3 POLICIES IN ACTION

The Policy Framework prepared by the General Plan Congress and presented in Chapter 2 establishes the guidelines within which future land use and transportation decisions will be made. Four different tools are used here to delineate the concepts presented in the Policy Framework:

- Strategy Diagram
- Transportation Diagram
- Transportation Improvement Plan
- Land Use Diagram

The Strategy Diagram shows generalized areas of expected growth and change in Oakland, while the Transportation Diagram explains the basic framework of Oakland's transportation network. Transportation Improvements are planned to support the changes recommended in the Strategy Diagram's identification of areas of growth and change. The Land Use Diagram shows the types of land uses that will take advantage of these transportation improvements to enable Oakland to realize the vision described in the Policy Framework.

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Strategy Diagram

In Oakland as in many other mature cities, planning means identifying the areas where change is expected, as well as identifying and maintaining stable areas. The Policy Framework indicates in words which areas of the City are to be targeted for significant change and which areas of the City are expected to remain stable. The Strategy Diagram takes a first step in providing a general graphic representation of the intentions presented in the Policy Framework: areas where growth and change is anticipated, and areas whose character is to be maintained. It is not a regulatory diagram but serves rather as a tool for understanding how the Policy Framework applies in different areas of the city.

Transportation Diagram and Street Classifications

The Transportation Diagram reflects current Oakland conditions and identifies improvements and changes necessary to support changes in the City as envisioned by the Policy Framework and Strategy Diagram. The transportation network that is represented herein follows from concepts shown on the Strategy Diagram, as areas of the City that are expected to undergo significant change will generally be accompanied by significant transportation improvements. These transportation improvements will enable Oakland to realize the full development potential presented in the Land Use Diagram. The accompanying Street Classifications establish a hierarchy of streets with function and design consistent with the character and use of adjoining land.

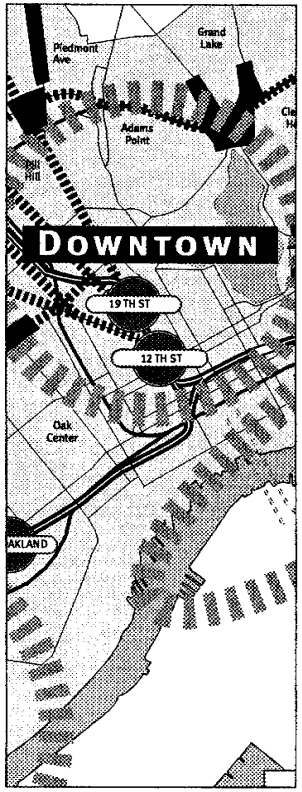
The Transportation and Land Use Link: Strategic Transportation Improvement Projects

The areas envisioned for the greatest change in Oakland, as identified in the Policy Framework and the Strategy Diagram, have relied and will continue to rely upon, efficient and effective transportation networks in order to grow to their full development potential. Oakland's capacity to expand and develop will be determined by the capacity of the infrastructure more than any other single factor. For this reason, transportation improvements are identified in areas preparing for change.

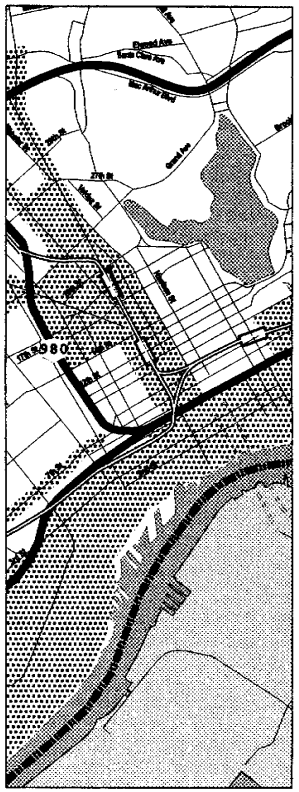
Many of the transportation improvements identified in the next section are specifically needed to address the areas of growth, change and conservation shown on the Strategy Diagram, and to support the range of future Land Uses desired. Others are needed to remedy present deficiencies relating to capacity access and/or safety.

Land Use Diagram and Land Use Classifications

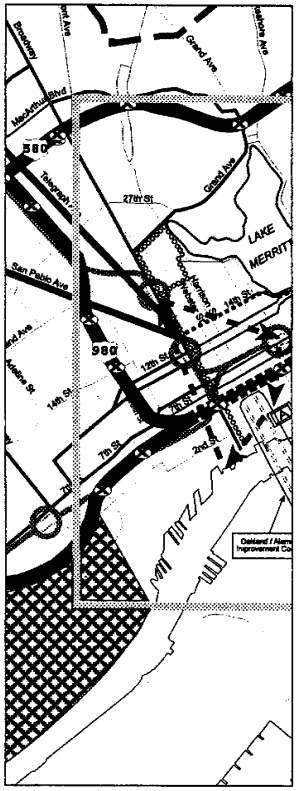
The Land Use Diagram illustrates the development pattern envisioned by the Policy Framework, Strategy Diagram, Transportation Diagram, and Transportation Improvements together, and will be the basis for Plan implementation. This Diagram shows the future land use pattern expected for the City, and the Land Use Classifications codify the land use and development concepts and intentions presented in the Policy Framework by providing greater specificity regarding the type and intensity of development appropriate in any particular location of the City. The accompanying text describes each of the classifications used to illustrate land uses, and explains how the Land Use Diagram will serve as the basis of future zoning and other implementing regulations.



Structure



Strategy



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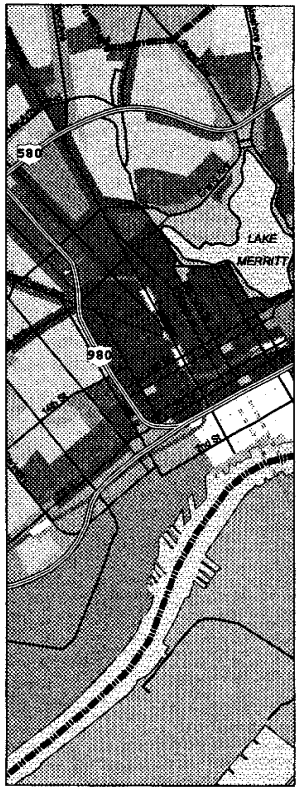
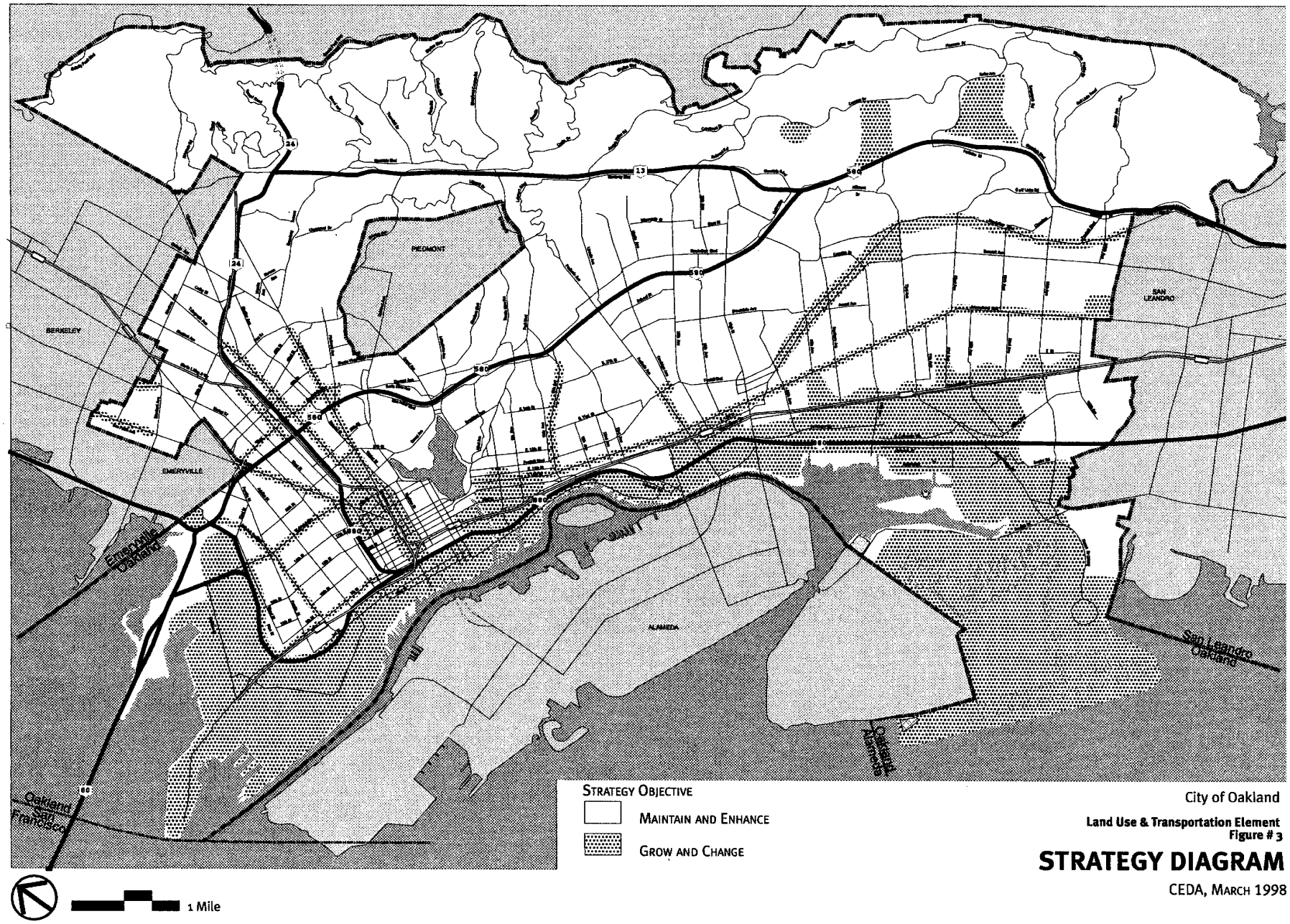


Land Use



City of Oakland

Land Use & Transportation Element
Figure # 3

STRATEGY DIAGRAM

CEDA, MARCH 1998

THE STRATEGY DIAGRAM

The Strategy Diagram on the facing page illustrates the type of changes that are expected to be realized by the vision of the Land Use and Transportation Element. This diagram is not regulatory but describes the intentions in the Land Use and Transportation Element. The Strategy Diagram allows readers of the Plan to see quickly, for example, that the Downtown and the areas on the Bay side of I-880 are expected to be the centers of change over the life of the General Plan. These areas generally coincide with several areas found on the City Structure Diagram in Chapter 2: the Downtown, Waterfront, Airport, Seaport, and Coliseum Area Showcases, Transportation Oriented Districts, and Corridors. Areas to be maintained and enhanced are largely in Oakland's neighborhoods, where retention and enhancement of the predominant character was strongly promoted by the General Plan Congress. The diagram shows that achieving the General Plan's vision of the future will require significant change in some areas, modest change in other areas, and in many areas -- particularly established neighborhoods -- actions to minimize change. The Strategy Diagram identifies different types of change areas in order to:

- establish a graphic representation of change areas anticipated by the Policy Framework
- indicate areas where transportation improvements are likely to be necessary to support change or growth
- indicate areas where the established character of neighborhoods should be maintained and their stability enhanced
- offer an additional way to interpret the Land Use Classifications on the Land Use Diagram
- guide decisions about Plan implementation actions to locations where change or conservation is needed to achieve the Plan's visions

The Strategy Diagram, which is illustrative only, uses two designations to show generalized areas of Enhancement and Change. Each of these compares the present built environment to the vision of the future. These designations do not make reference to regulations currently in place as the Element's Implementation Program anticipates their comprehensive revision. Rather, they offer broad guidance for the revised regulations. The enhancement and change designations are as follows:

Maintain and Enhance

This designation is used in areas where the predominant established uses and densities will continue – changes in use and density will be small. Implementation actions will emphasize enhancement and improvement, and where needed, strategies to discourage or prohibit intensification. Development to a higher density will be the exception, except in the areas where the character and condition of the buildings in lower intensity use are suffering. The Maintain and Enhance designation is not intended to be interpreted on a parcel-specific basis, but rather as a guidepost when evaluating areas of the city. Other considerations, such as availability of transit traffic, parking, emergency services, and/or environmental constraints may also play a part in determining treatment for an area. Consistent with the Policy Framework, the maintain/enhance designation is compatible with preserving the character of established neighborhood housing areas and neighborhood activity centers while providing for development of infill sites that is compatible with surroundings. More information and guidance may also be found in the Area View section of the Elements.

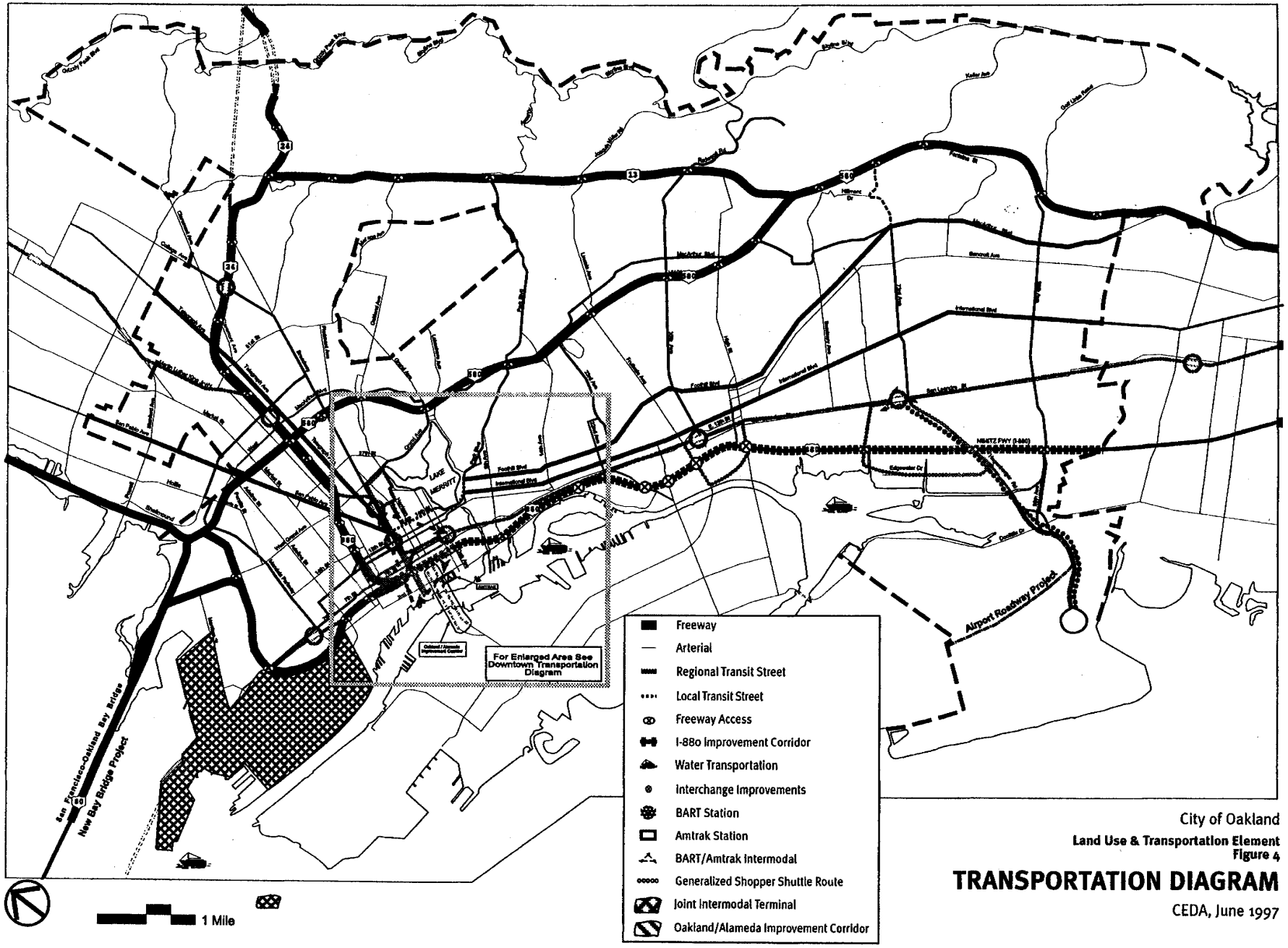
Grow and Change

This designation is used where growth will be focused to lead Oakland into the next century, enhance the transition of the city and it's economy, and allow the city to meet challenges and changes ahead. Correlated with transportation of infrastructure improvements, growth and change areas will emphasize significant changes in density, activity, or use, which are consistent with the Land Use Diagram, Transportation Diagram, and the Policy Framework and other Elements of the General Plan. Growth and change areas include areas with many parcels or, in some cases, larger sites, that can accommodate significant increases in intensity. Growth and change can be achieved through a number of strategies, including re-use of existing built space, construction on vacant infill sites or site in short-term use such as surface parking lots, additions to built space to expand floor area, or replacement of existing structures with new ones.

Some areas will transition from one single use to new uses, such as Leona Quarry, where over the life of the Plan quarrying operations will cease and commercial development, housing, and open space reservation are envisioned. Also included are locations characterized by an existing mix of land uses that the General Plan is designating for a single use. For example, some areas have industrial/housing conflicts that will be resolved through strategies to phase out one use or the other, to establish a stronger and more coherent single environment. Projects for sites that have not

previously been developed will be studied for compatibility of use, character, scale and density with the character of surrounding development.

The Strategy Diagram is illustrative only. The scale and generality of the map and concepts "presented may mean that the "growth and change" or "maintain and enhance" designations maybe applied areas that include a smaller location where preservation, or change, is called for. Differentiation of these smaller areas can be made during Zoning Ordinance revisions and other plan implementation activities.



City of Oakland

Land Use & Transportation Element
Figure 4

TRANSPORTATION DIAGRAM

CEDA, June 1997

THE TRANSPORTATION DIAGRAM

The Transportation Diagram shows those components of the transportation system existing and under construction in 1997, as well as those projects that are planned by the City and other agencies to support the future land use pattern and enhance the regional transportation network. Together, these components make up the City's Transportation Diagram, which is included as Figure 4. Oakland's form, its ability to grow, its economy, and its level of activity all depend on a multi-modal transportation system of extraordinary diversity. From 25-foot paratransit vans to giant freighters, the variety of modes and functions is unparalleled among the region's cities. Not surprisingly, the City's transportation systems are important not just locally, but also regionally, nationally and internationally. The components of the system include:

Local Access

- Streets and roads ranging from the classic urban grid downtown to winding hilly roads
- Pedestrian and bicycle facilities from the Oakland hills stairways to waterfront promenades

Regional Access

- Public transit centering on the AC Transit system hub and the confluence of BART routes
- Regional Bikeways System
- Passenger ferry service to Alameda and San Francisco
- Freeways providing access north via I-80, south via I-880, west to San Francisco and the Peninsula via the Bay Bridge, and east via State Route 24 and I-580

Worldwide Access

- AMTRAK passenger rail service at the Jack London Square station, providing links throughout the state and North America
- Oakland International Airport providing inter-regional and international service to growing passenger and freight markets
- Port of Oakland, the leading port in the Bay Area, with shipping partners in Pacific Rim

countries and local intermodal connections from the Seaport to rail and freeway for efficient movement of goods by rail and truck

- Union Pacific, and Burlington Northern/Santa Fe rail serving the western states, the Port of Oakland, and Oakland industries

Street Classifications

The city's street classifications establish a hierarchy of streets as directed by Transportation Objective T3, with function and design consistent with the desired future character and use of adjacent land. Although not all streets indicated on the diagram are necessarily public streets, all should remain open to the public and remain capable of conveying traffic as indicated by the designated classifications. The City's five street classifications are based on right-of-way width, traffic capacity, adjacent land uses, transit, bicycle and pedestrian use, provision of access to adjoining properties, and control of intersections.

Local Streets

Local streets are too small to be readable on the Transportation Diagram. Their important is in providing access to abutting property in residential neighborhoods and business districts, and delivering traffic to and from the collector street system. Local streets have two travel lanes, typically with sidewalks in flatland neighborhoods. Local street design should discourage through traffic and high-speed travel, and minimize impacts to the environment. Street design should respect the importance of pedestrian and bicycle movement and contribute to neighborhood quality, by including amenities such as bike lanes and street furniture.

Collector Streets

Collector streets move traffic between local streets and the arterial street system, and carry trips within and between neighborhoods. Residential collector streets typically have two lanes, with curb parking allowed, bike lanes, and traffic signals and turning lanes at intersections with arterial streets. Travel distance from local streets to a collector street should be less than one-half mile. Where collector streets must provide direct access to abutting properties, consideration should be given to shared driveways to minimize interruptions to through-traffic. Provision of street amenities such as street trees and bus benches is desired.

Arterial Streets

Arterial streets serve as the basic network for through-traffic between different sections of the city, defining the form of residential, industrial and commercial areas of the city. Arterial streets range from two to six lanes, with most arterials having four lanes. Arterials connect freeways with collector streets and provide limited direct vehicle access to adjoining properties. Arterials are streets designed to carry heavy traffic volumes at speeds lower than freeways and expressways, typically 30-45 miles per hour. Many arterials can support bicycle traffic in separate lanes, and some arterials have medians to control cross traffic. Separate lanes for left turns and sometimes right turns are provided where possible, and major intersections are signalized. Curb cuts for driveways are located away from intersections and limited to essential access points. Curb parking may be prohibited where no access to adjoining frontages exists and where curb lane capacity is essential for traffic operations.

** Except for loading and unloading, the use of certain streets by trucks exceeding four and one-half tons is prohibited by the City's Traffic Code. Although the prohibition applies mainly to local streets, portions of some arterials and collectors are included. Through and local truck routes are established in Sections 200-203 of the Traffic Code.

Arterials that are on the State Highway system are San Pablo Avenue (SR 123) north of I-580, East 14th Street (SR 185) from 42nd Avenue south to the San Leandro border, Doolittle Drive (SR 61) from the City of Alameda to San Leandro, 42nd Avenue between I-880 and High Street (SR 77), and the Webster Street and Posey Tubes (SR 260) connecting Oakland to Alameda.

Truck Routes

New truck routes are being developed for Oakland areas that contain a mix of business and residential properties. The existing truck route map (1998) will be included in Volume II of this document, although these routes will be updated in the coming year.

Transit Streets

Many arterials and several collector streets are given a Transit Street designation to identify those parts of the system where a continuing high level of transit service is to be provided. Transit streets have priority for service and transit preferential treatments (capital and operating projects that enhance transit service) based on their high levels of service, ridership and the presence or plan for a supportive pattern of land uses. The transit streets are further classified as having either regional or local functions. Other locations may also receive transit preferential treatments, but they are of lower priority.

Regional Transit Streets

Sections of San Pablo Avenue, International Boulevard, Telegraph Avenue, Foothill Boulevard

and MacArthur Boulevard are designated as regional transit streets, and are the City's primary candidates for light rail or electric trolley. These are corridors that connect activity centers and join Oakland to neighboring cities. Designated land uses along these arterials support the regional Transit Street designation with a mix of corridor classifications. The emphasis along these corridors is on efficient movement of transit vehicles, with continued transit service providing at least one bus every seven minutes during the day, and scheduled service during nighttime hours. As portions of both San Pablo Avenue and International Boulevard are on the State Highway system, coordination with Caltrans as well as with adjoining jurisdictions will be required to implement the Regional Transit Street designation. Oakland expects to play a significant role in designing the system

Local Transit Streets

The Local Transit Streets connect to the Regional Transit Streets and to local destinations. These are corridors where bus service should continue to provide a minimum of 15 minute service throughout the day, and bicycle lanes and other facilities should be located where possible. These arterials include Hegenberger/73rd Avenue, College Avenue, Bancroft Avenue, Park Avenue, 23rd Avenue, 35th Avenue, and 40th Street. Most of these streets are cross-town trunk routes that link the neighborhoods to activity centers along the regional transit arterials, and are heavily used by bicyclists.

Freeways

The California Department of Transportation (Caltrans) is responsible for six freeways in the city. The six freeways -- Interstate-880, Interstate-980, Interstate-580, State Route 24, and State Route 13 and State Route 77 -- provide regional access to and within Oakland. Freeways serve as high speed thoroughfares (typically with a posted speed of 55 to 65 miles per hour) connecting regional, statewide, and national destinations. Freeways have two or more travel lanes in each direction, controlled access, are divided by a median, and are grade-separated.

I-880 serves as the primary regional facility for trucks, 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 they lack alternative routes.

MAKING THE LINK BETWEEN TRANSPORTATION AND LAND USE: STRATEGIC TRANSPORTATION IMPROVEMENT PLAN

The areas envisioned for the greatest change in Oakland, as identified on the Strategy Diagram, rely on efficient and effective transportation networks in order to grow to their full development potential. The transportation improvements identified in the next section are specifically targeted to support these areas of anticipated change. Areas where the street system needs maintenance, conservation, or enhancement, particularly in the neighborhoods of Oakland, area also slated for attention. The City's Traffic Control and Signal Retiming programs aim to calm street traffic in vulnerable neighborhoods, with the intent of creating a safe and friendly environment for pedestrians.

The projects described below and included in the Transportation Diagram (see also Table 3 and Appendix C) are intended to meet Policy Framework objectives. Some, such as the I-880 Corridor Improvements, emphasize creating access to regional sites, improved safety, and additional capacity, while others, such as the Shopper Shuttles to regional commercial sites, will accomplish objectives relating to provision of better access to goods and services for residents. The Transit Centers hold the potential for a great variety of vibrant, mixed-use working and living areas integrally connected with transit options, while the Transit Streets projects described below support the City's future development goals and key objectives for supporting business expansion and flexibility for corridor revitalization. These also act as a guide for transit providers making future decisions about scheduling, routing, and capital projects.

While this section addresses transportation projects, it does not address funding for particular transit providers, such as AC Transit. Lower income residents of Oakland are disproportionately affected by the reduction in AC Transit services, which has suffered from multiple year funding reductions. The Implementation Program proposes three strategies in the section on Transit and Transportation Improvement Strategies for addressing this important issue. The City will work with other agencies to implement the transportation projects shown on the Transportation Diagram and described below and in the Implementation Program (See Priority Implementation Agenda Item E).

The Transportation Projects are discussed and illustrated at varying levels of detail, reflecting the amount of work performed to date in order to define specific project elements. Specific project elements for future transportation improvements, if they do not appear here, must be consistent

Table 3
Summary of Transportation Improvement Projects

Projects
Local Access
Citywide Roadway Improvements
Local Transit Streets
Transit Centers
Shuttle Services
Bike and Pedestrian Facilities
Water Transportation
Regional Access
Regional Transit Streets
I-880 Improvement Corridor
BART Intermodal Connections
◆ Jack London Square AMTRAK Intermodal Shuttle
◆ Coliseum AMTRAK Connection
◆ Oakland Airport-BART Transit Connector
73rd Avenue Improvement Corridor
Oakland/Alameda Improvement Corridor
Worldwide Access
Port of Oakland Projects
◆ Joint Intermodal Terminal
◆ Middle Harbor Road/7th Street
◆ Airport Expansion

with both the Land Use and Transportation Diagram's text and policy. For example, the Transportation Diagram designates an "I-880 Improvement Corridor," and accompanying text describes a number of project objectives and potential improvements that might be undertaken within the corridor. Over the course of Element implementation, further studies will evaluate specific improvements for the corridor with respect to performance characteristics, cost, community support, environmental impact, etc. Any projects that are identified as improving the corridor with respect to the issues discussed in this or other Elements are to be considered consistent with the General Plan.

Local Access

Citywide Roadway Improvements

The City has on-going transportation improvement projects that are part of city-wide programs, such as the Neighborhood Traffic Control Program and Signal Re-timing and Maintenance. The Neighborhood Traffic Control Program is a traffic-calming program that implements strategies to reduce traffic speeds and increase safety on local streets. The program includes speed bumps, stop signs, barriers, and increased enforcement. The program was initially approved in May 1994 with $3 million over a three year period. The success of the program favors its future renewal, with adaptations suited to address additional traffic issues.

Local Transit Streets

Oakland adopted a "Transit-First" Resolution in October of 1996 (Resolution 73036 C.M.S) declaring Oakland's support for public transit and other alternatives to single-occupant vehicles. This policy includes the designation of transit preferential streets (referred to as "Transit Streets" in this document, see Transportation Policies) and a pledge to resolve any conflicts between public transit and single occupant vehicles on City streets in favor of the transit mode that has the potential to provide the greatest mobility for people, rather than vehicles. Additionally, policies were included in this Element to encourage greater transit use by: expediting the movement of transit vehicles on designated transit streets, promoting intermodal transfer stations, encouraging transit-oriented design features in developments served by public transit, encouraging regular maintenance of bus stops and the provision of amenities such as benches and shelters, and developing a Bicycle and Pedestrian General Plan Element.

Improvements along transit streets are the City's top priority for the local street system and are key to the city's future growth and the mobility of Oakland residents. The Policy Framework

recommends that a large proportion of the additional housing units be located along the corridors, and the Strategy Diagram indicates that reuse and intensification of corridor development is a goal of this Plan. Transit Street improvements will assist in realizing this goal by making traveling our street corridors safer, with quicker and more convenient access to goods and services. Designated Local Transit Streets are also candidates for transit priority improvements, such as:

- Enhanced passenger waiting areas and shelters with sidewalk curb cuts, benches, adequate clearance at transit loading areas, and posting of schedules as well as enhanced lighting, security, and maintenance
- Traffic signal modifications such as pre-emption and synchronization to favor transit vehicles
- Improved levels of service, so buses don't get stuck in slow traffic
- Restrictions of auto turning movements that conflict with transit vehicles
- Strict enforcement of double-parking and bus stop parking regulations
- Construction of off-street timed transfer centers
- Reduced parking requirements for new development on or near transit Streets
- Creation and enforcement of exclusive transit lanes
- Extension of bus stop curbs out to the transit travel lane

Quality Bus Concept

Many of these treatments are included as part of AC Transit's Quality Bus Concept (QBC), which complements the Element's emphasis on Transit Streets. The concept includes consistent headways of ten minutes or less on major trunk lines, less frequent stops to improve bus travel times, geometric changes to reduce bus/auto and bus/pedestrian conflicts, bike racks for intermodal travel, and passenger amenities at bus stops. Once design guidelines and standards are established, the QBC can be applied to all Transit Streets. Actions are also planned to better manage the transportation system operations and provide localized capacity improvements with such improvements as signal interconnect along San Pablo Avenue, 40th Street, 35th and 36th Streets, and West MacArthur Boulevard (for the San Pablo Avenue Corridor) to allow coordinated operations.

Some transit preferential treatments will require changes to zoning requirements and the development review process. Others, such as the signal modifications and bus stop treatments, will require coordination with the City's Public Works Agency.

Transit Centers

Another feature of AC Transit's plans supported by designation of Transit Streets and Transit-Oriented Districts is construction of transit centers at locations where several bus routes cross. The objective is to allow quick and comfortable transfers from bus-to-bus, bus-to-rail, and bus-to-car. AC Transit's Comprehensive Services Plan (CSP) has designated high priority transit centers in Oakland at Fruitvale BART and Eastmont Town Center, with second priority transit centers at the West Oakland and Coliseum BART stations. The City supports plans for transit centers at these locations as well as transit centers at MacArthur BART and at Broadway/14th Street.

Shuttle Services to Shopping Destinations

The Transportation Diagram shows the generalized alignment of three shopper shuttles. The Broadway Shuttle, already operating, connects workers and visitors to destinations along the Broadway spine. The intent of the other two shopper shuttles, connecting to the Fruitvale and Coliseum BART stations, is to link shoppers and workers located in neighborhoods north of I-880 to the Regional Commercial sites in the I-880 corridor. The shuttles could be an extension or re-routing of AC Transit bus service from the BART stations, or more local-serving shuttles providing direct access from housing areas to the curb in front of shopping destinations. Market research studies might be conducted during development of the Regional Commercial areas along the I-880 corridor to learn about transit service needs.

Bike and Pedestrian Facilities

The importance of facilities for biking and walking as part of Oakland's transportation system will be highlighted in the new General Plan Bicycle and Pedestrian Master Plan. Improvements to Oakland's network for non-motorized travel enable everyone to have easier and more secure access to shopping, workplaces, cultural centers, and recreational areas.

Water Transportation

Oakland's location along the shoreline provides opportunities for improved water transportation services. Ferry service to Alameda and San Francisco and additional water taxi service to other destinations are included as part of the city's future transportation system. Future plans for water transportation need to consider links with other modes such as AC Transit, BART, and AMTRAK.

Because there are popular waterfront destinations on both sides of the Estuary, coordination with the City of Alameda will be needed. With the Oakland Airport, Jack London Square, and the potential waterfront parks linked by the Bay Trail, the potential for water taxi service appears favorable. However, shallow water near the airport forbids normal access and the costs of providing land side access -- ferry docks, parking, facilities -- are high.

Regional Access

Regional Transit Streets

Designated Regional Transit Streets (San Pablo Avenue/International Boulevard, and Telegraph Avenue/Foothill/MacArthur), are candidates for light rail transit or electric trolley bus in addition to the transit priority improvements discussed above under "Local Transit Streets."

I-880 Improvement Corridor

Improvements to the I-880 corridor will enable the realization of the Policy Framework's goals and the Strategy Diagram's changes for the downtown, waterfront, Coliseum, seaport, and airport areas. Because of the importance of the I-880 corridor in the support of economic development and providing opportunities to reconnect the city's neighborhoods with the waterfront, improvements in the I-880 Corridor from I-980 to 98th Avenue are the City's highest priority for improvement to the Regional system. I-880 improvements have been prioritized by regional and State agencies for seismic upgrade and improvements to ramps and roadside amenities. Modernization is needed to improve access, safety, operations, landscaping, signage, and aesthetics along the corridor, especially at the interface with city streets.

I-880 Corridor Modernization

Improvements in the I-880 corridor from I-980 to 98th Avenue are called for by the Alameda County Congestion Management Agency's (CMA) I-880 Intermodal Study. This corridor modernization project includes access improvements to the City of Alameda, operational improvements on local arterials, and interchange improvements to upgrade or consolidate those that do not meet Caltrans design standards, including interchanges at High Street/42nd Avenue, Fruitvale Avenue, 29th Avenue, and 23rd Avenue. The design of the interchanges and any improvements along local roadways will require further study and coordination with Caltrans and the City of Alameda in some cases, but should include mainline and ramp upgrades as well as travel corridors for pedestrians and bicyclists wishing to traverse the freeway to and from the waterfront and other destinations nearby.

I- 880 Carpool Lanes

Another candidate project in the I-880 Corridor is the construction of carpool lanes between I-980 and 98th Avenue to close the gap in the carpool lane system created when the Cypress Replacement was completed. The CMA recommends I-880 widening for addition of HOV lanes from Marina Boulevard in San Leandro to 98th Avenue. However, carpool lanes from I-980 to 98th Avenue are not recommended by the Congestion Management Agency at this time, since costs and disruption associated with right-of-way would be prohibitive. If congestion along this corridor cannot be addressed through other improvements, carpool lanes to complete the gap should be studied further.

Additional I-880 Projects in the Mixed Use Waterfront Area

Additional transportation projects designed to assist in the achievement of the Estuary Plan goals will be adopted as part of the General Plan. Consolidation of corridor interchanges intended to increase ease of access to the waterfront from adjoining neighborhoods may be part of the Estuary Plan, and should be considered consistent with the Land Use and Transportation Element.

I-580 Improvements

The freeway entrance westbound from West MacArthur to I-580 near San Pablo should be reopened if feasible. This entrance has been closed since the 1989 earthquake, although the eastbound MacArthur exit has been reopened for use.

73rd Avenue Improvement Corridor

The connection between 73rd/Edwards Avenue and I-580 provides an important link between the Easy Oakland neighborhoods, the Coliseum sports complex , I-880, and the Oakland International Airport. Completion of the 73rd Avenue cross-town arterial has been studied for at least 20 years, as east of MacArthur Boulevard what was a six to eight lane road is reduced to two lanes through single family neighborhoods. To address neighborhood concerns about side street delays attributed to through traffic accessing I-580 at Edwards Avenue, two new signals were installed along the route and the intersection at MacArthur and 73rd Avenue was re-striped to discourage through traffic. However, 73rd Avenue continued to carry about 22,000 vehicles per day in 1996 and the section east of MacArthur tends to be regularly congested from Coliseum events.

Alternatives

A number of alternatives have been studied before, including widening and realignment. Re-routing traffic through a residential area to Seminary would require northbound traffic to use the frontage road to access I-580 or SR 13 at Mountain Boulevard.

The importance of 73rd Avenue to circulation within the city between I-580 and I-880 needs to be weighed against the localized impacts to the residential area if the connection is improved. With the improvements to the 98th Avenue corridor, the 73rd Avenue corridor could provide local access rather than serve through traffic between I-580 and I-880. To address the increased traffic during events at the Coliseum, alternative routes could be signed and shuttle service from remote park-and-ride lots could be provided. Improvement alternatives could include direct connections from MacArthur to I-580 as well as diversion to the I-580 interchange at Seminary or 98th Avenue.

BART Intermodal Connections

Intermodal connections are established as a priority by the City's Transit First policy, and are designated at Jack London Square, BART to Amtrak, at Coliseum BART to Amtrak, and potentially at West Oakland Station. Development of these connections will enable greater numbers of people to travel to and from downtown, waterfront, Coliseum, and airport activities by a variety of means, including intermodal transit and bicycling.

Jack London Square Intermodal Connection

An intermodal shuttle or bus route serving the Jack London Square AMTRAK station will provide service to the ferry terminal at the foot of Washington Street, the downtown AC Transit hub and the City Center BART station, and the Lake Merritt BART station, thereby linking ferries and AMTRAK to all BART system lines. The shuttle will provide service for the AMTRAK Capitol intercity rail service which could provide up to six round trips daily between San Jose and Sacramento. Further studies are needed to determine the operator, route, and vehicle for the shuttle service.

Coliseum BART Intermodal Connection

Creating an intermodal connection at Coliseum BART will mean creation of an East Oakland Amtrak stop. Passengers could then transfer to BART or to the Oakland Airport-BART Transit Connector.

Oakland Airport-BART Transit Connector

The BART/Oakland Airport Intermodal Connector, a future fixed-route transit connection, will link the Coliseum BART station with the Oakland Airport. The project would provide virtually seamless intermodal transfers to and from BART. The addition of this service, along with a programmed AC Transit bus intermodal station and adjacent capitol corridor station would create an important and much-needed transportation hub for Oakland and the County. The Hegenberger alignment, which follows Hegenberger Road from the BART station to Airport Drive, into the airport terminals as shown in the Transportation Diagram, has been the focus of most discussion since it provides the most direct connection between the Coliseum BART station and the Oakland Airport. Possible future intermediate stations which would serve business development between the Coliseum area and the airport would increase travel time between BART station and the airport as well as increase the cost of the project. The feasibility of intermediate stops would depend upon the technology selected and the funding availability. In the interim, improvements to the scheduling and services of the existing BART-to-airport shuttle are needed.

New Bay Bridge

Proposals for a new East Span of the San Francisco-Oakland Bay Bridge could provide a new "gateway" into Oakland as well as reducing the seismic risk on the bridge. The new bridge design should include bicycle, pedestrian, and transit access, as directed by City Council resolution in 1997. Further, where the new bridge touches down, there will be opportunity for development of parks and open space resources at the foot of the bridge, offering unparalleled vistas for Oakland residents and visitor. Should the bridge design move forward, these components should be an integral part of the project.

Oakland / Alameda Improvement Corridor

Improved access to Alameda through either a new connection or improvements to the existing Posey-Webster tunnels would primarily improve access to the City of Alameda, but would also benefit Oakland by helping to relieve traffic congestion near the existing tunnel portal near 5th Street and Broadway. The East Bay Conversion and Reinvestment Commission sponsored a 1994 study to examine improved access to the proposed Alameda Seaport. Both tunnel and bridge options were studied for a new connection west of the existing Posey-Webster tubes. Two problems identified in the preliminary study are the high cost of such a project, and the fact that a bridge would require very high clearances in order to cross the Oakland Estuary ship channel.

The need for a new connection will depend upon future uses at the Alameda Naval Air Station. The emphasis should be on improving the current tunnels and providing alternatives, such as ferry shuttles, improved transit, and bicycle and pedestrian access. There will be an opportunity to improve the connections when the existing Posey-Webster tubes undergo future seismic retrofit work. Any project in the Oakland/Alameda Improvement Corridor should include improved access to the Jack London District and the Downtown area from I-880, if possible. Future projects will need to be coordinated between the cities of Oakland and Alameda to I-880, the Port of Oakland, and Caltrans.

Worldwide Access

Port of Oakland Projects

The General Plan recognizes several important transportation projects being planned and implemented by the Port of Oakland, which will greatly enhance the Port's capacity to expand operations. These are depicted generally on the Transportation Diagram.

Joint Intermodal Terminal

The Joint Intermodal Terminal is part of the Port of Oakland's Vision 2000 Program which is a program of improvements to increase capacity and improve the efficiency of integrated intermodal cargo transportation services. The Vision 2000 Program proposes development of ship, rail, and truck cargo handling facilities and includes development of public waterfront access and a marine habitat enhancement area. The intermodal container terminal will improve ship-to-rail freight transfers and reduce truck traffic on I-80.

Middle Harbor Road Realignment / 7th Street / Maritime Grade Separation

As part of the re-use of the Fleet and Industrial Supply Center, Oakland (FISCO), several alternatives for Middle Harbor Road and the 7th Street/Maritime grade separation are being studied. These transportation projects are necessary to provide better access for a wide range of users, including non-motorized travel access to open space preserves. Berth expansions and channel deepening to accommodate larger ships is expected.

Airport Expansion

Oakland Airport has experienced dramatic increases in both cargo and air passenger activities in recent years. As a result, the Port is proposing a major expansion that includes both land side and air side improvements to the existing facilities and roadways accessing the airport. The Airport Expansion Master Plan includes the Airport Roadway Project (ARP). The Alameda

County Transportation Authority led Airport Development Program is a joint project among the Port of Oakland and the Cities of Alameda and Oakland. The draft environmental work (EIR/EIS) for the ADP was published in 1996.

The ADP is proposed to enhance the existing terminal facilities by developing a consolidated terminal with two additional concourses to accommodate up to 12 more aircraft and improve internal circulation by modifying airport service areas. Land side access projects are intended to minimize congestion and bottlenecks by improving roadway, parking, curbside access, and transit links.

The ARP is a major roadway improvement project to improve accessibility to the airport and Alameda's Harbor Bay Isle.. The project includes upgrading several roadways in the airport vicinity and constructing a cross airport roadway linking Airport Road to Harbor Bay Parkway. The project is divided into three segments, which should include truck, car, bicycle, and pedestrian access components:

- Widening of 98th Avenue from the I-880 interchange to Airport Access Road with a grade separation at Doolittle Drive and bicycle and pedestrian access on a bridge over I-880.
- Upgrading Airport Access Road and Airport Drive from 98th Avenue to Airport Road
- Extension of Airport Road under Taxiway 5 to connect with Harbor Bay Parkway near Maitland Drive

THE LAND USE DIAGRAM

Achieving the high quality of life and commerce envisioned for Oakland by the Policy Framework will require close coordination of the land use and transportation diagrams and their implementation. Healthy neighborhoods require safe streets. Successful business depends upon convenient access to suppliers and markets. The relationship between land use and transportation is abundantly clear in Oakland, a city of neighborhoods with a dynamic economy that depends on an international seaport and airport, nine regional BART stations, and a dense network of interstate highway and rail.

This section of Chapter 3 begins with an overview of the Land Use Diagram and then describes each of the land use classifications used on the diagram. The Land Use Diagram is included as Figure 5. The combined Land Use and Transportation Diagram is included in larger size in a pocket at the back of this volume.

Understanding the Land Use Diagram

The Land Use Diagram, located in the back pocket of this plan, illustrates the City's future development pattern articulated by thePolicy Framework. The Diagram will guide development and will contribute towards achieving the vision of the City described by the General Plan Congress. Since Oakland is a mature and significantly built-out city, the land use pattern shown is in many cases a reflection of the present and historic arrangement of the city. In other cases, the pattern illustrates the type and intensity of change suggested by the Policy Framework and the Strategy Diagram.

The Land Use Diagram graphically depicts potential future development in the City. The diagram is an advancement of the principles shown on the Strategy Diagram, showing areas where change and conservation is expected through application of the Policy Framework in the form of Land Use Classifications. This diagram is constructed on a base map showing the City's boundaries in the context of surrounding communities and geographic features such as the Bay, the approach to the Bay Bridge and the Oakland Estuary. The Diagram is presented in the context of the basic transportation network including major transportation corridors.

The Land Use Diagram uses 15 land use classifications to graphically depict the type and intensity of allowable future development in various parts of the City.

The classifications used in the Land Use Diagram are the key to understanding the diagram and the city's land use pattern because they:

- take into account the existing and historical patterns of development in Oakland.
- graphically represent the intentions of the Policy Framework and Strategy Diagram reflecting areas of growth, enhancement and conservation.
- provide a basis for evaluating future development and future demand for services.
- contribute to satisfying State mandates which require that the Land Use Element designate the general distribution, location and extent of land uses and establish standards for population density and building intensity (see appendix B).

The Land Use classifications and diagrams generally describe citywide development patterns. Designating an area with a particular classification does not entitle a property owner to automatically develop at the maximum stated density. Maximum densities for individual properties will be specified in implementing ordinances, in particular the zoning and subdivision ordinances

The Zoning Ordinance will provide further definition by regulating densities, intensities, and land uses based on the direction provided by the General Plan. Any one Land Use Classification may correspond to multiple zoning districts to reflect the unique characteristics of Oakland's neighborhoods and business areas. Site and neighborhood-specific conditions, development standards, transportation capacity, and other City requirements also come into play when determining maximum site specific densities. The Zoning Ordinance will be accompanied by a Zoning Map which will further subdivide the City as shown in the Land Use Diagram into a number of zoning districts. The zoning maps will refine the boundaries used for the land use classifications as needed to achieve the intent of the General Plan. The zoning map will be used to distinguish different conditions within a single General Plan land use classification by applying different zoning districts tailored to the specific character or intent of the area. Finally, the zoning map will provide greater specificity and detail in areas of the City too small to be detailed in the General Plan diagrams.

The standards associated with the various zoning districts will further refine the types of activities and intensities allowed in the Land Use classifications. Zoning may be more restrictive than the classifications with respect to uses and/or intensity. For a given classification, zoning regulations for corresponding districts may:

- exclude some uses listed in the Land Use classification definition
- include uses not listed in the definitions, provided they are consistent with the intent of the classification
- determine which uses are to be permitted as-of-right and which will be permitted conditionally
- reduce limits on intensity and density of development
- establish additional development standards and/or performance standards to implement the Policy Framework relating to land use compatibility, urban design and other considerations

Land Use Classifications

There are 15 broad Land Use Classifications used in the diagram which are grouped into five major categories: Neighborhood Housing; Corridor Mixed Use; Industry, Commerce, and Institutional; Special Mixed Use; and Recreation & Open Space. All classifications establish intensity and/or density standards, with density maximums and maximum floor area ratios for commercial projects. For residential uses, the density maximums are not entitlements that apply to every property within a given classification. Similarly, for non-residential uses, the floor area ratios (FAR's) stated are maximums, not entitlements that apply to every property with a given classification. Each of the classifications used in the diagram is described below in terms of:

- **Intent:** the purpose of the classification.
- **Desired Character and Uses:** a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is a descriptive and not exclusive definition of use or activity.
- **Intensity/Density:** the maximum intensity of building form, or density in terms of housing units per acre. Appendix D summarizes standards for population and housing density.

A summary of Land Use Classifications is included in Table 4, and in the back pocket of this volume.

Neighborhood Housing Classifications

Four classifications are used to map the city's primary neighborhood housing areas. The classifications reflect key differences among types of neighborhoods. All of the classifications encourage quality and variety in building and landscape design, compatibility of use and form, and encourage school, community facilities, and "corner store" type of commercial activity, where appropriate.

The Mixed Housing Type Residential classification is primarily used in the old, established neighborhood housing areas of Oakland where a mix of unit types (single family homes, townhouses, and small multi-unit buildings) along with small scale neighborhood serving businesses are frequently found in close proximity to each other.

Mixed Housing Type Residential

Intent: The Mixed Housing Type Residential classification is intended to create, maintain, and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings, and neighborhood businesses where appropriate.

Desired Character and Uses: Future development within this classification should be primarily residential in character, with live-work types of development, small commercial enterprises, schools, and other small scale, compatible civic uses possible in appropriate locations.

Intensity/Density: Development of single family homes, townhouses, and small multi-unit buildings is allowed in this classification. Maximum allowable density in these areas is 30 principal units per gross acre. Within these mixed housing type neighborhoods, there exist areas and pockets of lower density housing which should be preserved through appropriate zoning designations.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 and related policies. Waterfront Objectives W8, W12, and related policies. Downtown Objectives D1, D10, and related policies.

The Detached Unit Residential classification is used in areas of the City where the predominant development pattern is single-unit detached residential structures on lots ranging in size from 4,000 to 8,000 square feet with significant front, side, and rear yard setbacks.

Detached Unit Residential

Intent: The Detached Unit Residential classification is intended to create, maintain, and enhance residential areas characterized by detached, single unit structures.

Desired Character and Uses: Future development within this classification should remain residential in character with appropriate allowances for schools and other small scale civic institutions.

Intensity/Density: The most appropriate development type in these areas is detached, single family units. Maximum allowable density in these areas is 11 principal units per gross acre.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 and related policies.

The Hillside Residential classification is used primarily in the hill areas of Oakland where low densities and character are affected by slope, environmental, transportation, and fire safety constraints.

Hillside Residential

Intent: The Hillside Residential classification is intended to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots. Typical lot sizes range from approximately 8,000 square feet to one acre in size.

Desired Character and Uses: Future development within this classification should remain residential in character.

Intensity/Density: Maximum allowable density is 5 principal units per gross acre.

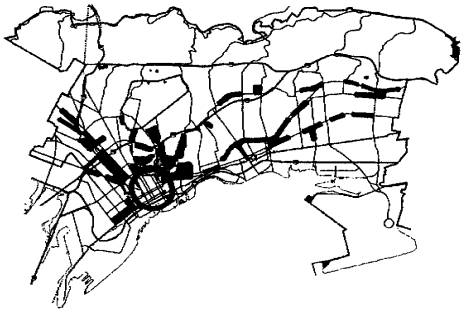
Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 and related OSCAR policies.

Corridor Mixed Use Classifications

The Corridor Classifications are used to map the city's key corridors in a way that reflects the Policy Framework -- promoting the creation and improvement of multi-use commercial districts linking segments of multifamily housing. This classification also supports the confirmation and creation of neighborhood activity centers as focal points along the corridors. The three classifications -- urban housing, neighborhood center commercial, and community commercial -- are also used at locations away from the corridors where the described mix of uses and densities is appropriate. Corridor land use classifications are generally supported by an arterial street designation.

Urban Residential

Urban Residential areas are historically quite dense, consisting of apartments, flats, condominiums, walk-ups, and other multi-unit configurations some of which contain ground floor commercial services, and which are located in areas with excellent access to shopping, services, and open space resources. Examples of this type of development can be found in the Gold Coast neighborhood of downtown, in sections of Adams Point, along the Lakeside Drive edge of Lake Merritt, and along many stretches of major city corridors.



Intent: The Urban Residential classification is intended to create, maintain, and enhance areas of the City that are appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services.

Desired Character and Uses: The primary future use in this classification is residential. Mixed use buildings that house ground floor commercial uses and public facilities of compatible character are also encouraged. If possible, where detached density housing adjoins urban residential the zoning should be structured to create a transition area between the two.

Intensity/Density: Maximum allowable density in these areas is 125 units per gross acre.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N5, N6, N8, N9, N10, N11, and related policies. Waterfront Objectives W8, W12, and related policies. Downtown Objectives D1, D2, D3, D6, D10, D11 and related policies.

Neighborhood Center Mixed Use areas support adjacent neighborhood areas by providing distinctive and conveniently located mixes of retail shops, services, housing, and public facilities. Oakland has many good examples of pedestrian-oriented neighborhood center commercial areas, such as Piedmont Avenue, East 18th Street at Lake Merritt, and Fruitvale at International Boulevard.

Neighborhood Center Mixed Use

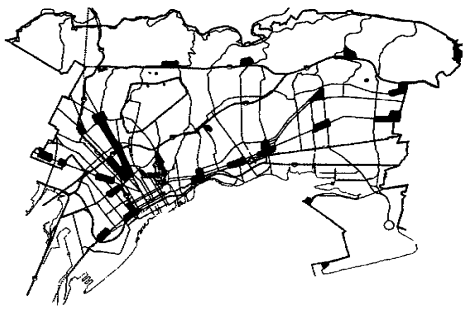
Intent: The Neighborhood Center Mixed Use classification is intended to identify, create, maintain and enhance mixed use neighborhood commercial centers. These centers are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural, or entertainment uses.

Desired Character and Uses: Future development within this classification should be commercial or mixed uses that are pedestrian-oriented and serve nearby neighborhoods, or urban residential with ground floor commercial.

Intensity/Density: The maximum FAR for this classification is 4.0. The maximum residential density is 125 units per gross acre. Vertical integration of uses, including residential units above street-level commercial space, is encouraged.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9, N10, N11, and related policies. Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, and I/C 3. Transportation Objectives T2, T6.

Community Commercial areas have historically served Oakland's major shopping, service and employment needs, and should continue to do so in the future. Pedestrian-oriented design is encouraged, but these areas may also accommodate larger-scale, auto-oriented developments which require sizable off-street parking areas, such as Rockridge Shopping Center, Acorn Shopping Center, and Foothill Square. The higher end of the allowable density/intensity range is most appropriate on arterials.



Community Commercial

Intent: The Community Commercial classification is intended to identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional operations along the City's major corridors and in shopping districts or centers.

Desired Character and Uses: Community Commercial areas may include neighborhood center uses and larger scale retail and commercial uses, such as auto related businesses, business and personal services, health services and medical uses, educational facilities, and entertainment uses. Community Commercial areas can be complemented by the addition of urban residential development and compatible mixed use development.

Intensity/Density: The maximum FAR for this classification is 5.0. Maximum residential density is 125 units per gross acre.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9, N10, N11, and related policies. Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, and I/C 3, I/C 5. Transportation Objective T2.

Industry, Commerce, and Institutional Classifications

These classifications encompass several anticipated growth areas of the City, which are generally located in close proximity to the I-880 Freeway corridor and the seaport, airport, and coliseum areas. The classifications that describe areas dedicated to Oakland's industry and commerce recognize types of businesses that could not have been envisioned by the City's previous Land Use Plan, and also recognize our limited ability to anticipate the business activities of the future. These classifications provide flexibility to accommodate changes in the economy and to encourage attraction of a wider range of economic development activities that can take advantage of Oakland's infrastructure and location. Because of this ever-changing nature of industrial and commercial activities, implementing regulations may change over time in order to include uses not listed below, provided they are consistent with the intent of the Plan.

The Regional Commercial classification is used to enable Oakland to capitalize on potential large scale retail and commercial development opportunities. These types of commercial operations usually require significant parking areas, and are generally located adjacent to regional transportation facilities where they benefit from good access and visibility and are able to attract patrons from within and outside of the City limits.

Regional Commercial

Intent: The Regional Commercial classification is intended to maintain, support and create areas of the City that serve as region-drawing centers of activity.

Desired Character and Uses: A mix of commercial, office, entertainment, arts, recreation, sports, and visitor serving activities, residential, mixed use development and other uses of similar character or supportive of regional drawing power.

Intensity/Density: The maximum FAR for this classification is 4.0. Maximum residential density is 125 units per gross acre, in a mixed use project.

Policy Framework Basis for the Classification: Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3. Neighborhood Objective N1.

The Business Mix classification is a flexible "economic development zone", which strives to accommodate older industries and anticipate new technologies, including both commercial and industrial operations. These areas contain a wide range of business and business serving activities. Different examples of development that would fall into this classification include Edgewater business park, commercial or other market supported development on the freeway frontage along I-880, and portions of West Oakland that have historically been very business intensive.

Business Mix

Intent: The Business Mix classification is intended to create, preserve and enhance areas of the City that are appropriate for a wide variety of business and related commercial and industrial establishments. High impact industrial uses including those that have hazardous materials on-site may be allowed provided they are adequately buffered from residential areas. High impact or large scale commercial retail uses should be limited to sites with direct access to the regional transportation system.

Desired Character and Uses: These areas may accommodate a mix of businesses such as light industrial, manufacturing, food processing, commercial, bioscience and biotechnology, research and development, environmental technology, business and health services, air, truck and rail-related transportation services, warehouse and distribution facilities, office, and other uses of similar business character.

Intensity/Density: The maximum FAR for this classification is 4.0. In some business mix locations, zoning should establish lower intensities to establish or maintain campus-like business settings. In others, uses and development standards should offer maximum flexibility. In areas where higher impact uses are located, buffing strategies will need to be developed.

Policy Framework Basis for the Classification: Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3, I/C 4, I/C 5. Waterfront Objectives W6, W7.

General industry and transportation uses are essential to the economic health of the city and region. This land use classification, based on the Policy Framework and the Strategy Diagram, is necessary to promote and preserve Oakland's primacy as an international transportation hub connecting the Pacific Rim with the United States. For this reason, and to take advantage of Oakland's significant transportation infrastructure, the airport, the industrial belt along San Leandro Boulevard, and the seaport are given this classification. These areas play a significant role in providing Oakland and the region with employment as an international hub in the transportation of goods and services. Because of the potential for significant off-site impacts, most areas designated for General Industry and Transportation are either located adjacent to the Business Mix or Housing Business Mix areas, with the intent of buffering impacts from primary housing areas to the greatest extent possible.

General Industry and Transportation

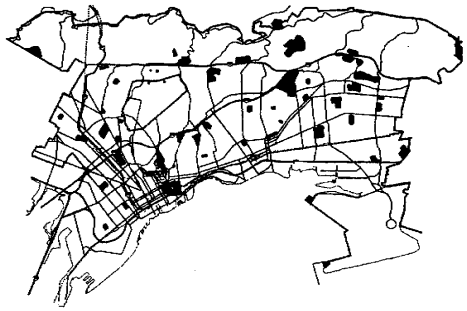
Intent: The General Industry and Transportation classification is intended to recognize, preserve, and enhance areas of the City for a wide variety of businesses and related establishments that may have the potential to create off-site impacts such as noise, light/glare, truck traffic, and odor. These areas are characterized by sites with good freeway, rail, seaport, and/or airport access.

Desired Character and Uses: A wide variety of uses are included, such as heavy industrial and manufacturing uses, transportation, railyards, maritime terminals, distribution and warehousing, food processing, heavy impact research and development facilities, and other uses of similar or supporting character.

Density/Intensity: The maximum overall FAR for this classification is 2.0.

Policy Framework Basis for the Classification: Waterfront Objectives W5, W6, W7; Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 4, I/C 5. Neighborhood Objective N5; Transportation Objective T1.

Institutions are a significant resource of jobs and services to Oakland residents, and many of our institutions are nationally recognized for their excellence. Hospitals, libraries, schools and colleges, and government centers are important underpinnings of Oakland's continued economic health and the well being of its citizens. These type of operations, however, can have significant local impacts on neighborhoods, and must be planned carefully.



Institutional

Intent: The Institutional classification is intended to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical uses as well as other uses of similar character.

Desired Character of the Area: Future uses include educational and cultural facilities, institutions, health services, and medical facilities. Under certain conditions, mixed use housing and commercial development that supports these institutional areas may be allowed.

Intensity/Density: The maximum FAR for this classification is 8.0. Appropriate development standards that reflect the nature of the institutional facility and contain appropriate standards to address edge conditions adjacent to residential areas, and the need for expansion space, are all important factors that will be addressed by zoning.

Policy Framework Basis for the Classification: Neighborhood Objective N2, N5, N11, Industry and Commerce Objective I/C1.

Special Mixed Use Classifications

These classifications have been specifically developed for areas of the city which support a complex mix of uses. The Central Business District, the Mixed Use Waterfront District, and the Housing Business Mix Classifications all reflect the intent of the Policy Framework and anticipate the adoption of further studies and regulations. The Mixed Use Waterfront classification covers the area under study in the City/Port's Estuary Plan, which, upon completion, will be adopted as a part of this General Plan. A new set of classifications specific to the waterfront area will be developed as part of the Estuary Plan, which will correspond the Mixed Use Waterfront classification described below.

Consistent with the Policy Framework, the Central Business District classification allows an exciting mix of urban residential living combined with a wide range of business operations. The Downtown should be the focus of high density and intensity activities that can take advantage of the transportation infrastructure and communications network.

Central Business District

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

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

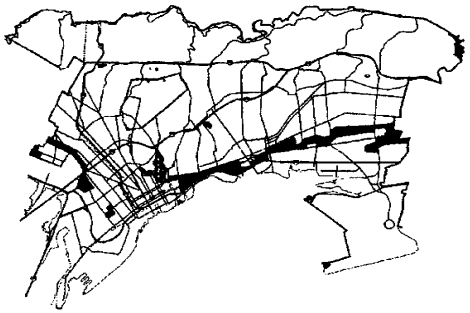
Intensity/Density: For sites in the CED, the maximum FAR is 20.0, and the maximum allowable residential density is 300 units per gross acre. In some areas identified by the Policy Framework, such as the Broadway spine, the highest FAR may be encouraged, while in other areas such as near Lake Merritt and Old Oakland, lower FARs may be appropriate.

Policy Framework Basis for the Classification: Downtown Goals; Downtown Objectives D1, D2, D3, D4, D5, D6, D7, D8, D9, D10, D11, D12, D13. Transportation Goals; Transportation Objectives T2, T3, T4, T6. Industry and Commerce Goal; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3; Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9, N10, N11.

Mixed Use Waterfront District

Superceded by the Estuary Policy Plan, adopted June 1999.

The Housing and Business Mix classification identifies areas of the city where a complex mix of residences and businesses has evolved due to converging historic development patterns. As reflected in the Strategy Diagram and the Policy Framework, these areas may require additional attention to buffer the impacts of incompatible adjacencies, and the careful development and enforcement of performance standards to ensure compatible co-existence.



Housing and Business Mix

Intent: The classification recognizes the equal importance of both housing and business. This classification is intended to guide a transition from heavy industry to low impact light industrial and other businesses that can co-exist compatibly with residential development. Respect for environmental quality, coupled with opportunities for additional housing and neighborhood-friendly businesses is desired, as well as the transition from industry that generates impacts detrimental to residences.

Desired Character and Uses: Future business development within this classification should be compatible with housing, and development should recognize the mixed business nature of the area. Development of site specific buffers are essential as are specific conditions under which business and housing will coexist. This classification allows mixed housing type destiny housing, "live-work", low impact light industrial, commercial, and service businesses, and compatible community facilities.

Intensity/Density: The maximum residential density is 30 principal units per gross acre. The maximum non-residential FAR is 3.0.

Policy Framework Basis for the Classification: Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N5, N6, N9, N10. N1, N12, and related policies; Industry and Commerce Objectives I/C 1, I/C 2, I/C 4 and related policies.

The two Recreation and Open Space classifications are taken from the Open Space, Conservation and Recreation Element (OSCAR) of the General Plan, adopted in 1996. The OSCAR's maps and text provide a great deal of additional detail about the City's open space plans and should be referred to for more information.

Recreation and Open Space Classifications

Resource Conservation

Intent: The Resource Conservation classification is intended to identify, enhance and maintain publicly-owned lands for the purpose of conserving and appropriately managing undeveloped areas which have high natural resource value, scenic value, or natural hazards which preclude safe development.

Desired Character and Uses: Future development within this classification is extremely limited, and must relate to the conservation and management of natural resources, public open space, and natural hazards.

Intensity/Density: Buildings are not permitted in Resource Conservation areas except as required to facilitate the maintenance of conservation areas.

Policy Framework Basis for the Classification: OSCAR Objective OS 1.

Urban Park and Open Space

Intent: The Urban Park and Open Space classification is intended to identify, enhance and maintain land for parks and open space. Its purpose is to maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.

Desired Character and Uses: Urban parks, schoolyards, cemeteries, and other active outdoor recreation spaces.

Intensity/Density: The OSCAR generally describes facilities that may be included in urban parks and open spaces, which may include one caretakers dwelling unit per site, if needed. Otherwise, policies call for "no net loss" of open space. Standards for lot coverage will be included in the development of open space zoning.

Policy Framework Basis for the Classification: OSCAR Objective OS 2.

Table 4
Summary of Land Use Classifications

Classification	Primary Uses	Intensity / Density Maximum
Neighborhood Housing Classifications		
Mixed Housing Type	Housing	30 units/gross acre
Detached Unit Residential	Housing	11 units/gross acre
Hillside Residential	Housing	5 units/gross acre
Corridor Mixed Use Classifications		
Urban Residential	Housing, ground-floor commercial	125 units/gross acre
Neighborhood Center Commercial	Retail, housing, services, community facilities	125 units/gross acre; 4.0 non-residential FAR
Community Commercial	Retail, health and medical, housing, services, community facilities	125 units/gross acre; 5.0 non-residential FAR
Industry, Commerce, and Institutional Classifications		
Regional Commercial	Retail, recreation, visitor-serving uses	125 units/gross acre; 4.0 FAR
Business Mix	Light industry, research and development, low-impact manufacturing	4.0 FAR
General Industry and Transportation	Manufacturing, distribution, transportation	2.0 FAR
Institutional	Educational, cultural, medical	125 units/gross acre; 8.0 FAR
Special Mixed Use Classifications		
Central Business District	Office, housing, retail, services, cultural facilities	300 units/gross acre; 20.0 non-residential FAR
Mixed Use Waterfront District	Superceded by the Estuary Policy Plan, adopted June 1999	
Housing and Business Mix	Housing and low-impact business	30 units/gross acre; 3.0 non-residential FAR
Recreation and Open Space Classifications		
Resource Conservation	Open space conservation	no buildings
Urban Park and Open Space	Active and passive recreation	up to one caretaker unit; no net loss