

CITY OF OAKLAND
AGENDA REPORT

2010 MAR 18 PM 6:11

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Community and Economic Development Agency
DATE: March 23, 2010

RE: **A Supplemental Report Summarizing Additional Information Furnished to the Community and Economic Development (CED) Committee on the Community Preferred Alternative for the Central Estuary Plan.**

SUMMARY

This is a continuation of a discussion item that was on the February 9, 2010, CED Committee agenda, per request of the Committee. At the February 9 meeting, the Strategic Planning Division of CEDA and its team of consultants developing a Specific Plan for the Central Estuary area presented the land use and transportation concepts for the Plan Area (the "*Community Preferred Alternative*") that were based on feedback from several community workshops and from the Planning Commission and advisory bodies such as the Parks and Recreation Advisory Board (PRAC) and the Landmarks and Preservation Advisory Board (LPAB).

The CED Committee raised a number of questions about the *Community Preferred Alternative*, in particular about proposed uses at the Owens Brockway site (Central East Subarea) and the South of Tidewater Area (East Subarea), which proposes redevelopment to residential uses and an R&D buffer and residential use, in these areas respectively. The CED Committee requested additional information about this alternative before it could make a recommendation to the full City Council. The Committee's request for additional information included analyzing modifications to the *Community Preferred Alternative* with respect to the relative impacts on jobs, the conversion of industrial land, the rationale for locating housing south of Tidewater, and other questions. This report presents additional information about the economic and fiscal impacts of land use conversions per the Committee's request.

City staff requests that the Committee recommend adoption of a draft preferred alternative to the full City Council as a basis for development of the draft Specific Plan. Based on discussion at the February 9 CED meeting, it appears that the CED Committee has the following options, to date:

- Recommend adoption of the *Community Preferred Alternative*
- Recommend adoption of a *revised Community Preferred Alternative* that proposes the Owens Brockway site be redeveloped to **employment intensive** uses instead of residential uses (hereafter "*Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea*")

Item: _____

Community and Economic Development Committee
March 23, 2010

- Recommend that no changes from existing conditions be proposed in the Owens Brockway and South of Tidewater Area. With this option, staff would no longer pursue the development of a specific plan for the area since it would result in no proposed redevelopment for the Plan Area that could generate revenues for infrastructure improvements. Instead, staff would proceed with an effort to rezone the area to be consistent with the Estuary Policy Plan.

Staff recommends that the Committee recommend adoption of the *Community Preferred Alternative* as the draft preferred alternative to the full Council. Based on input from the advisory bodies, Planning Commission and City Council, the preferred alternative will be refined and a draft Specific Plan prepared including proposed land uses, as well as design standards and guidelines reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the community, advisory bodies, Planning Commission and City Council for comment, which will be incorporated into the final Specific Plan. The adoption of a preferred alternative does not commit the City Council to a particular course of action, nor does it prevent the City Council from making changes to the draft or final specific plan, including the selection of a new preferred alternative, *provided that appropriate CEQA review has been conducted for the new alternative.*

The following report presents a more detailed response to questions posed by the CED Committee at the February 9, 2010 meeting.

PROGRAM DESCRIPTION

The Central Estuary Plan Area is generally encompassed by 19th Ave. to the north, 54th Ave. to the south, I-880 to the east and the Oakland Estuary to the west (*Attachment A*).¹

Through an extensive community outreach and involvement process, including a series of six community workshops attended by between 40 to 70 participants, three draft alternative development concepts and a draft preferred alternative for the area were developed. The three draft alternatives offered a variety of different configurations of proposed future land uses and street networks and included extensive analysis of transportation, economic, demographic, public health, and sustainability impacts. Based on these alternatives, the community expressed preferences for maintaining and expanding industry and jobs that have economically and environmentally beneficial impacts. Additionally, they supported creating targeted opportunities for redevelopment to support the expansion of the existing Kennedy Tract neighborhood and providing healthier, safer and higher-quality conditions for the neighborhood, the Plan Area, the City and the region. In a well-attended and interactive workshop, diverse interest groups

¹ Attachment A: Existing Land Uses and Changes Proposed by the Community Preferred Alternative and Attachment B: Community Preferred Alternative Map are also available online at the project website in the "Plan Documents" section: www.oaklandnet.com/central_estuary_plan

Item: _____

Community and Economic Development Committee
March 23, 2010

including residents, business owners and interested advocacy groups coalesced around a preferred alternative that reflects these priorities.

The *Community Preferred Alternative* is a hybrid of the three draft land use alternatives, incorporating certain components from each alternative. The preferred alternative includes: (1) West Subarea: mixed-use infill, strengthening of the existing specialty food producing industrial area; (2) Central West Subarea: preservation of the existing neighborhood including live/work uses; (3) Central-East Subarea: new mixed-use residential development; and (4) East Subarea: industrial uses and limited residential development buffered by research and development/light industrial uses. (See *Attachment B* for the *Community Preferred Alternative* Map.)

KEY ISSUES AND IMPACTS

Key issues discussed at the February 9 CED meeting related to the uses proposed in the *Community Preferred Alternative* at the Owens Brockway site and the South of Tidewater Area. The following responses are provided to questions posed by the CED Committee at the February 9, 2010 meeting. Note that questions have been grouped by topic. Unless otherwise noted, questions are written as posed by CED members.

1. The following section responds to questions raised about the relative fiscal, employment and property tax revenue impacts if the Owens Brockway site remained designated for industrial uses (and not residential uses as indicated in the *Community Preferred Alternative*).

a. Fiscal Analysis Comparison

In response to CED Committee members' questions, an alternative fiscal impact analysis was prepared to consider the fiscal impact of a scenario in which the Owens Brockway site is redeveloped with more intensive employment uses rather than with residential uses and some mixed use, as proposed in the *Community Preferred Alternative* (both scenarios assume that redevelopment would only occur if and when Owens-Brockway vacates the property of its own volition—no use of eminent domain is proposed). It is important to note that in this scenario, the previously proposed redevelopment of the area east of Owens-Brockway to High Street (“the Warehouse Triangle”) is not feasible. Without the revenues that would be generated by redeveloping Owens-Brockway with residential uses, significant infrastructure improvements such as new streets and moving Alameda Avenue would not be possible, and therefore, have been eliminated from the analysis described below. The alternate scenario analyzed below is referred to as the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea*.

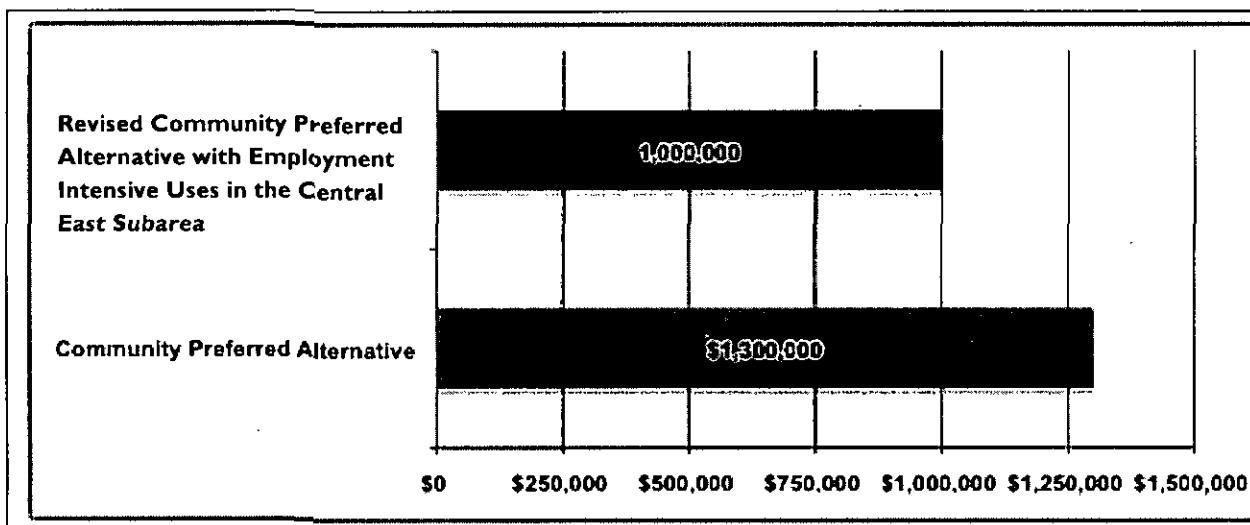
A preliminary draft fiscal impact analysis of the *Community Preferred Alternative with Employment Intensive Uses in Central East Subarea* projects that over the course of the 25-year time horizon of the Central Estuary Plan, the fiscal impact will be variable and highly dependent upon the phasing of new development and redevelopment. At build-out (2035), it is projected

Item: _____

that the impact of the Plan will be fiscally positive, with marginal revenues to the general fund exceeding marginal expenditures by \$1.0 million (2009 dollars). As shown in **Figure 1** below, **this fiscal impact is less positive than that of the *Community Preferred Alternative* (\$1.3 million). This is due to reductions in sales, property tax, and real estate transfer tax revenue, partly offset by significant reductions in expenditures on public services, as a consequence of a smaller projected residential population and less extensive road network (*Attachment C*).**

The fiscal impact only addresses changes to costs and revenues related to on-going operations and maintenance, not the up-front costs associated with new infrastructure. However, a significant investment in new road construction, demolition, and land remediation will be necessary to support the new development outlined in the plan, whether redevelopment to residential use, as proposed in the *Community Preferred Alternative*, or to more intensive employment use occurs. While some of this will be funded by developers, much of this investment would need to precede new development, suggesting a source of public infrastructure funding, such as from Oakland Redevelopment Agency (ORA), may be required. As shown in **Figure 2** on the following page, over the course of the 25-year period of the plan, the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* will only yield a small return to the ORA. From 2010 to 2035, the ORA would collect approximately \$31 million in tax increment, including \$16 million that is not part of the required set-aside for schools or housing; this represents a dramatic reduction from the *Community Preferred Alternative*, which would yield \$82 million in tax increment, including \$42 million that is not set-aside.

Fig. 1 Build-out (2035) Net Fiscal Impact of Central Estuary Plan to City General Fund (2009 dollars)



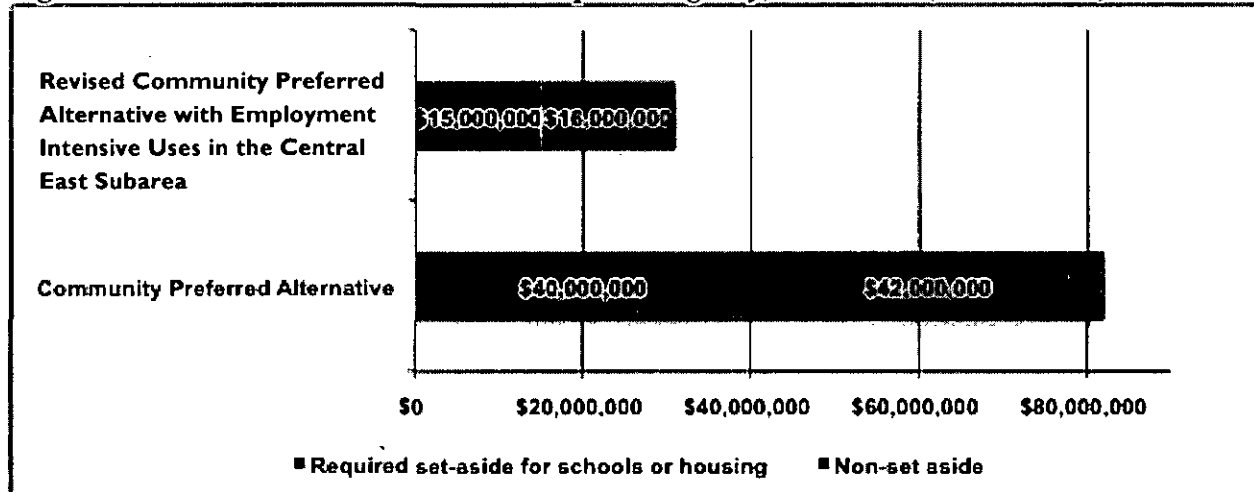
Source: Strategic Economics, March 2010

Item: _____

Community and Economic Development Committee

March 23, 2010

Fig. 2 Tax Increment to Oakland Redevelopment Agency, 2010-2035 (2009 dollars)



Source: Strategic Economics, March 2010

Compared to the three alternatives initially evaluated, the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* would have a more positive fiscal impact at build out than Alternative 2, though less positive than both Alternative 1 and Alternative 3. **This alternative would generate less non-set-aside tax increment for the ORA than any of the previously proposed alternatives.**

b. Employment Analysis Comparison

This section responds to the following questions asked by CED Committee members: “How many jobs would be lost by converting these properties? What are the new jobs that would be attracted?”

No jobs would be lost as a direct result of changing the zoning of these properties, as no eminent domain is proposed as part of this plan.

A map showing existing employment density (number of jobs per acre) has been provided for context purposes (*Attachment D*). Assuming all parcels indicated for change were voluntarily left by their existing tenants or sold by their existing owners, the uses outlined in the *Community Preferred Alternative* (including revised employment figures provided by Owens-Brockway) would result in a net gain of 67 jobs. The uses outlined in the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* would support a net gain of 882 jobs. This reflects 1,606 new jobs that could be accommodated in place of the 724 jobs that would be displaced. Five hundred twenty-one of the displaced jobs would be in the

Item: _____

Central East Subarea (including Owens-Brockway) and 158 in the East Subarea (South of Tidewater).²

Under the *Community Preferred Alternative*, of the projected 1,101 new jobs (net gain of 67 jobs), 117 would be expected to pay \$25 per hour or more and 134 would pay less than the Oakland Living Wage of \$12.45. The majority, roughly 230, of jobs attracted to replace lost jobs would require a bachelor's degree or more, replacing jobs requiring on-the-job training alone.

In general, the type of employment-uses outlined in the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* would support high-paying jobs. Of the projected 882 net gain in jobs, 634 (72 percent) would be expected to pay at least \$25 per hour; only 52 (6 percent) would pay less than the Oakland Living Wage of \$12.45. However, the majority of the increase in employment would be in jobs that require a bachelor's degree or more. Specifically, there would be a net gain of 533 jobs (60 percent) that require such a degree, but a gain of only 211 jobs (24 percent) that require on-the-job training alone. Consequently, most of the expansion in employment would be in occupations that would not be accessible to the Plan Area's current workforce. Detailed analysis tables have been included as *Attachment E*.

c. Property Tax Comparison

This section responds to the following question asked by CED Committee members: "What is the current tax base?"³

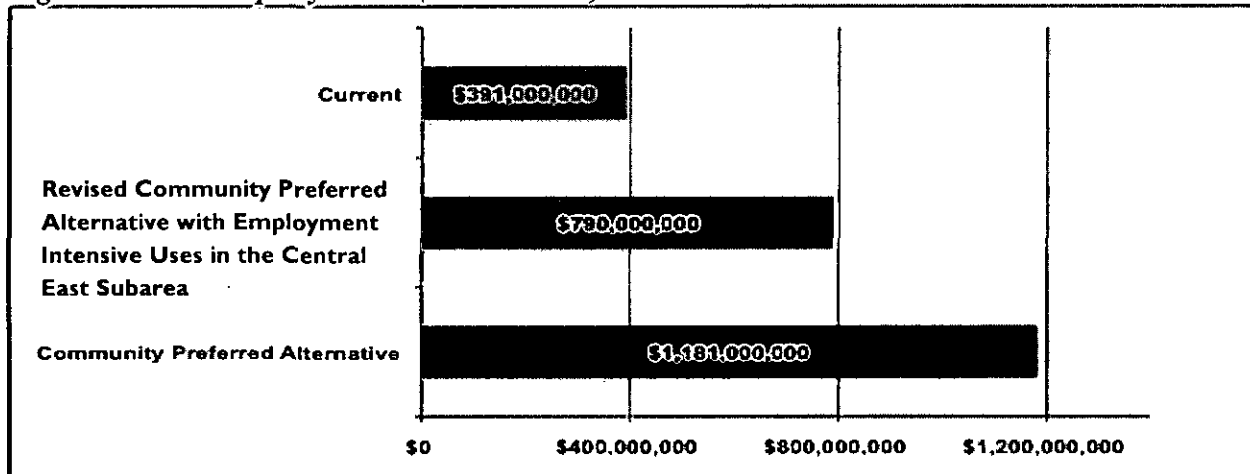
A map showing property tax per acre for all parcels in the Plan area is provided for context purposes (*Attachment F*). As shown in **Figure 3** on the following page, the properties in the Plan Area currently have a combined taxable value of approximately \$391 million. Under the *Community Preferred Alternative*, it is projected that the Plan Area would have a combined taxable value of approximately \$1.181 billion. In the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea*, it is projected that the Plan Area would have a combined taxable value of approximately \$790 million.

² The employment chapter of the Alternatives Report addresses the new and replaced jobs by subarea, wage category, and training/education requirements for the *Community Preferred Alternative* on pages 166-167.

³ The only data tax information available is property tax revenue; therefore, revenue streams other than property tax are not addressed here.

Item: _____

Fig. 3 Taxable Property Value (2009 dollars)



Source: Strategic Economics, March 2010

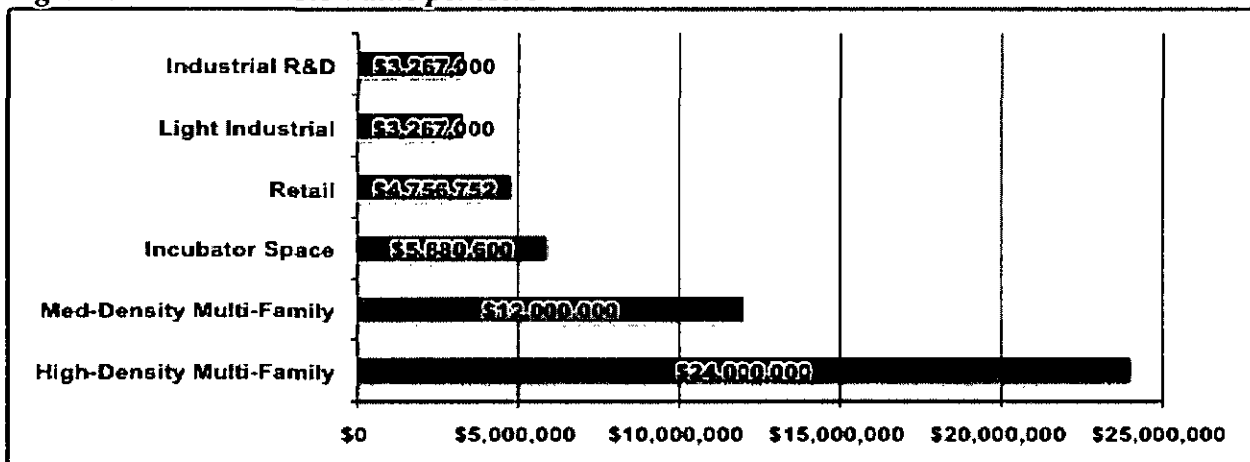
2. How much revenue does the City receive from the current operations on these properties?

Total property tax receipts (including those directed to the general fund, the ORA, special assessment districts, and other entities) for the entire Central Estuary Plan study area is currently approximately \$5 million. Of this, roughly \$200,000 is from the properties South of Tidewater and \$900,000 is from the Owens-Brockway parcel.

3. What are the tax revenues for different kinds of uses?

At the high end, under current market conditions, it can be expected that high density residential uses would represent roughly \$24 million in taxable value per acre. In contrast, industrial uses would only be expected to have taxable values of approximately \$3.3 million per acre. Not included in the table below (Figure 4) are sales taxes. On average, given that retail uses generate \$300 in sales per square foot of building area, this use can be expected to generate an additional \$39,000 in taxes per acre of land.

Fig 4 Estimated Taxable Value per Acre



Source: Strategic Economics, 2010

Item: _____

4. What are the other kinds of economic impacts (i.e. what is the cost of public services for light industrial vs. residential areas)?

As noted above, different land uses can be expected to generate a different set of impacts to the City's general fund, in terms of both revenues and expenditures. For instance, relative to industrial uses, residential uses tend to require substantially greater expenditures on police and fire services. Conversely, because of greater land values and more frequent property transactions, residential uses tend to generate much more revenue for the general fund than other uses.

In terms of capital costs, industrial uses tend to have less costly requirements, with less demand for environmental remediation and street and streetscape infrastructure. However, since the value of residential projects is so much greater than other uses, enhanced capital needs are better able to be addressed through developer agreements and impact fees.

Figures showing the overall projected fiscal impact of the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* is included as **Attachment C**.

5. Quantify the economic benefit for placing housing in the (Tidewater) area

Previous assessments on the ability for new development to finance the infrastructure and access improvements for the entire Plan Area were based on an area-wide financing mechanism such as a Community Facilities District that assumed substantial high-value redevelopment in the Central East Subarea (including Owens Brockway and the Warehouse Triangle) and South of Tidewater. It is unlikely that the development South of Tidewater alone could generate sufficient revenues to build needed Plan Area infrastructure and access improvements. While exact costs cannot be determined at this time, we believe that housing South of Tidewater would cover the cost of circulation infrastructure improvements east of High Street, including improving Tidewater Avenue, providing new street and public access to Martin Luther King Shoreline Park, and a new roadway connection to Oakport Street. At build-out (2035), the land use changes proposed for the Tidewater area are projected to provide a net fiscal benefit of \$854,000 to the general fund. Without these changes, the *Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea* would be barely fiscally positive (\$174,000). Moreover, the changes proposed in the South of Tidewater Area would generate approximately \$15 million in tax increment to the ORA; this represents roughly half of the increment that would be generated under this alternative.

6. What are the justifications for placing housing in the (Tidewater) area besides the view?

Land values and commercial rents are very low in the Tidewater area, despite the waterfront and park location, due to the lack of infrastructure and accessibility, and many safety issues (as cited by area property and business owners). Developing residential in this area could:

Item: _____

Community and Economic Development Committee

March 23, 2010

- Contribute to the necessary revenues to improve infrastructure for industry and attract more job-intensive development;
- Provide increased activity in the area to improve safety and security; and,
- Provide increased public access to MLK Shoreline Park.

7. *What are the economic impacts of all of the non-compatible uses in one area?*

This question is in regards to placing residential and research and development (R&D) near industrial land uses, as proposed in the South of Tidewater Area. The concern expressed by some is that the residential development South of Tidewater would be impacted by adjacent industrial uses, or that adjacent industrial uses would be threatened by residential continuing to expand into the area in the future. A research and development office building, as is proposed in the *Community Preferred Alternative*, along the southern side of Tidewater Avenue, is intended to provide an appropriate buffer to ensure that residential development and light industrial are not in conflict. R&D that can support the generation of new industrial businesses, is an industrial space type that is in demand in Oakland, and is a more job-intensive (on a jobs per acre basis) use than existing light industry. Examples of high quality R&D employment facilities adjacent to new and desirable residential development abound in the Bay Area. See *Attachment G* for examples of the types of job-intensive industries and adjacent housing that might seek out such conditions.

8. *What are the options to require a percentage of housing units to be affordable?*

Fifteen percent of the units that are developed in a Redevelopment Area over the life the Redevelopment Plan have to be affordable. It is not required that any one project contain affordable units (whether funded by ORA or not). Oakland does not currently have an inclusionary housing requirement; this was considered in the recent past by the City Council, however, no such policy was passed at the time. If the City wanted to require affordable housing units as part of future development in the Specific Plan Area, a nexus study pursuant to AB1600 may need to be conducted to demonstrate that there was a clear relationship between the need and amount of fee/housing being required. Moreover, it is unclear at this point, based upon recent case law, whether an inclusionary requirement could be imposed on a rental housing developer. Otherwise, it is possible that the City could enter into agreements with developers on individual projects to provide affordable housing (particularly if financing or other types of incentives are offered).

9. *How to ensure community benefits if the land is rezoned?*

The Specific Plan may stipulate required community benefits such as affordable housing, open space and community facilities, and public access, if a nexus study pursuant to AB1600 is conducted to demonstrate that there was a clear relationship between the need for and amount of the fee or other imposed requirement.

Item: _____

10. Where would existing jobs and businesses go? Is there a plan for relocation or incentive packages?

The Specific Plan will not propose eminent domain or any forced relocation of any businesses. As such, there is no intention or need to relocate or incentivize relocation of any existing businesses. The Specific Plan is a roadmap for the future of parcels *if and when* their current tenants and owners choose to relocate due to forces beyond the control of the Plan. Where appropriate, many of the businesses could relocate to the Port/Army Base.

The Plan could acknowledge the need for relocation plans as part of a Disposition and Development Agreement (DDA) with a future developer where a developer intends to redevelop an area and hopes to encourage existing business to leave, but actual proposed relocation is beyond the scope of the Plan. If Redevelopment funds are used for any project in the area that results in the need to relocate businesses or houses, those businesses or households will receive relocation assistance as required per California law.

11. Would there be a chain effect on other businesses in Oakland if we lose some of these industrial businesses?

It would be very difficult or impossible to quantify this without more detailed study of each business. The Central Estuary Plan Existing Conditions Report discusses clustering/co-location efficiencies for certain area businesses (e.g. food industry, aggregate/asphalt), but in a larger sense it is not possible to provide a definitive answer to this question. Note that two businesses with significant regional impact, ConAgra and Hanson Aggregate, are both anticipated to remain in the study area.

12. What is the access plan for the Tidewater area?

Redevelopment of Tidewater Avenue and a new road along the edge of PG&E's property connecting to Oakport Street are key infrastructure proposals for the improvement of this area. New streets and connections to the area open space proposed are shown on the *Community Preferred Alternative* map (**Attachment B**). The transportation consultants for the team, Arup, have completed an initial run of the traffic model for the *Community Preferred Alternative* and find the circulation plan supports the proposed land use changes in the South of Tidewater Area.

13. Who would pay for the access plan?

New development and businesses would pay for much of the infrastructure improvements through a Community Facilities District, impact fees, and developer agreements. This would need to be supported by Redevelopment Agency financing.⁴ Once the Preferred Alternative is finalized, detailed development and infrastructure financing plans that set forth the timing and amount of infrastructure funding derived from the land use changes will be developed. It is important to note that if the overall level of new development in the area is decreased below the amount proposed in the *Community Preferred Alternative*, it may be difficult to finance the proposed access improvement using an area-wide land based financing mechanism, such as a Community Facilities District. If the level of future development within the area is insufficient

⁴ This is addressed in detail on pages 168-170 of the Alternatives Report.

to support future access improvement costs, then the City would have to seek other sources of funding to complete this infrastructure, including additional tax increment or other sources.

14. Please provide a map that overlays current uses and existing businesses with proposed uses.

Please see *Attachment A*.

NEXT STEPS

Based on input from the advisory bodies, Planning Commission and City Council, the preferred alternative will be refined and a draft Specific Plan prepared including proposed land uses, as well as design standards and guidelines reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the advisory bodies, Planning Commission and City Council for comment; the comments will be incorporated into the final Specific Plan.

The next public workshop, the seventh of a total of eight, is planned to be held once the draft Specific Plan is nearing completion. At that workshop key elements of the draft Specific Plan will be presented for public input. The public review draft Specific Plan is anticipated to be circulated in summer 2010 and presented to the community, City advisory bodies, Planning Commission and City Council for review and comment thereafter. Based on this input, a revised public review draft will be prepared and circulated. Following inclusion of public and City comments, the Specific Plan will be finalized. Preparation of the EIR will begin after the preferred alternative is selected. Once the Specific Plan and EIR are complete, adoption hearings will be held.

RECOMMENDATION

City staff requests that the Committee recommend adoption of the draft *Community Preferred Alternative* to the full City Council as a basis for development of the draft Specific Plan.

ALTERNATE RECOMMENDATIONS

Based on discussion at the February 9 CED meeting, it appears that the CED Committee has also raised the following options:

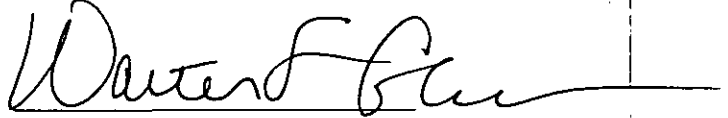
- Recommend adoption of a *revised Community Preferred Alternative* which proposes that the Owens Brockway site be redeveloped to **employment intensive** uses instead of residential uses (“*Revised Community Preferred Alternative with Employment Intensive Uses in the Central East Subarea*”)
- Recommend that no changes from existing uses be proposed in the Owens Brockway and South of Tidewater Area. As noted above, with this option, staff would no longer pursue

Item: _____

Community and Economic Development Committee
March 23, 2010

the development of a specific plan for the area since it would result in no proposed redevelopment for the Plan Area that could generate revenues for infrastructure improvements. Instead, staff would proceed with an effort to rezone the area to be consistent with the Estuary Policy Plan.

Respectfully submitted,



Walter S. Cohen, Director
Community and Economic Development Agency

Reviewed by:
Eric Angstadt, Deputy Director, CEDA

Prepared by:
Alisa Shen, Planner III
Strategic Planning

FORWARDED TO THE
COMMUNITY ECONOMIC DEVELOPMENT COMMITTEE:



Office of the City Administrator

ATTACHMENTS:

- A. Map of Existing Land Uses and Changes Proposed by Community Preferred Alternative
- B. Community Preferred Alternative Map
- C. Fiscal Impact Analysis of Community Preferred Alternative and Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea
- D. Map of Existing Employment Density of the Plan Area (2009)
- E. Employment Analysis of Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea
- F. Map of Existing Property Tax Per Acre of the Plan Area (2009)
- G. Bay Area Examples of Industrial to Residential Land Use Transitions

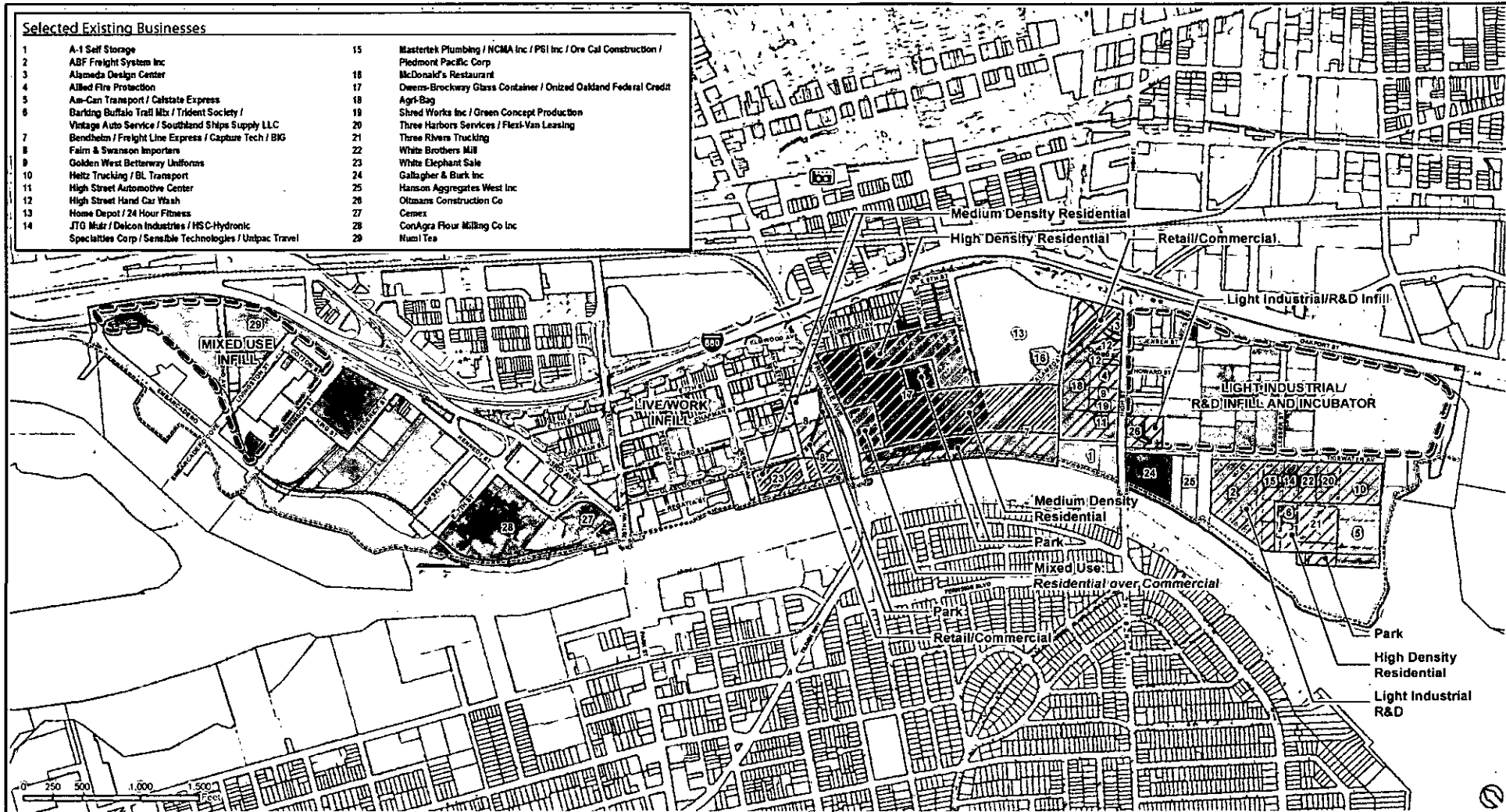
Item: _____

Community and Economic Development Committee
March 23, 2010

Attachment A: Existing Land Uses and Changes Proposed by Community Preferred Alternative

Selected Existing Businesses

| | | | |
|----|--|----|--|
| 1 | A-1 Self Storage | 15 | Mastertek Plumbing / NCMA Inc / P&I Inc / Ore Cal Construction / Piedmont Pacific Corp |
| 2 | ABF Freight System Inc | 16 | McDonald's Restaurant |
| 3 | Alameda Design Center | 17 | Owens-Brockway Glass Container / Onized Oakland Federal Credit |
| 4 | Allied Fire Protection | 18 | Agri-Bag |
| 5 | Am-Can Transport / Calstate Express | 19 | Shred Works Inc / Green Concept Production |
| 6 | Barking Buffalo Trail Mbx / Trident Society / | 20 | Three Harbors Services / Flexi-Van Leasing |
| 7 | Vintage Auto Service / Southland Ships Supply LLC | 21 | Three Rivers Trucking |
| 8 | Bendheim / Freight Line Express / Capture Tech / BKI | 22 | White Brothers Mill |
| 9 | Fairm & Swanson Importers | 23 | White Elephant Sale |
| 10 | Golden West Betterway Uniforms | 24 | Gallagher & Burk Inc |
| 11 | Heltz Trucking / BL Transport | 25 | Hanson Aggregates West Inc |
| 12 | High Street Automotive Center | 26 | Oltmans Construction Co |
| 13 | High Street Hand Car Wash | 27 | Cemex |
| 14 | Home Depot / 24 Hour Fitness | 28 | CoruGra Flour Milling Co Inc |
| | JTG Mdr / Delcon Industries / HSC-Hydronic | 29 | Nuon Tea |
| | Specialties Corp / Sensible Technologies / Untpac Travel | | |



Sources: City of Oakland 2008; Urban Explorer 2008; Dun & Bradstreet 2008; Community Design + Architecture 2010

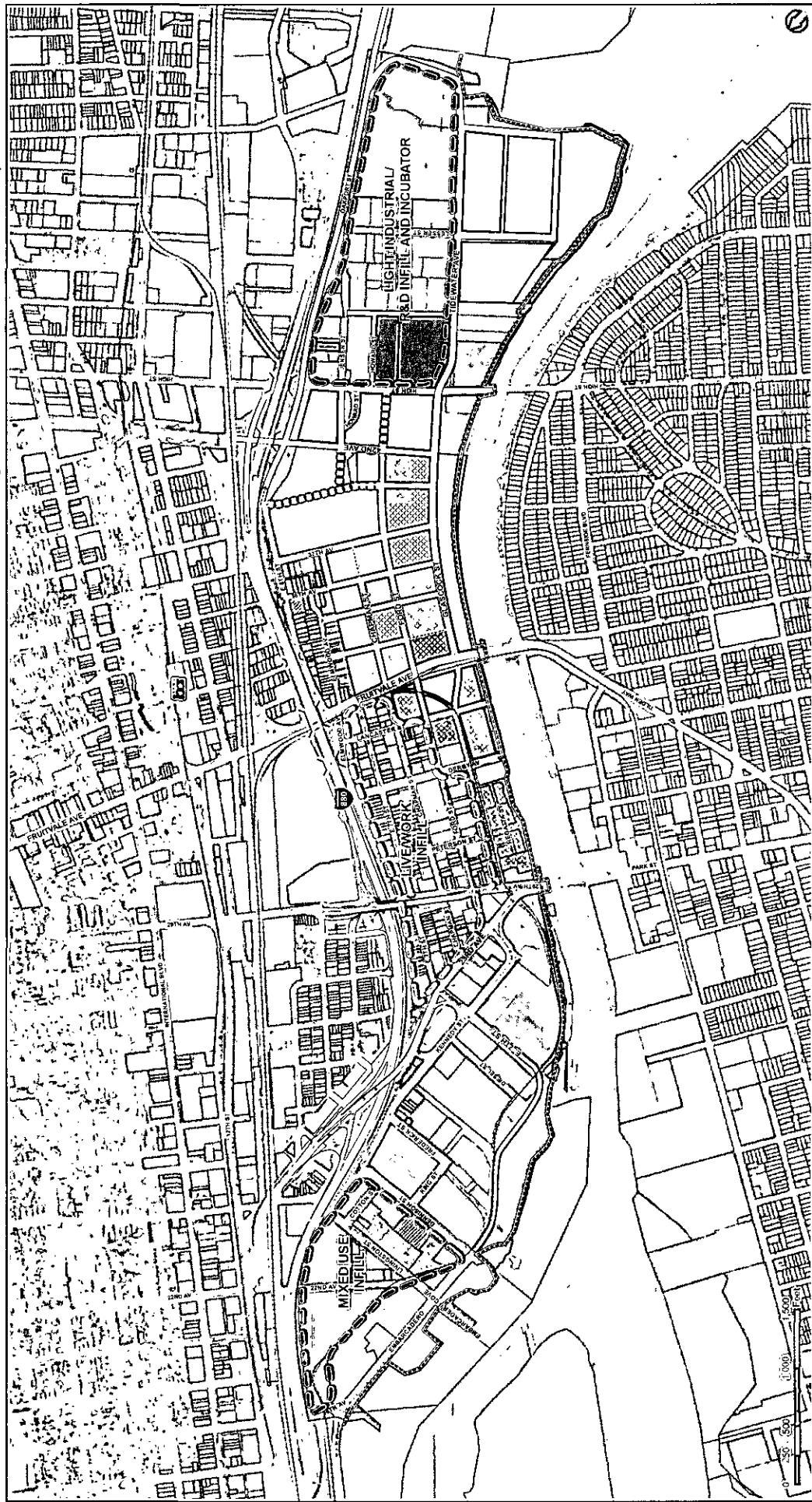
DRAFT Existing Land Uses and Changes Proposed by Community Preferred Alternative

February 22, 2010

| | | |
|--|--|---|
| <p>Existing Land Use</p> <ul style="list-style-type: none"> Single Family Res Industrial (Heavy) Industrial (Light) / R&D Industrial (Warehouse) Vacant or Parking Lot Medium Density Res High-Density Res Live/Work Mbd Use Retail/Commercial Office Institutional Publicly Owned Parks Automotive Utilities | <p>Proposed Land Use Changes (Overlay)</p> <ul style="list-style-type: none"> Medium Density Res High Density Res Mbd Use Retail/Commercial Light Industrial / R&D Park | <p>Other Features</p> <ul style="list-style-type: none"> LiveWork Infill Mbd Use Infill Light Industrial / R&D Infill and Incubator Bay Trail Rail (non-BART) Underpass Ped/Bike Underpass |
|--|--|---|



Attachment B. Community-Preferred Land Use Alternative, updated Jan. 8, 2010



DRAFT Preferred Alternative

| | | | | | | |
|--------------------------|--------------------|-------------------|----------------|--------------------|------------------|---|
| Subarea Boundaries | Utilities | Live/Work | Industrial Lot | Rail (non-BART) | Live/Work Infill | Light Industrial/R&D Infill and Incubator |
| Land Use | Automobile | Mixed Use | Commercial Lot | Underpass | Mixed Use Infill | |
| Industrial (Heavy) | Single-Family Res | Retail/Commercial | Vacant Lot | Ped/Bike Underpass | | |
| Industrial (Light) / R&D | Medium-Density Res | Office | Parking Lot | | | |
| Industrial (Warehouse) | High-Density Res | Institutional | Publicly Owned | | | |
| | | | | Bay Trail | | |
| | | | | Drive Aisle | | |
| | | | | Public Street | | |

January 5, 2010

CENTRAL ESTUARY PLAN
A Vision for Oakland's Estuary

COMMUNITY DESIGN - ARCHITECTURAL
PLANNING • DESIGN • ENVIRONMENTAL • LAND USE

CITY OF OAKLAND

Attachment C: Fiscal Impact of Community Preferred Alternative and Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea

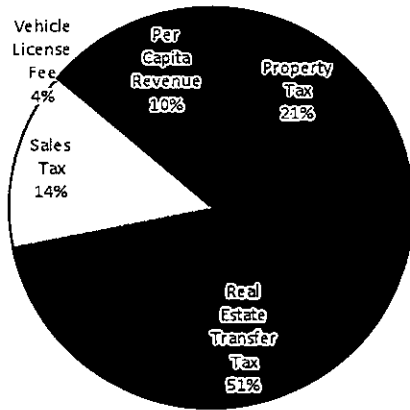
Fiscal Impact of Community Preferred Alternative AND Community Preferred Alternative with Employment Intensive Uses in Central-East Subarea at Build-Out (2035)

| | Community Preferred Alternative* | Community Preferred Alternative with Employment Intensive Uses in Central-East Subarea |
|-----------------------------------|----------------------------------|--|
| Revenues | | |
| Property Tax | \$1,432,000 | \$659,000 |
| Real Estate Transfer Tax | \$3,525,000 | \$1,973,000 |
| Sales Tax | \$870,000 | \$186,000 |
| Vehicle License Fee | \$236,000 | \$109,000 |
| Per Capita Revenue | \$667,000 | \$426,000 |
| Subtotal | \$6,730,000 | \$3,353,000 |
| Expenditures | | |
| Per Capita Cost Items | \$1,358,000 | \$606,000 |
| Public Works | \$397,000 | \$30,000 |
| Libraries | \$113,000 | \$51,000 |
| Fire | \$1,135,000 | \$515,000 |
| Police Cost | \$2,476,000 | \$1,123,000 |
| Subtotal | \$5,479,000 | \$2,325,000 |
| Net Impact on General Fund | \$1,251,000 | \$1,028,000 |

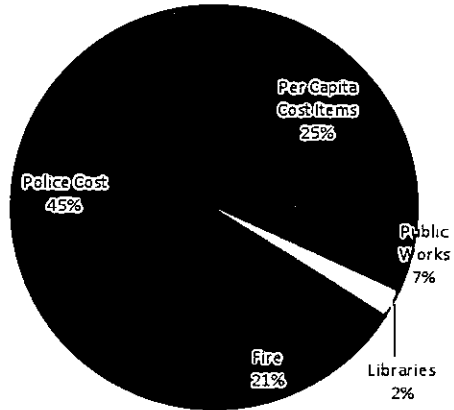
Source: Strategic Economics, 2010

* Preferred alternative figures are revised as of March, 2010. These figures reflect updated projections based on corrected information about the employment density at Owens-Brockway facility and supersede figures cited in the 1/29/2010 Alternatives Report.

Community Preferred Alternative: Fiscal Impact Revenue and Expenditure Breakdown at Build-out (2035)

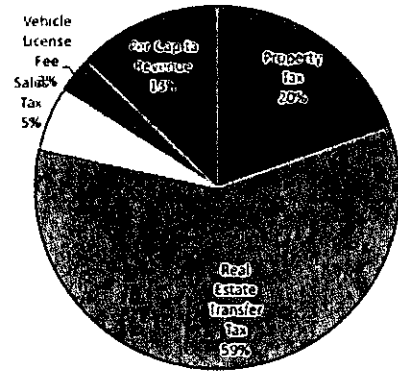


Revenues

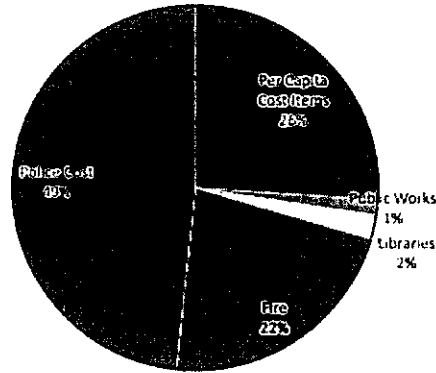


Expenditures

Community Preferred Alternative with Employment Intensive Uses in Central-East Subarea: Fiscal Impact Revenue and Expenditure Breakdown at Build-out (2035)

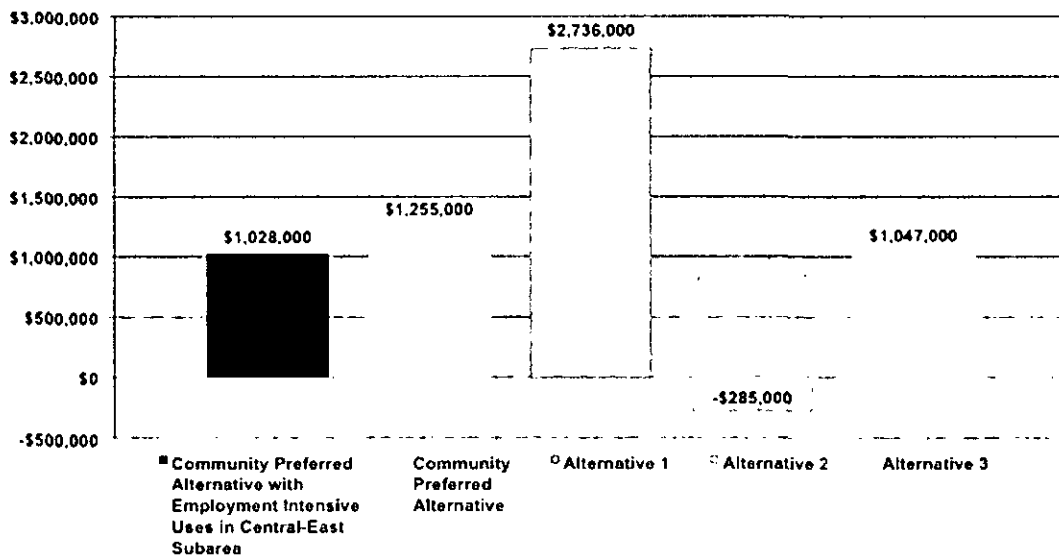


Revenues

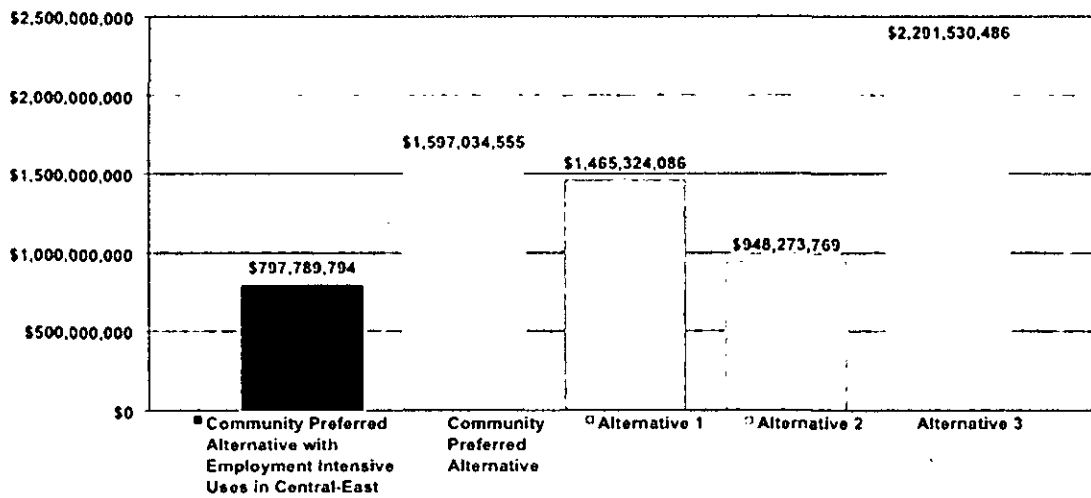


Expenditures

Fiscal Impact at Build-out (2035)

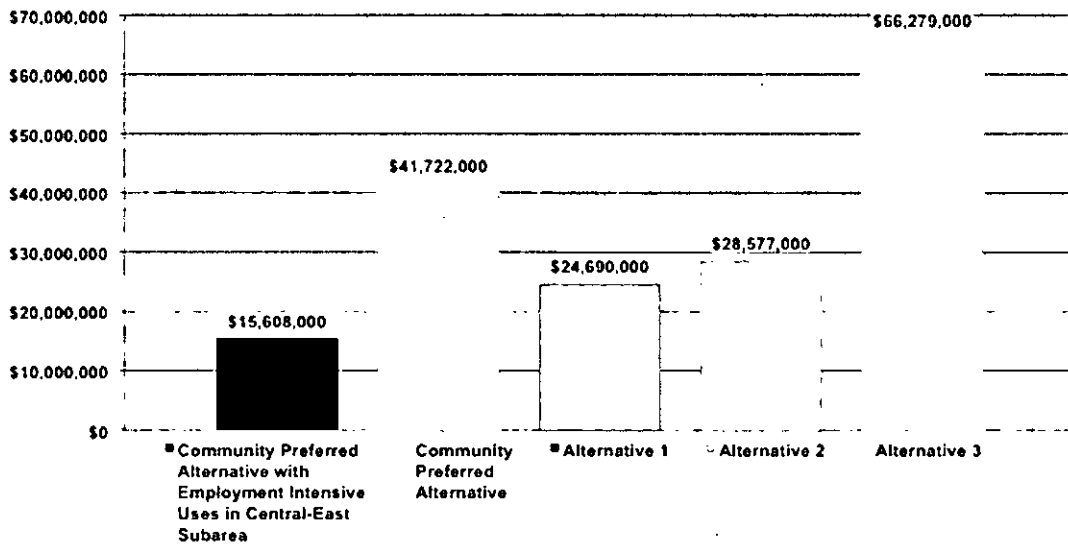


Total Tax Increment Captured by Oakland Redevelopment Authority by Year 2035

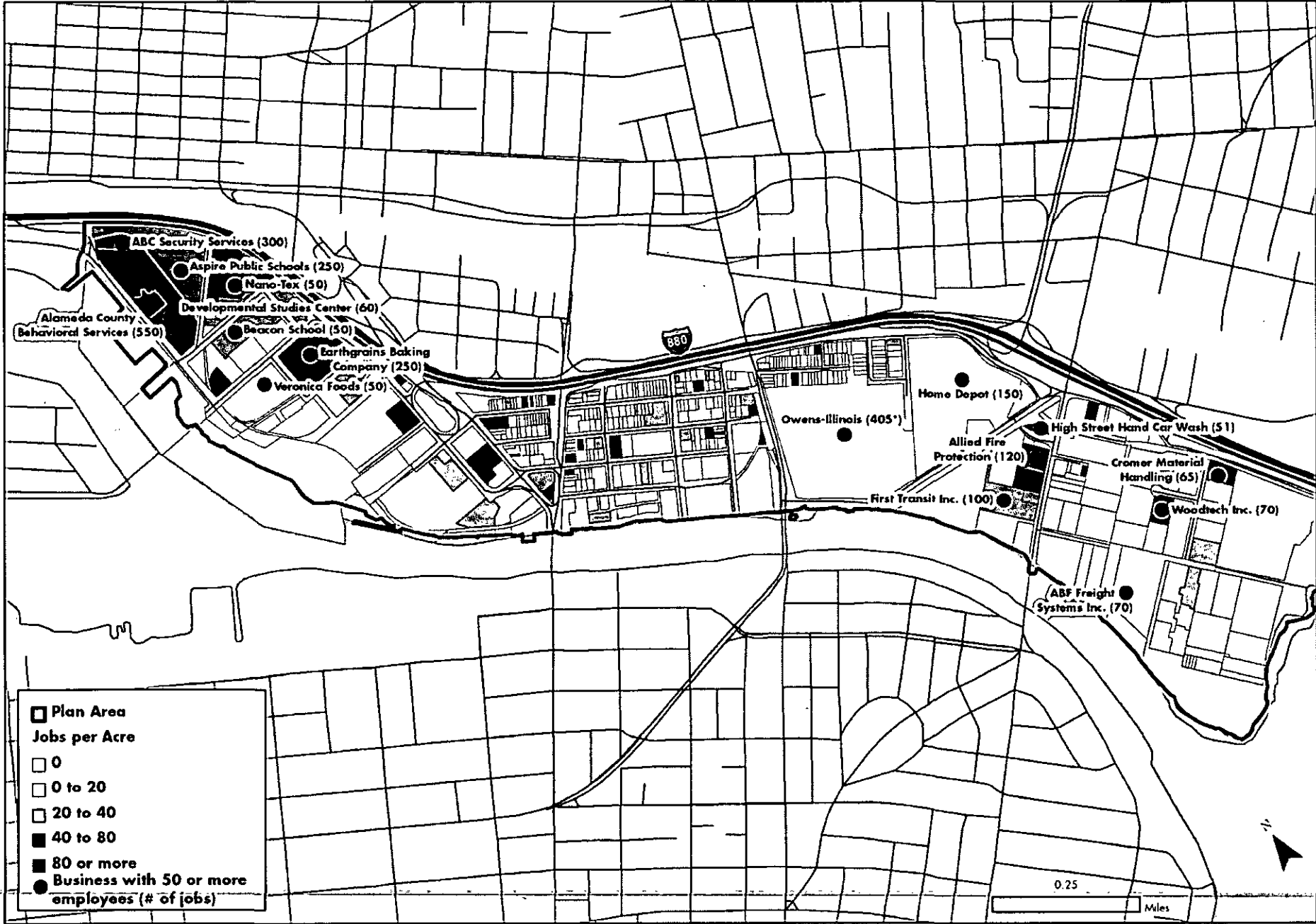


| | Community Preferred Alternative | Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea |
|-------------------------------|--|---|
| General Activities | \$42,000,000 | \$16,000,000 |
| Housing and School Set-Asides | \$40,000,000 | \$15,000,000 |
| Total | \$82,000,000 | \$31,000,000 |

Non-Set Aside Tax Increment to Oakland Redevelopment Authority by Year 2035



2009 Employment Density



Source: All data from Urban Explorer 2009 except for Owens-Illinois, which is based on information provided by Pam Fernandez, Owens-Illinois, Industrial Relations Director (3/1/10)

Attachment E:

Employment Analysis of Community Preferred Alternative and Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea

Wage Analysis Employment Change of Community Preferred Alternative at Build-Out (2035)

| Wage Category | Displaced Jobs | | New Jobs | | Net New Jobs | |
|-----------------|----------------|---------------|--------------|---------------|--------------|---------------|
| | # | % | # | % | # | % |
| \$12.45 or less | 227 | 22% | 361 | 33% | 134 | 201% |
| \$12.45-\$17.50 | 270 | 26% | 132 | 12% | -138 | -206% |
| \$17.50-\$25.00 | 257 | 25% | 204 | 18% | -53 | -79% |
| \$25.00-\$35.00 | 207 | 20% | 192 | 17% | -14 | -21% |
| \$35.00-\$45.00 | 26 | 2% | 96 | 9% | 70 | 105% |
| \$45.00-\$55.00 | 33 | 3% | 70 | 6% | 37 | 55% |
| \$55.00 and up | 6 | 1% | 31 | 3% | 24 | 36% |
| n/a | 10 | 1% | 15 | 1% | 6 | 8% |
| Total | 1,034 | 100.0% | 1,101 | 100.0% | 67 | 100.0% |

Wage Analysis Employment Change of Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea at Build-Out (2035)

| Wage Category | Displaced Jobs | | New Jobs | | Net New Jobs | |
|-----------------|----------------|---------------|--------------|---------------|--------------|---------------|
| | # | % | # | % | # | % |
| \$12.45 or less | 106 | 25% | 229 | 14% | 123 | 10% |
| \$12.45-\$17.50 | 70 | 17% | 268 | 17% | 198 | 17% |
| \$17.50-\$25.00 | 125 | 30% | 283 | 18% | 158 | 13% |
| \$25.00-\$35.00 | 77 | 18% | 368 | 23% | 291 | 25% |
| \$35.00-\$45.00 | 14 | 3% | 218 | 14% | 204 | 17% |
| \$45.00-\$55.00 | 13 | 3% | 152 | 9% | 139 | 12% |
| \$55.00 and up | 4 | 1% | 66 | 4% | 62 | 5% |
| n/a | 10 | 2% | 23 | 1% | 13 | 1% |
| Total | 418 | 100.0% | 1,606 | 100.0% | 1,187 | 100.0% |

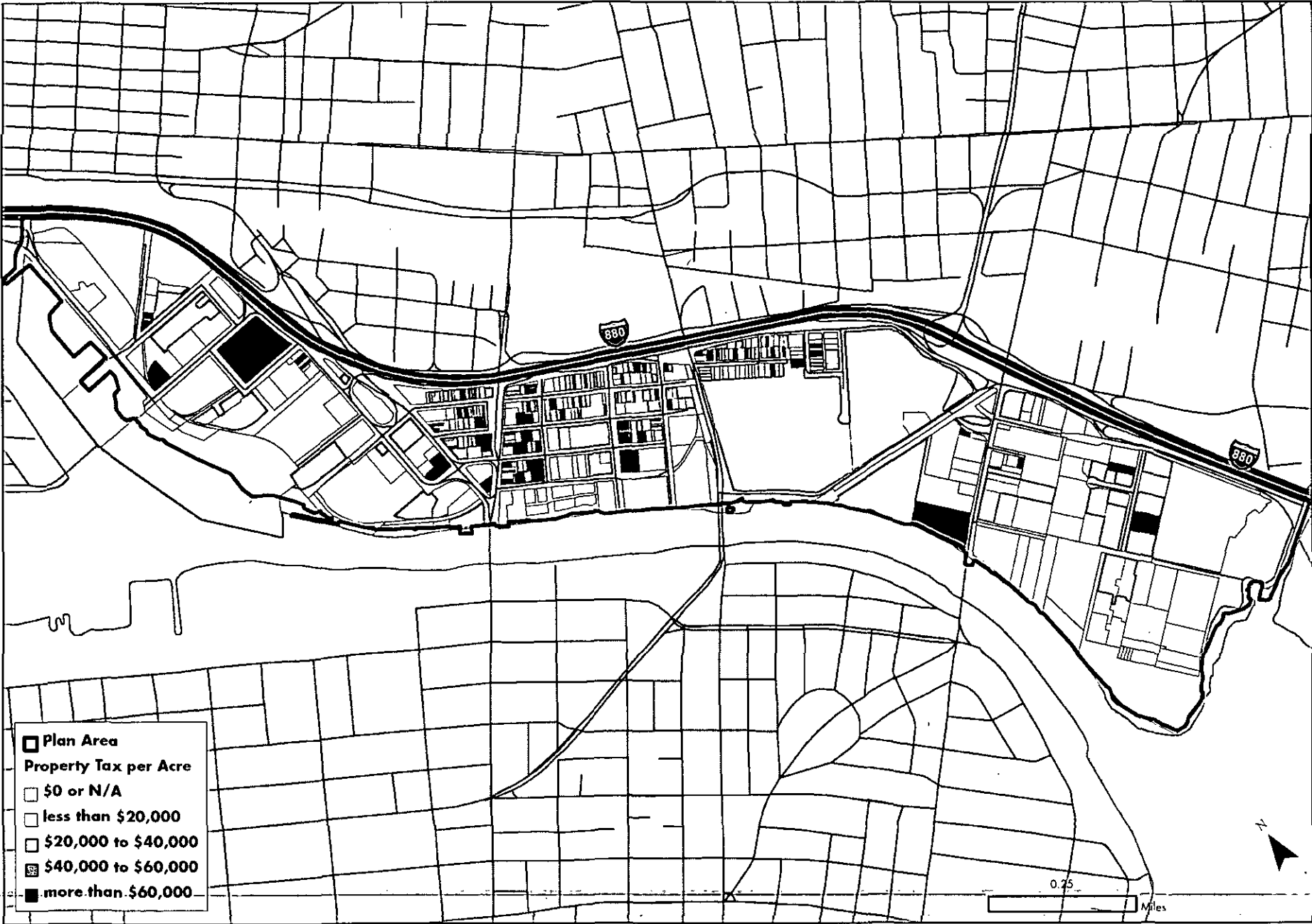
Training Requirements of Employment Change of Community Preferred Alternative (2035)

| BLS Training Level | Displaced Jobs | | New Jobs | | Net New Jobs | |
|---|----------------|---------------|--------------|---------------|--------------|---------------|
| | # | % | # | % | # | % |
| Short-Term On-the-Job Training | 367 | 36% | 361 | 33% | 64 | 96% |
| Moderate-to-Long-Term On-the-Job Training | 478 | 46% | 132 | 12% | -224 | -335% |
| Work Experience | 65 | 6% | 204 | 18% | 9 | 14% |
| Vocational or Associates Degree | 45 | 4% | 192 | 17% | -11 | -16% |
| Bachelors (w/ or w/o work experience) | 74 | 7% | 96 | 9% | 203 | 303% |
| Advanced Degree | 3 | 0% | 70 | 6% | 26 | 39% |
| n/a | 0 | 0% | 31 | 3% | 0 | 0% |
| Total | 1,034 | 100.0% | 1,101 | 100.0% | 67 | 100.0% |

Training Requirements of Employment Change of Revised Community Preferred Alternative with Employment Intensive Uses in Central East Subarea (2035)

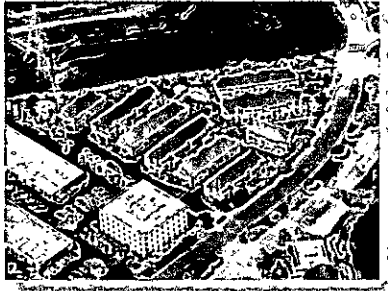
| BLS Training Level | Displaced Jobs | | New Jobs | | Net New Jobs | |
|---|----------------|---------------|--------------|---------------|--------------|---------------|
| | # | % | # | % | # | % |
| Short-Term On-the-Job Training | 217 | 29.9% | 305 | 19.0% | 89 | 10.1% |
| Moderate-to-Long-Term On-the-Job Training | 379 | 52.4% | 501 | 31.2% | 122 | 13.8% |
| Work Experience | 46 | 6.3% | 85 | 5.3% | 39 | 4.4% |
| Vocational or Associates Degree | 28 | 3.9% | 85 | 5.3% | 57 | 6.4% |
| Bachelors (w/ or w/o work experience) | 49 | 6.7% | 582 | 36.2% | 533 | 60.4% |
| Advanced Degree | 3 | 0.4% | 48 | 3.0% | 45 | 5.1% |
| n/a | 2 | 0.3% | 0 | 0.0% | -2 | -0.3% |
| Total | 724 | 100.0% | 1,606 | 100.0% | 882 | 100.0% |

2009 Property Tax per Acre



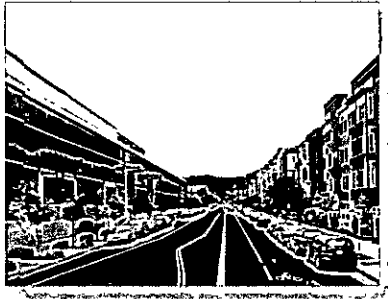
Source: 2009 Urban Explorer; 2010 Strategic Economics

Attachment G: Bay Area Examples of Industrial to Residential Land Use Transitions



Redwood City - Bair Island Road

This waterfront residential development is adjacent to 1-story warehouses and a 4-story R&D office building. The uses in these buildings include: Advance textiles, a maker of specialty fabrics for medical purposes; Protopulsion, a rapid prototyping business that makes plastic prototype parts for industrial uses; and Funambol, a mobile technology company that develops software for information sharing between mobile devices. Residential and R&D facilities are separated by a tree-lined street. Residential uses are primarily oriented toward the water on the other three surrounding sides.



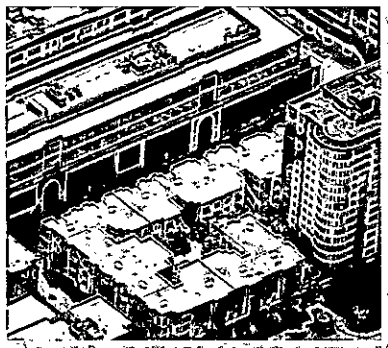
Emeryville - 65th and Hollis

New residential development across the street from new industrial space co-exist well thanks to a well-designed street and appropriate architectural styling. The Emerytech building is a 224,000 square foot 4-story mixed office and industrial space renovation of a steel valve manufacturing facility, completed in 1999. The primary tenant is Evocative Inc. a data management and storage company. The adjacent 4-story condominium building includes a ground floor Starbucks Coffee that provides amenity to both residents and Evocative's employees.



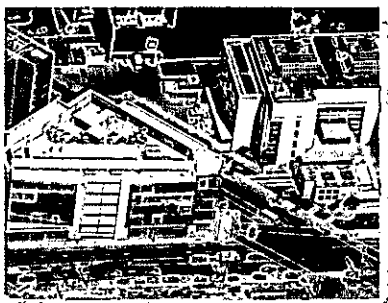
Emeryville - Christie and 64th

In this example, the office and R&D facility enjoys the waterfront view, while the residential development sits behind it. The office and R&D facility, built in 1987, is home to a number of technology companies including MobiTV, a leading developer of technology for streaming media content for mobile devices, and Sendmail Inc, who develop products, applications and services that enable enterprises and government agencies to modernize their messaging infrastructures. The offices are the headquarters of Jamba Juice. Similar to the South of Tidewater area, this location is between the Bay waterfront and a major interstate freeway. A well landscaped frontage of the industrial building as well as a street and surface parking provide an ample and attractive buffer between the two uses.



San Francisco - China Basin

China Basin is a recently redeveloped area adjacent to AT&T Ballpark and fronting the China Basin channel that includes high-density residential as well as 5- and 6-story mixed office and R&D facilities focused on bio-tech. A number of UCSF medical facilities, including radiology labs, biostatistics, and the office of industry partnerships are located here. Additionally, many software technology companies such as BioQuiddity, a medical device developer; Captiveaire, a commercial kitchen ventilation systems manufacturer; Corebett Robotics, a manufacturer of advanced medical devices; and a number of high-tech software and network infrastructure companies have office and R&D operations here.



San Francisco - Mission Bay

Mission Bay is a currently on-going redevelopment of San Francisco's industrial railyards that now includes far higher density employment in high-tech and bio-medical R&D and a number of recently developed condominium projects. Residential and R&D/Office uses are mixed together throughout the redevelopment area, with standard street buffers and little transition as buildings all have a similar contemporary architectural style. Over 25% of residential units are priced for low and moderate income owners and renters.