



CITY OF OAKLAND

# AGENDA REPORT

**TO:** Jestin D. Johnson  
City Administrator


**FROM:** William Gilchrist  
Director, Planning and  
Building Department

**SUBJECT:** General Plan Update Phase 2: Draft  
Land Use Framework

**DATE:** April 20, 2026

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City Administrator Approval

  
Jestin Johnson (May 1, 2026 02:20:22 PDT)

Date: May 1, 2026

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## **RECOMMENDATION**

**Staff Recommends That City Council Conduct A Study Session To (1) Receive An Informational Presentation And Report On The Draft Land Use Framework Developed As Part Of The General Plan Update Phase 2 Process; And (2) Receive Public Comments; And (3) Provide Feedback To Staff On The Draft Land Use Framework.**

## **EXECUTIVE SUMMARY**

California law requires every city to adopt a General Plan—a long-range blueprint that guides how the city grows, typically over a 20-year horizon. A General Plan is organized into chapters called “Elements” that cover required topics such as land use, transportation, housing, parks and open space, safety, and noise. Oakland is updating its General Plan in two phases through a process called the General Plan Update (GPU).

This report summarizes the Draft Land Use Framework (the “Draft Framework”), which lays out big-picture ideas for how Oakland can grow and evolve over the next 20 years. The vision is a city of walkable, mixed-use neighborhood hubs that bring together housing, jobs, parks and green space, transit, and community life. The Draft Framework was published on March 9, 2026, and is open for public feedback through April 30, 2026. It is available on the Oakland General Plan Update website at [oaklandca.gov/landuse](https://oaklandca.gov/landuse). The purpose of the study session is to provide the City Council and the public with an opportunity to give detailed feedback on the Draft Framework to guide development of the four GPU Phase 2 Elements, which staff will bring back to City Council in Fall 2026.

The Draft Framework is a “bridge” document—meaning it summarizes the land-use strategies and public input gathered so far and points the way toward detailed policy recommendations that will follow. Those policy recommendations will be written into four General Plan Elements as part of GPU Phase 2: an updated Land Use and Transportation Element (LUTE), an updated Noise Element, an updated Open Space, Conservation, and Recreation Element (OSCAR), and a new Infrastructure and Capital Facilities Element.

The Draft Framework builds on community/stakeholder feedback the city received on the "[Oakland for All: Options for How We Stabilize and Grow Report](#)" (Options Report), which was published in July 2025, and presented three land-use alternatives for how Oakland can both stabilize (invest in the well-being of current residents and prevent displacement) and grow (expand housing, economic development for jobs and community investment, parks, and transportation.) The three Options presented in the July publication were:

- Option A: City of Neighborhoods
- Option B: Connected Corridors and Gateways
- Option C: Midtown Waterfront District

The City, in partnership with the Deeply Rooted Collaborative, a partnership of community-based organizations throughout Oakland gathered feedback on the Options Report through an online survey as well as through a number of in-person and virtual engagement events, including walking tours, deep listening sessions, in-person outreach of unhoused residents, focus groups, pop-up events, presentations to local Boards and Commissions and neighborhood groups, and comment letters.

- 1 Oakland High student project
- 12 pop-up events
- 13 walking tours
- 14 deep listening sessions and focus groups
- 15 public meetings
- 17 other events
- 22 comment letters

The Options Survey, available from July to September 2025, asked eight questions:

1. Option A: City of Neighborhoods. "Which features of Option A: City of Neighborhoods do you like/dislike?"
2. Option B: Connected Corridors and Gateways. "Which features of Option B: Connected Corridors and Gateways do you like/dislike?"
3. Option C: Midtown Waterfront District. "Which features of Option C: Midtown Waterfront District do you like/dislike?"
4. Comparison of Options. "Please rank the three Options in order of overall preference."
5. Issues/Concerns. "Do any of the Options raise any concerns regarding: Equity impacts, Amount of housing created, Transportation impacts, Parks/open space impacts, and Climate change impacts."
6. Additional Feedback: New Development. "Do you have any additional suggestions for where new development (housing, jobs, commercial services) should go that were not listed?"
7. Additional Feedback: Transportation. "Do you have additional suggestions for how to strengthen transportation/how Oaklanders get around?"
8. Other Additional Feedback. "Please share any additional feedback on the Options or any additional suggestions that were not listed. What features are you most excited about? What features are missing that are important for your community?"

Overall, we estimate we reached over 1300 people directly through virtual or in-person engagement events and we received an additional 757 responses to the Options Survey. For more detail on the Options Survey results, please review the [Survey Report](#). For more details on the breadth of engagement conducted, please review the [Community Engagement Summary Report](#). Both the survey results and engagement feedback showed an overall preference for the concepts outlined in Option A, such as creating a distributed growth pattern for housing jobs, and amenities across the city; improving first-last mile connectivity between neighborhoods and transit stops; and improving existing parks within neighborhood centers. The Draft Land Use Framework also uplifts some of the preferred concepts from Options B and C, such as providing more frequent bus service along key corridors and improving bicycle and pedestrian safety and connectivity and improving shoreline access.

Staff distilled community feedback into the following community priorities, of which the strategies in the Draft Land Use Framework seek to further:

- Support complete, walkable neighborhoods where people have access to everyday needs.
- Celebrate and invest in Oakland's artistic history and culture.
- Improve transit safety, frequency, and accessibility for all users and all modes.
- Capture jobs in forward-looking industries while supporting existing businesses and entrepreneurs to support inclusive economic growth.
- Reduce conflicts between residential and industrial land uses.
- Invest in increased and equitable maintenance of parks, streets and sidewalks, public spaces, and community facilities.
- Plan for safety and climate resiliency.
- Promote development of affordable housing and anti-displacement strategies.
- Support efforts outlined in community-led plans and initiatives.

Based on community and stakeholder feedback received on the Options Report, the Planning Bureau has developed the Draft Framework to guide long-term strategies organized around the vision of Oakland as a 'City of Neighborhoods' – where every part of Oakland has walkable centers with homes, jobs (or connections to major job providers), shops, parks, and nearby transit. This approach brings together popular ideas and reactions from the strategies presented in the Options Report. The Draft Framework reflects and builds on what the community has shared over several years and is consistent with Oakland's Housing, Safety, and Environmental Justice Elements of the General Plan adopted in 2023.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland is updating its General Plan, a visionary blueprint for the city's future over the next 20 years, in two phases through the 2045 General Plan Update (GPU) process.

California Law requires that every city and county adopt a General Plan. A General Plan serves as each jurisdiction's official policy document guiding future growth and development. Per state law, specific topics, also called "Elements," must be covered in a city's general plan.

Required General Plan topics include:

- Land Use
- Circulation (i.e. Transportation)
- Housing
- Conservation
- Open Space
- Noise
- Safety
- Environmental Justice

State law allows jurisdictions to incorporate additional topical elements in their General Plan as they see fit.

In Fall 2021, the City of Oakland kicked off a two-phased General Plan Update (GPU) process, a visionary blueprint for the city's future over the next 20 years. This update is designed to advance Oakland's commitment to becoming a "fair and just" city, as defined in Oakland Municipal Code Section 2.29.170.1, by addressing historic inequities and past harms. Through more inclusive community engagement and stronger, equity-centered goals, policies, and actions, the 2045 GPU seeks to shape a built environment that improves quality of life for all Oaklanders and supports a more equitable future.

Phase 1 of the GPU, which concluded in 2023, included the 2023-2031 Housing Element ([Resolution No. 89565 C.M.S.](#)), adopted on January 31, 2023, along with an updated Safety Element and a new Environmental Justice Element ([Resolution No. 89907 C.M.S.](#)), both of which were adopted on September 26, 2023. The City also adopted associated conforming amendments to the General Plan, the Planning Code, and zoning maps in October 2023 (Ordinance No. [13763 C.M.S.](#)). A Racial Equity Impact Analysis (REIA) analyzed each of the Phase 1 General Plan Element updates to support the development of equitable policies that are concrete, data-driven, outcome-oriented, and problem-solving. As part of the project's California Environmental Quality Act (CEQA) review, an Environmental Impact Report (EIR) was prepared to address the City's updates to its Safety Element and adoption of a new Environmental Justice (EJ) Element, the proposed Planning Code, Zoning Map, Height Map, and General Plan text and map amendments, including several Housing Element Implementation (HEI) actions contained in the 2023-2031 Housing Element.

Phase 2 of the GPU includes updates to the Land Use and Transportation Element (LUTE); the Noise Element, and the Open Space, Conservation, and Recreation (OSCAR) Element, as well as the creation of a new Infrastructure and Capital Facilities Element. As with the adopted Phase 1 General Plan elements, a REIA and a CEQA review will be completed. The following

*General Plan Update Phase 2 Project Timeline* provides an overview of the GPU Phase 2 timeline.

### General Plan Update Phase 2 Project Timeline



### General Plan Update Process

Oakland’s two-phase GPU process builds upon past and ongoing city plans, initiatives, studies, and projects in terms of lessons learned, staff insights, and data collected. This process began by undertaking a full acknowledgement of the systemic racial inequities that have shaped the City of Oakland through the development of two baseline reports – the [Map Atlas](#) and the [Environmental Justice and Racial Equity Baseline](#) (Equity Baseline). These reports serve as a foundation for understanding opportunities and constraints for instilling more equitable patterns of land use, transportation, community resources, industrial activity, and open spaces, among others, into city planning practices. They also identify the health and wealth disparities by race and geography existing in Oakland today. In addition, the work completed in Phase 1, including community engagement, the creation of a racial equity impact assessment framework, and the policy guidance drawn from adopted elements, City led specific plans, climate and sea level rise initiatives, and regional transportation efforts such as Link 21 and Vision 980, all works together to inform and provide the foundation for Phase 2.

A full account of the planning context, including background reports and surveys that have informed this process can be found in **Appendix A** of the Options Report, and is available at this link: [Planning Context](#).

## **ANALYSIS AND POLICY ALTERNATIVES**

This Informational Report has been prepared to update the City Council about the City's General Plan Update (GPU) process, and to provide a summary of the Draft Land Use Framework (Draft Framework), which explores big-picture ideas for how Oakland can grow and evolve as a "city of neighborhoods" over the next 20 years - with walkable, mixed-use hubs that bring together housing, economic development, green space, amenities, transit access, and community life to guide development. The Draft Framework was published on March 9, 2026, and is available for public feedback through April 30, 2026. The document is available on the Oakland General Plan Update website at [www.oaklandca.gov/landuse](http://www.oaklandca.gov/landuse).

### ***Project Description***

The Draft Framework connects the community's long-term vision for Oakland with upcoming updates to the Land Use and Transportation (LUTE), Noise, Open Space Conservation and Recreation (OSCAR), and Infrastructure and Capital Facilities Elements. It brings together the ideas and direction gathered through extensive engagement, the Options Report, adopted General Plan elements, specific plans, and technical studies. Its primary function is to clarify priorities, provide early policy direction, and identify the physical planning concepts that will anchor the Phase 2 updates.

Through outreach, residents and stakeholders emphasized several overarching priorities for Oakland's future, including:

- Strengthening equitable neighborhood centers with everyday services
- Improving transit safety, frequency, and accessibility
- Supporting jobs in emerging industries while sustaining existing businesses
- Reducing land use conflicts between industrial and residential areas
- Expanding parks, greenways, and shoreline access

Environmental justice remains a central focus, particularly for communities in East and West Oakland that continue to experience disproportionate environmental burdens. The Draft Framework supports land use approaches that reduce exposure to pollution, improve public health, and expand access to opportunity.

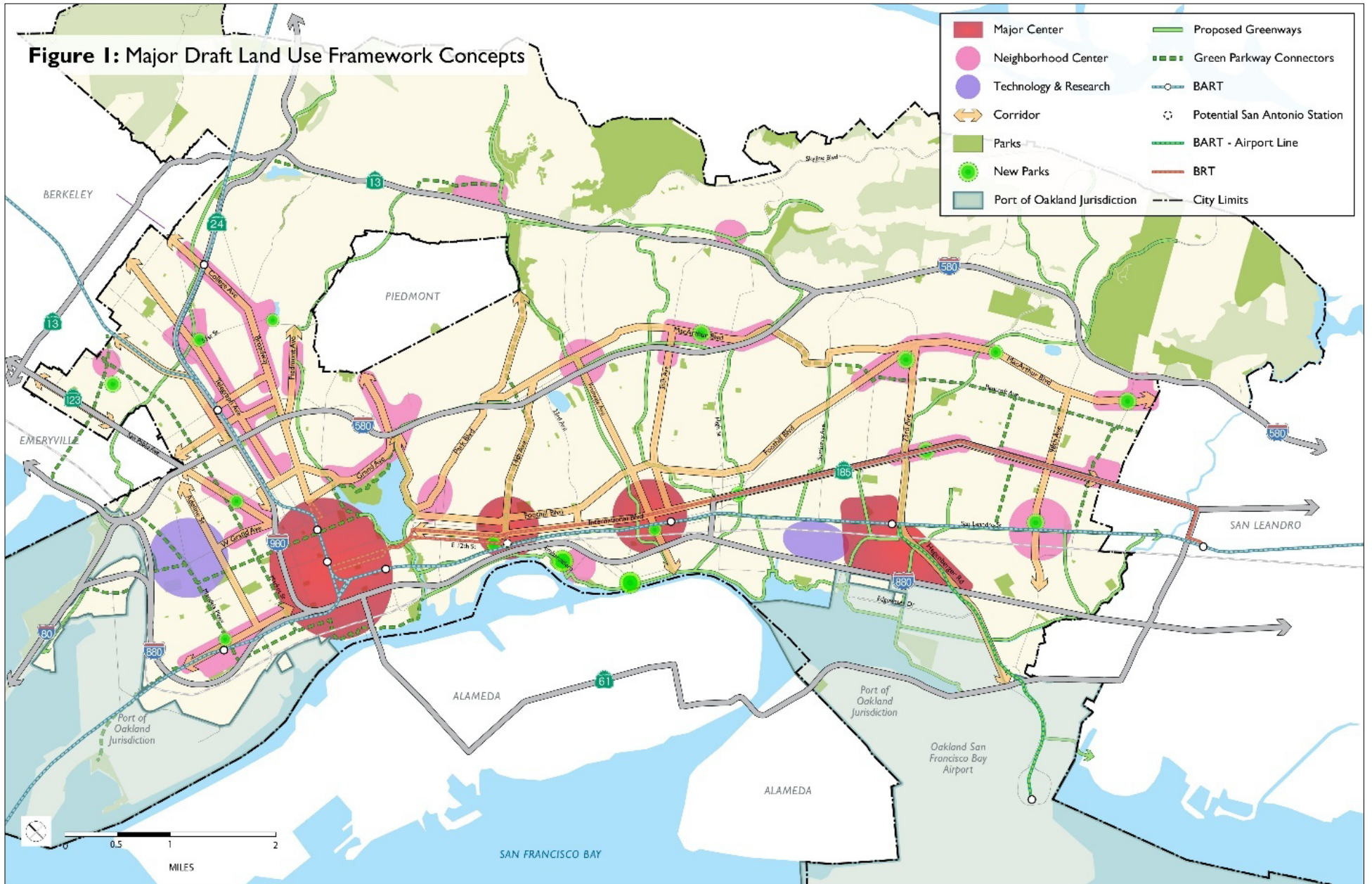
### ***Land Use Strategy: A City of Neighborhoods***

Reflecting extensive community input, the Draft Framework advances a unified land use strategy organized around the concept of Oakland as a 'City of Neighborhoods'. This approach emphasizes a network of walkable, mixed-use centers connected by transit corridors, greenways, and vibrant public spaces. These centers are intended to provide residents with access to housing, jobs, services, parks, and cultural amenities within a short distance of home. The Draft Framework focuses on several types of key places across the city:

- Neighborhood Centers: areas where everyday services are within walking distance
- Downtown and Major Economic Development Centers: Downtown's Central Business District as the Oakland's largest hub and other larger centers e.g., San Antonio, Fruitvale, and the Coliseum

- Vibrant Corridors and Transit Hubs: areas of high-density and mixed-use along major corridors and near BART stations
- Technology and Research Centers: areas where new hubs can support jobs in fields like life sciences, green technology, advanced manufacturing, and creative industries.

The Draft Framework seeks to develop, maintain, and enhance unique neighborhood centers across Oakland, so that every community has access to shopping for everyday needs, services, recreation, cultural resources, and transportation. In many places, such as College or Grand Avenues or Foothill, International and Macarthur Boulevards, the proposed centers reinforce existing commercial corridors/community spines. *Figure 1, Major Land Use Framework Concepts*, shows a conceptual diagram of the overall land use strategy, with each item in the legend described below.



**Neighborhood Centers** are envisioned as compact, vibrant places where people can live, shop, eat, and gather all within a short walk, bike, roll, or transit ride from home. The locations of proposed centers were chosen to either build on existing commercial districts, such as Temescal and the Laurel District, or to establish new centers in residential neighborhoods that currently lack local access to daily amenities. While each center would have its own unique local character and identity, the key amenities across all might include:

- Grocery stores, cafes, restaurants, and neighborhood services like banks, pharmacies, and cultural spaces
- A mix of multi-family housing, commercial, office, and community-service uses
- Access to high-quality public transit
- High-quality parks, green space, plazas, shaded seating, and gathering areas
- Safe bike routes and pedestrian paths connecting to surrounding neighborhoods

While the Draft Framework strengthens Oakland's existing neighborhoods, it also fills in gaps. *Figure 1, Major Land Use Framework Concepts*, shows existing and proposed neighborhood centers. Some are enhanced centers based on existing commercial centers and main streets such as 7<sup>th</sup> Street in West Oakland and Foothill Square in East Oakland where new housing and infrastructure will generate additional foot traffic and a local customer base that can support businesses and transit ridership. There are also several new centers located in residential neighborhoods that currently lack walkable access to amenities such as Clawson/Dogtown, Prescott, Cleveland Heights, Redwood Heights, San Antonio, Castlemont, Lockwood/Coliseum/Rudsdale, and Elmhurst. These are areas of Oakland that have not historically seen much market-based investment. Additionally, a new neighborhood center is proposed as part of the Central Estuary neighborhood. The goal for all of these areas is to make it easier for residents to access healthy food, services, and transportation, while acknowledging Oakland's unique neighborhood identities. Through feedback on the Options Report, community members shared a vision for neighborhood centers and emphasized a priority of preventing displacement and supporting current residents and businesses in these neighborhoods so that they can benefit from new investments. Specific policies to achieve this vision while preventing displacement will be explored in the LUTE and OSCAR updates.

**Major Centers** are district-scaled hubs of employment and mixed-use developments that are slightly smaller than Downtown but more intense than neighborhood centers. Downtown's identity as Oakland's central office, commercial, and cultural hub remains unchanged and reinforced in accordance with the recently adopted Downtown Oakland Specific Plan (DOSPP), with continued residential and employment growth anticipated in this area. The Draft Framework seeks to invigorate other areas of the city with development of major centers in eastern and central Oakland as jobs and mixed-use hubs – around the proposed San Antonio transit hub and in the Fruitvale and Coliseum areas, both served by BART and other transit as well as easy access to the interstate highway system.

**Vibrant corridors and transit hubs** are another strategy the Draft Framework supports through new development along Oakland's major transportation corridors and transit hubs with high density and tall buildings (six- or more stories). Examples of corridors include International Boulevard, MacArthur Boulevard between Fruitvale Avenue and High Street, Telegraph Avenue,

Broadway, College Avenue, and Hegenberger Road; and the West Oakland, Lake Merritt, Coliseum, and Rockridge BART station areas.

**State Law Senate Bill (SB) 79** (the Abundant and Affordable Homes Near Transit Act) was signed by the Governor on October 10, 2025, and is currently scheduled to go into effect on July 1, 2026. This law allows taller buildings and more homes on the same property within about a half-mile of major transit stops, such as BART stations and bus rapid transit (BRT) stops, called Transit-Oriented Development (TOD) Zones. Oakland has nine BART stations, and 39 BRT stops along the AC Transit Tempo line on International Boulevard. Properties within a half-mile of these stations and stops qualify as Transit-Oriented Development Zones under State Senate Bill 79.

Transit stops are categorized as Tier 1 (BART stops) or Tier 2 (BRT Tempo). The SB 79 overriding provisions specify that the closer properties are to qualifying transit stops, the taller and denser the buildings are allowed to be. *Table 1 SB 79 Requirements* shows what the height limits, densities, and FAR are that are required by SB 79 for the different tiers of Transit stops.

<i>SB 79 Range</i>	<i>Height Limit*</i>	<i>Max Density</i>	<i>Floor Area Ratio</i>
Tier 1- Adjacent (200')	95 feet	160 du/ac	4.5
Tier 1 – Quarter-mile	75 feet	120-du/ac	3.5
Tier 1- Half-mile	65 feet	100 du/ac	3
Tier 2 - Adjacent (200')	85 feet	140 du/ac	4
Tier 2 – Quarter-mile	65 feet	100 du/ac	3
Tier 2 – Half-mile	55 feet	80 du/ac	2.5

Cities may adopt temporary exclusions from the densities required by SB 79 while developing an Alternative Plan, provided the overall density within Transit-Oriented Development zones remains equivalent to state requirements. On March 16, 2026, City Council adopted some temporary exclusions from the densities required by SB 79 (see Ordinance No. 13875 C.M.S. for more details). These temporary exclusions will allow time for staff to prepare an Alternative Plan as part of the Land Use and Transportation Element update.

The Draft Land Use Framework Map (*Figure 2, Draft Land Use Diagram*) shows the quarter-mile and half-mile areas around BART stations and the BRT line. Within these areas, staff have proposed increased development levels to help ensure that the City can meet SB 79's overall housing requirements through an Alternative Plan.

**Technology and Research Centers** are two new proposed land use districts that would focus new development on uses that support technology and research-related activities such as life sciences, advanced manufacturing, artisan production, and businesses that support these activities. Two locations – upper West Oakland along Mandela Boulevard extending to the Emeryville border, and an area west of the Coliseum accessible from I-880 and the Coliseum BART station – are proposed based on their suitability for this transition due to the presence of

large parcel sizes capable of accommodating campus-style development as well as their proximity to regional transportation infrastructure and transit such as the Port and freight networks. The West Oakland location also offers proximity to existing and emerging technology and research sectors, especially Emeryville and consistency with adopted planning guidance including the West Oakland Specific Plan. Strategies to connect residents of Environmental Justice (EJ) communities<sup>1</sup> to workforce training and job opportunities in these districts will be explored in the development of the elements.

**Connected Communities** is the concept that by supporting first/last mile connectivity, i.e., safe and accessible beginning or end segments of a trip, transit is more viable and Oaklanders can more easily access neighborhood centers, job hubs, local businesses, and regional transit in coordination with the development of slow streets, bike infrastructure, and urban greening. Corridors, as shown on *Figure 4, Neighborhood Centers*, are envisioned as connectors along major roadways such as Broadway, 98<sup>th</sup> Avenue, and MacArthur Boulevard, with one or more of following: pedestrian and/or bikeway improvements, greenways with additional landscaping, transit, and other mobility options for residents. A greenway network – a system of car-free, landscaped corridors used for recreation and active transportation, including paths and nature areas, is a key part of the vision for connecting Oakland’s communities.

Finally, **accessible open space** is another key strategy towards achieving a city of neighborhoods. The Draft Framework seeks to promote a balanced and equitable parks and open space system, with new parks in neighborhoods that currently lack them. *Figure 7, Key Parks and Open Space/Greenways Strategies*, shows conceptual locations of these parks with a star symbol. In many cases, these parks would be located close to new neighborhood centers and where additional higher-density development is envisioned to facilitate easy access. Parks and neighborhoods would be connected by corridors/greenways. Shoreline adaptation and park projects will include improvements identified in the DOSP, including improvements to the Channel Estuary Park and the Lake Merritt loop greenway that links Downtown, Chinatown, and West Oakland. Oakland will also maintain its resource conservation areas, where publicly owned sites with very steep slopes, wetlands, or significant natural resources are preserved for their environmental and scenic value.

Community members shared that improved maintenance and programming at existing parks and green spaces should be a top priority of the General Plan OSCAR Element Update. These types of policies do not directly translate into the types of land-use decisions that are the focus of the Draft Framework and therefore are not represented on the maps and diagrams included in this document. Strategies to ensure that existing parks serve as high-quality and safe resources for the community will be explored in detail as part of the OSCAR Element.

### ***Land Use Categories and Potential Development***

*Figure 2: Draft Land Use Diagram* illustrates Oakland’s proposed long-term vision for development by identifying where different types and intensities of land uses may occur to achieve the General Plan’s goals. The land use designations, shown by color on the diagram,

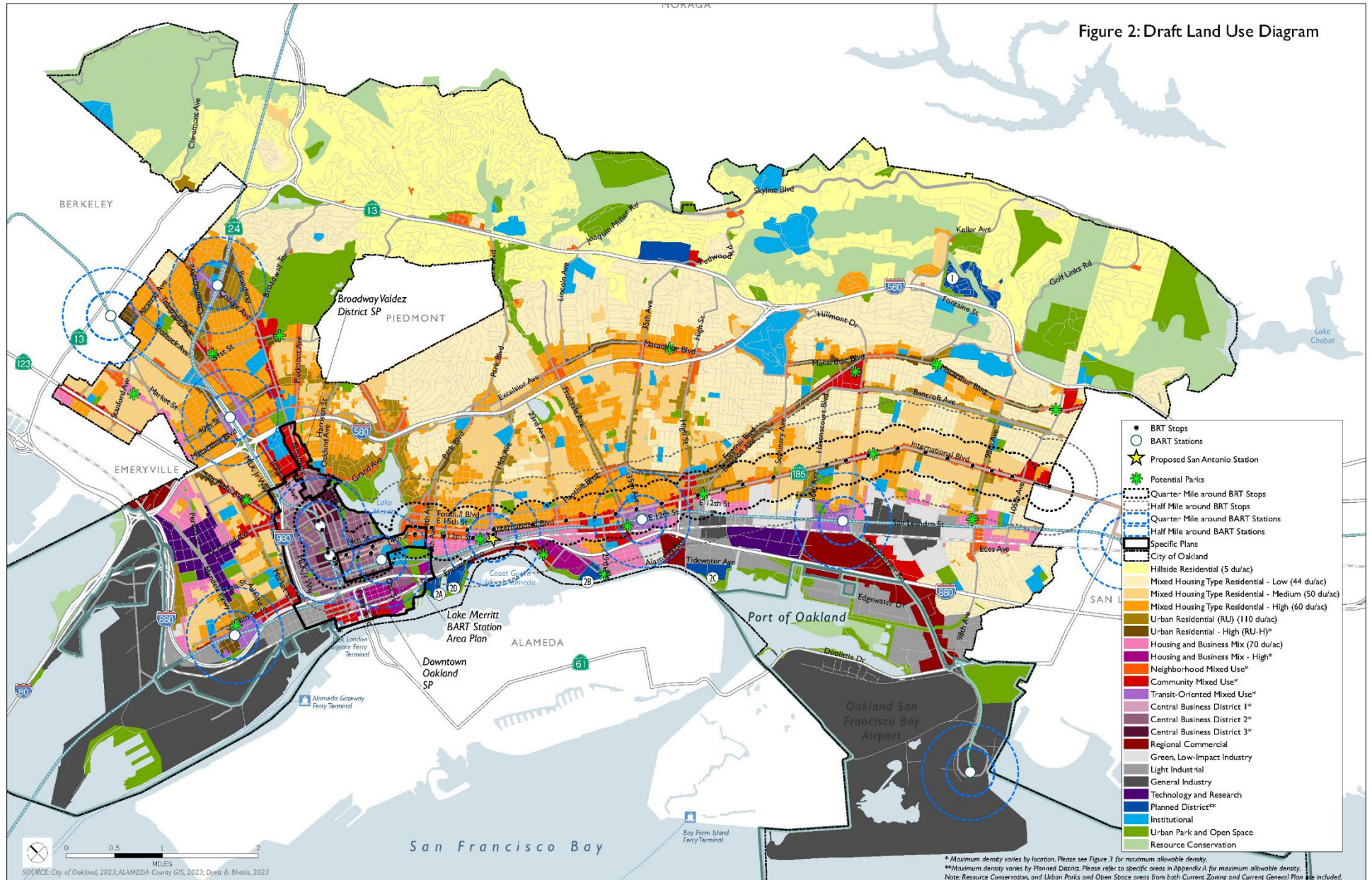
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<sup>1</sup> Environmental Justice (EJ) communities, (referred to as “disadvantaged communities” in Senate Bill 1000) are low-income areas that are disproportionately impacted by environmental pollution and other hazards that can lead to adverse health effects.

are implemented through and subject to applicable laws and regulations, including zoning districts, specific plans, overlay zones, special planning districts, and other Planning Code provisions that may be more restrictive than the General Plan. The land use designations include the following general categories:

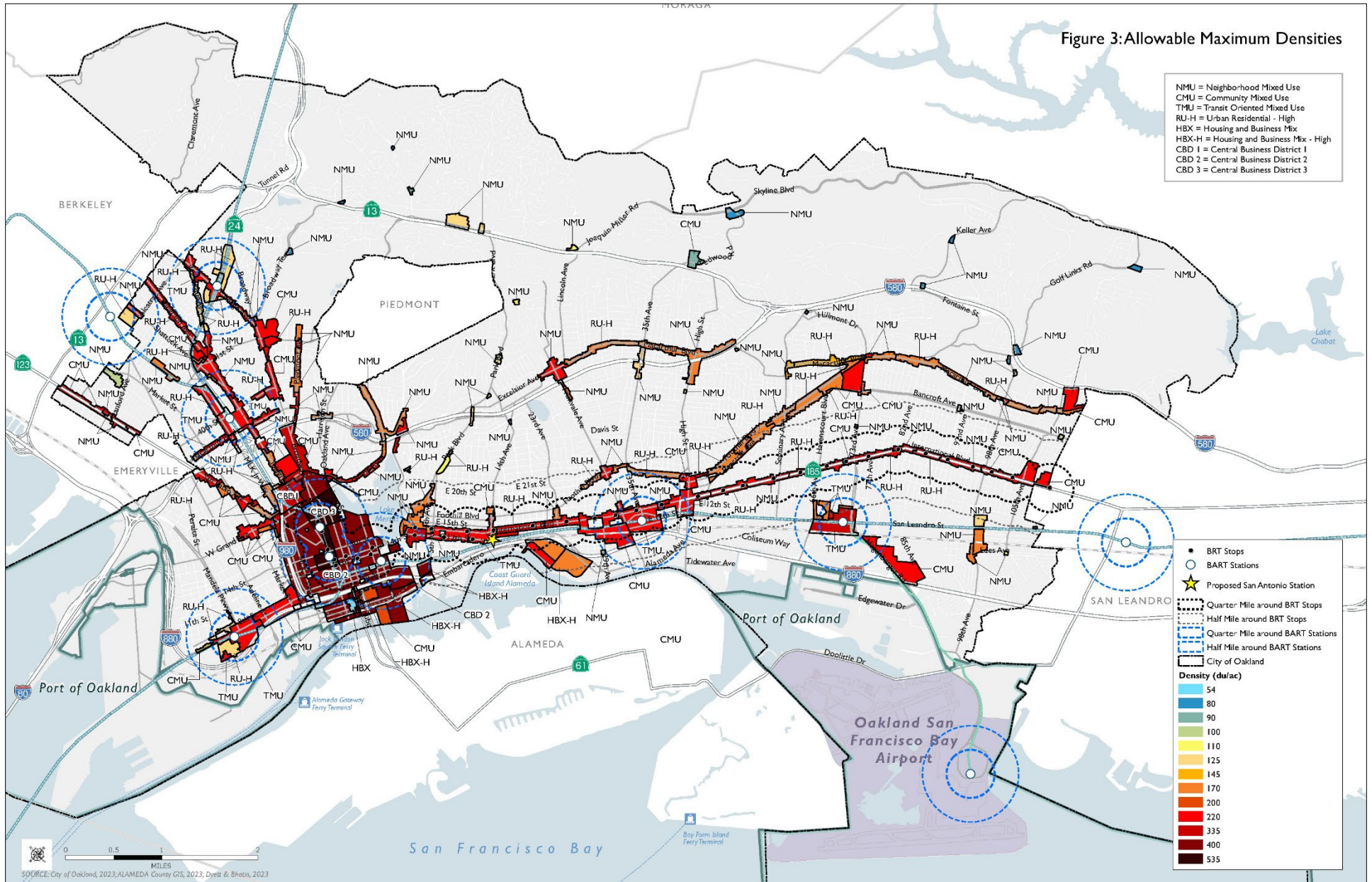
- **Neighborhood Housing.** Used to map the City’s primary neighborhood housing areas.
  - *Mixed Housing Type Residential (Low, Medium, and High).* Supports single family, townhouses, and small multi-unit buildings.
  - *Hillside Residential.* Maintains lower density in steep, constrained hillside areas.
- **Mixed Use.** Maps key activity centers where a mix of uses meet community needs.
  - *Urban Residential (Urban Residential; Urban Residential- High).* Includes primarily medium and higher density residential with supporting commercial uses.
  - *Neighborhood Mixed Use.* Supports mixed use, walkable hubs with uses that serve the nearby neighborhood such as cafes, restaurants, personal services, daycares, cultural and arts centers, etc.
  - *Community Mixed Use.* Includes neighborhood mixed uses and a broad scale of commercial uses, such as auto-related businesses, personal services, health and medical uses, educational facilities, and entertainment businesses.
  - *Transit-Oriented Mixed Use.* Supports higher-intensity residential, commercial, and mixed-use developments in areas around transit.
  - *Housing and Business Mix (Housing and Business Mix, Housing and Business Mix-High).* Recognizes 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 residential development.
- **Industry, Commerce, and Institutional.** Maps areas of primary industrial and commercial activity.
  - *Regional Commercial.* Includes uses like commercial, entertainment, arts, and mixed-use buildings that attract people to Oakland from the larger region.
  - *Technology and Research.* Focuses on commercial, bioscience, environmental and climate technology, creative, and advanced manufacturing.
  - *Green, Low-Impact Industry.* Accommodates a mix of industrial and commercial businesses with low environmental impacts. Creates a “buffer” between residential areas and “heavier” industrial uses.
  - *Light Industry.* Supports a mix of industrial and commercial businesses of various types in enclosed buildings.
  - *General Industry.* Areas of “heavier” industry (e.g., with potential for off-site impacts like noise, light/glare, truck traffic, and odor) that generally have good freeway, rail, seaport, and/or airport access.
  - *Institutional.* Supports educational, cultural, health services, and medical uses/institutions.
- **Special Districts.** Maps special areas in the City with a complex mix of uses.
  - *Central Business District.* Supports the downtown and other surrounding areas as a high-density mixed-use urban center.

- *Planned District*. Includes areas where certain large projects, usually with mixed uses, must adhere to a comprehensive or master plan (a plan covering an entire site).
- **Recreation and Open Space**. Maps areas for recreation and open space.
  - *Resource Conservation*. Preserves lands with high natural resources or scenic value, or within natural hazard areas.
  - *Urban Park and Open Space*. Includes land for parks and open space for recreation.



**Appendix A** in **Attachment A, Draft Land Use Framework**, describes the proposed designations in greater detail and includes the desired character, use, and intensity/density of each.

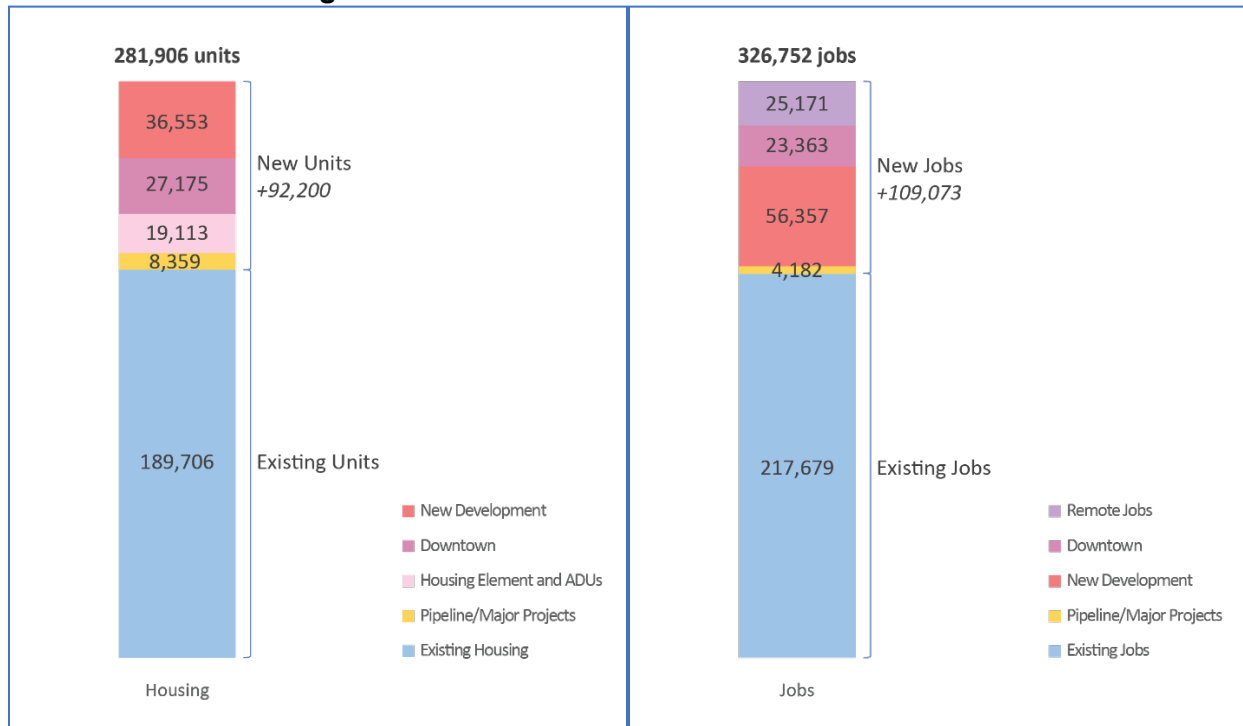
The Draft Land Use Diagram will work together with the General Plan policies to guide future development. Some land use categories refer to *Figure 3: Allowable Maximum Densities*, which explains in more detail how much development is allowed in certain areas, such as along major streets, near transit, and select other locations.



The charts below summarize projected new housing and jobs that would result from the Draft Framework **Appendix B** in **Attachment A, Draft Land Use Framework**, provides a table with greater detail including baseline assumptions. The projected housing and jobs is organized by Priority Development Area (PDA), which are areas located near transit that are prioritized for developing new homes, jobs, and community amenities. PDAs are formally adopted by the local jurisdiction and the regional planning organization, the Association of Bay Area Governments (ABAG)/Metropolitan Transportation Commission (MTC). **Appendix E** in **Attachment A, Draft Land Use Framework**, shows a map of Oakland’s nine adopted PDAs.

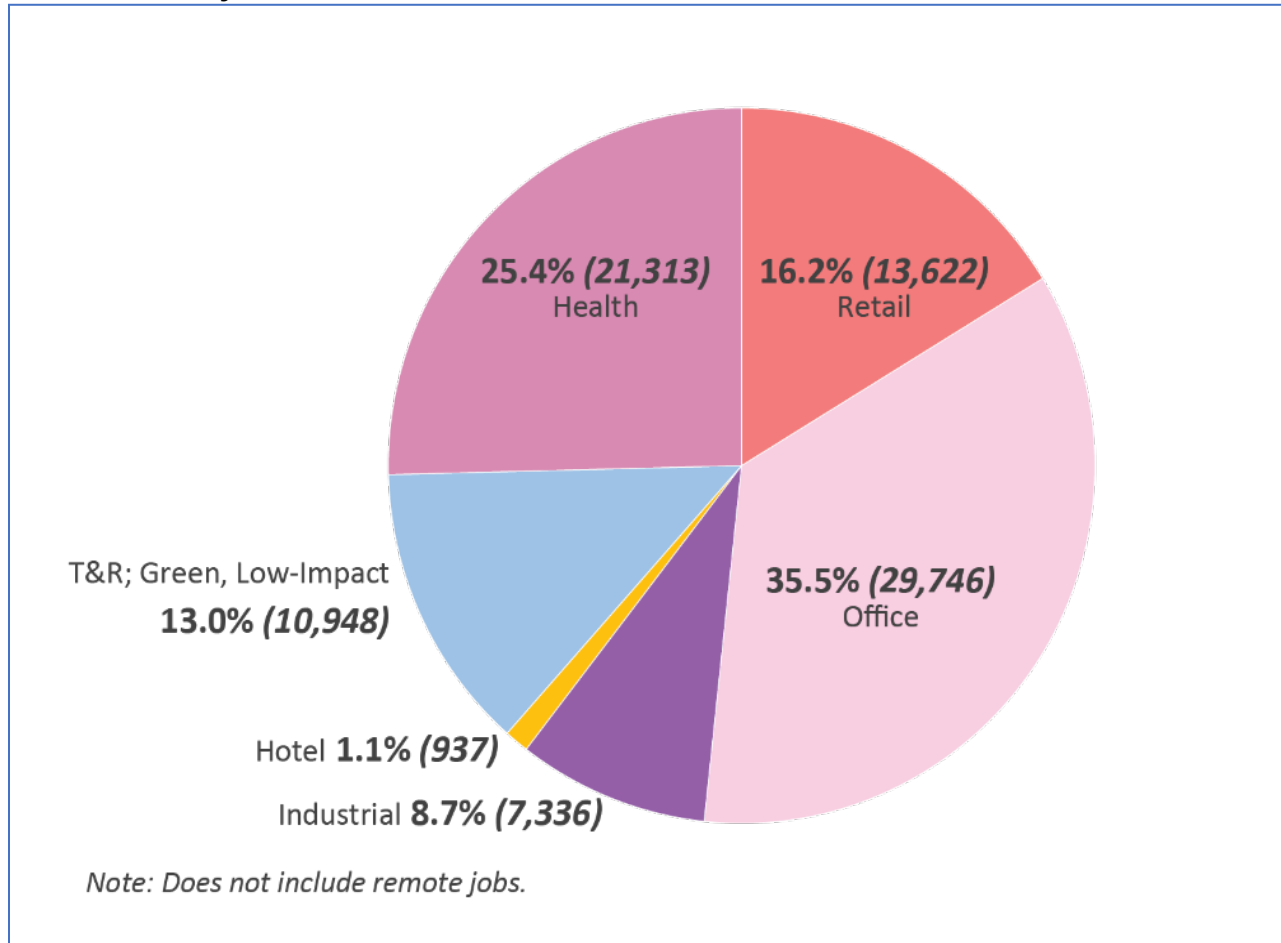
**Chart 1a: Total Housing**

**Chart 1b: Total Jobs**



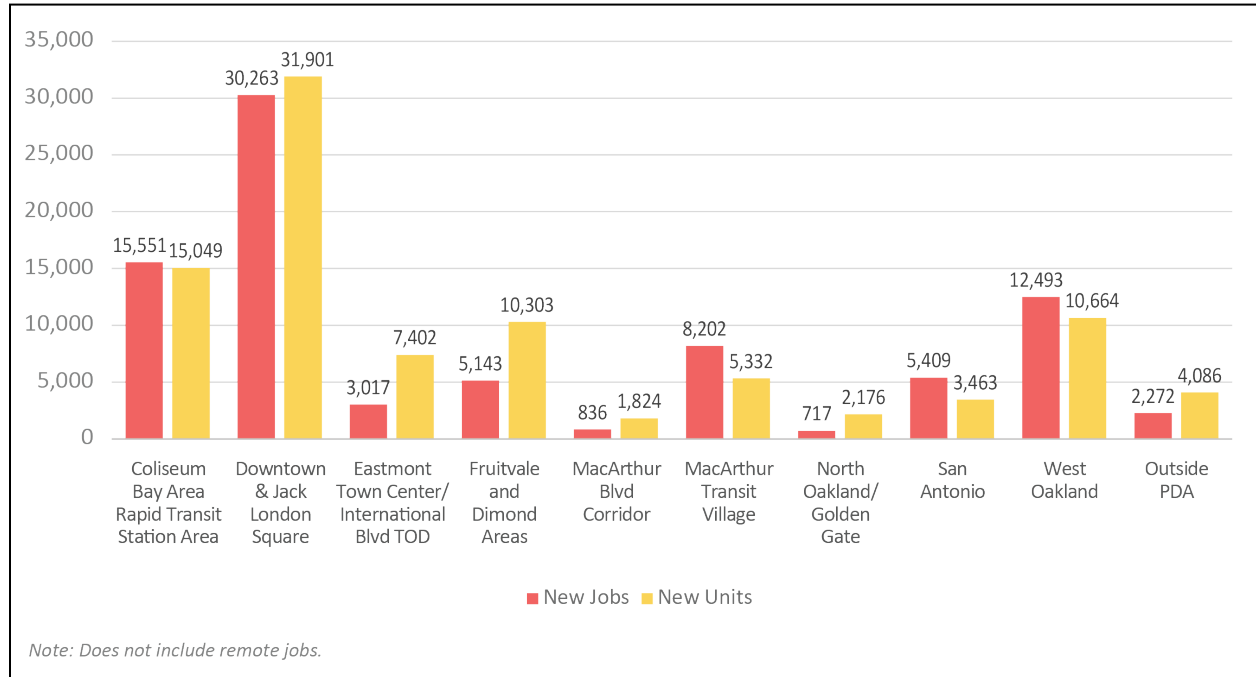
*Charts 1a* and *1b* show the estimated number of housing and jobs existing and projected in Oakland by 2045. In addition to the new growth described above, over half of new housing growth will occur as part of pipeline projects (projects that have been approved, in the progress of being developed, or under review); sites identified as part of the 2023-2031 Housing Element; accessory dwelling unit projections; and development anticipated to occur as part of the Downtown Oakland Specific Plan (DOSP). The Draft Framework assumes a smaller proportion of total growth will occur on opportunity sites identified in the DOSP during this time period. These conservative assumptions are based on densities/intensities of recently completed pipeline projects in the Downtown. Also of note, while a majority of Oakland’s new jobs growth is anticipated to occur with new development, a little less than a quarter of new jobs growth will be remote work.

**Chart 2: Jobs by Growth Sector**



As shown in *Chart 2*, most of Oakland’s future jobs growth resulting from land uses is projected to come from office jobs, largely driven by growth anticipated as part of the DOSP. Key jobs growth in Oakland is driven by the healthcare sector, largely expected to occur as part of future healthcare campus expansion and other smaller outpatient clinics and services in neighborhood and commercial centers. Other growth will come from retail; professional, scientific, and technical services (including sectors like technology, life sciences, and the green economy); and advanced manufacturing/other industrial jobs.

**Chart 3: Jobs and Housing Growth by Priority Development Area (PDA)**



As described above and shown in *Chart 3*, most jobs growth in Oakland is concentrated in the Downtown Oakland and Jack London Square PDAs.

In the Eastmont Town Center/International Boulevard TOD PDA, there will be increased density along International Boulevard that will coincide with the BRT and existing neighborhood center at Eastmont Mall. Growth is expected to be modest; approximately 3,000 new jobs and 7,400 new residential units as a result of increased density.

The Coliseum BART PDA is projected to experience the next largest increase, driven by redevelopment of underutilized land around the Coliseum and Arena, and the potential development of a technology and research hub adjacent to I-880. In West Oakland, major transit-oriented development projects and an additional technology and research hub account for most of the projected growth.

Growth in the MacArthur Transit Village PDA is largely tied to healthcare campus expansion, while new housing is primarily driven by increased densities around the MacArthur BART and Rockridge BART stations. In the Fruitvale/Dimond PDA, most housing growth is associated with increased densities around the Fruitvale BART station and a new neighborhood center along the estuary, while the San Antonio PDA sees both housing and jobs growth driven by creation of a new transit hub.

In other PDA areas, such as MacArthur Boulevard Corridor and North Oakland/Golden Gate, density increases along corridors and in enhanced neighborhood centers add a modest amount of housing and jobs growth.

### ***Land Use***

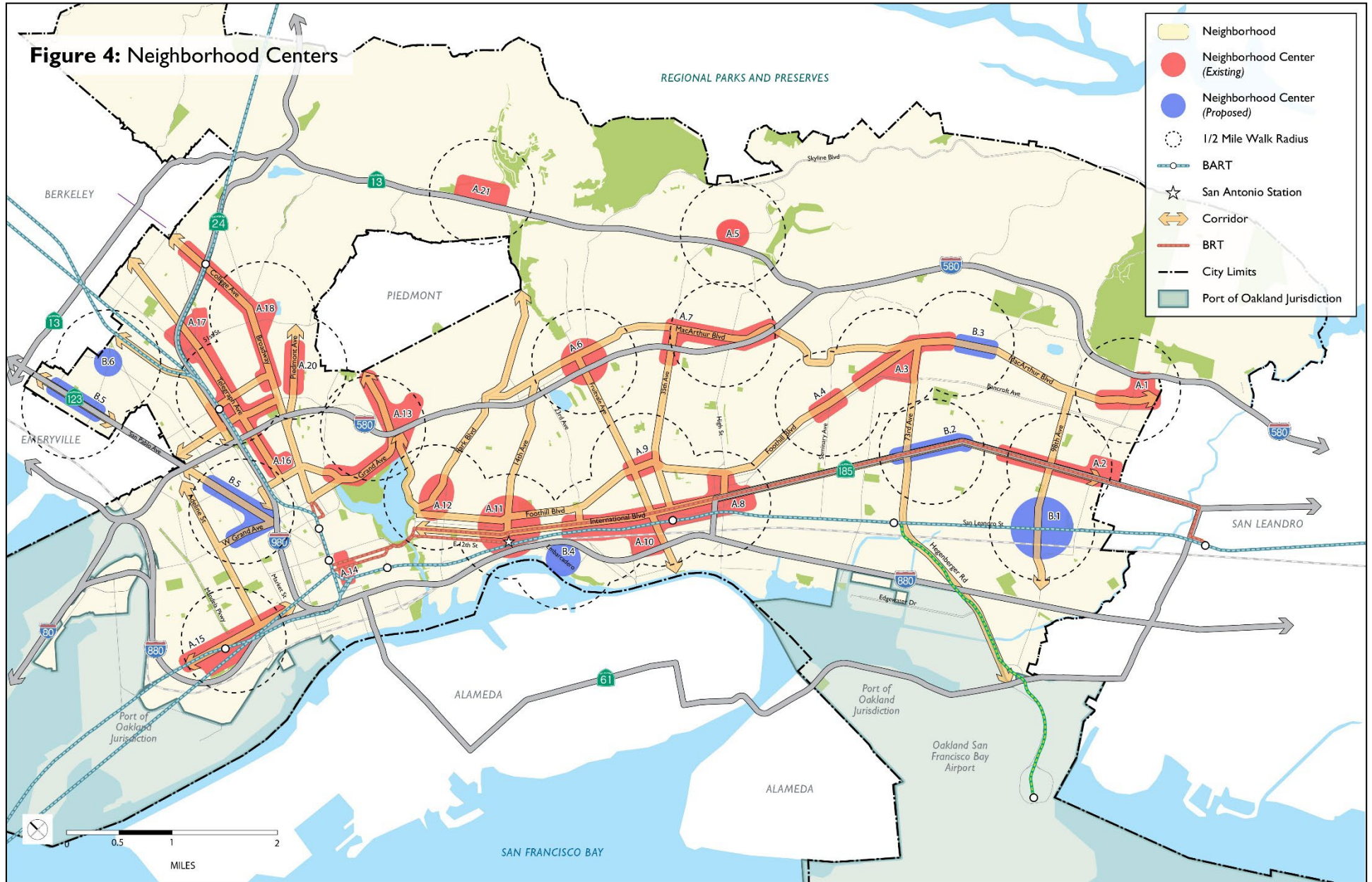
Oakland's land use pattern includes a range of neighborhoods, offices and healthcare districts, shopping areas, parks and open space, schools, industrial uses, and other land use types across the city. Across the broader city, commercial activity is strongly organized along major corridors, such as Telegraph and San Pablo Avenues and Macarthur, Foothill, Park, and International Boulevards. The Downtown area is being revitalized with mid- and high-rise housing and neighborhood-serving retail. Outside of Downtown, the main industrial districts, and the corridors, Oakland has residential neighborhoods supported by local commercial nodes, parks and open space, and community facilities such as schools.

Along the estuary waterfront, heavy industry and logistics activity still shape much of the shoreline, anchored by the seaport to the north and the airport to the south. Oakland's residential pattern is especially urban and mid-rise (e.g., medium- and larger-sized multifamily buildings about three to six stories tall) around Lake Merritt, with nearly 30 percent of the City's population living within 1 to 1.5 miles of the lake. Many other neighborhoods feature a mix of single- and multi-family building types. The city's everyday "main street" life shows up in multiple neighborhood commercial districts—places like Fruitvale, Laurel, Dimond, 7th Street, Chinatown, Jack London, Temescal, Rockridge, Montclair, and Lakeshore/Grand—while the hills generally remain lower-density due to terrain, street network, and wildfire constraints, as well as the presence of large regional parks and recreation destinations.

### ***Key Strategies for Land Use***

**Neighborhood Centers.** Promote and support mixed-use neighborhood centers and community spines. See *Figure 4, Neighborhood Centers*, for these locations; corresponding center numbers for (A) existing neighborhood centers and (B) new neighborhood centers, are included below.

- A) Support and bolster existing neighborhood centers through increased density and a greater variety of land uses. Existing Neighborhood Centers include: (1) Foothill Square, (2) East 14th Business District, (3) Eastmont Mall, (4) Foothill/Seminary, (5) Redwood Heights/Lincoln Square, (6) Lower Dimond, (7) Laurel, (8) High Street/International, (9) Foothill/Fruitvale, (10) Oakport/Alameda Avenue, (11) San Antonio, (12) East 18th/Eastlake, (13) Grand Lake, (14) Chinatown, (15) 7th Avenue/West Oakland, (16) Telegraph/Macarthur, (17) Temescal, (18) Broadway, (19) Rockridge, (20) Piedmont Avenue, and (21) Montclair.
- B) Support the development of new neighborhood centers in areas that presently lack access to everyday amenities by increasing densities, supporting a variety of residential and commercial land uses, creating open space, and supporting transportation connections. New Neighborhood Centers include: (1) 98th Avenue/San Leandro Street, (2) 73rd Avenue/International Boulevard, (3) Eastmont/Macarthur/82nd, (4) the Estuary/Embarcadero, (5) San Pablo Avenue, and (6) Market Street/Stanford Avenue



Existing neighborhood centers and new neighborhood centers also share four strategies that:

- Encourage neighborhood commercial development that is integrated with housing and other urban uses and supports easy walking access to shops and services. Achieving this could mean policies that:
  - Promote mixed-use development at and around neighborhood centers and introduce compatible residential uses in existing neighborhood centers that are currently in single-use formats (e.g., commercial-only shopping centers).
  - Allow higher residential densities and mixed uses with the greatest density and building heights focused at the neighborhood center core.
- Create safe and vibrant “third spaces” for youth to foster connection, belonging, and community resilience.
- Improve walking and biking connections between neighborhood centers and surrounding neighborhoods, especially along nearby corridors.
- Locate new neighborhood parks and open spaces so they are easy to reach from nearby homes and improve maintenance and programming of existing parks to meet community needs.

**Community Corridors.** Encourage the development of Oakland’s major corridors so that homes, businesses, and public spaces support frequent transit, safe movement for all, and strong connections between neighborhoods and community destinations. *See Figure 1, Major Draft Land Use Framework Concepts, for these locations.*

- Allow denser, taller development along principal community spines, e.g., Upper Broadway, College Avenue, Telegraph Avenue, San Pablo Avenue, International Boulevard, Foothill Boulevard between Fruitvale Avenue and High Street, Macarthur Boulevard between 75th Avenue and High Street, Piedmont Avenue, and portions of High Street just south of Macarthur Boulevard.
- Reinforce intersections between major business corridors and neighborhood centers as gateways by using design features such as signage, landscaping, lighting, public art, parks/plazas, or distinctive streetscape elements to clearly mark entry points and signal arrival into the neighborhood center.
- Coordinate with AC Transit and other partners to support more frequent transit service, given greater potential ridership.
- Improve safety and accessibility for active transportation users (people walking, biking, or rolling) through traffic calming, safety features, improved crossings, accessible and continuous sidewalks, lighting, signage, and other methods.

**Transit-Oriented Development.** Promote high intensity transit-oriented development that encourages public transit use, increases active transportation trips at major nodes, and stimulates economic development.

- Allow high housing densities within walking distance of transit stops, consistent with local needs and State law, and furthering regional planning guidance to the extent practical.
  - Increase densities within a quarter- and half-mile of major transit stops and high-frequency transit routes.
- Promote mixed-use development around the proposed San Antonio transit hub, supporting a potential future new San Antonio BART Station.
- Work with communities to create strategies to mitigate displacement of residents and local businesses.

**Existing Specific and Community-Led Plans.** Continue to advance the City’s vision through implementation of City-led specific and area plans. Support further development and inclusion of community-led plans, including Rise East, the East Oakland Neighborhoods Initiative, and the West Oakland Community Action Plan.

**Hegenberger Road.** The Hegenberger Corridor serves as an important artery anchored by Oakland International Airport, I-880, and the Oakland Coliseum. The corridor’s business mix is largely centered around visitor services, especially in the southern half, as well as transportation, logistics, and warehouses, serving as a high-volume gateway for the movement of people and products. Foster Hegenberger Road as a thriving hub, with a variety of business uses south of I-880 including hotels, offices, research labs and other compatible business uses, and to the north a mix that includes housing, retail, creative industries and small-scale manufacturing.

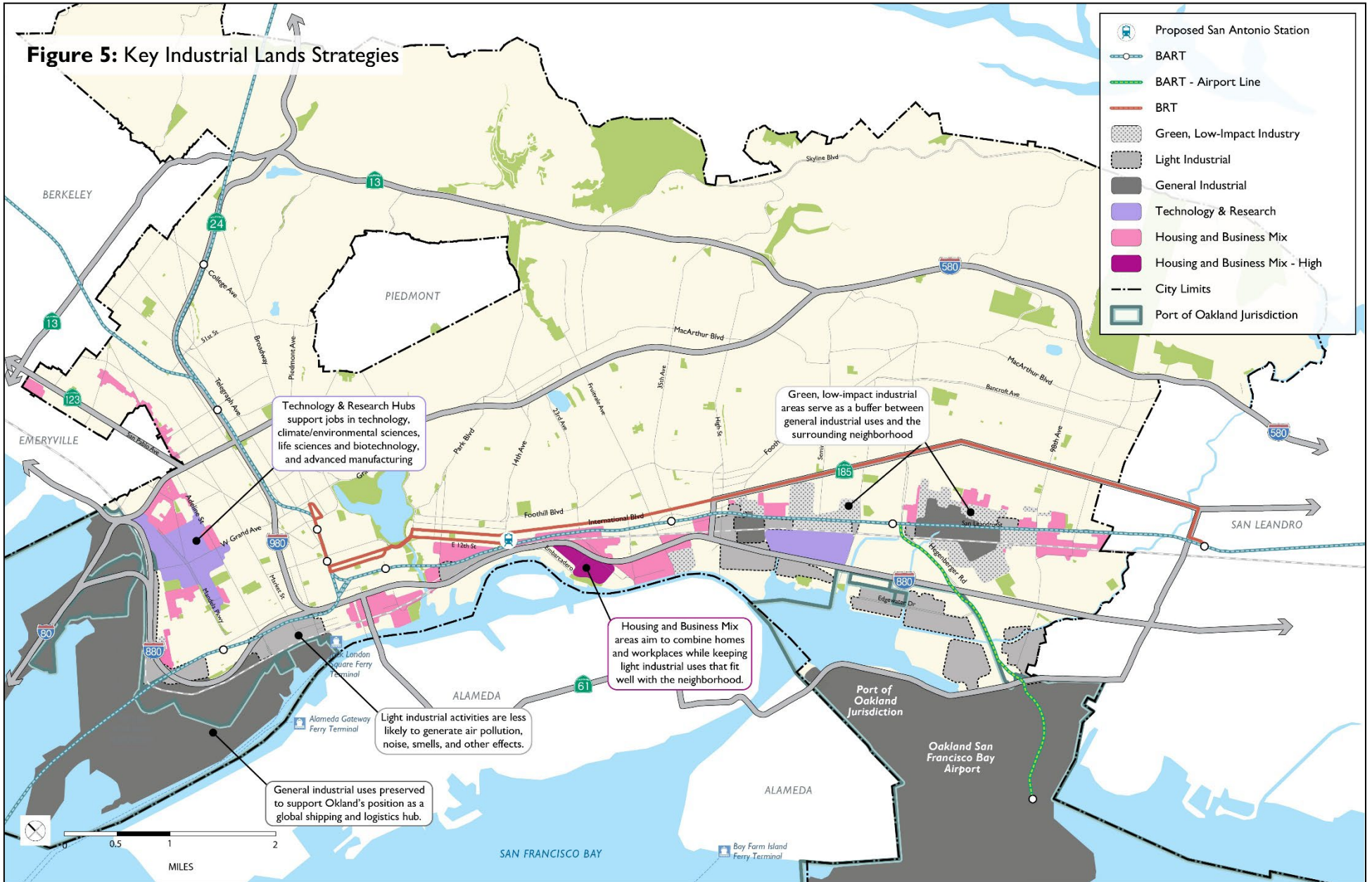
- Support the development of business associations and business improvement districts (BIDs) that can help support services, such as corridor maintenance, placemaking projects, workforce development, and technical assistance programs, and co-manage the corridor to maintain vibrancy.

**Technology and Research Hubs.** Continue to attract and nurture growing economic sectors like technology, advanced manufacturing, life sciences, the green economy, arts and culture, and creative sectors to Oakland.

- Promote uses that support artisan production, design, distribution, and repair of custom-made goods by allowing a mix of commercial and manufacturing uses.
- Make infrastructure improvements needed to support higher intensity technology and research uses, including water and electricity.

**Land Use Compatibility.** Reduce the impact of industrial noise, pollution, and traffic on nearby residential areas while continuing to support industries that provide important business, employment and economic benefits to Oakland.

- Designate areas near existing residential neighborhoods as “Green, Low-Impact Industry” to encourage light industrial and business uses with lower noise and air quality impacts to locate in these areas. *See Figure 5, Key Industrial Lands Strategies, for these locations.*
- Map and manage industrial parcels in relation to truck routes: truck-intensive industrial uses should be focused on parcels that front designated truck routes, while other parcels accommodating truck-intensive uses should provide direct truck access without passing through or adjacent to residential zones. Identify and track parcels that do not meet these criteria to guide future land use and planning decisions.



**Tribal Cultural Resources.** In consultation with culturally affiliated Native American tribes, develop land use policies that protect tribal cultural resources.

### ***Transportation***

Key transportation considerations for the General Plan include major regional initiatives that could reshape travel patterns in Oakland, along with the need to better integrate goods movement, industrial access, and multimodal mobility to ensure safety and equitable access for all users. Figure 6, Key Transportation Strategies, highlights these ongoing regional efforts and also identifies areas where additional analysis is needed to ensure a balanced, functional, and equitable transportation network.

#### Regional Initiatives

- Link21, a BART–Capitol Corridor partnership exploring a new transbay rail crossing between Oakland and San Francisco, which may shift travel patterns and future transit station locations in areas of Oakland such as Jack London or San Antonio, or in the City of Alameda.
- Caltrans Vision 980, which evaluates alternatives for transforming I-980 into an at-grade boulevard with new connections between West Oakland and Downtown, potential open space, infill sites, and a reconfigured street network.
- AC Transit’s Major Corridor Study, which proposes increased transit frequency on major corridors in Oakland such as MacArthur Boulevard, West Grand Avenue, San Pablo Avenue, Telegraph Avenue, Broadway, College Avenue, Foothill Boulevard, Bancroft Avenue, and Fruitvale Avenue south of San Leandro Street.

#### Goods Movement and Industrial Access

- In addition to regional passenger-focused initiatives, the Draft Framework acknowledges the need for a more complete evaluation of Oakland’s goods movement system. Oakland’s industrial and maritime sectors depend on designated truck routes, overweight corridors, and last mile connections that serve the Port, rail lines, and the broader logistics network.
- A comprehensive truck route network will be included as part of future mapping updates, providing the technical basis to evaluate where goods movement infrastructure should be prioritized, how streets should be designed, and how conflicts with residential areas can be minimized.

#### Street Design and Multimodal Alignment

- As the City advances walking, bicycling, transit, and green infrastructure strategies, it is essential to ensure that improvements along key corridors address the operational needs of freight vehicles.

### Technical Mapping Updates

- A comprehensive truck route network will be included as part of future mapping updates to provide the technical foundation for evaluating industrial land use strategies, transportation policies, and land-use compatibility.

Oakland's compact neighborhoods, dense street grid, mild climate, and mixed land uses support short trips by walking, biking, and transit. While varied by neighborhood, driving is still the predominant mode of travel, with approximately 72 percent of all trips by car, 14 percent by transit, 12 percent by walking, and two percent by bike. Many communities still have limited access to safe bike infrastructure, incomplete pedestrian networks, and insufficient first- and last-mile connections to transit. Furthermore, Oaklanders may rely on car travel in areas where there are fewer neighborhood-serving amenities to meet their daily needs and where there is indirect or inconvenient access to employment opportunities and regional transit.

To address these gaps and encourage more active transportation, the City continues to prioritize transportation equity and expand multimodal options—adding over 200 miles of bikeways and improving key corridors like Telegraph Avenue, the Lake Merritt Loop, and the Bay Trail. Oakland is also served by AC Transit, including the Tempo bus rapid transit (BRT) line, which enhances high-capacity transit access across the city.

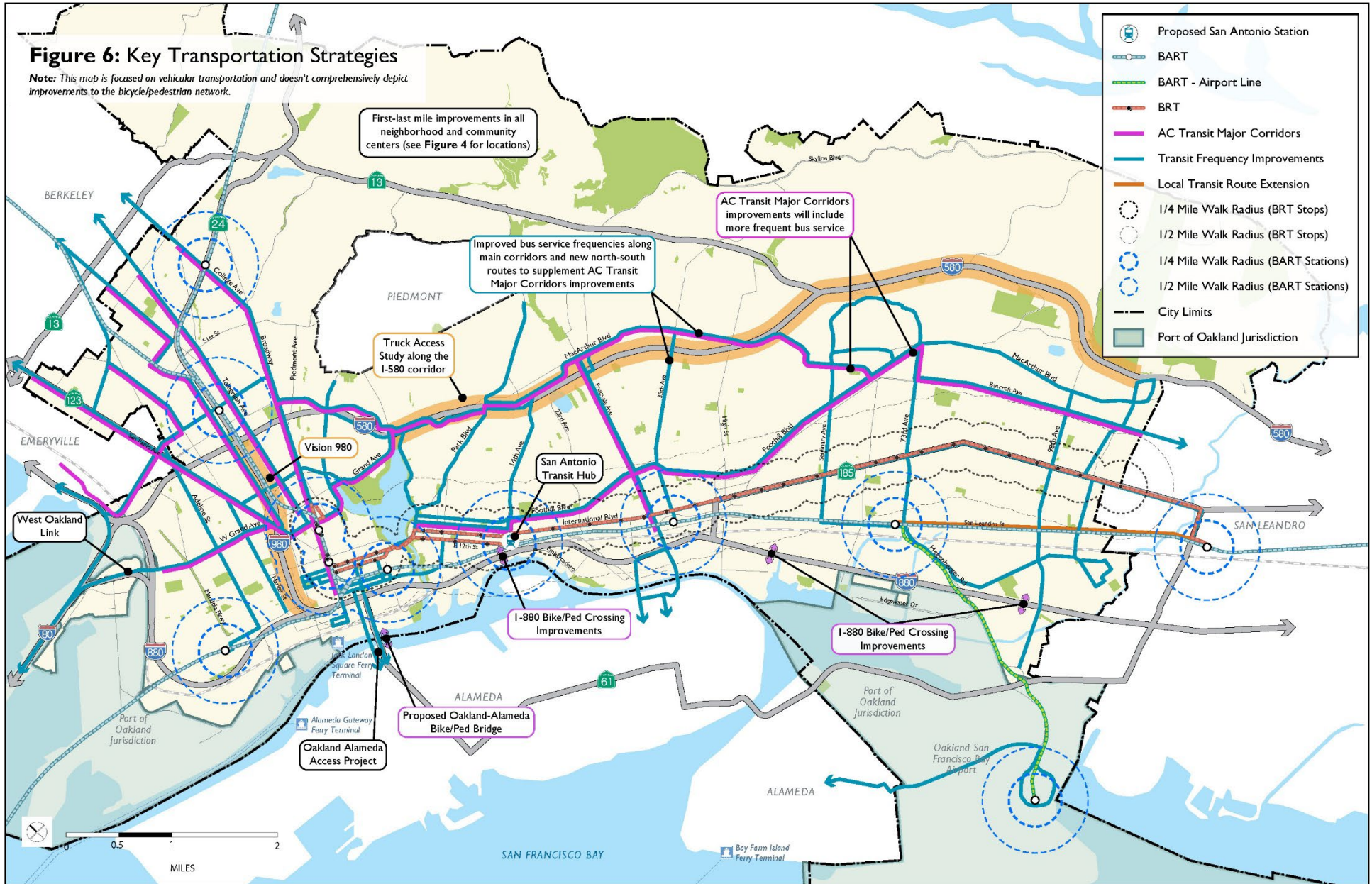
The GPU, and the LUTE specifically, aims to create a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways, including pedestrians, bicyclists, people with disabilities, motorists, transit riders, and movers of commercial goods. This means making improvements to support safe, comfortable, and convenient walking, biking, and transit access.

Key transportation needs for Oakland include balancing regional throughput with neighborhood livability; eliminating traffic fatalities and serious injuries for all road users; closing major walking/biking/transit infrastructure gaps (including hundreds of miles of missing and inaccessible sidewalks and disconnected, low-comfort bikeways); improving transit frequency and reliability in underserved areas; and re-allocating limited street space to prioritize safety and quality of life over vehicle throughput (including potential redesign of certain highway corridors like I-980 and the reduction of barriers from I-880/rail lines).

Key considerations include major regional initiatives that could reshape travel patterns in Oakland, as shown in *Figure 6, Key Transportation Strategies*:

- **Link21**, a BART–Capitol Corridor partnership exploring a new transbay passenger rail crossing between Oakland and San Francisco through six concept options, any of which would expand cross-bay rail connectivity and could add/shift stations at places like **Jack London Square**, **San Antonio**, and **Alameda Island** (with one option potentially setting the stage for a new BART station in San Antonio).
- **Caltrans Vision 980**, which is evaluating near- and long-term options to reconnect Downtown and West Oakland. Currently, the community's most favored scenario includes removal and replacement of the trenched I-980 freeway with an at-grade boulevard, with green and public open space, infill development opportunities, reconfiguration of freeway ramps and frontage roads, and reconnection of the existing street network.

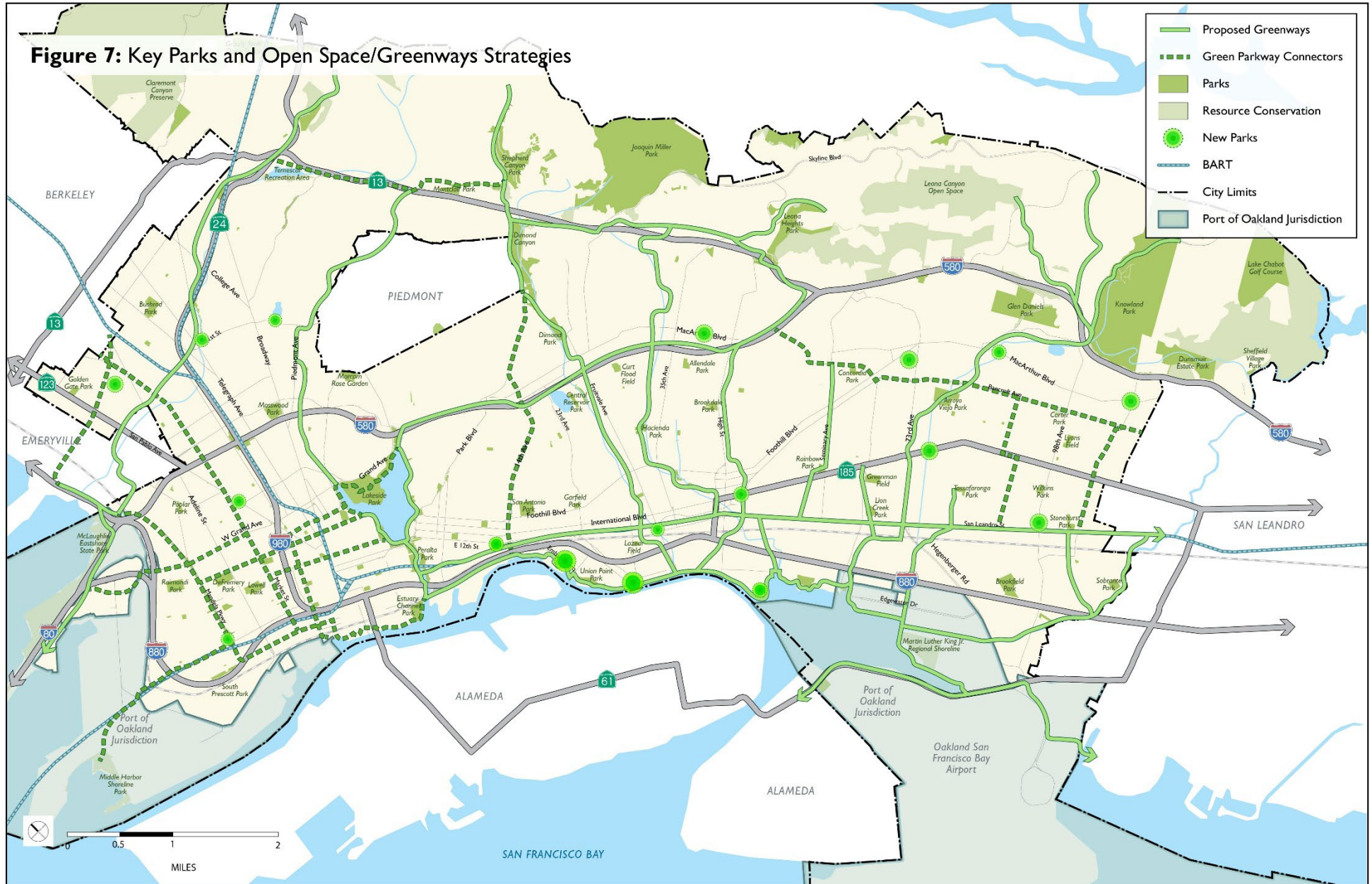
- The **I-580 Truck Access Study**, a study led by Caltrans, in partnership with the Bay Area Air District (BAAD) and the City of Oakland, to reassess the current heavy-truck restriction (effectively a ban) that pushes trucks onto I-880 and East Oakland streets, with interest in changes that could reduce disproportionate health and equity impacts.
- **AC Transit's Major Corridor Study**, which proposes more frequent bus service along MacArthur Boulevard, West Grand Avenue, San Pablo Avenue, Telegraph Avenue, Broadway, College Avenue, Foothill Boulevard, Bancroft Avenue, and Fruitvale Avenue south of San Leandro Street.



Other key strategies that implement Oaklanders' vision for a safe, reliable, and well-connected transportation network are described below.

**Greenway Network.** Develop a network of “greenways”, a system of improved active transportation and landscaped corridors that are interconnected, with a combination of improved pedestrian paths and/or bike paths or separated cycle-tracks in continuous right-of-way corridors (“greenways”) and existing bicycle boulevards (“green parkway connectors”). These components, shown conceptually on *Figure 7: Greenways, Parks, and Open Space*, could include:

- Creek multi-modal paths, including San Leandro Creek; Elmhurst Creek; Arroyo Viejo Creek; Seminary Creek; Courtland Creek; Sausal Creek; Glen Echo Creek; Lake Merritt Estuary; and Temescal Creek. See the Open Space section for complementary creek revitalization strategies.
- Boulevard medians, including Mandela Parkway (with connector to Jack London and West Oakland Link); 14th Avenue; Stanford Avenue; and Bancroft Avenue.
- Critical “gap” opportunities for enhanced bicycle infrastructure, including Park Boulevard to Montclair; Market Street; Macarthur and Camden; Lake Merritt to Bay Trail; 90th Avenue, and 105th Avenue.



The proposed greenway network should be implemented such that neighborhoods in the flatlands are within a half-mile of a greenway. It would also provide co-benefits such as improved access to parks, recreation, and natural areas, and reduced local air pollution and beautification through landscaping. Citywide standards for greenway landscaping and maintenance will be explored.

**First-Last Mile Connections.** Create safe, convenient, and accessible connections between neighborhood centers (shown on *Figure 4, Neighborhood Centers*) and transit, ensuring that walking, rolling, and biking are attractive options for the first and last segments of every trip. Ensure accessibility for individuals with disabilities is considered in all phases of project design and implementation.

- Add new bike lanes, slow streets, bike/scooter rental stations, well-lit sidewalks, crosswalks, and wayfinding signage.
- Reduce vehicle speeds near neighborhood centers and within residential neighborhoods through measures such as pedestrian refuge islands, fewer and narrower lanes, more frequent crossings, flashing lights at crossings, and lower speed limits.
  - Potential areas for specific consideration include Bancroft Avenue and Havenscourt Boulevard, International Boulevard, 98th Avenue and Edes Avenue, and 9th Street and Harrison Street.
- Ensure that accessibility, disability inclusion, and safety features are embedded in all design and construction processes.
  - Key locations for specific consideration of transportation accessibility and inclusion include High Street, 35th Street, Foothill Boulevard, International Boulevard, and paratransit pickup areas citywide.
  - Key locations for safety improvements at crossings include Havenscourt Boulevard, near Coliseum BART, Hegenberger Boulevard, International Boulevard, 12th and Harrison streets, among others.

**More Frequent Bus Service.** Coordinate with AC Transit to identify service gaps, funding strategies, and optimized service delivery to meet the needs of all Oaklanders; to implement the AC Major Transit Corridors Plan; to support more frequent transit service between neighborhood centers, and to major City business and employment centers and destinations.

**San Antonio Major Center.** Establish San Antonio as a Major Center, anchored by the intersection of East 12th Street and 14th Avenue. Promote high-density commercial and residential development paired with major improvements in transit service and waterfront access. Leverage new development to lay the foundation for a future infill San Antonio BART station, shown on *Figure 6, Key Transportation Strategies*.

- Study and implement short- and mid-term transit improvements connecting San Antonio to Brooklyn Basin, shoreline neighborhoods, the proposed Technology and Research district in East Oakland with Downtown, and the Lake Merritt and Fruitvale BART stations.
- Plan new transit infrastructure and surrounding right-of-way improvements to support future development of an infill BART station serving the San Antonio neighborhood.

**Vision 980.**<sup>2</sup> The Vision 980 – Phase 1 Study Report, published in November 2025, recommended removing and replacing the I-980 to reconnect West Oakland with downtown, restore the street grid pattern, and create opportunities for new development and parks/open spaces.

**I-580 Truck Access Study.** When complete, implement direction from the I-580 truck access study to support efficient and equitable goods movement while improving safety, reducing impacts on nearby neighborhoods, and protecting community health.

**Street Network Improvements.** Strengthen Oakland’s street network by filling gaps, improving connectivity, and aligning street layouts to support access, safety, and planned growth in key areas of the City, especially areas undergoing or planned for change.

- Realign and construct new streets north of San Leandro Street, between 77th and 98th avenues, to establish a more connected street grid.
- Establish frontage roads on the north side of the UPRR tracks between 54th and 98th Avenues to direct truck traffic away from International Blvd and neighboring residential districts.
- Study and develop street network and rail right of way improvements to reduce congestion where a confluence of personal vehicles, heavy trucks, pedestrians, and the Union Pacific Railroad (UPRR) tracks present significant challenges to pedestrian safety such as on Edes Avenue between 98th and 105th Avenues.
- Support study of new pedestrian bridges in East Oakland; a project identified in the City's current Capital Improvement Plan to improve mobility between neighborhoods historically divided by I-880 and railroads.

**Improving Shoreline Access.** Improve equitable access to the shoreline by creating safe, direct, and accessible connections that link Oakland neighborhoods to waterfront destinations, transit, and public spaces. Suggested locations are shown on *Figure 6, Key Transportation Strategies*.

- Promote development of new shoreline parks and paths that enable adjacent neighborhoods and the broader Oakland community to enjoy waterfront access.
- Integrate shoreline access improvements at the San Antonio Transit Hub to support convenient, affordable, and multimodal connections between East Oakland communities, transit services, and waterfront destinations.

**Reducing Vehicle Miles Traveled (VMT) and Improving Mode Share.** Strive to reduce overall vehicle miles traveled (VMT) and improve mode share shifts in line with Oakland’s Equitable Climate Action Plan targets:

- A reduction of total VMT in the City by eight percent by 2050.
- Increase of biking, walking, and transit mode share; and decrease auto mode share in line with the City’s Equitable Climate Action Plan (ECAP) targets.
- More specific policies to achieve VMT and improve mode share shifts might include:

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<sup>2</sup> This is a separate planning process led by Caltrans that is presently underway. Studies and decisions regarding the preferred scenario, including detailed feasibility and technical analysis, are not yet complete.

- Encourage alternatives at workplaces through transit benefits, parking cash-out, and limiting free employee parking.
- Shorten trips by locating affordable housing near transit, supporting mixed-use development, and improving jobs–housing balance.
- Ensure equity and competitiveness with subsidies or mobility credits for low-income workers and phased implementation in areas with strong transit.

### ***Parks and Open Space***

Green spaces in parks and natural areas are valuable public assets that enhance community livability, support healthy and active lifestyles, and provide important ecological benefits. Oakland residents consistently emphasize that access to parks, open space, trees, and nature is central to quality of life. Although Oakland has more than 3,865 acres of parkland, most of it is located in the Oakland Hills as passive open space that is difficult to reach without a car. In the flatlands, parks are smaller, heavily used, and unevenly maintained, leaving many Environmental Justice communities without easy access to high quality parks and open spaces. Clean, safe, vibrant, and functional parks play a major role in youth development, education, and social connection. They offer young people safe places to play, learn, build skills, and spend time with peers and mentors. Parks also serve as informal learning environments that support exploration, reduce stress, and strengthen academic readiness. For families and neighbors, parks provide gathering places that build community bonds and support a stronger, more connected city. Investing in well maintained, well programmed parks also contributes to public safety. Parks that are active, welcoming, and well-lit encourage positive use, create natural community presence, and reduce opportunities for harmful activity. Youth programs and community events offer constructive activities and help connect residents with supportive adults and resources.

Given these benefits, the Draft Framework emphasizes the need for equitable investment in parks and open space, especially in flatland neighborhoods and Environmental Justice communities that have experienced historic under investment. Future updates to the OSCAR Element will include strategies to improve maintenance, expand access, and ensure parks reflect the needs and identities of the communities they serve.

*Figure 7, Key Parks and Open Space/Greenways Strategies*, shows the Parks and Open Space/Greenways concepts. The Draft Framework emphasizes the addition of new neighborhood parks as opportunities arise, particularly where significant new development is anticipated and in neighborhoods deficient in parkland; a more connected open space system with greenways and pedestrian and bicycle trails; and improved shoreline access and parkland. Desired locations of new parks are shown with a star symbol; the map shows several new desired locations in East Oakland, as well as around transit areas where new development is anticipated (West Oakland, San Antonio Transit Hub, and Fruitvale). Although not visualized, park maintenance and programming enhancement is also a key strategy to improving access, opportunity, and equity. Policies supporting improved maintenance and programming will be developed as part of the upcoming General Plan Element development process.

### **Key Strategies for Parks and Open Space**

**Greenways.** Incorporate a network of parks and naturalized creeks as part of Oakland's greenway network, shown in *Figure 7, Key Parks and Open Space/Greenways Strategies*.

- Develop a widened shoreline path and publicly accessible green spaces network connecting Jack London Square, Brooklyn Basin, Estuary neighborhoods, the South Estuary Technology & Research campus, the Coliseum, and the MLK Jr. Regional Shoreline, while also providing sea level rise protection.
- Formalize and strengthen City support for restoration and activation of San Leandro Creek and further daylighting of Sausal Creek.
- Set specific development standards, design guidelines, and easement incentives appropriate to acknowledging and supporting green infrastructure near creeks and flood plain ecologies.
- Establish citywide park maintenance and park quality standards to ensure a network of high-quality parks across the city.

**Equitable Park Investment and Anti-Displacement.** Prioritize park and open space investments in EJ communities and pair park and infrastructure improvements with anti-displacement strategies to ensure existing residents benefit from new or improved parks.

**Park Access and Proximity.** Emphasize high-quality parkland access as the primary criteria for investments in parks. For example, ensure every Oakland neighborhood is within a half mile of a high-quality park or public space.

**Park Stewardship and Maintenance.** Establish standards that emphasize the quality, upkeep, and functionality of park features and amenities.

- Ensure relevant and culturally responsive park programming.
- Set citywide park maintenance, park quality, and park investment standards to ensure a network of high-quality, amenity-rich parks across the city.
- Explore a formalized structure for community-driven park stewardship, such as park conservancies, in collaboration with community partners, Oakland Parks and Recreation Foundation, East Bay Regional Parks District, and other philanthropic organizations.
- Strengthen internal City processes, administrative organization, and funding mechanisms to realize improved park development, management, and maintenance.

**Parkland Provision.** Maintain a citywide standard of at least 4 acres of parkland per 1,000 residents to guide park planning, acquisition, and investment decisions.

**Neighborhood Parks and Open Spaces.** Expand access to high-quality, well-maintained parks and open space by ensuring each neighborhood is served by parks and green space.

**Unhoused Park Users.** Develop strategies to support unhoused residents who use parks and open spaces as places of refuge.

**Natural Area Conservation.** Develop strategies that support conservation and protection of natural areas and resources, including but not limited to the shoreline, creeks, trails, and regional parks and open spaces, while advancing rewilding opportunities aligned with the LUTE. These strategies include preserving or expanding interconnected open-space networks,

establishing natural community conservation plans, and supporting uses such as habitat restoration, recreation, tribal resource protection, water management, and aesthetics.

**Parks, Open Space, and Indigenous Culture.** Highlight Oakland’s indigenous history and culture through the naming of greenways and other open spaces and incorporating indigenous history into placemaking, in consultation with the culturally affiliated Native American tribes.

**Cultural Resource Preservation.** Identify opportunities to use open space for tribal cultural resource preservation, in consultation with the culturally affiliated Native American tribes.

### ***Other Key Strategies***

These strategies reflect key themes raised through community input and engagement. They represent priority approaches that do not correspond to specific map concepts and will be explored in greater detail through General Plan policy development. This list is not comprehensive and is merely intended to highlight select strategies that support the overall vision and goals of the Draft Framework.

### Housing

*Implementing the Housing Element.* Continue to implement Oakland’s Housing Element, which focuses on the following:

- Addressing homelessness by expanding access to services and supportive housing that promote the health, dignity, and safety of all Oaklanders.
- Incentivizing and prioritizing building more housing affordable to lower incomes in areas with good access to resources and minimal environmental safety concerns.
- Protecting Oakland residents from displacement and preserving existing affordable housing through rent stabilization, stronger just cause for eviction protections, increased enforcement of anti-harassment tenant protections, and others.
- Keeping Oakland communities together through support and potential funding opportunities for community co-ops, land trusts, creation of cultural districts, and other methods.

*Transit-Oriented Affordable Housing Development.* Promote affordable housing within transit-oriented development areas.

- Reduce or eliminate most vehicular parking requirements and introduce parking maximums.
- Continue to locate new affordable housing in areas with good access to transit and resources. Locate affordable housing equitably, but with consideration for areas with potentially high environmental hazard.

### ***Economic and Community Development***

In 2022, the GPU team published “[Economic Trends and Prospects: Baseline Analysis for Oakland General Plan](#).” The seven major findings from the report are listed below but generally paint the picture of Oakland’s economic prospects and growth opportunities. This includes its

strategic location and transportation assets, growing workforce, development opportunities, and cultural diversity.

In 2023, the GPU team published “[Economic Analysis of Oakland’s Industrial Lands](#)”, a complementary analysis focused on the industrial sector which analyzes the strategic position of Oakland’s industrial lands, along with key issues such as growing residential population, infrastructure deficiencies, and environmental health and land use conflicts. It directs that future land use decisions balance economic benefits of industrial uses with the health, safety, and social needs of residents.

*Findings from Economic Trends and Prospects Report*

- 1) Oakland’s central location in a dynamic and prosperous regional economy has contributed to a rapid increase in the city’s employed resident population over the last decade, a trend that has broad socioeconomic implications.
- 2) Oakland maintains a stable and diverse economy, reflecting its historical evolution as a regional employment center, but job growth over the last decade has not kept pace with the rest of the Bay Area and continues to largely exclude low-income communities of color.
- 3) While the pandemic impeded the momentum of Oakland’s office market, the competitive attributes of the Downtown core, which includes the bulk of the city’s office space inventory and is supported by excellent transit (e.g., three downtown BART stations, nearby Amtrak, bus and BRT service, and ferry connections) as well as a large—and in many cases new or recently refurbished—building stock, bode well for long-term growth.
- 4) Oakland is home to one of the Bay Area’s largest industrial hubs, and the sector accounts for the most commercial square feet in the city, a position driven by its premier location and transportation infrastructure (e.g., water and airports, freeway access).
- 5) While Oakland has a sizable retail sector with numerous vibrant and unique districts that contribute to local culture and a sense of place, the city consistently underperforms in terms of per capita retail sales relative to its peers
- 6) Oakland’s hospitality and entertainment sectors have experienced strong growth in the last decade and continue to support the competitiveness of other sectors (e.g., office and retail) as well as advance the City’s fiscal position.
- 7) While third-party projections and historical trends show significant variability in Oakland’s population and employment growth prospects, on average, they show the city growing by about 35 percent over the next two decades.

The Framework outlines initial strategies that are in alignment with the recently released [Economic Development Action Plan](#), which has five strategic goals:

- 1) Attract and Grow Key Sectors
- 2) Sustain and Support Businesses
- 3) Build Oakland’s Workforce
- 4) Invest in Places
- 5) Support Oakland’s Artistic, Cultural, and Social Activities

*Workforce Development and Job Training.* Support workforce development programs that align local residents with existing and emerging job opportunities, especially those in technology and research. Partner with educational institutions, employers, and community-based organizations

to expand job training, apprenticeships, clean energy and just transition programs, and local-hire initiatives.

*Removing Barriers to Workforce Participation.* Collaborate with regional and local partners to identify and reduce barriers to workforce participation and access to training.

- Support two-generation programs that link education, job training, and career advancement for parents with services for their children.
- Support transitional jobs and subsidized employment programs for residents who need intensive service support, such as formerly incarcerated individuals and other historically excluded groups.
- Create a workforce development pipeline to ensure Oakland residents can take advantage of new technology and research jobs.

*Small Business and Entrepreneurship Support.* Support the development, retention, and growth of existing entrepreneurs, small businesses, and new firms locating in Oakland.

- Support entrepreneurship and social enterprise training as alternative pathways to traditional employment.
- Explore improvements to streamline the permitting process to save business owners time and money.

*Enhance Neighborhood Commercial Spaces.* Ensure that commercial areas support community-serving and culturally specific businesses, as well as nonprofit and collective ownership models.

- Encourage smaller, more affordable micro-retail spaces in neighborhood centers and commercial corridors.
- Explore and include provisions that support community-serving and culturally relevant businesses in ground-floor commercial spaces. This could include flexible use requirements, size and design standards, tenant preference or first-right-to-lease programs, public funding, or operating flexibility.
- Work with community organizations to further support legacy businesses.

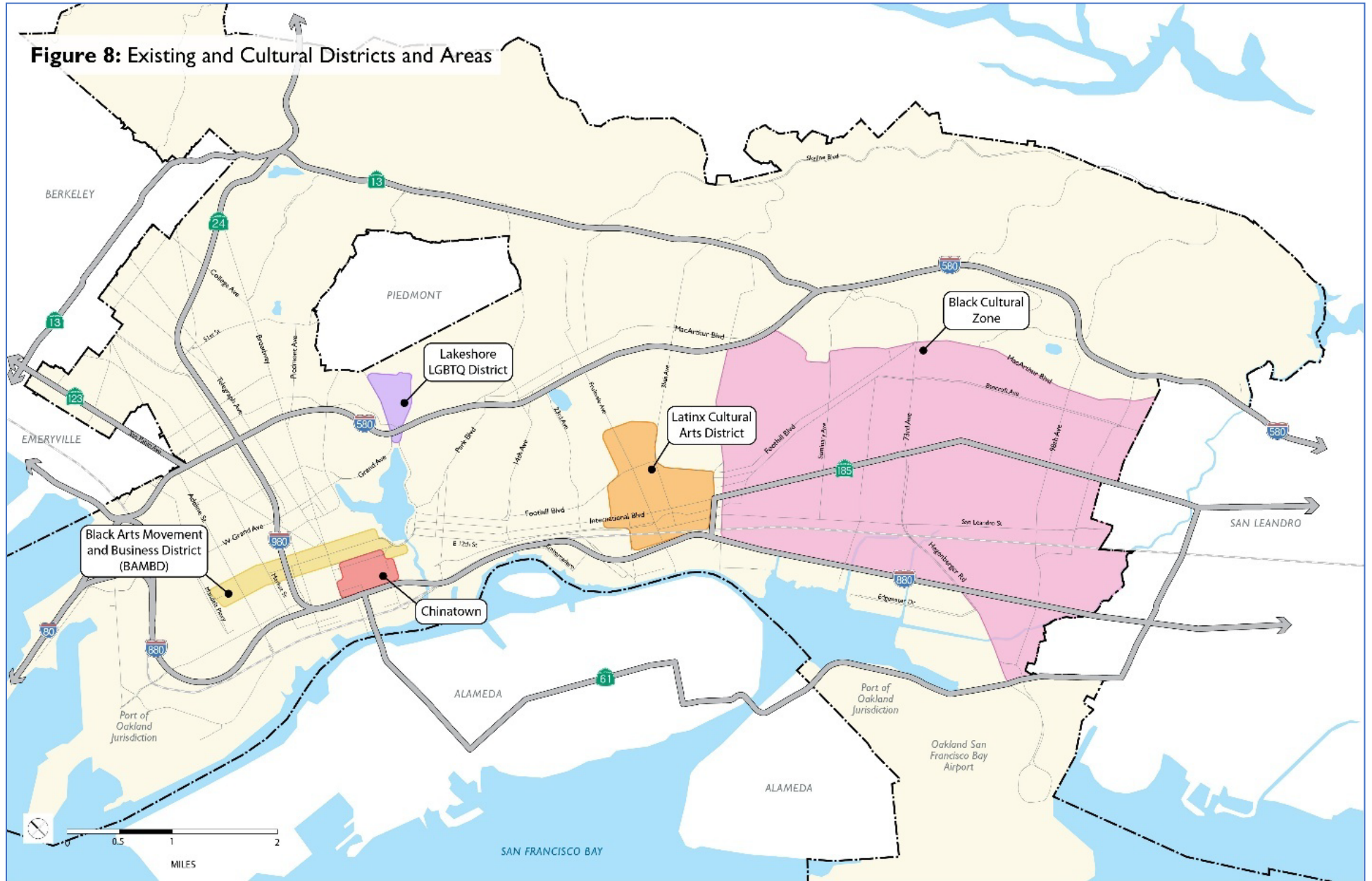
### **Arts, Culture, and History**

*Unique Neighborhood Centers.* Integrate arts, culture, and history into neighborhood centers planning and placemaking processes. Work with community groups to uplift local stories and identify neighborhood-specific cultural assets, histories, and priorities, building upon resources identified in the [2018 Oakland Cultural Plan](#) and [Asset Map](#). Incorporate public art, cultural programming, and interpretive elements into neighborhood centers, public spaces, and capital improvement projects.

*Cultural Districts.* Preserve and strengthen Oakland's cultural identity through cultural districts and community-led initiatives. In partnership with community organizations, explore and support new cultural districts that reflect and preserve existing cultural identity, including culturally significant retail and commercial services. This includes supporting existing designated districts, such as the Black Arts Movement and Business District (BAMBD) along 14th Street, Latinx Cultural Arts District in Fruitvale, and Lakeshore LGBTQ District, as well as other cultural areas, such as Chinatown and Black Cultural Zone, shown in *Figure 8, Existing and Cultural Districts and Areas*.

*Spaces for Arts and Culture.* Provide spaces and support for artists, cultural workers, and cultural institutions. Explore incentives or requirements for incorporation of spaces for arts, culture, and history in new development and public facilities where feasible.

*Partnerships with Indigenous Tribes.* In partnership with local Tribes, explore opportunities for land repatriation (the return of resources or restoring connections to Indigenous communities), stewardship, and cultural use of City-owned or partner-owned lands, consistent with Tribal priorities and applicable laws.



## **Attachment A**

### ***Climate Resilience***

*ECAP Implementation.* Align land use, transportation, and development decisions with the City's Equitable Climate Action Plan (ECAP), which establishes actions that the City and its partners will take to equitably reduce Oakland's climate emissions and adapt to a changing climate.

*Sea Level Rise and Flooding.* Continue to implement Safety Element policies designed to help the City proactively plan for impacts of projected sea level rise. Require that new buildings incorporate best practices to manage stormwater.

*Urban Forest and Urban Greening.* Continue to implement the General Plan's Environmental Justice and Safety Element policies designed to implement the Urban Forest Plan, increase opportunities for urban greening (like more parks, public greenery, and street trees), and fund/implement a green infrastructure program. Seek to implement nature-based solutions, such as green infrastructure and living shorelines, into public infrastructure and new buildings to reduce heat, manage stormwater, and improve resilience to natural hazards.

*Resilience Hubs.* As part of policy development for the new Infrastructure and Capital Facilities Element, continue to prioritize capital improvements and maintenance of public facilities as resilience hubs.

### ***Infrastructure, Facilities, and Services***

*Equitable Distribution of Community Facilities.* Plan for the sufficient and equitable distribution of libraries, recreation centers, resilience hubs, and other community facilities across all Oakland neighborhoods through the new Infrastructure and Capital Facilities Element, which will be developed as part of Phase 2 of the GPU.

*Neighborhood Maintenance and Cleanliness.* Continue to implement Environmental Justice Element policies that address illegal dumping and improve neighborhood cleanliness and maintenance particularly in East and West Oakland Explore other options and potential funding mechanisms as part of the Infrastructure and Capital Facilities Element.

### ***Environmental Issues***

*Noise and Air Quality Impacts.* Continue to implement EJ Element policies designed to reduce pollution, mitigate impacts of pollution on existing land uses, and eliminate associated health burdens (see all EJ policies and actions under Goal EJ-1 in the Environmental Justice Element). Develop similar measures to mitigate noise impacts (e.g., project design features, compliance with the City's Noise Ordinance, coordination with relevant agencies, etc.) as part of the Noise Element update.

*Remediation.* Continue to require that contaminated sites proposed for redevelopment be properly remediated.

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## **RELATED PLANNING EFFORTS**

### ***Oakland Strategic Plan***

This agenda item supports the Strategic Priority coordinated through the Chief Administrator's Office to Foster Cross-Departmental Collaboration. Specifically, this item relates to the implementation of the following task:

Create a cross-departmental team of Community Engagement & Digital Communications Leads to coordinate each department's engagement efforts, ensuring a unified voice in digital platforms, public engagements, and overall messaging.

The GPU project continues to provide consistent messaging in its public engagement efforts and the Planning and Building team collaborates extensively with the Digital Communications leads and the Public Information Officer when planning outreach and engagement efforts. KTOP also continues to play a vital role in the production and publishing of our digital communications and media assets in addition to live-streaming public meetings.

### ***Equitable Climate Action Plan***

The GPU team continues to collaborate and coordinate its policies such that they align and do not conflict with the Equitable Climate Action Plan. Some ECAP actions are ones that have already been implemented and are part of the everyday operations of Planning and Building staff while others require longer lead times to successfully implement. The strategies described in the Draft Framework will lead to policies and programs that are consistent with the following actions:

TLU-1 Align All Planning Policies & Regulations with ECAP Goals & Priorities.

*The GPU team referenced the ECAP when beginning the GPU project in 2021 knowing that it should not conflict with the adopted ECAP*

TLU-2 Align Permit and Project Approvals with ECAP Priorities

*PBD staff continue to require, review, and only approve development projects whose designs and programs align with ECAP priorities*

TLU-3 Take Action to Reduce and Prevent Displacement of Residents & Businesses

*The 2023-2031 Housing Element, adopted in 2023 includes several policies to reduce and prevent displacement of residents and the Draft Framework presents strategies to support small and local businesses, as well as expanding workforce participation whose policies and programs will be further refined in the LUTE.*

TLU-9 Ensure Equitable and Clean New Mobility

*The Draft Framework through development of policies and programs in the LUTE will propose strategies that support mobility options that reduce VMT and improving mode share travel such as greenways and increasing density along transit corridors to encourage mixed-use neighborhoods.*

A-3 Fund & Implement Citywide Vulnerability Assessment & Comprehensive Adaptation Plan

*Updated as part of GPU Phase 1, the Safety Element included a Climate Change Vulnerability Assessment that implements this ECAP action as well as a mitigation action in the 2021-2026 Local Hazard Mitigation Plan.*

A-6 Expand and Protect Green Infrastructure & Biodiversity

*A key strategy in the Parks and Open Space topic is the introduction of greenways, whereby the OSCAR Element would include policies to set specific development standards, design guidelines, and easement incentives appropriate to acknowledging and supporting green infrastructure near creeks and flood plain ecologies.*

CR-2 Expand and Protect Tree Canopy Coverage

*A key strategy in the Parks and Open Space topic is the introduction of greenways, whereby the OSCAR Element would include policies on urban greening and tree canopy improvements along greenways and in public plazas in accordance with the Urban Forest Plan.*

### ***Economic Development Action Plan***

The GPU team continues to collaborate extensively with the Economic and Workforce Development Department (EWDD) to ensure alignment with the Economic Development Action Plan, particularly Goal 1: Attract and Grow Key Sectors and Goal 4: Invest in Places. The Draft Framework is a forward looking document that will lead to policies supporting EWDD's work to attract and grow key industries by identifying zoning and land use strategies that respond to evolving business needs, including technology, research, and high connectivity infrastructure. In addition, the Draft Framework supports place based economic development by identifying opportunities for catalytic development, improved public spaces, and strengthened business corridors. These efforts reinforce EWDD's Goal 4 focus on creating clean, safe, active, and functional commercial districts that attract investment, reduce vacancies, and support small businesses without displacing long standing residents or institutions. Finally, the Draft Framework's strategies to uplift the role of arts and culture such as exploring incentives or requirements for incorporation of spaces for arts, culture, and history in new development and public facilities aligns with Goal 5, Support Oakland's Artistic, Cultural, and Social activities which calls on investing in the infrastructure, programming, and policy frameworks that sustain artists, cultural organizations, and creative businesses.

The Planning and Building Department will continue partnering with EWDD and other City departments through the new Infrastructure and Capital Facilities Element to help guide infrastructure planning, support mixed use districts, and coordinate public and private investment in ways that enhance walkability, corridor safety, and overall economic vitality.

### **FISCAL IMPACT**

This report is for informational purposes only and does not have a direct fiscal impact or cost. It is intended to solicit guidance from the City Council.

## **PUBLIC OUTREACH / INTEREST**

### ***Community Engagement***

The GPU process is guided by a comprehensive, collaborative, accessible, inclusive, and equity-driven public engagement approach that focuses on engaging communities historically underrepresented and excluded from traditional planning processes—who are often the most negatively impacted by City policies—while also being inclusive of the City as a whole. Outreach for the General Plan Update to date in GPU Phase 2 has included over 100 community meetings, town halls, neighborhood workshops, focused discussion groups and deep listening sessions, stakeholder interviews, feedback sessions with Oakland High School students on their capstone projects, 15 walking tours led by either community groups, neighborhood councils or city commissions, pop-up outreach events conducted throughout Oakland, as well as three Citywide online surveys. A summary of GPU Phase 2 community engagement events is available on the City’s website at [this link](#).

For GPU Phase 2, the City continues to pursue multiple avenues for community engagement, which align with the goals and principles stated in the GPU [Vision and Guiding Principles](#) and the [Phase 2 Community Engagement Plan](#). The themes guiding GPU Phase 2 outreach are drawn from priorities shared by residents through feedback gathered during GPU Phase 1 and during initial outreach for Phase 2 completed in late 2025. These themes are:

- Complete, walkable neighborhoods
- Clean streets and responsive services
- Safe transportation for all modes (walking, bicycling, public transit, driving, etc.)
- Housing for all
- Equitable parks access
- Inclusive economic growth
- Cleaner industrial lands
- Safety and climate resiliency
- Special areas and corridors

To reach a diverse cross-section of City residents, stakeholders, and regional partners, staff established the General Plan Advisory Committee (GPAC). The GPAC is made up of three groups, the Technical Advisory Subcommittee (TAS), the [Community Advisory Subcommittee](#) (CAS), and Ex-Officio Members. The TAS consists of regional and local agencies, such as BART and Alameda County Department of Public Health. The CAS consists of Oakland residents selected through an application process. Members of the CAS reflect the diversity of Oaklanders’ identities and experiences, with a focus on underrepresented perspectives. The Ex-Officio Members of the GPAC include representatives from City of Oakland boards and commissions and representatives of neighboring jurisdictions with land use authority. Based on feedback received from participants in the GPU Phase 1 Equity Working Group (EWG), the GPAC was restructured for GPU Phase 2 to provide more opportunities for collaboration and conversation between members of the TAS, CAS, and the Ex-Officio Members.

The City is also reaching historically underrepresented communities through ongoing collaboration with the Deeply Rooted Collaborative. The Deeply Rooted Collaborative is a partnership of community-based organizations with deep ties with the community and years of experience supporting Oakland's low-income communities of color. The Deeply Rooted Collaborative is serving as the community engagement consultant for Phase 2 of the GPU process, continuing work begun in Phase 1. Organizations in the Deeply Rooted Collaborative include Urban Strategies Council (USC), Eastside Arts Alliance (ESAA), Black Cultural Zone (BCZ), Block by Block Organizing Network (BBBON), Oakland Asian Cultural Center (OACC), Malonga Arts Residents Association (MARA), Black Arts Movement Business District (BAMBDC), Deep Waters Dance Theater, Frontline Catalysts, and The Village.

In addition to the focused outreach strategies described above, the City is committed to creating engagement opportunities that reach all Oaklanders. Through town halls, pop-ups at community events, a multifaceted advertisement strategy that includes ad placements on AC Transit buses, video streaming platforms, digital kiosks, and surveys, the City is getting the word out to the larger Oakland community about the GPU process and inviting widespread engagement. A list of planned community engagement activities can be found on the City's [Phase 2 Community Engagement webpage](#). The list of engagement activities included on the webpage will be updated regularly as new events are planned.

During the public review period from March 9 to April 30, staff presented to 10 city boards and commissions and convened four Council district workshops. Staff is presently tabulating more than 800 comments received through the Konveio platform, an interactive web-based tool designed for public review of large documents, along with over 50 emails and comment letters from Oakland residents and stakeholders, and feedback from boards and commission meetings, council district workshops, and community events.

Staff have noted several major themes that have emerged during this public engagement period which include:

- Need for protected bicycle lanes, maintaining roadways, and improving accessibility and efficiency of public transit
- Planting more trees and creating strict standards for planting native species
- Addressing Illegal dumping and overall cleanliness
- Improving maintenance of parks and public facilities, such as libraries and recreation centers
- Addressing homelessness and prioritizing strategies that support unhoused residents
- Increasing equitable access to natural spaces and parks, as well as public gathering spaces, like libraries and plazas, especially third spaces for youth
- Prioritization of affordable housing using public lands policies with robust tenant protections and anti-displacement measures
- Supporting small businesses and local entrepreneurs with technical and financial resources, as well as through vibrant commercial streets with active storefronts
- Uplifting the role of the Port of Oakland as an economic driver and creating a comprehensive and consistent policy for goods movement

- Supporting existing businesses across commercial and industrial sectors with appropriate land use designations, zoning, and truck routes
- Creating a comprehensive vision for transit service with service goals
- Concerns about increased density and investment accelerating gentrification and displacement patterns
- Confirmation in the City's ability to incorporate and implement community concerns and priorities
- Planning for climate change impacts (increased urban heat, sea level rise, etc.)
- Prioritizing strategies that support arts and culture through technical and financial resources, as well as space for creatives and events
- Creating more investment in resources and prioritization of improvements, including new parks and greenways, in East Oakland

Staff will evaluate the feedback for alignment with the General Plan vision and guiding principles and with state and regional requirements and initiatives to draft the LUTE, Noise, OSCAR, and Infrastructure and Capital Facilities Elements. Staff will release drafts of each Element for public review in Fall 2026. Given the density of these documents, public review will last several months. Staff will use resident and stakeholder feedback to refine the Elements and take them to City Council for adoption in Summer 2027.

Staff have prepared a preliminary summary of the community feedback in ***Attachment B, Summary of Community Engagement and Feedback on Draft Land Use Framework***. It includes a summary of the online comments on the Draft Framework, as well as a table summarizing feedback from events, emails, and comment letters.

## **COORDINATION**

As with all products developed or updated as part of the GPU process, creation of the Draft Framework was a multi-departmental and multi-stakeholder effort. The Planning and Building Department collaborated closely with key City partners—the City Administrator Office (Sustainability and Resilience Division), Department of Race and Equity, Office of the City Attorney, Department of Transportation, Economic & Workforce Development Department, Public Works Department, Housing and Community Development Department, Public Library, and Parks, Recreation and Youth Development Department—to develop and review content in the Draft Framework. Many of the same departments have also actively participated in community engagement activities such as neighborhood walking tours, pop up events, and in person and virtual town halls.

This report has been reviewed by the Office of the City Attorney.

## **RACE AND EQUITY**

The City has an explicit and comprehensive policy of intentionally integrating equity across all its General Plan elements. This approach is fundamental to the City's vision and guiding principles,

aiming to create a "fair and just" city that achieves equitable opportunities for all people and communities.

All outputs developed as part of the GPU process are accompanied by a racial equity impact analysis (REIA) to ensure that the risks and negative impacts to the City's most vulnerable communities are mitigated.

A Racial Equity Impact Analysis analyzed each of the Phase 1 Element updates to support the development of equitable policies that are concrete, data-driven, outcome oriented, and problem-solving. The Phase 2 element updates will also be accompanied by a REIA to help ensure that policies, programs, and actions will prioritize historically marginalized communities and maximize equitable outcomes. For more information on how the City is approaching equity in the General Plan Update, see the [Environmental Justice and Racial Equity Baseline](#) report developed as part of GPU Phase 1 and the [Racial Equity Impact Analysis](#) (REIA) developed as part of the Options Report. Considerations from the REIA in the Options Report have been integrated into the Draft Framework strategies. Finally, as in Phase 1, a REIA will also be completed for the Phase 2 elements.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That City Council Conduct A Study Session to (1) Receive An Informational Presentation And Report On The Draft Land Use Framework Developed As Part Of The General Plan Update Phase 2 Process; And (2) Receive Public Comments; And (3) Provide Feedback To Staff On The Draft Land Use Framework.

For questions regarding this report, please contact Daniel Findley and Khalilha Haynes, Acting Planners IV at (510) 238-3981 or (510) 238-6551.

Respectfully submitted,



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Attachments (2):

A: Draft Land Use Framework

B: Summary of Community Engagement and Feedback on Draft Land Use Framework