

# WEST OAKLAND SPECIFIC PLAN PROJECT DESCRIPTION

## INTRODUCTION

The West Oakland Specific Plan will guide future development in West Oakland. The purpose of the proposed West Oakland Specific Plan is to provide comprehensive and multi-faceted strategies for development and redevelopment, of vacant and/or underutilized commercial and industrial properties in West Oakland. It establishes a land use and development framework, identifies needed transportation and infrastructure improvements, and recommends implementation strategies needed to develop those parcels. The Plan is also a marketing tool for attracting developers to key sites and for encouraging new, targeted economic development. The Plan builds on extensive community feedback to meet its goals of:

- Augmenting West Oakland’s development capabilities by enhancing the linkages between West Oakland and future Army Base reuse and development, focusing on the economic and physical synergies between these two areas;
- Encouraging the growth of jobs and services, with opportunities and training available to existing and future residents within West Oakland;
- Determining desired land uses for specific areas within West Oakland, recognizing that different areas have differing needs, opportunities, constraints and assets;
- Attracting quality, compatible residential, commercial and industrial development while preserving existing established residential neighborhoods;
- Supporting existing investment in the area and enhancing existing assets;
- Supporting commercial, mixed-use and transit-oriented land use in West Oakland, particularly in collaboration with the Bay Area Rapid Transit (BART) District for transit-oriented development at the West Oakland BART station;
- Lessening existing land-use conflicts and ensuring avoidance of future conflicts between residential neighborhoods and non-residential uses;
- Enhancing transportation resources throughout West Oakland, and between West Oakland and adjoining areas;
- Furthering the physical and economic revitalization of West Oakland;
- Corresponding with regional development issues in accordance with the district’s Priority Development Area designation through SB 375; and
- Minimizing the potential for displacement of existing residents as new residents are accommodated.

With very limited exceptions, the Specific Plan retains the existing Oakland General Plan land use designations and applicable zoning in West Oakland, and adheres to the City's Overall Industrial Land Use Policy to retain current industrial zoning districts. It promotes high density development near the West Oakland BART station and identifies a development vision for other major locations throughout the Specific Plan area, encourages residential and neighborhood-serving commercial establishments on major corridors such as San Pablo Avenue, redirects light industrial and more intensive commercial activities to locations closer to the Port of Oakland and away from residential areas, and protects and enhances West Oakland's residential neighborhoods. The Specific Plan also encourages an enhanced multimodal transportation system to better link residents and businesses. It seeks to accomplish this through a variety of actions, including creation of distinct land use overlays to guide future development of key parcels throughout the Specific Plan area.

The Plan will provide an area-wide set of development regulations and requirements, and will cover land use, development density, circulation and infrastructure, financing mechanisms for public improvement, and will have legal authority as a regulatory document.

The components of the Specific Plan will include:

- Text and diagrams showing the distribution, location and extent of all land uses;
- Proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy and other essential facilities needed to support the land uses;
- Standards and guidelines for development, and standards for the conservation, development and utilization of natural resources, where applicable;
- Program of implementation measures including regulations, programs, public works projects and financing measures; and
- Statement of Specific Plan's relationship to the General Plan.

## **PROJECT SETTING**

The West Oakland Planning Area (Planning Area) is located in the heart of the East San Francisco Bay Area, near the hub of the Bay Area's freeway system and regional transit system. The West Oakland BART station is located in the southern portion of the Planning Area, and the MacArthur BART station is located approximately one-quarter mile northeast of the Planning Area.

The Planning Area is generally bounded by Interstate 580 (I-580) to the north, I-980 to the east and I-880 to the west. **Figure 1** illustrates the Project location and the Planning Area boundaries.

# West Oakland Specific Plan Regional Map

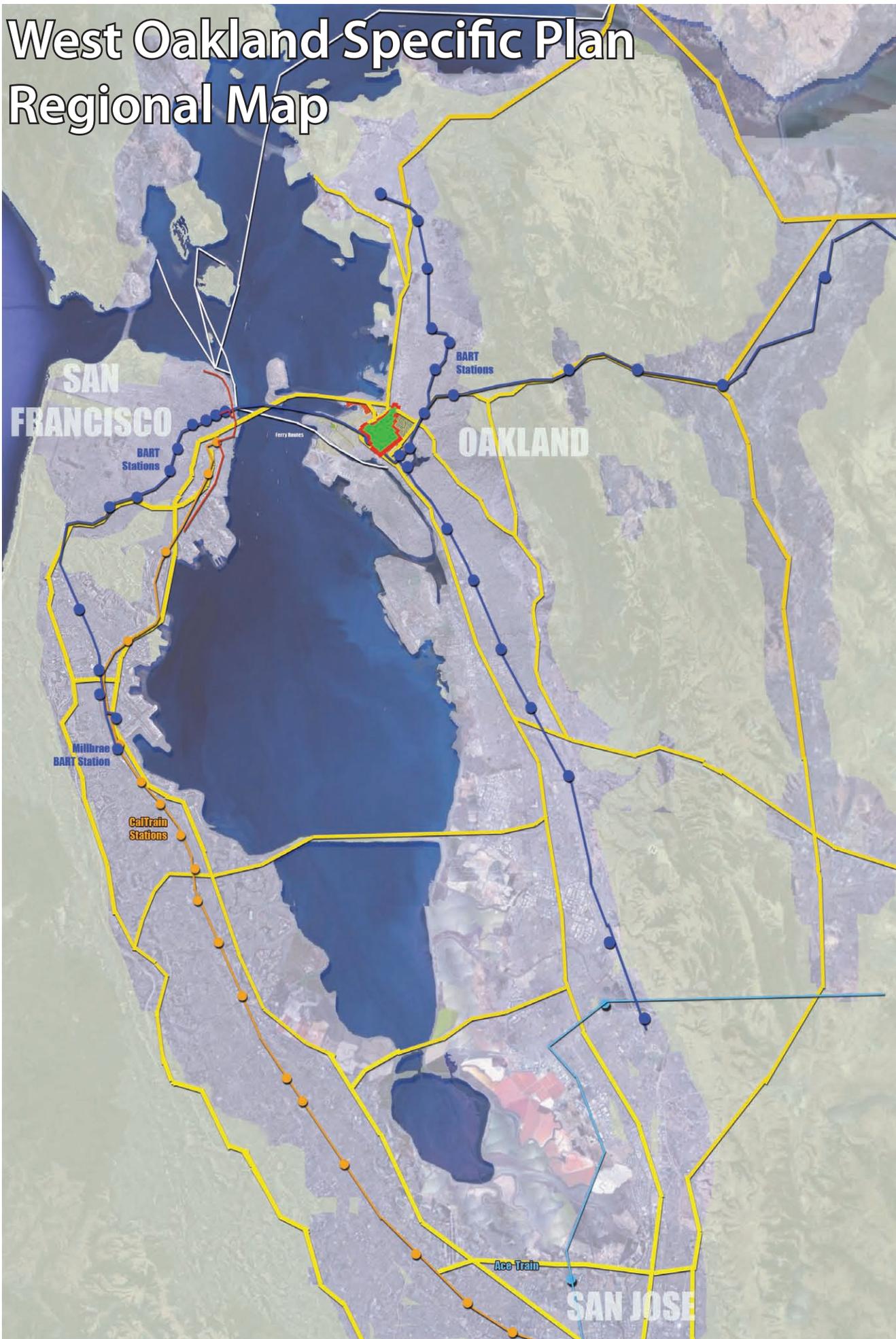


FIGURE 1

The Planning Area comprises approximately 2.18 square miles or approximately 1,900 acres, subdivided into 6,340 parcels. It has a current population of approximately 25,000 people, and contains employment opportunities for more than 15,000 current employees.

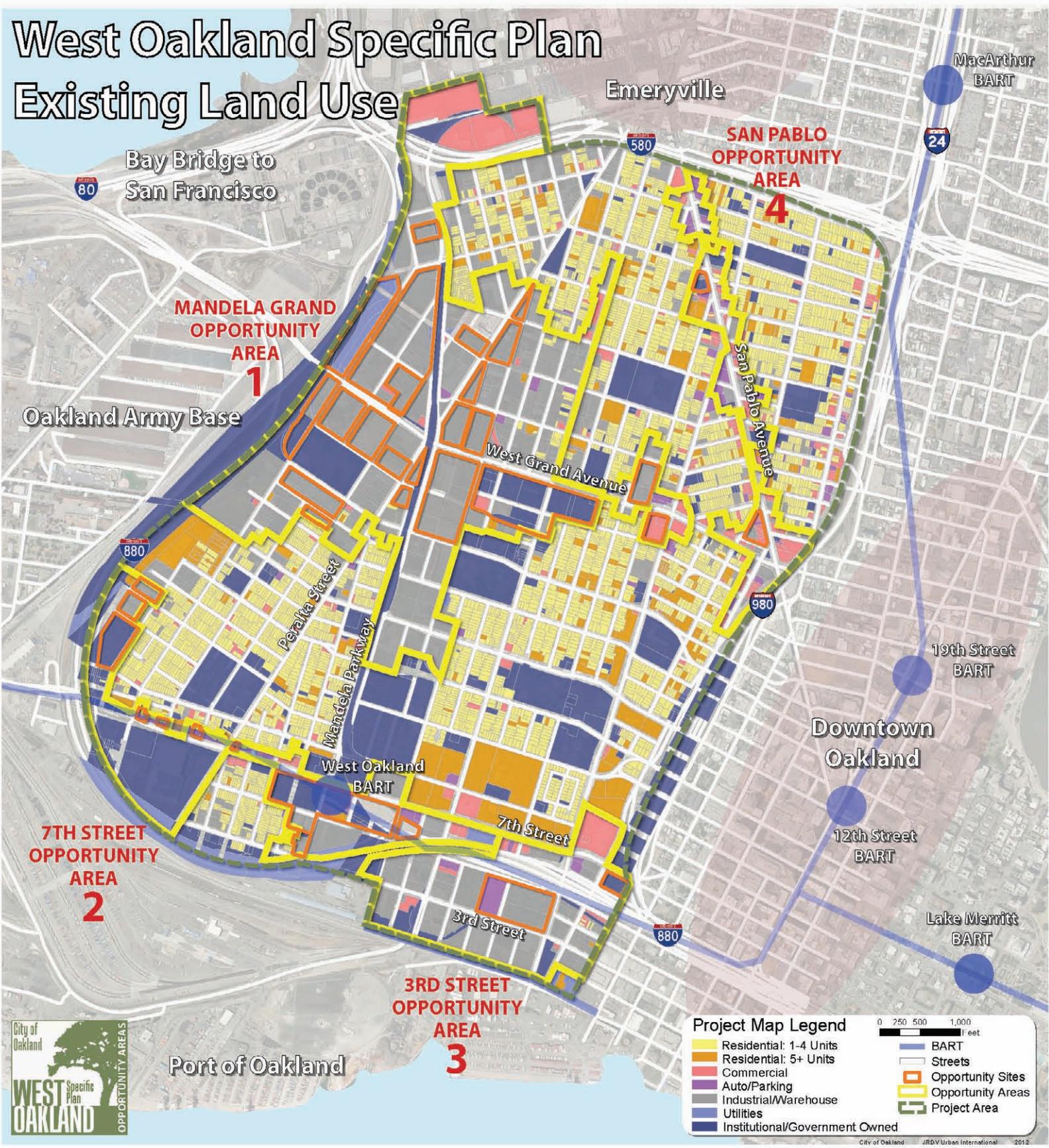
Residential uses occupy approximately 60 percent of the land in West Oakland, generally concentrated in the northern, eastern and southwestern portions of the area. Industrial, commercial and truck-related uses occupy about 23 percent of the land area, and government/institutional and utilities uses occupy the remaining 17 percent. Industrial uses are concentrated primarily around Mandela Parkway and West Grand Avenue and in the vicinity of 3rd Street. Commercial activities primarily occur at the northern end of the Planning Area near Emeryville, along San Pablo Avenue, at the eastern end of West Grand Avenue, on Market Street and on 7th Street. Lands devoted to government, institutional and utilities uses include properties owned by Caltrans, Union Pacific Railroad, U.S. Postal Service, Bay Area Rapid Transit District (BART), East Bay Municipal Utility District (EBMUD), Oakland Unified School District, Oakland Housing Authority, and City of Oakland. Existing land use in the Planning Area is illustrated on **Figure 2**.

Surrounding the Planning Area is a mix of land uses:

- North of I-580 is the East BayBridge Shopping Center and other residential, light industrial, office and public uses in Emeryville.
- To the northwest are the East Bay Municipal Utility District (EBMUD) Main Wastewater Treatment Plant, the I-80/I-580/I-880 interchange, and eastern terminus of the San Francisco-Oakland Bay Bridge and the bridge toll plaza.
- East of I-980 are the Pill Hill and Uptown neighborhoods, Downtown Oakland, City Center, Old Oakland and the 19th Street and 12th Street BART Stations.
- To the southeast are the waterfront Jack London District and Jack London Square.
- Interstate 880, the Union Pacific Railroad and the Burlington Northern and Santa Fe (BNSF) Railroad are located along the southern and western boundaries of the Planning Area. The Port of Oakland and the former Oakland Army Base, currently leased for interim transportation, industrial and commercial uses until it is redeveloped as a Port Logistics Center, are to the south and west of the Planning Area.

# West Oakland Specific Plan

## Existing Land Use



**Project Map Legend**

Residential: 1-4 Units	
Residential: 5+ Units	BART
Commercial	Streets
Auto/Parking	Opportunity Sites
Industrial/Warehouse	Opportunity Areas
Utilities	Project Area
Institutional/Government Owned	

**FIGURE 2**

## **PLANNING SUBAREAS**

### **Opportunity Areas**

The Specific Plan identifies four “Opportunity Areas” targeted for growth. Development facilitated by the Specific Plan would occur in these Opportunity Areas, which contain vacant and underutilized properties and older facilities that no longer meet current standards and market conditions, and thus have the most potential for change. The following Opportunity Areas are shown on **Figure 3**.

- Opportunity Area 1: Mandela/West Grand (239 acres)
- Opportunity Area 2: 7th Street (68 acres)
- Opportunity Area 3: 3rd Street (69 acres)
- Opportunity Area 4: San Pablo Avenue (47 acres)

Because of their size and the differing land use development and planning strategies, the Mandela/West Grand Avenue, 7<sup>th</sup> Street and San Pablo Avenue Opportunity Areas are further divided into subareas, as also shown on Figure 3.

### Opportunity Sites

Within the four Opportunity Areas, growth facilitated by the Specific Plan is most likely to occur on 37 specifically identified Opportunity Sites. These Opportunity Sites are also illustrated on Figure 2. Opportunity Sites are individual parcels or groups of commercial and/or industrial parcels that are strategically located, and are vacant, underutilized, blighted or contain uses that conflict with nearby residential neighborhoods. The Opportunity Sites are expected to serve as catalysts in that their development will encourage development of other properties in the surrounding Opportunity Area and can make direct positive contributions to the community.

### **Enhancement Areas**

The predominantly residential neighborhoods of West Oakland that lie outside the Opportunity Areas are referred to as “Enhancement Areas” in the Specific Plan. These areas are not in need of transformational change; but rather preservation and enhancement of their existing strengths. Enhancement Areas include residential neighborhoods outside the Opportunity Areas, and many existing commercial and industrial parcels that are already developed with compatible, economically viable and job-generating uses. A key tenet of the Specific Plan is to retain, enhance, and improve these Enhancement Areas.

# West Oakland Specific Plan Project Area



**Project Map Legend**

Existing Commercial/Industrial	BART
Heavy Industrial	Streets
Existing Residential	Opportunity Sites
Existing Retail	Opportunity Areas
Public Facilities	Project Area

0 250 500 1,000 feet

### Opportunity Site Key

- |  |   |  |
|--|---|--|
| 1. 1650 32nd St.   | 14. 2001 Peralta (portion of block – Campbell, 20th, Peralta) | 26. 10th to 11th, Pine to Frontage                   |
| 2. 2601 Peralta  | 15. Triangle – Mandela, Peralta, 20th                         | 27. 9th to 10th, Pine to Frontage                    |
| 3. Upper Wood St.  | 16. North portion of block – Peralta, Mandela, 20th           | 28. Phoenix Iron Works                               |
| 4. 2240 Wood St. (Grand/Campbell)                        | 17. Poplar to Linden, W. Grand to 20th                        | 29. 7th & Wood                                       |
| 5. Pacific Pipe/American Steel                           | 18. Grand/32nd, Campbell to Wood                              | 30. 7th & Willow                                     |
| 6. 1699 West Grand                                       | 19. Triangle - Peralta, Poplar, 28th                          | 31. 7th & Campbell                                   |
| 7. Roadway Express                                       | 20. Kirkham to Poplar, W. Grand to 24th                       | 32. 7th & Peralta                                    |
| 8. Grand & Market  | 21. Triangle - Peralta/Kirkham/24th Street                    | 33. South half-block between Union & Magnolia        |
| 9. 2300 Peralta (Mandela/Peralta/W. Grand)               | 22. W. Grand/Myrtle/Filbert/24th Street                       | 34. Brush and Castro                                 |
| 10. 2701 Poplar (CASS)                                   | 23. West Oakland Transit Village                              | 35. 425 Market Street                                |
| 11. Half-block at Willow, Campbell & 17th Street         | 24. West Oakland Alliance Development                         | 36. North portion of block, Filbert, 32nd, San Pablo |
| 12. 1700 20th St., (Wood, Willow, W. Grand, 20th Street) | 25. EPA Site  | 37. San Pablo, W. Grand, 23rd, Brush                 |

**FIGURE 3**

## **EXISTING GENERAL PLAN AND ZONING, AND PROPOSED LAND USE OVERLAYS**

### **Commercial / Industrial Areas**

Much of the non-residential land within the Opportunity Areas has a current General Plan designation of “Business Mix” and is correspondingly zoned CIX-1 Commercial Industrial Mix 1. These land use and zoning categories are specifically intended to “create, preserve, and enhance the industrial areas of West Oakland that are appropriate for a wide variety of commercial and industrial establishments”, and to “accommodate existing industries and provide flexibility to anticipate new technologies”. These land uses are also supported by the City of Oakland’s Overall Industrial Land Use Policy, which is specifically intended to protect the remaining industrial lands in Oakland, recognizing that industrial land is a scarce resource and that preservation of industrial land is vital to the future economic growth of the city. However, these current General Plan land use and zoning designations allow such a broad range of allowable uses, building intensities and development characteristics that there is no discernible or specific “vision” of the highest and best land uses for specific areas. This broad range of allowed uses may also raise property owner expectations beyond what the current market can support, thereby discouraging investment and slowing development as owners hold out for higher value projects.

While allowing flexibility, the Specific Plan provides more specific and definitive land use direction for these business areas of West Oakland and provides greater clarity and predictability for property owners and developers, neighboring activities, and the community at large. The Specific Plan provides land use policy direction for the Opportunity Areas by identifying a set of new policy-based land use overlays. These land use overlays identify strategically distinct employment uses and building types, reflecting differences in business functions performed, business ages and sizes, and expected amenity levels. These land use overlays supplement, rather than replace the current General Plan and zoning land uses.

### **Residential Mix Areas**

Much of the residential land within the Opportunity Areas has a current General Plan land use designation of “Mixed Housing Type Residential” and is correspondingly zoned either ‘Mixed Housing Type Residential’ (RM) or ‘Housing Business Mix’ (HBX). These General Plan and zoning categories are primarily used in the older established neighborhoods of Oakland with a mix of single-family, townhomes and small, multi-unit buildings along with small-scale, neighborhood-serving businesses. Existing policies and regulations are specifically intended to create, maintain and enhance these residential areas. The area surrounding the West Oakland BART station is zoned “S-15: Transit Oriented Development”. Existing policies and regulations applicable to this area are intended to create, preserve and enhance areas served by multiple nodes of transportation and to feature high-density residential, commercial, and mixed-use developments to encourage concentrated development. It encourages a pedestrian environment near the transit station with by a mixture of residential, civic, commercial and light industrial activities, and amenities.

The Specific Plan retains the existing General Plan and zoning designations for these mixed residential areas, but supplements them with a more specific mixed-use development program for specific sites. It also proposes to allow limited and carefully selected industrial sites to be converted to new residential development. Criteria by which such residential infill may be allowed include sites within already established residential patterns, sites with established buffers between less compatible industrial neighbors, and sites with immediate proximity to parks and other residential amenities.

### **Land Use Overlays**

To fully realize the development potential of the Specific Plan Area and provide greater clarity and predictability for development, the Specific Plan recommends a set of land use overlays that indicate the type of development that should occur at specific locations in West Oakland. These new land use types are intended as overlays to the existing General Plan designations, providing more specific and targeted land use policy. Nine land use types are recommended: four relating to commercial business and industrial activities, two for retail commercial activities, and three for residential activities.

#### Business / Industrial Land Use Overlays

##### *Heavy Industrial*

The proposed “Heavy Industrial” Land Use Overlay is indicative of many of the more industrial sites within West Oakland that are occupied by such uses as recycling operations, heavy truck-dependent uses, truck parking and other types of loud or pollution-emitting uses. Policy direction inherent in the Specific Plan is to seek alternative sites where many of these heavy industrial land uses may be more appropriate, and to alleviate the adverse effects that these types of uses can have on surrounding neighborhoods. In certain locations, this proposed land use overlay also applies to areas with surface parking used for trucks or vehicles. Policy direction of the Plan seeks to replace much of this surface parking with new development, adding structured parking associated with more intense, higher density use.

##### *Business Mix Enhancement*

A large number of non-residential facilities throughout the Opportunity Areas are used by industry and other business, but not to their full potential. The purpose of the proposed “Business Mix Enhancement” Land Use Overlay is to retain existing buildings, intensify existing business activities, lower vacancies, and increase utilization. This land use overlay acknowledges the architectural character and historical significance of many existing buildings. This overlay encourages innovative reuse of existing buildings with a focus on incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces where start-up businesses can share facilities and equipment.

##### *Low Intensity Business Mix/Light Industrial*

The proposed “Low Intensity Business Mix/Light Industrial” Land Use Overlay is intended to designate sites appropriate to accommodate a broad range of new custom and light manufacturing, light

industrial, warehouse, research and development, "green industry", and service commercial uses that provide well-paying blue collar and green collar jobs. This proposed land use overlay provides for infill development with new, lower density industrial buildings with necessary infrastructure and amenities to attract quality tenants and businesses, which can also be supported by businesses seeking lower rents. This overlay would accommodate lower-intensity development of business mix and light industrial uses in new buildings with surface parking. Adaptive re-use of existing, larger and/or significant existing buildings is encouraged, and preservation of historic buildings consistent with existing City policy and regulations is required.

#### *Higher Intensity Campus*

The proposed "Higher Intensity Campus" Land Use Overlay is intended where particularly strong locational advantages make possible the attraction of higher intensity land uses and development types. This proposed land use overlay would provide for new development of more intensive campus-type uses, more likely to be developed in the mid-term or later. Higher intensity building types would have more interior improvements and amenities and more costly structured parking, and must be supported by businesses with greater rent-paying abilities. New development would generally be in a campus configuration, with structured parking and ground-floor flex space. The Plan assumes multiple buildings phased-in over time, using undeveloped areas for surface parking in earlier phases but planned for structured parking in later phases. Expected uses include Research & Development activities, life sciences, and information and technology uses.

#### Retail / Commercial Land Use Overlays

##### *Large Format Retail*

The proposed "Large Format Retail" Land Use Overlay is intended to encourage large format destination retail stores in locations with good freeway access serving the larger regional market, while also providing needed goods and services to West Oakland residents.

##### *Neighborhood-Serving Retail*

The proposed "Neighborhood-Serving Retail" Land Use Overlay is intended to encourage more neighborhood-serving retail uses.

#### Residential Land Use Overlays

##### *High Density Residential Transit-Oriented Development (TOD)*

The proposed "High Density Residential TOD" Land Use Overlay is intended for development at the West Oakland BART Station transit-oriented development (TOD). Allowed land uses are multi-family residential uses above ground-floor neighborhood-serving retail establishments, or multi-family residential uses over structured parking.

### *Medium-Density Podium Residential*

The proposed “Medium-Density Podium Residential” Land Use Overlay is intended to be compatible with recent residential development on 7th Street and enable a gradual transition in density from the West Oakland BART Station TOD to the surrounding lower-density residential neighborhoods with residential buildings containing commercial flex space at the street level.

### *Lower Density Residential*

The proposed “Lower Density Residential” Land Use Overlay is intended for a limited number of smaller infill sites with established lower-density residential patterns, established buffers from less compatible industrial neighbors, or immediate proximity to parks or other residential amenities. Development would include residential uses over optional street-level commercial flex space.

## **OPPORTUNITY AREA DEVELOPMENT CAPACITIES**

### **Opportunity Area 1: Mandela/West Grand**

The Mandela/West Grand Opportunity Area is envisioned as the major business and employment center for Oakland and the region while serving as an employment center for West Oakland. The Specific Plan encourages a mix of business activities and development types, with a range of jobs at varying skill/education levels. Recognizing that revitalization is a long-term process, the Plan proposes to retain and expand existing compatible urban manufacturing, construction and other light industrial businesses that have well-paying blue collar and green collar jobs, while attracting new targeted industries that are growing, including life sciences, information technology and clean-tech. Development would likely initially occur as lower-intensity development and with reuse of existing buildings.

The future development vision for area takes advantage of the anticipated relocation of the recycling activities currently located on key parcels within this Opportunity Area to the former Oakland Army Base, thereby leaving these parcels available for new development. The Plan also encourages relocation of other heavier industrial uses located in this Opportunity Area, such as additional recycling operations, heavy truck-dependent uses and other older heavy industries. Greater land availability and other improvements to the area should encourage and attract more low-intensity light industrial and business mix development. Growth is eventually expected to include new mid-rise campus development at key locations, such as at the intersection of Mandela Parkway and West Grand Avenue, and larger format destination retail stores as an extension of the East BayBridge Shopping Center, IKEA and Bay Street Emeryville. Additionally, the Specific Plan recommends that residential development be allowed at selected sites, based on these sites’ adjacency to existing residential areas, proximity to existing open space such as Raimondi Park and Wade Johnson Park, and established buffers between these sites and less compatible industrial and business uses.

**Table 1** provides a summary of changes in land use, employment and population expected within the Mandela/West Grand Opportunity Area.

**TABLE 1  
DEVELOPMENT POTENTIAL – OPPORTUNITY AREA #1, MANDELA/WEST GRAND**

<b>Land Use (acres)</b>	<b>Existing</b>	<b>2035 Buildout</b>	<b>Change from Existing</b>
Heavy Industrial	43	0	-43
Business Mix/Light Industrial	170	86	-85
Low Intensity Bus. Mix/Lt. Ind.		28	28
High Intensity Campus		59	59
Retail	16	31	15
<i>sub-total</i>	<i>230</i>	<i>203</i>	<i>-26</i>
Residential	9	36	26
<i>sub-total</i>	<i>9</i>	<i>36</i>	<i>26</i>
<b>TOTAL</b>	<b>239</b>	<b>239</b>	<b>0</b>

<b>Non-Residential Building Space and Employment</b>			
Heavy Industrial			
Building Area (sq.ft.)	500,000	0	-500,000
Employment	280	0	-280
Business Mix/Light Industrial			
Building Area (sq.ft.)	3,500,00	2,300,000	-1,200,000
Employment	4,660	4,370	-290
Low Intensity Bus. Mix/Lt. Ind			
Building Area (sq.ft.)	0	640,000	640,000
Employment	0	1,410	1,410
High Intensity Campus			
Building Area (sq.ft.)	0	4,080,000	4,080,000
Employment	0	9,600	9,600
Retail			
Building Area (sq.ft.)	300,000	605,000	305,000
Employment	500	1,170	670
<b>Total</b>			
<b>Building Area (sq.ft.)</b>	<b>4,300,000</b>	<b>7,625,000</b>	<b>3,325,000</b>
<b>Employment</b>	<b>5,440</b>	<b>16,550</b>	<b>11,110</b>

<b>Residential Units, Households and Population</b>			
Single Family and Townhome			
Units	110	241	131
Households	89	232	143
Population	259	482	223
Multi-Family Residential			
Units	0	1,140	1,140
Households	0	1,099	1,099
Population	0	2,285	2,285
<b>Total</b>			
<b>Units</b>	<b>110</b>	<b>1,381</b>	<b>1,271</b>
<b>Households</b>	<b>89</b>	<b>1,331</b>	<b>1,242</b>
<b>Population</b>	<b>259</b>	<b>2,767</b>	<b>2,508</b>

## **Opportunity Area 2: 7th Street**

The land use and development strategy for the 7th Street Opportunity Area includes transit-oriented development (TOD) of higher-density housing with ground floor neighborhood-serving retail on vacant sites and current surface parking lots around the West Oakland BART Station. A new BART parking garage is envisioned next to the freeway to replace existing surface parking lost due to new development, which would also serve to buffer new residential uses from the adjacent freeway. Plazas and open spaces would contribute to a secure and pleasant pedestrian experience at the BART Station TOD. Medium density, podium-style housing with ground floor commercial uses is envisioned further west on 7th Street as a transition from the West Oakland BART Station TOD to the surrounding lower-density neighborhoods.

Throughout this Opportunity Area, 7th Street is envisioned as the neighborhood focus, with neighborhood-serving commercial establishments. Emphasis is placed on prioritizing the types of commercial uses that enliven the street and revitalize 7th Street as a celebration of West Oakland's cultural history of music, art and entertainment. Additionally, the future development vision for this area takes advantage of the anticipated relocation of recycling activities, which are currently located on key parcels along Wood Street but are expected to be relocated to the former Oakland Army Base, as well as reuse of the former Phoenix Ironworks site, for additional commercial and residential activities. These new commercial and residential uses could benefit the surrounding neighborhood by reconnecting the residential edge of Wood Street.

Building design, construction, and ongoing operation and maintenance requirements address the issues of air contaminants and noise from the freeway, and noise from BART trains. Strategies are included in the Plan for reducing BART train noise through improved maintenance and potential noise barriers. Environmental improvements are also envisioned with remediation of known contaminated sites in this area, potentially including innovative biological remediation strategies.

**Table 2** provides a summary of changes in land use, employment and population expected within the 7<sup>th</sup> Street Opportunity Area.

**TABLE 2  
DEVELOPMENT POTENTIAL – OPPORTUNITY AREA #2,7<sup>TH</sup> STREET**

<b>Land Use (acres)</b>	<b>Existing</b>	<b>2035 Buildout</b>	<b>Change from Existing</b>
Heavy Industrial	7	0	-7
Business Mix/Light Industrial	58	38	-19
Low Intensity Bus. Mix/Lt. Ind.		7	7
High Intensity Campus		0	0
Retail	0	1	1
<i>sub-total</i>	<i>65</i>	<i>46</i>	<i>-19</i>
Residential	3	22	19
<i>sub-total</i>	<i>3</i>	<i>22</i>	<i>19</i>
<b>TOTAL</b>	<b>68</b>	<b>68</b>	<b>0</b>
<b>Non-Residential Building Space and Employment</b>			
Heavy Industrial			
Building Area (sq.ft.)	100,000	0	-100,000
Employment	50	0	-50
Business Mix/Light Industrial			
Building Area (sq.ft.)	1,690,000	1,490,000	-200,000
Employment	1,820	2,090	270
Low Intensity Bus. Mix/Lt. Ind.			
Building Area (sq.ft.)		170,000	170,000
Employment		380	380
High Intensity Campus			
Building Area (sq.ft.)		0	0
Employment		0	0
Retail			
Building Area (sq.ft.)	5,000	90,000	85,000
Employment	10	220	210
<b>Total</b>			
<b>Building Area (sq.ft.)</b>	<b>1,795,000</b>	<b>1,750,000</b>	<b>-45,000</b>
<b>Employment</b>	<b>1,880</b>	<b>2,690</b>	<b>810</b>
<b>Residential Units, Households and Population</b>			
Single Family and Townhome			
Units	35	89	54
Households	29	86	57
Population	85	206	121
Multi-Family Residential			
Units	50	2,750	2,700
Households	41	2,652	2,611
Population	119	6,336	6,217
<b>Total</b>			
<b>Units</b>	<b>85</b>	<b>2,839</b>	<b>2,745</b>
<b>Households</b>	<b>70</b>	<b>2,738</b>	<b>2,668</b>
<b>Population</b>	<b>204</b>	<b>6,542</b>	<b>6,338</b>

### **Opportunity Area 3: 3rd Street**

The 3rd Street Opportunity Area is currently characterized by commercial, industrial and mixed uses and areas of historic building stock. The Specific Plan envisions that this Opportunity Area will continue to support business activities and jobs, capitalizing on its proximity to Downtown Oakland, the Port of Oakland, the rest of West Oakland and the regional freeway network.

This commercial, wholesale area is expected to emerge as a more vibrant and vital business and employment center, with a variety of globally-oriented logistics businesses focusing on manufacturing and light-industrial uses that benefit from adjacencies to the Port, as well as commercial uses that enliven the area during the day and night. Mixed-use commercial, dining and entertainment uses are encouraged in attractive, older warehouse buildings. New business opportunities would reflect the existing mix of light industrial, service commercial, food and beverage production and distribution, and construction-related businesses, as well as small professional offices, import/export, communications, computer services, publishing and printing, photo/audio services, and small R&D activities. Residential development in this area would continue to be prohibited.

**Table 3** provides a summary of changes in land use, employment and population expected within the 3<sup>rd</sup> Street Opportunity Area.

**TABLE 3  
DEVELOPMENT POTENTIAL – OPPORTUNITY AREA #3, 3<sup>RD</sup> STREET**

<b>Land Use (acres)</b>	<b>Existing</b>	<b>2035 Buildout</b>	<b>Change from Existing</b>
Heavy Industrial	8	0	-8
Business Mix/Light Industrial	57	41	-17
Low Intensity Bus. Mix/Lt. Ind.		13	13
High Intensity Campus		11	11
Retail	3	3	0
<i>sub-total</i>	<i>68</i>	<i>68</i>	<i>0</i>
Residential	0	0	0
<i>sub-total</i>	<i>0</i>	<i>0</i>	<i>0</i>
<b>TOTAL</b>	<b>68</b>	<b>68</b>	<b>0</b>
<b>Non-Residential Building Space and Employment</b>			
Heavy Industrial			
Building Area (sq.ft.)	40,000	0	-40,000
Employment	20		-20
Business Mix/Light Industrial			
Building Area (sq.ft.)	1,000,000	800,000	-200,000
Employment	1,670	1,520	-150
Low Intensity Bus. Mix/Lt. Ind.			
Building Area (sq.ft.)		300,000	300,000
Employment		670	670
High Intensity Campus			
Building Area (sq.ft.)		600,000	600,000
Employment		1,410	1,410
Retail			
Building Area (sq.ft.)	50,000	65,000	15,000
Employment	80	120	40
<b>Total</b>			
<b>Building Area (sq.ft.)</b>	<b>1,090,000</b>	<b>1,765,000</b>	<b>675,000</b>
<b>Employment</b>	<b>1,770</b>	<b>3,720</b>	<b>1,950</b>
<b>Residential Units, Households and Population</b>			
Single Family and Townhome			
Units	5	5	0
Households	4	5	1
Population	12	15	3
Multi-Family Residential			
Units	0	0	0
Households	0	0	0
Population	0	0	0
<b>Total</b>			
<b>Units</b>	<b>5</b>	<b>5</b>	<b>0</b>
<b>Households</b>	<b>4</b>	<b>5</b>	<b>1</b>
<b>Population</b>	<b>12</b>	<b>15</b>	<b>3</b>

#### **Opportunity Area 4: San Pablo Avenue**

San Pablo Avenue is a major transit corridor, a “main street” of the East Bay between the MacArthur Maze freeway network at the southern border of Emeryville and West Grand Avenue, but it includes numerous vacant and underutilized lots and open space. This Opportunity Area is one of the most significant corridors within West Oakland. Under the Specific Plan, the San Pablo corridor is envisioned as a transformed major commercial corridor connecting West Oakland to Downtown and to Emeryville, Berkeley and beyond, lined with increased retail uses and mixed-use residential development. Consistent with existing City of Oakland policies regarding development of major commercial corridors, the land use and development strategy for the San Pablo Avenue Opportunity Area is for infill mixed-use development with multi-family residential activities over ground-floor retail uses on San Pablo Avenue. Neighborhood-serving retail uses would be anchored by a grocery store on West Grand Avenue at Myrtle Street. Enhanced streetscapes and increased retail uses would activate the street, increase pedestrian activity and enliven the neighborhood.

The block of West Grand Avenue between Myrtle Street and Market Street, which is also within this Opportunity Area, would be developed with a mix of uses, including medium-density, podium-style residential activities, street front retail, and mixed use developments. The Plan encourages revitalization of the existing commercial center south of West Grand Avenue, and proposes new retail uses (grocery store) on the north side of West Grand Avenue that is designed to make full and best use of the site and fit in with the surrounding neighborhood.

**Table 4** provides a summary of changes in land use, employment and population expected within the San Pablo Avenue Opportunity Area.

**TABLE 4**  
**DEVELOPMENT POTENTIAL – OPPORTUNITY AREA #4, SAN PABLO AVENUE**

<b>Land Use (acres)</b>	<b>Existing</b>	<b>2035 Buildout</b>	<b>Change from Existing</b>
Heavy Industrial	4	0	-4
Business Mix/Light Industrial	33	23	-10
Low Intensity Bus. Mix/Lt. Ind.		2	2
High Intensity Campus		0	
Retail	7	10	3
<i>sub-total</i>	<b>44</b>	<b>36</b>	<b>-8</b>
Residential	3	11	8
<i>sub-total</i>	<b>3</b>	<b>11</b>	<b>8</b>
<b>TOTAL</b>	<b>47</b>	<b>47</b>	<b>0</b>
<b>Non-Residential Building Space and Employment</b>			
Heavy Industrial			
Building Area (sq.ft.)	100,000	0	-100,000
Employment	40		-40
Business Mix/Light Industrial			
Building Area (sq.ft.)	600,000	600,000	0
Employment	550	1,140	0
Low Intensity Bus. Mix/Lt. Ind			
Building Area (sq.ft.)		65,000	65,000
Employment		140	140
High Intensity Campus			
Building Area (sq.ft.)		0	0
Employment			
Retail			
Building Area (sq.ft.)	90,000	200,000	110,000
Employment	90	380	290
<b>Total</b>			
<b>Building Area (sq.ft.)</b>	<b>790,000</b>	<b>865,000</b>	<b>75,000</b>
<b>Employment</b>	<b>680</b>	<b>1,660</b>	<b>980</b>
<b>Residential Units, Households and Population</b>			
Single Family and Townhome			
Units	40	105	65
Households	33	101	68
Population	96	226	130
Multi-Family Residential			
Units	30	1,030	1,000
Households	24	994	970
Population	69	2,226	2,157
<b>Total</b>			
<b>Units</b>	<b>70</b>	<b>1,135</b>	<b>1,065</b>
<b>Households</b>	<b>57</b>	<b>1,095</b>	<b>1,038</b>
<b>Population</b>	<b>165</b>	<b>2,452</b>	<b>2,287</b>

## **AREA-WIDE TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS**

The Specific Plan also calls for necessary public and private investments in multimodal transportation systems and infrastructure systems necessary to support and sustain new development. The Plan specifically calls for the provision of a network of “complete streets” throughout West Oakland, serving not only the automobile capacities but also providing an interconnected system of bicycle paths and lanes, pedestrian improvements and streetscape amenities, as well as transit improvements intended to better facilitate use of transit choices in west Oakland and to better connect West Oakland to downtown, the Oakland Army Base and other surrounding areas. Improved transit opportunities throughout West Oakland include improvements in transit service providing greater connections between the West Oakland BART station and existing and new employment centers. The transit improvements are envisioned to include enhanced AC Transit bus service, a possible street car service and other approaches, with direct links to planned pedestrian-and bicycle networks, the Mandela Parkway/West Grand Avenue employment and business center, the shopping and other existing amenities at the Oakland/Emeryville city limit line, downtown Oakland BART stations, and Jack London Square.

The Specific Plan also calls for necessary public and private investments in other infrastructure systems, such as potable water, sanitary sewer, storm drainage, electrical and broadband cable, that are needed to attract and support the types of new development envisioned under the Plan.

## **SPECIFIC PLAN AREA BUILDOUT DEVELOPMENT POTENTIAL AND TIME FRAME**

Table 5 identifies the Specific Plan’s ultimate development potential, which is assumed as buildout of the Specific Plan for purposes of the Environmental Impact Report (EIR). The Specific Plan would provide for up to approximately 5,090 new dwelling units accommodating an increased population of approximately 10,970 people, and approximately 4.03 million square feet of new commercial, industrial and campus-style office/R&D building space providing up to 14,850 new jobs within West Oakland. Whereas this buildout is anticipated to occur over an extended period of time with incremental increases in new housing and job opportunities, the buildout assumptions included in the Specific Plan are assumed, for purposes of California Environmental Quality Act (CEQA) review, by year 2035.

The overall Land Use Diagram illustrating the various Specific Plan land use overlays is shown on **Figure 4** for the entire Planning Area. **Table 5** provides a summary of land uses, employment and population changes expected within the Planning Area at buildout (year 2035).

**TABLE 5  
DEVELOPMENT POTENTIAL – TOTAL PLANNING AREA**

<b>Land Use (acres)</b>	<b>Existing</b>	<b>2035 Buildout</b>	<b>Change from Existing</b>
Heavy Industrial	62	0	-62
Business Mix/Light Industrial	319	188	-131
Low Intensity Bus. Mix/Lt. Ind.		50	50
High Intensity Campus		70	70
Retail	27	45	18
<i>sub-total</i>	<i>407</i>	<i>353</i>	<i>-54</i>
Residential	16	70	54
<i>sub-total</i>	<i>16</i>	<i>70</i>	<i>54</i>
<b>TOTAL</b>	<b>423</b>	<b>423</b>	<b>0</b>
<b>Non-Residential Building Space and Employment</b>			
Heavy Industrial			
Building Area (sq.ft.)	740,000	0	-740,000
Employment	390	0	-390
Business Mix/Light Industrial			
Building Area (sq.ft.)	6,790,000	5,190,000	-1,600,000
Employment	8,700	9,120	420
Low Intensity Bus. Mix/Lt. Ind			
Building Area (sq.ft.)		1,175,000	1,175,000
Employment		2,600	2,600
High Intensity Campus			
Building Area (sq.ft.)		4,680,000	4,680,000
Employment		11,010	11,010
Retail			
Building Area (sq.ft.)	445,000	960,000	515,000
Employment	680	1,890	1,210
<b>Total</b>			
<b>Building Area (sq.ft.)</b>	<b>7,975,000</b>	<b>12,005,000</b>	<b>4,030,000</b>
<b>Employment</b>	<b>9,770</b>	<b>24,620</b>	<b>14,850</b>
<b>Residential Units, Households and Population</b>			
Single Family and Townhome			
Units	190	440	250
Households	155	424	269
Population	452	929	477
Multi-Family Residential			
Units	80	4,920	4,840
Households	65	4,745	4,680
Population	188	10,847	10,659
<b>Total</b>			
<b>Units</b>	<b>270</b>	<b>5,360</b>	<b>5,090</b>
<b>Households</b>	<b>220</b>	<b>5,169</b>	<b>4,949</b>
<b>Population</b>	<b>640</b>	<b>11,776</b>	<b>11,136</b>

# West Oakland Specific Plan Land Use Overlay

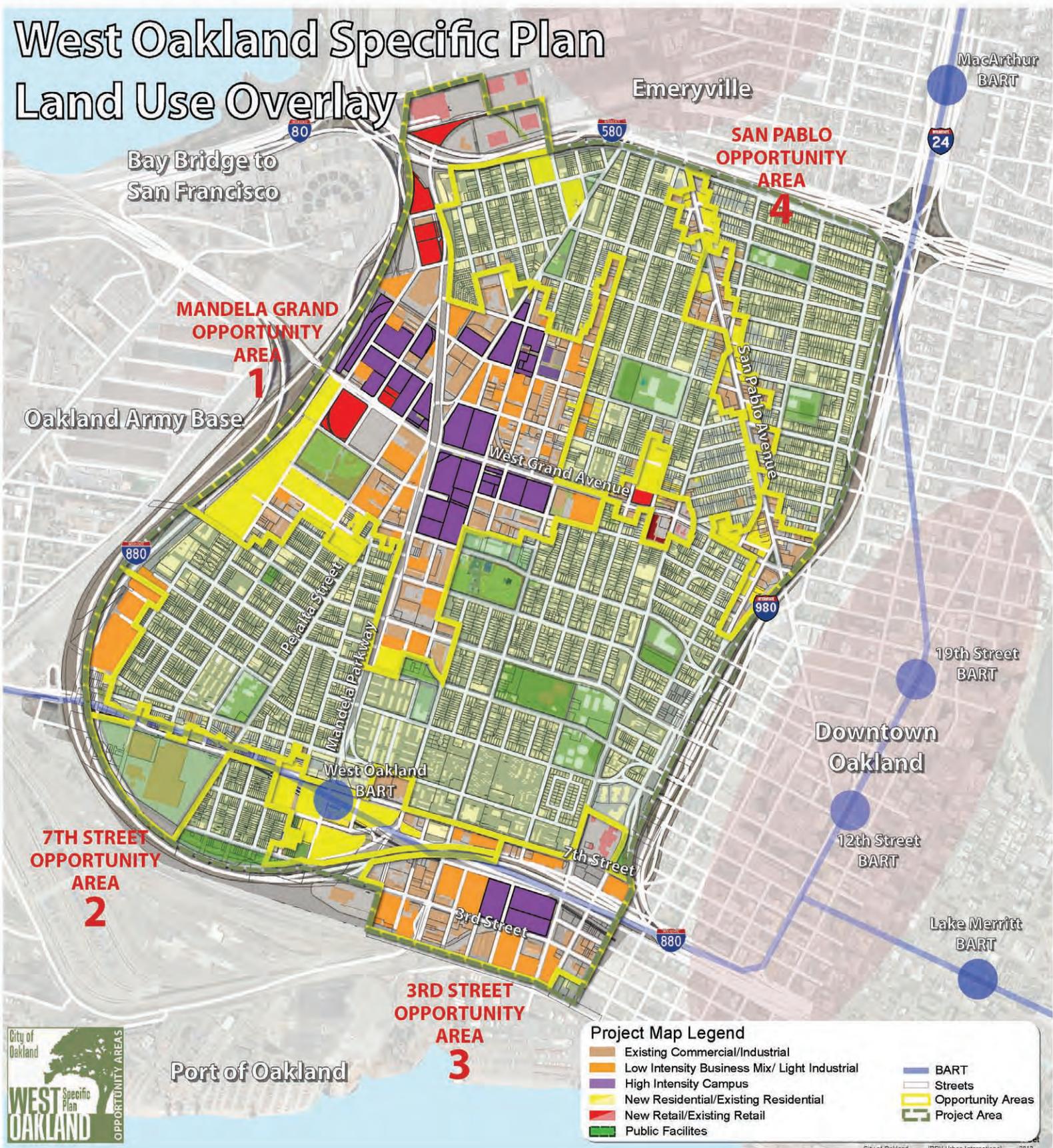


FIGURE 4

## ALTERNATIVES

CEQA Guidelines require an analysis of a reasonable range of alternatives for any project subject to an EIR. The purpose of the alternatives section is to provide decision-makers and the public with a discussion of alternatives to the project that are capable of avoiding or substantially lessening any significant effects of the project.

The CEQA-based alternatives anticipated to be analyzed in the EIR are listed below. These alternatives are intended to meet the CEQA requirement that an EIR describe the No Project alternative as well as a range of reasonable alternatives to the Project that would feasibly attain most of the basic objectives of the Project, but would avoid or substantially lessen significant effects. In addition to the identified CEQA alternatives, an additional planning alternative is also anticipated to be analyzed in this EIR. This planning alternative has been developed in response to public comments made during the public participation process conducted throughout the Specific Plan process. It is not specifically intended to reduce or substantially lessen any particular environmental effects of the proposed Project, but instead presents alternative land use concepts for portions of the West Oakland Planning Area.

The anticipated EIR alternatives may include:

- **No Project Alternative** – CEQA Guidelines Section 15126.6(e)(3)(A) states that “If the project is the revision of an existing land use or regulatory plan or policy, the “no project” alternative will be the continuation of the existing plan or policy into the future. Thus, the projected impacts of the proposed plan will be compared to the impacts that would otherwise occur under existing plans.”
- **Reduced Project Alternative** – Throughout the Specific Plan process, an alternative to the proposed Specific Plan has been developed and presented, titled the “Mid-Range Plan”. This mid-range development alternative represents a less intensive development scenario, with less new residential development and less new non-residential building space. It specifically includes less, if any, of the higher intensity campus style development as proposed in the Plan.
- **Commercial Focused Alternative** – As a non-CEQA alternative, the EIR will also include an analysis of a more retail/commercial focused alternative to the proposed Plan, representing more commercial/office and retail development near the West Oakland BART Station and a greater amount of regional-serving retail in the northerly portion of the Planning Area near Emeryville.
- **Mitigated Alternative** – As required under CEQA, an alternative will be described that is specifically intended to further reduce or avoid potential adverse effects that may be identified as resulting under the proposed Plan. Possible strategies and corresponding land use plans may seek to further address the preservation of historic resources, and minimizing the community’s exposure to toxics by way of additional buffers, mitigation and other land use approaches.