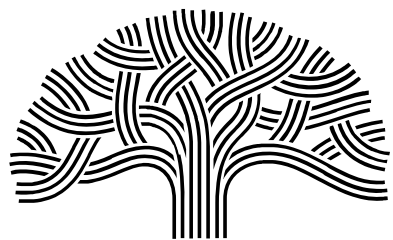


# General Plan Update (GPU) Options for How We Stabilize and Grow

Presentation to the Community and Economic Development Committee  
**October 28, 2025**

Planning and Building Department



**CITY OF  
OAKLAND**

# Agenda

- General Plan Update (GPU) Background
- Overview: Options for How We Stabilize and Grow
- Options Details
- Next Steps
- Discussion

# What is a General Plan?



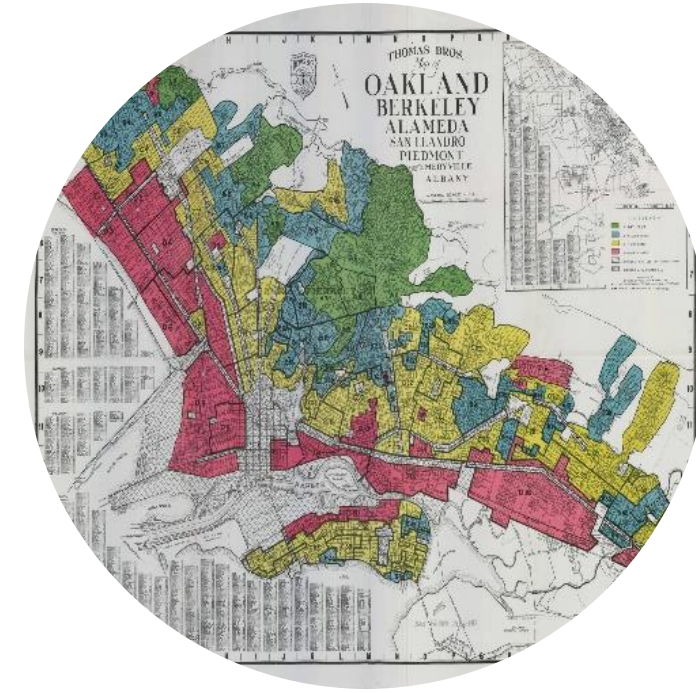
## **"Constitution" for development and conservation**

Establishes citywide vision and supporting goals, policies, and implementation measures



## **Identifies past challenges & accomplishments**

Provides consistent direction for future development



## **Opportunity to Reduce Racial Inequities & Do Inclusive Engagement**

Engage our community in the planning and decision-making process

# General Plan Update – Phase 2 Elements

## 2 Phase Approach

- Phase 1: November 2021 – Fall 2023, covered Housing, Safety, Environmental Justice – *NorCal APA Award for Opportunity and Empowerment and Recognition from State Attorney General’s Office*
- **Phase 2: Fall 2024 – Spring 2027**

### Land Use and Transportation Element (LUTE)

- Address population growth, housing, arts and culture, and jobs
- Outlines what can be built in different places
- Build a transportation system where people can get around safely and easily

### Open Space, Conservation, and Recreation (OSCAR) Element

- Create equitable, well-maintained, accessible network of parks and rec facilities
- Preserve and enhance connections to open space

### Infrastructure and Capital Facilities Element

- Plan for well-maintained, resilient, and high-quality critical systems, like water and sewage, electricity, and internet
- Support an equitably distributed and well-maintained network of public facilities, like libraries, educational facilities, and civic buildings

### Noise Element

- Minimize the adverse effects of noise pollution on public health from sources such as the airport and industrial activities

# Phase 2 Timeline



# Oakland for All: Options for How We Stabilize and Grow



## Oakland for All: Options for How We Stabilize and Grow



# What are the Options?

- **High-level concepts** for where/how Oakland might grow => thematic collection of **big-picture ideas** to mix and match
- Shows ways land uses (housing, commercial, industrial, parks, etc.) could be located
- Combination of
  - Community feedback from Phase 1 and Phase 2
  - Jobs and housing projections
  - Actions from Environmental Justice Element, Housing Element and Safety Element
  - Existing city plans, community plans, and other major projects
  - Opportunity sites
- **Other ideas, themes, and strategies** that may not be in options currently are **encouraged**
- The community's feedback will form the **basis of the Draft Land Use Framework**

# Community Engagement - Options



**Youth Fellows  
in action!**

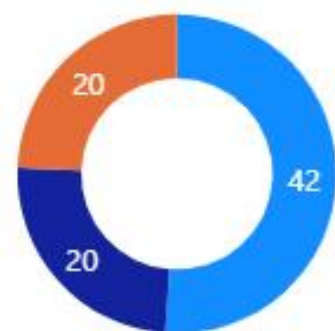


- General Plan Advisory Committee (GPAC)
- Town Halls + Tabling
- Focus Groups
- Focused outreach to priority communities with a focus on communities of color in West and Deep East Oakland
- Walking Tours - Community led in Environmental Justice Communities
- Deep listening sessions
- Pop-ups
- Survey outreach
- Youth Fellows program

# Community Engagement – Events in Oakland

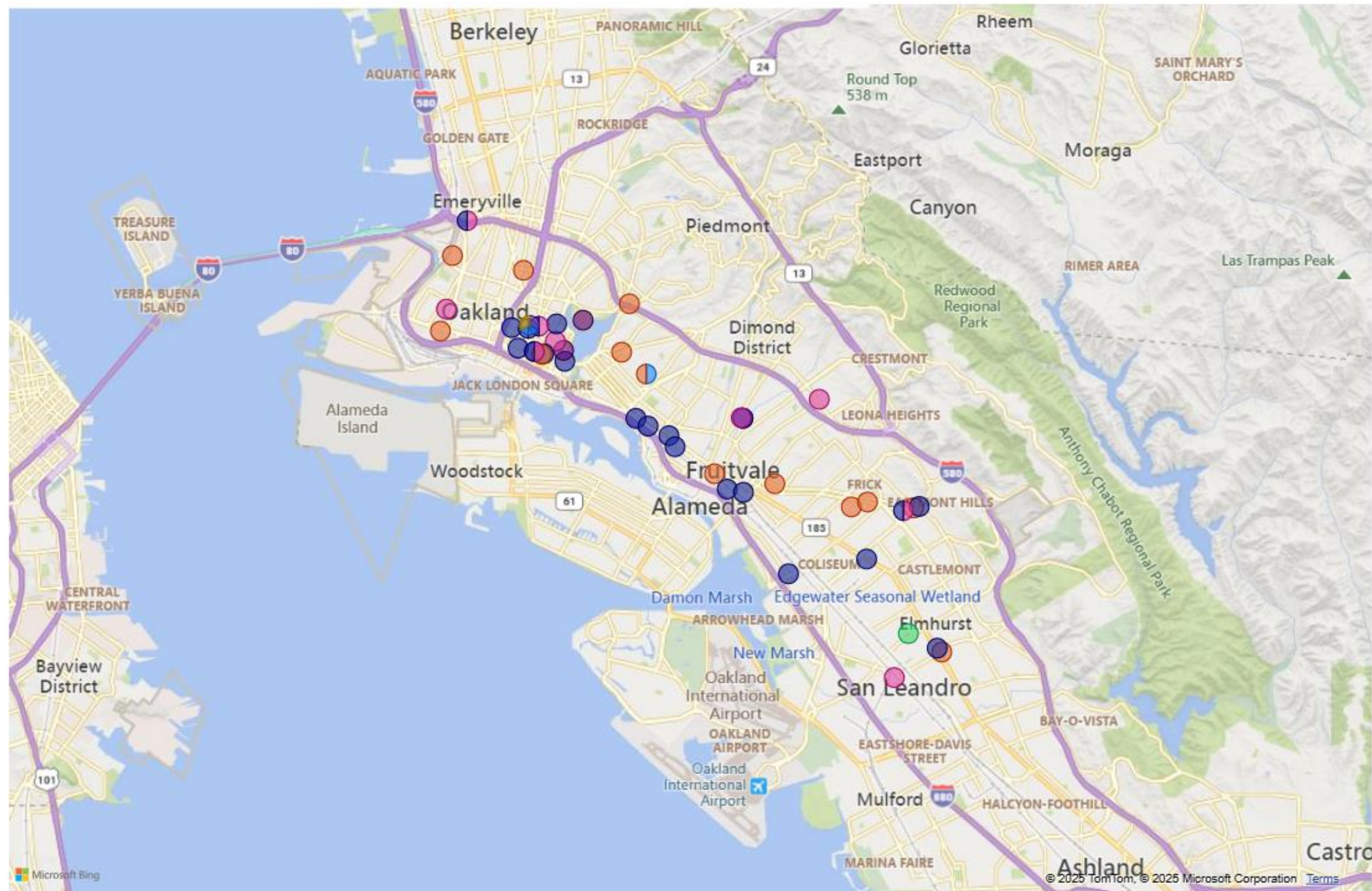
- Engagement Type**
- Advisory Committee Meeting
  - Boards and Commissions Meetings
  - Deep Listening Session
  - Focus Group
  - Pop-Up
  - Virtual Town Hall
  - Walking Tour
  - Youth Fellows Event

Level of Engagement Activities\*



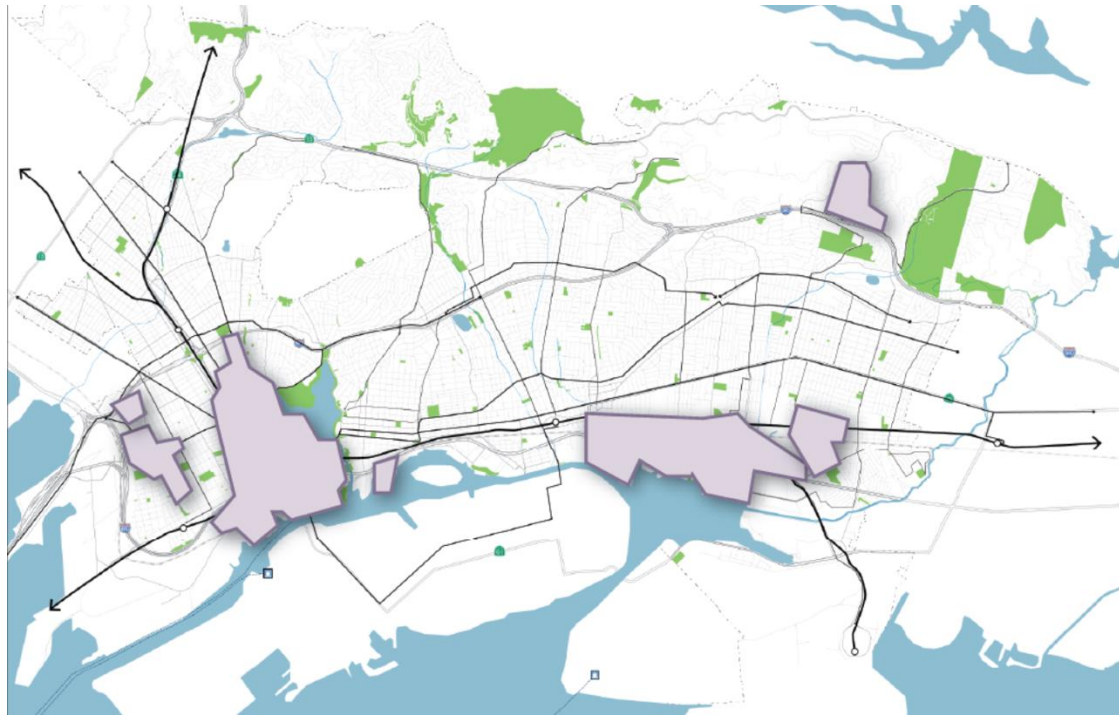
- Consult
- Collaborate
- Inform

\*Level of engagement activity is based on the Oakland Department of Race and Equity's (DRE) classification of engagement types. For more information, review Oakland DRE's *Inclusive Public Engagement Planning Guide*.

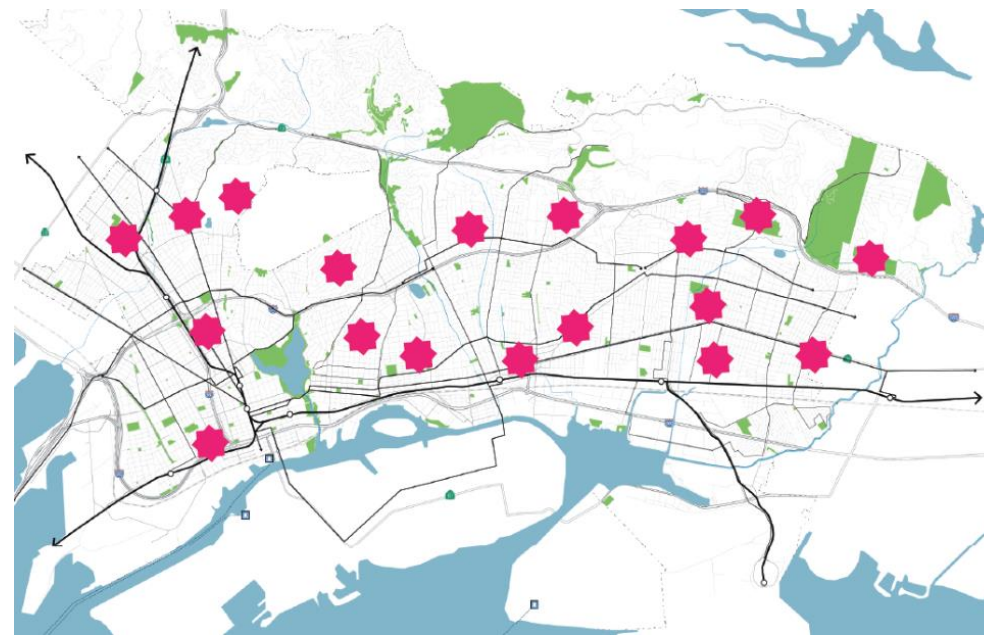
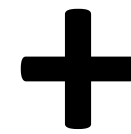


# Options Details

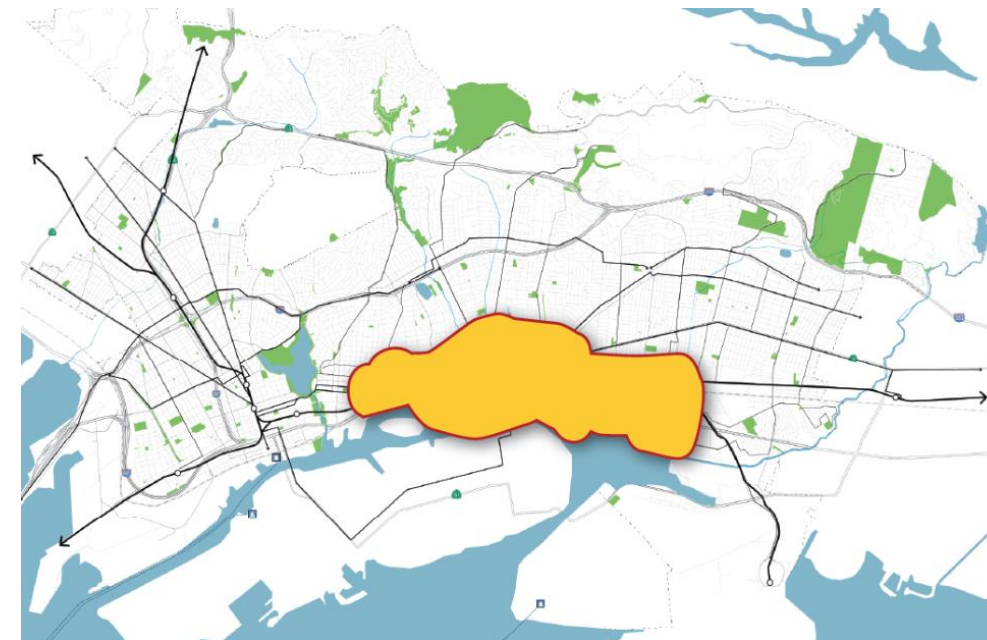
# Options



**Overall:** Each Option starts with a **Baseline of Shared Growth and Improvements** for all Oaklanders



**Option A – City of Neighborhoods** shows 18 neighborhood centers developed throughout the City



**Option C –Midtown Waterfront District** focuses development in a new waterfront district along the central estuary



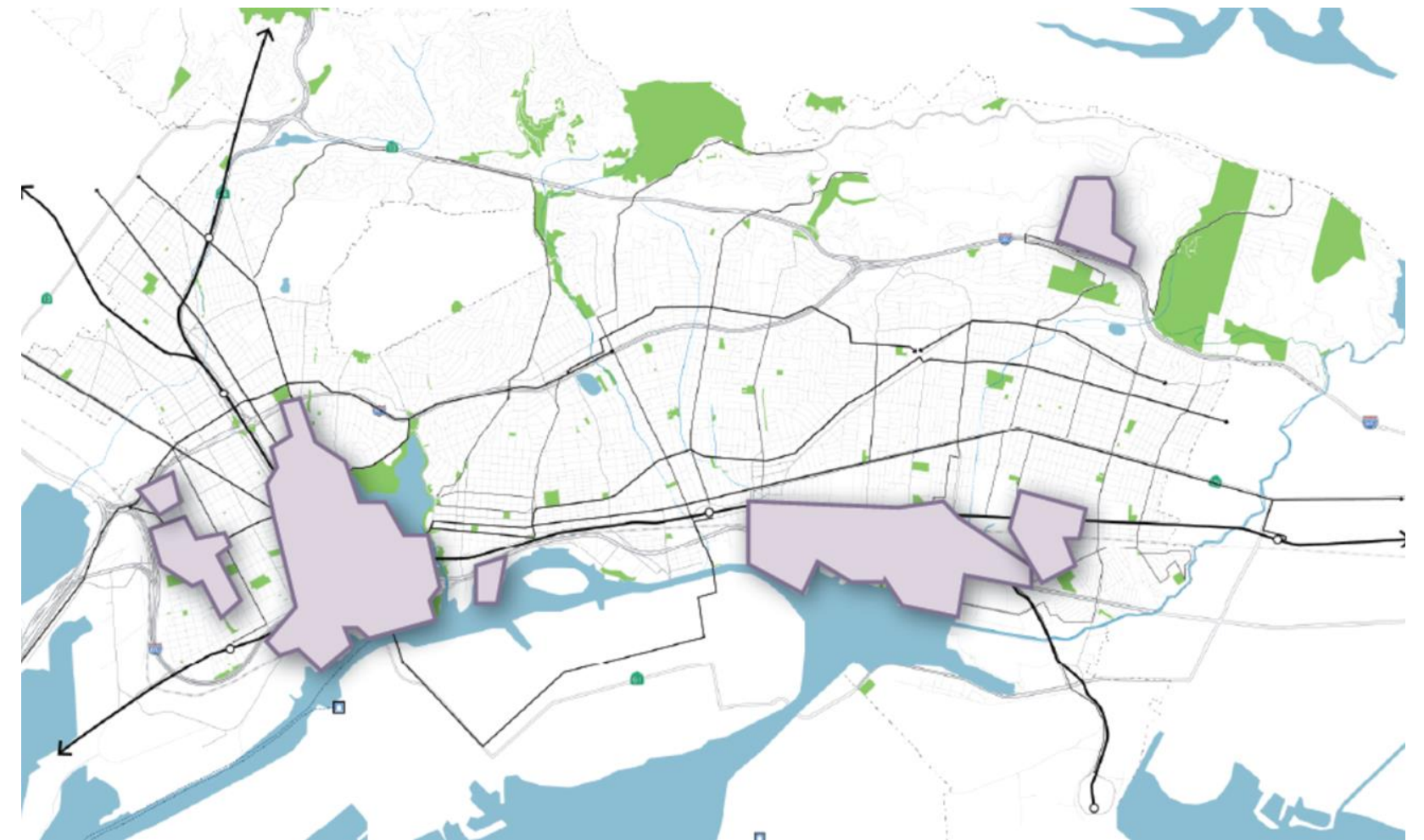
**Option B – Connected Corridors and Gateways** focuses development along major transit corridors throughout the city

?

Other Ideas!

# Baseline: What is Shared Across All Options

- **Land Use:** Add new housing and jobs across the City, especially Downtown, near the Coliseum, along major transit corridors and BART stations, and in neighborhoods. Limit development in environmental hazard areas.
- **Employment:** Support existing important job sectors and modernize industrial areas. Create Research and Development (R&D) jobs in technology, life sciences, the green economy, and advanced manufacturing.
- **Transportation:** Improve walking, biking, and transit connections
- **Parks and Open Space:** Create new waterfront trail connections along the Central Estuary shoreline and the San Leandro Creek, south of I-880



**Baseline Map:** Simplified map representing the baseline of shared growth and improvement. Highlights in lavender key growth areas, like those in Downtown and near Coliseum

**Figure 3-5: Illustration of Potential San Leandro Creek Greenway**



**Existing:** San Leandro Creek, early summer 2025, looking east from Hegenberger Road towards Brookfield Village

**KEY MAP**



**Figure 3-5 Key**

1. Wayfinding and educational signage provide information about the creek's ecology, history, and relationship to surrounding communities at key points along the greenway
2. Public access to the creek greenway
3. Accessible places for rest and observation along the trail
4. Opportunities for public art in trail infrastructure (utility boxes, waste bins, signage, benches)
5. Permeable pavement and native planting support water quality

# Key Differences Between the Options

- The locations and density of new housing and jobs
- The total amount of growth
- The locations and types of proposed transportation and park improvements



Option A: City of Neighborhoods



Option B: Connected Corridors and Gateways



Option C: Midtown Waterfront District

# Option A: City of Neighborhoods



**Option A Map** shows 18 neighborhood centers developed throughout the City (purple stars) and new R&D centers in West and East Oakland and Jack London (red shapes)

## Land Use

- grow throughout the City within mixed-use, multi-block “neighborhood centers” that contain housing, employment, and commercial uses like grocery stores

## Employment

- add jobs in neighborhood centers
- create 3 new R&D centers – in West Oakland, Jack London, and the Port’s Airport Business Park

## Transportation

- improve connections to existing transit stations
- make it easier, safer, and more comfortable to walk within neighborhoods

## Parks and Open Space

- add/improve parks within or close to neighborhood centers
- make parks a central focal point for new development

**Figure 3-9: Illustration of Potential Enhanced Neighborhood Center (Laurel District)**



**Existing:** 39th Ave at MacArthur Blvd, early summer 2025, looking northwest



**Figure 3-9 Key**

1. Centrally located park includes seating, play and exercise equipment, public restrooms, and programs for youth, families, and seniors
2. Residential buildings are oriented towards the park
3. Densest housing (average of 188 units/acre, with buildings up to nine stories tall) is focused around a community gathering space and healthy food access
4. Planning and economic development policies attract amenities that are community priorities, such as healthy food retailers
5. Sidewalk bulbouts, raised crosswalks, bus stop improvements (bus shelter, route signage, lighting, bicycle parking) and other traffic calming features increase safety and comfort for traveling throughout neighborhood centers without a car
6. Commercial main streets connect to citywide network of slow streets and bikeways
7. Public art is incorporated in new development

**KEY MAP**



Figure 3-10: Illustration of Potential R&D District (West Oakland)



**Existing:** W Grand Ave at Mandela Parkway in early summer 2025, looking north.

**Note:** An R&D district in this location is proposed in all three Options.

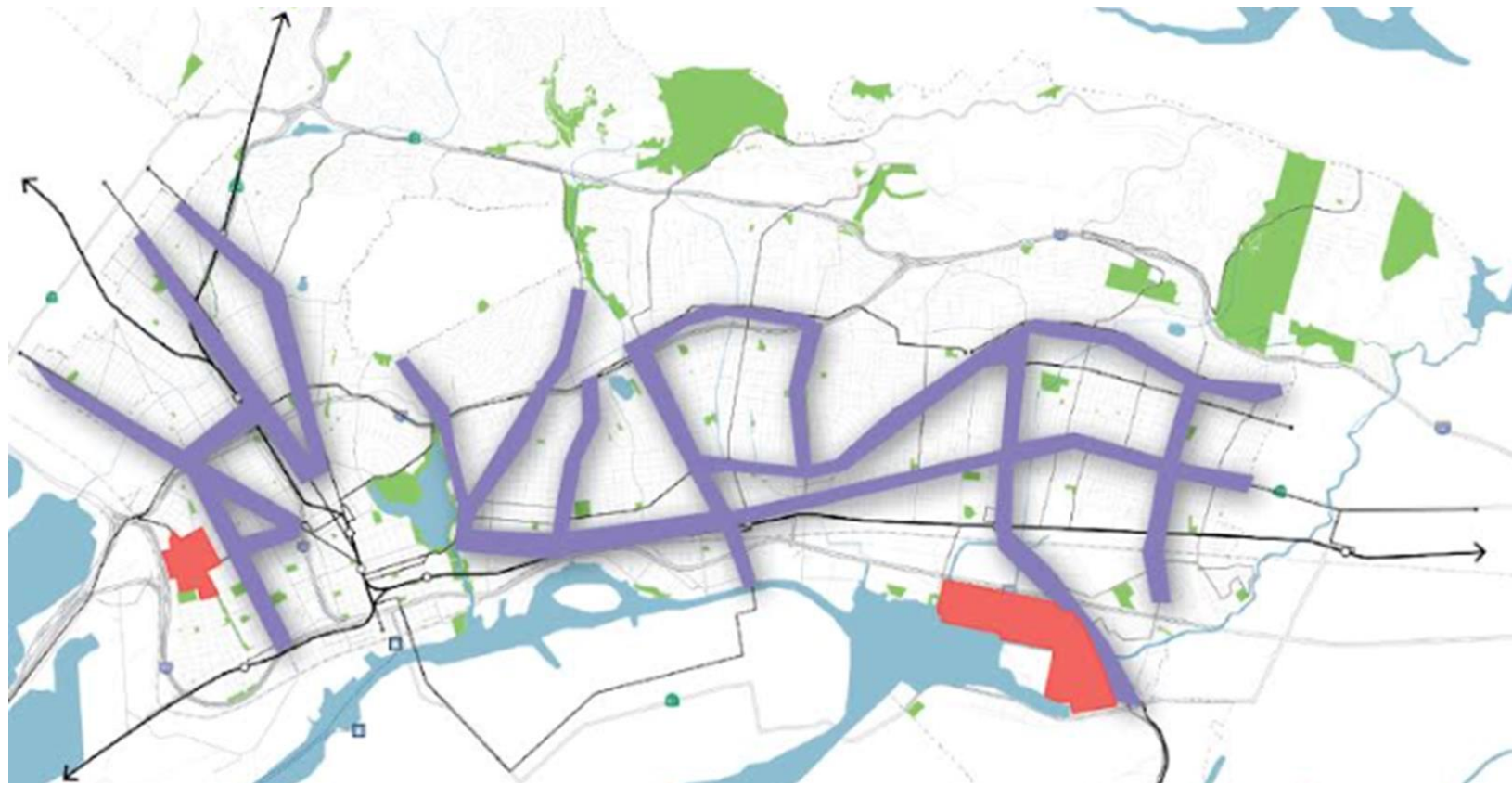
**KEY MAP**



**Figure 3-10 Key**

1. The West Oakland Link, an MTC-led pedestrian/bicycle pathway that will allow for direct pedestrian/bicycle travel between Downtown Oakland and Downtown San Francisco, is completed
2. Existing live/work artist housing is preserved
3. Planning and economic development policies support new research and development (R&D) uses, as outlined in the West Oakland Specific Plan
4. Increased tree canopy and sidewalk plantings support cooler urban temperatures, stormwater management, biodiversity, and air quality
5. Signage about local history and culture is added to the Mandela Parkway

# Option B: Connected Corridors and Gateways



**Option B Map** highlights growth along major corridors throughout the City (purple) and new R&D centers in West and East Oakland (red)

## Land Use

- new mixed-use development along major transportation corridors throughout the City

## Employment

- add jobs along corridors
- create 2 new R&D centers – in West Oakland and at the Port's Airport Business Park

## Transportation

- more frequent buses along key corridors and improve
- bicycle/pedestrian safety and connectivity along major streets

## Parks and Open Space

- new parks and greening at transit gateways and corridor intersections
- smaller parks and plazas along the corridors

**Figure 3-15: Illustration of Potential Corridor Development (San Pablo Ave)**



**Existing:** San Pablo Ave at Market St, early summer 2025, looking north.



**KEY MAP**



### Figure 3-15 Key

1. Active ground floor use includes stores and shops, personal services, child and elder care, artist/maker spaces, and restaurants
2. Implementation of dedicated bus lane improvements includes business displacement and construction mitigation plan, per lessons learned from International Boulevard BRT
3. Increased tree canopy and sidewalk plantings support cooler temperatures, stormwater management, and biodiversity
4. Increased density supports more frequent bus service along corridors by increasing the local ridership base
5. Residential densities are up to 165 units/acre, with varied building heights ranging from six to nine stories tall
6. Protected bike lanes with concrete bollards
7. Roadway medians allow pedestrians to safely pause and rest mid-intersection crossings

**Figure 3-16: Illustration of Potential Redevelopment Along Hegenberger Road**



**Existing:** Hegenberger Road at Edgewater Drive, early summer 2025, looking northeast.

**KEY MAP**



### Figure 3-16 Key

1. Active ground floor use includes stores and shops, personal services, child and elder care, artist/maker spaces, and restaurants
2. Commercial and office buildings up to 14 stories tall support nearby R&D development at the Port's Airport Business Park
3. Improved pedestrian crossings and bicycle infrastructure increase safety and comfort for travel along the corridor without a car
4. Increased tree canopy and sidewalk plantings support cooler temperatures, stormwater management, and biodiversity
5. Public art and signage are incorporated into lighting, crosswalk design, and other features along the corridor to create more of a "destination"

# Option C: Midtown Waterfront District



**Option C Map** highlights growth (housing, jobs, park services) in a new waterfront district along the central estuary to replace old industrial land (purple) and new R&D centers in West and East Oakland (red)

## Land Use

- focus development in a new mixed-use waterfront district (Central Estuary)
- growth near Fruitvale BART and a new San Antonio transit

## Employment

- create 3 new R&D centers – in West Oakland, Jack London, and one larger center in the South Estuary

## Transportation

- Enhance pedestrian and bike access to the shoreline/Estuary
- add a new San Antonio transit station to support a future BART connection

## Parks and Open Space

- new parks and connect trails along the waterfront shoreline
- create a new linear trail along Sausal Creek to the Estuary

## Figure 3-20: Illustration of Potential Midtown Development (Embarcadero)

Existing: Embarcadero at E 7th St in early summer 2025, looking north



KEY MAP



Figure 3-20 key:

1. Two-way Class IV cycle track along the shoreline links gaps in the San Francisco Bay Trail, with concrete bollards and planters located near all crossings
2. Apartments and townhomes up eight stories tall, oriented towards the waterfront
3. Shoreline park includes food kiosks with outdoor seating, exercise and play equipment, public restrooms, and educational signage about the area's ecology, history, and culture
4. Landscaping and stormwater infrastructure support water quality
5. New development includes public parking for cars and bicycles to ensure accessibility to the shoreline for visitors throughout the City and other parts of the region

Figure 3-21: Illustration of Potential San Antonio Transit Hub



### San Antonio Transit Hub

#### KEY MAP



Transit-Oriented  
Development (Potential)



Transit Hub with Interim  
Shuttle Service (Potential)

BART (Existing)



Bikesway

Slow Street (Potential)

# Next Steps



**\*Community engagement opportunities sharing out of how input has been incorporated and decisionmaker meetings will occur at all steps**

# Next Steps

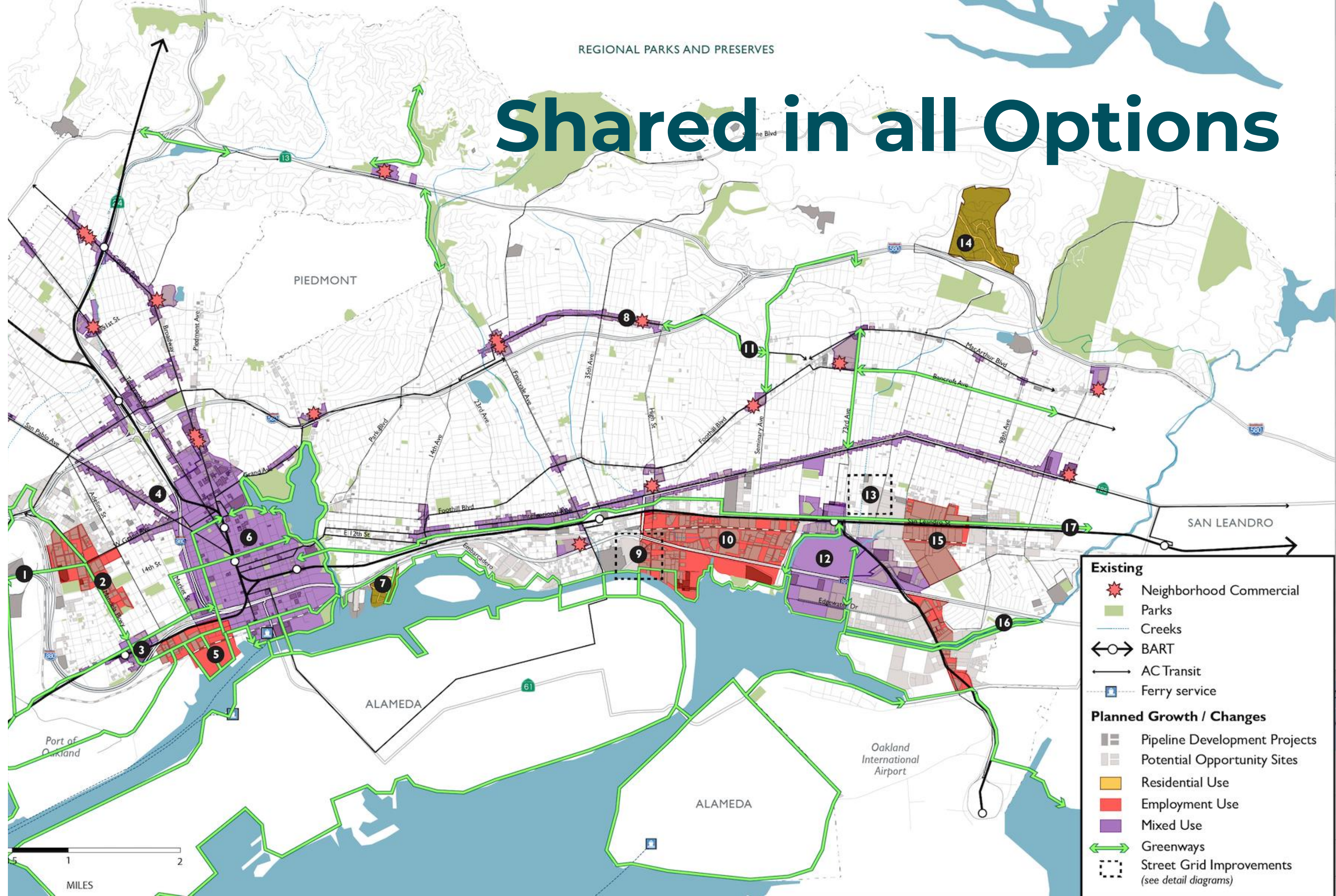
- Visit the website and sign up for the mailing list:  
[oaklandca.gov/gpu](https://oaklandca.gov/gpu)
- Stay tuned for other community events and opportunities to engage
- Draft Land Use Framework, coming early 2026



A group of people at the General Plan Update booth at a kickoff event at Oakland Museum

# Backup Slides

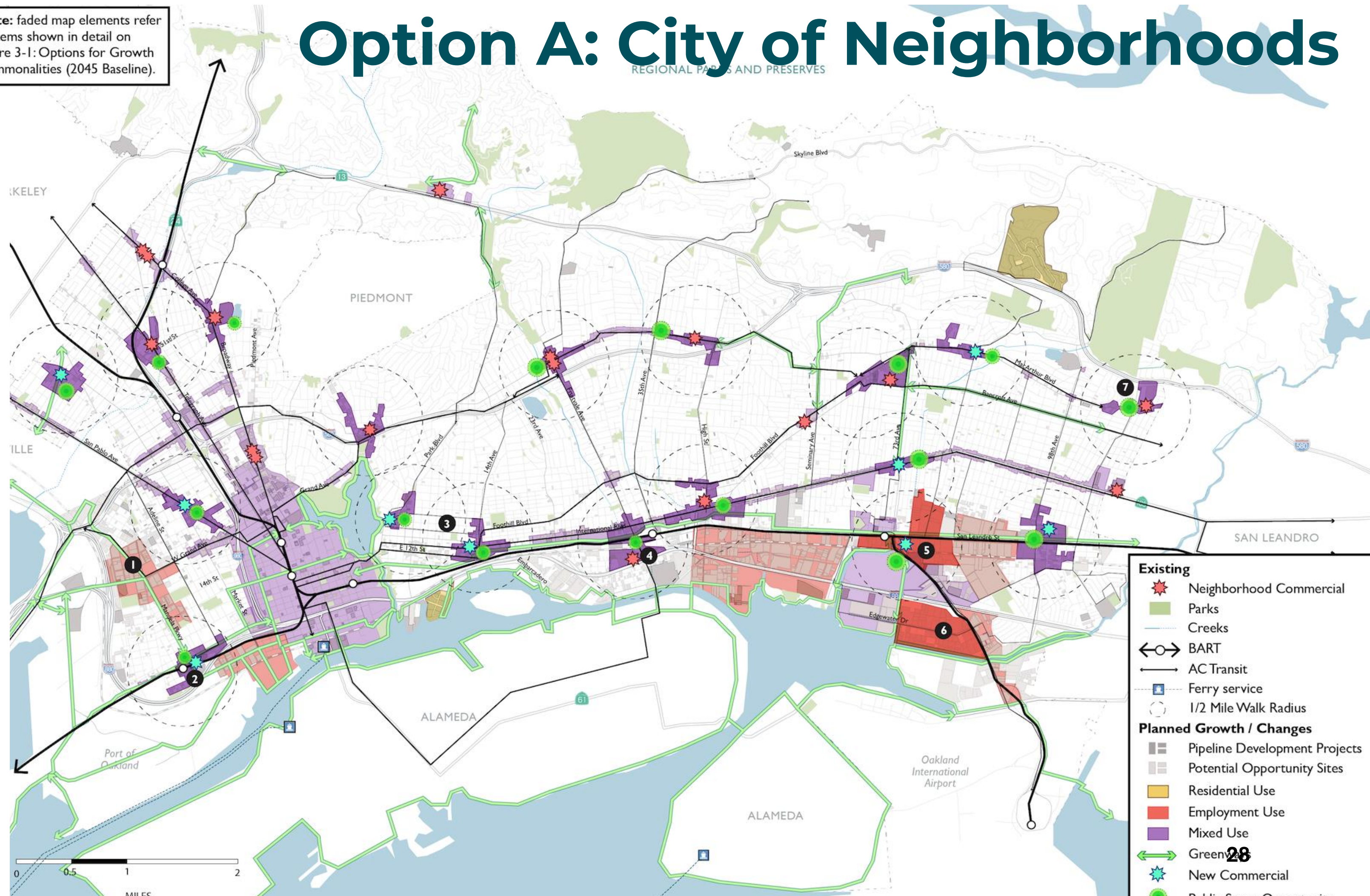
1. West Oakland Link
2. Commercial / production uses around Prescott Market
3. 4. High density, tall buildings at transit stations and major transit corridors
5. Howard Terminal remains Port-serving, with greener uses
6. Buildout of specific plans
7. Brooklyn Basin (full buildout)
8. Preserved commercial centers
9. 42nd Avenue extended, replacing diagonal Alameda Avenue
10. More jobs-dense, cleaner industrial use
11. Completion of transit improvements identified in AC Transit's Major Corridors Study
12. Buildout of Coliseum Area Specific Plan
13. Street grid improvements
14. Oak Knoll
15. More jobs-dense, cleaner industrial use
16. San Leandro Creek greenway
17. East Bay Greenway



# Option A: City of Neighborhoods

**Note:** faded map elements refer to items shown in detail on Figure 3-1: Options for Growth Commonalities (2045 Baseline).

1. Develop R&D Campus at West Oakland
2. Attract food retailers to neighborhoods that do not have commercial centers by adding more housing and people
3. Increase first/last mile connectivity between neighborhood centers, job hubs, and regional transit in coordination with development of slow streets, bike infrastructure, and urban greening
4. Enhance existing commercial centers in areas likely to redevelop by adding higher density housing and employment uses
5. Add new commercial areas between Coliseum and Hegenberger, featuring live/work, artist spaces, and production, design, and repair businesses
6. Develop R&D campus at northern portion of Port Business Park
7. Add new parkland or public space in centers as central gathering places

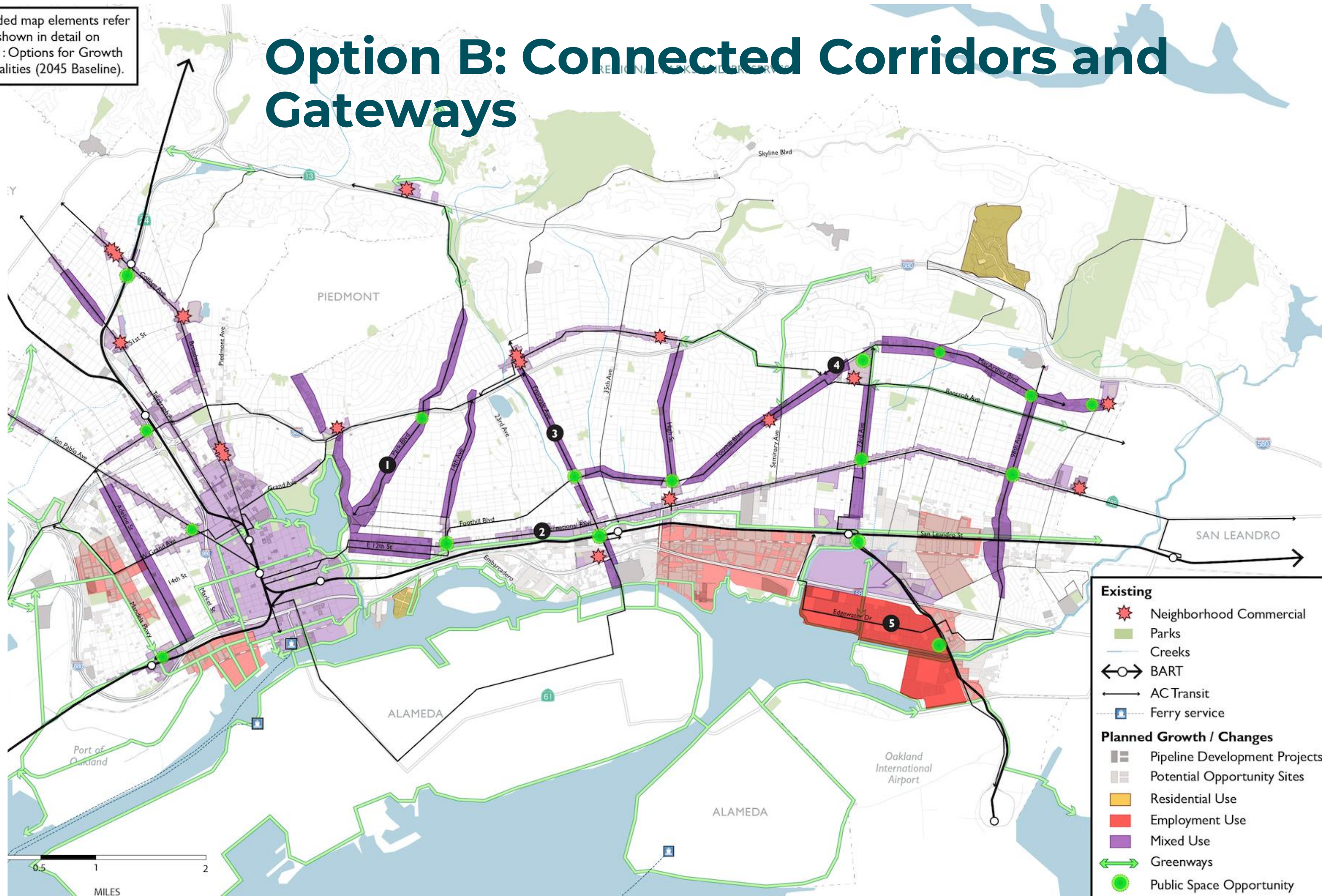


- Existing**
- Neighborhood Commercial
  - Parks
  - Creeks
  - BART
  - AC Transit
  - Ferry service
  - 1/2 Mile Walk Radius
- Planned Growth / Changes**
- Pipeline Development Projects
  - Potential Opportunity Sites
  - Residential Use
  - Employment Use
  - Mixed Use
  - Greenways
  - New Commercial
  - Public Space

**Note:** faded map elements refer to items shown in detail on Figure 3-1: Options for Growth Commonalities (2045 Baseline).

# Option B: Connected Corridors and Gateways

1. Increased density supports more rapid transit (10-minute headways) along corridors where higher frequencies are desired for overall network connectivity (especially north-south corridors)
2. Increase density along corridors with existing rapid transit
3. Support a parallel network of comfortable biking streets near corridors where the right of way is too narrow for both bike lanes and transit
4. Plan for larger parks at corridor gateways (i.e., transit centers) and key intersections, with smaller parks and privately-operated public space dispersed along the corridors
5. Hegenberger north of 880 is redeveloped as a mixed-use corridor with strong connections to the new R&D campus at the Port's Airport Business Park, while south of 880 Hegenberger remains airport serving commercial

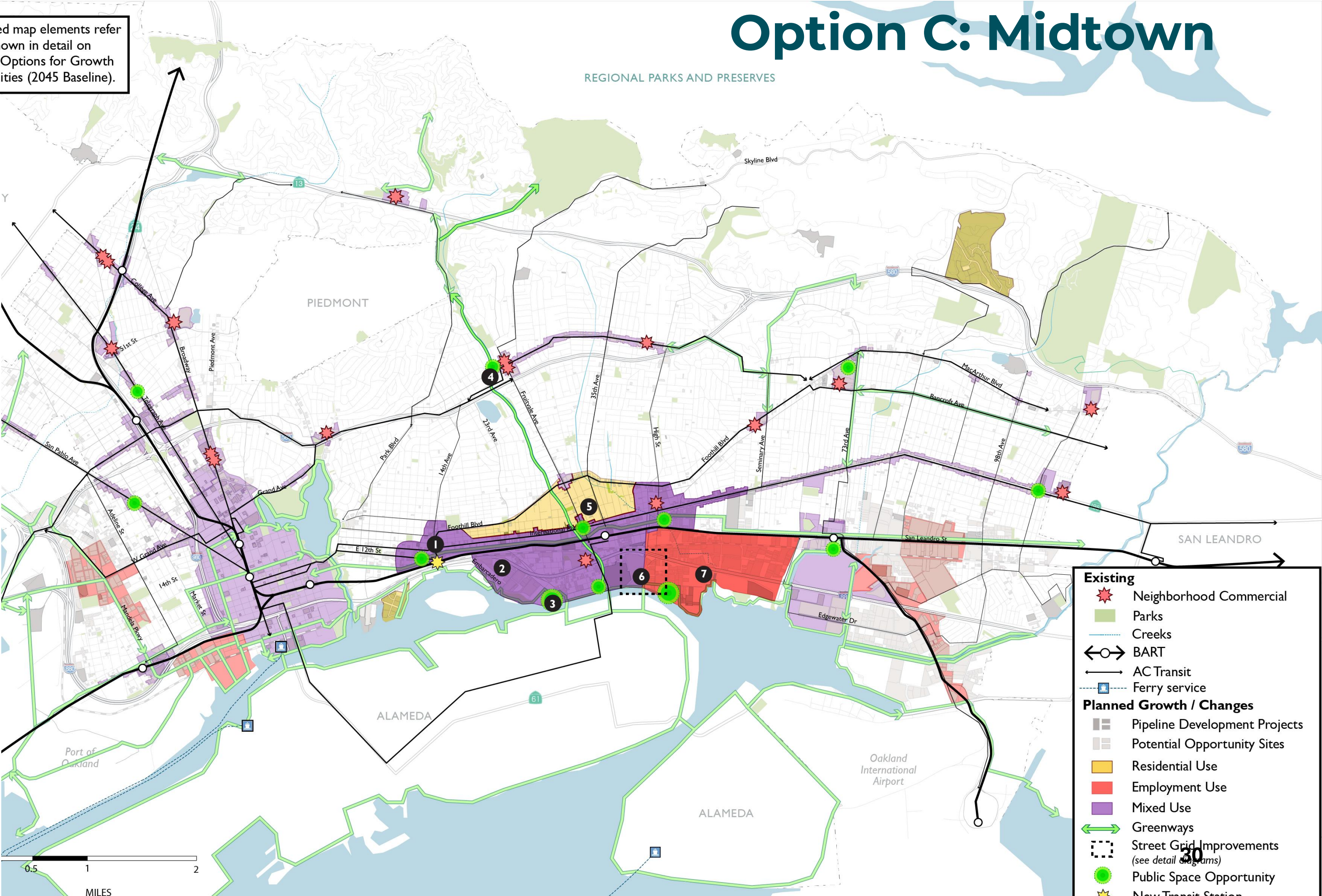


# Option C: Midtown

**Note:** faded map elements refer to items shown in detail on Figure 3-1: Options for Growth Commonalities (2045 Baseline).

REGIONAL PARKS AND PRESERVES

1. New San Antonio Transit Hub connects high density neighborhoods along the shoreline
2. High-density mixed-use neighborhood along the waterfront in former industrial areas
3. Widened shoreline path and new publicly accessible green spaces link Jack London, Brooklyn Basin, Estuary neighborhoods, the new R&D campus, the Coliseum, and the MLK Jr. Regional Shoreline, while providing sea level rise protection
4. Sausal Creek connected as a greenway, with park space, trail connections, and public art
5. Higher density housing along International Boulevard and surrounding neighborhoods prevents displacement of current residents
6. Street grid updated to extend 42nd Avenue and phase out the Alameda Avenue diagonal
7. New R&D campus



- Existing**
- Neighborhood Commercial
  - Parks
  - Creeks
  - BART
  - AC Transit
  - Ferry service
- Planned Growth / Changes**
- Pipeline Development Projects
  - Potential Opportunity Sites
  - Residential Use
  - Employment Use
  - Mixed Use
  - Greenways
  - Street Grid Improvements (see detail diagrams)
  - Public Space Opportunity
  - New Transit Station