REDEVELOPMENT AGENCY AND THE CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City/Agency Administrator
ATTN: Deborah Edgerly
FROM: Community and Economic Development Agency
DATE: May 8, 2007

RE: **Report on the Development of a Land Use Strategy for the Gateway Development Area of the Former Oakland Army Base and Request for Direction on the Development of Ancillary Maritime Service Uses in the East Gateway**

SUMMARY

The Oakland Army Base provides a unique development opportunity that could yield significant high-quality jobs, large-scale development, and community benefits for Oakland. However, it has become increasingly difficult to proceed with any further projects on the Army Base until an overall development strategy is crafted.

This report lays out a framework for developing a comprehensive vision and land use strategy for the Gateway Development Area, which would be developed over the next four months in collaboration with the West Oakland Community Advisory Committee (WOCAG). In addition, staff recommends the Agency take steps now to: (1) prepare a 15-acre area within the East Gateway for the future development of Ancillary Maritime Support (AMS) industries, and (2) work with the Port to pursue federal and state funding opportunities.

FISCAL IMPACT

This report describes several potential infrastructure projects and development concepts that would require significant funds to construct – although the costs have not been estimated during this early conceptual phase in planning for the Army Base. Under the proposed planning process for the Army Base, specific projects would be brought forward to the Agency in the future and the fiscal impacts would be analyzed at that time.

BACKGROUND

In 1999, the Oakland Army Base was closed as a military base. The U.S. Army then conveyed the site to the Oakland Base Reuse Authority (OBRA). On August 7, 2006, OBRA completed its work and the former Army Base was conveyed to the Redevelopment Agency and the Port of Oakland.

The Redevelopment Agency's portion of the Army Base is a 165-acre site known as the "Gateway Development Area" (GDA). For planning purposes, the GDA is divided into four subareas: the North, East, West, and Central Gateway areas (see map, Attachment A).

Located at the foot of the Bay Bridge, the GDA is central to the entire Bay Area. It has a prominent waterfront location, and it offers direct freeway visibility and access from I-80, I-580,

and I-880. With its large, open areas of land, the GDA can attract large-scale developments (e.g., industrial, office, and/or retail centers) that have eluded Oakland in the past. Thus, the GDA provides a unique development opportunity that could yield significant high-quality jobs and community benefits for Oakland.

The Agency is pursuing several development concepts on the Army Base, such as the freeway auto mall and the proposed Fulton Film Center, as described below. In addition, staff has been exploring options to develop 15 acres of AMS uses in the East Gateway area, which is a requirement set by the Bay Conservation and Development Commission (BCDC). As discussed below, there is an opportunity to cooperate with the Port on the removal of warehouse structures in the East Gateway, in order to clear 15 acres of land for the development of AMS uses.

Proceeding with individual projects on the Army Base should occur only after an overall development strategy is crafted. This report lays out a framework for developing a guiding vision and strategy for the GDA, which would be developed over the next four months, in collaboration among the City Council, Redevelopment Agency staff, and the West Oakland Community Advisory Committee (WOCAG). In addition, it recommends the Agency take steps now to: (1) prepare the East Gateway for the future development of AMS industries, and (2) work with the Port to pursue Federal and state funding opportunities.

KEY ISSUES AND IMPACTS

In order to develop a comprehensive strategy for the GDA, several issues should be examined:

1. What are the City/Agency's goals for the GDA?
2. What site constraints and/or development obligations exist?
3. What previous planning efforts should be considered?
4. What land use options exist?
5. What are the benefits of each option?
6. How is the community being involved in planning efforts?
7. What immediate decisions are required to carry out a strategy?
8. Going forward, what planning and implementation issues must be addressed?

1. City/Agency Goals

In planning for development of the GDA, the City/Agency is attempting to achieve several goals:

a) ***Gateway Development.*** The GDA serves as a major gateway into Oakland. To the extent the GDA can be developed with economically robust uses, significant architecture, good urban design, and an attractive appearance, the GDA can help to improve the City's overall image as a sought-after business destination. This, in turn, can help create business opportunities in the city at large.

b) ***Job Creation.*** The GDA affords the opportunity to create high-quality jobs in strategic industries that are expected to grow over time and that provide a range of jobs that fit with the varying workforce skills of Oakland residents.

c) ***Community Benefits.*** The GDA should be developed in a way that provides real, long-term benefits to the West Oakland community and to residents throughout Oakland. Depending on how the GDA is developed, it could create new job opportunities for local residents, business opportunities for local businesses, and/or amenities (such as shopping or open space) for the West Oakland community.

d) ***Coordination & Support for Port Projects.*** The Port provides an important economic engine for Oakland, and its long-term competitiveness should be supported. The Port has received over 700 acres of former military land (i.e., the Navy's Fleet Industrial Supply Center and Oakland Army Base) which the Port is using to modernize and expand its operations. The City/Agency should consider the Port's needs when determining its strategy for the Army Base. At the same time, it is reasonable to ask if the Port is making the most efficient use of its own land, or if it could provide more land for logistics, trucking, and other key industries.

e) ***Government Revenue.*** The GDA is anticipated to generate significant revenue from property tax increment, sales tax, and land sale proceeds. As discussed below, different land uses will generate vastly different land value and tax revenues.

2. Site Constraints & Obligations

The GDA has many physical challenges, real estate restrictions, and other issues that will make development extremely complex, expensive, and long-term. Some of the major issues include:

a) ***Infrastructure.*** All existing roads and utilities must be replaced for a 165-acre area.

b) ***Soil Conditions.*** The GDA was built on filled land and has issues with subsidence and liquefaction. As a result, new soil must be added on some parts of the GDA. Multistory buildings may need piles or other foundation systems to meet seismic safety standards.

c) ***Environmental Remediation.*** OBRA and the Port have already completed the environmental survey and testing of the GDA, and they have completed the remediation of several contaminated areas within the GDA. Contaminated soils are known to exist in several other areas in the GDA, but it is most cost-effective to clean these sites at the same time that development starts construction. The City/Agency is ultimately responsible for the environmental remediation of the GDA.

d) ***Port Construction Easement.*** The Port has easement rights in the Central Gateway, to provide them with access during the construction of the adjacent Berth 21 project.

e) ***BCDC Requirements.*** As discussed below, BCDC requires both the Agency and the Port to each reserve at least 15 acres of the Army Base for AMS uses.

f) ***EIR mitigations.*** In the 2002 Environmental Impact Report (EIR) for the Oakland Army Base Redevelopment Area, several mitigations are identified that must be

carried out at the time that the GDA is development. For example, the EIR identifies traffic improvements that must be built and funded on a fair-share basis by the Port and the City/Agency. Other mitigations address air quality, cultural resources and historic preservation (see below), and the impacts of trucking in West Oakland. Attachment B includes a comprehensive list of these mitigations.

g) ***Historic Preservation.*** The East Gateway includes several large warehouse structures that fall within a historic district. The 2002 EIR included a comprehensive analysis of the historic preservation issues associated with these buildings. Under the mitigations required by the EIR, the City/Agency cannot remove any of the buildings until it has an approved project for the East Gateway and completes a study to determine the feasibility of preserving and reusing the buildings (see Attachment B). Working with the Port, staff has completed a consultant study and determined that it is *physically* possible to reuse the buildings (see Attachment C). However, more analysis is required to determine if it is *economically* feasible to preserve these buildings. In addition, staff is working with the Port to determine how building materials from the warehouse structures may be reused.

h) ***Adjacent Uses:*** Although the GDA has enough land area to create its own internal environment, it is immediately surrounded by freeways, rail, the Port, and an EBMUD wastewater treatment plant. The mix of uses within the GDA must be chosen with care, in order to address potential land use conflicts.

i) ***Existing Development Obligations.*** Four development obligations already exist for the GDA:

- **Freeway Auto Mall.** In December 2006, the Agency approved a freeway auto mall project for the North Gateway. The auto mall will include BMW, General Motors, Chrysler-Jeep-Dodge, and two other dealerships (with the proposed development agreements to be reviewed and approved by the Agency Board over the next several months). The auto mall will also include new streets, utilities, and freeway signage, to be provided by the Agency. The auto mall is expected to start construction in late 2007 and to complete construction and open for business in late 2009.

- **Fulton Film Center.** On February 28, 2006, the Agency executed an Exclusive Negotiating Development (ENA) with Fulton Project Development Group to develop a concept for a 70-acre film production center with retail. The City/Agency has not made any decision to approve the Fulton proposal, and the existing ENA is set to expire on May 15, 2007.

- **JATC Facility.** The Bay Area Joint Apprenticeship Training Council (JATC) is a nonprofit organization that provides job training in construction and other trades. As part of the overall conveyance of the Army Base, JATC received the right to three acres within the GDA for the purpose of building a job training facility.

- **15 Acres of Ancillary Maritime Support.** BCDC has required that the Agency develop 15 acres of AMS uses in the East Gateway, as explained below.

3. Previous Analysis of Oakland Army Base

During the past eight years, there have been several public planning efforts that examined the potential reuse of the Army Base:

- In July 1998, OBRA developed the Draft Final Reuse Plan for the Oakland Army Base.
- In June 2000, the City Council approved the Redevelopment Plan (and the Five-Year Implementation Plan) for the Oakland Army Base Redevelopment Project Area.
- In July 2002, the Planning Commission certified a comprehensive Environmental Impact Report (EIR) for the Oakland Army Base Redevelopment Project Area.
- In July 2002, OBRA adopted the "Gateway to the East Bay: Final Reuse Plan for the Oakland Army Base." The Reuse Plan proposed a mix of light industrial, commercial, office, research and development, warehouse and distribution, transportation, hotel, and retail uses for the Base – an approach referred to as the "Flexible Alternative."

In 2005, OBRA commissioned a comprehensive analysis of the GDA, using the consulting firm of Design, Community & Environment (DC&E). DC&E was asked to study the economics and market feasibility of various uses in the GDA, and to prepare conceptual site plans illustrating how and where the most promising uses could be developed. This effort was undertaken in anticipation of the actual transfer of land from the U.S. Army and the need to undertake preliminary infrastructure planning.

In June 2005, DC&E's study was submitted for consideration by OBRA and the Redevelopment Agency (see Attachment D). The report was based on a broad array of stakeholder and business groups, City officials, the Port, and others. The report proposed four development alternatives:

- "Eco-Oakland" focused on providing flexible land uses that support the economic development initiatives of the City.
- "Destination Oakland" envisioned a signature retail destination for Oakland and Bay Area residents that capitalizes on the 260,000 cars per day that pass the GDA on I-80.
- "Gateway Oakland" focused on job-producing uses including research and development, bio-manufacturing and higher-wage retail.
- "Movie Production Park" explored a proposed film production concept that was proposed by the Wayans Brothers at the time of preparing the consultant study.

4. Options

Many different uses (e.g., retail, trucking, entertainment) are competing for limited land area within the GDA. Currently, the Agency is evaluating several potential uses, many of which are detailed in the DC&E Report (see Attachment D):

Ancillary Maritime Service Uses

AMS is a business category that includes trade, logistics, trucking, warehouses, and other uses that relate directly to Port operations.

Trade and Logistics

Trade and logistics has been identified as a growing, strategic industry that plays to Oakland's strengths and offers significant opportunities to support Port expansion and create high-quality jobs.

There is a global economic trend for manufacturing to shift from the U.S. to other Pacific Rim countries (particularly in Asia). As more and more goods are being manufactured overseas, there has been an increase in the volume of goods that need to flow through West Coast ports in order to reach the U.S. market. This has created new business opportunities for logistics centers, trans-load facilities, warehouses, and other industries that are involved in the processing and movement of goods.

As the amount of imported goods increases, traffic has increased on the network of railways and freeways that extends from the Port of Oakland through the East Bay. Unfortunately, Bay Area freeways are already serving at or near capacity, and there are limited funds available to improve them. This issue is examined in the State of California's "Goods Movement Study,"[1] which provides several recommendations for improving the transportation infrastructure. Logistics and trade industries will become increasingly important to the regional economy in addressing goods movement issues.

Trucking

Trucking is the AMS use that has been most frequently discussed for the Army Base. If the Agency offers parking and other facilities for local trucking companies, it could encourage the relocation of some trucking activity out of West Oakland, and thereby reduce trucking activity in residential neighborhoods. The relocation of trucks would be consistent with two mitigations specified in the Army Base EIR (Mitigations 4.3-7 and 5.3-7) which require the City and Port to work together to address truck traffic and truck parking on local city streets.

Agency staff has approached the Port – which also has a 15-acre BCDC requirement – to see if it would be possible to combine the Agency and Port areas

[1] The Goods Movement Study is available at: http://www.mtc.ca.gov/pdf/rgm.pdf

into a single, 30-acre area for trucking or other maritime uses. A consolidated 30-acre site would be able to accommodate a larger variety of uses; it would allow greater flexibility and capacity for operations; it would make property management easier and more cost-effective; it would allow better security and site control; and it would be better able to consolidate trucking activity within the Army Base. This concept needs further study. However, since the Port is now planning to develop its 15-acre AMS area on land directly adjacent to the East Gateway, there appears to be a very feasible, practical opportunity for the Agency to locate its 15-acre AMS area within the East Gateway, to allow for the adjacent sites to be jointly developed and managed.

In order to implement the development of a trucking area within the GDA, two key issues must be addressed. First, the Agency must agree on a strategy to relocate some of the major trucking activities out of West Oakland – since these businesses cannot be forced to move from their current locations. Second, the City and the Port need to develop the Truck Management Plan in order to require trucks to move off of local West Oakland streets. This effort needs to be supported by an effective enforcement program. The primary impending change is that while not sanctioned, on-street truck parking is free as opposed to other locations being developed that would be fee based.

Retail

Since the 1970s, Oakland has gone through many efforts to attract a regional retail center, in order to improve the livability and shopping amenities for Oakland residents, as well as to generate jobs and sales tax. Despite some notable successes, regional retail has largely eluded Oakland, in part because there is a perceived lack of suitable sites.

The GDA offers an interesting opportunity to attract regional retail, due to its large open parcels, central location, and freeway visibility and access. Regional retail would have a direct synergy with the freeway auto mall, because both developments draw from the same sized trade area (i.e., 10+ mile radius) and would target the same demographic of shopper. The DC&E analysis considered three types of retail for the GDA:

- ***Big Box Retail:*** Due to retail sales trends and the GDA's freeway visibility, DC&E concluded that the GDA would be viable for big box retail. However, DC&E also cautioned that Oakland's immediate trade area has been significantly built out with competing big boxes, most notably in Emeryville. Costco has expressed interest in the GDA, and other big box retailers may also be interested.

- ***Lifestyle Retail:*** A lifestyle center would typically require at least 300,000 square feet of soft and hard goods retail (e.g., clothing, shoes, furniture, etc.) combined with restaurants, entertainment, and themed design features to offer a distinctive, pleasant experience for shoppers. The GDA is virtually unique in its ability to provide enough land area to support this type of shopping center. However, a lifestyle center at the GDA would have to be very carefully designed

(with the correct retail mix, layout, architecture, etc.) so as to compete effectively with Emeryville's "Bay Street Center" and Berkeley's Fourth Street District – both of which have established very strong positions in Oakland's trade area.

- ***Outlet Mall:*** An outlet mall typically requires 500,000 to 1.5 million square feet, and therefore may be difficult to develop within the site constraints of the GDA.

Biotechnology / Emerging Industries

"Biotechnology" is actually a collection of several different industry segments, all of which have shown exciting growth potential in California and throughout the U.S. The major segments include: human theraputics, agricultural, marine, environmental, pharmaceuticals, diagnostics, and biodevices. Biotechnology is often targeted by cities as a desired industry because it is widely perceived as being: fast growing, non-polluting, generating significant revenues, and providing a wide range of high-quality jobs that do not necessarily require advanced training or degrees.

The Bay Area has established itself as a major destination for biotechnology firms, yet to date Oakland has not significantly participated in the biotechnology sector. However, Oakland may have the ability to develop a sustainable competitive advantage against other Bay Area cities due to: (1) comparatively lower real estate costs, (2) closer proximity to U.C. Berkeley and other scientific, academic, and health care facilities, (3) available land, and (4) ready-to-work population.

Several representatives within the biotechnology sector have approached Oakland and expressed a potential interest in establishing a large-scale biotechnology facility within the GDA. Further discussions and research are required to determine if this would be an advantageous opportunity for Oakland.

Produce Market

Staff has been approached by representatives of the local produce merchants that currently occupy space in Jack London Square. Relocation of these merchants would retain an important group of wholesale businesses within Oakland, retain an estimated 300 jobs, and would make space available within Jack London Square for redevelopment.

Other Potential Uses

The GDA has been considered for a wide variety of uses that were analyzed in the 2002 Army Base EIR, the DC&E Report, and/or other analyses. These uses include: office, flex-office, Research & Development, film & multimedia, and other uses.

5. Community Involvement

In the late 1990s, WOCAG was designated as the official community body to discuss Army Base issues, and it held a long series of public discussions on land use planning for the GDA. These public comments were incorporated into the OBRA Final Reuse plan and the DC&E Study.

More recently, WOCAG held a series of public workshops on February 22, March 22, and April 26, 2007, in order to revisit and update the community discussion of the GDA. At these workshops, WOCAG members emphasized several points:

- There has already been significant community participation in developing a vision for the GDA. The past time and involvement of community members should be respected and used in crafting a land use strategy for the GDA.
- Priority should be given to relocating trucking uses out of West Oakland to the GDA, in order to reduce pollution and other environmental impacts on West Oakland.
- The community supports a wide variety of uses for the GDA, including office, light industrial & AMS uses, and commercial. However, the GDA should not be developed on an ad hoc basis.
- The community supports retail at the GDA, as long as it is not suburban in nature and is designed with sufficient density and quality. WOCAG remains divided as to whether big box retail is appropriate for the GDA.
- WOCAG is extremely concerned about traffic and recommends the City/Agency pay close attention to implementing the required traffic mitigations called for in the EIR.

As the City/Agency proceeds with planning for the GDA, staff plans to continue to use WOCAG as the most appropriate community body to involve the public and to seek community input.

6. Recommended Planning Process

Staff is recommending that the City/Agency build upon the significant analysis that has already been completed for the GDA – in particular the OBRA Final Reuse Plan and the DC&E Study – in order to develop a comprehensive vision and land use strategy.

In several instances, these existing studies may need to be supplemented with more current information or additional analysis. Over the next four months, staff proposes to:

- Conduct an economic analysis of the various land use alternatives mentioned above,
- Share this economic analysis with the community at a series of workshops sponsored by WOCAG,
- Evaluate potential development opportunities that have been identified for the GDA,
- Perform engineering and design work to determine how the infrastructure of the GDA would need to be configured to accommodate future development,
- Obtain more information on the proposed Fulton film center project, and
- Return to the City/Agency with specific recommendations for a mix and configuration of land uses within the GDA, as well as a list of recommended infrastructure projects.

However, at the same time that the City/Agency moves forward with a long-range strategy for the GDA, it is important to identify time-sensitive opportunities that require immediate action. Staff has identified two such opportunities that the City/Agency may wish to pursue:

AMS Development

As mentioned above, BCDC is requiring the Redevelopment Agency to develop at least 15 acres of AMS industries within the East Gateway. In recent discussions with the Port, staff

has learned that: (1) the Port intends to locate 15 acres of AMS uses immediately to the south of the East Gateway, (2) the Port is proceeding immediately with the removal of the large "800 Series" warehouse buildings immediately adjacent to the East Gateway, and (3) the Port is willing to collaborate with the City/Agency on both the removal of the warehouse buildings and the development of AMS uses.

Staff is recommending that the City/Agency designate a 15-acre portion of the East Gateway (as depicted on the Map in Attachment E) as the area where the City/Agency will fulfill its BCDC requirement for AMS development. By making this decision now, staff would be able to immediately issue an RFP to solicit potential users in the 15-acre area. Staff would work with respondents to determine if it is feasible to use the existing warehouse buildings as part of the AMS development. If it is not feasible, the City/Agency would still have time to join with the Port in its demolition/deconstruction project, which would reduce the Agency's cost and liability associated with removing the warehouse structures in the East Gateway area. Unless the City/Agency selects a specific AMS project within the next 4-to-6 months, there would not be enough time to partner with the Port, and the City/Agency's AMS project would have to proceed separately, at a significantly higher cost.

Federal/State Grant Funding

As mentioned above, the buildout of the GDA will require extensive infrastructure improvements that will cost far beyond the funds currently available to the Redevelopment Agency. Staff has already secured funds from the U.S. Economic Development Administration (EDA) to aid in the engineering and design of infrastructure for the GDA. Additional funding is needed. Staff recommends the City/Agency direct staff to collaborate with the Port in pursuing federal and state funding opportunities to build the GDA's infrastructure.

7. Planning & Implementation Issues

It appears that the GDA might be developed with a combination of uses – for example: light industrial, film, production, truck parking, auto retail – that may be challenging to locate together. For this reason, special attention needs to be paid to the traffic circulation and urban design of the GDA, to minimize potential conflicts and to allow a potential synergy between uses to occur. For example, retail, entertainment, and auto retail uses could support each other by attracting shoppers to the area.

In addition, the GDA must be designed in a way to enhance linkages with adjacent areas. Currently, the GDA is physically separated by rail and freeways from the rest of West Oakland, with West Grand and 7th Street being the only surface streets that access the site. As a result, it may be tempting to develop the GDA so that it is inwardly focused. However, the Agency is interested in configuring development within the GDA to provide easy public access to the waterfront (where significant parkland is being planned), and to encourage the economic activity generated within the GDA to extend into West Oakland.

SUSTAINABLE OPPORTUNITIES

Economic: The potential projects described in this report would generate significant high-quality jobs and tax revenue and would increase land values in a vacant, blighted, abandoned military facility.

Environmental: The potential projects described in this report would provide a mechanism to fund the environmental remediation of the Army Base, and would allow for the development of an urban in-fill site.

Social Equity: The potential projects described in this report would generate a range of jobs that are accessible to Oakland residents with a range of educational backgrounds. Revenue generated from the redevelopment of the Army Base could be used to fund open space and other community benefits for West Oakland and the rest of Oakland.

DISABILITY AND SENIOR CITIZEN ACCESS

This report does not involve the approval of any specific projects or programs. Disability and senior access issues would be addressed when specific development plans are submitted to the City by a developer for review and approval.

RECOMMENDATIONS AND RATIONALE

This report lays out a framework for developing a comprehensive vision and land use strategy for the GDA, which would be developed over the next four months in collaboration with the West Oakland Community Advisory Committee (WOCAG).

Staff recommends that the Agency approve a four-month planning process during which time staff would be directed to: (1) conduct an economic analysis of the various land use alternatives mentioned above, (2) share this economic analysis with the community at a series of workshops sponsored by WOCAG, (3) evaluate potential development opportunities that have been identified for the GDA, (4) perform engineering and design work to determine how the infrastructure of the GDA would need to be configured to accommodate future development, (5) obtain more information on the proposed Fulton film center project, and (6) return to the City/Agency with specific recommendations for a mix and configuration of land uses within the GDA, as well as a list of recommended infrastructure projects for the site.

In addition, staff recommends the Agency: designate a 15-acre area within the East Gateway for the future development of AMS industries, as shown in the map in Attachment E, direct staff to issue a RFP for AMS industries to lease space in the East Gateway, and work with the Port to pursue federal and state funding opportunities.

ACTION REQUESTED OF THE CITY/REDEVELOPMENT AGENCY

Staff recommends that the Agency approve the planning process described in this report to develop a comprehensive land use strategy for the GDA. In addition, staff recommends the Agency take steps now: (1) prepare a 15-acre area within the East Gateway for the future

development of ancillary maritime support (AMS) industries, and (2) work with the Port to pursue federal and state funding opportunities.

Respectfully submitted,

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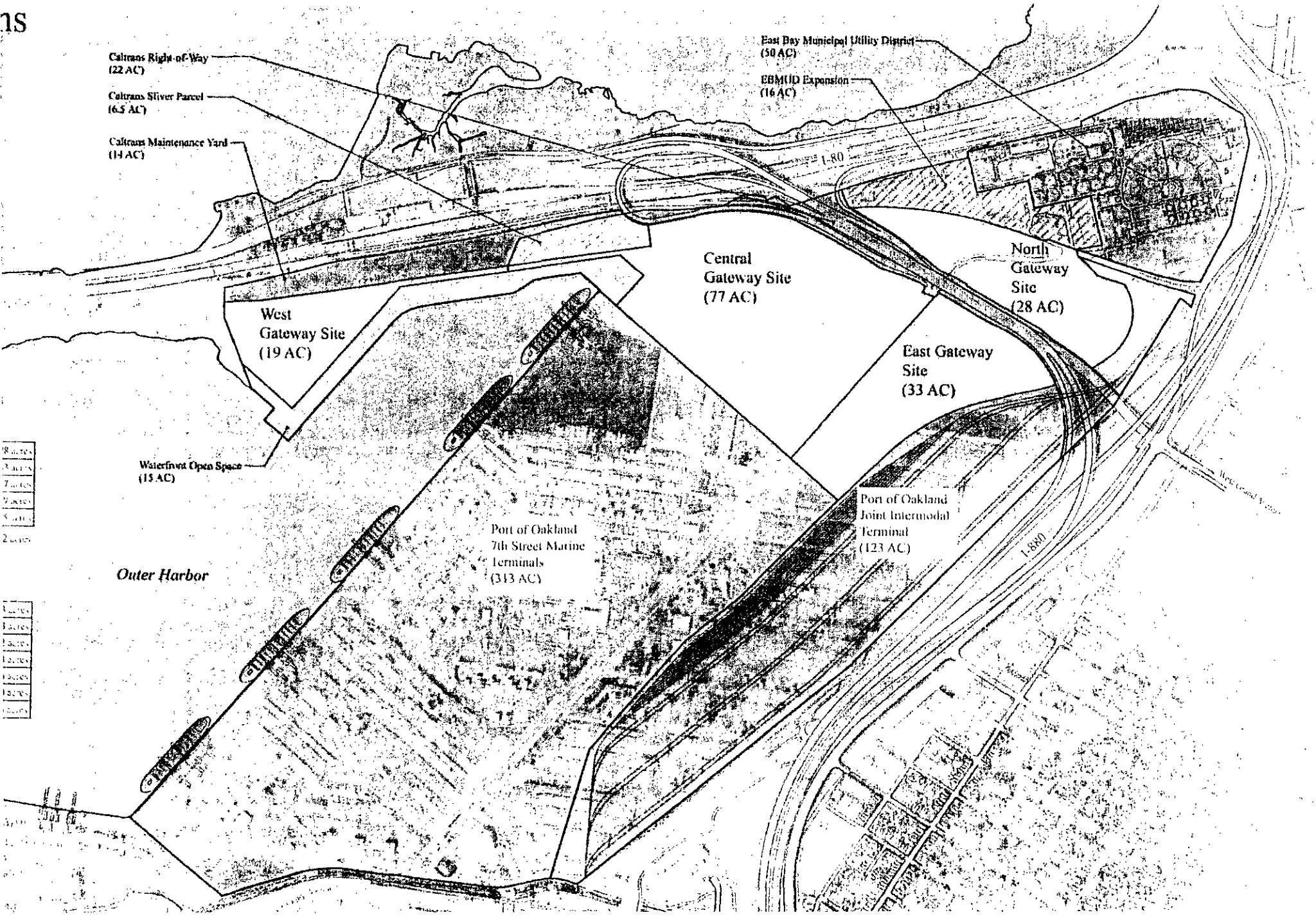
Attachments:

A. Map of Gateway Development Area
B. Mitigation Monitoring and Reporting Program (MMRP)
C. Feasibility Study of Adaptive Reuse of Oakland Army Base Buildings
D. Pre-Development Planning Analysis for the Gateway Development Area
E. Map of Proposed AMS Area

APPROVED AND FORWARDED TO THE COMMUNITY & ECONOMIC DEVELOPMENT COMMITTEE:

Office of the City / Agency Administrator

ATTACHMENT A



ATTACHMENT B

OAKLAND ARMY BASE
Mitigation Monitoring and Reporting Program (MMRP)

INTRODUCTION

This Mitigation Monitoring and Reporting Program (MMRP) for the Oakland Army Base (OARB) Auto Mall Project has been prepared pursuant to Public Resources Code Section 21081.6. The mitigation measures presented in this MMRP are as contained in the Oakland Army Base Area Redevelopment Plan Environmental Impact Report (EIR) (SCH No. 2001082058) as revised and certified on July 31, 2002 by the City of Oakland Planning Commission and the Oakland Base Reuse Authority (OBRA), referred to in this document as "Redevelopment EIR". Revised and additional mitigation measures are as derived from the Oakland Army Base Auto Mall Project Draft Supplemental EIR dated April 17, 2006 and Final Supplemental EIR dated October 6, 2006 (SCH No. 2006012092), referred to in this document as "Auto Mall EIR".

Throughout this document, "City" includes the Redevelopment Agency of the City of Oakland and the City of Oakland; "Port" refers to the Port of Oakland. Implementation of mitigation measures will be carried out in accordance with the standard policies and practices and documented in the files of the City.

This MMRP applies only to the Oakland Army Base Auto Mall Project, the sponsors/developers of that project and the City of Oakland and its Redevelopment Agency.

The OARB Auto Mall Project proposed development in the North Gateway area of the former Oakland Army Base. The EIR also evaluates a larger option, termed Option B, that includes the North Gateway development as well as development on the East Gateway portion of the former Oakland Army Base. Where unspecified in this MMRP, mitigation measures apply to development in the North Gateway and/or East Gateway. In some cases, as specifically noted in the attached table, implementation of a mitigation measure is linked to development in one but not the other of these Gateway areas. Note that while discussed as the OARB *Auto Mall* Project, under Option B the project would include a parcel not used for Auto Dealerships, but used for big box retail and/or AMS uses.

Summary tables of the mitigation measures are followed by detailed mitigation descriptions.

SUMMARY TABLE 1:

MITIGATION MEASURES WITH IMPLEMENTATION RESPONSIBILITY BY OARB AUTO MALL DEVELOPERS/SPONSORS

Note: See also accompanying Detailed Mitigation Measures following the Summary Tables.

The following mitigation measures apply to development in the North Gateway (Project site) and/or East Gateway (additional Option B area) of the City's Gateway Development Area on the former Oakland Army Base. Developers/sponsors of the OARB Auto Mall Project are responsible for implementation of these measures. The City, acting through the Community and Economic Development Agency is responsible for enforcing these measures and providing the mechanism for fair-share contributions where applicable.

Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.2-1: Under proposed redevelopment, dissimilar land uses may be located proximate to one another.	**Redevelopment EIR 4.2-1:** Land Use Compatibility/Gateway	Pre-construction
Impact Traf-3: At the N. Access Road / EBMUD Driveway intersection, both the Project and Option B would substantially increase traffic hazards to motor vehicles and perhaps bicyclists and pedestrians due to the configuration of the intersection.	**Auto Mall EIR Traf-3:** Design Hazards/EBMUD Access	Pre-construction
Impact Traf-4: Construction of the access road from the northern extension of Maritime Street would end in a cul-de-sac for the Project and could result in less than two emergency access routes for streets exceeding 600 feet in length.	**Auto Mall EIR Traf-4:** Emergency Vehicle Access	Pre-operations, if/when North Gateway is developed before roadway connections are constructed in the East Gateway.

a:
- "Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

b:
- "Pre-construction" means prior to issuance of demolition, grading, or building permits, or the equivalent.
- "Construction" includes remediation, demolition and construction.
- "Pre-operations" means prior to issuance of certification of occupancy or its equivalent.
- "Operations" means occupation and ongoing use of structures or facilities.

Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Cumulative **Impact Traf-6:** At the West Grand Avenue / Maritime Street intersection, Option B would increase traffic in 2025 and would cause the average vehicle delay to increase by more than two (2) seconds where the future baseline level of service would be LOS F during the p.m. peak and Saturday peak hours.	**Cumulative** **Auto Mall EIR Traf-6:** West Grand Avenue / Maritime Street	Pre-construction Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA. The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 4.3-1 from the 2002 OARB Redevelopment EIR.
Cumulative **Impact Traf-10:** At the 7th Street / Maritime Street intersection, both the Project and Option B would increase traffic in 2025 and would cause the average vehicle delay to increase by more than two (2) seconds where the future baseline level of service would be LOS F during both the a.m. and p.m. peak hours.	**Cumulative** **Auto Mall EIR Traf-10:** 7th Street / Maritime Street	Pre-construction Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA. The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 4.3-3 and 5.3-1 from the 2002 OARB Redevelopment EIR.

a:

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b:

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Cumulative **Impact Traf-11:** At the 7th Street / I-880 Northbound Ramp intersection, both the Project and Option B would increase traffic in 2025 and would cause the average vehicle delay to increase by more than four (4) seconds where the future baseline level of service would be LOS E during the p.m. peak hour.	**Cumulative** **Auto Mall EIR Traf-11:** West Grand Avenue / I-880 Northbound Ramp	Pre-construction Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA. The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 5.3-2 from the 2002 OARB Redevelopment EIR.
Cumulative **Impact Traf-15:** At the S. Access Road / Maritime Street intersection, Option B would increase traffic in 2025 and would cause the future baseline LOS to operate at below LOS D at this new intersection.	**Cumulative** **Auto Mall EIR Traf-15:** S. Access Road / Maritime Street	Pre-construction Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.
Cumulative **Impact Traf-16:** At the Parcel I / Maritime Street intersection, Option B would increase traffic in 2025 and would cause the future baseline LOS to operate at below LOS D at this new intersection.	**Cumulative** **Auto Mall EIR Traf-16:** Parcel I / Maritime Street	Pre-construction Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Cumulative **Impact Traf-17:** Both the Project and Option B would increase traffic on study area freeways in 2025 and would cause freeway segments to operate at LOS F.	**Cumulative** **Auto Mall EIR Traf-17:** Transportation Demand Management Program	Pre-operations Note that the OARB Auto Mall project-specific TDM plan satisfies the fair-share obligation of this mitigation measure. This mitigation measure replaces mitigation measure 4.3-4 from the 2002 OARB Redevelopment EIR for the OARB Auto Mall project.
Impact 4.3-3: Redevelopment could result in traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features or incompatible uses. **Impact 5.3-3:** Increase in traffic hazards.	**Redevelopment EIR 4.3-5:** Standard Design Practices	Pre-construction
Impact 4.3-5: Redevelopment could fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks).	**Redevelopment EIR 4.3-9:** Alternative Transportation Facilities	Pre-construction
Impact 4.3-6: Redevelopment could result in an inadequate parking supply at the Gateway development area, the 16th/Wood sub-district, or for trucks serving the Port of Oakland.	**Redevelopment EIR 4.3-10:** Parking	Pre-construction
Impact 4.3-11: Remediation, demolition/deconstruction, and construction activities within the redevelopment project area would utilize a significant number of trucks and could cause significant circulation impacts on the street system.	**Redevelopment EIR 4.3-13:** Construction Period Traffic	Pre-construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 5.3-1: Increased congestion at intersections exceeding the cumulatively significant threshold.	**Redevelopment EIR 5.3-3:** 3rd / Adeline Street. **Redevelopment EIR 5.3-4:** 3rd / Market Street. **Redevelopment EIR 5.3-5:** 12th / Brush Street. **Redevelopment EIR 5.3-6:** Powell Street/I-80 Northbound Ramps.	Mitigation measures 5.3-3 through 5.3-6 are derived from the 2002 OARB Redevelopment EIR. Based on information that is now known, it is recommended these measures be rejected as infeasible for the OARB Auto Mall project as there is no mechanism for accepting fair-share contributions for these intersections.
Impact 4.4-1: PM as fugitive dust would be emitted during construction and remediation activities. **Impact 5.4-1:** Redevelopment would result in significant cumulative air quality impacts associated with emissions of nitrogen oxides (NOx), reactive organics gases (ROG), carbon monoxide (CO), particulate matter less than 10 microns in diameter (PM10), and diesel exhaust (almost entirely particulate matter less than 2.5 microns in diameter {PM2.5]), the latter defined as a toxic air contaminant by the California Resources Board (CARB).	**Redevelopment EIR 4.4-1:** Dust Control	Construction
Impact 4.4-2: Construction equipment exhaust could increase levels of NO_x, ROG, CO, and PM_{10} (the latter primarily as diesel PM) that could exceed 15 tons per year, or result in substantial increase in diesel emissions. **Impact 5.4-1:** See above.	**Redevelopment EIR 4.4-2:** Construction-period Exhaust Controls **Redevelopment EIR 4.4-4:** Diesel Emission Reduction Program	Construction Pre-operations; at time of Port and Gateway Development Area redevelopment

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact Air-1: Permanent Regional Impacts. Additional trips to and from the project would result in new air pollutant emissions within the air basin. **Cumulative** **Impact Air-5:** As part of the cumulative growth of the OARB Area Redevelopment Plan, the Project or Option B, together with anticipated future development in the area, could result in long-term traffic increases and could cumulatively increase regional air pollutant emissions.	**Auto Mall EIR Air-1:** Transportation Control Measures	Pre-operations; Operations This mitigation measure replaces mitigation measure 4.4-5 from the 2002 OARB Redevelopment EIR for the OARB Auto Mall project.
Impact 4.4-5: Space and water heating as well as routine maintenance of office buildings, warehouses, retail stores, and live-work space, could emit NO_x, ROG, CO and PM_{10} in quantities that could exceed thresholds.	**Redevelopment EIR 4.4-6:** Sustainable Development Design and Construction	Pre-construction
Impact 4.5-1: Construction, including remediation, could result in short-term noise levels in excess of established standards, or that violate the City of Oakland Noise Ordinance at and near the redevelopment project area, and along construction haul routes.	**Redevelopment EIR 4.5-1:** Noise Reduction Plan	Construction
Impact 4.6-1: Redevelopment has the potential to encounter previously unknown subsurface cultural resources during ground-disturbing activities.	**Redevelopment EIR 4.6-1:** Discovery of Cultural Resources	Construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.6-2: Redevelopment would remove all resources contributing to the OARB Historic District. **Impact 4.6-3:** Redevelopment would render the OARB Historic District no longer eligible to the National and/or California Registers of Historic Places or Local Register. **Impact 4.11-2:** Redevelopment would remove buildings contributing to a historic district, including visually striking warehouse structures visible from I-80, a locally designated scenic route, and a portion of the state scenic highway system. **Impact 5.6-1:** Loss of historic resources.	**Redevelopment EIR 4.6-2:** Historic Commemoration Site	Pre-construction
	Redevelopment EIR 4.6-3: Public Trail Access	Pre-construction
	Redevelopment EIR 4.6-4: Oral Histories	Pre-construction
	Redevelopment EIR 4.6-5: Historic Military Website	Operations; to be available after completion of book; see Measure 4.6-16
	Redevelopment EIR 4.6-6: HABS/HAER Distribution	Pre-construction
	Redevelopment EIR 4.6-7: Video Distribution	Pre-construction
	Redevelopment EIR 4.6-8: Mural Preservation	Pre-construction
	Redevelopment EIR 4.6-9: Historic Warehouse Salvage Program	Pre-construction, East Gateway under Option B only

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
	Redevelopment EIR 4.6-10: Historic Brochure	Operations; to be available at time Bay Trail opens in the vicinity
	Redevelopment EIR 4.6-11: Historic Archive	Pre-construction
	Redevelopment EIR 4.6-14: Historic Building Demolition, Timing	Pre-construction, East Gateway under Option B only
	Redevelopment EIR 4.6-15. Historic Building, Deconstruction and Salvaging	Pre-construction, East Gateway under Option B only.
	Redevelopment EIR 4.6-16: Historic Resource Documentation Program	Pre-construction
Impact 4.7-2: Hazardous or acutely hazardous materials (AHMs) may be handled or emitted within ¼ mile of an existing or proposed school.	**Redevelopment EIR 4.7-1:** Haz. Mat. Business Plan	Pre-operations; Operations
	Redevelopment EIR 4.7-2: Risk Management and Prevention Plan	Pre-operations; Operations
Impact 4.7-4: Site preparation, remediation and development of areas that contain contaminated soil and groundwater could expose remediation and construction workers, and future utility workers, tenants, and visitors to soil and groundwater contamination conditions. **Impact 4.7-5:** Potential exposure to contaminants in soil and groundwater remaining in place after remediation could be a hazard to future residents, employees and visitors. **Impact 5.7-1**: Increased exposure to hazardous wastes during construction.	**Redevelopment EIR 4.7-3:** RAP/RMP Implementation	Pre-construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
	~~**Redevelopment EIR 4.7-4:** For the project area not covered by the DTSC-approved RAP/RMP, investigate potentially contaminated sites; if contamination is found, assess potential risks to human health and the environment, prepare and implement a clean-up plan for DTSC or RWQCB approval, prepare and implement a Risk Management Plan, and prepare and implement a Site Health and Safety Plan prior to commencing work.~~	Completed (As documented in the Army Reserve FOST report, June 2004)
Impact 4.7-5: Potential exposure to contaminants in soil and groundwater remaining in place after remediation could be a hazard to future residents, employees and visitors.	~~**Redevelopment EIR 4.7-5:** For the project areas not covered by the DTSC-approved RAP/RMP, remediate soil and groundwater contamination consistent with the City of Oakland ULR Program and/or other applicable laws and regulations.~~	Completed (As documented in the Army Reserve FOST report, June 2004)
Impact 4.7-6: Workers and others could be exposed to LBP in buildings, ACM or PCBs during demolition, remediation, renovation and site work activities. **Impact 5.7-1:** Increased exposure to hazardous wastes during construction.	**Redevelopment EIR 4.7-6:** Building Survey, Lead-Based Paint	Pre-construction
	Redevelopment EIR 4.7-7: Asbestos Safety Requirements	Pre-construction
	Redevelopment EIR 4.7-8: Building Survey, PCBs	Pre-construction
Impact 4.7-7: Workers or others could be exposed to hazardous materials and contamination in and around ASTs and USTs during remediation and redevelopment activities. **Impact 5.7-1:** Increased exposure to hazardous wastes during construction.	**Redevelopment EIR 4.7-9:** RAP/RMP for Underground Storage Tanks	Pre-construction; Construction
	Redevelopment EIR 4.7-10: Underground Storage Tank Closure/Removal	Construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.7-8: Workers or others could experience direct contact exposure to LBP-contaminated soil, concrete, and pavement surrounding buildings that have LBP. **Impact 5.7-1**: Increased exposure to hazardous wastes during construction.	**Redevelopment EIR 4.7-11:** Lead-Based Paint Safety Requirements	Pre-construction
Impact 4.7-10: During interim or future use of existing buildings, people could be exposed to ACM or other environmental hazards.	**Redevelopment EIR 4.7-13:** RAP/RMP Update	Pre-operations
Impact 4.7-11: Workers could be exposed to polychlorinated biphenyls (PCBs) and PCB-contaminated equipment during remediation, construction and future operations. **Impact 5.7-1**: Increased exposure to hazardous wastes during construction.	**Redevelopment EIR 4.7-15:** Removal of PCB Transformers	Pre-construction; Construction; Operations
	Redevelopment EIR 4.7-16: PCB Investigation	Pre-construction; Construction; Operations
	Redevelopment EIR 4.7-17: PCB Safety Requirements	Pre-construction; Construction; Operations
Impact 4.9-1: Construction activities and increases in employees and residents as well as increased building density would increase demand for fire, hazmat, and first responder medical emergency services. **Impact 4.3-4**, see above. **Impact 5.9-1**: Increased demand for fire-related services.	**Redevelopment EIR 4.9-1:** Fire and Emergency Response	Pre-operations; at time Port and Gateway development area employees exceed 2,044 (1995 baseline)
	Redevelopment EIR 4.9-3: OES Notification	Pre-construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.9-8: Redevelopment would *increase potable water demand.* **Impact 5.9-5**: Increased demand for water.	**Redevelopment EIR 4.9-4:** Reclaimed Water *Pipelines*	Pre-construction. EBMUD NOP comment letter dated 2/7/2006 directs developers coordinate directly with EBMUD to determine project-specific feasibility.
	~~**Redevelopment EIR 4.9-5:** Individual buildings with gross floor area exceeding 10,000 square feet shall install dual plumbing for both potable and recycled water, unless determined to be infeasible by the approving agency (City or Port).~~	As per EBMUD NOP comment letter dated 2/7/2006, this requirement is deferred because EBMUD has not yet tested the feasibility of dual plumbing.
	Redevelopment EIR 4.9-6: Compliance with Title 22 Requirements	Pre-construction
	Redevelopment EIR 4.9-8: Concrete and Asphalt Recycling	Construction
	Redevelopment EIR 4.9-9: Solid Waste Diversion	Pre-operations; Operations
Impact 4.11-3: New security lighting and/or lighting for night time operations would alter current patterns of light or glare, and could alter nighttime views in the area.	**Redevelopment EIR 4.11-1:** Lighting Standards	Pre-construction
Impact 4.11-4: New construction could introduce building or landscaping elements that would now or in the future cast shadow on existing collectors or photovoltaic cells, or a building using passive solar heat collection.	**Redevelopment EIR 4.11-3:** Solar Energy Setbacks	Pre-construction
	Redevelopment EIR 4.11-4: Solar Energy Access	Pre-construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.12-9: Loss of up to approximately 0.5 acre of isolated, urban wetlands. **Impact 5.12-2**: Loss of protected wetlands and waters of the U.S.	~~**Redevelopment EIR 4.12-13:** Contractors and developers shall comply with all conditions imposed by the RWQCB for fill of wetlands.~~	Completed as documented and implemented by the *Wetlands Offset Plan*, approved by RWQCB on May 3, 2004 and implemented in August 2004.
Impact 4.13-1: Redevelopment could expose increased numbers of people and structures to strong seismic ground shaking. **Impact 4.13-2**: Redevelopment could expose increased numbers of people or structures to seismic related ground failure, including liquefaction, lateral spreading, subsidence, or collapse. **Impact 4.13-3**: Localized landsliding may occur in sloped shoreline areas. **Impact 4.13-5**: Redevelopment could occur on expansive soils. **Impact 4.13-6**: Redevelopment elements may be located above a well, pit, sump, mound, tank vault, unmarked sewer line, landfill, or unknown fill soils. **Impact 5.13-1**: Exposure of persons or property to seismic risk.	**Redevelopment EIR 4.13-1**: Construction Standards	Pre-construction
	Redevelopment EIR 4.13-2: Geotechnical Report	Pre-construction
Impact 4.13-4: Under certain conditions, disturbance of soils during construction or remediation could result in erosion.	**Redevelopment EIR 4.13-3:** Stormwater Pollution Prevention / Erosion Control	Pre-construction
Impact 4.13-6: Redevelopment elements may be located above a well, pit, sump, mound, tank vault, unmarked sewer line, landfill, or unknown fill soils.	**Redevelopment EIR 4.13-4:** Environmental Records Review	Pre-construction
	Redevelopment EIR 4-13.5: Due Diligence	Pre-construction

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Impact	Mitigation Measures [a]	Schedule to Begin Implementation [b]
Impact 4.14-1: Operation of wells could cause saltwater to intrude into shallow groundwater. **Impact 5.14-1**: Concurrent operation of multiple remediation wells or construction dewat4ering activities could further impair groundwater quality.	**Redevelopment EIR 4.14-1:** Groundwater Extraction	Construction; Operations
Impact 4.14-2: Operation of wells could cause contaminants to migrate to uncontaminated groundwater.	**Redevelopment EIR 4.14-2:** Groundwater De-watering	Construction; Operations
Impact 4.15-2: Under certain circumstances, disturbance of soils during construction and remediation could result in erosion, which in turn could increase sediment loads to receiving waters. **Impact 5.15-1**: Construction-related increases in erosion and sedimentation/turbidity.	**Redevelopment EIR 4.15-2:** Subsequent Permit Conditions	Pre-construction
	Redevelopment EIR 4.15-3: Stormwater Pollution Prevention / Erosion Control	Pre-construction
Impact 4.15-3: During construction or remediation, shallow groundwater may be encountered that could be contaminated with sediment or chemicals, and could enter nearby receiving waters as could contaminated stormwater. **Impact 5.15-2**: Increases in 303(d) pollutants and toxics.	**Redevelopment EIR 4.15-4:** Stormwater Pollution Prevention Plan	Pre-construction
Impact 4.15-4: Net changes in impervious surface could result in higher pollutant loads to receiving waters.	**Redevelopment EIR 4.15-5:** Post-Construction Stormwater Controls	Pre-construction
Impact 4.15-5: Use of recycled water for non-potable purposes could lead to degradation of surface water quality.	**Redevelopment EIR 4.15-6:** Recycled Water Runoff	Pre-construction
Impact 4.15-6: New construction could result in changes in localized flooding.	**Redevelopment EIR 4.15-7:** Flood Protection	Pre-construction

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SUMMARY TABLE 2:

MITIGATION MEASURES WITH IMPLEMENTATION RESPONSIBILITY BY THE CITY (RELATED TO THE OARB AUTO MALL PROJECT)

Note: See also accompanying Detailed Mitigation Measures following the Summary Table.

The following additional mitigation measures are related to development in the North Gateway (Project site) and/or East Gateway (additional Option B area). Implementation of these measures is the responsibility of the City of Oakland, acting through the Community and Economic Development Agency or other city Departments/Agencies. Implementation of these mitigation measures may include a requirement for fair-share contributions from project developers.

Impact	Mitigation Measures	Schedule to Begin Implementation
Impact 4.2-1: Under proposed redevelopment, dissimilar land uses may be located proximate to one another.	**Redevelopment EIR 4.2-3:** Land Use Coordination	Pre-construction; Operations
Impact 4.3-3: Redevelopment could result in traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features or incompatible uses. **Impact 5.3-3:** Increase in traffic hazards.	**Redevelopment EIR 4.3-7:** Truck Management Plan	Pre-construction
Impact 4.3-4: Due to site constraints, it may not be possible to provide two emergency access routes to the western portion of the Gateway development area, which would be in excess of 1,000 feet from the nearest major arterial. **Impact 5.3-4:** Inadequate emergency access.	**Redevelopment EIR 4.3-8:** Emergency Evacuation Plan	Pre-operations; at time Port and Gateway development area employees exceed 2,044 (1995 baseline)

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Impact	Mitigation Measures	Schedule to Begin Implementation
Impact 4.3-9: Redevelopment would increase the peak hour average ridership at the West Oakland BART station by 3 percent where average waiting time at fare gates could exceed 1 minute. **Impact 5.3-8:** Increased waiting time during peak weekday hours at BART fare gates.	**Redevelopment EIR 4.3-12:** BART Capacity Assessment	Operations
Impact 5.3-5: Inadequate truck-related parking.	**Redevelopment EIR 5.3-7:** Truck Impact Reduction Program	Operations
Impact 5.3-7: Increased ridership on BART trains.	**Redevelopment EIR 5.3-8:** BART Capacity Improvements	Operations
Impact 5.4-1: Redevelopment would result in significant cumulative air quality impacts associated with emissions of nitrogen oxides (NOx), reactive organics gases (ROG), carbon monoxide (CO), particulate matter less than 10 microns in diameter (PM10), and diesel exhaust (almost entirely particulate matter less than 2.5 microns in diameter [PM2.5]), the latter defined as a toxic air contaminant by the California Air Resources Board (CARB).	**Redevelopment EIR 5.4-1:** Emission Reduction Projects	Pre-operations; Operations
Impact 4.6-2: Redevelopment would remove all resources contributing to the OARB Historic District. **Impact 4.6-3**: Redevelopment would render the OARB Historic District no longer eligible to the National and/or California Registers of Historic Places or Local Register. **Impact 5.6-1**: Loss of historic resources.	**Redevelopment EIR 4.6-3:** Public Trail Access	Pre-construction

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Impact	Mitigation Measures	Schedule to Begin Implementation
Impact 4.9-6: Redevelopment construction could interfere with operation of the Maritime Street emergency response staging area, or with the West Grand Avenue and 7th Street evacuation routes.	**Redevelopment EIR 4.9-2:** OES Coordination	Pre-construction
Impact 4.15-6: New construction could result in changes in localized flooding.	**Redevelopment EIR 4.15-8:** Flood Hazard Mapping	Pre-construction

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DETAILED MITIGATION DESCRIPTIONS

This section provides details of each mitigation measure, and is a companion to the MMRP tables included in this document.

The following text is presented by environmental factor. Each section presents the mitigation for impacts affecting that particular environmental factor. For each mitigation measure, the following information is provided:

- The full mitigation measure;
- a more detailed description of each mitigation measure, where necessary.

In the detailed discussion of mitigation measures, the work "should" or "may" indicates a preference or option for action, but not a requirement. The word "shall" indicates a required element of the mitigation measure.

Mitigation Measures with Implementation Responsibility by the OARB Auto Mall Sponsors/Developers:

The following mitigation measures apply to development in the North Gateway (Project site) and/or East Gateway (additional Option B area) of the City's Gateway Development Area on the former Oakland Army Base. Developers/sponsors of the OARB Auto Mall Project are responsible for implementation of these measures. The City, acting through the Community and Economic Development Agency is responsible for enforcing these measures and providing the mechanism for fair-share contributions where applicable.

LAND USE

> **Redevelopment EIR 4.2-1**: The City shall ensure that Gateway development area redevelopment activities adjacent to Port of Oakland industrial maritime facilities are designed to minimize any land use incompatibilities to the extent feasible.

Design of Gateway development area activities adjacent to Port activities shall be designed to avoid or minimize land use incompatibilities through such measures as, the placement of least sensitive elements

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(such as parking, waste collection, storage, etc.) toward Port facilities. The City shall take compatibility of uses into consideration during planning and design review.

TRANSPORTATION AND TRAFFIC

> **Auto Mall EIR Traf-3:** The Project Sponsors shall work with the property owners to develop an access design that provides adequate levels of safety. One option would be to relocate the EBMUD driveway to connect as the north leg of the N. Access Road / E. Access Road intersection. If the driveway were relocated, the N. Access Road / E. Access Road intersection would operate in compliance with the City's level of service standards with all-way stop traffic control. Design plans for the project and all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.
>
> Phasing of the demolition of Wake Avenue and construction of the Maritime Street extension and North Access Road must occur such that reasonable access to the EBMUD facilities is maintained at all times.

The angle of the intersection at the EBMUD driveway appears to be between 30 and 35 degrees – a very acute angle. Good design practice requires intersection angles to be as close to 90 degrees as practicable. Otherwise, safety may be compromised. Acute angles at intersections and driveways are typically associated with higher than normal collision rates. The acute angle could obstruct the line of sight of motorists exiting the driveway who would essentially have to look over their shoulder to see oncoming traffic. This could result in conflicts with oncoming traffic or might cause exiting traffic to stop suddenly, resulting in rear-end collisions. The acute angle also would create a wide driveway that would not provide adequate access control. The driveway angle would make right turning movements into the driveway difficult.

> **Auto Mall EIR Traf-4**: Construct an emergency vehicle access to the east end of the Project. Design plans shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

The Project proposes a cul-de sac either as a permanent measure or prior to development in the East Gateway (under Option B) that would continue and connect the roadway. Full development of Option B in both the North Gateway and the East Gateway would not include a cul-de-sac, but instead continuation and connection of the North Gateway access road, so would have adequate emergency access with no need to implement mitigation measure Traf-4.

Note:

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Auto Mall EIR Traf-6: As part of the cumulative growth of the OARB Area Redevelopment Plan, the Project Sponsors shall fund a fair share of the following modifications at the West Grand Avenue / Maritime Street intersection:

- Revise the northbound Maritime Street lanes to provide one left turn lane, one combination left-through lane, and two right turn lanes with overlap signal phasing (green arrow)
- Revise the southbound Maritime Street lanes to provide one left turn lane, one combination through-right lane, and one right turn lane
- Revise eastbound West Grand Avenue exit ramp to provide one left turn lane, two through lanes, and one right turn lane with a receiving third southbound lane south of the intersection (free right)
- Revise westbound West Grand Avenue to provide one left turn lane, one combination left-through lane, and one combination through-right lane
- Provide split signal phasing for east and westbound traffic movements on West Grand Avenue

Design plans for all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

The intersection improvements that are feasible are limited by the bridge piers supporting the I-880/I-80 connector roadway that passes above West Grand Avenue. To fully mitigate cumulative impacts at the intersection would require modification of the overhead structure, development of new roadways, or other measures that would require significant right-of-way and/or the development of major roadway structural elements. No feasible mitigation measures have been identified that would reduce cumulative impacts to a level that is less than significant; therefore, residual cumulative impacts at the West Grand Avenue / Maritime Street intersection would be significant and unavoidable.

Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 4.3-1 from the 2002 OARB Redevelopment EIR.

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Auto Mall EIR Traf-10: As part of the cumulative growth of the OARB Area Redevelopment Plan, the Project Sponsors shall fund a fair share of the following modifications at the 7th Street / Maritime Street intersection:

- Revise the northbound Maritime Street lanes to provide one left turn lane, one combination left-through lane, one through lane, and one right turn lane with overlap signal phasing (green arrow)
- Revise the southbound Maritime Street lanes to provide one left turn lane, one combination left-through lane, and one combination through-right turn lane
- Revise the eastbound 7th Street lanes to provide one left turn lane, two through lanes, and one right turn lane with overlap signal phasing (green arrow)
- Revise the westbound 7th Street lanes to provide two left turn lanes, two through lanes and one right turn lane with overlap signal phasing (green arrow)
- Provide split phasing for the north and southbound traffic movements.

Design plans for all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

The intersection improvements that are feasible are limited by the structural supports for the elevated BART tracks that pass over Maritime Street just south of the intersection. To fully mitigate cumulative impacts at that intersection would require modification of the overhead structure, development of new roadways, or other measures that would require significant right-of-way. No feasible mitigation measures have been identified that would reduce cumulative impacts to a level that is less than significant; therefore, residual cumulative impacts at the 7th Street / Maritime Street intersection would be significant and unavoidable.

Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 4.3-3 and 5.3-1 from the 2002 OARB Redevelopment EIR.

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Auto Mall EIR Traf-11: If Option B is developed, the Project Sponsors shall fund a fair share of the following modifications at the West Grand Avenue / I-880 Northbound Ramp intersection:

- Revise the eastbound 7th Street lanes to provide one left turn lane, one combination left-through lane, and one through lane.
- Provide split signal phasing for east and westbound traffic movements on 7th Street.

Design plans for all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

The improvements identified in this mitigation measure replace those improvements recommended in mitigation measure 5.3-2 from the 2002 OARB Redevelopment EIR.

Auto Mall EIR Traf-15: If Option B is developed, the Project Sponsors shall fund a fair share of the modifications at the S. Access Road / Maritime Street intersection to add a southbound right turn lane with southbound right turn overlap phasing (green arrow). Design plans for all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

Auto Mall EIR Traf-16: If Option B is developed, the Project Sponsors shall fund a fair share of the modifications at the Parcel I / Maritime Street intersection to add a southbound right turn lane with southbound right turn overlap phasing (green arrow). Design plans for all public facilities shall be consistent with City standards and are subject to the approval of the City of Oakland Public Works Agency.

Note that as per the 2002 OARB Redevelopment EIR, fair-share allocations will be assessed for all OARB developers, whether or not their individual contribution to the impact would be significant under CEQA.

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> **Auto Mall EIR Traf-17**: As part of the cumulative growth of the OARB Area Redevelopment Plan, the Project Sponsors shall fund a fair share of a transportation demand management program established by the City for the Redevelopment Area to reduce the demand for single-occupant, peak hour trips, and to increase access to transit opportunities.

This project will likely progress before other projects are finalized in the OARB Area and therefore before an area-wide Transportation Demand Management (TDM) Plan can be instituted to which the developers of this project would otherwise pay a fair share. A project-specific TDM Plan satisfies the fair-share obligations of this measure for the OARB Auto Mall project.

The City shall, in cooperation with the area businesses, cause to be prepared a Transportation Demand Management Plan to be implemented for the OARB Auto Mall project. The OARB Auto Mall TDM Plan shall include, at a minimum, the following measures:

1. Provide a shuttle to and from one or two local BART stations (West Oakland and/or 12th and Broadway).

2. The future big box retail shall be conditioned to provide secure, weather-protected bicycle parking for employees.

3. Provide signalized pedestrian crossings at all signalized intersections adjacent to the project site.

4. Provide employees with a guaranteed ride home in emergencies if they take transit, bicycle, walk or carpool to work.

5. Utilize only electric or natural gas forklifts and landscaping equipment in project operations.

Additionally, the following TDM measure should be considered for reduction of internal trips:

6. Consider shared customer parking in a centralized location.

These measures shall be coordinated with BAAQMD and CAP Transportation Control Measures implemented under Auto Mall EIR mitigation measure Air-1.

Until such time as redevelopment further progresses in the area, the proposed project would not generate enough demand for a bus line. AC Transit Line 13 runs near the project area (as close as Maritime and 14th Street) and less than a half mile from the closest portion of the expanded Option B area.

Note:
- "Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

Construction of the OARB Auto Mall Project would not preclude construction of Class II bicycle lanes on W. Grand Avenue. Construction of bicycle lanes on W. Grand Avenue would provide limited relief of traffic congestion by providing an alternative commute option but would only have a slight effect on traffic congestion. The limited benefit of the bike lanes would not justify the cost of implementation.

The Bay Trail planned along Maritime Street will be constructed on the west side of Maritime Street as redevelopment on that side progresses.

Bulb-outs would not have a significant mitigating effect on any of the traffic impacts identified in the Draft SEIR; however, bulb-outs will be considered by the City in its review of design plans for modifications to project area roadways and may be provided at locations where they would not obstruct turning paths of large vehicles.

This mitigation measure replaces mitigation measure 4.3-4 from the 2002 OARB Redevelopment EIR for the OARB Auto Mall project.

> **Redevelopment EIR 4.3-5**: Redevelopment elements shall be designed in accordance with standard design practice and shall be subject to review and approval of the City or Port design engineer.

Through design review, the City shall ensure the design of roadways, bicycle and pedestrian facilities, parking lots, and other transportation features comply with design standards and disallow design proposals that likely to result in traffic hazards. Any mitigation or redevelopment features that may directly affect Caltrans facilities shall be submitted for review by that agency.

> **Redevelopment EIR 4.3-9**: Redevelopment plans shall conform to City of Oakland or Port development standards with facilities that support transportation alternatives to the single-occupant automobile.

Facilities that support transportation alternatives to the single-occupant automobile may include, and are not limited to, bus turnouts, bicycle racks, on-site showers, on-site lockers, and pedestrian and bicycle ways.

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Redevelopment EIR 4.3-10: The number of parking spaces provided in the project area shall comply with City Code or Port requirements, and/or with recommendations of a developer funded parking demand analysis.

Through project review, the City shall ensure an adequate supply of parking spaces will be provided.

Redevelopment EIR 4.3-13: Prior to commencing hazardous materials or hazardous waste remediation, demolition, or construction activities, a Traffic Control Plan (TCP) shall be implemented to control peak hours trips to the extent feasible, assure the safety on the street system and assure that transportation activities are protective of human health, safety, and the environment.

Construction and remediation TCPs shall be designed and implemented to reduce to the maximum feasible extent traffic and safety impacts to regional and local roadways.

The TCP shall address items including but not limited to: truck routes, street closures, parking for workers and staff, access to the project area and land closures or parking restrictions that may require coordination with and/or approval by the City and/or Caltrans. The TCP shall be submitted to the City Traffic Engineering and Planning divisions for review and approval prior to the issuance of any building, demolition or grading permits. The City and the Port shall coordinate their respective approvals to maximize the effectiveness of the TCP measures. DTSC would have ongoing authority under its Remedial Action Plan/Remedial Monitoring Plan oversight and the Hazardous Substances Account Act to regulate remediation transportation activities, which must be protective of human health, safety and the environment.

Remediation and demolition/construction traffic shall be restricted to designated truck routes within the City, and the TCP shall include a signage program for all truck routes serving the site during remediation or demolition/construction. A signage program details the location and type of truck route signs that would be installed during remediation and demolition/construction to direct trucks to and from the project area. Truck access points for entry and exit should be included in the TCP. In addition, as determined by the City, the developer shall be responsible for repairing any damage to the pavement that is caused by remediation or demolition/construction vehicles for restoring pavement to pre-construction conditions.

Remediation and demolition/construction-related trips will be restricted to daytime hours, unless expressly permitted by the City, and to the extent feasible, trips will be minimized during the a.m. and p.m. peak hours.

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The TCP shall identify locations for construction/remediation staging. Remediation staging areas are anticipated to be located near construction areas, since remediation will be largely coordinated with redevelopment. In addition, the TCP shall identify and provide off-street parking for remediation and demolition/construction staff to the extent possible throughout all phases of redevelopment. If there is insufficient parking available within walking distance of the site for workers, the developer shall provide a shuttle bus or other appropriate system to transfer workers between the satellite parking areas and remediation or demolition/construction site.

The TCP shall also include measures to control dust, requirements to cover all loads to control odors, and provisions for emergency response procedures, health and safety driver education, and accident notification.

Redevelopment EIR 5.3-3: 3rd/Adeline Street. Project area developers shall fund a fair share of the modifications at the 3rd/Adeline Street intersection.

Improvements for cumulative effects shall include the following:

1. Convert the traffic signal that is currently functioning as a flashing beacon to a fully operational traffic signal.
2. Provide permitted phasing for the northbound Adeline Street left-turning movement.
3. Revise the southbound Adeline Street lanes to provide:
    a. 1 left-turn lane
    b. 1 combination through right-lane lane
4. Revise the eastbound 3rd Street lanes to provide:
    a. 1 left-turn lane
    b. 1 combination through-right lane
5. Revise the westbound 3rd Street lanes to provide:
    a. 1 left-turn lane
    b. 1 combination left-through-right lane

It is recommended this measure be **rejected as infeasible** for the OARB Auto Mall project as there is no mechanism for accepting fair-share contributions for this intersection.

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Redevelopment EIR 5.3-4: 3rd/Market Street. Project area developers shall fund a fair share of modifications at the 3rd/Market Street intersection.

Improvements for cumulative effects shall include the following:

1. Install 4-way stop sign control.

2. Revise the westbound 3rd Street lanes to provide:

    a. 1 combination left-through lane

    b. 1 right-turn lane

It is recommended this measure be **rejected as infeasible** for the OARB Auto Mall project as there is no mechanism for accepting fair-share contributions for this intersection.

Redevelopment EIR 5.3-5: 12th /Brush Street. Project area developers shall fund a fair share of modifications to the 12th/Brush Street intersection to increase the signal cycle length to 102 seconds.

It is recommended this measure be **rejected as infeasible** for the OARB Auto Mall project as there is no mechanism for accepting fair-share contributions for this intersection.

Redevelopment EIR 5.3-6: Powell Street/I-80 Northbound Ramps. Project area developers shall fund a fair share of modifications at the Powell Street/I-80 northbound ramps intersection.

Improvements for cumulative effects shall include the following:

1. Revise the northbound I-80 ramp lanes to provide:

    a. 1 left-turn lane

    b. 1 combination through-right lane

    c. 1 right-turn lane

It is recommended this measure be **rejected as infeasible** for the OARB Auto Mall project as there is no mechanism for accepting fair-share contributions for this intersection.

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AIR QUALITY

Redevelopment EIR 4.4-1: Contractors shall implement all BAAQMD "Basic" and "Optional" PM10 (fugitive dust) control measures at all sites, and all "Enhanced" control measures at sites greater than four acres.

The following BAAQMD fugitive dust control measures shall be implemented as indicated at construction sites, and shall be enforced through contract specifications. A list of the feasible dust control mitigation measures with cost-benefits is included in the 2002 OARB Redevelopment EIR (p.4.4-25) based on an extensive evaluation of potential air quality mitigation measures conducted as part of the Berths 55-58 EIR (Port of Oakland 1998) as follows:

BAAQMD Fugitive Dust Control Measures

Control Measure	BAAQMD Category	Emission Source Controlled	Measure
1	Basic	Land	Water all active construction areas at least twice daily
2	Basic	Trucks	Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least 2 feet of freeboard.
3	Basic	Land	Pave, apply water 3 times daily, or apply (nontoxic) soil stabilizers on all unpaved access roads, parking areas and staging areas, at construction sites.
4	Basic	Land	Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites.
5	Basic	Streets	Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.
6	Enhanced	Land	Hydroseed or apply (nontoxic) soil stabilizers to inactive construction areas (previously graded areas inactive for 10 days or more).
7	Enhanced	Stockpiles	Enclose, cover, water twice daily or apply (nontoxic) soil binders to exposed stockpiles (dirt, sand, etc.)
8	Enhanced	Streets	Limit traffic speeds on unpaved roads to 15 mph.
9	Enhanced	Land	Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
10	Enhanced	Land	Replant vegetation in disturbed areas as quickly as possible.
11	Optional	Land	Limit the area subject to excavation, grading, and other construction activity at any one time.
12	Optional	Land	Suspend excavation and grading activity when sustained[a] wind speeds exceed 25 mph.
13	Optional	Trucks	Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site.

Source: BAAQMD, 1996 as revised through 1999. Table 2.
Note: [a] Modified as per the Berths 55-58 EIR.

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Redevelopment EIR 4.4-2: Contractors shall implement exhaust control measures at all construction sites.

Exhaust control measures shall be implemented where feasible at each construction site, and may include, but not be limited to the following:

Exhaust Control Measures	
Control Measure	**Measure**
1	Prohibit truck idling in excess of 2 minutes
2	Use electricity from power poles rather than generators
3	Limit the size of construction equipment engines to the minimum practical size
4	Configure construction equipment with two to four degree engine timing retard or pre-combustion chamber engines
5	Install high pressure injectors on diesel construction equipment
6	Install soot traps
7	Install catalytic oxidizers
8	Minimize concurrent operation of vehicles
9	If they are available in the air basin, purchase emission offsets if ROG or NO_x emissions from construction where emissions exceed 6 tons/quarter

Redevelopment EIR 4.4-4: The City and the Port shall jointly create, maintain and fund on a fair share basis, a truck diesel emission reduction program. The program shall be sufficiently funded to strive to reduce redevelopment related contributions to local West Oakland diesel emissions to less than significant levels, consistent with applicable federal, state and local air quality standards, and shall continually reexamine potential reductions toward achieving less than significant impacts as new technologies emerge. The adopted program shall define measurable reduction within specific time periods.

In the absence of such a plan, the City (as project sponsor) has agreed to implement, or cause to be implemented, the following diesel emission reduction measures as project conditions of approval:

- Provide 110 and 220 volt electrification at all loading docks and areas.
- Require all delivery trucks capable of utilizing electrification to power their vehicles' equipment to immediately turn off their engines when making deliveries in the project area.
- Prohibit all on-site diesel truck idling longer than three minutes by providing notification, installing signage and requiring enforcement by security personnel.

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> **Auto Mall EIR Air-1**: Transportation Control Measures. Major developers shall fund on a fair share basis BAAQMD-recommended feasible Transportation Control Measures (TCMs) for reducing vehicle emissions from commercial, institutional, and industrial operations, as well as all CAP TCMs the BAAQMD has identified as appropriate for local implementation.

This project will likely progress before other projects are finalized in the OARB Area and therefore before area-wide Transportation Control Measures (TCM) or an area-wide Transportation Demand Management (TDM) Plan can be instituted to which the developers of this project would otherwise pay a fair share. A project-specific TDM/TCM Plan satisfies the fair-share obligations of this measure for the OARB Auto Mall project.

The City shall, in cooperation with the area businesses, cause to be prepared a TDM/TCM Plan to be implemented for the OARB Auto Mall project. The OARB Auto Mall TDM/TCM Plan shall include, at a minimum, the following measures:

7. Provide a shuttle to and from one or two local BART stations (West Oakland and/or 12th and Broadway).

8. The future big box retail shall be conditioned to provide secure, weather-protected bicycle parking for employees.

9. Provide signalized pedestrian crossings at all signalized intersections adjacent to the project site.

10. Provide employees with a guaranteed ride home in emergencies if they take transit, bicycle, walk or carpool to work.

11. Utilize only electric or natural gas forklifts and landscaping equipment in project operations.

Additionally, the following TDM measure should be considered for reduction of internal trips:

12. Consider shared customer parking in a centralized location.

These measures shall be coordinated with Transportation Demand Management measures implemented under Auto Mall EIR mitigation measure Traf-17.

Until such time as redevelopment further progresses in the area, the proposed project would not generate enough demand for a bus line. AC Transit Line 13 runs near the project area (as close as Maritime and 14th Street) and less than a half mile from the closest portion of the expanded Option B area.

Note:
- "Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR
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Construction of the OARB Auto Mall Project would not preclude construction of Class II bicycle lanes on W. Grand Avenue. Construction of bicycle lanes on W. Grand Avenue would provide limited relief of traffic congestion by providing an alternative commute option but would only have a slight effect on traffic congestion. The limited benefit of the bike lanes would not justify the cost of implementation.

The Bay Trail planned along Maritime Street will be constructed on the west side of Maritime Street as redevelopment on that side progresses.

Bulb-outs would not have a significant mitigating effect on any of the traffic impacts identified in the Draft SEIR; however, bulb-outs will be considered by the City in its review of design plans for modifications to project area roadways and may be provided at locations where they would not obstruct turning paths of large vehicles.

This mitigation measure replaces mitigation measure 4.4-5 from the 2002 OARB Redevelopment EIR for the OARB Auto Mall project.

> **Redevelopment EIR 4.4-6**: Title 24 of the Uniform Building Code (UBC) requires that new construction include energy-conserving fixtures and designs. Additionally, the City and Port shall implement sustainable development policies and strategies related to new development design and construction.

Implementation of UBC requirements would reduce the need for space and water heating that would emit pollutants.

City policies and strategies shall be conditioned for all new development within the redevelopment project area. Specific examples may include, and are not limited to the following:

- Wood fire heating shall be prohibited in new live/work development.
- Where siting allows and where feasible, buildings shall be oriented to take advantage of passive and active climate control designs.
- To the maximum extent feasible, central water heating systems shall be installed.

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Redevelopment EIR 4.5-1: Developers and/or contractors shall develop and implement redevelopment-specific noise reduction plans.

This measure shall be enforced via contract specifications. The measure as written is intended to effectively limit construction noise, while allowing the sponsors of redevelopment activities and their contractors flexibility in controlling site-specific noise.

Each developer and/or contractor should be contractually required to demonstrate knowledge of the Oakland Noise Ordinance, and to construct in a manner whereby noise levels do not exceed significance criteria. Contractors may elect any combination of legal, non-polluting methods to maintain or reduce noise to thresholds levels or lower, as long as those methods do not result in other significant environmental impacts or create a substantial public nuisance. The developer and/or contractor shall perform a site-specific acoustical analysis, and, if necessary, shall develop and implement a noise reduction plan subject to review and approval by the City. The plan for attenuating these noises shall include some or all of the following measures, as appropriate and feasible, and shall be implemented prior to any required activities.

Schedule

- Schedule operation of one piece of equipment that generates extreme levels of noise at a time.
- Schedule activities that generate low and moderate levels of noise during weekend or evening hours.
- Standard construction activities shall be limited to between 7:00 a.m. and 7:00 p.m. Monday through Friday. No construction activities shall be allowed on weekends until after the building is enclosed without prior authorization of the Building Services and Planning Divisions of the Community and Economic Development Agency, or unless expressly permitted or modified by the provisions of a building and/or grading permit.

Pile Driving and/or Other Activities that Generate Extreme Levels of Noise for Noise Levels Greater than 90 dBA

- Pile-driving and/or other activities that generate noise above 90 dBA shall be limited to between 8:00 a.m. and 4:00 p.m., Monday through Friday, with no activity generating extreme levels of noise permitted between 12:30 and 1:30 p.m. No construction activities that generate extreme levels of noise shall be allowed on Saturdays, Sundays, or holidays unless expressly permitted or modified by the provisions of a building and/or grading permit.
- Install engine and pneumatic exhaust controls as necessary to ensure exhaust noise from pile driver engines are minimized. Such controls can reduce noise levels by 6 dBA Leq.

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- Employ sonic or vibratory pile drivers (sonic pile drivers are only effective in some soils). Such drivers may reduce maximum noise levels by as much as 12 dBA (Lmax). In some cases however (e.g., sheet pile driving) vibratory pile drivers may generate more noise than impact pile drivers/methods. The specific circumstances should be evaluated.

- Tie rubber aprons lined with absorptive material around sheetpile.

- Hydraulically drive piles.

- Pre-drill pile holes.

- Erect temporary plywood noise barriers around the entire construction site.

- Use noise control blankets on the building structure as it is erected to reduce noise emission from the site.

- Evaluate the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings.

- Monitor the effectiveness of noise attenuation measures by taking noise measurements.

Other Equipment, Methods

- A pre-construction meeting shall be held with the job inspectors and the general contractor/on-site project manager to confirm that noise mitigation and practices are completed prior to the issuance of a building permit (including construction hours, neighborhood notification, posted signs, etc.).

- All construction equipment, fixed and mobile, and motor-vehicles shall be properly maintained to minimize noise generation. This would include maintaining equipment silencers, shields, and mufflers in proper operating order. "Quiet package" or "hush" equipment, which is readily available for such equipment as trailer-mounted compressors, welders, etc. shall be used. All equipment shall be operated in the quietest manner practicable.

- Equipment and trucks used for construction shall use best available noise control techniques (e.g., improved mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds, wherever feasible).

- Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed-air exhaust from pneumatically powered tools. However, where use of pneumatic tools is unavoidable, an exhaust muffler on the compressed-air exhaust should be used; this muffler can lower noise levels from

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the exhaust by up to about 10 dBA. External jackets on the tools themselves shall be used where feasible, which could achieve a reduction of 5 dBA. Quieter procedures should be used, such as drills rather than impact equipment, where practicable.

- Stationary noise sources should be located as far from sensitive receptors as possible, and they should be muffled and enclosed within temporary sheds, or insulation barriers, or other measures should be incorporated to the extent feasible.
- Material stockpiles and/or vehicle staging areas should be located as far as practicable from dwellings.
- Public address systems would be designed and to minimize "spill over" of sound onto adjacent properties.
- Physical barriers/screens (e.g., along fence lines) may be used to attenuate noise.
- Project workers exposed to noise levels above 80 dBA would be provided personal protective equipment for hearing protection (i.e., ear plugs and/or muffs).
- Areas where noise levels are routinely expected to exceed 80 dBA would be clearly posted "Hearing Protection Required in this Area."
- A process with the following components shall be established for responding to and tracking complaints pertaining to construction noise:
    - A procedure for notifying City Building Division staff and Oakland Police Department;
    - A list of telephone numbers (during regular construction hours and off-hours);
    - A plan for posting signs on-site pertaining to complaint procedures, permitted construction days and hours, day and evening contact telephone numbers for the job site and day and evening contact telephone numbers for the City in the event of a problem;
    - Designation of a construction complaint manager for the project who will respond to and track complaints; and
    - Notification of neighbors within 300 feet of the project construction area at least 30 days in advance of construction activities.

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CULTURAL AND HISTORIC RESOURCES

> **Redevelopment EIR 4.6-1**: Should previously unidentified cultural resources be encountered during redevelopment, work in that vicinity shall stop immediately, until an assessment of the finds can be made by an archaeologist. If the resource is found to be significant under CEQA, an appropriate mitigation plan must be developed.

The City or its developer will retain an archaeologist, upon any unanticipated discovery. The archaeologist will prepare a preliminary evaluation to assess the archaeological sensitivity of the specific site(s) under consideration and will recommend actions to protect archaeological resources. If the archaeologist's evaluation indicates a more detailed site assessment is warranted, an archaeologist shall initiate a testing program. The archaeologist will prepare a report determining the potential significance of the find and recommend measures to minimize potential effects on archaeological resources; measures might include a site security program, additional on-site investigations, or documentation, preservation, and recovery of cultural material.

If, after testing, the archaeologist determines that the discovery is not significant as defined in CEQA, no further investigations or precautions are necessary to safeguard the find. The archaeologist will prepare a final report to be sent to the responsible agency, the Oakland Landmarks Advisory Board, and the California Historical Resources Information System Northwest Information Center.

If, after testing, the archaeologist determines that the discovery is significant as defined in CEQA, ground-disturbing activities in the immediate vicinity of the discovery will remain suspended until an appropriate plan can be agreed upon and implemented. If further investigations or precautions are necessary or appropriate, the City and the archaeologist will jointly determine what additional procedures are necessary to protect the resource and/or mitigate any significant impacts. Additional measures might include a redesign of the project, data recovery excavations, or a program to monitor all site excavation, during which the archaeologist will record observations in a permanent log. The archaeologist will prepare a final report to be sent to the responsible agency, the Oakland Landmarks Advisory Board, and the California Historical Resources Information System Northwest Information Center.

Should any human remains be encountered, work in the vicinity shall halt and the County Coroner notified immediately. If the remains are determined to be Native American, the coroner will contact the California Native American Heritage Commission (NAHC) pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code. The NAHC in Sacramento will identify a Most Likely Descendant (MLD) pursuant to subdivision (a) of Section 5097.98 of the Public Resources Code. The City and the contracted archaeologist will consult with the MLD. The MLD may, with the permission of the owner of the land, or his or her authorized representative, inspect the site of the discovery of the Native American remains and may

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recommend to the owner or the person responsible for the excavation work means for treating or disposing, with appropriate dignity, the human remains and any associated grave goods. The descendents shall complete their inspection and make their recommendation within 24 hours of their notification by the Native American Heritage Commission. The recommendation may include the scientific removal and nondestructive analysis of human remains and items associated with Native American burials. Work may not commence until the coroner's approval has been received.

> **Redevelopment EIR 4.6-2**: The City, Port and OARB sub-district developers shall fund on a fair-share basis development of a commemoration site, including preparation of a Master Plan for such a site, at a public place located within the Gateway development area.. The City shall ensure that the scale and scope of the commemoration site reflects the actual loss of historic resources.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

> **Redevelopment EIR 4.6-3**: The City shall ensure the commemoration site is linked to the Gateway Park and the Bay Trail via a public access trail.

Within the Gateway development area, this trail may be located along the shoreline. Beyond the Gateway, the trail would follow the new alignment of Maritime Street, connecting to 7th Street, which connects to the Port's Middle Harbor Shoreline Park and other existing and planned trail segments.

Construction of the OARB Auto Mall Project would not preclude construction of the Bay Trail along the west side of Maritime Street south of Burma Road, nor the connection of the Bay Trail from Maritime Street to the Bay Bridge and Emeryville. An appropriate alignment of the Bay Trail would be along the west side of Maritime Street to avoid an unnecessary crossing of Maritime Street. This portion of the Bay Trail will be constructed as a subsequent element of implementation of the Oakland Army Base Area Redevelopment Plan on the west side of Maritime Street, but not as a part of the OARB Auto Mall project.

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Redevelopment EIR 4.6-4: The City, Port and OARB sub-district developers shall fund on a fair-share basis collection and preservation of oral histories from OARB military and civilian staff.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

Redevelopment EIR 4.6-5: The City, Port, and OARB sub-district developers shall fund on a fair share basis collaboration with "military.com" or a similar military history web site.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

Redevelopment EIR 4.6-6: The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of the complete OARB HABS/HAER documentation prepared by the Army to: Oakland History Room, Oakland Public Library; Bancroft Library, University of California; and Port of Oakland Archives for the purpose of added public access to these records.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

Redevelopment EIR 4.6-7: If determined of significant historical educational value by the Oakland Landmarks Preservation Advisory Board and the Oakland Heritage Alliance, the City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of "A Job Well Done" documentary video published by the Army.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

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> **Redevelopment EIR 4.6-8**: The City, Port, and OARB sub-district developers shall fund on a fair share basis preservation and long-term curation of murals from OARB Building No. 1, and OBRA shall either donate the murals to the Oakland Museum of California, or provide a permanent location elsewhere.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

> **Redevelopment EIR 4.6-9:** The City, Port, and OARB sub-district developers shall fund on a fair share basis a program to salvage as whole timber posts, beams, trusses and siding of warehouses to be deconstructed. These materials shall be used on site if deconstruction is the only option. Reuse of a warehouse building or part of a warehouse building at its current location, or relocated to another Gateway location is preferable.

To the extent feasible, these materials shall be used in whole, on site, in the construction of new buildings within the Gateway development area. Special consideration shall be given to the use of these materials at the commemoration site through the site's Master Planning effort

If on-site reuse is found infeasible, opportunities shall be sought for reuse of these materials in other East Bay Area construction, or be sold into the recycled construction materials market. Landfill disposal of salvageable construction material from contributing historic structures shall be prohibited by contract specification. Salvage and reuse requirements shall be enforced via contract specification.

Salvage operations shall employ members of local job-training bridge programs (Youth Employment Program, Joint Apprenticeship Training Committee, Homeless Collaborative) or other similar organizations, if feasible, to provide construction-training opportunities to Oakland residents.

Salvage and reuse of the timber from these structures will help to reduce the impacts on the environment and save this ecologically and historically valuable material for reuse in the local community.

> **Redevelopment EIR 4.6-10**: The City, Port, and OARB sub-district developers shall fund on a fair share basis production of a brochure describing history and architectural history of the OARB.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

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Redevelopment EIR 4.6-11: The City, Port, and OARB sub-district developers shall fund on a fair share basis acquisition of copies of construction documentation and photographs of historic buildings currently in the OARB files and transfer the copies to the Oakland History Room files and Port historic archives, including funding to cover costs of archiving and cataloging these materials, as well as curator costs at the Oakland History Room. While select photos and information may be exhibited at the commemoration site, the Oakland History Room is the most appropriate location for this archive.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

Redevelopment EIR 4.6-14: No demolition or deconstruction of contributing structures to the OARB Historic District shall occur until necessary. ~~All efforts shall be made to retain as much of Building 1 as possible while still achieving remediation goals.~~

Building 1 has previously been demolished.

Development in the East Gateway, under Option B, could include demolition of structures in the OARB Historic District (there are no structures in the North Gateway, Project area).

Demolition or deconstruction of contributing structures to the OARB Historic District necessary for the protection of public health and safety, particularly as related to the remediation of hazardous materials and hazardous wastes within the OARB, may be initiated at any such time as determined necessary by the lead agency undertaking such remediation activity. The potential for partial removal of structures where remediation activity will not require the total demolition of the historic district contributor building shall be considered. The totality of costs involved in partial building salvage shall be included in this consideration.

Demolition or deconstruction of contributing structures to the OARB Historic District necessary for redevelopment activity within the Gateway development area (except as necessary for the protection of public health and safety, including hazardous material or waste remediation) shall not occur until such time as actual development projects are proposed and permits for their construction have been approved. No such permits shall be approved until such development projects can demonstrate that they have considered adaptive reuse of historic structures, but that adaptive reuse is found to be infeasible. OBRA and/or any developer shall make a pro-active, good faith effort to incorporate preservation of some of the following buildings - 4,60,85, the westerly portion of 808, 812, 821,822, and 823 - in a location proximate to the final alignment of the Bay Trail. The consideration of adaptive reuse, including reuse as a commemoration site, shall be a required component of subsequent land use approvals, such as PUD, design review or conditional

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use permits. To be considered as a commemoration site, the adaptive reuse opportunity would need to include an interpretive center, museum or other similar, publicly accessible use, and would need to serve as a repository for historically valuable artifacts, documents and accounts. No additional CEQA review shall be required for these subsequent applications unless the statutory requirements for subsequent environmental review are triggered.

> **Redevelopment EIR 4.6-15**: As part of the deconstruction and salvaging requirements for demolition of any contributing structure within the OARB Historic District (see Mitigation Measure 4.6-9), specific architectural elements, building components or fixtures should be salvaged. A professional architectural preservationist shall determine which, if any of such elements, components or fixtures should be retained.

Development in the East Gateway, under Option B, could include demolition of structures in the OARB Historic District (there are no structures in the North Gateway, Project area). Prior to demolition of any structure in the historic district, this mitigation measure shall be implemented by the sponsor/developer.

> **Redevelopment EIR 4.6-16**: The City, Port, and OARB sub-district developers shall fund on a fair share basis preparation of an Historical Resource Documentation Program. This program shall consist of 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 Army Base. The book shall document the important contribution the Base has had to the U.S. military, to Oakland and to the nation at large.

The City has determined appropriate implementation of this measure toward which the OARB Auto Mall developers shall be assessed a fair-share payment.

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HAZARDS AND HAZARDOUS MATERIALS

> **Redevelopment EIR 4.7-1**: For use of hazardous materials within ¼ mile of an existing or proposed school, business operators shall prepare Business Plan, update annually, and keep on file with the Oakland Fire Department.

A business plan details the types and quantities of chemicals stored at a given location, the storage location and types of storage containers, and the emergency response equipment available at the property (e.g., location of fire extinguishers and fire hydrants). It also provides a map showing the location of all of these items as well as major utilities (e.g., water, electricity).

> **Redevelopment EIR 4.7-2**: For use of AHMs within ¼ mile of an existing or proposed school, in addition to a Business Plan, business operators shall prepare, implement, and update a Risk Management and Prevention Plan (RMPP) on at least an annual basis.

An RMPP is a plan to address the risks of accidental release of acutely hazardous chemicals present at a site. The plan inventories the chemicals that exceed aggregate amounts above a regulatory threshold and develops measures to ensure that that there is an adequate safety program to prevent their release. The RMPP is submitted to the local oversight agency and then goes through a public review process prior to approval by the agency. It is kept on file with Oakland Fire Department.

> **Redevelopment EIR 4.7-3**: Implement RAP/RMP as approved by DTSC, and if future use proposals include uses not identified in the Reuse Plan and incorporated into the RAP/RMP or if future amendments to the remediation requirements are proposed, obtain DTSC and, as required, City approval.

This mitigation measure would apply only if it is determined through implementation of Redevelopment EIR mitigation measure 4.6-9 that existing buildings in the East Gateway are reused under Option B. Remediation activities detailed in the Remedial Action Plan/Risk Management Plan (RAP/RMP) shall be implemented/conducted as required during redevelopment activities.

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Redevelopment EIR 4.7-6: Buildings and structures constructed prior to 1978 slated for demolition or renovation that have not previously been evaluated for the presence of LBP shall be sampled to determine whether LBP is present in painted surfaces, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

Redevelopment EIR 4.7-7: Buildings, structures and utilities that have not been surveyed for ACM, shall be surveyed to determine whether ACM is present prior to demolition or renovation, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

Redevelopment EIR 4.7-8: Buildings and structures proposed for demolition or renovation shall be surveyed for PBC-impacted building materials, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

Redevelopment EIR 4.7-9: For ASTs/USTs on the OARB, implement the RAP/RMP, which incorporates the steps enumerated in Measure 4.7-10 below.

Redevelopment EIR 4.7-10: For the remainder of the redevelopment project area (non-OARB areas), if an AST or UST is encountered, it would be closed in place or removed and the soil would be tested and remediated, if necessary, pursuant to regulatory approvals and oversight.

Both ASTs and USTs are known to have been present on the OARB and in the redevelopment project area generally. Many have been removed from the OARB and the redevelopment project area, but others may remain. For the OARB, implementation of the RAP/RMP would address the risk of exposure to a tank that is unexpectedly encountered, disturbed or damaged during construction. For the remainder of the redevelopment project area, if an AST or UST is discovered during construction activities, it would be closed in place or removed according to the guidelines of the DTSC, RWQCB and CUPA. Like the RAP/RMP for the OARB, such requirements include removing and properly disposing of any remaining hazardous materials in the tank, having the tank removal supervised by regulatory agencies, testing the soil

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under the tank for contamination, recycling or disposing of the discarded tank and filing a tank removal closure report.

> **Redevelopment EIR 4.7-11**: For LBP-impacted ground on the OARB, implementation of a RAP/RMP to be approved by DTSC as part of the project will result in avoidance of this potentially significant impact. For the remainder of the redevelopment project area, sampling shall be performed on soil or paved areas around buildings that are known or suspected to have LBP, and the safety precautions and work practices specified in government regulations shall be followed.

> **Redevelopment EIR 4.7-13**: No future tenancies shall be authorized at the OARB for use categories that are inconsistent with the Reuse Plan without an updated environmental analysis and DTSC approval as provided for in the RAP/RMP.

For the OARB, baseline environmental analyses have been completed to support current interim uses of existing structures, including numerous commercial, trucking, warehouse and other tenants, the Oakland Military Institute, and transitional housing used for formerly-incarcerated women and their families and for various homeless service providers including an overnight shelter. Other environmental hazards may also be encountered by future interim occupants of existing OARB structures, and completion of a baseline environmental evaluation to identify and abate such hazards prior to occupancy by tenants will mitigate such hazards. Interim occupancy by future tenants who may propose land uses which are inconsistent with the Reuse Plan, and thus may not have been considered in the DTSC-approved RAP/RMP, shall occur only after DTSC approval as provided for in the RAP/RMP in order to assure that such future non-conforming tenants are protected from other environmental hazards. As stated above, for the remainder of the redevelopment project area, any building that has not been surveyed for ACM but potentially contains ACM shall be surveyed to determine whether ACM is present prior to demolition, renovation or reuse.

> **Redevelopment EIR 4.7-15**: Known PCB transformers or PCB-contaminated transformers at the OARB shall be removed, monitored and/or maintained in accordance with applicable laws and regulations.

In addition, surface and subsurface contamination from any PCB equipment that remains in use should be investigated and remediated in compliance with all applicable laws and regulations.

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Redevelopment EIR 4.7-16: Oil-filled electrical equipment in the redevelopment project area that has not been surveyed shall be investigated prior to the equipment being taken out of service to determine whether PCBs are present.

Equipment found to contain PCBs should be part of an ongoing monitoring program. Surface and subsurface contamination from any PCB equipment shall be investigated and remediated in compliance with applicable laws and regulations.

Redevelopment EIR 4.7-17: PCB-containing or PCB-contaminated equipment taken out of service shall be handled and disposed in compliance with applicable laws and regulations.

Equipment filled with dialectic fluid (oil) including transformers, ballast, etc. containing more than 5 ppm PCBs is considered a hazardous waste in California.

PUBLIC SERVICES AND UTILITIES

Redevelopment EIR 4.9-1: The City and Port shall cooperatively investigate the need for, and if required shall fund on a fair-share basis, development and operation of increased firefighting and medical emergency response services via fireboat to serve the OARB sub-district.

If determined to be required by the City, OARB Auto Mall developers shall be assessed a fair-share payment toward the implementation of this measure.

Redevelopment EIR 4.9-3: The Port and City shall require developers within their respective jurisdictions to notify OES of their plans in advance of construction or remediation activities.

Each developer proposing construction in the redevelopment project area would be required to notify OES prior to initiation of construction, so that OES may plan emergency access and egress taking into consideration possible conflicts or interference during the construction phase. The developer would also be required to notify OES once construction is complete.

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> **Redevelopment EIR 4.9-4**: Individual actions with landscaping requirements of one or more acres shall plumb landscape areas for irrigation with recycled water.

EBMUD submitted a letter in response to the NOP for the OARB Auto Mall project (dated 2/7/2007) requesting developers coordinate directly with EBMUD to determine project-specific feasibility.

> **Redevelopment EIR 4.9-6:** Site design shall facilitate use of recycled water, and shall comply with requirements of CCR Title 22 regarding prohibitions of site run-off to surface waters.

When subsequent redevelopment activities are required to include reclaimed water in their design, the City would ensure that requirements of Title 22 intended to protect the environment are reflected in that design, including prohibitions against run-off to surface waters. The City and OARB Auto Mall sponsors/developers should coordinate these efforts with the reclaimed water supplier, EBMUD.

> **Redevelopment EIR 4.9-8**: Concrete and asphalt removed during demolition/construction shall be crushed on site or at a near site location, and reused in redevelopment or recycled to the construction market.

Foundation and paving removal would generate substantial debris, and the City and OARB Auto Mall sponsors/developers would ensure these materials are crushed and recycled. As a first preference, these materials should be re-used on-site; as a second preference, they would be sold to the construction market. The City and OARB Auto Mall sponsors/developers would make every effort practicable to avoid disposal to landfill of this material.

> **Redevelopment EIR 4.9-9**: The City and Port shall require developers to submit a plan that demonstrates a good faith effort to divert at least 50 percent of the operations phase solid waste from landfill disposal.

Each OARB Auto Mall sponsor/developer would be required to submit to the City a source reduction/waste diversion plan specifying how the activity will reduce solid waste disposal by 50 percent. The sponsor would be responsible for development and implementation of its plan, and for reporting its progress and success rate to the City. Should the source reduction/diversion plan program not meet its stated goal, the sponsor would modify the plan until the desired level of reduction/diversion is achieved. While each plan would be specific, the following general topics should be addressed:

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- Goals
- Key personnel
- Quantification of waste
- Identification of waste materials
- Program elements
- Monitoring requirements and performance standards
- Reporting

AESTHETICS

> **Redevelopment EIR 4.11-1**: New lighting shall be designed to minimize off-site light spillage; "stadium" style lighting shall be prohibited.

Modern security lighting is available that directs light toward a specific site, and substantially reduces spillage of light onto adjacent properties. The City shall require the use of such directional lighting as a condition of approval for redevelopment projects throughout the project area. In no case shall the City allow the use of stadium-style lighting, which directs light outward across a broad area.

> **Redevelopment EIR 4.11-3**: New active or passive solar systems within or adjacent to the project area shall be set back from the property line a minimum of 25 feet.

Through design review, the City shall ensure that proposed solar systems are not located in a manner that would unduly restrict design of future development. Such conflicts are to be resolved in design review. If the proposed solar system cannot be designed to accommodate adjacent actions, it shall be disallowed.

> **Redevelopment EIR 4.11-4**: New construction within the Gateway development area adjacent to a parcel containing permitted or existing active or passive solar systems shall demonstrate through design review that the proposed structures shall not substantially impair operation of existing solar systems.

Through design review, the City shall ensure that the effectiveness an operation of existing or permitted active or passive solar systems shall not be substantially impaired. The design of the subsequent proposed structures shall be modified so as not to have such an adverse effect.

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GEOLOGY AND SOILS

Redevelopment EIR 4.13-1: Redevelopment elements shall be designed in accordance with criteria established by the UBC, soil investigation and construction requirements established in the Oakland General Plan, the Bay Conservation and Development Commission Safety of Fill Policy, and wharf design criteria established by the Port or City of Oakland (depending the location of the wharf).

The UBC requires structures in the San Francisco Bay Area to be designed to withstand a ground acceleration of 0.4 g. A licensed engineer should monitor construction activities to ensure that the design and construction criteria are followed.

The Health and Safety element of the Oakland General Plan requires a soils and geologic report be submitted to the Department of Public Works (DPW) prior to the issuance of any building permit. The Oakland General Plan also requires all structures of three or more stories to be supported on pile foundations that penetrate Bay Mud deposits, and to be anchored in firm, non-compressible materials unless geotechnical findings indicate a more appropriate design. The General Plan also provides for the identification and evaluation of existing structural hazards and abatement of those hazards to acceptable levels of risk.

Redevelopment EIR 4.13-2: Redevelopment elements shall be designed and constructed in accordance with requirements of a site-specific geotechnical evaluation.

Site-specific geotechnical, soils, and foundation investigation reports shall be prepared by a licensed geotechnical or soil engineer experienced in construction methods on fill materials in an active seismic area. The reports shall provide site-specific construction methods and recommendations regarding grading activities, fill placement, compaction, foundation construction, drainage control (both surface and subsurface), and seismic safety. Designers and contractors shall comply with recommendations in the reports. A licensed geotechnical or soil engineer shall monitor earthwork and construction activities to ensure that recommended site-specific construction methods are followed.

The Oakland General Plan requires all structures of three or more stories to be supported on pile foundations that penetrate Bay Mud deposits and to be anchored in firm, non-compressible materials unless geotechnical findings indicate a more appropriate design. The General Plan also provides for the identification and evaluation of existing structural hazards and abatement of those hazards to acceptable levels of risk.

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Redevelopment EIR 4.13-3: Prior to ground-disturbing activities, the contractor shall develop and implement a Regional Water Quality Control Board-acceptable Stormwater Pollution Prevention Plan (SWPPP) that includes erosion control measures.

The contractor shall prepare and implement a site-specific SWPPP that is acceptable to the RWQCB, Region 2. The contractor shall submit the SWPPP to the City for review, and shall keep a copy of the SWPPP at the construction site. While erosion control measures included in the plan will be site-specific, they must be effective at prevention of accelerated erosion by the following: minimizing the length of time soils are exposed; reducing total area of exposed soil during the rainy season; protecting critical areas (the Bay); and monitoring before and after each rain storm to assess control measure effectiveness. SWPPP erosion control measures may include, and are not limited to, the following:

- Schedule construction to occur during dry season
- Avoid run-on (divert run-off from up-slope sites so it does not enter construction zone)
- Preserve existing vegetation
- Seed and mulch, or hydromulch
- Control dust
- Use blankets, geotextiles, and fiber rolls
- Install tire washers at exits

Redevelopment EIR 4.13-4: The project applicant shall thoroughly review available building and environmental records.

The City shall keep a record of, and the designer shall review, available plans, and facility, building, and environmental records in order to identify underground utilities and facilities, so that these may be either avoided or incorporated into design as relevant.

Redevelopment EIR 4.13-5: The developer shall perform due diligence, including without limitation, retaining the services of subsurface utility locators and other technical experts prior to any ground-disturbing activities.

The contractor shall utilize Underground Service Alert or other subsurface utility locators to identify and avoid underground utilities and facilities during construction of redevelopment elements. The contractor shall keep a record of its contacts regarding underground features, and shall make these records available to the City upon request. This condition shall be enforced through contract specification.

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Redevelopment EIR 4.14-1: Installation of groundwater extraction wells into the shallow water-bearing zone or Merritt Sand aquifer for any purpose other than construction de-watering and remediation, including monitoring, shall be prohibited.

Implementation of this measure would prevent saltwater from being drawn into the aquifer and potentially causing fresh water to become brackish or saline. Limiting extraction of shallow groundwater and groundwater from the Merritt Sand unit will prevent potential impacts to existing study area groundwater resources.

Redevelopment EIR 4.14-2: Extraction of groundwater for construction de-watering or remediation, including monitoring, shall be minimized where practicable; if extraction will penetrate into the deeper aquifers, than a study shall be conducted to determine whether contaminants of concern could migrate into the aquifer; if so, extraction shall be prohibited in that location.

Implementation of this measure would prevent unnecessary extraction of groundwater and prohibit its extraction where contaminants of concern could migrate into deeper aquifers; therefore it will help avoid or reduce the potential migration of contaminants. The City shall ensure that groundwater extraction, other than for remediation or construction dewatering, is minimized where practicable in the redevelopment project area.

Redevelopment EIR 4.15-2: Contractors and developers shall comply with all permit conditions from the Corps, RWQCB and BCDC.

This measure shall be enforced on contractors by contract specifications.

Redevelopment EIR 4.15-3: Prior to ground-disturbing activities, the contractor shall develop and implement a Stormwater Pollution Prevention Plan to be reviewed by the City or the Port, including erosion and sediment control measures.

All construction activities shall be undertaken in accordance with requirements of the National Pollutant Discharge Elimination System (NPDES) General Permit for Stormwater Discharges Associated with Construction Activity (General Permit). The General Permit requires that all dischargers develop and

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implement a SWPPP that specifies BMPs that would prevent construction pollutants from contacting stormwater with the intent of keeping products of erosion from moving off site into receiving waters.

The contractor shall prepare and implement a site-specific SWPPP. The SWPPP shall be reviewed by the City, and shall be available for review by the RWQCB. While erosion/sediment/pollution control measures included in the plan would be site-specific, they must be effective at prevention of accelerated erosion by the following: minimizing the length of time soils are exposed; reducing total area of exposed soil during the rainy season; protecting critical areas (the Bay); and monitoring before and after each rain storm to assess control measure effectiveness. BASMAA's Start at the Source—Design Guidance for Stormwater Quality Protection, 1999 edition, is a helpful reference for developing appropriate BMPs. SWPPP erosion and sediment control measures may include, and are not limited to, the following:

- Schedule construction to occur during dry season;
- Avoid run-on (divert run-off from up-slope sites so it does not enter construction zone);
- Preserve existing vegetation;
- Seed and mulch, or hydromulch;
- Dust control;
- Blankets, geotextiles, fiber rolls; and
- Tire washers at exits.

Additional SWPPP sediment control measures may include, and are not limited to, the following:

- Stabilize the construction entrance;
- Silt fencing;
- Temporary straw bale dike;
- Sand/gravel bag;
- Brush/rock filter;
- Inlet protection;
- Catch basin inlet filter; and
- Sediment basin or trap.

SWPPP pollution control measures generally are "good housekeeping" BMPs, and may include, and are not limited to, establishing practices and protocols for the following:

- Solid and demolition waste management;

Note:
- "Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

- Hazardous materials and waste management;
- Spill prevention and control;
- Vehicle and equipment maintenance;
- Covered materials storage;
- Handling and disposal of concrete/cement;
- Pavement construction management;
- Contaminated soil and water management; and
- Sanitary/septic waste management.

> **Redevelopment EIR 4.15-4**: Prior to construction or remediation, the contractor shall develop and implement a Stormwater Pollution Prevention Plan, including protocols for determining the quality and disposition of construction water which includes shallow groundwater encountered during construction/remediation; depending on the results of the testing, contaminated water shall be disposed of via standards of the applicable regulatory agency (RWQCB, DTSC, or EBMUD), as appropriate. In addition, the contractor shall comply with the requirements of NPDES Permit Nos. CAG912002 and CAG912003 if appropriate.

The contractor's SWPPP shall include a RWQCB-acceptable protocol and BMPs for handling construction water. The SWPPP shall include methods for visual inspection, triggers for laboratory testing, and appropriate use/disposal of the water. The contractor must also determine if NPDES Permit Nos. CAG912002 and CAG912003 are relevant to the site. If they are, an NOI must be filed, and the related Self-Monitoring Plan must be complied with.

> **Redevelopment EIR 4.15-5**: Post-construction controls of stormwater shall be incorporated into the design of new redevelopment elements to reduce pollutant loads.

NPDES permitting requires that BMPs to control post-construction stormwater be implemented to the maximum extent practicable. Analysis of anticipated runoff volumes and potential effects to receiving water quality from stormwater shall be made for specific redevelopment elements, and site-specific BMPs shall be incorporated into design. BMPs shall be incorporated such that runoff volume from 85 percent of average annual rainfall at a development site is pre-treated prior to its discharge from that site, or a pre-treated volume in compliance with RWQCB policy in effect at the time of design.

Note:
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- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

Non-structural BMPs may include and are not limited to good housekeeping and other source control measures, such as the following:

- Stencil catch basins and inlets to inform the public they are connected to the Bay;
- Sweep streets on a regular schedule;
- Use and dispose of paints, solvents, pesticides, and other chemicals properly;
- Keep debris bins covered; and
- Clean storm drain catch basins and properly dispose of sediment.

Structural BMPs may include and are not limited to the following:

- Minimize impervious areas directly connected to storm sewers;
- Include drainage system elements in design as appropriate such as:
- infiltration basins
- detention/retention basins
- vegetated swales (biofilters)
- curb/drop inlet protection.

Redevelopment EIR 4.15-6: Site-specific design and best management practices shall be implemented to prevent runoff of recycled water to receiving waters.

Design of subsequent redevelopment activities shall ensure recycled water does not leave the site and enter receiving waters. Best management practices shall be implemented to prevent runoff of recycled water. These BMPs may be either structural or non-structural in nature and may include but are not limited to the following:

- Preventing recycled water from escaping designated use areas through the use of:
- berms
- detention/retention basins
- vegetated swales (biofilters)
- Not allowing recycled water to be applied to irrigation areas when soils are saturated.
- Plumbing portions of irrigation systems adjacent to receiving waters with potable water.

Note:
- *"Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR*
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

Redevelopment EIR 4.15-7: New development shall conform with policies of the City of Oakland's Comprehensive Plan Environmental Health Hazards Element regarding flood protection.

The Hazards Element includes development controls that place the burden of demonstrating flood safety upon the individual developer. In addition, the Hazards Element includes policies regarding support of flood control and management programs of other agencies, maintenance of the natural character of creeks to the maximum extent possible, and City participation in the federal Flood Insurance Program.

Note:

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- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

Mitigation Measures with Implementation Responsibility by the City (Related to the OARB Auto Mall Project):

The following additional mitigation measures are related to development in the North Gateway (Project site) and/or East Gateway (additional Option B area). Implementation of these measures is the responsibility of the City of Oakland, acting through the Community and Economic Development Agency. Implementation of these mitigation measures may include a requirement for fair-share contributions from project developers.

> **Redevelopment EIR 4.2-3**: The City and Port shall coordinate to implement Mitigation Measures 4.2-1 and 4.2-2. The City and Port shall cooperatively coordinate regarding the types of land uses to be developed at the coterminous boundary of their respective jurisdictions.

Mitigation Measure 4.2.2 is a Port-only measure requiring the Port of Oakland to design its New Berth 21 facility to avoid or minimize land use incompatibilities by locating to the extent feasible the most noisy, most polluting, and least attractive of its elements away from the Gateway/Port development area boundary. The City shall cooperatively coordinate regarding the types of land uses to be developed at the coterminous boundary of their respective jurisdictions.

> **Redevelopment EIR 4.3-7**: The City and the Port shall continue and shall work together to create a truck management plan designed to reduce the effects of transport trucks on local streets. The City and Port shall fund on a fair share basis, implementation of this plan.

The truck management plan may include, and is not limited to, the following elements:

- Analyze truck traffic in West Oakland;
- Traffic calming strategies on streets not designated as truck routes designed to discourage truck through travel;
- Truck driver education programs;
- Expanded signage, including truck prohibitions on streets not designated as truck routes;
- Traffic signal timing improvements;
- Explore the feasibility of truck access to Frontage Road;
- Roadway and terminal gate design elements to prevent truck queues from impeding the flow of traffic on public streets; and

Note:
- *"Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR*
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

- Continue Port funding of two police officers to enforce truck traffic prohibitions on local streets.

Redevelopment EIR 4.3-8: Provide an emergency service program and emergency evacuation plan using waterborne vessels.

The City shall provide emergency access to the OARB sub-district by vessel. The area is currently served by fire boat out of the Jack London Square Fire Station. The City may elect to equip that fire boat with first response medical emergency personnel as well as limited hazardous materials response personnel and equipment (see also Redevelopment EIR mitigation measure 4.9-1).

Redevelopment EIR 4.3-12: The City and Port shall provide detailed information regarding redevelopment to BART to enable BART to conduct a comprehensive fare gate capacity assessment at the West Oakland BART station. Pending the results of this assessment, the City and the Port may need to participate in funding the cost of adding one or more fare gates at the West Oakland BART station.

BART staff's preliminary assessment is that no new fare gates would be required, but the City and Port should coordinate with BART to confirm this is the case. Uncongested fare gates are required to encourage BART ridership.

Redevelopment EIR 5.3-7: The City and Port shall cooperatively develop a program that combines multiple strategic objectives and implementation tools designed to reduce cumulative truck parking and other AMS impacts.

This program should consider strategies that may include, but should not be limited to the following:

- Pursue truck traffic mitigation steps, information strategies, and rail intermodal strategies.
- Identify potential land swaps and utilize additional small parcels of land in the vicinity of the port, especially for truck parking and support services.
- Prioritize the use of harbor-area land for core services, maximize the efficient use of harbor-area land and facilities, and reduce the impacts in adjacent neighborhoods.
- Promote intensive land use (doing more with less) and extended terminal gate hours.
- Actively encourage relocation of selected services to other Oakland, East Bay, or Northern California (Hinterland Loop) locations.

Note:
- *"Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR*
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

- Develop multi-user facilities in Oakland or in corridor locations (e.g., Richmond and San Leandro) for both core and non-core services.

Implementation of such a program may take many years, and the success of the program cannot be ascertained at this time. Therefore, this cumulative impact remains significant and unavoidable.

> **Redevelopment EIR 5.3-8**: The City and Port shall work with BART and AC Transit to ensure adequate BART train and AC Transit capacity will be available for riders to and from the redevelopment project area, and possibly fund, on a fair share basis, BART train and AC Transit capacity improvements.

> **Redevelopment EIR 5.4-1**: The City and the Port shall encourage, lobby, and potentially participate in emission reduction demonstration projects that promote technological advances in improving air quality.

Such encouragement, lobbying, and participation may include the following:

- Retrofitting locomotive engines to meet current federal standards.
- Using reduced sulfur fuels in ships while the ships are in the San Francisco Bay.
- Treating NOx with selective catalytic reductions.
- Implementing random roadside emissions tests and develop a system of fines for trucks not in compliance with emission regulations.
- Establishing emissions-based berthing fees.
- Buying relatively old, highly polluting cars to take them off the road.

Although these programs may assist in advancing emission reduction technologies or implementing emission reduction methods, the incremental contribution of the redevelopment program would remain cumulative considerable, and the cumulative impact on air quality remains significant and unavoidable.

Note:
- *"Redevelopment EIR" denotes mitigation measures from the 2002 Redevelopment Plan EIR*
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

Redevelopment EIR 4.9-2: The Port and City shall work with OES to ensure changes in local area circulation are reflected in the revised Response Concept.

The Port and City would provide information to the OES to facilitate that agency's accurate revision of its Response Concept and Annex H. In particular, the City and Port would provide OES information regarding new and proposed project area development, intensification and changes in land uses, realignment of area roadways, and construction of new local circulation facilities.

Redevelopment EIR 4.15-8: The City and the Port shall complete flood hazard mapping in the project area, where necessary and applicable, to delineate 100- and 500-year flood hazard zones.

The City and Port shall determine with the appropriate federal agencies (FEMA, Corps) the necessity and process for mapping flood hazard zones within the non-mapped portions of the project area. If necessary and applicable, the City and/or Port shall cause a flood hazard delineation for the 100-year and 500-year flood hazard zones to be prepared, which would submit the delineation to the Corps for verification. Once verified, the delineation would be submitted to FEMA, for inclusion to the Flood Insurance Program.

Note:

- "*Redevelopment EIR*" *denotes mitigation measures from the 2002 Redevelopment Plan EIR*
- "Auto Mall EIR" denotes mitigation measures from the 2006 Auto Mall Supplemental EIR

ATTACHMENT C

Feasibility Study of Adaptive Reuse for Auto Dealership Activities

East Gateway Subarea
Oakland Army Base

Prepared for and with the assistance of
Oakland Community & Economic Development Agency
by

Stephen Fee
Nancy E. Stoltz
Woodruff Minor

5 October 2006

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1. INTRODUCTION AND SUMMARY

This report has been prepared for the Oakland Community & Economic Development Agency (CEDA) to study the technological feasibility of reusing eleven historic buildings on the former Oakland Army Base (OARB) as automobile dealerships. All of the buildings are situated within the boundaries of the proposed OARB Auto Mall Project. The report is an outgrowth of the OARB Supplemental Environmental Impact Report—Auto Mall Project (November 2006), and is meant to partially satisfy Mitigation Measure 4.6-14 from the Oakland Army Base Redevelopment Plan Environmental Impact Report (2002), as it relates to the Auto Mall Project.

The report was prepared by architect Stephen Fee, who produced the conceptual reuse designs; historic architect Nancy E. Stoltz, who produced the sections on historical context and existing conditions, and contributed text to the section on cost estimates, based on her previous study, Oakland Army Base Historic Building Reuse Alternatives Report (2002)[1]; and architectural historian Woodruff Minor, who served as project manager and contributed text to various sections of the report. Graphic designer Julie Woodburn of Fee Munson Ebert (FME) oversaw report production. Additional assistance was provided by CEDA staff, which contributed text to the Introduction and Summary section and Cost Estimates section of the report.

Description of Auto Mall Project and Adaptive Reuse Study Area

The OARB Auto Mall Project forms part of the City of Oakland's 165-acre Gateway Development Area (GDA) at the north end of the former base, within the Oakland Army Base Redevelopment Area. As proposed by the Oakland Redevelopment Agency, the project would include up to eight auto dealerships, along with associated roadway and infrastructure improvements, on two 30-acre sites. The North Gateway subarea of the GDA, which would support four or five dealerships on approximately five-acre sites, is a roughly triangular area bounded on the north by the East Bay Municipal Utility District Wastewater Treatment Plant, on the east by I-880, and on the south by West Grand Avenue. The East Gateway subarea (described as "Option B" in the Supplemental EIR), bounded on the north by West Grand Avenue and on the west by Maritime Street, is the focus of this study (see map on page 7). Under two scenarios evaluated in the Supplemental EIR, four more dealerships on approximately four-acre sites are proposed for this subarea, ranging in size from 15,000 to 20,000 square feet, together with an approximately 13-acre site that would be used for either 150,000 square feet of "big box" retail, or ancillary maritime support services (e.g., support facilities for trucks, cargo-handling equipment, etc.).

Oakland Redevelopment Agency Goals and Rationale for Development

In developing the East Gateway portion of the former Oakland Army Base, the Oakland Redevelopment Agency is seeking to achieve several goals, including local business retention and attraction, job creation, and community benefits. Currently, Oakland is facing the loss of most of its existing auto dealers in four to six years, due to rising land values, the encroachment of housing development, pressure from auto manufacturers to modernize facilities, and substandard physical conditions on Broadway Auto Row. The eleven dealerships on Auto Row account for 650 jobs and $3.9 million per year in sales tax. Of the eleven dealerships, six have leases that will expire by 2009. If a large number of dealers leave Auto Row, there is a risk that the remaining dealers would also need to relocate, since there would no longer be a critical mass of dealerships to attract shoppers to Broadway.

In order to retain dealerships in Oakland—and to allow them to become competitive with other auto retail centers in the Bay Area—it is critical to relocate them to a freeway location. The trend in auto

[1] This study was prepared for the Oakland Base Reuse Authority by Nancy E. Stoltz, project manager; Ripley Architects, consulting architects; Rutherford & Chekene, structural engineers; Moffatt & Nichol, marine engineers; and Davis Landon Adamson, cost estimators. The study included reuse alternatives for Buildings 808 and 812, as well as a partial reuse option for Building 808. These reuse schemes did not include auto dealerships.

retail has been for a substantial number of dealerships to co-locate in a freeway auto mall that offers an attractive, high-quality shopping environment with direct freeway visibility and access.

Using the design firm of Ware Malcomb, City staff analyzed the space needs for a potential freeway auto mall. According to Ware Malcomb, each dealer would need 4–6 acres, for a total of 40–60 acres in one or more freeway locations. The 40–60 acres could be allocated between two viable freeway locations: the GDA and the Coliseum. However, some dealers are unable to consider the Coliseum area because: (1) they need to move within two to three years, while it may take more time to acquire land in the Coliseum area; and (2) they are restricted by State law from locating within ten miles of an existing dealer that carries the same car make. Thus, for many local dealers, the Oakland Army Base is the only option for relocation. For these reasons, the Agency has focused on creating a freeway auto mall within the GDA that has sufficient size, visibility, and attractiveness to serve as a long-term, viable location for auto retail.

Adaptive Reuse Options

The Oakland Army Base Memorandum of Agreement (2003) specifies which portions of the former base will be developed by the Oakland Redevelopment Agency and by the Port of Oakland, respectively. A section of the property boundary line between these two development areas passes through five of the buildings within the National Register-eligible historic district on the former base. This report has taken into account the impact of this boundary line as well as community concerns about the preservation of existing buildings in the Oakland Army Base Historic District. The OARB Historic District contains 21 contributing resources—18 buildings and three wharves—constructed during World War II or earlier, divided generally between a warehousing area east of Maritime Street and an administrative/support sector west of the street, bordering the shoreline (see map on page 8). The East Gateway subarea, located within that portion of the OARB Historic District lying east of Maritime Street, contains eleven of the district's contributing buildings.[2] To varying degrees, this study assesses the adaptive reuse potential of these eleven buildings for auto dealerships, as follows:

- Buildings 802, 803, 804, 805, 806, 807 and 808, known as the "800 series" warehouses—a row of seven huge, virtually identical structures built in 1941 and 1942, each nearly 1,300 feet long and enclosing 233,640 square feet;

- Building 812, erected in 1944 as a vehicle maintenance shop;

- Buildings 821 and 822, erected in 1943 as warehouses; and

- Building 823, erected in 1942 as a box factory.

Due to jurisdictional boundaries, site constraints, and other reasons, some of these buildings are not feasible or suitable for auto dealership reuse, as itemized below:

1) Buildings 802 and 803 are not within Agency jurisdiction. They are situated entirely within the Port of Oakland's portion of the former Oakland Army Base and are scheduled to be removed for construction of the Port's new Outer Harbor Intermodal Terminal; they are therefore not available for Agency reuse.

2) Building 804 lies primarily within Port jurisdiction and is proposed for removal for the above-referenced Port project. The small remnant of the building within Agency jurisdiction (5,600 square feet, or 2 percent of the total floor area) would be impractical for Agency reuse.

[2] The other contributing resources in the OARB Historic District are situated in the Central subarea on the former base, outside the boundaries of the proposed Auto Mall Project.

3) Buildings 805, 806, and 807 would retain sufficient floor area within Agency jurisdiction to allow for reuse. However, they are not being considered for auto dealership reuse because they are situated within a section of the East subarea that is proposed for "big box" retail or ancillary *maritime services activities.*[3]

As a result, due to these jurisdictional and developmental constraints, only five of the structures—Buildings 808, 812, 821, 822, and 823—are viable candidates for reuse. Since these buildings have structural and compositional similarities, conceptual plans have not been prepared for all five of them. Two structures—Buildings 808 and 812—have been selected as prototypes for in-depth architectural analysis, based on existing property boundaries, proposed roadways, and the concerns of the preservation community.

In examining the technological feasibility of reusing the remnants of the "800 series" warehouses for auto-related activities, the northernmost structure (Building 808) was selected for specific design consideration. This building will retain the largest square footage of the five warehouses straddling the Agency–Port property line, thus offering the best opportunity for preservation and good potential for auto-related uses.

Buildings 812, 821, 822, and 823 are situated northeast of the 800 series warehouse row, entirely within the Agency's property jurisdiction. As such, no portion of these structures would be subject to removal for the Port's planned intermodal facility. All four of these buildings are of similar scale, each enclosing between 18,000 and 20,000 square feet. Building 812 was selected for primary consideration because of longstanding interest on the part of the historic preservation community. The building is notable for its dramatic interior, with high monitor, clerestory windows, trusses, and functioning overhead rolling crane. Buildings 821, 822, and 823, which have nearly identical footprints and open-truss interiors, have also been considered for reuse, though in less detail.

The chart on the following page summarizes the reuse potential for each of the eleven historic buildings within the East Gateway subarea, based solely on considerations of the site constraints imposed by jurisdictional boundaries and traffic circulation.

[3] The feasibility of using the "800 series" warehouses for single- or multi-tenant warehouse use or multi-tenant retail use was demonstrated in the above-referenced 2002 Oakland Army Base Historic Building Reuse Alternatives Report. The similarity of those uses to the "big box" retail and ancillary maritime services activities currently being proposed suggests that the warehouses could also be used for these activities.

SITE CONSTRAINTS ON THE REUSE POTENTIAL OF OARB HISTORIC BUILDINGS IN EAST GATEWAY SUBAREA

OARB Historic District Building	Auto Dealership Reuse Potential	Comment
1. Building 802	Infeasible	Building is located wholly within Port jurisdiction; to be removed for Port's intermodal rail project.
2. Building 803	Infeasible	Same as Building 802
3. Building 804	Infeasible	Nearly all of building (98 percent of footprint) is located within Port jurisdiction; to be removed for Port's intermodal rail project. Remnant within Agency jurisdiction (2 percent/5,600 square feet) is impractical for reuse, due to limited size.
4. Building 805	Unsuitable	Building remnant within Agency jurisdiction is capable of reuse for auto retail, but it would be outside of auto mall, isolated from auto mall amenities, and surrounded by industrial and other non-automotive uses. Agency is considering site for ancillary maritime services or "big box" retail.
5. Building 806	Unsuitable	Same as Building 805
6. Building 807	Unsuitable	Same as Building 805
7. Building 808	Feasible	Building can be partially retained, with largest remnant of square footage among the seven "800 series" warehouses. Conceptual design of prospective dealership included in this report.
8. Building 812	Feasible	Building can be wholly retained, not divided by Agency-Port boundary line. Conceptual design of prospective dealership included in this report.
9. Building 821	Feasible	Building can be wholly retained, not divided by Agency-Port boundary line.
10. Building 822	Feasible	Same as Building 821
11. Building 823	Feasible	Same as Building 821

Prior to the warehouse demolition and deconstruction processes, the Port of Oakland and the Oakland Redevelopment Agency (acting on behalf of the City of Oakland) are required, per previously adopted mitigation measures, to salvage architectural elements and building components of any contributing structure within the OARB Historic District (or portions thereof) that will be removed, to the maximum feasible extent. Additionally, should the Agency desire to retain its portions of the structures for reuse, the Port would deconstruct its portions of the warehouses in a manner that preserves, to the maximum feasible extent, the structural capacity of the remaining building area.

Traffic Considerations

Adaptive reuse of existing warehouses and other buildings on the former Oakland Army Base as auto dealerships will require planning for access for motor vehicles and other modes of transportation. The primary access would most likely be from Maritime Street or the proposed Bay Bridge Auto Plaza roadway. Access plans for driveways or roadways to the parcels containing the adapted buildings will require approval from the City's Transportation Services Division (TSD).

One of the primary considerations regarding motor vehicle access is the location of full-movement access points on Maritime Street. Full movement access locations would likely require traffic signals and should be located a sufficient distance from other signalized intersections (such as West Grand Avenue) to accommodate traffic queuing between intersections. A more detailed traffic study would be required to determine the precise spacing, but a general rule of thumb is a minimum of 500 feet of separation. A greater distance may be required to accommodate traffic queues due to the heavy traffic volumes anticipated at the intersection of Maritime Street with West Grand Avenue. A slightly lesser distance may be possible if a wide median is provided that would accommodate side-by-side left-turn lanes.

Driveways on Maritime Street may be located between signalized intersections, but should be designed only to allow right turning movements. Access to these driveways may require U-turning movements at the signalized intersections and restrictions on right-turn-on-red-signal movements may be needed for the conflicting approach. At least one through connection from Maritime Street to the portion of Bay Bridge Auto Plaza east side of the warehouses is needed to relieve expected traffic congestion at the West Grand Avenue/Maritime Street intersection. This roadway should be designed to City standards around the parking areas of any building that is planned for adaptive reuse.[4]

Cost of Rehabilitation

This report does not address economic feasibility; cost estimates for the reuse, or partial reuse, of Buildings 808, 812, 821, 822, and 823 as auto dealerships have not been generated as part of this study. The "Cost Estimates" section of the report discusses strategies for arriving at cost estimates for rehabilitation, and also provides estimates by industry representatives of the cost of new construction for dealerships as a baseline for comparison. It is the professional opinion of one member of the consulting team, Stephen Fee, that adaptive reuse typically costs as much, if not more, than new construction, and that the cost of rehabilitating the buildings considered in this study could be considerably higher than that of new construction. However, renovation costs vary widely from building to building, and it is not possible to draw definitive conclusions about the financial feasibility of reusing historic OARB structures for auto dealerships without further study. Probable estimates based upon detailed renovation plans for each targeted building can be generated at some future date, should the Oakland Redevelopment Agency so direct.

Summary of Findings

Due to considerations of construction cost, traffic circulation, and client needs, several constraints have informed the design process. One is the requirement that the buildings remain in place: a basic condition of structural and financial feasibility is that they not be moved. Another constraint is the requirement that the buildings conform to the configuration of roadways: the footprints must accommodate the rights of way, traffic-flow parameters, and sightlines of existing and proposed streets within the Auto Mall Project. The final constraint—the most complex of the three—is the requirement that the buildings meet the programmatic needs of a modern auto dealership in a competitive market.

[4] Mark Bowman of Dowling Associates, Inc., provided the text for "Traffic Considerations."

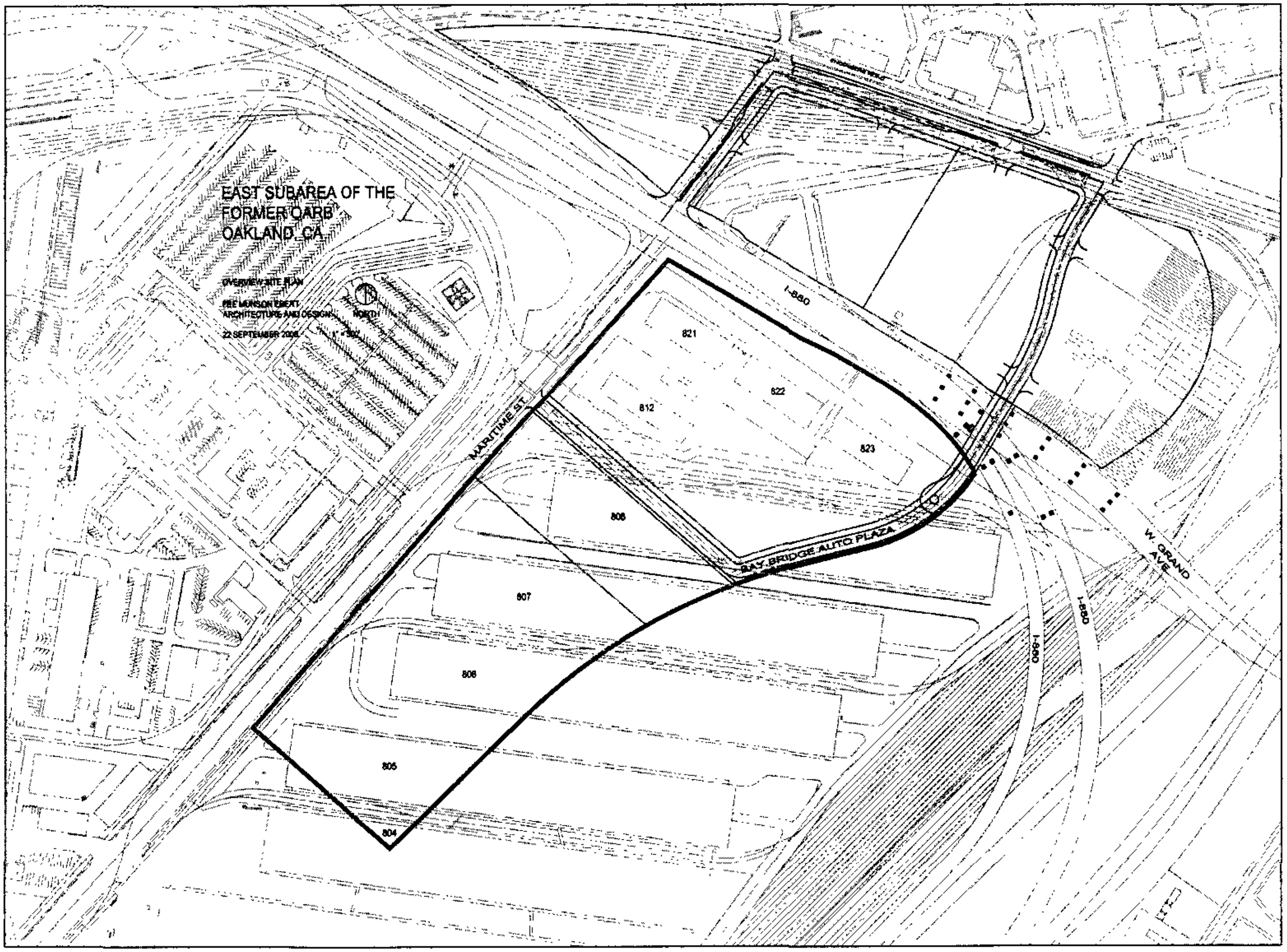
Based on these constraints, four major findings emerge:

1. Five of the eleven contributors to the OARB Historic District that lie within the East Gateway subarea appear to be suitable for reuse as auto dealerships—Buildings 808, 812, 821, 822, and 823.

2. From an architectural design perspective, the programmatic and technological needs of a major auto dealership can be met in any one of these five historic OARB structures, including the remnant of Building 808.

3. Some, but not all, of these five historic OARB buildings can be retained for dealership use. The buildings are too closely spaced to provide them simultaneously with adequate space for roadways, parking, outdoor display of vehicles, and clearly visible logotype signage. Identifying potential groupings of two or more adaptively reused buildings will require further site analysis.

4. Auto dealership industry input concerning reuse of the OARB structures is mixed. Based upon responses from various consultations with industry representatives, it remains uncertain whether auto manufacturers would approve new franchises in historic OARB structures should they be rehabilitated.


EAST SUBAREA OF THE
FORMER OARB
OAKLAND, CA
OVERVIEW SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
NORTH
22 SEPTEMBER 2006
1" = 300'
MARITIME ST
I-880
BAY BRIDGE AUTO PLAZA
W. GRAND AVE
804
805
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807
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821
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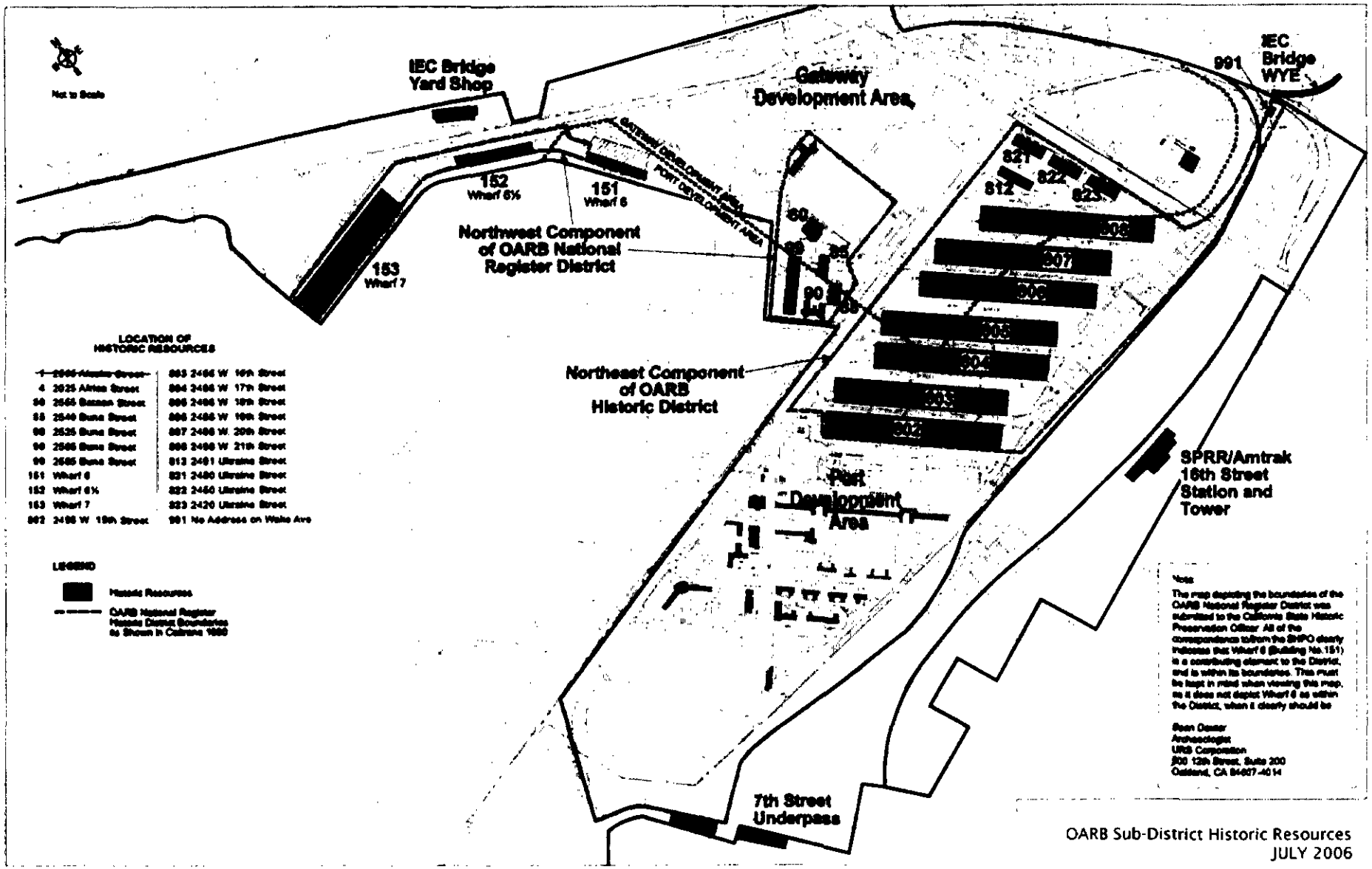
823



OARB Sub-District Historic Resources
JULY 2006

2. HISTORICAL CONTEXT

Oakland Army Base

Development of the Oakland Army Base began in 1941, prior to the Japanese attack on Pearl Harbor. It was one of four major military facilities operated as a sub-port of the San Francisco Port of Embarkation (SFPE), headquartered at Fort Mason in San Francisco, becoming its largest single cargo terminal upon its completion in 1943. Its facilities integrated various transportation modes, facilities and functions, encompassing rail marshalling yards, wharves with deepwater berths for the largest cargo ships, a dry dock and marine repair shops, wharf-side transit sheds, and immense warehouses capable of holding the stockpiles of materiel destined for the Pacific theater. The entire operation was linked by a rail system and overseen by onsite administrators and support staff operating out of a sprawling office facility. It was the only complete Army port installation of its kind in the nation.

Among the several divisions of the SFPE housed at the Base were the Oversea Supply Division, the Transportation Division, the Water Division, and the Training Division. The immense warehouses east of Maritime Street were built to house supplies of the Technical Services Division. In addition to these specialized divisions, the base included Camp John T. Knight, a support facility and training camp for troops. The camp's cantonment structures were standard designs widely employed on World War II era Army bases. More specialized structures and cargo-handling facilities were developed at the northern end of the base, while Camp Knight occupied the area generally to the south of the warehouses, on either side of Maritime Street.

The firm of Bechtel-McCone-Parsons, of Los Angeles, was selected as the Architect-Engineer for the proposed Port of Embarkation and General Depot Facilities at Oakland, working under the direction of the Office of the Constructing Quartermaster of the Army. In its Engineering Report dated December 1, 1941, Bechtel-McCone-Parsons described the principal facilities planned for the Port of Embarkation and the General Depot, which would eventually become known as the Oakland Army Base. The Port of Embarkation facilities were principally "ships' berths, apron wharves, transit sheds, storage sheds" and support services and utilities located west of Maritime Street. Distinct from these were the facilities of the General Depot, which were to consist "principally of single-story permanent warehouses for the *storage of Quartermaster, Engineer, Medical, Signal, Ordnance Corps, C.W.S and other supplies.*" These seven warehouses, commonly referred to as the "800-series" warehouses, constituted the principal facilities of the General Depot.

The work of constructing the Base was begun under the direction of the Construction Division of the Quartermaster Corps and was overseen by the constructing quartermaster. The Quartermaster Corps was one of two construction divisions in the Army at that time and had been explicitly charged by the War Department with the bulk of barracks construction at the cantonments needed to house troops during training, as well as building facilities for the Army Air Corps. On December 1, 1941, all war construction was turned over to the Army Corps of Engineers, and the two Construction Division of the Army were essentially consolidated. Construction under the contract proceeded in three phases or "programs"—A, B and C.

Buildings 802, 803, 804, 805, 806, 807, and 808

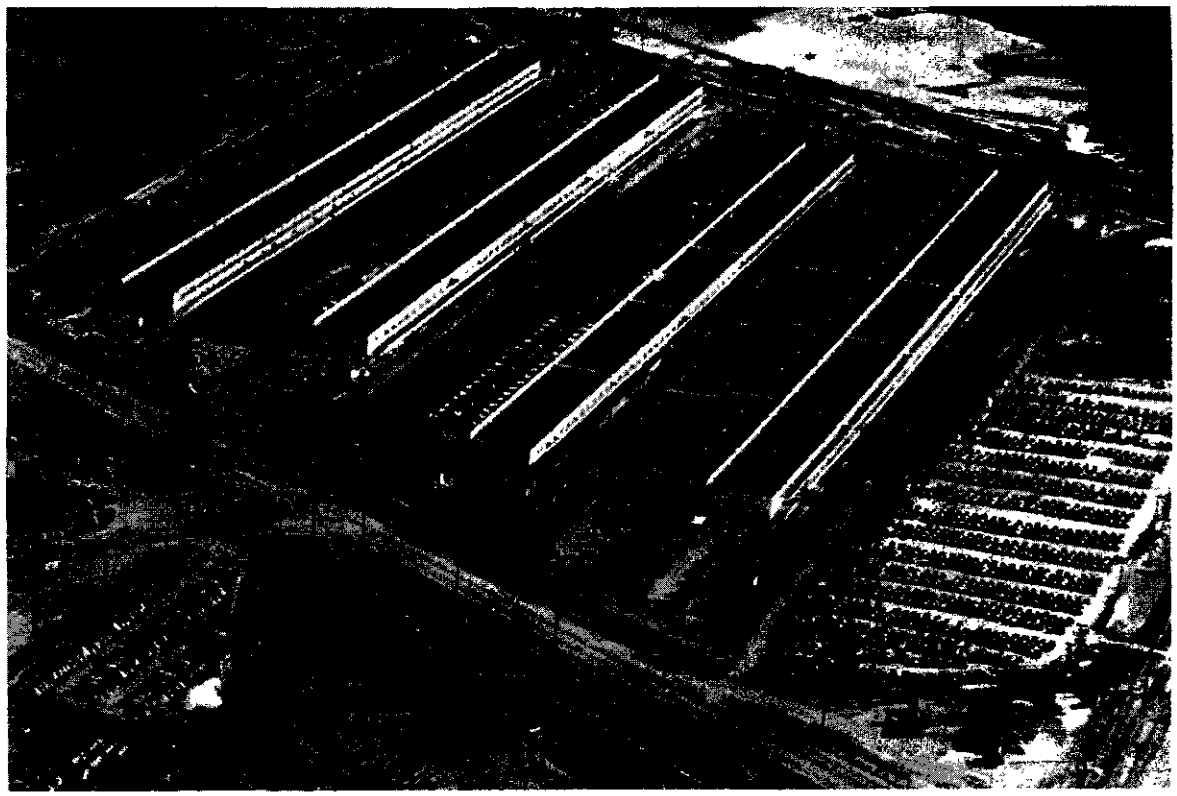
The seven 800-series warehouses were completed in two stages, according to the Army Port Contractor's records. Construction began at the south end, with Buildings 802–805 completed as part of Programs A and B, between November 11, 1941, and February 2, 1942. The other three warehouses (Buildings 806–808), authorized under Program C-1, were completed in June of 1942, according to Army Real Property Records. The buildings were constructed by the Army Port Contractors but they were evidently designed by Bechtel-McCone-Parsons Corporation, which also designed the Administration Building and the Cafeteria on the base. These buildings were designed for use as warehouses and for the most part have remained in that use.

Building 812

The Ordnance Maintenance Shop, Building 812, was completed in May of 1944 according to the 1994 Historic American Engineering Record (HAER) documentation. The construction drawings are dated September 16, 1943, and, like the 800 series warehouses, were prepared by U.S. Engineer's Office (Army Corps of Engineers) in San Francisco. This building was not included in the Army Port Contractors' initial construction program (Programs A and B) nor was it authorized under Program C. It is not clear whether it was built later by the Army Port Contractors, by another private contractor, or perhaps the Army Corps itself. The building was used to maintain and repair weapons and ordnance of the rolling type such as tanks and other heavy artillery. Just as the nearby Marine Repair shops repaired, overhauled and outfitted oceangoing vessels, the Ordnance Repair shop maintained and repaired artillery either before it was shipped overseas or upon its return.

Buildings 821, 822, and 823

According to HAER documentation, Buildings 821 and 822 were completed in December 1943. These identical structures originally functioned as storehouses for combustible materials, and are referred to as "inflammable warehouses" on the construction drawings by the U.S. Engineer's Office (Army Corps of Engineers) in San Francisco. Both buildings later provided short-term storage for hazardous materials awaiting disposal. Building 823 was completed in July 1942 and functioned as a box factory and crate shop. Though built from the same set of construction drawings as Buildings 821 and 822, with the same overall dimensions, it differs in section and elevation.



Aerial View of the "800 Series" Warehouses in mid-1942. The warehouses shown (from right to left) are Buildings 802, 803, 804, and 805. The final three warehouses in the row (Buildings 806, 807, and 808) were completed later that year. (Source: Port of Oakland Archives)

3. EXISTING CONDITIONS

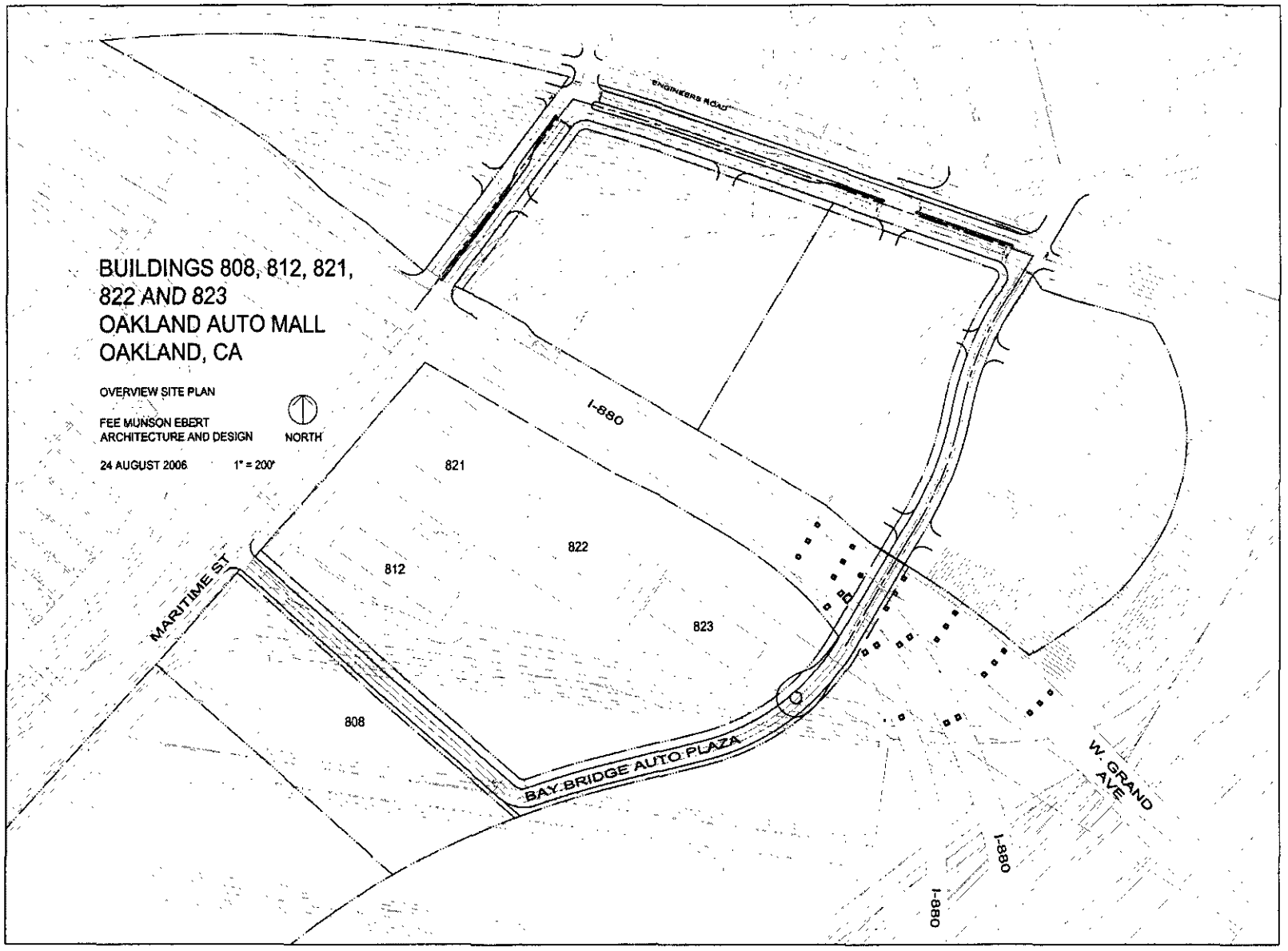
Site

Building 808 is one of seven identical or mirror-image plan warehouse buildings located east of Maritime Street and south of the West Grand Avenue intersection. The seven warehouses (Buildings 802–808) are sited parallel to one another and oriented southeast–northwest. Building 808 is the northernmost in the row, and the only one evaluated for rehabilitation and reuse in this report. Alternating warehouses in the row are identical in plan, i.e., the even-numbered warehouses (Buildings 802, 804, 806, and 808) have identical plans, while the odd-numbered warehouses (Buildings 803, 805, and 807) have a mirror-image plan. Since the standardized building design is essentially symmetrical, the buildings appear identical from the exterior.

Originally built as the Ordnance Maintenance Shop, Building 812 is located directly north of building 808, but is sited more or less perpendicular to Maritime Street, rather than parallel to Building 808. Its orientation is roughly south–north. The rail yard is located immediately to the east with the track alignment running parallel to Maritime Street. At the present time, West Grand Avenue and Maritime Street are the only public roads serving this area. However, a north–south arterial road would be developed along the western edge of the rail yard and across West Grand Avenue to serve the proposed auto mall. It would terminate at one of two new cross streets planned to connect it to Maritime Street.

Buildings 821, 822, and 823 form a row at the northerly end of the East Gateway Development Subarea. The row is adjoined on the northeast by West Grand Avenue and an elevated section of the I-880 freeway. The three buildings are oriented roughly south–north, parallel to Building 812, which occupies an adjacent site to the south. Buildings 821 and 822 were originally built as warehouses for inflammable materials; Building 823 was a box factory. All three structures are identical in size, though Building 823 differs in design.

See Overview site plan on following page


BUILDINGS 808, 812, 821,
822 AND 823
OAKLAND AUTO MALL
OAKLAND, CA
OVERVIEW SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
NORTH
24 AUGUST 2006
1" = 200'
ENGINEERS ROAD
I-880
821
822
812
823
808
MARITIME ST
BAY BRIDGE AUTO PLAZA
W. GRAND AVE
I-880
I-880

Building 808

This structure is nearly 1,300 feet long, just short of a quarter-mile, and encloses 233,640 gross square feet of space, providing over 5.3 acres of protected storage area. The 800-series warehouses were the largest structures built at the original sub-port. All were built from a single set of drawings. They were designed symmetrically about both axes. Raised loading docks were provided along each side, providing access to a raised concrete floor at the same height. A set of sliding doors provides access at either end of the building. Access along the length of the building is provided on both sides by pairs of exterior mounted sliding doors. Originally, rail access was provided on one side and truck access on the opposite, but the rail spurs are no longer in use. The locations of the truck and rail docks were reversed at alternate buildings so that they could be paired to group and segregate rail spurs from truck-loading docks and maneuvering areas. Projecting overhead canopies provide shelter at both docks.

The +/- 32 foot tall single-story building is divided internally into five transverse sections. The two sections at either end of the building have twelve bays each, while the central section is only eleven bays in length. These internal divisions are expressed externally on the building by the firewalls that project through the roof. A wide central bay extends down the length of each structure and is expressed on the exterior by the line of continuous clerestory windows that bring light into the 52-foot wide central bay. The flanking side "aisles" of the building are each composed of two bays, each measuring 32 feet across, giving the building an overall width of approximately 180 feet, exclusive of the loading docks. Vertical clearance from the floor is approximately 18 feet at the side bays, allowing for stacking of goods within.

The horizontal siding appears to be redwood, as does the original window sash. The high, central clerestory windows form a continuous band, while those above the freight doors and at the east and west elevations are paired. At ground floor level, only the offices originally located at the west end of each building were provided with windows, which were operable. They were double hung sash; all other windows were fixed sash. A small mezzanine was added at the west end of the building above the offices, utilizing the upper windows for light and air. The drawings indicate that the framing and structural members used are select structural grade Douglas fir.

Other alterations to Building 808 include the removal of some of the upper wood sash windows and replacement with aluminum sliding sash. Some of the other buildings have had the sash and glazing in the south side clerestory windows removed or covered with translucent corrugated plastic panels. However, they are intact in Building 808. There have been no significant changes to the building form, exterior materials, basic loading dock configuration and overhanging canopies. Most of the large freight doors appear to be intact and functional. Few changes have been made to the interior, which still conveys a strong sense of the vastness and openness of each building. Even the original fire doors that separate the five areas within are still present and functional if needed.

Building 812

At 64 feet wide by 280 feet long, the 18,345 sq. ft. rectangular form of Building 812 is dwarfed by the scale of the neighboring 800-series warehouses. The building was used to maintain and repair weapons and ordnance of the rolling type such as tanks and other heavy artillery. It was originally equipped with an overhead rolling crane with a 10-ton capacity, mounted on a pair of massive heavy timber crane rails that run unobstructed down the length of the building at the tall central bay. The load of the crane is supported by an independent heavy-timber framework, so there is a double row of built up timber posts down either side of the tall central bay. The building is currently equipped with an operational 5-ton Shepard Niles crane (as the original construction drawings called for a 10-ton crane, it is presumably not original).

The building was constructed to a standard Army Corps of Engineers design, with one principal difference: Building 812 employs horizontal wood siding, while the standard design called for vertical

siding. The standard plans called for a center aisle of approximately 32 feet and two side aisles 16 feet wide, for an overall width of 64 feet. Building 812 has these same overall width and bay dimensions. The columns delineating the aisles are spaced 14 feet on center the length of the building. Though the standard drawings show a building length of 98 feet, the plan was designed to be increased or decreased to any length in 28-ft. increments, which encompasses one door bay and one window bay. In the case of Building 812, an additional thirteen bays were added to the seven-bay base plan, achieving an overall length of 280 feet.

The Maintenance Shop's form is similar to that of the adjoining warehouses, being long and linear with a tall projecting monitor running down the central spine of the building. In this case, the purpose of the increased roof height is primarily to accommodate a traveling overhead crane, and secondarily to provide additional light by means of the monitor window units. The roof profile of the monitor bay is essentially flat, whereas the flanking bays are sloping shed roofs with composition shingles. A distinctive design feature of the building is the slightly projecting line of the façade above the window and door headers. There the profile has been extended so that the siding forms a continuous eyebrow above the door and windows. This feature served to conceal and protect the hardware for the exterior mounted rolling freight doors.

The building as originally designed did not strictly adhere to the alternation of door and window bays as called for in the standard drawings. Two or three window bays are found occurring in sequence to accommodate interior offices or other particular needs of the Army Base. A mezzanine has been included at the west end of the building to house an air conditioned optical repair room. Drawing notes called for the installation of four tall, double hung window units at this level rather than the pair of stacked, fixed 12 over 12 light windows shown on the standard plans. Aside from this change, the doors and windows for building 812 were the same as those for the standard design.

The exterior-mounted, paired rolling freight doors had two stacked, fixed window units, each with 8 lights. The lower door panel was of wood boards with a diagonal brace. The standard window was a four-sash unit, stacked and paired; each sash had 12 lights, configured four over three. Both tiers of the ground floor sash were designed to slide horizontally on fixed interior rails, unobstructed by interior wall finishes. The upper level monitor windows were identical in appearance, but had pivoting sash at the upper tier and fixed sash at the lower one.

Although Building 812 has undergone a number of alterations, its essential design is still intact. A number of the original ground floor wood sash windows have been replaced with aluminum ones, but most of those that remain are still operational. The most jarring and obvious alteration is the installation of transite (asbestos cement siding) panels over the horizontal board siding at the monitor walls on both the north and south sides of the building. These flat gray panels alternate with corrugated fiberglass panels that cover the original window openings. Unfortunately the window sash units have been removed entirely and would need to be replaced. Another major change that has occurred to the building was the removal of the exterior sliding freight doors and their replacement with metal overhead rolling doors.

The building's interior is remarkably intact. The overhead rolling crane (though probably a replacement) was still functioning in 2002, and clearly conveyed a sense of the original design. Apart from the installation of some partial height partitions that are not original, there are few changes to the interior. Most importantly, it maintains its high open central bay unobstructed and undivided by interior partitions, which is a key design feature of the building.

Buildings 821 and 822

These warehouses were built according to a standard Army Corps of Engineers design, and a single set of drawings was used for both buildings. Each gable-roofed, rectangular structure is 250 feet long and 80 feet wide, enclosing 20,000 square feet of storage space (less than one-tenth the size of the "800

series" warehouses). Five loading bays with sliding wood doors are set at regular intervals into each long side. Fenestration is limited to double-hung windows at the office end of each building; ventilation is provided by metal vents along the ridge of the roof. Alterations are minimal, and the buildings appear little changed.

The buildings are of heavy timber construction. The structural system incorporates two longitudinal rows of wood columns, 20 feet 10 inches on center, which support series of flat trusses as well as transverse triangular trusses. Walls are composed of wood stud framing sheathed with diagonal boards overlain with horizontal wood siding on the exterior. Concrete footings support a perimeter concrete foundation wall, and compacted fill within this wall underlies the asphaltic concrete floor, which is approximately four feet above grade. A concrete loading dock 10 feet wide, served by a ramp and sheltered by a canopy, extends along the north side of each building. Concrete stairs serve the office entries.

Each building is divided internally into two equal sections by a central transverse firewall. Bays are formed by the column grids. Each section is 6 bays in length, and each bay is 20 feet 10 inches wide. The rows of columns are 40 feet apart, creating a longitudinal bay 40 feet wide down the center of each section, flanked by side "aisles" 20 feet wide. An office and bathroom is situated in one corner of each building—in the southeast corner of Building 821, and in the southwest corner of Building 822, such that the offices face one other.

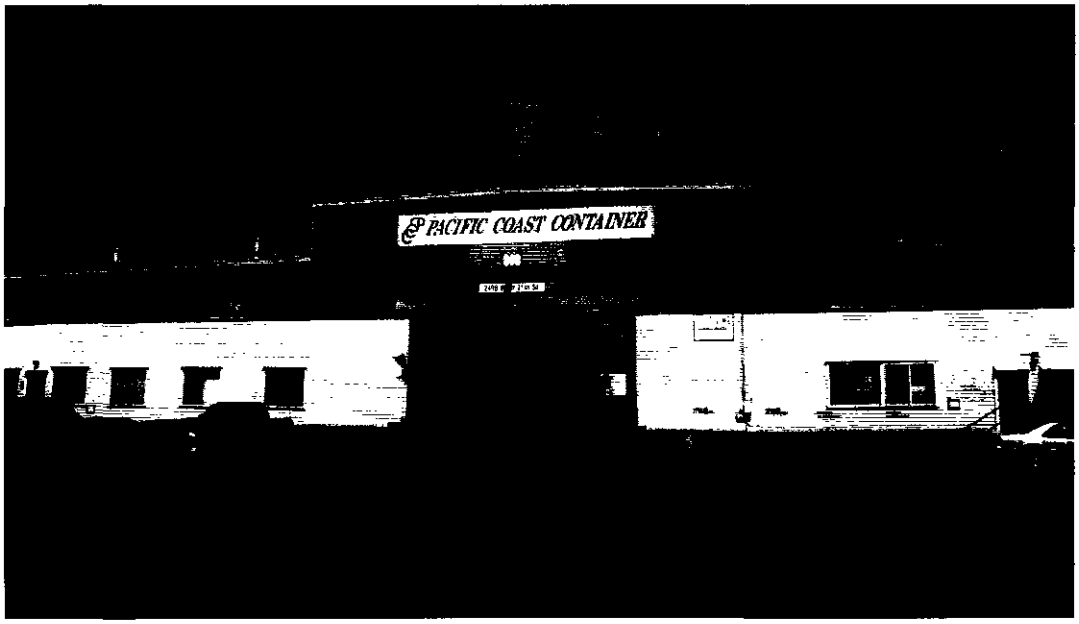
Building 823

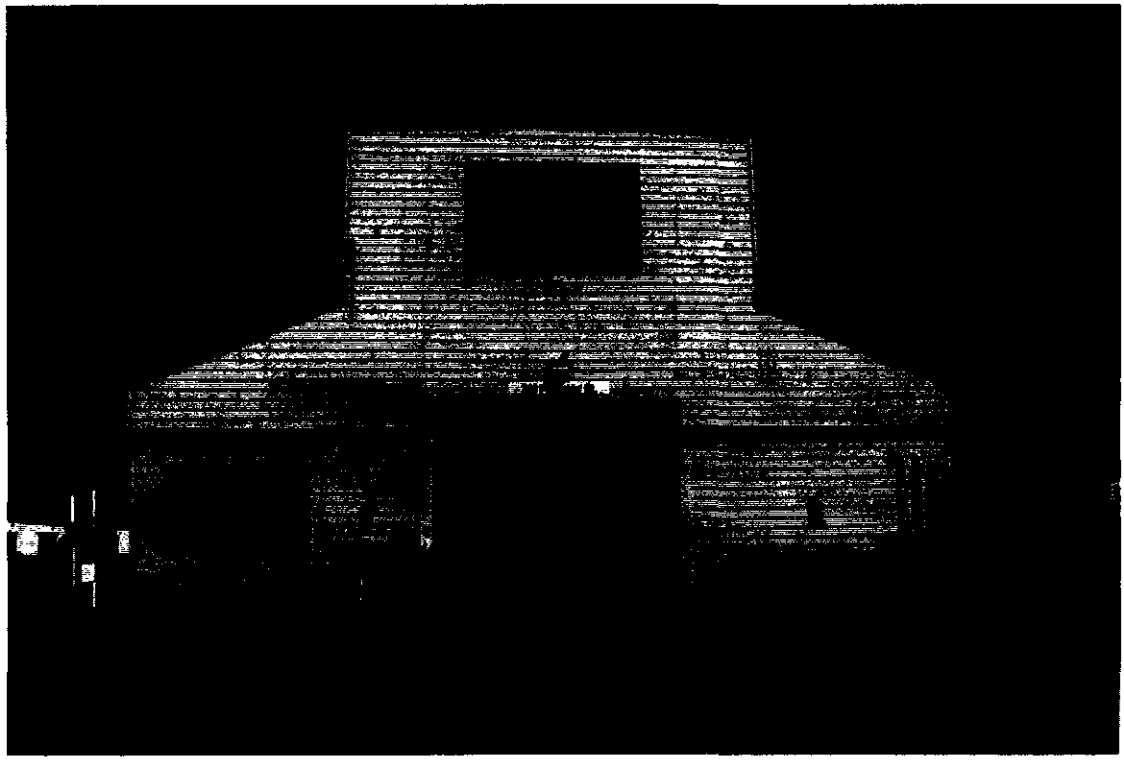
Building 823 has the same overall size and structure as Buildings 821 and 822, though the façades, roof treatment, and floor plan are different. It was built from the same set of drawings (which were modified for the warehouses). It is largely intact, except for the replacement of clerestory windows with translucent plastic panels and the 1948 addition of a mezzanine floor.

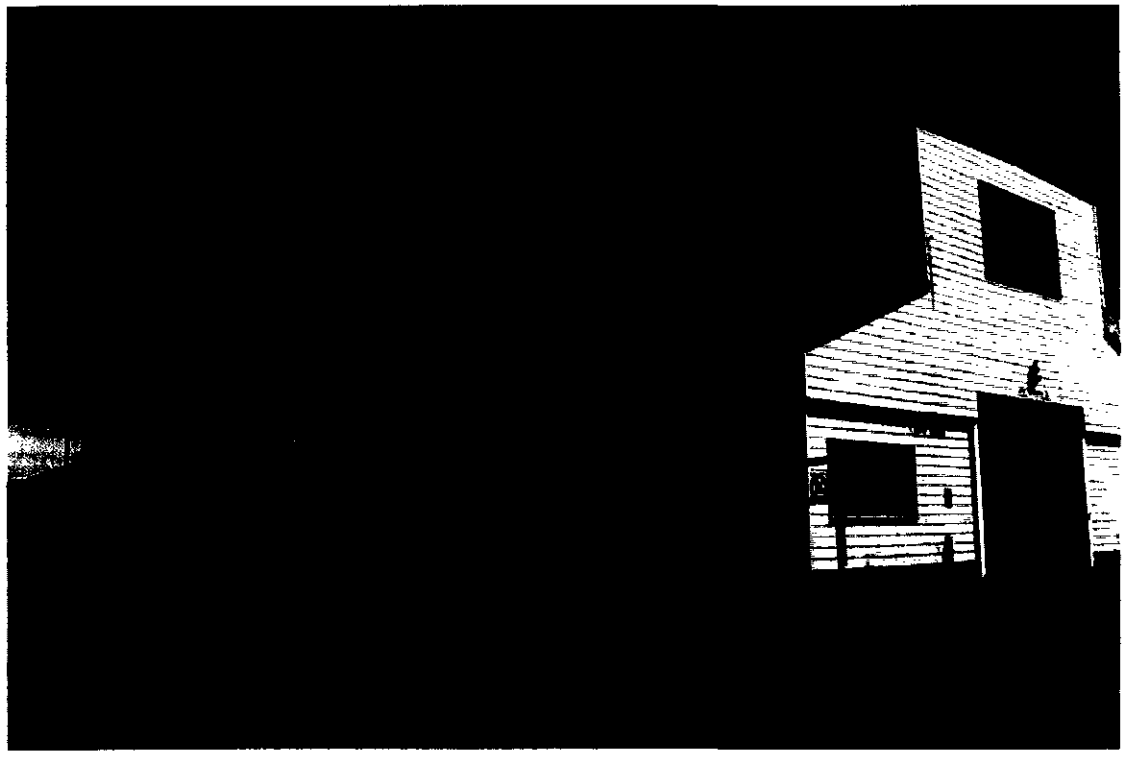
Like Buildings 821 and 822, Building 823 is 250 feet long and 80 feet wide, enclosing 20,000 square feet. It employs heavy timber construction, with the same arrangement of columns, 20 feet 10 inches on center, and the same type of foundation and walls. In exterior appearance, the principal difference is the roof, which incorporates a wide monitor with clerestory windows. The façades also are less regular, combining a variety of window types with loading bays served by sliding wood doors. As in the warehouses, the floor is approximately four feet above grade. Stairs and ramps serve the entries and loading bays; there is no loading dock.

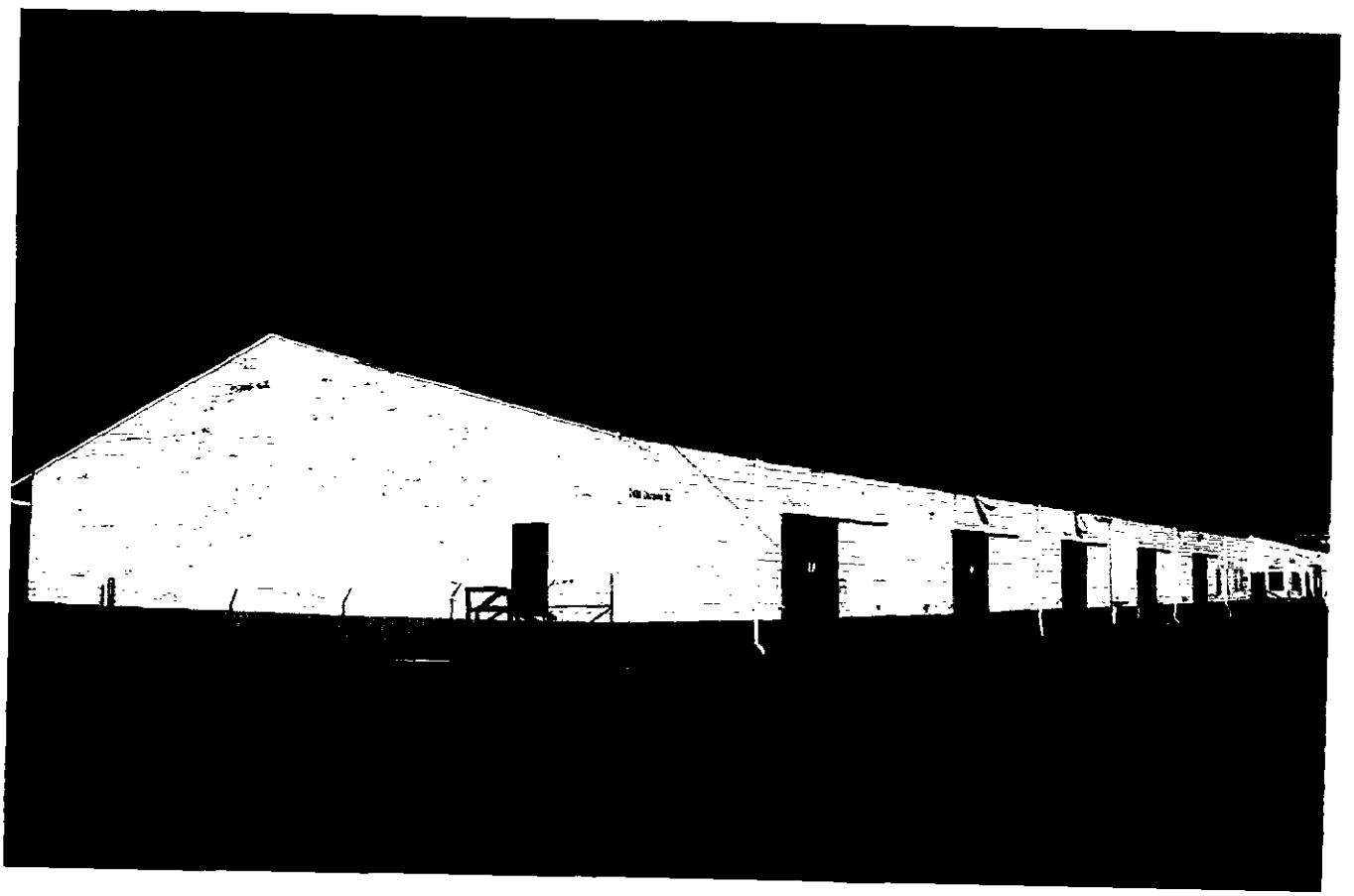
The building is divided internally into three sections by transverse partitions. The largest section (originally the "box making room") occupies six bays at the center of the building. The former workshop occupies four bays at the west end; the former storeroom, three bays at the east end. Additional partitions within these sections create smaller rooms, including a former paint room in the storage area and a former stockroom in the workshop area. The asphalt-concrete floor is built up in some sections with several layers of floorboards. As in Buildings 821 and 822, the rows of columns are 40 feet apart, creating a longitudinal bay 40 feet wide down the center of the building, flanked by side "aisles" 20 feet wide. The columns support longitudinal series of flat trusses as well as transverse flat trusses for the monitor. The mezzanine addition, at the west end of the building, incorporates offices at both levels.

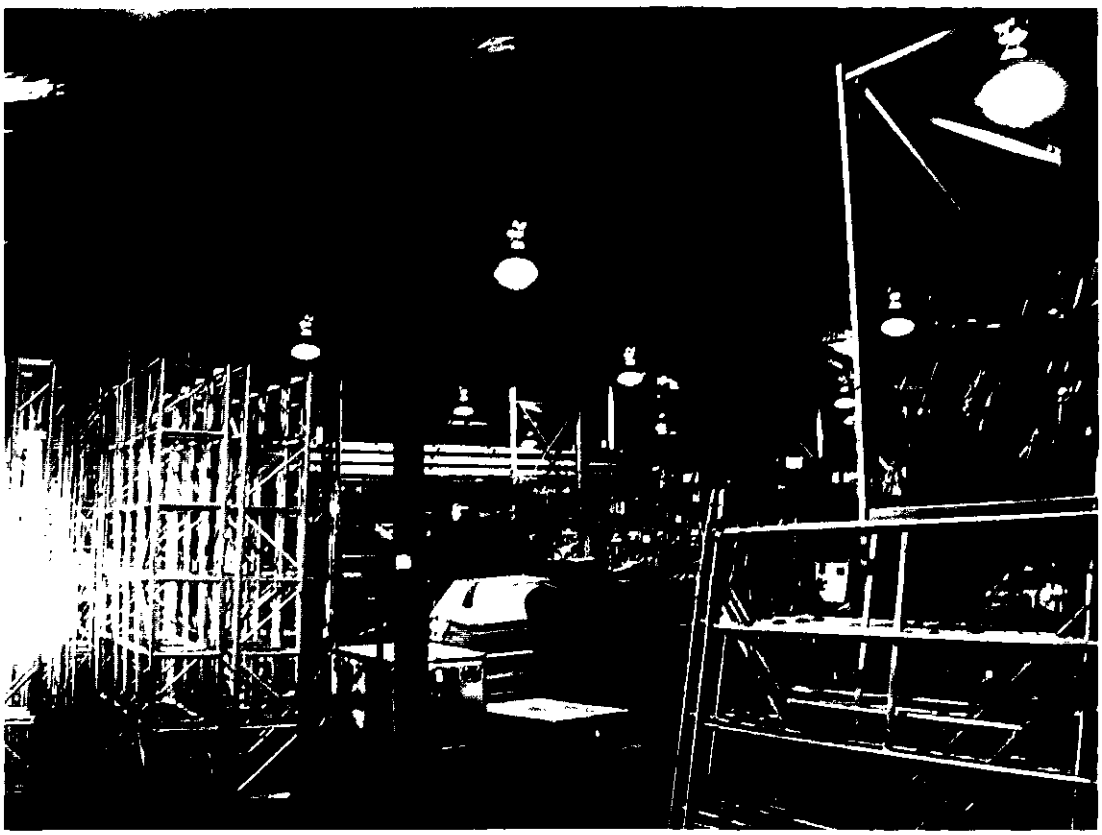
Photographs on following pages

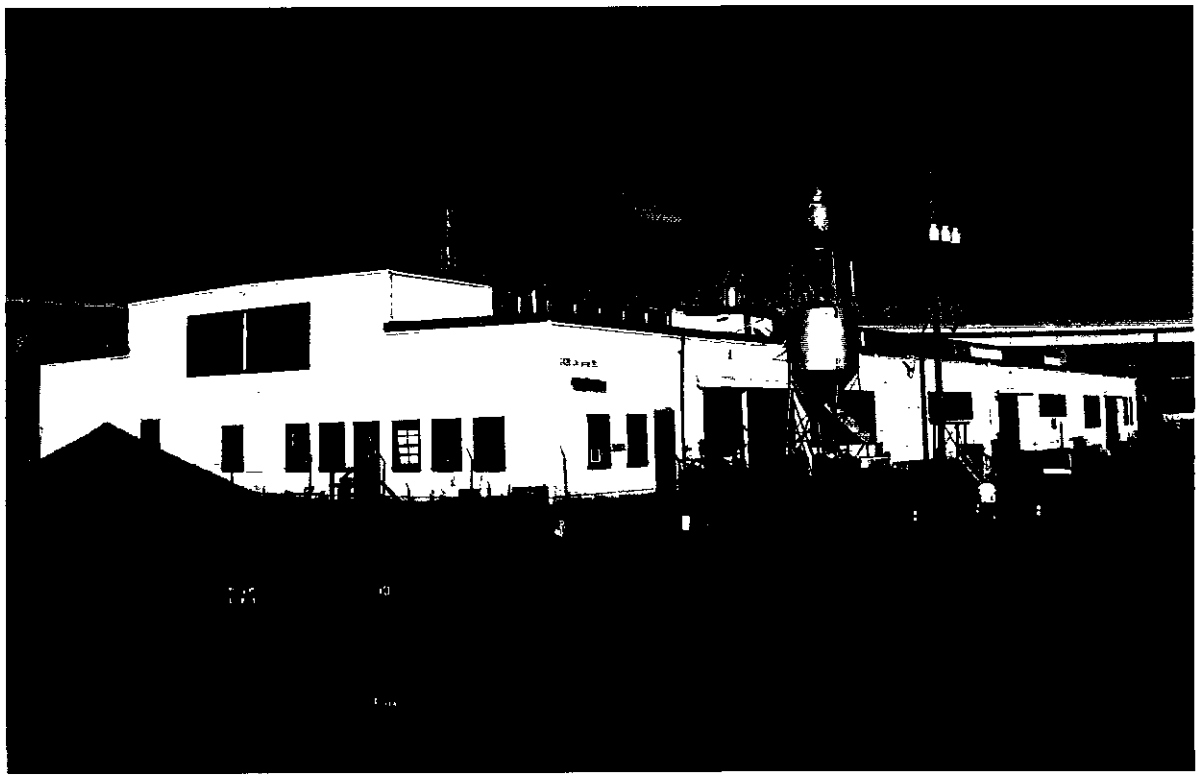

PACIFIC COAST CONTAINER

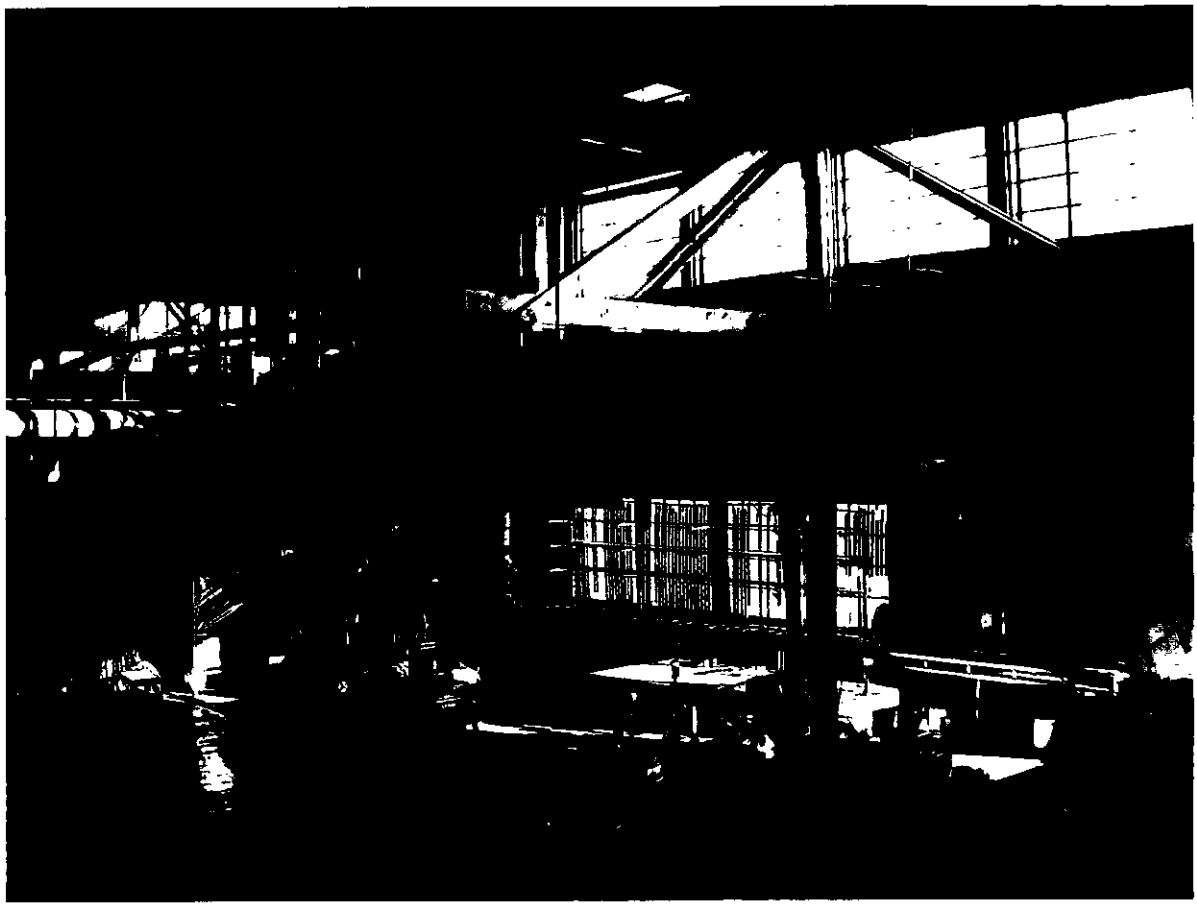












4. ADAPTIVE REUSE DESCRIPTIONS

Building 808

Site Plan

Building 808 now straddles the new Auto Mall property line and access road. As a result, with necessary building code and parking clearances, only 353 feet of the building's length—a little more than a quarter of the total—is available for adaptive reuse. Because the existing building is so large, this remnant (63,540 square feet) still leaves room for at least two good-size dealerships.

At first glance, the angled orientation of the building to the street frontage might seem awkward, but it actually provides excellent visibility for southbound traffic on Maritime Street, including vehicles taking the West Grand Avenue exit from the Bay Bridge (the first East Bay exit for westbound vehicles). The angled west end of the building is also clearly visible to northbound traffic on Maritime Street.

Floor Plan

The building remnant (180 feet wide by 353 feet long) includes two dealerships: the smaller (25,830 square feet) is located at the west end of the building; the larger (37,710 square feet), at the east end. The longitudinal column spacing (22 feet) is somewhat tight in this building, but in the transverse direction the general column spacing (32 feet) works well for service bays—often the major portion of the 'store' in larger dealerships.

The showrooms are the most visually prominent components of the dealerships, and hence require the most conspicuous placement: at the corners of the building. Sales offices adjoin the showrooms, and immediately adjacent are administrative offices and restrooms. The service bays usually comprise the largest amount of the floor area in dealerships, and that is the case here. The service customer lounges are adjoined by restrooms, vending machines, and display cases for accessory products. Located nearby are the sales advisors' and cashiers' offices. Adjacent to the service area is the parts department, equally accessible both to the service bays and the customer lounge.

The existing building is a "dock-high" structure with a dock 12 feet wide and four feet high along the longitudinal sides. This poses challenges. Some newer auto dealerships in the Bay Area have incorporated similar docks to display new models. The adaptive reuse scheme takes advantage of the docks, widening them to 36 feet at the front and rear corners while adding new docks 30 feet wide at both ends. New models will be displayed outside on these docks. Pairs of auto-access ramps have been added to the longitudinal docks, and stairs and disabled ramps are cut into the new docks at the ends of the building.

Elevations

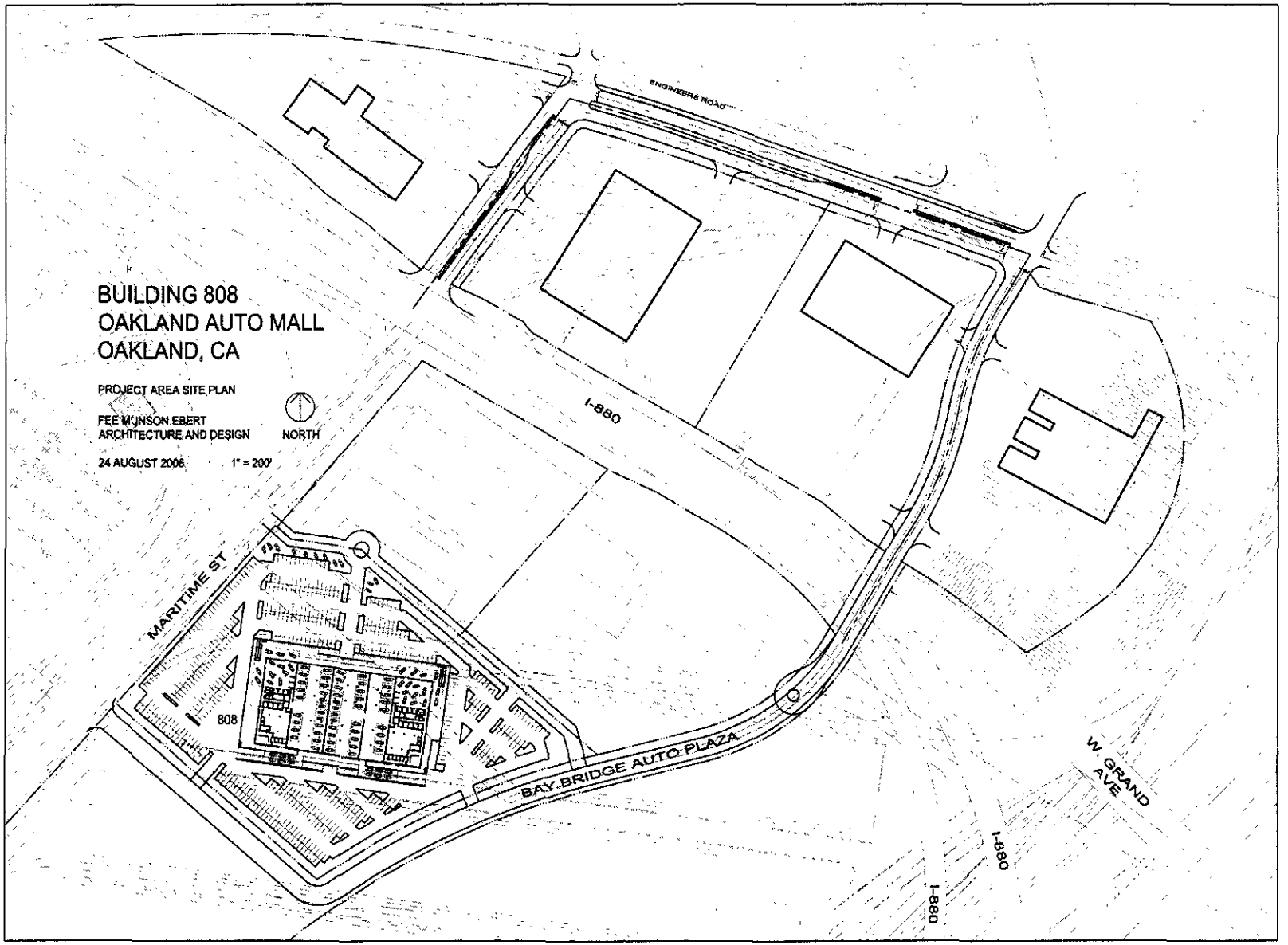
The plan components of the dealerships lay out well, and have the potential for good visibility for showrooms with the insertion of storefront glazing in those locations. Though elevations for Building 808 are not included in this study, the contemporary aesthetic would be similar to that shown for Building 812. This aesthetic respects the strength and spatial qualities of the original design. Dealer identity elements, as well as logotype signage, would also be added to the façades to brand the building.

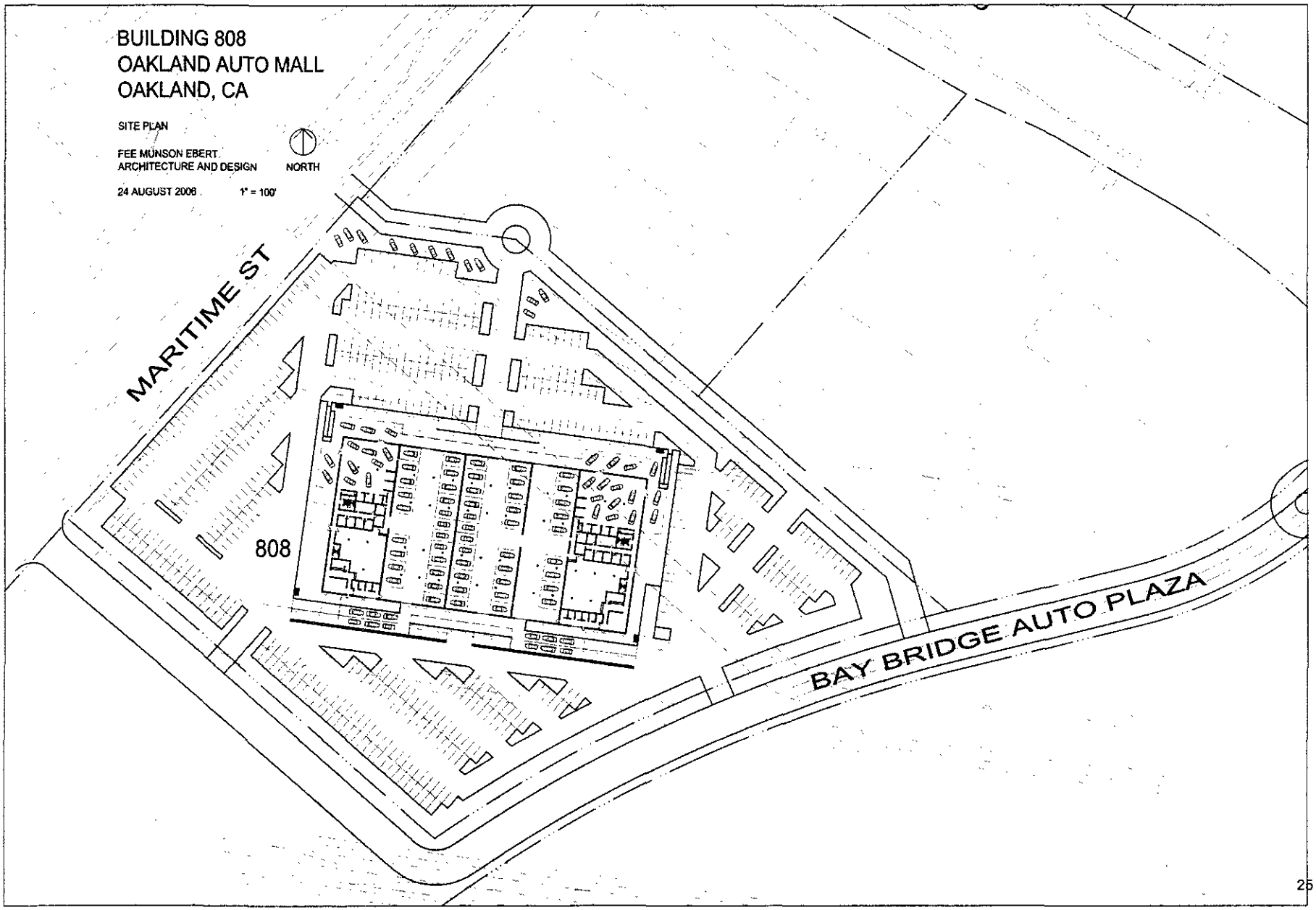
The chart below summarizes the principal features of the adaptively reused building.

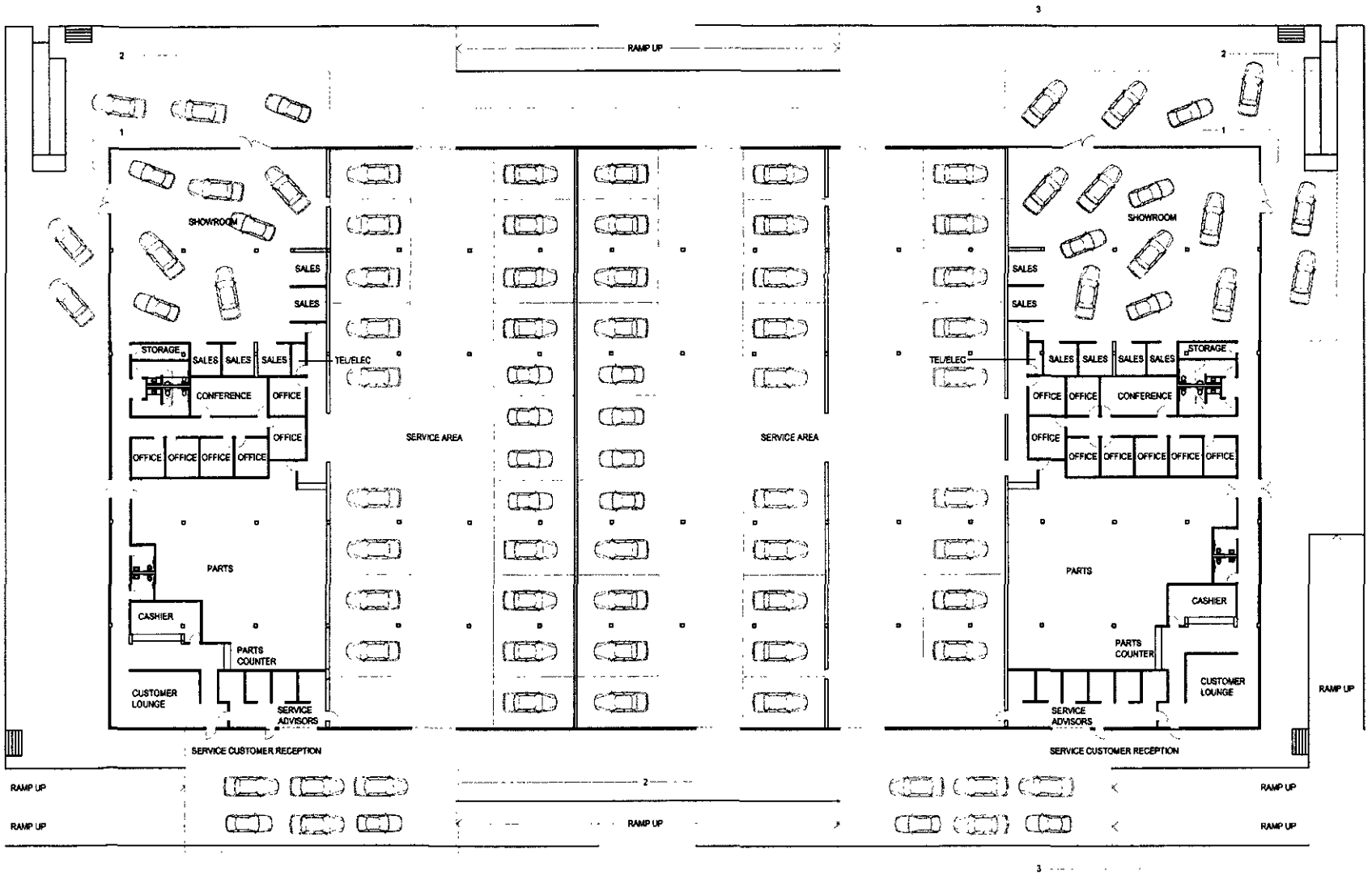
Building 808: Adaptive Reuse Summary Chart

Location	Southeast of the intersection of West Grand Avenue and Maritime Street, approximately 542 feet along Maritime from the future corner property line.
Primary Access	New transverse street south of West Grand Avenue
Secondary Access	New transverse street south of Building 808
Original Use	Warehouse
Orientation	Parallel to West Grand Avenue
Existing Size	180 feet wide by approximately 1,300 feet long. 233,640 square feet
Projected Size	180 feet wide by 353 feet long 63,540 square feet Two stores/ dealerships: • 25,830 s.f. w/ +/- 4250 s.f. showroom and 21 service bays • 37,710 s.f. w/ +/- 5030 s.f. showroom and 31 service bays
Column Spacing	Center aisle: 52 feet wide Side bays: two on each side at 32 feet wide by 22 feet deep
Existing Features	Raised loading docks, 12 feet wide by +/- 4 feet high on both sides. Interior floor elevated to dock height. Continuous light monitor at central bay on both sides. Distinctive heavy timber framing.

Project area site plan, building site plan, and floor plan on following pages


BUILDING 808
OAKLAND AUTO MALL
OAKLAND, CA
PROJECT AREA SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
NORTH
24 AUGUST 2006
1" = 200'
ENGINEERS ROAD
I-880
MARITIME ST
808
BAY BRIDGE AUTO PLAZA
W. GRAND AVE
I-880
I-880


BUILDING 808
OAKLAND AUTO MALL
OAKLAND, CA
SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
NORTH
24 AUGUST 2006
1" = 100'
MARITIME ST
808
BAY BRIDGE AUTO PLAZA



1 NEW GLASS STOREFRONT, TYP 2 NEW CANOPY, TYP 3 NEW EXTENDED PLATFORM, TYP

BUILDING 808
OAKLAND AUTO MALL
OAKLAND, CA

FLOOR PLAN

FEE MUNSON EBERT
ARCHITECTURE AND DESIGN

24 AUGUST 2006 1" = 30'

Building 812

Site Plan

Building 812 can be left intact; no demolition to accommodate the Agency–Port boundary line is required. The showroom at the west end of the building takes advantage of clear sightlines along Maritime Street in both directions. The building would also be easily visible from the proposed Bay Bridge Auto Plaza roadway.

Floor Plan

The proposed building—64 feet wide by 280 feet long, enclosing 18,700 square feet (including a small addition)—is a good size for a single dealership.[5] The longitudinal column spacing of 14 feet on center should work well for the service bays. By industry standards, service bays should be approximately 24 feet deep, with a 24-ft. access and back-up width for the center drive aisle. The building lacks eight feet of width to provide three full 24-ft. bays (which would total 72 feet), so a small addition is proposed to the bays on the west side, 780 square feet in total. An alternative approach that would not require an addition would be to utilize individual roll-up doors at each service bay on the exterior, with a 10-ft. mechanics' aisle down the center.

The showroom is the most prominent component of this dealership, occupying the entire west end of the building facing Maritime Street, with glass on three sides. Sales offices, administrative offices, and restrooms adjoin this area. The service customer lounge, sales advisors' offices, cashier, and parts department are to the rear of the showroom, accessible by entrances at the side of the building. The service area occupies the east end of the building, which incorporates at small pop-out addition to provide additional width needed for the service bays.

Elevations

The chosen aesthetic is contemporary to house today's contemporary automobiles, but this aesthetic respects the strength and spatial qualities of the original design. Because there's no denying the industrial past of this building, wherever new materials are replacing existing, they too are industrial. Standing seam metal roofing replaces the existing asphalt shingles. Wherever possible, the existing wood siding is repaired and repainted. Many of the existing window opening sizes and proportions are brought back, but the frames and glazing are replaced. The new frames are galvanized steel with vertical fins. The glazing in the monitor is vertical fluted glass and at ground level the glazing is clear low 'E' glass. The expanded service bay area is the same clear low 'E' glass set in galvanized frames to showcase the service bays. The canopies at the showroom and at service reception are painted exposed steel wide flange columns with painted steel panels above. Dealer identity elements, as well as logotype signage, are added to the façades to brand the building.

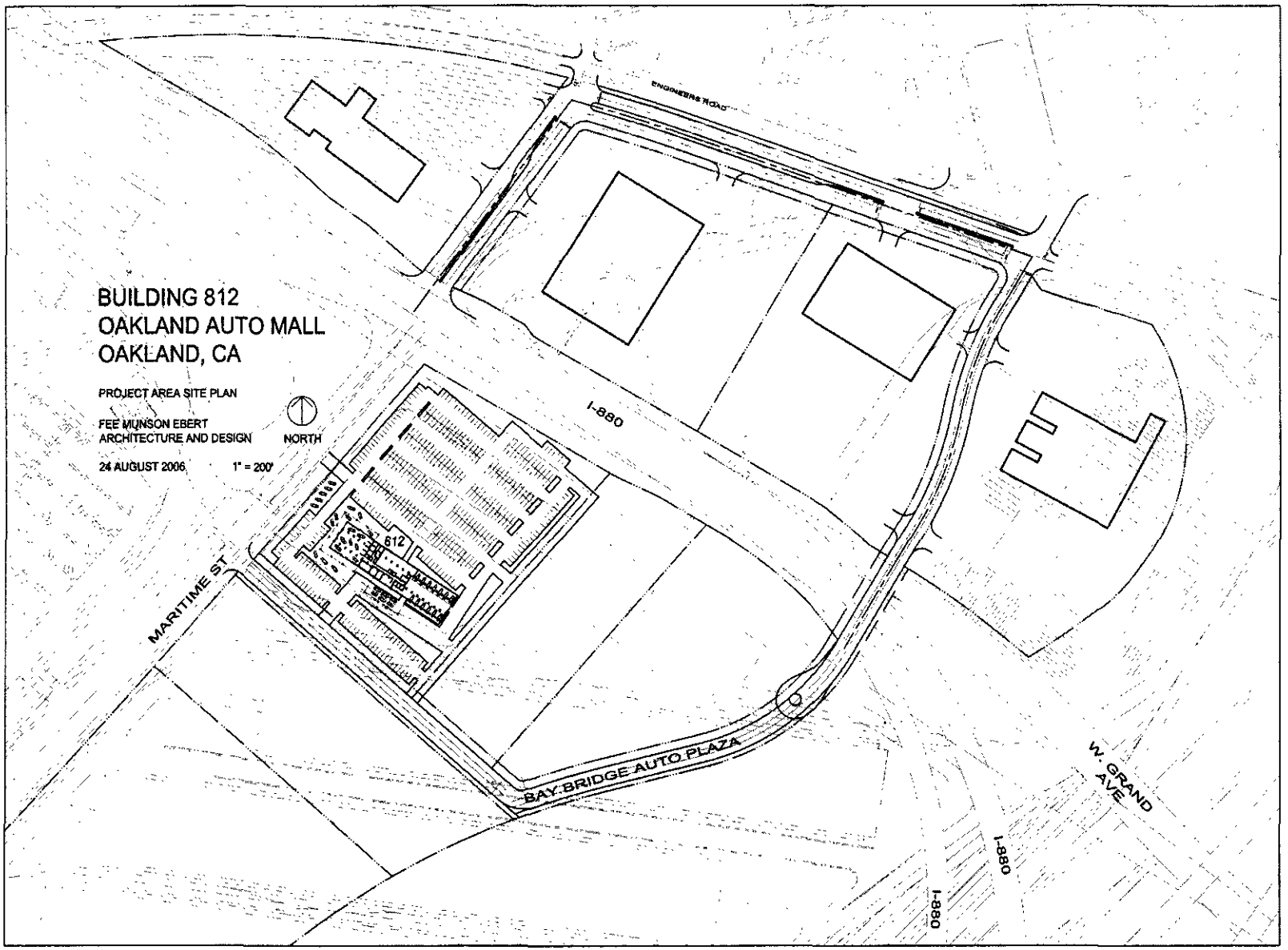
The chart below summarizes the principal features of the adaptively reused building.

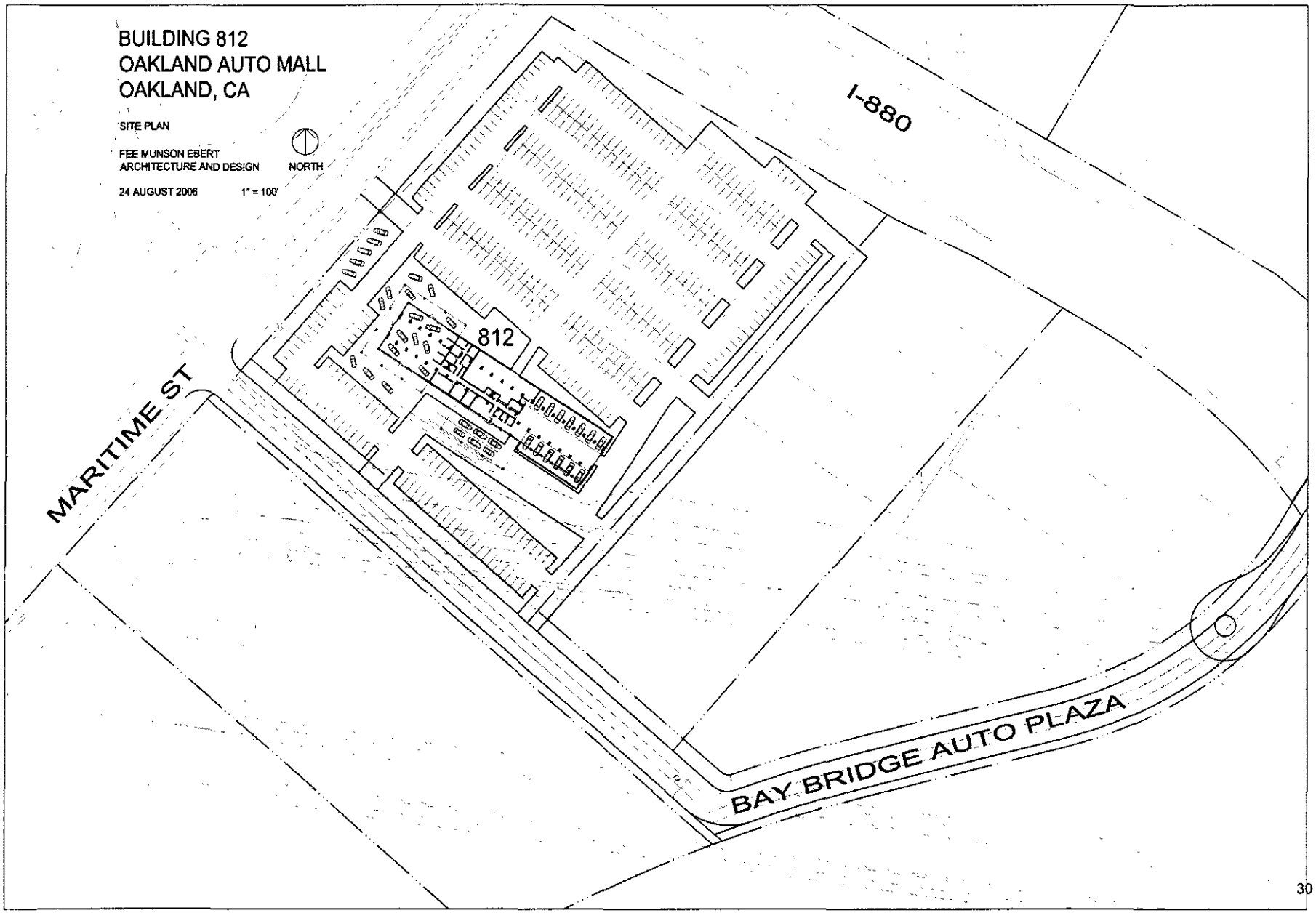
[5] According to several manufacturers' representatives—Erika Ridolfi (Toyota), Kevin Rustadt (BMW), and Gordon Walton (Acura)—service bay widths typically range from 10 feet to 20 feet. An average width of 14 feet was used in the conceptual plans in this study. In addition, George Avanessian, a prolific dealership architect, has stated that 14 feet is a standard width for service bays in auto dealerships.

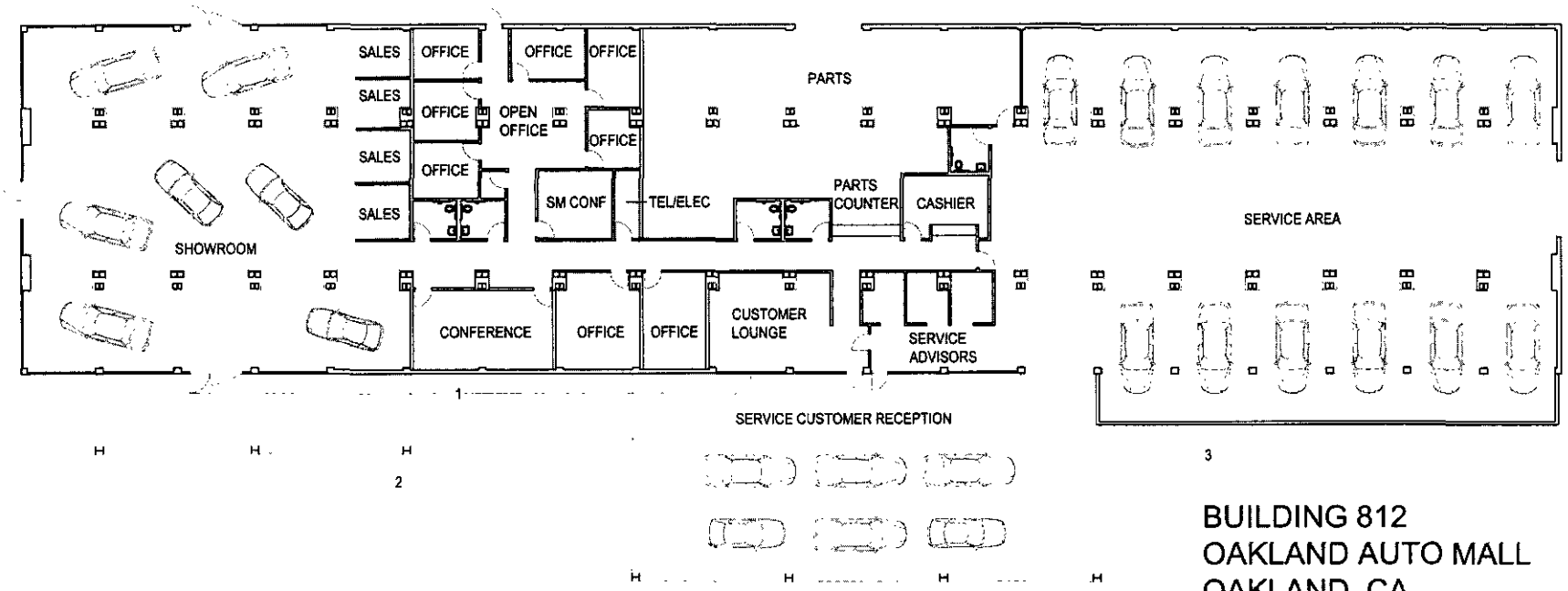
Building 812: Adaptive Reuse Summary Chart

Location	Southeast of the intersection of West Grand Avenue and Maritime Street, approximately 541 feet along Maritime from the future corner property line.
Primary Access	Maritime Street
Secondary Access	New transverse street south of West Grand Avenue
Original Use	Vehicle Maintenance Shop
Orientation	Parallel to West Grand Avenue
Existing Size	64 feet wide by 280 feet long. 18,345 square feet
Projected Size	64 - 73 feet wide by 280 feet long 18,700 square feet One store/ dealership: 4520 s.f. showroom w/ 13 service bays
Column Spacing	Center aisle: 27.5 feet wide Side aisles: 16 feet wide Column spacing: 14 feet on center, longitudinally
Existing Features	Distinctive heavy timber trusswork. Traveling overhead rail-mounted crane at center aisle. Raised central bay with clerestory windows along building length.

Project area site plan, building site plan, floor plan, and elevations on following pages


BUILDING 812
OAKLAND AUTO MALL
OAKLAND, CA
PROJECT AREA SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
NORTH
24 AUGUST 2006
1" = 200'
ENGINEERS ROAD
I-880
812
MARITIME ST
BAY BRIDGE AUTO PLAZA
W. GRAND AVE
I-880
I-880


BUILDING 812
OAKLAND AUTO MALL
OAKLAND, CA
SITE PLAN
FEE MUNSON EBERT
ARCHITECTURE AND DESIGN
24 AUGUST 2006
1" = 100'
NORTH
I-880
812
MARITIME ST
BAY BRIDGE AUTO PLAZA



1 NEW GLASS STOREFRONT, TYP

2 NEW CANOPY

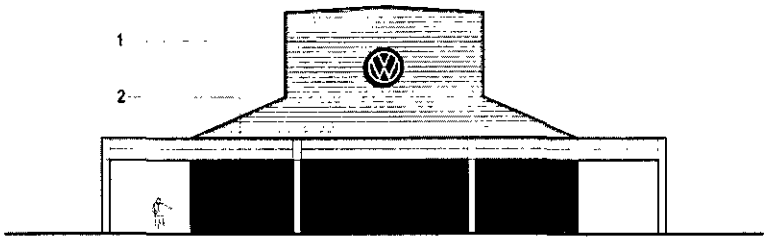
3 NEW GLASS ADDITION

BUILDING 812
OAKLAND AUTO MALL
OAKLAND, CA

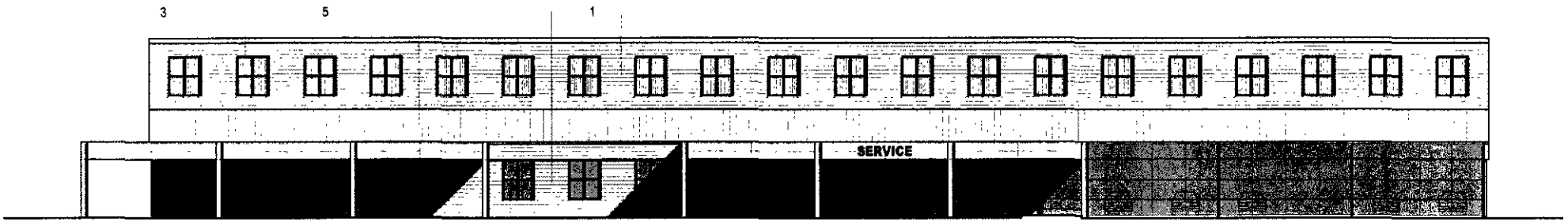
FLOOR PLAN

FEE MUNSON EBERT
ARCHITECTURE AND DESIGN

24 AUGUST 2006 1" = 20'



WEST ELEVATION



SOUTH ELEVATION

1 (E) HORIZONTAL WOOD SIDING, REPAIRED, STRIPPED AND REPAINTED, TYP

2 NEW CLEAR ANODIZED ALUMINUM STOREFRONT WITH CLEAR LOW 'E' GLASS, TYP

3 NEW GALVANIZED STEEL FRAMES WITH VERTICAL FINS AND FLUTED GLASS, TYP

4 NEW GALVANIZED STEEL FRAMES WITH VERTICAL FINS AND CLEAR LOW 'E' GLASS, TYP

5 NEW STANDING SEAM GALVALUME METAL ROOFING, TYP

6 NEW PAINTED STEEL WIDE FLANGE CANOPY COLUMNS, TYP

7 NEW PAINTED STEEL PANELS, TYP

8 NEW ADDITION: CLEAR ANODIZED ALUMINUM FRAMING WITH CLEAR LOW 'E' GLASS

BUILDING 812
OAKLAND AUTO MALL
OAKLAND, CA

ELEVATIONS

FEE MUNSON EBERT
ARCHITECTURE AND DESIGN

24 AUGUST 2006 1" = 20'

Buildings 821, 822, and 823

These three buildings are virtually identical in plan, measuring 80 feet wide by 250 feet long, with a column spacing of 20 feet 10 inches on center. Each building encloses 20,000 square feet. The primary difference in the design of Building 823 is the roof, which incorporates a wide monitor, in contrast to the gable roofs of Buildings 821 and 822. All three buildings are "dock high" structures, i.e., the floor is approximately 4 feet above grade. The buildings form a row adjacent to West Grand Avenue, aligned end to end, with a separation of approximately 60 feet between each building.

The primary test as to whether or not an existing building can be adapted for reuse as an automobile dealership is column spacing, which determines the width of the service bays. In the case of all three buildings, the column spacing of 20 feet 10 inches would work, but would be inefficient for most dealers. While some dealers use 20-ft. service bays, the majority would find that width excessive. A service bay width of 14 feet is much more common.

The ideal lateral width of the overall service area within a dealership is 72 feet. This includes a 24-ft. driveway aisle down the center and service bays 24 feet wide to either side. In the case of Buildings 821–823, the overall structural width of 80 feet would work, but it would be inefficient. The enclosed floor area of each building (20,000 square feet) is a good, feasible size for a single dealership, one that would suit a number of manufacturers.

The fact that all three buildings are "dock high" presents some challenges, but could be overcome with the same approach that has been suggested for Building 808. An elevated floor has pros and cons; it makes the site less efficient, but also allows cars to be staged on a platform. The latter possibility may be appealing to some dealers who feel that new models are better presented outside of the showroom.

In terms of traffic, Building 821 and possibly Building 822 present some access challenges because they are so close to the intersection of West Grand Avenue and Maritime Street. Building 821 does not achieve (and building 822 may not achieve) the 500-ft. distance from the intersection recommended by traffic engineers as a minimum distance for access points to dealerships. Building 823 does not pose such a problem.

In conclusion, Buildings 821, 822, and 823 can be adapted for reuse as automobile dealerships, but are less efficient spatially than either Building 808 or Building 812. Buildings 821 and 822 are also more severely constrained by considerations of traffic engineering.

5. COST ESTIMATES

As noted in the Introduction and Summary, specific cost estimates for rehabilitation and reuse, or partial reuse, of Buildings 808, 812, 821, 822, and 823 as auto dealerships were not generated as part of this study, but they can be generated at a later date upon Redevelopment Agency request. To determine these cost estimates, building plans more detailed than the conceptual designs for Buildings 808 and 812 presented in this report may be required, particularly in the case of Building 808, for which elevations have not yet been developed. With additional input from the architect and others regarding the quality and quantity of the specific materials and finishes desired, the conceptual designs for those buildings could then be evaluated by a reputable cost-estimating firm. The underlying assumptions about pre-existing conditions in Buildings 808 and 812 could be extrapolated from the analysis contained in the previously referenced OARB Historic Buildings Reuse Alternatives Report (2002), as both of these buildings were evaluated in detail in that study. Though Buildings 821, 822 and 823 were not evaluated in the earlier study, they are similar in construction to Buildings 808 and 812. For this reason, it may be possible for a cost estimator to provide a probable cost range for rehabilitation and reuse for these three buildings, based on the estimates developed for the other two buildings.

Comparison to New Construction

To provide a future baseline for comparing the cost of rehabilitation to that of new construction, and determining the economic feasibility of reusing OARB buildings, several auto industry representatives as well as an architect experienced in dealership design were consulted. The representatives indicated that the typical cost of constructing new auto dealerships is estimated to be between $120 and $150 per square foot of building area. These figures do not necessarily take into account the specific site conditions of the proposed OARB Auto Mall Project. To note one condition, the project site is located entirely on filled land. Existing buildings, including Building 812, are constructed on wood pilings driven to a depth of 70 feet, according to the Army's construction records.[6] It is not known whether the estimated cost ranges cited for new construction includes the cost of constructing such a pile foundation.

The responses of the industry representatives are presented in the following chart:

Estimated Costs, New Construction of Auto Dealerships

Commentor[7]	General Comments
A	"We do use RSMeans[8] as a base line but some of the projects coming in are running even higher, say **$130–$150psf.** It depends on a lot of factors including what additional amenities a Dealer wants to include in his facility i.e., beauty shops, gyms, etc..."
B	"The cost per square foot depends on several issues such as number of stories, storing cars inside vs. outside and number of service bays. The service bays are the cheapest component...for [Dealer X] it might be $120/SF and for [Dealer Y] it could be **$150/SF**..."
C	"...numbers are **as low as $200/SF** and **as high as $500/SF** including equipment. This probably includes land as well as soft costs..."

[6] U.S. Engineers Office. *Building Foundation and Floor Plan.* San Francisco, Cal., September 16, 194, as cited in "Structural Assessment – Buildings 1, 60, 88 & 812" by Rutherford & CHekene, Structural Engineers, Oakland, CA. October 6, 2000.

[7] Names of commentators and dealers have been omitted for confidentiality.

[8] RSMeans is a company that offers construction cost-estimating information and services.

Stephen Fee, an architect and one of the authors of this study, has stated that it has been his experience that the adaptive reuse of buildings costs as much, if not more, than new construction. For the OARB buildings considered in this study, it is his opinion that the cost of adaptive reuse could be considerably higher than that of new construction. It should be noted, however, that rehabilitation costs vary widely from building to building, and that it is not possible to draw definitive conclusions about the financial feasibility of reusing historic OARB structures for auto dealerships without further study.

6. AUTO DEALERSHIP INDUSTRY INPUT

To provide a real-world perspective about the feasibility of adaptive reuse schemes for auto dealerships, the project team consulted with industry representatives and an architect knowledgeable about dealerships. Identified by City staff through prior communications regarding the Auto Mall project, these industry representatives are as follows:

- David W. Frederickson, Regional Manager, General Motors Corporation EDES—Worldwide Real Estate (Western Region);
- Erika Ridolfi, Regional Market Representation Manager, Toyota Motor Sales (San Francisco Region);
- Gordon Walton, a manager with Acura;
- Kevin Rustadt, a BMW manufacturer representative; and
- George Avanessian, an architect based in South San Francisco whose firm has had extensive experience in auto dealership design

The following comments are summaries of phone conversations, except in the case of Ms. Ridolfi, which was adapted from email communication.

David W. Frederickson
Regional Manager, General Motors Corporation EDES—Worldwide Real Estate (Western Region)

Mr. Frederickson reviewed the conceptual drawings for the adaptive reuse of Building 812. He found the concept "interesting" but stated concerns about the layout: "There is insufficient service operations capacity. I counted 13 service bays in your drawing. At least for our operation, we would be looking for 30–40 bays, if not more. The single showroom will not meet GM [General Motors] image standards for this dealership, as we will be offering multiple brands and would need at least three distinct showroom identities. Administrative space and parts appear undersized as well. Overall, there does not seem to be enough building to work with for a multi-line GM dealership, or any high-volume dealership."

Mr. Frederickson also posed several questions and made suggestions for improving the feasibility of adaptively reusing Building 812: "In an adaptive reuse, could you design additions to the historic building and still meet preservation standards? For this to work for GM, we would have to design at least two additional showroom areas, most likely off of the north-facing side of the building. We would also require expansion of the service area to the south-facing side of the building. Would the existing structure accommodate/support mezzanine construction above the proposed administrative and parts area to increase useable floor space and add parts storage? In your detailed building summary you indicate that Building 812 was designed to support a 10-ton crane. Is there any chance that the roof structure, or at least a portion of the roof, could be reinforced to support some rooftop parking?"

Erika Ridolfi
Regional Market Representation Manager for Toyota Motor Sales (San Francisco Region)

Ms. Ridolfi stated that adaptive reuse "would not work" for Toyota now, though she did not consider the concept to be without merit. Toyota has a few signature elements, e.g., a lit portico with a courtyard beyond, as well as preferred design features such as 20-ft. wide service bays and glass-paned roll-up doors at auto entries and exits in the service area. Beyond these signature elements and design standards, individual dealers have substantial say in dealership design. Ms. Ridolfi indicated that she would be pleased to comment on other OARB adaptive reuse schemes.

Gordon Walton
Manager with Acura

Mr. Walton stated that his company might accept adaptive reuse dealerships under special circumstances. Like Toyota, Acura requires certain design/image elements to "brand" its dealerships. The company also has guidelines re: number of service bays and offices, size of showroom and parts department, etc. The widths of service bays may vary. Also like Toyota, individual Acura dealers are given considerable leeway in the design of their facilities.

Kevin Rustadt
BMW manufacturer representative

Mr. Rustadt stated that BMW has and would consider adaptive reuse. He cited Weatherford's current location in Berkeley as an example. Like Toyota and Acura dealers, BMW dealers provide input for the design of their dealerships, but they must work closely with a BMW architect. The dealer either works directly with BMW's architect, or the dealer retains an architect who in turn works closely with BMW's architect. Mr. Rustadt also stated that standard service bay dimensions for BMW dealerships are 12 feet wide by 24 feet long.

George Avanessian
Auto Dealership Architect based in South San Francisco

Avanessian Associates has extensive experience designing and implementing auto-sales facilities, ranging from individual dealerships to clusters of dealerships ("auto centers") and master-planned developments ("auto malls"). Mr. Avanessian reviewed the conceptual designs in this report and agreed that it is physically and programmatically possible to adapt Building 808 and Building 812 for reuse as automobile dealerships. In particular, the buildings' size and spatial configuration, including column spacing, were found to be adaptable to dealership use.

Yet Mr. Avanessian also expressed reservations about the feasibility of such an undertaking. He stated repeatedly that car dealers prefer to invest in new buildings, ideally within auto centers or auto malls because of the enhanced visual exposure and the advantages of collaborative marketing. New buildings are preferred, he says, because dealers typically own their buildings, seeing them as long-term investments with the potential for future lease. He thinks it unlikely that a dealer would agree to acquire an old building and adapt it for reuse unless there are incentives to do so—e.g., deferred taxes and fees. Similarly, he thinks multi-dealer occupancy, as proposed in Building 808, is problematic because it is standard practice for one dealer to own the entire physical plant comprising the dealership, rather than entering into a contract for shared ownership or tenancy.

Mr. Avanessian suggested two alternative schemes for adaptive reuse at the OARB Auto Mall which he considers more feasible than dealership uses. For the remnant of Building 808, he proposes auto storage and parking. In this reuse scenario, the warehouse remnant would contain stalls for dealers' overflow inventory and for employees' parking. If the Agency retained ownership and operational control of the building, free auto storage and parking could be offered as an incentive to dealers in the OARB Auto Mall. For Building 812, Mr. Avanessian suggests multi-tenant occupancy under private ownership. In this case, the tenants would provide support services for the Auto Mall, such as food vending, car rental, accessories, and repairs. In summary, though he acknowledges that it would be possible to reuse Building 808 and 812 as auto dealerships, he believes that it will be difficult to find a dealer willing to acquire such a building; rather, he believes that parking, storage, and support services are more feasible adaptive reuse solutions.

7. CONCLUSION: THE POTENTIAL OF ADAPTIVE REUSE

To recapitulate, the major findings of this study are as follows:

1. Five of the eleven contributors to the OARB Historic District that lie within the East Gateway subarea appear to be suitable for reuse as auto dealerships, due to jurisdictional and site constraints—Buildings 808, 812, 821, 822, and 823.

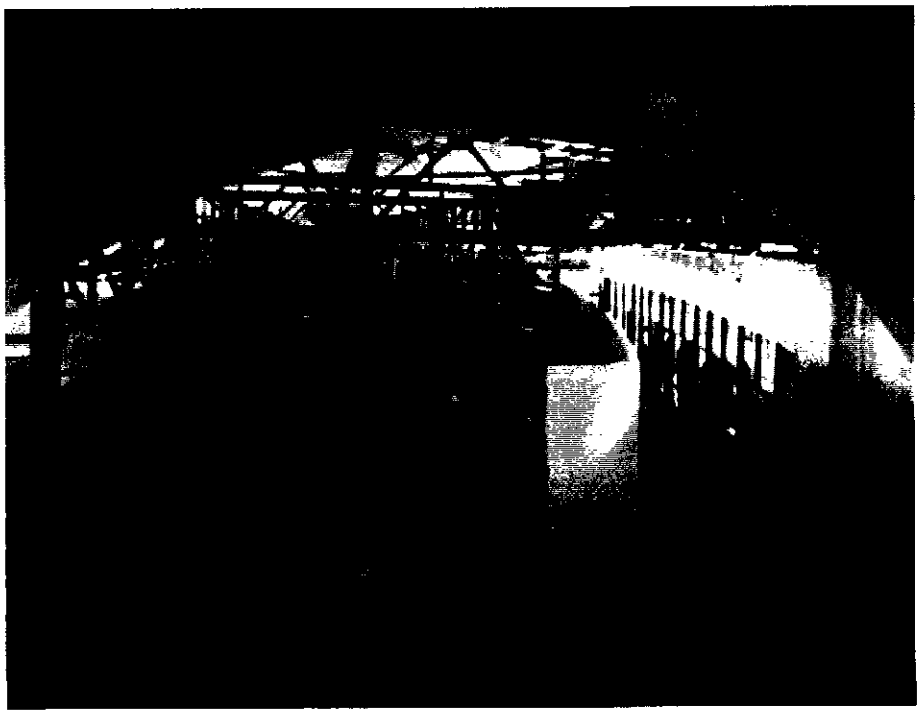
2. From an architectural design perspective, the programmatic and technological needs of a major auto dealership can be met in any one of these five historic OARB structures, including the remnant of Building 808.

3. Some, but not all, of these five historic OARB buildings can be retained for dealership use. The buildings are too closely spaced to provide all of them simultaneously with adequate space for roadways, parking, outdoor display of vehicles, and clearly visible logotype signage. Identifying potential groupings of two or more adaptively reused buildings will require further analysis.

4. Auto dealership industry input concerning reuse of the OARB structures is mixed. Based upon responses from various consultations with industry representatives, it remains uncertain whether any auto manufacturers would approve a new franchise in one of the OARB structures should they be rehabilitated.

The five historic OARB buildings that are the focus of this report (in particular, Buildings 808 and 812) have potential for adaptive reuse. They possess lofty interior spaces with exposed heavy timber structural elements, providing an industrial/loft aesthetic that could appeal to prospective auto sellers and purchasers. Examples of recent rehabilitation projects in the Bay Area, Los Angeles, and Canada are included at the end of this section, showing the potential of reusing older industrial buildings in a way that combines historic ambience with contemporary style. Adaptive reuse is also a form of sustainable or "green" design, and such an approach to auto dealership design could conceivably be promoted as a marketing asset to manufacturers and sellers of cars with a "green" cachet, e.g., hybrids and minis. The reuse of historic buildings for dealerships might also appeal to dealers of vintage cars. Views of the following three recent reuse projects of former industrial buildings serve as examples of the adaptive reuse possibilities of the OARB warehouses.

Pier 1, San Francisco, CA
Port of San Francisco Offices
SMWM Architects
www.smwm.com



Pier 1, San Francisco, CA
Port of San Francisco Offices
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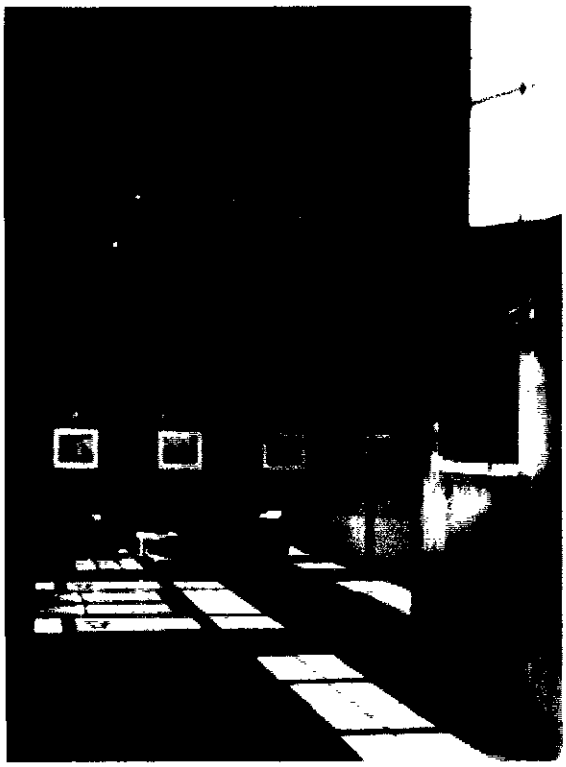
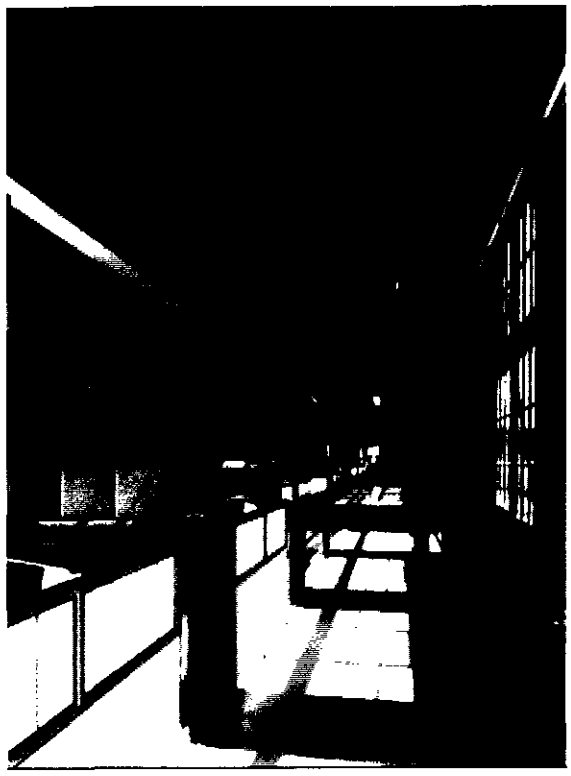
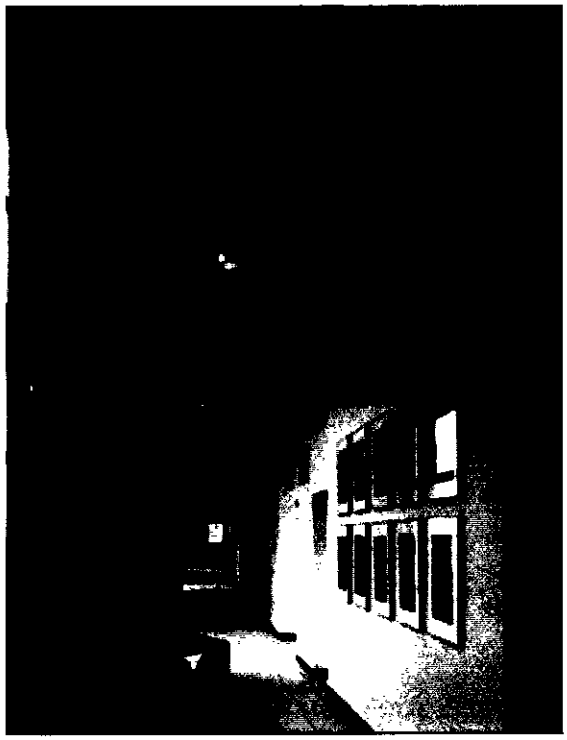
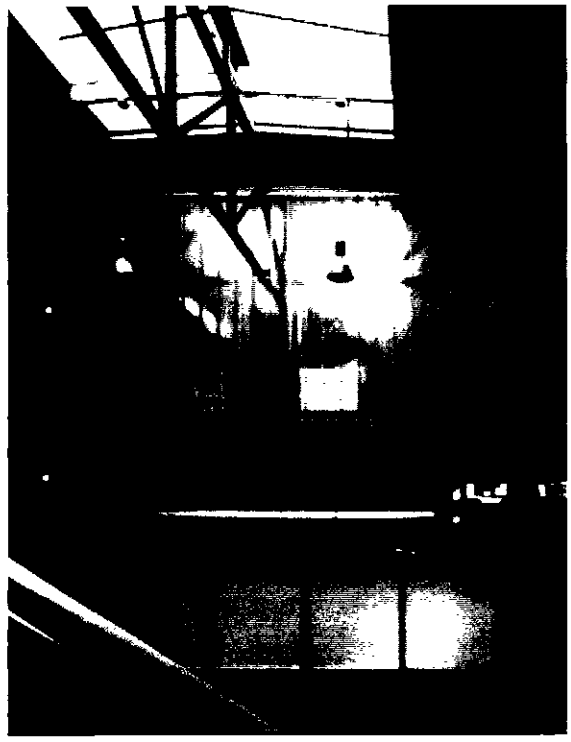
Pier 1, San Francisco, CA
AMB Property Corporation
SMWM Architects
www.smwm.com

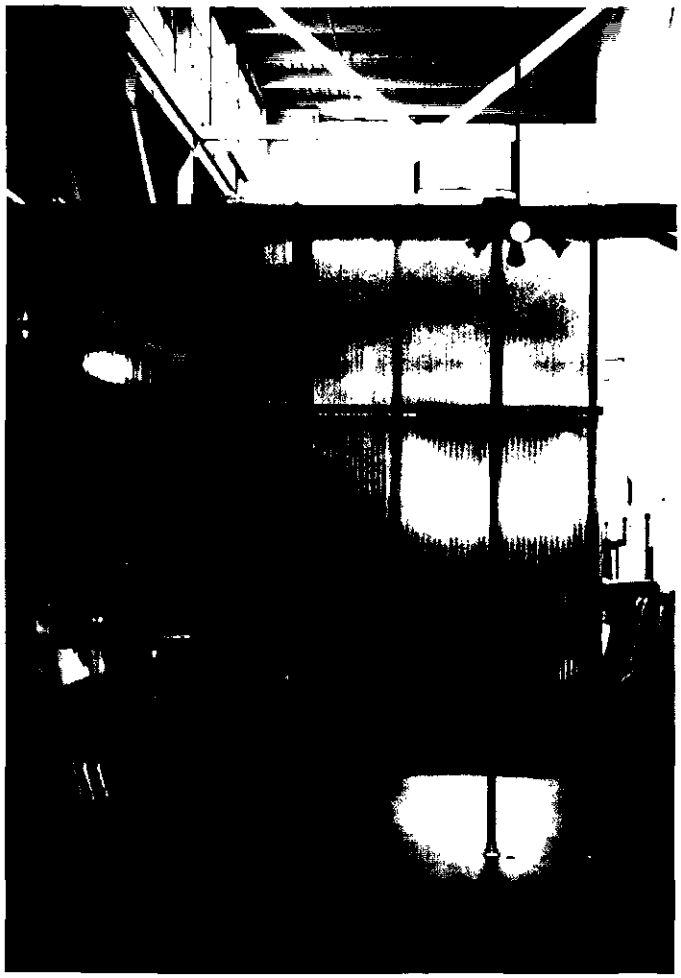








Pier 1, San Francisco, CA
AMB Property Corporation
SMWM Architects
www.smwm.com



RAD Clothing Company, Los Angeles, CA
Koning Eizenberg Architecture
Industrial Spaces - Vol. I, 2003

Before

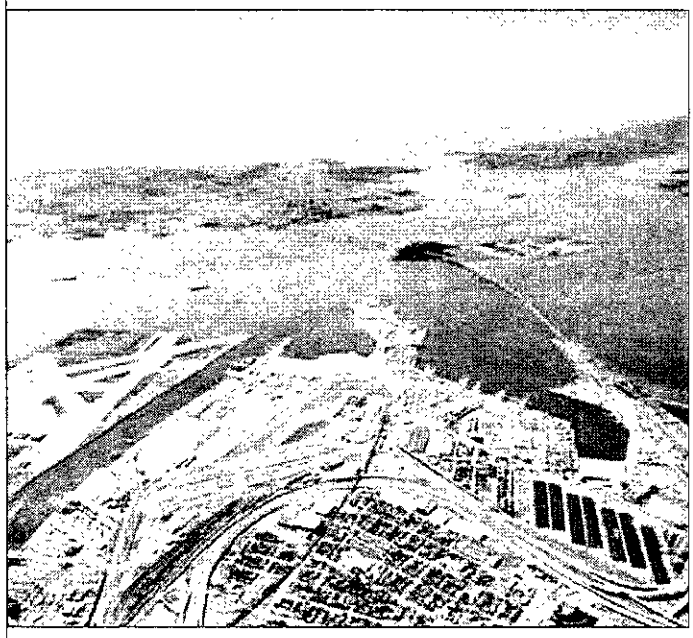
After

Corkin Shipland Gallery
Toronto, Ontario, Canada
Shim-Sutcliffe Architects
Architecture May 2006

ATTACHMENT D

PRE-DEVELOPMENT PLANNING FOR THE OAKLAND ARMY BASE GATEWAY DEVELOPMENT AREA

INTERIM FINAL REPORT



Oakland Base Reuse Authority | June 2005

DESIGN, COMMUNITY & ENVIRONMENT

Bay Area Economics

SMWM

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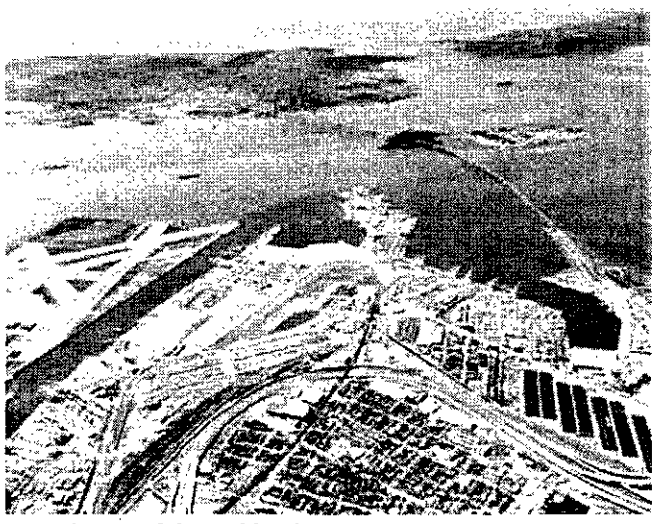
Located in the northwest corner of the city of Oakland and at the foot of the San Francisco-Oakland Bay Bridge, the Gateway Development Area (GDA) of the Oakland Army Base (OARB or Army Base) provides the City with approximately 165 acres of land that will be available for development beginning in August of 2006. As described in more detail in Chapter 3, the GDA consists of four subareas: North (28 acres), East (35 acres), Central (70 acres) and West (31 acres).

Given its size, location and visibility, the GDA affords the Oakland Redevelopment Agency (Agency) with a tremendous opportunity to achieve a variety of economic and social benefits for the City. Planning for the future of this site should respect the tremendous potential of the site and acknowledge that acquiring such a large property is a unique opportunity for the City.

In preparation for the Agency to assume ownership of the site in August 2006, the Oakland Base Reuse Authority (OBRA), the recognized Local Reuse Authority, undertook a pre-development planning process to create a refined list of potential uses for the site, develop alternative site plans to assist the Agency in defining its property disposition program, and begin a developer solicitation process. In March of 2005, OBRA hired a consultant team led by Design, Community & Environment (DC&E) to assist with the planning process. DC&E is supported by Bay Area Economics for economic, market and fiscal analysis and SMWM for site design.



Aerial view of the Oakland Army Base.

This document provides a summary of the majority of the work completed by the project team. The effort included conducting a dozen stakeholder interviews, preparing a market scan of 25 potential uses for the site, drafting a detailed opportunities and constraints report, and developing and analyzing four site alternatives.

The information in this document can serve many purposes: it can provide the

OBRA Governing Body and the Agency with the background information necessary to select a preferred alternative or alternatives for the site, to use as a template or baseline for evaluating other alternatives, and/or to initiate a developer solicitation. The report includes background information on the site and the planning process (Chapter 1), a summary of the market considerations of the site (Chapter 2), a discussion of other site development considerations (Chapter 3) and an overview of the four development alternatives (Chapter 4). A forthcoming section of the report will present a detailed analysis of the site alternatives based on economic, environmental and social equity criteria and recommendations regarding the steps necessary to implement the alternatives.

A. Site and Project History

The OARB was recommended for closure by the Defense Base Closure and Realignment (BRAC) Commission in June 1995 and officially closed for military operations in September 1999. Since the Base was recommended for closure, OBRA has undertaken numerous planning processes that culminated in the *Final Reuse Plan* for the Oakland Army Base, adopted on July 31, 2002. The *Final Reuse Plan* presents a conceptual vision for the site and a broad policy framework for the site's development. It presents a menu of acceptable land uses that were to be further refined based on market conditions and demands at the time the Army Base was ready to be developed. In anticipation of the August 2006 transfer of the Army Base to the Agency, this current document begins that refining process called for in the *Final Reuse Plan*.

As a result of the planning process and negotiations, 70 acres of the former Army Base has been conveyed to the Port of Oakland and another 150 acres will be conveyed in August 2006 to complete the Port Development Area. The remaining land will be conveyed to the Agency and will be called the Gateway Development Area (GDA).

This pre-development planning project is for the GDA portion of the former OARB. It builds upon from past efforts by evaluating the development options that have been brought to the Agency over the past few years from a comprehensive economic/market feasibility approach. Then those options that have strong market feasibility have been presented in a series of development plans to illustrate a particular concept or theme.

While the Port of Oakland is responsible for the planning and development process for its portion of the former Army Base property, it is recognized that the Agency and the Port will need to work together regarding compatibly of adjacent land uses, complimentary circulation routes and infrastructure coordination. The alternatives that have resulted from this planning process have taken these issues into consideration.

B. Site Location

As shown in Figure 1-1, the GDA lies within the city of Oakland, approximately two miles from downtown Oakland and approximately 6.5 miles from downtown San Francisco. The site is located on the Oakland waterfront adjacent to the East Bay terminus of the Bay Bridge, which forms part of its northern border. A 50-acre East Bay Municipal Utility District sewage treatment plant also lies to the north of the site. The Port of Oakland abuts the GDA on the south and east. The GDA sits at a transportation hub created by two nearby Interstate freeways (I-80 and I-880) and major maritime, rail and truck activity. The community of West Oakland lies to the east of the railroad tracks and the I-880 freeway. Amtrak passenger service and the Bay Area Rapid Transit (BART) system have stations in close proximity to the Base.

C. The Pre-Development Planning Process

The pre-development planning process began in March 2005 with the selection of the DC&E-led consultant team. The project team conducted more than a dozen stakeholder and key staff interviews. The stakeholders interviewed included: Mayor Jerry Brown and Council President/OBRA Chairperson Ignacio De La Fuente and their respective alternates on the OBRA Governing Body; Councilmember Nancy Nadel; the West Oakland Economic Development Working Group (WOEDWG); the West Oakland Community Advisory Group (WOCAG); the West Oakland Commerce Association (WOCA); the Port of Oakland; the Chamber of Commerce; the OBRA Executive Director and staff; the Co-Directors of the Community and Economic Development Agency; and other City staff. During these interviews, questions were asked about the vision for the site, the range of potential uses and the evaluation criteria that should be used to compare alternative site development programs.

Several key findings came out of the stakeholder interviews. First, there are competing views of how the site should be developed. Some stakeholders want to develop the site to directly improve Oakland's fiscal and economic situation while others are more concerned about improving the quality of existing residential areas or helping to expand an undeveloped or underutilized portion of Oakland's economy.

Second, there was a lot of interest in moving industrial uses out of residential areas of the city, especially the West Oakland neighborhood. Two types of industries specifically mentioned were recycling businesses and trucking support businesses. However, other areas of Oakland were identified as also experiencing issues with heavy industrial uses that were incompatible with planned or desired redevelopment activities. Additionally, the conversion of

industrial property and the continued demand for industrial uses was raised.

Third, the meeting with the Port of Oakland indicated that the Port's current land holdings (1,000 acres) are sufficient to carry out its future maritime development program, including its planned Joint Intermodal Terminal. The Port also recommended that a modern logistics center as part of the Gateway Development Area is a viable development opportunity for the City as well as beneficial to the Port of Oakland's customers. Port officials also commented that many support uses, such as truck parking, truck services and container storage, could be located remotely in other parts of the Bay Area and need not be located at or near the Port.

Concurrent with the stakeholder interviews, the consultant team also prepared two background documents. The *Oakland Army Base Market Scan* (April 25, 2005) provides an overview of the market and demographic trends in the Bay Area and the city of Oakland, and analyzes 25 potential uses for the site that were either recommended in the *Final Reuse Plan* and/or recommended by stakeholders and OBRA staff. This analysis, which helped to define the range of potential uses for the site, is summarized in Chapter 2 of this report.

The draft *Opportunities and Constraints Report* (May 4, 2005) provides an analysis of the physical and policy environment affecting the site. The report identifies site "givens" that must be accommodated in the development process as well as the site's opportunities and constraints. The key findings of this report are presented in Chapter 3 of this report.

Finally, to assist with the development of viable alternatives, the DC&E team organized an "Expert Panel" of developers, real estate brokers and potential users of the site and a "Charrette" with City staff to refine the alternatives.

The Expert Panel was held on May 19, 2005 and included the following individuals:

- Christine Firstenberg, Senior Vice President, Metrovation Brokerage
- Steve Simi, Owner, Connell Auto Group
- James Bohar, Senior Vice President, Colliers International
- Jeff Starkovich, Managing Partner, BT Commercial
- Ned Kopp, Independent Film Producer
- Robert Sakai, Technology & Trade Director, Economic Development Alliance for Business
- Scott Gleaser, Principal, Chamberlin Development Group

Following a presentation by the consultants, the participants at the Expert Panel

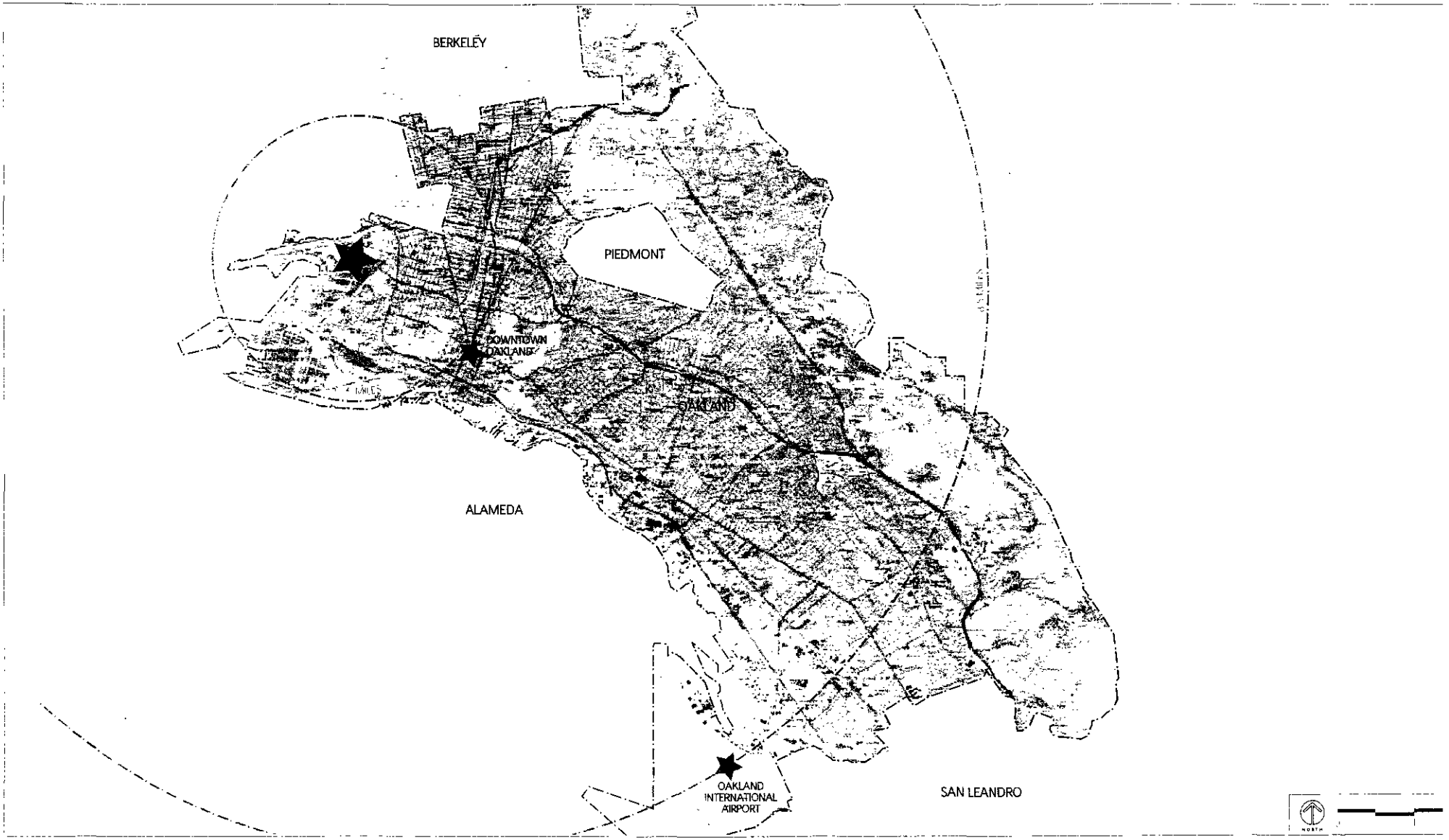


FIG
REGIONAL LOC

provided feedback on the advantages of the site, potential uses, the physical arrangement of uses, and potential synergies between them. As a result of the Expert Panel, several significant revisions were made to the alternatives.

On May 27, 2005, the consultant team held a Charrette with approximately 25 staff from OBRA, the Community and Economic Development Agency, the Office of the City Attorney, the City Administrator's Office, the Public Works Department, and staff representatives of several OBRA Governing Body members. At the Charrette, staff provided specific feedback on each of the four site alternatives that were then refined for inclusion in this report.

D. Site Themes

Based on the stakeholder interviews, discussions with OBRA and City staff, feedback from the Expert Panel and Charrette, and a consideration of the evaluation criteria, four themes emerged for the GDA site that guided the development of alternatives. These are summarized below.

Use as a Receiver Site. Numerous stakeholders recommended that the site be used as a receiver site for removing incompatible industrial uses from residential areas or under-performing uses from other parts of the city that could benefit from the site's high visibility. Specific recommendations included recycling businesses and truck services in West Oakland, industrial uses from other parts of the city and auto dealers from the Broadway Auto Row. Implementing this strategy would open up other parts of the city for more compatible and higher and better uses, thus improving the quality of life in these areas. Overall, the use of the property could meet a number of goals including increasing business retention, resolving land use issues and supporting new development throughout the city

Support the Port of Oakland. Because the Port's maritime district is located immediately to the south of the site, many stakeholders recommended that uses on the site should predominantly support the Port's current and future activities. While the Port has stated that it has enough land for expansion, there are many market uses that can benefit from being close to the Port. Additionally a maritime-themed development has strong market demand and interest.

Make the Site a Destination. Due to the visibility of the site and its location within the region, numerous suggestions were made to create a signature destination on the OARB. There were many suggestions for specific type of uses, however, most stakeholders agreed that the visibility and waterfront location of the site creates a wide variety of opportunities.

Accommodate the 21st Century Economy. Several stakeholders recommended that the site should provide land for the types of uses that will drive the economy in the 21st century. To address this, the team researched the works of a number of Bay Area "Futurists" and considered how to approach 20th century uses in new ways.

These four themes are reflected throughout the four alternatives presented in Chapter 4; however, not every theme is reflected in each alternative.

This section summarizes the results of the initial analysis conducted on the market and economic feasibility of different land uses for the GDA site on the OARB. The analysis evaluated many concepts previously proposed (as well as recent land use proposals under Agency consideration) in order to narrow the range of anchor land uses that could form the core of a development strategy for the site. This work, in turn, supports the preparation of a developer solicitation effort and thus seeks feasible, market-supported projects that also meet the Agency's community and economic development goals.

The land uses analyzed range from very specific proposals identified during the stakeholder interviews to land uses that were identified by the consultant team based on Bay Area market trends and the team's experience with similar types of locations that have seen favorable market acceptance.

For each land use, a brief discussion is presented, leading to a finding of near-term market outlook (2005 - 2010), a long-term market outlook (beyond 2010), and an economic development summary finding. The uses under evaluation are:

- Automobile Sales Center
- Office
- Industrial, Flex and Research and Development
- Warehouse and Logistics
- Truck Services for Maritime Support
- Recycling and Eco-Industrial Park
- Big Box Retail
- Lifestyle Retail
- Outlet Mall
- Film Production Facility
- Luxury Hotel
- Housing
- Mid-priced, Budget and Extended Stay Hotels
- Film Production Park
- Specific Manufacturing Concepts
- Interstate Truck Plaza
- Wholesale Food Distribution

A. Uses With Moderate to Strong Outlook

1. Automobile Sales Center

Oakland's auto dealers, primarily located on Broadway in "Auto Row," have current sales from 10 to 50 percent below average Bay Area dealer sales volumes. This find-

AUTO SALES

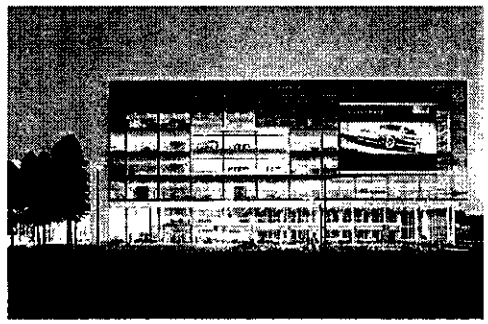
Market Outlook

Near-Term: Strong
Long-Term: Strong

Economic Development

Frees up land for redevelopment on Auto Row/Broadway.

May increase sales tax revenues to City of Oakland.



Example of a multi-story BMW showroom in Toronto.

Interior of Toronto BMW Showroom.

OFFICE

Market Outlook

Near-Term: Weak
Long-Term: Strong

Economic Development

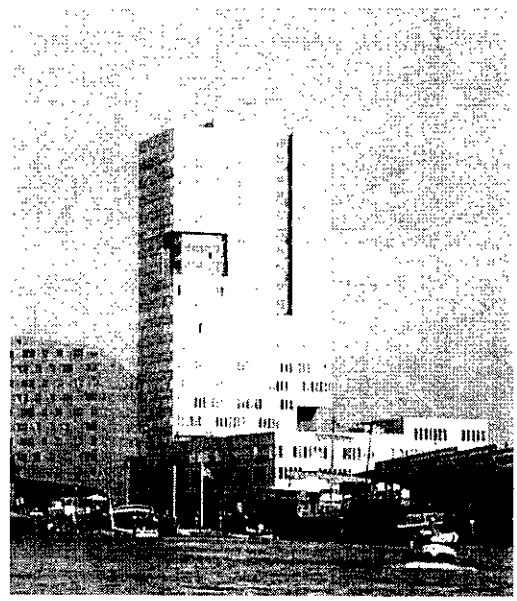
Generally contains high wage jobs.

Long term regional market efforts could assist in development of this activity.

ing indicates an opportunity to increase sales through more visible showrooms and contemporary merchandising techniques. Relocation to contemporary facilities and the visibility offered by the OARB (with almost 300,000 vehicles passing daily) would greatly enhance marketing for Oakland's auto dealers. In addition, the OARB location could provide expansion and modernization opportunities for the local dealers, and may result in attracting additional dealerships to Oakland. The limited land available, along with the strong opportunity to maximize visibility, suggest that a multi-story showroom near retail should be considered.

2. *Office*

The Oakland office market currently has substantial vacancies, with a downtown vacancy rate of 13.4 percent (4th Quarter 2004), and an airport area vacancy rate of 24.6 percent. Downtown vacancies decreased slightly from 2003 following a several-year trend of softening office space markets overall in Oakland. Due to the relatively soft office market, the near-term outlook for this use at OARB is weak. However, in the longer-term, as Class A space is absorbed in downtown Oakland, the OARB (particularly the West Gateway area with spectacular waterfront views), may experience strong demand. The economic development benefit of office space is that it generally contains higher wage jobs, depending on the type of tenant.



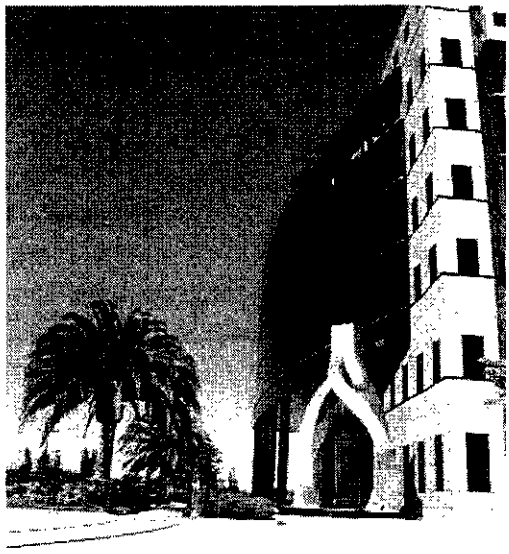
An office building could locate on the West Gateway of the OARB and serve as an iconic staement for the "gateway" into Oakland.

3. *Industrial, Flex, and Research and Development*

For Oakland's more than 33.4 million square feet of industrial and research and development space, recent trends indicate that the market has been recovering. Industrial space has experienced a strong tightening in vacancy rates (4.6 percent for 4th Quarter 2004), indicating strong market demand.

Research and development space serving the technology and bio-technology sectors has a small inventory of under 330,000 square feet in Oakland. This category had a high vacancy rate at the end of 2004 (over 22 percent), although unchanged from a year earlier. Both information and professional/technical/scientific employment increased in Oakland from 2002 to 2004, suggesting that these sectors may be recovering and gaining strength. Thus, while near-term demand for research and development space at OARB is likely to be limited, long-term demand may be strong, as other space in Emeryville and surrounding communities is absorbed and jobs grow. OARB could be positioned as a well-located urban-style campus environment for research and development. Further research and monitoring of Mission Bay's absorption are necessary to time the development of this use at OARB.

One of the bright spots in the current Bay Area market is demand for small, owner occupied light industrial/flex condominiums. Demand for this type of space is sensitive to low interest rates and strong small business sectors. Over the long-term the outlook should remain strong, as industrial conversion limits competitive supply, but may drop if interest rates rise substantially.



Well-designed and landscaped research and development uses could provide high-wage jobs.

4. *Warehouse and Logistics*

Warehouse space in Oakland has experienced increased vacancies (to 9.8 percent in the 4th quarter of 2004) and declining rents, suggesting a modest demand for this type of space. However, due to freeway and Port access, warehouse space would likely be more strongly demanded at OARB than elsewhere in Oakland. Moreover, according to the Port of Oakland, high end logistics facilities are in strong demand, possibly as high as a need for one million square feet. Logistics space is typically defined as warehouse in form,

INDUSTRIAL

Market Outlook

Near-Term: Strong
Long-Term: Moderate

Economic Development

Moderate wage jobs.

RESEARCH & DEVELOPMENT

Market Outlook

Near-Term: Weak
Long-Term: Strong

Economic Development

High wage jobs and spin-off companies.

FLEX

Market Outlook

Near-Term: Strong
Long-Term: Strong

Economic Development

Medium to High wage jobs.

Supports small business.

WAREHOUSE/ LOGISTICS

Market Outlook

Near-Term: Strong
Long-Term: Strong

Economic Development

Supports Port.

Moderate wage jobs.

TRUCK SERVICES

Market Outlook

Near-Term: Strong
Long-Term: Strong

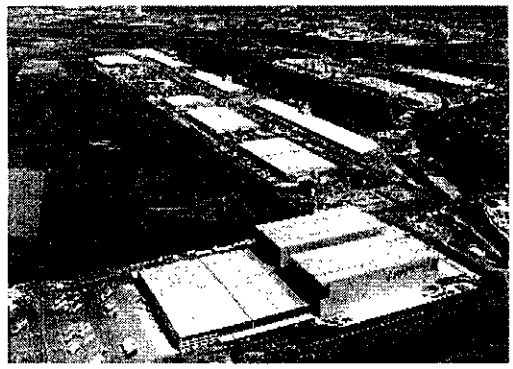
Economic Development

Supports Port operations.

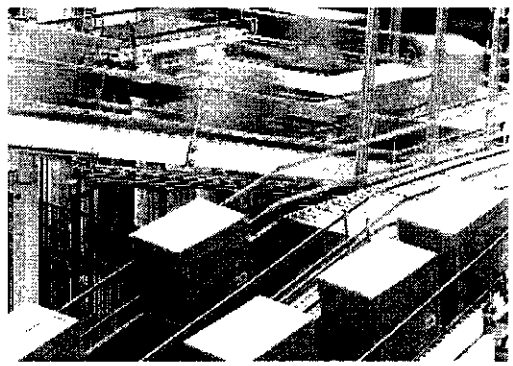
Relocates out of West Oak-land, allowing for improved quality of life & additional redevelopment.

but contains expensive freight handling equipment and is run by special operators to execute quick throughput of material that is off-loaded at the docks and quickly placed on trucks for distribution.

Thus, this use would likely attract strong developer interest in both the near- and long-term. Logistics space also contributes to the economic development of Oakland by supplementing Port operations while responding to near and long term market demand.



Aerial view of a logistics center adjacent to a Port.



Logistics centers use high-tech equipment to quickly sort and distribute goods.

5. *Truck Services for Maritime Support*

By the year 2020, Port of Oakland container traffic is expected to double, substantially increasing the demand for truck services. This will result in more trucks distributing goods within the Port (e.g., between the docks and the rail terminals) and more trucks that collect goods at the Port and distribute them throughout the Bay Area and Northern California. Current Port estimates envision the need for 135 acres for truck-related uses, of which 90 acres are currently programmed to be provided on Port property. This use will have short- and longer-term demand, paced to match the unknown rate of Port expansion.

In addition to support for Port operations, locating truck services on OARB may alleviate many of the impacts currently experienced not only by West Oakland residents from substantial truck traffic and idling/air pollution in the neighborhood, but in East Oakland, where a number of trucking related businesses are also located. Thus, this use provides the additional economic development and social equity benefits of relocating trucks to an industrial area of Oakland.

6. *Recycling and Eco-Industrial Park*

In general, recyclers are experiencing strong demand for their processing services due to growing streams of "feedstock" arising from growing waste recycling initiatives. End users of recycled materials are also increasing their demand due to rising costs of "virgin" materials. Many of these users are finding a ready customer base for recycled goods interested in "green" products and buildings.

At present, local recyclers face challenges to cost-effectively process materials, with some types of material now shipped overseas for processing. Recyclable materials represent the single largest tonnage of freight shipped out of the Port of Oakland, destined for Asia for processing and then returned to the United States and other locations for use.

According to the Community and Economic Development Agency, West Oakland, specifically, has seven recyclers (excluding Schnitzer Steel) on sites totaling approximately 16 acres. Most operators own their own sites and do not currently plan to move, although several may be interested in expansion. These local businesses could potentially relocate to the OARB, enabling improved land use compatibility and creating redevelopable land in West Oakland. The transition would likely involve extensive financial and regulatory issues, and a master developer with assistance from the Agency would be necessary to effect this relocation to OARB.

A related option with potential long-term viability is the concept of developing an eco-industrial park at OARB. This concept builds on the idea that some recyclers process waste into usable materials, while other manufacturers need those materials and produce other waste products usable by yet other manufacturers. Development of a full-fledged eco-industrial park would likely require long-term start up, with careful strategic planning and a strong public/private partnership to fully implement the concept of complementary tenants able to reuse each other's waste streams.

7. *Big Box Retail*

Retail sales trends and the strong visibility of the OARB site suggest that Oakland could likely support additional big box retailers at this location. However, the trade area is already fairly built out with big boxes (e.g., Home Depot, CompUSA, Expo, Toys "R" Us, Ikea, and Best Buy) along with the recently constructed Super Target in Albany. Exceptions to this are Wal Mart, which is seeking dramatic expansion with its superstore (includes grocery store) throughout California at high traffic locations, and Costco, which is currently requesting an Exclusive Negotiating Agreement with the Agency to explore developing at OARB. Further

RECYCLING BUSINESS

Market Outlook

Near-Term: Moderate
Long-Term: Strong

Economic Development

Frees up land in West Oakland for redevelopment and improves quality of life.

ECO-INDUSTRIAL PARK

Market Outlook

Near-Term: Weak
Long-Term: Potential

Economic Development

Can generate moderate to higher wage jobs and new businesses.

BIG BOX

Market Outlook

Near-Term: Strong
Long-Term: Strong

Economic Development

Depending on retailer, may not result in high wage jobs.

Usually generates substantial sales tax for host city.

research would be needed to identify other likely big box candidates at OARB.

While big box retailers often bring new jobs to an area, the particular retailer does not always provide high wage jobs with good career advancement. The big box retailer typically will, however, bring substantial sales tax revenue to a community, provided the store is successful over the long run.

LIFESTYLE RETAIL

Market Outlook

Near-Term: Moderate to Strong

Long-Term: Strong

Economic Development

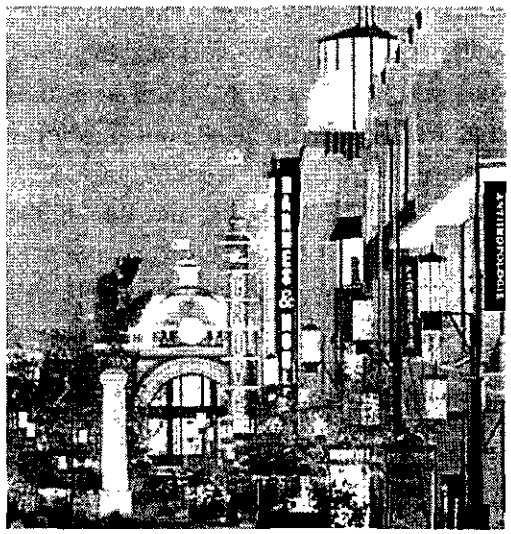
Adds to quality of life.

Substantial sales taxes.

Destination building opportunity.

8. Lifestyle Retail

This retail category, exemplified by the nearby Bay Street Center in Emeryville, is an evolving concept of "lifestyle" retail (e.g., branded retailers offering specialty clothing, shoes, furniture, restaurants, along with an entertainment component such as a movie theater). Some lifestyle centers also offer housing units above the retail, creating a pedestrian-oriented "main street." The goal of a lifestyle center, which is typically between 300,000 to 700,000 square feet, is to encourage a longer, multi-purpose shopping trip that benefits from the synergy of land uses. Lifestyle retailing continues to grow in appeal on a national and regional basis.



Lifestyle retail that capitalizes the site's views could draw Bay Area residents to the OARB and generate significant tax revenue.

With careful positioning to compliment existing retail in Emeryville, and good design to take advantage of available water views and outstanding freeway visibility, OARB would offer a strong attraction to a lifestyle retail developer. There are, however several obstacles that must be overcome for this use to be successful. These may include lack of direct access to site from the regional roadway system and heavy truck traffic in the area. In addition, some desired lifestyle retailers may be deterred by the heavy industrial factors, such as the adjacent East Bay Municipal Utility District sewage treatment plant and Caltrans Maintenance facilities. Improved physical connectivity to the Emeryville retail nodes could greatly enhance the viability of this type of retail at the OARB location.

9. Outlet Mall

One of the popular types of large shopping centers developed throughout California in past decades is the outlet mall, which is typically a 500,000 to 1.5 million square feet facility offering name-brand merchandise at discounted prices. This product

type seeks highly visible freeway locations to attract through-traffic and tourists.

Hybrids of the outlet mall concept have been successfully developed by companies such as the Mills Corporation. These locations include a mix of outlet and more traditional mall retailing, along with movie theaters or other entertainment facilities and large food courts. These types of centers require substantial freeway visibility, easy automobile access and a large local trade area.

The strong visibility from I-80 and I-880 makes the OARB a strong candidate for this type of retail provided access can be improved to the site. It should be noted that it may be difficult to meet the large parcel size requirements of typical outlet malls if Costco is developed at the OARB site and maritime support uses are also planned.

10. Film Production Facility

This use encompasses a broad range of occupants, ranging from traditional film sound and production stages to computer-oriented special effects developers. Experts expect more than $125 million in production revenue to be spent in the Bay Area in 2005. While production as a whole in the Bay Area has decreased over the past five years, due to both high costs and the specific plans of production leaders, Oakland has seen a surge in on-location filming and production services. One of the main challenges to creating a permanent film production facility that is sufficient in scale and services is to counter-act the tendency of production companies to go on location for a single movie or two, and then depart. While the Bay Area offers excellent location shooting, it competes with lower cost areas around the world. Production companies solve this problem by renting a temporary large, clear span structure for a year or two, building their team and stages, and then tearing down the improvements when filming is complete.

Thus, to establish a permanent, ongoing facility would require an investor or producer to conduct on-going production either for its own company and/or for other companies. One model that has proven to be relatively successful is to establish a production facility for television shows that have a longer lifespan than a single movie production.

The City of Oakland Film Office has actively supported Oakland film production for the past several years and has opened a temporary incubator at OARB. The center houses 22 film-related businesses, including transportation, communication, props, mobile offices, lighting and camera companies. The Oakland Film Office director has announced a desire to establish a permanent center at OARB to expand this incubator concept and establish Oakland as a media center.

Both the short-term and longer-term outlook for a production facility depends on the capability of the City of Oakland to

OUTLET MALL

Market Outlook

Near-Term: Moderate to Strong
Long-Term: Moderate to Strong

Economic Development

Substantial sales taxes.

FILM PRODUCTION

Market Outlook

Near-Term: Moderate but can build on existing facility

Long-term: Moderate to Strong

Economic Development

Fosters new businesses and higher wage jobs in Oakland.

LUXURY HOTEL/ FRACTIONAL

Market Outlook

Near-Term: Constrained by Bridge construction

Long-Term: Strong

Economic Development

Can create moderate wage jobs.

Fosters improved gateway image.

Generates tax revenue.

HOUSING

Market Outlook

Near-Term: Strong (for-sale)

Long-Term: Strong (both for-sale and rental)

Economic Development

Can support other development components that may bring economic development.

foster this initiative, as well as securing partners and/or developers that can develop and finance full production facilities. This use category can also be complemented with economic development initiatives such as incubator space to foster start-up film production and computer graphics companies.

11. Luxury Hotel/Fractional

A luxury hotel could be considered as a long-term option for the West Gateway after reconstruction of the Bay Bridge is completed and parkland areas are developed. This area offers exceptional views and a feeling of isolation while still being close-in and accessible to the heart of the Bay Area.

Luxury hotels in urban settings tend to be closely associated with the travel and tourism economic cycles, although long-term trends suggest that retiring baby boomers will increase demand for new luxury product types around the world. One of the burgeoning types of luxury hotel development is the "fractional" or "club" concept, which taps into the growing vacation and second home markets. A fractional is similar to the traditional time-share concept, where a buyer purchases the right to use a lodging unit for a specific period of time or season, in conjunction with other unit owners. These products are emerging in urban areas, offering city living to empty nesters with residences in more suburban areas.

In the long term, demand could emerge for a luxury hotel with a residence or club component at the West Gateway.

12. Housing

The Oakland/Emeryville area has seen a boom in the residential condominium market over the past few years. At the end of 2004, there were approximately 10 new condominium projects selling or under construction in Oakland and Emeryville, and numerous additional projects in the pipeline. As recent data indicate, the for-sale residential market remains quite strong. Future increases in interest rates may negatively impact absorption, but in the job-rich inner Bay Area, prices are likely to remain steady, particularly given supply constraints. In contrast, current apartment rents do not support new construction costs. One notable exception is affordable housing, which is typically financed by a combination of tax credits and other subsidies.

Given the site's industrial nature of the historic uses, and concerns about air pollution and soil contamination, residential uses may be difficult and costly to build. However, in many urban settings the added cost of clean-up is off-set by the potential profit of residential uses. Moreover, housing development in the West Gateway will likely have strong market demand, due to the views and unique setting.

B. Uses with Limited Demand or High Risks

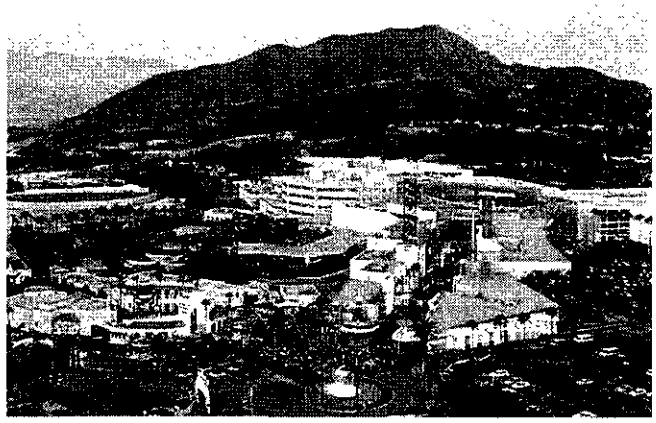
The study also analyzed several other uses with either high development risk of success or weak market demand over the near- and long-term. Each of these uses is summarized below.

Mid-priced, Budget and Extended Stay Hotels. Current market indicators suggest that this use will not be well-supported until the economy fully rebounds.

Film Production Park. The success of the Film Production Park with an associated theme/amusement park use depends on ability of sponsor to finance and develop sufficient visitation to the theme/amusement park component of the project.

Specific Manufacturing Concepts. NUMMI was seeking a new facility to manufacture Prius autos as this report was under development, but ultimately selected a Tennessee location. Other manufacturing opportunities may arise periodically, but are difficult to predict.

Truck Plaza. This use is likely viable, due to lack of services for Interstate truckers within the Bay Area. However, this use would attract substantial additional truck traffic to an already impacted area, making it impossible to develop other uses at OARB. Concerns have been raised about negative uses associated with trucking plazas and the additional adverse affects of trucks on surrounding neighborhoods. Additionally, some stakeholders raised the regional economic development policy question of why Oakland should be responsible to provide for the bulk of the region's trucking demands.



Universal Studios CityWalk in Hollywood, California serves as a successful example of a combined film production facility, theme park and retail development.

Wholesale Food Distribution. This use could accommodate the need to relocate the current food distribution terminal from Jack London Square, but depends on a host of factors to ensure viability, including competitive rents, access, and funding sufficient to support improvement costs.

C. Evaluation Criteria

The preceding potential OARB land uses were evaluated against a set of criteria developed by the consultant team, based on input from OBRA and City of Oakland staff and elected officials.

In order to provide a systematic framework and enable a perspective that balances competing goals for the site, the evaluation criteria were organized according to the three "E's", a system of evaluating sustainable land uses used by numerous Bay Area cities and regional organizations. The "E's" refer to the concepts of sustainability as applied to Economics, Equity, and Environment. The criteria are described below. A matrix showing the evaluation of each land use described above is presented in Figure 2-1.

1. Definition of Economic Criteria

a. **Total Employment Per Acre**

High:	20 or more jobs/acre
Medium:	Between 10 and 19 jobs/acre
Low:	Fewer than 9 jobs/acre

b. **New Jobs Per Acre**

(Excluding existing jobs shifted from other locations in Oakland)

High:	20 or more new jobs per acre
Medium:	Between 10 and 19 new jobs per acre
Low:	Fewer than 9 new jobs per acre

c. **Sales Tax Revenue Per Acre**

High:	Sales tax generated from use over $10,000 annually per acre
Medium:	Sales tax generated from us up to $10,000/acre annually per acre
Low:	Little or no sales tax generated

d. **Property Tax Revenue Per Acre**

High:	One percent property tax per acre generated from use over $20,000 annually
Medium:	Generates up to $20,000/acre in property tax annually
Low:	Little or no property tax generated

e. **Short-Term Market Support (2005 - 2010)**

High:	Strong market support and developer interest
Medium:	Moderate or uncertain market support and developer interest
Low:	Little or no known market support or expected developer interest

f. **Long-Term Market Support (After 2010)**

High:	Strong market support and developer interest
Medium:	Moderate or uncertain market support and developer interest
Low:	Little or no known market support or expected developer interest

g. **Residual Land Value**

High:	Use typically creates over $20 per square foot of land value
Medium:	Use typically creates between $5 and $20 per square foot of land value
Low:	Use typically creates less than $5 per square foot of land value

h. **Likely Developer Interest in RFP**

High:	Known or ident ifiable developer interest
Medium:	Developers expected to respond to RFQ/RFP with sufficient outreach
Low:	Little developer interest, or developer pool is very *limited for this use*

i. **No Subsidy Needed**

High:	No subsidy need should be expected
Medium:	Subsidy may be needed to prepare site
Low:	Subsidy likely required to prepare site or achieve economic development goals

2. *Definition of Equity Criteria*

a. **Living Wage Job Per Acre**

High:	20 or more jobs/acre
Medium:	Between 10 and 19 jobs/acre
Low:	Fewer than 9 jobs/acre

b. **Inclusion in the New Economy**

High:	Provides strong career ladders and opportunities for local hiring
Medium:	Provides limited career ladders or opportunities for local hiring
Low:	Provides no opportunities for local hiring

c. **Known Community Support**

(Known or assumed support for the use on the site)

High:	An overall high level of community support from West Oakland residents, businesses or stakeholder groups.
Medium:	Some degree of support, or mixed support, from West Oakland residents, businesses or stakeholder groups.

Low: General lack of support in West Oakland for the uses.

d. **Contributes to Placemaking**

High: Use creates a regional destination at the site with a distinct and unique sense of place or has a use/ tenant that has a distinct identity.

Medium: Creates a destination/ identity for Oakland and nearby residents.

Low: Does not create a unique identity or destination.

e. **Supports Other Citywide Economic Development Goals**

(may make land available for redevelopment elsewhere to achieve goals)

High: Creates substantial economic development opportunities elsewhere in City

Medium: Creates limited economic development opportunities elsewhere in City

Low: Does not create opportunities elsewhere

3. *Definition of Environmental Criteria*

a. **Land Use Compatibility: West Oakland**

High: Use is highly compatible (i.e., supports existing uses and does not degrade the quality of life or economic vitality) with West Oakland's residential uses, including plans for the Wood Street development.

Medium: Use is somewhat compatible with West Oakland residential uses.

Low: Use is incompatible with West Oakland's residential uses and/or would require a large degree of buffering and mitigation measures to ensure com patibility.

b. **Land Use Compatibility: Port Uses**

High: Use is compatible with and supports Port of Oakland operations.

Medium: Use is generally compatible with Port operations, but does not directly support the Port. Limited buffering and/or mitigation measures would be required.

Low: Use is not compatible with, nor does it support, Port of Oakland operations.

c. **Minimizes Environmental Impacts**

High: Use would have no significant environmental impacts or would reduce existing environmental impacts in the surrounding area, particularly West Oakland.

Medium: Use would have some environmental impacts.

Low: Use would have many environmental impacts, especially for West Oakland residents.

d. **Minimizes Transportation Impacts**

(Impacts on local roadways - congestion or safety)

High: Use would have no significant transportation impacts in West Oakland or on regional roadways.

Medium: Use would have some impacts on local road ways.

Low: Use would have significant impacts on local and regional roadways.

e. Enhances Gateway

High: Use would highly enhance the entryway into Oakland, as seen from the freeways, Bay Bridge or from the main entries to the site (such as West Grand Avenue or 7th Street).

Medium: Neutral entry to Oakland that improves the visual quality compared to Port uses.

Low: Use is equal to the existing uses on the site in terms of an attractive gateway.

f. **Minimal Administrative/Regulatory Steps**

(Steps are needed to locate the use on the site)

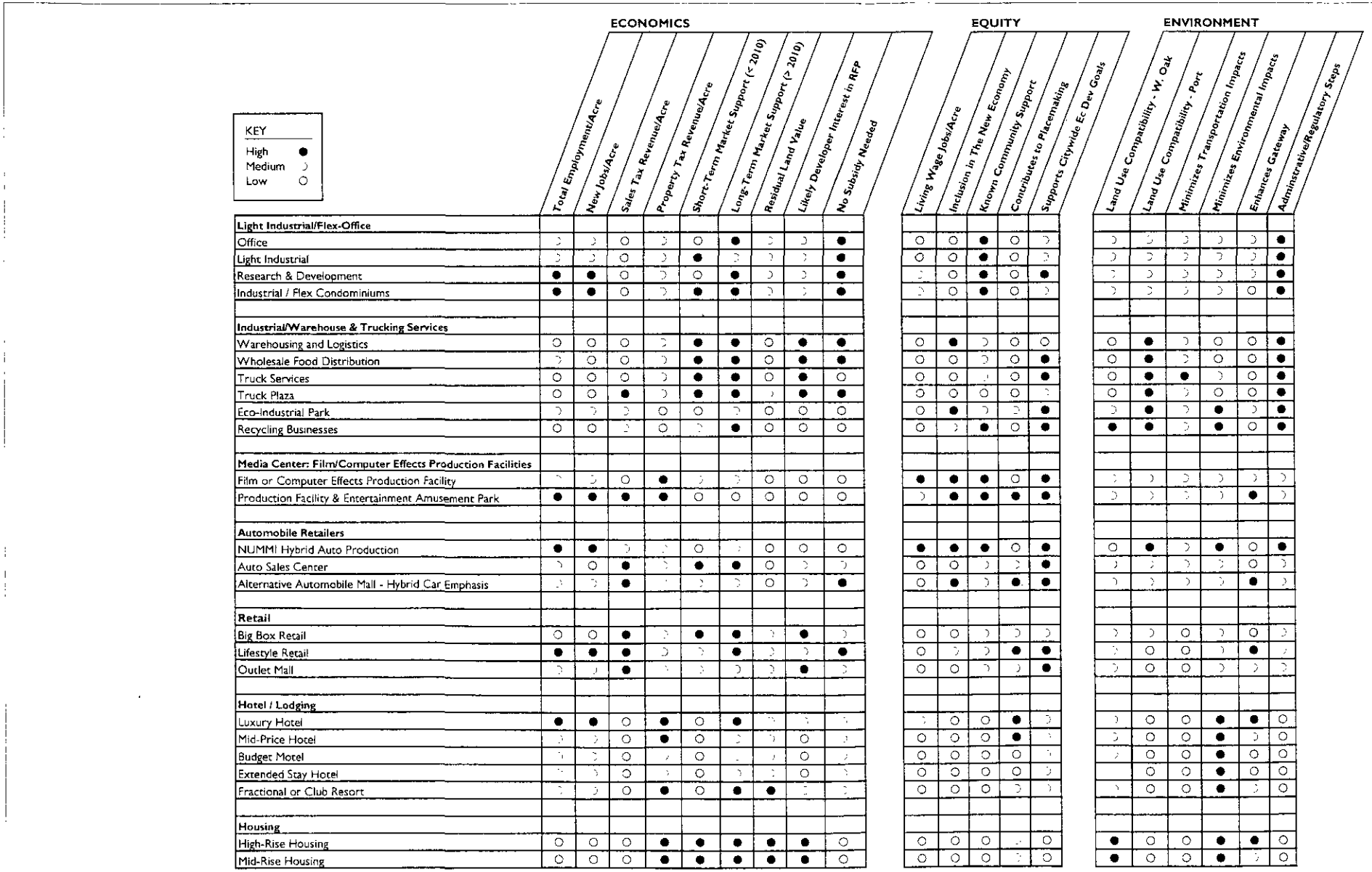
High: Few regulatory changes would need to occur to implement the use.

Medium: Minor regulatory changes would be required to implement use.

Low: Many regulatory changes would need to occur, such as a zoning changes, General Plan amendment, or extensive environmental review/cleanup.

D. Matrix

The evaluation matrix for each land use analyzed in this report is shown on the following pages.


KEY
High ●
Medium ☽
Low ○
ECONOMICS
EQUITY
ENVIRONMENT
Total Employment/Acre
New Jobs/Acre
Sales Tax Revenue/Acre
Property Tax Revenue/Acre
Short-Term Market Support (< 2010)
Long-Term Market Support (> 2010)
Residual Land Value
Likely Developer Interest in RFP
No Subsidy Needed
Living Wage Jobs/Acre
Inclusion in The New Economy
Known Community Support
Contributes to Placemaking
Supports Citywide Ec Dev Goals
Land Use Compatibility - W. Oak
Land Use Compatibility - Port
Minimizes Transportation Impacts
Minimizes Environmental Impacts
Enhances Gateway
Administrative/Regulatory Steps
Light Industrial/Flex-Office
Office
Light Industrial
Research & Development
Industrial / Flex Condominiums
Industrial/Warehouse & Trucking Services
Warehousing and Logistics
Wholesale Food Distribution
Truck Services
Truck Plaza
Eco-Industrial Park
Recycling Businesses
Media Center: Film/Computer Effects Production Facilities
Film or Computer Effects Production Facility
Production Facility & Entertainment Amusement Park
Automobile Retailers
NUMMI Hybrid Auto Production
Auto Sales Center
Alternative Automobile Mall - Hybrid Car Emphasis
Retail
Big Box Retail
Lifestyle Retail
Outlet Mall
Hotel / Lodging
Luxury Hotel
Mid-Price Hotel
Budget Motel
Extended Stay Hotel
Fractional or Club Resort
Housing
High-Rise Housing
Mid-Rise Housing

Prior to the creation of viable Gateway Development Area alternatives, the DC&E team identified a number of site development considerations to guide the planning process. These considerations describe unique opportunities, physical and policy constraints to development and facts that must be taken into account during the development of the site. This information is derived from the team's draft Opportunities and Constraints Summary report (May 4, 2005).

This chapter generally describes the GDA in section A; adjacent land activities in section B; site "givens" in section C; visibility and views considerations in section D; transportation and utility concerns in section E; environmental contamination in section F; soils and stability issues in section G; and a summary of site development considerations in section H.

A. Gateway Development Area

The Gateway Development Area has been conceptually divided into several development sites, as shown in Figure 3-1. Characteristics of each are discussed below. The total area for development, not including land under the elevated sections of I-880, is approximately 165 acres.

Central Gateway. The Central Gateway is 70 acres just south of West Grand Avenue and west of the current Maritime Street. This area is the largest development site within the Gateway Development Area.

East Gateway. This site is 35 acres south of West Grand and east of Maritime Street. It is adjacent to the future Port property and has access to the North Gateway under the elevated freeways.

North Gateway. This site is 28 acres, and includes the part west of Wake Avenue known as the BaldwinYard, and the area east of Wake Avenue known as the Subaru Lot. The Subaru Lot was not originally a part of the conveyance from the Army; OBRA purchased site from the Army Reserve in November 2004.

West Gateway. The West Gateway is approximately 31 acres and bounded by the Oakland Outer Harbor and Caltrans Bay Bridge facilities. It is highly visible from the Bay Bridge and I-80. Caltrans is using the majority of the West Gateway area for Bay Bridge construction staging through 2010; this could be extended to 2013 and longer if the bridge construction is delayed. Thus, this area is expected to be available for development some time after the rest of the site. As part of the pending Tidelands Trust exchange, a strip of water-

front land may be dedicated as open space, under an eventual Trust Exchange Agreement with the State Lands Commission.

B. Adjacent Uses

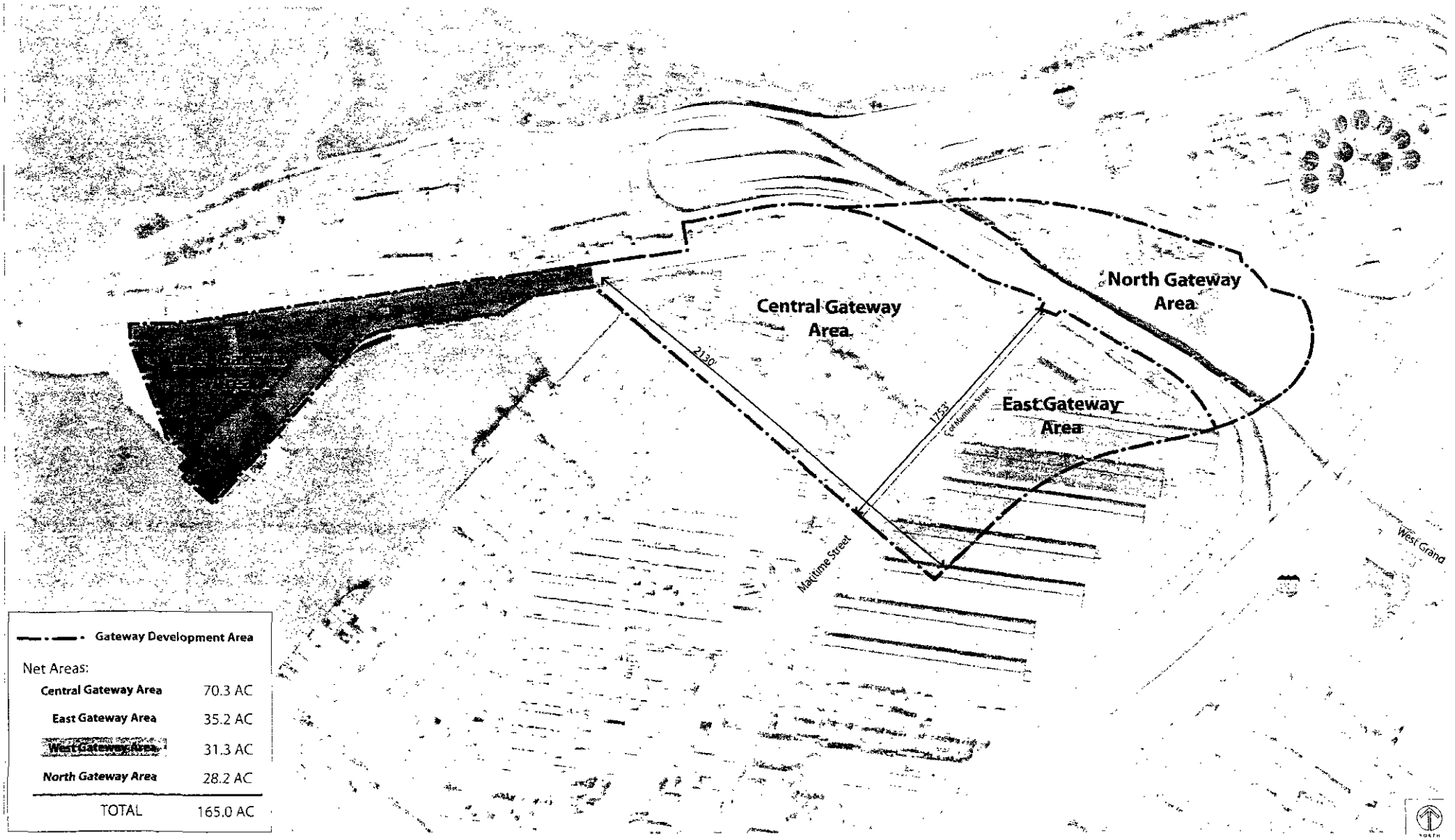
The parcels adjacent to the Gateway Development Area create potential constraints as well as potential opportunities for development on the site. Figure 3-2 shows the existing site context, including key uses in and around the site.

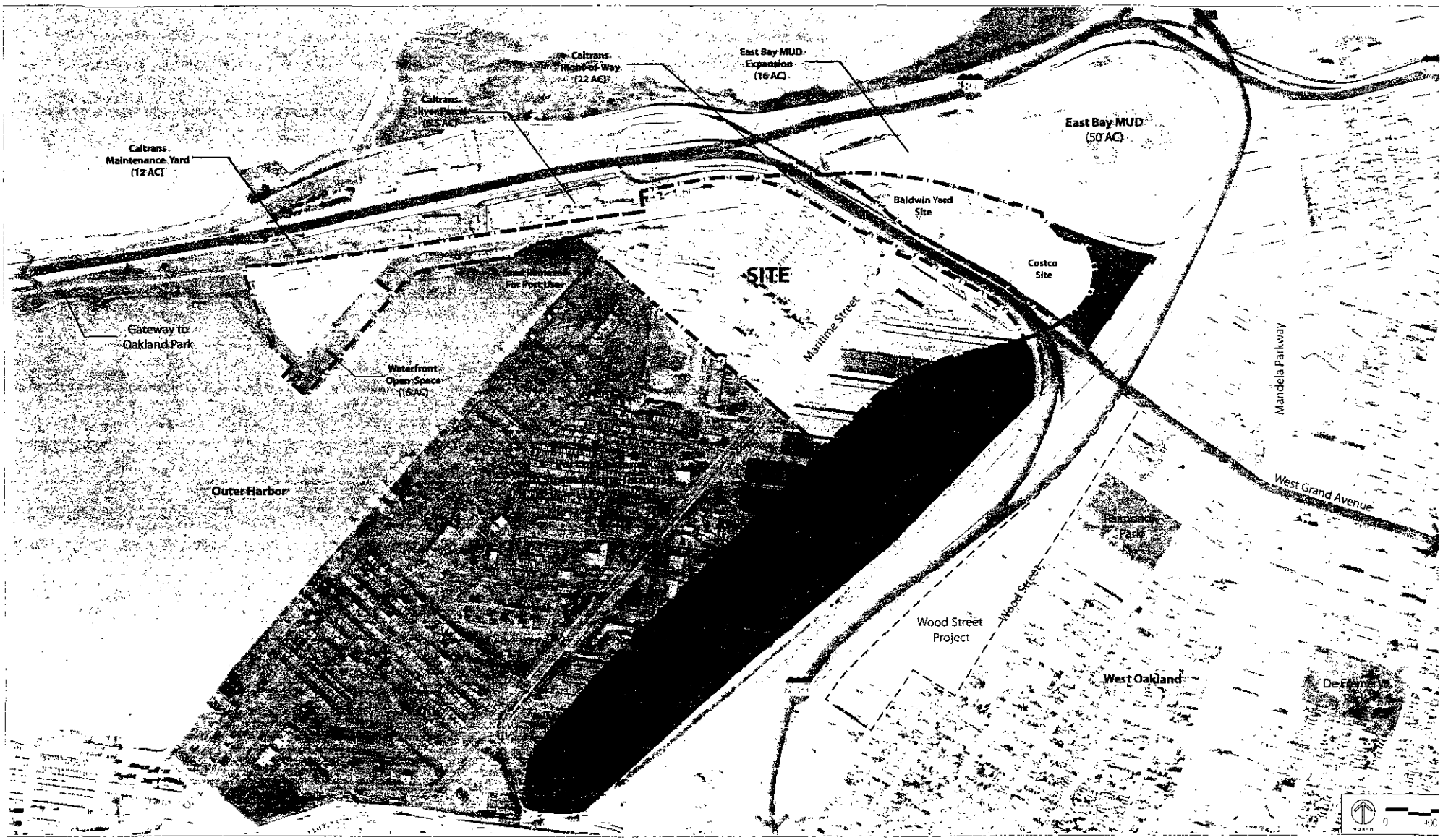
Port of Oakland. The Port of Oakland abuts the Central, East and North Gateway Sites. In addition to its current property holdings, in August 2006 the Port will take title to the East of Maritime area of the Base, to be known as the Port Development Area, where it plans to build a new Joint Intermodal Terminal. The Port is the fourth largest container port in the country. Its proximity presents an opportunity for synergistic uses at the GDA, but also imposes constraints to development due to the number of trucks that must pass through the GDA and the noise, air pollution and visual impacts associated with Port operations and the regional freeways.

EBMUD. A 50-acre East Bay Municipal Utilities District (EBMUD) wastewater treatment plant borders the North Gateway site, creating a potential constraint due to associated odors when winds are blowing in an unfavorable direction. EBMUD has plans to acquire and expand onto an adjacent 16-acre site to the west of the plant that would be adjacent to the GDA's North Gateway area.

Caltrans. The Caltrans Maintenance Yard is located on the narrow neck of land between the Bay Bridge approach and the West Gateway Site. The Maintenance Yard is approximately 12 acres and is used for maintenance vehicles and as a staging area for the Bay Bridge retrofit. In addition, Caltrans will acquire 6.5 acres of non-Army base property adjacent to the Central Gateway area, from the City in August 2006 for expansion of its maintenance complex. This property was to have come to the City from the Port of Oakland and is commonly known as the "Port sliver property." The Caltrans Maintenance Yard presents a visual barrier between the eastbound traffic at the Bay bridge touchdown and the West Gateway area, although Caltrans has committed to a modernization and realignment of its uses and facilities in the complex.

West Oakland. The West Oakland neighborhood is separated from the Gateway Development Area by I-880 and various railroad tracks. The area is currently a mix of residential, commercial and industrial uses. Industrial uses, such as recycling businesses, are often integrated within neighborhoods, creating conflicts with residential uses. Numerous development initiatives are underway that could help to reshape West Oakland, one of the most prominent being the Wood Street Project,


Central Gateway Area
North Gateway Area
East Gateway Area
2130'
1753'
Maritime Street
West Grand
Gateway Development Area
Net Areas:
Central Gateway Area 70.3 AC
East Gateway Area 35.2 AC
West Gateway Area 31.3 AC
North Gateway Area 28.2 AC
TOTAL 165.0 AC


Caltrans Maintenance Yard (12 AC)
Caltrans Right-of-Way (22 AC)
Caltrans Silver Parcel (8.5 AC)
East Bay MUD Expansion (16 AC)
East Bay MUD (50 AC)
Baldwin Yard Site
Costco Site
SITE
Maritime Street
Gateway to Oakland Park
Waterfront Open Space (15AC)
Outer Harbor
Mandela Parkway
West Grand Avenue
Wood Street
Wood Street Project
West Oakland
NORTH
0
400

an approximately 1,500-unit development with retail, that is part of the Oakland Army Base Redevelopment Area. Other significant future redevelopment is occurring and expected to continue along Mandela Parkway.

Emeryville Power Center. The Emeryville Power Center is a big-box retail area that includes Ikea and the East Baybridge retail center. It is a regional retail draw, and could provide synergies with retail if this use is included in the Gateway Area. The closest connection to Emeryville is via West Grand Avenue and Mandela Parkway.

East Bay Regional Park District Open Space. 15 acres of land at the western tip of the former OARB adjacent to the Bay Bridge touchdown will be conveyed directly to the East Bay Regional Park District by means of a Public Benefit Conveyance. There will be opportunities to connect this new park, currently referred to as the "Gateway Park," to the Bay Trail and other open space amenities.

C. Site "Givens"

There are a number of existing policy and physical considerations that have an impact on the development of the Gateway Development Area. These site "givens" are listed below:

General Plan Land Use Designations and Zoning. The site is currently designated as General Industrial/Transportation and Business Mix and the site is zoned as M-40, Heavy Industrial. It is expected that the General Plan and zoning will be amended to accommodate the preferred site plan for the Gateway Development and thus there is no constraint to development.

Redevelopment Area Designation. The OARB (and surrounding Port area and Wood Street area in West Oakland) was designated a Redevelopment Area in 2000. The designation provides a potential financing resource to assist the Agency in facilitating development of the Base.

Bay Conservation and Development Commission (BCDC) Ancillary Maritime Use Requirements. As part of BCDC's approval of the Final Reuse Plan, BCDC required that OBRA and the Port each dedicate 15 acres of their respective development areas at the Base to ancillary maritime uses under BCDC's "Port Priority Use" designation. The Baldwin Yard (in the North Gateway Area) was selected as the Port Priority Use location on the GDA, with the understanding from BCDC that once development plans for the Base are more defined, the location may change. Allowable ancillary maritime uses in this designation include trucking services such as parking and maintenance, container services, including staging and stacking, customs services, and warehouses that support maritime uses and tugboat services.

Tidelands Trust. Portions of the Army Base are subject to the "Tidelands Trust," which is administered by the California State Land Commission (SLC). The trust limits development uses and reinvestment proceeds to maritime-related uses. To maximize the Agency's development options, an effort is underway for a trust exchange that will remove the trust designation from GDA lands and place it on the adjacent Port Development Area. The required state legislation (SB 674: the Oakland Army Base Public Trust Exchange Act) and a Trust Exchange Agreement between the SLC and OBRA, Port of Oakland, City and Redevelopment Agency are in-progress. As part of a trust exchange, certain waterfront areas will remain in the trust and be developed as open space with public access amenities. The location is generally determined but the design of the open space is flexible and will be dependent upon the final land use preferences. This public waterfront feature is in addition to the 15 acres of land being provided to the EBRPD for the Gateway Park.

Caltrans Easements Under Elevated Freeways. Caltrans owns approximately 22-acres of land underneath the elevated freeways as it passes through the Gateway Development Area. OBRA and the Port obtained perpetual easement rights to utilize the majority of this land, however, due to Homeland Security concerns, the use of this land is highly constricted and is limited to only the following: unladened truck parking, landscaping, utilities and roadways. Ladened truck parking, buildings, cargo containers, and flammable substances and explosives are not allowed under freeways. The OBRA and Port perpetual easements, however, provide the assurance that the areas will be available for uses within the allowable areas. In addition, it is possible that the restrictions could be modified in the future.

D. Visibility and Views

As shown in Figure 3-3, visibility and views present two of the predominant site characteristics. From the site, there are views of downtown San Francisco, downtown Oakland, the East Bay Hills, and Mt. Tamalpais in Marin County. Views are particularly striking from the West Gateway area looking west towards San Francisco and the Bay Bridge.

The site also has tremendous visibility from the interstate freeways. Both the I-80 and the I-880 freeways carry a high number of vehicles each day. I-880, an eight-lane freeway that serves West Alameda County, the South Bay and San Jose, carries approximately 109,000 vehicles per day. I-80 is an eight- to ten-lane freeway that serves San Francisco, the West Bay and points north and east of the Bay and carries approximately 284,000 vehicles a day.

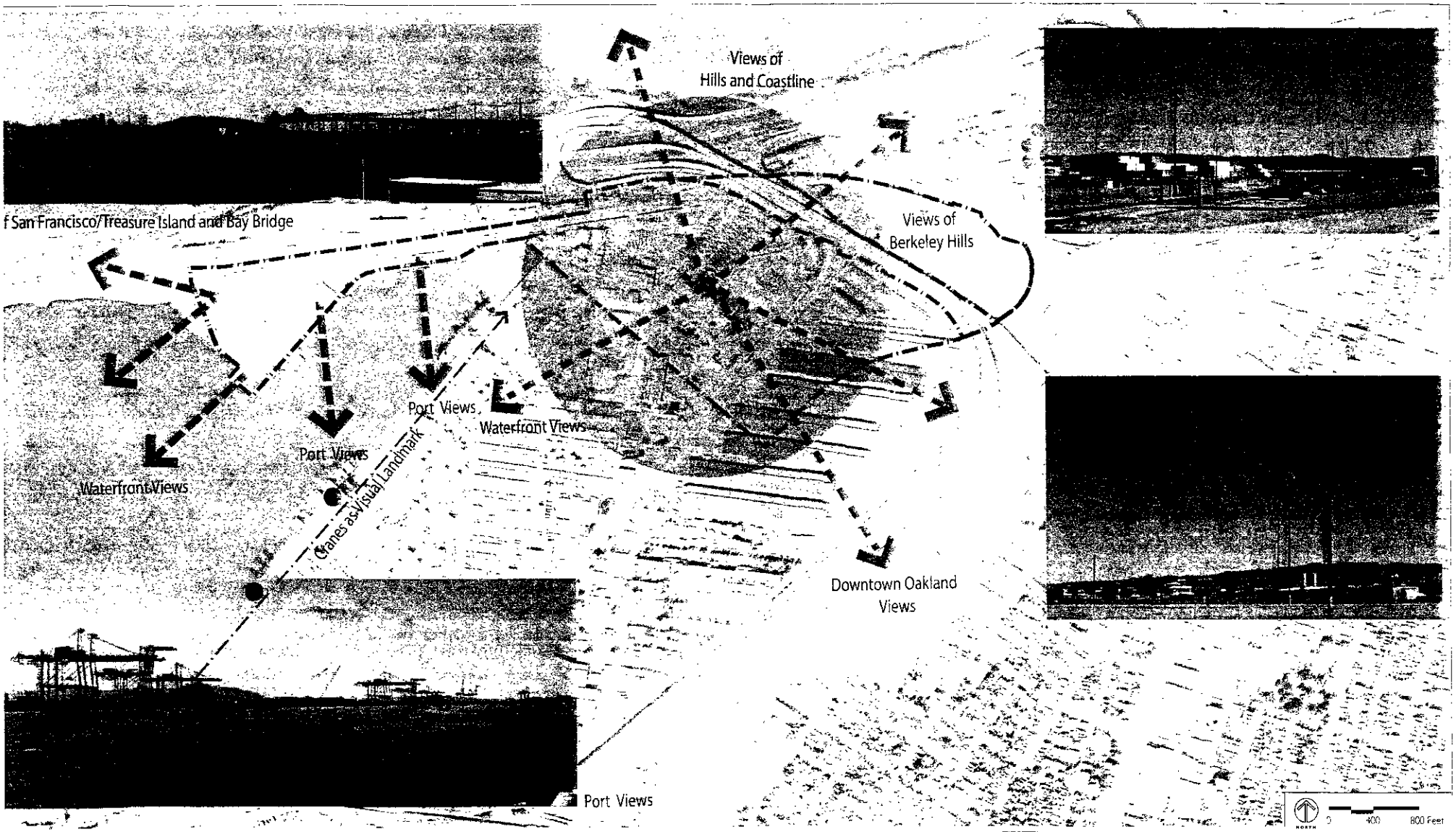


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FIGURE 3-3
VISIBILITY AND VIEWS

E. Transportation and Utilities

While the site is highly visible from I-80 and I-880, access to the site can be difficult. The primarily access is from West Grand Avenue, which along with the elevated freeways, divides the North Gateway from the Central and East Gateways. West Grand Avenue can be accessed from westbound I-80, northbound and southbound I-880, or from surface streets in West Oakland. In addition, the site can also be accessed from 7th Street through the Port of Oakland and along Maritime Street.

The site transportation and infrastructure pose several constraints to development. First, trucks serving the Port of Oakland, without some alternative access route will need to travel through the Gateway Development Area; this could result in traffic capacity problems at key GDA intersections, conflicts between passenger vehicles and truck, and decreased marketability of the site for some uses. Second, the existing site transportation pattern offers no means of separating truck traffic serving the Port from other vehicular traffic serving the GDA. Third, the intersection at Maritime Street and West Grand Avenue will reach an unacceptable level of service once development occurs. In response to these concerns, a circulation system should be created that allows vehicles to access the Central, East and West Gateway areas through the North Gateway area. In earlier planning efforts the Port proposed a "loop" road encircling the Subaru Lot in the North Gateway and along the Port/Agency OARB property line; the Loop Road concept is under evaluation by both the Port and OBRA as of the writing of this document.

The majority of streets that exist on the site do not need to remain in their current location. The only exception is Maritime Street, which is expected to remain. This is because the Port of Oakland is expected to continue using Maritime Street on its property and because a number major of utilities, including a jet fuel line serving Oakland International Airport, run beneath Maritime Street. If a site plan is selected where Maritime Street is no longer needed, the site planning would need to restrict the placement buildings over the underground infrastructure.

It is vital that the Agency and the Port coordinate circulation and transportation networks to support each development. Cost of long term improvements in the Oakland Army Base Redevelopment Area is a consideration as well, given the Agency's need to ensure that the Wood Street Project, Gateway Development Project and the Port's Maritime Expansion are well planned and support expected future growth in this area.

F. Environmental Contamination

Environmental contamination from past Army Base activities as well as developments that pre-date Base operation, currently exists on the site. The site will be remediated to commercial and industrial standards prior to development and environmental clean-up is already underway. Residential uses could potentially go anywhere in the GDA if higher remediation standards were implemented. The investigation and clean-up requirements would be subject to the review and approval of the California Department of Toxics Substances Control. The current land use restrictions prohibiting residential development would need to be removed following the completion of cleanup to a residential standard.

G. Soils and Stability

The soil in the Gateway Development Area consists of gravelly sand fill extending to a depth of approximately five feet below ground surface. A second fill layer of fine-grained sand exists between approximately five to 15 feet below ground surface. When development occurs, the Central Gateway site will need approximately four feet of fill to be developable. Some portions of the West Gateway site will also likely require fill in some locations. It is not anticipated that development on the North and East Gateway sites would require major new fill.

While new buildings of any size or shape may be constructed on the site, specialized foundations will generally be required in all areas. Single-story buildings will likely need to be constructed as slabs on grade with spread footings. Any buildings taller than one story will likely require piles or piers.

H. Summary Site Development Considerations

The following is a brief summary of the conclusions regarding site development considerations.

- There are 165 acres of developable land available in the Gateway Development Area. The majority of the land is available for development beginning in August of 2006. The West Gateway will not be available for approximately 10 years due the Caltrans construction easement.
- The site is relatively isolated from the rest of Oakland as a result of the elevated freeways, railroad tracks, the Port of Oakland and the EBMUD facility. These features and uses present both opportunities and constraints to development.

- 15 acres of the site must be dedicated for ancillary maritime uses as a result of BCDC concerns.
- Land under the elevated freeways can only be used for unladened truck parking, roadways, landscaping, and utilities.
- Per the requirement for a State Lands Trust Exchange Agreement, public access to the waterfront and public open space opportunities need to be provided.
- The site is highly visible from regional roadways and there are tremendous views of regional landmarks from the site.
- Access to the site must accommodate truck traffic serving the Port of Oakland.
- The site will be cleaned to commercial and industrial standards. Residential uses could be built if the site (or part of the site) is remediated to a higher standard and as a result the current land use restrictions prohibiting residential uses are removed.
- Due to the presence of fill, all new buildings will require either foundations with special footings or piles.

Based on the stakeholder interviews, the *Oakland Army Base Market Scan*, the Expert Panel and the *Opportunities and Constraints Report*, the consultant team has developed four preliminary site alternatives for the Gateway Development Area. Where proven feasible from a market perspective, land uses from the *Final Reuse Plan* have been incorporated into the alternatives. These alternatives are intended to present the OBRA Governing Body and the Oakland Redevelopment Agency with distinct, yet viable alternative visions for the site.

To varying degrees, the alternatives incorporate the four site themes presented in Chapter 1. These are:

- Create a receiver site for uses from other parts of the City.
- Support the Port of Oakland's current and future operations.
- Make the site a destination for City and Bay Area residents.
- Accommodate the 21st century economy by providing space for forward-looking uses.

Each alternative described includes a text description, a land use diagram, an urban design diagram and a building massing plan. The analysis of the performance of the alternatives based on a number of economic, social equity and environmental criteria will be presented in the final version of this interim report.

The four alternatives are:

1. **Eco-Oakland**, which focuses on providing flexible land uses that support the economic development initiatives of the City of Oakland.
2. **Destination Oakland**, which provides a signature retail destination for Oakland and Bay Area residents that capitalizes on the almost 300,000 cars per day that pass by the site.
3. **Gateway Oakland**, which focuses on jobs-producing uses including research and development, bio-manufacturing and higher-wage retail.
4. **Movie Production Park**, which also generally addresses the proposed film production park currently under consideration by the Agency as of the writing of the report.

A. Alternative 1 - Eco-Oakland

With an emphasis on light industrial and maritime support uses, the Eco-Oakland alternative focuses on providing flexible land uses that support the various economic development initiatives of the City of Oakland. This alternative would allow many industrial land uses such as private recycling facilities, truck services, and other industrial support services to move to the GDA site.

1. Land Use

The Eco-Oakland alternative includes logistics centers, an eco-industrial park, big-box retail and office uses. The land uses are shown in Figure 4-1. At the heart of this alternative is a large logistics center, which is a state-of-the-art distribution center complex. In its stakeholder meeting with staff and the consulting team, the Port of Oakland identified a logistics center as a potential use that is complementary to the Port's operation and also has a high market demand. This alternative includes approximately 56 acres for this use adjacent to the Port and the planned Joint Intermodal Terminal. The site plan includes large parcels that can be internally configured to meet the needs of the users. The assumed floor-area-ratio (FAR) for this use is .45. The BCDC requirement for 15 acres of ancillary port uses is fulfilled with logistics center uses.

Eco-industrial uses also form a key theme of this alternative and are concentrated on the northwest side of the site for a total of approximately 37 acres. These uses are envisioned to include a wide variety of users such as recyclers, scrap brokers, gravel crushing operations and other light industrial users. The light industrial character of this area and its focus on reducing waste through symbiotic relationships among the businesses would also make it a good location for uses such as a solar cell manufacturing facility. The site plan assumes an FAR of .3 to .4 for the eco-industrial area.

The City is currently in negotiations to bring a Costco store to Oakland and is considering the Subaru parcel in the North Gateway as its preferred location. The Eco-Oakland alternative includes 15 acres for the Costco on this site, which does not present compatibility issues since the North Gateway Area is removed from the larger site.

Finally, the West Gateway is identified for office uses. Although planning for this area is very preliminary due to its longer devel-

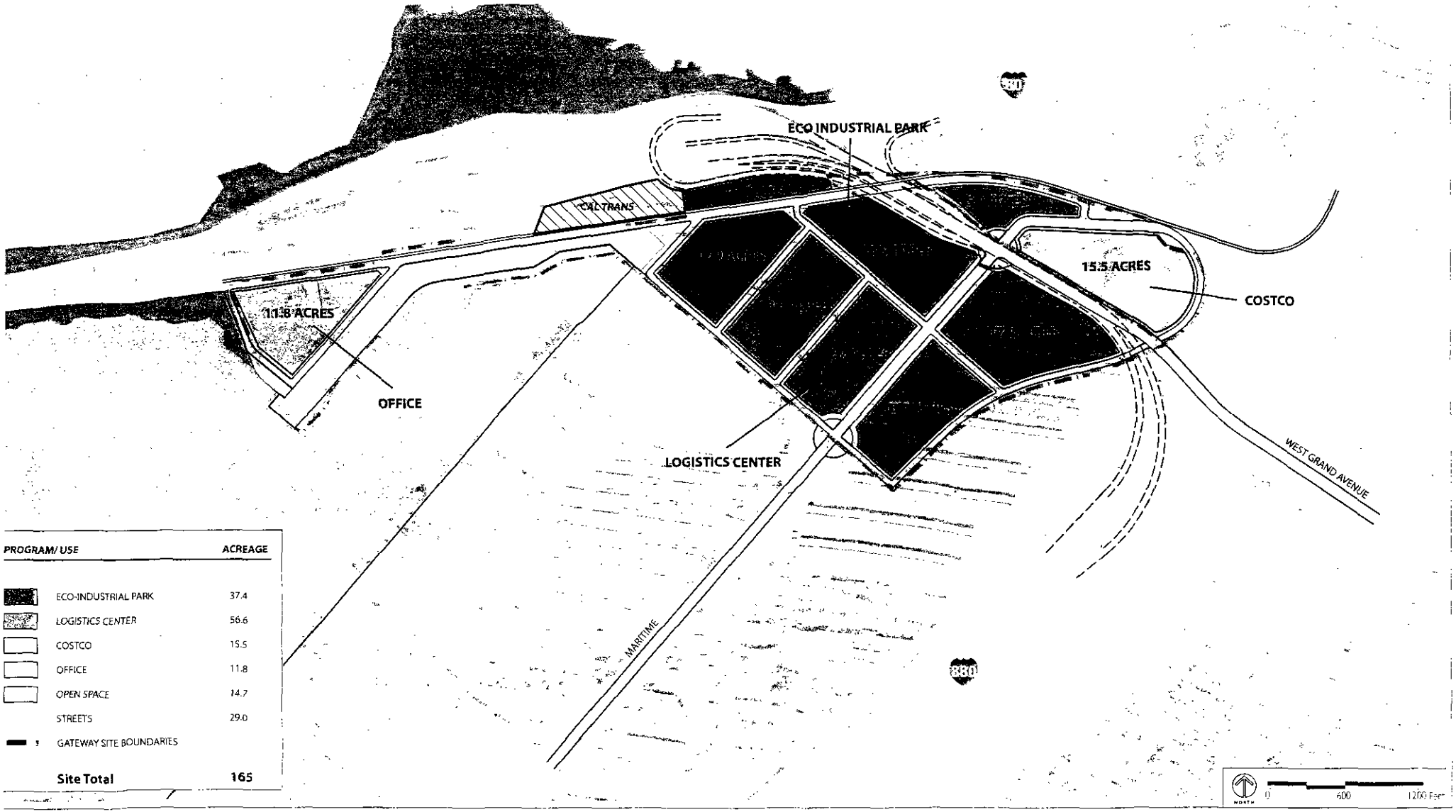
opment timeline, the Eco-Oakland alternative envisions an office building providing an iconic statement for the "gateway" to Oakland from the Bay Bridge.

2. *Circulation and Urban Design*

The street layout for Eco-Oakland employs a standard grid, using Maritime Street as the central spine and orientation for the site. This grid structure provides flexibility to accommodate the variety of users envisioned for the eco-industrial park. Complementing the ecological approach of this alternative, a network of trees and landscape elements establish a consistent framework and further integrate industrial uses into the city. At both the north and south access points from Maritime, an opportunity for some type of gateway element, which could include signage, landscaping, or art is also included.

Options for a loop road to divert a portion of the Port's truck traffic have been under consideration for some time. This alternative includes a loop road that allows truck traffic to go north at the intersection of West Grand Avenue and Maritime, around the edge of the Subaru parcel and then south along the eastern boundary of the OARB site, adjacent to the planned Joint Intermodal Terminal. Because truck traffic would presumably increase with the development of the logistics center and the need to transport goods and materials to the eco-industrial uses, a secondary access for trucks will help ensure that traffic levels of services on Maritime and West Grand Avenue are not negatively impacted. Traffic would also be able to access the Central and West Gateways via a new east-west road along the northern edge of the property. Careful planning and coordination with the Port of Oakland on the traffic considerations is required to ensure the success of this alternative.

Pedestrians and bicycles are also accommodated in this alternative. The Bay Trail runs along Mandela Parkway in West Oakland and it is envisioned that a pedestrian/bicycle link can be established along the unused railroad trestle to the north of the site. This trail could also connect to the waterfront open space along the railroad right-of-way at the north edge of the site and provide an extension to the City's open space network. The ability to utilize the unused railroad trestle will also require coordination with the Port, EBMUD and BNSF Rail Company. Figures 4-2 and 4-3 show the circulation systems and illustrative site plan for this alternative.



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:land Base Reuse Authority

FIGURE 4-1
ECO-OAKLAND: LAND USE

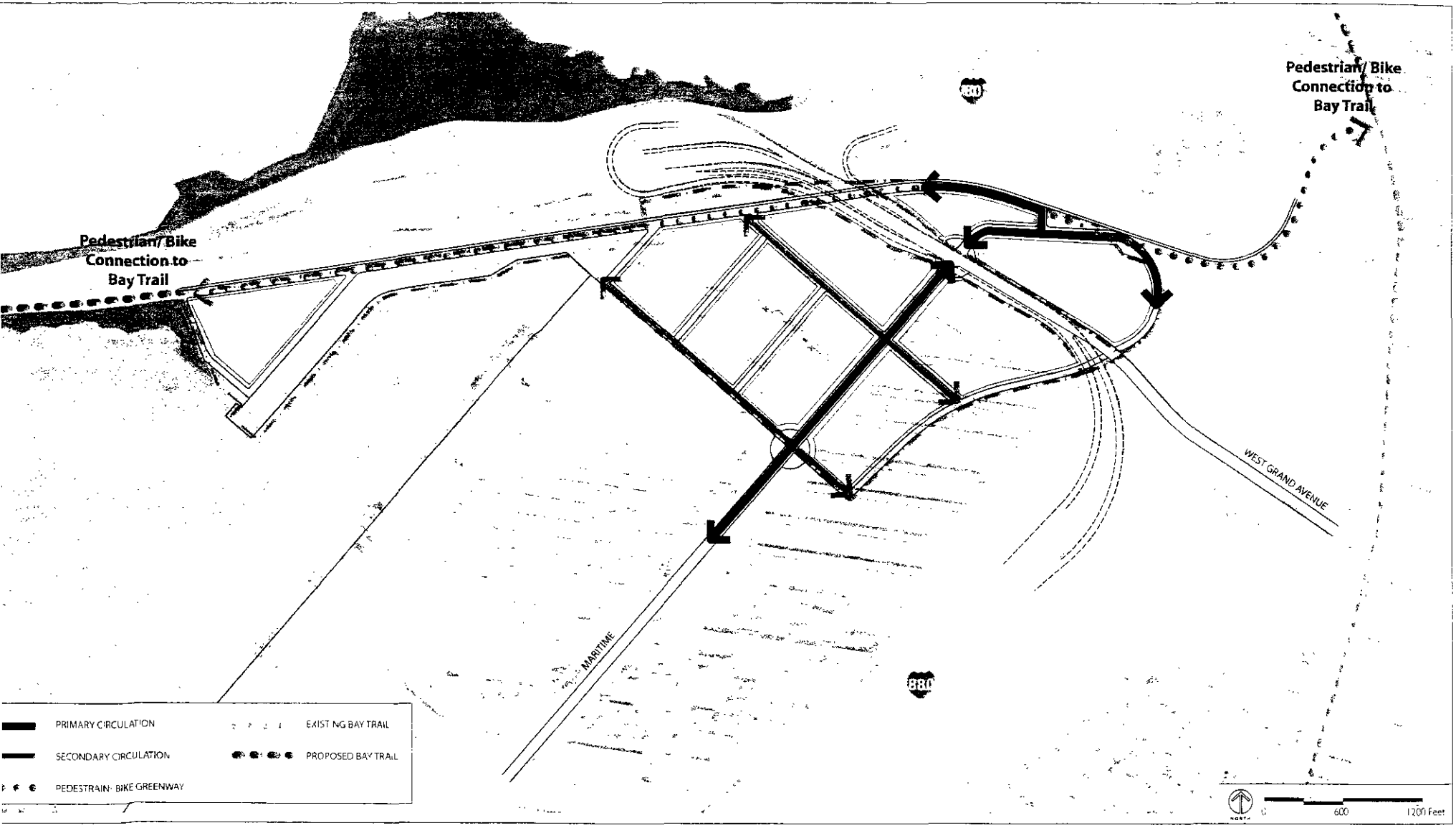

FIGURE 4-2
ECO-OAKLAND: CIRCULATION DIAGRAM

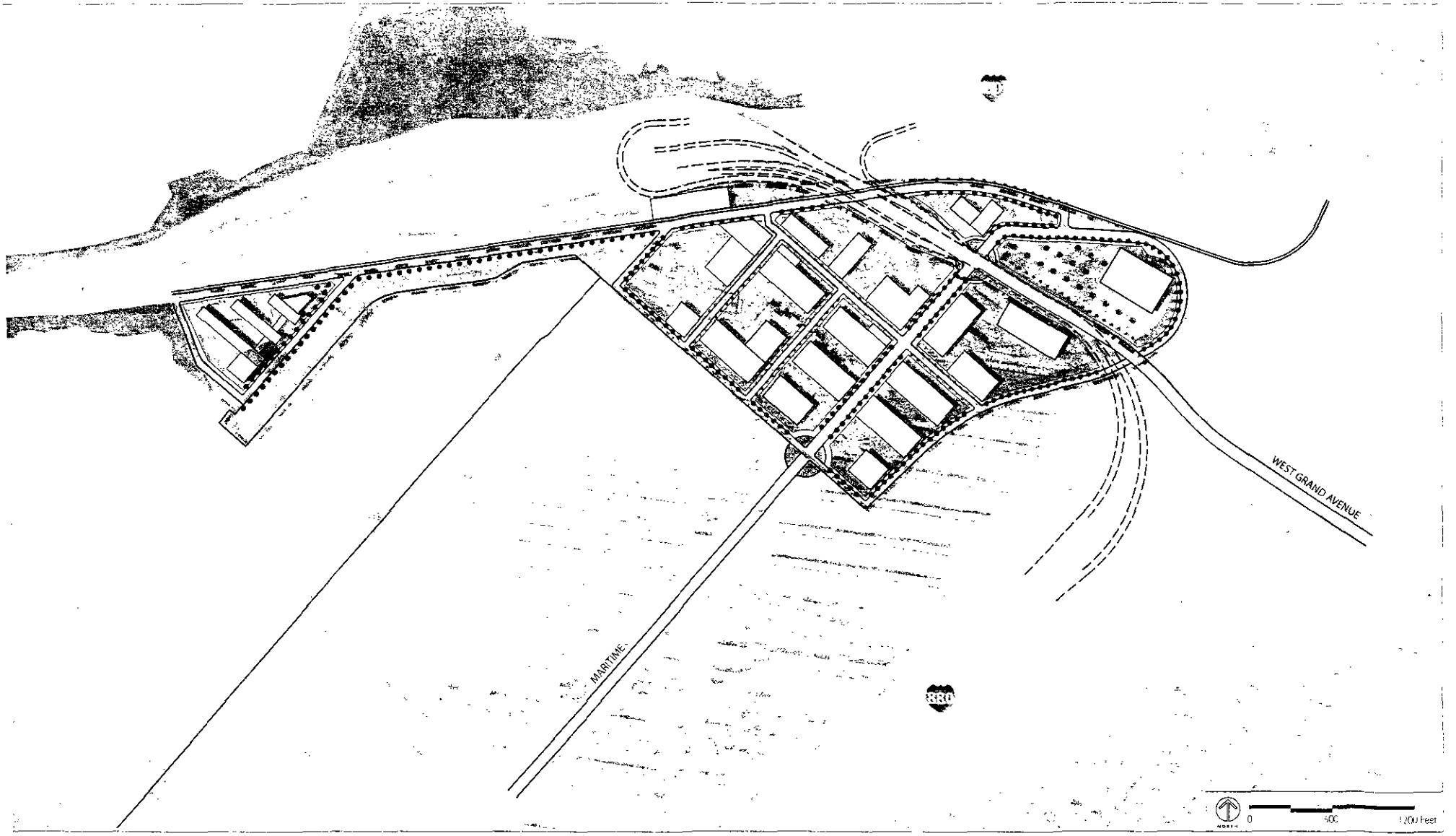

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FIGURE 4-3
ECO-OAKLAND: ILLUSTRATIVE SITE PLAN

B. Alternative 2 - Destination Oakland

The focus in Destination Oakland is to provide a signature retail destination for Oakland and Bay Area residents that capitalize on the almost 300,000 cars per day that pass by the site. The retail uses are divided between urban auto sales showrooms and a hybrid lifestyle/power center. Additional space is provided for truck services, film production and a hotel/residential tower.

1. Land Use

The primary focus of this alternative is on a retail main street in the Central Gateway. Figure 4-4 shows the land use pattern of this alternative.

Approximately 50 acres are devoted to the lifestyle/power center, which could include a Costco, other big box retailers, and smaller retail outlets. Additionally, residential units could be accommodated above the retail, provided that air quality and noise issues do not pose a problem. The waterfront attributes of the site would maximized in this alternative for public access, recreation and open space.

The Auto Sales Complex combines a traditional auto dealership layout with a more urban idea that employs structured parking to create a vertically organized structure for display and storage of vehicles that relies less on surface parking. This approach is more pedestrian friendly and integrates better with the other retail uses and maximizes the development potential of the overall site. With exposure on both sides of the freeway, the auto sales complex has great potential for visibility. Auto Sales activities make up approximately 32 acres in this alternative. The inclusion of an Auto Sales Complex is responsive to City's efforts to retain Oakland auto dealerships while attracting additional dealerships.

Film production support is also included in this alternative. With approximately 10 acres, adequate space is available for warehousing props and production equipment, a soundstage or production facility, and other film industry support facilities. This use was identified as desirable both by the City of Oakland, which currently operates a production incubator site on the OARB, and by industry representatives who indicated a lack of permanently dedicated film production space in the Bay Area. This site was chosen so that the freeways and railroads would have less impact in terms of noise and vibrations on the filming activities.

Adjacent to the future Joint Intermodal Facility is approximately 22 acres for trucking support services. This could include maintenance, parking, and other facilities that support the Port of Oakland, which would serve to meet the BCDC requirement for 15 acres of ancillary port uses.

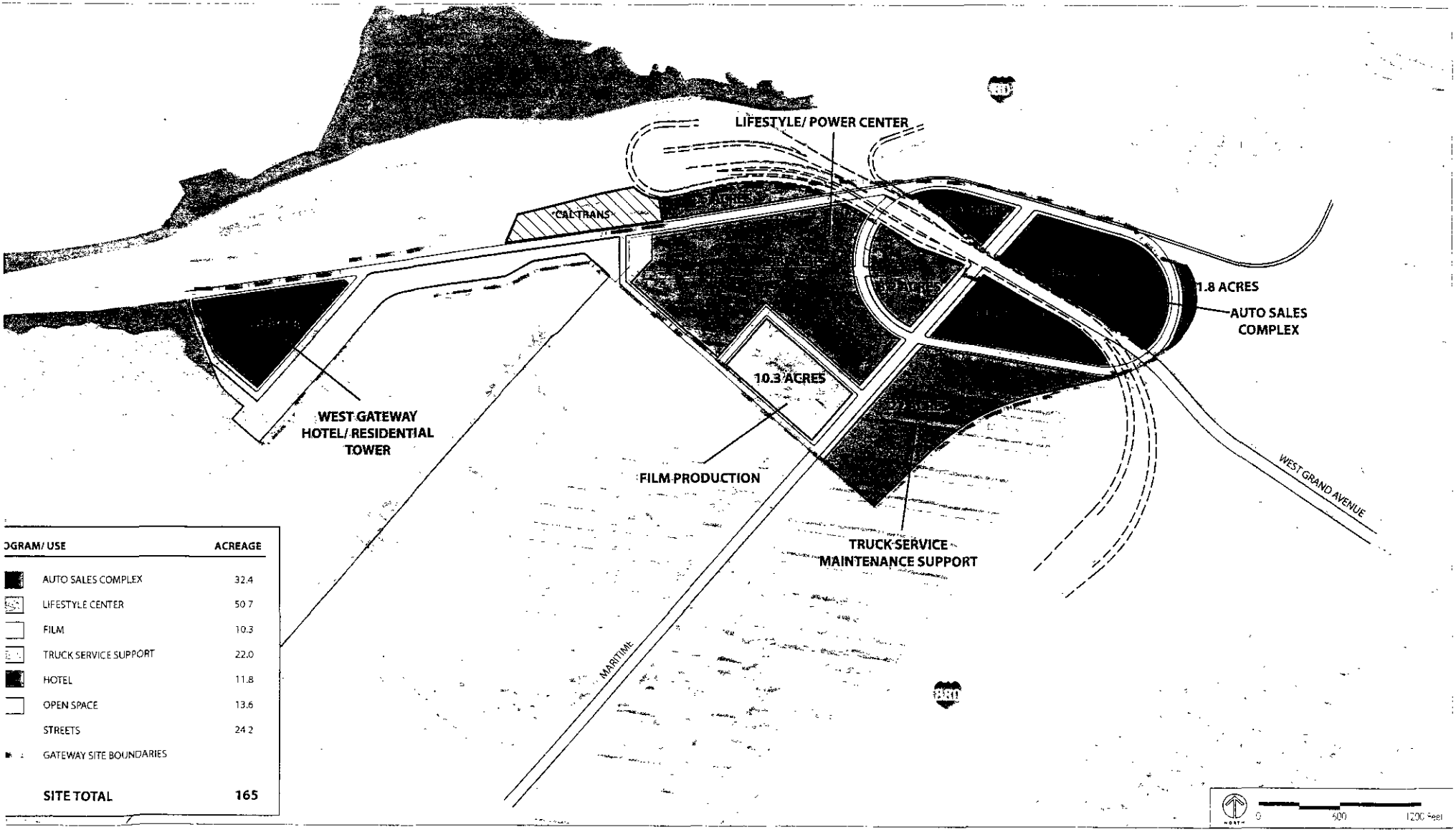
As in all alternatives, the development of the West Gateway will occur post 2010.

As such, a specific market use of this area is dependent upon the final development program for the remainder of the GDA. In this alternative, the West Gateway area would host a hotel/residential complex including a tower that brings a sense of identity to the site. The concept could be adjusted to meet market demand but could also accommodate a fractional resort or timeshare.

2. *Circulation and Urban Design*

The circulation for this alternative expands the idea of a loop road by creating a circulation oval at the north end of the site, framing the auto sales center. As a perimeter to the auto sales complex, easy access is provided to all the dealerships as well as for vehicle test drives. A coordinated layout of auto dealers around the loop road would reinforce the unique character of the auto sales center in the Bay Area.

The lifestyle/power center is organized around a central spine oriented east-west that would focus the retail experience. Direct views to the waterfront, the Bay, and the new east span of the Bay Bridge, and additional public access to the adjacent waterfront open space would provide the retail scheme with a strong sense of place and identity. Parking is provided both in structures and in surface lots. Additionally, a pedestrian/bicycle path is proposed on the south end of the site to provide additional access through the site to the waterfront. Figures 4-4 and 4-5 show the circulation system and illustrative site plan of this alternative.



OGRAM/ USE	ACREAGE
AUTO SALES COMPLEX	32.4
LIFESTYLE CENTER	50.7
FILM	10.3
TRUCK SERVICE SUPPORT	22.0
HOTEL	11.8
OPEN SPACE	13.6
STREETS	24.2
GATEWAY SITE BOUNDARIES	
SITE TOTAL	**165**

FIGURE 4-4
DESTINATION OAKLAND: LAND USE

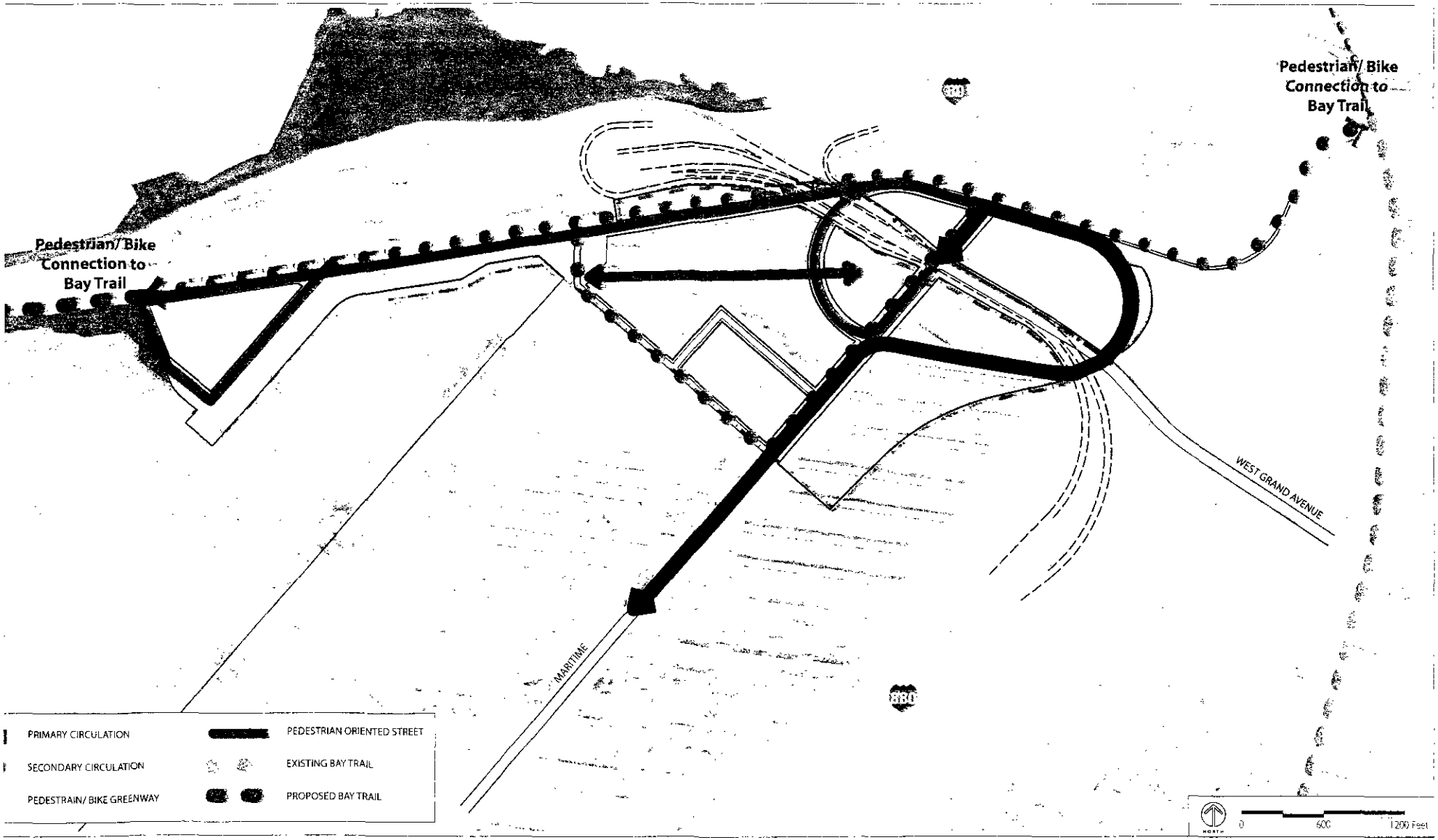


FIGURE 4-5
DESTINATION OAKLAND: CIRCULATION DIAGRAM

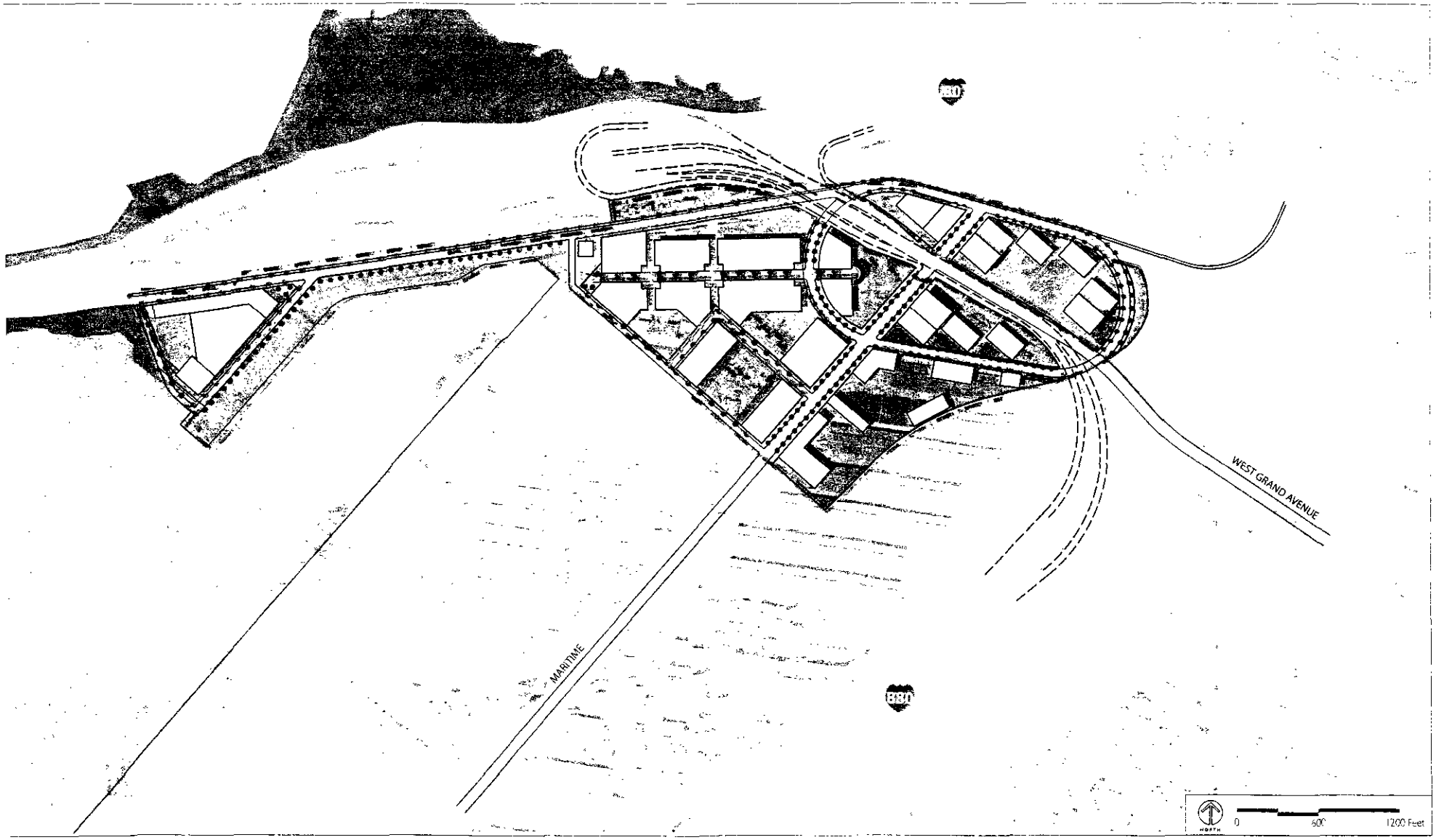


FIGURE 4-6
DESTINATION OAKLAND: ILLUSTRATIVE SITE PLAN

C. Alternative 3 - Gateway Oakland

Based on the market research and discussions with a range of experts, this alternative captures the viable land uses that could provide a source of relatively high-paying jobs for Oakland residents. At the heart of one of the most prolific regional centers for biotech and life sciences, the Oakland Army Base can provide much needed expansion space for existing Bay Area research and development companies and attract new businesses to the area based on the easy access and proximity to a large number of existing synergistic industries, academic centers and companies.

1. Land Use

Gateway Oakland focuses on jobs-producing uses including research and development, bio-manufacturing, logistics centers, and higher-wage retail. These are represented in Figure 4-7. Research and Development, which could include high-tech and bio-manufacturing, comprises approximately 51 acres in the Central Gateway area. The area is laid out with larger superblocks that could be internally configured to meet the needs of the end user. Some of these users may prefer a site that is less visible from the freeway for security reasons. Therefore, the area provides a number of options for different users.

Logistics is also a major land use in this alternative with approximately 34 acres, adjacent to the Port and the Joint Intermodal Terminal. Although this acreage is less than the 56 identified in the Eco-Oakland alternative, research indicates that this lesser amount is still viable. The BCDC requirement for 15 acres of ancillary port uses is fulfilled with logistics center uses, as in the Eco-Oakland alternative.

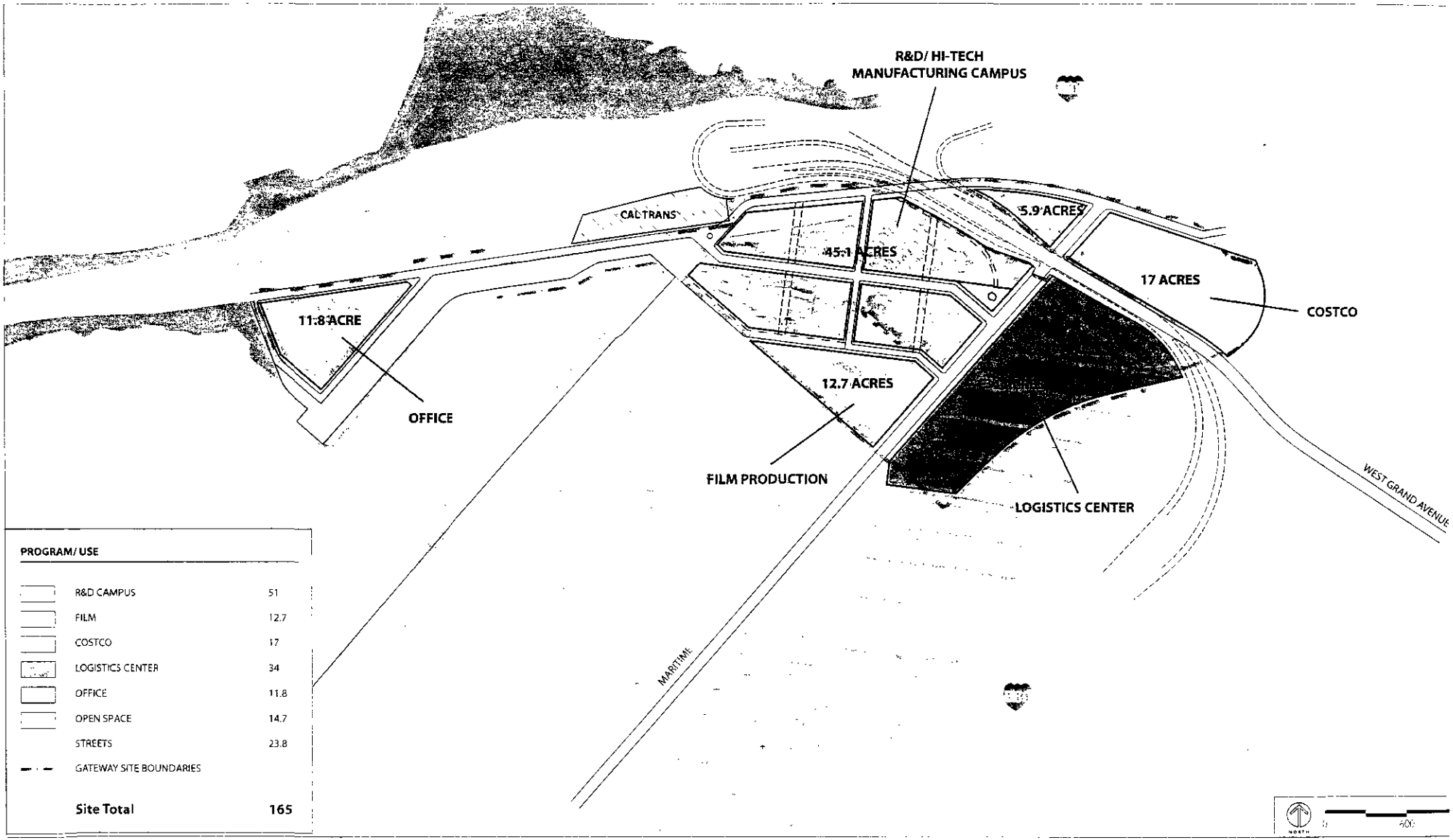
This alternative also includes the Costco store on the Subaru site in the North Gateway area. A 12.7 acre film production area that could include warehousing for props and production equipment, a soundstage or production facility, and other film industry support facilities is also proposed.

Similar to Eco-Oakland, the West Gateway would contain office uses, which could relate to the research and development area. Although planning is very preliminary for this site due to its longer development timelines, the plan envisions an office tower providing an iconic statement for the "gateway" to Oakland from the Bay Bridge.

2. *Circulation and Urban Design*

The existing warehouse buildings on the site serve as the organizational element for the circulation plan. Though the warehouses may eventually be removed, there is also the opportunity to reuse these buildings in the short term. Therefore, the street layout and circulation accommodates and serves the buildings. This orientation also sets up a "main" street through the research and development area that is on line with the waterfront open space thus allowing the open space to connect through the R&D campus.

This alternative does not include the loop road as envisioned in the previous alternatives. Alternative access to the research and development area is provided through secondary roadway along the north edge of the site that connects back to the north side of Maritime on Wake Street. Figures 4-8 and 4-9 show the circulation system and the illustrative site plan of this alternative.


R&D/ HI-TECH
MANUFACTURING CAMPUS
CAL TRANS
5.9 ACRES
45.1 ACRES
17 ACRES
COSTCO
11.8 ACRE
OFFICE
12.7 ACRES
FILM PRODUCTION
LOGISTICS CENTER
WEST GRAND AVENUE
MARITIME
PROGRAM/ USE
R&D CAMPUS 51
FILM 12.7
COSTCO 17
LOGISTICS CENTER 34
OFFICE 11.8
OPEN SPACE 14.7
STREETS 23.8
GATEWAY SITE BOUNDARIES
Site Total 165
NORTH
0
400

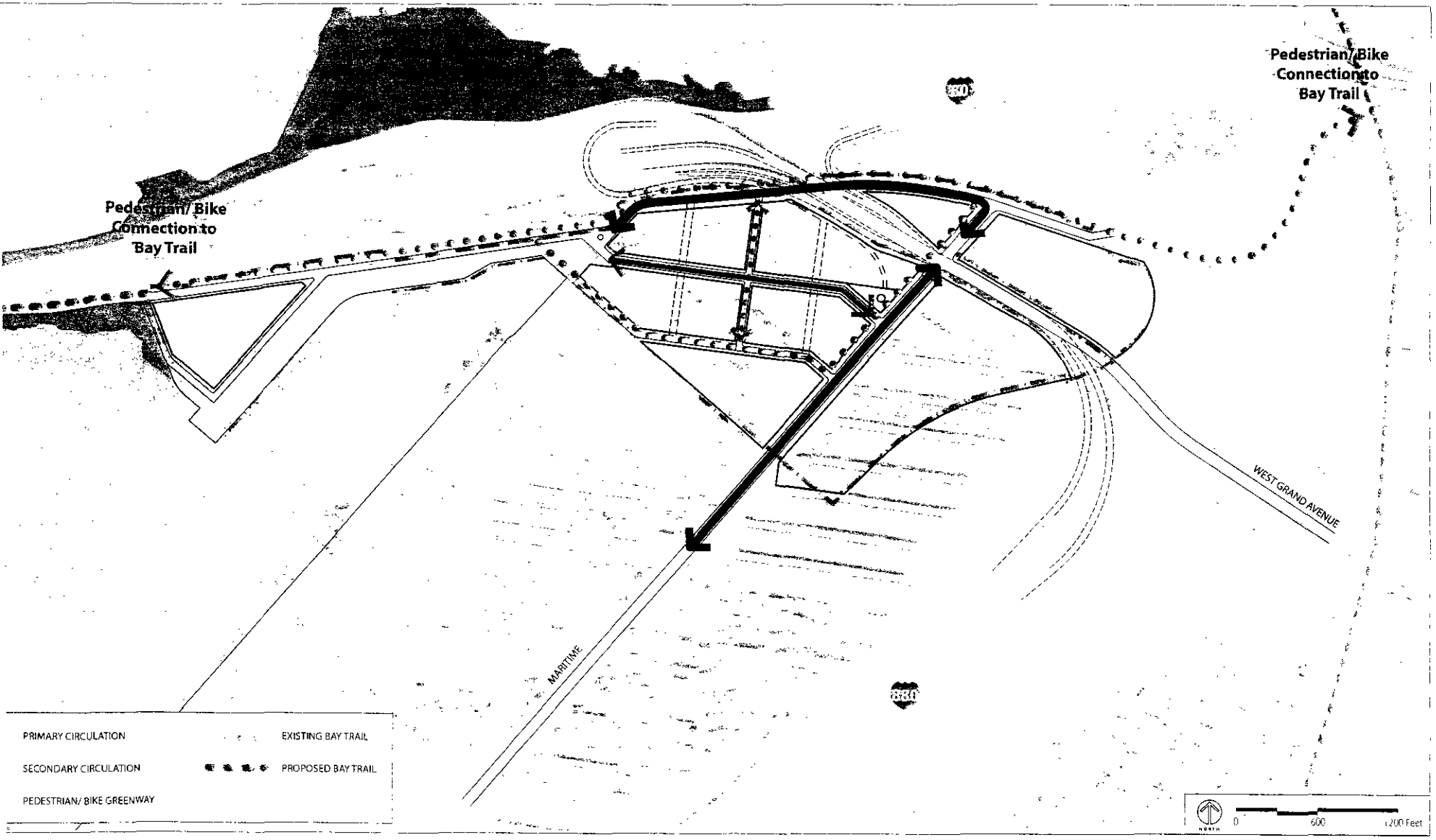
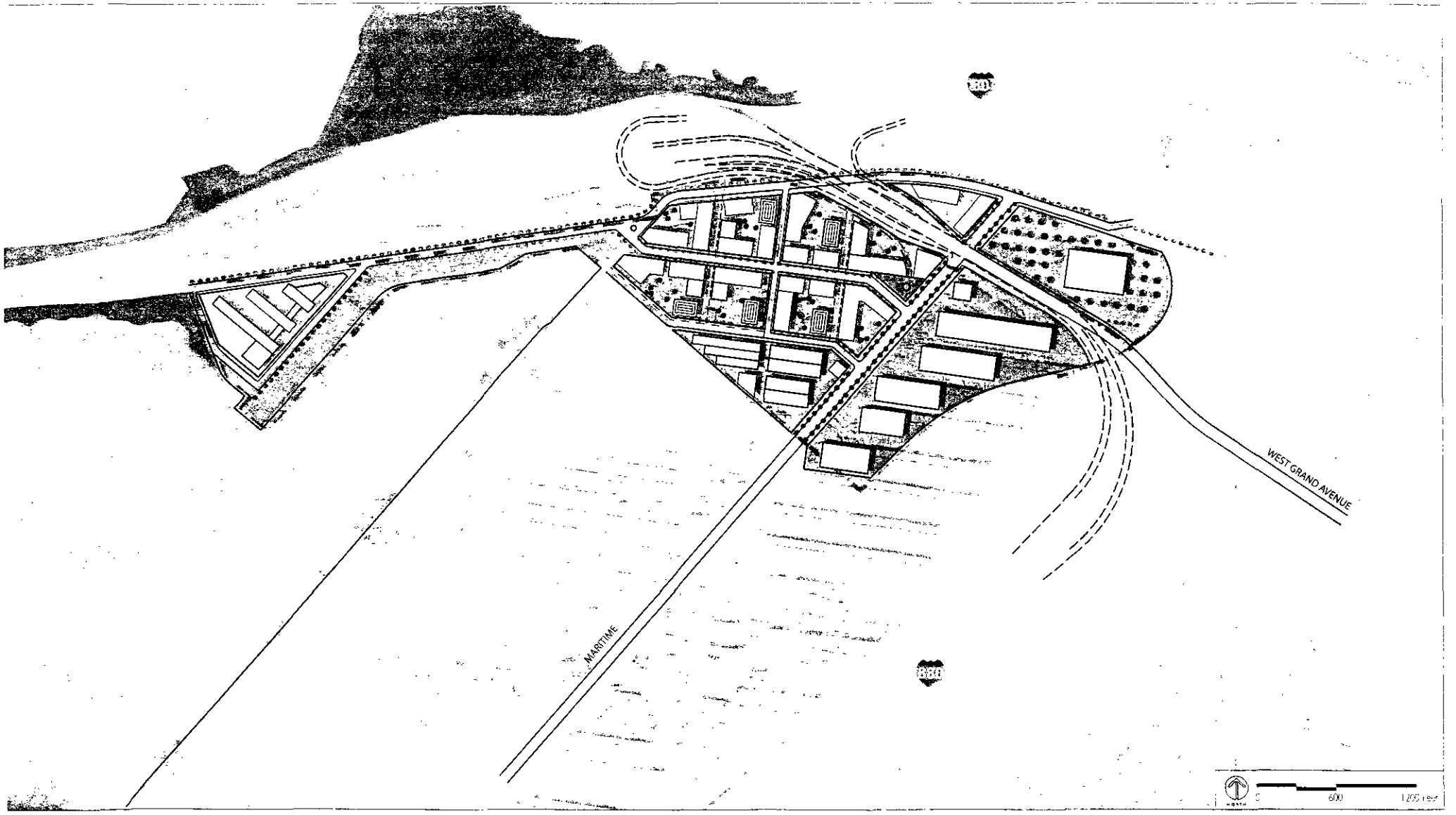


FIGURE 4-8
GATEWAY OAKLAND: CIRCULATION DIAGRAM



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and Base Reuse Authority

FIGURE 4-9
GATEWAY OAKLAND: ILLUSTRATIVE SITE PLAN

D. Alternative 4 - Movie Production Park

This alternative provides a home for the proposed film production park and entertainment complex currently the subject of discussions between the City and a major film production company. Plans for this use are very preliminary and, since it forms the core of this use, this alternative has not been developed to the same level of detail as the first three alternatives.

1. Land Use

Figure 4-10 depicts the organization of land uses in the Movie Production Park alternative. At approximately 78 acres, the film production park is the major use on the site. Details on the program for this area, internal configuration, and densities would be developed at a later date. Additional film production support is also included in the North Gateway area at approximately five acres.

This alternative also includes the Costco store in the location currently under negotiations and 16.5 acres of hotel/residential/fractional ownership units in a combination of the West Gateway site as well as a portion on the Central Gateway area.

Trucking support services of approximately 15 acres are sites adjacent to the future Joint Intermodal Terminal. As in the Destination Oakland alternative, this could include maintenance, parking, and other facilities that support trucks accessing the Port of Oakland, and would fulfill the BCDC requirements for 15 acres of ancillary port uses.

2. Circulation and Urban Design

The Movie Production Park alternative also makes use of a loop road along the northern and eastern edges of the property. This road allows truck traffic to access the Port without traveling on Maritime Street through the center of the site and also allows the film production park parcel to remain as one large parcel. Future decisions about internal circulation within this parcel could still be made but they are not predicated on providing truck access to the Port. The loop road also provides a boundary and buffer between the truck support services area and the film production park with the potential for access directly from the loop road, into the trucking support service area. The circulation diagram is shown in Figure 4-11.

E. Next Steps

A forthcoming section of this report will present a qualitative and quantitative analysis of the development alternatives, based on the economic, environmental and social equity criteria presented in Chapter 2 of this interim report. The analysis will allow policymakers to compare alternatives across a number of variables and understand the advantages and disadvantages of each alternative relative to one another.

As described in Chapter 2, the evaluation criteria are linked to key goals and objectives for the site and for the City of Oakland as a whole, as articulated by city policymakers and through interviews with other stakeholders. For example, the analysis will help answer questions such as:

- How many jobs will each alternative generate per acre? How many living wage jobs will be generated by each alternative? Do the alternatives create opportunities for local hiring?
- How much sales tax and property tax will be generated from each alternatives?
- Will the market support each alternative in both the short-term (through 2010) and the long-term (after 2010)?
- Will a public subsidy be required for each alternative to prepare and market the site to potential developers?
- To what extent does each alternative minimize environmental and transportation impacts in the surrounding area?

Once this analysis is finalized, it will be incorporated into the final version of the report.

ATTACHMENT E: Proposed Location of AMS Area