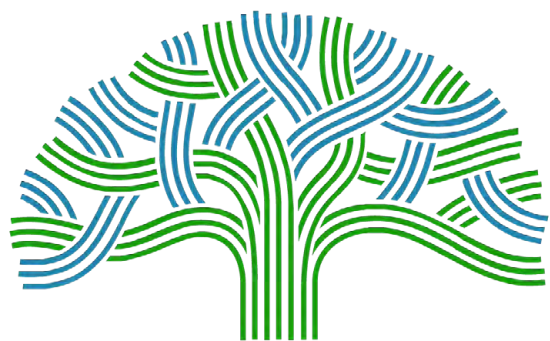


Oakland For All

Draft Land Use Framework

March 2026



**OAKLAND
GENERAL PLAN**

Creating Tomorrow, Together



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Honoring Oakland's Indigenous History

The City of Oakland recognizes that Oakland was founded on the unceded land of the Chochoeny-speaking, Ohlone Indigenous group, the Lisjan, who were the original stewards of this land, which was once part of the larger Huichin territory. We acknowledge and condemn the atrocities that were committed against them and other indigenous peoples in California. The Lisjan people continue to inhabit their ancestral homeland, having survived centuries of genocide and colonization. We acknowledge the Confederated Villages of Lisjan and Sogorea Te' Land Trust, who are working to return land back to Indigenous stewardship.

The City of Oakland recognizes that a land acknowledgment is only meaningful when coupled with authentic relationships and informed actions that cultivate a mutually beneficial dialogue with indigenous communities and with the people that have been harmed by racism and colonialism. We commit to continue working with Indigenous leaders and groups in our efforts to build an inclusive, equitable Oakland.

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EXECUTIVE SUMMARY

1. Executive Summary

PURPOSE AND CONTEXT

The City of Oakland is updating its General Plan (General Plan Update or GPU), which is a high-level policy document that guides City decisions made about land use, transportation, open space, environmental resources, environmental justice, and other topics related to growth, change, and conservation. The General Plan includes goals that will advance the City's long-term stabilization and growth objectives, as well as policies and actions to achieve the community's overall vision for the City of Oakland. Advancing racial equity by establishing more just policies related to land uses, parks and open space, and transportation is a core goal of the GPU overall. Policies to address inequitable environmental burdens, improve neighborhood stability and vitality, and increase access to resources will be explored in the upcoming Element development stage of the GPU. California law requires every county or City to adopt a general plan addressing a range of topics, called "elements." These include:

- Land use (where residential, commercial, and industrial uses are located)
- Transportation (including transit, pedestrian and bicycle movement, and vehicle circulation)
- Housing (producing, preserving, and protecting Oakland's housing supply to provide quality housing for all) – read [Oakland's 6th Cycle Housing Element](#), adopted 2023
- Environmental Justice (ensuring all communities equitably share the benefits of a healthy environment) – read [Oakland's Environmental Justice Element](#), adopted 2023
- Conservation (protecting nature)

- Parks and Open Space (creating and maintaining high-quality, accessible, and enjoyable natural resources and recreation facilities across Oakland)
- Noise (mitigating noise impacts from various sources)
- Safety (related to natural or human-caused hazards) – read [Oakland's Safety Element](#), adopted 2023

City decisions related to development approvals, locations of new parks and open spaces, transportation investments, and infrastructure planning must be consistent with the General Plan. The General Plan is therefore sometimes referred to as a City's "blueprint" for achieving the community's vision for the future.

A comprehensive update to key elements of the General Plan is a unique opportunity for Oakland to envision its collective future and collaborate to draw a path to reach that vision. The City of Oakland's current General Plan has not been comprehensively updated since the 1990s. The goal of this General Plan Update is to create a plan that will help guide the City in its decision-making for the next 20 years. The GPU will reflect current challenges and opportunities, changes in State law and City policy, community priorities such as creating more affordable housing and walkable communities, and a focus on planning through a climate change and environmental justice lens.

Because of State law timing requirements, the [GPU](#) is split into two phases:

GPU Phase 1 - included updates to the Housing and Safety Elements, and creation of a new Environmental Justice Element. These documents, [available here](#), were adopted by the City Council in 2023.

GPU Phase 2 - includes updates to additional General Plan elements covering topics including land use, transportation, open space, conservation, recreation, public facilities and infrastructure, and noise.



ROLE OF THE DRAFT FRAMEWORK

The Draft Land Use Framework ('Draft Framework') is a strategic document that connects the community's vision for the future of Oakland with upcoming updates to General Plan elements covering topics including land use, transportation, parks and open space, and public facilities and infrastructure. The Draft Framework lays out a big-picture vision for how the city should grow and change over the next 20 years. While the Draft Framework itself will not be an adopted document, it will help shape the specific goals, policies, and actions that will follow.

The Draft Framework's central organizing vision is for a 'city of neighborhoods' in Oakland — where every part of Oakland has walkable centers with homes, jobs (or connections to major



jobs centers), shops, parks, and transit nearby — reflects what the community has shared over several years and is consistent with the City’s recently adopted plans for housing, safety, and environmental justice. It also considers state housing requirements and a focus on fairness, equity, and inclusion.

Under the Draft Framework, Oakland could accommodate about 92,000 new homes, 109,000 new jobs, and other projects that benefit the community over the next 20 years, mostly by building on vacant or underused land. These estimates help the City plan for infrastructure and study environmental impacts, but they represent theoretical capacity rather than guaranteed development.

VISION, GUIDING PRINCIPLES, AND EQUITY FRAMEWORK

The General Plan Update is guided by five core ideas: making sure people have homes and feel healthy and safe; honoring Oakland’s many cultures and identities; supporting good jobs and economic opportunities; better connecting neighborhoods; and ensuring that all communities can access essential services and resources.

Through community outreach, residents emphasized priorities such as walkable neighborhoods, clean and well-cared-for public spaces, safe and accessible transportation, affordable housing, protections against displacement, fair access to parks, inclusive economic growth, cleaner industrial areas, and preparation for climate impacts. Environmental justice is central to the Draft Framework, with particular attention to long-standing inequities in East and West Oakland

Overall, the Draft Framework aims to make land use decisions that promote racial equity, reduce exposure to pollution and other environmental harms, and expand access to opportunity in neighborhoods that have historically received less investment.

LAND USE STRATEGY AND URBAN FORM

The Draft Framework guides growth by focusing on key places across the city, including neighborhood centers, major activity areas, community corridors, areas near transit, technology and research districts, and a connected network of greenways and parks.

Neighborhood Centers are small, walkable hubs where people can easily reach everyday needs like grocery stores, cafés, services, housing, and transit. The Draft Framework builds on 21 existing centers and proposes six new ones in areas that are currently underserved. These centers allow more homes near the center, with a gradual transition to lower-density neighborhoods nearby.

Major Centers—such as Downtown, San Antonio, Fruitvale, and the Coliseum area—are planned as higher-density areas with a mix of housing, jobs, and services. Downtown remains Oakland’s main business and civic center.

The Draft Framework also introduces **two Technology and Research (T&R)** districts, one in Upper West Oakland and one near the Coliseum. These areas are intended to update older industrial land and support jobs in fields like life sciences, green technology, advanced manufacturing, and creative industries, while reducing conflicts with nearby neighborhoods and limiting heavy industrial impacts.

Housing types range from lower-density areas in the hills to higher-density housing along major streets and near transit. The highest densities are planned in Downtown, consistent with the Downtown Oakland Specific Plan, followed by areas around transit stops. Affordable housing projects may be allowed to build more homes in these areas under state bonus programs.

HOUSING AND ANTI-DISPLACEMENT STRATEGY

The Draft Framework builds on Oakland’s 2023 Housing Element by focusing on creating more affordable housing, protecting existing affordable homes, and strengthening tenant protections. Key strategies include encouraging new housing near transit and supporting community land trusts and cooperative housing.

Preventing displacement is a major priority so that current residents can benefit from new investment. The Draft Framework highlights tools such as encouraging affordable housing near transit, protections against unfair evictions, tracking displacement risks, and using publicly owned land to support affordable housing.

TRANSPORTATION AND MOBILITY

Oakland's transportation system includes eight BART stations, Amtrak service, bus service from AC Transit, regional highways, San Francisco Bay Ferry service, the Port of Oakland, and Oakland International Airport. Oakland's compact layout makes it easier to walk and bike, but today about 72 percent of trips are still made by car.

The Draft Framework supports a transportation system that gives people more choices through expanded alternatives to using a car. Key ideas include creating a citywide network of greenways, making it easier to get to transit from nearby neighborhoods, encouraging more housing near transit, and coordinating with regional efforts like Link21 and the possible transformation of the I-980 corridor.

Improving street safety, increasing bus service, expanding walking and biking infrastructure, and improving access to the shoreline are also important parts of the plan. Overall, the Draft Framework aims to reduce reliance on driving and make walking, biking, and transit easier and more common.

PARKS, OPEN SPACE, AND ENVIRONMENTAL SYSTEMS

Oakland has more than 3,800 acres of parks, but many of these are in the hills, while neighborhoods in the flatlands have fewer nearby, high-quality parks. The Draft Framework focuses on fair and equitable investment in parks and seeks to achieve a goal where every neighborhood is within a half-mile walk of a park or public open space.

Key strategies include adding new neighborhood parks in areas where the city is growing, expanding access to the shoreline, restoring creeks, planting more trees, and setting consistent standards for park maintenance, access, and acreage goals across the city.

The Draft Framework also uses natural solutions, like green infrastructure and shoreline improvements, to help protect communities from sea-level rise, flooding, extreme heat, and other climate-related risks.

ECONOMIC DEVELOPMENT, CULTURE, AND COMMUNITY FACILITIES

The Draft Framework links land use with job training, economic development, and other strategies. It supports pathways to good jobs, especially in technology and research areas, along with help for small businesses, flexible retail spaces, and programs that support local entrepreneurs.

Cultural districts and arts programming are integrated into neighborhood centers to preserve Oakland's unique identity. The Draft Framework encourages public art, cultural spaces, and partnerships with Indigenous tribes for land stewardship and cultural recognition.

Future planning for public facilities will focus on fair access to libraries, recreation centers, and community resilience hubs across all neighborhoods.

CLIMATE RESILIENCE AND ENVIRONMENTAL JUSTICE

The Draft Framework aligns with Oakland's Equitable Climate Action Plan by encouraging growth in walkable areas, reducing car travel, supporting cleaner industrial practices, and reducing air and noise pollution. Neighborhoods most affected by pollution and climate risks are prioritized for green infrastructure and environmental improvements.

The Draft Framework also promotes better separation between homes and heavy industry, while supporting the transition to cleaner, lower-impact industrial uses.

IMPLEMENTATION AND NEXT STEPS

The Draft Framework will be shared with the community to gather feedback. The Oakland Planning Commission and the Oakland City Council will review and refine it. Once finalized, the Draft Framework will guide the development of more detailed policies in the City's land use, transportation, parks, noise, and public facilities plans. These updates will include environmental review and additional public hearings before any plans are officially adopted.



02

INTRODUCTION

2. Introduction

PURPOSE AND PROCESS

The Oakland Draft Land Use Framework ('Draft Framework') establishes the overall direction for Phase 2 of the General Plan Update, informing the development of detailed policies in the Land Use and Transportation Element (LUTE) and the Open Space, Conservation, and Recreation (OSCAR) Element updates. It advances a vision of a "city of neighborhoods," emphasizing walkable, mixed-use hubs that bring housing, services, amenities, transit access, and community life together in key locations across Oakland.

The Draft Framework serves as a "bridge" between current land use and open space policies, the most favored options for how the City should grow, and the forthcoming General Plan Update of the LUTE and OSCAR Elements. It aims to provide a shared foundation for community members, City staff, stakeholders, and decision-makers to understand and refine the City's big-picture land use strategies. Intentionally short, the document focuses on high-level strategies and illustrative diagrams to support subsequent development of detailed policies.

While the Draft Framework itself will not be adopted, decision-maker review and feedback will guide preparation of the LUTE and OSCAR Elements. The public comment period runs from March 9 through April 23, 2026, and input will focus on refining key strategies, proposed land uses, densities and intensities, and the locations of transit corridors and neighborhood centers.

The Draft Framework is informed by input gathered from a full scope of engagement activities, building upon prior stages of the General Plan Update process. In July 2025, the City released the [Options for How We Stabilize and Grow Report \(Options Report\)](#), which included three land use options for future development. The Options Report explored big-picture ideas for how Oakland could stabilize—invest in the wellbeing of current residents and prevent displacement—and grow over the next 20 years, and graphically depicted where new homes, jobs, parks, and transportation might go. It included summary

background on past and current planning efforts, key data about the City's future, and several big-picture options for what growth might look like.

The Options Report was shared with the Oakland community through a wide range of engagement events, including community meetings, workshops, and a citywide survey. It was also presented to decision-makers for input. State laws and regional priorities relating to transportation, housing, and environmental justice also informed the strategies presented in the Draft Framework. Key priorities identified through engagement to date include: improving mobility; celebrating community identities; increasing access to economic opportunity; protecting housing and preventing displacement; maintaining existing resources; activating underutilized public spaces; and implementing traffic safety improvements. Feedback also focused on the importance of centering accessibility, inclusion, and transparency in the planning process. Some of these community priorities do not translate into the types of land use strategies that are the focus of the Draft Framework and are therefore not discussed in detail in this document. However, these priorities will be explored in future stages of the General Plan Update. For a full community engagement summary for the period of September 2024–November 2025, please review the Oakland General Plan Update Community Engagement Summary Report, [available here](#).

PROJECT BACKGROUND

The City of Oakland is updating its General Plan (General Plan Update or GPU), which is a high-level policy document that guides City decisions made about land use, transportation, open space, environmental resources, environmental justice, and other topics related to growth, change, and conservation. The General Plan includes goals that will advance the City's long-term stabilization and growth objectives, as well as policies and actions to achieve the community's overall vision for the City of Oakland. Advancing racial equity by establishing more just policies related to land uses, parks and open space, and transportation is a core goal of the GPU overall and the LUTE and OSCAR specifically. Policies to address inequitable environmental burdens, improve neighborhood stability and





Photo: Greg Linhares, City of Oakland

vitality, and increase access to resources will be explored in the upcoming Element development stage of the GPU. California law requires every county or City to adopt a general plan addressing a range of topics, called “elements.” These include:

- Land use (where residential, commercial, and industrial uses are located)
- Transportation (including transit, pedestrian and bicycle movement, and vehicle circulation)
- Housing (producing, preserving, and protecting Oakland’s housing supply to provide quality housing for all) – [read Oakland’s 6th Cycle Housing Element](#), adopted 2023

- Environmental Justice (ensuring all communities equitably share the benefits of a healthy environment) – [read Oakland’s Environmental Justice Element](#), adopted 2023
- Conservation (protecting nature)
- Parks and Open Space (creating and maintaining high-quality, accessible, and enjoyable natural resources and recreation facilities across Oakland)
- Noise (mitigating noise impacts from industrial activities and traffic)
- Safety (related to natural or human-caused hazards) – [read Oakland’s Safety Element](#), adopted 2023

City decisions related to development approvals, locations of new parks and open spaces, transportation investments, and infrastructure planning must be consistent with the General Plan. The General Plan is therefore sometimes referred to as a City’s “blueprint” for achieving the community’s vision for the future.

A comprehensive update to key elements of the General Plan is a unique opportunity for Oakland to envision its collective future and collaborate to draw a path to reach that vision. The City of Oakland’s current General Plan consists of nine separate elements, many of which have not been comprehensively updated since the 1990s. The goal of this General Plan Update is to create a new plan that will help guide the City in its decision-making for the next 20 years. The GPU will reflect current challenges and opportunities, changes in State law and City policy, community priorities such as creating more affordable housing and walkable communities, and a focus on planning through a climate change and environmental justice lens.

Through the GPU, the City of Oakland aims to create neighborhoods that are easy to navigate and are great places to live. To achieve this vision, the City is committed to intentionally and comprehensively integrating policies that advance equity. Achieving this vision will mean that all people can:

- Easily access essential resources, such as healthy food, quality jobs, well-maintained parks and public spaces, libraries, and community and cultural facilities, regardless of income, race, age, ability, or neighborhood, with particular attention to communities that have historically experienced disinvestment.
- Live in communities that are free of pollution and environmental burdens, including exposure to poor air quality, excessive noise, illegal dumping, and other health hazards, with priority given to protecting vulnerable populations and remedying existing impacts in overburdened neighborhoods; and
- Have access to safe and reliable public transportation, including frequent service and accessible facilities, that connects residents to jobs, schools, healthcare, cultural centers, and essential services.

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](#) developed as part of the Options Report in GPU Phase 2. Considerations from the Racial Equity Impact Analysis in the Options Report have been integrated into the Draft Framework strategies.

COMMUNITY ENGAGEMENT

Community engagement is at the heart of Oakland’s GPU process. Community voices are central to every step of this process – from setting a shared vision to creating policies that reflect the needs, values, and priorities of all Oaklanders. Participating in the GPU process is one of the most effective ways for the community to inform the City and its planning team on how Oakland should change, grow, or invest in existing communities.



The GPU process has included substantial outreach to community members and stakeholders using many different methods. The City has dedicated resources to engaging communities that have historically been underrepresented and excluded from traditional planning processes, and who have been most negatively impacted by City policies. Outreach during GPU Phase 1 and to date in GPU Phase 2 has included over 100 community meetings, town halls, neighborhood workshops, focused discussion groups, stakeholder interviews, and pop-up outreach events conducted across Oakland, as well as three Citywide online surveys. A summary of community engagement events is available on the City's website at this [link](#).

GENERAL PLAN VISION AND GUIDING PRINCIPLES

As part of Phase 1 of the GPU process, Vision and Guiding Principles were developed, collecting and synthesizing the priorities of the community in their own voices. These guiding principles will serve as the foundation for Phase 2 of the General Plan Update:

- We are housed, healthy, and safe.
- We see ourselves reflected in Oakland.
- We support meaningful opportunities for residents and businesses to prosper and contribute.
- We are inter-connected.
- We are rooted in Oakland and all neighborhoods have what we need to grow.

The full Vision and Guiding Principles document is available on the City's website at this [link](#).

COMMUNITY PRIORITIES

Community priorities for the GPU were identified through the robust community engagement process the City, with the support of community partners, has undertaken over the last five years to reach residents, stakeholders, regional agencies, and local decision makers.

Community priorities include:

- **Complete, Walkable Neighborhoods.** Community members across the city described a vision where Oakland's neighborhoods have the resources they need to thrive—including fresh food, health care, jobs, affordable and high-quality housing, arts and entertainment, retail, financial institutions, schools, libraries, parks, and community gathering spaces—within a short walk, bike, roll, or transit ride from home. A well-maintained network of streets, bike lanes, and intersections will be essential for

achieving this vision. Residents also called for strategies to promote wealth-building through local entrepreneurship, supporting existing businesses, and emphasizing the importance of local neighborhood identities.

- **Maintenance, Clean Public Spaces, and Responsive Services.** Throughout the outreach process, many residents called for cleaner streets and public spaces and more responsive City services, such as police, fire, and public works, especially in historically disinvested areas. Many community members viewed regular maintenance and access to services, including permanent supportive housing, as essential components of promoting community safety and well-being.
- **Safe, Accessible Transportation for All Modes.** Community members want to make it easier to get to key destinations without a car, which will improve public health and safety, advance greenhouse gas and air pollution reductions, and support more equitable access to opportunity. Community engagement identified the transportation network as fragmented, unsafe, and often inaccessible, citing sidewalks and roads in poor condition, missing or substandard curb ramps, unsafe crossings, inconsistent traffic enforcement, and transit stops that are not well aligned with housing and daily destinations. Traffic congestion, particularly along truck routes and near schools, as well as noise and air pollution from rail infrastructure were also raised as concerns. Recommended strategies include slow streets, improved bike and pedestrian networks focused on both quality and reach of the network, more frequent and expanded transit service, transit-oriented development, and greenways that connect parks and open space. While the General Plan cannot address all operational issues directly, it can establish policies that prioritize accessibility in the public right-of-way, improve conditions for people with disabilities and others with mobility needs, ease the transition away from overreliance on private vehicles, and align increased density with transportation investments that support safe, accessible walking, biking, and transit.

- **Housing for All.** Oaklanders stressed the need for affordable and accessible housing for all income levels, particularly very low-income families, seniors, and the unhoused. Other recurring concerns include fear of displacement and gentrification as Oakland plans for increased housing and density. Residents emphasized the importance of keeping current residents in their neighborhoods and called for stronger anti-displacement strategies, including tenant protections, rent control, home repair grants, and right-to-return policies. The [City's 6th Cycle Housing Element](#), adopted in 2023, outlines policies that align with these priorities. While the current Housing Element applies to a shorter time frame (2023-2031) than the GPU Phase 2 Elements and will be amended again in the near future, it establishes long-term priorities that the LUTE will support and carry forward.
- **Equitable Parks Access and Maintenance.** Priorities include improved park safety, quality and maintenance. Community members want 10-minute walking access to high-quality parks and open space, and safe and connected routes to get there. The Environmental Justice Element also directs prioritization of new parks in underserved communities, with a focus on ensuring no displacement occurs. Residents also stressed the need to invest more in the maintenance of existing parks.
- **Inclusive Economic Growth.** Access to living wage jobs, especially for historically excluded groups, is a core concern. Community members expressed particular interest in climate-positive economic opportunities (i.e., green jobs), preservation of local businesses and commercial centers, establishing training partnerships to connect OUSD students to local professionals, and job growth that goes hand in hand with community development (i.e., workforce training programs, housing development, and affordable options for child and elder care). Some of the top industries that the community would like to see grow in Oakland include healthcare and education, technology, creative industries, and retail/hospitality.
- **Cleaner Industrial Lands.** An important theme that emerged from working group conversations during GPU Phase 1 was the need to envision a cleaner and greener future for Oakland's industrial lands. The Port and other

industrial areas serve a critical economic function in the City and the region, but they have historically been sources of pollution and noise that predominantly burden Oakland's formerly redlined communities of color. Community members called for modernizing Oakland's industrial areas to support cleaner industries and better buffer neighboring residential areas from industrial noise, pollution, and traffic.

- **Safety and Climate Resiliency.** When asked about resiliency from the impacts of climate change, community members expressed support for green infrastructure, improved and expanded tree canopy, and community-based planning to address threats from sea level rise, floods, fires, and heat. Oakland's Safety Element, adopted in GPU Phase 1, includes policies aligned with these priorities and serves as a central reference point for the City's efforts to address safety and climate change issues, including earthquakes, floods, fires, toxic waste, and other hazards. The new Infrastructure and Capital Facilities Element, which will be developed as part of GPU Phase 2, will explore policies related to city-run resilience hubs that can serve as local resources in case of emergency.
- **Arts and Culture.** Oakland is a hub for artists and cultural workers and boasts one of the largest populations of artists on the West Coast. Community members emphasized that arts and culture play a central role in community identity, expressed through visible markers of pride such as public art, gathering spaces, and the distinct look and feel of neighborhoods. Incorporating spaces for arts and culture into Oakland's neighborhoods—including cultural districts, cultural centers, public art, and spaces for artists to live/work—is an important community priority. Investment in arts and culture is not only for beautification and tourism, but a way to uplift local stories, preserve the authentic character that distinguishes Oakland, and foster belonging. Murals, mosaics, and other forms of public art were described as tools for representation, healing, and storytelling. Additionally, community members expressed interest in seeing the General Plan uplift the role of arts and culture in creating strong social bonds and civic participation that will be necessary for equitable implementation of General Plan policies.

- **Special Areas and Corridors.** Community-led plans in East Oakland have identified Hegenberger Road, the Eastmont Town Center, the Black Cultural Zone, and existing corridors as areas where revitalization could better support community-identified needs, such as pedestrian-friendly streetscapes, affordable housing, food retail, and culturally vibrant gathering places. GPU Phase 2 will also continue to focus on improvements recommended in the East Oakland Neighborhoods Initiative (EONI) and the future East Oakland Community Emissions Reduction Plan, once adopted.



03

Overall Strategy

Land Use Diagram

Potential Development

DRAFT LAND USE FRAMEWORK KEY STRATEGIES

3. Draft Land Use Framework Key Strategies

This Draft Framework reflects key land use, transportation, and open space strategies that will guide more specific policy development of the LUTE and OSCAR General Plan Elements, described in more detail in following sections. The Draft Framework includes land use designations shown on the Land Use Diagram, along with an accompanying map that shows where densities vary within one land use category. Together, these tools help depict the City's potential long-term development pattern and overall buildout that could result if the updated LUTE and OSCAR General Plan Elements are fully implemented. Other important strategies that do not apply to specific locations or land use designations, such as citywide programs or policy approaches, are described in the "Other Key Strategies" section.

The Draft Framework is based on several key assumptions. It assumes development will occur on sites identified in Oakland's 6th Cycle [2023-2031 Housing Element](#), which establishes the City's housing goals, policies, and action plan. It also assumes that outside of the major changes proposed within this document that development will proceed consistent with previously approved specific and area plans, including Downtown, Lake Merritt Station Area, Coliseum Area, Central Estuary, West Oakland, and Broadway/Valdez.

OVERALL STRATEGY

CITY OF NEIGHBORHOODS

The Draft Framework focuses on fostering a "city of neighborhoods," walkable, mixed-use hubs that are designed to bring housing, services, amenities, transit access, and community life together in key locations across the city. The Draft Framework supports neighborhoods connected by lively and culturally vibrant pedestrian/bike/transit-friendly corridors, transit-supportive development, a connected open space and greenway system with expanded community shoreline access, strategies to promote technology and research hubs, and reduced industrial and residential conflicts. Priorities include increased housing possibilities, job growth that supports the local economy and the community, and equitable growth. This approach is informed by community feedback on the options proposed in Oakland for All: Options for How We Stabilize and Grow, bringing together the most popular ideas from all the strategies presented. For more detail on the Options Report, including the Options Survey results, visit this [link](#).

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** 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 or roll from home. The locations of proposed centers















were chosen to either build on existing commercial centers and main streets, 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 a unique local character and identity, key amenities include:

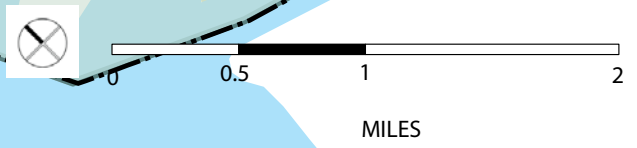
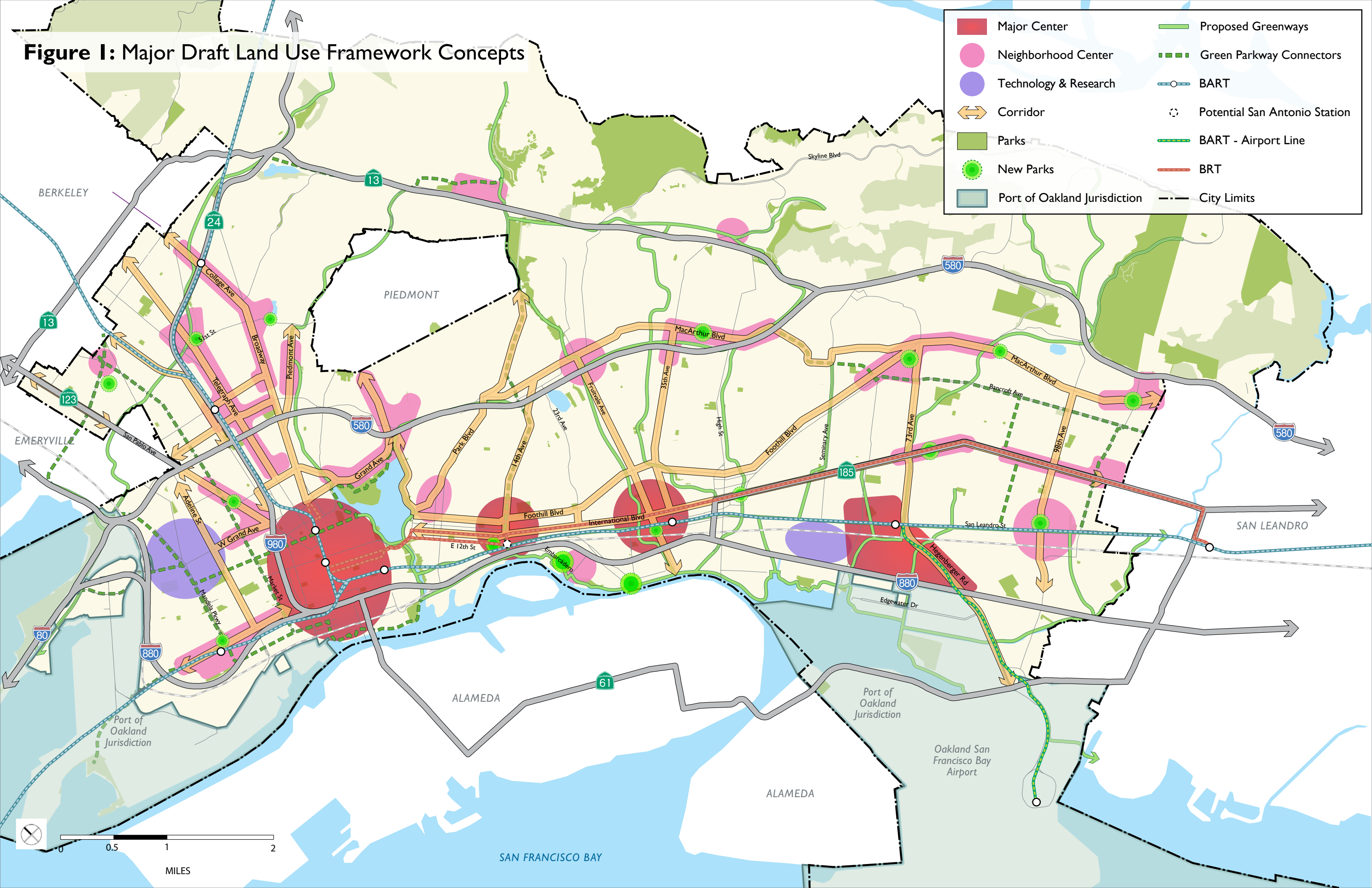
- Grocery stores, cafes, restaurants, and neighborhood services like banks, pharmacies, and cultural spaces
- A mix of multi-family housing, commercial, office, and community-service uses
- Access to high-quality public transit
- High-quality parks, green space, plazas, shaded seating, and gathering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

The Draft Framework seeks to strengthen Oakland's existing assets and fill in gaps. **Figure 1** shows existing and proposed neighborhood centers (see *Section 4 of this Report and Figure 4 for more details*). Several of these are enhanced centers, based around existing commercial centers and main streets—such as 7th Ave/West Oakland and Foothill Square—where new housing and infrastructure will bring 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, including Clawson/Dogtown, Prescott, Cleveland Heights, San Antonio (adjacent to proposed BART station/transit hub), Castlemont, Lockwood/Coliseum/Rudsdale, and Elmhurst – areas of Oakland that have not historically seen much market-based investment. Additionally, a new neighborhood center is also proposed as part of the Central Estuary neighborhood (across from the Coast Guard Island). In all cases, the goal is to make it easier for all residents to access healthy food, services, and transportation, while reinforcing Oakland's unique neighborhood identities. This vision for neighborhood centers was shared by community members through feedback on the Options Report. Preventing displacement and supporting current residents and businesses in these neighborhoods so they can benefit from new investments is a priority. Specific policies to achieve this vision while preventing displacement will be explored in the LUTE and OSCAR.



Figure 1: Major Draft Land Use Framework Concepts

	Major Center		Proposed Greenways
	Neighborhood Center		Green Parkway Connectors
	Technology & Research		BART
	Corridor		Potential San Antonio Station
	Parks		BART - Airport Line
	New Parks		BRT
	Port of Oakland Jurisdiction		City Limits



ADDITIONAL KEY CONCEPTS

Major Centers

Downtown's identity as Oakland's central office, commercial and cultural employment hub will be reinforced in accordance with the recently adopted Downtown Oakland Specific Plan (DOSP), with significant residential and employment growth 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. These centers will be slightly smaller and less dense than Downtown, but larger and denser than typical neighborhood centers.

New Technology and Research Uses

Oakland has large areas of industrial use that represent a major component of its employment base and economic engine. The City has traditionally allowed a wide diversity of industrial uses in these areas, which has had the unintended consequence of both limiting attraction of newer technology uses that can support the local economy and resulted in industrial and residential conflicts. The Draft Framework proposes new **Technology and Research (T&R) Districts** – campus-sized areas that would limit new development to only uses that support technology and research-related activities (like life sciences), as well as 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. Factors for selection include presence of large parcel sizes capable of accommodating campus-style development; proximity to regional transportation infrastructure and transit, including I-880 and BART; access to port and freight networks; proximity to existing and emerging technology and research sectors, especially Emeryville; and consistency with adopted planning guidance, including the West Oakland Specific

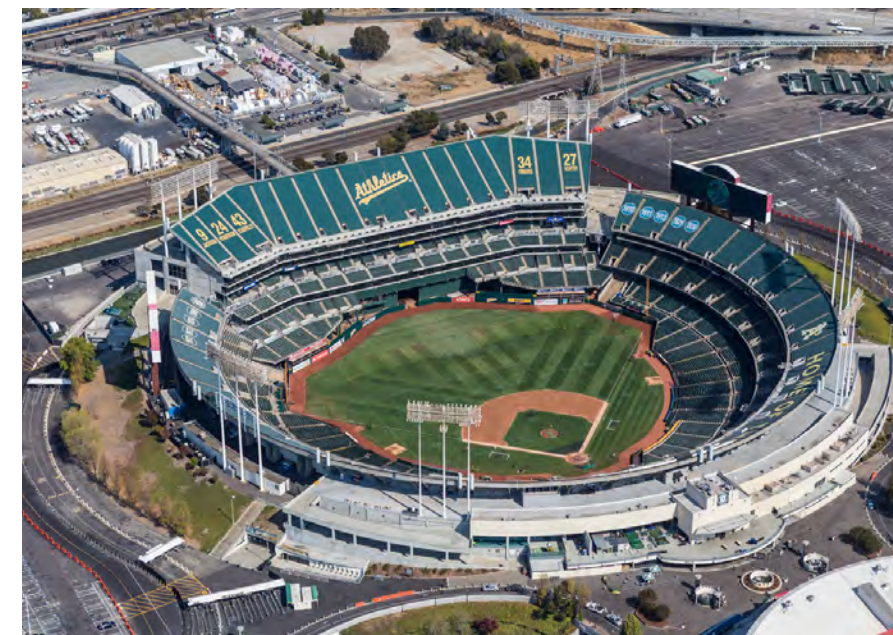


Plan. Strategies to connect residents of environmental justice communities to workforce training and job opportunities in these districts will be explored.

Vibrant Corridors and Transit Hubs

Some of the principal reuse opportunities in Oakland are along corridors with aging commercial and industrial uses. The Draft Framework supports additional new development along the city's major transportation corridors and transit hubs with high-density and tall buildings (six- or more stories), including: International Boulevard, MacArthur Boulevard between Fruitvale Avenue and High Street, Telegraph Avenue, Broadway, College Avenue, San Pablo Avenue, Grand Avenue, Hegenberger Road, and the West Oakland, Lake Merritt, Coliseum, and Rockridge BART station areas. Within Downtown, growth is assumed around the 12th and 19th Street BART stations.

State law Senate Bill (SB) 79 (the Abundant and Affordable Homes Near Transit Act) was signed by the Governor on October 10, 2025, and will 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 Senate Bill 79.

Transit stops are categorized as Tier 1 (BART stops) or Tier 2 (BRT Tempo). The closer properties are to the transit stops, the taller and denser the buildings are allowed to be.

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. City staff are proposing such exclusions for City Council consideration to allow time to prepare an Alternative Plan as part of the Land Use and Transportation Element update. The Draft Land Use Framework Map (**Figure 2**) 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 the City can meet SB 79's overall housing requirements through an Alternative Plan.

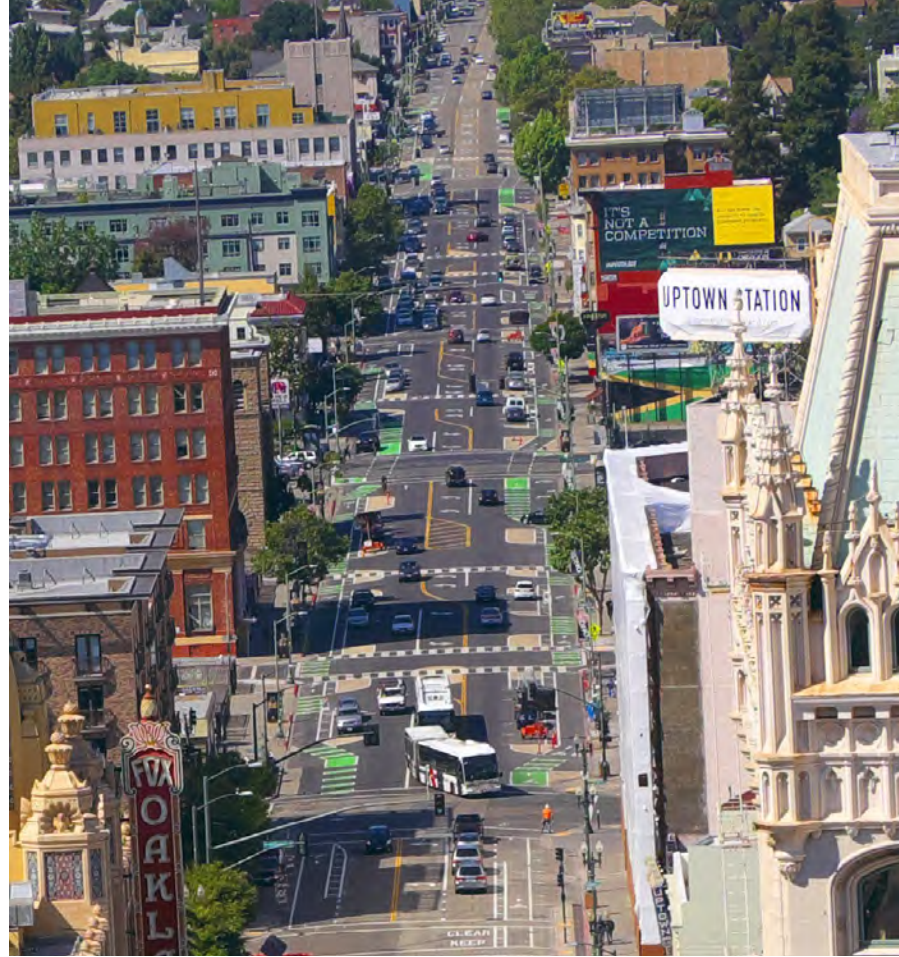


Table 1: SB 79 Requirements

SB 79 RANGE	HEIGHT LIMIT*	MAX DENSITY	FLOOR AREA RATIO
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

**Projects may be up to the height permitted by SB 79, or up to the local height limit, whichever is greater*

Connected Communities

The Draft Framework promotes first/last mile connectivity between neighborhood centers, job hubs, and regional transit in coordination with the development of slow streets, bike infrastructure, and urban greening. **Figure 1** shows **corridors**, which are envisioned as connectors, with one or more of the following: pedestrian and/or bikeway improvements, greenways with additional landscaping, transit, and other possibilities that improve mobility for residents.

As part of a more interconnected vision for the City, a well-maintained network of **greenways** – linear car-free spaces that allow for recreation and respite as well as mobility – will knit together neighborhoods. Greenways are 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”).

Accessible Open Space

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 1** 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 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.

The General Plan will be aligned with the shoreline adaptation policies and projects to be identified in coordination with the Oakland Alameda Adaptation Committee, Oakland’s Sub-Regional Shoreline Adaptation Plan and the Port of Oakland, which focus on enhancing public access to the water and shoreline while protecting low-lying communities from coastal flood risk. Additional shoreline open spaces are proposed alongside development of a new estuary neighborhood.

In flatland communities that face high levels of pollution, environmental injustice and/or socio-economic disadvantage, there will be a significant increase in Citywide urban tree canopy planting and maintenance. These proposals are explored in more detail in the Parks and Open Space section of this report.

LAND USE DIAGRAM

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, 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 among 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, like 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, 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.* Creates a “buffer” between residential and “heavier” industrial uses. Accommodates a mix of industrial and commercial businesses with low environmental impacts.
 - *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.



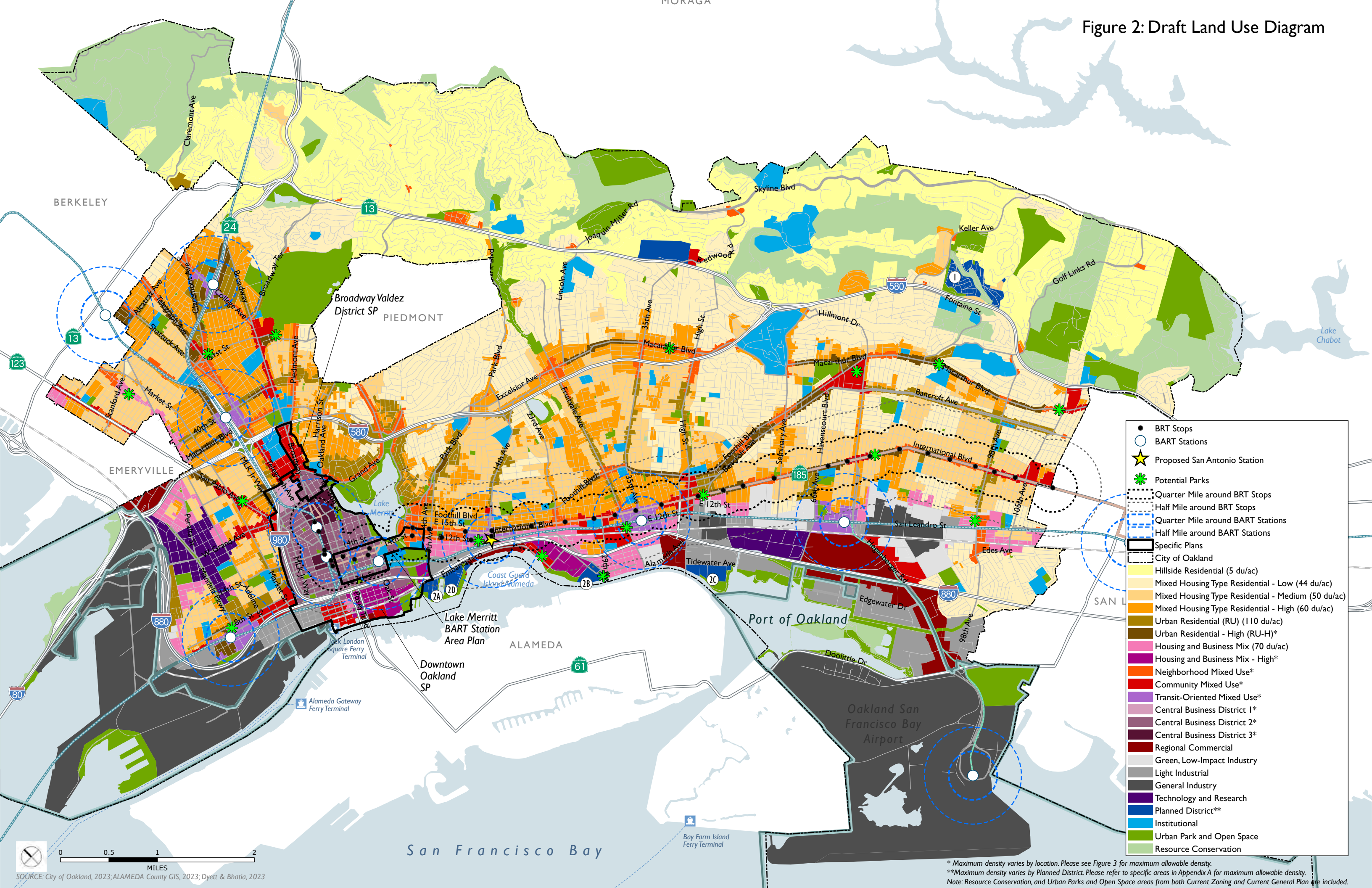
- **Special Districts.** Maps special areas in the City with a complex mix of uses.
 - *Central Business District.* Supports the downtown and other surrounding areas as a high-density mixed use urban center.
 - *Planned District.* Includes areas subject to a “Planned Unit Development” process, where 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.

See **Appendix A** for full descriptions of these designations.

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. **Appendix D** shows how land use designations and densities have changed from the current General Plan and density regulations.



Figure 2: Draft Land Use Diagram



- BRT Stops
- BART Stations
- ★ Proposed San Antonio Station
- ✿ Potential Parks
- ⋯ Quarter Mile around BRT Stops
- ⋯ Half Mile around BRT Stops
- ⋯ Quarter Mile around BART Stations
- ⋯ Half Mile around BART Stations
- ▭ Specific Plans
- ▭ City of Oakland
- ▭ Hillside Residential (5 du/ac)
- ▭ Mixed Housing Type Residential - Low (44 du/ac)
- ▭ Mixed Housing Type Residential - Medium (50 du/ac)
- ▭ Mixed Housing Type Residential - High (60 du/ac)
- ▭ Urban Residential (RU) (110 du/ac)
- ▭ Urban Residential - High (RU-H)*
- ▭ Housing and Business Mix (70 du/ac)
- ▭ Housing and Business Mix - High*
- ▭ Neighborhood Mixed Use*
- ▭ Community Mixed Use*
- ▭ Transit-Oriented Mixed Use*
- ▭ Central Business District 1*
- ▭ Central Business District 2*
- ▭ Central Business District 3*
- ▭ Regional Commercial
- ▭ Green, Low-Impact Industry
- ▭ Light Industrial
- ▭ General Industry
- ▭ Technology and Research
- ▭ Planned District**
- ▭ Institutional
- ▭ Urban Park and Open Space
- ▭ Resource Conservation

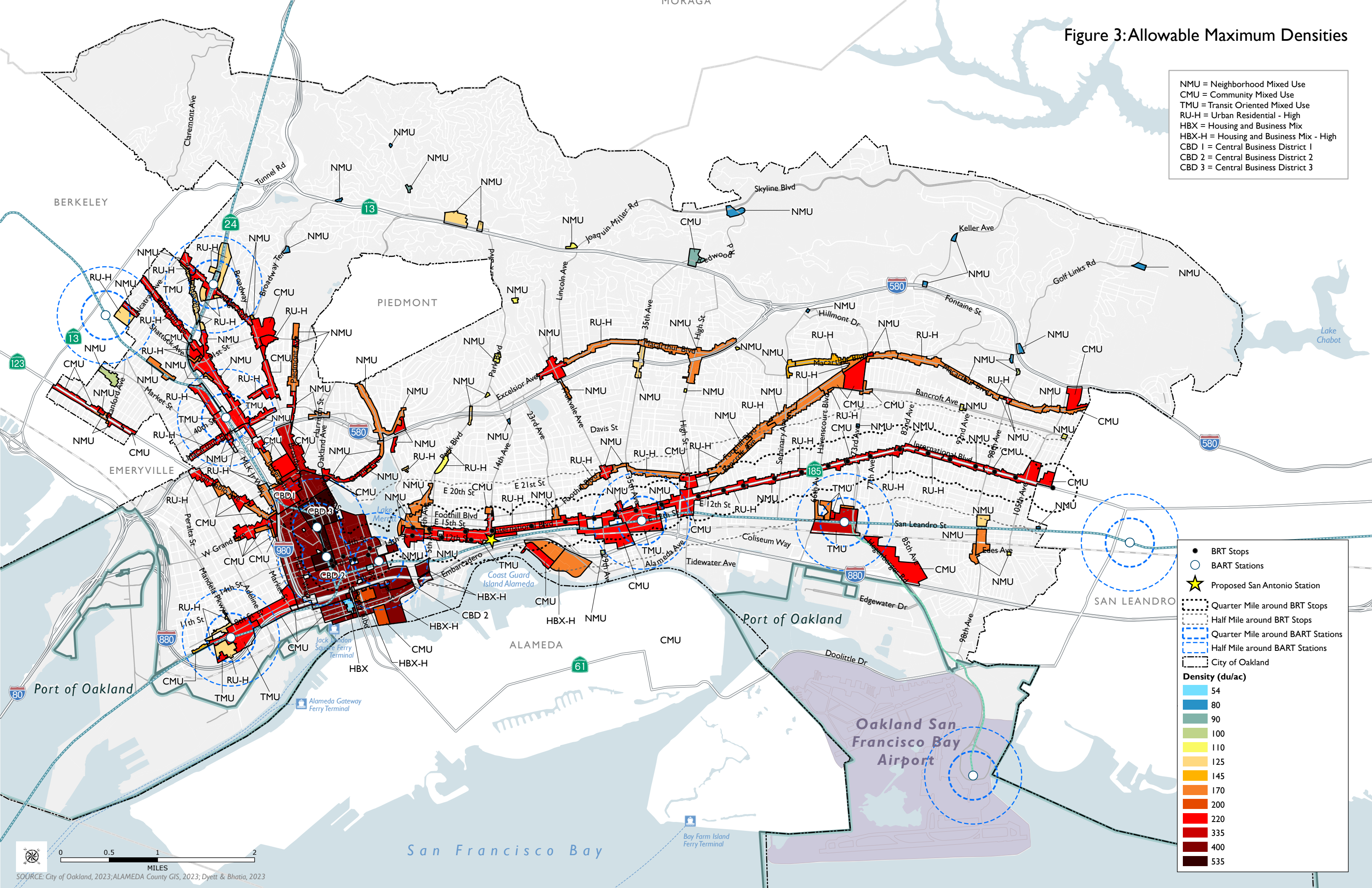
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MILES

SOURCE: City of Oakland, 2023; ALAMEDA County GIS, 2023; Dyett & Bhatia, 2023

* Maximum density varies by location. Please see Figure 3 for maximum allowable density.
 **Maximum density varies by Planned District. Please refer to specific areas in Appendix A for maximum allowable density.
 Note: Resource Conservation, and Urban Parks and Open Space areas from both Current Zoning and Current General Plan are included.

Figure 3: Allowable Maximum Densities

NMU = Neighborhood Mixed Use
 CMU = Community Mixed Use
 TMU = Transit Oriented Mixed Use
 RU-H = Urban Residential - High
 HBX = Housing and Business Mix
 HBX-H = Housing and Business Mix - High
 CBD 1 = Central Business District 1
 CBD 2 = Central Business District 2
 CBD 3 = Central Business District 3



- BRT Stops
- BART Stations
- ★ Proposed San Antonio Station
- ⋯ Quarter Mile around BRT Stops
- ⋯ Half Mile around BRT Stops
- ⋯ Quarter Mile around BART Stations
- ⋯ Half Mile around BART Stations
- ⋯ City of Oakland

Density (du/ac)

54
80
90
100
110
125
145
170
200
220
335
400
535

POTENTIAL DEVELOPMENT

As a largely built-out city, new growth in Oakland will be accommodated primarily through infill development on vacant and underutilized sites. Using Geographic Information Systems (GIS), the planning team categorized these sites into “tiers” with varying development potential. Based on factors including the intensity of existing development and the current assessed value of the property, different sites are assumed to be more likely to experience redevelopment than others. Underutilized properties are those where the land value exceeds the value of existing structures, providing an incentive to the owner to redevelop with new uses and/or structures that command higher rents or sale prices. Therefore, vacant sites represent those with highest redevelopment potential (Tier 1). Other sites with existing structures fall into lower tiers, depending on the ratio of building

values to land value. Proposed land use designations were then applied to calculate potential development and projections of growth in population, housing, and employment likely to result. For example, reuse of a site with a commercial use as a mixed-use site would result in housing, office, and/or retail space. These projections will be updated as the Draft Framework is refined and finalized and will help inform policy development and assessment of potential environmental impacts.

The charts below summarize projected new housing and jobs that will result from the Draft Framework, including by Priority Development Area (PDA). PDAs are areas located near transit that are prioritized for developing new homes, jobs, and community amenities; and are formally adopted by the local jurisdiction and the regional planning organization, the Association of Bay Area Governments (ABAG)/Metropolitan Transportation Commission (MTC). A map of PDAs is found in **Appendix E**. Oakland has nine designated PDAs that support

regional climate change and housing targets. **Appendix B** provides a table with greater detail.

Charts 1a and 1b show the total estimated number of housing and jobs existing and projected by 2045. In addition to the new growth described above, over half of new housing growth will also occur as part of pipeline projects (projects that have been approved, in the process 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.¹ 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.

¹ The 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 and pipeline projects in the Downtown.

Chart 1a: Total Housing

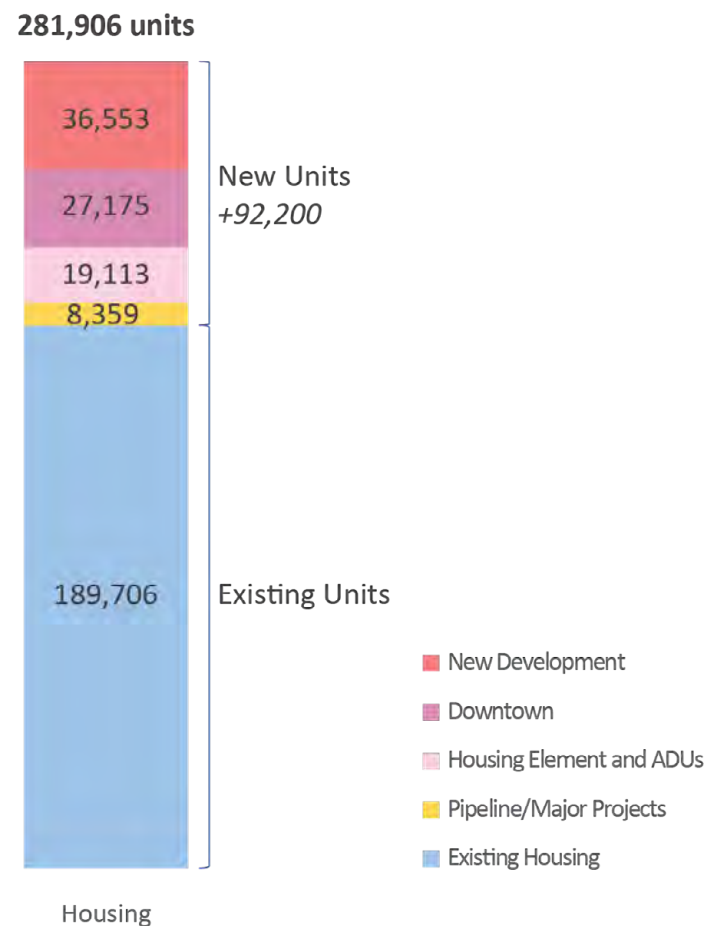


Chart 1b: Total Jobs

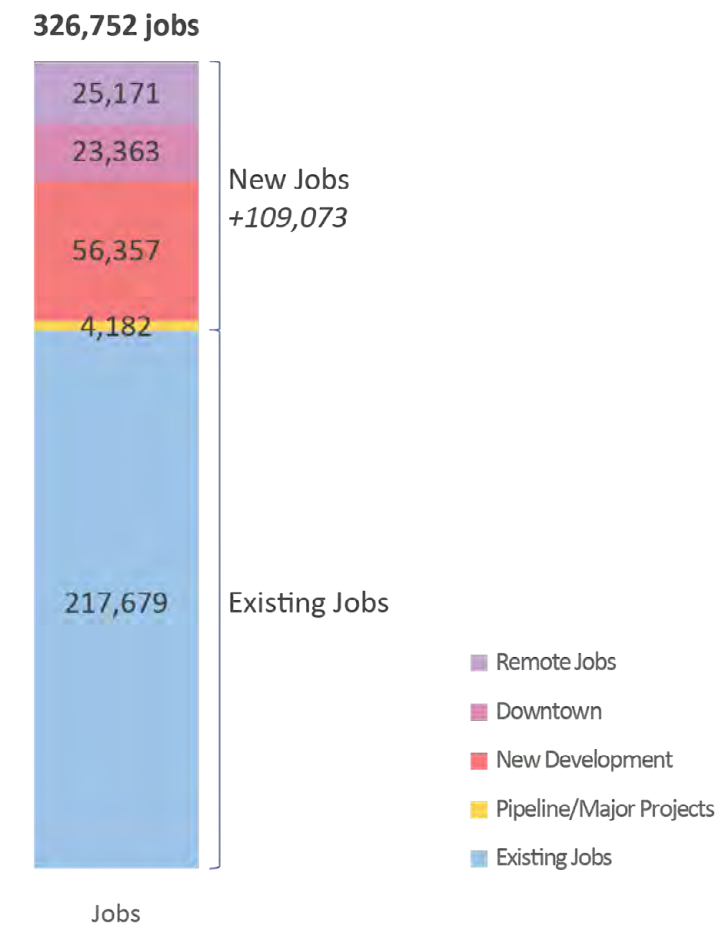
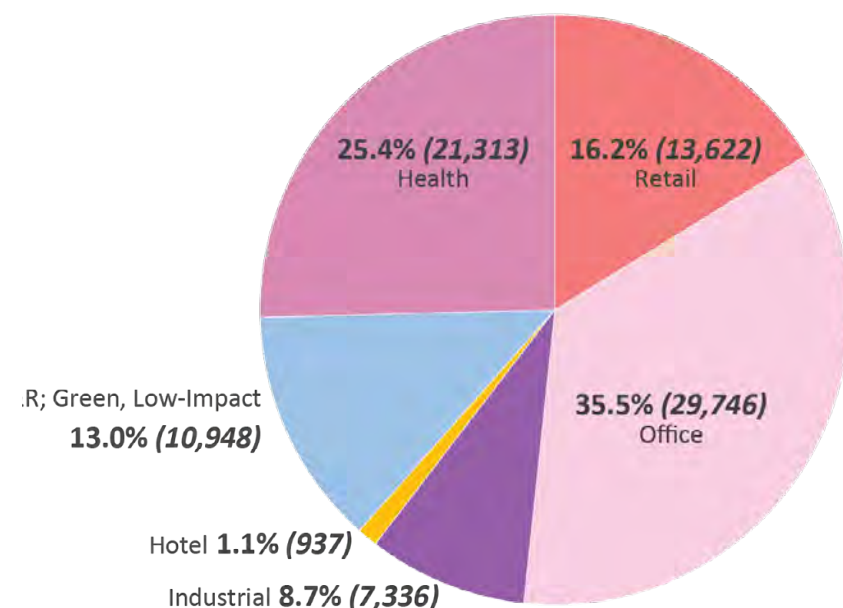


Chart 2: Jobs Growth by Sector

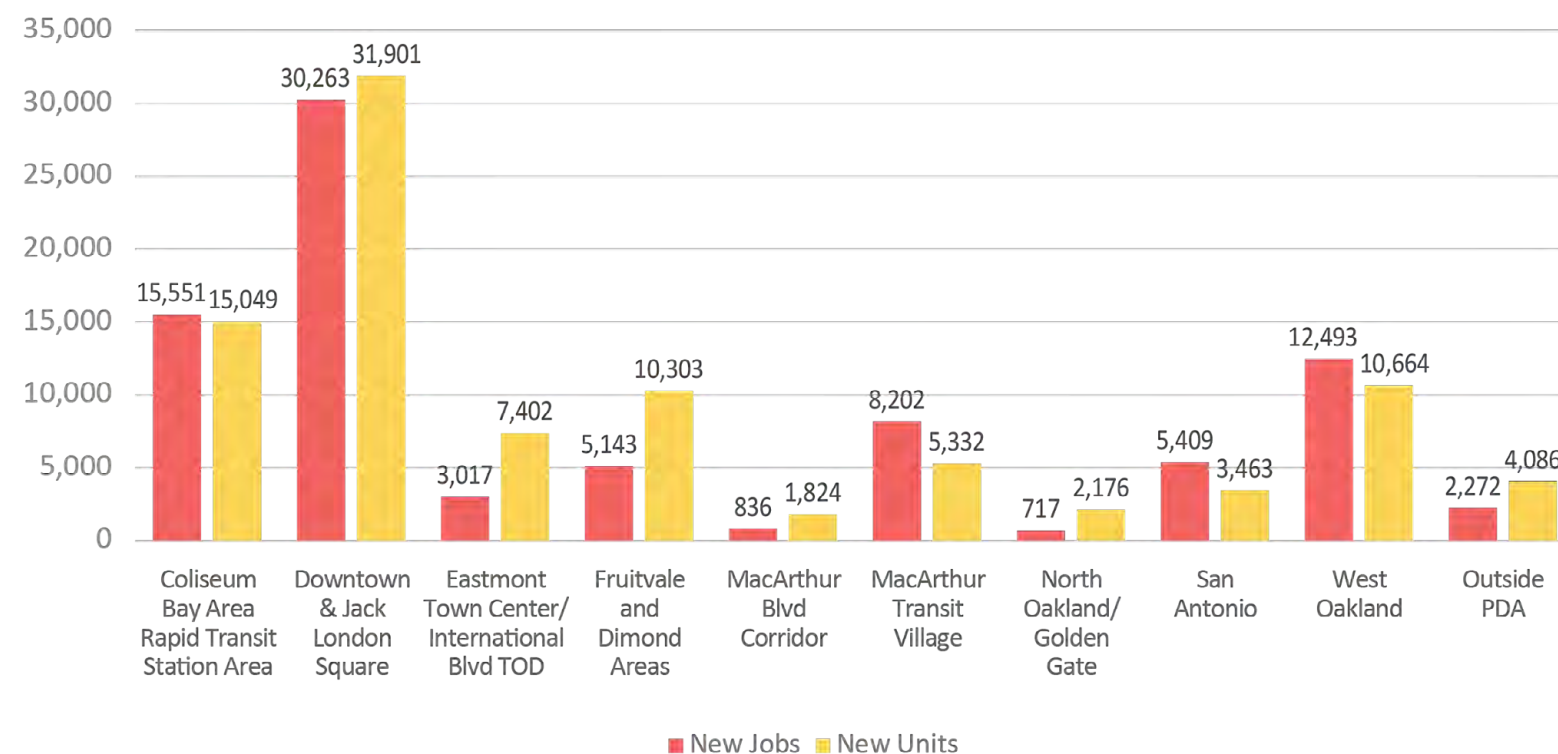


Note: Does not include remote jobs.

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.

As described above and shown in **Chart 3**, most jobs growth in the city is concentrated in the Downtown Oakland and Jack

Chart 3: Jobs and Housing Growth by Priority Development Area



Note: Does not include remote jobs.

London Square PDAs. 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

Fruitvale BART station and a new neighborhood center along the estuary, while the San Antonio PDA sees both housing and jobs growth driven by the 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.

04

LAND USE

Key Strategies



4. Land Use

Oakland's land use pattern is diverse, with 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. Downtown Oakland functions as a dense, mixed-use civic and commercial core. It includes major public and administrative functions, along with entertainment, restaurants, smaller retail, a strong Chinatown, the Black Arts Movement and Business District, and high-density residential uses.

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-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. At the same time, there are notable pockets where former industrial areas have shifted toward housing, retail, and entertainment – especially around Jack London, Jingtowen, and newer master-planned residential areas near the estuary.

Oakland's residential pattern is especially urban and mid-rise (e.g., medium- and larger-sized multifamily buildings about three to five 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 achieving Oakland's vision and future land use pattern outlined in Section 4 are outlined below.

KEY STRATEGIES

Neighborhood Centers. Promote and support mixed-use neighborhood centers and community spines. See **Figure 4** for these locations; corresponding center numbers for existing neighborhood centers (A) and new neighborhood centers (B) are included below. Neighborhood center names listed below are used for locational identification purposes only and may not reflect the names used by the community.

- Support and bolster existing neighborhood centers through increased density and more variety of land uses:
- A. Existing Neighborhood Centers:
 - (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 Ave, and (21) Montclair.



Figure 4: Neighborhood Centers



- Neighborhood
- Neighborhood Center (Existing)
- Neighborhood Center (Proposed)
- 1/2 Mile Walk Radius
- BART
- San Antonio Station
- Corridor
- BRT
- City Limits
- Port of Oakland Jurisdiction



- B. New Neighborhood Centers:
 - (1) 98th Avenue/San Leandro, (2) 73rd Avenue/International, (3) Eastmont/MacArthur/82nd, (4) the Estuary/Embarcadero, (5) San Pablo Avenue, and (6) Market/Stanford Avenue.
- Encourage neighborhood commercial development that is integrated with housing and other urban uses and supports easy walking access to shops and services.
 - Promote mixed-use development at and around neighborhood centers. 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. Transition to lower densities and heights near adjacent lower-density residential neighborhoods.
- Create safe and vibrant “third spaces” for youth to foster connection, belonging, and community resilience.
- Locate new neighborhood parks and open spaces so they are easy to reach from nearby homes and, where feasible, close to neighborhood centers, by placing parks near community gathering spaces, existing community institutions, or main streets to serve multiple purposes. Improve maintenance and programming of existing parks to meet community needs.
- Improve walking and biking connections between neighborhood centers and surrounding neighborhoods, especially along nearby corridors.
- Develop more detailed policies for neighborhood and community centers in partnership with the surrounding community, e.g., for example working with communities to support community-led cultural districts.
- Prioritize environmental design strategies that improve livability and public safety.
- Build on policies identified in the Housing Element and DOSP that support innovative housing models (like community land trusts) and create and retain commercial space for local businesses (for example DOSP’s master lease agreement for arts and cultural tenants) to prevent displacement of residents and businesses.

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** for these locations.

- Allow denser, taller development along principal community spines – 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.
- Promote a mix of residential, civic, and commercial uses, and allow ground floor amenities such as retail, other active uses, and public spaces.
- 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.
- Use transportation, streetscape, and public realm improvements along community corridors to better connect to recreational and cultural uses, job centers, commercial nodes, and social services (i.e., hospitals, parks, or community centers).

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.
- Implement parking maximums to ensure a walkable character.
- Collaborate with regional transit providers to align transit service with increased demand stemming from higher densities.



Photo: Greg Linhares, City of Oakland

- Promote mixed-use development around the proposed San Antonio transit hub, supporting a future new San Antonio BART Station.
- Work with communities to create strategies to mitigate displacement of residents and local businesses.

Other Residential Areas. Support diverse and equitable neighborhoods. Promote gradual increases in residential density in existing neighborhoods by facilitating the addition of multi-unit housing, including two-, three-, four-, and five or more-unit structures, to complement single-unit homes over time, consistent with adopted City policies and State law.

Urban Fabric. Leverage Oakland's fine-grained urban fabric to facilitate neighborhood investment by small-scale developers and community-based initiatives.

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 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, creative industries and small-scale manufacturing.

- North of I-880/outside of airport-incompatible areas, include policies that support housing, creative industries, and both large and small businesses. These uses include Regional Commercial uses south of San Leandro Street, and more community-serving Housing and Business Mix/ Transit-Oriented Mixed uses near Coliseum BART.

- South of I-880 support development of a mix of hotels/ visitor commercial uses, offices, and a mix of other business uses.
- Support the development of business associations and business improvement districts 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.
- Ensure adequate utilities, loading areas, and ventilation for production and live/work uses, and support programming such as maker markets, incubators, and cultural events to strengthen the creative ecosystem.

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.

- Transform targeted existing industrial areas into new technology and research campuses in designated areas in West and East Oakland. See **Figure 5** for these locations.
- Encourage a mix of land uses and building types that accommodate multiple activities characteristic of technology, green and creative sectors including, life science and manufacturing industries.
- 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 re-search uses, including water and electricity.
- Prohibit uses that result in off-site noise or air quality impacts, and warehousing as a primary use in these areas.

See *Economic and Community Development in Section 7* for more information on workforce development, jobs training, and career pipelines.

Land Use Compatibility. Balance the need to protect residential neighborhoods from industrial noise, pollution, and traffic with

the goal of transitioning nuisance businesses and supporting industries that provide important business, employment and economic benefits to the City.

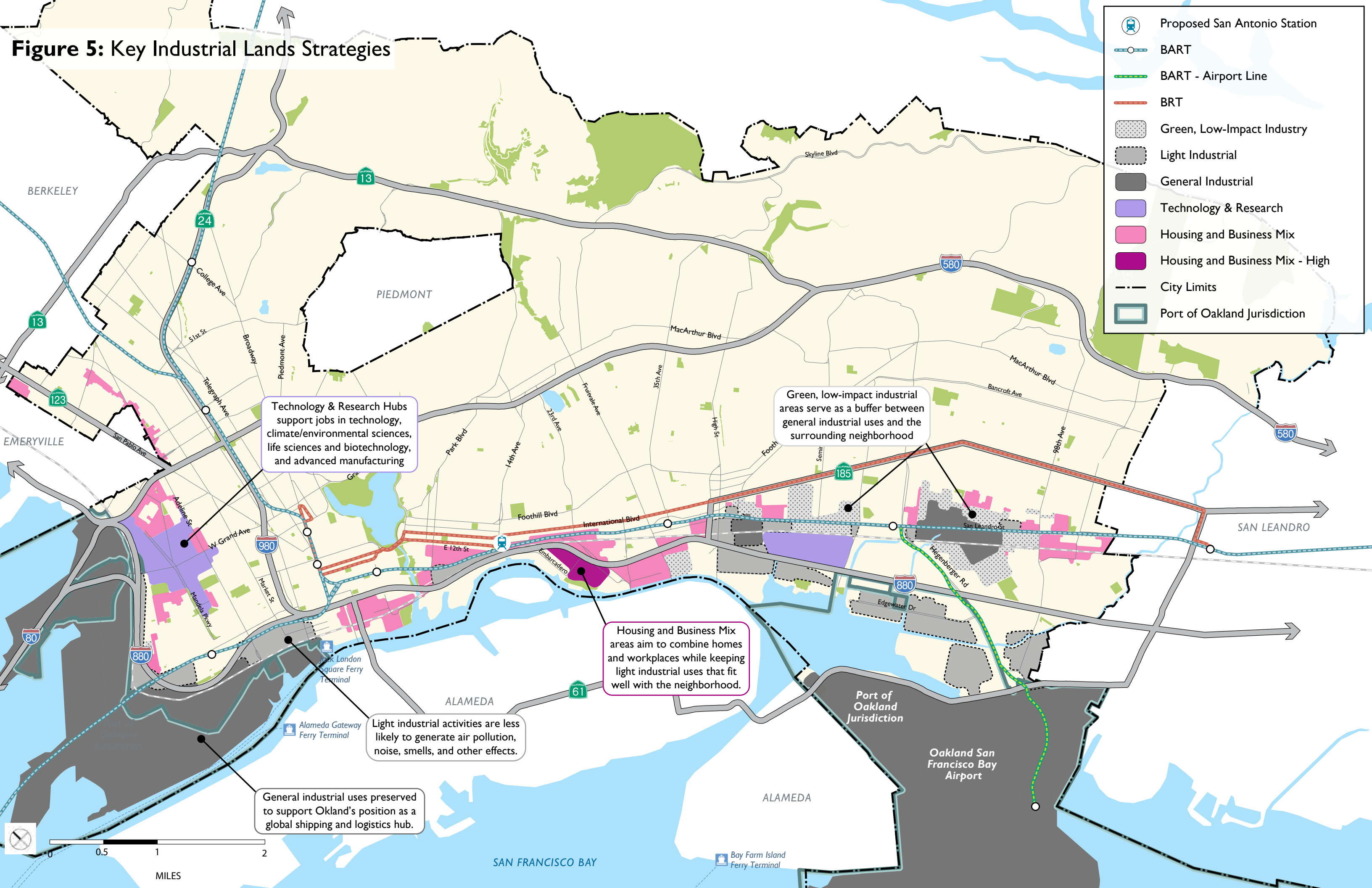
- Designate areas near existing residential neighborhoods as "Green, Low-Impact Industry" to guide a shift toward light industrial and business uses with low noise and air quality impacts. See **Figure 5** for these locations.
- Identify and study specific locations in West and East Oakland to explore strategies for mitigating land use conflicts, such as buffering, setbacks, or targeted zoning adjustments.
- Map and manage industrial parcels in relation to truck routes: parcels that front designated truck routes should remain industrial, while other parcels should either provide direct truck access without passing through or adjacent to residential zones or be considered for transition to other compatible uses. Identify and track parcels that do not meet these criteria to guide future land use and planning decisions.
- Support the Port and other industrial facilities in transitioning to cleaner, electrified operations to reduce air and noise impacts.
- **Tribal Cultural Resources.** In consultation with culturally-affiliated Native American tribes, develop land use policies that protect tribal cultural resources.



Credit: [Oaklandside](#), Kelly Sullivan

Figure 5: Key Industrial Lands Strategies

-  Proposed San Antonio Station
-  BART
-  BART - Airport Line
-  BRT
-  Green, Low-Impact Industry
-  Light Industrial
-  General Industrial
-  Technology & Research
-  Housing and Business Mix
-  Housing and Business Mix - High
-  City Limits
-  Port of Oakland Jurisdiction



05

TRANSPORTATION

Key Strategies

5. Transportation

As a Bay Area transportation hub, Oakland has extensive regional connections: eight BART stations across the city, Amtrak Capitol Corridor service at Jack London Square and Coliseum, and ferry service to San Francisco and other terminals. Oakland San Francisco Bay International Airport (OAK) and the Port of Oakland (the third largest port in California which plays a major role in goods movement for Northern California) are critical regional gateways. Interstates 980, 880, 580, 80, and State Route 24 connect Oakland to major Bay Area job centers—though freeways also create equity, air quality, and neighborhood connectivity challenges.

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 2 percent by bike. Many communities still face deficiencies such as 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 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 divisive corridors like I-980 and barriers from I-880/rail lines). Regional planning efforts (e.g., Plan Bay Area 2050+, Link21, countywide transportation plans, and other programs aimed at improving regional transit fare integration and transit affordability) aim to improve integration, sustainability, and equity.

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

- **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/reconnection 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 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.
- **West Oakland Link**, a 1.1-mile-long elevated pedestrian and bicycle pathway sponsored by the Bay Area Toll Authority, Alameda County Transportation Commission, the City of Oakland and Caltrans, that will connect Mandela Parkway with the existing San Francisco-Oakland Bay Bridge East Span path.
- **Oakland Alameda Access Project**, a renovation of the Webster and Posey tube connections to I-880 sponsored by the Alameda County Transportation Commission.
- **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.

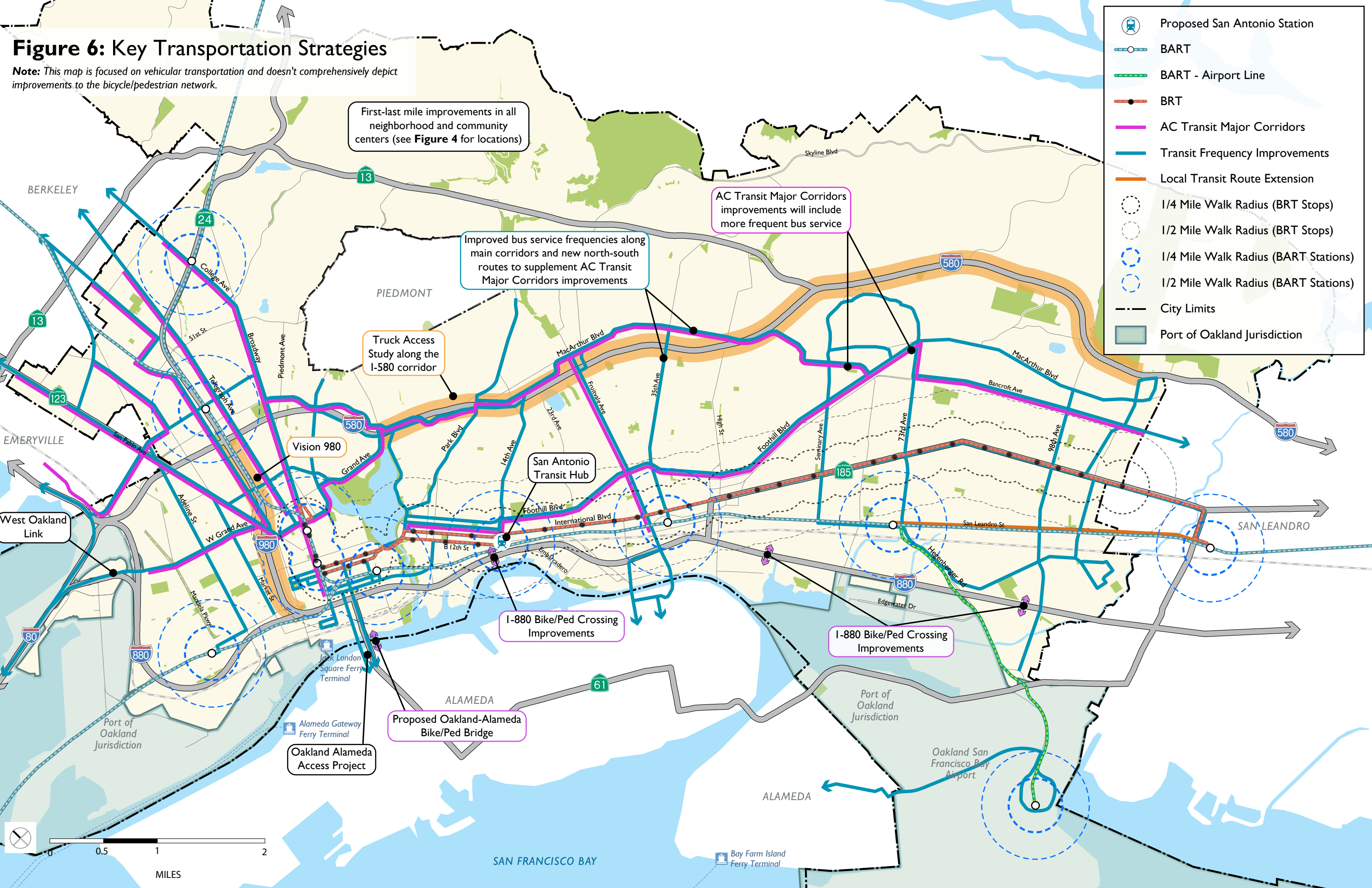
Other key strategies that implement Oaklanders' vision for a safe, reliable, and well-connected transportation network are described on the following pages.



Figure 6: Key Transportation Strategies

Note: This map is focused on vehicular transportation and doesn't comprehensively depict improvements to the bicycle/pedestrian network.

- Proposed San Antonio Station
- BART
- BART - Airport Line
- BRT
- AC Transit Major Corridors
- Transit Frequency Improvements
- Local Transit Route Extension
- 1/4 Mile Walk Radius (BRT Stops)
- 1/2 Mile Walk Radius (BRT Stops)
- 1/4 Mile Walk Radius (BART Stations)
- 1/2 Mile Walk Radius (BART Stations)
- City Limits
- Port of Oakland Jurisdiction



First-last mile improvements in all neighborhood and community centers (see Figure 4 for locations)

Improved bus service frequencies along main corridors and new north-south routes to supplement AC Transit Major Corridors improvements

AC Transit Major Corridors improvements will include more frequent bus service

Truck Access Study along the I-580 corridor

Vision 980

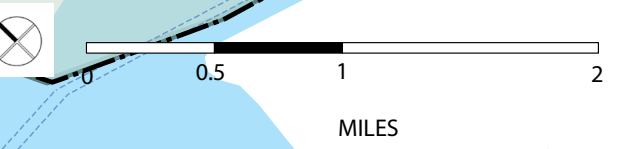
San Antonio Transit Hub

I-880 Bike/Ped Crossing Improvements

I-880 Bike/Ped Crossing Improvements

Proposed Oakland-Alameda Bike/Ped Bridge

Oakland Alameda Access Project



KEY STRATEGIES

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 Es-tuary; 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.
- Connections with Class I Recreational Bikeways, including the Bay Trail; East Bay Greenway; Montclair Railroad Trail; and Oyster Bay Trail.
- 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 greenway network should be implemented such that neighborhoods in the flatlands of Oakland are within a half-mile of a greenway. The Greenway Network would create new

and connect existing dedicated active transportation corridors to improve safe travel. It would also provide co-benefits such as improved access to parks, recreation, and natural areas, and reduced local air pollution and beautification through added 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 3**) 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. Coordinate with the community to identify locations of specific needs and develop policies to address them.

- Add new bike lanes, slow streets, bike/scooter rental stations, well-lit sidewalks, cross-walks, and wayfinding signage.
- Explore selective street conversions within neighborhood centers to create pedestrianized public spaces and plazas.
- 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 corridors for specific consideration include Bancroft Avenue and Havenscourt Boulevard, International Boulevard, 98th Avenue and Edes Avenue, and 9th Street and Harrison Street.

- Manage parking to support pedestrian-friendly streets and plazas while maintaining accessibility for drivers visiting neighborhood centers. This can be achieved by locating parking lots away from pedestrian-oriented streets and managing demand using pricing and time limits.
- 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, and 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; and to support more frequent transit service between neighborhood centers, and to major City business and employment centers and destinations. Prioritize roadway projects and street redesigns that support transit infrastructure and enable more frequent and efficient transit service. As shown on **Figure 6**, potential locations for headway improvements include 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. As densities increase, improved north-south frequencies could include Park Boulevard, 14th Avenue, 35th Avenue, High Street, Seminary Avenue, 73rd Avenue, and 98th Avenue.

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**. See strategies in the Land Use section for more information.



- Study and implement short- and mid-term transit improvements connecting San Antonio to Brooklyn Basin, shoreline neighborhoods, the 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. This is a separate planning process that is underway where studies and decisions regarding the preferred scenario, including detailed feasibility and technical analysis, are not yet complete. Implement the community vision for the I-980 corridor, which includes removing and replacing the segment of the highway, restoring the street grid and reconnecting West Oakland neighborhood, and creating opportunity for new development and parks/open spaces.

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.
- Update the Central Estuary street grid by extending 42nd Avenue and phasing out the diagonal portion of Alameda Avenue to improve connectivity, facilitate new development, and align with planned land uses.
- Realign and construct new streets in Victory Court to support the Downtown Oakland Specific Plan vision and improve access for all travel modes.

- Study and develop street network and rail row improvements to reduce congestion where a confluence of vehicle, heavy trucks, pedestrians, and the 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.
- Review and prioritize improvements needed to address Oakland's existing High Injury Network, [a map](#) of the corridors and intersections where the most severe and fatal crashes are concentrated.
- Build on work in the DOSP and Lake Merritt Station Area Plan to study conversions of one-way roads to two-way roads to improve traffic safety, lower speeds, and reduce out of direction traffic movements..
- Support regional and state collaboration efforts to establish the Oakland-Alameda Bicycle/Pedestrian Bridge.

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.

- Promote development of new shoreline parks and paths that enable adjacent neighborhoods and the broader Oakland community to enjoy waterfront access.
- Create new bicycle and pedestrian crossings near 50th Avenue across I-880 and along 66th Avenue to improve East Oakland's access to the waterfront.
- Develop an additional bicycle and pedestrian crossing between 66th Avenue and the Lindheim Overcrossing, just north of 98th Avenue.
- 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 VMT and Improving Mode Share. Strive to reduce overall vehicle miles traveled and improve mode share shifts in line with Oakland's Equitable Climate Action Plan targets:

- A reduction of total Vehicle Miles Traveled in the City by 8 percent by 2050.
- Increase of biking, walking, and transit mode share; and decrease auto mode share in line with ECAP targets.
- More specific policies to achieve these goals might include:
 - Make non-auto modes more convenient and accessible across the city, deprioritize free and ample parking with the goal of capturing value to support and enhance other modes of travel. Additionally, implement DOSP policies to reduce vehicle congestion and design complete streets within downtown, neighborhood centers and corridors, employment hubs and other key destinations.
 - Encourage alternatives at workplaces through transit benefits, parking cash-out, and limiting free employee parking.
 - Coordinate regionally with other jurisdictions so Oakland's parking and congestion policies align with nearby job centers, such as those in San Francisco or the Peninsula.
 - 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.



Photo: Greg Linhares, City of Oakland

06

PARKS AND OPEN SPACE

Key Strategies

6. Parks and Open Space

Green spaces in parks and natural areas are valuable public assets that can greatly improve community livability, support healthy and active lifestyles, and provide ecological benefits. Oakland residents consistently emphasize that access to parks, open space, trees, and nature is essential to ensuring that residents have a good quality of life. Oakland features over 3,865 acres of parkland but most of it is passive open space in the Oakland Hills, not easily accessible to residents without cars. The Oakland flatlands contain a much smaller total area of the City's parkland, with most parks being small neighborhood parks, and many neighborhoods lack easy access to parks. Equitable investment is needed in parks and open space in Environmental Justice communities and where existing spaces are under maintained. Inadequate maintenance of park landscapes, facilities, and amenities means that many of the parks that do exist in the flatlands do not meet community needs. Lake Merritt is surrounded by substantial community parkland; however, a little over a third of the City's population lives within a mile and a half of the Lake, resulting in heavy use of these spaces. Significant portions of the City's shoreline are also not community accessible as they are fronted by industrial uses.

Figure 7 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

Greenways. Incorporate a network of parks and naturalized creeks as part of Oakland's greenway network, shown in **Figure 7** (see Transportation section for more information).

- Add network of greenways and green parkway connectors that improves access to parks and open spaces across the city (see Transportation section for description).
- Develop a widened shoreline path and publicly accessible green spaces 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.
- Work with partners to enhance and complete the [East Bay Greenway](#), a project sponsored by the Alameda County Transportation Commission to build 16 miles of bicycle and pedestrian paths connecting Lake Merritt BART to South Hayward BART, so that it achieves greater recreational and environmental benefits.
- Formalize and strengthen City support for restoration and activation of San Leandro Creek and 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.
- Incorporate urban greening and tree canopy improvements along greenways and in public plazas in accordance with the City's Urban Forest Plan.

Equitable Park Investment and Anti-Displacement. Prioritize park and open space investments in Environmental Justice 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 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 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.

- Explore innovative land use strategies and public-private partnerships to support the development and upkeep of new public parks and open spaces.

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.

- Support new and/or improved parkland – such as smaller pocket parks and plazas within new development areas. In each new neighborhood center that lacks access to parks. See **Figure 7** for conceptual park locations.
- Improve or expand existing parks in neighborhood centers to accommodate increased use in areas planned for higher density.

Figure 7: Key Parks and Open Space/Greenways Strategies

-  Proposed Greenways
-  Green Parkway Connectors
-  Parks
-  Resource Conservation
-  New Parks
-  BART
-  City Limits
-  Port of Oakland Jurisdiction





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.

07

OTHER KEY STRATEGIES

Housing

**Economic and Community
Development**

Arts, Culture, and History

Climate Resilience

**Infrastructure, Facilities,
and Services**

Environmental Issues

7. 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. Other related planning initiatives beyond the General Plan effort that support these strategies are included in the [Options for How We Stabilize and Grow Report Appendix: Planning Context](#).

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.
- Pursue the development of housing affordable to extremely low-income households on public land in Oakland.
- 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.
- Addressing housing quality issues.
- Keeping Oakland communities together through support and potential funding opportunities for community co-ops, land trusts, creation of cultural districts, and other methods.
- Building in accountability and success metrics to evaluate housing programs, including regular monitoring of neighborhood displacement risk factors.

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

- Reduce or eliminate most vehicular parking requirements and introduce parking maximums.
- Ensure that new transit-oriented development is accompanied by tenant protection policies.
- Support and encourage development of affordable housing near transit and amenities through the Notice of Funding Availability (NOFA) process.
- 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

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.
- Expand bridge programs that prepare individuals with limited academic experience for further education and training.
- 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.

- Provide assistance with business planning, expansion, and access to capital.
- Work with financial institutions to promote small business lending opportunities that support local entrepreneurship.
- 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.
- Through technical and financial assistance, support cooperatives and other collective or community-based ownership arrangements.

ARTS, CULTURE, AND HISTORY

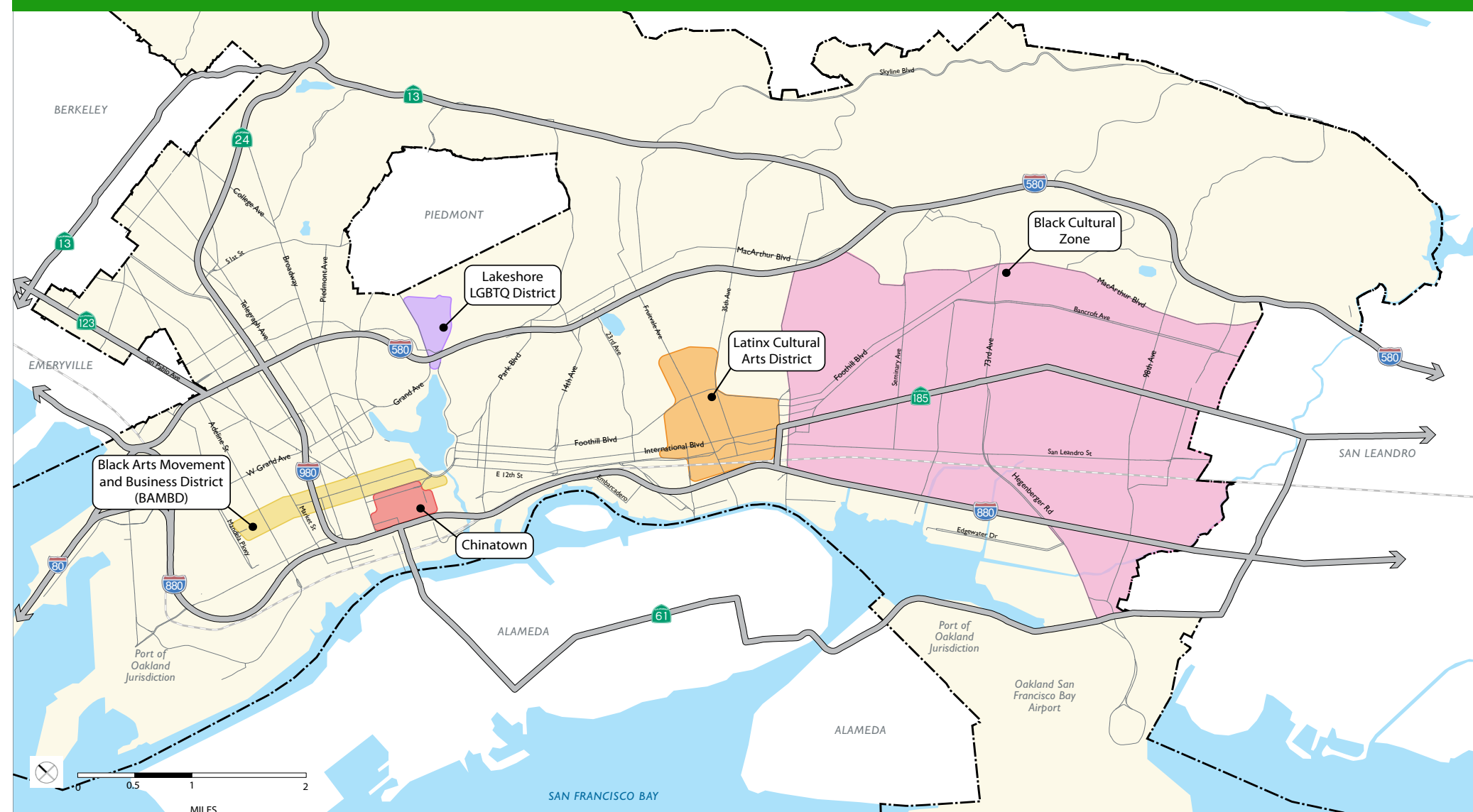
Unique Neighborhood Centers. Integrate arts, culture, and history into neighborhood centers planning and placemaking processes. Work with community groups to uplift local stories and identify neighborhood-specific cultural assets, histories, and priorities, building upon resources identified in the 2018 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**. Align cultural district planning with local business associations and their economic development efforts. For more information on the City's work in establishing a Cultural Districts program, visit the Cultural Districts webpage.

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 rematriation (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.

Figure 8: Existing Cultural Districts and Areas



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 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

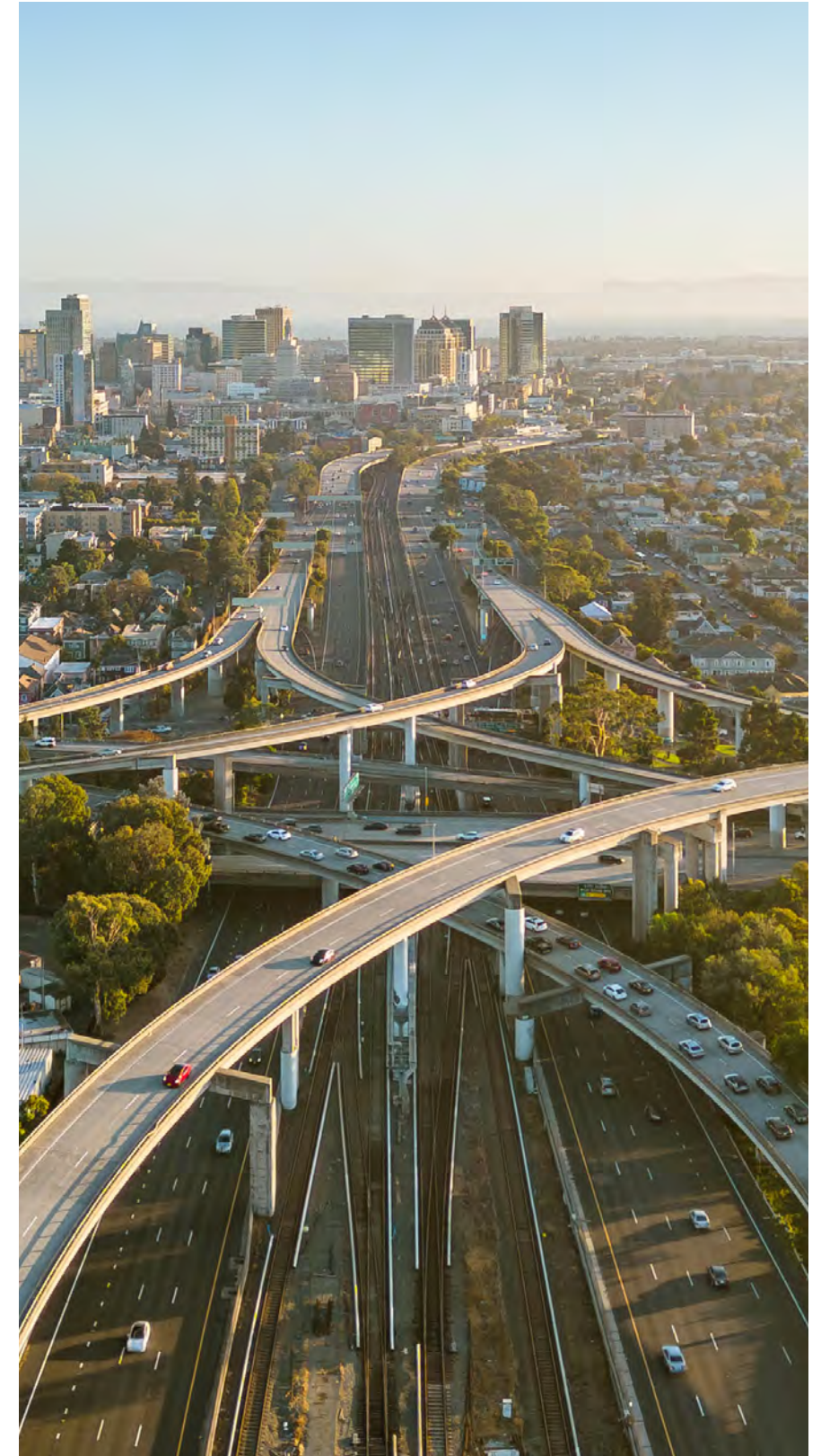
Equitable Distribution of Community Facilities. Plan for the sufficient and equitable distribution of libraries, recreation centers, resilience hubs, and other community facilities across all Oakland neighborhoods through the new Infrastructure and Capital Facilities Element, which will be developed as part of Phase 2 of the GPU. Explore opportunities for joint use and co-location of public facilities, such as libraries, recreation centers, schools, and community spaces, to improve access, efficiency, and shared community benefit.

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 Environmental Justice 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.



08

NEXT STEPS

8. Next Steps

The Planning Commission and the City Council will review the Draft Framework, and their direction will be used to review and modify the Draft Framework Plan. The Draft Framework will then be used as the basis for crafting detailed General Plan policies. An Environmental Impact Report (EIR) on the new and updated General Plan elements will also be prepared. The Draft GPU and the Draft EIR will be subject to community review and public hearings by the Planning Commission and the City Council prior to adoption.








Appendix

A

DRAFT LAND USE FRAMEWORK DESIGNATIONS

Draft Land Use Framework Designations

The following land use designations are proposed as part of the Draft Land Use Framework.

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
Neighborhood Housing Designations			
<i>Bonus for affordable housing is in addition to the maximum densities outlined below.</i>			
Mixed Housing Type Residential	The Mixed Housing Type Residential designation is intended to create, maintain, and enhance residential areas typically characterized by a mix of single family homes, townhouses, small multi-unit buildings, and local businesses where appropriate.	Future development within this designation should be primarily residential in character, with live-work types of development, small commercial enterprises, schools, and other small scale, compatible civic uses possible in appropriate locations.	Development of single-family homes, townhouses, and small multi-unit buildings is allowed in this designation. Efficiency Units and Rooming Units, where permitted, are allowed at up to twice the generally applicable maximum density. Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.
<i>Mixed Housing Type – Low</i> 		Single-family homes, small multi-unit buildings, and neighborhood businesses where appropriate.	44 units per net acre.
<i>Mixed Housing Type – Medium</i> 		Single family homes and duplexes, townhouses, small multi-unit buildings, and neighborhood businesses.	50 units per net acre.
<i>Mixed Housing Type – High</i> 		Single family homes, duplexes, townhouses, and medium multi-unit buildings. Neighborhood businesses located according to criteria defined in the Zoning Ordinance.	60 units per net acre.
Hillside Residential 	The Hillside Residential designation is intended to create, maintain, and enhance low-density neighborhood residential areas that are characterized by detached, single-unit structures on hillside lots.	Future development within this designation should remain residential in character.	Maximum allowable density is 5 principal units per net acre.
Mixed Use Designations			
Urban Residential	The Urban Residential designation is intended to create, maintain, and enhance areas of the City that are appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services.	The primary future use in this designation is residential. Mixed-use buildings that house ground floor commercial uses (e.g., retail and office uses) and public facilities of compatible character are also encouraged. If possible, where lower density housing adjoins urban residential, building heights, bulk, and massing should be structured to create a transition area between the two.	Maximum allowable densities are shown in the subcategories below. Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density. Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.
<i>Urban Residential</i> 		Multi-unit, low-rise, or mid-rise structures and neighborhood businesses with good access to transportation and other services.	110 dwelling units per net acre.

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
<i>Urban Residential-High</i>		Multi-unit, mid-rise, and high-rise residential structures and ground floor neighborhood businesses on the City’s major corridors and areas around BART stops.	Maximum residential density is map based (see Figure 3).
Neighborhood Mixed Use	The Neighborhood Mixed Use designation is intended to identify, create, maintain and enhance existing neighborhood commercial centers and foster creation of new, walkable, mixed-use centers in neighborhoods without access to everyday amenities and new and evolving neighborhoods.	<p>Future development within this designation should be commercial or mixed uses that are pedestrian-oriented and serve nearby neighborhoods, or urban residential with ground floor commercial or other active uses.</p> <p>Ground floors emphasize “active” uses on majority of street frontages, with portions of street frontages devoted to residential uses. Active uses include grocery stores, restaurants, cafes, and personal services, active open space, eating and drinking places, personal and business services, co-working spaces, gyms and workout spaces, and smaller-scale educational, cultural, or entertainment uses. Includes generally continuous active uses at the ground floor level, punctuated by other complementary uses. Upper floors may contain residential, office, and other complementary uses.</p>	<p>Maximum residential density is map based (see Figure 3).</p> <p>The maximum nonresidential FAR for this designation is 4.0. Please refer to associated specific plans for sites within the Downtown, Lake Merritt Station Area, or Broadway Valdez specific plan areas for FAR requirements.</p> <p>Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density.</p> <p>Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.</p>
Community Mixed Use	The Community Mixed Use designation is intended to identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional operations along the City’s major corridors and in shopping districts or centers.	Community Mixed Use areas may include neighborhood center uses and larger scale retail and commercial uses, such as auto-related businesses, personal services business, health services and medical uses, educational facilities, and entertainment uses. Community Mixed Use areas can be complemented by the addition of urban residential development and compatible mixed-use development.	<p>Maximum residential density is map based. (see Figure 3)</p> <p>Except as indicated below, the maximum FAR for this designation is 5.0. For Community Mixed Use designations in the Broadway Valdez and Lake Merritt Station Area specific plan areas, please refer to the associated specific plans for FAR requirements.</p> <p>Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density. Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.</p>
Transit-Oriented Mixed Use	The Transit-Oriented Mixed Use designation is intended to create, preserve and enhance areas around rail stations and bus rapid transit (BRT) corridors. These areas feature high-density residential, commercial, and mixed-use developments to encourage a balance of pedestrian-oriented activities, transit opportunities, and concentrated development; and encourage safe and pleasant pedestrian environments near transit stations.	Development may include a mixture of residential, civic, commercial, and light industrial Activities, typically appropriate around transit centers such as Bay Area Rapid Transit (BART) stations. Several BART station areas are guided by specific plans.	<p>The maximum nonresidential FAR for this designation is 5.0. Maximum residential density is map based (see Figure 3).</p> <p>Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density.</p> <p>Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.</p>

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
Housing and Business Mix	The designation recognizes the equal importance of both housing and business. This designation is intended to guide a transition from heavy industry to low-impact light industrial and other businesses that can co-exist compatibly with residential development. Respect for environmental quality, coupled with opportunities for additional housing and neighborhood-friendly businesses is desired, as well as the transition from industry that generates impacts detrimental to residences.	Future business development within this designation should be compatible with housing, and development should recognize the mixed business nature of the area. Development of site-specific buffers are essential as are specific conditions under which business and housing will coexist. This designation allows mixed housing, "live-work", low-impact light industrial, commercial, and service businesses, and compatible community facilities.	The maximum nonresidential FAR is 3.0. See subcategories below for maximum densities. Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density. Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.
<i>Housing and Business Mix</i>		Development may include a mix of "live-work" and medium density housing in areas with a strong presence of industrial and heavy commercial activities.	70 dwelling units per net acre.
<i>Housing and Business Mix-High</i>		Development may include a mix of industrial, certain commercial and high-density residential development. This zone recognizes the equal importance of housing and business.	Maximum residential density is map based (see Figure 3).
Industry, Commerce, and Industrial Designations			
Regional Commercial	The Regional Commercial designation is intended to maintain, support and create areas of the City that serve as region-drawing centers of activity.	A mix of commercial, office, high-density residential, entertainment, arts, recreation, sports, visitor-serving activities, and other uses of similar character or supportive of regional drawing power.	Maximum residential density is 165 dwelling units per acre, except where specified in specific plan areas. The maximum nonresidential FAR for this designation is 4.0. Efficiency Units and Rooming Units are allowed at up to twice the generally applicable maximum density. Residential projects satisfying the affordability thresholds in an affordable housing overlay can exceed this maximum residential density so long as they are otherwise consistent with zoning requirements.
Technology and Research	Scientific, technical, or research and product development uses. Typical activities include research and laboratory work, testing, analysis, and small-scale prototyping.	Technology and research operations are generally low-impact and conducted indoors with minimal noise, traffic, or emissions. These areas may accommodate a mix of businesses such as office, commercial, bioscience and biotechnology, research and development, environmental technology, business and health services, and other uses of similar business character. These uses may include supporting offices and ancillary light fabrication directly tied to research functions. Mass production, heavy manufacturing, and high-hazard material uses are not included in this category, although small-scale and test manufacturing without external-to-site air and noise impacts are permitted.	The maximum nonresidential FAR for this designation is 5.0.

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
Light Industrial	The Light Industrial designation is intended to create, preserve and enhance areas of the City that are appropriate for a wide variety of businesses in commercial and industrial establishments. High impact industrial uses including those that have hazardous materials onsite may be allowed provided they are adequately buffered from residential areas and primarily limited to enclosed buildings. High impact or large scale commercial retail uses should be limited to sites with direct access to the regional transportation system.	These areas may accommodate a mix of businesses primarily limited to enclosed buildings, such as light industrial, manufacturing, food processing, commercial, bioscience and biotechnology, research and development, environmental technology, business and health services, air, truck and rail-related transportation services, warehouse and distribution facilities, office, and other uses of similar business character.	The maximum nonresidential FAR for this designation is 4.0. In areas where higher impact uses are located, buffering strategies will need to be developed.
Green, Low Impact Industry	The intent of this designation is to provide a buffer between residential and industrial uses. This designation is appropriate for a variety of industrial and commercial uses that generate low noise, traffic, and air quality impacts.	These areas may accommodate a mix of businesses such as office, light industrial, manufacturing, food processing, , environmental technology, and other uses of similar business character, with low noise, traffic, and air quality impacts. This use does not include warehouse and distribution uses.	The maximum nonresidential FAR for this designation is 4.0
General Industry	The General Industry designation is intended to recognize, preserve, and enhance areas of the City for a wide variety of businesses that may have the potential to create off-site impacts such as noise, light/ glare, truck traffic, and odor. These areas are characterized by sites with good freeway, rail, seaport, and/ or airport access.	A wide variety of uses are included, such as the Airport, Port, other transportation center, railyards, industrial and manufacturing uses, maritime terminals, distribution and warehousing, food processing, heavy impact research and development facilities, and other uses of similar or supporting character. The Zoning Ordinance may further classify uses within this designation.	The maximum nonresidential FAR for this designation is 2.0.
Institutional	The Institutional designation is intended to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical uses as well as other uses of similar character.	Future uses include educational and cultural facilities, institutions, health services, and medical facilities. Under certain conditions, mixed-use housing and commercial development that supports these institutional areas may be allowed.	The maximum nonresidential FAR for this designation is 8.0. Appropriate development standards that reflect the nature of the institutional facility and contain appropriate standards to address edge conditions adjacent to residential areas, and the need for expansion space, are all important factors that will be addressed by zoning. The Zoning Ordinance may subdivide Institutional uses into finer-grained categories, such as public and education.

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
Special Mixed Use Designations			
Central Business District	The Central Business District (CBD) designation is intended to encourage, support, and enhance the downtown, Lake Merritt, and Broadway Valdez areas as high-density mixed use urban centers of regional importance and a primary hub for business sectors including communications, office, government, high technology, retail, entertainment, and transportation in Northern California.	The CBD designations include a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.	
<i>Central Business District 1</i>			Maximum residential density is map based (see Figure 3), with a maximum density of 335 dwelling units per acre. The maximum nonresidential FAR is 12.0; see DOSP for more specific details.
<i>Central Business District 2</i>			Maximum residential density is map based (see Figure 3), with a maximum density of 400 dwelling units per acre. The maximum nonresidential FAR ranges from 12.0 to 20.0; see Downtown, Broadway Valdez, and Lake Merritt specific plans for more specific details.
<i>Central Business District 3</i>			Maximum residential density is map based (see Figure 3), with a maximum density of 535 dwelling units per acre. The maximum nonresidential FAR ranges from 22.0 to 30.0; see DOSP for more specific details.
Planned District	The Planned District designation is intended for areas subject to a “Planned Unit Development” process, where large projects must adhere to a comprehensive or master plan.	<p>The Planned District designation includes a mix of uses specified in an associated master or comprehensive plan.</p> <p>Existing Planned District uses include the following:</p> <p>(1) Oak Knoll: Mixed use residential community with units of varying types, neighborhood serving commercial, community uses, and open space and recreation areas.</p> <p>(2A) Planned Waterfront Development 1: Mainly public recreation and open space, such as parks, boating clubs, and community or cultural spaces. May also include jobs and visitor-serving uses like light industrial and maker spaces, offices, small shops and restaurants, artist studios, hotels, and cultural or recreational destinations.</p> <p>(2B) Planned Waterfront Development 2: Primarily industrial and manufacturing.</p> <p>(2C) Planned Waterfront Development 3: Primarily industrial, manufacturing, commercial, office, research and development, public parks, and open spaces.</p> <p>(2D) Planned Waterfront Development 4: New mixed-use neighborhood south of the Embarcadero with housing, shops, and recreational spaces. Parks and open areas provide public access to the Estuary and connect to waterfront parks and the San Francisco Bay Trail. May include civic and cultural uses. Includes renovation of two marinas.</p>	<p>Existing Planned District densities and intensities include the following:</p> <p>(1) Oak Knoll: 918 units, 86,000 s.f. nonresidential total.</p> <p>(2A) Planned Waterfront Development 1: nonresidential FAR of 1.0 and 35 units per net acre for privately owned parcels. Average FAR over entire area of 1.0. Average 35 units per net acre.</p> <p>(2B) Planned Waterfront Development 2: nonresidential FAR of 2.0 per parcel, 47 dwelling units per net acre.</p> <p>(2C) Planned Waterfront Development 3: nonresidential FAR of 3.0 per parcel.</p> <p>(2D) Planned Waterfront Development 4: Average 59 residential units per gross acre over the entire 64.2 planning area (PWD-4); approximately 200,000 s.f. of commercial development.</p> <p>For future projects, densities and intensities to be specified in associated master or comprehensive plan.</p>

	INTENT	DESIRED CHARACTER AND USE	INTENSITY/DENSITY
Recreation and Open Space Designations			
Resource Conservation	The Resource Conservation designation is intended to identify, enhance and maintain publicly owned lands for the purpose of conserving and appropriately managing undeveloped areas which have high natural resource value, scenic value, or natural hazards which preclude safe development.	Future development within this designation is extremely limited, and must relate to the conservation and management of natural resources, public open space, and natural hazards.	Buildings are not permitted in Resource Conservation areas except as required to facilitate the maintenance of conservation areas and meet basic visitor needs such as restrooms.
Urban Park and Open Space	The Urban Park and Open Space designation is intended to identify, enhance and maintain land for parks and open space. Its purpose is to maintain and enhance an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.	Urban parks, schoolyards, cemeteries, and other active outdoor recreation spaces.	The OSCAR generally describes facilities that may be included in urban parks and open spaces, which may include one caretaker's dwelling unit per site, if needed. Otherwise, policies call for "no net loss" of open space. Standards for lot coverage will be included in the development of open space zoning.

Appendix

B

POTENTIAL DEVELOPMENT

Potential Development: Draft Land Use Framework

A. EXISTING		B. TOTAL PIPELINE + SP ESTIMATES, GROWTH COMMON			C. NEW DEVELOPMENT	D. TOTAL DEVELOPMENT, 2045 (B+C)	FINAL BUILDOUT, 2045 (A+D)
Existing		Pipeline/Major Projects	Housing Element and ADU Projections	Downtown			
Housing Units							
Total Housing Units	189,706	8,359	19,113	27,175	37,553	92,201	281,907
Population*	425,093	18,468	42,227	60,039	82,967	203,701	628,794
Nonresidential (sq. ft.)							
Industrial	36,089,568	-30,232		-20,454	11,940,953	11,890,268	47,979,836
<i>T&R; Green, Low-Impact</i>					6,021,555	6,021,555	
<i>Other</i>		-30,232		-20,454	5,919,399	5,868,713	
Office and Medical	31,001,345	713,708		5,334,051	7,460,527	13,508,286	44,509,631
<i>Office</i>	31,001,345	513,892		5,212,747	2,453,382	8,180,021	
<i>Medical</i>		199,816		121,304	5,007,145	5,328,265	
Retail and Lodging	20,370,410	465,549		1,598,966	2,959,282	5,023,797	25,394,207
<i>Retail</i>	18,005,410	465,549		1,006,659	2,614,398	4,086,607	
<i>Lodging</i>	2,365,000	0		592,307	344,883	937,190	
NONRES GRAND TOTAL	87,461,323	1,149,025		6,912,563	22,360,763	30,422,351	117,883,674
Jobs and Employment							
Total Jobs**	217,679					109,073	326,752
Employed Residents***	240,373					102,177	315,403
Employed Residents Ratio	0.91						1.04

*Assumes 5 percent vacancy rate, 2 percent group quarters, and 2.28 people per household

**Jobs Density Assumptions (s.f./job): Industrial =800; T&R and Green, Low Impact = 550; Office = 275; Retail = 300; Hotel = 1,000; Medical = 250. 30 percent of total jobs assumed to be remote.

*** Employment rate estimated at 57 percent, assumes factor to account for population aging.

Appendix

C

GLOSSARY

Glossary

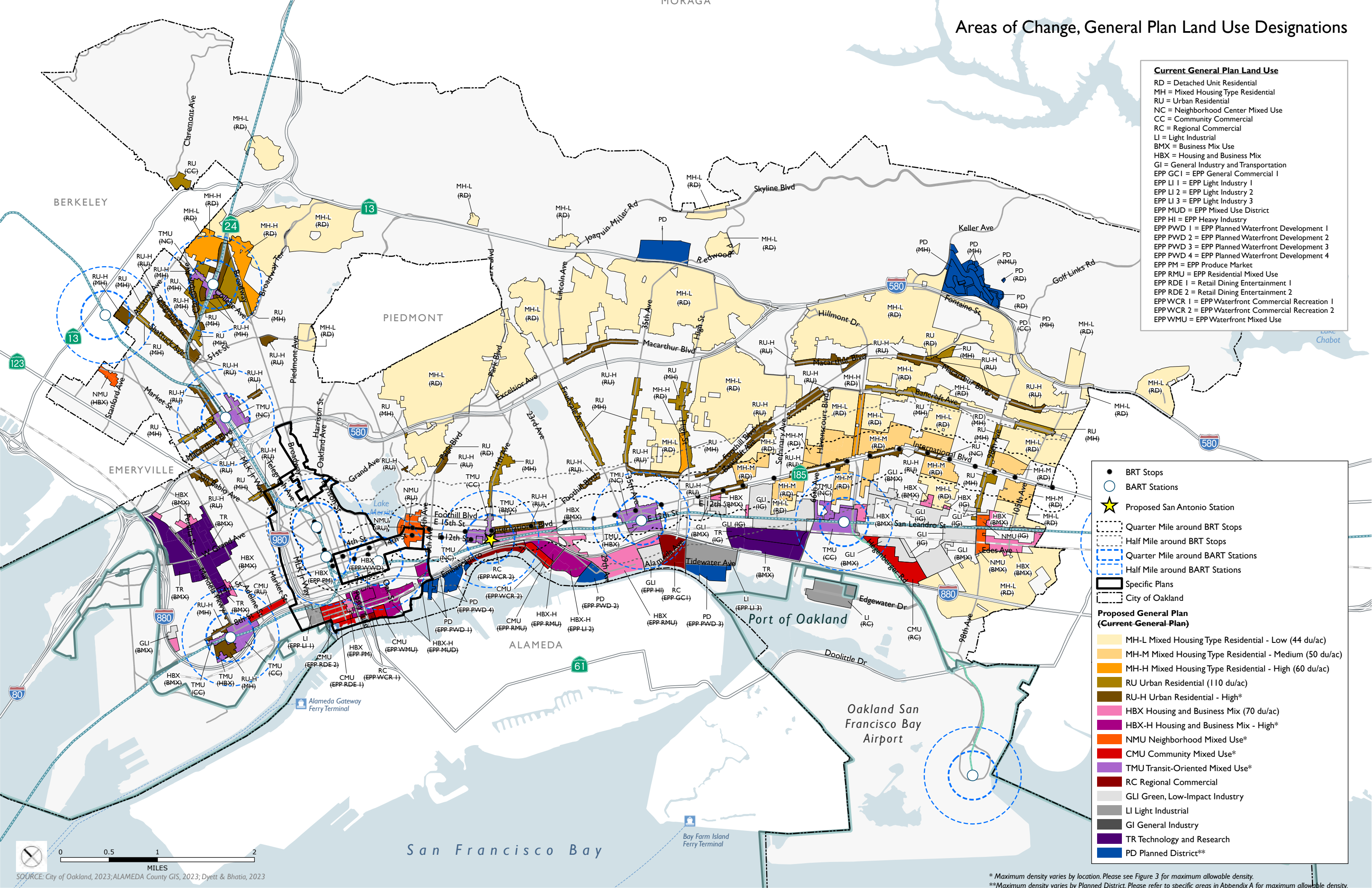
- **6th Cycle Housing Element:** A state-mandated plan (2023–2031) that establishes the city’s housing goals, policies, and action plan to meet the needs of all residents.
- **Corridors (Community Spines):** Major transportation routes where taller, higher-density buildings are encouraged to support frequent transit and connect neighborhoods.
- **Density:** The amount of development permitted on a given area of land, often measured by dwelling units allowed per net acre or by density allowed per building height.
- **Elements:** Specific chapters of the General Plan mandated by State law, covering topics such as Land Use, Transportation, Housing, and Safety.
- **Environmental Impact Report (EIR):** A detailed study prepared to assess the potential environmental effects of the General Plan before it is adopted.
- **Environmental Justice (EJ):** The principle of ensuring all communities equitably share environmental benefits and that no group is unfairly burdened by pollution.
- **FAR (Floor Area Ratio):** A measurement used to determine the intensity of development by comparing the total building square footage to the size of the lot.
- **First-Last Mile Connections:** The beginning or end segments of a trip (e.g., walking from home to a transit hub) that must be safe and accessible to make transit a viable option.
- **General Plan:** A high-level “blueprint” or policy document that guides long-term city decisions regarding State-required topics such as housing needs, environmental justice, climate change adaptation and mitigation, wildfire and flood hazards, conservation of natural resources, open space preservation, circulation and complete streets, noise impacts, and public safety. A City may choose to include other optional topics in the General Plan, such as economic development or urban design.
- **Green Parkway Connectors:** Existing bicycle boulevards that are enhanced with landscaping and safety features to link different parts of the greenway network.
- **Green, Low-Impact Industry:** A land use category intended to serve as a “buffer” between residential areas and heavy industry by hosting businesses with minimal noise and air quality impacts.
- **Greenway Network:** A system of car-free, landscaped corridors used for both recreation and active transportation, including paths and nature areas.
- **Headway:** The interval of time between transit vehicles.
- **Infill Development:** Building on vacant or underutilized sites within already developed areas rather than expanding into undeveloped land.
- **Land Use Compatibility:** The practice of balancing different land uses to protect residential neighborhoods from the impacts of industrial and other adverse activities.
- **Land Use Designation:** A specific classification assigned to a piece of land that dictates the types and intensities of uses allowed on that site.
- **Major Centers:** District-scaled hubs for jobs and mixed-use development that are slightly smaller than Downtown but more intense than neighborhood centers.
- **Mixed-Use:** A classification that allows for a combination of different uses, such as residential apartments located above ground-floor shops or offices.
- **Multi-modal:** A transportation system that integrates various forms of travel—including walking, biking, transit, and driving—to improve overall mobility.
- **Neighborhood Center:** Compact, walkable “hubs” designed to provide everyday amenities like grocery stores and cafes within a short walk of home.
- **Resilience Hubs:** Public facilities prioritized for improvements to serve as community support centers during climate emergencies or natural hazards.
- **Resource Conservation:** Areas designated to preserve publicly owned lands with high natural resource value, steep slopes, or wetlands where development is extremely limited.
- **Slow Streets:** Slow Streets are for pedestrians, bicyclists, and micro-mobility users with limited local access for motor vehicles. Slow Streets provide public spaces for residents in Oakland’s neighborhoods. Slow Streets are slow in practice and in name. Slow Streets form a network for human-powered movement and play.
- **Technology & Research (T&R):** New campus-sized districts intended for scientific, technical, and product development industries like life sciences and green technology.
- **Transit Hub:** A central point where multiple transit lines or modes meet, such as the proposed San Antonio multimodal hub, designed to connect housing and jobs to other transportation systems in the City.
- **Transit-Oriented Development (TOD):** High-density residential and commercial development located near rail stations or bus rapid transit (BRT) to encourage public transit use.

Appendix

D

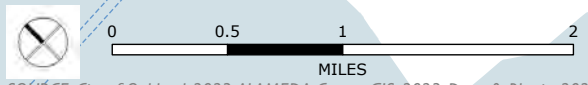
CHANGE AREAS

Areas of Change, General Plan Land Use Designations



- Current General Plan Land Use**
- RD = Detached Unit Residential
 - MH = Mixed Housing Type Residential
 - RU = Urban Residential
 - NC = Neighborhood Center Mixed Use
 - CC = Community Commercial
 - RC = Regional Commercial
 - LI = Light Industrial
 - BMX = Business Mix Use
 - HBX = Housing and Business Mix
 - GI = General Industry and Transportation
 - EPP GCI = EPP General Commercial 1
 - EPP LI 1 = EPP Light Industry 1
 - EPP LI 2 = EPP Light Industry 2
 - EPP LI 3 = EPP Light Industry 3
 - EPP MUD = EPP Mixed Use District
 - EPP HI = EPP Heavy Industry
 - EPP PWD 1 = EPP Planned Waterfront Development 1
 - EPP PWD 2 = EPP Planned Waterfront Development 2
 - EPP PWD 3 = EPP Planned Waterfront Development 3
 - EPP PWD 4 = EPP Planned Waterfront Development 4
 - EPP PM = EPP Produce Market
 - EPP RMU = EPP Residential Mixed Use
 - EPP RDE 1 = Retail Dining Entertainment 1
 - EPP RDE 2 = Retail Dining Entertainment 2
 - EPP WCR 1 = EPP Waterfront Commercial Recreation 1
 - EPP WCR 2 = EPP Waterfront Commercial Recreation 2
 - EPP WMU = EPP Waterfront Mixed Use

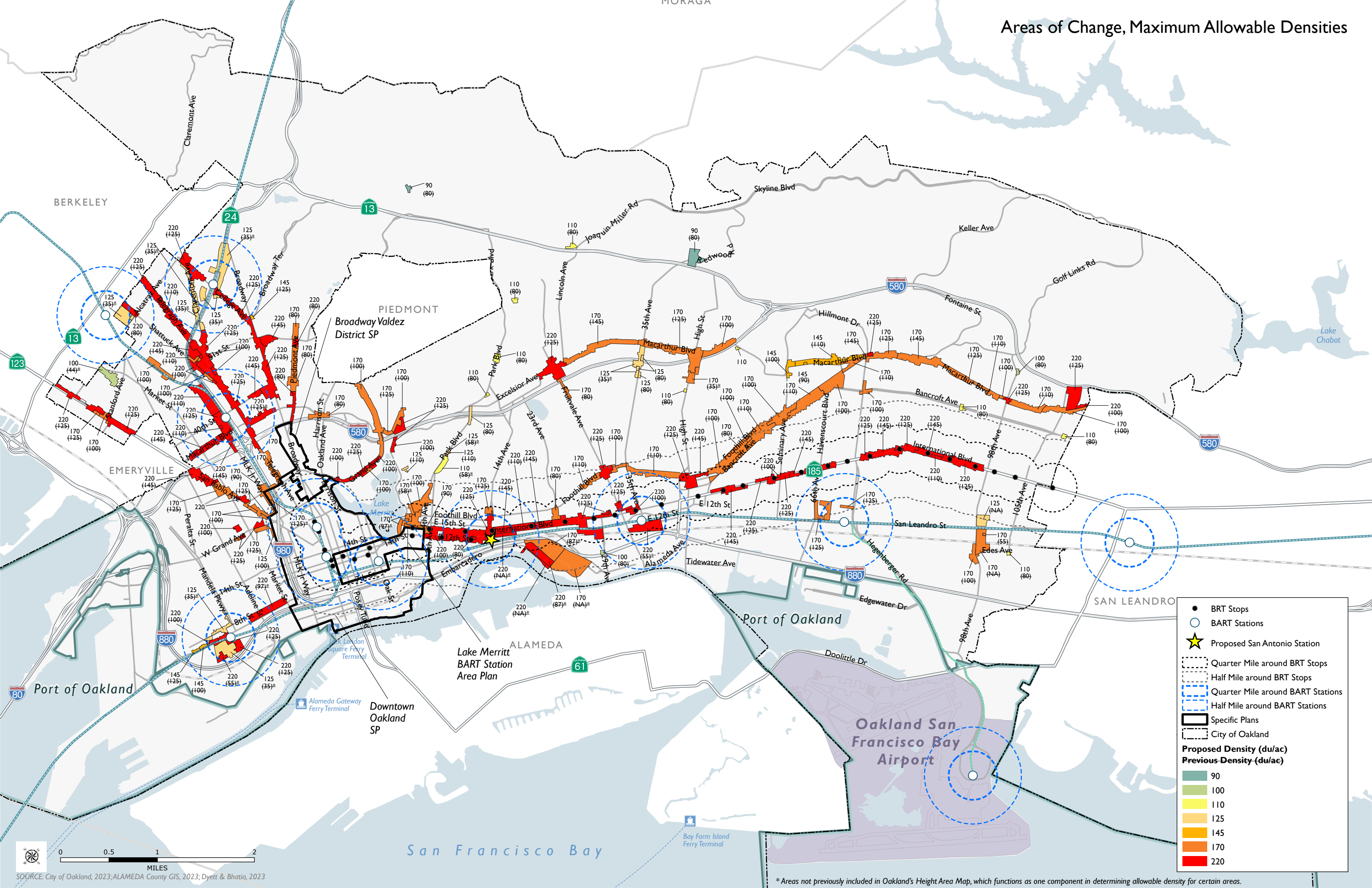
- BRT Stops
 - BART Stations
 - ★ Proposed San Antonio Station
 - Quarter Mile around BRT Stops
 - Half Mile around BRT Stops
 - Quarter Mile around BART Stations
 - Half Mile around BART Stations
 - ▭ Specific Plans
 - ▭ City of Oakland
- Proposed General Plan (Current General Plan)**
- MH-L Mixed Housing Type Residential - Low (44 du/ac)
 - MH-M Mixed Housing Type Residential - Medium (50 du/ac)
 - MH-H Mixed Housing Type Residential - High (60 du/ac)
 - RU Urban Residential (110 du/ac)
 - RU-H Urban Residential - High*
 - HBX Housing and Business Mix (70 du/ac)
 - HBX-H Housing and Business Mix - High*
 - NMU Neighborhood Mixed Use*
 - CMU Community Mixed Use*
 - TMU Transit-Oriented Mixed Use*
 - RC Regional Commercial
 - GLI Green, Low-Impact Industry
 - LI Light Industrial
 - GI General Industry
 - TR Technology and Research
 - PD Planned District**



SOURCE: City of Oakland, 2023; ALAMEDA County GIS, 2023; Dyett & Bhatia, 2023

* Maximum density varies by location. Please see Figure 3 for maximum allowable density.
 **Maximum density specific areas by Planned District. Please refer to specific areas in Appendix A for maximum allowable density.

Areas of Change, Maximum Allowable Densities



- BRT Stops
- BART Stations
- ★ Proposed San Antonio Station
- ⋯ Quarter Mile around BRT Stops
- ⋯ Half Mile around BRT Stops
- ⋯ Quarter Mile around BART Stations
- ⋯ Half Mile around BART Stations
- ▭ Specific Plans
- ▭ City of Oakland

Proposed Density (du/ac)
Previous Density (du/ac)

- 90
- 100
- 110
- 125
- 145
- 170
- 220
















* Areas not previously included in Oakland's Height Area Map, which functions as one component in determining allowable density for certain areas.

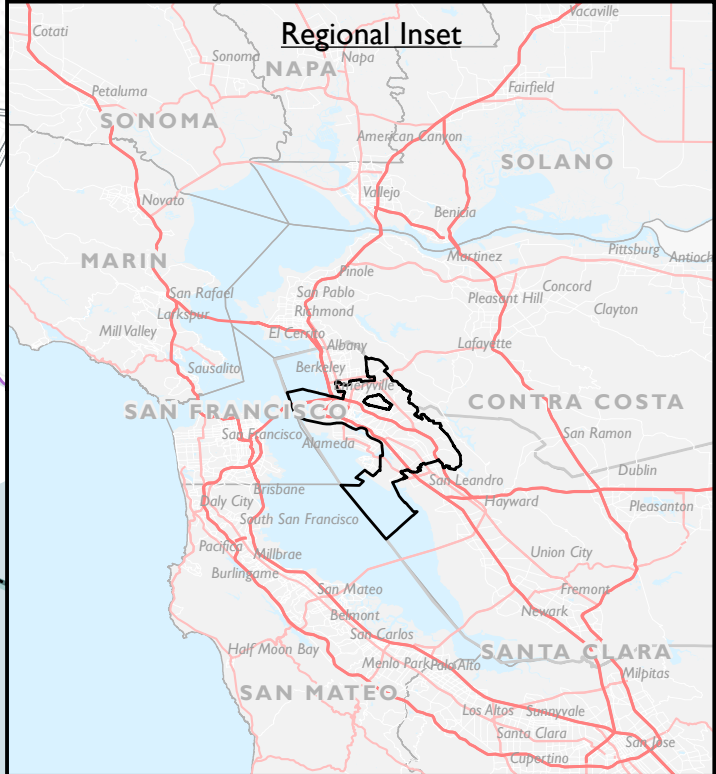
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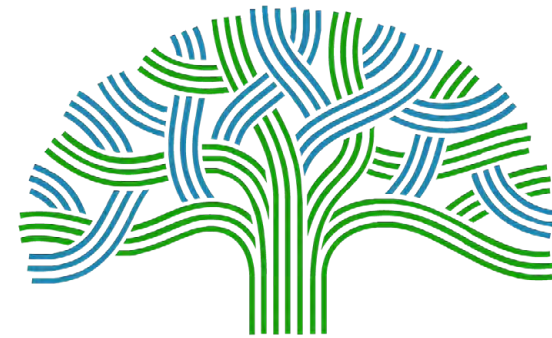
E

PRIORITY DEVELOPMENT AREAS

Regional Location, Planning Area, and Plan Bay Area Geographies

-  BART Stations
-  BART Lines
-  BART Airport Connector
-  Bus Rapid Transit Line
-  Railroads
-  Major Highways
-  Major Roads
-  City of Oakland
-  Airport
-  Parks
-  Schools
-  Priority Conservation Area 2050
-  Priority Production Area 2050
-  Priority Development Area 2050
-  Port of Oakland





**OAKLAND
GENERAL PLAN**

Creating Tomorrow, Together