



CITY OF OAKLAND

Coliseum Area Specific Plan

Public Review Draft - August 22, 2014



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chapter 1

VISION & SUMMARY

IN THIS CHAPTER

- 1.1 Vision for the Future
- 1.2 Core Goals and Objectives
- 1.3 Overview of the Project
- 1.4 Specific Plan Organization

1.1 VISION FOR THE FUTURE

The Coliseum Area Specific Plan (Specific Plan) provides the guiding framework for reinventing the City of Oakland's Coliseum area as a major center for sports, entertainment, residential mixed use, and economic growth.

Consisting of approximately 800 acres along Interstate 880 (I-880) and Hegenberger Road in Oakland, California, the Coliseum Specific Plan Area (Plan Area) possesses important existing assets to support the creation of a thriving new urban district over the next 20 to 25 years. These include a key location at the center of the Bay Area region, access to multiple transit and freeway facilities, proximity to Oakland International Airport, a fifty-year reputation as a major sports center, unique natural resources such as the Martin Luther King Regional Shoreline, and access to waters of the San Leandro Bay.

The Specific Plan builds on these existing assets by establishing the basis for land use and regulatory policies and public and private investment that will coordinate phased development over the next 20 to 25 years. This new vision for the Coliseum Plan Area will revitalize what is currently one of California's largest underdeveloped inner-urban, transit-served areas and create significant long-term value for Oakland and Alameda County, joint owners of the Coliseum complex.

VISION AND SUMMARY



Existing Site Photos

The Specific Plan's Vision for the Coliseum Plan Area encompasses these key outcomes:

- A state-of-the-art sports and entertainment district that reinvents the sports experience in the Bay Area.
- A regionally significant jobs and employment area that expands Oakland's ability to attract new businesses, supports existing businesses, and spur economic vitality and a new generation of opportunity for Oakland's science and technology innovation economy.
- Build a vibrant, 21st century, pedestrian-oriented mixed-use community offering diverse uses, attractions and activities.
- Create a new residential neighborhood with an array of housing options, featuring inviting public spaces, attractive streets, distinctive shops and eateries, exciting entertainment venues, restored open spaces, and buildings which are constructed with the latest resource-preserving architecture.
- Provide contemporary space for businesses and residents who require proximity to the Oakland International Airport

In the Specific Plan's Vision, sports facilities will serve as multi-functional venues for multiple entertainment, clubs, food-and-beverage options, and comparison retail offerings. The adaptable configuration of these new venues will foster a high ratio of non-game events, leading to 24/7 activity and signif-



Future Opportunities

icant opportunities for revitalization of the neighboring East Oakland area.

In addition, major airports such as Oakland International have become key nodes in global production. Airports are powerful engines of local economic development, offering speed, agility, and connectivity that attract businesses of all types to their environs. These include hotel, entertainment, retail, convention, trade and exhibition complexes, office buildings, and time-sensitive manufacturing and distribution facilities.

With the completion of the elevated rail shuttle (Oakland Airport Connector) to the Coliseum BART station in fall 2014, the Plan Area has the opportunity to become a hub of development where distant travelers and locals alike can conduct business, shop, eat, sleep, and be entertained without traveling more than 15 minutes from the airport. This functional and spatial evolution has the ability to transform the Plan Area into a new urban form that is emerging around the globe—the airport city or “Aerotropolis”. A number of these clusters—such as Amsterdam Zuidas; Las Colinas, Texas; and South Korea’s Songdo International Business District—have become globally significant airport-edge planned developments.

The result of these various elements will be a unique “live, work, and play” district for the Bay Area that is unequalled in the nation—one that integrates professional sports venues with airport connectivity at a transit-served, central Bay Area location.



Bird's-eye View of Coliseum Site from Bay
(Coliseum City Master Plan Concept)

Existing Site Photo



VISION AND SUMMARY

1.2 CORE GOALS AND OBJECTIVES

The following Core Goals form the basis for this Specific Plan.



Goal 1 *Retain Oakland's sports teams, and maximize the economic benefit of the sports teams and their facilities for Oakland and Alameda County.*



Goal 2 *Create a regionally significant jobs and employment area that can expand Oakland's ability to attract new businesses and supports existing businesses, given the area's available land and its prime transit-oriented and airport-adjacent location. Participate in the Bay Area's dynamic "innovation economy", and attract new businesses and job opportunities to the surrounding East*



Oakland area.

Goal 3 *Improve the area's existing investments in transit and transportation infrastructure; create a Transit Oriented Development (TOD) of new housing and commercial uses which advances regional and state growth policies; increase Oakland's ability to leverage its central position in the Bay Area, and capture a larger share of regional housing growth, job growth and economic*



investment.

Goal 4 *Create a vibrant urban mixed-use district, attracting a significant community of residential and commercial uses. The Coliseum area will feature active streets and public spaces that provide an enhanced pedestrian experience, site security and innovative urban place-making.*



Goal 5 *Create enhanced open space, Bay access, and natural habitat opportunities that will restore natural habitat, and create public educational and Bay accessibility opportunities for*



Oakland and Bay Area residents.

Goal 6 *Build upon and promote Oakland's recognized leadership and policies in protecting the urban environment, through the use of building techniques which require fewer natural resources, and create a place which is committed to sustainability.*

VISION AND SUMMARY

Key objectives to accomplish these are as follows:



- Define a unique identity for the Coliseum District that builds on the Plan Area's sports and entertainment elements and the adjacent waterfront setting along San Leandro Bay.
- Cultivate a Coliseum District that is welcoming and accessible to all modes of transportation by improving transit, bicycle and pedestrian routes of travel.
- Catalyze investment to support the economic vitality of the Plan Area and the surrounding neighborhoods, through a customized implementation plan.
- Improve connectivity within the Plan Area, to the adjacent Oakland Airport, and to surrounding East Oakland neighborhoods.
- Encourage uses and amenities that will promote activity throughout the day and night.





- Promote sustainable design and development by providing incentives to developers that offer green, environmentally sensitive projects.
- Ensure that Plan Area development embraces San Leandro Bay by orienting new uses on the south side of Interstate 880 toward the waterfront and instituting bay-friendly design and construction practices.
- Bolster the Plan Area physical environment as a major destination for living, working and playing.
- Position the Plan Area to become a hub of airport-adjacent development, also known as an airport city or “Aerotropolis”, where distant travelers and locals alike can conduct business, shop, eat, sleep, and be entertained without going more than 15 minutes from the Oakland Airport.



VISION AND SUMMARY

1.3 OVERVIEW OF THE PROJECT

1.3.1 Background and Approach

The Coliseum Area Specific Plan represents the culmination of a comprehensive planning and design effort. It reflects the desires and aspirations of a wide range of community members, stakeholders, City staff, and the Planning Commission and City Council.

Building on the planning framework established by the City of Oakland's General Plan, the Coliseum Area Specific Plan provides a greater level of definition to the Plan Area's land uses, character of development and infrastructure. It also builds on and incorporates initiatives from other relevant planning guidelines and studies, including the Coliseum City Innovation Gateway Draft Master Plan (Coliseum City Master Plan), prepared by a design team led by JRDV Urban in 2013 under contract with the City of Oakland. The Coliseum City Master Plan represents one of many possible scenarios for design and development that are possible under the provisions of this Specific Plan.

The Specific Plan is structured to allow a variety of land use and design scenarios to unfold over time based on the capacity of transportation infrastructure, including existing and proposed transit and roadway systems. This approach facilitates near-term implementation of projects at an appropriate mix and level of development, thereby achieving the Specific Plan's vision while not exceeding the capacity of infrastructure.

For purposes of establishing land use &

regulatory policies, the overall Plan Area has been divided into five Sub-Areas (see Figure 1.1), each with a distinct land use program and intended character. The "Coliseum District" includes all of Sub-Area A and a portion of

Sub-Area B that would be appropriate for locating a major sports venue. The Specific Plan addresses Sub-Area A in a greater level of detail, as it is the focus for early phase redevelopment.

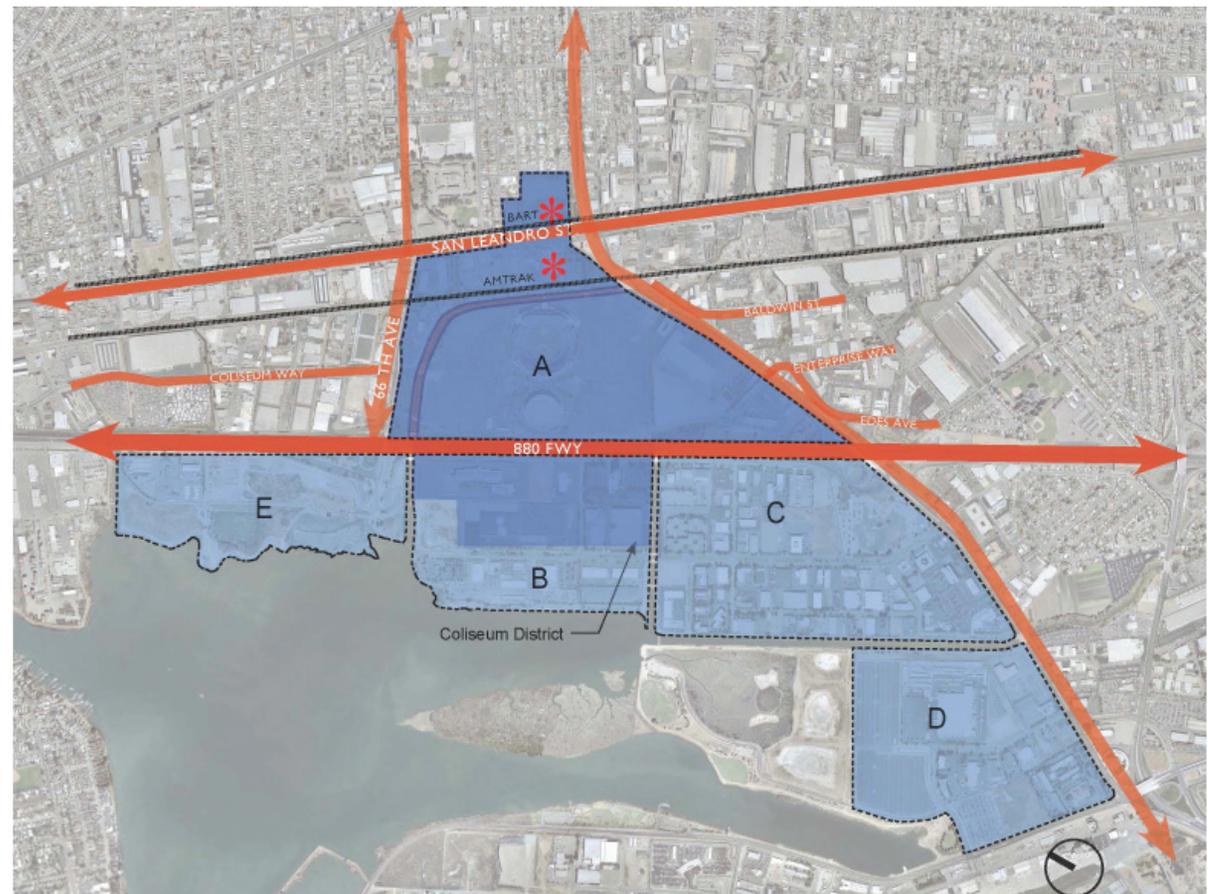


Figure 1.1: Sub-Areas & Coliseum District Map

1.3.2 Proposed Development Program

The Coliseum Area Specific Plan supports comprehensive redevelopment of the Plan Area over the next 20-25 years, consistent with the Specific Plan’s Vision and including opportunities for retention of Oakland’s three major professional sports. Key program elements are:

- Development of up to three new multi-purpose sports/entertainment venues that retains the sports teams in Oakland, provides attractions that bring people to the area, and facilitates the development of other uses nearby (Sub-Areas A and B).
- Development of a mix of retail/dining/entertainment uses surrounding the sports facilities and development of new hotel facilities nearby (Sub-Area A).
- Development of new housing, both in a ballpark village near the sports facilities and retail uses, and in Transit-Oriented Developments (TODs) surrounding the Coliseum BART station (Sub-Area A).
- Creation of a new Science and Technology District of regional significance that expands opportunities for the innovation economy in Oakland, with mid-rise, high amenity development (Sub-Area B with associated development in Sub-Area A).
- Enhancement of Damon Slough and surrounding waterfront open space.
- A new elevated pedestrian concourse that connects from the Coliseum BART Station to the new sports entertainment zone. The connector could potentially extend over I-880 and link BART to the bay (Sub-Area A and possibly Sub-Area B).
- Development of a new waterfront residential district (part of Sub-Area B). The Coliseum City Master Plan includes a potential new shoreline configuration that would allow for additional waterfront and views to the bay, subject to resource agency review. Figures 1.2 and 1.3 show the existing shoreline configuration and “Bay Inlet” alternatives.
- Intensification of the existing Oakland Airport Business Park over time to accommodate new uses that supplement, support, and supply business activities in the new Science and Technology District nearby (Sub-Area C).
- Additional retail/dining and office uses along the Hegenberger Corridor over time (Sub-Areas C and D).
- Continuation and growth of logistics/distribution business activities in proximity to Oakland International Airport and the I-880 freeway (Sub-Area D).



Figure 1.2: Sub-Area B Illustrative Plan
(Coliseum City Master Plan Concept)



Figure 1.3: Sub-Area B Bay Inlet Alternative
(Coliseum City Master Plan Concept)

VISION AND SUMMARY

1.3.3 Land Use Plan

The Specific Plan establishes an appropriate mix, density and orientation of development uses to improve the business environment and provide opportunities to live, work and play in the Coliseum Plan Area. It outlines land use and urban design policies to cultivate a physically attractive, economically healthy and socially animated district, where one does not currently exist.

To implement the Specific Plan's Vision, the Specific Plan provides strategies that will be able to adapt to future decisions regarding the sports franchises and respond to changes in market conditions. In particular, the Specific Plan allows for a variety of alternative development scenarios within the limits of available and future infrastructure. If one or more of the new sports venues is not constructed, for example, the Specific Plan's allowable development program could be built at a lower Floor Area Ratio (FAR), resulting in non-sports uses, such as Science and Technology, housed within buildings of lower height. See Figure 1.4 for the mix of land uses. Figure 1.5 shows a hypothetical buildout of the site.

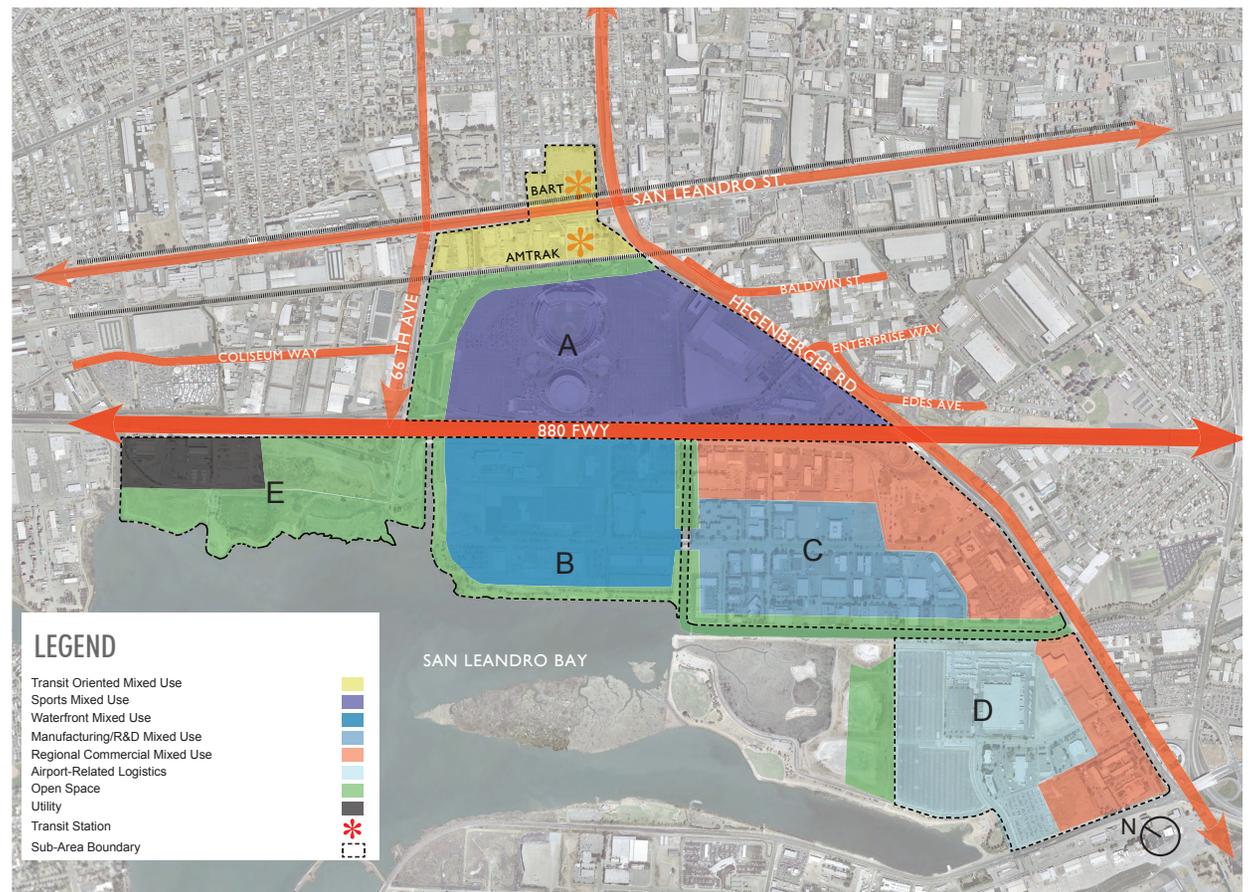


Figure 1.4: Land Use Plan

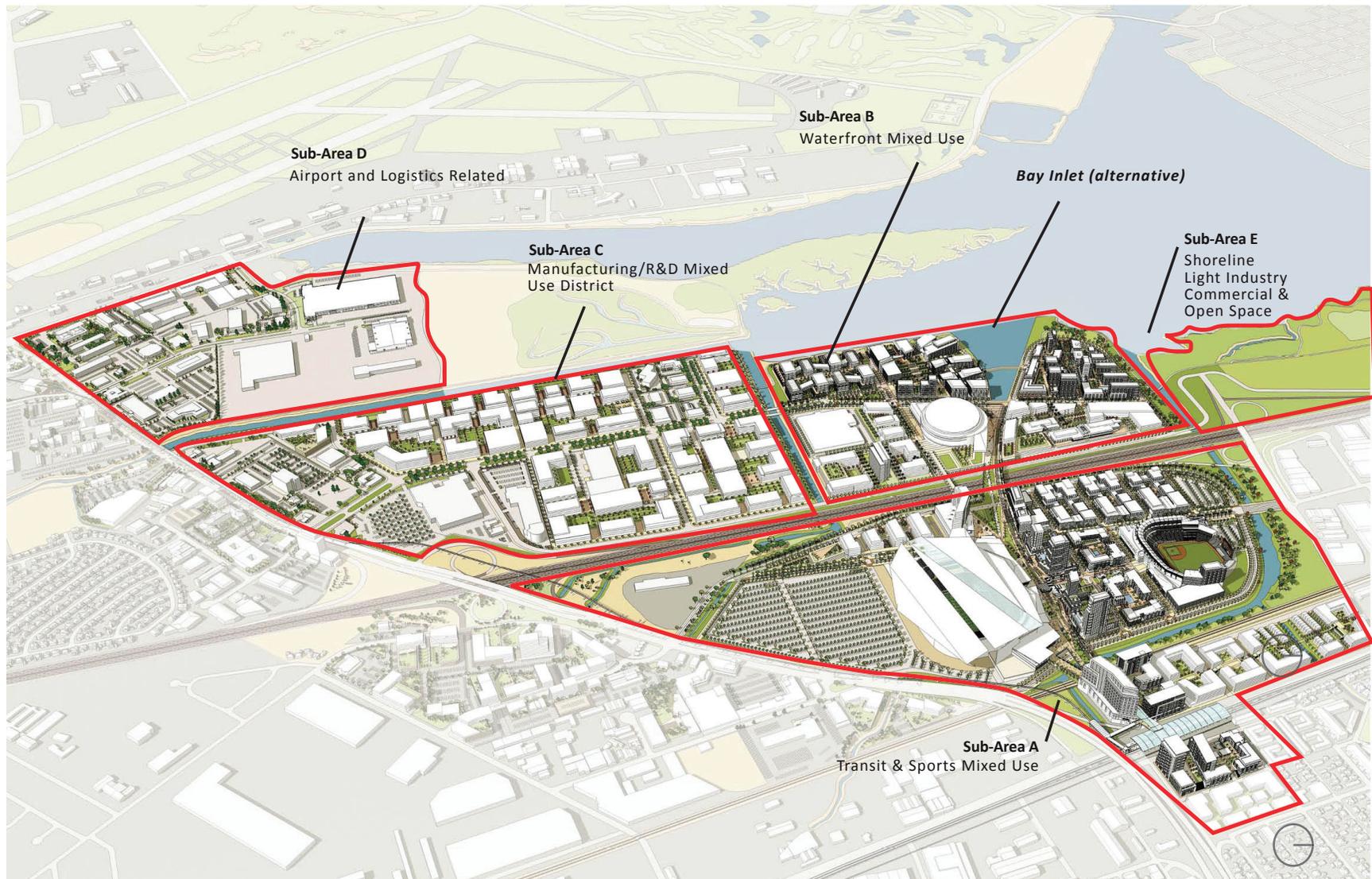
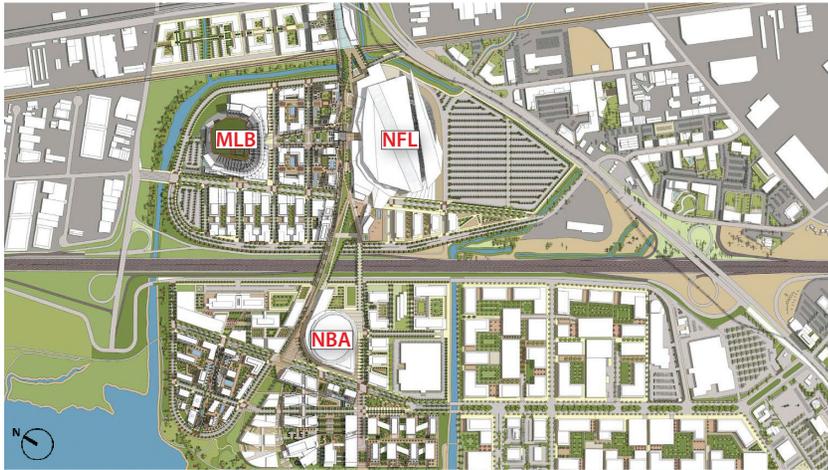


Figure 1.5: Coliseum City Master Plan concept

Source: JRDV Urban International

VISION AND SUMMARY

Scenario #1: New Stadium, Ballpark and Arena



Scenario #2: New Stadium and Ballpark + Existing Arena



Scenario #3: New Stadium + Existing Arena



Scenario #4: Existing Arena - No Stadium or Ballpark

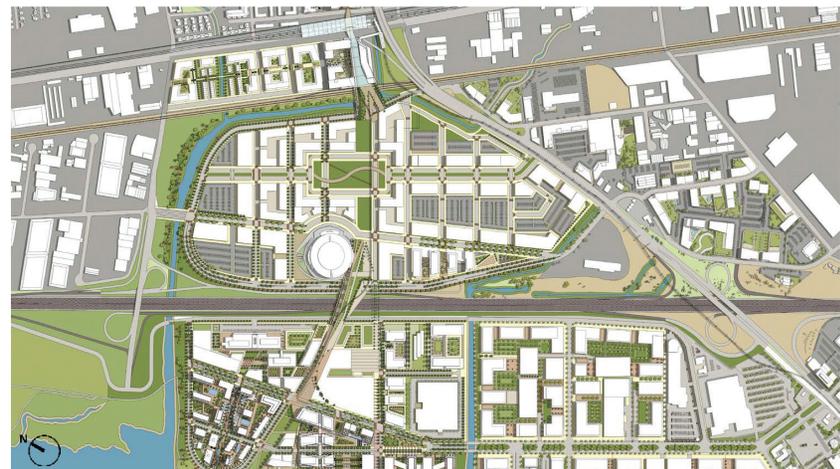


Figure 1.6: Alternative Sports Venue Configurations
(Coliseum City Master Plan Concept)

1.4 SPECIFIC PLAN ORGANIZATION

The Coliseum Area Specific Plan document is organized as follows:

Chapter One: Vision & Summary – The Specific Plan’s Vision and Core Goals and Objectives that are the foundation for the Specific Plan. It also summarizes key development and land use proposals.

Chapter Two: Background – A more detailed introduction to Specific Plan purpose, planning process and context, and characteristics of the Plan Area including regional context, existing land use and ownership, community resources, and existing conditions within each Sub-Area.

Chapter Three: Land Use – An explanation of the infrastructure capacity basis for the Specific Plan’s flexible land use/transportation framework, land use goals and policies, and land use development program and plans for each Sub-Area.

Chapter Four: Community Design – Urban design principles for the Plan Area, including overall community design structure, streets and connections, open space and habitat, building massing and character, sustainability and health, and consistency with City design standards.

Chapter Five: Transportation – Transportation objectives and provisions for vehicular circulation, pedestrian and bicycle facilities, parking, transit, and travel demand management.

Chapter Six: Public Infrastructure and Services – Provisions for storm drainage, potable and non-potable water, wastewater, energy and telecommunications, and public safety.

Chapter Seven: Implementation and Administration – Provisions for phasing, development, General Plan and zoning consistency, subsequent project entitlements, fiscal and financial analyses, and environmental review.

Appendices to the Specific Plan include additional technical reports. The **Coliseum Area Specific Plan Environmental Impact Report (EIR)** provides additional in-depth information on existing conditions, impacts and mitigations.

Together, these guiding concepts and tools will help transform the physical, economic and social environment of the Coliseum Area in the coming years.





chapter 2

BACKGROUND

IN THIS CHAPTER

- 2.1 Overview
- 2.2 Project Setting
- 2.3 Planning Context & Process

2.1 OVERVIEW

2.1.1 Purpose

The Coliseum Area Specific Plan (Specific Plan) provides a flexible, 20- to 25-year framework for guiding guide land use and infrastructure improvements, coordinating investments, facilitating development, and supporting successful long-term, phased revitalization of the Specific Plan Area (Plan Area). The Specific Plan ensures consistency with the City of Oakland General Plan and provides the basis for the Coliseum Area Specific Plan EIR and subsequent entitlements.

The Plan Area consists of approximately 800 acres, and is roughly bound by 66th Avenue to the north; San Leandro Street and Hawley Street to the east; Hegenberger Road to the south; and San Leandro Bay and the Oakland International Airport to the west. It includes the existing Oakland-Alameda County Coliseum and Arena, and the Oakland Airport Business Park. Figure 2.1 shows the Plan Area location and boundaries.

This area offers a unique level of transit facilities and service, including the Coliseum BART station, the Amtrak Capitol Corridor Coliseum Station, and AC Transit bus service, as well as access from two I-880 freeway interchanges. With the completion of the elevated rail shuttle (Oakland Airport Connector) to the Coliseum BART station in fall 2014, the Plan Area holds potential for creation of an airport-related hub of development where travelers and local workers and residents can conduct business, shop, eat, sleep, and be entertained without

BACKGROUND

traveling more than 15 minutes from the airport. For pedestrians and bicyclists, the Plan Area also provides the unusual feature of a non-vehicular link between a BART station and public recreational access to the San Francisco Bay.

The condition of the existing Coliseum sports facilities and nearby business park areas, however, calls for significant redevelopment in order for the Plan Area to become a more viable future economic asset for Oakland and Alameda County.

To address this challenge, the Specific Plan serves to consolidate goals, coordinate development and provide the basis for future entitlements and environmental review. As described below, the Specific Plan is designed to adapt to future decisions related to professional sports franchises and venues while also facilitating near-term development opportunities.



Existing Site Photos

2.1.2 “Coliseum City” Master Plan

The Specific Plan builds on the recommendations of the Coliseum City Innovation Gateway Draft Master Plan (Coliseum City Master Plan), prepared in 2013 by a design team led by JRDV Urban International under contract with the City of Oakland.

The Coliseum City Master Plan presents a massing and land use model for future development in the Plan Area. It advances a preferred vision for development and economic revitalization of the area, including near-term redevelopment of the Coliseum District and long-term development plans for the surrounding area. Graphics from the Coliseum City Master Plan have been utilized in this Specific Plan, with notes as to source, in order to illustrate a possible approach to implementation of the Specific Plan’s Vision.

The Coliseum City Master Plan concept, however, represents only one of a number of several development scenarios for the Plan Area that is possible under the provisions of this Specific Plan. Currently, there are no actual development applications submitted to the City pursuant to the Coliseum City Master Plan’s vision.



“Coliseum City” - View to South
(Coliseum City Master Plan Concept)

BACKGROUND

2.2 PROJECT SETTING

2.2.1 Regional Context

The Plan Area is located in the heart of Alameda County and the East Bay, between Downtown Oakland and Oakland International Airport (See Figure 2.1: Regional Context). Oakland is a major West Coast port city and the busiest port for San Francisco Bay and all of Northern California. It is the third largest city in the San Francisco Bay Area, the eighth-largest city in the state, and the 47th-largest city in the U.S. with a population at the 2010 U.S. Census of 390,724.

Incorporated in 1852, Oakland is the county seat of Alameda County. It serves as a major transportation hub and trade center for the entire region and is also the principal city of the Bay Area Region known as the East Bay. The city is situated directly across the bay, six miles east of San Francisco.

Within this context, the Plan Area is easily reachable by BART and car by millions of people from all over the Bay Area. The Coliseum Area itself is a well-known and popular destination that is uniquely served by regional transit, including the Coliseum BART station, Capitol Corridor Amtrak station, AC transit bus service and the future Oakland Airport Connector, as well as two I-880 freeway interchanges.

In addition, with the completion of the elevated tram connector to the Coliseum BART station in 2014, the Oakland International Airport is positioned to become a more powerful engine of local economic development,



Figure 2.1: Regional Context

attracting businesses of all types to the Plan Area seeking speed, agility, and connectivity.

Given these characteristics, the Coliseum project holds potential for transformative impacts not only on the City of Oakland but the greater region. In addition, the project offers opportunities to retain Oakland's three major

professional sports with three new venues and an accompanying mixed-use residential, retail, and hotel district, plus a science and technology district that transitions to airport-related uses.



Figure 2.2: Specific Plan Area and Sub-Areas

2.2.2 Surrounding Land Uses

The Plan Area is divided into five Sub-Areas (Figure 2.2). Existing land uses surrounding the Plan Area are described below and shown on Figure 2.3. Beginning north of the Plan Area and preceding clockwise, the predominant existing surrounding land uses include the following:

- North of 66th Avenue is Coliseum Way, made up of warehouses and light industrial companies, and the West Wind Coliseum Public Market.
- The east side to the south of 66th Avenue and north of Hegenberger Road is largely composed of residential uses, both multi-family and single-family homes, with light industrial uses fronting the Plan Area along Hawley Street.
- The area south of Hegenberger Road and east of the railroad tracks mainly has a mix of light and heavy industrial uses.
- The surrounding land uses south of Hegenberger Road, stretching from the railroad tracks to Doolittle Drive, consist of a mix of non-residential uses including light industrial, offices, hotels, and some retail such a large grocery store and local restaurants. To the south of Doolittle Drive is the Oakland International Airport and related uses.
- The southernmost portion of the Plan Area is located on a small peninsula, the tip of which is a section of the Martin Luther King Jr. Regional Shoreline.

BACKGROUND

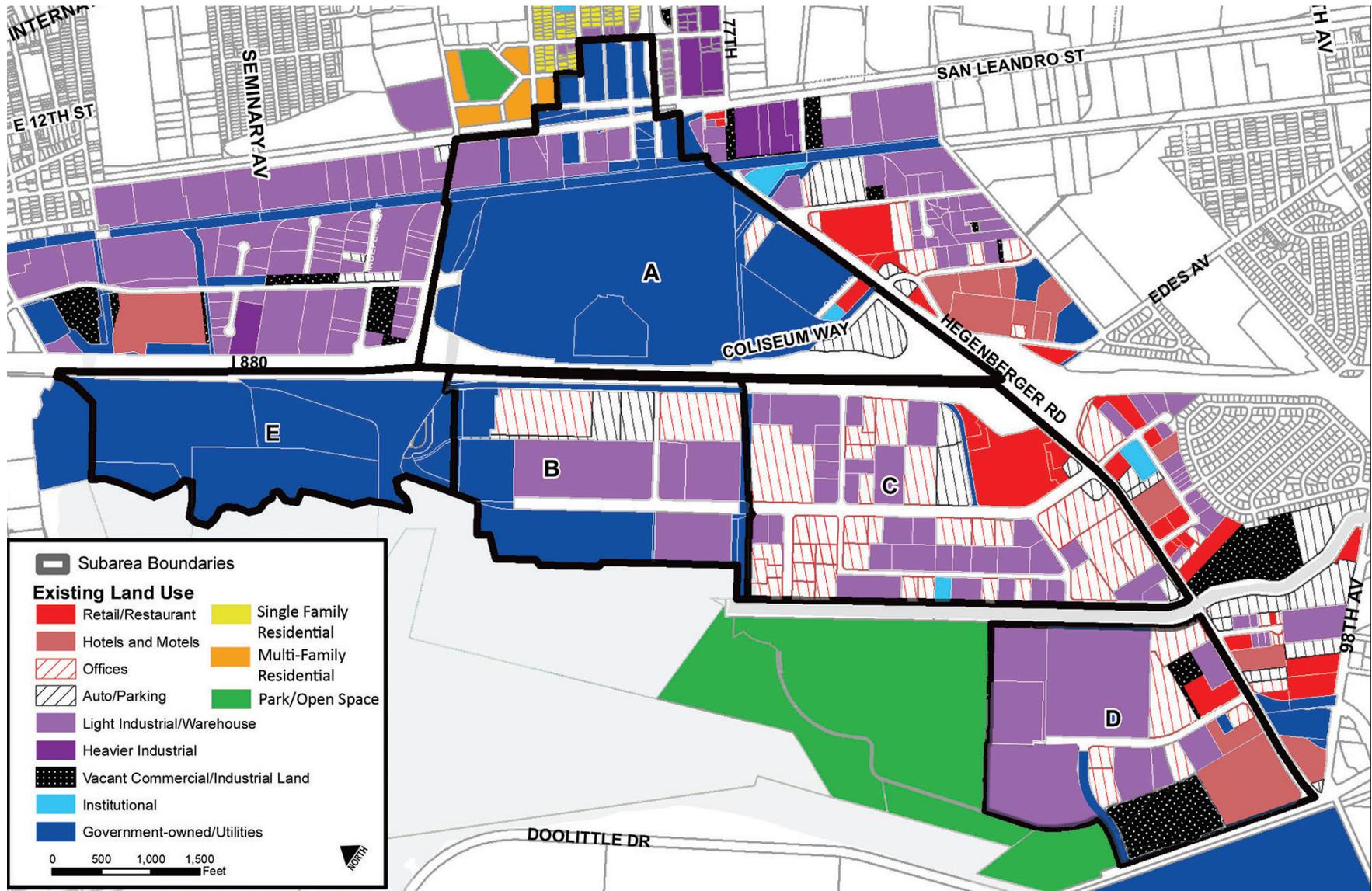


Figure 2.3: Existing Land Uses

- The west side is bound by San Leandro Bay, which separates the Plan Area from the City of Alameda (Bay Farm Island and Alameda Island). San Leandro Bay connects to San Francisco Bay to the west and the Oakland Estuary and the Port of Oakland to the north.

2.2.3 Plan Area Land Use and Sub-Area Descriptions

As shown by Figure 2.3 and Table 2.1, land uses within the Plan Area itself include a broad mix of commercial and public land uses, with no residential uses.

Table 2.2 shows the amount of existing building space within the Plan Area. These uses include approximately 1 million square feet of office uses, 1.7 million square feet of light industrial and logistics uses, 2 million square feet of science and technology uses (including related office and light industrial uses), 450,000 square feet of hotel, 470,000 square feet of auto-related, retail and restaurant uses, and 150,000 square feet of public and institutional uses.

Sub-Area A

The 243-acre Sub-Area A is an urbanized area currently dominated by the Coliseum sports venues, surface parking, industry, and transportation infrastructure. The Coliseum sports complex is principally owned by the City of Oakland and Alameda County; it consists primarily of the existing Arena venue for professional basketball and special events (Oracle Arena), the Coliseum venue for pro-

Table 2.1: Existing Land Uses (acres)

Land Use Type:	Sub-Area A	Sub-Area B	Sub-Area C	Sub-Area D	Sub-Area E	Total
Sports Venues ¹	111.9					111.9
Industrial and Office						
<i>Science & Tech</i>		18.5				18.5
<i>Science & Tech/Lt. Ind'l/Office</i>			98.3			98.3
<i>Light Industrial</i>	15.1	31.8	5.0			51.9
<i>Logistics/Distribution</i>				69.7		69.7
<i>Office</i>	1.8	9.3	17.6	16.2		44.9
Commercial						
<i>Hotel</i>				29.9		29.9
<i>Auto-Related²</i>	21.5	11.9	8.4	2.4		44.2
<i>Retail / Restaurant</i>	1.3		16.1	3.0		20.4
Public and Civic						
<i>Government/Utility³</i>	20.6	37.3	1.2	3.4	155.4	217.9
<i>Institutional</i>	0.6		1.0			1.6
<i>Parks / Open Space</i>	2.2	8.6			82.2	93
<i>Waterways</i>	2.7	4.1	1.9		2.7	11.4
Vacant	25.2		1.0	2.0		28.2
TOTALS	202.9	121.5	150.5	126.6	240.3	841.6

Notes:

- Sports venue acreage includes the parking lots around the Coliseum and Arena.
- Auto-related uses include auto, truck, and motorcycle dealers, repair and supply garages/shops, service stations, and auto rental.
- Government/utility uses include land used as rights of way, railroad easements, and other public functions.
- Acreages generally do not include roadways, railroads, and other rights of way.

Source: Hausrath Economics Group

BACKGROUND

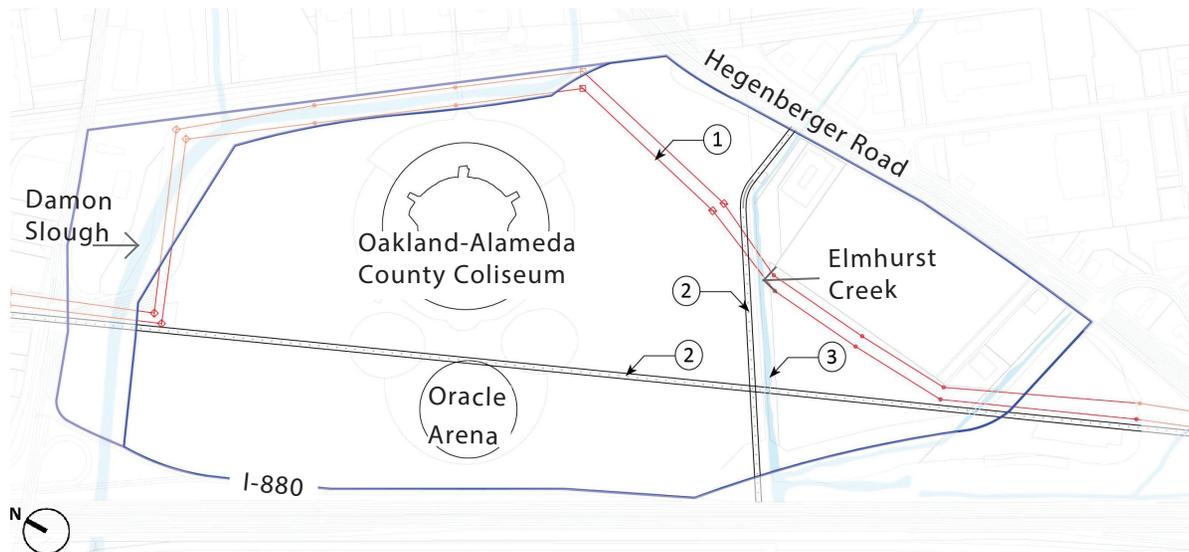
Table 2.2: Existing Building Space (building square feet)

Land Use Type:	Sub-Area A	Sub-Area B	Sub-Area C	Sub-Area D	Sub-Area E	Total
Sports Venues	2,015,000					2,015,000
Industrial and Office						
<i>Science & Tech</i>		397,080				397,080
<i>Science & Tech/Lt. Ind'l/Office</i>			1,556,800			1,556,800
<i>Light Industrial</i>	147,600	676,800	21,300	26,300		872,000
<i>Logistics/Distribution</i>				855,500		855,500
<i>Office</i>	82,500	297,000	346,900	256,700		983,100
Commercial						
<i>Hotel</i>				457,000		457,000
<i>Auto-Related</i>	30,000	59,000	141,000	39,500		269,500
<i>Retail/Restaurant</i>	6,950		179,200	17,800		203,950
Public and Civic						
<i>Government/Utility</i>	75,300	15,800		4,000	32,500	127,600
<i>Institutional</i>	7,750		8,000			15,750
TOTALS	2,365,100	1,445,680	2,253,200	1,656,800	32,500	7,753,280

Source: Hausrath Economics Group

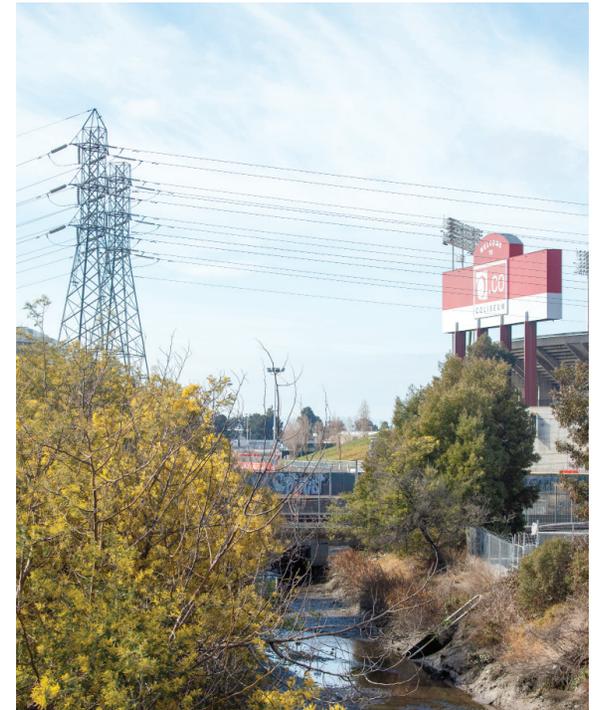


Sub-Area A Site Images



- 1 High Tension Lines
- 2 East Bay Municipal Utility District
- 3 Existing Creeks

Figure 2.4: Existing Site Features -- Sub-Area A



BACKGROUND

fessional football, baseball and special events (O.co Coliseum), and their associated surface parking lots. The 615,000 square foot indoor Arena venue includes 19,600 seats for basketball; and the 1.4 million square foot outdoor Coliseum venue includes 48,000 maximum seats for baseball and 63,000 maximum seats for football (currently, portions of the third level seating deck are closed for both baseball and football games reducing seating to 35,070 and 53,200, respectively).

Sub-Area A also includes City-owned land, additional private properties to the east along both sides of San Leandro Street, and the existing Coliseum BART Station. In addition to the sports venues, Sub-Area A currently contains approximately 350,000 square feet of primarily light industrial, office and government/utility building space. The portion of Sub-Area A to the east of the BART station consists of parking for commuters.

The southern edge of Sub-Area A is dominated by Hegenberger Road, which is elevated to the east over the train tracks. I-880 borders the western edge of Sub-Area A. The northern edge of Sub-Area A abuts the warehouse and industrial district along Coliseum Way.

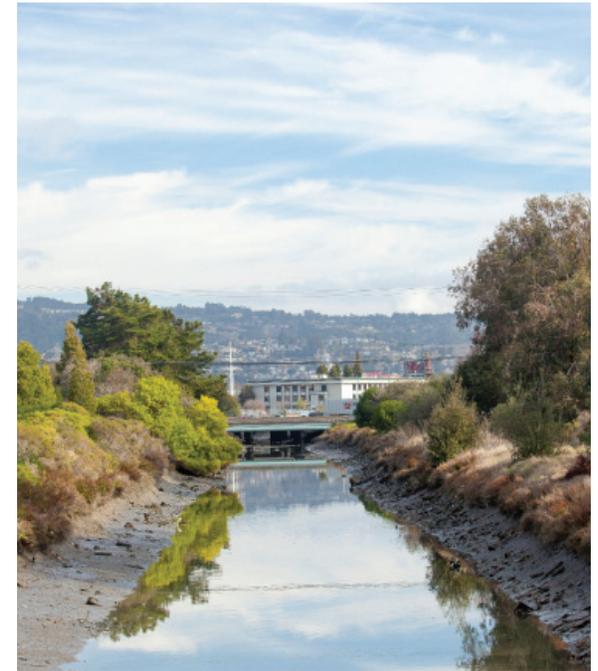
The Specific Plan addresses Sub-Area A in a greater level of detail, being the most likely for early phase redevelopment. Sub-Area A, together with a portion of Sub-Area B, are envisioned as the location for potential new

sports/entertainment venues as described in Chapter Three: Land Use.

Sub-Area B

Sub-Area B is approximately 127 acres in size and contains the northerly portion of the Oakland Airport Business Park, freeway-oriented retail and office buildings along I-880, and an aging but well-maintained landscaped one-story light industrial and office park district along Edgewater Drive. The shoreline consists of the MLK Shoreline Park, which features a vegetated pedestrian trail and bike path with views looking across San Leandro Bay.

Currently this Sub-Area contains approximately 1.45 million square feet of primarily light industrial, office, and science and technology space, as well as the City of Oakland corporation yard. Sub-Area B includes a portion of a regional shoreline park and 8.6 acres



Sub-Area B Site Images

of restored wetland, created as a mitigation project by the Oakland Airport.

Sub-Area C

Sub-Area C is approximately 189 acres in size and contains the eastern portion of the Oakland Airport Business Park. Currently this Sub-Area contains 2.25 million square feet of building space, largely made up of an inter-related mix of light industrial, and office uses as well a Walmart store and adjacent retail shopping center off Hegenberger Road at Edgewater Drive.

Sub-Area C continues the light industrial and office park district along Edgewater Drive and the shoreline park. The Hegenberger corridor features big box retail and regional shopping organized around a Walmart and its large parking lot.



Sub-Area C Site Image

Sub-Area D

Sub-Area D is approximately 136 acres in size and includes the southern portion of the Oakland Airport Business Park nearest to the Oakland International Airport. It contains approximately 1.66 million square feet of building space, including large logistics and distribution businesses and activities, as well as light industrial, hotel, and retail and restaurant uses along Hegenberger Road.

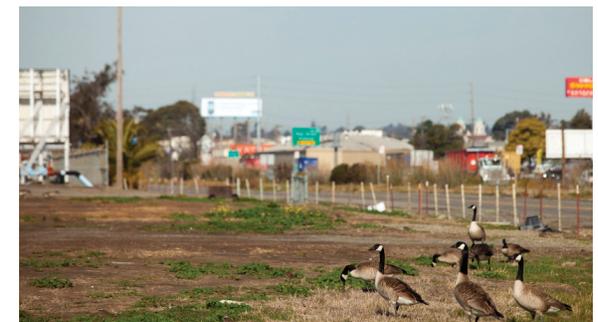
Uses within this Sub-Area consists of large-scale warehouse and distribution uses, typically two to three stories in height, which have larger parcels and footprints than seen in Sub-Area C¹. The Hegenberger Road corridor of Sub-Area D has a mix of retail, offices, and hotels. The western edge of Sub-Area D abuts but does not include Arrowhead Marsh and the Martin Luther King Jr. Shoreline Park.



Sub-Area D Site Image

Sub-Area E

Sub-Area E is approximately 105 acres in size and consists primarily of utility and open space uses north of the Oakland Airport Business Park, on the westerly or water-side of I-880. A little more than half of this Sub-Area is owned and used by the East Bay Municipal Utility District, with an operating water treatment facility, open storage and a corporation yard. The City of Oakland owns the remaining parcels in this Sub-Area; these areas are primarily used as a soccer facility and unprogrammed open space.



Sub-Area E Site Images

¹For example, the Goodman Logistics Center, a 375,000 square foot warehouse, at the corner of Swan Way and Pardee Drive, built in 2014.

BACKGROUND

2.2.4 Building Scale

The scale of buildings within the Plan Area ranges from the large Coliseum and Arena structures east of I-880 to the finer grain scale of buildings within the Oakland Airport Business Park (see Figure 2.5: Figure-Ground Analysis).

Combined with their adjacent surface parking areas, the Coliseum and Arena occupy almost 120 acres. Other large-footprint buildings occupy parcels within Sub-Areas B and D and the southern portion of Sub-Area A. Extensive open areas within Sub-Area D represent typical warehouse/distribution coverage for open loading, parking, storage and service. Sub-Area E is largely empty of buildings due to the nature of its primary use for water treatment, open storage, and a corporation yard.

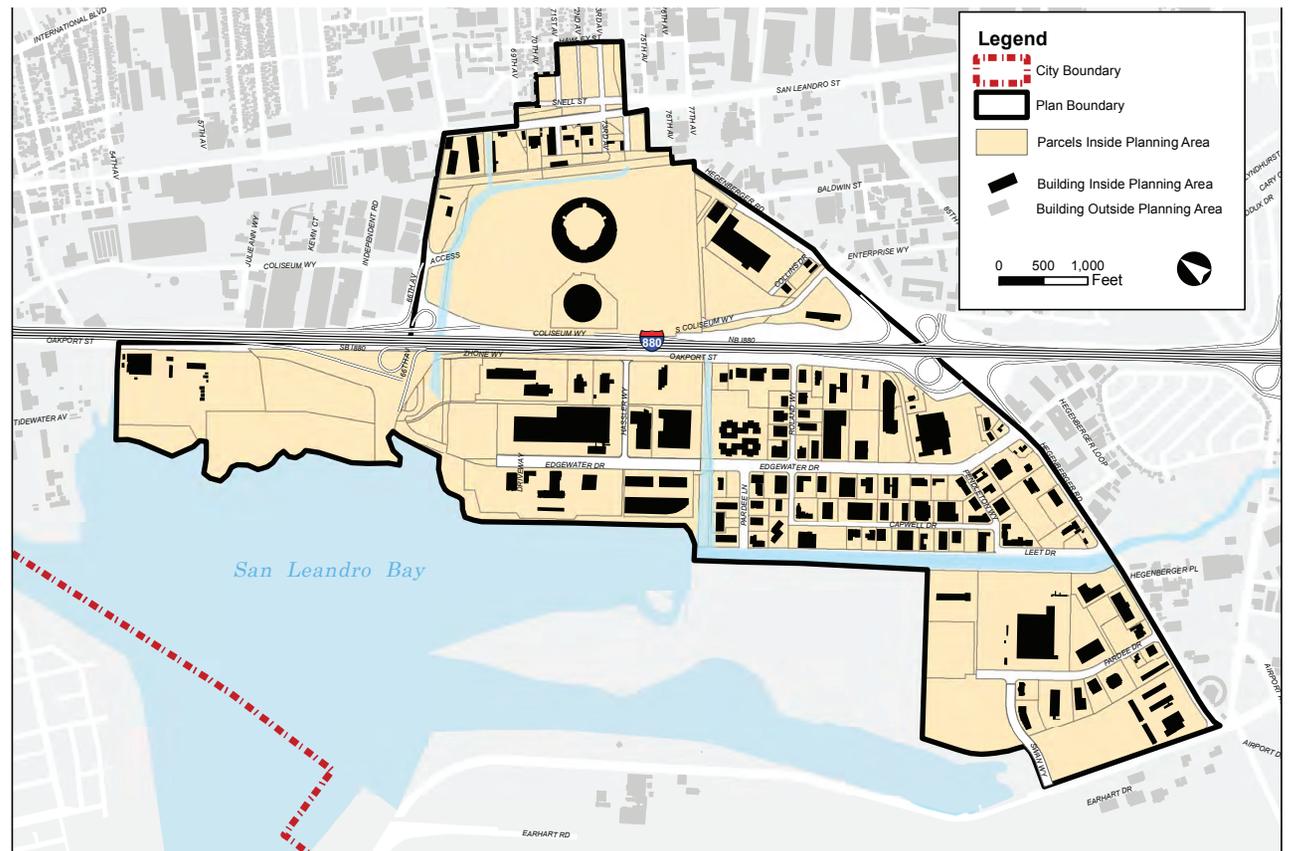


Figure 2.5: Figure-Ground Analysis

2.2.5 Ownership

Almost two-thirds of the Plan Area (535 acres) is publicly owned. The City of Oakland owns almost 340 acres and is also the joint owner, with Alameda County, of the 112-acre Coliseum/Arena site. The Port of Oakland owns key parcels in the area, such as the land used by the City for its corporation yard on Edgewater Drive, and five other sites in Sub-Areas C and D. The East Bay Municipal Utility District (EBMUD) owns another 67 acres and Bay Area Rapid Transit (BART) owns nearly 9 acres. The remaining 300 acres of the Plan Area is split between approximately 100 private owners.

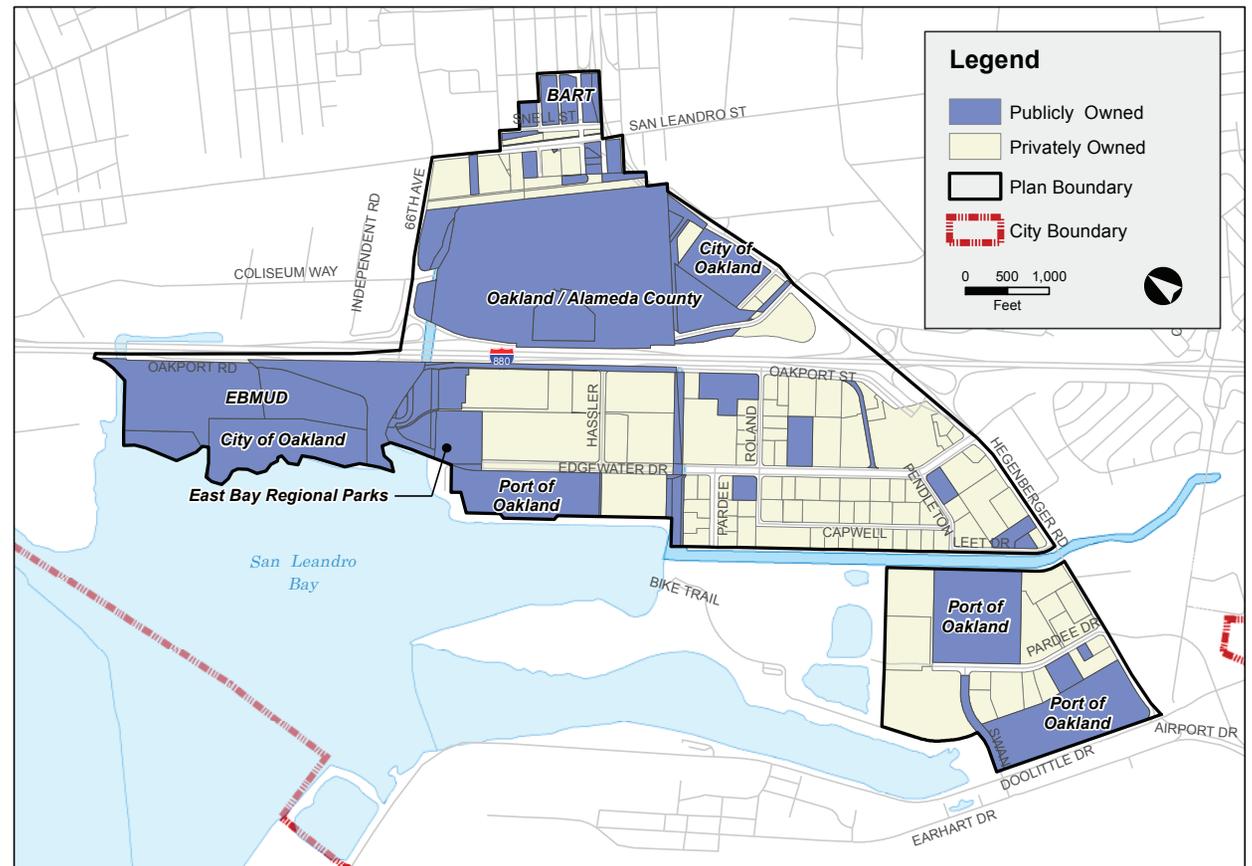


Figure 2.6: Ownership Pattern

BACKGROUND



Existing Site Photos

2.2.6 Community Resources

Historic Resources

Besides railroad lines and related activities in the 19th century, the Plan Area only began to be developed in the 1920s, with single-family, detached bungalows lining the blocks east of San Leandro Street (many of these residences were demolished in the 1960s to create the parking lot serving the Coliseum BART station.) Due in part to the close proximity to the Oakland Airport, the Plan Area began to be filled in with commercial and light industrial development in the 1940s. During this time and continuing through the early 1950s, the sloughs and creek running through the Plan Area were also channelized. Improved transportation infrastructure, such as the East Shore Freeway (now I-880) and infilling of land adjacent to the Oakland International Airport led to the development of many commercial and light industrial buildings within the southern portion of the Plan Area in the 1960s. Most notably, Warehouse Union Hall, designed by Oakland architect Herbert Johnson, was erected at 99 Hegenberger Road.

The Oakland Coliseum and Arena were designed by Skidmore, Owings and Merrill and completed in 1966. The Coliseum featured an innovative design for its time that paired the Coliseum stadium with the indoor arena and sunk the stadium building into the ground with a mid-level entry to the structure, rather than rising above ground with entrances at the ground story. This allowed the stadium to be constructed without visually distract-

ing outer pedestrian ramps. It also featured an elegant circular design with an almost perfect round shape. In 1996, the Coliseum underwent a major renovation which added over 10,000 seats in the upper deck that now spans the outfield when the stadium is in the baseball configuration. The effect of these new stands was to completely enclose the stadium, eliminating the view of the Oakland hills that had been the stadium's backdrop for 30 years. In 1998, the Arena also underwent a major renovation including façade changes which made minor alterations to its appearance from the original 1960's design.

Community and Educational Resources

The Plan Area currently has no residents and thus has a relatively small amount of neighborhood-serving civic facilities. Two branches of the Oakland Public Library are located near to the Plan Area, with the 81st Avenue Branch Library less than a mile east of the Coliseum BART Station and the Brookfield Branch Library less than ½ mile south of the I-880/Hegenberger interchange. No hospitals or major medical centers are located nearby—the closest are in downtown Oakland and San Leandro; a community health clinic and some medical professionals are located on International Boulevard to the east of the Plan Area. Walmart, with a grocery and a pharmacy, is within Sub-Area C; most grocery and everyday services in the area are located on International Boulevard.

There are no public schools within the Plan Area. In the East Oakland neighborhoods

adjacent to the Plan Area, Oakland Unified School District operates Brookfield Elementary (401 Jones Avenue); Acorn Woodland Elementary School and EnCompass Academy (1025 81st Avenue), and Community United Elementary School and related institutions (at 66th Avenue and International Boulevard). In addition, charter schools outside the plan area include Lighthouse Community Charter School (444 Hegenberger Road) and .Oakland Aviation High School (7850 Earhart Road). Religious instruction is offered at Acts Christian Academy (1034 66th Avenue). Three private colleges operate in the Plan Area: ITT Technical Institute (7901 Oakport Street); Embry-Riddle Aeronautical University (7700 Edgewater); and Oikos University (7850 Edgewater Drive).

2.2.7 Transportation and Infrastructure Facilities

The Plan Area is uniquely served by transit facilities and major transportation infrastructure.

Regional vehicular access is provided by Interstate 880 (I-880), and Interstate 580 (I580), while local access is provided via Hegenberger Road, 66th Avenue, Oakport Street, Edgewater Drive, Coliseum Way, and San Leandro Street.

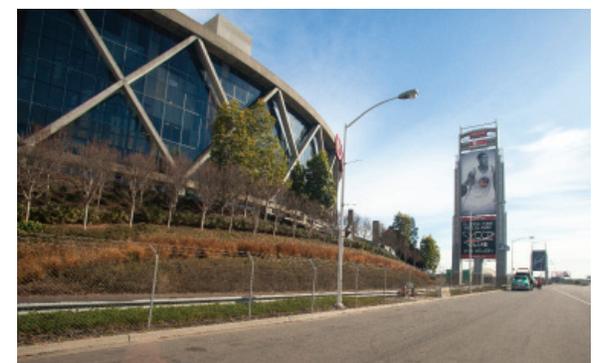
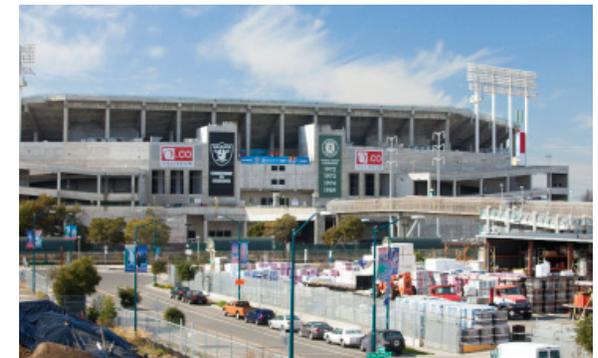
Transit service providers in the vicinity include Alameda-Contra Costa Transit District (AC Transit) which provides local bus service, the Bay Area Rapid Transit (BART) which provides regional rail service, Amtrak which provides inter-city rail service, and AirBART

which provides bus service between BART and Oakland International Airport. Figure 2.7 shows the existing transit services in the Project Area. Figures 2.8 and 2.9 illustrate existing facilities for pedestrians and bicyclists, which are located primarily around the peripheries of the Plan Area.

The Plan Area's transportation facilities connect the Coliseum Area to the greater region; at the same time, the I-880 Freeway and Amtrak and BART rail lines divide the various portions of the Plan Area, creating the challenge of creating one single identity and fostering greater connectivity.

The Plan Area includes several notable utility easements that may affect site development. High tension electrical power lines pass through Sub-Area A, creating a visual impediment and a potential development barrier. Sub-Area A also has two permanent East Bay Municipal Utility District (EBMUD) easements. Figure 2.4 indicates the locations of important site features within Sub-Area A.

EDMUD owns and operates a water treatment facility in Sub-Area E, along with open storage and a corporation yard.



Existing Site Photos

BACKGROUND

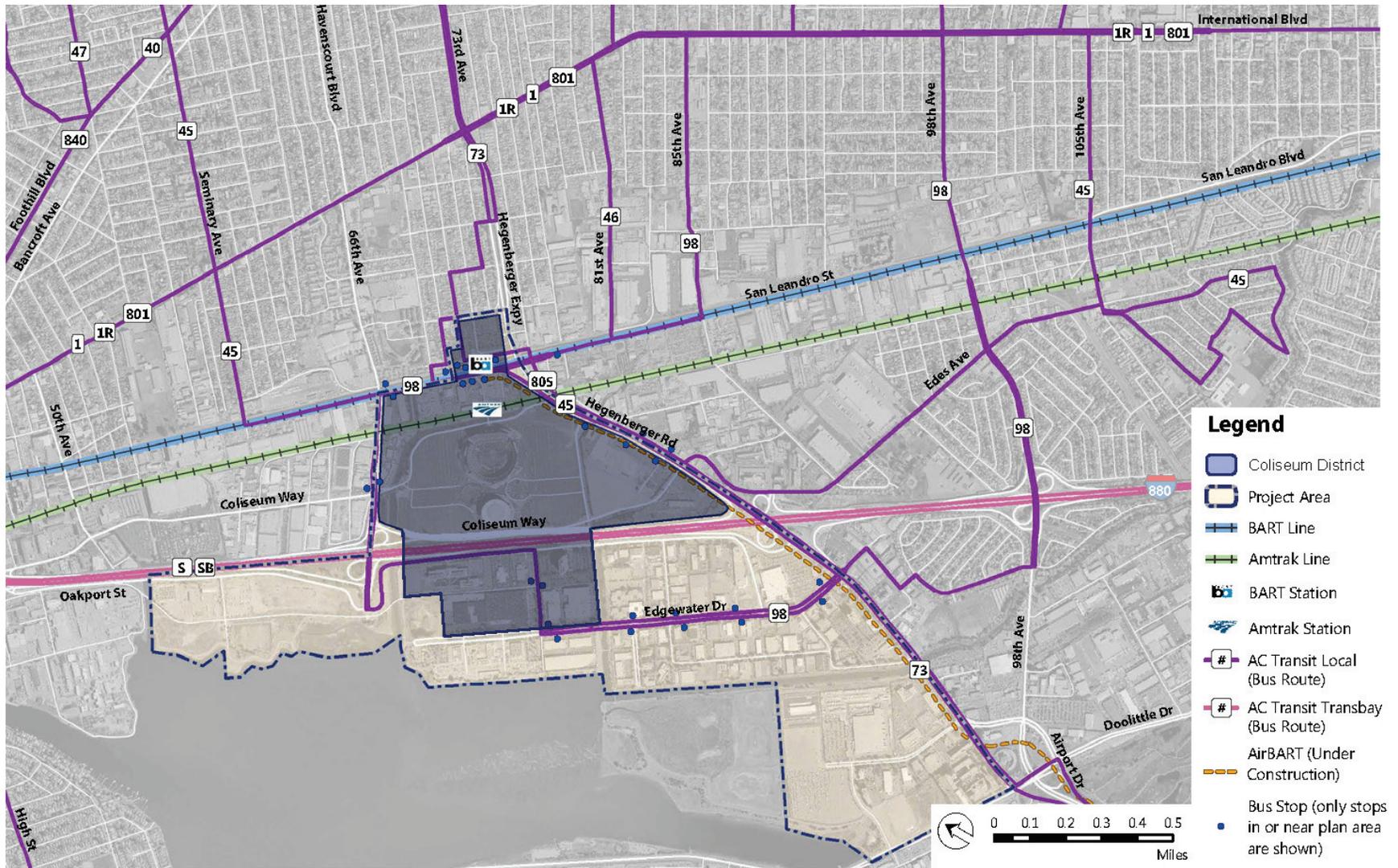


Figure 2.7: Existing Transit Facilities

Chapter 2

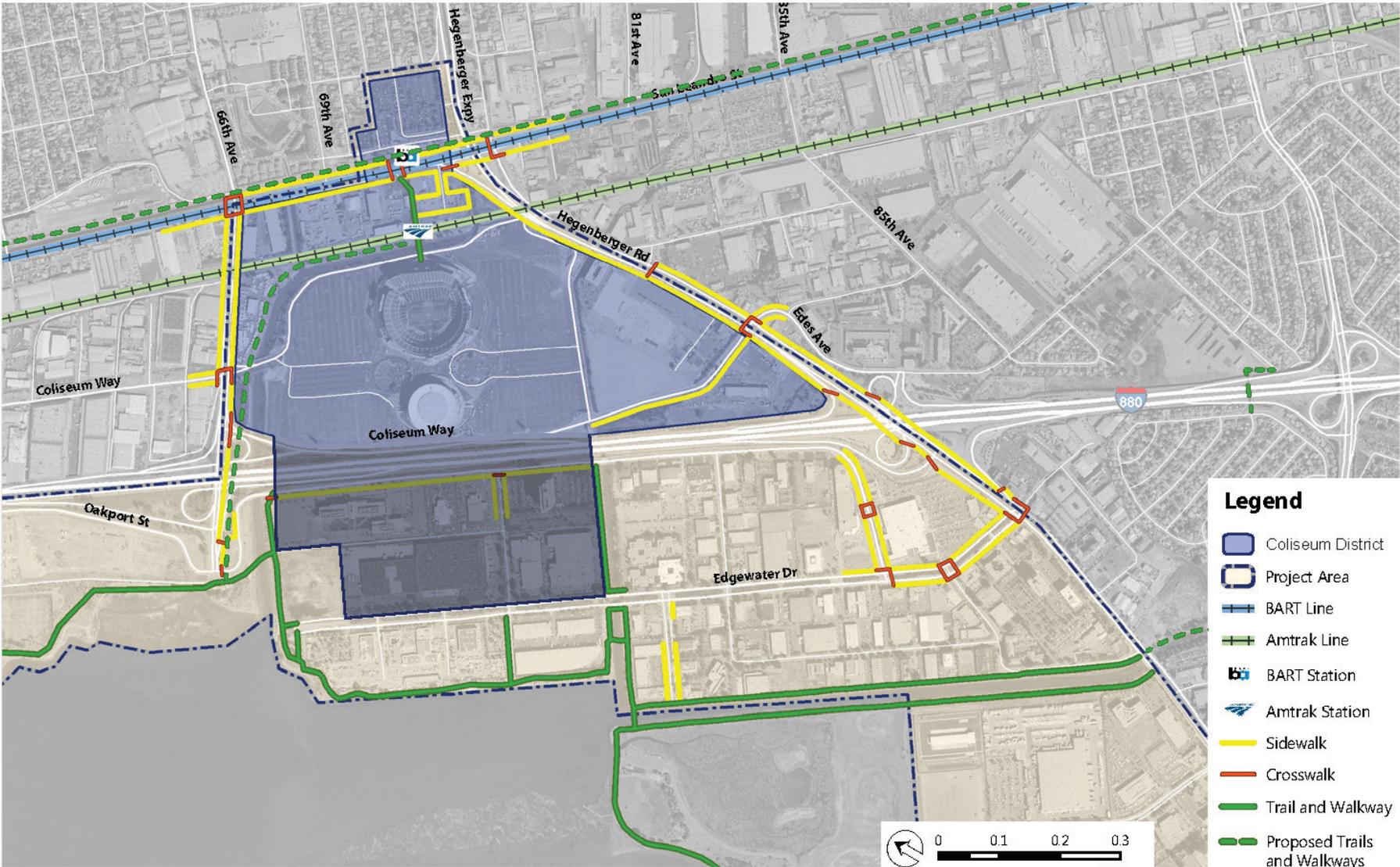


Figure 2.8: Existing Pedestrian Facilities

BACKGROUND

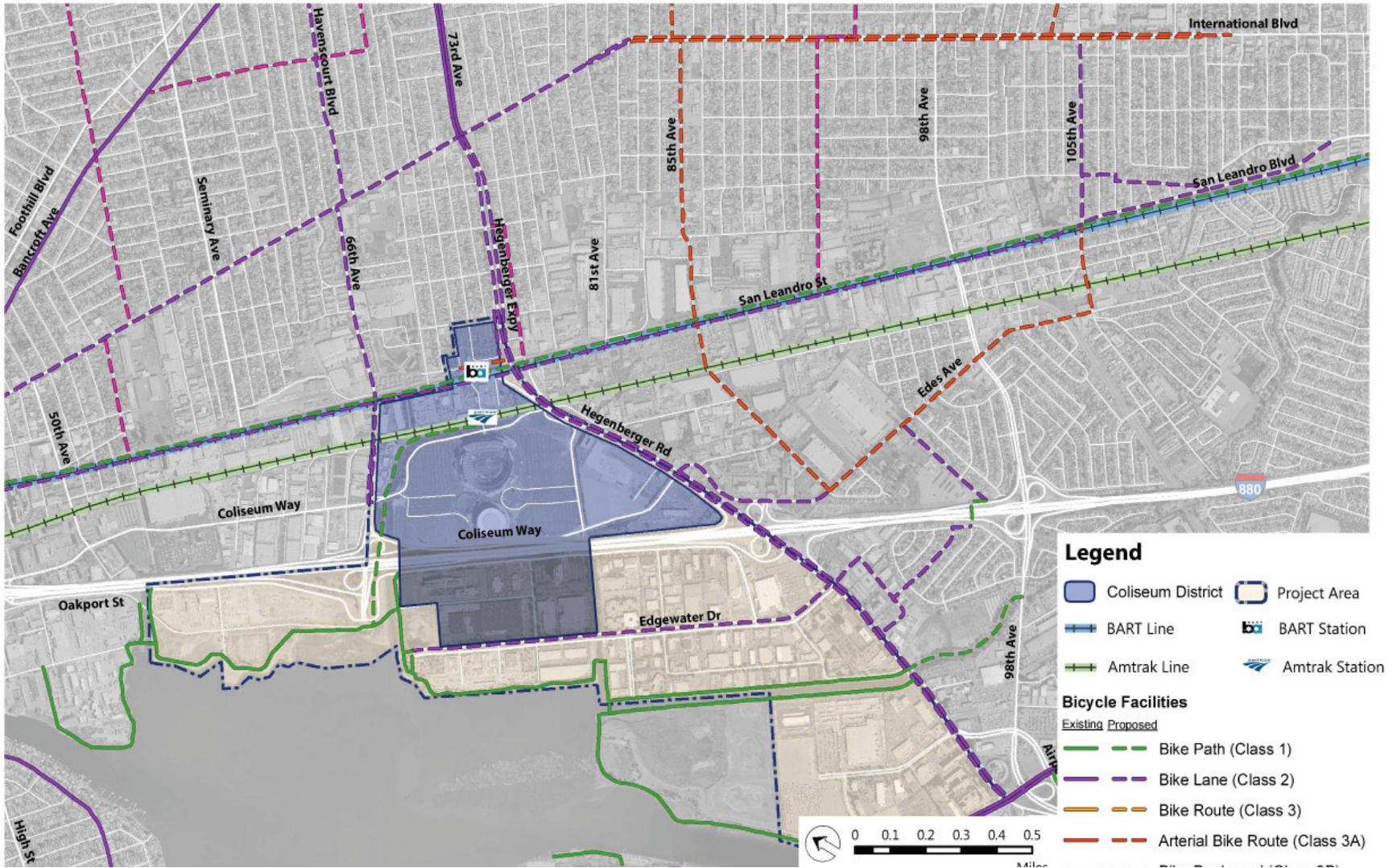


Figure 2.9: Existing Bicycle Facilities

2.2.8 Environmental Character & Conditions

The Plan Area ranges in elevation from approximately fifteen (15) feet above mean sea level in the east to three (3) feet along the edge of San Leandro Bay. The terrain is generally flat with a gentle slope to the southwest. Slope gradients are primarily under five (5) percent.

While largely urbanized in character, the Plan Area includes several existing creeks and sloughs (Damon Slough, Elmhurst Creek, East Creek Slough, and San Leandro Creek) and associated open space areas (see Figure 2.10).

San Leandro Creek provides important habitat for the rich wildlife habitat within the San Leandro Bay. The creek channel is roughly 140 feet wide as it passes between Sub-Area C and Sub-Area D. Although this section of the creek is surrounded by urbanized uses (business park), it is bound on either side by the San Leandro Creek Trail East and West, which is part of the Martin Luther King Jr. Regional Shoreline, managed by the East Bay Regional Parks District (EBRPD). The creek and the surrounding Bay and marshes provide important aquatic, intertidal and marsh habitat used by migratory birds traveling along the Pacific Flyway.

The Plan Area also includes the Edgewater Seasonal Wetland, a restored wetlands implemented as a mitigation project by the Oakland Airport. This restored wetland provides a large habitat area for marsh species, including the federally endangered California clapper rail and the salt-marsh harvest

mouse. In 2012, the Port of Oakland transferred this land to the East Bay Regional Parks District (EBRPD) for long-term management.

Existing Site Conditions

The Plan Area contains a number of site conditions that should be accounted for in the review of new development. The Draft Environmental Impact Report for the Coliseum Area Specific Plan evaluates these issues in depth and recommends the implementation of conditions of approval and mitigation measures as needed. Site concerns of note include:

- Preserving existing scenic views of the Oakland Hills;
- Avoiding the casting of shadows on parks and adjacent development;
- The poor biological and visual condition of Damon Slough and Elmhurst Creek;
- Existing air pollutant sources currently located within and around the Plan Area;
- Protected species with habitat in the Plan Area;
- Permitting issues with construction near existing waterways, such as creeks and sloughs;
- Historic structures located in Sub-Area A (the plan envisions the demolition of the Oakland Coliseum and possibly the Arena, both of which are potential historic resources);

- Active hazardous waste clean-up sites, and other potential environmental remediation; and
- Traffic congestion during peak commuting hours due to new residents and employees.



Existing Site Photos

BACKGROUND



Figure 2.10 : Existing Creeks and Sloughs

(Source: Garcia & Associates)

2.3 PLANNING CONTEXT & PROCESS

2.3.1 Background

In June of 2012, the City of Oakland engaged the services of two separate teams of city planners, engineers, transportation planners, environmental scientists, economists and California Environmental Quality Act (CEQA) consultants to prepare: (1) a Specific Plan for the Coliseum District and adjacent areas, and (2) an Environmental Impact Report (EIR) associated with the Specific Plan. The Coliseum Area Specific Plan provides an overall policy and regulatory framework which future development activity would occur within the Plan Area. It provides flexibility for a variety of development scenarios, including the Coliseum City Master Plan as described in Section 2.1.2 above.

In April 2014, the City held two public workshops to introduce the draft Coliseum Area Specific Plan and to gather suggestions and comments from the public.

Because the three Oakland sports franchises are privately held businesses, the City does not control their ultimate decisions whether to remain at their current Coliseum area location, remain in Oakland, or to pursue other locations. Therefore, the Specific Plan is intended to be flexible enough to accommodate all three franchises or any combination of two, one or even no sports franchises in the future, and to provide a development plan responsive to these potential sports venue scenarios.

2.3.2 Definition of a Specific Plan

The Coliseum Area Specific Plan will be used by the City of Oakland, its residents and its businesses to shape the Coliseum Area into a community-based vision for the future. The Specific Plan also provides the necessary steps to guide future public and private investment in the Coliseum Area.

In the State of California, a specific plan is one of the policy and regulatory tools used by local governments as a complement to a general plan, which is the overarching policy document for the entire city. Specific plans implement a city or county's general plan through the development of more detailed policies, programs and regulations for a localized area. A specific plan can focus on a range of topics, using policy concepts or detailed development regulations, but is required to address the following topics: land use, transportation and circulation, utilities and infrastructure, public facilities, development standards, and implementation and financing.

Because specific plans are mechanisms for executing the goals and policies of a community's general plan, state law requires that specific plans must be consistent with the general plan. Once adopted, the Specific Plan will guide all new development in the Coliseum Area, which will be required to follow the policies, programs, regulations and guidelines set forth in the Specific Plan.

The authority for preparation and adoption of specific plans is set forth in the California Government Code, Sections 65450 through

65457. The law stipulates that a specific plan must include text and diagrams detailing:

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

Any environmental impacts that may result from implementation of a specific plan such as noise, traffic or air quality impacts are to be evaluated in accordance with the state-mandated California Environmental Quality Act (CEQA) review prior to the specific plan's adoption.

BACKGROUND

2.3.4 Regulatory Setting

Overall, the proposed Coliseum Plan will facilitate the creation of up to three new sports venues, up to 5,750 housing units, and almost 8 million square feet of net new commercial and business uses. The Coliseum Plan Area is expected to have around 10,000 new residents and 21,000 new jobs by the time of project buildout in the year 2035.

This development vision will require the adoption of amendments to the City's General Plan land uses designations and Zoning Ordinance, and coordination with the Port of Oakland, Bay Conservation and Development Commission, and Federal Aviation Administration, among other agencies.

Building on the planning framework established by the City of Oakland's General Plan, the Specific Plan provides a more detailed definition of the Plan Area's land uses, character of development and infrastructure than is articulated in the General Plan. It also builds on and incorporates initiatives from other relevant planning guidelines and studies.

Development within the Project Area is controlled by multiple agencies, including the Port of Oakland, depending on the exact location (See Figure 2.11: Jurisdictional Boundaries).

City of Oakland General Plan and Zoning

The entire Plan Area is located within the City of Oakland, which assigns land use designations to the area within the city limits



Figure 2.11: Jurisdictional Boundaries

through its General Plan. As provided by California State Government Code §65450-65457, the Specific Plan establishes policies that will govern future uses in the Plan Area and implement the policies of the City's General Plan. The Specific Plan must be consistent with the City of Oakland

General Plan and Zoning.

The Land Use and Transportation Element (LUTE) of the Oakland General Plan provides a number of policy objectives aimed at enhancing the Coliseum Area and strengthening its presence as a "Showcase District" in the city. The LUTE

describes the Coliseum Area Showcase as one of the City's economic engines that forms a crescent framing the Bay (See Figure 2.14: City Structure Diagram, City of Oakland General Plan).

The LUTE's Industry and Commerce Policy Framework for the Coliseum Area Showcase recognizes the unique combination of sports events and proximity to the Oakland Airport; and supports increasing the Coliseum area's appeal to visitors by providing shopping, dining, and recreation. Excellent transportation access and availability of land combine to offer a superb prospect for the area's future as a regional center of entertainment, retail, recreation, office, and commercial. The General Plan envisions the Coliseum Complex at the center of a regional shopping, entertainment and recreation district, with linkages to the Airport and San Leandro Bay Waterfront. Concurrently, the LUTE calls for the Coliseum BART station Transit-Oriented Development (TOD) district to aid the transition between the surrounding single-family home neighborhoods and the regional attractions at the Coliseum District.

Current General Plan land use designations (Figure 2.12) and Zoning (Figure 2.13) for the Plan Area are as follows. Chapter 7: Implementation addresses the need for amendments to the General Plan and Zoning Map.

Sub-Area A:

- General Plan: 'Regional Commercial' west of San Leandro Street; 'Community Commercial' to the east (around BART

Station)

- Zoning for area west of San Leandro Street: Regional Commercial (CR-1)
- Zoning for area east of San Leandro Street (BART area): Transit-Oriented Development (S-15)

Sub-Area B:

- General Plan: 'Business Mix' (and 'Urban Open Space' along a portion of shoreline)
- Zoning: Industrial/Office (IO)

Sub-Area C:

- General Plan: 'Business Mix' in northern area and 'Regional Commercial' along Hegenberger Road
- Zoning: Industrial/Office (IO) in northern area and CR-1 along Hegenberger Road

Sub-Area D:

- General Plan: 'Business Mix' in northern area and 'Regional Commercial' along Hegenberger; 'Urban Open Space' along San Leandro Creek
- Zoning: Commercial/Industrial Mix (CIX-2) in northern area and CR-1 along Hegenberger

Sub-Area E:

- General Plan: variety of designations pursuant to Estuary Policy Plan – 'Light Industry-3', 'General Commercial-2' and 'Parks'
- Zoning: M-40; small portion adjacent to

Damon Slough zoned CIX-2

Other Jurisdictional Agencies

Portions of the Plan Area are located within the jurisdiction of the Port of Oakland and its Oakland Airport Business Park Land Use and Development Code. Development within the Port of Oakland jurisdiction Area must apply for a Development Permit from the Port, but must also be consistent with the City of Oakland's General Plan designation for the site.

In addition, other federal, State, and regional agencies may require development review and/or permits prior to the beginning of project construction. These bodies include, but are not limited to, the following. Requirements for entitlements and review through these agencies are addressed in Chapter Seven: Implementation.

- Alameda County Airport Land Use Commission (ALUC)
- Army Corps of Engineers
- Bay Conservation and Development Commission (BCDC)
- California Department of Fish & Wildlife
- Regional Water Quality Control Board

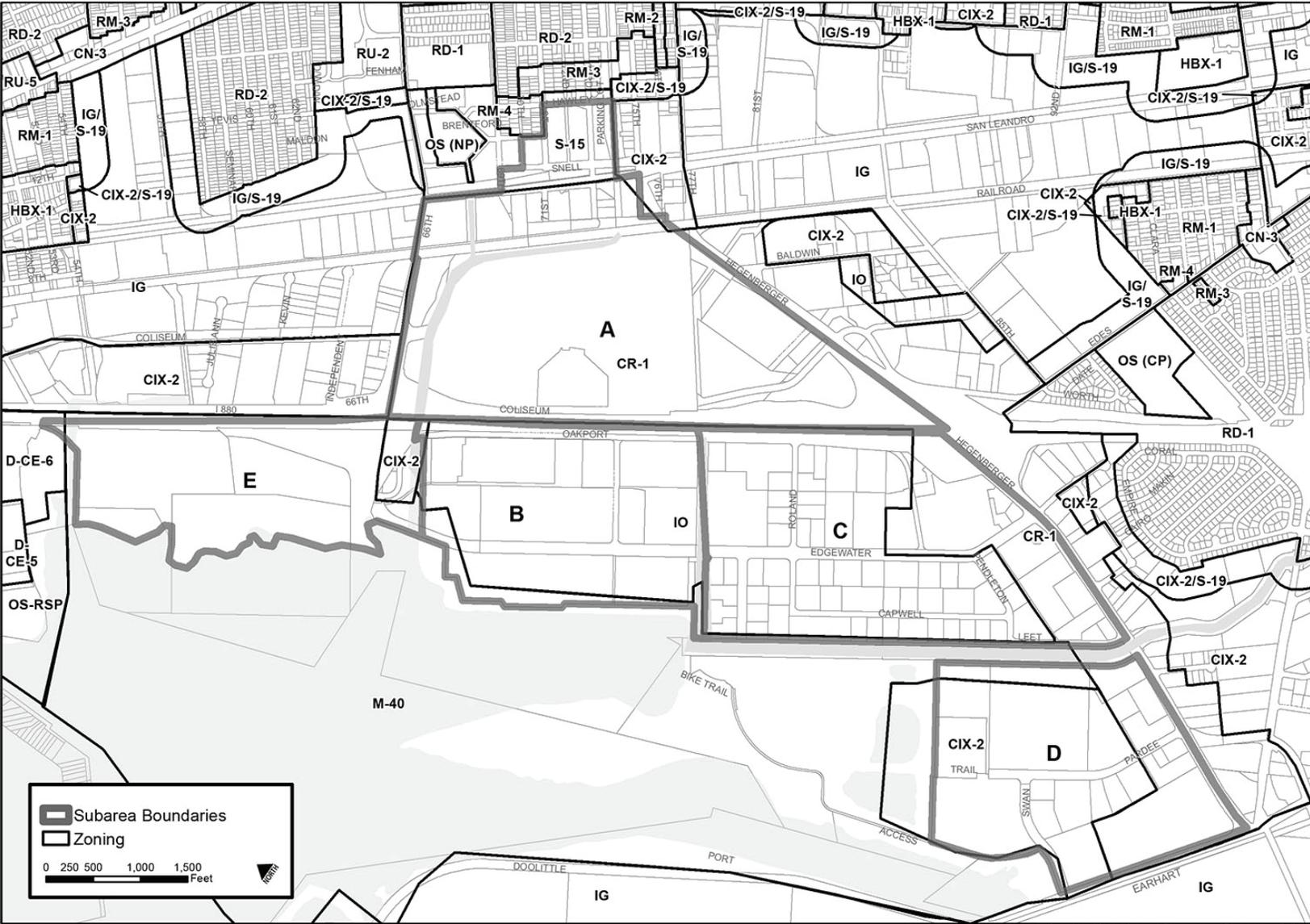


Figure 2.13: Current Zoning

BACKGROUND

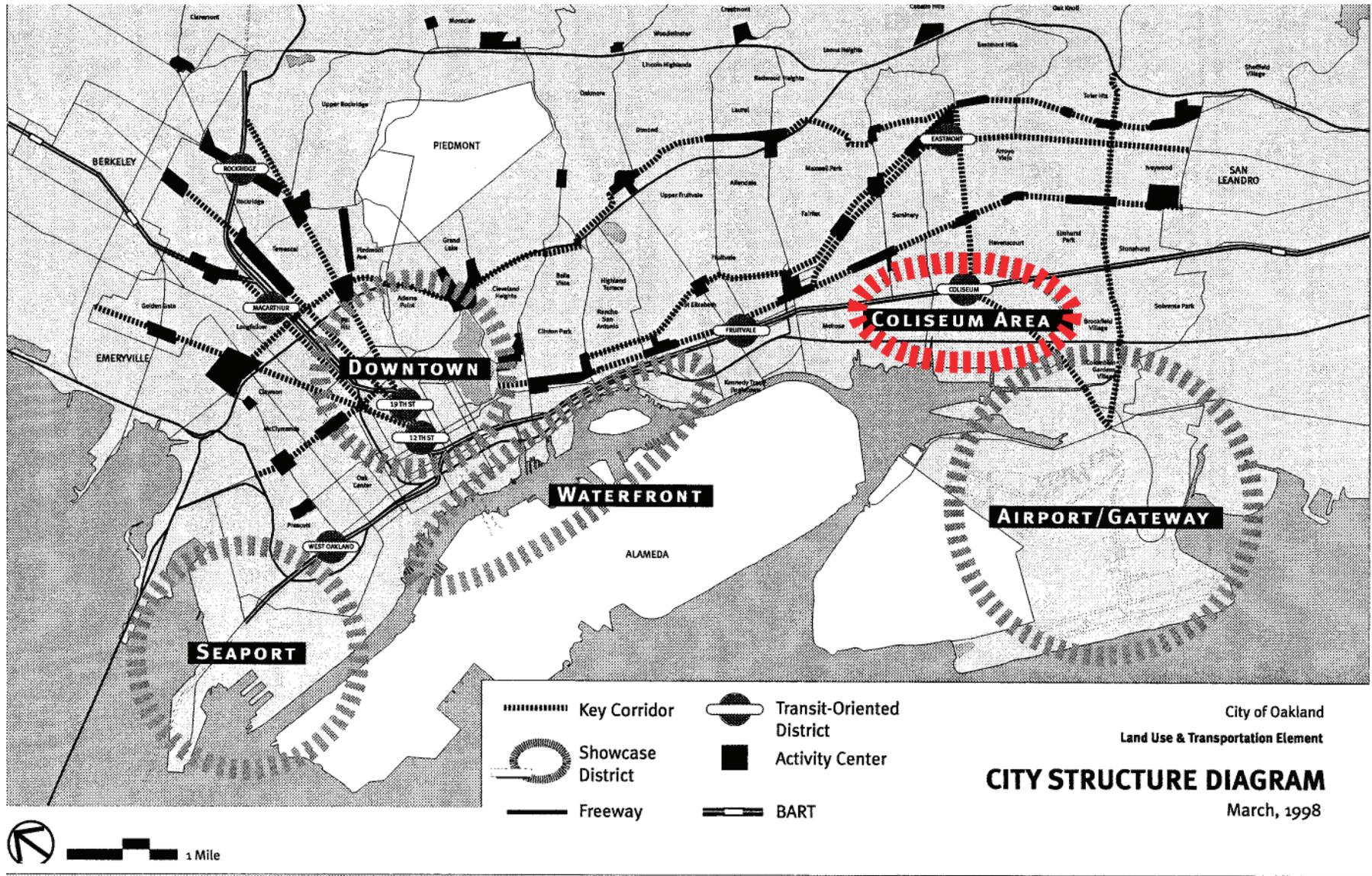
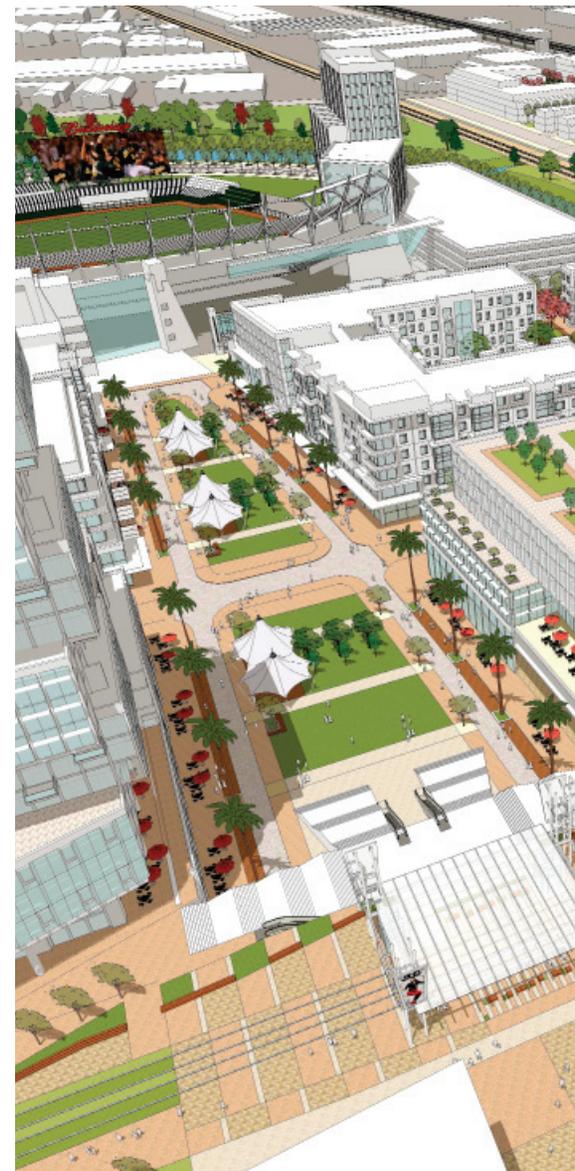


Figure 2.14: City Structure Diagram

2.3.5 CEQA and Required Approvals

The Coliseum Area Specific Plan is subject to evaluation in accordance with the California Environmental Quality Act (CEQA) statutes and guidelines. The Specific Plan and an environmental impact report have been prepared concurrently, so that the Plan could consider, address and mitigate existing environmental conditions and constraints including traffic, parking, water quality and flood control.

Other analysis, applications for individual development projects within the Specific Plan Area, and permits will be required by the City of Oakland.





chapter 3

LAND USE

IN THIS CHAPTER

- 3.1 Introduction
- 3.2 Sports Venue & Development Scenarios
- 3.3 Integrated Land Use-Transportation Approach
 - 3.4 Land Use Plan and Program
 - 3.5 Land Use Goals and Policies
- 3.6 Sub-Area A: Transit Mixed Use & Sports Mixed Use
 - 3.7 Sub-Area B: Waterfront Mixed Use
- 3.8 Sub-Area C: Manufacturing/R&D Mixed Use
 - 3.9 Sub-Area D: Airport-Related Logistics
- 3.10 Sub-Area E: Shoreline Light Industry, Commercial & Open Space

3.1 INTRODUCTION

This chapter establishes the land use objectives, plans and policies to achieve the Specific Plan's goals and describes possible development scenarios. These land use provisions incorporate a comprehensive analysis of the Plan Area's physical, social and economic context. They also present the illustrative massing and land use model for future development from the Coliseum City Master Plan as a representation of one of many possible scenarios for design and development that are possible under the provisions of this Specific Plan.

Many of the Coliseum City Master Plan graphics are used in this Specific Plan, with notes as to source, in order to illustrate a possible land use approach to implementation of the Specific Plan's Vision and goals.

The Specific Plan is designed to be a long-term development template that is flexible and can be phased and adapted to market conditions as they evolve over time. It is also intended to allow the City to proceed with actual development projects despite uncertainties related to sports and entertainment venues and other land uses. To that end, the Specific Plan describes Sub-Area A in a greater level of detail, since this area is anticipated to undergo the first phase of redevelopment.

To insure a consistently attractive and enduring level of quality, the Specific

LAND USE

Plan also provides overall community design principles for public realm areas, such as streets, open spaces, and gathering areas (see Chapter Four: Community Design).

3.1.1 Development Factors and Strategies

The impetus for this Specific Plan stems from the regional attraction of major sports venues and opportunities to support job growth and create additional demand for hotels, retail entertainment (sales tax revenue), and varied types of housing. The site location offers synergy with the nearby Oakland airport and Coliseum BART station, increasing prospects for job creation and an enlivened, 24/7 mixed use urban destination.

The Specific Plan will facilitate the creation of up to three new multi-functional sports venues for multiple entertainment, clubs, food-and-beverage options, and comparison retail offerings. The adaptable configuration of these new venues will foster a high ratio of non-game events, leading to 24/7 activity and significant opportunities for revitalization of the neighboring East Oakland area. The Specific Plan also allows for development of up to 5,170 housing units and almost 12 million square feet of net new commercial and business uses. Overall, the Coliseum Plan Area could have around 7,000 new residents and 20,000 new jobs by the time of project buildout in the year 2035.

Key strategies to achieve the Specific Plan's land use Vision and Goals are as follows.

Revitalization and Value Creation. The Coliseum District is currently an economically

challenged area. To overcome development barriers and realize the full potential of this complex development district, the City, County, and Port will need to integrate land use policy with public and private investment.

Coordinated Planning. The City will achieve value by coordinating development uses, site locations, and site infrastructure. This is especially critical for Sub-Areas A and B, which represent the highest allowed density uses and is envisioned to become the development anchor for sustained economic growth in the larger urban area.

Leveraging Transit and Proximity to the Airport to Spur Redevelopment. Improving the quality and capacity of transit infrastructure will support the long-term success of the Coliseum Plan Area. This includes actions for high quality, safe regional inter-modal connectivity to attract employment and residential growth.

With completion of the Oakland Airport Connector (elevated rail shuttle) to the Coliseum BART station in fall 2014, the Plan Area is destined to leverage its connectivity to the Airport and become a hub of development where businesses and commercial service providers can cluster and conduct business within minutes of the airport.

Adding to the multi-modal bus and rail connections already available, a new street car is envisioned to connect from the Coliseum BART Station along an elevated pedestrian concourse to parcels west of I-880.

Sports as a Development Catalyst. The achievement of a regional Sports-En-

tertainment-Retail destination is critical to accomplishing the Specific Plan's Vision. It is estimated that two to three new multi-purpose sports venues will bring four to five million event fans each year, establishing a highly branded urban environment and catalyzing development of new housing, high-value employment and significant economic investment.

Maximizing the Synergy of Uses. The City must remain committed to a mixed-use program of sports, retail and entertainment, residential, and science and technology. The viability of each element is dependent on relationships to other elements within a comprehensive, integrated development approach.

Next-Generation Urban Place. The Specific Plan's Vision must remain future-oriented, focusing on creating a regionally significant urban destination for Oakland and the Bay Area. Active urban streets, walkable pedestrian scaled urban districts, and exciting architectural forms will establish a clear identity and link this dynamic new 24/7 urban community to the surrounding neighborhoods.

Capturing Regional Growth. The Specific Plan's Vision must aim to create a long-term development district for Oakland, increasing Oakland's ability to capture higher value regional growth over the next 20 years. This is consistent with regional growth policies outlined in SB 375 and AB 32, which mandate that two-thirds of employment growth and three-fourths of housing growth take place in Priority Development Area (PDA) corridors such as the Coliseum area.

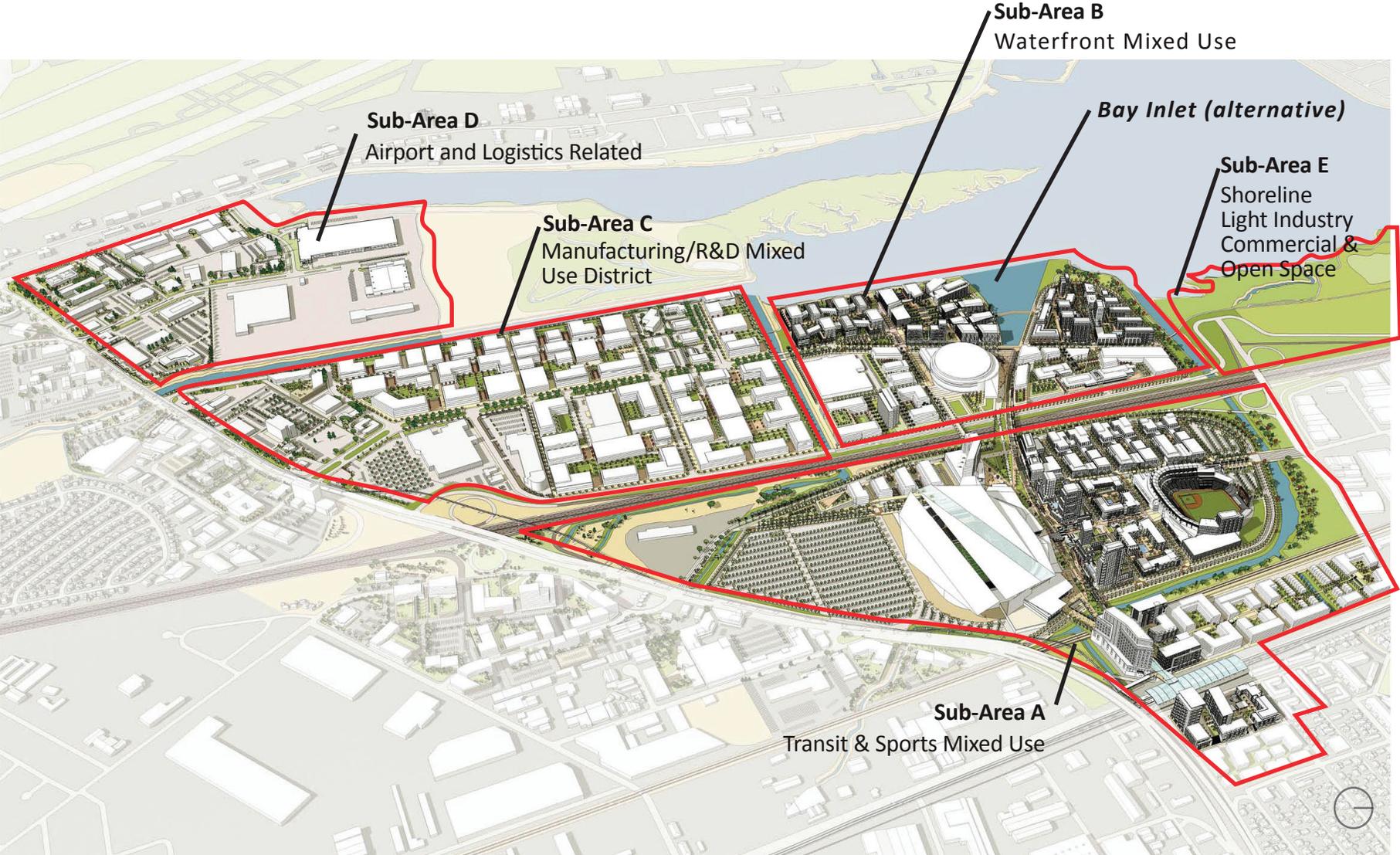


Figure 3.1: Illustrative Concept
(Coliseum City Master Plan Concept)

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3.1.2 Sub-Area Concepts

The five Sub-Areas within the Plan Area offer distinct opportunities to accomplish the development objectives for the Coliseum Plan Area. Each Sub-Area is designed to leverage off of the uses, identity, and infrastructure of adjacent development. Redevelopment of the Sub-Areas can be phased independently and will allow infrastructure improvements to be implemented over time based on market growth and demand.

- **Sub-Area A** is envisioned to be a high density transit and sports-focused mixed-use district with retail, residential, entertainment, and technology/office uses.
- **Sub-Area B** is a waterfront district that will have residential mixed-use and is a core location for the region's future science and technology uses. A new arena is a possible use within the portion of Sub-Area B included in the "Coliseum District" boundary.
- **Sub-Area C** is intended to allow a range of retail, office and flexible technology and industrial uses that want to co-locate with Sub-Area B.
- **Sub-Area D** is envisioned to be a mixed-use district that includes hotels, retail and logistic businesses that benefit from proximity to Oakland International Airport.
- **Sub-Area E** is an open space and natural habitat district that is designed

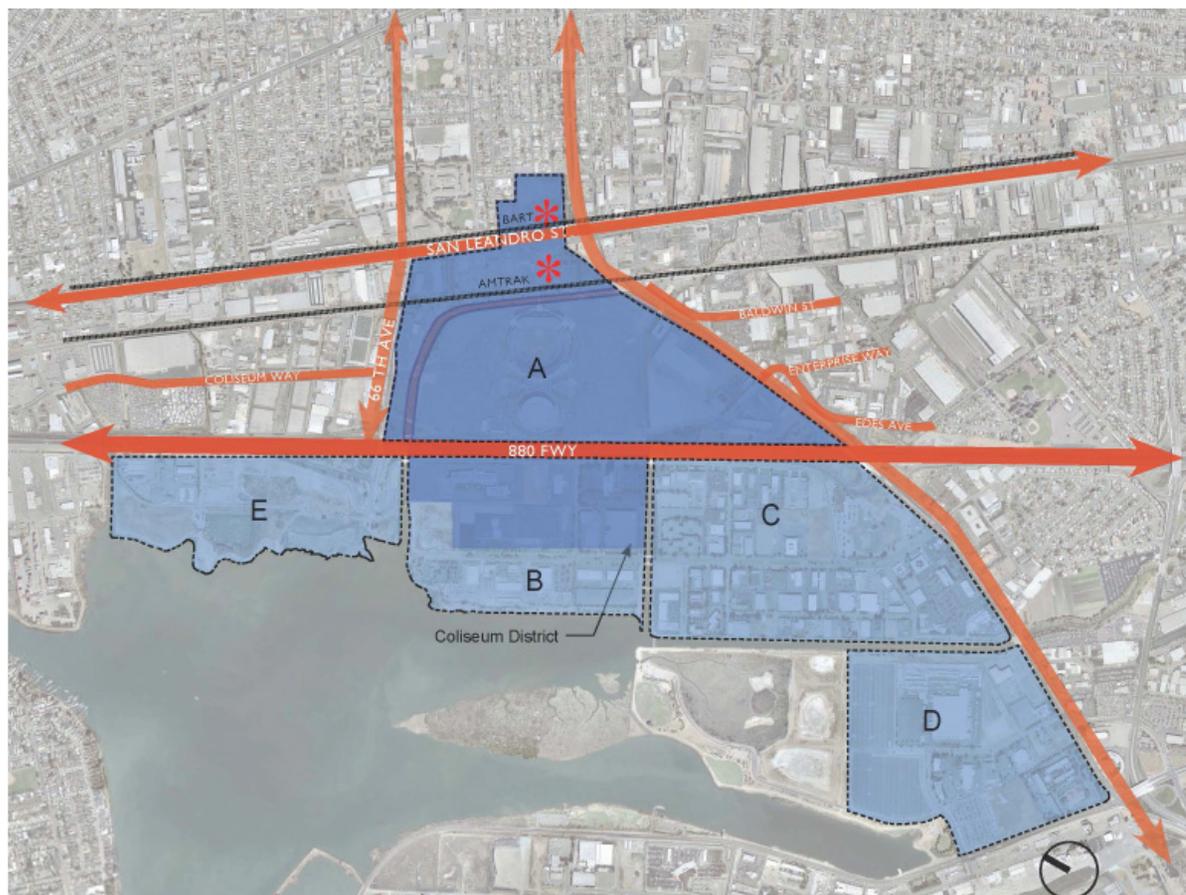


Figure 3.2: Specific Plan Area and Sub-Areas

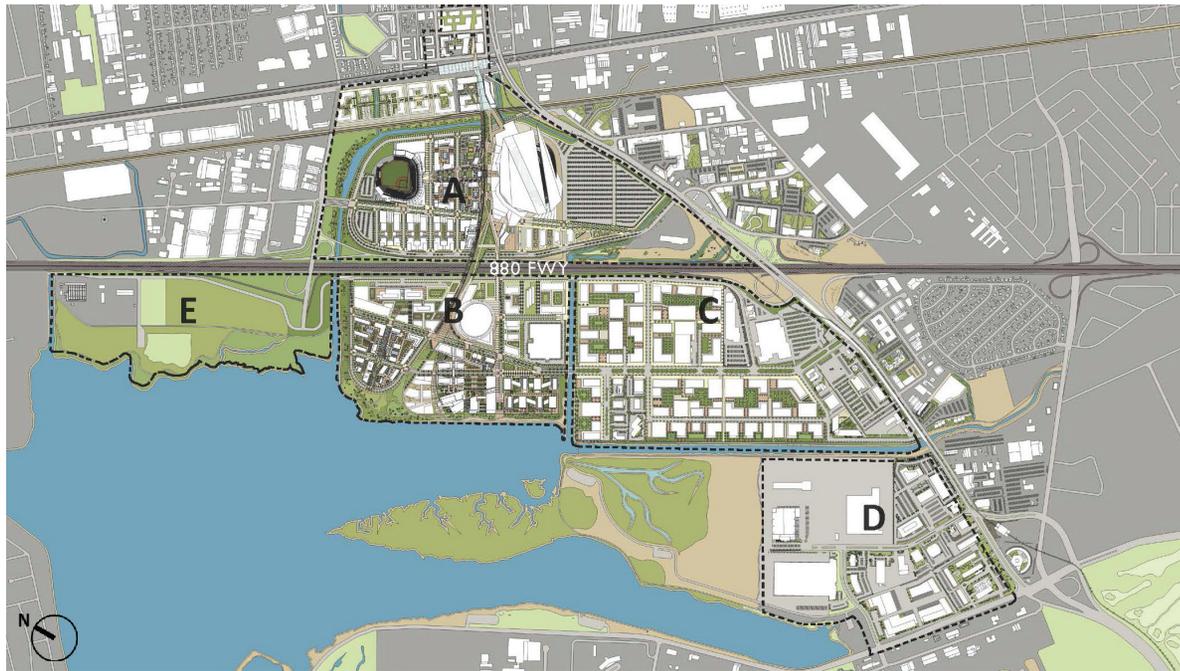


Figure 3.3: Illustrative Plan (with Sub Areas)
(Coliseum City Master Plan Concept)

to enhance the environmental quality of the estuary and the bay waterfront and become a regional recreation resource, with continued use by East Bay Municipal Services District (EBMUD).

Build-out of Sub-Area A is linked to that of Sub-Area B in numerous ways. In particular, new and enhanced transit and pedestrian connections, such as with an elevated concourse and streetcar shuttle across I-880, will encourage new development by providing a strong connection between BART and the San

Leandro Bay waterfront.

The Specific Plan describes the area that would undergo the first phase of redevelopment (the “Coliseum District”, including all of Sub-Area A and a portion of Sub-Area B), in a greater level of detail (see Figure 3.2). Redevelopment of other areas is anticipated to occur more incrementally and on a longer timeline than Sub-Area A, and thus these Sub-Areas are addressed in a more general manner.

The Coliseum City Master Plan proposes a reconfigured shoreline or “Bay Inlet” for Sub-Area B that would allow for additional waterfront and views to the bay, subject to resource agency review. Figure 3.1 shows this alternative.

3.2. SPORTS VENUE & DEVELOPMENT SCENARIOS

To achieve the Specific Plan’s vision and facilitate positive outcomes for retaining Oakland’s major sports franchises, the Specific Plan is designed to accommodate a range of development “scenarios”, including future decisions about mixed-use development and new sports venues for the three franchises (the Oakland Raiders NFL football team, the Oakland Athletics MLB baseball team, and the Golden State Warriors NBA basketball team) that currently operate at the Coliseum.

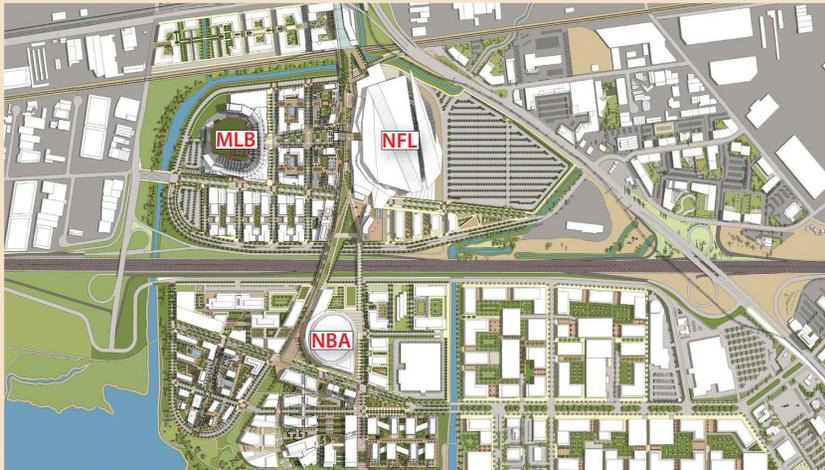
The full program of proposed new sports venues consists of:

- NFL Stadium and Multi-purpose Event Center, seating capacity approximately 68,000 to 72,000 (proposed for Sub-Area A).
- MLB Ballpark, seating capacity of approximately 35,000 to 39,000 (proposed for Sub-Area A).
- NBA Arena and Multipurpose Events Center, with a seating capacity of approximately 18,000 to 20,000 (proposed for Sub-Area B).

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SCENARIO #1: NEW STADIUM, BALLPARK AND ARENA

PLAN VIEW



BIRD'S EYE VIEW



Figure 3.4: New Stadium, Ballpark, and Arena
(Coliseum City Master Plan Concept)

SCENARIO #2: NEW STADIUM AND BALLPARK + EXISTING ARENA

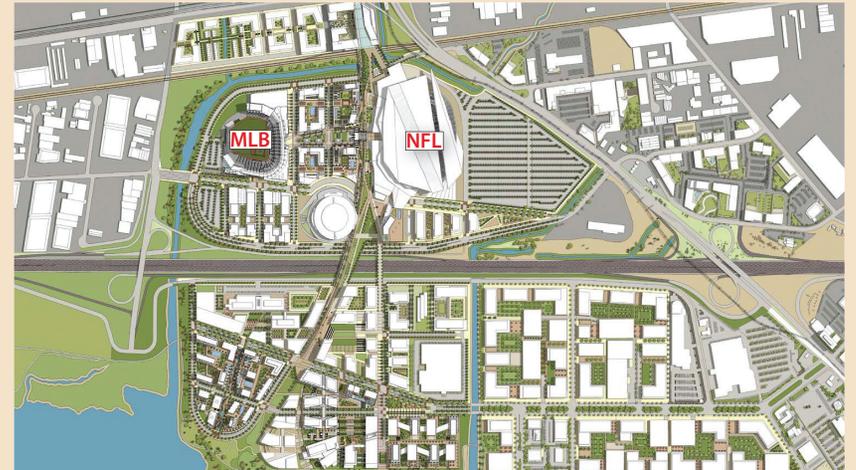


Figure 3.5: New Stadium and Ballpark + Existing Arena
(Coliseum City Master Plan Concept)

SCENARIO #3: NEW STADIUM + EXISTING ARENA



Figure 3.6: New Stadium + Existing Arena
(Coliseum City Master Plan Concept)

SCENARIO #4: EXISTING ARENA - NO STADIUM OR BALLPARK

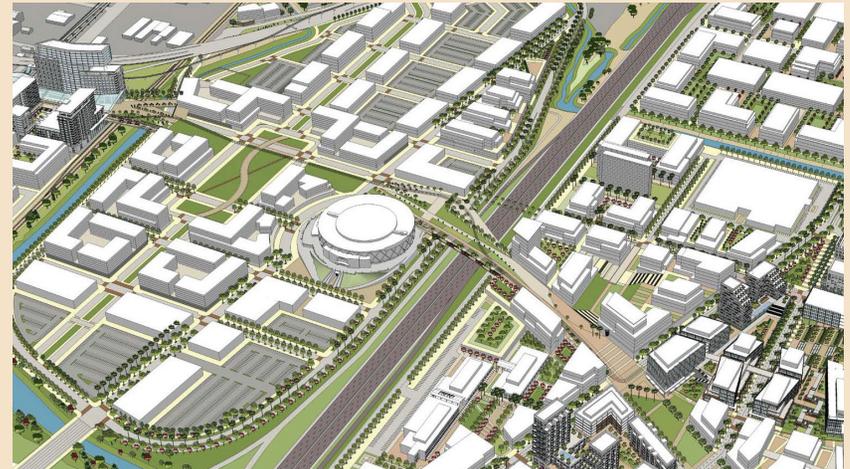
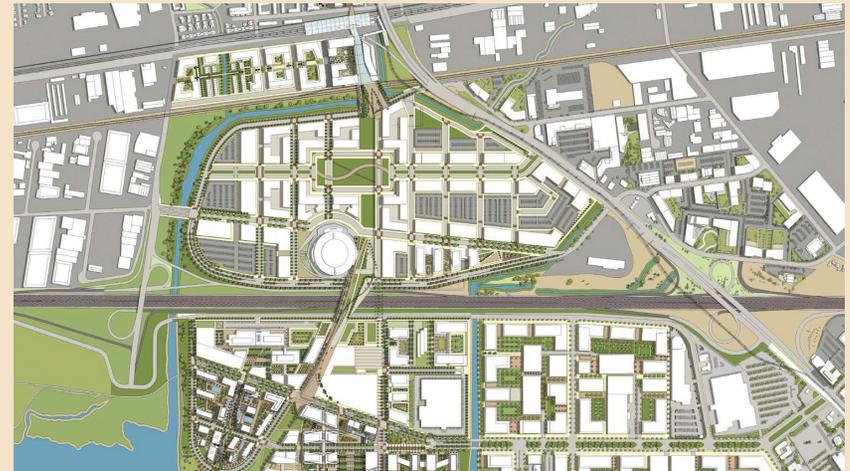


Figure 3.7: Existing Arena- No Stadium or Ballpark
(Coliseum City Master Plan Concept)

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This Specific Plan accommodates a range of possibilities for the sports franchises, with each scenario proposing a combination of new or retained sports-entertainment facilities and associated mixed-use development including urban housing, science and technology, hotel, retail, and office. Figures 3.4 to 3.7 illustrate the following alternatives for sports-entertainment facilities:

- Three new venues (stadium, ballpark and arena).
- New stadium and ballpark, plus retention of the existing arena.
- New stadium, plus retention of the existing arena.
- Retention of the existing arena, with no new facilities.

These alternatives are intended to be illustrative only; final development plans and programs will be defined through the City's development review process. All the scenarios achieve the Specific Plan's Vision while not exceeding the capacity of infrastructure, as described below.

Key elements of this scenario-based land use methodology are as follows:

- The Specific Plan assumes that each of the City's current sports franchises (Oakland Raiders NFL football team, Oakland Athletics major league baseball team, and Golden State Warriors NBA basketball team) will make independent business decisions regarding whether to remain within the Plan Area. The

Specific Plan also acknowledges that any of these sports franchises may make other location decisions and provides the flexibility for development scenarios that include two sports venues, one sports venue, or even a no-sports venue alternative.

- The Specific Plan establishes a maximum development envelope, or "Trip Capacity Budget" (see below) for Sub-Area A, based on the capacity of transportation infrastructure (including existing and proposed transit and vehicular systems) that will be available to serve future uses. Based on analyses of existing and projected traffic patterns, the weekday P.M. Peak Hour Period (4:00 to 6:00 p.m.) represents the most critical congestion period on local and regional roadways. Therefore, the maximum extent of potential development is limited by the inbound and outbound trips generated within this time period.
- The Specific Plan defines land use standards including allowed uses, mix of uses, and other standards (see Section 3.3) and assigns a trip generation value to permitted land uses. Within the parameters of the maximum development envelope and the land use standards, however, the Specific Plan allows flexibility in defining the use program.
- The Specific Plan allows a number of development scenarios that demonstrate

how the Plan Sub-Areas may be developed through this approach, including the Coliseum City Master Plan approach. Each scenario allows a combination of uses and intensities to be configured to fit within the Plan's Trip Capacity Budget and requires conformance to required standards and guidelines of this Specific Plan. Final development plans and programs will be defined through subsequent development review processes.

If one or more of the proposed new sports venues is not constructed, the Specific Plan's development program described in Table 3.1 could be built at a lower Floor Area Ratio (FAR), resulting in lower height buildings. The ultimate mix of land uses must conform to the land use, design and other provisions in this Specific Plan and its associated implementing zoning regulations.

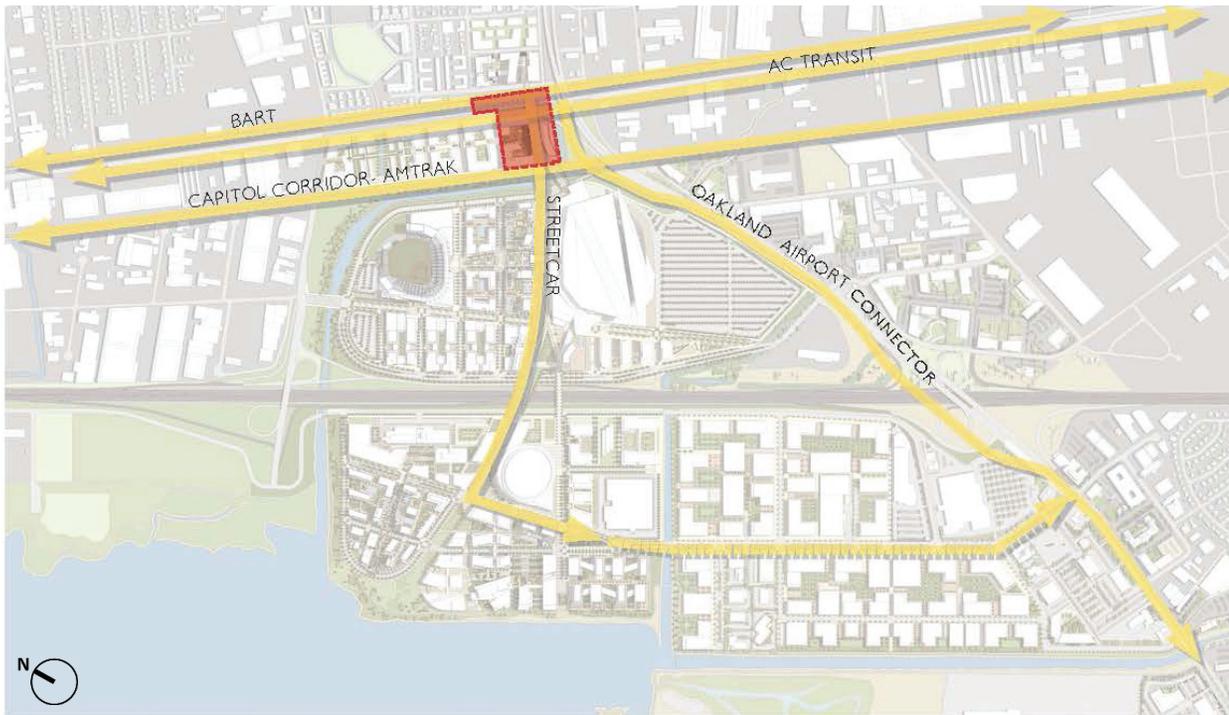


Figure 3.8: Intermodal Transit Hub
(Coliseum City Master Plan Concept))

3.3 INTEGRATED LAND USE- TRANSPORTATION APPROACH

To establish a flexible framework for development, the Specific Plan allows a variety of land use and urban design scenarios within a maximum development envelope or “Trip Capacity Budget” for Sub-Area A, defined by the capacity of transportation infrastructure including existing and proposed transit and roadway systems. This approach facilitates near-term implementation of projects at an appropriate mix and intensity of development, thereby achieving the City and County’s vision for the core of the Plan Area while not exceeding the capacity of infrastructure.

As explained below, the Specific Plan:

- Utilizes the Coliseum City Master Plan to illustrate one potential scenario for how the Sub-Areas may be developed within the capacity of infrastructure and in compliance with land use standards. This scenario is intended to be illustrative only; final development plans and programs will be defined through the development review process;
- Describes the potential development scenario for Sub-Area A and a portion of Sub-Area B in a greater level of detail, since it is envisioned to be the area that would undergo the first phase of redevelopment. The maximum development envelope for Sub-Area A is based on a “Trip Capacity Budget” that considers vehicular and transit facilities, internal trip capture, and a range of

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- possible land use mixes;
- Sets out land use standards to ensure desirable types and mix of uses that achieve the City and County's vision and establishes trip generation factors for each allowed use; and
- Provides design principles and guidelines to ensure a consistently attractive and enduring quality of development.

3.3.1 Trip Capacity Budget

The Specific Plan links the extent and nature of development in Sub-Area A to the availability of existing and future capacity of infrastructure. Most importantly, the Specific Plan incorporates a Trip Capacity Budget based on projected vehicular traffic during the weekday P.M. peak hour period (4:00 to 6:00 p.m.).

The traffic capacity during this period is approximately 2,800 vehicle trips. Traffic related to events at any of the sports venues are not included in the Trip Capacity Budget, as these are special events that do not contribute on a regular basis to the most critical traffic congestion period of the weekday P.M. peak hour period.

Appendix 2: Transportation Background provides assumptions regarding transit improvements and non-vehicular mode sharing.

3.3.2 Transit and Traffic Mitigation Features

An important catalyst for Plan Area development is investment in transit improvements to the Coliseum BART station and the intro-

duction of a transit shuttle, such as a streetcar, that links the Sub-Areas on the west side of I-880 to the proposed Coliseum intermodal transit hub. This linkage is made possible by a planned elevated concourse that would allow pedestrian and transit connections across the Union Pacific Railroad right-of-way, Damon Slough, and I-880.

Other features of the proposed development are critical to minimizing traffic impacts. Research by the US Environmental Protection Agency² reveals that the amount of external auto traffic generated by multi-use sites is affected by a wide variety of factors.

These factors consist of:

- Balancing jobs and housing on the site;
- Providing retail services to match the needs generated by site residents and employees;
- Achieving a sufficient scale of development to facilitate internal trip capture (such as lunchtime or after-work dining or shopping by employees or on-site shopping by residents);
- Achieving adequate density to encourage walking and easy access without use of vehicles; and
- Locating jobs near transit facilities.

The proposed land uses and site configurations for Sub-Area A are designed to take advantage of these traffic minimizing attributes in an effort to minimize the quantity of automobile trips to, from, and within the site.

²www.epa.gov/dced/mxd_tripgeneration.html

3.3.3 Sub-Area A Land Use and Traffic Balance

Sub-Area A is envisioned as a compact, high-density, pedestrian-oriented urban development with frequent and nearby transit service. The proposed land use mix and transportation infrastructure includes characteristics that minimize the need for automobile trips. For example, the roads within and adjacent to the site as well as the on-site parking supplies are configured to accommodate an adequate but not over abundant supply of automobile trips during a typical day.

The Trip Capacity Budget determines the land use development programs in Sub-Area A allowed by the Specific Plan. Traffic levels above the Trip Capacity Budget will likely lead to significant automobile congestion and undermine the type of neighborhood vibrancy envisioned for the Plan Area. As described further in Appendix 2: Transportation Background this budget assumes that available transit and “internal capture” of trips within the Plan Area will offset the actual use of vehicles.

Within the limitation of 2,800 peak hour trips, the Specific Plan allows for a flexible mix of land uses including the various scenarios shown on Table 3.1: Land Use Equivalencies. For example, the Coliseum City Master Plan illustrates a Sub-Area A program of 4,000 multi-family dwelling units, 408,000 square feet of retail uses, and 1.5 million square feet of Research & Development (R&D) uses. The traffic capacity of these features matches the

Trip Capacity Budget of approximately 2,800 vehicle trips during a typical weekday PM peak hour period (4-6:00 pm). As an alternative, using Table 3.1, a development proposing only 2,000 residential units would allow for construction of more retail and/or R&D space without exceeding the Trip Capacity Budget.

Table 3.1: Land Use Equivalencies (Sub-Area A): 2,800 Peak Hour trips

Residential (multifamily units)	Retail (ksf)	R&D (ksf)
4,000	408	1,500
3,000	408	2,000
3,000	560	1,500
2,000	408	2,600
2,000	740	1,500
1,000	408	3,100
1,000	890	1,500
0	408	3,400
0	940	1,500
4,000	300	1,900

<= Preferred Land Use for Sub-Area A

3.4 LAND USE PLAN AND PROGRAM

Figure 3.9: Land Use Plan defines Sub-Areas and describes a general configuration for land use that supports a range of development scenarios, including the Coliseum City Master Plan. These land uses are described in more detail below.

Figures 3.3 and 3.10 to 3.12 provide an illustration of how these land use elements could be developed into building footprints and site plan form, using the Coliseum City Master Plan as an example to illustrate the following Specific Plan elements.

- A sports-related entertainment district (with retail, restaurants, and hotels) and mixed-use residential transit-oriented development, including up to three new sports venues (a new football stadium and a baseball park in Sub-Area A plus a new basketball arena and multi-purpose events center in Sub-Area B). These facilities would retain the sports teams (the Oakland Raiders NFL football team, the Oakland Athletics Major League baseball team, and the Golden State Warriors NBA basketball team) while providing attractions that bring people to the area and facilitating the development of nearby areas.
- Development of new housing, both in a ballpark village near the sports facilities and retail uses, and in Transit-Oriented Developments (TODs) surrounding the Coliseum BART station (Sub-Area A).

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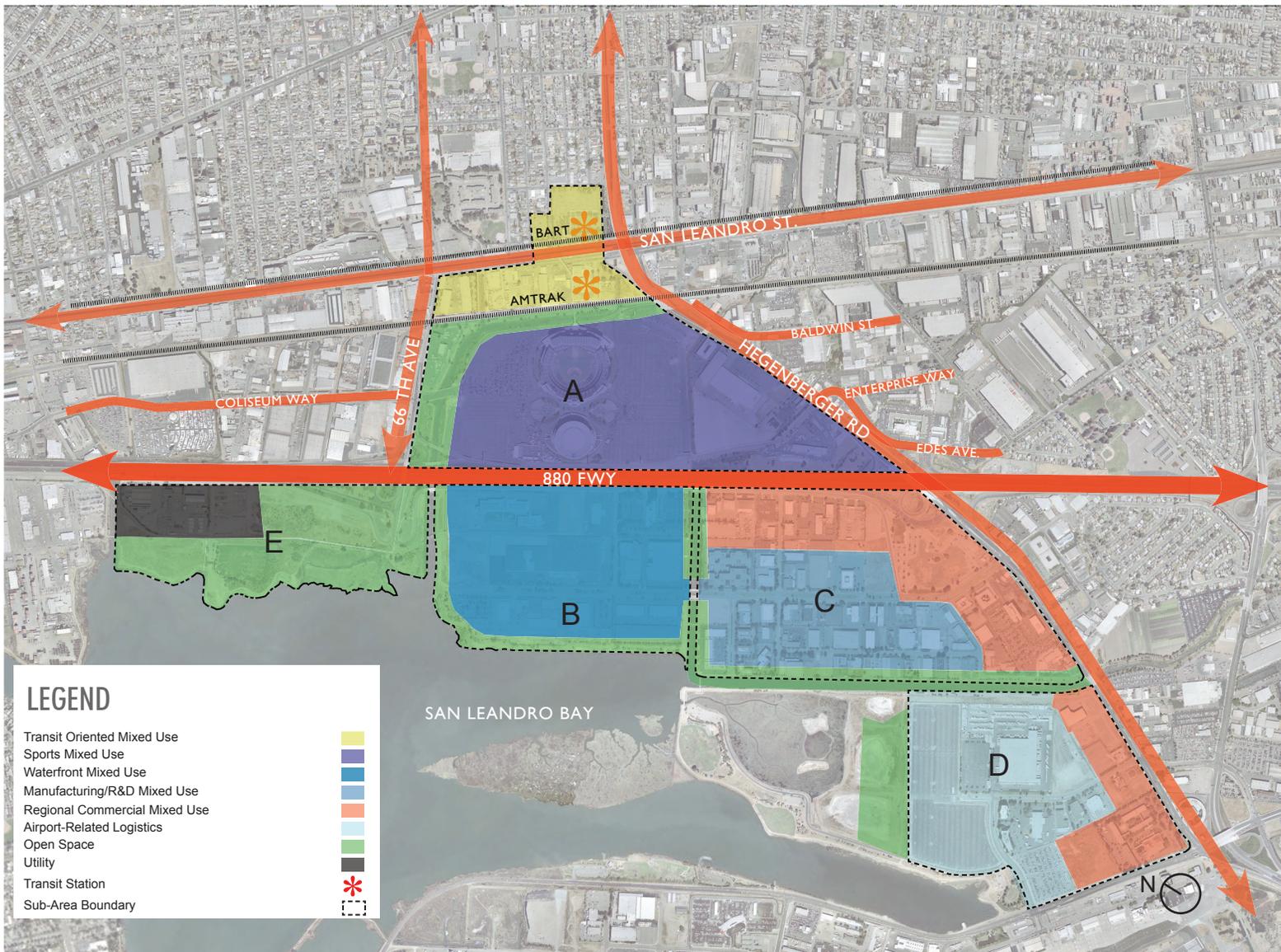


Figure 3.9: Land Use Plan

- A mix of retail/dining/entertainment uses surrounding the sports facilities and development of new hotel facilities nearby (Sub-Area A).
- An intermodal transit hub at the current Coliseum BART station.
- An elevated concourse for pedestrians and transit that runs from the Coliseum BART station and across I-880.
- A new Science and Technology District of regional significance along I-880 that expands opportunities for the innovation economy in Oakland, with mid-rise, high amenity, commercial/office development (Sub-Area B with associated development in Sub-Area A).
- Development of a new waterfront residential district (northwestern part of Sub-Area B).
- Intensification of the existing Oakland Airport Business Park over time to accommodate development and new uses that supplement, support, and supply business activities in the new Science and Technology District nearby (Sub-Area C).
- Some additional retail/dining and office uses along the Hegenberger Corridor over time (Sub-Areas C and D).
- Continuation and growth of logistics/distribution business activities and development in proximity to Oakland International Airport and the I-880 freeway (Sub-Area D).
- Expanded open space and enhancements to habitat and waterways.



Figure 3.10: Sports and Entertainment Uses
(Coliseum City Master Plan Concept)



Figure 3.11: Science and Technology Uses
(Coliseum City Master Plan Concept)

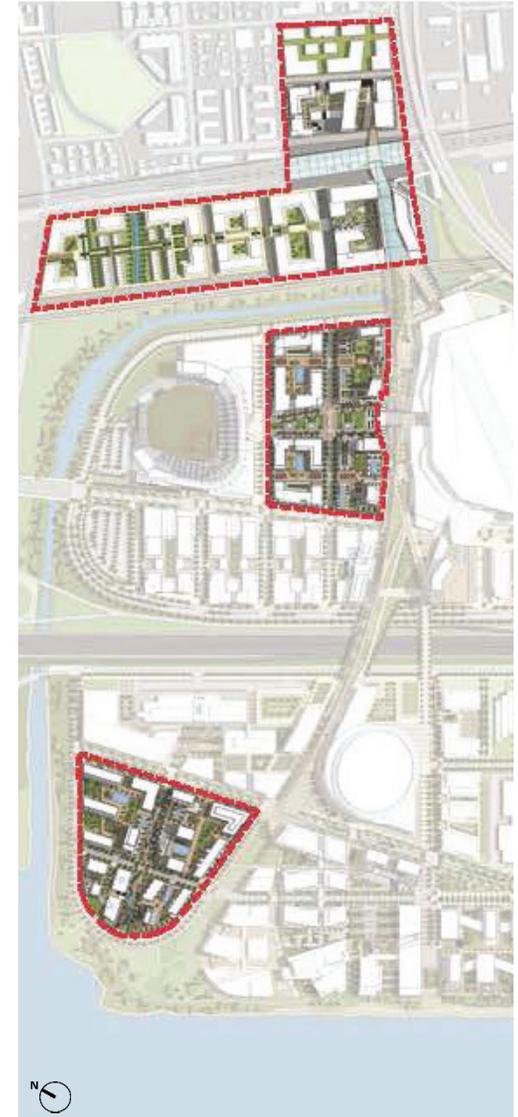


Figure 3.12: Mixed Use Residential Uses
(Coliseum City Master Plan Concept)

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3.4.1 Land Use Descriptions

The Specific Plan envisions land uses including but not limited to the following.

Sports Venues

- Football, Baseball, and Basketball
- New, modern, and unique

Science and Technology

- Research and development
- Potentially provides anchor tenant
- Mid-rise, industrial-style buildings with large floor plates, high ceilings, natural light, and flexible space, similar to warehouse buildings converted to office space in San Francisco's South of Market district

Light Industrial

- Supports blue and green collar jobs

Office

- Supports blue and green collar jobs

Institutional

- Institutional anchor tenants that support innovative technology companies
- Unions
- Lodge Halls
- Schools and Higher Education

Hotel

- For Oakland International Airport passengers, tourists, and sports enthusiasts

- Mid-priced and full service; luxury

Retail/Restaurant/ Entertainment

- Caters to people using airport, sports enthusiasts, and residents
- High-profile comparison goods retail
- Supports jobs and employment for local residents
- Retail brings a "sense of place" to new residential areas

Housing

- Transit-Oriented Developments (TODs)
- Moderate to high densities
- Mixed use buildings with ground floor retail

Government/Utility

- Examples include the East Bay Municipal Utility District (EBMUD)

Logistics/ Distribution

- Businesses which need proximity to airport
- Examples include UPS and FedEx

Auto-Related

- Car dealerships (fronting the I-880 corridor on Oakport))
- Parking that facilitates the use of public transit
- Car Service Stations

3.4.2 Development Program

Table 3.2 presents an overall land use program for the Plan Area. These numbers reflect one possible development scenario for the Plan Area, based on the Coliseum City Master Plan. The actual mix and magnitude of development may vary; see Section 3.3.3: Sub-Area A Land Use and Traffic Balance, for further explanation.

Land use programs for Sub-Areas are presented below.

Land Use Type	Sub-Area A/AA	Sub-Area B	Sub-Area C	Sub-Area D	Sub-Area E	Total
Building Space (Square feet, sf)						
Office		297,000	445,873	324,700		1,067,573
Science & Tech	1,500,126	3,214,654				4,714,780
Science & Tech/ Lt. Ind'l/Office			4,658,321			4,658,321
Light Industrial				26,300		26,300
Logistics/Distribution				1,142,213		1,142,213
Government/Utility	12,900			4,000	32,500	49,400
Institutional						0
Auto-Related	0		170,000	39,500		209,500
Hotel	598,449			457,000		1,055,449
Retail/Restaurant	415,000	58,804	222,480	35,600		731,884
Total sf without Sports and Residential	2,526,475	3,570,458	5,496,674	2,029,313	32,500	13,655,420
Sports	3,400,000	850,000				4,250,000
Residential	5,000,000	2,187,500				7,187,500
Total sf All Uses	10,926,475	6,607,958	5,496,674	2,029,313	32,500	25,092,920
Sports Venues (seats)						
Football	72,000					72,000
Baseball	39,000					39,000
Basketball		20,000				20,000
Total: Sports (seats)	111,000	20,000				131,000
Hotels (rooms)						
Total	875					
Housing (units)						
Total	4,000	1,750				5,750

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3.5 LAND USE GOALS AND POLICIES

This section addresses land use goals and policies that support the Overall Coliseum Goals described in Chapter One: Vision & Summary. In addition, it provides other land use policies that relate to the Plan Area and the specific Sub-Areas.

3.5.1 Core Goals and Policies

The following land use policies support the Specific Plan's Overall Coliseum Goals as described in Chapter One.

Core Goal 1. Retain Oakland's professional sports teams, and maximize the economic benefit of the sports teams and their facilities for Oakland and Alameda County.

Land Use Policies

- **LU Policy 3-1:** Initial development should prioritize new sports venues that maximize benefits to the sports franchises and serve as an economic development catalyst for the remainder of the Plan Area, the surrounding East Oakland neighborhoods, and for all of Oakland.
- **LU Policy 3-2:** Retail commercial uses should consist primarily of regional entertainment destinations associated with the sports venues, high-profile comparison goods retail, and neighborhood-serving commercial uses to serve onsite workers and residents.

- **LU Policy 3-3:** Develop with a mix of retail/entertainment uses surrounding the sports venues to attract more people to the area, lengthen the time they spend in the area, and increase the revenue generated by sales, services and goods, so as to better capitalize on the attraction value of the sports franchises

Core Goal 2. Create a regionally significant jobs and employment area that can expand Oakland's ability to attract new businesses and employers, and support existing businesses, given the area's available land and its prime transit-oriented and airport-adjacent location. Participate in the Bay Area's dynamic "innovation economy", and attract new businesses and job opportunities to the surrounding East Oakland area.

Land Use Policies

- **LU Policy 3-4:** To spur job creation and establish the importance of the Plan Area (Sub-Areas A, B, C and D) as a regional jobs-based land resource, development in Sub-Area A should strive for a balance between jobs and housing. This goal establishes the buildout priority of jobs-based development as an intended consequence of and prerequisite to housing development.
- **LU Policy 3-5:** Development projects within Sub-Areas B and C should also emphasize creation of jobs, particularly in the science and technology sector.
- **LU Policy 3-6:** The City supports and encourages local hiring and training

of Oakland residents, including residents from the adjacent East Oakland neighborhoods, for the new jobs envisioned in the Plan: in project construction, at the new sports facilities, at the new science and technology businesses, and in the future hotel and retail establishments.

- **LU Policy 3-7:** Projects within Sub-Areas B and C should be located and designed to take advantage of site assets including visibility from freeways, transit and airport areas, and views of and proximity to the adjacent shoreline and Bay.
- **LU Policy 3-8:** The area between Interstate 880 and the waterfront (Sub-Area B) should include a high level of amenities including dining, retail, open space and recreational features that will attract and support successful job-generating businesses.
- **LU Policy 3-9:** Development of Sub-Area B as shown in the land use program relies on an effective and frequent transit connection to the Coliseum BART station, possibly via a crossing over I-880. If such transit connections are not available, the development program should be modified to reflect available transportation options and impacts.
- **LU Policy 3-10:** Science and technology businesses in Sub-Area C should support complementary development within Sub-Area B by providing larger floor plate, lower intensity spaces as described

below.

Core Goal 3. Improve the area’s existing investments in transit and transportation infrastructure; create a Transit Oriented Development (TOD) of new housing and commercial uses which advances regional and state growth policies; increase Oakland’s ability to leverage its central position in the Bay Area, and capture a larger share of regional housing growth, job growth and economic investment.

Land Use Policies

- **LU Policy 3-11:** Residential development is encouraged in Sub-Areas A and B.
- **LU Policy 3-12:** Development should emphasize moderate to higher density uses that make best use of the Plan Area’s transit and transportation facilities and position the Plan Area as an asset for the City of Oakland and surrounding region.
- **LU Policy 3-13:** Development should incorporate continuous pedestrian sidewalks and safe bike travel routes throughout the entire Plan Area, providing connections to adjacent neighborhoods, between destinations including local commercial services, and within development projects.
- **LU Policy 3-14:** Development of the Coliseum Area should be located and designed to enable residents and workers to safely walk and bike to and from the Coliseum BART station.



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- **LU Policy 3-15:** The connection between housing and transit should be enhanced by providing moderately priced housing at moderate densities in areas nearest to existing neighborhoods, and transitioning to higher densities at the BART station itself. Uses more internal to Sub Area A should include a mix of both origin and destination land uses at densities and intensities high enough to create a Transit-Oriented Development (TOD) consistent with Bay Area regional growth policies and California state law as provided for under SB 375 and AB 32.

See Chapter Five: Transportation for additional policies.

Core Goal 4. Create a vibrant urban mixed-use district, attracting a significant community of residential and commercial uses. The Coliseum area will feature active streets and public spaces that provide an enhanced pedestrian experience, site security and innovative urban place-making.

Land Use Policies

- **LU Policy 3-16:** Residential development should be configured and designed to provide 24/7 activity and security. Principles of Crime Prevention through Environmental Design (CPTED) should be incorporated into new street designs and new residential, commercial and Sports/Entertainment development.
- **LU Policy 3-17:** Residential development should be urban in character. The Specific Plan has considered a housing program that includes a maximum of 4,000 dwelling units within Sub-Area A, and a maximum of 1,750 dwelling units within Sub-Area B. These development targets represent the upper limits of environmental review but do not necessarily represent an upper limit on the potential number of new residential units that may ultimately be developed. More intensive housing programs should be analyzed using the Trip Capacity Budget and Land Use Equivalency method described in Section 3.2, above.
- **LU Policy 3-18:** Housing on the Coliseum BART parking lots, east of the BART station, should provide a variety of housing types for different types of households, different income levels, different age groups, and different lifestyles. Housing units should provide a variety of sizes and configurations. This policy applies area-wide and not to any individual project, but developers should take existing residential uses into account and complement them in terms of unit size and type.
- **LU Policy 3-19:** New housing which is affordable to low- and moderate-income households should be built within the Plan Area, financed through all available options.
- **LU Policy 3-20:** New residential development in the Plan Area should take advantage of the State-mandated bonus

and incentive program for the production of housing which is affordable to a range of incomes.

- **LU Policy 3-21:** The City of Oakland will advocate for increases to federal/state/local funding for affordable housing, to support affordable housing development and for new sources of funding at the federal/state/local level. .
- **LU Policy 3-22:** Residential development should be sited away from the noise influence of I-880 (see the Specific Plan EIR) and served with convenient walking and bicycle routes to and from the BART station.

See Chapter Four: Community Design for additional policies.

Core Goal 5. Create enhanced open space, Bay access, and natural habitat opportunities that will restore natural habitat, and create public educational and Bay accessibility opportunities for Oakland and Bay Area residents.

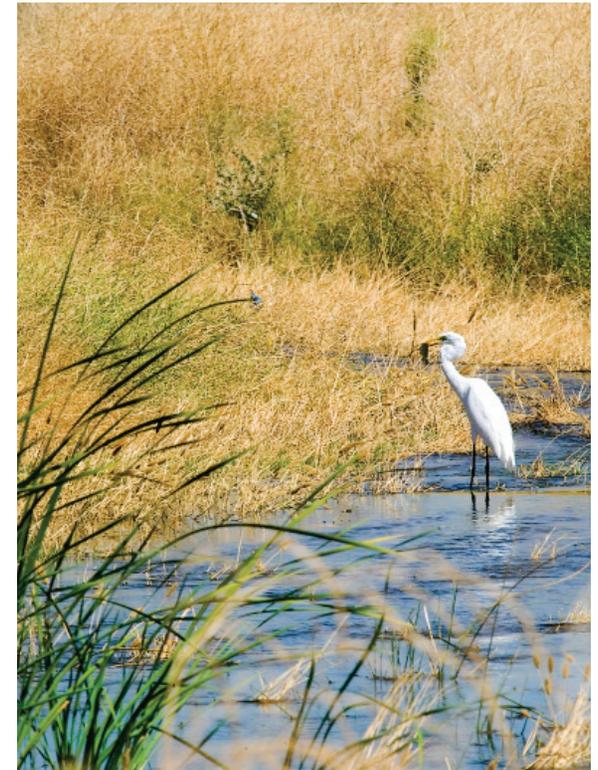
- **LU Policy 3-23:** Parks and open space should be located to be easily accessible for workers, residents and the surrounding neighborhoods, and should be of adequate size and superior design, in order to create livable and attractive urban neighborhoods and workplaces.
- **LU Policy 3-24:** The shoreline of Sub-Area B should be planned and designed

comprehensively, to integrate the SF Bay Trail and active park spaces with habitat protection and wetlands enhancement.

- **LU Policy 3-25:** In Sub-Area B, possible reconfigurations of the Bay shoreline, and development proposals affecting the “Edgewater Seasonal Wetland” will be evaluated by the East Bay Regional Parks District, the City of Oakland, and by the appropriate regulatory agencies.
- **LU Policy 3-26:** Development projects should be configured and designed to increase public access to the Bay, enhance and restore natural habitat (particularly along Damon Slough), and provide public educational opportunities about the Bay ecosystem for Oakland and Bay Area residents.
- **LU Policy 3-27:** The ownership of any land restored into native habitat should be transferred to an appropriate management entity, such as the East Bay Regional Parks District.

Core Goal 6. Build upon and promote Oakland’s recognized leadership and policies in protecting the urban environment, through the use of building techniques which require fewer natural resources, and create a place which is committed to sustainability.

- **LU Policy 3-28:** The development of projects within the Plan Area should incorporate sustainable practices in planning and design of sites, buildings, landscapes, energy and water systems,



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and infrastructure, as required by current regulations for Green building in Oakland.

See Chapter Four: Community Design for additional policies.

3.5.2 Additional Land Use Goals and Policies

Land Use Goal: Provide for the orderly and efficient development of the Plan Area with a flexible range of uses that are supported by infrastructure and result in a minimum of land use conflicts.

Plan Area Policies

- **LU Policy 3-29:** Onsite and offsite infrastructure should be developed concurrently with project development, so that requirements for transportation, water, and other facilities are provided with each phase of development (See Section 7.2 for phasing policies).
- **LU Policy 3-30:** Development of the Plan Area should respect Port of Oakland and Oakland International Airport functions, by following the Alameda County Airport Land Use Compatibility Plan for Oakland International Airport. In addition, all new development should follow Federal Aviation Administration guidelines and permitting processes.
- **LU Policy 3-31:** Buildings and sports venues over 159 feet in height are subject to Port of Oakland's Land Use Development Code and FAA approval.

Sub-Area A Policies

- **LU Policy 3-32:** Sub-Area A should be developed, to the extent feasible, through a process that encompasses the entire area. This comprehensive development process should demonstrate how proposed development would relate to Sub-Area B, in terms of economic development and physical connections.
- **LU Policy 3-33:** The land use program for Sub-Area A may be modified to reflect a different balance of uses. However, the final development program should not exceed the capacity of infrastructure, and should be configured to comply with the Trip Capacity Budget and land use equivalency matrix (Section 3.3.3) of this chapter.
- **LU Policy 3-34:** The development process for Sub-Area A should include consideration of a location for an Oakland Police Department (OPD) substation, with adequate space for vehicles and equipment.
- **LU Policy 3-35:** Sub-Area A land uses should be configured to foster a pedestrian-oriented core with through-traffic directed around the edges.
- **LU Policy 3-36:** New development within Sub-Area A should avoid an entirely inward focus, and instead serve as a catalyst to stimulate economic development activity in the surrounding

East Oakland districts outside of the Plan Area.

Other Sub-Area Policies

- **LU Policy 3-37:** Development of Sub-Area B should relate to the design and phasing of Sub-Area A in order to maximize opportunities for complementary and cost-efficient development.
- **LU Policy 3-38:** Development within the existing City Corporation Yard area in Sub-Area B is subject to the Port's land use jurisdiction, and is dependent upon the successful relocation of the City's current activities on the site, and sale of the site from the Port to a development entity, or the City.
- **LU Policy 3-39:** Development within Sub-Area D should emphasize airport-related development, including provision of locations and facilities for businesses that require and benefit from proximity to the airport and the I-880 freeway. These uses include large logistics and distribution businesses, as well as hotel and retail/eating and drinking uses along Hegenberger Road.
- **LU Policy 3-40:** Sub-Area E should be enhanced and restored as an open space and recreation area. The existing vacant lot should be reserved to provide open space or possible future mitigation for wetlands. The existing East Bay Municipal Utility District (EBMUD) Oakport facility

will remain in its current location. Should EBMUD'S adjoining vacant lot on Oakport Street be converted to open space or restored into native habitat, it should be transferred to an appropriate management entity, such as the East Bay Regional Parks District.



LAND USE



3.6 SUB-AREA A: TRANSIT MIXED USE & SPORTS MIXED USE

Development of the approximately 230-acre Sub-Area A will form the heart of the Coliseum revitalization through creation of a high density mixed use district offering sports entertainment venues, urban housing and workplaces supported by pedestrian and transit-oriented infrastructure and public spaces.

Sub-Area A currently consists primarily of the Coliseum sports complex, including the existing Arena venue for NBA basketball and special events (Oracle Arena), the Coliseum venue for NFL football, Major League baseball and special events (O.co Coliseum), and their associated surface parking lots. These properties are principally owned by the City of Oakland and Alameda County. Sub-Area A also includes City-owned land, additional private properties to the east along both sides of San Leandro Street, and the existing Coliseum BART Station.

The preferred approach to Sub-Area A entails the redevelopment of all existing development. While much of the land is publicly owned by the City and County, other non-publicly owned parcels may need to be acquired.

3.6.1 Sub-Area A Proposed Land Uses

The land use designations for Sub-Area A are Transit-Oriented Mixed Use and Sports mixed use. These will support construction of new sports facilities, retail, dining, entertainment,

hotels, residences, and a science and technology business park.

- **Sports:** The priority for Sub-Area A is the development of new, modern, state-of-the-arts sports facilities that assist in the retention of the current Oakland sport franchises (the Oakland A's, Raiders, and Golden State Warriors). A variety of sports team scenarios are feasible under the provisions of this Specific Plan, including retention of three, two, one or no teams at the site. Since the sports facilities and teams will be the primary engines for revitalization, the three team scenario is the ideal and most viable preferred option. Figures 3.4 to 3.7 illustrate a range of possible sports facilities configurations to support future sports and entertainment activities.
- **Retail and Entertainment:** A mix of retail/dining/entertainment uses in central areas around sports facilities will increase the variety of activities and the amount of time that people spend on the site. In addition to creating a more vibrant urban area, these uses capitalize on the value of the sports facilities and attract additional patrons to the site. The resulting revenue will benefit the city and help finance the new development.
- **Hotels:** Hotel demand is likely to result from these new attractions and from the science and technology business park development. Increased market for hotels, combined with opportunities

for hotels associated with sites near the airport, new airport connector, and access to downtown Oakland via BART will support development of mid-range and upper-end hotels. Revenue from these hotels could help finance the development of the site.

- **Housing:** The increased vibrancy of Sub-Area A is likely to attract people who want to live in the area. In turn, new residents will patronize the retail, dining, and entertainment establishments and activate the area when sports events are not happening. The new housing will serve to transition and connect the City's existing neighborhoods to the east with the rest of the planned development to the west.
- **Science and Technology:** Workplace development, particularly that of science and technology, works synergistically with the other Sub-Area A program and with the development of a major Science and Technology District in Sub-Area B. This potentially includes offices, research and development, studios, and collaborative work space. The workplace program is envisioned in mid-rise buildings with large floor plates, high ceilings, natural light, and flexible space that emulate urban, industrial-style buildings like the South of Market warehouses converted to office space in San Francisco.

3.6.2 Sub-Area A Land Use Scenario

New Sports Venues. As proposed by the Coliseum City Master Plan and illustrated in Figure 3.13, development within Sub-Area A and a portion of Sub-Area B will replace obsolete sports facilities with state-of-the-art new sports venues that will bring an enhanced sports experience to the Bay Area. The proposed approach is to create a 21st century sports district that is carefully integrated into with retail, entertainment, arts, culture, live and work uses, thereby creating sports venues that become part of an activated, multi-use urban setting.

The Specific Plan can accommodate up to three new venues including:

- **NFL Stadium and Multi-purpose Event Center** - with a seating capacity of approximately 68,000 to 72,000; Building Area of approximately 1.8 to 2.2 Million Square Feet; Site Area of approximately 550,000 Square Feet; LEED Certification: Silver certified (minimum).
- **MLB Ballpark** - with a capacity of approximately 35,000 to 39,000 seats; approximately 1.0 to 1.2 Million square feet; Site Area equal to approximately 535,000 Square Feet; LEED Certification: Silver certified (minimum).
- **NBA Arena and Multipurpose Events Center** - with a seating capacity of approximately 18,000 to 20,000; approximate building size of 800,000 to 850,000 Square Feet; Site Footprint



LAND USE



Legend

- Transit Oriented Mixed Use
- Sports Mixed Use
- Transit Station

Figure 3.13: Sub-Area A Land Use Plan

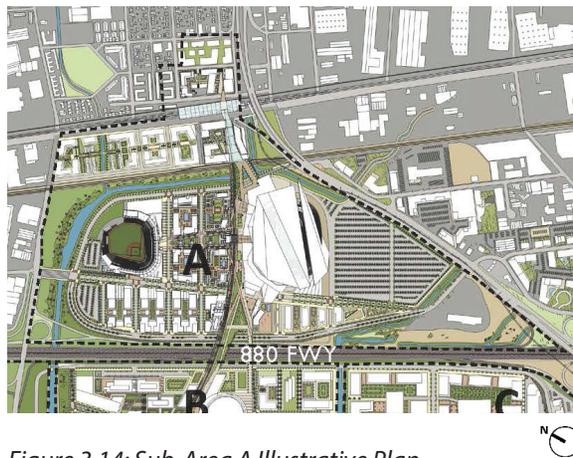


Figure 3.14: Sub-Area A Illustrative Plan
(Coliseum City Master Plan)

Area of approximately 210,000 – 250,000 Square Feet; LEED Certification: Silver certified (minimum). The Coliseum City Master Plan proposes the Arena on the west side of I-880 but still integrally linked with a concourse connection to the new Stadium and Ballpark venues.

Retail and Entertainment Uses. The Specific Plan will allow creation of a retail and entertainment zone that is integrated and contiguous with the new Stadium and Ballpark venues. These new retail uses will be designed to become the gateway elements to the new sports and entertainment district, and will become the central public activity catalysts for the project as a whole. This retail and entertainment zone will be designed to be a unique regional destination that is active and publicly accessible seven days a week,

and that will serve local residents, event participants and the broader City and regional residents.

BART Transit Oriented Development (TOD) District. The area surrounding the Coliseum BART station is planned to be a moderate to high density mixed use community. This new neighborhood will have neighborhood serving ground floor retail uses. The Specific Plan is focused on promoting safe and active public streets that establish an appealing sense of place and neighborhood identity.

Ballpark Mixed-Use District. The area between the new sports venues is planned to become a high density mixed-use neighborhood. This area will have housing, hotel and technology/office uses. Ground floor uses will be regional and neighborhood service retail. The area is designed to integrate into the sports and entertainment zone and to estab-

Table 3.3: Sub-Area A Development Program

Land Use	Existing		Net		Total		Total SF
	Development		Change		Development		
Sports	117,670	seats	(7,670)	seats	110,000	seats	sf
Residential	-	Units		Units	4,000	Units	5,000,000 sf
Office	85,000	sf	(85,000)	sf	0	sf	-
Science & Technology	0	sf	1,500,000	sf	1,500,000	sf	1,500,000 sf
Hotel	0	Rooms	875	Rooms	875	Rooms	600,000 sf
Retail	5,000	sf	410,000	sf	415,000	sf	415,000 sf
Govt/Transp/Institutional	85,000	sf	(72,000)	sf	13,000	sf	13,000 sf
Auto-Related	30,000	sf	(30,000)	sf	0	sf	- sf
Logistics/Distribution	-	sf	-	sf	0	sf	- sf
Light Industrial	150,000	sf	(150,000)	sf	0	sf	- sf
Parking	11,000	Spaces		Spaces	17,366	Spaces	
Open Space							
	Total						7,528,000 sf

lish a dynamic and active urban fabric that has retail, entertainment, arts, jobs, and cultural uses that form an appealing urban place for home, work and play.

Intermodal Transit Hub. Regional transit connectivity is one of the key elements that will enable the increase in use of the Planning Area. The Specific Plan will facilitate an increase in capacity and improvements in the passenger experience at the Coliseum BART station, and allow creation of an intermodal transit connection that integrates BART, the Oakland Airport Connector, Capitol Corridor Amtrak, AC Transit and a future transit system such as a streetcar into a single Transit Hub.

Elevated Pedestrian Concourse. The proposed Transit Hub is planned to connect to the Coliseum District with a new pedestrian connection that is generally relocated along the 73rd Street right-of-way. This new pedestrian connection will be used as a concourse connection to the new stadium, ballpark, arena, and sports entertainment zone. The connector will also become a linear park that could potentially extend over I-880 and link BART to the Bay.

Open Space, Parks and Habitat. The Specific Plan proposes the rehabilitation of Damon Slough, and a transformation of this riparian element into a functional tidal habitat that revives the natural health of the Bay. The Specific Plan also proposes that a current parking lot along the east side of 66th Avenue be rehabilitated into natural habitat and linked to the Damon Slough environment.

3.7 SUB-AREA B: WATERFRONT MIXED USE

The development of Sub-Area B is linked to that of Sub-Area A in numerous ways. Science and technology development within Sub-Area B will bolster development to the east by providing support and complementary uses. In addition, new and enhanced transit and pedestrian connections, such as with an elevated concourse and streetcar shuttle, will foster connection between BART, Sub-Areas A and B, and the San Leandro Bay waterfront. As a result, the outcomes for Sub-Area B are linked to transportation and land use decisions in Sub-Area A.

The intent for expanded and intensified workplace development in Sub-Area B is not to compete with Downtown Oakland as the major office business district in the East Bay, but to provide a low- to mid-rise, high amenity development that offers product types and an environment not otherwise available in Oakland. The district offers a high level of amenities, with access to shoreline, parks, recreation, housing, and close proximity to the airport and Sub-Area A entertainment and retail attractions.

Such workplace sites attract institutional/university/research tenants that are intended to be the anchor(s) around which further corporate and institutional tenants will want to locate and partner.

3.7.1 Sub-Area B Proposed Land Uses

Figure 3.15 and Table 3.4 describe the proposed land uses for Sub-Area B.

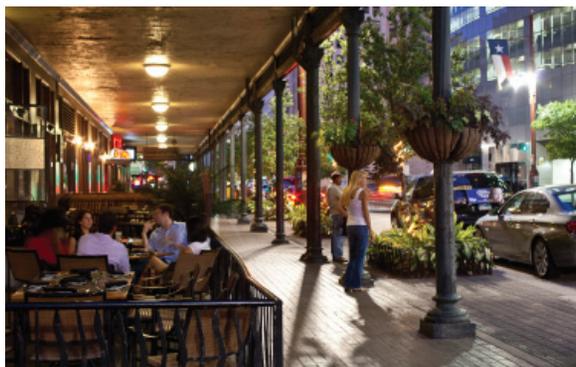
For this area, the Specific Plan proposes science and technology uses and a mixed use waterfront district oriented to San Leandro Bay. In addition, a new NBA/multi-purpose arena is proposed for Sub-Area B, connected via the elevated concourse that will link to BART and Sub-Area A. The area within which new arena could be located extends from Damon Slough to Elmhurst Creek and from I-880 to Edgewater Avenue, but excludes the existing Edgewater wetland mitigation area (See Figure 3.16).

3.7.2 Sub-Area B Land Use Scenario

As proposed by the Coliseum City Master Plan and illustrated by Figures 3.16 and 3.17, development within Sub-Area B is configured to take advantage of the high-amenity San Leandro Bay waterfront, with access to jobs, waterfront trails and parks, housing and other amenities. The combination of business workplaces with waterfront housing, urban sports entertainment destinations, and access to the Oakland Airport will establish a unique setting within the Bay Area.

- **Science and Technology:** The Oakland Airport Business Park is envisioned to become a center for a Science & Technology District. The area will offer large floor plate research users a unique transit served inner Bay Area location. The scale of the Science and Technology District could also allow users the opportunity to co-locate with their partner network in a comprehensively planned and high amenity urban location.

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This area is envisioned to become a world-class institutional research center that will be home to local and international research entities who want to have access to the Bay Area’s “Innovation-Economy”, as well as the nearby international airport. Potential research businesses that may locate in this district include life science and bio-science, clean tech and energy research, digital media, and information and software research.

- **Waterfront Residential Mixed-Use:** A portion of Sub-Area B, generally between Edgewater Drive and the San Leandro Bay waterfront, is envisioned to include a mixed-use residential community that complements the Science and Technology district, creating up to 1,750 units. This area will be designed to connect Oakland residents to the Bay and will support a range of residential densities. Streets and public spaces will be activated by retail uses and offer safe and high quality pedestrian environments.

The Coliseum City Master Plan includes a potential new shoreline configuration that would allow for additional waterfront and views to the bay, subject to resource agency review. Figure 3.17 shows this alternative.

- **NBA Arena and Events Center:** A multi-purpose center with a seating capacity of approximately 18,000 to 20,000.

- **Transit Connectivity.** The Specific Plan proposes that a concourse level connection continue from Sub-Area A across I-880. This connector will accommodate both pedestrian, bike, and transit modes. The concourse connection will enable transit connectivity from the San Leandro Bay waterfront to the Coliseum BART station and the proposed new intermodal transit hub
- **Shoreline Access.** The Specific Plan proposes to create a world-class publicly accessible waterfront that serves as an amenity to the Plan Area and the City as a whole.
- **Retention of existing businesses.** There are a number of long-established companies in the Oakland Airport Business Park which should benefit from the new science and technology businesses envisioned in the Specific Plan.

Table 3.4: Sub-Area B Development Program

<i>Land Use</i>	<i>Existing Development</i>		<i>Net Change</i>		<i>Total Development</i>	
Sports	0	seats	20,000	seats	20,000	seats
Residential	0	Units	1,750	Units	1,750	Units
Office	300,000	sf		sf	300,000	sf
Science & Technology	400,000	sf	2,815,000	sf	3,215,000	sf
Hotel	-	Rooms		Rooms	-	Rooms
Retail	-	sf	60,000	sf	60,000	sf
Govt/Transp/Institutional	15,000	sf	(15,000)	sf	-	sf
Auto-Related	60,000	sf	(60,000)	sf	-	sf
Logistics/Distribution	-	sf		sf	-	sf
Light Industrial	675,000	sf	(675,000)	sf	-	sf
Parking	unknown	Spaces		Spaces	9,500	Spaces
Open Space						
Total					3,575,000	sf



Figure 3.15: Sub-Area B Land Use Plan



Figure 3.16: Sub-Area B Illustrative Plan
(Coliseum City Master Plan Concept)



Figure 3.17: Sub-Area B Bay Inlet Alternative
(Coliseum City Master Plan Concept)

LAND USE



3.8 SUB-AREA C: MANUFACTURING/R&D MIXED USE

The Specific Plan identifies Sub-Area C as a support district for the Science and Technology district.

3.8.1 Sub-Area C Proposed Land Uses

It is anticipated that, as the adjacent Sub-Area B develops with higher intensity business developments, there will be spillover into Sub-Area C for lower-density, lower-cost facilities and development that supplements, supports, and supplies the science and technology activities in Sub-Area B. Examples include manufacturing, repair and services, small offices, and R&D/test product development. Over time, it is anticipated that Sub-Area C will intensify through new development, and more intensive use of existing facilities.

Figure 3.18 and Table 3.5 describe the proposed land uses for Sub-Area C.

3.8.2 Sub-Area C Land Use Scenario

As proposed by the Coliseum City Master Plan and illustrated by Figures 3.18 and 3.19, the intent for Sub-Area C is to transition the area over time into an updated Science and Technology Business Park. Changes in this Sub-Area are anticipated to include lower-cost, lower-density, flexible development that complement the proposed Science and Technology District in Sub-Area B.

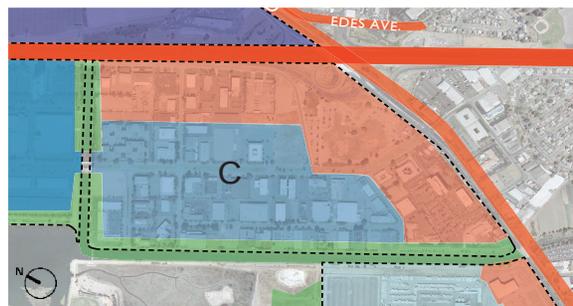
As that area becomes more established,

Sub-Area C is anticipated to integrate related uses that could include advanced technology and other manufacturing; R & D and test product design and development activities; and sales, marketing, professional service, and finance uses supporting technology businesses. Smaller, science/technology/green-clean companies seeking less costly space could also locate in Sub-Area C.

The development scenario for Sub-Area C assumes an overall area increase in land use intensity and building space, without allocating those increases to specific parcels.

Table 3.5: Sub-Area C Development Program

<i>Land Use</i>	<i>Existing Development</i>		<i>Net Change</i>		<i>Total Development</i>	
Sports		seats		seats		seats
Residential		Units		Units		Units
Office	345,000	sf	100,000	sf	445,000	sf
Science & Technology	1,560,000	sf	3,100,000	sf	4,660,000	sf
Hotel	-	Rooms		Rooms		Rooms
Retail	180,000	sf	40,000	sf	220,000	sf
Govt/Transp/Institutional	8,000	sf	(8,000)	sf		sf
Auto-Related	140,000	sf	30,000	sf	170,000	sf
Logistics/Distribution	-	sf		sf		sf
Light Industrial	21,000	sf	(21,000)			
Parking		Spaces		Spaces		Spaces
Open Space						
	Total				5,495,000	sf



Legend

- Manufacturing/R&D Mixed Use
- Regional Commercial Mixed Use
- Shoreline Open Space

Figure 3.18: Sub-Area C Land Use Plan



Figure 3.19: Sub-Area C Illustrative Plan
(Coliseum City Master Plan Concept)

LAND USE

3.9 SUB-AREA D: AIRPORT-RELATED LOGISTICS

To foster job creation and avoid impact on the Port of Oakland, Sub-Area D development will emphasize employment uses.

3.9.1 Sub-Area D Proposed Land Uses

Sub-Area D is largely built out with one large site currently under construction for logistics/distribution and potential for a small amount of additional office, retail, and restaurant use. The existing uses that leverage the proximity to the airport and good I-880 freeway access include distribution and logistics (UPS, FedEx, US Post Office, logistics center) and commercial/hotel used (Holiday Inn and Hilton). The intent is to retain this area for airport-related uses pertaining to logistics and distribution in addition to commercial uses.

Adjacency to the new economic uses in Sub-Areas A, B and C will have a long-term positive impact on the quality of tenants that want to locate along the Hegenberger Road corridor. Much of the area's current types of uses are anticipated to remain in their current condition. This area has few key development sites that are anticipated to be used for similar types of uses in the future.

The development scenario for Sub-Area D assumes a modest overall area increase in building space, without allocating those increases to specific parcels.

Table 3-6: Sub-Area D Development Program

<i>Land Use</i>	<i>Existing Development</i>		<i>Net Change</i>		<i>Total Development</i>		<i>Total SF</i>	
Sports		seats		seats		seats	-	sf
Residential		Units		Units		Units	-	sf
Office	255,000	sf	70,000	sf	325,000	sf	325,000	sf
Science & Technology	-	sf		sf		sf	-	sf
Hotel	500	Rooms	0	Rooms	500	Rooms	460,000	sf
Retail	18,000	sf	17,000	sf	35,000	sf	35,000	sf
Govt/Transp/Institutional	4,000	sf	0	sf	4,000	sf	4,000	sf
Auto-Related	40,000	sf	0	sf	40,000	sf	40,000	sf
Logistics/Distribution	860,000	sf	280,000	sf	1,140,000	sf	1,140,000	sf
Light Industrial	25,000	sf	0	sf	25,000	sf	25,000	sf
Parking		Spaces		Spaces		Spaces		
Open Space								
Total							2,029,000 sf	

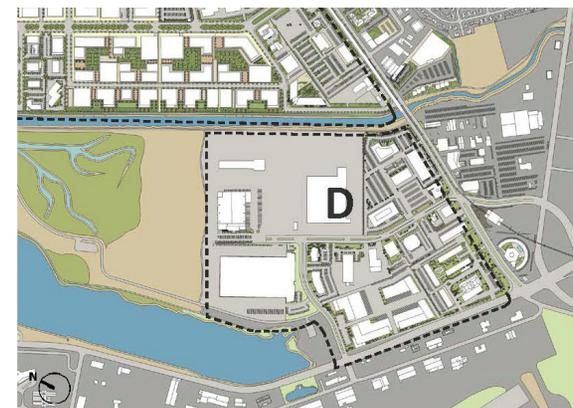


Legend

Manufacturing/R&D Mixed Use
 Airport-Related Logistics



Figure 3.20: Sub-Area D Land Use Plan



*Figure 3.21: Sub-Area D Illustrative Plan
 (Coliseum City Master Plan Concept)*

3.10 SUB-AREA E: SHORELINE LIGHT INDUSTRY, COMMERCIAL & OPEN SPACE

Sub-Area E consists primarily of utility and open space uses north of the Oakland Airport Business Park, on the westerly or water-side of I-880. A little more than half of this Sub-Area is owned and used by the East Bay Municipal Utility District (EBMUD), with an operating water treatment facility, open storage and a corporation yard. The City of Oakland owns the remaining parcels in this Sub-Area, with that land used primarily as a soccer facility and unprogrammed open space.

3.10.1 Sub-Area E Proposed Land Uses

The Specific Plan proposes open space and habitat enhancements for Sub-Area E, with careful consideration of the amenities and environmental attributes of the San Leandro Bay shoreline and improvements to the existing Martin Luther King Jr. Shoreline Park paths and facilities.

To compensate for possible elimination of restored seasonal wetland and upland habitat in Sub-Area B, the Specific Plan proposes a potential land swap that would create up to 15 acres of new wetland habitat within the adjacent Sub-Area E in exchange for developing the 8-acre Edgewater Seasonal Wetland parcel. This swap is described in detail in the Specific Plan EIR and would require, at least, approval from the East Bay Municipal Utility District (EBMUD) and East Bay Regional Park District.

In addition, Sub-Area E should include enhanced open space and recreation areas. The City-owned open space (approximately 24 acres), should be improved to include wetland and habitat restoration, and for the recreation areas (such as the existing soccer field), with better signage and trails. The Plan envisions that of the parcels owned by East Bay Municipal Utility District (EBMUD): 1) the existing Oakport Facility would continue operations; 2) the existing vacant lot fronting Oakport Street at 66th Avenue would potentially be made available for wetlands restoration and/or open space, instead of the current or planned use -- corporation yard activities, such as storage of pipe and other materials; and 3) the waterfront-facing portion of the parcel at East Creek Slough would be improved to include a combination of open space and wetland and habitat restoration.



Legend

Open Space



Business Mix



Figure 3.22: Sub-Area E Land Use Plan





chapter 4

COMMUNITY DESIGN

IN THIS CHAPTER

- 4.1 Introduction
- 4.2 Urban Design Character
- 4.3 Streetscape, Gateways & Connections
- 4.4 Open Space & Habitat Areas
- 4.5 Building Massing and Character
- 4.6 Sustainability and Health
- 4.7 Consistency with City of Oakland General Plan and Standards

4.1 INTRODUCTION

4.1.1 Intent

This chapter sets forth overall design principles to shape and facilitate new development in the Plan Area, consistent with the Specific Plan's Vision and Goals and the land use provisions described above. The intent is to create an exciting fusion of sports, entertainment, retail uses, residential development, and recreational destinations that builds on the regional visibility of the Plan Area, its access to the airport and regional transit, and supports the economic vitality of the City of Oakland.

These principles focus on the public realm including streets, trails, plazas, and open space. While the Specific Plan's land use programming is flexible, as described in Chapter Three, these public realm elements will serve to unify distinct areas and phases into a cohesive and attractive community that encompasses workplace, home, commerce, and destinations for entertainment and sports.

The diagrams and images included in this chapter are based primarily on the Coliseum City Master Plan. Future designs may vary from the illustration shown here as more detailed proposals are prepared and evaluated as part of the City's development review process.

COMMUNITY DESIGN



4.2 URBAN DESIGN CHARACTER

Goal. Create an attractive and cohesive public realm that promotes a strong sense of community and provides an appealing setting for Plan Area development.

Policies

- **CD Policy 4-1:** Plan Area projects should be designed to promote a sense of neighborhood through the intentional and thoughtful creation of a welcoming public realm.
- **CD Policy 4-2:** Projects should orient building uses toward public streets and plazas and ensure a safe mix of car and pedestrian traffic establishes inviting spaces.
- **CD Policy 4-3:** Sub-Area A projects should be designed to create a pedestrian-oriented core with the majority of vehicular traffic directed to the site periphery.
- **CD Policy 4-4:** For Sub-Areas A and B, project designs should establish mixed-use districts with distinct character, urban form and boundaries. These neighborhoods should be planned around activated streets to ensure that the public spaces create a safe and secure neighborhood environment.
- **CD Policy 4-5:** Views of Sub-Area A from across 66th Avenue and from the surrounding residential neighborhoods should be predominantly of vegetation

and buildings with windowed facades, rather than parking lots, transportation infrastructure, or blank walls.

- **CD Policy 4-6:** A program of public art including, but not limited to, public and civic spaces should be included in new development in the Plan Area.



- | | | | |
|--|---|--|--------------------------------------|
| | Major Access Connections | | Higher Density Buildings |
| | Development Sub-Area | | Medium Density Buildings and Parking |
| | Transit Station | | Lower Density Buildings and Parking |
| | Elevated Concourse (Pedestrian & Streetcar) | | Primary Open Space |
| | Possible Streetcar Route | | Monumental Scale Sports Venue |
| | | | Entry Gateways |

Figure 4.1: Community Design Structure



COMMUNITY DESIGN

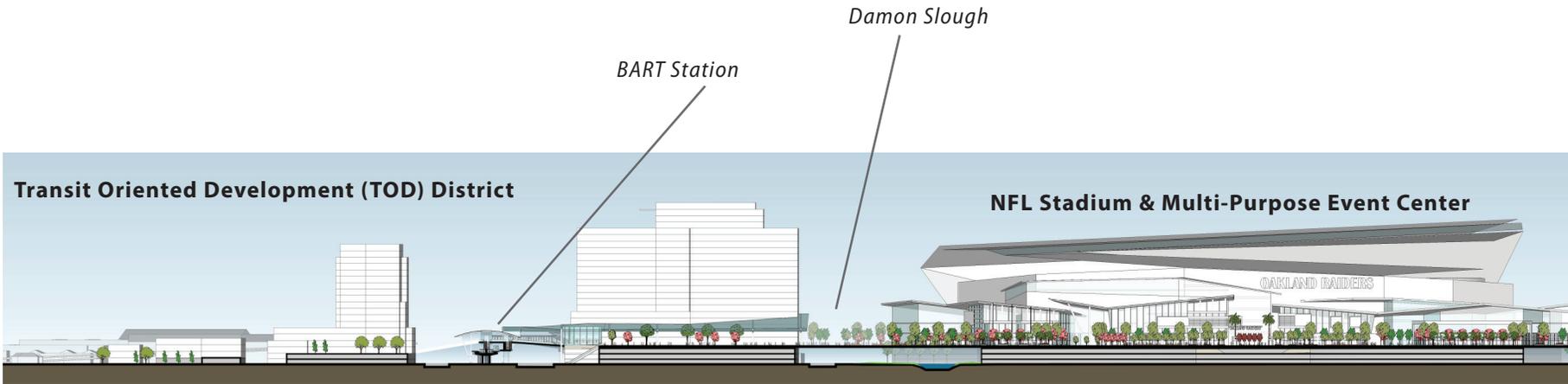


Figure 4.2: Illustrative Sections - Looking South

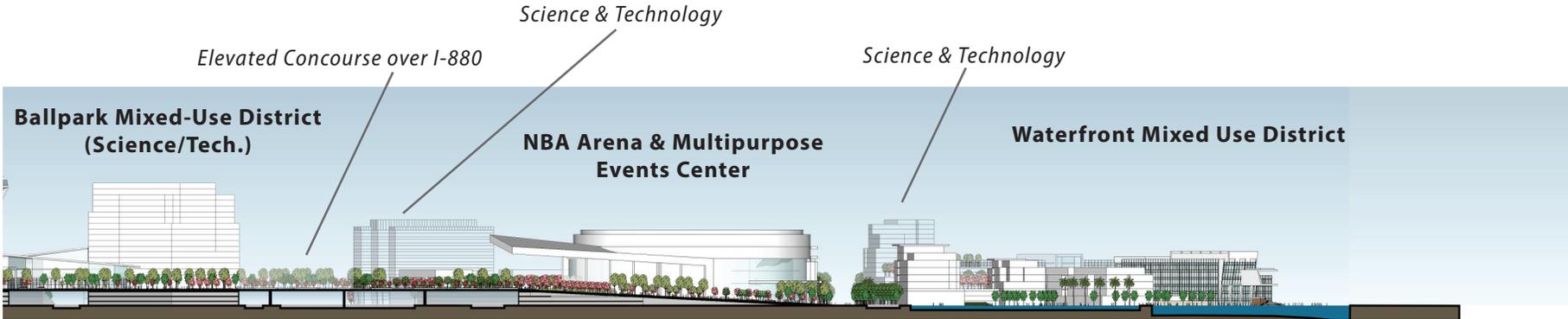


Figure 4.3: Illustrative Sections - Looking South

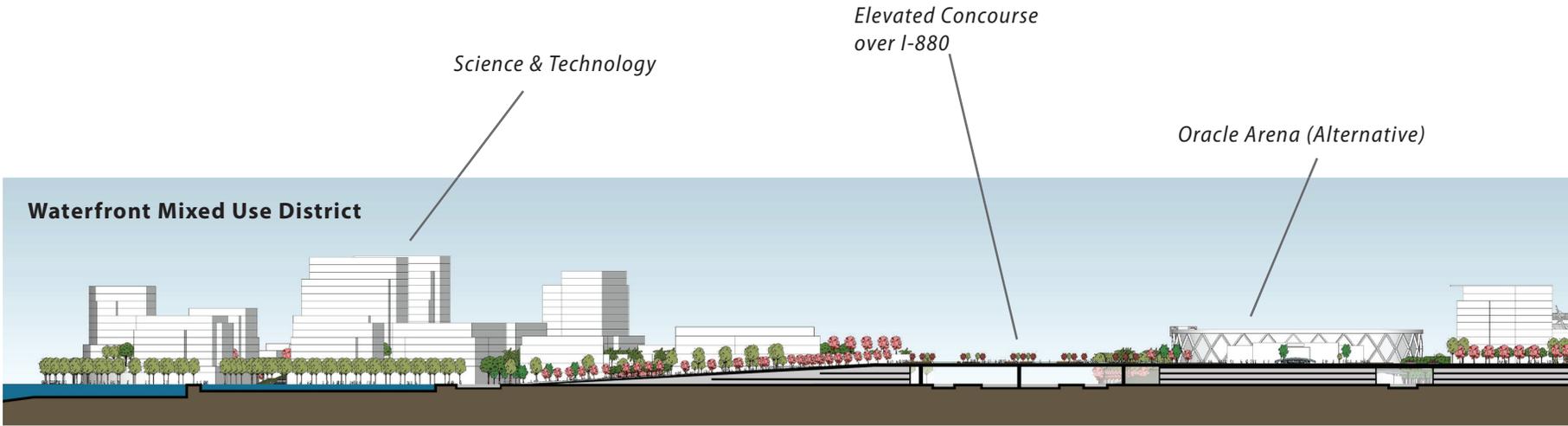


Figure 4.4: Illustrative Sections - Looking North at Elevated Podium Concourse

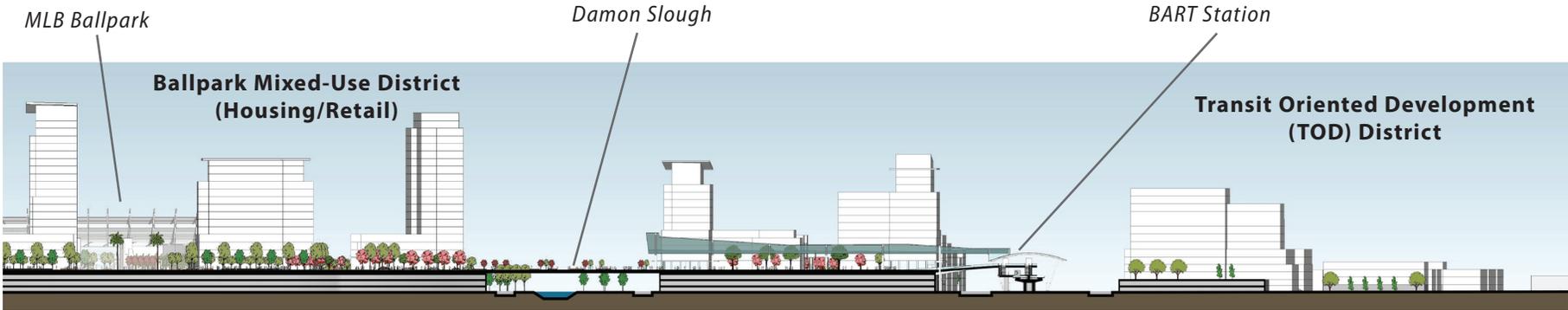


Figure 4.5: Illustrative Sections - Looking North at Transit

COMMUNITY DESIGN

4.3 STREETScape, GATEWAYS & CONNECTIONS

Objective: An attractive and integrated system of entries and connections that establishes strong identity and encourages walking, bicycling and transit.

Policies

- **CD Policy 4-7:** Entries to the Plan Area, especially Sub-Area A gateways at 66th Avenue and at Hegenberger Road, should be designed to create a sense of orientation and celebration suitable to this major urban district.
- **CD Policy 4-8:** Development within Sub-Areas A and B should provide a fine-grained, walkable grid of streets and a comprehensive network of pedestrian facilities, including sidewalks, multi-use paths, and controlled crossings to promote walking and bicycling.
- **CD Policy 4-9:** New pedestrian-oriented streets within Sub-Area A and B should be designed to provide urban, pedestrian-oriented corridors of specialty shops and services, restaurants, tree-shaded sidewalks, and art, all developed at an appealing pedestrian scale.
- **CD Policy 4-10:** Outdoor dining should be encouraged along sidewalks and promenades to promote street activity.
- **CD Policy 4-11:** Low road speeds should be defined and enforced throughout the interior of the Plan Area to foster pedestrian and bicycle-friendly streets.
- **CD Policy 4-12:** The pedestrian circulation system should be configured and designed to provide multiple pedestrian routes between entertainment venues, including stairs, ramps, escalators and other routes designed together to accommodate large event-related crowds moving between the

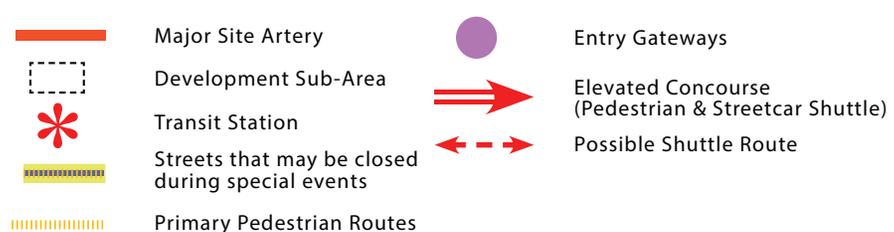
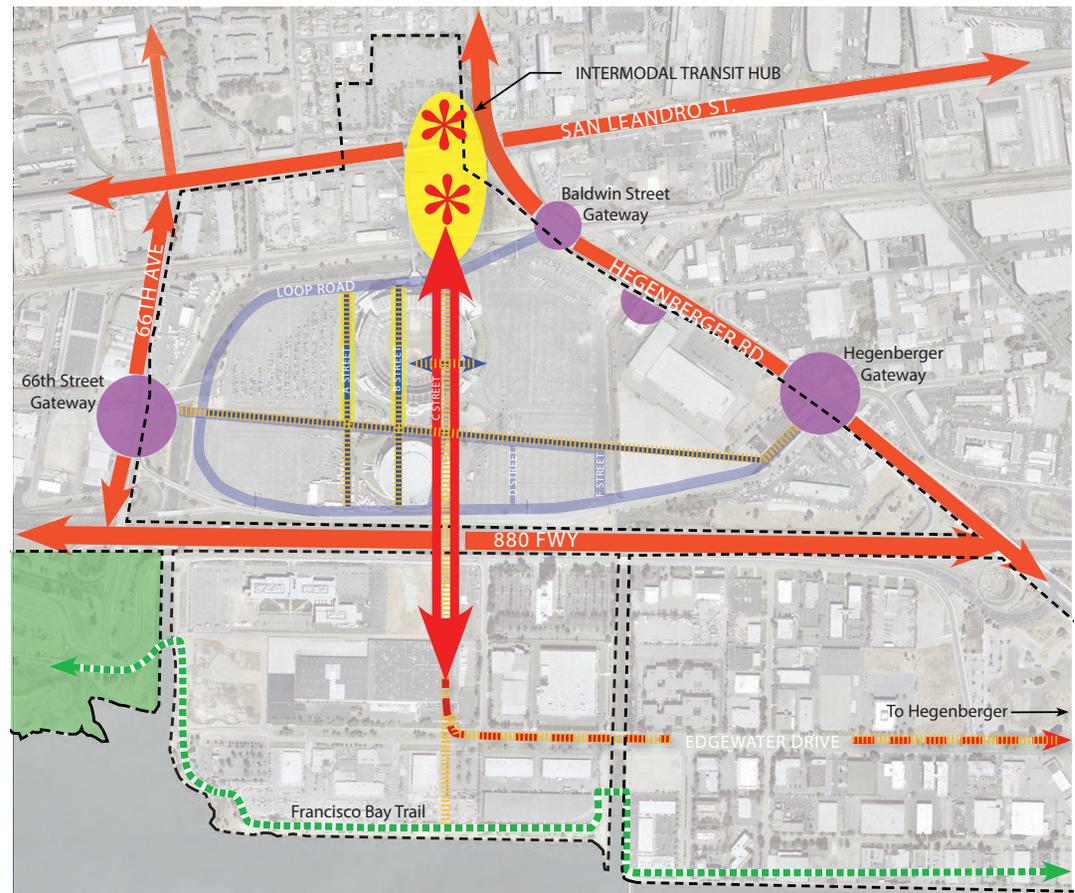


Figure 4.6: Connectivity Diagram

Chapter 4

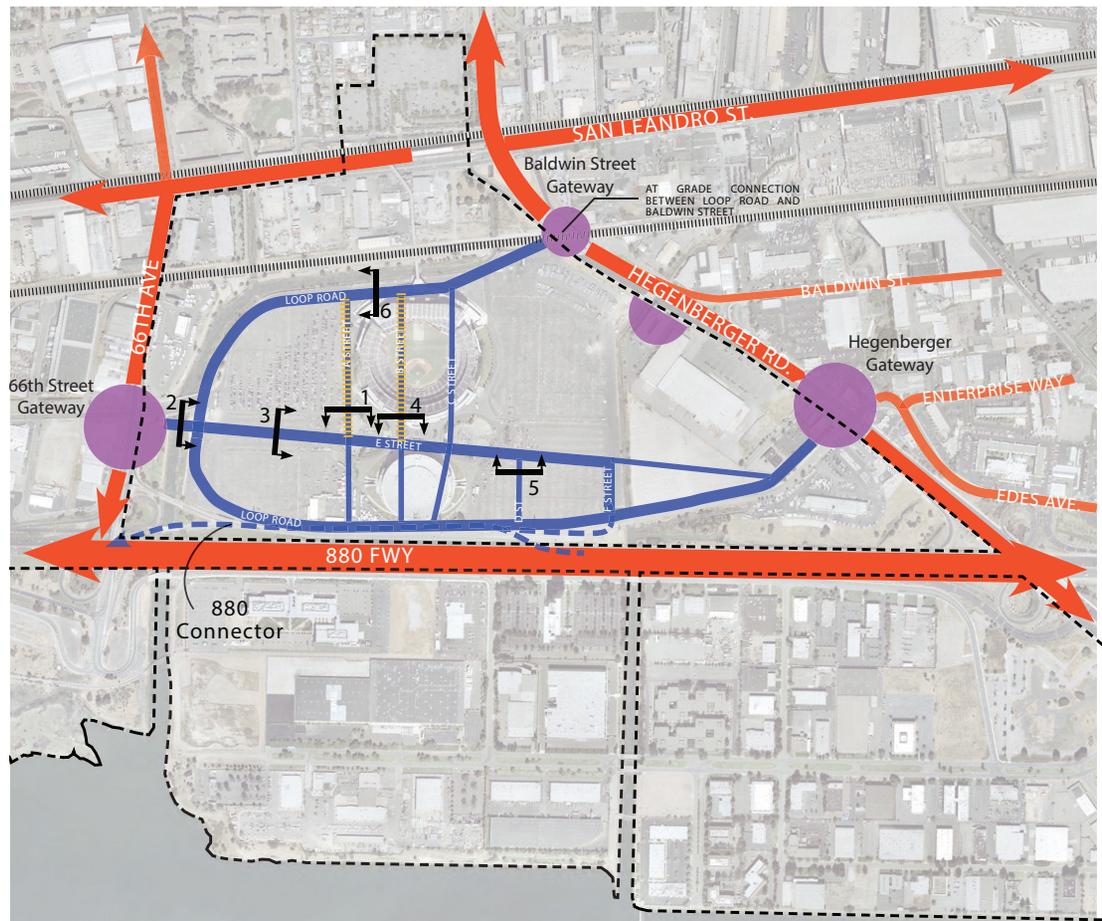


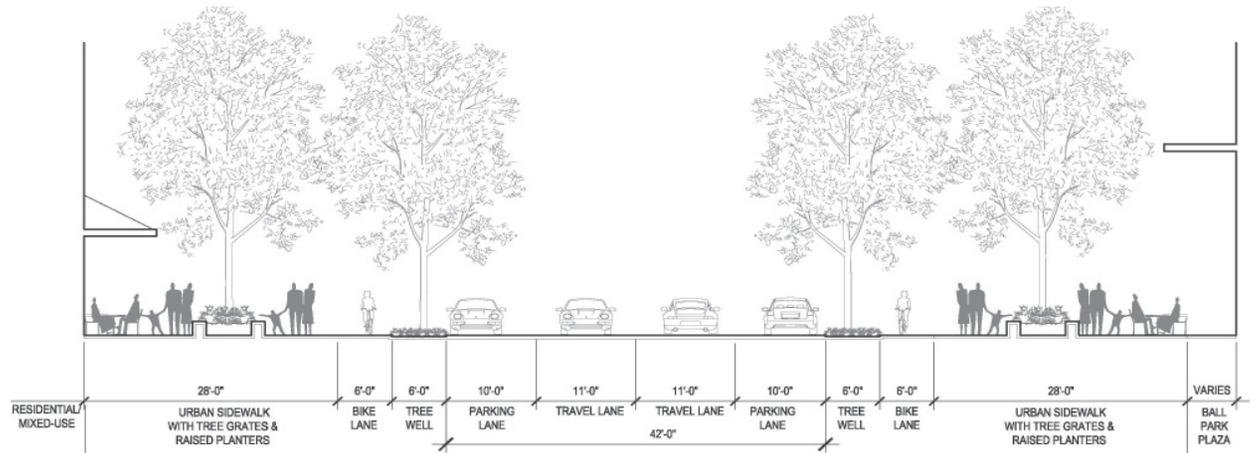
Figure 4.7: Street Section Key Map Sub-Area A

Coliseum BART station and sports/other destinations.

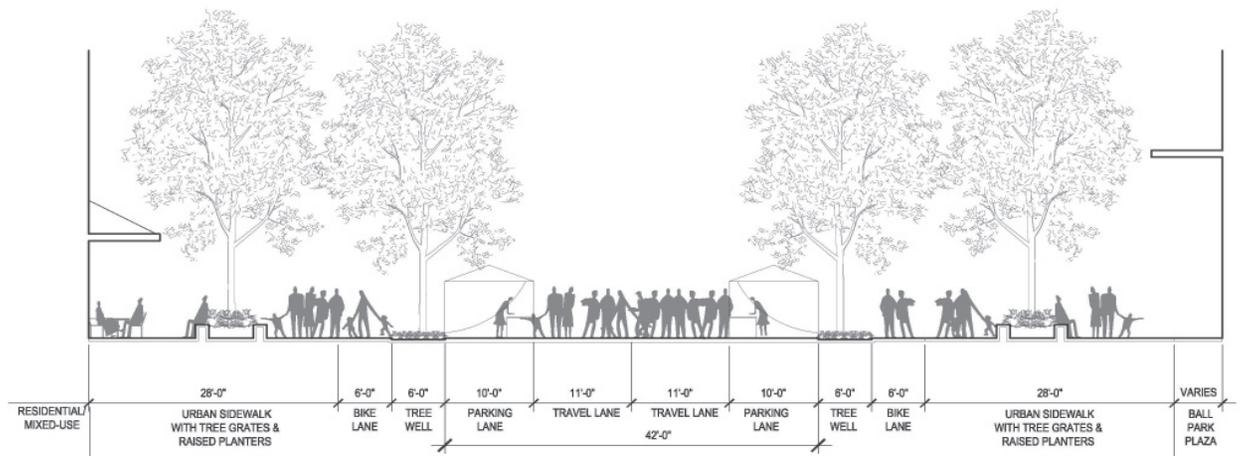
- CD Policy 4-13:** Retail, entertainment, and public plazas should be located and programmed in order to attract people to stay and linger in the Coliseum area after games and events instead heading directly to BART, to garner the attention of fans leaving games and events at the stadia, with the benefits of: (a) enlivening the new residential and sports district; (b) providing local sales and related tax revenue and employment where little exists now, and (c) avoid overcrowding at BART immediately after an event.
- CD Policy 4-14:** Tree planting should be designed to indicate the hierarchy of the roadway system, establish visual quality, and create shaded areas, especially in public areas such as sidewalks, parking lots, roadways, courtyards, plazas and parks.
- CD Policy 4-15:** Hardscape and plazas should be paved attractively, with paving patterns and materials conducive to pedestrian circulation and gathering.
- CD Policy 4-16:** New streetscapes (and streetscape renovations, such as San Leandro Street) will include the details, designs and principles of “Complete Streets”, per City of Oakland policy.

Chapter Five: Transportation provides additional goals and policies for Plan Area circulation including roadways, transit, parking, and pedestrian and bicycle facilities.

COMMUNITY DESIGN

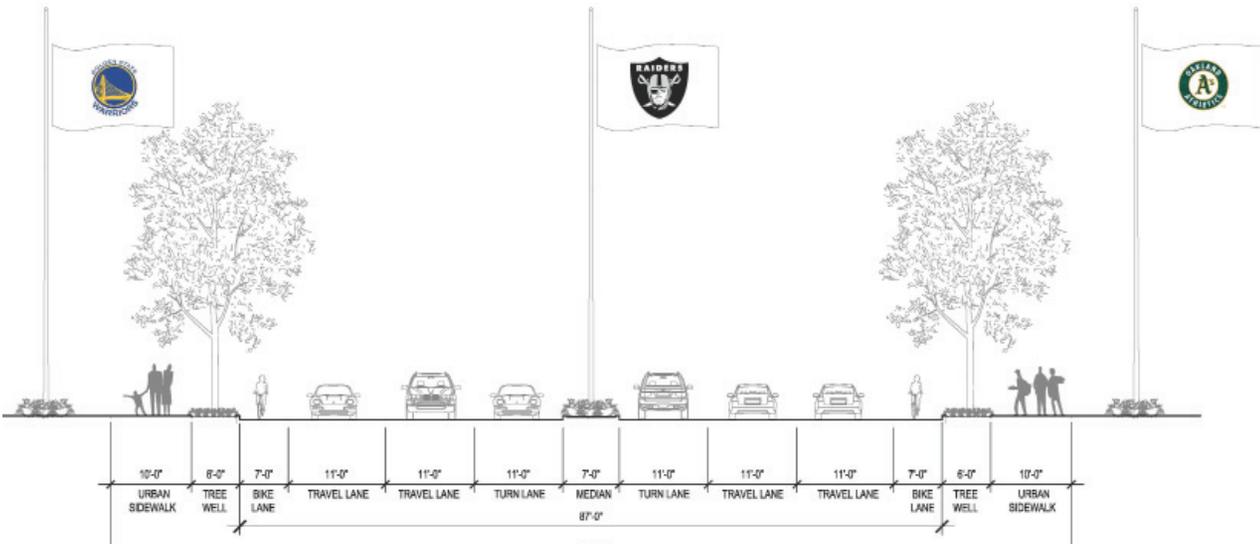


Section 1: A Street Typical

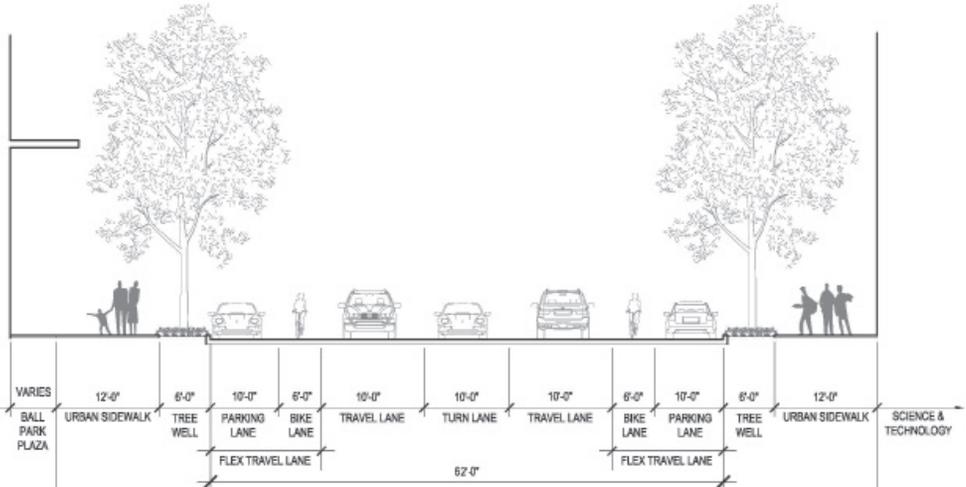


Section 1: A Street Event Day

Chapter 4



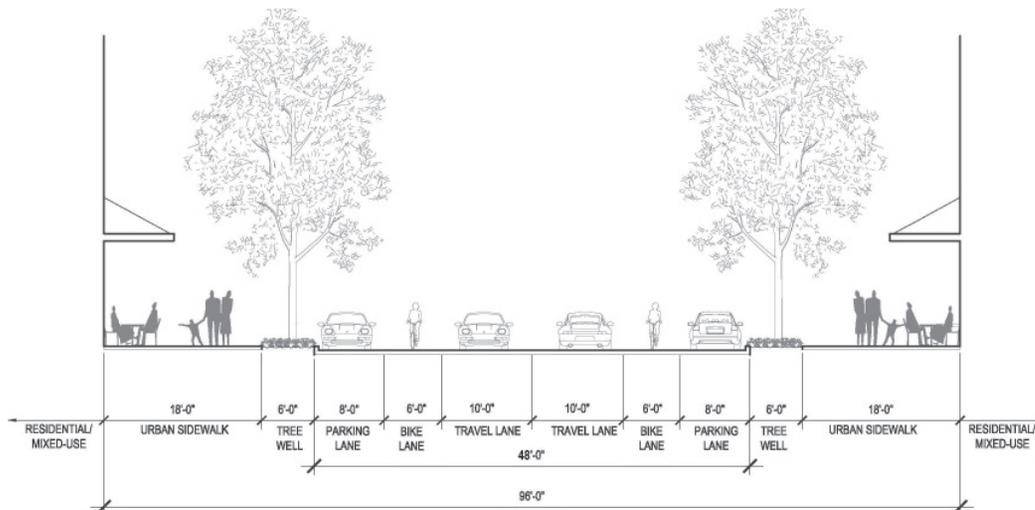
Section 2: E Street at 66th Site Entry



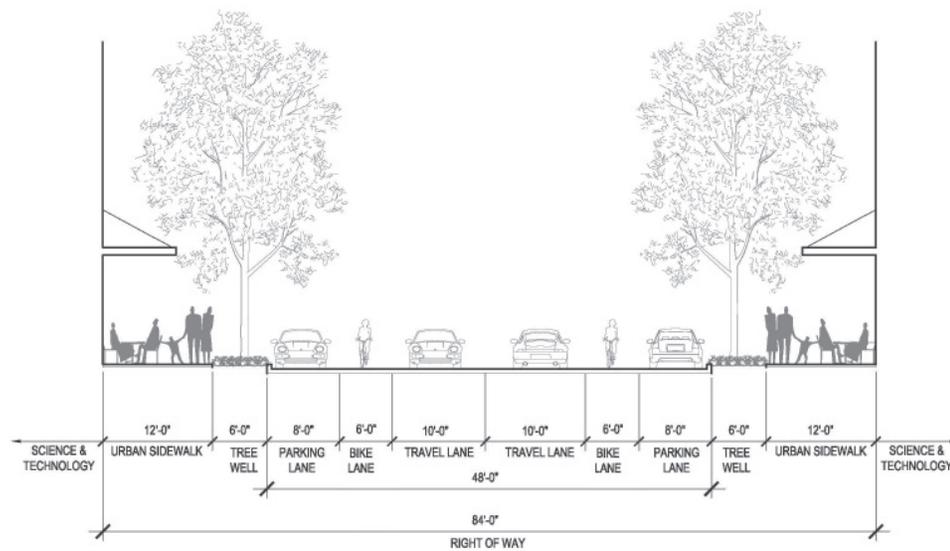
Section 3: E Street at A Street



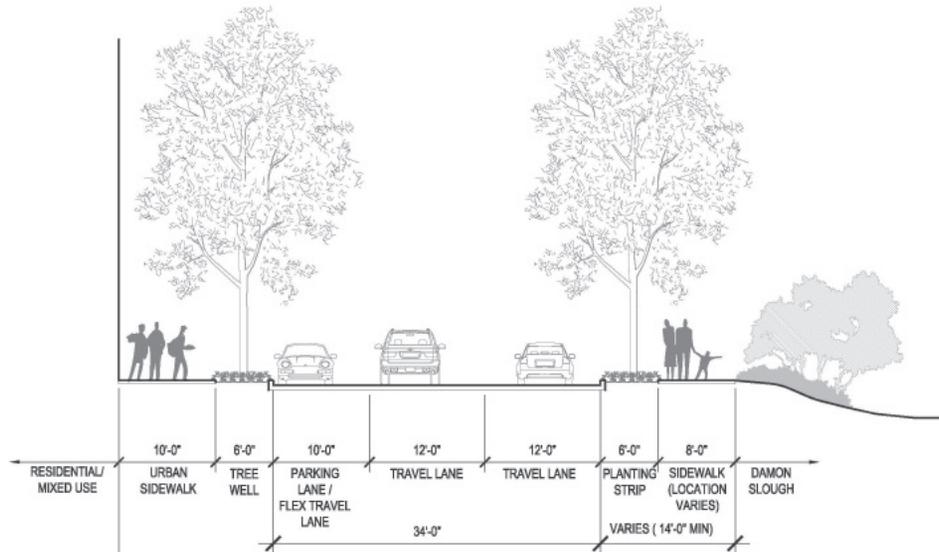
COMMUNITY DESIGN



Section 4: B Street Typical



Section 5: D Street Typical



Section 6: Loop Road at Damon Slough



COMMUNITY DESIGN

4.4 OPEN SPACE & HABITAT AREAS

Figure 4.9: Open Space Plan Area illustrates the location and variety of outdoor areas and public spaces envisioned for the Plan Area. Potential habitat areas within the Plan Area include Elmhurst Creek, Damon Slough, and associated riparian and buffer areas.

Goal: Establish variety of open spaces that strengthen the public realm, foster connectivity, and enhance habitat values.

Policies

- **CD Policy 4-17:** Public open spaces should be designed as part of projects to encourage pedestrian connections, foster enjoyment of the public realm, and produce livable and attractive urban neighborhoods and workplaces.
- **CD Policy 4-18:** Public open spaces within Sub-Area A and B, if it is developed with an Arena and residential uses, should be incorporated and designed to create a consistent character and environment conducive to entertainment and urban activities.
- **CD Policy 4-19:** The proposed Elmhurst Creek open space corridor should be configured and designed to enhance ecologic and hydrologic functions, while also providing public open space and recreational amenities for visitors and future residents and workers.
- **CD Policy 4-20:** Designs for the potential re-routing of Elmhurst Creek

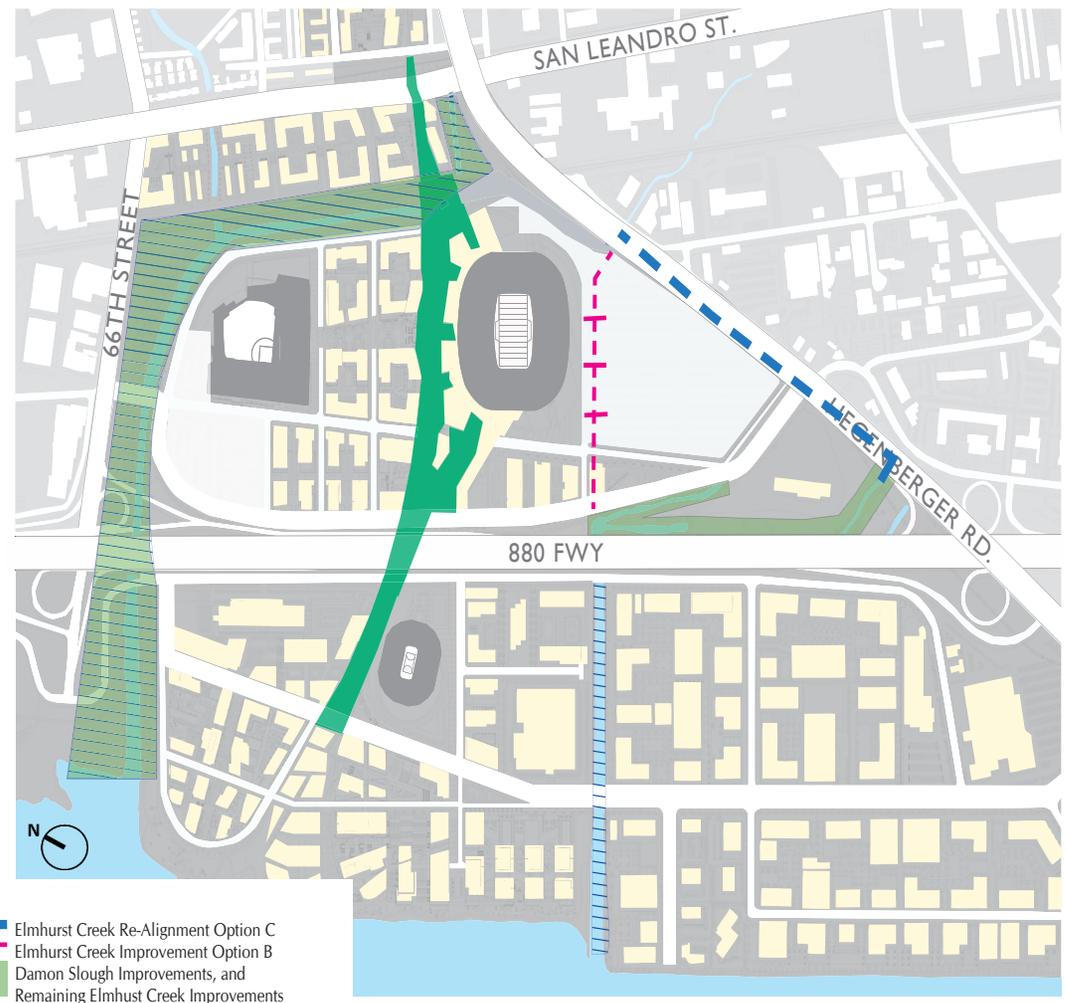


Figure 4.8: Creek and Channel Improvements
(Coliseum City Master Plan Concept)

Chapter 4



- Habitat
- Concourse Park
- Public Open Space
- Venue Plaza

- into Damon Slough should include habitat enhancement to compensate for the loss of the existing waterway.
- CD Policy 4-21:** Projects should be configured and designed to increase public access to the Bay, enhance natural habitat values (particularly along Damon Slough), and provide public educational opportunities about the Bay ecosystem for Oakland and Bay Area residents. Current and new residents should be encouraged to become stewards of the new parks, open spaces and restored habitat areas.

Figure 4.9: Open Space Plan Area
(Coliseum City Master Plan Concept)

COMMUNITY DESIGN



- Habitat
- Concourse Park
- Public Open Space
- Venue Plaza

Figure 4.10: Open Space Plan Area - Detailed
(Coliseum City Master Plan Concept)

4.5 BUILDING MASSING AND CHARACTER

GOAL: Establish a strong architectural character for the Plan Area, with a variety of heights and massing to accommodate proposed development, attract users, insure compatibility with adjacent areas, and create attractive urban neighborhoods.

Policies

- **CD Policy 4-22:** Building heights and massing in Sub-Area A should be configured as indicated by Figure 4.11. Highest density/tallest buildings should generally be located in the core of the site along the elevated pedestrian concourse. The largest scale sports facilities should also be generally located alongside this core, with lower density buildings and parking toward the periphery of the site.
- **CD Policy 4-23:** Buildings up to the FAA height limit (159 feet) are allowed within Sub-Areas A and B. Taller buildings may only occur in Sub-Areas A and B subject to City, FAA, and Port of Oakland review.
- **CD Policy 4-24:** Building height and design in Sub-Area B along Elmhurst Creek should relate to expected development in Sub-Area C.
- **CD Policy 4-25:** Important street intersections should be highlighted with attractive and distinctive landmark buildings or gateway elements to support the identity of the Plan Area. Such buildings should exhibit thoughtful, imaginative architectural design to welcome visitors and promote a pedestrian-oriented character.
- **CD Policy 4-26:** Buildings should reflect the vibrant, urban mixed-use nature envisioned for the Plan Area, supporting the pedestrian character of streets and contributing to an overall identity for a high density urban place.
- **CD Policy 4-27:** Building frontages should contribute to an active street life by providing ample seating, gathering places, and exterior protection from sun and rain in the form of recessed walkways, awnings, canopies, or trellises along primary pedestrian traffic areas.

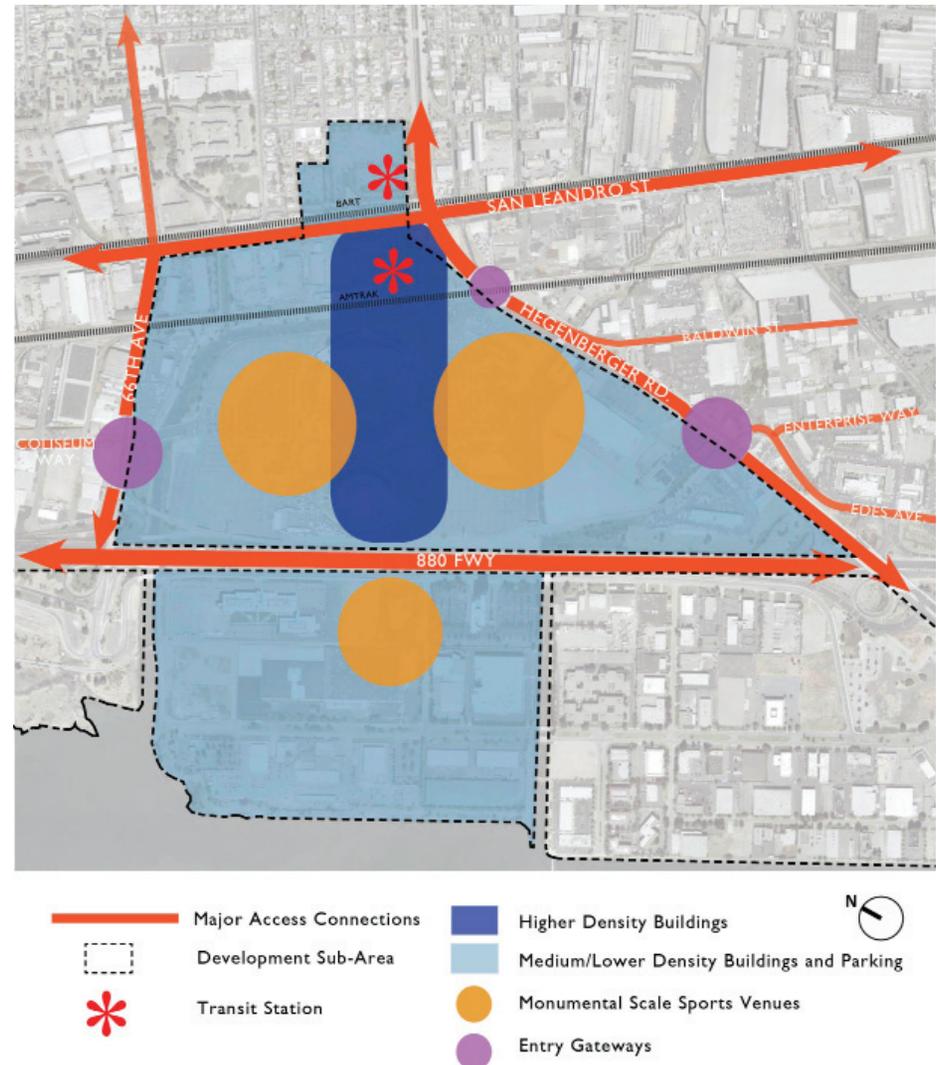


Figure 4.11: Building Massing (Sub-Areas A&B)

COMMUNITY DESIGN



4.6 SUSTAINABILITY AND HEALTH

GOAL: Integrate sustainable and environmentally sensitive buildings, landscapes, and infrastructure into Plan Area development.

General Policies

- **CD Policy 4-28:** Project implementation should result in compact, walkable, mixed-use neighborhoods with efficient transportation options, open space, and strong connections to destinations inside and outside the Plan Area.
- **CD Policy 4-29:** Projects should be designed to make best use of existing infrastructure and take full advantage of the site's close link to BART and other public transit options

Resource Efficiency Policies

- **CD Policy 4-30:** All new buildings in the Plan Area should be designed to achieve CalGreen Tier One standards, in order to reduce or avoid air quality and GHG emissions impacts and reduce operational costs.
- **CD Policy 4-31:** Project designs should incorporate aspects of national guidelines and standards for sustainability, including the U.S. Green Building Council Leadership in Energy & Environmental Design (LEED) rating system, the Sustainable Sites Initiative (SSI), and local measures such as the City of Oakland's Green Building Ordinance.

- **CD Policy 4-32:** If the Coliseum and/or Arena are demolished, their physical structures should be crushed and used for fill or aggregate onsite if feasible. If the crushing or filling operation does not take place onsite, the project may need to provide mitigation for air quality and GHG emissions impacts caused by additional material trucking to and from the Plan Area.

All demolition will follow the City's Construction and Demolition Recycling Ordinance, which requires projects to prepare a Waste Reduction and Recycling Plan showing how the project will salvage or recycle 100% of all Asphalt & Concrete materials, and 65% of all other materials.

In addition, the ordinance requires a Construction and Demolition Summary Report that documents the actual salvage, recycling and disposal activity for the completed project will be prepared by the project applicants.

- **CD Policy 4-33:** New development in Area A should reduce energy use; explore the viability of reducing building energy demand, a district heating and cooling system, and on-site energy generation.
- **CD Policy 4-34:** Residents in adjacent East Oakland neighborhoods and the future residents of the Plan Area have limited access to fresh and healthy food choices; to remedy this, in Sub Area A, allow for grocery stores and other food businesses into the retail square footage

of new development.

- **CD Policy 4-35:** To encourage the local growing of food for East Oakland residents (and the future residents of the Coliseum Plan), provide designated areas for community gardens where feasible, and support the existing network of community gardens in the adjacent neighborhoods.

4.7 CONSISTENCY WITH CITY OF OAKLAND GENERAL PLAN AND STANDARDS

Following CA Government Code 65451(b), the Coliseum Area Specific Plan is consistent with the City's General Plan, particularly the Land Use and Transportation Element (LUTE). The Plan realizes the LUTE's concept of the Coliseum as a "Showcase" district (see Figure 2.14 of the Specific Plan). The LUTE's "Industry and Commerce Policy Framework" for the Coliseum Area Showcase recognizes this area's unique combination of sports events and proximity to the Oakland Airport; and supports increasing the Coliseum area's appeal to visitors by providing shopping, dining, and recreation. The Plan goes further than the LUTE's description of the Coliseum Showcase, in that it envisions a new residential uses on the Coliseum District, and on the BART parking lot.

In addition to the provisions of this Specific Plan, development within the Plan Area is subject to the City of Oakland's Standard Conditions of Approval.





chapter 5

TRANSPORTATION

IN THIS CHAPTER

- 5.1 Overall Transportation Goal and Objectives
 - 5.2 Vehicular Circulation
 - 5.3 Pedestrians, Bicyclists, and Accessibility
 - 5.4 Parking
 - 5.5 Transit and Onsite Streetcar
 - 5.6 Travel Demand Management (TDM)

5.1 OVERALL TRANSPORTATION GOAL AND OBJECTIVES

This chapter addresses proposed circulation and transportation improvements for the Plan Area, with a focus on Sub-Area A in order to address efficient and safe movements in the highest density, earlier phase development zone. The Coliseum City Master Plan is utilized as an example to illustrate possible configurations for vehicular, pedestrian and bicycle circulation.

Goal: Provide a balanced and complete circulation network that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.

The Plan Area will accommodate a mix of uses in a pedestrian-oriented urban environment that is well-served by transit. This requires seamless integration of transportation and land use to create a strong public realm and encourage use of non-auto travel modes. To achieve this, the Specific Plan integrates transportation and land use elements according to the following.

Objectives

- Diverse Land Uses in a Compact Neighborhood

People chose to walk when diverse destinations (e.g., work, shopping, recreation) are located in close proximity and/or are accessible along a tight grid system of streets that prioritize pedestrians.

- Proximity to Quality Transit Service

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Development in the Plan Area will be within convenient walking distance (generally less than a half-mile) from the Coliseum/Oakland Airport BART Station, the Oakland Airport Connector, Amtrak Station, and numerous AC Transit bus routes that serve the area with the replacement of the existing bridge with an elevated concourse between Sub-Area A and the BART Station. These transit options result in a well-connected network to areas throughout the East Bay, the major urban centers in the Bay Area, and locales beyond via the Oakland International Airport and Amtrak.

- Pedestrian- and Bicycle-Friendly Design

People tend to walk and bike more when the quality of the pedestrian and bicycle experience lowers user stress. The Plan Area provides street designs that enhance the quality of the pedestrian and bicycle experience stress by designing for low traffic speeds, regular and frequent pedestrian crossings, and more attractive and ample pedestrian zones and bike lanes and intersection treatments.

- Park Once Strategy

The “park once” strategy allows workers, shoppers and visitors who choose to drive to the Plan Area to park once and walk or use transit to visit multiple destinations within the Plan Area. The high-density neighborhood will have structured parking within each street block and each will access multiple streets to facilitate access to parking while minimizing excess driving while searching for available parking. Street design will include adequate sidewalks,

or specially designed walkways, safe for pedestrian travel to and from the structured parking areas.

- “Complete Streets”

The City of Oakland is committed to creating and maintaining “Complete Streets” that provide safe, comfortable and convenient travel along and across streets (including streets, roads, highways, bridges and other portions of the transportation system), through a comprehensive, integrated transportation network that serves all categories of users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency responders, seniors, children, youth and families.

5.2 VEHICULAR CIRCULATION

5.2.1 Sub-Area A

The Specific Plan proposes Sub-Area A as a major destination for sports and entertainment uses, as well as a center for science and technology. This development program will result in increased vehicular traffic as well as transit use. To provide a viable employment and entertainment/sport district that can compete with other districts in the larger region, the Plan Area must continue to provide for safe and convenient automobile access.

The final design of onsite streets within Sub-Area A will be defined in the City’s review process. Figure 5.2 illustrates possible roadway

layouts, based on the Coliseum City Master Plan. Figure 5.3 provides an alternative, similar layout that is tied to the vehicular street cross-sections in Figure 5.1.

As illustrated, the on-site system for Sub-Area A streets and entries is expected to include:

- A main spine roadway (“E” Street) connecting from 66th Avenue (with a newly aligned bridge) to a new intersection along Coliseum Way. The spine roadway will generally follow the existing EBMUD easement between the current Arena and Coliseum. The newly aligned 66th Avenue bridge and the existing Coliseum Way intersection will serve as one of the primary entry and exit points for the site.
- A “Loop Road” will circle the site, starting at the current S. Coliseum Way intersection at Hegenberger and following the general alignment of existing Coliseum Way along the freeway frontage; it will then loop around the site generally following the Damon Slough alignment to connect back under Hegenberger Road to Baldwin Street. The Hegenberger Road intersections of the Loop Road at Edes Avenue and at Baldwin Street create the second and third major entries into the Sub-Area.
- Parallel to the Loop Road and along the freeway alignment, Coliseum Way will be converted to an enhanced I-880 “Collector”. The Collector will carry I-880

northbound off-ramp traffic and I-880 north and southbound on-ramp traffic, separate and apart from the Loop Road. The I-880 Collector will be a one-way northbound street only.

- A tight grid of internal streets (“A”, “B”, “C” and “D” Streets) located between the east and west sides of the Loop Road will form the structure for on-site mixed-use development opportunities.

In Chapter Four, Figure 4.6 illustrates key features relating to site access, parking, and entries.

Objective: Efficient and managed vehicle access to and within the Plan Area.

Policies

- **TR Policy 5-1:** Provide on-site roadways that comply with the City’s “Complete Streets” policies, and which adhere to the basic dimensions and characteristics shown in the Specific Plan layout and cross-sections while allowing for adaptability to future development applications through the City’s development review process.

This policy ensures adequate roadway facilities while providing flexibility for future design configurations. All roadways within the Plan Area would accommodate bus service, and sidewalks would provide adequate space for bus shelters and other bus stop amenities.

- **TR Policy 5-2:** Separate local- and freeway-destined traffic on the Loop

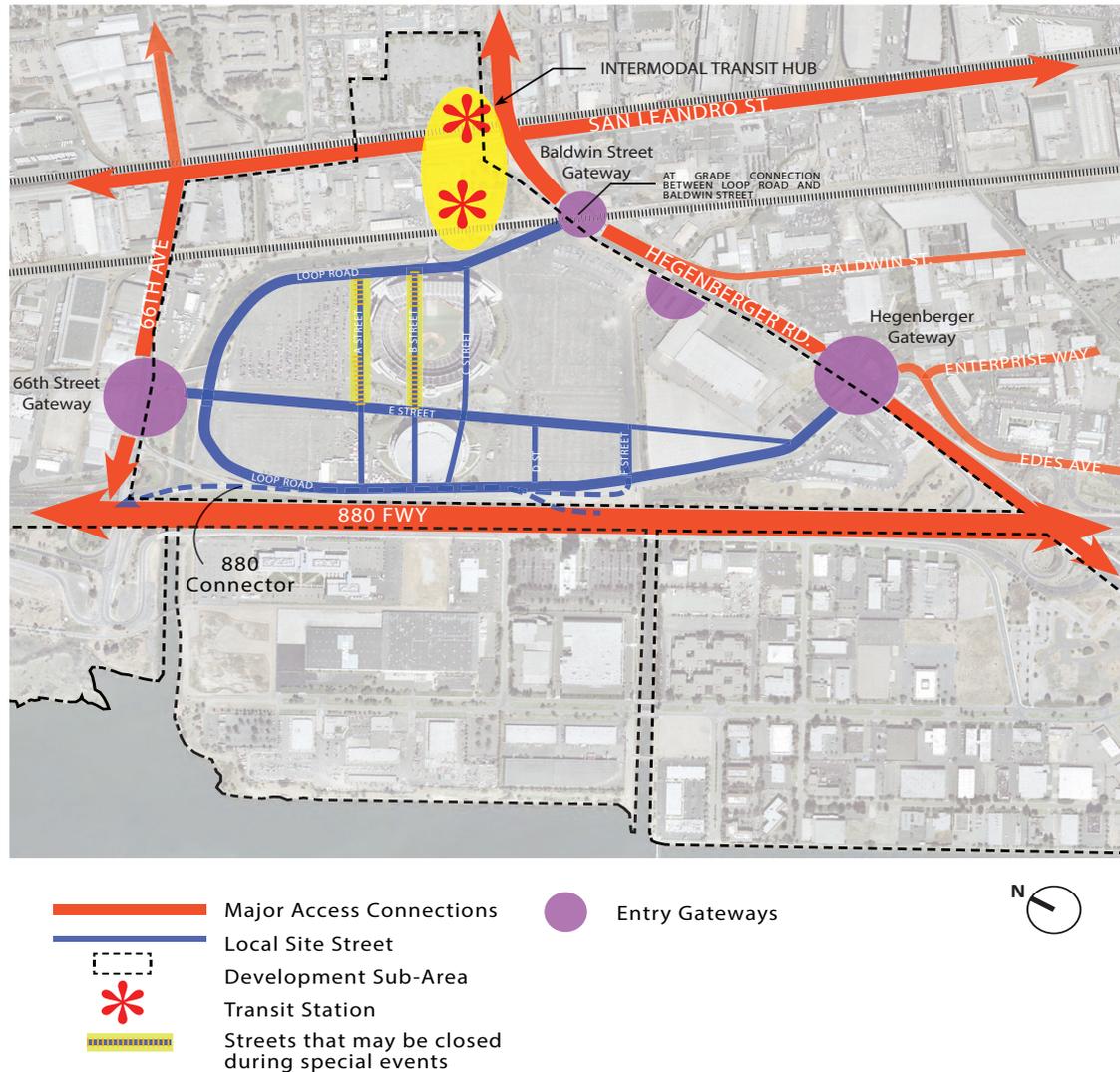
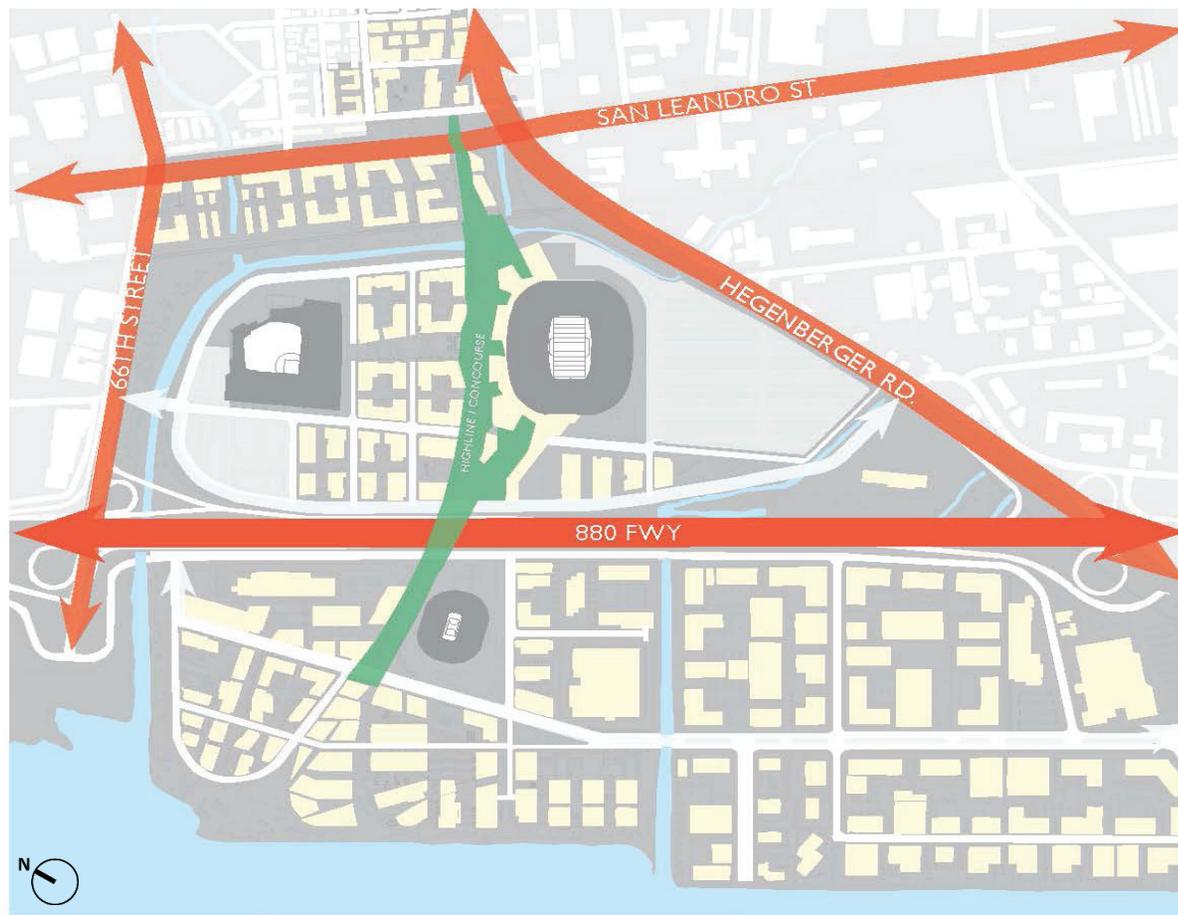


Figure 5.1: Sub-Area A Street Circulation

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Major Site Artery

Figure 5.2: Major Roadways
(Coliseum City Master Plan Concept)

Road between Hegenberger Road and 66th Avenue and improve the Loop Road for a two-way street.

This policy facilitates a two-way circulation road so that vehicle traffic can be distributed to the local streets within the Plan Area.

- **TR Policy 5-3:** Provide a Loop Road around the site connecting Baldwin Street at the east with Hegenberger Road at the west. The road would generally have a five-lane cross-section on the west side of the site, reduce to a two-lane cross-section around the potential major league baseball stadium site, and then accommodate three lanes as it passes under the elevated concourse and the Hegenberger Road overpass.

This policy facilitates two-way circulation around the perimeter of the site so that other streets within the interior of the site foster a more pedestrian-friendly setting and can be closed for special events such as sporting events, farmer's markets, festivals, and so forth.

- **TR Policy 5-4:** Replace the Coliseum Way channel overcrossing with a new crossing that has up to 6 travel lanes and provisions for bike lanes and sidewalks on both sides.

This policy provides an improved intersection alignment at 66th Avenue and accommodates the needed multi-modal facilities to serve the site.

- **TR Policy 5-5:** Design slow speed (e.g., 25 mph) and flexible streets, such as parking lanes that can serve as temporary traffic lanes prior to and after an event and “floating” bike lanes (a bike lane that is between the parking lane and traffic lane during regular operations and adjacent to the curb when the parking lane is converted to traffic lane).

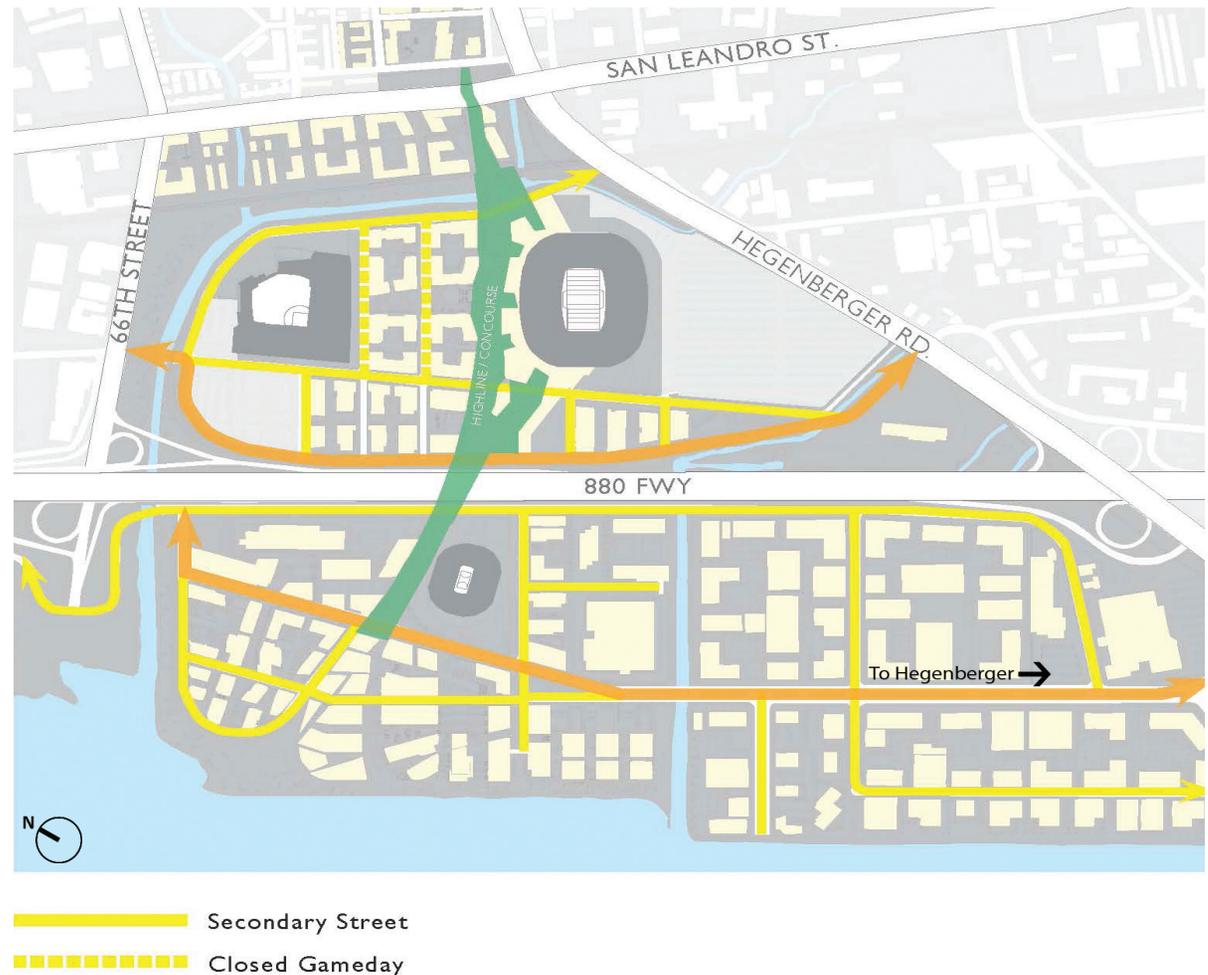
This policy ensures maximum flexibility within the Plan Area to accommodate special event traffic while minimizing the impact to the residents and employees who live and/or work in the area.

- **TR Policy 5-6:** Provide a tight grid of two lane intersecting streets that connect to the Loop Road and that include on-street parking and access to structured parking; provide signalized intersection control at internal four-way intersections to facilitate vehicle and pedestrian flows.

This policy disperses vehicle traffic equally across the future local streets serving the envisioned high-density neighborhood so that no single street will become overburdened with vehicle traffic.

- **TR Policy 5-7:** Provide modified signalized intersection control and modified intersection layouts to facilitate vehicle, bicycle and pedestrian flows at the 66th Avenue interchange with I-880.

This policy facilitates the efficient flow of traffic from the freeway to 66th Avenue



*Figure 5.3: Onsite Streets
(Coliseum City Master Plan Concept)*

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Existing Site Photos

while enhancing bicycle and pedestrian safety through these intersections between the Plan Area and the waterfront San Francisco Bay Trail.

- **TR Policy 5-8:** Provide multiple points of access on parallel streets to future structured parking.

This policy disperses vehicle traffic across multiple streets and is intended to ensure that each structured parking facility can be accessed from two parallel streets, allowing for one of the streets to be closed for special events.

- **TR Policy 5-9:** Allow for the possible closure of all or a portion of the intersecting internal streets to the Loop Road, on a temporary basis, if such closures would help facilitate special events. If regular bus service is provided on any streets closed for special events, the bus service would be temporarily rerouted during the street closures.

These streets carry traffic to the structured parking but because each parking facility is required to take access from two parallel streets, temporary closure of one street for special events would not significantly affect traffic patterns in the area.

- **TR Policy 5-10:** Allow for on-street parking restrictions, on a temporary basis, if such restrictions would help facilitate special events

On-street parking will be an integral part of the envisioned high-density neighborhood and is intended to serve short-dura-

tion trips (less than 2 hours) to local land uses; however, the street cross-sections have been designed so that additional vehicle lane capacity can be accommodated (by temporarily removing bike lanes and on-street parking) during events with a high numbers of patrons.

- **TR Policy 5-11:** Prohibit curb-extensions in parking lanes at either midblock or intersection locations.

While curb-extensions are common “traffic calming” treatments that improve sight lines between drivers and pedestrians, the tight urban network with signalized intersection controls will limit speeds to about 25 mph. In addition, to facilitate special event traffic it may be necessary to temporarily restrict on-street parking to provide additional vehicle lane capacity for special events and curb-extensions into the parking lane would preclude this option.

- **TR Policy 5-12:** Provide a secondary street, “E” Street, generally with 3 lanes of traffic (one in each direction and a median/left-turn lane) that serves on-street parking and site circulation.

This policy provides for a future secondary circulation road through the Plan Area so that vehicle traffic can be distributed to the local streets within the Plan Area.

5.2.2 Other Sub-Areas

Transportation improvements to other Sub-Areas will be determined as part of the City’s development review process for each location.

In general, these improvements will be less extensive due to the existing roadway and infrastructure network that is expected to remain or, in the case of Sub-Area E, the low level of proposed new improvements.

Policies

- **TR Policy 5-13:** Modify Edgewater Drive from Hegenberger Road through Sub-Area C and Sub-Area B to provide two travel lanes in each direction with left-turn lanes at intersections, a sidewalk on both sides of the street, and no on-street parking.

Edgewater Drive serves as the primary circulation road between Hegenberger Road and the Plan Area and as such it will carry a substantial traffic volume.

- **TR Policy 5-14:** Align Leet Drive with Capwell Drive to provide a secondary two lane circulation road for the Specific Plan area.

Together, Leet Drive and Capwell Drive provide a secondary access to the Plan Area from Hegenberger Road and will shift some of the traffic demand away from Edgewater Drive which may become highly congested during future peak commute times.

- **TR Policy 5-15:** Provide signalized intersection control to facilitate vehicle and pedestrian flows. Signals should be installed on:
 - Edgewater Drive at Roland Way, Pardee Lane and Hassler Way (signals

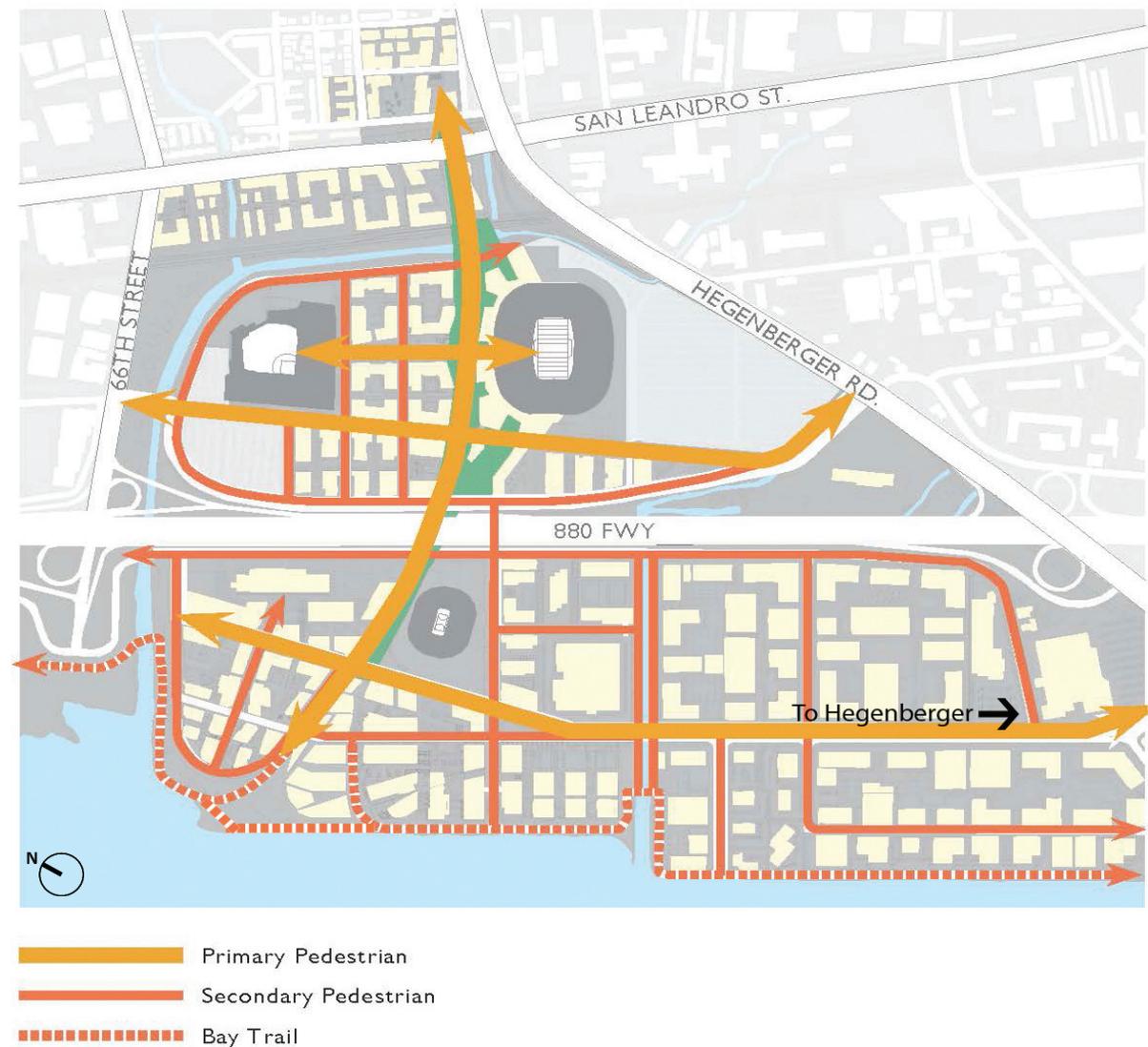


Figure 5.4: Pedestrian Circulation
(Coliseum City Master Plan Concept)

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already exist at (Pendleton Way and Oakport Street)

- Oakport Road at Roland Way and Hassler Way
- Leet Drive at Hegenberger Road
- Additional traffic signals should be considered for streets intersecting Edgewater Drive through Area B

This policy disperses vehicle traffic equally across the local streets serving the high-density neighborhood so that no single street is overburdened with vehicle traffic.

- **TR Policy 5-16:** Maintain a minimum 8-foot pedestrian clear zone within the 18-foot sidewalk realm on both sides of Edgewater Drive. As new development occurs on Oakport Street, Roland Way, Pardee Lane, Hassler Way and other streets maintain similar sidewalk characteristics on both sides (one side only along the freeway frontage).

Quality pedestrian environments provide a consistent well-defined zone within the sidewalk realm for walking side-by-side and comfortably passing pedestrians in the opposite direction. Active pedestrian environments also support amenities/features such as street furniture, café seating, landscaping, lighting, as well as the door zone for parked vehicles and for building access.

- **TR Policy 5-17:** Provide Class II Bike Lanes on Edgewater Drive from Hegenberger Road through Sub-Area C and Sub-Area B to the San Francisco Bay Trail.

This policy provides bike lanes for residents, employees and visitors to the Plan Area connecting to the planned facilities on Hegenberger Road, the San Francisco Bay Trail, and the facilities on 66th Avenue constructed as part of the Coliseum District development.

5.3 PEDESTRIANS, BICYCLISTS, AND ACCESSIBILITY

5.3.1 Pedestrian Circulation

GOAL: Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that encourages walking and accommodates high levels of pedestrian activity.

Policies

- **TR Policy 5-18:** Provide an elevated concourse (replacing the existing pedestrian bridge) connecting the Coliseum BART and Amtrak stations to the Plan Area. The envisioned elevated concourse should connect walking and biking in the Plan Area directly to quality transit serving the Airport, east bay, urban centers, and destinations beyond the bay area.

Provide a pedestrian promenade down to ground-level connecting the proposed stadium at the concourse to the proposed ballpark.

- **TR Policy 5-19:** Maintain a minimum 8-foot pedestrian clear zone, and when possible, 11 feet, within the 18-foot sidewalk realm on both sides of streets serving high density land uses.

Quality pedestrian environments will provide a consistent well-defined zone within the sidewalk realm for walking side-by-side and comfortably passing pedestrians in the opposite direction. Active pedestrian environments also support amenities/features such as street furniture, café seating, landscaping, lighting, as well as the door zone for parked vehicles and for building access.

- **TR Policy 5-20:** Minimize driveways, building garage entrances, and curb-cuts to a single curb cut for each block face where feasible, and maintain a level 8-foot pedestrian clear zone across all driveways and curb-cuts.

Driveways and curb-cuts represent potential conflict points between pedestrians and vehicles and driveway aprons represent a nuisance to pedestrians as they negotiate the cross-slope at the driveway apron. Minimizing the number, location and width of these driveways reduces pedestrian stress.

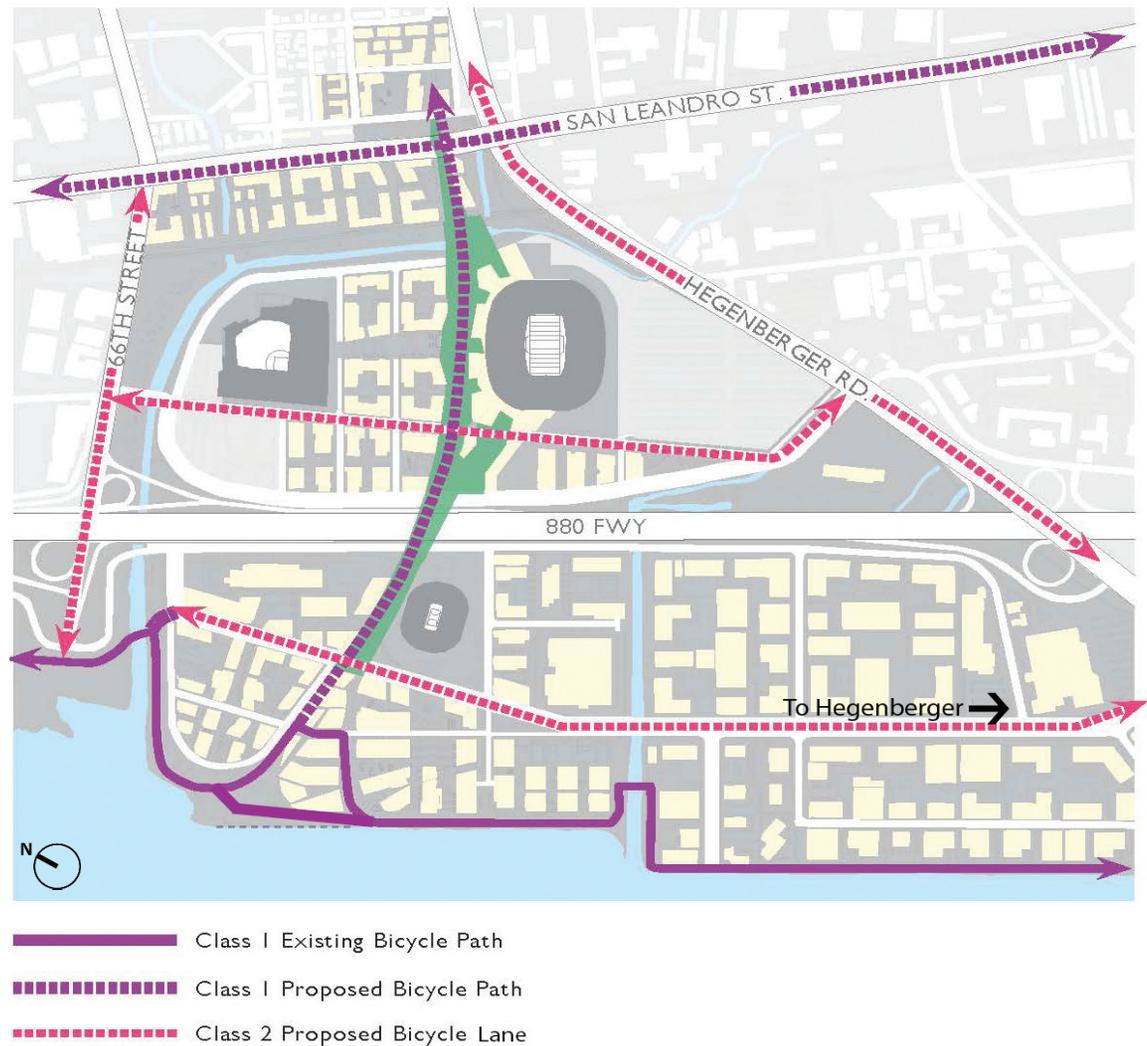


Figure 5.5: Bicycle Circulation
(Coliseum City Master Plan Concept)

TRANSPORTATION



- **TR Policy 5-21:** Provide pedestrian-scale street lighting or up lighting along all streets in the Plan Area.

Pedestrian-scale lighting enhances the night time environment on a street by minimizing shadows and dark zones along the sidewalk.

- **TR Policy 5-22:** Provide marked (consider high-visibility striping, special paving or textured treatments) crosswalks across all approaches to intersecting streets and maintain dedicated curb ramps for each crosswalk i.e., 8 curb ramps for a standard 4-leg intersection with crosswalks on all legs. Special paving or textured treatments shall conform to ADA and other applicable design standards.

Pedestrians should be allowed to cross the street at any intersection corner unless otherwise prohibited from doing so. Marked crosswalks with dedicated directional ramps (two ramps per corner) should alert pedestrians where to cross the street, alert drivers where pedestrian-conflict areas exist, and clearly mark the pedestrian path of travel for people with disabilities.

- **TR Policy 5-23:** Provide a Class I Path on the south side of 66th Avenue from its intersection with Coliseum Way to the west terminating at Oakport Street and the San Francisco Bay Trail.

A Class I Path on the south side of 66th Avenue will be necessary to provide pe-

destrian and bicycle connections between the Plan Area and the San Francisco Bay Trail as well as to Sub-Area E.

- **TR Policy 5-24:** Provide a Class I Path on the east side of the Loop Road connecting Hegenberger Road with the Coliseum Way Bridge and 66th Avenue.

The proposed path would be a feature of the realigned channel and provide enhanced pedestrian connections to the Plan Area for patrons to special events that park off-site.

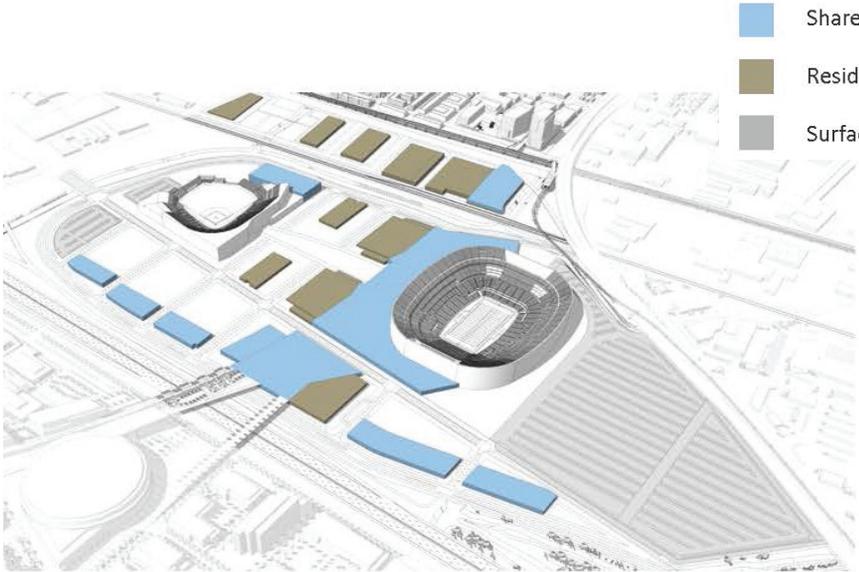
5.3.2 Bicycle Circulation

GOAL: A bicycle network with safe and efficient connections to major destinations within the Plan Area and to adjacent facilities in the City of Oakland.

Policies

- **TR Policy 5-25:** Provide bike facilities on the proposed elevated concourse connecting the Coliseum BART and Amtrak stations to the Plan Area, and provide facilities on the pedestrian promenade connecting the stadium at the concourse to the ballpark.

The proposed elevated concourse should connect biking in the Plan Area directly to quality transit serving the East Bay, San Francisco, and destinations beyond the Bay Area, including the newly built (2014) section of the East Bay Greenway, which runs parallel to San Leandro Street, from the Coliseum BART station to 85th Avenue.



- Shared Parking
- Residential/Hotel Parking
- Surface Parking

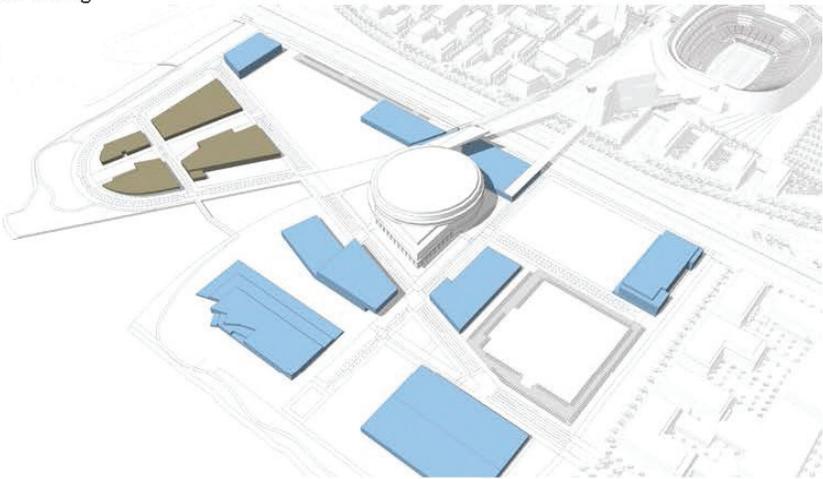


Figure 5.6: Site A Parking Locations

Figure 5.7: Site B Parking Locations



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- **TR Policy 5-26:** Provide Class II Bike Lanes from 66th Avenue into the Plan Area via Coliseum Way and continue the bike lanes through the Plan Area to its termini at the proposed Loop Road, and connect the bike lanes with the proposed pedestrian promenade and elevated concourse.

The policy would connect the Plan Area to the city's network providing residents, visitors, and employees a continuous network connecting to the City's system.

- **TR Policy 5-27:** Future development should plan for, and not preclude, a possible "BART to Bay Trail" alignment of pedestrian and bicycling access from BART to the Martin Luther King Regional Shoreline paths of the San Francisco Bay Trail.
- **TR Policy 5-28:** Incorporate bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, and other features to facilitate bicycle travel within and through the site.
- **TR Policy 5-29:** Provide ample bicycle parking supply, per City Regulations: in the public realm, supply bicycle racks and lockers in pedestrian plazas or on street corrals near transit stops and the generators of bicyclist demand; locate and design bicycle parking to minimize conflicts with pedestrians and avoid obstructions to pedestrian flow on sidewalks.

Short-term bicycle parking should be

located at, or near, the Coliseum BART station.

- **TR-Policy 5-30:** A bicycle-sharing program should be considered for the Coliseum district. One potential manager of such a bike sharing program could be a future Transportation Demand Management Agency for the Coliseum district

5.3.3 Accessibility

According to the Americans with Disabilities Act (ADA) standards, new facilities constructed by, on behalf of, or for the use of a public entity must be designed and constructed in such manner that the facility or part of the facility is readily accessible to and usable by individuals with disabilities.

GOAL: Accessibility throughout the Plan Area.

Policies

- **TR Policy 5-31:** Public purpose areas within the Plan Area shall be designed to provide for ADA access according to applicable ADA Standards for Accessible Design.

5.4 PARKING

A key challenge for urban high-density neighborhoods is providing the appropriate balance of parking given the availability of alternatives to the private vehicle. Providing inadequate parking may result in excessive circulation by drivers looking for parking, and thus requiring wider roads and discourage potential employ-

ment and visitors to the Plan Area. The parking infrastructure proposed as part of the Specific Plan incorporates the following strategies to reduce overall parking supply and maximize parking use.

GOAL: A balanced parking supply which both supports Plan Area businesses and stimulates economic growth, but which does not promote excessive driving.

5.4.1 Structured Parking

Policies

- TR Policy 5-32:** Encourage shared parking within the Plan Area to reduce the overall number of required parking spaces.

Parking should be designed to be shared by all commercial and employment uses, as well as residential uses, where feasible. An example of shared parking is offices with high parking demand during the day sharing with a restaurant whose patrons use the same spaces in the evening.
- TR Policy 5-33:** Develop and utilize centralized parking facilities without assigning parking spaces to specific uses in order to encourage a “park once” strategy.

The majority of parking spaces will likely be provided in parking garages at various locations within the Plan Area. This will allow users visiting multiple sites to park once and walk to the various destinations

within the Plan Area, reducing the number of parking spaces needed to serve the Plan Area and reducing excessive circulation.

- TR Policy 5-34:** Consider excluding parking minimum requirements in the Plan Area, particularly in Sub-Area A.

Oakland Planning Code includes parking minimums, which require a minimum exclusive parking supply for each development type. New zoning districts for the Plan Area which do not require parking minimums would allow development to optimize the parking supply based on market considerations and expected demand.
- TR Policy 5-35:** Provide structured parking at various locations within the Plan Area and provide access to the parking via the lower volume parallel streets.

Dispersing structured parking both by location and access will serve to balance the traffic demands across multiple streets, minimizing the need for multiple lanes of vehicle traffic and the interruption to automobile flow on the primary streets distributing traffic within the site.
- TR Policy 5-36:** Parking structures should also provide bicycle parking and spaces for electric vehicles, including the installation of chargers.



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5.4.2 Parking Operations

Policies

- TR Policy 5-37:** Consider creation of a Transportation and Parking Management Agency (TPMA), potentially within a Community Benefit District (CBD) to manage the on-street and off-street parking supply and use the parking revenue to fund parking operations and maintenance and improve transportation facilities in the Plan Area.

The proposed CBD should be funded through assessments of both residential and non-residential developments in the Plan Area, to provide services, such as security and maintenance, in the Plan Area. The duties of the proposed TPMA should be to manage the parking supply in the Plan Area where the parking revenue generated from on-street meters, on-street parking permits, and/or off-street parking facilities. The TPMA should also be responsible for establishing prices for parking, collecting the revenue, and using revenues to fund improvements such as new parking facilities, pedestrian, bicycle, transit, and streetscape improvements recommended in this Specific Plan, and/or maintenance, beautification and security in the Plan Area.

- TR Policy 5-38:** Encourage residential developments to unbundle the cost of parking from the cost of housing, for example, by reserving parking spaces for sale or lease separately from the cost of housing.

When parking is bundled (a parking space is included in an apartment rent or is sold with a condominium) into apartment tenant leases

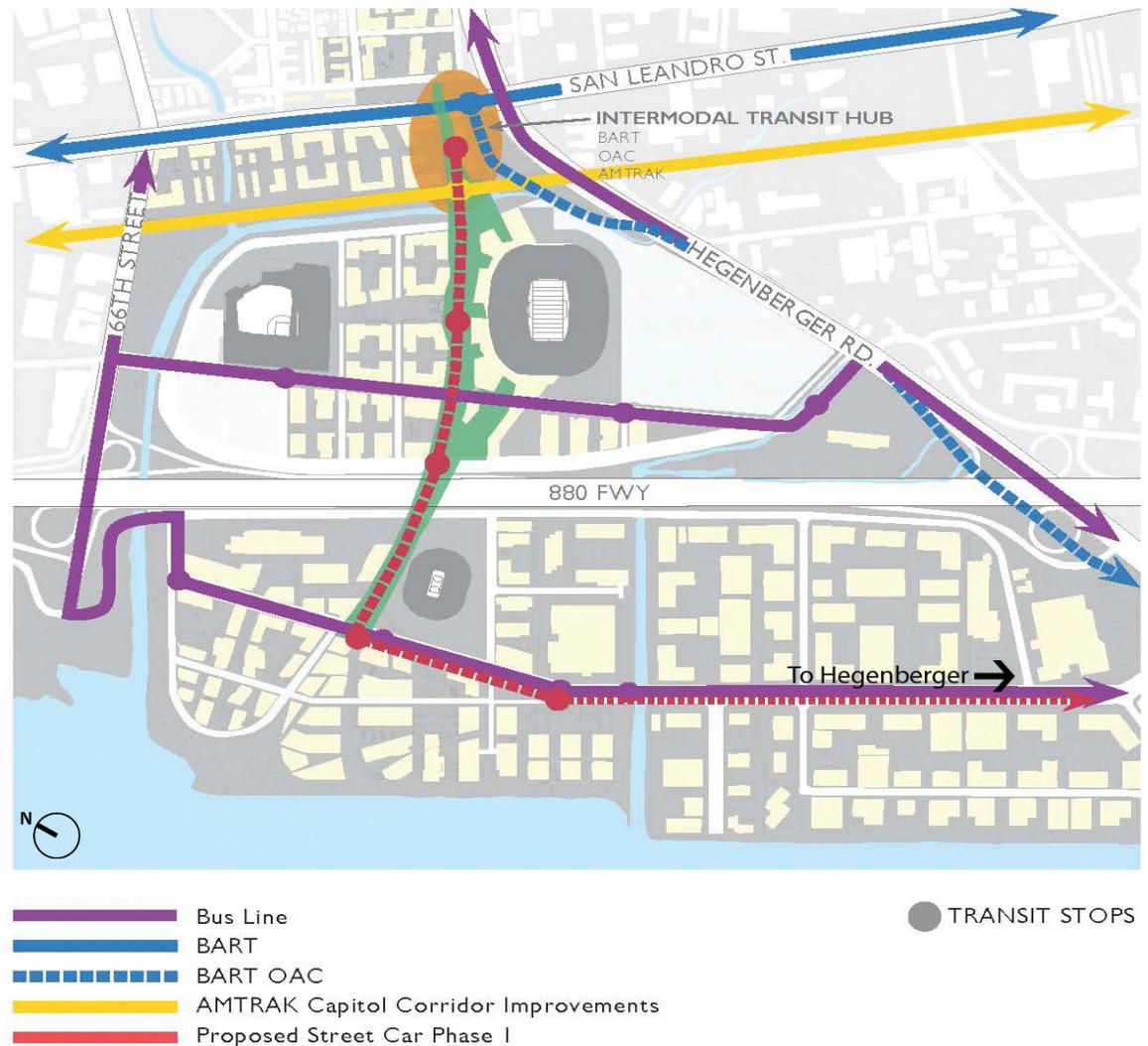


Figure 5.8: Transit Connections
(Coliseum City Master Plan Concept)

or condominium prices, the true cost of parking is hidden. However, if the parking spaces were unbundled, the rent for the apartment and for the parking space is separated. Unbundled parking would help tenants understand the cost of parking, and can also make housing more affordable by not forcing residents who do not own a car to pay for parking.

- **TR Policy 5-39:** Consider implementation of an area-wide real-time parking information system that includes parking facilities open to the public.

Through the proposed TMPA, a real-time parking information system could be incorporated into the overall design of major parking facilities, especially those serving employees, customers and visitors. The system could include electronic changeable message signs installed at parking entrances, within larger parking facilities, along the proposed Loop Road and "E" Street providing access in the area, as well as the internet, to inform drivers of the location and number of available parking spaces.

- **TR Policy 5-40:** Design structured parking in a way to allow efficient use of parking levels for attendant parking during special events.

The envisioned sport/entertainment activities will attract many visitors beyond that for a typical weekday or weekend in the Plan Area. It is unrealistic to assume that sufficient parking spaces will be provided for all event attendees because

of the substantial capital and operating cost of structured parking. Parking structure design considerations should be employed so that portions of or entire parking facilities can be attendant parked during these events; thereby, reducing the impact on the employment, commercial, and residential uses in the Plan Area.

- **TR Policy 5-41:** Consider implementation of a parking pricing strategy that encourages Plan Area employees to walk, bike, or use transit to travel to and from work.

The effectiveness of pricing strategies on parking demand varies depending on the parking fee and the cost and availability of parking in the surrounding area. Parking pricing must account for the different user groups i.e., pricing long-term parking at a higher rate than for those who park and shop for one or two hours. Parking charges can also vary by time of day such as increased during peak periods when parking demand and traffic congestion would be highest and transit service most frequent in order to discourage driving and encourage transit use.

- **TR Policy 5-42:** Promote regular turnover of on-street parking in the Plan Area to accommodate the visitor who stays one to two hours.

Providing metered on-street parking throughout the Plan Area and pricing the on-street parking at a higher rate than the off-street price will promote regular parking turnover of on-street spaces so that



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visitors to the Plan Area are able to find a convenient parking space to conduct their business.

- **TR Policy 5-43:** Monitor parking demand in the Plan Area and adjust parking pricing to optimize parking utilization.

The proposed TPMA will monitor parking demand in the parking facilities and adjust pricing to balance the parking demand across the Plan Area i.e., pricing under-utilized parking facilities at a lower rate than facilities with high-utilization.

5.5 TRANSIT AND ONSITE STREETCAR

The Specific Plan proposes an integrated system of internal circulation connections that encourages shared use, walking, bicycling and transit. The configuration of roads, entries and parking is intended to facilitate efficient access to destinations, with attractive streets defined by buildings.

Figure 5.8 illustrates key features relating to transit infrastructure as envisioned by the Coliseum City Master Plan.

GOAL: Enhanced efficiency and effectiveness of transit in the Plan Area.

Policies

AC Transit

- **TR Policy 5-44:** Collaborate with AC Transit to improve bus service to the Plan Area by either providing new routes, or altering existing routes. Although all streets in the Plan Area can accommodate

bus service, encourage provision of regular bus service along “E” Street and the incorporation of additional features into the bus network around and through the Plan Area, including locating bus stops on the far-side of intersections and improving bus stop facilities (shelters, benches, real-time transit arrival displays, route maps/schedules, trash receptacles, etc.)

- **TR Policy 5-45:** Consider the realignment of San Leandro Street, shifting the road up to 10 feet to the west, between Hegenberger Road and 66th Avenue to expand the pedestrian boarding areas for AC Transit buses.

These proposed changes, consistent with City of Oakland’s “Transit First” policy, would enhance the transit experience in the Plan Area by providing more comfortable and convenient bus stops and reducing bus travel times in the area by improving service times and reduce bus/ auto conflicts at intersections.

BART

- **TR Policy 5-46:** Coordinate revitalization efforts in the Plan Area with additional efforts by BART to enhance the Coliseum/Oakland Airport BART Station, providing a seamless and welcoming pedestrian connection to and from the BART Station including:
 - A potential extension of the existing BART platforms about 300 feet to the north so that northbound and southbound BART trains can be

staggered (or off-set) at the platform, increasing the platform capacity. Alternatively or in addition, an extended platform for southbound passengers could be built over the San Leandro Street sidewalk, which would provide two platforms for waiting passengers instead of the single one shared by riders going either direction.

- At-street station improvements could be built so both non-BART patrons and BART patrons can cross between San Leandro Street and Snell Street (requires coordination with railroad for crossing railroad right-of-way).
- The proposed elevated concourse from the Plan Area to the BART Station could be constructed toward the south end of the BART platform and the concourse extended over the BART platform 200 to 300 feet to provide multiple vertical circulation opportunities between the BART platform and the elevated concourse.
- A direct visual link between the proposed elevated concourse and the street-level access to BART should be provided so special event patrons will use both the proposed elevated concourse and the street level access to get to/from BART.

BART connects the Plan Area to the larger Bay Area region, and therefore has the potential to serve a significant mode share to the Plan Area since the station is within one-half of a mile from development in the Plan Area.

Urban Circulator

- **TR Policy 5-47:** Ensure that initial development of Sub-Area A and Sub-Area B will not preclude the possibility of an urban circulator service through the Plan Area connecting the Coliseum/Airport BART Station to Edgewater Drive and potentially the Hegenberger Road corridor.

The master plan envisions an urban circulator alignment along the proposed elevated concourse connecting the Coliseum BART station on the east side of the Plan Area with the Edgewater Drive corridor west of the freeway through Sub-Area B and Sub-Area C. The urban circulator would make the Plan Areas west of the freeway between Damon Slough and Hegenberger Road transit accessible with a short transit link to the BART station.

5.6 TRAVEL DEMAND MANAGEMENT (TDM)

GOAL: Incentives that encourage walking, biking, and transit and discourage driving for Plan Area residents, workers, shoppers, and visitors.

Policies

- **TR Policy 5-48:** Sports teams should be encouraged to provide ad hoc transit between the game venues and other transit stations, in order to avoid congestion at maximum event times.



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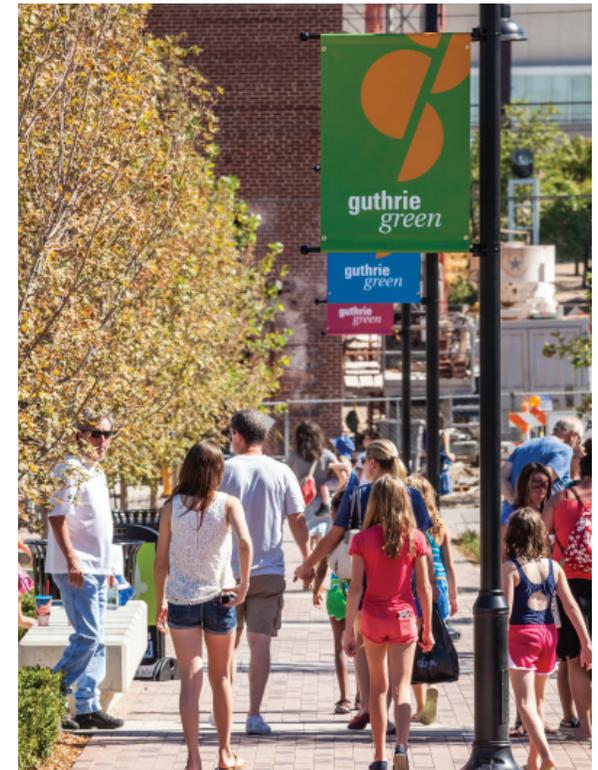
- **TR Policy 5-49:** All Travel Demand Management (TDM) efforts are to be coordinated through the proposed Transportation and Parking Management Agency (TPMA). Examples of TDM efforts include:
 - Inclusion of additional long-term and short-term bicycle parking that meets the design standards set forth in Chapter five of the Bicycle Master Plan and the Bicycle Parking Ordinance (Chapter 17.117 of the Oakland Planning Code), and shower and locker facilities in commercial developments that exceed the requirement.
 - Construction of and/or access to bikeways per the Bicycle Master Plan; construction of priority bikeways, onsite signage and bike lane striping.
 - Installation of safety elements per the Pedestrian Master Plan (such as crosswalk striping, curb ramps, count-down signals, bulb outs, etc.) to encourage convenient and safe crossing at arterials, in addition to safety elements required to address safety impacts of the project.
 - Installation of amenities such as lighting, street trees, and trash receptacles per the Pedestrian Master Plan and any applicable streetscape plan.
 - Construction and development of transit stops/shelters, pedestrian access, way finding signage, and lighting around transit stops per transit agency plans or negotiated improvements.
 - Direct on-site sales of transit passes purchased and sold at a bulk group rate (through programs such as AC Transit Easy Pass or a similar program through another transit agency).
 - Provision of a transit subsidy to employees and residents, determined by the project applicant and subject to review by the City, if the employees or residents use transit or commute by other alternative modes.
 - Provision of an ongoing contribution to AC Transit service to the area between the development and nearest mass transit station prioritized as follows: (1) Contribution to AC Transit bus service; (2) Contribution to an existing area shuttle service; and (3) Establishment of new shuttle service. The amount of contribution (for any of the above scenarios) would be based upon the cost of establishing new shuttle service.
 - Guaranteed ride home program for employees, either through 511.org<<http://511.org>> or through a separate program.
 - Pre-tax commuter benefits (commuter checks) for employees.
 - Free designated parking spaces for

on-site car-sharing program (such as City Car Share, Zip Car, etc.) and/or car-share membership for employees or tenants.

- On-site carpooling and/or vanpool program that includes preferential (discounted or free) parking for carpools and vanpools.
- Distribution of information concerning alternative transportation options.
- Parking spaces sold/leased separately for residential units. Charge employees for parking.
- Parking management strategies including attendant/valet parking and shared parking spaces.
- Ensuring tenants provide opportunities and the ability to work off-site.
- Allow employees or residents to adjust their work schedule in order to complete the basic work requirement of five, eight-hour workdays by adjusting their schedule to reduce vehicle trips to the worksite (e.g., working four, ten-hour days; allowing employees to work from home two days per week).
- Ensure tenants provide employees with opportunities to stagger work hours involving a shift in the set work hours of all employees at the

workplace or flexible work hours involving individually determined work hours.

- Parking spaces designated for electric vehicle parking including charging capabilities.
- Bicycle support facilities such as attendant bicycle parking/bike stations, and/or bike sharing/rental program for short trips within the Plan Area.
- Provide transit validation for visitors and those who attend special events and use transit to travel to the Plan Area.
- Implement a comprehensive wayfinding signage program in the Plan Area with an emphasis on pedestrian, bicycle, and parking facilities.
- Provide contributions to the urban circulator system.
- Monitor the effectiveness of various strategies, identifying new strategies and revising them when necessary.
- Maintain a website to include transportation-related data.
- Provide ongoing implementation, monitoring and enforcement to ensure the Plan is implemented and prepare an annual compliance report.





chapter 6

PUBLIC INFRASTRUCTURE AND SERVICES

IN THIS CHAPTER

- 6.1 Introduction
- 6.2 Storm Drainage
- 6.3 Potable and Non-Potable Water
- 6.4 Wastewater and Sanitary Sewer
- 6.5 Energy and Telecommunications
- 6.6 Base Flood Elevation and Sea Level Rise
- 6.7 Public Safety
- 6.8 Solid Waste Management

6.1 INTRODUCTION

The existing conditions, proposed design strategies and improvements related to the infrastructure needed to support the proposed land use within the Plan Area are described in the following Plan sections. This summary is based upon review of the available map records, the City's Geographic Information System (GIS) information, and interviews with representatives from the agencies having jurisdiction. Within the Plan Area, the City of Oakland, Alameda County Public Works and regional utility providers directly control infrastructure systems including: wastewater, storm drainage, flood control, potable water, and dry utilities, such as electricity, natural gas, and telecommunications.

Implementing the Coliseum Area Specific Plan presents an opportunity to revitalize critical backbone infrastructure and model the latest sustainable development practices. Compliance with current regulatory guidelines and the latest green building standards and design principles will enhance the environmental, economic, and ecological health of the Plan Area. Integrating improved water conservation and low impact storm water treatment measures will enable the area to be developed in a sustainable manner while minimizing environmental and ecological impacts.

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6.2 STORM DRAINAGE

Goal: Ensure that the Plan Area’s storm drainage system complies with City standards to reduce peak runoff by 25 percent as identified in the City of Oakland Storm Drainage Design Standards, and incorporates Low Impact Development (LID) elements to meet state and regional goals of post-construction stormwater management.

6.2.1 Background and Existing Conditions

The site is in close proximity to and was once part of the Oakland Estuary. During the construction operation to form the Coliseum District and project, open channels were constructed to divert Lion Creek, Arroyo Viejo Creek, Elmhurst Creek, and San Leandro Creek through the property. Within the project area, roadway bridges span each of these creeks. Within the project area, several of these open channels enter culverts at roadway and railroad crossings. Upstream of the Plan Area, all of the creeks flow in underground piped systems for long stretches.

The Federal Emergency Management Agency (FEMA) identifies waterways surrounding and through the Plan Area as containing the 100-year flood zone within their channels and San Leandro Bay. However, the Plan Area northwest of Roland Way is within FEMA-identified “Zone X,” which is defined as having 0.2% annual chance of flooding (500-year flood). Figure 6.1 shows the FEMA flood map for the Plan Area.

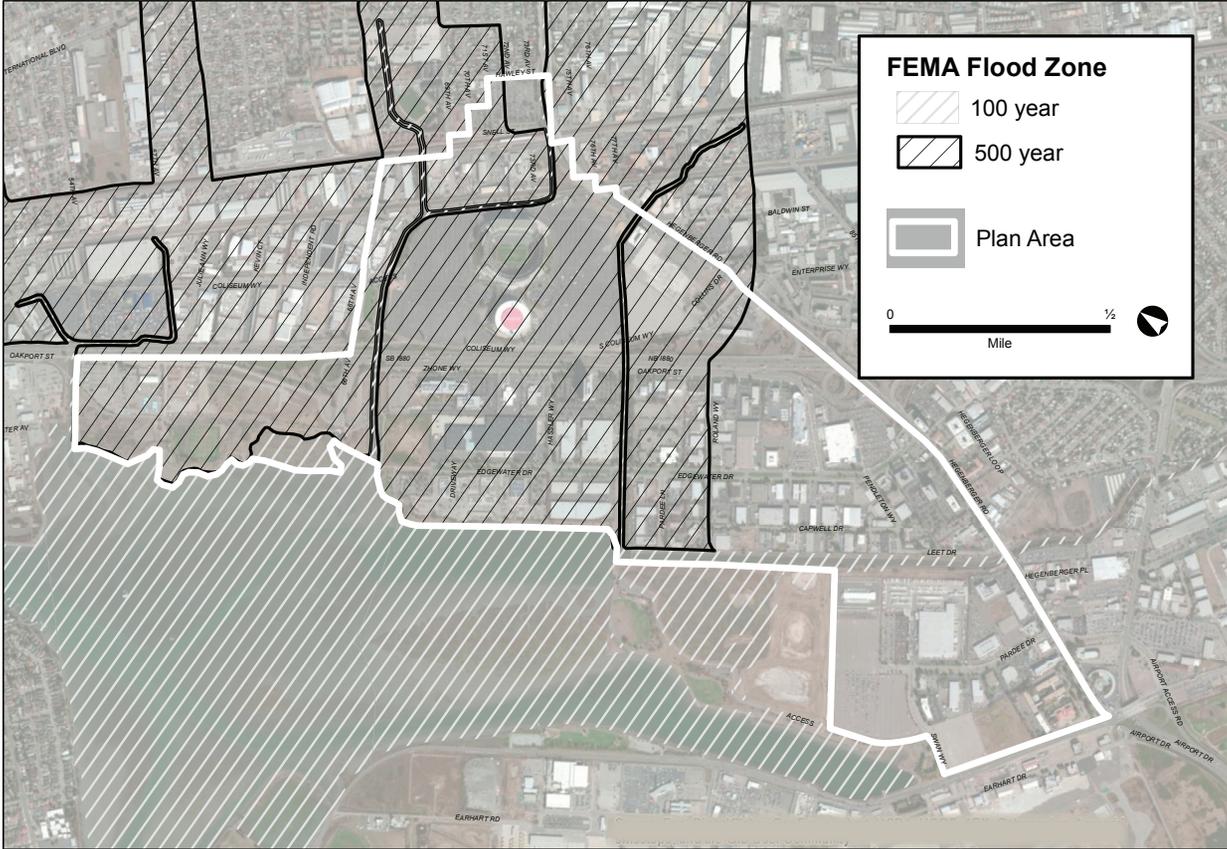


Figure 6.1: FEMA Map

The Alameda County Flood Control and Water Conservation District (ACFC&WCD) is responsible for the sections of Lion Creek (Line J), Arroyo Viejo Creek (Line K), Elmhurst Creek (Line M) and San Leandro Creek (Line P) within the Plan Area. Currently ACFC&WCD has no capital improvement plan to modify any of these creeks. (See Figure 6.2)

The City of Oakland is responsible for the operation and maintenance of the local storm drainage system in the Plan Area which includes storm drainage inlets and pipes within the existing streets. These piped storm drainage collection systems outfall into the existing creeks.

The City of Oakland's 2006 Storm Drainage Master Plan (SDMP) indicated that the City's existing storm drainage infrastructure is nearing the end of its life cycle and is generally in poor condition, primarily due to inadequate resources to keep up with maintenance. However, there are no current plans for improvements in the Plan Area.

6.2.2 Proposed Stormwater Collection and Conveyance

Given the age of the Plan Area infrastructure, future development scenarios are likely to require localized improvements to drainage inlets as part of upgrades needed for streetscape improvements. Local storm drainage infrastructure that collect and convey runoff to the major storm drain systems will likely to be reconfigured to accommodate redevelopment. New development may necessitate that storm drainage infrastructure be extended

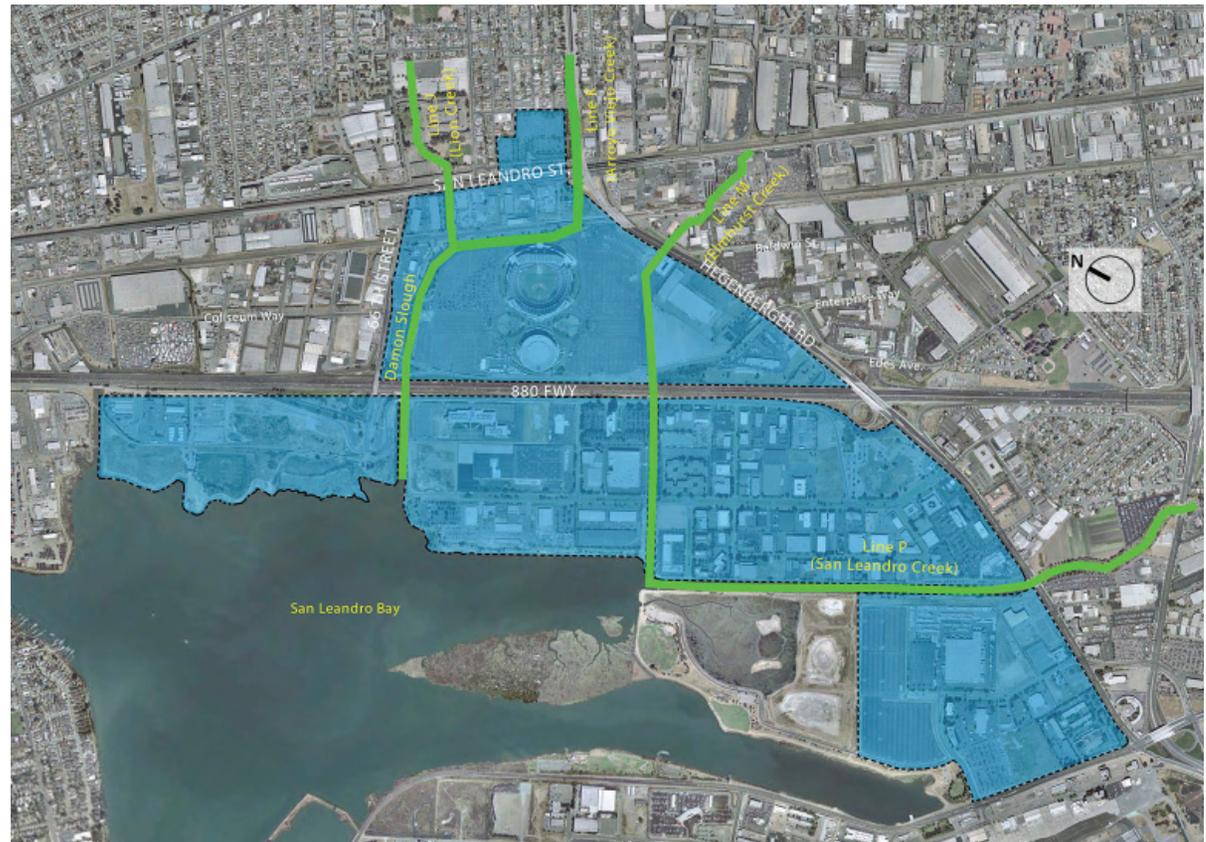


Figure 6.2: Storm Drainage Diagram

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to serve parcels if existing improvements are not currently available. Storm drainage improvements will need to comply with City of Oakland design standards and specifications, and be coordinated with the City. No significant infrastructure deficiency mitigation is anticipated in order to serve the Plan area, however streetscape improvement projects would likely incorporate measures to provide stormwater treatment.

6.2.3 Elmhurst Creek Alignment

Elmhurst Creek currently transects the Coliseum District through an open drainage channel that was constructed as part of the construction operation to form the existing Coliseum complex in the 1960's. The earthen Elmhurst Creek drainage channel (also referred to as Line M), with a 20' wide bottom and 1:1 side slopes, was not built to ACFC&WCD standards, but is now owned and operated by ACFC&WCD. Future development scenarios are likely to require the realignment of Elmhurst Creek beginning where it enters the Coliseum District at Hegenberger Road and turning north to a new connection with Damon Slough.

To meet environmental and drainage requirements, the new creek alignment is likely to have two components: 1) A new earthen channel connecting to Damon Slough, designed to convey low flow and tidal flows to and from Elmhurst Creek upstream of the realignment, and 2) An underground culvert designed as an overflow facility to convey the 100-year flow to the existing Elmhurst Creek

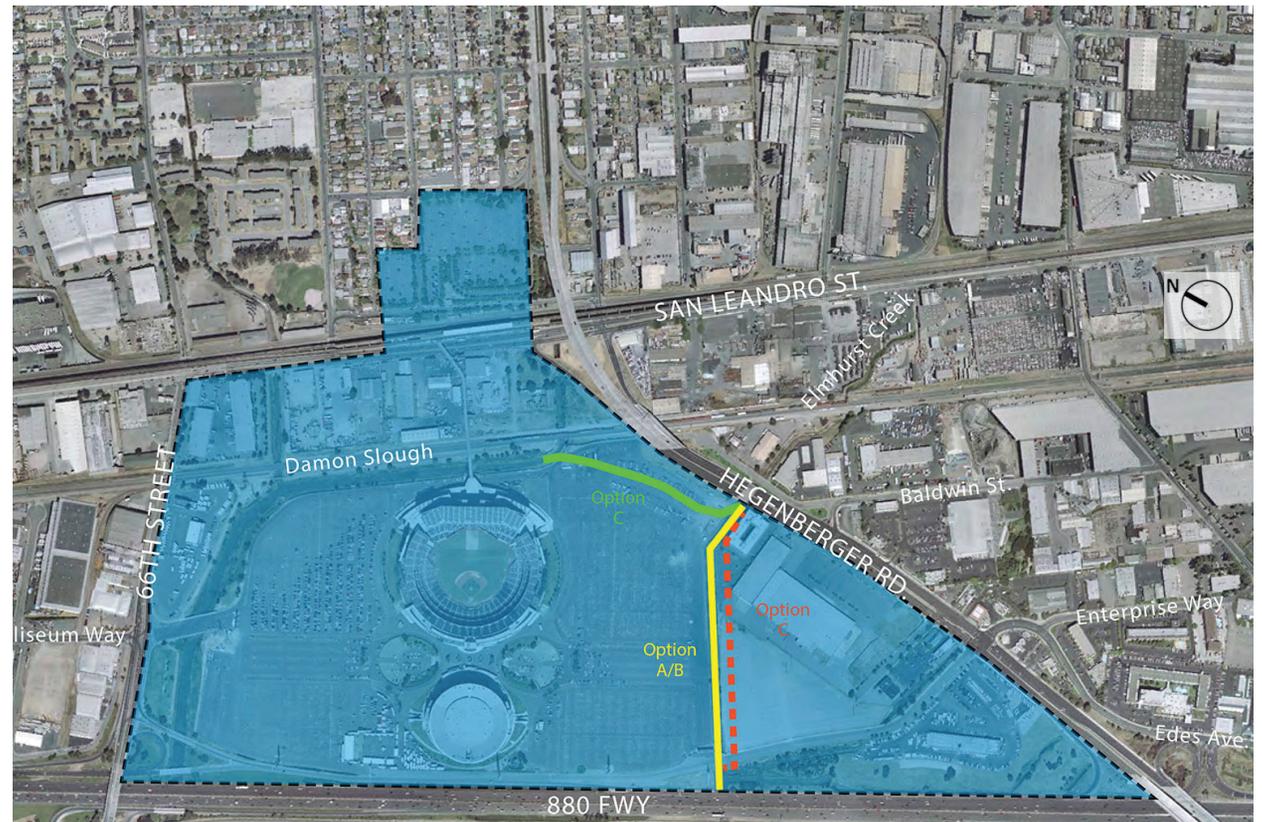


Figure 6.3: Elmhurst Creek Realignment

alignment and outlet to San Leandro Bay (See Figure 6.3). This underground culvert would act as a bypass during high flows, and will require a weir structure to be constructed at the point of the realignment.

Any new segment of earthen channel connecting to Damon Slough will be required to meet ACFC&WCD standards for earthen channels. The width of the channel would need to be determined based on a County approved watershed and drainage analysis. Side slopes for any new channel will need to be a minimum 2.5:1 (H: V). There will be a 20' minimum setback required from the top of bank on each side. This setback would also need to be an access way for ACFC&WCD maintenance.

Any new underground culvert would need to be designed to ACFC&WCD standards, and contained within an easement which will allow vehicles, pedestrians and possible landscape uses above, but not building structures.

6.2.4 Sustainable Practices for Storm Drainage – Peak Run-Off and Water Quality

Given the developed condition of the Plan Area, future development is not expected to increase either the amount of impervious surface area or the volume of stormwater runoff. However, if the Plan Area is to achieve the Specific Plan's goal of reducing peak runoff by 25 percent, new development will need to incorporate design strategies to increase pervious areas and/or add stormwater detention facilities.

New development within the Plan Area should seek to add pervious area in both the public and private realm through the introduction of additional landscaping, open space, or permeable paving, where feasible. The use of underground detention may also be considered in-lieu of or in combination with increased landscaping and pervious surfaces. Since new development in the Plan Area will occur incrementally and the availability of park and open space areas is limited, private development will need to consider peak runoff management as an individual site-by-site requirement. The feasibility of reducing peak runoff by 25 percent (25%) on a site-by-site basis may be constrained by factors such as aesthetic design issues, space constraints, construction budget implications, environmental and geotechnical constraints, and on-going maintenance commitments, and will require coordination with the City to determine an acceptable goal for reducing peak run-off.

New development in the Plan Area will need to implement storm water treatment (as required by Provision C.3 of the Alameda Countywide Clean Water Program). The Regional Water Quality Control Board (RWQCB) has adopted C.3 storm water quality regulations as part of the "California Regional Water Quality Control Board San Francisco Bay Region Municipal Regional Stormwater NPDES Permit (MRP) Order R2-2009-0074 NPDES Permit No. CAS612008, November 28, 2011." The MRP integrates Low Impact Development (LID) regulations to illustrate concepts that

serve as potential solutions and design guidance for incorporating storm water quality measures into the redevelopment blocks.

By applying LID techniques, the MRP encourages infiltration, evapotranspiration, and storm water runoff reuse, but recognizes that site constraints may dictate the use of landscaped-based treatment measures, as an alternative means of compliance. Landscape-based treatment measures both improve storm water runoff quality and limit the impact of runoff on the receiving bodies of water. Treatment options vary from "site-by-site" improvements at individual building sites to "communal" concepts such as storm water treatment wetlands within large park areas or taking advantage of street landscaping. Since development in the Plan Area will occur incrementally and the availability of park areas is limited, new development is more suited for site-by-site treatment measures. Development will need to consider stormwater treatment design options early in the design process to ensure building and public realm designs can accommodate treatment measures required to meeting the MRP.

The design of public right-of-ways provides opportunities to implement larger communal treatment options that also contribute positively to the character of the public streetscape. The design of Plan Area streets should seek to reduce stormwater runoff, improve the quality of stormwater runoff entering existing storm drain infrastructure and downstream receiving water bodies. There are a number of stormwater management practices

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that can promote this: permeable paving in on-street parking area; rain gardens or bioretention areas in sidewalks, bulb-outs, landscape strips, and street tree wells as detention basins. Storage and re-use of stormwater for irrigation purposes within the public right-of-way may also be considered; however, this is not a common practice in public streets.

Generally, stormwater quality should be treated separately between the private and public realms. For example, if public and private improvements were to merge stormwater quality treatment, the responsibilities will not be as clearly defined in terms of maintenance and costs. However, the Plan Area could present an opportunity for private developers and the City to collaborate on pilot programs that implement stormwater quality control measures that serve private development within the public right-of-way.

6.2.5 Stormwater Policies

- **PI Policy 6-1:** New development projects should reduce the amount of site runoff by 25% from the existing pre-project condition. This can either be done onsite through increased pervious areas, reuse or infiltration, or it can be achieved regionally as part of a master plan for storm water management.
- **PI Policy 6-2:** Existing public storm drain infrastructure should be replaced or improved to current standards for streetscape projects (replacing or significantly improving existing roadways) or projects that are constructing new

public roadway.

- **PI Policy 6-3:** All projects should comply with current MRP C3 guidelines for constructing permanent storm water treatment measures.

6.3 POTABLE AND NON-POTABLE WATER

Goal: Reduced per capita water demand for new development as a result of incorporating conservation measures into all public and private improvements as required by California building code, CalGreen and City of Oakland Green Building Ordinance for Private Development Projects.

Goal: The eventual use of recycled water from an EBMUD treatment facility to supplement and reduce demand for potable water supplies. However, EBMUD has no current plans for providing recycled water to the plan area.

6.3.1 Background and Existing Conditions

The East Bay Municipal Utility District (EBMUD) owns and operates water supply and distribution infrastructure within the Plan Area. EBMUD provides water service to approximately 1.3 million people in a 331 square-mile area to portions of Contra Costa and Alameda Counties including the City of Oakland. EBMUD's 2010-2011 Biennial Report states that in 2010, the average daily water production for EBMUD's service area was approximately 174 million gallons per day (mgd). EBMUD's 2010 Urban Water Management Plan had projected customer demand to be 251 mgd in 2010, 266 mgd in 2015, 280 mgd in 2020 and 291 mgd

in 2025. With these increases, EBMUD may not always be able to meet customer demand during multiple year droughts. In response, EBMUD is active in identifying supplemental water supplies, recycled water programs, and continued implementation of water conservation.

The Plan Area is served by EBMUD's Central Pressure Zone, which ranges in elevations between 0 and 100 feet. Based on EBMUD base-maps, the plan area is served by water mains located in most roadways. The public (EBMUD) water mains range in size from 8" to 12", with a section of 16" crossing I-880 in Hegenberger Road. The Coliseum District is served on the west side by the 12" main in Oakport Street with a 12" service lateral crossing I-880 to the Coliseum District. On the east side, the Coliseum District is served by the 12" main in San Leandro Street with an 8" service lateral entering the site from 73rd Avenue, crossing under the Union Pacific Railroad right-of-way and the Arroyo Viejo.

6.3.2 Potable and Non-Potable Water Supply and Demand

Projected development in the Plan Area will increase the average daily water flow over existing levels, although the extent is not yet determined as existing numbers are being prepared by EBMUD. The new California State Green Building Code, CalGreen, effective January 1, 2011 and adopted by the City of Oakland October 2010, is expected to mitigate projected water demands by the Plan Area to some extent with the implementation of these

sustainable conservation efforts.

Projected development in the Plan Area is not currently included in EBMUD's long-range water supply planning for future growth in Oakland. The City of Oakland has requested that EBMUD prepare a Water Supply Assessment (WSA) for the entire Plan Area. It is anticipated that development of the Plan Area will require expansion of existing water facilities beyond those existing.

Given the age of the water infrastructure in the Plan Area, it is likely that distribution mains will need to be upgraded to comply with current EBMUD design standards and the California Fire Code.

EBMUD's Policy 9.05 requires that customers use non-potable water, including recycled water, for non-domestic purposes when it is of adequate quality and quantity, available at reasonable cost, not detrimental to public health and not injurious to plant, fish and wildlife to offset demand on EBMUD's limited potable water supply.

The Plan Area is located within EBMUD's San Leandro Recycled Water Project serving Alameda's Golf Courses and other sites. The size and nature of the proposed development will present several opportunities for the use of recycled water for landscape irrigation, commercial and industrial process uses, toilet and urinal flushing in sports arenas and other applications. As part of the long term water supply planning, EBMUD will be investigating expansion of the existing recycled water infrastructure or construction of a localized satellite facility that treats onsite wastewater

to provide recycled water to the Plan Area. The existing San Leandro Recycled Water Project could potentially expand in the future should the treatment level be upgraded to a tertiary level and if additional distribution pipelines are extended towards the project's area. EBMUD has recommended that the City and developers maintain continued coordination and consultation with EBMUD as they plan and implement the various projects as identified within the Plan Area regarding the feasibility of providing recycled water for appropriate non-potable uses.

6.3.3 Water Treatment, Storage and Distribution

EBMUD's Water Supply Assessment (January 28, 2014) indicates EBMUD's ability to serve the project. Water infrastructure distribution within the Plan Area will likely require replacement on a phase-by-phase basis due to the age of the existing pipelines, their suitability to serve portions of the project based on domestic and fire water demand, and/or their location. Where new streets are planned, water mains should be extended to serve the ultimate needs of the development.

6.3.4 Sustainable Practices for Potable and Non-Potable Water

To achieve a balance between increased water demands due to population growth and increasingly limited water supplies, implementing water conservation measures is critical to ensuring that potable water sources are available to future generations. Introducing water conservation measures comes with the

added benefit of potentially reducing energy costs and impacts to the environment. California State Building Codes, CalGreen and the City of Oakland's Green Building Ordinance, adopted October 2010, are measures that will require new development to decrease water demands. Section 31 of EBMUD's Water Service Regulations, revised in 2013, now requires that water service shall not be provided for new or expanded service unless all the applicable water-efficiency measures described in the regulation are installed at the project sponsor's expense. The EBMUD Watersmart Guidebook and Alameda County Bay-Friendly Landscape Guidelines help identify water conservation measures for specific building uses, building systems, and landscape area to be considered.

Additionally, the City of Oakland's Green Building Ordinance, allows for the use of greywater in building plumbing systems. Greywater is wastewater that has not been contaminated by any toilet discharge, such as bathroom sink and shower outflows, that has been treated to the extent required by the California Code of Regulations using the required disinfected tertiary treatment criteria for indoor plumbing use. For irrigation, a greywater system must be permitted and comply with the California Plumbing Code. A greywater system will decrease wastewater entering the sewer collection system and reduce the Plan Area's reliance on potable water supply. However, a greywater system may be considered cost prohibitive because individual developments will need to install dual plumbing systems internal to the proposed buildings.

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Given water conservation incentives from East Bay Municipal Utility District (EBMUD) and the long period of projected build out of the Specific Plan Area, planning for future use of recycled water in new development will be encouraged to accommodate recycled water use. Design considerations for new development may include dual plumbing in buildings and irrigation systems constructed to recycled water standards that can be temporarily served by a potable source and connected to the recycled water system available by EBMUD's nearby San Leandro Recycled Water Project when it is connected.

6.3.5 Potable and Non-Potable Water policies

- **PI Policy 6-4:** Incorporate water conservation measures into all public and private improvements and development, as required by California building code, CalGreen and City of Oakland Green Building Ordinance.
- **PI Policy 6-5:** Explore potential with EBMUD to provide recycled water to the plan area, particularly for landscaping.

6.4 WASTEWATER and SANITARY SEWER

Goal: Sustainable sewage design that accommodates projected growth and limits storm water entering the sewer collection system within the Plan Area.

6.4.1 Background and Existing Conditions

The City of Oakland is responsible for oper-

ation and maintenance of the local sanitary sewer collection system within the Plan Area, while East Bay Municipal Utility District (EBMUD) is responsible for operation and maintenance of interceptor lines and the treatment of sewage. The nearest EBMUD interceptor line to the Plan Area runs south to north through it. The South Interceptor is a 63" RCP line within a 25' easement. It enters the east side of the Plan Area from the Oakland Airport near the intersection of Swan and Doolittle. Then traveling northeast, it enters Hegenberger near the intersection with Leet. It then follows Hegenberger Road across I-880, then turns north, transecting the Coliseum property where it leaves the Plan Area at the 66th Avenue entrance to the Coliseum District. (See Figure 6.4)

This South Interceptor line will need to remain in place and in operation at all times. Roads, surface parking, pedestrian areas and landscape elements can be constructed within this easement, but building structures will be prohibited. EBMUD has indicated there is sufficient dry-weather capacity to serve the future development within the Plan Area. Existing wet weather capacity is currently not sufficient and is under review by EBMUD.

The City's sewer collection system collects wastewater and conveys it to the EBMUD interceptor lines. Within the City, this system is separated into basins and sub-basins with over 1,000 miles of pipes ranging in size from 6-inches to 72-inches, 31,000 structures and seven pump stations. The majority of the City's sewer infrastructure is over 60 years old.

Thus, these systems are susceptible to Inflow & Infiltration (I&I). I&I is primarily the result of storm water and/or groundwater entering the sanitary sewer system through fractured sewer pipes, defective pipe joints, manholes and unpermitted storm drain connections, and it contributes to sewer pipes exceeding capacity during wet weather events. The City's policy for new development within the Plan Area will be for all existing sewer mains to be replaced with new infrastructure to alleviate the I&I problem.

6.4.2 Wastewater Generation & Treatment

Sanitary sewer treatment is provided by the EBMUD Main Wastewater Treatment Plant (MWWTP) located at the eastern end of the San Francisco-Oakland Bay Bridge. Treatment capacity for the Plan Area is not likely to be an issue as EBMUD's 2010 Urban Water Management Plan states that the MWWTP is currently operating at 39 percent of its 168 million gallons per day (mgd) capacity in dry weather.

However, wet weather flows are a concern. EBMUD has historically operated three Wet Weather Facilities to provide treatment for high wet weather flows that exceed the treatment capacity of the MWWTP. On January 14, 2009, due to Environmental Protection Agency's (EPA) and the State Water Resources Control Board's (SWRCB) reinterpretation of applicable law, the Regional Water Quality Control Board (RWQCB) issued an order prohibiting further discharges from EBMUD's Wet Weather Facilities. In addition, on July 22,

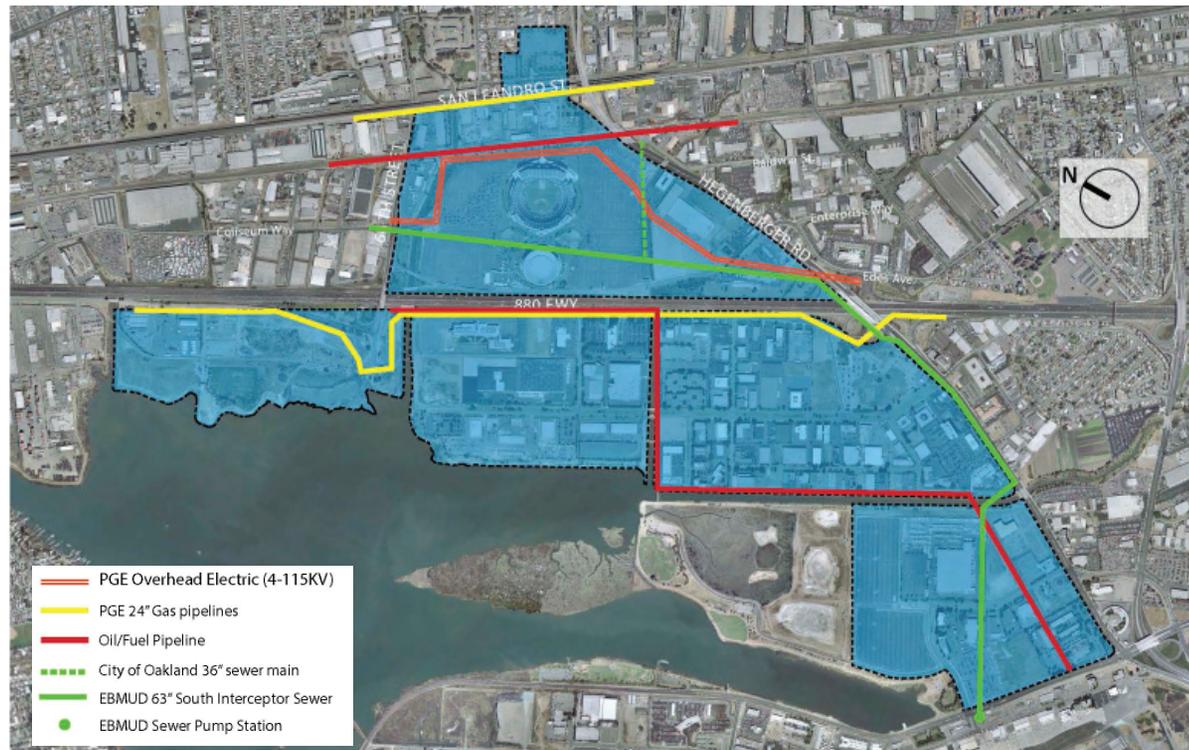


Figure 6.4: Utility Backbone Diagram

2009, a Stipulated Order for Preliminary Relief issued by EPA, SWRCB, and RWQCB became effective. This order requires EBMUD to perform work that will identify problem infiltration/inflow areas, begin to reduce infiltration/inflow through private sewer lateral improvements, and lay the groundwork for future efforts to eliminate discharges from the Wet Weather Facilities.

Currently, there is insufficient information

to forecast how these changes will impact allowable wet weather flows in the individual collection system sub-basins contributing to the EBMUD wastewater system, including the sub-basin in which the Plan Area is located. It is reasonable to assume that a new regional wet weather flow reduction program may be implemented in the East Bay, but the schedule for implementation of such a program has not yet been determined.

6.4.3 Wastewater Collection and Conveyance

The Plan Area is located in Basins 83, 84, 85, and 87 of the City collection system, and includes sub-basins 83001, 84001, 84002, 84101, 85001, and 87002. Based on discussions with the City, Inflow and Infiltration (I&I) rehabilitation projects have been performed in 84002, which resulted in the slip-lining of the 36\"/>

Due to the projected increase in sewer demand, existing sewer lines will mostly be replaced and upsized. New connections to the EBMUD South Interceptor may be required. EBMUD has an application process for approving City of Oakland connections to the interceptor lines.

6.4.4 Sustainable Practices for Wastewater

Given the age of the Plan Area infrastructure, it is likely that the existing sanitary sewer building service connections are old and susceptible to I&I. Redevelopment will allow for installation of new service connections that will help reduce the volume of I&I and update services to comply with the City of Oakland Sanitary Sewer Design Guidelines.

Maintenance and upgrades to the City's aging and deteriorating sewer system is being addressed by the City's capital improvement

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program (CIP). However, funding is limited and the City addresses only the highest priority projects that have ongoing overflows, backups and/or collapsed pipes. There are currently no CIP projects identified in the Plan Area.

The City of Oakland Master Fee Schedule authorizes the assessment of the Sewer Mitigation Fee to all new developments or re-developments that have a growth rate greater than 20 percent of existing capacity. This fee represents a development's buy-in for the cost of City improvements identified in the City's 25-year development plan. The Fee is site-specific to each development and based on the flow rate increase to existing land use changes. Developers typically pay their Sewer Mitigation Fees during the construction permit process, prior to issuance of a building permit. The Sewer Mitigation Fee typically contributes to replacing pipes that will increase capacity to the local collection system or reduce I&I in existing lines.

6.4.5 Policies for Wastewater Conveyance

- **PI Policy 6-6:** New development projects should replace or remove all existing sanitary sewer lateral lines serving the site, to reduce infiltration/inflow.
- **PI Policy 6-7:** Projects should replace or renovate to current standards public collection mains along the project frontage, or within the roadway for streetscape or roadway replacement projects.

6.5 ENERGY AND TELECOMMUNICATIONS

Goal: Overhead communication and electric utilities conveyed throughout the Plan Area should be undergrounded for public safety and aesthetic purposes.

6.5.1 Background and Existing Conditions

Pacific Gas and Electric (PG&E) owns and operates both transmission and distribution lines for gas and electricity serving and passing through the Plan Area. Comcast and AT&T own and operate the main cable and telecommunication infrastructure within the Plan Area. The overhead electric transmission lines and underground gas transmission mains are contained within easements crossing the Plan Area (See Figure 6.4).

6.5.2 Distribution of Electricity and Natural Gas

Pacific Gas and Electric Company (PG&E) owns and operates gas and electric service within the City of Oakland, including the Plan Area. PG&E has stated that there are no known capacity limitations within the electrical and gas system within the Plan Area. However, given the age of the Plan Area infrastructure, it is likely that electrical and gas service laterals for new development will need to be upgraded to comply with current PG&E design standards.

6.5.3 Transmission Overhead Electricity and Gas Pipelines

Electric: Pacific Gas and Electric Company (PG&E) owns and operates two dual circuit

115kV overhead transmission mains that bisect the site. These lines are currently within a 90' easement. Proposed development will likely require the relocation or undergrounding of these high-tension overhead lines. Undergrounding of these existing power lines would require a minimum 75' wide easement with access points. Each circuit (four total) would call for an underground concrete duct bank with a minimum 15 feet separation between circuits.

Gas: PG&E owns and operates two 24" gas transmission pipelines that pass through the plan area. The first, Line 153, runs parallel and just to the west of I-880 in Oakport Street. A service lateral from this line passes under I-880 to supply gas service to the Coliseum District. The second, Line 105, runs parallel and just west of the BART right-of-way, within San Leandro Street. Proposed development is not likely to be in conflict with these existing locations. Relocation is not anticipated.

Fuel Pipelines: The US Department of Transportation's National Pipeline Mapping System (NPMS) indicates a jet fuel or oil pipeline located within the Union Pacific Railroad right-of-way. This pipeline stays within the UPRR right-of-way while crossing the Plan Area before heading west to Oakland Airport south of the Plan Area. City of Oakland map records indicate a 10" Shell Oil pipeline running from Oakport Street, west along Elmhurst Channel to San Leandro Channel, and then transecting the land parcel running parallel to Hegenberger. (See Figure 6.4)

6.5.4 Telecommunications

AT&T and Comcast own and operate communication facilities within the Plan Area. AT&T and Comcast provide communication services including telephone, television, and high speed internet. AT&T also provides wireless phone services. AT&T and Comcast are required by the California Public Utilities Commission to anticipate and serve new growth. AT&T and Comcast continuously add new facilities and infrastructure to conform to regulations and tariffs as needed to meet customer demand in the City.

6.5.5 Utility Relocation and Undergrounding

Consistent with Policy N12.4 of the City's Land Use and Transportation Element (LUTE) of the General Plan and the Oakland Planning Code³, design guidelines will require all new electrical, telephone, cable and related distribution lines in the Plan Area to be undergrounded. Regarding existing overhead lines, future development is required to underground existing overhead lines running along the street of the development frontage only. This may result in streets with both overhead and underground lines. To fully underground all existing overhead utility lines within the Plan Area, the City may need to coordinate with developers and utility agencies to make sure that remnant segments of overhead lines do not remain after most new development has been completed.

High-tension overhead electric transmission lines are not required to be undergrounded

by PGE or City policy. Proposed development will likely require the relocation of these high-tension overhead lines. Four options for relocation of the PGE transmission lines have been considered conceptually (See Figure 6.5).

6.5.6 Policies for Energy and Communications Utilities

- **PI Policy 6-8:** Overhead public utilities should be undergrounded as part of the overall master development plan for streetscape, roadway replacement, or new roadway construction.

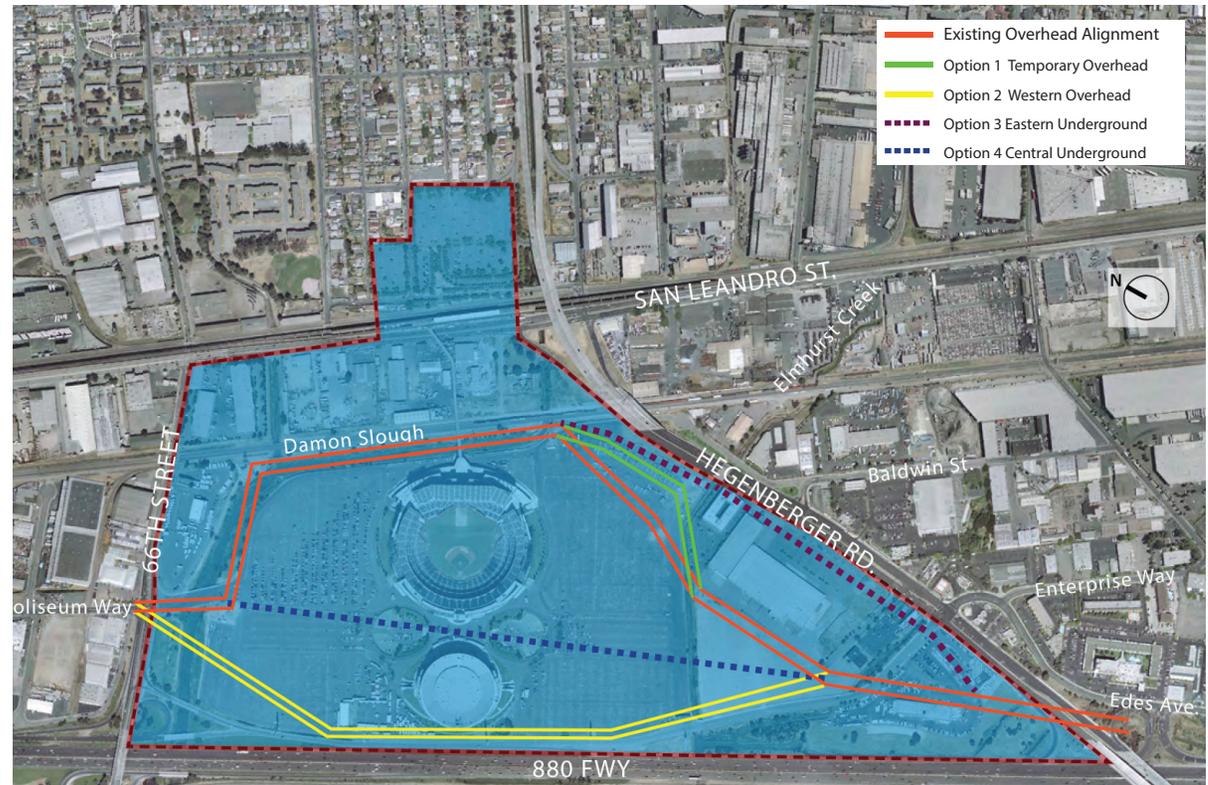


Figure 6.5: PG&E Diagram

³ Oakland Planning Code, Section 17.142.110 G.

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- **PI Policy 6-9:** New development projects should underground all onsite service laterals.

6.6 BASE FLOOD ELEVATION AND SEA LEVEL RISE

Goal: New development will take into account projected Sea Level Rise (SLR).

6.6.1 Sea Level Rise Background

Recent studies on sea level rise (SLR) in the Bay Area project that sea level rise could be as much as 16 inches by 2050 and 55 inches by the year 2100. Of particular relevance to the Plan Area is a recent evaluation of sea level rise prepared for Treasure Island (*Treasure Island Development Project, Planning For Sea Level Rise, Moffett & Nichol, 2008*). This study recommended an adaptive management strategy including the following measures:

- **PI Policy 6-10:** Construct building pads and vital infrastructure at elevations 36 inches higher than the present day 100-year return period water level in the Bay, and add a 6 inch freeboard for finish floor elevations of buildings;
- **PI Policy 6-11:** Construct the storm drainage system to be gravity drained for SLR up to 16 inches and pumped thereafter;
- **PI Policy 6-12:** Build a shoreline protection system to accommodate a midterm rise in sea level of 16 inches, with development setbacks to allow for adaptation for higher SLR; and

- **PI Policy 6-13:** Establish an Adaptive Management Strategy with a longterm funding mechanism to protect against at least 55 inches of SLR, and even higher.

6.6.2 Policies to address Sea Level Rise

- **PI Policy 6-14:** A sea level rise strategy for the Plan Area should be prepared as part of the City's updates to the Energy and Climate Action Plan.
- **PI Policy 6-15:** The sea level rise strategy should include at least the following elements:
 - Address an 16 inch SLR above current Base Flood Elevation (BFE) for mid-term (2050) planning and design (2050 BFE);
 - Provide an adaptive approach to addressing SLR greater than 18 inches;
 - Design gravity storm drain systems for 16 inches of SLR; and
 - Provide an adaptive management strategy to protect against long-term SLR.

6.7 PUBLIC SAFETY

This section provides an overview of fire and police protection provisions for the project. Additional information can be found in the Draft EIR.

6.7.1 Fire Protection

The Oakland Fire Department (OFD) provides

fire protection (prevention and suppression), and local emergency response (rescue, hazardous materials response, and first responder emergency medical) services to the Plan Area and vicinity. Battalion 4 serves East Oakland.

The OFD operates 25 fire stations. Fire Station 27 is located within the Plan Area at 8501 Pardee Drive at Hegenberger Road. Station 27 is staffed daily by eight firefighters, two of which are paramedics and the remaining emergency response technicians (EMT). Station 27 has an engine for fire suppression.

In addition, several other stations are in near proximity to the Plan Area:

- Station 29 is located at 1061 66th Avenue, just north of Sub-Area A and a half-mile from the Coliseum BART station;
- Station 20 is located 1401 98th Avenue, around two miles southeast of Coliseum BART station; and
- Station 22 is located at the Oakland Airport at 751 Air Cargo Road, about two miles from Sub-Area D. The Aircraft Rescue and Firefighting (ARFF) Crash Unit operates out of this station.

6.7.2 Police Protection

The Oakland Police Department (OPD) provides police services throughout the city. The Port of Oakland obtains City services, including police protection, through annual payments to the City. The Port also provides private security at its truck parking facility.

OPD is headquartered at 455 7th Street in

Downtown Oakland. OPD also operates from the Eastmont Substation at 73rd and Bancroft Avenues, located less than 1.5 miles north-east of Sub-Area A. OPD has indicated that this substation is at full capacity and has no ability to physically expand. The OPD Communications Center is located at 7101 Edgewater Drive, in the City Corporation Yard, which is within Sub-Area B of the Plan Area.

The Coliseum BART station is patrolled by BART Police. The Alameda County Sheriff's Office patrols the Oakland International Airport, just outside of the Project Area.

Given the capacity issues at the nearest Police Substation, if a need for a permanent on-site police presence is required, the new development should provide for a Police Substation within the Plan Area. In addition, the relocation of the OPD Communications Center would be required as part of the redevelopment of Sub-Area B.

6.8 SOLID WASTE MANAGEMENT

Goal: future development, to adhere to the principles of sustainability and environmental protection, will further the City's Zero Waste goals.

Waste Management of Alameda County (WMAC) collects non-hazardous waste in Oakland. The City's Franchise Agreement for Solid Waste and Yard Waste Collection and Disposal Services with WMAC will expire on June 30, 2015 and will be replaced with new service agreements that begin July 1, 2015. Services currently include collection of non-hazardous

waste from residential, commercial and industrial properties.

In 2012, Oakland residents, businesses and development projects sent a total of 284,000 tons of non-hazardous waste to landfills. The City of Oakland demonstrated its leadership in waste reduction by adopting a Zero Waste goal to reduce the annual tons of waste directed towards landfills from the then-current 400,000 tons to 40,000 tons annually by the year 2020. In 2012, the City of Oakland initiated a process to procure a new generation of zero waste services for residents and businesses to replace the franchise services that expire in 2015.

- **PI Policy 6-16:** Construction operations, businesses, and residents within the Plan Area will participate in the City's recycling programs, in order to minimize the amount of solid waste that is sent to landfills. Specifically, projects within the Plan Area must comply with Oakland's ordinances: Construction and Demolition Debris Recycling, Recycling Space Allocation; Alameda County Mandatory Recycling, as well as the State of California mandatory recycling statutes, which support the City's Zero Waste goal
- **PI Policy 6-17:** Development should adhere to the principles of sustainability and resource consideration, future development in order to further the goals of the City to reduce solid waste.



chapter 7

IMPLEMENTATION AND ADMINISTRATION

IN THIS CHAPTER

- 7.1 Introduction
- 7.2 Phasing
- 7.3 General Plan and Zoning Changes
- 7.4 Subsequent Private Development Processes and Permits
- 7.5 Infrastructure Cost Estimates
- 7.6 Public & Private Financing Strategies
- 7.7 Compliance with CEQA

7.1 INTRODUCTION

This chapter sets forth the implementation strategies and actions to be undertaken by the City, other responsible agencies and private developers (including a Master Developer, but potentially also including individual developers of separate components of the Plan) in order to achieve the development envisioned in the Specific Plan.

7.2 PHASING

Phasing plays a key role in the programming and physical development of this long-term, multi-use Project. Each phase must be flexible yet stand on its own, while accommodating future expansion and intensification of development activities.

The Specific Plan assumes:

- Initial phasing assumes that one or more sports anchors will be able to complete construction by the 2019 seasons. This initial phase would also require an initial increment of development which includes retail, hotel and residential along the concourse pedestrian connector. It is also envisioned that significant improvements to the transit hub would be a critical element of the success of this first phase of development.

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- Subsequent phases of development would continue the expansion of the Ballpark District to create a mixed-use community that includes primarily retail, residential and hotel use. This development supports both the expanded fan experience during game days, and establishes a viable new urban district that is critical for the private finance of the new stadium.

Figure 7.5 illustrate the potential phasing for full buildout potential land use scenarios.

7.2.1 Phasing Goals and Policies

Goal: Provide project phasing that establishes a strong initial character for the project, maximizes opportunities for retention of sports teams, and supports logical and cost-effective infrastructure investments.

Policies

- Early phase projects should be configured and designed to establish a strong and appealing sense of place and to provide a high level of amenity features.
- To the extent possible, the first phase should be concentrated within Sub-Area A in order to establish a “critical mass” that facilities opportunities for new sports/entertainment venues and makes best use of transit access.
- Project phasing should allow for logical and cost-effective construction and extension of infrastructure.

Phasing should coordinate levels of development intensity with required infrastructure including improvements to transportation, utilities, and services.

- Development within each Sub-Area may be phased independently, allowing infrastructure improvements to be implemented over time, based on market growth and demand.
- Phasing should allow the existing Coliseum to remain operational during the construction phase.
- The first phase of retail entertainment should be an integral part of the elevated concourse pedestrian connector.
- The development of the Ballpark District should be concurrent with the development of the new sports venues. This will require the existing stadium be removed as the new venues are being built. Mixed-use element of the program surrounding the event plaza linking the new stadium and new ballpark should be phased as an integral part of the retail/entertainment zone.

The phasing plans shown in **Figures 7.1 - 7.5** are intended to guide efficient staging of development. However, phasing may be modified to respond to changing market conditions and development opportunities, provided that adequate onsite and offsite infrastructure improvements are made available to accommodate the pace of development, and the impacts of the project do not exceed the levels analyzed by the EIR.

- Development of the Plan Area in excess of thresholds identified by the Specific Plan and EIR would be subject to the appropriate additional environmental review and certification, including any required mitigation measures.
- Parking facilities and parking management/transportation management strategies should be phased to serve the needs of development areas within the Plan Area and the nearby major entertainment uses. Phasing of parking is addressed further in Section 5.4.

7.2.3 Proposed Phasing

The Plan Area’s framework of parcels (see Figures 7.1 - 7.5) allows flexible development of the site over time. Each phase proposes a level of development that can be accommodated by the associated onsite and offsite infrastructure capacity. The intent of proposed phasing is to establish the ability to intensify land uses over time through structured parking and transit solutions that allow for urban densities and transit-driven development.

Phasing is contemplated according to the following approximate timeline, which is subject to change depending on market conditions and development opportunities. The above figures summarize phasing of development uses and related infrastructure. The information in this chapter may be subject to change as more detailed plans and specifications are developed as part of the design and Development process.



First elements to be developed are the Sports and Entertainment Venues, TOD site & Transit Hub.

Figure 7.1: Phase 1



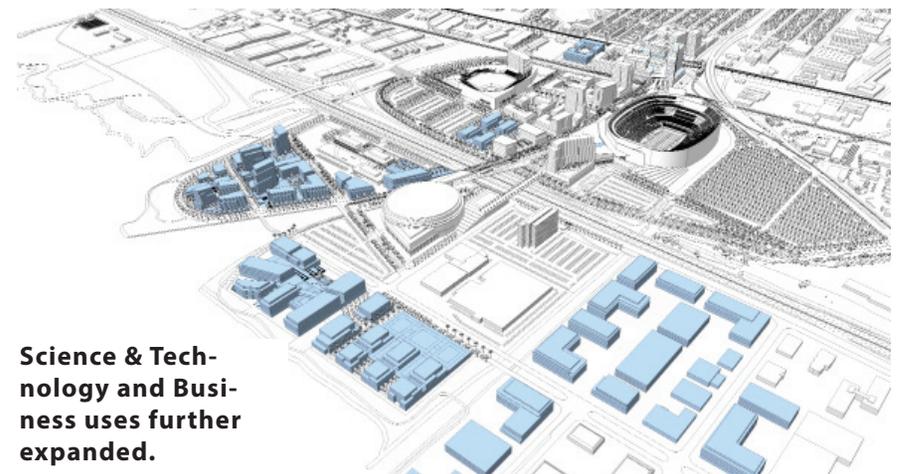
Residential Districts, Waterfront, Science & Technology uses expanded.

Figure 7.3: Phase 3



Development expands in residential districts.

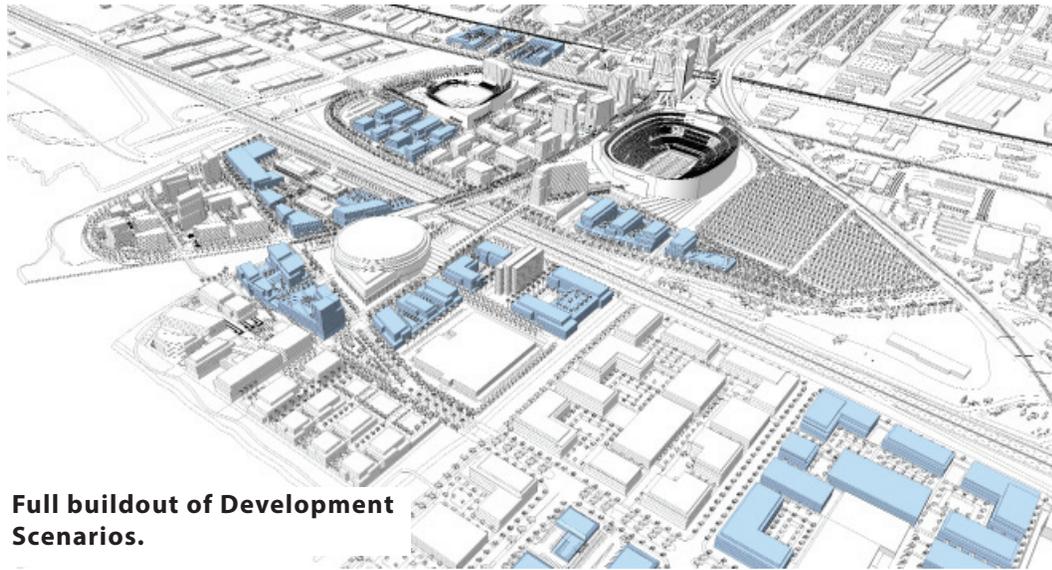
Figure 7.2: Phase 2



Science & Technology and Business uses further expanded.

Figure 7.4: Phase 4

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Full buildout of Development Scenarios.

Figure 7.5: Phase 5

7.3 GENERAL PLAN AND ZONING CHANGES

The City of Oakland has funded preparation of the Coliseum Area Specific Plan, and its related Environmental Impact Report (EIR). The additional efforts that the City can independently and unilaterally take to facilitate implementation of this Plan include modifying its current planning tools (the Oakland General Plan, Oakland Planning Code and Zoning Map) to better match the development program for the Coliseum Area as described in this Specific Plan. The following describes these intended City-initiated actions.

7.3.1 Proposed General Plan Amendments

To effectively implement this Specific Plan, a number of amendments to the City's current General Plan Land Use Diagram are recommended. It is anticipated that these General Plan amendments will be processed concurrently with adoption of the Specific Plan, or may follow up immediately thereafter. These General Plan amendments will help to better clarify the anticipated character and scale of future development, are more closely aligned with the development program envisioned under this Specific Plan, and will enable future development that is consistent with this Specific Plan to move forward in a timely and efficient manner.

Coliseum District

For the expected development at the Coliseum District (Sub Area A), the City is proposing

two General Plan amendments (See **Table 7.1** and **Figure 7.6**):

- amending the General Plan’s land use designation for the area along San Leandro Street, between the Coliseum BART station and the Amtrak railroad tracks, from 66th to 76th Avenues, from “Regional Commercial” to “Community Commercial”. The new “Community Commercial” land use designation will allow residential and/or commercial development more similar in character to that envisioned for the remainder of the Coliseum BART station TOD area to the east; and
- amending the General Plan’s land use designation for the strip of railroad right of way in front of Lion Creek Crossings apartments, along the BART tracks, between 66th and 69th Avenues, from “General Industrial” to “Community Commercial”. The purpose of this amendment is similar to the General Plan amendment described above, and to allow for future development on this parcel, should the Union Pacific right of way be sold or abandoned in the future.

These General Plan amendments are consistent with the Land Use and Transportation Element (LUTE) of the Oakland General Plan and its vision for the Coliseum/Airport transit-oriented development (TOD). They provide for mixed-use residential and commercial development in a pedestrian-oriented setting with structured parking, and aid in the tran-

Table 7.1: Coliseum Area Proposed General Plan Amendments

ID	General Plan Changes
A	Existing GP: Regional Commercial Proposed GP: Community Commercial
B	Existing GP: EPP Light Industrial 3 Proposed GP: Business Mix
C	Existing GP: EPP General Commercial 2 Proposed GP: Urban Park and Open Space
D	Existing GP: None Proposed GP: Regional Commercial
E	Existing GP: EPP General Commercial 2 Proposed GP: Business Mix
F	Existing GP: EPP Light Industrial 3 Proposed GP: Urban Park and Open Space
G	Existing GP: EPP Light Industrial 3 Proposed GP: Urban Park and Open Space
H	Existing GP: EPP Parks Proposed GP: Urban Park and Open Space
I	Existing GP: None Proposed GP: Urban Park and Open Space
J	Existing GP: Business Mix Proposed GP: Urban Park and Open Space
K	Existing GP: Business Mix Proposed GP: Urban park and Open Space
L	Existing GP: Urban park and Open Space Proposed GP: Regional Commercial
M	Existing GP: Business Mix Proposed GP: Regional Commercial
N	Existing GP: Business Mix Proposed GP: Regional Commercial
O	Existing GP: None Proposed GP: Urban Park and Open Space

P	Existing GP: Urban Park and Open Space Proposed GP: Regional Commercial
Q	Existing GP: Urban Park and Open Space Proposed GP: Business Mix
R	Existing GP: Business Mix Existing GP: Urban Park and Open Space
General Plan Correction	
A	Existing GP: General Industrial GP Correction: Community Commercial

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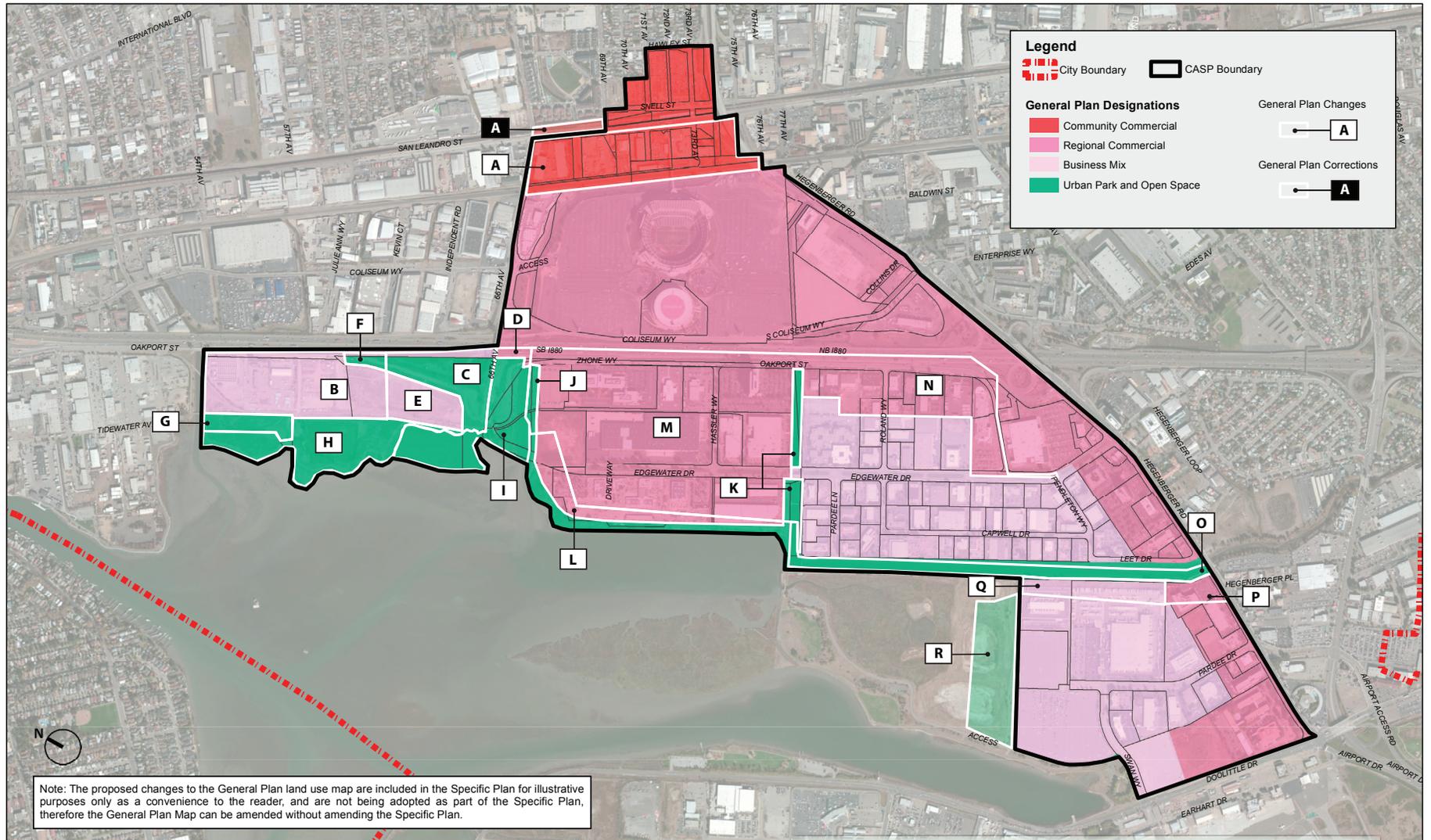


Figure 7.6: Proposed General Plan Amendments

sition between the surrounding single-family home neighborhoods and the regional attractions at the Coliseum District. The LUTE also calls for this transit-oriented development area to provide additional public space, to strengthen surrounding neighborhoods and to be designed compatible with adjoining housing, all of which could and would be achieved under these amendments.

The majority of the Coliseum District (Sub Area A -- the site of the current Coliseum) is already designated "Regional Commercial", and will not need a General Plan amendment to allow development under this Plan. Today, the Oakland Planning Code does not permit residential activities in the Regional Commercial-1 (CR-1) zone, and creating new zoning which allows housing at the Coliseum site is proposed as part of the Plan (see Section 7.3.2, "proposed zoning," below).

Sub-Area B, C and D

For the expected development within Sub Area B, C and D, the City proposes several amendments to the General Plan Land Use Diagram (see also Figure 7-6). These amendments include:

- amending the land use designation for the majority of Sub-Area B, from "Business Mix" to "Regional Commercial";
- adding and adjusting the "Urban Park and Open Space" land use designation along the edges of Damon Slough, Elmhurst Creek, San Leandro Creek and the San Leandro Bay shoreline; and

- amending the land use designations for the following list of properties, from "Business Mix" to "Regional Commercial":
 - properties fronting along Oakport Street, between Elmhurst Creek and Hegenberger Road,
 - properties fronting along Pendleton Way (backing to the properties on the Hegenberger Road corridor), and
 - properties fronting along a portion of Pardee Drive nearest to Hegenberger Road.

The "Regional Commercial" land use designation for Sub-Area B is necessary to enable development of the proposed mixed-use waterfront residential development and the development of a new Arena as envisioned under the Specific Plan, neither of which are permitted under the current "Business Mix" designation. The new Regional Commercial designation would be similar to the land use designation that currently exists across I-880 at the Coliseum District, better tying these two integrated development areas together.

The other "Regional Commercial" land use amendments are consistent with the LUTE's overall planning direction for the Airport/Gateway Showcase, which provide for primarily airport-related support services and uses within the Airport Business Park, and visitor-serving businesses such as hotels, restaurants, and retail along the Hegenberger corridor.

The additions or modifications to the "Urban Park and Open Space" land use designations simply clarify the expected minimum 100-foot publicly-accessible open space setback from the top-of-bank of the channels and from the high water line of the shoreline.

Sub-Area E

Sub-Area E is the only portion of the Coliseum Area Specific Plan that is currently located within the Estuary Policy Plan's (EPP) planning area, rather than the LUTE. In 2013, the City adopted the Central Estuary Area Plan, which now brings the objectives and policies of the older Estuary Policy Plan up to date with current planning conditions; however, Sub-Area E was not included as part of the Central Estuary Area Plan update. As a result, Sub-Area E remains as one of the only "left-over" portion of the prior EPP not currently addressed by the newer Area Plan objectives and policies. As a result, the City is now taking the opportunity to re-designate lands within Sub-Area E to be consistent with the intent of this Specific Plan for the Coliseum Area. These new land use designations from the LUTE include:

- amending the older EPP land use designations for those City-owned properties at Oakport Street/66th Avenue, from "General Commercial 2" and "Light Industrial 3", to "Urban Park and Open Space",
- amending the EBMUD-owned Oakport facility property near East Creek Slough

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- along I-880 from “Light Industrial 3” to “Business Mix”;
- amending the EBMUD-owned vacant lot at Oakport Street/66th Avenue from “Light Industrial 3” and “General Commercial 2” to “Business Mix”; and
- adding and adjusting the “Urban Park and Open Space” land use designation along Damon Slough and to encompass a fairly wide band of park properties along the San Leandro Bay shoreline.

7.3.2 Proposed New Zoning

Coliseum District

Several components of new development planned within the Coliseum District would conflict with the City’s current Planning Code requirements and zoning map, but would be made consistent through the creation of new zoning districts and zoning changes unique to this Specific Plan. The new zoning districts (See **Figure 7.7 and Table 7.2**) include the following:

- a new “Coliseum District-1” zone (D-CO-1) will replace the current Transit Oriented Development zone (S-15). The new D-CO-1 zone will increase the height limit in this area to 159 feet unless FAA review permits taller building heights. The new D-CO-1 zone will retain the intent of the former S-15 zone to foster high-density residential and mixed-use developments served by BART and other transportation modes. The new D-CO-1 zone would apply to all properties east of

the Union Pacific Railroad (UPRR) railroad tracks that are within the Coliseum Area.

- a new “Coliseum District-2” zone (D-CO-2) would replace the current “Regional Commercial-1” (CR-1) zone that applies to the majority of the Coliseum District. The new D-CO-2 zone will specifically permit and encourage development of regional drawing centers of activity such as a new MLB Ballpark, a new NFL Stadium and new retail activities; will conditionally permit permanent residential activities that are currently prohibited under the existing CR-1 zone; and will clarify that any building heights over 159 feet will require FAA review.

City Zoning – Sub-Area E and Portions of Sub-Area B

Beyond the defined Coliseum District, there are only a limited number of sites that are under the City of Oakland’s land use jurisdiction and where City zoning can effectively encourage and implement new development consistent with the Specific Plan. These areas include all of Sub-Area E, and portions of Sub-Area B which have been previously removed from the Port of Oakland’s land use jurisdiction. The remainder of Sub-Area B and all of Sub-Areas C and D remain under the land use jurisdiction of the Port of Oakland and its Land Use and Development Code (LUDC). The new City zoning that would be applied to these lands includes the following:

- a new “Coliseum District-3” zone (D-CO-3) will replace the existing “Industrial/Office” (IO) zone for those properties along

Oakport Street and within Sub-Area B that have been previously removed from Port jurisdiction. These properties include a large portion (but not all) of the lands planned as a new location for the proposed sports/special events Arena. The new D-CO-3 zone would specifically permit such a special event use, which is currently prohibited under the City’s current IO zone;

- the new D-CO-6 zone would apply to those EBMUD properties along Oakport Street from East Creek Slough to 66th Avenue within Sub-Area E (these lands are not within Port jurisdiction). The new D-CO-6 zone would replace the existing Industrial (M-40) zoning that applies.

Port of Oakland Land Use and Development Code Adjustments

Under the City of Oakland Charter, the Oakland Airport Business Park (most of Sub-Area B and all of Sub-Areas C and D) is under the independent land use jurisdiction of the Port of Oakland (a department of the City of Oakland, acting by and through its Board of Port Commissioners). Because of its independent jurisdiction, changes to the Port’s regulatory Land Use and Development Code (LUDC) cannot be unilaterally made by the City of Oakland, nor does the Oakland Planning Code apply to land use decisions in the majority of the Airport Business Park. Throughout the planning process for this Specific Plan, City staff has coordinated with Port staff and has requested that they consider a number of changes to their LUDC that would permit

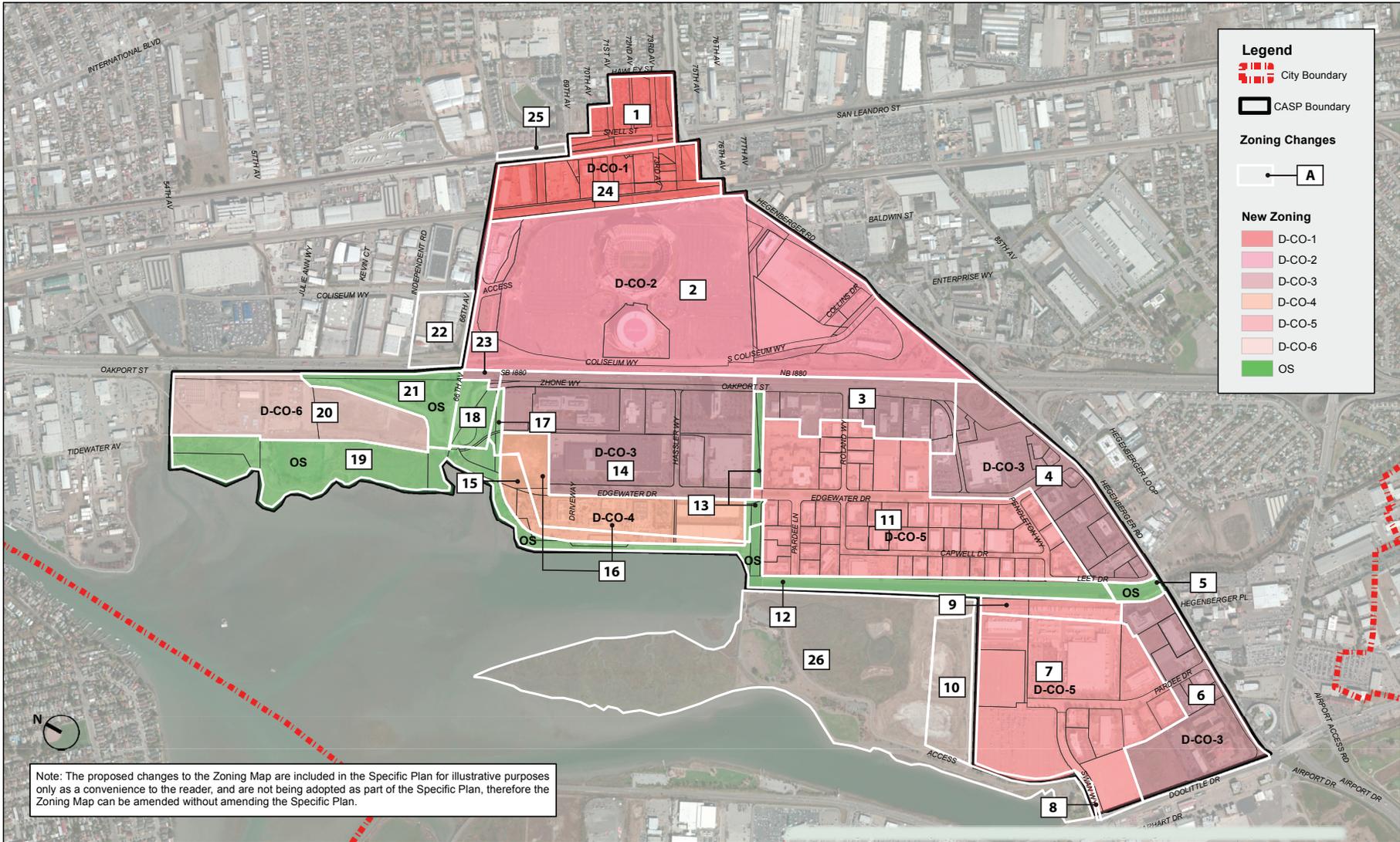


Figure 7.7: Zoning Map Amendment

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Table 7.2: Coliseum Area Proposed Zoning Amendments

ID	Zoning Changes
1	Existing Zoning: S-15 Proposed Zoning: D-CO-1
2	Existing Zoning: CR-1 Proposed Zoning: D-CO-2
3	Existing Zoning: IO Proposed Zoning: D-CO-3
4	Existing Zoning: CR-1 Proposed Zoning: D-CO-3
5	Existing Zoning: CR-1 Proposed Zoning: OS
6	Existing Zoning: CR-1 Proposed Zoning: D-CO-3
7	Existing Zoning: CIX-2 Proposed Zoning: D-CO-5
8	Existing Zoning: M-40 Proposed Zoning: D-CO-5
9	Existing Zoning: M-40 Proposed Zoning: D-CO-5
10	Existing Zoning: CIX-2 Proposed Zoning: OS
11	Existing Zoning: IO Proposed Zoning: D-CO-5
12	Existing Zoning: M-40 Proposed Zoning: OS
13	Existing Zoning: IO Proposed Zoning: OS
14	Existing Zoning: IO Proposed Zoning: D-CO-3
15	Existing Zoning: M-40 Proposed Zoning: D-CO-4

16	Existing Zoning: IO Proposed Zoning: D-CO-4
17	Existing Zoning: IO Proposed Zoning: OS
18	Existing Zoning: CIX-2 Proposed Zoning: OS
19	Existing Zoning: M-40 Proposed Zoning: OS
20	Existing Zoning: M-40 Proposed Zoning: D-CO-6
21	Existing Zoning: M-40 Proposed Zoning: OS
22	Existing Zoning: CIX-2 Proposed Zoning: CIX-1
23	Existing Zoning: CIX-2 Proposed Zoning: D-CO-3
24	Existing Zoning: CR-1 Proposed Zoning: D-CO-1
25	Existing Zoning: S-15 Proposed Zoning: D-CO-1
26	Existing Zoning: M-40 Proposed Zoning: OS

and enable development consistent with this Specific Plan. These proposed recommended changes include:

- Expanding the existing “Commercial Corridor” designation in the LUDC to include properties between Oakport Street and Edgewater Drive, between Damon Slough and Elmhurst Creek⁴; this change would conditionally permit the proposed sports/special events Arena as a unique use (“Group Assembly”) within a portion of the Airport Business Park.
- Creating a new “Waterfront” Land Use designation in the LUDC, mapped at the northwest corner of the Airport Business Park, between Edgewater Drive and the San Leandro Bay, between Damon Slough and Elmhurst Creek. These three parcels are currently used by the City of Oakland’s Public Works Agency corporation yard; a privately-owned office and warehouse property⁵; and the Edgewater Seasonal Wetland. In general, land use regulations for Sub-Area B are intended to support commercial and employment uses. However, it is proposed that these limited number of waterfront sites potentially be made available for mixed-use residential and/or hotel purposes as conditionally permitted uses, but only if such mixed-use or hotel development provides essential economic support for other public or private investments in the comprehensive redevelopment of the

larger Coliseum District, including but not limited to economic support for the construction of new stadiums and other infrastructure elements of the larger Planning area.

- Allowing design review authority of new buildings to be administered by the City of Oakland, under the City’s design review standards.
- Amending “Section 3. Development Standards” in the LUDC to reflect similar standards that currently apply in the City of Oakland’s Commercial Zones.

Ultimately, the Port Board of Commissioners will need to make the decision as to whether these changes are acceptable and desirable, and will need to weigh the effect of these decisions against the compatibility of these new uses with the operation and safety requirements of the Airport Business Park and the Oakland International Airport.

7.4 SUBSEQUENT PRIVATE DEVELOPMENT PROCESSES AND PERMITS

Once the City and Port of Oakland have enacted each of the policy and regulatory planning actions described under Section 7.3 above, the City’s ability to further implement this Specific Plan shifts into a partnership role with private development interests. A strong and effective public/ private partnership is essential to further implementing this Plan’s expectations of new sports venues for the City’s current professional sports franchises,

as well as all of the accompanying development envisioned under the Coliseum City Master Plan. The subsequent steps associated with this public/private partnership are summarized and described below. For the most part, these subsequent agreements, approvals and permits must be sought by private development interests, with the City potentially serving as co-applicant in certain cases.

7.4.1 Development and Disposition Agreement

In March 2012, the City entered into an Exclusive Negotiating Agreement (ENA) with a group of private development interests including JRDV Urban International, HKS and Forest City. The purpose of the ENA was to prepare the Coliseum City Master Plan, and the City committed up to \$1.6 million in pre-development funding for this effort. The Coliseum City Master Plan and all of the other pre-development deliverables agreed to under the ENA have been substantially completed. The final remaining items relating to operational management plans and additional financing plans have been agreed to be provided under an extended period. Additionally, the ENA team has been expanded to include a new investor/partner entity, Bay Investment Group, LLC.

The City is negotiating with this ENA team (as now configured or may be re-configured in the future) with the intention that, based on their financing and operational/management plans, they intend to continue with on-going negotiation efforts, and reach terms accept-

⁴This would add the privately-owned buildings at 7200 (“Edgewater Industrial Center”) and 7300 Edgewater Drive to the Commercial Corridor land use area.

⁵The “Port of Oakland Business Center” at 7303 Edgewater Drive.

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able to all parties for a Development and Disposition Agreement (DDA) with the City of Oakland and Alameda County which jointly owns and controls the Oakland Coliseum, the Arena and the underlying property, governed by the Coliseum Authority (known as the “JPA”). Approval of any such DDA requires an affirmative vote of the Oakland City Council, the Oakland-Alameda County Coliseum Authority, and the Alameda County Board of Supervisors. Execution of such a DDA would give the development group rights to build on City property, and/or City and County-owned or controlled parcels, and could also include agreements related to cooperative funding of development costs, reimbursement to the City for pre-development costs relating to the Master Plan, and purchase or lease of City property and/or City and County-owned property. The DDA could also include, among other matters, agreements regarding the construction of a new Stadium, Ballpark and/or Arena, assuming that any or all of the current professional sports franchises chose to become party to such an agreement.

Ultimately, realization of the Coliseum Area Specific Plan (particularly including the new sports venues) is dependent upon the feasibility of both public and private financing options. The terms and options under which either public or private investments may occur are expected to be included in the DDA, but have not yet⁶ been negotiated or agreed upon.

7.4.2 Land Assembly

New Stadium and/or Ballpark

The City of Oakland and Alameda County jointly own the land on which the current Oakland Coliseum stadium, the Arena and their parking lots are located, governed by the Coliseum Authority (known as the “JPA”). This Oakland-Alameda County-owned property includes approximately 112 acres. The City of Oakland also owns other properties within the Coliseum District in the immediate vicinity of the Coliseum. Part of the negotiated DDA (see 7.4.1, above) will seek to resolve whether any City-owned or Oakland-Alameda County Coliseum Authority-owned lands will be acquired by the Development team, or if they will be leased to the Development team and/or the Oakland Raiders and/or the Oakland A’s. The transfer of any property (should property transfer be negotiated) would be conditioned on the developer demonstrating financial and legal ability to construct and operate a multi-purpose football stadium, a baseball facility, and/or other ancillary commercial and/or residential development.

Certain privately-owned properties within the Coliseum District may also need to be acquired, depending upon the resolution of design decisions between the Development team, the Raiders and potentially the A’s, and with input from the City and the County. The methods of any necessary property acquisition for the Stadium are expected to be a combination of private sales to the Developer team, and willing sales to the City and/or the

JPA with funds provided by the Developer team. Some of these parcels may only require easements or temporary occupancy during construction. The Development team is continuing its due diligence pursuant to its land acquisition strategy, and the identification of properties to be acquired and the timing of acquisition is the subject of confidential negotiations.

Coliseum BART TOD

The Bay Area Rapid Transit District (BART) owns the parking lots to the east of the Coliseum BART station. BART has already entered into a separate Exclusive Negotiating Agreement (ENA) with a developer to construct a portion of the Coliseum BART TOD project on a portion of its parking lots, but other BART properties remain available for additional development. Further development of the remainder of the Coliseum BART TOD on non-BART property (such as on San Leandro Street) is planned on several private properties not under the ownership or control of the City, BART or the Development team. To the extent that development of these as part of the Coliseum BART TOD proceeds, acquisition would likely occur only through willing private sale.

Port-Owned Lands

The mixed-use waterfront residential project envisioned for the San Leandro Bay shoreline within Sub-Area B and other new development within portions of Sub-Areas B, C and D are proposed to occur on properties currently owned by the Port of Oakland. Lands owned by the Port (even if leased to other operating

⁶As of issuance of the Coliseum Area Specific Plan, in July, 2014.

entities) are subject to state Tidelands Trust requirements. Future sale or development of Port-owned land for uses inconsistent with the Tidelands Trust (including the proposed waterfront residential site) would be inconsistent with Tidelands Trust obligations. To remove conflicts with Tidelands Trust obligations and requirements, the developer of any future project that proposes to use land that is owned by the Port of Oakland must either:

- enter into an agreement with the Port of Oakland to ground lease and develop such project for uses deemed by the Port Board as consistent with the Public Trust, or
- enter into an agreement with the Port of Oakland to buy the underlying land from the Port, subject to the Board of Port Commissioners' finding that the property is no longer needed or required for the promotion of the Public Trust, with the proceeds of the land sale to be used by the Port for public trust purposes, or
- arrange for an authorized exchange of Port-owned land, subject to the Board of Port Commissioners' finding that the land is no longer needed or required for the promotion of the Public Trust, for other lands not now subject to the Public Trust. Such an exchange would also be subject to the approval of specific State legislation authorizing such an exchange, and pursuant to subsequent approval of an Exchange Agreement between the State Lands Commission and Port of Oakland.

Privately-owned Properties

Although there is a large amount of land within the Planning Area that is owned by public entities (i.e., the Oakland-Alameda County Coliseum Authority, the City of Oakland, the Port of Oakland or BART), the remainder and largest share of land within the Planning Area is under private ownership. The Specific Plan proposes a new vision for these lands, but does not compel property owners to share this vision, nor does it require them to participate in its implementation. To the extent that private property owners see a benefit to selling (or trading) their land to better enable development of this Plan to occur, any such sale (or trade) would only occur with the willing participation of the underlying owner.

7.4.3 Planned Unit Development Permits

The Specific Plan is intentionally flexible and visionary in its development requirements, guidelines and policy direction. This flexibility is intended to permit a range of potential development programs, specifically for the Coliseum District, depending upon the development interests of the investor/developer team ultimately ready to move forward with a project. It is the City's expectation that greater clarity and specificity of the development program, particularly for the Coliseum District, will be achieved during the review development applications, which may involve the City's Planned Unit Development (PUD) permit process pursuant to Chapter 17.140 of the Oakland Planning Code. According to the Planning Code, a Planned Unit Development is,

"a large, integrated development adhering to a comprehensive plan and located on a single tract of land, or on two or more tracts of land which may be separated only by a street or other right-of-way."⁷

Preliminary Development Plan

The first step in the City's PUD permit process is submittal of a Preliminary Development Plan (PDP) of the entire portion of the site for which a developer intends to entitle and develop. It is possible that the Coliseum City Master Plan, as may be modified or amended to conform to an actual development proposal, may be used for much of the PDP requirements. The requirements of the PDP include a preliminary development plan of the entire development showing:

- streets, driveways, sidewalks and pedestrian ways, and off-street parking and loading areas;
- location and approximate dimensions of structures and the utilization of structures, including activities and the number of living units and estimated population;
- reservations for public uses, including schools, parks, playgrounds, and other open spaces;
- major landscaping features;
- relevant operational data;
- drawings and elevations clearly establishing the scale, character, and relationship of buildings, streets, and open spaces, including a tabulation of

⁷Oakland Planning Code, Section 17.142.020

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the land area to be devoted to various uses, a tabulation of gross floor area to be devoted to various uses, and a calculation of the average residential density per net acre and per net residential acre; and

- A development staging plan demonstrating that the developer intends to commence construction within one year after the approval of the Final Development Plan (FDP) and will proceed diligently to completion; unless FDPs are to be submitted in stages, in which case a schedule for submission of FDPs is required.

The application for a Planned Unit Development (PUD) permit will be considered by the City Planning Commission at a public hearing, and their decisions may be appealable to the City Council. The Planning Commission would determine whether the proposal conforms to the City's PUD permit criteria and regulations. Because the Planning Commission's decision on the PUD permit is discretionary, the Commission will also need to have considered the potential environmental consequences associated with the proposed development. Assuming that the PDP is in general conformance with his Specific Plan, the City intends to utilize the EIR prepared for this Specific Plan to the maximum extent practical and feasible for this purpose.

Final Development Plans

Within one year after approval of the PDP (although it may file concurrently for the first phase), the developer/applicant must file a Fi-

nal Development Plan (FDP) for the first phase development. The FDP must be sufficiently detailed to indicate the ultimate operation and appearance of the development. The FDP must conform in major respects with the approved PDP and must also include the following information:

- the location of water, sewerage, and drainage facilities (including a City Engineer's report regarding the acceptability of public improvements, including streets, sewers, and drainages);
- detailed building and landscaping plans and elevations;
- the character and location of signs;
- plans for street improvements; and
- grading or earth-moving plans.

The Planning Commission must hold a public hearing before taking action on the FDP, and must determine whether each FDP conforms to all applicable criteria and standards, and whether it conforms in substantial respect to the previously approved PDP. Their decisions may be appealed to the City Council. Pursuant to consideration of the FDP, the City may also consider and act upon any additional Conditional Use Permits (CUP) as may be needed for the development pursuant to Chapter 17.134 of the Oakland Planning Code, and Design Review considerations pursuant to Chapter 17.136 of the Oakland Planning Code.

PUDs within the Airport Business Park

As envisioned under this Specific Plan, the Airport Business Park would be privately developed as a new center for science and technology, providing new space for future research and development, institutional and corporate campus-type uses. This type of development is expected to be large in scale, would likely be phased-in over time, and would be highly dependent upon transportation and transit enhancements. New campus-style development that may ultimately be proposed within the Airport Business Park could potentially benefit from the provisions of the City's Planned Unit Development (PUD) process, which is specifically intended to facilitate development of comprehensively planned, high amenity, urban campus sites.

However, not all future development within the Business Park (and likely, no new development within Sub-Area D) will consist of urban campus-style development. One of the objectives for development of the Business Park is to encourage and promote the co-location of smaller partner businesses in immediate proximity to the larger institutional and corporate campuses. Rather than adding additional regulatory and permit processes to these smaller, individual business developments, this Specific Plan assumes that these types of development will be processed through the Port of Oakland's regular development permit process, but that their necessary environmental review may be streamlined by reliance on the EIR prepared for this Specific Plan, to the greatest extent practical.

7.4.4 City Zoning Consistency Determinations and Port Development Permits

For future new development projects that are consistent with this Specific Plan and its accompanying General Plan amendments and new zoning, but which neither qualify (based on size and other criteria) for a Planned Unit Development, nor see the benefits of the PUD approach, the standard City of Oakland practices for determining zoning consistency will apply. These standard practices also include making determinations regarding the need for CUPs, City Design Review process and other potentially required discretionary actions by the City prior to development approval.

For new development that is proposed within the Port of Oakland's land use jurisdiction, the Port's development permit procedures pursuant to its Land Use Development Code will continue to apply, as may be amended by the Port Board of Commissioners

7.4.5 City Creek Permit and Other Related Agency Permits

In order to provide adequate room to accommodate construction of a new Stadium, it may be necessary to move and/or culvert the existing segment of Elmhurst Creek that currently runs along the edge of the Coliseum parking lot. If the culverting proves necessary, an underground culvert would be constructed capable of conveying 100-year storm flows from upstream Elmhurst Creek to the existing outfall at San Leandro Bay. The underground culvert

would be planned as a concrete box section designed to ACFC&WCD standards, contained within an easement that may be located south of the existing Elmhurst Creek alignment or even parallel to or within the Hegenberger Road right-of-way. The underground culvert would outfall to the existing drainage ditch between Coliseum Way and I-880, which outfalls to Elmhurst Creek just upstream of the I-880 undercrossing and eventually flows into San Leandro Bay.

Any such realignment and/or culverting of Elmhurst Creek will be dependent upon obtaining a City of Oakland Creek Protection Permit in addition to other regulatory permits, and to comply with City of Oakland Standard Conditions of Approval pertinent to Creek Permits. The City anticipates that review of this Creek permit would be accompanied by a commensurate restoration and enhancement plan to increase the habitat and storm water filtration value of the other on-site channel at Damon Slough. Assuming the inclusion of satisfactory improvements to Damon Slough, the City is also prepared to assist and facilitate in the filing for and acquisition of numerous other subsequent permits required from other agencies, including:

- United States Army Corps of Engineers Clean Water Act Section 404 permit;
- California Department of Fish and Wildlife Section 1602 Streambed Alteration permits;
- SF Regional Water Quality Control Board Clean Water Act Section 401 permits;

- San Francisco Bay Conservation and Development Commission permits for any portion of Damon Slough located within their jurisdiction; and
- Regional Water Quality Control Board National Pollutant Discharge Elimination System (NPDES) permits.

7.4.6 Overhead Electrical Line Relocation Approval and Permits

There is currently a dual 115 KV overhead electrical power lines running through the south end of the Coliseum District site. These lines run in a path that interferes with the site location of the new Stadium, and need to be relocated in order to facilitate planned development. To accomplish relocation, PGE will need to authorize a temporary line relocation to move the line less than 100' to the south, within an area owned by the City. The long-term strategy will be to underground the PGE line along the original alignment, which runs from the 66th Avenue bridge to Coliseum Way at Hegenberger. Although the two-phased plan allows time to work with PGE to plan, approve and design this solution, permits and approvals for this relocation have not been initiated.

7.4.7 Alameda County Airport Land Use Commission (ALUCP) and FAA Review

Federal Aviation Administration Regulations, Part 77 (FAA Part 77) establishes a set of airspace surfaces around airports that provide guidance for the height of objects (including buildings) that may affect normal aviation

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operations. FAA review is required for any proposed structure more than 200 feet above the ground level of its site and for proposed structures which exceed the applicable Part 77 surface area criteria. Additions or adjustment to these Part 77 surfaces may also take into account more complex restrictions pertaining to instrument approach (TERPS) surfaces. Objects that deviate from the Part 77 standards must be evaluated by the FAA and may require mitigation actions. Nearly all of the Coliseum District that is west of San Leandro Street falls within a Part 77 horizontal surface plane established under the Airport Land Use Compatibility Plan (ALUCP) at an elevation of 159.3 feet above mean sea level. The easterly portion of the Coliseum District (east of San Leandro Street) is outside of this horizontal surface plane, and building heights can exceed 159.3 feet at a 20:1 slope.

Based on drawings provided as part of the Coliseum City Master Plan, there are several tall buildings (including the preliminary designs for the new Stadium and other tall residential towers) that would exceed the Part 77 horizontal surface plane. Prior to approval of any new development that exceeds the elevation of a Part 77 surfaces area, the City of Oakland is required to refer project proponents to the Oakland Airport Land Use Commission (ALUC) for determination of consistency with the ALUCP prior to their approval. Any project submitted to the ALUC for airport land use compatibility review for reasons of height issues must also include a copy of an FAA Part 77 notification and the results of the FAA's analysis.

To clarify the City's position regarding consistency with ALUCP criteria for the maintenance of airport operations and avoidance of aircraft safety hazards, the EIR includes a mitigation measure indicating that no structure that exceeds 159.3 feet above mean sea level or otherwise exceed the applicable Part 77 surfaces of the Oakland International Airport Land Use Compatibility Plan, or which exceed 200 feet above the ground level of its site, will be approved by the City unless such a structure has been also reviewed by the FAA in accordance with FAA Part 77 and receives either:

- an FAA finding that the structure is "not a hazard to air navigation" and would not result in the FAA instituting any alterations or curtailing of flight operations, or
- a conclusion by the ALUC that the proposed structure is acceptable (i.e., no hazard and no alterations to flight operations) only with appropriate marking and lighting, and that the applicant agrees to mark and light that structure in a manner consistent with FAA standards as to color and other features.

7.4.8 Edgewater Freshwater Marsh Permits

The Edgewater Freshwater Marsh (or "Seasonal Wetland") is located at the intersection of Damon Slough and Edgewater Drive. Edgewater is the site of a prior Port of Oakland wetlands mitigation requirement for an airport runway rehabilitation project. It was created as a joint project between the Port of Oakland, East Bay Regional Parks District (EBRPD), Golden Gate

Audubon Society, BCDC, Save the Bay, the U.S. Army Corps of Engineers (USACE), the City of Oakland, the RWQCB, and the FAA. The mitigation included creating and enhancing wetland features on the approximately 8-acre site, and the transfer of the site to the EBRPD for long-term management.

The Specific Plan proposes new construction resulting in the loss and permanent fill of this Marsh. It is proposed that the loss of this wetland would be compensated for (or mitigated) by creating an approximately 15-acre freshwater seasonal wetland and associated Coastal and Valley freshwater wetland habitat in Sub-Area E, north of Damon Slough. The newly created wetland, located on land currently owned by the City of Oakland and a portion of the waterside lot owned by EBMUD, would be adjacent to brackish water habitat, salt marsh and San Leandro Bay and, compared to Edgewater Freshwater Marsh, it offers similar if not better proximity to a large area of high quality habitat for migratory birds that increases potential value to provide non-fragmented habitat and would increase the total acreage of contiguous breeding and wintering habitat along the eastern shoreline of San Leandro Bay. Restoration of this area to a tidal salt marsh may benefit federally endangered California clapper rail and salt marsh harvest mouse by providing foraging and breeding habitat which is connected to Damon Slough. Construction of the new wetland would need to be completed prior to removing the Edgewater Seasonal Wetland.

Implementation of this mitigation strategy will require authorization, approval and permits from numerous additional agencies including, but not limited to:

- East Bay Municipal Utility District (EBMUD), the current owner of the approximately 14-acre vacant lot within the proposed new 15-acre tidal salt marsh;
- East Bay Regional Park District (EBRPD), the current owner and manager of the approximately 8-acre marsh;
- United States Army Corps of Engineers, for a Section 404 wetlands fill permit;
- Regional Water Quality Control Board for a Construction General Permit, NPDES permit and a Stormwater Pollution Prevention Plan (SWPPP);
- California Department of Fish and Wildlife, for technical assistance consultation and possible MOU for State fully-protected species salt marsh harvest mouse and California clapper rail; and
- United States Fish and Wildlife Service, for a Letter of Concurrence for salt marsh harvest mouse and California clapper rail.
- Agreement by East Bay Municipal Utility District, for use of their waterside parcel for wetlands restoration and/or open space, instead of the current or planned use -- corporation yard activities, such as storage of pipe and other materials.

7.4.9 BCDC and Other Regulatory Agency Permits

The Bay Conservation & Development Commission (BCDC) exerts limited land use authority in areas identified as Priority Use Areas pursuant to the policy direction of the Bay Plan and through its regulatory programs. Protection of the Bay and enhancement of the shoreline are considered inseparable parts of the Bay Plan. BCDC is authorized to control Bay filling and dredging, Bay-related shoreline development, as well as development within a 100-foot band from sloughs and creeks that are subject to tidal action. Portions of this Specific Plan's development program that will or may fall within the jurisdiction of BCDC may include, but are not necessarily limited to:

- Damon Slough enhancements,
- Elmhurst Creek realignment and outfall,
- new development along the San Leandro Bay shoreline (the Specific Plan provides for the entire San Leandro Bay shoreline within Sub-Areas B, D and E to be preserved as open space accommodated within a minimum 100-foot shoreline band, and would retain and provide for the expansion of the current trail system and a continuously accessible shoreline from Damon Slough to East Creek Slough); and
- the proposed Bay cut (which considers the potential to create an approximately 12-acre new inlet of San Leandro Bay.

This inlet would result in removal of fill and an increase in Bay surface area, but is not proposed as a navigable waterway. The primary purpose of the new Bay inlet would be to create new waterfront edge as an amenity).

BCDC is empowered to grant or deny permits for development within its jurisdiction. Prior to implementation of the development program elements identified above, the project applicants for those projects must apply for and obtain issuance of necessary BCDC permits, and in particular must demonstrate compliance with Bay Plan dredging policies.

Additional Bay Cut Permits

Because of the complexities involved and the biological resources that may be affected by the proposed Bay cut, numerous additional agencies may be involved in permitting this component of the Specific Plan, including:

- Regional Water Quality Control Board for a Construction General Permit and a Stormwater Pollution Prevention Plan (SWPPP) with a formal Risk Level designation;
- California Department of Fish and Wildlife, for Technical Assistance consultation and possible MOU (for State fully-protected species salt marsh harvest mouse and California clapper rail);
- United States Fish and Wildlife Service, for a Letter of Concurrence for salt marsh harvest mouse and California clapper rail;

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- US NOAA National Marine Fisheries Service, for Essential Fish Habitat (EFH) consultation and a Letter of Concurrence for steelhead and green sturgeon;
- United States Army Corps, for a Rivers and Harbors Act Section 10 Permit (also covers United States Coast Guard requirements);
- Interagency Dredge Material Management Office (DMMO), for a Dredging-Dredged Material Reuse/Disposal permit; and
- California Department of Fish and Wildlife, for an Incidental Take permit for long fin smelt.

7.4.10 Other Administrative Permits

In addition to these numerous subsequent discretionary approvals and other agency permits and authorizations, there are a number of City of Oakland administrative permits that will eventually be required to implement the Specific Plan, these administrative approvals include, but are not limited to:

- approval of subdivision maps or lot line adjustments as may be necessary to create individual development sites;
- tree removal permits pursuant to the City's Protected Trees Ordinance (Chapter 12.36 of the Oakland Municipal Code);
- encroachment permits for work within and close to public rights-of-way

(Chapter 12.08 of the Oakland Municipal Code); and

- demolition permits, grading permits, and building permits.

7.5 INFRASTRUCTURE COST ESTIMATES

The costs for new development within the Coliseum Planning Area include transportation and infrastructure improvements and related environmental remediation costs ("horizontal elements") and new buildings, stadiums, ballparks and arenas ("vertical" elements). For purposes of this Specific Plan, it is assumed that the costs for building all "vertical" elements of the Plan will be borne by private development interests, but that costs for "horizontal" elements may be shared through public/private financing mechanisms (see discussion of public finance strategies in Section 4.6). Therefore, the costs attributable to privately financed vertical elements of the Plan are not presented, nor are they directly relevant to the City's discretionary decision-making on the Plan.

Preliminary cost estimates for the horizontal transportation and infrastructure improvements necessary to carry out the Specific Plan are presented below. These cost estimates have been derived from the Exclusive Negotiating Agreement (ENA) team with the assistance of consultants also working on this Specific Plan and the City's EIR. These are rough cost estimates and have not been validated or

audited by the City, but are presented here to provide an approximation of the relative scale or magnitude of future costs attributable to implementation of the Plan. These costs will be significantly refined as the development project plan is refined for Area A and Area B. These costs are also envisioned to be phased as appropriate over the life of the development project.

The cost estimates presented below are for major improvements identified in the Specific Plan that are applicable to new development particular to the Coliseum District (primarily Sub-Area A) and to Sub-Area B, only. Costs are not presented for Sub-Areas C and D, as there are no major transportation and infrastructure improvements expected there, given the reduced level of redevelopment anticipated to occur in these areas (as compared to the changes proposed for the Coliseum District). The Plan supports the ongoing improvements of the entire Business Park, such as installation of fiber optic cabling, that would enhance the business capacity of the area, but there are not major infrastructure changes proposed for Areas C and D. Sub-Area E is envisioned for a wetland restoration, similar to the restoration efforts performed at the Edgewater Seasonal Wetland.⁸

⁸At the time of publication (July, 2104) costs for wetland restoration for the proposed 15-acres in Sub Area E had not been estimated.

7.5.1 Coliseum District Infrastructure and Transportation Costs

Table 7.3 indicates the approximate costs attributable to the transportation and infrastructure improvements needed to support new development within the Coliseum District, including development of a new Stadium, Ballpark, creek improvements, and the ancillary commercial and residential development planned within the Coliseum District of the Specific Plan. These costs are not to be considered final, but are “best guess” estimates, and will be phased in over time as required by the development. The assignment of these costs between the developer, the City, the JPA, and any other entity are subject to on-going negotiations, so have not yet been determined.

An additional infrastructure cost, not yet estimated nor shown in Table 7.3, is the cost for the streetcar podium concourse right of way. This is a critical element of the overall transit system. However, due to the fact that the concourse right of way would be jointly used by private entities and the public transit system, developing a cost estimate is complex. An estimate for this cost will be determined at a later date.

Table 7.3: Coliseum District Infrastructure and Pre-Development Cost Estimate

Major Infrastructure Work	
PG&E Overhead Power Line Undergrounding	\$32,400,000
Damon Slough Improvements	7,200,000
Elmhurst Creek Realignment	3,400,000
EBMUD Sewer Main Realignment	1,200,000
Levee Improvements	2,700,000
Soft Costs (at 30%)	14,070,000
subtotal	\$60,970,000
Transportation and On-Site Transit Improvements	
Existing Pedestrian Bridge Demolition	\$333,000
Multi-Modal Bridge, BART to New Stadium	12,715,000
Bus Stops, with Solar and Lighting	647,000
Streetcar Track	719,000
Off-Site Roadway and Intersection Improvements	7,966,000
On-Site Traffic Signals and Intersections	2,000,000
Backbone Streets and Utilities	11,117,000
Soft Costs (at 30%)	10,649,100
subtotal:	\$46,146,100
Total, Infrastructure Costs:	\$107,116,100
Regional Transit Improvements	
Central Transit Hub	\$17,478,900
BART Platform	25,827,000
BART Upper Level Platform	7,453,000
Amtrak Station Improvements	7,667,000
Soft Costs (at 30%)	17,527,770
subtotal:	\$75,953,670
Other Pre-Development Costs	
Asphalt Removal and Site Leveling ⁹	\$8,283,000
Site/Block Development Costs (grading, local infrastructure, etc.)	36,232,000
Soft Costs (at 20%)	8,903,000
subtotal:	\$53,418,000
Total Infrastructure, Regional Transit and Pre-Development:	\$236,487,770

Source: JRDV International, Inc.

⁹This figure does not include costs to demolish, deconstruct and re-use building materials from the O.co stadium. As of July, 2014, those costs have not been estimated.

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7.5.2 Sub-Area B Infrastructure and Transportation Costs

Table 7.4 indicates the approximate costs attributable to the transportation and infrastructure improvements needed to support new development within Sub-Area B, including development of a new Arena as well as a new Science and Technology District and a mixed-use waterfront residential area near the San Leandro Bay, pursuant to the Specific Plan. As with Table 7.3, these costs are not to be considered final, but are “best guess” estimates, and will be phased in over time as required by the development. The assignment of these costs between the developer, the City, the JPA, and any other entity are subject to on-going negotiations, so have not yet been determined.

Table 7-4: Sub-Area B Infrastructure and Pre-Development Cost Estimate

Major Infrastructure Work	
Damon Slough Improvements	\$4,200,000
Levee Improvements and Pumps	6,400,000
Soft Costs (at 30%)	3,180,000
subtotal:	\$13,780,000
Transportation and On-Site Transit Improvements	
I-880 Concourse Overcrossing, Pedestrian/Bike	\$8,925,000
Streetcar Tracks, embedded in Concourse	1,064,000
Streetcar Operational System to Edgewater	13,765,000
Backbone Streets and Utilities	7,146,000
Soft Costs (at 30%)	9,270,000
subtotal:	\$40,170,000
Total, Infrastructure Costs: \$53,950,000	
Enhancements	
Bay Cut/Estuary Park	\$11,040,000
I-880 Concourse Overcrossing, multimodal/transit (increase)	9,713,000
Streetcar Operational System to Hegenberger	8,329,000
Soft Costs (at 30%)	8,724,600
subtotal:	\$37,806,600
Other Pre-Development Costs	
Asphalt Removal and Site Leveling	\$8,987,000
Site/Block Development Costs (grading, local infrastructure, etc.)	27,584,000
Soft Costs (at 20%)	7,314,200
subtotal:	\$43,885,200
Total Infrastructure, Pre-Development and Enhancements: \$135,641,800	

Source: JRDV International, Inc.

7.6 PUBLIC & PRIVATE FINANCING STRATEGIES

7.6.1 Overall Funding Strategy

The following discussion outlines a conceptual program for the financing of public infrastructure required for development of the Coliseum City Master Plan scenario pursuant to this Specific Plan, including the infrastructure necessary to support new development within the Coliseum District and Sub-Area B, as outlined in Section 7.5 (above).

City/Local Government Funding

The primary resource that the City of Oakland and the County of Alameda (through the Coliseum JPA) have to contribute toward implementation of the Specific Plan is their land resource. Together, the City and County currently owns the land on which the Coliseum stadium and Arena and their associated parking lots are located. This City and County property covers around 112 acres within the Coliseum District. Additionally, the City of Oakland separately owns approximately 97 acres of additional land within the Coliseum District, 3.5 acres within Sub-Area B (the parking lot next the former Zhong Building), and 49 acres within Sub-Area E. Whether these lands will be made available for use by private development interests through ground lease or sale remains undetermined, as do the terms by which such sale or lease may proceed. However, favorable terms for use of these public lands for future private development of stadiums, ballparks and arenas, and other ancillary development

could be a major catalyst for new development and implementation.

City and developer funding will also be important to provide the staff resources necessary to manage Specific Plan implementation and to undertake all of the policy changes, regulatory actions, coordination of planning efforts across multiple agencies, and the new procedures identified in the Plan.

Private Sector Funding

The City has entered into an Exclusive Negotiating Agreement (ENA) with a group of private development interests, including JRDV Urban International and HKS, and recently expanded to include a new investor/development partner entity, Bay Investment Group, LLC.

It is the City's expectation that this ENA team (as now configured or may be re-configured in the future) will continue with on-going negotiation efforts, and reach terms acceptable to all parties for a Development and Disposition Agreement (DDA) with the City of Oakland and with the Oakland-Alameda County Coliseum Authority, giving the development group rights to build on City property and/or City and County-owned or controlled parcels, and also including agreements related to funding of infrastructure and other pre-development costs.

Shared Public/Private Finance Strategies

Ultimately, realization of the Coliseum Area Specific Plan and the Coliseum City Master Plan (particularly including the new sports venues) is likely dependent upon the feasibility of both public and private financing options. The terms and options under which either public or private investments may occur have not yet been negotiated or agreed upon, and are not speculated on as part of this Specific Plan. However, a conceptual funding scenario for the Specific Plan assumes that the City of Oakland will not incur any additional debt or other obligations to support the necessary new infrastructure, but that it may leverage future financial resources attributable to new development within the Planning Area, including future revenue from the operation of the new stadium, ballpark or arena, as well as future revenue from other ancillary development.

Any such public funds used to leverage financing capabilities will be used to supplement private capital investment in the Coliseum City Master Plan project, and may be combined with (and used as local match for) other federal, State and regional government grant programs. As more fully discussed below, grant programs, particularly for transit improvements and transportation enhancements, are seen as an effective and likely funding source for economic development and transportation/transit improvements within the Coliseum Area, particularly because of its Priority Development Area (PDA) designation under Plan Bay Area, and its central urban location.

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Public Funding Sources from Federal, State, Regional and County Governments

Section 7.6.2 and following (below) provides a list of potential public funding sources that might be available to fund or assist in the funding of additional planning, design, and construction of one or more elements of the Specific Plan. Most of these public funding sources are competitive grant or loan programs, and their availability will be dependent upon winning approval of grant or loan applications from the various public agencies involved. These public funding sources also frequently require a local or private funding “match”, which is leveraged with the public funding source to maximize the economic value of local participation. Various public funding sources are targeted toward the funding of transportation improvements, economic development projects, project planning and broader improvement and implementation programs.

Transportation and Transit Improvement Funding Strategy

The Planning Area is already uniquely well served by multiple public transportation networks, including an immediately adjacent interstate freeway (I-880) with two convenient interchanges, BART (the existing Coliseum BART station), Amtrak rail service (the Capitol Corridor line and Coliseum station), the new Airport Connector light rail, and AC Transit bus routes. A much stronger reliance on transit to serve trips within the site, as well as trips be-

tween the site and the Bay region, is a critical component of the Plan’s ultimate success. As such, multiple improvements and enhancements to these existing transit facilities are proposed, together with creation of a new transit hub to better connect each of these various transit modes together.

This combination of multiple and connectable transit modes creates opportunities to combine multiple sources of potential funding support sources, each of which may be able to be leveraged to provide multi-modal functional improvements. For example, public funding sources that may be available for rail system improvements at the site may also provide substantial ancillary benefits for interconnected bus or BART service. Furthermore, because of the Specific Plan’s emphasis on locating new development within immediate proximity of transit, the Plan creates important opportunities for joint development with private interests, bringing together joint public/private financing support sources. Based on this premise, an initial summary of potential funding sources that may be available and used for transit-related capital investment needs include:

- federal transportation financing programs such as the Transportation Infrastructure Finance and Innovation Act (TIFA), the Transportation Investment Generating Economic Recovery (TIGER) program, the Federal Transit Administration’s Section 5309 Bus program, and the Federal

Railroad Administration’s High-Speed Intercity Passenger Rail (HSIPR) program;

- regionally sourced capital financing programs through the Metropolitan Transportation Commission (MTC) and/or Alameda County Transportation Authority (ACTC);
- BART’s own funding for its capital needs from operating revenues;
- The formation of a Public Transit Assessment District to secure financing on the basis of property assessments on those private property owners who agree to such an annual assessment based on their perceived increased value resulting from targeted transportation improvements;
- joint development projects involving publicly owned land coupled with private development interests that can include sharing of revenue from a new commercial development and/or sharing of capital costs associated with public transit improvements; and
- private financing of transit improvements. The Specific Plan has a built-in incentive, through its Trip Budget strategy, for private developers to gain a density bonus by improving opportunities for transit ridership, whereby greater development opportunities may be permissible without increasing off-site vehicle trips.

7.6.2 Shared Public/Private Financing Options

Community Facilities District / Infrastructure Financing District

Should the City and/or the County decide to participate in shared public/private financing of needed infrastructure improvements, the City's and the County's overall financial resources can be protected by participating in a combination of several funding mechanisms reliant on future revenue sources, only. First, the City can form a Community Facilities District (CFD), similar to a Mello Roos District but specifically designed to fund publicly owned and operated infrastructure.¹⁰ A CFD imposes a special tax on the land underlying the "district", with the land serving as security for bonds revenues, which are then used to fund the required infrastructure. CFD bonds are not made an obligation of the City of Oakland. The sole recourse for bond-holders is the land within the designated "district" (such as the land underlying the Stadium and/or any ancillary development). Debt service payments on the bond can come from a variety of sources, including:

- a special property tax, self-imposed by property owners within the district,

potentially including the City and County, together with other private property;

- a portion of the City's share of revenues from Stadium operations. If Stadium revenues are used, the Stadium operator could provide a guarantee of sufficient revenue until the facility is fully performing, with a history of performance and evidence of an adequate coverage ratio; and;
- other revenues from non-event venue development, such as sales taxes and transient occupancy taxes.

One potential financing strategy would be to obtain the CFD bond as soon as practicable, perhaps secured in part by the Stadium property, as well as the ancillary development. CFD bond proceeds can be made available as soon as a special tax is placed on the property, and can therefore be available as soon as new development begins. Over the longer term, the CFD bond debt service can continue to be covered by a combination of property taxes and ancillary revenues. Alternatively, all, or a portion of the CFD bonds could be defeased by a separate debt issuance, such as from an Infrastructure Financing District (IFD)

that draws from the incremental property tax revenue at the site.¹¹

A major advantage of this strategy is that it can be scaled according to need. For example, if the initial infrastructure needs are only required for a new Stadium, the CFD bonds and resulting debt service and required security will be a lower amount than for all new infrastructure needs. As the project develops or expands, this funding mechanism can be commensurately expanded to accommodate. A larger project would result in greater revenue and more value to serve as security for bond-holders, which in turn means that the amount of the CFD bonds can increase.

The new development contemplated under the Specific Plan includes a new Stadium, a new Ballpark and significant ancillary development.

Joint Development

Joint development could offer a capital financing opportunity at and near the proposed Transit Hub because of the public ownership of land at this site and the development potential associated with the larger Coliseum project. Joint development is a financial arrangement between a transit agency and

¹⁰ Local government agencies can adopt a special tax assessment district and use the special taxes levied within that district to finance a variety of community facilities and services. Thus, Community Facility Districts (CFDs) are a vehicle to fund both capital and operating costs. Adoption of a CFD district requires a 2/3 approval of the qualified voters within the defined district. In an area with greater than 12 residents, adoption requires a 2/3 majority of registered voters in the area. At the time of adoption of a CFD, the district's powers must be defined, including clear limits to the district's purposes and the amounts of special taxes to be levied, the method of allocation, and the amount and maximum term of any bonded indebtedness to be issued. When multiple government agencies have interests in a potential CFD, these agency's interests may be represented through a Joint Powers Agreement. The tax liability for CFD special tax assessments are passed to future property owners over the life of the district or until the specified improvements are constructed and fully funded.

¹¹ Infrastructure Financing Districts (IFDs) have been permitted by State law for over 20 years, but to date have not been widely used. With an IFD, a jurisdiction can elect to contribute its share of the pre-existing property tax levy within a defined geographic area, subject to electoral approval of the qualified voters. There is no special tax levy to fund these improvements. Rather, an IFD diverts a portion of the existing level of property tax revenues to fund infrastructure improvements. In Oakland, the City's share of the property tax ad valorem levy is roughly 35%. This is in contrast to prior Redevelopment tax increment, which prior to dissolution of Redevelopment by the State, captured most of the property taxes (less only state mandated pass through revenues to other taxing entities). IFD districts have a limited term of 30 years; are available only to fund capital (rather than operating) costs; and are intended for use in previously undeveloped areas.

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private parties, and can take two basic forms: one, a sharing of revenue from a new commercial development; or two, a sharing of capital costs associated with the public transit improvements. A third approach could integrate these two approaches. Joint development has a history of success with a number of US transit properties and the nature of the existing and proposed transit improvements, in conjunction with the scale of the proposed Coliseum area development, certainly suggest its application.

7.6.3 Developer or Privately Borne Infrastructure Funding Sources

Private Developer Funding

Infrastructure improvements that are primarily associated with a specific development project or property can be funded in whole or in part by the private interests, particularly where the improvements are to be constructed at the time of project development. The extent that private development may fund public infrastructure improvements depends on the market context and resolution of DDA negotiations (see Section 7.4.1, above).

Public Transit Assessment District

Under California law, it is possible to secure financing for capital improvements on the basis of property assessments within a defined district. Recent legislation allows a transit operator to create a special benefit district within a half mile of a transit stop and assess property owners for transit-related improvements. The assessment must be calculated

based on the benefit the improvements render to the property owners required to pay, and charged based on physical characteristics and not the value of the property. Assessment districts can collect revenue for up to 40 years, thus allowing for revenue bonds to be issued, but ability to finance bonds would require a stable revenue stream. Thus if an assessment district were created in the short-term, bond issuance would likely need to wait until development within the Coliseum site were underway.

In the mid- to long-term this revenue source could be used to fund streetcar improvements or capital improvements to the BART station, depending on the extent to which these improvements benefit property owners within a half mile.

Business Improvement Districts and Community Benefit Districts (BIDs, CBDs)

Businesses or property owners within a given geographic area can agree to assess themselves annually to fund facilities and services that benefit the area and are in addition to those provided to the general public through tax revenues or other funding. The uses of assessments can include marketing and promotion, enhanced security, streetscape improvements, landscaping, graffiti removal and general sidewalk cleaning, and special events and marketing. BIDs can be either property based (PBID), or business based (BBID), depending on the party who is to be assessed.

Community Benefit Districts (CBDs) are similar to BIDs, but can also include and assess residential property. Assessments cannot be made on an ad valorem basis, but are instead based on other measures such as lot size, linear frontage, and/or location within the district as measures of the benefits received. An engineering report is required to support calculations of the amount of assessment by benefit derived. All properties or businesses in the area are assessed, so both existing and new property/business owners share in the costs of this program. The BID/CBD program is a way to fund, supplement, and focus public services aligned to the Coliseum Plan's goals for a mixed-use, urban, sports, entertainment and residential neighborhood on the Coliseum District, and a science and technology district at the Oakland Airport Business Park.

Undergrounding Assessment District (20A and 20B)

The California Public Utilities Commission (PUC) Rule 20 provides for undergrounding of overhead utilities at the request of a public agency or in conjunction with private development. For undergrounding projects within the City of Oakland, efforts are coordinated with Pacific Gas and Electric Company (PG&E). Based on Rule 20A, electric utility undergrounding costs are shared with PG&E and other public funds. However, there is over a 40-year waiting list for inclusion in the Rule 20A undergrounding program. Under Rule 20B, there is a relatively minimal waiting period but costs are entirely paid by property owners through an assessment district.

Development Impact Fees

Development impact fees are fees charged to new development to cover the costs of capital facilities required to serve that development. Impact fees are typically adopted to address the costs of roads and road equipment, parks, open space, fire and police facilities and equipment, justice facilities such as courthouses and jails, libraries, and/or general government facilities such as city halls and corporate yards. The two key concepts for implementation of impact fees are that they may only be charged to new development, and that the funds collected must be expended on facilities to serve new development. The funds may not be expended to alleviate existing deficiencies. They can be expended on debt service payments for bonds or other existing indebtedness that was used to build the facilities needed to serve future growth. An impact fee program can cover the entire City, or can be calculated for a specified area such as the Coliseum Specific Plan area.

Impact fees are collected based on the amounts calculated in a nexus study that establishes the legal basis for the fees. The overall future costs of facilities for development can be based on a Capital Improvement Plan or can be based on existing facilities, calculating future costs on a per-capita basis. The fees are typically collected at the issuance of building permits, but collection can be delayed as late as the issuance of a certificate of occupancy, if desired. Because of the

timing of collection (to a point right before vertical construction), impact fee revenues are not available to assist with the construction of infrastructure early in the development process. Developers can receive credit against their impact fee assessments by funding and constructing public infrastructure as part of their overall development plan.

Conditions of Approval

The City of Oakland has established Standard Conditions of Approval for all development projects. The Standard Conditions are applied as part of the standard project review process, and provide for a uniform system of expectations by which new development is made responsible for its own impacts on public services, infrastructure and other public interests.

7.6.4 Other Local Public Infrastructure Funding Sources

Oakland Capital Improvements Program (CIP)

Infrastructure and facilities improvement projects that meet the City's priorities could be eligible for funding by the City of Oakland's Capital Improvement Program (CIP), part of the City's General Fund budgeting process. The CIP covers projects costing more than \$50,000 and funds are used for the construction of new or repair of existing facilities. Eligible projects include parks and open space; streets, sidewalks and lighting; storm drains and sewers; technology; improvements to traffic hazards; disabled access and various other categories.

While General Fund dollars are always scarce, the CIP could be considered a tool for incrementally funding infrastructure improvement projects over the long term.

Oakland General Fund Revenues and Tax Revenue Increments

New development, reuse, and increases in business activity in the Plan area will increase property tax revenues to the City and can also increase sales tax revenues. The City Council could choose to allocate existing General Fund revenues in the nearer term to facilitate implementation of the Plan and encourage growth and new development in the area that would generate additional tax revenues in the future. Over time, the Council could choose to allocate increased tax revenues from the Plan area to fund capital improvements that would benefit the area and facilitate further growth of tax revenues in the future.

General Obligation Bonds

Property tax-based bonds for specifically identified capital improvements require a two-thirds "super majority" voter approval. The super majority is often difficult to achieve. Bond measures are jurisdiction or district-wide and are not suitable for smaller area projects. However, specific improvements located within the Coliseum Area could be included as part of a future general obligation bond measure. One recent example is Measure DD, which is funding a number of Lake Merritt, park and other public improvements projects within the City.

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Landscape and Lighting Assessment District (LLAD)

As provided in the California Landscape and Lighting District Act of 1972, Oakland voters approved a Landscape and Lighting Assessment District (LLAD) in 1989. The LLAD is funded by property tax assessments. Funds for Oakland's Landscape and Lighting Assessment District are generally used for the construction and general upkeep of street lighting, landscaping of parks and streets and related activities. In FY 2010/11, the City approved \$18.4 million in LLAD expenditures. Oakland's Landscape and Lighting Assessment District is responsible for maintaining 130 City parks and public grounds including Lake Merritt, which also includes maintaining street trees, community centers, street lights and traffic signals. The demands for LLAD funding currently outpace available funds. However, small scale open space improvement projects envisioned by the Coliseum Plan could potentially be incorporated in long term funding plans for a LLAD.

BART

BART can and does provide capital funding for its capital needs from its operating revenues, and maintains an inventory of currently unfunded capital needs. The BART Coliseum station could be the subject of direct financing from BART revenues if such improvements to address event crowding were found to be a priority. Parking revenues in particular may

be available for station related improvements. While operating revenues are unlikely to cover a large share of the total identified cost of improvements, BART revenues could also serve as valuable non-federal "matching" funds to potential federal assistance. Further, if the Measure B sales tax were to be re-authorized by Alameda County voters in the future, some funds could be utilized by BART to improve and expand the Coliseum station.

7.6.5 Federal, State and Regional Funding Sources

Community Development Block Grant (CDBG)

The Community Development Block Grant is a program designed to distribute funds to urban cities and counties negatively impacted by economic and community development issues. Since 1974, block grant awards have been determined annually by the US Department of Housing and Urban Development (HUD) by assessing demographic, economic, and community development issues. To be eligible for CDBG funding, communities must dedicate 70 percent of funds to citizens with low and moderate income. Jurisdictions must also use funds to reduce the presence of blight in their community and promote community development in areas that suffer from extenuating circumstances. A community advisory group is charged with oversight over the administration of the local CDBG programs in each community.

The City of Oakland is a CDBG entitlement community, meaning that it receives a direct fund allocation and can internally designate uses for those funds, subject to HUD approval.

Section 108 Loans

As part of the federal CDBG program, HUD allows communities to take loans against their future CDBG allocations for community and economic development programs. The program's regulations require that Section 108 loans be repaid to HUD from revenue collected from the funded activity. HUD closely monitors the community programs to ensure that future CDBG allocations are not diverted to service the Section 108 loan.

Community Action for a Renewed Environment (CARE)

CARE is a competitive grant program administered by the US Environmental Protection Agency that offers an innovative way for a community to organize and take action to reduce toxic pollution in its local environment. Transportation and "smart-growth" types of projects are eligible. Currently, there are no plans to publish a Request for Proposal for the CARE program due to lack of congressional funding, but should the program be funded in the future, Oakland could pursue a grant allocation (as was done in West Oakland in 2006).

Transportation Infrastructure Finance and Innovation Act (TIFA)

The TIFA program provides credit assistance for large-scale (highway, transit, railroad, et.al.) projects of regional and national significance. A creative approach to assisting with financing gaps and leveraging private co-investment, each federal dollar authorized by congress in the program can provide up to ten dollars of credit assistance. There are three different forms of the assistance: direct secured loans; loan guarantees; and lines of credit. Projects must have a capital financing threshold of \$50 million to be eligible for this assistance. The program is administered by the US DOT.

Transportation Investment Generating Economic Recovery (TIGER)

The federal TIGER program was created as part of the federal government's response the "Great Recession", but its popularity and effectiveness have sustained it beyond other federal economic stimulus programs. A discretionary grant program that is highly competitive, annual appropriations of approximately one-half billion dollars are distributed once a year after comparatively rigorous applications have been submitted for a broad array of transportation-eligible capital projects. An emphasis of the program is upon projects that seek to achieve state and national transportation and economic objectives. The program is administered by the US DOT.

Federal Transit Administration, New Starts/Small Starts

This Federal Transit Administration (FTA) program is a primary capital funding program for rail transit projects, including rapid rail, light rail, and streetcars. It offers possible assistance for a number of elements that likely will require capital financing to serve the Coliseum project. Certain projects, e.g., the proposed streetcar, may face difficulties with this program due to the current lengthy project planning and funding queue that exists nationally, so the assistance of BART in assessing the opportunity to utilize this funding source would be essential.

Federal Transit Administration, Section 5309 Bus

This FTA program is an important transit funding program that focuses on bus and bus-related capital needs, the 5309 program could be engaged for certain capital needs associated with improvements at the BART, Capitol Corridor stations, and possibly for specific elements of the proposed Hub, as these elements provide connectivity between on-street bus services and regional and inter-city rail as well as Coliseum site transit.

Federal Railroad Administration, High-Speed Intercity Passenger Rail (HSIPR)

The HSIPR is a discretionary program authorized by congress for the Federal Railroad Administration, and is a capital financing source that could be utilized for improvements needed to upgrade the Capitol Corridor station

that serves the Coliseum site and the BART Coliseum station connection. However, the program, which was part of the ARRA effort, is not currently appropriated, although it remains authorized.

Transportation Community and System Preservation (TCSP) Program

TCSP provides federal funding for transit oriented development, traffic calming, and other projects that improve the efficiency of the transportation system, reduce impacts on the environment, and provide efficient access to jobs, services, and centers of trade. The program provides communities with the resources to explore the integration of their transportation system with community preservation and environmental activities. TCSP Program funds require a 20 percent local funding match.

Transportation Development Act (TDA) Article 3

TDA funds are state block grants awarded annually to local jurisdictions for transit, bicycle, and pedestrian projects in California. Funds originate from the Local Transportation Fund (LTF), which is derived from a quarter-cent of the general state sales tax. LTF funds are returned to each county based on sales tax revenues. Eligible pedestrian and bicycle projects include: construction and engineering for capital projects; maintenance of bikeways; bicycle safety education programs (up to five percent of funds); and development of comprehensive bicycle or pedestrian facilities plans. A city or county may apply for funding

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to develop or update bicycle plans not more than once every five years. TDA funds may be used to meet local match requirements for federal funding sources. Two percent of the total TDA apportionment is available for bicycle and pedestrian funding.

California Office of Traffic Safety (OTS)

OTS grants are supported by Federal funding under the National Highway Safety Act and SAFETEA-LU. In California, the grants are administered by the Office of Traffic Safety. Grants are used to establish new traffic safety programs, expand ongoing programs or address deficiencies in current programs. Pedestrian safety is included in the list of traffic safety priority areas. Eligible grantees are governmental agencies, state colleges, state universities, local city and county government agencies, school districts, fire departments, and public emergency services providers. Grant funding cannot replace existing program expenditures, nor can traffic safety funds be used for program maintenance, research, rehabilitation, or construction. Grants are awarded on a competitive basis, and priority is given to agencies with the greatest need. Evaluation criteria to assess need include potential traffic safety impact, collision statistics and rankings, seriousness of problems, and performance on previous OTS grants. There is no maximum cap to the amount requested, but all items in the proposal must be justified to meet the objectives of the proposal.

Caltrans Transportation Planning Grant Program

The Community-Based Transportation Planning Grant Program funds projects that exemplify livable community concepts. The program is administered by Caltrans. Eligible applicants include local governments, MPOs, and RPTAs. A 20 percent local match is required, and projects must demonstrate a transportation component or objective.

State Transportation Improvement Program (STIP)

To be included in the STIP, projects must be identified either in the Interregional Transportation Improvement Plan (ITIP), which is prepared by Caltrans, or in the Regional Transportation Improvement Plan (RTIP). Caltrans updates the STIP every two years. SAFETEA-LU, the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users is the primary federal funding source for bicycle and pedestrian projects. Caltrans, the State Resources Agency, and regional planning agencies administer SAFETEA-LU funding. Most, but not all of these funding programs emphasize transportation modes and purposes that reduce auto trips and provide inter-modal connections. SAFETEA-LU programs require a local match of between zero percent and 20 percent. SAFETEA-LU funds primarily capital improvements and safety and education programs that relate to the surface transportation system. To be eligible for Federal transportation funds, States are required to develop a State Transportation Improvement Program

(STIP) and update it at least every four years. A STIP is a multi-year capital improvement program of transportation projects that coordinates transportation-related capital improvements planned by metropolitan planning organizations (MPOs) and the State.

Highway Safety Improvement Program (HSIP)

Highway Safety Improvement Program funds are allocated to States as part of SAFETEA-LU. The goal of HSIP funds is to achieve a significant reduction in traffic fatalities and serious injuries on all public roads. As required under the Highway Safety Improvement Program (HSIP), the California Department of Transportation has developed and is in the process of implementing a Strategic Highway Safety Plan (SHSP). A portion of the HSIP funds allocated to each state is set aside for construction and operational improvements on high-risk rural roads. If the state has a Strategic Highway Safety Plan, the remainder of the funds may be allocated to other programs, including projects on bicycle and pedestrian pathways or trails and education and enforcement. The local match requirement varies between 0 and 10 percent. The maximum grant award is \$900,000. Caltrans issues an annual call for projects for HSIP funding. Projects must meet the goals of the Strategic Highway Safety Plan.

Bicycle Transportation Account (BTA)

BTA is an annual program providing state funds for city and county projects that improve safety and convenience for bicycle commuters. In accordance with the Streets and Highways

Code (SHC) Section 890-894.2 - California Bicycle Transportation Act, projects must be designed and developed to achieve the functional commuting needs and physical safety of all bicyclists. Local agencies first establish eligibility by preparing and adopting a Bicycle Transportation Plan (BTP) that complies with SHC Section 891.2. The BTP must be approved by the local agency's Regional Transportation Planning Agency.

California Infrastructure & Economic Development Bank (I-Bank)

The State of California provides financing for infrastructure and private development through the California Infrastructure & Economic Development Bank (I-Bank), which has provided nearly \$32 billion in financing to date. The goal of the I-Bank lending is to promote economic development and revitalization. The loans can be sized between \$250,000 to \$10 million, with a 30 year amortization and a fixed interest rate. Loans are obtained by local municipalities or by non-profit organizations on behalf of their local government. Eligible uses for loan funds include city streets, drainage, educational and public safety facilities, parks and recreation facilities and environmental mitigation, amongst others.

Regional Surface Transportation Program (RSTP)

The Regional Surface Transportation Program (RSTP) is a block grant program that provides funding for a range of transportation projects.

Under the RSTP, metropolitan planning organizations prioritize and approve projects that will receive RSTP funds. Metropolitan planning organizations can transfer funding from other federal transportation sources to the RSTP program in order to gain more flexibility in the way the monies are allocated. In California, 76 percent of RSTP funds are allocated to urban areas with populations of at least 200,000. The remaining funds are available statewide.

Regional Sources

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Safe Routes to Transit (SR2T) Regional Measure 2 (RM2)

Approved in March 2004, Regional Measure 2 (RM2) raised the toll on seven state-owned Bay Area bridges by one dollar for 20 years. The Metropolitan Transportation Commission (MTC) allocates the \$20 million of RM2 funding

to the Safe Routes to Transit Program, which provides competitive grant funding for capital and planning projects. Eligible projects must reduce congestion on one or more of the Bay Area's toll bridges. Transform and Bike East Bay administer the Safe Routes to Transit (SR2T) funding.

Bay Area Transit-Oriented Affordable Housing (TOAH)

The Bay Area TOAH fund provides financing for affordable housing development near transportation centers throughout the Bay Area. The TOAH fund was the product of an initial investment by MTC and several other community financial institutions, resulting in nearly \$50 million. General uses include affordable rental housing located near or within a half mile of transportation centers and that falls within Priority Development Areas (PDAs) defined by MTC. Other permissible uses include retail space and community services such as child care, grocery stores and health clinics. Loan products include acquisition, predevelopment, construction and mini-permanent loans. Projects in the past have obtained loans of up to \$7 million. Both non- and for-profit affordable housing developers, could access this fund with favorable terms to develop TOD housing near the Coliseum BART Station.

Transportation Fund for Clean Air (TCFA)

Transportation Fund for Clear Air (TCFA) is administered by the Bay Area Air Quality Management District (BAAQMD). Projects must

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be consistent with the 1988 California Clean Air Act and the Bay Area Ozone Strategy. TFCA funds cover a wide range of project types, including bicycle facility improvements, arterial management improvements to speed traffic flow on major arterials, and smart growth.

One Bay Area Grant (OBAG)

The One Bay Area Grant (OBAG) Program is a new transportation funding approach for the Bay Area that integrates the region's federal transportation program with California's climate law (Senate Bill 375) and the Sustainable Communities Strategy. Funding distribution to the counties will consider progress toward achieving local land-use and housing policies by:

- Rewarding jurisdictions that accept housing allocations through the Regional Housing Need Allocation (RHNA) process and produce housing using transportation dollars as incentives.
- Supporting the Sustainable Communities Strategy for the Bay Area by promoting transportation investments in Priority Development Areas (PDAs).
- Providing additional investment flexibility by eliminating required program investment targets. The OBAG program allows flexibility to invest in transportation categories such as Transportation for Livable Communities, bicycle and pedestrian improvements, local streets and roads preservation, and planning activities, while also providing

specific funding opportunities for Safe Routes to School (SR2S).

One Bay Area Grants are sized at a minimum of \$500,000 for Alameda County or other counties with populations over one million. Although SR2S capital improvement grants can often average \$500,000, OBAG will only match smaller grants at approximately \$100,000. The Coliseum Area Specific Plan is located within a Priority Development Area, and would thus be eligible for this grant, which the City could use to help catalyze TOD housing development.

Measure B

Measure B was initially approved in 1986 as a funding mechanism that would be used to provide additional funding for transportation improvements and development in Alameda County. Measure B funding is generated through a special transportation sales tax and is administered by the Alameda County Transportation Commission (ACTC). In 2000, Measure B funding was increased by half a cent to address additional transportation needs and improvements over 20 years for the amount of \$1.4 B. Alameda County transportation agencies and cities receive Measure B funding to implement eligible transportation-related uses. These uses of Measure B funding include capital improvement projects, local transportation (AC Transit), paratransit, and bicycle/pedestrian safety.

Measure B funds are distributed through a formula to cities. These funds are spent on transportation operations and capital projects wherever possible; most projects consist

of paving and sidewalk repair, traffic signal replacement, and other basic transportation infrastructure that has already significantly outlived its useful life. The City of Oakland has received Measure B funding in 2013; the next cycle for application will be in 2016. Measure B funding is passed-through to the City until 2020, and is often the only source of local match funds for the City when applying for grants from other funding entities.

Measure B1, a reauthorization of the Measure B sales tax, was narrowly defeated on the November 2012 ballot. This measure would have extended and significantly increased local sales tax funding for transportation-related projects. A similar measure may be reintroduced to the ballot in the near future.

Alameda County Transportation Commission Vehicle Registration Fees

Alameda County Vehicle Registration Fee (VRF) Program was approved by the voters in November 2010. The fee generates about \$10 million per year by a \$10 per year vehicle registration fee. The goal of the VRF program is to sustain the County's transportation network and reduce traffic congestion and vehicle related pollution.

In 2013/2014, Alameda CTC distributed \$1.7m in these funds to the City of Oakland. Funds are distributed according to a yearly Allocation Plan, adopted by ACTC.

7.7 COMPLIANCE WITH CEQA

A Draft Environmental Impact Report (Draft EIR) has been prepared by the City of Oakland in accordance with the California Environmental Quality Act (CEQA) and associated CEQA Guidelines to describe the potential environmental consequences of this Coliseum Area Specific Plan. The Draft EIR serves as an informational document for use by public agency decision makers and the public in their consideration of this Specific Plan. The Draft EIR will be made available for public review and comment. Written comments on the Draft EIR will be accepted, and oral comments on the Draft EIR may be offered at a special public hearing on the EIR. Following the public review and comment period, the City will prepare a Response to Comments document. The Draft EIR and its appendices, together with the Response to Comments document will constitute the EIR for the Specific Plan.

7.7.1 Adoption of the Specific Plan

The City of Oakland intends for this EIR to serve as the CEQA-required environmental documentation for consideration of the Specific Plan. The EIR presents an analysis of the environmental impacts of adoption and implementation of the Specific Plan, specifically evaluating the physical and land use changes from potential development that could occur. This EIR also provides the environmental review necessary for City decision-makers to consider a number of General Plan amendments and re-zonings throughout the Project Area in order to allow new residential uses,

new sports venues, local-serving retail uses, greater and more precisely defined building heights, further differentiation among business and industrial land uses, more accurate representations of open space areas, and different design standards than are allowed under current policies and regulations.

7.7.2 Subsequent Individual Projects

For some site-specific projects, the EIR may provide sufficient detail to enable the City to make environmentally informed decisions on subsequent, site-specific projects undertaken pursuant to the Specific Plan. The City intends to use the streamlining and tiering provisions of CEQA to the maximum feasible extent, so that future environmental review of subsequent development projects and public improvement projects can be carried out expeditiously and without the need for repetitive and redundant environmental review. As such, the EIR is intended to provide for the streamlined environmental review necessary for subsequent consideration of project-level approvals necessary for the following individual project types:

- each of the three new sports and event venues (the Stadium, the Ballpark and the new Arena) as contemplated in the Specific Plan,
- the approximately 4,000 new residential units contemplated within the Coliseum District (Sub-Area A), at the densities and of the types of housing as fully contemplated in the Specific Plan,

- up to approximately 875 new hotel rooms within the Coliseum District, at the approximate locations and intensities of use as fully contemplated in the Specific Plan,
- the more than 1.9 million square feet of new retail, commercial, and business-type development projects within the Coliseum District, consistent with the intensities and types of uses fully contemplated in the Specific Plan;
- improvements to public infrastructure systems (i.e., water, sewer and storm drains, electrical and power utilities, etc.);
- improvements to the public roadway and transportation systems, including roadway and sidewalk repairs and improvements, new bike lanes, and other similar transportation improvements;
- development of public parks and open space as specifically contemplated in the Specific Plan; and
- to the extent reasonable and feasible, this EIR will also be used to streamline the environmental review of other subsequent development and environmental enhancement projects located within Sub-Areas B, C, D and E.

In some cases, site-specific environmental issues will not be known until subsequent design occurs, leading to the preparation of later, project-level environmental documentation. When considering the applicability of

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the streamlining provisions under CEQA, the City will consider whether such subsequent projects may have impacts which are peculiar to that project or its site, whether the project may result in impacts which were not fully analyzed in the EIR, or which may result in impacts which are more severe than have been identified in the EIR. Should any of these factors apply, more detailed project-level environmental review may be required.