

CITY OF OAKLAND
Interoffice Memorandum



Oakland Parks and Recreation

TO: Barry Miller, Chair, Parks and Recreation Advisory Commission
FROM: Devan Reiff, Planner III, Strategic Planning, Planning and Building Department
DATE: September 10, 2014
SUBJECT: **Public hearing on the Draft Coliseum Area Specific Plan**

SUMMARY

The purpose of this public hearing is to solicit comments from the Parks and Recreation Advisory Commission (PRAC) and the public on the Draft Coliseum Area Specific Plan (Draft Specific Plan) and Draft Environmental Impact Report (DEIR); and associated General Plan amendments, Planning Code amendments (text and map changes), and new Design Guidelines (Related Documents). These implementation documents will help guide the future development and built character of the 800-acre Specific Plan Area (Plan Area), by providing detailed guidance on new sports and entertainment facilities, residential and commercial neighborhoods, streets and public areas, and new and restored open spaces. One of the six goals of the Plan is to:

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.

The focus of this memorandum is to present information to guide a discussion and generate comments by the Commission and the public on the proposals for open spaces and public spaces which are currently included in the Draft Coliseum Area Specific Plan (see **Chapter 4: Community Design**). The full draft of the proposed new zoning chapter and General Plan amendments will be presented at an upcoming Zoning Update Committee (ZUC) meeting in November, as described in the "Next Steps" section of this report.

The Draft Specific Plan can be viewed online at www.oaklandnet.com/coliseumcity (under the section called 'Plans, Documents, and Presentations') and then click on *Chapter 4, Community Design*. The Draft Environmental Impact Report (released August 22, 2014) and Notice of Availability (NOA) may be reviewed at the City's Current Environmental Review Documents webpage: <http://www2.oaklandnet.com/Government/o/PBN/OurServices/Application/DOWD009157> (see Row #23).

Print copies of the Coliseum Area Specific Plan and DEIR are also available at no charge at the Department of Planning and Building, 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, CA 94612, or for review at the Oakland Public Library, Social Science and Documents, 125 14th Street, Oakland CA 94612.

PLAN AREA BOUNDARY

The Plan Area covers approximately 800 acres, and is generally bounded by 66th Avenue and East Creek Slough to the north, San Leandro Street to the east, Hegenberger Road to the south, and San Leandro Bay and the Oakland International Airport to the west. The Plan Area is divided for Specific Plan purposes into five Sub-Areas, A through E (see **Exhibit A**). For ease of comprehension, the current Coliseum/Arena site and Coliseum BART station are designated as Sub Area A; the Oakland Airport Business Park as Sub-Areas, B, C and D, and the open space and East Bay Municipal Utility District-owned lands between Damon Slough and East Creek Slough as Sub Area E.

FISCAL IMPACT

The fiscal impacts to the Office of Parks and Recreation, should the City Council adopt the Coliseum Area Specific Plan, have not yet been determined. Preliminary negotiations between the City and the development team (led by JRDV Urban International, under an Exclusive Negotiating Agreement [ENA] with the City) have not yet identified the projected costs to improve, maintain and operate the proposed new and restored public open spaces in the Draft Specific Plan, nor have

these discussions identified the source or the entity/ies responsible for future maintenance and operation. **Chapter 7** of the Draft Specific Plan includes many potential funding sources which might be used to pay for different elements of the Plan, such as the proposed new and restored open spaces. Any new publically-accessible open space created on private property, however, will be the responsibility of the owner of that property to maintain.

PROJECT DESCRIPTION

The Coliseum Area Specific Plan supports comprehensive new development in the Plan Area over the next 20-25 years, including opportunities for retention of Oakland’s three major professional sports teams. To compare open space resources as they exist today to those in the Draft Specific Plan, this report will first present the existing conditions for park and open space resources, followed by the Draft Plan’s proposals for park and open space, then analysis of impacts to current facilities.

1. Existing Open Space Resources in the Plan Area

Table 1 details the size and ownership of open space resources in the Plan Area.

Table 1. Existing Open Space Resources in the Plan Area		
<u>Sub Area</u>	<u>Acreage</u>	<u>Ownership</u>
A	8	City of Oakland
B	20	City of Oakland; Port of Oakland, East Bay Regional Parks
C	n/a	
D	n/a	
E	46	City of Oakland, East Bay Municipal Utility District
TOTALS	74	

City of Oakland Office of Parks and Recreation (OPR)

OPR operates no parks within the Plan Area, but does operate two soccer fields (“Oak Port”) within Sub-Area E. Several City parks are within a mile of the Plan Area, including Coliseum Gardens Park (4.85 acres) at 966 66th Avenue, Tassafaronga Park and Recreation Center (2.5 acres) at 85th Avenue & E Street, Patterson Park/Brookfield Village Park (14 Acres) at 9175 Edes Avenue, and Columbian Gardens Park (2.33 acres) at 9920 Empire Road. OPR also operates several community recreation centers that offer sports, arts and crafts, culture arts and dance, computer labs, drama, mentoring, general learning, and afterschool activities. There are no recreation centers within the Plan Area, although two are located nearby at Tassafaronga (with an active community garden) and Rainbow parks, and Patterson Park hosts the East Oakland Sports Center which includes Fitness, Aquatic, and Dance Centers, as well as the Ira Jenkins Recreation Center and Gymnasium.

The City of Oakland General Plan establishes a parkland objective of four acres per 1,000 residents (for parks that meet the active recreational needs of the community as opposed to passive recreational open space). Oakland currently provides 1.33 acres of local serving park acreage per 1,000 residents, which falls short of the General Plan parkland objective.¹

¹ City of Oakland, City of Oakland General Plan Open Space, Conservation and Recreation Element, 1996, page 4-9.

According to the City of Oakland General Plan Open Space, Conservation and Recreation (OSCAR) Element, Central East Oakland has 41.7 acres of recreational land, including schoolyards and athletic fields, which equates to 0.89 acres of parkland per 1,000 residents, or about one fifth of the General Plan parkland objective. The City also puts forth in its General Plan an overall parkland objective of 10 total acres per 1,000 residents. The City exceeded this objective 2012, with 15.2 acres of parkland per 1,000 residents.

East Bay Regional Park District (EBRPD)

EBRPD manages over 73,000 acres of parkland in 47 East Bay parks. These parks complement those provided by the City of Oakland by providing larger park areas, more isolated and wild settings, and an emphasis on naturalist activities as opposed to active recreation. EBRPD parks in Oakland include the 271-acre Leona Canyon Regional Open Space Preserve, the 660-acre Robert Sibley Volcanic Regional Preserve, the 100-acre Roberts Regional Recreational Area, and the 741-acre Martin Luther King, Jr. Regional Shoreline Park which covers much of the Project Area's shoreline on San Leandro Bay.

The Martin Luther King, Jr. Regional Shoreline Park was established in 2000 as a wetlands restoration project by a partnership between the East Bay Regional Park District and Save the Bay. The Shoreline includes the mouths of five major creek systems and protects some the last remaining wetland in the East Bay including Damon Marsh, in the Draft Specific Plan's Sub-Area E, and the 50-acre Arrowhead Marsh (part of the Western Hemisphere Shorebird Reserve Network), which is adjacent to, but not included in, Sub-Area D. The MLK Shoreline Park features the Shoreline Center, an indoor/outdoor facility that accommodates special events. Additionally, the park is host to the Tidewater Boating Center, a 12,300-square-foot complex that consists of boat launch dock, a boathouse, training area, boat storage facility and Department offices. The park includes hiking and biking trails, benches and picnic areas.

2. Draft Specific Plan proposals

Because of the complexity of the Draft Specific Plan's development program for the Plan Area's 800 acres, this report will present selected goals for both the Coliseum District (site of the current Coliseum and Arena [Subarea A] and a portion of Subarea B on the west side of I-880) and the Oakland Airport Business Park and environs.

A. Selected goals for the Coliseum District:

- **New Venues:** Development of up to three new multi-purpose sports/entertainment venues that retain the sports teams in Oakland, provides attractions that bring people to the area, and facilitate the development of other uses nearby. This development program includes a proposed new National Football League (NFL) stadium and multi-purpose event center for the Oakland Raiders; a new Major League Baseball (MLB) ballpark for the Oakland A's; and the potential for a new National Basketball Association (NBA) arena for the Golden State Warriors. Under some Plan scenarios, the current Oracle Arena would remain as a multi-purpose venue.
- **Housing:** Development of new housing, both in a ballpark village near the sports facilities (up to 1,500 residential units), and in Transit-Oriented Developments (TODs) surrounding the Coliseum BART station. A part of this new neighborhood is a proposed 2.2-acre Plaza and open space, lined with retail businesses, which connects the proposed Football Stadium to the proposed Ballpark.
- **Pedestrian access:** new elevated and landscaped pedestrian concourse that connects from the Coliseum BART station to the new sports/entertainment areas at the current Coliseum site. This elevated connector could potentially extend over I-880 and link BART to the San Leandro Bay; and is envisioned to include a streetcar line that uses the elevated concourse to connect from BART to the Oakland Airport Business Park.
- **Open Space and Parks:** The Plan includes a total of 26.5 acres of parks and open space within the Coliseum district, consisting of the 2.2-acre "Grand Plaza" pedestrian streetscape; the 14.2-acre pedestrian elevated concourse and linear park; a 2-acre park next to the proposed MLB ballpark; and more than 8 acres of open space and natural habitat improvement along Damon Slough near the Amtrak railroad tracks and 66th Avenue. The Plan includes a proposal to relocate Elmhurst Creek, which runs through the Coliseum site (see Exhibit B).

In total, new development within the Coliseum District could include:

- a new Football Stadium with a seating capacity of 72,000 attendees;
- a new Baseball Park with a seating capacity of 39,000 attendees;
- a new Basketball Arena with a seating capacity of 20,000 attendees;
- three new hotels with a total room count of 875 rooms;
- 525,000 square feet of new event-based retail space;
- 190,000 square feet of neighborhood-serving and convenience retail space located primarily within ground-floor locations;
- up to 1.5 million square feet of new science and technology space;
- 340 new residential units in low- to mid-rise townhome-type buildings, primarily along San Leandro Street from 66th Avenue southward, and
- 3,660 new residential units in residential towers.

B. Selected goals for the Oakland Airport Business Park:

- New office space: Creation of a new Science and Technology District of regional significance that expands opportunities for companies in the tech economy to locate in Oakland, in up to 1.5 million square feet of new and renovated buildings.
- New Arena: The Draft Plan proposes a location for a new National Basketball Association and multi-purpose arena for the Golden State Warriors, should the team not move to San Francisco and decide to remain in Oakland.
- New Residential district: Development of a new waterfront residential district, with up to 1,600 new residential units.
- Bay Inlet: The Plan includes potential development scenarios that include the creation of an approximately 12-acre new inlet of San Leandro Bay. The new inlet is not proposed as a navigable waterway (i.e., no ferries or boat docks), but instead could include intertidal mudflats that support shorebird foraging and possibly high-tide roosting habitat. The primary purpose of the potential new Bay Inlet would be to create a new waterfront edge as an attraction and amenity for new development.
- Habitat Restoration: The Draft Specific Plan recommends creation of up to 15 acres of new wetland habitat between Damon Slough and East Creek Slough. Creation of this proposed new wetland habitat would require agreement between East Bay Regional Parks District (EBRPD), the East Bay Municipal Utility District, and the City of Oakland, to exchange or sell certain properties each agency owns in the Plan Area. Any such exchange or sale would require ongoing negotiations between the City and both the East Bay Regional Parks District, which owns the current 8-acre Edgewater Freshwater Marsh in the Airport Business Park, and the East Bay Municipal Utility District (EBMUD), owners of the subject site of proposed new wetlands area next to their Edgewater wet weather facility and corporation yard. Should the vacant EBMUD Edgewater parcel and a portion of the adjacent City of Oakland property be made available, the Draft Specific Plan proposes the creation of a new 15-acre freshwater seasonal wetland habitat at this location in exchange for, and in replacement of, EBRPD's existing 8-acre Edgewater Freshwater Marsh.

The proposed Project includes several proposed park and open space areas either restored, or added, as shown in Table 2, below, including:

- a new 2.2 acre public plaza within the residential district between the ballpark and concourse in Sub-Area A;
- 6.7 acres of new open space between 66th Avenue and Damon Slough in Sub-Area A;
- 10 acres of new publicly accessible open space on top of the proposed concourse in Sub-Area A;
- a 0.4 acre parklet within Sub-Area B;
- improving 12 acres of shoreline trail and parkland in Sub-Area B in the existing MLK Shoreline Park; and
- 63 total acres of new and restored open space and wetland habitat in Sub-Area E.

As a result, at buildout there would be approximately 33 acres of parks and open space in Sub-Areas A and B. Sub-Area E will retain its 48 acres of existing parks and open space, and add approximately 15 acres of restored wetland habitat. At buildout, the whole Plan Area would have approximately 100 acres of total parkland, close to the City's General Plan objective for total parkland. See Exhibits C and D for figures and illustrations of the Plans' proposals.

Table 2. Proposed Parks and Open Space Resources in Coliseum Plan Area (acres)

<u>Sub Area</u>	<u>New open space/wetlands (creating new open space/wetlands from currently urban land)</u>	<u>New open space in "ballpark village"</u>	<u>New open space on the elevated platform/ "High Line"</u>	<u>Restored open space/wetland (improving existing open space/wetlands)</u>	<u>Open space /parkland in MLK Shore-line Park</u>	<u>Totals</u>
A	6.7	2.15	10.3	1.6		20.7
B	0.4				12	12.4
C	0					0
D	0					0
E	14.4			48.8		63.2
TOTALS	21.5	2.15	10.3	50.45	12	96.3

3. Impacts of new residents on existing parks and recreation facilities.

The Draft EIR (in Chapter 4.12) addresses the existing parks and recreation facilities in the Plan Area—namely, the EBRPD MLK Shoreline Park and the Oakland Parks and Recreation Oak Port soccer fields and adjoining land between the Damon Slough and East Creek Slough—and finds those parks would experience much greater use with the addition of up to 10,000 new residents to what is currently a sports entertainment and business park area with no residents. This greater use may overlap to nearby City parks such as Coliseum Gardens Park and Tassafaronga Park. Furthermore, the new residents will be in multi-family units with little to no private or semi-private open space available to them, and therefore are more likely to use existing and new public recreation and park facilities. Even so, the DEIR finds there is no significant impact to Parks, nor a cumulative impact (see "Parks Usage—Impact Public 2, page 4.12-13 and following).

BACKGROUND

In November, 2011, the City issued a Request for Proposals (RFP) seeking a master developer and environmental consultant for the 800-acre Coliseum plan area. A team, led by JRDV Urban International (an Oakland-based architecture and development firm) were selected, and in March 2012, an Exclusive Negotiating Agreement was entered into with the City. At the same time, a contract with Lamphier-Gregory (an Oakland-based Planning and Environmental consultant) was signed, to prepare the Draft Specific Plan and Draft EIR. In April 2013, the Notice of Preparation (NOP) for the Draft Environmental Impact Report was issued to interested parties, and public scoping sessions were held in May 2013 before the Planning Commission and the Landmarks Preservation Advisory Board. The Notice of Availability (NOA) for the DEIR was issued on August 22, 2014, beginning a public comment period that ends on October 6, 2014.

Public workshops were held in April and June, 2014 to gain comment and refinements for the Draft Plan, prior to its release.

NEXT STEPS


Future public hearings on the Draft Plan will be held in September and October, 2014, as shown below.

Date	Public Hearing	Meeting topic
September 8, 2014	Landmarks Preservation Advisory Board	Public hearing on Draft Plan and Draft EIR
September 18, 2014	Bicyclist and Pedestrian Advisory Commission	Public hearing on Draft Plan and Draft EIR
October 1, 2014	Oakland City Planning Commission	Public hearing on Draft Plan and Draft EIR
<i>Future hearings will be announced on the City's website (www.oaklandnet.com/coliseumcity), as confirmed</i>		

RECOMMENDATION

Provide comments on the open space and habitat restoration proposals in the Draft Coliseum Area Specific Plan and Draft Environmental Impact Report (DEIR); and associated General Plan amendments, Planning Code amendments (text and map changes), and new Design Guidelines (Related Documents).

Respectfully submitted,



ED MANASSE
Strategic Planning Manager

- Attachments:
- Exhibit A – *Project Area and Sub-Areas map*
 - Exhibit B – *Creek and Channel Improvements*
 - Exhibit C – *Open Space Plan Area (2 figures)*
 - Exhibit D - *Images of proposed Plan buildout (2 figures)*

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