

Location:	The Planning Area encompasses approximately 850 acres in Downtown Oakland and is generally bounded by 27 th Street to the north, I-980, Brush and Market Street to the west; Embarcadero and the Jack London estuary waterfront to the south; and Lake Merritt and Channel to the east.
Proposal:	Conduct a public scoping session, as permitted by the California Environmental Quality Act (CEQA), to receive comments on the scope of an Environmental Impact Report (EIR) for the Downtown Oakland Specific Plan.
Applicant:	City of Oakland
Case File Number:	SP16-001 and ER18020
General Plan:	<u>Land Use and Transportation Element (LUTE)</u> Business Mix; Central Business District; Community Commercial; General Industry and Transportation; Institutional; Mixed Housing Type Residential; Neighborhood Center Mixed Use; Urban Park and Open Space; Urban Residential <u>Estuary Policy Plan (EPP)</u> Light Industry 1; Mixed Use District; Off-Price Retail District; Parks; Planned Waterfront Development 1; Planned Waterfront Development 4; Produce Market; Retail Dining Entertainment 1; Retail Dining Entertainment 2; Waterfront Commercial Recreation 1; Waterfront Mixed Use; Waterfront Warehouse District
Zoning:	C-40, C-45, CBD-C, CBD-P, CBD-R, CBD-X, CC-1, CC-2, CC-3, CIX-1A, CIX-1B, D-LM-2, D-LM-3, D-LM-4, D-LM-5, D-OTN, IG, M-20, M-30, M-40, OS(LP), OS(NP), OS(RCP), OS(RCA), OS (AF), OS (AMP), OS(SU), R-80, RU-3, RU-4, RU-5, S-2
Environmental Determination:	An EIR will be prepared for the Downtown Oakland Specific Plan
Historic Status:	The Plan Area includes cultural/historic resources that may be eligible for, or are on, a historical resource list (including the California Register of Historic Resources, the National Register of Historical Resources, and/or the Local Register); as well as several cultural/historic resources designated by the City of Oakland as Areas of Primary Importance (API); Areas of Secondary Importance (ASI); properties individually rated A, B, C, or D; and Landmark properties.
Service Delivery District:	Metro, 1, and 3
City Council District:	2 and 3
Status:	A Notice of Preparation (NOP) of an EIR was issued on January 4, 2019, and the public comment period on the NOP ends on February 21, 2019.
Action to be Taken:	Receive public and Board member comments on the scope of the EIR, including what information and analysis should be included pertaining to cultural and/or historical resource issues. No decisions will be made on the project at this hearing.
Finality of Decision:	N/A
For Further Information:	Contact project planner Alicia Parker at 510-238-3362 or aparker@oaklandca.gov . Project website: https://www.oaklandca.gov/topics/downtown-oakland-specific-plan

SUMMARY

The City of Oakland’s Department of Planning and Building is preparing an Environmental Impact Report (EIR) on the Downtown Oakland Specific Plan (“Plan,” “Project”) that will provide a roadmap for how the area develops over the next 20 years. The Planning Area encompasses approximately 850 acres in Downtown Oakland, including the Jack London District.

The City is both the applicant and lead agency for the Project, represented by the Department of Planning and Building. Under the California Environmental Quality Act (CEQA), a lead agency may proceed directly with EIR preparation without an Initial Study, if it is clear that an EIR will be required. As the City has made such a determination for this Project, no Initial Study has been prepared.

A Notice of Preparation (NOP) of an EIR was published on January 4, 2019 (see **Attachment A**). The public comment period on the scope of the Draft Environmental Impact Report (DEIR) ends on February 21, 2019. The City anticipates that a DEIR for public review and comment will be available by summer of 2019.

The purpose of this Landmarks Preservation Advisory Board (LPAB) public hearing is to receive comments regarding the scope of the environmental analysis of the Downtown Oakland Specific Plan, and on what types of Cultural and Historic Resource-related information and analysis should be considered in the DEIR. A scoping session will also be held before the Planning Commission on February 6, 2019. The public comment period on the scope of the DEIR ends on February 21, 2019.

PLAN BOUNDARY

As mentioned above, the Planning Area encompasses approximately 850 acres, and is generally bounded by 27th Street to the north, I-980, Brush and Market Streets to the west; Lake Merritt and Channel to the east; and Embarcadero and the Jack London estuary waterfront to the south, as shown in Attachment A, Figure 2.

BACKGROUND

See **Attachment B** for the Preliminary Draft Plan, which is a first draft of the Downtown Oakland Specific Plan and **Attachment C** for the staff report to the Planning Commission about the Preliminary Draft Plan. **Attachment D** are the minutes from the Landmarks Preservation Advisory Board meeting held on April 11, 2016 where the Board provided feedback on downtown’s historic resources.

PROJECT DESCRIPTION

The Downtown Oakland Specific Plan will be a 20-year planning document, with a planning horizon to the year 2040. The Plan builds on extensive community feedback to meet the following goals:

1. Create opportunities for economic growth for all Oaklanders.
2. Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.
3. Make downtown’s streets comfortable, safe, and inviting and improve connections to the city as a whole so that everyone has efficient and reliable access to downtown’s jobs and services.
4. Allow diverse voices and forms of expression to flourish by establishing and implementing cultural districts where strategies target facility upgrade to key cultural anchor institutions and support for small businesses representing the diverse character of downtown.

5. Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.
6. Develop downtown in a way that contributes to community needs and preserves Oakland's unique character.

The Plan aims to ensure that Downtown remains a place of continuing growth and revitalization, as well as a valuable resource for the larger Oakland community through increased employment, housing, arts, and cultural opportunities. Supporting existing residents by growing existing businesses and the creative economy are important to creating a plan that serves both current and future residents.

The components of the Specific Plan will include:

- The distribution, location, and extent of the uses of land, including open space, within the area covered by the Plan;
- The distribution location, and extent of the uses of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan;
- Actions, programs, and policy direction to achieve the community's goals for downtown among a range of topics including economic opportunity, mobility, community health, housing and affordability, land use and urban form and culture keeping, including programs to document and celebrate downtown Oakland's cultural heritage (including its "living history");
- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable; and
- A program of implementation measures, including regulations, public works projects, and financing measures necessary to carry out the proposed improvements.

The estimated development potential proposed for study as part of the Plan is presented in the Preliminary Draft Plan and includes approximately:

- 2.4 million square feet of retail/commercial;
- 13.8 million square feet of office;
- 940,110 square feet of flex commercial;
- 184,308 square feet of total industrial
- 1.3 million square feet of institutional
- 29,077 housing units.

Copies of both the Preliminary Draft Plan and the NOP are available to the public as follows:

1. Electronically, at the Project website: <https://www.oaklandca.gov/topics/downtown-oakland-specific-plan>
2. Printed reference copies, at the City of Oakland Planning Department (250 Frank Ogawa Plaza, Suite 3315).

ENVIRONMENTAL DETERMINATION

The City has determined that an EIR will be prepared for the Plan. An EIR is an informational tool to assist the City's decision makers and the public regarding the Project's environmental effects, mitigation measures, and Project alternatives. The EIR will be a product of a structured information gathering process specified in the CEQA guidelines. The EIR will study the development envelope that is reasonably foreseeable, to assess potential impacts and mitigation requirements.

As previously noted, a Notice Of Preparation of an EIR for the Plan was published on January 4, 2019. It is anticipated that the Project would likely result in potentially significant environmental effects to the following: Aesthetics, Air Quality, Biological Resources, Cultural and Historic Resources, Flood Plain/Flooding, Geology and Soils, Greenhouse Gases and Global Climate Change, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use and Planning, Noise, Population and Housing, Public Services, Recreation, Transportation and Traffic, and Utilities and Service Systems. All of the noted environmental factors will be analyzed in the EIR.

The EIR will also examine a reasonable range of alternatives to the Project, including the CEQA-mandated No Project Alternative, and other potential alternatives that may be capable of reducing or avoiding potential environmental effects.

It should also be noted that, as is common with an EIR process, the details of the Specific Plan will not be finalized when the EIR process begins. CEQA is an iterative process, and analyzing a finalized plan would remove the value of the EIR as a decision-making tool. The EIR will serve to inform the ongoing community discussion on the details in the Draft Specific Plan, and can direct the modification of proposed policies and programs in the Draft Specific Plan to help mitigate potential environmental impacts.

Purpose of Scoping Session

The main purpose of this scoping session is to solicit comments from the LPAB and the public on the scope of the EIR related to Cultural Resources. Comments about the environmental topics and issues that should be considered and specifics regarding desired approach, and potential alternatives to the Project are all appropriate comments. Staff and our consultants have identified the following preliminary list of Cultural Resource related environmental and Project issues that will be addressed in the EIR:

Cultural and Historic Resources

- Describe impact that new development may have on historic resources including Landmarks, and Areas of Primary Importance (APIs);
- Describe existing cultural resources including historic, archaeological, and paleontological resources based on available information from records search;
- Coordinate with Native American organizations as required under CEQA and SB 18;
- Assess potential impacts to such resources that may occur as the Plan is implemented;

Additionally, the analysis included related to changes in land use and/or associated policies as well as shade and shadow will help inform the cultural changes.

Alternatives

The EIR will also examine a reasonable range of alternatives to the Project, including the CEQA-mandated No Project Alternative, and other potential alternatives that may be capable of reducing or avoiding potential environmental effects to cultural resources.

PRESENCE OF KNOWN HISTORIC RESOURCES

The Oakland Cultural Heritage Survey (OCHS) prepared in 1997¹ by the City of Oakland rates historic resources such as Landmarks, Areas of Primary Importance (APIs), and Secondary Importance and Local Register Properties, the presence of each of which is described below. The Planning Area’s historic building range from those of highest (“A” rating) and major (“B” rating”) importance to those of secondary and minor importance (“C and D” ratings). Please note that Areas of Secondary Importance (ASI’s) are not considered a historic resource under CEQA.

The Local Register of Historic Properties recognizes the city’s most important buildings and districts, including designated Landmarks Preservation Districts, Heritage Properties, and Areas of Primary Importance. Areas of Primary Importance (API) are areas that appear eligible for the National Register of Historic Places; although not all are listed as historic districts. Areas of Secondary Importance (ASI) are generally sites and districts of local interest. Potential Designated Historic Properties (PDHPs) are all properties that meet minimum significance thresholds. The City considers any property that has at least a contingency rating of C (“secondary importance”) or contributes or potentially contributes to a primary or secondary district to “warrant consideration for possible preservation.” PDHPs are a large group: a fifth of the buildings in Oakland. They are meant to be “numerous enough to significantly influence the city’s character.”

In order to make an assessment of the type and amount of development that might occur in the Downtown Oakland Specific Plan, Anticipated Development and Opportunity Sites for development have been identified in the Preliminary Draft Plan. **Attachment E** shows the Anticipated Development Opportunity Sites and **Attachment F** shows the Historic Resources map, both from the Preliminary Draft Plan. New development is not limited to these sites. The Plan allows for flexibility in the quantity and profile of future development, as long as it conforms to the general parameters established by the specific plan.

Further detail about the following list of downtown’s landmarks and Areas of Primary Importance is contained in **Attachment G**.

Landmarks

The Plan Area contains 53 Landmark buildings, Oakland’s highest level of recognition of historic significance or architectural value and which are clearly eligible for the National Register of Historic Places, as shown on Attachment C. These include the:

- Paramount Theatre
- Fox West Coast Oakland Theater building
- Leamington Hotel and Annex
- Maclise Drug Store-Harding Block
- First Unitarian Church
- Oakland Public Library
- Federal Realty Co.-Pierce building
- Ginn (Frederick B.) House-Nile Club
- White (James) House
- Oakland City Hall
- Roos Brothers Store Building
- Howden (Robert A.) Building
- Pardee (Enoch H.& George C.) House
- Young Women's Christian Assoc. Building
- Oakland Title Insurance Co. building
- Palace Apartments

¹ The last comprehensive city wide OCHS occurred in 1997. Individual buildings continue to be surveyed on a case by case basis.

- Madison-Lake Apartments
- White (Mrs.A.E.) Building
- Lafayette Square
- Alameda County Title Insurance building
- Greek Orthodox Church of the Assumption
- Financial Center Building
- Breuner Co.- Oakland Tribune building
- Hotel Oakland
- Delger (Frederick)Block#1-LawyersBlock
- Henry House
- Jefferson Square
- Snyder (A.J.) Block (first)
- Snyder (A.J.) Block (second) - Ross House
- Wilcox (P.S.) Block Annex
- Wilcox (P.S.) Block
- Brown (Bowman) Building and Annex
- Oriental Block-Oriental House
- Central Pacific Railroad Depot
- Western Pacific Railroad Depot
- Heinold's First and Last Chance Saloon
- Security Bank & Trust-Key System building
- Camron-Stanford House
- Posey Tube Portal
- American Bag Company
Latham Square Fountain
- Lakeside Park and Wildlife Refuge
- Necklace of Lights
- Dunn Block
- Gooch (A.J.) Block-Winsor House
- Nicholl (John) Block
- Rotunda Building
- St. Paul's First Swedish Evangelical Church,
Lutheran Memorial Chapel
- Mason-Elsey-Wilson House
- Malonga Casquelourd Center for the Arts
- Municipal Boathouse
- Broadway Building, Lionel Wilson Building
- Oakland Iron Works Machine &
Blacksmith Shop

Areas of Primary Importance

A total of 21 Areas of Primary Importance, or API historic districts that appear eligible for the National Register of Historic Places are within or partially within the Plan Area, as shown on Attachment C. The 21 API Districts in the Plan area are:

- 15th and Grove House Group
- 17th Street Commercial
- 18th & Grove House Group
- 244 Lakeside Drive Group
- 25th Street Garage
- 7th Street Residential
- Cathedral
- Coit Building Group
- SP Railroad Industrial
- Downtown Historic
- Grove/Castro/19th Streets
- Grove Street Residential
- Lakeside Apartment
- Leamington Hotel Group
- Lake Merritt
- Old Oakland
- PG&E Station "C"
- Produce Market
- Wholesale Produce Market
- Uptown Commercial
- Waterfront Warehouse
- Muller Brothers Pickle Factory

NEXT STEPS

Under the City's Planning Code and the State CEQA Guidelines, several opportunities for public comment on the Project and on the environmental review of the Project are provided. These opportunities include the minimum 30-day comment period on the NOP; this Scoping Session before the Landmarks Preservation Advisory Board (LPAB); the public Scoping Session before the Planning Commission; a 45-day public review period on the DEIR; public hearing(s) before the Planning Commission and LPAB to receive comments on the DEIR; and public hearing(s) before the LPAB, Planning Commission, and City Council to consider certification of the Final EIR.

The 30-day public comment scoping period on the NOP ends on Thursday, February 21st, 2019.

The Preliminary Draft Plan is included as Attachment G and is the first draft of the Downtown Oakland Specific Plan. We anticipate that the Draft Specific Plan and DEIR will be prepared, circulated, and presented to the Planning Commission and the LPAB in late summer of 2019. Then, a Final Specific Plan and Final EIR will be reviewed by the LPAB and Planning Commission before final Plan adoption and Final EIR certification by the City Council, tentatively by summer of 2020.

RECOMMENDATION:

Staff requests the Landmarks Preservation Advisory Board to:

1. Receive comments from interested citizens and provide comments themselves on the scope and content of the Cultural Resource-related sections of the Draft Environmental Impact Report for the Downtown Oakland Specific Plan.

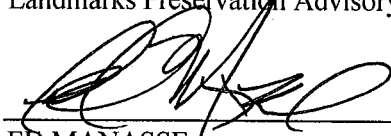
Prepared by:



Alicia Parker

Planner III, Strategic Planning

Approved for forwarding to the
Landmarks Preservation Advisory Board:



ED MANASSE

Environmental Review Officer

ATTACHMENTS:

- A. Notice of Preparation (NOP) for the Downtown Oakland Specific Plan EIR
- B. Preliminary Draft Plan
- C. January 23, 2019, Planning Commission Staff Report on Preliminary Draft Plan
- D. April 11, 2016, Landmarks Preservation Advisory Board Minutes
- E. Anticipated Development Opportunity Sites
- F. Historic Resources Map
- G. Historic Resources Section of March 14, 2016, Landmarks Preservation Advisory Board Staff Report

Attachment A

Notice of Completion & Environmental Document Transmittal

Mail to: State Clearinghouse, P.O. Box 3044, Sacramento, CA 95812-3044 (916) 445-0613

For Hand Delivery/Street Address: 1400 Tenth Street, Sacramento, CA 95814

SCH #

Project Title: Downtown Oakland Specific Plan

Lead Agency: City of Oakland

Contact Person: Alicia Parker

Mailing Address: 250 Frank H. Ogawa, Suite 3315

Phone: (510) 238-3362

City: Oakland

Zip: 94612

County: Alameda

Project Location: County: Alameda

City/Nearest Community: Oakland

Cross Streets: 27th St. (north); Brush and Market St. (west); Oakland Estuary (south); Lake Merritt (east) Zip Code: 94612

Longitude/Latitude (degrees, minutes and seconds): _____ ° _____ ' _____ " N / _____ ° _____ ' _____ " W Total Acres: 850

Assessor's Parcel No.: _____

Section: _____ Twp.: _____ Range: _____ Base: _____

Within 2 Miles: State Hwy #: I-980; I-580; I-880; SR-24

Waterways: Lake Merritt; Lake Merritt Channel; Oakland Estuary

Airports: _____

Railways: BART

Schools: Lincoln ES; Westlake MS

Document Type:

- | | | | |
|-----------------------------------------------|----------------------------------------------------|------------------------------------|------------------------------------------------|
| CEQA: <input checked="" type="checkbox"/> NOP | <input type="checkbox"/> Draft EIR | NEPA: <input type="checkbox"/> NOI | Other: <input type="checkbox"/> Joint Document |
| <input type="checkbox"/> Early Cons | <input type="checkbox"/> Supplement/Subsequent EIR | <input type="checkbox"/> EA | <input type="checkbox"/> Final Document |
| <input type="checkbox"/> Neg Dec | (Prior SCH No.) _____ | <input type="checkbox"/> Draft EIS | <input type="checkbox"/> Other: _____ |
| <input type="checkbox"/> Mit Neg Dec | Other: _____ | <input type="checkbox"/> FONSI | |

Local Action Type:

- | | | | |
|-------------------------------------------------|---------------------------------------------------|------------------------------------------------------------|-----------------------------------------|
| <input type="checkbox"/> General Plan Update | <input checked="" type="checkbox"/> Specific Plan | <input type="checkbox"/> Rezone | <input type="checkbox"/> Annexation |
| <input type="checkbox"/> General Plan Amendment | <input type="checkbox"/> Master Plan | <input type="checkbox"/> Prezone | <input type="checkbox"/> Redevelopment |
| <input type="checkbox"/> General Plan Element | <input type="checkbox"/> Planned Unit Development | <input type="checkbox"/> Use Permit | <input type="checkbox"/> Coastal Permit |
| <input type="checkbox"/> Community Plan | <input type="checkbox"/> Site Plan | <input type="checkbox"/> Land Division (Subdivision, etc.) | <input type="checkbox"/> Other: _____ |

Development Type:

- | | |
|-------------------------------------------------------------------------------|----------------------------------------------------------------|
| <input type="checkbox"/> Residential: Units _____ Acres _____ | <input type="checkbox"/> Transportation: Type _____ |
| <input type="checkbox"/> Office: Sq.ft. _____ Acres _____ Employees _____ | <input type="checkbox"/> Mining: Mineral _____ |
| <input type="checkbox"/> Commercial: Sq.ft. _____ Acres _____ Employees _____ | <input type="checkbox"/> Power: Type _____ MW _____ |
| <input type="checkbox"/> Industrial: Sq.ft. _____ Acres _____ Employees _____ | <input type="checkbox"/> Waste Treatment: Type _____ MGD _____ |
| <input type="checkbox"/> Educational: _____ | <input type="checkbox"/> Hazardous Waste: Type _____ |
| <input type="checkbox"/> Recreational: _____ | <input type="checkbox"/> Other: _____ |
| <input type="checkbox"/> Water Facilities: Type _____ MGD _____ | |

Project Issues Discussed in Document:

- | | | | |
|--------------------------------------------------------------|----------------------------------------------------------------|----------------------------------------------------------|--------------------------------------------------------|
| <input checked="" type="checkbox"/> Aesthetic/Visual | <input type="checkbox"/> Fiscal | <input checked="" type="checkbox"/> Recreation/Parks | <input type="checkbox"/> Vegetation |
| <input type="checkbox"/> Agricultural Land | <input checked="" type="checkbox"/> Flood Plain/Flooding | <input type="checkbox"/> Schools/Universities | <input checked="" type="checkbox"/> Water Quality |
| <input type="checkbox"/> Air Quality | <input type="checkbox"/> Forest Land/Fire Hazard | <input type="checkbox"/> Septic Systems | <input type="checkbox"/> Water Supply/Groundwater |
| <input checked="" type="checkbox"/> Archeological/Historical | <input checked="" type="checkbox"/> Geologic/Seismic | <input type="checkbox"/> Sewer Capacity | <input type="checkbox"/> Wetland/Riparian |
| <input checked="" type="checkbox"/> Biological Resources | <input checked="" type="checkbox"/> Minerals | <input type="checkbox"/> Soil Erosion/Compaction/Grading | <input type="checkbox"/> Growth Inducement |
| <input type="checkbox"/> Coastal Zone | <input checked="" type="checkbox"/> Noise | <input type="checkbox"/> Solid Waste | <input checked="" type="checkbox"/> Land Use |
| <input type="checkbox"/> Drainage/Absorption | <input checked="" type="checkbox"/> Population/Housing Balance | <input checked="" type="checkbox"/> Toxic/Hazardous | <input checked="" type="checkbox"/> Cumulative Effects |
| <input type="checkbox"/> Economic/Jobs | <input checked="" type="checkbox"/> Public Services/Facilities | <input checked="" type="checkbox"/> Traffic/Circulation | <input type="checkbox"/> Other: <u>Energy; GHG</u> |

Present Land Use/Zoning/General Plan Designation:

See Attached.

Project Description: (please use a separate page if necessary)

The Downtown Oakland Specific Plan will provide a roadmap for how the area develops over the next 20 to 25 years through policy guidance on land use, transportation, housing, economic development, public spaces, cultural arts, and social equity. The Plan aims to ensure that Downtown remains a place of continuing growth and revitalization, as well as a valuable resource for the larger Oakland community through increased employment, housing, arts, and cultural opportunities. Supporting existing residents by growing existing businesses and the creative economy are important to creating a plan that serves both current and future residents.

Note: The State Clearinghouse will assign identification numbers for all new projects. If a SCH number already exists for a project (e.g. Notice of Preparation or previous draft document) please fill in.

Reviewing Agencies Checklist

Lead Agencies may recommend State Clearinghouse distribution by marking agencies below with and "X".
If you have already sent your document to the agency please denote that with an "S".

- Air Resources Board
- Boating & Waterways, Department of
- California Emergency Management Agency
- California Highway Patrol
- Caltrans District # _____
- Caltrans Division of Aeronautics
- Caltrans Planning
- Central Valley Flood Protection Board
- Coachella Valley Mtns. Conservancy
- Coastal Commission
- Colorado River Board
- Conservation, Department of
- Corrections, Department of
- Delta Protection Commission
- Education, Department of
- Energy Commission
- Fish & Game Region # _____
- Food & Agriculture, Department of
- Forestry and Fire Protection, Department of
- General Services, Department of
- Health Services, Department of
- Housing & Community Development
- Native American Heritage Commission

- Office of Historic Preservation
- Office of Public School Construction
- Parks & Recreation, Department of
- Pesticide Regulation, Department of
- Public Utilities Commission
- Regional WQCB # _____
- Resources Agency
- Resources Recycling and Recovery, Department of
- S.F. Bay Conservation & Development Comm.
- San Gabriel & Lower L.A. Rivers & Mtns. Conservancy
- San Joaquin River Conservancy
- Santa Monica Mtns. Conservancy
- State Lands Commission
- SWRCB: Clean Water Grants
- SWRCB: Water Quality
- SWRCB: Water Rights
- Tahoe Regional Planning Agency
- Toxic Substances Control, Department of
- Water Resources, Department of
- Other: San Francisco Bay Regional Water Quality Control Board
- Other: _____

Local Public Review Period (to be filled in by lead agency)

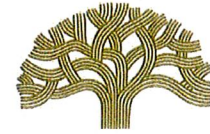
Starting Date January 4th, 2019 Ending Date February 11th, 2019

Lead Agency (Complete if applicable):

Consulting Firm: Urban Planning Partners Applicant: _____
 Address: 388 17th Street, Suite 230 Address: _____
 City/State/Zip: Oakland, CA 94612 City/State/Zip: _____
 Contact: Lynette Dias Phone: _____
 Phone: (510) 251-8210

Signature of Lead Agency Representative: _____ **Date:** 1/3/19

Authority cited: Section 21083, Public Resources Code. Reference: Section 21161, Public Resources Code.



DALZIEL BUILDING • 250 FRANK H. OGAWA PLAZA • SUITE 3315 • OAKLAND, CALIFORNIA 94612

Planning and Building Department
Bureau of Planning

(510) 238-3941
FAX (510) 238-6538
TDD (510) 238-3254

**NOTICE OF PREPARATION (NOP) OF A
DRAFT ENVIRONMENTAL IMPACT REPORT
FOR THE DOWNTOWN OAKLAND SPECIFIC PLAN**

The City of Oakland's Planning and Building Department, Bureau of Planning, is preparing an Environmental Impact Report (EIR) on the Downtown Oakland Specific Plan concurrently with the development of the Draft Downtown Oakland Specific Plan (the Project) as identified below, and is requesting comments on the scope and content of the EIR. The EIR will address the potential physical and environmental effects that the project may have on each of the environmental topics outlined in the California Environmental Quality Act (CEQA). The City has **not** prepared an Initial Study. Under CEQA, a Lead Agency may proceed directly with EIR preparation without an Initial Study if it is clear that an EIR will be required. The City has made such determination for the Project.

The City of Oakland is the Lead Agency for the Project and is the public agency with the greatest responsibility for approving the Project or carrying it out. This notice is being sent to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that also have a role in approving or carrying out the Project. When the EIR is published, it will be sent to all Responsible Agencies and to others who respond to this NOP or who otherwise indicate that they would like to receive a copy.

Responses to this NOP and any questions or comments should be directed in writing or via email to: Alicia Parker, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa, Suite 3315 Oakland, CA 94612; (510) 238-3362 (phone); or by e-mail at aparker@oaklandca.gov. Written comments on the NOP must be received at the above mailing or e-mail address **by 4:00 p.m. on February 11th, 2019**. Please reference case number **SP16-001** and **ER18020** in all correspondence.

In addition, comments may be provided at the EIR Scoping Session Public Hearings to be held before the Landmarks Preservation Advisory Board and the City Planning Commission.

All comments should focus on potential impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project in light of the EIR's purpose to provide useful and accurate information about such factors.

EIR SCOPING SESSION PUBLIC HEARINGS:

- (1) The Landmarks Preservation Advisory Board**
Monday February 4, 2019 at 6:00pm
Oakland City Hall, Hearing Room 1
1 Frank H. Ogawa Plaza

2) City Planning Commission
Wednesday, February 6, 2019 at 6:00pm
Oakland City Hall, Hearing Room 1
1 Frank H. Ogawa Plaza

PROJECT TITLE: Downtown Oakland Specific Plan

PROJECT LOCATION: The Downtown Oakland Specific Plan Area encompasses approximately 850 acres in Downtown Oakland and is generally bounded by 27th Street to the north; I-980, Brush and Market Street to the west; the Jack London estuary waterfront and Embarcadero West to the south; and Lake Merritt and Channel to the east. The Plan Area's location is shown in Figure 1, and the Plan Area Boundary is shown in Figure 2.

PROJECT SPONSOR: City of Oakland

EXISTING CONDITIONS: The City of Oakland, with the assistance of grants from the Metropolitan Transportation Commission (MTC) and Bay Area Rapid Transit (BART), is preparing the Downtown Oakland Specific Plan. Downtown Oakland is the cultural, business, government, and entertainment hub of the East Bay. The Plan Area also includes several historic properties and districts including those designated by the City of Oakland as being Areas of Primary Importance (API); Areas of Secondary Importance (ASI); properties individually rated A, B, C, or D; and Landmark Properties. The Plan Area is serviced by two Bay Area Rapid Transit (BART) stations, multiple Alameda County (AC) Transit bus lines, Amtrak train service, and ferry service. There is potential soil and groundwater contamination associated with previous uses in the project area, including approximately 100 properties identified on the California Environmental Protection Agency's Cortese List.

PROJECT DESCRIPTION: The Downtown Oakland Specific Plan will provide a roadmap for how the area develops over the next 20 to 25 years through policy guidance on land use, transportation, housing, economic development, public spaces, cultural arts, and social equity.

The Plan aims to ensure that Downtown remains a place of continuing growth and revitalization, as well as a valuable resource for the larger Oakland community through increased employment, housing, arts, and cultural opportunities. Supporting existing residents by growing existing businesses and the creative economy are important to creating a plan that serves both current and future residents.

The Plan builds on extensive community feedback to meet its goals of:

1. Create opportunities for economic growth for all Oaklanders.
2. Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.
3. Make downtown's streets comfortable, safe, and inviting, as well as improve connections to the city as a whole so that everyone has efficient and reliable access to downtown's jobs and services.
4. Allow diverse voices and forms of expression flourish.
5. Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.
6. Develop downtown in a way that contributes to community needs and preserves Oakland's unique character.

The components of the Specific Plan will include:

- The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan;
- The proposed distribution location, and extent of the uses of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and need to support the land uses described in the plan;
- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable; and
- A program of implementation measures, including regulations, public works projects, and financing measures necessary to carry out the proposed improvements

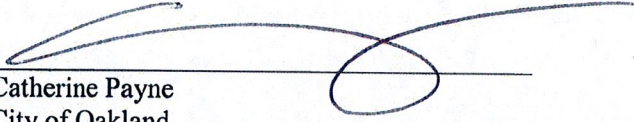
For more information on the project, please visit the project website at:
<https://www.oaklandca.gov/topics/downtown-oakland-specific-plan>.

PROBABLE ENVIRONMENTAL EFFECTS: It is anticipated that the project may have significant environmental impacts to the following: Aesthetics, Air Quality, Biological Resources, Cultural and Historic Architectural Resources, Flood Plain/Flooding, Energy, Geology and Soils, Greenhouse Gas Emissions and Global Climate Change, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use and Planning, Mineral Resources, Noise and Vibration, Population and Housing, Public Services, Recreation, Traffic and Transportation, and Utilities and Infrastructure, as well as cumulative effects. All of the noted environmental factors will be analyzed in the EIR.

The Project does not have the potential for any impact on the following environmental factors, and, as a result, these environmental factors will not be the subject of study in this EIR: Agriculture and Forestry (there are no agricultural and forest land resources in the Planning Area), and Mineral Resources (there are no mineral resources in the Plan Area).

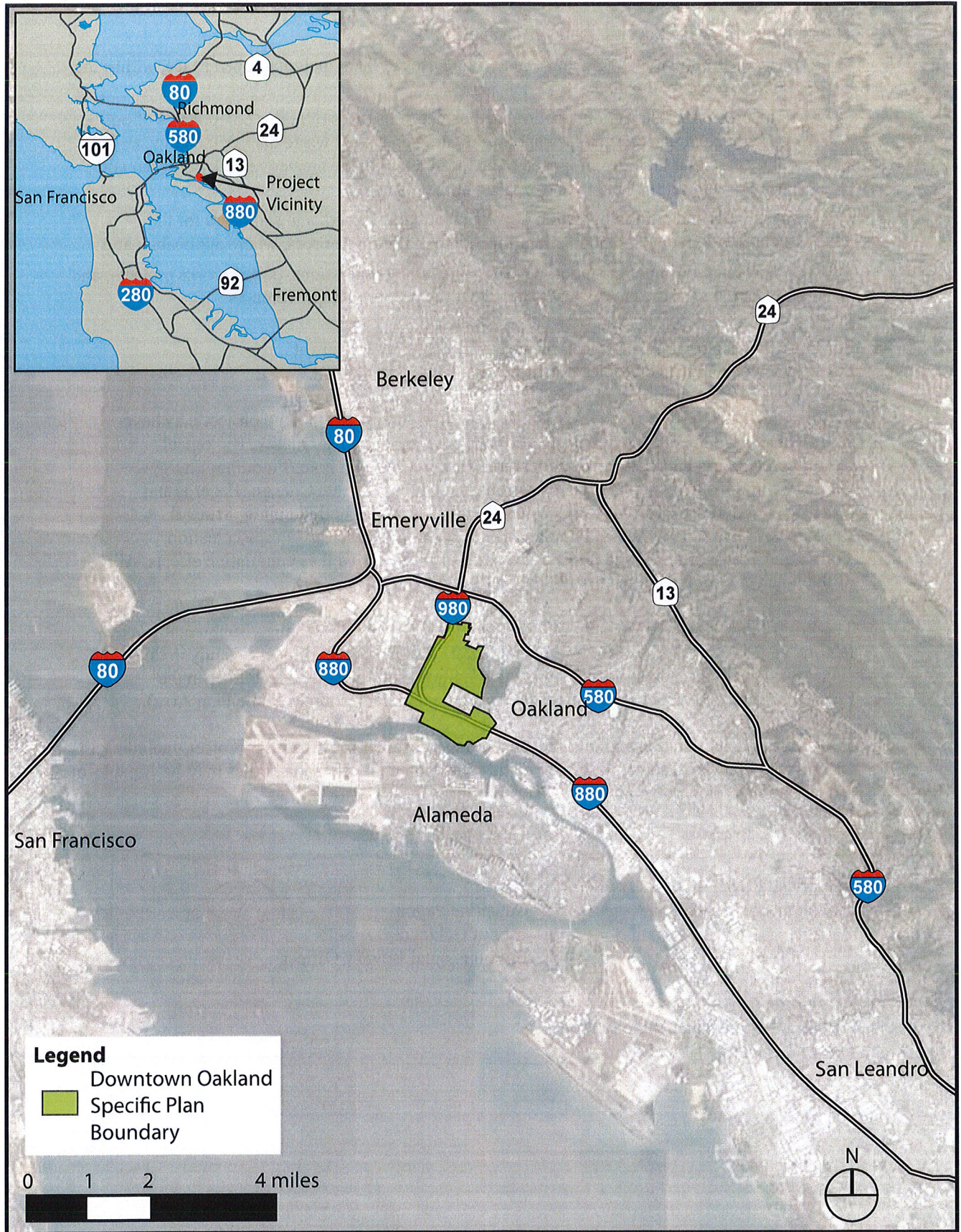
The Draft EIR will also examine a reasonable range of alternatives to the project, including the CEQA-mandated No Project Alternative and other potential alternatives that may be capable of reducing or avoiding potential environmental effects.

January 4, 2018
File Number ER18020


Catherine Payne
City of Oakland
Environmental Review Officer

Attachments:

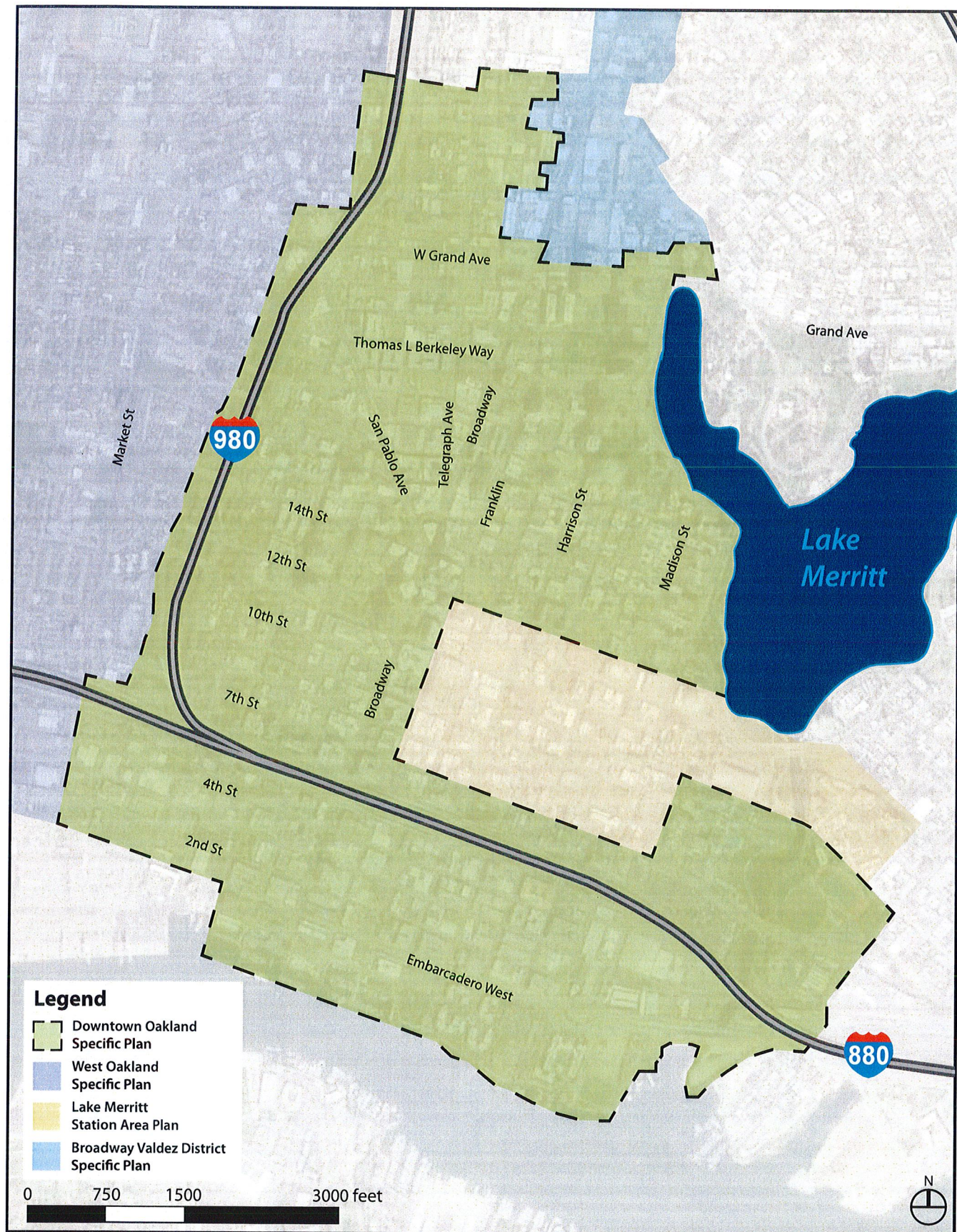
Figure 1: Regional and Vicinity Map
Figure 2: Planning Boundary



**Downtown Oakland Specific Plan Draft EIR
Notice of Preparation**

Source: Google Earth, 2018.

Figure 1
Regional and Vicinity Map



**Downtown Oakland Specific Plan
Notice of Preparation**

Source: Google Earth, 2018.

**Figure 2
Planning Boundary**

ATTACHMENT B

The Preliminary Draft Plan is available on the project webpage “Plan Publications” section:
<https://www.oaklandca.gov/topics/plan-publications>

Location:	Area bounded by 27th Street to the north; I-980, Brush and Market Streets to the west; Embarcadero and the Jack London estuary waterfront to the south; and Lake Merritt and Channel to the east
Proposal:	Review of the Preliminary Draft Plan, which will serve as the basis for the Draft Downtown Oakland Specific Plan; no final decision will be made at this hearing.
Applicant:	City of Oakland
Case File Number:	SP16001
General Plan:	<u>Land Use and Transportation Element (LUTE)</u> Business Mix; Central Business District; Community Commercial; General Industry and Transportation; Institutional; Mixed Housing Type Residential; Neighborhood Center Mixed Use; Urban Park and Open Space; Urban Residential <u>Estuary Policy Plan (EPP)</u> Light Industry 1; Mixed Use District; Off-Price Retail District; Parks; Planned Waterfront Development 1; Planned Waterfront Development 4; Produce Market; Retail Dining Entertainment 1; Retail Dining Entertainment 2; Waterfront Commercial Recreation 1; Waterfront Mixed Use; Waterfront Warehouse District
Zoning:	C-40, C-45, CBD-C, CBD-P, CBD-R, CBD-X, CC-1, CC-2, CC-3, CIX-1A, CIX-1B, D-LM-2, D-LM-3, D-LM-4, D-LM-5, D-OTN, IG, M-20, M-30, M-40, OS(LP), OS(NP), OS(RCP), OS(RCA), OS (AF), OS (AMP), OS(SU), R-80, RU-3, RU-4, RU-5, S-2
Environmental Determination:	An Environmental Impact Report (EIR) will be prepared as part of the Downtown Oakland Specific Plan.
Historic Status:	52 Landmarks, 21 Areas of Primary Importance (API), 27 Areas of Secondary Importance (ASI)
City Council District:	2, 3
Status:	Ongoing; No final decision will be made at this hearing.
Action to be Taken:	Staff requests feedback from the Planning Commission and public on the Preliminary Draft Plan, which will be studied in the Environmental Impact Report and serve as the basis for the Draft Specific Plan. The Planning Commission will not make a final decision at this hearing, but will instead provide feedback to Staff in addition to comments from the public.
For Further Information:	Contact Project Manager Alicia Parker at (510) 238-3362 or by email at aparker@oaklandca.gov .

SUMMARY

The purpose of this report is to provide an update to the Planning Commission and public on the current process underway to prepare a specific plan for Downtown Oakland; and to provide an overview of the recently published Preliminary Draft Plan (Attachment A), which will serve as the next interim step toward development of the Draft Specific Plan.

The process to develop a specific plan for Downtown Oakland began in 2015. The purpose of the Downtown Oakland Specific Plan is to update city policies that guide downtown development by

considering Oakland's current and projected future economy. Plan policies will be geared to protect what makes downtown "authentically Oakland", and to balance and serve the broad needs of the entire Oakland community – including inclusive economic opportunity and security; anti-displacement measures to help protect residents, businesses and community institutions; a welcoming public realm that is safe, engaging, and inclusive; and reduction of disparities in accessing opportunity and quality of life.

The initial phase of public engagement involved a 10-day charrette, open studio, stakeholder meetings, and publication of the Plan Alternatives Report in Spring 2016 - about which thousands of comments were received by the city. Some of the comments received during this initial public engagement phase focused on the ongoing displacement of long-time Oaklanders, artists, small businesses and community-serving non-profits; and particularly voiced concern about possible impacts to low-income residents and residents of color. Other commenters warned about dampening the investment appeal of downtown, and underleveraging the importance of downtown Oakland as economic engine to fund public services citywide. Many were also concerned that not enough Oaklanders had been involved in this initial engagement process for the Downtown Plan's confection.

In response, the city initiated a new phase in the Downtown Plan public outreach process in 2017 that focused on engaging a broader, more representative cross-section of the community, identifying racial disparities in life-outcomes both downtown and citywide, and exploring strategy options to address these disparities along with developing measures of success to ensure accountability. Strategies have also been explored that seek to harness downtown's unique potential to attract large-scale regional employers, hotel development and a balanced mix of residential uses, at a variety of income levels, due to its transit access, flourishing arts, entertainment and dining scene, waterfront proximity, location at the heart of the East Bay, and cultural heritage.

The Preliminary Draft Plan, the subject of this report, will serve as the basis for the Draft Downtown Oakland Specific Plan, which will be studied in the environmental impact report being developed concurrently.

PROJECT DESCRIPTION AND BOUNDARY

The Downtown Oakland Specific Plan (Downtown Plan) is being developed to implement the City of Oakland General Plan. The Downtown Plan will guide downtown development over the next 20-25 years to serve the needs of the entire Oakland community including economic opportunity, housing, transportation, arts and culture, community health, land use, and reduction of disparities in access to opportunity and quality of life. The physical boundaries of the Downtown Specific Plan include the area bounded by 27th Street to the north; I-980, Brush Street, and Market Street to the west; the Jack London estuary waterfront and Embarcadero West to the south; and Lake Merritt and Channel to the east.

Chinatown is not included in the boundary of the Downtown Plan, because it was previously covered by the Lake Merritt Station Area Plan (LMSAP) adopted in 2014. However, in recognition of Chinatown's critical role in downtown as a whole, Chinatown stakeholders have been included as part of the Downtown Plan's Community Advisory Group, and a Neighborhood Design Session was held with the broader Chinatown community. Additionally, recommendations related to downtown-wide transportation, housing, economic and cultural policy will apply to Chinatown as well.

BACKGROUND

The process to develop the Downtown Oakland Specific Plan began in 2015. The initial phase of the planning process culminated with the Plan Alternatives Report in Spring 2016, about which the City received thousands of comments. Many comments expressed concerns about the rapid displacement of communities of color, as well as displacement of independent small businesses and community-serving non-profits who provide essential services to historically marginalized communities. Some members of

the business community warned about dampening the investment appeal of downtown, citing risky capital markets, ostensibly limiting the feasibility of development projects at all, let alone those hindered with additional fees to support community-desired benefits. City Economic Development staff expressed the importance of economic activity downtown as a mechanism for generating revenue that funds critical public services citywide. Community members also expressed concern that all stakeholder voices be represented in the discussion, including Oakland residents who live elsewhere in the city. In response to these comments, the city initiated a new phase in the Downtown Plan process in 2017 - focused on engaging a broader, more representative section of the community. This "Phase II" in the Downtown Plan process marked a re-launch in the planning process with an equity lens, and a focus on developing balanced strategies for downtown's future that would bring opportunities to downtown that specifically benefit underserved communities. Both phases in the Downtown Plan process to date are detailed below.

Planning Process: Phase I

The process to develop a specific plan for Downtown Oakland began in 2015. The initial phase of public engagement involved a Community Kick-off event, 10-day charrette and Open Studio, stakeholder meetings, and publication of the Plan Alternatives Report. Key milestones and efforts in this initial phase of public engagement are summarized below.

- **September 3, 2015: COMMUNITY KICK-OFF**
To mark the beginning of the public planning process in 2015, the Dover-Kohl team and the City of Oakland hosted a community workshop at the Rotunda Building next to City Hall to introduce local citizens and community groups to the Downtown Oakland Specific Plan process. A brief presentation was given, followed by an interactive hands-on activity. The event was used to inform and encourage participation for the upcoming charrette.
- **October 19 – 28, 2015: CHARRETTE & OPEN STUDIO**
This multi-day event included: a hands-on public design workshop and open design studio where the community was invited to stop by to see draft concepts; a series of technical/stakeholder meetings to gather feedback on important issues; and a work-in-progress presentation at the Paramount Theatre to summarize ideas.
- **March – April 2016: PLAN ALTERNATIVES REPORT**
The Plan Alternatives Report describes a draft vision and initial concepts for downtown, based on charrette input. The Report is posted online and was reviewed at community meetings, with groups including the Community Advisory Group (CAG); Parks and Recreation Advisory Committee (PRAC); Landmarks Preservation Advisory Board (LPAB); Youth Advisory Commission; Bicyclist & Pedestrian Advisory Committee (BPAC); and Planning Commission. The Plan Alternatives Report was presented at a large community presentation and open house held in March of 2016 at the Malonga Casquelourd Center for the Arts.
- **November 2015 – July 2016: STAKEHOLDER MEETINGS**
Meetings were held with additional existing stakeholder organizations such as the Art + Garage District, Oakland Creative Neighborhoods Coalition, Chinatown Coalition, Old Oakland Neighbors, the Metropolitan Chamber of Commerce Land Use Committee, Malonga Center resident organizations, and downtown schools and youth services. The City also used the "Speak Up, Oakland!" online forum to solicit feedback from individual Oaklanders.
- **Spring 2016: YOUTH SUMMIT AND COURSEWORK**
The City collaborated with the Y-PLAN (Youth: Plan, Learn, Act, Now!) program at UC Berkeley to introduce MetWest and Skyline students to planning and get their ideas for the downtown, as well as holding an after-school Youth Summit with Y-PLAN students and youth who participate in many of the youth programs downtown, including Civicorps and BAY-Peace.

- April – July 2016: PLAN ALTERNATIVES REPORT COMMENTS MEMO
This memo was produced to summarize all public input on the Plan Alternatives Report. Over 1,000 comments were received and organized to refine the plan vision and goals.
- August 2016: JACK LONDON NEIGHBORHOOD DESIGN SESSIONS
Community workshops and a series of stakeholder meetings were held over a two-day period in August of 2016 to discuss opportunities and challenges specific to the Jack London District, which, unlike the rest of downtown, has not received a zoning update in recent years.

Planning Process: Phase II

In early 2017, the City of Oakland kicked off a new phase of the downtown planning effort with an expanded focus on social and racial equity, engaging an “equity team” of consultants to provide an assessment of the Downtown Plan work to date, deepen engagement from historically marginalized communities, document disparities, and evaluate the potential equity impacts of draft plan policies.

- Spring – Summer 2017: EQUITY ASSESSMENT & EXPANDED OUTREACH
At the start of Phase II in the downtown planning effort, the Equity Team provided an assessment of work to date using a social and racial equity lens, and launched an expanded outreach strategy. Public engagement included additional workshops and meetings with communities and groups that had not been involved in the first round of community engagement, as well as the addition of representatives of those communities on the Community Advisory Group.
- July 31 – August 3, 2017: SOCIAL EQUITY WORKING GROUP MEETINGS
This series of meetings, organized by topic, were intended to reach a broader and more representative community than the first phase of the planning process did, with a focus on bringing an equity lens to the Plan topics that had already been under discussion. This series of meetings included interactive work sessions to develop goals, identify potential challenges or barriers underserved populations face to reaching those goals, and begin to discuss possible solutions.
- January 2018: DOWNTOWN OAKLAND DISPARITY ANALYSIS
In January 2018, City staff published an analysis of racial disparities to inform the Specific Plan process. This Disparity Analysis includes documentation of racial disparities organized by the proposed topic areas of the Specific Plan, desired future outcomes, and equity indicators that establish the baseline conditions that the Specific Plan’s policies and projects must address.
- February 5 – 8, 2018: CREATIVE SOLUTIONS LABS
The Creative Solutions Labs were organized by Plan topic and built upon the Social Equity Working Group meetings. The objective was to workshop strategies to address issues previously identified by the downtown community. The discussions were informed by an overview of existing conditions and racial disparities, example ideas to improve conditions, and successful strategies used in other communities facing similar challenges.
- February 10 – 13, 2018: NEIGHBORHOOD DESIGN SESSIONS: CENTRAL CORE, UPTOWN & KONO, OLD OAKLAND, & CHINATOWN
In February 2018, members of the public were invited to a series of Neighborhood Design Sessions, where they gathered around maps to identify opportunities and problem areas for specific neighborhoods and discuss their vision and potential solutions.
- SUMMER 2018: ACCESSIBILITY SURVEY
City staff worked with disability community advocates to better understand accessibility challenges downtown, including developing and administering a paper and online survey targeted to older adults and people with disabilities.

- Fall 2018: PLAN OPTIONS & EQUITY MEMOASSESSMENT
Working from the ideas developed at the Creative Solutions Labs and Neighborhood Design Sessions, the Dover-Kohl team synthesized ideas to date into a collection of policy and land use options to address community priorities for a series of “focus areas” in downtown. The Equity Team provided an assessment of possible equity impacts for each policy and land use option, as well as prioritization and a set of additional recommendations to achieve equity. The Plan Options Report and Equity Assessment are provided in the “Plan Publications” section of the webpage: <https://www.oaklandca.gov/topics/plan-publications>, and informed the recommendations of the Preliminary Draft Plan.

KEY ISSUES

I. Potential General Plan Amendments

The governing policy direction for downtown is contained in the City of Oakland General Plan Land Use and Transportation Element (LUTE) and the Estuary Policy Plan (EPP). The LUTE governs the Plan area north of I-880. The Estuary Policy Plan governs the Jack London area. Achieving the Downtown Plan’s vision will require amendments to both General Plan elements. Each of the proposed amendments are illustrated on the map on page 275 of Attachment A, and are described below.

A. Jack London Area

Existing General Plan Designation: The Jack London area is governed by the Estuary Policy Plan (EPP), an element of the City’s General Plan adopted in 1999. The Estuary Policy Plan establishes the overall “land use classifications” or desired character designations for the Jack London District, including (from north to south): Business Mix; EPP Light Industry 1; EPP Off-Price Retail District; EPP Retail Dining Entertainment 2; EPP Retail Dining Entertainment 1; EPP Mixed Use District; EPP Waterfront Commercial Recreation 1; EPP Produce Market; EPP Waterfront Warehouse District; EPP Waterfront Mixed Use. As the names indicate, the intention of these land-use classifications is to promote areas of commercial, industrial and mixed uses.

Proposed General Plan Amendments: Significant amendments include transitioning the blocks near the Embarcadero and along the I-880 freeway between Brush and Clay Street (excluding the 3rd Street corridor, which is proposed for a light industrial designation) from their current industrial or off-price retail classification to a mixed-use classification. These amendments will provide for increases in intensity and commercial and residential uses near the proposed A’s stadium development at Howard Terminal and along the I-880 freeway corridor. The “Central Business District” classification is proposed to extend into the Jack London area between Clay Street and Broadway at 5th Street to treat the Broadway and Washington Street corridors, including adjacent opportunity sites, cohesively, as a counterpoint to reinforcing the freeway as a dividing barrier. Refinements include slight adjustments to the “EPP Produce Market” classification to protect and preserve the actual area that the Produce Market covers. Other proposed amendments would permit housing near the estuary waterfront in Jack London Square, where only commercial uses are currently permitted.

B. Uptown and KONO Areas

Both the Uptown and KONO neighborhoods are within the General Plan LUTE, although each have different land-use classifications described below.

Existing General Plan Designation:***Uptown***

The Uptown area spans a large portion of the northern part of downtown. The existing General Plan designation is “Central Business District” along the Broadway Corridor and “Community Commercial” near Telegraph Ave. These General Plan Designation differ in that the Central Business District is designed to encourage a concentration of commerce and activity with a generous intensity, while the intent of the Community Commercial designation is to create and enhance areas suitable for a wide variety of commercial uses along the city’s major corridors with a more modest intensity.

KONO

The Koreatown/Northgate (KONO) neighborhood is currently within the “Urban Residential” and “Community Commercial” land use designations in the General Plan. This represents a mix of higher density housing (Urban Residential), as well as commercial uses along the city’s major corridors.

Proposed General Plan Amendments: The area west of Telegraph Avenue is proposed to change from the “Urban Residential” designation to the “Central Business District” General Plan designation; similarly, the area east of Telegraph Avenue is proposed to change from “Community Commercial” to “Central Business District.” This would apply the “Central Business District” classification consistently to all areas within the downtown plan project boundary. It would also be consistent with the approach taken for the Broadway Valdez Specific Plan to extend the “Central Business District” classification to 27th Street. Additionally, having the “Central Business District” classification in this area would highlight the role of the 27th Street exit from I-980 as a gateway to downtown, as well as the importance of the street corridors extending from 27th Street, including Northgate, Telegraph, and Broadway.

C. Proposed General Plan Amendments to the Perimeter of Downtown

The proposed amendments to the perimeter of downtown are identified as numbers 1, 4, 5, and 6 on the map on page 275 of Attachment A. Amendment 1 is proposed to encourage a wider mix of uses along the San Pablo corridor, particularly neighborhood-serving commercial uses. This would also serve to unify both sides of 23rd Street between San Pablo Avenue and Martin Luther King Jr. Way. The remaining minor adjustments will make consistent application of the “Central Business District” land use classification within the study area, and will also consistently align the “Central Business District” with Brush Street rather than the I-980 freeway.

II. Potential Changes to the Character of Downtown

The Specific Plan will guide the location, scale and urban design of new development. It will also align capital investments in public infrastructure (i.e., street improvements, public art and utilities) with the Plan’s values of equity, community, creativity and sustainability. The recommendations of the plan seek to celebrate downtown’s authenticity: its architecture, community gatherings, natural environment, and creative spirit. Downtown’s varied architecture ranges from 19th-century brick buildings to today’s glass skyscrapers, which house both small independent businesses and large regional employers. Gathering places including Frank Ogawa Plaza, which is located at the heart of downtown and serves as an assembly point for rallies and demonstrations, in addition to art shows and pop-up fairs. Downtown’s flat topography is ideal for walking, biking and riding e-scooters, and its proximity to the waterfront and Lake Merritt attract residents and visitors alike to linger in Oakland’s sunshine. Oakland’s home-grown artistic

and entrepreneurial spirit is captured downtown in the mix of performance venues, monthly art gallery walks—including the Oakland First Friday Festival—and pop-up activities.

The Preliminary Draft Plan identifies key areas where transitioning to residential uses and increasing intensity could be compatible with recent and proposed nearby development, such as the Brooklyn Basin project and the proposed A's stadium, and offer an opportunity to obtain community-desired benefits. Key proposed changes are described below.

A. Howard Terminal

As of November 2018, the Oakland Athletics announced their intention to construct a new stadium and develop a mixed-use neighborhood on Howard Terminal, currently under the Port of Oakland's jurisdiction. That proposal is proceeding independently of the Downtown Specific Plan and will undergo its own separate environmental review, so the Howard Terminal site has been removed from the specific plan area. In response to the A's proposal, the Downtown Plan has shifted focus toward how to guide the surrounding—primarily industrial—area toward a successful co-existence with this new neighboring activity. The proposed General Plan amendments and proposed land use character map would allow a mix of uses along the Embarcadero and 5th Street edges of the western Jack London area while preserving the core of 3rd Street west of Clay as industrial.

B. Victory Court

Victory Court represents the area between Oak Street and the Lake Merritt Channel in the east end of the Jack London District. The area has the potential to act as a bridge between Brooklyn Basin, an improved Estuary Park, and the Lake Merritt BART Station. The Victory Court area has a 'Mixed Use' land use designation in the Estuary Policy Plan, but is currently a mix of primarily industrial uses. If rezoned to conform to its existing Mixed Use General Plan designation, it could become a dynamic activity hub for the east side of the Jack London district. Victory Court also provides an opportunity to help connect Brooklyn Basin with downtown through improvements to the Lake Merritt Channel and Oak Street, which could provide synergy with the Lake Merritt BART Transit Oriented Development project. In the Victory Court area, the existing zoning has not been updated to reflect the area's "Mixed-Use" designation under the General Plan, which must be consistent with the zoning. Updating the zoning to conform to the Victory Court area's "Mixed Use" General Plan designation would allow for an increased development intensity towards Oak Street and I-880 and would allow new residential development to occur within walking distance of the Lake Merritt BART Station. It would also help spur public access improvements along Lake Merritt Channel and completion of the "missing link" bridge connection between the Estuary Park waterfront and the Lake Merritt Channel. New development would be required to provide community-desired benefits in exchange for this added development opportunity and resulting increased land value.

C. Opportunities for Historic Preservation and Affordable Arts Space in Koreatown/Northgate (KONO)

The historic Garage District between 24th and 26th Street in KONO is an existing mix of industry, auto repair, and art galleries, with no residential uses permitted; and is the heart of the Oakland Art Murmur First Friday Art Gallery Walk and the Oakland First Friday Festival, which draw in crowds of over 20,000 to the neighborhood. The blocks between 24th and 26th Street are long, which limits walkability, and there is an existing 45-foot building height limit. Artists in the area have expressed concern that higher-rent uses are displacing arts uses.

The Preliminary Draft Plan suggests an intensity option that keeps the core of 25th Street at a 45-foot building height limit to minimize redevelopment pressure on the historic buildings that house art uses, and suggests the potential for an additional height bonus along 24th and 26th Street in exchange for

dedicated ground floor arts-related uses or other community-desired benefits. Additional land use tools to help protect arts-related uses in the district include:

- Supporting the creation of a formal Art + Garage District (as part of a citywide strategy to develop cultural districts).
- Restrictions on the amount of office space, bars, restaurants, and cannabis uses allowed.
- Requirements for a minimum of gross floor area for arts, culture and maker space in new development; this could be coupled with a more expedited approval process (i.e., no conditional use permit for large projects that provide dedicated art space).
- Displacement provisions that require private developments that directly displace existing arts, culture and production, distribution and repair (PDR) space to replace that displaced use on site or provide an in-lieu contribution to assist with relocation.
- Allowing housing on 24th and 26th Streets (where it is currently prohibited) in exchange for dedicated arts-related ground floor uses.

D. Great Streets and Vibrant Public Spaces that Tell Oakland's Story

Most of Downtown Oakland's streets reflect decades of design and investment skewed towards driving and parking. For example, many streets were converted from two-way to one-way to move cars quickly and efficiently. While many urban centers suffer from crippling congestion, most of Downtown Oakland's streets are much wider than what is needed to serve the number of people that drive. This provides an opportunity to provide more and better options for travel downtown, particularly for people who do not drive due to their age, ability, or income.

An engaging and well-designed physical setting provides a memorable experience, a sense of belonging, and the sense of order necessary to confidently navigate a city. The City of Oakland can partner with downtown cultural institutions, businesses, developers and artists to develop an engaging pedestrian experience for all downtown visitors and residents that invites them to experience Oakland's rich culture, arts, and history. Examples include:

- Coordinating land use, mobility and arts/culture goals by creating an integrated system of quality walking and biking paths between downtown districts (including the 'Green Loop' and the 'West Oakland Walk', which are described below in section VIII of this report).
- Integrating public art, multilingual signage, and historical information into planned streetscape improvements.
- Providing marketing and branding support for artists (including press and media relations), a City-supported networking platform and social media presence, and continued marketing and promotion of special events cultural activities, and tourism.

III. Potential Development Incentive Program to Achieve Community-Desired Benefits

A development incentive program provides specific incentives or bonuses to projects in exchange for certain pre-defined community-desired benefits. A development bonus may take the form of allowing uses where they are otherwise prohibited; increased density, height, or floor area ratio (FAR); or it could take the form of expedited review and permitting processes, or other kinds of incentives, such as waiver of certain fees.

Determining which public community-desired benefits are priorities to residents is an important first step. The Preliminary Draft Plan proposes a policy to create and adopt a streamlined development incentive program that would work seamlessly with updated zoning regulations and address the community's most pressing needs. Today, the increasing demand by the public for community benefit agreements (CBAs) often results in drawn-out negotiations that slow down project approvals, do not always focus on the

overall community’s most urgent needs, and don’t provide predictability or certainty to either the project developer or the rest of the community. Critical to this strategy of developing a city-adopted development bonus program is the establishment of a finite number of pre-defined benefits. Based on feedback collected during the Specific Plan process, the following benefits have been identified as priorities:

Neighborhood	Draft Options for Priority Benefits
KONO	<ul style="list-style-type: none"> • Affordable arts and PDR space • Parks and open spaces
Uptown	<ul style="list-style-type: none"> • Affordable commercial space (including community-serving nonprofit) / neighborhood retail
Lake Merritt Office	<ul style="list-style-type: none"> • Parks and open space
Lakeside	<ul style="list-style-type: none"> • Parks and open space
Central Core (Including BAMBD)	<ul style="list-style-type: none"> • Affordable commercial space (including community-serving nonprofit) / neighborhood retail • Affordable arts and PDR space
West of San Pablo	<ul style="list-style-type: none"> • Parks and open space
Old Oakland	<ul style="list-style-type: none"> • Affordable commercial space (including community-serving nonprofit) / neighborhood retail
Chinatown	<ul style="list-style-type: none"> • Affordable commercial space (including community-serving nonprofit) / neighborhood retail • Street and park improvements
Jack London:	<ul style="list-style-type: none"> • Affordable arts and PDR space

Although affordable housing is clearly a critical community benefit, this incentive program is intended to address community desired benefits over and above affordable housing. To address affordable housing, the City has an existing density bonus incentive program and affordable housing impact fee, and the Preliminary Draft Plan also proposes several affordable housing-related policies as part of Outcome H-1 (on page 137 of Attachment A).

Some best practices in creating a development incentive program include:

- Commissioning an independent analysis of market conditions to determine the right balance of benefit to bonus. This might entail a feasibility analysis of likely projects under base zoning and bonus scenarios to determine whether the bonus will support the feasibility of the benefit.
- Designing a simple program. Since it is voluntary, developers will more likely opt in if it is easy to understand, and the exact amount of the community-desired benefit that must be provided is clearly established. This also saves City staff time and resources administering the program.
- Recognizing that because benefit priorities and ratios will likely change over time, the program must allow for periodic reassessment.

IV. Key Sites for Commercial Office Opportunity

Downtown Oakland contains the largest concentration of employment not only in Oakland, but also in the East Bay (Alameda and Contra Costa Counties). More than two-thirds of Oakland’s jobs in office-based sectors are located in downtown. A study completed for the Downtown Oakland Specific Plan found that the existing mix of land uses and economic activity generates a net positive contribution to the City’s

General Purpose Fund, which is Oakland's primary, unrestricted operating fund. Downtown Oakland accounted for 17 percent of citywide revenues, yet only consumed 13 percent of spending on services. Given the high density of development in the downtown area, it also generates high net revenues per acre of land. Thus, an important objective for the long-term fiscal sustainability of the City is to ensure that the Downtown Plan preserves sites for future commercial office development.

The land use framework proposed in the Preliminary Draft Plan seeks to balance the importance of preserving key office sites with the need for more downtown housing. Page 281 of Attachment A locates Office Priority Sites near BART stations within the Mixed-use Downtown Core Character area. Zoning updates can require new mixed-use development on these priority sites to include a certain minimum percentage of office space. The recommended Office Priority Sites include opportunity sites in the Lake Merritt Office District and in the Central Core. Benefits of this approach include helping to facilitate an ongoing supply of commercial office space into the future to support Oakland as a local and regional jobs center; leveraging investment the City has made to improve Harrison Street and 20th Street; ongoing commercial tax revenues to support City services; and potential added value captured for community-desired benefits.

The Preliminary Draft Plan also recommends enhancing employment opportunities and training for Oakland residents; and identifies strategies to incentivize retention and growth of commercial and industrial spaces suitable and affordable for makers, artisans, artists and the arts.

V. Approach to Housing Policy Downtown

Downtown Oakland is one of the city's strongest real estate market areas and is currently undergoing significant development activity. It generates a substantial proportion of the city's jobs/housing impact fee and affordable housing impact fee revenues that contribute to the city's Affordable Housing Trust Fund. Downtown's high development densities, high property values, and concentrated business activity also generate significant ongoing property, sales, and transient occupancy tax revenues for the City. These revenues create opportunities to reinvest in affordable housing development and retention, as well as anti-displacement programs. However, there are tradeoffs in spending these housing revenues in downtown versus other areas of the city. Downtown's high property values mean that it may be more expensive to build or acquire affordable housing in the downtown area compared to other parts of the city. On the other hand, not building or acquiring enough affordable housing in downtown will make it more challenging for Oakland residents of a range of incomes and races to benefit from the downtown area's amenities, jobs, and access.

The Preliminary Draft Plan calls for creating between 4,350 and 7,250 subsidized affordable housing units downtown by the plan build-out of 2040, out of the 29,077 total housing units projected downtown over that same time period. This would be equivalent to 15 to 25 percent of the total projected units. The recommended affordable housing policies are described below:

- Adapt scoring criteria for awarding City affordable housing funds to prioritize projects in adopted specific plan areas, transit-oriented locations, and in locations meeting certain levels of employment access or workforce services. This could also include points for artist-serving housing.
- Study increases to the jobs/housing and/or affordable housing impact fee, with a goal of allocating new affordable housing fees using the new scoring criteria noted above for awarding City affordable housing funds, or dedicating a portion of the new impact fee revenues generated to affordable housing production in downtown.
- Explore creating a new long-term revenue stream from a downtown-specific value capture mechanism, with the bulk of revenues dedicated to affordable housing retention and production;

examples of mechanisms include a property tax set-aside or an Enhanced Infrastructure Financing District (EIFD), which reinvests growth in property tax revenue above a baseline amount.

- Study an additional development density bonus option for projects that provide housing units suitable for families—particularly three-bedroom units.
- As part of the recommended impact fee assessment, study the merits of developing a downtown-only inclusionary housing requirement in place of the existing affordable housing impact fees.

Additional strategies in the Preliminary Draft Plan address preserving existing “naturally affordable” rental housing (or those units that, although they do not include any restrictions on prices or rents, are targeted to the lower end of the housing market due to age, condition, size, lack of amenities, location or other factors) such as SROs; expanding renter services; enforcing just cause laws; providing new supportive services in existing and new affordable housing; and continuing to implement services at encampment areas. The Preliminary Draft Plan suggests amending and strengthening the Condominium Conversion Ordinance by adding a third Condominium Conversion Impact Area in downtown in which replacement units would have to be provided and expediting review of affordable housing projects. Artist housing provisions include potentially adjusting NOFA criteria to score more favorably projects that incorporate artist-serving low-income housing; creating low-income housing policies specific to cultural districts; and establishing live-work zones in arts-focused districts such as KONO, Jack London and the Black Arts Movement and Business District.

VI. Addressing Equity in the Preliminary Draft Plan

The Specific Plan’s overarching equity goal is to reduce racial disparities by shaping a downtown that provides fair and equitable access to all the opportunities that lie at the heart of Oakland: jobs, training, housing, services, government, cultural expression, and a vibrant civic life. This includes countering forces that have led to the displacement of people, businesses, cultures and communities of color from downtown and citywide.

Key Assumptions

The City of Oakland Race and Equity framework centers race because most every indicator of wellbeing here and across the nation shows troubling disparities by race. Race is an overarching predictor of disproportionately poor outcomes in the general population and within other marginalized groups (based on gender identity, ability, sexual orientation, socioeconomic class, citizenship status, religion, etc.). When we focus on removing systemic racialized barriers to opportunity we change outcomes for these specific populations and for all residents of Oakland, who will benefit from living in a transformed city; a flourishing city where all residents experience economic security, live in healthy, diverse, and vibrant communities, and have access to opportunity.

Process

Launched in 2015, the Downtown Oakland Specific Plan process has provided numerous opportunities for local stakeholders and community members to be involved. Communities of color expressed concerns early on in the process that a downtown plan could exacerbate the gentrification and displacement already occurring in Oakland and significantly impacting populations of color. In response, the City’s Strategic Planning Division worked with the Department of Race and Equity and an equity consultant to focus on equity and the perspectives of the city’s most vulnerable communities. To this end, the City has engaged members of those communities, identified equity indicators and outcomes, and developed possible policy directions, using racial equity impact assessment and results-based accountability approaches. These complementary approaches involve collaborating with affected communities to complete multiple steps. These steps include identifying and measuring indicators of racial disparities; framing desired outcomes; designing solutions to achieve those outcomes and reduce disparities; and assessing proposed strategies to determine whether they will close or widen the identified disparity gaps.

Key Downtown Disparities

The equity indicators of opportunity that the Downtown Oakland Specific Plan intends to improve are described in the Preliminary Draft Plan. Most of these indicators show disparities between different identified racial groups. Regardless of a connection with any one specific group, addressing all of these indicators can lead to viable strategies that help to improve the lives of all residents, including those tied to the indicators. The Downtown Plan’s objective is to improve outcomes in these indicators for all populations by targeting systemic racialized barriers to opportunity.

These equity indicators, plus additional measures specific to each plan topic (such as community health and transportation), will set the baseline conditions against which progress towards achieving equitable outcomes will be measured. As we implement the Downtown Plan, we will evaluate the efficacy of each strategy and policy to reduce the disparities. A list of the measures of success is presented in each chapter of this Preliminary Draft Plan, and will be further developed during the next stage, the Draft Specific Plan.

Key Policies

All policies in the Preliminary Draft Plan — whether related to transportation, economics, housing, urban design or arts and culture — have been assessed for possible equity impacts and revised to ensure that they reduce disparities, or, at least, do not widen them. These assessments are to ensure the Plan addresses racial and economic disparity throughout its recommendations to enhance the economic, cultural and environmental quality of Downtown Oakland and its contribution to the residents of the entire city. However, there are some key policies that have been identified as having greater impact in reducing inequities.

The table below summarizes the Plan’s proposed key equity indicators, the draft measures of success and a sampling of representative proposed policies that have been identified as potentially having the greatest impact on reducing inequities in the downtown plan area.

Equity Indicator	Measures of Success	Representative Policies
<p>Housing Cost Burden As of 2015 in downtown, 63.3% of African American households paid more than 30% of their household income on housing—the highest of any racial group.</p>	<p>Reduction in overall housing cost burden in downtown for renters and owners, and reduction in racial and income disparities in this metric</p>	<p>Housing-1.1 Create housing for people at less than 30% of Area Median Income (AMI) Housing-1.4 Study increases to jobs/housing impact fee for affordable housing production Housing-1.5 Explore creation of new affordable housing revenue stream from land value capture</p>
<p>Homelessness During a 2017 survey in Oakland, a total of 2,761 individuals were experiencing homelessness, representing a 26% increase from 2015 survey; more than two-thirds (68%) identified as Black or African American, despite this group constituting only 26% of Oakland’s population.</p>	<p>Reduction in total number of homeless and unsheltered residents, and reduction in racial disparities among homeless and unsheltered residents</p>	<p>Housing-1.1 Create housing for people with incomes less than 30% of Area Median Income (AMI) Housing-2.2 Fund acquisition and rehab of housing and SROs downtown Housing-2.6 Continue services for homeless encampments; identify additional sites for Cabin Communities</p>
<p>Displacement According to the UC Berkeley Center for Community Innovation index, much of downtown is</p>	<ul style="list-style-type: none"> • Reduction in, or slowing of, displacement 	<p>Housing-1.2 Explore prioritizing a portion of affordable housing funds for projects in downtown</p>

Equity Indicator	Measures of Success	Representative Policies
<p>characterized as undergoing “ongoing gentrification/displacement”</p> <p>Since 2000, the African American population declined by 7% in the Downtown Census Area, and 26% in the city overall. As a result, the share of African American residents in Downtown Oakland declined from 29% of the population to 20% over this period, with the total African American population declining over this period as well. The share of Asian Americans and Pacific Islanders declined from 42% of Downtown’s population to 39% of the population over the same period</p> <p>Mayor’s Artist and Housing and Workspace Taskforce identified that 49% of artists surveyed reported being displaced from both their workspace as well as their living space, with large rent increases being cited as the main reason for displacement</p>	<ul style="list-style-type: none"> • Number (and percentage) of long-time Black residents downtown does not drop below a baseline (to be determined) • Number (and percentage) of long-time Asian residents downtown does not drop below a baseline (to be determined) • Share of arts- and culture-related businesses remains the same or grows compared to a baseline (to be determined) • Share of space for cultural institutions remains the same or grows compared to a baseline (to be determined) 	<p>Housing-1.7 Study an inclusionary housing requirement downtown in place of affordable housing impact fee</p> <p>Housing-1.8 Investigate citywide code updates to strengthen accessibility requirements</p> <p>Housing-2.7 Strengthen Condominium Conversion Ordinance to protect additional renters</p> <p>Housing-2.10 Explore targeting homeownership resources to people harmed by discriminatory housing policies</p> <p>Housing-2.11 Prioritize affordable units for Oaklanders displaced by community-wide policy impacts</p> <p>Economic Opp-2.7 Develop requirements and incentives to provide affordable cultural spaces</p> <p>Culture Keeping-1.5 Provide support for Black-owned businesses in the Black Arts Movement & Business District</p>
<p>Disconnected Youth</p> <p>“Disconnected youth” refers to young people ages 16-24 who are neither working nor in school. Citywide in 2015, the White population had the lowest share neither working nor in school at 8.3% and the Black population had the highest share at 20.8%.</p>	<p>Reductions in the percentage of Oakland’s 16- to 24-year old Black residents and other residents of color who are neither working nor in school</p>	<p>Economic Opp-3.2 Incentivize builders to hire justice-involved individuals and groups most impacted by racial disparities</p> <p>Economic Opp-3.3 Expand industry partnerships to mentor and train a workforce that reflects Oakland’s demographic composition</p> <p>Economic Opp-3.6 Pursue a youth employment zone downtown, including job and business training</p>
<p>Unemployment Rate</p> <p>In 2015, the average unemployment rate in downtown was: 14.1% for the Black population; 14.1% for the Hispanic population; and 10.3% for the Asian population, while the average unemployment rate for the White population was 5.7%.</p>	<p>Reducing the unemployment rate and narrowing of the unemployment rate gap between Oakland’s White residents and Black and Latino residents over time</p>	<p>See policies for “disconnected youth” (above)</p> <p>Economic Opp-3.5 Partner with nonprofits to support small, local suppliers</p> <p>Culture Keeping-2.3 Reduce regulatory barriers to street vending</p>
<p>Median Income</p> <p>Median household income in 2014 for the White population in downtown was nearly twice that of Latino and Asian households, and more than twice the income of the Black population</p>	<p>Reduction in racial disparities in median household income for existing Oakland residents</p>	<p>See policies for “disconnected youth” (above)</p> <p>Economic Opp-1.4 Develop master leasing program to provide affordable space for small business</p>

VII. Cultural Districts

The Preliminary Draft Plan documents the dramatic demographic shifts continuing to take place that are changing the diverse makeup of downtown Oakland. As of 2015, Downtown Oakland's residential population was 39 percent Asian American and Pacific Islander, 26 percent White, 20 percent African American, nine percent Hispanic or Latino, four percent Other race/ethnicity, and less than one percent American Indian or Native Alaskan. Since 2000, the African American population has declined by seven percent in the downtown area and 26 percent in the City overall, with the difference made up by increases in all other racial and ethnic groups. The share of Asian Americans and Pacific Islanders declined from 42 percent of downtown's population to 39 percent of this population over the same period. Community members have expressed during the planning process that these demographic changes are reflected in the types of business, art, recreation, and entertainment that have been able to thrive downtown in recent years.

Strong market pressures on the cost of housing and commercial space have disproportionately impacted people of color, shifting overall demographics downtown. A concerted effort to protect and celebrate Oakland's unique history, businesses, institutions, and artists is necessary to prevent further cultural displacement. The Preliminary Draft Plan includes a recommended policy to establish a cultural districts policy (Culture Keeping-1.1). Within adopted cultural districts zoning and land-use changes can be explored to preserve existing and encourage more arts, cultural and maker spaces. Examples include:

- Investments targeted to the downtown's anchor institutions within designated cultural districts, such as the Malonga Casquelourd Center for the Arts and the Oakland Asian Cultural Center, should be prioritized, including facility upgrades and improved marketing of these institutions as premiere cultural centers.
- Establishing new and clearer categories for manufacturing, artisan, and arts-related uses in the zoning regulations applying to downtown.
- Noise disclosures are included for new residential development near nightclubs, performance arts spaces and theaters; and a policy is implemented whereby noise complaints in designated cultural districts are not prioritized.
- Restrictions on the overall amount of ground floor bars and office space allowed to reduce competition for space.
- Requiring or incentivizing arts and cultural space in new development projects in cultural districts.

These techniques will have to be carefully applied, and be suitable to the local character to be effective.

VIII. Transportation Policy

A city's streets and sidewalks (the public right-of-way) represent a significant area in which the City's investment can directly contribute to quality of life enhancements, such as safety improvements, street trees, culturally-relevant public art, and strategically placed street furniture, and can catalyze private investment. In addition to connectivity and streetscape improvements, the Preliminary Draft Plan identifies select side streets such as 15th Street between Franklin and Webster Street, that could be re-designed as "shared streets" with decorative paving, planter boxes, seating and a uniform tree canopy, creating plaza-like streets that can be periodically closed for community gatherings.

The Preliminary Draft Plan also recommends that all downtown streets be designed as "Complete Streets," which are streets designed, built and maintained to be safe, convenient and inviting for all users of the roadway, including pedestrians, bicyclists, motorists, people with disabilities, movers of commercial goods, users and operators of public transit, seniors and children. Streets built for all users

have multiple benefits, including increased safety, improved air quality through the reduction of auto traffic, improved health through increased physical activity and greater cost-effectiveness.

Transit-priority treatments in the Preliminary Draft Plan include a range of recommended street infrastructure improvements that are designed to improve bus travel times and frequencies. These include dedicated bus-only lanes (such as on Broadway from 11th to 20th Street) transit priority signals at intersections, queue jump lanes, and boarding islands or transit bulbs. Setting specific targets for service frequency and other improvements will enable the City to work more effectively with AC Transit to target resources to the highest priority transit services. Recommendations to improve bus stop amenities and to work with AC Transit to develop a low-income transit pass to reduce the cost of transit fare are also proposed to increase the accessibility and experience of riding the bus.

The “Green Loop” is a circulation concept recommended in the Preliminary Draft Plan that would link the Lake Merritt, Lake Merritt Channel, and Estuary waterfronts to street improvements along Martin Luther King Jr. Way and 20th Street to form a continuous walking & biking loop surrounding downtown. The “Green Loop” concept could also be expanded to include a second loop to directly connect West Oakland to downtown and to the estuary and lake waterfront along Market and 14th Streets (overlapping with the “West Oakland Walk” concept described below). This integrated circulation system would help to link together the Uptown, KONO, Black Arts Movement & Business, Jack London, and Chinatown Districts.

Complementing the “Green Loop” concept is the proposed “West Oakland Walk” circulation concept of connecting the system of parks, schools, historical sites, and community places along 14th Street and 18th/19th Street from Lakeside Drive downtown to Wood Street in West Oakland.

The Conversion of Downtown’s existing one-way streets to the historic pattern of two-way streets is also one of the top transportation improvement priorities in the Preliminary Draft Plan, and is intended to help calm traffic, create a more pedestrian- and retail-friendly downtown, improve access, and reduce the amount of out-of-direction driving needed to get to desired destinations. Priority street conversions include 7th, 8th, and 9th Street, and Franklin Street. Additional streets are also identified for potential two-way conversion, such as 10th Street, Webster Street and Oak Street.

Curbside management policies are included in the Preliminary Draft Plan, suggesting a more proactive approach to assessing and managing curbside uses to help ensure that competing demands are better balanced. Similarly, parking policy is recommended to align with the City’s Downtown Parking Management Report and include implementing performance-based pricing, real-time parking signage, and establishing parking benefit districts, in which a portion of the revenues are used for local improvements to the neighborhoods where the funds are collected.

NEXT STEPS

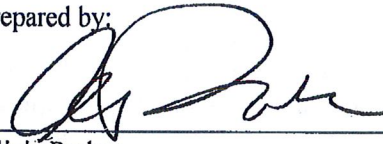
Staff will lead a community engagement effort to receive feedback on the Preliminary Draft Plan. Feedback on the Preliminary Draft Plan will inform the Draft Specific Plan, which will also include a draft strategy for plan implementation. The environmental impact report (EIR) for the Downtown Oakland Specific Plan will commence beginning with the February 6th EIR scoping session at the Planning Commission. The Draft EIR is scheduled to be released concurrently with the Draft Specific Plan in the summer of 2019.

RECOMMENDATIONS

Provide feedback on the Preliminary Draft Plan, which will be studied in the Draft Environmental Impact Report and help inform the basis for the for the Draft Specific Plan for consideration in the summer of 2019.

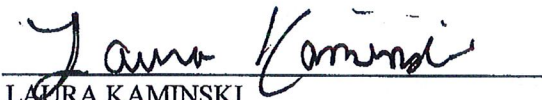
For questions regarding this report, please contact Alicia Parker, Planner III, (510) 238-3362.

Prepared by:



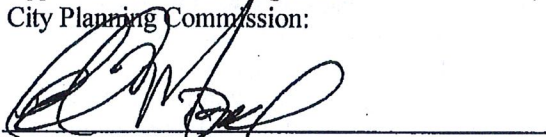
Alicia Parker
Planner III

Reviewed by:



LAURA KAMINSKI
Acting Strategic Planning Manager

Approved for forwarding to the
City Planning Commission:



ED MANASSE, Interim Deputy Director
Bureau of Planning

ATTACHMENTS

- A. Preliminary Draft Plan

ATTACHMENT A

The Preliminary Draft Plan is available on the project webpage “Plan Publications” section:
<https://www.oaklandca.gov/topics/plan-publications>

2.	Location:	Area bounded by 27th Street to the north, I-980 to the west, the Jack London waterfront to the south and Lake Merritt to the east
	Proposal:	Downtown Oakland Specific Plan and Environmental Impact Report
	Applicant:	City of Oakland
	General Plan:	Business Mix; Central Business District; Community Commercial; EPP Light Industry 1; EPP Mixed Use District; EPP Off-Price Retail District; EPP Parks; EPP Planned Waterfront Development 1; EPP Planned Waterfront Development 4; EPP Produce Market; EPP Retail Dining Entertainment 1; EPP Retail Dining Entertainment 2; EPP Waterfront Commercial Recreation 1; EPP Waterfront Mixed Use; EPP Waterfront Warehouse District; General Industry and Transportation; Neighborhood Center Mixed Use; Urban Park and Open Space; Urban Residential
	Zoning:	C-40, C-45, CBD-C, CBD-P, CBD-R, CBD-X, CC-1, CC-2, CC-3, CIX-1A, CIX-1B, D-LM-2, D-LM-4, D-OTN, IG, M-20, M-30, M-40, OS (LP), OS (NP), OS (RCP), OS (RCA), OS (SU), R-80, RU-3, RU-4, RU-5, S-2,
	Environmental Determination:	An EIR will be prepared as part of the Downtown Oakland Specific Plan.
	Historic Status:	52 Landmarks, 21 Areas of Primary Importance (API); 27 Areas of Secondary Importance (ASI)
	Service Delivery District:	Metro, 1 & 3
	City Council District:	2, 3
	Status:	Ongoing
	Action to be Taken:	Forward
	Staff Recommendation:	Provide feedback on the historic resource findings and specific plan mechanisms contained in the Plan Alternatives Report for consideration by the Oakland Planning Commission
	Finality of Decision:	N/A
	For Further Information:	Contact Strategic Planning Manager Ed Manasse at 510-238-7733 or emanasse@oaklandnet.com Project email address: plandowntownoakland@oaklandnet.com Project website: www.oaklandnet.com/plandowntownoakland

Board Vice-Chair Birkholz – recused himself from this item.

Alicia Parker, Case Planner – gave a PowerPoint presentation on the proposed Downtown Oakland Specific Plan. The plan covers a fairly large area, from 27th Street to the north, I-980 and Brush Street to the west, the Jack London estuary waterfront to the south, and Lake Merritt and Channel to the east. Through a series of community meetings and public workshops, citizens have been encouraged to be involved at every step of the planning process. The initial centerpiece of the public participation process was a design charrette held over a 10-day period in October 2015. A series of tours, stakeholders meetings, surveys, and community workshops were held that provided opportunities for group brainstorming and input. Well over 200 people attended each of the public meetings held before and during the charrette.

Ms. Parker went over some of the key issues regarding the plan, which included affordability, equity, open space, recreation, connectivity, economic development, and historic resources (including designated landmarks and Areas of Primary Importance). The Downtown area is a mix of old and new, large-scale and smaller structures, office and housing uses, historic and modern structures, significant entertainment and retail enterprises, which creates a diversity of building types that gives Downtown Oakland a character of its own.

The reason for the plan now is the growing population of Oakland and the affordability crisis with the hot real estate market. Downtown Oakland is the economic engine that runs the city. It is well served by transit with both BART and AC Transit and possibly future streetcars down Broadway. Downtown is more appropriate for intense development than other neighborhoods. The plan is extremely diverse and the purpose is to analyze existing conditions, summarize community input and provide drafts of the visions goals which will preserve character, maintain diversity and grow strategically.

Ms. Parker asked the LPAB for comments to be included in her staff report to Planning Commission.

BOARD COMMENTS/QUESTIONS

Joiner – asked how the Equity Component works. The loan process should support *all* small businesses regardless of the type of business it is; grant money for signage; ‘Black Arts District’ needs to be better defined; need to address impact on businesses during construction. **Parker** – aims to develop a menu of best practices for addressing displacement, affordability, how to support people that have been Downtown all through the disinvestment period, tangible recommendations for supporting small local businesses, technical support and navigating the business environment; we have programs in place now with the Economic Development Division, the Plan seeks to make it better.

Buckley – would like to see more effort knitting West Oakland and Downtown Oakland together. As it stands now, it’s reinforcing that dividing line between the two. **Flores** – had an issue with the Press Building not being mentioned on the City Landmarks list and were there any other buildings not listed.

Andrews – asked about the ‘holistic approach to preservation’ and what it meant. **Parker** – in the Chinatown/Lake Merritt Station and the Broadway-Valdez specific plans, we were very intentional in pulling out character defining features of the buildings and various districts. **Andrews** – asked about the graphics of the 15th Street “shared space”: the buildings in the drawing all look traditional or mimicking past styles. Is the Plan explicitly recommending incorporating character defining features from historic or traditional buildings? **Parker** – it’s a little bit of both, further down the line design guidelines will be more specific about the types of buildings that will be used.

PUBLIC COMMENTS/QUESTIONS

Naomi Schiff, Oakland Heritage Alliance (OHA) and downtown business owner since 1981 “in historic buildings” presented OHA’s comments. The “cultural assets” map should be removed; OHA appreciates the consideration of transferable development rights; infill shown in Old Oakland is too tall; construction on top of the 25th Street Garage District is inappropriate; there is no mention of Lower Broadway and its “small but significant buildings” other than a new development shown at PG&E on the waterfront; the project at Schilling Gardens has not yet been approved so the garden should not be shown as a development site; “visionary scenes” like the 15th Street rendering are not consistent with known current projects for the sites; the Estuary Policy Plan “is honored in complete breach.” In general, though, the plan looks good so far and OHA hopes the orientation toward preservation continues.

Flores – a lot of buildings are overlooked: please do look at Lower Broadway. Developers are going to be looking at these maps to scale their projects. “Well on its way to being a usable readable document.”

Andrews – the attention to cultural resources, equity, and preservation reflects what was done in the West Oakland plan. The actual projects shown on p. 2.19 look very different from the historicist buildings in the consultants’ renderings. If the Plan is recommending historicism and repudiating modern design, that needs to be explicit and sets up a dialogue on how to incorporate character-defining features. “Portland somehow has new buildings with some level of detailing.”

F. **OLD BUSINESS** - None

G. **BOARD REPORTS** –**Joiner** – noticed a portrait of Calvin Simmons when on tour of the Kaiser Auditorium. It is in safe keeping with Public Works; she would like for it to be gifted to AAMLO.

H. **SUB-COMMITTEE REPORTS** - None

I. **ANNOUNCEMENTS**

Training opportunities – OHP is offering a workshop in Benicia on Friday 3/18.

J. **SECRETARY REPORTS**

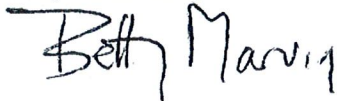
Kwik Way sign – **Marvin** noted that the old Merritt Bakery sign had been brought over to the new location at the Grand Lake/Kwik Way/Park Way.

K. **UPCOMING**

L. **ADJOURNMENT** at 8:10 pm.

Minutes prepared by La Tisha Russell and Betty Marvin

Respectfully submitted,



Betty Marvin, Historic Preservation Planner

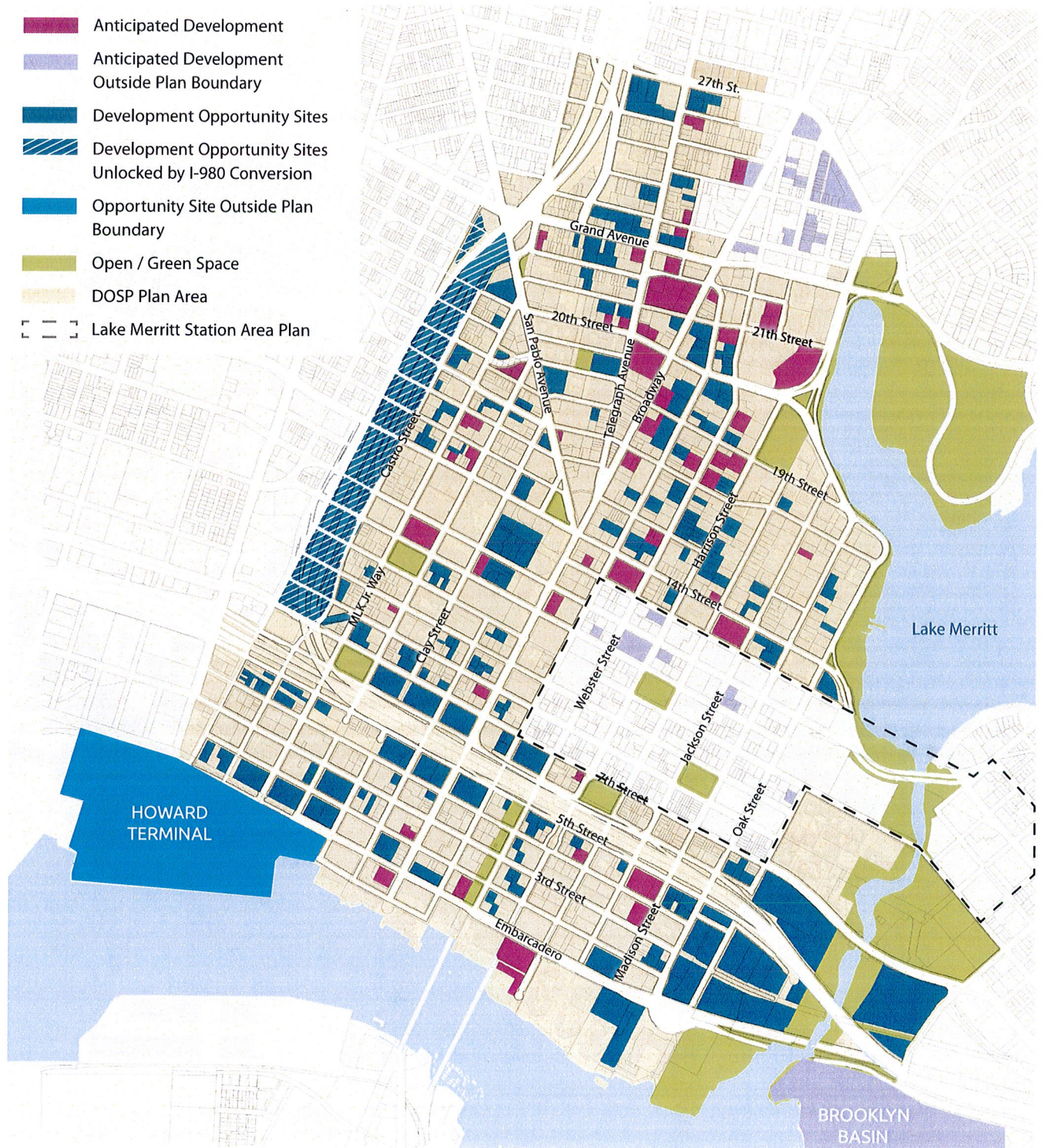


Figure LU-3: Anticipated Development and Opportunity Sites



Attachment G

Staff Report Excerpt: "Historic Resources" Section from 3/14/16 Staff Report

HISTORIC RESOURCES

The General Plan Historic Preservation Element and the Oakland Cultural Heritage Survey classify and provide policy direction for the preservation of historic buildings of all types and of all degrees of significance. Many individual historic properties have been identified in Downtown, as well as concentrated collections of resources within historic districts that contribute to Downtown's unique and historic character.

As would be expected in a historic central district that has never been comprehensively redeveloped or abandoned, the plan area contains Oakland's largest concentration of substantial, ambitious, and architecturally distinguished buildings, and therefore its highest concentration of historic resources. From the earliest U.S. settlement at the foot of Broadway in the 1850s, the original town plat remained a compact and coherent geographical unit, surrounded by the Estuary, the future Lake Merritt, and the West Oakland marshes. The town expanded concentrically from the foot of Broadway but Broadway never lost its primacy as a business center. From the early 20th century, building codes inside the central business district "fire limits" required fireproof and therefore substantial and permanent construction, further insuring the survival of many building from that era.

Within the Downtown plan area there are several different types of historic districts, including National Register-listed (Downtown Oakland Historic District, Coit Building Group, Waterfront Warehouse District) as well as locally-designated historic districts (Old Oakland, Preservation Park) and districts identified by the Cultural Heritage Survey. The Survey identifies districts in a two-tiered system, Areas of Primary Importance (API), which are National Register-quality but not necessarily listed, and Areas of Secondary Importance (ASI) or districts of local interest (see map of API and ASI areas in **Attachment C**).

Designated Landmarks

The Plan Area contains approximately fifty-two (52) buildings designated as City Landmarks by the Landmarks Board and City Council, as well as two S-7 historic districts. This is Oakland's highest level of recognition of historic significance. Such properties exhibit extraordinary historical or architectural value and are in most cases clearly eligible for the National Register of Historic Places. Over a third of the city's designated landmarks are in the plan area, underscoring the area's long history as Oakland's original settlement and its commercial and civic center. Landmarks include (see **Attachment D** for map of Landmarks):

Paramount Theatre; Fox West Coast Oakland Theater building; Leamington Hotel and Annex; Maclise Drug Store-Harding Block; First Unitarian Church; Oakland Public Library/AAMLO; Federal Realty Co.-Cathedral building; Ginn (FrederickB.) house-Nile Club; White (James) house; Oakland City Hall; Roos Brothers store building; Howden (RobertA.) Building; Pardee (EnochH.&GeorgeC.) house; Young Women's Christian Assoc. building; Oakland Title Insurance Co. building; Palace Apartments; Madison-Lake Apartments; White(Mrs.A.E.) building; Lafayette Square; Alameda County Title Insurance building; Greek Orthodox Church of the Assumption; Financial Center Building; Breuner Co.-Oakland Tribune building; Hotel Oakland; Delger (Frederick) Block#1-Lawyers Block; Henry House; Jefferson Square; Snyder(A.J.) Block (first); Snyder (A.J.) Block (second)-Ross House; Wilcox (P.S.) Block Annex; Wilcox (P.S.) Block; Brown (Bowman) Building and Annex; Oriental Block-Peniel Mission;

Central Pacific Railroad Depot; Western Pacific Railroad Depot; U.S.S. Potomac; Heinold's First and Last Chance Saloon; Security Bank & Trust-Key System building; Camron-Stanford House; Posey Tube Portal; American Bag Company; Latham Square Fountain; Lakeside Park and Wildlife Refuge; Oakland Iron Works Machine & Blacksmith Shop; Dunn Block; Gooch (A.J.) Block-Winsor House' Nicholl (John) Block; Rotunda Building; St. Paul's First Swedish Evangelical Church/New St. Paul M.B.B; Mason-Elsey-Wilson House; Malonga Casquelourd Center for the Arts/Women's City Club/ Alice Arts Center; Broadway Building/Lionel Wilson Building/ First National Bank Building.

Two Locally Designated Historic Districts (S-7 Preservation Combining Zone)

Preservation Park district

Old Oakland district

Local Register of Historical Resources

Formal City Landmark designation or National Register listing requires a lengthy application process and usually occurs only at the request of the property owner. Many more buildings and districts have comparable levels of significance, and most of those have been identified by the Planning Department's citywide Oakland Cultural Heritage Survey. To insure that Oakland's most important resources are not left unprotected in the absence of formal designation, Preservation Element Policy 3.8 defines a *Local Register of Historical Resources* for environmental review under CEQA, eligibility for State Historical Building Code, and similar purposes. In addition to formally designated historic properties, this top-rated group includes buildings with individual ratings of A or B (highest or major importance) and those in Areas of Primary Importance. Local Register properties are about 3% citywide and a much higher proportion in the plan area.

Potentially Designated Historic Properties (PDHP) and Areas of Secondary Importance (ASI)

In addition to the obvious monuments on the Local Register and landmark lists, the Preservation Element recognizes a broader range of historic and architectural value essential to neighborhood character and context. Buildings and districts of "secondary importance" may be less unique, less pretentious, or more altered than the obvious National or Local Register properties, but are identified and protected by the Element at the local level as Areas of Secondary Importance (ASIs) and Potential Designated Historic Properties (PDHPs) for their importance to neighborhood character (HPE Policies 1.2, 3.1 ff). Individual PDHPs and those in ASIs make up about 20% of buildings citywide and a much higher proportion in the plan area.

Areas of Primary Importance (API)

Approximately 21 Areas of Primary Importance (APIs, districts identified by the Cultural Heritage Survey as appearing eligible for the National Register) and primary building groups, ranging in size from 2 to 100 buildings, are within or partly within the plan area. The Survey documented the most concentrated, intact, and distinctive areas as APIs - potential districts appearing eligible for the National Register. They are identified as significant for their physical integrity and for representing distinct aspects of Oakland's residential, commercial, and industrial development. These districts are part of larger more or less continuous areas with recognizable historic character: a ring of residential neighborhood fragments along 7th Street, Martin Luther King Jr. Way, and at the Charter Line; the central commercial core running the entire length of Broadway plus its side streets; the industrial and transportation strip south of I-880 along the waterfront and the rail lines on Embarcadero and 3rd Street. The line between primary and secondary is necessarily somewhat arbitrary. All these areas are dense with individual buildings and districts identified as of primary (Local Register) or secondary (local, contextual) significance.

19th Century Residential Neighborhoods:

Residential neighborhoods from the 19th and early 20th centuries are still apparent in remarkably solid blocks of 1870s-1900s houses that encircle the Central Business District along 7th Street (Railroad

Avenue), Martin Luther King Jr. Way (formerly Grove Street), and 21st Street (the original northern boundary or Charter Line) as well as scattered individual buildings. Except for the Camron-Stanford house, the mansions that once lined Lake Merritt have been replaced by denser 20th century dwellings. A few early workers' cottages survive in the west part of the waterfront neighborhood.

- *Grove Street/Lafayette Square Residential District* – the second largest 19th century neighborhood fragment in the plan area, its roughly 82 buildings occupy portions of 15 city blocks bounded by Jefferson Street and the I-980 freeway on either side of Grove Street (now Martin Luther King Jr. Way) and 14th Street and the I-880 freeway at 7th Street (formerly Railroad Avenue). The district is historically significant as a surviving area of early residential development within the original 1852 Town of Oakland, formerly continuous with the West Oakland neighborhoods across I-980. The district includes Jefferson and Lafayette Squares, two of the original seven full blocks dedicated as City parks. It also contains Preservation Park, a City-designated S-7 historic district of original and moved-on houses, some saved from the 980 freeway. The Victorian and Colonial Revival houses in the district reflect two major building booms in Oakland's history, following the arrival of the transcontinental railroad in 1869 and the earthquake of 1906. Several smaller APIs continue the traces of this neighborhood to the north along former Grove Street, as do ASIs and individual buildings.
- *15th and Grove Streets House Group* - is a mini-district of three 2-story and raised basement early 1870s Italianate houses at the southeast corner of 15th Street and Martin Luther King Jr. Way. All three have bracketed cornices, rustic siding, and polygonal bay windows. The group is significant for their early date, central location, high integrity, elegant Italianate style, and representation of the larger middle-class neighborhood of which they were a part.
- *18th and Grove Streets Residential District* – eight houses dating from 1883 to 1903, on two blockfronts forming a continuous late-Victorian streetscape notable for coherence of style and scale. Queen Anne, Stick, and Colonial in style, the houses are set close together on small lots and are 1 or 2 stories over raised basements, with parallel setbacks and steps that unify the streetscape.
- *Grove/Castro/19th Streets Residential District* – a further northern continuation of the Grove Street/Lafayette Square neighborhood, this cluster of 18 Italianate, Stick, and Colonial houses and flats occupies portions of two city blocks at the northwest corner of the original town.
- *Cathedral District* – named for St. Francis de Sales Cathedral that formerly bookended the Grove Street end of this residential neighborhood at Oakland's original northern boundary or Charter Line. The district extends east to Telegraph Avenue along 21st and 22nd Streets (where the 1902 First Baptist Church provides the other bookend) and along part of West Grand Avenue. The 35-building district is characterized by 1 and 2 story residences of Queen Anne, Stick, and Colonial styles dating from 1872 to 1916. Following the 1906 earthquake, several houses in this centrally-located district were raised or subdivided to add housing units. The district is notable for its representation of architectural styles of the era as adapted for narrow lots. The St. Francis Rectory, converted to apartments, now bookends the west end of the district's 21st Street block
- *7th Street/Harrison Square/Chinatown Residential District* – the largest 19th-early 20th century neighborhood fragment, roughly 100 buildings on parts of 11 blocks centered along 7th Street (former Railroad Avenue), running east-west from Harrison to Fallon along 6th (I-880), 7th, and 8th Streets. Buildings are mostly modest 1 and 2 story houses on small lots with minimal setbacks, in the Italianate, Stick, Queen Anne, and Colonial Revival styles, with raised

basements, pitched roofs, and the tall floor heights typical of the period. The district includes one of the seven original squares (Harrison) and adjoins one other (Madison).

- *Bret Harte Boardwalk* – a row of Italianate houses and early commercial buildings on one side of 5th Street facing the I-880 freeway, a rare surviving fragment what was a dense residential neighborhood along the waterfront and rail lines. In the early 1960s the centerpiece Italianates were converted for a pioneering adaptive reuse boutique “boardwalk” project.

Commercial Districts – Central Business Districts of the 1850s-1930s

Broadway has been the commercial spine and the downtown of Oakland since its origins at the waterfront in the 1850s. Broadway and its side streets are still a timeline of Oakland’s development, from a cluster of very old brick buildings on the 100-300 blocks at the waterfront to the Art Deco Uptown and beyond.

- *Old Oakland* - predominantly 1870s central shopping, office, and hotel district associated with the arrival of the Transcontinental Railroad in 1869. It comprises most of the six square blocks bounded by Broadway, Jefferson, 7th, and 10th Streets. Its 31 contributing buildings are mostly zero-setback rectangular blocks, 1 to 4 stories high, in styles reflecting their dates of 1870s-1910s. “Victorian Row” on 9th Street between Broadway and Washington is a solid block of Italianate commercial structures on both sides of the street, considered one of the most distinguished groups of late-Victorian commercial architecture in the West, and was a pioneering historic rehabilitation project in the 1980s. Old Oakland is a locally-designated S-7 historic district and has been formally determined eligible for the National Register; many of its buildings are also individually designated and on the National Register.
- *Downtown Historic District* – retail and financial hub of Oakland throughout the 20th century, the district occupies 17 whole or partial blocks centered on the intersection of 14th and Broadway, City Hall and its plaza, and a series of early 20th century 7 to 18 story skyscrapers along Broadway between 11th and 17th Streets. Smaller commercial buildings between the skyscrapers create a distinctive skyline admired in Werner Hegemann’s 1915 city plan. The buildings in the district constitute a well-preserved sample of commercial architecture in larger American cities in the first part of the 20th century. Buildings are mostly Beaux Arts-inspired, display a general unity of style and scale and use, and represent many of the better-known Bay Area architects of the period. Demolition and civic center construction after the 1989 earthquake separated a group of 1910s hotels west of City Hall from the district; they might now be considered part of a potential thematic group of downtown hotels. The post-1989 Downtown district along and east of Broadway is listed on the National Register, as are several individual buildings.
- *Coit Building Group* – consists of four 1910s-20s zero-setback, slightly detached 1 to 7 story brick buildings, the Harrison and Coit Hotels, Harrison Apartments, and a related commercial building. The group displays high architectural quality, and is unified by surface materials, massing, articulation, ornamentation, and height. The group was placed on the National Register in 1996 to qualify for tax credits. The Harrison is part of a ring of 1910s hotels within a few blocks of 14th and Broadway, built partly in anticipation of the 1915 world’s fair, that is a distinctive thematic feature of downtown Oakland.
- *17th Street Commercial District* - occupies both sides of the block between Franklin and Webster Streets, plus the landmark Howden Tile building on the east side of Webster. It is a cohesive and intact group of long, low 1920s commercial buildings on shallow lots, of brick or reinforced concrete construction with glazing covering most of each façade. Most are two stories plus

mezzanines. The buildings' design and uses (small ground floor commercial, offices above), street trees, and period light standards all set the district off as a unified enclave. This block and a similar block of 15th Street were developed on small remainder parcels when these streets were cut through long, formerly residential north-south blocks, as downtown expanded east toward the lake.

- *Leamington Hotel Group* – consists of two adjoining reinforced concrete structures – a hotel and an office and assembly building – at the corner of 19th and Franklin Streets, in a cluster of 1920s high-rise financial and medical office buildings. Designed by William Weeks in 1925-26, the matching buildings are clad in glazed terra cotta and cement plaster with elaborate cast stone ornament in Spanish baroque idiom. This monumental building group was significant, along with the 1928 Capwell store at 20th and Broadway, in the development of Uptown as a luxury commercial district, while two near-twins of the Leamington to the east, also by Weeks, help establish the character of the Lake Merritt and Lakeside Apartment neighborhoods.
- *Uptown Commercial District* – continues Broadway corridor development northward in the 1920s-30s as a Deco-era shopping and entertainment district. The main intersection is 20th Street and Broadway, and the district includes the Fox and Paramount Theaters, among other similarly distinguished historic buildings. The 20-building district represents a distinct phase of expansion of the Oakland central business district with luxury shopping anchored by the Capwell store. Architecturally the district offers an important collection of small to medium scale commercial buildings of the 1920s and 1930s, including both historicist brownstone and terra cotta loft buildings and colorful Art Deco terra cotta.

20th Century Urban Residential Districts

East of Broadway to the lake, and north of about 15th Street, street and lot patterns were originally less urban and regular, and early development took the form of an elite residential neighborhood of which the Camron-Stanford house museum and the Schilling Garden are the surviving examples. As the central business district expanded east from Broadway after 1900, large lots were gradually redeveloped, with commercial uses closer to Broadway and apartment buildings predominating closer to the lake. Most of the apartment development was of very high quality, and the area is today sometimes called the Gold Coast.

- *Lakeside Apartment District* – occupies portions of 5 blocks north of 14th Street near Lake Merritt. The district is characterized mainly by 2 to 6-story woodframe or brick apartment buildings from the 1910s and 1920s, built close together with little or no setbacks. The Malonga Casquelourd Arts Center (originally Women's City Club) is also in the district. Architectural styles are varied; building materials are primarily pressed brick with terra cotta, or stucco with wood or marble trim. Mid-20th century apartments fill in the long blocks north of the district along Alice, Madison, and Jackson Streets, terminating at another early apartment cluster around 19th Street.
- *244 Lakeside Drive Group* – facing Lake Merritt and Snow Park as well as its own landscaped forecourt, the complex includes a 12-story 20-unit apartment building and a two-story 1910 garage, both set in a large garden on 19th Street that partially survives from the August Schilling estate. The complex exemplifies both 1920s luxury apartment buildings and the garden settings of 19th century upper-class homes. Its large scale, distinctive design, and prominent Lake Merritt location make the complex an especially familiar visual landmark in Oakland.
- *Lake Merritt District* – extends one parcel deep all around Lake Merritt, to recognize the importance to Oakland of Lake Merritt and its views. The district is significant for both the

landscape architecture of the lake and park, and for the high architectural quality of the many apartment and civic buildings constructed around the shore of the lake.

Industrial Districts

Early in Oakland's existence, the waterfront and the railroad determined the industrial character of the area below the tracks. Six districts representing this character have been recorded as APIs. The area also includes numerous ASIs and individual resources, both Local Register and PDHPs.

- *PG&E Station C* – is located on the Embarcadero and has been devoted to electricity production since its earliest structures were constructed in the 1880s. The complex was constructed incrementally through 1938, and maintains a consistent Beaux Arts stylistic character through monumental scale, generously quined piers, round-headed windows, and a classically derived cornice.
- *Southern Pacific Industrial* – located primarily in West Oakland, this district lies between the 3rd Street and Embarcadero tracks and has one building in the downtown plan area. The former Dalziel Warehouse, converted to residential condos as Phoenix Lofts, faces still-active tracks on its south side.
- *Muller Brothers Pickle Factory/Marcus Hardware* – occupies three-quarters of a block at 3rd Street and Martin Luther King Jr. Way and is a good example of a large-scale early 20th century food processing plant. The complex was constructed incrementally in the first decades of the 20th century. Buildings are utilitarian in character, rectangular with no setbacks, of red common brick in American bond, with shallow parapets and low-pitched roofs.
- *Produce Market District* – occupies 7 whole or partial blocks around 3rd and Franklin Streets, formerly served by the Western Pacific's 3rd Street tracks. The Produce Market is a commercially and architecturally unique area within the larger warehouse, industrial, and railroading strip along the Oakland Estuary and to some extent still functions as a wholesale produce center for the East Bay. Its historical and architectural centerpiece is the 1916-17 complex of canopied, screen-fronted, stuccoed concrete, produce-specific market buildings developed by the Fruit and Produce Realty Company. Other buildings in the district are a mix of commercial and industrial buildings that were adapted for produce market use by adding openings and canopies like those that define the F&PRCo. buildings.
- *Waterfront Warehouse District* – occupies portions of nine blocks from 3rd to 5th Streets and from Webster to Madison, formerly centered on the 3rd Street Western Pacific tracks. Most of the contributing buildings are one to four-story brick or concrete warehouses from the 1910s-20s, generally characterized by raised ground floors at loading dock height, a mix of freight and pedestrian doors, factory sash, flat roofs, slightly ornamented parapets and other geometric details. In recent decades most of the buildings have been converted to residential use, and the district is surrounded by new taller, full-block residential structures. The district is listed on the National Register.
- *25th Street Garage District* – centered on 25th Street between Broadway and Telegraph, these blocks are historically associated with Broadway Auto Row. The majority of the 20-plus contributing buildings were built in the 1920s for auto service or related industrial uses, and are predominantly high one-story brick truss-roofed garages covering their entire lots. Many have finely crafted brickwork and retain period doors, windows, and other details.