



CITY OF OAKLAND

Bureau of Planning

250 Frank H. Ogawa Plaza, Suite 3315, Oakland, California, 94612-2032

NOTICE OF PREPARATION (NOP) OF A DRAFT ENVIRONMENTAL IMPACT REPORT FOR PHASE 2 OF THE OAKLAND 2045 GENERAL PLAN UPDATE

The City of Oakland's Bureau of Planning is preparing an Environmental Impact Report (EIR) for Phase 2 of the Oakland 2045 General Plan Update (Project), which includes a comprehensive update of the Land Use and Transportation Element (LUTE); Estuary Policy Plan (EPP) (which will be incorporated into the new LUTE); Open Space, Conservation and Recreation (OSCAR) Element; and Noise Element; and preparation of a new Infrastructure and Capital Facilities Element. The purpose of the EIR is to provide information about the potential impacts that the Project may have on the environment, identify feasible mitigation measures to minimize any significant impacts, and to analyze potential alternatives that may reduce impacts.

The City is requesting comments on the scope and content of the EIR for the Project. A description of the Project and its location, together with a summary of the probable environmental effects that will be addressed in the EIR, are included herein.

The EIR for the Project is being prepared in compliance with the California Environmental Quality Act (CEQA) (California Public Resources Code §§21000 et seq.) and State CEQA Guidelines (Guidelines) (California Code of Regulations, Title 14, Division 6, Chapter 3, §§15000 et seq.). The City of Oakland is the Lead Agency for the Project and is the public agency that would consider approval of amendments to the Oakland General Plan necessary for the Project. Pursuant to Guidelines §15082(a), upon deciding to prepare an EIR, the City as Lead Agency must issue a Notice of Preparation (NOP) to inform the Governor's Office of Land Use and Climate Innovation, trustee and responsible agencies, and the public of that decision. The City has not prepared an Initial Study; pursuant to California Environmental Quality Act Guidelines §15063(a), a Lead Agency may proceed directly with EIR preparation without an Initial Study if an EIR will be required. The City has made this determination for the Project.

PURPOSE OF THIS NOP: The purpose of the NOP is to provide information describing the Project and its potential environmental effects to those who may wish to comment regarding the scope and content of the information to be included in the EIR. Guideline §15082(b) states: "... [E]ach responsible and trustee agency and the Office of Land Use and Climate Innovation shall provide the lead agency with specific detail about the scope and content of the environmental information related to the responsible or trustee agency's area of statutory responsibility that must be included in the Draft EIR. The response at a minimum shall identify: (A) The significant environmental issues and reasonable alternatives and mitigation measures that the responsible or trustee agency, or the California Office of Land Use and Climate Innovation, will need to have explored in the Draft EIR; and (B) Whether the agency will be a responsible agency or trustee agency for the project." This NOP is being sent to responsible and trustee agencies and other interested parties. Responsible and trustee agencies are those public agencies, besides the City of Oakland, which have a role in considering approval and/or carrying out the project. The City encourages responsible and trustee agencies and the Office of Land Use and Climate Innovation to provide comments in response to this NOP to the City, so that the City can ensure that the Draft EIR for the Project meets the needs of those agencies. Once the Draft EIR is published, it will be sent to all responsible or trustee agencies and to others who respond to this NOP or who otherwise indicate that they would like to receive a copy and made available for public review and comment. This Notice of Preparation will also be available to view and download at the project's webpage: www.oaklandca.gov/gpu. The Draft

EIR for the Project will also be available for review at the City of Oakland at 250 Frank H. Ogawa Plaza, Suite 2214, Oakland, CA 94612 (See Reception A or B).

SUBMITTING COMMENTS IN RESPONSE TO THIS NOP. The City encourages responses and any related questions or comments that address the scope of the Draft EIR be submitted by email to **generalplan@oaklandca.gov**. Alternatively, comments may also be submitted in writing by hand delivery or mail the following ways:

By hand delivery: 250 Frank H. Ogawa Plaza, Suite 2214, Oakland, CA 94612. Comments may be hand delivered at either Reception A or B, Monday through Thursday between 8:30 a.m. and 4:00 p.m.

By mail: City of Oakland Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, CA 94612

Written responses and comments to the NOP must be received via one of the above methods by 5:00 p.m. on **Monday, August 3, 2026**. Please reference Case File Number **GP21002-ER02** in all correspondence. Comments and suggestions pertinent to the appropriate scope of analysis in the EIR are invited from all interested parties and will also be received at the EIR Scoping Meetings noticed below.

Commenters should focus comments on potential impacts of the proposed Project on the physical environment. Commenters are encouraged to identify ways that potential adverse effects resulting from the proposed Project might be minimized and to identify reasonable alternatives and mitigation measures to the proposed Project.

EIR SCOPING MEETINGS: The **City of Oakland** will conduct a public scoping meeting on the EIR for Phase 2 of the Oakland 2045 General Plan Update before the Planning Commission (PC) on July 15, 2026, at 3:00 PM. The meeting will be held in person at Oakland City Hall, and the public may access the meeting information for the Planning Commission five days prior to the meeting at the following website:

<https://www.oaklandca.gov/Government/Boards-Commissions/Landmarks-Preservation-Advisory-Board-LPAB>
<https://www.oaklandca.gov/boards-commissions/planning-commission>.

In addition, the Landmarks Preservation Advisory Board (LPAB) will conduct a preliminary scoping meeting on July 6, 2026 at 6:00 PM, that will have a particular focus on Cultural Resources and the public may access the meeting information at the following website <https://www.oaklandca.gov/Government/Boards-Commissions/Landmarks-Preservation-Advisory-Board-LPAB>

PROJECT TITLE: Phase 2 of the Oakland 2045 General Plan Update (Case File No. GP21002-ER02)

PROJECT LOCATION: Approximately 49,910 acres bound by the physical jurisdictional boundaries of the City of Oakland, as shown in **Figure 1**, Regional Location, and **Figure 2**, Planning Area.

PROJECT SPONSOR: City of Oakland

EXISTING CONDITIONS:

Location / Land Uses

Oakland is located on the eastern shore of the San Francisco Bay and is the county seat of Alameda County and geographic center of the Bay Area. The City is defined by the Bay and Estuary on the southwest, the crest of the

Berkeley-Oakland Hills on the northeast and east, the city boundaries of Berkeley and Emeryville to the north, and the City of San Leandro boundary to the south. San Francisco is located just west across the Bay Bridge.

Oakland is at the crossroads of a significant portion of the Bay Area's transportation network. Four interstates (I-80, I-880, I-980, and I-580) pass through the City. All Bay Area Rapid Transit (BART) lines traverse the City which is served by eight BART stations. The City is also served by Amtrak, San Francisco Bay Ferry, and AC Transit. Oakland San Francisco Bay Airport connects the City and the region to the rest of the world. The City is a regional employment center as well, and home to major corporations, institutions, and numerous small businesses. Because of Oakland's historic legacy as the western terminus of the Transcontinental Railroad and status as a major port, much of the waterfront is lined with industrial establishments. While some of these industrial areas have been converted to other uses, existing industrial uses proximate to residential uses remain, particularly in West and East Oakland. More information on Oakland's land use pattern and transportation infrastructure can be found in the Map Atlas Report on the General Plan Update website at oaklandca.gov/files/assets/city/v/4/planning-amp-building/documents/sp/gp/general-plan-map-atlas.pdf.

Phase 1 of the Oakland 2045 General Plan Update

The Oakland 2045 General Plan Update is being conducted in two phases. Phase 1 began in November 2021 and concluded in October 2023; the City certified the *Phase I Oakland General Plan Update EIR* in September 2023. The Housing Element was adopted by the City Council in January 2023 and certified by the State of California in February 2023. The Safety Element and the Environmental Justice Element were adopted by the City Council in September 2023, and Phase 1 Planning Code amendments were adopted by the City Council in October 2023.

The three General Plan elements addressed in Phase 1 of the General Plan Update (GPU) are closely related. For example, policies, goals, and actions in the Safety Element address environmental justice topics, such as hazardous materials or wildland fire risk, which also help to protect housing, residents, workers, and visitors from impacts of environmental and human-made hazards. Each of the General Plan elements updated in GPU Phase 1 is summarized below.

Housing Element. Oakland's Housing Element addresses how the City aims to provide quality affordable and market-rate housing opportunities to all Oakland residents for years 2023 to 2031. The Housing Element actions focus on resolving the continued shortfall in affordable housing production by removing constraints, adding incentives, and identifying additional funding sources. The Housing Element presents an inventory of sites sufficient to accommodate 41,458 new housing units, with a specific number of units designated as affordable for the 2023 to 2031 period. Like many other Bay Area cities, nearly every property in Oakland has been developed, therefore housing development will primarily rely on development and redevelopment of "infill" sites. The City's Housing Element can be found on the City's website <https://www.oaklandca.gov/Planning-Building/General-Plan-Neighborhood-Plans/City-of-Oakland-Current-General-Plan-Elements/Housing-Element/2023-2031-Adopted-Housing-Element>

Safety Element. Oakland's Safety Element presents a framework for minimizing risks posed by natural and human-caused hazards that may impact residents' health and welfare within the City. By law, the Safety Element identifies goals and policies that address seismic and geologic-related hazards, flood hazards, wildland and fire hazards, evacuation routes, and hazardous materials. Existing conditions that present various safety risks in Oakland include two known active fault zones - the Hayward and San Andreas - that run along much of the City, creating seismic and geologic-related hazards; the wildland-urban interface and designated "Very High Fire Hazard Severity Zone" that pose wildland fire risk; and the shorelines of the San Francisco Bay, Oakland Estuary, and San Leandro Bay, in

addition to Lake Merritt and several creeks throughout the City that subject areas of Oakland to flooding risks. Oakland is vulnerable to the effects of coastal flooding and groundwater intrusion caused by climate-change-induced sea level rise. The City's Safety Element can be found on the City's website <https://www.oaklandca.gov/Planning-Building/General-Plan-Neighborhood-Plans/City-of-Oakland-Current-General-Plan-Elements/Safety-Element>.

Environmental Justice (EJ) Element. Oakland adopted its first Environmental Justice (EJ) Element as part of Phase 1 of the General Plan Update. The EJ Element integrates environmental justice strategies into policies, goals, and actions across other elements of the General Plan, and serves as a foundational roadmap for the City to become a more equitable and healthier place for all. It identifies communities that are disproportionately impacted by inequitable and unjust environmental harms, driven by a history of discriminatory policies underlain by institutional racism. Goals, policies, and objectives in the EJ Element address environmental justice issues related to reducing pollution exposure and improving air quality; promoting safe, healthy, and affordable homes; providing equitable public facilities; expanding healthy food access; promoting physical activity; improving civic engagement; and prioritizing improvements and programs that meet the needs of Environmental Justice Communities (EJ Communities).¹ The City's EJ Element can be found on the City's website <https://www.oaklandca.gov/Planning-Building/General-Plan-Neighborhood-Plans/City-of-Oakland-Current-General-Plan-Elements/Environmental-Justice-Element>.

PROJECT DESCRIPTION:

State law requires a City to have and maintain a general plan with specific contents to provide a vision for the City's future and inform local decisions about land use and development, including issues such as circulation, conservation, and safety. State law requires specific topics or "elements," including land use, circulation, housing, conservation, open space, noise, safety, and environmental justice. Phase 2 of the Oakland 2045 General Plan Update (Project), discussed in further detail below, comprehensively updates the Land Use and Transportation Element (LUTE); Estuary Policy Plan (EPP) (which will be incorporated into the new LUTE); Open Space, Conservation and Recreation Element (OSCAR); and Noise Element, and establishes a new Infrastructure and Capital Facilities Element.

Context for Phase 2 Oakland 2045 General Plan Update

The Oakland 2045 General Plan Update (GPU) will guide the development of Oakland for the following two decades. Most of the City's current General Plan elements, except those updated and prepared in GPU Phase 1, were adopted over 20 years ago. With this comprehensive update of the General Plan, the City has the opportunity to advance its commitment to create a "fair and just" city and undo past harms and inequity through more robust and equitable goals, policies, and implementation measures. Continuing from GPU Phase 1, development of Phase 2 of the 2045 General Plan Update (Project) includes a thorough and multi-pronged strategy for community engagement, including workshops, discussion groups, pop-up outreach, cultural events, youth engagement, online engagement methods, decisionmaker meetings, and more. The General Plan Update process places particular emphasis on engaging communities historically underrepresented and excluded from traditional planning processes and often most negatively impacted by City policies. Initial guiding principles for the Project include the following; detailed descriptions can be found at <https://www.oaklandca.gov/Planning-Building/General-Plan-Neighborhood-Plans/City->

¹ EJ Communities are low-income areas that are disproportionately impacted by environmental pollution and other hazards that can lead to adverse health effects. A total of 48 of 113 census tracts in Oakland are designated EJ Communities; 29 census tracts are in the top 25th percentile by composite score representing cumulative burden

[of-Oakland-Current-General-Plan-Elements/Oakland-2045-General-Plan-Update/General-Plan-Update-Guiding-Principles:](#)

- Equity and Environmental Justice
- Transparency
- Relevance and Clarity
- Focused Planning Process
- Flexible and Adaptable Process
- Strategic and Long-Range Thinking
- Interdepartmental Coordination
- Inter-Agency Coordination
- Important Role of Community Based Organizations
- Youth Engagement
- Place-Based Approach

The Project is expected to be completed in 2027. Project development began in fall 2024 and Draft Land Use Options were released in July 2025. Following community and decision-maker input on the options, a preferred option was prepared and released in the form of the Draft Land Use Framework in March 2026; public engagement on the framework took place from March to May 2026. Following decision-maker input on the draft framework, the draft Land Use and Transportation Element (LUTE); Open Space, Conservation and Recreation Element (OSCAR); Noise Element; and new Infrastructure and Capital Facilities Element will be prepared and are anticipated to be released for public review in late 2026, with presentation to Council for consideration of adoption anticipated in 2027.

Phase 2 Oakland 2045 General Plan Update

This NOP addresses preparation of an EIR for Phase 2 of the Oakland 2045 General Plan Update (Project) consisting of:

- Land Use and Transportation Element Update (the Estuary Policy Plan will also be updated and incorporated into the LUTE)
- Open Space, Conservation, and Recreation (OSCAR) Element Update
- Noise Element Update
- New Infrastructure and Capital Facilities Element
- Other Updates
- Consistency Updates and Implementing Actions

This EIR will evaluate the environmental effects associated with adoption and implementation of the Project at a programmatic level. The Project would not directly approve individual development projects, capital improvement projects, or construction activities. However, adoption of the Project and implementation of the updated General Plan policies, land use diagram, transportation strategies, open space and conservation policies, noise policies, and infrastructure and capital facilities policies would guide future public and private actions throughout Oakland. The EIR will therefore evaluate the reasonably foreseeable physical environmental effects of the proposed Project.

The City's website for the Oakland 2045 General Plan Update provides information on the process, schedule, and public review materials related to the Project (<https://www.oaklandca.gov/Planning-Building/General-Plan-Neighborhood-Plans/City-of-Oakland-Current-General-Plan-Elements/Oakland-2045-General-Plan-Update>).

Background reports and the Draft Land Use Framework, which is subject to review and change, are also available at the city website. The Draft Land Use Framework is a high-level strategy document intended to connect the community's vision for the future with forthcoming updates to General Plan elements. It will inform, along with the public and decision-maker comments received on the Draft Land Use Framework, the specific goals, policies, and

actions that will be included in the Project. In addition to land use, topics addressed in the Draft Land Use Framework include transportation; parks and open spaces; housing; economic and community development; arts, culture, and history; climate resilience; infrastructure, facilities, and services; and environmental issues.

The overall purpose of the Project is to update Oakland's General Plan to reflect current conditions, community priorities, changes in State law, climate change, and the City's commitment to equity and environmental justice. For Phase 2 of the General Plan Update, the Draft Land Use Framework describes the overall strategy as a 'city of neighborhoods,' with walkable, mixed-use hubs connected by pedestrian-, bicycle-, and transit-friendly corridors, an expanded and more connected open space and greenway system, improved community shoreline access, cleaner and more compatible employment areas, and equitable access to daily needs, services, parks, transportation, and opportunity. Each of the Phase 2 Oakland 2045 General Plan Update elements plan being folded into the General Plan, and the EIR's intended use for subsequent General Plan Implementation actions are described below.

A. Land Use and Transportation Element (LUTE) Update:

The Land Use and Transportation Element (LUTE) guides Oakland's long-term land use pattern, urban form, mobility system, and relationship between growth and transportation. Specifically, the LUTE addresses transportation and circulation, including transit, pedestrian and bicycle movement, goods movement, access to major destinations, transportation safety, and the relationship between development patterns and land use and travel behavior. The LUTE update will establish goals, policies, and actions for residential, commercial, mixed-use, industrial, institutional, open space, and special district areas throughout the entire city, and will include an updated land use diagram and land use designations. Policies in the LUTE update will address anti-displacement, preservation of local businesses, cultural identity, and equitable investment so that existing residents and businesses benefit from future change. The LUTE will also address major centers or hubs and transit-oriented areas in addition to addressing new development capacity.

The LUTE update will refine policies for Oakland's industrial and employment lands that reflect the continuing importance of industrial areas to Oakland's economy, and the need to reduce conflicts between industrial activities and nearby residential neighborhoods. The LUTE includes policies for industrial districts, compatibility buffers, technology and research uses, goods movement considerations, and strategies to reduce exposure to noise, air pollution, odors, and other off-site effects in adjacent communities. The Estuary Policy Plan policies will also be updated and incorporated into the revised LUTE as appropriate. The LUTE will also coordinate with policies from the Housing Element, Environmental Justice Element and the Safety Element addressed in Phase 1

B. Estuary Policy Plan Update and Incorporation into the LUTE:

The current Estuary Policy Plan was adopted in 1999 as the General Plan land use and transportation Element for the waterfront areas of Oakland. The Estuary Policy Plan will be updated and incorporated into the new Land Use and Transportation Element. This will result in one new Land Use and Transportation Element that will cover the entire City of Oakland, including the waterfront. After adoption of the new LUTE, there will no longer be a separate Estuary Policy Plan.

C. Open Space, Conservation and Recreation Element Update:

The Open Space, Conservation, and Recreation (OSCAR) Element establishes the City's long-range policy framework for parks, recreation facilities, natural open spaces, resource conservation, urban greening, shoreline access, creeks,

habitat, the urban forest, and recreational opportunities. The overall purpose of the OSCAR Element is to provide a more equitable, connected, resilient, and well-maintained system of parks and open spaces that serves all Oakland neighborhoods.

The OSCAR Element addresses the distribution, quality, accessibility, and maintenance of parks and recreational resources. Community engagement has identified equitable access to parks and open space as a central GPU Phase 2 issue, particularly for neighborhoods and communities that have historically had less access to high-quality parks, open space, and tree canopy. The OSCAR Element update will include policies to guide new parks and open spaces, improve existing parks, address maintenance standards, prioritize investments in underserved areas, and support safe and accessible routes to parks, recreation facilities, neighborhood centers, transit, and the shoreline.

The OSCAR Element update will also address greenways and open space connectivity. Greenways and green parkway connectors are intended to serve both mobility and open space functions by linking neighborhoods, parks, schools, transit, job centers, and shoreline destinations. These corridors may include pedestrian and bicycle improvements, landscaping, shade, stormwater treatment, habitat value, traffic calming, and public realm improvements. The updated OSCAR Element will coordinate with the LUTE to ensure that open space planning, land use planning, and transportation planning support one another. The OSCAR Element will also coordinate with policies from the Housing Element, Environmental Justice Element, and the Safety Element addressed in Phase 1.

The element will also include policies that address resource conservation areas, creeks, wetlands, wildlife habitat, steep slopes, urban tree canopy, green infrastructure, shoreline adaptation, sea level rise, flooding, heat, and nature-based solutions. Future General Plan policies will be aligned with shoreline adaptation planning by the City, the Port of Oakland, and regional partners, and will seek to improve public access to the shoreline while protecting low-lying communities from coastal flood risk.

D. Noise Element Update:

The Noise Element establishes goals, policies, and standards to reduce exposure to excessive noise and improve compatibility between noise-sensitive uses and major noise sources. The Noise Element update will address Oakland's urban noise environment, including noise associated with freeways, arterial streets, truck routes, rail corridors, BART, the Oakland Airport, Port-related activities, industrial operations, construction, entertainment and activity districts, and other mobile and stationary sources.

The Noise Element provides a framework for evaluating land use compatibility and identifying appropriate noise reduction strategies. Updated policies may address the siting and design of new noise-sensitive uses, buffering, acoustical treatment, building design, site planning, operational controls, and coordination with transportation, industrial, airport, and goods movement planning. Protection from excessive noise near freeways, airports, and industrial areas will be a specific focus of the General Plan Update. The Noise Element will therefore be coordinated with the LUTE, OSCAR, as well as the Housing Element, Environmental Justice Element, and the Safety Element addressed in Phase 1, to address noise exposure as part of a broader strategy for land use compatibility, public health, and equitable environmental conditions.

E. New Infrastructure and Capital Facilities Element:

The new Infrastructure and Capital Facilities Element will establish goals, policies, and actions for public infrastructure, public facilities, capital improvements, maintenance, and equitable service delivery. The element will

provide a policy framework for aligning infrastructure and facility investments with the General Plan's land use, transportation, housing, open space, environmental justice, climate resilience, safety, and community development objectives.

This element will also guide the City's capital improvement planning as well as coordination between planned growth and public investment. Topics may include streets, sidewalks, water system, storm drainage, sanitary sewer, electricity, broadband, and community facilities like fire stations, libraries, and resilience hubs. The Infrastructure and Capital Facilities Element may also address co-location, joint use, and multipurpose facilities, including facilities that can serve as community resilience hubs during emergencies or climate-related events.

F. Other Updates:

Elements adopted as part of Phase 1 (Housing, Safety, and Environmental Justice) may be updated for consistency with Phase 2 elements if needed.

G. Consistency Updates and Implementing Actions:

The Program EIR will evaluate the environmental effects of adoption and implementation of the General Plan Update and is intended to support future CEQA reliance, tiering, streamlining and/or consistency determinations for subsequent or concurrent actions that implement the General Plan Update, including updates to the Planning Code, Municipal Code, and Zoning Map, objective development standards, infrastructure and capital improvement programs, and other implementing ordinances, plans, programs, and approvals. Future implementing actions will be evaluated considering the certified Program EIR in accordance with CEQA and the CEQA Guidelines, including Sections 15152, 15162, 15164, 15168, and 15183, to determine whether additional environmental review is required.

PROBABLE ENVIRONMENTAL EFFECTS: The EIR will analyze and disclose the direct and indirect potentially significant impacts that would result from implementation of the proposed Phase 2 of the Oakland 2045 General Plan Update. Where significant impacts are identified, the EIR will describe potentially feasible mitigation measures that could minimize significant adverse impacts (Guidelines §15126.4). The EIR will evaluate the full range of environmental issues contemplated for consideration under CEQA and the CEQA Guidelines, including but not limited to the following:

- Aesthetics
- Air Quality
- Biological Resources
- Cultural Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation and Circulation
- Tribal Cultural Resources
- Utilities
- Wildfire

The Draft EIR will evaluate cumulative impacts of the Project, including the effects of other past, present, and reasonably foreseeable projects in the vicinity (Guidelines §15130). The Draft EIR will also identify and examine a

range of reasonable alternatives to the proposed Project, including, but not limited to, a No Project Alternative (Guidelines §15126.6).

The Draft EIR will be available for public review and comment as set forth in the Notice of Availability and Notice of Completion that will be circulated by the City. During the review and comment period, written comments (including email) regarding the Draft EIR may be submitted to the City. Following the public review and comment period for the Draft EIR, the City will prepare responses that address all substantive written and oral comments on the Draft EIR's environmental analyses that are received within the specified review period.

July 2, 2026
Case File Number: GP21002-ER02

Ed Manasse, Bureau of Planning
Environmental Review Officer

Attachments:

[Figure 1, Regional Location, and Figure 2, Planning Area]