2 POLICY FRAMEWORK

The Policy Framework was created through a three-year long General Plan Congress and public debate and discussion about Oakland's future. It serves as the basis for both public and private decision-making and provides direction for future regulations and investment. The Policy Framework contains two main parts: a description of the "Structure and Identity" of the city, and the Policy Framework itself. The "Structure and Identity" section provides a conceptual map -- the "big picture" -- of how the city functions by identifying the major physical features, such as transportation corridors, locations of industry and commerce, and established neighborhoods and activity centers. These features that make up "how the city works" are then addressed in the Policy Framework in five focus areas: Industry and Commerce, Transportation and Transit-Oriented Development, Downtown, Waterfront, and Neighborhoods.

Chapter Contents

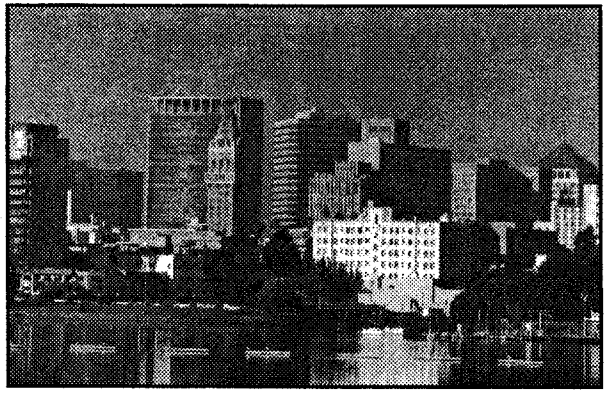
CITY STRUCTURE AND IDENTITY

- OAKLAND SHOWCASES
- TRANSIT-ORIENTED DISTRICTS
- CORRIDORS
- NEIGHBORHOOD ACTIVITY CENTERS

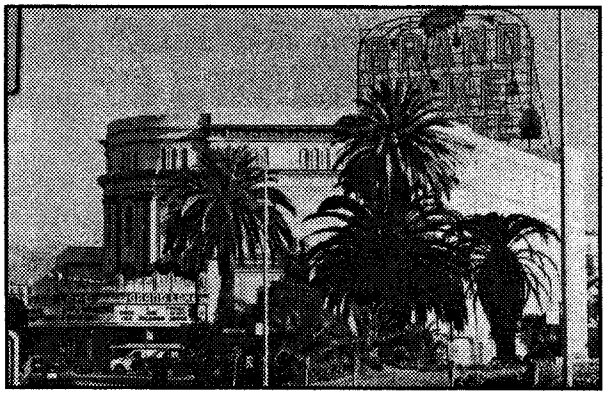
POLICY FRAMEWORK

- INDUSTRY AND COMMERCE (Includes the Coliseum Area Showcase)
- TRANSPORTATION AND TRANSIT-ORIENTED DEVELOPMENT (Includes the TOD's and Corridors)
- DOWNTOWN (Includes the Downtown Showcase)
- WATERFRONT (Includes the Seaport and Airport/Gateway Showcases, Mixed Use Waterfront)
- NEIGHBORHOODS (Includes the Neighborhood Activity Centers)

CITY STRUCTURE AND IDENTITY: OAKLAND'S PLACES

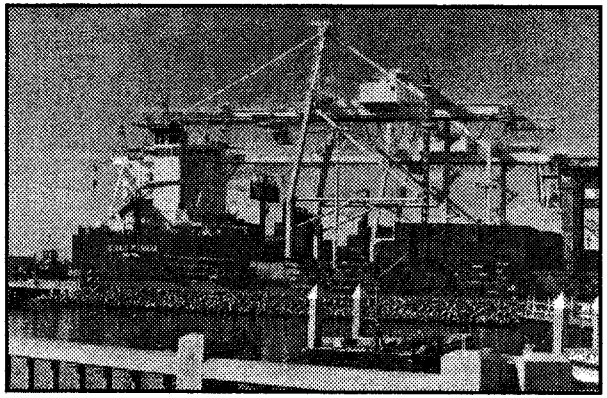


The Downtown Showcase



Grand Lake Activity Center

Transportation-Oriented Mixed Use Development



The Seaport Showcase

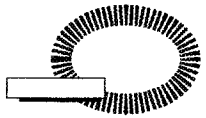
People who live, work, shop, learn and visit in Oakland all have their unique image of the city, each based on familiar physical, social, and economic patterns. The city's transportation system, neighborhoods, natural features, and business districts are the foundations of Oakland's physical structure and the basis for the pattern of social activity in the City as well. The Land Use and Transportation Elements have diagrammed these activity areas and movement patterns to help explain the structure of the city.

The General Plan Structure Diagram captures that pattern in order to:

- Illustrate major ideas from the Policy Framework with a conceptual map
- Provide a "big picture" of how the city works
- Highlight opportunity areas for economic development to fuel growth
- Recognize activity centers and districts that have strong positive identity at the time of Element adoption
- Highlight those locations where area identity needs to be created or improved
- Create a basis for targeting General Plan implementation strategies to key locations

Four types of features are shown on the City Structure Diagram on the following page, and discussed further in the Policy Framework. They are:

Oakland Showcases



Oakland's economic engines form a crescent framing the Bay from the Seaport to the Airport, including Downtown, the Waterfront, the Coliseum, and the Hegenberger Road Gateway leading to the Metropolitan Oakland International Airport. The Policy Framework emphasizes the importance of these districts as dynamic areas that can respond to broad trends and market demands, and it supports their continued growth and their regional importance by designating them as Oakland Showcases. In keeping with the identified "target industries" of the Economic Development Strategy, a vision for the progress of each of the Showcases is included in sections of the Policy Framework, as follows:

Industry and Commerce Policy Framework

Coliseum Area Showcase

Downtown Policy Framework

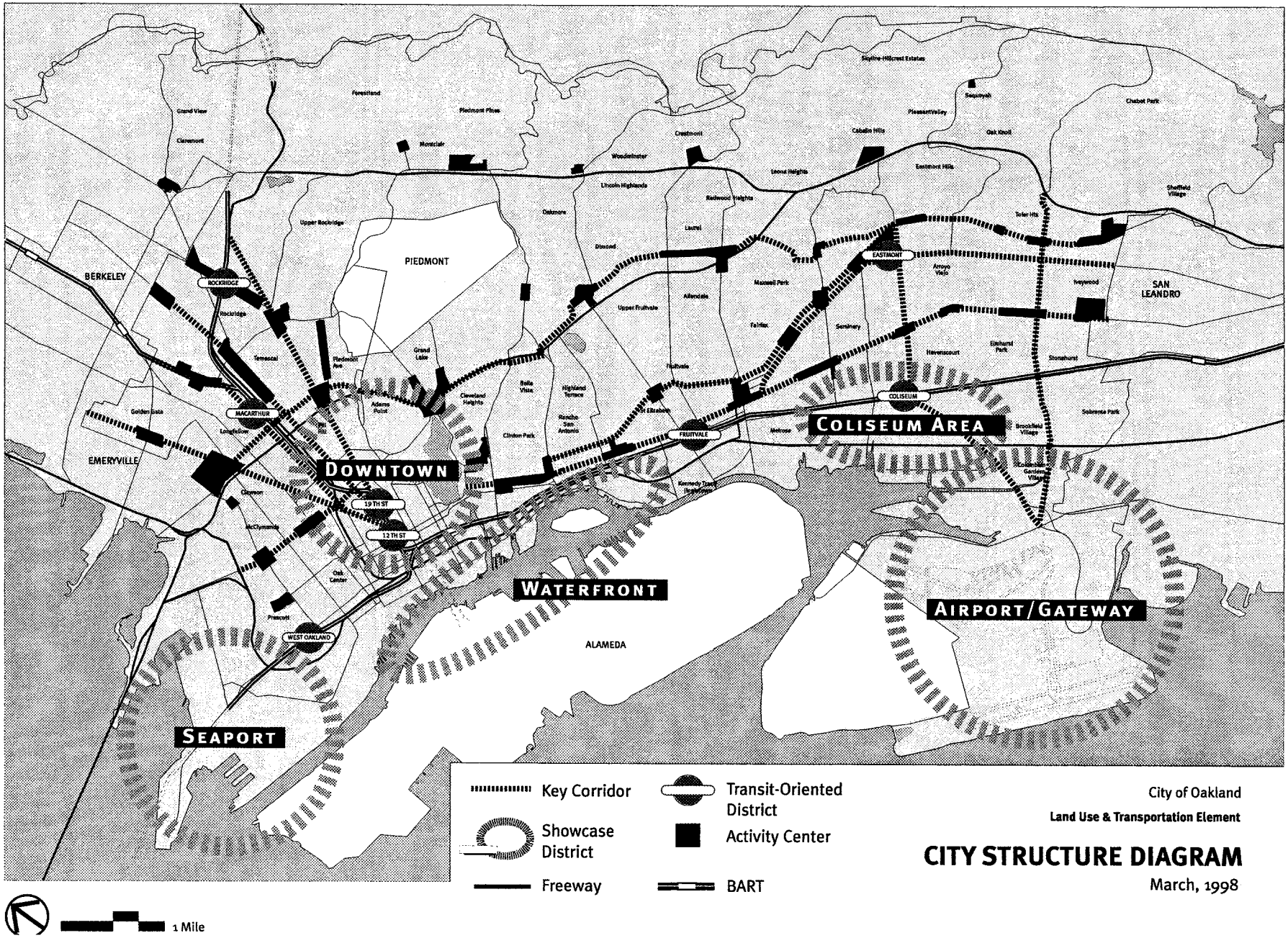
Downtown Showcase

Waterfront Policy Framework

Seaport Showcase

Airport/Gateway Showcase

Mixed Use Waterfront Showcase



City of Oakland

Land Use & Transportation Element

CITY STRUCTURE DIAGRAM

March, 1998

In general, the Element supports growth in industry and commerce, providing the flexibility needed to accommodate evolving trends in retailing, entertainment, manufacturing processes and distribution techniques while also resolving long-standing problems relating to conflicts among different land uses.

Corridors

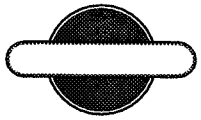
The Policy Framework envisions a transformation of the City's commercial corridors. Historically, many of the corridors have had more important commercial and circulation functions than they do today. While some of the city's corridors remain a vital mix of commercial, housing, and transportation, others are characterized by struggling stores, vacant and dilapidated buildings, safety and image problems, and an absence of pedestrian traffic. These corridors are the target of strategies to concentrate commercial areas into viable "nodes" of activity, rather than lengthy struggling commercial corridors.

The corridors highlighted on the Structure Diagram are those envisioned as mixed-use urban environments with concentrations of commercial and civic uses joined by segments of multifamily housing. This pattern offers several advantages: concentrating business activity to create lively districts where businesses can benefit from proximity to each other, and creating more desirable residential environments. Many of the neighborhood activity centers are located along corridors. The corridors will continue to have important circulation and access functions, and the designation of several of them as transit arterials emphasizes the importance of maintaining a choice of travel modes and locating new residential development in close proximity to transit.

Transformation of long-suffering corridors will likely require significant public support. Near-term investment in catalyst projects will help create desirable corridors, neighborhoods and activity centers. Successful publicly-supported projects will help build market support for renovation and production of housing and commercial buildings.

See also Industry and Commerce Policy Framework, Neighborhoods Policy Framework, Implementation Program

Transit-Oriented Districts



Transit-oriented districts (TODs) are designated to take advantage of the opportunities presented by Oakland's eight BART stations and Eastmont Town Center, which is served by multiple bus lines. Easy pedestrian and transit access to mixed use development characterize these areas. A strong identity is to be created through careful design and mix of activity. Because each location offers unique possibilities, the TODs are discussed individually in the Transportation and Transit-Oriented Development Section.

See also Transportation and Transit-Oriented Development Policy Framework

Neighborhood Activity Centers

The richness and variety of the City's neighborhoods are depicted on the Structure Diagram in two ways: by identifying housing areas with neighborhood names and by mapping neighborhood activity centers. Activity centers are the focal point of the community and organizing principle of the plan. These areas have or will have diverse business, civic, and social activities supported and strengthened by surrounding housing, that help to form neighborhoods and reflect the distinct identities of Oakland's communities, and assist in efforts to support community governance.

Activity centers, most of which are located along the city's corridors, are particularly well suited for locating community facilities, small open spaces such as public plazas or tot lots, and housing for seniors and others who appreciate easy access to shops, services, and transportation. Pedestrian amenities and public transit service are important components of activity centers, and many are at bus transfer points where there is service on more than one AC Transit line. Together, the pattern of activity centers helps give structure to the whole city. Singly, each plays a major role in giving identity to its surrounding housing areas.

See also Neighborhood Policy Framework, Land Use and Transportation Plan Diagram, Priority Implementation Program, and Area Views

POLICY FRAMEWORK

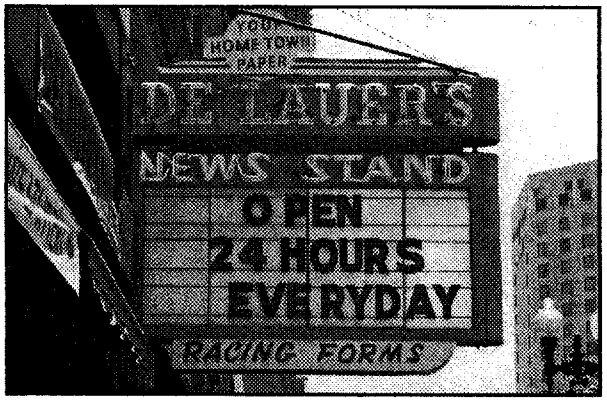
The Policy Framework, created by the General Plan Congress through three years of public debate and discussion about Oakland's future, serves as the cities fundamental basis for both public and private decision-making and provides direction for future regulations and investment. The policy Framework is the guidepost by which development will be analyzed and reviewed for consistency, and it forms the basis of the Zoning Ordinance. The broadest expression of the Policy Framework is the Congress Vision Statement, found in the preamble. Together with the Goals, Objectives, and Policies, which are the heart of the Land Use and Transportation Element, these provide the foundation for the Strategy Diagram, Transportation Diagram, Land Use Diagram, and Implementation Program.

Early conceptual understanding of the city provided the General Plan Congress with an overall framework for the Goals, Objectives, and Policies that follow. The organization of the section into five "policy areas" is intended to assist in "painting a visual picture" of the city and focusing policy attention on the areas of great opportunity or in the greatest need of attention. These five major areas are:

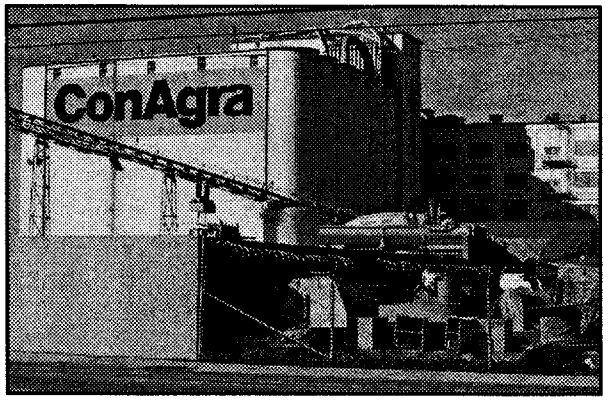
- Industry and Commerce
- Transportation and Transit-Oriented Development
- Downtown
- Waterfront
- Neighborhoods

Policies in these sections are intended to be applied citywide if relevant, unless their language refers to one or more areas specifically.

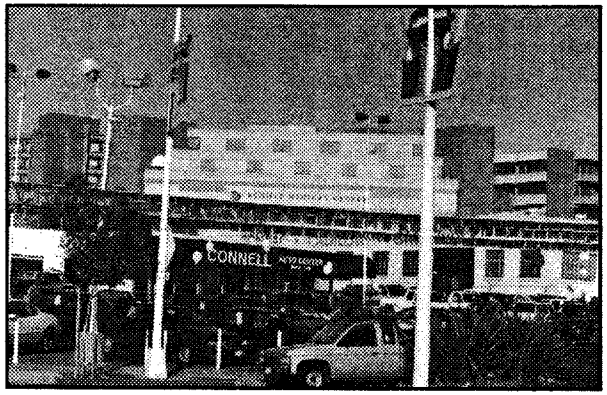
Industry and Commerce



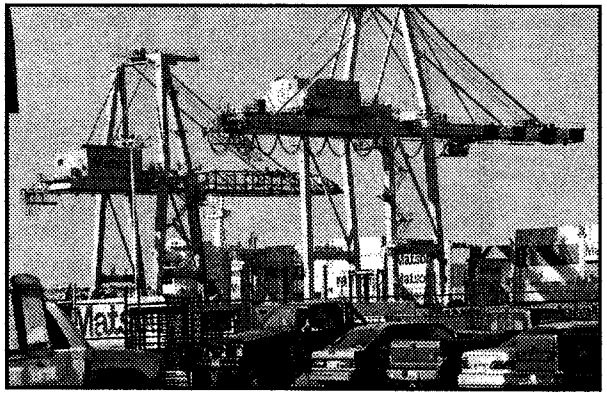
DeLauer's News Stand in Downtown



Con Agra Industries in Fruitvale



"Pill Hill" Medical Center Area



Port of Oakland

"Envision yourself living in a city with a thriving economy and a broad mix of businesses to meet your daily needs. The city's modern infrastructure and favorable business climate have attracted a number of new companies, bringing revenue and jobs. The industrial areas, built around outstanding port facilities, continue to thrive--with renewed prosperity. Each neighborhood has convenient commercial districts, so residents don't have to travel far to run errands. Larger retail clusters along the freeway offer a wide selection of durable goods, attracting regional consumers to Oakland. And with this added business revenue, the city has been able to expand its services and programs..."

Oakland's future depends on an ability to foster and sustain continuous economic development success. Strategies and solutions in this part of the Policy Framework seek to promote the revitalization of the local economy in the near term, ensure economic health and expansion potential for the City on a long term basis, and foster the prominent role that Oakland plays within the economy of the Bay Area and as an international city. The city's potential for future economic expansion is furthered by:

"We need an Economic Development Strategy to provide the basis for development of a coordinated and concentrated public investment strategy to support expansion of the economy."

- Del Davis, General Plan Congress, 1996

- The presence of an international seaport and airport
- Tremendous investment in transportation infrastructure including public transit and regional freeway corridors
- A strong established industrial presence and room to grow
- Multiple nodes of commercial activity
- A large consumer market base to support retail development
- The downtown high-rise office employment hub
- Sports, entertainment and cultural facilities in the Coliseum Area, Downtown and Mixed Use Waterfront Showcase districts

The city's success in promoting and marketing these assets to residents, businesses and economic investment interests over the next twenty years will determine Oakland's future economic health. The General Plan can play a key role in spotlighting and focussing investment opportunities. The vision for industry and commerce in the city is expressed in the desire to promote or "showcase" key areas of economic success and potential for revitalization, while providing stability to the quilt of neighborhoods which form the fabric of Oakland.

Additionally, Oakland is key to the region's growth. Therefore, the Element calls for greater regional cooperation and economic development efforts in recognition of the the interdependence of cities and suburbs as part of the regional economy. Elimination of the divisive "zero-sum game" of economic development patterns is critical in addressing urban disinvestment.

The City's five Showcase districts, presented in the Policy Framework, represent key geographic target areas for economic expansion and are identified by policies in this and other parts of the Policy Framework. The Waterfront section includes discussions of the Seaport, Airport/Gateway and Mixed Use Showcase districts. The Coliseum Area Showcase district discussed in detail in this section reflects commitments to promote expanded job generation and retail opportunities along

the I-880 corridor, enhance regional entertainment and recreation activities already established in the area, and provide expanded visitor services in this important gateway area while promoting revitalization of key industrial/manufacturing land and facilities.

Industry and Commerce Goals

The goals for industry and commerce reflect the desire to respond to Oakland residents for expanded retail and employment training opportunities, and to investment interests in terms of promoting industrial and commercial land as a vehicle of prosperity. The goals are to:

- Recognize and support industrial and commercial land use as a primary vehicle for the generation of the economic support required for the attainment of the physical, social and community service goals of the Oakland General Plan
- Strengthen and expand Oakland's diverse economic base through land use and transportation decisions
- Maximize Oakland's regional role as a transportation, distribution and communications hub
- Provide increased employment, training, and educational opportunities through land use and transportation decisions
- Ensure that the Oakland community has access to a wide variety of goods and services, meeting daily and long term needs
- Create and maintain a favorable business climate in Oakland

The objectives and policies that follow clarify and guide implementation of the goals. These policies include direction to expand the job base and strengthen Oakland's economy through the citywide economic strategy and marketing plan that targets both industries and places in the city. The Policy Framework has influenced several and is integrated with several concurrent efforts, such as the city's Economic Development Strategy and activities of the Community and Economic Development Agency (CEDA) Area Teams. The Area Teams' identification of Target Areas will help focus city and private sector markets on targeted locations. (See Area Views in Chapter 4.)

Other objectives and policies in this section call for capitalizing on the city's strength as a regional government and employment center through strategic investment in infrastructure and "catalyst projects". Policies also seek to maximize the utility of underutilized industrial buildings and land

through reparcelization, environmental clean up efforts, and exploring reuse for non-traditional activities. Business attraction and retention through the creation of a friendly business atmosphere is called for, as is expansion of the existing commercial base to provide patrons with wider opportunities to purchase goods and services in Oakland. Recognition of the important role that historic preservation, safe neighborhoods, and viable neighborhood commercial centers play in the overall health of the local economy is reflected in policies which call for strengthening neighborhood commercial areas, and minimizing land use compatibility conflicts at the interface between neighborhood and industrial areas.

Industry and Commerce Objectives and Policies

Objective I/C1

Expand and retain Oakland's job base and economic strength

A series of measures for improving Oakland's economic strength is outlined in the Mayor's 1997 Economic Development Strategy for Oakland and is also reflected in this policy framework. Capturing emerging industries such as biotechnology, telecommunications, and computer and multi-media industries is important to Oakland, as are continued efforts to retain jobs for Oakland residents working in employment sectors such as service, retail trade, and manufacturing. In general, the city is striving to attract more jobs in a diverse range of businesses that can capitalize on Oakland's prime location, superior communications infrastructure, multi-modal transportation system and distinctive and attractive neighborhoods.

Policy I/C1.1 Attracting New Business.

The City will strive to attract new businesses to Oakland which have potential economic benefits in terms of jobs and/or revenue generation. This effort will be coordinated through a citywide economic development strategy/marketing plan which identifies the City's existing economic base, the assets and constraints for future growth, target industries or activities for future attraction, and geographic areas appropriate for future use and development.

Policy I/C1.2 Retaining Existing Business.

Existing businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.

Policy I/C1.3 Supporting Economic Development Expansion Through Public Investment.

The public investment strategy of the City should support economic development expansion efforts through such means as identifying target "catalyst projects" for investment which will support the employment or revenue base of the city and providing infrastructure improvements to serve key development locations or projects which are consistent with the goals and objectives of this Plan.

Policy I/C1.4 Investing in Economically Distressed Areas of Oakland.
Economic investment, consistent with the City's overall economic strategy, should be encouraged, and, where feasible, should promote viable investment in economically distressed areas of the City.

Policy I/C1.5 Using City-Owned Property to Stimulate Economic Development.
City-owned properties should, where feasible, be utilized to stimulate economic development activities or serve as catalysts to such efforts.

Policy I/C1.6 Promoting Downtown as a Regional "Hub".
Downtown Oakland should be promoted as a regional "hub" for government, services, high technology, and institutional uses.

Policy I/C1.7 Developing Administrative Policies.
City departments should develop and maintain administrative policies and procedures which encourage and facilitate the establishment of new economic development consistent with General Plan goals, objectives, and policies.

Policy I/C1.8 Providing Support Amenities Near Employment Centers.
Adequate cultural, social, and support amenities designed to serve the needs of workers in Oakland should be provided within close proximity of employment centers.

Policy I/C1.9 Locating Industrial and Commercial Area Infrastructure.
Adequate public infrastructure should be ensured within existing and proposed industrial and commercial areas to retain viable existing uses, improve the marketability of existing vacant or underutilized sites, and encourage future use and development of these areas with activities consistent with the goals of this Plan.

Policy I/C1.10 Coordinating City and Port Economic Development Plans.
The City and Port should mutually develop and implement a coordinated plan-of-action to support all airport and port related activities which expand the local or regional employment or revenue base.

Policy I/C1.11 Expanding Job Training Opportunities.
The City should expand and coordinate job training opportunities for Oakland residents by supporting programs sponsored by the Oakland Unified School District, local community colleges, the Port of Oakland, and other educational institutions or vocational training establishments.

Objective I/C2

Maximize the usefulness of existing abandoned or underutilized industrial buildings and land

Some older industrial buildings or sites no longer serve businesses efficiently. Efforts by both the City and the private sector are required to rehabilitate and/or modernize these locations so they can contribute to their immediate surroundings and to the community as a whole.

Policy I/C2.1 Pursuing Environmental Clean-Up.
The environmental cleanup of contaminated industrial properties should be actively pursued to attract new users in targeted industrial and commercial areas.

Policy I/C2.2 Reusing Abandoned Buildings.
The reuse of abandoned industrial buildings by non-traditional activities should be encouraged where the uses are consistent with, and will assist in the attainment of, the goals and objectives of all elements of the Plan.

Policy I/C2.3 Providing Vacant or Buildable Sites.
Development in older industrial areas should be encouraged through the provision of an adequate number of vacant or buildable sites designated for future development.

Objective I/C3

Ensure that Oakland is adequately served by a wide variety of commercial uses, appropriately sited to provide for competitive retail merchandising and diversified office uses, as well as personal and professional services

Oakland has a rich and diverse range of neighborhood commercial centers, which serve the local needs of residents, business, and visitors. Some commercial centers are in need of assistance, and some neighborhoods have no viable commercial activity at all. Community- and region-serving retail businesses have been under-represented in Oakland. The Element envisions an increase in shopping opportunities so that Oakland can capture an appropriate share of spending dollars and provide convenient, quality shopping for residents and workers. (See also Neighborhood Policies)

Policy I/C3.1 Locating Commercial Business.
Commercial uses, which serve long term retail needs of regional consumers and which primarily offer durable goods, should be located in areas adjacent to the I-880 freeway or at locations visible or amenable to high volumes of vehicular traffic, and accessible by multiple modes of transportation.

Policy I/C3.2 Enhancing Business Districts.
Retain and enhance clusters of similar types of commercial enterprises as the nucleus of distinctive business districts, such as the existing new and used automobile sales and related uses through urban design and business retention efforts.

Policy I/C3.3 Clustering Activity in "Nodes".
Retail uses should be focused in "nodes" of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can be accessed through many modes of transportation.

Policy I/C3.4 Strengthening Vitality.
The vitality of existing neighborhood mixed use and community commercial areas should be strengthened and preserved.

Policy I/C3.5 Promoting Culture, Recreation, and Entertainment.
Cultural, recreational and entertainment uses should be promoted within the Downtown, particularly in the vicinity of the Fox and Paramount Theaters, and within the Jack London Square area.

Policy I/C3.6 Expanding Private Business and Government in Oakland.
The City should encourage the expansion of private business services and government sectors within Oakland.

Objective I/C4

Minimize land use compatibility conflicts in commercial and industrial areas through achieving a balance between economic development values and community values

Some areas of the City have established land uses that have difficulty co-existing as good neighbors (for example, a manufacturing business located next door to a residence). One of this Element's innovations is the establishment of Housing and Business mix areas that recognize that some businesses can co-exist with adjoining housing, while others cannot. The land use classifications in Chapter 3 provide additional detail.

Policy I/C4.1 Protecting Existing Activities.
Existing industrial, residential, and commercial activities and areas which are consistent with long term land use plans for the City should be protected from the intrusion of potentially incompatible land uses.

Policy I/C4.2 Minimizing Nuisances.
The potential for new or existing industrial or commercial uses, including seaport and airport activities, to create nuisance impacts on surrounding residential land uses should be minimized through appropriate siting and efficient implementation and enforcement of environmental and development controls.

Policy I/C4.3 Reducing Billboards.

Billboards should be reduced or eliminated in commercial and residential areas in Oakland neighborhoods through mechanisms that minimize or do not require the expenditure of city funds.

Objective I/C5

The economic utility, employment generation, and citywide benefit of military facilities closed by the Federal Government should be maximized

The Fleet Industrial Supply Center (FISC) has been closed and future use of this area has been established. However, the Oakland Army Base and Oak Knoll Naval Hospital will all be closed and available for reuse under the auspices of the Federal Government and the Oakland Base Reuse Authority. Future use of each of these areas is undergoing separate planning processes. However, the General Plan sets out a broad framework intended to maximize the benefits of these reuse areas for the entire city of Oakland. As a result of the outcome of these individual planning processes, the general plan may need to be amended to reflect these more specific planning studies.

Policy I/C5.1 Planning for Military Base Reuse.

Plans for the reuse of military bases should encourage activities which provide economic development expansion opportunities for the City.

Policy I/C5.2 Planning for the Fleet Industrial Supply Center.

The reuse of the waterfront portions of the Fleet Industrial Supply Center should emphasize maritime-, rail-, and open space-related activities.

Policy I/C5.3 Planning for the Army Base.

Land reuse plans for the Oakland Army Base site shall encourage activities that will result in expanded employment opportunities and revenues for the city and the West Oakland community.

Policy I/C5.4 Planning for Oak Knoll.

The formulation of a reuse plan which incorporates a mixture of land uses or density patterns should be encouraged for the Oak Knoll Naval Hospital site.

COLISEUM AREA SHOWCASE

Visitors from throughout Northern California come to Oakland to watch the Athletics, the Raiders and the Warriors at the Oakland-Alameda County Coliseum Complex. The freeway system, BART, local streets and AC transit together provide capacity for tens of thousands of people to attend Coliseum Complex events. In addition to professional sporting events, the arena hosts events as varied as the Ice Capades and the Grand National Roadster Show. Increasing the Coliseum area's attractiveness to visitors by providing shopping, dining, and recreation is an objective of the General Plan.

Facts and Figures

Owned and operated by the Oakland-Alameda County Stadium Joint Powers Authority, the Coliseum Complex hosts over 250 events in a typical year, with total attendance exceeding 2,500,000 persons. A pedestrian connection to BART's Fremont line as well as immediate access to I-880 and a parking lot with approximately 9,500 spaces handle the job of getting people to and from the Coliseum complex.

A renovation of the Coliseum is under way (1996-1997) to increase seating and amenities, as well as to add space for eating-and-drinking places, clubhouses, and retail shops. The new Oakland Arena will provide seating for 19,200 fans.

Regional commercial uses relying on freeway visibility and easy auto access are already in place west of the Coliseum. Large parcels on both sides of the I-880 Coliseum exit are available for development in 1997. East of the Coliseum, the BART station is located along the industrial belt paralleling the San Leandro Street corridor. All of these areas are part of the Coliseum Redevelopment Area, established in 1984 to advance the objective of alleviating blight and accomplishing other City goals .

Vision for the Future

The number of visitors that come to the Coliseum, its excellent transportation access and the availability of land nearby combine to offer a superb prospect for the area's future as a regional center of entertainment and commercial recreation. The General Plan envisions the Coliseum

Complex at the center of a regional shopping, entertainment and recreation district. Shops and restaurants will be mixed with movies and places for fun and recreation, encouraging Coliseum patrons to stay in the district for more than just The Event, and adding life to the area when the complex is not in use.

Connections between the Coliseum Area Showcase and the Airport Gateway Showcase benefit both areas for business and tourism, and linkages to the waterfront will enable residents to access the shoreline. Linkages between the Coliseum and Airport and the Coliseum and Waterfront are critical to the future economic potential of this area, and a special plan is needed to guide development of the Coliseum Showcase to maximize its potential. The BART connection from the Coliseum to the Oakland Airport is a future transportation project that could provide an efficient link between these two regional centers. (For more information, see the discussion of Regional access in the Transportation Improvements section of Chapter 3.) The Hegenberger Road corridor is one of just a few locations in the City where the Element supports addition of visitor-serving businesses. Restaurants and hotels along Hegenberger as well as in proximity to the airport will increase destination choices for visitors to the Coliseum Area, and to the Waterfront.

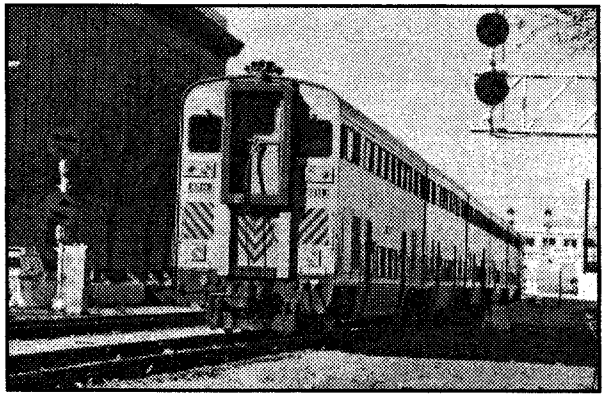
However, success in achieving the Element's vision for the Coliseum Area Showcase will bring with it the potential for impacts on surrounding neighborhoods. Creating a successful regional entertainment district will require that the City work with area businesses and residents to manage impacts relating to parking, local street traffic, noise, and night lighting. Improvements of facilities for bicyclists and pedestrians can help to alleviate some congestion and provide alternative access routes.

Achieving the Vision

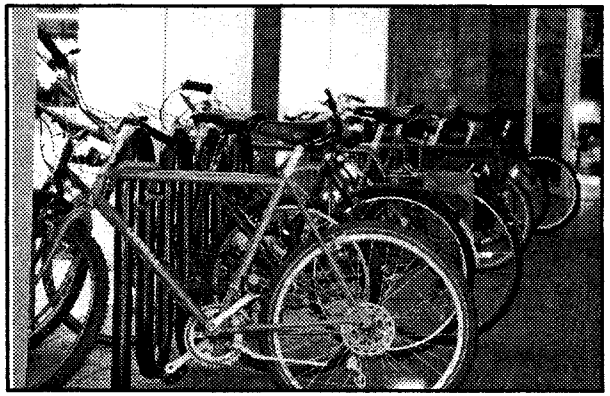
The Coliseum Area Showcase is at the center of the City's largest concentration of Regional Commercial uses. Redevelopment powers and other public investment will help to spur the transition of the area from its current mix of relatively low-intensity uses to a consistently higher-intensity environment designed to attract residents and visitors.

As reflected by the Regional Commercial Land Use classification, development in the Coliseum Area Showcase is intended to be large-scale. While the types of uses envisioned are most often associated with auto access, the Coliseum BART station provides a great opportunity to provide rail access (perhaps linked with a district shuttle) to Regional Commercial uses.

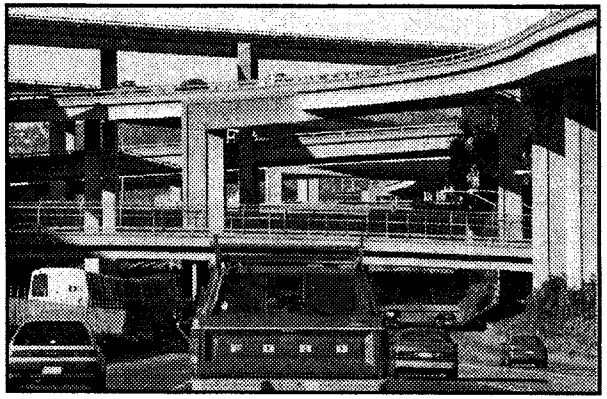
Transportation and Transit-Oriented Development



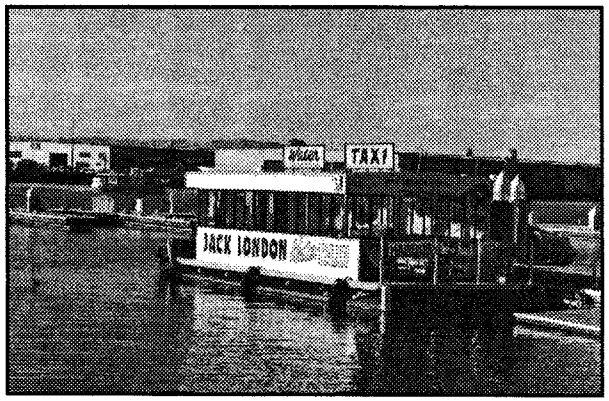
Railroad Service through the Jack London District



Bicycle Facilities Downtown



The Mac Arthur Freeway "Maze"



Water Taxi at Jack London Square

Envision yourself going easily to almost any place in the Bay Area. Careful coordination of the region's many transportation systems-- rapid transit, passenger rail, ferry, bus, and freeway--has made it easier for commuters and travelers. Getting around Oakland is an even simpler task--residents can now hop on bus, light rail, trolley, or shuttle to reach their desired destinations. Streets and land development patterns have been redesigned with pedestrians and bicyclists in mind, making Oakland a safer place to live. The seaport and airport are thriving, high volume carriers of goods and passengers to and from national and international destinations. Meanwhile, higher-density housing and commercial uses have been concentrated around public transportation centers, forming the nucleus of neighborhoods of the future.

Oakland is at the convergence of local, regional, and worldwide routes. The majority of these system are owned, maintained, operated by other agencies: Freeways (Caltrans); Bus and BART lines (AC Transit and BART); Seaport and Airport (Port of Oakland); and rail lines (Railroads). Oakland only directly controls local road and infrastructure improvement. The role of the Element is to guide and influence the actions of these many agencies to ensure that transportation concerns are addressed to improve Oakland's economy, accessibility, and future prospects.

The Policy Framework for transportation and transit-oriented development reflects the many roles the transportation system has in contributing to the City's economy, its form, and the mobility of its residents and workers. Policy goals include:

- **Capitalize on our location:** Take full advantage of Oakland's position as a major West Coast transportation hub
- **Integrate land use and transportation planning:** Integrate transportation and land use planning at the neighborhood, city and regional levels by developing transit orientated development, where appropriate, at transit and commercial nodes
- **Reduce congestion:** Reduce congestion and improve traffic flow by developing and interted road system and traffic demand management system that provides an appropriate mix of mobility and accessibility through out the city
- **Promote alternative transportation options:** Reduce dependency on the automobile by providing facilities that support use of transportation modes
- **Find funding:** Program and provide adequate funding for needed transportation facilities and services, and related investments
- **Safety:** Provide safe streets
- **Improve the environment:** Improve air quality and reduce exposure to traffic noise

"Oakland needs a Transportation Plan."

- Marguerite Fuller, General Plan Congress, 1997

These goals are briefly discussed in the context of the policy themes for transportation, below.

Regional and Worldwide Transportation Hub

As a regional transportation hub, Oakland can capitalize on its well-located Port facilities and transportation networks. The City will continue to work with the Port of Oakland and transportation carriers to maintain and upgrade cargo and freight-handling facilities and systems to meet future market demands. The policy framework calls for supporting the Port of Oakland's

efforts to compete as a primary port of call in the West Coast shipping industry and to expand the carrying capacity of the airport, with an emphasis on reducing truck traffic and parking in nearby residential areas.

Integrated Transportation Network

While Oakland is a largely built-out city, there are opportunities for development of a better-integrated road system and increased mobility for residents, business, and visitors. Chapter 3 of the Element identifies the projects the City proposes to undertake in the coming decades to improve the transportation network. The Policy Framework suggests a hierarchical network of roads and public transit corridors that will accommodate the desired level of growth and development in Oakland. The City will promote and participate in both local and regional strategies to manage traffic supply and demand where unacceptable levels of service exist or are forecast to exist. In a few areas of the City, such as downtown and near neighborhood activity centers, it is suggested that pedestrian traffic flow would take precedence over the traffic flow of automobiles.

Encouraging Alternative Means of Travel

A key challenge for Oakland is to encourage commuters to carpool or use alternative modes of transportation, including bicycling or walking. The Policy Framework proposes that congestion be lessened by promoting alternative means of transportation, such as transit, biking, and walking providing facilities that support alternative modes, and implementing street improvements. The City will continue to work closely with local and regional transit providers to increase accessibility to transit and improve intermodal transportation connections and facilities. Additionally, policies support the introduction of light rail or trolley buses along appropriate arterials in heavily traveled corridors, and expanded use of ferries in the bay and estuary.

Finding Funding for Improvements

Oakland needs funding for transportation facilities and services. As a regional transportation center, regional support is needed to enable continuous upgrades and maintenance of the transportation system. While some transportation improvements can be realized as part of development agreements with large scale builders, in many instances the transportation network improvements needed in Oakland have a much greater scope than one project is able to, or should,

support. For this reason, Oakland needs to leverage local funds and aggressively compete for grants, matching funds, and other types of support for infrastructure improvement and maintenance.

Working to Increase Safety

As a city of neighborhoods, Oakland must provide safe access to commercial uses, recreational facilities, and local services. Many residents express concern about speeding traffic in their neighborhoods. In response, the City has spent the last two years researching and instituting a number of traffic calming methods. The Policy Framework suggests that the City continue its efforts to slow traffic. Oakland will also strive to make all of its streets bicycle and pedestrian friendly, while balancing the need to transport goods through town and allow for the passage of emergency vehicles. The primary aim of the section is toward maximizing use of the existing transportation infrastructure while achieving greater safety.

Improving the Environment

Air quality and the noise impacts of vehicles are issues for every city in the Bay region. For over three decades, federal, state and regional agencies have been working to improve our air quality and reduce noise levels. Air quality is addressed in policies in the Open Space, Conservation and Recreation Element, and the city's Noise Element considers noise issues and policies. The Element's integrated approach to a sustainable land use and transportation pattern supports environmental protection goals.

COMMERCIAL VEHICLE, RAIL, SHIP, AND AIR TRANSPORTATION

Objective T1

Provide adequate infrastructure and land for the needs of rail, shipping, commercial and manufacturing uses, balancing this need with those of surrounding residential neighborhoods.

Oakland is the transportation hub of the East Bay. Local, regional, national, and international routes converge in Oakland, offering a wide range of destinations and transportation options. These features reaffirm the City's role as a regional center and boost its efforts to attract new businesses. By addressing future development in relation to the transportation network, Oakland will be more able to meet the transportation needs of business, the community, and visitors. As the operator of the seaport and airport, the Port of Oakland plays a significant and unique role in the planning, development, and implementation of many projects within Port jurisdiction.

I-880 serves as the primary regional facility for goods movement, particularly since trucks are prohibited on I-580 through Oakland. Proximity to the seaport, airport and the City's industrial areas combine to give the I-880 corridor the highest percentage of trucks on Oakland freeways despite high levels of congestion in the corridor, since trucks lack alternative routes. See Seaport and Airport/Gateway Showcases in the Waterfront section of this chapter and the description of Transportation Plan projects in Chapter 3 for further discussion.

Policy T1.1 Supporting the Port.

Support the Port of Oakland's efforts to compete as a primary Port of Call for the West Coast shipping industry.

Policy T1.2 Improving Transportation Links.

Improve all types of transportation links including the Air BART shuttle service,between the Airport and business and neighborhood activity centers and the City.

Policy T1.3 Expanding Airport Capacity.

Expand the passenger and cargo handling capacity of the Oakland International Airport.

Policy T1.4 Marketing Oakland.

Encourage, promote, and support region-serving business, tourism industries, and businesses related to the transportation industry, to locate or relocate to Oakland.

REDUCE TRUCK IMPACTS

Objective T1.5

Reduce truck traffic impacts on residential neighborhoods

Many industrial activities that need trucking services are located adjacent to residential areas. Impacts such as noise, odor, and parking congestion due to trucks directly affect residents' quality of life.

Policy T1.5 Locating Truck Services.
Truck services should be concentrated in areas adjacent to freeways and near the seaport and airport, while ensuring the attractiveness of the environment for visitors, local business, and nearby neighborhoods.

Policy T1.6 Designating Truck Routes.
An adequate system of roads connecting port terminals, warehouses, freeways and regional arterials, and other important truck destinations should be designated. This system should rely upon arterial streets away from residential neighborhoods. (See the Truck Route Diagram in Volume II of the Land Use and Transportation Element.)

Policy T1.7 Routing Freeway Construction
New or expanded freeway construction should be routed through areas containing land uses which can tolerate any anticipated future noise impact, and/or incorporate special design features or traffic controls which will offset the impact.

Policy T1.8 Re-routing and Enforcing Truck Routes.
The City should make efforts to re-route truck traffic away from neighborhoods, wherever possible, and enforce truck route controls.

INTEGRATING TRANSPORTATION AND LAND USE PLANNING

Objective T2

Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.

Transportation and land use patterns are integrally linked. In general, high density development tends to encourage the use of public transit while lower densities encourage auto use, including carpools. Where people can live close to their jobs and other destinations, bicycling and walking become viable travel modes. The physical layout of commercial districts can promote or discourage pedestrian-oriented shopping. Concentrating high density residential and mixed use development along transit corridors and at BART stations can help to promote the use of public transit, which in turn can make such developments viable. Industrial and shipping activities work best when they have good access to regional freeway and rail.

Policy T2.1 Encouraging Transit-Oriented Development.
Transit-oriented development should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail. (The vision for each of Oakland's BART Stations is discussed on the next several pages.)

Transit-Oriented Districts

After seeing the region expand through suburbanization of jobs and housing in the post-war period, many people are rethinking how communities are designed, with respect to where we live, where we work, and how we get around. One planning concept, transit-oriented development (TOD), takes advantage of fixed transportation systems and provides the means to integrate transit and land use planning. The General Plan envisions a future city pattern in which each of the BART stations is at the center of a mixed-use transit-oriented district that relates the station site to surrounding activities.

This section discusses the opportunities provided at each BART Station location, as well as at the Eastmont Town Center, a site with tremendous opportunities for reuse and intensification that has a high level of service provided by AC Transit. The draft policies propose that transit districts consist of mixed-use developments in a pedestrian-oriented setting. These communities would house a variety of commercial and residential uses, have structured parking, encourage both day and night activities, provide additional public space, and strengthen surrounding neighborhoods.

Downtown TODs: 12th and 19th Street Stations

The 12th and 19th Street BART stations help define the Broadway spine, the highest-intensity business district in Oakland. The transportation capacity provided by BART is critical to making possible the density and variety of development envisioned by the General Plan (see also Downtown Showcase in the Downtown section in this chapter). Increased variety and intensity of activity in the City Center and Kaiser Center areas, and the Uptown Retail/Entertainment district will all take advantage of BART access. Mixed use commercial, office, and residential development will all be welcome in the Downtown TODs, provided that uses and development standards reinforce the area's urban quality and pedestrian-friendly nature.

The 12th and 19th Street TODs each have a distinct flavor, which will be enhanced with completion of buildings now under construction, reuse of now-vacant space, and future projects. At 12th Street, the City Center district is the seat of government, and home to many service and professional businesses. As a transportation hub, 12th Street is a major transfer point for regional and intercity travelers as well as those with local destinations. At 19th Street the emphasis is on

corporate headquarters, occupying a mix of historic buildings and more contemporary architecture and an overall environment that benefits from proximity to Lake Merritt.

Lake Merritt BART Station

The Lake Merritt BART station serves a concentration of government offices cultural, and institutional users – Laney College, the Oakland Museum, Henry J. Kaiser Convention Center, BART and MetroCenter offices, as well as nearby Chinatown destinations. In 1997 there are few development sites near the station, but intensification of activities would be welcome and consistent with the objectives of the General Plan. The Laney College parking lot offers a potential development site that might help to create a Transit Oriented District at Channel Park, as described in the Policy Framework for Downtown.

Fruitvale BART Station

Located at the heart of Oakland's most ethnically diverse district, the Fruitvale BART Station is envisioned as a "Transit Village": a catalyst for community revitalization that provides a variety of retail opportunities, housing, and community services. This vision is the product of a long-time collaborative effort led by the Spanish Speaking Unity Council that includes residents, community groups, BART, and City of Oakland staff, who have worked together to assemble the plan and financing for the new development. A fine grain of moderate-density residential uses adjoin the site of the Transit Village to the east and support the businesses along International Boulevard (E. 14th Street), which is designated as a Regional Transit Street to support the provision of light rail or electric trolley buses. New development at the Transit Village will improve the connection of existing transit service and the commercial core of the neighborhood and provide a focal place for cultural events, shopping and business opportunities, as well as a variety of new moderate density housing types.

Coliseum/Airport BART Station

The Coliseum/Airport BART station is at the edge of two districts: neighborhoods of largely single-family homes, and the Coliseum Area Showcase. The station's varied transportation users--East Oakland residents and workers, Coliseum patrons, and Oakland International Airport users and Airport employees-- reflect the diversity of its surroundings. The station itself is constrained by a difficult site, with railroad tracks and elevation changes limiting easy improvements. However, in the future, the railroad right-of-way may become available and could provide additional access options for this Transit-Oriented District. The Transit-Oriented district should aid the transition between neighborhoods and the regional attractions at the

Coliseum/Airport and vicinity. Any new land uses that capitalize on the station's location and ridership must be designed to be compatible with adjoining housing.

MacArthur BART Station

MacArthur BART is uniquely situated as the central hub and transfer point of the BART system, with trains arriving and departing to destinations around the Bay Area. Four major arterials that support local traffic and commerce are adjacent to the station -- Telegraph Avenue, MacArthur Boulevard, 40th Street, and Martin Luther King, Jr. Way. As the central hub, MacArthur BART has been proposed as a Maximum Access Station, a designation that must complement the type and density of uses in the surrounding development area, now characterized by mixed housing types and neighborhood-serving retail uses. Proposals to "open up" the Station entrance on the Martin Luther King Jr. Way side of the site are also being explored by BART and citizens concerned about providing safe and convenient access for Martin Luther King Jr. Way businesses and residents. New development around the station should capitalize on its maximum access potential to create business and residential revitalization, enhance the safety of the neighborhood, provide secure parking, improve station access, and encourage pedestrian activity and the use of public transportation.

Rockridge BART Station

The Rockridge neighborhood is an outstanding example of a Transit-Oriented District, with College Avenue as its spine. The mixed-housing type neighborhood benefits from BART and north/south bus service connecting to Downtown Oakland, San Francisco, UC Berkeley and commercial and housing destinations. Small-scale shops, services, and restaurants all contribute to a lively and very walkable environment. This area should continue to develop as a mixed use area supporting increased housing and commercial opportunities. Significant change to the BART station, area densities or land uses are not expected over the life of the General Plan.

West Oakland BART Station

West Oakland BART is uniquely situated as the first station linking San Francisco and Oakland, and the only station serving four BART routes. The station also has a possible future connection to the Capitol Corridor train, if funding becomes available. While the station area has primarily served commuter travel and parking needs, an increased intensity of use is expected upon completion of the new Cypress Freeway and removal of the former freeway. The West Oakland community is in discussion about how best to use the area vacated by the

former Cypress and to capitalize on the anticipated beautification of the nearby Mandela Parkway corridor. Development of a Mandela Parkway "Transit Village" with retail stores and vital community services has been promoted as a possible option, combining provision of much needed services with the revitalization of the 7th Street corridor near the station. The South Prescott neighborhood would be strengthened by the addition of compatible housing nearby.

Eastmont Town Center

The Eastmont Town Center area offers an exciting opportunity for the creation of a mixed-use living and working environment, since it is well located on a Regional Transit Street to become a transit-oriented district. Several major transit lines and corridors of the transportation network meet at Eastmont Town Center, and revitalization plans are assessing how best to include and encourage use of multi-modal access to the site. The 73rd Avenue arterial offers a direct route to the Coliseum area, I-880, and the Airport, while cross-town routes such as MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue also serve the site from Elmhurst and Fruitvale neighborhoods. The addition of well-designed, generously landscaped and compatible housing and neighborhood services to the mall area would strengthen this neighborhood and provide a revitalized activity center for the wider East Oakland area.

"The time factor to get from Point A to Point B is critical...we need to see some clear picture of how we can improve transportation."

- Sylvester Grisby, General Plan Congress, 1997

Policy T2.2 Guiding Transit-Oriented Development.
Transit-oriented developments should be pedestrian oriented, encourage night and day time use, provide the neighborhood with needed goods and services, contain a mix of land uses, and be designed to be compatible with the character of surrounding neighborhoods.

Policy T2.3 Promoting Neighborhood Services.
Promote neighborhood-serving commercial development within one-quarter to one-half mile of established transit routes and nodes.

Policy T2.4 Linking Transportation and Economic Development.
Encourage transportation improvements that facilitate economic development.

Policy T2.5 Linking Transportation and Activities.
Link transportation facilities and infrastructure improvements to recreational uses, job centers, commercial nodes, and social services (i.e., hospitals, parks, or community centers).

TRANSPORTATION NETWORKS

Objective T3

Provide a hierarchical network of roads that reflects desired land use patterns and strives for acceptable levels of service at intersections.

In general, local traffic in Oakland flows relatively smoothly, although some locations experience back-ups at certain times of day and freeways are often congested at peak hours. To promote alternative forms of transit, measures will be needed to ensure that buses, carpools, and bicycles can travel to their destinations with a minimum of delay. However, care must be taken to ensure that measures to reduce congestion do not inadvertently encourage the use of single occupant vehicles. In addition, a certain level of traffic congestion may be desirable in some locations to slow traffic and promote a more bicycle and pedestrian-oriented environment. Projects to meet the objectives of this section are identified in Chapter 3.

Policy T3.1 Defining Transportation Hierarchies.
The City should define a hierarchical network of public transit corridors.

Policy T3.2 Promoting Strategies to Address Congestion.
The City should promote and participate in both local and regional strategies to manage traffic supply and demand where unacceptable levels of service exist or are forecast to exist.

Policy T3.3 Allowing Congestion Downtown.
For intersections within Downtown and for those that provide direct access to Downtown locations, the city should accept a lower level of service and a higher level of traffic congestion than is accepted in other parts of Oakland. The desired pedestrian-oriented nature of Downtown activity and the positive effect of traffic congestion in promoting the use of transit or other methods of travel should be recognized.

Policy T3.4 Emerging New Technologies.
The City should encourage the use of new technologies in traffic control devices to maximize efficiency of car, bicycle, and pedestrian traffic.

Policy T3.5 Including Bikeways and Pedestrian Walks.
The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.

Policy T3.6 Encouraging Transit.
The City should encourage and promote use of public transit in Oakland by expediting the movement of and access to transit vehicles on designated "transit streets" as shown on the Transportation Plan. (Policies T3.6 and T3.7 are based on the City Council's passage of "Transit First" policy in October 1996.)

Policy T3.7 Resolving Transportation Conflicts.
The City, in constructing and maintaining its transportation infrastructure, should resolve any conflicts between public transit and single occupant vehicles in favor of the transportation mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to the environmental, public safety, economic development, health, and social equity impacts.

Policy T3.8 Screening Downtown Parking.
Cars parked in downtown lots should be screened from public view through the use of ground floor store fronts, parks and landscaping, or other pedestrian-friendly, safe, and attractive means.

Policy T3.9 Providing Parking for Transportation.
The City should strive to provide parking for multiple modes of transportation throughout the city where it is needed and does not unduly disrupt traffic flow.

Policy T3.10 Balancing Parking Demands and Economic Development Activity.
The City should balance the parking demands and parking charges in City-owned facilities with the need to promote economic activity in certain areas (such as Downtown and neighborhood commercial areas).

Policy T3.11 Prioritizing Parking.
Parking in residential areas should give priority to adjacent residents.

ALTERNATIVE MODES OF TRANSPORTATION

Objective T4

Increase use of alternative modes of transportation.

More than half of Oakland's employed residents drove alone to work in 1990. Although this figure is below the County and regional average of two-thirds drive-alone commuters, it still represents the majority of Oakland workers and a slight increase over 1980 levels. Meanwhile, the percentage of residents who commute by public transit has declined, while those using carpools and other modes have stayed about the same. Almost one-quarter of the city's households have no car available. These residents must rely on other forms of transportation, such as public transit, bicycling, or walking. If Oakland is to reduce dependence on the single occupant vehicle and ensure that all residents can easily get to their jobs, shopping, school, recreational facilities, and other destinations in a timely manner, viable alternatives to the automobile must be available.

Policy T4.1 Incorporating Design Features for Alternative Travel.
The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking.

Policy T4.2 Creating Transportation Incentives.
Through cooperation with other agencies, the City should create incentives to encourage travelers to use alternative transportation options.

Policy T4.3 Reducing Transit Wasting Times.
The City should encourage transit operators to reduce waiting times for users by coordinating schedules and maintaining intervals of fifteen (15) minutes or less between buses during peak daytime periods. (See Chapter 3 for more detailed standards for Transit Streets.)

Policy T4.4 Developing Light Rail or Electric Trolley.
The City supports the development of light rail or trolley bus along Regional Transit streets in high travel demand on corridors. (See the Transportation Diagram and Chapter 3 for more detailed standards for Transit Streets.)

Policy T4.5 Preparing a Bicycle and Pedestrian Master plan.
The City should prepare, adopt, and implement a Bicycle and Pedestrian Master Plan as a part of the Transportation Element of this General Plan.

Policy T4.6 Making Transportation Accessible for Everyone.
Alternative modes of transportation should be accessible for all of Oakland's population. Including the elderly, disabled, and disadvantaged.

Policy4.7 Reusing Abandoned Rail Lines.

Where rail lines (including siding and spurs) are to be abandoned, first consideration should be given to acquiring the line for transportation and recreational uses, such as bikeways, footpaths, or public transit.

Policy T4.8 Accommodating Multiple Types of Travel on the Bay Bridge.

The City should encourage the design and engineering for the new Bay Bridge to accommodate multiple means of access and travel by automobiles, trucks, transit, bicycles, pedestrians, and future mass transit.

Policy T4.9 "Gateway" Public Access Area

The City, in concert with the East Bay Regional Park District, Port of Oakland, Oakland base Reuse Authority, and Bay Conservation and Development Commission, should support development of a significant new "gateway" public park area at the terminus of the San Francisco/Oakland Bay Bridge east span that is accessible by auto, bicycle, or walking (See also the Open Space, Conservation, and Recreation Element).

Policy T4.10 Converting underused Travel Lanes.

Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities.

FUNDING

Objective T5

Secure funding for transportation infrastructure improvements and maintenance.

In recent years, the trend has been away from building major new transportation facilities and toward increasing the efficiency of existing systems through better management. However, the transportation improvements in Chapter 3 do include some new facilities for trucks, cars, bicycles, and pedestrians. Major improvements to existing facilities are also under construction or proposed, including the widening of 98th Avenue, a new pedestrian bridge over the I-880 freeway near 98th Avenue, and seismic upgrade and reconfiguration of several I-880 freeway interchanges. These are major capital projects, for which funding will need to be found not only for construction, but operation and maintenance.

Policy T5.1 Funding for Infrastructure.

Funding for infrastructure projects should be long term and include operating and maintenance as well as capital development.

Policy T5.2 Ranking Capital Improvement Projects.

A system to rank capital improvement program projects should be developed. Ranking criteria should include public safety, equity to different neighborhoods in Oakland, potential to support

economic development, consistency with "transit first" principles, system maintenance cost, travel convenience, travel cost savings, environmental impacts, attractiveness, and reduced public expenditures.

Policy T5.3 Prioritize Infrastructure Improvements.
Infrastructure improvements should be prioritized to prevent deterioration of existing infrastructure.

Policy T5.4 Considering a Range of Funding Strategies.
A range of strategies to provide funding for transportation improvements should be considered, including, but not limited to, special user fees, development impact fees, or assessment districts.

SAFETY

Objective T6

Make streets safe, pedestrian accessible, and attractive.

In the past few years, public hearings have been held throughout the city on reducing traffic in the neighborhoods by slowing it down or redirecting it to arterial streets. Measures that have been suggested include speed bumps, traffic diverters, traffic circles, stop signs, and retiming of signals. Some of these have been implemented, but funding is insufficient to meet all of the public's requests. In addition, the location and design of some freeway ramps tends to direct traffic onto local streets and through neighborhoods. Measures to reduce traffic impacts need to be prioritized and coordinated with overall circulation planning. Pedestrian-oriented streetscapes usually include facilities such as corner transit stops, median strips, wide sidewalks, benches or seating, lighting, and signs, as well as amenities such as street trees and landscaping.

Policy T6.1 Posting Maximum Speeds.
Collector streets shall be posted at the lowest possible speed (usually a maximum speed of 25 miles per hour), except where a lower speed is dictated by safety and allowable by law.

Policy T6.2 Improving Streetscapes.
The city should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented and include lighting, directional signs, trees, benches, and other support facilities.

Policy T6.3 Making the Waterfront Accessible.
The waterfront should be made accessible to pedestrians and bicyclists throughout Oakland.

Policy T6.4 Rebuilding Freeways.
In the event of a major disaster, necessitating reconstruction of the I-880 freeway, it should be rebuilt below ground in the downtown/Jack London Square area.

Policy T6.5 Protecting Scenic Routes.

The City should protect and encourage enhancement of the distinctive character of scenic routes within the city, through prohibition of billboards, design review, and other means.

AIR QUALITY

Objective T7

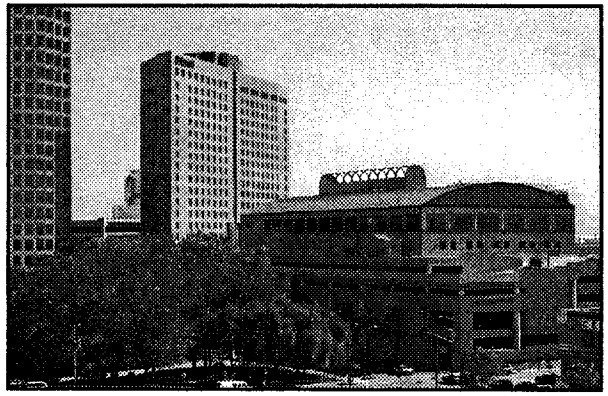
Reduce air pollutants caused by vehicles.

See Policy CO-12.1, from the Opan Space, Conservation, and Recreation Element.

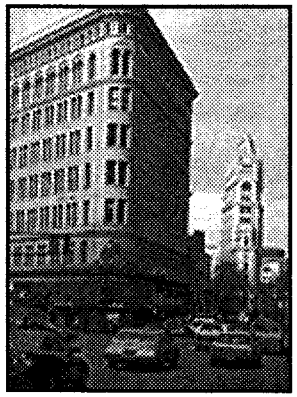
Downtown

"A basic source of economic strength in a central district--and one of the reasons it is the most interesting and active place in the city--is the wide variety of functions that are performed there ... In many ways the central district is the city."

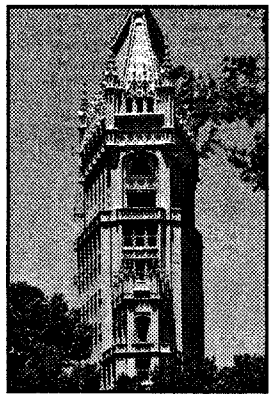
- Judy Rowe, General Plan Congress, 1966



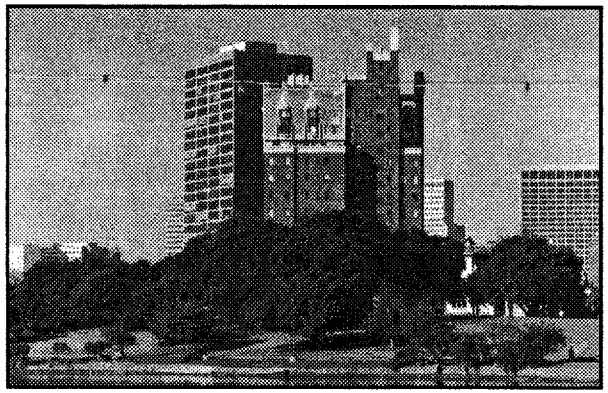
Marriot with the Warriors' Practice Facility



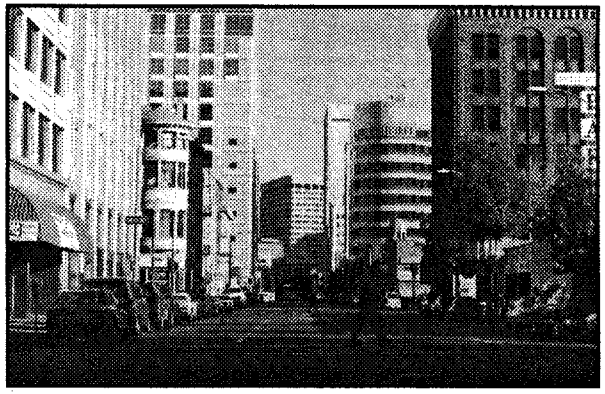
Broadway Building



Cathedral Building



High-rise housing near Lake Merritt



Urban character along Broadway

Envision yourself taking an early evening walk up Broadway through Oakland's revitalized downtown. On the right is Chinatown, where food markets remain busy as restaurants open for dinner. On the left are the Victorian buildings of Old Oakland, where shoppers meander through galleries and boutiques. Passing City Center, you see a stream of workers, some heading toward the BART station and bus stops, some walking home. Around 20th Street, joggers head east to Lake Merritt for a pre-sunset lap. A line of theatergoers begins to form outside the Paramount. Across the street, a couple, groceries in hand, walks back to their downtown apartment. Buses are everywhere, shuttling people to and from this dynamic mix of twenty-four hour activity.

DOWNTOWN SHOWCASE

The Element promotes the continued evolution of Downtown Oakland as a vibrant mixed use environment of distinctive subdistricts at the forefront of the regional economy. Downtown's designation as an Oakland Showcase highlights the district's local and regional importance.

Facts and Figures

Location, location, location. At the heart of the BART system, in close proximity to major region-serving freeways, beautiful Lake Merritt, the energized Jack London District Waterfront, the Channel Park Cultural and educational area, Chinatown historic office buildings, and architecturally significant urban density neighborhoods, the business center of Oakland has it all. Various development cycles through the years have affected the appearance and vitality of downtown. Downtown Oakland was a prosperous hub of commerce and employment through most of the century, with abundant shopping and work opportunities and a vibrant bustling atmosphere. But starting in the 1970's and through the early 1990's the atmosphere of downtown began to change as a result of many factors. These included an increasing reliance on automobile travel, availability of affordable housing and employment centers in outlying areas, and the advent of regional shopping malls. Downtown Oakland, like many older urban centers, began to decline in prominence as a residential and commercial hub.

Throughout these transformations, Downtown continued to dominate the East Bay office market. In 1981, Oakland had about 7.3 million square feet of office space. By 1993, Downtown had approximately 13 million square feet of office space and 80,000 workers. In the late 1980s and early 1990s, the national economic recession and tightening of the financial lending market translated into a local decline in office construction and an increase in vacancy rates.

With the recent upturn in the national economy the future again looks very bright for downtown. In the period from 1995 to 2015, job and population growth in the Downtown are expected to be robust, each increasing approximately 30%. The great majority of new jobs are anticipated to be office jobs in the government, business services, finance, communications and high technology sectors. These key sectors are established as future targets in the Citywide Economic Development Strategy, and they comprise vital components of a vibrant downtown economy of the future.

In addition to being an employment center, Downtown is also a neighborhood--or a collection of neighborhoods. Chinatown, Old Oakland, the Gold Coast, and other Downtown residential areas combined had a total of 6,600 housing units in 1995, and a population exceeding 11,400. Residents as well as local workers and businesses help support Downtown retailing and restaurants.

The Downtown Showcase includes unique assets for the city and region: Lake Merritt, the nation's first wildlife refuge, was established in 1870. Laney College and the Alameda County library are major educational resources. Cultural, performing and fine arts facilities include the historic Paramount and Fox Theaters and the Oakland Museum of California. As Downtown Oakland stretches toward the Bay it meets the waterfront at Jack London Square.

Vision for the Future

The vision for Downtown established by the Element's Policy Framework promotes the role of Downtown as a mixture of vibrant districts, each with a unique identity, all contributing to around-the-clock activity and continued expansion of job opportunities. The goals for downtown seek to expand the role that the district plays in the lives of local residents and surrounding communities by attracting people into the area with exciting cultural and social opportunities, recognizing that Downtown can be a source of pride for all residents, workers, and visitors to Oakland.

Key components of the vision for Downtown are support for growth in office activity and increasing the population through new Downtown housing. Expanding the number of downtown residents will also support employment and will enhance Downtown as a seven-day-a-week, 24-hour-a-day destination.

Downtown Goals

- **To promote downtown Oakland's position as a dynamic economic center for the region.**
- **To serve as a primary communications, office, government, high technology, retail, entertainment, and transportation hub for Northern California.**
- **To become a premier location in the region for urban residential living, by building upon existing neighborhoods, and by promoting and expanding a pedestrian-friendly, diverse and exciting range of housing, social, cultural, and arts opportunities.**
- **To further develop, support, revitalize, and promote the distinct, attractive urban character of each of the downtown districts, and to respect historic resources.**

Achieving the Vision

The Element provides maximum flexibility for both horizontal and vertical mixing of a wide variety of land uses in the Downtown. Broadway serves as the linkage from the neighborhoods to the waterfront, connecting housing areas to the Financial District, Uptown, City Center, Old Oakland, Chinatown, and the South of Nimitz area to the Jack London District. Subsequent planning and design studies may distinguish among Downtown subdistricts to heighten their identities and meet goals for Downtown. This may be achieved through differentiating uses, development standards, urban design elements or features of the transportation system. In particular, zoning and other implementing activities should explore establishing boundaries for major office development that maintain a large supply of sites and clearly identify Downtown's housing areas and provide for their maintenance and enhancement.

Downtown job growth can be accommodated largely through construction of taller buildings and revitalization and reuse of underutilized properties. Revitalization is already under way with projects approved or planned that will add hundreds of new housing units to the Old Oakland and Gateway neighborhoods, new office jobs to the Broadway corridor, and new entertainment/retail activity along portions of Telegraph Avenue and in Jack London Square.

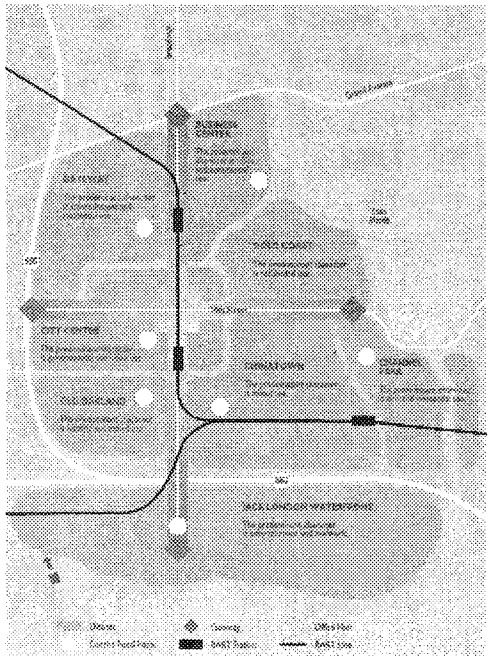
Implementing the General Plan in other parts of the City will help achieve objectives for Downtown. High-rise office development will be allowed only in Downtown. Other office areas should be differentiated from the core downtown office district through distinct development standards and height and bulk controls. Any office development southwest of I-880 and in other areas of the City should offer a different type of office environment that competes with locations in other cities rather than with Downtown offices.

Although the office market is the strongest economic sector downtown, it is not so strong that it can be taken for granted and expected to prosper without continuing local support. Public policy should continue to encourage and include actions to support and attract office activities downtown and support the very substantial public investments in Downtown.

The Downtown Objectives and Policies address a wide range of issues and concerns, including design standards, transportation, housing opportunities for a range of incomes, and approaches to supporting both residential and commercial activity in the Downtown.

Objective D1

Enhance the identity of Downtown Oakland and its distinctive districts.



Downtown Subdistricts

- Moore, Iacofano, Goltsman, 1996

Downtown Objectives and Policies

Downtown Oakland is composed of a variety of distinct and active districts, containing business, cultural, and residential elements. Each of the unique characteristics, identities, and potentials of these areas should be explored and built upon by future development and conservation efforts.

Policy D1.1 Defining Characteristics of Downtown.

The characteristics that make downtown Oakland unique, including its strong core area; proximity to destinations such as the Jack London waterfront, Lake Merritt, historic areas, cultural, arts, and entertainment activities; and housing stock, should be enhanced and used to strengthen the downtown as a local and regional asset.

Policy D1.2 Identify District Districts.

The downtown should be viewed as the compilation of a series of distinct districts, including but not limited to City Center, Chinatown, Old Oakland, the Broadway Corridor, Gateway, Kaiser Center, Gold Coast, the Channel Park area south of Lake Merritt, and the Jack London Waterfront. A distinct identity for these downtown districts should be supported and enhanced.

Policy D1.3 Planning for Chinatown.

The unique character of Chinatown, as a center for Asian-American culture, a regional destination point, and a district with a mixed housing type residential component, should be supported and encouraged.

Policy D1.4 Planning for Old Oakland.

Old Oakland should be respected and promoted as a significant historic resource and character-defining element, with Washington Street as its core. Residential development in Old Oakland should be of mixed housing type, with ground-floor retail where feasible.

Policy D1.5 Planning for the Gateway District.

New development and rehabilitation in the Gateway district should contribute to greater neighborhood cohesion and identity, emphasizing mixed housing type and urban density residential development.

Policy D1.6 Planning for Kaiser Center.

The Kaiser Center finance and office area should be strongly linked with the Broadway/19th St. office core, and sensitive to pedestrian-friendly open space amenities associated with Lake Merritt and Snow Park.

Policy D1.7 Planning for the Gold Coast.
The Gold Coast should be recognized and conserved as an established neighborhood providing urban density housing in a unique urban setting.

Policy D1.8 Planning for the Channel Park Arts, Educational, and Cultural Center.
The area south of Lake Merritt that includes Laney College, the Henry J. Kaiser Auditorium, the Oakland Museum, and Alameda County offices should be enhanced as a walkable, bicycle-friendly educational, cultural and institutional center in downtown Oakland. Efforts to strengthen this area's identity and create transportation linkages with the Jack London Waterfront, City Center, and the Financial District, and BART should be promoted.

Policy D1.9 Planning for the Channel Park Residential Area.
The area between the Channel Park Arts, Educational, and Cultural Center and the waterfront should be developed as a walkable urban residential district, incorporating commercial development and open space as appropriate to take advantage of the cultural and recreational amenities provided by the center and the channel to the estuary., and east transportation by BART.

Policy D1.10 Planning for the Jack London District.
Pedestrian-oriented entertainment, live-work enterprise, moderate-scale retail outlets and offices should be encouraged in the Jack London Waterfront area.

Policy D1.11 Supporting the Jack London District.
The continuing commercial growth and success of Jack London Square should be supported and linkages such as the Bay Trail, bicycle lanes, and pedestrian walks to downtown Oakland and the airport should be improved.

Policy D1.12 Planning for the Produce Market Area.
The Produce Market should be recognized as California's last example of an early twentieth century produce market. Should the wholesale distribution of produce be relocated to another site the character and vitality of this unique district should be encouraged in its reuse if economically viable

DESIGN

Objective D2

Enhance the visual quality of downtown by preserving and improving existing housing stock and encouraging new, high quality, development.

New housing developments in the downtown will provide urban dwellers with expanded options for living in a revitalized inner city, near major transportation lines, employment centers, state-of-the-art communication technology, and regionally known entertainment venues.

Policy D2.1 Enhancing the Downtown

Downtown development should be visually interesting, harmonize with its surroundings, respect and enhance important views in and of the downtown, respect the character, history, and pedestrian-orientation of the downtown, and contribute to an attractive skyline.

FOR PEDESTRIANS

Objective D3

Create a pedestrian-friendly downtown.

Pedestrian-Friendly areas will have amenities that provide for the comfort, safe passage, and convenience of people who are walking or using wheelchairs. Examples of this may include wide and unobstructed sidewalks, benches, landscaping, lighting, directional signs or kiosks, public art installations, and signal timing that allows for pedestrian flow over traffic flow.

Policy D3.1 Promoting Pedestrians.

Pedestrian-friendly commercial areas should be promoted.

Policy D3.2 Incorporating Parking Facilities.

New parking facilities for cars and bicycles should be incorporated into the design of any project in a manner that encourages and promotes safe pedestrian activity.

ECONOMIC REVITALIZATION

Objective D4

Increase the economic vitality of downtown.

The Economic Development Strategy (City of Oakland, 1997) for Oakland identifies attracting potential users of high intensity office development as a step toward enhancing downtown Oakland as the East Bay's primary regional employment center. Downtown Oakland is well-connected by transportation and communication networks, and is the seat of many Federal, State, County, and local government operations. Efforts at attraction and promotion of Oakland's downtown include materials which describe the amenities available for business, as well as the strength of the urban infrastructure.

Policy D4.1 Supporting Development.

Development activities should be supported through infrastructure improvements in the downtown.

Policy D4.2 Fostering a Positive Business Climate.

A positive business climate which encourages attraction of new businesses and retention and expansion of existing businesses in downtown Oakland should be fostered, promoting Oakland's locational (transportation) advantages and other amenities.

Policy D4.3 Attracting Employment to the Downtown.

Economic sectors that promote employment, are likely to grow, or will diversify the economic base should be attracted to the downtown.

Objective D5

Enhance the safety and perception of safety downtown at all hours.

Increased activity Downtown reduces opportunities for crime and the perception of crime. Providing exciting living opportunities in downtown districts also helps to increase security by assuring the presence of people and "eyes on the street" twenty-four hours a day.

Policy D5.1 Encouraging Twenty-Four Hour Activity.

Activities and amenities that encourage pedestrian traffic during the work week, as well as evenings and weekends should be promoted.

REHABILITATION AND RENEWAL

Objective D6

Eliminate blight caused by underutilized properties

Rehabilitation of earthquake damaged buildings, restoration of important historic resources, abatement of blight, and reuse of underutilized parcels are physical development activities that help to recast people's negative perceptions about Oakland's Downtown. Revitalization efforts also help to increase business opportunities, spur residential development, and expand tourism. For more information on the historic preservation policies, see the Historic Preservation Element.

Policy D6.1 Developing Vacant Lots.

Construction on vacant land or to replace surface parking lots should be encouraged throughout the downtown, where possible.

Policy D6.2 Reusing Vacant or Underutilized Buildings.

Existing vacant or underutilized buildings should be reused. Repair and rehabilitation, particularly of historic or architecturally significant structures, should be strongly encouraged. However, where reuse is not economically feasible, demolition and other measures should be considered. (Landmark and Preservation District properties must follow Policy 2.4 of the Historic Preservation Element.)

OFFICE

Objective D7

Facilitate and promote downtown Oakland's position as the primary office center for the region.

Continued advocacy of downtown Oakland's infrastructure, amenities, and sustainable location as the East Bay's primary regional office center is important, not only to counteract the region's tendency to allow creation of outlying office parks (sprawl), but to capitalize on the substantial public investment that has been made in Oakland.

Policy D7.1 Advocating for Downtown.

Downtown Oakland's advantages for regional office development, including its position as the hub for regional transportation, should be advocated at State and regional planning levels.

Objective D8

Build on the current office nodes near the 12th and 19th Street BART stations to establish these locations as the principal centers for office development in the city.

Current nodes of office development at Downtown BART stations should be enhanced and built upon. (For a discussion of the vision for development at each of Oakland's BART stations, please see the section on Transit-Oriented Districts, in the Transportation and Transit-Oriented Development section of Chapter 2.)

Policy D8.1 Locating Office Development.
New large scale office development should be primarily located along the Broadway corridor south of Grand Avenue, with concentrations at the 12th Street and 19th Street BART stations. The height of office development should respect the Lake Merritt edge. Small scale offices should be allowed throughout the downtown, including in the downtown neighborhoods, when compatible with the character of surrounding development.

Policy D8.2 Respecting Public Parks.
Future office development on Harrison Street opposite Lakeside Park and Snow Park should provide ground level landscaped open space to soften the edge between public park land and the office core. This space should be clearly accessible to office workers and the public.

Policy D8.3 Attracting Private Office Development.
Private office development should be aggressively attracted to the downtown.

Policy D8.4 Developing the Broadway Spine.
The Broadway spine, particularly near the 12th Street/City Center BART station, should be the primary location of new public office development.

COMMERCIAL

Objective D9

Emphasize the establishment, promotion, and retention of commercial businesses that serve the needs of downtown workers and residents.

Oakland continues to strive to attract commercial businesses to support active office and housing environments in Downtown.

Policy D9.1 Concentrating Commercial Development.
Concentrate region-serving or "destination" commercial development in the corridor around Broadway between 12th and 21st streets, in Chinatown, and along the Jack London Waterfront. Ground floor locations for commercial uses that encourage a pedestrian-friendly environment should be encouraged throughout the downtown.

Policy D9.2 Meeting Daily Needs.
Downtown residents should have access to goods and services to meet their daily and long term needs within the downtown area.

HOUSING

Objective D10

Maximize housing opportunities in the downtown to create a better sense of community.

Increasing numbers of people living in the various downtown districts by providing the maximum range of housing types and densities will help to create more cohesive and sustainable downtown communities.

Policy D10.1 Encouraging Housing.
Housing in the downtown should be encouraged as a vital component of a 24-hour community presence.

Policy D10.2 Locating Housing.
Housing in the downtown should be encouraged in identifiable districts, within walking distance of the 12th Street, 19th Street, City Center, and Lake Merritt BART stations to encourage transit use, and in other locations where compatible with surrounding uses.

Policy D10.3 Framework for Housing Densities.
Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas.

Policy D10.4 Providing Housing for a Range of Needs.
Housing in the downtown should not be geared toward any one housing market, but rather should be promoted for a range of incomes, ownership options, household types, household sizes, and needs.

Policy D10.5 Designing Housing.
Housing in the downtown should be safe and attractive, of high quality design, and respect the downtown's distinct neighborhoods and its history.

Policy D10.6 Creating Infill Housing.
Infill housing that respects surrounding development and the streetscape should be encouraged in the downtown to strengthen or create distinct districts.

Policy D10.7 Developing Live-Work Spaces.
Locational and performance criteria should be developed for live-work developments.

MIXED USE

Objective D11

Foster mixed use developments to help create a diverse, lively, and vibrant downtown

Mixed Use developments can be vital locations that contain both living and working activities within one site. These types of development are ecologically preferable to those that separate housing from jobs and local services, in the downtown as well as along the city's corridors.

Policy D11.1 Promoting Mixed-Use Development.
Mixed use developments should be encouraged in the downtown for such purposes as to promote its diverse character, provide for needed goods and services, support local art and culture, and give incentive to reuse existing vacant or underutilized structures.

Policy D11.2 Locating Mixed-Use Development.
Mixed use development should be allowed in commercial areas, where the residential component is compatible with the desired commercial function of the area.

CULTURAL, ARTS, EDUCATION, AND ENTERTAINMENT

Objective D12

Make downtown Oakland a regional destination for innovative learning programs, cultural resources, art, and entertainment.

Oakland's strength as the most ethnically and culturally diverse city in the United States is a key reason for its attractiveness to the world. Oakland's diversity is expressed, in part, through art, cultural events, entertainment, and educational opportunities, which are vital components of a livable city.

Policy D12.1 Promoting Oakland's Strengths.
Build on and promote Oakland's educational resources, historic importance as an entertainment venue, existing cultural diversity, and strong arts community.

Policy D12.2 Focusing Large-Scale Activities Downtown.
The City should, where feasible and desirable, support and build upon the educational, cultural, art and entertainment resources in the downtown.

Policy D12.3 Locating Entertainment Activities.
Large scale entertainment uses should be encouraged to concentrate in the Jack London Waterfront and within the Broadway corridor area. However, existing large scale facilities in the Downtown should be utilized to the fullest extent possible.

Policy D12.4 Locating Smaller Scale Entertainment Activities.
Small scale entertainment uses, such as small clubs, should be allowed to locate in the Jack London Waterfront area and to be dispersed throughout downtown districts, provided that the City works with area residents and businesses to manage the impacts of such uses.

Policy D12.5 Incorporating Art in the Downtown.
Art should be part of the fabric of the downtown, located in public and private facilities, and in public spaces.

Policy D12.6 Supporting Educational.

Educational institutions should be supported in the downtown and encouraged to integrate with other downtown activities, including private businesses.

Policy D12.7 Diversifying Building Uses.

Diversification of the uses of civic and institutional buildings should be encouraged.

DOWNTOWN TRANSPORTATION

Objective D13

Create and coordinate a well-balanced regional and local transportation system to serve the downtown.

Balancing and meeting resident, business, and tourism needs for convenient automobile access with safe and reliable public transportation and pedestrian access is important for the vitality of the downtown area. Refer also to the Transportation Policy Section.

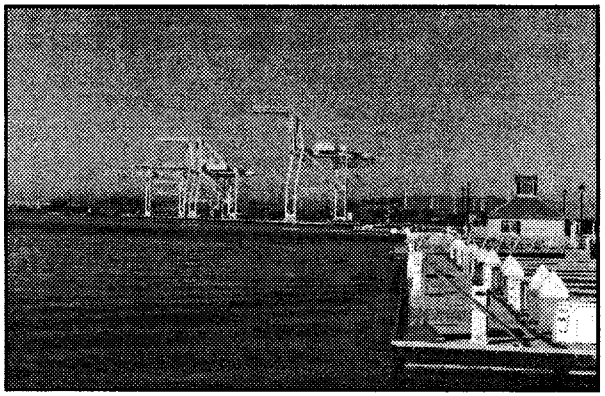
Policy D13.1 Coordinating Transportation Options.

A variety of transportation modes to and within all downtown districts should be coordinated to safely and efficiently move people and goods. Affordability and convenience are primary considerations.

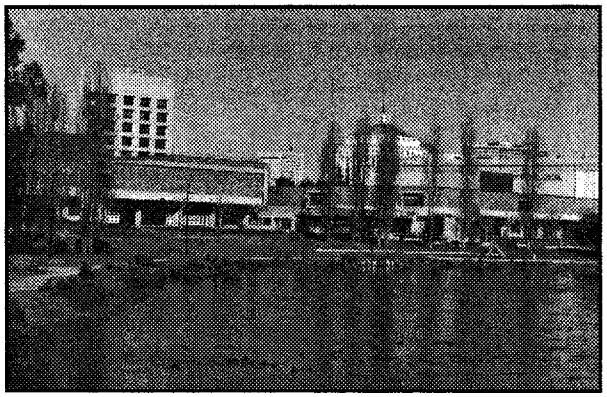
Policy D13.2 Providing Parking.

An adequate quantity of car, bicycle, and truck parking, which has been designed to enhance the pedestrian environment, should be provided to encourage housing development and the economic vitality of commercial, office, entertainment, and mixed use areas.

Waterfront

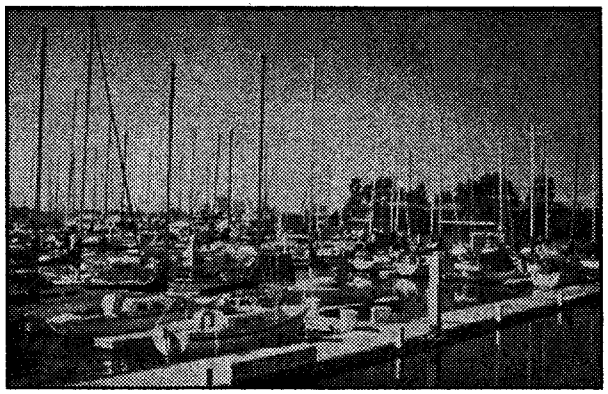


Port of Oakland: Seaport



Channel Park along Estuary

Jack London Square



Commercial Recreation Marina

Nineteen miles of shoreline define Oakland's western and southern edge--more shoreline than in any other Bay Area city. This amenity offers a wealth of future possibilities. The 1990s have brought a heightened awareness of the City's potential to claim its waterfront as a central identifying feature. Community members, city leaders, planning and design professionals, and civic organizations have studied, discussed and appreciated the waterfront for its diversity and its potential. All have concluded that the waterfront has been cut off from the rest of the City, and that this extraordinary place needs to be reunited with the rest of Oakland.

Shore lands have historically been advantageous locations for industry, and much of Oakland's waterfront activity is industry-related, centered around seaport and airport activities. The existing multimodal transportation corridor provides essential capacity to move people and goods by car, truck and rail, but also creates barriers to waterfront districts from elsewhere in the city.

Industrial and transportation uses alone do not maximize the shoreline's potential. Diversification of uses along the estuary shore, including new and revitalized shops, restaurants, entertainment, water-related development, recreation, open space, housing, and cultural activities are among the exciting array of activities being developed to re-claim the waterfront. Public access is fundamental to broadening waterfront activities and improving waterfront connections with the rest of the City, particularly to Downtown and adjacent neighborhoods. The waterfront is also home to a diverse group of plant and animal species (some of which are protected in established Resource Conservation Areas).

The economic importance of the seaport, the airport, and the mixed use waterfront is highlighted with designations of three Oakland Showcases along the Waterfront. Each is discussed in detail in this part of the Policy Framework, with Facts and Figures, a Vision of the Future, and a discussion of how the vision is to be achieved.

Waterfront Goals

- Increase the awareness of the waterfront throughout the City and the region, and maximize the benefit of Oakland's waterfront for the people of Oakland.
- Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational, and entertainment experiences; and new or revitalized retail, commercial, and residential development.
- Enhance and promote the City's waterfront for the economic benefit of the community with emphasis on Oakland's position as a leading west coast maritime terminal and a primary Bay Area passenger and cargo airport.
- Connect the waterfront to the rest of the City with emphasis on linking adjacent neighborhoods and Downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.
- Preserve and enhance the existing natural areas along the waterfront.

The goals, objectives, and policies pertaining to the waterfront issues give impetus to a new focus for Oakland at the water's edge. This policy framework provides direction for land use and public access in the estuary area by broadening its possibilities to a wider spectrum of uses. They also support the expansion of the seaport and airport by improving their position in intermodal transportation networks and attracting related commercial and industrial business for economic benefits and jobs for the City.

A central component of the waterfront policies is direction for detailed planning along the estuary shore to guide future development and conservation. The "Estuary Plan," a joint effort of the Part and city of Oakland is the companion planning effort that focuses on the waterfront. The Estuary Plan will be completed; the waterfront section of this Element provides overall direction for completion of that plan and any concurrent development.

LAND USE

Objective W1

Enhance the waterfront with a wide variety of uses. The seaport and airport should have uses which promote its economic and transportation assets, and other waterfront areas should have multi-purpose uses including recreation, entertainment, cultural, education, economic, transportation, and residential assets.

Waterfront Objectives and Policies

The Oakland waterfront should become a vigorous, multi-use, regionally known attraction and resource, sensitively developed for the benefit of Oakland residents, visitors, and business interests.

Policy W1.1 General Plan Conformance of Projects in the Seaport and Airport Areas

The Port shall make a written determination on General Plan conformity for each project, plan, and/or land use guideline it approves in the Port area. Prior to making such determination the Port will froward its proposed determination to the Director of City Planning, who may provide the Port with written comments within a specified time period. Any comments so provided shall be considered and responded to in writing by the Port in its conformity determination.

For projects in the Port Area outside the seaport and airport areas, the Port's determination of General Plan conformity may be appealed to the City Council within 10 days. If not appealed within 10 days, the Port's determination shall be deemed final. If appealed, the City Council, by a vote of a least 6 members, shall make a final determination on the appeal within 30 days. The City Planning Commission shall provide recommendation to the City Council for consideration in hearing on appeal of the Port's conformity determination.

For purposes of this policy, the Airport area shall be considered that portion of the Port area west of Doolittle Drive, and the Seaport area shall be considered that portion of the Port Area generally lying west of Maritime Street and northwest of the Estuary Plan area.

Projects appealable to the City Council under policy are those for which and Environmental Impact Report of Mitigated Negative Declaration has been prepared pursuant to the California Environmental Quality Act; new construction, additions, changes in use, or, expansion of use involving 20,000 square feet or more in floor area; and public improvements in transportation or public access valued at $250,000 or more.

Policy W1.2 Planning with the Port of Oakland.
Plans for maritime and aviation operations as well as activities on all lands in Port jurisdiction should be coordinated with, and generally consistent with the Oakland General Plan.

Policy W1.3 Reducing Land Use Conflicts.
Land uses and impacts generated from Port or neighborhood activities should be buffered, protecting adjacent residential areas from the impacts of seaport, airport, or other industrial uses. Appropriate siting of industrial activities, buffering (e.g., landscaping, fencing, transitional uses, etc.), truck traffic management efforts, and other mitigation's should be used to minimize the impact of incompatible uses.

LAND USE

Objective W2

Encourage and accommodate facilities and Public linkages which attract the public to the waterfront without endangering public safety or compromising airport and seaport operations and security.

The appropriate level of public access into the Seaport and Airport has been much debated in recent years. The intent of this objective is to find multiple ways to encourage and provide safe access to the water's edge for everyone, without interfering with airport or water-dependent business operations.

Policy W2.1 Linking Neighborhoods with the Waterfront.
All recreational activity sites along the waterfront should be connected to each other to create continuous waterfront access. Safe and direct automobile, bicycle, pedestrian and waterway access between the waterfront and adjacent neighborhoods should be created and strengthened.

Policy W2.2 Buffering of Heavy Industrial Uses.
Appropriate buffering measures for heavy industrial uses and transportation uses on adjacent residential neighborhoods should be developed and implemented.

"In the next ten years the Waterfront may emerge as the most spectacular feature of the city."

- Zarka Popovic, General Plan Congress, 1997

Policy W2.3 Providing Public Access Improvements.

Public access improvements to the waterfront and along the water's edge should be implemented as projects are developed. The access improvement should conform to the requirements of the Bay Conservation and Development Commission (BCDC).

Policy W2.4 Mitigation Banking.

Public access that is developed in advance, by entities with future plans for waterfront project development, should be credited as meeting BCDC's public access requirement for those waterfront projects.

Policy W2.5. Improved Railroad Crossings.

To create safe access to the water pedestrian, bicycle, and automobile railroad crossings should be provided where feasible. Crossings could include grade separations, at-grade crossings, skyway bridges, or connections between buildings.

Policy W2.6 Providing Maritime and Aviation Viewing Access.

Safe access to areas for viewing maritime and aviation activities without interfering with seaport and airport activities should be encouraged.

Policy W2.7

Encouraging Public Transportation

Public transportation to the waterfront should be encouraged, coordinated, and strategically located. Waterfront transportation should be marketed to enhance ease of access both locally and regionally.

Policy W2.8 Promoting Water Transportation.

Waterborne transportation should be promoted as an alternative to the street for the movement of people and cargo along and across the waterfront.

Policy W2.9 Parking at Key Points.

Parking should be developed at key points generally set back from the waterfront to minimize the impact of private automobile use in high-activity areas. Parking structures that incorporate ground floor uses, are available for day and night activities, and allow for shared use, are preferred.

Policy W2.10 Making Public Improvements as a Part of Projects.

Physical improvements to improve the aesthetic qualities of the waterfront, and increase visitor comfort, safety, and enjoyment should be incorporated in the development of projects in the

waterfront area. These amenities may include landscaping, lighting, public art, comfort stations, street furniture, picnic facilities, bicycle racks, signage, etc. These facilities should be accessible to all persons and designed to accommodate elderly and physically disabled persons.

Policy W2.11 Disseminating Public Information.
Waterfront development should incorporate public, educational and interpretive information for waterfront activities to encourage public knowledge and understanding of the historic, cultural, economic, and environmental context.

ENVIRONMENT

Objective W3

Preserve the high quality and uniqueness of the natural and built environment of the waterfront.

The Open Space, Conservation, and Recreation Element of the General Plan addresses many facets of this objective. The policies in this section offer further guidance for the function, protection, and preservation of Oakland's unique waterfront.

Policy W3.1 Requiring Consistency with Conservation Objectives and Policies.
Waterfront objectives, policies, and actions regarding geology, land stability, erosion, soils, water quality, flood hazards, wetland plant and animal habitats, and air quality and pollutants, shall be consistent and in compliance with the 1996 Open Space, Conservation, and Recreation Element of the City's General Plan.

Policy W3.2 Enhancing the Quality of the Natural and Built Environment.
The function, design and appearance, and supplementary characteristics of all uses, activities, and facilities should enhance, and should not detract from or damage the quality of, the overall natural and built environment along the waterfront.

Policy W3.3 Protecting and Preserving Wetland Plant and Animal Habitats.
Native plant communities, wildlife habitats, and sensitive habitats should be protected and enhanced.

Policy W3.4 Preserving Views and Vistas.
Buildings and facilities should respect scenic viewsheds and enhance opportunities for visual access of the waterfront and its activities.

COORDINATION, IMPLEMENTATION, AND MONITORING

Objective W4

Establish comprehensive approaches to waterfront issues, implementation, and monitoring efforts.

Although different in mission, focus, and authority, the Port of Oakland, Oakland Base Reuse Authority, and the City of Oakland have mutual interests in working together proactively to solve waterfront-related land use and circulation issues. Continuing to work together on comprehensive planning, procedural, and implementation issues is critical if a vital waterfront that is responsive to the needs and desires of business, residents, and visitors is to become real and sustainable.

Policy W4.1 Creating Coordinated and Comprehensive Approaches.
Public agencies and jurisdictions involved in waterfront matters should work together in a cooperative and coordinated way and strive for consistency among general planning, strategic planning, and specific planning practices and programs.

Policy W4.2 Considerations for the OBRA Process.
The Oakland Base Reuse Authority (OBRA) process should consider issues affecting West Oakland including: public access and public safety to the waterfront, open space, and amenities; buffering of heavy industrial and transportation uses on residential neighborhoods; and potential job creation and other economic benefits generated as a result of the Army Base re-use. (See also the Industry and Commerce Policy Framework section.)

Policy W4.3 Coordinating Permit Process Procedures.
The City and Port should ensure that the permit process procedures for waterfront development are coordinated and efficient while providing for public notification and input.

Policy W4.4 Public Access Plan.
The City, Port, and Bay Conservation and Development Commission (BCDC) will complete a public access plan for the entire waterfront which will then be adopted by the City, Port, and BCDC, as appropriate.

SEAPORT & AIRPORT/GATEWAY SHOWCASE DISTRICTS

Oakland's position as a leading West Coast seaport and a key airport enhances and promotes the City' economy. These facilities are the major international gateways in northern California and serve as hubs of national, regional, and local transportation networks. Policies support expansion of the seaport and airport and improvements to the intermodal transportation networks on which they rely. Oakland can also capitalize on increased seaport and airport activity by attracting related commercial and industrial uses, leading to even greater economic benefits and jobs for the City.

Seaport Showcase

Harbor and seaport activities have had a formative effect on the City's population, industry and commerce. The seaport is a gateway for goods, and like the airport it is dedicated to transportation activities that allow for the efficient movement of cargo. At the same time, seaport activity creates economic benefits that reach to many other sectors of the economy and the region.

Facts and Figures

Seaport and maritime activities of the Port of Oakland are located on almost 700 acres of the outer and middle harbor areas of Oakland. In 1996, the Port of Oakland was the third busiest port on the west coast and the fourth busiest in the United States. The seaport plays an important role in the economy of Oakland and the region. The Port of Oakland loads and discharges 98% of all containerized cargo sent through the Golden Gate. Its 30 deep water berths and 30 container cranes are supported by a network of local roads, interstate freeways, warehouses, and intermodal rail yards which are necessary to move cargo to final destinations. A significant percentage of the freight that passes through the port is transported to or from the area through the Union Pacific and Burlington Northern/Santa Fe railroad terminals.

"Passenger and goods movement through the port via ship and rail is increasing substantially."

- John Glover, Port of Oakland

From 1985 to 1995, the Port experienced a 74% growth in revenue tonnage. Principal exports in 1995 included fruits, nuts and vegetables, wastepaper, meat and poultry, chemicals, wood and lumber, and industrial machinery. Principal imports in the same year were auto parts, computer equipment, clothing, meat, lumber, and iron and steel. Direct employment in seaport activities was 8,800 in 1995. Seaport activities that year were estimated to have a total economic impact of $1.3 billion.

Vision for the Future

Continued success of the seaport is strongly supported by the Element. The Policy Framework envisions the expansion of seaport activities and facilities, coupled with measures to minimize

effects of land use conflicts felt in nearby West Oakland neighborhoods. Opportunities for additions and changes to facilities are offered by potential expansion of Port activities onto portions of former military installations (FISCO, Oakland Army Base) being planned through the Oakland Base Reuse Authority process. Consolidation in the railroad industry make possible changes to the extensive rail yards that are part of the Seaport, and improved access offered by the new Cypress Freeway. Other physical changes to the Seaport area will include completion of the Joint Intermodal Terminal and provision of public shoreline access at locations previously unavailable to the public.

Significant investments are proposed to strengthen Oakland's competitive ability as a major West Coast seaport and to provide facilities for substantial expansion of the Port's cargo handling capabilities. These include the next phase of channel dredging to accommodate modern vessels, development of a major intermodal terminal/rail facility, and substantial enlarging of land acreage for maritime operations (including FISCO) allowing development of additional container-ship berths and adjacent terminal areas.

Achieving the Vision

The majority of the seaport, including most of the FISC site, is given a designation of "General Industry and Transportation" on the Land Use Diagram. The Army Base, which is scheduled to revert to civilian use, is undergoing planning through the Oakland Vase Reuse Authority (OBRA). The Land Use Element designated the Army base west of Maritime as General Industrial and Transportation, and east of Maritime as Business Mix, to reflect the economic importance of this area to the city as a whole. The Army base represents one of the last remaining large tracts of land available for industrial development at a large scale. The "finger piers" at the foot of Maritime near Middle Harbor Road are designated as Open Space. (The General Plan land use classifications are described more fully in Chapter 3). Access for cars, bicycles, and pedestrians will need to be developed and maintained to reach the bay Trail, the new park planned for the Finger Piers, and to the new park planned for the Bay Bridge terminus.

Several transportation improvements critical to expanding seaport capacity are described in general terms on the Transportation Diagram and in the Strategic Transportation Improvements section of Chapter 3. Bound by the City's General Plan, the Port of Oakland will implement both the land use and transportation components of the Element by developing those activities consistent with the mission of the seaport and with its continued growth and success. The Port is also participating

with the City and the Bay Conservation and Development Commission in planning for increased public access to the shoreline.

Resolution of conflicts between the Port, seaport users, and West Oakland neighborhoods adjoining the seaport will be achieved in part through implementation of the Land Use and Transportation diagrams and, more importantly, through a commitment to enforcement of existing regulations regarding parking and container storage.

Airport / Gateway Showcase

The Metropolitan Oakland International Airport (MOIA) is a point of destination and departure for both people and goods--a true international gateway to Oakland. The Airport Showcase is devoted to the safe and efficient movement of people and cargo, promoting both economic growth and mobility. Aviation activities at the airport are linked to local, regional, and national transportation systems--to trucks, buses, BART, the Interstate Highways and local streets.

The airport fuels other businesses by providing related support services and products. Airport operations stimulate cargo and distribution operations, as well as visitor-serving businesses in the Hegenberger Road corridor. The airport's success in moving both cargo and passenger traffic necessitates planning and facility development to meet growing demand.

Facts and Figures

Established by the Board of Port Commissioners of the City of Oakland in 1927, the airport occupies 2,600 acres in the southwestern corner of the City. MOIA is the most centrally-located airport for travelers and cargo customers in the San Francisco Bay Area. Convenience and the breadth of passenger and cargo services have promoted continued increases in both passenger and cargo movement over the years.

In 1996, close to 10 million passengers used the 11 major domestic and international airlines based at the MOIA. Weekly, more than 1,200 commercial flights connect Oakland to cities throughout the US, Canada, Mexico and Europe. Further, MOIA handles nearly half of all Bay Area air cargo, moving more than one billion pounds of air freight and over 76 million pounds of air mail in 1996. The success of the Airport's cargo operations has helped to attract other distribution and air cargo businesses to the area in and around the Airport and plays a key role in the economic development future for Oakland and the immediate region.

The airport creates substantial social and economic benefits for the City and region. Approximately 7,400 people are employed in aviation-related jobs, mostly in and around the airport, with 2,200 of them in cargo-related jobs. This level of employment represents about 1% of all employment in Alameda County. Annual economic impact of airport activities was estimated in 1994 at over three billion dollars, with over $50 million paid annually in state and local taxes.

Vision for the Future

Recognizing the Airport's importance to the City and region, the General Plan's vision is to capitalize on the economic benefits of the airport and jobs created by its growth, and to improve the Hegenberger gateway into a regional attraction. The Elements also support continued growth in related activities such as cargo handling and distribution, visitor accommodations and services in the Hegenberger Road area, and transportation services to provide access for airport patrons and employees.

Growth at the Airport highlights the need for much-needed improvements (which are underway) in the vicinity of Hegenberger Road and 98th Avenue. Direct access to the airport via 98th Avenue has been completed, and improvements to Hegenberger are expected to attract more businesses, serving visitors and residents, and to provide the confidence in the area's future needed to spur additional private investment.

The Port of Oakland is proposing a major expansion of cargo and passenger facilities, called the Airport Development Program (ADP). Intended to accommodate close to 14 million air passengers per year by the year 2000, the program includes improvements to both the airport itself and the transportation system serving it. Passenger and air cargo terminals will be improved, airline support facilities added, landside access improvements made, and additional parking and rental car facilities constructed as part of the program. It is probable that over the 20 year life of the General Plan, further facilities improvements will be made at the Airport.

One of the ADP transportation improvements is the Airport Roadway Project, a voter-approved project by the Alameda County Transportation Authority in cooperation with the Port of Oakland, the City of Oakland, and the City of Alameda to improve access to the Airport and Harbor Bay Isle in Alameda. Another Showcase transportation project is a new connection between BART and the airport using fixed-guideway technology. (See description of Transportation Improvements in Chapter 3.)

Full construction of the Airport Development Program would support the creation of about 2800 new aviation jobs and 3,000 new induced jobs by the year 2000. By 2010, 4,800 new direct jobs and 1,700 new induced jobs would be created, for a total of almost 23,000 jobs related to Airport activity.

Achieving the Vision

The pattern of classifications on the Land Use and Transportation Diagram reflects the Showcase's multiple functions. The Airport itself is mapped for "General Industry and Transportation" use. That classification will permit aviation-related and commercial operations including aircraft maintenance and repair as well as normal terminal operations and operations of related facilities such as car rental, food service, gift shops, etc.

The Hegenberger Road frontage is designated for regional commercial uses to capture the potential of the corridor to serve as a more attractive gateway to the City, especially in the airport area. Key areas for new hotels and region serving commercial areas, as well as business mix areas are located along Hegenberger both east and west of the freeway. The Business Mix designation allows for a wide range of activity, including cargo handling and distribution businesses associated with Airport operations. 98th Avenue, recently widened and modernized to accommodate increasing airport traffic, is expected to serve as the primary route to and from the airport, serving travelers on both I-880 and I-580 with direct access to terminals.

The Martin Luther King Regional Shoreline and the Galbraith Golf Course, to re-open in the year 2000 as the City's premiere municipal golf course, enhance the Showcase environment. Natural resource areas presently existing will be expanded with implementation of Port plans for an extensive wetlands restoration project and interpretive area.

Planning for the Metropolitan Oakland International Airport requires a multi-jurisdictional orientation because the boundaries of the airport adjoin land in the neighboring cities of Alameda and San Leandro as well as Oakland. Airport operations and changes in facilities and activities must account for input from neighboring jurisdictions concerned about impacts relating to safety, traffic, and noise. A unique interjurisdictional cooperative planning effort between the City, Port, and San Leandro is underway to create a spectacular gateway with a unified theme. Additionally, a number of regulatory and planning agencies, including the Federal Aviation Authority, the Alameda County Land Use Commission, and the Bay Conservation and Development Commission, concern themselves with Airport operations, plans, and impacts.

Seaport and Airport Objectives & Policies

To assure the continued health and growth of Oakland's shipping industry, and the benefits provided to Oakland, the Port of Oakland's maritime and aviation operations should be enhanced and supported wherever possible.

ECONOMY

Objective W5

Enhance and promote the Port of Oakland as the waterfront's major economic generator for Oakland.

Policy W5.1 Conserving Land for Airport and Seaport Use.

Lands needed for maritime and aviation operations are of local, regional, national, and international importance and should be recognized as a valuable economic resource. The development of these lands to enhance maritime and aviation functions should be encouraged, and uses that would impair functional operation of the airport and seaport should not be permitted.

Policy W5.2 Defining Seaport and Airport Uses.

Pursuant to the Port of Oakland's mission and the 'Trust Provisions' established by the State of California, Port controlled property within the Seaport and Airport areas should be used primarily for purposes that are unique to a modern seaport or airport, require water frontage or access to regional airspace, relate to port operations and expansion, or are dependent on proximity to maritime and/or aviation facilities. Examples of such activities include:

- Cargo handling; Ship and Airplane Handling/Building/Repair; Commercial Fishing, etc.
- Cargo Industry Services, e.g. Warehousing, Distribution, Freight Forwarding, Container Storage and Repair, etc.
- Passenger Services, e.g. Ferry facilities, Shuttle and Car Rental Facilities, Reservations and Ticketing, Flight Catering, Baggage Handling, Parking, Hotels, etc.
- Ancillary and Support Services, e.g. Truck and Rail Operations and Associated Services, Administration, Customs, Education/Training Facilities, etc.

Oakland's mid-coast location offers unparalleled access to and from International markets. Dredging of the outer and middle harbors, installation of the Joint Intermodal Terminal (ship to rail), and improvements to airline terminals and facilities will all contribute to making Oakland's port the best on the West Coast.

ECONOMY

Objective W6

Develop the seaport and airport as northern California's major international gateway and hubs of the national, regional, and local transportation network.

Policy W6.1 Maintaining a Competitive Edge.

In order to maintain international stature and competitiveness, the Port should continue to develop, expand, or otherwise modernize facilities and/or support infrastructure to enhance its

overall efficiency and capabilities to handle increasing amounts of cargo and passengers. Examples include:

- Outer harbor terminals expansion and modernization
- Channel deepening as necessary
- Consolidation of rail services and facilities
- Air passenger terminals expansion and modernization
- Expansion of air cargo services and facilities
- Improvement of BART/Airport access and other public transportation access
- Continued development of ferry service
- Expansion of telecommunications and utility networks

Policy W6.2 Developing Areas Adjacent to the Airport.
Development of sites proximate to airport flight paths should be in conformance with Federal and State standards, as articulated in Federal Aviation Regulation, Part 77 and Part 150 ALUC planning guidelines, and any other applicable regulations and amendments.

Policy W6.3 Enhancing Intermodal Transportation.
Transportation corridors which serve the harbor/airport terminals should be preserved and enhanced to accommodate higher capacities, service and safety levels, and intermodal connections.

ECONOMY

Objective W7

Capitalize on the seaport and airport for increased economic activity and jobs in Oakland.

The Port's expanding operations provide good jobs and an essential economic boost to Oakland. A spin-off benefit of Port operations is the rapid development of many businesses that support the shipping industry and the people who work there. These "secondary" businesses, such as freight delivery, distribution centers, truck stops, hotels, entertainment, and restaurants, are a vital and ever-increasing source of employment in Oakland's economy.

Policy W7.1 Developing Lands In the Vicinity of the Seaport/Airport.
Outside the seaport and airport, land should be developed with a variety of uses that benefit from the close proximity to the seaport and airport and that enhance the unique characteristics of the seaport and airport. These lands should be developed with uses which can buffer adjacent neighborhoods from impacts related to such activities.

Policy W7.2 Encouraging Commercial and Industrial Uses.

Other commercial and industrial uses should be encouraged at appropriate locations (Port-owned or not) where they can provide economic opportunity to the community at large.

Policy W7.3 Encouraging International Trade.

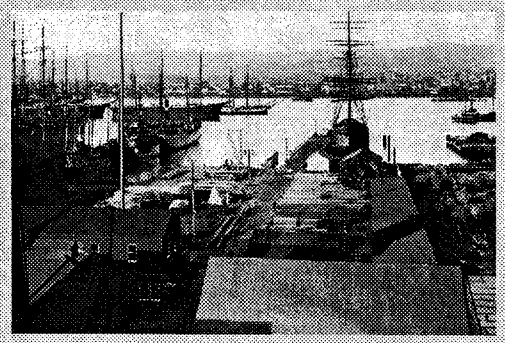
The City and Port should encourage the development of uses, facilities, and services which enhance the City's role in international trade and tourism. Examples include:

- Foreign Trade Zones
- Customs Facilities
- Trade and Tourism Marketing
- Tourist facilities and services, convention halls, hotels, etc.

Policy W7.4 Job Opportunity Programs.

The Port of Oakland should develop and expand programs to provide job opportunities, as well as business development assistance for Oakland residents.

MIXED USE WATERFRONT SHOWCASE



"Can the Waterfront be more than a port?"

- League of Women Voters, Waterfront Study, 1995

Oakland has the longest and most varied shoreline of any city in the Bay Area, with natural areas and industrial plants, one-of-a-kind artist's studios, restaurants, and multiplex theaters. The estuary area's buildings vary as much as its uses: the arcades of the produce market contrast with the vastness of the Port's Ninth Avenue Terminal and the newness of Barnes and Noble's spacious store at the foot of Broadway, while large industrial sites like Con Agra present environments that contrast with the calm of the Martin Luther King Junior Regional Shoreline or the quaintness of the Quinn's Lighthouse area of smaller offices and restaurants.

Despite the waterfront's extent and its attractions, physical barriers have cut it off from the rest of Oakland. Access to and along the estuary has emerged as a key concern for residents. The part of the waterfront best known to many Oakland residents and visitors is Jack London Square, centered around lower Broadway, effectively an extension of Downtown. The success of Jack London Square's entertainment, shopping, hospitality and special-events district demonstrates the value of actively yet patiently pursuing a vision.

Facts and Figures

The Estuary shoreline has experienced tremendous change over the past several decades. The nature of industry in general and the development of container terminals have changed the role of land uses in this area. This has created an opportunity for a more diverse and public waterfront along the estuary, starting southeast of the seaport and continuing to Damon Slough. Functionally, and for planning purposes, the estuary portion of the waterfront is divided into three subareas, which have been somewhat modified by the Estuary Planning process. For this document, we have analyzed and created policy for three areas.

The **Jack London District** includes Jack London Square, Phase II of Jack London Square, the off price retail area, the Produce Market, and the residential area. The area is bounded by Martin Luther King Boulevard, Oak Street, Interstate 880 and the estuary. The transformation of the Jack London District is well under way, and the overall area has potential for additional development in the future. The mix of uses found in the area has established itself after an intensive, 20-year revitalization effort that has resulted in the area's vibrant mixed use character. Opportunities may exist as the Produce Market faces obsolescence due to the pressures of new distribution systems.

The **Embarcadero Cove** area includes a narrow crescent of land bounded by Estuary Park, Channel Park, Interstate 880, Dennison Street, and the estuary. This area includes Estuary Park, land on both sides of the Channel, Oak through 9th Avenue Terminal, and a mix of uses including business park, boat sales, hotel/motel and restaurant, closer to Dennison Street Bridge. The area from Estuary Park through 9th Avenue Terminal has the greatest potential for redevelopment and opportunity for a major civic open space on the estuary. It can further be linked up on both sides of the channel for a strong connection to Lake Merritt and the public and quasi-public civic uses that currently border the channel. Although this stretch of the waterfront is dominated by the freeway, which has a great impact on the character of the area, improved roadway access to and from the San Antonio neighborhoods and a proposed Embarcadero waterfront parkway can begin to break the physical barriers to this area.

The **Fruitvale Waterfront** includes Union Point, significant industrial uses, artist live/work communities, and Damon Slough/San Leandro Bay. The area is bounded by Dennison Street Bridge, Interstate 880, Damon Slough, and the estuary. It has smaller-scale uses, housing, and industrial/warehouse uses. Major industrial users include a number of food processing businesses including Con Agra, Kilpatrick's bakery, and Mi Rancho. Occasional points for public access are along this section of the estuary. Opportunities for improved public access exist along the shoreline from Derby Street to Lancaster Street to Fruitvale Fishing Pier as a public greenway and boardwalk and continues south of the fishing pier to the High Street Bridge. Additionally, potential public open spaces are at Union Point and at the end of Derby and Lancaster Streets.

Vision for the Future

Better connecting the waterfront to the city and shifting perceptions toward Oakland as a true Waterfront City is envisioned and most achievable along the estuary shore where connections can be made to the Downtown and neighborhood areas. This idea has implications for land use, transportation, urban design, and even the process of planning for the waterfront's future.

Land use, public access, and transportation objectives for the estuary portion of the waterfront are included in the Policy Framework and in the Estuary Plan. Additional public access objectives and policies will be part of the Public Access Plan being prepared jointly by the City, the Port, and the Bay Conservation and Development Commission.

The Jack London and Embarcadero areas are to continue to be dominated by a mix and intensification of uses at the base of Broadway and changes at key opportunity sites which may include the Produce District, Jack London Village area, and Oak through 9th Avenue Terminal. In the Fruitvale Waterfront, the mix of industry, manufacturing, and housing is to be retained, but over time industrial uses adjoining the shoreline should transition to uses that take advantage of the estuary edge and offer opportunities for public access.

Transforming Oakland into a waterfront city means overcoming the barriers imposed by the transportation systems. Improved land, water, pedestrian, transit, and bike connections between the waterfront and downtown are required, as is greater clarity and connection to the freeway system. Perhaps most important of all, if Oakland is to be more aware of the waterfront's setting and offerings, it will need to improve connections to the West Oakland, downtown, San Antonio, Fruitvale, and East Oakland neighborhoods that have not for many decades been able to enjoy the benefits of proximity to the waterfront. Improvements are identified in the Element's Land Use and Transportation Plan and in the Waterfront Estuary Plan.

Achieving the Vision

The Mixed-Use Waterfront Showcase has subdistricts differentiated by location, use, urban design features, and natural features. The area is addressed by a focused Policy Framework that reflects its importance to the community and to the General Plan. The Land Use diagram applies a single classification for the area, capturing the idea of a mixed use district. This district has a more detailed study, the Estuary Plan, to be integrated as part of the General Plan, that enhances and better defines the estuary subdistricts. More detailed land use classifications that respond to the unique character of the waterfront will be incorporated into the General Plan. Achieving the vision of the waterfront will require continued cooperation and coordination with the City and the Port, as well as coordination with the City of Alameda. The importance of multimodal transportation improvements makes coordination with CalTrans, MTC, BART, and other transportation agencies equally essential.

Mixed Use Waterfront Objectives & Policies

FURTHER DETAILED PLANS FOR THE ESTUARY

Objective W8

Provide a comprehensive planning framework, for the Jack London Square, the Embarcadero Cove, and the Fruitvale Waterfront Area. In addition to these general objectives and polices, the Estuary Plan to be adopted as part of the General Plan will provide additional detail.

The Mixed-Use Waterfront, or the area covered by the Estuary Plan, covers three distinct regions of the waterfront: Jack London Square area, Embarcadero Cove area, and the Fruitvale Waterfront. These areas may be described with slightly different boundaries as a result of the Estuary Planning process, however, the overarching set of policies below are intended to guide the creation and production of the Estuary Plan, which will provide more specific guidance for each area.

Policy W8.1 Defining the Interim Relationship of the General Plan and Estuary Plan.
In the interim period until the Estuary Plan is adopted the City and Port shall cooperate on the review of significant projects in the Estuary Plan to ensure the consistency with the goals and intent of the General Plan.

Policy W8.2 Defining the Relationship of General Plan and Estuary Plan Upon Completion.
The Estuary Plan shall be adopted as part of the General Plan. The following elements will be included in the General Plan:

- policies governing future land use, transportation, and development
- clearly defined and differentiated land use classification to reflect the diversity of used within the study area (not a single classification)
- a statement of population density and building intensity recommended for all land use classifications
- the desired characteristics of each land use classification
- the appropriate standards

an implementation program including a framework for sustained institutional collaboration and comprehensive implementation

Policy W8.3 Assuring Implementation of the General Plan and Estuary Plan in the Port Areas.
The city and Port through the Estuary Plan should develop mechanisms that ensure cooperative implementation. The Estuary Plan should include specific recommendations to build on a further City/Port cooperation to implement the jointly developed plan.

MIXED USE AND THE WATERFRONT'S UNIQUE CHARACTER

Objective W9

Develop and encourage mixed use areas along the estuary shoreline, while enhancing and promoting economic opportunities in Oakland which take advantage of the waterfront's unique character to attract public uses and activities.

Providing for a mix of land uses with appropriate transportation options is one important component of a sustainable city. Mixed-use development will be sought in the emerging waterfront growth areas. Development of attractions, including public art, that excite, inform, invite, and tell the history of Oakland and its unique waterfront is an important component of shoreline development.

Policy W9.1 Defining Mixed-use Along the Estuary

Mixed use areas are areas or developments where residential uses are integrated with other non-residential uses such as commercial, recreation, and industrial areas. Live/work units are appropriate mixed use developments and unique residential opportunities for the waterfront.

Policy W9.2 Encouraging Mixed Land Uses Along the Estuary.

Mixed land uses should be encouraged in areas where the integration of housing with other compatible uses will add to the overall environmental, social, and economic vitality of the waterfront, and will create a safe environment.

Policy W9.3 Defining Development Characteristics Along the Estuary.

Mixed use and residential developments should be sensitive to adjacent properties and designed to enhance the existing and unique characteristics of the waterfront and immediate surroundings. Individual properties should be designed to encourage and provide sufficient public access to the waterfront and designed to avoid the feeling of "gated" or private communities.

Policy W9.5 Defining Development Intensity Along the Estuary.

Development along the estuary shore should reflect higher intensity mixed use activities and areas at Jack London Square. The balance of development along the estuary should be of lower intensity than at Jack London Square; however, higher density nodes of development may be appropriate at key location. Access to transportation corridors and transit should be provided. The development intensity should significantly decrease adjacent to Martin Luther King Jr. Regional Shoreline.

Policy W9.6 Developing Housing Along the Estuary: Quality, Type, and Services.

Housing quality, type, and services should be developed in a manner that is consistent with the policies and requirements of : future detailed plans created for the Waterfront; the Housing Element of the General Plan; the City's Building Code; and/or other appropriate codes pr regulations.

Policy W9.7 Supporting Existing Residential Communities Along the Estuary.
The existing residential communities within and adjacent to the waterfront should be supported and enhanced.

Policy W9.8 Taking Advantage of the Unique Waterfront Along the Estuary.
Programmed events and activities that take advantage of the unique waterfront setting should be encouraged. Appropriately scaled conference and convention facilities, hotels, etc., and businesses that benefit from the close proximity to the seaport and airport should be encouraged and be consistent with City economic development strategies. These uses may include retail, restaurants, destination entertainment, waterfront related commercial. And recreational services (boat tours, water taxis, etc.)

Jack London Square Area of the Mixed-Use Waterfront

The Jack London Square commercial and entertainment area of the waterfront is the portion of the shoreline most widely known and used by Oakland residents and visitors. Efforts are being made to further define and enhance this area, and establish easy connections to Downtown and close-by neighborhoods.

Policy W10.1 Defining Boundaries of Jack London Square.
The area should be generally bounded by Adeline Street, Interstate 880, Channel Park, and the shoreline.

Policy W10.2 Defining Jack London Square Land Uses.
The area should reflect its current dominant use of commercial and entertainment uses and activities such as restaurants, retail, theater, hotel, farmers market, concert series, boat shows, and other entertainment and cultural activities. Other appropriate uses include office, live/work, and waterfront density residential development as described in the Land Use Classifications in Chapter 3.

Policy W10.3 Defining Jack London Square Development Intensity and Characteristics.
Development in this area should be high intensity commercial, entertainment, and cultural activities which capitalize on proximity to downtown, existing area of bigger establishments retailing durable goods, existing produce market area with offices and live/work spaces, and proximity to ferry and AMTRAK stations. Development must be sensitive to open, public gathering spaces such as boardwalks, open plazas, outside eating areas for restaurants, etc.

Properties along the shoreline should be particularly sensitive to public uses and access due to the unique potential for direct water access and viewing opportunities of the estuary, San Francisco Bay, City of Alameda, San Francisco skyline, and Port of Oakland shipping activity.

Policy W10.4 Defining Jack London Square Mixed Use Characteristics.

The character of this area should be mixed use. Higher density housing, single use housing, and live/work lofts and units are appropriate within the area and developments. Mixed use should be sensitive to the surrounding character and design of existing buildings as well as the desire to have the shoreline fully accessible to the public.

Policy W10.5 Reusing the Produce Market Area.

If preservation of the Produce Market on its current site is not feasible, appropriate reuse of the area should be explored with consideration of a mixture of uses including retail commercial, office, and live/work units.

Policy W10.6 Specifying Public Access and Linkages.

Public access along the estuary should be facilitated by commercial and active recreational uses. It is important to have physical access to and between uses and activities along the waterfront, particularly along the shoreline. Opportunities for landscaped and signed linkages along Broadway, Webster, Harrison, and Oak streets, as well as the Lake Merritt Channel, should be developed for (land and water) auto, bicycle, pedestrian, and public transportation.

Policy W10.7 Jack London Square Area Design Criteria.

Developments in this area should be designed to enhance direct access to and along the water's edge, maximize waterfront views and vistas, and make inviting public pedestrian access and spaces. Development and amenities must be sensitive to the surrounding character of pedestrian-oriented activities with focus on cultural and retail entertainment. Traditional and historic buildings and structures are character defining and should be preserved, adapted for new uses, or integrated into new development, where feasible.

Embarcadero Cove Area of the Mixed-Use Waterfront

The Embarcadero Cove area has the potential to develop into a strong mix of distinctive living enclaves among lighter industrial and visitor-serving commercial businesses. Public access from the 16th Street overpass should make this area a favorite for nearby residents and visitors who wish to be near the water.

ECONOMY

Objective W11

Enhance and promote economic opportunities in Oakland which take advantage of the waterfront's unique character to attract public uses and activities.

Policy W11.1. Defining Embarcadero Cove Boundaries.
The area should be generally bounded by Channel Park, Interstate 880, Dennison Street, and the shoreline.

Policy W11.2. Defining Embarcadero Cove Land Uses.
The area should reflect its current variety of uses in areas with distinct characteristics. The area around Inner Harbor and 9th Street Terminal has an artist community mixed with some industrial uses that should be supported. Other uses such as commercial/service uses (restaurants, retail, office, hotel/motel, etc.) may be appropriate as well as a marina with support services.

Policy W11.3 Defining Embarcadero Cove Development Intensity and Characteristics.
The development intensity of the area should be moderate with lower use intensity and density than Jack London Square; however, nodes of higher intensity development may be appropriate. Access to transportation corridors and transit should be provided. Development intensity should be sensitive to the open feeling of the marina and view opportunities. Overall development of the area must be sensitive to the close proximity of the water's edge. Properties along the shoreline should be planned, developed and operated with particular sensitivity to public access.

MIXED USE AND HOUSING

Objective W12

Develop and encourage mixed use areas along the estuary shoreline.

Policy W11.4 Defining Embarcadero Cove Mixed Use Characteristics.
The mixed use character for this area should incorporate a variety of uses throughout, including artist residential use, where appropriate.

Policy W11.5 Specifying Public Access and Linkages.
Public access and linkages should be provided from the San Antonio neighborhoods to the Embarcadero Cove. Signage, landscaping, and gateways should be provided, where necessary, to access points and pathways.

Policy W11.6 Defining Embarcadero Cove Design Criteria.
Development in this area should be designed to enhance direct access to and along the water's edge, to maximize the waterfront views and vistas, and to make the public pedestrian access and spaces inviting. Development and amenities must be sensitive to immediate surroundings.

The Fruitvale Waterfront Area of the Mixed-Use Waterfront

Fruitvale area neighborhoods are keen to have improved waterfront access, and are working with the Port, other landholders, and investors to create open space or trail opportunities in this area. Assisting the compatible coexistence of existing manufacturing, light industry, and housing in this area is an ongoing challenge that requires careful site planning and development of innovative buffering techniques.

Policy W12.1 Defining Fruitvale Waterfront Boundaries.
This area should be generally bounded by Dennison Street, Interstate 880, Damon Slough Channel, and the shoreline.

Policy W12.2 Defining Fruitvale Waterfront Land Uses.
This area should allow for the current use of existing industry and manufacturing uses as well as residential use; however, the area should be promoted for uses that better utilize the waterfront's unique position in the City. Depending on the level of intensity, uses that can benefit from close proximity to the airport and business park may be appropriate. Commercial businesses, recreation, and housing should be able to coexist in this area with appropriate buffering measures.

Policy W12.3 Defining Fruitvale Waterfront Development Intensity and Characteristics.
This area should reflect a combination of intensities, generally lower than lands to the east, but with special commercial nodes and extensive open space and public access.

Policy W12.4 Defining Mixed Use Characteristics.
The mixed use characteristics for the area should incorporate office, commercial, and industrial uses, with recreation facilities and housing where appropriate and feasible.

Policy W12.5 Mitigating Land Use Conflicts.
Since this area is and may continue to be an area that has a variety of uses including industrial, incompatibilities should be mitigated through appropriate site planning, landscaping, and buffering.

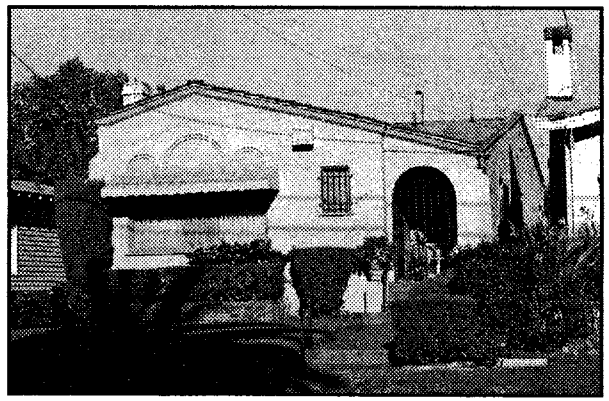
Policy W12.6 Specifying Public Access and Linkages.

With a residential community, the Kennedy Tract neighborhood, adjacent to the waterfront, efforts should be made to create inviting, landscape, and signed connections and gateways to the waterfront. Support efforts in developing access to the Fruitvale Bridge fishing pier and additional open space.

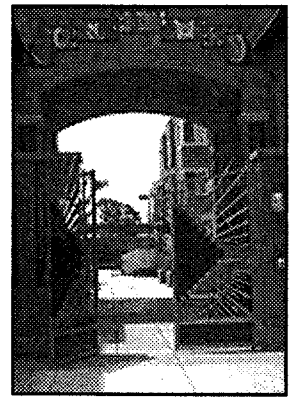
Policy W12.7. Defining Design Criteria.

Development in this area should be designed to enhance direct access to and along the water's edge, maximize waterfront views and vistas, and make public pedestrian access and spaces inviting. Development and amenities must be sensitive to immediate surroundings.

Neighborhoods



Detached Housing



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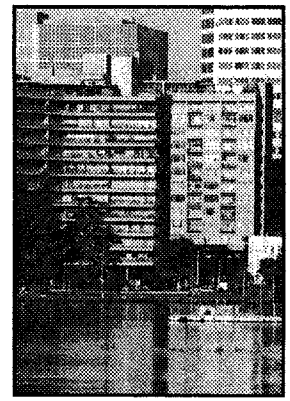
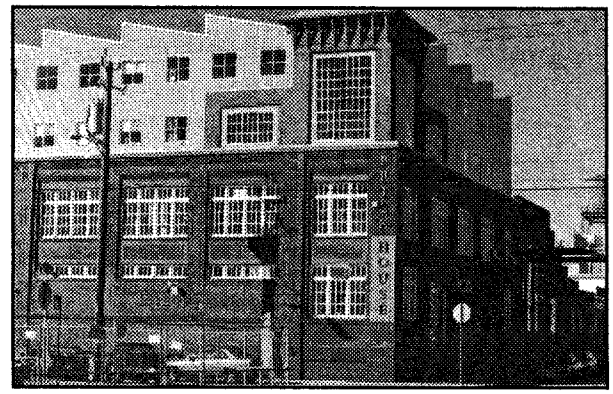


Downtown Housing

Neighborhoods in Oakland



Downtown lofts

Envision yourself living in a distinctive and attractive Oakland neighborhood. Its unique mix of architectural styles, landscaping, community facilities, and people help identify this community. In the heart of the neighborhood is an Activity Center, which serves as the focus of neighborhood life. This cluster of shops, small businesses, community services, and homes helps create a sense of community and belonging. The parks and schools distributed throughout the area further support this active community. The neighborhood has been preserved and protected from incompatible development. Higher-density housing geared to meet the needs of a growing population, has arisen elsewhere: in the downtown, near the waterfront, and along major thoroughfares where public transit is readily available. Oakland's neighborhoods are clean, attractive, and diverse.

Goals for Oakland's Neighborhoods

"Successful neighborhoods provide fundamental, unique qualities and places that are essential in thriving cities. In such an environment, residents gain a sense of place and pride in where they live. The basic elements vary in their completeness throughout Oakland's neighborhoods. An overriding objective of this Plan is to conserve, expand, and enhance these qualities to improve the city as a whole."

- Art Clarke, General Plan Congress, 1997

The Policy Framework for neighborhoods is geared toward strengthening and expanding the framework of healthy, cohesive, and identifiable neighborhoods throughout the City. Below are the principle goals for Oakland's neighborhood areas, followed by a discussion of each policy theme:

- Foster healthy, vital, and distinctive neighborhoods with adequate open space. (See also the Open Space, Conservation, and Recreation Element of the General Plan.)
- Encourage quality housing for a range of incomes in Oakland's neighborhoods.
- Encourage thriving, diverse, and attractive shopping districts in Oakland's neighborhoods that provide a variety of goods, services, and entertainment, and which are oriented to and well served by public transit, pedestrian, and bicycle facilities.
- Design neighborhoods that encourage and support alternative transportation types.

Neighborhood Identity: A sense of community is derived from strong neighborhood identity. Neighborhood policies are directed toward strengthening the character of Oakland's neighborhoods through compatibility of design and land uses, through local improvement programs, and by recognizing neighborhood patterns when establishing city service areas.

Neighborhood Conservation: Residential neighborhoods occupy the largest percentage of land in Oakland, and provide housing, character, a sense of community, and diversity. Policies seek to preserve areas that are predominantly low density and to ensure that infill development is compatible. (Refer also to the Housing and Historic Preservation Elements of the General Plan.)

Neighborhood Activity Centers: Local shopping districts should serve as cultural, civic, social, and economic centers for each neighborhood and should be served by transit. Customer-based and community-based public services such as post offices, senior centers, branch libraries, and homework centers should locate in designated activity centers.

Targeted Growth: Neighborhood policies direct new moderate and higher density housing away from lower density neighborhoods, toward parts of the City that are accessible by transit, such as areas near transit stations and transit corridors, downtown, and the waterfront.

Compatibility of Development: Neighborhoods should be protected from incompatible types of development. In areas where incompatibilities exist, policies prescribe ways to buffer the negative

impacts of conflicting land uses which cause a degradation in the quality of life.

Objectives and policies in this section address all physical aspects of neighborhoods: housing areas, neighborhood activity centers, civic and institutional uses, and open space. Locations where housing areas should be maintained and enhanced, and those where housing should be added are addressed in policies in this section and shown in the Strategy Diagram in Chapter 3. Other issues addressed include land use incompatibilities and availability of public facilities and services.

Readers who are interested in more data and policies relating to programs for housing conservation, affordability and opportunity should consult the General Plan Housing Element. For more detailed information on parks and open space, consult the Open Space, Conservation, and Recreation Element, and for preservation of historic resources, the Historic Preservation Element.

Neighborhood Objectives and Policies

Commercial activity is essential to vital and dynamic neighborhoods. The Policy Framework calls for neighborhood commercial areas in the neighborhoods to be concentrated, neighborhood-oriented and pedestrian oriented, thereby creating activity centers that are accessible and friendly to nearby residents. Long commercial corridors are to be divided into areas of distinct activity, with housing segments linking designated commercial areas.

Commercial Areas

Objective N1

Provide for healthy, vital, and accessible commercial areas that help meet local consumer needs in the neighborhoods.

Policy N1.1 Concentrating Commercial Development.

Commercial development in the neighborhoods should be concentrated in areas that are economically viable and provide opportunities for smaller scale, neighborhood-oriented retail.

Policy N1.2 Placing Public Transit Stops.

The majority of commercial development should be accessible by public transit. Public transit stops should be placed at strategic locations in Neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.

Policy N1.3 Locating Parking Facilities.

Wherever feasible, and desired by merchants and residents, the City should construct strategically located, safe, and attractive parking facilities in Neighborhood Activity Centers. Use of in lieu fees, parking assessment districts, or other programs to pay for these facilities should be explored.

Policy N1.4 Locating Large-Scale Commercial Activities.
Commercial uses which serve long term retail needs or regional consumers and which primarily offer high volume goods should be located in areas visible or amenable to high volumes of traffic. Traffic generated by large scale commercial developments should be directed to arterial streets and freeways and not adversely affect nearby residential streets.

Policy N1.5 Designing Commercial Development.
Commercial development should be designed in a manner that is sensitive to surrounding residential uses.

Policy N1.6 Reviewing Potential Nuisance Activities.
The City should closely review any proposed new commercial activities that have the potential to create public nuisance or crime problems, and should monitor those that are existing. These may include isolated commercial or industrial establishments located within residential areas, alcoholic beverage sales activities (excluding restaurants), adult entertainment, or other entertainment activities.

Policy N1.7 Locating Hotels and Motels.
Hotels and motels should be encouraged to locate downtown, along the waterfront, near the airport, or along the I-880 corridor. No new hotels or motels should be located elsewhere in the city; however, the development of "bed-and-breakfast" type lodgings should be allowed in the neighborhoods, provided that the use and activities of the establishment do not adversely impact nearby areas, and parking areas are screened.

Policy N1.8 Making Compatible Development.
The height and bulk of commercial development in "Neighborhood Mixed-Use Center" and "Community Commercial" areas should be compatible with that which is allowed for residential development.

Policy N1.9 Locating Major Office Development.
While office development should be allowed in commercial areas in the neighborhoods, the City should encourage major office development to locate in the downtown.

CIVIC AND INSTITUTIONAL USES

Objective N2

Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.

Oakland houses a number of renowned educational, medical, and other types of institutional facilities that serve not only the City, but the region as well. Over the course of the life of the General Plan, these institutions will continue to grow and expand to meet the changing demands of their patrons. However, expansion plans have previously raised issues about compatibility with surrounding residential uses. The scale of development, traffic impacts, and removal of housing units have been among the concerns expressed. The General Plan policies will help guide these institutions' physical and operational changes.

Policy N2.1 Designing and Maintaining Institutions.

As Institutional uses are among the most visible activities in the City and can be sources of community pride, high-quality design and upkeep/maintenance should be encouraged. The facilities should be designed and operated in a manner that is sensitive to surrounding residential and other uses.

Policy N2.2 Providing Distributed Services.

Provision of government and institutional services should be distributed and coordinated to meet the needs of City residents.

Policy N2.3 Supporting Institutional Facilities.

The City should support many uses occurring in institutional facilities where they are compatible with surrounding activities and where the facility site adequately supports the proposed uses.

Policy N2.4 Locating Services Along Major Streets.

New large scale community, government, and institutional uses should be located outside of areas that are predominantly residential. Preferably, they should be located along major thoroughfares with easy access to freeways and public transit or in the Downtown.

Policy N2.5 Balancing City and Local Benefits of Institutions.

When reviewing land use permit applications for the establishment or expansion of institutional uses, the decision-making body should take into account the institution's overall benefit to the entire Oakland community, as well as its effects upon the immediately surrounding area.

Policy N2.6 Disposing of Public Property.

Before disposing of schools or other significant public or quasi-public properties that are no longer needed for their original purpose, careful consideration should be given to their possible utilization for other kinds of civic, institutional, or open space uses.

Policy N2.7 Designing Community Facilities.
Site design, architecture and operating practices of community facilities should be compatible with the area's desired character, and should include public art where possible.

Policy N2.8 Long Range Development Planning.
Require, where legally allowed, and in all other situations encourage, those institutions designated with the "Institutional" land use classification should be required to present Long Range Operation and Development Plans to the City Planning Commission. While these plans could be binding or non-binding, they should present realistic information regarding the continued operation and/or expansion of the facilities. The City suggests that substantial public input be built into the process of developing the plans. The plans could be required as a part of development applications, or on a periodic basis.

HOUSING PRODUCTION, CONSERVATION, AND ENHANCEMENT

Objective N3

Encourage the construction, conservation, and enhancement of housing resources in order to meet the current and future needs of the Oakland community.

Although Oakland is largely developed, new housing construction is needed to meet the demands of a growing population and address existing overcrowding. The Land Use and Transportation Plan identifies sites for added housing consistent with the Policy Framework's emphasis on maintenance and enhancement of existing neighborhoods. The design of all new housing in the City should take issues such as sunlight, views, and privacy into account. For more information on housing affordability, equal access, or publicly assisted housing, please consult the Housing Element of the General Plan. For preservation policies related to historic properties, refer to the Historic Preservation Element.

Policy N3.1 Facilitating Housing Construction.
Facilitating the construction of housing units should be considered a high priority for the City of Oakland.

Policy N3.2 Encouraging Infill Development.
In order to facilitate the construction of needed housing units, infill development that is consistent with the General Plan should take place throughout the City of Oakland.

Policy N3.3 Facilitating Development of Second Units.
One accessory housing unit (also known as second or secondary unit) per property should be permitted outright in all residential zones provided that it meets the setback requirements for the primary structure, is clearly secondary to the primary structure, is compatible with other structures on the site and in the vicinity, and the property owner lives on-site. The permitting procedures and performance criteria applied to these units should facilitate construction of

units, and not be prohibitive in their requirements. Accessory units should be allowed when a new primary residence is being constructed or maybe added to properties with an existing residence. (See also Policy N7.2 "Defining Compatibility")

Policy N3.4 Constructing Housing on Orphan Lots.
Construction of housing units on "orphan lots" in residential areas (i.e. lots that are substandard in area but which cannot be increased in size because existing development is located on all sides) should be allowed where the proposed unit meets other applicable standards.

Policy N3.5 Encouraging Housing Development.
The City should actively encourage development of housing in designated mixed housing type and urban housing areas through regulatory and fiscal incentives, assistance in identifying parcels that are appropriate for new development, and other measures

Policy N3.6 Encouraging Retention of Dwellings.
The City strongly encourages the moving of dwellings which might otherwise be demolished onto vacant lots, where appropriate and economically feasible, such as onto infill lots.

Policy N3.7 Allowing Rebuilding.
Legal non-conforming residential structures in residential areas may be allowed to rebuild at the original density in the case of catastrophic damage or destruction. However, such rebuilding should be subject to development standards and should address other neighborhood concerns, as appropriate.

Policy N3.8 Required High-Quality Design.
High-quality design standards should be required of all new residential construction. Design requirements and permitting procedures should be developed and implemented in a manner that is sensitive to the added costs of those requirements and procedures.

Policy N3.9 Orienting Residential Development.
Residential developments should be encouraged to face the street and to orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure.

Policy N3.10 Guiding the Development of Parking.
Off-street parking for residential buildings should be adequate in amount and conveniently located and laid out, but its visual prominence should be minimized.

Policy N3.11 Enforcing Codes.
The City should aggressively enforce the requirements of the City's Housing Code and other applicable regulations on housing of all types.

AFFORDABLE HOUSING

Objective N4

Actively encourage the provision of affordable housing throughout the Bay Area.

See the General Plan Housing Element for detailed discussion of housing needs and City efforts to encourage the provision of affordable housing.

Policy N4.1 Supporting "Fair Share" Accountability.
The City is generally supportive of any efforts to establish accountability for communities that do not provide their fair share of affordable housing units.

Policy N4.2 Advocating for Affordable Housing.
The City encourages local non-profit organizations, affordable housing proponents, the business community, the real estate industry, and other local policy makers to join in efforts to advocate for the provision of affordable housing in communities throughout the Bay Area region.

RESIDENTIAL AND NON-RESIDENTIAL ACTIVITIES

Objective N5

Minimize conflicts between residential and non-residential activities while providing opportunities for residents to live and work at the same location.

The mix of residential and non-residential activities in Oakland neighborhoods is one factor making these areas so dynamic and distinctive. This intermixing of activities is likely to continue as telecommunications and improved technology make living and working at the same location increasingly feasible and desirable. However, both non-residential and residential activities can be negatively impacted if proper consideration of compatibility issues is not taken.

Policy N5.1 Environmental Justice
The City is committed to the identification of issues related to the consequences of development on racial, ethnic, and disadvantaged socio-economic groups. The City will encourage active participation of all its communities, and will make efforts to inform and involve groups concerned about environmental justice and representatives of communities most impacted by environmental hazards in the early stages of the planning and development process through notification and two-way communication.

Policy N5.2 Buffering Residential Areas.

Residential areas should be buffered and reinforced from conflicting uses through the establishment of performance-based regulations, the removal of non-conforming uses, and other tools.

Policy N5.3 Supporting Live-Work Development.

The city should support and encourage residents desiring to live and work at the same location where neither the residential use nor the work occupation adversely affects nearby properties or the character of the surrounding area.

HOUSING VARIETY

Objective N6

Encourage a mix of housing costs, unit sizes, types, and ownership structures.

Oakland presently offers a dramatic variety of household types including single habitants, roommates, two-parent and single-parent families, and an increasing number of shared housing arrangements such as co-housing. The policies support continued diversity in unit and ownership type to meet the needs of these different households.

Policy N6.1 Mixing Housing Types.

The City will generally be supportive of a mix of projects that provide a variety of housing types, unit sizes, and lot sizes which are available to households with a range of incomes.

Policy N6.2 Increased Home Ownership.

Housing developments that increase home ownership opportunities for households of all incomes are desirable.

DETACHED AND MIXED TYPE HOUSING

Objective N7

Protect and enhance existing areas of predominantly "Detached Unit" and "Mixed Housing Type" residential development.

Oakland's neighborhoods contain some of the Bay Area's most attractive architecture and most comfortable living environments. However, a number of the City's low density neighborhoods have been subject to significant development pressures in past decades as a result of land use policies that have allowed the construction of multi-story, multi-unit apartment buildings immediately adjacent to single unit, single story residences. While mixed unit neighborhoods are generally desirable, lack of attention to compatibility concerns has affected the character and stability of some areas of the City. The General Plan policies recommend that new development be compatible with the existing or desired character of an area and that infrastructure and street width/capacity be taken into consideration when analyzing development proposals.

Policy N7.1 Ensuring Compatible Development.

New residential development in Detached Unit and Mixed Housing Type areas should be compatible with the density, scale, design, and existing or desired character of surrounding development.

"For this plan to be deemed a success the City must come to an agreement with major neighborhood groups on open space, rezoning, developments standards, and housing, to ensure an enhanced quality of life for Oakland residents that will attract business."

-James Servais, General Plan Congress, 1997

Policy N7.2 Defining Compatibility.
Infrastructure availability, environmental constraints and natural features, emergency response and evacuation times, street width and function, prevailing lot size, predominant development type and height, scenic values, distance from public transit, and desired neighborhood character are among the factors that could be taken into account when developing and mapping zoning designations or determining "compatibility". These factors should be balanced with the citywide need for additional housing.

Policy N7.3 Subdividing Hill Area Properties.
At least 8,000 square feet of lot area per dwelling unit should be required when land in the hill area is subdivided. Lots smaller than 8,000 square feet may be created to cluster development, and as long as this ratio is maintained for the parcel being divided.

Policy N7.4 Designing Local Streets.
Local streets should be designed to create an intimate neighborhood environment and not support high speed nor large volumes of traffic. Providing on-site parking for cars and bicycles, planting and maintaining street trees, and landscaping, minimizing the width of driveway curb cuts, maintaining streets, bike routes, and sidewalks, and orienting residential buildings toward the street all contribute to the desired environment.

Policy N7.5 Respecting the Existing Development Pattern.
Exceptions to the minimum developable lot size may be made in areas where the existing lot and development pattern provides for a substantial number of lots below the minimum otherwise required by zoning regulations.

Policy N7.6 Developing Subdivided Parcels.
Development on subdivided parcels should be allowed where site and building design minimize environmental impacts, building intensity and activity can be accommodated by available and planned infrastructure, and site and building designs are compatible with neighborhood character.

Policy N7.7 Facilitating Lot Consolidation.
Where full development of subdivided parcels cannot occur due to infrastructure constraints, the City should work with property owners to facilitate lot consolidation that will permit development.

Policy N7.8 Coordinating Covenants, Conditions, and Restrictions.

Private development should maintain local Covenants, Conditions, and Restrictions (CC&Rs) that are compatible with City development standards such as lot size, set backs, and height.

MEDIUM AND HIGHER DENSITY HOUSING

Objective N8

Direct urban density and mixed use housing development to locate near transit or commercial corridors, transit stations, the Downtown, waterfront, underutilized properties where residential uses do not presently exist but may be appropriate, areas where this type of development already exists and is compatible with desired neighborhood character, and other suitable locations.

The need for additional housing units in Oakland, coupled with the number of vacant or underutilized properties along the major commercial corridors, makes those corridors one of the logical locations for future housing development. In addition, the BART stations, Downtown, and the waterfront are areas where the full potential benefits of additional housing have not yet been realized. By directing housing development to these locations, the objective of maintaining the existing low density neighborhoods can be met while continuing to allow adequate locations for housing to be developed to meet projected demand.

Policy N8.1 Developing Transit Villages.

"Transit Village" areas should consist of attached multi-story development on properties near or adjacent to BART stations or other well-used or high volume transit facilities, such as light rail, train, ferry stations. or multiple-bus transfer locations. While residential units should be encouraged as part of any transit village, other uses may be included where they will not negatively affect the residential living environment. (See discussion of Transit-Oriented Districts in the Transportation section in this chapter.)

Policy N8.2 Making Compatible Interfaces Between Densities.

The height of development in urban residential and other higher density residential areas should step down as it nears lower density residential areas to minimize conflicts at the interface between the different types of development.

SENSE OF COMMUNITY

Objective N9

Promote a strong sense of community within the city of Oakland, and support and enhance the district character of different areas of the city, while promoting linkages between them.

Oakland's neighborhoods are one of its greatest assets, both in terms of physical design and sense of community. Oakland's neighborhoods are diverse, in part due to the fact that different areas of the City developed incrementally over time. As an example, West Oakland's collection of Victorian homes are reminders of the City's earliest neighborhoods, while the ranch style housing in East Oakland arose around the time of World War II and reflects the predominant housing type of that era. Today, the neighborhoods have increasingly distinct identities as households from different cultures bring unique character to their areas making them their own. The existing diversity in physical form and cultures are attributes that are supported through the General Plan.Local neighborhood organizations and groups are important participants in maintaining and improving the quality of life in the City. The General Plan is generally supportive of local improvement efforts and suggests the City facilitate these efforts and support public events and other activities that foster community spirit. Linkages among these neighborhoods will be essential to maintaining a sense of unity across the city.

"To understand what is meant by 'The Success of Oakland' requires us to take a step back and see the city is not as a static design or a machine, but as an organic, complex weaving of non-linear systems in time."

- Rick Phillips, General Plan Congress, 1997

Policy N9.1 Recognizing Distinct Neighborhoods.
The City should encourage and support the identification of distinct neighborhoods. (Many of these neighborhoods are identified on the Structure Diagram and in the Area View section of the Plan.)

Policy N9.2 Supporting Neighborhood Improvement.
The City should be supportive of the efforts of local neighborhood organizations in improving their neighborhoods, by providing information, guidance, and assistance where feasible.

Policy N9.3 Maintaining a Positive Image.
The City should strive to maintain a positive and safe public image.

Policy N9.4 Facilitating Public Events.
Public events, such as street fairs and parades, contribute to vibrant neighborhood life. The City should facilitate and support these events and work with area residents and businesses to manage their impacts.

Policy N9.5 Marking Significant Sites.
Identify locations of interest and historic significance by markers, signs, public art, landscape, installations, or by other means. (See the Historic Preservation Element for treatment of historic resources.)

Policy N9.6 Respecting Diversity.
The City's diversity in cultures and populations should be respected and built upon.

Policy N9.7 Creating Compatible but Diverse Development.

Diversity in Oakland's built environment should be as valued as the diversity in population. Regulations and permit processes should be geared toward creating compatible and attractive development, rather than "cookie cutter" development.

Policy N9.8 Preserving History and Community.

Locations that create a sense of history and community within the City should be identified and preserved where feasible. (see the Historic Preservation Element for more information).

Policy N9.9 Respecting Architectural Integrity.

The City encourages rehabilitation efforts which respects the architectural integrity of a building's original style. (see the Historic Preservation Element for more information).

NEIGHBORHOOD ACTIVITY CENTERS

Objective N10

Support and create social, informational, cultural, and active economic centers in the neighborhoods.

Some of the most vital areas of the City of Oakland are the neighborhood activity centers where local residents shop, meet, and have a cup of coffee or an ice cream cone. The pedestrian activity, unique shops and services, and older buildings provide the City with a character that stands apart from the homogeneity of much suburban development found today. These activity centers need to be supported through pedestrian amenities such as trees and benches, and recognition of the areas' history. Their importance to the city is reflected by their inclusion in the City Structure Diagram in Section 1 of the Policy Framework. (See the Open Space, Conservation, and Recreation Element for more information on street trees.)

Policy N10.1 Identifying Neighborhood "Activity Centers".

Neighborhood Activity Centers should become identifiable commercial, activity and communication centers for the surrounding neighborhood. The physical design of neighborhood activity centers should support social interaction and attract persons to the area. Some of the attributes that may facilitate this interaction include plazas, pocket parks, outdoor seating on public and private property, ample sidewalk width, street amenities such as trash cans and benches, and attractive landscaping.

Policy N10.2 Maintaining Public Property.

The installation of amenities and maintenance of all public-owned property in neighborhood commercial areas should be a high priority for the City.

PERMITTING/ENFORCEMENT

Objective N11

Develop and implement regulations, permitting procedures, and enforcement procedures that allow an open, fair, timely, and fully informed process which involves public participation. These regulations and procedures should be created with the intent of maintaining or establishing a high quality living and a thriving business environment, while reducing barriers to development.

While the General Plan provides the policy foundation for future development in Oakland, it largely becomes realized through the creation of Zoning Regulations and implementation of permitting procedures. In an effort to respect the extensive community-based effort that led to the development of the General Plan, the plan mandates consistency between the General Plan and Zoning Regulations. The Plan also discourages the granting of variances which may undermine the integrity of the plan. In terms of enforcement, continued diligence will be needed to reduce public nuisances and activities that violate the General Plan or Zoning Regulations.

Policy N11.1 Required Zoning Consistency.

Consistency between the General Plan and Zoning Regulations should be provided within a reasonable time period of adoption of the final elements (i.e., Housing, Safety, or Noise elements) in the 1990s' General Plan update. (See the Implementation Agenda item B.)

Policy N11.2 Streamlining Permit Procedures.

The City of Oakland should review, streamline, modernize, and simplify its permit review procedures to facilitate new construction.

Policy N11.3 Requiring Strict Compliance with Variance Criteria.

As variances are exceptions to the adopted regulations and undermine those regulations when approved in large numbers, they should not be granted lightly and without strict compliance with defined conditions, including evidence that hardship will be caused by unique physical or topographic constraints and the owner will be deprived privileges enjoyed by similar properties, as well as the fact that the variance will not adversely affect the surrounding area nor will it grant special privilege to the property. In those instances where large numbers of variances are being requested, the City should review its policies and regulations and determine whether revisions are necessary.

Policy N11.4 Alleviating Public Nuisances.

The City should strive to alleviate public nuisances and unsafe and illegal activities. Code Enforcement efforts should be given as high a priority as facilitating the development process. Public nuisance regulations should be designed to allow community members to use City codes to facilitate nuisance abatement in their neighborhood.

Policy N11.5 Relying on Local Resources.

City departments involved in rehabilitation and property maintenance should utilize local community members and groups as resources in their efforts where ever possible.

Policy N11.6 Suggested Proactive Developer and Community Relations.

Prior to submitting required permit application(s), project sponsors of medium and large scale housing developments should be encouraged to meet with established neighborhood groups, adjacent neighbors, and other interested local community members, hear their concerns regarding the proposed project, and take those concerns into consideration. It is suggested that the relationship established between the developer and the community continue throughout the construction process to minimize the impacts of construction activity on the surrounding area.

INFRASTRUCTURE

Objective N12

Provide adequate infrastructure to meet the needs of Oakland's growing community.

The General Plan recommends that consideration be given to the adequacy of infrastructure when contemplating additional development, particularly in the hill areas of Oakland. Infrastructure capacity and availability are critical determinants of future development throughout the City and will be a major factor affecting proposed construction or future annexation requests.

Policy N12.1 Developing Public Service Facilities.

The development of public facilities and staffing of safety-related services, such as fire stations, should be sequenced and timed to provide a balance between land use and population growth, and public services at all times.

Policy N12.2 Making Schools Available.

Adequate public school capacity should be available to meet the needs of Oakland's growing community. The City and the Oakland Unified School District (OUSD) should work together to establish a continuing procedure for coordinating residential and commercial development and exploring residential and commercial development and exploring the imposition of mutually agreed upon reasonable and feasible strategies to provide for adequate school capacity. The City and OUSD should jointly consider where feasible and appropriate, finding mechanisms such as assessment districts, Redevelopment Agency funding (AB 1290), use of surplus, City-owned land, bond issues, and adjacent or shared use of land or school facilities with recreation, libraries, child care and other public uses.

Policy N12.3 Making Day Care Available.

High quality day care should be available throughout Oakland, appropriately sited and designed based on its capacity and attributes. The City should, when appropriate and feasible, require major development projects to provide on or off-site facilities or other means to address

potential child care inadequacies and encourage the inclusion of child care centers in major residential and commercial developments near transit centers, community centers, and schools.

Policy N12.4 Undergrounding Utility Lines.

Electrical, telephone, and related distribution lines should be undergrounded in commercial and residential areas, except where special local conditions such as limited visibility of the poles and wires make this unneeded. They should also be underground in appropriate institutional, industrial, and other areas, and generally along freeways, scenic routes, and heavily traveled streets. Programs should lead systematically toward the eventual undergrounding of all existing lines in such places. Where significant utility extensions are taking place in these areas, such as in new subdivisions, utilities should be installed underground from the start.

Policy N12.5 Reducing Capital Improvement Disparities.

In its capital improvement and public services programs, the City should give special priority to reducing deficiencies in, and disparities between, existing residential areas.

Policy N12.6 Applying Development Standards Within Oakland's Sphere of Influence.

Potential development of propertied outside Oakland's municipal boundary but inside the City's Sphere of Influence shall be governed by the "Agricultural" land use designation of Contra Costa County.

Policy N12.7 Billboard Reduction

Billboards should be reduced or eliminated in commercial and residential areas in Oakland neighborhoods through mechanisms that minimize or do not require the expenditure of City funds.