

Location: 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 and Hawley Street to the east, Hegenberger Road to 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.

Proposal: Provide an informational presentation to the Landmarks Board on the historic resource-related issues in the Coliseum Area Specific Plan.

Because the Final Environmental Impact Report (FEIR) will not be published until February 20, 2015, staff proposes to conduct a public hearing before the Landmarks Board on **March 9, 2015** to receive cultural-resource related comments on the FEIR, the Final Coliseum Area Specific Plan, and associated General Plan and Planning Code amendments (text and map changes), along with Design Guidelines (collectively called “Related Actions”).

Applicant: City of Oakland

Case File Number: **ZS13103, ER130004**

General Plan: Land Use and Transportation Element (LUTE) Areas:
Regional Commercial, Community Commercial, Business Mix,
Estuary Policy Plan Areas:
General Commercial 2, Light Industry 3, Parks

Zoning: CR-1, IO, M-40, S-15, CIX-2

Environmental Determination: 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 will be published on February 20, 2015.

Historic Status: 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) and the Warehouse Union Local 6 building at 99 Hegenberger Road (PDHP, preliminary rating *c3, of potential future significance; now over 50 years old). Portions of the Project Area contain other older buildings and structures not currently evaluated as significant but of possible future interest.

Service Delivery District: 5, 6

City Council District: 7 (with CCD 6 representing 66th Avenue frontage of the Plan Area)

Status: The Final Coliseum Area Specific Plan was released on January 30, 2015. The Final EIR will be published on February 20, 2015.

Action to be Taken: No action on Final Plan or EIR. Discuss how LPAB comments and direction can inform the Planning Commission, which will hold a public hearing on March 4, 2015, and the City Council, expected to hold a public hearing in late March 2015.

Finality of Decision: N/A

For Further Information: Contact project planner Devan Reiff at **510-238-3550** or dreiff@oaklandnet.com

Project website: www.oaklandnet.com/coliseumcity

SUMMARY

The purpose of this report is to provide an informational update to the Landmarks Preservation Advisory Board (LPAB) on the changes made to the Final Draft Coliseum Area Specific Plan, published on January 30, 2015¹, and to hear Board and public comments. Staff will also present information about the proposed zoning for the Plan area (see **Attachment A and B** to this report), a recap of the February 4, 2015 Planning Commission hearing on the Plan, and an update about recent and upcoming public workshops. No action on the Coliseum Area Specific Plan or EIR is being requested of the Board at this meeting.

The Draft Coliseum Area Specific Plan (Draft Plan) articulates a new forward-looking vision for the area between 66th 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 Plan supports the City's efforts to retain Oakland's three major professional sports teams. The City of Oakland's Planning and Building Department prepared a Draft Environmental Impact Report (DEIR) on the Plan that evaluates the environmental impacts of the proposed development.

A Notice of Availability (NOA) of the Draft Coliseum Area Specific Plan DEIR was published on August 22, 2014. The 45-day public comment period on the DEIR was extended to October 6, 2014. A Final EIR will be released on, or about February 20, 2015.

The DEIR on the Draft Plan analyzes potentially significant environmental impacts in all environmental categories/topics. The Draft EIR identifies significant unavoidable environmental impacts related to: Air Quality; Biological Resources; Cultural and Historic Resources; Noise; and Transportation and Circulation. The Final EIR provides a response to comments made by the Board, public agencies, stakeholders and other interested parties.

The Landmarks Board will be asked to hold a public hearing on the Coliseum Area Specific Plan following publication of the Final EIR, to provide comments on the cultural- and historic resource-related aspects of the Final EIR, Final Draft Plan, and Related Documents. The Landmarks Board will be asked at that future meeting to take public testimony on the cultural and historic resource aspects of the Final EIR, the Plan, and the proposed zoning.

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. 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. As used in the Plan and in this report, the "Coliseum District" describes an area which includes both the current Coliseum/Arena complex and a portion of Subarea B on the west side of I-880.

BACKGROUND—Change in previously published LPAB review of Final EIR

¹ The Landmarks Board has received the Final Draft Coliseum Plan under special distribution. The Plan is available at the project website, www.oaklandnet.com/coliseumcity.

As of the February 9, 2015 LPAB meeting, which was scheduled to hold a public hearing on the Final EIR for the Coliseum Plan, the City has not yet released the Final EIR. It is scheduled to be released on, or about, February 20, 2015. The next regularly scheduled LPAB meeting is March 9, 2015, which is currently proposed as the date for the Board to review the Final EIR for the Plan.

Instead of cancelling the previously noticed February 9, 2015 Coliseum agenda item, staff has instead changed the agenda for February 9th to make the meeting informational, to give the Board two opportunities to discuss the Draft Final Plan (February 9th) and make future recommendations on the response to comments in the Final EIR.

The Planning Commission hearing to consider certifying the Coliseum Final EIR and Plan adoption is currently scheduled for March 4, 2015. This date is prior to the LPAB hearing of March 9th, which is in conflict with the typical procedure for the Board to advise the Planning Commission on cultural and historic impacts and mitigations, before certification of the EIR. This schedule is necessary to keep the overall Coliseum Plan and EIR on its previously announced schedule, which has the City Council considering adoption of the Plan and EIR in late March and early April 2015. To keep to this sequence requires a March 4th Planning Commission hearing.

At the February 9th LPAB hearing, staff would like to request that the Board discuss the following options available to advise the Planning Commission and the City Council on the Coliseum Plan FEIR:

- 1) The Board could choose to hold a special meeting, after the release of the Final EIR (February 20), but before the Planning Commission hearing of March 4th. One possible date might be Monday, March 2nd. At this special meeting, the Coliseum FEIR would be the only item for discussion, and the regularly scheduled March 9th LPAB meeting would still be held, without the Coliseum FEIR discussion; or
- 2) The Board could choose instead to hold the March 9th hearing as currently scheduled to discuss the Coliseum FEIR and make recommendations to be included in the agenda report to the City Council. Commissioners can make public comment as individuals to the Planning Commission hearing of March 4th.

CHANGES MADE TO FINAL SPECIFIC PLAN

For the Board's information, during the City's public review process, following the August 22, 2014 release of the draft Coliseum Area Specific Plan, numerous suggestions to change or amend the Plan were made by the public, outside agencies, Planning Commissioners, community groups, and other interested parties. Staff has made some of the suggested changes, and not others. This section of the report will highlight the following significant changes made to the Final Draft Specific Plan, published on January 30, 2015.

- Addition of new policies on Affordable Housing, local hiring, anti-displacement protections, community benefits, and community health (see pages 74-79).
- Revised policies on the Edgewater Seasonal Wetland and "Bay Inlet".
- Revised policies to address the effects of sea level rise.

New Policies added to the Plan

New policies Land Use and Employment Policies #40-48 were added to ensure a level of community benefit from the future development at the Coliseum:

- 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.
- 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: Consider Project Labor Agreements (PLAs) for developments in the Plan which include City of Oakland subsidy.
- LU Policy 3-45: The Plan can support healthy recreation and the social lives of neighborhood youth of all ages, with the inclusion of 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.
- LU Policy 3-46: 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 3-47: 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 3-48: Consider including 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, the Plan supports the inclusion of a new medical facility in, or near, the Plan Area.

New affordable housing policies were added to the Plan:

Coliseum Plan Area Affordable Housing Goals and Land Use Policies # 49-54:

- LU Policy 3-49: Encourage a diversity of housing types, including a mixture of both rental and ownership housing.
- LU Policy 3-50: 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 3-51: Encourage at least 15 percent of all new units built in the Plan Area be affordable to low- and moderate-income households in mixed income developments, as well as in developments that are 100 percent affordable housing units. According to the Coliseum Specific Plan EIR, the Plan Area is projected to add between 4,000 and 5,750 new housing units over the next 20-25 years; so of the total number of units, the affordable housing target will be 600 to 860 units.
- LU Policy 3-52: Encourage the development of family housing (i.e. units which are larger than two-bedrooms).
- LU Policy 3-53: 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 3-54: 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.

New anti-displacement policies were added to the Plan:

- LU Policy 3-55: 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 3-56: Continue and consider expanding Rent Adjustment outreach to tenants, enforcement of Rent Adjustment regulations regarding rent increases, and Just Cause eviction regulations.
- LU Policy 3-57: 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 3-58: 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 3-59: 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 3-60: 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 3-61: 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.

Policies which have been revised to address sea level rise:

- 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. Building 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. Considering incorporation of a seawall along the rail tracks, east of the new Stadium and/or Ballpark sites.
 - c. Considering designing temporary floodways within parking lots, walkways and roadways.
 - d. Constructing 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. Requiring that all critical infrastructure sensitive to inundation be located above the 16-inch rise in base flood elevation.
 - f. Designing buildings to withstand periodic inundation, and prohibiting below grade habitable space in inundation zones.
 - g. Where feasible, constructing 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
 - h. Considering 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.
- 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.

PROPOSED ZONING FOR THE COLISEUM AREA

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 proposed Planning Code Amendments for the Plan Area are included in **Attachment A** to this report (and a comparison table of existing to proposed zones is **Attachment B** to this report).

The discussion below focuses 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, such as parking regulations.

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 B**) 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, to the centerline of Hawley Street². 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 would apply to all properties east of the Union Pacific Railroad (UPRR) railroad tracks that are within the Coliseum Specific Plan Area. The D-CO-1 zone will specify that buildings within 100 feet of any Residential or S-15 zone will have a maximum height limit of 85 feet. This will require any new buildings to “step down” in height near the existing single-story houses on 71st Avenue or properties on Hawley Street. This step-down height requirement will ensure that any new development on the BART parking lot is compatible with the current built character of the existing (low-rise) neighborhood. The current S-15 zoning has a height limit of 75 feet for the BART parking lots. The proposed new height for D-CO-1 would be 159 feet (unless FAA review and Conditional Use Permit (CUP) review permits taller building heights) for the portions of the BART parking lot that are farther than 100 feet from an existing Residential or S-15 zone boundary.
- 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

² The east side of Hawley Street is also currently zoned S-15, and that zoning would remain unchanged in the current proposal. This area includes several light industrial properties facing Hawley Street from 71st Avenue to Hegenberger. The height limit in this section of Hawley Street is currently 60 feet, which would remain unchanged in this proposal.

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 Hegenberger 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 66th 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. A map of the proposed zoning with these ID numbers is **Attachment C** to this report.

Table 3 Coliseum Area Proposed Zoning Amendments		
ID	Existing Zoning Proposed Zoning	Acres
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
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
ID	Existing Zoning Proposed Zoning	Acres
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

CEQA Historic Resources in the Plan Area

Oakland Coliseum Complex

The Coliseum complex (which includes the Coliseum stadium and the Oakland Arena) was designed by Skidmore, Owings & Merrill, with Edward C. Bassett as partner-in-charge and Myron Goldsmith as senior designer. Construction by the Guy F. Atkinson Company began in 1962, and was completed in 1965. The Oakland Raiders held their first games in the Coliseum and the Oakland Seals hockey team played their first games in the Arena in the fall of 1966, and the Oakland Athletics began playing their first games in the Coliseum in 1968.

Figure 1. Oakland-Alameda County Coliseum and Arena, circa 1969

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. This 1996 addition altered the physical characteristics of the Coliseum, but no assessment was conducted at that time (or since) to determine whether the 1996 addition materially altered in an adverse manner those physical characteristics of the Coliseum complex that conveyed its historical significance. Therefore, it is conservatively assumed that the Coliseum complex still retains enough of its original physical characteristics as to remain a significant resource under the regulations of the California Environmental Quality Act (CEQA).

In 1998, the Arena also underwent a major renovation; the façade changes included minor alterations to its appearance from the original 1960's design.

Currently, the Oakland Coliseum is the only multi-purpose stadium in the United States that serves as a full-time home to both a Major League Baseball team (the Oakland Athletics) and a National Football League team (the Oakland Raiders).

The Oakland Cultural Heritage Survey (OCHS) rates the Oakland Coliseum as “A” (Highest Importance) and the Arena as “B+” (Major Importance). The buildings are also rated as “1+”, which means they are contributing structures to an Area of Primary Importance (i.e., the Coliseum complex). Therefore, the Oakland Coliseum, the Arena and the complex as a whole are on Oakland’s Local Register of Historical Resources (Historic Preservation Element Policy 3.8) and are considered historical resources under CEQA. The buildings have not been listed in or formally evaluated for listing in the National Register of Historic Places (NRHP), California Register of Historic Places (CRHR), or Local Register of Historical Resources or recorded on DPR 523B forms, but are considered to be historical resources under CEQA based on the OCHS ratings.

Oakland Coliseum and Arena

The Oakland Coliseum and Arena Complex is listed in the Local Register of Historical Resources and is a historical resource under CEQA. The individual Coliseum and Arena buildings have not been formally evaluated for listing in the NRHP or CRHR or recorded on DPR 523 forms, but are considered to be individual historic resources under CEQA based on their OCHS ratings.

No analysis has been conducted to formally determine whether the 1996 addition to the Coliseum materially altered in an adverse manner those physical characteristics of the Coliseum that conveyed its historical significance. But it is conservatively assumed that the Coliseum, as well as the overall Complex, still retains enough of its original physical character-defining elements as to remain an historic resource.

A substantial adverse change to an historic resource includes the physical demolition, destruction, relocation or alteration of the resource or its immediate surroundings, such that the significance of the historical resource would be materially impaired. The significance of a historical resource is materially impaired when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that convey its historical significance and that justify its inclusion on, or eligibility for inclusion on an historical resource list. The Coliseum District’s only historical resource, the Oakland Coliseum complex (which includes the Coliseum and Arena, associated ancillary buildings, landscaping, fencing, and signage), is proposed for demolition in the Project. Demolition of this historical resource is considered a significant impact.

Consistency with other Oakland Planning Objectives

One of the major objectives of the proposed Project is to retain the existing sports teams and to maximize the economic value for Oakland and Alameda County from these sports facilities. It would not be possible to construct two new professional sports facilities (a new Stadium and a new Ballpark) within the Coliseum District, provide adequate access and accommodate ancillary economic development, while retaining the existing Coliseum. Furthermore, to maximize the economic value for the City and County, the land surrounding the new venues needs to be developed with revenue-generating uses such as retail, hotels, and science and technology uses. Preserving the existing Coliseum (a partially City-owned and controlled property) would not be consistent with other Oakland planning objectives for economic development, nor is preservation of the existing Coliseum a feasible and warranted preservation strategy without a professional sports franchise tenant.

*Conclusions**Coliseum*

The Draft Plan is based on the assumption that in the absence of new venues, the Raiders and the A's are likely to relocate away from the current Coliseum and perhaps out of Oakland. Both of these professional sports franchises have clearly communicated that in their opinion the Coliseum is outdated, in poor condition, does not function well logistically, and cannot be renovated in a manner to eliminate these problems.

As a key objective of the Draft Plan, the City of Oakland is seeking to help facilitate the retention of the Raiders, A's, and Warriors sports franchises in Oakland (and within the Coliseum District) by prioritizing development of new sports venues that maximize benefits to each of these sports franchises, and that serve as economic development catalyst for the remainder of the Plan Area and for all of Oakland. To retain the teams, new sports facilities will need to be constructed, and will need adequate access, circulation, and parking. To maximize the economic value for the City and County, the land surrounding the new venues is also needed for development of new revenue-generating uses such as residential, retail, hotels, and science and technology uses. The Draft Plan also acknowledges that the City's sports franchises may make independent business decisions to leave the Coliseum site despite the City's planning efforts to retain them, and so provides the flexibility for development scenarios that include fewer (and even no) new sports venues.

However, even under the no new sports venue scenario, there is no planning program that provides for ongoing retention of the existing Coliseum. Therefore, demolition of the existing Coliseum is a significant and unavoidable outcome of the Specific Plan, resulting in the loss of the Coliseum as an historic resource and the loss of the major contributor of the Coliseum Complex historic district.

Arena

The Arena is a facility with much greater flexibility and economically viable alternative uses than is the Coliseum. The Specific Plan does not pre-determine that the Arena would need to be demolished, even if the Warriors do relocate to San Francisco. The only scenario (under the multiple options presented within the Specific Plan) in which the existing Arena would be demolished is if the Warriors choose to remain in Oakland and to build a new Arena, perhaps on the water-side of I-880. It would not be economically viable to operate two large arena facilities immediately adjacent to each other. Therefore, under that scenario, demolition of the existing Arena would be a significant and unavoidable outcome of the Specific Plan, resulting in the loss of the Arena as an historic resource and the loss of the only other contributor to the Coliseum Complex historic district.

Other plausible scenarios for the Arena include a scenario wherein the Warriors decide to stay in Oakland and at the existing Arena, and choose to invest in facility upgrades to the Arena to better suit their needs and desires. Alternatively, the Warriors may leave the Arena, but the Arena is incorporated into the economic development plans for the Coliseum District. Under either of these scenarios, demolition of the existing Arena would not occur and the significant impact related to the loss of the Arena as an historic resource would be avoided. As the only remaining contributor to the Coliseum Complex historic district, it is unlikely that the historic district status would remain.

RECOMMENDATIONS:

1. Take public testimony on the cultural resource aspects of the Final Draft Coliseum Area Specific Plan, and provide comments to staff on the cultural resource aspects of the Draft Plan.
2. Take action at a future meeting of the Board to hold a public hearing to discuss the Final EIR (after the FEIR is released on or about February 20th), and provide comments and recommendations to the Planning Commission and City Council.

Prepared by:



DEVAN REIFF, AICP
Planner III

Approved by:



ED MANASSE
Strategic Planning Manager

Approved for forwarding to the
Landmarks Preservation Advisory Board



DARIN RANELLETTI, Deputy Director
Bureau of Planning

ATTACHMENTS:

- A. Proposed Zoning (Planning Code Text amendments)
- B. Comparison table of existing to proposed zoning
- C. Map of proposed Zoning

RECOMMENDATIONS:

1. Take public testimony on the cultural resource aspects of the Final Draft Coliseum Area Specific Plan, and provide comments to staff on the cultural resource aspects of the Draft Plan.
2. Take action at a future meeting of the Board to hold a public hearing to discuss the Final EIR (after the FEIR is released on or about February 20th), and provide comments and recommendations to the Planning Commission and City Council.

Prepared by:



DEVAN REIFF, AICP
Planner III

Approved by:



ED MANASSE
Strategic Planning Manager

Approved for forwarding to the
Landmarks Preservation Advisory Board



DARIN RANELLETTI, Deputy Director
Bureau of Planning

ATTACHMENTS:

- A. Proposed Zoning (Planning Code Text amendments)
- B. Comparison table of existing to proposed zoning
- C. Map of proposed Zoning