

3.	<p>Project Name: Coliseum Area Specific Plan and EIR</p> <p>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 Business Park.</p> <p>Proposal: Conduct a public hearing to receive public comment and to consider certifying the Final Environmental Impact Report (FEIR), and recommending to the City Council the adoption of the proposed Final Coliseum Area Specific Plan, and associated General Plan and Planning Code amendments (text and map changes), and Design Guidelines associated with the Specific Plan (collectively called “Related Actions”). The 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. There will also be proposed General Plan Amendments associated with the Plan—both to the <i>Estuary Policy Plan</i> and the <i>Land Use and Transportation Element</i> of the Oakland General Plan.</p> <p>Contact Person/Phone Number: Devan Reiff, 510-238-3550 or Ed Manasse, 510-238-7733</p> <p>Applicant: City of Oakland</p> <p>Case File Number: ZS13103 / ER130004 / SP14001 / GP14002 / ZA14001</p> <p>General Plan: <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.</p> <p>Zoning: CR-1, IO, M-40, S-15, CIX-2</p> <p>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, and the comment period ended October 6, 2014. All comments that were received during the Draft Environmental Impact Report (DEIR) public comment period have been compiled and responded to in the Response to Comments (RTC) Document, along with changes and clarifications to the DEIR. The RTC Document, together with the DEIR, constitutes the Final EIR (FEIR) for the Specific Plan. A Final EIR was published on February 20, 2015.</p> <p>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.</p> <p>Service Delivery Districts: 5, 6</p> <p>City Council Districts: 7 (with City Council District 6 representing the 66th Ave. frontage of Plan Area)</p> <p>Commission Action to Be Taken: Receive public comments, close the hearing and consider certifying the FEIR, and recommending to the City Council adoption of the proposed Final Specific Plan and Related Actions.</p> <p>Finality of Decision: n/a</p> <p>For Further Information: Contact project planner Devan Reiff at 510-238-3550 or dreiff@oaklandnet.com Project website: www.oaklandnet.com/coliseumcity</p>
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SUMMARY

Since 2012, the City has been working on preparation of the Draft Coliseum Area Specific Plan (Draft Specific Plan) — a new, forward-looking vision for the 800-acre 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 Specific Plan supports the City's efforts to retain Oakland's three major professional sports teams, and allow for significant new residential and commercial development near a major Bay Area transit node. The City of Oakland's Bureau of Planning prepared an Environmental Impact Report (EIR) on the Draft Specific Plan that evaluates its potential environmental impacts.

On February 4, 2015, the Planning Commission reviewed as an informational item the revised Final Draft Coliseum Area Specific Plan (Final Draft Specific Plan), released in January 2015, with revisions from the Plan's initial release in August 2014. Also at the February Planning Commission hearing was a discussion of draft General Plan and Planning Code amendments (text and map changes), to accompany and implement the concepts and policies contained in the Final Draft Specific Plan. These implementation regulations will help establish the future character of the Coliseum Plan Area, by providing detailed regulations on land use activities, along with guidance on the design of buildings, streets, and public spaces. **Attachment A**¹ to this report includes the February 4, 2015 Planning Commission report, which contains a complete explanation of the proposed amendments to the General Plan and Planning Code. A general description of the proposed General Plan and Zoning Code amendments can also be found in Chapter 7 of the final Draft Specific Plan. In summary, there are six new "District Coliseum" zones proposed for the Plan Area, "D-CO-1" through "D-CO-6" (see **Attachment B** to this report for the proposed Planning Code text which contains the regulations for these new zones, as well as changes made since the February 4, 2015 Planning Commission hearing. Ancillary changes throughout the Planning Code, necessary to incorporate the new zones (such as in Parking, Section 17.116), as well as selected "code cleanup" items are shown in **Attachment B1** to this report.

In response to comments received since the February 4, 2015 Planning Commission hearing, staff has made additional changes to the proposed new zoning and General Plan designations maps (see **Attachment C** to this report.

The Final Draft Specific Plan and related actions, and both Draft and Final EIR can also be viewed online at: 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 Bureau of Planning (250 Frank Ogawa Plaza, Suite 3315).

Staff have received comment letters since the February 4, 2015 Planning Commission hearing which are included here for the public record. The first is a DEIR comment letter from the Alameda County Parks, Recreation and Historical Commission, which was not received by the City in time for response and inclusion into the Final EIR (see **Attachment D**); the second is a letter from East Bay Municipal Utility District, emphasizing their current and long-term plans for their property (see **Attachment E**). Also, this report will present comments from the Landmarks Preservation Advisory Board hearing of February 23, 2015, and staff responses.

¹ Prior to the February 4th Planning Commission hearing, on January 21, 2015, the Zoning Update Committee (ZUC) of the Planning Commission held a public hearing to discuss and hear public comment on the proposed new Zoning.

The purpose of this public hearing is to inform the Planning Commission and the public on the Final Environmental Impact Report (FEIR), released on February 20, 2015², take comments on the final draft Specific Plan and revisions, and comments on the proposed amendments to the Oakland General Plan, the Oakland Planning Code, and to the Zoning Maps, as revised. The Planning Commission is also asked to take action to adopt the CEQA findings for the Specific Plan (**Attachment F**), which includes certification of the EIR, rejection of the CEQA alternatives as infeasible, and a Statement of Overriding Considerations. In addition, the Commission is asked to Adopt the Standard Conditions of Approval and Mitigation Monitoring Reporting Program (SCAMMRP) (**Attachment G**); and to recommend the City Council adopt the Coliseum Area Specific Plan and General Plan and Planning Code Amendments based, in part, upon the Adoption Findings in **Attachment F**. Finally, the Commission is asked to authorize staff to make minor ongoing revisions and to make non-substantive, technical conforming edits to the Planning Code that may have been overlooked in deleting old sections and cross-referencing new sections to the new Coliseum District zones.

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 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 is divided for Specific Plan purposes into five Sub-Areas, A through E (see **Attachment H to this report**). For ease of comprehension:

- **Sub-Area A** applies to the current Coliseum/Arena site and Coliseum BART station area;
- **Sub Areas B, C & D** spans the Oakland Airport Business Park; and
- **Sub-Area E** contains the East Bay Municipal Utility District-owned and City of Oakland-owned lands between Damon Slough and East Creek Slough.

The term “Coliseum District”, as used in the Draft Specific Plan and in this report, describes a Plan Focus 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 between Oakport Street and Edgewater Drive, from Damon Slough to Elmhurst Creek.

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,

² The Final EIR was provided to the Planning Commissioners under a separate distribution. Copies are available to the Public at the Bureau of Planning, 250 Frank Ogawa Plaza, Suite 3315, or on the City’s webpage, www.oaklandnet.com/coliseumcity.

*and a special plan is needed to guide development of the Coliseum showcase to maximize its potential.*³

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 Specific 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 Commission⁴. Also in the fall and winter of 2014, and in January and February of 2015, the City held additional public workshops and staff attended community meetings to discuss and hear public comments on the Specific Plan and EIR.

PROJECT DESCRIPTION

The Final 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 Final Draft Specific 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 Final Draft Specific Plan includes the following 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.
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

³ LUTE, pages 44-45. (emphasis added).

⁴ A full list of public meetings and hearings, see Table 4 to this report, or on the City's website, www.oaklandnet.com/coliseumcity.

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 H**):

Sub-Area A

Sub-Area A is approximately 243 acres, and contains 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 and surface parking lot. 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 consist of East Bay Municipal Utility District (EBMUD) water treatment facilities and corporation yard; City of Oakland OakPort 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; an increase of up to 8 million square feet of office, light industrial, logistics and retail space; and 5,750 new residential units. The Final Draft Specific Plan buildout accommodates up to 14,000 structured parking spaces, and 4,000 surface parking spaces on the Coliseum site.

The Final Draft Specific Plan will facilitate the creation of nearly 34 acres of new, publically accessible open space within Sub-Areas A and B, and allows for additional acres of restored open space in Sub-Area E.

The Final 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.

The Draft Specific Plan provides 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.

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: 2,300 units at the BART-adjacent Transit Oriented Development district (primarily the BART parking lots, and parcels on San Leandro Street); and up to 1,700 units in a proposed "ballpark village" near the sports facilities.

- 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: Provide opportunities for new office and light industrial uses, and campus-type development, 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 San Leandro Bay shoreline, bracketed by Damon Slough and Elmhurst Creek Slough, with up to 1,750 new residential units. This would be primarily on the location of the existing City of Oakland Corporation Yard, which is on land owned by the Port of Oakland.

CHANGES MADE TO THE SPECIFIC PLAN AND RELATED ACTIONS

This section of the report details changes made to the Specific Plan and Related Actions since the February 4, 2015 Planning Commission hearing.

Changes made to the Final Draft Specific Plan 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. For the Final Draft Specific Plan released on January 30, 2015, staff has made some of the suggested changes, and not others. The significant changes are: addition of new policies on affordable housing, local hiring, anti-displacement protections, community benefits and community health; changes to the proposals for the Edgewater Seasonal Wetland and the “Bay Inlet”; and revised policies to address the effects of sea-level rise.

At the February 4, 2015 Planning Commission hearing, Commissioners made a number of suggested changes to the Specific Plan. Staff will make those changes to the Plan prior to the City Council Community and Economic Development Committee meeting scheduled for March 24, 2015, and will also complete Chapter 7, Implementation Table.

Changes made to the proposed Planning Code text (Zoning code amendments) and throughout the Planning Code

As shown in **Attachment B** to this report, staff suggests a number of changes to the proposed Planning Code text, or “Zoning Code amendments”:

- Revised conditional use permit findings for residential activities in the proposed new D-CO-4 zone (mapped between Edgewater Drive and the shoreline, between Damon Slough and Elmhurst Creek). See Limitations on Table 17.101H.01, limitation “L4” in **Attachment B**;
- Revised activity tables, refining permitted, conditionally permitted and prohibited uses for each of the six D-CO zones. This reflects Planning and economic development staff suggestions (**Attachment B**). A table which compares the existing zoning districts (S-15, CR-1, IO, and CIX-2) in the Plan Area to the six proposed new “Coliseum District zones” is included as **Attachment I** to this report.
- Revised outdoor storage findings for a conditional use permit would apply to proposed “D-CO-6” zone (**Attachment B**).

As shown in **Attachment B1** to this report, staff additionally suggest a number of changes to the Planning Code:

- Ancillary changes to incorporate the proposed “D-CO” zones (e.g. Parking);
- Not a part of the proposed new zoning for the Coliseum Specific Plan, but important to the Planning and Building Division are minor “code clean ups” to the West Oakland and Lake Merritt Specific Plan zoning regulations. In **Attachment B1**, in West Oakland, changes were to Code Section 17.73.015, particularly to clarify that design review for new industrial buildings would only apply in West Oakland, and not citywide; and in Lake Merritt, to Code Section 17.101G.050, to remove a district-only design regulation (“minimum depth of storefront bay”) that is more restrictive than city standards for other downtown zones.

Changes made to the proposed General Plan and Zoning Maps

Changes to EBMUD-owned property

EBMUD has expressed their interest in implementing a master plan for their Oakport property in Sub Area E that involves an expansion of the corporation yard onto the 14 acre vacant parcel they own on Oakport Street, and onto land near East Creek Slough which is currently leased on a short term basis to the East Bay Regional Parks District as passive open space (see ID # “Q” on the General Plan map, **Attachment C** to this report). In response, Staff proposes to include ID # “Q” in the “Business Mix” General Plan land use designation as opposed to the “Open Space” designation originally proposed. Similarly, the City now proposes to map the new “D-CO-6” zone onto this same piece of property (ID # 24), instead of mapping an Open Space zone there. This would conditionally permit open outdoor storage on land that EBMUD leases on a short-term basis to East Bay Regional Parks as passive opens space. The City recognizes that this preserves EBMUD’s option to, at some point in the future, implement their Oakport Master Plan expansion onto this portion of their property, although EBMUD indicates there are no immediate plans to do so.

In combination with the proposed Planning Code amendments to “Open Storage” conditional use permit findings discussed elsewhere in this report, these two actions will allow consideration of EBMUD’s long-term corporation yard expansion plans, even with new General Plan and zoning designations. The vacant 14-acre site on Oakport Street at 66th is considered a “gateway” to the Coliseum Plan area, and landscaping and screening of the parcel is included in the proposed zoning. Should EMBUD at some point in the future

decide to sell this site, and expand the current Oakport corporation yard operations elsewhere, the regulations for future development of the 14-acre site would be governed by the new D-CO-6 zone.

Landmarks Preservation Advisory Board (LPAB) hearing of February 23, 2015

The LPAB held the second of two hearings on the Coliseum Area Specific Plan (the first was informational on February 9th), to discuss the Final EIR, and the mitigation measures proposed for the significant unavoidable impact which would result should the Coliseum (O.co stadium) be demolished in order to implement the Specific Plan's preferred vision of new sports venues at the Coliseum district. The Board was concerned that: (a) the Final EIR was deficient in presenting the cultural history of fifty years of events, concerts, games and celebrations at the stadium; (b) the archeological analysis was flawed in the EIR because it didn't include the discovery, in the mid-1960's, of mammoth tusks at the site (presumably during construction of the stadium); and (c) the mitigation measures proposed in the Final EIR were not clear in their direction to the City Council about the best way to determine the monetary amount that would be required to be contributed to compensate for the demolition of the Coliseum stadium (and, potentially, under one scenario, the Oracle Arena).

The Board passed three motions addressing these concerns. Each LPAB motion is summarized below, followed by a staff response:

1. Recommend that the EIR be revised and brought back to LPAB before going to the Planning Commission, because the preservation alternative (in the EIR, i.e. retaining and renovating the Coliseum stadium, instead of demolishing it) has not been adequately put forward and analyzed under CEQA; further research is needed on the significance of the resource is needed under (Federal Preservation) Criteria a and b; other potential historic resources in the area should be analyzed, including the Coliseum BART station and other buildings which might become 50 years old during in the next 25 years; and archeological resources be looked at; the revised FEIR (be brought back to LPAB) and that the Planning Commission hearing of March 4th be postponed.

Staff Response: *The City considers the Coliseum EIR to be legally valid under CEQA. Staff and the City Administrator recommend the current schedule of public adoption hearings for the Specific Plan and EIR, and do not recommend postponing the legally-noticed Planning Commission hearing on March 4th. Continuing the item to a future Planning Commission hearing to allow time for additional analysis, which is estimated to take two to three months, would significantly alter the current Plan adoption schedule of a March 24th CED hearing, a first reading and adoption of the Plan and certification of the EIR at the full City Council on March 31st, with a second reading of the proposed zoning text and map on April 21st. This LPAB recommendation would impact the adoption schedule of the Coliseum Plan in a substantial and unnecessary way.*

Staff does not believe it is necessary to postpone the adoption schedule because the LPAB's concerns can be addressed without returning to the LPAB and postponing the Planning Commission hearing. Staff is recommending additional mitigation to further document the cultural significance of the Coliseum District (see below). This additional documentation will not alter the conclusions of the environmental analysis; the analysis already assumes that there would be a significant and

unavoidable impact to cultural resources. Regarding buildings that will become 50 years or older in the future, CEQA is concerned with the analysis of the impact of the Specific Plan on the existing physical environment. It is too speculative at this point in time to consider potential impacts to existing buildings that may or may not be considered historic resources in the future. Potential impacts to future historic resources would be considered in the future if and when those buildings are considered historic resources. Finally, regarding archaeological resources, the EIR identifies and applies enhanced standard conditions of approval (see SCA Cultural-4) that are applied to areas where information suggests the potential for discovery of archaeological resources during construction, such as the Coliseum District, and requires additional measures to reduce potential impacts.

2. The purpose of the mitigation is to compensate the City and the East Oakland community, for the loss of a valued, and priceless cultural and architectural resource; the LPAB is trying to come up with mitigations (both financial and non-financial) that compensate by recordings for posterity, and additional surveys that improve the Board's ability to evaluate cultural resources in the future. (Not in the motion, but in the discussion was the desire that the City start to look at preserving other mid-Century modern buildings in the City, and the desire that there be oral history done in the community about the experiences Oaklanders had at the Coliseum).

Staff Response: *Staff agrees with the ideas in this second motion. Staff also recognizes that no measures, financial or non-financial, can mitigate to a less than significant level the loss of the cultural, architectural and historic resources that will occur as a result of Plan implementation. The mitigation measures are recommended, and will be implemented, to reduce, to the fullest extent feasible, those impacts. But, the impacts can not be fully mitigated regardless of the level of financial or other contributions. Based on the comments and recommendation of the LPAB, the following additional mitigation measures (as derived from the Oakland Army Base Redevelopment Plan EIR and modified appropriate to the Coliseum Complex) are recommended to further compensate for the loss of the Oakland Coliseum as an historic resource. These mitigation measures would also be applicable under a scenario whereby the Arena may also be proposed for demolition. These measures are in addition to MM Cultural 1A-1: Historic American Buildings Survey (HABS) documentation, MM Cultural 1A-2: Public Interpretation Program, and MM Cultural 1A-3: Financial Contribution, as recommended in the Final EIR. New text is in underline:*

MM Cultural 1A-4: Oral Histories. *Oral histories shall be collected from people who have had a prominent role in those significant cultural events that occurred in the Coliseum and or Arena since these facilities were originally constructed. To the extent available for interview, oral histories shall be collected from the architecture and design firm Skidmore, Owings & Merrill (or an architectural historian with specific expertise on the works of this architectural firm), and a credentialed historian or a representative from the construction firm of Guy F. Atkinson Company. Oral histories shall also be obtained from willing sports personalities that have played a major roles in the sports histories that have occurred in these buildings, including players, coaches and team owners representing the Oakland Raiders, the Oakland Athletics, the Golden State Warriors and the Oakland Seals hockey team. Additional oral histories shall also be obtained from willing entertainers, event promoters, and sponsors of other major cultural events which have occurred within the Coliseum and Arena and which have helped shape the cultural history of these venues. Such events may include, but are not limited to*

entertainment events such as Bill Graham's Day on the Green concerts, Grateful Dead concerts, and memorable and prominent speakers such as the celebration for Mr. Nelson Mandela. The scope of this oral history collection should include the following:

- a. professional quality publication of a master catalog of the interviews;
- b. a summary report made available at the Oakland Museum, the Oakland History room, and/or the UC Berkeley Regional Oral History Office at the Bancroft Library; and
- c. publication of copies of audio CD's or other stable recording medium, and the summary report for sale to the public; and
- d. all interviews shall be transcribed and saved in a long-term, archive-stable medium.

MM Cultural 1A-5: Comprehensive Written Document. A historical resource documentation effort shall be conducted involving a coordinated effort of primary research and documentation, with a substantial scholarly input and publicly available products. The first product of this program shall include a coordinated effort to conduct the research, writing, photo documentation, assembly and publication efforts needed to prepare a comprehensive book on the history of the Oakland Coliseum Complex. The book shall document the important contribution the Coliseum Complex has made to the architectural and cultural history of Oakland.

- a. The research and documentation needed to prepare this book should provide the basis and background for coordinated subsequent documentary mitigation such as the oral histories and public interpretation program.
- b. Primary source material such as construction documents, photographs (such as those currently on display in the Coliseum) and oral accounts should be considered for publication or re-publication within this book.
- c. An author, or authors with appropriate experience and qualifications should prepare the book. The author shall consult with the Bancroft Library, the Oakland History Room, University of California Press, and historical societies as appropriate.
- d. Copies of the book shall be provided to all Oakland public libraries and to other educational institutions.

3. Mitigation in terms of financial and cultural enhancement contribution (such as a contribution to Oakland Parks and Recreation) shall be required, commensurate with the cultural value of the Coliseum; the dollar amount to be based on mitigations from other, similar historic demolitions in the City of Oakland, which have used the costs of façade improvement (at \$500 per lineal square foot) as a basis, or, of a greater amount, after a survey is done of comparable projects, and determined what those mitigation amounts were; do the HABS mitigations as specified in the EIR; conduct broader cultural outreach to capture cultural significance, under Criteria 1 and 2 per Preservation Bulletin 22, and dissemination (of the results).

Staff Response: *To address this third motion, staff proposes to alter the current mitigation in the Final EIR as follows (new text is underlined, deleted text is struck out):*

MM Cultural 1A-3: Financial Contribution. *If the Oakland Coliseum and/or Arena are demolished, project applicants) shall make a financial contribution to the City of Oakland to be used to fund historic preservation projects within or in the vicinity of the Coliseum district, as described below.*

- a) *The financial contributions can be applied to the programs such as a Façade Improvement Program or Tenant Improvement Program, applicable in East Oakland; and*
- b) *~~The Landmarks Preservation Advisory board may recommend a monetary value or a formula for assessing the amount of financial contribution for the City Council's consideration, but the amount of any such contribution shall be as negotiated between the City and the developer(s), as ultimately determined by the City Council.~~ Mitigation shall be provided as financial and/or cultural enhancement. Such contribution shall be commensurate with the cultural value of the Coliseum. The level of contribution shall be, to the maximum extent feasible, based upon financial information to be provided by the applicant (such as pro forma information or other comparable information), the City and upon other relevant factors determined by the City; the dollar amount of the financial contribution shall be based, as applicable, on mitigations from other similar historic demolitions in the City of Oakland, after a survey is done of comparable projects, and the amount of those mitigations is determined; the HABS mitigations as specified in the EIR are to be completed; the City and/or developer(s) to conduct community outreach to capture cultural significance, under Criteria 1 and 2 per Preservation Bulletin 22, and publically disseminate the results (see MM 1-4 and 1-5, above).*

Staff has addressed the concerns of the Landmarks Board members and the historic preservation community to the maximum extent feasible. Staff acknowledges the importance of the district, Coliseum and Arena as cultural resources, while recognizing the constraints of preserving these resources from the standpoint of feasibility. From a CEQA perspective, and also as a City cultural or historic resource, no financial or other measure ultimately is available to mitigate for the loss of these resources. The City's recommendations, however, reduce these potential impacts to fullest extent feasible.

KEY ISSUES

Proposed “Bifurcation” or two-tier zoning proposal for Business Park

A number of business owners are concerned about the potential impact of the proposed new zoning on the existing operations of the Business Park companies, including impacts from traffic, and possible incompatibilities should residential activities be introduced on the lands currently leased by the City for its corporation yard (see discussion above). Because of these concerns, there has been a request to “bifurcate” the zoning proposal, and consider the new zoning for the areas below I-880 on a separate track.

It is staff's opinion that while some level of “bifurcation” may be feasible, new land use regulation will be needed in the near term for at least a portion of the Plan Area below I-880 if the Coliseum Planning effort is to fulfill a number of its primary objectives.

The request from some members of the business community is to not change any zoning on the water side of I-880 (that is, Sub Areas, B, C, D and E), until a task force of City and Port staff, with business and property owners, can be convened to further discuss the needs of the Business Park, in terms of infrastructure investment and allowed land uses.

An alternative scenario that staff discussed with the Airport business community at a public meeting on February 17th is the potential to only adopt a new zoning map for Sub Areas B and E on the current adoption schedule, and not change the current zoning designations at this time for parcels in the rest of the Business Park (Sub Areas C and D). Under this scenario, a task force of City and Port staff, with business and property owners, could still be formed to further discuss the needs of the Business Park, in terms of infrastructure investment and allowed land uses, and, after the task force has made its recommendations, new zoning for Sub-Area C and D could be pursued through the public review process. The Coliseum Area Specific Plan and EIR, if certified by the Planning Commission and adopted by the City Council, would still be valid for the development program in the Plan as it pertains to the Airport Business Park. Likewise, the proposed zoning amendments that create the new Coliseum Plan districts “D-CO-1” through “D-CO-6” would still be considered by the Planning Commission, but, under this two-tier scheduling, would not be mapped in Sub Areas C and D.

Public participation in the Coliseum Area Specific Plan

Table 2 below details all of the public hearings, workshops and meetings the City has organized to allow the public and the business community to be informed of, and participate in, the Coliseum Planning process. This table does not include meetings attended by the City’s master development team, JRDV Urban International, or its development partner, New City Development, LLC. In addition, the City has mailed printed notices for the public hearings to property owners inside the Plan area and in neighborhoods surrounding the Plan area; as well as maintained an email list-serve of 630 addresses, where periodic announcements and notices are given about upcoming hearings and events⁵. A complete list of the public comments made at these public meetings and workshops, and individual comments given to staff will be available as part of the City Council Community and Economic Development Committee report.

Table 2. City of Oakland Coliseum public hearings, workshops and presentations given by staff:

Date	Meeting	Notes
February 23, 2015	Landmarks Preservation Advisory Board	Final EIR discussion
February 17, 2015	Airport Business Park workshop	One Toyota—discussion of proposed zoning
February 11, 2015	Community Workshop	81 st Avenue Library – discussion of proposed zoning
February 9, 2015	Landmarks Preservation Advisory Board	Informational meeting on Specific Plan and proposed zoning
February 4, 2015	Planning Commission	Informational meeting on Specific Plan and proposed zoning
January 21, 2015	Zoning Update Committee of the Oakland Planning Commission	First public meeting on proposed zoning text (general zoning proposals and specific zoning maps were published in the August, 2014 Draft Specific Plan)

⁵ Sign up at the City’s webpage, www.oaklandnet.com/coliseumcity-- click the “subscribe for updates” link.

Date	Meeting	Notes
January 8, 2015	Community Workshop	81st Avenue Library
December 18, 2014	Community Workshop	81st Avenue Library
December 17, 2014	City staff presentation to NCPC Beats 33 and 34X meeting	
November 18, 2014	City staff presentation to Urban Peace Movement	Youth organization
October 16, 2014	City staff presentation to Communities for a Better Environment	
October 14, 2014	City staff presentation to Allen Temple Arms	Senior housing
October 9, 2014	Community Workshop	81st Avenue Library
October 1, 2014	Oakland City Planning Commission	Draft EIR public hearing
September 27, 2014	City staff presentation to Council District 7 Leadership Breakfast	
September 25, 2014	Port of Oakland Board of Commissioners public hearing	
September 24, 2014	City staff presentation to East Bay Housing Organizations (EBHO)	
September 24, 2014	Oakland-Alameda County Coliseum Authority (JPA) public hearing	
September 18, 2014	Oakland Bicyclist and Pedestrian Advisory Commission (BPAC) public hearing	
September 17, 2014	Alameda County Airport Land Use Commission public hearing	
September 10, 2014	Oakland Parks and Recreation Advisory Commission (PRAC) public hearing	
September 8, 2014	Landmarks Preservation Advisory Board (LPAB) public hearing	Draft EIR public hearing
September 4, 2014	Public workshop for business community in Airport area (open to public)	Held at Airport Red Lion Hotel
August 4, 2014	City staff presentation to Palo Vista Gardens residents (Oakland Housing Authority)	Seniors
June 25, 2014	Community workshop	81st Avenue Library
May 22, 2014	City staff presentation to Lion Creek Crossings residents	

Date	Meeting	Notes
April 26, 2014	Community workshop	City Hall
April 24, 2014	Community workshop	Held at Airport Red Lion Hotel
February 26, 2014	City staff presentation to AABA Economic Development Committee	Airport Area Business Association committee
May 13, 2013	Landmarks Preservation Advisory Board (LPAB) public hearing	EIR scoping session
May 1, 2013	Oakland City Planning Commission public hearing	EIR scoping session

However, despite the City's outreach efforts to date, a number of Commissioners, public speakers and comment letters have expressed concern that the public (residents of Oakland, and specifically, residents of East Oakland neighborhoods near the Coliseum) and business owners (specifically, owners of business in the Oakland Airport Business Park) have not had enough opportunity to review the Plan and the proposed new zoning.

Therefore, the City held two additional public meetings to better inform the public about the Plan and the new zoning, and to hear public comment in advance of the March 4, 2015 Planning Commission hearing. The first meeting was held for East Oakland residents on February 11th; and the second for business owners in the Business Park on February 17th.

ENVIRONMENTAL DETERMINATION and FINAL EIR

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 which has responses to all comments received, and revisions to the Draft EIR, was released by the City on February 20, 2015, and discussed at a public hearing of the Landmarks Preservation Advisory Board on February 23, 2015, and is the subject of this Planning Commission public hearing. .

The following environmental topics are addressed in detail in the Draft EIR:

- 4.1 Aesthetics, Shadow and Wind
- 4.2 Air Quality
- 4.3 Biological Resources
- 4.4 Cultural and Historic Resources
- 4.5 Geology and Soils

- 4.6 Greenhouse Gas Emissions and Climate Change
- 4.7 Hazards and Hazardous Materials
- 4.8 Hydrology and Water Quality
- 4.9 Land Use and Planning
- 4.10 Noise
- 4.11 Population, Housing and Employment
- 4.12 Public Services and Recreation
- 4.13 Transportation/Traffic
- 4.14 Utilities and Service Systems

This section of the report discusses potential impacts that could result from implementation of the proposed Project. It describes the approach to the analysis, and identifies potential significant unavoidable impacts and mitigation measures, as appropriate.

Potentially Significant Impacts Identified in the Draft EIR

All environmental impacts, City Standard Conditions of Approval (SCAs) and mitigation measures are summarized in Chapter 2 (Executive Summary), Table 2-1 in the Final EIR. Table 2-1 also identifies the level of significance of the impact after application of the SCAs and/or mitigation. Other than the impacts discussed below, all of the environmental effects of the Draft Plan can be reduced to less than significant levels through implementation of Standard Condition of Approval or recommended mitigation measures.

The following list of environmental impacts identifies those considered in this EIR to be significant and unavoidable. Although mitigation measures for many of these impacts (including physical modifications to intersection operations) have been identified, implementation of some of these mitigation measures would be the responsibility of other cities or agencies (i.e., the Port of Oakland, the City of Alameda, City of San Leandro, Caltrans, etc.), and the City of Oakland, as lead agency, cannot ensure their implementation. For other impacts, mitigation measures recommended in this EIR may prove to be infeasible or their implementation may not be certain based on physical, economic, technical or other reasons, and those impacts are also considered to be significant and unavoidable.

Air Quality

- Construction activities pursuant to Plan Buildout (including development at the Coliseum District) will generate regional ozone precursor emissions and regional particulate matter emissions from construction equipment exhaust. For most individual development projects, construction emissions will be effectively reduced to a level of less than significant with implementation of required City of Oakland Standard Conditions of Approval. However, larger individual construction projects may generate emissions of criteria air pollutants that would exceed the City's thresholds of significance. Even with implementation of MM Air 6A-1: Reduced Construction Emissions, it cannot be certain that emissions of ROG and NOx can be reduced to below threshold levels and this impact is conservatively deemed to be significant and unavoidable.
- New development pursuant to the Project (including at the Coliseum District) would result in operational average daily emissions of criteria pollutants (ROG, NOx, PM2.5 and PM10) that would exceed applicable threshold criteria. Even with implementation of SCA Trans-1: Transportation Demand Management (TDM) Program, this impact would be significant and unavoidable.

Biological Resources

Future development pursuant to Plan Buildout, particularly related to the potential Bay Inlet cut and the replacement/exchange of the Edgewater Freshwater Marsh, could have a substantial adverse effect, either directly or through habitat modifications, on candidate, sensitive or special status species. Not until such time as the details of these Project elements are known, permits from responsible agencies are sought, and the requirements and conditions of the responsible regulatory agencies specific to these Project elements are fully known, can any determination be made as to the efficacy of recommended mitigation measures (including MM Bio 1A-1: Pre-construction Nesting Bird Surveys and Buffers, MM Bio 1A-2: In-water Work Restrictions, MM Bio 1A-3: Salt Marsh Protection, MM Bio 1B-1: In-Bay Dredge Requirements, and MM Bio 1B-2: Freshwater Marsh Restoration Plan). Therefore, this impact is conservatively deemed to be significant and unavoidable.

Cultural and Historic Resources

As discussed at the September 8, 2014 and February 9th and 23, 2015 Landmarks Preservation Advisory Board hearings, future development of the Coliseum District would result in ultimate demolition of the Oakland Coliseum and potentially the Arena, causing a substantial adverse change in the significance of the Oakland Coliseum and Arena Complex, a historical resource as defined in CEQA Guidelines Section 15064.5. Under the proposed Project, demolition of the Oakland Coliseum is identified as the only feasible option to move forward with development within the Coliseum District, whereas demolition of the existing Arena is identified as only one of several potential development options. Even with implementation of MM Cultural 1A-1: Site Recordation, MM Cultural 1A-2: Public Interpretation Program and MM Cultural 1A-3: Financial Contribution, this impact would be significant and unavoidable.

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 as a facility 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 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 on-going retention of the existing Coliseum. No potential tenants have been identified, other than the A's and the Raiders, who could support the debt service, operations and maintenance costs of keeping the Coliseum open. 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 and cultural resource and the loss of the major contributor of the Coliseum Complex historic district. Mitigations for this loss have been proposed in the Final EIR, amended by the Landmarks Board, and these revisions are discussed more fully, below.

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.

Noise

Future development of new sports and special events venues in the Coliseum District would generate operational noise that would exceed the City of Oakland Noise Ordinance at new, on-site sensitive receivers. There is no feasible mitigation to reduce game-day and special event noise from the new stadium and ballpark (assuming a non-roof design) at proposed new on-site sensitive receivers, and this impact is considered significant and unavoidable.

Transportation

- Under the Existing plus Coliseum District scenario, 9 intersections would be significantly affected by traffic generated within the Coliseum District. Intersection improvements recommended in this EIR can reduce the impacts at all affected intersections to a less than significant level. However, 8 of these 9 intersections are conservatively identified as significant and unavoidable because they are not in the City of Oakland's jurisdiction and implementation of recommended improvements cannot be ensured.
- Under the 2035 plus Coliseum District scenario, 25 intersections would be significantly affected by traffic generated within the Coliseum District. Intersection improvements recommended in this EIR can reduce the impacts at 15 of these affected intersections to a less than significant level. However, 11 of these 15 intersections are conservatively identified as significant and unavoidable because they are not in the City of Oakland's jurisdiction and implementation of recommended improvements cannot be ensured. No improvements are identified as being feasible to reduce impacts at the remaining 10 affected intersections, and these impacts would remain significant and unavoidable.
- Under the 2035 plus Plan Buildout scenario, 40 street intersections would be significantly affected by traffic generated by Plan Buildout. Intersection improvements recommended in this EIR can reduce the impacts at 21 of these affected intersections to a less than significant level. However, 14 of these 21 intersections are conservatively identified as significant and unavoidable because they are not within the City of Oakland's jurisdiction and implementation of recommended improvements cannot be ensured. No improvements are identified as being feasible to reduce impacts at the remaining 19 affected intersections, and these impacts would remain significant and unavoidable.

- Under the 2035 plus Coliseum District scenario, traffic generated within the Coliseum District would significantly degrade traffic conditions on northbound I-880 along 1 segment (99th-Hegenberger) during the pm peak, and on southbound I-880 at 3 off-ramps (High off, 98th off, and Davis off) during the pm peak. No feasible mitigation measures are available that would reduce the magnitude of this impact.
- Under the 2035 plus Plan Buildout scenario, traffic generated by Plan Buildout would significantly degrade traffic conditions on northbound I-880 along 3 segments (from 99th Avenue - High) during the pm peak, and on southbound I-880 along 2 segments (Hegenberger - Davis Street) and at 5 ramps (High off, 42nd on, 66th on, 98th off, and Davis off) during the pm peak. No feasible mitigation measures are available that would reduce the magnitude of this impact.
- The incremental addition of special event traffic resulting from the larger sport and event venues may result in significant impacts on event days. An Event Traffic Management Plan is required to reduce the magnitude of the impacts during special events, but the effectiveness of such a Plan cannot be accurately estimated at this time.
- Development under the proposed Project would generate substantial multi-modal traffic traveling across at-grade railroad crossings at 66th, 69th and 75th Avenues that cause or expose roadway users to a permanent and substantial transportation hazard. Specific crossing improvements are recommended in this EIR, but may not prove feasible (physically, financially or otherwise), and require the consent or approval of the CPUC or Railroad and cannot be ensured.

Impacts deemed Less than Significant in the Draft EIR

The DEIR contains many environmental impacts which were found to be Less than Significant. Due to its potential impact on an existing creek in Oakland, and the importance of Creek protection to the City, the discussion below is intended to inform the public about the possibility of the relocation of Elmhurst Creek, as it currently transects the Coliseum parking lot in an open drainage ditch. Other environmental impacts which were found to be Less than Significant are discussed in the DEIR, and not in this report.

As discussed in more detail in the Draft EIR (Chapter 4.8 Hydrology and Water Quality), the potential relocation of Elmhurst Creek to make land at the current Coliseum parking lots available for the construction of a new Football Stadium would have an environmental impact, but it was found to be less than significant with the application of the City's Standard Conditions of Approval. The DEIR studied three alternatives for Elmhurst Creek:

- Option A: Allow the existing Creek to remain in its current alignment and within its existing dimensions.
- Option B: Allow the existing Creek to remain in its current alignment, but improve the channel to meet current flood control standards, and then allow bridges and overpasses to cross the creek for patrons of events to get from their cars in the parking lot to the new Stadium.
- Option C: The DEIR's preferred option is to realign Elmhurst Creek far enough to the south to provide clearance for construction of a new Stadium. This option includes culverts, relocation of the Creek under or along the Hegenberger Road right of way, and daylighting the Creek on the east side of I-880, near the confluence of several other local drainages near the Hegenberger Road interchange.

The DEIR notes that option C, while it is the preferred option, would require the most number of outside agency permits, such as from the City of Oakland, The San Francisco Bay Regional Water Quality Control Board, the Army Corps of Engineers, among others. For their part, Water Board staff have indicated to the

City, through a comment letter on the DEIR, that a permit to culvert 1,500 feet of the Creek (Option C) is unlikely to be issued by the Board to a project developer, and that Option A or B are more likely to receive permits.⁶

CEQA PROJECT ALTERNATIVES

Chapter 5 of the Draft EIR analyzes a reasonable range of alternatives to the Plan that would feasibly attain most of the Plan's basic objectives, and avoid or substantially lessen many of the Plan's significant environmental effects. The Draft EIR includes detailed analysis of four alternatives, as well as discussion of other alternatives that were considered but not selected for detailed analysis. All of the alternatives, including the No Project Alternative, would be subject to the same City of Oakland Standard Conditions of Approval (SCAs) and mitigation measures (as applicable) that would apply to the proposed Project. These four analyzed include:

Alternative #1: No Project Alternative: The No Project Alternative describes conditions that are reasonably expected to occur in the event that the Coliseum Area Specific Plan is not approved (and even the "no-team" scenario of the Specific Plan is not adopted), and there is no overall strategy put in place for redevelopment of the Coliseum District in a manner that entices and attracts the sports franchises to remain and to be part of a transformative revitalization effort for the Coliseum area. Without such a plan, there is not stimulus or catalyst for retention of the sports franchises or redevelopment of the adjacent Airport Business Park. The expectation is that all three professional sports franchises would only remain within the Coliseum District until they can identify alternative locations, at which point they would relocate. Overall, this alternative would see modest redevelopment of the site including removal of the existing Coliseum, but not redevelopment at a level as envisioned under the Project.

Alternative #2: Fewer Sports and Entertainment Venues: This Alternative and its sub-alternative variations assume that, irrespective of the multiple individual decisions made by the privately owned sport franchises, the City will move forward with adoption and implementation of the Coliseum Area Specific Plan. Under this Alternative, the City may elect to move forward with development scenarios for the Coliseum District that may include three (3) new sports venues as proposed under the Project, or only two (2) new venues, one (1) new venue, or even no new venues. The amount of residential, retail, and science and technology development expected to occur within the Coliseum District and pursuant to Plan Buildout will be similar to that anticipated under the Project, but spread out across more land within the Coliseum District area if not otherwise used by event venues.

Alternative #3: Reduced Alternative: The Reduced Alternative provides a comparative assessment of an alternative development program for the Coliseum District which uses less of the District's development potential than envisioned under the Project. Under this alternative, new residential development would occur in the same locations as is proposed under the Project, but at lower overall densities and reflecting lower building heights.

Similarly, the amount of non-residential development pursuant to the Reduced Alternative is lower than that envisioned under the Project, with new building space generally occurring in the same locations as proposed under the Project but at lower building intensities and heights. This alternative does not alter or reduce the potential for sports and event venue development, but could also adapt to accommodate any of the options for 3 new venues, 2 new venues, 1 new venue, or no venues. Analysis of this Alternative

⁶ See Comment Letter A6 and responses, in the Final EIR.

assumes 3 new sports and special event venues, similar to the Project. The Reduced Alternative also assumes a reduction in total overall development potential throughout the remainder of the Project Area (in Sub-Areas B, C and D), reflecting lower building intensity and height.

Alternative #4: Maximum Development Alternative: This alternative explores the potential of maximum buildout of the Coliseum District pursuant to the Draft Specific Plan. This alternative maximizes the development potential of the Coliseum District based on maximizing the non-vehicle mode split assumptions underlying the Draft Specific Plan's Trip Budget.¹ This alternative is calculated based on the highest development potential possible assuming maximum investment and effective implementation of all transit, bicycle, pedestrian and non-vehicle enhancements to achieve a non-vehicle (i.e., transit) mode split of as much as 63% of all PM peak hour trips (i.e., 63 % of all trips to and from the Coliseum District during the PM peak hour are made by transit or other non-vehicle modes, and only 37% of all PM peak hour trips are made in automobiles). Based on the Trip Budget of the Specific Plan, such an increased transit mode split could achieve much greater development within the Coliseum District without exceeding the PM peak hour Trip Budget. The Project's definition of buildout for non-Coliseum District development (Sub-Area B, C and D) already define the Maximum Alternative for these areas.

Summary Comparison

Table 2 compares the amount of development proposed under the Plan to these four identified alternatives.

Table 2: Summary Comparative Buildout Scenarios - Project and Alternatives

Net Increase Compared to Existing:	Project	Alternative #1: No Project	Alternative #2: Fewer Sports Venues	Alternative #3: Reduced Development	Alternative #4: Max. Buildout
New Non-Residential, Non-Sports (sq.ft.)	7,917,000	500,000	7,917,000	4,462,000	9,330,000
New Jobs	20,970	100	18,140	13,230	23,310
New Housing Units	5,750	1,640	5,750	3,735	7,250
New Population	10,240	2,952	10,240	6,780	12,970

Responses to Draft EIR Comments (Final EIR)

City staff received comments on the Draft EIR from thirteen public agencies, nine groups or organizations, and eight individuals. Additional oral comments were provided at the following public hearings:

- September 8, 2014 Landmarks Preservation Advisory Board meeting
- September 17, 2014 Alameda County Airport Land Use Commission Hearing
- September 18, 2014 Bicyclist and Pedestrian Advisory Commission,
- September 25, 2014 Port of Oakland Board of Commissioners
- October 1, 2014 Planning Commission Hearing

Responses to all of the comments provided by agencies, organizations and individuals are provided in the

Final EIR/Response to Comment document, including certain revisions and changes to text in the Draft EIR⁷. None of these changes to the Draft EIR involve a new significant environmental impact, a substantial increase in the severity of an environmental impact, or a feasible mitigation measure or alternative considerably different from that presented in the Draft EIR. Recirculation of the Draft EIR is not warranted.

In sum, City Planning staff recommends the Planning Commission adopt the CEQA findings in **Attachment G**, which include certification of the EIR, rejection of alternatives as infeasible, and a Statement of Overriding Considerations.

The Coliseum EIR is intended to assess the environmental impacts of the proposed Coliseum Area Specific Plan. The City intends to use the streamlining/ tiering provisions of CEWQA to the maximum feasible extent, so that future environmental review of specific development projects are expeditiously undertaken, without the need for repetition and redundancy, as provided in CEQA Guidelines Section 15152 and elsewhere. Specifically, pursuant to CEQA Guidelines Section 15183, streamlined environmental review is allowed for projects that are consistent with the development density established by zoning, community plan, specific plan, or general plan policies for which an EIR was certified, unless such a project would have environmental impacts peculiar or unique to the project or the project site. Likewise, Public Resources Code Section 21094.5 and CEQA Guidelines Section 15183.3 also provides for streamlining of certain qualified, infill projects. In addition, CEQA Guidelines Sections 15162-15164 allow for the preparation of a Subsequent (Mitigated) Negative Declaration, Supplemental, or Subsequent EIR, and/or Addendum, respectively, to a certified EIR when certain conditions are satisfied. Moreover, California Government Code Section 65457 and CEQA Guidelines Section 15182 provide that once an EIR is certified and a specific plan adopted, any residential development project, including any subdivision or zoning change that implements and is consistent with the specific plan, is generally exempt from additional CEQA review under certain circumstances. The above are merely examples of possible streamlining/tiering mechanisms that the City may pursue and in no way limit future environmental review of specific projects.

When a specific public improvement project or development application comes before the City, the proposal will be subject to its own, project-specific environmental determination by the City. This evaluation will include consideration of whether:: a) the action's environmental effects were fully disclosed, analyzed and, as needed, mitigated within the Coliseum EIR; b) the action is exempt from CEQA; c) the action warrants the preparation of a (Mitigated) Negative Declaration; or d) the action warrants preparation of a supplemental or subsequent focused EIR, limited to certain site-specific issues. Again, the above are merely examples of possible streamlining/tiering mechanisms, that the City may pursue, and in no way limit future environmental review of specific projects.

CONCLUSION AND NEXT STEPS

The Oakland Planning Commission is being asked to hear from the public, and to provide feedback to Strategic Planning staff on the proposed final Draft Specific Plan, General Plan Amendments, and Planning Code amendments (text and map changes), and Final EIR

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

- March 11, 2015: Oakland Parks and Recreation Advisory Commission;
- March 18, 2015: Alameda County Airport Land Use Commission;

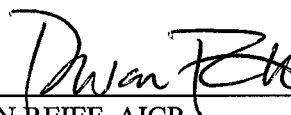
⁷ See Chapter 7 of the Final EIR.

- March 24, 2015: City Council Community and Economic Development Committee;
- March 31, 2015: Oakland City Council hearing #1, certifying the EIR, and adopting the Specific Plan; adopting the General Plan amendments; introducing the proposed zoning text and maps
- April 21, 2015: Oakland City Council hearing #2, adopting the proposed zoning text and maps.

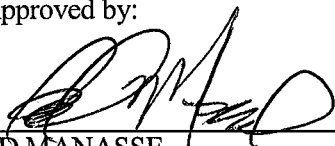
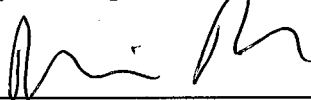
RECOMMENDATIONS:

1. Adopt the CEQA findings for the Coliseum Area Specific Plan (Specific Plan) in **Attachment F**, which include certification of the EIR, rejection of alternatives as infeasible, and a Statement of Overriding Considerations;
2. Adopt the Standard Conditions of Approval and Mitigation Monitoring Reporting Program (SCAMMRP) in **Attachment G**
3. Recommend the City Council adopt the Specific Plan, General Plan and Planning Code Amendments based, in part, upon the Specific Plan Adoption Findings in **Attachment F**; and
4. Authorize staff to make minor ongoing revisions and to make non-substantive, technical conforming edits to the Planning Code that may have been overlooked in deleting old sections and cross-referencing new sections to the new Coliseum District Zone (which are essentially correction of typographical and/or clerical errors) and to return to the Planning Commission for major revisions only.

Prepared by:

DEVAN REIFF, AICP
Planner III

Approved by:

ED MANASSE
Strategic Planning ManagerApproved for forwarding to the
City Planning Commission:DARIN RANELLETTI, Deputy Director
Department of Planning and Building**ATTACHMENTS:**

- A. February 4, 2015 Planning Commission Staff Report
- B. Proposed changes to the Oakland Planning Code ("zoning text amendments"), adding new section "Chapter 17.101H - D-CO Coliseum Area District Zones Regulations" and showing changes made since

February 4, 2015 Planning Commission hearing

B1. Proposed revisions throughout the Planning Code, to incorporate Chapter 17.101H - D-CO Coliseum Area District Zones Regulations, and to make non-substantive “code cleanups”

C. Proposed new zoning and General Plan designations maps

D. Draft EIR Comment letter from Alameda County Parks, Recreation and Historical Commission

E. East Bay Municipal Utility District letter, dated February 24, 2015.

F. CEQA findings

G. Standard Conditions of Approval and Mitigation Monitoring Reporting Program (SCAMMRP)

H. Map of Coliseum Plan Sub-Areas

I. Comparison Table of new D-CO zones with existing zones in the Plan Area