



# **WEST OAKLAND SPECIFIC PLAN Final Plan**

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## 4: Land Use

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

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

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

### EXISTING LAND USE POLICIES

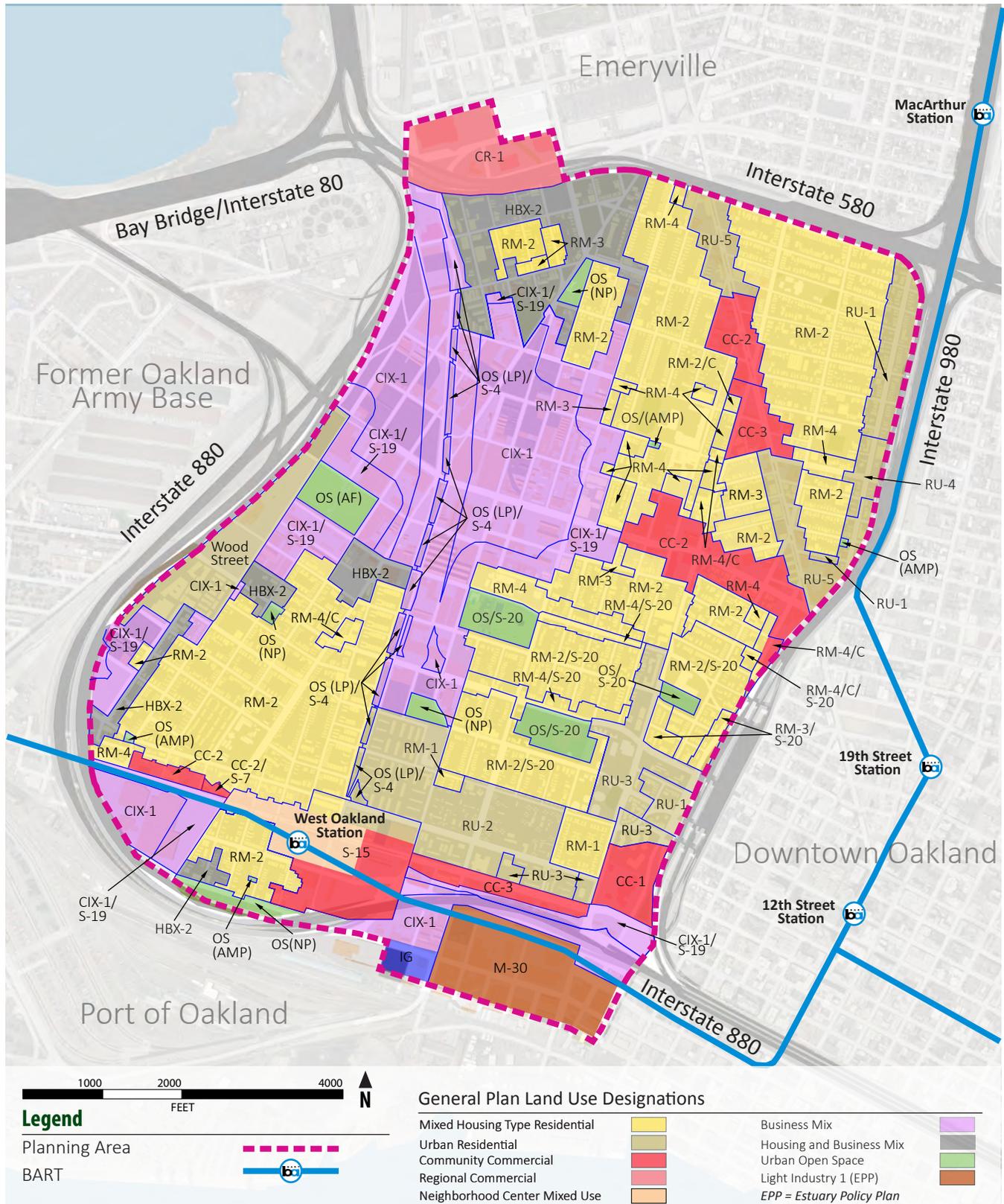
#### Oakland General Plan Land Use Designations

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

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

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

Fig. 4.1: Existing Plan Area Land Use Designations



### **Business Mix**

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

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

### **General Industrial/Transportation**

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

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

### **Light Industry 1 (Estuary Policy Plan)**

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

The Estuary Policy Plan’s Light Industry 1 land use designation is intended to maintain light industrial and manufacturing uses that support the adjacent maritime area and Downtown,

and that are compatible with the adjacent West Oakland neighborhood.

### **Regional Commercial**

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

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

### **Community Commercial**

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

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

### **Neighborhood Center Mixed Use**

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

This land use designation allows commercial or mixed uses that are pedestrian-oriented and serve nearby neighborhoods, or urban residential with ground floor commercial. These centers are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places,

personal and business services, and smaller scale educational, cultural or entertainment uses. Vertical integration of uses, including residential units above street-level commercial space, is encouraged.

#### *Housing / Business Mix*

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

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

#### *Mixed Housing Type Residential*

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

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

#### *Urban Residential*

The LUTE's **Urban Residential** land use designation is applied to higher density

residential areas primarily within the Residential Areas, including the Wood Street District, Acorn neighborhood, Oakland Housing Authority projects along Martin Luther King Jr. Way, and along San Pablo Avenue north of 32nd Street to I-580, and south of 27th Street to West Grand Avenue.

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

#### *Institutional*

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

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

#### *Urban Open Space*

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

#### *General Plan Summary*

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

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

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

**Oakland Zoning Districts**

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

**CIX-1: Commercial Industrial Mix-1 Zone**

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

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

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

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

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

#### ***IG: General Industrial Zone***

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

#### ***M-30: General Industrial Zone***

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

#### ***CC-2 Community Commercial Zone***

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

#### ***CC-3 Community Commercial Zone***

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

#### ***HBX-2: Housing and Business Mix Commercial Zone***

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

#### ***S-15: Transit-Oriented Development Zone***

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

#### ***RU-5: Urban Residential Zone***

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

## Combining Zones

### *S-4: Design Review Combining Zone*

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

### *S-19: Health and Safety Protection Combining Zone*

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

### *S-7 and S-20: Preservation Combining Zone*

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

## Building Height Limits

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

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

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

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

**LAND USE GOALS & OBJECTIVES OF THE PLAN**

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

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

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

private development community to remove conditions that constrain business development and revitalization.

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

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

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

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

### Fundamental Land Use Strategies

As also mentioned earlier, the land use strategies and recommendations of the West Oakland Specific Plan are intended to apply primarily to those areas in West Oakland identified as “Opportunity Areas”. Outside the Opportunity Areas, this Specific Plan only proposes those General Plan and Zoning changes that will help to:

- establish more identifiable borders between the established residential neighborhoods, and the industrial and intensive commercial business areas;
- prevent new land use incompatibilities that might adversely affect existing neighborhoods; and
- restore neighborhoods at the residential/ industrial interface.

# 4.1: Industrial Land Use Policies

## INDUSTRIAL LAND AND JOBS

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

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

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

### *West Oakland Industrial Land Supply*

According to detailed parcel-based information from the City’s GIS database, there are now approximately 270 acres of land (not including street rights-of-way) within the West Oakland Opportunity Areas that are currently zoned for industrial use (as shown in **Table 4.1-1** below).

An additional 7 acres that are zoned Housing Business Mix (HBX), which also permits a mix of business-related/ light industrial uses. These properties represent the vast majority of West Oakland’s current industrial land supply.

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

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

## CITY INDUSTRIAL LAND USE POLICIES & REGULATIONS

### **West Oakland’s Industrial Revitalization Efforts**

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

freeway to move goods, thereby avoiding travel on local residential streets.

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

**City of Oakland Industrial Land Use Policy**

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

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

**Industrial Zoning in West Oakland**

The City's industrial zoning districts and regulations were not immediately updated following the 1998 adoption of the Land Use and Transportation Element (LUTE) of the

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

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

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

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

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

## INDUSTRIAL JOBS & JOB POTENTIAL

### Oakland Jobs

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

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

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

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

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

number of "industrial" jobs, including the Port and Airport, was nearly 50,000.

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

### West Oakland's Current Industrial and Retail Jobs

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

**Table 4.1-3: Current West Oakland Employment**

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

### Projection of Potential Future Jobs

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

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

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

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

**INDUSTRIAL LAND STRATEGIES**

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

**Industrial Land Supply**

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

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

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

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

**Differentiate Between Industrial/ Business Types**

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

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

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

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

- Develop and implement an economic development program focused on encouraging innovative reuse of existing buildings with a focus on retention of existing industries, as well as incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces where start-up businesses can share facilities and equipment.
- Encourage the retention of existing buildings in designated Business Enhancement areas, recognizing the capital investment that has already been made and acknowledging the architectural character and historical significance that many of these buildings possess. Focus the economic development efforts of the City on intensification of use, permanent enhancement, and adaptive reuse of these existing buildings, particularly in the near term.
- Retain existing lower-intensity, light-industrial uses.

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

- Encourage development of new business market sectors, uses, and types of development, recognizing the different densities, rents and land values among targeted market sectors.
- Capture a greater share of the shifting regional market, which is seeing a change from traditional industrial use to more modern flexible space that can accommodate a wide variety of business sectors.
- Encourage uses that provides for new urban manufacturing, construction, and other light industrial businesses that provide good-paying, middle-wage jobs.
- Promote the growing trend towards small, value-added businesses such as artisan foods, digital media, recording and sound technologies, smart

engineered, cooling technologies, and green building product development. “Valued-added” production and distribution businesses and other ventures are attracted to Oakland’s strategic location in the Bay Area, the quality of its workforce, and its cultural diversity.

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

- Promote West Oakland’s strong locational advantages to attract large business and institutional uses.
- Discourage the under-utilization of highly valuable industrial lands and buildings, based on speculation of a future “higher value deal”; and encourage industrial lease rates at feasible production market values, while identifying certain, specifically designated sites for such larger scale potential.
- Plan for higher-intensity business development in the long term, while allowing for less intense industrial and business uses in the interim. Allow new high-intensity business development to be developed in multiple buildings, phased-in over time. Allow undeveloped sub-parcels in early phases to be used for surface parking, while planning for structured parking to be built in later phases.
- Surround intensely developed business and industrial sites with a network of smaller business-to-business suppliers (commonly known as “backstreet businesses”). Production jobs in industries such as construction materials, food processing, and fabrication, as well as technical skills training, are needed to support larger businesses and institutions.

## Update of Estuary Policy Plan Zoning

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

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

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

## 4.2: Opportunity Area Land Use Approach

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### *Opportunity Sites*

New growth and development that is facilitated by the West Oakland Specific Plan is most likely to occur on many longstanding dormant and /or underutilized properties, sites available as a result of the relocated I-880 freeway, and additional prospective developments sites expected to be vacated as their current uses relocate to the former Army Base. These sites are identified in the Specific Plan as “Opportunity Sites”. Opportunity Sites are defined as individual parcels or groups of commercial and/or industrial parcels that are strategically located, and are vacant, underutilized, blighted, or are not developed to the intensity of land uses allowed by current zoning. Development of these sites has been historically challenging, yet their strategic location affords them the potential to assist in revitalizing the areas surrounding them. The Plan identifies 37 such Opportunity Sites (see **Figure 4.2.1**).

### *Opportunity Areas*

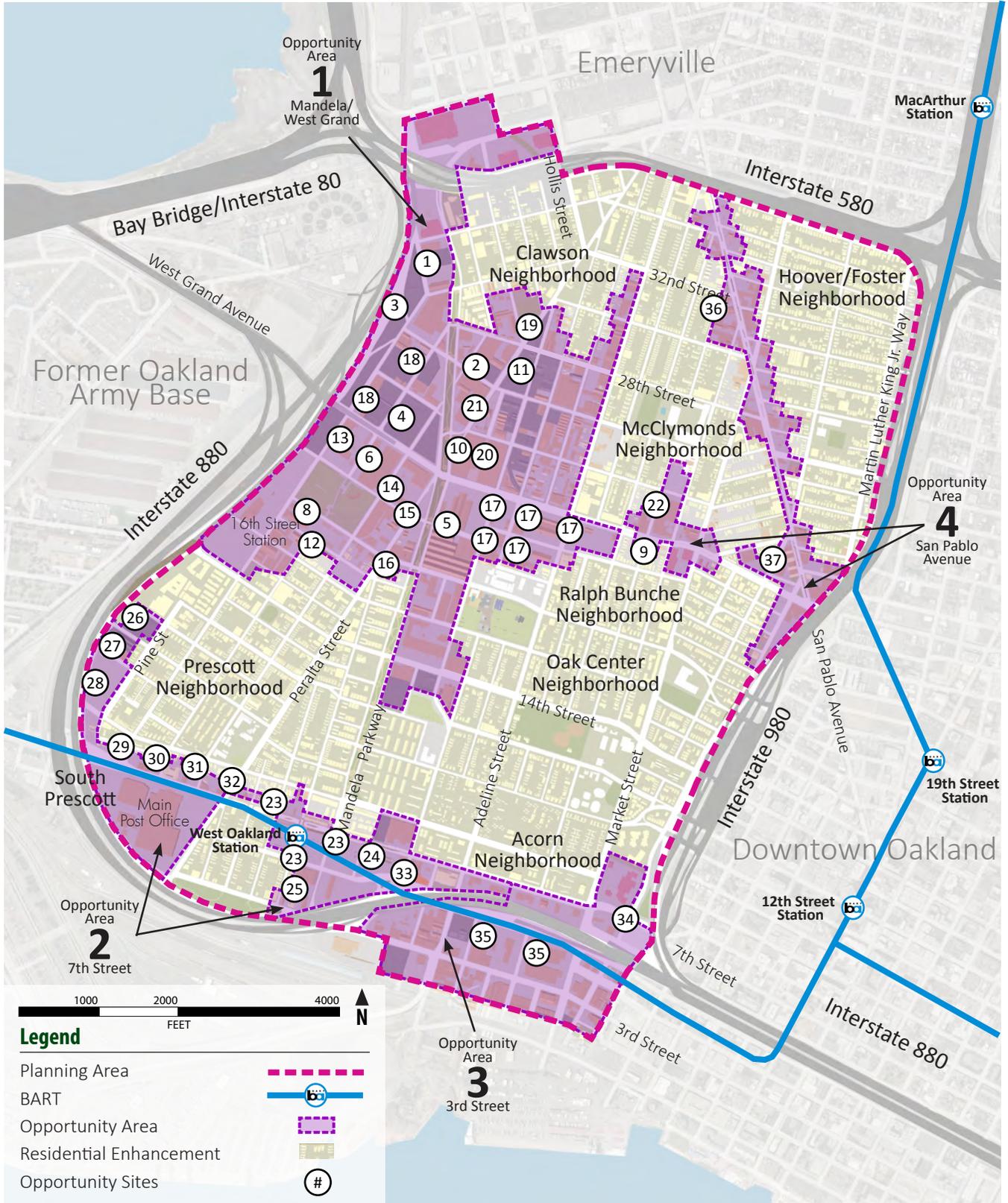
When a number of similar Opportunity Sites are concentrated in a compact location, they have been grouped by the Plan into larger geographic units termed “Opportunity Areas”. The nature and character of each Opportunity Area varies based upon the characteristics and location of the Opportunity Sites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

Four major Opportunity Areas are identified in the Specific Plan (see also Figure 4.2-1):

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

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

Fig. 4.2.1: Opportunity Sites



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

- Subarea and parcel-specific development strategies for each of the Opportunity Areas (Mandela/West Grand Avenue, 7th Street, 3rd Street, and San Pablo Avenue). Proposals that are consistent with these strategies would have the benefit of having been publicly vetted through this Specific Plan process.
- New land use regulations (including certain new zones). New, area-specific zoning rules would accommodate a wide range of preferred development types and discourage land use activities that have adversely impacted the surrounding areas in the past; and
- New Design Guidelines applicable to West Oakland that will provide guidance for subsequent Design Review processes.

### LAND USE VISION FOR OPPORTUNITY AREAS

The future land use vision for the West Oakland Opportunity Areas capitalizes on the Plan Area’s locational advantages in the heart of the East Bay, near the hub of the Bay Area’s freeway system and regional transit system, and promotes land use scenarios that respond to

current needs and facilitate realization of long-standing community desires:

- To support the need for employment opportunities, the future land use vision for the Mandela Parkway and West Grand Avenue Opportunity Area promotes the area as the major business and employment center for West Oakland. Land use recommendations for this Opportunity Area encourage a mix of business activities that will generate a range of jobs at varying skill and educational levels.
- To capitalize on the presence of a major BART transit station in the Plan Area and the desire for increased neighborhood-serving commercial activities, the future land use vision for the 7th Street Opportunity Area supports development of a “transit village” adjacent to the West Oakland BART station that incorporates a variety of uses, makes more active use of parcels currently serving as surface parking lots surrounding the West Oakland BART Station, and integrates the history of West Oakland’s storied 7th Street corridor.
- To enhance the current industrial and commercial areas adjacent to the Port of Oakland, the future land use vision for the 3rd Street Opportunity Area promotes uses that continue to support business activities and jobs, capitalizing on the proximity to Downtown Oakland, Jack London District, Port of Oakland, and the adjacent regional freeway network.
- To acknowledge the potential development opportunity for one of West Oakland’s major commercial corridors, the future land use vision for the San Pablo Avenue Opportunity Area encourages increased residential and commercial mixed-used development.

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

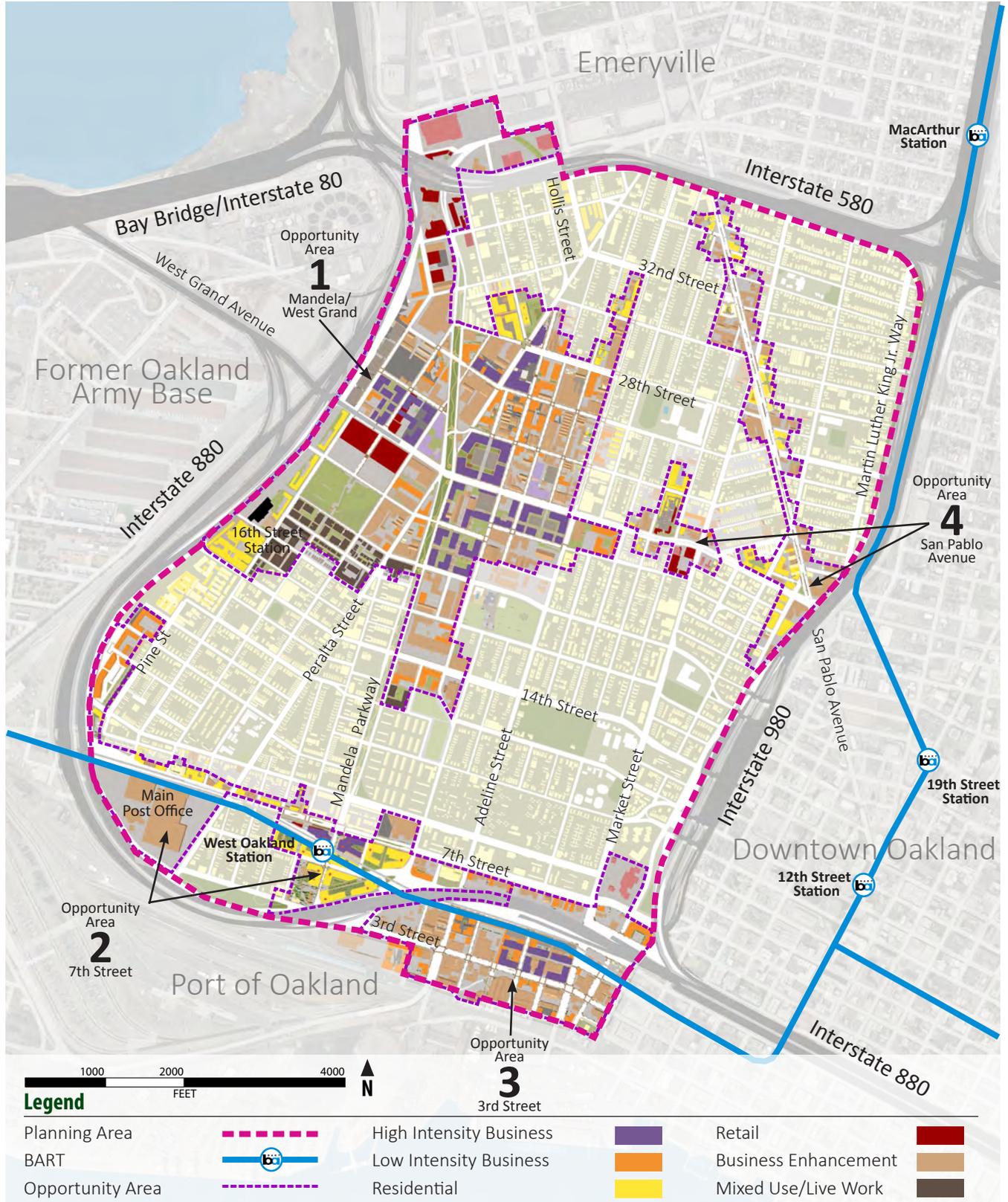
provisions that minimize conflict with nearby sensitive uses.

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

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

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

Fig. 4.2.2: Proposed Conceptual Future Development Vision



## 4.3: Mandela/West Grand Opportunity Area

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### Existing Characteristics

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

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

### *Mandela/West Grand Opportunity Subareas*

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

**Subarea 1B** is located southeast of the Mandela/West Grand intersection in the Ralph Bunch neighborhood. It contains notable older industrial buildings, including the Nabisco facility at 1267 14th Street, Coca-Cola (Mayway) facility at 1338 Mandela Parkway and American Steel buildings at 1296 18th Street.

Some of these older buildings, like the 1915 Nabisco building, are ornately designed with an obvious awareness of their interface with adjacent residential neighborhoods. Subarea 1B also contains the East Bay Municipal Utility District (EBMUD) regional administrative offices, corporation yard and associated facilities located along the south side of West Grand Avenue east of Adeline Street.

**Subarea 1C** is the northwest quadrant of the Mandela/West Grand Opportunity Area and in the Clawson neighborhood, characterized by several large, open surface logistics operations and recycling operations, such as the California Waste Solutions near 14th and Mandela and Custom Alloy Scrap Sales near 28th Street and Peralta. There is substantial adaptive reuse of a number of this Subarea's older buildings, such as the architecturally significant International Harvester building at 2861 Mandela Parkway now re-used as general commercial space for businesses including PS Print. Other notable buildings and businesses in Subarea 1C include Pacific Supply at 24th and Wood Street and other shed-type buildings. Granite Expo at 34th and Mandela is a warehouse now used for new purposes. Large vacant parcels owned by Caltrans abut the freeway at the western border, and straddle the I-580/I-80 freeway interchange at the Oakland/Emeryville border.

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

Parkway. Smaller buildings and open lots (such as the Roadway trucking site immediately south of Raimondi Park) are also prevalent in this Subarea.

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

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

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

**Opportunity Sites**

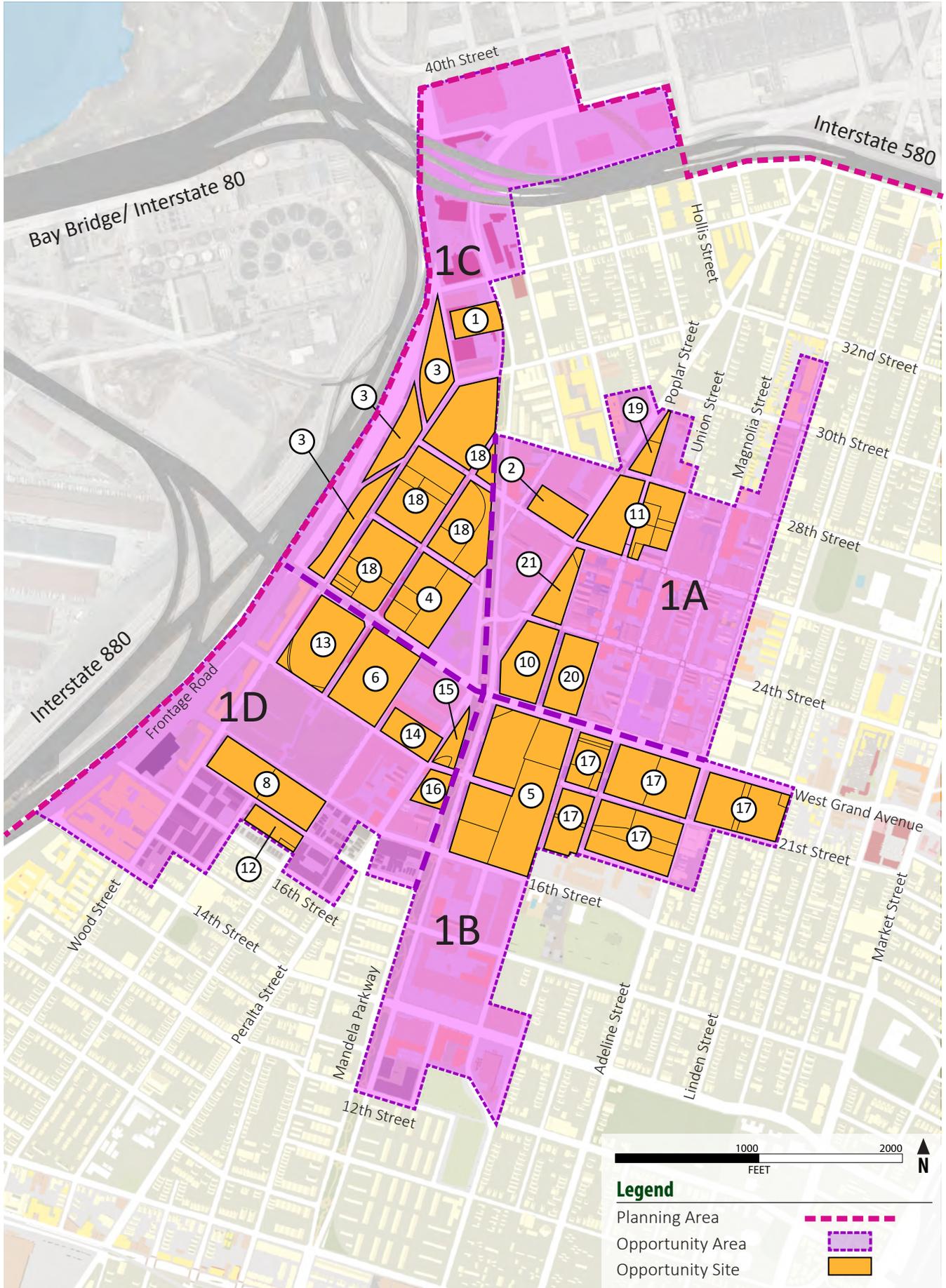
Each of the Opportunity Sites within the Mandela/West Grand Opportunity Area, and each of the different Subareas within the

Mandela/Grand Opportunity Area are listed on **Table 4.3-2** and are also shown on **Figure 4.3.1**.

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

Site #	Assessor's Parcel Number(s)	Address/Location/Descriptor	Area (acres)
1	7-059-900	1650 32nd Street	1.22
2	7-586-2	2601 Peralta Street	1.70
3		Upper Wood Street	5.37
4	7-576-1-11 and -15	2240 Wood Street (West Grand / Campbell)	3.54
5	5-402-4-2, --5-2 and -6; 5-419-1-4; 420-1-3 and -5	Pacific Pipe / American Steel	12.63
6	7-571-3-1	1699 West Grand Avenue	4.75
8	7-562-1; 7-563-1	Roadway Express	4.32
10	5-422-2-3	2300 Peralta Street (Mandela / Peralta / West Grand)	3.18
11	5-449-1-1	2701 Poplar (Custom Alloy Scrap Sales – CASS)	2.84
12	7-559-1-2; 7-559-4	Half block at Willow / Campbell / 17th Street	0.98
13	7-572-1-1; 7-572-1-2, 7-572-2-1, -2, -4 and -5	1700 Willow (Wood / Willow / W. Grand / 20th Street)	4.77
14	7-570-2	2001 Peralta (portion of block at Campbell / 20th / Peralta)	0.87
15	5-421-2-2; 5-421-3	Triangle – (Mandela / Peralta / 20 <sup>th</sup> Street)	0.81
16	5-399-1-3	North portion of block (Mandela / Peralta / 20th Street)	0.88
17	7-572-2-4	Poplar to Linden, West Grand to 20th Street	13.02
18 (multiple properties)	7-576-1-12 and -14; 7-575-1, -2-3, -2-5, -4, -3-3; 7-579-4, -1-7, -1-8, -1-10, -2-2; 7-580-3-1, -5, -2-2, -1-1	West Grand to 32nd, Campbell to Wood	17.79
19	5-460-1, -2 and -6-2	Triangle (Peralta / Poplar / 28th Street)	0.76
20	5-423-1-1	Kirkham to Poplar, West Grand to 24th Street	3.48
21	5-441-1 and -2	Triangle (Peralta / Kirkham / 24th Street)	1.40

Fig. 4.3.1: Opportunity Area 1 - Opportunity Sites



## VISION FOR THE MANDELA/WEST GRAND OPPORTUNITY AREA

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

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

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

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

In the near- and mid-term, the area should encourage and attract a mix of business

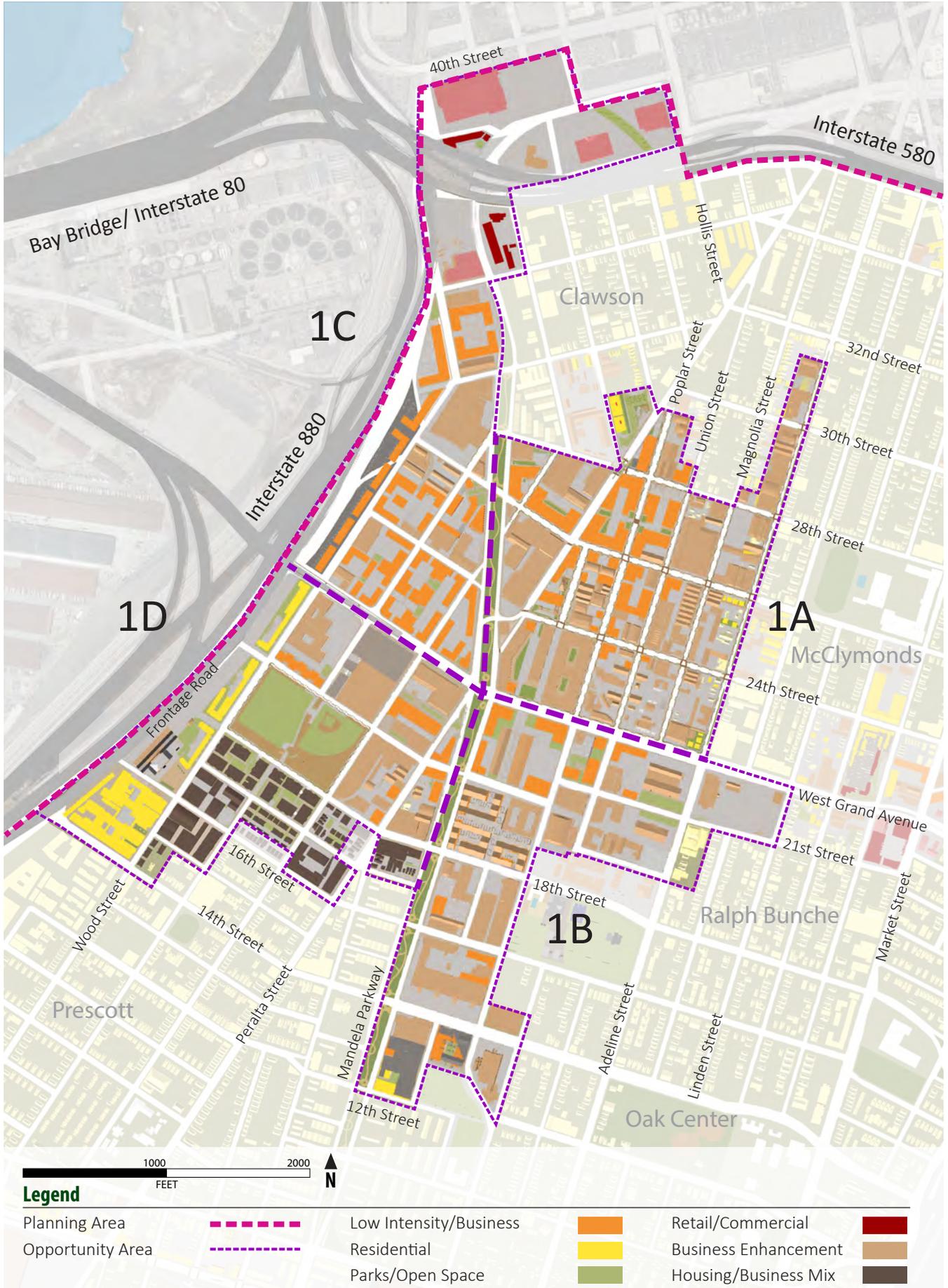
development through the reuse of existing buildings and the construction of new lower-intensity commercial and light industrial uses, which will lay the groundwork for potential higher intensity business development in the future (see **Figure 4.3.2**).

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

### *16th Street Train Station*

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

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



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

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

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

### *Live/Work*

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

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

## STRATEGIES FOR THE MANDELA/WEST GRAND OPPORTUNITY AREA

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

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

---

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

other physical characteristics of prospective development scenarios.

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

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

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

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

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

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

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



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

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



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

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

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

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

- Similar to the strategies recommended for Opportunity Sites #2, 11 and 19, above, the City should seek a master plan for large properties which can accommodate an incremental expansion of building space and use.
- In the early phases of development at this Subarea, expect new development to consist of generally low rise buildings,

used primarily by light industrial, custom manufacturing and other similar types of uses.

- As market potential builds over time and as the transit service along Mandela Parkway is enhanced, new mid-rise development is expected. Buildings should form an urban street edge along Mandela Parkway, and Poplar and Peralta Streets.
- Promote new uses such as science and technology, research and development, clean-green tech and other similar types of uses which rely on a combination of industrial, manufacturing, research and administrative functions within a consolidated site.

**Fig 4.3.5: Sub-Area 1A- View of Lower Intensity Detail****Fig 4.3.6: Sub-Area 1A - View of Higher Intensity Detail**

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

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

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

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

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

---

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

---

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

- In the short term, the number of tenant spaces within the American Steel building could be increased. Consider adding internal floors to the building to accommodate a multi-floor partition,

while keeping the structural frame intact and the unique heavy equipment functional.

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

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



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

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



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

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



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



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

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

---

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

---

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

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

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

- Consider regional-serving retail near the West Grand Avenue ramp to create strong anchor points of retail between I-580 and West Grand Avenue. This could require detailed circulation design

strategies in light of the West Grand Avenue ramp, (e.g. access from Campbell Street).

- With anchors at either end, Willow Street could also emerge, along with Mandela Parkway, as a retail corridor connecting between the two anchor points. A gateway entry, streetscape and pedestrian amenities, and improved roadway sections along Willow will enhance reinvention of this area as a retail destination.
- Retail on the southern side of West Grand Avenue may require pedestrian and bicycle access improvements under the I-880 ramp, addressing light, openness, and other amenities that would make shoppers feel safe and secure.

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

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

retail, and other similar types of uses within consolidated sites.

- New streetscape improvements should be implemented, especially along Willow and 24th Streets, establishing a business core around this intersection.

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

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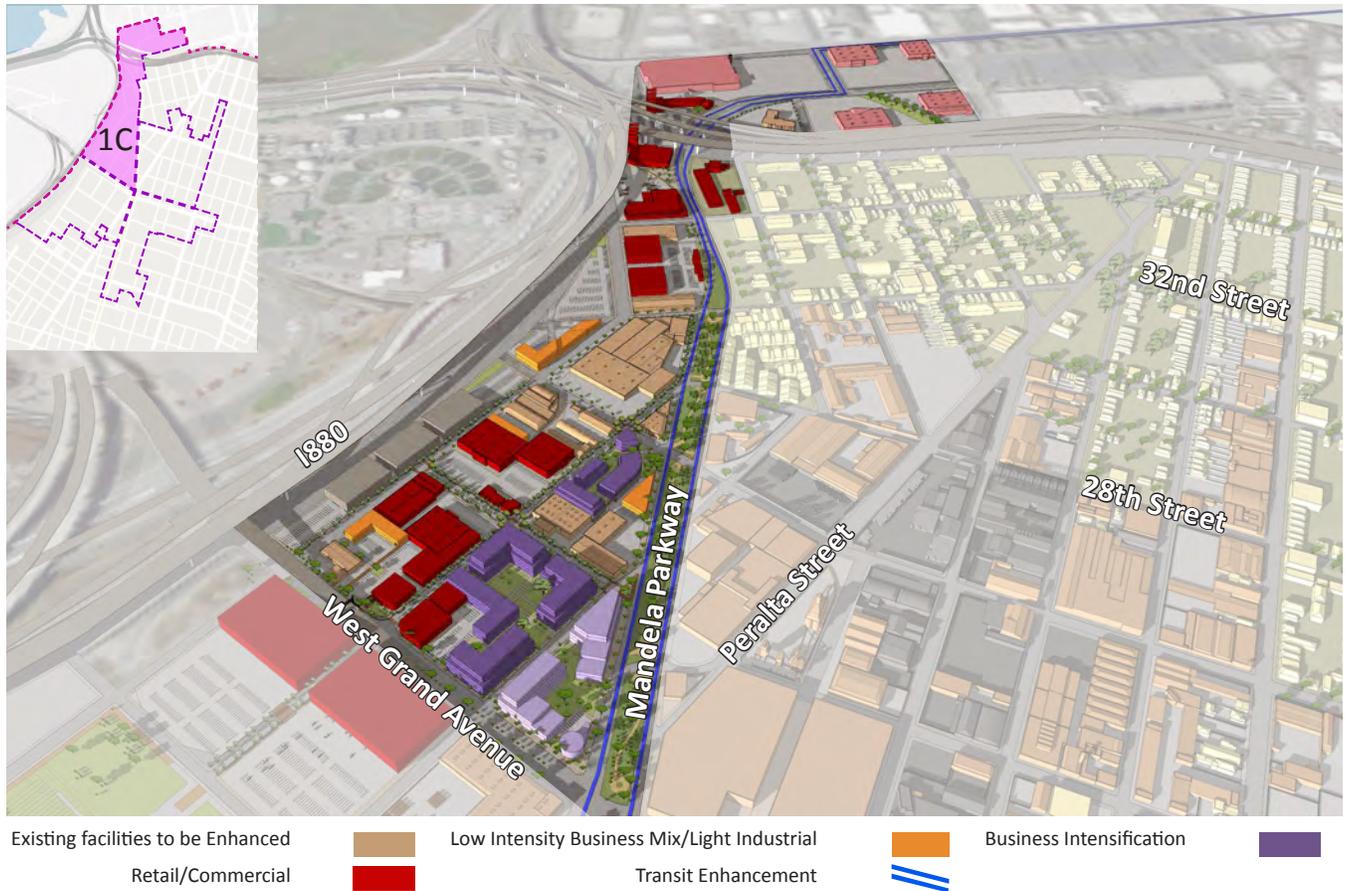
M/WG 1C-3: Support the establishment of new retail and commercial uses along the northerly portion of Mandela Parkway near the I-580 overpass.

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

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



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



### Sub-Area 1D: Southwest Quadrant of the Mandela/West Grand Opportunity Area

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

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

---

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

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

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

M/WG 1D-3: Focus business and industrial revitalization efforts for the area generally south of 17th Street on intensification of existing underutilized older buildings and

warehouses, and on the re-use of vacant, blighted and underutilized properties.

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

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

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

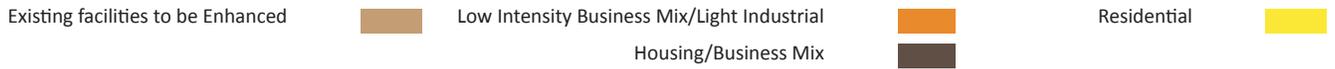
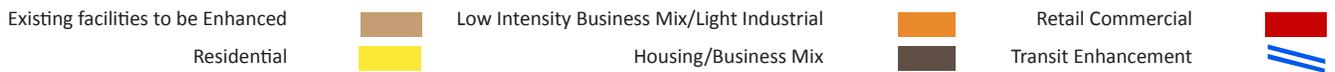
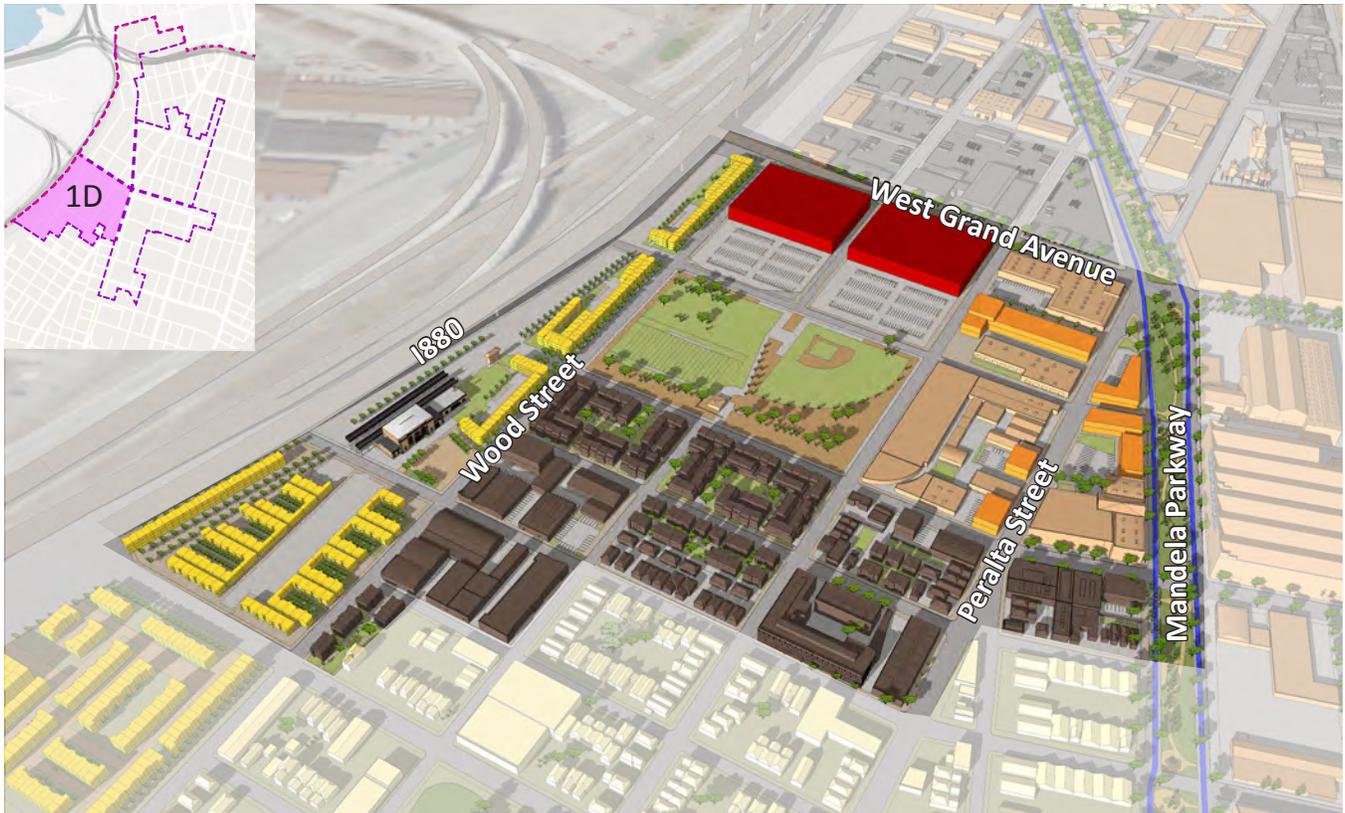


Fig. 4.3.14: View of Sub-Area 1D (High Intensity)



**SUMMARY OF MANDELA/GRAND OPPORTUNITY AREA DEVELOPMENT**

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

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

<b>Table 4.3-3: Development Buildout Assumptions –Opportunity Area #1, Mandela/West Grand</b>					
		<b>Non-Residential</b>		<b>Residential</b>	
	Land Area (net acres)	Building Area (sq. ft.)	Employment	Housing Units	Population
<b>2035 Buildout</b>					
<b>Non-Residential</b>					
Industrial/Business	155	7,020,000	15,380		
Commercial/Retail	<u>36</u>	<u>605,000</u>	<u>1,170</u>		
sub-total	191	7,625,000	16,550		
<b>Residential and Live/Work</b>					
Single-family and Townhomes				200	439
Multi-family Residential and live/work	25			<u>1,090</u>	<u>2,183</u>
sub-total	25			1,290	2,662
Open Space	27				
<b>TOTAL</b>	<b>243</b>	<b>7,625,000</b>	<b>16,550</b>	<b>1,290</b>	<b>2,767</b>

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

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

## 4.4: 7th Street Opportunity Area

### Existing Characteristics

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

The 7th Street Opportunity Area is in a part of West Oakland that became established in the 1860's and 1870's. Houses in the Prescott and South Prescott neighborhoods remain remarkably intact from that era, and are part of historic and potentially historic districts. The Oakland Point Historic District was at one time connected with central Oakland by local rail

and streetcar lines running along 7th and 8th Streets. West 7th Street was a thriving commercial district at the time, with retail, restaurants, and musical venues serving a diverse community.

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

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

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

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

**Subareas**

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

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

**Subarea 2B** primarily consists of the 7th Street corridor, once a thriving commercial district, but now distressed and challenged by the presence of elevated BART tracks and many

vacant sites. Especially west of Peralta Street, noise from BART train operations creates a less-than compatible area for residents, and substantially affects the viability of businesses.

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

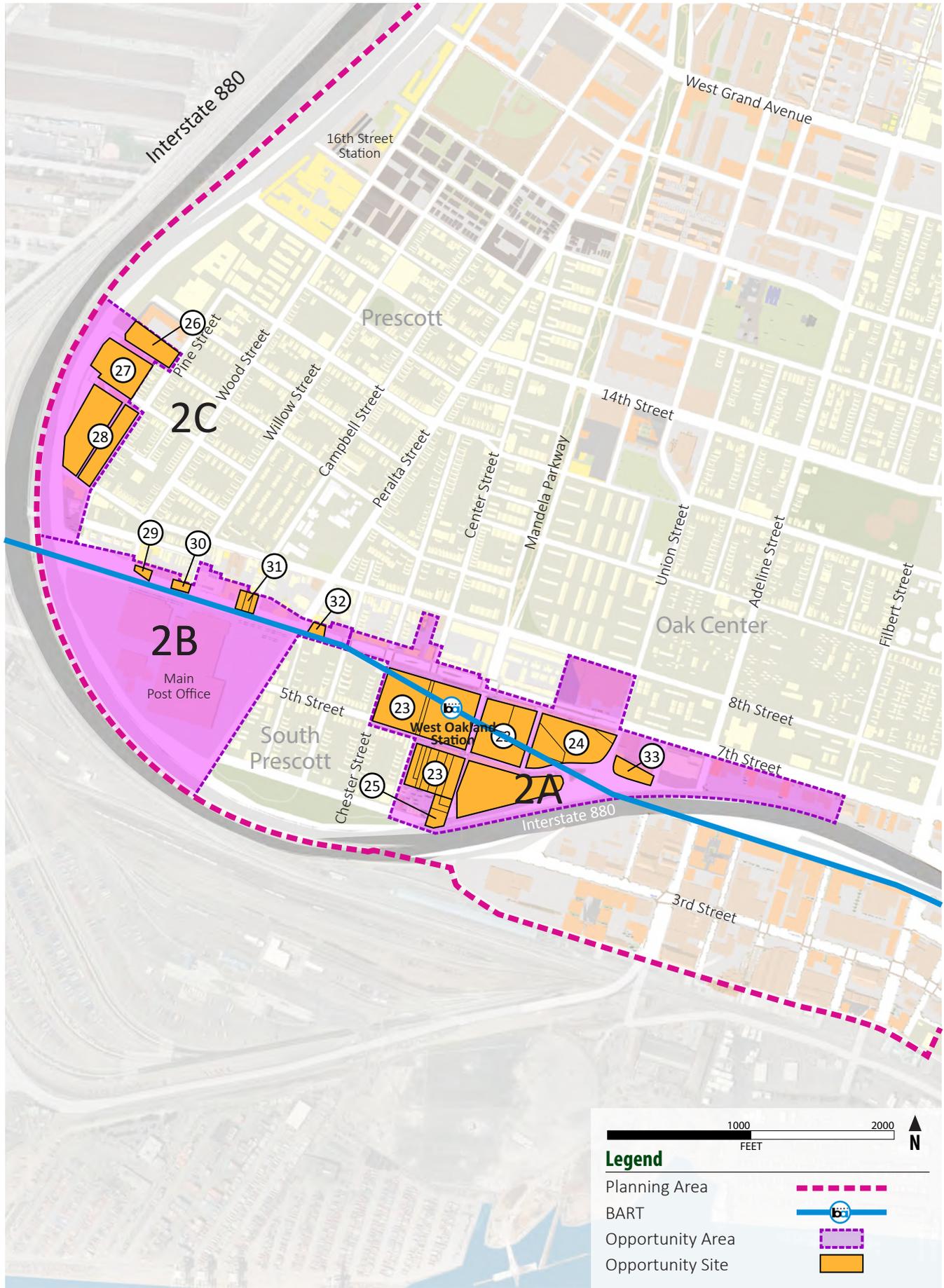
**Opportunity Sites**

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

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

Site #	Assessor’s Parcel Number(s)	Address/Location/ Descriptor	Area (acres)
23	4-49-1, -2-1, -2, -3 and -4; 4-51-18-2; 4-69-1, -2-1, -2-2, -3 and -4; 4-73-1, -2, -3, -4, -5, -6 and -7; 4-77-3	West Oakland BART Transit Village (including sites for the proposed Bamboo Forest at Center and 5th Streets)	9.44
24	18-390-10-7	West Oakland Alliance Development	3.95
25	4-73-10-2; 4-73-9	AMCO EPA Superfund Site	0.92
26	6-29-3-2; 6-29-4-3	10th to 11th, Pine to Frontage	2.94
27	6-49-25 and -26	9th to 10th, Pine to Frontage	1.62
28	6-47-1	Phoenix Iron Works	5.49
29	6-19-8; 6-19-28-2	7th and Wood	0.42
30	6-19-22	7th and Willow	0.25
31	6-17-17, -18, -19, -20, -21 and -22	7th and Campbell	0.73
32	4-97-13, -14 and -15	7th and Peralta	0.17
33		South half block between Union and Magnolia	0.69

Fig. 4.8: Opportunity Area 2 - Opportunity Sites



## VISION FOR THE 7TH STREET OPPORTUNITY AREA

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

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

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

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

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

- Redevelopment of the former AMCO Chemical / DC Metals property in the South Prescott neighborhood as an open space resource;
- Redevelopment of the Phoenix Ironworks site and California Waste Solutions property in the Prescott neighborhood with uses that transform the surrounding areas (refer to development recommendations specified later in this section). The vision for this subarea takes advantage of the anticipated

relocation of the California Waste Solutions recycling activity to the former Oakland Army Base;

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

## SPECIFIC STRATEGIES FOR THE 7TH STREET OPPORTUNITY AREA

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

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

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

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

street more pedestrian-friendly and attractive.

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

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

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

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

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

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

**Fig. 4.4.2: Sub-Area 2A View of Proposed Building Heights Adjacent to BART at 7th near Prescott Neighborhood**



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

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

---

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

---

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

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

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

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

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

**Fig. 4.&3: View of Sub-Area 2A with Commercial Office (Low Intensity)**



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

**Fig. 4.&4: View of Sub-Area 2A with Commercial Office (High Intensity)**



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

Fig. 4.&5: Sub-Area 2A - View of Low Intensity Detail



Fig. 4.&6: Sub-Area 2A - View of High Intensity Detail



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

---

### Noise

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

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

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

7th Street TOD Env-3: BART should consider a number of potential noise reduction strategies that would have significant benefit to the surrounding community, as well as for the new residential and

commercial buildings built as part of the TOD anticipated by this Specific Plan.

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

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



**Figure 4.4.7: 7th Street Gateway with Overhead “Tube” enclosure of BART**

### *Air Quality*

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

**7th Street TOD Env.-4:** New development of all sensitive receptor uses at the West Oakland BART Station TOD sites must mitigate the anticipated health risks and air quality

hazards at this location through implementation of Best Management Practices (BMPs) for air quality, including but not limited to:

- Installing and maintaining air filtration units to achieve BAAQMD effectiveness performance standards for indoor air. The system effectiveness requirement will be determined during final design when the exact level of exposure is known, based on proximity to emission sources;

- Prohibiting sensitive receptor uses on the first floor of buildings. Diesel exhaust emissions generally decrease with elevation; and
- Locating operable windows, balconies and the air intake for air ventilation system as far away as possible from high volume roadways or other stationary sources of TAC pollution.

### **Hazardous Materials**

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

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

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

**7th Street TOD Env.-6:** The presence of contamination from the former AMCO Chemical/DC Metals site (Opportunity Site

#25) may affect land use choices for the TOD development.

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

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

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

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

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

**7th Street Corridor-2:** The 7th Street corridor contains a small designated S-7 historic district of three parcels on the 1600 block of 7th Street between Peralta Street and Campbell Street, as well as other scattered survivors of the early 7th Street commercial strip, all of which are likely candidates for expansion of the S-7 Preservation

Combining Zone. Special care should be used when considering reuse and development at and adjacent to these sites.

- Any changes to the two designated historic structures at each end of the 1600 block (the Flynn Saloon/McAllister Plumbing building and the Arcadia Hotel) should comply with Secretary of the Interior's Standards for Rehabilitation of historic structures, and construction on the vacant Lincoln Theater parcel within the district should also meet the appropriate Secretary's Standards.
- Medium-density residential infill development on the vacant mid-block site of the former Lincoln Theater would be subject to Design Review and referral to the Landmarks Board, per the S-7 Preservation Combining Zone regulations.
- Ensure that all surviving fragments of the early 7th Street commercial strip are given careful and appropriate rehabilitation and reuse.
- Consider expanding the S-7 Preservation Combining Zone designation to include the remaining historic 7th street fragments, as recommended by Landmarks Board and Planning Commission at the time of designation of the 1600 block.

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

### Sub-Area 2C: 7th Street Opportunity Area (Lower Pine Street)

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**Intent: Maintain and enhance the residential edge along Pine Street, with light industrial/business uses serving as a buffer between the residential uses and the I-880 freeway.**

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

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

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

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

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

Fig. 4.&8: View of Sub-Area 2B



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

Fig. 4.&9: View of Sub-Area 2C



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

**SUMMARY OF 7TH STREET OPPORTUNITY AREA DEVELOPMENT**

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

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

<b>Table 4.4-3: Development Buildout Assumptions –Opportunity Area #2, 7th Street</b>					
		<b>Non-Residential</b>		<b>Residential</b>	
	Land Area (net acres)	Bldg. Area (sq. ft.)	Employment	Housing Units	Population
<b>2035 Buildout</b>					
<b>Non-Residential</b>					
Industrial/Business/Institutional	<u>29.5</u>	<u>1,660,000</u>	<u>2,470</u>		
sub-total	29.5	1,660,000	2,470		
<b>Mixed Use</b>					
BART Station TOD	24	0, or up to 670,000	0, or up to 1,675	1,325 w/off, up to 2,308	3,054 w/ off., up to 5,320
Commercial/Residential	<u>7</u>	<u>90,000</u>	<u>220</u>	<u>406</u>	<u>937</u>
subtotal	31	90,000, or up to 670,000	220, or up to 1,895	1,731 up to 2,714	3,991 up to 6,167
<b>Housing</b>					
Live/work, Single-family and Townhomes	<u>4.5</u>			<u>125</u>	<u>285</u>
sub-total	4.5			125	285
<b>TOTAL</b>	<b>65</b>	<b>1,750,000 up to 2,420,000</b>	<b>2,690 up to 4,365</b>	<b>1,855 up to 2,839</b>	<b>4,276 up to 6,542</b>

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

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

## 4.5: 3rd Street Opportunity Area

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### Existing Characteristics

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

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

benefit from their immediate adjacency to the Port.

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

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

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

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

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

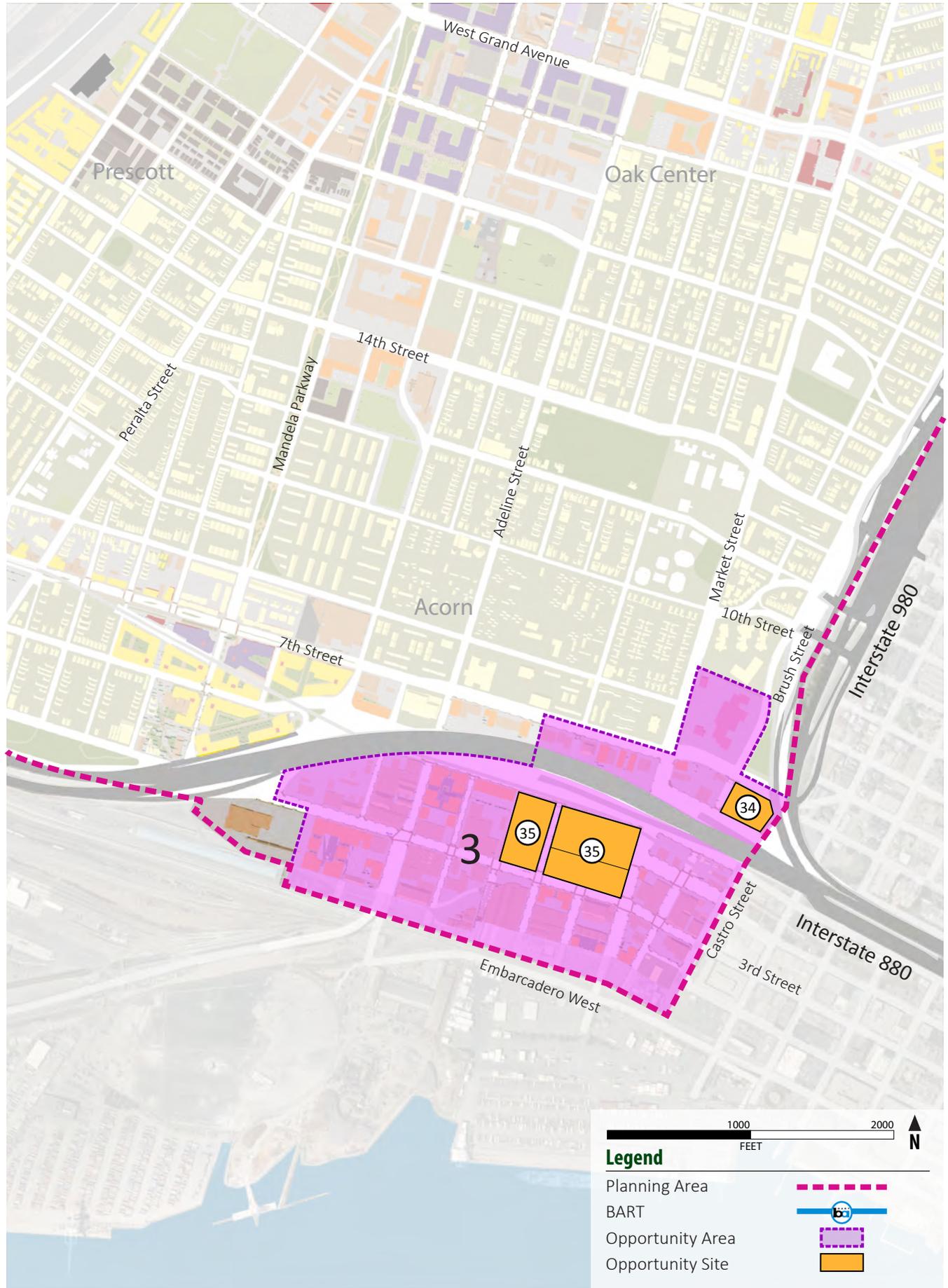
**Opportunity Sites**

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

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

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

Fig. 4.' ž: Opportunity Area 3 - Opportunity Sites



## VISION FOR THE 3RD STREET OPPORTUNITY AREA

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

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

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

- Use of public right-of-ways on smaller, non-through streets and alleys in this area for plazas and public spaces; and
- Transit enhancements (see Chapter 5 for details).

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

## SPECIFIC STRATEGIES FOR THE 3RD STREET OPPORTUNITY AREA

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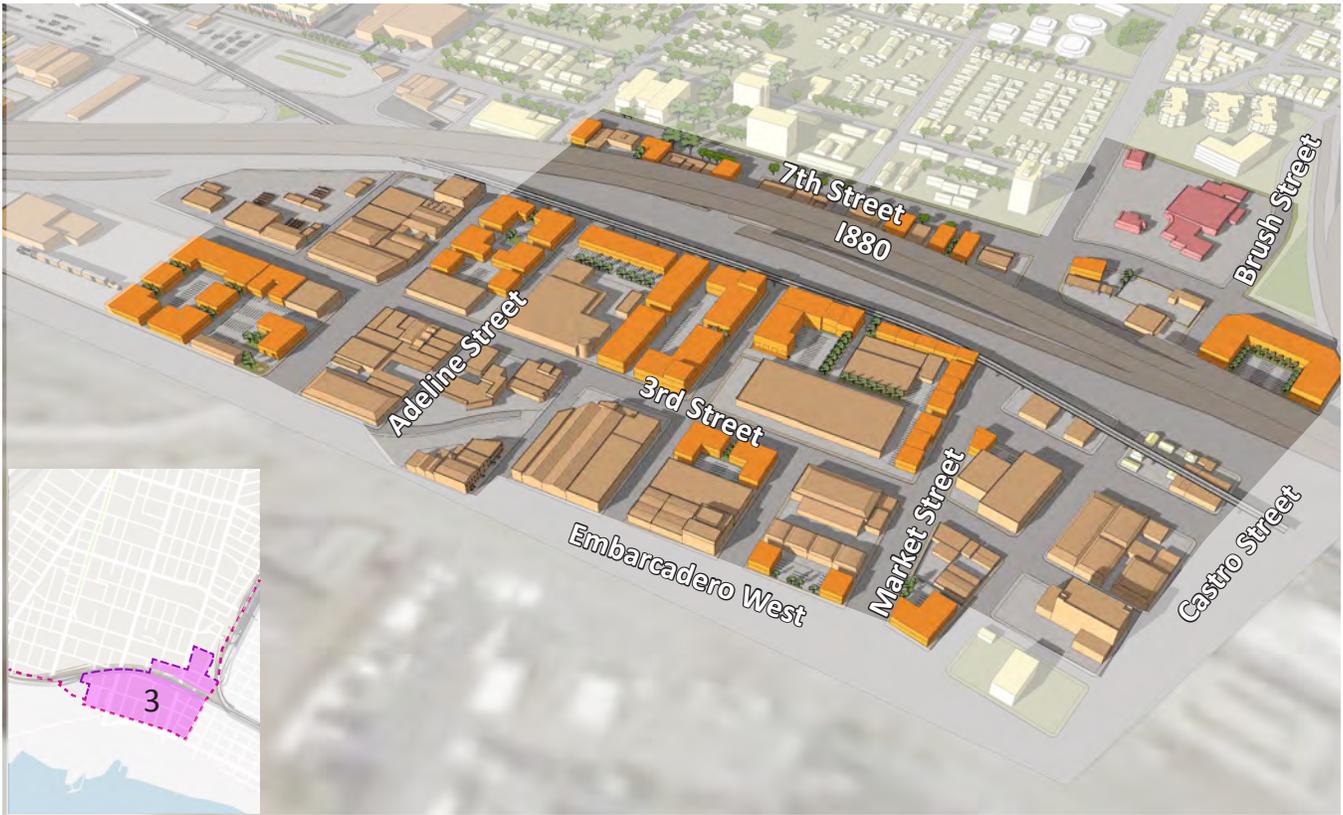
**Intent: Enhance the 3rd Street Opportunity Area as a business and employment center, focusing on manufacturing and light industrial uses that benefit from adjacency to the Port of Oakland, as well as commercial uses that enliven the area during the day and night.**

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

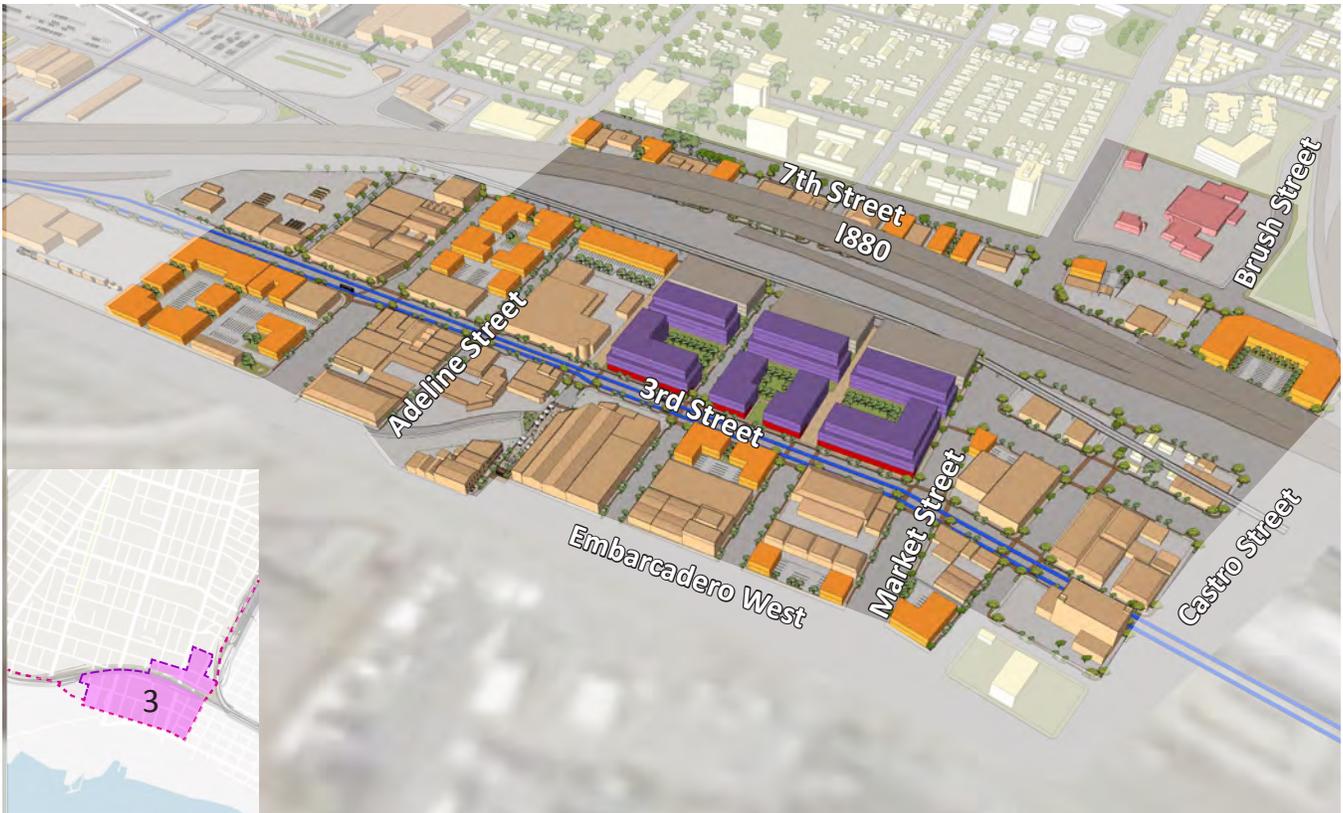
3rd Street-2: Capitalize on this area's proximity to the Port of Oakland and the regional freeway network with targeted infill of vacant and underutilized sites as locations for new businesses that reflect the existing mix of uses in the area.

Fig. 4.' .2: View of Sub-Area 3 (Low Intensity)



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

Fig. 4.' .3: View of Sub-Area 3 (High Intensity)



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

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

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

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

should adhere to Secretary of the Interior's Standards for Rehabilitation of historic resources, and can benefit from the Historic Building Code.

- The Linden Street Brewery (in the building formerly known as the Standard Underground Cable Co. at 110 Linden Street) is an excellent example of adaptive reuse.
- Create opportunities for use of public right-of-ways on smaller, non-through streets and alleys in this area for plazas and public spaces. These plaza spaces should be made available for farmer's markets, "pop-up" retail events, arts fairs, etc.

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

3rd Street-4: Opportunity Site #35 (nearly 11 acres of underutilized, centrally located property east of Market between 3rd and 5th Streets) will likely become more viable as a destination commercial/industrial site that can realize a higher intensity of development if there is improved transit to the area.

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

headquarters offices of shipping lines and large freight operations.

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

3rd Street-5: Continue to prohibit new residential development in the 3rd Street

Opportunity Area as an incompatible land use which could adversely affect the operations of existing and future industrial uses.

3rd Street-6: Reflect the potential for heavy truck usage in the area by instituting land use provisions that allow for significant truck activity.

**SUMMARY OF 3RD STREET OPPORTUNITY AREA DEVELOPMENT**

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

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

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

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

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

## 4.6: – San Pablo Avenue Opportunity Area

### Existing Characteristics

The San Pablo Avenue Opportunity Area is defined by the portion of San Pablo Avenue corridor from approximately I-580 to West Grand Avenue, and along West Grand to Market Street. San Pablo Avenue is a major transit corridor, a “main street” of the East Bay, connecting the cities of Richmond and San Pablo, through Berkeley and Emeryville, to downtown Oakland. San Pablo Avenue is one of the most significant traffic and transit corridors within the East Bay and has historically had a very main street character.

Low- to mid- rise mixed-use buildings currently line both sides of the street, giving it a distinctive Main Street character.

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

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

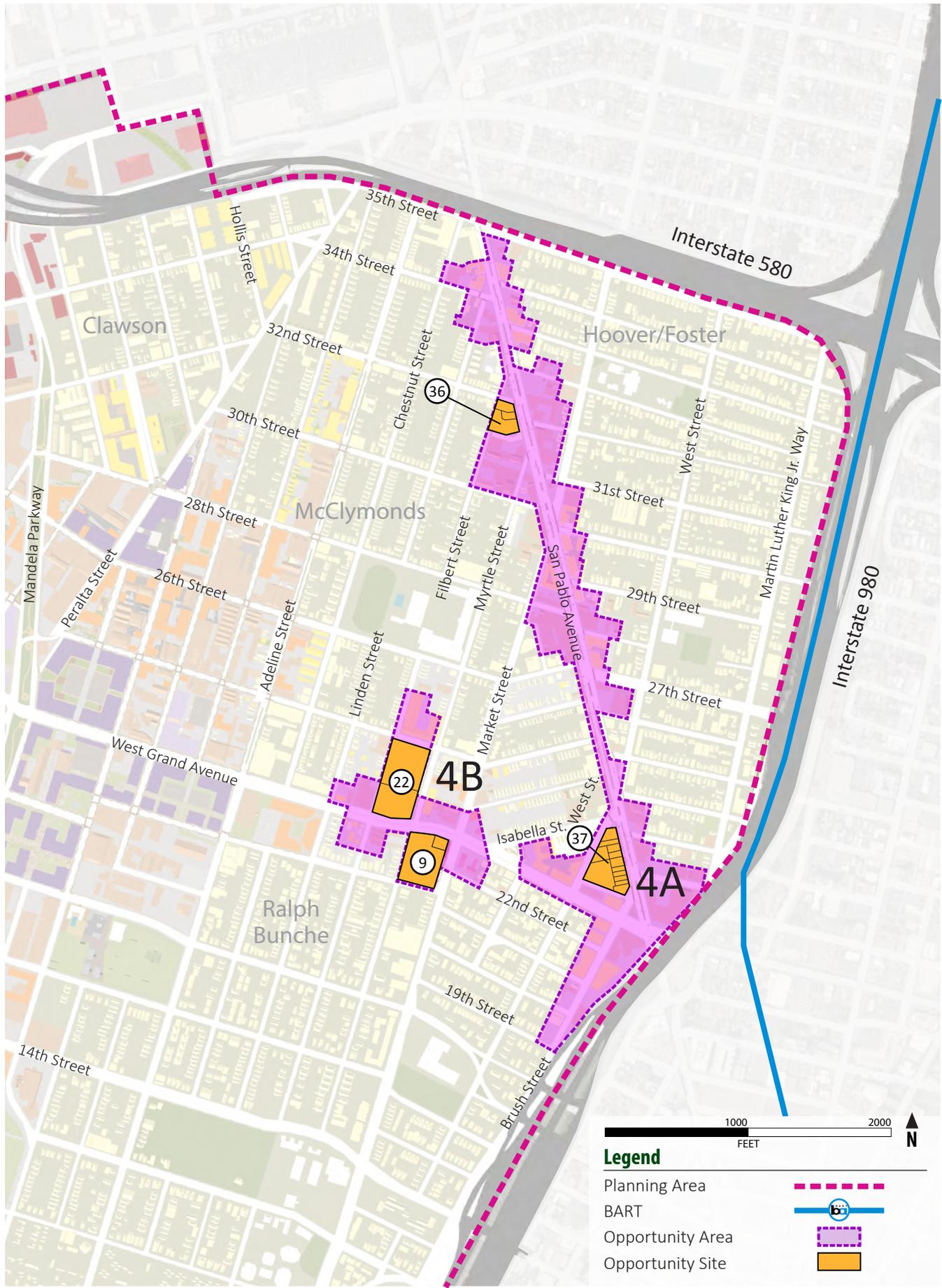
**Table 4.6-1: Existing Land Use–Opportunity Area #4, San Pablo Avenue**

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

### Opportunity Sites

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

Fig. 4.(.1: Opportunity Area 4 - Opportunity Sites



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

Site #	Assessor's Parcel Number(s)	Address/Location/ Descriptor	Area (acres)
36	5-467-1, -2-1 and -2-3	North portion of block, Filbert / 30th / San Pablo	0.91
37	3-21-10; 3-25-3; 3-25-5-1	San Pablo / W. Grand / 23rd / West	
9	5-411-1-4; 5-411-2-5	West Grand Avenue / Market Street	1.89
22	5-490-13-4; 5-430-17-2	West Grand / Filbert / Myrtle / 24th Street	2.92

**SPECIFIC PLAN'S VISION FOR THE SAN PABLO AVENUE CORRIDOR**

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

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

This Opportunity Area includes portions of the Hoover/Foster, McClymonds, and Ralph Bunche neighborhoods. The new mixed use

development envisioned for the San Pablo Avenue corridor would bolster the amount of neighborhood-serving retail establishments in immediate proximity to these neighborhoods and promote corridor revitalization within the West Oakland district in general.

**SPECIFIC STRATEGIES FOR THE SAN PABLO AVENUE OPPORTUNITY AREA**

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

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

- Rezone the northeast and northwest quadrants of the San Pablo/Grand intersection from Urban Residential (RU-5) to Community Commercial (CC-2) to signify its retail focus. Although both zoning types permit mixed use development, the Community Commercial emphasizes the commercial aspects of development to a greater extent.

- Opportunities for new development exist at the each of the three corners of Opportunity Site #37, with additional infill development potential in between. Encourage the integration of all of these parcels into an overall development plan, potentially vacating the small section of Brush Street parallel to West Grand.
- Implement substantial streetscape and landscape improvements along this site’s frontage, linking it thematically with the small pocket park at San Pablo and West Grand.

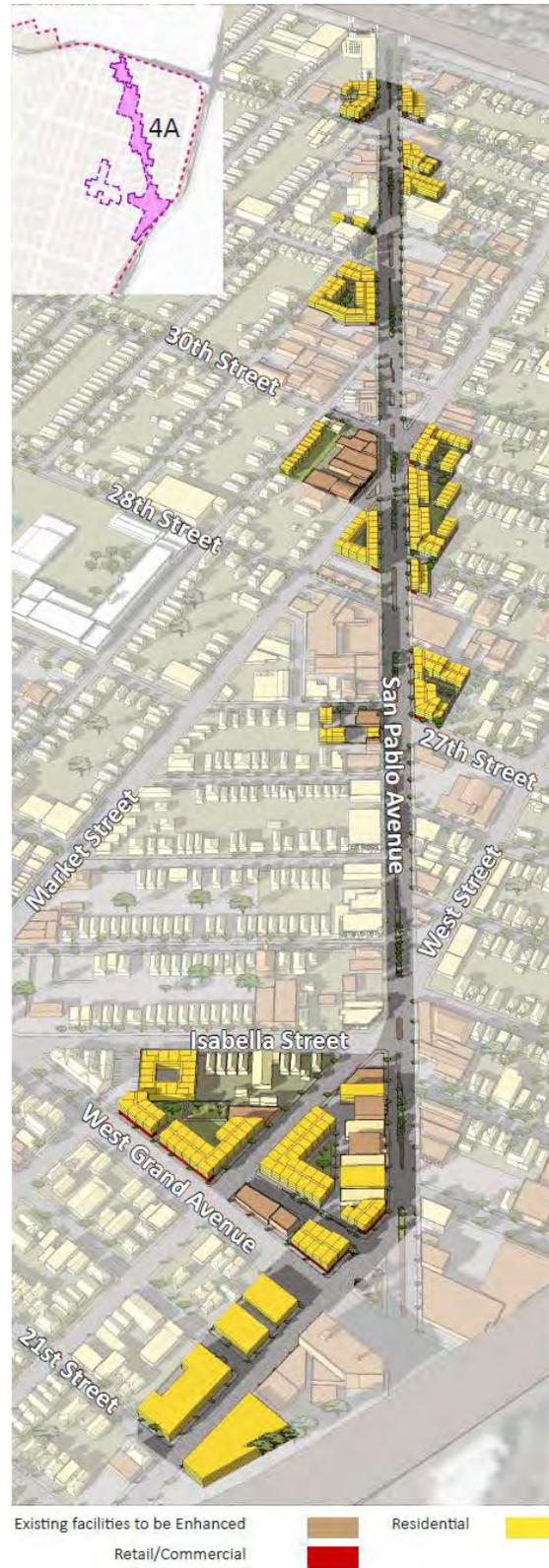
**San Pablo-2:** Create a second mixed-use catalyst site at the north end of the San Pablo corridor (Opportunity Site #36), replacing smaller and underutilized light industrial and surface parking with a strong retail-based anchor development.

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

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

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

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



**Fig. 4.6.2: View of Sub-Area 4A**

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

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

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

healthy foods and groceries, and specialty retail.

**West Grand/Market-3:** Create retail synergy by promoting redevelopment of the property northwest of the shopping center between Myrtle and Filbert Streets (Opportunity Site #22).

- The new grocery store should be a large floor-plate building with frontage directly onto West Grand, Market Street, or other appropriate street.
- To maximize developable area and discourage breaks in commercial frontage along West Grand Avenue, parking to serve this building should be behind the building or on the roof.

Conceptual illustrations for future development within the West Grand and Market Street area are provided on **Figure 4.6.3**, illustrating preferred building massing and other physical characteristics of prospective developments.



**Fig. 4.6.3: View of Sub-Area 4B**

**SUMMARY OF SAN PABLO AVENUE OPPORTUNITY AREA DEVELOPMENT**

the 3rd Street Opportunity Area, and a summary of the net new change in land use, employment and population expected within the 3rd Street Opportunity Area as a result of implementation of the Specific Plan.

**Table 4.6-3** provides a summary of the assumed total buildout in land use, employment and population expected within

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

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

## 4.7 – Summary of Opportunity Area Development Program

### Existing Conditions

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

- approximately 328 acres of land accommodating approximately 7.2 million square feet of non-residential building space, providing nearly 15,300 jobs;
- approximately 36 acres of mixed-use development along the 7th Street and San Pablo Avenue corridors, accommodating

about 700,000 square feet of building space and about 600 jobs, plus about 65 housing units; and

- approximately 22 acres of residential land with a total of approximately 200 existing housing units; and
- approximately 27 acres of public open space, including 10 acres at Raimondi park, and approximately 17 acres of linear park space within the center median of Mandela Parkway.

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

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

**Summary of Potential Buildout**

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

- nearly 23,000 new non-residential jobs (industrial/business/commercial/retail);
- along the 7th Street and San Pablo Avenue corridors, approximately 1,800 additional jobs, plus more than 1,400 housing units;

- at the envisioned 24-acre mixed-use Transit-Oriented Development at the West Oakland BART station, up to 675,000 square feet of commercial, office and retail development, and/or a range of between 1,325 to 2,308 new housing units; and
- approximately 1,520 housing units elsewhere within residential and housing and business mix areas.

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

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

### Land Use Changes Resulting from the Plan

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

#### *Business/Industrial Changes*

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

business space, providing up to 11,010 new jobs; and

- 18 acres of current industrial/business properties are redeveloped with approximately 385,000 square feet of new commercial/retail space, providing up to 870 new jobs.

#### *Mixed Use Corridor and TOD Changes*

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

#### *Housing and Business Mix Changes*

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

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

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

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

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

## 4.8: New Land Use Policies

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

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

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

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

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

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

These new CIX industrial zones are also supported by the City of Oakland’s Overall

Industrial Land Use Policy, which is specifically intended to protect the remaining industrial lands in Oakland, recognizing that industrial land is a scarce resource and that preservation of industrial land is vital to the future economic growth of the city.

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

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

### *Limited Industrial Conversions to Housing Business Mix*

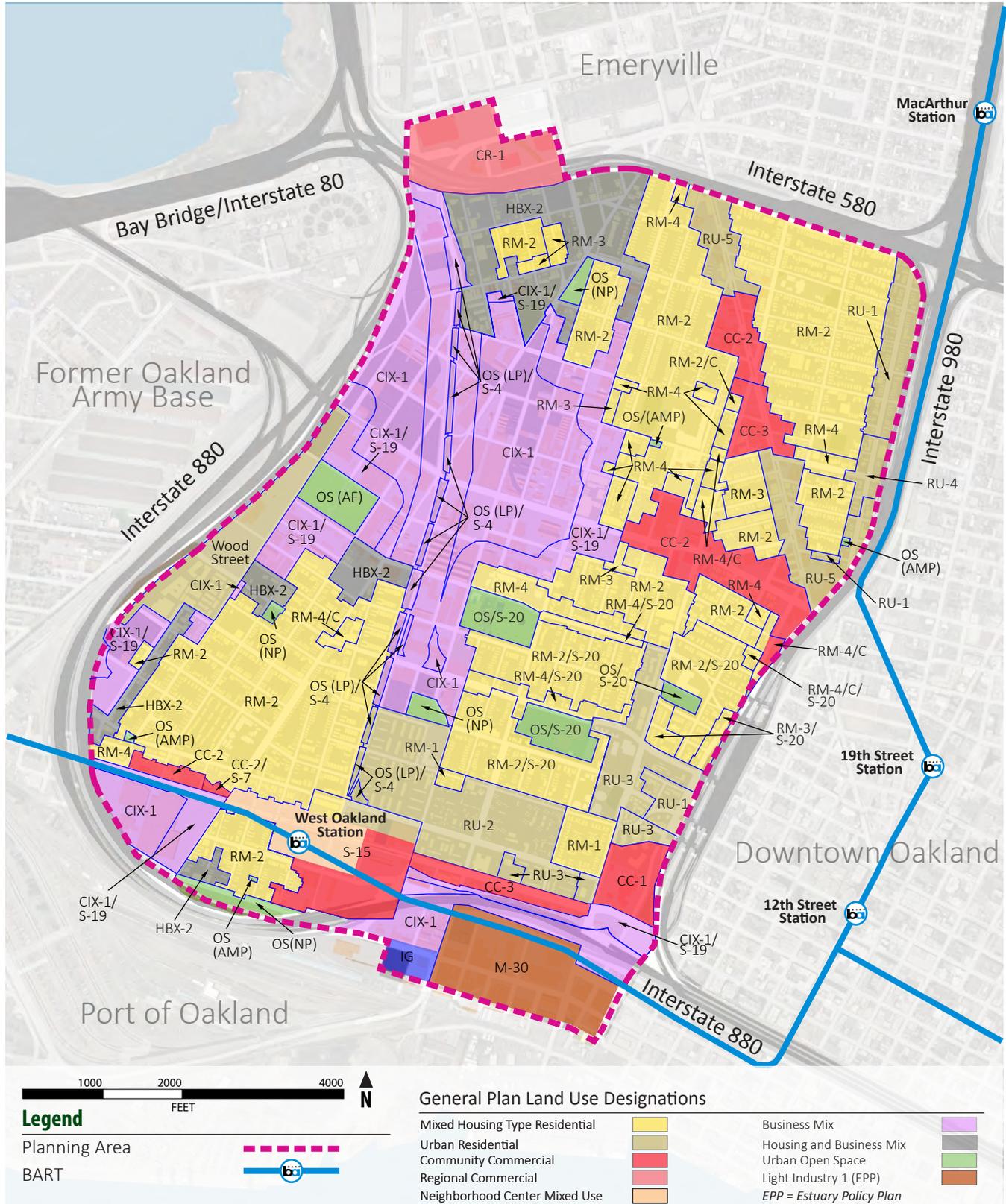
This Plan would allow a limited number of carefully selected industrial sites to be converted to housing/business mix, resulting in General Plan amendments and re-zonings. Criteria by which such areas have been selected includes sites adjacent to already established residential and/or live/work patterns,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

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

### *Residential Areas and other Portions of West Oakland*

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

Fig. 4. \*Z: Existing Plan Area Land Use Designations



## BUSINESS / INDUSTRIAL LAND USE STRATEGIES

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

### Business Enhancement Zone

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

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

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

The Business Enhancement zone is intended to apply to certain properties within the Mandela/West Grand and 3rd Street Opportunity Areas that are currently zoned CIX-

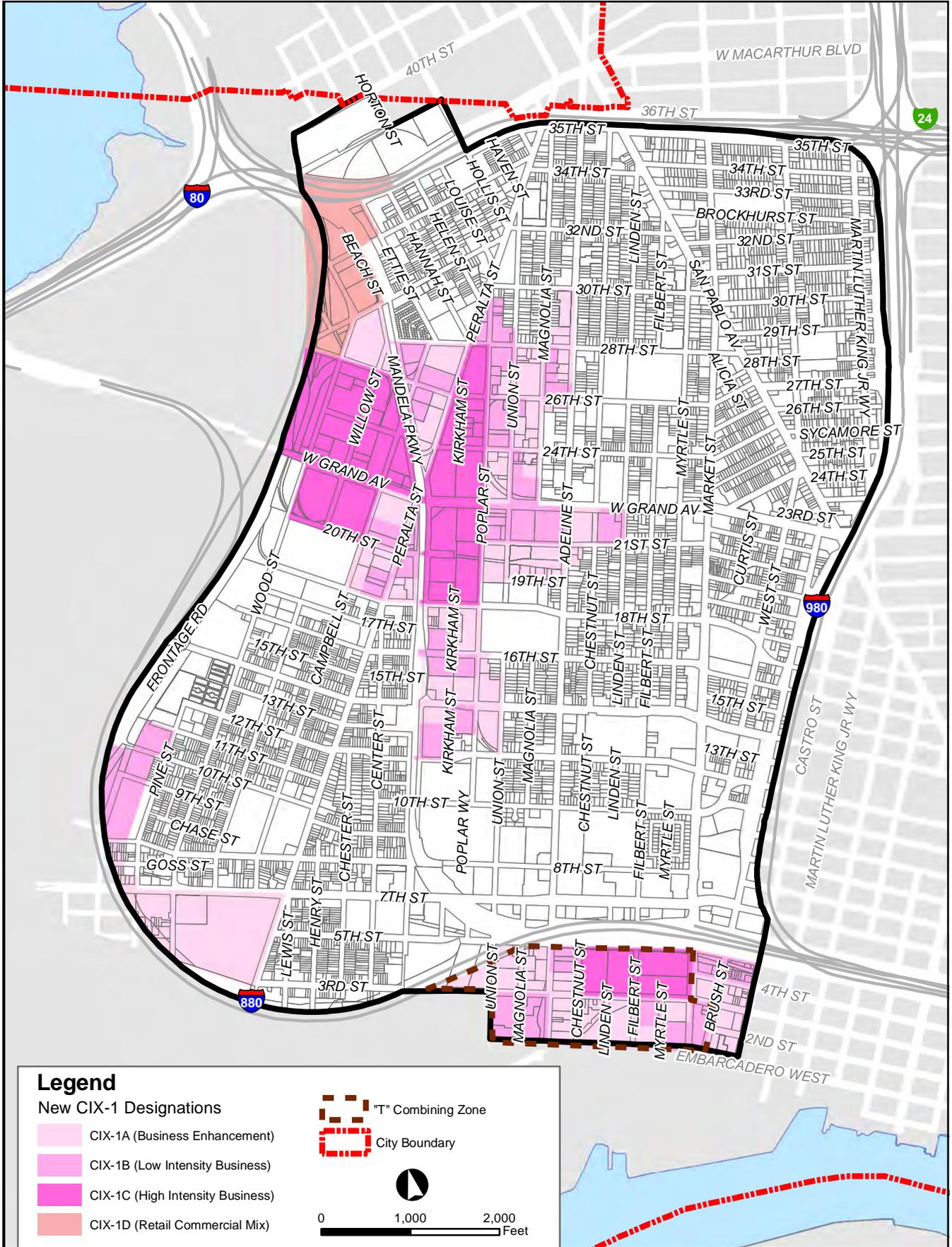
1 and that contain a large number of existing non-residential buildings and facilities not utilized to their full potential. The Business Enhancement zone would:

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

### Geographic Area

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

Fig. 4. \*Z Proposed New CIX-1 Zoning Designations

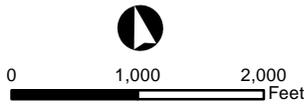


**Legend**

New CIX-1 Designations

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

- "T" Combining Zone
- City Boundary



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

investment that has already been made and acknowledging the architectural and historical character that many of these buildings possess.

<b>Table 4.8-1: Current and Proposed Zoning, West Oakland Opportunity Areas</b>	
<b>Current Zoning (net acres)</b>	
CIX-1	227
IG	5
M-30	38
<b>Total</b>	<b>270</b>
<b>Proposed Re-Zoning to CIX and HBX Zones</b>	
CIX-1A, Business Enhancement	133
CIX-1B, Low Intensity	48
CIX-1C, High Intensity	66
CIX-1D, Retail Commercial Mix	7
	253
HBX, Housing Business Mix	17
<b>Total</b>	<b>270</b>

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

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

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

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

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

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

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

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

**Policy-Based Strategies**

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

**Business Enhance-1:** Retain existing buildings unless infeasible, recognizing the capital

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

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

### *Regulatory Strategies*

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

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

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

- it is economically, functionally, architecturally, or structurally infeasible to reuse the existing structure;
- that the existing structure has no reasonable use or cannot generate a reasonable economic return, and that the development replacing it will provide such use or generate such return; or that the existing structure constitutes a hazard and is economically infeasible to rehabilitate on its present site.
- Restricted Uses: Amend the CIX zoning provisions to only permit freight/truck terminal, truck yard, and primary waste collection center use on sites within the 3rd Street Opportunity Area.
- Lower the Permitted FAR: Amend the new CIX zoning provisions to lower the permitted Floor-Area Ratio (FAR) from

the current ratio of 4:1, to a new ratio of 2:1.

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

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

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

## Low Intensity Business Zone

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

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

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

### *Geographic Area*

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

Nearly all of the properties with the proposed CIX Low Intensity Business zone are located either within the Mandela/West Grand or a selected portion of the 7th Street Opportunity Areas. Of the nearly 266 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 48 acres (18%) are designated in this Specific Plan with the Low

Intensity Business land use overlay (see Table 4.8-1). These sites are expected to be able to accommodate as much as nearly 1.18 million square feet of new building space and providing up to 2,600 new jobs.

### *Policy-Based Strategies*

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

Low Intensity Bus-1: Capture a greater share of the shifting regional market, which is seeing a change from traditional industrial use to more modern flexible space that can accommodate a wide variety of business applications.

Low Intensity Bus -2: Develop marketing and outreach programs to target the attraction of advanced manufacturing companies and other "new economy" commercial ventures, as well as the expansion of Oakland's creative economy arts and "makers" industries.

Low Intensity Bus-3: Designate certain sites where new development can encourage lower-scale, light industrial uses and development that provides for custom artisan, additive and advanced manufacturing (also known as 'urban manufacturing'), technical design engineering and construction businesses, and other light industrial business uses that provide good-paying, middle-wage jobs.

Low Intensity Bus -4: As new developments occur, leverage the increased investment of private capital to cleanup and redevelop previously contaminated sites.

Low Intensity Bus -5: Prohibit establishment of new sites for parking of trucks and shipping containers to only those zones within the 3rd Street Opportunity Area, except where the new repurposing and adaptive reuse of shipping containers as in interim use (for retailing, arts-based use, etc.) can be implemented, pending design review approval.

Low Intensity Bus-6: Limit the permitted Floor Area Ratio of those lots designated for lower intensity business and industrial use as a

means of discouraging speculative higher use, retaining the lower intensity character of the area, and preserving relatively affordable rents and land values.

### *Regulatory Strategies*

The new CIX Low Intensity Business zone zoning provisions will serve to facilitate the permitting process for new lower-scale, light industrial uses and development activities within the industrial areas of West Oakland.

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

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

The lowered FAR requirement would fully enable the amount of new, lower intensity industrial and business development as envisioned under this plan. For example, on the approximately 29 acres (or approximately 1.26 million square feet) of land within the Mandela/West Grand Opportunity Area which would have the Low Intensity Business overlay, this Plan forecasts the development of approximately 640,000 square feet of new building space, equivalent to an FAR of only about 0.5:1. Lowering the permitted FAR to 2:1 would not limit the expected development potential of this Plan.

### **High Intensity Business Zone**

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**Intent/Purpose of the New Zone: Attract a greater share of “new economy” land use types, recognizing a shifting regional market change from traditional industrial use, to more modern and flexible space that can accommodate a wide variety of business applications.**

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The proposed new CIX High Intensity Business zone seeks to capitalize on West Oakland’s tremendous geographic advantages, specifically its physical location in the heart of

the East Bay, near the hub of the Bay Area’s freeway system and regional transit system. The West Oakland BART station is located in the south, and the MacArthur BART station is located approximately one-quarter mile north. The locational advantages of West Oakland as a place for vibrant, new businesses are compelling. However, West Oakland (and Oakland in general) has not yet attracted its share of the “new economy” business development, which has instead chosen to develop in other cities which surround Oakland.

There are several sites throughout West Oakland which are either large (i.e., 5 acres or more), or which could be assembled into a single large parcel. Some of these sites are relatively un-encumbered or soon to be available (such as via the relocation of identified recycling operations to the former Oakland Army Base), and could accommodate newer “green-tech/clean-tech”, Research & Development (R&D), advanced manufacturing and medical device manufacturing, potentially biotechnology, and institutional-type users. In the long-term, there are additional sites that might become available for new development opportunities based on market demand and timing.

- The new High Intensity Business zone is proposed for sites with strong locational advantages that make possible the attraction of high intensity commercial and light industrial land use types.
- Expected uses include R&D, digital and media arts, life sciences, and information and other information technology uses.
- Expected amenities and land improvements would include frontage improvements, landscaped buffers from adjacent uses, and a coordinated landscape and open space plan. New infrastructure including expanded wastewater (for labs) and broadband needs may be necessary to accommodate certain types of these new uses (see Chapter 6: Public Infrastructure for more information).
- New development would likely be mid-rise in height (4 to 5 stories high), in a building

cluster configuration with structured parking and ground-floor flex space.

- The Specific Plan assumes multiple buildings phased-in over time, using undeveloped areas for surface parking in earlier phases but planned for structured parking in later phases.
- New development should engage and enhance the public realm. Buildings should be massed with the face of buildings at the edge of the sidewalk. Main entrances should face the sidewalks and not inner courts or parking areas. Active uses, such as retail stores, eateries, or offices serving the public, should be located on the ground floor and directly accessible from sidewalks. Significant lengths of parking would not be allowed along street frontages. Blank walls of over 20 feet in length and facing streets would also be strongly discouraged.
- Building massing and fenestration should create compatible transitions to adjacent less intensive development.

### *Geographic Area*

Several Opportunity Sites conveniently accessed by transportation and transit corridors are targeted sites for accommodating these types of land uses. Figure 4.8.1 identifies specific locations, each of which is at least 5 acres in size, as having a High Intensity Business zone.

Of the 270 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 66 acres (25%) are designated in this Specific Plan with the CIX High Intensity zone (see Table 4.8-1). These sites are expected to be able to accommodate as much as 4.7 million square feet of new building space, providing as many as 11,000 new job opportunities.

### *Policy-Based Strategies*

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

High Int. Bus.-1: Promote headquarters buildings for corporations and larger institutions, advanced manufacturing companies and other "new economy"

commercial ventures, and may include a mix of different business functions on the same site.

High Int. Bus -2: Promote the strong locational advantages of several key High Intensity zone sites which are currently vacant and/or highly underutilized, or which are anticipated to become vacant in the short-term time period. These sites include the sites where existing recycling operators are anticipated to relocate to the former Oakland Army Base.

High Int. Bus -3: While planning for higher density new development in the long term, recognize that many of these sites may grow incrementally over time. Allow less intensive interim uses in the short-term, but plan to accommodate new development in multiple buildings, phased-in over time.

High Int. Bus -4: Within the earlier phases of new developments, undeveloped sub-parcels may be used for surface parking by immediate business users and customers in the near-term, with plans for structured parking to be built in later phases.

High Int. Bus -5: On-going business operations in High Intensity zones are encouraged to stay, but to consider the strong economic advantages associated with new development in multiple buildings in the longer term.

### *Regulatory Strategies*

All of the land area designated for the new High Intensity Business zone pursuant to this Specific Plan (50 acres) is currently zoned Commercial-Industrial Mix (CIX-1), or General Industrial (M-30), and is located either within the Mandela/West Grand or 3rd Street Opportunity Areas. Both the CIX-1 and M-30 zoning districts have a wide range of permitted land use types that include the higher intensity new development in multiple buildings envisioned in this overlay, and have relatively high permitted floor-to-area ratios (FARs) which could accommodate the mid-rise buildings anticipated.

To better ensure that these sites attract higher intensity, economic-engine type uses, the following regulatory changes are recommended, specific to the new CIX High Intensity zone:

**Design Review:** Add a streamlined form of Design Review as a requirement for projects located in the High Intensity Business zone. The Design Review process should be used to implement the West Oakland design guidelines (see Appendix A), and consider the quality of individual site plans and architecture of future developments.

**Restrictions on Use:** Modify the list of permitted and conditionally permitted uses on those properties with a High Intensity zone, to restrict the permanent establishment of the types of uses which generate substantial truck traffic, and which have the potential to result in air and noise pollution within the nearby neighborhoods, and that would preclude more desired uses.

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

**Planned Development Permits:** New development proposals for all High Intensity Business zone sites of 60,000 square feet or greater should obtain approval of a Planned Unit Development (PUD) permit prior to issuance of any building permits.

### Retail Commercial Mix Zone

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**Intent/Purpose of the New Zone: Provide needed goods and services to West Oakland residents by increasing the number of large retail and commercial establishments.**

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The proposed new CIX Retail Commercial Mix zone is intended to encourage large retail and commercial businesses in locations with good freeway access serving the larger regional market, and that also provide needed goods and services to West Oakland residents. The Specific Plan envisions these types of uses

evolving as an extension of existing retail and commercial districts in nearby areas.

The CIX Retail Commercial zone is intended to:

- Accommodate large retail and commercial uses including comparison goods (like the existing large format retail stores in the upper portion of the Mandela/West Grand Opportunity Area).
- Building floor-plates are typically large, single-purpose structures with tall first floor elevations.
- Large retail and commercial uses may be served with surface parking or by shared structured parking.

### Geographic Area

Several strategically located large sites in West Oakland (see Figure 4.8.2) are candidate sites for accommodating new large retail and commercial land uses, presuming they can also address appropriate regional access and anticipated increased traffic circulation.

Of the 270 net acres of West Oakland's Opportunity Areas currently zoned for business/industrial use, 7 acres (nearly 3%) are designated in this Specific Plan with the CIX Retail Commercial Mix zone (see Table 4.8-1). These sites are expected to be able to accommodate as much as nearly 305,000 square feet of new retail space and provide for as many as 670 new retail-based jobs.

### Policy-Based Strategies

Specific land use strategies pertaining to the Retail Commercial Mix zone areas include:

**Large Retail Commercial-1:** Provide residents with more retail and commercial opportunities by capitalizing on West Oakland's proximity to existing destination retail districts in surrounding areas, such as the BayBridge Shopping Center, IKEA and Bay Street Emeryville. The Retail Commercial Mix zone provides land use direction as to the desired (or preferred) land use types within this zone, but does not preclude other permitted CIX land uses.

**Large Retail Commercial-2:** Attract a mix of comparison goods retail, and popularly priced retail to large format stores.

### **Regulatory Strategies**

The Retail Commercial Mix zone is applied to specific properties in the most northerly and northwestern portion of the Mandela/West Grand Opportunity Area. The CIX-1 zone already permits the large format retail uses envisioned under this Plan. However, the list of permitted land uses under the current CIX-1 zone is so large as to also permit potentially incompatible land uses as well. The purpose of the Retail Commercial Mix zone is to provide land use direction as to the desired (or preferred) land use types within this zone, but does not preclude other permitted land uses, other than as described below.

**Design Review:** Add Design Review as a requirement for projects located in the Retail Commercial Mix zone area. The Design Review process should be used to consider the quality of individual buildings and site plans and extent to which the design helps to integrate the upper Mandela Parkway area into a cohesive retail and commercial environment.

**Restrictions on Use:** Modify the list of permitted and conditionally permitted uses on those properties with the Retail Commercial Mix zone to restrict the permanent establishment of the types of uses which generate substantial truck traffic and which have the potential to result in air and noise pollution within the adjacent neighborhoods, and that would preclude the more desired large retail and commercial types of uses.

Specific uses considered unsuitable for these large retail and commercial sites include freight/truck terminals, truck yards, and primary waste collection centers.

### **Regional Commercial (CR-1) Zoning**

Several existing large format retail sites north of the freeway (such as the BayBridge Shopping Center, IKEA and Target) are currently zoned CR-1: Regional Commercial. The CR-1 zone is

intended to maintain, support and create areas of the City that serve as region-drawing centers of activities, including a wide range of retail uses.

### **3rd Street Opportunity Area Re-Zoning**

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**Intent: Re-zone the portions of the 3rd Street Opportunity Area which are designated in the Estuary Policy Plan as Light Industry-1 to match the CIX West Oakland industrial/business zoning.**

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#### **Geographic Area**

A substantial portion of the 3rd Street Opportunity Area (slightly more than 38 net acres) are currently zoned M-30, and are one of the only places left in the City with this older industrial zoning. When the City re-zoned much of the West Oakland business/industrial areas to the current CIX-1 zone, these properties were not rezoned at that time because they are located within the General Plan's Estuary Policy Plan area, and it was thought that all of the Estuary would be re-zoned at a later time.

Additionally, a nearly 5-acre site at the end of Magnolia Street is currently zoned IG, which is a zoning designation which applies only to Port properties throughout the remainder of the City.

Both of these two areas should be re-zoned to match the intent of the business/industrial areas of West Oakland (see Figure 4.8.2).

#### **Regulatory Strategies**

**3rd Street M-30 Re-zone-1:** Re-zone the 38.5 acres of land currently zoned M-30 in the 3rd Street Opportunity Area to the CIX zoning designations as indicated in the Land Use Diagram of this Specific Plan.

**3rd Street IG Re-zone-2:** Re-zone the approximately 5-acre area currently zoned IG in the 3rd Street Opportunity Area to the new CIX zone type(s) indicated in the Land Use Diagram of this Specific Plan.

**3rd Street CIX-1 Land Use Restrictions:**  
Continue to permit or conditionally permit freight/truck terminals, truck yards, and

primary waste collection centers within some or all of the 3rd Street Opportunity Area, similar to the original CIX-1 zoning districts permitted and conditionally permitted land uses on those properties. The 3rd Street Opportunity Area is more appropriate for these uses than the rest of West Oakland because of the area's proximity to the Port of Oakland, and because residential use is prohibited and existing neighborhoods are separated from this Opportunity Area by Interstate 880.

### 3rd Street Opportunity Area Trucking Activity

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**Intent: Reflect the potential for heavy truck usage in the area by instituting land use provisions that allow for significant truck activity.**

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#### *Geographic Area*

Because of its proximity to the Port of Oakland, development of uses that support the Port as well as similar intensive land uses, and the I-880 freeway the 3rd Street area can be expected to sustain significant trucking activity. The previously described new CIX zones will include a "T" Overlay that can be combined with any of the new CIX-1A,, CIX-1B, CIX-1C or CIX-1D base zones as appropriate, in order to designate the allowed areas for heavy truck impact land uses.

#### *Regulatory Strategies*

**3rd Street Trucking-1:** Map the "T" Zone Overlay on portions of the 3rd Street Opportunity Area immediately below the I-880 freeway (see previous Figure 4.8.2).

## WEST OAKLAND BART STATION AREA, TRANSIT-ORIENTED DEVELOPMENT STRATEGIES

### Mixed Use Development TOD Zone

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**Intent: Maximize the locational asset of the West Oakland Bay Area Rapid Transit (BART) Station by locating new commercial office and high-density housing near this major transit resource; and include various commercial, civic and light industrial activities that complement residential activities and which create both a day- and night-time destination district at this significant transit node.**

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Current S-15 zone applies on those blocks surrounding the West Oakland BART station and along the south side of 7th Street from Peralta Street to Linden Street. The current S-15 zone encourages concentrated development with pedestrian amenities near the transit station. The current S-15 zone allows a mix of residential, civic, commercial, and light industrial activities.

This Specific Plan seeks to provide specific development guidance for an envisioned "transit village" at the West Oakland BART Station (also known as a "Transit-Oriented Development" project or TOD), and to further define a preferred development concept for this TOD site. The important land use and development concepts for the TOD site as envisioned under this Plan include:

- Multi-family residential units above ground-floor neighborhood-serving retail, civic or light industrial uses.
- Substantial commercial, office, or government/institutional space are envisioned as part of the development concept to ensure that the West Oakland BART station area is a major daytime destination, not simply a bedroom commuter neighborhood where residents leave for the day and return at night. Commercial, civic and light industrial uses should be compatible with residential

development and promote ‘round the clock’ activity.

- Allowed building heights are tallest nearest to the freeway and within the internal portions of the TOD site, and gradually lower in height to transition into the surrounding residential neighborhoods.
- A new structured parking garage is envisioned near the I-880 freeway, with the potential for multi-family residential or office space above.
- Requirements for ground-floor uses are intended to be flexible to reflect varying market conditions. For example, retail commercial space (which can be difficult to establish in early phases of development) can be supplemented with custom or light manufacturing activities akin to industrial arts operations to increase activity and spotlight local cultural resources in this critical transportation and development hub.
- Urban open spaces should be an integral component of the overall design. These urban open space areas should include plazas, courtyards and wide pedestrian spaces, as well as a Prescott Neighborhood Urban Open Space area located between the TOD site and the adjacent neighborhood.
- General industrial and heavy industrial activities should be prohibited at the TOD site.

### *Policy-Based Strategies*

Specific land use strategies pertaining to the Mixed Use Development TOD zone area include:

TOD-1: Implement the City’s land use policies for the area surrounding the West Oakland BART station through creation of new or modified S-15: Transit Oriented Development zone.

TOD-2: Create a high-density residential, commercial, and mixed-use development which might also include the artistic economic enterprises within the West Oakland district with creative working space for technology, innovative science activities

drawing upon the desires of some in those industries for creative space with room for innovative production.

- This mixed use development can draw upon local anchors such as The Crucible, American Steel, Bruce Beasley Studios, as well as the Blues Walk of Fame along 7th Street for core activity inspiration and business tenant attraction.

TOD-3: Ensure a safe and pleasant pedestrian environment near the West Oakland BART Station.

TOD-4: Allow a mixture of residential, civic, commercial, and light industrial activities.

TOD-5: Provide amenities such as benches, kiosks, lighting, public art, high quality pavement materials, drought tolerant landscaping, and specialty uses such as outdoor cafes.

TOD-6: Limit conflicts between vehicles and pedestrians, and add urban infrastructure as demonstrations of the best of the new industry standards.

TOD-7: New residential and commercial development along the perimeter of the TOD site, nearest to the South Prescott neighborhood, should include a gradual transition in height and density to the surrounding lower-density residential neighborhoods, with building heights stepping down to as low as 2-stories immediately adjacent to existing homes.

### *Regulatory Strategies*

The overall density and built form of the West Oakland BART Station TOD is primarily defined by regulated building heights. See **Figure 4.8.3** for the currently effective building heights proscribed under current zoning.

This Specific Plan proposes amending the current Zoning Code’s height limits (see **Figure 4.8.4** to provide for a more precisely defined urban form which can accommodate the following objectives:

- Make fuller use of the opportunity to capitalize on the transit benefits that are unique to the West Oakland BART Station

TOD, as well as its proximity to Downtown Oakland, Jack London District, and Downtown San Francisco.

- Create a vibrant higher density residential and commercial mixed-use transit village that bolsters revenue and generates jobs with varying career pathways.
- Establish new buildings which serve to buffer the adverse noise and air quality effects of the I-880 freeway, currently affecting West Oakland's existing neighborhoods, while incorporating building construction and design strategies which protect new residents of these buildings from the same adverse effects.
- Use new buildings and parking garages to buffer the TOD and surrounding neighborhoods from the industrial activities at the Amtrak Maintenance Station located just south of the freeway.
- Provide a more effective and substantial transition in building heights nearest to the South Prescott neighborhood, with buildings nearest to this neighborhood as low as 2-stories.
- Work to establish an urban open space buffer/ green space at the site of the former AMCO Chemical/DC Metals facilities, which are currently under investigation and remediation planning due to soil and groundwater contamination.

To achieve these urban form objectives at the West Oakland BART station TOD site, the following regulatory amendment is recommended:

Commercial/Corridor Height Limit

Amendment: Amend the City's Zoning Map to re-designate the Commercial/ Corridor Height Limits near the West Oakland BART Station as indicated in Figure 4.8.4.

Fig. 4. \*2% Existing Building Heights at Transit-Oriented Development Area

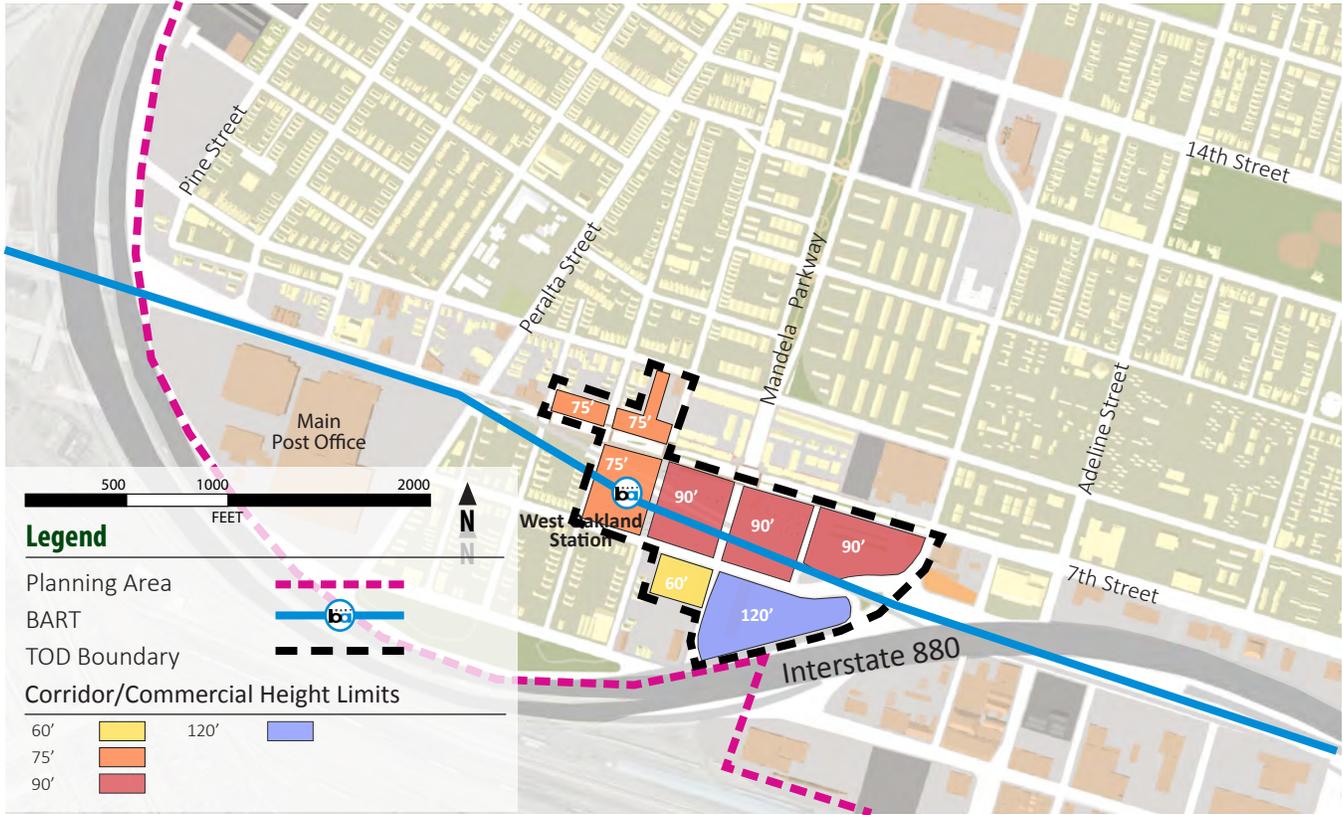
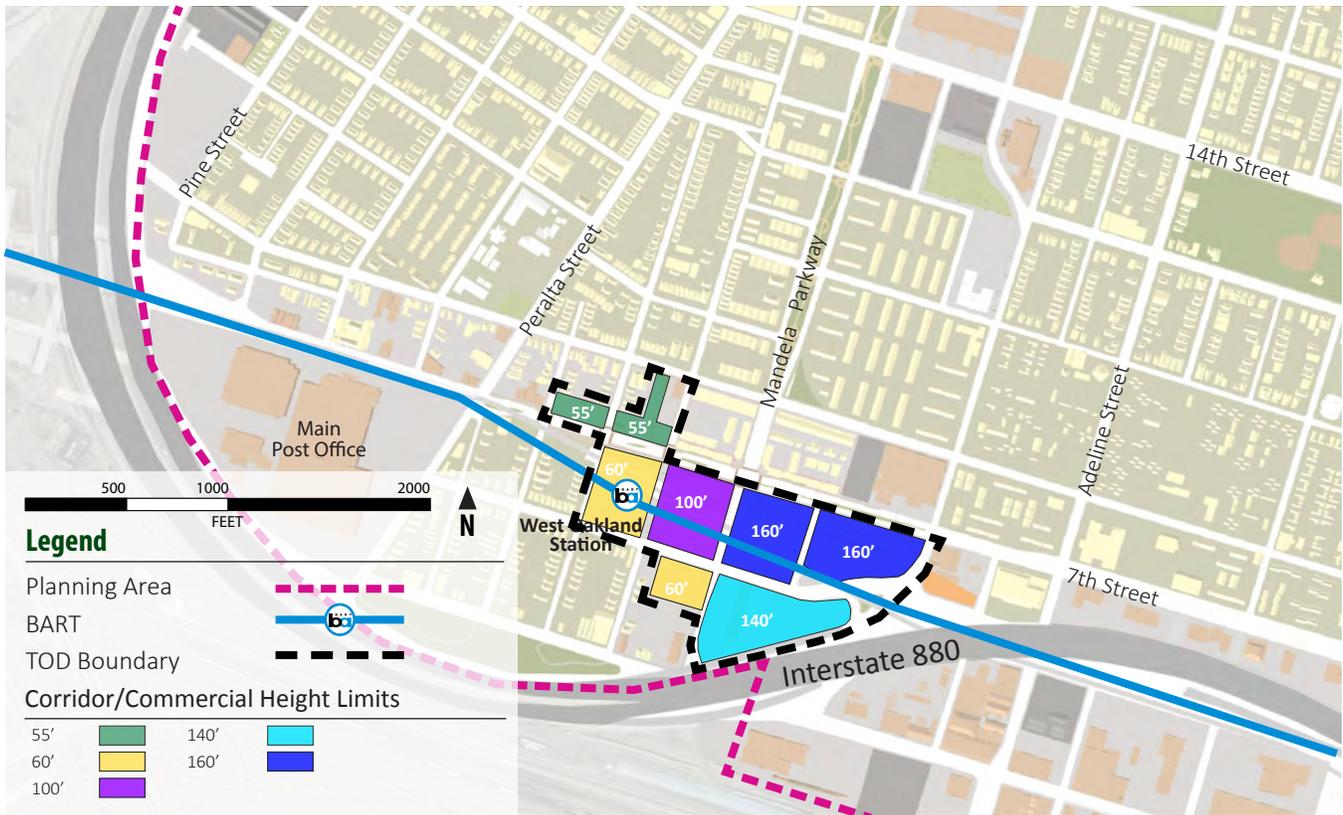


Fig. 4. \*2% Proposed Building Heights at Transit-Oriented Development Area



## LIMITED INDUSTRIAL CONVERSION STRATEGIES

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**Intent: Establish a well-defined regulatory boundary between West Oakland's residential neighborhoods and its industrial base.**

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In several areas within West Oakland, there is no clearly defined edge between residential and industrial areas, and these two uses interweave and overlap among individual parcels. This land use pattern often results in heavy truck traffic with its associated noise and fumes directly affecting residential neighborhoods.

This Specific Plan seeks to establish a clearly defined boundary between these two differing land uses, differentiating between this Plan's primarily industrial/business Opportunity Areas and the adjacent Residential Areas. Currently, the boundary between existing residential uses and nearby industrial land uses is not entirely clear along the edges of some of the Plan's Opportunity Areas. This Specific Plan seeks to further clarify this edge with inclusion of a limited number of carefully selected new residential and live/work areas intended to more firmly establish this boundary (see **Figure 4.8.5**).

### *Policy-Based Strategies*

Limited changes to the Housing Business Mix General Plan land use designations and zoning are proposed at specific sites, totaling approximately 16.6 net acres, all located at various locations where the edges of existing residential and industrial areas. Criteria by which these edge sites have been selected include:

- The site is located within an area already established as a residential neighborhood, where industrial use is an outlier use or is incompatible with its surroundings;
- The site is in close proximity to a pre-established buffer (i.e., a park, a current S-19 zoning buffer, or a major roadway) between

the residential areas and its nearest industrial neighbors; and/or

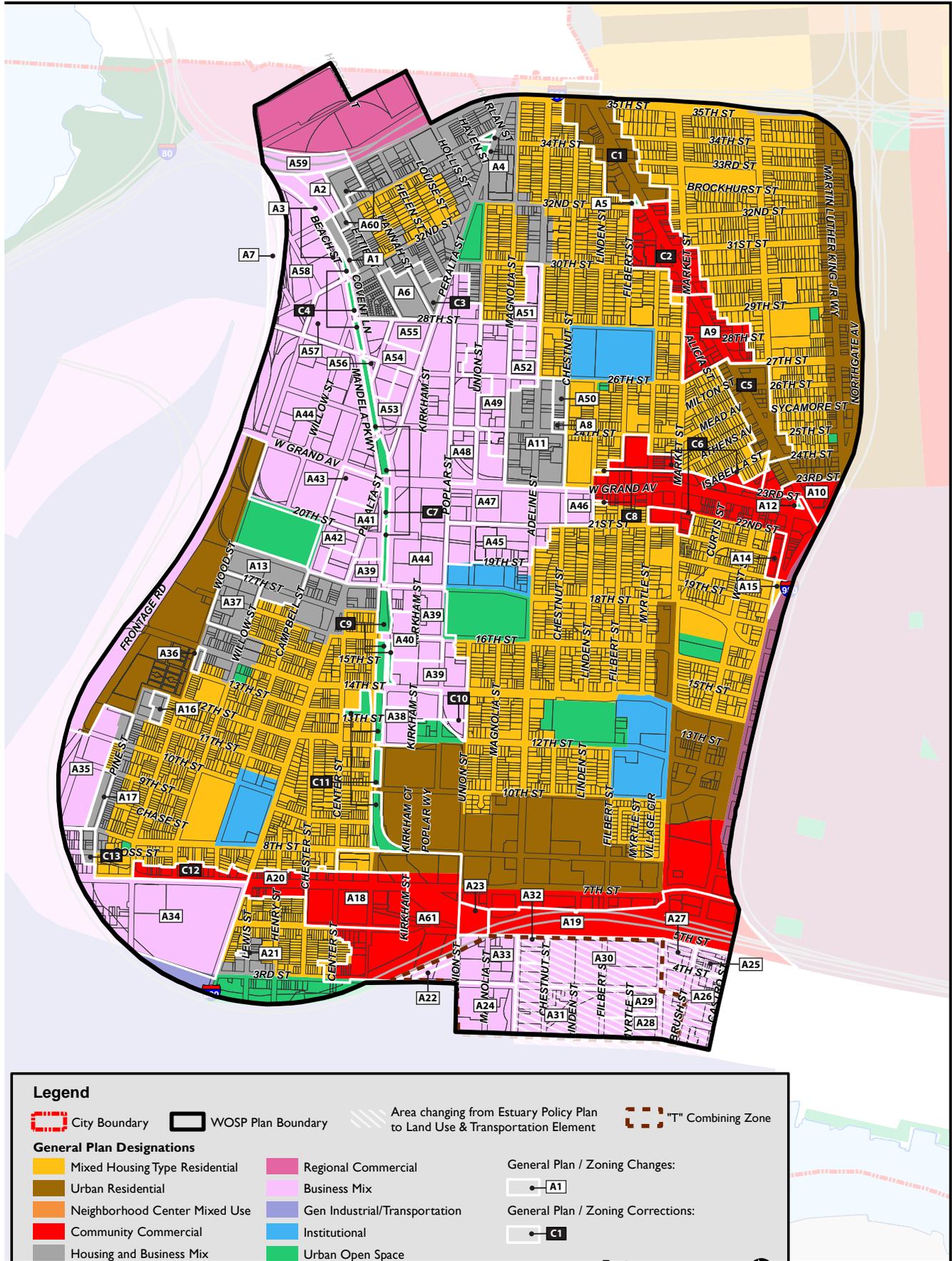
- The site has immediate proximity to public parks and other amenities that would be better served by having lower impact uses around it.

These sites include:

**Ind. Conv.-1: Phoenix Iron Works Site:** This site is located on the west side of Pine Street between Shorey Street and 9th Street. It is a long-vacant property remaining from a prior industrial use, with ongoing surface storage of large steel pipes. Change this site to enable residential and live/work uses along the Pine Street frontage (approximately 1.5 acres), resulting in similar densities and massing as the surrounding residential area, and better defining the residential/industrial edge along this portion of the neighborhood.

**Ind. Conv.-2: Roadway Site:** This site consists of two blocks bounded by 17th Street, 18th Street, Wood Street and Campbell Street, the adjacent south block face on 17th Street between Willow Street and Campbell Street, and the two south blocks bounded by 17th Street, Wood Street, 15th Street, and Willow Street (approximately 8.3 acres). At this location, allow housing and business mix uses compatible in scale with adjacent residential uses. Establishment of live/work uses at this location would establish a more compatible low impact edge along the southern edge of Raimondi Park and reduce potential incompatibilities associated with adjacent industrial uses.

Fig. 4.\*2 : General Plan & Zoning Amendments



**Ind. Conv-3: Adeline Street:** Located just outside the southeastern edge of the Mandela Grand Opportunity Area are several city blocks generally bound by 26th Street to the north, Magnolia Street to the west, West Grand Avenue to the south, and Chestnut Street to the east. The area to the north and east of Chestnut Street is characterized by residential land uses and McClymonds High School, whereas the area to the west of Magnolia Street is characterized by a mixture of business and industrial uses. The area between Chestnut Street and Magnolia Street contains a mixture of business/industrial, residential and live/work uses. Retain this mix of land uses which act as a buffer between the business/industrial uses to the west and the residential uses to the east.

**Ind. Conv-4: Ettie Street at 28<sup>th</sup> Street:** Situated within the northern-half of the Mandela Grand Opportunity Area is an approximately 3.4-acre area bounded by 32nd Street to the north, Ettie Street to the west, 28th Street and Peralta Street to the south, and Hannah Street to the east. The existing land use characteristics to the south of 28th Street are a mix of industrial business types. At this location, establish a clear boundary at 28th Street such that uses to the south of 28th continue to be mixed industrial, and uses to the north permit infill of housing and business mix uses.

### **General Plan Amendments and Re-Zonings <sup>1</sup>**

In order to allow these sites to convert to residential use, the following General Plan amendments and re-zoning actions are recommended (see Figure 4.8.5):

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<sup>1</sup> Refer to Figure 4.8.5 and 4.8.6 for illustration of all recommended General Plan and Rezoning actions, and to Table 4.8-2 for specific description of recommended actions.

### **Neighborhood-Serving Retail**

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**Intent: Attract more local neighborhood retail to West Oakland in order to provide for more neighborhood-serving shopping opportunities.**

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Existing retail uses in West Oakland do not fully meet the needs of residents, resulting in the need for residents to travel outside the area to meet their basic retail needs. This results in “leakage” of sales revenue, jobs and income to surrounding communities.

- Neighborhood-serving retail uses include grocery, small professional services and retail services establishments, cafes and restaurants, etc.
- The Neighborhood-serving retail typically includes stand-alone 1- and 2-story commercial buildings, as well as vertically integrated mixed-use buildings with neighborhood serving retail uses on the ground floor and residential or commercial uses on upper floors.

Neighborhood-serving retail use is envisioned under this Plan at the street-level within many new developments. The envisioned transit-oriented development near the West Oakland BART Station, each of the High Intensity zone sites, and many infill parcels along 7<sup>th</sup> Street, the commercial corridor along West Grand Avenue, and along the San Pablo Avenue corridor are all planned to accommodate new neighborhood-serving retail uses. In total, the Plan envisions an increase from about 445,000 square feet of existing retail space, to nearly 1 million square feet of retail, providing for growth of approximately 1,200 new retail jobs.

### **Policy-Based Strategies**

Specific land use strategies pertaining to neighborhood-serving retail land uses include:

**Neigh. Retail-1:** Increase the availability of fresh, healthy foods in West Oakland by promoting development of a full-sized grocery store.

Neigh. Retail-2: Encourage the establishment of several smaller-sized grocery stores throughout the Plan area.

Neigh. Retail-3: Promote the addition of other important, missing retail uses, including a drug store or other convenience use, most effectively co-located with a grocery store.

Neigh. Retail-4: Encourage the establishment of restaurants that serve employees, residents, and which attract both local and out of area customers.

**Regulatory Strategies**

Neighborhood serving retail land uses are already allowed and encouraged under current zoning regulations.

- The blocks along 7th Street between Wood Street and Peralta Street, the frontage parcels on San Pablo Avenue from 29th Street to 32nd Street, and the commercial corridor along West Grand from Chestnut to San Pablo are all zoned CC-2. The CC-2 zone is intended for a wide range of commercial businesses with direct frontage and access along corridors.
- The blocks along San Pablo Avenue from 27th Street to 30th Street are currently zoned CC-3.
- Much of the area near the Clawson neighborhood and selected areas at the northern and western edges of the Prescott neighborhood are currently zoned HBX-2. The HBX-2 zone provides development standards for areas that have a mix of industrial, certain commercial and medium density residential development. The HBX-2 zone recognizes the equal importance of housing and business, allows residential and commercial activities to compatibly co-exist, provides a transition between industrial areas and adjacent residential neighborhoods encourages development that respects environmental quality and historic patterns of development, and fosters a variety of small, entrepreneurial, and flexible home-based businesses.
- The blocks along San Pablo Avenue north of 32nd Street to I-580 and south of 27th Street to West Grand Avenue are currently zoned

RU-5. The RU-5 zone is intended for multi-unit, mid- and high-rise residential structures with ground floor neighborhood serving businesses on major corridors.

Thus, the current zoning regulations already in place serve to foster the Specific Plan’s intent to provide greater neighborhood-serving shopping opportunities, and no regulatory changes are necessary.

**Rezoning<sup>2</sup>**

To better emphasize the desired commercial nature of the area the intersection of West Grand Avenue and San Pablo Avenue, the following regulatory changes are recommended:

- Rezone the northeast and northwest quadrants of the San Pablo/Grand intersection Urban Residential (RU-5) to the Community Commercial (CC-2) zone to signify its retail focus.
- Intersection of 30th Street, San Pablo Avenue, and Market Street to the north, Market Street to the west, 27th Street to the south, and San Pablo Avenue to the east: Rezone this area from Community Commercial (CC-3) to Community Commercial (CC-2).

Although existing zoning allows mixed use development, the Community Commercial (CC-2) zoning emphasizes the commercial aspects of development to a greater extent.

**Lower Density and Mixed-use Residential Infill**

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**Intent: Allow for a range of low- to mid-density housing opportunities.**

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There are numerous smaller infill sites within established residential neighborhoods and along mixed-use roadway corridors (i.e., 7th

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<sup>2</sup> Refer to Figure 4.8.5 and 4.8.6 for illustration of all recommended General Plan and Rezoning actions, and to Table 4.8-2 for specific description of recommended actions.

Street and San Pablo Avenue) that already have established buffers from less compatible industrial neighbors and that are able to accommodate additional residential infill development. Additionally, West Oakland's established residential neighborhoods have the potential to accommodate additional residential infill development.

### *Policy-Based Strategies*

Specific land use strategies pertaining to residential infill sites include:

Low Dens. Res.-1: Encourage infill residential development within the West Oakland Residential Areas that is compatible in scale and character with the surrounding neighborhood.

### *Regulatory Strategies*

Current zoning for the established residential neighborhoods and along mixed-use roadway corridors such as 7th Street and San Pablo Avenue is already consistent with the Specific Plan's intent to develop lower density residential and mixed-use land use on these sites.

### **Enhancing the Commercial Corridors**

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**Intent: Emphasize the desired commercial nature of West Grand Avenue and San Pablo Avenue.**

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This Specific Plan recommends rezoning the northeast and northwest quadrants of the San Pablo/Grand intersection from Urban Residential (RU-5) to the Community Commercial (CC-2) zone to signify its retail focus. Although both zoning types permit mixed use development, the Community Commercial designation emphasizes the commercial aspects of development to a greater extent.

### **Other Conforming Re-zonings<sup>3</sup>**

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**Intent: The Specific Plan also proposes several administrative rezoning and/or General Plan amendments (see Figure 4.3.4) that clarify and provide better conformance between land use planning policy and regulations.**

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Conform-1: Clarifying the boundaries between the Business Mix and the Housing & Business Mix land use designations at the following locations

- A linear stretch of land bounded by 34th Street, Mandela Parkway and 32nd Street, along the eastern edge of Mandela Parkway, the remnants of (former) Cypress Freeway right-of-way and currently a surface parking lot;
- The area bounded by the above-grade MacArthur Freeway (580) right-of-way, Mandela Parkway 34th Street, and a portion of Ettie Street;
- The southern and western portion of the block bound by 32nd Street to the north, Hannah Street to the west, Peralta Street to the south, and Helen Street to the west;
- The southwestern corner of the Prescott-Oakland Point Neighborhood bound by 12th Street, Pine Street, 11th Street, and Wood Street to east;
- An area near Wade Johnson Park, located near the intersection of Mandela Parkway and 12th Street; and
- The area bounded by Shorey Street, 7th Street and Pine Street.

Conform-2: Apply Urban Open Space land use designations and zoning to City-owned parks and medians in Mandela Parkway and at other locations where open space resources exist:

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<sup>3</sup> Refer to Figure 4.8.5 and 4.8.6 for illustration of all recommended General Plan and Rezoning actions, and to Table 4.8-2 for specific description of recommended actions.

- Union Plaza Park and Fitzgerald Park the Clawson Neighborhood, near the intersection of 34th Street, Peralta Street, and Haven Street;
- St. Andrews Park, located along San Pablo Avenue, where 32nd Street and Filbert Street meet; and
- The small, triangle-shaped min-park site bounded by San Pablo Avenue, Brush Street and West Grand Avenue.

**Conform-3:** Apply the S-19 Health and Safety Protection Combining Zone intended to promote public health, safety, and welfare by ensuring that activities that involve hazardous materials operate in a manner that protects surrounding areas.

**Conform-4:** Strengthen neighborhood protections by mapping the Mixed Housing Type Residential land use designation in the following locations:

- Selected sites along Linden Street near West Grand Avenue;
- The small triangle-shaped parcel bounded by 20th Street, Brush Street and 19th Street near the 18th Street off-ramp at Interstate 980.

**Conform-5:** Reinforce commercial development opportunities by clarifying the Community Commercial land use designations at the following locations:

- Two areas in the vicinity of West Grand Avenue and Market Street: one located one-half block north of West Grand Avenue between Filbert Street and West Street, and the other located at the existing shopping center at West Grand Avenue and Market Street;
- The rectangle-shaped parcel located south of the intersection of San Pablo Avenue at West Grand Avenue, bounded by 22nd Street West Street, 20th Street and Brush Street;
- Three large blocks that line the southern edge of 7th Street, bounded by 7th Street, Chester Street, 5th Street and Kirkham Street, currently, serving as surface parking lots while the BART West

Oakland station itself is situated within the center of the middle block;

- The area bounded by 7th Street Union Street, Interstate 880 and Interstate 980; and
- The area below 7th Street, bounded by Union Street, Magnolia Street and 5th Street.

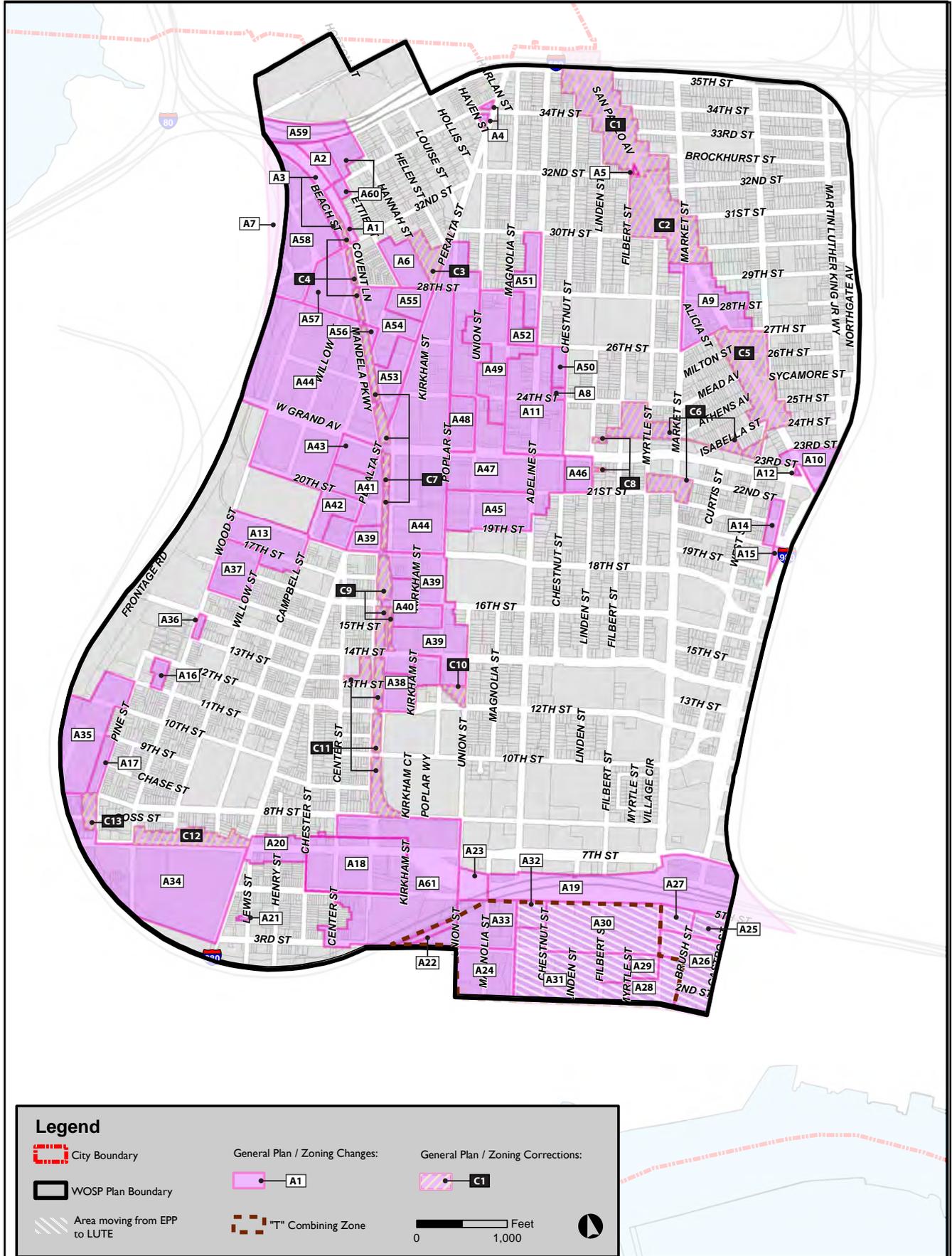
**Conform-6:** Increase opportunities for a mixture of businesses by applying Business Mix land use designations and Commercial Industrial Zoning (CIX) to the following locations:

- Selected parcels in the vicinity of the above-grade MacArthur Freeway;
- The narrow stretch of land along the southern edge of Interstate 880 near Union Street;
- The area bounded by 5th Street, Adeline Street and the Plan Area boundaries; and
- Two city blocks bounded by 3rd Street, Union Street, Adeline Street and the Plan Area boundary.

## SUMMARY

A summary of all proposed General Plan amendments and zoning changes is shown on **Figure 4.8.6** and listed on **Table 4.8-2**.

Fig. 4. \*Z: Summary of Proposed General Plan & Zoning Changes



**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**

(A = Proposed General Plan and/or zone change; C = General Plan correction)

Location		Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
<b>Mandela / West Grand Avenue Opportunity Area</b>					
A1	Northeast Mandela	Business Mix	Housing and Business Mix	OS (LP)/S-4	HBX-4
A2	Northeast Mandela	Housing and Business Mix	Business Mix	HBX-2	CIX-1D (Retail Commercial Mix) /S-19
A3	Northeast Mandela Parkway	Business Mix	(No Change)	OS (LP)/S-4	CIX-1D (Retail Commercial Mix) / S-19
A4	Union Plaza Park and Fitzgerald Park	Housing and Business Mix	Urban Open Space	HBX-2	OS/AMP
A6	Ettie Street-1	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A7	West of I-880 between 32nd and 35th	General Industrial/ Transportation	Business Mix	IG	CIX-1D (Retail Commercial Mix)
A8	Chestnut Street and 24th	Mixed Housing Type Residential	Housing and Business Mix	RM-4	HBX-2
A11	Chestnut/Adeline	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A13	Roadway Site	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A21	Lewis Street	Mixed Housing Type Residential	Housing and Business Mix	RM-2	HBX-2
A23	Beneath Freeway between 5th St, 7th St, Union and Magnolia	Business Mix	Community Commercial	CIX-1/S-19	S-15
A36	Wood St between 13th and 14th St	Housing and Business Mix	(No Change)	CIX-1/S-19	HBX-4
A37	16th St between Willow and Wood	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-4
A38	East of Mandela Parkway between 14th and 12th St	Business Mix	(No Change)	CIX-1/S-19	CIX-1B (Low Intensity Business) /S-19

**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**

(A = Proposed General Plan and/or zone change; C = General Plan correction)

	<b>Location</b>	<b>Existing General Plan Designation</b>	<b>Proposed General Plan Designation</b>	<b>Existing Zoning</b>	<b>Proposed Zoning</b>
A39	Multiple blocks from 19th St. to 14th St. mostly adjacent to Mandela Parkway	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A40	16th St between Mandela and Poplar	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A41	Multiple blocks west of Mandela Parkway between 18th St and Grand	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A42	Portion of block bounded by 20th St, Peralta, 18th and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A43	Portion of block bounded by W Grand, Peralta, 20th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A44	East and west of Mandela from 18th to 28th St	Business Mix	(No Change)	CIX-1	CIX-1C (High Intensity Business)
A45	Between 19th St, Poplar, 21st St, Adeline, W Grand and Chestnut	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19
A46	Block bounded by 21st St, Chestnut, W Grand and Linden	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A47	Multiple blocks between 21st St, Poplar, 28th St, Union and Adeline	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A48	Block bounded by Poplar, 24th St, Union St and W Grand	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A49	Multiple blocks between W Grand, Union, 28th St and Adeline	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A50	Chestnut St between 24th and 26th St	Business Mix	Housing and Business Mix	CIX-1/S-19	HBX-2
A51	Adeline between 26th and 30 St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement) / S-19

**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**

(A = Proposed General Plan and/or zone change; C = General Plan correction)

	<b>Location</b>	<b>Existing General Plan Designation</b>	<b>Proposed General Plan Designation</b>	<b>Existing Zoning</b>	<b>Proposed Zoning</b>
A52	Portion of block bounded by 26th St Magnolia, 28th St	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business) / S-19
A53	Portion of triangle block bounded by Peralta, Mandela and 26th St, and small triangle to south	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A54	bounded by Mandela, 28th St and Peralta	Business Mix	(No Change)	CIX-1	CIX-1B (Low Intensity Business)
A55	North end of block bounded by 28th, Peralta, 26th St and Campbell	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A56	Small triangle block at Mandela and 26th St	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A57	2 blocks bounded by 26th St, Wood St, 32nd St and Mandela Parkway	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)
A58	Multiple blocks between 26th St, Wood 32nd St, Mandela, I580 and Plan Boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1D (Retail Commercial Mix) / S-19
A59	Northeast corner of Plan area beneath I580	Regional Commercial	Business Mix	CR-1	CIX-1D (Retail Commercial Mix)
A60	Ettie and 34th St	Housing and Business Mix	(No Change)	HBX-2	HBX-4
C3	Peralta and Hannah	Business Mix	Housing and Business Mix		
C4	Mandela Parkway	Business Mix	Urban Open Space		
C7	Mandela Parkway	Business Mix	Urban Open Space		
C8	Linden and W Grand	Community Commercial	Mixed Housing Type Residential		
C9	Mandela Parkway and 16th St	Business Mix	Urban Open Space		
C10	Union and 12th Street	Urban Open Space	Business Mix		

**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**  
(A = Proposed General Plan and/or zone change; C = General Plan correction)

Location		Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
C11	Mandela Parkway	Mixed Housing Type Residential	Urban Open Space		
<b>7th Street Opportunity Area</b>					
A16	Prescott-Oakland Point	Business Mix	Housing and Business Mix	RM-2	HBX-2
A17	Phoenix Iron Works Site	Business Mix	Housing and Business Mix	CIX-1	HBX-4
A18	7th Street/BART parking	Neighborhood Center Mixed Use	Community Commercial	S-15	S-15W
A20	7th Street between Chester and Peralta	Neighborhood Center Mixed Use	Community Commercial	S-15	CC-2
A34	Blocks bounded by 7th St, Peralta and Plan Boundary	Business Mix	(No Change)	CIX-1/S-19	CIX-1A (Business Enhancement) / S-19
A35	Area between 11th St, Pine, 8th St and Plan boundary	Business Mix	(No Change)	CIX-1, CIX-1/S-19	CIX-1B (Low Intensity Business) / S-19
A61	Multiple blocks between Union, 3rd St, Center and 8th St	Community Commercial	(No Change)	S-15	S-15W
C12	7th St between Peralta and Wood	Mixed Housing Type Residential	Community Commercial		
C13	Frontage Road and 7th Street	Business Mix	Housing and Business Mix		
<b>3rd Street Opportunity Area</b>					
A19	7th Street within the 3rd Street Opportunity Area	Business Mix	Community Commercial	CIX-1/S-19	CC-3
A22	Southern edge of Interstate 880 west of Union	Community Commercial	Business Mix	S-15	CIX-1A (Business Enhancement)
A24	3rd Street Industrial	General Industry/Transportation	Business Mix	IG	CIX-1B (Low Intensity Business)/T
A25	Block bounded by Brush, Plan Boundary, 4th and 5th	Light Industry 1 (EPP*)	Business Mix (LUTE**)	C-40	CIX-1B (Low Intensity Business)

**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**

(A = Proposed General Plan and/or zone change; C = General Plan correction)

Location		Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A26	3 blocks bounded by Market, Brush, 4th and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)
A27	Block bounded by 5th, Brush, 4th and Market	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)
A28	3 blocks bounded by 3rd St, Filbert, Myrtle, Market, 2nd St and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A29	Block bounded by 3rd St, Market, 2nd St and Myrtle	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A30	2 blocks bounded by 5th St, Market, 3rd St and Chestnut	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1C (High Intensity business)/T
A31	Several blocks bounded by Adeline, Chestnut, 3rd St, Filbert, Myrtle and Plan Boundary	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1A (Business Enhancement)/T
A32	Portion of block bounded by 5th St, Chestnut, 3rd St and Adeline	Light Industry 1 (EPP*)	Business Mix (LUTE**)	M-30	CIX-1B (Low Intensity Business)/T
A33	Blocks bounded by 5th St, Adeline, 3rd St, Plan Boundary, A22 area and Union	Business Mix	(No Change)	CIX-1	CIX-1A (Business Enhancement)/S-19

**San Pablo Avenue Opportunity Area**

A5	St. Andrews Plaza	Urban Residential	Urban Open Space	RU-5	OS/AMP
A9	San Pablo Avenue at 28th Street Site	Community Commercial	(No Change)	Cc-3	CC-2
A10	West Grand at San Pablo	Urban Residential	Community Commercial	RU-5	CC-2
A12	West Grand at San Pablo Mini-Park	Community Commercial	Urban Open Space	CC-2	OS-AMP
A14	Brush from 20th to 22nd St	Mixed Housing Type Residential	Community Commercial	RM-4/C	CC-2

**Table 4.8-2: Proposed General Plan Amendments & Re-Zonings**

(A = Proposed General Plan and/or zone change; C = General Plan correction)

Location		Existing General Plan Designation	Proposed General Plan Designation	Existing Zoning	Proposed Zoning
A15	Small Triangle Site	Community Commercial	Mixed-Housing Type Residential	CC-2	RM-4/C/S-20
C1	San Pablo between 32nd and 35th	Mixed Housing Type Residential	Urban Residential		
C2	San Pablo between 27th and 32nd	Mixed Housing Type Residential	Community Commercial		
C5	San Pablo between 24th and 27th	Mixed Housing Type Residential	Urban Residential		
C6	Market and W Grand	Mixed Housing Type Residential	Community Commercial		