

B. PLANNING POLICY

This section evaluates the consistency of the proposed project with applicable land use planning and regulatory documents. Documents reviewed include several elements from the City of Oakland's General Plan: Land Use and Transportation Element; the Estuary Policy Plan; and the Open Space, Conservation, and Recreation Element; the Historic Preservation Element; the Bicycle Master Plan; and the Pedestrian Master Plan. In addition, the City of Oakland Lake Merritt Park Master Plan, City of Oakland Planning Code, the Bay Trail Plan (prepared by the Associated of Bay Area Governments), and the San Francisco Bay Plan (prepared by the San Francisco Bay Conservation and Development Commission) are discussed. A table summarizing the project's consistency with Oakland documents is presented in Appendix D.

Policy conflicts in and of themselves, and in the absence of adverse physical impacts, are not considered to have significant effects on the environment and are differentiated from impacts identified in the other topical sections of this chapter. Physical impacts associated with policy conflicts are addressed in the appropriate technical sections of Chapter IV (e.g., noise, traffic). Other local, regional or State plans and policies, such as those relating to air quality or water quality, are discussed in those sections of this EIR.

1. Applicable Regulatory Documents

The following section summarizes the relevant plans, policies and regulations adopted by the City of Oakland (or other relevant agencies) that are applicable to the proposed project.

a. City of Oakland General Plan

The City of Oakland General Plan (General Plan) is a comprehensive plan for the growth and development of the City. The General Plan includes policies related to: land use and transportation; open space, conservation and recreation; housing; historic resources; noise; bikes and pedestrians; and the estuary. These topics are addressed within individual elements of the General Plan.

(1) Land Use and Transportation Element. The Land Use and Transportation Element¹ (LUTE) was adopted in March 1998 and addresses land use and transportation issues. In order to accomplish a more integrated planning process that incorporates City-wide infrastructural needs with demands for neighborhood decision-making, the LUTE includes general development policies for the City, in addition to district-specific policies. The LUTE is bound by a vision for the City that includes creating: "clean and attractive neighborhoods rich in character and diversity, each with its own distinctive identity, yet well-integrated into a cohesive urban fabric" in addition to "a diverse and vibrant downtown with around-the-clock activity."

In addition to city-wide directives, the LUTE provides for issues and policies that are specific to areas within the City. The Waterfront area is included as one of these specific areas. General Waterfront goals include the following:

- Increase the awareness of the waterfront throughout the City and the region, and maximize the benefit of Oakland's waterfront for the people of Oakland.

¹ City of Oakland Community and Economic Development Agency, 1998. *Land Use and Transportation Element*, March.

- Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational, and entertainment experiences; and new or revitalized retail, commercial, and residential development.
- Enhance and promote the City’s waterfront for the economic benefit of the community with emphasis on Oakland’s position as a leading west coast maritime terminal and a primary Bay Area passenger and cargo airport.
- Connect the waterfront to the rest of the City with emphasis on linking adjacent neighborhoods and Downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water’s edge, and improving public access to and along the waterfront.
- Preserve and enhance the existing natural areas along the waterfront.

The LUTE includes land use designations for all land within the City’s boundaries. The General Plan Land Use map (Figures IV.B-1, IV.B-2, IV.B-3, and IV.B-4) shows the land use designations of the Measure DD component sites. These designations are briefly described in Table IV.B-1. An analysis of LUTE policies that are applicable to the project is provided in a table located in Appendix D.

Table IV.B-1: General Plan Land Use Designations

Land Use Classification	Intent of Classification
<i>Lake Merritt and Lake Merritt Channel</i>	
Central Business District	The Central Business District classification is intended to encourage, support, and enhance the downtown area as a high density mixed use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in Northern California.
Neighborhood Center	The Neighborhood Center Mixed use classification is intended to identify, create, maintain and enhance mixed use neighborhood commercial centers. These centers are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural, or entertainment uses.
Urban Open Space	The Urban Park and Open Space classification is intended to identify, enhance and maintain land for parks and open space. Its purpose is to maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.
Urban Residential	This classification is intended to create, maintain, and enhance areas of the City that are appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services.
<i>Waterfront Trail (included in the Estuary Policy Plan Element of the General Plan)</i>	
General Commercial #1	Provide for the expansion of regional-serving retail and commercial uses that can benefit from freeway accessibility.
Heavy Industry	Retain the existing glass recycling and manufacturing functions within this area, and promote an enhanced relationship with the adjoining Kennedy Tract neighborhood, Fruitvale Avenue, and the waterfront.
Parks	No intent included in Estuary Policy Plan.
Planned Waterfront Development #1	Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district that encourages significant public access and open space opportunities. Encourage a unique mix of light industrial, manufacturing, artist lofts and workshops, hotel, commercial-recreation, cultural uses, and water-oriented uses that complement recreational and open space character of the waterfront.
Planned Waterfront Development #3	Provide for the continuation of existing industrial uses on properties south of Tidewater Avenue, allowing for their transition to light industrial, research and development, and office uses in a waterfront business park setting.
Residential Mixed Use	Enhance and strengthen the viability and attractiveness of the Kennedy Tract as a mixed-use residential neighborhood of low to medium-density housing within a fine-grained fabric of commercial and light industrial.
Waterfront Commercial Recreation #2	Encourage a mix of hotel, commercial-recreational and water oriented uses that complement the recreational and open space character of the waterfront, enhance public access, and take advantage of highway visibility.

Table IV.B-1 *Continued*

Land Use Classification	Intent of Classification
Recreational Facilities	
Institutional	The Institutional classification is intended to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical uses as well as other uses of similar character.
Urban Open Space	See above.
City-wide Creeks^{a,b}	
Urban Open Space	See above.
Hillside Residential	The Hillside Residential classification is intended to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots. Typical lot sizes range from approximately 8,000 square feet to one acre in size.
Mixed-Housing Type	The Mixed Housing Type Residential classification is intended to create, maintain, and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings, and neighborhood businesses where appropriate.
Resource Conservation	The Resource Conservation classification is intended to identify, enhance and maintain publicly-owned lands for the purpose of conserving and appropriately managing undeveloped areas which have high natural resource values, scenic value, or natural hazards which preclude safe development.

^a It is assumed that all restoration project components would occur within city parks that would have an Urban Open Space Land Use Classification.

^b As exact locations of acquisition/restoration/preservation activities may change, the Land Use Classifications listed in the table may not include all General Plan classifications of City-wide Creek sites.

Source: City of Oakland Land Use and Transportation Element, 1998.

(2) Estuary Policy Plan. The Estuary Policy Plan² (Estuary Plan) includes objectives and policies aimed at enhancing the area of Oakland between Adeline Street, the Nimitz Freeway, 66th Avenue, and the Estuary shoreline. The Estuary Plan is considered an element of the Oakland General Plan.

The Estuary Plan outlines a system of open spaces and shoreline access for recreational use, environmental enhancements, interpretive experiences, visual amenities, and significant gathering places. The Estuary Plan presents recommendations related to land use, development, urban design, shoreline access, public spaces, regional circulation, and local street improvements for the entire waterfront and individual districts within it.

The goals of the Estuary Plan include the following:

- Increase the awareness of the waterfront throughout the city and region, and maximize the benefits of Oakland's waterfront for the people of the city.
- Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational and entertainment experiences; and new or revitalized retail, commercial and residential development
- Enhance and promote the city's waterfront for the economic benefit of the community, with emphasis on Oakland's position as a leading West Coast maritime terminal and a primary Bay Area passenger and cargo airport.
- Connect the waterfront to the rest of the city, with emphasis on linking the adjacent neighborhoods and downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.
- Preserve and enhance the existing natural areas along the waterfront.

² City of Oakland and Port of Oakland, 1999. *Estuary Policy Plan*, as amended June 20, 2006.

The Estuary Plan includes land use designations for all land within the Oakland Estuary. The General Plan Land Use map identifies the project site as within the Estuary Policy Plan Area. Estuary Plan land use classifications within the project area are outlined in Table IV.B-1 and shown in Figure IV.B-2. An analysis of key Estuary Plan objectives and policies that are applicable to the project site is provided in a table located in Appendix D.

(3) Open Space, Conservation and Recreation Element. The Open Space, Conservation, and Recreation Element³ (OSCAR) is the official policy document addressing the management of open land, natural resources and parks in Oakland, and is part of the Oakland General Plan. This element is divided into four major chapters that discuss Open Space, Conservation, Recreation, and Area Plans. The Open Space, Conservation, and Recreation chapters are relevant for the Measure DD Implementation Project, and a table located in Appendix D outlines the project's relationship to relevant objectives and policies. These relevant chapters are briefly described below.

Open Space. Of the 10,000 acres within the City of Oakland, approximately 28 percent consists of open space. Open space areas include wetlands along the Bay and Estuary, the holdings of large institutions like the University of California, and functional uses like the Mandela Parkway medians. The majority of open space within the City is along the waterfront and in the Oakland Hills. Many of the Measure DD components are part of the open space within the City.

The following Open Space goals are outlined in the OSCAR Element:

- Goal OS-1: A citywide open space system accessible to every Oakland resident which provides land for recreation, natural resources management, the protection of public health and safety, and visual enjoyment (see Figure 3: Open Space Plan within OSCAR).
- Goal OS-2: An attractive, accessible shoreline and creek system which complements the City's parks and open spaces.
- Goal OS-3: A beautiful city with open spaces, parks and streets that create a positive, well-defined civic image.

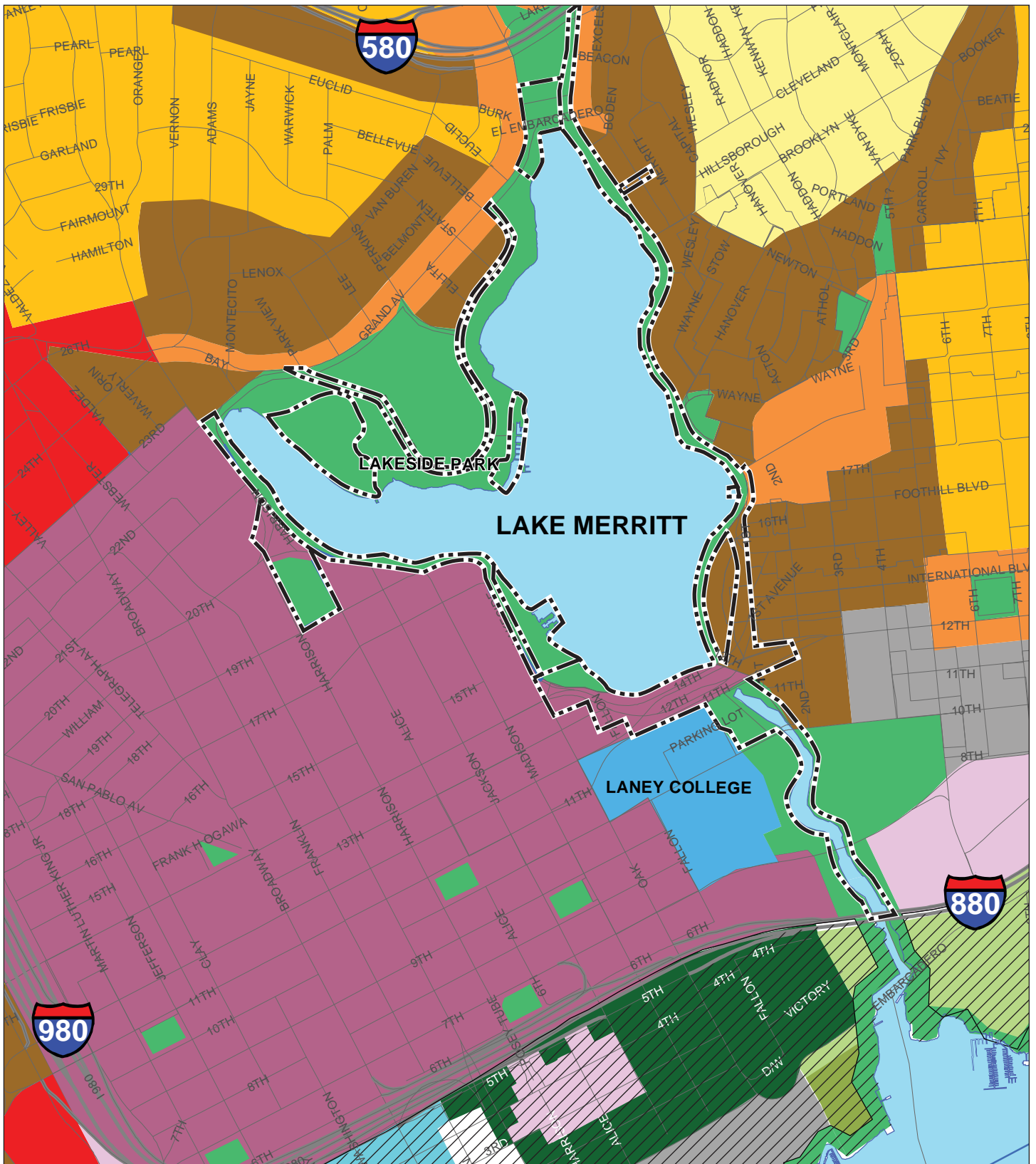
Conservation. This section of the OSCAR Element addresses the conservation, development, and utilization of Oakland's natural resources. The Conservation chapter is divided into five sections, each focusing on a different aspect of the City's natural resources. These sections include: earth resources (soil, land stability, and minerals); water resources (water supply, water quality, and surface waters); plant and animal resources (plant communities, wetlands, rare and endangered species, vegetation management, and wildlife); air resources; and energy resources.

The following Conservation goal applies to all sections within this chapter:

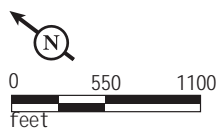
- Goal CO-1: Natural Resources that are conserved and prudently used to sustain life, support urban activities, protect public health and safety, and provide a source of beauty and enjoyment.

Recreation. The City of Oakland has over 2,900 acres of parkland. There are more than 130 parks and athletic field complexes in Oakland, ranging from undeveloped open space to intensely developed urban spaces. This chapter of the OSCAR Element describes: the existing types of parks within the City of Oakland, as well as park demand and needs; park operations; human resources and funding.

³³ City of Oakland, 1996. *Open Space, Conservation, and Recreation (OSCAR) Element*, June.



LSA



- Legend**
general plan
- detached unit residential
 - mixed housing type residential
 - urban residential
 - neighborhood center mixed use
 - community commercial
 - housing & business mix

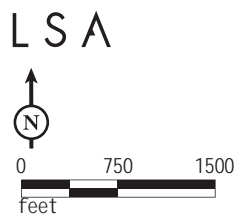
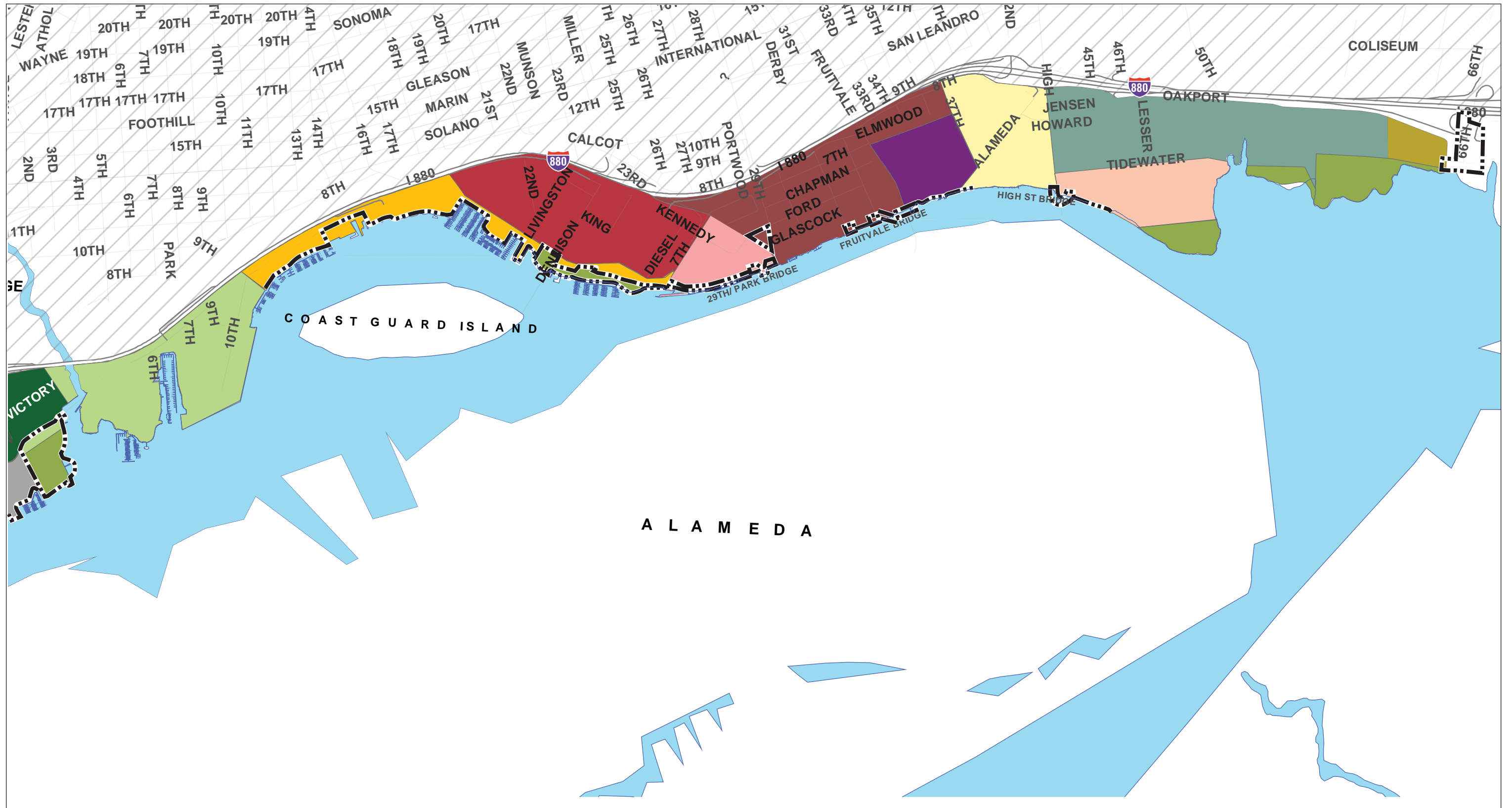
- general plan-cont.**
- central business district
 - business mix
 - institutional
 - urban open space
- estuary policy plan**
- mixed use district
 - parks

- estuary policy plan-cont.**
- planned waterfront development #1
 - retail dining entertainment #2
 - waterfront mixed use
 - waterfront warehouse district
 - produce market
- project site**
- project site

FIGURE IV.B-1

Oakland Measure DD
 Lake Merritt and
 Lake Merritt Channel
 General Plan Land Use
 Designations

SOURCE: CITY OF OAKLAND; LSA ASSOCIATES, INC., 2007.
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estuary plan land use classification















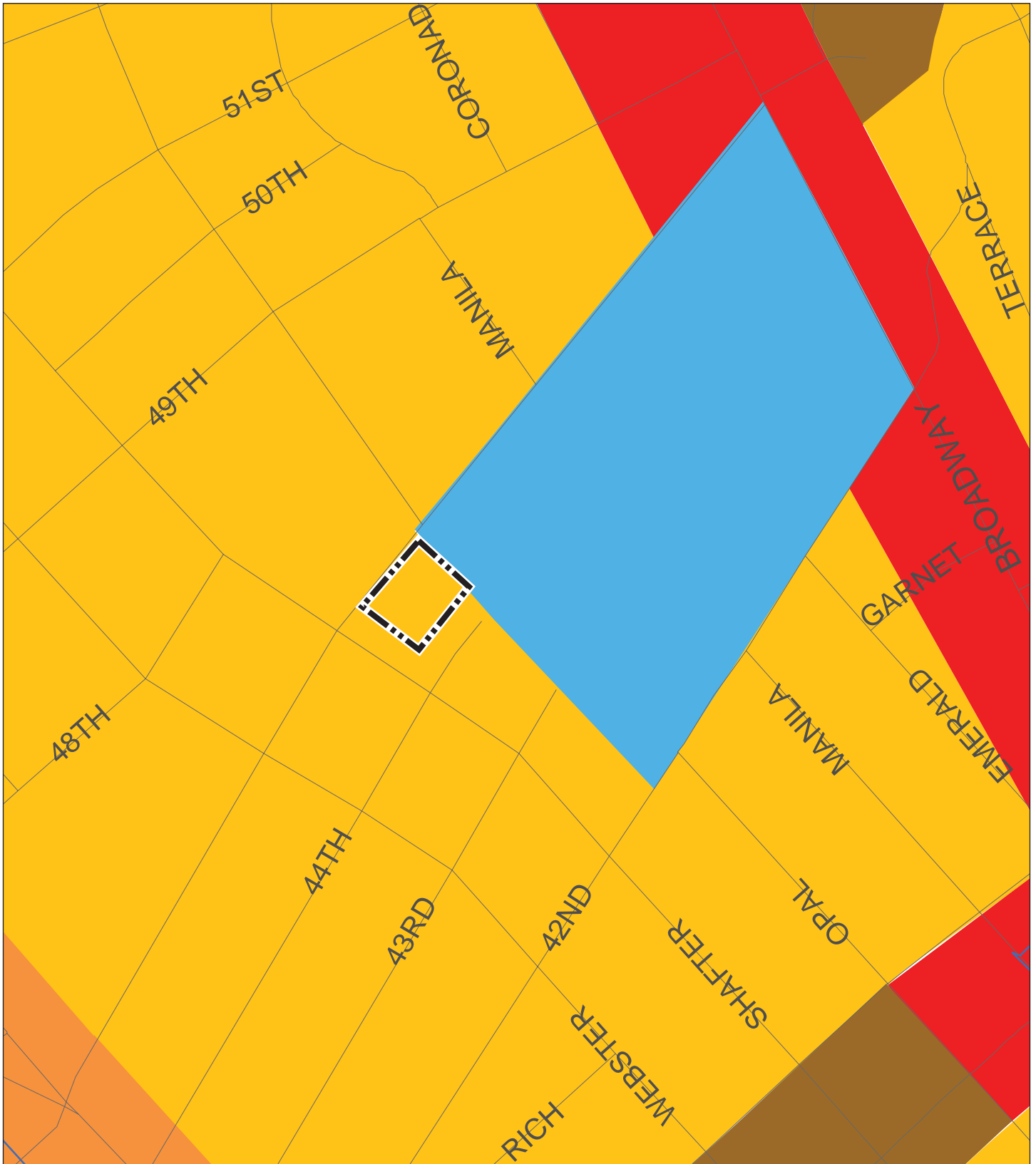
- | | | | |
|--|--|--|---|
|  mixed use district |  planned waterfront development 1 |  light industry 2 |  project area for waterfront trail group |
|  waterfront mixed use |  planned waterfront development 2 |  light industry 3 |  general plan area |
|  waterfront commercial recreation 2 |  planned waterfront development 3 |  general commercial 1 | |
|  parks |  heavy industry |  general commercial 2 | |

FIGURE IV.B-2

Oakland Measure DD
Waterfront Trail Group
Estuary Plan Land Use Designations

SOURCE: CITY OF OAKLAND; LSA ASSOCIATES, INC., 2007
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LSA

Legend

- mixed housing type residential
- community commercial
- regional commercial
- urban residential
- institutional
- project site

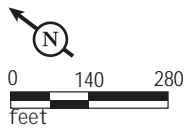


FIGURE IV.B-3

Oakland Measure DD
Studio One

General Plan Land Use Designations

SOURCE: CITY OF OAKLAND; LSA ASSOCIATES, INC., 2007.

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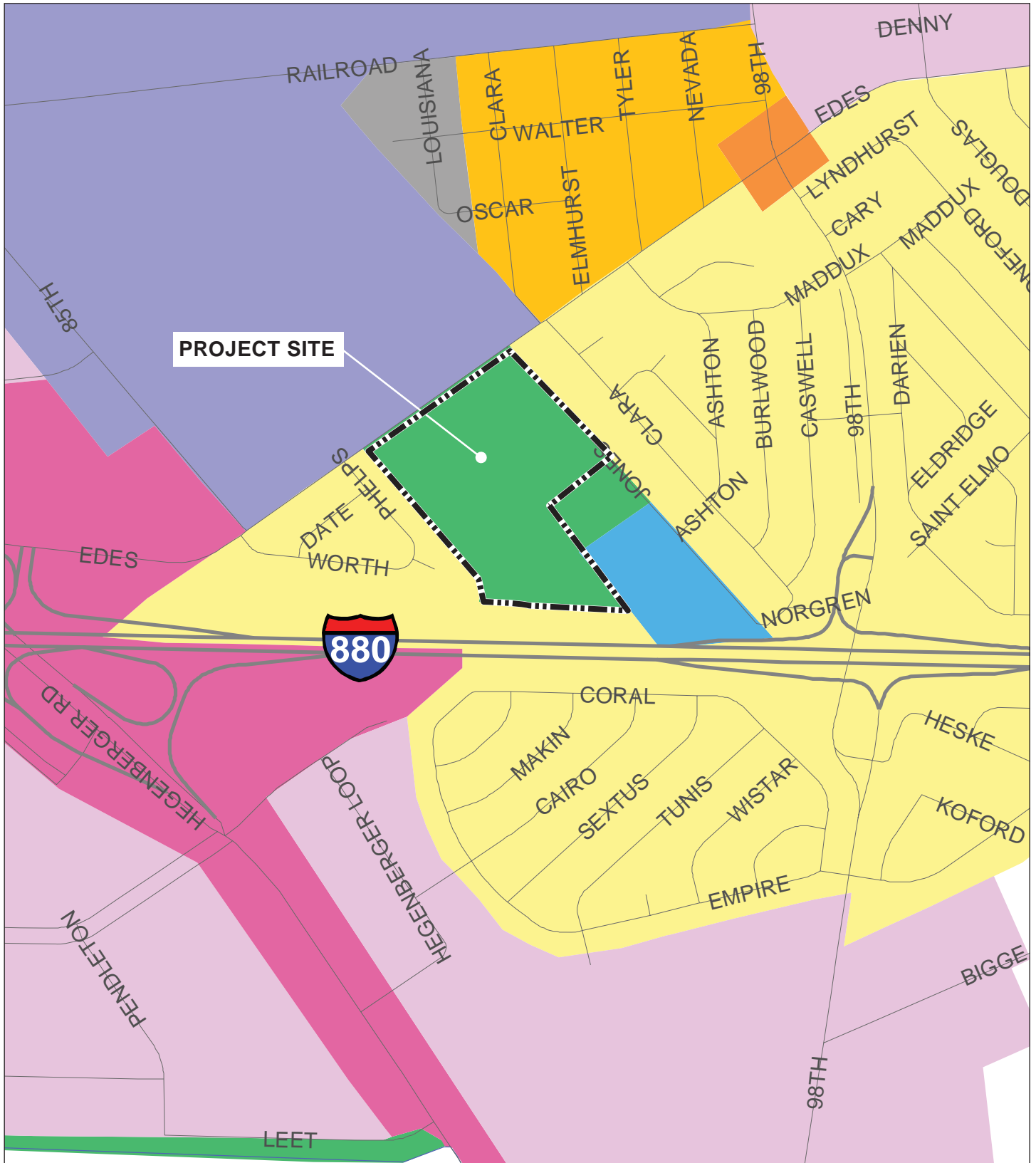
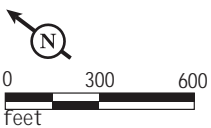


FIGURE IV.B-4

LSA

Legend

- detached unit residential
- mixed housing type residential
- gen. industrial/transportation
- neighborhood center mixed use
- regional commercial
- housing & business mix
- urban open space
- institutional
- project site



Oakland Measure DD
Sports Complex
General Plan Land Use Designations

The following Recreation goals are outlined in the OSCAR Element:

- Goal REC-1: A park system which meets a diverse range of recreational needs without compromising the value of parks as open space.
- Goal REC-2: Safe, clean, accessible, efficiently-run parks that complement the quality of life in Oakland.
- Goal REC-3: Recreational services which fully utilize human resources and promote personal growth, celebrate Oakland's cultural diversity, and serve all communities equitably.

(4) Historic Preservation Element. The Historic Preservation Element⁴ (HPE) is part of the City of Oakland General Plan and defines goals, objectives, policies and actions that encourage preservation and enhancement of Oakland's older buildings, districts and other physical environmental features having special historic, cultural, educational, architectural or aesthetic interest or value.

HPE policies define the criteria for legal significance that must be met by a resource before it is listed in Oakland's local register of historical resources. Based on a city-wide preliminary architectural inventory completed by the OCHS, pre-1945 properties have been assigned a significance rating of A, B, C, D, or E and assigned a number (1, 2, or 3) which indicates its district status. The ranking system indicates a property's status as a historical resource and identifies those properties warranting special consideration in the planning process.

The goals of the Historic Preservation Element include the following:

- GOAL 1: To use historic preservation to foster the economic vitality and quality of life in Oakland by:
 - (1) Stressing the positive community attributes expressed by well-maintained older properties;
 - (2) Maintaining and enhancing throughout the City the historic character, distinct charm, and special sense of place provided by older properties;
 - (3) Establishing and retaining positive continuity with the past thereby promoting pride, a sense of stability and progress, and positive feelings for the future;
 - (4) Stabilizing neighborhoods, enhancing property values, and conserving housing stock, increasing public and private economic and financial benefits, and promoting tourist trade and interest through preservation and quality maintenance of significant older properties;
 - (5) Preserving and encouraging a city of varied architectural styles and environmental character reflecting the distinct phases of Oakland's cultural, social, ethnic, economic, political, and architectural history; and
 - (6) Enriching the quality of human life in its educational, spiritual, social, and cultural dimensions through continued exposure to tangible reminders of the past.
- GOAL 2: To preserve, protect, enhance, perpetuate, use, and prevent the unnecessary destruction or impairment of properties or physical features of special character or special historic, cultural, educational, architectural or aesthetic interest or value.

Such properties or physical features include buildings, building components, structures, objects, districts, sites, natural features related to human presence, and activities taking place on or within such properties or physical features.

(5) Bicycle Plan. The Bicycle Master Plan⁵ is the official policy document addressing the development of facilities and programs to enhance the role of bicycling as a viable transportation

⁴ City of Oakland, 1994. *City of Oakland Historic Preservation, an Element of the Oakland General Plan*, March 8.

⁵ City of Oakland, 1999. *Bicycle Master Plan*, July.

choice in Oakland, and is part of the LUTE Element of the General Plan. The Bicycle Master Plan defines new City policies and recommends actions that would encourage and support bicycle travel improvements. An analysis of key Bicycle Master Plan policies that are applicable to the project site is provided in a table located in Appendix D.

The Bay Trail (from the Emeryville to San Leandro borders), the Lake Merritt Channel Pathway, and the Lake Merritt Pathway, are identified as a key bikeway corridors. Implementation of Measure DD would result in the installation or renovation of these bikeway corridors.

The goals of the Bicycle Master Plan include the following:

- Provide a policy framework and action program for enhancing the role of bicycling as a viable and appropriate transportation choice.
- Encourage and support bicycling to work, shopping, school and recreation by eliminating barriers and providing safe and convenient bicycle facilities.
- Maximize the number of bicycle commuters to help reduce traffic congestion and air pollution.
- Create a citywide network of bikeways connecting neighborhoods, activity centers and regional destinations.

(6) Pedestrian Master Plan. The Pedestrian Master Plan⁶ is intended to promote pedestrian safety and access to ensure that Oakland is a safe, convenient, and attractive place to walk. It establishes a Pedestrian Route Network which includes streets, walkways, and trails that connect to schools, libraries, parks, neighborhoods, and commercial districts throughout the City. The Pedestrian Master Plan is a part of the LUTE Element of the General Plan. An analysis of key Pedestrian Master Plan policies that are applicable to the project site is provided in a table located in Appendix D.

The goals of the Pedestrian Master Plan include the following:

- Pedestrian Safety. Create a street environment that strives to ensure pedestrian safety.
- Pedestrian Access. Develop an environment throughout the City – prioritizing routes to school and transit – that enables pedestrians to travel safely and freely.
- Streetscaping and Land Use. Provide pedestrian amenities and promote land uses that enhance public spaces and neighborhood commercial districts.
- Education. Educate citizens, community groups, business associations, and developers on the safety, health, and civic benefits of walkable communities.
- Implementation. Integrate pedestrian considerations based on federal guidelines into projects, policies, and the City's planning process.

b. Lake Merritt Master Plan. The Lake Merritt Master Plan⁷ (LMMP) was adopted in 2002 to serve as a guiding vision for the park area around Lake Merritt. The LMMP acts as a guide for future improvements to the park, sets goals and makes specific recommendations for various improvements. The LMMP describes the water resources associated with the Lake, access and circulation around the park, park landscaping, as well as the wildlife that is supported by the lake and the park. The LMMP also provides recommendations to preserve and maintain these resources. The forestry recommendations, for example, include reforesting high-use areas and providing for tree maintenance.

⁶ City of Oakland, 2002. *Pedestrian Master Plan*, November 12.

⁷ City of Oakland, 2002. *Lake Merritt Park Master Plan*, July.

c. City of Oakland Planning Code. The City of Oakland Planning Code (Planning Code) implements the policies of the General Plan and certain other of the City's plans, policies, and ordinances. The Planning Code divides the City into zones, each of which is assigned different regulations. These regulations direct the construction, nature, and extent of building use. Figures IV.B-5, IV.B-6a, IV.B-6b, IV.B-7, and IV.B-8 show the Planning Code zoning designations within and around the Measure DD Groups. Table IV.B-2 shows the Planning Codes designations and the intent of those designations.

d. Bay Trail Plan. The San Francisco Bay Trail Plan⁸ proposes the development of a regional hiking and bicycling trail around the perimeter of the San Francisco and San Pablo Bays. The Bay Trail Plan was adopted by ABAG in 1989 and planned for approximately 400 miles of trails to form a "ring around the Bay." Implementation of roughly half of the total planned length of the Bay Trail has been coordinated by the Bay Trail Project, a non-profit organization. As of June 2006, another 100 miles of trails have been planned. The Waterfront Trail component of Measure DD would implement portions of the Bay Trail along the Oakland Estuary.

e. San Francisco Bay Plan. The San Francisco Bay Plan⁹ (Bay Plan) is a policy tool that, under the provisions of the McAteer-Petris Act, allows the San Francisco Bay Conservation and Development Commission (BCDC) to "exercise its authority to issue or deny permit applications for placing fill, extracting materials, or changing the use of any land, water, or structure within the area of its jurisdiction," an area that includes all of the San Francisco Bay, a shoreline band of 100 feet from the water, and salt ponds, managed wetlands and certain waterways associated with the Bay. The Bay Plan stipulates: "Any public agency or private owner holding shoreline land is required to obtain a permit from the Commission before proceeding with (shoreline) development." Implementation of the proposed project would require BCDC permit approval for development within the 100-foot shoreline band. Measure DD includes waterfront improvements within 100 feet of the shoreline.

2. Policy Consistency

As noted earlier, conflicts between a project and applicable policies do not constitute a significant physical environmental impact in and of themselves; as such, the project's consistency with applicable policies is discussed separately from the physical land use impacts associated with the project. A policy inconsistency is considered to be a significant adverse environmental impact only when it is related to a policy adopted for the purpose of avoiding or mitigating an environmental effect and it is anticipated that the inconsistency would result in a significant adverse *physical* impact based on the established significance criteria. The proposed project's consistency with regional policies related to physical environmental topics (e.g. air quality, transportation, and noise) is fully analyzed and discussed in those topical sections.

Conflicts with a General Plan do not inherently result in a significant effect on the environment within the context of CEQA. As stated in Section 15358(b) of the CEQA Guidelines, "[e]ffects analyzed under CEQA must be related to a physical change." Section 15125(d) of the Guidelines states that EIRs shall discuss any inconsistencies between the proposed project and applicable General Plans in the Setting section of the document (not under Impacts).

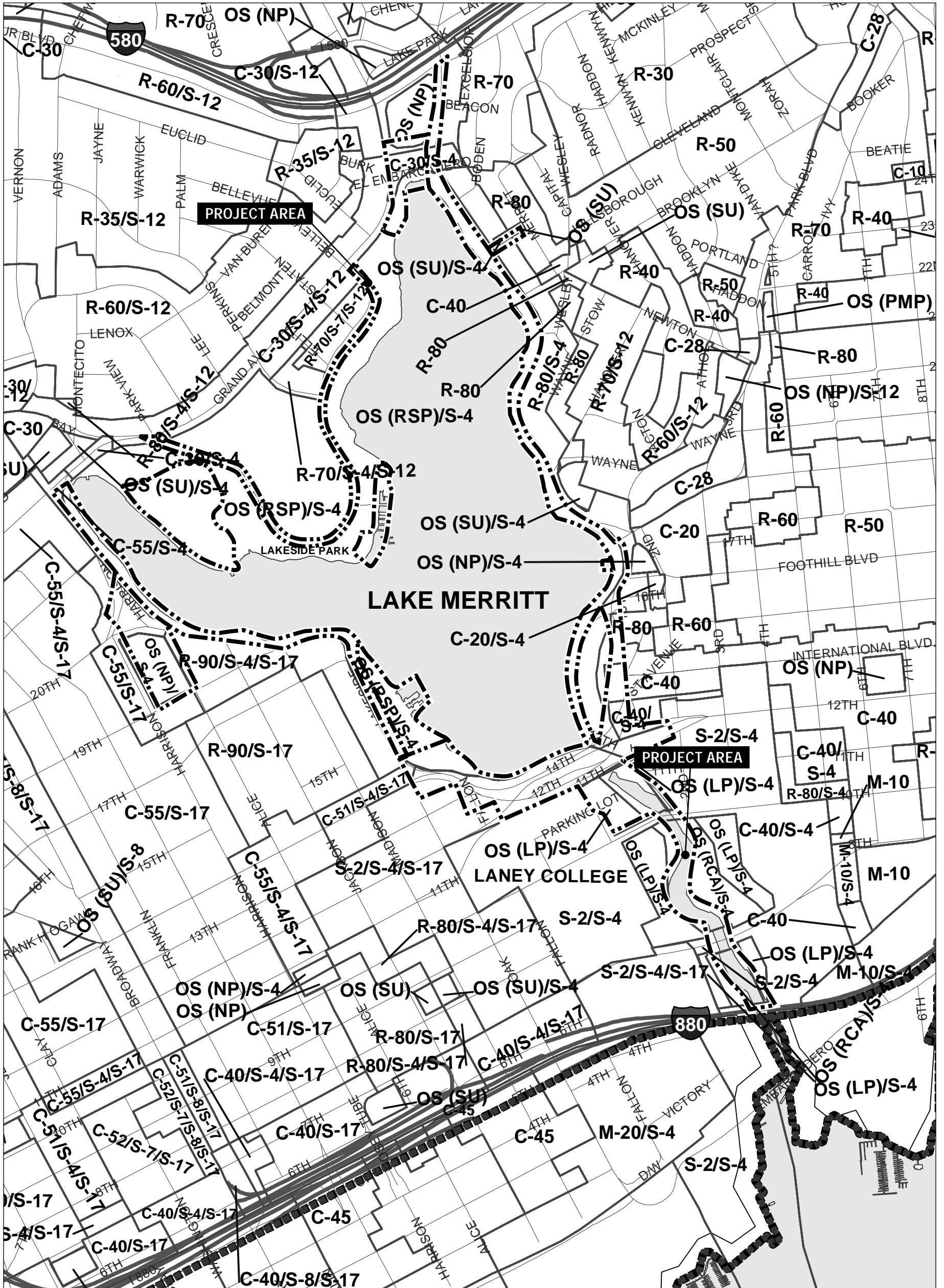
⁸ Association of Bay Area Governments, 1989. *San Francisco Bay Trail Plan*. July.

⁹ San Francisco Bay Conservation and Development Commission, 2006. *San Francisco Bay Plan*, January.

Further, Appendix G of the Guidelines (Environmental Checklist Form) makes explicit the focus on *environmental* policies and plans, asking if the project would “conflict with any applicable land use plan, policy, or regulation . . . *adopted for the purpose of avoiding or mitigating an environmental effect*” (emphasis added). Even a response in the affirmative, however, does not necessarily indicate the project would have a significant effect, unless a physical change would occur. To the extent that physical impacts may result from such conflicts, such physical impacts are analyzed elsewhere in this EIR.




The General Plan contains many policies, which may in some cases address different goals, and thus some policies may compete with each other. The Planning Commission/City Council, in deciding whether to approve the proposed project, must decide whether, on balance, the project is consistent (i.e., in general harmony) with the General Plan.

The Measure DD components, and their relationship to policies within the General Plan, are briefly described in a table located in Appendix D. Implementation of Measure DD would generally conform to the policies outlined in the General Plan elements, as the project improves existing recreation and open space areas, or creates new recreational opportunities for residents of Oakland. Please see Appendix D for more analysis of Measure DD’s relationship to specific policies within the General Plan.



L S A

Legend

-  project area for lake merritt and lake merritt channel group
-  estuary policy plan area
-  zoning boundary

- residential zoning
- r-30 one-family
- r-35 special one-family
- r-40 garden apartment
- r-50 medium density
- r-60 medium high density
- r-70 high density

- r-80 high-rise apt.
- r-90 downtown apt.
- open space zoning
- os (lp) linear park
- os (np) neighborhood park
- os (pmp) passive mini-park
- os (rca) resource conservation area
- os (rsp) region-serving park
- os (su) special use
- commercial zoning
- c-10 local retail
- c-20 shopping center
- c-28 commercial shopping district
- c-30 district shopping

- c-40 community thoroughfare
- c-45 community shopping
- c-51 central business
- c-52 old oakland
- c-55 central core
- industrial zoning
- m-10 special
- m-20 light
- special zoning
- s-2 civic center
- s-4 design review
- s-7 preservation
- s-8 urban street
- s-12 residential parking
- s-17 downtown residential

FIGURE IV.B-5

Oakland Measure DD
Lake Merritt and Lake Merritt Channel Zoning Designations

SOURCE: CITY OF OAKLAND, 2007

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Table IV.B-2: Planning Codes Designation

Zoning Designation	Intent of Classification
<i>Lake Merritt and Lake Merritt Channel</i>	
Open Space (OS) Resource Conservation Area (RCA) Region Serving Park (RSP) Special Use Park (SU) Neighborhood Park (NP) Linear Park (LP)	The OS zone is intended to create, preserve, and enhance land for permanent open space to meet the active and passive recreational needs of Oakland residents and to promote park uses which are compatible with surrounding land uses and the city's natural environment. The zone is typically appropriate in areas of public open space only.
High Density Residential (R-70)	The R-70 zone is intended to create, preserve, and enhance areas for apartment living at high densities in desirable settings, and is typically appropriate to areas having good accessibility to transportation routes and major shopping and community centers.
High Rise Apartment Residential (R-80)	The R-80 zone is intended to create, preserve, and enhance areas for high-rise apartment living at high densities in desirable settings, and is typically appropriate to areas near major shopping and community centers and rapid transit stations.
Downtown Apartment Residential (R-90)	The R-90 zone is intended to create, preserve, and enhance areas for high-rise apartment living at very high densities in desirable settings, and is typically appropriate to areas within, or in close proximity to, the Oakland central district.
Neighborhood Commercial (C-5)	The C-5 zone is intended to create, preserve, and enhance small scale retail neighborhood serving activities that typically do not generate significant amounts of traffic or parking or significantly impair views, and are compatible with adjacent residential uses and existing vistas and panoramas.
District Thoroughfare Commercial (C-30)	The C-30 zone is intended to create, preserve, and enhance areas with a wide range of retail establishments serving both short and long term needs in convenient locations, and is typically appropriate along major thoroughfares.
Community Thoroughfare Commercial (C-40)	The C-40 zone is intended to create, preserve, and enhance areas with a wide range of both retail and wholesale establishments serving both short and long term needs in convenient locations, and is typically appropriate along major thoroughfares.
Central Core Commercial (C-55)	The C-55 zone is intended to preserve and enhance a very high-intensity regional center of employment, shopping, culture, and recreation, and is appropriate to the core of the central district.
Heavy Industrial (M-40)	The M-40 zone is intended to create, preserve, and enhance areas containing manufacturing or related establishments which are potentially incompatible with most other establishments, and is typically appropriate to areas which are distant from residential areas and which have extensive rail or shipping facilities.
Medical Center (S-1)	The S-1 zone is intended to create, preserve, and enhance areas devoted primarily to medical facilities and auxiliary uses, and is typically appropriate to compact areas around large hospitals.
Civic Center (S-2)	The S-2 zone is intended to create, preserve, and enhance areas devoted primarily to major public and quasi-public facilities and auxiliary uses, and is typically appropriate to portions of the Oakland Central District and to outlying areas of public facilities.
Design Review Combining (S-4) ^a	The S-4 zone is intended to create, preserve, and enhance the visual harmony and attractiveness of areas which require special treatment and the consideration of relationships between facilities, and is typically appropriate to areas of special community, historical, or visual significance.

Table IV.B-2 *Continued*

Zoning Designation	Intent of Classification
Preservation Combining (S-7) ^a	The S-7 zone is intended to preserve and enhance the cultural, educational, aesthetic, environmental, and economic value of structures, other physical facilities, sites, and areas of special importance due to historical association, basic architectural merit, the embodiment of a style or special type of construction, or other special character, interest, or value, and is typically appropriate to selected older locations in the city.
Residential Parking Combining (S-12) ^a	The S-12 zone is intended to create, preserve, and enhance areas with high concentrations of Residential Facilities, to ensure that adequate off-street parking is provided for those facilities, and to maximize the general availability of on-street parking, and is typically appropriate in high density residential neighborhoods, adjacent commercial areas, and other neighborhoods where high concentrations of Residential Facilities may contribute to on-street parking congestion.
Downtown Residential Open Space Combining (S-17) ^a	The S-17 zone is intended to provide open space standards for residential development that are appropriate to the unique density, urban character and historic character of the central business district.
Waterfront Trail	
Civic Center (S-2)	<i>Please see description above.</i>
Design Review Combining (S-4) ^a	<i>Please see description above.</i>
Heavy Industrial (M-40)	<i>Please see description above.</i>
High Rise Apartment Residential (R-80)	<i>Please see description above.</i>
Studio One	
Open Space (OS)	<i>Please see description above.</i>
Special Use Park (SU)	
Mediated Residential Design Review Combining (S-18) ^a	The S-18 zone is intended to offer owners of properties in close proximity to projects that involve new construction of one or two dwelling units on a lot, or upper story additions to such dwelling units, an opportunity to resolve directly with the project applicant or the applicant's representatives, through mediation, any issues concerning the project design, and especially issues concerning the project's massing or bulk and any view, privacy and solar access impacts of the project on neighboring properties.
East Oakland Sports Complex	
Open Space (OS)	<i>Please see description above.</i>
Community Park (CP)	

^a These districts are combining districts, which provided augmented regulations for the base districts in which they are located.

Source: City of Oakland, 2007.