



AGENDA REPORT

TO: Elizabeth Lake
Acting City Administrator

FROM: William Gilchrist
Director, Planning and
Building Department

SUBJECT: SUPPLEMENTAL – General Plan
Update Phase 2: Draft Land Use
Framework

DATE: July 2, 2026

City Administrator Approval


Betsy Lake (Jul 2, 2026 16:29:44 PDT)

Date: Jul 2, 2026

RECOMMENDATION

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

REASON FOR SUPPLEMENTAL

Staff is submitting this Supplemental Report to the General Plan Update (GPU) Phase 2: Draft Land Use Framework (Draft Framework) based on feedback at the May 12, 2026 Community and Economic Development (CED) Committee to clarify the General Plan Update process and to elaborate on aspects of this Draft Land Use Framework which were discussed at the May 12, 2026 CED meeting, where the CED voted unanimously to advance this item to the June 2, 2026 City Council meeting for a Study Session. This item was then rescheduled to go to the July 7, 2026 meeting instead of June 2, 2026.

In summary:

- 1) The Draft Framework is part of the ongoing efforts toward development of the General Plan Update and describes big-picture land use strategies for how Oakland can grow and evolve over the next 20 years based on public input and is the predecessor to detailed policy recommendations in the General Plan. This Draft Framework remains a work-in-progress whose purpose is to receive stakeholder feedback to ensure the City's understanding of critical aspects and concerns for the GPU to address early enough to inform outcomes. At this time, this Draft Land Use Framework makes no final or conclusive recommendations in location, character or extent of land-use policy and is not requesting any final determination by Council. This is meant to be a participatory exercise to ensure a comprehensive approach in advancing the work.

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- a. The CED meeting on May 12, 2026, and the subsequent Council Study Session on July 7, 2026 are intended to receive feedback from the City Council and the public to staff for guidance in advancing the GPU Phase 2.
 - b. The July 7, 2026 Council Study Session is an opportunity for staff to better understand Oakland stakeholders' insights on the strengths, opportunities, remediations, and priorities that the General Plan Update Phase 2 should address.
- 2) The anticipated schedule for Council to consider adoption of Phase 2 of the General Plan Update is in early Fall 2027, which allows sufficient time for stakeholder response, input and adjustment as the General Plan Update evolves. The schedule will include the following:
- a. Summer – Fall 2026 – Additional Focus Group Meetings with Stakeholders
 - i. Discussions on truck routes and industrial land uses
 - ii. Staff will make changes based on feedback from the comments on the Draft Land Use Framework
 - b. Late Fall 2026 – Release of Draft General Plan Elements
 - i. Public engagement and feedback on the draft Elements through Spring of 2027
 - ii. Staff will make additional changes based on the feedback given on the draft Elements
 - c. Fall 2027 – Final General Plan Elements brought to City Council for consideration of adoption
- 3) The role of the Port of Oakland, which includes both the Oakland Airport and Seaport, is recognized both as contributing to Oakland's status as an international trade city and serving as a principal economic anchor in the region and this information shall be included in the General Plan. The Port's contributions shall be thoroughly examined in the General Plan Land Use and Transportation Element.
- 4) The General Plan Update shall also review the feedback from stakeholders who addressed the May 12, 2026 CED meeting, such as the Oakland Maritime, Access, Sustainability and Trade (O-MAST) Coalition and Communities for a Better Environment (CBE).

In addition to the information provided in the Staff Report and presentation for the May 12, 2026 CED meeting, the General Plan Update will also acknowledge that the Port of Oakland supports nearly 100,000 jobs across Northern California of which more than 5,700 are held by Oakland residents. Along with supporting businesses, the Port generates \$174 billion in annual economic activity. The maritime sector injects millions of dollars into the local economy through wages and provides a vital base for working-class families. The Oakland Seaport remains the top U.S. port for international refrigerated exports and handles 90% of the region's agricultural products. In fiscal year 2023, the reported annual operating revenue was \$408.7 million.¹

Oakland attracts and retains U.S.-based companies that want to compete in the global market by participating in one of the largest Foreign Trade Zones (FTZ) on the West Coast. The benefits of participating in the FTZ include:

- duty referral, reduction or elimination
- reduced merchandise processing fees

¹ Port of Oakland (2026). <https://www.portofoakland.com/about/about-the-port-of-oakland>

- lower inventory costs and improved cash flow
- streamlined import/export documentation entry procedures

Summary of Feedback from the Oakland Maritime, Access, Sustainability and Trade (O-MAST) coalition and Communities for a Better Environment (CBE)

The O-MAST coalition and CBE gave public comment at the Community and Economic Development Committee meeting on May 12, 2026 as well as submitted formal letters in response to “*Oakland for All: Draft Land Use Framework*.” The main points are the following:

From O-MAST (link to the full letter [here](#))

- Establish policies around industrial compatibility and goods movement based on thorough, data-driven analysis
- Adopt a formal “Goods Movement” policy
- Adopt a formal tiered trucking network
- Resolve conflicts between industrial throughout and multimodal design
- Reassess Transportation network feasibility
- Overlay truck routes on all land use and transportation diagrams
- Include in all public documents the number of jobs the Port of Oakland generates
- Support infrastructure investments in goods movement

From CBE (link to the full letter [here](#))

- Discriminatory land use planning decisions shaped the legacies of environmental injustice that exist throughout Oakland
- The City of Oakland is required to Affirmatively Further Fair Housing, pass and implement policies that are consistent across General Plan elements, and conduct environmental review equitably across the City
- Proposed zoning designations threaten to further disproportionate environmental impacts and fair housing opportunities, and allow for future projects to circumvent environmental review
- The Draft Framework risks compounding racialized housing disparities in East Oakland
- Future planning must anticipate high frequency transit service and include policies to prevent displacement
- The Environmental Justice Element requires equitable access to parks and open spaces
- To further meaningful engagement in the General Plan process, the City must act to improve access to information

Next Steps

In addition to ongoing engagement with community, public sector, and private sector partners and stakeholders, as of June 2026, staff has started to meet with industry stakeholders either through separately convened meetings or at regularly scheduled sessions. Following the July 7, 2026 City Council Study Session, staff will continue to convene focus group meetings throughout Summer 2026 with members of the O-MAST coalition and other industrial

stakeholders, as well as advocacy groups, community groups, and other stakeholders. These discussions will specifically elevate the importance of goods movement by focusing on priorities such as clearly defined truck routes and policies that support the long-term viability of industrial lands as well as how to address where there may be conflicts with residential areas. We shall continue to meet with the Port to review and advance changes in response to their comments this summer.

Staff from multiple City departments will coordinate and plan to use the West Oakland Truck Management Plan as the starting foundation for a deeper analysis of truck routes citywide, ensuring they support efficient goods movement, comply with Assembly Bill 98 and Senate Bill 415, and reflect updated data on existing truck routes, baseline truck volumes, industrial land-use and logistics needs informed by NAICS codes, and jurisdictional boundaries. This work will continue to refine how current industrial uses are identified and how General Plan Land Use designations should be updated to adequately support the needs of Oakland's goods-dependent industries.

Engagement with stakeholder groups, including O-MAST, will continue through the release of the Draft GPU, including the Draft Land Use and Transportation Element, in Fall 2026, which will include draft goals and policies around Oakland's goods movement and industrial lands strategies. In parallel, staff will continue advancing the truck routes analysis, with the goal of finalizing a truck route map in Summer/Fall 2027. The truck route map shall be informed by the General Plan and be adopted as its own project apart from the General Plan, which will allow for modification without requiring future General Plan amendments as economic conditions and needs for industrial stakeholders may change.

ACTION REQUESTED OF THE CITY COUNCIL

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

For questions regarding this report, please contact Daniel Findley and Khalilha Haynes, Acting Planners IV.

Respectfully submitted,



William Gilchrist (Jul 2, 2026 16:00:56 PDT)

William A. Gilchrist
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