterations and demolitions of Heritage Properties and PDHPs, applicable to both public and privately sponsored projects. The demolition findings have been developed in detail and incorporated in the Planning Code (below).
- HPE Policy 3.6 recommends that City-sponsored or assisted projects involving historic properties be selected and designed to avoid adverse effects and to promote preservation and enhancement. The Secretary of the Interior's Standards for the Treatment of Historic Properties are used as one criterion for avoiding adverse effects. This policy extends the protections applied to federally related projects under Section 106 of the National Historic Preservation Act (NHPA) to non-federally funded City projects and to City projects that involve historic properties that are not on or eligible for the National Register.
- HPE Policy 3.7, for discretionary projects involving demolition of historic properties, requires that reasonable efforts be made to relocate the properties to an acceptable site.
- HPE Policy 3.8 defines the Local Register and mitigations that might be required in environmental review.
- HPE Policy 3.9 states that zoning should be consistent with existing or eligible preservation districts and that area and specific plans should include a preservation component.
- HPE Policies 3.10 through 3.13 require attention to historic preservation disaster, seismic retrofit, code enforcement, and similar situations.
- HPE Policy 3.14 supports priority for commercial revitalization efforts in historic areas.
- HPE Policy 5 series addresses Information and Education because "a historic preservation program is most effective with broad community support and basic technical historic preservation knowledge among property owners, developers and City staff."
- In addition, the HPE's introduction cites "Benefits of Historic Preservation" relevant to the West Oakland Plan: urban revitalization, employment, affordable housing, economic development, community identity and image, cultural values, and tourism.

Oakland Planning Code

The Oakland Planning Code addresses Design Review, including specific Preservation Element-based findings for alteration and demolition of DHPs and PDHPs.

- Planning Code Section 17.136.060 provides that design review in the S-7 zone or on a designated Landmark site is referred to the City's Landmarks Preservation Advisory Board for its recommendations to the Director of City Planning.

- Planning Code Section 17.136.070 requires that alterations and new construction may not adversely affect the exterior features of a City Landmark, or the special character, interest, or value of the Landmark or its setting. All projects involving Landmarks should conform, if possible, with the Design Guidelines for Landmarks and Preservation Districts as adopted by the City Planning Commission and/or the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- Planning Code Section 17.136.075 codifies regulations for approval of demolition or removal permits. With the exception of structures declared to be a public nuisance, demolition or removal of an historic property shall only be approved after the Regular Design Review of a replacement project at the subject site has been approved. Demolition findings for Category I, II and III properties (according to degree of significance) must be made, addressing such concerns as the condition of the property, quality of the proposed replacement, and economic feasibility of reuse.

Green Building Ordinance

The Green Building Ordinance (2010) promotes conservation of resources, use and reuse of natural materials, and prevention of waste generated by demolition. Furthermore, it establishes requirements specifically tailored to historic buildings and Oakland's distinctive building stock, referencing appropriate LEED and Build It Green standards.

CEQA

The California Environmental Quality Act (CEQA) requires lead agencies in California to consider the effects of proposed actions on historic resources. Measures appropriate to mitigate significant effects to a historical resource may include modification of the project design to avoid adversely affecting the character defining elements of the property, or relocation of the affected historic resource to a location consistent with its historical or architectural character. If the above measures are not feasible, then other measures may be considered.

HISTORIC PRESERVATION STRATEGIES

The following specific strategies are recommended to protect and preserve historic resources in the West Oakland Opportunity Areas. The City, its Landmarks Board, and its citizens are encouraged to conceive and initiate additional strategies throughout the life of the Plan, in both public and private sectors.

Preservation through Adaptive Reuse

Intent: Protect and preserve historic and architecturally and structurally significant structures by adaptively reusing these buildings when the original use is no longer viable.

Reuse of existing historic buildings is a cost-effective strategy, recognizing the capital investment that has already been made in these buildings and acknowledging the architectural character and historical significance that many of these buildings possess. The State Historical Building Code can often facilitate reuse projects. Reuse further respects green building goals and conserves embodied energy. A large number of non-residential facilities throughout the West Oakland Opportunity Areas are used by industry and other business, but not always to their full potential.

This Specific Plan encourages innovative reuse of existing buildings with a focus on incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces where start-up businesses can share facilities and equipment. Smaller non-landmarked industrial buildings as well as officially designated historic buildings both provide reuse opportunities and are considered important assets of the neighborhood. Reuse can take various forms, illustrated by the examples in the following paragraphs.

Adaptive Reuse-1: Promote catalyst adaptive re-use projects. Several high-profile historic reuses in West Oakland offer examples for other re-use projects:

- The Del Monte Cannery and Label Plant and Standard Underground Cable buildings in the 3rd Street Opportunity Area are large concrete, brick and timber structures that are part of the Southern Pacific Industrial Landscape District. These buildings have long been converted to offices and small manufacturing uses including the Linden Street Brewery.
- The Oakland Mazda Lamp Works at 1600 Campbell, is currently under rehabilitation for live/work lofts in the three-story historic structure. Additional live/work units may be added on the site in the future and should complement the historic architecture and support further revitalization of this area near Raimondi Park .

Adaptive Reuse-2: Partial Replacement: It may be appropriate to replace less significant structures or portions of structures on a large site, while retaining the most significant or character-defining elements.

- The former Coca-Cola Plant at 14th and Mandela is an example envisioned by this Specific Plan as retaining the character-defining Moderne building on the northern portion of the site under the current or similar use, while the remainder of the property could potentially be redeveloped.

Adaptive Reuse-3: Intensification: The National Register-eligible Merco-Nordstrom Valve building at 24th and Peralta Streets is an example of a building that could accommodate a higher level of light industrial or business mix uses.

- Planned improvements to this area pursuant to the Peralta Streetscape Plan should market this building's distinctive contribution to the economic history of West Oakland through streetscape design, signage and as a gateway to a historic industrial district.
- The eventual reuse of the Southern Pacific 16th Street Station, along with surrounding uses, offers an opportunity to create a higher intensity node which leverages this important historic asset.

Adaptive Reuse-4: Infill. Areas with missing or scattered historic features can be strengthened by compatible new construction. A primary example is the 1600 block of 7th Street, a small S-7 district of remaining fragments of the historic 7th Street commercial district.

- The Specific Plan envisions continued use of the remaining historic structures at each end of this block, with compatible new development on the Lincoln Theater site, e.g. multi-family residential development targeting 7th Street entrepreneurs as an incentive for the revitalization of that district.
- The City could partner with a non-profit entity to pursue grant funding to further activate the area as a Cultural District through development of a performance venue.

Adaptive Reuse-5: Standards: Adaptive reuse of historic West Oakland structures will be subject to the following:

- Renovations or improvements necessary for reuse of Local Register buildings may make use of the State Historical Building Code, which can provide for more flexible construction standards as long as the basic intent of the code – life safety and accessibility - is met.
- Any exterior alterations necessary for the adaptive reuse of Local Register properties shall rely upon the City's Design Guidelines for Landmarks and Preservation Districts and/or the Secretary of the Interior's Standards for the Treatment of Historic Properties to ensure that alterations do not remove or materially alter the character-defining features of the buildings. The Secretary's Standards may also address preservation of significant interior features, especially in federal tax credit projects.

- Development on the former Lincoln Theater site (or other infill in a designated historic district) will be subject to City Design Review including referral to the Landmarks Board, pursuant to the S-7 Preservation Combining Zone regulations.
- Alterations to non-Local Register historic properties will be subject to PDHP provisions of the Preservation Element and Planning Code, and applicants will be encouraged to consider Heritage Property designation to qualify for Mills Act and State Historical Building Code.
- Where appropriate, extend code flexibility similar to the Historical Building Code to non-Local Register reuse projects through the Building Department's Alternative Methods and Material Request or similar process.

7th Street Cultural District

Intent: Establish a Cultural District along 7th Street, from Wood Street to Chester Street, in the 7th Street Opportunity Area.

The 7th Street corridor, from Wood Street to Chester Street and beyond, was once a thriving commercial, lodging, and entertainment center and community focal point for the surrounding neighborhood. Surviving fragments of this commercial corridor include the Arcadia Hotel and the Flynn Saloon/McAllister Plumbing building in the one-block S-7 district, and the Brotherhood of Sleeping Car Porters Headquarters and Esther's Orbit Room at the west end of the street. This corridor should once again be a community commercial and cultural focus.

Prospective developments within the 7th Street Cultural District would be selected for compatibility with the historic character of the 7th Street district and the surrounding Prescott and South Prescott neighborhoods, as a means of honoring the past.

Cultural District-1: Continue implementation of the adopted Seventh Street Urban Design Plan (Walter Hood Design, Caltrans Environmental Justice grant, 2004).

Cultural District-2: Extend historic district designation to the entire length of 7th Street between Wood and Chester Street, to retain existing historic buildings and provide for the infill and redevelopment of this corridor with compatible commercial, lodging and entertainment uses. The revitalization of 7th Street can be aided by the streetscape improvements already completed, the envisioned Transit Oriented Development on the south side of 7th Street, mitigation measures to reduce noise from BART, possible funding from grants, and Mills Act contracts for historical buildings.

Cultural District-3: Work with community groups to install educational and interpretive signs, artwork, and landscaping which highlights the historical and cultural features of this corridor. Sponsorship from the entertainment and cultural community may further the work of the Blues Walk of Fame, an adopted goal within the Seventh Street Streetscape improvements.

Cultural District-4: Maintain consistent style and design for the 7th Street streetscape, e.g., the historic Oakland luminaire style, and pursue funding for the implementation of additional lighting.

Cultural District-5: Investigate installing the historic railroad catenary poles (currently housed at the American Steel property) along the length of 7th Street as a streetscape design element to mark this historic district.

Maximize Financial Incentives for Historic Preservation

Intent: The City, together with private development entities, should continue to pursue all available federal, state and local grants, loans and other funding and tax benefit strategies to enhance the economic viability of preserving and reusing historic buildings.

The elimination of Redevelopment resulted in the loss of most of the funding for the City's

very effective Commercial Facade and Tenant Improvement Program, which provided free architectural assistance and 50% matching grants to property and business owners in designated areas of the City, including West Oakland. As new funding becomes available, the Program should be used as before for rehabilitation of historic facades, exterior repairs, windows, painting, cleaning, signs, awnings, exterior lighting, improvement or removal of security grilles, fencing, and landscaping. Reinstatement of the City's Commercial Facade and Tenant Improvement Program should be a high priority.

The Mills Act program is a State-enabled incentive which can provide a reduction in property taxes on historic properties if the owner obtains historic designation and signs a contract with the City of Oakland to use any tax savings on a ten-year work program to repair and maintain the historic character of the property. It is a revitalization tool and catalyst for neighborhood improvement and can increase marketability since the lower tax rate is passed on to future owners.

There are two federal investment tax credit programs for rehabilitation of existing buildings - a 20% credit for rehabilitation of National Register properties, closely reviewed by the State Office of Historic Preservation and the National Park Service, and a 10% credit for rehabilitation of pre-1936 non-residential buildings. Both programs require a "substantial rehabilitation," equal in cost to the owner's adjusted basis in the building.

The following City-initiated Historic Preservation incentives are recommended:

Financial Incentives-1: Increase Mills Act participation by reaching out to owners of historic properties, with assistance from private individuals who already participate and are willing to advocate for the benefits of Mills Act contracts.

Financial Incentives-2: To limit potential revenue losses, the City's current Mills Act program has limits on the number and/or dollar amount of contracts in any given year. To further the benefits of this program, consider increasing the limits within West Oakland as was done in the Central Business District.

Financial Incentives-3: Determine how to restore funding for the commercial Facade Improvement and Tenant Improvement matching grant programs and expand the program to industrial properties.

Financial Incentives-4: Investigate establishing a residential Facade Improvement grant program, building on the experience of a program piloted in the Eastlake district several years ago.

Financial Incentives-5: Publicize existing federal investment tax credit programs for income-producing properties on the National Register and pre-1936 commercial and industrial buildings.

Financial Incentives-6: Publicize existing City residential rehabilitation loan programs (and possible future State programs) and their applicability to preservation-related work.

Financial Incentives-7: Implement the building relocation assistance program set forth in HPE Action 3.7.3, whereby the City would facilitate moving of buildings displaced by development projects through such assistance as loans, permit streamlining, and/or identifying land for temporary or permanent siting of buildings.

Financial Incentives-8: Seek additional funding to assist low-income property owners of historic properties to preserve and maintain the property's historic status.

Financial Incentives-9: Work with the Building Department to make use of the State Historical Building Code less complicated and more predictable.

Financial Incentives-10: Support legislative efforts to establish a State Historic Tax Credit program in California as other states have

done, and promote use of the credits if adopted.

Public Education

Intent: Increase the public's awareness of the economic, environmental, and cultural benefits of historic preservation.

Public Education -1: Encourage and educate owners and residents about appropriate rehabilitation, particularly owners of recently-purchased older properties; publicize online availability of the historic rehabilitation guidebook, Rehab Right.

Public Education -2: Review and publicize design review and permitting procedures for small projects so that existing preservation standards can be better enforced, particularly within the residential areas of West Oakland.

Public Education – 3: Work with West Oakland business organizations, neighborhood associations, library and senior center, etc. as forums for disseminating preservation information.

Public Education – 4: Promote awareness of West Oakland's historic resources and heritage through existing and new plaque or marker programs (HPE 5.1.1), walking tour programs (HPE 5.1.6), and similar activities. These activities could include special signage that identifies West Oakland's formally designated historic neighborhoods as well as other neighborhoods and could involve a public process in designing the elements.

16th Street Station

Intent: Support rehabilitation of the 16th Street Station such that it becomes the centerpiece of the surrounding neighborhood

The Southern Pacific 16th Street Station is located on the far west edge of the Plan Area at 16th and Wood Streets. It is probably the most significant West Oakland landmark in need of preservation and reuse, and is of enormous symbolic importance to the image and fortunes of West Oakland. The 1910-12 Beaux Arts station has a long and rich history, but was closed by Amtrak in the 1980s and suffered damage in the 1989 Loma Prieta earthquake. The station and the lands around it were purchased in 2005 by BRIDGE Housing, which is working in partnership with the community nonprofit RAILS (Restoration Association for Improving the Landmark Sixteenth Street Station). Long-term plans call for the Station to become the centerpiece of the surrounding neighborhood, with more than 1,200 homes planned around it. Attracting adjacent supportive commercial establishments will be difficult if the Station itself is not rehabilitated; uses contemplated at the time of writing this Specific Plan include event space, commercial kitchen, food service (cafeteria and/or restaurant, and as a public gathering space Additionally, reuse of the old signal tower as a marker for the surrounding neighborhood may facilitate development ; the small structure might be restored and serve as a beachhead in a manner similar to the way the marquee on the Fox Oakland Theater lent hope and a visible focus for the revival of the Uptown area. Redevelopment of the Train Station and surrounding area is reflected in the 'Mandela West Grand Opportunity Area Development discussion (refer to Section 4.2-1 of this Plan for more details).

16th Street Station-1: Provide City staff expertise from Economic Development, Historic Preservation, Marketing, and other relevant departments to work with RAILS and BRIDGE to develop a list of potential uses for the Station and grounds, and seek to market and achieve reuse.

16th Street Station-2: Given the scale of the 16th Street Station's needed rehabilitation and redevelopment efforts, including eventual seismic retrofitting, recognize that the property will likely be developed using a phased approach over many years.

- Encourage interim site development, e.g., an exhibition of new building forms such as green modular units (rehabbed shipping

containers) , which can be relocated at the time of permanent development.

16th Street Station-3: Support and seek festivals, street fairs and special events which showcase the 16th Street Station by offering an interim city permit which details conditions for interim events that are compatible with the community and activate the site prior to full redevelopment.

16th Street Station-4: Ensure that in future development of the surrounding area, the Station is a community focal point or destination which serves to strengthen the neighborhood character.

16th Street Station-5: Improve pedestrian and transit access to the 16th Street Station both within the immediate vicinity and in relation to the rest of Oakland, as a means of supporting revitalization efforts and fostering the Station as a community focal point.

Designation for Eligible Properties and Districts

Intent: Seek to increase the number of designated historic resources in West Oakland by encouraging owners to apply for Landmark, Heritage Property, S-7, or S-20 status for historically important buildings and districts.

Historic Preservation Element Policy 3.3 proposes that City-assisted historic properties be required to apply for local designation, and many of the incentives in the Preservation Element are tied to designation. Designation is almost always at property owners' initiative. District designation in practice requires unanimous owner consent and therefore requires a time-consuming public education process. The Historic Preservation Element recommends actions to "enhance the publicity and prestige" of Landmark, Heritage Property, and district designation.

Historic Designation-1: Work with neighborhood residents to encourage S-20 district designation of the South Prescott and Oakland Point neighborhoods, portions thereof, and/or other identified districts throughout West Oakland, following the example of Oak Center neighborhood.

Historic Designation-2: Collaborate with owners of significant individual properties to seek designation as Heritage Properties or City Landmarks, following the recent example of the Shorey House at 1782 8th Street.

Historic Designation-3: Educate the public to appreciate the incentives and benefits of designation and dispel fears of over-regulation.

Historic Designation-4: Consider a yet broader zoning overlay of Conservation Districts or Neighborhoods that might promote preservation of neighborhood character with less exacting eligibility standards and regulations.

Development Adjacent to Historic Resources

Intent: New development should be of high quality and designed in a manner that provides for compatibility and enhancement of adjacent historic resources.

Although the boundaries of the Specific Plan's Opportunity Areas do not overlap with or encroach into West Oakland's historic neighborhoods, new growth and development envisioned under the Plan could still indirectly affect historic structures or districts. The following design considerations are recommended:

Historically Compatible Design-1: Infill development projects (both residential and commercial/business mix) should be designed so that heights, densities and building envelopes form compatible transitions to historic neighborhood context.

Historically Compatible Design-2: For large projects like the West Oakland BART Station Transit Oriented Development (TOD) project, build upon and respect design characteristics of surrounding areas.

Historically Compatible Design – 3: Design characteristics of each of the Specific Plan's Opportunity Areas are summarized as follows:

- Opportunity Areas 1 and 3: Infill and large projects should include the following characteristics in order to best relate to existing industrial buildings:
    - Build to edge of sidewalks to reinforce the existing street wall.
    - Mass larger buildings as rectangular shaped blocks that are not more than 2 levels taller than existing nearby buildings.
    - Use setbacks to create gentle transitions to existing nearby buildings.
    - Use regularly spaced openings, particularly on lower levels, either punched or skeletally articulated, similar to existing nearby buildings.
    - Encourage use of industrial materials such as poured concrete and brick to relate to any existing nearby industrial context.
    - Employ decorative materials such as brick or tile near major entrances or on corners.
- Opportunity Areas 2 and 4:
    - On major commercial arterials such as 7th Street and San Pablo Avenue, build to edge of sidewalk and using continuous storefronts with transom windows over display windows and bay windows for upper level residential that relate to existing storefronts in area.
    - On side streets employ small porches and stoops as well as small gardens to better relate to small-scale neighborhood buildings.

RECOMMENDATION FOR FUTURE STUDIES AND PLANS

Preservation in Historic Residential Areas

West Oakland's history includes not only the blues entertainment addressed in the 7th Street Cultural District concept, but also political action, the Sleeping Car Porters, the Black Panthers, and the many prominent citizens that have lived in the area.

An important follow-up would be to develop preservation strategies that would specifically apply to the residential areas and throughout the Specific Plan Area.

Incentives for owners to improve the conditions of their historic structures could include:

- Monetary Incentives: In addition to the federal 20% investment tax credit for certified rehabilitation of National Register buildings, there is a less-known 10% federal credit for rehabilitation of pre-1936 commercial buildings;
- The City can support legislative efforts to establish a State Historic Tax Credit program in California as other states have done, and promote use of the credit if adopted;
- The Mills Act tax reduction program for Designated Historic Properties requires an approved work program for rehabilitation and maintenance; several West Oakland properties now participate, and hundreds would be eligible;
- The City's Housing Department. has various housing loans and grants for homeowners;
- Policy 3.12 of the City's Preservation Element proposes City actions to promote rehabilitation of "substandard or public nuisance properties."
- Mills Act and federal 20% tax credit require rehab work to maintain historic features, but other programs and day-to-day project review do not. Owners and agencies can benefit from information on how to improve the condition of historic buildings and repair deferred maintenance without losing historic character.

8.3: Fostering the Creative Economy

Industrial arts and artists in West Oakland represent a vibrant and growing sector of the "creative economy". These businesses and industries are actively involved in the sophisticated execution of usually singular objects and fine art, performance art including music theater and dance, associated with intellectual property and original expression, "making" creative products - making art, making objects, making technology, and making cultural experiences.

Arts-related businesses in West Oakland are diverse and include traditional ethnic-based cultural groups, youth groups, individual artists, and most notably a large community of industrial artists who often occupy older and physically-challenged or underutilized buildings due to need for lower rent structures and who, contribute industry and creativity to the area. These clusters of arts activities are hubs of innovation and creativity, and spur cultural production. They contribute as an economy of their own in wages resulting from commissions and grants, and contribute to the local economy in purchases of goods and services (supply chain). Precisely because this cultural district of West Oakland was not planned from scratch but instead has grown from the self-organized efforts of local participants, this pioneering industrial arts movement deserves recognition and regulatory assistance and support from the City in the form of a business-friendly permitting structure. The arts economy in West Oakland deserves a spirit of cultivation to help these businesses grow and flourish without snuffing out the spark that makes it distinctive.

WEST OAKLAND ARTISTS

Oakland is home to thousands of artists, arts and culture-related community based organizations, as well as educational institutions that support the arts. "Oakland has over 10,000 artists - more per capita than anywhere in the nation besides Greenwich Village."

former Oakland Mayor Jerry Brown

According to a study conducted by Americans for the Arts, there were more than 5,500 arts-related businesses employing approximately 21,500 people throughout Alameda and Contra Costa Counties.

- The Oakland Partnership's "Taking Stock of Oakland's Economy" reports that the arts, design professions and digital media are considered one of Oakland's primary economic "clusters".
- The City of Oakland's Economic Development Division lists the arts and digital media sector as one of Oakland's "key Industries", noting that Oakland ranks 23rd in the country for the number of artists as a percent of the workforce.
- According to the report "Artists in the Workforce 1990-2005", there are over 8,600 designers, 3,400 architects, and nearly 2,700 fine artists, art directors and animators living and working in Oakland.

Clearly, Oakland's art community is strong and is growing. This can be evidenced in the increasing number of art galleries, the popularity of the monthly First Friday Art Murmur art walk in Uptown, the popularity and success of the Crucible as an industrial arts center, and the scores of digital media startups (e.g., Pandora Music) emerging in downtown.

From site tours and area observations, it is clear that arts activity in West Oakland represents

a significant part of Oakland's lifestyle and community, and that there is a considerable population of artists and "arts-adjacent" lifestyle residents in West Oakland. Specific Plan analysis has estimated that working artists occupy roughly 1,000 to 1,200 residential and live/work units in West Oakland. Many "live/work" units are not occupied by artists, although this was the sector which originally spurred the architectural type formation. Still, whether inhabited by artists or not, new live/work construction has spurred tremendous economic development through the infusion of new residents, construction and local spending.

There are three main groups of resident artist stakeholders in West Oakland:

- Those who reside in West Oakland housing units;
- Those who work in West Oakland studios, primarily former industrial space such as American Steel; and
- Those who occupy live/work space in West Oakland, such as the Peralta Lofts.

There are several notable live/work projects in West Oakland developed by artists specifically for artists, including the residential studios on Lewis Street between 5th and 3rd Street, and the Peralta Studios at Peralta and West Grand Avenue (rented exclusively to practicing artists) Most artists who live in West Oakland are renters. Some West Oakland artists live in live/work conversions of formerly underutilized industrial spaces which are unpermitted, due to their lack of knowledge of the regulatory system or due to the low rent scales of such facilities.

Many of these are minimally improved for live/work use (may include only floors, stubbed utilities, and walls between units), and where residents undertake the final improvements to the units on their own. West Oakland also attracts an "arts-adjacent," lifestyle segment that is attracted to the artists and their surroundings. These artists' communities are often in interesting places, such as former manufacturing facilities and yards, which are ripe for discovery and which fuel creativity. Some of these arts-adjacent residents are employed in related fields such as alternative energy and urban farming and there is a natural synergy between environmental innovation and arts.

Demographics

The increase in artists and alternative lifestyle residents in West Oakland represent a highly visible change in the area's population. The artists and arts-related community include residents of all ethnicities, and thus contribute to the area's growing ethnic diversity.

The nonprofit group Support Oakland Artists (SOA) conducted an Art Census in order to take inventory and assess the economic and community impact of the arts in Oakland. Out of the 623 members of the SOA community, 317 have completed the Art Census. Preliminary findings indicate that Oakland's arts-related income and revenue is over $12.7 million, with an additional $11.2 million of indirect economic impacts created by art-related expenses for activities. These arts-related activities also produce considerable sales tax revenues for the City.

The artists now in West Oakland form a distinct community. Over the years, artists have been attracted to West Oakland by the large volume of low-cost space. Some of the first artists moved into the area in the late 1970s and early 1980s. These included individuals who purchased properties and built arts-related compounds and institutions. Another wave of artists moved to the area during the post dotcom boom, making smaller-scale acquisitions such as LoBot Gallery and Black Dot Artists Collective.

West Oakland Arts Typology

The industrial arts and artists in West Oakland represent a vibrant and growing sector of the "creative economy", which also includes notable performance groups such as Attitudinal Healing, the Prescott Circus, Project Bandaloop, Trapeze Arts and Kinetic Arts Center. The Prescott Joseph Center is associated with theater performers. Recently the historic Continental

Club has re-opened as a comedy club, and the 20-year+ Soundwave Studios recently obtained its planning permits to open as the Wood Street Music Hall.

In particular, the concentration of industrial arts businesses and individual studios in West Oakland are increasingly being known as "Makers" in association with Maker Faire, Burning Man and other festivals which feature such work. Oakland Industrial artists are known internationally for such activities, yet are under-recognized within the local area as a collective. Therefore, the City has sponsored the creation of an "Oakland Maker" initiative, (www.oaklandmakers.org) to further brand, support and engage the community in alliance with key industrial companies. The Oakland Maker initiative helps to foster the "Industrial Commons", a shared and more tangible platform for recognition and appreciation of the need for maintenance of Oakland's industrial land stock, which currently is less than 3 percent of the total land supply in Oakland, per the General Plan designations (about 5% if the Port of Oakland lands are included). Such companies are increasingly using innovation in their work, and thereby also share needs for stabile industrial facilities which increasing their use of technology.

Industrial arts however are but one of the vibrant "creative economy" business types in West Oakland. Several arts typologies and arts-adjacent / arts-related businesses exist within West Oakland:

- industrial arts
- visual arts
- digital arts
- music, film and video
- performance arts
- culinary arts
- publishers and literary arts
- architects, landscape architects and engineers
- urban farms and gardens
- industrial design
- audio visual, and film
- video and photographic arts
- fashion & textile design

There is also a variety of business types that support art- and arts-related businesses, including art supplies, arts transporters, arts education and institutions, exhibition space and retail sales, and wholesalers/distributors.

West Oakland's Arts-Specific Development

Arts facility types include galleries, temporary installations or "pop-up" art showings, and live/work facilities. Several West Oakland developments have targeted the arts community as either living or work space tenants. Oakland architectural expertise in this arena has flourished since the early 1980s, when the state declared a relaxation of regulation in its Building Code to allow for such development. The City of Oakland followed with innovative regulation of its own in 1981.

Oakland's Live/Work facility types include "Work/Live" with strict adherence to a 2/3rds work occupancy and floor plan, and a limitation of 1/3rd of the square footage for the residential portion. Another "Live/Work" facility type was introduced into the Planning Code in the mid-2000s to address the "lifestyle loft" form of architecture and design, which was prevalent especially in the "Housing & Business Mix" (HBX) zoning districts. There are also Work/Live facilities which are designed with "commons" - a form of Open Space communally shared (indoors or outdoors) in spaces which would otherwise not offer any real outdoor shared space, due to their historic footprint "lot line to lot line". These developments have capitalized on low cost land, and undervalued and/or disinvested, and thereby cheaper, industrial facilities to create projects designed specifically for the arts segment. Essentially, the lack of competition for residential

and work spaces has created a vacuum filled by artists.

There is a considerable amount of both small- and large-scale arts users of industrial space in West Oakland. Large-scale users (over 25,000 sf. to 250,000 sf.) include, but are not limited to, The Crucible off of 7th Street, American Steel Studios at Mandela/Grand, the Bruce Beasley Studio in South Prescott, Mark Bulwinkle studio and work space in the north Clawson neighborhood, and Trapeze Arts, Inc. near Pine and 8th Street. Many industrial artists create large-scale art pieces to be displayed at such places as Burning Man. The Chiodo Art Development, which created the Remember Them Monument for the Uptown district of Oakland, is located in an industrial building in West Oakland. American Steel Studios is a workspace for artists and innovation workers that grew out of a single temporary rental to one artist. Since then, a master lease covering 200,000 square feet of the American Steel building and the adjacent Poplar Warehouse building is now in effect. There are 70 tenants in the American Steel Studio, including industrial artists and non-artist science and technology innovation companies. Leaseholds range between 1,000 to 6,000 square feet.

Additionally, there are smaller work and storage spaces averaging 100 to 300 square feet in the Poplar Warehouse. The property's history as a heavy industrial facility is a major attraction to potential tenants, who use the 18-ton bridge cranes and drive-through truck access for large-scale fabrication and industrial arts projects. The facility is used for production work, shows and exhibits (in the Poplar Warehouse), and some large-scale community events. This existing industrial arts community has attracted industrial artists from around the country and the world, fueling a new Industrial Arts Movement seated in West Oakland. This movement is being documented and celebrated by the global press, but remains largely unrecognized locally.

There are limited retail, food and beverage establishments in West Oakland that cater to the arts and arts-oriented segments. Most of this economic energy is captured in the Uptown district. One exception is the popular Brown Sugar Kitchen at 2534 Mandela Parkway, which generates strong sales and a loyal customer base that endures long waits for tables in peak periods and attracts patrons to West Oakland from around the region.

Some arts establishments, such as American Steel, LoBot Gallery, and others, are also social entrepreneurs, hold special activity events and small scale art "openings" and soirees. These activities provide a patron draw that attracts people to West Oakland and expose them to the vast array of arts enterprises occurring in the district. For example, The Crucible has regular events that attract up to 1,000 people.

ARTS AND CULTURAL DISTRICTS

"Natural cultural districts" is a term that is both descriptive and analytical. Descriptively, a natural cultural district simply identifies a neighborhood that has spawned a density of assets- organizations, businesses, participants, and artists- that sets it apart from other neighborhoods. Analytically, these districts are of interest because of the side-effects of the density of these assets. Economic developers note that clusters encourage innovation and creativity—a spur to cultural production. At the same time, a cluster of cultural assets often pushes a neighborhood to a re-generation tipping-point, attracting new services and residents.

Cultivating "Natural" Cultural Districts, Mark J. Stern and Susan C. Seifert

Nationally, a number of publications have been released on the topic of Arts as a revitalization strategy; arts and the formation of cultural districts, arts and their role in community development, and arts and the creative economy, particularly recognized the linkage between economic stimulation, business attraction and concentrated districts of creative activity and enterprise development. The American Planning Association has released technical guides for land use planners to recognize the importance of arts as a neighborhood catalyst. Combined, the energy of concentrated artist districts, including non-downtowns such as West

Oakland, have spurred interest from funders and private foundations in the linkage between community development and arts' investment in communities.

The University of Pennsylvania's Social Impact of the Arts Project, which has been conducting research on the role of the arts and culture in urban neighborhoods for the past 15 years, has identified the existence of 'natural cultural districts': geographic areas in which a variety of cultural assets - organizations, businesses, participants and artists - are clustered.

West Oakland can be clearly defined as a cultural and arts district, given its many existing clusters of arts-related activities (see **Figure 8.3.1.**)

The Benefits of Arts and Cultural Districts

Financial Benefits – a National Perspective

On a national level, the Americans for the Arts "Arts & Economic Prosperity III" report has found that the arts and culture industry generates $166.2 billion in national economic activity annually.

"This spending supports 5.7 million full-time jobs in the United. Because arts and culture organizations are strongly rooted in their communities, these are jobs that necessarily remain local and cannot be shipped overseas. The industry also generates nearly $30 billion in revenue to local, state, and federal governments every year. By comparison, the three levels of government (national, state and local) collectively spend less than $4 billion annually to support arts and culture, a 7:1 return on investment.

Whether serving the local community or out-of-town visitors, a vibrant arts and culture industry helps local businesses thrive. Cities around the world are competing to attract new businesses as well as our brightest young professionals. International studies show that the winners will be communities that offer an abundance of arts and culture opportunities. As the arts flourish, so will creativity and innovation, the fuel that drives our global economy."

Social Benefits

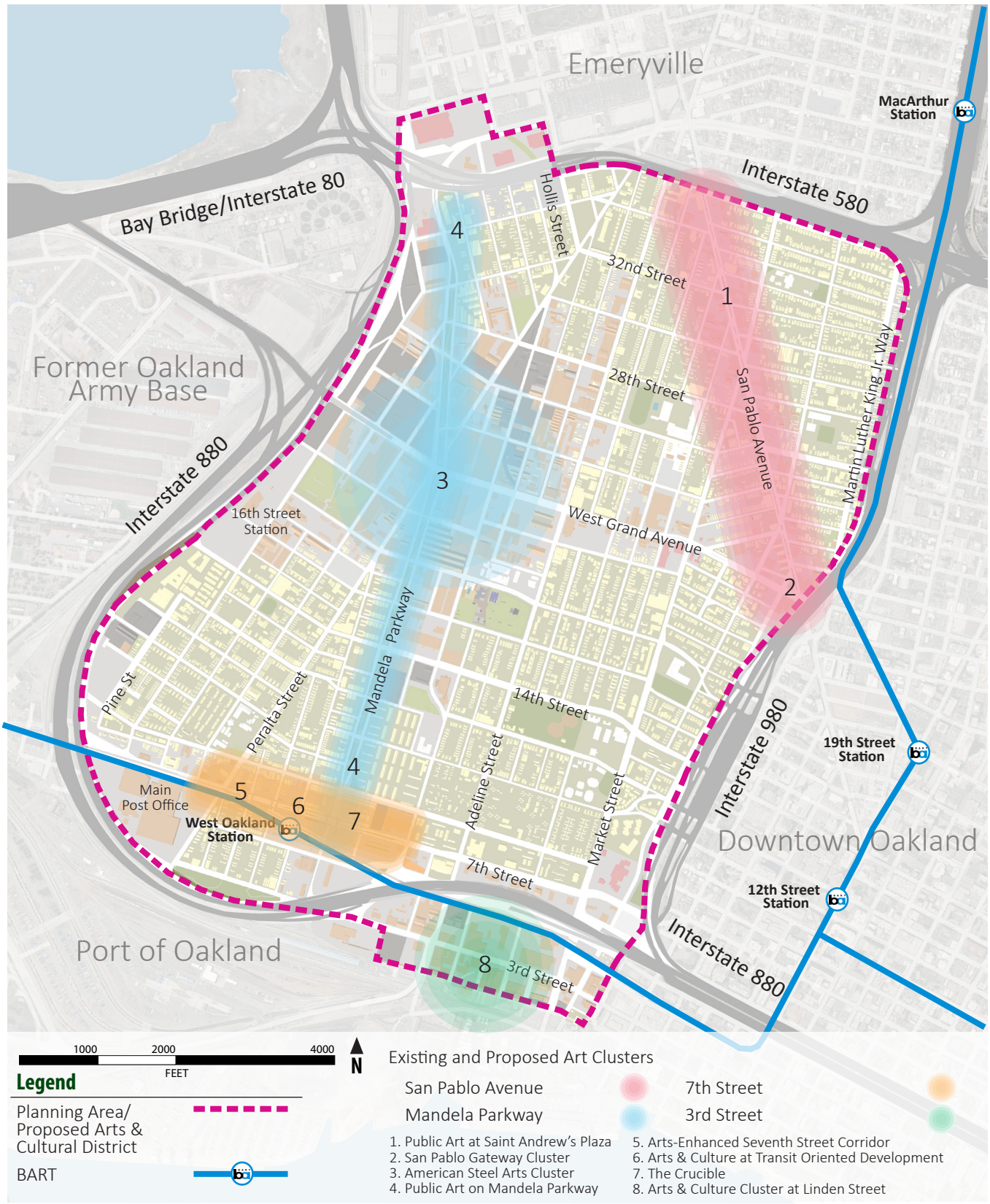
Natural cultural districts are important for several reasons in addition to direct dollars:

- The districts have a positive impact on cultural production. Artists and other cultural entrepreneurs interact, learn, compete, and test out their ideas on one another.
- Cultural districts contribute to group efficacy within neighborhoods and bridge social and ethnic groups, using culture to revitalize cities without creating greater divisions between classes.
- The side effect of a cluster of arts activities is innovation and creativity, which spur cultural production and can help neighborhoods on the verge of revitalization by attracting new services and residents.
- Cultural districts can offer the best balance of costs and potential benefits because they are already burgeoning areas, ripe for strategic interventions to increase their success, offer opportunities for profitable investment, and have the ability to produce considerable spillover effects on less dynamic parts of the City.
- Cultural districts revitalize cities by building geographically-defined social networks that translate cultural vitality into economic dynamism.

Local Benefits

Arts-related businesses in West Oakland occupy many formerly vacant buildings, contributing industry and creativity to the area. They make products and provide programs that have a strong customer-based demand. This vibrant creative context in West Oakland spurs positive, sustainable growth which is less likely to be subject to economic downturns or to cause displacement of existing businesses and residents.

Fig. 8.3.1: Existing Art Clusters



Challenges in Maintaining a Cultural District

Artists' Housing

Most artists who live in West Oakland are renters. This is significant since renters are more likely to be displaced than owners if land prices and rents increase. Thus, art-related developments are more likely to be negatively impacted by rising area rents and a change in property assets to higher value uses.

Arts & Cultural Program Building Space

The arts community is price-sensitive. Arts-related uses have been generally priced out of San Francisco by development pressures arising from that City's prosperous economy, and that phenomenon risks repeating in West Oakland due to economic changes. This also suggests that higher-cost, new development projects are unlikely to be occupied by price-sensitive arts uses. To keep the arts community in West Oakland, the inventory of inexpensively remodeled industrial buildings needs to remain available at low prices. In addition, it has been precisely the stock of vacant or underused industrial structures that has attracted large-scale industrial artists to West Oakland neighborhoods.

Arts Institutions

As of the writing of this Specific Plan, Black Rock Arts Foundation LLC, which organizes the annual Burning Man festival and is currently a West Oakland cultural arts business, plans to relocate its headquarters into office space in the mid-Market district of San Francisco. They are also proposed as a master tenant for San Francisco's historic Pier 70 building. This indicates that, while there might be a demand for more institutional arts uses that can afford higher rents, to date that segment has chosen San Francisco locations.

STRATEGIES FOR CULTIVATING WEST OAKLAND'S ARTS & CULTURAL DISTRICTS

Cultural districts present a challenge to those interested in neighborhood and business revitalization. What can policy-makers do to encourage these districts without snuffing out the spark that makes them distinctive? Because cultural districts are not planned from scratch but rely instead on the self-organized efforts of local players, they require tender-care and a light hand. Cultural districts must be cultivated.

Including Art as an Integral Component of New Development

Intent: Include arts development programs in major public and private development projects as a means to: a) maintain the West Oakland "brand", character and identity; b) continue to attract arts visitors; and most importantly, c) support local artists by increasing their patron base.

Include Art-1: Encourage the use of locally made street furniture and art in all City-sponsored streetscape improvement projects. Incorporate locally made art into the pedestrian network by using street medians, intersection bulb-outs, pocket plazas, and wide sidewalk spaces as display areas.

- Install public art along Mandela Parkway and any other significant streetscape improvement projects (e.g., 7th Street, Adeline Street, etc.).
- Use locally-contracted art made in West Oakland to enhance and identify important community "gateways" into West Oakland neighborhoods.
- Support the installation of gateway art at major entry locations into West Oakland, partnering with youth non-profit local groups to do so.

Include Art-2: Use the City's 1.5% Public Art Ordinance funds, and seek additional funding sources to support the incorporation of art in

publically-sponsored development projects, specifically in West Oakland.

- Incorporate public art within the development of major new institutional, private, and non-profit developments (e.g., labs, hospital, educational) or private business campuses.
- Incorporate public art at the West Oakland BART Station and within its associated Transit-Oriented Development (TOD) project.
- Develop goals for historic and/or cultural public artwork installations that include, among other facets, an objective that artwork be installed on a semi-permanent basis, and be tied to West Oakland infrastructure improvements, such as roundabouts, curb bulb-outs, pedestrian corridors, bike paths, boulevard medians, and similar locations, and which define neighborhood boundaries.

Include Art-3: Work with community groups to install educational and interpretive signs, artwork and landscaping that highlight West Oakland's historic and cultural features.

- Seek creative funding sources to provide interim or temporary art installations, performance art, and other arts and cultural programs in highly visible locations of West Oakland.

Layering of Arts and Cultural Components

Intent: Develop, foster and enrich the multi-cultural diversity of West Oakland. Restore and preserve cultural assets and historic buildings, and maintain the community fabric that makes West Oakland unique.

Arts districts are complex entities and so too are the qualities and types of arts programming that make each district successful. For example, many arts and cultural districts employ art in storefront projects. Temporary art installations and cultural events, scaled appropriately and relevant to the local community, have the potential to engage both the local community and draw visitors from across the region. The following strategies are intended to assist the West Oakland arts community continue to build its own unique portfolio of arts by layering both physical elements and programmatic event to help catapult West Oakland's public perception as an arts district.

Art and Culture-1: Within the 7th Street Opportunity Area, new development along 7th Street is envisioned as bringing back the historic role of this area as a vibrant neighborhood center, beginning with the implementation of the Seventh Street Streetscape and Blues Walk of Fame, enhanced through facade and or window treatments by neighborhood-serving commercial establishments.

- Emphasis should be placed on prioritizing the types of commercial uses that enliven the street and can help to revitalize 7th Street as a celebration of West Oakland's cultural history of music, art and entertainment.
- Art galleries, exhibit space, retail sales of locally-made products, and night clubs which revitalize this corridor with daytime and nighttime activities are specifically encouraged.
- New commercial uses along 7th Street and within any new development around the nearby West Oakland BART Station could help re-connect the surrounding neighborhoods by physically filling in gaps and connecting residential edges of the surrounding neighborhoods to the 7th Street corridor.

Art and Culture-2: Establish a more activated streetscape along San Pablo Avenue by encouraging new commercial activities that serve the social and cultural needs of residents from the adjacent neighborhoods.

Arts and Culture-3: Acknowledge the arts as economic development catalysts.

- The City should support dedicated and expedited permitting of festivals, street fairs and special events. Encourage and celebrate the arts as a basis of social and economic activity.

- Hold special events that promote West Oakland's digital media, software, and information technology business start-ups, seeking to better attract and fill vacancies in co-working, incubator, and studio spaces.

Arts and Culture-4: Coordinate with Oakland's historic advocacy groups to better integrate the exploration of West Oakland's physical historic resources with its cultural roots and its arts-related culture.

- • The layering of art, historical resources and cultural walks can help stabilize the West Oakland community by creating pride of place, connecting people more deeply to the district's assets, and providing opportunities for engaging new audiences.

A Unique and Authentic Brand

Intent: Establish a West Oakland Arts District with an identity and 'brand' that is unique and authentic to the place.

An environment of innovation and entertainment will draw creative residents, innovative businesses or visitors seeking a new experience. Within West Oakland, a "maker" brand identity is underway, which will eventually produce branding or logo identification for Oakland. It is imperative to use such positive branding to dispel the current media perception and reality of West Oakland as an unsafe and blighted community.

Arts "Brand"-1: Build marketing strategies to support the existing arts and cultural businesses in West Oakland, and to attract more of these businesses.

- Grow and enhance the current www.westoaklandworks.com website as a tool for arts and culture business retention, attraction and to encourage consumer access to local arts products.

- Support the growth and branding of www.Oaklandmakers.org, which has a dominant presence by West Oakland artists, artisans and creative enterprises. Use the West Oakland creative economy to further brand a Made in Oakland label, out of that movement to help grow enterprise in West Oakland.

Large-Scale Development Projects (or 'Anchors') as Development & Community Builders

Intent: Maintain the existing anchors of the arts in West Oakland, and create new anchors for an arts and cultural district, such as institutions, shared tenancy projects (i.e., American Steel), and natural "clusters" of various arts industries to help catalyze the arts in West Oakland, and help create and maintain a district identity.

Large anchors that employ community outreach efforts through community-focused programs play an important role in establishing and maintaining a cultural district. They are not only catalytic to the creation of the district, but also helpful in forging meaningful partnerships with diverse arts, cultural and social development organizations.

Art Anchors-1: The West Oakland Transit Village/BART development should be curated to include artistic invention and innovation, and to layer uses such that market-rate users in tech or R&D-type creative spaces will augment and support the rental rates, demonstrating the types of creative economy that is present in the rest of the district.

- Insure that the commercial uses at the West Oakland BART Transit-Oriented Development do not "sap energy" and create its own competition to the revival of Seventh Street as a local commercial neighborhood featuring local goods and or ownership by local residents.

Art Anchors-2: The American Steel building and the adjacent Poplar Warehouse building currently house American Steel Studios - an "industrial commons" and with individual rental work space for artists and innovation workers. There are currently 70 tenants in the Studio, including industrial artists and non-artist science and technology innovation

companies. Such a large group of artists in one space provides the makings of an "arts anchor" for the West Oakland community.

- In the short- and mid-term timeframe, use of this building as home to the American Steel Studio represents a valuable, productive and integral cultural arts use, providing a financially viable and unique use of this unique space.
- As discussed further in the Land Use Chapter (Chapter 4 of this Specific Plan), the American Steel site is envisioned as a future higher-intensity business location. In the long-term, this site could be enhanced with development of an integrated arts institution with classrooms, community cultural events space, outreach programs and administrative support space.

Art Anchors-3: Support development of a full-service, state of the art film and television production facility in West Oakland. Due to Army Base redevelopment activities, the 30+ tenants of the Oakland Film Center were displaced. Many have since relocated out of Oakland. However, West Oakland remains an attractive location for the film community, due to its central location and proximity to San Francisco, which continues to draw and support production on-site shoots. West Oakland's creative economy and the presence of industrial artists and facilities is also a key factor for them.

- The City should work to re-establish a fully-staffed Film Office which can then support such business location in West Oakland.
- Steps should be taken in the near future to long term to attract and re-establish film facilities, perhaps as part of future development at the West Oakland BART Station and/or Mandela/West Grand Opportunity Area.
- Support the return of the Oakland Film Center and attract other film businesses by associating them as an essential component of the West Oakland Creative Economy. Work to help co-locate such users in future facilities where the presence of "industrial commons" and facility compatibility will allow them to grow, thrive and expand.
- Support a plan to develop a full-service, state-of-the-art film and television production facility in West Oakland.

Art Anchors-4: The 3rd Street Opportunity Area should retain and enhance important arts-related businesses, such that it forms a "clustered anchor" of arts-related business activity.

The 3rd Street Opportunity Area contains a large number of creative-economy businesses and industries. It is home to new food and beverage users (Linden Brewery, Urban Legends Wine, Allied Poultry, Lehar Foods and coffee wholesalers) as well as creative print & media, education and professional design services (Lonely Planet, Galileo Science Camps). These businesses have established the 3rd Street Corridor as an active industrial district centrally located and in proximity to Jack London Square's retail amenities. The historic older brick buildings and warehouses in this portion of the City are exciting and unique spaces, well suited to the needs of these types of businesses.

Private Sector Leadership & Supporting Organizations

Intent: Foster a strong public/private partnership in support of West Oakland arts. Private sector leadership is essential. While city departments and elected officials play key roles at strategic moments, such as providing funding for the public realm improvements or implementing key zoning changes necessary to spur desired development, private sector leaders are critical to the development and success of an arts district.

Arts Leadership-1: Expand and develop new revenue streams for Oakland's multicultural arts citywide, benefitting West Oakland in its concentration of arts organizations.

- Consider expanding the percentage requirement for the arts under the City's

capital improvement projects, include private development requirements, and investigate opportunities to leverage Port of Oakland investments.

- Develop greater foundation, philanthropic and donor-based financial support for the arts.
- Secure corporate giving, such as the local sponsorships of the East Bay Symphony.
- Promote public/private partnerships for cultural enhancements
- Create an endowment for “Oakland Arts”.
- Work to generate greater funding opportunities through grants and support initiatives.

Arts Leadership-2: Support creation of an Oakland Arts Master Plan, including a specific Arts Education Master Plan. Incorporate current successful programs, such as Prescott Circus, Art Esteem, Destiny Arts (North Oakland but serving many West Oakland kids) and other such youth programs. The most creative and innovative educational programs help to maintain school attendance, which counters attrition rates and raises academic achievement. Arts education also encourages higher education endeavors, regenerates local leadership and establishes qualitatively healthier livelihoods. There has been shown to be a direct correlation between increased cultural awareness and education, and with a decrease in the degree of violence and safety in the West Oakland schools.

- Work with West Oakland artists, city and school employees and private developers, to harness the economic and transformative potential of local artistic talent.

Arts Leadership-3: Support West Oakland Cultural Arts Resource Mapping as part of a citywide Arts Planning effort. Create a comprehensive directory, using the local Oakland “Wiki” or other publically-accessible media site, to gather and define, assess, and document the economic impact of the arts sector.

- Create a recurring survey to gather information on individual West Oakland artists, cultural facilities and service organizations.
- Distribute such information through the westoaklandworks.com website, City of Oakland Facebook and other media sites (Oakland Local, etc.). Make the survey information available to all sectors of the community, to government agencies and to visitors in order to increase civic participation and make these vital resources available and better realized.
- Establish the City’s Cultural Arts & Marketing office as the “go to“ conduit for resourcing various artist organizations within the City.
- Create a dynamic map of West Oakland’s arts and cultural resources, which can be easily updated to ensure accuracy and distributed in various formats.

Regulatory Controls

Intent: Foster a business-friendly approach to regulations affecting local West Oakland artists, supporting the local artist economy while requiring the submission of necessary business licenses. Such an approach could further recognize the ‘creative economy’ in West Oakland.

Arts Regs-1: The City should consider holding an “amnesty” on a one-time basis, and offer pro-active assistance to owners to bring arts-related live/work facilities into code conformance, such as was done for unreinforced masonry buildings after the Loma Prieta earthquake.

- Such a strategy may alleviate some of the fear on the part of the artist residents that required improvements will allow landlords to justify steep rent increases, and thereby be a natural eviction process. This would enable

a safer, healthier stock of facilities and also discourage poor landlord behaviors, which often hold West Oakland back by retaining poor building stock and poor conditions.

Arts Reg-2: The Specific Plan Area should take advantage of the natural clustering of artists in studios and residences. Zoning regulations for home occupancy permits should be relaxed throughout the residential neighborhoods in the Plan Area, offering expanded self-employment opportunities and relaxed regulations about on-site sales. Locations throughout the Plan Area that currently allow Home Occupations should be designated for such “business-friendly” regulations.

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

9. Open Space

July 2014

9: Open Space

In a relatively densely developed urban community such as West Oakland, urban open spaces include not only the traditionally understood system of city parks, but also includes other less-traditional outdoor spaces that contribute to the physical, social and economic health of the community.

This section of the Specific Plan examines the urban open spaces which exist in West Oakland today, and the types of urban spaces recommended to better support the overall growth of the West Oakland community. It 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, such as incorporating new urban green spaces as part of new development projects.

URBAN OPEN SPACE TYPES[1]

Several types of urban open spaces exist in West Oakland today. They include waterfronts, public parks, squares and plazas, streets, paths and linear parks, schoolyards, and urban farms community open spaces and outdoor markets.

Waterfront

The West Oakland waterfront includes open space along a portion of San Francisco Bay, providing public access to the water's edge and waterfront parks.

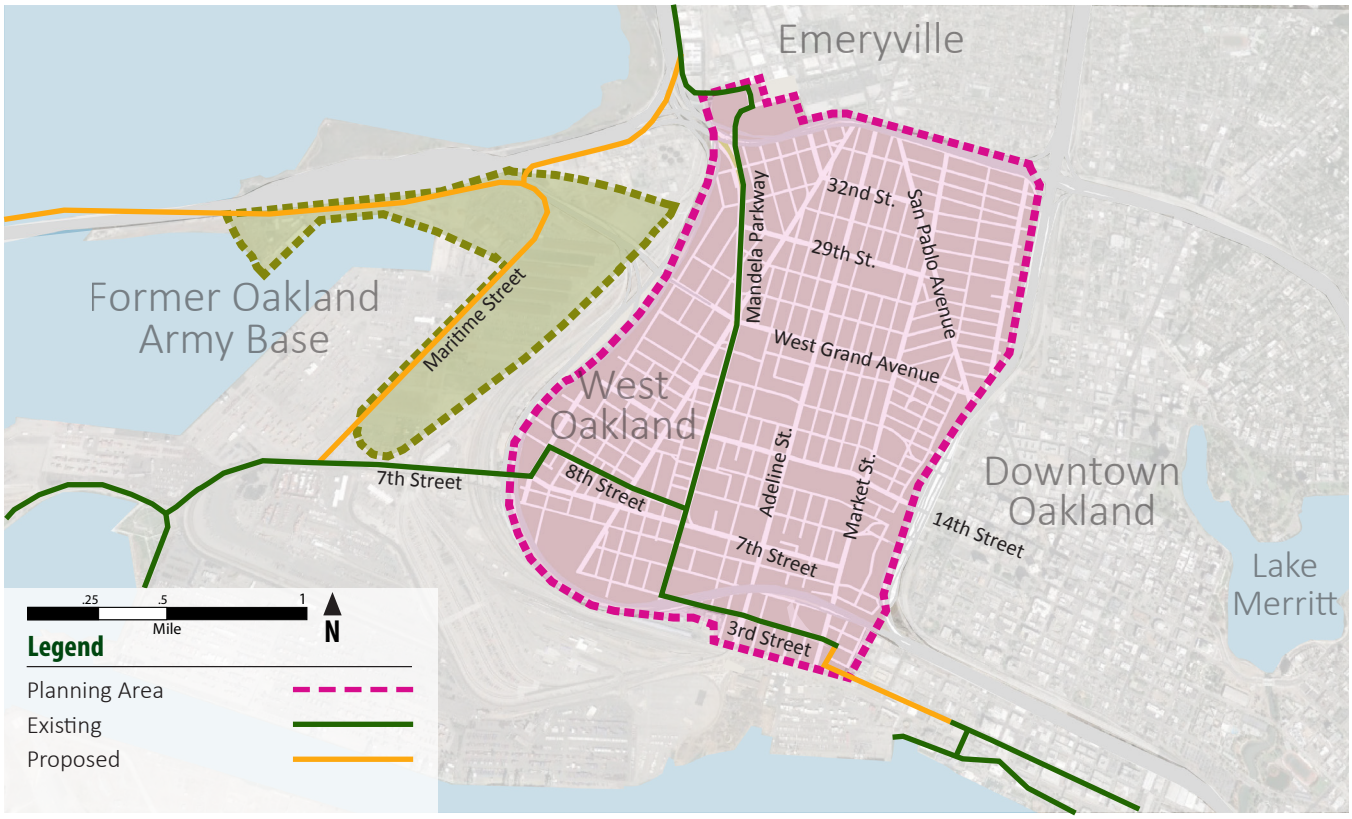
Much of West Oakland's Bay waterfront is not publically accessible because it is actively used for Port operations. However, the San Francisco Bay Trail traverses West Oakland, extending from Jack London Square to Emeryville via 2nd Street, 3rd Street and Mandela Parkway. The Bay Trail and its spur trails connect to Middle Harbor Park and PortView Park along 8th Street, 7th Street and Middle Harbor Road within the Port of Oakland, providing access to the Bay waterfront (see **Figure 9.1**).

Public Parks

Public parks are publicly developed and managed open spaces that are part of the City's open space system. Traditionally, such parks include grass and trees located in traditional or historic centers, often including playgrounds and sports facilities, community centers, and places for active and passive recreation. Small urban parks, often bounded by buildings, may also include fountains, water features or other attractions.

[1] Adapted from "A Typology of Urban Open Spaces," (Carr, Francis, Rivlin and Carr,1992)

Fig. 9.1: Bay Trail Within Planning Area



Public parks and community facilities that are located within West Oakland (see **Figure 9.2**), include:

1. De Fremery Park
2. Lowell Park
3. Wade Johnson Park
4. Raimondi Park
5. Willow Park
6. Marston Campbell Park
7. South Prescott Park
8. Fitzgerald/Union Plaza
9. Saint Andrews Plaza
10. Brush Park
11. .Willie Keyes Community Center
12. Poplar Park
13. West Oakland Library
14. West Oakland Senior Center
15. Cypress Freeway Memorial Park
16. Bertha Port Park
17. Mandela Parkway

Public schools (see **Figure 7.4.1** in Chapter 7) include:

1. McClymonds High School
2. Ralph Bunche High School
3. The Kipp Bridge Academy
4. Hoover Elementary
5. Cole Elementary
6. Prescott Elementary
7. Lafayette Elementary
8. Martin Luther King, Jr. Elementary
9. Foster Elementary

Park Services

City of Oakland Parks and Recreation Department (OPR) also operates several community recreation centers that offer sports, arts and crafts, culture arts and dance, computer labs, drama, mentoring, general learning, and after-school activities. Recreation centers in West Oakland include De Fremery Recreation Center, West Oakland Senior Center, and Willie Keyes Community Center.

Fig. 9.2: Public Parks & Facilities

Parkland Standards

The City of Oakland General Plan establishes a citywide level of service goal of 4 acres of parkland per 1,000 residents for parks that meet the active recreational needs of the community. City-wide, Oakland only provides approximately 1.33 acres of local-serving parks per 1,000 residents, falling short of the General Plan parkland goal. According to the City of Oakland General Plan Open Space, Conservation and Recreation (OSCAR) Element, West Oakland has 56.70 acres of parkland (including schoolyards and athletic fields), which equates to 2.43 acres of parkland per 1,000 West Oakland residents, or about 60% of the General Plan parkland level of service goal. Thus, West Oakland is below the citywide level of service goal for parkland vis-à-vis its current population, but exceeds the city-wide average of parkland per population.

Squares and Plazas

Squares or plazas are often part of a City's historic development pattern, either formally planned or existing as a meeting place of streets. Many squares or plazas include memorials of important local people or events, or are established in areas where people tend to gather, such as major transit stops and station locations.

West Oakland contains many places considered squares or plazas. Examples include the West Oakland BART station which has a large pedestrian surface area outside of the station where people congregate and pass through on their way to catch a BART train. Along San Pablo Avenue, there are many triangular-shaped parcels formed by the diagonal intersecting street system. These triangular parcels function as both improved and unimproved squares where people may tend to gather.

Streets, Paths, and Linear Parks

Streets, which comprise the greatest portion of Oakland's public space, can be an important component in the urban open space system when they are designed to incorporate green vegetation, adequate space for bicycles, pedestrian amenities, and interesting spaces. Streets and sidewalks can also be planned as the setting for environmental learning, designed and marked as trails of exploration. Linear parks and off-street paths which interconnect recreational and natural areas by pedestrian and bicycle paths are also part of this type of urban open space.

Throughout West Oakland, the character and open space value of the public street right-of-way varies widely. Many of West Oakland's residential neighborhoods have tree-lined roads with ample sidewalks and nicely landscaped yards. Mandela Parkway is designed with a generous linear park in the middle of the street and a tree-lined center walking path that extends through the heart of West Oakland. Some other corridors have planted medians, while others have individual planting pockets for trees. Based on a 2006 citywide sidewalk survey, West Oakland has an estimated 3,650 street trees which provide approximately 31 acres of tree canopy cover.[2]

Many other streets in West Oakland, especially those in the more industrial Opportunity Areas, have no sidewalks or sidewalks so narrow that adding street trees is not possible without making structural changes to provide sufficient planting space. Many of these streets have badly deteriorated pavement conditions, dense arrays of overhead wires, and virtually no pedestrian appeal or open space value.

Schoolyards

Schoolyards generally exist as play areas specifically for schoolchildren, and may or may not be accessible as open space for general community use.

Within West Oakland there are five elementary schools, three middle schools and one high school owned and operated by the Oakland Unified School District (OUSD) (see also **Figure 7.4.1**):

[2] West Oakland Reforestation Plan

High School

- McClymonds High School at 2607 Myrtle Street, is a full-sized public high school

Middle Schools

- Ralph Bunche Middle School at 1240 18th Street
- Cole Middle School at 1011 Union Street (originally an elementary school, is currently an administrative facility and the headquarters of the OUSD police unit)
- Lowell Middle School at 991 14th Street (also houses the West Oakland Middle School and Kipp Bridge Charter Academy)

Elementary Schools

- Foster Elementary School at 2850 West Street (not presently used as a school and contains OUSD administrative functions)
- Hoover Elementary School at 890 Brockhurst Street
- Lafayette Elementary School at 1700 Market Street
- Martin Luther King, Jr. Elementary School at 960 10th Street
- Prescott Elementary School at 920 Campbell Street (now known as Preparatory Literary Academy of Cultural Excellence)

Each of these school facilities currently contains a schoolyard, though not all are available for public use.

Urban Farms, Community Open Spaces and Outdoor Markets

These informal open space areas include community gardens and other neighborhood spaces typically designed, developed and managed by local residents, often on vacant land. These spaces are typically not viewed as part of the city's public open space system, and are often vulnerable to displacement due to land development projects. Similarly, West Oakland has outdoor markets (often streets) used for farmer's markets or "pop-up" festivals, often temporary or occurring only during certain times, mostly in existing space used for other purposes.

There are a growing number of community gardens and urban farms in West Oakland. City Slicker Farms, a non-profit organization based in West Oakland, operates seven Community Market Farms (spaces open to the public), as well as a weekly Farm Stand, a greenhouse, Urban Farming Education programs, and over 100 backyard gardens. City Slicker Farms, in partnership with the City of Oakland Parks and Recreation Department (OPR), is constructing a new market farm at Fitzgerald Park and Union Plaza. City Slicker Farms was also recently awarded a $4 million Proposition 84 grant for a "West Oakland Park and Urban Farm" project, to purchase a vacant lot at 28th Street and Peralta Streets and construct a farm and public open space.

CONCURRENT URBAN OPEN SPACE PLANNING EFFORTS

One of the purposes of the West Oakland Specific Plan is to provide a consolidated list of information related to development of the Plan Area, derived from numerous planning efforts both prior to and concurrent with preparation of this document. The intent is to acknowledge the value of these other efforts and incorporate them where applicable into this Plan's recommendations. In that spirit, the following includes a short summary and major highlights of key urban open space planning efforts:

- The West Oakland Reforestation Plan,
- Gateway Park proposal,
- ADAPT Oakland, and
- • West Oakland Walk.

These efforts were initiated by other parties independent of the Specific Plan, yet are important components of West Oakland's potential future urban open spaces.

West Oakland Reforestation Plan3

Trees and other landscaping add to the health and aesthetics of Oakland's neighborhoods. Individuals and community organizations consistently seek the means to soften West Oakland's hard edges through tree-planting projects. Currently, the process is ad-hoc, with property owners encouraged to work with the City's Tree Services Division when choosing and planting street trees, but there is no overall plan that takes into account the horticultural and aesthetic "big picture".

The West Oakland Reforestation Plan provides this 'big picture' as well as specific examples of how this picture can be individually implemented. The Reforestation Plan envisions a thriving sustainable urban forest encompassing West Oakland's streets, parks, other publicly owned facilities and private properties, composed of a wide spectrum of trees, shrubs, ground cover, and other vegetation that enhances environmental quality, community health, and social equity. To help achieve this vision, the Reforestation Plan provides mechanisms for improving West Oakland's landscaping and appearance by increasing the extent and quality of the tree population and other vegetation in West Oakland.

Reforestation Plan Objectives

The objectives of the Reforestation Plan are to:

- Expand the City's current list of 30 street tree species to promote a healthier, more diverse urban forest and to broaden the range of trees available for the wide range of environmental conditions and design constraints within both West Oakland and the City as a whole.
- Designate species for West Oakland's major streets to help unify and provide a distinct character for each of these streets.
- Assess the benefits and costs for a large-scale tree planting and stewardship program in West Oakland.
- Provide specific tree planting recommendations for parks, schools, parking lots and other public and private open spaces.
- Devise strategies for achieving active community participation in tree planting and maintenance.
- Design a pilot planting project that will begin implementation of the Plan provisions.

The West Oakland Reforestation Plan includes a number of key findings and recommendations with particular relevance to this Specific Plan (see **Figures 9.3 and 9.4**).

[3] The West Oakland Reforestation Plan has been prepared for the City of Oakland by PGA Design with H.T. Harvey Associates under contract to the West Oakland Green Initiative (WOGI), a private nonprofit tree advocacy organization representing West Oakland residents and businesspeople, in partnership with other tree advocacy organizations, the City of Oakland, the Port of Oakland and the California Department of Forestry and Fire Protection

Fig. 9.3: West Oakland Reforestation Plan Survey Results

Map courtesy of PGAdesign inc.

Fig. 9.4: Non-Street Tree Planting Opportunities

Map courtesy of PGAdesign inc.

Some of these key findings and recommendations include:

- Environmental Benefits: Increasing the size of Oakland's urban forest can help meet goals for reductions in greenhouse gas emissions and stormwater run-off, particularly if the increase in canopy coverage is accomplished by planting a diverse selection of low water-use, drought-tolerant trees that maximize stormwater interception, air pollution removal, carbon storage, and carbon sequestration.

- Specific Air Quality Benefits: Expanding West Oakland's urban forest can help improve air quality by reducing air temperature, directly removing pollutants from the air, and reducing energy consumption in buildings, which has the added benefit of reducing air pollutant emissions from power plants. Studies have shown that increases in tree cover can reduce ozone formation. Air pollution removal is greatest for ozone, followed by particulate matter less than ten microns, nitrogen dioxide, and sulfur dioxide. It is estimated that West Oakland's existing street trees remove more than a half-ton of air pollutants per year.

- Economic Benefits: It is possible to inventory, analyze and quantify (i.e., put a dollar value on) the annual environmental and esthetic benefits of trees through energy conservation, air quality improvement, carbon dioxide reduction, stormwater control, and property value increases. The potential net economic benefit to West Oakland that could be realized by planting a mix of as many as 113,210 street trees, trees in parks and public open spaces, and trees at private businesses and residences is estimated to be as much as $6.7 million.[4]

- Need for Comprehensive Forest Management: A critical component of successfully meeting environmental goals is comprehensive urban forest management that promotes the proper planting of new trees and the long-term maintenance of existing and newly planted trees. The optimum number of new trees for West Oakland is dependent on the City's ability to maintain its urban forest so that trees can reach maturity and attain their potential for providing valuable environmental benefits.

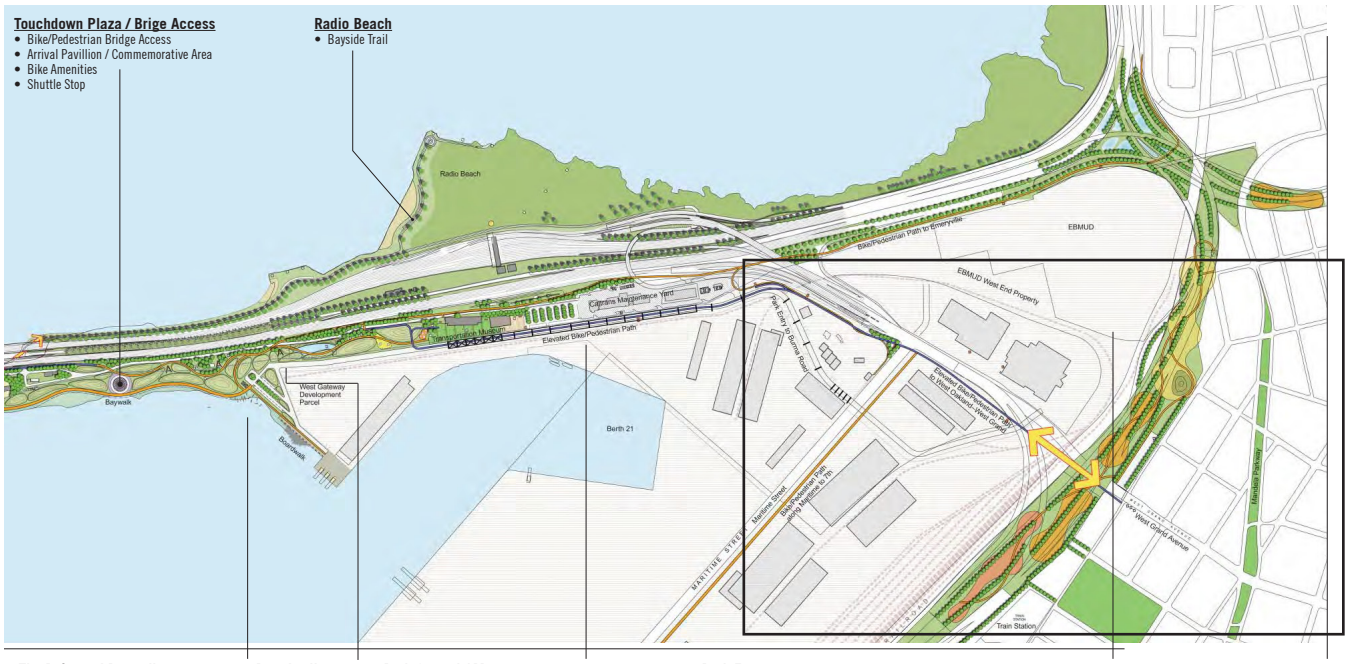
Gateway Park[5]

Gateway Park is being planned by a host of public agencies as a proposed 170 -acre waterfront park at the foot of the new east span of the Bay Bridge, building upon the pedestrian and bicycle access being incorporated into the new bridge. Gateway Park will provide a unique waterfront amenity (see Figure 9.5). It is envisioned to provide active and passive recreational opportunities, a venue for community events and art displays, and a variety of features to showcase the natural, maritime, industrial and transportation history of the East Bay. It would also provide access to existing and planned segments of the San Francisco Bay Trails effort previously mentioned in this chapter.

[4] West Oakland Reforestation Plan

[5] Gateway Park is being planned by the Gateway Park Working Group, an alliance of nine local, regional, and state agencies that includes the City of Oakland and the Port of Oakland, led by the consulting firm of Perkins & Will.

Fig. 9.5: Gateway Park Proposal



The preliminary design of Gateway Park is subdivided into six areas, each hosting a range of amenities, such as:

- A new bicycle path along West Grand Avenue extending from Mandela Parkway and eventually leading through the former Army Base area;
- Display are for historic trains;
- Outdoor Yard event space;
- Visitor Center;
- Play Areas for children, teens and adults;
- Kayak launch;
- View rides such as an elevated zip line, ropes course or other activities;
- Boardwalks with observation and picnic areas;
- Provisions for a temporary food area such as food trucks and carts;
- Shoreline protection measures;
- Restoration planting and habitat enhancement;
- Ecological interpretive signage along the trails and beaches.

The Park is also proposed to include an overflow parking lot with 300 parking spaces in proximity to the I-80/I-880/I-580 freeway structures.

The Gateway Park concept is generally consistent with principles of this Plan. It would provide additional open space resource for the community and would create another West Oakland amenity that could attract new development.

ADAPT Oakland[6]

The Adapt Oakland project seeks new opportunities to provide for ecological designs and planning strategies that better integrate West Oakland with the redevelopment plans for the Oakland Global Trade and Logistics Center at the former Oakland Army Base. It also includes a community organizing campaign to support and vet these design and planning strategies.

Specifically, the Adapt Oakland project seeks to incorporate innovative green infrastructure standards into City development policy, and to establish a pilot program to evaluate data, define methods and develop a set of planning tools useful for other West Oakland applications.

Adapt Oakland is specifically focused on the freeway area between the Port and West Oakland and explores the potential for creating a dense urban forest at the edge of the industrial zone between West Oakland neighborhoods and the Port. The goals of the Adapt Oakland project are to utilize this urban forest to inhibit the movement of polluted air; mitigate contamination; reduce dust, fumes and noise; and to provide an aesthetically pleasing edge along the neighborhood. The vegetative barrier is intended to absorb greenhouse gasses, mitigate heat island effects; encourage bike and pedestrian activity; and provide an effective and sustainable solution for stormwater management.

West Oakland Walk[7]

The West Oakland Walk is an urban design concept intended to leverage existing city assets into a “social circuit” for walking, biking, organic gardening, exercising and socializing, all activities that build sustainable communities (see **Appendix D**).

The West Oakland Walk would knit together the parks and public places of Central and West Oakland by improving a 4.5 mile loop of existing city streets and sidewalks into an urban greenway, running East – West from Lake Merritt at the center of the city to Central Station (16th Street Train Station area) at its western edge. Along this greenway loop are 23 parks, the

[6] Adapt Oakland is a separate planning effort being conducted by the firm Urban Biofilter, under an Urban Greening Planning Grant from the State Office of Planning and the Strategic Growth Council.

[7] Project description and graphic information for The West Oakland Walk provided by Philip Banta, AIA with Norman Hooks, AIA, copyright BETA, Inc.

downtown, many of the city's most significant historic buildings, four BART stops and seven freeway entrances and exits. The parks, the building and the streets exist now, so there is no significant capital investment needed for this idea to take shape. The West Oakland Walk (W.O.W.) is a "found" design that is intended to help transform the way people see and use Oakland by capitalizing on the unification of substantial in-place public and private infrastructure with a single large-scale geometric stroke.

The Parks Map of the West Oakland Walk (see **Figure 9.6**) identifies the most visible public open spaces that touch the Walk or are within its orbit. These spaces include:

- improved multi-sport athletic fields at the 10-acre Ernie Raimondi Park,
- the swimming pool and tennis courts of the 9.5-acre De Fremery Park,
- the baseball diamonds of the 8.75-acre Lowell Park,
- the connection to the Bay Trail along the richly landscaped Mandela Parkway linear park,
- the Frank H. Ogawa Plaza at the heart of Oakland's civic center,
- the numerous recreational and botanical options of the 75-acre Lakeside Park encompassing the historic Lake Merritt and its wildlife sanctuary,
- the children's Fairyland, Splash Park and the Bonsai and garden center Japanese gardens, and
- the majestic trees and putting green of the 4.2-acre Snow Park.

Within the vicinity of the West Oakland Walk are the original five squares of Oakland - Lafayette, Jefferson, Lincoln, Madison, and Harrison (the Chinese Garden Park) - in addition to Peralta Park that connects to the Oakland Estuary Park. This extraordinary collection of open spaces, providing both passive and active recreational activities represent the "green living rooms" of the city of Oakland. (See **Appendix D** for other WOW elements).

Implementation of the West Oakland Walk

The Walk could be implemented in phases, as funding becomes available through application to regional, State and National public and private grants. The levels of improvements would include the following:

1. Sidewalk, curb, and storm drain repair where necessary.
2. Light standard announcement banners, identifying the West Oakland Walk Route.
3. Change-out of bulbs at light standards to an LED color special to the Walk.
4. Implement an AC Transit Bus Route following the West Oakland Walk.
5. Extend bike lanes or bike share lanes along length of route (14th St. is already designated as a bike route certified by a prior EIR).
6. Install planned landscaping and tree planting designed to unify the W.O.W.
7. Install special bus stop shelters along the walk designed to display historical information and biographies of the community. Equip shelters with LED information screens.
8. Create a cyber-history of persons and places related to the W.O.W. communities accessible by smart phone, tablet or computer and triggered by GPS location. In addition create an inter-active digital map for access to parks, public buildings, shopping, restaurants, and resources related to the W.O.W.
9. Construct street/sidewalk improvements specific to the W.O.W. (bulb-outs, cross-walk enhancements, common paving, street furniture: benches, trash receptacles, light standard replacements, upgraded traffic signals, directional signage for related places and parks along the W.O.W.).

10. Build an active “health circuit” by providing stations for bicycle storage, bicycle sharing and rental, for joggers and walkers, for par-course enthusiasts, and special facilities for sufferers of asthma and other community specific illnesses.

11. Plan, Design and Construct major programmed improvements at available open space locations within the Park network. Solar supported, climate responsive improvements may include community meeting porches, homework labs, outdoor and indoor theatre venues, community multi-purpose spaces, and garden support facilities.

Fig. 9.6: West Oakland Walk Parks

Raimondi Park

Mandela Pkwy

DeFremery Park

Marston Campbell

Frank Ogawa Plaza

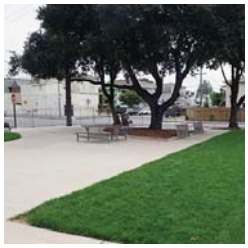
Snow Park

Central Station

Willow Park

Memorial Park

Wade Johnson


Bertha Port Park

Lowell Park

South Prescott

Lafayette Square

Jefferson Square

Lincoln Square

Map courtesy of Phillip Banta

Fairy Land

Lakeside Park

Splash Pad Park

Lake Merritt

Peralta Park

parks

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

©Beta, Inc.

Harrison Square

Estuary Park

Madison Square

URBAN OPEN SPACE RECOMMENDATIONS

West Oakland Walk

Intent: Work with the creators of the West Oakland Walk concept to specifically assess what physical improvements are needed and how to best communicate and market the idea.

Walk-1: Enlist the support and collaboration of local historians, community-based civic organizations, community garden advocates, and others to identify specific locations and places of interest that could/should be featured along such a walk.

Walk-2: Collaborate with the City Public Works staff to identify any specific sidewalk improvements, ramps and other improvements necessary to make the looped trail convenient and accessible.

Walk-3: Determine the best strategy for promoting and publicizing the Walk concept (e.g., printed and/or on-line maps, ground-breaking events, in the news, etc.).

Urban Open Space as Part of New Development

Intent: New, larger-scale private development projects pursuant to this Specific Plan should incorporate urban open space into the fabric of West Oakland. The open space elements of new development projects should be predominantly outdoors and inviting to the public; lively gathering spaces, providing abundant and varied seating, sun and shade, trees and plantings with attractions and features that offer many different ways for visitors to enjoy the space; used intensively on a daily basis, and act as a destination for a broad spectrum of users throughout the year; have a positive economic impact on its surroundings; and promote physical, social, and economic health of the larger community.

Urban Open Space-1: New, large-scale development projects should include publically accessible courtyards as part of their overall development plan.

- Courtyards should be designed to maximize exposure to the street front (i.e., not be hidden behind buildings or parking lots).
- Courtyards should include people-attracting elements such as water features and public art.
- Pedestrian connections through the courtyards should provide interconnections between on-site building entrances and exists.

Urban Open Space-2: New large-scale commercial development should include public gathering places and landscaped areas as part of their overall development.

- Retail entrances at key locations within large-scale developments should be indicated by open space entries, potentially including seating areas, trees and pedestrian plazas.
- Internal and abutting streets should include streetscape open space potentially including wide, landscaped planting strips, bulb-outs

for tree wells, and parking areas that have landscaped visual buffers along their external edge and planting islands within.

These recommendations are conceptually illustrated on **Figure 9.7.**

Urban Open Space-3: Portions of the former AMCO Chemical/DC Metals site at 1414 3rd Street near the West Oakland BART Station should be considered for use as an open space buffer adjacent to the South Prescott neighborhood. Such an open space buffer would need to accommodate the anticipated long-term hazardous materials clean-up actions and potential development limitations necessary at the site, facilitate groundwater cleanup, provide a cap for known lead present within the soil, help reduce air pollution from nearby I-880 freeway traffic, and provide an aesthetic screen around the site (See **Figure 9.8** for conceptual visualization of potential for bamboo forest on this location).

Urban Open Space -4: New development at the West Oakland BART Station TOD should include prominent pedestrian walkways, plazas and squares, especially near the entrances and exits to the BART station. The plazas and squares should have direct pedestrian connections to significant new commercial development sites (especially new retail and arts establishments), should be well lit to promote safe activity into the evenings, and be generously sized to accommodate and promote pedestrian activity mixed with multiple forms of transit and other transportation.

Urban Open Space-5: The current relatively unused space under the overhead BART tracks should be considered for use as public space and outdoor extensions of retail activity along 7th Street. Farmer's markets, "pop-up" arts spaces and other creative public uses could be accommodated within this portion of the right-of-way.

These recommendations are conceptually illustrated on **Figure 9.9.**

Urban Open Space-6: The smaller triangular parcels along San Pablo Avenue formed by the diagonal intersection of the street pattern (especially St. Andrews Plaza) should be improved, beautified and incorporated into neighborhood gathering places when funding opportunities become available.

- These areas should be heavily landscaped, planted with appropriate new trees (see West Oakland Reforestation Plan) and well light at evenings and at night to reduce incidences of crime.

- Businesses along the San Pablo Avenue corridor should consider establishment of a Business Improvement Districts (BID) or other similar merchants association to "adopt" these spaces and provide for their long-term maintenance and upkeep.

These recommendations are conceptually illustrated on **Figure 9.10.**

Urban Open Space-7: Although the 3rd Street Opportunity Area is envisioned as more industrial in character, there is an excellent opportunity to utilize the Linden Street right-of-way (on either a permanent or temporary basis) as a public outdoor space. This area could include arts fairs and sales booths, outdoor seating, eating and drinking places, and public art displays.

These recommendations are conceptually illustrated on **Figure 9.11.**

Fig. 9.7: Recommended Typical Urban Open Space

- Includes water features and public art
- Includes seating areas, trees, landscaped plazas

Fig. 9.8: Bamboo Forest Connecting 5th & Center Streets to Mandela Parkway & 3rd Street

- Interim or possibly permanent open space
- Open space buffer between BART TOD and South Prescott
- Benefits an enviromentally-challeged site

Fig. 9.9: 7th St. Public Activity Area (At Peralta Street)

- Activate unused space beneath BART tracks
- Enlarges retail activity along 7th Street
- Supports markets, "pop-up," and other creative public uses

Fig: 9.10: San Pablo and West Grand Avenues (23rd Potential Street Closure)

- Improved open space with landscaping and lighting

Fig. 9.11: Street Fair at Linden & 3rd Streets

- **Temporary or permanent public outdoor space at Linden Street between 3rd Street and rail right of way**

City Parks Improvements

Intent: Continue the renovation of public parks in West Oakland that provide recreational opportunities for local citizens, especially for children and youth.

Ernie Raimondi Park

Raimondi Park is one of the most heavily used parks in the city of Oakland. An overall concept plan for the park was developed by the Friends of Raimondi Park (FORP), with input from the community and the City. The concept plan includes renovated fields, a track, infrastructure improvements (including drainage), field lighting, bleachers, tot lots, golf putting green and a community picnic area. Because of lack of funds to develop the entire park at one time, the concept plan is to be implemented in phases.

FORP secured substantial private funding for the design and renovation of Raimondi Park which, together with other funding sources, were used to implement the first phase of the concept plan (including a new baseball diamond, a new synthetic-turf multi-purpose field, some field lighting, curb, gutter and sidewalk improvements along 18th Street, and community amenities). In September, 2007, groundbreaking ceremonies were held to mark Phase I of the Ernie Raimondi Park Renovation.

City Parks-1: Raimondi Park, Subsequent Phases: Pursue additional funding sources to further implement subsequent phases of the Raimondi Park concept plan.

- Additional improvements planned at Raimondi Park include a second multi-purpose field and additional infrastructure upgrades, park amenities, tot lots, picnic tables, benches, barbeques, bleachers, additional lighting and landscape improvements. Public Art should also be incorporated into the project.

De Fremery Park

De Fremery Park was the home to the USO for African Americans during World War II. The De Fremery House, the large Victorian building within the park, is a recreation center also regularly rented out for community and private events. Many festivals take place in De Fremery Park each year, including the McClymonds Alumni Picnic in late September, the Black Cowboy Parade and the Life Is Living festival in October – all of which draw thousands of participants.

The park's historic grounds have been recently renovated and the Friends of De Fremery Park and numerous other volunteers have participated in significant park cleanup effort. These efforts were "part of a much larger project seeking to enhance the park's features and to recruit long-term supporters to maintain the park over time.[8]

City Parks-2: De Fremery Park, subsequent Phases. Pursue additional funding sources to implement subsequent phases remaining in the multi-pronged De Fremery Park improvements project, including improvements to the picnic areas, lead abatement and new painting of the De Fremery House, and the installation of an edible garden.

St. Andrew's Plaza

St. Andrew's Plaza is a shady triangle-shaped plaza that is a respite spot to many homeless and needy in the area. The small park, situated just off the Avenue is across from the St. Mary's Center, which adopted the park under the City Keep Oakland Beautiful program.

In recognition of the problems of violence and environmental degradation in their community (particularly at this small plaza), concerned citizens of Oakland's west side have formed the San Pablo Corridor Coalition, a partnership of multiple neighborhood groups undertaking projects to benefit the community. One of those projects is the development and beautification of the area around San Pablo Avenue at 32nd Street and, specifically, St. Andrew's Plaza.

City Parks-3: St. Andrew's Plaza Beautification: Seek additional sources of public funding to support the San Pablo Corridor Coalition's efforts to clean-up and beautify St. Andrews Plaza.

[8] City Councilmember Lynette McElhaney

Lowell Park

Lowell Park at 1180 14th Street is another major West Oakland open space resource. Its strategic location on the 14th Street corridor - a major entryway into West Oakland from the city's downtown area - provides high visibility. It is one of the largest and most used parks in West Oakland.

City Parks-4: Lowell Park: Seek additional sources of public funding to enhance Lowell Park in consideration of its prominence in the West Oakland neighborhood.

West Oakland Reforestation Plan

Intent: Implement the West Oakland Reforestation Plan, and in particular, the specific recommendations from the Reforestation Plan listed below, with the intent of developing a thriving sustainable urban forest encompassing West Oakland's streets, parks, other publicly owned facilities and private properties.

The West Oakland Reforestation Plan includes detailed, site specific recommendations for new tree plantings, an analysis of the environmental and economic benefits that would accrue from such additional tree plantings, and a discussion of implementation challenges and suggested implementation strategies. The following recommendations and strategies are most important to supporting the development objectives of the Specific Plan.

Reforestation-1: New Sidewalk Trees: Support and pursue implementation of the Reforestation Plan's recommendations for additional plantings of quality trees along each of twelve major streets identified in that Plan and listed below. The Reforestation Plan includes a detailed list of locations where additional trees can be planted, estimates of the quantity of trees that can be planted at each location, and recommendations for specific tree species that should be used, briefly summarized below:

3rd Street

3rd Street is already heavily planted, with few places to add additional trees, but the dominant tree species are small trees that have little visual impact on this wide street. Narrow sidewalks and heavy truck traffic make it challenging to plant large trees that are needed here.

- When funding is available, reconfigure the 3rd Street sidewalk to add sufficient space for large trees.

7th Street

There are very few trees planted on 7th Street and no species that is clearly dominant.

- Plant new trees to match those trees planted in 2011 and 2012 between Union and Henry Streets as part of the 7th Street Improvement Project.
- Where space allows and drainage is good, plant large evergreens.
- Maintain and continue to plant trees in the medians that match the existing species.
- Plant additional small trees beneath the BART overhead structure west of the station.

12th Street (between Brush Street and Union Street)

There is ample room on 12th Street to add many large trees west of Market Street at Marston Campbell School.

- Plant trees that continue the existing dominant trees.
- Add more trees at Lowell Park that will contrast with the existing Live Oaks.
- Add large trees in the large planting island between Brush and Market Streets.

14th Street

Most of 14th Street is well planted.

- At Myrtle, add trees on the south side of the street to match the existing.
- At Union on the south side of the street, gradually replace the existing Australian Willow with larger trees.
- At Myrtle, add large trees to the median.

27th Street

There is an opportunity to create a gateway at the east end of 27th Street by planting on both sides of the street in existing planting areas.

- When funding is available, the sidewalks should be reconfigured to provide good sized planting areas for street trees.
- At West near the Olivet Building, plant additional trees between the existing trees that are spaced further apart than necessary.
- Add one more tree in between Northgate and Martin Luther King. Elsewhere the medians have sufficient numbers of trees.
- Develop a strategy and detailed plans for accommodating large trees on 27th Street. Plan to provide 3' wide by 5' long minimum planting pits.

40th Street

There are few street trees on 40th Street.

- Where feasible, plant large trees back of sidewalk within the 10' right-of-way or in parking lane.
- The median Redwoods on 40th Street are generally performing well. The Giant Sequoias are diseased and should be replaced as they continue to decline.
- Where space allows, continue to plant Redwoods and add small accent trees.
- Develop a strategy and detailed plans for accommodating large trees on 40th Street. Plan to provide 3' wide by 5' long minimum planting pits.

Adeline Street

Except in a few locations, Adeline Street has very few street trees. There is a large variety of species found along the street with no dominant species, except London Plane in a few places.

- Divide the street into segments. Each segment to be planted with one or two species only.
- When funding is available, add medians along Adeline Street and plant median trees.
- Develop a strategy and detailed plans for accommodating large trees on Adeline Street. Plan to provide 3' wide by 5' long minimum planting pits.

Market Street

There are many blocks on Market Street that have no or very few street trees. This is a very wide street so it needs large trees and expansion of the existing median. There is a large variety of existing species with no dominant tree.

- Market is a long street so should be divided into segments and planted with more than one species.
- If new or replacement median trees are needed, continue to match the existing median tree species.
- Develop a strategy and detailed plans for accommodating large trees on Market Street. Design to provide 3' wide by 5' long minimum planting pits.

Mandela Parkway

- Replacement plantings on Mandela Parkway should match those designated on the plans prepared by Caltrans in 2003. Any additional plantings should also draw from the plant list on these documents. The intent is to maintain the original design concept for Mandela Parkway as implemented.

Martin Luther King Jr. Boulevard

- New sidewalk trees and median trees on Martin Luther King Jr. Boulevard should be planted and maintained.

San Pablo Avenue

- Plant the same combination of species along the entire length of San Pablo Avenue to help unify the Oakland and Emeryville portions.
- Continue to match the existing median tree species.

West Grand Avenue

- Near Adeline there is room to plant 3 additional trees on West Grand Avenue to match existing.
- Near Union infill empty tree wells and add trees on the north side of West Grand Avenue.
- Near Poplar some of the existing ash trees on West Grand Avenue have bad form and should be replaced.
- Plant additional trees on West Grand Avenue near Mandela and the Pacific Pipe site.
- Add one tree on the south side of the street east of Mandela to match the existing.
- Add tall trees in the median of West Grand Avenue at Mandela Parkway.
- Develop a strategy and detailed plans for accommodating large trees on West Grand Avenue. Plan to provide 3' wide by 5' long minimum planting pits.

West MacArthur Boulevard

- Many new street trees have been planted recently on West Macarthur Boulevard, and there remain few places to add trees.
- If existing trees fail on West Macarthur Boulevard, they should be replaced with species that match the remaining nearby trees.
- When funding is available, add a median east of Market Street on West Macarthur Boulevard and plant with new trees.
- Add existing maples to the existing medians on West Macarthur Boulevard, wherever space allows.
- When funding is available, add a median island at Apgar on West Macarthur Boulevard and plant with Red Maple.
- Develop a strategy and detailed plans for accommodating large trees on West MacArthur Blvd. Design to provide 3' wide by 5' long minimum planting pits.

Reforestation-2: Other Tree Planting Locations: Support and pursue implementation of the Reforestation Plan's recommendations for additional plantings of quality trees in public spaces such as city parks and library sites, but also other locations that are on private property (i.e., church parking lots, child care facilities, commercial properties and vacant lots. A windshield survey was done to identify places where additional trees can be planted, in addition to street tree plantings in sidewalks.

- The Reforestation Plan includes a detailed list of locations where additional trees can be planted, estimates of the quantity of trees that can be planted at each location, and recommendations for specific tree species that should be used.
- Proceeding with planting at any of the private property locations will require obtaining owner permission to do so.

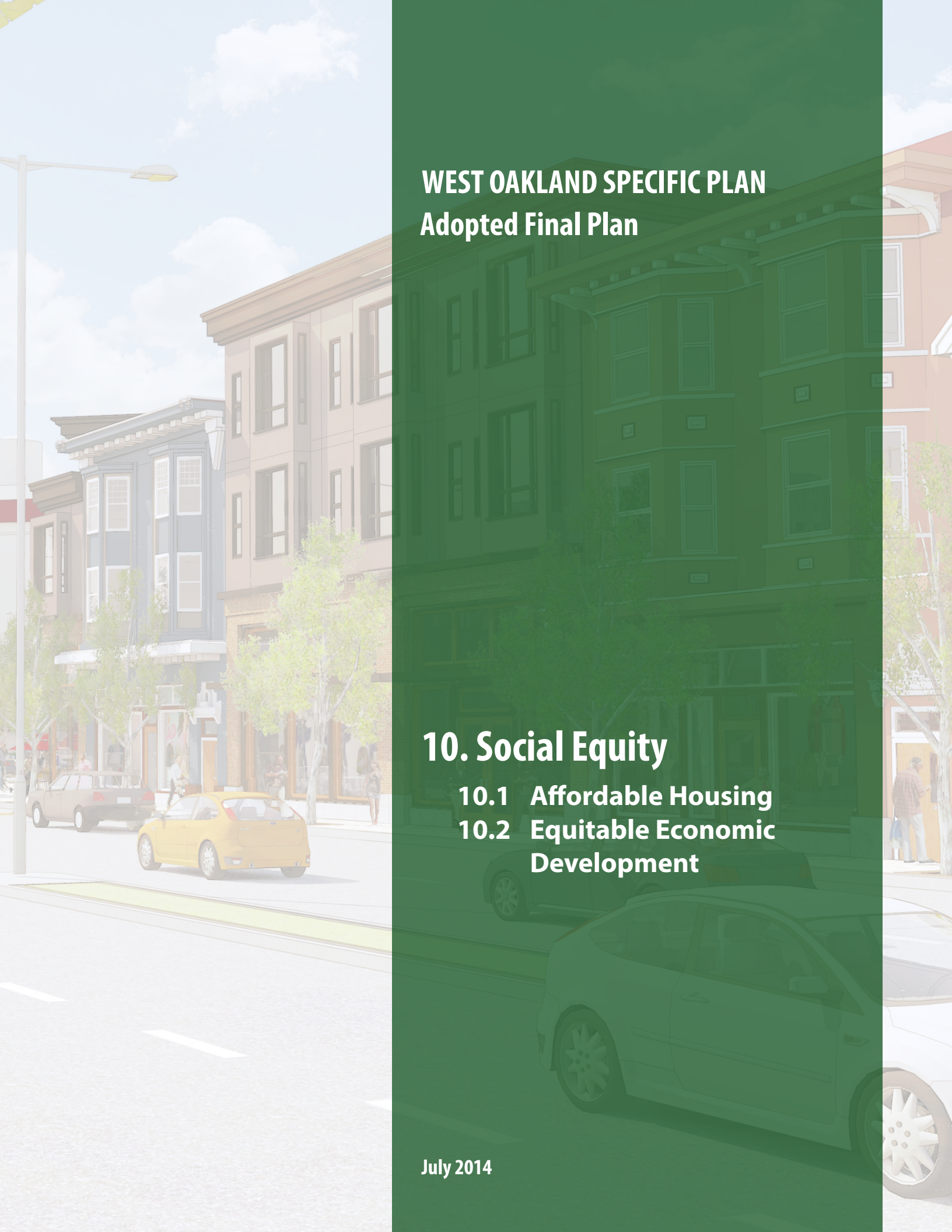
Reforestation-3: Pending restoration of sufficient City staffing, several strategies should be pursued to help compensate for the lack of City resources. Challenges to implementing the Reforestation Plan include the initial cost of planting trees, and the ongoing expense of monitoring and maintaining the trees and infrastructure (i.e., sidewalk, curb and gutter, utilities).

- Rely on nonprofit organizations to assume, at least temporarily, more responsibility for maintenance of City trees. Such maintenance would be in cooperation with City staff and conform to City requirements. This approach has been used successfully by San Francisco's Friends of the Urban Forest and in other communities.

- Seek tree planting and maintenance grants through State and federal government and privately-funded programs. Such grants are currently offered to nonprofit tree advocacy organizations through the California Department of Forestry and Fire Protection, the U.S. Forest Service and other sources. Urban ReLeaf, the West Oakland Green Initiative, and other Oakland-based nonprofit tree organizations have been very successful in obtaining these grants. The entities offering the grants recognize the deficiencies in Oakland's urban forest and are very supportive of efforts to improve it.

- Recruit neighborhood volunteers to help maintain trees. This approach would help promote community commitment and knowledge toward keeping trees healthy and well-maintained. These activities would be supervised by City staff or by persons from outside organizations with qualifications approved by the City.

LONGBOARD



WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

10. Social Equity

10.1 Affordable Housing
10.2 Equitable Economic Development

July 2014

10: Social Equity

This chapter of the Specific Plan explores the broader implications of development 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.

The recommended strategies in this chapter acknowledge that while the West Oakland area's talented entrepreneurs, and its central location and unique building stock are fueling new market activity, and regional and local developers alike are taking an interest in West Oakland, there is the potential that new development may raise concerns around the impact of neighborhood change and displacement on longstanding residents and businesses. The strategies to follow do not assume that the influx of new development capital will simply flow outward and "lift all boats", because - as one community member commented - a number of local residents have no "boat". The recommended strategies in this chapter build upon the many efforts of Community-Based Organizations (CBOs) and the City of Oakland to support the ability for longstanding residents (particularly those whose residency in West Oakland extends over several generations), as well as newer residents and businesses, to participate in and benefit from new economic activity in West Oakland.

Encouraging a mix of land uses that will generate a range of jobs—retail, medical, office and other professional service uses, as well as short term construction jobs—and a range of housing types is a key component of the Plan. The City imposes a number of employment and contracting programs and requirements on City public works projects, as well as private development projects that receive a City subsidy. These include the Local and Small Local Business Enterprise Program, the Local Employment/ Apprenticeship Program, Living Wage requirements, and prevailing wage requirements. However, the City of Oakland's programs do not apply to private projects, including sites sold by the City for fair market value, or public works-type projects funded by private parties, including street or sidewalk improvements built as part of a new development. The City has very limited legal authority to impose its employment and contracting programs and requirements on projects that do not involve City funding and/or other City participation. As such, the Plan supports continuing to provide private developers and business owners with information about workforce development programs, including those administered by the City or other organizations, in order to encourage opportunities for the creation of high quality, local jobs and job training programs.

Section 10.1, Affordable Housing, is intended to support residents' access to housing resources

to the broadest extent possible. This would include, but not be limited to:

- Prioritizing preservation of subsidized affordable housing.
- Taking steps to reduce the vulnerability to foreclosures of existing owners and renters, and ensure that new owners of foreclosed properties become responsible stewards of the properties.
- Preserving the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.
- Developing and promoting sustainable development and sustainable communities that in turn create more disposable income for housing.
- Supporting the creation of a variety of housing types, including those located near services and transit, affordable for the local workforce and existing residents, young and old.

Section 10.2, Equitable Economic Development, addresses the critical question of how this Plan can benefit the existing West Oakland community. Economic revitalization must be inclusive to the largest extent possible and bring substantial benefits to existing residents, businesses and employees. The types of benefits that this Plan seeks to help achieve within the West Oakland community include:

- Establishing viable linkages between existing West Oakland residents and new job opportunities that result from economic development within West Oakland and at the former Oakland Army Base; and
- Identifying strong, effective equity development strategies that minimize the pressures of potential residential and business displacement, including both a short- and long-term framework for overall equitable development in the area.

Vision

West Oakland is envisioned to continue to reflect a culturally and economically thriving and diverse community. Commercial and residential development in West Oakland will attract new businesses- both those in the “trade” sectors producing goods and services for sale outside the region and for export globally, as well as neighborhood-serving goods and services for local residential consumption. Residential development will enhance opportunities for current residents and employees to live, work, and play. While the area is bustling with activity and land uses have become more intensive, it still maintains a hometown feel. Local residents are well-trained and have access to a broad range of jobs and retail and commercial activities, as well as opportunities for relaxation, easy transit access and the enjoyment of the arts, history and culture of the community. The area also offers a variety of housing types for all incomes, including housing affordable for the local workforce and for retirees. The diversity of housing choices has allowed young people to remain in West Oakland, bringing a new vibrancy into the social fabric. Residents living in West Oakland at the time of this Specific Plan continue to call West Oakland their home, and seniors in particular are able to find convenient and attractive homes near services and transit to facilitate aging in place.

The West Oakland of the future is a community of neighborhoods where:

- Housing is varied, attractive, and affordable. Current residents can continue to call West Oakland their home, and benefit from new economic development activities, both in terms of services provided and employment opportunities.
- Overall development in the area has equitable outcomes crucial for West Oakland’s long-term success and for those with long standing roots and a deep connection to the community.
- Housing units and employment centers emphasize sustainable building practices, improve the built environment and seek to

improve health outcomes of West Oakland residents by improving the quality of air, soils and water.

- Access to good schools and successful training programs prepare residents for jobs in biotech, green industries including manufacturing, and the creative economy.
- A new sense of safety promotes access to services, schools, parks, neighborhood-serving retail, training programs, transit, and other services.
- The increase in people's incomes and wealth will further reduce their housing cost burdens.
- Transit friendly work opportunities will reduce combined housing and transportation costs.
- Area-wide environmental concerns such as air quality, have been lessened through such measures as:
- implementing a traffic calming program in residential neighborhoods to discourage truck traffic from entering the neighborhoods;
- continuing, expanding and improving the Port's Diesel Truck Replacement Program;
- further restricting the expansion or introduction of new freight/truck terminals, truck yards and primary waste collection centers; and
- seeking to identify new location options for those heavier industrial and truck intensive businesses inside the West Oakland "freeway ring" (defined by the 580, 880, and 980 freeways).

This vision will ensure that the overall development in the area has equitable and environmentally sensitive and sustainable outcomes that are crucial for West Oakland's residents and businesses' long- term success.

Relationship to Other Chapters of the Plan

Strategies for affordable housing, Equitable Economic Development (EED) and improved community health require coordinating efforts related to land use, transportation, infrastructure investments, and programs. Some of the strategies discussed in this Plan section therefore overlap with other sections of the Plan, but are also listed here to show how the Plan's various components come together to create opportunities for affordable housing and equitable economic development.

10.1: Affordable Housing

West Oakland currently has about 3,200 restricted affordable housing units, as well as market rate units that are more affordable than other areas of Oakland and the Bay Area. However, West Oakland remains vulnerable to fluctuating market conditions such as the foreclosure crisis that began in 2008. There are various possible options to ensure continued availability and improved quality of affordable housing options for low- to moderate-income households in West Oakland.

Affordable housing is a critical component of a sustainable neighborhood and is needed in the Plan Area. As of 2011, median household income for the average 2.90 person West Oakland household was $27,055 compared with the citywide median income of $83,050 The HUD-defined area median income for a four-person household (for Alameda and Contra Costa Counties) was $89,300, well above the City of Oakland and area resident incomes. It is therefore imperative that a strategy is in place to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30% of household income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses.

While many of the existing housing units within the Plan Area have affordability restrictions, due to declining federal assistance to support new affordable housing construction, the organizations listed on **Table 10.1-1** provide services that are directly related to affordable housing development and access. Many West Oakland organizations not shown here serve as advocates or provide programming for interrelated neighborhood issues. Given the recent dissolution of the City's Redevelopment Agency (which produced tax increment funding, the most important local source of affordable housing funding) and still recovering City revenue projections, a creative menu of strategies is needed to provide additional affordable housing to accommodate the area's projected population growth and maintain a balanced mix of incomes in the area.

Mandela Gateway - Before

Mandela Gateway - After

The organizations listed below provide services that are directly related to affordable housing development and access. Many West Oakland organizations not shown here serve as advocates or provide programming for interrelated neighborhood issues.

Table 10.1-1: Selected Affordable Housing Development Resources

Affordable Housing Developers	
BRIDGE Housing	Developments: • Acorn • Ironhorse Apartments • Mandela Gateway (Rental and Ownership units) • Chestnut/Linden Street
East Bay Asian Local Development Corporation (EBALDC)	Developed/rehabilitated: • California Hotel • Jack London Gateway Senior • Marcus Garvey Commons • Slim Jenkins • Scattered site units • Involved in the San Pablo Corridor Coalition
Satellite Affordable Housing Associates (SAHA)	Developed/rehabilitated: • St. Andrew's Manor • St. Patrick's Terrace
Resources for Community Development (RCD)	Rehabilitated Drachma scattered site duplexes
Habitat for Humanity East Bay/Silicon Valley	Developer of Chestnut Court homeownership component
East Bay Community Recovery Project	Developed and Manages Transitional and Supportive Housing units, including Project Pride
Referral/Counseling/Fair Housing Resources	
Unity Council	1st Time Homebuyer Counseling
Eviction Defense Center	Provides counseling and legal assistance for residents facing possible eviction proceedings
211	County-wide housing referral services
Restoring Ownership Opportunity Today (ROOT) Program	Through partnerships, provides counseling for foreclosure prevention, and the ROOT program for helping to mitigate the impacts of foreclosure by purchasing defaulted loans and bringing homeowners back into compliance

Table 10.1-1: Selected Affordable Housing Development Resources

Oakland Community Trust	A community development credit union serving anyone seeking affordable, responsible financial services.
Government Housing Agencies	
City of Oakland – Department of Housing & Community Development (DHCD) - Housing Assistance Center (HAC)	The HAC has been designed as a one-stop center to streamline City housing services, as well as to provide a central portal to the agencies working to meet the housing needs of Oakland residents.
City of Oakland –DHCD - Housing Development & 1st Time Homebuyers Program	Provides, on a competitive basis, funding for constructing and rehabilitating restricted affordable housing, rental and homeownership Oversees restrictions on units completed through the City's density bonus program.
City of Oakland –DHCD - Residential Lending	Provides loans and limited grants on a funds available basis for rehabbing work on 1-4 units, primarily owner-occupied properties. For low to moderate income households. • Access Improvement - Homeowner (Owner-Occupied) • Access Improvement - Rental Property Owner • Emergency Home Repair • Home Maintenance & Improvement Loan • Lead Safe Housing and Paint Program • Minor Home Repair Program • Neighborhood Housing Rehabilitation Program • Weatherization and Energy Retrofit Loan Program
City of Oakland –DHCD - Rent Adjustment	Sets allowable rent increases for properties subject to Rent Adjustment program, and arbitrates rent disputes between tenants and landlords. Oversees Just Cause for Eviction program
City of Oakland – Community Housing Services	Emergency housing services, including shelters and transitional housing
Alameda County	Mortgage Credit Certificate program – Low to Moderate income homebuyers. Lead Paint remediation
Oakland Housing Authority	Public Housing Units PB and voucher Section 8 Partnership for improved educational outcomes with Oakland Unified School District.

Table 10.1-1: Selected Affordable Housing Development Resources

State of California – CalHFA	Provides 1st time homebuyer loans, as well as programs to reduce foreclosures, including the Keep Your Home California program, which provides mortgage payment assistance to low to moderate income homeowners who have lost their employment.
Community Development and Environmental Health Efforts (additional info in Equitable Economic Development Section of this chapter)	
East Bay Community Recovery Project	In addition to housing resources, also provides: • Substance abuse recovery treatment • Mental health counseling and treatment
Operation Dignity	Counseling, treatment and housing referrals/assistance for military veterans
West Oakland Environmental Indicators Project (WOEIP)	Resident led, community-based environmental justice organization dedicated to achieving healthy homes, healthy jobs and healthy neighborhoods for all who live, work, learn and play in West Oakland. Participant in the US Environmental Protection Agency's "Fishbone Project", an innovative pilot program to treat, lock and cover lead-contaminated soils in the South Prescott Neighborhood.
San Pablo Avenue Corridor Coalition	Community organization dedicated to reducing blight and increasing health outcomes for San Pablo Corridor residents.
West Oakland Community Collaborative (WOCC)	Partnership of various West Oakland community organizations to address a wide range of issues from youth development, substance abuse and financial literacy to job training and basic needs.

ASSESSMENT OF EXISTING HOUSING CONDITIONS

Renters

Renter households comprise 78% of the households in West Oakland compared to the city's overall share of 58%, which in turn is already much higher than state and national rates. There are several reasons for a higher proportion of renters. Some are renters by choice. Some are because of lack of jobs, lack of availability or access to well-paying jobs. Some of the higher renter percentage is also due to the intention of some San Francisco workers to live in West Oakland and commute to San Francisco. Renter units can be a strong part of the economy but when such a high portion of the populations consist of low income renters, that population is extremely vulnerable to displacement.

Owner Households

As shown in **Table 10.1-2**, owner-occupied households comprise 22% of households in West Oakland, far lower than the City-wide rate of 42%, which in turn is lower than state and national ownership rates. Prospective homeowners in West Oakland face a number of challenges, including access to credit, higher paying employment opportunities, and competition from all cash buyers. Existing homeowners faced challenges in recent years from predatory lending practices, and lack of access to capital to properly maintain their homes.

Table 10.1-2: West Oakland Housing Units					
Year	Housing Units	% Vacant Units	Occupied Housing Units	Homeowner Occupied Units (%)	Renter Occupied Units (%)
2000 (US Census)	9,415	13.1%	8,181	1,704 (20.8%)	6,459 (79.0%)
2010 (US Census)	10,861	16.8%	9,040	2,289 (25.3%)	6,751 (74.7%)
2013 (ACS Survey)	11,001	14.4%	9,409	2,220 (23.6%)	7,189 (76.4%)

Figures rounded – may not add up to 100%. Also, it seems doubtful that actual vacancy rates are this high, given relatively stable rents. May reflect some degree of underreporting to US Census officials.

Although a concerted effort was made to encourage homeownership opportunities in West Oakland between the late 1990's and now, the foreclosure crisis appears to have wiped out any gains made in the last decade in the homeownership rate in the Plan area.

In 2000, there were 9,415 units in the Plan Area, with a 13.1% vacancy rate, so there were 8,181 occupied units. Of the total units, 18.1% were owner-occupied (1,704 units), and 68.6% were renter- occupied (6,459 units). At that point in time, occupied units had a tenure breakdown of 20.8% owner-occupied, and 79% renter occupied.

By 2010, the total amount of housing units had increased substantially to 10,861 housing units (a 15.4% increase over 2000 levels, approximately 145 units/year). With a reported 16.8% vacancy rate, 9,040 were occupied units. Due to years of efforts to promote home ownership in West Oakland and a favorable market until late 2007, there were percentage gains in the home ownership rate by 2010, with 2,289 units (25.3%) being owner-occupied.

Minimal housing production occurred between the 2010 Census and the 2013 ACS survey (approximately 47 units/year.) 2013 data shows 2,220 owner-occupied units in Plan Area, therefore of the 9409 total "occupied" units -- a 23.6% owner/76.4 renter split, with the ownership rate down from 2010, likely a result as a result of the foreclosure crisis coming to a head during this time frame. However, since the number of total housing units also increased between 2000 and 2013, there are currently over 500 additional homeowners in West Oakland than there were in 2000.

Housing Burdens

Housing costs are considered affordable when they involve payments of 30% or below of a family's total income (rents or mortgage expenses and utilities).

Throughout the City, 56.6% of extremely low income households (<30% AMI) have extreme cost burdens (with >50% of household income going to housing expenses) and may have trouble affording basic necessities after paying rent, and another 17.2% are cost burdened (pay more than 30% of income towards housing costs). For very low income households (earning between 31-50% AMI), 20.9% of households face extreme housing cost burdens and 38.8% are cost-burdened.

Cost burden refers to a total housing cost (including utilities) in excess of 30% of household income, while severe cost burden refers to a total housing cost in excess of 50% of household income. While this is the accepted definition, many analysts have noted that for low and moderate income households, a housing payment of 30% of income may leave the household with insufficient resources for food, clothing and other necessities.

Although rents in West Oakland are somewhat less expensive than in other parts of the City, given the Specific Plan area's higher percentage of low and extremely low households, controlling

cost burdens is an important component for maintaining affordability for West Oakland residents. Between 2000 and 2010, an increasing number of West Oakland households were burdened with housing costs.

Affordable Housing Stock

The State of California further defines affordable housing as one which is available for the longest feasible time at prices affordable to low and moderate income households (HH) based on the local Area Median Income (AMI). AMI's are defined by the U.S. Department of Housing and Urban Development (HUD). The affordability levels and income limits for the area which includes all of Oakland are described below:

- Moderate Income:
  - AMI level: Between 81% and 120% of AMI [1]
  - 2013 HH Income limits (3 person HH): $58,001 -$96,350 [2]
- Low Income:
  - AMI level: Between 51% and 80% of AMI
  - 2013 HH Income limits (3 person HH): $40,151 - $58,000
- Very Low Income:
  - AMI level Up to 50% of AMI
  - 2013 HH Income limits (3 person HH):<$40,151

In 2011, the HUD defined annual median income (AMI) for a three-person household in the area which includes Oakland and all of Alameda and Contra Costa Counties was $83,050, well above the $27,055 median household income for the average 2.90 person West Oakland households, as shown in **Figure 10.1.1.**

Citywide, renters (which comprise 52% of the Oakland households) have unaffordable rent costs. In the Plan Area, a high percentage of residents are cost burdened (paying more than 30% of their household income on rent, and in some instances paying over 50%) and may have difficulty affording necessities such as food, clothing, transportation and medical care. Of owner households in Oakland, housing payment burdens values are lower at 23%. West Oakland owner households can be expected to have higher rates of housing payment burdens.

West Oakland's currently affordable housing stock is comprised of both long-term restricted affordable housing units and market rate housing that is currently affordable, but doesn't have long-term affordability restrictions:

Long-Term Restricted Affordable Housing

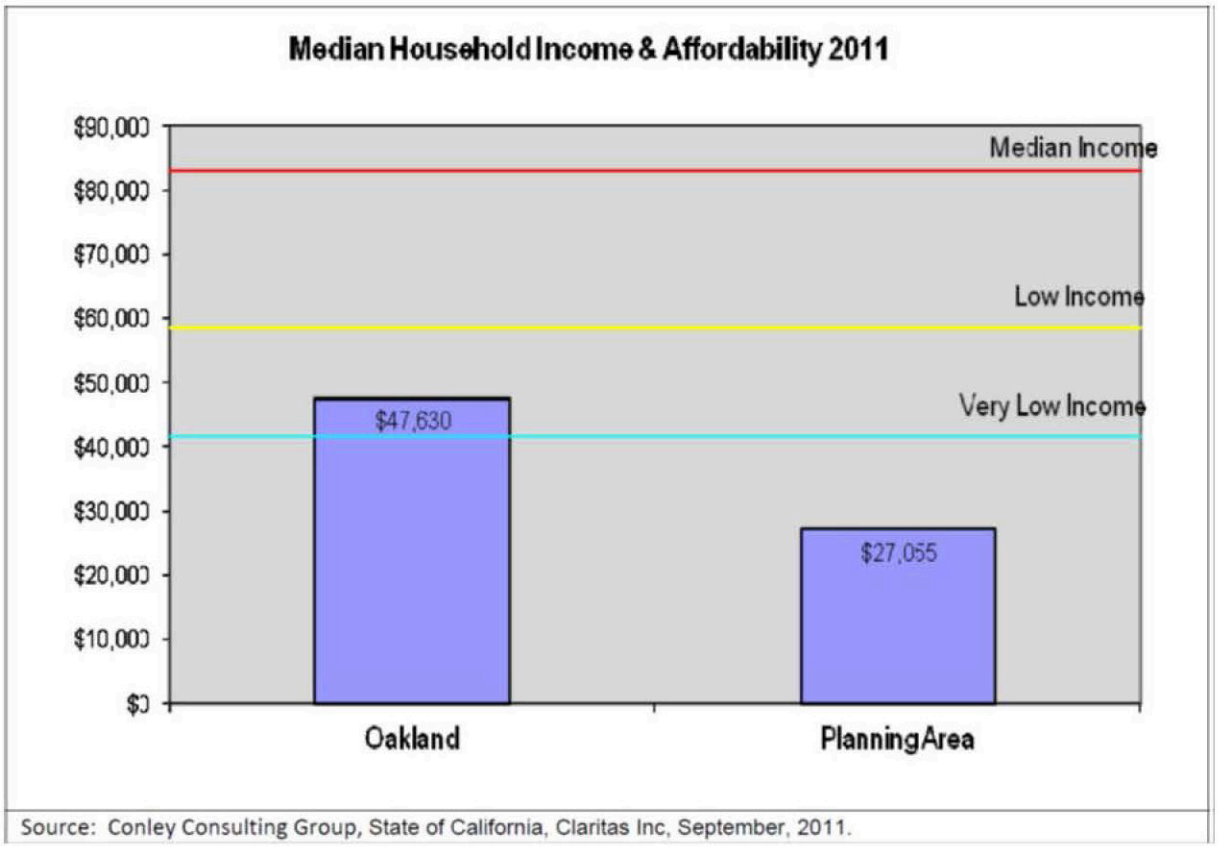
Long-Term Restricted Affordable Housing includes:

- Privately owned housing subsidized by the City of Oakland through local, state and federal funds. At the local level, these include restrictions placed by the City of Oakland's former Redevelopment Agency. At the State level, the California Tax Credit Allocation Committee (CTCAC) administers the federal and state Low-Income Housing Tax Credit (LIHTC) Programs that encourage private investment in affordable rental housing for households meeting certain income requirements. At the federal level, subsidies backed by HUD help apartment owners offer reduced rents to low-income tenants.
- Public housing owned and administered by the Oakland Housing Authority (OHA). The Oakland Housing Authority (OHA) owns and operates 786 units within West Oakland (390 units at Peralta Villa, 154 at Campbell Village and 242 in scattered sites throughout the Plan Area) – see **Inset 10.1.1.** An additional 129 units of public housing are owned and managed by non-profit BRIDGE Housing Inc. as part of the HOPE VI projects Mandela

[1] AMI is determined annually by HUD by HH size

[2] Income limits are determined annually by the California Housing and Community Development (HCD). Limits are shown here for a three person household, which is consistent with the average household size in West Oakland of 2.90.

Figure 10.1.1: Planning Area Income and Affordability



Gateway and Chestnut/Linden Courts and are included in the unit count in the privately owned housing count above.

- Project Based Section 8 also administered by OHA. Project-Based Section 8 exists in the form of a Project-Based Voucher Program (formerly known as the Project-Based Certificate Program) and includes unit-based subsidies that provide assistance to eligible low-income families residing in designated rental units. The units are under contract with the OHA but are privately owned and managed. Project-Based Section 8 is included within the stock of the restricted affordable units funded by the former Oakland Redevelopment Agency.

As of 2011, OHA data listed 64 units within Project Based Section 8 in West Oakland. These units all have existing City affordability restrictions. OHA has more recently provided Project-Based Section 8 assistance to the California Hotel as well. These subsidies have an initial contract period of 15 years. If the tenants move out before the contract expiration, they can apply for the Section 8 portable vouchers that protect the tenant. The Project-Based Section 8 subsidy contract on the unit is still valid for its full duration. Under the regulation, the contracts can be renewed up to another 15 years subject to funding from HUD. Since the current contracts are fairly recent, the related subsidies are not at a high risk in the short-term.

Market Rate Housing

Market rate housing that is currently affordable to residents, without long-term affordability restrictions includes:

- Market Rate housing that does not currently have rent or income restrictions, but is available at a lower rate due to existing market conditions, thereby making it affordable. This housing would not have any future guarantees of continued affordability.

- Rent Adjustment Covered Units. The City's Residential Rental Adjustment Program limits rent increases to once per year at an amount equal to the average annual percentage increase in the Consumer Price Index (CPI). This ensures stability in rental rates for existing tenants. Also, the City's Just Cause for Eviction Ordinance helps to ensure tenants are not subject to eviction motivated by a rental property owner's desire to increase rents. Such protection is useful, but has limits: units after 1995 are exempt, as are owners with less than three units. Also, the Ordinance doesn't target by income, so households earning well over median income may benefit as well, while low income households with rent adjustment protections who start out paying higher portions of their income to rent will continue doing so, unless household income rises.

- Tenant Based Section 8 vouchers administered by the Oakland Housing Authority (OHA). Section 8 Vouchers administered through the Housing Choice Voucher Program support low income tenants in paying rent to the landlords. Section 8 participants pay the property owner a portion of the rent based upon their income (30%-40% of their income) and OHA pays the difference. Section 8 participants are free to choose where they live and to transfer their assistance when they move. Through a transfer process called portability, Voucher participants can move almost anywhere in the country.[3] As of 2011, there were 1,189 Section 8 Vouchers in the Plan Area. [4]

In 2011, there were a total of 10,444 units in the Plan Area. As the above analysis illustrates, there were 3,217 long-term affordable housing units — 3,100 with affordable rental restrictions (including 786 units owned and operated by the Oakland Housing Authority) and 117 affordable ownership housing units. In addition, the 1,189 Tenant Based Affordable vouchers provided additional affordability to households, although some of those voucher holders live in the 2,500 or so non-OHA affordable units, and use the vouchers for deeper levels of affordability for their households.

Iron Horse Development at Central Station

A market rent of $2.50 per square feet ($725 for a studio in 2010) will require an annual income of $57,600 which is significantly higher than the current median income of $27,500 in West Oakland. In 2011, there were 3,574 additional housing units in the pipeline, that include 356 units with long-term affordability restrictions (137 units of which were comprised of the rehabilitation of the California Hotel) rather than new affordable units.

[3] http://www.oakha.org/section8lh/voucher_program.shtml

[4] http://www2.oaklandnet.com/oakca1/groups/ceda/documents/form/oak034274.pdf

Inset 10.1.1: Opportunities through Oakland Housing Authority (OHA) Programs

The OHA working with community partners and stakeholders have developed and implemented solutions to issues of access to quality affordable housing, persistent poverty and lack of opportunity in very low income neighborhoods.

This includes giving incentives to families with children where the head of household is working, is seeking work, or is preparing for work by participating in job training, educational programs, or programs that assist people to obtain employment and become economically self-sufficient. The OHA leverages resources by working with and through experienced non-profit service providers and other local government agencies to deliver access to health, education and social services, which benefits the residents and neighborhoods.

The homeownership program teaches participants financial literacy and establishes escrow accounts to be used for the purchase of homes, investment in education, or the formation of new business ventures. With greater financial independence, all members of the family then have more flexibility to pursue personal interests, many of which transcend avocation to become future vocations.

In 2012, 181 Section 8 and Public Housing residents enrolled in the OHA Self-Sufficiency programs. Eighty one (81) opened escrow accounts with one notably graduating with $33,250 in savings, the highest disbursement ever to an Authority family. One hundred seventeen (117) OHA residents enrolled into at least one of the eleven career development/training programs, a success rate of 82%. Of those participating in OHA-sponsored employment preparation services, fourteen were hired for construction projects; twenty six were hired through Section 3 service contracts; nine (9) were hired directly for full-time employment with OHA; and another twenty were prepared for and received gainful employment outside of OHA.

A strong partnership with the Oakland Unified School District (OUSD) and OHA gives students and parents the chance to become actively involved in creating Full Service Community Schools where every school acts as a resource and service hub that connects with local partners to help build healthy and vibrant schools and communities. The OHA residents are working at summer jobs and learning useful skills, earning money and developing a strong work ethic. Many are also becoming more computer literate using state of the art technology and social media by accessing our computer labs and training. Additionally, youth and young adults are exposed to environments outside their own neighborhoods while building positive relationships with peers, authority figures, mentors and the police.

For school-aged children, OHA distributed 430 backpacks with school supplies, increasing the likelihood of success in the new school year. Sixty five (65) students participated in summer programs and twenty nine went to Camp Mendocino, a residential summer camp in the California coastal redwood area. Additionally, sixteen college-bound students were afforded the opportunity to view campuses more closely by taking advantage of the Spring Break College Tours and thirteen applied for the PHADA college scholarships. Many families also benefited from programs like Oakland Zoo Lights and the Mayor’s Toy Give-a-Way, which help to make children feel special year-round, especially during the holidays. Overall, the shift toward expanding the experiences of traditionally underexposed children broadens their knowledge of the opportunities available and gives them the freedom to set goals that were previously inconceivable.

Potential Risk of Displacement

As development proceeds in accordance with the West Oakland Specific Plan, there will be a renewed interest in investment in the district. As a result, property prices will be expected to rise. While existing West Oakland homeowners can benefit financially from the increase in the value of their properties, renters and prospective owners could face serious challenges, such as renters facing higher rents and potential homebuyers trying to compete with cash investors for single family homes.[5]

Several research and advocacy organizations as well as regional agencies have identified a potential for displacement of low income and/or minority residents following reinvestment in their communities as an unintentional outcome. This displacement is likely to be more indirect and is different from the broad scale displacement of communities that was commonly associated with the redevelopment projects in the 1960s. However, because it is likely to be more incremental and dispersed in nature, displacement associated with plan improvements may be difficult to track and counteract. Displacement might result from building owners choosing to do condominium conversions of properties that had previously been rental, or responding to increasing market values by raising rents on existing tenants. Although the City's policies provide some protections for renters, these are not absolute.

It is important to differentiate between displacement and gentrification. Displacement jeopardizes existing residents' ability to remain in their neighborhoods due to increased housing costs and insufficient access to employment opportunities. Gentrification is a shift in an urban community toward wealthier residents and/or businesses and increasing property values, sometimes at the expense of the poorer residents of the community and in other studies[6] has been associated with increases in educational attainment and household incomes as well as an appreciation in housing prices. It does not, however, necessarily include any level of displacement that is triggered in the process. This section of the West Oakland Specific Plan focuses on displacement as the central issue. It has been previously studied that involuntary displacement as a result of neighborhood change is difficult to measure. This is largely because sufficient mobility data is mostly unavailable. The data can be easily under represented because it is difficult to survey people who move out of the city and their reasons for leaving or over represented because it's difficult to know if it is due to the inability to pay rent due to personal hardship as opposed to ability to deal with rent increases.

Based on an analysis of 19 diverse factors, including housing and transportation, the Center for Community Innovation's (CCI) 2009 report 'Mapping Susceptibility to Gentrification' identified West Oakland as being highly susceptible to gentrification. As discussed earlier, this does not mean that displacement will happen. In the subsequent section, the CCI study strongly associates renter occupancy and high rent burdens with displacement "since renters may not have the choice to stay in the units as rents increase." [7] At a minimum, West Oakland residents can experience higher cost burdens when property prices rise.[8] [9]

[5] Denver Regional Council of Governments [http://www.drcog.org], 2001; http://www.drcog.org/agendas/November%203,%202010%20MVIC%20Agenda%20comments%20enabled.pdf; page 30 "Cost of Living"

[6] The Center for Community Innovation's (CCI) 2009 report 'Mapping Susceptibility to Gentrification' sought to "create an early warning toolkit to help communities (in the Bay Area) identify whether their neighborhood is susceptible to gentrification as reinvestment occurs." The report defined gentrification to include the following condition: "a central city neighborhood with housing price appreciation above the regional average, increase in educational attainment above the regional average, and household income at or below the 40th percentile of regional household income (roughly 80% of median income, a standard definition of low-income) in the starting year (as the process begins)"

[7] There are other reasons that displacement may happen besides an increase in rents. The Center for Transit Oriented Development (CTOD)'s TOD Action Guide identifies several reasons for displacement included within two broad categories. The first is the displacement that happens due to market improvements such as increase in rents, condo conversions or redevelopment of existing rental

Existing City Programs

Financing to fund affordable units and first time homebuyer programs has been seriously hampered by the elimination of the City of Oakland's Redevelopment Agency. However, the following programs provide various forms of effective (though limited by reduced funding availability) assistance:

City of Oakland Housing Programs

The City of Oakland's housing programs support and fund housing rehabilitation, provide assistance to first time home buyers, help fund housing development, and provide other miscellaneous housing services for low- and moderate-income households through:

- Housing rehabilitation programs
- First-time home buyer programs
- Housing development programs to construct or rehabilitate affordable housing
- Programs to provide assistance to Oakland's homeless
- Funds that assist non-profit service providers to support Oakland residents in a variety of housing related activities.

Although these housing programs no longer have access to the former Redevelopment Agency's locally-generated redevelopment funds, the City also receives funding support from:

- Federal HOME funds, primarily for housing development projects, and
- Community Development Block Grant (CDBG) funds, of which roughly 40 to 50% supports programs for housing and the homeless.

In 2008-09, the City was awarded $8.25 million in supplemental CDBG funds under the Housing and Urban Development (HUD) Neighborhood Stabilization Program (NSP) to assist with acquisition, rehabilitation and resale or rental of foreclosed homes and apartments. This award allows the City to provide assistance to purchase and rehabilitate foreclosed, bank-owned properties with funding targeted to the most distressed neighborhoods in the city, particularly in selected areas in East and West Oakland.

The City of Oakland identified over 4,000 homes that were foreclosed on and taken back by lenders between January 2007 and October 2008. These foreclosures have been most heavily concentrated in West Oakland and East Oakland. Many of these foreclosed properties have become targets for vandalism and theft and, if left unchecked, these properties will become magnets for crime, causing further declines in property values that could accelerate the foreclosure problem in a downward spiral.

Under the City's Neighborhood Stabilization Program (NSP) program, these CDBG funds will be spent in designated areas within East and West Oakland.

Tenant Protections

Several tenant protection ordinances currently exist in Oakland that includes Rent Adjustment and Just Cause for Eviction. However, these largely benefit current tenants, benefit eligible residents regardless of income levels, and do not guarantee rents that are affordable to the households currently living in the units. When new tenants come in because of Costa Hawkins

properties, sale of rental properties-triggering evictions of existing tenants and owners re-occupying rental properties. The second includes displacement occurring through the expiration of existing subsidized housing. The latter may include Section 8 voucher expiration and the conclusion of affordability terms for subsidized affordable housing.

[8] Dukakis Center for Urban and Regional Policy in their 2010 report2 studied 42 neighborhoods in 12 metropolitan areas to understand the impacts of transit investments between 1990 and 2000 in neighborhoods that have previously been lower income. Even though it could not prove that displacement occurred, the report showed how renter households who choose to remain in the neighborhood and take advantage of the new transit invariably experienced higher cost burdens.

[9] After a significant downturn in 2007 and 2008, property prices in West Oakland increased 46 percent between 2009 and 2010. Apartment rents nationally and in the Bay Area are expected to climb. Rental units are currently a strong preference for incoming young households. Also, the re-entry of former foreclosed properties as rental units has generated an increased supply of rental options

(California Civil Code Section 1954.50-1954.535) that re-assesses the initial rental rate for a dwelling or housing unit constructed after 1995, the unit gets exempted from rent control. The affordability of the rental unit therefore is lost. In addition, properties with 3 or fewer units are exempt from rent control. Moreover, exceptions to rent control are numerous.[10]

Residential Lending Programs

Although West Oakland has a relatively high proportion of its housing units in large multi-family developments compared to most areas other than Downtown within the City, it also contains a high proportion of 1-4 unit residential buildings without formal rental affordability restrictions in neighborhoods throughout the Plan Area. One key component of equitable housing development and prevention of displacement of existing Oakland residents are programs to improve existing smaller residential buildings, particularly those owned by low to moderate income households, and/or seniors.

The Residential Lending Division of the City's Department of Housing provides technical and financial assistance for repairs to owner-occupied homes and grants for accessibility modifications to owner-occupied and rental properties in the 1-4 unit size categories. Residential Lending Division loans, as well as limited grants, provide valuable financing used to make accessibility improvements to allow disabled access and for the community's seniors to age in place, to conduct lead paint remediation that allows young children to grow up without the threat of lead poisoning (see Case Study "West Oakland Fishbone Project" **Inset 10.1.2**), to conduct systems repairs that threaten the livability of homes, and to improve the outward appearances of homes.

These programs allow low to moderate income households a chance to remain in their homes, lessening instances of displacement of residents, while still improving the housing stock and feel of neighborhoods within West Oakland.

The Residential Lending section provided 288 loans/grants during FY2012-13 throughout the City, 16 of which were made within the West Oakland Plan Area.

First Time Homebuyer Assistance

Who's a First-Time Homebuyer? First Time Homebuyers are defined as someone who has not owned their principal residence during the previous three years. Some exceptions may apply.

The City is engaged in a variety of efforts to provide opportunities for first-time homebuyers to purchase homes. The City's Mortgage Assistance Programs provides deferred payment second mortgages to low and very low income homebuyers. The City develops new and rehabilitates existing housing units for purchase at affordable prices to low income families through collaboration with nonprofits such as Habitat for Humanity, Oakland Community Land Trust, and East Bay Asian Local Development Corporation (EBALDC). Other programs provided by the City and by organizations, such as the Unity Council, with whom the City has developed partnerships, include counseling and education for first-time homebuyers.

For low to moderate income homebuyers, Alameda County provides for participation in a Mortgage Credit Certificate Program (MCC), through which eligible home buyers increase their ability to qualify for a mortgage loan and reduce their effective mortgage interest rate approximately 1.5 percentage points. MCC recipients may take 15% of their annual mortgage interest payments as a dollar-for-dollar tax credit against their federal income taxes. The home buyer adjusts federal income tax withholdings, increasing income available to pay the mortgage.

[10] http://www.leginfo.ca.gov/cgi-bin/displaycode?section=civ&group=01001-02000&file=1954.50-1954.535

Inset 10.1.2: West Oakland Fishbone Project: Lead Soil Remediation

The Fishbone Project was a free Environmental Protection Agency (EPA) program to Treat, Lock and Cover lead in soil on residential properties, with the goal of significantly reducing lead exposure in the South Prescott neighborhood. An investigation in 2009 found that lead levels in soil were especially high in West Oakland. The EPA health standard for lead is 400 parts per million, and the average level found in this area was 843 parts per million. Lead is extremely toxic to young children, and lead poisoning can lead to learning disabilities and violent behavior, causing serious problems in a child's life.

Extensive removal of lead-contaminated soils is extremely cost-prohibitive and impractical, so the Fishbone Project was developed to utilize a more cost-effective, yet still extremely effective, means for treating lead-contaminated soils to reduce health impacts on the community. Soil was first treated with ground up fish bone, which reacts with lead to form pyromorphite, which is not as readily absorbed by the body. The bioavailability of the lead in the treated soil has been reduced in the range of 20 -70%. The soil was then covered with a green cap, such as sod, clean soil with mulch, raised garden beds, or gravel. The combination of 8 inches of treated soil with 4 inches of a green cap has reduced exposure to toxic lead down to a 12 inch depth.

By November, 2012, 143 out of 151 targeted properties in the South Prescott neighborhood of West Oakland were cleaned, making for an outstanding 95% of total properties participating. The easements on all of the targeted streets were also treated. Another positive result of this cleanup was the employment of 40 West Oakland residents, including 5 South Prescott residents.

In order to help ensure that lead paint from homes did not re-contaminate the soils, referrals were made to lead paint remediation programs provided by Rebuilding Together Oakland and the City of Oakland 's Residential Lending Division (for homeowners), and the Alameda County Lead Hazard Repair fund (for renters). In addition, the EPA has produced a Do-It-Yourself information sheet that is available on their website and Facebook page.

The success of the Fishbone project was due in large part to the participation and ideas of West Oakland residents and local organizations such as the West Oakland Environmental Indicators Project and the Cypress Mandela Job Training Center (Cypress Mandela is also profiled in the Equitable Economic Development portion of this chapter).

Sources: US Environmental Protection Agency website: http://www.epaosc.org/site/site_profile.aspx?site_id=5604 and City Housing staff visits to the South Prescott field office.

In addition, the California Housing Finance Agency (CalHFA) has an array of loan and down payment assistance programs (through third party lenders) designed for low to moderate income households seeking to become first-time homebuyers. Within the last five years, 43 out of 295 assisted buyers City-wide closed with our assistance loans within the last 5 years. For several years, funding was held aside for $100,000 loans for low to moderate income homebuyers at Zephyr Gate and Pine Street in conjunction with those developments however, when the Redevelopment Agency dissolved, so did the authority to use the remaining funds for these loans.

Affordable Housing Development Programs

This program helps implement the City of Oakland's affordable housing development programs. City staff works with for-profit and non-profit developers to revitalize neighborhoods and increase housing opportunities through new construction, substantial rehabilitation and preservation of rental and ownership housing for very low-, low- and moderate income households.

Example of Residential Rehab - Before

After Residential Rehab

Staff implements the City's annual Notice of Funding Availability (NOFA) process to make competitive funding awards for affordable housing projects and monitors the City's and Agency's portfolio of more than 90 projects and roughly 8,000 units (including 18 developments and 1,437 units in the Planning Area) to ensure proper management and maintenance and compliance with rent and income limits. Except for a minor predevelopment loan program, funding awards are made on a competitive basis, with ranking criteria including development and management experience of the development sponsors, location near transit and service/retail amenities, income levels served, and environmental/sustainability measures incorporated.

As is noted in the case study "More Than Housing..." (see **Inset 10.1.3**), developers of affordable housing are encouraged to leverage significant outside funding, provide services appropriate to the needs of their residents and the surrounding community, to incorporate measures for resource sustainability and the quality of life and health of residents, and to build connections (literally and figuratively) to their surrounding communities.

Inset 10.1.3: More Than Housing: The California Hotel Acquisition and Rehabilitation Project and the San Pablo Corridor Coalition

The California Hotel was constructed in the late 1920's, and is listed on the National Register of Historic Places. During its heyday as a commercial hotel and ballroom, it served as a welcoming establishment during an era of extreme racial discrimination for African Americans in general and musicians in particular. It saw musicians such as James Brown, Ray Charles, Billie Holiday, Sly Stone, Aretha Franklin and Big Mama Thornton play before it closed in the early 1970's. In the late 1980's, the hotel saw a second life when it was renovated into 150 Single Room Occupancy units for low income tenants.

However, by the end of 2007, the California Hotel was in desperate trouble. Its owner, Oakland Community Housing Inc., was insolvent, and property management was in a downward spiral, with bed bug infestations, crime and an extreme number of vacancies.

Through a partnership between the City, the Court-appointed trustee who managed the property through the transition period and the East Bay Asian Local Development Corporation (EBALDC), ownership was transferred to EBALDC in 2012; with funding (from Oakland and other public and private lenders, as well as a tax credit equity investor) to extensively rehabilitate the property. Project-based operating assistance from the Oakland Housing Authority will help stabilize the building's operations over the long term.

The rehabilitation project, scheduled to complete in late 2013, will reduce existing 150 SRO and studio units to 137 studios, 1-bedroom, and 2-bedroom units with at least 25% of units for designated for people who are homeless and have special needs. The unit reduction enabled the creation of larger apartments to accommodate families or live/in caretakers. All remaining existing residents were given the opportunity to remain at the California, and the rehab work was conducted in stages to ensure they would not need to move off-site.

The California Hotel rehab includes low VOC paints, new plumbing, windows, and heating, a new roof, and a solar-powered water heater. Each unit will be upgraded with filtered mechanical ventilation to improve air circulation and quality, and kitchenettes will be added to units that do not currently have them. The rehabilitated historic ballroom will serve as a community room for both residents and for hosting community events.

California Hotel - After Rehab

The desired retail and service mix for the building's 8,000 square feet of commercial space includes food businesses, service providers that focus on health and well-being, as well as micro-business incubation opportunities. Lifelong Medical Care will provide social services on-site to all residents. People's Grocery currently operates a community garden in the backyard, and intends to develop additional urban agriculture and participatory programming.

However, EBALDC also realized that improving this one property, however impressive and service-rich, will not be complete or viable for the long-term without connecting to efforts to improve the surrounding neighborhood as well. EBALDC is therefore a committed partner in the San Pablo Corridor Coalition, which was formed in 2009 by longtime residents, business owners, clergy and property owners to improve the everyday experience of those who live and work along Oakland's San Pablo Avenue. This group continues to stage regular meetings to build community, reduce blight and improve safety throughout the San Pablo Corridor within the Plan Area.

Pipeline Projects

There are several affordable housing projects both approved and in the pre-approval planning stage that will increase the number of affordable housing units in the Plan Area in the future. **Table 10.1-3** derived from the Market Opportunity Report- Housing, Retail and Arts illustrates the numbers.

Table 10.1-3: West Oakland Residential Development Pipeline

	Market Rate	Affordable	Total
Approved	1,343	219	1,562
In Planning	1,875	137	2.012
Total in Pipeline	3,218	356	3,574

Source: Conley Consulting Group, City of Oakland, The Mark Company, September 2011

Housing Element of the General Plan

One of the City's major tools for neighborhood stabilization and housing is the Housing Element of the General Plan. The 2007-2014 Housing Element is focused on eight goals that provide direction and guidance for meeting the City's housing needs.

This Specific Plan is consistent with and supports these eight goals and supporting strategies as enumerated in the City's recently adopted Housing Element, as follows:

- Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups
- Goal 2: Promote the Development of Adequate Housing for Low and Moderate-Income Households
- Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups
- Goal 4: Conserve and Improve Older Housing and Neighborhoods
- Goal 5: Preserve Affordable Rental Housing
- Goal 6: Promote Equal Housing Opportunity
- Goal 7: Promote Sustainable Development and Sustainable Communities
- Goal 8: Increase Public Access to Information through Technology

West Oakland sites that were identified in the 2007-2014 Housing Element as being suitable for new housing are identified in **Table 10.1-4**, below. This table further separates those sites between those sites located in this Specific Plan's Opportunity Areas, and those sites located outside of the Opportunity Areas in the Residential Areas of West Oakland.

Table 10.1-4: Housing Element Sites Located in West Oakland			
	Specific Plan Opportunity Area Development		Residential Area
Recently Completed Affordable Projects with Public Funding (as of August '08)			
Mandela Gateway Townhomes, at 1411-1481 8th Street			14 new affordable units
Ironhorse at Central Station, 14th Street & Wood Street	99 new family-based homes		M/G
Jack London Gateway, 900 Market Street			55 new senior housing units
Completed Affordable and Private Sector Projects (as of August '08)			
Vue46, at 1012 45th Street			32 rehabilitated homes [these weren't residential units before]
1746 16th			8 new homes
Wood Street - Zephyr Gate, 700, 800 & 900 Zephyr Drive	25 new units	M/G	
Affordable Projects Under Construction, with City and/or Other Public Funds (6/30/08)			
California Hotel at 3501 San Pablo Avenue	137 rehabilitated units (net loss of 13 affordable units due to provision of kitchen+ bath in all units, and provision of some 2 BR units)	San Pablo	
Housing Projects Under Construction, Private Sector Projects (1/1/07-8/1/08)			
Wood Street - Zephyr Gate located at 1751 14th Street	11 new, market-rate townhomes	M/G	
Approved Private Sector Housing Projects (8/1/08)			
1614 Campbell Street	92 live/work conversion units, 40 new residential units	M/G	
Red Star, located at 1396 5th Street	119 affordable (tax credits, no City funding) senior housing units over commercial – currently in limbo due	7th	

Table 10.1-4: Housing Element Sites Located in West Oakland			
	Specific Plan Opportunity Area Development		Residential Area
	to fire in 2012		
2116 Brush Street	146 units, 63 in a 5-story building; 18 in 3-story townhomes, and 65 in a 6-story building [dev. program to be determined]	San Pablo	
2501 Chestnut Street			conversion of a 2-story warehouse to 50 live/work units
1919 Market Street			58 new townhomes
3250 Hollis			46 new live/work units and 74 other owner-occupied residential units
2321 San Pablo Avenue	20 units above commercial	San Pablo	
3268 San Pablo Avenue	25 condos above commercial		
3444 Hannah Street			10 new live/work units
2301-2311 San Pablo Avenue	17 new multi-family units	San Pablo	
2336 Magnolia Street	conversion of an industrial building into 9 live/work units	M/G	
3003-3019 Filbert Street			8 new residential condos
661 & 681 27th Street			conversion into 8 live/work units 5 new live/work units
800 Center Street			8-unit development
Wood Street HFH Apartments, Phase I	159 new apartments	M/G	
Wood Street HFH Apartments, Phase II	142 new apartments	M/G	
Wood Street – Zephyr Gate	130 new market rate units	M/G	

Table 10.1-4: Housing Element Sites Located in West Oakland			
	Specific Plan Opportunity Area Development		Residential Area
2847 Peralta Street	100 units, 76 dwelling units and 24 live work units	M/G	
1695 15th Street			18 unit market-rate project
Affordable Housing Projects in Site Acquisition (4/30/08)			
7th & Peralta located at 1574-1590 7th Street	2-unit project	7th	
Faith Housing located at 1662-6 7th Street	potential 30-unit development site	7th	
Private Sector Housing Projects Planned and in Predevelopment			
500 Kirkham	planned 238-unit housing project	7th	
1451 7th Street at Mandela Village	planned 132-unit project	7th	
1626 7th Street	a planned 50-unit project	7th	
1520 7th Street	a planned 8-unit residential project	7th	
Additional Housing Opportunity Sites			
2948 17th Street	permitted for between 15 and 23 units	M/G	
800 West Grand Avenue	permitted for between 160 and 210 residential units	San Pablo	
7th Street between Mandela & Kirkham	potential to develop approximately a total of 180 residential units	7th	
7th Street between Chester & Center	potential to develop 210 residential units	7th	
7th Street between Henry and Chester	potential to develop 150 residential units	7th	
7th Street between	potential to develop 60	7th	

Table 10.1-4: Housing Element Sites Located in West Oakland			
	Specific Plan Opportunity Area Development		Residential Area
Campbell and Peralta	residential units		
5th Street at Mandela	potential to develop 131 residential units	7th	
7th Street between Willow and Campbell	potential to develop 60 residential units Site owned by the City as an affordable housing asset of the former Redevelopment Agency	7th	
1707 Wood Street			Site is owned by the City as an affordable housing asset of the former Redevelopment Agency

Local, Regional & State Efforts

Foreclosure Crisis:

'The City of Oakland has been significantly impacted by the national foreclosure trend after the housing market collapsed in 2008. Foreclosure sales have been a downward force on housing prices in Oakland as well as nationally. The foreclosure process usually begins with a Notice of Default (NOD), which is typically sent as a letter from the lender giving the homeowner three months to repay all outstanding payments. If the repayment is not made within three months a Notice of Trustee sale (NOT) is sent to notify the homeowner of the impending foreclosure and the auction date of the property. If the property cannot be sold at auction, it becomes a Real Estate Owned (REO) property by the lender."[11]

As illustrated in **Table 10.1-5** there was also an increase in foreclosure activity during the recent economic downturn in the Planning Area. There was a rapid increase in NOD, NOT and REO activity early on in the recession. In 2008, there was a 106.1% increase in foreclosure activity in the Planning Area compared to only a 46.2% increase citywide.

However, the Planning Area had less foreclosure activity in 2009 with a 7.4% decrease in activity compared to a 3.3% increase in citywide foreclosure activity.

[11] http://www2.oaklandnet.com/oakca1/groups/ceda/documents/form/oak034273.pdf

Table 10.1-5: Foreclosures 2007-2010: West Oakland vs. Citywide

Citywide							
	2007	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**
NOD	3138	4538	3885	3614	3160	2672	702
REO	1200	2839	1732	1604	1418	700	71
Sold to 3rd	-	68	94	378	499	470	440
Completed FC	*1,200*	*2,907*	*1,826*	*1,982*	*1,917*	*1,170*	*511*
West Oakland							
	2007	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**
NOD	296	298	257	217	166	136	31
REO	156	207	132	113	82	36	8
Sold to 3rd	5	1	21	47	32	22	5
Completed FC	*161*	*208*	*153*	*160*	*114*	*58*	*13*

Source: ForeclosureRadar.com

A path breaking legislation was adopted by the City of Oakland earlier in late 2012 that approved a pilot study within the Restoring Ownership Opportunity Today (ROOT) program that would enable a targeted number of Oakland qualified homeowners who are facing the threat of foreclosures to remain in their homes through significant principal reductions, by resetting their mortgages to today's current market value. The pilot study is part of a wider Foreclosure Prevention/Mitigation program that will include other proactive strategies to prevent foreclosures in Oakland, and also has as its goals to prevent displacement of existing tenant households, promote homeownership opportunities, provide rental housing opportunities of affordable to low and moderate-income households, and transform blighted and/or abandoned properties into homes for new families.[12]

[12] http://www2.oaklandnet.com/oakca1/groups/ceda/documents/form/oak034273.pdf

Oakland Community Land Trust

The Oakland Community Land Trust (OakCLT) has received just over $5 million of the Neighborhood Stabilization Program HUD funds to be dedicated to such projects. The mission of OakCLT is to help provide permanently affordable homes and to stave off blight in Oakland's neighborhoods. The (OakCLT) was established through the joint efforts of Urban Strategies Council and other community partners to promote neighborhood stability and community involvement through the provision of permanently affordable homeownership and equity-sharing options. The Community Land trust works in the following generalized manner:

- The non-profit Oakland Community Land Trust (OakCLT) acquires vacant, foreclosed homes that can otherwise contribute to neighborhood blight and public safety

concerns.

- OakCLT rehabilitates foreclosed homes, including weatherization and energy-efficient retrofitting.
- OakCLT then sells the renovated homes to new homebuyers at a price affordable to working families earning 50 to 80% of the area's median income.
- OakCLT retains ownership of the land under the homes, while leasing the land back to the new homeowner under a 99-year, renewable term.

By retaining ownership of the land and selling the improvements, OakCLT ensures permanent affordability. Subsequent homebuyers will benefit from the same affordable home prices. However, the Land Trust has produced relatively few units, and most of these are currently located in East Oakland.

One Bay Area Plan

Plan Bay Area provides a strategy for meeting 80% of the region's future housing needs in Priority Development Areas (PDAs). These are neighborhoods within walking distance of frequent transit service, offering a wide variety of housing options, and featuring amenities such as grocery stores, community centers, and restaurants. Identified by cities and towns across the region, the PDAs in Oakland range from a "Regional Center" like downtown Oakland, to a "Transit Town Center" like the West Oakland BART Station area. Plan Bay Area helps fund mixed-income housing production and locally-led planning in PDAs.

Campaign Managed by Housing California

There are ongoing efforts at the State level similar to the recent campaign for the Senate Bill 1156 that was managed by Housing California to establish a new mechanism for financing affordable housing among other sustainable activities within specified California communities. Although the Governor vetoed the Bill, he plans to reconsider this in the future. "I prefer to take a constructive look at implementing this type of program once the winding down of redevelopment is complete and general fund savings are achieved. At the time, we will be in a much better position to consider new investment authority. I am committed to working with the Legislature and interested parties on the important task of revitalizing our communities."[13]

AFFORDABLE HOUSING OBJECTIVE AND OPPORTUNITIES

To continue Oakland's track record of providing affordable housing for its residents, the Plan should target 15% of the new units to be built in the Plan Area between now and 2035 for low and moderate income households, consistent with former state Redevelopment area requirements. The financing method for new affordable units, however, is uncertain, given the dissolution by the State of the Oakland Redevelopment Agency, previously the primary generator of affordable housing financing. The City is currently undertaking a number of initiatives to develop new funding mechanisms to produce affordable housing in the Plan Area and citywide.

To bolster the existing diverse community in the Plan Area and to encourage continued diversity, the Plan discourages over-concentration of affordable or other special needs housing within one area or development. Instead, such housing should be distributed throughout the Plan Area and be well integrated with general market-rate housing, either as part of mixed income developments or as stand-alone affordable housing developments in mixed income neighborhoods. Given the desire to promote the use of transit and reduce vehicle trips, particular emphasis should be placed on providing workforce housing that is affordable to those who work in the area's commercial businesses.

In addition, the City's programs should be used to help existing restricted affordable housing properties stay in excellent condition, and to cultivate first-time homebuyers, as well as to provide resources for existing low income

[13] http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201120120SB1156

residents to remain in their units by lowering cost burdens.

Funding Outlook

Most affordable housing in the Plan Area is expected to be funded with a mix of local and non-local sources, including Low Income Housing Tax Credits (LIHTC), Federal HOME funds, mortgage revenue bonds, and HUD funds. With few exceptions, non-local subsidy sources are not adequate, even in combination, to fully subsidize the cost differential to make new housing development affordable to low and moderate income households. It is anticipated, however, that the City will continue its collaboration with the Oakland Housing Authority to provide project-based vouchers that subsidize rents to market level while sustaining affordability for residents.

Up until the dissolution of the City's Redevelopment Agency (ORA) on February 1, 2012, redevelopment-generated tax increment was the most important local source of funding for affordable housing. The City of Oakland dedicated 25% of the tax increment funds to affordable housing (5% more than required by state law). Prior to the loss of Redevelopment, the City usually had 15-25 million dollars annually for its housing Notice of Funding Availability (NOFA). With the loss of Redevelopment and cuts to Federal funds, there will be a substantial reduction of funds available per year that will create a large financing gap for affordable units.

The City is looking at several options to fill the financing gap. Recently, the City Council adopted an ordinance to dedicate 25% of the former property tax increment it receives to the production of affordable housing (see discussion under Affordable Housing Implementation Strategies). Additionally, Oakland will continue to support and advocate for pending legislation to support affordable housing development such as SB 391, the Homes and Jobs Act. Due to declining federal financial assistance for affordable housing, the dissolution of the City's Redevelopment Agency, and a lack of a citywide inclusionary housing requirement, a menu of creative strategies is required to meet the affordable housing needs for the Plan Area. These strategies are presented below.

Potential Funding Sources, Incentives and Approaches

Incentive programs may help to expand affordable housing opportunities. Although the market feasibility study conducted for this Plan concludes a relatively modest forecast for the likelihood of new housing being constructed in the next 5 to 10 years, this planning document has a planning horizon of 25 years, with ultimate build-out forecast to 2035. Thus, incorporating a phased system of incentives once the market picks up could be a component of the Specific Plan, however feasibility studies are needed to determine the impact of such programs.

Depending on the results of feasibility studies, future programs may be put in place to assist with meeting affordable housing goals. However, it is important that incentives and requirements for affordable housing be addressed on a citywide level. A comprehensive citywide policy would alleviate the concern that requiring affordable housing only in the Plan Area could over-burden developers and put this area at a competitive disadvantage compared to the rest of the City.

Affordable Housing Unit Types

In 2011, the average household size in the Plan Area was 2.90 and 78.2% of Plan Area households rented their homes (compared to a Citywide average household size of 2.66 and a 58.4% renter occupancy rate). The Plan Area also includes proportionally fewer employed persons than in other parts of Oakland. Affordable units should be sized to support housing for seniors and families with children. Developers of market-rate housing have tended to build a greater proportion of 1-2 bedroom units, and so development of larger units will need to be encouraged though zoning incentives and/or through affordable housing development, which

includes requirements for 3+ bedroom units in family developments with City funds.

Parking Incentives

Affordable housing residents, particularly seniors, tend to have lower rates of car ownership. On a case by case basis it may be appropriate to allow lower parking requirements for affordable housing, particularly those with excellent transit access.

Affordable housing developers will need to apply for the State mandated density bonus program reduction. Reductions in required parking without a conditional use permit will also apply to senior housing.

Affordable Housing Site Suitability

Given the importance of Federal Low Income Housing Tax Credits (LIHTC) in financing affordable housing, sites that are good candidates to be eligible for such tax credits would assist with addressing the affordable housing target set out in this Plan. Sites most competitive to receive tax credits are those sites in close proximity to transit and services, such as grocery stores and medical services.

Land Banking

Although the housing market downturn of 2007 depressed land values, most landowners of underutilized sites are hesitant to sell their properties at lower prices, anticipating a higher rate of return when the market recovers.

Inflated property value expectations from landowners in the Plan Area impede efforts to develop housing, affordable and market rate, since high site acquisition costs often make development infeasible. Thus, attention should be paid to motivated sellers in the near term that may be willing to sell land in the Plan Area based on current values.

The most important public funding sources have limits on land acquisition. Federal HOME funds cannot be used for land banking. The dissolution of the City's Redevelopment Agency marked the end of a possible additional funding source. However, there are now several potential sites currently owned by the City as successor to the housing assets and functions of the Redevelopment Agency that can either be used for affordable housing and/or sold to generate funding for additional affordable housing units elsewhere. This includes lots at 7th and Campbell Streets, Wood Street and potentially others.

Grant Funding

Tremendous uncertainty exists around the future of affordable housing finance given California's recent decision to eliminate Redevelopment Agencies in the state. To close the gap for which local funds have generally been needed to finance affordable units, additional funding sources must be identified. The City will continue to monitor and support State affordable housing legislation and identify alternative grant sources.

Jobs/Housing Impact Fee and Affordable Housing Trust Fund

The Jobs/Housing Impact Fee was established in Oakland to assure that certain commercial development projects compensate and mitigate for the increased demand for affordable housing generated by such development projects within the city. A fee (in FY 2014, the current fee is $4.74 per square foot) is assessed by the City on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. Impact Fees collected go into a Housing Trust Fund, which is then made available to nonprofits to build affordable housing. To date, this Fee has generated just under $1.5 million in funding since its inception—it's a welcome addition to the funding pool, but not a complete fix to the City's affordable housing funding.

Affordable Housing Trust Fund Bolstered by "Boomerang" Funds

Demonstrating a strong commitment to continue funding affordable housing, the Oakland City Council, at its October 1, 2013 meeting, adopted

an ordinance to dedicate, on an ongoing basis, 25% of the former increment property tax it now receives as a taxing entity (termed "boomerang" funds) is deposited into the Affordable Housing Trust Fund. The ongoing deposit will commence with the budget cycle starting July 1, 2015. Any one-time boomerang funds (from the City's share of one-time proceeds whenever the Redevelopment Successor Agency sells property or other compensation) received by the City after July, 2013 would be subject to the Ordinance, with 25% of the City's distribution deposited into the Affordable Housing Trust Fund. The on-going allocation is projected to generate approximately $4.2 million starting in Fiscal Year 2014-15, and increasing annually with property tax income from that point forward.

These funds will be used to increase, improve, and preserve the supply of affordable housing in the City, with priority given to housing for very low income households. Funds may also be used to cover reasonable administrative or related expenses of the City not reimbursed through processing fees. Funds in the Affordable Housing Trust Fund must be used in accordance with the City's adopted General Plan Housing Element, the Consolidated Plan, and subsequent housing plans adopted by the City Council, to subsidize or assist the City, other government entities, nonprofit organizations, private organizations or firms, or individuals in the construction, preservation or substantial rehabilitation of affordable housing.

Anti-displacement Approaches

Diligent enforcement of the City's Rent Adjustment and Just Cause for Eviction ordinances will help existing renters remain in their units with modest rental increases as the West Oakland housing market heats up.

Preservation of the existing rental housing stock in the Plan Area will be achieved through various regulatory tools, such as the City's Condominium Conversion regulations. The City's Condominium Conversion Ordinance addresses the conversion of rental units to ownership condominiums.

Currently, conversion of five or more units requires replacement units, which helps maintain the city's rental housing supply.

The City's Condominium Conversion Ordinance outlines tenant protections which are paraphrased as follows (see Oakland Municipal Code Section 16.36 for full ordinance):

- The right to terminate lease upon notification of intent to convert; right to continue occupancy for a period after conversion approved; limits on rent increases; limits on work to occupied units; exclusive right to purchase a unit in the building; and relocation assistance. Additionally, tenants 62 and older are offered lifetime leases and limitations on base rent and monthly rent increases.

As of the writing of this Specific Plan, there are discussions underway at the City Council level that contemplates additional protections for two- to four-unit properties.

The City's Single Room Occupancy (SRO) replacement ordinance, adopted in 2003, requires replacement of SRO housing units, preserving an important source of housing for extremely low income residents who would otherwise be in danger of homelessness. In restricted SRO housing, City staff is working with non-profit owners to tie in supportive services (health care, mental health services) to further stabilize residents' lives.

First time homebuyers can use the City, County and State programs previously identified in this Plan section to purchase homes in the community. Credit counseling programs can be used to help improve the credit of potential homebuyers, and the City and its partners can help resident homeowners start to take over many foreclosed properties from investors.

Existing low to moderate income homeowners can use the City's programs for rehabilitating units, take Unity Council classes on budgeting and maintenance, and if needed, seek out assistance to avoid foreclosure in the event of financial crises.

Seniors can use the City's residential lending

programs for access improvements and local health care referrals to age in place to the greatest extent possible.

Emphasis on Workforce Housing

Given the desire to promote the use of transit and reduce vehicle trips, particular emphasis should be placed on providing workforce housing that is affordable to those who work in the area's commercial and industrial businesses. The Urban Land Institute's Terwilliger Center for Workforce Housing defines workforce households as those with incomes between 60 and 120% of area median income, adjusted for household size. In the Plan Area, in 2013, this equates to a three-person household earning between $48,140 and $96,350 of area median income.

Households in the Plan Area include proportionally fewer employed residents and lower household incomes than the rest of the City of Oakland. However, the high cost of new housing developments is challenging for "workforce" households (earning between 60 and 120% of area median income). These households struggle to secure housing that is often geared to higher income households.

Creative ways to finance housing for workforce households is essential to maintaining the diversity of the Plan Area, as well as the entire city. A citywide strategy is necessary to address this issue.

Citywide Affordable Housing Policies

A citywide affordable housing policy, which may include providing for community benefits (public facilities, jobs and/or affordable housing requirements), could be an important component to providing affordable housing in the Plan Area. A comprehensive citywide policy will alleviate the concern that requiring affordable housing only in the Plan Area would over-burden developers and put this area at a competitive disadvantage compared to the rest of the City.

State-mandated Bonus and Incentive Program

Oakland Planning Code Chapter 17.107 already includes a bonus and incentive program, as mandated by California Government Code 65915, for the production of housing affordable to a range of incomes, as well as a bonus and incentive program for the creation of senior housing and for the provision of day care facilities. This existing Bonus and Incentive Program allows a developer to receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of affordable housing.

Following is a comprehensive list of proposed strategies.

AFFORDABLE HOUSING STRATEGIES

Intent: Ensure continued availability of affordable housing options for lower and moderate income households in West Oakland.

AH-1: Prepare to accommodate existing residents in the West Oakland Specific Plan.

- Project housing growth for a population of diverse incomes by 2035. (E.g. West Oakland will be a mixed income community with the AMI $50,000 by 2035.)
- Tailor marketing for future residential projects in view of this mixed income community demographic.

AH-2: Prioritize preservation of subsidized affordable housing.

- Seek out sources of funding to continue the City of Oakland's program of rehabbing existing affordable developments and extending affordability terms accordingly.
- Continue vigorous monitoring of the existing affordable housing portfolio.
- Ensure access to home improvement/ blight reduction programs for existing small properties by exploring ways to preserve and expand funding to existing Residential Rehabilitation programs to provide funds for low to moderate income homebuyers.

- Continue coordination of counseling and referral services for homeowners and renters.
- Continue seeking out programs to reduce the cost and energy usage of operating housing units to thereby reduce overall operating expenses and/or tenant utility payments. Such programs include as Pacific Gas and Electric (PG&E) programs, that subsidize energy efficient appliances and fixtures, energy audits for property owners, and federal programs to reduce energy usage and costs.
- Continue and consider expanding Rent Adjustment outreach to tenants, enforcement of rent adjustment regulations regarding rent increases, and Just Cause eviction regulations. Secure a funding source to fill the feasibility gap (the difference between housing costs and the financial ability to pay) which has averaged as much as $40,000 per unit in the recent past if the former Redevelopment Agency's tax increment set-aside funds are no longer available.

AH-3: In addition to providing market-rate new units, expand, stabilize, and improve affordable housing opportunities for extremely low to moderate income renters and homebuyers.

- Explore options to fund new affordable housing – rental and ownership – in select areas, especially in the Transit-Oriented Development (TOD) near BART and major corridors with excellent transit and retail and social service, such as along the San Pablo Avenue corridor. Possible sources of funding to explore include: designated portions of the real estate transfer tax or the City's portion of the former redevelopment tax increment to affordable housing, applying to the state for matching grants for local housing trust funds as available.
- Utilize the Jobs/Housing Impact Fee to offset the cost of providing affordable housing.
- Specifically target development and marketing resources along West Oakland's major corridors (i.e., West Grand Avenue, the West Oakland BART Station at 7th Street, and San Pablo Avenue), which are easily accessible to transit, jobs, shopping, and services.
- Promote a mix of housing types, including homeownership, multifamily rental housing, and housing for seniors and persons with special needs, and developing and promoting programs and mechanisms to expand opportunities for lower-income households to become homeowners.
- Continue to refine and implement programs to permit projects to exceed the maximum allowable density set by zoning if they include units set aside for occupancy by very low, low-, and moderate-income households and/or seniors.
- Pursue a comprehensive Citywide housing policy that addresses concerns from all constituents.
- Expand opportunities for homeownership by low to moderate income homebuyers by seeking expanded funding for the First-time Homebuyers Mortgage Assistance program, "sweat-equity" housing programs (e.g. Habitat for Humanity) and Limited Housing Equity Cooperatives.
- Explore regulatory incentives for promoting affordable housing opportunities, such as gearing existing zoning regulations to make use of density bonus law more attractive to provide for infill affordable housing in new developments (mostly mixed affordable/market rate). This could also involve exploring processes to foster developer agreements with potential developers.
- Review and revise residential development regulations with the intent of encouraging and sustaining a diverse mix of housing types and densities throughout the City for all income levels.
- On a case-by-case basis it may be appropriate to allow lower parking requirements for affordable housing, particularly those with excellent transit

access.

- As a long-term action item, encourage Employer Assisted Housing Program for employees in West Oakland.
- Consider creating set-asides in low-home ownership districts to increase the rate of ownership in these districts, especially by low income households.

AH-4: Promote intergovernmental coordination in review and approval of residential development proposals when more than one governmental agency has jurisdiction.

- Continue to implement permit processes that facilitate the provision of housing.
- Annually review and revise permit approval processes, allow flexibility in the application of zoning, building, and other regulations to reduce the cost of development through reasonable fees and improvement standards.

AH-5: Expand opportunities for affordable homeownership and rentals, while balancing the needs for both additional market rate and affordable housing.

- Retain and improve existing housing units within the Opportunity Areas.
- Allow limited and carefully selected industrial sites to be re-zoned to accommodate new residential development. Criteria by which residential infill may be allowed include sites within already established residential patterns.

AH-6: Ensure continued availability of safe and affordable housing options for lower income and moderate income households.

- Ensure access to home improvement/ blight reduction programs for existing small properties by exploring ways to preserve and expand funding to existing Residential Rehabilitation programs to provide funds for low to moderate income homebuyers.
- Work with owners of assisted projects that have substantial needs for capital improvements to maintain the use of the properties as decent affordable housing and continuing to administer programs to protect existing tenants from unreasonable rent increases.
- Continue and consider expanding Rent Adjustment outreach to tenants, enforcement of rent adjustment regulations regarding rent increases, and Just Cause eviction regulations.
- Continue coordination of counseling and referral services for homeowners and renters.
- Continue seeking out programs to reduce the cost and energy usage of operating housing units: PG&E programs to subsidize more energy efficient appliances and fixtures, energy audits for property owners, federal programs to reduce energy usage and costs.
- Support and facilitate the construction of secondary units in residential zones and recognize these units as an important affordable housing option.
- Use Federal Low Income Housing Tax Credits (LIHTC) in financing affordable housing. Sites most competitive to receive tax credits are those sites in close proximity to transit and services, such as grocery stores and medical services.
- Utilize land banking for sites currently owned by the City as successor to the Redevelopment Agency that can either be used for affordable housing and/or sold to create funding for additional affordable housing units elsewhere.
- Continue to utilize the Condominium Conversion Ordinance to preserve existing rental housing stock in the Plan area.
- Review the Condominium Conversion Ordinance for possibilities to strengthen protections for renters, including replacement units for two-four unit conversions.
- Help resident homeowners' access credit counseling programs and help improve the

credit of potential homebuyers, and the City and its partners.

- Help existing low to moderate income homeowners use the City's programs for rehabilitating units, take Unity Council classes on budgeting and maintenance, and if needed seek out assistance to avoid foreclosure in the event of financial crises.
- Increase coordination between rent adjustment and code enforcement to advise tenants regarding landlord anti-harassment policies. Consider strengthening policies and to educate tenants.
- Strengthen local relocation policies to ensure that any resident displaced as a result of a no-fault eviction, including building closure due to uninhabitable conditions, or publicly funded development activity receives just compensation and comprehensive relocation assistance.
- Explore legal mechanisms for getting non-responsive owners to address code violations.
- Study the feasibility to enact a "right of first refusal" policy, where not in place, to require that housing units that are renovated through redevelopment, rehabilitation (including due to code enforcement activities), to be offered to existing tenants first, before being sold or re-rented on the private market.

AH-7: Take steps to reduce the vulnerability to foreclosures of existing owners and renters, and to ensure that new owners of foreclosed properties become responsible stewards of the properties.

- Continue to hold events and provide referrals to in-trouble homeowners to financial and debt counseling, as well as programs designed to re-structure underwater mortgages (HARP/ HAMP programs on the Federal level), provide mortgage payment subsidies during unexpected periods of unemployment (Keep Your Home California program sponsored by the California Housing Finance Agency).
- Restoring Ownership Opportunity Today (ROOT) program (homeowners): Seek to minimize displacement of homeowners by purchasing troubled mortgages and re-structuring loans to qualified homeowners to avoid foreclosures in a revolving loan program.
- Ensure upkeep and maintenance of foreclosed properties owned by investors and lenders through required registry and inspection programs.
- Continue outreach and coordination of counseling programs to renters impacted by foreclosures in order to protect their rights as renters pre- and post-foreclosure.

AH-8: Increase public access to information through technology.

- Update City policies, programs, regulations, permit processes, and the status of specific parcels through electronic means and expand the availability of information regarding meetings, hearings, programs, policies and housing-related issues through development and improvement of its web site.
- Update the City's Geographic Information System (GIS) to provide more accurate and user-friendly access to information about parcels and neighborhoods.

AH-9: Conserve and improve older housing and neighborhoods.

- Abate blighting conditions through a combination of code enforcement, financial assistance, and public investment.
- Support preservation and rehabilitation of existing housing stock with an emphasis on housing occupied by senior citizens, disabled, and low-income populations using principles described in "Rehab Right".
- Encouraging the relocation of structurally sound housing units scheduled for demolition to compatible neighborhoods, when appropriate land can be found.

- Provide varieties of loan programs to assist with the rehabilitation of owner-occupied and rental housing for very low and low-income households and assist senior citizen and disabled population with housing rehabilitation so that they may remain in their homes.

AH-10: Preserve the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.

- Seek mechanisms for protecting and improving the existing stock of residential hotels, which provide housing of last resort for extremely low-income households and continuing to use regulatory controls to limit the loss of housing and rental housing units due to their conversion to non-residential use.
- Boomerang funds will be used to increase, improve, and preserve the supply of affordable housing in the City, with priority given to housing for very low income households and must be used in the construction, preservation or substantial rehabilitation of affordable housing.

AH-11: Promote equal housing opportunity.

- Provide reasonable accommodations to persons with disabilities in access to public facilities, programs, and services.
- Actively support efforts to provide education and counseling regarding housing discrimination, to investigate discrimination complaints, and to pursue enforcement when necessary.
- Encourage future regional housing allocations by the Association of Bay Area Governments (ABAG) to avoid over-concentration of low income housing in communities with high percentages of such housing.
- Work to promote fair lending practices throughout the City to ensure that low-income and minority residents have fair access to capital resources needed to acquire and maintain housing.
- Continue to provide access for seniors to the City's residential lending programs for access improvements and local health care referrals to age in place to the greatest extent possible.

AH-12: Develop and promote sustainable development and sustainable communities that in turn create more disposable income for housing.

- Continue to direct development toward existing communities and encouraging infill development that is compatible with the surrounding communities.
- Work with developers to encourage construction of new housing that, where feasible, reduces the footprint of the building and landscaping, preserves green spaces, and supports ecological systems.
- Encourage linkage of land use planning with public health planning as a way to improve the health of Oakland's residents, reduce personal and government health costs and liabilities, and create more disposable income for housing.
- Reduce the housing cost burden for neighborhood residents through local economic development, including targeting workforce development for existing West Oakland residents to increase household income over time without displacement.
- Consider establishing a forum to support community-based training for residents to participate in planning and development processes.
- Explore ways to evaluate and mitigate displacement by individual development projects.

Table 10.1-6 below illustrates some of the many potential pathways to affordable housing for existing and future low to moderate income West Oakland residents, building on opportunities already available in and around West Oakland. The goal for equitable economic development in West Oakland is to engage opportunities for existing low to moderate income residents to

improve their earnings potential through access to better training and employment, which in turn allow these households to better weather increasing housing costs. However, this should be undertaken while also promoting retention and development of new affordable housing opportunities, to provide resources for residents with a broad range of incomes in the area, in order to reduce displacement.

Affordable Housing and Community Benefits:

AH-13: The City is committed to equitable development in Specific Plan Areas, Priority Development Areas (PDAs) and large development projects that provides for a range of economic levels to ensure the development of thriving, vibrant, complete communities.

- Among other actions, the City will conduct a nexus study and an economic feasibility study to evaluate the impact fees for affordable housing, transportation, and capital improvements. The study will be completed no later than December 31, 2014
- The City will also consider programs for acquisition and land banking of opportunity sites and other affordable housing policies in these areas to ensure that development of affordable housing takes place within the Plan Area.

AH-14: Bonuses and Incentives for Affordable Housing and Community Benefits.

The City will explore the feasibility of developing a Housing Overlay Zone (HOZ) that provides an appropriate method for bonuses and incentives that would allow additional heights or density in exchange for the provisions of affordable housing and other community benefits. Criteria to consider as part of this analysis are:

- Study and selection of appropriate policy mechanism(s) to provide the public benefits. The City will conduct a nexus study for the targeting of potential public benefits mechanism;
- Quantification of the costs of providing the desired benefits as well as the value of corresponding bonuses and incentives;
- Creating a potential system of “tiers” of bonuses and incentives given and benefits provided, that could effectively phase requirements and prioritize benefits, and create effective evaluation criteria to improve the program delivery over time;
- Increasing benefit to developers as more benefits and amenities are added;
- Numerically linking the financial value of the bonus or incentive given (defined by value of gross floor area added) to the cost of benefit or amenity provided;
- Establishing a potential “points” system to link incentives and benefits. For example, the City may devise a menu of community benefits and amenities and assign points to each item. The points earned then determine the amount of bonus and/or incentive a development may claim;
- Identifying the economic feasibility of development to inform the amount of community benefits and amenities to be provided by a particular project in exchange for additional height or density; and
- Clear direction on the relationship between city-wide mechanisms and the implementation in specific plans.

Figure 10.1-6. Potential Affordable Housing Pathways for West Oakland Residents

Population	Initial Actions	Follow-up	Ideal Outcomes
Homeless	Transitional Housing/ SROs with services Operation Dignity (Veterans) East Bay Community Recover Project	Stabilize Health and Housing California Hotel East Bay Recovery Project	Self-sufficient residents with employment and/or access to benefits
Potential Homebuyers	Homebuyer Counseling Credit Repair and Counseling City, Unity Council	City First-Time Homebuyer Programs State / County Homebuyer Assistance Affordable Housing - long term restricted (Habitat, Density Bonus units, Land Trust)	Long-Term Stable Homeowners Unity Council programs re: Homeowner budgeting Foreclosure Prevention Counseling
Low to Moderate Income Renters	Increase Household Incomes through Better Access to Job Training and Employment See Equitable Economic Development section of this Chapter Enforce Rent Adjustment and Just Cause, Condominium Conversion ordinance City Rent Adjustment Continued development of affordable rental housing, City Housing Development	Renters with stable, healthy housing affordable to their household income (and a broader range of household incomes)	Rents stabilized; residents have more funds to spend on their families and in their communities
Senior Homeowners	Programs to Age in Place City Residential Lending rehab programs	Lifelong Medical	Referrals as needed to In-Home Health Services, continuum of care resources
Senior Renters	Rent Adjustment to stabilize Rents	Affordable Housing Referrals Housing Assistance Center	Affordable senior housing (including some with units adapted for live-in caretakers)
Emancipated Foster Youth	Pre-emancipation training	Short-term housing assistance (funding and referrals) First Place for Youth	Self-sufficient and healthy young adults, with stable housing

10.2: Equitable Economic Development

Equitable economic development refers to strategies that seek to empower existing residents and businesses to participate in and benefit from development, employment growth, and other new economic activity in a neighborhood, city, or region.

This section of the Specific Plan presents strategies for empowering existing residents and businesses to participate in, and benefit from, the new development and economic activity planned for West Oakland, by building on and connecting existing governmental and community-based equitable economic development programs. The section's goal is to benefit a range of stakeholders by:

- Empowering residents at a range of education and skill levels to find high quality, well-paying jobs, either in West Oakland or elsewhere in the region.

West Oakland is challenged by high unemployment, relatively low educational attainment, and a lack of local jobs that match the skills of residents. The community is eager to establish career pathways to connect local residents with the new jobs that are expected to accompany implementation of the Plan. At the same time, it is unlikely that West Oakland businesses can employ a majority of local residents given that most neighborhoods have some share of in- and out-commuting. West Oakland residents must therefore also be connected to employment opportunities throughout Oakland and the rest of the region.

- Supporting, developing, and retaining small businesses.

This includes locally-owned, neighborhood-serving businesses, as well as those in West Oakland's growing industrial arts and urban manufacturing sectors. West Oakland has a strong entrepreneurial culture and a growing urban manufacturing sector, with concentrations in the industrial arts, small-batch food production, construction, metal fabrication, publishing, audio media, and fashion.

- Cultivating a business environment that contributes to the Plan Area's and the City's overall economic competitiveness.

West Oakland's competitively priced land and building space, central location in the region, and entrepreneurial and artistic atmosphere represent an opportunity to attract new businesses and jobs to the City. Chapter 3, Market Analysis identifies urban manufacturing, construction and related design and engineering, clean/green technology, the information sector, and life sciences/ biotechnology as industries with substantial growth potential both at the regional level and within the Plan Area.

- Ensuring that households have access to neighborhood-serving retail and other goods and services to support a high quality of life.

As discussed in Chapter 3, West Oakland is currently underserved by businesses providing access to everyday goods and services, such as a full-service grocery store, pharmacy, and financial services institution. Expanding access to neighborhood-serving retail would greatly improve the quality of life in West Oakland, provide jobs, and help make the neighborhood more lively, safe, and attractive.

In some cases, the stakeholders identified above may have competing interests. For example, industrial uses may generate noise, pollution, and truck traffic that negatively affects residents; new businesses and commercial activity may lead to increased rents and place existing businesses at risk of displacement. Balancing these interests is one of the central challenges of land use planning. At the same time, however, many of the interests of the different stakeholders are inherently interconnected. For instance,

workforce training and placement programs could train and connect West Oakland residents with local businesses looking for skilled workers. Expanding access to retail and transportation and addressing the area's infrastructure deficits, environmental contamination, and perceptions of crime and blight will benefit residents' quality of life, facilitate the expansion and retention of existing businesses, and help attract new businesses. Supporting the industrial arts and urban manufacturing sector will be critical to cultivating and maintaining an atmosphere that is attractive to tech and biotech businesses, while new businesses can help expand employment opportunities for residents and contribute to the Plan Area's and the City's overall economic competitiveness. The strategies identified in this section seek to ensure that all West Oakland residents, workers and businesses have the opportunity to participate in and benefit from economic growth.

EMERGING OPPORTUNITIES

An effective strategy for promoting equitable development is to build on existing and emerging "hotspots"– i.e. areas of emerging activity generated by the private market, Community-Based Organizations (CBO), and local government. With that goal in mind, this section provides an overview of several of the key, short- and long-term opportunities in West Oakland, including existing areas of momentum within the community, as well as potential future growth opportunities. This section aims to build on and integrate these individual opportunities and efforts into a broader, area-wide equitable economic development strategy.

Existing Equitable Economic Development Organizations and Resources

West Oakland benefits from a large number of non-profit entities, business organizations, and city and regional public sector agencies that are already working to address job training, education, and small business development. Table 10.2-1 lists a selection of existing resources in and around West Oakland that provide services that are directly related to equitable economic development, including youth programs, job training, job placement, referrals, and small business/entrepreneurship assistance. Some of the organizations listed in **Table 10.2-1** operate programs that may be expanded over time, or can serve as models for future equitable economic development efforts. Beyond these direct service providers, many other West Oakland organizations serve as advocates or provide programming for critical neighborhood issues that are interrelated to economic development, such as childhood education, environmental health, or other needs. These existing community-based and public organizations will play a key role in implementing many of the strategies discussed below.

Industrial Arts and Urban Manufacturing

As noted above, West Oakland is home to a growing industrial arts and urban manufacturing sector and a renaissance of the small scale production that historically occurred in the district. Business owners report that the current building stock in West Oakland is well-suited to their needs – large, affordable industrial buildings zoned to accommodate manufacturing businesses – and cite the preservation of existing industrial buildings and zoning as a critical form of support for their businesses. This sector is critical to West Oakland's economic vitality, and has the potential to contribute to short and long-term equitable economic development activity in several key ways.

First, some business owners have expressed an interest in hiring West Oakland residents with appropriate skills and training. This may represent an opportunity to better connect existing West Oakland residents to local jobs through youth education and workforce training programs – such as those provided by the Crucible targeted to industrial arts and other urban manufacturing businesses.

Second, the urban manufacturing and industrial arts sector contributes significantly to the entrepreneurial and artistic atmosphere in West Oakland, which is one of the area's greatest assets in attracting new businesses. Cultivating

and maintaining this environment will be critical to attracting tech, biotech, and other new businesses.

Neighborhood-Serving Retail and Service Development

Local businesses and Community-Based Organizations have begun to step in to provide access to the everyday goods and services that West Oakland lacks. For example, a number of community-based and/or locally-owned establishments have opened on 7th Street in recent years, including the Mandela Foods Cooperative, the Revolution Café coffee shop, and Bikes 4 Life bicycle store. The Community Trust Credit Union, which provides financial services to low-income and underserved communities, also has a location on 7th Street.

Meanwhile, People's Community Market, a community organization, is working to develop a 12,000 square foot grocery store at the corner of Market Street and West Grand Avenue that could also eventually include a community health clinic and financial services institution. In the short-term, these new retail and service establishments provide much needed goods and services, community gathering places, and employment opportunities, while serving as models for other local entrepreneurs and community-based economic development efforts. In the longer term, these establishments have the potential to help attract additional, complementary retailers by creating more active shopping districts and demonstrating the depth of demand for new retail in West Oakland.

Oakland Army Base Redevelopment

The City of Oakland signed a development agreement in 2012 that aims to transform the former army base into the Oakland Global Trade and Logistics Center. The redevelopment project is expected to directly generate approximately 1,500 temporary "construction" jobs and 850 permanent "operations" positions for City residents.[14] Temporary jobs will be associated primarily with construction and job training, while most permanent jobs will be in the fields of logistics, distribution and warehousing. Of these jobs, approximately 420 temporary and 150 full-time positions are expected to go to West Oakland residents.[15]

The Community Jobs Policies (CJP) negotiated as part of this project include a 50% local hire requirement for construction and operations jobs, with a preference to West Oakland and Enterprise Zone[16] residents, and a non-discriminatory policy towards ex-offenders in hiring for these positions. The CJP also requires that 25% of operations jobs be reserved for disadvantaged workers, such as unemployed veterans and the long-term unemployed, and that 20% of all construction hours be worked by apprentices. 25% of apprentice hours must be worked by disadvantaged workers. All new apprentices must be Oakland residents.[17]

[14] Source: IMPLAN OAB Job Creation Projections – Oakland, September 17th

[15] Ibid

[16] The Oakland Enterprise Zone is a 27 square mile area which includes Downtown, the Oakland International Airport and the Port of Oakland, among other places. The goal of the zone is to stimulate business and economic growth in these targeted areas by providing tax incentives to businesses located within the zone; however, Governor Jerry Brown signed legislation in July 2013 that will phase out enterprise zones and replace them with different tax incentive programs.

[17] West Oakland Job Resource Center Request for Proposals, City of Oakland, April 2013

Table 10.2.1: Selected Equitable Economic Development Resources

Name	Program	Description
Youth Programs		
City Slickers Farms	Youth Crew Summer Program and Allyships	Introduces youth to urban agriculture and environmental justice and provides three-month internships for youth and young adults.
Mandela MarketPlace	Youth Development Programs	Year-round activities to engage youth, explore food and nutrition, and build public speaking and facilitation skills.
Prescott Joseph Center for Community Enhancement	Youth Internship & Employment Training Program	After-school employment program for youth ages 15-18; provides job success training and worksite placement.
The Crucible	Youth camps, after-school, and weekend classes	Youth program aimed at building technical and leadership skills.
American Steel Studios	Youth internship programs	Quarterly internship programs teaching metalworking skills and the business of art.
Educational Institutions		
McClymonds High School	Global Trade Academy (GTA) and STEM Programs	GTA provides career pathways in international trade and business. STEM prepares students for careers in high-tech, high-skill industries.
Laney College	Associate Degrees and Certificate programs	Offers a range of Associate Degree and Certificate programs to prepare West Oakland residents for careers in Biotech, Manufacturing, Construction and other sectors.
Job Training		
Cypress Mandela Training Center	16 week pre-apprenticeship program	Hands-on and classroom training for skilled trades jobs in the construction industry and placement for graduates.
Civicorps	Learning Academy and Job Training Center	Full-time, paid job training on public service projects; students also take night and weekend classes to earn high school diplomas.
Job Placement		
West Oakland Job Resource Center	Career counseling and referral services	Connects residents to job training and employment opportunities associated with the Army Base redevelopment.
Entrepreneurship/Small Business Development		
Mandela MarketPlace	Mandela Foods Cooperative; Microfinance Initiative	Provided training for Mandela Food's worker/owners; facilitates access to capital.
Oakland Business Development Corporation	Small business loans and pre-loan advising	Offers Small Business Administration microloans to West Oakland entrepreneurs as well as technical support in navigating the loan process.

West Oakland Job Resource Center:

The Oakland Army Base Community Jobs Policies led to the creation of a Cooperation Agreement among community stakeholders, organized labor and the City, which requires that the City develop and support a West Oakland Job Resource Center (WOJRC). As originally envisioned, the Center is intended to connect West Oakland and other City residents to job training and employment opportunities associated with the Army Base redevelopment, with a focus on construction and logistics jobs. In order to help prepare residents for these jobs, the WOJRC is working closely with the Cypress Mandela Training Center see (Inset 10.2.1) and other service providers.

The City is also exploring opportunities to expand the Job Resource Center's focus beyond the Army Base by forming partnerships with other large, public employers with major construction projects and local hire requirements, and eventually to branch into other industries in addition to construction. The Center is located on the second floor at the West Oakland Library, which is also planned to house a One-Stop Career Center and Alameda County CalWorks career counselors. Incorporating new and future technology, referring job seekers to business and logistics related education and training at the local Jobs Center will give schools a portal to begin to prepare students to enter the workforce or help them create economic development opportunities for themselves and their families.

Inset 10.2.1: Cypress Mandela Training Center

Cypress Mandela is a non-profit corporation located on Poplar Street in West Oakland that prepares workers for skilled trades jobs in the construction industry. The training center was originally created in 1993 to provide local residents with training and jobs related to rebuilding freeways damaged in the 1989 Loma Prieta earthquake. Today, Cypress Mandela offers a 16-week pre-apprenticeship program that includes class work and hands-on training in both technical and life skills. The program is intended to impact residents with multiple barriers, including individuals who do not have a high school degree, are underemployed or unemployed, or need assistance with child care or other challenges. Students can receive various certifications as well as college credit through the Peralta Community College District or University of California.

Over two decades, Cypress Mandela has developed relationships with local unions, contractors, and public employers including PG&E, EBMUD, and the Port of Oakland. These relationships and the center's excellent reputation as the gold standard in construction training – including five national awards for excellence – allow Cypress Mandela to place 98% of graduating students directly into jobs. Cypress Mandela has signed a Memorandum of Understanding (MOU) with the City of Oakland to provide support and training for clients of the West Oakland Job Resource Center interested in careers on construction.

Sources: Cypress Mandela Training Center, http://www.cypressmandela.org/; Interviews with Arthur Shanks (Executive Director, Cypress Mandela), August 22, 2013 and Al Auletta (Program Manager, City of Oakland), August 23, 2013.

West Oakland BART Station

The West Oakland BART Station's central location within the neighborhood and the region presents opportunities to attract new economic activity, and improve transportation access for West Oakland residents and workers. Chapter 4 of this Plan identifies the Station area as a key opportunity for transformative residential and commercial development, and the City is in the early stages of negotiations with a private developer regarding future development of several publicly owned properties near the station (the West Oakland Transit Village project). As this proposal or other development proposals in the Station area progress, there may be opportunities to incorporate neighborhood-serving retail and/or showcase West Oakland's industrial arts community. At the same time, the BART Station will play an important role in connecting residents to jobs throughout the region, and attracting new employers to West Oakland. Section 5.2 of this Plan identifies a series of strategies for enhancing transit connections within West Oakland and specifically to the BART Station.

Biotechnology, Green Technology and Information Technology Industries

Chapter 3 of this Plan identifies urban manufacturing, clean/green technology, the information sector, life sciences/biotechnology, construction and related design and engineering industries as sectors with substantial growth potential both at the regional level and within the Plan Area. In order to capture life sciences/biotechnology industries in particular, however, updates to streetscape and infrastructure, environmental clean-up of contaminated sites, and improvements to the area's image and perceptions of safety will be needed (as discussed in Chapter 7). In the long-term, as these barriers are addressed, these new industries may create significant employment opportunities in scientific, technical, and support fields (e.g., construction, maintenance, and administration). In order to fully benefit from this opportunity, West Oakland residents must have adequate training in the fields of Science, Technology, Engineering, and Mathematics (STEM), as well as other skills.

IMPLEMENTING AGENCIES, ORGANIZATIONS AND INSTITUTIONS

Specific Plans typically provide recommendations for cities or other public sector agencies to implement the Plan's goals and policies. However, equitable economic development incorporates not only actions that are traditionally performed by the public sector – such as planning, land use, infrastructure provision, workforce and economic development, and funding and financing – but also strategies that are more typically the domain of Community-Based Organizations (CBOs) and educational institutions. Indeed, as illustrated above in **Table 10.2-1**, a variety of public and non-profit organizations in West Oakland are already involved in equitable economic development. This section aims to build on existing capacity in and around West Oakland by recommending implementation strategies for a wider variety of actors, including educational institutions, CBO's, and the City of Oakland.

This section briefly describes the general role that different types of organizations can play in implementing the strategies discussed below.

The City of Oakland

The City of Oakland supports equitable economic development through the following mechanisms:

Planning, Land Use, and Infrastructure Provision

The City of Oakland shapes the potential for growth within West Oakland through the General Plan, this Specific Plan, zoning designations, and other planning, policy, and regulatory documents. The City also maintains streets, sidewalks, and the other basic infrastructure that is critical to business success. This Plan aims to support equitable economic development by addressing barriers such as blight, crime, infrastructure deficits, and contaminated brownfield sites; preserving and clarifying industrial land zoning designations; recognizing and fostering the creative industrial arts and urban manufacturing community; and enhancing transit, pedestrian, and other transportation options.

Workforce and Economic Development

The City plays a role in supporting and attracting businesses and helping job seekers gain employment. The City of Oakland directly operates or serves as a key partner in offering a number of economic development resources, including the Department of Economic & Workforce Development, the Workforce Investment Board, the Oakland Business Assistance Center, the Oakland Business Development Corporation, the West Oakland Job Resource Center, and the West Oakland Public Library. In general, these agencies tend to connect job seekers and businesses with funding and referrals for services, rather than directly providing job training, business technical support, or other programming. These services should be publicized in a manner that is accessible to Planning Area residents.

Connecting West Oakland residents and businesses to these existing resources is a major focus of the strategies recommended below.

Public Funding and Financing

The City administers public funding and financing programs to support community and economic development, such as federal Small Business Administration loans, Community Development Block Grants, and Workforce Investment Act funds. The City also has the ability to capture some of the value created by future development and growth in order to provide community benefits such as affordable housing, workforce training programs, small business support, or infrastructure improvements. These "value capture" strategies can include community benefits agreements, developer agreements, assessment districts, and linkage and impact fees. However, it is important to note that value capture mechanisms rely on the strength of the private market. If implemented during a weak market, they can inhibit new development and stall economic growth. In addition, because such strategies rely on the private market, they are inherently uncertain; it can be difficult to predict the timing and scale of future development and therefore to plan for the resulting funding streams. As a result, value capture mechanisms are more useful for one-time capital improvements such as new sidewalks or affordable housing, rather than as a funding source for ongoing programs.

Community-Based Organizations

While the City can lay the groundwork for new economic activity and connect residents and businesses with funding and services, CBOs can play a more direct role in real estate development and service provision, among other activities. The following functions are typically performed CBOs; many, but not all, are currently provided by CBOs in West Oakland. Note that many organizations perform more than one of these activities.

Youth Education & Programs

A number of programs in West Oakland are aimed at preparing youth for the workforce by teaching both soft skills (e.g., work ethic, time management, communication, and attitude) and technical skills, ranging from food production to metalworking. **Table 10.2-1** lists some of the organizations with career-focused youth education and training programs in West Oakland.

Job Training & Readiness

Job training programs are more directly aimed at training adults for employment in specific fields. **Table 10.2-2** shows some of the organizations that provide job training and readiness programs in West Oakland.

Small Business Support and Entrepreneurship Training

Small business support can include entrepreneurship training classes that teach the skills needed to start and manage a business; technical assistance programs that provide training and/or direct assistance with management, bookkeeping, marketing, or other functions; and lending programs. For example, Mandela MarketPlace (see Inset 10.2.2) provides many of these services in West Oakland, targeted to the Mandela Foods Cooperative and other food-related enterprises. In other places, community development corporations (CDCs),[18] neighborhood economic development centers,[19] or other non-profits may provide these types of services to a broader range of businesses within a neighborhood.

Real Estate Development

Some Community-Based Organizations, typically incorporated as CDCs, develop real estate projects. CDC real estate projects can include affordable space for small businesses (known as small business incubators), artists, industrial users, or other non-profit organizations, as well as affordable housing.

Funding and Financing

Common sources of funding associated with Community-Based Organizations include foundations, which typically provide grants for specific purposes; and community development financial institutions (CDFIs), which provide financial services in underserved neighborhoods. Oakland and the Bay Area are home to many foundations and CDFIs that provide grants and loans for economic development activities, such as the James Irvine Foundation and the Northern California Community Loan Fund.

[18] Community Development Corporations (CDCs) are non-profit organizations dedicated to supporting community and economic development, typically within a targeted neighborhood.

[19] Neighborhood economic development corporations are non-profit organizations focused on promoting small business development in particular geographic areas.

Inset 10.2.2: Mandela MarketPlace

Mandela MarketPlace is a non-profit organization dedicated to creating entrepreneurship opportunities for West Oakland residents and building a healthy local food system. The organization incorporated in 2005 in order to support a community-based plan to open a locally-owned grocery store. The 2,500 square foot grocery store – Mandela Foods Cooperative – opened as an independent, worker-owned business in 2009. Today, Mandela Marketplace continues to support the store, while running a number of other programs and enterprises related to equitable economic development and healthy food access. The non-profit's activities include:

Entrepreneurship Training & Support: Mandela MarketPlace created a three-phase training program for Mandela Food's future worker/owners that included courses in entrepreneurship, financial management, and grocery management, as well as hands-on experience in buying food from farmers and operating produce stands. Trainees were recruited from the West Oakland community in part through advertisements, but also through word of mouth and existing relationships built through an extensive community outreach process. Since the grocery store opened, Mandela Marketplace's focus has shifted to ongoing technical support. As of 2012, Mandela Marketplace supported 22 jobs/ownership opportunities through the grocery store and other enterprises.

Facilitating Access to Capital: Mandela MarketPlace worked with the City of Oakland, foundations and other organizations to raise funding to open Mandela Foods. As a non-profit, Mandela MarketPlace was able to access grant funding that would not otherwise have been available to the store. Moreover, by building relationships with funders and providing ongoing technical support for the worker/owners, the organization helped mitigate the risk of investing in a new, untested enterprise. Mandela MarketPlace also works with Kiva Zip, a micro-lending website, in order to connect local entrepreneurs with lenders. So far, Mandela MarketPlace has helped Mandela Foods raise $5,000 through Kiva Zip for marketing and branding efforts, and helped Bestow Pesto – one of the 25 local food vendors that sells products at Mandela Foods – raise $1,700 for commercial kitchen rental fees and container labels.

Youth Development: The organization's youth program, West Oakland Youth Standing Empowered (WYSE) began in 2007, when Mandela MarketPlace recruited West Oakland students to participate in a survey of local food quality, availability, and affordability. Following completion of the survey, the WYSE students worked with the City to get new bus benches, crosswalks, and trashcans installed in the neighborhood; helped clean up local parks; and hosted a nutrition education program at McClymonds High School. Mandela MarketPlace began working with a second class of students in the summer and fall of 2013.

Building a Healthy Food Network: In addition to establishing Mandela Foods Cooperative, Mandela MarketPlace has created the Healthy Neighborhood Store Alliance, a program that delivers produce to West Oakland corner stores, and Earth's Produce Distribution, an enterprise that is working to establish a produce distribution network to support small farmers and pass wholesale prices on to neighborhood and community-based stores. Together, Mandela MarketPlace's enterprises made 125,000 pounds of produce available in West Oakland in 2012.

Sources: Interview with Dana Harvey (Executive Director, Mandela MarketPlace) and Mariela Cedeño (Senior Manager, Social Enterprise & Communications, Mandela MarketPlace), August 13, 2013; Mandela MarketPlace, http://www.mandelamarketplace.org/.

Advocacy and Other Services and Programming

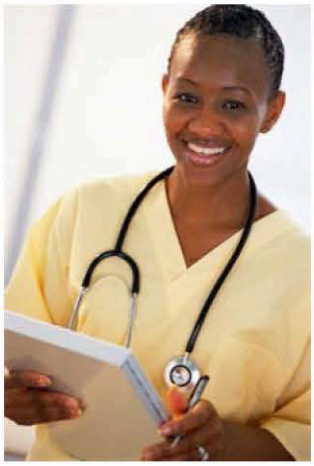
Local non-profits serve a variety of functions including:

- Environmental justice
- Food justice/urban farming
- Childcare and after-school programs
- Educational Institutions

Educational institutions provide the academic groundwork and career-specific training required for placement in a wide variety of fields. Secondary educational institutions in West Oakland include McClymonds and Ralph Bunche High Schools. Laney College is located approximately one mile from the Plan Area.

EQUITABLE ECONOMIC DEVELOPMENT STRATEGIES

Building on the opportunities and assets described above, this section describes additional recommended strategies for supporting equitable economic development in West Oakland. These strategies fall into five broad categories: employment and job training, industrial arts and urban manufacturing, community-based economic development, neighborhood-serving retail and services, and leveraging future development.



Employment and Job Training

Intent: Develop training and career pathways to help West Oakland residents move from educational and training programs into paid positions.

Although Oakland and West Oakland are home to a wealth of Community-Based Organizations and educational institutions offering job readiness, training and placement programs for youth and adults, opportunities exist to better coordinate among organizations and establish career pathways. Career pathways are an integrated set of programs to help residents move from educational and training programs into paid positions within specific industries. The West Oakland Job Resource Center represents a particular opportunity for the City to work in partnership with Community-Based Organizations, educational institutions, and employers in order to connect residents with local and regional jobs. The strategies listed below build on the existing momentum both at the City of Oakland and within the West Oakland community to expand the role of the West Oakland Job Resource Center over time and establish strategic connections among a wider array of educational and Community-Based Organizations and potential employers.

Expanding Opportunities in Construction and Operations

Due to its association with the Army Base redevelopment, the West Oakland Job Resource Center is currently focused on career pathways in construction and logistics operations. In the short term, the City of Oakland should continue to build on this specialty using the strategies listed below.

EED-1: Continue to work with public agencies to identify additional job opportunities on major public construction and/or operations projects.

- The City of Oakland should continue to explore opportunities to partner with other public agencies, such as BART and the Port of Oakland, to increase the pipeline of construction and operations positions available through the Job Resource Center.

EED-2: Continue to work with local job readiness, training, and placement organizations to establish career pathways in construction

and operations and support the provision of local job training opportunities for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.

- The City of Oakland has already established a Memorandum of Understanding (MOU) with the Cypress Mandela Training Center to provide support and training for clients of the West Oakland Job Resource Center interested in careers in construction. In the short term, similar partnerships with other organizations, such as offering construction and/or operations training could help to further expand the center's capacity.

Expanding Other Employment Opportunities

In addition to construction and operations jobs associated with the Army Base redevelopment, the West Oakland Job Resource Center also has the potential to connect residents to employment opportunities in a wider range of industries both within West Oakland and at the regional level.

Intent: Facilitate the preparation and referral of workers for jobs, not only at the former Oakland Army Base, but also throughout West Oakland's industrial areas.

The redevelopment of the Oakland Army Base into a large-scale working waterfront will generate short-term construction employment which can lead to careers in the building trades, as well as long-term employment in the transportation, distribution and logistics sectors.

EED-3: The mission of the Job Resource Center should be more broadly defined as facilitating preparation and placement of traditionally disadvantaged workers throughout the industrial employers in all of West Oakland, starting with the construction sector in the short-term, and in other, more widely dispersed industrial sectors in the long-term.

- Include outreach to local high schools for training programs.

EED-4: Continue to work with public agencies to bring job training, placement and referral resources for an array of employment types to the West Oakland Job Resource Center.

- In the short term, the City of Oakland should continue efforts to expand the range of career development activities offered at the West Oakland Job Resource Center by bringing in additional resources and programs, such as a One-Stop Career Center funded through the Workforce Investment Act and additional career development resources through the Alameda County CalWorks program.

EED-5: Work with West Oakland employers, Community-Based Organizations, and educational institutions to establish career pathways for residents in a range of local industries. The West Oakland Jobs Resource Center is in a unique position to coordinate among educational institutions, Community-Based Organizations, and potential employers to establish career pathways for West Oakland residents. Just as the City has partnered with Cypress Mandela and the Army Base redevelopment to establish a career pathway for the construction sector, the potential exists to build on the neighborhood's existing assets and industries to establish a series of career pathways suitable to a range of skills and interests. See for an illustration of potential career pathways within West Oakland.

In the short term, outreach should include:

- Urban Manufacturing/Industrial Arts organizations and firms, including the Crucible, American Steel studios, and the Oakland Makers initiative.

- Food-based organizations and employers, such as Mandela MarketPlace, City Slickers, People's Community Market, local food manufacturers, and restaurateurs.

- Educational institutions such as Laney College and the Science, Technology, Engineering, and Mathematics (STEM) program and Global Training Academy at McClymonds High School.

Table10.2-2: Potential Career Pathways for West Oakland Residents

	Youth Programs and Education	Job Training/Readiness	Job Opportunity
Construction	Civicorps Learning Academy and Jobs Training Program	Cypress Mandela Pre-Apprenticeship Program	Building Trade Apprenticeship in Public Sector Construction (ex: Army Base)
Food Manufacturing	City Slicker Farms Youth Crew Summer Program	Laney College Culinary Arts Program City Slicker Farms Allyship Program	Chef or Food Manufacturer
Urban Manufacturing	McClymonds High School STEM Program The Crucible Youth Program	Laney College Welding Technology Program The Crucible Young Adult Program	Employment in Advanced or Custom Manufacturing; Small Business Owner or Artisan "Maker"
Bio-manufacturing	McClymonds High School STEM Program Prescott Joseph Center Youth Internship Program	Laney College Bio-manufacturing program	Biotech Firms

Establishing relationships today with organizations and institutions that train students for math and science-based careers, such as Laney College and the McClymonds STEM program, will also prepare the West Oakland Jobs Resource Center and West Oakland residents for the types of industries that are expected to experience significant future growth in West Oakland. Chapter 3 identifies clean/green technology, the information sector, and life sciences/biotechnology as industries with substantial growth potential within West Oakland. Over the longer term, as new industries develop, the Jobs Resource Center should expand its outreach to include direct communication with new firms starting up or locating in West Oakland to identify the types of training programs needed to prepare local workers to fill emerging employment opportunities.

EED-6: Work with regional employers, Community-Based Organizations, educational institutions to establish career pathways for residents in a range of industries at the regional level.

In addition to better connecting West Oakland residents to jobs within the neighborhood, the City should explore long-term opportunities to partner with regional employers, Community-Based Organizations, and educational institutions throughout the East Bay and other parts of the Bay Area.

This should include opportunities in industries that also exist in West Oakland, such as construction and manufacturing, as well as sectors projected to experience growth at the regional level, such as professional services,

healthcare and educational services, and leisure and hospitality.[20] These sectors are expected to create employment opportunities at a range of wage and training levels. For example, jobs in the professional services will range from management positions to entry-level administrative support jobs that could start workers on a career pathway; occupations in the healthcare sector can include everything from doctors and nurse practitioners, to medical assistants and home health care aids.

Local businesses should be encouraged to offer internship, mentoring and apprenticeship programs to high school and college students.

Industrial Arts and Urban Manufacturing

Intent: Retain industrial zoning and facilitate the preservation or adaptive reuse of existing industrial buildings in order to encourage the preservation of affordable space for industrial artists, urban manufacturing, and other small businesses.

Industrial artists and urban manufacturers play a key role in contributing to West Oakland's entrepreneurial and artistic culture, and may provide long-term employment opportunities for West Oakland residents. These small businesses are attracted to West Oakland in large part because of its historic industrial and warehousing buildings, which have low rents and large, flexible floor plates. Maintaining this space and allowing for adaptive reuse is critical to ensuring that industrial artists, urban manufacturers, and other small businesses can continue to locate and thrive in the Plan Area. In order to help preserve industrial space, this Plan recommends retaining the vast majority of industrially zoned land for industrial or business purposes, with only limited conversion to other uses. Additional strategies for preserving affordable industrial space are described below.

EED-7: Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between existing buildings.

Chapter 4 in this Plan recommends the establishment of a land use policy direction for the business areas of West Oakland located within this Plan's Opportunity Areas by identifying a set of new CIX-1 zone types:

- CIX-1A (Business Enhancement)
- CIX-1B (Low intensity Business)
- CIX-1C (High Intensity Business)
- CIX-1D (Retail Commercial Mix)

These new CIX zone designations are in addition to the proposed 7th Street Historic district provision regarding adaptive reuse described in Chapter 8 of this Plan.

Where it applies, these zones would encourage property owners and developers to preserve and reuse existing structures that are structurally sound and economically viable, and would encourage new development to take the form of lower-intensity, infill development.

EED-8: Encourage the preservation of affordable space for artists and/or small urban manufacturers.

The regulatory strategies discussed above will help preserve the types of space that industrial artists, urban manufacturers, and other small businesses require. However, as West Oakland attracts new industries that can afford to pay higher rents, rental rates are likely to rise. In the long term, the only sure way for artists and small urban manufacturers to avoid displacement is to control their own space, either through ownership or by renting from a non-profit organization dedicated to artist space and/or industrial development.

Affordable space for artists and urban manufacturers typically falls into two general categories: work spaces that provide space solely for making art and/or small-scale manufacturing, and live/work spaces that provide housing and

[20] ABAG and MTC, "Final Forecast of Jobs, Population and Housing," Draft Plan Bay Area, July 2013.

working space in the same unit. Work spaces and live/work spaces are typically treated differently under zoning regulations, and may have different ownership structures and funding sources. Work spaces that provide low-cost space to artists and/or small manufacturers are typically developed and managed by non-profit organizations dedicated to this explicit purpose. As non-profits, these organizations can provide long-term stability and access funding sources that are not available to individual artists or privately owned businesses, such as foundation grants and New Markets Tax Credits. Compared to live/work spaces, work spaces are more often able to take advantage of sources dedicated to economic development or community revitalization, such as New Market Tax Credits, Historic Preservation Tax Credits, Community Development Block Grants, or loans from CDFIs.[21]

In contrast to work space, live/work space can sometimes be developed and owned by artists themselves through a condominium or cooperative structure (e.g., the 45th Street Artist Cooperative, described in **Inset 10.2-3**).[22] However, given the Bay Area's high property values, artists can rarely afford to develop buildings on their own. Moreover, it can be challenging to control the mix of users and resale cost of units. A non-profit organization could ensure that the space remains affordable and occupied by artists over the long term, and could access a wider array of funding sources than can individuals. While work spaces developed by non-profits are often funded by sources related to economic development, non-profit developers of live/work space more typically rely on Low Income Housing Tax Credits and other state and federal affordable housing programs.[23]

Given these advantages, a non-profit structure is likely to be the best alternative for acquiring and developing permanently affordable artist/manufacturing space in West Oakland. Existing artists and urban manufacturers may wish to form their own non-profit organizations, and/or work in partnership with existing organizations in the Bay Area or nationally. As a first step towards forming such an organization, West Oakland artists/manufacturers should consult with existing non-profit developers and experts, who may be able to serve as partners or provide valuable expertise on funding, acquisition, and development.

[21] Chris Walker, "Artist Space Development: Finance," Urban Institute, 2007.

[22] Note that most of the existing live/work spaces in West Oakland were privately developed, and are not intended to be permanently affordable. As discussed in Chapter 6, many of the existing units are not currently occupied by artists.

[23] Chris Walker, 2007

Inset 10.2-3: Examples of Affordable Artist & Manufacturing Space Developers and Initiatives

45th Street Artists' Cooperative, Emeryville

The 45th Street Artists' Cooperative began in the mid-1970s, when artists leased two warehouses in Emeryville and began subleasing to other artists as live/work space. In the 1980s, the residents formed a coop, bought the founding artists out of the remainder of their lease, and acquired and rehabilitated the properties. The coop has since converted a third warehouse space into live/work units. For more information, see http://www.emeryvilleartistscoop.org/ and http://www.americansforthearts.org/NAPD/files/8441/Live%20Work%20Space.pdf.

Artspace Places, Inc.

Artspace is a national, non-profit real estate developer that specializes in developing and managing affordable space for artists and creative businesses. The organization operates 33 affordable arts facilities – including live/work housing, studios, art centers, and commercial space – in 13 states. In addition to property development and management, Artspace offers consulting services around the country. For more information, see http://www.artspace.org/.

Community Arts Stabilization Trust (CAST)

CAST is a new partnership among the City and County of San Francisco, the Kenneth Rainin Foundation, and Northern California Community Loan Fund (NCCLF) that is working with local community arts organizations to acquire permanently affordable artist space in the Central Market neighborhood of San Francisco using foundation funding and New Markets Tax Credits.

Greenpoint Manufacturing and Design Center (GMDC):

GMDC is a non-profit industrial developer in New York City that acquires, rehabilitates, and manages industrial buildings that provide affordable production space to small and midsize manufacturing businesses and artists. Since its establishment in 1992, GMDC has rehabilitated six buildings in North Brooklyn, which together account for more than 500,000 square feet of space for more than 100 businesses. Tenants include artists, designers, manufacturers, and other creative companies. For more information, see http://www.gmdconline.org/.

Intent: Support existing and attract new artists and arts-related businesses.

EED-9: Market West Oakland's arts and culture districts and unique "maker" identity.

- As described in Chapter 8 of this Plan, tools for marketing West Oakland's industrial arts environment include enhancing and expanding the www.westoaklandworks.com website, and supporting the growth and branding of Oaklandmakers.org.

EED-10: Include local art, design, and fabrication as integral components of new development.

Section 5.4 of this Plan recommends a number of strategies for ensuring that major public and private development projects incorporate locally-made art. These include using the City's 1.5% Public Art Ordinance Fund to support art in public and private development projects, including locally-contracted public art in City-sponsored streetscape projects, and working with community groups to install educational and interpretive signs, artwork, and landscaping that highlight West Oakland's historic and cultural features.

Community-Based Economic Development

Intent: Support local entrepreneurs and the development of community-based businesses.

Supporting community-based small businesses and entrepreneurs can provide career opportunities and economic empowerment for residents. Many West Oakland residents have the vision and energy to start their own businesses, but entrepreneurship is challenging and can benefit from ongoing assistance. Many established small businesses could also benefit from technical assistance or access to capital in order to grow their businesses.

EED-11: Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland's existing economic and workforce development programs.

The City of Oakland offers a number of programs designed to support small businesses. By ensuring that small businesses in West Oakland are aware of these programs, the City can ensure that West Oakland businesses benefit from these programs. Existing City programs include:

- City of Oakland, Office of Economic & Workforce Development, Business Development Unit: Oakland's Business Developer Officers can address businesses' concerns, help businesses find appropriate locations, and connect businesses to other resources.
- •he Oakland Business Assistance Center: A one-stop information and referral center for businesses in Oakland.
- The Oakland Business Development Corporation: Offers U.S. Small Business Administration loans, referrals, and other resources.
- Additional supportive services that help to establish a strong, locally-owned small business capacity program include lease incentives, business management and entrepreneurship training and joint marketing programs.
- Work with local educational institutions to provide training that supports new entrepreneurs and small business owners with training.

EED-12: Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.

Neighborhood economic development corporations are community-based, non-profit organizations focused on promoting small business development in particular geographic areas. These organizations build long-term, ongoing relationships with local businesses and residents, while providing the capacity to support small businesses as they start up and expand over time. In West Oakland, a neighborhood economic development corporation could provide entrepreneurship training, technical assistance, small business lending, and/or real estate development of small business incubator space. The same organization could also potentially develop permanently affordable artist/manufacturing space (see EED-7 above).

A neighborhood economic development corporation in West Oakland could be formed as a new non-profit, or grow out of an existing community-based organization. Either way, one or more of West Oakland's many existing community organizations are likely to be in the best position to lead the effort to establish this type of organization. First steps should include:

- Explore potential models, such as the Neighborhood Development Center in St. Paul, Minnesota (see **Inset 10.2-4**). Mandela Market Place is a local example that already provides many of the functions of a neighborhood economic development corporation, although focused specifically around food.
- Form a board of directors that fully represents West Oakland's stakeholders, including members from existing community organizations and businesses, and residents.
- Develop a strategic plan for the organization.
- Apply for grants from private foundations and public agencies to fund activities.

Inset 10.2-4: Neighborhood Development Center, St. Paul, Minnesota

The Neighborhood Development Center (NDC) is a non-profit organization founded in 1993 to support local economic revitalization in core neighborhoods of Minneapolis and St. Paul. The NDC operates a range of programs and activities including:

Entrepreneur Training Program: Works with other community-based organizations to offer 11-week entrepreneur training courses. Topics include accounting, management, and creating a viable business plan.

Small Business Consulting: Provides eligible businesses with ongoing, one-on-one support and technical assistance in topics such as business management, accounting, marketing, and legal assistance.

Small Business Lending: Lends to small businesses that are unable to access traditional sources of capital. The average loan size is $16,000.

Real Estate Development of Small Business Incubator Space: Has developed six formerly vacant or underutilized commercial properties into small business incubators that provide affordable space and connect tenants with NDC's other programs and services.

Community Organization Capacity Building: NDC supports local community-based organizations, and provides a variety of training and consulting programs to non-profits across the country that are interested in implementing NDC's community economic development strategies.

Source: Neighborhood Development Center, http://www.ndc-mn.org/.

Neighborhood-Serving Retail & Services

Intent: Support community-based efforts to improve West Oakland residents' access to everyday goods and services.

Expanding access to everyday goods and services, such as a full-service grocery store, pharmacy, and financial services institution, would greatly improve the quality of life in West Oakland, and help make the neighborhood more lively, safe, and attractive. Community-based neighborhood-serving retail businesses may also create new entrepreneurship and job opportunities for West Oakland residents.

EED-13: Support the expansion of an existing grocery store and/or the establishment of new grocery stores in West Oakland.

As discussed in Chapter 3, the "leakage" of grocery store sales from West Oakland (i.e., demand for groceries from West Oakland residents that is currently being captured by stores located outside of the neighborhood) could support as much as 65,000 square feet of new grocery retail space. A full-service grocery store could be created by:

- Supporting the expansion of an existing, limited-service grocery store, such as Mandela MarketPlace; or
- Supporting the opening of new grocery stores, such as the proposed People's Community Market.

EED-14: Promote the development of community-based, neighborhood-serving retail and service businesses.

A new neighborhood economic development corporation, described above in EED-12, could support the development of locally owned businesses that provide much-needed goods and services to the neighborhood. A new or expanded grocery store (EED-13) could serve as an anchor for smaller stores.

Leveraging Future Development

Intent: Explore opportunities for future development to contribute to equitable growth.

EED-15: Identify vacant or underutilized publicly-owned land in West Oakland with the potential for community benefit.

- Working with other public agencies, the City should create a map of vacant or underutilized publicly-owned land with the potential to be developed for community benefit.
- This map should be made available to the West Oakland community and opportunities to develop land for community benefit through public-private partnership and other mechanisms should be explored.
- Potential uses might include affordable housing or industrial space, a small business incubator, or some combination of beneficial uses.

EED-16: Work with the developers of the West Oakland Transit Village project to include space for community-based businesses as part of the development.

- The City of Oakland should work with Caltrans and the developer of the West Oakland Transit Village project to include commercial space for the industrial arts, small-scale urban manufacturing, and/or community-based businesses, such as retailers serving local needs and/or selling locally-made goods.

EED-17: Explore long-term opportunities to leverage new development and industries for community benefit.

- The short-term priority for West Oakland should be to attract new employment, development, and businesses to the area in order to create jobs and other economic benefits.
- In the longer term, as the West Oakland market strengthens, the City should explore opportunities to use value capture tools such as developer agreements, linkage fees, and assessment districts to leverage new development for community benefits.
- Additional analysis may be necessary to determine the "threshold" at which the market is strong enough to support these kinds of measures without discouraging investor interest, and to determine which types of community benefits value capture might support.
- Because value capture strategies rely on the strength of the private market, it can be difficult to predict the timing and scale of future development and therefore to plan for the resulting funding streams. As a result, value capture mechanisms are more useful for one-time capital improvements such as new sidewalks or affordable housing, rather than as a funding source for ongoing programs.

EED-18: Encourage a mix of land uses and development that will generate a range of job and career opportunities, including permanent, well-paying, and green jobs (including short-term, prevailing wage construction jobs and living wage-permanent jobs) that could provide work for local residents.

EED-19: Encourage consideration of Project Labor Agreements (PLAs) for projects that involve City subsidy.

WEST OAKLAND SPECIFIC PLAN
Adopted Final Plan

11. Implementation Programs

11.1 Policy and Regulatory Planning Actions
11.2 Implementation Matrix

July 2014

11: Implementation Program

IMPLEMENTATION OVERVIEW

The following constitutes the Implementation Program of the West Oakland Specific Plan. Each of the individual sections contains Statements of Intent which describe the desired outcome of the Plan, as well as specific recommendations and strategies necessary to implement that intent.

The Plan also includes a program of implementation measures, including regulations, programs, public works projects, and financing measures. Strategies include recommendations for overlay zones or other zoning regulations, and for capital improvement programs necessary for the implementation of public infrastructure and facilities.

This Implementation chapter also contains a matrix which includes each of the strategies and recommendations of the Plan listed down the left column of the matrix. Across the top of the matrix are a set of objective criteria by which each strategy and recommendation is compared. These objective criteria include:

- Is this an existing strategy which the Plan recommends be continued?
- What is the suggested timeframe to begin implementation of the strategy, e.g., in the near-term (0 to 5 years), mid-term (5 to 10 years), or the long-term (after 10 years)?
- Are actual costs associated with implementation known? If not, what types of costs are expected to be necessary to implement the strategy? Unknown cost categories include soft costs (i.e., city staffing time, planning, architecture, engineering); capital costs (purchasing of equipment, materials or products), and operations and maintenances costs that are on-going.
- Who is the party or parties responsible for implementing the strategy, and
- What sources of funding might be available or should be pursued to finance implementation of the strategy?

Each of these objective criteria helps to frame a sense of priority by which implementation of each strategy should occur.

Additional Community Input

The final, most critical criteria by which these strategies should be assessed is their relative degree of importance. The objective criteria

[1] State of California Planning and Zoning Law, §65451(a)(4)

Fig. 11.1.1: General Plan & Zoning Amendments

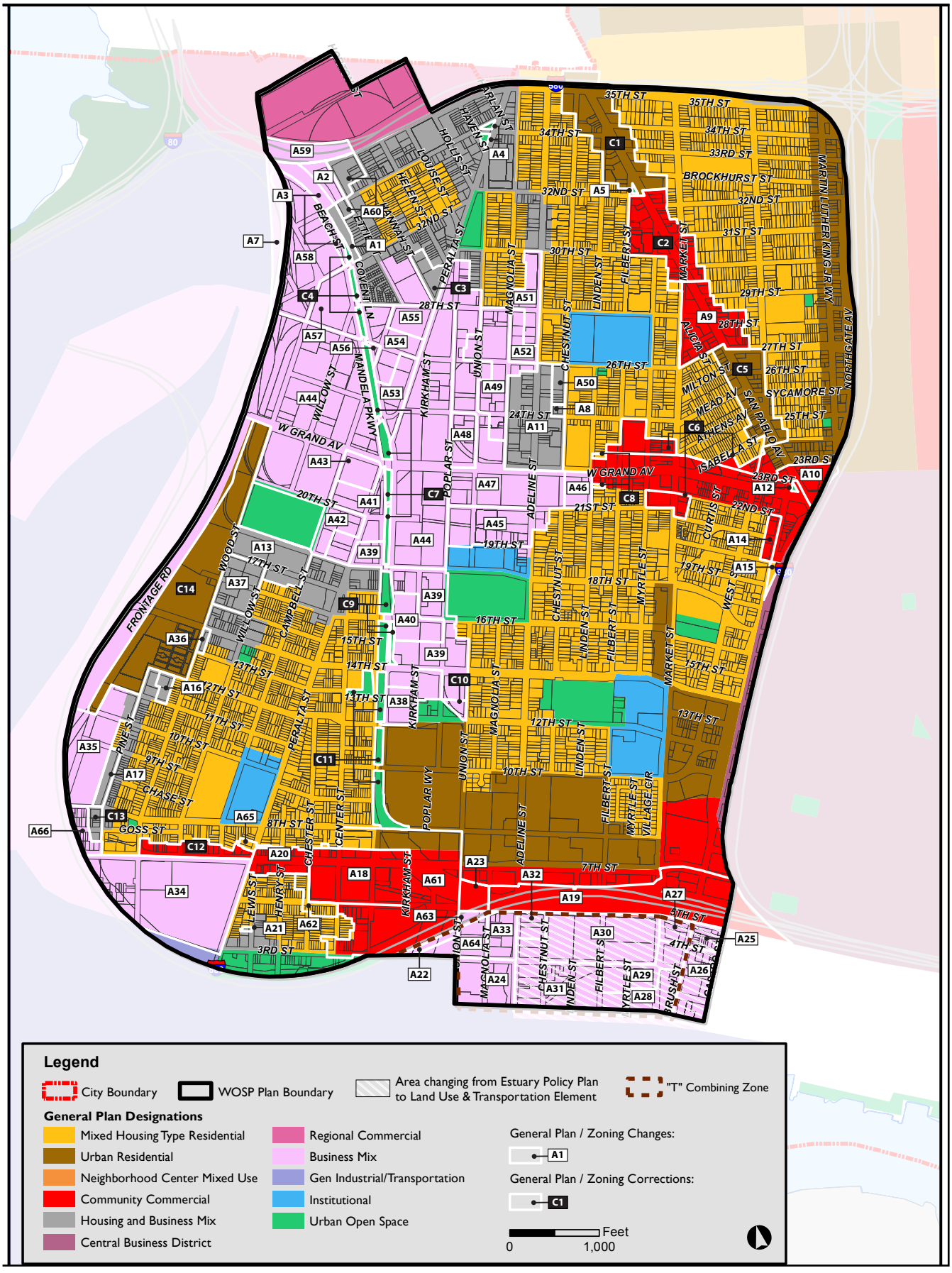


Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
Mandela / West Grand Avenue Opportunity Area					
A1	Northeast Mandela	Business Mix	Housing and Business Mix	OS (LP)/S-4	HBX-4
A2	Northeast Mandela	Housing and Business Mix	Business Mix	HBX-2	CIX-1D (Retail Commercial Mix) /S-19
A3	Northeast Mandela Parkway	Business Mix	(No Change)	OS (LP)/S-4	CIX-1D (Retail Commercial Mix) / S-19
A4	Union Plaza Park and Fitzgerald Park	Housing and Business Mix	Urban Open Space	HBX-2	OS/AMP
A6	Ettie Street-1	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A7	West of I-880 between 32nd and 35th	General Industrial/ Transportation	Business Mix	IG	CIX-1D (Retail Commercial Mix)
A8	Chestnut Street and 24th	Mixed Housing Type Residential	Housing and Business Mix	RM-4	HBX-2
A11	Chestnut/Adeline	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A13	Roadway Site	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A21	Lewis Street	Mixed Housing Type Residential	Housing and Business Mix	RM-2	HBX-2
A23	Beneath Freeway between 5th St, 7th St, Union and Magnolia	Business Mix	Community Commercial	CIX-1/S-19	S-15
A36	Wood St between 13th and 14th St	Housing and Business Mix	(No Change)	CIX-1/S-19	HBX-4
A37	16th St between Willow and Wood	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A38	East of Mandela Parkway between 14th and 12th St	Business Mix	(No Change)	CIX-1/S-19	CIX-1B (Low Intensity Business)

Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A39	Multiple blocks from 19th St. to 14th St. mostly adjacent to Mandela Parkway	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A40	16th St between Mandela and Poplar	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A41	Multiple blocks west of Mandela Parkway between 18th St and Grand	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business
A42	Portion of block bounded by 20th St, Peralta, 18th and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A43	Portion of block bounded by W Grand, Peralta, 20th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A44	East and west of Mandela from 18th to 28th St	Business Mix	(No Change)	CIX-1	CIX-1C (High Intensity Business)
A45	Between 19th St, Poplar, 21st St, Adeline, W Grand and Chestnut	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A46	Block bounded by 21st St, Chestnut, W Grand and Linden	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A47	Multiple blocks between 21st St, Poplar, 28th St, Union and Adeline	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A48	Block bounded by Poplar, 24th St, Union St and W Grand	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A49	Multiple blocks between W Grand , Union, 28th St and Adeline	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A50	Chestnut St between 24th and 26th St	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A51	Adeline between 26th and 30 St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19

Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A52	Portion of block bounded by 26th St Magnolia, 28th St	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A53	Portion of triangle block bounded by Peralta, Mandela and 26th St, and small triangle to south	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A54	bounded by Mandela, 28th St and Peralta	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A55	North end of block bounded by 28th, Peralta, 26th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A56	Small triangle block at Mandela and 26th St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A57	2 blocks bounded by 26th St, Wood St, 32nd St and Mandela Parkway	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A58	Multiple blocks between 26th St, Wood 32nd St, Mandela, I580 and Plan Boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1D (Retail Commercial Mix) / S-19
A59	Northeast corner of Plan area beneath I580	Regional Commercial	Business Mix	CR-1	CIX-1D (Retail Commercial Mix)
A60	Ettie and 34th St	Housing and Business Mix	(No Change)	HBX-2	HBX-4
C3	Peralta and Hannah	Business Mix	Housing and Business Mix		
C4	Mandela Parkway	Business Mix	Urban Open Space		
C7	Mandela Parkway	Business Mix	Urban Open Space		
C8	Linden and W Grand	Community Commercial	Mixed Housing Type Residential		
C9	Mandela Parkway and 16th St	Business Mix	Urban Open Space		
C10	Union and 12th Street	Urban Open Space	Business Mix		

Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
C11	Mandela Parkway	Mixed Housing Type Residential	Urban Open Space		
7th Street Opportunity Area					
A16	Prescott-Oakland Point	Business Mix	Housing and Business Mix	RM-2	HBX-2
A17	Phoenix Iron Works Site	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A18	7th Street/BART parking	Neighborhood Center Mixed Use	Community Commercial	S-15	S-15W
A20	7th Street between Chester and Peralta	Neighborhood Center Mixed Use	Community Commercial	S-15	CC-2
A34	Blocks bounded by 7th St, Peralta and Plan Boundary	Business Mix	(No Change)	CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A35	Area between 11th St, Pine, 8th St and Plan boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A61	Multiple blocks between Union, 3rd St, Center and 8th St	Community Commercial	(No Change)	S-15	S-15W
C12	7th St between Peralta and Wood	Mixed Housing Type Residential	Community Commercial		
C13	Frontage Road and 7th Street	Business Mix	Housing and Business Mix		
3rd Street Opportunity Area					
A19	7th Street within the 3rd Street Opportunity Area	Business Mix	Community Commercial	CIX-1/S-19	CC-3
A22	Southern edge of Interstate 880 west of Union	Community Commercial	Business Mix	S-15	CIX-1A (Business Enhancement)
A24	3rd Street Industrial	General Industry/ Transportation	Business Mix	IG	CIX-1B (Low Intensity Business)/T
A25	Block bounded by Brush, Plan Boundary, 4th and 5th	Light Industry 1 (EPP*)	Business Mix (LUTE**)	C-40	CIX-1B (Low Intensity Business)

Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

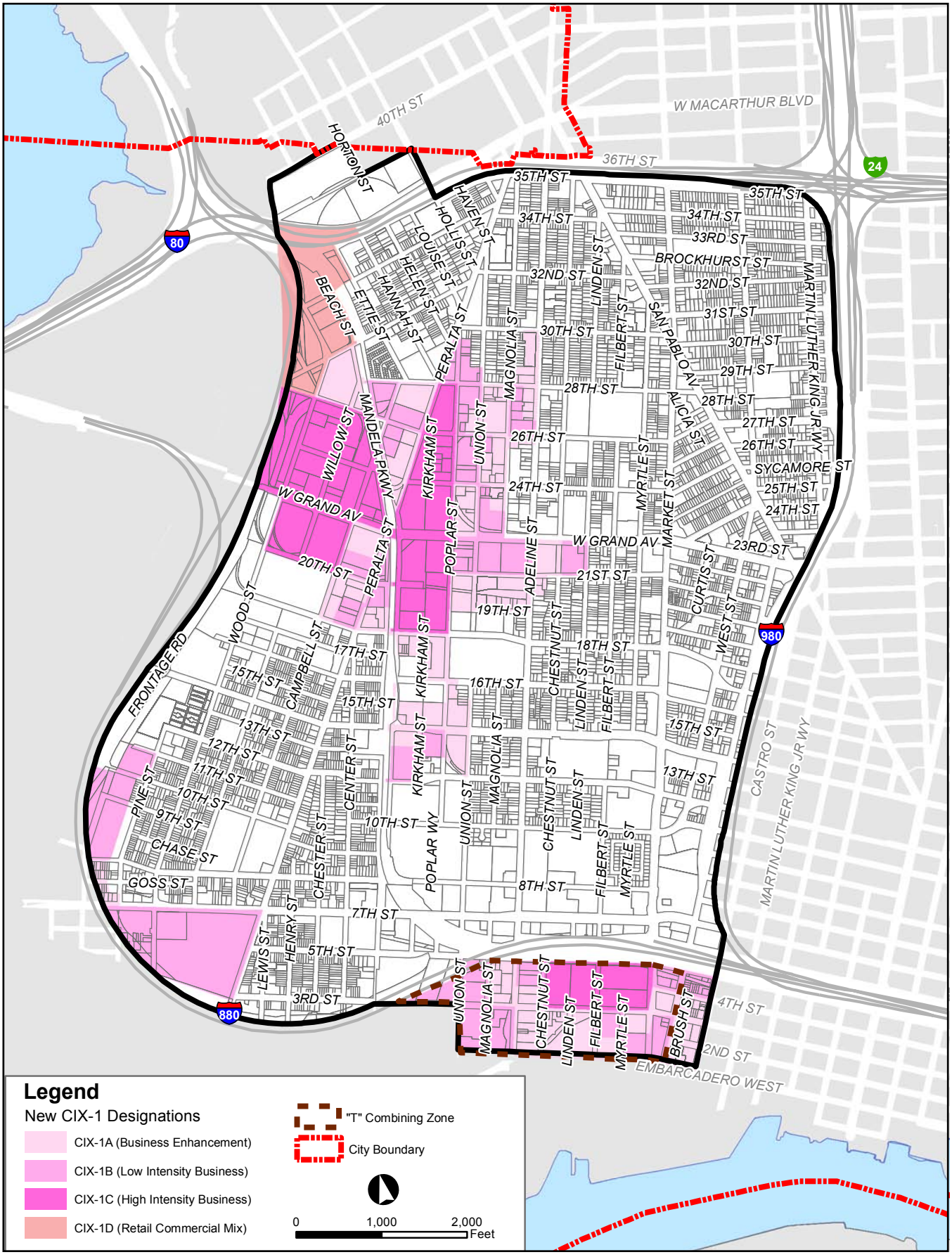
	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A26	3 blocks bounded by Market, Brush, 4th and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)
A27	Block bounded by 5th, Brush, 4th and Market	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)
A28	3 blocks bounded by3rd St, Filbert, Myrtle, Market, 2nd St and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A29	Block bounded by 3rd St, Market, 2nd St and Myrtle	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A30	2 blocks bounded by 5th St, Market, 3rd St and Chestnut	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1C (High Intensity business)/T
A31	Several blocks bounded by Adeline, Chestnut, 3rd St, Filbert, Myrtle and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A32	Portion of block bounded by 5th St, Chestnut, 3rd St and Adeline	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A33	Blocks bounded by 5th St, Adeline, 3rd St, Plan Boundary, A22 area and Union	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)/ S-19
San Pablo Avenue Opportunity Area					
A5	St. Andrews Plaza	Urban Residential	Urban Open Space	RU-5	OS/AMP
A9	San Pablo Avenue at 28th Street Site	Community Commercial	(No Change)	Cc-3	CC-2
A10	West Grand at San Pablo	Urban Residential	Community Commercial	RU-5	CC-2
A12	West Grand at San Pablo Mini-Park	Community Commercial	Urban Open Space	CC-2	OS-AMP
A14	Brush from 20th to 22nd St	Mixed Housing Type Residential	Community Commercial	RM-4/C	CC-2

Table 11.1-1: Proposed General Plan Amendments & Re-Zonings

(A = Proposed General Plan and/or zone change; C = General Plan correction

	Location	Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A15	Small Triangle Site	Community Commercial	Mixed-Housing Type Residential	CC-2	RM-4/C/S-20
C1	San Pablo between 32nd and 35th	Mixed Housing Type Residential	Urban Residential		
C2	San Pablo between 27th and 32nd	Mixed Housing Type Residential	Community Commercial		
C5	San Pablo between 24th and 27th	Mixed Housing Type Residential	Urban Residential		
C6	Market and W Grand	Mixed Housing Type Residential	Community Commercial		

Fig. 11.1.2: Proposed New CIX-1 Zoning Designations



11.2: Implementation Matrix

The Specific Plan Implementation Matrix at the end of this chapter lists the individual recommendations indicated throughout the Plan, identifying:

- the recommendations degree of 'readiness,
- the suggested timeframe to begin implementation;
- whether costs are known, and, if not, the types of costs anticipated for implementation; and
- possible funding sources and responsibility for implementation.

The Implementation Matrix can serve as a reference for prioritizing actions and organizing resources to facilitate the development objectives in the Plan.

OVERALL IMPLEMENTATION STRATEGY

Implementation of plan recommendations will be most successful when undertaken as part of an overall strategy that involves five key components. These are outlined in **Table 11.2-1** and described below.

Removal of Constraints that are Barriers to Economic Development

While there is potential for increased activity and new development in West Oakland, there also are obstacles to realizing the potential growth and revitalization envisioned in the Plan. Thus early efforts should focus on improving conditions in the area that constrain revitalization. The Implementation Matrix summarizes actions and capital improvement projects for removal of existing obstacles so as to encourage the desired growth and development. The recommendations include those to abate blight, address crime and safety concerns, invest in basic infrastructure improvements, and identify mechanisms for addressing brownfield sites (also see Chapter 7: "Obstacles to Community & Economic Development"). The removal of constraints should occur in the near term, and be undertaken primarily by the public sector through City actions and efforts, and public funding (federal, state, regional, and City) for the needed capital improvements. Actions in this category should be conducted in the short term; the initial public investments are needed as catalysts for future growth and development under the Plan.

Ensuring that Existing Residents, Local Workers, Households and Businesses can Participate in, and Benefit from, Future Development in West Oakland

The chapter on Social Equity provides information about existing resources and future strategies for softening negative impacts of development on the existing West Oakland population. It is important to note that this issue is not limited to West Oakland and the City is therefore interested in focusing on it from a city-wide perspective.

The strategies listed in the Social Equity chapter and the same part of the Implementation Matrix can therefore be seen as becoming part of a larger effort on the part of the City of Oakland and will include participation from the community.

TABLE 11.2-1
OVERALL IMPLEMENTATION STRATEGY
FOR WEST OAKLAND SPECIFIC PLAN

1. **Removal of Constraints that are Barriers to Revitalization**

   - Combat influences of blight
   - Address crime and safety concerns
   - Invest in basic infrastructure improvements
   - Identify mechanisms for addressing brownfield sites

2. **Ensuring that Existing Residents, Local Workers, Households and Business Can Participate In and Benefit from Future Development in West Oakland**

   - Implement the various recommendations in Chapter 10.2 Equitable Economic Development

3. **Actions to provide Land Use/Regulatory, Economic Development, and other Administrative Foundations for Plan Implementation**

   - Enact/amend land use policies and related regulations and procedures to support vision of the Plan
   - Set up or revise policies and procedures for protecting important existing assets
   - Identify location options for heavier industrial uses away from West Oakland neighborhoods and opportunity sites
   - Detail and undertake economic development strategies focused on existing businesses activities and new market sectors

4. **Leadership and Priority Setting Throughout**

   - Secure commitment of City decision-makers and high-level staff for Plan implementation
   - Identify City staff leadership to manage efforts
   - Coordinate across City departments
   - Establish close coordination between City and the community

5. **Improvements to Support Plan Development Over Time**

   - Transit enhancements
   - Complete streets/transportation improvements
   - Urban open space improvements
   - Infrastructure improvements not covered under 1. Above

Actions to Provide the Regulatory, Economic Development, and Administrative Foundation for Plan Implementation

Many of the recommendations in the Implementation Matrix identify policy changes, regulatory actions, planning efforts, new procedures, and outreach and marketing efforts. The land use policy and regulatory planning actions identified above and in Chapter 4:"Land Use", are included in this category as are recommendations for policies and procedures to protect important existing assets as described in Chapter 8: "Cultural Assets". The marketing and outreach strategies for economic development from Chapter 3: "Market Analysis", also are included in this group. All of these recommendations require City actions and efforts for implementation. They establish new policies, regulations, plans, and outreach efforts that will provide the foundation for Plan implementation. Thus, they should be undertaken in the near term (first five years).

Leadership and Priority Setting

Achievement of the Plan's vision for West Oakland goes well beyond approval of the Plan. Over time, there will be ongoing needs for prioritizing actions and capital improvements, identifying and organizing resources, and managing implementation efforts. These will require commitment by and leadership from City decision-makers and high-level staff, coordination across city departments, identification of City staff to manage efforts, priority given to allocating adequate staff resources for ongoing support, and priority to securing public funding for important catalyst improvements. It also requires close coordination with the community and property owners in the area, and outreach efforts to the broader business and development communities. Actions in this category are ongoing through the life of the Specific Plan.

Improvements to Support Plan Development Over Time

As growth and revitalization occur as envisioned under the Plan, improvements to the transportation and open space systems will be needed, as well as additional infrastructure improvements beyond those completed under the early phase removal of constraints (see first item above). Although the timing varies, many of the improvements under this category are identified for the mid-and longer-term futures, to support the growth that occurs over time. A joint public/private funding approach for improvements is envisioned, with public funding and implementation likely for improvements of area-wide benefit (such as transit enhancements) and private funding and implementation for improvements done as part of new development (such as urban green spaces or sidewalk and streetscape improvements). The responsibility and funding for improvements to support growth and development will gradually shift over time, from (a) the need for public investments in the early years to remove constraints and attract growth to the area, to (b) a stronger market context that will enhance the private sector's ability to provide improvements over time, both as part of development projects and through area wide funding mechanisms supported by the private sector.

Implementation "Readiness"

Implementation "readiness" in the Matrix (first columns) identifies strategies and improvements that could be implemented in the near term because: (a) plans and city reviews are already completed, (b) policy changes are identified, (c) new strategies are detailed, or (d) the recommendation is to continue an existing strategy. Implementation readiness is an important consideration for identifying priorities and seeking funding resources.

Examples of implementation readiness include existing strategies which the Plan recommends be continued, for example:

- continuing to deploy new technology and software intended to increase transparency,

improve public access, and streamline processes for planning and zoning, building permits, and code enforcement;

- making every effort to consistently and routinely enforce the City's Blight Ordinance;
- speeding up the regulatory oversight processes for hazardous materials remediation using such existing programs as the Department of Toxic Substances Control's (DTSC's) Voluntary Cleanup Program;
- ensuring that infill development projects are designed so that heights, densities and building envelopes form compatible transitions to the historic neighborhood context; and
- enhancing truck route enforcement and education efforts to keep trucks off of neighborhood streets.

There also are other "ready-to-go" actions, strategies and improvements recommended in the Plan, including the following examples:

- land use policy and regulatory planning actions and changes identified in the Plan;
- many of the basic infrastructure improvements identified in the 2011 West Oakland Infrastructure Report, such as conducting pavement repairs needed to improve roadways and removing rail lines from street rights-of-way;
- building marketing strategies to better support existing and new types of businesses in West Oakland, including arts and cultural business activities; and
- focusing economic development activities of the City on intensification of business activities in existing buildings, and allowing and encouraging a range of development intensities.

Implementation Timeframe

The Overall Implementation Strategy described above and in **Table 11.2-1**, suggests a phasing of implementation efforts. The removal of constraints that are barriers to revitalization should be considered in the near term (i.e., within the next 5 years) in order to ready the area for growth and development opportunities. These recommendations are identified in Chapter 7: "Obstacles to Community & Economic Development" and are listed first in the Implementation Matrix.

Plan recommendations also include policy changes, regulatory actions, planning efforts, new procedures, and outreach and marketing efforts that will provide the foundation for Plan implementation over time. Many should be undertaken in the near term (first five years), with other recommendations for implementation in the mid and longer terms. They include land use policy and regulatory planning actions (from Chapter 4: "Land Use"), policies and procedures for protecting important existing assets (from Chapter 8: "Cultural Assets"), and marketing and outreach strategies for economic development (see below).

The recommendations also include improvements and strategies to support Plan development over time. Chapter 5: "Circulation" suggests strategies and improvements that should be considered in the late-term (i.e. 10 to 15 years out) to adequately support growth and new development that will occur in the mid-term and beyond. These recommendations are included near the end of the Implementation Matrix.

Within the overall implementation timeframe for major components of the Plan, there are strategies for which the timing for implementation should vary, as specifically indicated in the Implementation Matrix at the end of the chapter.

Proactive and Coordinated Marketing Approach

A proactive marketing approach will be useful for promoting West Oakland business locations and attracting new businesses and new uses. Both the public and private sectors should be actively involved and consistent, in terms of the uses and development they envision for the area.

FUNDING SOURCES AND IMPLEMENTATION RESPONSIBILITY

Overall Funding Strategy

As described throughout, implementation of the vision in the West Oakland Specific Plan will require a multi-disciplinary approach, whereby public investments and actions are needed in the early years, to remove constraints, establish the appropriate policy and regulatory framework, and make improvements that, in combination, will attract and encourage private market investment and development in the area over time, consistent with the vision in the Plan.

For this approach, a joint public/private funding strategy for implementation is envisioned with reliance on public sector actions and funding for implementation in the nearer term, and a gradual shift over time to rely more on private sector funding and responsibility for implementation as the result of a stronger market context in the future. An improved market context over time will enhance the private sector's ability to provide improvements, as part of development projects, through area wide funding mechanisms supported by groups of property owners and/or businesses in the area, and potentially, through development impact fees.

In the nearer term, there are uncertainties as to the availability of public funding to implement this strategy. With the demise of California Redevelopment and associated funding in 2012, the City's current primary funding tool for redevelopment and revitalization has been eliminated. In addition, Oakland is still suffering the after-effects of the recent economic recession. As a result, Plan implementation is likely to require a combination of funding sources. Targeting federal, state, and regional grant programs, in addition to local funding sources, is the recommended strategy, particularly for the nearer term. In addition, a flexible implementation approach is recommended, where improvements are identified and planned so as to be ready as new funding possibilities arise and others change over time.

Within the 20-25 year planning horizon for the Plan, much can change, including:

- • Redevelopment or other increment-based funding may resurface in some new form, particularly in urban areas as centrally located as Oakland;
- • Federal, state, and regional government grant programs can change, particularly for economic development and transportation/ transit improvements in centrally located urban areas like Oakland; and
- • Improvements over time in the market context in West Oakland should allow for increased funding from the private sector, through development projects, property-based and/or business-based assessments, and/or development impact fees.

Thus, the funding strategy for the Plan should include both shorter-term and longer-term strategies. The overall funding strategy outlined herein is summarized in **Table 11.2-2**.

TABLE 11.2-2
OVERALL FUNDING STRATEGY
FOR IMPLEMENTATION OF WEST OAKLAND
SPECIFIC PLAN

- Give priority in the near term to funding improvements and undertaking actions that remove constraints, enhance market potentials, and are catalysts for attracting private sector investment, growth, and development.

- In the near term, depend on City actions and leadership, and seek public funding from federal, state, and regional agencies supplemented by City sources.

- Prioritize and plan near-term and mid-term improvements so as to be ready when new funding opportunities arise and others change over time. Coordinate improvements with other service providers (EBMUD, BART, AC Transit).

- As the market strengthens in the area and initial development occurs, consider possibilities for private sector funding as part of development projects, through benefit assessments supported by groups of property-owners and/or businesses, and with development impact fees.

- Establish longer-term public funding sources to help support Plan development over time.

- Stay committed over time to funding and implementing actions and improvements that encourage and support achievement of the vision for West Oakland set forth in the Specific Plan.

Potential Funding Sources

There are a number of funding sources and financing mechanisms that could potentially be used to fund improvements and strategies identified in the Plan. They include:

- Public funding sources from federal, state, regional and county governments. Most are competitive grant programs. These sources can be available for funding improvement projects, as well as project planning and broader improvement programs. Many are targeted for transportation and economic development purposes.
- City/local government funding sources. City funding will be important for providing the staff resources necessary to manage Plan implementation and undertake the policy changes, regulatory actions, planning efforts, new procedures, and outreach and marketing efforts identified in the Plan. There also are City funding sources appropriate for area improvements to remove constraints and support Plan development over time.
- Private sector funding. This group includes assessment or district funding supported by groups of property owners or business owners in the area, developer/landowner funding of improvements associated with specific development projects or properties, and development impact fees. Private sector funding is more viable in the mid- and longer-terms with a stronger market context in the future.

The Implementation Matrix at the end of the chapter identifies the category(s) of funding sources that apply for individual Plan recommendations. The funding sources and mechanisms are described below, organized according to funding responsibility and in the order of the categories listed above.

Federal Funding Sources

Community Development Block Grant (CDBG)

The Community Development Block Grant is a program designed to distribute funds to urban cities and counties negatively impacted by economic and community development issues. Since 1974, block grant awards have been determined annually by the US Department of Housing and Urban Development (HUD) by assessing demographic, economic, and community development issues. To be eligible for CDBG funding, communities must dedicate 70 percent of funds to citizens with low and moderate income. Jurisdictions must also use funds to reduce the presence of blight in their community and promote community development in areas that suffer from extenuating circumstances. A community advisory group is charged with oversight over the administration of the local CDBG programs in each community.

The City of Oakland is a CDBG entitlement community, meaning that it receives a direct fund allocation and can internally designate uses for those funds, subject to HUD approval (non-entitlement communities are funded through the counties). Federal CDBG funding has been declining over time, and Oakland's funding has fallen in 2013. WOSP community and economic development programs may be eligible for CDBG funding.

Section 108 Loans

As part of the federal CDBG program, HUD allows communities to take loans against their future CBDG allocations for community and economic development programs. The program's regulations require that Section 108 loans be repaid to HUD from revenue collected from the funded activity. HUD closely monitors the community programs to ensure that future CBDG allocations are not diverted to service the Section 108 loan.

Community Action for a Renewed Environment (CARE)

CARE is a competitive grant program administered by the US Environmental Protection Agency that offers an innovative way for a community to organize and take action to reduce toxic pollution in its local environment. Transportation and "smart-growth" types of projects are eligible.

Transportation Community and System Preservation (TCSP) Program

TCSP provides federal funding for transit oriented development, traffic calming, and other projects that improve the efficiency of the transportation system, reduce impacts on the environment, and provide efficient access to jobs, services, and centers of trade. The program provides communities with the resources to explore the integration of their transportation system with community preservation and environmental activities. TCSP Program funds require a 20 percent local funding match.

State, Regional, and County Funding Sources

Transportation Development Act (TDA) Article 3

TDA funds are state block grants awarded annually to local jurisdictions for transit, bicycle, and pedestrian projects in California. Funds originate from the Local Transportation Fund (LTF), which is derived from a quarter-cent of the general state sales tax. LTF funds are returned to each county based on sales tax revenues. Eligible pedestrian and bicycle projects include: construction and engineering for capital projects; maintenance of bikeways; bicycle safety education programs (up to five percent of funds); and development of comprehensive bicycle or pedestrian facilities plans. A city or county may apply for funding to develop or update bicycle plans not more than once every five years. TDA funds may be used to meet local match requirements for federal funding sources. Two percent of the total TDA apportionment is available for bicycle and pedestrian funding.

California Office of Traffic Safety (OTS)

OTS grants are supported by Federal funding under the National Highway Safety Act and SAFETEA-LU. In California, the grants are administered by the Office of Traffic Safety. Grants are used to establish new traffic safety programs, expand ongoing programs or address deficiencies in current programs. Pedestrian safety is included in the list of traffic safety priority areas. Eligible grantees are governmental agencies, state colleges, state universities, local city and county government agencies, school districts, fire departments, and public emergency services providers. Grant funding cannot replace existing program expenditures, nor can traffic safety funds be used for program maintenance, research, rehabilitation, or construction. Grants are awarded on a competitive basis, and priority is given to agencies with the greatest need. Evaluation criteria to assess need include potential traffic safety impact, collision statistics and rankings, seriousness of problems, and performance on previous OTS grants. There is no maximum cap to the amount requested, but all items in the proposal must be justified to meet the objectives of the proposal.

Caltrans Transportation Planning Grant Program

The Community-Based Transportation Planning Grant Program funds projects that exemplify livable community concepts. The program is administered by Caltrans. Eligible applicants include local governments, MPOs, and RPTAs. A 20 percent local match is required, and projects must demonstrate a transportation component or objective.

State Transportation Improvement Program (STIP)

To be included in the STIP, projects must be identified either in the Interregional Transportation Improvement Plan (ITIP), which is prepared by Caltrans, or in the Regional Transportation Improvement Plan (RTIP). Caltrans updates the STIP every two years. SAFETEA-LU, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users is the primary federal funding source for bicycle and pedestrian projects. Caltrans, the State Resources Agency, and regional planning agencies administer SAFETEA-LU funding. Most, but not all of these funding programs emphasize transportation modes and purposes that reduce auto trips and provide inter-modal connections. SAFETEA-LU programs require a local match of between zero percent and 20 percent. SAFETEA-LU funds primarily capital improvements and safety and

education programs that relate to the surface transportation system. To be eligible for Federal transportation funds, States are required to develop a State Transportation Improvement Program (STIP) and update it at least every four years. A STIP is a multi-year capital improvement program of transportation projects that coordinates transportation-related capital improvements planned by metropolitan planning organizations (MPOs) and the State.

Environmental Justice: Context Sensitive Planning Grants

These grants promote context sensitive planning in diverse communities and funds planning activities that assist low-income, minority, and Native American communities to become active participants in transportation planning and project development. Grants are available to transit districts, cities, counties, and tribal governments.

Highway Safety Improvement Program (HSIP)

Highway Safety Improvement Program funds are allocated to States as part of SAFETEA-LU. The goal of HSIP funds is to achieve a significant reduction in traffic fatalities and serious injuries on all public roads. As required under the Highway Safety Improvement Program (HSIP), the California Department of Transportation has developed and is in the process of implementing a Strategic Highway Safety Plan (SHSP). A portion of the HSIP funds allocated to each state is set aside for construction and operational improvements on high-risk rural roads. If the state has a Strategic Highway Safety Plan, the remainder of the funds may be allocated to other programs, including projects on bicycle and pedestrian pathways or trails and education and enforcement. The local match requirement varies between 0 and 10 percent. The maximum grant award is $900,000. Caltrans issues an annual call for projects for HSIP funding. Projects must meet the goals of the Strategic Highway Safety Plan.

Bicycle Transportation Account (BTA)

BTA is an annual program providing state funds for city and county projects that improve safety and convenience for bicycle commuters. In accordance with the Streets and Highways Code (SHC) Section 890-894.2 - California Bicycle Transportation Act, projects must be designed and developed to achieve the functional commuting needs and physical safety of all bicyclists. Local agencies first establish eligibility by preparing and adopting a Bicycle Transportation Plan (BTP) that complies with SHC Section 891.2. The BTP must be approved by the local agency's Regional Transportation Planning Agency.

California Infrastructure & Economic Development Bank (I-Bank)

The State of California provides financing for infrastructure and private development through the California Infrastructure & Economic Development Bank (I-Bank), which has provided nearly $32 billion in financing to date. The goal of the I-Bank lending is to promote economic development and revitalization. The loans can be sized between $250,000 to $10 million, with a 30-year amortization and a fixed interest rate. Loans are obtained by local municipalities or by non-profit organizations on behalf of their local government. Eligible uses for loan funds include city streets, drainage, educational and public safety facilities, parks and recreation facilities and environmental mitigation, amongst others.

Regional Surface Transportation Program (RSTP)

The Regional Surface Transportation Program (RSTP) is a block grant program that provides funding for a range of transportation projects. Under the RSTP, metropolitan planning organizations prioritize and approve projects that will receive RSTP funds. Metropolitan planning organizations can transfer funding from other federal transportation sources to the RSTP program in order to gain more flexibility in the way the monies are allocated. In California, 76 percent of RSTP funds are allocated to urban areas with populations of at least 200,000. The remaining funds are available statewide.

Safe Routes to Transit (SR2T) Regional Measure 2 (RM2)

Approved in March 2004, Regional Measure 2 (RM2) raised the toll on seven state-owned Bay Area bridges by one dollar for 20 years. The Metropolitan Transportation Commission (MTC) allocates the $20 million of RM2 funding to the Safe Routes to Transit Program, which provides competitive grant funding for capital and planning projects. Eligible projects must reduce congestion on one or more of the Bay Area's toll bridges. TransForm and East Bay Bicycle Coalition administer the Safe Routes to Transit (SR2T) funding.

Safe Routes to School (SR2S)

The Alameda County Transportation Commission has partnered with a local non-profit to implement the Safe Routes to Schools (SR2S) program, which encourages children and teenagers to walk and bike to school safely through transportation education, programming and construction of pedestrian friendly sidewalks and bike pathways. The goal of this program is to encourage non-motorized forms of transportation by local youth, thus decreasing traffic and smog congestion as well as supporting active forms of transportation for the prevention of childhood obesity. During the 2011/13 grant period, Alameda County received a total grant of $3.2 million to be used for both school programming and capital improvements. Typical capital improvement grants averaged around $100,000. The City could obtain small grants to fund sidewalk and bicycle lane improvements on an incremental basis from this grant.

Bay Area Transit-Oriented Affordable Housing (TOAH)

The Bay Area TOAH fund provides financing for affordable housing development near transportation centers throughout the Bay Area. The TOAH fund was the product of an initial investment by MTC and several other community financial institutions, resulting in nearly $50 million. General uses include affordable rental housing located near or within a half mile of transportation centers and that falls within Priority Development Areas (PDAs) defined by MTC. Other permissible uses include retail space and community services such as child care, grocery stores and health clinics. Loan products include acquisition, predevelopment, construction and mini-permanent loans. Projects in the past have obtained loans of up to $7 million. Both non- and for-profit affordable housing developers, could access this fund with favorable terms to develop TOD housing near the West Oakland BART Station.

Transportation for Livable Communities Program (TLC)

TLC provides grant monies to public agencies to encourage land use decisions that support compact, pedestrian-friendly development near transit hubs. The Metropolitan Transportation Commission (MTC) stipulates all eligible TLC projects to be within Priority Development Areas (PDAs), which focus growth around transit, in its Transportation Plan 2035. MTC selects projects based on their status (planned or proposed) and their development intensity. MTC administers the TLC program with funds from the Regional Surface Transportation Project and caps grants at $400,000. Funds may be used for capital projects or planning.

Transportation Fund for Clean Air (TCFA)

Transportation Fund for Clear Air (TCFA) is administered by the Bay Area Air Quality Management District (BAAQMD). Projects must be consistent with the 1988 California Clean Air Act and the Bay Area Ozone Strategy. TFCA funds cover a wide range of project types, including bicycle facility improvements, arterial management improvements to speed traffic flow on major arterials, and smart growth.

One Bay Area Grant (OBAG)

The One Bay Area Grant (OBAG) Program is a new transportation funding approach for the Bay Area that integrates the region's federal transportation program with California's climate law (Senate Bill 375) and the Sustainable Communities Strategy. Funding distribution to the counties will consider progress toward achieving local land-use and housing policies by:

- Rewarding jurisdictions that accept housing allocations through the Regional Housing Need Allocation (RHNA) process and produce housing using transportation dollars as incentives.
- Supporting the Sustainable Communities Strategy for the Bay Area by promoting transportation investments in Priority Development Areas (PDAs).
- Providing additional investment flexibility by eliminating required program investment targets. The OBAG program allows flexibility to invest in transportation categories such as Transportation for Livable Communities, bicycle and pedestrian improvements, local streets and roads preservation, and planning activities, while also providing specific funding opportunities for Safe Routes to School (SR2S).

One Bay Area Grants are sized at a minimum of $500,000 for Alameda County or other counties with populations over 1 million. Although SR2S capital improvement grants can often average $500,000, OBAG will only match smaller grants at approximately $100,000. The West Oakland Specific Plan is located within a Priority Development Area, and would thus be eligible for this grant, which the City could use to help catalyze TOD housing development.

Measure B

Measure B was initially approved in 1986 as a funding mechanism that would be used to provide additional funding for transportation improvements and development in Alameda County. Measure B funding is generated through a special transportation sales tax and is administered by the Alameda County Transportation Commission (ACTC). In 2000, Measure B funding was increased by half a cent to address additional transportation needs and improvements over 20 years for the amount of $1.4 B. Alameda County transportation agencies and cities receive Measure B funding to implement eligible transportation-related uses. These uses of Measure B funding include capital improvement projects, local transportation (AC Transit), para-transit, and bicycle/pedestrian safety.

Measure B funds are distributed through several competitive programs. These funds are spent on transportation operations and capital projects wherever possible; most projects consist of paving and sidewalk repair, traffic signal replacement, and other basic transportation infrastructure that has already significantly outlived its useful life. The City of Oakland has received Measure B funding in 2013; the next cycle for application will be in 2016. Measure B funding is passed-through to the City until 2020.

Measure B1, a reauthorization of the Measure B sales tax, was narrowly defeated on the November 2012 ballot. This measure would have extended and significantly increased local sales tax funding for transportation-related projects. A similar measure may be reintroduced to the ballot in the future.

Local Government Funding Sources

Capital Improvements Program (CIP)

Infrastructure and facilities improvement projects that meet the City's priorities could be eligible for funding by the City of Oakland's Capital Improvement Program (CIP), part of the City's General Fund budgeting process. The CIP covers projects costing more than $50,000, and funds are used for the construction of new or repair of existing facilities. Eligible projects include parks/open space, streets/sidewalks (including lighting), sidewalks/sewers, technology, traffic hazards, disabled access, and various other categories. The CIP would be a good tool for incrementally funding projects over the long term.

General Fund Revenues and Tax Revenue Increments

New development, reuse, and increases in business activity in the Plan area will increase property tax revenues to the City and can also increase sales tax revenues. The City Council could choose to allocate existing General Fund revenues in the nearer term to facilitate implementation of the Plan and encourage

growth and new development in the area that would generate additional tax revenues in the future. Over time, the Council could choose to allocate increased tax revenues from the Plan area to fund capital improvements that would benefit the area and facilitate further growth of tax revenues in the future.

Infrastructure Financing Districts (IFDs)

Infrastructure Financing Districts (IFDs) have been permitted by State law for over 20 years, but to date have not been widely used; only two districts have been formed. With an IFD, a jurisdiction can elect to contribute its share of the pre-existing property tax levy within a defined geographic area, subject to electoral approval of the qualified voters. There is no special tax levy to fund these improvements. Rather, an IFD diverts a portion of the existing level of property tax revenues to fund infrastructure improvements. In Oakland, the City's share of the property tax ad valorem levy is roughly 35 percent. This is in contrast to redevelopment tax increment, which prior to dissolution of Redevelopment by the State, captured most of the property taxes (less only state mandated pass through revenues to other taxing entities). IFD districts have a limited term of 30 years; are available only to fund capital (rather than operating) costs; and are intended for use in previously undeveloped areas.

By state statute, IFDs cannot be adopted within a Redevelopment Project Area. The vast majority of West Oakland is still within a Redevelopment Project Area. Thus, in the absence of special legislation or changes in current statutes, IFDs are not an implementation financing option for the Plan area.

General Obligation Bonds

Property tax based bonds for specifically identified capital improvements require a two-thirds "super majority" voter approval. The super majority is often difficult to achieve. Bond measures are jurisdiction or district wide and are not suitable for smaller area projects. However, specific improvements located within the Plan area could be included as part of a future general obligation bond measure. One recent example is Measure DD, which is funding a number of park and other public projects within the City.

Landscape and Lighting Assessment District (LLAD)

As provided in the California Landscape and Lighting District Act of 1972, Oakland voters approved a Landscape and Lighting Assessment District (LLAD) in 1989. The LLAD is funded by property tax assessments. Funds for Oakland's Landscape and Lighting Assessment District are generally used for the construction and general upkeep of street lighting, landscaping of parks and streets and related activities. In FY 2010/11, the City approved $18.4 million in LLAD expenditures. Currently, Oakland's Landscape and Lighting Assessment District is responsible for maintaining 130 City parks and public grounds including Lake Merritt, which also includes maintaining street trees, community centers, street lights and traffic signals. The demands for LLAD funding currently outpace available funds. However, small scale WOSP projects could potentially be incorporated in long term funding plans for the LLAD.

Developer or Privately Borne Funding Sources

Business Improvement Districts and Community Benefit Districts (BIDs, CBDs)

Businesses or property owners within a given geographic area can agree to assess themselves annually to fund facilities and services that benefit the area and are in addition to those provided to the general public through tax revenues or other funding. The uses of assessments can include marketing and promotion, enhanced security, streetscape improvements, landscaping, graffiti removal and general sidewalk cleaning, and special events and marketing. BIDS can be either property based (PBID), or business based (BBID), depending on the party who is to be assessed. Community Benefit Districts (CBDs) are similar to BIDs, but also include and assess residential property. Assessments cannot be made on an ad valorem basis, but are instead based on other measures such as

lot size, linear frontage, and/or location within the district as measures of the benefits received. An engineering report is required to support calculations of the amount of assessment by benefit derived. All properties or businesses in the area are assessed, so both existing and new property/business owners share in the costs of this program. The BID/CBD program is a way to fund, supplement, and focus public services aligned to the local area's goals.

Undergrounding Assessment District (20A and 20B)

The California Public Utilities Commission (PUC) Rule 20 provides for undergrounding of overhead utilities at the request of a public agency or in conjunction with private development. For undergrounding projects within the City of Oakland, efforts are coordinated with Pacific Gas and Electric Company (PG&E). Based on Rule 20A, electric utility undergrounding costs are shared with PG&E and other public funds. However, there is over a 40-year waiting list for inclusion in the Rule 20A undergrounding program. Under Rule 20B, there is a relatively minimal waiting period but costs are entirely paid by property owners through an assessment district.

Mello Roos Community Facility Districts (CFDs)

Local government agencies can adopt a special tax assessment district and use the special taxes levied within that district to finance a variety of community facilities and services. Thus, Community Facility Districts (CFDs) are a vehicle to fund both capital and operating costs. Adoption of a CFD district requires a 2/3 approval of the qualified voters within the defined district. In an area with greater than 12 residents, adoption requires a 2/3 majority of registered voters in the area. At the time of adoption of a CFD, the district's powers must be defined, including clear limits to the district's purposes and the amounts of special taxes to be levied, the method of allocation, and the amount and maximum term of any bonded indebtedness to be issued. When multiple government agencies have interests in a potential CFD, these agency's interests may be represented through a Joint Powers Agreement. It should be noted that CFD's are designed to facilitate or mitigate the impacts of new development. Pre-existing facility and service needs, or funding existing facilities and services are not eligible uses for a CFD.

Typically, CFD's have been created to fund infrastructure in newly developing areas with few existing land owners. To date, Oakland has made limited use of Mello Roos financing. However, it is currently proposed as one of the financing vehicles for the former Oakland Army Base development. The tax liability for CFD special tax assessments is passed to future property owners over the life of the district or until the specified improvements are constructed and fully funded.

Development Impact Fees

Development Impact Fees are fees charged to new development to cover the costs of capital facilities required to serve that development. Impact Fees are typically used to address the costs of roads and road equipment, parks, open space, fire and police facilities and equipment, justice facilities such as courthouses and jails, libraries, and/or general government facilities such as city halls and corporate yards. The two key concepts for implementation of impact fees are that they may only be charged to new development, and that the funds collected must be expended on facilities to serve new development. The funds may not be expended to alleviate existing deficiencies. They can be expended on debt service payments for bonds or other existing indebtedness that was used to build the facilities needed to serve future growth. An impact fee program can cover an entire City or County, or can be calculated for a specified area, such as the downtown CBD or a specific plan area.

Impact fees are collected based on the amounts calculated in a nexus study that establishes the legal basis for the fees. The overall future costs of facilities for development can be based on a Capital Improvement Plan or can be based on existing facilities, calculating future costs on a per-capita basis. The fees are typically

collected at the issuance of building permits, but collection can be delayed as late as the issuance of a certificate of occupancy if desired. Because of the timing of collection (right before vertical construction), impact fee revenues are not available to assist with the construction of infrastructure early in the development process. Developers can receive credit against their impact fee assessments by funding and constructing public infrastructure as part of their overall development plan.

In 2009, Oakland competitively selected a consultant to perform the necessary nexus study to adopt a citywide impact fee program. However, City officials did not elect to proceed with the study, feeling that impact fees would be in conflict with City development goals particularly due to the recession at that time. Recently, officials have reconsidered adoption of an impact fee program.

Conditions of Approval

The City of Oakland has established Standard Conditions of Approval for all development projects to mitigate enviromental effects. The Standard Conditions are applied as part of the standard project review process, and provide for a uniform system of expectations by which new development is made responsible for its own impacts on public services, infrastructure and other public interests.

Private Developer Funding

Improvements that are primarily associated with a specific development project or property could be funded in whole or in part by the private development, particularly where the improvements are to be constructed at the time of project development. As part of its standard project review process, the City of Oakland has established Conditions of Approval and can include conditions specific to the Plan area. The extent that private development could fund improvements, however, depends on the market context. In the nearer term, the private sector is unlikely to be able to fund additional improvements as described earlier in this section. However, a stronger market context in the future will enhance the private sector's ability to provide improvements as part of development projects, particularly as part of the types of higher density residential and commercial/industrial development envisioned in parts of the Plan area in the future.

West Oakland Specific Plan: Implementation Strategy Matrix

	Plans Complete and Ready to Implement?			Suggested Timing to Begin Implementation			Cost Information				Responsibility for Implementation*		
	Existing Strategy, to be Continued	Yes	No	Near-Term	Mid-Term	Long-Term	Actual Costs Known?	Soft Costs	Capital Costs	O&M Costs	Private Entities, Land Owners, Developers	City (staff resources, CIP, General Fund)	Outside Agency Funding Sources (i.e., Fed/State/regional agency grants, etc.)
General													
Gen-1: Develop a citizen and stakeholder process to help select and guide the priority and timing of this Plan's implementation strategies, providing advice and recommendations through City staff to the City Council.	Yes		X	Throughout				X		X	community volunteer	X	
Removing Obstacles to Community & Economic Development													
Combating the Influences of Blight													
Blight-1: Identify new sources of funds that can be used to increase the number and quality of Police and/or Code Enforcement efforts. Surveillance cameras should be modernized to capture essential details of illegal dumping and graffiti activities, and community volunteers should be recruited to scan the many hours of recorded tape to assist in identifying dumping incidents.	Yes		X	Throughout				X		X	community volunteers	X	X
Blight-2: Consider modifications to Oakland Municipal Code (OMC) Section 8.38.040 to ensure that illegal dumpers not only bear the cost of cleanup, but also contribute to the cost of detection. Given the number of smart phones and capacity for citizens to record violations in action, more effort should be made to allow for prosecution of illegal dumping through such evidence.	Yes		X	Throughout						X		X	
Blight-3: Improve trash collection and cleanup of illegal dumping. Take steps to remove trash from the area, in coordination with Keep Oakland Beautiful. Educate residents about the ways to report illegal dumping, offer regular free bulky- and hazardous-item drop off events, and organize neighborhood clean-up events.	Yes		X	Throughout				X		X	community volunteers, Keep Oakland Beautiful	X	
Blight-4: Implement graffiti abatement programs and work to create visibility and media coverage for some initial successful prosecution examples.	Yes	X		X				X		X		Department of Public Works, Office of Parks and Recreation, and the Building Services Division, Code Enforcement	
Blight-5: Consider establishment of a Business Improvement District (BID), also known as a Community Benefits District (CBD), as an innovative, private alternative to Redevelopment financing for the removal of blight and the revitalization of West Oakland's commercial, business and industrial areas.			X	Throughout				X		X	BIDs/CBDs are public/private sector partnerships that can perform a variety of services to improve the community's image and promote individual businesses. They also carry out economic development services by working to attract, retain and expand businesses.		
Addressing Crime													
Community Policing. Oakland's community policing philosophy recognizes the interdependence and shared responsibility of the police and the community to make Oakland a safer city.	Yes			Throughout				X		X	Neighborhood Crime Prevention Councils	Police Department	
Operation Ceasefire. Oakland joined several other California cities under the Safe Community Partnership/Ceasefire program to work together to implement an evidence-based, data-driven approach designed to reduce serious gang violence in the near term and on a community-wide level.	Yes	X		Throughout				X		X	clergy leaders; community organizations; California Partnership for Safe Communities	Mayor's Office; Oakland Police Department	Alameda County Probation; State Parole; federal law enforcement agencies; social service providers
Measure Y / Oakland Unite. The Measure Y network addresses the complex and multiple risk factors associated with violence: poverty, unemployment, discrimination, substance abuse, educational failure, fragmented families and domestic abuse. As an outgrowth of Measure Y, Oakland Unite programs target Oakland's highest risk community members and neighborhoods, with a particular focus on interrupting violence now as it occurs.	Yes	X		Throughout				X		X	Social services, nonprofits, police, employment, schools, criminal justice, faith-based agencies and community members. Based in the Department of Human Services, Oakland Unite is funded by tax-payer dollars and has brought in over $7 million in state and federal grants to support the local		
Business Alert. The mission of the Business Alert program is to encourage the retention, attraction and expansion of businesses in the area by helping companies address the issues of safety and security. The Business Alert Committee is committed to creating safer neighborhoods for businesses and to improve the image of commercial corridors.	Yes	X		Throughout				X		X	Economic Development Department, Business Alert Committee		
Crime Deterrent-1: Community Safety Planning. The Oakland Police Department and other City agencies should continue to support, and where necessary improve community policing programs in order to improve perceptions of, and actual, community safety.	Yes	X		Throughout				X		X	Neighborhood Crime Prevention Councils	Police Department	
Crime Deterrent-2: Create a safety ambassador and/or peace officer program. Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program.			X	X				X		X	Safety ambassadors	Police Department	
Crime Deterrent-3: Strongly discourage new liquor stores. The City should consider passing even more stringent regulations (i.e., greater buffers) for new liquor stores than the current requirement which prohibits new alcoholic beverage sales establishments within 1,000 feet of any school, public library, park or playground, recreation center or licensed daycare facility. The City should also consider increasing its enforcement actions against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors).	Yes		X	X				X		X		City Planning and Zoning, Code Enforcement	
CPTED-1: Continue and strengthen the City's Crime Prevention through Environmental Design (CPTED) review process. The City Planning Department should continue to work with the Police Department and other City departments and divisions to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment.	Yes	X		X				X		X		City Planning and Zoning, Code Enforcement	
CPTED-2: Add Street Lighting. Energy efficient, pedestrian-scale street lighting in line with the neighborhood's aesthetic preferences should be installed. Lighting fixtures could also support hanging flower baskets and/or community bulletin boards/information kiosks.			X	X				X	X	X		City Planning and Public Works Agency	
CPTED-3: Plant new street trees, using CPTED principles, with high tree canopies and lighting below to allow street lighting to reach the street and sidewalks. Spacing should be provided so that street trees do not interfere with street lighting of the area. The new street trees should be low-maintenance and drought resistant.			X	X				X	X	X		City Planning, Public Works Agency	

*Various City Departments have reviewed the Specific Plan and support the recommendations in concept. These parties' specific role in implementing Plan recommendations to be further refined upon Plan adoption.

		Plans Complete and Ready to Implement?			Suggested Timing to Begin Implementation			Cost Information				Responsibility for Implementation*		
		Existing Strategy, to be Continued	Yes	No	Near-Term	Mid-Term	Long-Term	Actual Costs Known?	Soft Costs	Capital Costs	O&M Costs	Private Entities, Land Owners, Developers	City (staff resources, CIP, General Fund)	Outside Agency Funding Sources (i.e., Fed/State/regional agency grants, etc.)
West Oakland Specific Plan: Implementation Strategy Matrix														
	CPTED-4: Implement the CPTED design strategies indicated in Chapter 7.2 of this Specific Plan for all new, high-density residential and high intensity commercial / industrial developments.	Yes	X		X				X				City Planning	
	CPTED-5: Implement the CPTED principles and design strategies indicated in Chapter 7.2 of this Specific Plan for all new residential development projects regardless of unit size.	Yes	X		X				X				City Planning	
	CPTED-6: Implement the CPTED principles and design strategies indicated in Chapter 7.2 of this Specific Plan for commercial and institutional developments.	Yes	X		X				X				City Planning	
Securing the Basic Infrastructure														
	Traffic Safety-1: Campbell Street, between West Grand Avenue and 20th Street, should be converted into a one-way, southbound street. Automobile traffic would no longer be allowed to make the unsafe left-hand turn to westbound West Grand Avenue.			X	X				X	X	X		CIP	X
	Traffic Safety-2: At the intersection of Wood Street and 32nd Street, the existing utility pole should be to be moved out of the traveled way, or poles should be added to shorten the span. PG&E should be contacted to discuss potential solutions. Additional self-supported steel poles may need to be utilized, as there appear to be very few options for guying new poles.			X	X				X	X		PG&E		X
	Pavement Repair-1: Potholes are evident throughout the West Oakland Opportunity Areas, particularly in the Mandela/West grand Opportunity Area. Patching potholes will provide a short-term and inexpensive solution, but only until more extensive pavement rehabilitation can be conducted.	Yes	X		X				X	X	X		Public Works, Pavement Management Program	
	Pavement Repair-2: Pavement repair throughout each of the West Oakland Opportunity areas, but in particular throughout virtually the entire Mandela/West Grand Opportunity Area is needed to improve the roadways to accommodate multimodal uses and safely convey all forms of transportation associated with existing and new development. Options of repair, dependent upon location, range from slurry seals to pavement overlays, to removal and replacement of the entire pavement section.		X		X				High	High	High		Public Works, Pavement Management Program	
	Pavement Repair-3: Roadways that share alignments with rail spurs should be given high priority in the City of Oakland's pavement management program, and should be resurfaced with a temporary improvement to bring them to a serviceable condition until a long-term rail repair or removal strategy can be implemented.			X	X				High	High	High		Public Works, Pavement Management Program	
	Pavement Repair-4: For work within what would typically be the railroads' responsibility for maintenance, the City should explore all possible avenues to ensure the railroads live up to their obligations. However, where the interface between street pavement surface and the rails is in poor condition, critical repair work may need to be performed independent from the railroads.			X	X			Moderate	Moderate	Moderate	Moderate	Railroads		
	Pavement Repair-5: As funding options are researched for improvements to rail, recognize that street pavement repairs and rail improvements will be necessarily linked. This nexus may expand the possibilities for funding sources.			X	X			Low	Low	Low	Low		X	X
	Rail Lines-1: In the near term, the at-grade rail crossings at Market Street and at Martin Luther King Jr. Way are in poor condition and should be repaired.			X	X			Moderate	Moderate	Moderate	Moderate		X	
	Rail Lines-2: For the long term, decisions need to be made by stakeholders, including the City, the railroad companies and property owners about which rail lines should be removed and which will remain in perpetuity, in what streets, and to serve which parcels.			X		X		Low	Low	Low	Low	X	X	
	Rail Lines-3: Those spur lines designated to stay should be brought up to appropriate current standards of construction and safety by the applicable railroad company. The streets that the spurs share an alignment with should be reconstructed with appropriate, modern features such as proper sub-drainage and adequate rail crossing panels throughout their length.			X		X		High	Moderate	High	Moderate	X	X	
	Rail Lines-4: Since the spur that serves the block surrounded by Linden, Filbert and 3rd Streets does not align with the street system, it creates a viable long term rail service corridor with the existing land uses and should be retained.			X			X	Unknown				X	X	X
	Rail Lines-5: Those rail lines not identified for reuse should be removed by the applicable railroad company, and the roadways reconstructed in accordance with appropriate construction standards and environmental practices.			X		X		Moderate	Low	High	None	X	X	
	Rail Lines-6: In general, all rail lines east of Mandela Parkway should ultimately be removed by the applicable railroad company, as they do not appear to be in current use, as evidenced by existing paving patterns (i.e., in many cases the rails have been paved over).			X		X		Moderate	Low	High	None	X	X	
	Street Sections-1: Pedestrian zones should be delineated throughout the Mandela/West Grand Opportunity Area, and currently missing or deteriorated sections of sidewalks and trails should be connected (i.e., "gaps" closed).			X	X			Low	Moderate	Low	Low		x	
	Street Sections-2: Intersections currently lacking accessible curb ramps or that have ramps that do not meet current ADA accessibility standards must be improved to City current standards as a part of any streetscape or paving project.			X	X			Moderate	Moderate	Low	Low	x	x	x
	Street Sections-3: Both interim and permanent bicycle routes and lanes should be established throughout West Oakland. Improvements to the street surfaces as described under Pavement Repair Strategies will benefit bicycle circulation.			X		X		Moderate	Low	Moderate	Low	x	x	
	Street Sections-4: Currently designated bicycle routes should be connected and signed to further promote bicycle use in and through West Oakland.		X			X		Moderate	Moderate	Moderate	Moderate	x	x	
	Street Sections-5: Curbs and gutters, and striping for parallel parking should be installed in all West Oakland Opportunity Areas where these street sections do not exist (i.e., "gaps" closed).			X	X			Moderate	Moderate	Moderate	Moderate	x	x	
	Street Sections-6: As an interim measure, street lights should be maintained and fixtures replaced to increase lighting and therefore increase public safety. Ultimately, street lights should be replaced as part of intersection and streetscape improvements, utilizing appropriate City lighting standards and fixtures from the city's lighting standards.	Yes	X		X			Moderate	Low	Moderate	Low	x	x	
	Street Sections-7: Within the Mandela/West Grand Opportunity Area, those streets that currently do not accommodate on-street parking should be improved with new street sections that designate on-street parking areas, and that also provide for improved stormwater runoff and pedestrian circulation.			X	X			Low	Low	None	None		X	
	Street Sections-8: For those blocks where cars are currently parking perpendicular to the street and where there is sufficient space, perpendicular parking sections should be installed on the edge of the road. The perpendicular parking section permits cars to safely park, maximizes the number of parking stalls, appropriately directs stormwater runoff, and provides pedestrians with a clear path of travel.		X			X		Low	Moderate	Low	x	x		

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Street Sections-9: New street standards specific to the needs of existing and future uses in West Oakland, should be considered in particular locations. New street sections are suggested at the following locations: • Along 10th Street, just west of Pine Street, • Along 11th Street, just West of Pine Street, • Wood Street • 17th Street • 18th Street between Wood Street and Campbell Street • On 3rd Street, the northerly sidewalk between Brush Street and Castro Street, and • Linden Street parking stall configuration			X	X			Low	None	None		X		
Gateways-1: Gateway monuments could be located at the following locations: • along Mandela Parkway north of 32nd Street, • at Mandela Parkway south of 12th Street, • at West Grand Avenue east of Chestnut Street, and • at West Grand Avenue between Frontage Road and Mandela Parkway.			X	X				X	X	X		Public Works	
Water-1: Support EBMUD's ongoing program to upgrade their older, smaller distribution lines to 6-inches, and to 8-inches where necessary to comply with current California Fire Code where laterals for fire hydrants are located.	Yes	X		Throughout				X	High	X	as part of new development	EBMUD	
Water-2: Continue to require that maintenance, capital repairs and upgrades to water distributions systems be financed by connection fees charged to new development, and through on-going customer service charges.	Yes	X		Throughout				X	Moderate	X	connection fees on new development		
Water-3: Coordinate with EBMUD to reassess its water distribution system to determine whether upsizing of its pipes for increased flow and/or pressure may be required. If upsizing is required and is deemed necessary for the viability of new development, the cost will likely be borne by the developer.			X	Throughout				X	X		costs born by developers		
Water-4: For projects that create new parcels which front a street that does not have a water main, a new public water main will be required, to be constructed at the developers expense.			X	X			approx. $200,000 per connection				costs born by developers	X	
Recycled-1: Although EMBUD's Policy 8.01 (which is consistent with California Water Code Section 13550), can allow EBMUD to require the use of recycled water for non-domestic purposes, encourage EBMUD to continue its effective incentive program to use recycled water rather than mandating its use.	Yes	X		Throughout					X	X	X	EBMUD	
Recycled-2: Consider re-use of existing pipelines, reservoirs, and other facilities which are no longer needed by other utilities for distributing recycled water to customers.			X		X			X	X	X		EBMUD	
Recycled-3: Encourage installation of separate plumbing system for new projects during initial construction rather than retrofitting the project.			X					X	X		costs born by developers		
Recycled-4: Include installation of new recycled water distribution mains when roads are being reconstructed, even if it is to place an empty conduit for future connection.			X		X	X		X	X		City, EBMUD and developers, as roads are reconstructed		
Recycled-5: Focus the use of recycled water within the Mandela/Grand Opportunity Area, as the primary recycled water transmission main is found traversing west from 7th Street then north on Mandela Parkway into Emeryville. Smaller distribution pipelines are also located in 16th Street and Willow Street.			X	X	X			X	X	X	X	X	
Sewer-1: The City's Right-of-Way Management Division implements a City-wide I/I Improvement Program to reduce infiltration and inflow into the sewer system by replacing conduits and structures with new facilities that are less susceptible to leakage. The City of Oakland should assess the relative priority of implementing I/I improvements within the West Oakland Opportunity Areas as a means of increasing sewer capacity such that all envisioned new development can be accommodated within the City's system.	Yes	X			X			X	X	X	X	X	X
Sewer-2: New development and/or reuse projects should replace existing sewer laterals with new laterals and verify that there are no cross-connections from building downspouts to the sewer. This would result in much lower I/I flow into the main lines.	Yes		X	X			approx. $200,000				X	X	
Sewer-3: Within the Mandela/West Grand Opportunity Area, there are several blocks between West Grand, 18th Street, Wood Street and Peralta Street that contain very large parcels. Public sewer lines were not installed under Campbell Street, 20th Street or Willow Street in this area. New development within these blocks will require new sewers in this small area			X	X	X			X	X		X	X	
Storm Drain-1: As the West Oakland area improves, storm drain lines and structures should be added and or replaced to serve the Industrial Zones.	Yes	X		X					X		X		
Storm Drain-2: New development that impacts an established minimum area (the current standard is greater than 2,500 square feet) is subject to provision C.3 of the City's National Pollutant Discharge Elimination System (NPDES) permit with the State of California. Pursuant to these regulations, such new development would be required to implement stormwater treatment measures to clean and filter stormwater prior to its entering the storm drain system. These improvements will serve to improve water quality and lower the overall volume of run-off.	Yes	X		Throughout				X	X	X	X		
Storm Drain-3: As the West Oakland area improves, underground storm drain lines should be added to several street sections			X	X			approx. $200,000				X	X	
Lighting-1: As an interim measure, street lights should be maintained and fixtures replaced with Light Emitting Diode (LED) lighting to increase lighting and public safety. Ultimately, street lights should be replaced as part of intersection and streetscape improvements, utilizing appropriate City lighting standards and fixtures, and incorporating Crime Prevention Through Environmental Design (CPTED) principles.	Yes		X	Throughout				X	X	X	X	X	
Lighting-2: Based on the BKF survey, a total of approximately 258 street lights should be added within the Mandela/West Grand Opportunity Area, and 40 non-operational streets lights should be replaced or repaired.			X	Throughout			High	Moderate	High	Moderate	X	X	
Lighting-3: Based on the BKF survey, a total of 82 additional street light poles appear to be needed with the 3rd Opportunity Area to meet the City's lighting standard.			X	Throughout			High	Moderate	High	Moderate	x	X	
Lighting-4: All upgrades to the street lighting system should take truck height and turning movements into account.			X	X			High	Moderate	High	Moderate	x	X	
Lighting-5: Existing street light fixtures should be evaluated in specific areas for replacement with LED lighting. Whereas LED lighting offers several benefits over conventional street lighting in some applications, it is not likely to be practical in some industrial areas because of the street widths, the absence of residences, and the high concentration of lights that would be required to meet the City's standards.			X	X			Moderate	Low	Moderate	Low	x	X	
Electricity-1: The City should determine its available balance of undergrounding credits with PG&E, and incorporate specific portions of West Oakland Opportunity Areas into the city-wide prioritization plan for relocating overhead utility lines underground.			X	X			Low	Low	Low	Low		X	
Broadband-1: A Broadband Network master plan should be coordinated with the City and current network operators to program and plan the facilities.			X	X				X			private network operators	X	

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Circulation-1: The City and the Port of Oakland should coordinate to enact a reasonable resolution to the current circulation problems associated with truck parking on Adeline Street, especially in the mornings. This appears to be a signage and enforcement issue, as there currently appears to be parking area available outside the gates on Port property, on the south side of the Middle Harbor Drive bridge, to accommodate truck parking. A truck parking program with appropriate time limits and enforcement should be implemented.			X	X				X	Low	Moderate		Port and City	
Circulation-2: An existing barricade was installed at 10th Street between Pine Street and the I-880 frontage in an effort to restrict truck traffic through the adjacent residential neighborhood. However, this solution isolates the residential neighborhood and forces longer trips to circumvent the blockade. It is recommended that another solution, such as replacement of the barricade with signage and enforcement to restrict through truck traffic, be considered.			X	X			Moderate	Moderate	Low	High		X	
Circulation-3: Campbell Street between 26th and 28th Streets should be improved to current City of Oakland street standards to improve access and public parking within the Study Area.			X		X		Moderate	Moderate	High	Moderate	X	X	
Bike Routes-1: Both interim and permanent bicycle routes and lanes should be established through each of the West Oakland Opportunity Areas.			X	X			Low	Moderate	Low	Moderate		X	
Bike Routes-2: Currently designated bicycle routes should be connected ("gaps" closed) and signed to further promote bicycle use in and connecting through the West Oakland Opportunity Areas.			X		X		Moderate	Moderate	Moderate	Moderate		X	
Bike Routes-3: Signs should be installed identifying Bay Trail routes, particularly as the Bay Trail is meant to navigate Brush and 2nd Streets. Planned bicycle routes as indicated on the City Bicycle Master Plan map should be linked and connected to the bicycle grid.			X	X			Moderate	Moderate	Moderate	Moderate		X	
Bike Routes-4: An alternative, much safer bicycle route to Middle Harbor Shoreline Park for bicycles lies on a walkway/path adjacent to the 7th Street entrance to the Port. The 7th Street route is also connected to the Bay Trail at Mandela Parkway. Middle Harbor Shoreline Park is roughly the same distance from the intersection of 3rd and Adeline using either route.			X		X		Moderate	Moderate	Moderate	Moderate		X	
Bike Lanes and Pedestrian-5: Ensure that a bike lane/pedestrian bridge or other facility is designed and constructed on and from Mandela Parkway near the West Grand area into and through the Army Base development to Gateway Park. Another facility should be developed along 40th Street, through Emeryville, and into Oakland that will provide trail access underneath I-80 to the Park.			X			X	Moderate	Moderate	Moderate	Moderate		X	
Pedestrian Connections-1: While the pedestrian connection from Mandela Parkway to the West Oakland BART Station is new and in good condition, additional street lighting and sidewalk improvements as recommended elsewhere in this chapter of the Plan will provide more safe pedestrian circulation.			X	X			Low	Low	None	None		X	
Pedestrian Connections-2: ADA ramps between all major transportation hubs in each of the West Oakland Opportunity Areas should be installed with any new development or streetscape improvement to make the area accessible to pedestrians with disabilities.			X		X		Low	Low	Low	Low		X	
Pedestrian Connections-3: Provide safe, secure and well lighted pedestrian corridors, especially surrounding the West Oakland BART Station where pedestrians must pass under I-880 and the elevated BART tracks to access the station and nearby parking lots and housing.			X	X				X	X	X	X	X	
Addressing Brownfield Sites													
Grants and Loans-1: Although the current EPA Revolving Loan Fund program is presently exhausted, the City should continue to monitor the availability of funds from this source over time, and remain poised to take advantages of this source of funds at such time as the Fund may be replenished.	Yes			Throughout				X				X	X
Grants and Loans-2: Continue brownfield clean-up efforts through to completion, securing the necessary funds through to remediation and reuse.	Yes	X		X	X	X		X	X	X	X	X	X
Grants and Loans-3: Target future grant and loan applications for brownfield redevelopment efforts necessary to ready West Oakland Opportunity Sites for new development. Shorter-term remediation needs may be prioritized at the following locations: • West Oakland BART Station TOD sites • Sites where current recycling operations are anticipated to relocate to the former Oakland Army Base, creating new development opportunities, and	Yes	X		X				X			X	X	X
Polanco Act-1: Actively follow and lobby for new state legislation enabling the City, as successor agency to the Oakland Redevelopment Agency, to assume Polanco Act authority.	Yes		X	X				X				X	
Polanco Act-2: Consider use of Polanco Act powers more rigorously than has been used in the past.		X		X	X			X			X	X	
Brownfield Investment-1: Provide developers willing to conduct brownfield remediation efforts with immunity from liability, using the state Land Reuse and Revitalization Act.	Yes	X		X	X	X					X	X	X
Brownfield Investment-2: Speed up the regulatory oversight processes using such programs as DTSC's Voluntary Cleanup Program.	Yes	X		X	X	X		X			X	X	X
Brownfield Investment-3: Provide assurance that human health and environmental resources will be protected without needlessly delaying future construction and development projects by implementing institutional controls such as through the City's Permit Tracking System (PTS) and by considering reinstituting the Urban Land Redevelopment (ULR) Program. The ULR Program is not active at this time, but had been operating through the Oakland Fire Department and was specifically intended to clarify environmental investigation requirements and establish Oakland-specific cleanup standards to be met.	Yes		X	X				X		X		City Planning and Zoning, Fire Department	
AB 440-1: Consider use of the tools and powers authorized under AB 440 more rigorously than the former Redevelopment Agency had used similar Polanco Act powers in the past.	Yes	X		X				X				X	
AMCO Superfund Site-1: Coordinate with the US EPA to ensure that remediation plans for this site anticipate and allow for future residential use. The former AMCO property is located on a block that is planned as a transition zone between the West Oakland BART Station TOD and the core residential area of the South Prescott neighborhood.	Yes		X	X	X			X	X	X	neighbors and developers	X	US EPA
AMCO Superfund Site-2: Recognize that cleanup activities at the site may influence how this site may ultimately be developed, and may potentially include targeted land use restrictions to ensure protection of human health and the clustering of long-term remedial features which may be needed on an on-going basis. Options may include restricting any residential uses on the ground floor, while allowing upper story residential uses.	Yes		X	X	X	X		X	X	X	developers	City Planning and Zoning	US EPA
AMCO Superfund Site-3: Acknowledge and accommodate long term clean-up actions, which may require phased development of the AMCO property.	Yes		X	X				x	x	x	developers	City Planning and Zoning	US EPA
Facilitate CEQA-1: Work with other federal and state agencies to remove from active data bases those sites which have been fully remediated and closed such that they no longer automatically trigger the need for an EIR.		X		X				X				City Planning and Zoning	regulatory oversight agencies
Facilitate CEQA-2: Rely on the EIR prepared for this Specific Plan to the greatest extent legally appropriate for the CEQA review of hazardous materials sites within West Oakland.	Yes	X		X	X			X				City Planning and Zoning	

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Facilitate CEQA-3: Defer to existing regulations and the City of Oakland's Standard Conditions of Approval and Uniformly Applied Development Standards as necessary and appropriate mitigation as a means to streamline subsequent environmental reviews.	Yes	X		Throughout				X				City Planning and Zoning	
Reduce Exposure-1: Retain commercial and/or industrial land use designations on those sites which have been remediated, but only to commercial/industrial standards, and limit the exposure of sensitive land uses by restricting or limiting new residential development at those sites known to have been previously environmentally contaminated.	Yes	X		Throughout								City Planning and Zoning	
Reduce Exposure-2: Identify additional steps that may be necessary to further investigate and potentially remediate sites proposed for more sensitive uses			X	Throughout				X	X	X	X	X	X
Reduce Exposure-3: Recognize that certain sites carry deed restrictions which prevent development of more sensitive (e.g., residential) land uses. Restrict development of more sensitive (e.g., residential) land uses on those sites which carry deed restrictions prohibiting such uses. If sensitive uses are proposed on such sites, additional remediation requirements will be required.	Yes	X		X				X			Developers	City Planning and Zoning	
Reduce Exposure-4: Acknowledge the longer-term development phasing requirements associated with certain sites that have lengthy site characterization and remediation programs,	Yes	X			X	X					X	City Planning and Zoning	X
Ind./Res. Interface-1: Encourage the relocation of those types of land use which are known to generate toxic hazard concerns (i.e., waste recycling operations, heavy truck-dependent uses, and large quantity generators of hazardous materials) to alternative locations outside of and distant from residential neighborhoods.	Yes	X		X	X						X	City Planning and Zoning, Economic Development	
Ind. /Res. Interface-2: To ensure that new industrial and commercial development which may use or generate hazardous materials provides appropriate buffers between adjacent sensitive uses, the City should retain, modify as appropriate, and rigorously enforce the current S-19 Health and Safety Protection Combining Zone regulations.	Yes	X		X				X				City Planning and Zoning	
Ind. /Res. Interface-3: Continue to implement those regulatory mechanisms which seek to minimize the potential for spills and contamination of soils and groundwater. Under such regulations, any new use which handles or generates hazardous materials must submit a Hazardous Materials Business Plan for review and approval by the Fire Department, Hazardous Materials Unit. The purpose of the Hazardous Materials Business Plan is to ensure that employees are adequately trained to handle the materials, provides information to the Fire Department should emergency response be required, and includes an emergency response plan including employee training information.	Yes	X		Throughout				X	X	X	X	Fire Department, Hazardous Materials Unit	
Market Analysis													
Targeting Selected Business Types													
Revitalize-1: Encourage Reuse of Existing Buildings, Particularly Initially. Focus initial economic development activities on intensification of business activities in existing industrial buildings. The existing building stock provides a resource for attracting new businesses, particularly initially, and should be retained and reused for new business uses as much as possible.	Yes	X		X							X	X	
Revitalize-2: Encourage Lower Intensity New Development. Encourage lower-density new development of light industrial/flex and studio space in infill locations. Such development is likely to be in smaller, one- to two-story buildings with surface parking.	Yes	X		X	X						X	X	
Revitalize-3: Undertake Improvements to Remove Constraints to Business Growth and New Development. Improvements in the area as identified in other chapters of the Plan will remove obstacles and enhance the desirability of the area for business growth and new development. (See Chapter 7: Obstacles to Community & Economic Development.)		X		X	X			X	X	X	X	X	
Revitalize-4: Identify Location Options for Heavier Industrial Uses. There is a need to identify location options for heavier industrial and truck-intensive businesses. Such businesses contribute to the economy, provide jobs, and support nearby Port operations. Their relocation could retain business activities and jobs within Oakland, while providing sites for new development and business activities within West Oakland. The land use policies of the Plan (see Chapter 7) identify heavier industrial and truck-intensive uses as permitted uses in the 3rd Street Area because of its proximity to the freeway, the Port, and designated city truck routes.		X		X	X			X				X	
Revitalize-5: Capitalize on West Oakland sites that become vacant by the relocation of heavier industries to other areas outside of West Oakland (see strategies in Chapter 4:Land Use).		X		Work with property owners to guide new development of vacated sites towards compatible uses which add value, lessen environmental impacts and increase local jobs	· Designate key sites (as shown on the Land Use Overlay Diagram) where new development of more intensive business and industrial uses can be targeted for either the near- or mid-term.	Retain certain Opportunity Sites which have strong locational advantages and large site areas, but where existing buildings currently accommodate on-going businesses, for higher intensity development in the longer term.		X			X	X	
Revitalize-6: Discourage Land Speculation through a Clear Delineation of Industrial Land Use Designations, Policies, and Regulations. Except in the few instances identified in this Plan, retain the Business Mix/Light Industrial land use designations and the industrial zoning in West Oakland and continue to prohibit residential development of commercial/industrial sites.	Yes	X		Throughout				X				X	
Revitalize-7: Refine Commercial/Industrial Land Use Policies and Zoning to Encourage a Subarea Approach. The various targeted market sectors differ in densities of development and the rents and land prices they support. Thus, revitalization and economic development can be facilitated by encouraging different sectors/segments in different subareas of the opportunity areas. See Chapter 4 for discussion of land use and zoning overlays that create subareas.		X		Throughout				X				X	

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	Revitalize-8: While Allowing Some Flexibility, Provide More Definitive Rules for Allowable Uses, Existing Building Retention, and New Development in City Land Use Policies and Zoning. Within the subarea approach identified above, existing land use policies and zoning should be refined to be more definitive and provide greater direction and specificity to the private sector, with the objective of facilitating the desired types of economic development in West Oakland. (See Chapter 4).		X		X				X				X	
	Revitalize-9: Coordinate Area Improvements with Subarea Strategies for Economic Development. The subarea approach described above is intended to encourage a mix of location options (different types of space, different densities, different rents and land values) for supporting and attracting different types of businesses and job growth in the target market sectors.		X		Throughout				X				X	
	Revitalize-10: Continue City Outreach, Coordinate Public and Private Marketing Efforts, and Undertake Focused Strategies for Attracting Different Market Sectors. Marketing and outreach efforts led by City Economic Development staff to promote business locations, attract new businesses, and facilitate the desired commercial/industrial development in West Oakland. Grow and enhance the current City website 'www.westoaklandworks.com' as a tool for business retention, attraction and to encourage consumer access to local goods and services. Prepare marketing materials to highlight market potentials and articulate the vision for development in the Specific Plan. Coordinate and work with property owners, encourage them to be realistic about market potentials, and encourage them to invest in the area. Convene forums or smaller meetings with major property owners and developers to help facilitate redevelopment of key opportunity sites. Hold events that promote West Oakland to the different market sectors and industry groups. Undertake efforts to "brand" the area for the different market sectors and industry groups.		X		Throughout				X				Economic Development	
	Urban Mfg-1: Provide space and/or land at competitive rents and prices in West Oakland to enhance its attractiveness as a location for these business types	Yes			X							X		
	Urban Mfg-2: Invest in West Oakland's older industrial areas to modernize facilities and to improve infrastructure (see Chapter 7: Obstacles to Community & Economic Development).		X		X	X			X	X		X	X	
	Urban Mfg.-3: Encourage light industrial/flex development and the reuse of existing buildings in City land use policies (see Business Mix Enhancement strategies in Chapter 4: Land Use).		X		X				X				City Planning and Zoning	
	Urban Mfg.-4: Promote and brand manufacturing business activities that produce a wide range of products "Made in West Oakland", including specialized and custom products, artisanal production and industrial arts, and technology and related products. The recent "Oakland Makers" initiative is an example, focused on the arts.			X	X				Low	Low		X	X	
	Const-1: Provide Construction sector businesses with competitive, affordable space within existing buildings, as well as new, light industrial/flex building space	Yes			X							X		
	Const-2: Consider establishing a large "cluster" of construction and related businesses activities in West Oakland that could include green building and related companies; engineering, architecture, and design services; building materials sales; and manufacturing of custom and other building products for construction that are or could be provided in West Oakland. Locations in proximity could provide benefits for related businesses. They also could provide broader identity and branding for the overall group of construction-related businesses in the area, of benefit for marketing and attracting clients/customers.		X		X	X						X		
	Green/Tech-1: In the nearer-term, seek to attract start-up businesses and smaller companies seeking lower-cost space options as can be provided in existing buildings, in new light industrial/flex space, and in incubator facilities. (See the strategies above for green businesses in the manufacturing and construction sectors.)		X		X				X				City Economic Development	
	Green/Tech-2: Consider establishing and branding a cluster of "green" businesses in West Oakland as their numbers increase (see above).		X		X	X			X			X	City Economic Development	
	Green /Tech-3: To promote this business sector, establish relationships with University of California Berkeley, Lawrence Berkeley National Laboratory and other related energy research institutions, and seek to attract their new research facilities to specific sites in West Oakland, such as those focused on energy or the life sciences. This strategy should be coordinated with planning for science and technology district development in the Coliseum Specific Plan area, which could offer large sites for new development and seek to attract research institutions. There would still be opportunities for smaller scale development in West Oakland, in closer proximity to other related activities in Berkeley and Emeryville, and for business functions involved in manufacturing, test product design/development, and some research and development.		X		X	X			X			X	City Economic Development	
	Info/Digital-1: Undertake economic development strategies focus initially on smaller Information and digital media businesses and start-up, especially those seeking space in renovated, existing buildings and who desire proximity to each other to create a "cluster" of similar uses.		X		X				X				City Economic Development	
	Info/Digital-2: Market and promote existing underutilized buildings as viable and efficient space for incubator and co-working space options, including studios and small offices. Encourage the development of incubators for the information and digital media industry group with proximity to artisans and artisans and craftspeople, and where small start-up businesses can share facilities and equipment.	Yes	X		X				X			X	City Economic Development	
	Info/Digital-3: Hold events and promote West Oakland as an interesting and "edgy" urban location for start-ups and other small companies, particularly those involved in digital media, software, and creative endeavors in recording, video/film, and multi-media productions. Coordinate citywide strategies to differentiate the attractions for this sector in West Oakland from those in Downtown Oakland where segments of the sector are also located.		X		X				X			X	City Planning and Economic Development, and others	
	Info/Digital-4: Spearhead efforts to expand delivery and services of contemporary information infrastructure technology needed to support the information and digital media market sector. Also, reinforce safety and security in the area in ways that acknowledge the risk of high value equipment storage.		X		X	X			X	X		digital media and broadband companies	X	
	Bio Sci-1: Attract start-ups and smaller companies in the life sciences that are seeking lower-cost, lower density space in proximity to similar activities in Emeryville. Start-ups grow over time and help attract other companies to the area.		X			X			X			real estate agents, brokers, etc.	City Economic Development	
	Bio Sci-2: Attract segments of the sector involved in manufacturing, such as medical device or medical research tools and supplies that could benefit from proximity to larger biotech companies and facilities nearby in Emeryville, Berkeley, and San Francisco. Seek to attract activities associated with nearby medical centers, in particular Children's Hospital Research Institute (CHORI).		X			X			X			real estate agents, brokers, etc.	City Economic Development	

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Bio Sci-3: Position West Oakland to attract a share of the demand in this sector once the existing and already-established Emeryville and Berkeley areas are more fully developed, and as an extension of Emeryville development. Pursue the possibility of partnerships with key development players in Berkeley/Emeryville (U.C. Berkeley, LBNL, developers) to encourage interest in extending development into West Oakland. In addition to smaller companies, start-ups, and primarily manufacturing companies, attempt to attract larger companies and/or research institutions for campus development on the larger opportunity sites. Improvements over time to the infrastructure, safety, and amenities in the area are important for attracting these types of uses in the future.			X		X	X		X			X	X	
Bio Sci-4: Coordinate citywide strategies for the attraction of this sector. As currently being planned, larger campus development including major research institutions are targeted for development in a new science and technology district and business park in the Coliseum/Airport Area. If developed, the strategy for West Oakland should be to use its proximity to Emeryville/Berkeley and to Oakland medical centers/CHORI for attracting smaller companies, start-ups, manufacturing companies, and other business activities in this sector that value such proximity.		X		X				X			real estate agents, brokers, etc.	City Planning and Economic Development, and others	
More Retail Opportunities													
Grocery-1: Identify multiple sites for smaller grocery, notwithstanding the fact that traditional grocers are moving towards larger store sizes.		X		X				X				City Planning and Zoning	
Grocery-2: Identify appropriate sites for a conveniently located, full-scale grocery store.		X		X				X				City Planning and Zoning	
Comparison Goods-1: Specifically target adequate land area to accommodate approximately 153,000 square feet of new retail space, which the economic analysis shows as being supportable by the currently lost "leakage" in comparison goods sales (the apparel, general merchandise, specialty and home improvement categories.		X		X				X			X	City Planning and Economic Development, and others	
Comparison Goods-2: Identify sites with good regional access near the freeway or on major arterials for large-format comparison goods stores. Like the stores on the Oakland side of the East Bay Bridge Shopping Center, such stores would not be limited in their retail sales potential to just sales to West Oakland's small population base		X		X				X			X	City Planning and Economic Development, and others	
Employee-Based Retail-1: Identify sites which have the best market opportunity for successful smaller restaurants. These sites are located near employment centers such as on 7th Street near the Post Office, and near the Port (similar to Nellies Soul Food).		X		X				X			X	City Planning and Economic Development, and others	
Future Retail-1: Identify locations and ensure that these sites are appropriately zoned to accommodate a variety of retail space that can capitalize on the spending potential of the projected increases in population and employment envisioned under this Plan.		X		X	X			X			X	City Planning and Economic Development, and others	
Residential Development Potential													
Reuse and Intensify-1: Continue preservation and enhancement efforts in West Oakland's residential neighborhoods through preservation and rehabilitation of historic buildings, infill development on vacant parcels with new housing at compatible scales, and improved streetscapes.	Yes	X		Throughout				X	X		X	X	
Reuse and Intensify-2: Revitalize and enhance the existing Oak Center, Prescott, Hoover and Clausen neighborhoods; this may be a long-term, evolutionary process that will vary according to the circumstances of the existing development pattern and size of parcels.	Yes	X		Throughout				X	X		X	X	
Diversified Opportunities-1: Capture a large share of the transit-convenient housing market by developing the West Oakland TOD. The City has already established several parameters needed to ensure that such a development will be successful,		X		X				X	X	X	X	X	X
Diversified Opportunities-2: Identify appropriate new sites in West Oakland which are near existing residential neighborhoods, parks and other neighborhood services, and that are able to accommodate new mid-rise residential development.		X		X				X				City Planning and Economic Development	
Diversified Opportunities-3: Revitalize major arterial corridors such as San Pablo Avenue and 7th Street by creating new opportunities for urban, mixed-use districts with residential uses above ground-floor, neighborhood-serving commercial use.		X		X	X			X			X	X	
Expanded Markets-1: Capture a greater share of artists and other alternative households that are currently attracted to West Oakland's relatively low housing prices compared to other central Bay Area options.		X		X				X			real estate agents, brokers, etc.	City Planning and Economic Development, and others	
Expanded Markets-2: Attract more of the former San Francisco renters who are looking to relocate in order to find more affordably priced for-rent or for-sale units.		X		X				X			real estate agents, brokers, etc.	City Planning and Economic Development, and others	
Land Use													
Industrial Land Use & Job Retention													
Industrial Land Retention-1: With limited exceptions as specifically provided under this Plan, prohibit the expansion of residential and live/work uses into the business and industrial areas of West Oakland so as to encourage business development and job growth.	Yes	X		Throughout				X				City Planning and Zoning	
Industrial Land Retention-2: Retain the entirety of the 39 acres of land currently zoned M-30 within the 3rd Street Opportunity Area for industrial and business purposes.	Yes	X		Throughout				X				City Planning and Zoning	
Industrial Differentiation-1: Retain viable older industrial space and facilitate more intensive use of existing facilities. Intensified business activities in existing buildings can lower vacancies and increase utilization		X		Throughout				X				City Planning and Zoning	
Industrial Differentiation-2: Identify specific sites that are either vacant or which contain derelict and non-viable buildings for new, smaller-scale industrial space		X		Throughout				X				City Planning and Zoning	
Industrial Differentiation-3: Identify specific sites that are appropriate, based on large parcel sizes, highly prominent locations, or future economic opportunities for new, larger-scale industrial, business or institutional developments		X		Throughout				X				City Planning and Zoning	
Industrial Zoning Update-1: Rezone the current M-30 zoning that is applicable to certain parcels in the 3rd Street Opportunity area that are also within the Estuary Policy Plan Area to CIX-1.		X		X				X				City Planning and Zoning	

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West Oakland Specific Plan: Implementation Strategy Matrix													
Jobs Resource Center-1: The mission of the anticipated Job Resource Center should be more broadly defined as facilitating preparation and placement of traditionally disadvantaged workers throughout the industrial employers in all of West Oakland, starting with the construction sector in the short-term, and in other, more widely dispersed industrial sectors in the long-term.		X		X	X			X				X	
Opportunity Area Land Use Policies													
M/WG 1A-1: Implement planned streetscape improvements for Adeline Street (see also Chapter 5.1: Complete Streets), creating a catalyst for new development opportunity and generally improving the industrial/residential edge of the Subarea 1A.	Yes	X		X				X	X	X		X	X
M/WG 1A-2: Support implementation of planned "pipe-line" residential projects along the eastern side of Adeline Street just south of 26th Street, and provide for the infill of smaller, remaining residential properties parcels with single-family homes and townhomes between Adeline and Magnolia in the area north of 28th Street.	Yes	X		X	X			X			X		
M/WG 1A-3: Focus initial revitalization efforts on intensification of use and infill of existing underutilized older warehouse space, especially within the more notable larger structures.	Yes	X		X				X			X	X	
M/WG 1A-4: Seek redevelopment of those vacant, blighted and highly underutilized properties throughout Subarea 1A. Attract traditional light industrial and business uses, similar to the types of uses already well-established in this area, and discourage heavy industrial development between Adeline Street and Magnolia Street		X		X				X			X	X	
M/WG 1A-5: Capitalize on the expected relocation of the recycling operations currently at Opportunity Sites # 2, #11 and #19 (Custom Alloy Scrap Sales) to the former Oakland Army Base, by redeveloping this property with new, higher intensity business and light industrial uses. Work with the property owner(s) to establish a master plan for the property which can accommodate an incremental expansion of building space and uses,			X	In the early phases of development at this site, expect new development to consist of 2- to 3-story buildings with surface parking, used primarily by light industry, custom manufacturing and other similar types of uses. As market potential and transit service improves, mid-rise development (up to 6 stories high, surface parking converted to structured parking) is expected, with buildings that form an urban street edge along 26th, 28th and Peralta Streets.				X	X		Work with the property owner(s) to establish a master plan for the property which can accommodate an incremental expansion of building space and uses.		
M/WG 1A-6: As revitalization efforts generate more business interest, look to redevelop the existing building at the northeast corner of Mandela/West Grand. This is a prominent, gateway site into Subarea 1A.			No		In the early phases of development at this site, expect new development to consist of 1- to 2-story buildings with an internal surface parking court, used primarily by light industrial, custom manufacturing and other similar types of uses. As market potential builds over time and as the transit service along Mandela Parkway is enhanced, new mid-rise development is expected			X	X		The City should seek a master plan for these properties which can accommodate an incremental expansion of building space and use.		
M/WG 1B-1: Encourage the owner or the tenant of the unique Nabisco/National Cereals building to make exterior improvements to that building to clean up exterior of the site.			X	X				X	X	X	X	X	
M/WG 1B-2: Seek opportunities to relocate the recycling operation that currently exists to the north of Wade Johnson Park. If relocation can be accomplished, redevelopment of this site should accommodate new, smaller-scale light industrial and business uses and should include an open space or other appropriate buffer adjacent to the park.			X	X	X			X	X		X	X	
M/WG 1B-3: Work with the property owner and current artist tenants at the American Steel/Pacific Pipe properties (Opportunity Site #5) to establish a long-term vision for these properties. Seek opportunities to more intensively utilize these properties, accommodate existing arts uses, and allow for incremental intensification of land use at this site.			No	use the existing building space within the American Steel building to increase the number of multi-tenant studio and custom manufacturing spaces.	As demand for the arts industry space increases, create additional multi-tenant custom manufacturing, studio and creative office space within the adjacent Pacific Pipe building.	Consider replacing the existing Poplar Warehouse building on the American Steel site with a higher intensity use, including a mid-rise building functionally integrated with the larger American Steel structure.		X	X	X	X	X	X
M/WG 1C-1: Focus initial revitalization efforts throughout the northwest portion of this Subarea on intensification of use and infill of existing underutilized older warehouse space, and on the redevelopment of vacant, blighted and highly underutilized properties.	Yes	X		X				X	X		X	X	

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West Oakland Specific Plan: Implementation Strategy Matrix														
	M/WG 1C-2: Capitalize on the expected relocation of existing recycling facilities currently operating at Opportunity Sites #4, #6 and #13 (Custom Alloy Scrap Sales and California Waste Solutions) to the former Oakland Army Base, and redevelop these properties with new, higher-intensity commercial business and light industrial uses.			No	In the early phases of development of these sites, expect new development to consist of low-rise buildings with surface parking, used primarily by light industrial, custom manufacturing and other similar types of uses. Expect new types of light industrial and business uses to expand the development envelope of this Subarea, with new mid-rise buildings, and surface parking areas converted into building space supported by structured parking along the edge of the freeway, and an urban street grid formed by an axis along Willow Street and 24th Street.			X	X	X	Work with the property owner(s) to establish a master plan for the property which can accommodate an incremental expansion of building space and uses.		
	M/WG 1C-3: Market and support the establishment of a new catalyst site for large-format retail development near the Oakland/Emeryville city limit line along Mandela Parkway near the I-580 overpass.			X		X			X	X	X	X	X	
	M/WG 1D-1: Implement the already approved and pipeline residential development projects at Wood Street and at 2001 Peralta. Development of these projects more firmly establishes a residential land use pattern south of Raimondi Park.	Yes	X		X	X				X	X	X	X	
	M/WG 1D-2: Amend the current General Plan land use designation and re-zone the two blocks bounded by 17th Street, 18th Street, Wood Street and Campbell Street, the adjacent south block face on 17th Street between Willow Street and Campbell Street, and the two south blocks bounded by 17th Street, Wood Street, 15th Street, and Willow Street, to permit housing and business mix use.		X		X				X				X	
	M/WG 1D-3: Focus business and industrial revitalization efforts for the area generally south of 17th Street on intensification of existing underutilized older buildings and warehouses, and on the redevelopment of vacant, blighted and highly underutilized properties.		X		X				X	X		X	X	
	M/WG 1D-4: Redevelop and improve the large properties between Raimondi Park and West Grand Avenue (Opportunity Sites #6, #13 and #14) to signify this area as an important gateway to and from West Oakland, with attractive and inviting space and an improved overall image.			No	In the short term, allow the existing large Primary Steel and Horizon Beverage warehouse buildings to accommodate new business uses, focusing on use types that have large employment potential for blue-collar, green-collar and service-based jobs.	Consider replacing the existing warehouse buildings with higher intensity use. One option would be development of new, mid-rise buildings that provide for higher intensity light industrial and business uses. Another option for these Opportunity Sites would be development of a large format retail anchor.			X	X	X	X	X	
	7th Street TOD Land Use-1: Select a site with immediate proximity to the West Oakland BART Station (preferred location is at Opportunity Site #24) which can serve as the catalyst, first-phase development of the TOD.	Yes	X		The first-phase development site should be large enough to represent a major first step toward the full TOD development.				X	X	X	X	X	X
	7th Street TOD Land Use-2: A new West Oakland BART Station parking garage is recommended to free up additional land for development.			X	X	X			X	X	X	X	X	X
	7th Street TOD Land Use-3: The second phase of TOD development is expected to be a new primarily residential building with ground floor commercial space on 5th Street, between the BART garage and the first phase building.	Yes		X		X			X	X	X	X	X	X
	7th Street TOD Land Use-4: Completion of the new BART garage will leave several new development sites (the remaining portions of Opportunity Sites #24 and #25, as well as Opportunity Sites #23 and #33) along 5th and 7th Streets.	Yes		X		X			X	X	X	X	X	X
	7th Street TOD Land Use-5: New residential or office towers might be placed atop the BART parking garage. The roof of the BART garage not occupied by towers could be a green roof, providing open space for residents or tenants of these buildings.			X		X	X		X	X	X	X	X	X
	7th Street TOD Land Use-6: Plazas and open space would contribute to a secure and aesthetically pleasing pedestrian experience at and around the BART Station TOD.	Yes		X	Throughout				X	X	X	X	X	X
	7th Street TOD Non-Residential-1: The TOD land use scenario should include one or more new office buildings at the 7th Street/Mandela Parkway entrance to the TOD.	Yes		X	X	X			X	X	X	X	X	X
	7th Street TOD Non-Residential-2: Commercial and office space is critical in establishing this area as an active, 24-hour community. Uses that are specifically desired and which should be actively sought include grocery stores, restaurants, night clubs, neighborhood-serving retail shops, food and beverage sales, and professional services, but should also include galleries and "making" places (uses typically viewed under land use regulations as custom manufacturing).			No	Throughout				X	X	X	X	X	X

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7th Street TOD Env-1: New residences within the West Oakland BART Station TOD project will be subject to Title 24 of the California Code of Regulations, which requires an interior noise standard of 45 dBA DNL in any habitable room, and requires an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard. To meet the interior standard of DNL 45 dBA, a noise level reduction of up to nearly 35 dBA will likely be necessary from the exterior façades of the buildings facing towards the I-880 freeway and BART tracks and station.			X	Throughout				X	X	X	X	X	X
7th Street TOD Env-2: The West Oakland BART TOD project's new buildings are expected to provide a noticeable and significant noise buffer between portions of both the freeway and the BART tracks, and existing residential neighborhoods. The noise attenuation benefits from these building should be fully considered in final designs for these structures.			X	Throughout				X	X	X	X	X	X
7th Street TOD Env-3: BART should consider a number of potential noise reduction strategies that would have significant benefit to the surrounding existing community as well as for the new residential and commercial buildings anticipated by this Specific Plan.			X	X	X			X	X	X		X	BART
7th Street TOD Env.-4: New development of all sensitive receptor uses at the West Oakland BART Station TOD sites must mitigate the anticipated health risks and air quality hazards at this location through implementation of Best Management Practices (BMPs) for air quality			X	Throughout				X	X	X	X		
7th Street TOD Env.-5: Consistent with any development projects in the City of Oakland, new development at the West Oakland BART Station TOD will be required to comply with local, State and federal regulations for the treatment, remediation and disposal of contaminated soil or groundwater such that hazards to the public and the environment from hazardous materials sites would be less than significant.	Yes	X		Throughout				X	X	X	X		regulatory oversight agencies
7th Street TOD Env.-6: The presence of contamination from the former AMCO Chemical/DC Metals site may affect land use choices for the TOD development.			X	Interim, and potentially long-term use of portions of the TOD site nearest the known source of contamination at the former AMCO Chemical/DC Metals site should be considered for use as an open space area. Long-term remedial features may create constraints on future use				X	X	X	developers	X	US EPA
7th Street Corridor-1: Activate 7th Street with enhanced streetscape and retail activity.	Yes	X		X	X			X	X		developers	X	
7th Street Corridor-2: The 7th Street corridor contains a small designated S-7 historic district of three parcels on the 1600 block of 7th Street, as well as other scattered survivors of the early commercial strip, all of which are likely candidates for expansion of the S-7 Preservation Combining Zone. Special care should be used when considering reuse and development at and adjacent to these sites.	Yes		X	Throughout				X	X	X	X	X	X
7th Street Corridor-3: Should the Oakland Main Post Office on 7th Street relocate or cease operation, seek reuse of this site for alternative uses that support the community, such as reestablishment of the former internal street grid south of 7th Street and new lower-scale residential development that is compatible with the South Prescott neighborhood.			X			X		X	X	X	X	X	X
7th Street Lower Pine-1: The vacant parcels fronting onto the west side of Pine Street are appropriate for small-scaled, low-density residential and live/work buildings, compatible in scale and character with the adjacent residential neighborhood.			X	X	X			X	X	X	X	X	X
7th Street Lower Pine-2: Sites adjacent to the I-880 freeway should be utilized for new light industrial and business uses.			X	X	X			X	X	X	X	X	X
3rd Street-1: Because this area has a long history of heavier industrial uses which provide essential services to the adjacent Port (i.e., recyclers, truck-dependent uses, etc.), maintain space for these Port-serving industrial uses, while seeking to accommodate and blend these older uses with newer, more vibrant yet compatible light industrial and manufacturing uses.	Yes	X		Throughout			none				X	X	
3rd Street-2: Capitalize on this area's proximity to the Port of Oakland and the regional freeway network with targeted infill of vacant and underutilized sites as locations for new businesses that reflect the existing mix of uses in the area.	Yes	X		X	X			X			X	X	
3rd Street-3: Further the adaptive reuse of older industrial buildings which retain or can regain their original industrial architectural characteristics with newer and more vibrant uses.	Yes		X	Throughout				X	X		X	X	X
3rd Street-4: Work with AC Transit and other transit service providers to enhance transit service to this area, potentially including a secondary connection or loop down 3rd Street.			X	X	X			X	X	X		X	AC Transit
3rd Street-5: Opportunity Site #35 (nearly 11 acres of underutilized, centrally located property east of Market between 3rd and 5th Streets) will benefit from improved transit to become more viable as a destination commercial/industrial site that can realize a higher intensity of development than many of the surrounding properties.			X	Development of this site is envisioned to occur in an incremental fashion, generally dictated by market demand forces. First-phase development would likely include new low-rise buildings with surface parking, but designed to grow over time				X	X		X	X	
3rd Street-6: Continue to prohibit new residential development in this Opportunity Area as an incompatible land use which could adversely affect the operations of existing and future industrial uses.	Yes	X		Throughout				X				X	
3rd Street-7: Reflect the potential for heavy truck usage in the area by instituting land use provisions that allow for significant truck activity.	Yes	Yes		Throughout				X				X	
San Pablo-1: Encourage the creation of a new mixed-use commercial/residential catalyst development at the south end of the San Pablo corridor (Opportunity Site #37), replacing smaller and underutilized light industrial and surface parking with a strong retail-based anchor development.			X	X	X			X	X	X	X	X	
San Pablo-2: Create a second mixed-use catalyst site at the north end of the San Pablo corridor (Opportunity Site #36), replacing smaller and underutilized light industrial and surface parking with a strong retail-based anchor development.			X	X	X			X	X	X	X	X	
San Pablo-3: With new retail anchors at either end of the corridor, San Pablo Avenue can re-emerge as a thriving neighborhood-serving retail corridor and the numerous smaller vacant and underutilized sites in between will be more likely to infill with similar types of development. The two anchor development Opportunity Sites can serve as gateways with streetscape and pedestrian amenities and improved roadway sections.			X		X	X		X	X	X	X	X	
San Pablo-4: Adaptively reuse and revitalize the historic hotels at the south end of San Pablo with newer and more vibrant mixed-use development.			X		X	X		X	X	X	X	X	
West Grand/Market-1: Redevelop the existing shopping center on the south side of West Grand Avenue to make full use of the potential of this site to serve as a retail node for the surrounding neighborhood. New buildings should form an urban street edge along West Grand Avenue.			X	X	X			X	X	X	X	X	

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West Oakland Specific Plan: Implementation Strategy Matrix													
West Grand/Market-2: Create retail synergy by promoting redevelopment of the property northwest of the shopping center between Myrtle and Filbert Streets (Opportunity Site #22) for a major new grocery store.			X	X	X			X	X	X	X	X	
New Land Use Policies													
The land use strategies and policies listed in Chapter 4.8 (New Land Use Policies) of the West Oakland Specific Plan are intended to apply primarily to those areas in West Oakland identified as "Opportunity Areas". Outside the Opportunity Areas, this Specific Plan only proposes those General Plan and Zoning changes that 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; and restore neighborhoods at the residential/ industrial interface. These policy and regulatory strategies are fully described in the Specific Plan and, if the Plan is approved, would be brought forward for individual City approvals immediately following. The timing would be immediate, there would be no hard costs associated with theses planning actions, and they would be initiated by Planning and Zoning staff.												
The Design Guidelines proposed pursuant to the West Oakland Specific Plan are intended to apply primarily to those areas in West Oakland identified as "Opportunity Areas". These design guidelines are fully described in the Specific Plan and, if the Plan is approved, would be approved and implementation would begin with each subsequent development proposal. The timing would be immediate, there would be no hard costs associated with theses planning actions, and they would be initiated by Planning and Zoning staff.													
Circulation													
Complete Streets													
Complete Streets-1: Ensure adequate capacity and safety on those arterial streets that serve the planned intensification of land use within West Oakland by committing only the necessary right-of-way necessary to accommodate vehicle movement, transit, bicycle, and pedestrian uses. These arterial streets include Mandela Parkway, West Grand Avenue, 7th Street, 5th Street, Union (south of 7th Street), Adeline (south of 7th Street), Market Street, San Pablo Avenue, and 27th Street.	Yes	X		X			High	Moderate	Moderate	High		x	x
Complete Streets-2: Improve existing connections across or under freeways to activity centers, in particular on Mandela Parkway at I-580 and on West Grand Avenue at I-980, using lighting, public art, way-finding signage, acoustics, and other design features.			X	X	X		High	Moderate	High	Moderate	x	x	x
Complete Streets-3: Work with the Port to develop strategies to prioritize freight movement for arterial corridors outside of the West Oakland residential areas.	Yes	X		X			Moderate	Moderate	Low	Moderate	x	City, Port	x
Complete Streets-4: In coordination with transit agencies, promote traffic calming strategies in residential neighborhoods and within each Opportunity Area to improve safety, discourage truck travel off designated routes, encourage alternative travel modes and improve the attractiveness of the area.		X		X			Moderate	Low	Low	Moderate	x	x	Transit agencies, outside funding
Complete Streets-5: Should the California Waste Solutions recycling facility on Pine Street relocate to the former Army Base property as anticipated, explore removing the 10th Street barricade that currently blocks access to Frontage Road from Wood Street as part of the existing recycling operations.			X	X	X		Moderate	Moderate	Moderate	None		x	
Streetscapes-1: Fully implement the improvements identified in various Streetscape Master Plans that the City has already prepared, including the following: Martin Luther King Jr. Way and Peralta Street Streetscape Master Plan, 7th Street Conceptual Urban Design Plan.	Yes	X		X	X		Moderate	Moderate	Moderate	Moderate		x	
Streetscape-3: Develop and implement similar arterial streetscape master plans for other important arterials in West Oakland. Priority streets recommended for additional streetscape programs include the northern section of Mandela Parkway from 32nd Street to the Emeryville city limit line, West Grand Avenue, San Pablo Avenue, and Market Street.			X		X		Moderate	Moderate	Moderate	Moderate		x	
Streetscape-4: Prioritize the development of local streetscape improvement plans, including lights, trees, bulb outs, sidewalks, etc., on Mandela Parkway from 7th to 8th Street; 8th Street from Union to Mandela and from Williams to Wood Street; and Wood Street from 7th to 8th Street.			X		X		Moderate	Moderate	Moderate	Moderate		x	
Streetscape-5: Improve the streetscapes of other neighborhood local streets as development occurs. Throughout West Oakland, new development projects should include incremental improvements to the streetscapes of the local streets which they abut. Such capital improvements should include funding for operations and maintenance.			X		X		Moderate	Moderate	Moderate	Moderate		x	
Streetscapes-6: Use part of the City's 1.5% Public Art Ordinance and seek additional funding sources to incorporate public art into the pedestrian network.	Yes	X		X	X			X	X	X		X	X
Pedestrian-1: Promote street right-of-way design standards that make walking convenient and enjoyable.	Yes	X		X				X			X	X	
Pedestrian-2: Promote land use and site design that makes walking convenient and enjoyable.	Yes	X		X				X			X	X	
Pedestrian -3: Encourage the development of pocket parks, plazas and infill development opportunities where the street pattern has created small, angular or otherwise unbuildable parcels and large leftover paved areas. Explore opportunities for street vacations in these areas to make larger sites suitable for development opportunities.		X		X	X			X	X	X	X	X	
Pedestrian-4: Maintain a complete sidewalk network free of gaps by implementing the City's Pedestrian Master Plan to ensure that all streets have continuous sidewalks conforming to ADA standards.	Yes	X		X	X			X	X	X	X	X	X
Pedestrian-5: Improve pedestrian safety at street crossings, particularly at locations with high pedestrian activity. Design and improvements can enhance pedestrian safety.			X	X				X	X		X	X	X
Pedestrian-6: Improve pedestrian connections between activity centers			X	X	X			X	X	X		Safe Routes to School	BART
Bicycle-1: As indicated on the Bicycle Master Plan and in coordination with transit agencies, seek to implement the Class 2 bicycle lanes indicated throughout West Oakland to provide a safer and more fully connected bicycle network		X		X				X	X			X	Transit agencies, outside funding
Bicycle-2: Improve bicycle connections from West Oakland to the surrounding regional bike and pedestrian network.	Yes	X		X				X	X			X	
Bicycle-3: Make bicycle riding more safe, secure and convenient.	Yes	X		Throughout									
Truck Traffic-1: Maintain those truck routes necessary to serve Port of Oakland activities, but prohibit additional encroachment of truck routes into West Oakland neighborhoods.	Yes	X		Throughout				X				City and Port	
Truck Traffic-2: Relocate truck parking and services (including food and restrooms) from West Oakland neighborhoods to a consolidated site or sites in the Port/Oakland Army Base area.	Yes	X		X				X	X	X	X	City and Port	X
Truck Traffic-3: Implement a traffic calming program in residential neighborhoods(that could include vehicle lane reductions, speed humps, neighborhood traffic circles, pedestrian crossing improvements, etc.), to discourage truck traffic from entering the area (see also Complete Street strategies, above).			X	X	X			X	X			X	X
Truck Traffic-4: Enhance truck route enforcement and education to keep trucks off of neighborhood streets.	Yes	X		X				X			X	X	X

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West Oakland Specific Plan: Implementation Strategy Matrix														
	Truck Traffic-5: Continue, expand and improve the Port's diesel truck replacement program.				Throughout							Include community and industry input	Encourage Port operations to provide sufficient staff and funding	Collaborate with Port of Oakland efforts to conduct additional research
	Parking-1: Provide parking consistent with the parking recommendations identified in the Land Use Element of the General Plan, and as required by Zoning Code, Chapter 17.116, but study the option of instituting maximum parking requirements/limits to encourage alternative travel modes.	Yes	X		X				X				X	
	Parking-2: Encourage a "park-once-and-walk" strategy on the edges of West Oakland that encourages multiple destinations within an area to be connected by pedestrian trips.			X	X	X			X			X	X	
	Parking-3: Ensure that all new development provides for the mitigation of potential adverse aesthetic impacts of parking.		X		Throughout				X	X	X	X	X	
	Parking-4: Consider implementation of a residential parking permit program as and where needed to prevent commuters from parking in residential neighborhoods.			X	X	X			X		X	residences	X	
	Parking-5: Reduce the current emphasis of commuter-based parking only, at the West Oakland BART Station.			X	X				X	X		developers	X	BART
	Parking- 6: Require that any new parking be associated with new development. Do not allow additional surface lots or stand-alone garages without a concomitant increase in residences or employment that is linked to that parking.		X		Throughout				X			developers	X	
Enhancing Transit														
	Existing Transit Enhance-1: Seek and identify funding mechanisms to increase the frequency of AC Transit bus service and make other transit improvements in and through West Oakland.		X		X			Moderate	Moderate	Moderate	Moderate		x	AC Transit
	Existing Transit Enhance-2: Undertake station capacity improvements at the West Oakland BART Station to ensure public safety and to meet BART's performance standards.			X	X			Moderate	Moderate	High	Moderate		x	BART
	Existing Transit Enhance-3: Improve West Oakland BART station access and public safety at night time with an on-demand (by phone) door-to-door bus/van service to and from BART in the evenings and at night, and with improved night time lighting in the parking lots and station vicinity.			X		X		Moderate	Low	High	Moderate	x	x	x
	Existing Transit Enhance-4: Coordinate with AC Transit and the City of Emeryville (which received a grant) to study and consider expanded shuttle/transit service in West Oakland, similar to the Emery-Go-Round.			X	Throughout			High	Moderate	High	Moderate	x	x	AC Transit, Emeryville
	Existing Transit Enhance-5: As recommended in the 2006 West Oakland Community-Based Transportation Plan, work with BART to complete a BART noise study focused on the West Oakland BART station area; and develop an agreement with BART for regularly scheduled rail grinding in the West Oakland area.			X	X	X		Moderate	Moderate	Moderate	Moderate		X	BART
	Enhanced Local Transit-1: An enhanced system should provide fast, frequent, safe and reliable transit service in pleasant and aesthetically pleasing vehicles and facilities.			X	X			Moderate	Moderate	Moderate	Low	x	x	x
	Enhanced Local Transit-2: The local transit system should be composed of a network of circular routes seamlessly interconnecting West Oakland to nearby neighborhoods, job destinations, and to other city and regional transit systems.			X	X			Moderate	Moderate	Moderate	Low	x	x	x
	Enhanced Local Transit-3: The system should be designed to support West Oakland land uses.			X	X			Moderate	Moderate	Moderate	Moderate	x	x	x
	Enhanced Local Transit -4: The enhanced transit system may use one or more of the many potentially appropriate transit modes, including but not limited to local buses, rapid buses, express buses, streetcars, light rail, and additional modes.			X		X		Moderate	Moderate	Moderate	Moderate	x	x	x
	Enhanced Local Transit -5: To develop a fully complete and enhanced local transit service, the City of Oakland, in conjunction with AC Transit, BART, Caltrans, Emeryville, and the Port of Oakland, should undertake a West Oakland Transit Needs Study. The Study should consider the transit needs of West Oakland at intermediate stages of development, identifying technical requirements, costs and funding sources.			X		X		Moderate	Moderate	Moderate	Moderate	x	x	x
	Future Transit Link-3: Whichever transit modes are ultimately selected, improve community identity by "branding" the transit service as an identifiable and known community service similar to Emery-Go-Round and Broadway "Free B". (i.e., "The O").			X		X	X		X		X			X
	BART TOD Coordination-1: Ensure that the design of any new BART TOD development incorporates and facilitates multi-modal linkages and access			X	X				X		X			BART
	Transit Mobility-1: Actively engage and partner with technology firms and transportation industry providers that are at the leading edge in development and advancement of Demand Response Transit (i.e., computerized dispatch of GPS-equipped transit stock, connected via digital devise applications which can hail roving shuttles to the exact location of the customer, at the time needed, and even transacting the cost of the ride electronically).		X		X	X			X		X			
	Transit Mobility-2: Improve medical service access by working with the Alameda County Transportation Commission and City of Oakland pilot medical service return taxi voucher program to expand services for seniors in West Oakland.			X	X			Moderate	Moderate	Low	Moderate		x	ACTC
	Transit Mobility-3: Work to expand the current City of Oakland/Bay Area Community Services Senior Shuttle, which takes seniors from large residence facilities to shopping and other destinations outside West Oakland, by providing the same service to seniors in single-family homes and smaller buildings. Trips on the shuttle for medical appointments can be linked with the medical service access return taxi voucher program.	Yes		X	X			Low	Low	Low	Low		x	
	Transit Mobility-4: Investigate funding availability to be used for subsidizing car sharing to remove prohibitive cost barriers and extend car sharing to low-income individuals and groups in West Oakland who either cannot afford vehicle purchase/maintenance or who do not need a full-time vehicle to improve their mobility for grocery shopping and other auto-dependent tasks.			X		X		Moderate	Moderate	Moderate	Low	x	x	X
Cultural Assets														
Neighborhood Enhancement														
	Residential Edge-1: Create a clearly defined boundary between West Oakland's Opportunity Areas (areas in need of transformative growth and change), and West Oakland's Residential Enhancement Areas. One of the very first steps in this Specific Plan process was to establish such a boundary. The identified border between the industrial and intensive commercial business areas and the Residential Enhancement Areas provides a clear and intentional permanent boundary. The mix of land uses within the Opportunity Areas is envisioned as being new and revitalizing. The uses envisioned in the Residential Enhancement Areas are envisioned as compatible infill of similar types and densities.	Yes	X	X	X				X				City Planning and Zoning	

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Residential Edge-2: Rezone selected properties to reinforce the residential edge. Within certain portions of West Oakland, the boundary between the Residential areas and the surrounding more industrial land use character is not entirely clear. This Specific Plan seeks to clarify this edge through inclusion of a limited number of carefully selected zoning and general plan changes intended to more firmly establish this boundary within existing residential neighborhoods. Limited amendments to the General Plan land use designations and zoning provisions are proposed at specific locations that are at the edges of existing residential and industrial areas, where a change from industrial to housing and business mix would be compatible with adjacent neighborhoods and adjacent public parks.		X		X	X			X				City Planning and Zoning	
Density Transition-1: At the West Oakland BART Station's planned Transit Oriented Development (TOD), provide an open, green area between the existing residential areas in the South Prescott neighborhood and the new West Oakland BART Station TOD. The nearest new buildings at the West Oakland BART TOD, nearest to the South Prescott neighborhood, should be no taller than 5 stories, stepping down in scale from the taller high-rises to the 1 and 2-story single family homes in this neighborhood			X	X				X			developers	City Planning and Zoning	
Neighborhood Re-Knit-1: The 7th Street corridor can and should be returned to its prominence as an important community-serving commercial corridor, knitting back together the previously physically separated Prescott and South Prescott neighborhoods, by retaining existing historic buildings while providing for appropriately-scaled residential and commercial mixed-use infill development of the 7th Street corridor as a cultural center, containing new commercial, lodging and entertainment uses			X	X	X			X			developers	City Planning and Zoning	
Neighborhood Re-Knit-2: If the Oakland Main Post Office on 7th Street ceases operation, reuse this site for alternative use(s) that support the community, such as compatibly-scaled, urban-infill residential homes.			X			X		X			X	X	
Neighborhood Re-Knit-3: Promote a revitalized mixed-use development concept along the San Pablo Avenue corridor that focuses on ground-floor neighborhood-serving commercial uses	Yes		X	Throughout				X			X	X	
Neighborhood Re-Knit-4: Encourage new commercial development, including grocery stores, that contributes to a cohesive neighborhood form rather than to 'strip centers'.			X	X	X			X			X	X	
Redevelopment-1: Continue to seek new sources of funds and creative implementation strategies to enable achievement of West Oakland Redevelopment plan's key goals and objectives	Yes	X		Throughout				X	X	X	X	X	X
Neighborhood Economics -1: Ease secondary unit restrictions in West Oakland by modifying existing Zoning regulations that make it difficult for many homeowners to gain City approval. Potential Secondary Unit Code modifications include current requirements related to parking, accessory structures, and the rear yard setback.		X		X				X			city Planning and Zoning		
Neighborhood Economics -2: Modify existing Zoning regulations to ease home occupation restrictions in West Oakland.													
Preservation of Historic Resources													
Adaptive Reuse-1: Promote examples and catalyst adaptive re-use projects. Several high-profile historic structures within West Oakland are already adaptively reused and can be promoted as examples for other re-use projects	Yes	X		Throughout				X			X	X	
Adaptive Reuse-2: Partial Replacement: It may be appropriate to replace less significant structures or portions of structures on a large site, while retaining the most significant or character-defining elements of important buildings.	Yes	X		Throughout				X	x		X	X	
Adaptive Reuse-3: Intensification: Reuse of the existing underutilized Merco-Nordstrom Valve building at 24th and Peralta Streets (a National Register eligible property) is intended to accommodate compatible light industrial or business mix uses.			X	X	X			X	X		X	X	
Adaptive Reuse-4: Infill. Three adjoining properties on the 1600 block of 7th Street are designated as an S-7 Preservation Combining Zone, recognizing these properties as remaining fragments of the historic 7th Street commercial district. The Specific Plan envisions continued use of the two remaining historic structures at each end of this block, with multi-family residential development opportunities targeting entrepreneurs who may operate commercial retail businesses along Seventh Street as an incentive for the revitalization of that District. The City could partner with a non-profit entity to pursue grant funding for this and/or for the vacant lot (the former Lincoln Theater site) to further activate the area as a Cultural District through development of a performance venue.			X	X	X			X	X		X	X	X
Adaptive Reuse-5: Standards: Adaptive reuse of historic West Oakland structures will be subject to the State Historical Building Code, the City's Design Guidelines for Landmarks and Preservation Districts and/or the Secretary of the Interior's Standards for the Treatment of Historic Properties, City Design Review including referral to the Landmarks Board the Preservation Element and Planning Code, and applicants will be encouraged to consider Heritage Property designation to qualify for Mills Act and State Historical Building Code. Where appropriate, extend code flexibility similar to the Historical Building Code to non-Local Register reuse projects through the Alternative Methods and Material Request or similar process.	Yes	X		Throughout				X	X	X	X	X	X
Cultural District-1: Continue implementation of the adopted Seventh Street Urban Design Plan (Walter Hood Design, Caltrans Environmental Justice grant, 2004).	Yes	X		X				X	X		X	X	X
Cultural District-2: Establish a corridor-long historic district designation for the north side of 7th Street, which seeks to retain existing historic buildings and provide for the infill and redevelopment of this corridor as a cultural center containing new commercial, lodging and entertainment uses. Development is to be incentivized by the streetscape improvements already completed, the major investment in the Transit Oriented Development on the south side of 7th Street, the mitigation measure reducing noise from BART, the direct funding from grants, as well as Mills Act as it pertains to historical buildings.		X		X				X				X	
Cultural District-3: Work with community groups to install educational and interpretive signs, artwork, and landscaping which highlights the historical and cultural features of this corridor. This funding will likely rely on corporate sponsors within the Entertainment/Cultural Community to further the work of the Blues Walk of Fame, established within the Seventh Street Streetscape improvements.			X	X	X			X	X		corporate sponsors, community groups, artists	X	
Cultural District-4: Maintain consistent style and design for the 7th Street based upon streetscape design to include streetlight luminaires, with priority consideration to the historic Oakland luminaire style, and pursue funding for the implementation of the additional lighting.	Yes	X		X				X	X		X	X	X
Cultural District-5: Potentially install the historic railroad catenary poles (currently housed at the American Steel property) along the length of 7th Street as a streetscape design element to mark this Cultural district.			X	X				X	X		X	X	
Financial Incentives-1: Increase Mills Act participation by reaching out to owners of historic properties, with assistance from private individuals who already participate and are willing to advocate for the benefits of Mills Act contracts.	Yes	X		X				X			X	X	

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Financial Incentives-2: To limit potential revenue losses, the City's current Mills Act program has limits on the number and/or dollar amount of contracts in any given year. To further the benefits of this program, consider increasing the limits within West Oakland.			X	X				X		X, reduced tax revenue		X	
Financial Incentives-3: Determine how to restore funding for the commercial Facade Improvement and Tenant Improvement matching grant programs and expand the program to industrial properties.	Yes	X		Throughout				X	X	X	X	X	X
Financial Incentives-4: Investigate establishing a residential Facade Improvement grant program, building on the experience of a program piloted in the Eastlake district several years ago.			X		X			X				X	X
Financial Incentives-5: Publicize existing federal investment tax credit programs for income-producing properties on the National Register and pre-1936 commercial and industrial buildings.	Yes	Yes		Throughout				X				X	
Financial Incentives-6: Publicize existing City residential rehabilitation loan programs and applicability to preservation-related work.	Yes	X		Throughout				X				X	
Financial Incentives-7: Implement the building relocation assistance program set forth in HPE Action 3.7.3, whereby the City would facilitate moving of buildings displaced by development projects through such assistance as loans, permit streamlining, and/or identifying land for temporary or permanent siting of buildings.	Yes	X		Throughout				X			X	X	
Financial Incentives-8: Seek additional funding to assist low-income property owners of historic properties to preserve and maintain the property's historic status.	Yes	X		Throughout				X				X	
Financial Incentives-9: Work with the Building Department to make use of the State Historical Building Code less complicated and more predictable.	Yes			Throughout				X					
Financial Incentives-10: Support legislative efforts to establish a State Historic Tax Credit program in California as other states have done, and promote use of the credits if adopted.	Yes			Throughout				X					
Public Education -1: Encourage and educate owners and residents about appropriate rehabilitation, particularly owners of recently-purchased older properties; publicize online availability of the historic rehabilitation guidebook, Rehab Right	Yes	X		Throughout				X				X	
Public Education -2: Review and publicize design review and permitting procedures for small projects so that existing preservation standards can be better enforced, particularly within the residential areas of West Oakland.	Yes	X		Throughout				X			X	X	
Public Education – 3: Work with West Oakland business organizations, neighborhood associations, library and senior center, etc. as forums for disseminating preservation information.		X		X	X			X			X	X	
Public Education – 4: Promote awareness of West Oakland's historic resources and heritage through existing and new plaque or marker programs (HPE 5.1.1), walking tour programs (HPE 5.1.6), and similar activities.	Yes	X		Throughout				X				X	
16th Street Station-1: Provide City staff expertise from Economic Development, Historic Preservation, Marketing, and other relevant departments to work with RAILS and BRIDGE to develop a list of potential uses for the Station and grounds, and seek to market and achieve reuse.	X	X		X				X			X	X	
16th Street Station-2: Given the scale of the 16th Street Station's needed rehabilitation and redevelopment efforts, including eventual seismic retrofitting, recognize that the property will likely be developed using a phased approach over many years. Encourage interim site development, such as the placement of examples of green modular units (rehabbed shipping containers) as an exhibition of new building forms, which can be relocated at the time of permanent development.	Yes			X				X			X		
16th Street Station-3: In the interim, continue to support and seek to expedite permitting for festivals, street fairs and special events which showcase the 16th Street Station by offering an interim city permit which details conditions for festivals and interim events that are compatible with the community and activate the site prior to full redevelopment.	Yes	X		X	X			X			X	X	
16th Street Station-4: Ensure that in future development surrounding the Station the 16th Street Station is included as a community focal point or destination which serves to strengthen the neighborhood character.	Yes	X			X				X	X	X	City Planning and Zoning	
16th Street Station-5: Improve pedestrian and transit access to the 16th Street Station both within the immediate vicinity and in relation to the rest of Oakland, as a means of supporting revitalization efforts and fostering the Station as a community focal point.			X	X	X			X	X	X	X	X	X
Historic Designation-1: Work with neighborhood residents to encourage S-20 district designation of the South Prescott and Oakland Point neighborhoods, portions thereof, and/or other identified districts throughout West Oakland, following the example of Oak Center neighborhood.		X		X				X			X	X	
Historic Designation-2: Collaborate with owners of significant individual properties to seek designation as Heritage Properties or City Landmarks, following the recent example of the Shorey House at 1782 8th Street.	Yes	X		Throughout				X			X	X	
Historic Designation-3: Educate the public to appreciate the incentives and benefits of designation and dispel fears of over-regulation.	Yes	X		Throughout				X				X	
Historic Designation-4: Consider a yet broader zoning overlay of Conservation Districts or Neighborhoods that might promote preservation of neighborhood character with less exacting eligibility standards and regulations.			X		X			X				X	
Historically Compatible Design-1: Infill development projects (both residential and commercial/business mix) should be designed so that heights, densities and building envelopes form compatible transitions to historic neighborhood context.	Yes	X		Throughout				X			X	X	
Historically Compatible Design-2: For large projects like the West Oakland BART Station Transit Oriented Development (TOD) project, build upon design characteristics of surrounding areas.		X		Throughout				X			X	X	
Historically Compatible Design – 3: Design characteristics should be specific to each of the Specific Plan's Opportunity Areas.		X		Throughout				X			X	x	
Fostering the Creative Economy & Cultural Arts Community													
Include Art-1: Include street furniture, landscaping and art in all City-sponsored streetscape improvement projects. Incorporate public art into the pedestrian network by using street medians, intersection bulb-outs, pocket plazas, and wide sidewalk spaces as areas to display locally-made art. Install public art along Mandela Parkway and any other significant streetscape improvement projects (e.g., 7th Street, Adeline Street, etc.). Use locally-contracted art made in West Oakland to enhance and identify important community "gateways" into West Oakland neighborhoods.	Yes			Throughout				X	X		X	X	
Include Art-2: Use the City's 1.5% Public Art Ordinance funds, and seek additional funding sources to support the incorporation of art in publically-sponsored development projects, specifically in West Oakland.	Yes	X		Throughout				X	X		X		
Include Art-3: Work with community groups to install educational and interpretive signs, artwork and landscaping that highlight West Oakland's historic and cultural features. Seek creative funding sources to provide interim or temporary art installations, performance art, and other arts and cultural programs in highly visible locations of West Oakland.		X		Throughout				X	x	X	X	X	

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Art and Culture-1: Within the 7th Street Opportunity Area, new development along 7th Street is envisioned as bringing back the historic role of this area as a vibrant neighborhood focus, beginning with the implementation of the Seventh Street Streetscape and Blues Walk of Fame, enhanced through facade and or window treatments by neighborhood-serving commercial establishments. Emphasis should be placed on prioritizing the types of commercial uses that enliven the street and can help to revitalize 7th Street as a celebration of West Oakland's cultural history of music, art and entertainment. Art galleries, exhibit space, retail sales of locally-made products, and night clubs which revitalize this corridor with daytime and nighttime activities are specifically encouraged. New commercial uses along 7th Street and within any new development around the nearby West Oakland BART Station could help re-connect the surrounding neighborhoods by physically filling in gaps and connecting residential edges of the surrounding neighborhoods to the 7th Street corridor.			X	X	X						X		
Art and Culture-2: Establish a more activated streetscape along San Pablo Avenue by encouraging new commercial activities that serve the social and cultural needs of residents from the adjacent neighborhoods.		X		Throughout				X			X	X	
Arts and Culture-3: Acknowledge the arts as economic development catalysts. The City should support dedicated and expedited permitting of festivals, street fairs and special events. Encourage and celebrate the arts as a basis of social and economic activity. Hold special events that promote West Oakland's digital media, software, and information technology business start-ups, seeking to better attract and fill vacancies in co-working, incubator, and studio spaces.	Yes	X		Throughout							X	X	
Arts and Culture-4: Coordinate with Oakland's historic advocacy groups to better integrate the exploration of West Oakland's physical historic resources with its cultural roots and its arts-related culture.		X		X				X				X	
Arts "Brand"-1: Build marketing strategies to support the existing arts and cultural businesses in West Oakland, and to attract more of these businesses. Grow and enhance the current www.westoaklandworks.com website as a tool for arts and culture business retention, attraction and to encourage consumer access to local arts products. Support the growth and branding of Oaklandmakers.org.		X		Throughout				X			X	X	
Art Anchors-1: The West Oakland Transit Village/ BART development should be curated to include artistic invention and innovation, and to layer uses such that market-rate users in tech or R&D-type creative spaces will augment and support the rental rates, demonstrating the types of creative economy that is present in the rest of the district.			X	X	X			X		X	X		X
Art Anchors-2: The American Steel building and the adjacent Poplar Warehouse building currently house American Steel Studios, an "industrial commons" and with individual rental work space for artists and innovation workers. Such a large group of artists in one space provides the makings of an "arts anchor" for the community. In the short- and mid-term timeframe, use of this building as home to the American Steel Studio represents a valuable, productive and integral cultural arts use, providing a financially viable and unique use of this unique space. In the long-term, this site could be enhanced with development of an integrated arts institution with classrooms, community cultural events space, outreach programs and administrative support space.	Yes			Throughout				X	X		X	X	X
Art Anchors-3: Support the Oakland Film Office's plans to develop a full-service, state of the art film and television production facility in West Oakland.			X	X				X			X	X	X
Art Anchors-4: A portion of the 3rd Street Opportunity Area should be used to retain and enhance important arts-related businesses, such that it forms a "clustered anchor" of arts-related business activity.			X	Throughout				X	X	X	X	X	X
Arts Leadership-1: Expand and develop new revenue streams for Oakland's multicultural arts citywide, benefitting West Oakland in its concentration of arts organizations		X		Throughout				X		X	Consider expanding the percentage requirement for the arts under the City's capital improvement projects, include private development requirements, and investigate opportunities to leverage Port of Oakland investments. Develop greater foundation, philanthropic and donor-based financial support for the arts. Secure corporate giving, such as the local sponsorships of the East Bay Symphony, Promote public/private partnerships for cultural enhancements. Create an endowment for "Oakland Arts"		
Arts Leadership-2: Support creation of an Oakland Arts Master Plan, including a specific Arts Education Master Plan. Incorporate current successful programs, such as Prescott Circus, Art Esteem, Destiny Arts (North Oakland but serving many West Oakland kids) and other such youth programs.		X		X				X			X	X	
Arts Leadership-3: Support West Oakland Cultural Arts Resource Mapping as part of a citywide Arts Planning effort. Create a comprehensive directory, using the local Oakland "Wikipedia" or other publically-accessible media site, to gather and define, assess, and document the economic impact of the arts sector.		X		X				X			X	X	
Arts Regs-1: The City should consider holding an "amnesty" on a one-time basis, and offer pro-active assistance to owners to bring arts-related live/work facilities into code conformance, such as was done for unreinforced masonry buildings after the Loma Prieta earthquake.		X		X				X				X	
Arts Reg-2: There are particular West Oakland neighborhoods which should take advantage of the natural clustering of artists in studios and residences. Zoning regulations for home occupancy permits should be relaxed in these neighborhoods, offering expanded self-employment opportunities and relaxed regulations about on-site sales.			X	X				X				X	
Open Space													
Urban Open Space-1: New, large-scale development projects should include publically accessible courtyards as part of their overall development plan.	Yes	X		Throughout				X	X	X	X		
Urban Open Space-2: New large scale commercial development should include public gathering places and landscaped areas as part of their overall development.	Yes	X		Throughout				X	X	X	X		
Urban Open Space-3: Portions of the former AMCO Chemical/DC Metals site near the West Oakland BART station should be considered for interim use and potentially permanent use as an open space buffer adjacent to the South Prescott neighborhood.	Yes		X	X	Permanent Use			X	X	X	developers, neighborhood input	X	X
Urban Open Space -4: New development at the West Oakland BART Station TOD should include prominent pedestrian walkways, plazas and squares, especially near the entrances and exits to the BART station.			X	Throughout				X	X	X	developers	X	BART
Open Space-5: The current relatively un-used space under the overhead BART tracks should be considered for use as public space and outdoor extensions of retail activity along 7th Street. Farmer's markets, "pop-up" arts spaces and other creative public uses could be accommodated within this portion of the right-of-way.			X	X				X			X	X	

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Open Space-6: The smaller triangular parcels along San Pablo Avenue formed by the diagonal intersection of the street pattern (especially St. Andrews Park) should be improved, beautified and incorporated into neighborhood gathering places when funding opportunities become available.			X	X				X	X	X		X	
Urban Open Space-7: Although the 3rd Street Opportunity Area is envisioned as more industrial in character, there is an excellent opportunity to utilize the Linden Street right-of-way (on either a permanent or temporary basis) as a public outdoor space. This area could include arts fairs and sales booths, outdoor seating, eating and drinking places, and public art displays.			X	X	X			X	X	X	X	X	
City Parks-1: Raimondi Park, Subsequent Phases: Pursue additional funding sources to further implement subsequent phases of the Raimondi Park concept plan.	Yes	X		X	X			X	X	X		X	X
City Parks-2: De Fremery Park, subsequent Phases. Pursue additional funding sources to implement subsequent phases remaining in the multi-pronged De Fremery Park improvements project, including improvements to the picnic areas, lead abatement and new painting of the De Fremery House, and the installation of an edible garden.	Yes	X		X	X			X	X	X		X	X
City Parks-3: St. Andrews Park Beautification: Seek additional sources of public funding to support the San Pablo Corridor Coalition's efforts to clean-up and beautify St. Andrews Park.	Yes	X		X				X	X	X		X	X
City Parks-4: Lowell Park: Seek additional sources of public funding to enhance Lowell Park in consideration of its prominence in the West Oakland neighborhood.			X		X		X	X	X				
Reforestation-1: New Sidewalk Trees: Support and pursue implementation of the Reforestation Plan's recommendations for additional plantings of quality trees along each of twelve major streets identified in that Plan. The Reforestation Plan includes a detailed list of locations where additional trees can be planted, estimates of the quantity of trees that can be planted at each location, and recommendations for specific tree species that should be used		X		X	X			X	X	X	X	X	X
Reforestation-2: Other Tree Planting Locations: Support and pursue implementation of the Reforestation Plan's recommendations for additional plantings of quality trees in public spaces such as city parks and library sites, but also other locations that are on private property (i.e., church parking lots, child care facilities, commercial properties and vacant lots.		X		X	X			X	X	X	X	X	X
Reforestation-3: Pending restoration of sufficient City staffing, several strategies should be pursued to help compensate for the lack of City resources.			X	Throughout				X	X		Rely on nonprofit organizations to assume, at least temporarily, more responsibility for maintenance of City trees.	Recruit neighborhood volunteers to help maintain trees	Seek tree planting and maintenance grants through State and federal government and privately-funded programs
Walk-1: Enlist the support and collaboration of local historians, community-based civic organizations, community garden advocates, and others to identify specific locations and places of interest that could/should be featured along such a walk.		X		X				X			X	X	
Walk-2: Collaborate with the City Public Works staff to identify any specific sidewalk improvements, ramps and other improvements necessary to make the looped trail convenient and accessible.		X		X				X			X	X	
Walk-3: Determine the best strategy for promoting and publicizing the Walk concept (e.g., printed and/or on-line maps, ground-breaking events, in the news, etc.).			X	X				X	X		X	X	X
Social Equity													
Affordable Housing													
AH-1: Prepare to accommodate existing residents in the West Oakland Specific Plan. Project housing growth for a population of diverse incomes by 2035. (E.g. West Oakland will be a mixed income community with the AMI $50,000 by 2035.). Tailor marketing for future residential projects in view of this mixed income community demographic.	Yes	X		Throughout				X	X	X	CBOs, affordable housing developers	X	X
AH-2: Prioritize preservation of subsidized affordable housing.	Yes	X		Throughout				X	X	X	CBOs, affordable housing developers	X	X
AH-3: In addition to providing market-rate new units, expand, stabilize, and improve affordable housing opportunities for extremely low to moderate income renters and homebuyers.	Yes	X		Throughout				X			Catholic Charities adn	HCD staff raising funds from new sources	
AH-4: Promote intergovernmental coordination in review and approval of residential development proposals when more than one governmental agency has jurisdiction.			X	X				X				X	
AH-5: Expand opportunities for affordable homeownership and rentals, while balancing the needs for both additional market rate and affordable housing.	Yes	X		X				X	X			X	X
AH-6: Ensure continued availability of safe and affordable housing options for lower income and moderate income households.	Yes	X		X				X	X			X	X
AH-7: Take steps to reduce the vulnerability to foreclosures of existing owners and renters, and to ensure that new owners of foreclosed properties become responsible stewards of the properties	Yes	X		Throughout				X			CBOs, banks	X	x
AH-8: Increase public access to information through technology.	Yes	X		X				X	X		CBOs	X	X
AH-9: Conserve and improve older housing and neighborhoods	Yes	X		X				X	X		CBOs	X	X
AH-10: Preserve the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.	Yes	X		Throughout				X	X	X		X	X
AH-11: Promote equal housing opportunity.	Yes	X		Throughout				X	X	X	CBOs, affordable housing developers	X	
AH-12: Develop and Promote sustainable development and sustainable communities that in turn create more disposable income for housing.	Yes	X		Throughout				X	X	X		X	X
Equitable Economic Development													
EED-1: Continue to work with public agencies to identify additional job opportunities on major public construction and/or operations projects.	Yes	X		Throughout				X				X	
EED-2: Continue to work with local job readiness, training, and placement organizations to establish career pathways in construction and operations and support the provision of local job training opportunities for jobs bein**g developed both in the Planning Area and the region, particularly those accessible via the transit network.**	Yes	X		Throughout				X			Colleges, CBO's	X	

*Various City Departments have reviewed the Specific Plan and support the recommendations in concept. These parties' specific role in implementing Plan recommendations to be further refined upon Plan adoption.

	Plans Complete and Ready to Implement?			Suggested Timing to Begin Implementation			Cost Information				Responsibility for Implementation*		
West Oakland Specific Plan: Implementation Strategy Matrix	**Existing Strategy, to be Continued**	**Yes**	**No**	**Near-Term**	**Mid-Term**	**Long-Term**	**Actual Costs Known?**	**Soft Costs**	**Capital Costs**	**O&M Costs**	**Private Entities, Land Owners, Developers**	**City (staff resources, CIP, General Fund)**	**Outside Agency Funding Sources (i.e., Fed/State/regional agency grants, etc.)**
EED-3: The mission of the Job Resource Center should be more broadly defined as facilitating preparation and placement of traditionally disadvantaged workers throughout the industrial employers in all of West Oakland, starting with the construction sector in the short-term, and in other, more widely dispersed industrial sectors in the long-term.			X	Throughout				X			X	X	
EED-4: Continue to work with public agencies to bring job training, placement and referral resources for an array of employment types to the West Oakland Job Resource Center.	Yes	X		Throughout				X			X	X	
EED-5: Work with West Oakland employers, Community-Based Organizations, and educational institutions to establish career pathways for residents in a range of local industries.			X	Throughout				X			CBO's, Educ. Institutions	X	
EED-6: Work with regional employers, Community-Based Organizations, educational institutions to establish career pathways for residents in a range of industries at the regional level.			X	Throughout				X			Regional employers, CBO's, educational institutions	X	
EED-7: Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between existing buildings.			X	X	X			X				Planning and Zoning	
EED-8: Encourage the preservation of affordable space for artists and/or small urban manufacturers.			X	X	X			X				Economic Development	
EED-9: Market West Oakland's arts and culture districts and unique "maker" identity.			X	X	X			X				Economic Development	
EED-10: Include local art, design, and fabrication as integral components of new development.			X		X	X		X			Developers, Designers	X	
EED-11: Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland's existing economic and workforce development programs.	Yes	X		Throughout				X			as part of new development	X	
EED-12: Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.			X		X			X			Local businesses	X	
EED-13: Support the expansion of an existing grocery store and/or the establishment of new grocery stores in West Oakland.			X	X	X			X				Economic Development	
EED-14: Promote the development of community-based, neighborhood-serving retail and service businesses.			X	Throughout				X				Economic Development	
EED-15: Identify vacant or underutilized publicly-owned land in West Oakland with the potential for community benefit.			X	X	X			X				Office of Neighborhood Investment	
EED-16: Work with the developers of the West Oakland Transit Village project to include space for community-based businesses as part of the development.			X	X	X			X			BART	Economic Development, Planning and Zoning	
EED-17: Explore long-term opportunities to leverage new development and industries for community benefit.			X		X			X			CBO's	Economic Development	
EED-18: Encourage a mix of land uses and development that will generate a range of job and career opportunities, including permanent, well-paying, and green jobs (including short-term, prevailing wage construction jobs and living wage-permanent jobs) that could provide work for local residents.			X	Throughout				X				Economic Development	
EED-19: Encourage consideration of Project Labor Agreements (PLAs) for projects that involve City subsidy.			X		X			X					

*Various City Departments have reviewed the Specific Plan and support the recommendations in concept. These parties' specific role in implementing Plan recommendations to be further refined upon Plan adoption.

Appendix A: Design Guidelines

New development in West Oakland should aesthetically respond to the unique characteristics already found in the area, including the character of land uses and building types, thus honoring the culture, legacy, and history that have made West Oakland special. All development must be of high quality, emphasizing the project's role in the larger neighborhood, West Oakland, and the region. The purpose of these design guidelines is not to impose a uniform design palette on individual parcels, but rather to ensure that individually designed projects and buildings pursuant to the West Oakland Specific Plan:

- use design as a means for advancing the qualities that makes West Oakland unique;
- do not detract, overpower, or conflict with existing neighboring buildings;
- when combined with existing buildings, create a composition "greater than the sum of the parts"; and
- raise the standard of design and construction to a high level that respects West Oakland's past while embracing the future.

These design guidelines supplement the regulations set forth in the zoning districts for the West Oakland Specific Plan, by providing further direction for project designs to meet the goals expressed for the character of new construction and alteration of existing facilities in the area. They highlight general considerations and offer examples, solutions, and techniques to address issues that may arise in the design process. These guidelines are not meant to supersede the regulations in the Oakland Planning Code. Conformance with these guidelines and with the design review criteria contained in Chapter 17.136 of the Oakland Planning Code is required to receive City approval for projects in West Oakland. Applicants may submit design proposals that deviate from these guidelines, but must offer clear explanations that proposed solutions meet their intent.

HOW TO USE THESE DESIGN GUIDELINES

The West Oakland Specific Plan Design Guidelines are intended to aid building designers, property owners, business owners, developers, residents, and public agencies in achieving employment, residential development, and other Plan goals while improving livability and retaining West Oakland's unique and diverse character. City staff will utilize these guidelines to determine project conformance in meeting the goals set for West Oakland.

Related Design Guidelines

These design guidelines are specifically crafted to apply to the context in West Oakland, while building upon citywide design guidelines already in place or currently proposed.

Existing documents include:

- Design Guidelines for Corridors and Commercial Areas;
- Design Review Manual for 1- and 2-Unit Residences;
- Small Project Design Guidelines;
- Rehab Right - historic rehabilitation guidebook; and
- Housing and Business Mix (HBX) Design Guidelines;
- Design Guidelines for Commercial and Corridor Areas.

Design Guidelines for West Oakland

These guidelines apply to a variety of architectural contexts in West Oakland, including Victorian and early 20th century residences, neighborhood commercial arterials, and early 20th century industrial areas. The Design Guidelines address:

Character Defining Features

Character-defining natural and architectural features of West Oakland are illustrated here to help designers understand the context of the area, and to encourage creative design solutions.

Intact historical residential areas and a mixture of industrial and commercial uses define West Oakland's eclectic charm.

Site Planning

Site Planning refers to the placement and relationship of buildings, open spaces, parking, and service areas on a site. The predominant character of an area can include block size, lot size, massing, building height, and the context of existing uses. Projects that set a design precedent, which may occur on larger sites or in underutilized areas with few buildings, may deviate from the existing context to shape future development. For these projects, applicants should work closely with the City to ensure that the project appropriately responds to the future vision for the area, as defined in the West Oakland Specific Plan.

Building Design

Building design must respect the area's diversity, yet at the same time create a sense of cohesion. Regardless of the form, scale or character of new development, projects should respect the public realm: streets, block pattern, and open spaces. These design guidelines do not require a specific architectural style or set of styles. However, cues should be taken from the surrounding context of a project, particularly where a defined character is presented. Where the character of a district is less defined, projects may set new precedent within the context of West Oakland's overall goals.

Application

These Design Guidelines apply throughout the West Oakland Specific Plan Area. Each of the Design Guidelines is geographically organized as follows (see **Figure A-1**).

- • All Residential Areas: For areas generally described in the West Oakland Specific Plan as the "Residential Areas."
- • All Opportunity Areas: For areas identified in the Plan as "Opportunity Areas".

DESIGN GUIDELINES APPLICABLE TO ALL RESIDENTIAL AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are applicable throughout this Plan's Residential Areas, and apply particularly to restoration and infill development within areas that include mostly 19th century housing.

Character Defining Features

One-story and two- and raised basement late 19th and early 20th century houses, usually on narrow lots.

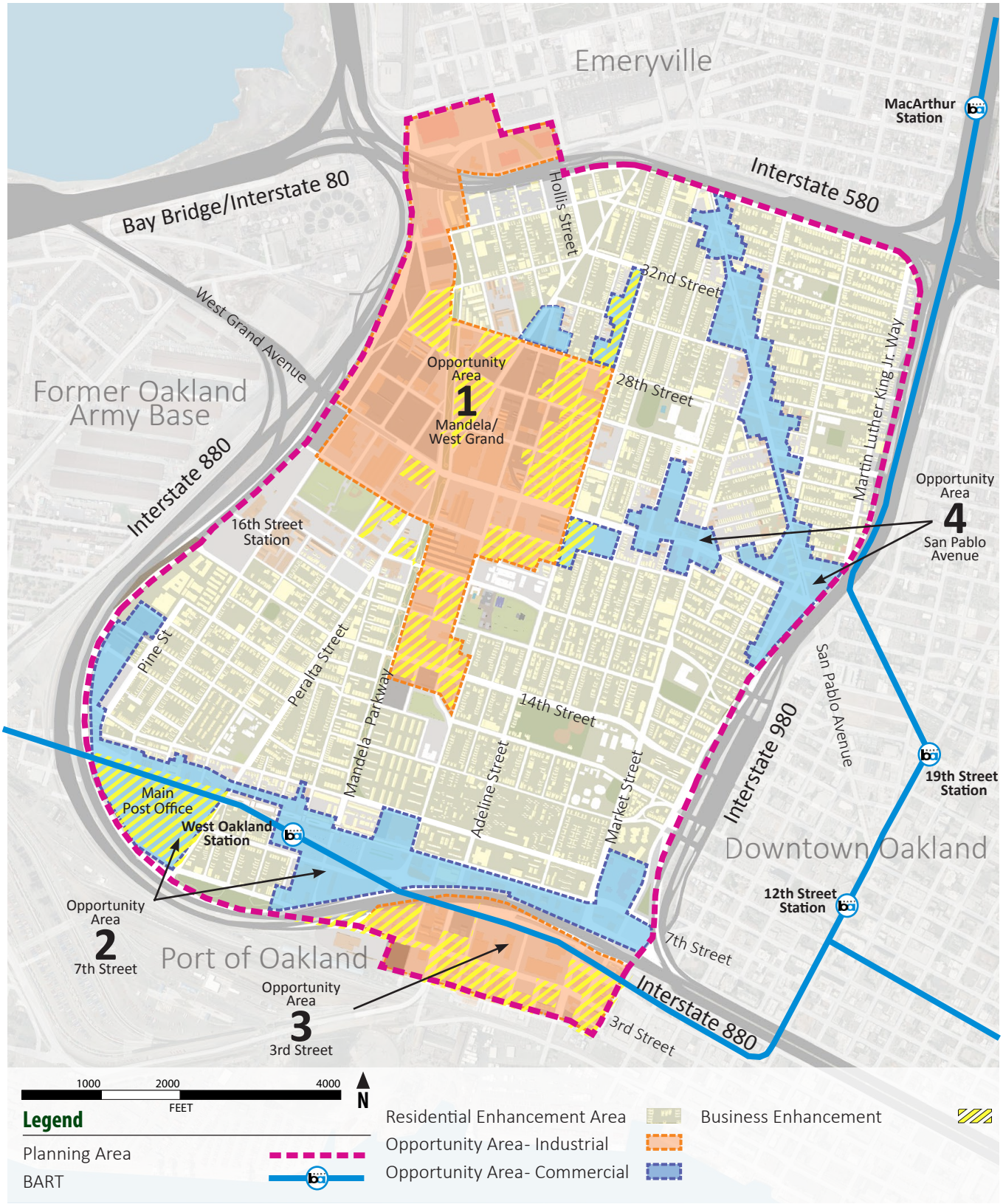
Intent: New construction and additions to residential homes in the Residential Areas should be designed to enhance and maintain the existing historical character of each residential neighborhood.

Residential Area - Site Planning 1: Pedestrian Circulation. New additions to existing buildings and infill development should reinforce the pedestrian scale and character of the neighborhoods by including raised, street-facing porches and front entries approached from the street with ample space for seating.

Residential Area - Site Planning 2: Vehicular Circulation. A garage should generally be located in a separate structure behind the main house or as part of a "raised basement" below the main house. The garage should always be viewed as secondary to the larger and more significant pedestrian entrance.

Residential Area - Site Planning 3: Service Circulation. Service areas for larger structures, such as multi-family residential and commercial buildings should be shielded from view from city sidewalks whenever possible.

Fig. A-1: Design Guidelines Map



Residential Area - Site Planning 4: Building Footprint. New infill structures and additions to existing structures should be set back from front and side lot lines on the site in a manner consistent with those historical buildings in the immediate vicinity.

Residential Area - Site Planning 5: Open Space. New projects should have front yards similar in scale and character to historical buildings in the immediate vicinity.

Residential Area - Building Design 1: Massing. Roof elements, bay windows, and other projections should be consistent with those of buildings in the immediate vicinity.

Residential Area - Building Design 2: Fenestration and Material: Fenestration refers to the design and construction of openings in a building. Fenestration includes windows, doors, louvers, vents, wall panels, skylights, storefronts, curtain walls, and other glazed systems. Building fenestration, which can be either more historic or more contemporary, should be articulated to project a sense of scale characteristic of West Oakland's residential areas.

Residential Area - Fencing 1: Height and Materials: Front yard fencing located within or in proximity to Residential Areas should be designed and of a height that doesn't result in the creation of 'fortresses' within the residential neighborhood.

DESIGN GUIDELINES APPLICABLE TO ALL INDUSTRIAL/ BUSINESS/ COMMERCIAL OPPORTUNITY AREAS

These guidelines are applicable throughout the West Oakland Specific Plan's industrial/ business/ commercial Opportunity Areas.

Intent: New construction and renovation in the four identified Opportunity Areas should be designed to maintain continuity with West Oakland's unique history and character.

Site Planning 1: Pedestrian Circulation. Active street edges with entrances from city sidewalks should directly face streets, maximizing the utilization of city sidewalks by users of the buildings.

Site Planning 2: Vehicular Circulation. Vehicular entrances and garages should be less prominent than pedestrian entrances.

Site Planning 3: Service Circulation. Service areas should be hidden from view from sidewalks whenever possible.

Site Planning 4: Building Footprint. New construction should be built to the edge of sidewalks to maintain the continuity of the area's street walls. Small ground-level inset bays for entrances, outdoor seating, and special corner features are appropriate variations within the street wall. In addition, an occasional plaza may be also appropriate.

- Relate to existing buildings and utilitarian structures, which need to be rehabilitated and reused.
- Expansion of existing buildings is encouraged, with unique aspects of existing buildings respected, featured, and protected.
- Surface parking is strongly discouraged along frontages facing public streets.

Site Planning 5: Open Space. West Oakland's public streetscapes along with its parks need to be embraced, improved, and enriched as public open space elements. Any new open space located in public view should not be walled from the street by dense planting or a tall fence.

Building Design 1: Massing. New buildings should be designed with major massing elements that are consistent with those found in existing desirable buildings located in the immediate vicinity.

Loading Docks: Loading docks in new development should be located the maximum distance feasible from nearby residential zones and activities.

- Loading docks in new development should be electrified if feasible in order to allow docked trucks to be powered by electricity

Building Design 2: Fenestration and Materials. Fenestration elements, such as windows, doors, louvers, vents, wall panels, skylights, storefronts, curtain walls, and other glazed systems, can be either more historic or more contemporary depending on the context, and should be articulated to maintain the sense of scale found in the immediate context.

DESIGN GUIDELINES SPECIFIC TO THE MANDELA/WEST GRAND & 3RD STREET OPPORTUNITY AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are particular to the Mandela/Grand and 3rd Street Opportunity Areas, industrial and commercial areas without housing or neighborhood commercial corridors.

Character Defining Features

Many of the Mandela/Grand and 3rd Street area's 19th and early 20th century factory buildings feature large windows, skylights, and clerestory windows providing maximum access to sunlight. Building materials include brick, concrete, and corrugated metal. Although primarily utilitarian, building facades were often articulated by pilasters, decorative brick work and ornamental parapets, representative of the craftsmanship of the time. Industrial buildings are characterized by specific shapes, walls and roofs. Features common in the industrial areas of West Oakland include:

- Saw-tooth roofs for well-lighted space;
- Monitors and roof projections creating interesting roof lines;
- Metal sash, roof with partial saw-tooth form; mix of corrugated metal and concrete;
- Corrugated metal siding;
- Large plain gabled sheds;
- Stepped parapet with coping;
- Patterned brick work creating decorative accents;
- Large floor to ceiling steel sash windows with concrete lintels;
- Building façades articulated by structural bays;
- Parapet details;
- Change in materials and decorative detail accentuate building entrances;
- Sign components painted directly onto siding;
- Steel sash factory windows; and
- Brick arched openings.

Traditional Industrial Blocks

Intent: The rougher workmanlike texture of the area's traditional industrial buildings needs to be preserved and honored even as new commercial uses fill in between and adaptively reuse existing buildings.

The following Design Guidelines apply to traditional industrial blocks.

Traditional Industrial Blocks 1: *Site Planning*. Additions and new construction should generally connect to and face public streets.

Traditional Industrial Blocks 2: *Massing*. Buildings should generally be composed of simple shapes reflecting the industrial heritage of the area.

Traditional Industrial Blocks3: *Height*. New buildings that are more than two stories taller than the existing buildings adjacent to or across the street from the site should include transitions in scale to better relate to the existing height context.

Traditional Industrial Blocks 4: F*enestration and Materials*. A combination of punched openings and curtain wall areas is encouraged. Generally, punched openings should be located at the base of the building to relate to historical industrial buildings.

Traditional Industrial Blocks 5: *Landscape*. Street trees and consistent sidewalk paving should be part of a larger, phased streetscape composition.

Mandela Parkway

Intent: Buildings facing Mandela Parkway should respect its civic prominence, quality of public landscaped areas, and unique history.

The following Design Guidelines apply particularly to properties and buildings facing onto Mandela Parkway.

Mandela 1: *Site Planning*. The most distinguished public features of a building should be oriented towards and visible from Mandela Parkway.

Mandela 2: *Massing*. Projects are encouraged to have dramatic architectural features visible along the Parkway.

Mandela 3: *Height*. Taller buildings are encouraged along the Parkway.

Mandela 4: *Fenestration and Materials*. Incorporate large openings that create visual connections to Mandela Parkway.

Mandela 5: *Landscape*. Landscaping should be coordinated with that of the public landscaped areas along Mandela Parkway, and the new planting and paving should be of a similarly high quality.

West Grand Avenue

Intent: Buildings facing West Grand Avenue should be designed to enhance the street as an important boulevard and as the most important surface street gateway leading from West Oakland to downtown Oakland.

The following Design Guidelines apply particularly to buildings and properties facing West Grand Avenue.

West Grand 1: *Massing.* Buildings along the highly trafficked West Grand Avenue leading to I-880 and the Bay Bridge should be carefully massed given its importance as a key gateway to Oakland from the region.

West Grand 2: *Height*. Distinctive, taller buildings are encouraged on this important gateway street, especially at major intersections, such as that of West Grand and Mandela, and West Grand and San Pablo.

West Grand 3: *Fenestration and Materials*. The ground floor of buildings should have large openings and a high degree of transparency in the blocks between Myrtle and San Pablo Avenue where West Grand is an important neighborhood commercial street.

West Grand 4: *Landscape*. Sidewalks should include densely spaced street trees that establish West Grand as a boulevard gateway leading to I-880 and the Bay Bridge, as well as buffer to uses along this highly trafficked arterial.

Priority Pedestrian Streets

Intent: Priority Pedestrian Streets are important pedestrian-focused streets that lead from Mandela Parkway into areas planned for substantial new employment. It is hoped that many employees will come to the area as pedestrians from enhanced transit on Mandela Parkway.

The following Design Guidelines apply to buildings and properties along Priority Pedestrian Streets, particularly along 18th, 20th, 24th and 26th Streets (see Figures A-2 and A-3).

Priority Pedestrian Street 1: *Site Planning*. Public uses in buildings such as retail, outdoor seating, lobbies, and galleries should be placed along the priority pedestrian streets, particularly at corners.

Priority Pedestrian Street 2: *Massing*. Building massing should be articulated to establish a pedestrian scale at the sidewalk level while respectfully relating to adjacent buildings. Ground floors should generally have a minimum of 15-foot clear height.

Fig. A-2: Existing View at 26th Street from Mandela

Fig. A-3: Proposed Infill Development at 26th Street from Mandela Parkway

Priority Pedestrian Street 3: *Height*. New buildings that are more than two stories taller than the existing buildings adjacent to or across the street from the site should include transitions in scale to better relate to the existing height context. Priority Pedestrian Street 4: Fenestration and Materials. Provide as many door and window openings as possible at the sidewalk level.

Priority-Pedestrian Street 5: *Landscape*. Street trees and paving should be part of larger phased streetscape compositions, enhancing the pedestrian experience.

3rd Street

Intent: Third Street needs to be enriched and recognized as the primary connection between West Oakland and the Jack London District waterfront area.

The following Design Guidelines apply to buildings and properties along 3rd Street (see Figure A-4 and A-5).

3rd Street 1: *Site Planning*. Create at least one major pedestrian entry facing 3rd Street for each new building project.

3rd Street 2: *Massing*. Buildings can be massed in simple rectangles, usually the width of their parcels, as are many existing buildings on this street.

3rd Street 3: *Fenestration and Materials*. Building facades can be simple but should include detail around entrances. Use of decorative brick is encouraged, but not required.

3rd Street 4: *Landscape*. Dense street planting should be included to buffer the large volume of traffic along 3rd Street.

DESIGN GUIDELINES SPECIFIC TO THE 7TH STREET AND SAN PABLO AVENUE OPPORTUNITY AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are particular to the 7th Street and San Pablo Avenue Opportunity Areas, especially as to neighborhood commercial corridors with housing.

Neighborhood Commercial

Intent: 7th Street and San Pablo Avenue should become the focus of the surrounding neighborhoods with active street edges that encourage neighbors and visitors to enjoy a high-quality urban streetscape.

Neighborhood Commercial 1: *Site Planning*. Buildings should be built immediately fronting 7th Street and San Pablo to emphasize and re-establish where necessary the continuity of the neighborhood commercial street.

- Ground floors should have active publically accessible uses such as restaurants, retail, lobbies and galleries (see Figure A-6 and A-7)
- Driveways and vehicular entrances are discouraged from accessing directly from 7th Street and moved to side streets where feasible.
- Small segments of roadway adjoining West Grand Avenue, San Pablo, and Market Street could be repurposed to accommodate the site planning of larger projects (see Figure A-8 and A-9).

Neighborhood Commercial 2: *Massing*. Residential upper stories are encouraged to include bay windows above the ground floor to provide light and air, and to break up the scale of buildings and convey residential use.

Neighborhood Commercial 3: *Height*. Except when located at important intersections such as Mandela Parkway and 7th Street, buildings over 5 stories in height should generally include a significant step-back along commercial arterial roadways to harmonize the scale of new buildings with the existing neighborhood.

Neighborhood Commercial 4: *Fenestration*. Ground floors should have as many openings

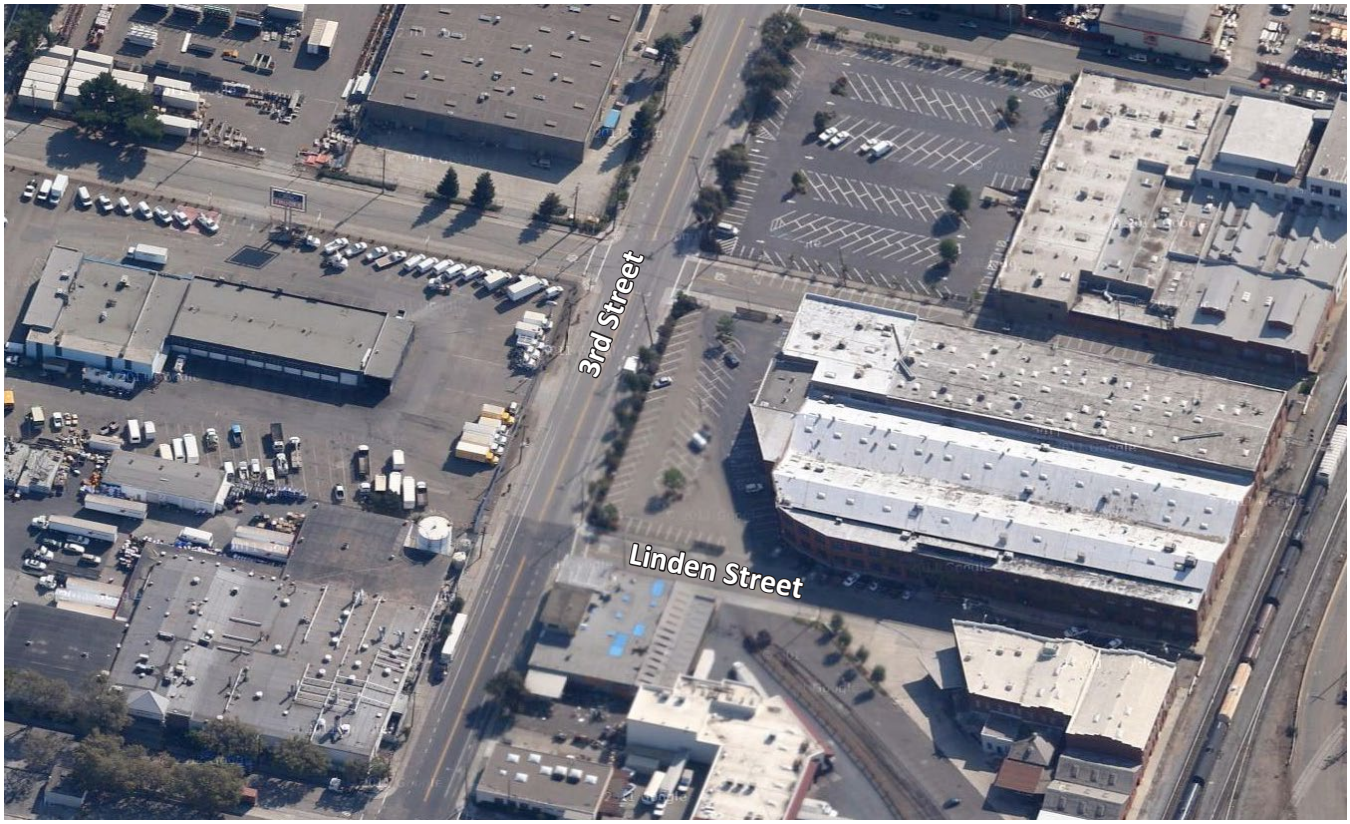


Fig. A-4: Existing View at 3rd Street and Linden Street

- **Opportunity Site #35 at Linden & Third Street**

Fig A-5: Proposed Development at 3rd Street and Linden Street

- **Adaptive reuse and preservation of historic industrial buildings**
- **3rd Street as enhanced connection between West Oakland and Jack London Square**

as possible with as few blank wall sections as possible. Awnings and canopies are encouraged.

Neighborhood Commercial 5: Materials: Buildings should have a variety of high quality materials that will define an interesting character when viewed up close and from a distance.

Neighborhood Commercial 6: Renovation of Older Buildings. Older commercial buildings should be restored in a manner consistent with their original architectural style.

Neighborhood Commercial 7: Landscape. Street trees should be of a type that allows high visibility to storefronts and spaced to allow street lights to penetrate to sidewalks during nighttime.

Neighborhood Commercial 8: Landscape. Publicly accessible outdoor space areas should be comprehensively designed with high quality pavement, landscaping, and seating, and are encouraged at the following locations:

- Mandela and 7th Street
- San Pablo and West Grand Avenue
- San Pablo and 32nd Street

Adjacent to Residential Areas

Intent: Buildings need to make gentle transitions from the larger commercial buildings facing 7th Street and San Pablo Avenue to the residential side streets of historic houses.

The following Design Guidelines apply to those buildings and properties facing residential side streets in the Residential Areas.

Residential Area 1: Site Planning. Create active entry points facing the street to roughly match porches and entrances on historic housing elsewhere on the street.

Residential Area 2: Massing Modulate front facades facing streets into segments to roughly match the scale of historic housing elsewhere on the street. Bay windows and porches are encouraged. Building heights and setbacks should transition from neighborhood commercial arterials to residential side streets. Buildings that are taller and built to the lot line should be located near the commercial street and have setbacks closer to the adjacent lower-scale residential buildings (see Figures A-10 and A-11).

Residential Area 3: Height. Buildings directly facing residential side streets should be appropriately massed to best relate to the residential scale within the immediate context.

Residential Area 4: Fenestration and Materials. Employ high quality building openings with high quality detail around entries and primary windows.

Residential Area 5: Landscape. Establish landscaped front yards between the sidewalk and the face of the building that reflect the landscaping context in the immediate area.

Mandela/7th

Intent: The intersection of Mandela Parkway and 7th Street needs to establish an important civic focus adjacent to the West Oakland BART station.

The following Design Guidelines apply to properties immediately fronting onto the intersection of Mandela Parkway and 7th Street (see Figure A-12 and A-13).

Mandela/7th 1: Site Planning. Close to the West Oakland BART station, a large civic plaza should be created near the intersection of Mandela Parkway and 7th Street that is surrounded by ground floors that include publicly accessible uses such as restaurants, retail, building lobbies, galleries, and studios.

Mandela/7th -2: Massing, Height. Taller buildings are encouraged along Mandela Parkway and in particular to mark the intersection of 7th Street and Mandela Parkway.

Fig. A-6: Existing view of 7th Street and Peralta

Fig. A-7: Example of renovated historic building at 7th Street and Peralta

Fig. A-8: Existing view of San Pablo Avenue near West Grand Avenue

Fig. A-9: Proposed development at San Pablo Avenue near West Grand Avenue

Fig. A-10: Existing view of 5th Street at West Oakland BART station

Fig. A-11: Proposed Transit-Oriented Development at 5th Street looking east.

Mandela/7th- 3: Height. It is encouraged that taller buildings mark the intersection of 7th Street and Mandela Parkway.

Mandela /7th -4: Fenestration. Ground floors should have large openings and a high degree of transparency in the blocks adjacent to the West Oakland BART station.

Mandela/7th - 5: Landscape. Landscaping should be coordinated with that of the existing public landscaped areas along Mandela Parkway and should include a similarly high quality of planting and paving.

Pine Street

Intent: The section of Pine Street identified as part of the 7th Street Opportunity Area needs to be carefully respected, as it includes some of the oldest Victorian houses in West Oakland.

The following Design Guidelines apply to properties directly facing onto Pine Street.

Pine 1: Site Planning. Create entries facing Pine Street that are compatible with the porches and entrances on historic houses on the opposite side of street.

Pine 2: Massing. Articulate facades on the west side of Pine Street into segments that are generally 25 to 35 feet wide to roughly match the scale of historic housing on the opposite side of the street. Bay windows and porches are encouraged.

Pine 3: Height. Buildings directly facing Pine Street should relate to the scale of historic housing on the opposite side of the street.

Pine 4: Fenestration and Materials. Employ clear, logical, and high quality building openings appropriate detail around entries and primary windows.

Pine 5: Landscape. Establish landscaped yards between the sidewalk and the face of the building.

Fig. A-12: Existing view of West Oakland BART station at 7th Street and Mandela Parkway

Fig. A-13: Urban open space at 7th Street and Mandela Parkway

Fig. A-14: Aerial view of existing Transit-Oriented Development

Fig. A-15: Proposed BART Transit-Oriented Development

- **Lower building heights adjacent to South Prescott neighborhood**
- **Taller building heights east of Mandela Parkway at 7th Street and along freeway**

Appendix B: Prior West Oakland Plans and Studies

PLANNING AND REDEVELOPMENT DOCUMENTS AND PUBLICATIONS

- Redevelopment Plan for the West Oakland Redevelopment Project (2003), Redevelopment Agency of the City of Oakland
- West Oakland Redevelopment Project: Five Year Implementation Plan 2008-2013, Redevelopment Agency of the City of Oakland
- Redevelopment Plan for the Oakland Army Base Redevelopment Project (2005), Redevelopment Agency of the City of Oakland
- West Oakland Transit Village Action Report (2001), Michael Willis Architects et.al.
- West Oakland 2000 Transportation and Economic Development Study (1998), City of Oakland Strategic Planning Division
- Acorn-Prescott Neighborhood Transportation Plan (1998), Van Meter Williams Pollack et. al.
- West Oakland BART Station Access Plan (2002), Bay Area Rapid Transit District
- Seventh Street Concept and Urban Design Plan (2004), Hood Design & other firms.
- Mandela Parkway Corridor Plan - Vision and Strategy Plan and Landscape Guidelines (1997-98), City of Oakland Strategic Planning Division
- Neighborhood Commercial Revitalization Plan: Seventh Street, West Oakland (1989), City of Oakland, Office of Economic Development and Employment.
- Seventh Street Revitalization Study (1989), UC Berkeley Department of Landscape Architecture
- 7th Street / McClymonds Corridor Neighborhood Improvement Initiative (1999), San Francisco Foundation, West Oakland Business and Residential Community, et. al.
- West Oakland Visions & Strategies (1994), Coalition for West Oakland Revitalization
- San Pablo Avenue Corridor Market Study: A Market Analysis for the West Oakland Main Street Program (2006), Northern Real Estate, LLC
- Village Bottoms Cultural District Conceptual Plan (2009), EcoCity Builders and Village Bottoms Neighborhood Association.
- City of Oakland Industrial District Strategy Support / Public Infrastructure Report (2011), BFK Engineers
- West Oakland Community-Based Transportation Plan (2006), MIG et. al.
- Neighborhood Knowledge for Change: The West Oakland Environmental Indicators Project (2002), Pacific Institute for Studies in Development, Environment and Security
- Mandela Gateway Mixed-Use Project Transportation Study (2002), CHS Consulting Group
- Mandela Parkway Specific Plan Economic Viability Analysis (1996), Keyser Marston Associates, Inc and Causby & Company
- Mandela Village Project Feasibility Study – Preliminary Findings / Site Selection (1998), Community Economic Redevelopment Corporation

- West Oakland Mandela Grand Development Plan – Preliminary Development Plan Submittal (2007), Hannum Associates
- Response to a RFP for the West Oakland BART Station Transit Village (2004), Mandela Transit Village Partners, LLC
- Historic Information – Oakland Cultural Heritage Survey
- City of Oakland Industrial Land Use Policy – Council /Reports and Supporting Documents (2005-2008)

CEQA DOCUMENTS

- West Oakland Redevelopment Plan, Final Environmental Impact Report (2002), Lamphier-Gregory
- Mandela Grand Mixed Use Development Project, Draft Environmental Impact Report (2006), ESA
- Wood Street Project, Draft Environmental Impact Report (2004), EIP

OTHER DATA AND INFORMATION

- Retail Sales Tax Data – City of Oakland Economic Development Division
- Crime Statistics – Oakland Police Department
- Foreclosure activity (NOD, NOT, REO) – City of Oakland Housing Division
- Environmental Site Assessments – City of Oakland Environmental Services Division
- Information on Caltrans-owned Opportunity Sites – Caltrans
- Information on or Evaluations of TOD Project at West Oakland BART Station - BART
- Alameda County Assessor Data for West Oakland
- Assessor's Parcel Number
- Use Code
- Parcel Address
- Owner and Owner Address
- Property Assessed Values
- Assessment Dates
- Parcel Area
- Building Area
- Etc.
- GIS Files
- General Plan Land Use
- Zoning
- Redevelopment area boundaries
- Major development projects and proposals
- Hazardous materials/contaminated sites
- Historic buildings and their ratings
- Unreinforced masonry buildings
- Year of construction for buildings/structures
- Assessor Files (land parcelization, street grid, etc)

Appendix C – Summary of Community Workshop Comments

WEST OAKLAND SPECIFIC PLAN COMMUNITY WORKSHOP #1, SEPTEMBER 13, 2011

TOPIC: Introduction to project, community vision and goals for West Oakland

Comments and General Themes:

What People Like About West Oakland

- Low cost of housing
- Sense of community, friendly people, neighborhood pride
- Cultural and social diversity
- History of neighborhood
- Central location, including easy access to San Francisco and downtown Oakland
- Beautiful historic houses and neighborhoods
- Scale and character of neighborhood
- Artist community, creative and innovative people
- Good transportation, accessibility (AC Transit bus, BART, bike lanes)
- Nice weather
- Hub of economic development
- Good parks and green space
- Presence of farms/gardens; hub of food security (People's Grocery)

What New Things People Want to See in West Oakland

- Grocery store
- More jobs - living wage
- Job skills training center (e.g. for green jobs)
- Technical/trade school
- Health care facilities- hospital, medical clinic, health center
- Parenting resource center
- Youth center; opportunities for youth (recreation, employment)
- Senior center
- New library
- Mixed use development
- Medium scale (-2 to 4 stories)
- Retail
- Restaurants
- Cafes with outdoor seating
- Banks
- Independent and locally owned businesses
- Walkable neighborhood commercial areas
- Shuttle between BART and neighborhood commercial areas
- New industry
- Bike lanes

- More car and bicycle parking at BART station (a parking structure)
- Live/work spaces for artists; Arts District
- Entertainment- clubs, theaters, music venues
- Family-friendly activities and places
- Community gardens/urban farming -local food production and food security
- Alternative energy facilities (solar. wind)
- Urban forest
- Dog park
- Skate Park
- Restore Train Station- adaptive reuse as retail, farmer's market, performance space
- McClymonds High School campus - adaptive reuse as community facility (education, clinic, senior events)
- Renovate warehouses and industrial buildings, use for start-up businesses
- Small booths for "micro-enterprise"
- "World class" development at the BART station that reflects significance of its location
- Extend shoreline park
- Community murals

What People Think Needs to Happen to Achieve the Vision for West Oakland

- Prevent residents from being displaced
- Keep housing affordable
- Preserve neighborhood character and integrity
- Preserve historic buildings
- Reduce crime
- Blight abatement and code enforcement
- Subsidies and other incentives to attract development
- Tax credits to keep jobs
- Local hiring initiative, incentives for employers to hire West Oakland residents
- Safety in the physical environment (CPTED), pedestrian improvements
- Good urban design and architecture
- Underground utilities
- Reduce/mitigate BART noise
- Underground BART
- Move recycling companies out of neighborhood
- Clean up soil contaminationDeal with traffic, congestion, pollution
- Diversify the economic base
- Industry on edges of West Oakland
- Green space incorporated into new building complexes
- Retain industrial areas. do not allow conversion to residential
- Improve schools
- Preserve artists' housing and work spaces
- Think about individual neighborhoods in West Oakland - different areas need different scales
- Promote a new image for West Oakland, highlight positive changes
- Highlight and celebrate West Oakland's history and roots
- Provide parking for trucks - get trucks off 7th Street

- Revitalize 7t h Street- historically the commercial center of West Oakland
- Revitalize San Pablo Ave commercial area
- Support and improve local businesses
- Street tree master plan for West Oakland
- Provide bulky items pickup to help avoid illegal dumping
- No more churches, liquor stores. residential treatment programs
- Better street lighting
- Neighborhood clean-up / Clean up and beautify under freeway overpass

TOPIC: Opportunities and Constraints

Area 1 - Mandela Parkway/ West Grand Avenue/ Market Street

- Job creation, small business incubator, business ownership training for community residents
- Youth facilities and resources
- Child care centers
- Financial services - banks, credit unions, ATMS
- Remove old railway tracks, repair potholes, repave roads
- African cultural center
- Visual arts center, galleries. exhibit and performance space
- Increase home ownership
- More street trees
- Facilitate meetings about gentrification I diversity I race relations
- Capture the industrial arts happening in West Oakland
- Biotech/high tech companies
- Community based organization partnerships
- New and improved parks and open spaces, e.g. dog park, bay trail along the railroad corridor, better/safer access to Shoreline Park, waterfront open space with bay views
- Bus Rapid Transit on Mandela Parkway
- No high rise building (nothing over 5 stories)
- All development should complement the historical architecture of the neighborhood.
- Public art I Public space Identifying West Oakland

Area 2 - Seventh Street I BART I Pine Street

- TOO near BART station- Fruitvale as a model/ inspiration
- Recognition of 7th Street as a historical site for African-American culture, Jazz and Blues
- More mixed use development, mixing retail and light industry with housing
- Historic buildings should be repurposed for civic, business and residential uses
- Professional / institutional office or headquarters
- Grocery store
- Credit Union
- Services - drycleaners, shore repairs, florist, etc.
- Restaurants
- Senior housing
- Health center with doctors and dentist

- Holistic businesses such as yoga, acupuncture, health foods
- Private commercial skills training such as DeVry/ Heald College, etc.
- Youth and Young Adult Center
- African Cultural Center
- Visual & cultural arts center for youth and families
- Removal of old train tracks
- Bike facilities - bike storage/parking and repair
- Bike lanes/ paths
- Off leash dog park, connect to the bay trail
- Post Office site is dead zone -needs active ground floor uses along 7th Street frontage
- BART noise is a major impediment!
- Air quality problems
- Addressing the issue of gentrification is important

Area 3 - Third Street Corridor

- More mixed use -housing above light industrial space
- Need City assistance for new businesses - loans, grants, etc.
- More light industry, light manufacturing
- Extend the winery and brewery industry throughout the 3rd street Area.
- R&D, Tech businesses, Pharmacological
- •Artist studios, lofts
- •Cultural facilities- African Cultural Center, Railroad Museum, etc.
- Film industry -set and scene manufacturing
- Small sports facilities, skate park or dog park, bike co-op, etc.
- Small community-oriented bank
- Health and Human Services, job training for ex-prisoners
- Some comments in support of big box retail, other comments against it
- More affordable housing, including moderate income. Goal 50% rental, 50% owned
- Change rent control policies (look at Emeryville policy)
- No more Section 8
- Improve bus service - more frequent AC Transit bus lines
- 3rd Street streetcar
- Improve connection between 3rd Street and Mandela Parkway
- Improve streetscapes, street lighting, and more street trees
- Between 3rd Stand Embarcadero West, Linden and Market -"Historic district determined eligible for National Register"
- Too many churches
- No high rise buildings next to the freeway

Area 4 - San Pablo Avenue Corridor

- Mixed Use - retail ground floor and housing above
- Small boutiques like on Telegraph I Temescal area
- Credit Union
- Coffee shops

- Beauty salon
- Fewer liquor stores I convenience markets
- No more churches
- No more residential treatment homes
- No more Section 8
- New library
- Youth Center
- Professional/ technical training institute (e.g. DeVry, Heald)
- Career training for youth 18-25
- More green spaces I open spaces
- Improve St. Andrews Park (San Pablo Ave and 32”d St)
- Community gardens
- Planting and preservation of trees
- Completion of MLK Streetscape
- Landscaped traffic circles at San Pablo Ave and West Street intersection to slow traffic
- Affordable Housing
- Co-housing project
- Make corridor a hub for art events
- Visual and cultural art center for art making I exhibits I gallery I performance
- Mural Projects
- Revitalize blighted properties, restoration and preservation of homes
- Convert warehouse space to live -work
- Move the recycling plant
- No illegal dumping-Need authorized centers where people can bring trash
- Trash pickup on sidewalks and underpasses
- Preserve our schools: Hoover Elementary School, McClymonds High School. Re-open Marcus Foster Middle School
- Engage developers and architects with schools, get them invested in our kids and our community
- Need parameters for businesses moving in to hire local residents
- Need ways to transition convenience markets /liquor stores to better stores or tax them heavily enough to drive them out
- Need to address air quality and environmental health
- Need to address presence of homeless people

WEST OAKLAND SPECIFIC PLAN COMMUNITY WORKSHOP #3, JANUARY 31, 2012

TOPIC: Land Use Capacity Scenarios

Comments and General Themes:

Area 1 - Mandela Parkway/ West Grand Avenue/ Market Street

- Why no opportunity sites on Adeline Street? This is a key link between Emeryville and BART/ 7t h Street /3rd Street Opportunity Area
- West Oakland should have a unique attraction for visitors, something that reflects the neighborhood’s identity and draws people to the area
- Recreational activities (e.g. bowling alley, skating rink)
- Need to acknowledge the existing arts community in West Oakland and understand

how to weave future development into that fabric

- West Oakland is a major center for the industrial arts- this offers long-term economic and social development opportunities. Can provide job opportunities, foster tourism, improve quality of life
- Encourage streetscape and transportation improvements even outside opportunity areas.
- Great bike streets - Peralta and Union
- Black historic district adjacent to the train station
- Oakland needs a university (UC Oakland)
- Retail area along Mandela near freeway down from Target
- Residential adjacent to Raimondi Park
- No more recycling.
- No Costco - supermarket would be better
- No light rail

Area 2 - Seventh Street I BART I Pine Street

- Concerns about health and noise for development near freeway and BART
- Health Impact Assessment must be done for each development proposal
- For every development, implement the community's health impact assessment criteria.
- Environmental racism issues
- At BART station - headquarters for BART
- Underground BART, put food market and other retail at BART station
- Make an arts destination. Acknowledge the thriving arts community that already exists and build upon it
- Black historic district on 7th Street
- Grocery store, service businesses
- Promote flexible use space, including outdoor space that can be used for food truck pods,
- "Art Murmur West," night markets, farmers markets
- Train station- Business and culture site
- Farmers Market at train station
- Post office as a food hub
- Technology training cluster around Willow Park {14th & Willow)
- Repurpose Mayway building on 14th & Mandela (currently for sale)
- Coordinate Route with Army Base re-use planning for job development and other
- Expand community garden

Area 3- Third Street Corridor

- Increase business opportunities, create jobs for area residents
- Promote home ownership
- Preserve old historic brick buildings
- Support the arts
- Support bike transportation
- Need banks and other establishments
- Move recycling facilities and limit new ones
- Dog park - two good locations on Brush St
- Construct freeway on-ramp at the Port and prohibit other use of the ramp

- No streetcar/light rail needed
- Plan for now truck access to serve new commercial uses
- Trucking activities cause pollution/ respiratory problems for residents
- Support smaller connections with small existing spaces, especially Jack London Square
- Former 'marsh' area = need to plan for adaptation to sea level rise in the Bay

Area 4 - San Pablo Avenue Corridor

- Plan seems to be catering to outsiders looking to West Oakland for opportunities instead of opportunities for those already living here. Risk of gentrification/displacement is a serious issue Existing West Oakland residents need to directly benefit from new development Need to make sure money stays in West Oakland rather than being diverted to other areas.
- Need family housing
- Need to strengthen rent control provisions. Will there be rent control be linked to new development? Measure EE (Oakland Just Cause for Eviction Ordinance) only applies to buildings built before 1983.
- Keep McClymonds High School in West Oakland
- Schools and youth in West Oakland need to directly benefit from development
- Oakland Unified School District STEM (Science, Technology, Engineering & Math) curriculum needs to be incorporated
- Recreation facilities for youth, spaces for expression, visual & performance arts
- Why is industry being protected?
- Promote bicycling as an alternative form of transportation

Appendix A: Design Guidelines

by Philip Banta, AIA with Norman Hooks, AIA

WEST OAKLAND WALK [1]

The West Oakland Walk is an urban design concept intended to leverage existing city assets into a "social circuit" for walking, biking, organic gardening, exercising and socializing, all activities that build sustainable communities.

The West Oakland Walk would knit together the parks and public places of Central and West Oakland by improving a 4.5 mile loop of existing city streets and sidewalks into an urban greenway, running East – West from Lake Merritt at the center of the city to Central Station (16th Street Train Station area) at its western edge (see **Figure D-1**).

Along this greenway loop are 23 parks, the downtown, many of the city's most historic buildings, four BART stops and seven freeway entrances and exits. The parks, the building and the streets exist now, so there is no idea to take shape. The West Oakland Walk (W.O.W.) is a "found" design that is intended to help transform the way people see and use substantial in-place public and private infrastructure with a single large-scale geometric stroke.

Starting at the western perimeter of the city, the West Oakland Walk travels eastward along 14th Street, across Freeway 980 until it reaches Lakeside Drive, then a short leg up to 19th St. Where it continues westward, jogging down to 18th St., back leg of Wood St. where it reconnects with 14th. Few downtown cores are endowed with the particular combinations of public park space, public service structures and historical legacies as those enjoyed by the city of Oakland, and fewer still have them arranged in patterns that can be so easily linked. The parks have been long established; the civic and institutional buildings have been serving the city for decades; and the streets that connect these assets exist now. In capital investment or private property condemnation and compensation is required for the idea of the West Oakland Walk to take shape. Along its pathway all the elements that make a city great are in place waiting to be laced together through a simple process of giving identity to the route.

The West Oakland Walk would bring inter-related benefits to the city by:

- Reuniting West and Central Oakland across the 980 Freeway divide,
- Reinforcing the Community with an urban design event that celebrates the history and place of each neighborhood it passes through,
- Redefining Oakland to itself and to the rest of the world as a coherent network of Parks, Places and People.

Parks

The Parks Map of the West Oakland Walk (see **Figure D-2** most visible public open spaces that touch the Walk or are within its orbit. These spaces include:

- Improved multi-sport athletic fields at the 10-acre
- Ernie Raimondi Park,
- the swimming pool and tennis courts of the
- 9.5-acre DeFremery Park,
- the baseball diamonds of the 8.75-acre Lowell Park,

[1] Project description and graphic information for The West Oakland Walk provided by Philip Banta, AIA with Norman Hooks, AIA, copyright BETA, Inc.

overview

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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I-580
I-80
(to Berkeley & Napa)

I-80
(to San Francisco)

I-580

I-880

30th St.

W. Grand Ave.

West St.

San Pablo Ave.

I-980

27th St.

Telegraph Ave.

Harrison St.

Broadway

20th St.

Uptown
Oakland

Lakeshore Ave.

15 ac.

23 ac.

4 ac.

19th St. BART

18th St.

19th St.

Lakeside Dr.

Lake Merritt

Central
Station

0.9 ac.

10 ac.

14 ac.

10 ac.

2 ac.

Wood St.

West Oakland

14th St.

City
Hall

0.7 ac.

Downtown
Oakland

10 ac.

0.8 ac.

1.8 ac.

12th St.

10th St.

12th St. BART

11th St.

14th St.

16 ac.

1.5 ac.

1.5 ac.

Jack London Sq.

1.5 ac.

Lake Merritt

1.5 ac.

1.5 ac.

70th St.

Wood St.

Willow St.

Peralta St.

Mandela Pkwy

Adeline St.

Market St.

7th St.

I-880

West Oakland BART

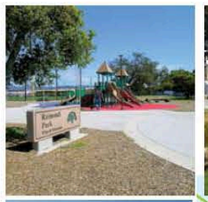
I-880

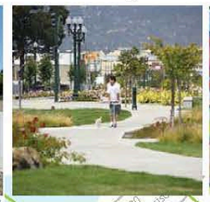
I-880

3rd St.

Embarcadero

Jack London Sq.


Raimondi Park


Mandela Pkwy

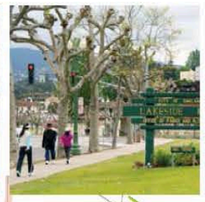
DeFremery Park

Marston Campbell

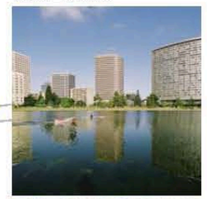
Frank Ogawa Plaza

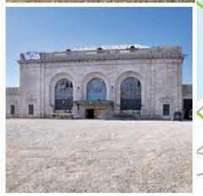
Snow Park

Fairy Land


Lakeside Park

Splash Pad Park


Lake Merritt

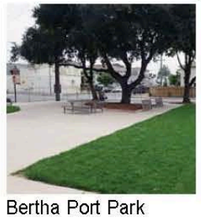

Central Station

Peralta Park

Willow Park

Memorial Park

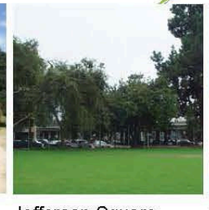
Wade Johnson


Bertha Port Park

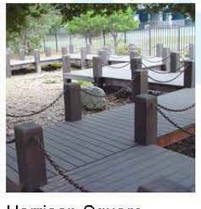
Lowell Park

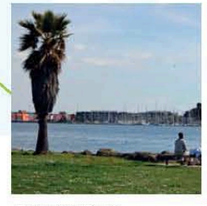
South Prescott

Lafayette Square


Jefferson Square

Lincoln Square


Harrison Square


Estuary Park

Madison Square

Raimondi
Central Station
Willow Park
Mandela Parkway
W. Grand Ave.
West Oakland
Wood St.
DeFremery
Marston Campbell
18th St.
14th St.
West St.
San Pablo Ave.
Telegraph Ave.
Broadway
Uptown
20th St.
19th St. BART
Snow
Fairy Land
Lakeside Park
Lakeside Dr.
Lake Merritt
Lakeshore Ave.
Downtown Oakland
City Hall
Frank H. Ogawa Plaza
Peralta
Lowell
Wade Johnson
Willow
Memorial Park
Lafayette Square
12th St. BART
Lincoln Square
Madison Square
Lake Merritt
Jefferson Square
Harrison Square
Bertha Port
West Oakland BART
Crescent/South Prescott
Jack London Sq.
Estuary Park
I-880
I-980
Martin Luther King Jr.
Adeline St.
Market St.
Peralta St.
Mandela Pkwy
Willow St.
Embarcadero
3rd St.
7th St.
10th St.
12th St.
11th St.
14th St.
Lakeshore Ave.
I-80 (to San Francisco)

parks

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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- the connection to the Bay Trail along therichly landscaped Mandela Parkway linear park,the Frank H. Ogawa Plaza at the heart of Oakland's civic center,
- the numerous recreational and botanical options of the 75-acre Lakeside Park encompassing the historic Lake Merritt and its wildlife sanctuary,
- the children's Fairyland, Splash Park and the Bonsai and garden center Japanese gardens, and
- the majestic trees and putting green of the 4.2-acre Snow Park.

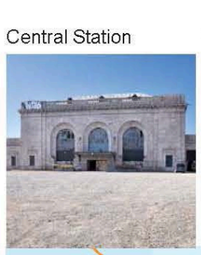
Within the vicinity of the West Oakland Walk are the original five squares of Oakland - Lafayette, Jefferson, Lincoln, Madison, and Harrison (the Chinese Garden Park) - in addition to Peralta Park that connects to the Oakland Estuary Park. This extraordinary collection of open spaces, providing both passive and active recreational activities represent the "green living rooms" of the city of Oakland.

Places

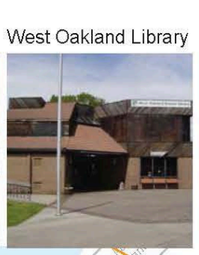
Equally impressive as the list of parks is the registry of public and private buildings **(see Figure D-3)**, many of them designated as historical landmarks including:

- Central Station Terminal,
- the DeFremery House,
- The West Oakland Senior Center,
- Lafayette, Lincoln and Prescott Elementary Schools,
- West Oakland Middle School,
- Preservation Park,
- Oak Center,
- the First Unitarian Church,
- the African American Museum and Library,
- Oakland City Hall,
- the State and Federal Buildings,
- the Rotunda Building,
- the Cathedral Building,
- the Central Library,
- the Alameda County Superior Court Building,
- the Chinese Presbyterian Church,
- the Oakland Museum of California,
- the Scottish Temple,
- the Camron-Stanford House,
- the Cathedral of Christ the Light,
- the Fox Theatre,
- the Oakland Ice Center,
- the Paramount Theatre, and
- the Grand Lake Theatre.

In addition, there is a host of private structures of significant historical interest, both \commercial and residential, that can be found throughout the entire circuit of the West Oakland Walk, along with numerous modern structures of architectural note. These "places" serve a full gamut of political, cultural, educational, business, entertainment and spiritual interests for the community.



Central Station

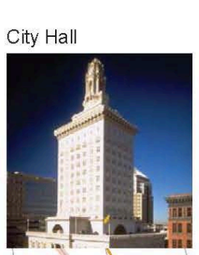


West Oakland Library

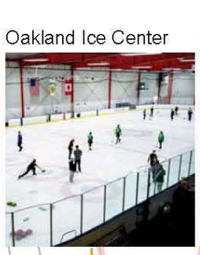
West Oakland Senior Center

Lafayette Elementary School

African American Museum and Library



City Hall

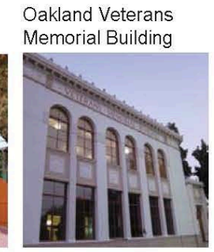


Oakland Ice Center

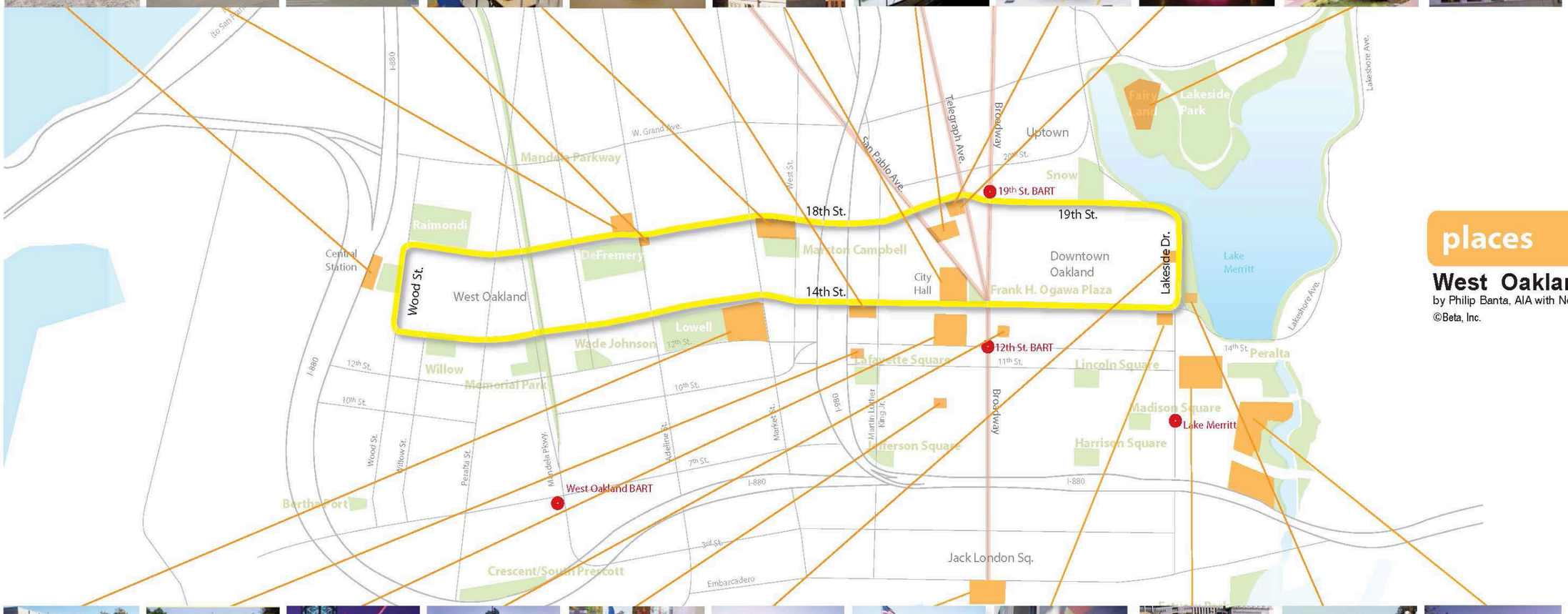
Oakland School of the Arts

Fox Theatre

Fairyland Park



Oakland Veterans Memorial Building



places

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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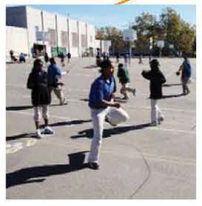
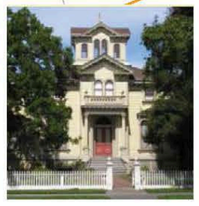
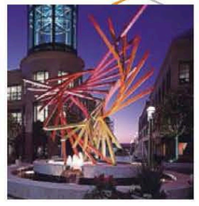


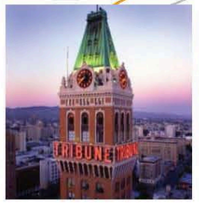
Lowell Middle School



Pardee House

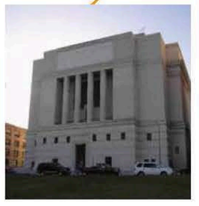


City Center



Tribune Building

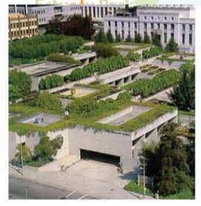
Museum of Children's Art



Scottish Rite Temple

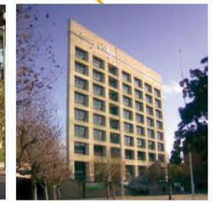
Jack London Sq.

Oakland Central Library



Oakland Museum

Camron Stanford House



Laney College

Frederick G. Cottrell (1877-1948)
An American physical chemist, inventor and philanthropist. Best known for electrostatic precipitator invention. Native of Oakland.

Don Budge (1915-2000)
An American tennis champion and World No. 1 player from 1937-1942. Born and raised in Oakland

Ernie Raimondi (1919-1945)
A World War II hero and baseball player for the Minor Leagues. Played for the San Francisco Seals and the Oakland Oaks.

Black Panther Party
An African American revolutionary socialist organization active from 1966-1982. Founded by Huey newton and Bobby Seale in Oakland on October 15, 1966.

Julia Morgan (1872-1957)
An American architect and first female architect licensed in California. Born and raised in West Oakland.

Lionel Wilson (1915-1998)
An American political figure and first African American mayor of Oakland. Also a professional baseball player for the Oakland Larks.

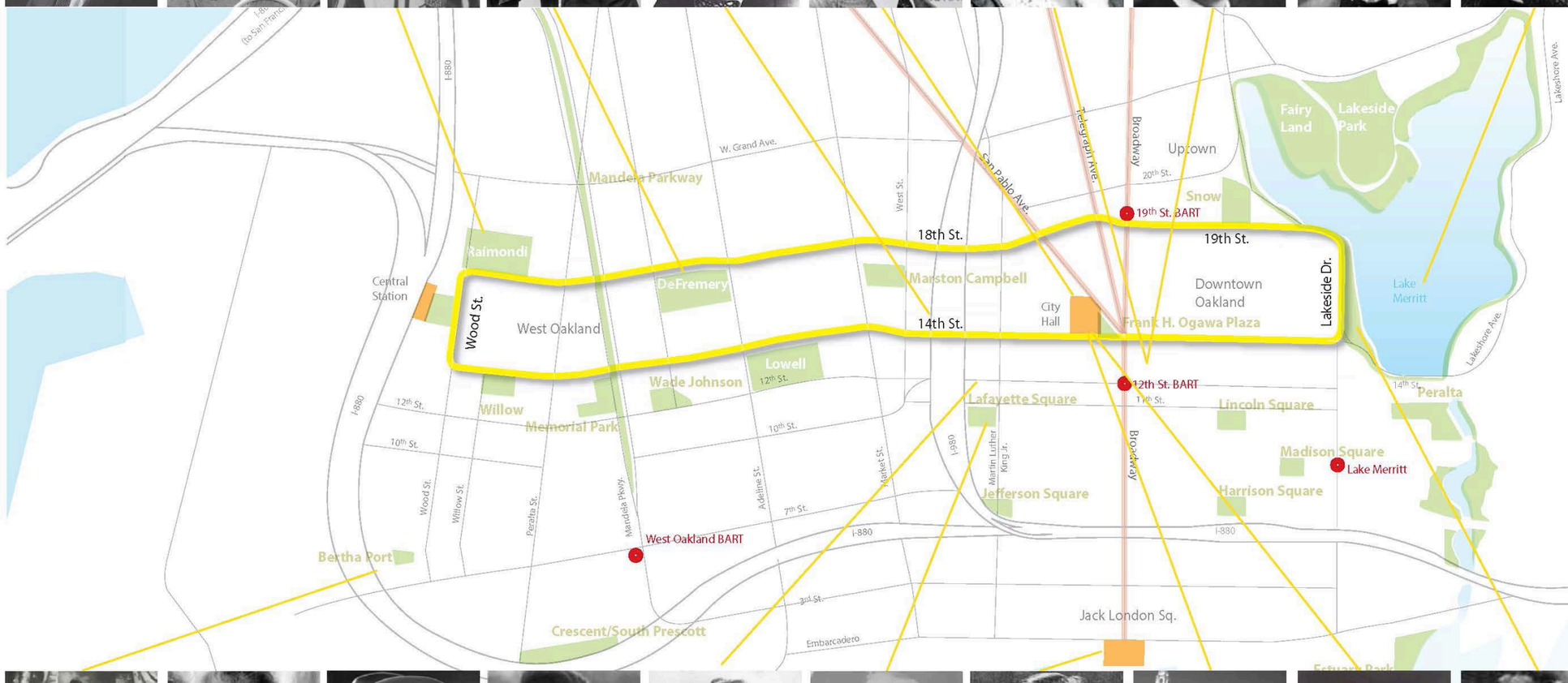
Delilah L. Beasley (1871-1934)
An American historian and columnist for the Oakland Tribune. The first African-American woman published regularly in a major metropolitan newspaper.

Joseph R. Knowland (1873-1966)
Served as a member of the United States House of Representatives from California. Owner, editor, and pulbisher of the Oakland Tribune.

Francis M. Smith (1846-1931)
Kown as "Borax Smith" and "The Borax King". An American miner, business magnate and civic builder in Oakland.

Samuel Merritt (1822-1890)
The 13th mayor of Oakland from 1867-69. Donated 155 acres of dammed tidal water which later becomes known as Lake Merritt.

Nathan Oliveira (1928-2010)
A painter, printmaker, and sculptor born in Oakland. Distinguished professor at California College of the Arts and Stanford University.



William T. Shorey (1859-1919)
The first African American whaling ship captain of the west coast. Served as Special Police Officer on the Oakland docks.

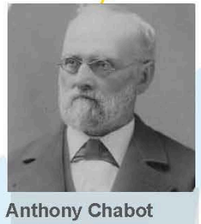
Ida Louise Jackson (1902-1996)
The first African American public school teacher in California. Taught and lived in Oakland.

Eddie Anderson (1905-1977)
An American comedian and actor born in Oakland. The first African American with a regular role on nationwide radio.

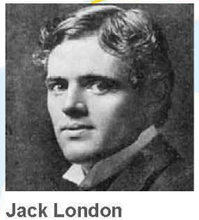
Ansel F. Hall (1894-1962)
Chief Naturalist and Forester of the US National Park Service. Established the Easy Bay Regional Park District in Oakland.

George C. Pardee (1857-1941)
An American doctor of medicine and politician. The 21st Governor of California and the 29th Mayor of Oakland.

Anthony Chabot (1813-1888)
A businessman and entrepreneur known as the Water King. Developed hydraulic water systems for Oakland and the Bay Area.

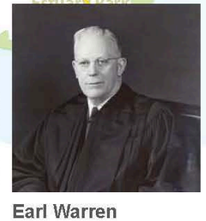


Jack London (1876-1916)
An American author, journalist, and social activist. Lived in Oakland and gave socialist speeches in the Oakland City Hall Park.

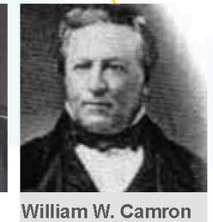


Frank H. Ogawa (1917-1994)
Civil rights leader and the first Japanese American to serve on the Oakland City Council. Served from 1966 until death in 1994.

Earl Warren (1891-1974)
A jurist and politician who served as the 14th Chief Justice of the United States and the 30th Governor of California.



William W. Camron (1843-
Real-estate dealer and land-owner. VP of the Oakland Bank of Savings and appointed to the Oakland City Council in 1877.



George Stevens (1904-1975)
An award-winning American film director, producer, screenwriter, and cinematographer. Born in Oakland.

people 1

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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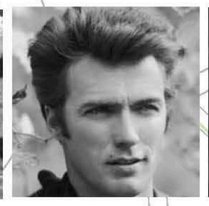
Angela Davis (1944-)
An american political activist, feminist, scholar, and author. A leader of the Communist Party USA and founder of Critical Resistance.

Ellen Wyrick-Parkinson
A long-term West Oakland resident and community activist who spearheaded the creation of the Oakland Center Historic District.

Clint Eastwood (1930-)
An award winning American film actor, director, producer, and politician. Attended Oakland Technical High School.



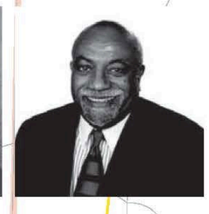
Kamala Harris (1964-)
The 32nd Attorney General of California. First female African-American and Indian American attorney general in California. Born in Oakland.

Ronald Dellums (1935-)
45th Mayor of Oakland and member of the US House of Representatives from California. Born and raised in Oakland.

Elihu M. Harris (1947-)
46th Mayor of Oakland, member the California State Assemby, and Chancellor of Peralta Community College District.

John George
A Californian politican and the first African-American elected to the Alameda County Board of Supervisors. A long-time leader in the local Anti-Apartheid Movement.

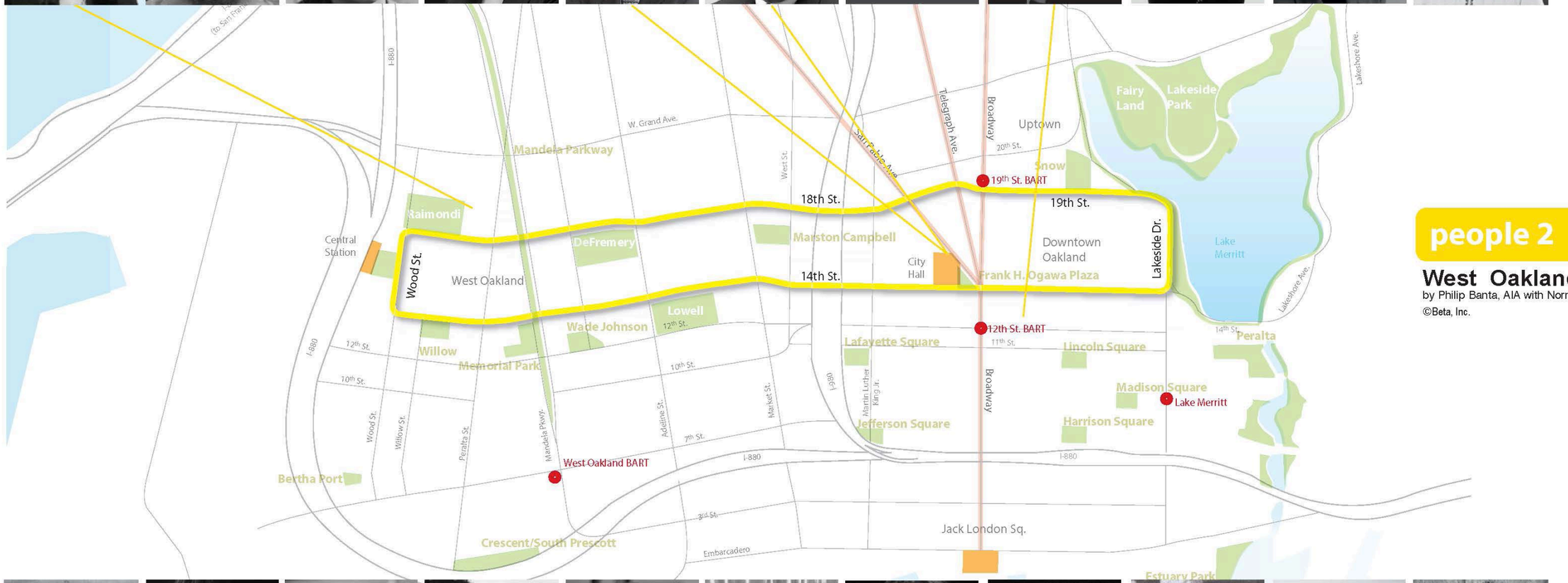
Paul Cobb
Publisher of The Oakland Post, the largest African-American weekly Newspaper in Norther California, founded in 1963.



Donna Hanover (1950-)
An American journalist, radio and television personality, producer, actress, and First Lady of New York City. Born in Oakland.

Tom Hanks (1956-)
An American actor, producer, writer, and director. His films have grossed $8.5 billion. Lived in Oakland and attended Skyline High School.

Barbara lee (1946-)
The US Representative for California's 13th congressional district; first woman to represent the 13th district. A hero in the anti-war movement.



Brotherhood of Sleeping Car Porters
The first labor organization led by blacks to receive a charter in the American Federation of Labor. Launched in 1925.

Amy Tan (1952-)
An award-winning American writer whose most well-known work is *The Joy Luck Club*. Born in Oakland.

Mitchell Baker (1857-)
Chairperson and former Chief Executive Officer of the Mozilla Foundation. One of the 100 most influential people from *Time* magazine. Born in Oakland

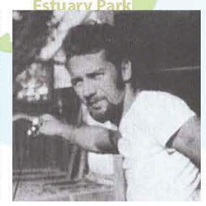
The Pointer Sisters
An American R&B recording girl group from Oakland that achieved mainstream success during the 1970s and 1980s. Inducted onto the Hollywood Walk of Fame.

Mc Hammer (1962-)
An American rapper, entrepreneur, spokesman, actor, and hip hop icon. considered a pioneer and innovator of pop rap. Born and raised in East Oakland

Sunshine Becker (1972-)
An award-winning American singer who performs backing vocals for the band, Further. Born and raised in Oakland.

Keyshia Cole (1981-)
Grammy-award nominated American R&B singer-songwriter, actress, and record producer. Born in Oakland.

En Vogue
An American female R&B vocal group assembled by producers Denzil Foster and Thomas McElroy. Assembled in Oakland in 1989 and one of the most successful female groups.



Sonny Barger (1938-)
A founding member of the Oakland Chapter of the hells angels Motorcycle Club. A prominent figure and author of four books.

Jerry Brown (1938-)
An American politician and 39th Governor of California since 2011 and Mayor of Oakland from 1999-2007.

Michale Franti (1966-)
An American ppoet, musician, and composer. An outspoken supporter of social justice issues. Born and raised in Oakland.

people 2

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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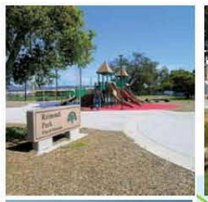
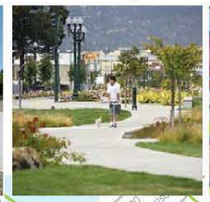

Raimondi Park


Mandela Pkwy

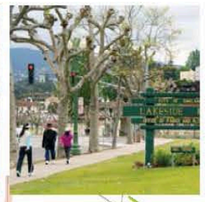
DeFremery Park

Marston Campbell

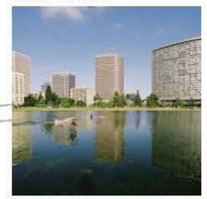
Frank Ogawa Plaza

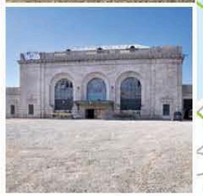
Snow Park

Fairy Land


Lakeside Park

Splash Pad Park


Lake Merritt

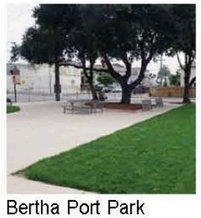

Central Station

Peralta Park

Willow Park

Memorial Park

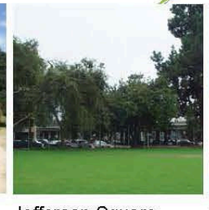
Wade Johnson


Bertha Port Park

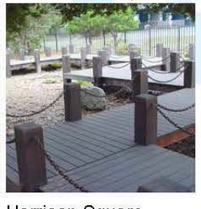
Lowell Park

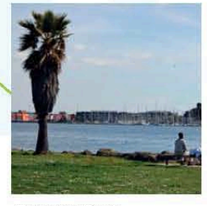
South Prescott

Lafayette Square


Jefferson Square

Lincoln Square


Harrison Square


Estuary Park

Madison Square

Raimondi
Central Station
Willow Park
Mandela Parkway
W. Grand Ave.
West Oakland
Wood St.
DeFremery
Marston Campbell
18th St.
14th St.
West St.
San Pablo Ave.
Telegraph Ave.
Broadway
Uptown
20th St.
19th St. BART
Snow
Fairy Land
Lakeside Park
Lakeside Dr.
Lake Merritt
Lakeshore Ave.
Downtown Oakland
City Hall
Frank H. Ogawa Plaza
Peralta
Lowell
Wade Johnson
Willow
Memorial Park
Lafayette Square
12th St. BART
Lincoln Square
Madison Square
Lake Merritt
Jefferson Square
Harrison Square
Bertha Port
West Oakland BART
Crescent/South Prescott
Jack London Sq.
Estuary Park
I-880
I-980
Martin Luther King Jr.
Adeline St.
Market St.
Peralta St.
Mandela Pkwy
Willow St.
Embarcadero
3rd St.
7th St.
10th St.
12th St.
11th St.
14th St.
Lakeshore Ave.
I-80 (to San Francisco)

parks

West Oakland Walk

by Philip Banta, AIA with Norman Hooks, AIA

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People

One dimension not normally accounted for in the establishment of any urban design improvement is the history of the people who come from the contiguous communities. The recognition of notable individuals and groups originating among the communities which the circuit passes would be an integral part of establishing the identity of the West Oakland Walk. Oakland has been the place of origin, education and practice for numerous well-known contributors to all walks of life, and the West Oakland Walk presents an opportunity to celebrate their lives as a record for current and future residents and visitors to Oakland, a record of the human potential of the community.

The maps flag special persons recognizable to both immediate and wider communities, state- wide, national and, in some cases, even global (see **Figure D-4 and -5**). The method of recognition can vary from traditional brass plaques to GPS triggered biographies delivered on the spot to smart phones.

Events of the Walk

The West Oakland Walk, once de¬fined and improved to accommodate pedestrians, bicyclists, automobiles, and busses along its entire loop becomes, by de¬finition, a natural circuit for an East-West bus line, for community races of all types (bicycle, electric car, footraces), for parades, for special and annual celebrations, for tours and for farmers' markets. The open spaces offer the opportunity to create a sequence of specialized gardens including: vegetable gardens, flower gardens, exotic plant gardens, indigenous specimens gardens, etc. The various civic buildings along the circuit could become permanent or seasonal locations for high school mentoring, college fairs, job fairs and company recruitment events. In short the West Oakland Walk could become an opportunity event for the youth of the city of Oakland, a recognized multi-nodal meeting place for young people and those who could help them achieve their potential.

Appendix E: Community Health

CHECKLIST APPROACH

The West Oakland Specific Plan includes a 'Checklist' approach to identifying the potential health issues or impacts associated with the Plan.

As an alternative, a comprehensive 'Health Impact Assessment' (HIA) would typically include:

- comprehensive consideration of all potential health effects, including positive and negative effects,
- participation and oversight by multiple stakeholders or community members in partnership with public institutions,
- integration within existing regulatory and non-regulatory assessment processes, and
- collection and analysis of new data using multiple quantitative and qualitative methods.

Within the timeframe and budgetary constraints of this Plan, there are simply not the resources available to conduct such a comprehensive HIA.

The checklist approach is a streamlined process that supports the identification of potential health issues or impacts associated with the Specific Plan through a screening process; and provides a preliminary assessment as to whether the Specific Plan is supportive and beneficial, silent, or potentially detrimental to certain community health indicators.

This Community Health Checklist provides an overview of the prospective health impacts associated with policies and strategy recommendations included in the Specific Plan, particularly as they relate to the following selected community health indicators:

- air quality and diesel particulate matter exposure
- exposure to toxic chemicals and hazardous materials
- access to healthy food
- access to parks and recreation, and
- exposure to excessive noise

These health indicators have been chosen from among a broad spectrum of such indicators because they are the most directly affected and influenced by land use decisions recommended in the Specific Plan.

The Community Health Checklist includes a brief overview of current conditions in West Oakland relative to each of these community health indicators, and identifies the health-related concerns associated with each indicator. It also includes a list of those Specific Plan policies and strategies that directly address or affect each of these indicators, providing an explanation as to the level of benefit to community health of each these policies and strategies. Finally, this Checklist includes (in certain cases) suggestions and recommendations for further, future efforts by the City and others that may better address important community health concerns but that are beyond the scope and feasibility of this Specific Plan.

The community health indicators addressed in this Checklist are not a complete and comprehensive list. Additional discussion of other community health indicators can be found in the following chapters and sections of this Specific Plan:

- Illegal dumping and blight – see Chapter 7.1
- Crime and safety – see Chapter 7.2
- Land use conflicts and proximity of residential and industrial land uses – see Chapter 4.1
- Bike-able and pedestrian streets – see Chapter 5.1
- Mobility and access to transit – see Chapter 5.2

- Community stability and vulnerability to housing displacement – see Chapter 10.1
- Access to new jobs and equity in job opportunities– see Chapter 10.2

Furthermore, there are many community health indicators that are critical and vital to overall community health in West Oakland, but that are not directly addressed in the Specific Plan. Although the Specific Plan attempts to be comprehensive and multi-faceted, there are numerous issues and relevant community concerns that cannot be addressed within the limits of this Plan. Some of the larger, important community health indicators which require and deserve a different forum other than this Specific Plan for community-wide discussion include:

- Greater access to health care
- Access to quality educational opportunities
- Voting power
- Youth engagement and empowerment
- Homelessness and joblessness, and
- Poverty

Finally, the Health Impact Assessment prepared in 2010 for the Port of Oakland provides a comprehensive assessment of the health of the West Oakland community associated with growth at the Port of Oakland.[1] That HIA provides a link between the issues of air quality, traffic, noise, hazardous waste and land use, and presents numerous mitigation measures that are intended to comprehensively address these inter-related issues. While this Specific Plan has neither the jurisdictional reach nor the authority to establish policies or regulations pertaining to the Port of Oakland or to the former Oakland Army Base, this Plan does support and echo those measures recommended in the 2010 Port of Oakland HIA, particularly given the health disparities indicated within the West Oakland population.

AIR QUALITY AND DIESEL PARTICULATE MATTER EXPOSURE

This section of the Community Health Checklist provides some important background information and context about air quality and the adverse community health implications that poor air quality has in West Oakland. Specifically, the Checklist addresses the following three questions pertaining to the Specific Plan's response to air quality concerns:

1. Does this Specific Plan include policies, strategies or other efforts to reduce the amount of diesel particulate matter and other toxic air contaminants that are emitted in and around West Oakland?

2. Does this Specific Plan include policies, strategies or other efforts to ensure that new development adequately protects future residents from the harmful effects of poor air quality?, and

3. Does this Specific Plan include policies, strategies or other efforts that can make a direct positive contribution to the health of existing residents and employees who are already adversely affected by poor air quality?

Ambient Air Quality Conditions

As referenced in previous sections of the Plan, air quality in West Oakland is adversely affected by a number of contributing sources, including industrial uses and a large array of mobile sources. The mobile sources include the three interstate freeways (I-580, I-880 and I-980), the Port of Oakland, two rail yards and rail tracks, numerous trucking-based distribution centers and a host of truck-related businesses.[2]

[1] UC Berkeley Health Impact Group, "Health Impact Assessment of the Port of Oakland", University of California, Berkeley, CA, March 2010

[2] Pacific Institute (Swati Prakash), Community Strategies for Sustainability & Justice, Ditching Dirty Diesel Collaborative, with the West Oakland Environmental Indicators Project, "Clearing the Air in West Oakland: Port Impacts, Freight Transport & Environmental Justice" 2004

Diesel engines from these mobile sources emit a complex mixture of air pollutants commonly known as soot, which includes Diesel Particulate Matter (DPM). In 1998, the California Air Resources Board (CARB) identified DPM as a Toxic Air Contaminant (TAC) based on its potential to cause cancer and other health problems. Health risks from DPM are highest in areas of concentrated emissions, and exposure to DPM is particularly hazardous to children and to the elderly. The health impacts of exposure to DPM include premature death and a number of heart and lung diseases including asthma.

West Oakland has been identified under the Bay Area Air Quality Management District's (BAAQMD) Community Air Risk Evaluation (CARE) Program as a community with particularly high ambient toxic air contaminant concentrations, as well as a high concentration of sensitive populations. This study also found that, of the toxic air contaminants responsible for cumulative cancer risk, DPM accounts for about 80% of this risk.

Several additional studies conducted by state, regional and local government agencies, research institutions and community groups have identified the sources of West Oakland's toxic air contaminants and DPM emissions, and measured the concentrations of these emissions. , , The results of these studies are generally similar in their conclusions.

Associated Community Health Risks

Many of these previous studies have also assessed the current health risks to West Oakland residents associated with known emission sources - finding, among other conclusions, that West Oakland has one of the highest rates of asthma hospitalization in Alameda County.

On-Going Efforts by Others to Address DPM-Related Health Risks

In response to these and other similar studies conducted in areas near ports and freeways throughout the state, the California Air Resources Board (CARB), the BAAQMD and the Port of Oakland have each adopted policies and regulations intended to significantly reduce emissions from port operations and from on-road drayage (hauling or transport) trucks. Notably, these policies and regulations include:

- A current statewide ban on older model trucks (pre-1994) from entering ports and rail yards;
- Pending CARB regulations which require all ocean-going ships to use cleaner fuels;
- Current Port of Oakland requirements that newer model trucks (post-1994) be retrofit with diesel particle filters before being allowed to enter the Port (this regulation began in 2010, and eventually will require all trucks to be retrofitted with a diesel particulate filter or be replaced to meet higher engine emission standards); and
- On-going Port of Oakland actions to reduce diesel emissions through implementation of its Maritime Air Quality Improvement Program, a master plan of long-term air quality strategies, initiatives, programs and projects to achieve the Port's goal of reducing health risk related to seaport sources of diesel pollution.

Along with these regulations and programs, the CARB, BAAQMD, US EPA and the Port of Oakland have all funded grant programs for truck retrofits and replacements.

[3] BAAQMD, CARE Program, as accessed at: http://www.baaqmd.gov/Divisions/Planning-and-Research/CARE-Program.aspx

[4] The Air Resources Board, in cooperation with the BAAQMD, the Port of Oakland and the Union Pacific Railroad, "West Oakland Health Risk Assessment", Final Report, December 2008

[5] Pacific Institute, West Oakland Environmental Indicators Project, Sonoma Technologies, Inc., and Wiltec, "West Oakland Diesel Emission Inventory and Air Quality Monitoring Study", 2009

[6] UDesert Research Institute, Division of Atmospheric Sciences of the Nevada System of Higher Education, "West Oakland Monitoring Study, Draft Report", October 7, 2010

Initial Results

According to a recent UC Berkeley study[7], since the emission control programs for trucks entering the Port of Oakland took effect in early 2010, black smoke emissions from diesel trucks have been reduced by about half, and nitrogen oxide (NOx) emissions have dropped by 40%. The direct improvements to the health of West Oakland's residents have yet to be modeled, but CARB expects reduction in DPM emissions and commensurate reductions in resulting average health risk of between 75% and 80% by year 2020.

Despite these seemingly encouraging initial results, the current health risk to West Oakland residents from DPM emissions remains high. Continued efforts to monitor and better address toxic air contaminants of all types, but in particular DPM, remains crucial for to the health of existing and future West Oakland residents.

DPM and other TAC Emission Reductions

Q Air-1: Does the Specific Plan seek to reduce emissions of toxic air contaminates (particularly DPM) that adversely affect the health of existing and future West Oakland residents?

Beneficial

☐ Silent

☐ Detrimental

Other – More direct action needed

Specific Pln Policies and Strategies

Truck Traffic

One of this Specific Plan's most direct objectives for addressing air quality concerns throughout West Oakland is found in the Transportation and Complete Streets Strategies (found in Chapter 8: Supporting the Plan). This objective is specifically intended to reduce the adverse effects of freight-related truck traffic (including the emission of DPM) impacting West Oakland's residential neighborhoods. Plan policies (in parenthesis) pursuant to this objective include:

- maintaining those truck routes necessary to serve Port of Oakland activities, but prohibiting additional encroachment of truck routes into West Oakland neighborhoods (Truck Traffic-1);
- relocating truck parking and services from West Oakland neighborhoods to a consolidated site or sites in the Port/Oakland Army Base area (Truck Traffic-2);
- implementing a traffic calming program in residential neighborhoods that could include vehicle lane reductions, speed humps, neighborhood traffic circles, pedestrian crossing improvements, etc., to discourage truck traffic from entering the neighborhoods (Truck Traffic-3);
- enhancing truck route enforcement and education to keep trucks off of neighborhood streets (Truck Traffic-4); and
- continuing, expanding and improving the Port's Diesel Truck Replacement Program (Truck Traffic-5), including:
- encouraging Port operations to provide sufficient staff and funding to enable more replacement and retrofit of diesel trucks,
- including community and industry input on the program design and ongoing implementation, and
- collaborating with the Port of Oakland's research efforts on the independent trucker market to more effectively target and attract drivers/owners that operate cleaner burning rigs.

[3] Environmental Science and Technology, "Effects of Diesel Particle Filter Retrofits and Accelerated Fleet Turnover on Drayage Truck Emissions at the Port of Oakland", Robert A. Harley et.al., 2011. Accessed at: http://its.berkeley.edu/sites/default/files/Dallmann%20port%20trucks%20EST%202011-1.pdf

Stationary Sources

Another of this Specific Plan's objectives for addressing air quality concerns in West Oakland is found in the Commercial/Industrial Land Use Strategies (found in Chapters 4.1 and 4.8. This objective is specifically intended to attract new businesses and different business market sectors to West Oakland and to ensure that such new development projects contribute to the economic and environmental health of the West Oakland community. Plan policies (in parenthesis) pursuant to this objective include:

- discouraging removal of existing structures for surface parking for cars or trucks, or for storage of shipping containers (Business Enhance-6); and

- further restricting the expansion or introduction of new freight/truck terminals, truck yards and primary waste collection centers (Business Enhance-7 and Low Intensity Bus -5).

Implementing these strategies would have the effect of reducing truck traffic on local roads that is inherent with these land uses, thereby reducing emissions of DPM within the interior of the West Oakland community.

- Commensurate with the objective of attracting new businesses and different business market sectors is the need to identify relocation options for existing heavier industrial (and potentially higher pollutant emitting) land uses. The relocation of I-880 to the western edge of the district has created a potential new boundary between heavier industrial and truck-intensive uses, and lighter industrial business and residential uses. Strategies pursuant to this objective include:

- capitalizing on the expected relocation of existing recycling facilities to the former Oakland Army Base, and redeveloping these properties with new, higher-intensity commercial business and light industrial uses (M/WG 1C-2); and

seeking to identify new location options for those heavier industrial and truck intensive businesses that contribute to the economy, provide jobs, and support nearby Port operations, but that are now more suitable to the west of the freeway and in other parts of Oakland.

Reductions in Vehicle Miles Travelled

West Oakland is also adversely affected by emissions from standard vehicles and light-duty trucks traveling on local roads and the surrounding freeway system. Emissions from these vehicles include:

- reactive organic gases (ROG) - an ozone precursor that contributes to respiratory irritation, susceptibility to respiratory infections and reduced lung function,

- nitrogen oxides including nitrogen dioxide (NO2) - a primary component of smog which acts as a respiratory irritant, decreasing lung function and may reduce resistance to infection

- particulate matter (PM10 and PM2.5) – including small and very small particulates that may transport carcinogens and other toxic compounds that adhere to the particle surfaces and can enter the human body through the lungs.

The Specific Plan's objectives for addressing air quality concerns from vehicle emissions in West Oakland are found in the Plan's transit strategies (included in Chapter 8: Supporting the Plan). These transit strategies are intended to foster greater use and reliance on transit as an alternative to the private automobile. This Specific Plan additionally identifies funding sources that are able to enhance existing transit service and to develop a new, high quality West Oakland transit system for all residents, employees and visitors traveling to, from and within West Oakland. Specific strategies include:

- improving West Oakland BART station access and public safety (Existing Transit Enhance-3);

- studying the potential for expanded shuttle/ transit service in West Oakland, similar to

the Emery-Go-Round in Emeryville (Existing Transit Enhance-4); and

- working toward development of an enhanced transit system providing fast, frequent, safe and reliable transit service in pleasant and aesthetically pleasing vehicles and facilities, including:
    - a network of circular routes seamlessly interconnecting West Oakland to nearby neighborhoods, job destinations, and to other city and regional transit systems (Enhanced Local Transit-2), and
    - one or more of the many potentially appropriate transit modes, including but not limited to local buses, rapid buses, express buses, streetcars, light rail, and additional modes (Enhanced Local Transit-4).
- The Specific Plan also strongly advocates for, and includes a step-by-step process to identify potential funding sources for enhanced transit service within West Oakland (Enhanced Local Transit-5).

Through implementation of these strategies, future growth within West Oakland would occur under policies encouraging greater use of transit, alternative transportation modes and sustainable development patterns which reduce transportation demand.

City of Oakland Standard Conditions of Approval

The following City of Oakland development standard, also known as Standard Conditions of Approval (SCAs), currently applies to all development projects in throughout the city and will continue to apply to any projects resulting from the Specific Plan.

SCA #24: Parking and Traffic Management Plan

The City of Oakland Standard Condition of Approval No. 24 (SCA #24) requires that projects which include 50 or more new residential units or 50,000 square feet or more of new non-residential space prepare and implement a Transportation Demand Management Plan capable of reducing single-occupant vehicle use at the site through a variety of strategies, including enhancement and promotion of transit and other alternative modes of travel.

Implementation of this Standard Condition of Approval for development projects throughout West Oakland would reduce criteria air pollutants and ozone precursor emissions, and their associated adverse health effects.

BAAQMD Stationary Source Controls

As a regulatory matter, all new development pursuant to the Specific Plan, including new industrial and commercial uses (such as manufacturing facilities, refineries, dry cleaners, auto body shops, gas stations, etc.), will be required to comply with all measures that the BAAQMD adopts and enforces to control emissions from stationary sources. These stationary source measures will provide for reductions in emissions of ozone precursors, particulate matter, air toxics and greenhouse gases.

Recommendations for Further Action

This Specific Plan includes numerous policies, strategies and development requirements that will effectively help reduce DPM and other toxic air contaminant emissions that are adversely affecting the health of West Oakland residents. Other state-wide and regional rules have already begun to reduce cancer and non-cancer health risks in West Oakland, and will continue to reduce risks in the future.

However, this Specific Plan does not, and was not intended to provide a comprehensive, multi-faceted and focused plan specifically targeted to the issue of reducing health risks to West Oakland residents associated with poor air quality. Achievement of such a goal requires a much more detailed and targeted effort involving multiple organizations and agencies, and is beyond the scope of this Plan.

Clean Air Communities Initiative

The BAAQMD has developed a framework for comprehensive air quality and health risk reduction planning, known as the Clean Air Communities Initiative. The objective of this Initiative is to focus efforts on health risk reduction within impacted communities such as West Oakland. The Clean Air Communities Initiative provides a framework within which the District, CARB, local governments and other agencies, as well as affected community members can work together toward the goal of reducing poor air quality and associated health risks. This Initiative provides opportunities for the City of Oakland and West Oakland organizations and residents to participate and more fully address the health risks associated with DPM and toxic air contaminants.

- Based on the stated efforts of this Initiative, the following strategies are recommended as further actions taken to address West Oakland health concerns related to air quality emissions.

Clean Air Initiative-1: The City and stakeholders should continue to assist in scientific research efforts and provide feedback on how best to address and reduce Toxic Air Contaminant (TAC) emissions.

Clean Air Initiative-2: The City and stakeholders should seek all available grants and incentives aimed at achieving emission reductions and improving West Oakland's air quality. Sample funding programs include:

- The BAAQMD's Community Grant Fund, which provides financial assistance for efforts to actively engage and inform the community on ways of reducing air pollution and improving their health.

- Mobile grant programs such as the Carl Moyer Program, I-Bond/Goods Movement Bond, TFCA Regional Fund, and TFCA County Program Managers Funds, which are focused on entities that operate in priority communities (such as West Oakland) to replace and retrofit heavy duty diesel engines with cleaner burning engines.

- Climate Protection Grants, which are available to local governments and non-profits for implementation of innovative projects to reduce greenhouse gas emissions.

Clean Air Initiative-3: Collaborate with BAAQMD in development of new rules and regulations that require reduction of TAC emissions from significant sources.

Clean Air Initiative-4: Consider developing a West Oakland-specific Community Risk Reduction Plan (CRRP) as a proactive approach to achieve the greatest reductions in emissions and exposure to Toxic Air Contaminants (TACs) and particulates. The Air District has indicated their commitment to assist local jurisdictions that chose to develop CRRPs by providing technical expertise in developing emission inventories, modeling assistance, and monitoring.

Clean Air Initiative-5: Partner with BAAQMD, CARB, the US EPA and the County Health Department to help:

- develop additional information on the sources and emissions of TACs in West Oakland,

- ensure with existing regulations and permit conditions, and help develop new enforcement agreements for CARB diesel regulations,

- monitor TAC concentrations at special-study sites, and

- assess the effectiveness of on-going programs and regulations in achieving reductions in TAC concentrations and overall cancer risk levels.

Introduction of New Sensitive Receptors

Q Air-2: Does the Specific Plan introduce new sensitive receptors into areas where poor air quality is highly concentrated? Does the Specific Plan include measures that seek to mitigate this effect?

[8] accessed at: http://www.baaqmd.gov/Divisions/Planning-and-Research/CARE-Program.aspx

- ☐ Beneficial
- ☐ Silent
- ☐ Detrimental

Other – Mitigation Measures Included

Proposed Urban Infill and TOD

Urban infill and Transit-Oriented Developments (TODs) seek to create compact, mixed-use, pedestrian-friendly communities in already urbanized areas. These strategies are encouraged by State legislation and are specifically recommended in this Plan as a means of aligning land use, housing, and transportation planning priorities. On a broad scale, urban infill and TODs aim to reverse the trend of sprawling regional development by encouraging the use of available urban land and public transportation. Within West Oakland, the Specific Plan advocates for focused urban infill development, and especially for TOD at the West Oakland BART station. The West Oakland BART station TOD is intended as a mixed use, compact development that includes new residential and commercial space in tall, high-density buildings located in close proximity to the I-880 freeway and subject to emissions of freight-related DPM emissions and other vehicle emissions. These emissions have the potential to subject future residents to increased health risks.

Similarly, infill mixed-use development is proposed along the 7th Street corridor, at the former Phoenix Iron Works Site (along Wood Street between 8th Street and 9th Street), at the Roadway Site (between 17th and 18th Streets and between Wood Street and Campbell Street) and at the 12th and Mandela Site. Each of these sites is subject to emissions from the I-880 freeway and/or stationary sources of pollutants that have the potential to increase risk of contracting cancer and/or other health concerns.

Specific Plan Policies and Strategies

The Specific Plan's approach for addressing air quality and other environmental concerns at the West Oakland BART Station TOD and other urban infill sites near freeways is found in Chapter 4.4 of the Plan. This approach requires new development of all sensitive receptor uses at the West Oakland BART Station TOD and other sites exposed to toxic air contaminants to mitigate anticipated health risks and air quality hazards through implementation of Best Management Practices (BMPs) for air quality, including but not limited to:

- Installing and maintaining air filtration units to achieve BAAQMD effectiveness performance standards for removing PM2.5 from indoor air. The system effectiveness requirement will be determined during final design when the exact level of exposure is known, based on proximity to emission sources;
- prohibiting sensitive receptor uses on the first floor of buildings (diesel exhaust emissions generally decrease with elevation); and
- locating operable windows, balconies and the air intake for air ventilation system as far away as possible from high volume roadways or other stationary sources of TAC pollution (7th Street TOD Env.-4).
- City of Oakland Standard Conditions of Approval
- The following City of Oakland development standards, also known as Standard Conditions of Approval (SCAs), currently apply to all development projects in throughout the city and will continue to apply to any projects resulting from the Specific Plan.

SCA B: DPM Exposure

The City of Oakland Supplemental Standard Condition of Approval B (SCA B) applies to all residential uses (new dwelling units) or new or expanded schools, daycare centers, parks, nursing homes, or medical facilities at sites which exceed the health risk screening criteria and that are located within 1,000 feet of a freeway; a roadway with significant traffic (at least 10,000 vehicles/day); a rail line (except BART) with over 30 trains per day; a distribution center that accommodates more than 100 trucks per day, more than 40 trucks with operating refrigeration units (TRU) per day, or where

the TRU unit operations exceed 300 hours per week; a major service and maintenance rail or truck yard; or the Port of Oakland.

- This SCA requires that appropriate measures be incorporated into the project design in order to reduce the potential health risk due to exposure to diesel particulate matter to achieve an acceptable interior air quality level for sensitive receptors, including:
- Redesign the site layout to locate sensitive receptors as far as possible from any freeways, major roadways, or other sources of air pollution (e.g., loading docks, parking lots).
- Do not locate sensitive receptors near distribution center's entry and exit points. Incorporate tiered plantings of trees (redwood, deodar cedar, live oak, and/or oleander) to the maximum extent feasible between the sources of pollution and the sensitive receptors.
- Install, operate and maintain in good working order a central heating and ventilation (HV) system or other air take system in the building, or in each individual residential unit, that meets or exceeds the current efficiency standard.
- Install indoor air quality monitoring units in buildings.
- To the maximum extent practicable, individual and common exterior open space areas including playgrounds, patios, and decks shall either be shielded from the source of air pollution by buildings or otherwise buffered to further reduce air pollution for project occupants.

SCA C: Toxic Air Contaminants

The City of Oakland Supplemental Standard Condition of Approval C (SCA C) applies to all residential uses (new dwelling units) or new or expanded schools, daycare centers, parks, nursing homes, or medical facilities at sites which exceed health risk screening criteria; and where the project is located within 1,000 feet of an electroplating or chrome plating facility; a dry cleaner using perchloroethylene; an auto body shop, or other source of gaseous TAC requiring a permit from the BAAQMD.

This SCA requires that appropriate measures be incorporated into the project design in order to reduce potential risk due to exposure to toxic air contaminants to achieve an acceptable interior air quality level for sensitive receptors. It also requires that, to the maximum extent practicable, individual and common exterior open space including playgrounds, patios, and decks shall either be shielded from the source of air pollution by buildings or otherwise buffered to further reduce air pollution for project occupants.

Other Recommendations

This Specific Plan includes policies, strategies and development requirements that will effectively reduce the risk of exposure of new sensitive receptors to DPM and toxic air contaminants.

Air Quality Mitigation

Q Air-3: Does the Specific Plan include strategies that can mitigate the adverse health effects of existing on- and off-site sources of toxic air contamination?

Beneficial

☐ Silent

☐ Detrimental

Other – Partial Benefits

Specific Plan Policies and Strategies

Urban Forests

The Specific Plan includes several strategies for increasing the amount of trees and other landscaping that can positively affect community health and the aesthetics of West Oakland's neighborhoods. These strategies include:

- Providing policy support and implementation recommendations for the West Oakland Reforestation Plan.[9] This Reforestation Plan provides mechanisms for developing a thriving sustainable urban forest encompassing West Oakland's streets, parks, other publicly owned facilities and private properties. Expanding West Oakland's urban forest can help improve air quality by reducing air temperature, by directly removing pollutants from the air, and by reducing energy consumption in buildings;

- Seeking to incorporate innovative "green infrastructure" standards into City development policy, consistent with those standards recommended under the *Adapt Oakland* project.[10] The Adapt Oakland project seeks new opportunities to provide for ecological designs and planning strategies that better integrate West Oakland with the redevelopment plans for the former Oakland Army Base. Adapt Oakland is specifically focused on the freeway area between the Port and West Oakland and explores the potential for creating a dense urban forest at the edge of the industrial zone. The goals of the Adapt Oakland project are to utilize this urban forest to inhibit the movement of polluted air, mitigate contamination, reduce dust, fumes and noise, and to provide an aesthetically pleasing edge along the neighborhood;

- Requiring that new, larger-scale private development projects incorporate urban open space into the fabric of West Oakland. The open space elements of new development projects should be predominantly outdoors and inviting to the public, and promote physical, social, and economic health of the larger community (see Chapter 9 of the Plan; and

- Recommending that portions of the former AMCO Chemical/DC Metals site near the West Oakland BART station should be considered for permanent use as an open space buffer adjacent to the South Prescott neighborhood. This buffer could include a bamboo forest that could facilitate groundwater cleanup, provide a cap for known lead present within the soil, help reduce air pollution from nearby I-880 freeway traffic, and provide an aesthetic screen around the site (see Chapters 7.3 and 9).

Other Recommendations for Further Consideration

Data collected by others has shown that the total West Oakland DPM exposure risk is derived from emissions from Port seaport operations, Union Pacific railyard sources, heavy-duty trucks on the roadway within West Oakland and on the freeways surrounding West Oakland and from stationary sources located within West Oakland. This Specific Plan includes policy recommendations and strategies to positively affect emission sources from within West Oakland (i.e., vehicle emissions on local roadways and stationary sources). The urban forest strategies of this Plan are measures that can be implemented within West Oakland to have a direct positive effect on these off-site sources. However, this Plan has neither the jurisdictional reach nor the authority to establish policies or regulations pertaining to locations and emission sources outside of West Oakland.

Separate on-going planning programs are in the process of being implemented at the Port of Oakland and at the former Oakland Army Base. These other programs and their environmental review documents establish the rules under which emissions of toxic air contaminants that affect West Oakland are regulated. This Plan does not recommend the establishment of new regulations that would be applicable to sources of toxic air contaminants outside of West Oakland. Further efforts to reduce the total emissions

[9] The West Oakland Reforestation Plan has been prepared for the City of Oakland by PGA Design with H.T. Harvey Associates under contract to the West Oakland Green Initiative (WOGI), a private nonprofit tree advocacy organization representing West Oakland residents and businesspeople, in partnership with other tree advocacy organizations, the City of Oakland, the Port of Oakland and the California Department of Forestry and Fire Protection

[10] Adapt Oakland is a separate planning effort being conducted by the firm Urban Biofilter, under an Urban Greening Planning Grant from the State Office of Planning and the Strategic Growth Council.

from these off-site sources will have positive implications in the future, as cleaner burning fuels and emission controls take effect. As better information on the sources and emissions of toxic air contaminants in West Oakland is developed, and the effectiveness of on-going programs and regulations in achieving reductions in TAC concentrations are assessed, further strategies for addressing community health risks – particularly at highly impacted locations – may be evaluated. Such strategies may become integral components of a Community Risk Reduction Plan (CRRP) that is specific to West Oakland.

Proactive approaches to achieving the greatest reductions in exposure of West Oakland residents to toxic air contaminants could potentially include:

- Retro-fitting existing homes in sensitive receptor locations with new air filters (i.e., HEPA filters, electrostatic air filters and electronic air cleaners;
- Further restricting truck traffic on certain sensitive routes; and
- For Transit-Oriented Development (TOD), further restricting truck parking (i.e. establishing a "buffer zone" between truck parking and housing).

EXPOSURE TO TOXIC CHEMICALS AND HAZARDOUS MATERIALS

This section of the Community Health Checklist provides important background information and context about soil and groundwater contamination and the adverse community health implications that exposure to such contaminants may have in West Oakland. Specifically, this section of the Checklist addresses the following questions:

1. Does this Specific Plan include policies, strategies or other efforts to reduce the extent of known toxic sites within West Oakland?
2. Does this Specific Plan include policies or strategies intended to minimize the risk of exposure to on-going uses of hazardous materials?
3. Does this Specific Plan include policies or strategies that seek to resolve the health risks to the surrounding community posed by previous contamination at the AMCO Chemicals/DC Metals site?
4. Does this Specific Plan (or other City requirements) reduce the health risks associated with exposure to hazardous building materials?

The Current Status of Toxic Sites in West Oakland

Contaminated or hazardous sites within West Oakland include older land uses which involved the use of hazardous materials, older buildings which were constructed with materials now identified as being hazardous (i.e., asbestos, lead-based paint, etc.), as well as current uses that include the handling of hazardous materials that have at times resulted in leakage into the ground, including leaking underground storage tanks. According to current database lists, the majority of such sites are attributed to leaking underground storage tanks, most of which contain or used to contain motor oil, gasoline or other similar petroleum products. However, there are also a number of reported cases of more complex and hazardous incidents where toxic chemicals have been spilled or otherwise released into the soils and groundwater, resulting in potential health and safety concerns for residents and employees of the area.

As presented in Chapter 7.3 of this Specific Plan, there are as many as 235 reported cases of environmental contamination that have occurred within West Oakland's Opportunity areas. However, more than half (138 cases) have been closed by the respective oversight agencies.

- Within the Mandela/West Grand Opportunity Area, there are a total of 123 reported environmental cases. Of that total, there are 54 sites that currently remain open or unresolved, indicating that 69 sites (or nearly 60% of all reported environmental cases within this Opportunity Area) have been remediated and closed in a manner that

meets regulatory agency standards for the protection of environmental health and safety.

- Within the 7th Street Opportunity Area, there are a total of 52 reported environmental cases. Of that total, there are 18 sites that currently remain open or unresolved, indicating that 34 sites (or nearly 65% of all reported environmental cases within this Opportunity Area) have been remediated and closed.

- Within the 3rd Street Opportunity Area, there are 31 reported environmental cases. Of that total, there are 12 sites that currently remain open or unresolved, indicating that 19 sites (or over 60% of all reported environmental cases within this Opportunity Area) have been remediated and closed.

- Within the San Pablo Avenue Opportunity area, there are 29 reported environmental cases. Of that total, there are 13 sites that currently remain open or unresolved, indicating that 16 sites (or over 55% of all reported environmental cases within this Opportunity Area) have been remediated and closed.

As a result of new development that has occurred on previously contaminated sites, together with regulatory agency intervention and the advocacy and activism of many West Oakland community members, well over one-half of the known contaminated sites that once existed in West Oakland have now been "closed" (i.e., remediation or clean-up has been completed to appropriate standards and approved by the regulatory agency). However, on-going efforts still are needed to continue the clean-up of hazardous materials spills and contamination.

Associated Community Health Risks

From an economic development perspective, soil and/or groundwater contamination poses a constraint to redevelopment of affected properties. Federal, state and local regulations prohibit activities such as grading or new development prior to cleanup or remediation at sites where contamination may present hazards to human health or the environment.

More specific to the issues of community health, emergency incidents involving hazardous materials can threaten human life, damage property, contaminate the environment, and even require the evacuation of nearby populations. Residents neighboring contaminated sites contend with health problems associated with significant levels of exposure to environmental contamination. These health problems can range from breathing problems or other types of allergic reactions, to more serious effects such as cancer, long-term nerve damage, or even death.[11]

Potential hazards include accidental releases of toxic substances, industrial fires and explosion of petroleum products and other chemicals.

Hazardous Building Materials

In addition to sites with prior environmental contamination, many older buildings within West Oakland have been constructed with building materials now considered to be hazardous, including asbestos, lead-based paint and polychlorinated biphenyls (PCBs).

Brownfield Remediation

Q Toxics-1: Does this Specific Plan include policies, strategies or other efforts to reduce the extent of known toxic sites within West Oakland?

- Beneficial
- Silent
- Detrimental
- Other

Chapter 7.3 of this Plan is dedicated to the topic of contaminated sites (or "brownfields"). Although Chapter 7.3 focuses on contaminated sites as representing a barrier to economic development,

[11] West Oakland Environmental Indicators Project, "Neighborhood Knowledge for Change", January 2002

the community health implications of these sites is also well identified. Consistent with this Plan's intent to facilitate new development, those strategies indicated in this Plan to help redevelop brownfield sites is also effective in reducing the health risks to adjacent neighborhoods associated with contaminated properties.

Specific Plan Policies and Strategies

Funding Strategies

As suggested in Chapter 7.3 of the Plan, the investigation and clean-up of contaminated sites in West Oakland is an issue that can be almost fully addressed with additional funding. While government grants and loans may provide needed stimulus, the catalytic land use changes envisioned under this Plan are intended to increase the economic likelihood that property owners and developers will invest private money into efforts needed to redevelop brownfield sites. Objectives and strategies that are included in this Plan (in parenthesis) that seek to further the economics of brownfield development include:

- Seeking the means by which to facilitate private brownfield investments and to use new private development projects as a means to achieve remediation of remaining open environmental cases, and effectively partnering with public and private initiatives which seek to clean up sites that have been previously contaminated and where remediation efforts may be stalled or not yet initiated (Brownfield Investment-1 through 3);

- Continuing to pursue all available federal and state brownfield grants, loans and other funding sources to help off-set the costs of site characterization and clean-up efforts, and to support related job training activities (Brownfield Grants and Loans-1 through 3).

Addressing Legal Liabilities and Delay

Once the economics of private brownfield remediation "pencil out", additional steps are needed to overcome the obstacles associated with legal liability exposure and the perception of excessive time associated with regulatory reviews and approvals. Policies included in this Plan (in parenthesis) that the City can take to advocate, promote and motivate private investors to take advantage of funding programs include:

- Utilizing the tools and powers of AB 440 to actively compel those responsible parties to clean-up contaminated sites (AB 440-1);

- Taking all legal and appropriate steps to reduce CEQA-related delays without increasing the risks to the public or the environment and without reducing public disclosure and transparency (Facilitate CEQA-1 through -3);

- Reducing and minimizing the public's exposure to contamination by:

- Retaining commercial and/or industrial land use designations on those sites which have been remediated, but only to commercial/industrial standards, and limiting the exposure of sensitive land uses by restricting or limiting new residential development at those sites known to have been previously environmentally contaminated (Reduce Exposure-1),

- Identifying additional steps that may be necessary to further investigate and remediate sites proposed for more sensitive uses (Reduce Exposure-2),

- Recognizing that certain sites carry deed restrictions which prevent development of more sensitive (e.g., residential) land uses, and restricting development of more sensitive (e.g., residential) land uses on those sites which carry deed restrictions prohibiting such uses. If sensitive uses are proposed on such sites, additional remediation requirements will be required (Reduce Exposure-3), and

- Acknowledging the longer-term development phasing requirements associated with certain sites that have lengthy site characterization

and remediation programs (Reduce Exposure-4).

In almost all instances, continued economic investment in the conversion of remaining brownfield sites to new, economically productive land uses can remove both the real and the perceived environmental and community health concerns associated with these sites.

Industrial/Residential Interface

Q Toxics-2: Does this Specific Plan include policies or strategies intended to minimize the risk of exposure to on-going uses of hazardous materials?

- Beneficial
- Silent
- Detrimental
- Other

Specific Plan Policies and Strategies

An important objective of this Specific Plan is to retain those industrial and business uses that are important contributors to the West Oakland economy, while addressing the sensitive relationship between these uses and adjacent neighborhoods. Strategies included in the Plan to address the interface between industrial and residential land uses include:

- Encouraging the relocation of those types of land uses which are known to generate toxic hazard concerns (i.e., waste recycling operations, heavy truck-dependent uses, and large quantity generators of hazardous materials) to alternative locations outside of and distant from residential neighborhoods (Ind./Res. Interface-1);
- Ensuring that new industrial and commercial development which may use or generate hazardous materials provides appropriate buffers between adjacent sensitive uses. The City should retain and rigorously enforce the current S-19 Health and Safety Protection Combining Zone regulations. Among other requirements, these regulations:
- prohibit certain activities (such as manufacturing, storing or use of explosives, electroplating; hazardous waste management, industrial/transfer storage, and residuals repositories); and
- preclude the storage or use of hazardous materials and waste within 300 feet of a residential, institutional or open space zoning district without written approval or consent of the Fire Department (Ind. /Res. Interface-2);.
- Continuing to implement those regulatory mechanisms which seek to minimize the potential for spills and contamination of soils and groundwater. Under these regulations any new use which handles or generates hazardous materials must submit a Hazardous Materials Business Plan for review and approval (Ind. /Res. Interface-3).

AMCO Chemicals/DC Metals Site

Q Toxics-3: Does this Specific Plan include policies or strategies that seek to resolve the health risks to the surrounding community posed by previous contamination at the AMCO Chemicals/DC Metals site?

- Beneficial
- Silent
- Detrimental
- Other

Specific Plan Policies and Strategies

Within the 7th Street Opportunity Area and approximately one block south of the West Oakland BART Station is the former AMCO Chemical facility located at 1414 3rd Street. This property has a long history of documented contamination, is listed on the National Priorities List (NPL) of federal Superfund sites, and is currently under site investigation and characterization efforts by the US EPA. Once these investigations are completed, the EPA will be identifying and selecting a Remediation Plan for the site.

Important planning considerations for this site which are addressed and incorporated into this Specific Plan include:

- Coordinating with the US EPA to ensure that remediation plans for this site anticipate and allow for adaptive redevelopment that can occur in as reasonable a time frame as possible.
- The former AMCO property is located on a block that is planned as a transition zone between the West Oakland BART Station TOD and the core residential area of the South Prescott neighborhood.
- Adaptive redevelopment should weigh costs and time frames for the variety and desirability of future land use options (AMCO Superfund Site-1);
- Recognizing that cleanup activities at the site may influence how this site may ultimately be developed.
- Future development may need to accommodate land use restrictions as needed to ensure protection of human health.
- Options may include restricting residential uses on the ground floor, while allowing upper story residential uses (AMCO Superfund Site-2);
- Acknowledging and accommodating long term clean-up actions which may require phased and/or limitations to development of the property.
- Technical expertise should be applied to explore the potential benefits of a bamboo forest as an interim (or potentially permanent) use at the AMCO site. Such an interim use could facilitate groundwater cleanup, provide a cap for known lead present within the soil, help reduce air pollution from nearby I-880 freeway traffic, and provide an aesthetic screen around the site while cleanup is ongoing.
- Consider commercial-only alternatives as a viable development scenario, rather than residential, due to cost of contamination remediation.
- Provide an appropriate land use buffer to ensure compatibility with the adjacent South Prescott neighborhood (AMCO Superfund Site-3).

Hazardous Building Materials

Q Toxics-4: Does this Specific Plan (or other City requirements) reduce the health risks associated with exposure to hazardous building materials?

☐ Beneficial

Silent

☐ Detrimental

Other – Addressed in City of Oakland

Condition on New Development

Existing older structures and sites within West Oakland may have asbestos-containing insulation, siding, finishes and other asbestos-containing building materials, and may contain lead based paint. Residual asbestos or lead-based paint can be inhaled or ingested, particularly during construction or demolition activities, posing a health risk to construction workers, future occupants and nearby residents.

City of Oakland Standard Conditions of Approval

All new development pursuant to the Plan will be managed in accordance with existing laws and regulations, including the following conditions of approval applicable to all new development within the City:

SCA 63: Lead-Based Paint/Coatings, Asbestos, or PCB Occurrence Assessment

Prior to issuance of any demolition, grading or building permits, the project applicant is required to submit a comprehensive assessment report to

the Fire Prevention Bureau, Hazardous Materials Unit, signed by a qualified environmental professional, documenting the presence or lack of asbestos-containing materials (ACM), lead-based paint, and any other building materials or stored materials classified as hazardous waste by State or federal law.

SCA 65: Lead-Based Paint Remediation

If lead-based paint is present, project applicants are required to submit specifications for the stabilization and/or removal of identified lead paint in accordance with all applicable laws and regulations.

SCA 67: Health and Safety Plan per Assessment

If the required lead-based paint/coatings, asbestos, or PCB assessment finds presence of such materials, project applicants must create and implement a Health and Safety Plan to protect workers and others from risks associated with hazardous materials during demolition, renovation of affected structures, and transport and disposal.

Other City Programs

Lead-Safe Housing and Paint Program

The City of Oakland offers a free risk assessment for lead hazards along with free contracted painting services to qualified owner-occupied low and moderate income households. Eligible applicants for the program must be Oakland property owners living in the unit and, must meet other financial eligibility sensitive population requirements, and the property must be located within one of Oakland's Community Development Districts.

ACCESS TO HEALTHY FOOD

As indicated earlier in the Plan, West Oakland is considered a "food desert" because there are few supermarkets or other retail outlets selling affordable, nutritious food. The lack of access to healthy, affordable food is a major contributor to higher levels of obesity and other diet-related diseases. This problem goes beyond health and limits West Oakland's economic development opportunities that arise from local grocery stores.

Assessing the Market Potential

The retail market study presented in Chapter 6 of this Specific Plan found that supermarket and food stores sales in West Oakland are about $19.3 million less than the estimated expenditure potential of existing West Oakland residents. In contrast, liquor store sales are actually $7.5 million more than the projected demand. This data indicates that liquor stores are over-represented and account for a large share of West Oakland's food sales, despite more than enough spending power to support a new grocery store by existing residents.

Furthermore, the potential increases in employment and residences expected under this Plan at build out are set to expand the West Oakland trade area by as many as 14,000 new residential consumers and by 5,000 new employees. When combined with the potential capture of current economic leakage, there will be enough additional spending potential at this Plan's buildout to support more than 100,000 square feet of retail space in the grocery store category.

Associated Community Health Risks

Studies show that residents with limited resources and/or limited access to healthy food are more susceptible to diet-sensitive chronic diseases such as obesity, hypertension, and diabetes, as well as increased doctor visits and hospitalizations.

These studies clearly show that many predominantly low-income, urban communities of color (such as West Oakland) lack adequate access to healthy food, and that the lack of access negatively impacts the health of residents and neighborhoods. Studies of health concerns related to food deserts also find that:

- Produce quality is lower in low-income communities of color compared to more affluent or racially mixed neighborhoods;

- Nationally, low-income zip codes have 30% more convenience stores, which tend to lack healthy items, than middle-income zip codes;
- Residents with greater access to supermarkets or a greater abundance of healthy foods in neighborhood food stores consume more fresh produce and other healthful items;
- Residents who live near supermarkets or in areas where food markets selling fresh produce (supermarkets, grocery stores, farmers' markets, etc.) have lower rates of diet-related diseases than their counterparts in neighborhoods lacking food access.

Grocery / Retail Space Allocation

Q Healthy Food-1: Does the Specific Plan promote and provide adequate locations for the establishment of new retail uses, especially grocery stores, within West Oakland?

- Beneficial
- ☐ Partial – More direct action needed
- ☐ Silent
- ☐ Detrimental

Specific Plan Policies and Strategies

Total Retail Development Potential

This Specific Plan recognizes that existing retail uses in West Oakland do not fully meet the needs of residents. Within the West Oakland Opportunity Areas, there is a below-market supply of only approximately 27 acres of land accommodating about 445,000 square feet of neighborhood-serving (i.e., grocery, small professional services and retail services establishments, cafes and restaurants, etc.) retail space. In comparison, the Plan envisions a market-supportable increase to nearly 1 million square feet of retail space, providing for growth of approximately 1,200 new retail jobs.

Neighborhood-serving retail use is envisioned under this Plan within many new development sites. The transit-oriented development near the West Oakland BART Station and many infill parcels along 7th Street, and the commercial corridors along West Grand Avenue and San Pablo Avenue are all planned to accommodate new neighborhood-serving retail uses.

Specifically Identified Grocery Retail Spaces

Specific land use strategies pertaining to neighborhood-serving retail land uses, particularly grocery stores, include:

- Establishing West Oakland BART Station area as an active, 24-hour community. Uses that are specifically desired and which should be actively sought include grocery stores, restaurants, music venues, neighborhood-serving retail shops, food and beverage sales, and professional services. (7th Street TOD Non-Residential-2);
- Exploring the potential for a mixed use development on the northerly block of West Grand Avenue between Myrtle Street and Market Street, potentially anchored by a grocery store on West Grand Avenue at Myrtle Street (see Chapter 4.6; and
- Redeveloping the existing shopping center on the south side of West Grand Avenue is envisioned to make full use of the potential of this site, encouraging uses that provide services and goods particularly sought by West Oakland residents including banks, healthy foods and groceries, and specialty retail (West Grand/Market-1).

Greater Access to Grocery Stores

Q Healthy Food-2: Does the Specific Plan include urban design strategies intended to provide greater access to grocery-based retail space from West Oakland's neighborhoods?

Beneficial

☐ Silent

☐ Detrimental

☐ Other

Specific Plan Policies and Strategies

An important objective of the Specific Plan is to use new development as a means to create better physical connections to and within residential neighborhoods.

- The Specific Plan encourages new commercial development, specifically grocery stores, to contribute to a cohesive neighborhood form rather than being developed as isolated 'strip centers' (Re-Knitting Neighborhoods-5);
- The Specific Plan identifies multiple sites for smaller grocery stores, notwithstanding the fact that traditional grocers are moving towards larger store sizes:
- Grocery stores are seen as forming the core of a future, fully functioning neighborhood center for West Oakland.
- Because of the large share of West Oakland grocery store sales currently diverted to liquor stores, corner stores and mini marts, new grocery stores have the potential to capture those sales as well, and support more space than may be indicated by the leakage analysis (Grocery-1).
- The Specific Plan recommends adding other important missing retail uses, including a drug store or other convenience use, most effectively co-located with a grocery store.
- Since grocery stores act as anchors for other convenience store tenants, at least one new grocery store should be sited where other convenience service shops, including service retail shops, small specialty retail stores, and restaurants, can be successfully co-located (Neigh. Retail-3).

Greater Availability of Healthy Food

Q Healthy Food-3: Does the Specific Plan include strategies specifically intended to increase the availability of healthy foods to West Oakland residents?

☐ Beneficial

☐ Silent

☐ Detrimental

Partial – greater emphasis necessary over the longer term

Specific Plan Policies and Strategies

The Specific Plan includes policies and strategies intended to increase access to healthy food that can improve people's diet and can contribute to community economic development, including:

- seeking to attract and develop new grocery stores and supermarkets (as more fully discussed above);
- encouraging and promoting the development of other healthy food outlets such as farmers' markets, public markets, cooperatives and community-supported agriculture programs such as the People's Market and Mandela MarketPlace/Mandela Foods (see Chapter 8: Supporting the Plan); and
- supporting the growing of healthy food locally through community gardens and larger scale urban agriculture such as City Slicker Farms in West Oakland (see Chapter 9; and
- improving transit options throughout West Oakland, thereby increasing public access to all locations including food outlets, grocery stores and urban gardens [insert citation re: where this is covered in the Plan, similar to above].

Other Recommendations for Further Consideration

Improving access to healthy food in West Oakland is a much broader public agenda than just the

land use and economic development strategies that can be presented in this Specific Plan.

The following issues may be among the barriers to establishment of more healthy food outlets in West Oakland:

- Retailers may lack good information on the true purchasing power or demand for healthy food,
- Construction and operating costs (e.g., rent, real estate taxes, security costs) may be higher in an urban area such as West Oakland than in suburban locations, and
- Traditional retailers and their banks/financing partners may be reluctant to invest in less affluent urban locations.

A number of funding and financing strategies can be pursued or furthered within West Oakland to overcome these barriers.

Outside Funding Sources

Federal Healthy Food Financing Initiative: In 2009, the federal government created the Healthy Food Financing Initiative to support fresh food retail in underserved communities. This inter-agency initiative involves the U.S. Department of the Treasury's Community Development Financial Institutions Fund, the U.S. Department of Agriculture, and the U.S. Department of Health and Human Services, and represents a coordinated federal effort to expand access to healthy, fresh food in underserved communities.

- Since the launch of this Initiative in 2011, nearly $118 million has been awarded through grants and augmented loans and with tax credit financing for healthy food access projects across the country.
- In 2013, Mandela MarketPlace Inc. (in West Oakland) received a $400,000 grant from this program.

California Healthy Food Financing Initiative Council: The California Healthy Food Financing Initiative Council was established in 2011 as a public/private partnership program intended to increase access to healthy foods in underserved communities, and to inspire innovation in healthy food retailing. Funding for the Initiative includes federal, state, philanthropic, and private funds that finance grocery stores and other forms of healthy food retail and distribution by providing capital to eligible applicants.

Alternative Grocery Store and Healthy Food Market Funding Strategies

Direct Public Offerings are a form of fund raising that enables investments in local groceries to come directly from the local community rather than relying on outside venture capital.

- This form of financing is currently being used to help launch the Portside Community Market in Oakland's Jack London Square District.
- Founding Shareholders Financing (or "crowd-funding') enables grocery stores to operate as an independent business with high engagement of employees and smaller-scale investors.
- A current West Oakland example of this type of financing strategy is the People's Community Market, which is seeking to establish a new, 15,000 square-foot grocery supported by smaller investment shareholders.

Food Cooperatives are non-profit organizations that work in partnership with local residents, family farmers, and community-based businesses to improve health, create wealth, and build assets through cooperative food enterprises.

- Mandela Foods is a worker- and community-owned retail grocery store and nutrition education center in West Oakland that fosters economic empowerment and community health.
- Though independently owned, Mandela Foods has a synergistic relationship with Mandela MarketPlace, which serves as its entrepreneurship and food retail incubator. This innovative project developed from a

community vision to address a lack of access to healthy food, healthy jobs, and economic development to benefit West Oakland residents by increasing their access to healthy food, the local economy, and business ownership.

Healthy Food Ordinances

The City could consider enacting new ordinances and changing business licensing policies to require all food stores to carry a minimum selection of healthy food and to meet other basic operating standards. Such an ordinance would set a "healthy baseline" to improve food quality and accessibility at food stores across the West Oakland community.[12]

- An example of a successfully passed ordinance is the City of Minneapolis' Staple Food Ordinance (Minneapolis Code of Ordinances Chapter 203.20c), which requires that all licensed grocery stores must offer, on a continuous basis, specific varieties of healthy foods for home preparation and consumption. [13]

Grocery Store Attraction Strategies

The City of Oakland can also further develop a list of "tools" for attracting healthy food and grocery outlets, including:

- Establishing one main point of contact at the City to convene and build incentive packages, and to more fully engage elected officials;
- Potentially better understanding those issues facing the grocery industry, and enacting additional strategies against real and/or perceived retail market obstacles(i.e., public safety);
- Creating marketing and incentive packages that may include a fast-track development process, use of Enterprise Zone tax credits, and pre-development assistance with site identification and acquisition;
- Providing operations assistance such as property management support, integrated workforce development strategies, façade improvement funding, and energy efficiency; and
- Establishing greater business partnerships with private banks, which are required by a federal law to invest in the communities they serve, including moderate- and low-income neighborhoods within their service areas.[14]

[12] an example of such an ordinance can be found in "A Guide to the Model Licensing Ordinance for Healthy Food Retailers", ChangeLab Solutions, accessed at http://changelabsolutions.org/sites/default/files/Licensing_for_Lettuce_FINAL_20130212_0.pdf

[13] accessed at: http://www.minneapolismn.gov/www/groups/public/@regservices/documents/webcontent/convert_272863.pdf

[14] Getting to Grocery – Tools for Attracting Healthy Food (Change Lab Solutions, 2012), and Grocery Store Attraction Strategies; A Resource Guide for Community Activists and Local Governments (Policy Link, Bay Area LISC, 2007)

ACCESS TO PARKS AND RECREATION

This section of the Community Health Checklist provides some important background information and context about parks and recreation opportunities in West Oakland and about the positive community health benefits of parks, open space and recreation facilities. Specifically, this section of the Checklist addresses the following questions:

1. Does this Specific Plan include policies, strategies or other efforts to reduce the extent of known toxic sites within West Oakland?

2. Does this Specific Plan include policies or strategies intended to minimize the risk of exposure to on-going uses of hazardous materials?

3. Does this Specific Plan include policies or strategies that seek to resolve the health risks to the surrounding community posed by previous contamination at the AMCO Chemicals/DC Metals site?

Existing Parks and Recreation Facilities

City of Oakland parks in West Oakland include Brush Street, Bertha Port, Crescent, Cypress Freeway Memorial, DeFremery, Durant, Fitzgerald, Grove Shafter, Lowell, Marston Campbell, McClymonds, Poplar, Raimondi, South Prescott, Saint Andrews Plaza, Union Plaza, Wade Johnson, Willow Street, Wood Street Pocket Park, and 25th Street. Other nearby parks that also serve West Oakland residents includes Middle Harbor Park and PortView Park in the Port of Oakland.

Several community recreation centers offer sports, arts and crafts, culture arts and dance, computer labs, drama, mentoring, general learning, and afterschool activities. Recreation centers in West Oakland include DeFremery Recreation Center, West Oakland Senior Center, and Willie Keyes Community Center.

Park Standards

The City of Oakland General Plan establishes a parkland objective of 4 acres per 1,000 residents for parks that meet the active recreational needs of the community. Within West Oakland there are approximately 57 acres of parkland (including schoolyards and athletic fields), which equates to 2.43 acres of parkland per 1,000 residents, or 60% of the General Plan parkland objective but nearly two times the ratio of parkland per population city-wide.

Community Health Benefits of Parks and Recreation

Parks support public health, the economy, the environment, education, and community cohesion. Parks can provide measurable health benefits, from providing direct contact with nature and a cleaner environment to opportunities for physical activity and social interaction:

- parks provide people with contact with nature, known to confer certain health benefits and enhance well-being,

- physical activity opportunities in parks help to increase fitness and reduce obesity, and

- parks resources can mitigate climate, air, and water pollution impacts on public health.[15]

P*arkland*

Q Parks-1: Does this Specific Plan include policies, strategies or plans to increase West Oakland residents' access to parks, open space and recreational areas?

☐ Beneficial

☐ Silent

☐ Detrimental

Other – focus on improvements to existing urban parks and open space

[15] American Planning Association, City Parks Forum Briefing Papers, "How Cities Use Parks to Improve Public Health", accessed at: (https://www.planning.org/cityparks/briefingpapers/physicalactivity.htm)

Specific Plan Policies and Strategies

Parkland

Chapter 9 of this Plan promotes improvements to existing parks and urban open spaces within the public realm. Important strategies of the Specific Plan call for:

- The pursuit of additional funding to further implement subsequent phases of the Raimondi Park concept plan, including a second multi-purpose field, additional infrastructure upgrades, park amenities, tot lots, picnic tables, benches, barbeques, bleachers, and additional lighting and landscape improvements (City Parks-1);

- The pursuit of additional funding sources to implement subsequent phases remaining in the De Fremery Park improvements project, including improvements to the picnic areas, lead abatement and new painting of the De Fremery House, and the installation of an edible garden (City Parks-2); and

- The pursuit of additional sources of public funding to support efforts to clean-up and beautify St. Andrews Park (City Parks-3).

Urban Open Space

The Specific Plan also calls for West Oakland's public streetscapes to be improved and enriched as public open space elements. Urban open space strategies of this Plan call for:

- Encouraging development of pocket parks and plazas where the street pattern has created small, angular or otherwise unbuildable parcels and large leftover paved areas (Pedestrian-3);

- Improving the smaller triangular parcels along San Pablo Avenue (especially St. Andrews Plaza) as attractive neighborhood gathering places with new trees (see West Oakland Reforestation Plan) and well lit at evenings and at night to reduce incidences of crime (Urban Open Space-6);

- Encouraging the use of portions of the former AMCO Chemical/DC Metals site near the West Oakland BART station for interim (and potentially permanent) use as an open space buffer adjacent to the South Prescott neighborhood. This open space buffer could accommodate long-term hazardous materials clean-up actions and a bamboo forest at the site could facilitate groundwater cleanup, provide a cap for known lead present within the soil, help reduce air pollution from nearby I-880 freeway traffic, and provide an aesthetic screen around the site (Urban Open Space-3);

- Implementing the recommendations of the West Oakland Reforestation Plan, which are directed at developing a thriving sustainable urban forest encompassing West Oakland's streets, parks, other publicly owned facilities and private properties (Reforestation-1 through -3); and

- Working with the creators of the West Oakland Walk concept to assess needed physical improvements and how to best communicate and market the idea for creating a "social circuit" for walking, biking, organic gardening, exercising and socializing, all activities that build sustainable communities (West Oakland Walk-1 through -3).

Other Recommendations for Further Consideration

Coordinated Planning with the Gateway Park

Preliminary plans for the proposed Gateway Park adjacent to the new Bay Bridge and former Army Base include recreational areas and trail links within and immediately adjacent to West Oakland, with active recreation areas under the MacArthur Maze/West Oakland area and a new elevated bike path that would connect West Oakland to the waterfront. The Concept Report acknowledges that the level and scale of amenities is dependent upon the type of development that occurs in the surrounding area.

Further coordination with the planning efforts for Gateway Park, particularly regarding how

the recreation areas at the MacArthur Maze and the pedestrian/bike trail would link to West Oakland, could make a substantial contribution toward better meeting the existing parkland and recreational need in West Oakland.

Recreational Programing, Especially for Youth

This Specific Plan's approach to recreation and open space concerns is focused on the physical and built environment. However, it is also important to consider how the programming of recreational facilities can better contribute to the vitality of the community and its residents.

The services provided at parks and public open space areas are more than gym and swim programs. These places are also where positive social relationships are built, conflict resolution skills can be learned, and where youth can learn to achieve academic success, mental health, and civic engagement. The values of recreational programming for youth, for families, and for the wider community include:

- reducing juvenile delinquency
- increasing positive and reducing negative behaviors
- exposing youth to less violence
- improving children's educational performance
- helping decrease health care costs related to childhood obesity
- increasing the economic contributions of young people to society, and
- helping youth develop self-confidence, optimism, and initiative.[16]

[16] National Recreation and Park Association, "The Rational for Recreation Services for Youth: An Evidence Based Approach, 2010. Accessed at: http://www.nrpa.org/uploadedFiles/nrpa.org/Publications_and_Research/Research/Papers/Witt-Caldwell-Full-Research-Paper.pdf

The Oakland Parks and Recreation Department currently offers quality of life programming in areas of enrichment, cultural arts, prevention and intervention, sports and physical activities, health and wellness, youth violence abatement, and leisure activities for adults, youth, and children. Programs and camps are part of the efforts to promote health, stem obesity, and encourage civic participation, personal development, and empowerment.

Continuing efforts can be made to better program West Oakland's existing recreation facilities to serve its residents.

Private Open Space

Q Parks-2: Does this Specific Plan require new development to contribute towards new, accessible open space?

- Beneficial
- Silent
- Detrimental
- Other

New, larger-scale private development projects pursuant to this Specific Plan will be incentivized to incorporate new urban open space into the fabric of West Oakland. These new open space elements will be predominantly outdoors and inviting to the public; providing public seating, sun and shade, trees and plantings with attractions and features that offer different ways for visitors to enjoy the space. These spaces are intended to be used intensively on a daily basis, serving as destinations for a broad spectrum of users. They are also intended to have positive economic impacts on their surroundings and promote physical, social, and economic health of the larger community. Specific Plan strategies call for:

- New, large-scale development projects to include publically accessible courtyards as part of their overall development plan.
    - Courtyards to be designed to maximize exposure to the street front and include

people- attracting elements, such as water features and public art.

- Pedestrian connections through the courtyards to provide interconnections between on-site buildings (Urban Open Space-1);

- New large scale commercial development should include public gathering places and landscaped areas as part of their overall development.

- Retail entrances should be highly indicated by open space entries, potentially including seating areas, trees and pedestrian plazas.

- Internal and abutting streets should include streetscape open space potentially including wide, landscaped planting strips, bulb-outs for tree wells, and parking areas that have landscaped visual buffers along their external edge and planting islands within (Urban Open Space-2).

EXPOSURE TO COMMUNITY NOISE

This section of the Community Health Checklist addresses the following three questions pertaining to the Specific Plan's response to community noise concerns:

1. Does this Specific Plan include policies, strategies or other efforts to reduce the extent to which West Oakland residents and employees are exposed to excessive community noise?

2. Does this Specific Plan include measures or requirement to ensure that new land use development does not result in increased noise levels adversely affecting existing residents? and

3. Does this Specific Plan include policies, strategies or other efforts to ensure that new development adequately protects future residents from the harmful effects of excessive noise?

Ambient Noise Conditions

Community noise in West Oakland is adversely affected by a number of transportation sources, such as automobiles, trucks and trains. These noise sources have been measured under a number of studies conducted in West Oakland over the past several years.[17] The results can generally be summarized as follows:

- The primary noise source is traffic on the I-880, I-980 and I-580 freeways. CNEL noise levels are estimated at 68 to 71 dBA at 400 feet from freeway centerlines. Freeway noise levels are lower in areas protected by sound walls (less than 60 dBA at 400 feet from the I-880 freeway centerline).

- Local arterial streets are also major noise sources. Generally, the louder arterial streets include Mandela Parkway, 14th Street, West Grand Avenue, 7th Street, Adeline Street, Peralta Street, Hollis Street, San Pablo Avenue, Market Street, 27th Street and Martin Luther King Jr. Way, where daytime noise levels are mostly between 66 to 68 dBA (Leq) and CNEL levels were mostly between 68 and 72 dBA at 50 feet from roadway centerlines.

- The elevated BART line is a major noise source affecting the southern part of West Oakland. Noise levels reach in excess of 67 dBA (Leq) during the day in the southeastern portion of the West Oakland BART Station south parking lot. Noise levels at the northern edge of the BART station on 7th Street reach in excess of 68 dBA (Leq) during the day.

- The Union Pacific Railroad and BNSF Railroad and their associated railyards and Port of Oakland intermodal facilities that border West Oakland on the south and west are additional significant noise sources affecting those immediate areas.

[17] Noise studies include the Port of Oakland Health Impact Assessment (2010), MacArthur BART Transit Village EIR, City of Oakland Housing Element EIR (2009), Noise Element of the City of Oakland General Plan (2004), and the West Oakland Redevelopment Plan EIR (2003)

In areas away from arterials, freeways, and BART (where there are no adjacent major noise sources), noise levels are generally less than 65 dBA CNEL. In these areas, typical noise sources include car horns, car alarms, loud vehicles or motorcycles, emergency sirens, loud music, mechanical equipment, trucks, and people talking or yelling. Many of these sources are common and although annoying, do not contribute substantially to the overall ambient noise level in any particular area.

Noise Standards

City of Oakland noise exposure standards indicate that there is exposure to unacceptable community noise if noise levels exceed the land use compatibility guidelines of the Oakland General Plan. For residential and other sensitive land uses, this land use compatibility guideline is 65db CNEL (after incorporation of all applicable Standard Conditions of Approval). Another City threshold is exposing of persons to interior Ldn or CNEL greater than 45 dBA for multi-family dwellings, hotels, motels, dormitories and long-term care facilities per California Noise Insulation Standards.

When measured noise levels are compared to these City noise and land use compatibility guidelines, the existing environments near the elevated segments of I-580 and I-880 (unprotected by sound walls) and near the elevated BART tracks and West Oakland BART Station include unacceptable levels of community noise for residential and other noise-sensitive uses.

Noise levels along many major arterial streets generally meet the threshold for conditionally acceptable noise levels for residential uses.

Associated Community Health Risks of Noise

Community noise is associated with a variety of potential health impacts.

The 2010 Health Impact Assessment for the Port of Oakland estimated that the majority of West Oakland residents are exposed to ambient noise levels of 75 dB Ldn. Based on these exposures and established noise-health relationships, the report estimated that:

- currently, greater than one in three residents are likely to be highly annoyed by noise, which has considerable bearing on stress and its associated health impacts,
- approximately one third of West Oakland residents may be at risk of sleep disturbance, and
- West Oakland residents experience 29% impairment in recall and reading, and 4% impairment in recognition and attention over a residential area that has a typical 60 dB noise environment.

Community Noise Reduction

Q Noise-1: Does this Specific Plan include policies, strategies or other efforts to reduce the extent to which West Oakland residents and employees are exposed to excessive community noise?

- Beneficial
- Silent
- Detrimental
- Other

BART Noise

As indicated earlier in the Plan, one of the primary noise sources currently affecting West Oakland, particularly in the Prescott and South Prescott neighborhoods, is BART train noise. Noise from the BART trains, especially where trains slow down to enter and speed up to leave the West Oakland station, is unacceptably loud for existing residents. A typical BART train produces an instantaneous 85 dBA noise level at a distance of 100 feet from the tracks.

Specific Plan Policies and Strategies

BART Noise

The Specific Plan's approach for addressing noise reduction, particularly at the West Oakland BART station, is found in Chapter 7: Building the Plan. Specific strategies include:

- The West Oakland BART Transit Oriented Development (TOD) project's new buildings are expected to provide a noticeable and significant noise buffer between portions of both the freeway and the BART tracks, and existing residential neighborhoods. The noise attenuation benefits from these building should be fully considered in final designs for these structures (7th Street TOD Env-2).

Noise reduction of as much as 15 dBA could potentially occur with the proposed TOD project if buildings are effectively designed to act as noise barriers and break the line of sight between the noise sources (I-880 and the BART tracks) and existing neighborhoods.

- The Specific Plan recommends that BART consider a number of potential noise reduction strategies that would have significant benefit to the surrounding existing community as well as for the new residential and commercial buildings anticipated by this Specific Plan, including:

- regularly-scheduled rail grinding in the West Oakland area, and a monitoring and reporting mechanism similar to actions taken by BART in other parts of its service area (7th Street TOD Env-3).

According to BART's analysis, rail grinding (or ballasted tracks) has been shown to result in a 2dB reduction along straight track, and up to an 8dB reduction (from 80 to 72 dB) at elevated curves.

- BART, in coordination with the City and other development parties at the TOD, should fully investigate, and implement if feasible, a noise baffling structure and/or a completely enclosed noise baffling "tube" surrounding the BART overhead structure along 7th Street. This concept, and a preliminary design which can serve as a basis for further study moving forward, is recommended in the Seventh Street Concept and Urban Design Plan (7th Street TOD Env-3).

The potential noise reductions that might be achieved by such a noise baffle and/or a completely enclosed noise baffling "tube" on the BART overhead structure is unknown at this time, and is dependent upon the design and construction techniques that might be used. However, substantial noise reductions could reasonably be expected.

Truck Noise

There have been a number of prior efforts to minimize traffic noise impacts in West Oakland, in particular noise from trucks associated with the Port of Oakland. Currently, signs direct trucks to prescribed truck routes. However, trucks still deviate from these prescribed routes and documented traffic counts indicate numerous trucks in mixed industrial and residential parts of West Oakland. Sound walls have also been constructed along portions of I-880 adjacent to the Prescott and South Prescott neighborhoods.

Strategies for minimizing truck noise impacts in the Specific Plan include:

- maintaining those truck routes necessary to serve Port of Oakland activities, but prohibiting additional encroachment of truck routes into West Oakland neighborhoods (Truck Traffic-1);

- relocating truck parking and services from West Oakland neighborhoods to a consolidated site or sites in the Port/former Oakland Army Base area (Truck Traffic-2);

- implementing a traffic calming program in residential neighborhoods that could include vehicle lane reductions, speed humps, neighborhood traffic circles, pedestrian crossing improvements, etc., to discourage

truck traffic from entering the neighborhoods (Truck Traffic-3); and

- enhancing truck route enforcement and education to keep trucks off of neighborhood streets (Truck Traffic-4).

New Noise Sources

Q Noise-2: Does this Specific Plan include measures or requirement to ensure that new land use development does not result in increased noise levels adversely affecting existing residents?

Beneficial

☐ Silent

☐ Detrimental

☐ Other

Specific Plan Policies and Strategies

Industrial Noise

An important objective of this Specific Plan is to address the relationship between industrial uses and adjacent neighborhoods. The intent of the Plan is to establish a well-defined industrial/residential edge between West Oakland's residential neighborhoods and its growing industrial base. Historically, the lack of a defined residential/industrial edge in West Oakland has allowed heavy truck traffic and container storage, with its associated noise impacts, into residential areas.

Strategies included in the Plan to address the interface between industrial and residential land uses include:

- Creating a clearly defined boundary between West Oakland's Opportunity Areas (areas in need of transformative growth and change), and West Oakland's Residential Areas. The identified border between the industrial and intensive commercial business areas and the Residential Areas provides a clear and intentional boundary (Residential Edge-1);
- Encouraging the relocation of waste recycling operations, heavy truck-dependent uses and other noise-generating uses to alternative locations outside of and distant from West Oakland's residential neighborhoods (Ind./Res. Interface-1);
- Ensuring that new industrial development provides appropriate buffers between adjacent sensitive uses; and
- Retaining the current S-19 Health and Safety Protection Combining Zone and modifying its boundaries (Ind./Res. Interface-2).

City-wide Standard Conditions of Approval

SCA 32: Operational Noise – General

Noise levels from activities, property, or any mechanical equipment shall comply with the performance standards of Section 17.120 of the Oakland Planning Code and Section 8.18 of the Oakland Municipal Code. If noise levels exceed these standards, the activity causing the noise shall be abated until appropriate noise reduction measures have been installed and compliance verified by the Planning and Zoning Division and Building Services.

Under the Planning Code provisions, the maximum allowable receiving noise varies depending upon the sensitivity associated with the receiving land use. In other words, the City Of Oakland's Standard Conditions of Approval (SCAs) and Section 17.120 set forth different (more stringent) maximum allowable noise levels for residential and civic uses (including parks/open space areas) than for commercial or industrial uses deemed to have lower noise sensitivity. If noise levels exceed the proscribed standards, SCA 32 stipulates that the activity causing the noise shall be abated until appropriate noise reduction measures have been installed, and compliance verified by the Planning and Zoning Division and Building Services.

Introduction of New Noise Sensitive Receptors

Q Noise-3: Does this Specific Plan include policies, strategies or other efforts to ensure that new development adequately protects future residents from the harmful effects of excessive noise?

- ☐ Beneficial
- ☐ Silent
- ☐ Detrimental
- Other – Mitigation Measures Included

Noise Exposure at the West Oakland BART TOD and Infill Sites

Specific Plan Policies and Strategies

This Specific Plan's approach for addressing noise issues at the West Oakland BART Station TOD and other urban infill sites near freeways is found in Chapter 7: Building the Plan. Specific strategies include:

- New residences within the West Oakland BART Station TOD project will be subject to Title 24 of the California Code of Regulations, which requires an interior noise standard of 45 dBA DNL in any habitable room, and requires an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard. To meet the interior standard of DNL 45 dBA, a noise level reduction of up to nearly 35 dBA will likely be necessary from the exterior façades of the buildings facing towards the I-880 freeway and BART tracks and station (7th Street TOD Env-1);
- Require new residential and live/work building design to address air quality and noise impacts with appropriate noise insulation and air filtration systems (7th Street Lower Pine-1).

City of Oakland Standard Conditions of Approval

The following Standard Conditions of Approval (SCAs) will apply to all development projects in West Oakland:

SCA 31: Interior Noise

Prior to issuance of a building permit and Certificate of Occupancy, and if necessary to comply with the interior noise requirements of the City of Oakland's General Plan Noise Element and achieve an acceptable interior noise level, noise reduction in the form of sound-rated assemblies (i.e., windows, exterior doors, and walls), and/or other appropriate features/ measures, shall be incorporated into project building design, based upon recommendations of a qualified acoustical engineer and submitted to the Building Services Division for review and approval prior to issuance of building permit. Final recommendations for sound-rated assemblies, and/or other appropriate features/ measures, will depend on the specific building designs and layout of buildings on the site and shall be determined during the design phases. Written confirmation by the acoustical consultant, HVAC or HERS specialist, shall be submitted for City review and approval, prior to Certificate of Occupancy (or equivalent) that:

- Quality control was exercised during construction to ensure all air-gaps and penetrations of the building shell are controlled and sealed; and
- Demonstrates compliance with interior noise standards based upon performance testing of a sample unit.
- Inclusion of a Statement of Disclosure Notice in the CC&R's on the lease or title to all new tenants or owners of the units acknowledging the noise generating activity and the single event noise occurrences. Potential features/ measures to reduce interior noise could include, but are not limited to, the following:
- Installation of an alternative form of ventilation in all units identified in the acoustical analysis

as not being able to meet the interior noise requirements due to adjacency to a noise generating activity, filtration of ambient make-up air in each unit and analysis of ventilation noise if ventilation is included in the recommendations by the acoustical analysis.

These standard conditions of approval require the inclusion of design measures to reduce interior noise to acceptable levels within the buildings.