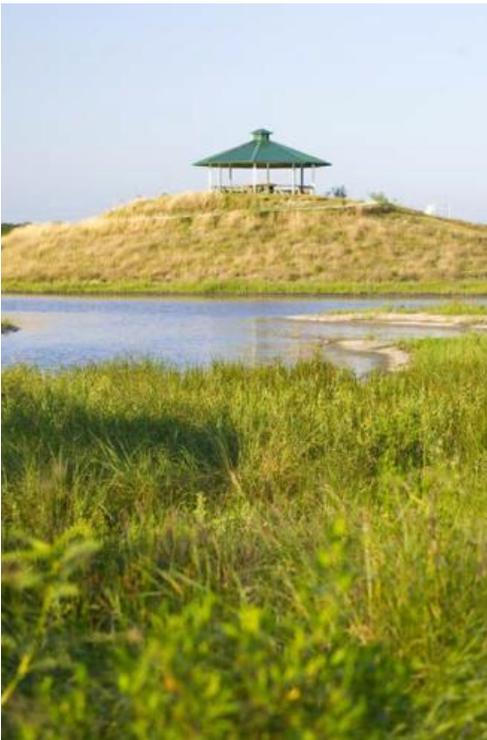




Coliseum Area Specific Plan

Final Adopted Plan - April 2015



Coliseum Area Specific Plan

Final Adopted Plan - April 21, 2015

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TABLE OF CONTENTS

1 VISION AND SUMMARY

1.1 Vision for the Future.....	1
1.2 Core Goals and Objectives.....	4
1.3 Overview of the Project.....	8
1.4 Specific Plan Organization.....	13

2 BACKGROUND

2.1 Overview	15
2.2 Project Setting.....	18
2.3 Planning Context & Process.....	35

3 LAND USE

3.1 Introduction.....	43
3.2 Sports Venue & Development Scenarios	47
3.3 Integrated Land Use-Transportation Approach	50
3.4 Land Use Plan and Program	53
3.5 Land Use Goals and Policies.....	58
3.6 Sub-Area A: Transit Mixed Use & Sports Mixed Use	64
3.7 Sub-Area B: Waterfront Mixed Use.....	67
3.8 Sub-Area C: Manufacturing/R&D Mixed Use.....	70
3.9 Sub-Area D: Airport-Related Logistics	72
3.10 Sub-Area E: Shoreline Light Industry, Commercial & Open Space..	73
3.11 Community and Economic Benefits	74
3.12 Affordable Housing Goals and Policies.....	75
3.13 Addressing the Potential for Indirect Residential Displacement	77

4 COMMUNITY DESIGN

4.1 Introduction.....	81
4.2 Urban Design Character	82
4.3 Streetscape, Gateways & Connections	86
4.4 Open Space & Habitat Areas	92
4.5 Building Massing and Character	95
4.6 Sustainability and Health.....	96
4.7 Consistency with City of Oakland General Plan And Standards.....	97

5 TRANSPORTATION

5.1 Overall Transportation Goal and Objectives	99
5.2 Vehicular Circulation	100
5.3 Pedestrians, Bicyclists, and Accessibility	107
5.4 Parking	111
5.5 Transit and Onsite Circulator	114
5.6 Travel Demand Management (TDM).....	116

6 PUBLIC INFRASTRUCTURE AND SERVICES

6.1 Introduction.....	121
6.2 Storm Drainage	122
6.3 Potable and Non-Potable Water	126
6.4 Wastewater and Sanitary Sewer	128
6.5 Energy and Telecommunications	130
6.6 Base Flood Elevation and Sea Level Rise	132
6.7 Public Safety	134
6.8 Solid Waste Management	134

TABLE OF CONTENTS

7 IMPLEMENTATION AND ADMINISTRATION

7.1 Introduction.....	137
7.2 Phasing	137
7.3 General Plan and Zoning Changes.....	140
7.4 Subsequent Private Development Processes and Permits.....	147
7.5 Infrastructure Cost Estimates	151
7.6 Public & Private Financing Strategies.....	154
7.7 Affordable Housing Strategies.....	165
7.8 Compliance with CEQA.....	167
7.9 Adoption of the Specific Plan	168
7.10 Subsequent Individual Projects.....	168
7.11 Action Plan.....	168

LIST OF FIGURES

Figure 1.1: Sub-Areas & Coliseum District Map	8	Figure 3.6: Existing Arena- No Stadium or Ballpark	49
Figure 1.2: Coliseum Area Specific Plan Conceptual Buildout	10	Figure 3.7: Intermodal Transit Hub	51
Figure 1.3: Conceptual Land Use Plan	11	Figure 3.8: Conceptual Land Use Plan	54
Figure 1.4: Alternative Sports Venue Configurations	12	Figure 3.9: Sports and Entertainment Uses	55
Figure 2.1: Regional Context	18	Figure 3.10: Science and Technology Uses	55
Figure 2.2: Specific Plan Area and Sub-Areas	19	Figure 3.11: Mixed Uses	55
Figure 2.3: Existing Land Uses	20	Figure 3.12: Sub-Area A Land Use Plan	66
Figure 2.4: Existing Site Features -- Sub-Area A	23	Figure 3.13: Sub-Area A Illustrative Plan	66
Figure 2.5: Figure-Ground Analysis	26	Figure 3.14: Sub-Area B Land Use Plan	68
Figure 2.6: Ownership Pattern	27	Figure 3.15: Sub-Area B Conceptual Waterfront Plan	68
Figure 2.7: Existing Transit Facilities	30	Figure 3.16: Sub-Area B Alternative 1 with Linear Park	68
Figure 2.8: Existing and Proposed Pedestrian Facilities	31	Figure 3.17: Sub-Area B Alternative 2 with Bay Inlet	69
Figure 2.9: Existing and Proposed Bicycle Facilities	32	Figure 3.18: Sub-Area C Land Use Plan	71
Figure 2.10: Existing Creeks and Sloughs	34	Figure 3.19: Sub-Area C Illustrative Plan	71
Figure 2.11: Jurisdictional Boundaries	36	Figure 3.20: Sub-Area D Land Use Plan	72
Figure 2.12: Current City of Oakland General Plan Designations	38	Figure 3.21: Sub-Area D Illustrative Plan	72
Figure 2.13: Current Zoning	39	Figure 3.22: Sub-Area E Land Use Plan	73
Figure 2.14: City Structure Diagram	40	Figure 4.1: Community Design Structure Diagram	83
Figure 3.1: Specific Plan Area and Sub-Areas	45	Figure 4.2: Illustrative Section - Looking South at New NFL Stadium	84
Figure 3.2: Illustrative Plan (with Sub Areas)	46	Figure 4.3: Illustrative Section - Looking South at New Science & Technology District	84
Figure 3.3: Illustrative Concept	47	Figure 4.4: Illustrative Section - Looking North at Elevated Podium Concourse	85
Figure 3.4: New Stadium and Ballpark + Renovation of Existing Arena	48	Figure 4.5: Illustrative Section - Looking North at Transit	85
Figure 3.5: New Stadium or Ballpark + Existing Arena	48	Figure 4.6: Connectivity Diagram	86

LIST OF FIGURES

- Figure 4.7: Street Section Key Map Sub-Area A 87
- Figure 4.8: Creek and Channel Improvements 92
- Figure 4.9: Open Space Plan Area 93
- Figure 4.10: Open Space Plan Area - Detailed 94
- Figure 4.11: Building Massing (Sub-Areas A&B) 95
- Figure 5.1: Sub-Area A Street Circulation Diagram 101
- Figure 5.2: Major Roadways Diagram 102
- Figure 5.3: Onsite Streets Diagram 103
- Figure 5.4: Pedestrian Circulation Diagram 107
- Figure 5.5: Bicycle Circulation Diagram 108
- Figure 5.6: Sub-Area A Parking Locations 111
- Figure 5.7: Sub-Area B Parking Locations 111
- Figure 5.8: Transit Connections Diagram 114
- Figure 6.1: FEMA Map 122
- Figure 6.2: Storm Drainage Diagram 123
- Figure 6.3: Elmhurst Creek Realignment 124
- Figure 6.4: Utility Backbone Diagram 129
- Figure 6.5: PG&E Diagram 131
- Figure 7.1: Phase 1 139
- Figure 7.2: Phase 2 139
- Figure 7.3: Phase 3 139
- Figure 7.4: Phase 4 139
- Figure 7.5: Proposed General Plan Amendments 141
- Figure 7.6: New Zoning Map 145

LIST OF TABLES

- Table 2.1: Existing Land Uses (acres) 21
- Table 2.2: Existing Building Space (building square feet) 22
- Table 3.1: Land Use Equivalencies (Sub-Area A) 53
- Table 3.2: Building Space at Buildout by Land Use (includes existing) 57
- Table 3.3: Sub-Area A Development Program 66
- Table 3.4: Sub-Area B Development Program 68
- Table 3.5: Sub-Area C Development Program 71
- Table 3.6: Sub-Area D Development Program 72
- Table 3.7: 2015 Affordable Housing Income Limits 76
- Table 7.1: Coliseum Area Proposed General Plan Amendments 140
- Table 7.2: Coliseum Area Proposed Zoning Amendments 144
- Table 7.3: Coliseum District Infrastructure and Pre-Development Cost Estimate 152
- Table 7.4: Sub-Area B Infrastructure and Pre-Development Cost Estimate 153
- Table 7.5: Coliseum Area Action Plan 169

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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:

- Create a state-of-the-art sports and entertainment district that reinvents the sports experience in the Bay Area.
- Build a regionally significant jobs and employment area that expands Oakland's ability to attract new jobs accessible to local residents, supports existing businesses, and spur economic vitality in the surrounding East Oakland area 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.
- Accommodate the future population, including residents of all incomes and households of all sizes, including families



Future Opportunities

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 significant 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. 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.



Photo Credit: Bernard Zee

Oakland-Alameda County Coliseum and Arena

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



Photo Credit: BART

New Oakland Airport Connector

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 desired character of the Plan Area's land uses, 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 International 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 major sports venues. The Specific Plan addresses Sub-Area A in a greater level of detail, as it is the focus for early phase redevelopment.

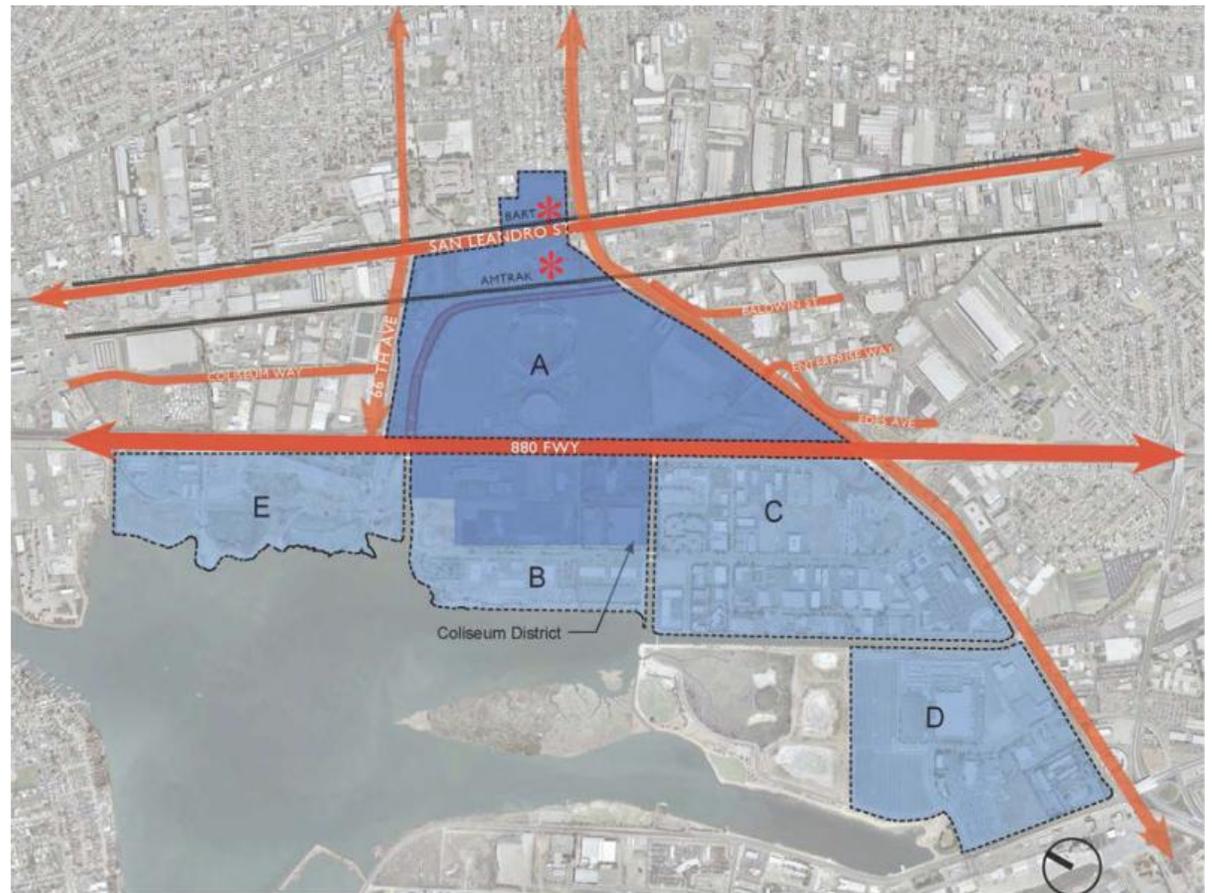


Figure 1.1: Sub-Areas & Coliseum District Map

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 teams. Figure 1.2 shows one hypothetical buildout of the site.

Key program elements are:

- Development of up to three new multi-purpose sports/entertainment venues that retains the professional 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 concourse could potentially extend over I-880 and link BART to the bay (Sub-Area A and possibly Sub-Area B).
- 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).



VISION AND SUMMARY

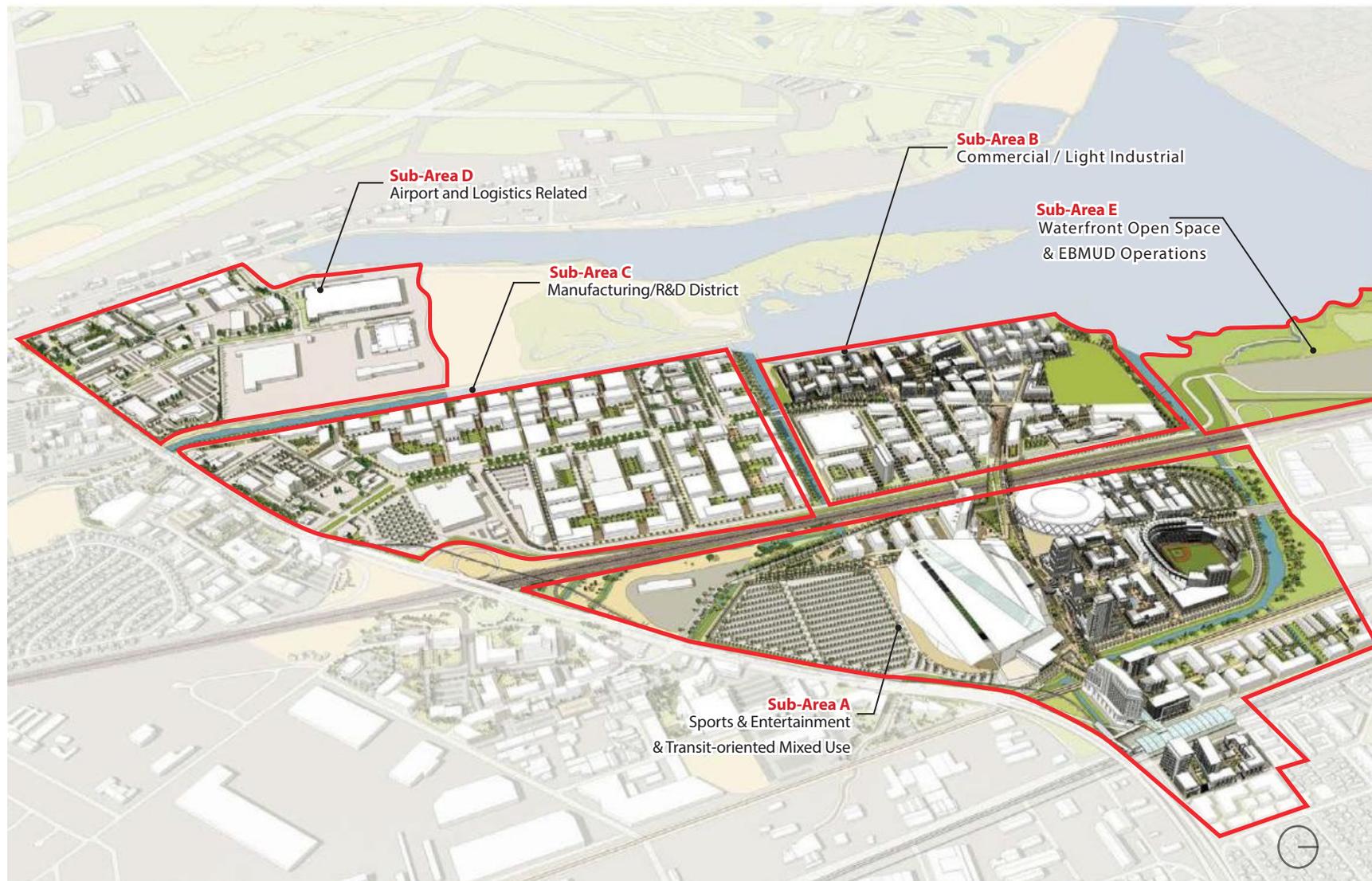


Figure 1.2: Coliseum Area Specific Plan Conceptual Buildout
Source: JRDV / City of Oakland

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. See Figure 1.3 for a conceptual mix of land uses.

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 (See Figure 1.4). 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.

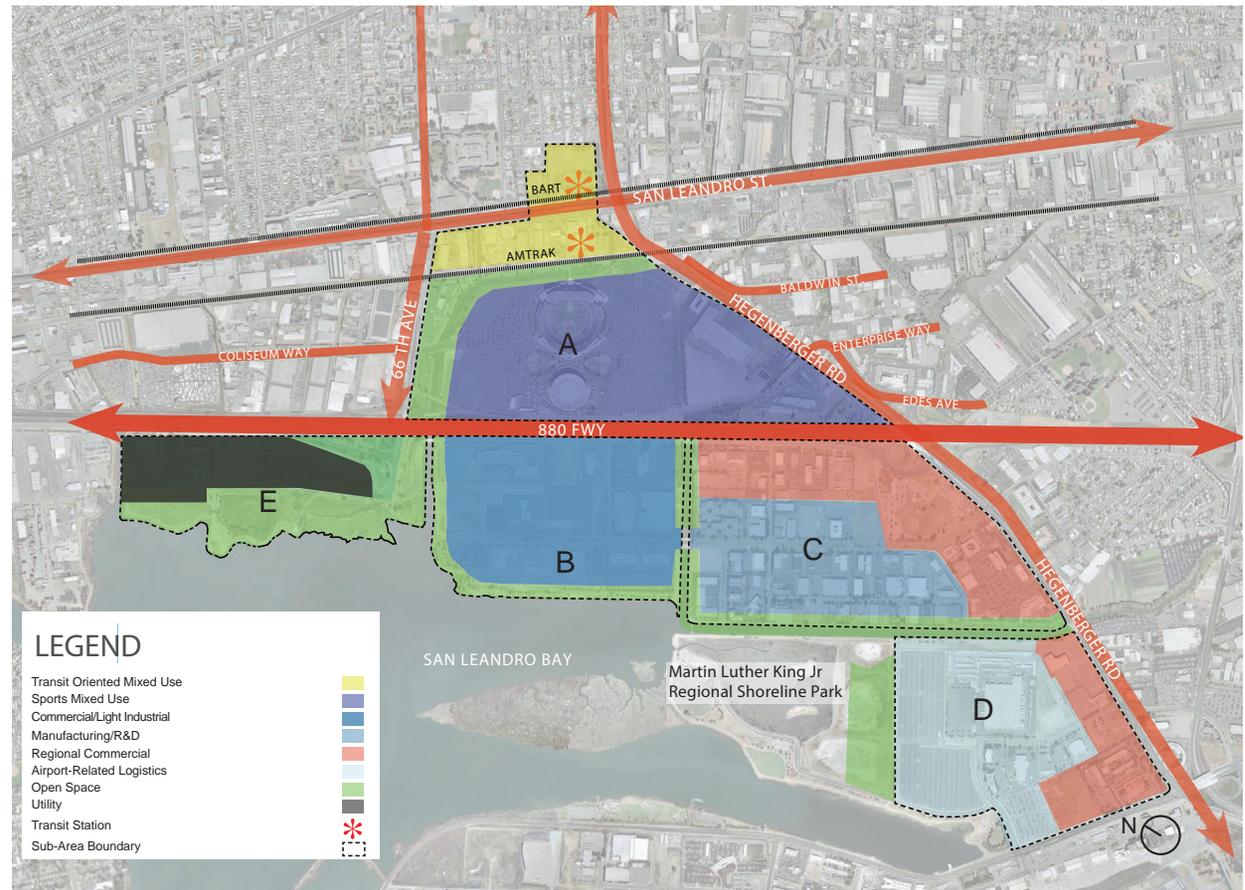


Figure 1.3: Conceptual Land Use Plan

VISION AND SUMMARY

**Scenario #1: New Stadium and Ballpark
+ Renovation of Existing Arena**



**Scenario #3: Existing Arena -
No Stadium or Ballpark**



**Scenario #2: New Stadium or Ballpark
+ Existing Arena**



Figure 1.4: Alternative Sports Venue Configurations
Source: JRDV / City of Oakland

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.



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 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 Environmental Impact Report (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.

BACKGROUND

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 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.

However, in order for the Plan Area to become a more viable future economic asset for Oakland and Alameda County, there is a need for significant redevelopment of the existing Coliseum sports facilities and nearby business areas.

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 an illustrative 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 different 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 the West
(Source: JRDV / City of Oakland)

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 from 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 fall 2014, the Oakland International Airport is positioned to become a more pow-



Figure 2.1: Regional Context

erful engine of local economic development, attracting businesses of all types to the Plan Area seeking speed, agility, and connectivity.

Given these characteristics, the Coliseum project holds potential for being a catalyst for transformative change, not only in the City of Oakland but the greater region. In addition,

the project offers opportunities to retain Oakland's three major professional sports teams 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.

2.2.2 Surrounding Land Uses

The Plan Area has been 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, 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 and local restaurants. To the south of Doolittle Drive is the Oakland International Airport and related uses.
- The southernmost portion of the Plan Area includes a section of the Martin Luther King Jr. Regional Shoreline located on a small peninsula, the tip of which is Arrowhead Marsh.



Figure 2.2: Specific Plan Area and Sub-Areas

BACKGROUND

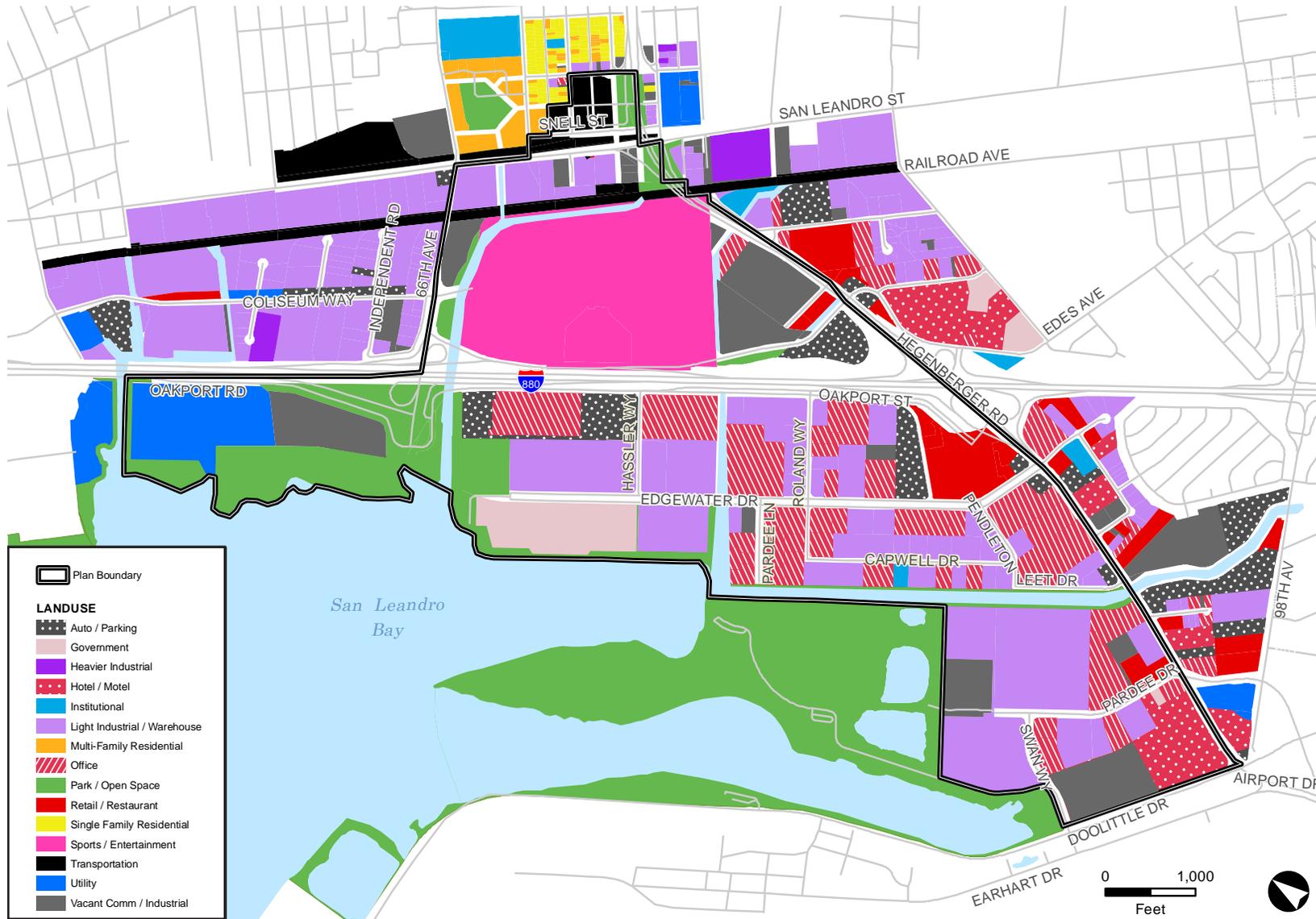


Figure 2.3: Existing Land Uses

- 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, 270,000 square feet of auto-related, retail and restaurant uses, and 150,000 square feet of public and institutional uses.

Sub-Area A

The 203-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

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						
Science & Tech		18.5				18.5
Science & Tech/Lt. Ind'l/Office			98.3			98.3
Light Industrial	15.1	31.8	5.0			51.9
Logistics/Distribution				69.7		69.7
Office	1.8	9.3	17.6	16.2		44.9
Commercial						
Hotel				29.9		29.9
Auto-Related ²	21.5	11.9	8.4	2.4		44.2
Retail/Restaurant	1.3		16.1	3.0		20.4
Public and Civic						
Government/Utility ³	20.6	37.3	1.2	3.4	155.4	217.9
Institutional	0.6		1.0			1.6
Parks / Open Space	2.2	8.6			82.2	93
Waterways	2.7	4.1	1.9		2.7	11.4
Vacant	25.2		1.0	2.0		28.2
TOTALS⁴	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

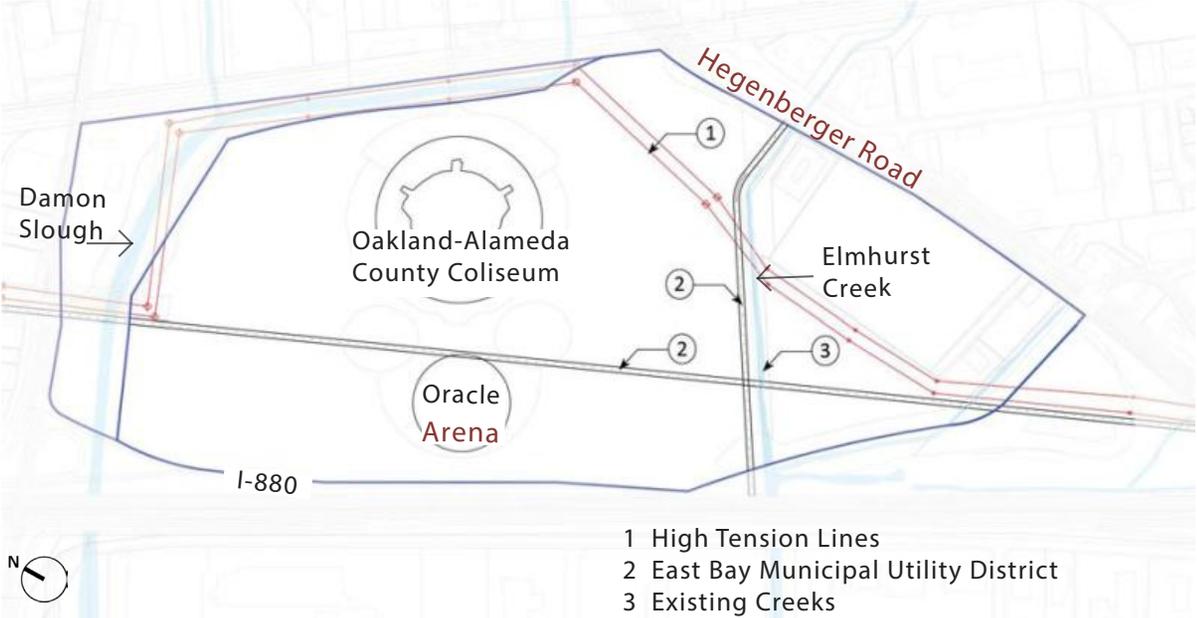


Figure 2.4: Existing Site Features -- Sub-Area A

Sub-Area A Site Images



BACKGROUND

professional 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 defined by Hegenberger Road, which is elevated to the east over the train tracks. I-880 borders the eastern edge of Sub-Area A. The northern edge of Sub-Area A abuts the warehouse and industrial district along Coliseum Way. See Figure 2.4 for Existing Site Features of Sub-Area A.

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 122 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 low-rise 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 of restored wetland, created as a mitigation project by the Oakland Airport.

Sub-Area B Site Images



Sub-Area C

Sub-Area C is approximately 151 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 as 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 127 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 240 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 (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; 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.

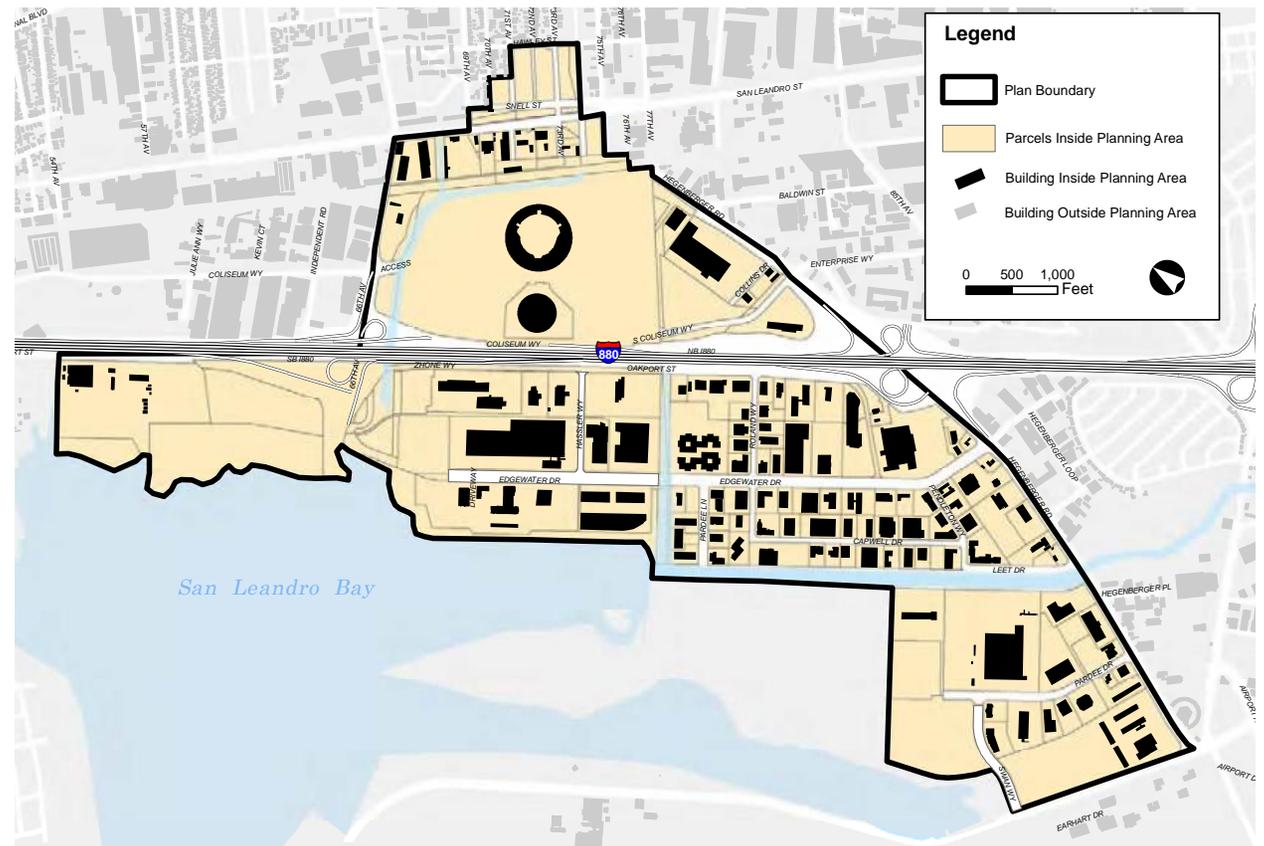


Figure 2.5: Figure-Ground Analysis

2.2.5 Ownership

Almost two-thirds of the Plan Area (535 acres) is publicly owned. The City of Oakland is the joint owner, with Alameda County, of the 112-acre Coliseum/Arena site. The Port of Oakland also 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.

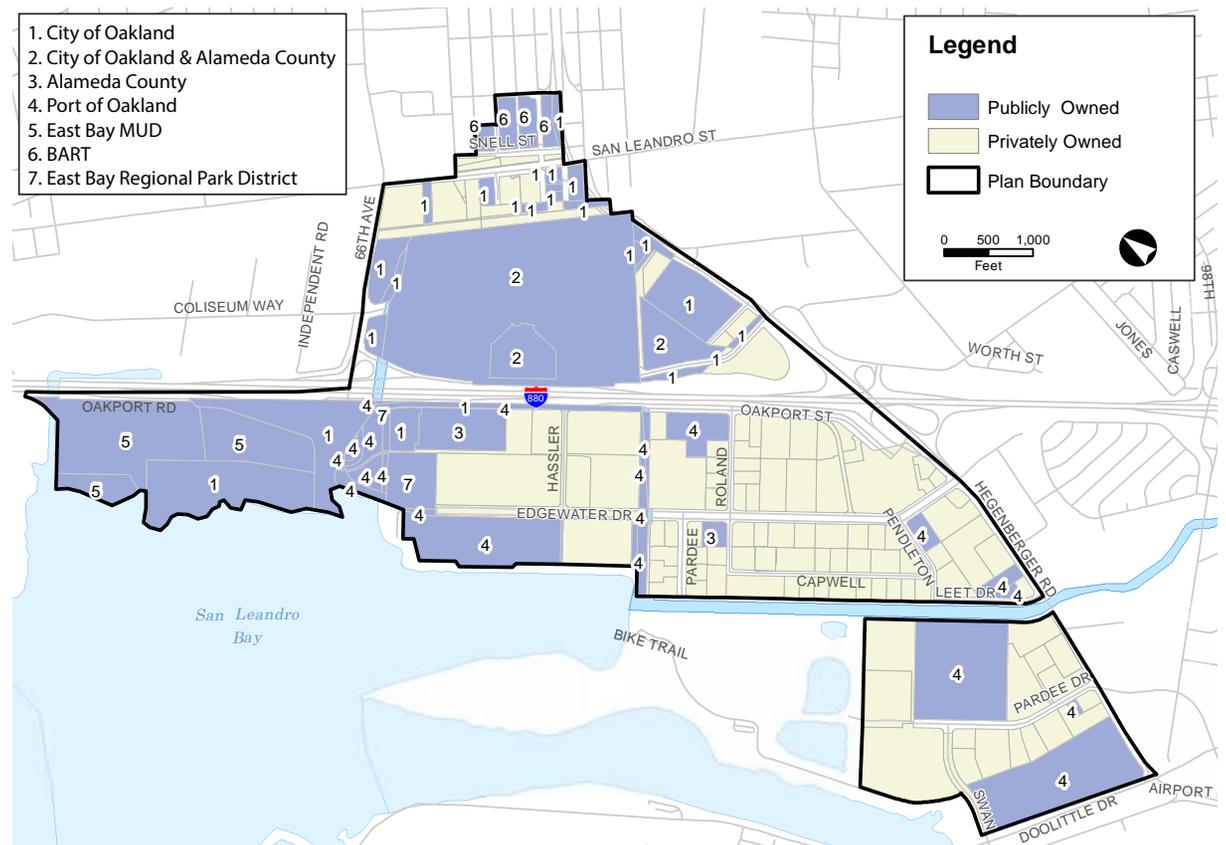


Figure 2.6: Ownership Pattern

BACKGROUND



Existing Site Photos

2.2.6 Community, Cultural and Historic 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. Due in part to the close proximity of this area 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-Alameda County 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 distracting 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 served by a rich assortment of transit facilities and major transportation infrastructure.

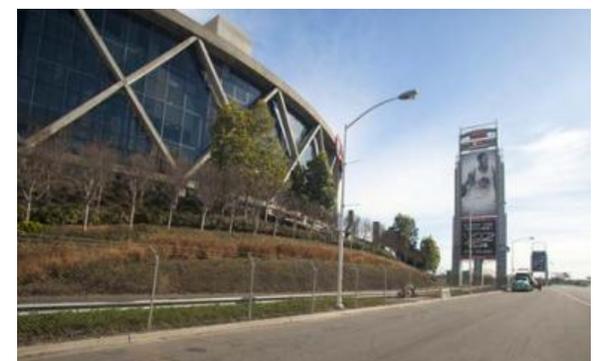
Regional vehicular access is provided by Interstate 880 (I-880), and Interstate 580 (I580), while local access is provided via Hegenberger Road, 66th Avenue, Oakport Street, Edgewater Drive, Coliseum Way, and San Leandro Street.

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 the Airport Connector which provides elevated guideway 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 forming 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

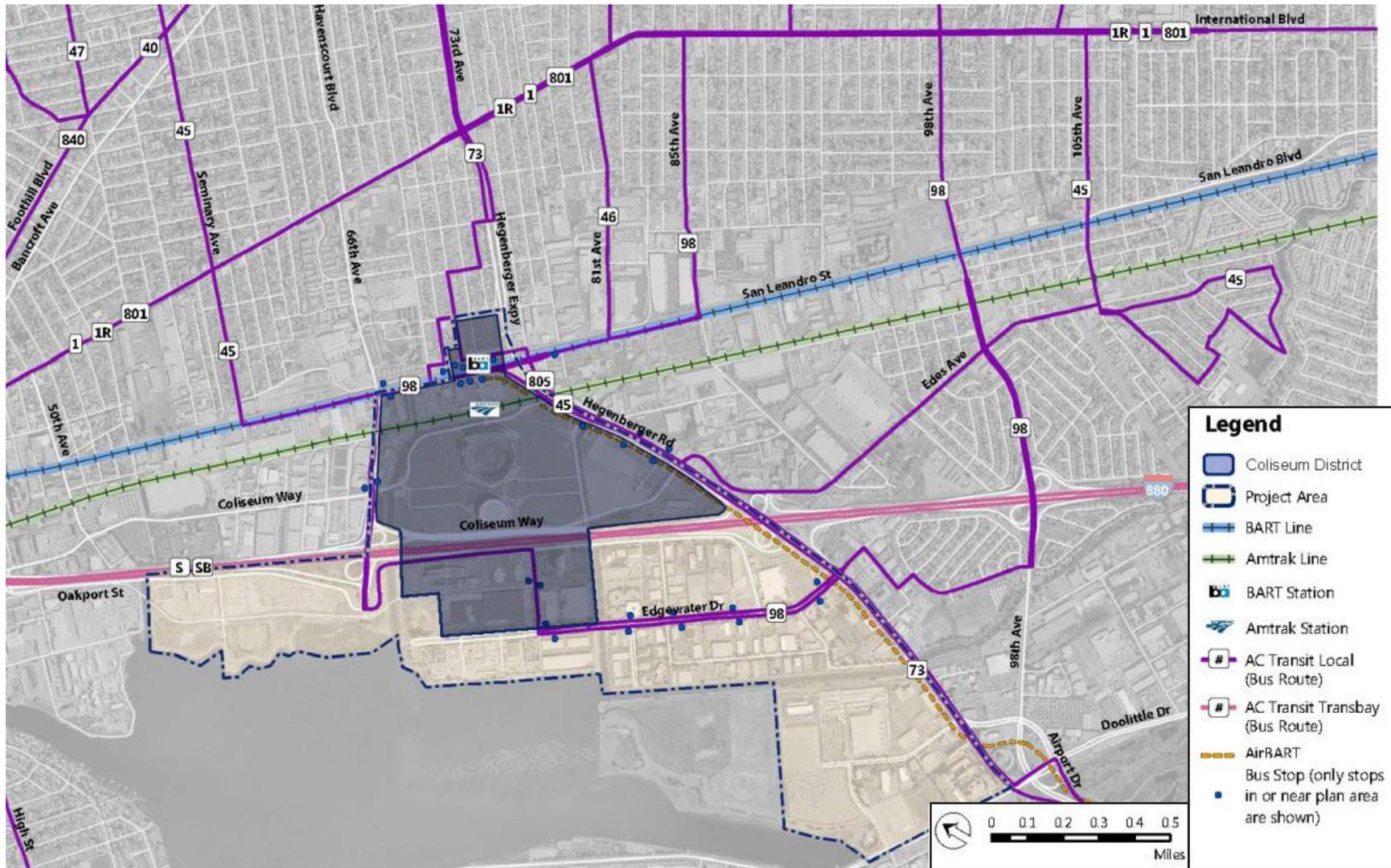


Figure 2.7: Existing Transit Facilities

Chapter 2

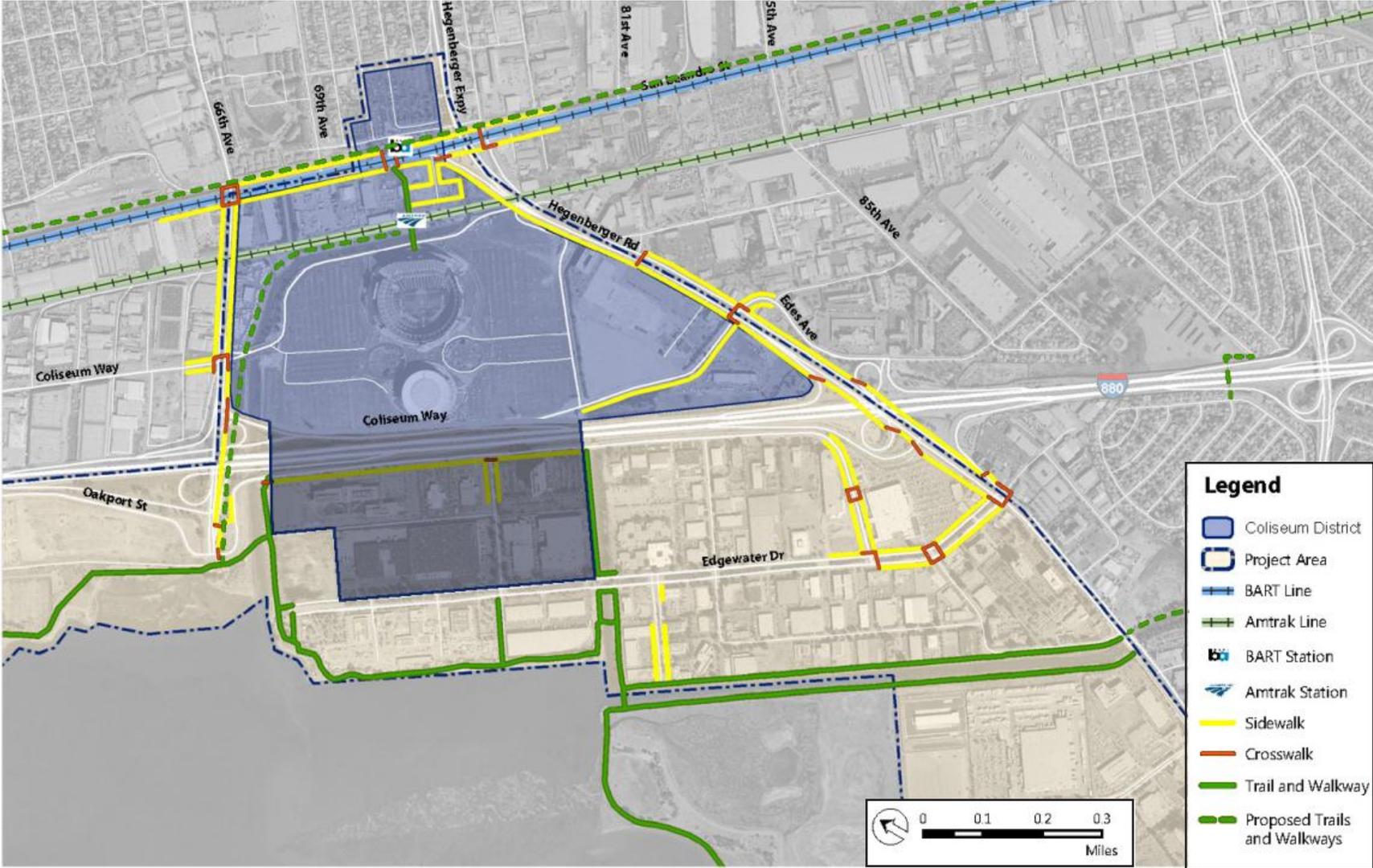


Figure 2.8: Existing and Proposed Pedestrian Facilities

BACKGROUND

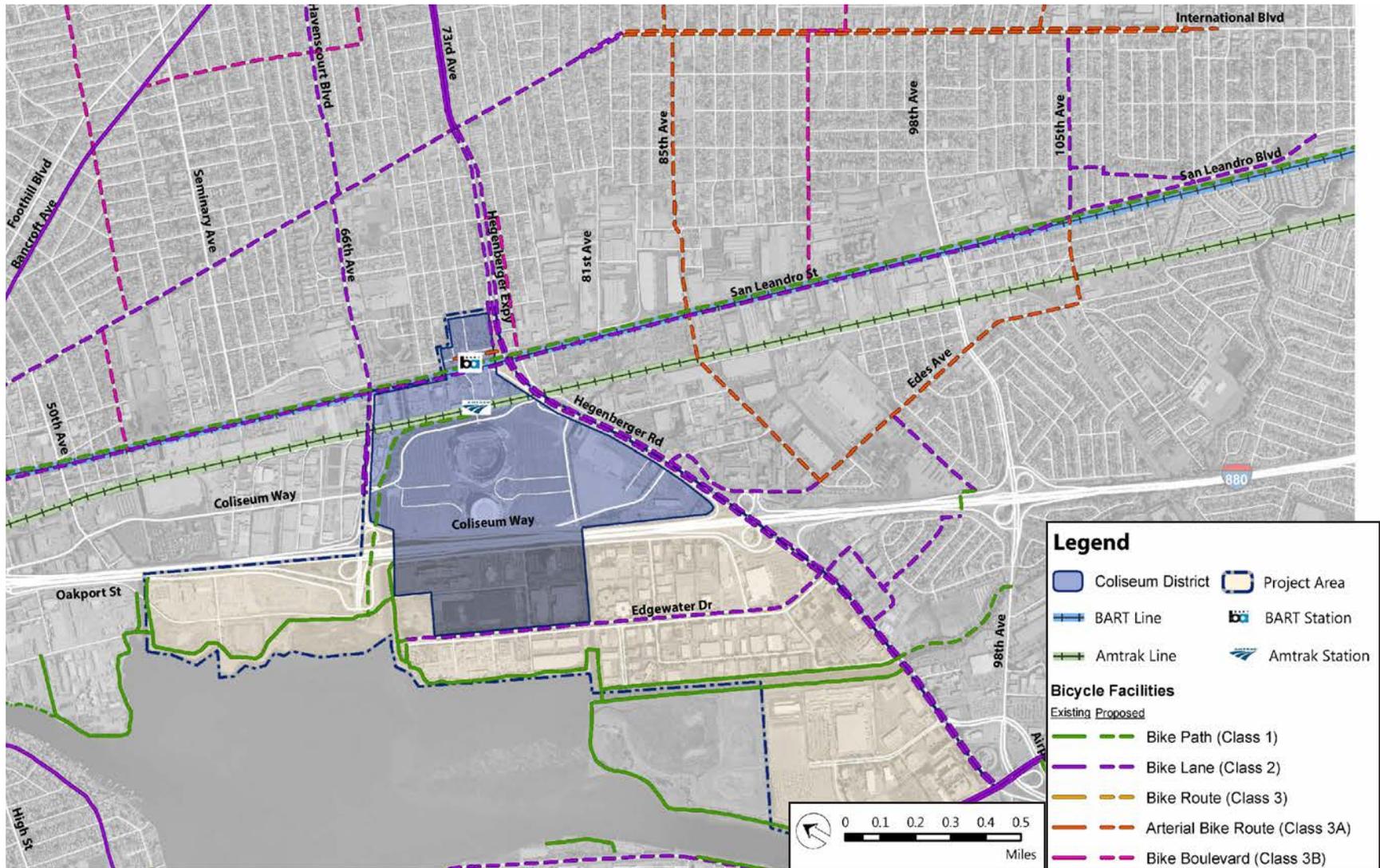


Figure 2.9: Existing and Proposed Bicycle Facilities

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 a number of wildlife species 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 eight-acre wetland created as a mitigation project by the Port of Oakland. This restored wetland provides a large habitat area for marsh species, including the federally -and state listed- endangered Ridgway's Rail (formerly known as

the 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 as a wetland.

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 (DEIR) 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 will guide future development activity 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 existing 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 the venue needs for 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 professional 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 use designations and Zoning Ordinance, and coordination with the Port of Oakland, Bay Conservation and Development Commission (BCDC), and Federal Aviation Administration (FAA), 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 cres-

cent 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 San Leandro Bay 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

BACKGROUND

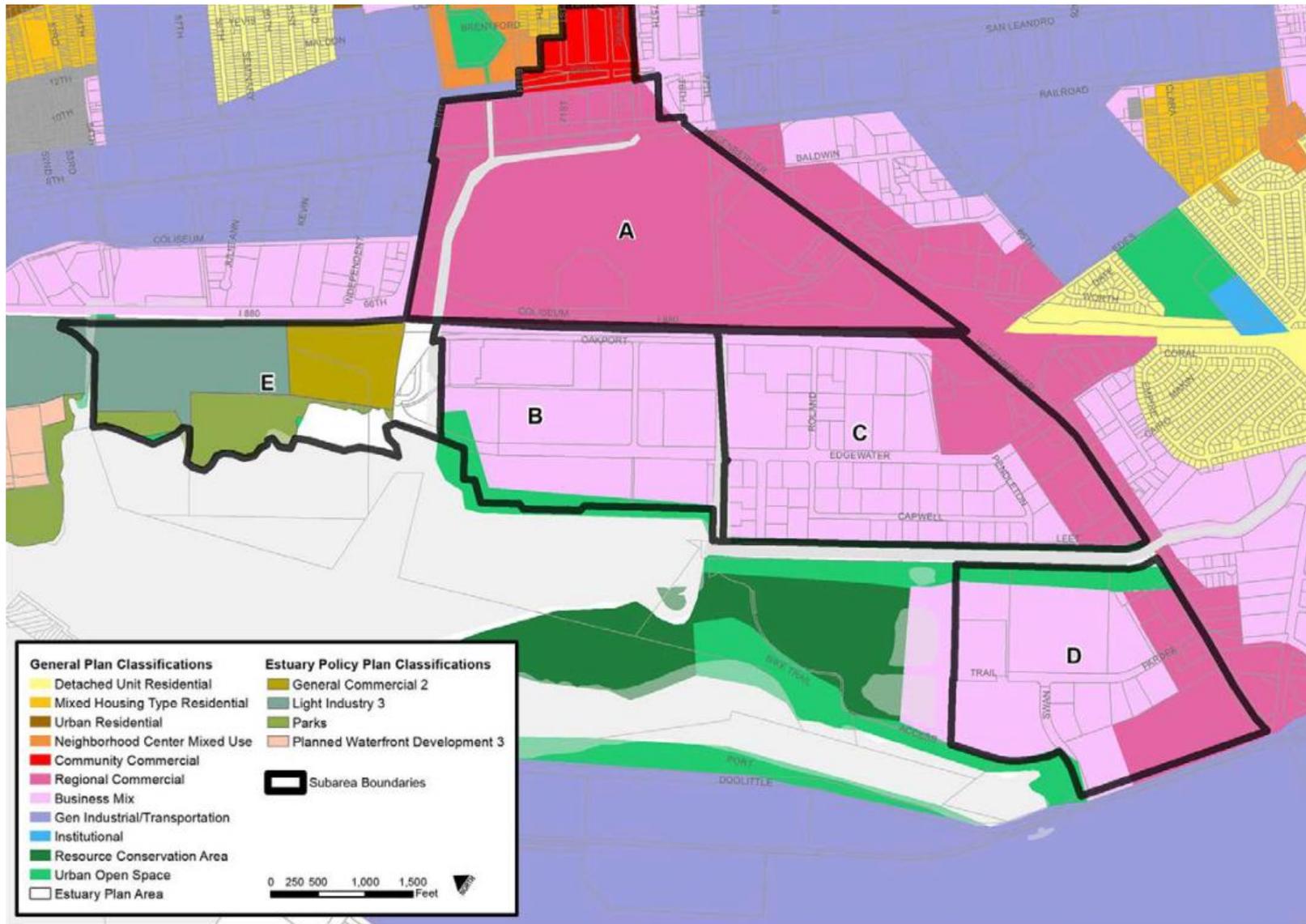


Figure 2.12: Current City of Oakland General Plan Designations

Chapter 2

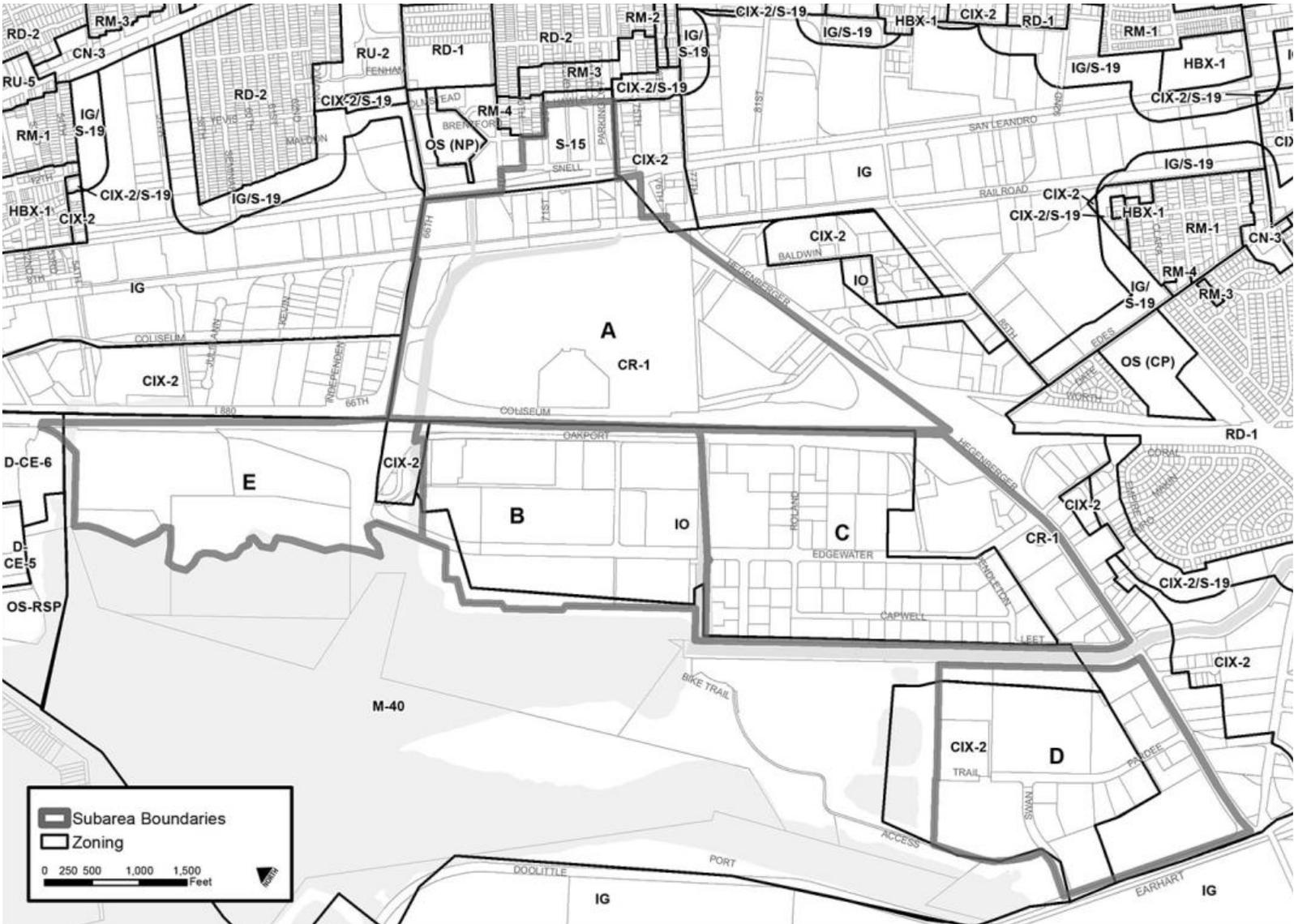


Figure 2.13: Current Zoning

BACKGROUND

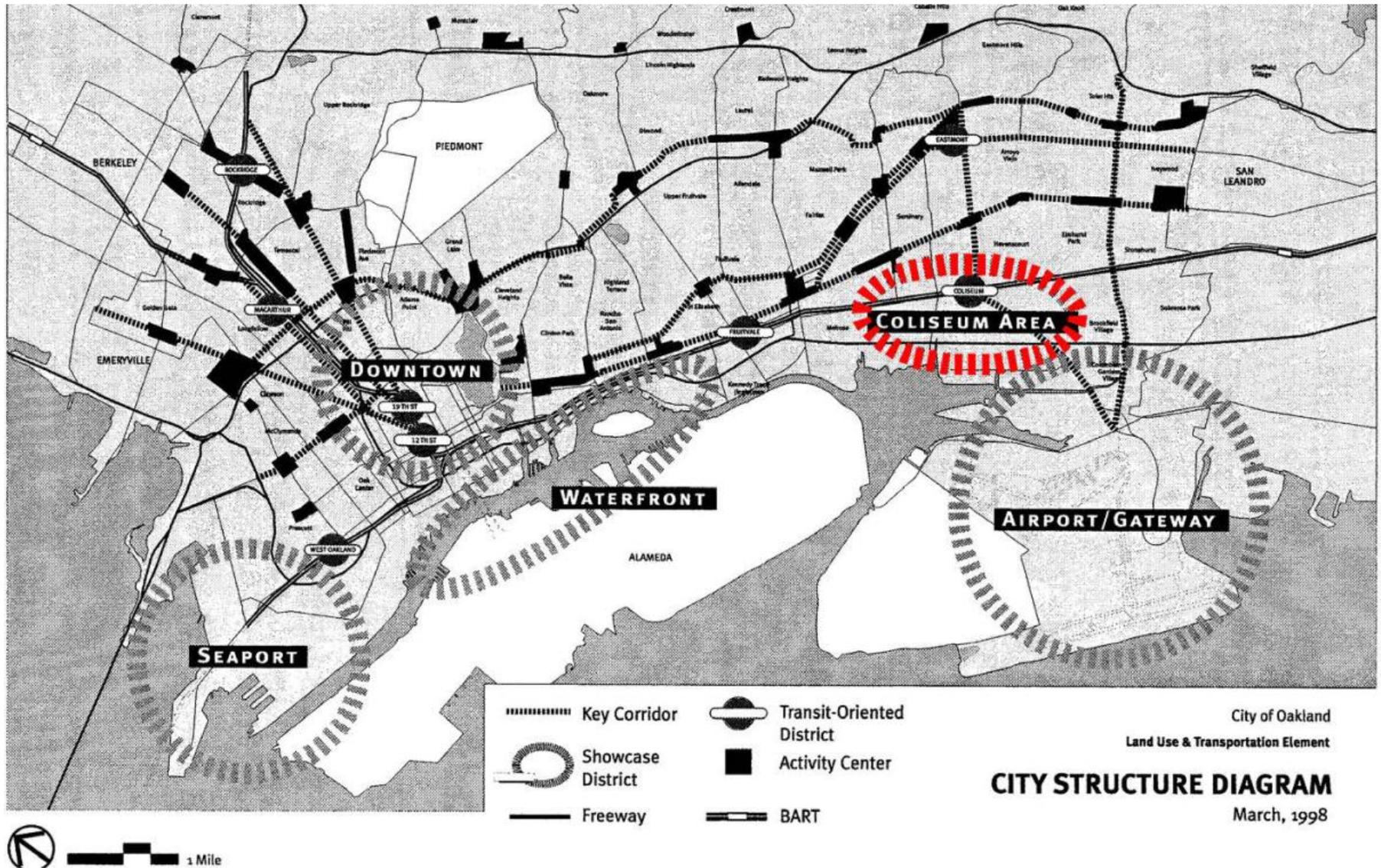


Figure 2.14: City Structure Diagram

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 (EIR) 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
 - 3.11 Community and Economic Benefits
 - 3.12 Affordable Housing Goals and Policies
- 3.13 Addressing the Potential for Indirect Residential Displacement

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.

LAND USE

To insure a consistently attractive and enduring level of quality, the Specific 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 with multiple entertainment, 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 5,750 housing units and almost 8 million square feet of net new commercial and business uses. Overall, the Coliseum Plan Area could have around 10,000 new residents and 21,000 new jobs by the time of project build-out 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 of Oakland, Port of Oakland, and County of Alameda 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 intermodal 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 transit system such as a 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-Entertainment-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 Areas (PDAs) such as the Coliseum area.

3.1.2 Sub-Area Concepts

The five designated Sub-Areas within the Coliseum Plan Area offer distinct opportunities to accomplish the development objectives for the Coliseum Plan Area (see Figure 3.1). 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's envisioned to be a core location for future science and technology uses, as well as light industrial businesses.
- **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 district that includes hotels, retail and logistic businesses that benefit from proximity to Oakland International Airport.

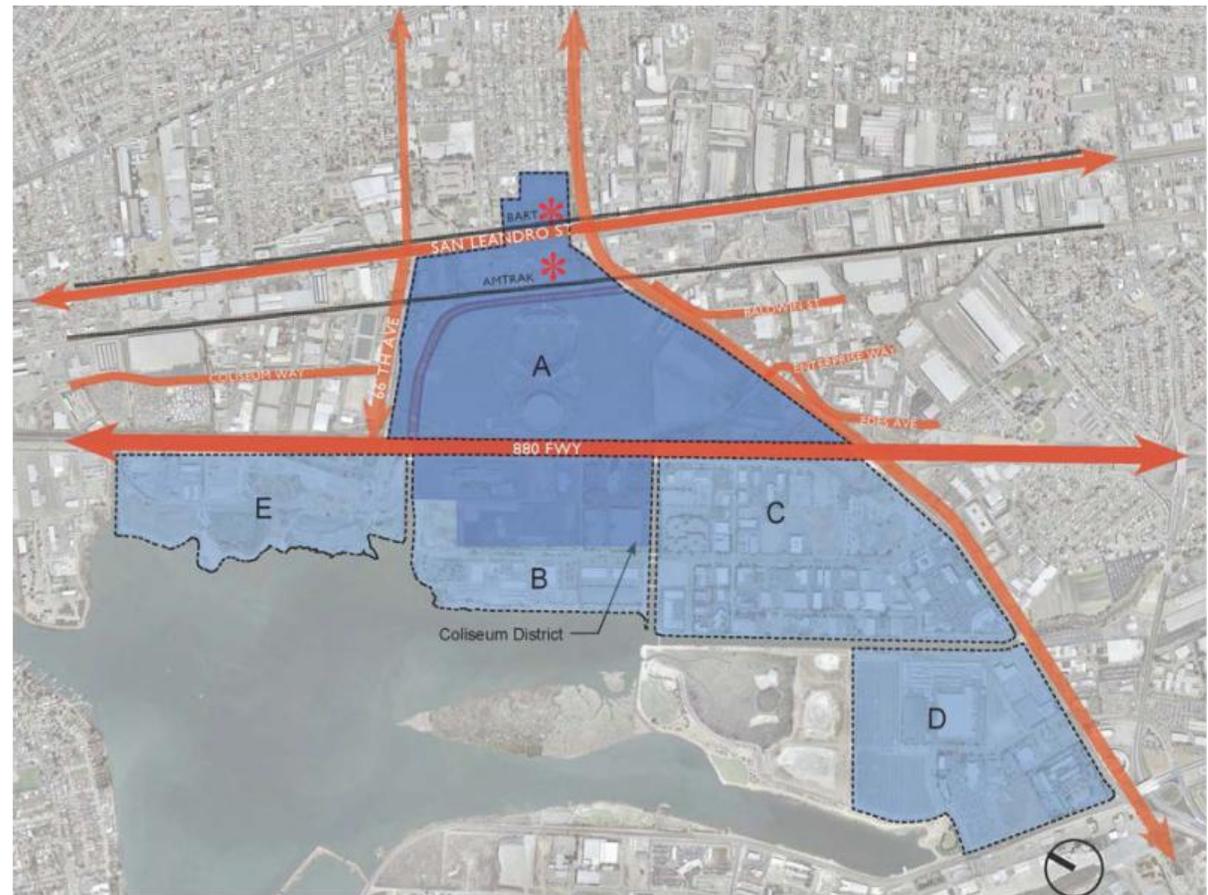


Figure 3.1: Specific Plan Area and Sub-Areas

LAND USE

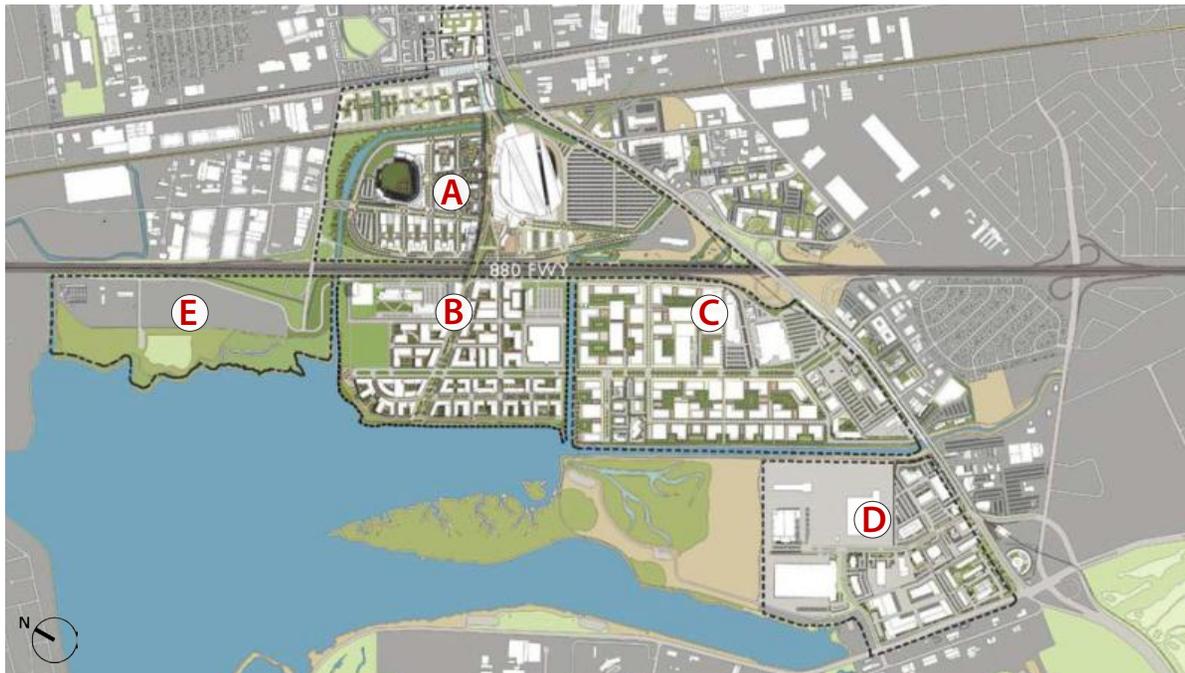


Figure 3.2: Illustrative Plan (with Sub Areas)

Source: JRDV / City of Oakland

- **Sub-Area E** is a waterfront district that will have continued use by East Bay Municipal Utility District (EBMUD), along with open space recreational uses and natural habitat areas that are designed to enhance the environmental quality of the estuary and the bay waterfront.

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 the envisioned elevated concourse and transit shuttle, such as a streetcar, 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). Development within 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.

Figure 3.3 shows the overall Coliseum City Master Plan proposal.

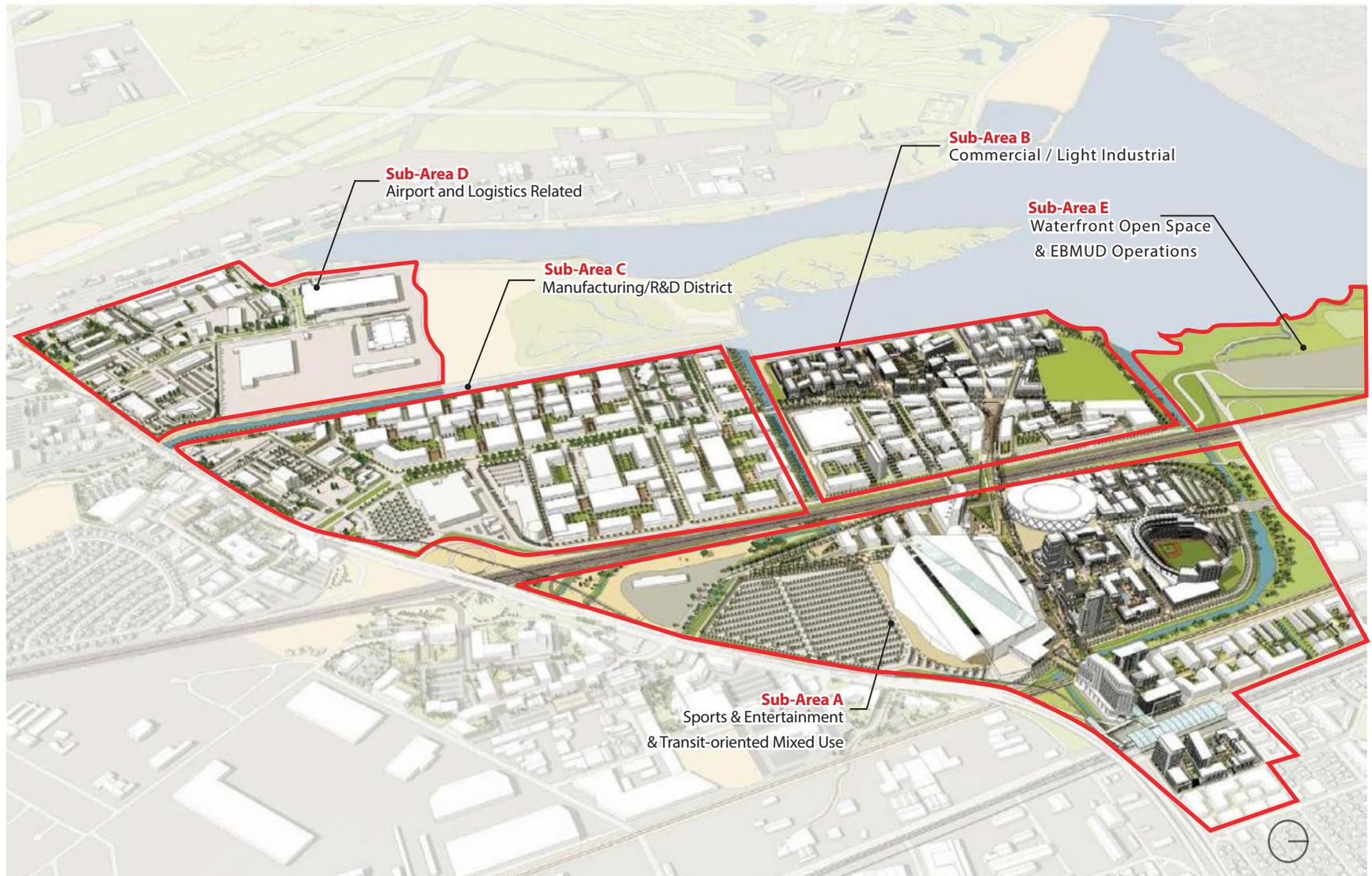


Figure 3.3: Illustrative Concept
Source: JRDV / City of Oakland

LAND USE

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 City's three professional sports franchises (the Oakland Raiders NFL football team, the Oakland Athletics MLB baseball team, and the Golden State Warriors NBA basketball team).

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 A).

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 3.6 illustrate the following alternatives for sports-entertainment facilities:

- Two new venues (new Stadium and Ballpark), plus renovation of the existing Arena.
- One new venue (new Stadium or Ballpark), plus retention of the existing Arena.
- Retention of the existing Arena, with no new venues.

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.

SCENARIO #1: NEW STADIUM AND BALLPARK + RENOVATION OF EXISTING ARENA

PLAN VIEW



BIRD'S EYE VIEW



Figure 3.4: New Stadium and Ballpark + Renovation of Existing Arena

Source: JRDV / City of Oakland

PLAN VIEW

SCENARIO #2: NEW STADIUM OR BALLPARK + EXISTING ARENA



BIRD'S EYE VIEW



Figure 3.5: New Stadium or Ballpark + Existing Arena

Source: JRDV / City of Oakland

SCENARIO #3: EXISTING ARENA - NO STADIUM OR BALLPARK



Figure 3.6: Existing Arena - No Stadium or Ballpark

Source: JRDV / City of Oakland

LAND USE

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 Specific 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 Specific Plan's associated implementing zoning regulations.

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 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.

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 introduction of a transit shuttle, such as a streetcar, that links the proposed Coliseum intermodal transit hub to the new sports entertainment zone (see Figure 3.7). This linkage is made possible by a planned elevated



Figure 3.7: Intermodal Transit Hub

Source: JRDV / City of Oakland

LAND USE

Photo Credit: Maria Bakali



Photo Credit: Flickr User Paul Hohmann



Photo Credit: Flickr User Tim Adams



concourse that would allow pedestrian and transit connections across the Union Pacific Railroad right-of-way and Damon Slough; and could potentially extend over I-880 and link BART to the bay (Sub-Area A and possibly Sub-Area B).

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.

3.3.3 Sub-Area A Land Use and Traffic Balance

Sub-Area A is envisioned as a compact, high-density, pedestrian-oriented district 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. The trip 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

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

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 3.8: Conceptual 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 3.9 to 3.11 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. 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).
- 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 to the new sports entertainment zone and potentially, 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).
- Intensification of the existing Oakland Airport Business Park over time to accommodate new development and 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.

LAND USE

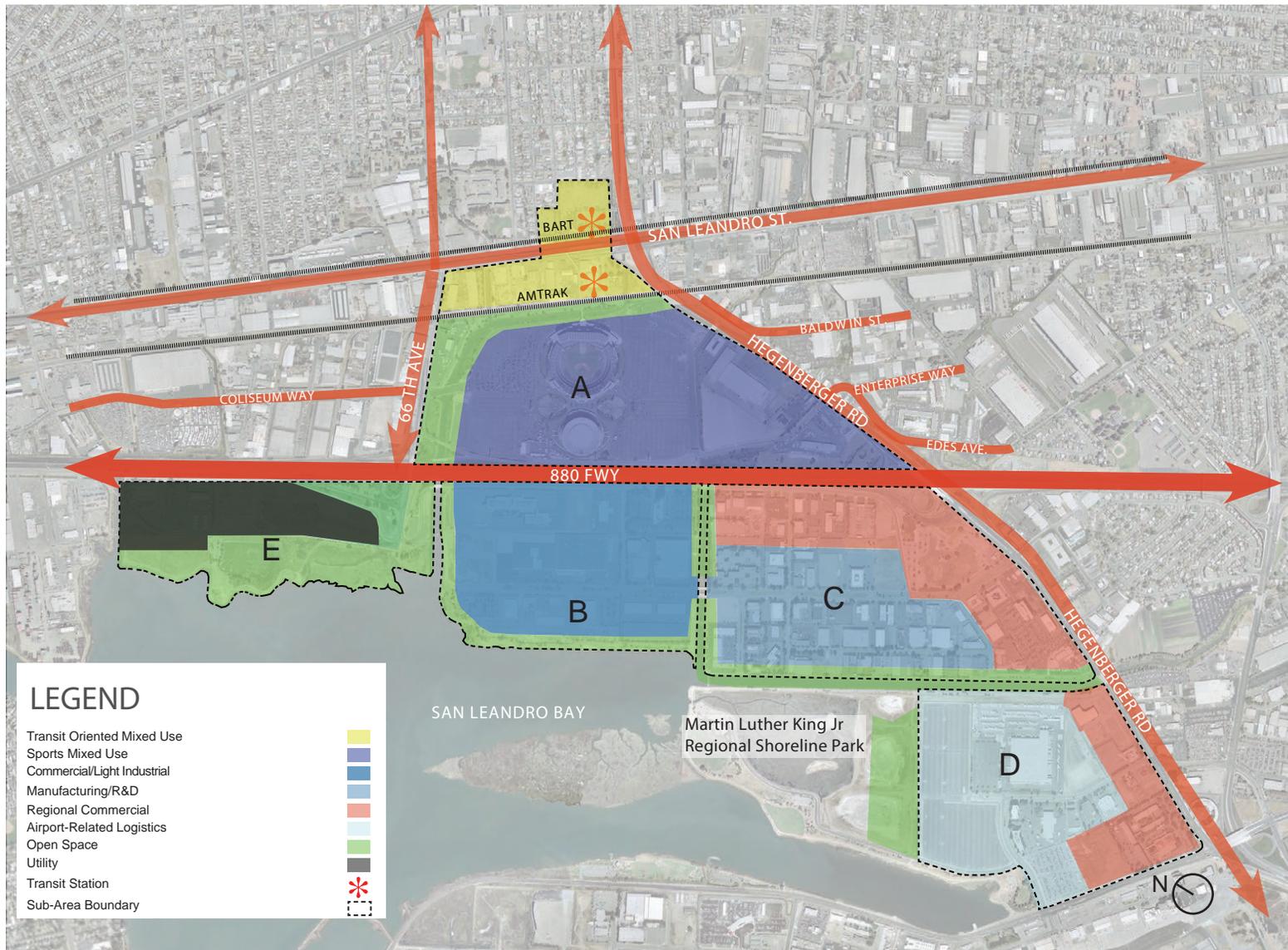


Figure 3.8: Conceptual Land Use Plan

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, contemporary, 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, as well as the innovative technology economy

Institutional

- Institutional anchor tenants that support innovative technology companies

Hotel

- For Oakland International Airport passengers, tourists, and sports enthusiasts
- Mid-priced and full service; luxury



Figure 3.9: Sports and Entertainment Uses

Source: JRDV / City of Oakland

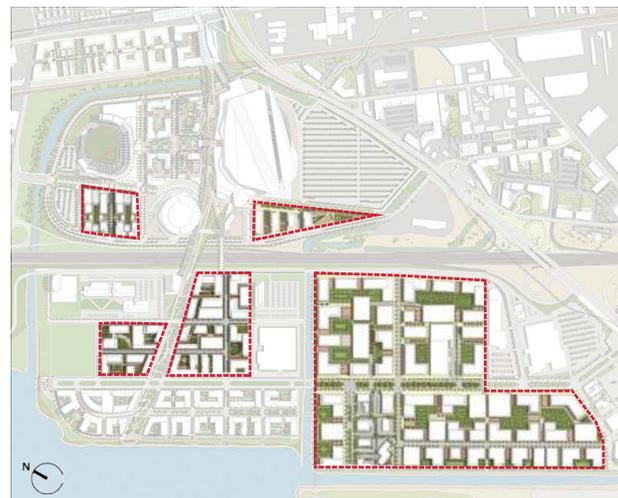


Figure 3.10: Science and Technology Uses

Source: JRDV / City of Oakland

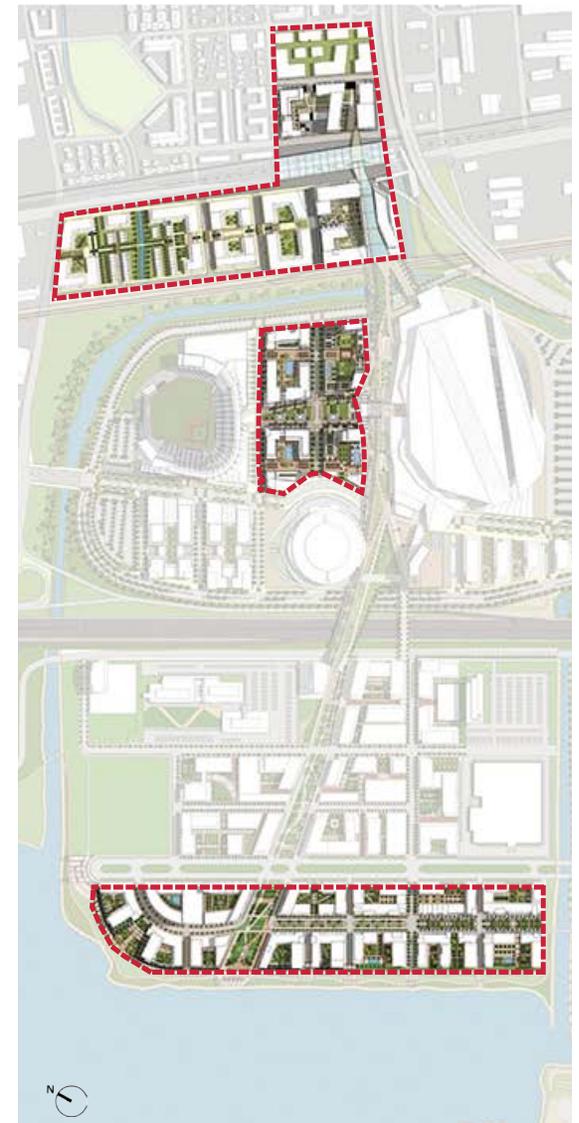


Figure 3.11: Mixed Uses

Source: JRDV / City of Oakland

LAND USE



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)
- Parking that facilitates the use of public transit

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.

Table 3.2
Coliseum Area Specific Plan
Building Space At Buildout by Land Use (includes existing)

Land Use Type	Sub-Area A	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

LAND USE



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 residents and onsite workers.

- **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 jobs accessible to residents in 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, hotels, 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; ensure that transit is accessible and affordable to transit-dependent populations, including low-income residents and workers, seniors, youth, and individuals with disabilities; 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-Area A and may be considered in a portion of Sub-Area 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 while making effective use of density bonuses and other incentives to encourage integration of community benefits, 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.



LAND USE



- **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.
- **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 and socio-economically diverse 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 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 included in 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.

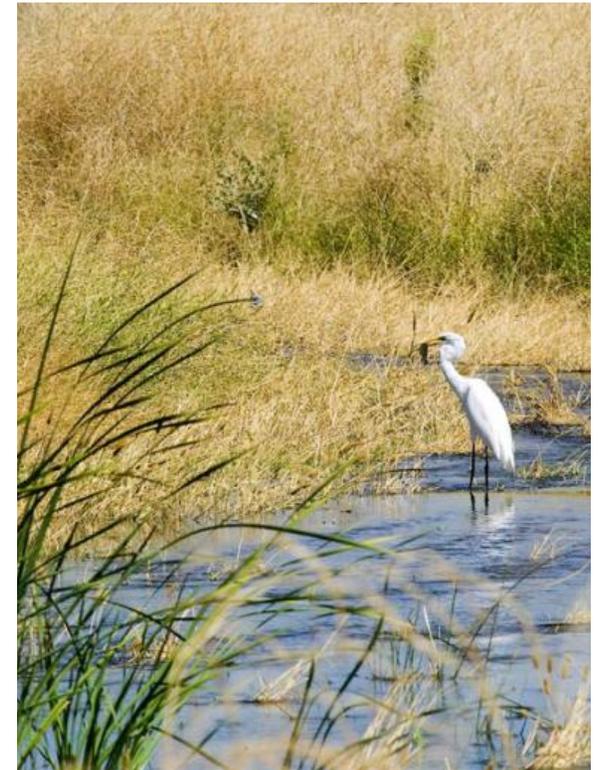
- **LU Policy 3-23:** Parks and open space should be located to be easily accessible for residents, workers and the surrounding neighborhoods, and should be of adequate size and superior design, in order to create livable and attractive urban neighborhoods and workplaces.

- **LU Policy 3-24:** The shoreline of Sub-Area B should be planned and designed comprehensively, to integrate the San Francisco Bay Trail (Bay Trail) and active park spaces with habitat protection and wetlands enhancement.
- **LU Policy 3-25:** 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 3-26:** 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 3-27: The development of projects within the Plan Area should incorporate sustainable practices in planning and design of sites, buildings, landscapes, energy and water systems, and infrastructure, as required by current regulations for Green building in Oakland.

See Chapter Four: Community Design for additional policies.



LAND USE



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 3-28:** 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 3-29:** 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 (FAA) guidelines and permitting processes.
- **LU Policy 3-30:** Buildings and sports venues over 159 feet in height are subject to FAA approval.

Sub-Area A Policies

- **LU Policy 3-31:** 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 3-32:** 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 3-33:** 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 3-34:** Sub-Area A land uses should be configured to foster a pedestrian-oriented core with through-traffic directed around the edges.
- **LU Policy 3-35:** 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 3-36:** 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 3-37:** 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 or lease of the site from the Port to a development entity, or to the City.
- **LU Policy 3-38:** 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 uses along Hegenberger Road.
- **LU Policy 3-39:** The existing vacant lots owned by EBMUD should be utilized in a manner that is compatible with the nearby open space and trail uses, and will create and maintain an attractive frontage along Oakport Street and along the San Leandro Bay waterfront. The open space and natural habitat areas of this Sub-Area should be designed to enhance the environmental quality of the estuary and the bay waterfront.



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 (see Table 3.3).

- **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 3.6 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, which will also allow for easy access to the Oakland Airport as well as 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 3.12, 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 Area of approximately 210,000 – 250,000



Photo Credit: Flickr User scot2342



LAND USE



Legend

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



Figure 3.12: Sub-Area A Land Use Plan



Figure 3.13: Sub-Area A Illustrative Plan

Source: JRDV

Square Feet; LEED Certification: Silver certified (minimum). The Specific Plan encourages either the renovation of the existing Arena for the Warriors, or the construction of a new Arena 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 establish 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.

Table 3.3: Sub-Area A Development Program

Land Use	Existing Development	Net Change	Total Development	Total SF
Sports	117,670 seats	(7,670) seats	110,000 seats	5,000,000 sf
Residential	0 Units	4,000 Units	4,000 Units	-
Office	85,000 sf	(85,000) sf	0 sf	1,500,000 sf
Science & Technology	0 sf	1,500,000 sf	1,500,000 sf	600,000 sf
Hotel	0 Rooms	875 Rooms	875 Rooms	415,000 sf
Retail	5,000 sf	410,000 sf	415,000 sf	13,000 sf
Govt/Transp/Institutional	85,000 sf	(72,000) sf	13,000 sf	- 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	6,366 Spaces	17,366 Spaces	
Open Space				
Total				7,528,000 sf

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 Avenue 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, as well as the potential for hotel development. In addition, new and enhanced transit and pedestrian connections, such as with an elevated concourse and transit 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 and commercial development in Sub-Area B is to provide for low- to mid-rise, high amenity developments that offer building types and a business environment not otherwise available in Oakland, or in many other places in the Bay Area. The district as envisioned would offer a high level of amenities, with access to shoreline, parks, recreation, and close proximity to the airport and Sub-Area A entertainment and retail attractions.

Such workplace sites may attract institutional/university/research tenants to serve as the anchor(s) around which further corporate and institutional tenants would want to locate and partner.

3.7.1 Sub-Area B Proposed Land Uses

Figure 3.14 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 commercial waterfront district oriented towards San Leandro Bay. Light industrial, warehouse and office uses are expected to remain until new development at the Coliseum site spurs changes in the real estate market. (See Figure 3.15).

3.7.2 Sub-Area B Land Use Scenario

As proposed by the Coliseum City Master Plan and illustrated by Figures 3.15 to 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, and other amenities. The combination of business workplaces with hotels, neighboring 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 over time to become a center for a Science & Technology. 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.

LAND USE



Legend

Commercial/Light Industrial



Figure 3.14: Sub-Area B Land Use Plan

Table 3.4: Sub-Area B Development Program

Land Use	Existing Development		Net Change		Total Development	
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 Conceptual Waterfront Plan

Source: JRDV



Figure 3.16: Sub-Area B Alternative 1 with Linear Park

Source: JRDV



Figure 3.17: Sub-Area B Alternative 2 with Bay Inlet

Source: JRDV

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 Mixed-Use.** A portion of Sub-Area B, generally between Edgewater Drive and the San Leandro Bay waterfront, is envisioned to include a potential mixed-use commercial community that complements the Science and Technology district. Streets and public spaces will be activated by retail and hotel uses and offer safe pedestrian environments.
- **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 and restore a waterfront that is publicly accessible and which serves as an amenity to the Plan Area, and to the entire City.
- **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.



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.

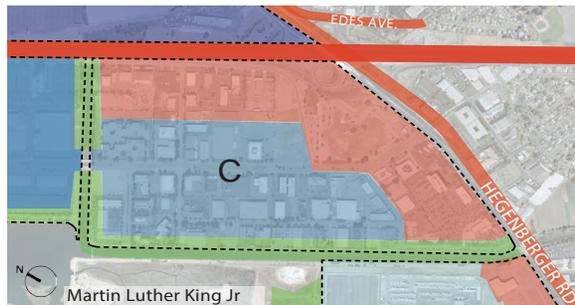
Figure 3.18 and Table 3.5 describe the proposed land uses for Sub-Area C.

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.



Legend

Manufacturing/R&D	
Regional Commercial	
Shoreline Open Space	

Figure 3.18: Sub-Area C Land Use Plan



Figure 3.19: Sub-Area C Illustrative Plan

Source: JRDV

Table 3.5: Sub-Area C Development Program

Land Use	Existing Development		Net Change		Total Development	
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

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 airport-related employment uses (see Table 3.6 and Figure 3.21).

3.9.1 Sub-Area D Proposed Land Uses

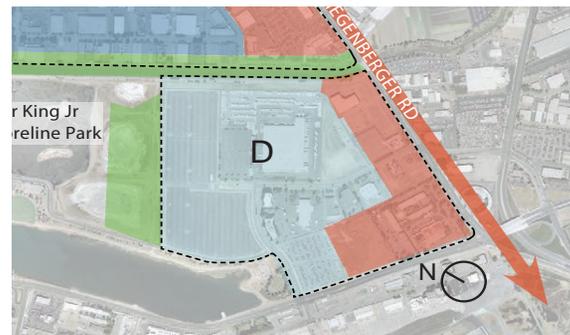
Sub-Area D is effectively built out, with one new logistics/distribution facility recently opened. There is potential for a small amount of additional office, retail, and restaurant use. The existing uses that leverage their proximity to the Airport and I-880 freeway access include distribution and logistics (UPS, FedEx, US Post Office, new logistics center) and hotels (Holiday Inn and Hilton). This Sub-Area is expected to retain its current mix of existing airport-related uses, pertaining to logistics and distribution, in addition to general commercial uses.

Adjacency to the new economic uses anticipated in Sub-Areas A, B and C is expected to have a long-term positive impact on the quality of tenants that will seek to locate along both sides of Hegenberger Road corridor.

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

Land Use	Existing Development		Net Change		Total Development		Total SF
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
 Airport-Related Logistics

Figure 3.20: Sub-Area D Land Use Plan



Figure 3.21: Sub-Area D Illustrative Plan

Source: JRDV

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 western, 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 the Oak Port soccer fields and unprogrammed open space.

3.10. 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, as well as the presence of EBMUD's existing wet-weather treatment facility and corporation yard in Sub-Area E.

In addition, the City-owned open spaces (approximately 24 acres), should be improved to include wetland and habitat restoration, and for the recreation areas (such as the existing soccer field), improved with better fields, parking, and waterfront trails.

The Plan envisions that of the parcels owned by East Bay Municipal Utility District (EBMUD): 1) the existing Oakport Wet Weather Treatment Facility would continue operations; 2) the existing vacant lot fronting Oakport Street at 66th Avenue would be utilized in a manner **that creates and maintains an attractive frontage along Oakport Street;** and 3) the waterfront- parcels facing - East Creek Slough and the San Leandro Bay would be improved to include a combination of open space, wetland and habitat restoration, as well as space for potential future expansion of the existing corporation yard.



Figure 3.22: Sub-Area E Land Use Plan



Existing Site Photo



Existing Site Photo

LAND USE

3.11 COMMUNITY AND ECONOMIC BENEFITS

The Coliseum Area Specific Plan aims to create significant new employment and housing opportunities in East Oakland. The benefits resulting from this growth are to be shared with the residents of the adjacent East Oakland neighborhoods, which currently lack many services. The following policies in the Plan are intended to: support the hiring and training of Oakland residents for the new jobs which are the result of the Plan; provide access for safe places for youth; and help bring a full-service grocery store to the surrounding neighborhood.

The City has a number of employment and contracting programs and requirements on City public works projects, as well as private development projects that receive a City subsidy. These include the Local and Small Local Business Enterprise Program, the Local Employment/ Apprenticeship Program, Living Wage requirements, and prevailing wage requirements. However, the City of Oakland's programs do not apply to private projects, including sites sold by the City for fair market value, or public works-type projects funded by private parties, including street or sidewalk improvements built as part of a new development. The City has very limited legal authority to impose its employment and contracting programs and requirements on projects that do not involve City funding and/or other City participation. As such, the Plan supports continuing to provide private developers and business owners with information about work-

force development programs, including those administered by the City or other organizations, in order to encourage opportunities for the creation of high quality, local jobs and job training programs.

Encouraging a mix of land uses that will generate a range of jobs – including retail, office, science & technology, and other professional services, as well as short-term and/or seasonal jobs, such as in construction and sports facility operations – is a key component of the Plan. Another intent of the Plan is to diversify the economic base of East Oakland and to add uses that will attract people to the Coliseum Area on a regular basis, rather than just on the occasion of a sports or entertainment event.

Land Use and Employment Policies

- **LU Policy 3-40:** Encourage a mix of land uses and development that will provide job and career opportunities for local residents, with permanent, well-paying jobs (including short-term construction jobs) at the new sports facilities, at the new science and technology businesses, and in the future hotel and retail establishments.
- **LU Policy 3-41:** 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, and consideration of requirements such as “ban the box” that facilitate job access for local residents.
- **LU Policy 3-42:** Support local and/or targeted hiring for contracting and construction jobs, including pathways to apprenticeships for local residents during the buildout of the Plan (e.g. construction of new infrastructure, sports facilities, new residential and commercial buildings).
- **LU Policy 3-43:** Continue to support job training and readiness services through the Oakland Workforce Investment Board, by providing information about resources that are available, and encourage that these services are publicized in a manner that accessible to East Oakland residents, such as in an “East Oakland Training Center”.
- **LU Policy 3-44:** Encourage local businesses to offer internship, mentoring, and apprenticeship programs to high school and college students, with a priority on East Oakland students.
- **LU Policy 3-45:** Encourage consideration of Project Labor Agreements (PLAs) for projects that involve City of Oakland subsidy.
- **LU Policy 3-46:** Support healthy recreation and the social lives of neighborhood youth of all ages, and create safe neighborhoods and opportunities, by including a youth/ teen center, or other innovative spaces that could be programmed by local youth and providers in or near the Plan Area; and by improving existing recreation facilities.

- **LU Policy 3-47:** To accommodate the educational needs of children in the Plan Area and in the surrounding neighborhoods, allow for a new school or education facility in or near the Plan Area; also, support the improvement of existing neighborhood schools.
- **LU Policy 3-48:** Encourage future development of a full-service grocery store in, or near, the Plan area to meet the needs of East Oakland residents.
- **LU Policy 3-49:** Encourage the inclusion of a health center (such as a YMCA) in, or near, the Plan Area to support the health and fitness of the East Oakland community and new residents. Similarly, encourage the inclusion of a new medical facility in, or near, the Plan Area.

Photo Credit: David Baker Architects



The Acta Non Verba Youth Urban Farm, adjacent to Tassafaronga Village affordable housing.

3.12 AFFORDABLE HOUSING GOALS AND POLICIES

The Plan envisions the creation of “complete” neighborhoods around the Coliseum BART station, adjacent to the new sports facilities, and near a portion of the waterfront. A “complete” neighborhood depends on a diversity of housing types, population, and vibrant streets that enhance the character of the area. The Plan envisions a variety of urban-style residential buildings (i.e. townhomes, stacked flats, multi-family towers), sizes of units (ranging from studios to family-sized), different tenure options (including fee simple ownership, condominium ownership, and rental housing), and units affordable to a range of income levels and household size.

Affordable housing is generally defined by the U.S. Department of Housing and Urban Development as a household who pays no more than 30 percent of its annual income on housing. Families who pay more than 30 percent of their incomes on housing are considered “Cost burdened” and may have difficulties affording necessities such as food, clothing, transportation and medical care.

Affordable rental units typically are for households earning between 30 - 60 percent of the Area Median Income (AMI)³, with housing costs limited to 30 percent of the target income level. In addition, households with even lower incomes may be served if Section 8

³ Area Median Income includes the areas of Alameda and Contra Costa Counties, combined.

assistance is available⁴. Affordable ownership developments typically serve households earning between 80-120 percent AMI.

As of 2014, the median household income in the East Oakland neighborhoods adjacent to the Coliseum Plan Area census tracts was \$44,420 (for the average two- person household)⁵, significantly below the Alameda County area median income of \$88,500 per household⁶. The area median income often is used to determine relative housing affordability for different income ranges and household sizes. The majority of current residents who live near the Coliseum Plan Area are considered cost-burdened, and may have trouble affording basic necessities after paying rent. It is imperative that a strategy to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30 percent of household income both stabilizes low income residents, and provides these households with expendable income for other living expenses. Therefore, both market-rate and below-market rate units will be needed to meet the needs of existing and future residents. Financing such below-market residential units without the resources of the former Oakland Redevelopment Agency is a

⁴ Section 8 is either project- or tenant-based, in which tenants pay 30 percent of their income, and the Oakland Housing Authority subsidizes the remainder of the unit’s rent.

⁵ This is the median income according to the 2012 American Community Survey 5-year estimate. The margin of error for the different census tracts vary from +/--\$8,158 to +/--\$64,931.

⁶ See HUDuser.org statistics for FY 2014 Oakland-Fremont, CA HUD Metro FMR Area, which contains the following areas: Alameda County, CA; and Contra Costa County, CA

LAND USE

challenge (see Chapter 7, Implementation).

The City of Oakland’s commitment to providing affordable housing is described in the Housing Element of the General Plan. The City has adopted the **2015-2023 Housing Element**, which codifies the policies and actions the City will take for the next eight years to support the construction and rehabilitation of housing for all income groups. The goals, policies and actions from the Housing Element apply in the Coliseum Plan Area, and are summarized below:

Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups

Goal 2: Promote the Development of Adequate Housing for Low- and Moderate-Income Households

Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups

Goal 4: Conserve and Improve Older Housing and Neighborhoods

Goal 5: Preserve Affordable Rental Housing

New housing in the Plan will bring more residents to the Coliseum Area, who will:

- Create a built-in customer base that will support the viability of Plan Area businesses, including the City’s sports franchises;
- Reduce vehicle trips by allowing people to walk or take transit to shop or work; and

- Establish a strong daytime and nighttime presence in the area that will activate the area’s streets and public spaces and enhance public safety.

Furthermore, the “complete” neighborhood as envisioned by the Plan would:

- Accommodate and promote new rental and for-sale housing within the Plan Area for individuals and families of all sizes and all income levels (from affordable to market rate housing).
- Explore ways to prevent loss of housing in adjacent neighborhoods that is currently affordable to residents (subsidized and unsubsidized), and senior housing.
- Promote healthy homes that are environmentally friendly, and that incorporate green building methods.

Affordable Housing Projections

As part of the Housing Element update process, the California Department of Housing and Community Development determines the amount of housing needed for different income groups based on existing housing need and expected population growth. Each city’s share of the regional housing demand is prepared by the Association of Bay Area Governments (ABAG) through the Regional Housing Needs Allocation (RHNA) process. During the planning period 2014-2022, the City of Oakland must plan for 14,765 new housing units (with 28 percent of these units designated to be affordable to very low- and

low-income households, 19 percent affordable to moderate income and 53 percent above moderate income).

The income limits for affordable housing for a family of four in 2015 are:

Table 3.7: 2015 Affordable Housing Income Limits

CATEGORY	INCOME LIMIT
Extremely Low Income (30% AMI)	\$27,850
Very Low Income (50% AMI)	\$46,450
Low Income (80% AMI):	\$71,600
Median Income (100 % AMI)	\$93,500
Moderate Income (120% AMI)	\$111,500

Source: City of Oakland

Target Number of Affordable Units in the Planning Area

In addition to state law mandating that the City identify sites to accommodate its Regional Housing Needs Allocation, state Redevelopment Law requires that 15 percent of new units built in a redevelopment project area be made affordable to low and moderate income households. At the time the Oakland Redevelopment Agency was terminated in 2012, the redevelopment project area encompassing the Plan Area (Coliseum Redevelopment Project



Area), was in compliance with state Redevelopment Law. It is uncertain whether the 15 percent Redevelopment Law requirement will remain in effect following the dissolution of redevelopment agencies and the tax increment financing mechanisms previously dedicated to implementing those requirements. Despite the uncertainty surrounding Redevelopment Law affordable housing mandates, the Plan will encourage that at least 15 percent of all new units built in the Plan Area be for extremely low-, very low-, low-, and moderate-income households.

Coliseum Plan Area Affordable Housing Goals and Land Use Policies

- **LU Policy 3-50:** Encourage a diversity of housing types, including a mixture of both rental and ownership housing.
- **LU Policy 3-51:** Encourage the development housing that addresses the needs of a diverse population, including individuals and households of all ages, sizes and income levels.
- **LU Policy 3-52:** Encourage at least 15 percent of all new units built in the Plan Area be affordable to extremely low-, very low-, low-, and moderate-income households in mixed income developments, as well as in developments that are 100 percent affordable housing units.
- **LU Policy 3-53:** Encourage the development of family housing (i.e. units which are three or more bedrooms).
- **LU Policy 3-54:** Consider the creation of a land banking program for the Coliseum Plan Area, should funding become available, that would set aside money, or dedicate public land, for sites for affordable housing.
- **LU Policy 3-55:** Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of new housing that is affordable to low- and moderate-income households within the Plan Area. In addition, 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, including funding the completion of the City's nexus study and the consideration of a housing impact fee on new development.



Photo Credit: Brian Rose



Photo Credit: Brian Rose



Photo Credit: Brian Rose

The Tassafaronga Village affordable housing in close proximity to the Coliseum Specific Plan Area

3.13 ADDRESSING THE POTENTIAL FOR INDIRECT RESIDENTIAL DISPLACEMENT

There are currently no residents who live within the 800-acre Coliseum Plan Area, so the Plan poses no threat of individual residents being directly displaced from their homes. However, as development proceeds in accordance with the Plan, there is likely to be renewed interest in investment in the surrounding East Oakland neighborhoods. As a result, property prices will be expected to rise. While existing East Oakland property owners could benefit from such an outcome, renters and prospective new homebuyers could face challenges.

The displacement of low income and/or minority residents as an unintended outcome following new investment in their communities is often referred to as “secondary” or “indirect” displacement. This type of displacement is different from the broad-scale displacement of communities that was commonly associated with the redevelopment projects of the 1960’s. Therefore, because it is likely to be more incremental and dispersed in nature, “secondary” displacement associated with Plan improvements may be difficult to track and counteract. Displacement of this type might occur due to an increase in rent or home prices, or a building owner choosing to convert a property to condominiums that had previously been rental.

Anti-displacement Strategies

Diligent enforcement of the City’s Rent Adjustment and Just Cause for Eviction ordinances will help existing renters remain in their units with modest rent increases, should the East Oakland housing market change, due to development in the Coliseum Plan Area.

Preservation of the existing rental housing stock in the Plan Area can be achieved through various regulatory tools, such as the City’s Condominium Conversion regulations. The City’s Condominium Conversion Ordinance addresses the conversion of rental units to ownership condominiums. The Condominium Conversion “Area of Secondary Impact” could be mapped to include the East Oakland neighborhoods surrounding the Coliseum Plan Area, which would require rental housing that is converted to condos to be replaced (in the area). Currently, the law only requires replacement rental units for conversions from rental to condominium of five or more units, and those replacement rental units can be created Citywide. Revisions to this law could help to ensure a balance between rental and ownership housing in the Plan Area where renters comprise the majority of residents. Limitations on condominium conversions will help preserve existing rental housing and prevent displacement.

The City’s Condominium Conversion Ordinance outlines tenant protections which are paraphrased as follows (see Oakland Municipal Code (OMC) Section 16.36 for the full ordinance): the right to terminate lease upon notification of intent to convert; the right to continue occupancy for a period after conversion is approved; limits on rent increases; limits on construction work to occupied units; exclusive right to purchase a unit in the building; and relocation assistance. Additionally, tenants 62 years of age and older must be offered lifetime leases, and there are limitations on base rent and monthly rent increases.

First Time Homebuyers can use the City, County, and State programs (some identified below) to purchase homes in the community. Credit counseling programs can be used to help improve the credit of potential homebuyers.

Existing low- to moderate- income homeowners can use the City’s programs for rehabilitating units, take classes on budgeting and maintenance, and if needed, seek out assistance to avoid foreclosure in the event of financial crisis.

Seniors can use the City’s residential lending programs for assess improvements and local health care referrals to age in place to the greatest extent possible.

Land Use Policies

- **LU Policy 3-56:** The City will use all existing housing programs to attempt to minimize secondary displacement in East Oakland, with programs such as: Housing rehabilitation programs; first-time home buyer programs; housing development programs to construct or rehabilitate affordable housing; programs to provide assistance to Oakland’s homeless; and funds that assist non-profit service providers and housing developers to support Oakland residents in a variety of housing related activities.
- **LU Policy 3-57:** Continue and expand Rent Adjustment outreach to tenants and enforcement of Rent Adjustment regulations regarding rent increases and Just Cause eviction regulations.
- **LU Policy 3-58:** Ensure access to home improvement/blight reduction programs for existing small properties by exploring ways to preserve and expand funding to existing Residential Rehabilitation programs to provide funds for low- to moderate-income homebuyers.
- **LU Policy 3-59:** Review the Condominium Conversion Ordinance for possibilities to strengthen protections for renters, including a potential requirement for replacement rental units for conversions in buildings with 2-4 units.
- **LU Policy 3-60:** Strengthen local relocation policies to ensure that any resident displaced as a result of a no-fault eviction, including building closure due to uninhabitable conditions, or publicly funded development activity, receives just compensation and comprehensive relocation assistance.
- **LU Policy 3-61:** Continue to promote and fund the City’s loan programs to assist with the rehabilitation of owner-occupied and rental housing for very low- and low-income households and assist senior citizen and disabled population with housing rehabilitation so that they may remain in their homes.
- **LU Policy 3-62:** Expand opportunities for homeownership by low- to moderate-income homebuyers by seeking expanded funding for the First-Time Homebuyers Mortgage Assistance program, “sweat equity” housing programs (e.g. Habitat for Humanity), and Limited Housing Equity Cooperatives.
- **LU Policy 3-63:** Expand outreach to tenants regarding their rights under the City of Oakland’s Tenant Protection Ordinance and other protections, and ensure effective enforcement of such policies.



Photo Credit: EBALDC



Photo Credit: EBALDC



Photo Credit: Nibby

The Lion Creek Crossings affordable housing located just outside the boundary of Coliseum Specific Plan Area



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 focused primarily on the Coliseum District, which encompasses all of Sub-Area A and a portion of Sub-Area B, and 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 vehicular, pedestrian and bicycle 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 incorporated in new development in the Plan Area.

Chapter 4

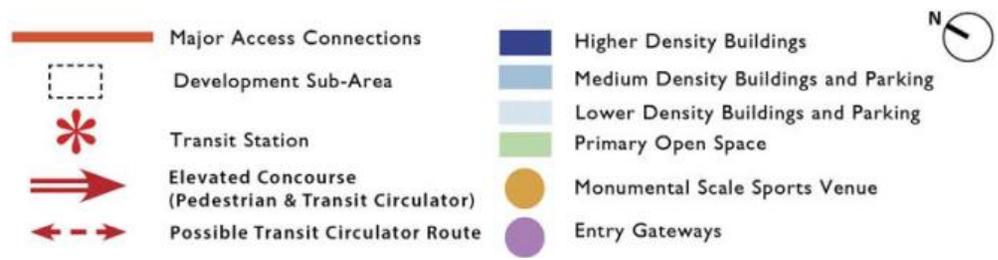
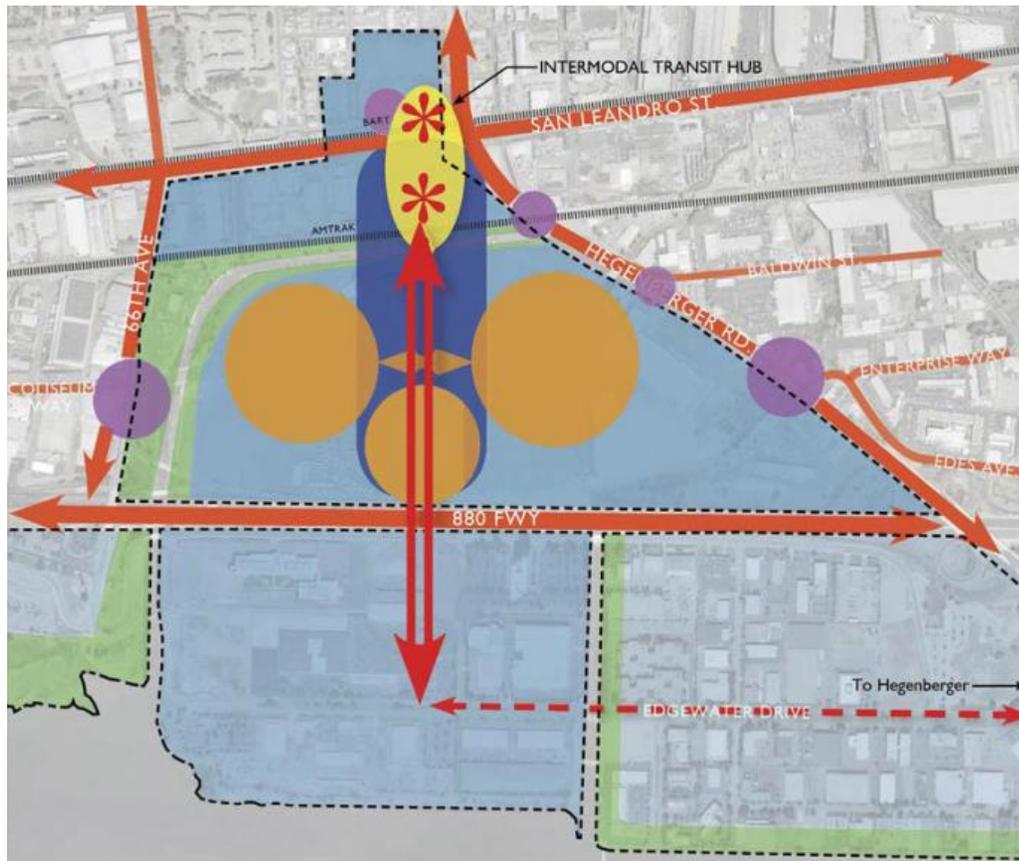


Figure 4.1: Community Design Structure Diagram



COMMUNITY DESIGN

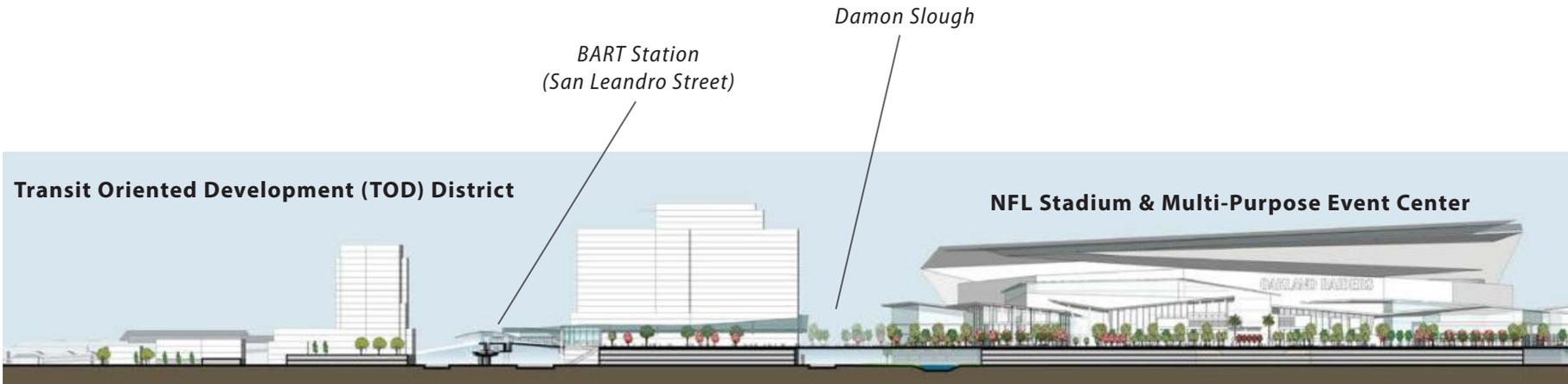


Figure 4.2: Illustrative Section - Looking South at New NFL Stadium

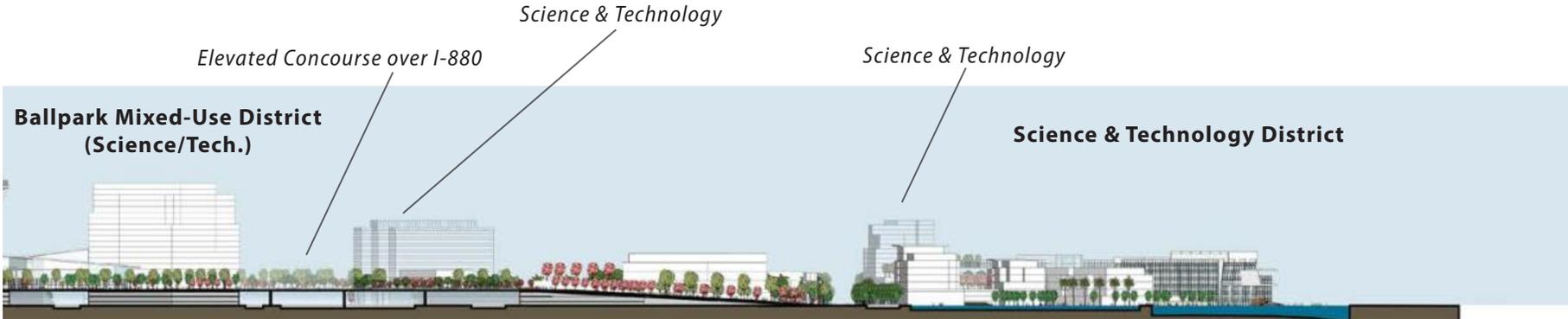


Figure 4.3: Illustrative Section - Looking South at New Science & Technology District

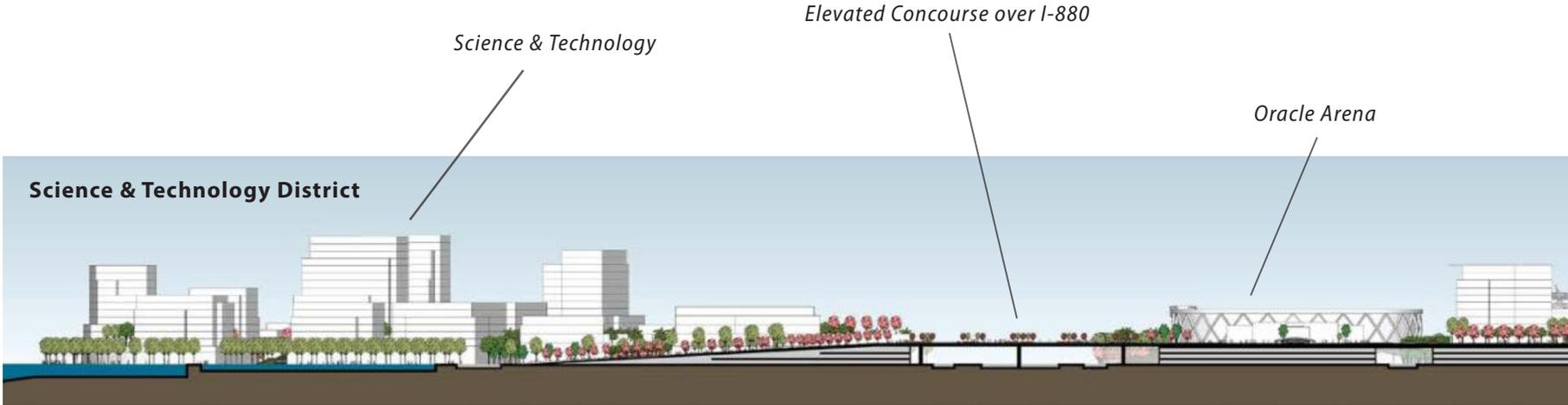


Figure 4.4: Illustrative Section - Looking North at Elevated Podium Concourse

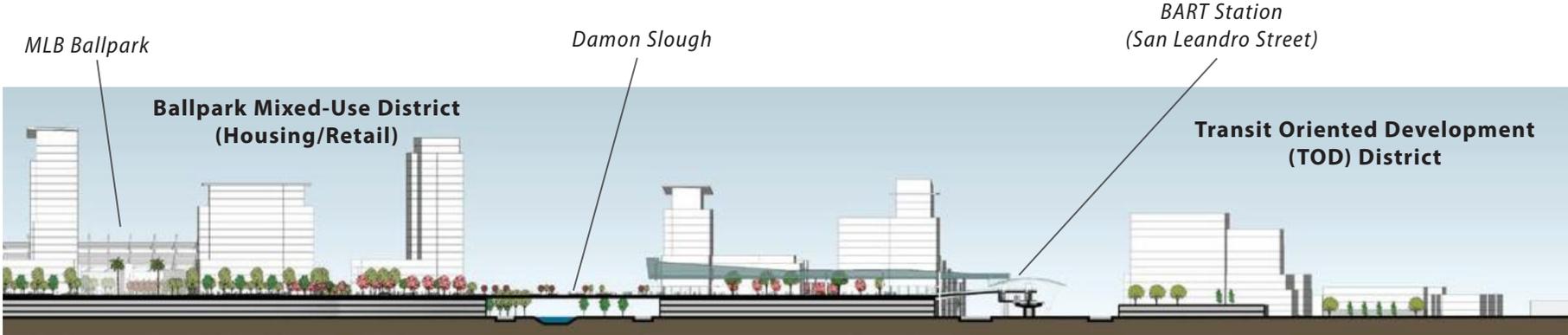


Figure 4.5: Illustrative Section - Looking North at Transit

COMMUNITY DESIGN

4.3 STREETScape, GATEWAYS & CONNECTIONS

Objective: An attractive and integrated system of entries and connections to the Coliseum District that establishes strong identity, encourages walking, bicycling and transit, and connects new development to existing neighborhoods.

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 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

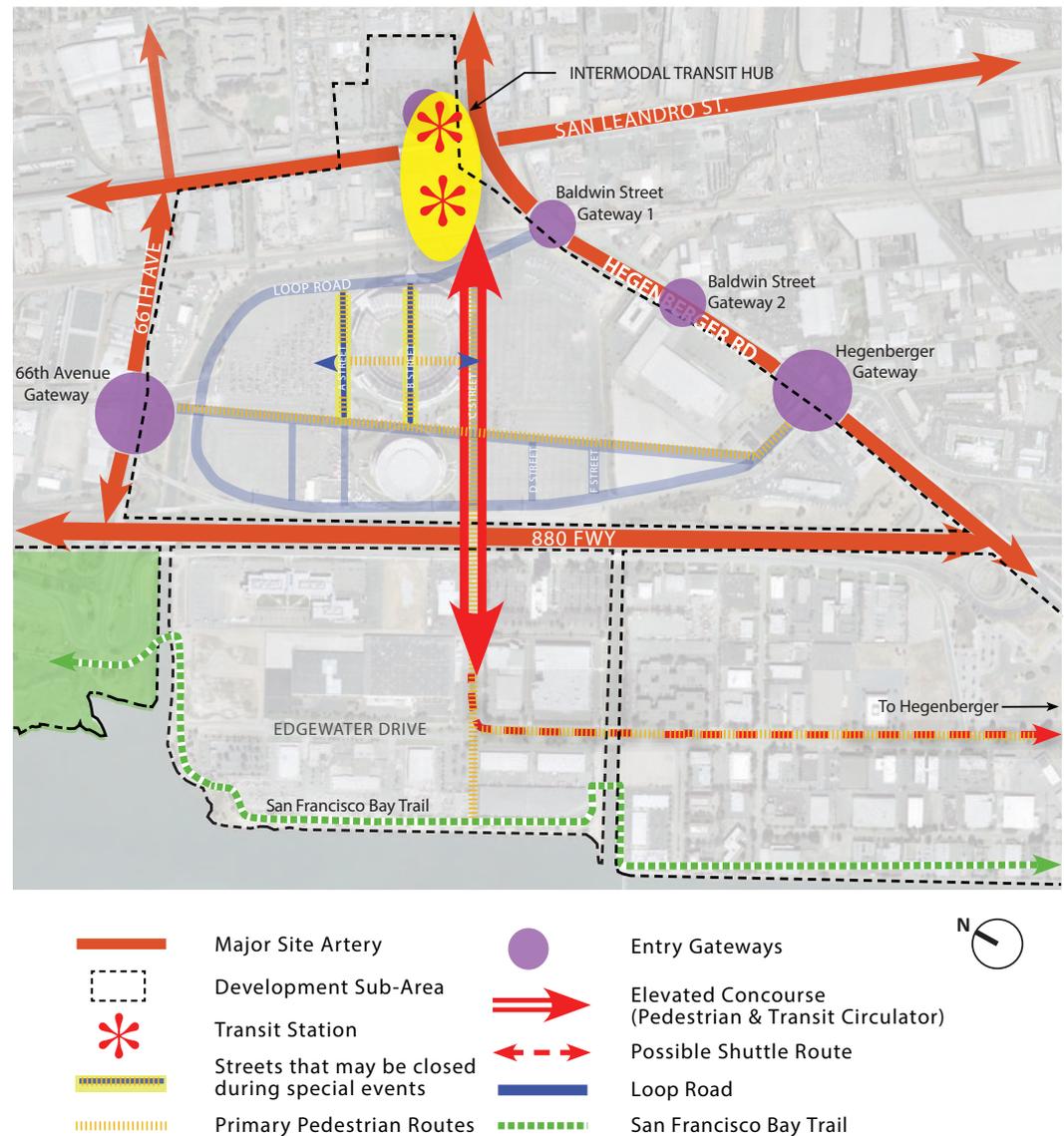
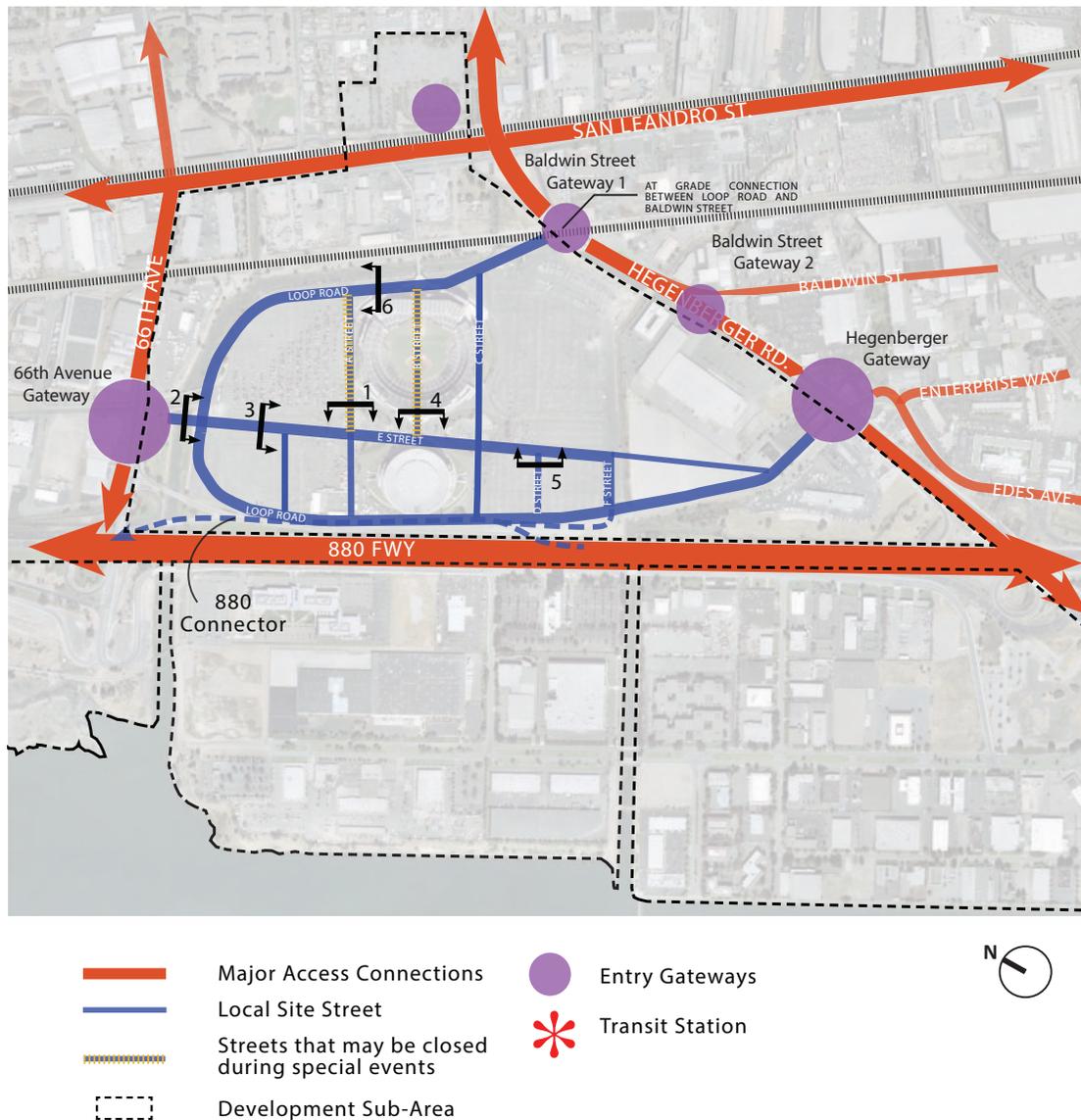


Figure 4.6: Connectivity Diagram

Chapter 4



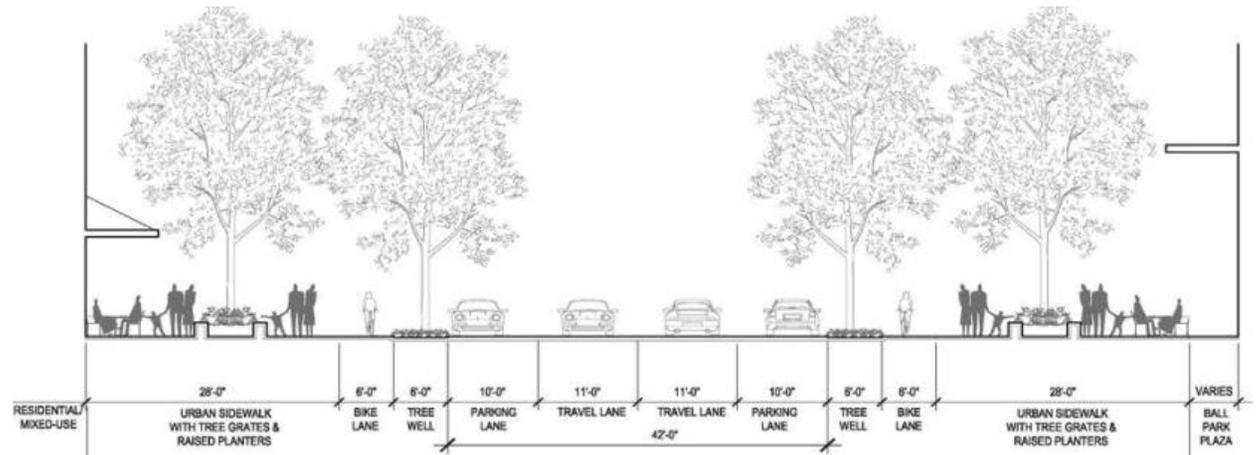
other routes designed together to accommodate large event-related crowds moving between the Coliseum BART station and sports/other destinations.

- **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.

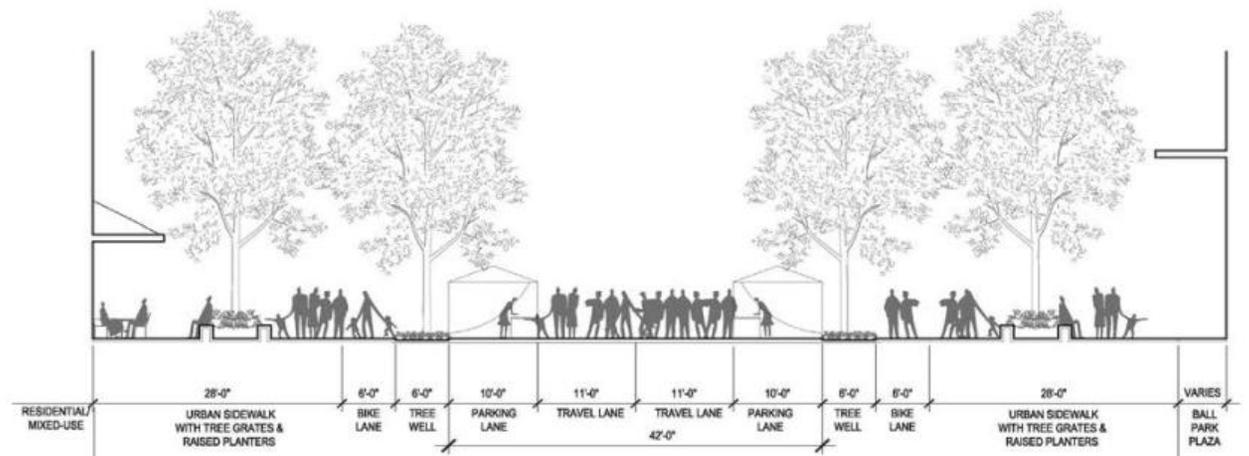
Chapter Five: Transportation provides additional goals and policies for Plan Area circulation including roadways, transit, parking, and pedestrian and bicycle facilities.

Figure 4.7: Street Section Key Map Sub-Area A

COMMUNITY DESIGN

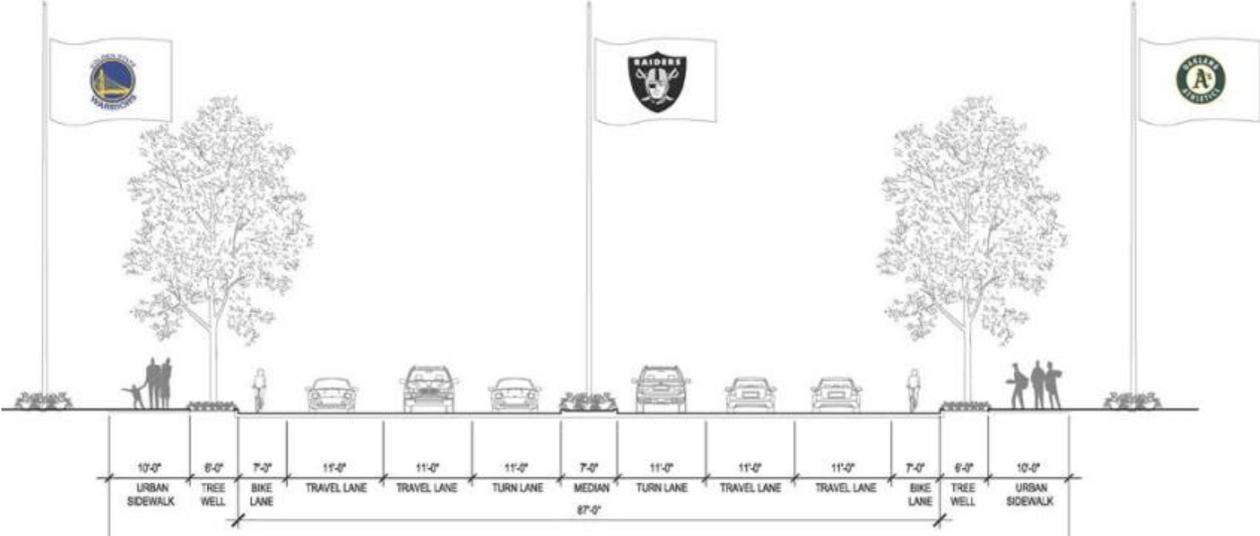


Section 1: A Street Typical

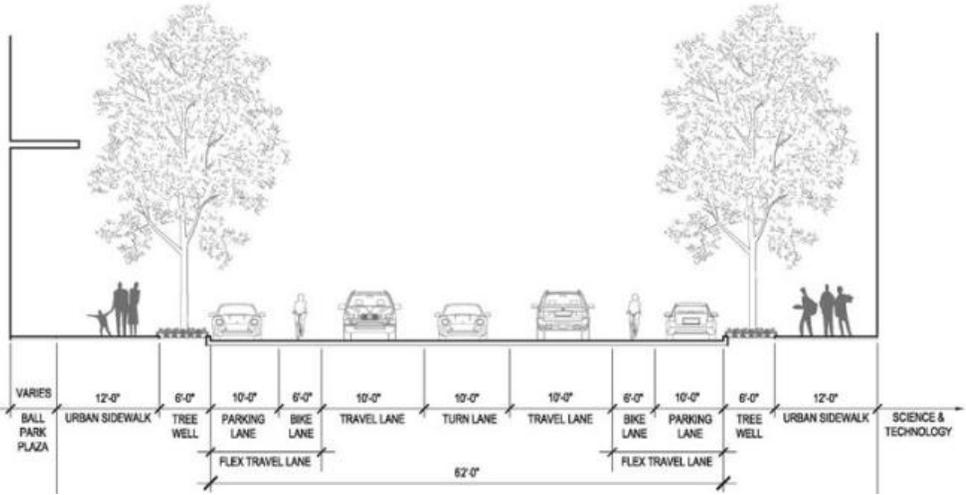


Section 1: A Street Event Day

Chapter 4



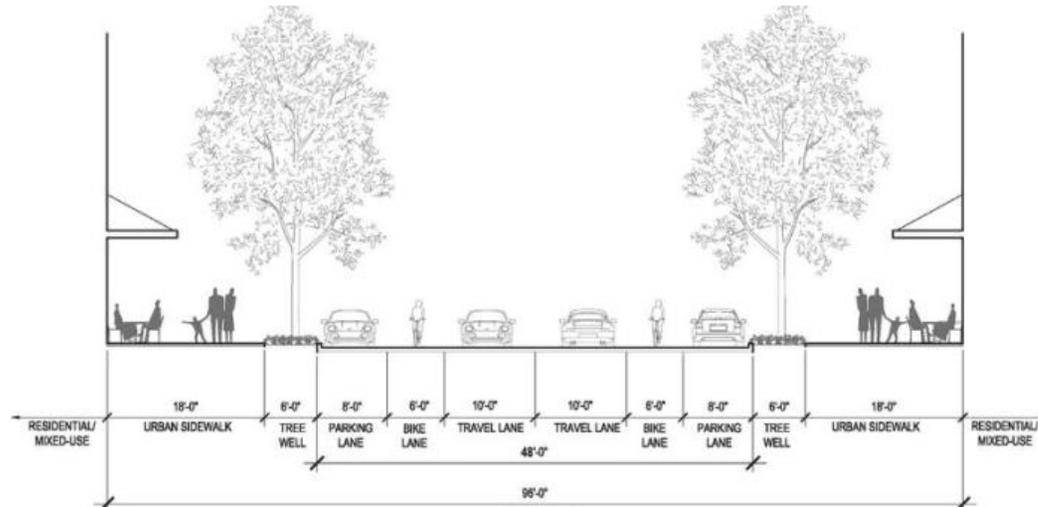
Section 2: E Street at 66th Site Entry



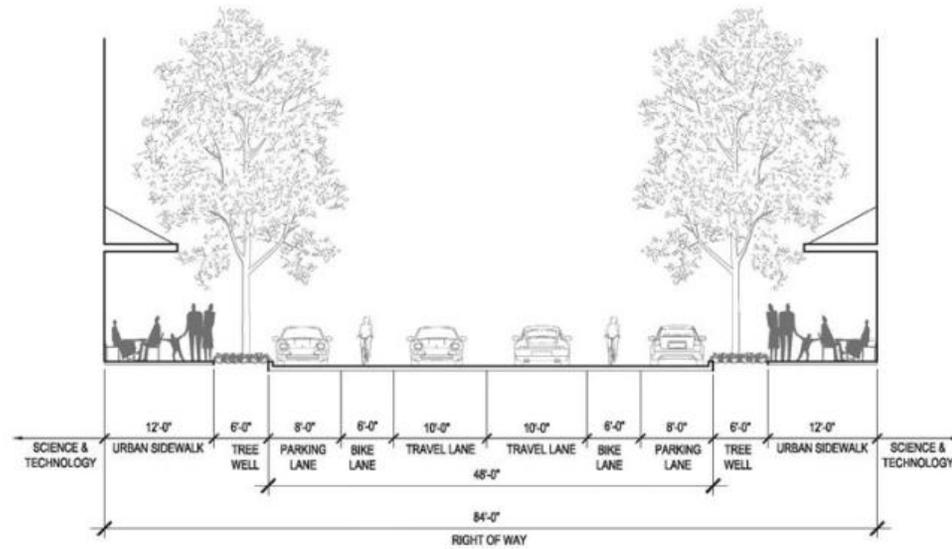
Section 3: E Street at A Street



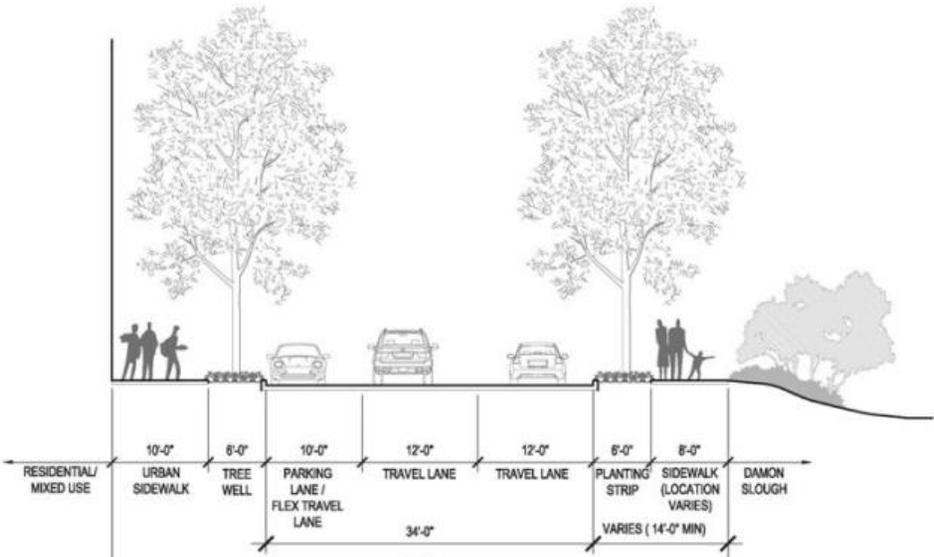
COMMUNITY DESIGN



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 4.8 shows creek and channel improvements, while Figure 4.9 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, San Leandro Bay waterfront, 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 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.



Figure 4.8: Creek and Channel Improvements

Source: JRDV / City of Oakland

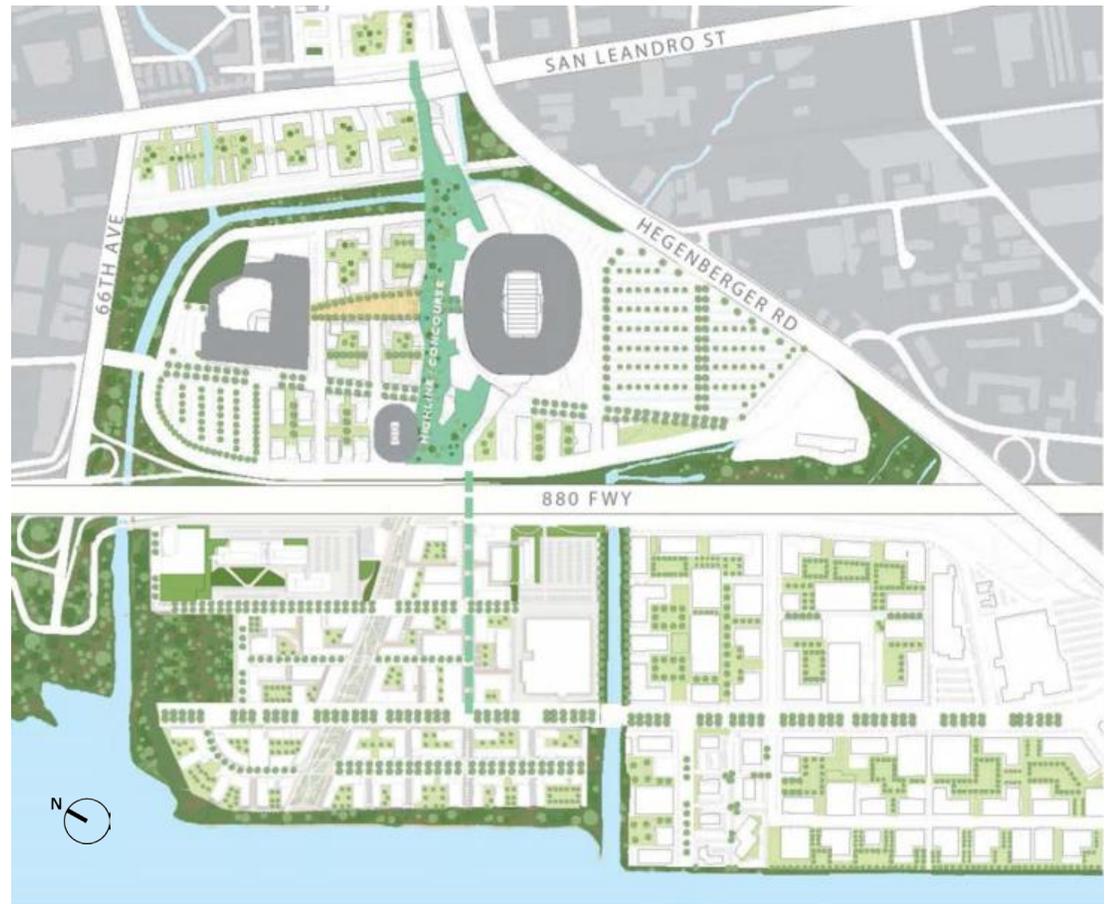
- **CD Policy 4-20:** Designs for the potential re-routing of Elmhurst Creek into Damon Slough should include habitat enhancement to compensate for any loss of the existing waterway.
- **CD Policy 4-21:** Projects should be configured and designed to increase public access to the Bay, enhance natural 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.
- **CD Policy 4-22:** Development within the Coliseum Plan Area should support the ongoing efforts of the City of Oakland and the City of San Leandro and their public agency and community partners to build out the San Leandro Creek Trail Master Plan, which is intended to create and restore a six-mile multi-use trail along San Leandro Creek (including the portions of the Creek which are in Sub-Area D).



Figure 4.9: Open Space Plan Area

Source: JRDV / City of Oakland

COMMUNITY DESIGN



- Habitat
- Pedestrian Concourse
- Potential Extension of Pedestrian Concourse
- Public Open Space
- Venue Plaza

Figure 4.10: Open Space Plan Area - Detailed

Source: JRDV / City of Oakland

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 4-23:** 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 4-24:** Buildings up to the FAA height limit (159 feet) will be allowed within Sub-Areas A, B, and C. Taller buildings may only occur in Sub-Areas A, B, and C subject to FAA review and city Conditional Use Permit (CUP) approval.
- **CD Policy 4-25:** Building height and design in the portion of Sub-Area B along Elmhurst Creek should relate to expected development in Sub-Area C.
- **CD Policy 4-26:** 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 4-27:** 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 4-28:** 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.

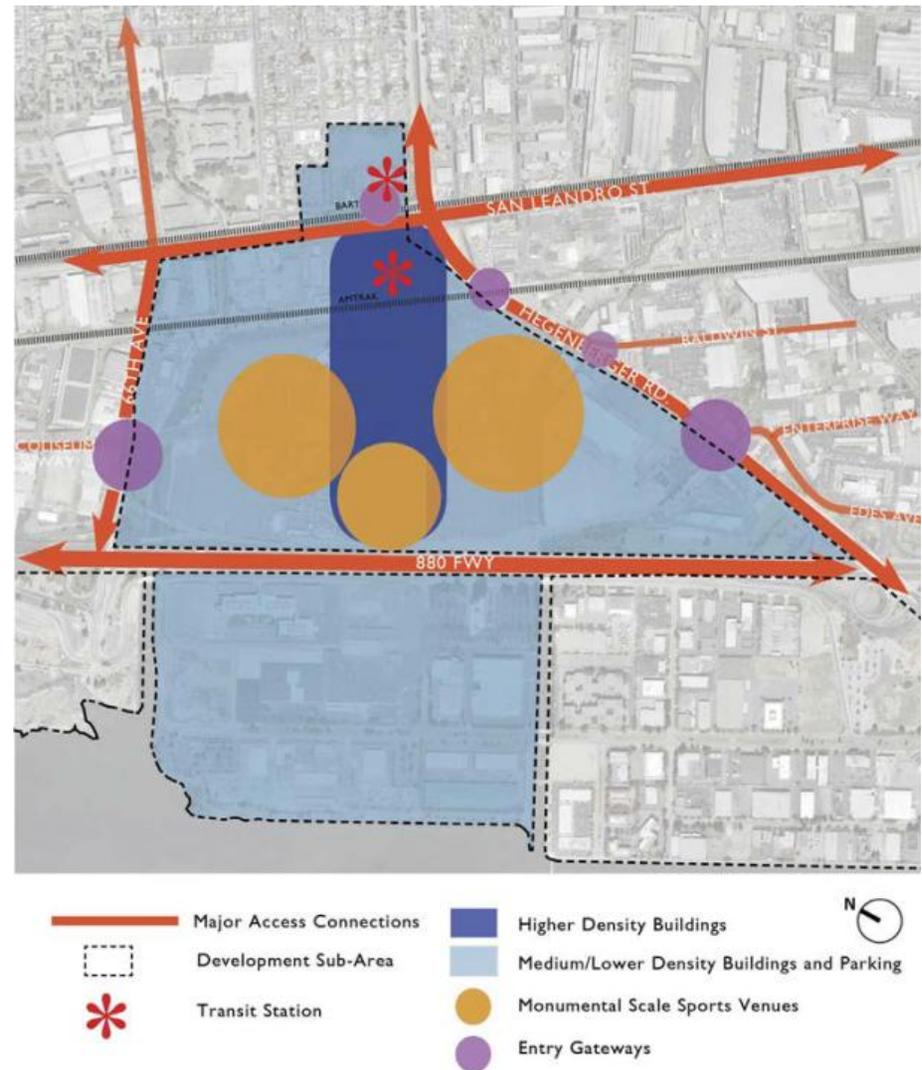


Figure 4.11: Building Massing (Sub-Areas A&B)

COMMUNITY DESIGN



4.6 SUSTAINABILITY AND HEALTH

Goal: Integrate sustainable and environmentally sensitive buildings, landscapes, and infrastructure into development in the Plan Area and the surrounding areas.

General Policies

- **CD Policy 4-29:** 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 4-30:** Projects should be designed to make best use of, and improve upon, existing infrastructure, and should work with BART and other public transit providers to improve upon existing public transit service both within and outside the Plan area.

Resource Efficiency Policies

- **CD Policy 4-31:** 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 4-32:** 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 4-33:** 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 4-34:** New development in Sub-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 4-35:** 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 potential grocery stores and other food businesses into the retail square footage of new development.
- **CD Policy 4-36:** 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 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 Circulator
 - 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 accessible and affordable 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

Development in Sub-Area A 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 pedestrian bridge with a proposed new 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 proposed new 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.

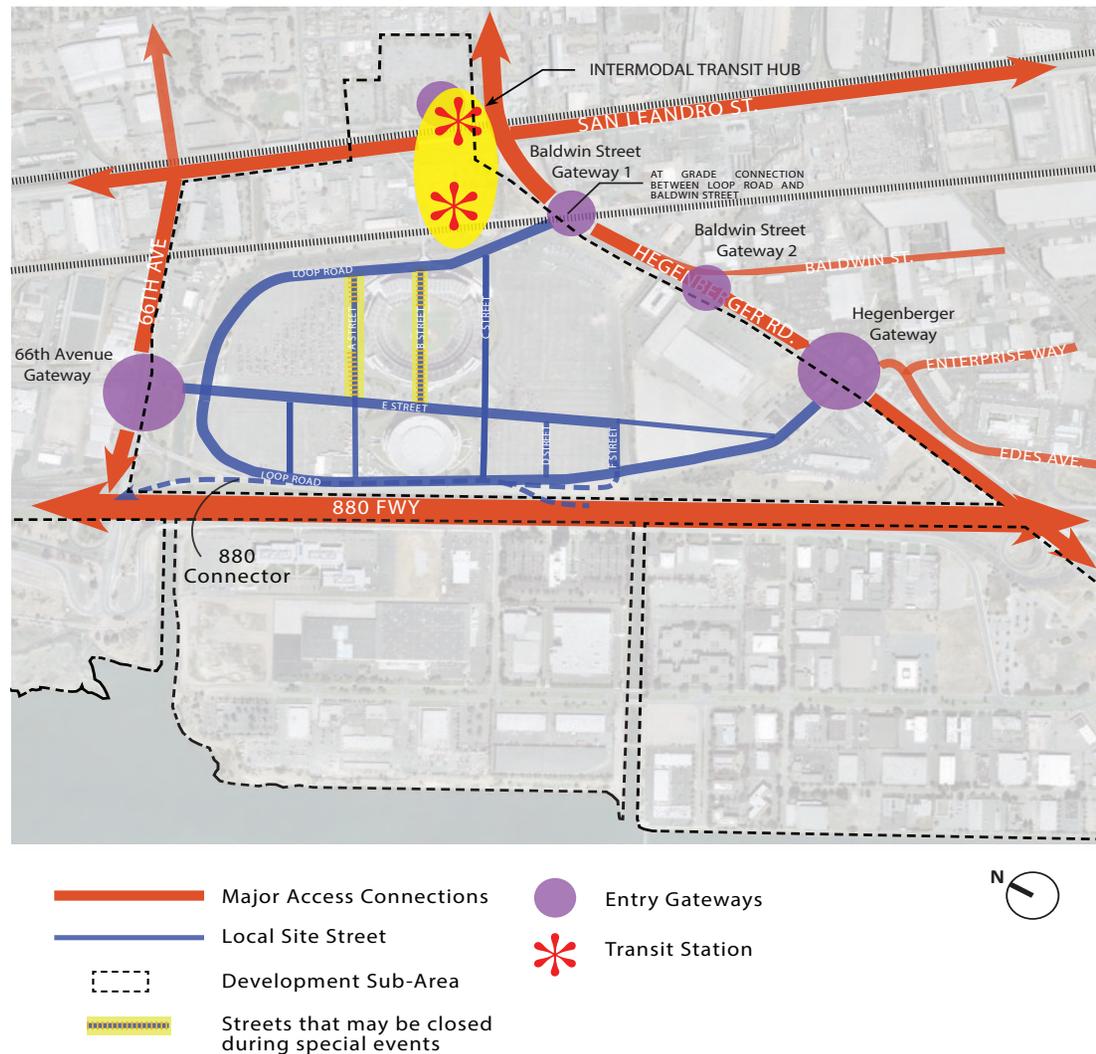


Figure 5.1: Sub-Area A Street Circulation Diagram

TRANSPORTATION



Figure 5.2: Major Roadways Diagram

Source: JRDV / City of Oakland

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 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.



Figure 5.3: Onsite Streets Diagram

Source: JRDV / City of Oakland

TRANSPORTATION



Existing Site Photos

- **TR Policy 5-5:** Design for 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, modified intersection layouts, and bridge upgrades to facilitate safe 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 while providing bicycle and pedestrian

safe facilities through these intersections between the Plan Area and the waterfront 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 temporary closure of all or a portion of the proposed new intersecting internal streets to the Loop Road, 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 the parking lanes of the proposed new internal streets in Sub-Area A 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-Areas B and C 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 Sub-Areas B and C 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.



TRANSPORTATION



- **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 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 Sub-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: Provide sidewalks on both sides of Edgewater Drive that maintain a minimum pedestrian clear zone. As new development occurs on Oakport Street, Roland Way, Pardee Lane, Hassler Way and other streets similar sidewalk characteristics should be provided on both sides (one side only along the free-way 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 along Edgewater Drive from Hegenberger Road through Sub-Areas B and C with at least two links to the 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 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. Improve the streetscapes of the major gateways into the Plan Area, such as 66th Avenue, Hegenberger Road, and San Leandro Street. Figure 5.4 illustrates the proposed pedestrian circulation.

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: Provide sidewalks on both sides of streets serving high density land uses. Maintain a minimum pedestrian clear zone within the sidewalk realm. Existing City streets without sidewalks, such as Oakport Street and Edgewater Drive, should be prioritized for new pedestrian facilities.

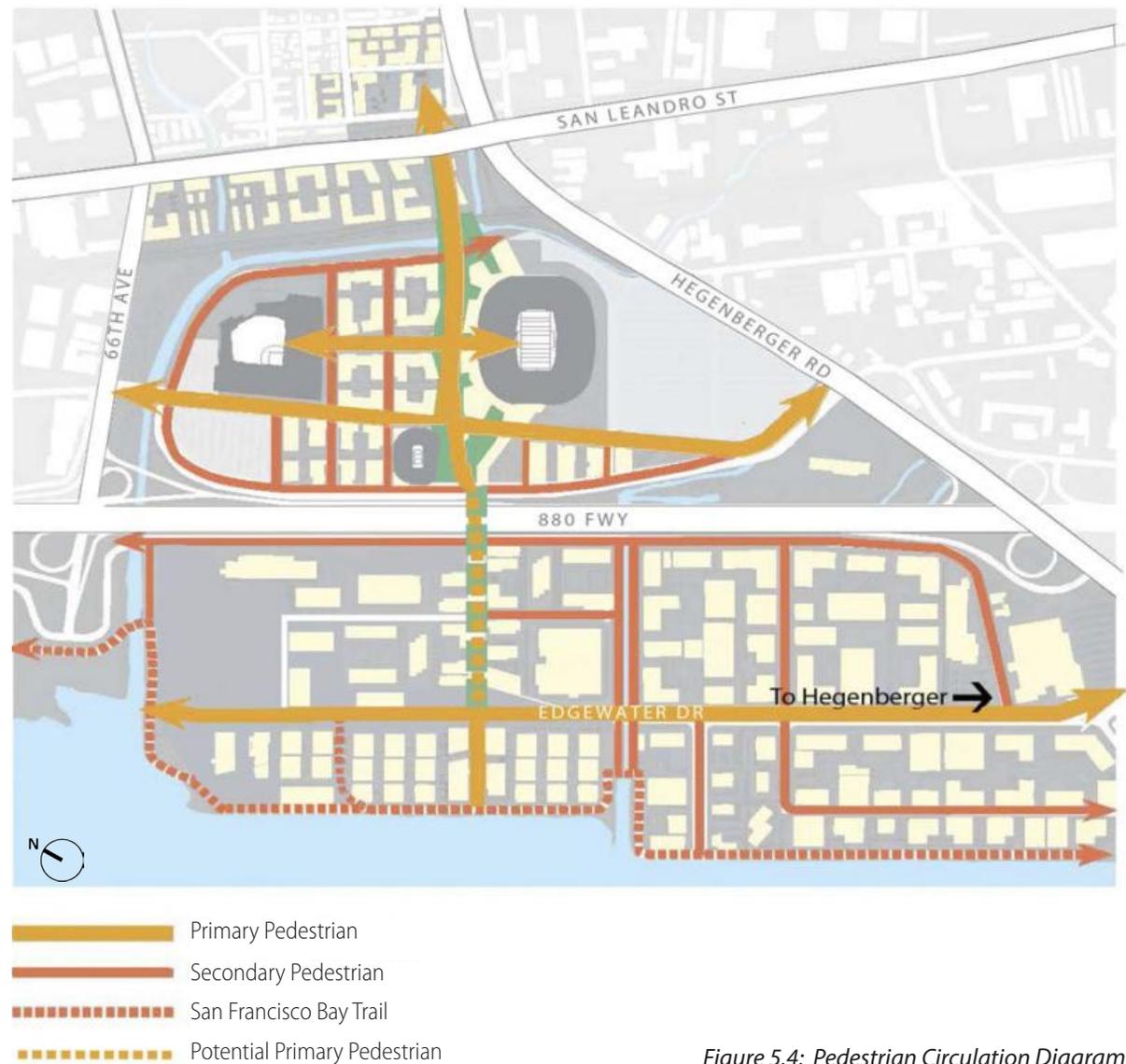


Figure 5.4: Pedestrian Circulation Diagram

Source: JRDV / City of Oakland

TRANSPORTATION

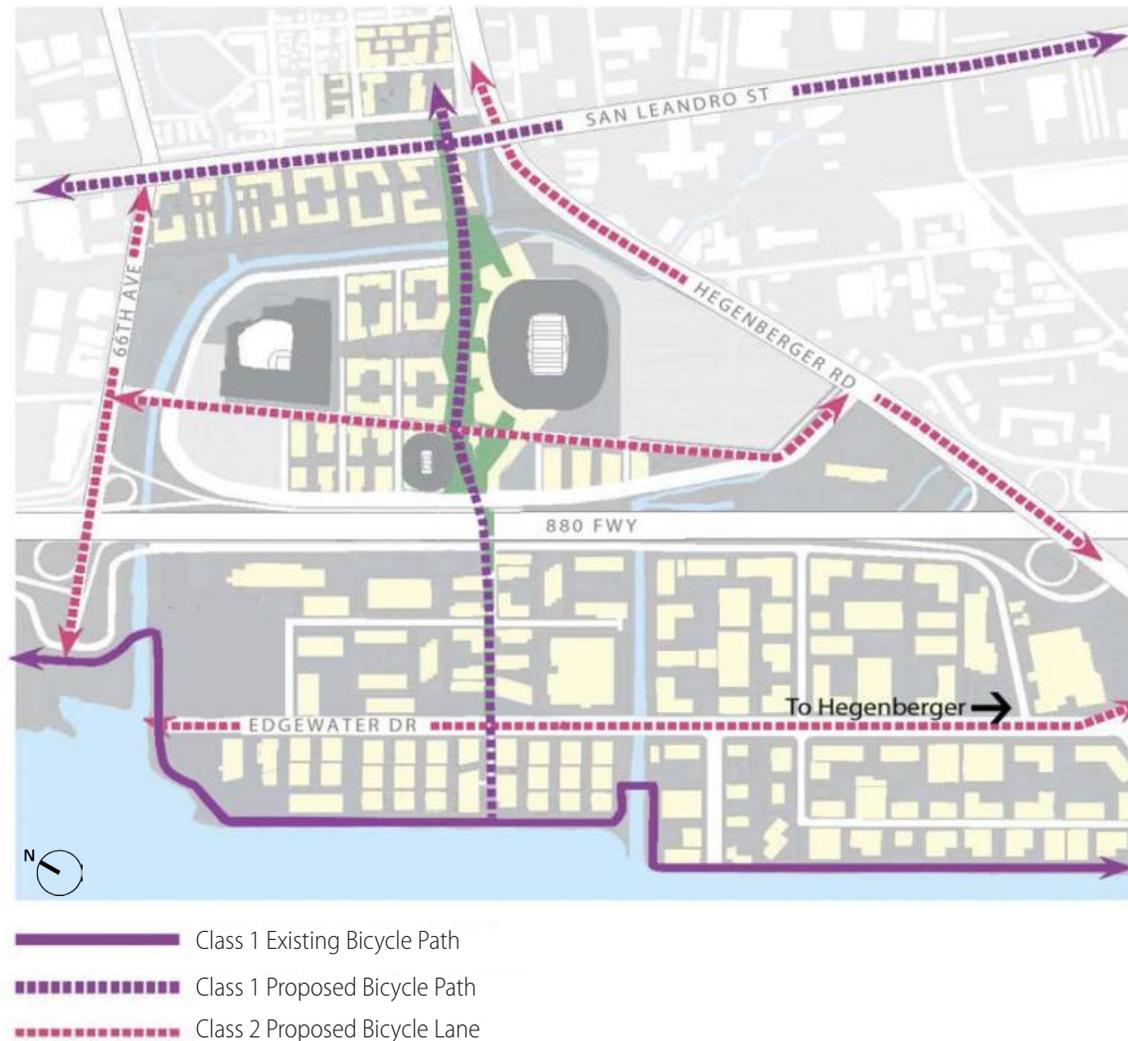


Figure 5.5: Bicycle Circulation Diagram

Source: JRDV / City of Oakland

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 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.

- **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. Include diagonal pedestrian crossings, where feasible.

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 Bicycle and Pedestrian Path, to include widening of the 66th Avenue Bridge, to provide safe passage on 66th Avenue, from its intersection with San Leandro to the west terminating at Oakport Street and the Bay Trail. Plant street trees on 66th Avenue from San Leandro Street to Joe Morgan Way.

A Class I Path on the south side of 66th Avenue will be necessary to provide pedestrian and bicycle connections between the Plan Area and the Bay Trail as well as to Sub-Area E. Street trees should be added to increase the attractiveness of this major gateway into the Coliseum district.

- **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. Improve bicycle access for local residents, and commuters using the bicycle networks to the Coliseum, the new employment, and to the Bay Trail. Where possible, installation of cycle tracks, or a protected bike lane, are the preferred facility for the safety and security of Oakland's cyclists. Figure 5.5 illustrates the proposed bicycle circulation.

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.

- **TR Policy 5-26:** Provide Class II Bike Lanes from 66th Avenue into the Plan Area via Coliseum Way and continue the



TRANSPORTATION



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. Improve bicycle facilities on Hegenberger Road.

The policy would connect the Plan Area to the city's bicycle facility 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 incorporate design and construction of the "BART to Bay Trail" alignment for pedestrian and bicycling access from Coliseum BART to the Martin Luther King Regional Shoreline paths of the 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, and at the sports facilities.

- **TR-Policy 5-30:** A bicycle-sharing program should be considered for the Coliseum district, in coordination with the regional program. 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 employment 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. Figures 5.6 and 5.7 illustrate the proposed parking locations in Sub-Areas A and B.

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.

Legend

	Shared Parking
	Residential/Hotel Parking
	Surface Parking



Figure 5.6: Sub-Area A Parking Locations

Source: JRDV / City of Oakland

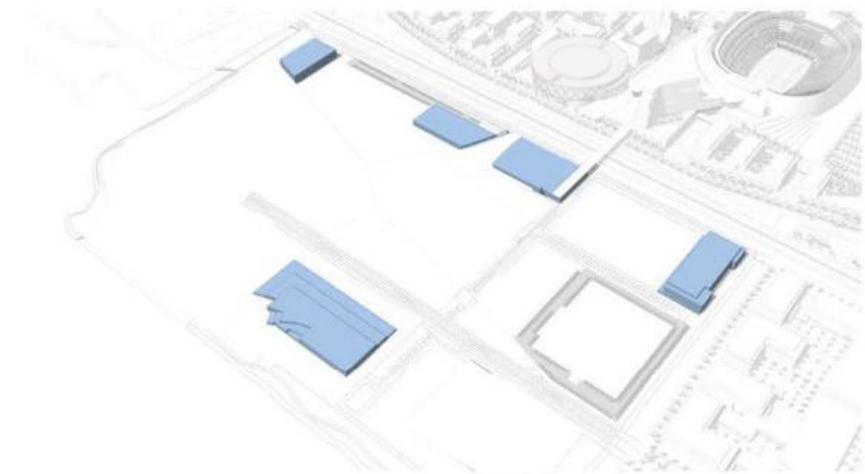


Figure 5.7: Sub-Area B Parking Locations

Source: JRDV / City of Oakland

TRANSPORTATION



- **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:** Exclude parking minimum requirements for the majority of uses allowed in the Plan Area, particularly in Sub-Area A.

The existing zoning districts in the Oakland Planning Code include parking minimums, which require a minimum exclusive parking supply for each development type. In contrast, the new Coliseum area zoning districts are not envisioned to include a parking minimum for a majority of uses allowed in the Plan Area, thereby freeing 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.

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 parking revenue is 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:** Require 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 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 TPMA, 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 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 Transportation and Parking Management Agency (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.

TRANSPORTATION

5.5 TRANSIT AND ONSITE CIRCULATOR

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 and the surrounding neighborhoods by providing new routes, altering existing routes, increasing headways, and expanding service hours. Although all streets in the Plan Area can accommodate bus service, encourage provision of regular bus service along the proposed "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.).

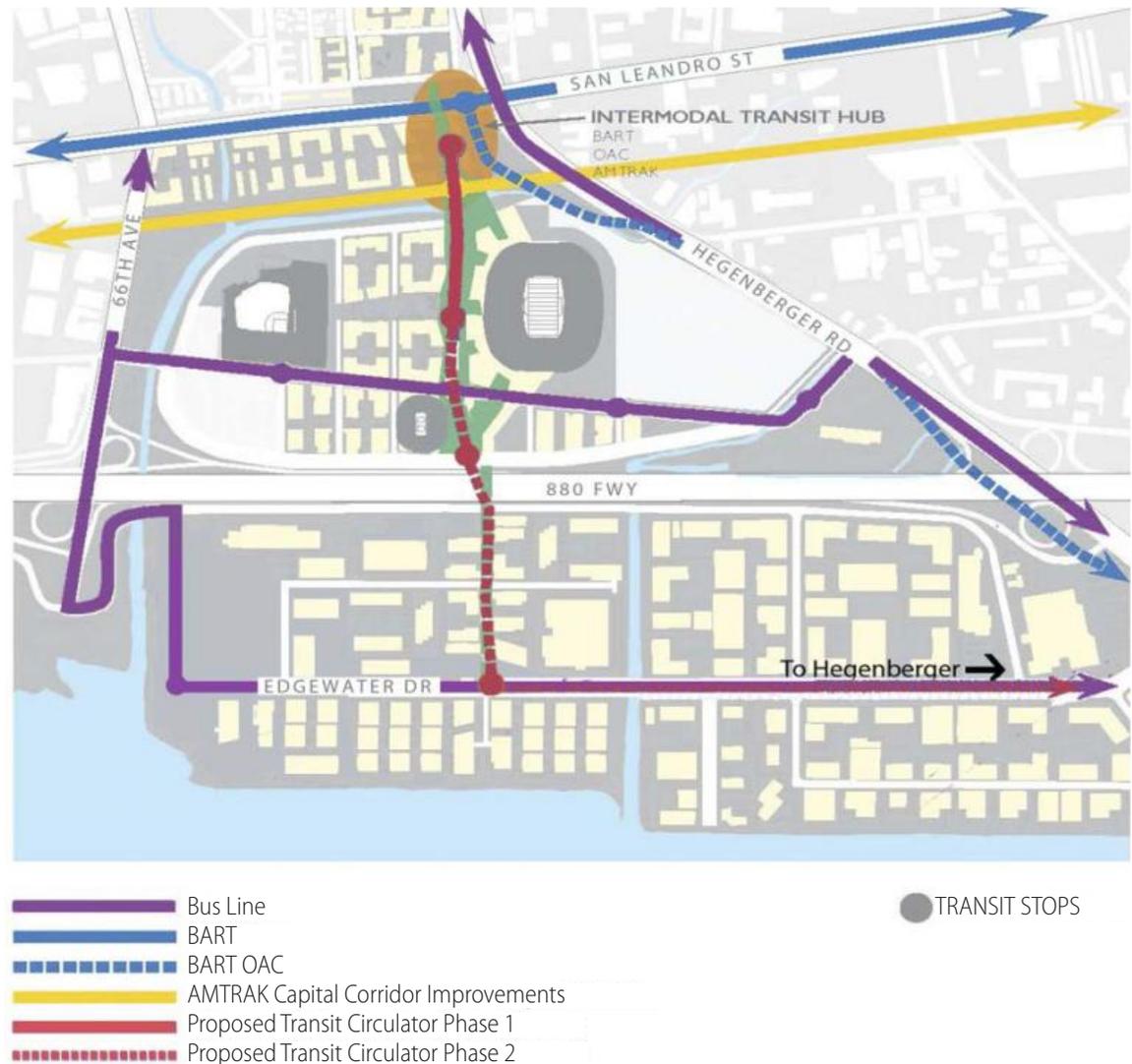


Figure 5.8: Transit Connections Diagram

Source: JRDV / City of Oakland

- **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:
 - Capacity improvements to the station. One potential capacity improvement would include addition of a new side platform to provide additional area for waiting passengers. The platform could be located to the west over the San Leandro Street sidewalk serving southbound passengers, or if the Union Pacific Right-of-Way (ROW) were to be acquired, could be located to the east serving northbound passengers. Other more modest capacity improvements may include a new full platform canopy,

redistributed vertical circulation from concourse to platform, and/or platform screen doors.

- 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 Coliseum BART Station could be constructed near the middle of the BART platform for balanced distribution of passengers, or toward the south end of the BART platform with an upper concourse extended over the BART platform 200 to 300 feet to provide multiple vertical circulation opportunities between the BART platform(s) 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.



TRANSPORTATION



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 Coliseum City 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. An urban circulator such as a streetcar would make the Plan Areas west of the freeway between Damon Slough and Hegenberger Road transit accessible with a short transit link to the Coliseum 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.
- **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.
- Encourage or require the provision of free transit passes (purchased in bulk at a discounted rate through programs such as AC Transit Easy Pass or a similar program through another transit agency) in conjunction with development cost savings from eliminating minimum parking requirements.
- Provision of a transit subsidy to employees and residents, determined by the project applicant and subject to review by the City, particularly low-income residents and workers, seniors, youth, and individuals with disabilities, 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.
- Include 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.



TRANSPORTATION



- 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.

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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.

PUBLIC INFRASTRUCTURE AND SERVICES

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.

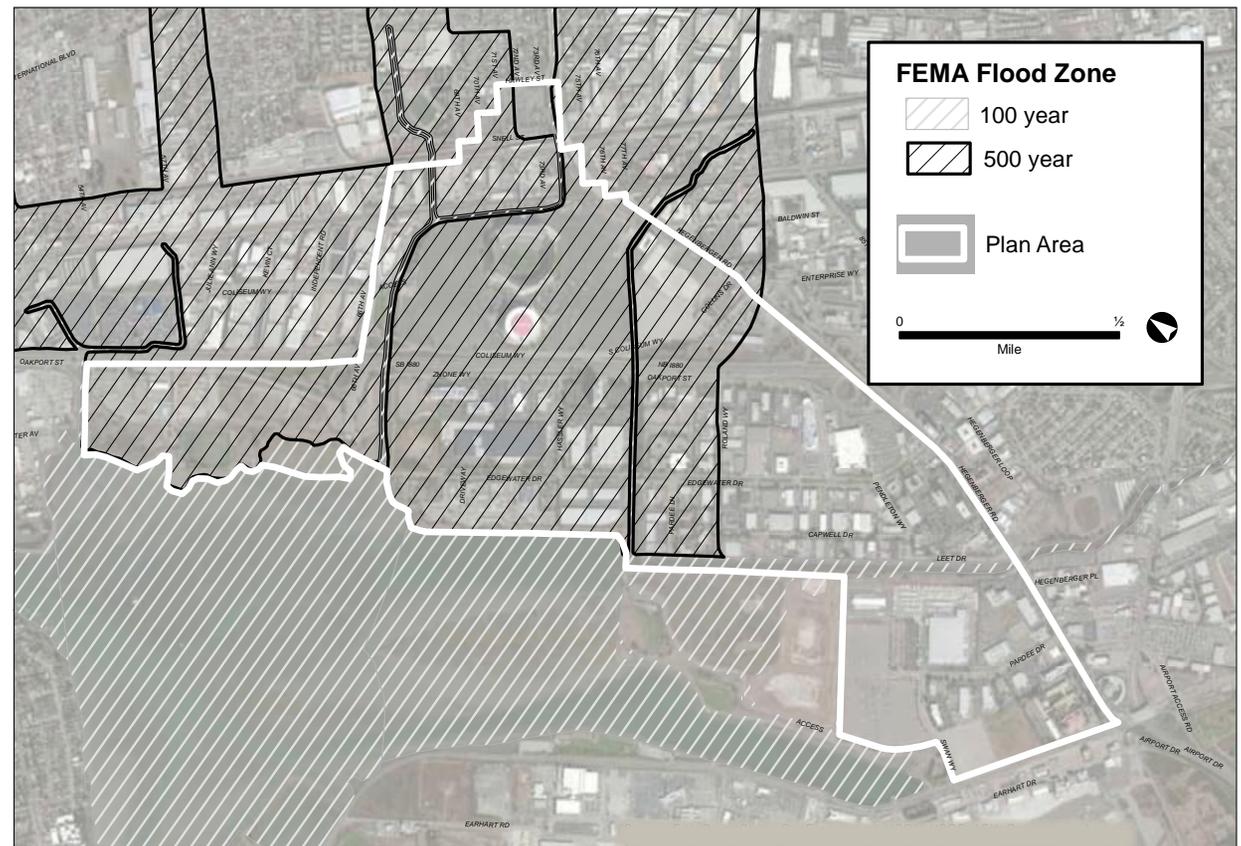


Figure 6.1: FEMA Map

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

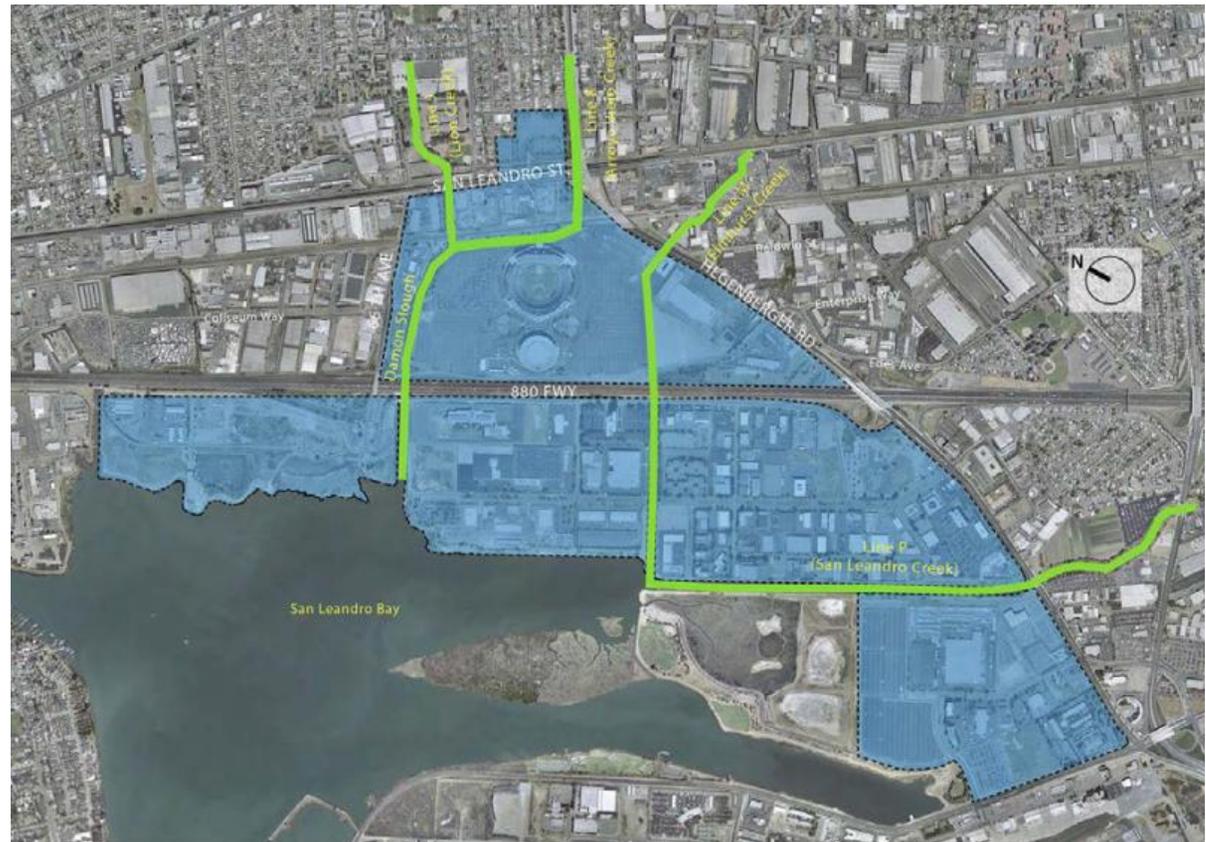


Figure 6.2: Storm Drainage Diagram

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.

PUBLIC INFRASTRUCTURE AND SERVICES

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 1960s. 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 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

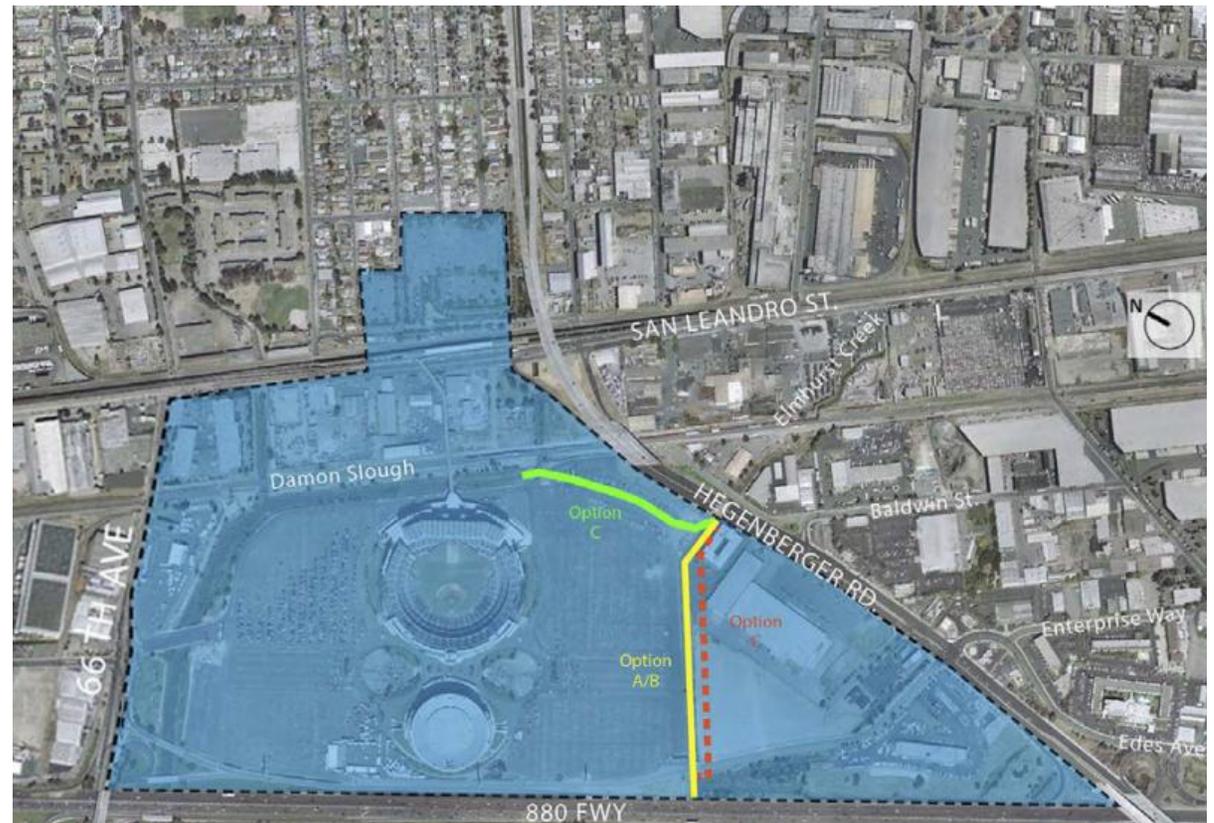


Figure 6.3: Elmhurst Creek Realignment

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 areas 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 landscape-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 storm-water 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 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.

PUBLIC INFRASTRUCTURE AND SERVICES

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 C.3 guidelines for constructing permanent storm water treatment measures.

6.3 POTABLE AND NON-POTABLE WATER

Goal 1: 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 2: 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. Current average annual water use is about 700,000 gallons per day. The increase in the projected average annual water demand for the project at build out is approximately 3,000,000 gallons per day. 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.

While projected development in the Plan Area is not currently included in EBMUD's long-range water supply planning for future growth in Oakland, EBMUD's Water Supply Assessment (January 28, 2014) indicates their ability to serve the project⁷. 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, however, there currently is no recycled water available to the Project Area. 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,

⁷ See Appendix 4.14, "Water Supply Assessment" of Coliseum Area Specific Plan Draft EIR.

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

PUBLIC INFRASTRUCTURE AND SERVICES

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.

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 operation 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 Way and Doolittle Drive. Then traveling northeast, it enters Hegenberger Road near the intersection with Leet Drive. 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.

Chapter 6



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, 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.

PUBLIC INFRASTRUCTURE AND SERVICES

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" sewer trunk in the Coliseum parking lot adjacent to Elmhurst Creek. During the project it was noted that there are remaining abandoned sewer mains and laterals in the area that could be capped as a means of further I&I mitigation.

Due to the projected increase in sewer demand, existing sewer lines will most likely need to 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 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 that enters the system through cracks and misconnections in both public and private sewer lines.
- **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).

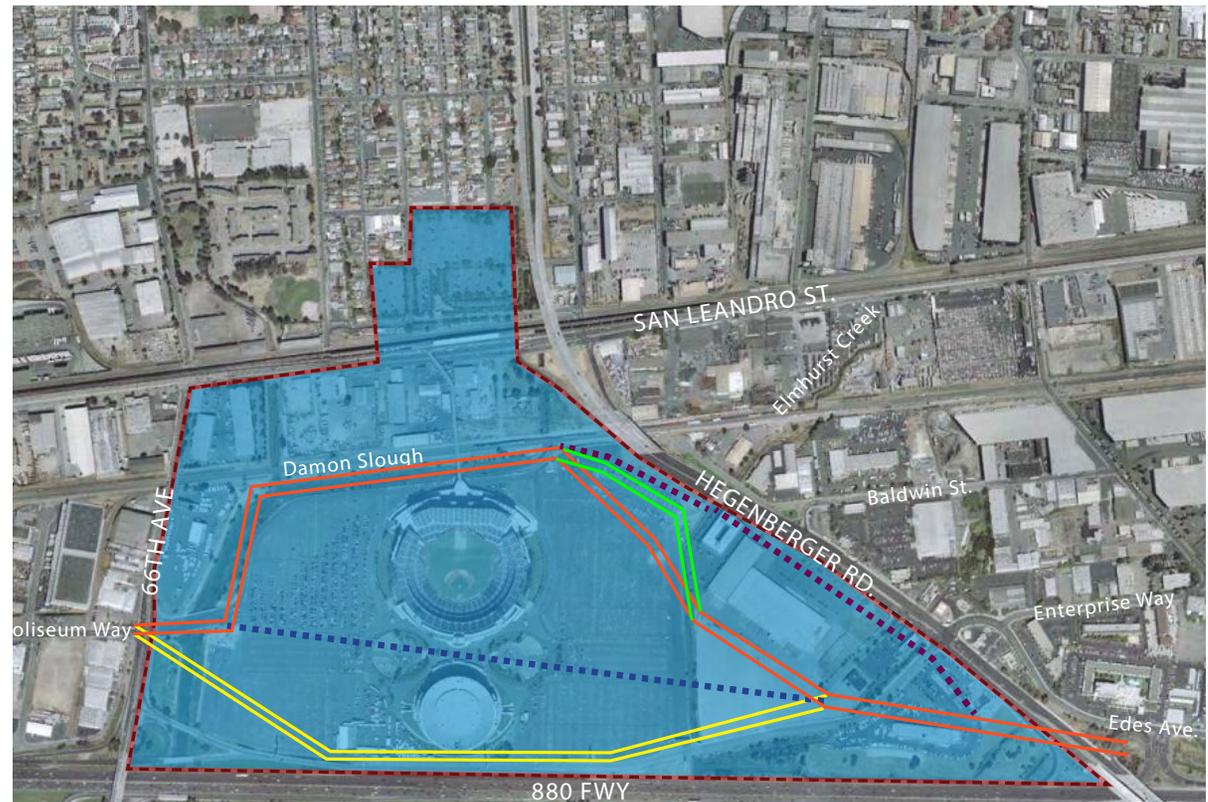
6.5.2 Distribution of Electricity and Natural Gas

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 (See Figure 6.5).

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.



- Existing Overhead Alignment
- Option 1 Temporary Overhead
- Option 2 Western Overhead
- - - Option 3 Eastern Underground
- - - Option 4 Central Underground

Figure 6.5: PG&E Diagram

PUBLIC INFRASTRUCTURE AND SERVICES

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 Road (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.
- **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

A 2008 study on sea level rise in the Bay Area (Treasure Island Development Project, Planning For Sea Level Rise, Moffett & Nichol) projects that sea level rise could be as much as 16 inches by 2050, and 55 inches by the year 2100. Sea level rise can affect development at the Coliseum in several ways: temporary flooding of a site during a storm event; permanent inundation of a site in all conditions; and the disabling or interference of stormwater infrastructure. The most recent published guidance that is relevant to the Plan Area is the City of San Francisco's "Guidance for Incorporating Sea Level Rise into Capital Planning in San Francisco".

- **PI Policy 6-10:**
 - a. Design flood protection against a nearer-term potential 16-inch sea level rise above current Base Flood Elevation for mid-term planning and design (2050); and design gravity storm drain systems for 16 inches of sea level rise;
 - b. Provide a mid-term adaptive approach for addressing sea level rise of greater than 18 inches, including incorporation of potential retreat space and setbacks for higher levels of shoreline protection, and design for livable/floodable areas along the shoreline in parks, walkways, and parking lots;

c. Develop a long-term adaptive management strategy to protect against even greater levels of sea level rise of up to 66 inches, plus future storm surge scenarios and consideration of increased magnitude of precipitation events.

- **PI Policy 6-11:** Include a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be incorporated into subsequent development projects. These could include:

a. Build a shoreline protection system within Sub-Areas B, C and D to accommodate a mid-term rise in sea level of 16 inches, with development setbacks to allow for further adaptation for higher sea level rise, with space for future storm water lift stations near outfall structures into the Bay and Estuary.

b. Consider incorporation of a seawall along the rail tracks, east of the new Stadium and/or Ballpark sites.

c. Consider designing temporary floodways within parking lots, walkways and roadways.

d. Construct the storm drainage system to be gravity drained for sea level rise up to 16 inches, and pumped thereafter. Pumping should be secondary to protection.

e. Require that all critical infrastructure sensitive to inundation be located above the 16-inch rise in base flood elevation.

f. Design buildings to withstand periodic inundation, and prohibit below grade habitable space in inundation zones.

g. Where feasible, 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.

h. Consider construction of a protection system, such as a “living levee”, (similar to the design presented in the MTC Climate adaptation Study, 2014), along Damon Slough in Sub-Area A, from its entry into the Plan Area at San Leandro Bay to its upstream confluence at Lion’s Creek.

- **PI Policy 6-12:** Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the Project’s design, to manage for changing sea level rise projections.

6.6.2 Other Policies to address Sea Level Rise

- **PI Policy 6-13:** 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 6-14:** The City should carefully consider the long-term implications of new traditional development in waterfront areas, including the impacts to other Bay cities of additional levees, etc., which may be needed to protect waterfront development.
- **PI Policy 6-15:** Throughout the City, new development should seek to provide retreat space around new waterfront development.
- **PI Policy 6-16:** The City’s overall adaptive management strategies should be based on the latest sea level rise projections, with recommendations for regular re-analysis as climate science evolves; and done in coordination with BCDC’s Adapting to Rising Tides program.

PUBLIC INFRASTRUCTURE AND SERVICES

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 6-17:** 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 6-18:** Future development should adhere to the principles of sustainability and resource consideration, in order to further City's goals 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 Affordable Housing Strategies
- 7.8 Compliance with CEQA
- 7.9 Adoption of the Specific Plan
- 7.10 Subsequent Individual Projects
- 7.11 Action Plans

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 envisions that initial phasing could involve either:

- A. One or more new sports venues, as well as 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. Subsequent phases of development under this scenario are envisioned to continue the expansion of the Sports and Entertainment District to create a mixed-use community that includes primarily retail, residential and hotel use. This development would support both the expanded fan experience during game days, and establish a viable

IMPLEMENTATION AND ADMINISTRATION

new urban district that is critical for the private finance of the new venues; or

- B. One or more new Transit Oriented Development (TOD) projects at or near the Coliseum BART station that could include an initial increment of residential, office, retail, and/or hotel. Subsequent phases of development under this scenario are envisioned to expand the TOD District to create a mixed-use community on the Coliseum site that includes office, light industrial, retail, residential, and hotel use. This development would support establishment of a viable new urban district in the Coliseum area.

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” of new development that makes best use of transit access and facilitates opportunities for new sports/entertainment venues.
- 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.
- To the extent feasible, 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 Sports and Entertainment District should be concurrent with the development of new sports venues. This may require the existing Coliseum 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 conceptual phasing plans shown in Figures 7.1 - 7.4 are intended to illustrate an efficient staging of development. The actual order of phasing may need to 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

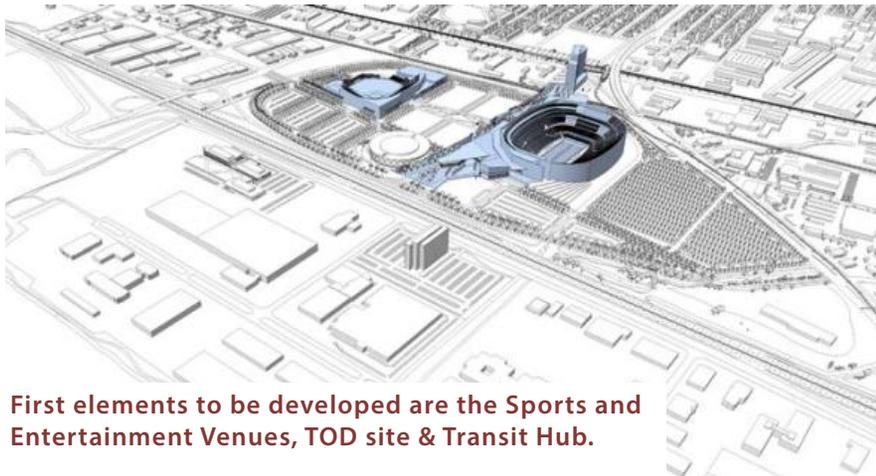
impacts of the project do not exceed the levels analyzed by the EIR.

- 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.

7.2.2 Proposed Phasing

The Plan Area’s framework of parcels (see Figures 7.1 - 7.4) 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 subject to change depending on market conditions and development opportunities. Figure 7.1 summarizes one potential scenario for the 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



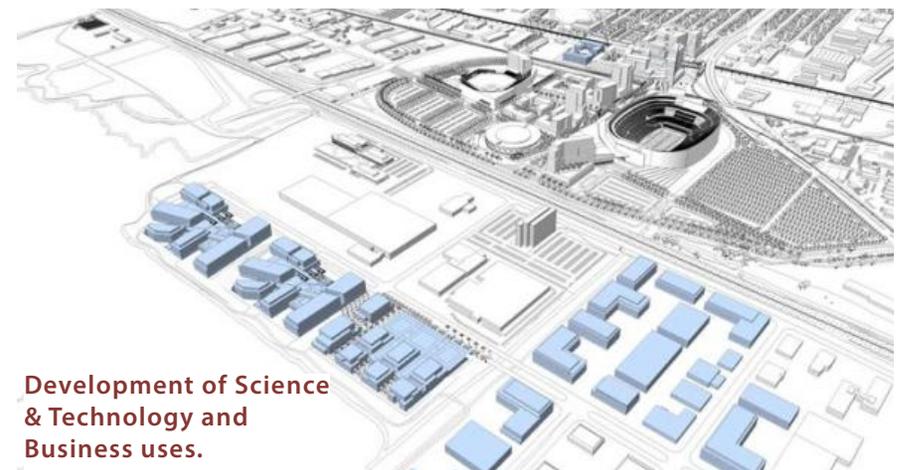
Expansion of the Sports and Entertainment District with retail, residential and hotel uses.

Figure 7.3: Phase 3



Development expands around the Transit Hub.

Figure 7.2: Phase 2



Development of Science & Technology and Business uses.

Figure 7.4: Phase 4

IMPLEMENTATION AND ADMINISTRATION

7.3 GENERAL PLAN AND ZONING CHANGES

The City of Oakland has funded the 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 General Plan Land Use Diagrams in the Land Use and Transportation Element (LUTE) and the Estuary Policy Plan (EPP) are recommended. Text amendments to the LUTE are also proposed, to change the maximum residential density and non-residential Floor Area Ratio in the “Community Commercial” and “Regional Commercial” designations. These General Plan text and mapping 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.

Table 7.1: Coliseum Area Proposed General Plan Amendments

ID	GENERAL PLAN CHANGES	
	EXISTING	PROPOSED
A	Business Mix	Community Commercial
B	Regional Commercial	Community Commercial
C	Business Mix	Regional Commercial
D	None	Urban Park and Open Space
E	Urban Park and Open Space	Regional Commercial
F	Business Mix	Urban Park and Open Space
G	Urban Park and Open Space	Business Mix
H	Business Mix	Urban Park and Open Space
I	Business Mix	Regional Commercial
J	Urban Park and Open Space	Regional Commercial
K	Business Mix	Urban Park and Open Space
L	None	Urban park and Open Space
M	None	Regional Commercial
N	EPP General Commercial 2	Urban Park and Open Space
O	EPP General Commercial 2	Business Mix
P	EPP Light Industrial 3	Urban Park and Open Space
Q	EPP Light Industrial 3	Business Mix
R	EPP Parks	Urban Park and Open Space
S	EPP Light Industrial 3	Urban Park and Open Space
T	Business Mix	Urban Park and Open Space
ID	GENERAL PLAN CORRECTION	
	EXISTING	PROPOSED
A	General Industrial	Community Commercial



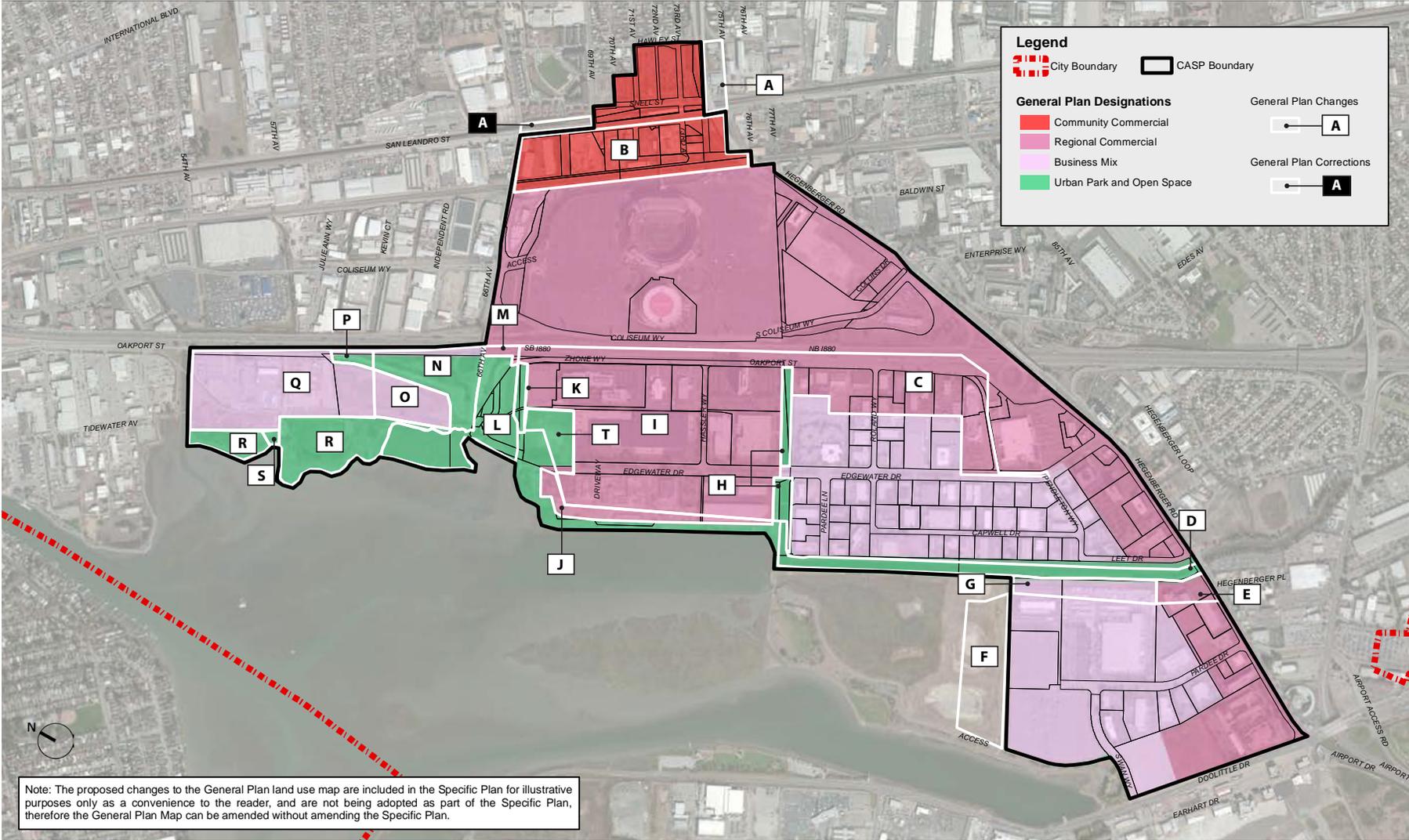


Figure 7.5: Proposed General Plan Amendments

IMPLEMENTATION AND ADMINISTRATION

Sub-Area A

For the expected development at the Coliseum District (Sub-Area A), the City is proposing the following General Plan amendments and corrections to the LUTE (See Table 7.1 and Figure 7.5):

- Amending the 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 land use designation for the two blocks on the east side of the Hegenberger overpass, at San Leandro Street, between 75th Avenue and Hawley Street, from “Business Mix” to “Community Commercial”. The purpose of this amendment is to incentivize the private redevelopment of a two-block section of 75th Avenue, which forms the gateway and a street entrance into the Coliseum BART parking lots; and
- Correcting the 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 General Plan correction is to ensure that any future development on this section of railroad right of way, should it be sold or abandoned in the future, will be compatible with the nearby residential uses, such as Lion Creek Crossings.

These General Plan amendments and corrections 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 transition 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-Areas B, C and D

For the expected development within Sub-Areas 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 development, which is not 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 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 land use diagram area of the Estuary Policy Plan (EPP), rather than the LUTE. In 2013, the City adopted the Central Estuary Area Plan, which now brings the objectives and policies in the older EPP up to date with current planning conditions in the Central Estuary area; 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 few “left-over” portions 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 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 band of open space areas along the San Leandro Bay shoreline.

IMPLEMENTATION AND ADMINISTRATION

7.3.2 Proposed New Zoning

New development planned within the Coliseum District is consistent with the new zoning districts and map changes adopted as part of this Specific Plan. The new zoning districts (See Table 7.2 and Figure 7.6) include the following:

- A new “Coliseum District-1” zone (D-CO-1) replaces the current Transit Oriented Development zone (S-15) mapped currently around the Coliseum BART station⁸. The D-CO-1 Zone is intended to create, preserve and enhance areas devoted primarily to serve multiple nodes of transportation and to feature high-density residential, commercial, and mixed-use developments, to encourage a balance of pedestrian-oriented activities, transit opportunities, and concentrated development; and encourage a safe and pleasant pedestrian environment near transit stations by allowing a mixture of residential, civic, commercial, and light industrial activities. The new D-CO-1 zone limits the building height in this area to 159 feet unless FAA review and Conditional Use Permit (CUP) review allows taller building heights. The new D-CO-1 zone applies to all properties east of the Union Pacific Railroad (UPRR) railroad tracks that are within the Coliseum Specific Plan Area.
- A new “Coliseum District-2” zone (D-CO-2) replaces the current “Regional Commercial-1” (CR-1) zone that applies to the majority of the Coliseum District. The new D-CO-2 zone specifically permits and encourages development of regional-drawing centers of activity, such as new sports and entertainment venues, residential, retail, restaurants, and other activity-generating uses, as well as a broad spectrum of employment activities. The new D-CO-2 zone clarifies that any building height over 159 feet will require FAA review and city Conditional Use Permit (CUP) approval.

⁸ The S-15 zoning on properties facing Hawley Street across from the Coliseum BART parking lot (between Hegenberger and 71st Avenue), was not changed during the Coliseum adoption proceedings. Thus, S-15 zoning remains mapped on these five parcels.

Table 7.2: Coliseum Area Proposed Zoning Amendments

ID	ZONING CHANGES		ACRES
	EXISTING	PROPOSED	
1	S-15	D-CO-1	17
2	CIX-2	D-CO-1	4
3	CR-1	D-CO-1	34
4	CR-1	D-CO-2	191
5	IO	D-CO-3	31
6	CR-1	D-CO-3	50
7	CR-1	OS	3
8	CR-1	D-CO-3	40
9	M-40	D-CO-5	1
10	CIX-2	D-CO-5	84
11	CIX-2	OS	17
12	M-40	D-CO-5	8
13	IO	D-CO-5	105
14	M-40	OS ()	128
15	M-40	OS	18
16	IO	OS	4
17	IO	D-CO-3	104
18	M-40	D-CO-3	7
19	IO	OS	6
20	IO	OS	2
21	CIX-2	OS	7
22	M-40	OS	46
23	M-40	D-CO-6	45
24	M-40	OS	15
25	CIX-2	D-CO-3	1
26	CIX-2	CIX-1	11
27	S-15	D-CO-1	2

Chapter 7

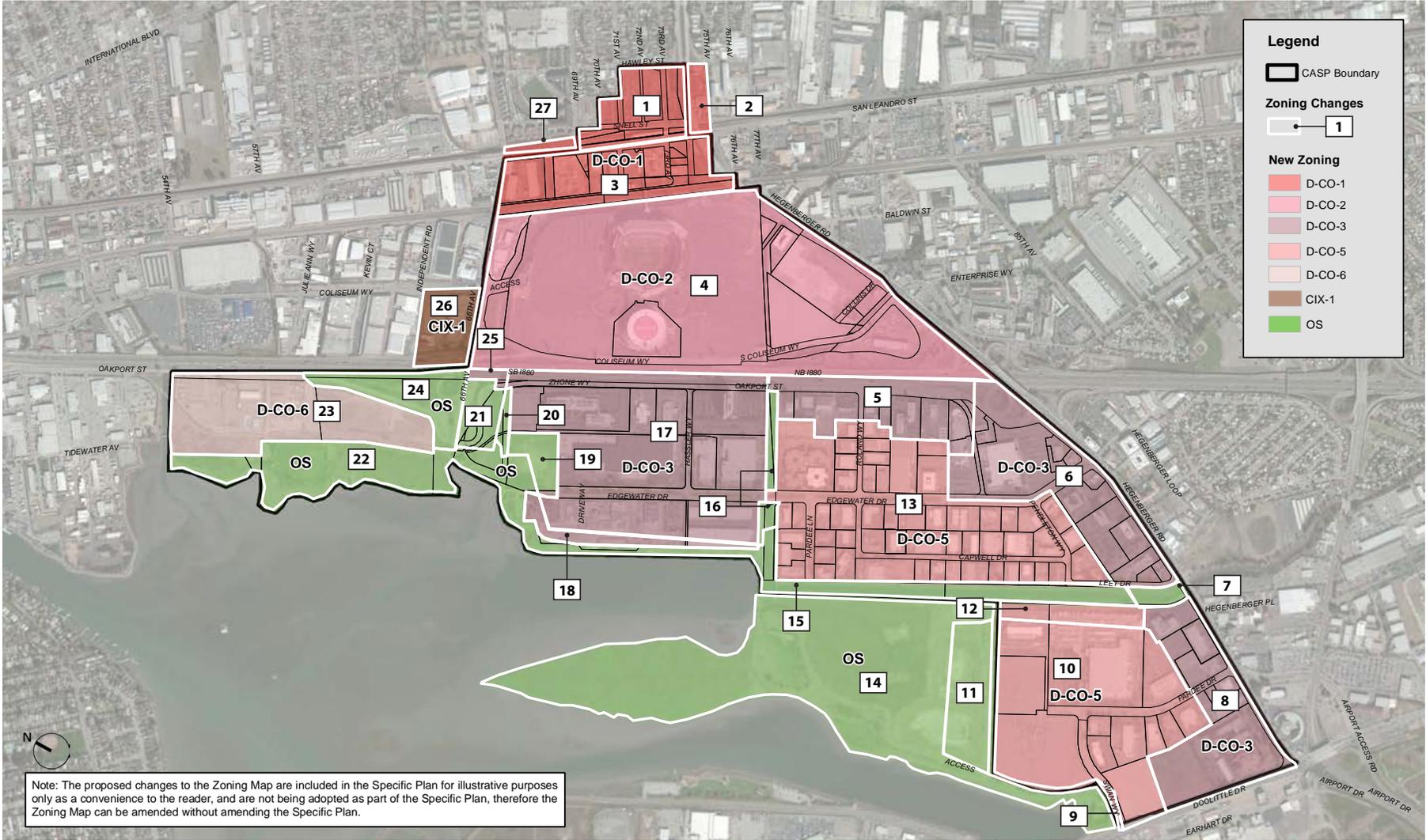


Figure 7.6: New Zoning Map

IMPLEMENTATION AND ADMINISTRATION

Sub-Areas B, C and D

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 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 areas include the following:

- A new "Coliseum District-3" zone (D-CO-3) replaces the existing "Industrial/Office" (IO) zone for properties located in Sub-Area B. These properties in Sub-Area B include property considered as a potential location for a new sports/special events Arena. The new D-CO-3 zone also includes the existing IO-zoned properties located along Oakport Street between Elmhurst Creek and Hegenberger Road in Sub-Area C; and the Regional Commercial (CR-1)-zoned properties along the north side of Hegenberger Road down to Earhart

Drive in Sub-Area D. The D-CO-3 Zone is intended to create, maintain and enhance areas suitable for a wide variety of retail, commercial, and industrial operations along the Oakport Street and Hegenberger Road corridors, and in region-drawing centers of commercial, and light industrial activities. The D-CO-3 zone does not permit residential uses.⁹

- A new "Coliseum District-5" zone (D-CO-5) replaces the existing "Industrial/Office" (IO) zone for those properties along Edgewater Drive in Sub-Area C (to Pendleton Way), and the properties in the existing CIX-2 zone in Sub-Area D (Pardee Drive). The D-CO-5 Zone is intended to create, preserve, and enhance areas near Pardee Drive and within the southern portion of the Airport Business Park that are appropriate for a wide variety of office, commercial, industrial, and logistics activities. The new D-CO-5 zone permits a similar mix of light industrial and warehousing activities as is allowed under current city zoning, and it does not permit residential activities.

Sub-Area E

The new D-CO-6 zone applies to those City of Oakland-owned and EBMUD-owned 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 replaces the existing Industrial (M-40) zoning that applied for decades. The D-CO-6 Zone is intended to apply to commercial, industrial and institutional areas with strong locational advantages that make possible the attraction of higher-intensity commercial and light industrial land uses and development types. This zone does not permit residential activities.

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

⁹ A new "Coliseum District-4" zone (D-CO-4) was adopted into the Planning Code by the City Council, but not mapped during the Coliseum Plan hearings of March 31, 2015 and April 21, 2015. If mapped, the D-CO-4 would have replaced the existing "Industrial/Office" (IO) zone for those properties between Edgewater Drive and the San Leandro Bay shoreline in Sub-Area B only; primarily, the land the City leases from the Port of Oakland for its corporation yard. If mapped, the D-CO-4 zone would have conditionally permit residential activities between Edgewater Drive and the waterfront.

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 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, and between Damon Slough and Elmhurst Creek¹⁰; this change would conditionally permit a wider variety of retail, commercial, and civic uses within a portion of the Airport Business Park. An alternative approach to Plan implementation in this area could involve the Port agreeing to a transfer of land use jurisdiction to the City of Oakland of the few remaining properties that are not currently subject to City of Oakland land use regulation between Oakport Street and Edgewater Drive, and between Damon Slough and Elmhurst Creek.
- Allowing design review authority and permitting 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

¹⁰ This would add the privately-owned buildings at 7200 (“Edgewater Industrial Center”) and 7300 Edgewater Drive to the Commercial Corridor land use area.

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. If the Port Board decides not to take any action to either cede land use authority to the City of Oakland in selected areas of the Business Park, or amend the Port’s LUDC as recommended, then the proposed new waterfront mixed use development would directly conflict with the LUDC, and those elements of the Coliseum Plan could not move forward.¹¹

¹¹ For example, hotels are only conditionally permitted on Hegenberger Road in the Port Land Use and Development Code.

7.4 SUBSEQUENT PRIVATE DEVELOPMENT PROCESSES AND PERMITS

Once the City and Port of Oakland have enacted 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 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 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, 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

IMPLEMENTATION AND ADMINISTRATION

the City's Planned Unit Development (PUD) permit process pursuant to Chapters 17.140 and 17.142 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."¹²

An application for a Planned Unit Development (PUD) permit would 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.

Development 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 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 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.

7.4.2 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 or Port of Oakland practices for determining zoning consistency will apply. These standard practices also include making determinations regarding the need for Conditional Use Permits (CUPs), Design Review, and other potentially required discretionary actions 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.

¹² Oakland Planning Code, Section 17.142.020

7.4.3 City Creek Permit and Other Related Agency Permits

In order to provide adequate room to accommodate construction of a proposed new Stadium, it may be necessary to move and/or culvert the existing segment of Elmhurst Creek that currently runs through an open engineered channel in 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 stormwater 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.

7.4.4 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 proposed new Stadium, and need to be relocated in order to facilitate planned development. To accomplish reloca-

tion, 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.

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

Federal Aviation Administration (FAA) 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 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

IMPLEMENTATION AND ADMINISTRATION

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 initial proposals suggested 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 Alameda County 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 Coliseum Plan 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 "No Hazard To Air Navigation" and would not result in the FAA altering, curtailing, limiting, or restricting flight operations in any manner; and an ALUC determination that the proposed structure is consistent with the December 2010 Oakland International Airport Land Use Compatibility Plan (ALUCP); and
- Agreement from the applicant to mark and light that structure in a manner consistent with FAA standards..

Real estate disclosures and aviation easements dedicated to the Port of Oakland will be a condition for any discretionary approvals for future residential, or non-residential development within the Plan Area.

7.4.6 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; and
- Any new development along the San Leandro Bay shoreline (the Specific Plan provides for a continuous band along the San Leandro Bay shoreline within Sub-Areas B, D and E to be preserved as open space, 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).

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.

Potential "Bay Cut/Inlet"

A proposal from the Coliseum City Master Plan, studied cursorily in the Coliseum Area Specific Plan EIR considers increasing the surface of Bay waters near the outfall of Damon Slough, by creating an approximately 12-acre new inlet of San Leandro Bay. This proposed inlet would result in removal of land, 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.

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, as detailed in the Final EIR.

7.4.7 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. Sub-Area E is envisioned for continued operation of EBMUD, as well as for enhanced open space and shoreline habitat.

IMPLEMENTATION AND ADMINISTRATION

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 ¹³	\$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

¹³This figure does not include costs to demolish, deconstruct and re-use building materials from the O.co Stadium. As of December, 2014, those costs have 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 transit circulator 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.

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 Science and Technology District and a mixed-use waterfront 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

IMPLEMENTATION AND ADMINISTRATION

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 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 entered into an Exclusive Negotiating Agreement (ENA) with a group of private development interests, including JRDV Urban International and HKS Architects. The ENA was later amended which removed Forest City Real Estate Services and added Bay Investment Group, LLC. Finally, the ENA has been most recently amended again to include New City Development, LLC as the lead master developer.

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 (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 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.

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 (TIFIA), 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 Commission (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.

IMPLEMENTATION AND ADMINISTRATION

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.¹⁴ 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.¹⁵

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 or Ballpark, 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 up to three new sports and entertainment venues and significant ancillary development.

¹⁴ 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.

¹⁵ 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.

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 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 rendered 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 the proposed transit circulator, such as a streetcar, 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

IMPLEMENTATION AND ADMINISTRATION

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 an over 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 govern-

ment 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.

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, the Alameda County Transportation Commission Sales Tax, Measure BB, which was passed by Alameda County voters in November, 2014, has a funding program which could be utilized by BART to improve and expand the Coliseum station.

IMPLEMENTATION AND ADMINISTRATION

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 (TIFIA)

The **Transportation Infrastructure Finance and Innovation Act** (TIFIA) program provides credit assistance for large-scale (highway, transit, railroad, etc.) 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 **Transportation Investment Generating Economic Recovery** (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

The Federal Transit Administration's **New Starts/Small Starts** 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 **Federal Transit Administration** (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 American Recovery and Reinvestment Act (ARRA) effort, is not currently appropriated, although it remains authorized.

Transportation Community and System Preservation (TCSP) Program

The TCSP program 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 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

IMPLEMENTATION AND ADMINISTRATION

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. The Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) 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 Sources

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.

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 (TFCA)

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

IMPLEMENTATION AND ADMINISTRATION

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 Area 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 (1986) and Measure BB (2014)

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.

Alameda County Transportation Commission Sales Tax, Measure BB, adopted in November 2014, implemented a 30-year Transportation Expenditure Plan. Measure BB renewed the 0.5 percent transportation sales tax approved in 2000 through Measure B, and increased the tax by 0.5 percent. This resulted in a 1 percent sales tax in the county dedicated to transportation expenses alone, which is set to expire in 2045 without voter renewal. The tax revenue from this tax will be controlled by the Alameda County Transportation Commission (ACTC). Measure BB will generate nearly \$8 billion over 30 years for essential transportation improvements in every city throughout Alameda County.

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, ACTC 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 AFFORDABLE HOUSING STRATEGIES

To continue Oakland's long-standing commitment to providing affordable housing for its residents, the affordable housing goals of the Specific Plan are for at least 15 percent of all new units built in the Plan Area to be affordable for extremely low-, very low-, low-, and moderate-income households. City policies promote the use of transit and seek to reduce private automotive vehicle trips, particular emphasis should be placed on providing workforce housing that is affordable to those who are employed in the Coliseum area's sports facilities, hotels and restaurants, and in its commercial and industrial businesses.

7.7.1 Funding Context

Most affordable housing in the Plan Area is expected to be funded with a mix of local and non-local sources, including Low Income Housing Tax Credits (LIHTC), Federal HOME funds, mortgage revenue bonds, and Federal Housing and Urban Development (HUD) funds, "boomerang funds" (a portion of City property taxes that used to be allocated to Redevelopment tax increment financing), the City's existing Jobs Housing Impact Fee, and any other affordable housing impact fee that the City may adopt in the future. With few exceptions, non-local subsidy sources are not adequate, even in combination, to fully subsidize the cost differential to make new housing development affordable to low and moderate income households. It is anticipated, however, that the City will continue its collaboration with the Oakland Housing Authority to provide

project based vouchers that subsidize rents to market level, while sustaining affordability for residents.

Up until the dissolution of the City's Redevelopment Agency (ORA) on February 1, 2012, redevelopment-generated tax increment was the most important local source of funding for affordable housing. Prior to the loss of Redevelopment, Oakland dedicated 25 percent of its tax increment funds to affordable housing (10 percent more than required by state law). In the years prior to the Redevelopment Agency dissolution, up to approximately \$23 million was available for affordable housing development annually. With the loss of redevelopment and cuts to Federal funds, approximately \$7-\$10 million is available per year. The estimated local financing gap for affordable units is \$100,000 to \$141,000 per unit. Due to this gap, a menu of creative strategies is required to meet the affordable housing needs for the Plan Area. These affordable housing strategies are presented below.

7.7.2 Potential Funding Sources, Incentives And Strategies

The following programs may help to expand affordable housing opportunities.

Bay Area Transit-Oriented Affordable Housing Fund

The Plan will prime future use of the Bay Area Transit-Oriented Affordable Housing Fund. The Bay Area Transit-Oriented Affordable Housing Fund is a \$50 million collaborative public-private initiative that encourages inclusive Tran-

sit-Oriented Development. These funds can be used to finance the development of affordable housing, as well as critical services, such as childcare near public transit hubs. Borrowers can access predevelopment, acquisition, construction, mini-permanent and leveraged loans for New Markets Tax Credit transactions.

The city will continue to monitor and support State affordable housing legislation and identify alternative grant sources.

Publicly Owned Land Banking

A significant portion of the Plan Area is publically owned. The City and its other local partners could set aside a portion of these publically owned sites for use as affordable housing developments. These valuable assets could help to ensure a range of options for lower income residents. In addition, funds could be used to purchase non-publically owned land for use as affordable housing. This is more difficult, however, since some public funding sources have limits on land acquisition. Federal HOME funds cannot be used for land banking. Non-profit housing developers and the Oakland Housing Authority could partner to assemble sites, as well.

Affordable Housing Trust Fund Bolstered by "Boomerang" Funds

Demonstrating a strong commitment to continue funding affordable housing, the Oakland City Council, at its June 27, 2013 meeting, endorsed a proposal to dedicate, on an ongoing basis, 25 percent of the property tax it receives (termed "boomerang" funds) into the Affordable Housing Trust Fund. The ongoing

IMPLEMENTATION AND ADMINISTRATION

deposit will begin at the next budget cycle, starting July, 2015. The ordinance was formally adopted in September of 2013. Any one-time boomerang funds (from the City's share of one-time proceeds whenever the Redevelopment Successor Agency sells property or other compensation) received by the City after July, 2013 would be subject to the Ordinance, with 25 percent of the City's distribution /deposited into the Affordable Housing Trust Fund.

These funds will be used to increase, improve, and preserve the supply of affordable housing in the City, with priority given to housing for very low income households. Funds may also be used to cover reasonable administrative or related expenses of the City not reimbursed through processing fees. Funds in the Affordable Housing Trust Fund must be used in accordance with the City's adopted General Plan Housing Element, the Consolidated Plan, and subsequent housing plans adopted by the City Council, to subsidize or assist the City, other government entities, nonprofit organizations, private organizations or firms, or individuals in the construction, preservation or substantial rehabilitation of affordable housing.

Cap and Trade Funds

AB 32, the Global Warming Solutions Act of 2006, created a comprehensive, multi-year program to reduce GHG emissions in California. AB 32 required CA to reduce GHG emissions to 1990 levels by 2020, and to maintain and continue reductions beyond 2020. AB 32 directed the CA Air Resources Board to coor-

minate this effort. ARB has adopted a Scoping Plan that describes the approach California will take to reduce GHG emissions and achieve the goal of reducing emissions to 1990 levels by 2020.

The Cap-and-Trade Program, a key element of the Scoping Plan, began in 2012. A portion of the GHG emissions permits (allowances) established by the Cap-and-Trade Program are sold at quarterly auctions and reserve sales. The Legislature and Governor appropriate proceeds from the sale of State-owned allowances for projects that support the goals of AB 32. Strategic investment of these proceeds, the Greenhouse Gas Reduction Funds, furthers the goals of AB 32 by reducing GHG emissions, providing net GHG sequestration, and supporting the long-term, transformative efforts needed to improve public and environmental health and develop a clean energy economy.

The 2014-2015 expenditure plan that appropriates Greenhouse Gas Reduction Fund monies includes the Strategic Growth Council who will be administering the Affordable Housing and Sustainable Communities Program funding (approximately \$130mm). Current guidance for this program requires public agencies to be a primary applicant for these program funds. It is likely that Oakland's DHCH will apply for these funds for transit oriented development project(s) that will include innovative housing design and location that will encourage GHG reduction and remain affordable for the long-term.

Emphasis on Workforce Housing

Because the Plan promotes the use of transit and seeks to reduce vehicle trips, policies and actions in the Plan should encourage the development of "workforce housing," affordable to those who work now, in the Coliseum area, and those who will work as a result of the new employment opportunities projected by the Plan. The high cost of housing is particularly challenging for "workforce" households (defined as those households earning between 60 and 120 percent of area median income). These households often struggle to secure housing in the Oakland real estate market.

Creative ways to finance housing for "workforce" households is essential to maintaining the income and population diversity of the Plan Area, as well as the entire City. As of 2015, there was a private, market-rated development proposal to build approximately 100 new workforce housing rental units at the Coliseum BART station, at the intersection of 70th Avenue and Snell Street.

Impact Fees

City of Oakland Jobs/Housing Impact Fee and Affordable Housing Trust Fund

The Jobs/Housing Impact Fee was established in Oakland to assure that certain commercial development projects compensate and mitigate for the increased demand for affordable housing generated by such development projects within the City. A fee (in FY 2014, the current fee is \$4.74 per square foot) is assessed by the City on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. Impact Fees collected go into a Housing Trust Fund, which is then made available to nonprofits to build affordable housing. To date, this Fee has generated approximately \$1.5 million in funding since its inception.

Citywide Impact Fee

The City has recently commissioned a Nexus Study and Implementation Strategy for potential impact fees associated with transportation improvements, capital improvements, and affordable housing; the Study is expected to be publically available by December, 2015. Any impact fees which could be adopted by Council would be debated following the release of the Study.

State-mandated Bonus and Incentive Program

Oakland Planning Code Chapter 17.107 already includes a bonus and incentive program, as mandated by California Government Code 65915, for the production of housing affordable to a range of incomes, as well as a bonus and incentive program for the creation of senior housing and for the provision of day care facilities. This existing Bonus and Incentive Program allows a developer to receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of affordable housing.

7.8 COMPLIANCE WITH CEQA

An Environmental Impact Report (EIR) was 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 EIR consists of two components: 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; and the Final EIR includes a Response to Comments received during the comment period, as well as revisions to specific sections of the Draft EIR. The Draft EIR and its appendices, together with the Final EIR constitutes the EIR for the Specific Plan.¹⁶

¹⁶ Certified by the City Council on March 31, 2015.

IMPLEMENTATION AND ADMINISTRATION

7.9 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.

7.10 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 individual projects.

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 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.

7.11 ACTION PLAN

This section lists the actions that should be taken to attain the vision for the Coliseum Specific Plan. Implementation actions, responsibilities, timing to begin implementation, as well as potential funding mechanisms will be identified in Table 7.5. This complete table will be published in the final Plan, once on-going discussions with City agencies are finalized.

Timeframes are generally defined as follows:

- “short term” is considered to be 0 – 5 years,
- “mid-term” is 6 – 10 years, and
- “long term” is 11 or more years.

Table 7.5: Coliseum Area Action Plan

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
A. LAND USE			
Land Use			
The City supports and encourages local hiring and training of Oakland residents, including residents from the adjacent East Oakland neighborhoods.	Ongoing	City: Planning & Building; Economic and Workforce Development	---
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.	Ongoing	City: Planning & Building; Public Works Agency	---
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.	Ongoing	Private Sector; City: Planning & Building; Outside Agency: BART	---
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.	Ongoing	Private Sector; City: Planning & Building	---
New housing which is affordable to low- and moderate-income households should be included in the Plan Area, financed through all available options.	Ongoing	Private Sector; City: Planning & Building; Housing and Community Development	---
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.	Ongoing	City: Housing and Community Development	---
Parks and open space should be located to be easily accessible for residents, workers, and the surrounding neighborhoods.	Ongoing	City: Planning & Building; Public Works Agency; Parks and Recreation	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME	RESPONSIBILITY	APPROXIMATE COST
	Short: 2014-2020 Mid: 2021-2025 Long: 2026+		
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency; Parks and Recreation	---
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.	Ongoing	City: Planning & Building; Public Works Agency; Parks and Recreation	---
The development of projects within the Plan Area should incorporate sustainable practices in planning and design of sites, buildings, landscapes, energy and water systems, and infrastructure, as required by current regulations for Green building in Oakland.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency(PWA); PWA - Environmental Services Division; Parks and Recreation	---
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Short	City: Planning & Building; Oakland Police Department	---
Sub-Area A land uses should be configured to foster a pedestrian-oriented core with through-traffic directed around the edges.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
Land Use And Employment			
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.	Ongoing	City: Economic and Workforce Development	---
Support local and/or targeted hiring for contracting and construction jobs, including pathways to apprenticeships for local residents.	Ongoing	City: Economic and Workforce Development	---

Chapter 7

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Continue to support job training and readiness services through the Oakland Workforce Investment Board, by providing information about resources that are available, and encourage that these services are publicized in a manner that accessible to East Oakland residents, such as in an "East Oakland Training Center".	Ongoing	City: Economic and Workforce Development	---
Encourage local businesses to offer internship, mentoring, and apprenticeship programs to high school and college students.	Ongoing	City: Economic and Workforce Development	---
Support healthy recreation and the social lives of neighborhood youth of all ages and create safe neighborhoods and opportunities, by including a youth/ teen center, or other innovative spaces that could be programmed by local youth and providers in or near the Plan Area; also, by the improvement of existing recreation facilities.	Ongoing	City: Planning & Building; Parks and Recreation	---
To accommodate the educational needs of children in the Plan Area and in the surrounding neighborhoods, allow for a new school or education facility in or near the Plan Area; also, support the improvement of existing neighborhood schools.	Ongoing	City: Planning & Building; Outside Agency: Oakland Unified School District (OUSD)	---
Encourage future development of a full-service grocery store in, or near, the Plan area to meet the needs of East Oakland residents.	Ongoing	City: Planning & Building; Office of Neighborhood Investment; Economic and Workforce Development	---
Encourage inclusion of a health center (such as a YMCA) in, or near, the Plan Area to support the health and fitness of the East Oakland community and new residents. Similarly, encourage inclusion of a new medical facility in, or near, the Plan Area.	Ongoing	City: Planning & Building; Parks and Recreation; Office of Neighborhood Investment	---
Land Use and Affordable Housing			
Encourage at least 15 percent of all new units built in the Plan Area be affordable to extremely low-, very low-, low-, and moderate-income households in mixed income developments, as well as in developments that are 100 percent affordable housing units.	Ongoing	Private Sector; City: Planning & Building; Housing and Community Development	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME	RESPONSIBILITY	APPROXIMATE COST
	<i>Short: 2014-2020 Mid: 2021-2025 Long: 2026+</i>		
Encourage the development of family housing (i.e. units which are three or more bedrooms).	Ongoing	Private Sector; City: Planning & Building; Housing and Community Development	—
Consider the creation of a land banking program for the Coliseum Plan Area, should funding become available, that would set aside money, or dedicate public land, for sites for affordable housing.	Ongoing	City: Planning & Building; Housing and Community Development; Office of Neighborhood Investment	—
Continue to explore innovative and creative ways to support the production of new housing that is affordable to low- and moderate-income households within the Plan Area, including funding the completion of the City's nexus study and the consideration of a housing impact fee on new development.	Ongoing	City: Planning & Building; Housing and Community Development	—
Anti-displacement Strategies			
The City will use all existing housing programs to attempt to minimize secondary displacement in East Oakland.	Ongoing	City: Housing and Community Development	—
Continue and expand Rent Adjustment outreach to tenants and enforcement of Rent Adjustment regulations regarding rent increases and Just Cause eviction regulations.	Ongoing	City: Housing and Community Development	—
Ensure access to home improvement/blight reduction programs for existing small properties by exploring ways to preserve and expand funding to existing Residential Rehabilitation programs to provide funds for low- to moderate-income homebuyers.	Ongoing	City: Housing and Community Development	—
Review the Condominium Conversion Ordinance for possibilities to strengthen protections for renters, including a potential requirement for replacement rental units for conversions in buildings with 2-4 units.	Ongoing	City: Planning & Building; Housing and Community Development	—
Strengthen local relocation policies to ensure that any resident displaced receives just compensation and comprehensive relocation assistance.	Ongoing	City: Housing and Community Development	—

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Continue to promote and fund the City's loan programs to assist with the rehabilitation of owner-occupied and rental housing for very low- and low-income households and assist senior citizen and disabled population with housing rehabilitation so that they may remain in their homes.	Ongoing	City: Housing and Community Development	---
Expand opportunities for homeownership by low- to moderate-income homebuyers by seeking expanded funding for the First-Time Homebuyers Mortgage Assistance program, "sweat equity" housing programs (e.g. Habitat for Humanity), and Limited Housing Equity Cooperatives.	Ongoing	City: Housing and Community Development	---
B. COMMUNITY DESIGN			
Urban Design Character			
Plan Area projects should be designed to promote a sense of neighborhood through the intentional and thoughtful creation of a welcoming public realm.	Ongoing	Private Sector; City: Planning & Building	---
Projects should orient building uses toward public streets and plazas and ensure a safe mix of vehicular, pedestrian, and bicycle traffic establishes inviting spaces.	Ongoing	Private Sector; City: Planning & Building	---
A program of public art including, but not limited to, public and civic spaces should be included in new development in the Plan Area.	Ongoing	Private Sector; City: Planning & Building	---
Streetscape, Gateways & Connections			
Development within Sub-Areas A and B should provide a walkable grid of streets and a comprehensive network of pedestrian facilities, including sidewalks, multi-use paths, and controlled crossings to promote walking and bicycling.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Outdoor dining should be encouraged along sidewalks and promenades to promote street activity.	Ongoing	Private Sector; City: Planning & Building	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
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 Coliseum BART station and sports/other destinations.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
New streetscapes (and streetscape renovations, such as San Leandro Street) should include the details, designs and principles of “Complete Streets”, per City of Oakland policy.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
Open Space & Habitat Areas			
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.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency; Parks and Recreation	---
Development within the Coliseum Plan Area should support the ongoing efforts of the City of Oakland and the City of San Leandro and their public agency and community partners to build out the San Leandro Creek Trail Master Plan.	Short	City: Planning & Building; Public Works Agency; Parks and Recreation	---
Sustainability and Health			
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.	Ongoing	Private Sector; City: Planning & Building	---
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.	Ongoing	Private Sector; City: Planning & Building	---

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
If the Coliseum and/or Arena are demolished, their physical structures should be crushed and used for fill or aggregate onsite if feasible.	Short	Private Sector; City: Planning & Building	---
New development in Sub-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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Ongoing	City: Planning & Building; Parks and Recreation	---
C. TRANSPORTATION			
Vehicular Circulation			
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Separate local- and freeway-destined traffic on the Loop Road between Hegenberger Road and 66 th Avenue and improve the Loop Road for a two-way street.	Short	City: Planning & Building; Public Works Agency	---
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.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
Design for 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).	Ongoing	Private Sector; City: Planning & Building; Public Works Agency; Transit agencies	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Provide modified signalized intersection control, modified intersection layouts, and bridge upgrades to facilitate safe vehicle, bicycle and pedestrian flows at the 66 th Avenue interchange with I-880.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
Modify Edgewater Drive from Hegenberger Road through Sub-Areas B and C 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.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Align Leet Drive with Capwell Drive to provide a secondary two lane circulation road for the Specific Plan area.	Long	City: Planning & Building; Public Works Agency	---
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 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 Sub-Area B.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Provide sidewalks on both sides of Edgewater Drive that maintain a minimum pedestrian clear zone. As new development occurs on Oakport Street, Roland Way, Pardee Lane, Hassler Way and other streets similar sidewalk characteristics should be provided on both sides (one side only along the freeway frontage).	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Pedestrians, Bicyclists, and Accessibility			
Provide Class II Bike Lanes along Edgewater Drive from Hegenberger Road through Sub-Areas B and C with at least two links to the San Francisco Bay Trail.	Long	City: Planning & Building; Public Works Agency	---

Chapter 7

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Provide sidewalks on both sides of streets serving high density land uses. Existing City streets without sidewalks, such as Oakport Street and Edgewater Drive, should be prioritized for new pedestrian facilities.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Provide pedestrian-scale street lighting or up lighting along all streets in the Plan Area.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Provide marked 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).	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Provide a Class I Bicycle and Pedestrian Path, to include widening of the 66 th Avenue Bridge, to provide safe passage on 66 th Avenue, from its intersection with San Leandro to the west terminating at Oakport Street and the San Francisco Bay Trail. Plant street trees on 66 th Avenue from San Leandro Street to Joe Morgan Way.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
Provide a Class I Path on the east side of the Loop Road connecting Hegenberger Road with the Coliseum Way Bridge and 66th Avenue.	Short	Private Sector; City: Planning & Building; Public Works Agency; Parks and Recreation	---
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.	Short	Private Sector; City: Planning & Building; Public Works Agency; Outside Agency: BART	---
Provide Class II Bike Lanes from 66 th 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. Improve bicycle facilities on Hegenberger Road.	Long	Private Sector; City: Planning & Building; Public Works Agency	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Future development should plan for, and incorporate design and construction of , the “BART to Bay Trail” alignment for pedestrian and bicycling access from Coliseum BART to the Martin Luther King Regional Shoreline paths of the San Francisco Bay Trail.	Short	Private Sector; City: Planning & Building; Public Works Agency; Parks and Recreation Outside Agency: BART	---
Incorporate bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, and other features to facilitate bicycle travel within and through the site.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Provide ample bicycle parking supply, per City regulations.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
A bicycle-sharing program should be considered for the Coliseum district, in coordination with the regional program. One potential manager of such a bike sharing program could be a future Transportation Demand Management Agency for the Coliseum district.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency Outside Agencies	---
Public purpose areas within the Plan Area shall be designed to provide for ADA access according to applicable ADA Standards for Accessible Design.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Parking			
Provide structured parking at various locations within the Plan Area and provide access to the parking via the lower volume parallel streets.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Parking structures should also provide bicycle parking and spaces for electric vehicles, including the installation of chargers.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Short	Private Sector; City: Planning & Building; Public Works Agency	---

Chapter 7

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Transit and Onsite Circulator			
Collaborate with AC Transit to improve bus service to the Plan Area and the surrounding neighborhoods by providing new routes, altering existing routes, increasing headways, and expanding service hours, and street furniture and bus stops.	Ongoing	City: Planning & Building; Public Works Agency; Outside Agency: AC Transit	---
Consider the realignment of San Leandro Street, shifting the road up to 10 feet to the west, between Hegenberger Road and 66 th Avenue to expand the pedestrian boarding areas for AC Transit buses.	Long	City: Planning & Building; Public Works Agency; Outside Agencies: BART; AC Transit	---
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:	Ongoing	Private Sector; City: Planning & Building; Public Works Agency; Outside Agency: BART	---
- Capacity improvements to the station. One potential capacity improvement would include addition of a new side platform to provide additional area for waiting passengers.	Ongoing	Outside Agency: BART	---
- 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).	Short	Private Sector; City: Planning & Building; Public Works Agency; Outside Agencies: BART; Railroad	---
- The proposed elevated concourse from the Plan Area to the Coliseum BART Station could be constructed near the middle of the BART platform for balanced distribution of passengers, or toward the south end of the BART platform with an upper concourse extended over the BART platform.	Short	Private Sector; City: Planning & Building; Public Works Agency; Outside Agency: BART	---
Travel Demand Management (TDM)			
All Travel Demand Management (TDM) efforts are to be coordinated through the proposed Transportation and Parking Management Agency (TPMA). Examples of TDM efforts include:	Ongoing	City: Planning & Building; Public Works Agency; Outside Agency: (proposed) Transportation and Parking Management Agency (TPMA)	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
- Encourage or require the provision of free transit passes (purchased in bulk at a discounted rate through programs such as AC Transit Easy Pass or a similar program through another transit agency) in conjunction with development cost savings from eliminating parking minimum parking requirements.	Ongoing	City: Planning & Building	---
- Provision of a transit subsidy to employees and residents.	Ongoing	Private Sector; City: Planning & Building	---
D. PUBLIC INFRASTRUCTURE AND SERVICES			
Storm Drainage			
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
All projects should comply with current MRP C3 guidelines for constructing permanent storm water treatment measures.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Potable and Non-potable Water			
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Explore potential with EBMUD to provide recycled water to the plan area, particularly for landscaping.	Short	Private Sector; City: Planning & Building; Public Works Agency; Outside Agency: EBMUD	---

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Wastewater and Sanitary Water			
New development projects should replace or remove all existing sanitary sewer lateral lines serving the site, to reduce infiltration/inflow that enters the system through cracks and misconnections in both public and private sewer lines.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
Energy and Telecommunications			
Overhead public utilities should be undergrounded as part of the overall master development plan for streetscape, roadway replacement, or new roadway construction.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency; Outside Agency: PG&E	---
New development projects should underground all onsite service laterals.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
Base Flood Elevation and Sea Level Rise			
The sea level rise strategy includes:			
a) Design flood protection against a nearer-term potential 16-inch sea level rise above current Base Flood Elevation for mid-term planning and design (2050); and design gravity storm drain systems for 16 inches of sea level rise.	Short	Private Sector; City: Planning & Building; Public Works Agency	---
b) Provide a mid-term adaptive approach for addressing sea level rise of greater than 18 inches, including incorporation of potential retreat space and setbacks for higher levels of shoreline protection, and design for livable/floodable areas along the shoreline in parks, walkways, and parking lots.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
c) Develop a long-term adaptive management strategy to protect against even greater levels of sea level rise of up to 66 inches, plus future storm surge scenarios and consideration of increased magnitude of precipitation events.	Ongoing	City: Planning & Building; Public Works Agency	---

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME	RESPONSIBILITY	APPROXIMATE COST
	<i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>		
Include a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be incorporated into subsequent development projects. These could include:	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
a) Build a shoreline protection system within Sub-Areas B, C and D to accommodate a mid-term rise in sea level of 16 inches, with development setbacks to allow for further adaptation for higher sea level rise, with space for future storm water lift stations near outfall structures into the Bay and Estuary.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
b) Consider incorporation of a seawall along the rail tracks, east of the new Stadium and/or Ballpark sites.	Long	Private Sector; City: Planning & Building; Public Works Agency Outside Agency: Railroad	---
c) Consider designing temporary floodways within parking lots, walkways and roadways.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
d) Construct the storm drainage system to be gravity drained for sea level rise up to 16 inches, and pumped thereafter. Pumping should be secondary to protection.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
e) Require that all critical infrastructure sensitive to inundation be located above the 16-inch rise in base flood elevation.	Long	Private Sector; City: Planning & Building; Public Works Agency	---
f) Design buildings to withstand periodic inundation, and prohibit below grade habitable space in inundation zones.	Long	Private Sector; City: Planning & Building	---
g) Where feasible, 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; and	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
h) Consider construction of a protection system, such as a "living levee" along Damon Slough in Sub-Area A, from its entry into the Plan Area at San Leandro Bay to its upstream confluence at Lion's Creek.	Long	Private Sector; City: Planning & Building; Public Works Agency	---

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the Project's design, to manage for changing sea level rise projections.	Ongoing	City: Planning & Building; Public Works Agency	---
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.	Ongoing	City: Planning & Building; Public Works Agency	---
Solid Waste Management			
Construction operations, businesses, and residents within the Plan Area will participate in the City's recycling programs, which support the City's Zero Waste goal.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
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.	Ongoing	Private Sector; City: Planning & Building; Public Works Agency	---
E. IMPLEMENTATION AND ADMINISTRATION			
Coliseum District Infrastructure and Pre-Development Cost Estimate			
1. Major Infrastructure Work			
a. PG&E Overhead Power Line Underground	Short	To Be Determined (TBD) *	\$32,400,000
b. Damon Slough Improvements	Long	TBD	\$7,200,000
c. Elmhurst Creek Realignment	Short	TBD	\$3,400,000
d. EBMUD Sewer Main Realignment	Short	TBD	\$1,200,000
e. Levee Improvements	Ongoing	TBD	\$2,700,000
f. Soft Costs (at 30%)	Ongoing		\$14,070,000

IMPLEMENTATION AND ADMINISTRATION

ACTION	TIME FRAME <i>Short: 2014-2020</i> <i>Mid: 2021-2025</i> <i>Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
2. Transportation and On-Site Transit Improvements			
a. Existing Pedestrian Bridge Demolition	Short	TBD	\$333,000
b. Multi-Modal Bridge, BART to New Stadium	Short	TBD	\$12,715,000
c. Bus Stops, with Solar and Lighting	Short	TBD	\$647,000
d. Circulator Track	Long	TBD	\$719,000
e. Off-Site Roadway and Intersection Improvements	Ongoing	TBD	\$7,966,000
f. On-Site Traffic Signals and Intersections	Ongoing	TBD	\$2,000,000
g. Backbone Streets and Utilities	Short	TBD	\$11,117,000
h. Soft Costs (at 30%)	Ongoing		\$10,650,000
3. Regional Transit Improvements			
a. Central Transit Hub	Ongoing	TBD	\$17,478,900
b. BART Platform	Long	TBD	\$25,827,000
c. BART Upper Level Platform	Long	TBD	\$7,453,000
d. Amtrak Station Improvements	Long	TBD	\$7,667,000
e. Soft Costs (at 30%)	Ongoing		\$17,527,770
4. Other Pre-Development Costs			
a. Asphalt Removal and Site Leveling	Short	TBD	\$8,283,000
b. Site/Block Development Costs (grading, local infrastructure, etc.)	Short	TBD	\$36,232,000
c. Soft Costs (at 20%)	Short		\$8,903,000

ACTION	TIME FRAME <i>Short: 2014-2020 Mid: 2021-2025 Long: 2026+</i>	RESPONSIBILITY	APPROXIMATE COST
Sub-Area B Infrastructure and Pre-Development Cost Estimate			
1. Major Infrastructure Work			
a. Damon Slough Improvements	Long	TBD	\$4,200,000
b. Levee Improvements and Pumps	Long	TBD	\$6,400,000
c. Soft Costs (at 30%)	Long		\$3,180,000
2. Transportation and On-Site Transit Improvements			
a. I-880 Concourse Overcrossing, Pedestrian/Bike	Long	TBD	\$8,925,000
b. Circulator Tracks, embedded in Concourse	Long	TBD	\$1,064,000
c. Circulator Operational System to Edgewater	Long	TBD	\$13,765,000
d. Backbone Streets and Utilities	Long	TBD	\$7,146,000
e. Soft Costs (at 30%)	Long		\$9,270,000
3. Enhancements			
a. Estuary waterfront improvements	Long	TBD	\$11,040,000
b. I-880 Concourse Overcrossing, multimodal/transit (increase)	Long	TBD	\$9,713,000
c. Circulator Operational System to Hegenberger	Long	TBD	\$8,329,000
d. Soft Costs (at 30%)	Long		\$8,724,600
4. Other Pre-Development Costs			
a. Asphalt Removal and Site Leveling	Long	TBD	\$8,987,000
b. Site/Block Development Costs (grading, local infrastructure, etc.)	Long	TBD	\$27,584,000
c. Soft Costs (at 20%)	Long		\$7,314,200

* Specific allocation of development costs will be worked out as part of Lease Disposition and Development Agreement.