APPEROVEDAS TO FORWAND LEGALITY

CITY ATTORNEY

ORDINANCE No. 12673 C. M. S.

AN ORDINANCE AMENDING THE OAKLAND PLANNING CODE TO CREATE THE OS OPEN SPACE ZONE, AND TO REZONE APPROXIMATELY 2,800 ACRES OF PUBLICLY-OWNED PARK AND OPEN SPACE LANDS FROM VARIOUS EXISTING ZONES TO THE NEW OS ZONE.

WHEREAS, many of Oakland's parks and other open space lands are currently unzoned or are zoned with a variety of development-oriented categories; and

WHEREAS, the lack of zoning in some Oakland parks and the use of developmentoriented zoning in other parks has led to past land use and development conflicts; and

WHEREAS, the lack of zoning in some Oakland parks has led to the approval of projects without a desirable level of community involvement and notification; and

WHEREAS, it is in the best interest of the City that clear standards be established to govern the implementation of General Plan policies regarding changes of use and improvements in such parklands;

WHEREAS, the City Council adopted Resolution 68807 C.M.S. on March 21, 1992 establishing interim land use controls for Oakland's parks with the stated intention of replacing these controls with permanent controls following the adoption of the Open Space, Conservation, and Recreation (OSCAR) Element; and

WHEREAS, the City Council adopted the updated OSCAR Element of the General Plan in June 1996; and

WHEREAS, OSCAR Actions OS-1.1.1 AND OS-2.1.1 direct the City to amend its zoning ordinance to include open space zoning provisions; and

WHEREAS, the City Council identified adoption of the Open Space Zone as one of the highest implementation priorities of the OSCAR Element; and

WHEREAS, the City retained a consultant to prepare the Open Space Zoning Ordinance, including revised maps, in 1996; and

WHEREAS, drafts of the proposed ordinance were prepared by the consultant, reviewed by Staff, and revised accordingly throughout 1997; and

WHEREAS, the proposed ordinance was presented to the Parks and Recreation Advisory Commission on December 10, 1997 and on January 10, 1998; and

WHEREAS, the Planning Commission conducted a duly noticed public hearing on December 17, 1997; and

WHEREAS, the Planning Commission identified revisions to the ordinance and recommended approval of the revised ordinance by the City Council at its meeting on January 21, 1998; and

WHEREAS, subsequent to this recommendation, the specific zoning map revisions to be made pursuant to the new ordinance were identified; and

WHEREAS, the requirements of the California Environmental Quality Act (CEQA) of 1970, the Guidelines as prescribed by the Secretary of Resources and the provisions of the Statement of Objectives, Criteria, and Procedures for Implementation of CEQA: City of Oakland, have been satisfied and, in accordance with Section 15061(b)(3), the actions on the part of the City Council to create the proposed Open Space Zone and rezone those areas identified in Attachment "A" have been determined to be exempt from CEQA; and

WHEREAS, the recommendations of the City Planning Commission came regularly for deliberation before the City Council Community and Economic Development Committee on June 30, 1998; and

WHEREAS, the City Council Community and Economic Development Committee considered the impacts of creating the Open Space Zone and amending the Zoning Maps included in Attachment "A"; and

WHEREAS, zoning amendments came on for hearing before the City Council on July 21, 1998 and for second reading on July 28, 1998; and

WHEREAS, the Council finds and determines that the public safety, health, convenience, comfort, prosperity, and general welfare will be furthered by the proposed ordinance; now therefore,

THE COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

SECTION 1. The City Council finds and determines the foregoing recitals to be true and correct and hereby makes them a part of this Ordinance.

SECTION 2. The City Council finds and determines that adoption of this Ordinance is exempt from the California Environmental Quality Act (CEQA) of 1970 under Section 15061(b)(3) of CEQA.

SECTION 3. Chapter 17.11, entitled OS OPEN SPACE ZONING REGULATIONS and as presented in Attachment "A", is hereby added to the Oakland Planning Code.

SECTION 4. Chapter 17.135, entitled SPECIAL USE PERMIT REVIEW PROCEDURE FOR THE OS ZONE and as presented in Attachment "A", is hereby added to the Oakland Planning Code.

SECTION 5. The following sections of Oakland Planning Code are hereby amended as indicated in Attachment "A": Section 17.10.040, Section 17.10.140, Section 17.10.170, Section 17.10.190, Section 17.10.240, Section 17.102.120, Section 17.104.010, Section 17.108.020(A), Section 17.110.020, Section 17.116.270, Section 17.116.280, Section 17.134.020(A), Section 17.134.030, 17.134.040(A)(1) and (B)(1), and Section 17.144.030.

SECTION 6. Section 17.144.055, entitled REVIEW BY PARKS AND RECREATION ADVISORY COMMISSION IN CERTAIN CASES and as presented in Attachment "A", is hereby added to the Oakland Planning Code.

SECTION 7. Section 17.04.050, entitled SPECIAL DEFINITIONS FOR PROJECTS IN THE OPEN SPACE (OS) ZONE and as presented in Attachment "A," is hereby added to the Oakland Planning Code.

SECTION 8. The designation and location of zones and zone boundaries on section maps 25, 31, 32, 35, 36, 40, 42, 45, 46, 47, 54, 56, 57, 58, 59, 65, 67, 68, 69, 70, 71, 78, 79, 81, 82, 83, 84, 89, 91, 93, 94, 95, 96, 99, 100, 102, 103, 104, 113, 117, 122, 123, 127, 128, 129, 133, 134, 135, 136, 140, 141, 150, 151, 153, 154, 157, 158, 159, 160, 166, 167, 168, 169, 170, 171, 173, 174, 175, 176, 177, 184, 185, 186, 187, 188, 189, 191, 192, 193, 200, 202, 203, 204, 205, 208, 210, 212, 218, 219, 220, 221, 222, 223, 226, 228, 229, 230, 235, 236, 238, 239, 240, 241, 243, 244, 245, 246, 247, 250, 251, 252, 253, 254, 255, 259, 260, 261, 266, 267, 268, 269, 270, 274, 275, 286, 290, 291, 292, 296, 298, 310, 312, 313, 315, 316, 318, 319, 320, 321, 322, 323, 324, 325, 326, 332, 333, 334, 335, 339, 341, 342, 343, 344, 345, 346, 347, 354, 355, 356, 358 at Chapter 17.154 of the Oakland Planning Code are hereby amended as indicated in Attachment "A" to rezone areas from a variety of zoning designations to the new OS Open Space zone.

SECTION 9. The City Council finds that park improvements may provide substantial public benefits and therefore determines that the fees ordinarily imposed for planning and zoning approvals should be waived for applications in the OS Zone. The Master Fee Schedule as set forth in Ordinance Number 9336 C.M.S., as amended, is hereby amended to include the clause "(No Fee in OS Zone)" immediately following lettered item "A. APPLICATIONS UNDER THE OAKLAND ZONING REGULATIONS (42511)."

SECTION 10. This Ordinance shall be reviewed by the City Planning Commission 12 months following the date of its adoption to determine whether it is successfully achieving the goals, objectives, and policies of the OSCAR Element and to determine if any modifications are necessary.

SECTION 11. This ordinance shall be effective upon adoption, subject to the provisions of Section 216 of the Charter of the City of Oakland, but shall not apply to permits already issued or to applications approved for which building permits have not yet been issued.

IN COUNCIL, OAKLAND, CALIFORNIA,	JUL 28 1998	19

PASSED BY THE FOLLOWING VOTE:

AYES- BRUNNER, CHANG, DE LA FUENTE, MILEY, NADEL, REID, RUSSO, SPEES AND PRESIDENT HARRIS — q

NOES- Ylone

ABSENT- YUNE

ABSTENTION- Nove

ATTEST:

City Clerk and Clerk of the Council of the City of Oakland, California

CEDA FLOYE

600-243 (2/97)

CHAPTER 17.11 OS OPEN SPACE ZONING REGULATIONS

17.11.010 TITLE, PURPOSE, AND APPLICABILITY

The provisions of this chapter shall be known as the OS Open Space Zone Regulations. 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. The following regulations shall apply in the OS Zone.

17.11.020 DESIGNATION AND MAPPING OF PARKS BY CATEGORY

All parks and public open space lands in the City of Oakland shall be classified using the categories listed below:

Resource Conservation Area (RCA)
Region-Serving Park (RSP)
Community Park (CP)
Neighborhood Park (NP)
Active Mini-Park (AMP)
Passive Mini-Park (PMP)
Linear Park (LP)
Special Use Park (SU)
Athletic Field Park (AF)

Designation of each park on the Zoning Maps at Chapter 17.154 shall be followed by the two or three letter abbreviation corresponding to each park type in parentheses.

If a new park is developed or acquired or if an existing park is to be changed to a new category, the Parks and Recreation Advisory Commission shall make a recommendation on the designation to the City Council, consistent with the park type definitions contained in the OSCAR Element of the Oakland General Plan. The City Council shall hold a noticed public hearing prior to making a decision on the recommendation.

17.11.030 ACTIVITIES AND FACILITIES DEEMED APPROVED OR LEGAL NON-CONFORMING

All activities and facilities that are existing or have been legally approved on the effective date of this Ordinance shall be deemed approved, provided that they appear in the list of conditionally permitted uses in Sections 17.11.060 and 17.11.090. These activities and facilities shall not be subject to the provisions of Chapter 17.114 on NON-CONFORMING USES. Those existing activities and facilities that are not listed as conditionally permitted uses in Sections 17.11.060 and 17.11.090 shall be deemed legal non-conforming uses and shall be subject to the provisions of Chapter 17.114.

17.11.040 PERMITTED ACTIVITIES

The following activities, as described in the USE CLASSIFICATIONS at Chapter 17.10 and as further restricted to certain park and open space categories and specific uses as set forth in Section 17.11.060 are permitted: A. Accessory Activities

17.11.050 CONDITIONALLY PERMITTED ACTIVITIES

The following activities, as described in the USE CLASSIFICATIONS at Chapter 17.10, and as further restricted to certain park and open space categories and specific uses as set forth in 17.11.060, may be permitted upon the granting of a conditional use permit pursuant to the CONDITIONAL USE PERMIT PROCEDURE at Chapter 17.134 and the SPECIAL USE PERMIT PROCEDURE FOR THE OS ZONE at Chapter 17.135, subject to the SPECIAL DEFINITIONS FOR PROJECTS IN THE OPEN SPACE ZONE at Section 17.04.050 and the USE PERMIT CRITERIA at Section 17.11.110:

A. Residential Activities

Permanent

B. Civic Activities

Essential Service

Limited Child Care

Community Assembly

Community Education

Non-Assembly Cultural

Administrative

Extensive Impact

C. Commercial Activities

Animal Care

General Food Sales

Alcoholic Beverage Sales (in restaurants only)

D. Agricultural and Extractive Activities

Plant Nurserv

Crop and Agricultural Raising

E. Accessory Activities

17.11.060 SPECIAL PROVISIONS FOR PERMITTED AND CONDITIONALLY PERMITTED ACTIVITIES IN THE OS ZONE

The following table shall apply to those activities that are permitted and conditionally permitted within the OS Zone. The specified activities shall only be permitted or conditionally permitted in the types of parks indicated in the table. Permitted activities are noted with the letter "P." Uses requiring a minor conditional use permit are indicated with a star. Uses requiring a major conditional use permit are indicated with a solid circle and star. In the event that no letter or symbol appears in the matrix cell, the use is not permitted.

U	SE/ PARK TYPE	RSP	CP	NP	AMP	PMP	LP	SU	RCA	ДF
Α	CTIVITY TYPES									
P	ERMANENT RESIDENTIAL	ACTIV	ITIES							_,
	Caretaker's Quarters	0	0	٥			0	0		٥
E	SSENTIAL SERVICE CIVIC	ACTIVI	TIES		<u> </u>	<u> </u>		,		-
	Botanical Gardens	☆	☆	☆	☆	☆	☆	☆		☆
	Trails and Paths	☆	☆	☆	☆	☆	☆	☆	☆	☆
	Electric, gas, and telephone distribution lines and poles	☆	☆	ፚ	☆	☆	☆	☆	☆	☆
	Water, storm drainage, and sewer lines	☆	☆	☆	☆	☆	☆	☆	☆	☆
	Park, recreational, and civic uses, consistent with a Master Plan adopted by the City Council (pursuant to Section 17.135.050), whether or not they are listed in this table.	Ċ	ά	ል	☆	☆	☆	☆	ជ	<u></u>
	Park, recreational, and civic uses on land owned by the East Bay Rregional Park District (EBRPD), consistent with a Master Plan adopted by the EBRPD Board (pursuant to Section 17.135.050), whether or not they are listed in this table.	Р					Р	Р	P	

JULY 21, 1998

JSE/ PARK TYPE	RSP	СР	NP	AMP	PMP	LP	SU	RCA	AF
IMITED CHILD CARE ACT	IVITIES								
Child Care Centers for 12 or fewer children	o	0	0				0		
COMMUNITY ASSEMBLY C	IVIC AC	TIVITIES	\$						
Athletic Fields	☆	☆	☆				☆		14
Basketball Courts	☆	☆	☆	☆		☆	☆		গ
Boathouses	0					0	0		
Bocce Ball	☆	☆	☆				☆		
Carousels and Similar Amusement Rides	0						0		
Clubhouse, lodge, meeting hall	O	0	0				O		
Dog Play Area (fenced)	☆	☆	☆			☆	☆		
Fishing Ponds	☆	☆	☆				☆		
Food Service and Other Concessions	쇼	☆	☆				₩		☆
Gymnasium	0	0	٥				0		
Handball Courts	0	0	0				0		
Horseback Riding	0						0	0	
Horseshoe Pit	☆	☆	☆	₩			☆		
Lawn Bowling	☆	☆	☆				☆		
Miniature Golf	0	٥					0		
Picnic Areas	☆	☆	☆	☆	☆	☆	☆	0	☆
Playgrounds/ Tot Lots/ Children's Play Equipment (more than 1,000 square feet)	낣	☆	☆	0		☆	☆	i	☆
Playgrounds/ Tot Lots/ Children's Play Equipment (less than 1,000 square feet)	☆	☆	☆	益	☆	☆	☆	☆	₩
Recreation Center	0	0	0				0		

Ü	SE/ PARK TYPE	RSP	СР	NP	AMP	PMP	LP	SU	RCA	AF
С	OMMUNITY ASSEMBLY C	IVIC AC	TIVITIES	(Contin	ued)					
	Skateboard Play Area	☆	☆	☆				☆		☆
	Swim Centers (pools)	0	0	0				0		
	Temporary Uses (i.e., fairs and carnivals)	₩	☆	☆	☆	☆	₩	☆		☆
	Tennis Courts	☆	☆	☆				☆		☆
	Wading Pools	☆	益	☆	☆			☆	<u> </u>	
	Water Play Feature (water park)	0	0					O		
C	OMMUNITY EDUCATION	CIVIC A	CTIVITIE	s						
	Child Care Centers (for 13 or more children)	O	0	0				0		
N	ON-ASSEMBLY CULTURA	AL CIVIC	ACTIVI	TIES						
	Conservatory	0	0					0		<u> </u>
	Historic Residence Converted for Museum/ Recreational Purposes	•	•	O				G		
	Museum	0	0					٥		
	Planetarium/ Observatory	0						0		
A	DMINISTRATIVE CIVIC AC	TIVITIES	3							
	Park Offices	0	0	0				0		0
E	XTENSIVE IMPACT CIVIC	ACTIVIT	IES					_		
	Auditoriums	0	0					0		
	Bandstand	0	0					0		
	Campsites (improved)	0						0		
į	Campsites (unimproved)	0						0	0	
	Docks/ Wharves/ Piers	0					0	0	O	

U	SE/PARK TYPE	RSP	СР	NP	AMP	PMP	LP	SU	RCA	AF
E	XTENSIVE IMPACT CIVIC	ACTIVIT	IES (cor	ntinued)						
	Driving Range	۵						0		
	Electric Transmission Lines	O						0	0	
	Equestrian Arena	0						0		
	Golf Course							0		
•	Outdoor Performance Area/ Stage/ Amphitheater	0	•	0				O		
	Stadium or Sports Arena	O						O		
	Stormwater Detention/ Water Quality Facilities	O	0				O	0		
	Reservoirs and Water Supply Tanks	o	0	0			o	O	0	0
	Wildlife Preserve	٥	0					٥	0	
	Zoological Gardens (Zoos)	O						O		
A	NIMAL CARE COMMERCI	AL ACT	VITIES							
	Horse Stables	0						O		
G	ENERAL FOOD SALES CO	OMMER	CIAL AC	TIVITIES	1					
	Full-service restaurant, within a publicly-owned building	0						O		
A	LCOHOLIC BEVERAGE SA	ALES								
	Only in General Food Sales Commercial Activities that do not qualify as Full-Service Restaurants	0						O		
ρ	LANT NURSERY AGRICUL	TURAL	ACTIVI	TIES						
	Nurseries (Botanical)	O						☆		

USE/ PARK TYPE	RSP	CP	NP	AMP	PMP	LP	SU	RCA	ΑF
CROP AND AGRICULTURA	L RAISII	NG ACT	IVITIES						
Community Gardens	☆	☆	낣	☆	☆	☆	☆	☆	భ
ACCESSORY ACTIVITIES									
Accessory Buildings	☆	☆	垃	☆		☆	☆		☆
Benches and street furniture, the sum of which is more than 100 square feet	☆	☆	☆	☆	☆	☆	☆	☆	垃
Benches and street furniture, the sum of which is less than 100 square feet	P	Р	Р	Р	Р	P	P	☆	P
Fences, walls, or gates	☆	☆	☆	☆	☆	☆	☆	☆	☆
Irrigation Systems	Р	Р_	Р	P	Р	Р	Р	☆	Р
Kiosks/ Map Boards	☆	☆	☆	☆	☆	☆	☆	☆	☆
Landscaping, including hedges	Р	P	Р	Р	Р	Р	Р	ሴ	Р
Lighting (Athletic Field)	0	0]			0		O
Lighting (General)	☆	☆	☆	☆	☆	☆	☆		☆
Maintenance Sheds	☆	☆				ជំ	\$	0	☆
Parking for use within park	☆	☆	☆			☆	☆	☆	☆
Public Art	☆	☆	☆	☆	☆	☆	☆	O	☆
Pullouts and Scenic Overlooks	Р	Р				Р	P	Р	
Rest Room Building	☆	☆	☆			ъ́	☆	O	☆

RSP (Region-Seeing Park); CP (Community Park); NP (Neighborhood Park); Active Mini-Park (AMP); Passive Mini-Park (PMP); Linear Park (LP); Special Use Park (SU); Resource Conservation Area (RCA); Athletic Field Park (AF)

17.11.070 PERMITTED FACILITIES

The following facilities, as described in the USE CLASSIFICATIONS at Chapter 17.10, and as further restricted to certain park and open space categories and specific uses as set forth in the following table, are permitted:

A. Accessory Facilities

17.11.080 CONDITIONALLY PERMITTED FACILITIES

The following facilities, as described in the USE CLASSIFICATIONS at Chapter 17.10, and as further restricted to certain park and open space categories and specific uses as set forth in Section 17.11.090, may be permitted upon the granting of a conditional use permit pursuant to the CONDITIONAL USE PERMIT PROCEDURE at Chapter 17.134 and the SPECIAL USE PERMIT PROCEDURE FOR THE OS ZONE at Chapter 17.135, subject to the SPECIAL DEFINITIONS FOR PROJECTS IN THE OPEN SPACE ZONE at Section 17.04.050 and the USE PERMIT CRITERIA at Section 17.11.110:

A. Residential Facilities

One-Family Dwelling

B. Non-Residential Facilities

Enclosed

Open

C. Signs

Residential

Special

Civic

D. Telecommunications Facilities

Mini

Micro

Macro

Monopole

E. Accessory Facilities

17.11.090 SPECIAL PROVISIONS FOR PERMITTED AND CONDITIONALLY PERMITTED FACILITIES IN THE OS ZONE

The following table shall apply to certain classes of facilities that are permitted and conditionally permitted within the OS Zone. The specified facilities shall only be permitted or conditionally permitted in the types of parks indicated in the table. Permitted activities are noted with the letter "P." Uses requiring a minor conditional use permit are indicated with a star. Uses requiring a major conditional use permit are indicated with a solid circle and star. In the event that no letter or symbol appears in the matrix cell, the use is not permitted.

ŧ	JSE/ PARK TYPE	RSP	СР	NP	AMP	PMP	LP	SU	RCA	AF
F	ACILITY TYPES									
(ONE-FAMILY RESIDENC	E								
	Caretaker's Quarters	0	0	0			0	0		O
7	ELECOMMUNICATION	FACILIT	IES							
	Mini	☆	☆	☆	☆	☆	☆	☆	☆	73
	Micro	☆	☆	☆	☆	☆	☆	☆	☆	र्घ
	Macro	O	0	0	0	0	0	0	0	0
	Monopole	0	٥	O			0	0	0	O
	Lattice Tower									

17.11.100 AMENDMENT OF SECTIONS 17.11.060 and 17.11.090

Pursuant to Section 17.10.090, any activity or facility which is not expressly classified in Sections 17.11.060 and 17.11.090 shall be included in that category which most closely portrays it. In the event a use cannot be classified into an existing category, Sections 17.11.060 and 17.11.090 may be modified to establish a classification for said use, subject to the right of appeal from such determination pursuant to the ADMINISTRATIVE APPEAL PROCEDURE at Chapter 17.132. Any other changes to the text of the OS Zone shall be subject to the Rezoning and Law Change Procedure at Chapter 17.144.

17.11.110 USE PERMIT CRITERIA

A conditional use permit for any use under Sections 17.11.060 or 17.11.090 may be granted only upon determination that the proposal conforms to the general use permit criteria set forth in the CONDITIONAL USE PERMIT PROCEDURE at Chapter 17.134 and the NO NET LOSS provisions of Section 17.135.060.

17.11.120 LIMITATION ON SIGNS

All signs shall be subject to the applicable limitations set forth in Section 7042.

17.11.130 MAXIMUM HEIGHT

- **A. General.** Except as otherwise provided in Sections 17.108.020 and 17.108.030, the maximum height of buildings and other facilities shall be 35 feet in parks classified as RCA, NP, AMP, PMP, or LP, and 45 feet in parks classified as RSP, CP, or AF. No general maximum height limit is prescribed for Special Use Parks.
- B. Height Restrictions Along More Restrictive Zone Boundary. Where the OS Zone abuts a zone with a more restrictive height limit, the maximum height of buildings and other facilities shall not exceed the maximum height of the abutting zone unless each portion above that height is set back from the minimum yard required by Section 17.11.140 a minimum horizontal distance equal to two feet for each one foot by which it extends above said maximum height. This requirement shall apply at the property line in the event that no minimum yard is required in the abutting district.

17.11.140 MINIMUM YARDS

- A. All Park Categories Except Special Use Parks. The minimum front, side, and rear yards shall be equal to the minimum yards required in the nearest adjacent zoning district. For parks abutting multiple zones, different minimum yard requirements may apply to different parts of the park.
- **B. Special Use Parks.** No specific yard requirements shall apply in Special Use Parks. Appropriate yards in Special Use Parks are to be determined by the Director of City Planning through the Conditional Use Permit procedure required by Sections 17.11.060 and 17.11.090 for the specific development projects proposed in these parks.

17.11.150 MAXIMUM IMPERVIOUS SURFACE

The following table sets forth the maximum permitted impervious surface standards, as defined in Section 17.04.050. Exceedances of the Impervious Surface limits shall require a Minor Variance, as specified in Section 17.148.020(B).

Park /	Acreage	Maximum % Impervious Surface						
Plazas	s and Active Mini-parks	No limit						
Passiv	e Mini Parks	10 %						
Resou	rce Conservation Areas	One percent of total park area or 2500 square feet, whichever is smaller, excluding parking areas which meet requirements in Section 17.116.260 for "durable, dustless, all-weather surface parking"						
All oth	er park classes							
·	Less than 1.0 acres	35%						
	1.0-5.0 acres	25%						
	5.0-10.0 acres	15%						
}	Greater than 10.0 acres	10 %						

17.11.160 BUFFERING

All uses shall be subject to the applicable requirements of the BUFFERING REGULATIONS at Chapter 17.110 with respect to screening or location of parking, loading, and storage areas; control of artificial illumination; and other matters specified therein.

17.11.170 OTHER ZONING PROVISIONS

- A. Parking and Loading. Off-street parking and loading shall be provided as prescribed in the OFF-STREET PARKING AND LOADING REQUIREMENTS at Chapter 17.116, except that reduced parking requirements may be allowed by the Director of City Planning through the Conditional Use Permit Procedure required by Sections 17.11.060 and 17.11.090 for activities and facilities in either of the following instances:
- 1. The project's primary service area is one-quarter mile or less; or,
- A portion of the project's parking demand is to be met through reciprocal agreements for shared parking on the same site or an adjacent site or sites.

In both cases, the extent of the reduction shall be determined by the Director of City Planning pursuant to Section 17.116.040.

- **B. Nonconforming Uses**. Nonconforming uses and changes therein shall be subject to the NONCONFORMING USE REGULATIONS at Chapter 17.114.
- **C. General Provisions**. Unless otherwise indicated, the general exceptions and other regulations set forth in Chapter 17.102 shall apply in the OS Zone.

CHAPTER 17.135 SPECIAL USE PERMIT REVIEW PROCEDURE FOR THE OS ZONE

17.135.010 TITLE, PURPOSE, AND APPLICABILITY

The provisions of this chapter shall be known as the Special Use Permit Review Procedures for the OS Zone. The purpose of these provisions is to prescribe the procedure for reviewing projects which are proposed in the OS Zone, including provisions for public participation. This procedure shall apply to all improvements or changes in use, as defined in Section 17.04.050.

17.135.020 EXEMPTIONS

Projects approved by the City Council in conjunction with the public art program, Measure AA (1989), Measure K (1990), and Measure I (1996) shall be exempt from these provisions.

17.135.030 PROCEDURE FOR CONSIDERATION

No change in use or improvement, as defined in Section 17.04.050, shall occur on land designated OS unless the following process has been followed:

- A. Pre-development Neighborhood Meeting. At the discretion of the Director of Parks, Recreation, and Cultural Affairs, a neighborhood meeting may be convened in the vicinity of the park or open space land affected by the proposed change in use or improvement. If such a meeting is held, it shall be noticed via posting on the premises of the park or open space land and on utility poles within seventy-five feet (75') of said park or open space land. Notices shall also be mailed to neighborhood organizations and individuals who have expressed an interest in the subject park or project area.
- **B.** Administrative Project Review. Once preliminary community feedback has been received and considered, the project sponsor shall submit a request to the Director of City Planning, including a project description and cost estimate. The Director shall coordinate preliminary review of the project with the project's operating department and any other

City department or agency likely to be interested or involved in the execution, operation, or maintenance of the project. These requirements shall include, but are not limited to, formal CEQA review of the proposed change in use or improvement. A written summary of comments shall be prepared prior to the scheduling of the public hearing.

C. Public Hearing. A public hearing shall be required for any change in use or improvement and shall be conducted and heard by the City Planning Commission and/ or the Parks and Recreation Advisory Commission, as provided by Clauses (1) and (2) below.

1. Major Conditional Use Permits.

An application for a major conditional use permit, as required by Chapters 17,11,060 17,11,090, shall be considered first by the Parks and Recreation Advisory Commission (PRAC) and second by the City Planning Commission. Each Commission shall conduct a public hearing on the application. Notice of the PRAC hearing shall follow the procedure outlined at Section 17.135.030(C)(2). Notice of the City Planning Commission hearing shall be given by posting notices within 300 feet of the property involved in the application; a substantially enlarged notice shall also be posted on the premises of the subject property. Notice of each hearing shall also be given by mail or delivery to all persons owning real property in the City of Oakland within 300 feet of the property involved. All such notices shall be given not less than 10 days prior to the date set for the hearing. Notice shall also be provided to those community or neighborhood groups included in the Planning Department data base that are within the service area radius of the impacted park. Additional outreach shall be provided through press relases and other notification as warranted by the size and location of the project.

The PRAC shall schedule its public hearing within 45 days after receiving the application for consideration. The PRAC shall make a recommendation to the Planning Commission at the conclusion of the hearing. In the event the PRAC has not acted on the application within 45 days, the project shall automatically be forwarded to the City Planning Commission.

The City Planning Commission shall determine whether the proposal conforms to the Use Permit criteria set forth in Section 17.11.110 and to other applicable criteria, and shall make a recommendation to grant or deny the application, or recommend such changes or impose such conditions of approval as are in its judgement necessary to ensure conformity to said criteria. The determination of the Commission shall

become final within 10 calendar days after the date of the decision unless appealed to the City Council in accordance with Section 17.134.070.

2. Minor Conditional Use Permits

An application for a minor conditional use permit, as required by Sections 17.11.060 and 17.11.090, shall be considered by the Parks and Recreation Advisory Commission prior to a final decision by the Director of City Planning. The Parks and Recreation Advisory Commission shall hold a noticed public hearing on the application and shall make a recommendation to grant or deny the application, or recommend such changes or conditions of approval as are in its judgement necessary. Notice of the public hearing shall be provided by posting on the premises of the park or open space land and on utility poles within seventy-five feet (75') of said park or open space land. Notices shall also be mailed to neighborhood organizations and individuals who have expressed an interest in the subject park or project area.

The Director of City Planning shall determine whether the proposal conforms to the Special Use Permit criteria set forth in Section 17.11.110 and to other applicable criteria and shall grant, deny, or conditionally grant the permit. The determination of the Director of City Planning shall become final within 10 calendar days after the date of the decision unless appealed to the City Planning Commission in accordance with Section 17.134.060. If no action is taken by the Director of City Planning within 30 days of the Parks and Recreation Advisory Commission's recommendation, the project shall be deemed approved.

D. Appeals. Any interested party may appeal a decision of the Director of City Planning or a decision of the City Planning Commission in accordance with the provisions outlined in the CONDITIONAL USE PERMIT PROCEDURE at Sections 17.134.060 and 17.134.070. In the event the last date of appeal falls on a weekend or holiday, the next date such offices are open for business shall be the last date of appeal.

17.135.040 REFERRAL TO LANDMARKS PRESERVATION ADVISORY BOARD

Any project in the OS Zone requiring a major or minor conditional use permit shall be subject to review by the Landmarks Preservation Advisory Board if that project is located:

A. Within the S-7 zone

B. On a site that could potentially impact a structure, site, or feature that is listed on the State or National Registers, or that has been formally designated as an Oakland landmark

For projects requiring a minor conditional use permit, this review shall be made after the public hearing of the Parks and Recreation Advisory Commission and before the final decision of the Director of City Planning. For projects requiring a major conditional use permit, this review shall be made after the public hearing of the Parks and Recreation Advisory Commission and before the public hearing of the City Planning Commission. The Landmarks Preservation Advisory Board may recommend modifications to the project that it deems necessary to ensure that the historic value of the structure, site, or feature is not adversely impacted. If no action is taken by the Landmarks Preservation Advisory Board within 30 days of its receipt of the application, the project will be forwarded to the Planning Commission (for major conditional use permits) or Director of City Planning (for minor conditional use permits).

17.135.050 SPECIAL REQUIREMENTS FOR PROJECTS CONSISTENT WITH PARK MASTER PLANS

A. Projects in City-Owned Parks. Any improvement or change in use that is consistent with a Park Master Plan that has been adopted by the Oakland City Council shall be subject to these provisions. However, in accordance with Section 17.11.060, such projects shall be subject to the Minor Conditional Use Permit process only, even where they involve facilities or activities that would otherwise require Major Conditional Use Permits. Projects shall be eligible for this provision only if the Master Plan in question has been adopted within 10 years of the date of the application, or has been amended or updated with Council approval within 10 years of the date of the application. The determination that a project is consistent with a Park Master Plan shall be made by the Director of City Planning.

B. Projects in East Bay Regional Parks. Any improvement or change in use on land owned by the East Bay Regional Park District (EBRPD) shall be subject to the development standards contained in this Ordinance. However, in accordance with Section 17.11.060, such projects shall not require a conditional use permit if they are park, recreational, or civic uses that are consistent with a Park Land Use Plan or equivalent land use planning document adopted by the EBRPD Board. In the event a Land Use Plan or equivalent document does not exist or must be amended to accommodate the facility, preparation/amendment of such a Plan by the EBRPD will be required prior to issuance of a building permit for future improvements. Such Plans and Plan amendments shall require public notice to abutting property owners and to the Oakland Parks and Recreation Advisory Commission, City Planning Commission, and City Council at least 45 days prior to adoption by the Park Board in order to ensure opportunity for public comment from Oakland residents.

17.135.060 NO NET LOSS TRACKING

Beginning on the effective date of the OS Zone regulations, the Oakland City Manager's Office shall establish an open space tracking system. The tracking system shall be maintained in a publicly accessible format and shall be updated on a continuous basis as additions and subtractions are made to the City's park system. Beginning on the effective date of these regulations, all enclosed facilities in urban parks which exceed 100 square feet shall be tracked and recorded as "subtractions" from a baseline figure of zero. All acquisition of parkland or creation of new useable public open space shall be tracked and recorded as "additions." Only land which is improved or intended for improvement to urban park standards may be counted as "additions"; acquisition of Resource Conservation Area land is excluded. The City shall strongly encourage actions which result in a net gain of open space; in other words, a condition where the "additions" of open space in the tracking system exceed the "subtractions" resulting from new buildings and structure coverage.

Unless overriding considerations exist, approval of any increase in structure coverage within the OS Zone shall be contingent on a finding that there has been no net loss of urban parkland from the time of the baseline date. If this finding cannot be made, approval shall be conditioned upon provision of replacement open space of comparable value and of an area equal to or greater than the space covered which shall be made available concurrently. Land within the jurisdiction of the Port of Oakland is exempt from this requirement and shall be excluded from this calculation.

AMENDMENTS TO MISCELLANEOUS ZONING ORDINANCE SECTIONS (NOTE: OVERSTRIKING AND UNDERLINING REFLECT CHANGES TO THE EXISTING ZONING TEXT.)

Amendment to 17.10.040 (list of Accessory Activities):

L. Benches, street furniture, lighting, public art, sheds, and similar infrastructure associated with City and regional parks.

M. Public restrooms serving park and recreational facilities

Amendment to 17.10.140 (list of Essential Service Civic Activities):

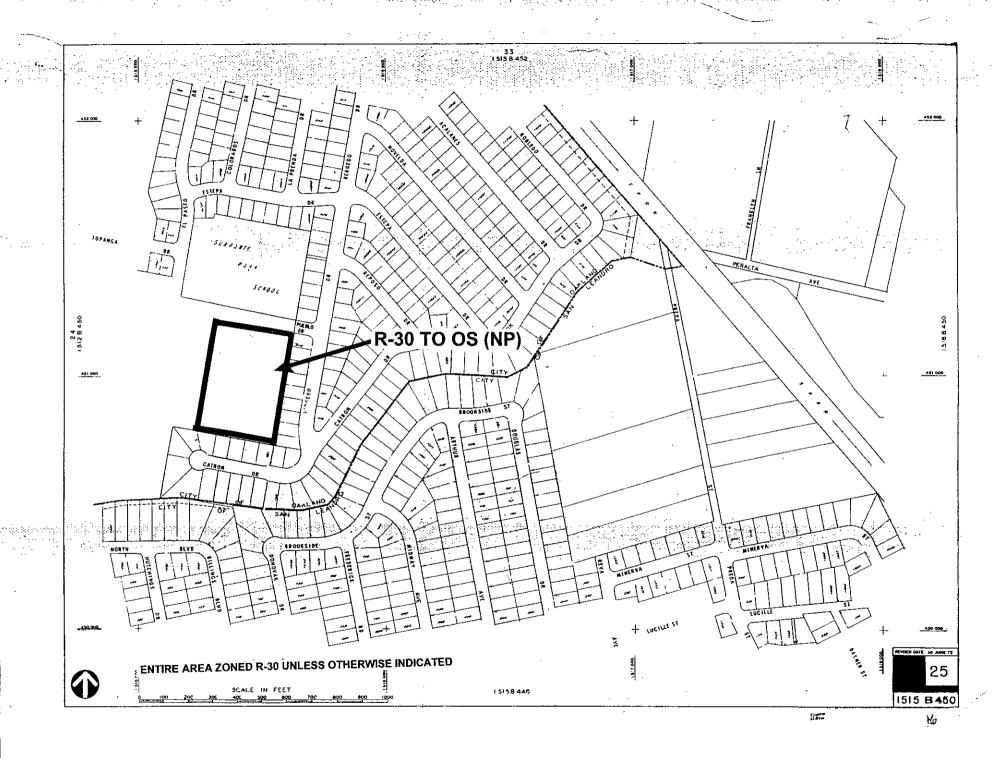
B. Parks, Community and botanical gardens, but excluding playgrounds, playing fields, bandstands, auditoriums, and similar assembly areas,

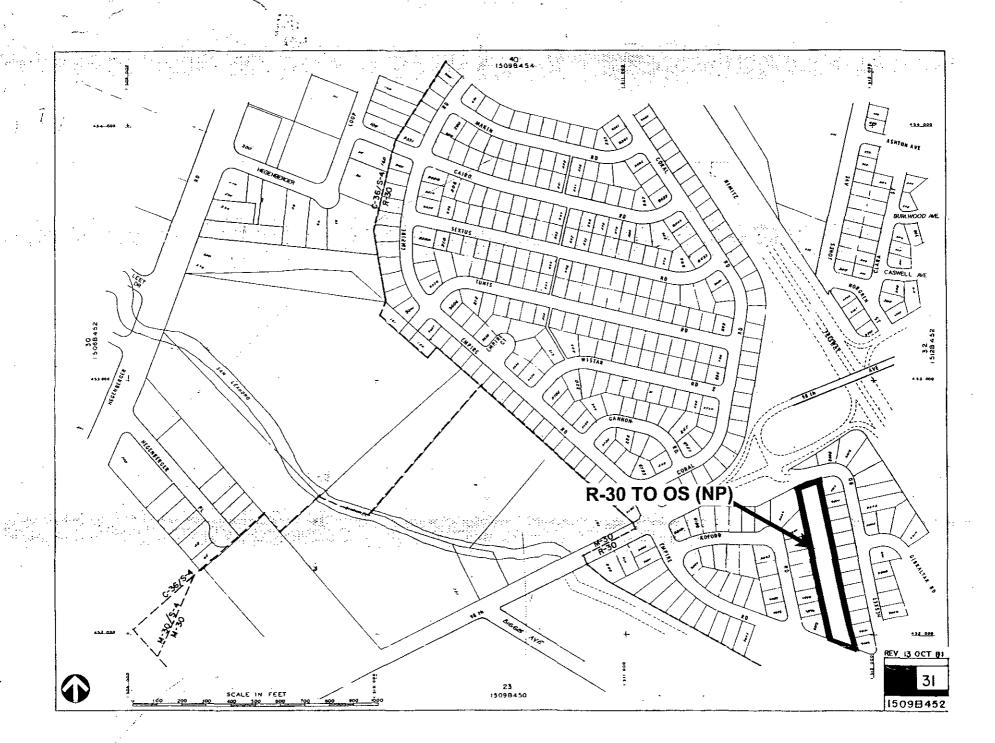
a report from the PRAC or until more than 30 days have elapsed since the proposal was sent to the PRAC, whichever is sooner. However, the 30-day period may be extended by agreement between the City Planning Commission or private party applicant, as the case may be, and the PRAC.

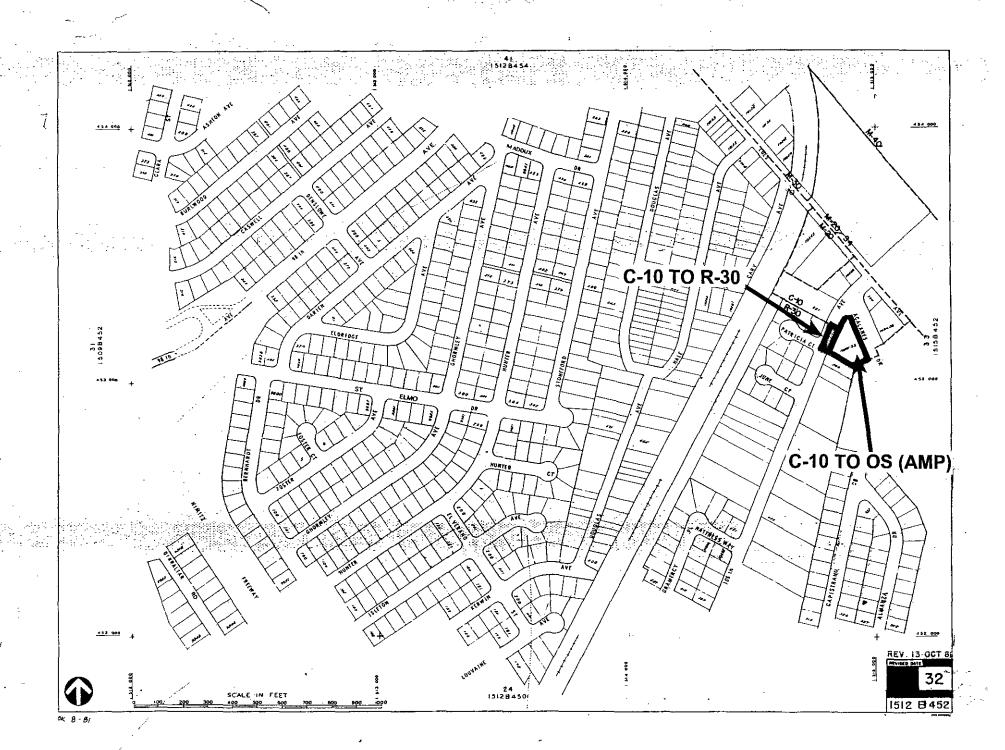
17.04.050: SPECIAL DEFINITIONS FOR PROJECTS IN THE OPEN SPACE (OS) ZONE

- A. Change in use. Any activity which is not already established in the particular park or open space, or the significant expansion of any existing use. Changes in the ongoing, regularly-scheduled recreational programs offered by the City of Oakland, Regional Park District, and similar agencies shall not be considered "changes in use" unless they involve permanent structural changes to parks or park facilities. Conditionally permitted changes in use are listed in Sections 17.11.060 and 17.11.090.
- B. Improvement. Any project which, if proposed by a private applicant, would require issuance of a building, grading, or demolition permit by the City of Oakland. Parking lots shall also be included. Routine building and grounds maintenance where there is no change in the size, height, or external appearance of structures or grounds; and routine landscaping and/ or landscape improvements, including irrigation systems, are not included. Conditionally permitted improvements are listed in Sections 17.11.060 and 17.11.090.
- C. Impervious Surface. Any surface through which water does not easily pass. Impervious surface specifically includes all structures; paving materials such as brick, concrete, asphalt, or stone; swimming pools; and patios and terraces. Impervious Surface does not include landscaping or furniture, play equipment, kiosks, or other individual articles used in conjunction with landscaping which individually do not cover more than ten (10) square feet and cumulatively do not cover more than one hundred (100) square feet.
- **D. Open Space of Comparable Value**. Land acquired or improved by the City that is approximately equal in its potential for recreational use to land elsewhere in the City proposed for coverage by a structure or impervious surface. For the purposes of this definition, comparable value shall be based on slope, total area, dimensions, vegetation, and proximity to water features.

- **E. Caretaker's Quarters.** A single living unit occupied on a weekly or longer basis on public parkland where the primary occupant of the residence is employed to maintain the grounds and facilities of the associated park.
- **F. Street Furniture**. Furnishings used to enhance the aesthetic and functional value of a park or open space, including benches, tables, planter boxes, flagpoles, water fountains, decorative trash bins, ornamental fixtures, and similar features. Map boards and kiosks are excluded. For zoning purposes, street furniture is classified into projects whose individual components sum to more than 100 square feet and those whose components sum to less than 100 square feet.
- **G. No net loss.** A state in which the square footage of useable parkland added to the City's park inventory since (insert adoption date) is equal to or greater than the square footage of urban parkland covered by structures since that date. Lands within the jurisdiction of the Port of Oakland and lands classified as "Resource Conservation Areas" are excluded from this calculation. Structures smaller than 100 square feet shall also be exempt from this calculation.
- H. **Urban parkland**. Any parkland in the City of Oakland that is not designated a "Resource Conservation Area," excluding those lands within the jurisdiction of the Port of Oakland.







G. All activities not classified elsewhere in the use regulations that are conducted on City and regional parklands and which are specifically referenced in master plans which are adopted by the Oakland City Council.

Amendment to 17.10.170 (list of Community Assembly Civic Activities):

- F. Basketball courts, tennis courts, handball courts, lawn bowling, and similar outdoor park and recreational facilities
- G. Public, parochial, and private non-profit gymnasiums
- H. Community swimming and wading pools, and other water play features
- I. Picnic areas

Amendment to 17.10.190 (list of Non-Assembly Cultural Civic Activities):

B. Public, parochial, and private nonprofit libraries, conservatories, and observatories.

Amendment to 17.10.240 (list of Extensive Impact Civic Activities):

- H. Golf courses and driving ranges.
- S. Zoological gardens and wildlife preserves
- V. Campgrounds
- W. Stormwater detention ponds and facilities
- Amendment to 17.102.120 (removal of dirt and minerals):

Add OS to the list of zones referenced in the heading and the first sentence.

- Amendment to 17.104.010 (General limitations on signs):
 - Change to "General Limitations on Signs in Residential and OS Zones," and change the first sentence accordingly to reference the "OS" zone.
- Amendment to 17.108.020(A): (Different maximum height in certain situations)
 Add "OS" to the list of zones in which this provision applies.
- Amendment to 17.110.020: (Buffering regulations)

Add "OS" to the list of zones in which these buffering requirements apply.

- Amendment to 17.116.270: (Screening and setback of parking/ loading)
 Add "OS" to heading (A) and to the first sentence
- Amendment to 17.116.280 (Control of artificial illumination of parking/loading)
 Add "OS" to the first sentence

- Amendment to 17.134.020(A): (Definition of major/ minor conditional use permit)

 Add the following item to the list of projects requiring a major conditional use permit:
 - 24. Any project listed as requiring a major conditional use permit in Sections 17.11.050 and 17.11.070 of this Ordinance.

Amendment to 17.134.030 (Conditional Use Permit Application)

In all zones except the S-14, An application for a conditional use permit shall be made by the owner of the affected property, or his/her authorized agent, on a form prescribed by the City Planning Department and shall be filed with such Department. In the S-14 Zone, the application shall be on a form prescribed by the Planning Official and shall be filed with the Planning Official. The application shall be accompanied by such information including, but not limited to, site and building plans, drawings and elevations, and operational data, as may be required to enable the pertinent criteria to be applied to the proposal, and by the fee prescribed in the FEE SCHEDULE at Chapter 17.150. In the OS Zone, the application shall also include the most recent open space balance calculated pursuant to the NO NET LOSS Provisions at Section 17.135.060, and any additional information deemed necessary by the City Planning Department.

Amendment to 17.134.040(A)(1) and (B)(1): (Procedure for CUP consideration)

Add OS Zone to the list of zones in which these provisions do not apply.

Add subsection (6) to A. and (5) to B. indicating:

In the OS Zone. Applications for conditional use permits in the OS Zone shall be subject to the SPECIAL USE PERMIT REVIEW PROCEDURE FOR THE OS ZONE established in Chapter 17.135.

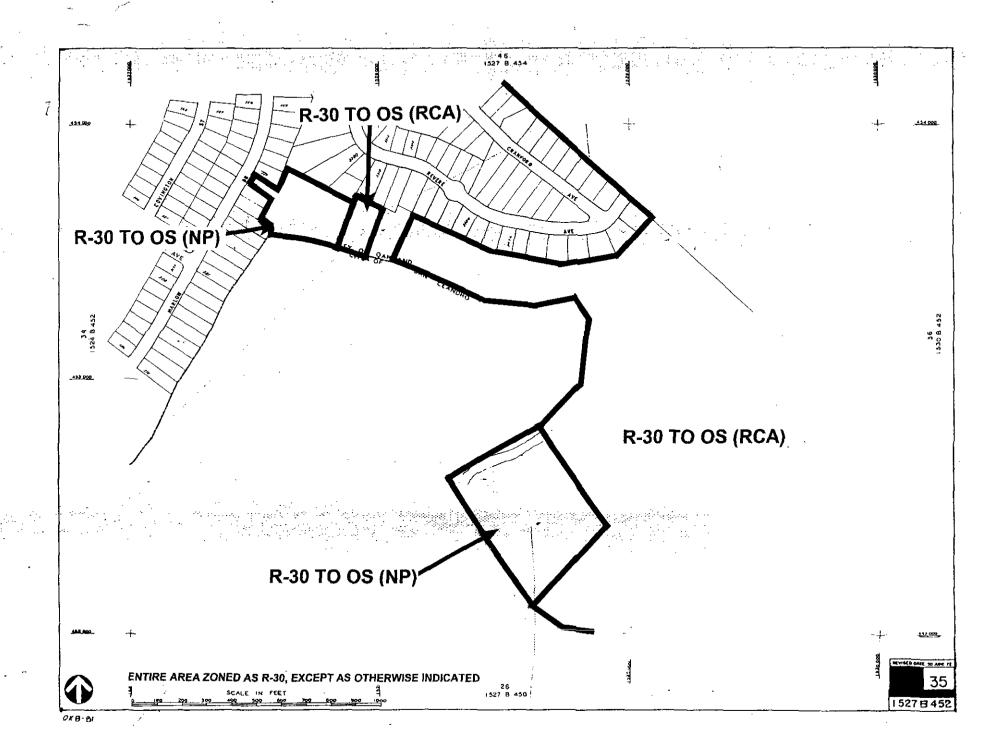
Amendment to 17.144.030: (Initiation of rezoning)

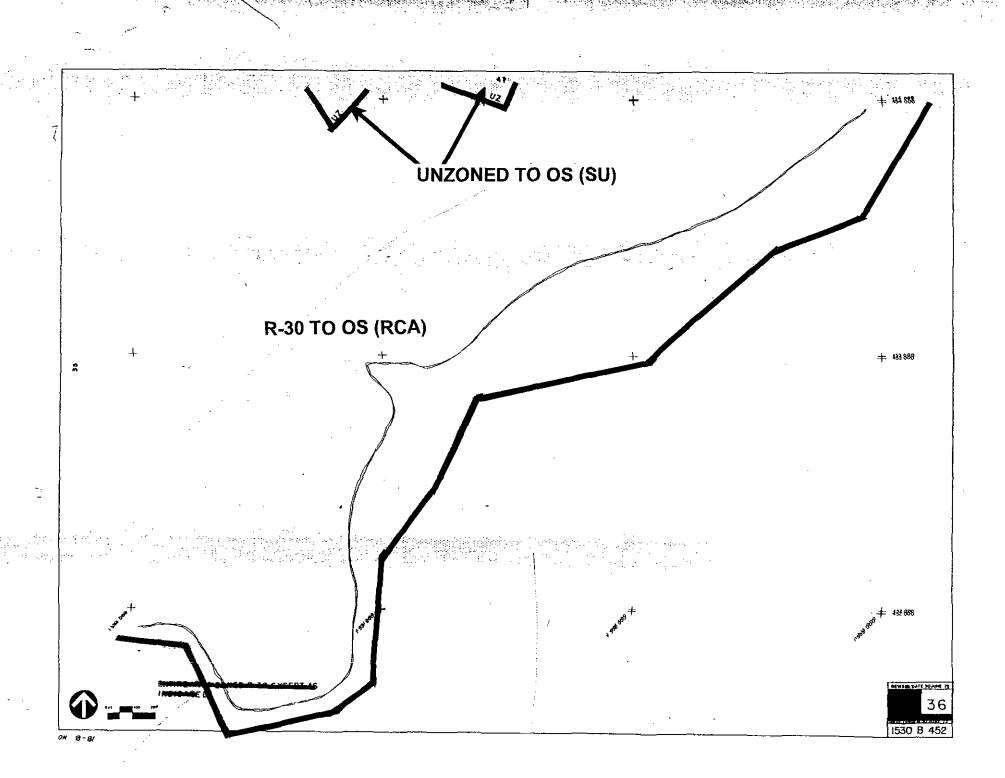
D. Parks and Recreation Advisory Commission (PRAC) Initiation. The PRAC may initiate action to rezone property to or from the OS Zone or to establish, amend, or delete the park category designation of any site. Such initiation shall be for the purpose of reviewing the merits of the proposal and shall not imply advocacy by the PRAC for the rezoning or other change.

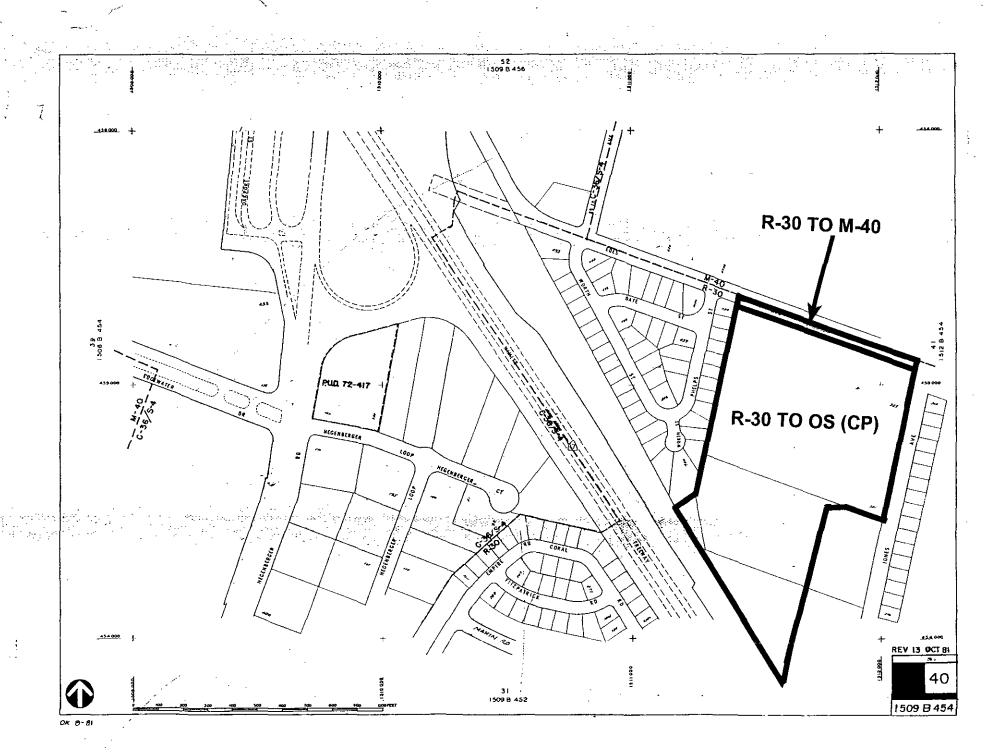
Additional New Sections

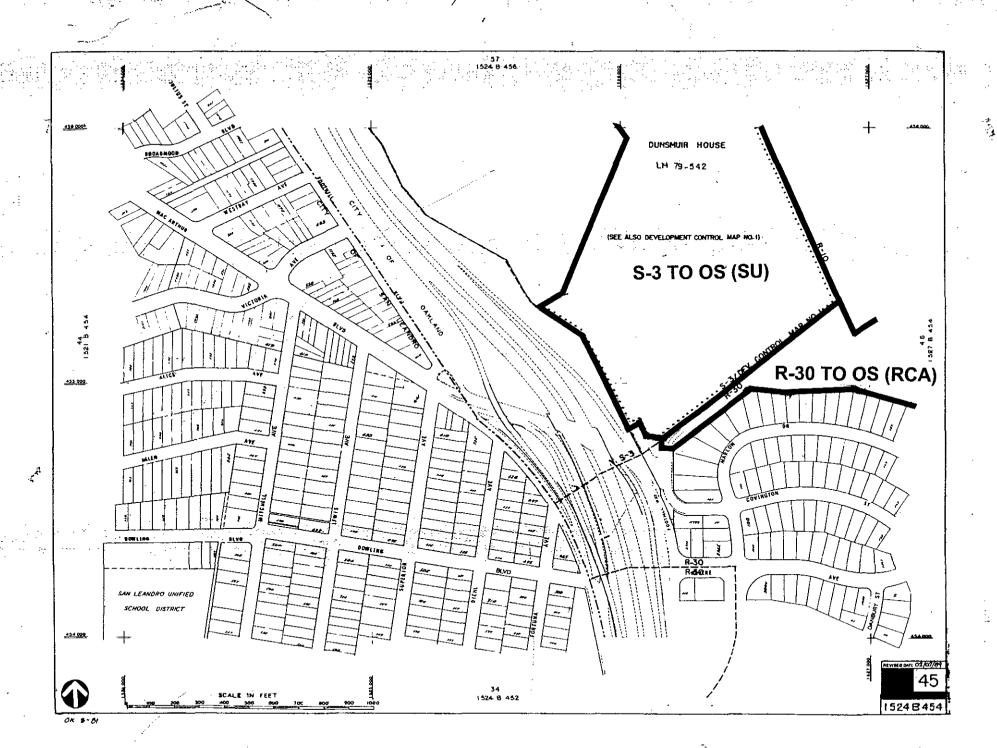
17.144.055: REVIEW BY PARKS AND RECREATION ADVISORY COMMISSION IN CERTAIN CASES

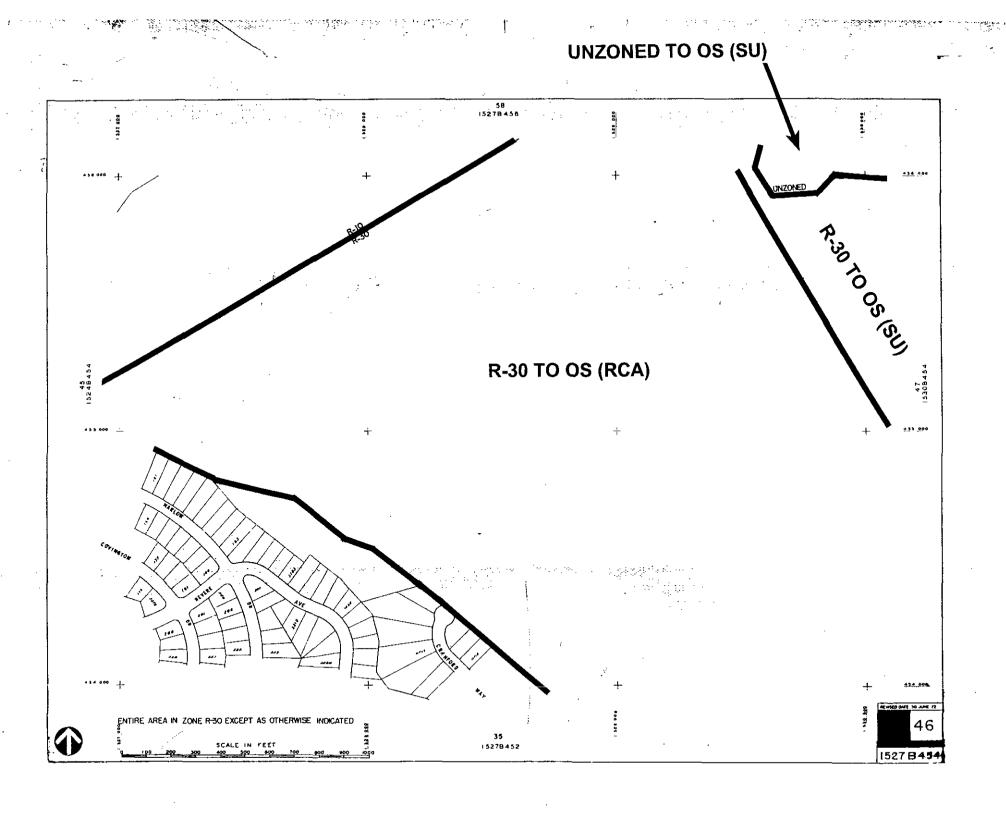
Whenever an application or proposal, other than one initiated by the Parks and Recreation Advisory Commission (PRAC), is made to rezone property to or from the OS Zone or to establish, amend, or delete a park category designation, the City Planning Department shall promptly refer the application or proposal to the PRAC for its recommendations. The City Planning Commission shall not act on the proposal until it has heard

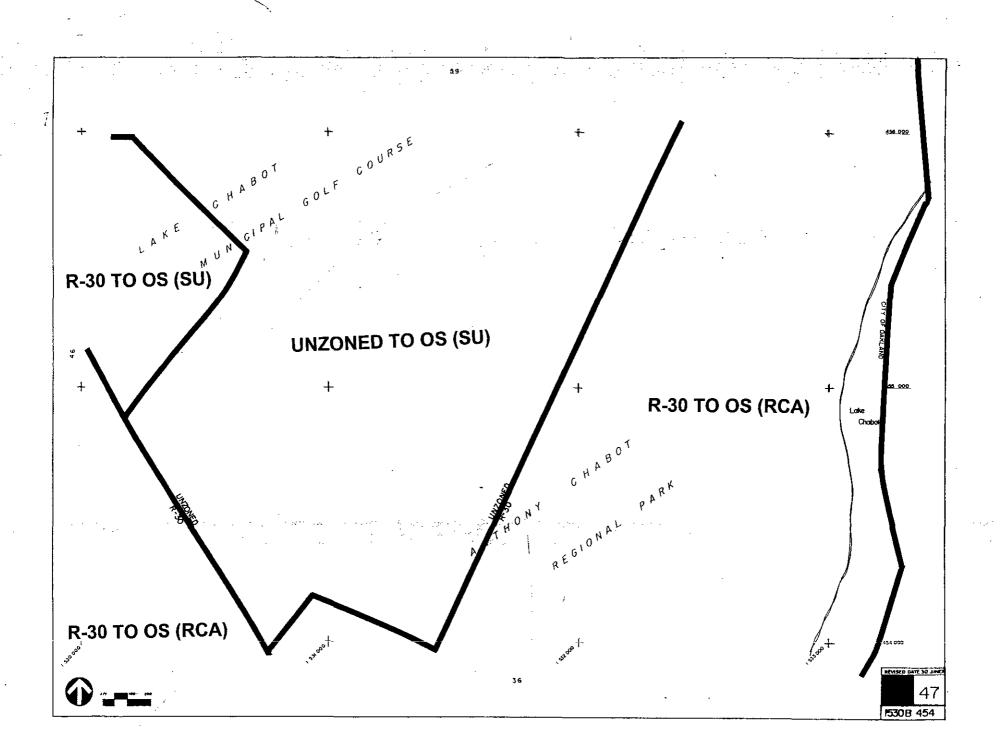


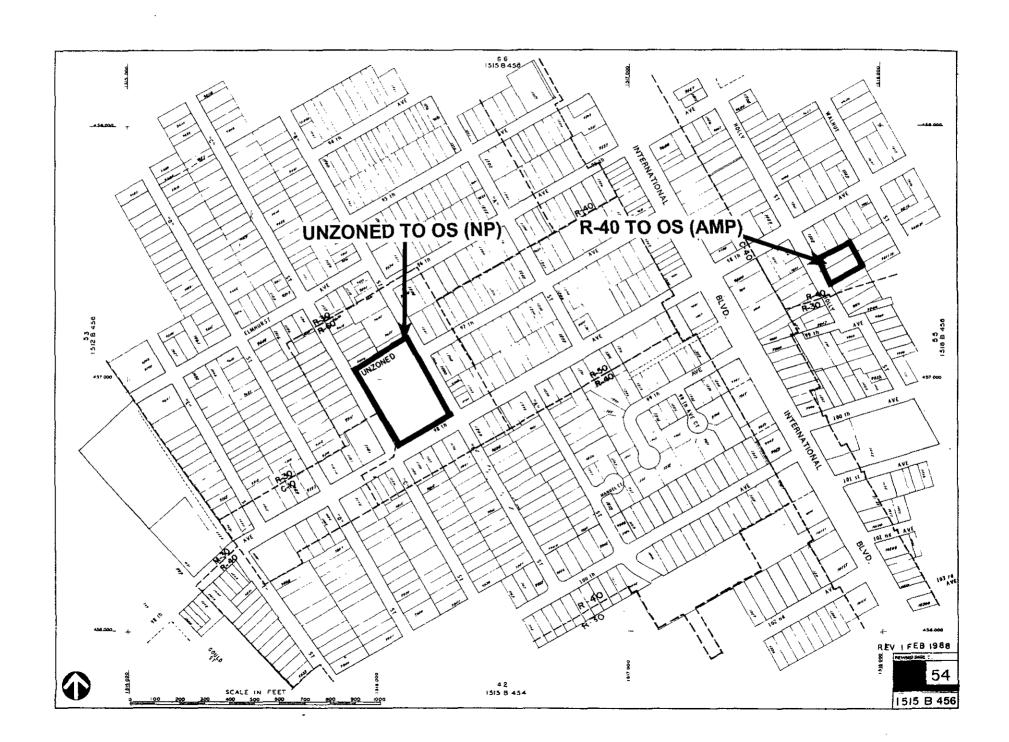


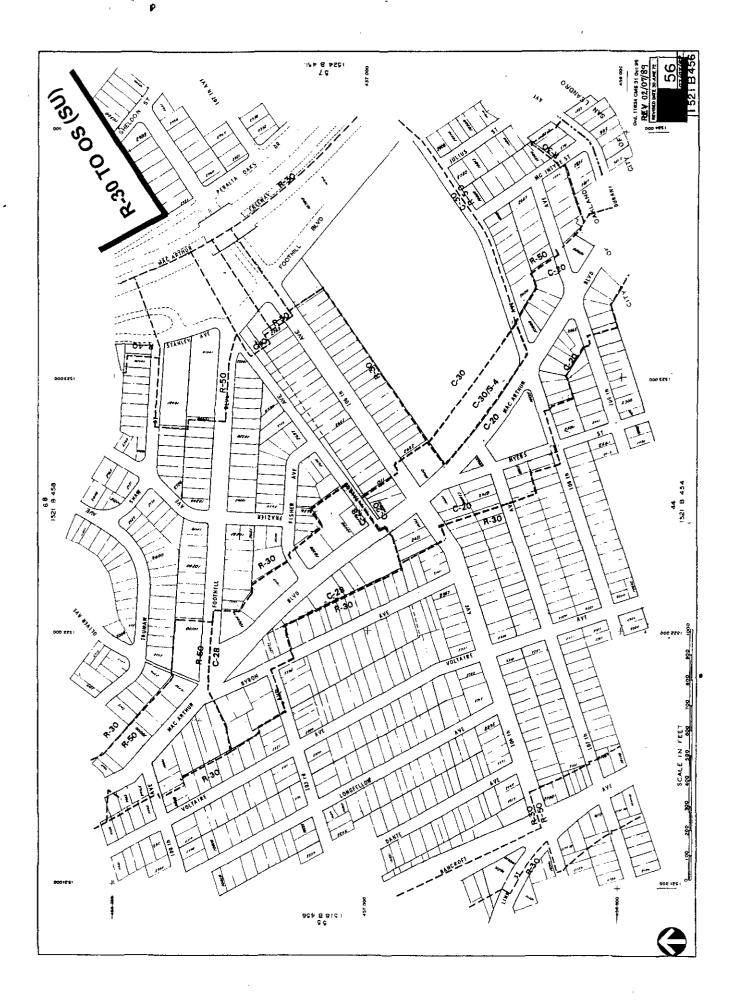


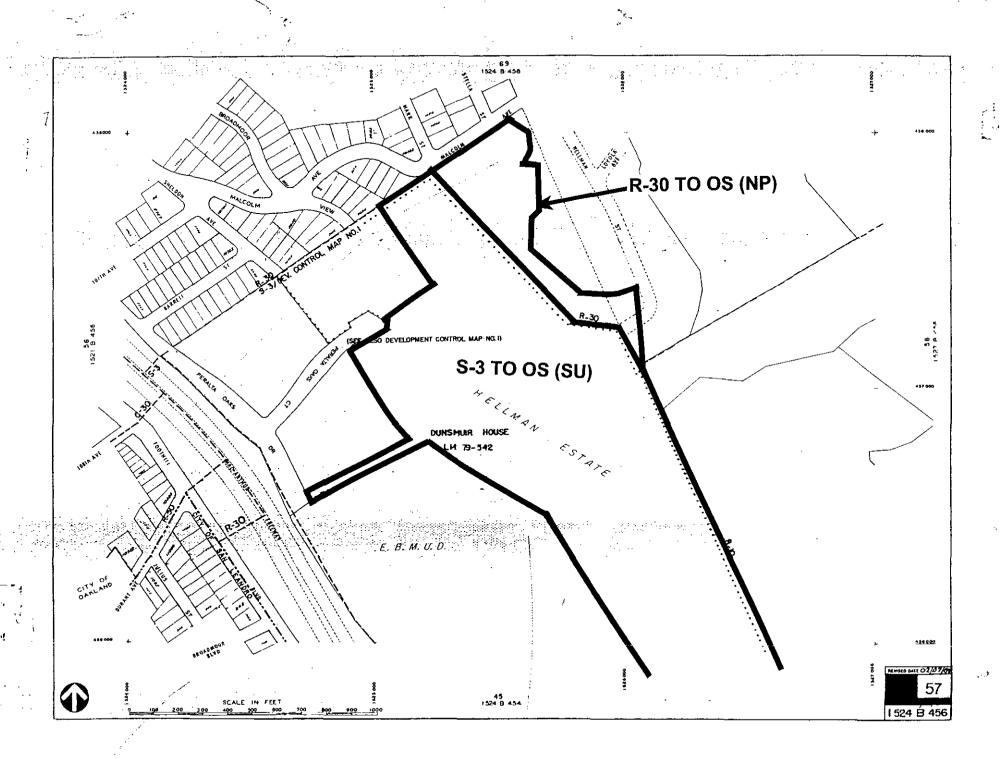


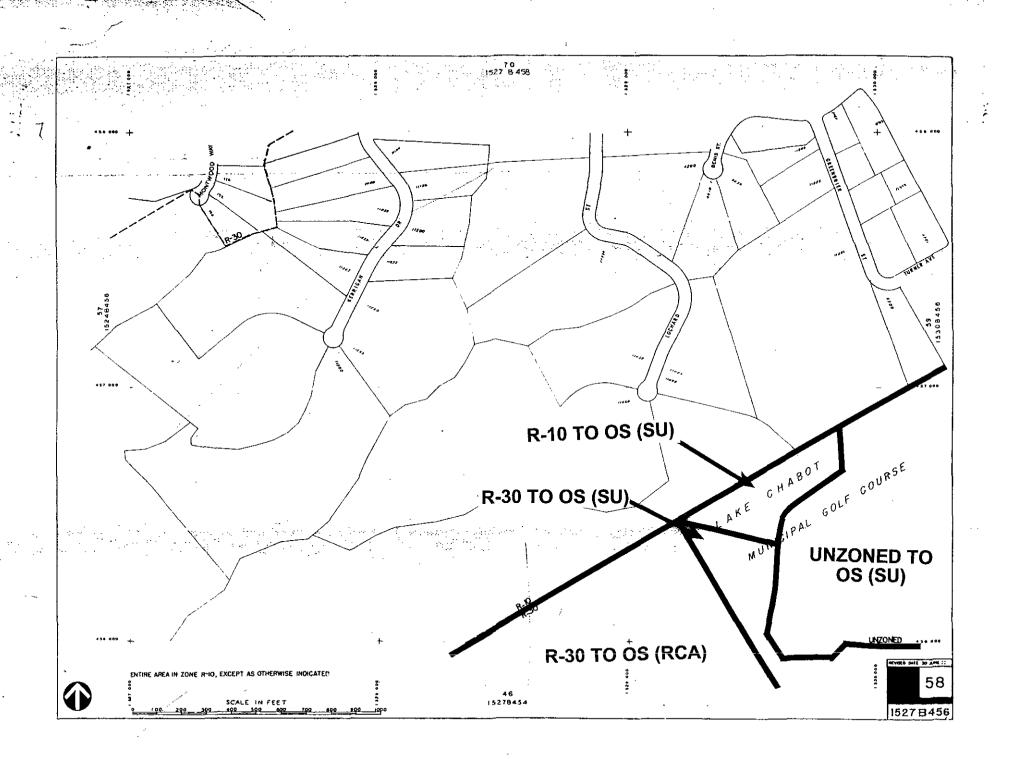


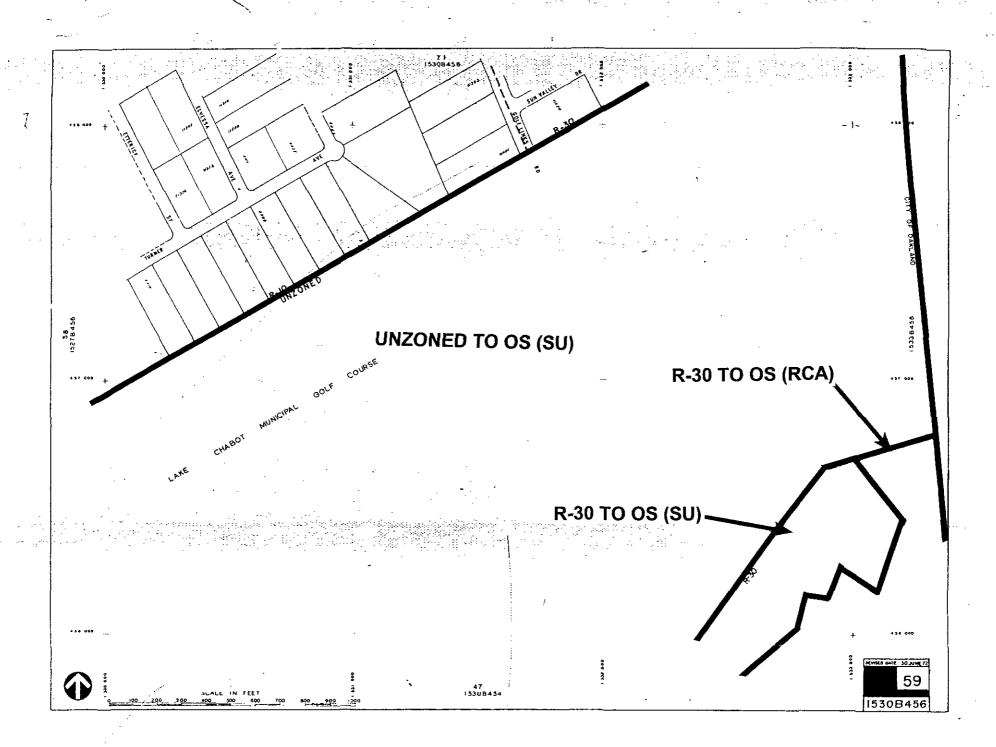


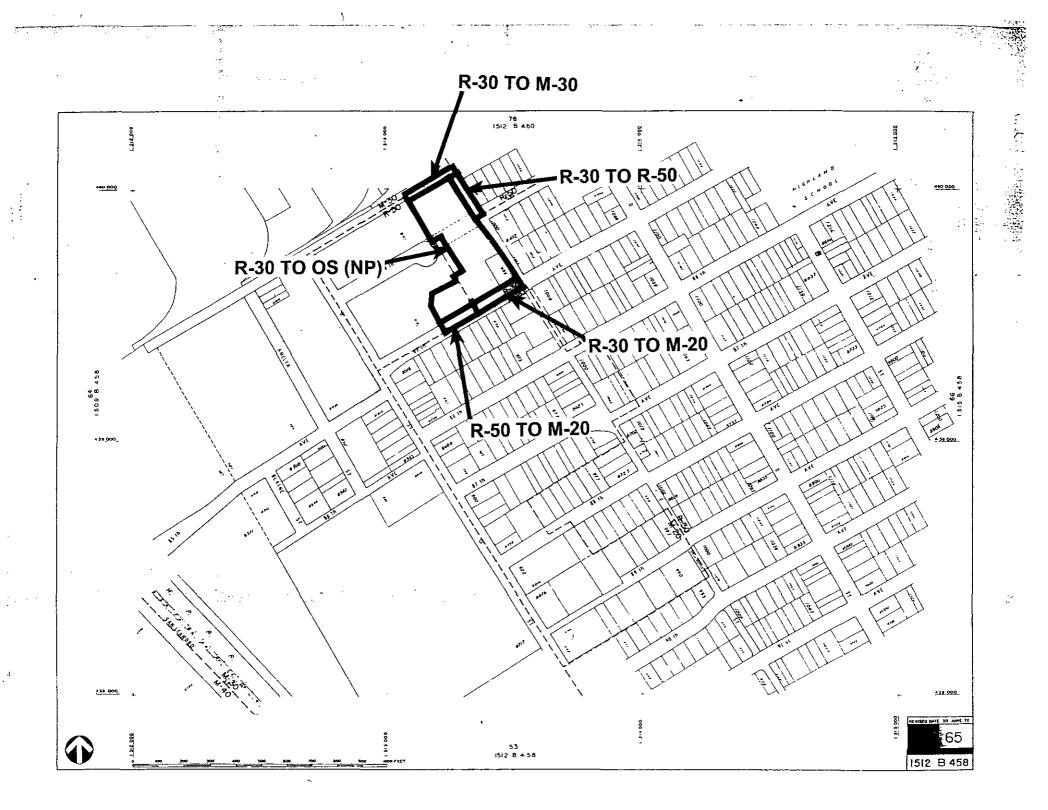


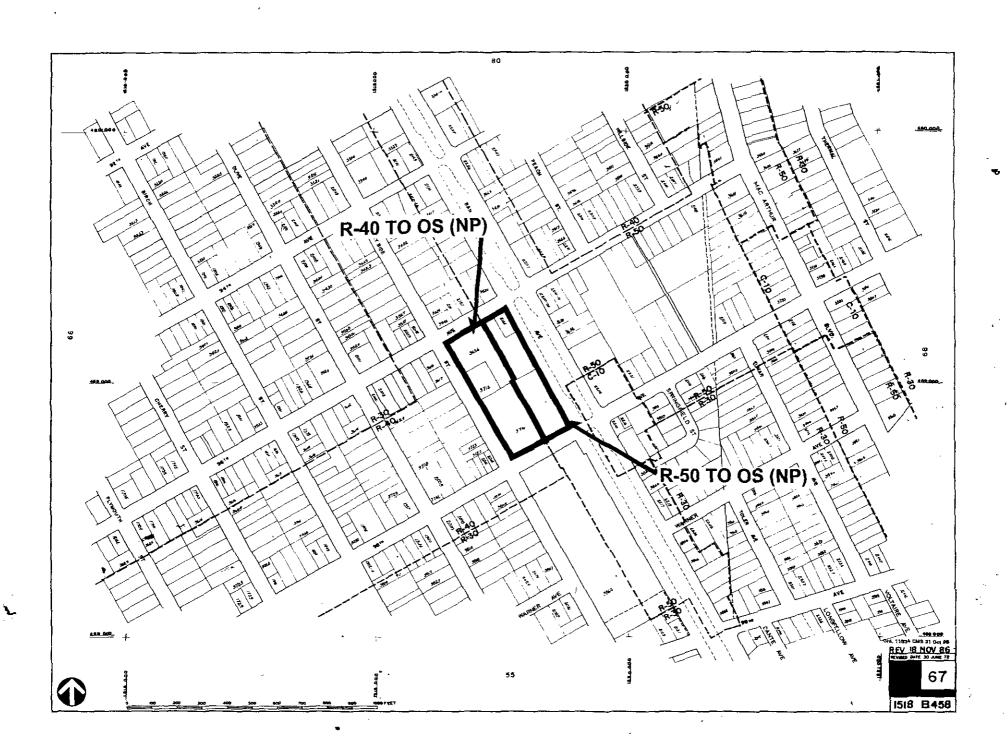


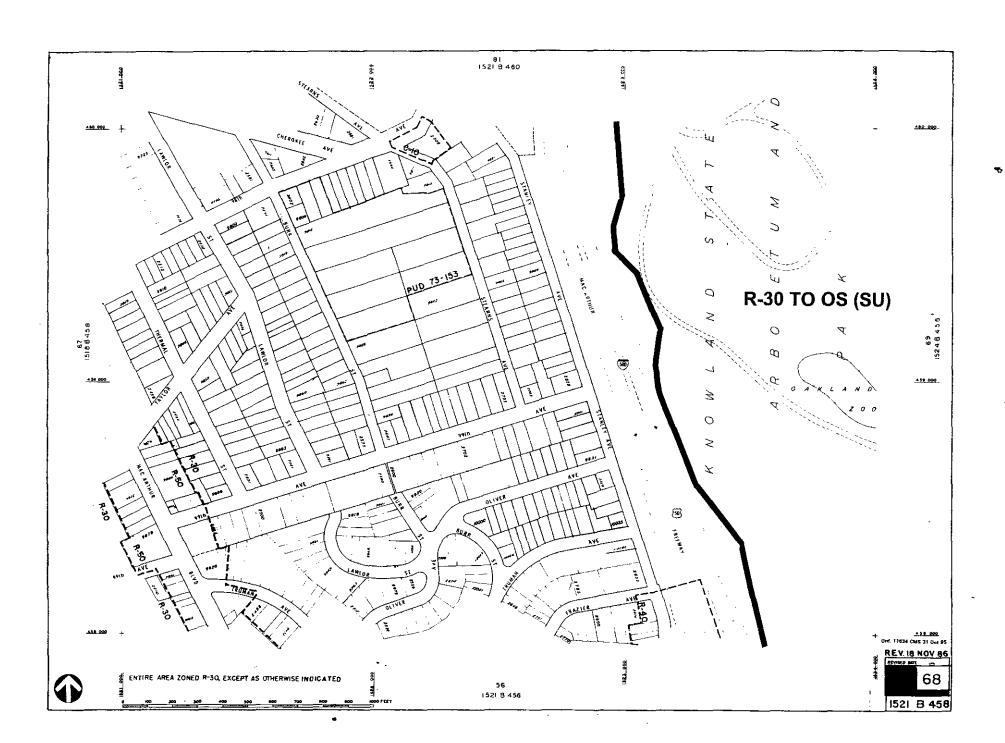




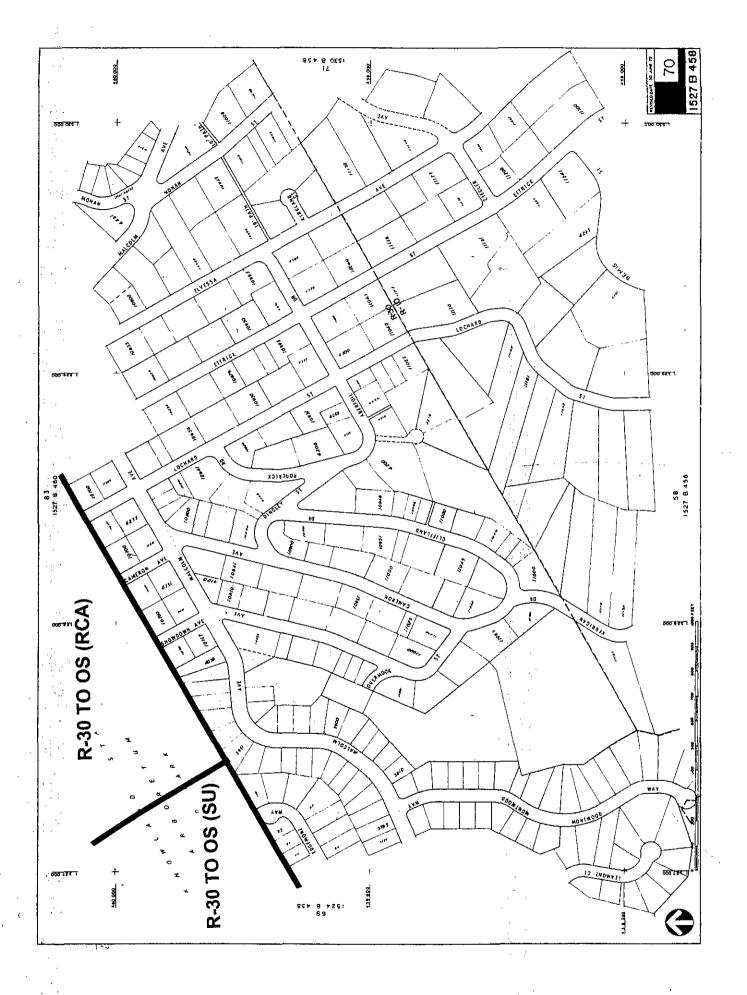


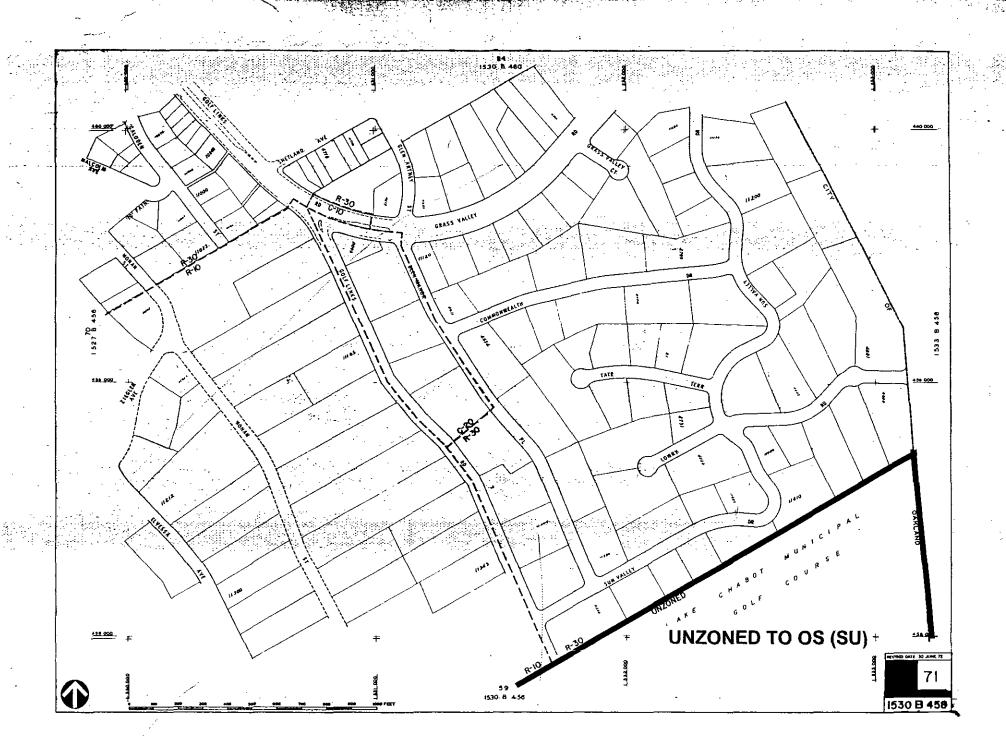


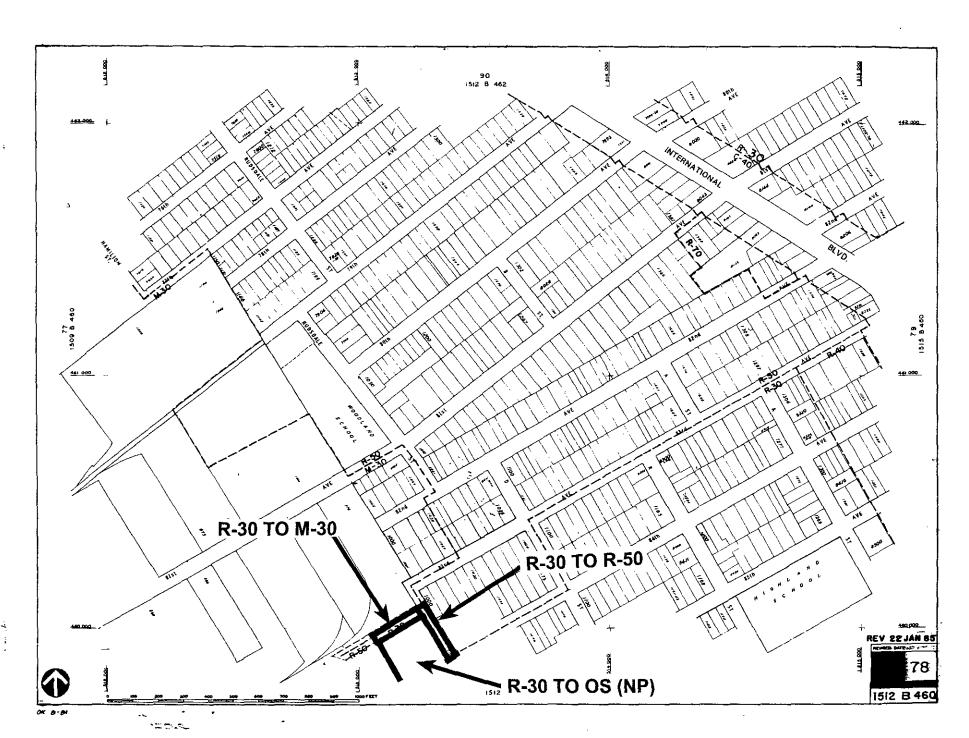


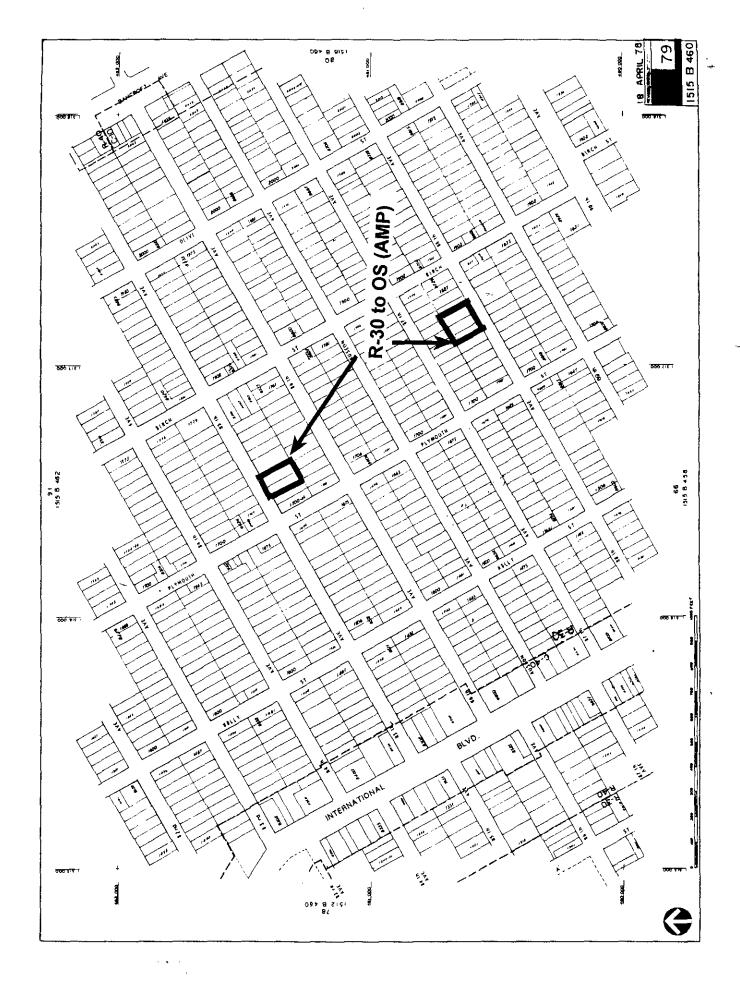


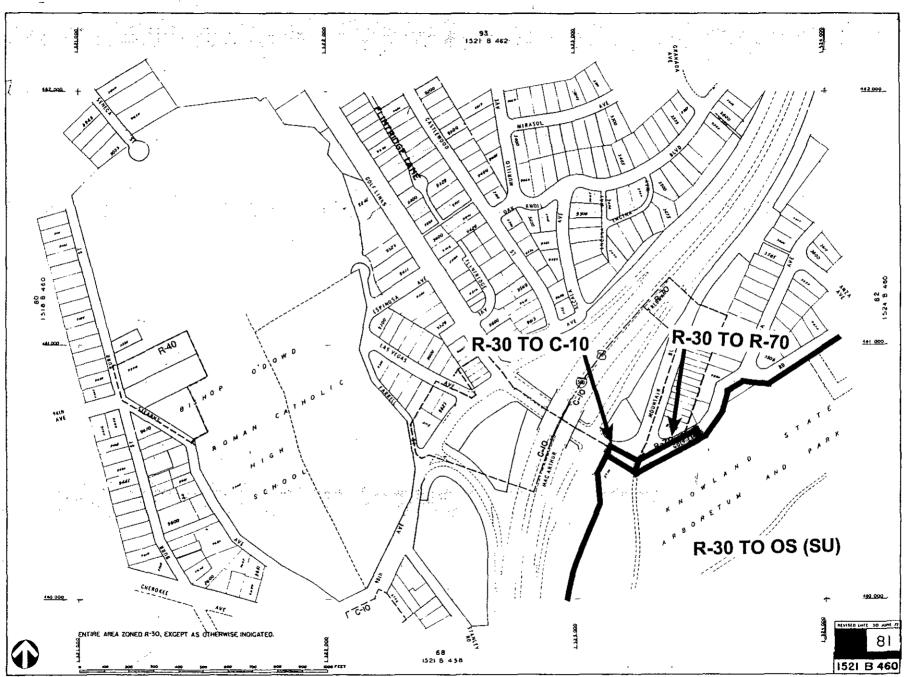
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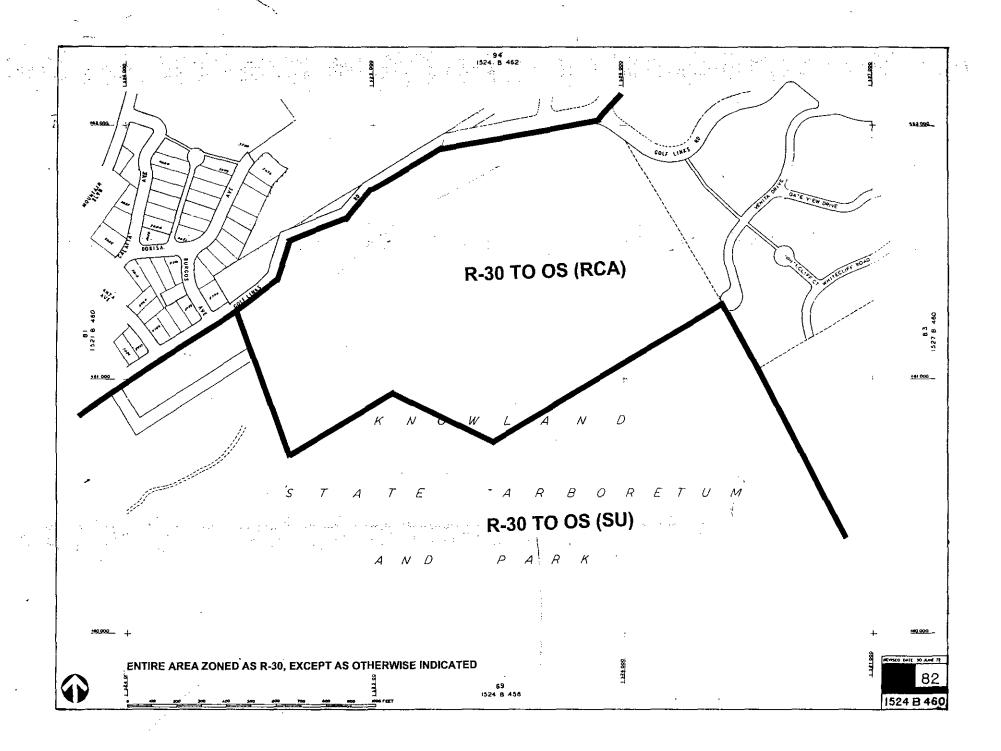


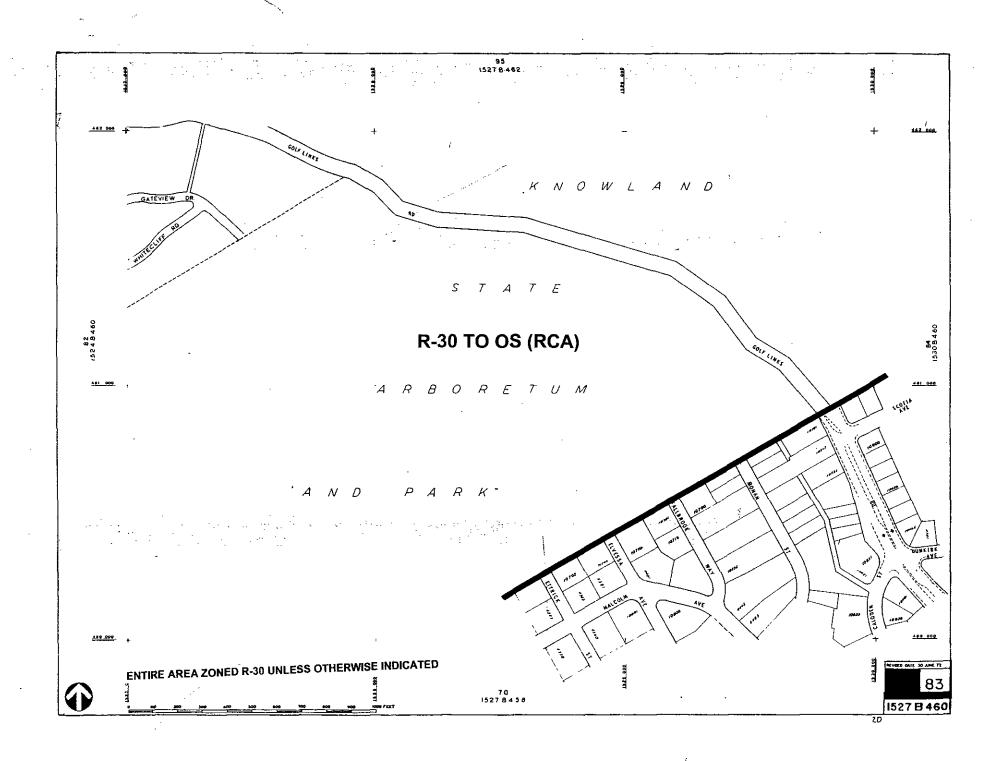


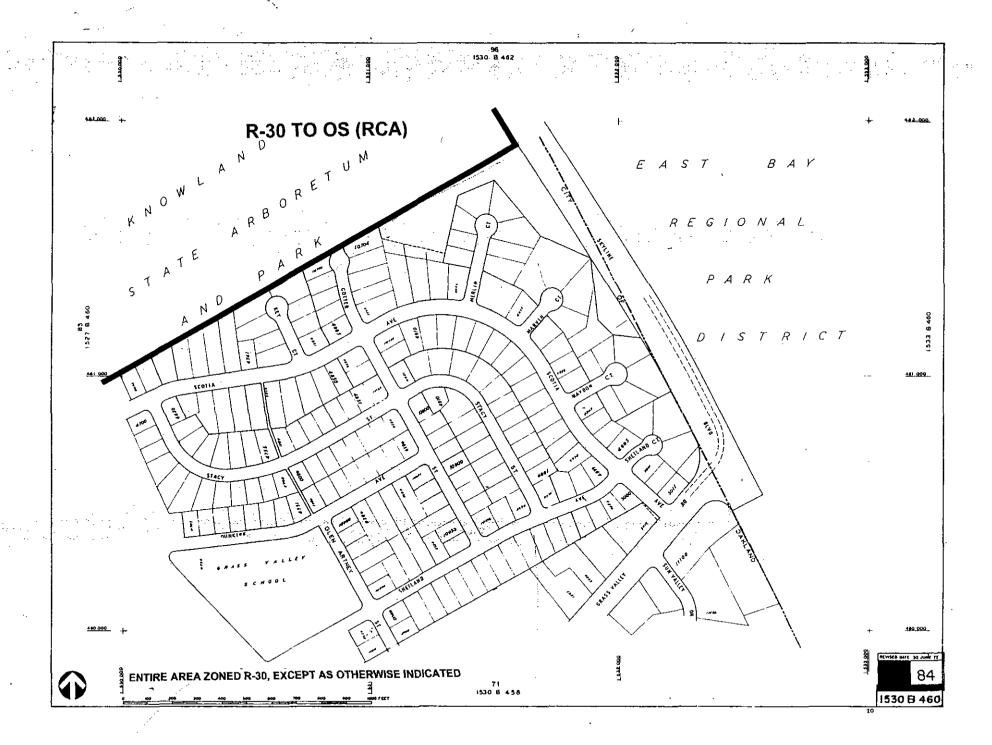


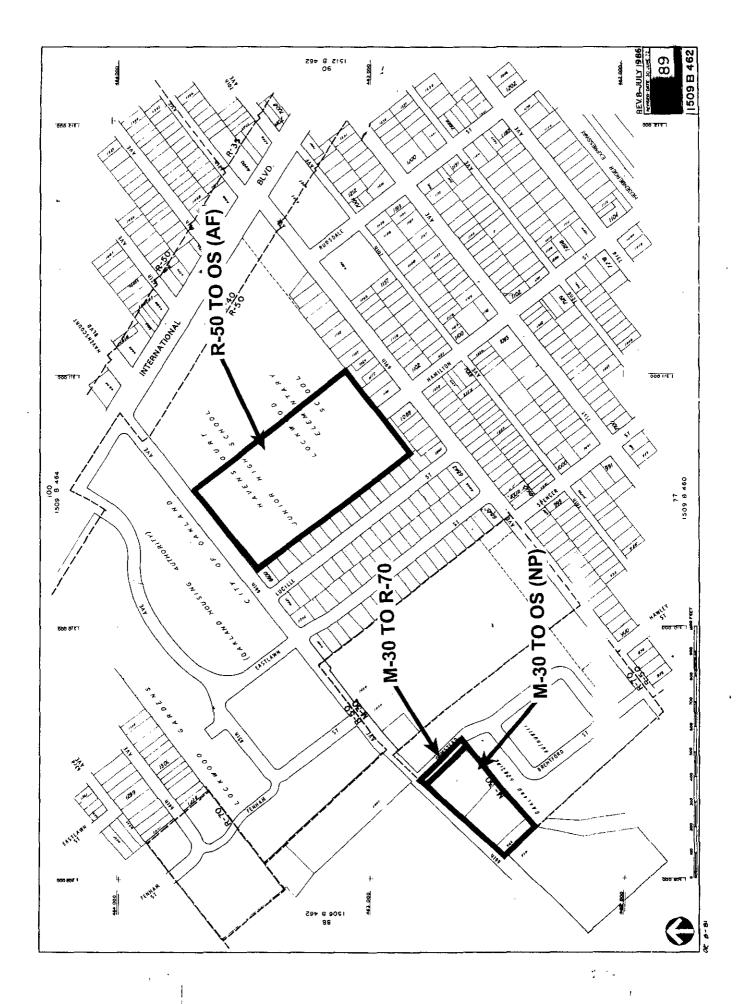


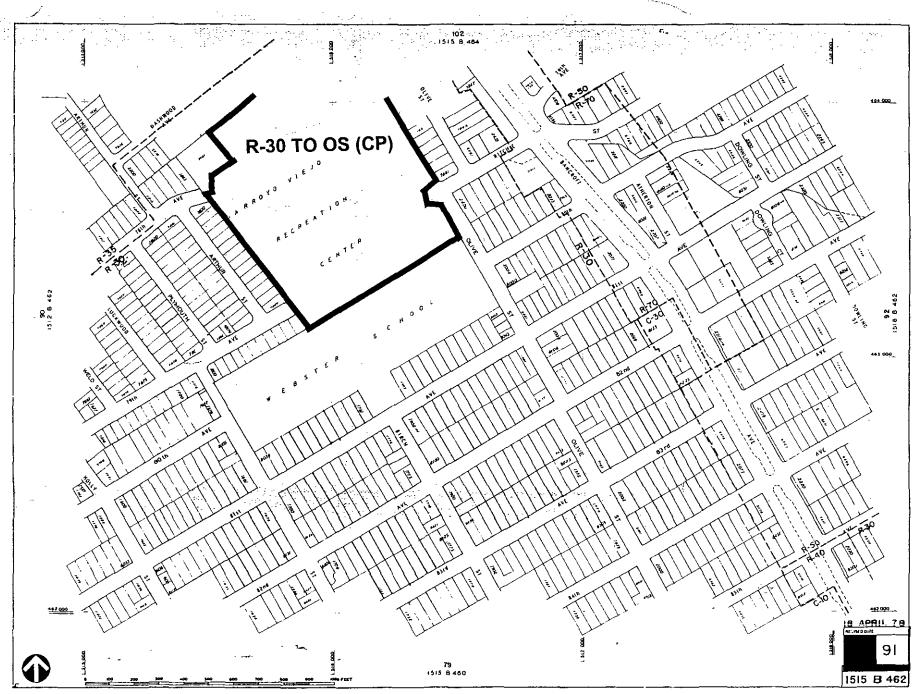


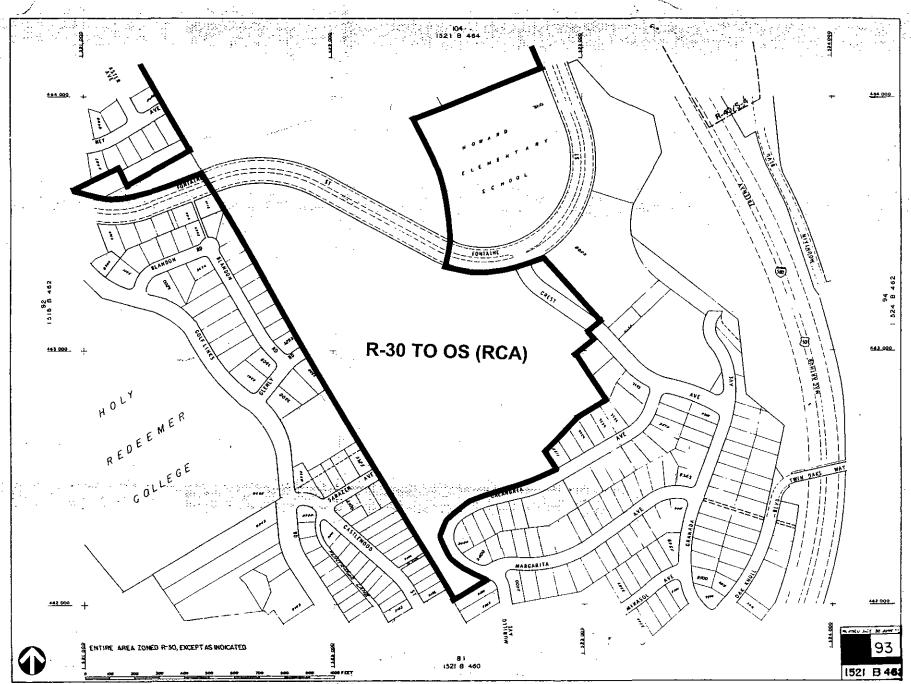




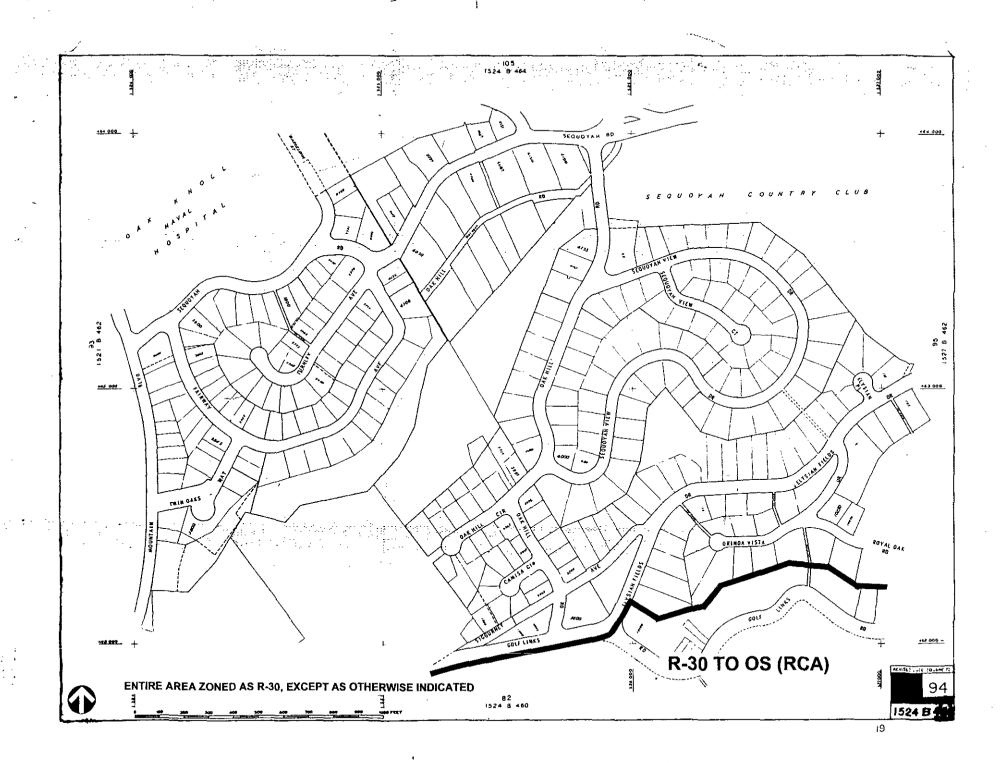


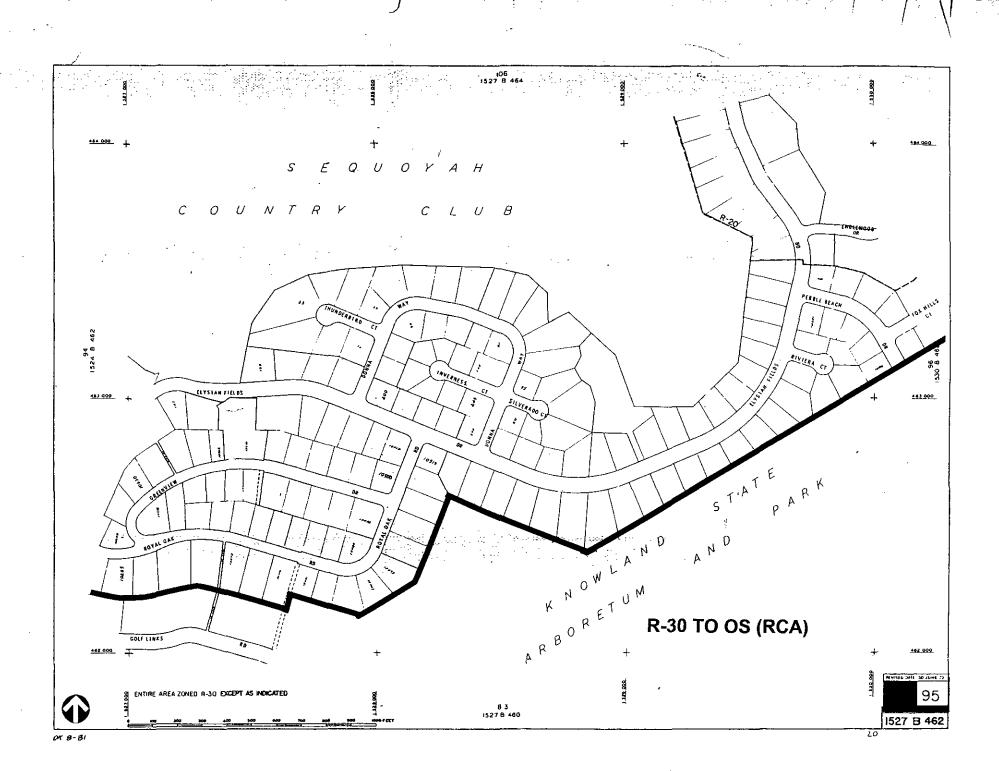


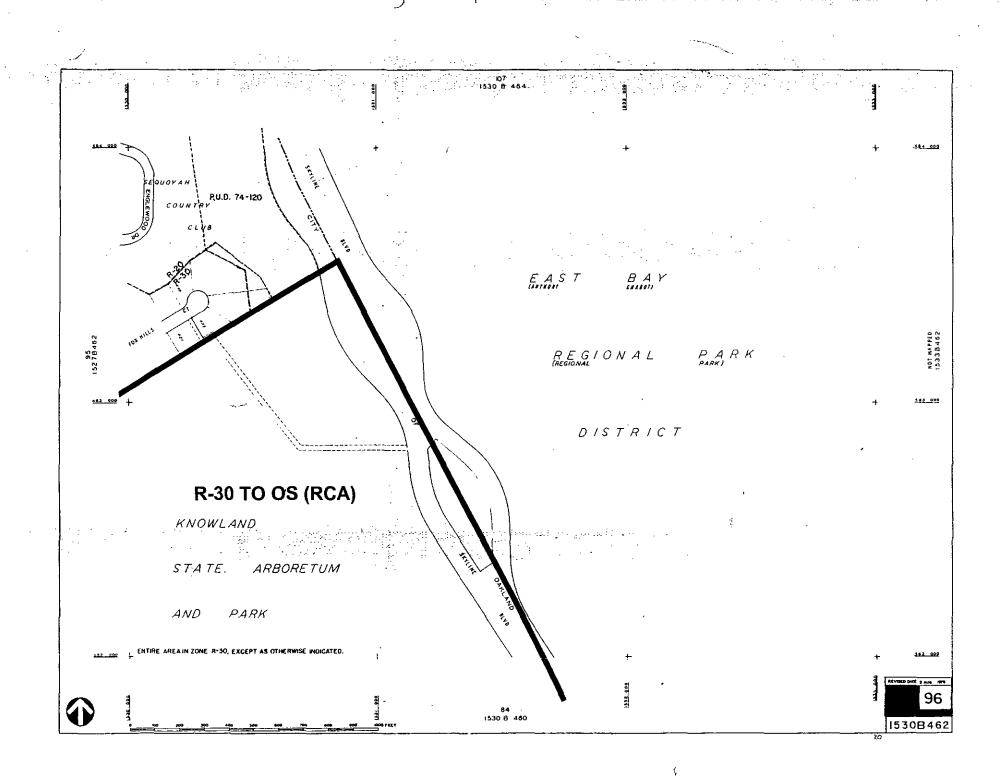


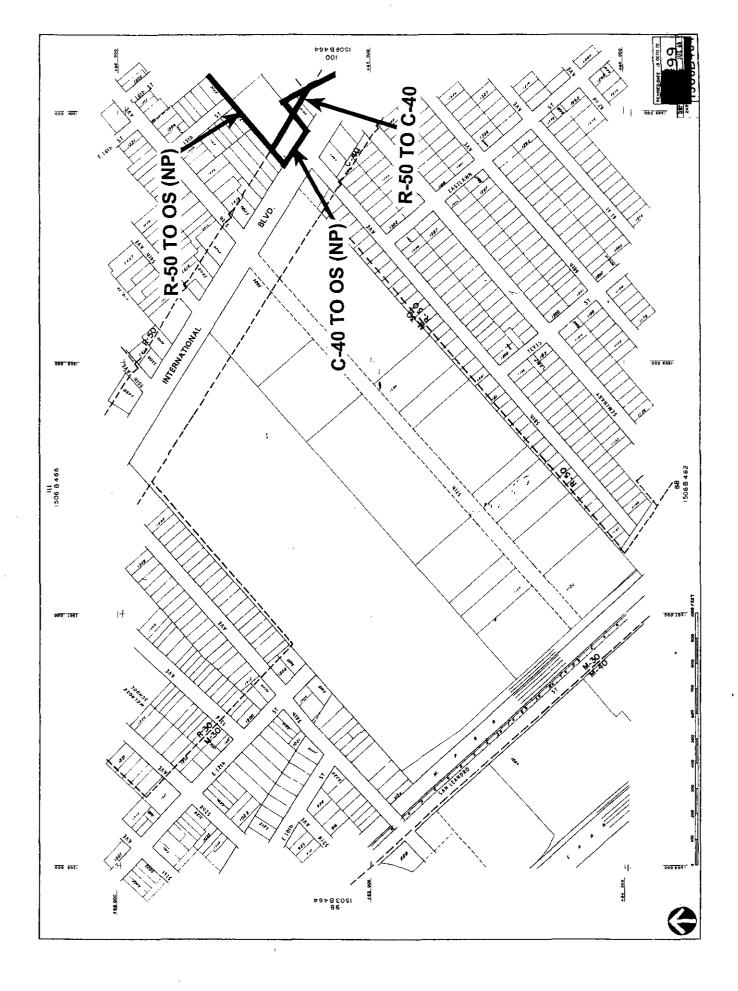


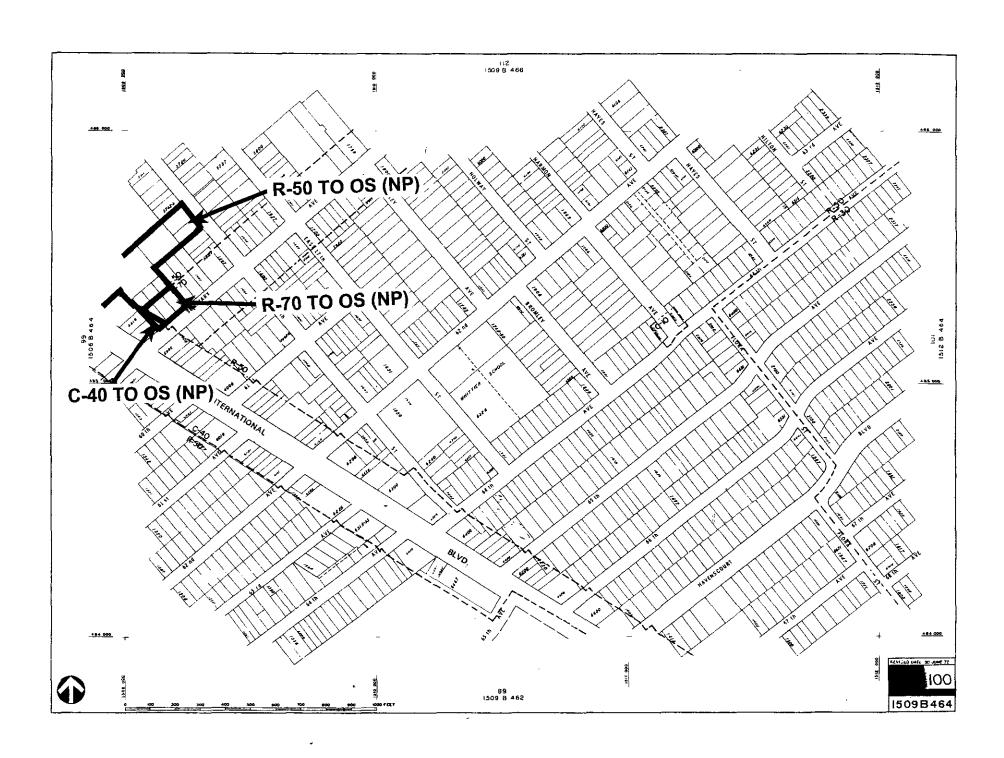
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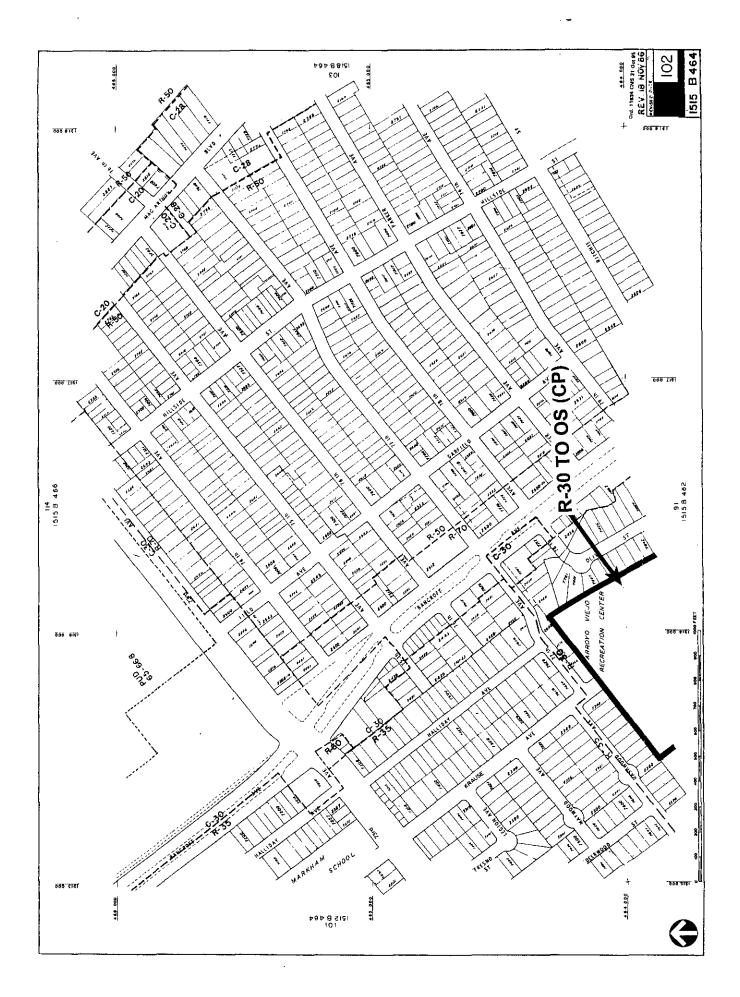


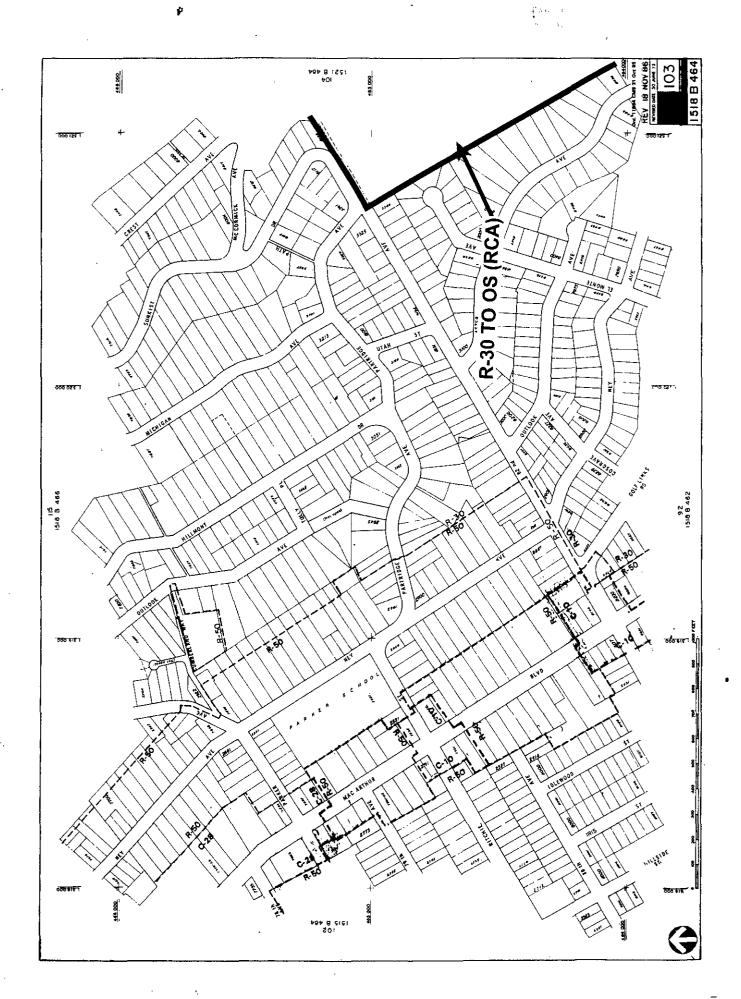




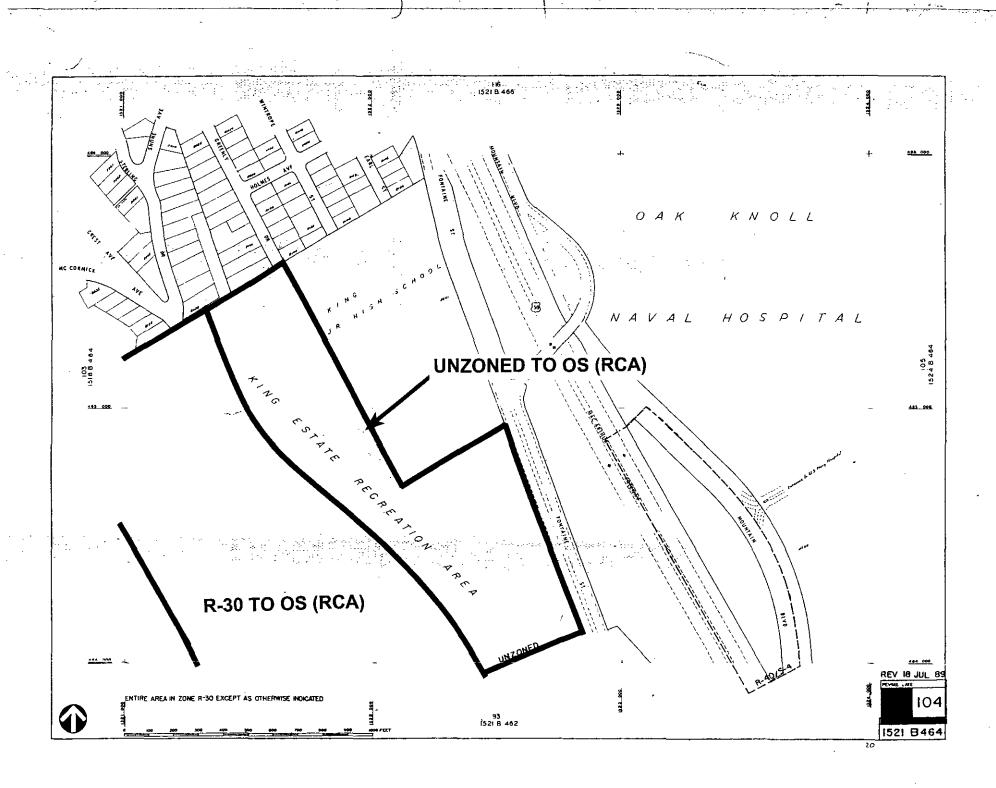


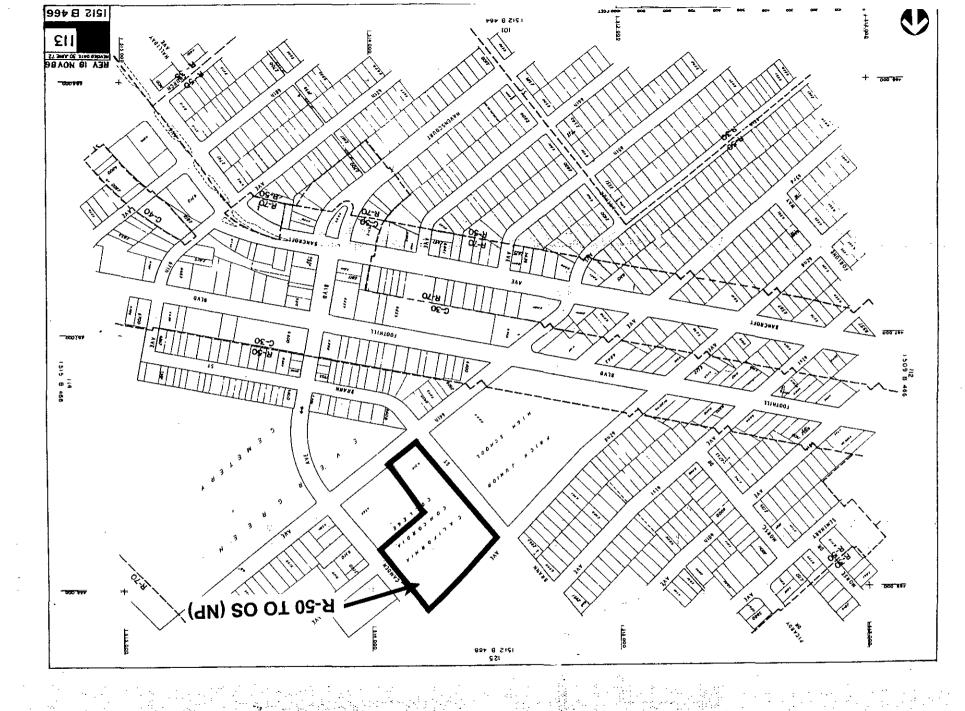


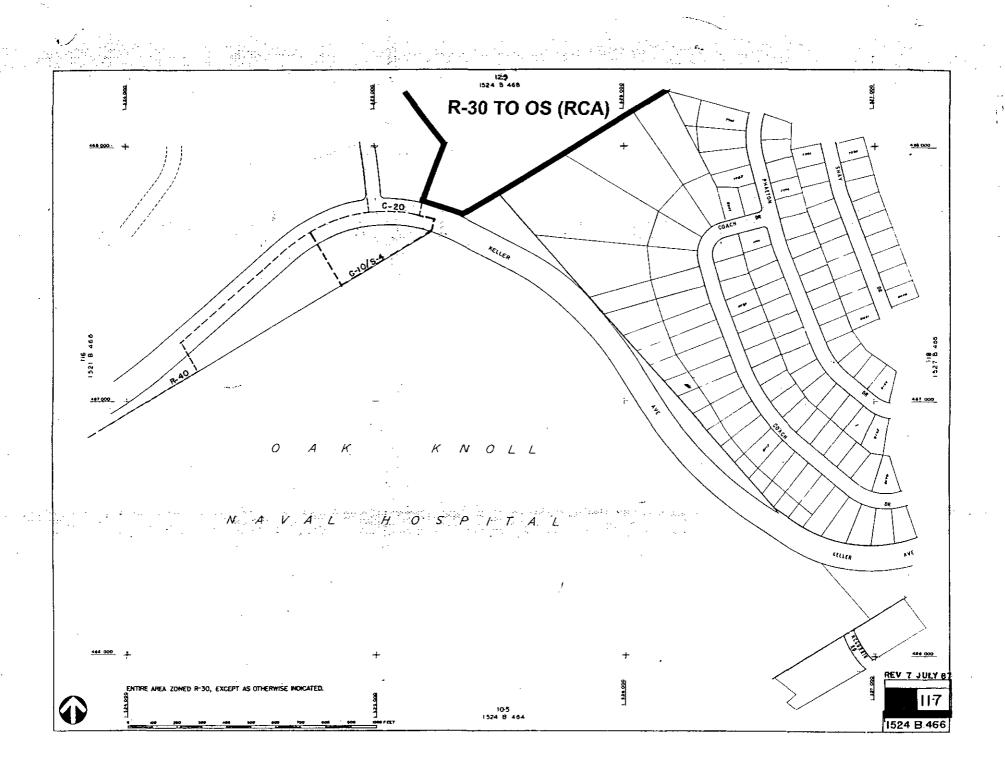


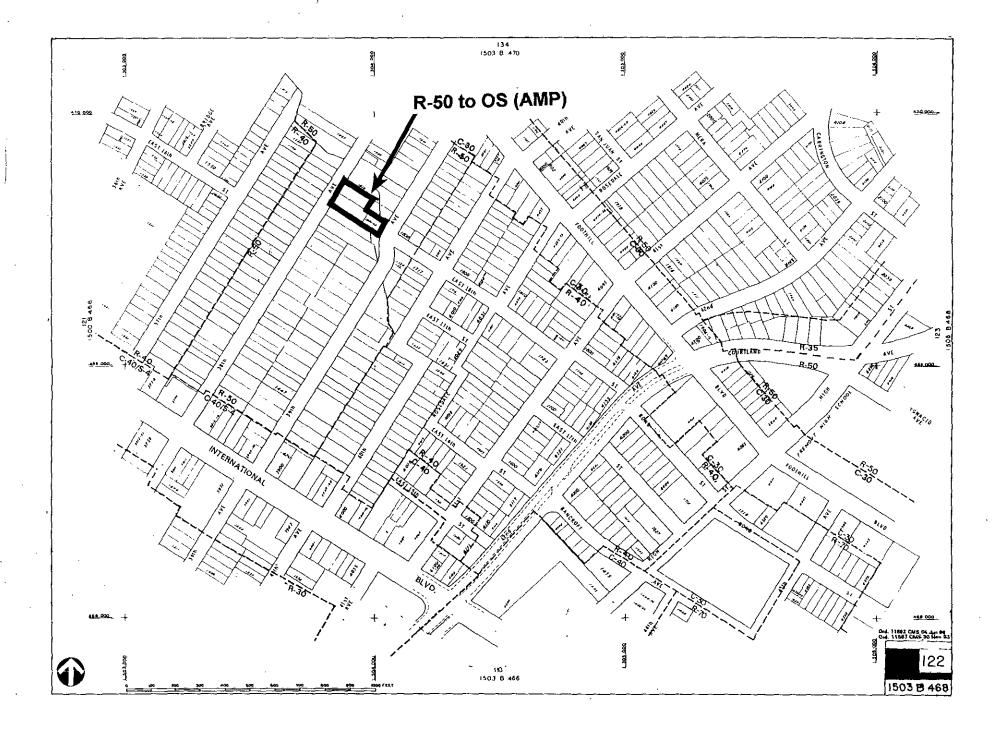


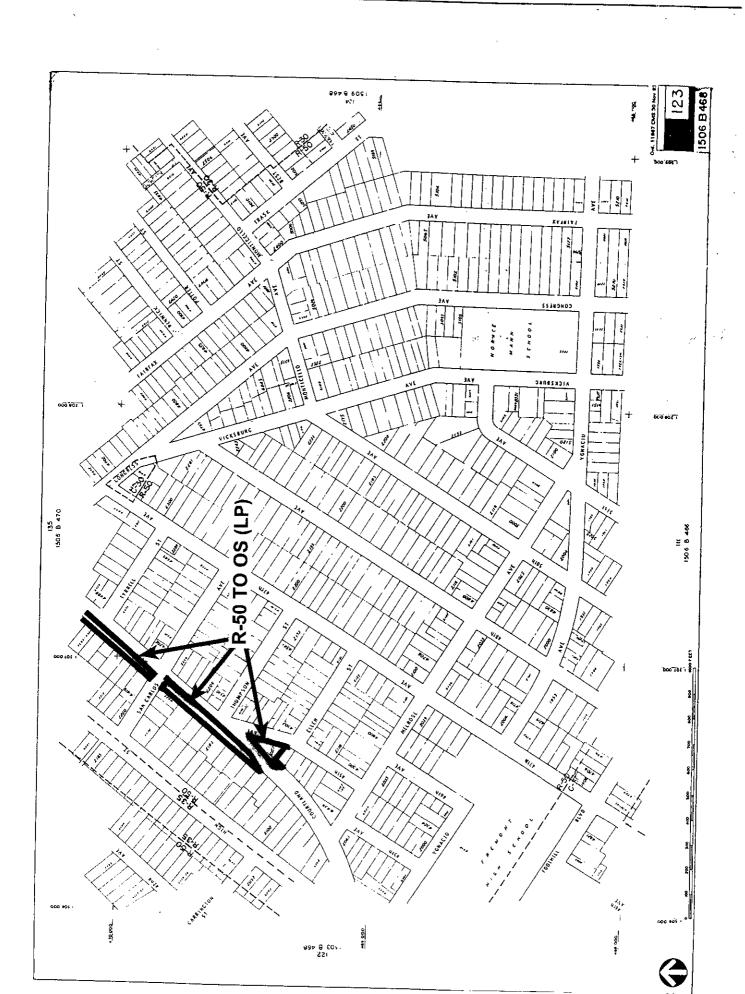
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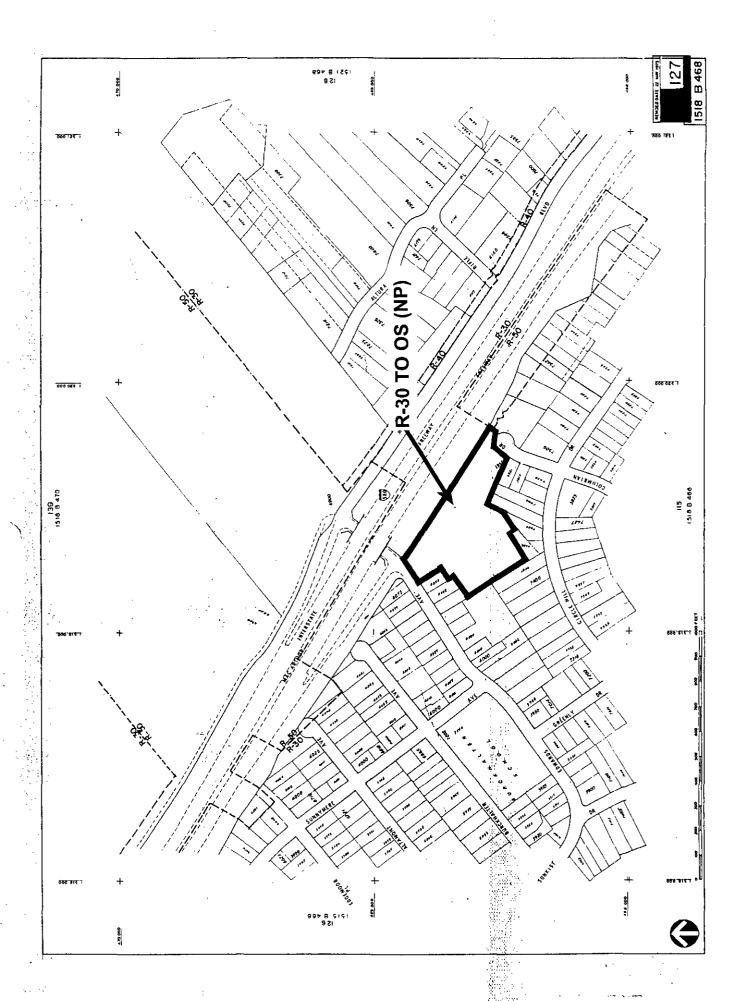


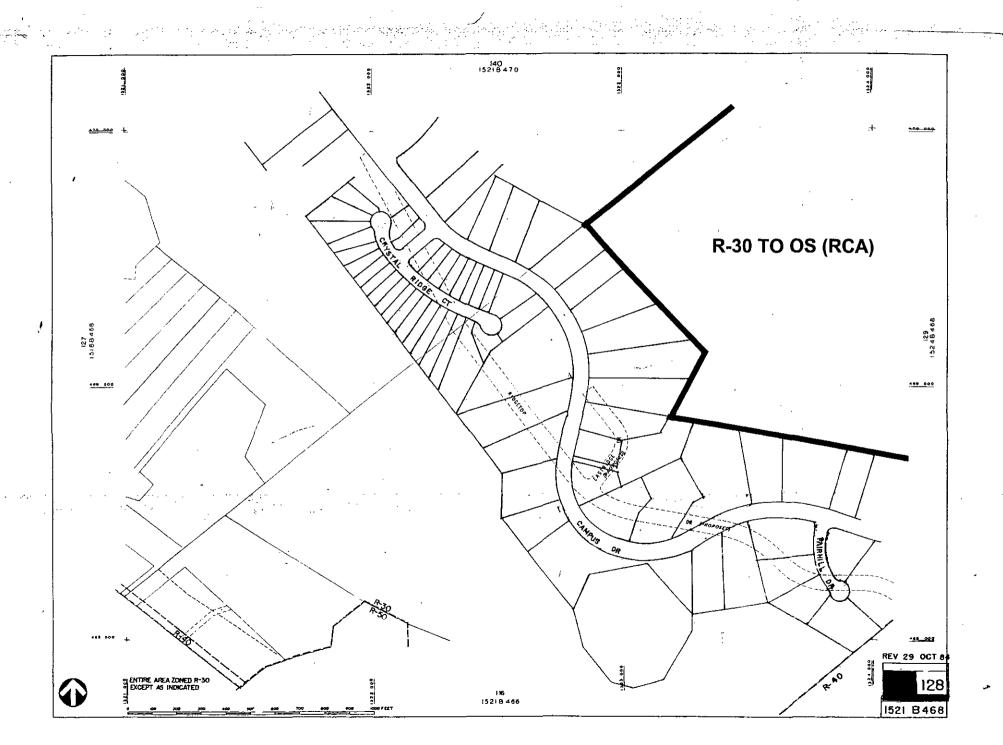


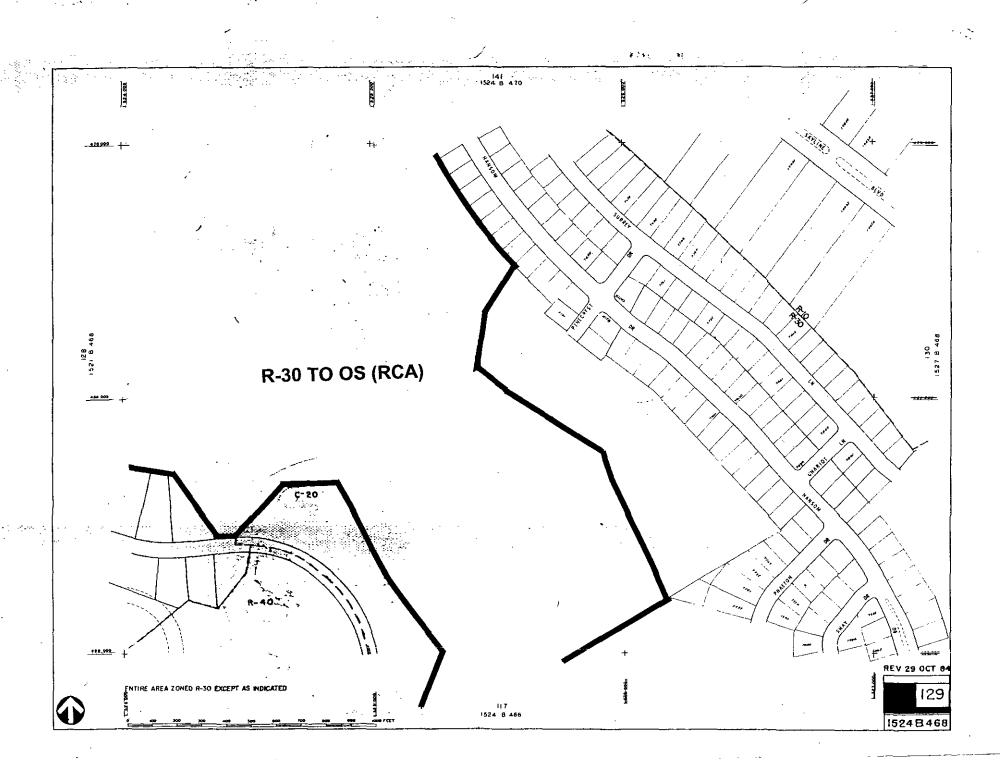


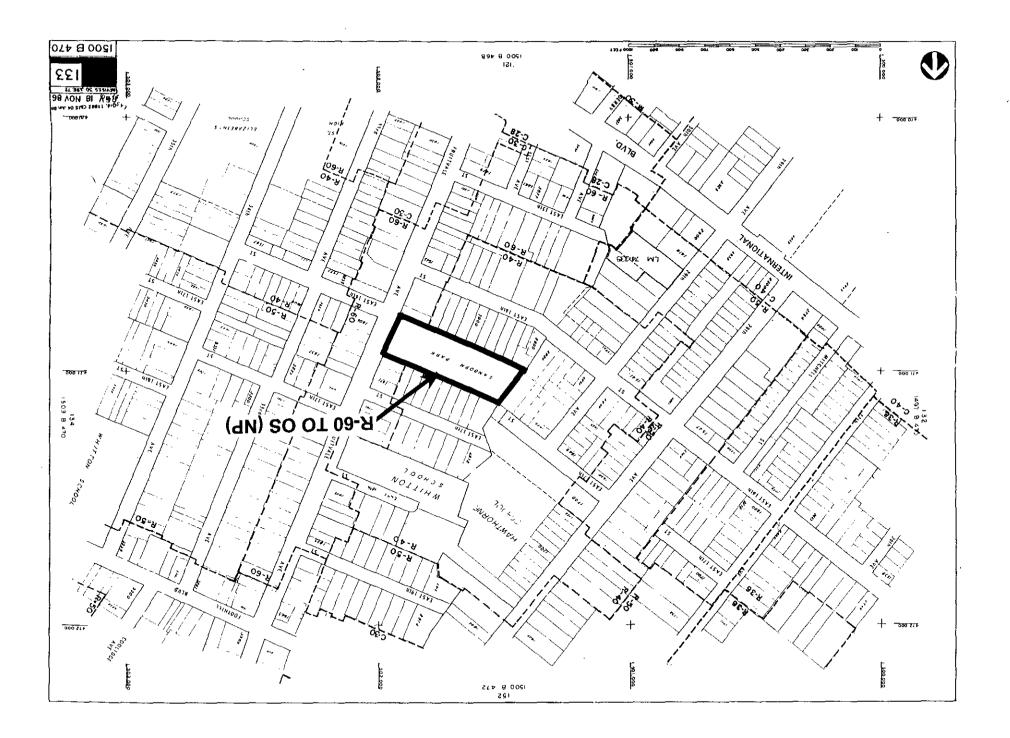


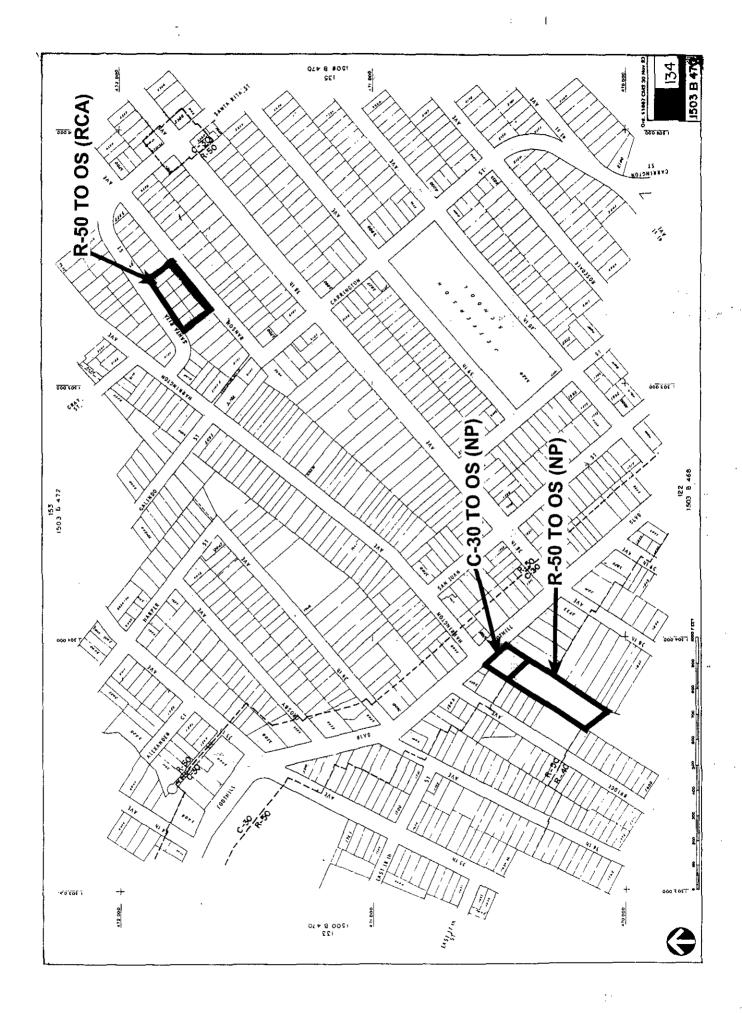


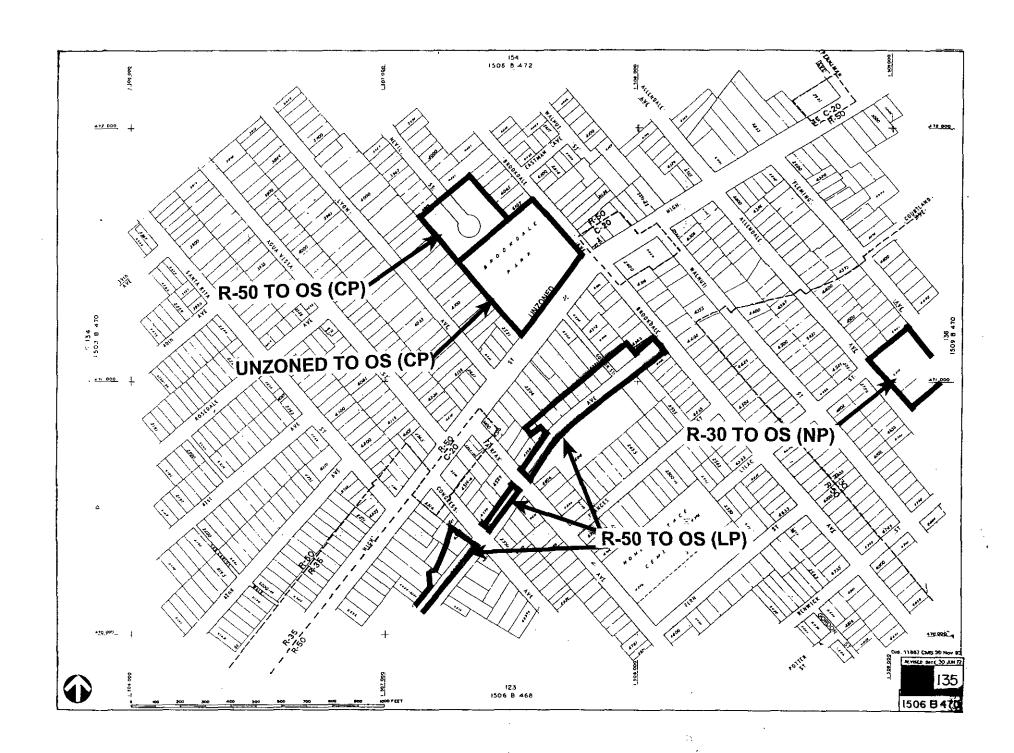


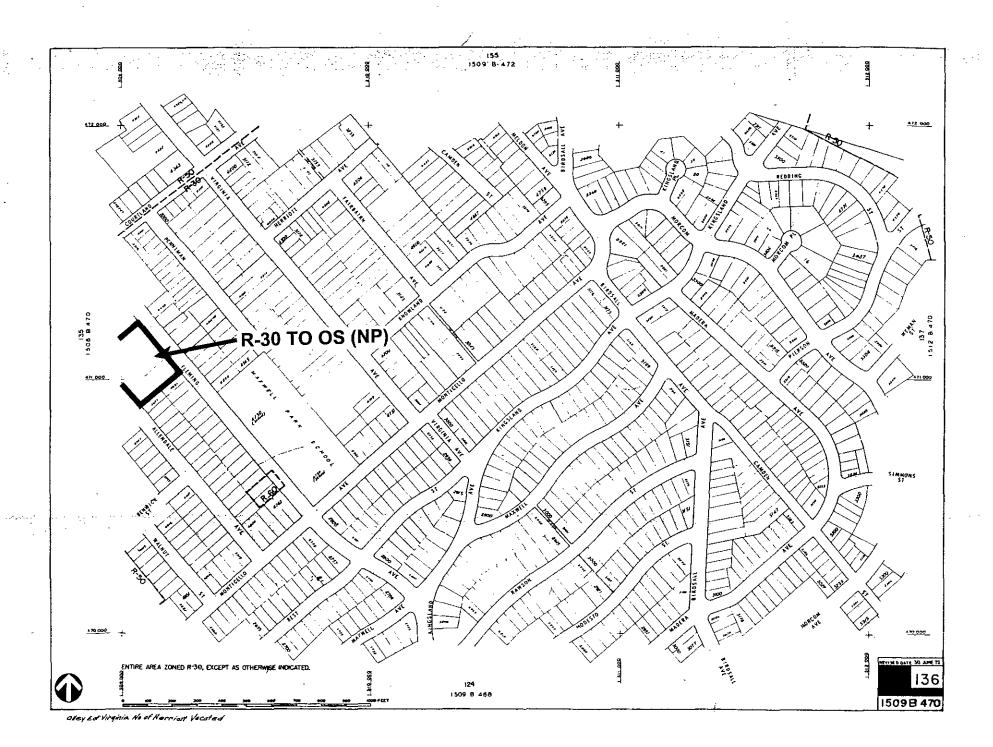


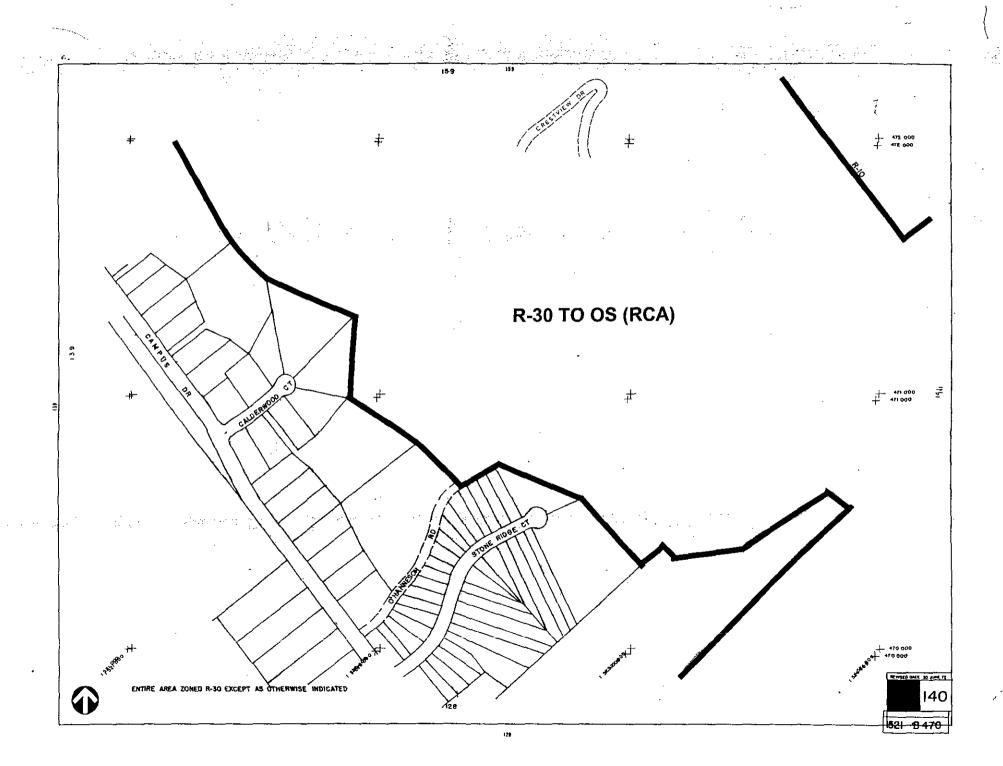


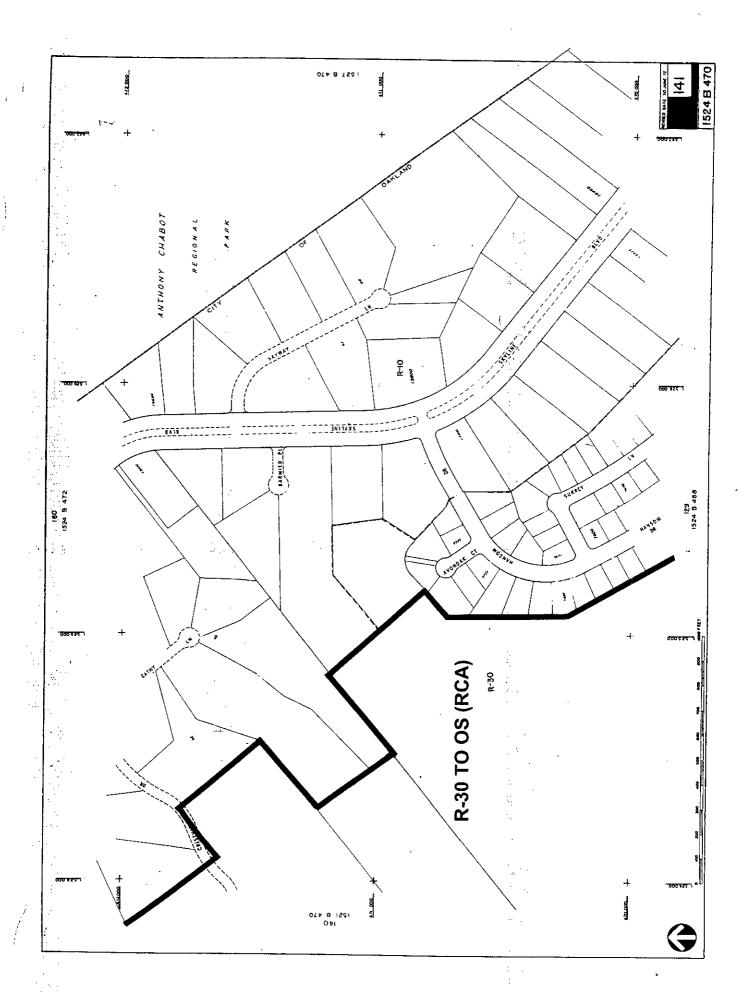


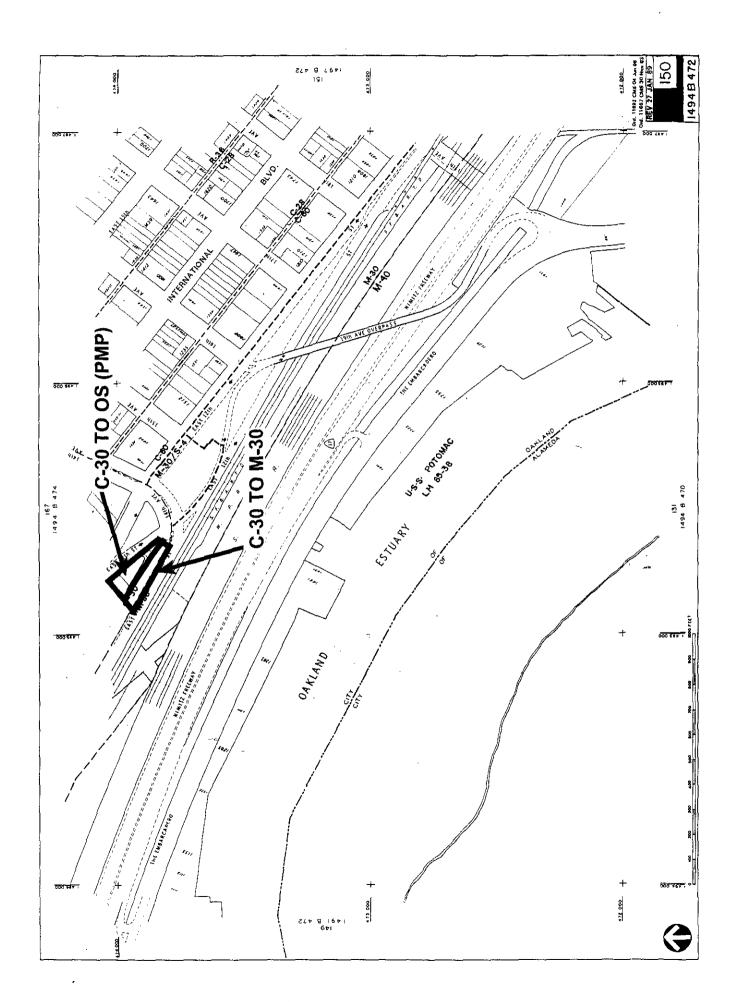


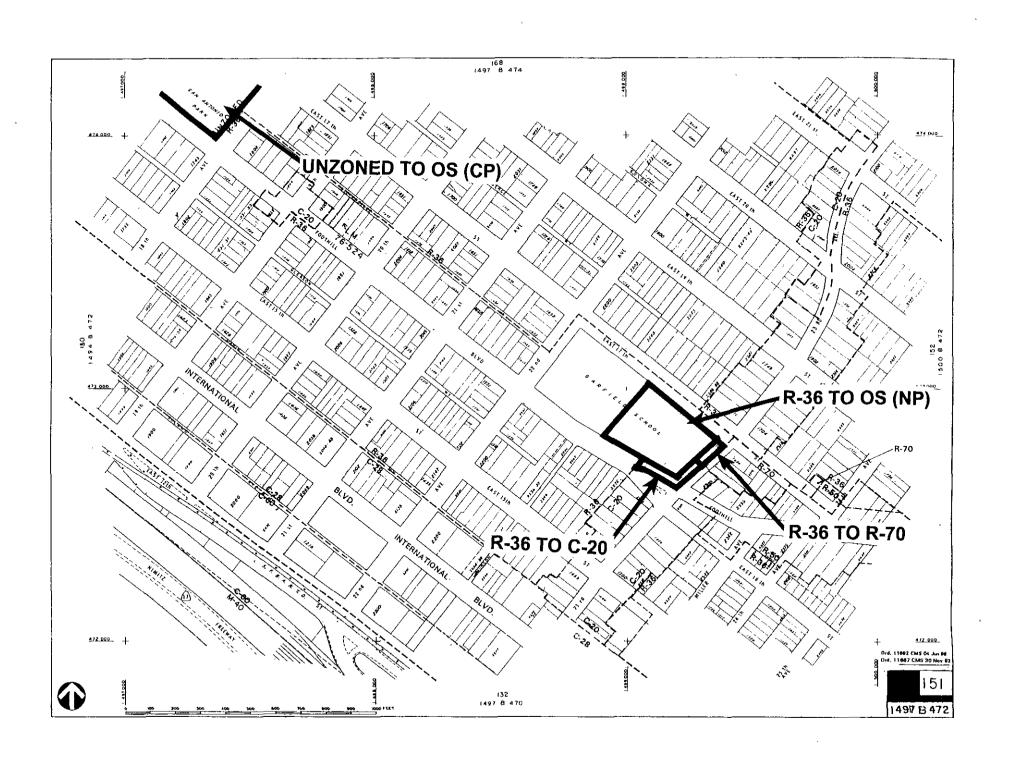


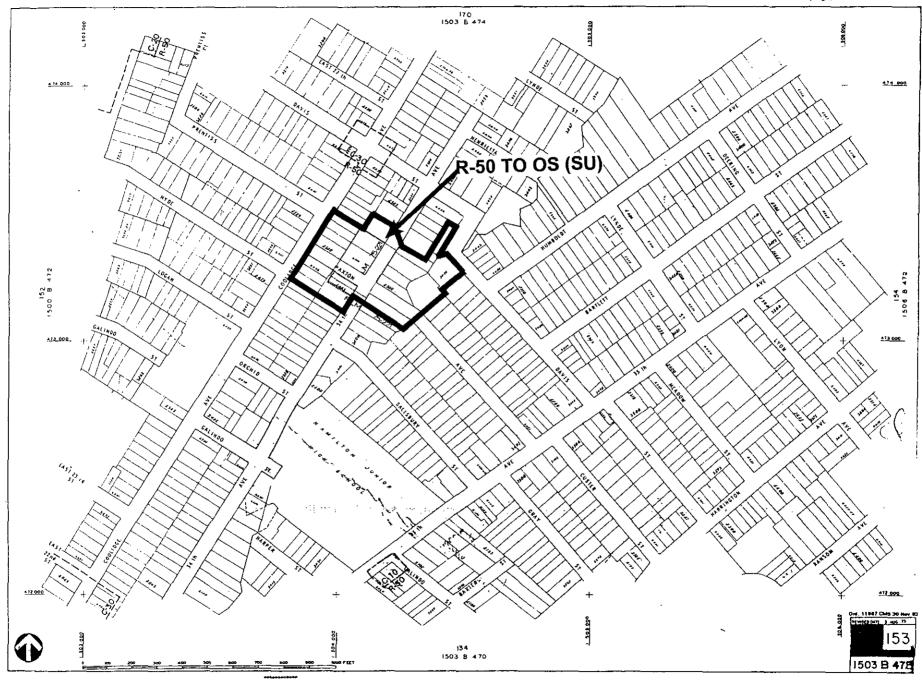


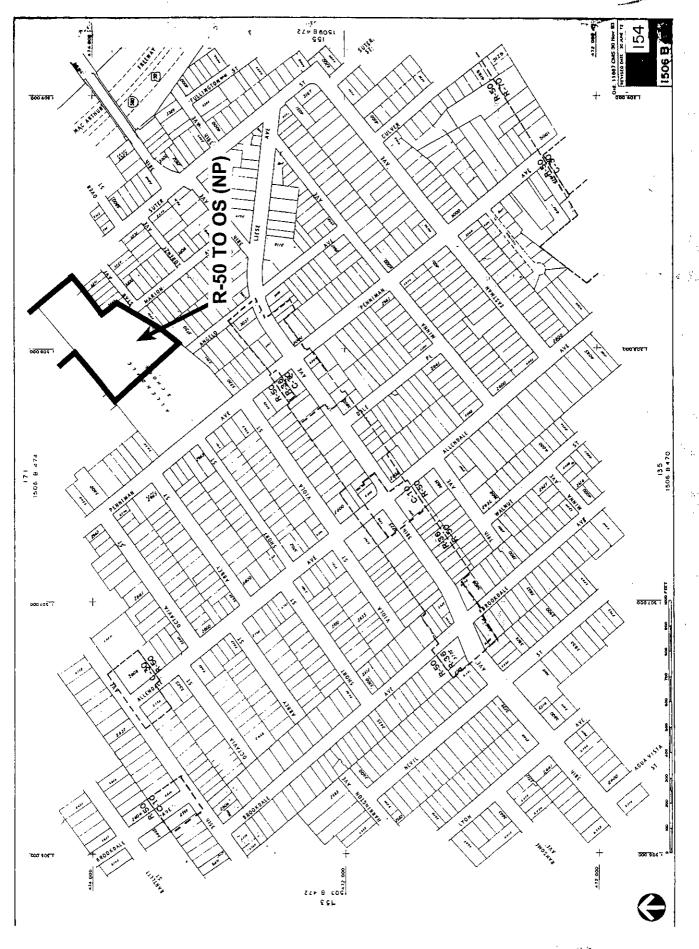


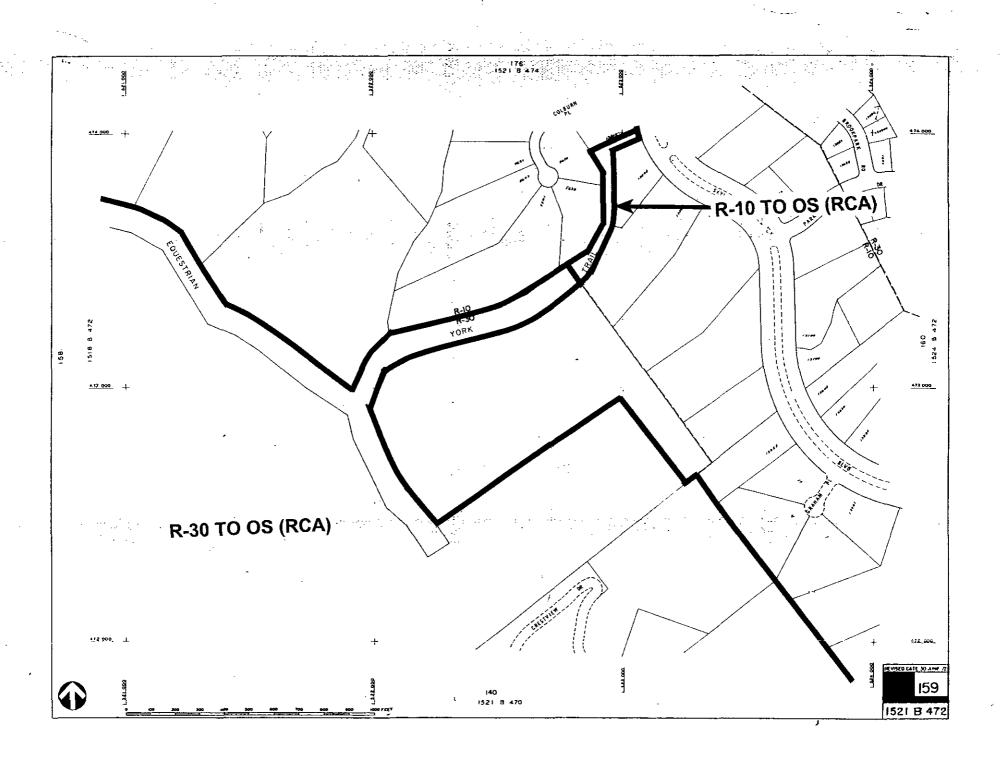


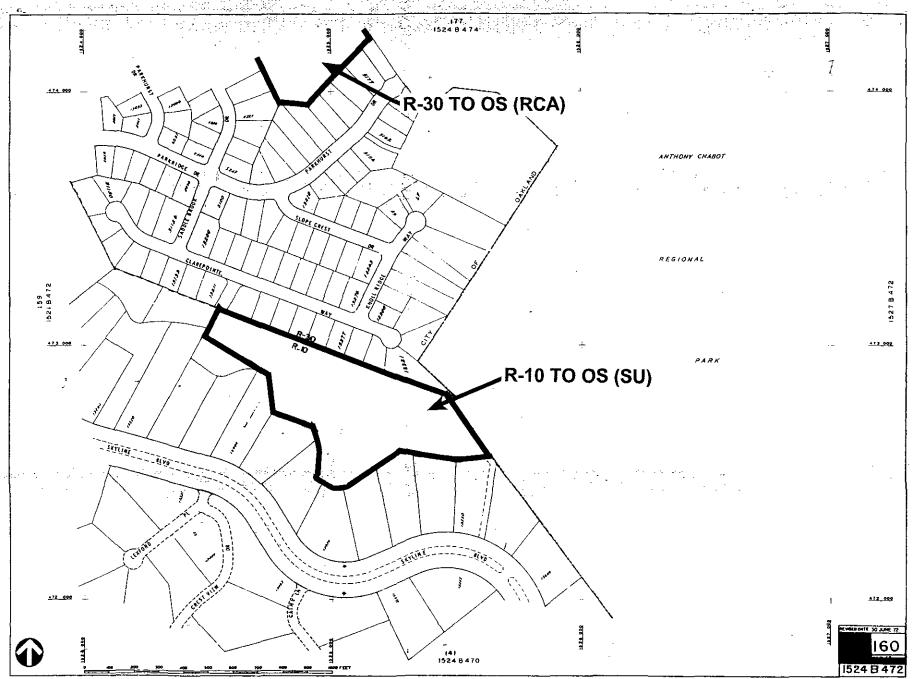


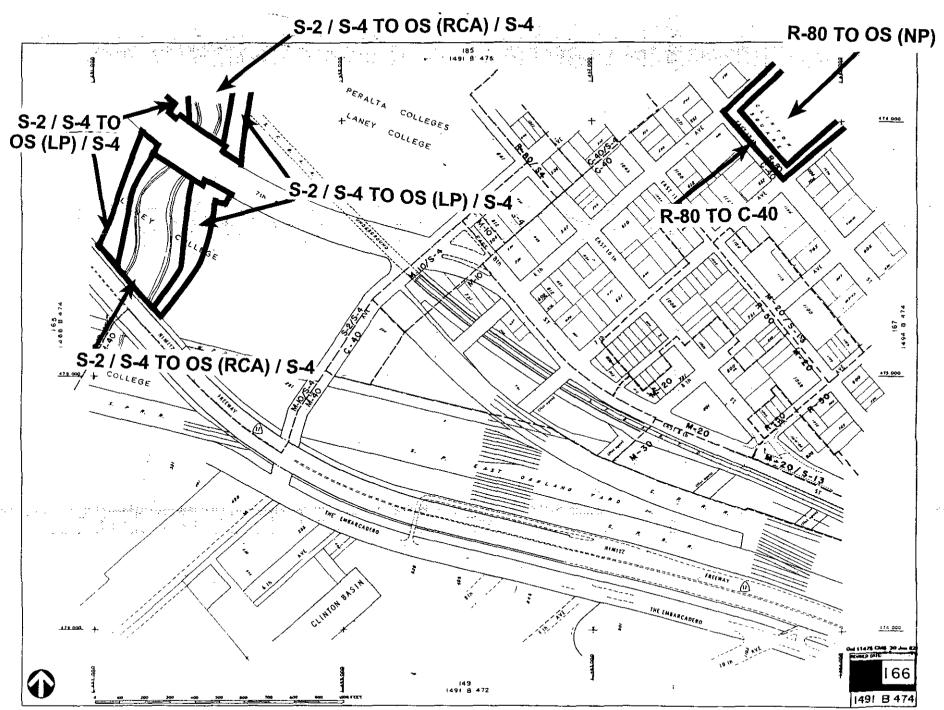




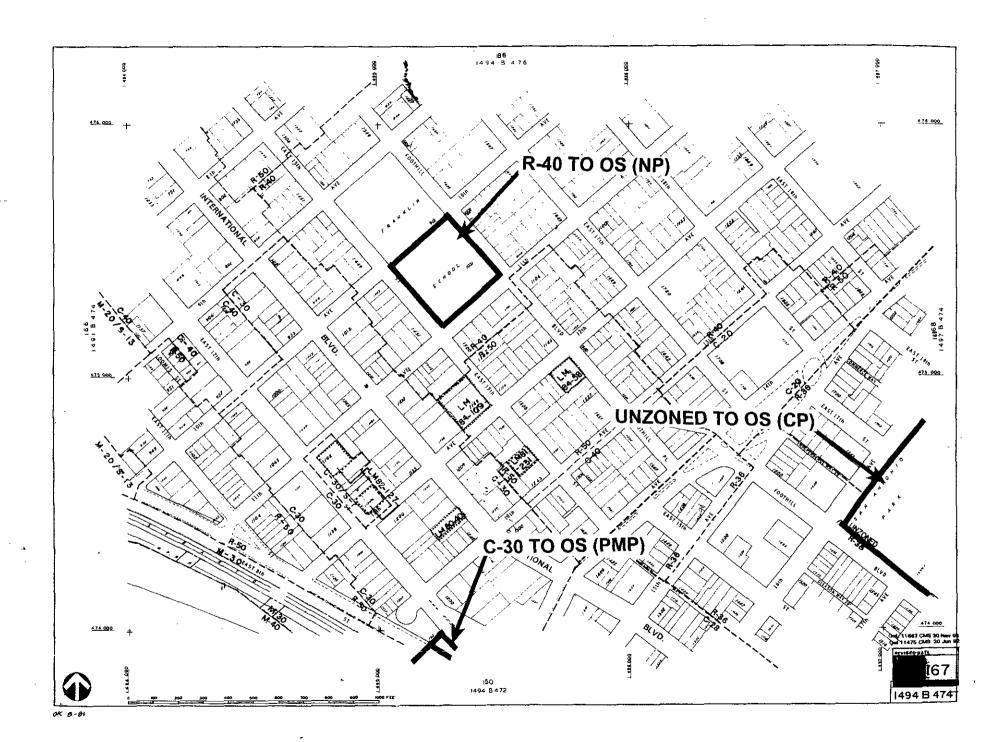




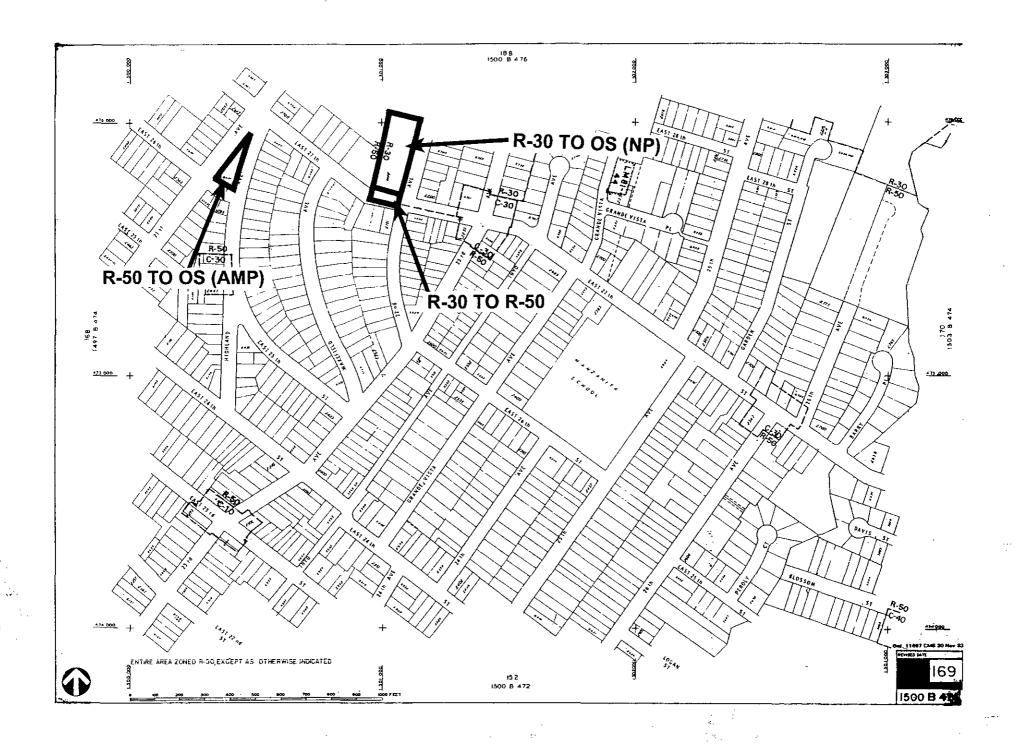


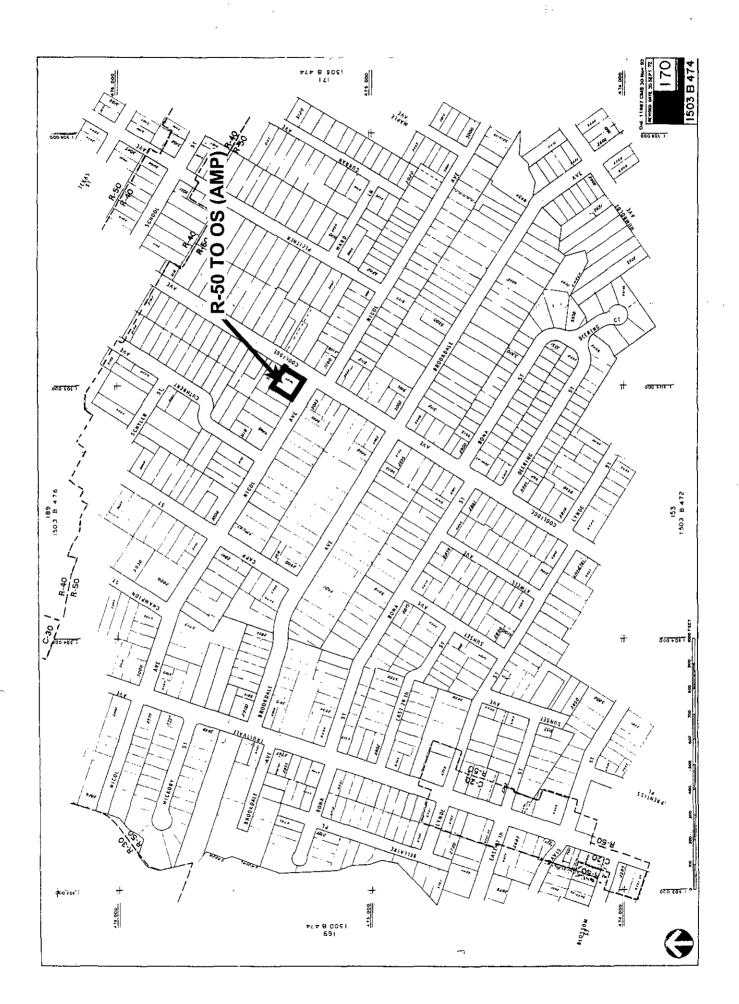


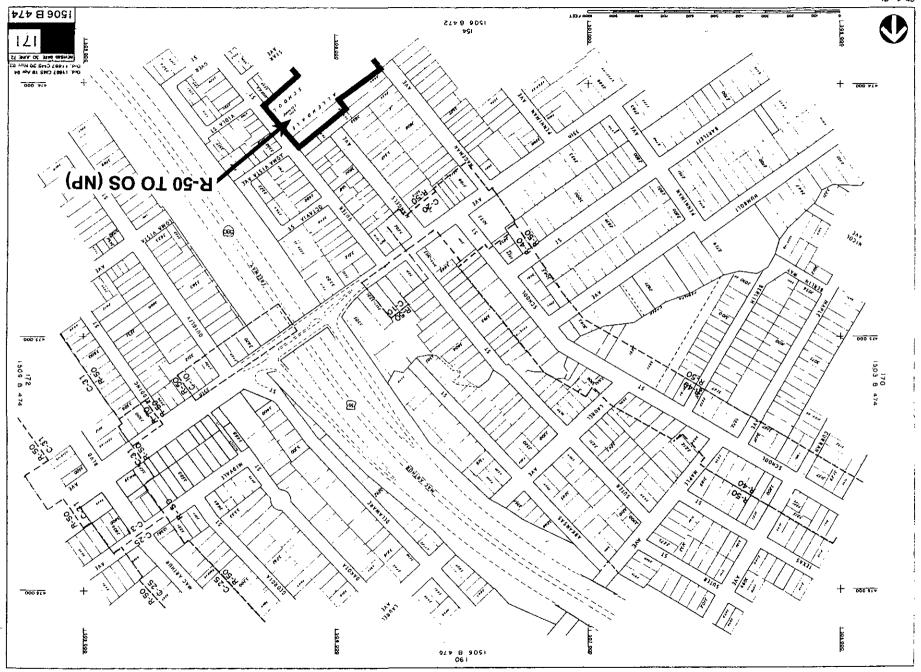
BOUNDARY BETWEEN OS (RCA) AND OS (LP) IN CHANNEL AND PERALTA PARKS TO BE DETERMINED IN ACCORDANCE WITH OAKALND'S CREEK ORDINANCE AND OTHER APPLICABLE STATE AND FEDERAL REGULATIONS.

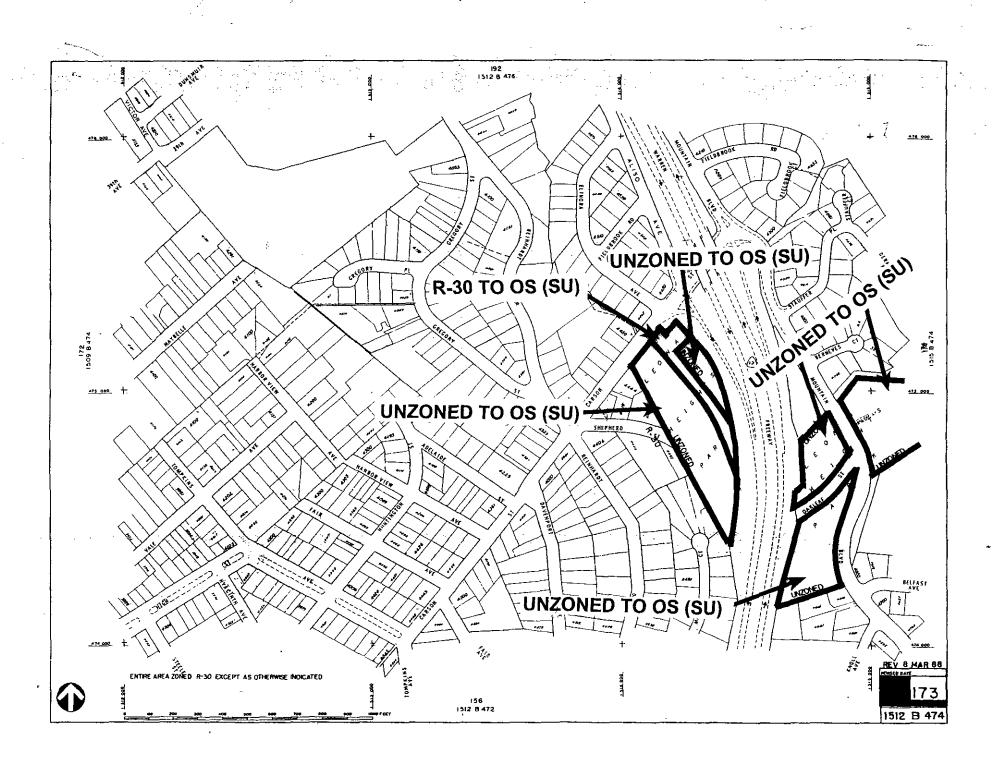


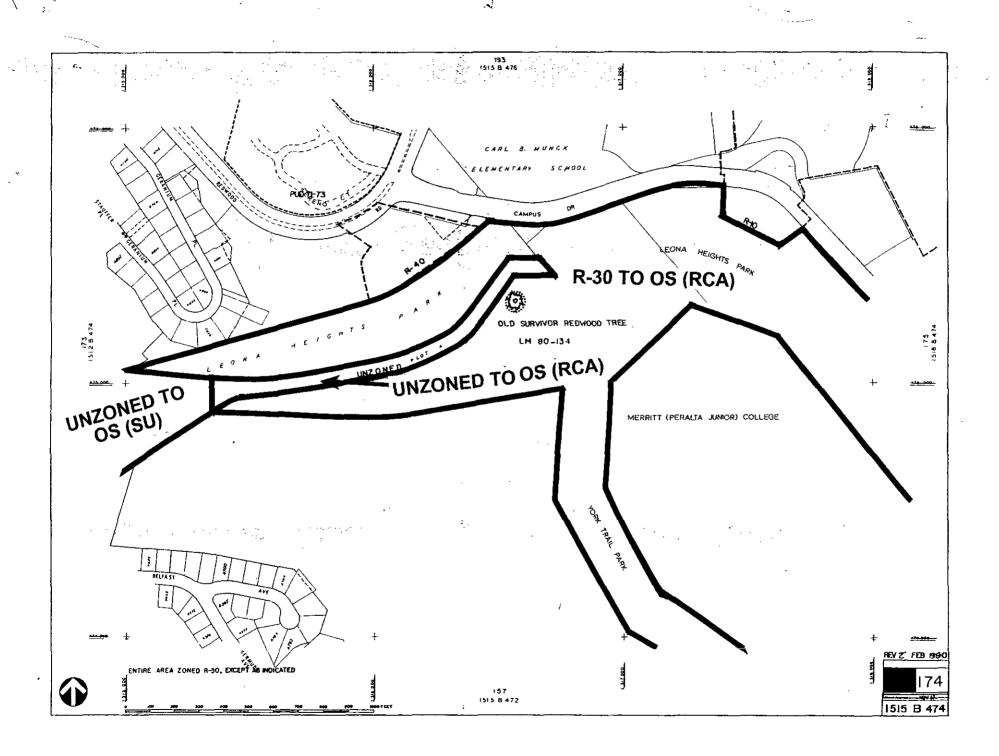












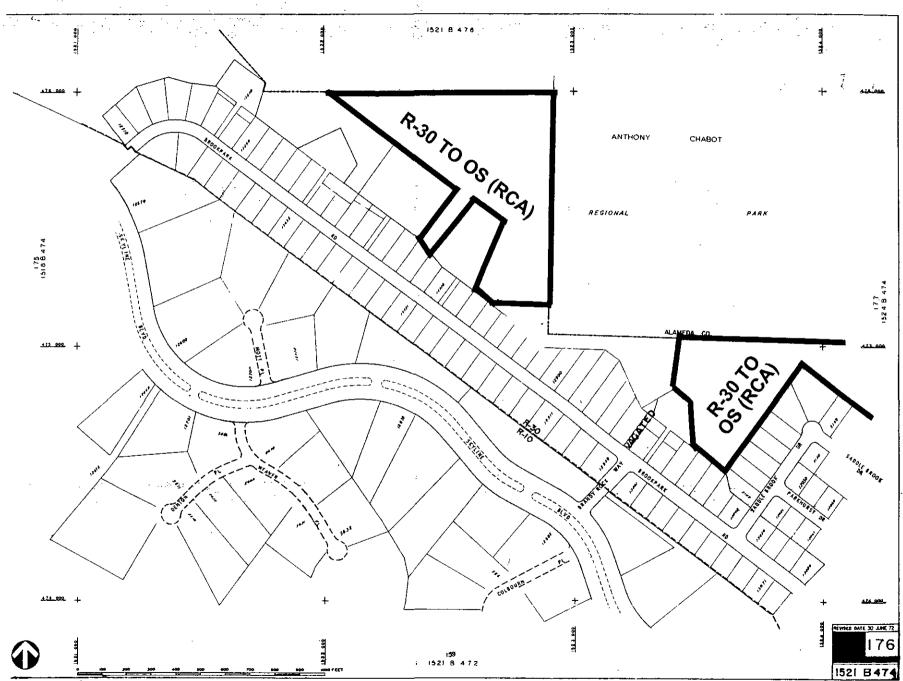
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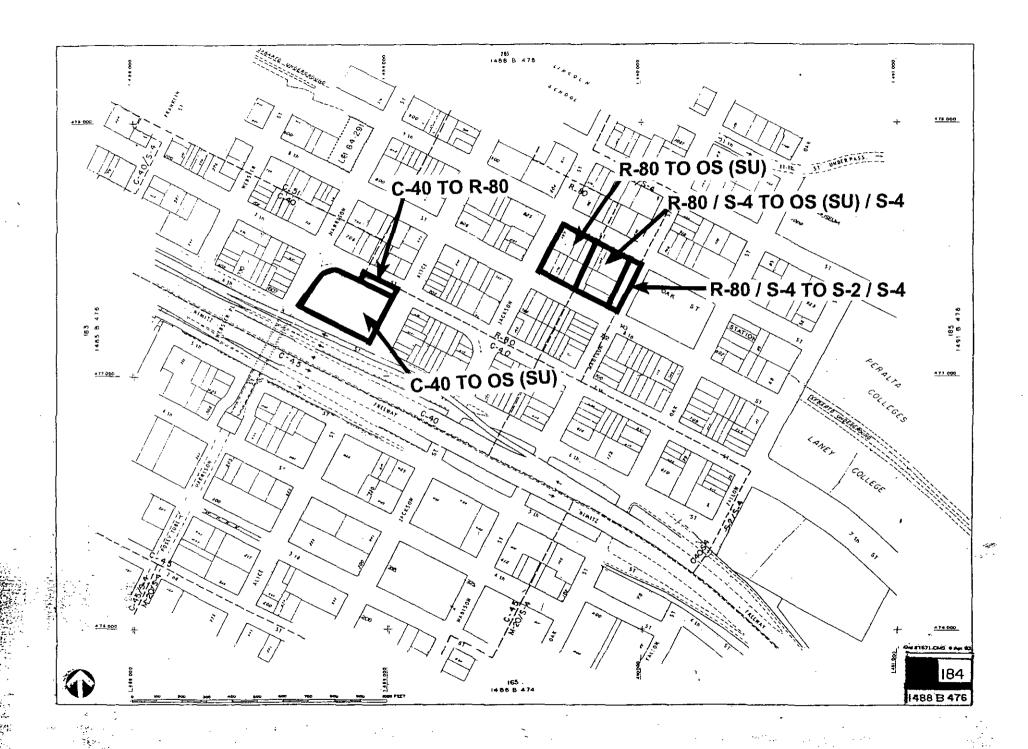
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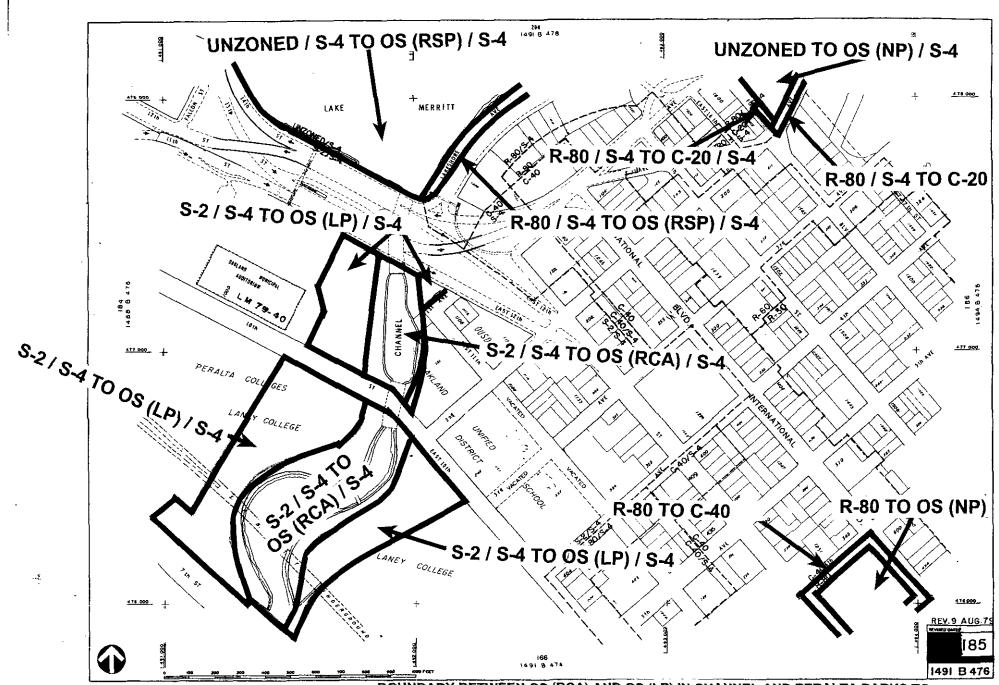
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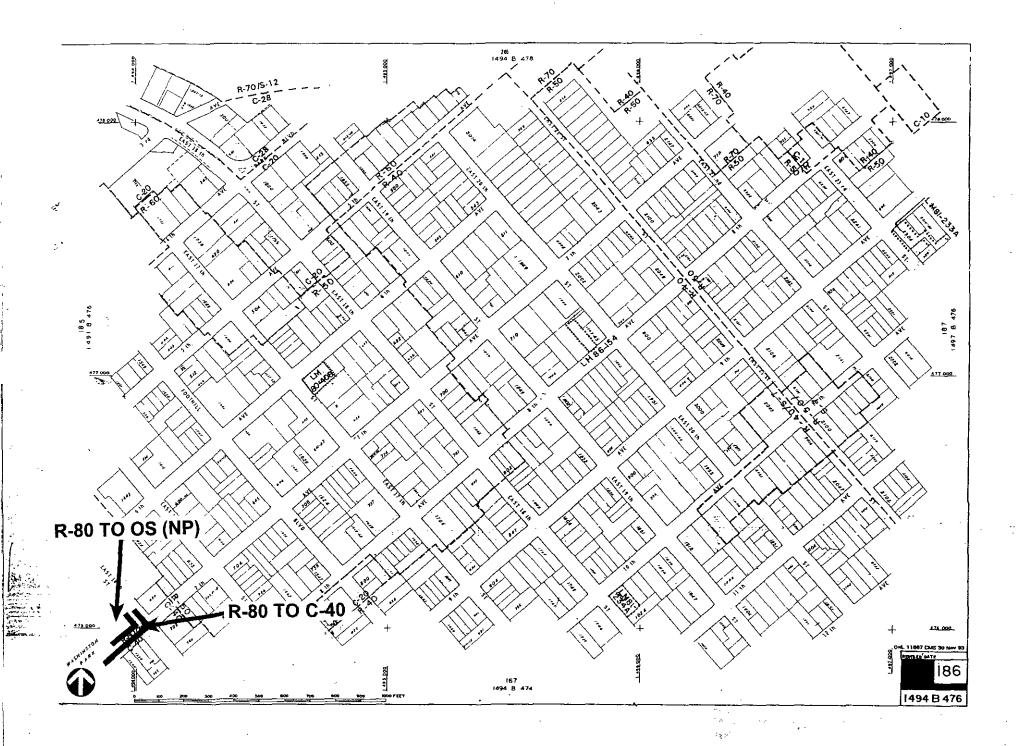


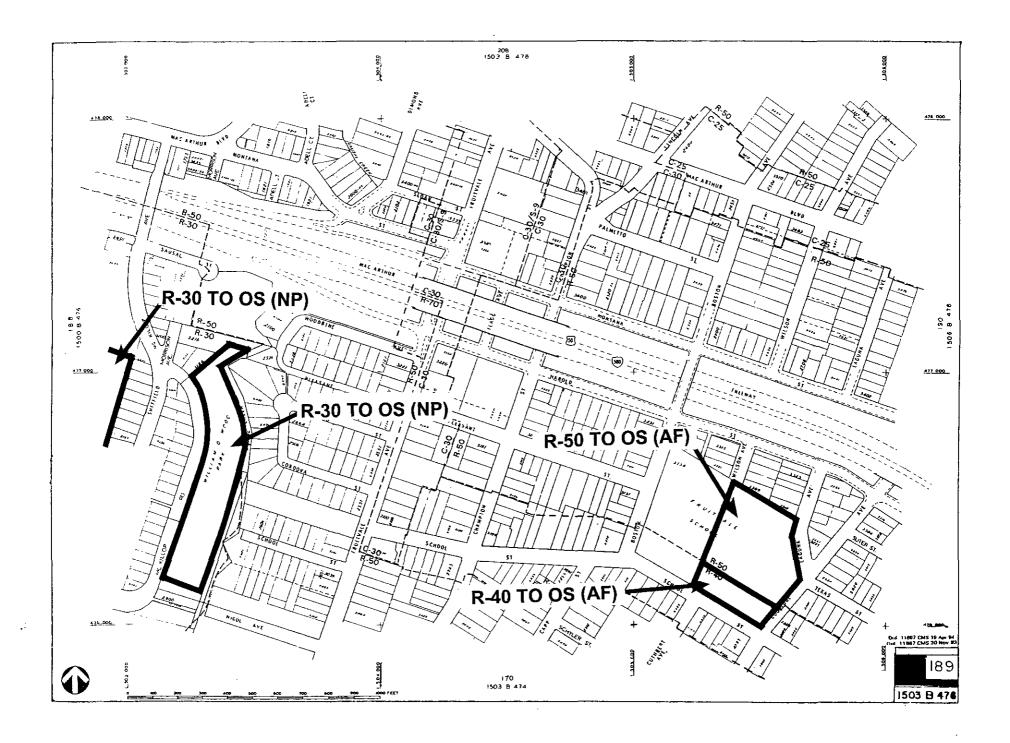
Path Vacated 0# 9502 Oct. 9,77 OK 8-BI R-30 TO OS (RCA) ENTIRE AREA ZONED AS R-30, EXCEPT AS OTHERWISE INDICATED 1524 B 472

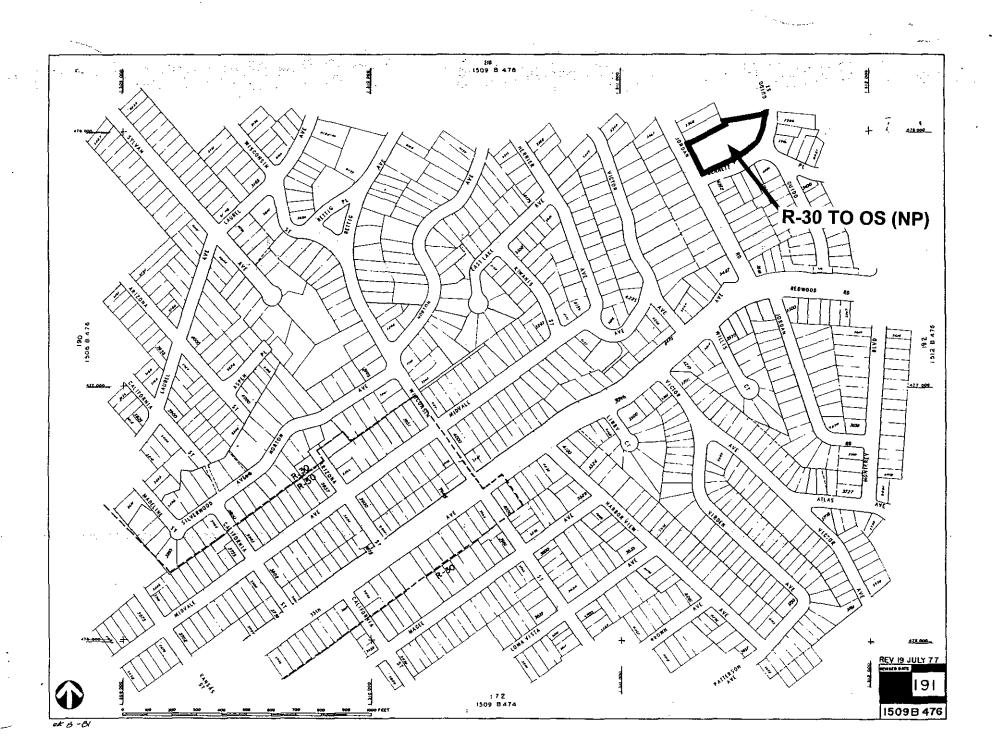


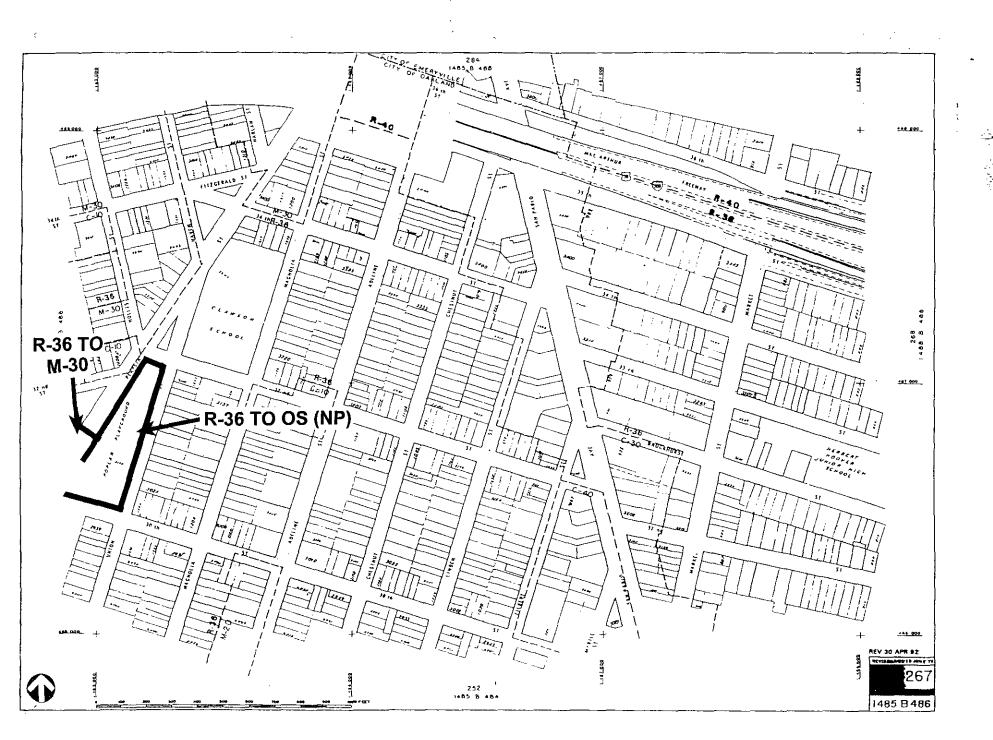


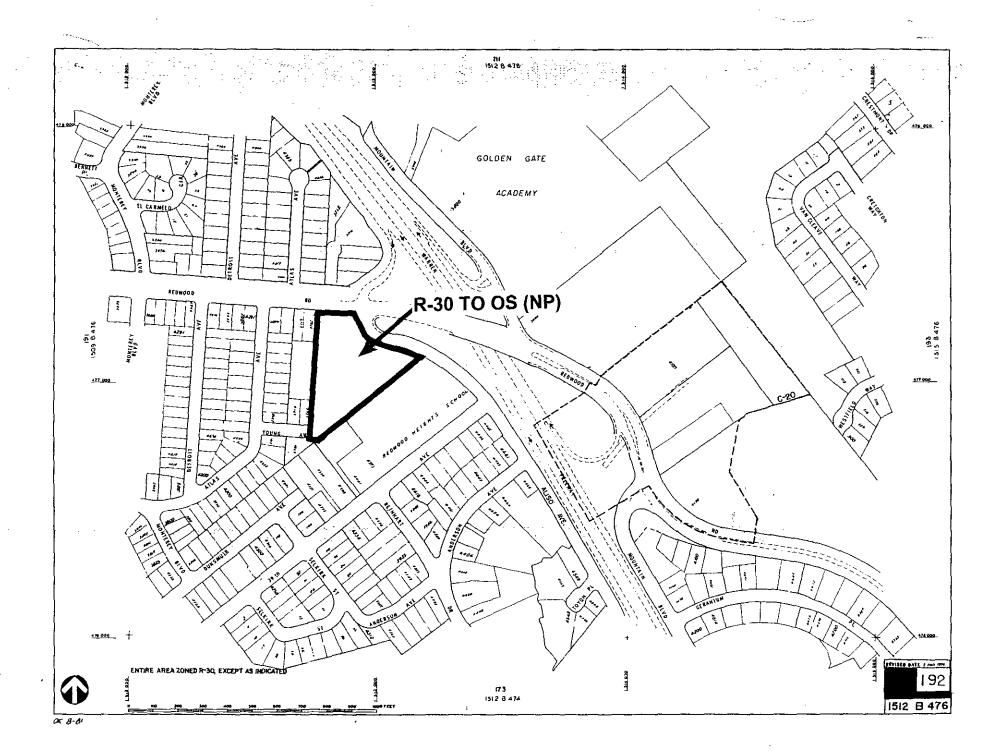
BOUNDARY BETWEEN OS (RCA) AND OS (LP) IN CHANNEL AND PERALTA PARKS TO BE DETERMINED IN ACCORDANCE WITH OAKALND'S CREEK ORDINANCE AND OTHER APPLICABLE STATE AND FEDERAL REGULATIONS.

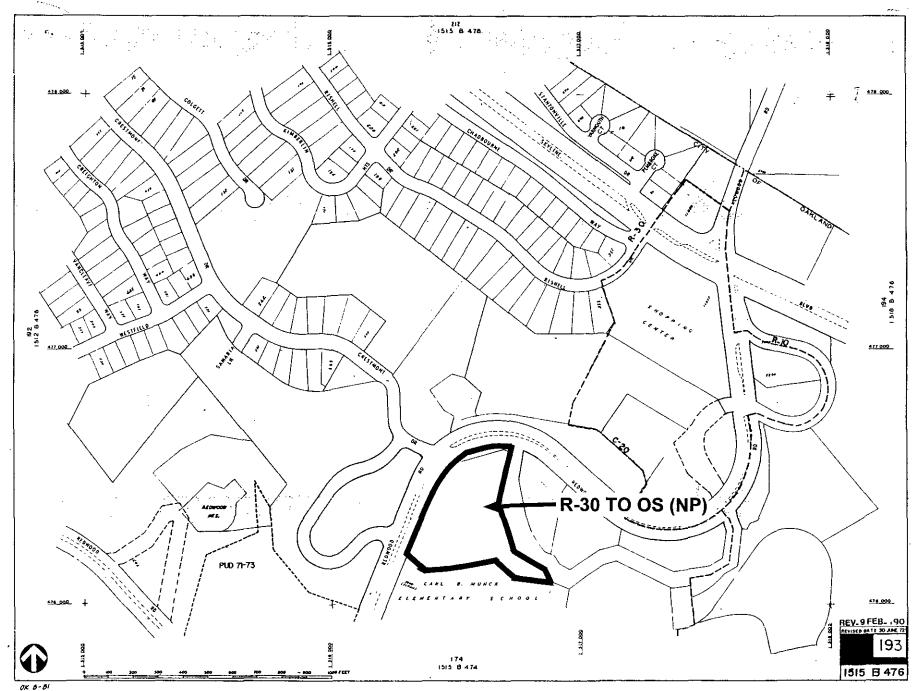


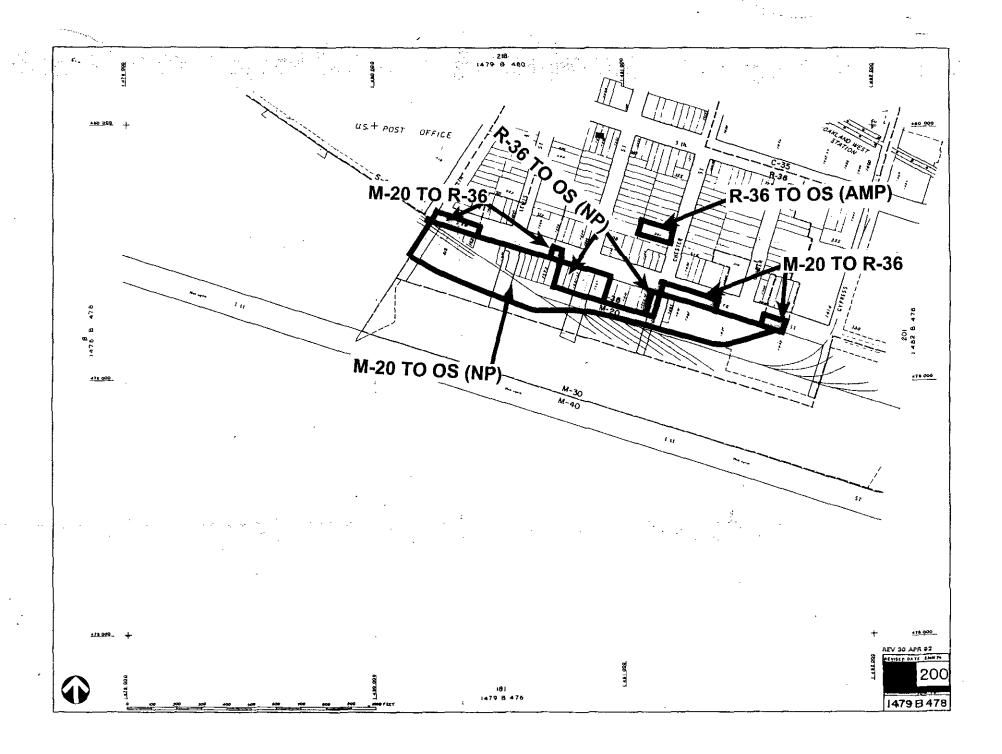


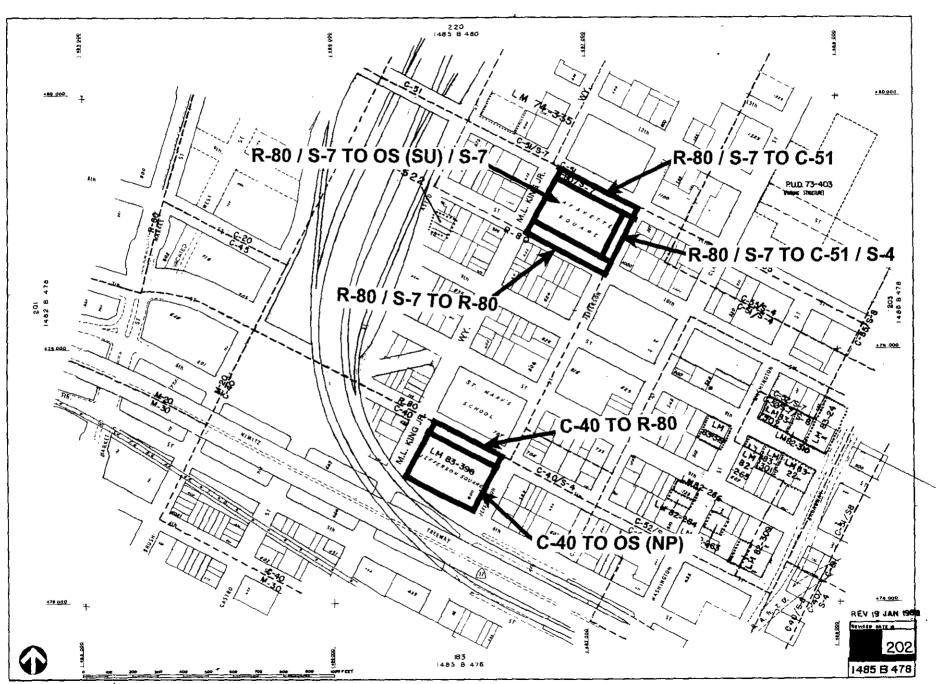


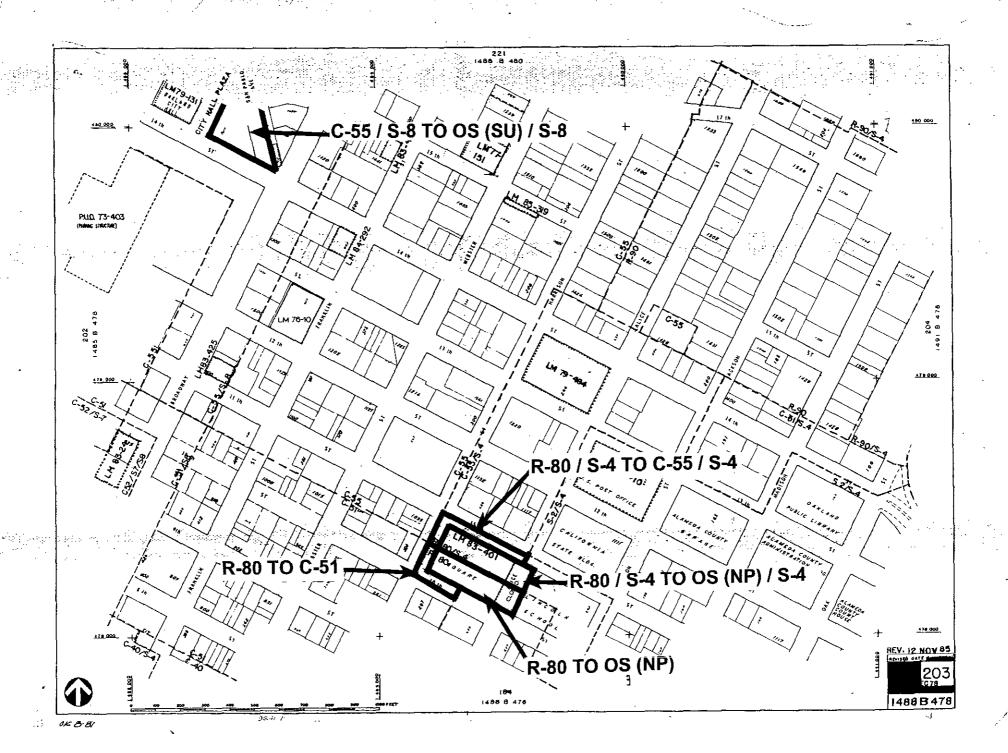


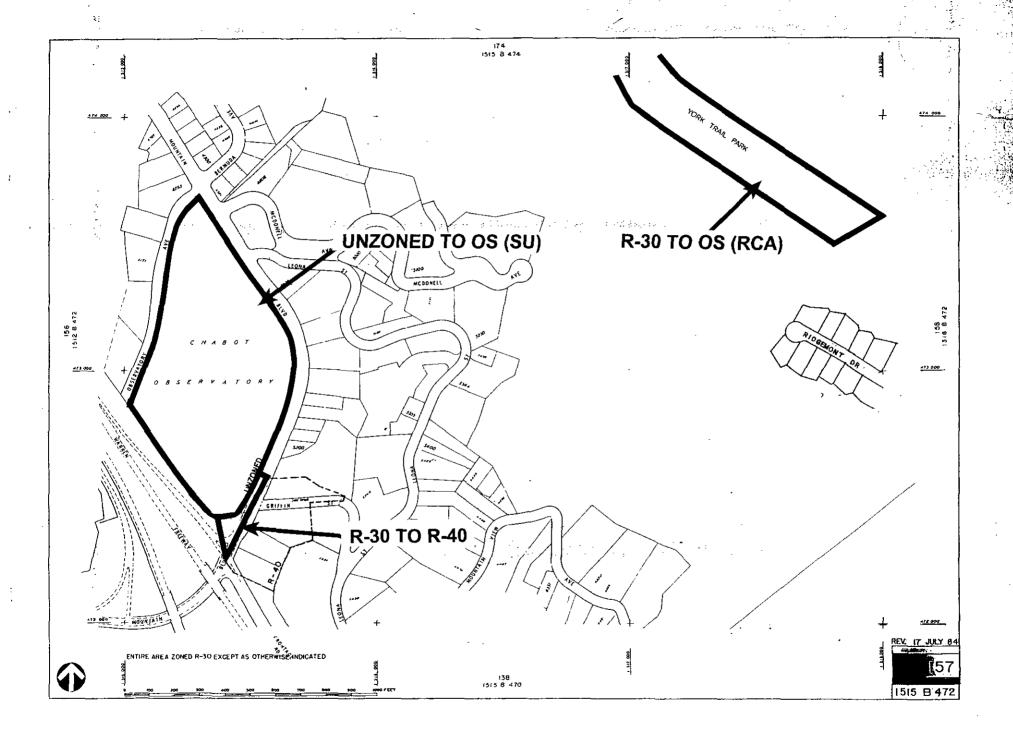


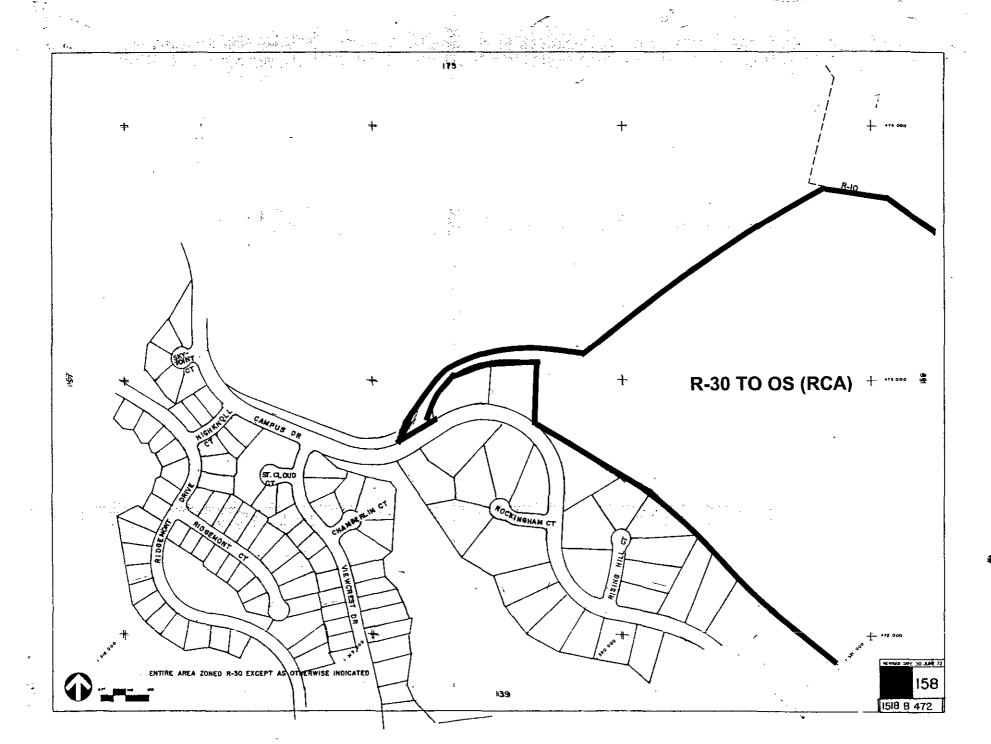


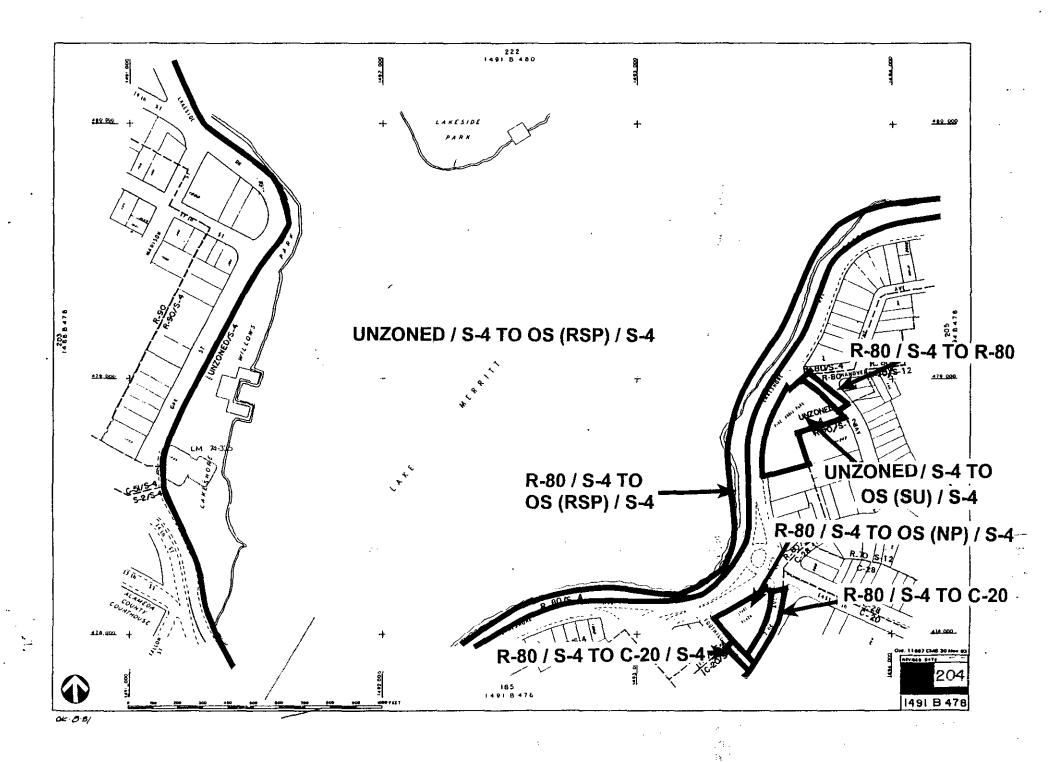


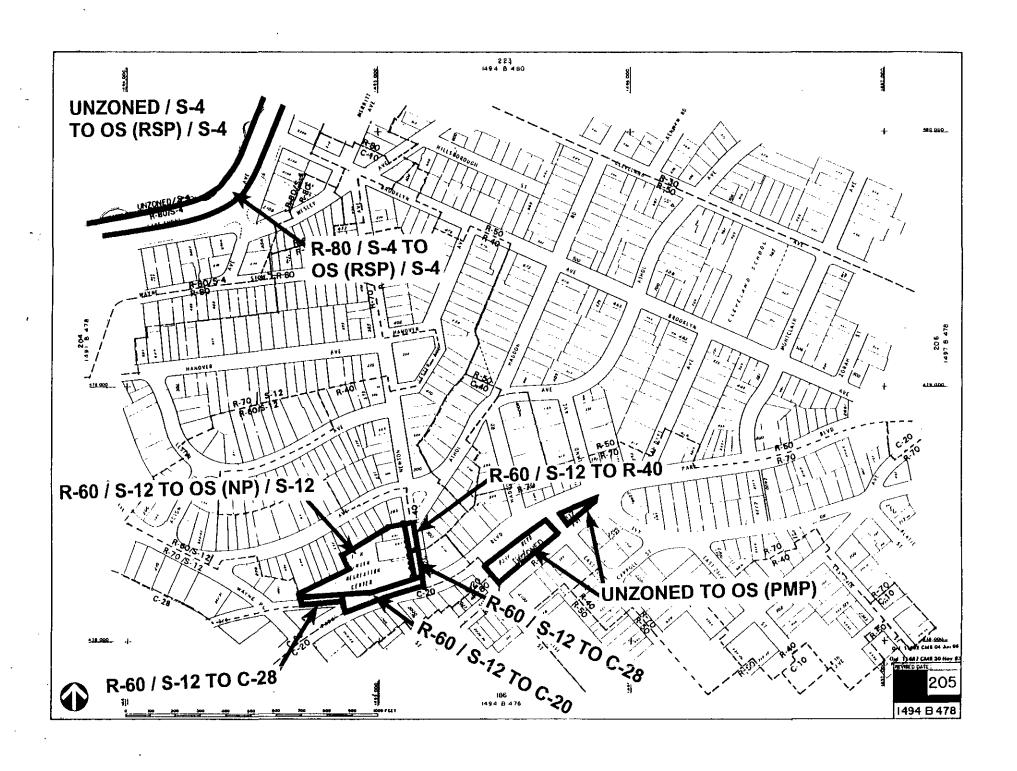


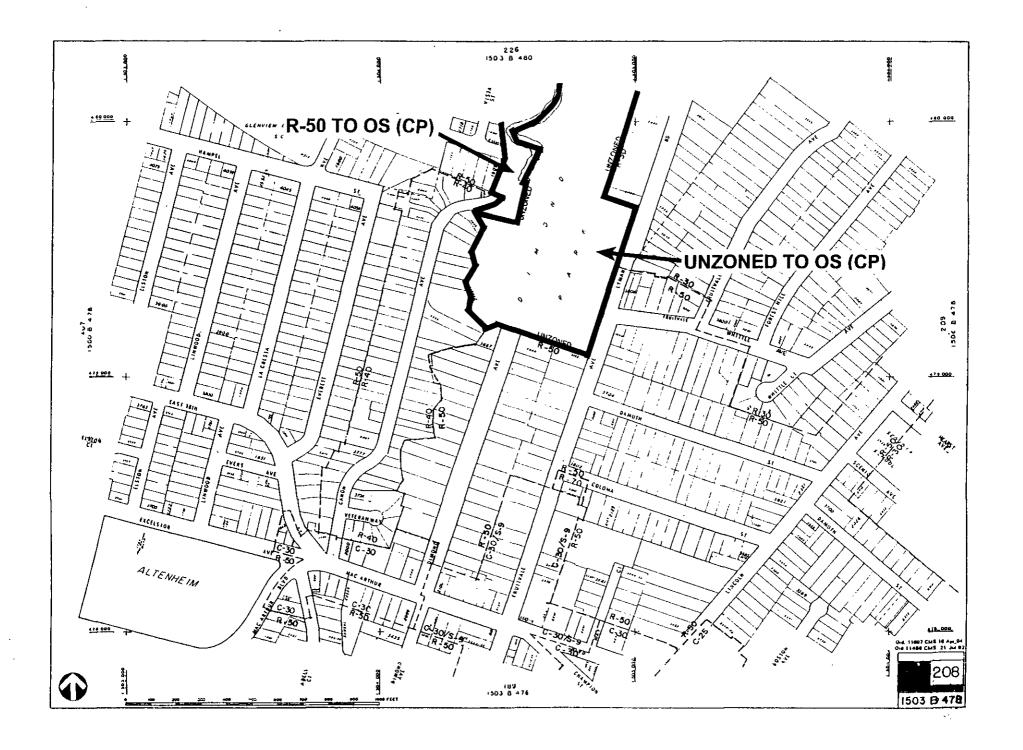


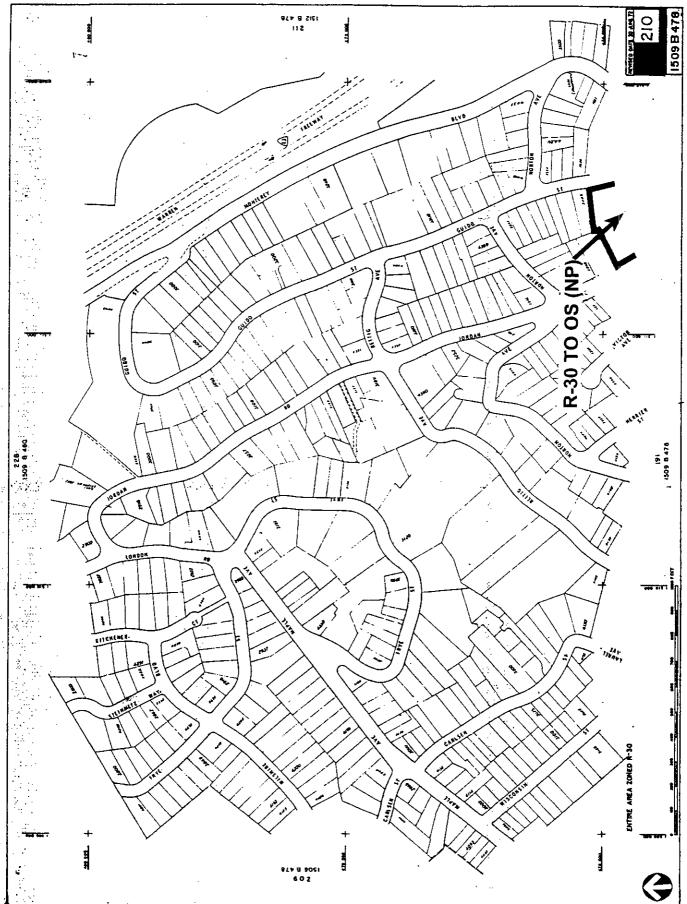


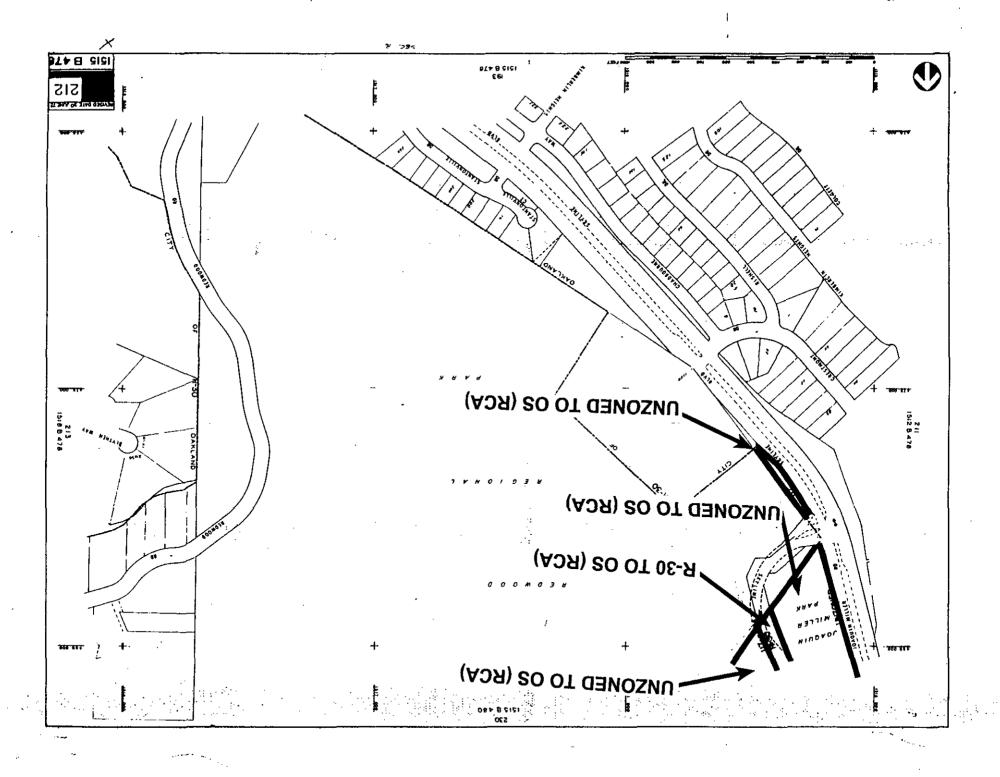


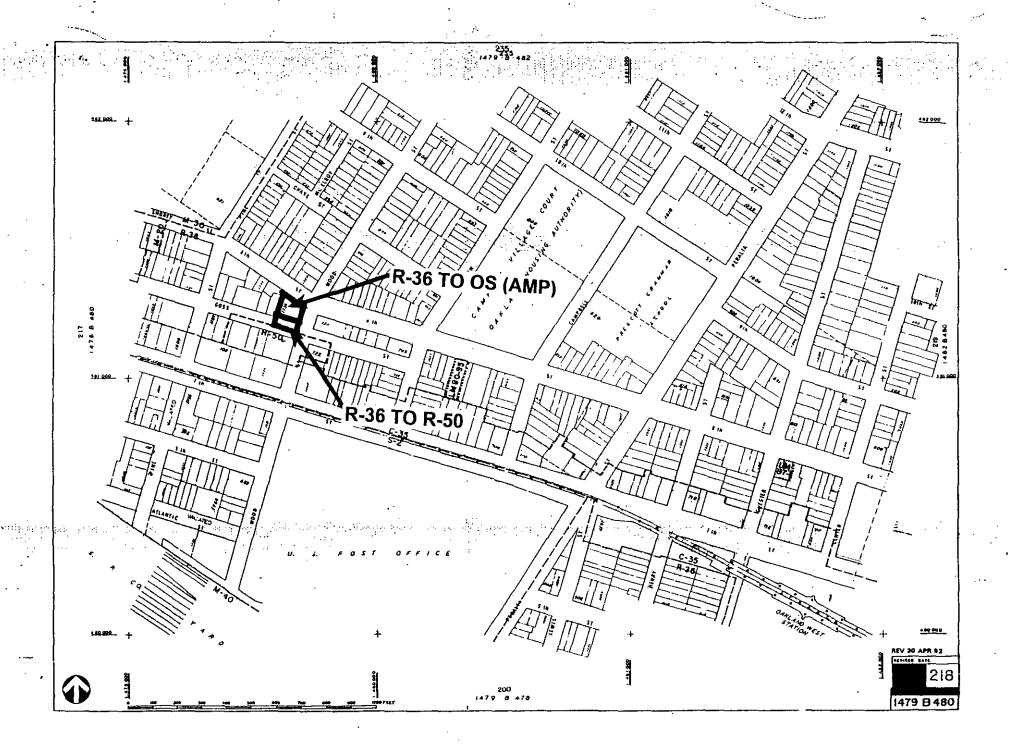


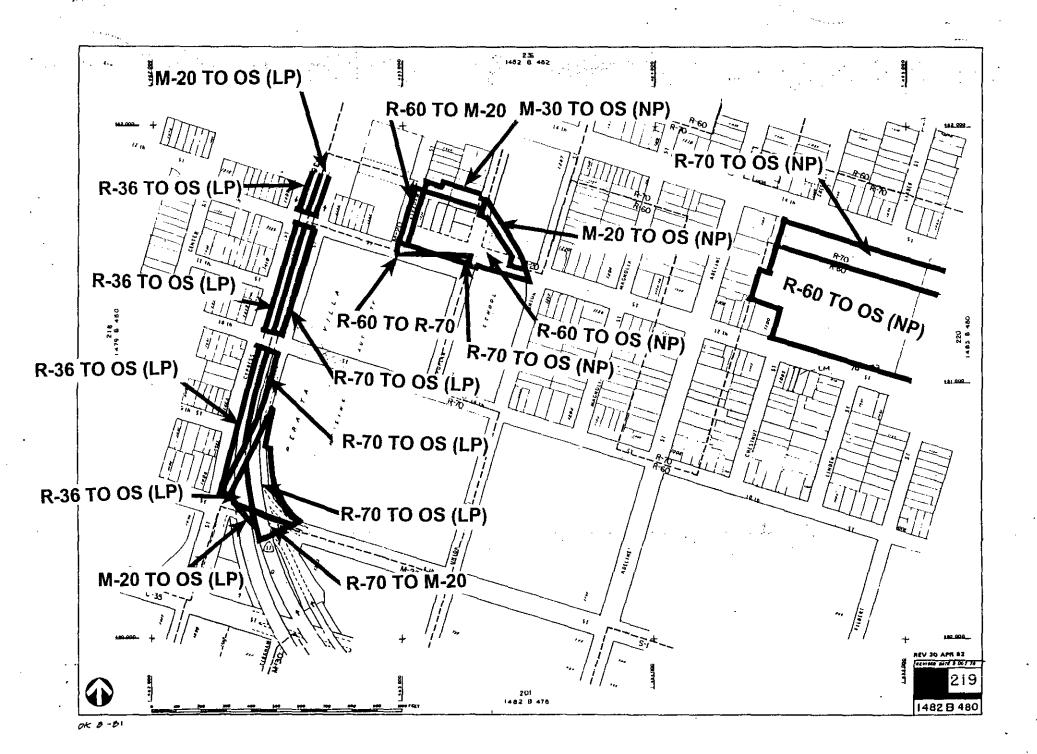


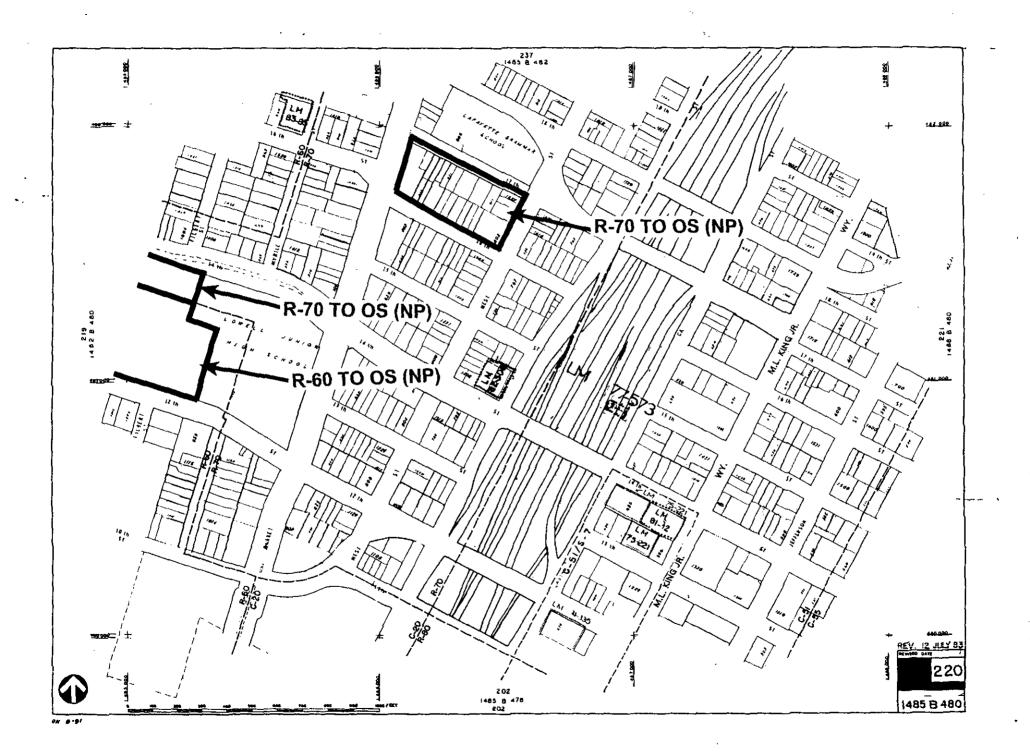


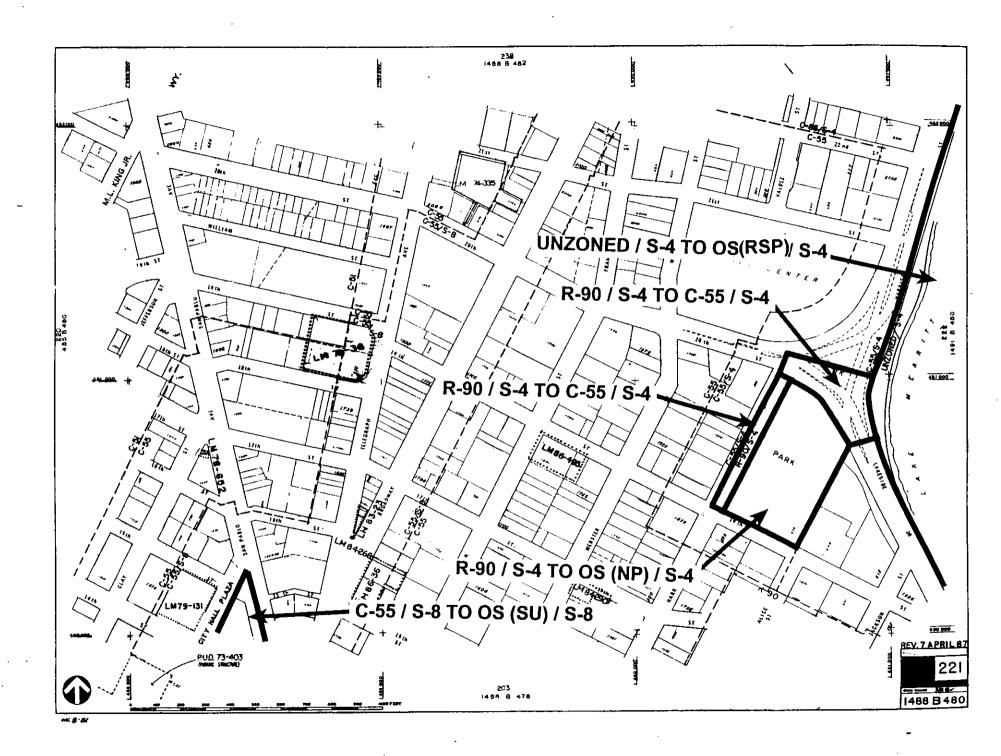


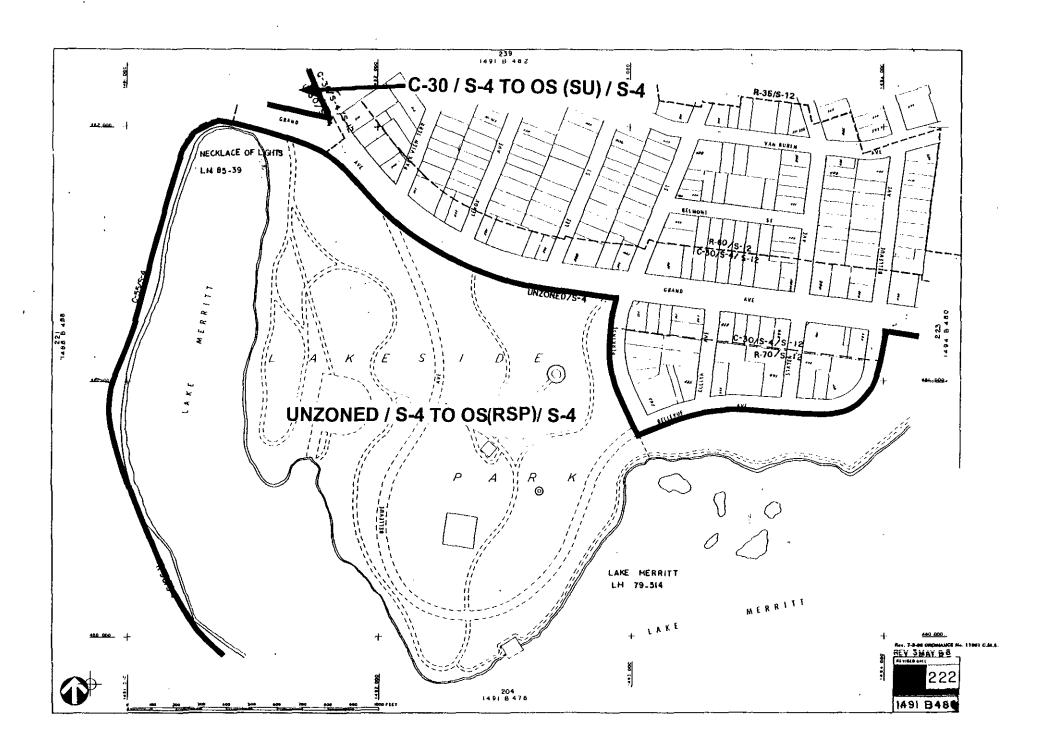


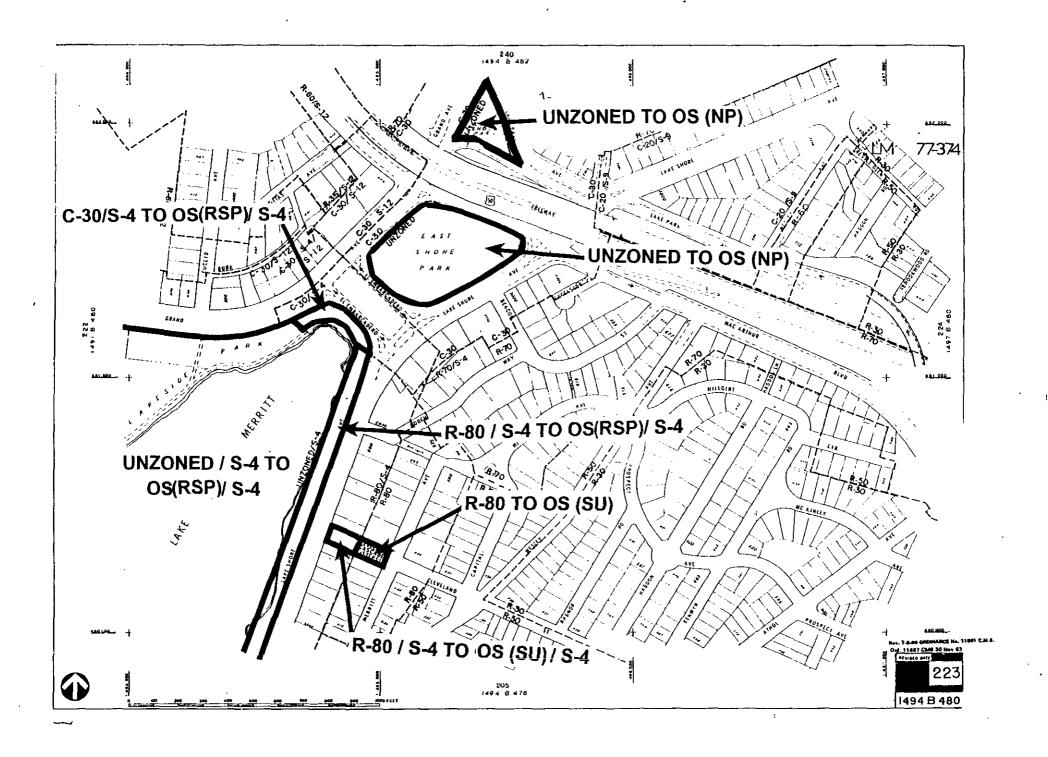


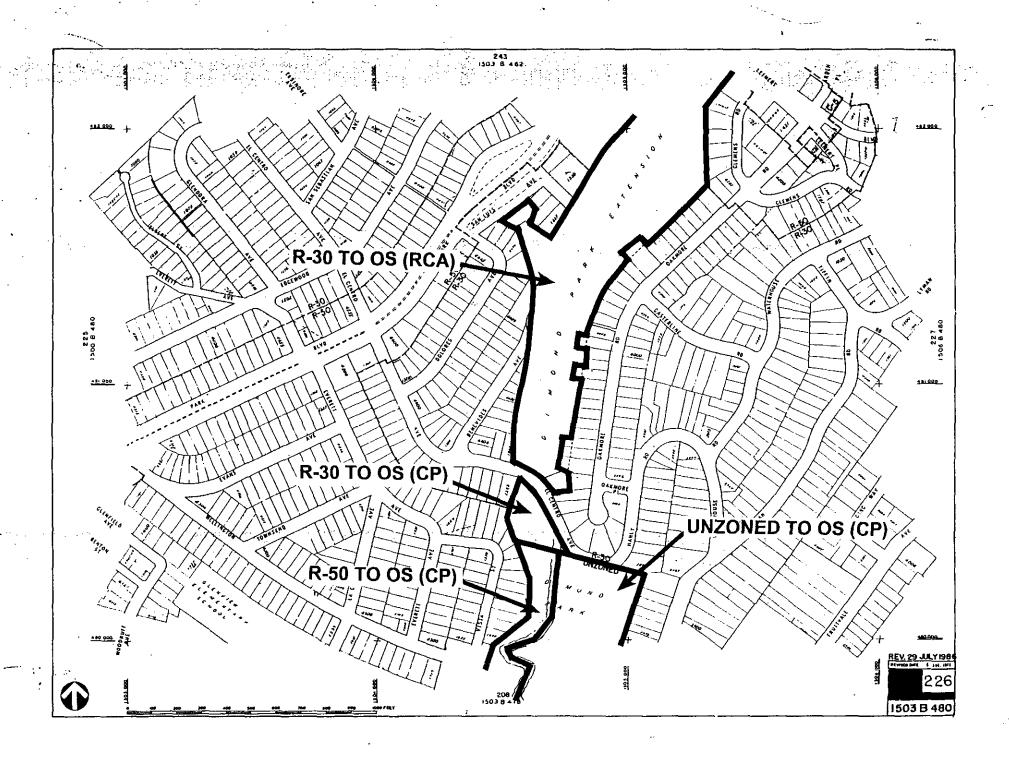


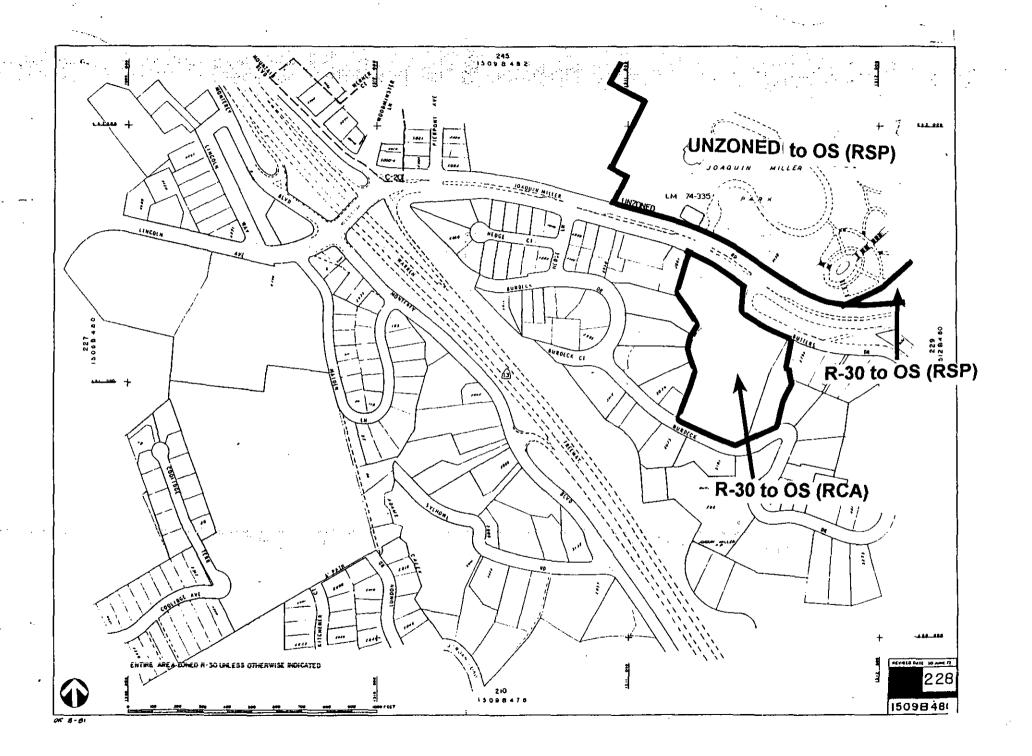


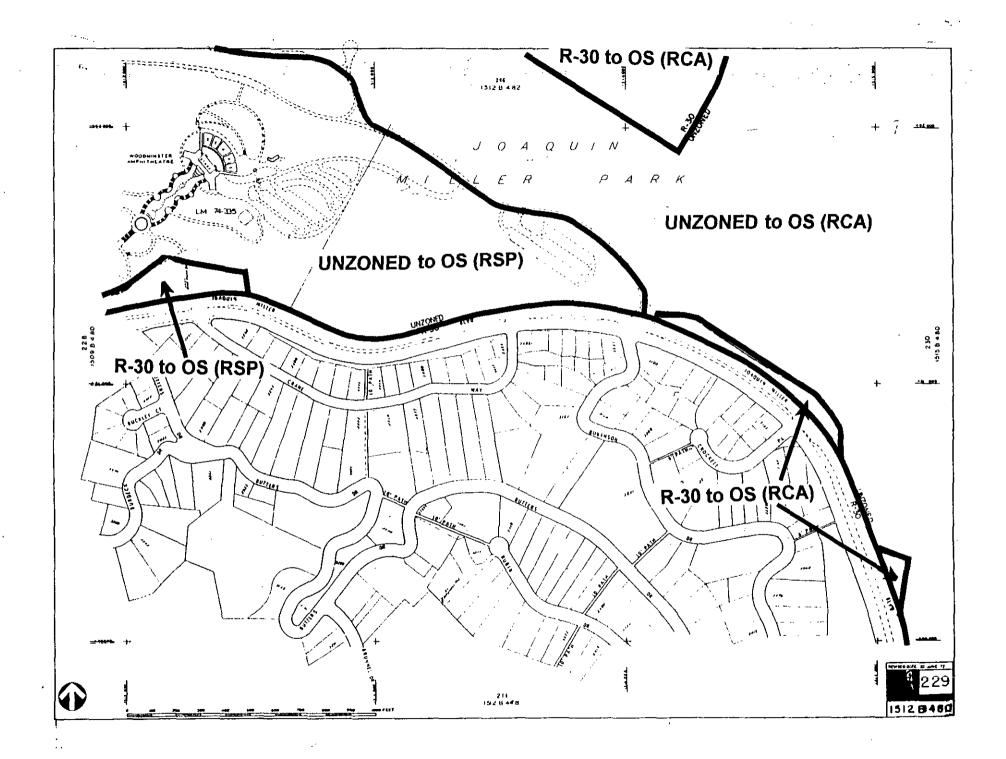


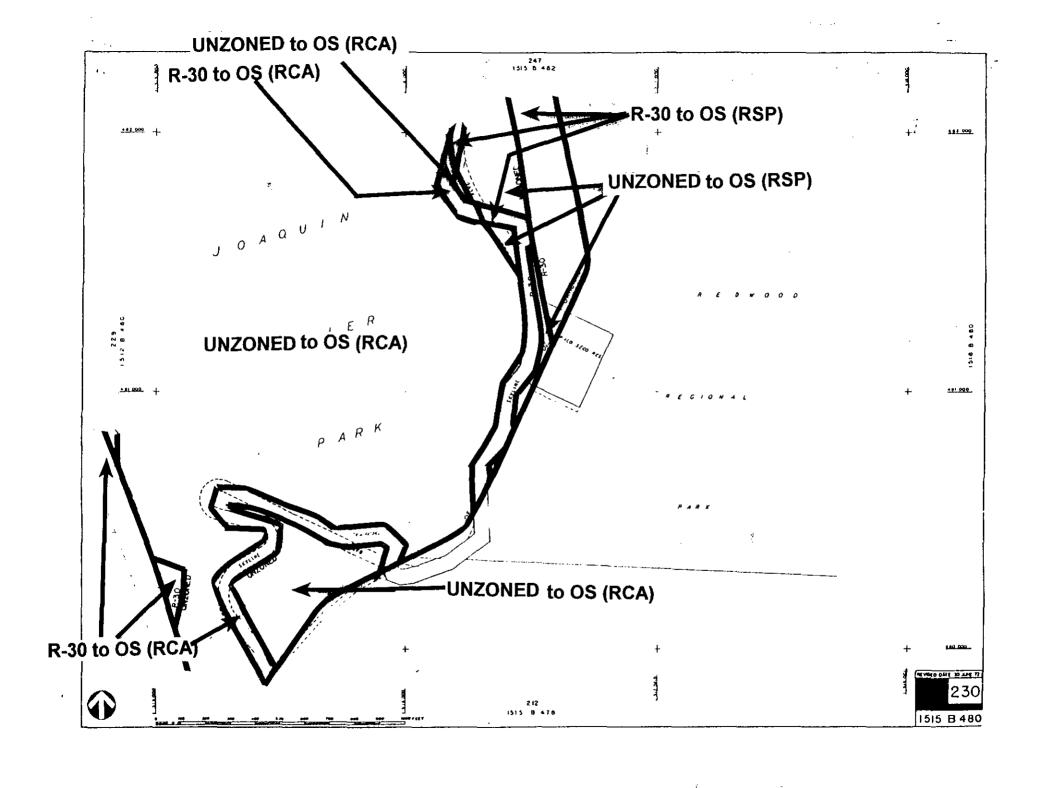


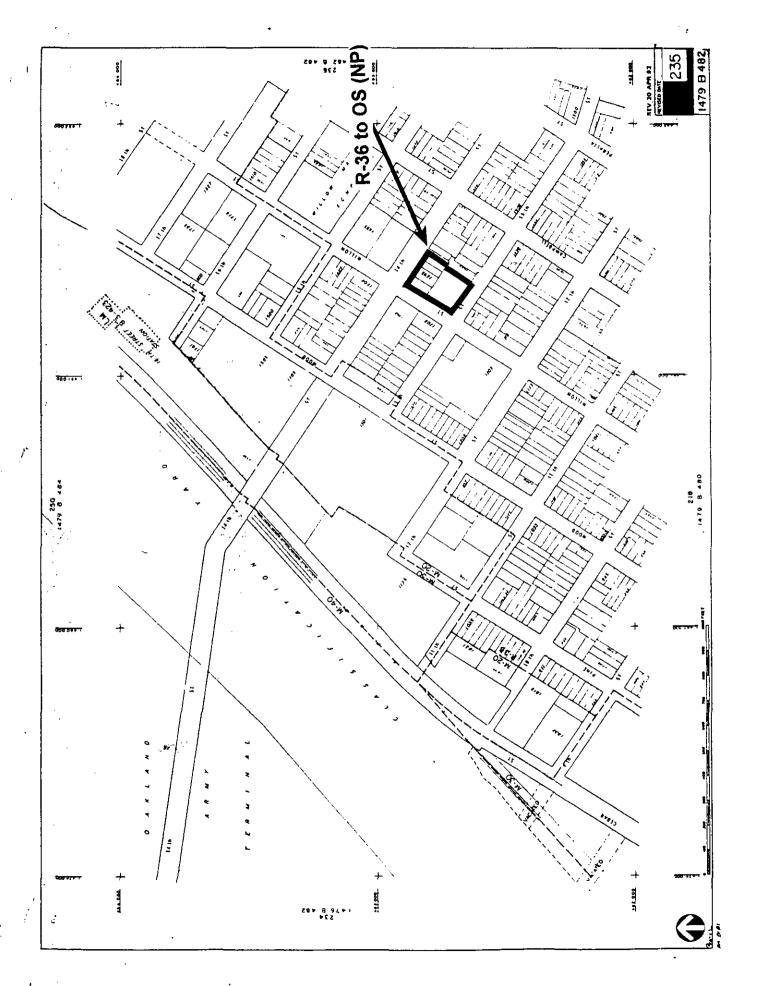


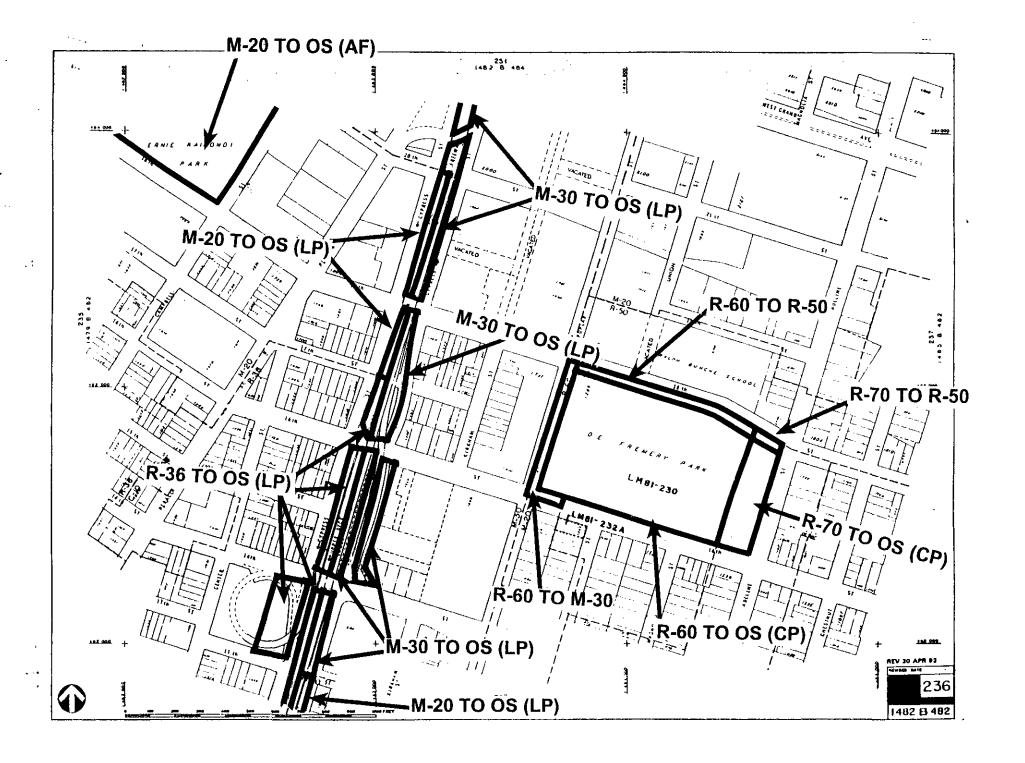


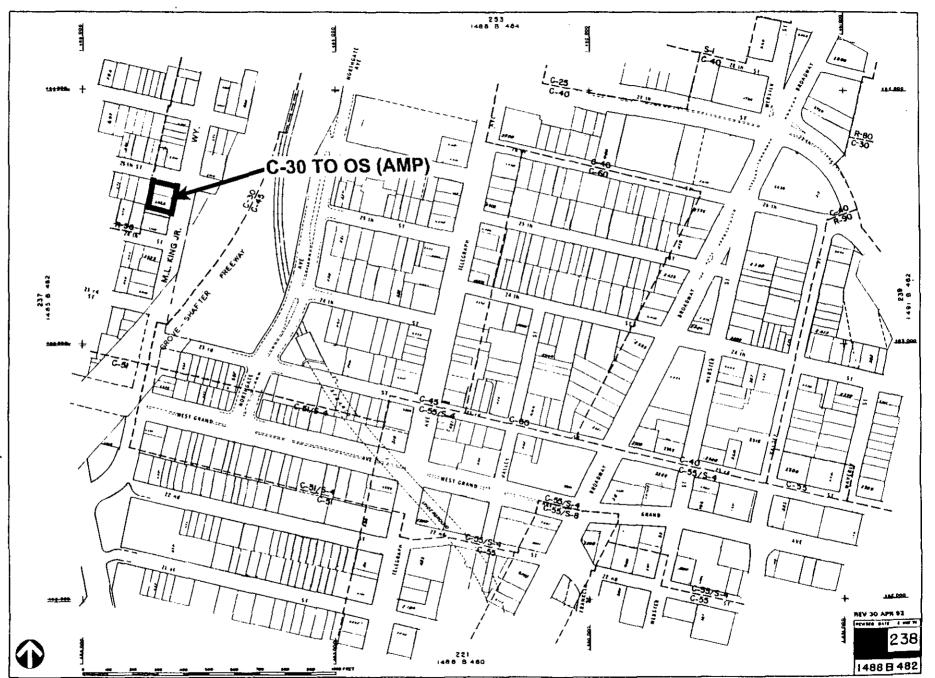








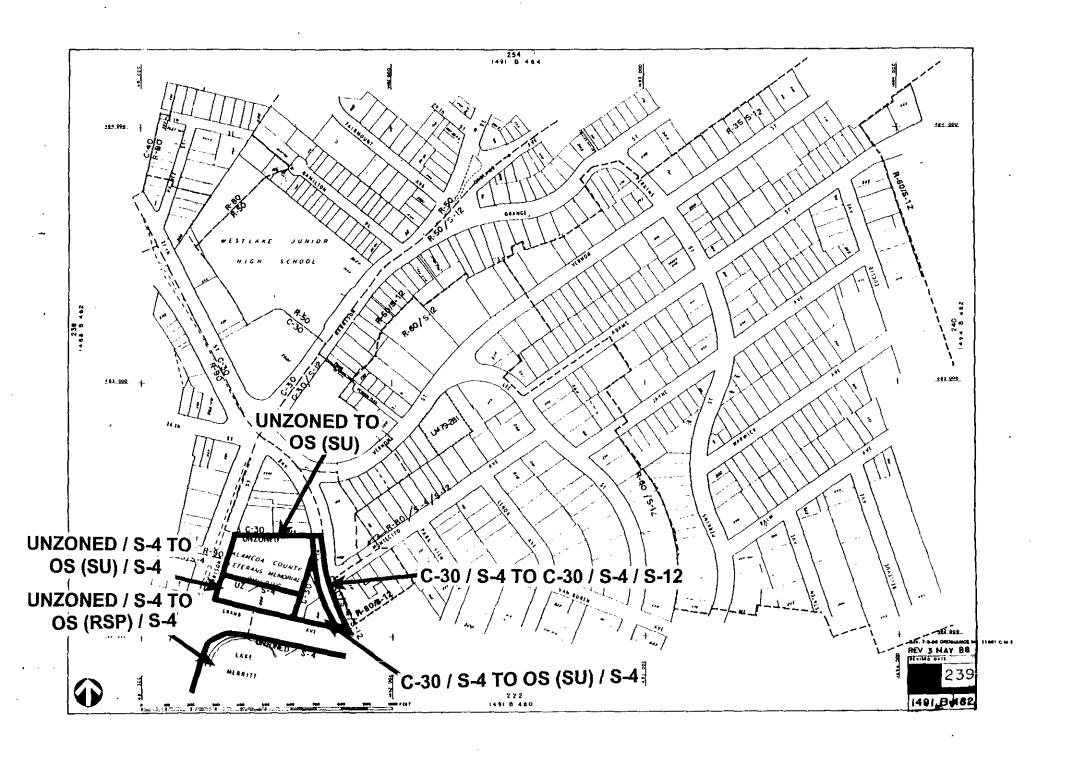


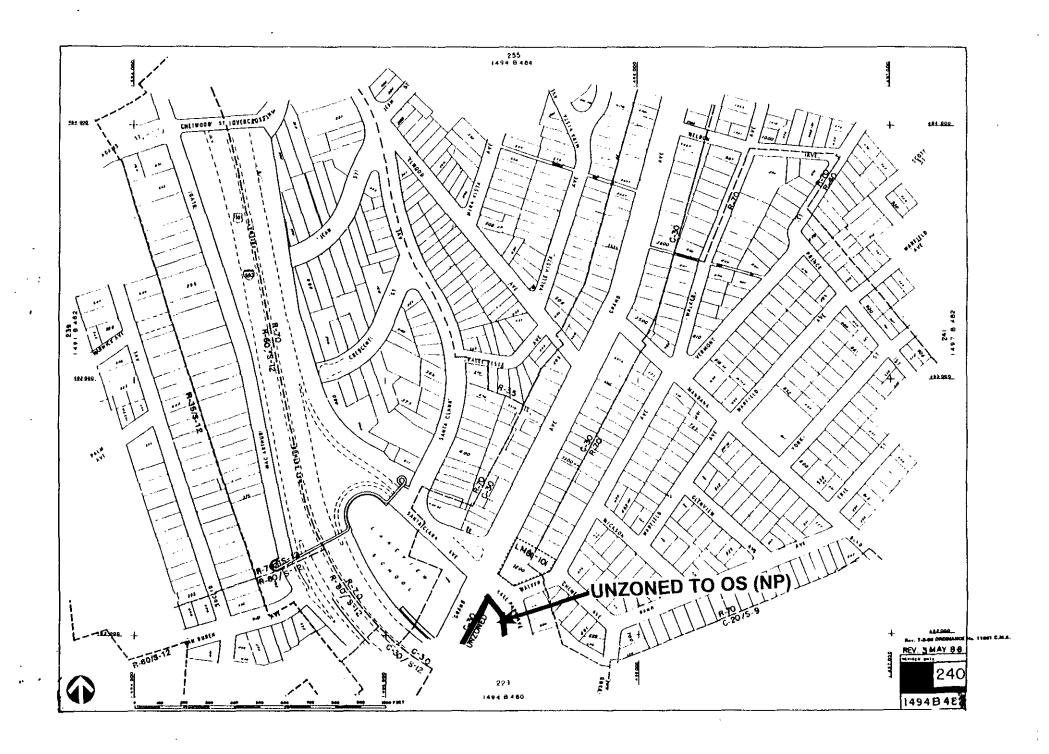


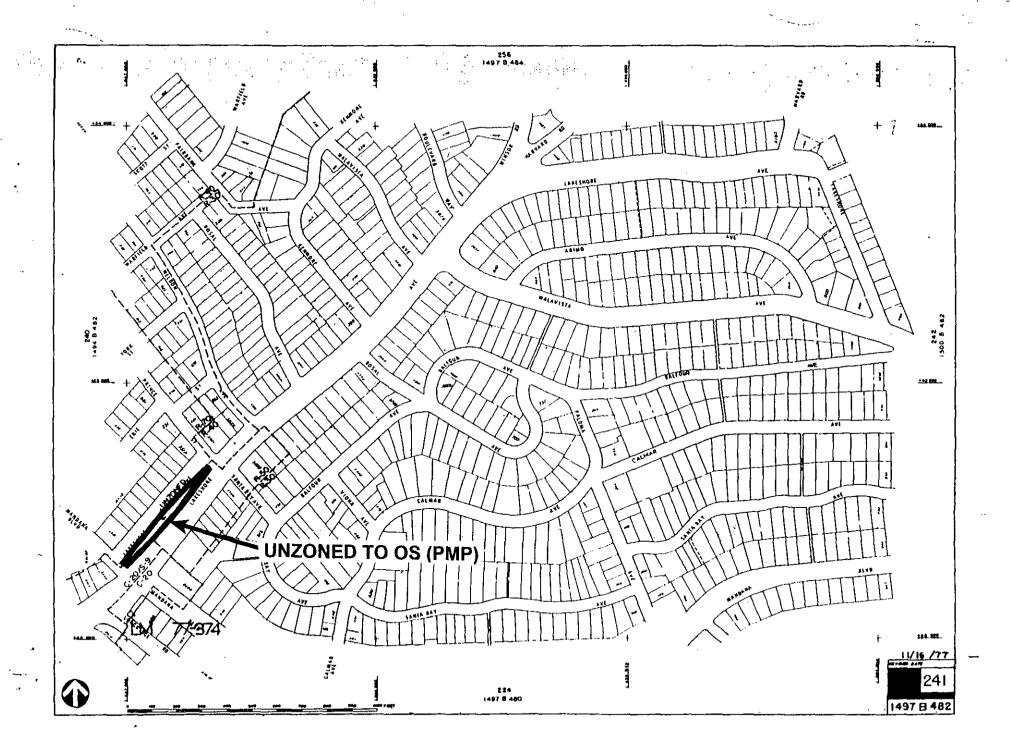
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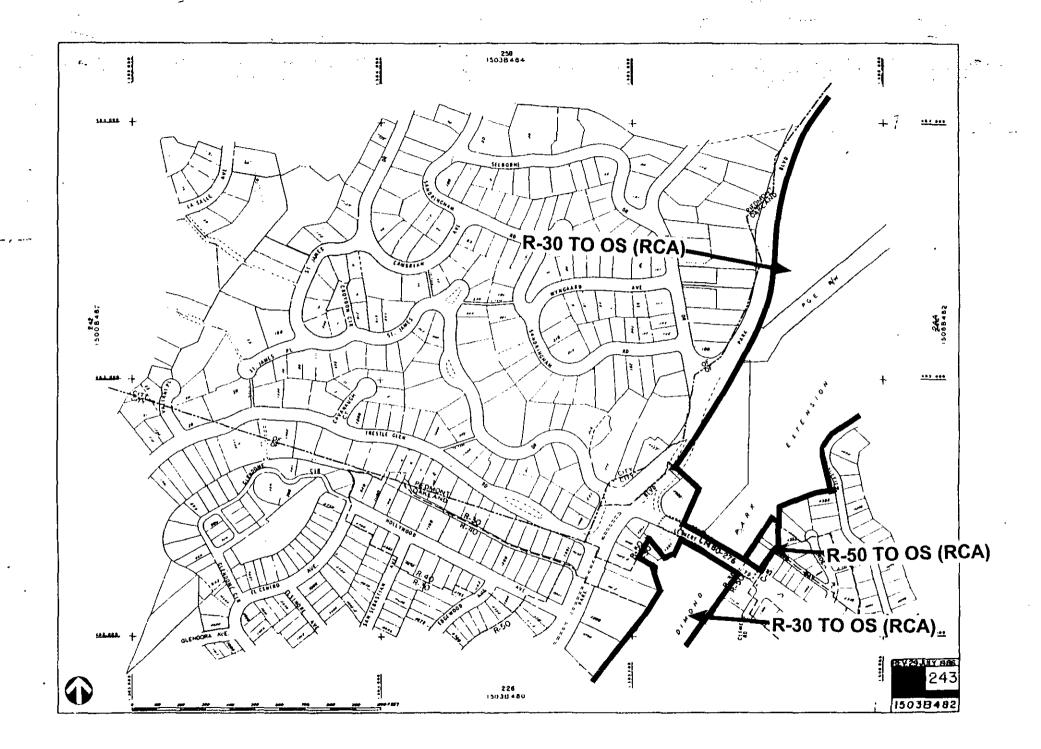
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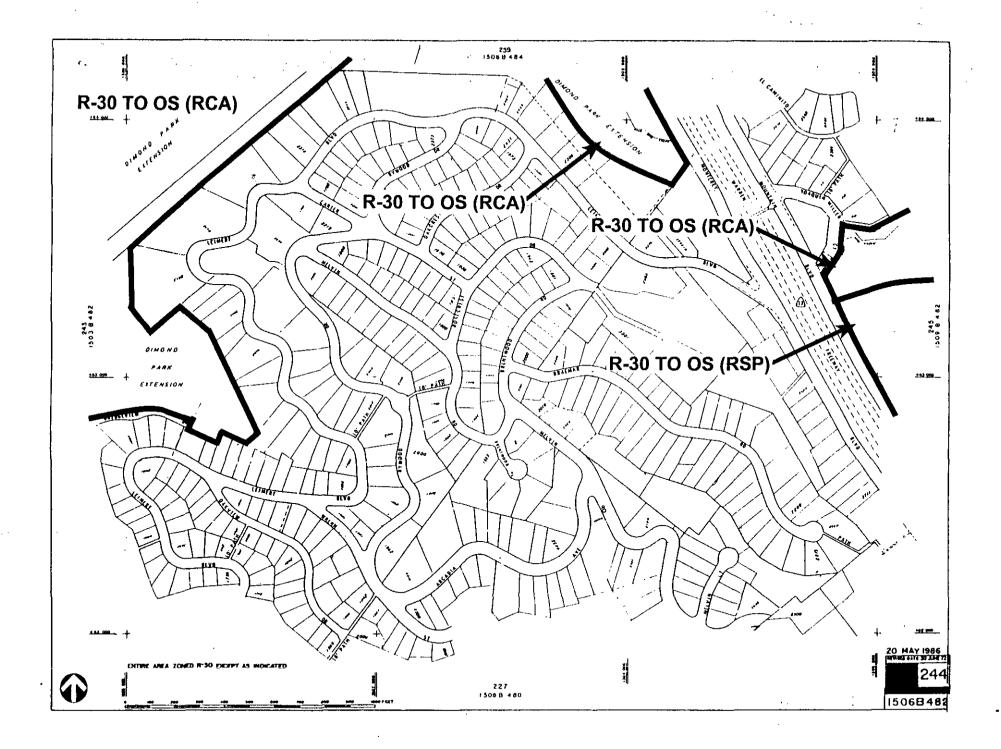
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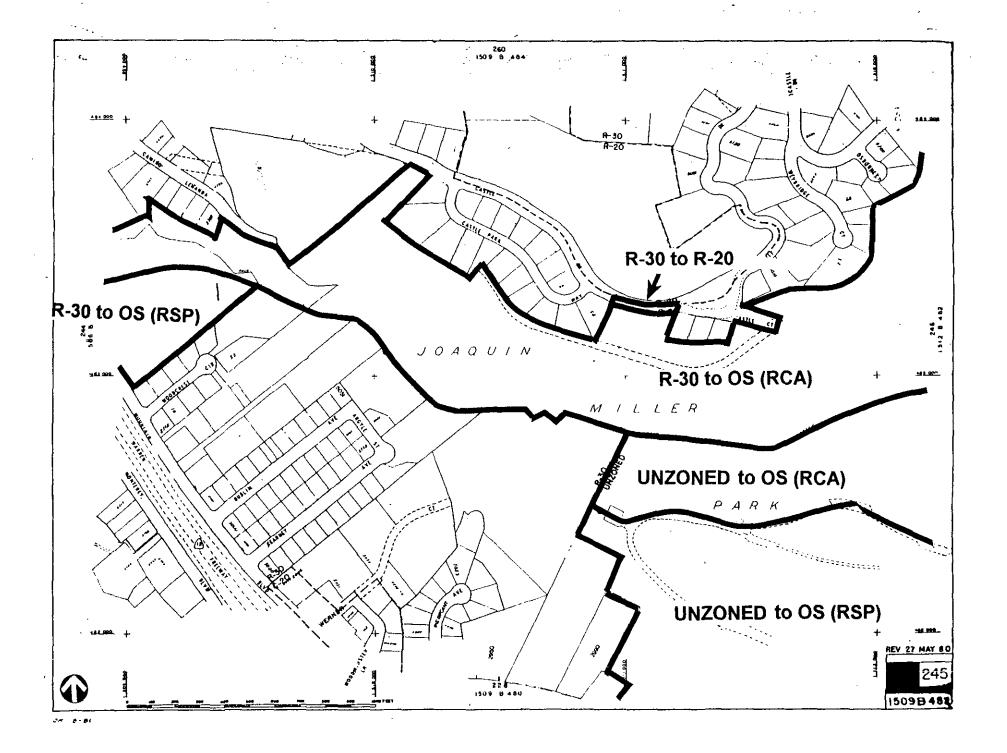


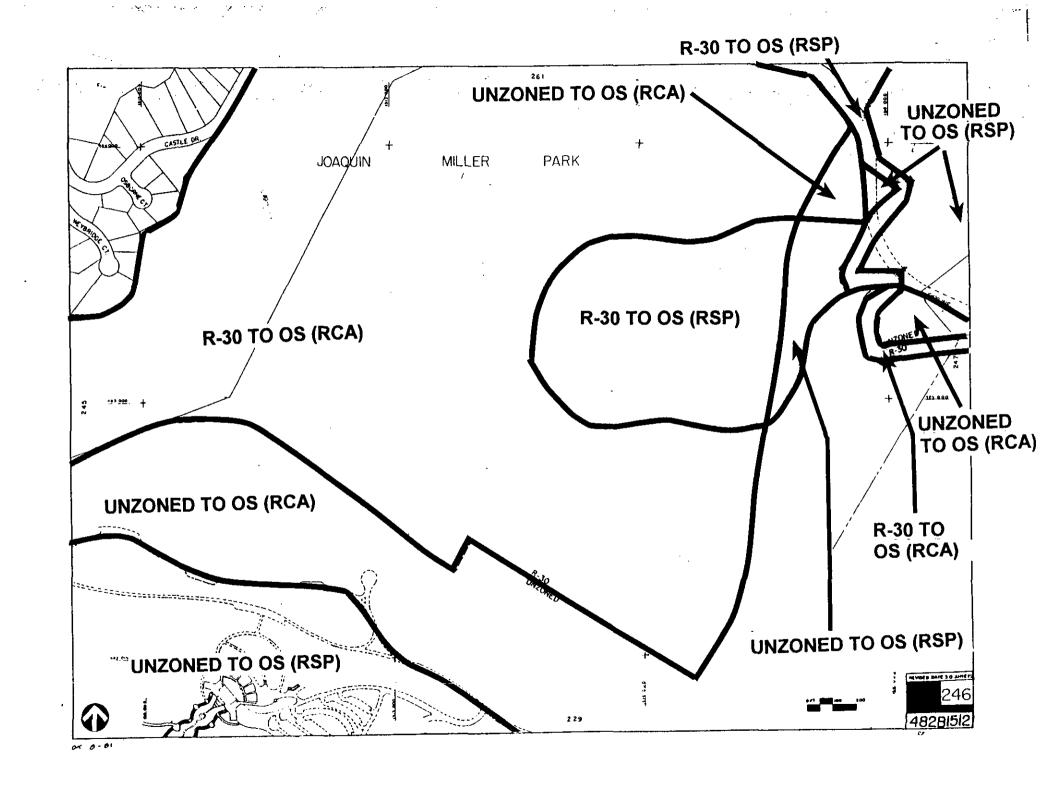


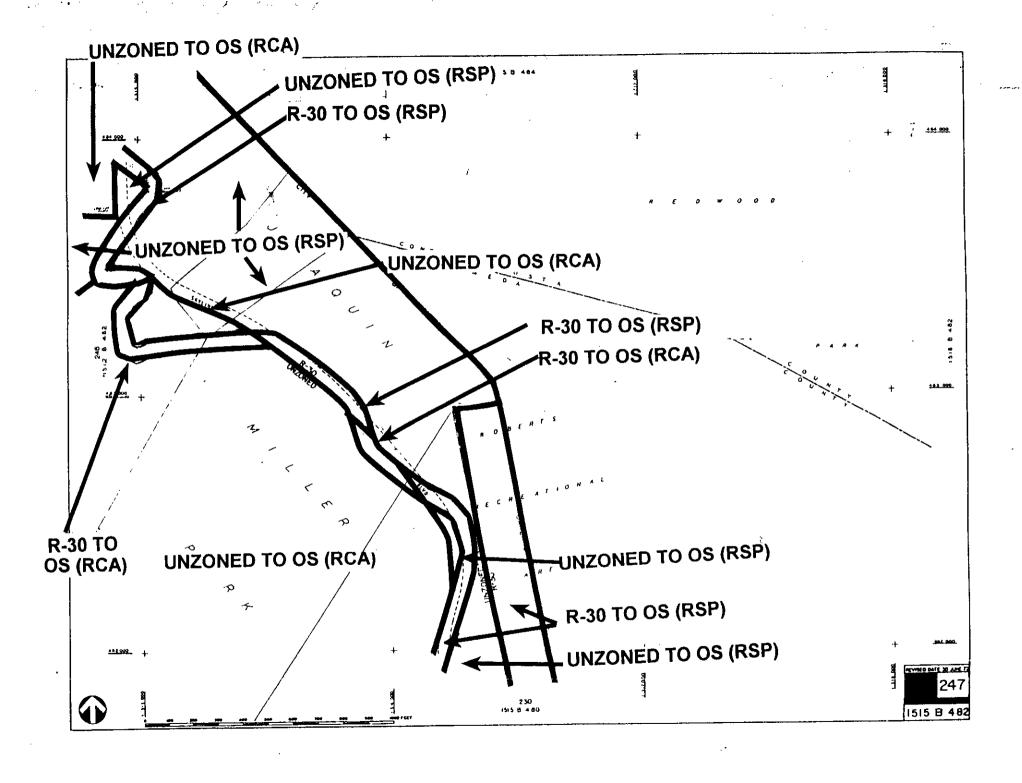


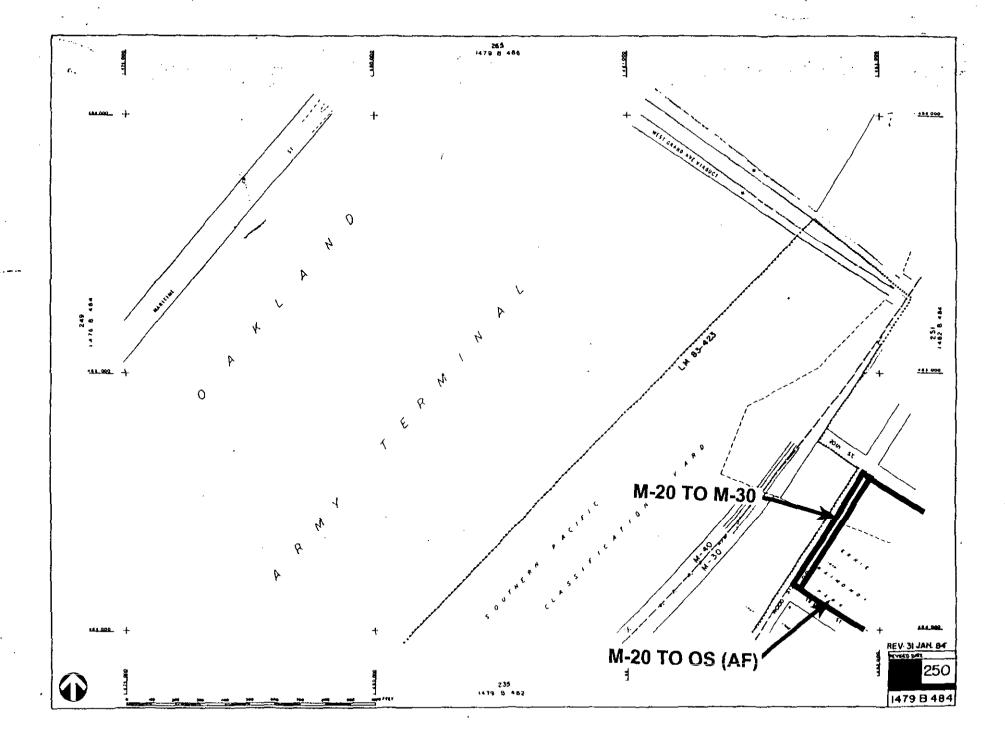


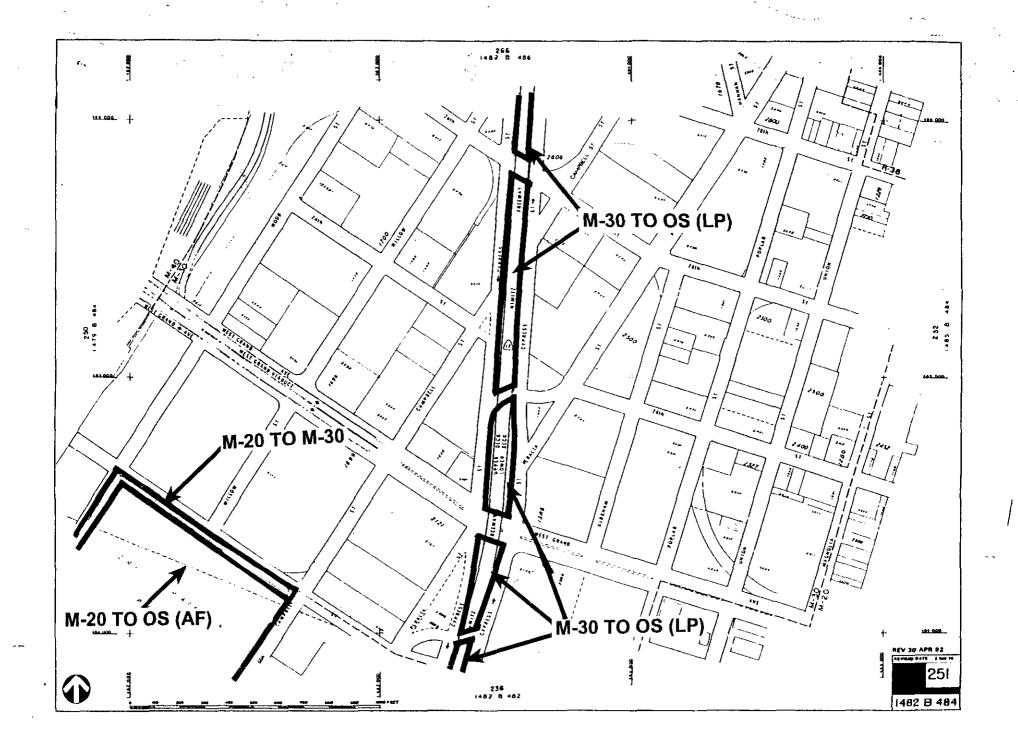


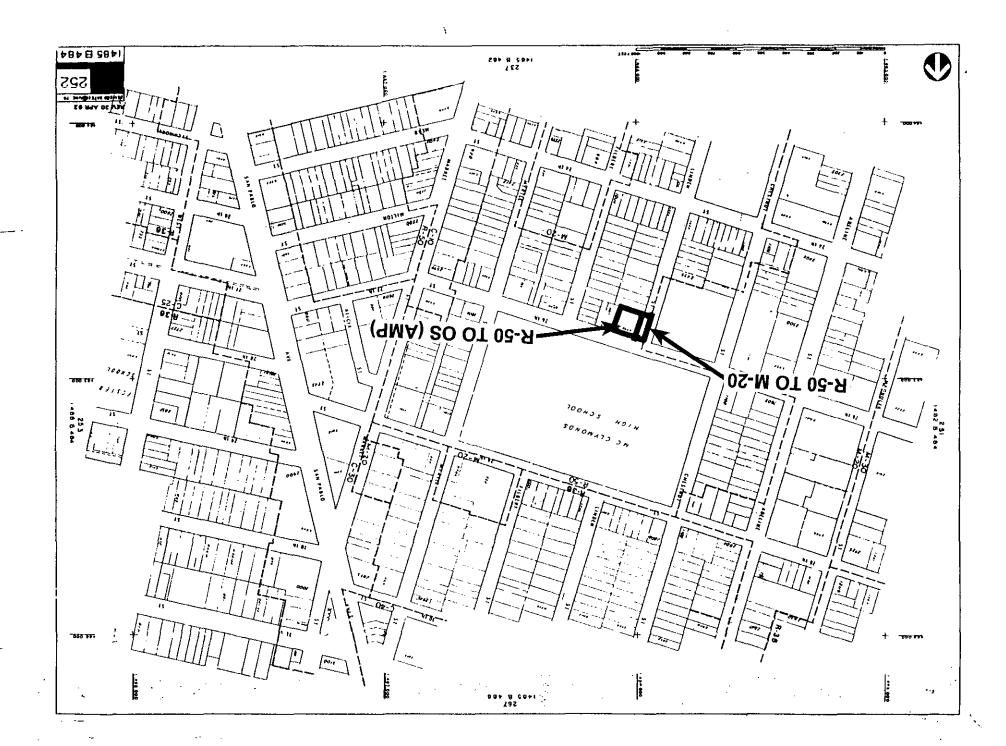


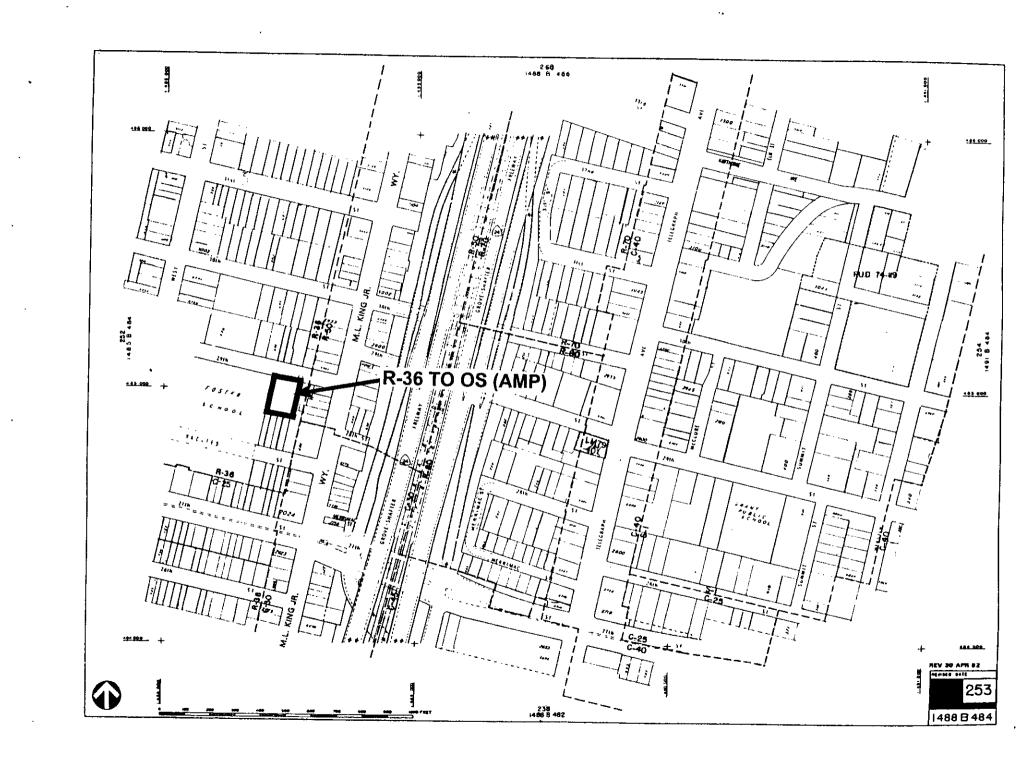


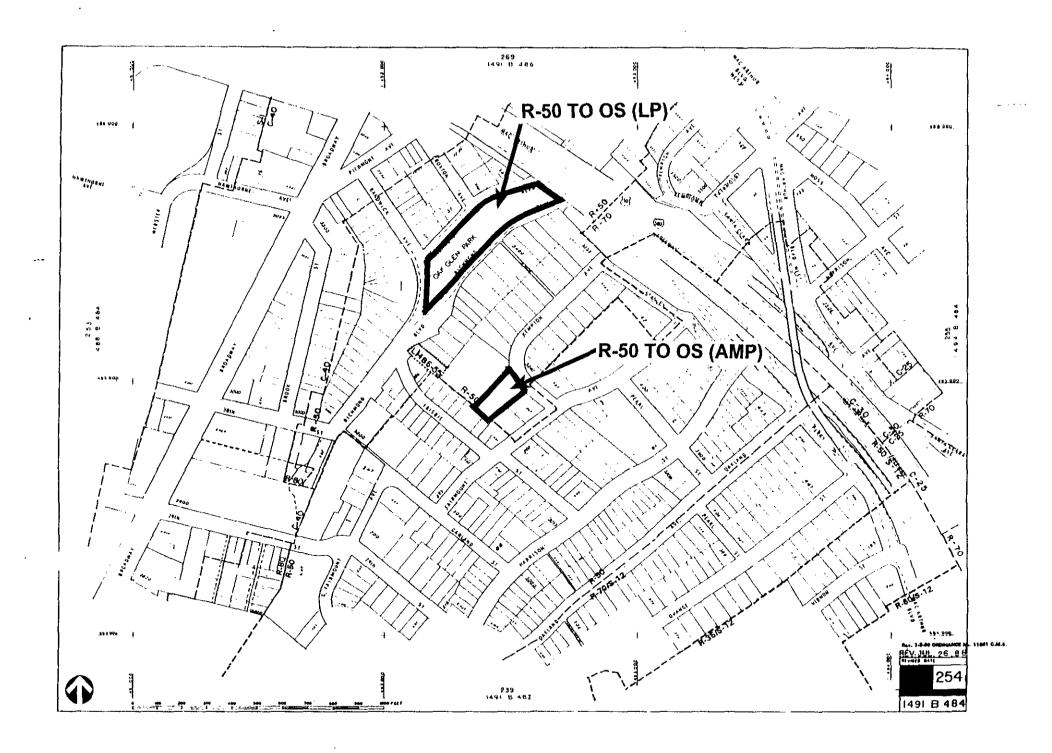


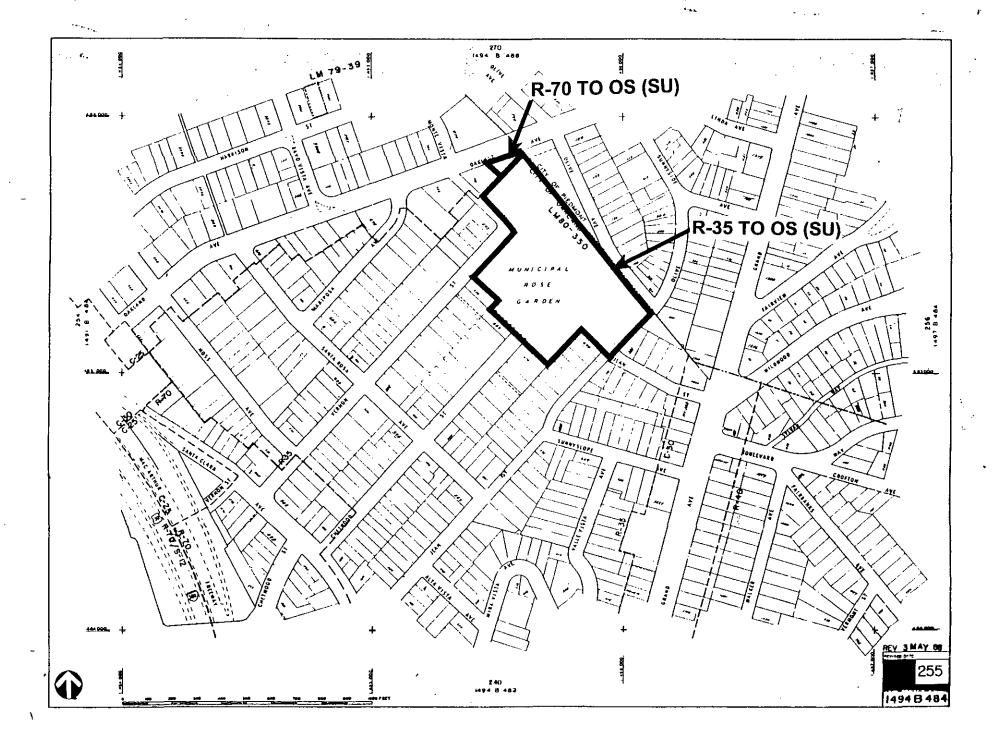


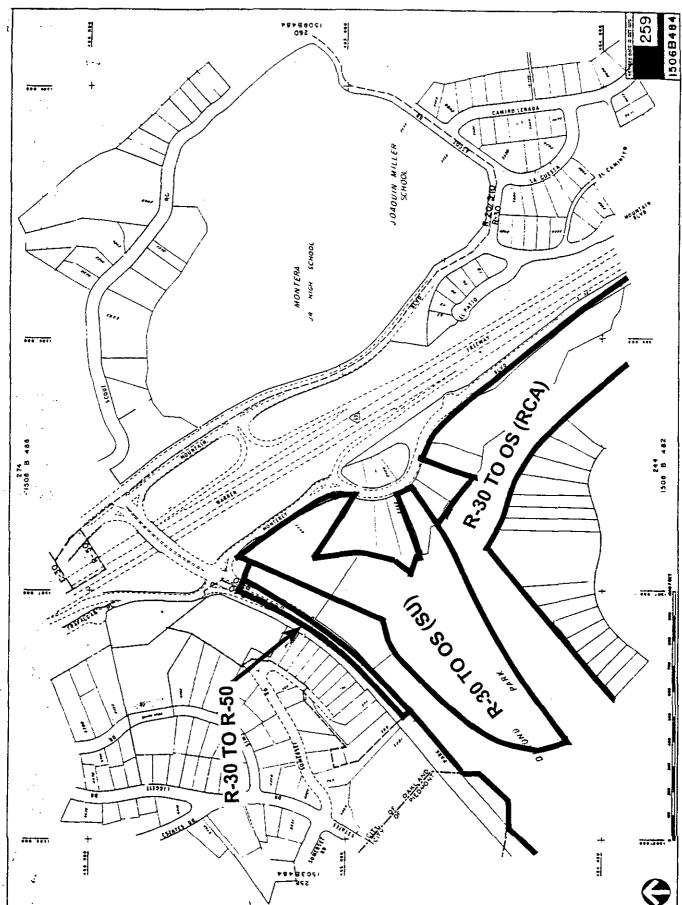






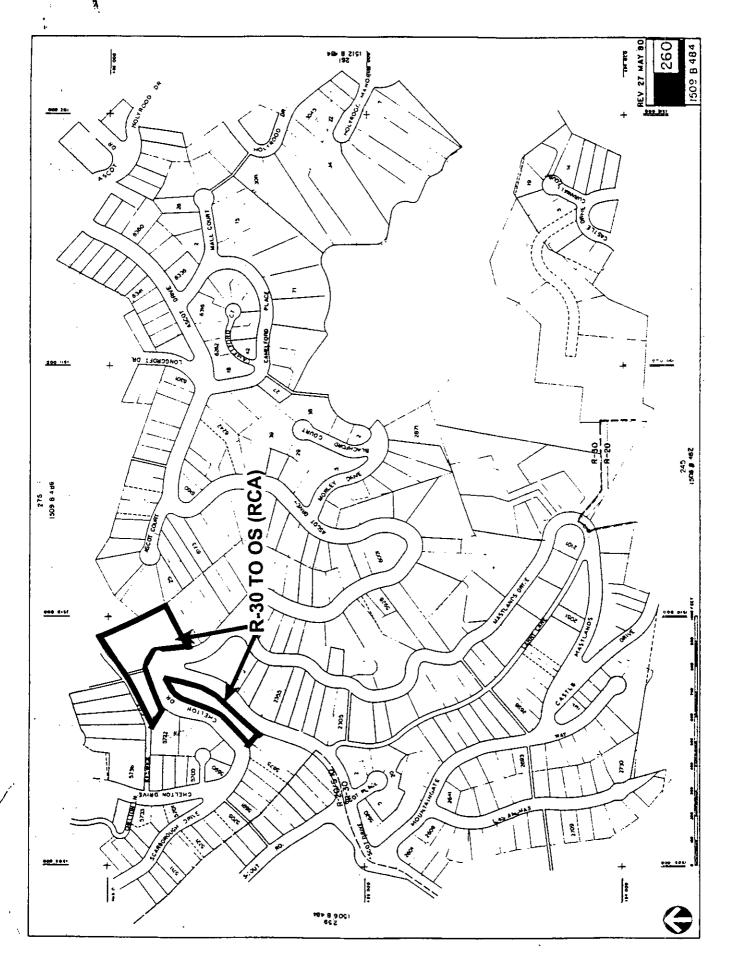






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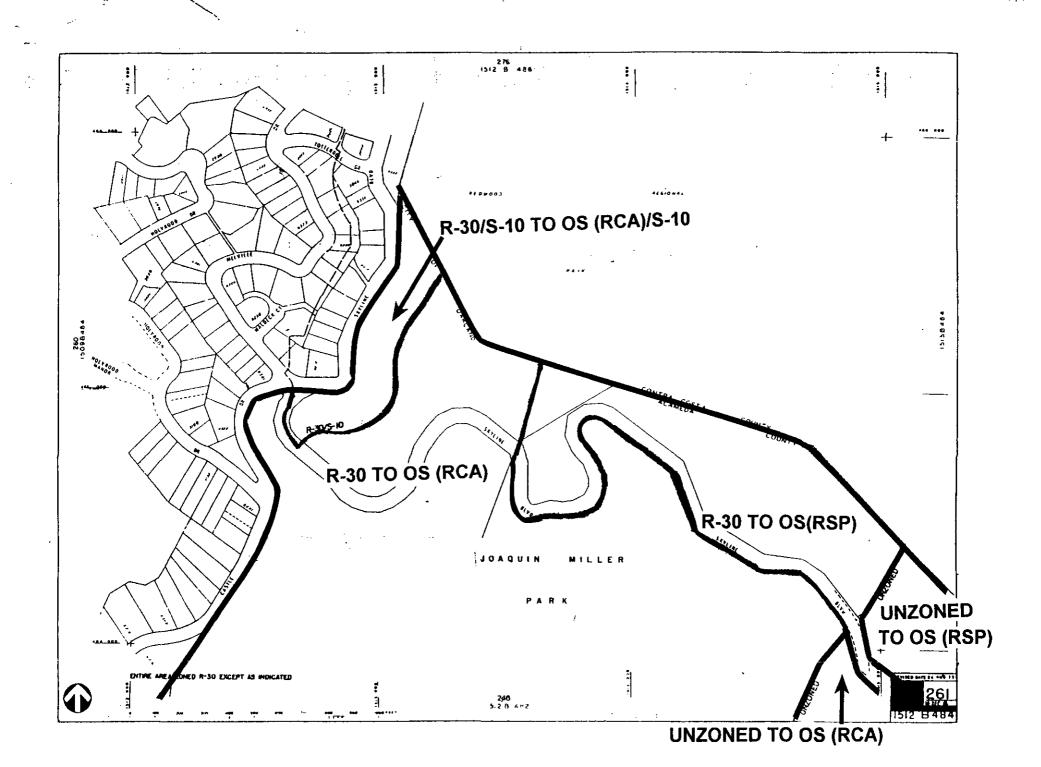


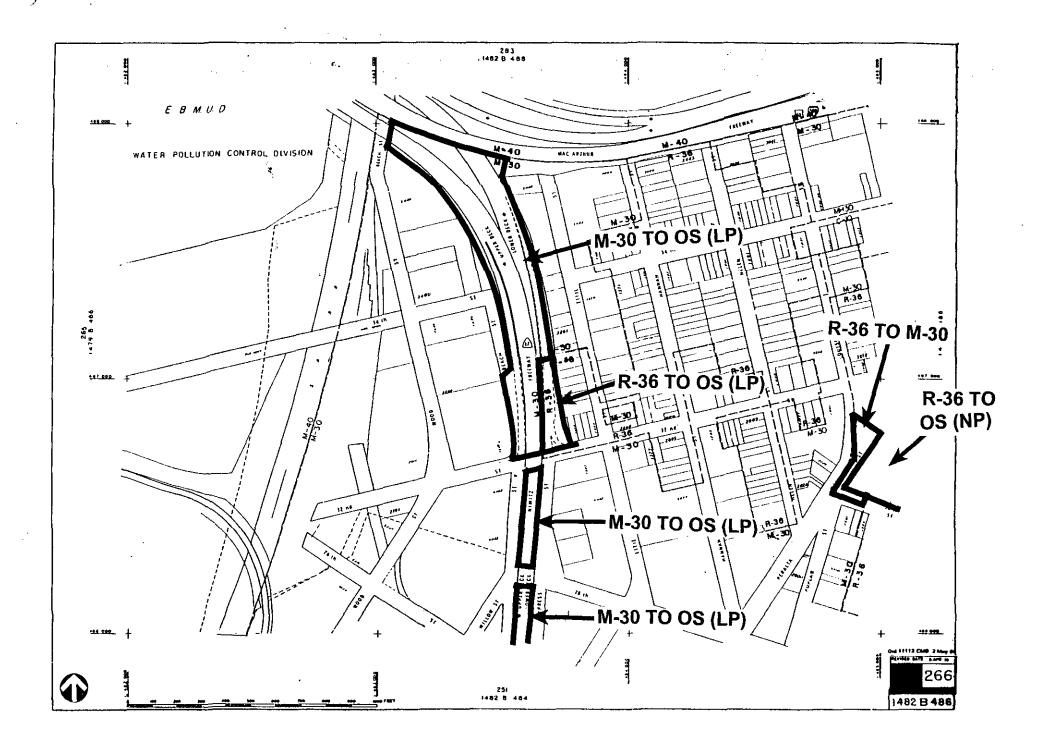
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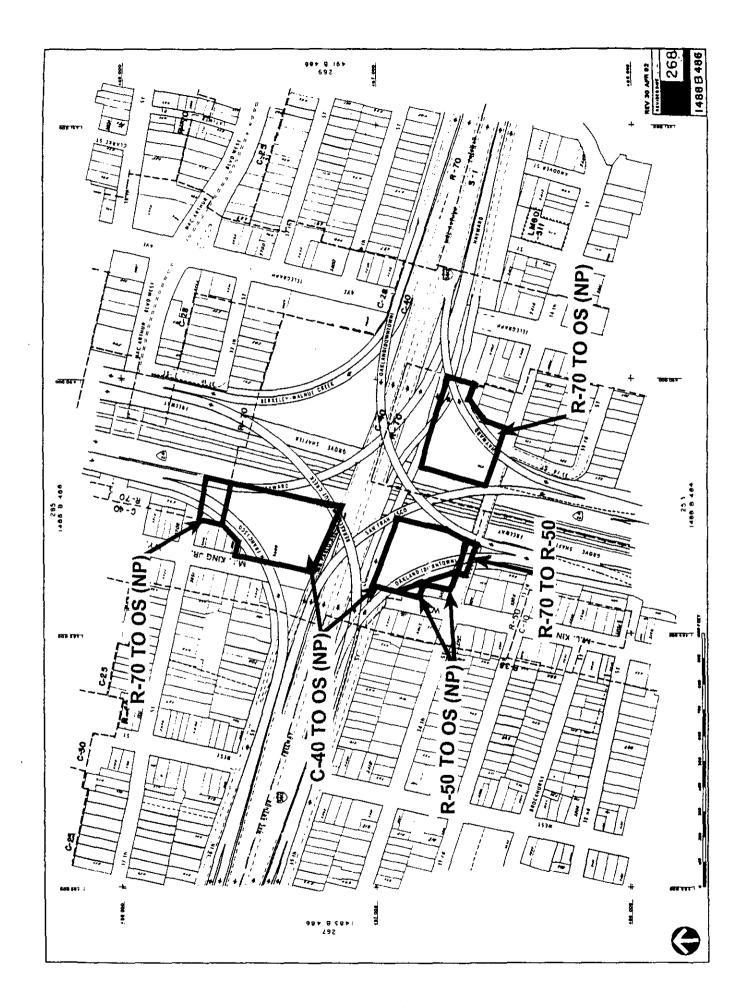
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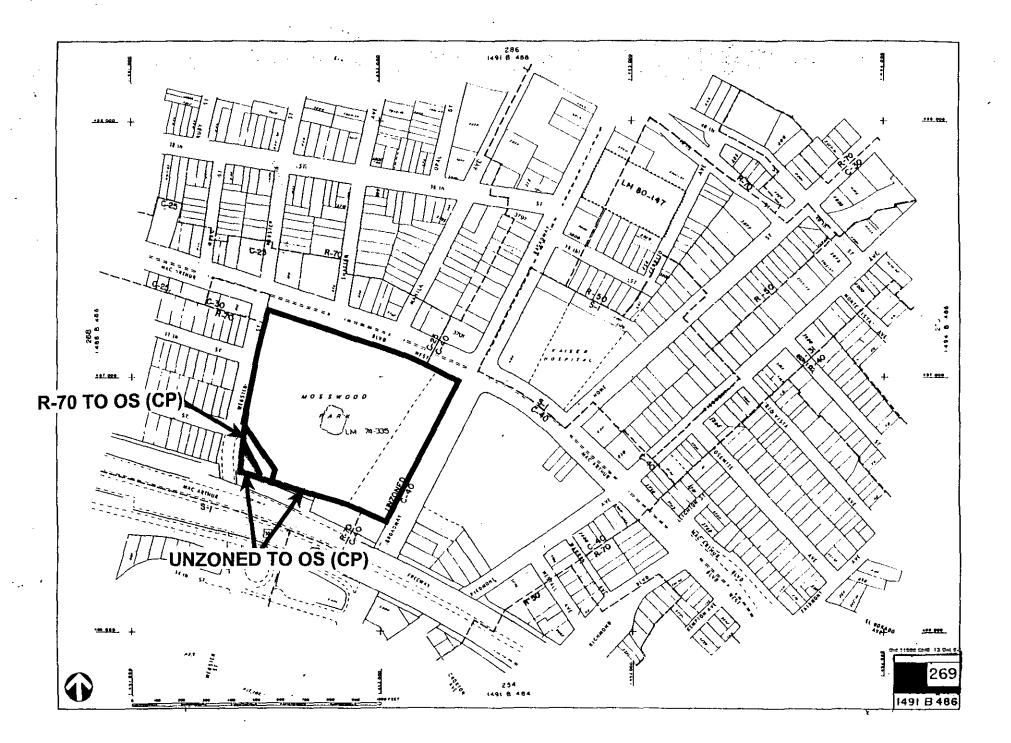
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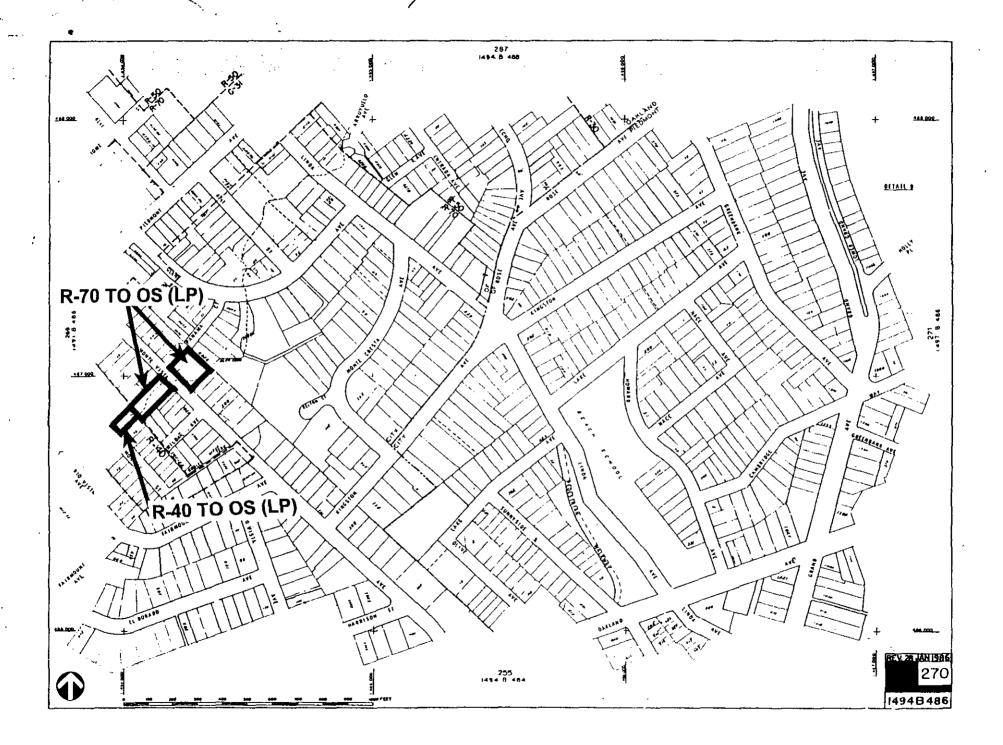
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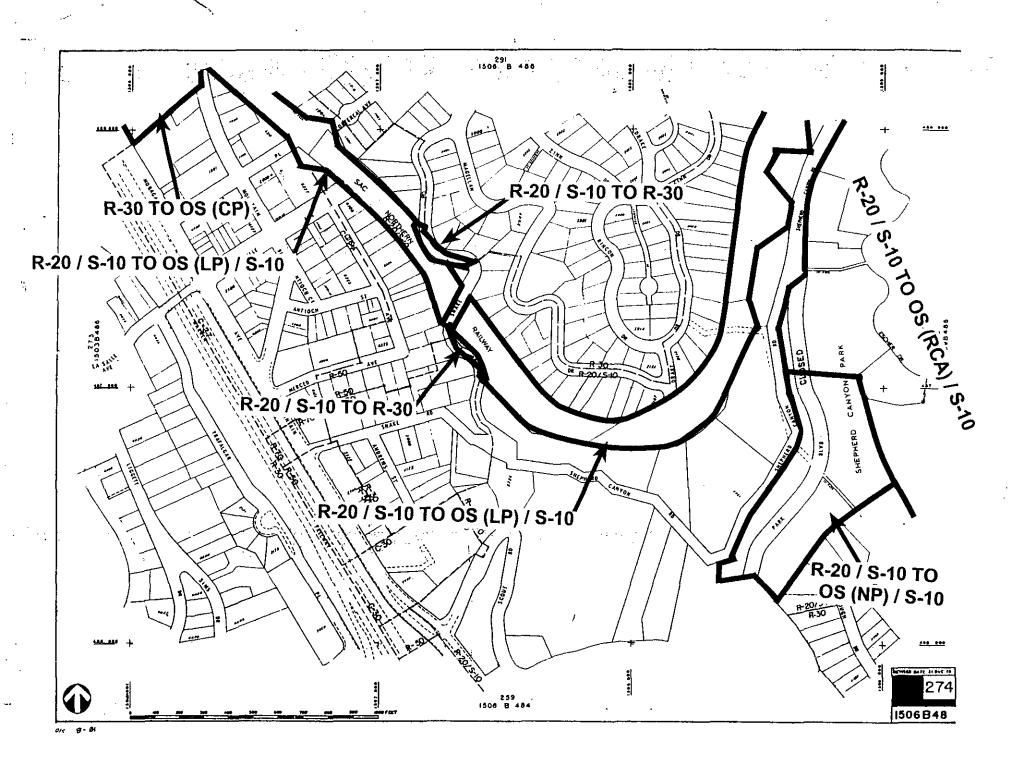


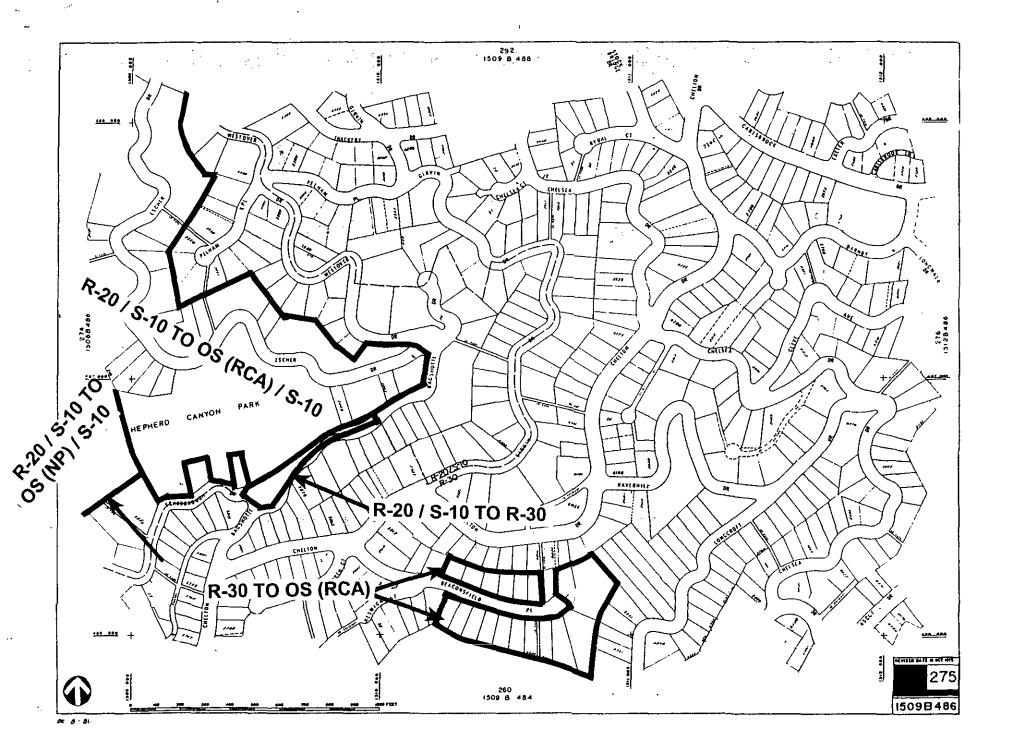


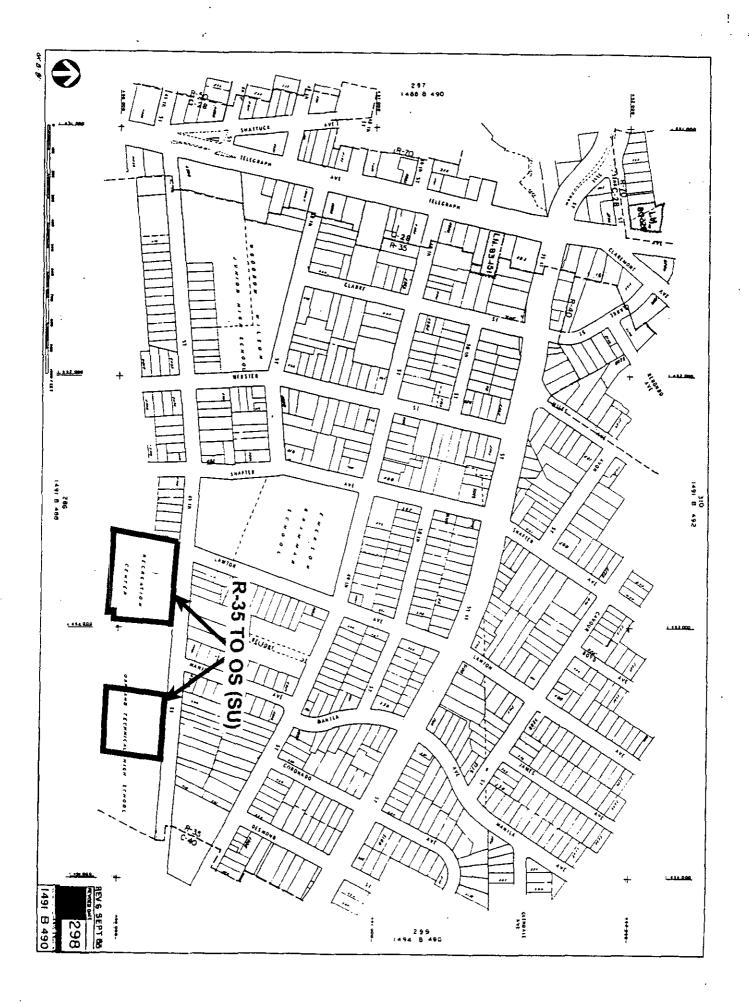








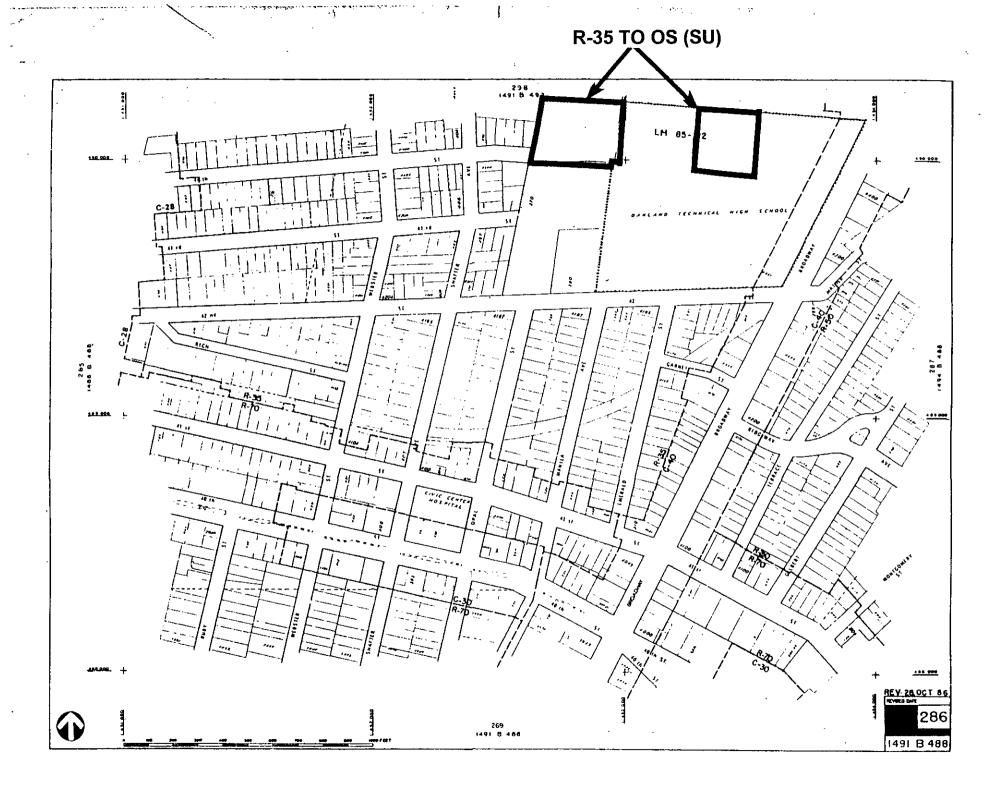


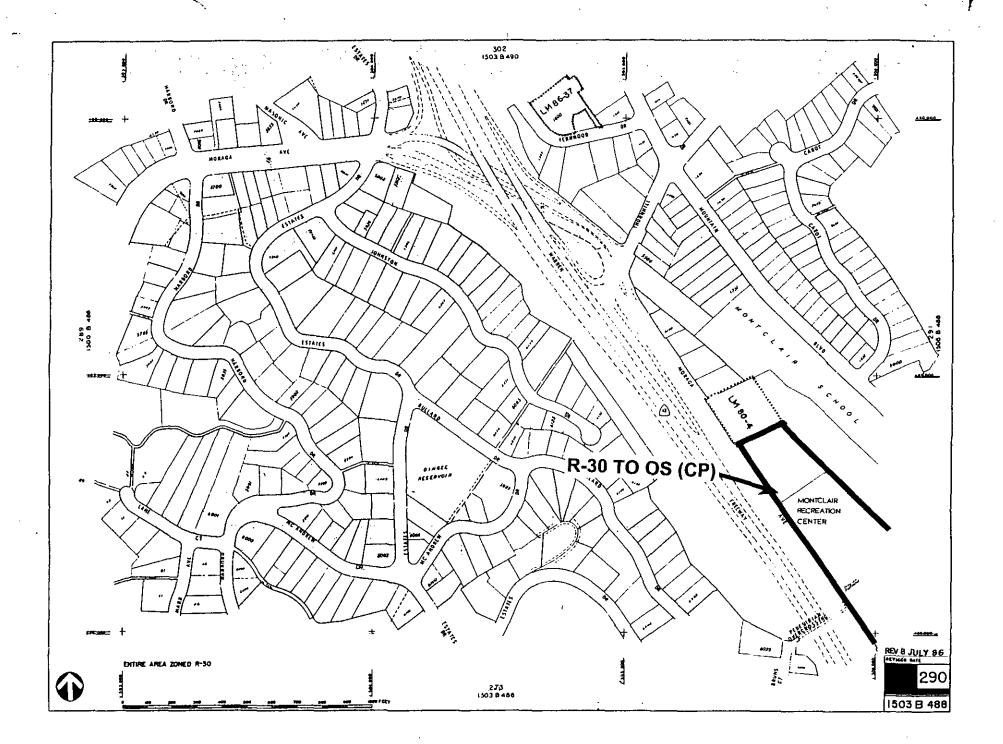


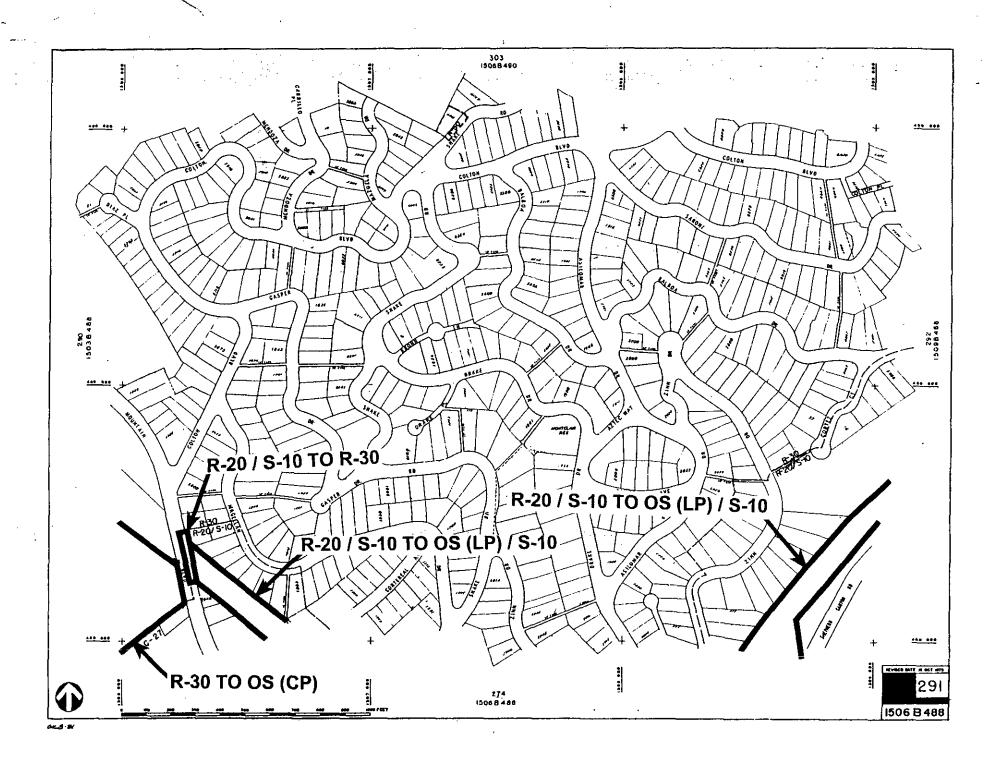
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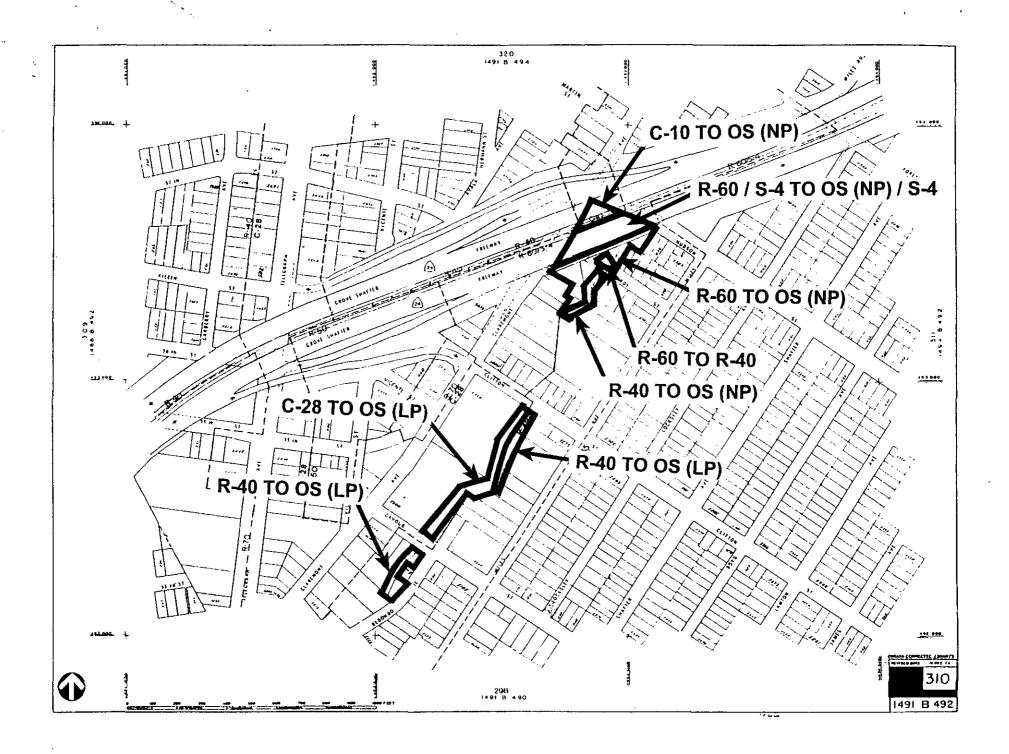
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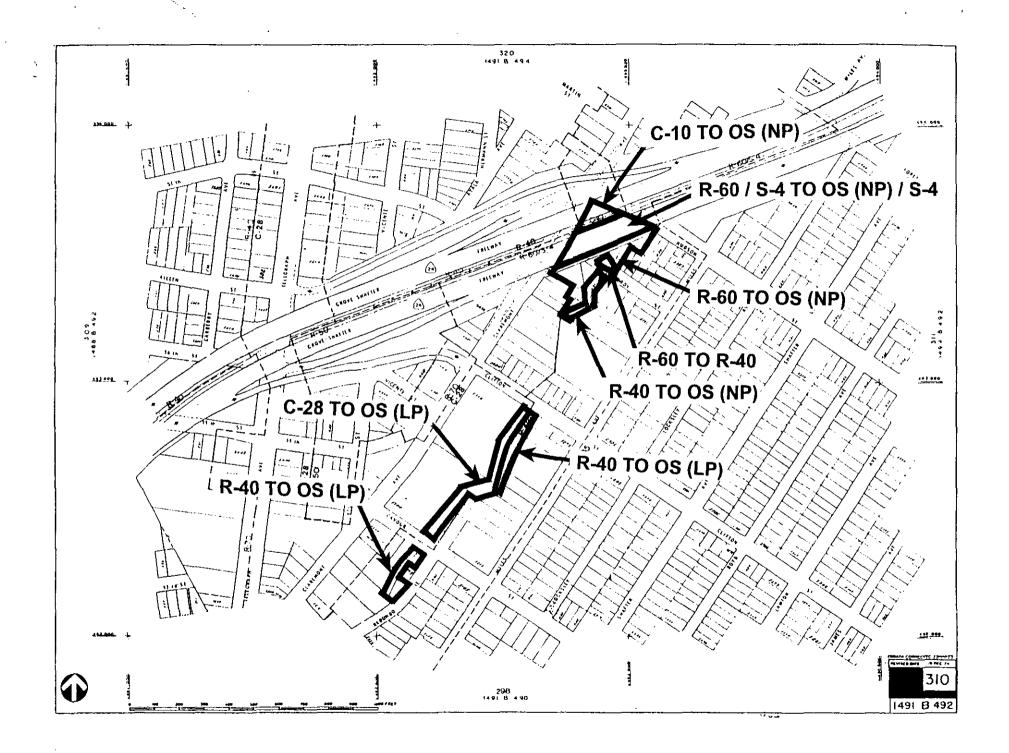
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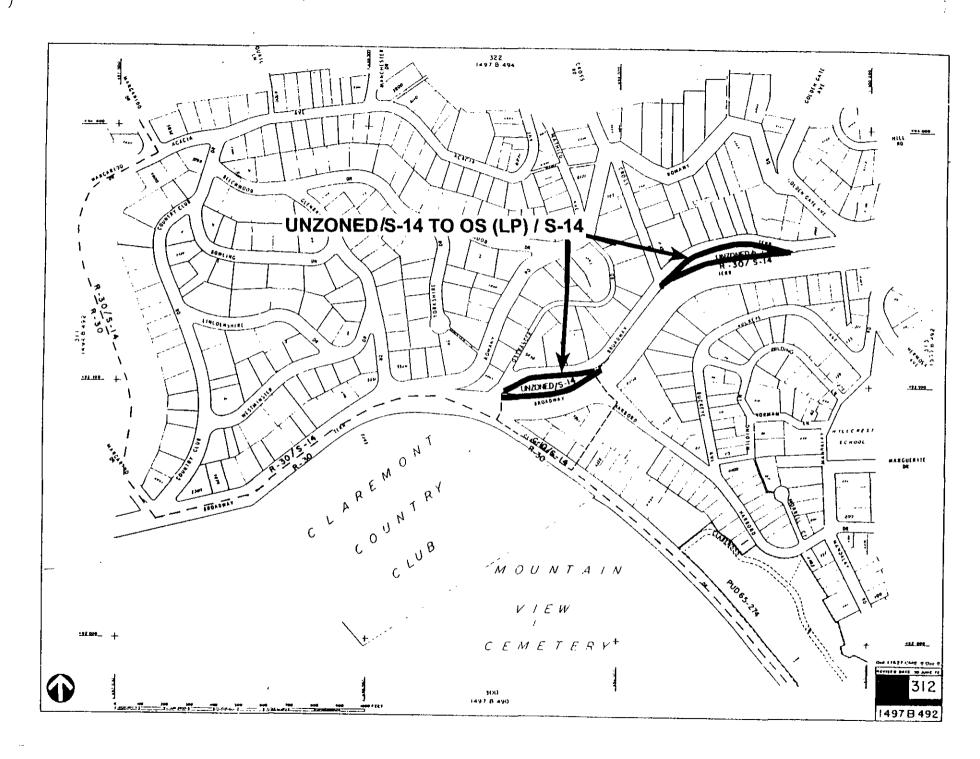




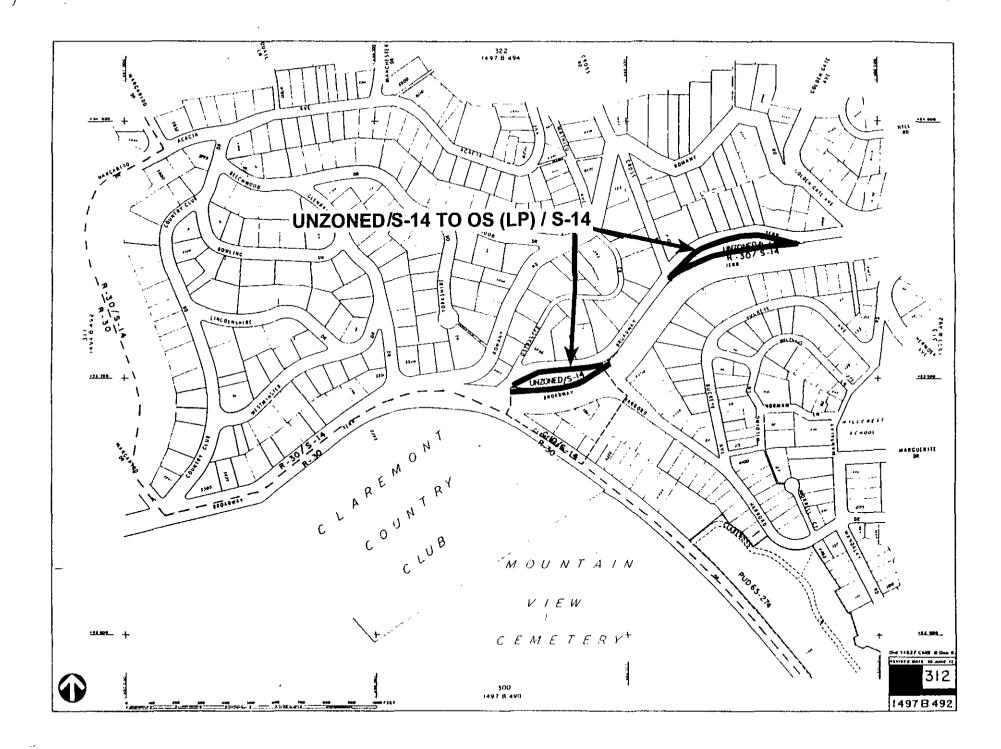


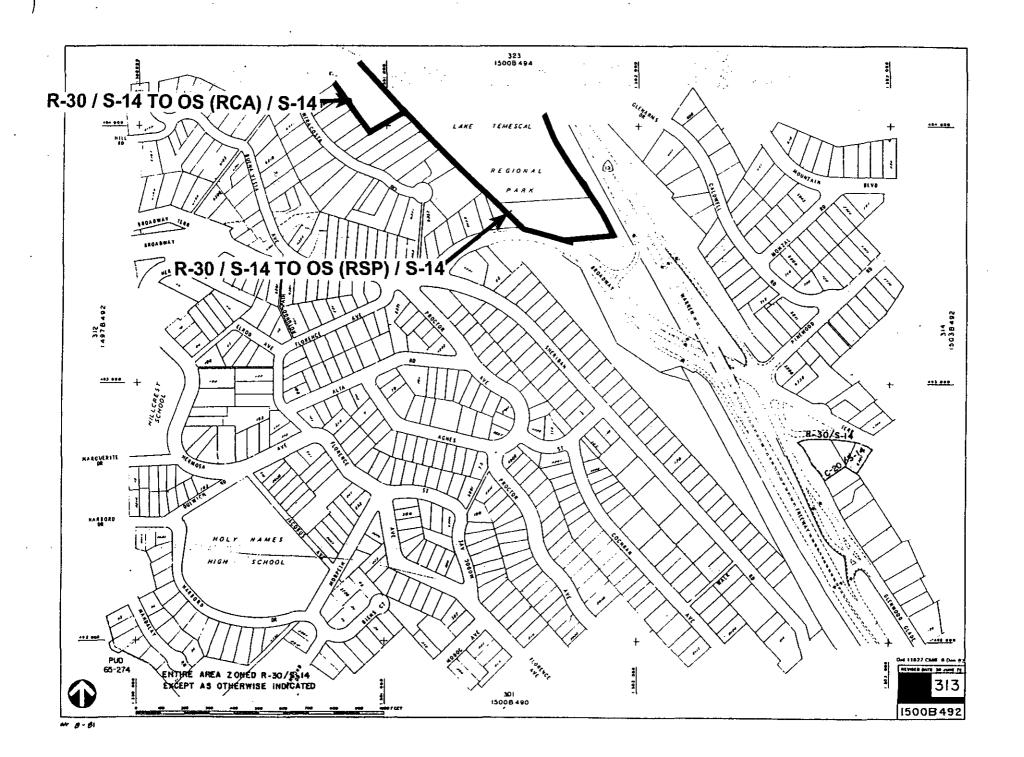


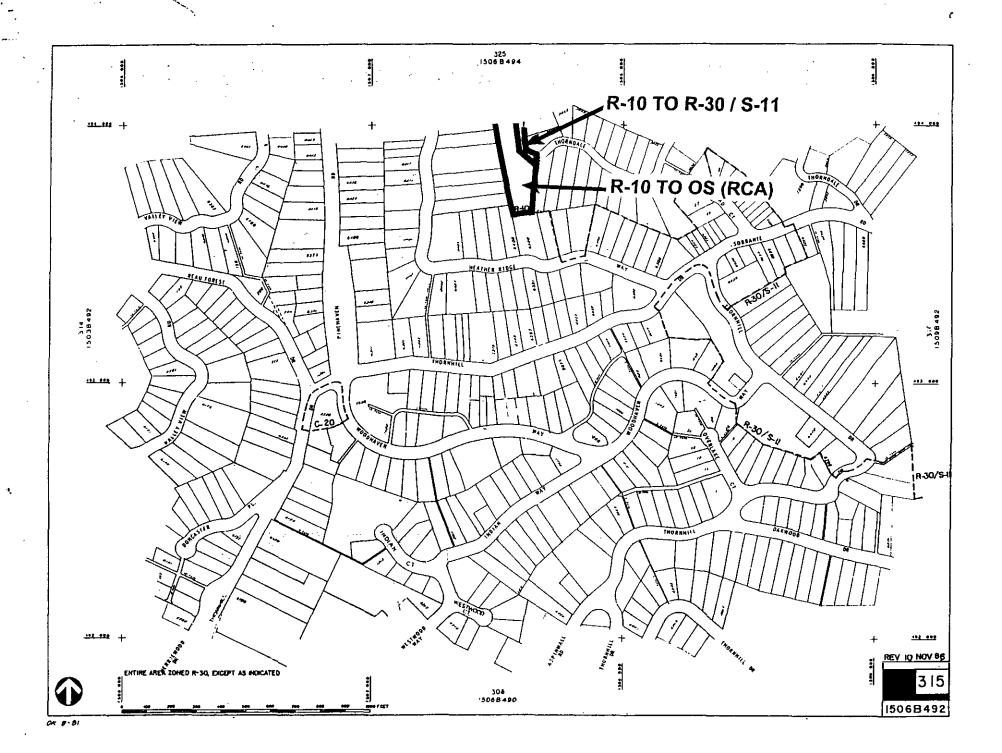




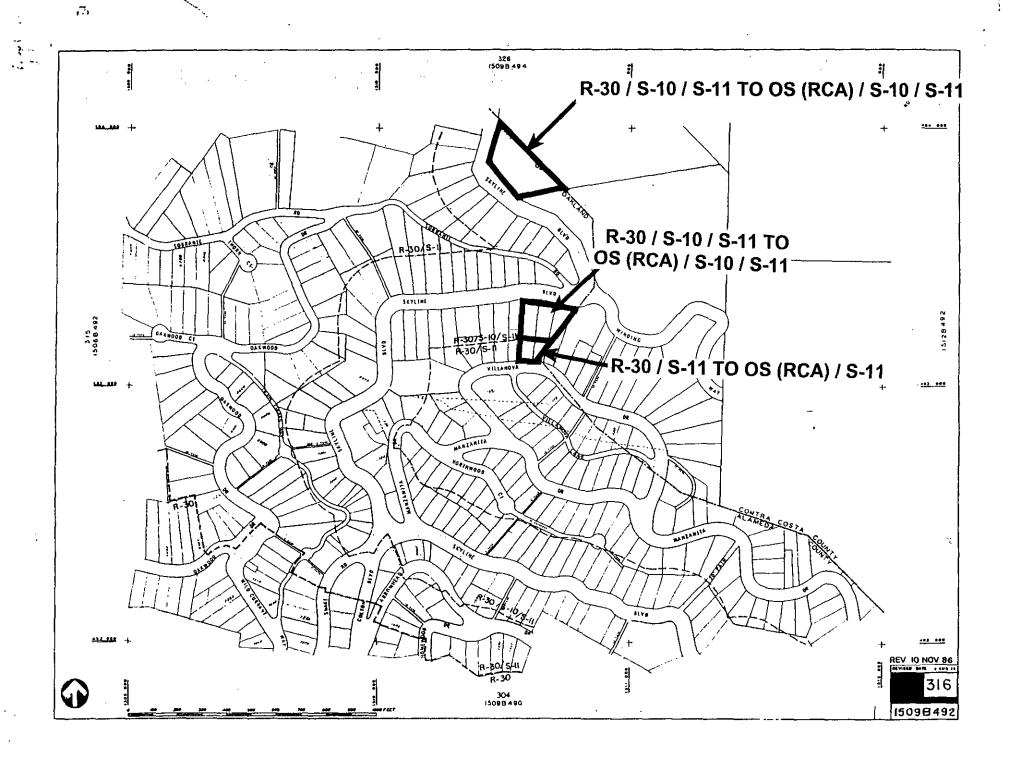
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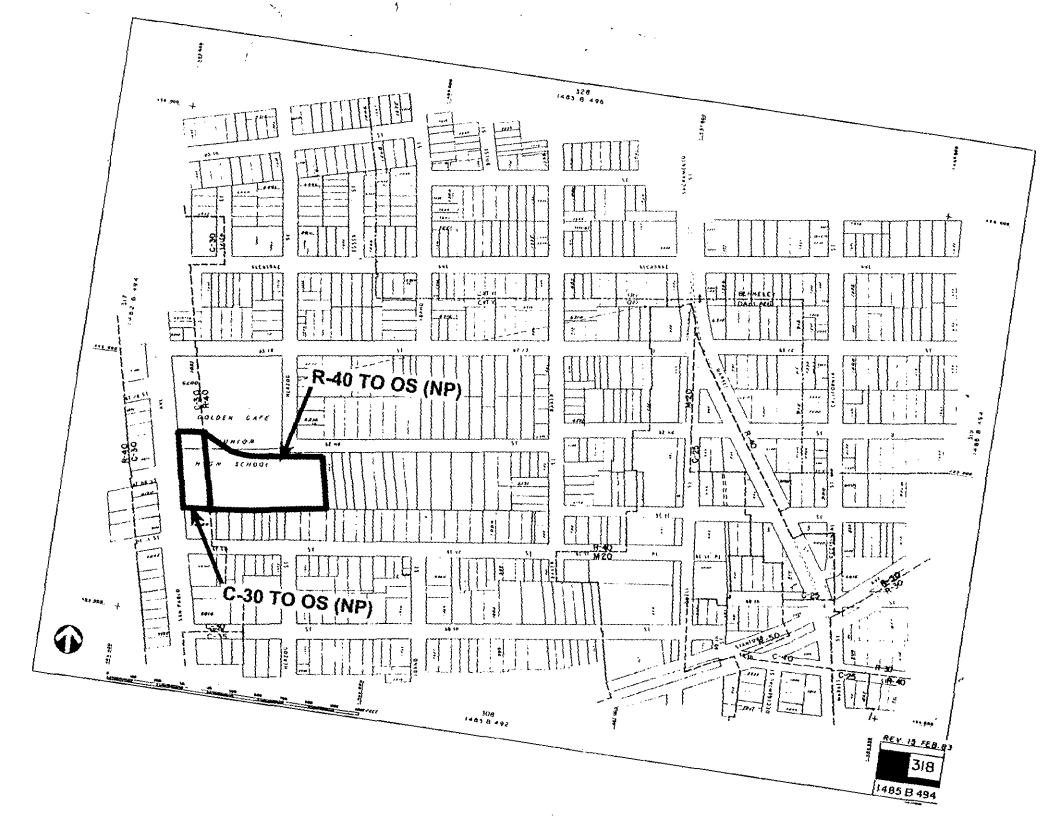


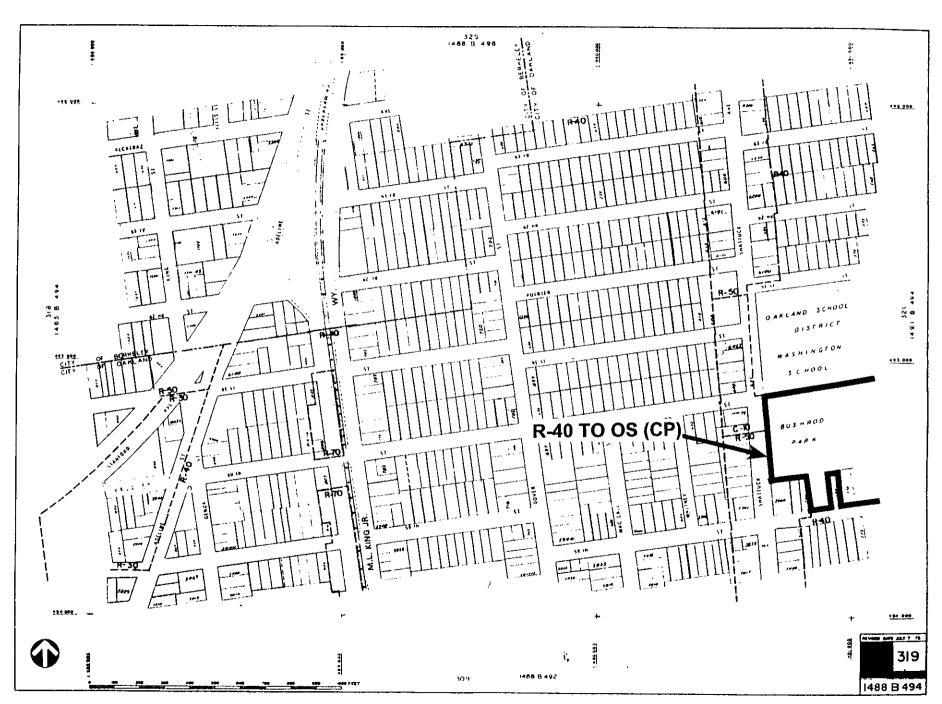




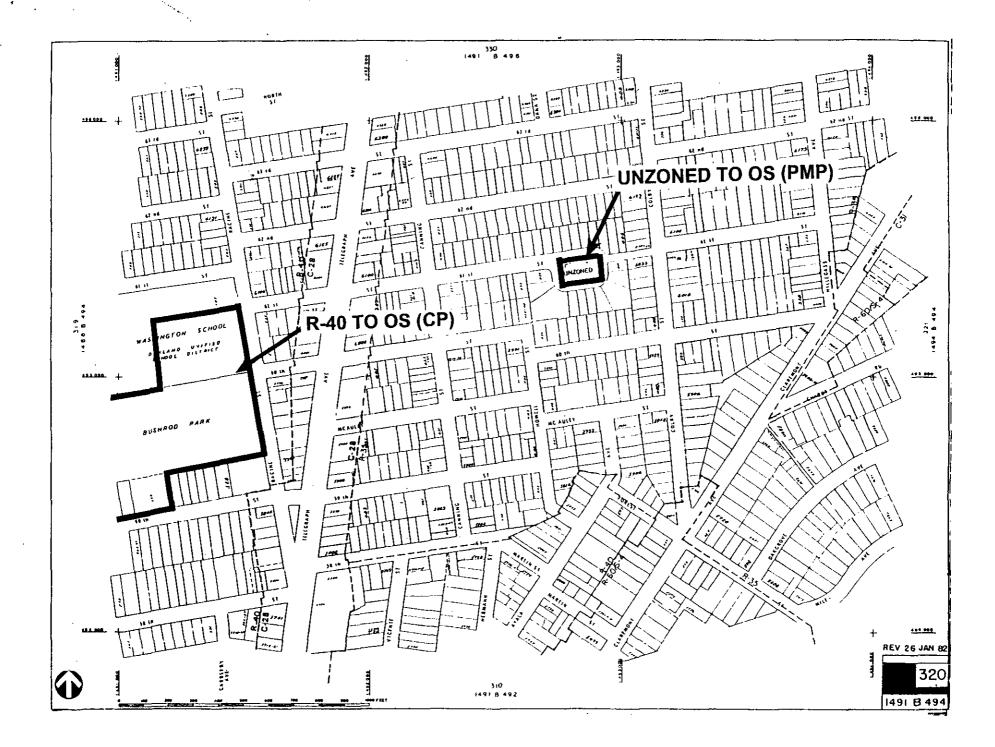
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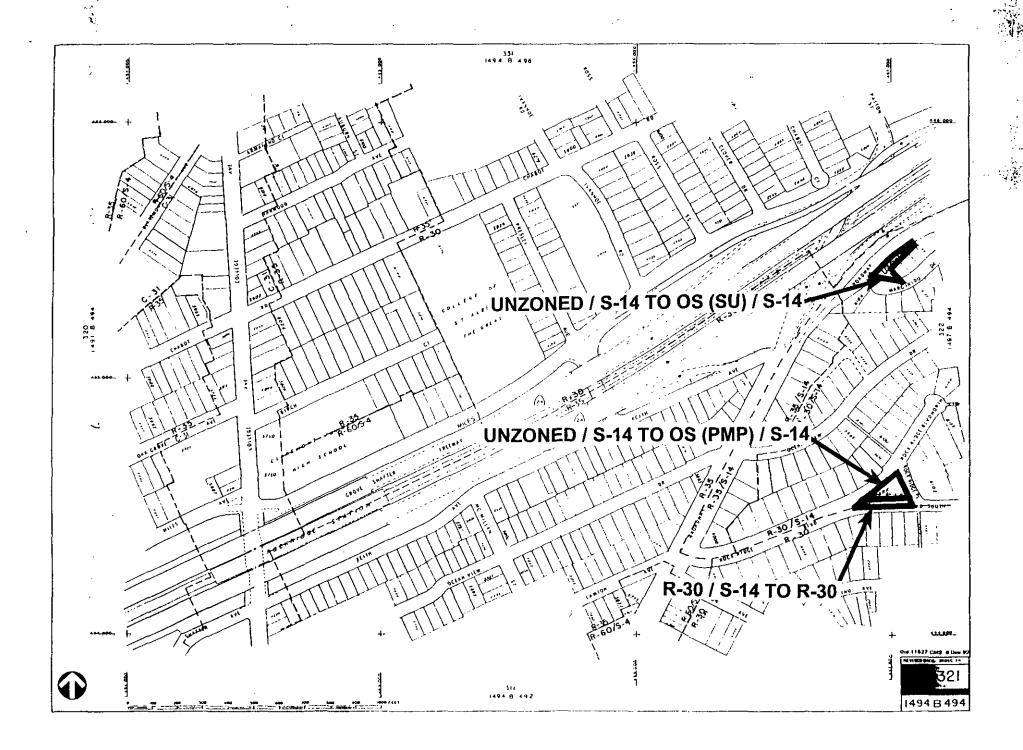


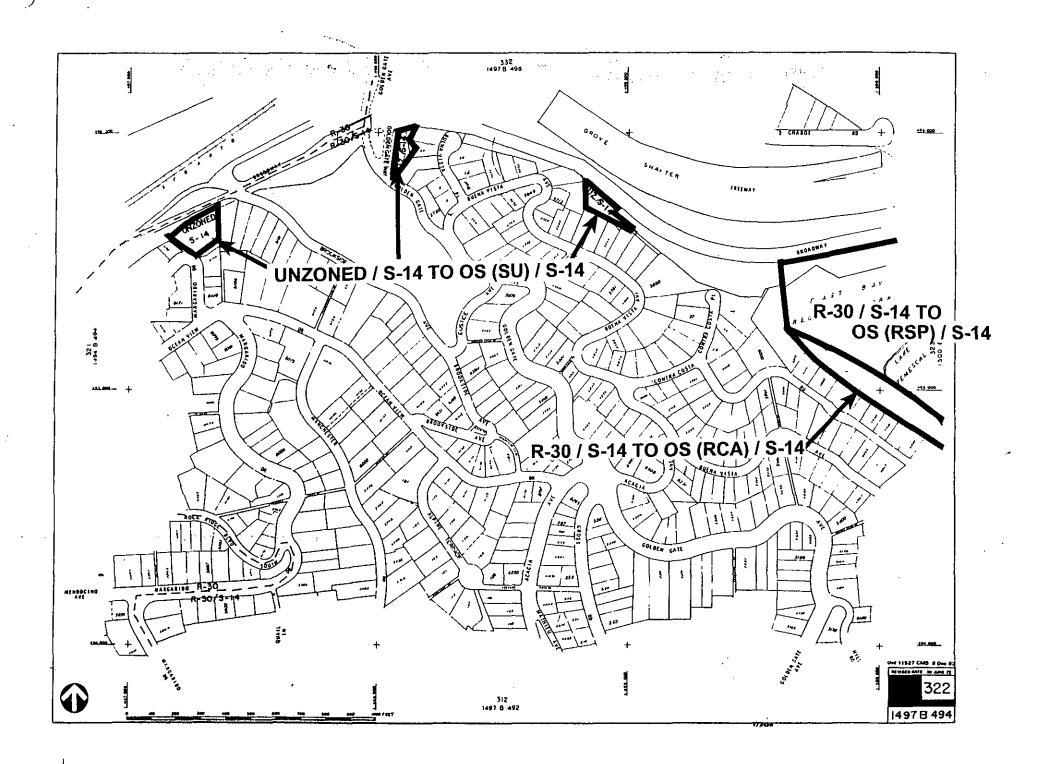


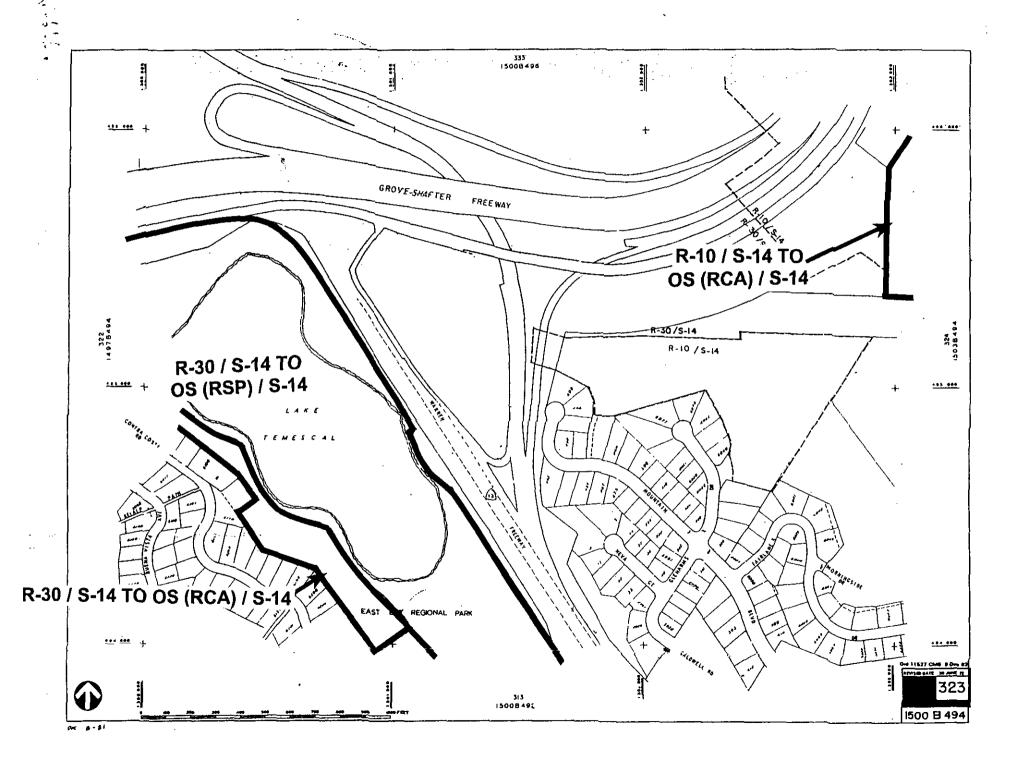
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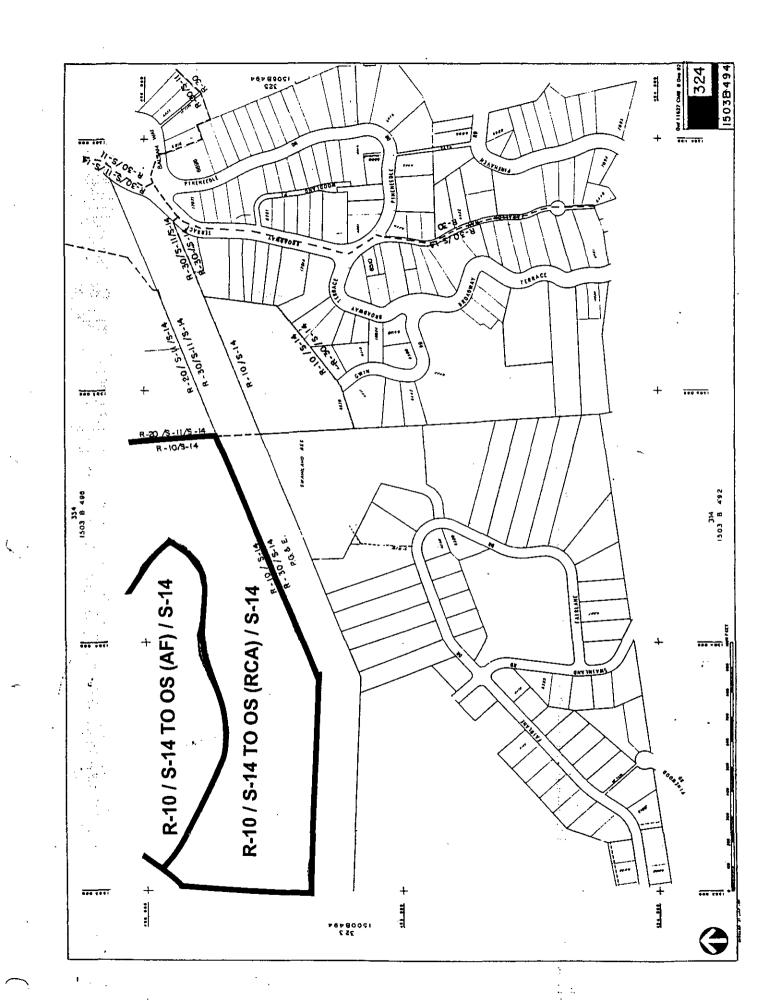


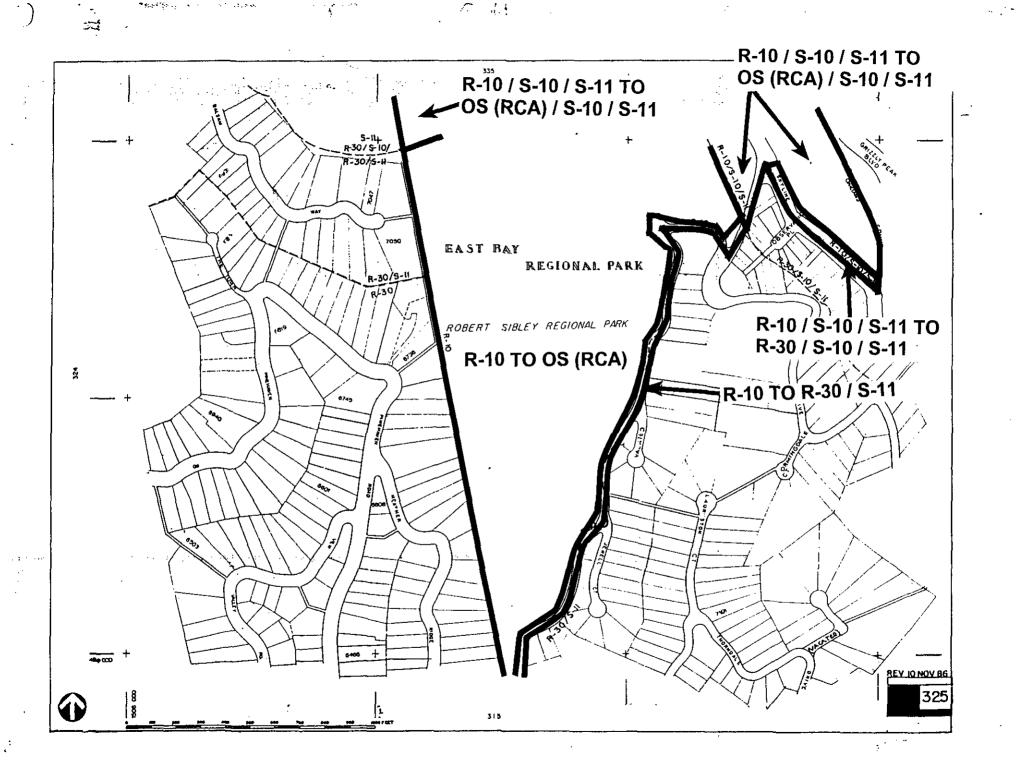
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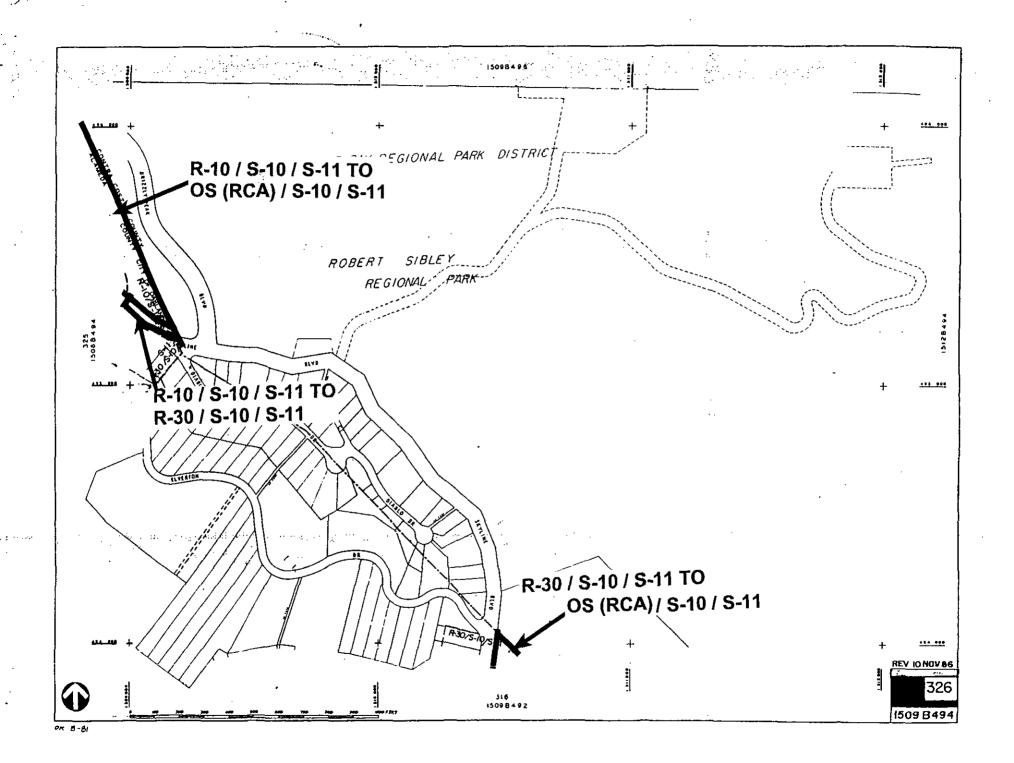


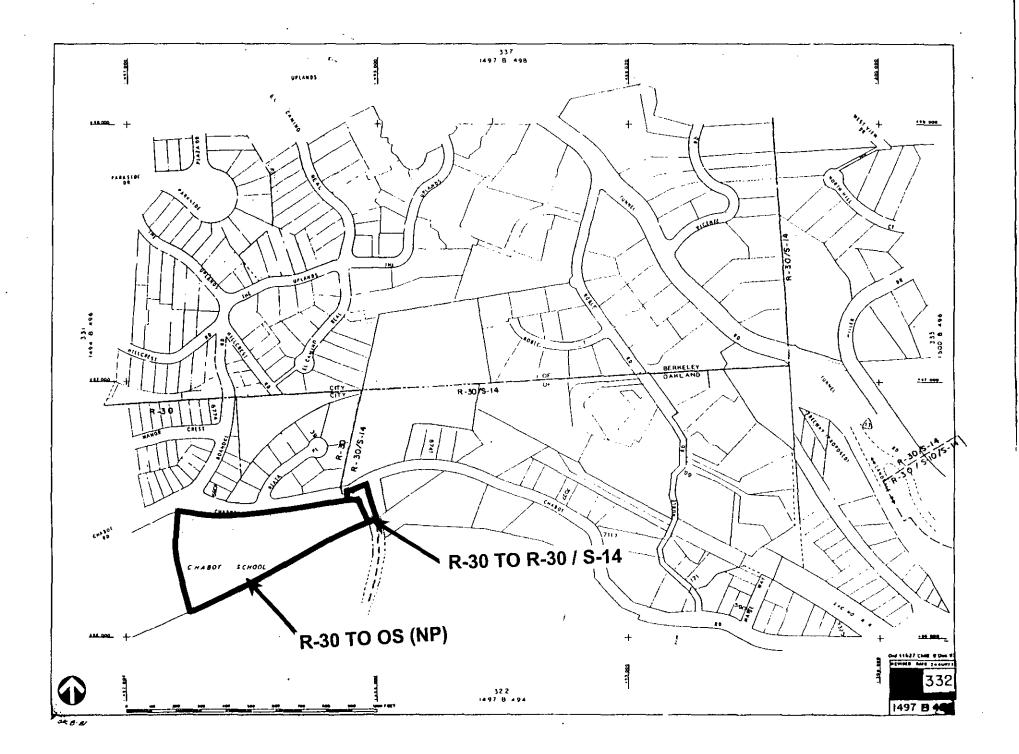


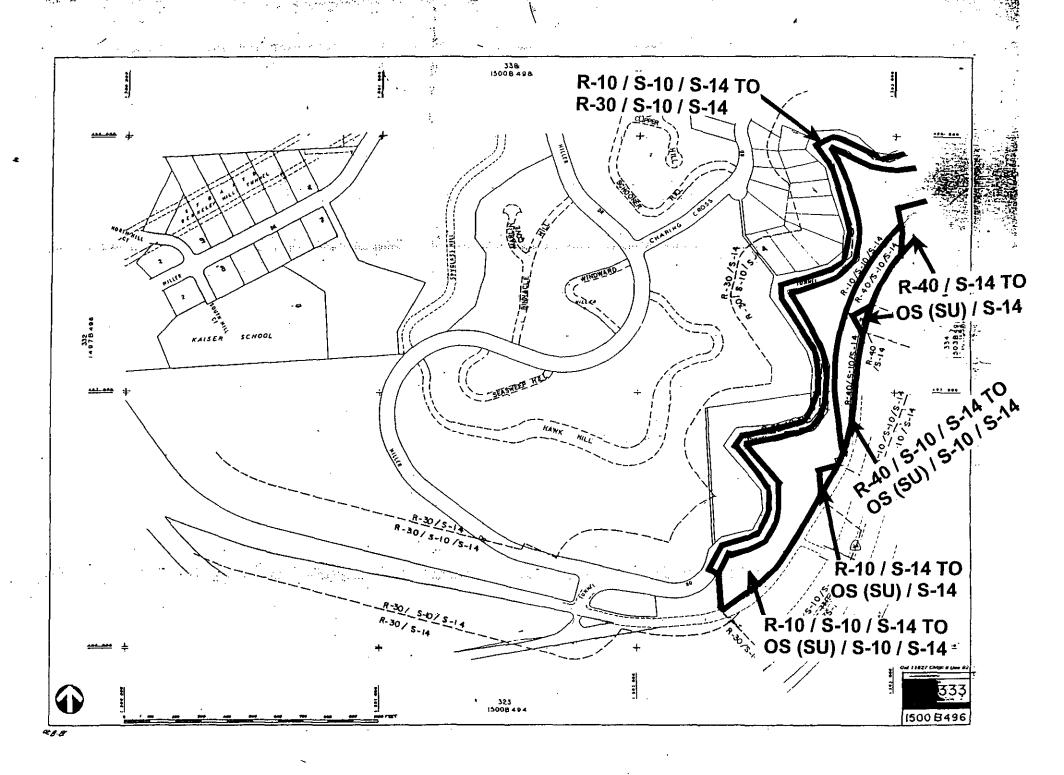


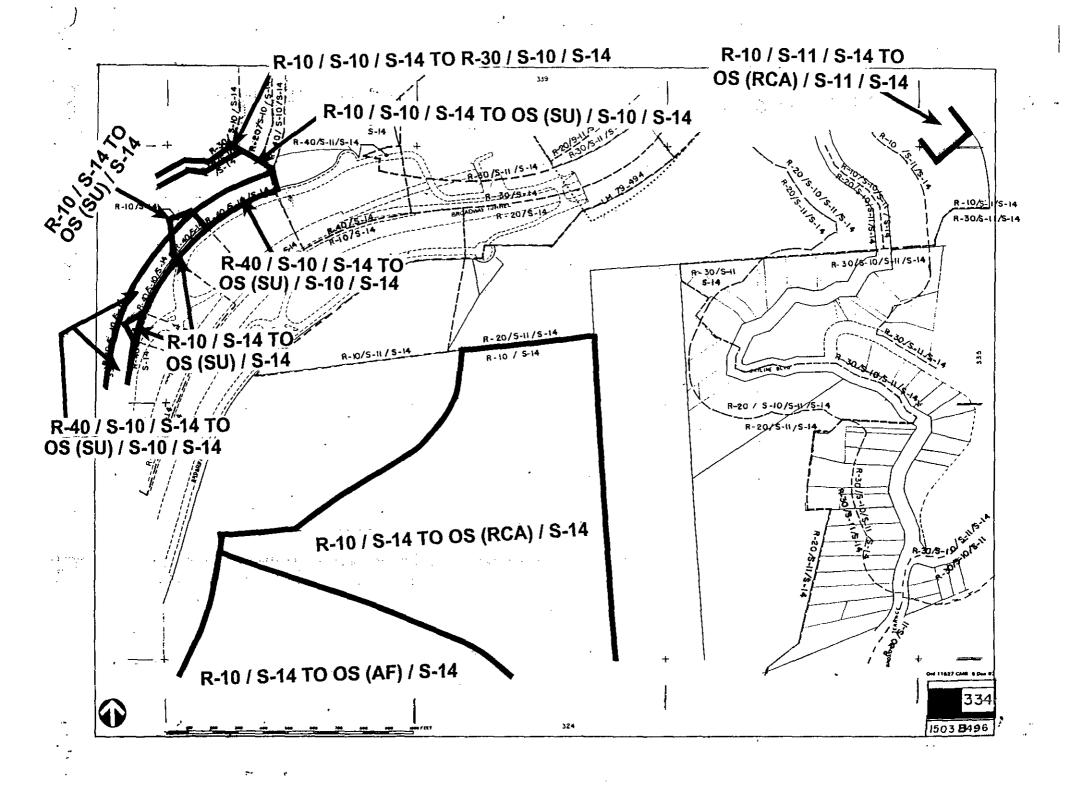


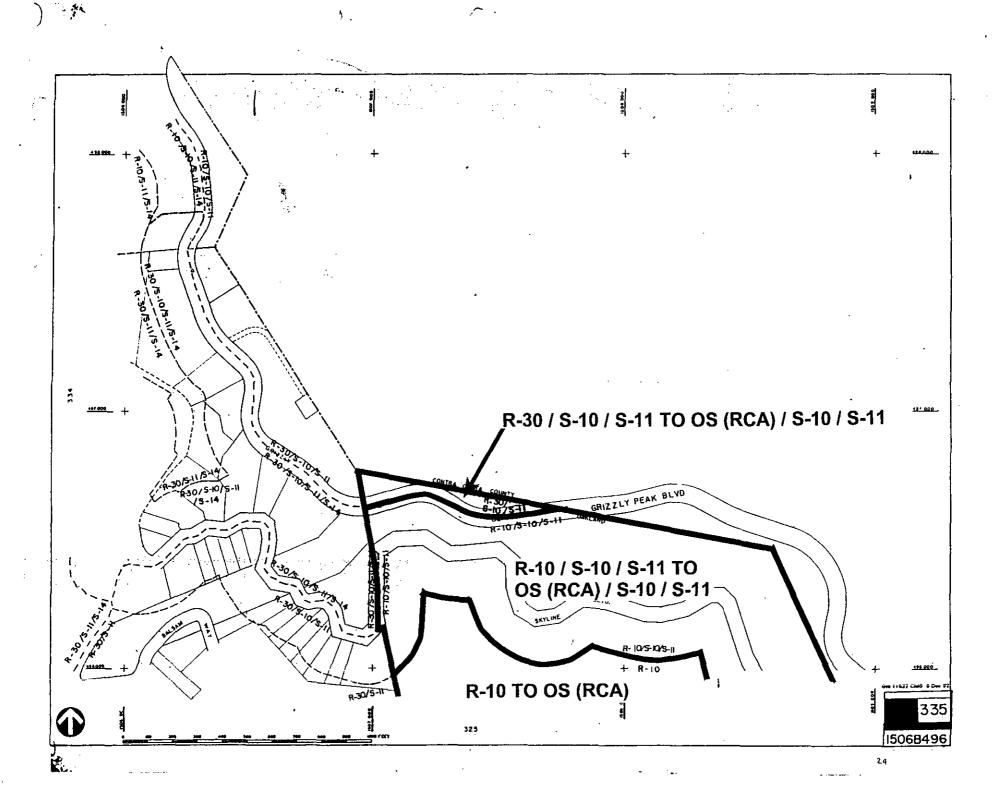


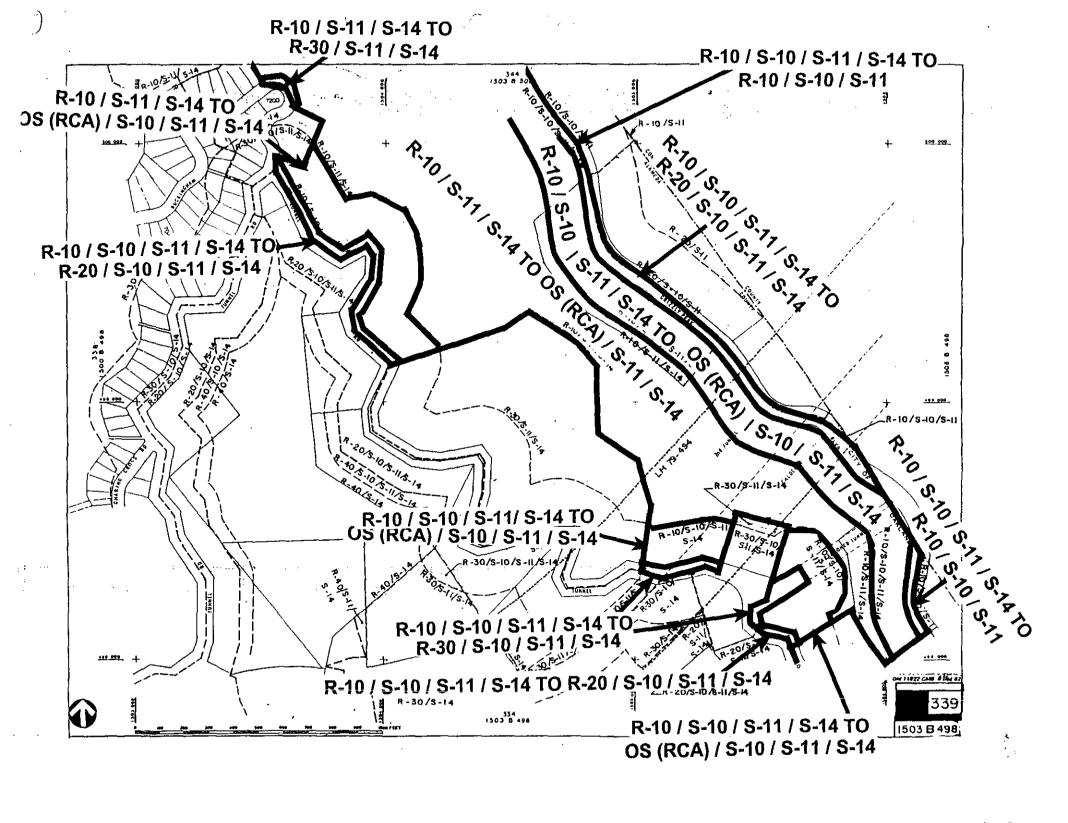


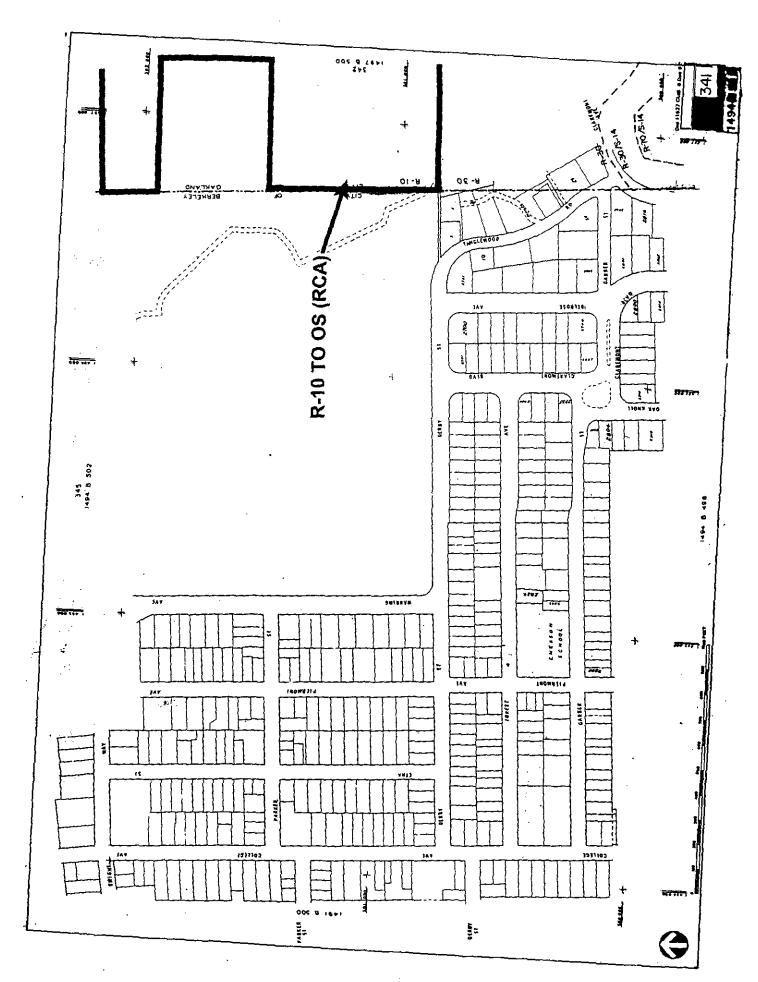




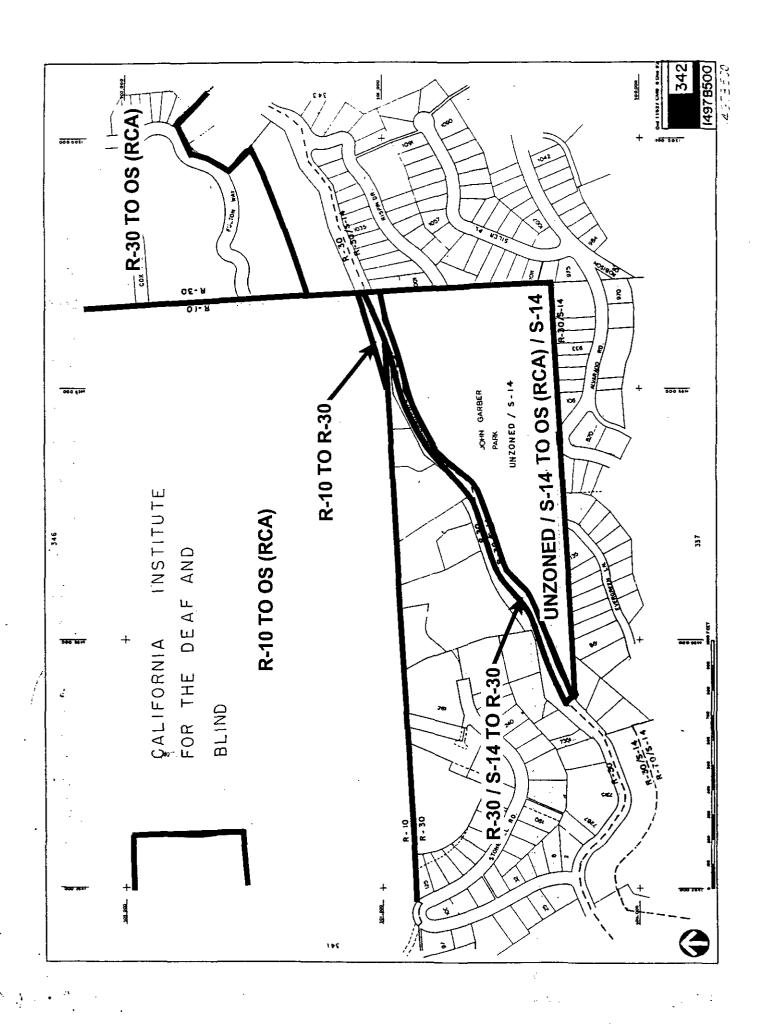


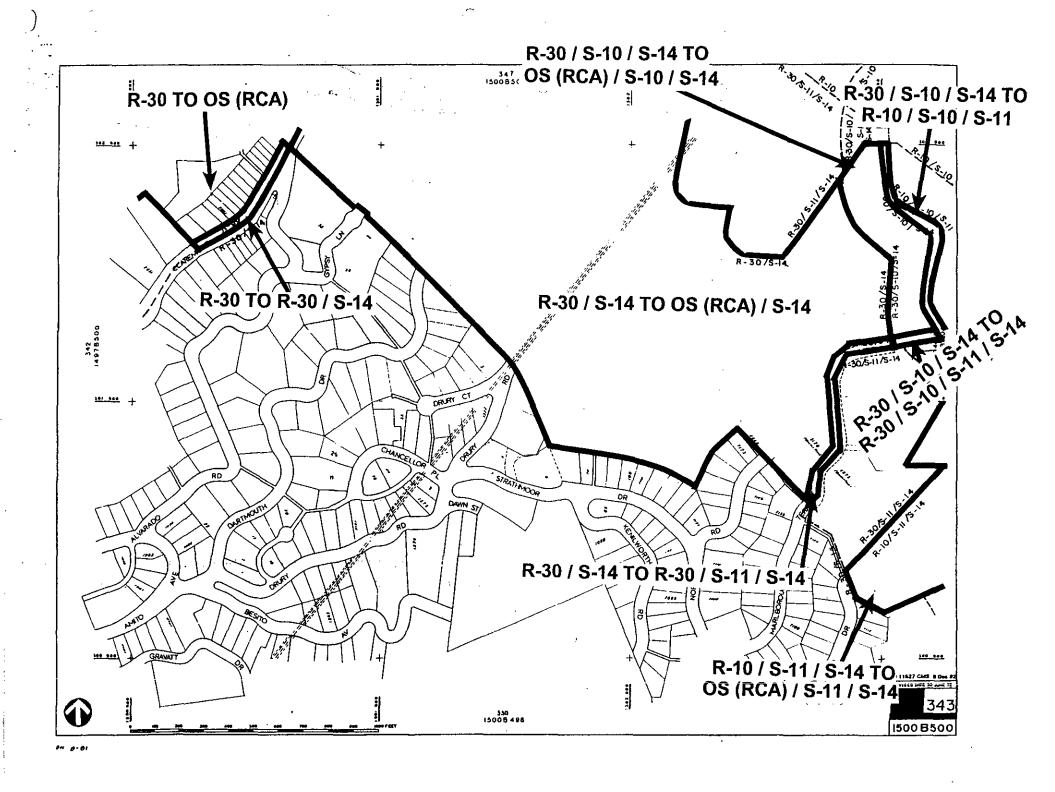


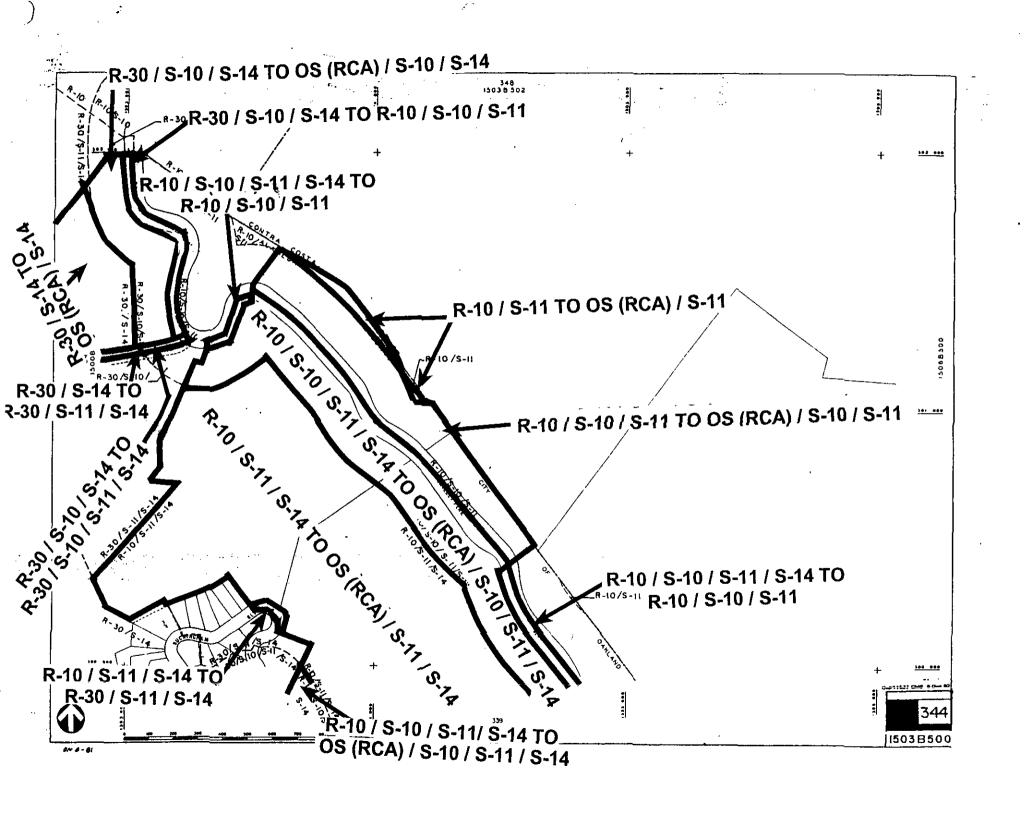


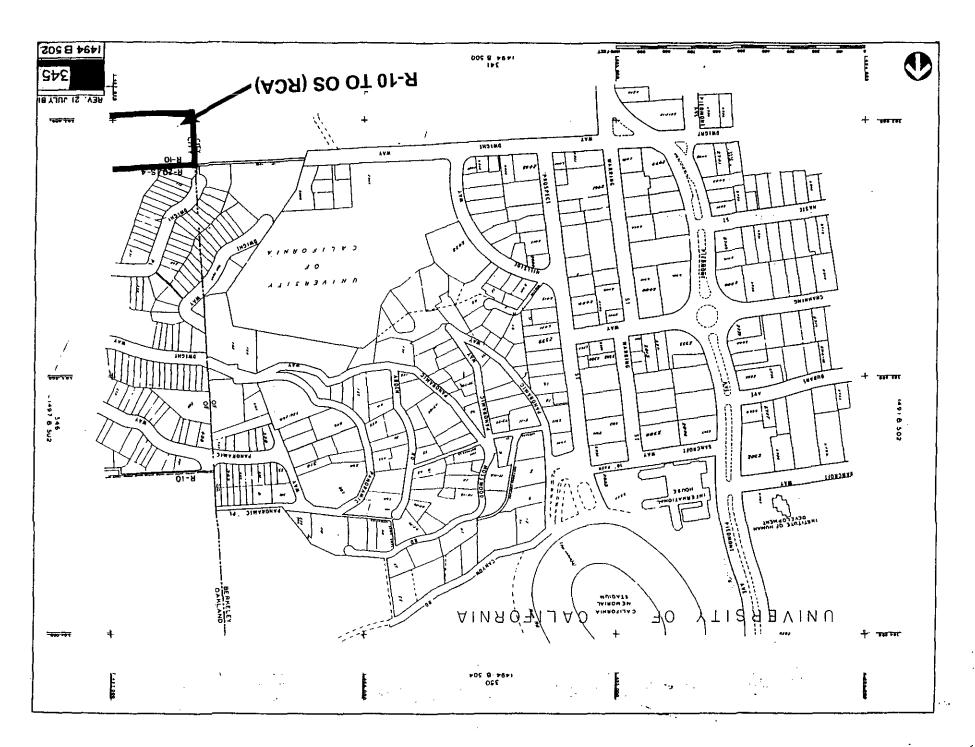


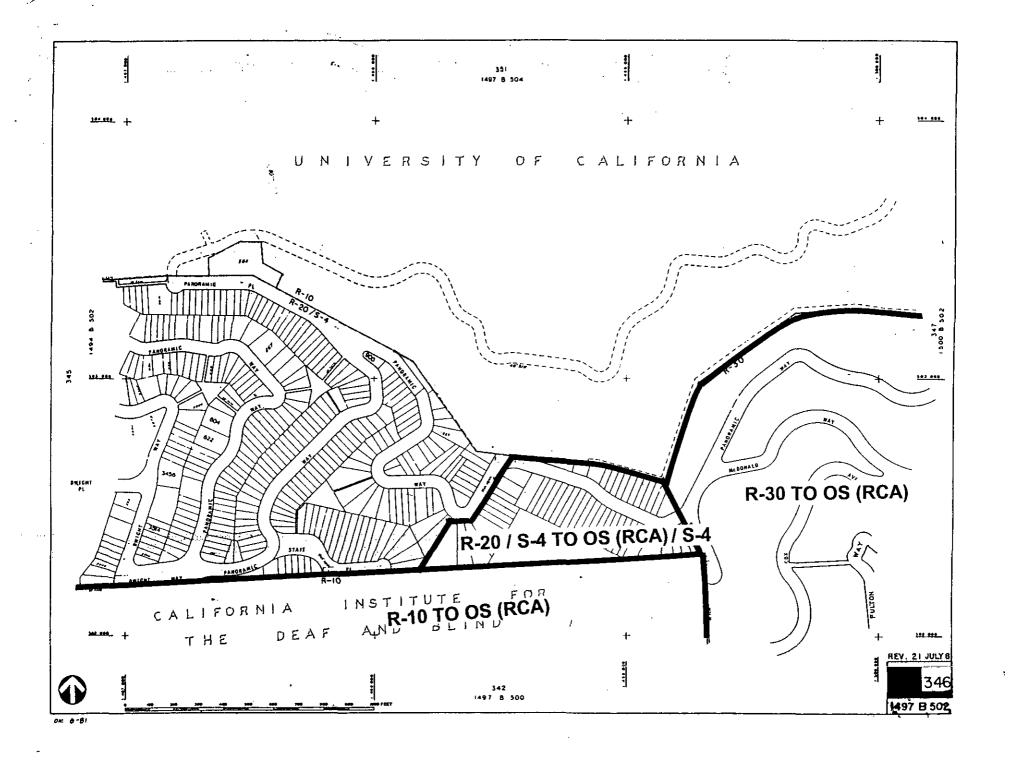
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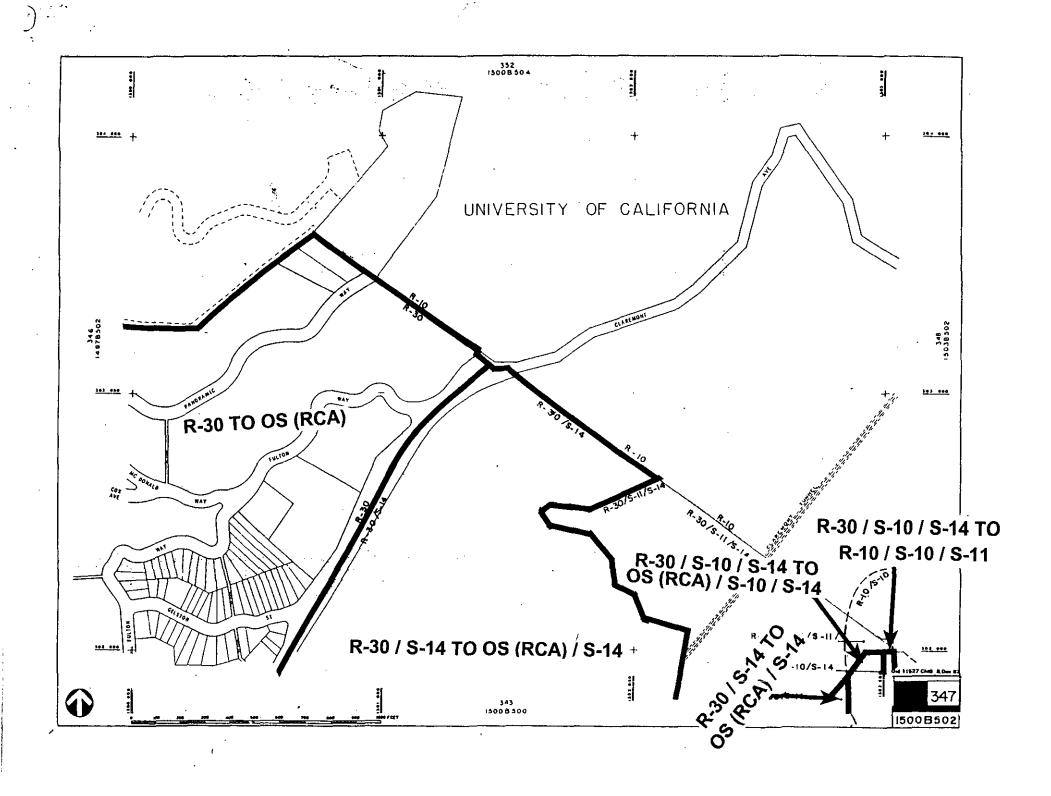


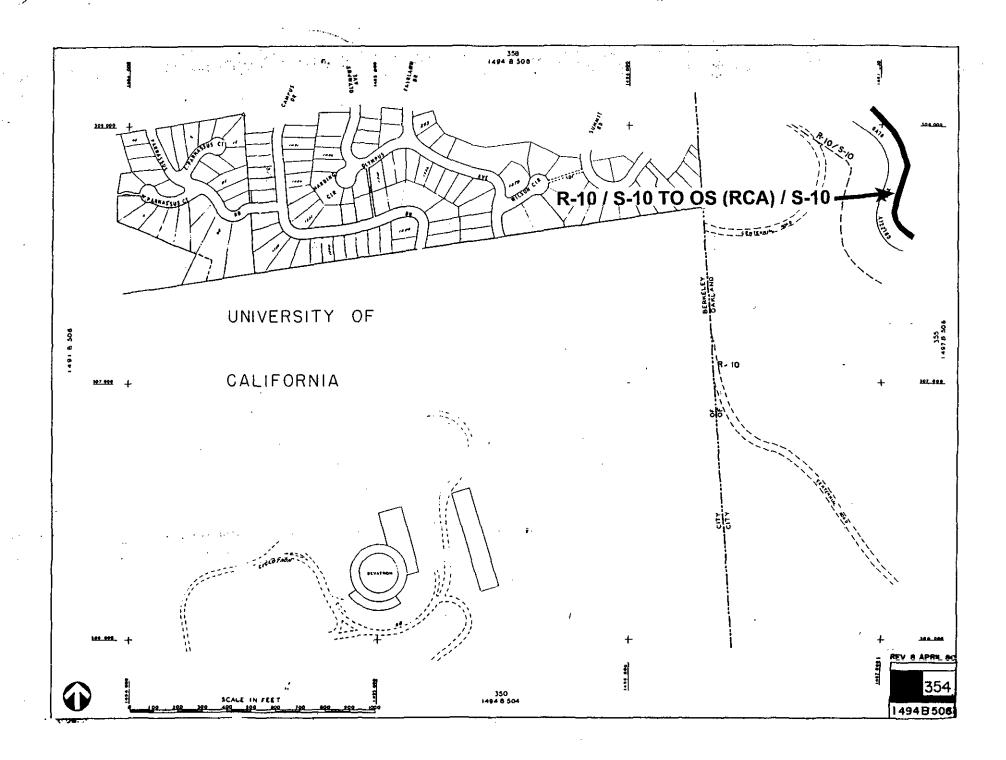


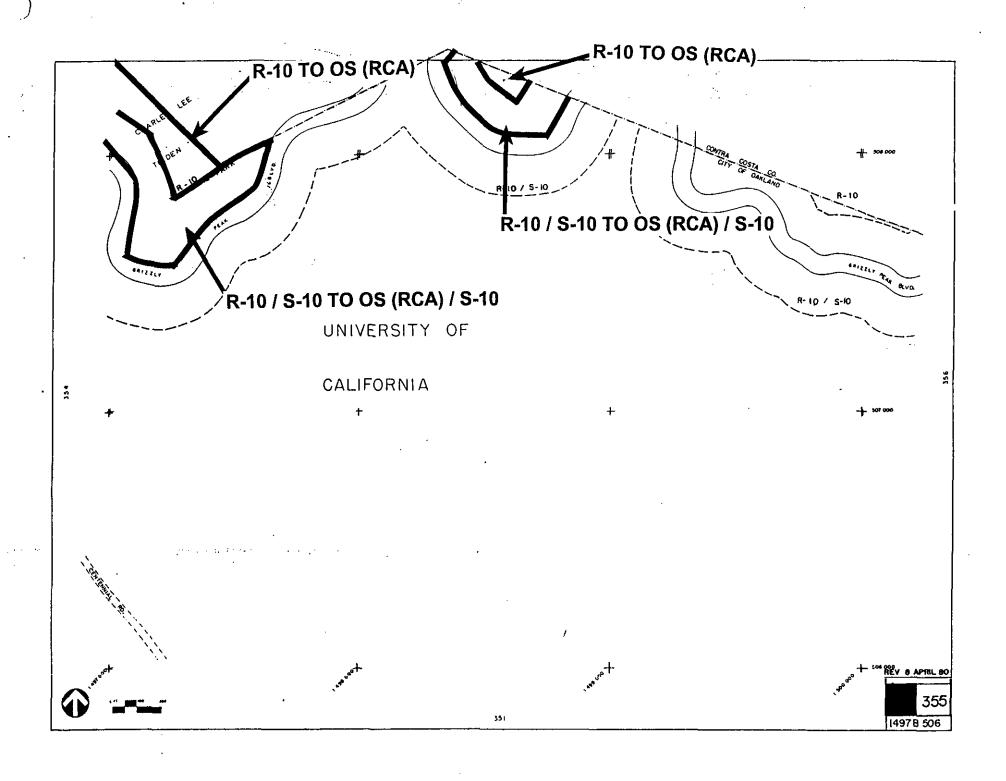


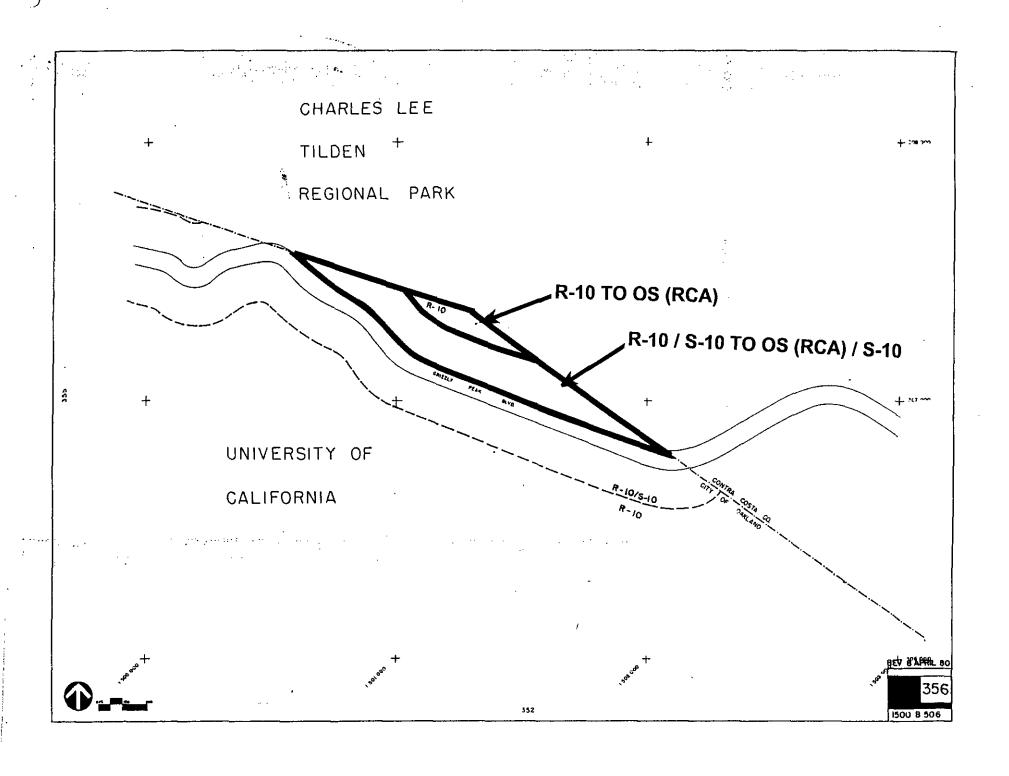


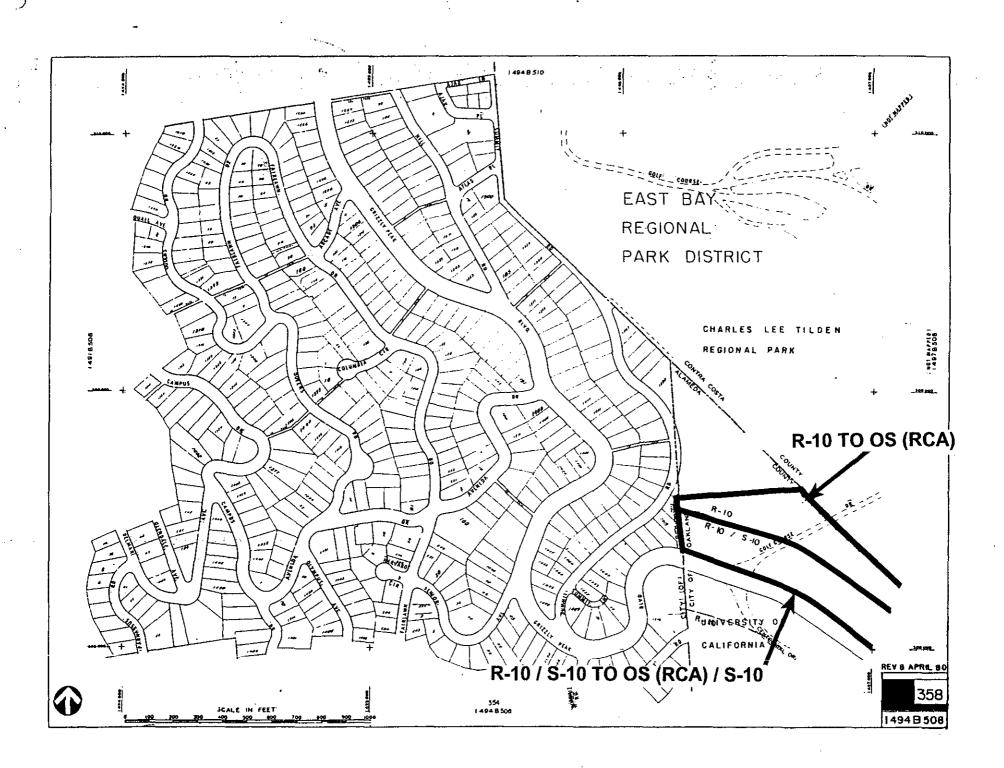












ATTACHMENT	"B"		AS REVISED THROUGH 7/21/98
LIST OF PARKS PROPOS	ED FOR RE	ZONING	
PARK	ZONE	ACRES	MAP SHEETS
25th Street Mini-Park	OS (AMP)	\$60,000 00000000000000000000000000000000	
88th Ave Mini-Park	OS (AMP)		
Adams	OS (SU)	1	222, 239
Allendale	OS (NP)		154, 171
Anthony Chabot Regional	OS (RCA)		35, 36, 46, 47, 59, 160, 176, 177
Arroyo Viejo	OS (CP)		91, 102
Athol Plaza	OS (NP)		185, 204
Avenue Terrace	OS (NP)	0.93	191, 210
Beaconsfield	OS (RCA)		
Bella Vista	OS (NP)	1.03	
Bertha Port	OS (AMP)		
Brookdale	OS (CP)	1	135
Brookfield	OS (CP)	14.00	
Burkhalter	OS (NP)	3.67	<u></u>
Bushrod	OS (CP)		319, 320
Central Reservoir	OS (NP)		188, 189
Chabot	OS (NP)		332
Chabot Golf Course	OS (SU)		36, 46, 47, 58, 59, 71
Chabot Observatory	OS (SU)	6.00	
Channel	OS (LP)		166, 185
Channel	OS (RCA)		166, 185
Chester Street	OS (AMP)	1	200
City Hall Plaza	OS (SU)		203, 221
City Stables	OS (SU)		160
Claremont Canyon	OS (RCA)		341, 342, 343, 344, 345, 346, 347
Cleveland Cascade	OS (SU)		223
Clinton	OS (NP)		166, 185, 186
Colby	OS (PMP)		320
Coliseum Gardens	OS (NP)	2.20	
Columbian Gardens	OS (NP)	1.60	
Concordia	OS (NP)		113
Courtland Creek	OS (LP)		123, 135
DeFremery	OS (CP)		236
Dimond	OS (CP)		208, 226
Dimond Canyon	OS (RCA)		226, 243, 244, 259
Dunsmuir House	OS (SU)		45, 57
Dunsmuir Ridge	OS(RCA)		35, 45, 46, 47, 58
Durant	OS (AMP)		253
Eastshore	OS (NP)		223, 240
Elmhurst Plaza	OS (NP)	2.75	
Ernest Robinson	OS (NP)	1	169
Eula Brinson Mini-Park	OS (AMP)	0.30	
FM Smith	OS (NP)		205
Foothill Meadows	OS (NP)	<u> </u>	134
Foothill Meadows Annex	OS (AMP)		122
Franklin	OS (NP)		167
Fruitvale Field (CurtFlood)	OS (AF)		189

PARK	ZONE	ACRES MAR	SHEETS
Garber	OS (RCA)	13.00 342	
Garfield	OS (NP)	2.56 151	
Marcus Garvey	OS (NP)	5.46 268	
Gateway Gardens	OS (SU)	9.30 333,	334
Glen Echo	OS (LP)	0.68 270	
Golden Gate	OS (NP)	3.70 318	
Greenman Field	OS (AF)	6.80 89	
Grizzly Peak	OS (RCA)		339, 343, 344
Hardy	OS (NP)	1.68 310	
Harrison (Chinese Garden)	OS (SU)	1.38 184	
Hellman	OS (NP)	4.49 57	
Highway 24 remnant sites	os (su)	0.90(321,	322
Holly Mini-Park	OS (AMP)	0.37 54	
Huckleberry Regional	OS (RCA)	1.50 316,	326
Jefferson Square	OS (NP)	1.51 202	
Joaquin Miller	OS (RCA)	280.00 212,	228, 229, 230, 244, 245, 246, 247, 261
Joaquin Miller	OS (RSP)		229, 230, 244, 245, 246, 247, 261
Jungle Hill	OS (RCA)	0.60 134	
King Estate (Glen Daniels)	OS (RCA)	75.00 93,	103, 104
Knowland	OS (RCA)		82, 83, 84, 94, 95, 96
Knowland	OS (SU)		38, 69, 70, 81, 82
Lafayette	OS (SU)	1.36 202	
Lake Temescal	OS (RCA)	20.00 313,	322, 323
Lake Temescal	OS (RSP)	28.00 313,	
Lakeside	OS (RSP)		204, 205, 221, 222, 223, 239
Leona Heights	OS (RCA)		173, 174, 175
Leona Open Space	OS (RCA)	293.00 117,	128, 129, 140, 141, 158, 159
Lincoln	OS (NP)	1.38 203	
Linden -	OS (AMP)	0.70 296	
Lowell	OS (NP)	8.37 219,	220
Madison	OS (SU)	1.38 184	
Mandana Plaza	OS (PMP)	0.43 241	
Mandela Parkway Median	OS (LP)	11.00 219,	236, 251, 266
Marston Campbell	OS (NP)	2.90 220	
Maxwell	OS (NP)	1.28 135	136
McClymonds	OS (AMP)	0.21 252	
McCrea	OS (SU)	4.80 173	
Montclair	OS (CP)	7.30 274,	290, 291
Montclair Golf Course	OS (SU)	10.00 259	
Morcom Rose Garden	OS (SU)	7.56 255	
Morgan Plaza	OS (AMP)	0.40 169	
Mosswood	OS (CP)	11.00 269	
Nicol	OS (AMP)	0.23 170	
North Oakland Sports Ctr	OS (AF)	6.20 324,	334
North Oakland Sports Ctr	OS (RCA)	43.80 323,	324, 334
Oak Glen	OS (LP)	3.00 254	
Oak Park	OS (AMP)	0.50 254	
Ostrander	OS (LP)	2.00 312	
Park Blvd Plaza	OS (PMP)	0.76 205	
Peralta	OS (LP)	2.80 185	

PARK	ZONE	ACRES	MAP SHEETS
Peralta	OS (RCA)	1.00	185
Peralta Hacienda	OS (SU)	2.24	153
Pine Knoll	OS (SU)	1.15	204
Pinto/ Owen Jones	OS (NP)	3.38	193
Poplar	OS (NP)	2.50	266, 267
Raimondi	OS (AF)		236, 250, 251
Rainbow	OS (NP)		99, 100
Redwood	OS (RCA)	45.00	
Redwood Heights	OS (NP)	2.93	
Redwood-Roberts	OS (RSP)	8.00	230, 247
Rockridge Blvd	OS (PMP)	0.24	321
San Antonio	OS (CP)	11.62	151, 167, 168
Sanbom	OS (NP)	1.91	133
Sheffield Village	OS (NP)	1.34	35
Shepherd Canyon	OS (NP)	4.00	274, 275
Shepherd Canyon	OS (RCA)		274, 275, 292
Shepherd Canyon Bikeway	OS (LP)		274, 291, 292
Sibley	OS (RCA)		315, 325, 326, 335
Snow	OS (NP)	4.14	
Sobrante	OS (NP)	6.20	
South Prescott (proposed)	OS (NP)	2.00	200
Stonehurst	OS (NP)	3.90	
Sulfur Springs	OS (RCA)	2.00	260
Studio One	OS (SU)	1.25	286, 298
Tassafaronga	OS (NP)	2.50	65, 78
Temescal Creek	OS (LP)	1.16	310
Temescal Pool	OS (SU)	1.70	286, 298
Tilden	OS (RCA)	18.00	354, 355, 356, 358
Tyrone Camey	OS (AMP)	0.60	
Vantage Point	OS (PMP)		150, 167
Verdese Carter	OS (NP)	3.36	
Wade Johnson	OS (NP)	2.64	219
William Wood	OS (NP)	5.15	
Willow Street	OS (NP)	0.90	235
TOTAL AREA		2825.67	

CITY OF OAKLAND

Agenda Report

TO:

City Manager

ATTN:

Robert C. Bobb

FROM:

Community and Economic Development Agency

DATE:

June 30, 1998

RE:

CONSIDERATION OF AN ORDINANCE AMENDING THE OAKLAND

PLANNING CODE TO CREATE THE OPEN SPACE ZONE, AND TO

REZONE APPROXIMATELY 2,800 ACRES OF PUBLICLY-OWNED PARK AND OPEN SPACE LANDS FROM VARIOUS EXISTING ZONES TO THE

NEW OS ZONE

TITLE

This report is a request for the City Council to adopt an ordinance amending the Oakland Planning Code to create an Open Space (OS) Zoning District and to rezone approximately 2,800 acres of existing park and open space lands from various existing zones to the new zone.

EXECUTIVE SUMMARY

This report describes the provisions of a new zoning district to be applied to park and open space lands in the City of Oakland. Most of these properties are currently unzoned or are zoned for a variety of development types. Approximately 125 park and open space areas, encompassing 2,800 acres of land, would be rezoned "OS." The ordinance lists permitted and conditionally permitted uses in the OS Zone, includes development standards, and establishes procedures for the review and approval of future park projects. It also establishes a park classification system. More than half of the City's official zoning maps would be amended by this ordinance; these maps are attached to this report. This action implements one of the foremost recommendations of the Open Space, Conservation, and Recreation (OSCAR) Element of the General Plan, adopted by the City Council in June 1996.

FISCAL IMPACT ANALYSIS

The ancillary request to amend the Master Fee Schedule was specifically requested by the Parks and Recreation Advisory Commission as a means of reducing the cost burden on projects providing a clear public benefit. The foregone annual revenues are estimated to be less than \$5,000.00 (assuming two major CUPs and two to three minor CUPs a year). It should be noted that, under the OS Zone, use permits are only available for park improvement projects by public agencies, which is clearly a "public benefit."

BACKGROUND

When the City Council adopted the OSCAR Element in June 1996, it identified creation of the Open Space (OS) Zone as one of the Element's highest priorities. Historically, the Oakland Zoning

Itom E COED Conte. 6-30-98 Oakland City Council June 30, 1998 Page -2-

Regulations have not addressed park and public open space land. Since Oakland adopted its first zoning regulations in 1935, parks have either been unzoned or zoned the same as adjacent properties — in most cases, with a residential designation. Technically, this has left these areas vulnerable to uses which may be incompatible with their intended recreational or open space functions. Public ownership of the land has provided some assurance that parks would be retained for public benefit. However, there has been less assurance that parks would be used in a manner which best met the recreation and open space needs of the City and its residents. In the case of the unzoned parks, there has been an added risk that major projects would be constructed without the level of public notification and participation that is guaranteed by zoning.

Most cities in California have adopted "open space" zones specifically intended to protect parkland and other public open spaces. In fact, State planning law requires all cities in California (including charter cities) to include an open space district in their Zoning Regulations. These zones include land use and development standards that are specifically geared to the types of uses that occur in parks or undeveloped areas. The absence of such a zone in Oakland has led to some difficulty in deciding how and where to locate new park facilities. This has been further complicated by the lack of a park classification system which identifies the service area and function of each of the City's parks.

In the aftermath of a controversial 1,600 square foot building addition in unzoned San Antonio Park, the City Council adopted interim controls for the regulation of land use within parks and open spaces in 1991. These controls require extensive public input prior to a change of use or improvement within an Oakland park (including mandatory pre-development neighborhood meetings and public hearings before the PRAC). However, the interim controls address the approval process only. They do not include development standards or address permitted uses, parking requirements, setbacks, and other provisions traditionally addressed by zoning. The interim controls were to remain in effect until new open space Zoning Regulations were adopted.

When the City embarked on its OSCAR Element update in 1992, additional direction on the "open space zone" was provided. The 25-member OSCAR Advisory Committee defined the basic intent of the zone, outlined a desired project review process, discussed development standards, and developed a preliminary park classification system. Creation of the "Open Space Zone" was identified as the highest priority of the Element.

The OSCAR Element was adopted in June 1996. Subsequently, the City Council funded a number of implementation tasks, including drafting of the zoning amendments and updating of the zoning maps. An administrative review Draft ordinance was completed in March 1997. This Draft was revised several times through participation by staff in City Planning, Parks, and the City Attorney's Office and was ultimately presented to the Parks and Recreation Advisory Commission and Planning Commission for review and public input.

To date, four public hearings have been held to consider the OS Zone. Two hearings were conducted by the Parks and Recreation and Advisory Commission (PRAC) on December 10, 1997 and January 10, 1998. Two hearings were conducted by the City Planning Commission on December 17, 1997

Oakland City Council June 30, 1998 Page -3-

and January 21, 1998. Minor revisions to the ordinance text were made by each Commission in response to public testimony and Commissioner input. At their January 21 meeting, the City Planning Commission unanimously approved a motion to forward the revised ordinance to the City Council for approval.

Following the Planning Commission's action, Staff identified the specific parcels to be rezoned and the requisite amendments to the zoning maps. The changes affect 161 of the City's official zoning maps, or about half of the maps covering the City of Oakland. The proposed map changes are included in the draft ordinance attached to this Staff report.

CONTENTS OF THE PROPOSED ORDINANCE

The Open Space (OS) zone has been structured to be compatible and consistent with the rest of the Oakland Zoning Regulations. New sections dealing exclusively with open space would be added to the Regulations; other sections of the Regulations would be amended as needed to make reference to the new OS Zone. Approximately 2,800 acres of parkland (125 parks and open space areas) would be rezoned. Land within the jurisdiction of the Port of Oakland (including Estuary Park, Martin Luther King Jr Regional Shoreline, Galbraith Golf Course, and various waterfront parks) would not be rezoned.

Classification of Parks

In addition to assigning an "OS" designation to each park in the City, the zoning map would further classify Oakland's parks into the nine park categories adopted through the OSCAR Element. The nine park and open space categories are:

Resource Conservation Area (RCA)
Region-Serving Park (RSP)
Community Park (CP)
Neighborhood Park (NP)
Active Mini-Park (AMP)
Passive Mini-Park (PMP)
Linear Park (LP)
Special Use Park (SU)
Athletic Field (AF)

Each park in the City has been mapped as a "region-serving park", "community park", "neighborhood park," etc., depending on how it was classified by the OSCAR Element. Such designations have been indicated with a two-or three-letter abbreviation in parentheses following the letters "OS" on the zoning map. For instance, Lakeside Park would be zoned OS(RSP) and Montclair Park would be zoned OS(CP). A list of the proposed designations for each park is attached to this staff report (See Attachment B)

Oakland City Council June 30, 1998 Page -4-

A number of parks have more than one designation, reflecting their multiple functions. For instance, the natural area of Joaquin Miller Park is zoned OS(RCA) while the new Observatory, Community Center, and other improved areas are zoned OS(RSP).

Classification of parks is one of the most important parts of the new ordinance. Uses that are conditionally permitted in one type of park may not be permitted in another. Development standards also vary from one type of park to the next. The intent of the classification system is to maximize the efficient use of parkland; protect the City's parks from overdevelopment; and maintain a hierarchy of neighborhood, community, and regional parks.

Permitted and Conditionally Permitted Uses

The core of the proposed ordinance is a set of tables which indicate permitted and conditionally permitted uses in each type of park. The nine types of parks appear in the columns on each table. Approximately 80 facilities and activities are listed in the tables' rows. Symbols are used to indicate where the uses are permitted, allowed with a Major Conditional Use Permit, or allowed with a Minor Conditional Use Permit. A use is prohibited if no symbol appears in the cell on the table, or if the use is not listed on the table. For consistency with the rest of the Oakland Zoning Regulations, uses are classified as "activities" or "facilities." Most of the uses listed are classified as "activities."

On the date the new ordinance is adopted, all uses that currently exist in Oakland's parks will either be "deemed approved" or become "legal non-conforming," depending on how they are classified in the tables (special provisions for non-conforming uses are included in the existing Oakland Zoning Regulations; there are limits to expansion of such uses and rebuilding in the event they are destroyed).

The new ordinance will require a conditional use permit (CUP) prior to construction of most of the facilities and activities typically associated with parks in Oakland. Only a very small number of uses are permitted without a CUP, including landscaping and street furniture (benches, planter boxes, tables, etc.). Uses requiring a Minor CUP must first be considered by the PRAC at a public hearing. Uses requiring a Major CUP must be considered by both the PRAC and the City Planning Commission. For example, if the City wanted to construct a new recreation center in Bushrod Park, a Major CUP would be required and public hearings before the PRAC and Planning Commission would be conducted. If it wanted to construct tennis courts in Lowell Park, a Minor CUP would be required, with a PRAC public hearing followed by a decision by the Director of City Planning. Using the same example, the City would be prohibited from locating the tennis courts in Colby Park or Park Boulevard Plaza, since tennis courts are prohibited uses in passive mini-parks.

Granting a use permit will require that certain "findings" be made regarding aesthetics, General Plan consistency, and public benefit. The findings are the same as those required for all use permits in Oakland, with the additional requirement for a "no net loss of open space" finding (discussed below).

The ordinance recognizes that the City cannot predict every type of park activity that may come along in the future. It allows the tables to be modified from time to time (by the Director of City Planning) as new uses are proposed. It also includes provisions for parks to be reclassified (by the City Council

Oakland City Council June 30, 1998 Page -5-

on advice of the Planning Commission) so that certain activities may be allowed. The Ordinance also recognizes that a Major CUP may be redundant in cases where a Master Plan for the park has recently been approved by the City Council. In such cases, the Ordinance includes provisions to allow large projects with a Minor CUP only.

A CUP would not be required for normal repair and maintenance projects, or when new recreational programs are proposed within existing park facilities. For instance, the City could introduce a school lunch program at one of its recreation centers without a CUP. However, a CUP would be needed if that program required adding a cafeteria to the recreation center, or construction of new play equipment on the lawn.

Development Standards

As with all zoning districts, the ordinance sets standards for height and yards. For most parks, height limits would be 35 or 45 feet, depending on the type of park. Special use parks have no height limit. Buildings would be required to "step down" as they approached the property lines of zones with more restrictive height limits. Yard requirements (i.e., setbacks) would be based on the setbacks of the adjacent zones. No setback requirements would apply in special use parks.

The development standards would set "impervious surface" limits for parks based on the type and size of the park. These limits are intended to ensure that a given percentage of each park remains open and uncovered by pavement or structures. Generally speaking, the larger the park, the lower the percentage limits. The limits have been tested on a number of Oakland parks to ensure that they are reasonable. In the event a park is already at or over the maximum allowable impervious surface area, a minor variance would be required before additional land could be covered by structures or pavement.

The ordinance also includes provisions for parking. The same standards that apply elsewhere in the City would apply, with the number of required spaces determined by the size and type of facility being considered. Reduced parking requirements may be allowed where certain conditions are met, such as the availability of nearby underutilized parking or a limited service area for the project.

Project Review Procedure

A project review procedure is included in the ordinance. The procedure is a hybrid between the existing "Interim Controls" and the established procedure for referring design review applications affecting historic properties to the Landmarks Preservation Advisory Board. Projects funded by 1989 Measure AA, 1990 Measure K, and 1996 Measure I would be exempt from this procedure.

The first step in the procedure would be to conduct a pre-development neighborhood meeting. This is an optional step, to be conducted at the discretion of the Director of Parks, Recreation, and Cultural Affairs. This step would be appropriate for larger projects which are likely to generate a high degree of neighborhood interest. If such a meeting is held, the ordinance requires posting of public notices on and around the park, and a mailing to interested persons and neighborhood groups.

Oakland City Council June 30, 1998 Page -6-

The second step would be to submit an application and project description to the Community and Economic Development Agency (CEDA) for routing, review, and consideration. Once the application was determined complete and appropriate revisions to the project were made, CEDA and OPRCA would coordinate the scheduling of public hearings, preparation of staff reports, and summaries of staff comments.

The third step would be to conduct a PRAC public hearing. Notices of this hearing would be posted in and around the park, and a limited mailing to interested neighbors and neighborhood groups would be performed. The PRAC would make a recommendation on the project at its hearing. For Minor CUPs, this recommendation would be made to the Director of City Planning who would then approve, conditionally approve, or deny the application. For Major CUPs, this recommendation would be made to the Planning Commission, who would conduct a subsequent public hearing on the project.

Projects requiring Major CUPs would be subject to the same process now required for Major CUPs in other zones. Following the PRAC hearing, a Planning Commission hearing would be scheduled. Notices would be mailed to persons living within 300 feet of the park and posted on utility poles in and around the park. Additional outreach would occur through press releases and mailings to neighborhood groups within the service area of the park.

The procedure includes provisions for appeals of Planning Director and Planning Commission decisions. It also includes provisions for referring projects affecting City Landmarks to the Landmarks Preservation Advisory Board for review and comment prior to taking action.

No Net Loss Provisions

Issuance of a CUP will require a finding that there has been no net loss of open space in Oakland's urban park system since the effective date of the ordinance. Making this finding will require that the City establish a tracking system to monitor "additions" and "subtractions" to its park system. "Additions" would include acquisitions of new urban (i.e., flat) parks, community gardens, land trust properties, and other public land that is improved to a useable condition. "Subtractions" would include any space in an urban park that is covered by a structure. Additions must exceed subtractions for the finding to be made. If this is not the case, then new open space of comparable value will need to be provided when the project is built.

Additions and subtractions of land under the jurisdiction of the Port of Oakland will be exempt from the tracking system, since the Port is not bound by the City's Zoning Regulations. However, the City will encourage the Port to participate in its tracking system and adopt its own "no net loss" policy.

Oakland City Council June 30, 1998 Page -7-

ADDITIONAL PROVISIONS

The ordinance includes a recommendation for a follow-up report to be prepared 12 months after its adoption. The purpose of this report will be to determine whether or not the new OS Zone is achieving its desired objectives, and to make appropriate revisions and recommendations at that time.

The ordinance also includes an amendment to the Master Fee Schedule which would waive the fee for Major and Minor CUPs for projects within the OS Zone. This provision was specifically requested by the Parks and Recreation Advisory Commission as a means of reducing the cost burden on projects providing a clear public benefit.

ENVIRONMENTAL DETERMINATION

The California Environmental Quality Act (CEQA) Guidelines list projects which are exempt from environmental review. Section 15061(b)(3), the "general rule," states that "where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." Pursuant to Section 1270 of the City CEQA Procedures, a zoning change where the new classification is at least as restrictive or more restrictive than the existing classification is exempt under the general rule. This is the case with the proposed OS Zone and it has therefore been determined to be exempt from CEQA.

RECOMMENDATIONS:

- 1. Conduct the first reading of the ordinance at July 14, 1998 Council meeting.
- 2. Conduct the second reading of the ordinance at the July 28, 1998 Council meeting and adopt the ordinance at that time.

Respectfully Submitted,

WILLIAM E. CLAGGETT

Interim Director, Community and Economic

Development Agency

Prepared by:

BARRY I MILLER, AICP

Consultant

Concurred by:

Andrew Altman Chief of Planning

APPROVED FOR FORWARDING TO THE COMMUNITY AND ECONOMIC DEVELOPMENT COMMITTEE OF THE CITY COUNCIL:

Office of the City Manager

ATTACHMENTS:

- A. Draft Ordinance, including Draft Amendments to the Oakland Zoning Ordinance creating the Open Space Zone and proposed zoning map changes.
- B. List of Parks Proposed for Rezoning.