

<b>Project Name:</b>	<b>Coliseum Area Specific Plan and EIR Scoping Session</b>
<b>Location:</b>	The Coliseum Area Specific Plan area (“Plan Area”) is located in Oakland and covers an area of approximately 800 acres bounded by 66th Avenue to the north, San Leandro Street on the east, Hegenberger Road on the south, and San Leandro Bay and the Oakland International Airport to the west. The Plan Area includes the Oakland-Alameda County Coliseum and Arena, and the Oakland Airport Edgewater Business Park.
<b>Proposal:</b>	Conduct a public meeting, and receive public and Zoning Update Committee comments on the proposed General Plan and Planning Code amendments (text and map changes), and Design Guidelines associated with the Coliseum Area Specific Plan (collectively called “Related Actions”). These proposals include the creation of six new district-specific zoning classifications: “D-CO-1” through “D-CO-6”, as well as additional necessary changes to the Oakland Planning Code to incorporate the proposed new zones, and changes to the Zoning Maps to implement them. In addition to the proposed zoning, there will be proposed General Plan Amendments associated with the Specific Plan—both to the <i>Estuary Policy Plan</i> and the <i>Land Use and Transportation Element</i> of the Oakland General Plan.
<b>Contact Person/Phone Number:</b>	Devan Reiff, 510-238-3550 or Ed Manasse, 510-238-7733
<b>Applicant:</b>	City of Oakland
<b>Case File Number:</b>	<b>ZS13103 / ER130004 / SP14001 / GP14002 / ZA14001</b>
<b>General Plan:</b>	<u>Land Use and Transportation Element (LUTE) Areas:</u> Regional Commercial, Community Commercial, Business Mix. <u>Estuary Policy Plan Areas:</u> General Commercial 2, Light Industry 3, Parks.
<b>Zoning:</b>	CR-1, IO, M-40, S-15, CIX-2
<b>Environmental Determination:</b>	An Environmental Impact Report (EIR) has been prepared for the Coliseum Area Specific Plan. The Draft EIR (DEIR) was published on August 22, 2014; the comment period ended October 6, 2014. A Final EIR is expected to be published February 6, 2015.
<b>Historic Status:</b>	CEQA historic resources currently identified in the Plan Area (resources that are on or may be eligible for National, California, or Local Registers of Historical Resources), include the Coliseum and Arena (individually rated A and B by the Oakland Cultural Heritage Survey and together constituting an Area of Primary Importance).
<b>Service Delivery Districts:</b>	5, 6
<b>City Council Districts:</b>	7 (with City Council District 6 representing the 66 <sup>th</sup> Avenue frontage of Plan Area)
<b>Commission Action to Be Taken:</b>	No decision. The purpose of this meeting is to receive public and Planning Commission comments on the proposed Planning Code, Zoning Maps and General Plan Amendments.
<b>Finality of Decision:</b>	n/a
<b>For Further Information:</b>	Contact project planner Devan Reiff at 510-238-3550 or dreiff@oaklandnet.com Project website: www.oaklandnet.com/coliseumcity

**SUMMARY**

The City is preparing draft General Plan and Planning Code amendments (text and map changes), to accompany and implement the concepts and policies contained in the Draft Coliseum Area Specific Plan

(Draft Specific Plan). These implementation regulations will help establish the future character of the Coliseum District and Airport Business Park areas, by providing detailed regulations on land use activities, along with guidance on the design of buildings, streets, and public spaces.

The Draft Coliseum Area Specific Plan was discussed at the October 1, 2014 Planning Commission. A summary of the proposed General Plan amendments and proposed new Zoning can be found in Chapter 7 of the Draft Specific Plan; a revised General Plan Amendments map is **Attachment A** to this report. Also included in **Attachment A** is the proposed text changes to the *Land Use and Transportation Element* of the General Plan. The existing Zoning Map and a revised Zoning Map is **Attachment B** to this report<sup>1</sup>. The draft Planning Code amendment language is **Attachment C** to this report. The Draft Specific Plan can also be viewed online at: [www.oaklandnet.com/coliseumcity](http://www.oaklandnet.com/coliseumcity), (under the section called ‘Plans, Documents and Media’), and is available for review at the Oakland Public Library, Social Science and Documents, 125 14th Street, Oakland CA 94612 and at the City of Oakland Planning Department (250 Frank Ogawa Plaza, Suite 3315).

The purpose of this public meeting is to solicit comments from the Planning Commission and the public on the proposed amendments to the Oakland General Plan, the Oakland Planning Code, and to the Zoning Maps. Staff will clarify that proposed City zoning changes will not supersede the Port of Oakland’s Land Use Development Code (LUDC) in areas under the land use jurisdiction of the Port of Oakland.

The Draft Coliseum Area Specific Plan (Draft Specific Plan) articulates a new forward-looking vision for the area between 66<sup>th</sup> Avenue and Hegenberger Road, including the Oakland-Alameda County Coliseum complex, the Coliseum BART station and adjoining parking lots, the Oakland Airport Business Park, and environs. The Draft Specific Plan supports the City’s efforts to retain Oakland’s three major professional sports teams. The City of Oakland’s Bureau of Planning prepared a DEIR on the Draft Specific Plan that evaluates the environmental impacts of the proposed development.

## **PLAN BOUNDARY**

The Coliseum Area Specific Plan Area (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 **Attachment D**). For ease of comprehension, the current Coliseum/Arena site and Coliseum BART station area 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. As used in the Draft Specific Plan and in this report, the “Coliseum District” describes an area which includes both the current Coliseum/Arena complex in Sub-Area A and a portion of Subarea B on the west side of I-880.

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<sup>1</sup> Revised from the Maps published in the August 22, 2014 public review draft of the Plan and discussed at the City Planning Commission hearing on October 1, 2014.

## **BACKGROUND**

For over 15 years, the City's General Plan has envisioned a transformed Coliseum Area. In 1998, the *Land Use and Transportation Element* (LUTE) of the Oakland General Plan identified the Coliseum Area as a "Showcase District." The proposed Coliseum Area Specific Plan is intended to implement the following General Plan vision for the Coliseum Area from the General Plan LUTE:

*The number of visitors that come to the Coliseum, its excellent transportation access and the availability of land nearby combine to offer a superb prospect for the area's future as regional center of entertainment and commercial recreation. The General Plan envisions the Coliseum Complex at the center of a regional shopping, entertainment and recreation district....Linkages between the Coliseum and Airport and the Coliseum and Waterfront are critical to the future economic potential of this area, and a special plan is needed to guide development of the Coliseum showcase to maximize its potential.<sup>2</sup>*

In 2011, the City issued a Request for Proposals (RFP), seeking a team of consultants and developers who could create a new vision for the Coliseum area. In March of 2012, the Oakland City Council entered into an Exclusive Negotiating Agreement (ENA) with a team of urban designers, architects and developers led by the Oakland-based firm of JRDV Urban International, with an environmental and planning team led by Lamphier-Gregory (also an Oakland-based company). In 2013, the City issued a Notice of Preparation (NOP) of a Draft EIR and held two scoping sessions, before the Landmarks Preservation Advisory Board and the Planning Commission.

In 2014, as administrative drafts of the Plan and the CEQA analysis for the EIR were being prepared, the City held three public workshops to hear comments, and make further refinements to the Draft Specific Plan. On August 22, 2014, the Draft Specific Plan and Draft EIR were released. On September 8, and on October 4, 2014, the City held public hearings before the Landmarks Preservation and Advisory Board, and the Planning Commission<sup>3</sup>. Also in the fall and winter of 2014, the City held three additional public workshops and staff attended community meetings to discuss and hear public comments on the Plan and EIR.

## **PROJECT DESCRIPTION**

The Draft Coliseum Area Specific Plan is intended to provide both a short-term development plan for the accommodation of up to three new venues for the City's professional sports teams, and a longer term, 20- to 25-year planning document providing a roadmap for land use policy, regulatory requirements and public and private investment that coordinates future development of new residential, retail, hospitality, office, and science and technology uses, to create significant long-term value for the City of Oakland and Alameda County. The Draft Specific Plan envisions a comprehensive transformation of what is currently one of the largest under-developed, inner-urban, transit-served redevelopment opportunities in California. The City sees implementation of the Draft Plan as a critical opportunity to revitalize some of Oakland's most important physical assets, and transform these assets into an area that generates long-term economic growth for the City.

The Draft Specific Plan includes six goals to achieve this transformation:

1. Retain Oakland's existing professional sports teams, and maximize the economic value for Oakland and Alameda County from these sports facilities.

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<sup>2</sup> LUTE, pages 44-45. (emphasis added).

<sup>3</sup> A full list of public meetings and hearings can be seen on the City's website, [www.oaklandnet.com/coliseumcity](http://www.oaklandnet.com/coliseumcity).

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.
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.
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.
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.
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.

The approximately 800-acre Plan Area is divided for Specific Plan purposes into five "Sub-Areas" (see **Attachment E**):

*Sub-Area A*

The 243-acre Sub-Area A is urbanized, currently dominated by the Coliseum sports complex, surface parking, industry, and transportation infrastructure. The Coliseum sports complex is jointly 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), and the Coliseum venue for professional football, baseball and special events (O.co Coliseum). 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 Draft Plan addresses Sub-Area A in a greater level of detail, being the most likely area for early phase of development.

*Sub-Area B*

Sub-Area B is approximately 127 acres, and contains the northerly portion of the Oakland Airport Business Park, freeway-oriented retail and office buildings along the Oakport Street frontage of I-880, and an aging, but well-maintained light industrial and office park district (Oakland Airport Business Park) 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, as well as property the City of Oakland leases from the Port of Oakland for the City's Public Works Corporation Yard.

*Sub-Area C*

Sub-Area C is approximately 189 acres in size and contains the eastern portion of the Oakland Airport Business Park. Currently, this Sub-Area contains 2.25 million square feet of building space, largely made up of an inter-related mix of light industrial, and office uses, as well 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.

*Sub-Area D*

Sub-Area D is approximately 136 acres in size and includes the southern portion of the Oakland Airport Business Park nearest to the Oakland International Airport. It contains approximately 1.66 million square feet of building space, including large logistics and distribution businesses and activities, as well as light industrial, hotel, and retail and restaurant uses along Hegenberger Road. The western edge of Sub-Area D abuts, but does not include Arrowhead Marsh and the Martin Luther King Jr. Shoreline Park.

*Sub-Area E*

Sub-Area E is approximately 105 acres in size, and is located on the westerly or water-side of I-880, between Damon Slough and East Creek Slough. The uses here consist of East Bay Municipal Utility District facilities and corporation yard, City of Oakland Oak Port recreation fields for soccer and open space, and land leased to the East Bay Regional Parks District for MLK Shoreline Park trails.

A summary of the Draft Specific Plan build-out includes up to three new sports facilities totaling nearly 4.25 million square feet of building space for 47,000 new seats; an increase of up to eight million square feet of Science & Technology, office, light industrial, logistics and retail space; and 5,750 new residential units, as shown in **Table 1**. The Draft Specific Plan buildout accommodates up to 14,000 structured parking spaces, and 4,000 surface parking spaces on the Coliseum site.

The Draft Specific Plan will also evaluate the feasibility of creating nearly 34 acres of new, publically accessible open space within Sub-Areas A and B, and additional acres of restored open space in Sub-Area E.

The Draft Specific Plan has been prepared with sufficient flexibility to allow for a number of alternative development scenarios, and the continued guidance of future development in the Plan Area even if one or more of the sports teams were to relocate out of the Coliseum Area. Therefore, the DEIR also studies the environmental effects of a two-team, a one-team, and a no-team project alternative.

A summary of the net change in land uses within the Plan Area is shown in the following **Table 1**.

**Table 1: Net Change in Land Use at Plan Buildout (in square feet)**

Land Use Type:	Sub-Area A	Sub-Area B	Sub-Area C	Sub-Area D	Sub-Area E	Total
<i>Total Acres</i>	243	127	189	136	105	800
Stadium (seats)	72,000					72,000
Ballpark (seats)	39,000					39,000
Arena (seats)	20,000					20,000
Event-Based Retail	225,000					225,000
Retail	183,050	58,800	43,280	17,800		302,930
Auto Retail	(89,000)		29,000			(60,000)
Hotel	598,500					598,500
Office	(82,500)		98,970	68,000		84,470
Science and Tech.	1,500,130	2,817,570				4,317,700
S&T/ Off. /Light Industrial	-		3,101,520			3,101,520
Light Industrial	-	(676,800)	(21,300)			(845,700)
Logistics/ Distribution				286,710		286,710
Institutional	(7,750)		(8,000)			(15,750)
Government/ Utility <sup>4</sup>	(62,400)	(15,800)				(78,200)
<b>Total Square Feet</b>	<b>2,117,430</b>	<b>2,183,770</b>	<b>3,243,470</b>	<b>372,510</b>		<b>7,917,180</b>
<b>Residential Units</b>	<b>4,000*</b>	<b>1,750</b>				<b>5,750</b>

*\*Includes 2,300 new residential units built on the current Coliseum BART parking lots.*

The Draft Specific Plan will provide separate development concepts for each of the Plan Sub-Areas, as described below. Each of these development concepts require further, more detailed planning and analysis, as well as investigation into financing strategies necessary for implementation. None of these Draft Specific Plan concepts currently represent a definitive end-state, or an obligation on the part of either the City or the sports franchises, but are instead a statement of the area’s potential.

<sup>4</sup> These figures do not include the Zhone Technologies building, which, as of September 2014, the Alameda County General Services Agency was in contract to purchase with the intention of centralizing some County offices.

Because of the complexity of the Draft Specific Plan's development program for the Plan Area's 800 acres, this report will focus on selected goals for both the "Coliseum District" (which consists of Subarea A [the site of the current Coliseum and Arena, and their surrounding surface parking lot] 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 Sports Venues:** Development of up to three (3) new multi-purpose sports/entertainment facilities that retain the City's professional sports teams in Oakland, provide 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 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 a number of the Draft Specific Plan scenarios, the current Arena would remain as a multi-purpose event venue.
- **Housing:** Development of new housing, both in a proposed "ballpark village" near the sports facilities (up to 1,500 residential units), and in Transit-Oriented Developments (TODs) surrounding the Coliseum BART station (up to 2,300 units)
- **Pedestrian access:** proposed new elevated pedestrian concourse that would connect 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 San Leandro Bay; and is envisioned to include a potential streetcar line that uses the elevated concourse to connect from BART to the Oakland Airport Business Park.
- **Open Space and Parks:** The Draft Plan proposes a total of 26.5 acres of open space within the Coliseum district, consisting of a proposed 2-acre "Grand Plaza" pedestrian streetscape; 10-acre pedestrian elevated concourse and linear open space; and 7- acres of open space and natural habitat improvement along Damon Slough near the Union Pacific/Amtrak railroad tracks and along 66th Avenue.

**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 NBA arena for the Golden State Warriors, should the team decide to remain in Oakland and not move to San Francisco.
- **Potential New Residential district:** Development of a potential new mixed-use waterfront residential district between Edgewater Drive and the shoreline, bracketed by Damon Slough and Elmhurst Creek Slough, with up to 1,600 new residential units. This would be primarily on the location of the existing City of Oakland Corporation Yard, which is on leased land owned by the Port of Oakland.

**REGULATORY AND POLICY FRAMEWORK***Land Use and Transportation Element (LUTE)*

The Oakland General Plan *Land Use and Transportation Element* (LUTE) identifies policies for utilizing Oakland's land as change takes place and sets forth an action program to implement the land use policy

through development controls and other strategies. The LUTE identifies five “Showcase Districts”, each representing a dynamic area of regional importance in the City Of Oakland targeted for continued growth. As noted previously, the Coliseum Plan Area falls within Oakland’s Coliseum Showcase District, envisioned as a regional center for entertainment and shopping.

Most of the Coliseum Plan Area currently falls within the Community Commercial, Regional Commercial and Business Mix General Plan land use designations (see map at **Attachment A**). As described in the General Plan LUTE, the Community Commercial land use designation is intended to identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional operations along the City’s major corridors and in shopping districts or centers. Smaller portions of the Plan Area are within the Estuary Policy Plan designations “Light Industry 3” and “Parks”.

**GENERAL PLAN – Proposed Amendments**

To effectively implement this Specific Plan, amendments to both the City’s current *Land Use and Transportation Element* (LUTE) Land Use Diagram, and the *Estuary Policy Plan* (EPP) are recommended. One General Plan correction is also proposed. These General Plan amendments and corrections will help to better clarify the anticipated character and scale of future development, and will enable future development that is consistent with the Draft Plan to move forward in a timely and efficient manner. **Attachment A** shows the full map of proposed General Plan Amendments. **Table 2** lists the proposed General Plan Amendments.

**Sub-Area A (Site of the Current Coliseum)**

For the expected development at Sub-Area A (the site of the current Coliseum), the City is proposing the following General Plan amendments and corrections to the LUTE:

- Amending the land use designation for the area along San Leandro Street, between the Coliseum BART station and the Union Pacific/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;
- 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 make this Union Pacific right of way area consistent with the General Plan designations for both the adjacent Lions Creek crossing development and the Coliseum BART station TOD area.
- Amending the land use designation for the two blocks on the east side of the Hegenberger overpass, at San Leandro Street, between 75<sup>th</sup> Avenue and Hawley Street. Proposed to be amended from “Business Mix” to “Community Commercial” to incentivize the private redevelopment of a two block section of 75<sup>th</sup> Avenue which forms the gateway and a street entrance into the Coliseum BART parking lots.

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 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 Specific Plan (see below).

**Sub-Area B, C and D (Airport Business Park)**

For the expected development within Sub-Area B, C and D, the City proposes several amendments to the General Plan Land Use Diagram (see also **Attachment A**). 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 proposed for Sub-Area B is necessary to enable development of the proposed mixed-use waterfront residential development and the development of a new Arena as envisioned under the Draft Specific Plan, neither of which are permitted under the current “Business Mix” designation. The new Regional Commercial designation would be similar to the land use designation that currently exists across I-880 at the Coliseum District, better tying these two integrated development areas together.

The other “Regional Commercial” land use amendments are consistent with the General Plan 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 clarify the expected minimum 100- foot publicly-accessible open space setback from the top-of-bank of the channels and from the high water line of the shoreline.

**Sub-Area E (between Damon Slough and East Creek Slough)**

Sub-Area E is the only portion of the Coliseum Area Specific Plan that is currently located within the General Plan’s *Estuary Policy Plan* (EPP) area, rather than the General Plan LUTE. In 2013, the City adopted the Central Estuary Area Plan, which now brings the objectives and policies of the older Estuary Policy Plan up to date with current planning conditions. However, Sub-Area E was not included as part of the Central Estuary Area Plan update, and therefore remains one of the few “leftover” portions of the prior EPP that has not had its zoning updated as part of a Specific or Area Plan. As a result, the City is now proposing 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/66<sup>th</sup> Avenue, from “General Commercial 2” and “Light Industrial 3”, to “Urban Park and Open Space”; and
- Amending the older EPP land use designations for the two EBMUD-owned Oakport Street parcels near East Creek Slough, from “Light Industrial 3” (Oakport Wet Weather Facility lot) and “General

Commercial 2” (vacant lot on Oakport near 66<sup>th</sup> Avenue), both proposed to be amended to “Business Mix”.

**Table 2** shows the proposed General Plan Amendments and one General Plan Correction which would enable the development program and build out of the Coliseum Area Specific Plan. All changes are to the LUTE, unless noted as “EPP” (Estuary Policy Plan).

<b>Table 2 Coliseum Area Proposed General Plan Amendments</b>	
<b>ID</b>	<b>Existing General Plan Designation Proposed General Plan Changes</b>
A	Existing GP: Business Mix Proposed GP: Community Commercial
B	Existing GP: Regional Commercial Proposed GP: Community Commercial
C	Existing GP: Business Mix Proposed GP: Regional Commercial
D	Existing GP: None Proposed GP: Urban Park and Open Space
E	Existing GP: Urban Park and Open Space Proposed GP: Regional Commercial
F	Existing GP: Business Mix Existing GP: Urban Park and Open Space
G	Existing GP: Urban Park and Open Space Proposed GP: Business Mix
H	Existing GP: Business Mix Proposed GP: Urban Park and Open Space
I	Existing GP: Business Mix Proposed GP: Regional Commercial
J	Existing GP: Urban Park and Open Space Proposed GP: Regional Commercial
K	Existing GP: Business Mix Proposed GP: Urban Park and Open Space
L	Existing GP: None Proposed GP: Urban Park and Open Space
M	Existing GP: None Proposed GP: Regional Commercial
N	Existing GP: EPP General Commercial 2 Proposed GP: Urban Park and Open Space
O	Existing GP: EPP General Commercial 2 Proposed GP: Business Mix
P	Existing GP: EPP Light Industrial 3 Proposed GP: Urban Park and Open Space
Q	Existing GP: EPP Light Industrial 3 Proposed GP: Business Mix

R	Existing GP: EPP Parks Proposed GP: Urban Park and Open Space
S	Existing GP: EPP Light Industrial 3 Proposed GP: Urban Park and Open Space
<b>General Plan Correction</b>	
A	Existing GP: General Industrial GP Correction: Community Commercial

**OAKLAND PLANNING CODE AND ZONING MAPS**

The Oakland Planning Code serves to implement General Plan policies, and is found in Title 17 of the Oakland Municipal Code. The Planning Code governs land uses and development standards, such as building height, bulk and setback, for specific zoning districts within Oakland. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the project proposed conforms to the Planning Code, or an exception is granted pursuant to provisions of the Planning Code. The Zoning Maps of the Planning Code show the locations of zones districts for all land in the City of Oakland. The Existing Zoning Map, and the Proposed Planning Code Amendments for the Plan Area are in **Attachment B** to this report.

The discussion below in this ZUC report highlights only on the proposed new zones, designated “D-CO-1” through D-CO-6” and not the ancillary changes throughout the Planning Code which must also be changed to allow for consistency with these new Coliseum area zones. What is not in the **Attachment C** to this report is the text for proposed amendments to Chapter 17.116 (Parking Regulations), and other sections of the Planning Code which are proposed to be amended. A complete proposal for amendments to the Planning Code will be a part of the February 18, 2015 Planning Commission report.

**Proposed Planning Code Amendments**

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

**Coliseum District**

- A new “Coliseum District-1” zone (D-CO-1) will replace the current Transit Oriented Development zone (S-15) mapped currently around the Coliseum BART station. 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 will increase the height limit in this area to 159 feet unless FAA review and Conditional Use Permit (CUP) review permits taller building heights. The new D-CO-1 zone would apply to all properties east of the Union Pacific Railroad (UPRR) railroad tracks that are within the Coliseum Specific Plan Area.

- A new “Coliseum District-2” zone (D-CO-2) would replace the current “Regional Commercial-1” (CR-1) zone that applies to the majority of the Coliseum District. The new D-CO-2 zone will specifically permit and encourage development of regional-drawing centers of activity such as 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 will clarify that any building height over 159 feet will require FAA review and Conditional Use Permit (CUP) approval.

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

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

- A new “Coliseum District-3” zone (D-CO-3) will replace the existing “Industrial/Office” (IO) zone for properties located in Subarea B between Oakport Street and Edgewater Drive. These properties in Subarea B include lands envisioned as a potential location for a proposed new sports/special events Arena. The new D-CO-3 zone would also include the existing IO-zoned properties located along Oakport Street between Elmhurst Creek and Hegeburger Road; and the Regional Commercial (CR-1)-zoned properties along the north side of Hegenberger Road down to Earhart Drive. 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 would not permit residential uses.
- A new “Coliseum District-4” zone (D-CO-4) will replace 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 City’s Corporation Yard. The D-CO-4 Zone is intended to create, maintain and enhance a mix of activities on or near the Northwest Edgewater Drive waterfront. The D-CO-4 zone would conditionally permit residential activities between Edgewater Drive and the waterfront;
- A new “Coliseum District-5” zone (D-CO-5) will replace 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 will permit a similar mix of light industrial and warehousing activities as is allowed under current city zoning, and it would not permit residential activities;
- The new D-CO-6 zone would apply to those City-owned and EBMUD-owned properties along Oakport Street from East Creek Slough to 66<sup>th</sup> Avenue within Sub-Area E (these lands are not within Port jurisdiction). 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. The new D-CO-6 zone would replace the existing Industrial (M-40) zoning that applies. This zone would not permit residential activities.

**Proposed Zoning Map Amendments**

Table 3 shows the different zoning changes proposed to amend the current Zoning Maps, which would be necessary for the full development program and build out of the Coliseum Area Specific Plan.

<b>Table 3 Coliseum Area Proposed Zoning Amendments</b>		
<b>ID</b>	<b>Existing Zoning Proposed Zoning</b>	<b>Acres</b>
1	Existing Zoning: S-15 Proposed Zoning: D-CO-1	17
2	Existing Zoning: CIX-2 Proposed Zoning: D-CO-1	4
3	Existing Zoning: CR-1 Proposed Zoning: D-CO-1	34
4	Existing Zoning: CR-1 Proposed Zoning: D-CO-2	191
5	Existing Zoning: IO Proposed Zoning: D-CO-3	31
6	Existing Zoning: CR-1 Proposed Zoning: D-CO-3	50
7	Existing Zoning: CR-1 Proposed Zoning: OS	3
8	Existing Zoning: CR-1 Proposed Zoning: D-CO-3	40
9	Existing Zoning: M-40 Proposed Zoning: D-CO-5	1
10	Existing Zoning: CIX-2 Proposed Zoning: D-CO-5	84
11	Existing Zoning: CIX-2 Proposed Zoning: OS	17
12	Existing Zoning: M-40 Proposed Zoning: D-CO-5	8
13	Existing Zoning: IO Proposed Zoning: D-CO-5	105
14	Existing Zoning: M-40 Proposed Zoning: OS ( )	128
15	Existing Zoning: M-40 Proposed Zoning: OS	18
16	Existing Zoning: IO Proposed Zoning: OS	4
17	Existing Zoning: IO Proposed Zoning: D-CO-4	22
18	Existing Zoning: IO Proposed Zoning: D-CO-3	82
19	Existing Zoning: M-40 Proposed Zoning: D-CO-4	7

<b>ID</b>	<b>Existing Zoning Proposed Zoning</b>	<b>Acres</b>
20	Existing Zoning: M-40 Proposed Zoning: OS	1
21	Existing Zoning: M-40 Proposed Zoning: D-CO-3	2
22	Existing Zoning: IO Proposed Zoning: D-CO-3	6
23	Existing Zoning: IO Proposed Zoning: OS	2
24	Existing Zoning: CIX-2 Proposed Zoning: OS	7
25	Existing Zoning: M-40 Proposed Zoning: OS	47
26	Existing Zoning: M-40 Proposed Zoning: D-CO-6	41
27	Existing Zoning: M-40 Proposed Zoning: OS	15
28	Existing Zoning: CIX-2 Proposed Zoning: D-CO-3	1
29	Existing Zoning: CIX-2 Proposed Zoning: CIX-1	11
30	Existing Zoning: S-15 Proposed Zoning: D-CO-1	2

**KEY ISSUES**

Land Use Jurisdiction in the Oakland Airport Business Park

The City of Oakland currently has land use jurisdiction over only a small portion of the Oakland Airport Business Park, and none of the western portion of Hegenberger Road. These Plan Areas are instead under the land use jurisdiction of the Port of Oakland. New development in these areas must adhere to the development regulations in the Port of Oakland’s Land Use and Development Code (LUDC), instead of the City of Oakland’s Planning Code, and receive development permit approval from Port staff. The area within the Port’s regulatory jurisdiction consists of most of the Draft Plan’s Sub-Area B and all of Sub-Areas C and D (see **Attachment D**).

It is important to note that the proposed new Coliseum zones (“D-CO-1” through “D-CO-6”) will not govern land uses or design standards in the areas of the Port of Oakland’s land use authority (such as the Oakland Airport Business Park). Therefore, unless the Port decides to either cede land use authority to the City, or amend its own Land Use and Development Code to match the vision and intent of the Coliseum Area Specific Plan, it is unlikely there would be any significant land use changes in the Airport Business Park as a result of the Specific Plan.

Potential New Residential uses

New development pursuant to Plan Buildout within the Oakland Airport Business Park includes a potential mixed-use waterfront residential development with a retail component, proposed to be located between

Edgewater Drive and the San Leandro Bay shoreline, in the area bounded by Damon Slough and Elmhurst Creek. Under the Port of Oakland's LUDC, residential uses are not currently permitted on any properties within the Oakland Airport Business Park (Sub-Area B), and retail use is only permitted within the Commercial Corridor area along Hegenberger Road and on certain parcels adjacent to Oakport Street. The introduction of new residential and mixed-use development within the boundaries of the Business Park would therefore be in conflict with the Port's current land use regulations as specified in the LUDC. These proposed new uses along the San Leandro Bay waterfront would also require the relocation of the City's Corporation Yard elsewhere in Oakland.

In the Draft EIR, there is a discussion of this potential conflict:

The Specific Plan notes that implementation of the proposed Project will require the Port to consider this EIR as a responsible agency, and potentially to co-adopt the Specific Plan or to cede land use jurisdiction over certain properties to the City of Oakland, or adopt amendments to the LUDC to allow the development program proposed by the Plan.

**Recommendation/Project Requirement Land-6<sup>5</sup>:** In order to enable implementation of the Project as proposed, the Port Board of Commissioners must either:

- a) Adopt the Specific Plan as its new land use plan for the Business Park, or
- b) Elect to cede land use authority over the ultimate new Arena site and the waterfront residential site to the City of Oakland, or
- c) Choose to instead amend its own LUDC to allow the new Arena and waterfront residential /retail mixed use as permitted or conditionally permitted uses within the Business Park.

A City/Port working group has been formed to discuss these three options, and its members have generally agreed that option C above -- amendments to the LUDC -- is the most likely implementation scenario, should the City of Oakland adopt the Coliseum Area Specific Plan and certify the EIR. If the Port Board were to decide on any of the three actions described in the DEIR, the conflict with plans and policies of the Port's LUDC would no longer apply. However, unlike the recommended changes to applicable City of Oakland's policies and regulations, the City does not have jurisdictional authority to change or modify the Port's LUDC, and cannot ensure implementation of this requirement.

If, on the other hand, the Port Board decides not to take any of the actions identified in Recommendation/Project Requirement Land-6, then the proposed new Arena and the proposed new waterfront residential mixed-use development would directly conflict with the LUDC, and those elements of the Project could not move forward.

Other proposed development within Sub-Areas B, C and D includes Science and Technology offices, light industrial, logistics and warehouse uses – all of which are permitted uses in this area pursuant to the Port's LUDC.

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<sup>5</sup> Coliseum Area Specific Plan DEIR, Chapter 4.9, page 54.

## **ENVIRONMENTAL DETERMINATION**

The City of Oakland is the Lead Agency pursuant to the California Environmental Quality Act (CEQA), and has prepared an Environmental Impact Report (EIR) for the Coliseum Area Specific Plan (Project). No Initial Study was prepared for the Project, pursuant to Section 15060(d) of the CEQA Guidelines. The Draft EIR analyzes all environmental topics identified in the City of Oakland CEQA Thresholds of Significance at a level of detail warranted by each topic.

On April 19, 2013, the City of Oakland issued a Notice of Preparation (NOP), to inform agencies and interested parties of its intent to prepare and distribute a "Draft EIR for the Coliseum Area Specific Plan." The Landmarks Preservation Advisory Board and the City of Oakland Planning Commission held Scoping Meetings on May 13 and May 1, 2013, respectively, to accept comments regarding the scope of the EIR in response to the NOP. On August 22, 2014, the City issued the Draft EIR; the comment period ended October 6, 2014. A Final EIR is expected to be released by the City on February 6, 2015, and discussed at a public hearing of the Planning Commission on February 18, 2015.

## **CONCLUSION AND NEXT STEPS**

The Zoning Update Committee of the Oakland Planning Commission is being asked to hear from the public, and to provide feedback to Strategic Planning staff on the proposed General Plan Amendments, and Planning Code amendments (text and map changes).

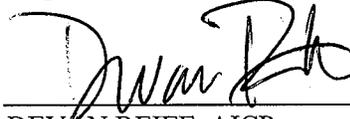
The tentative schedule for future public meetings and hearings that will be held on the final Plan, EIR and Zoning include:

- February 4, 2015: Oakland Planning Commission meeting #1 to consider the Draft Plan, General Plan Amendments and Planning Code changes (text and maps);
- February 9, 2015: Oakland Landmarks Preservation Advisory Board;
- February 18, 2015: Oakland Planning Commission hearing #2, to consider certifying the Final EIR and recommending the City Council adopt the final Coliseum Area Specific Plan;
- March 10, 2015: City Council Community and Economic Development Committee (tentative)
- March 11, 2015: Oakland Parks and Recreation Advisory Commission;
- March 17, 2015: Oakland City Council hearing #1 (tentative)
- March 19, 2015: Alameda County Airport Land Use Commission (tentative);
- March 31, 2015: Oakland City Council hearing #2 (tentative).

**RECOMMENDATIONS:**

1. Take public testimony on Coliseum Area Specific Plan proposed General Plan Amendments, Planning Code Amendments and Zoning Map changes, and provide Planning Commission comments on these proposals.

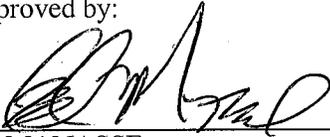
Prepared by:



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DEVAN REIFF, AICP  
Planner III

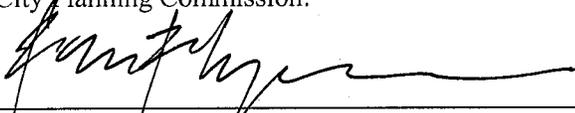
Approved by:



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ED MANASSE  
Strategic Planning Manager

Approved for forwarding to the  
City Planning Commission:



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RACHEL FLYNN, Director  
Department of Planning and Building

**ATTACHMENTS:**

- A. General Plan proposed Text and Map Amendments
- B. Map of existing Zoning, and a revised Zoning Map Amendments
- C. Draft Proposed Planning Code amendment language (new section "Chapter 17.101H - D-CO Coliseum Area District Zones Regulations")
- D. Map of Coliseum Plan Sub-Areas