

#4.

Location: Oakland Army Base

Proposal: Scoping Session for a Draft Supplemental or Subsequent Environmental Impact Report to receive comments on implementation of a portion of the Oakland Army Base Redevelopment Plan and Oakland Army Base Reuse Plan to develop an Auto Mall and potentially other commercial uses. The Project site includes the North and East Gateway portions of the Oakland Army Base.

Applicant: Oakland Community and Economic Development Agency (CEDA)

Contact Person/Phone Number: Elois A. Thornton (510) 238-6284

Owner: Oakland Base Reuse Authority

Case File Number: ER06-0002

Planning Permits Required: Amendment to the OARB Reuse Plan, Subdivision Application and/or other land use approvals required for individual auto dealership & retail development applications
General Plan: Business Mix, General Industrial/Transportation

Zoning: M-40 Heavy Industrial

Environmental Determination: An EIR for the OARB Redevelopment Plan was prepared and certified by the City in 2002. A determination has been made that a Supplemental or Subsequent EIR will need to be prepared for this proposal, specifically to address changes in the assumptions, analysis or conclusions of that prior 2002 EIR related to the topics of traffic and air quality only and that no other environmental topics will be further studied in the Supplemental/Subsequent EIR

Historic Status: Redevelopment Project Area includes a National Register Eligible Historic District at the Oakland Army Base.

Service Delivery District: 1 – West Oakland

City Council District: 3

Status: The Notice of Preparation and Initial Study Determination was published on January 19, 2006 and will be circulated for approximately 30 days until February 20, 2006.

Action to be Taken: Receive public and Commission comments about what information and analysis should be included in the Supplemental or Subsequent Draft Environmental Impact Report

For Further Information: Contact case planner **Elois A. Thornton** at (510) 238-6284 or by email at eathornton@oaklandnet.com

SUMMARY

The Oakland Redevelopment Agency (Agency) given preliminary direction to develop an auto mall on certain portions of the former Oakland Army Base (OARB). This interest is part of the Agency's long-term strategy to retain and expand auto retail establishments in the city. Towards this end, in January 2006 the Agency directed staff to forward Letters of Interest to a number of auto dealerships within the City along the Broadway Corridor that are in danger of closing their operations. The purpose of these Letters of Intent was to explore the feasibility of relocating them from their existing locations and creating an OARB Auto Mall development. To prepare the information and analysis necessary to evaluate this Auto Mall concept, staff has prepared an Initial Study to determine the extent of environmental review required should the Agency wish to enter into Disposition and Development Agreements (DDAs) with the dealerships and/or other parties for a portion of the former base. The subject area is the "North Gateway" and -- depending on the number of dealerships the Agency wishes to relocate -- the "East Gateway" subareas of the former base. Approximately four to eight dealerships may potentially be developed within these subareas (please refer to Attachment B).

In July 2002, the City Planning Commission certified the Oakland Army Base Area Redevelopment Plan Environmental Impact Report (EIR) for the OARB Final Reuse Plan and OARB Redevelopment Plan. This document, programmatic in scope, evaluated a number of development options for the Base. An auto mall concept, however, was not included in the EIR analysis. Consequently, staff has determined that additional environmental analysis is required to focus on impacts exclusive to the auto mall concept (traffic and air quality only), and a Supplemental or Subsequent EIR needs to be prepared. The Notice of Preparation (NOP) was distributed on January, 19, 2006 (see Attachment A) and the comment period ends on February 20, 2006. This scoping session is being held to solicit public and Commission comments on what information and analysis should be contained in the Supplemental or Subsequent EIR. Written comments are encouraged in order to provide an accurate record of public comments.

PROJECT DESCRIPTION

The project site is located on an approximately 30-acre portion of the former OARB and within the OARB Redevelopment Area. The primary site is specifically described as the North Gateway Development area, a triangular site bounded by the East Bay Municipal Utility District (EBMUD) Wastewater Treatment Plant on the north, West Grand Avenue to the south and I-880 on the east. Access to the site is via Wake Avenue from Maritime Street, and West Grand Avenue. The project however might include approximately 30 acres of additional land primarily to the south of West Grand Avenue and east of Maritime Street, more familiarly known as the East Subarea (labeled "Expanded Option B" in the Initial Study Determination). This addition to the Project site is also located within the former OARB, within the OARB Redevelopment Area. Both areas are shown in Attachment B of this report.

The following activities would be developed within the North Gateway Area:

- Automobile Dealerships
Four or five separate automobile dealerships would occupy five separate parcels of approximately 4 to 6 acres each (Parcels A through E). Each dealership would include 1- to possibly 3-story building space to accommodate auto showrooms, sales space, and auto repair and service facilities. Each dealership also includes outdoor surface area for automobile storage, employee and customer parking and circulation.
- Access Road and Utilities
A North Gateway access road would be extended from the intersection of West Grand Avenue and Maritime Street in order to carry traffic on the north side of West Grand Avenue and to provide access to auto dealership sites in the North Gateway. The access road is anticipated to align with the plans for a closed loop of this road that would re-connect with Maritime Street south of Grand Avenue in the East Gateway.
- Project Infrastructure
Additionally, utility infrastructure improvements (water, sewer, storm drain, electricity, etc.) would be completed as necessary, and utility infrastructure would be extended to serve each of the dealership sites.

The East Subarea/Option B site would include the following activities:

- Three (3) additional 5-acre automobile dealerships (Parcels F, G and H).
- One (1) approximately 12 to 15-acre site (Parcel I) for “big box” retail use, including approximately 150,000 square feet of building space, and customer and employee parking. The big box retail is expected to have total employment in the range of approximately 400 to 600 people.
- Continuation of the North Gateway Access Road to the south (under West Grand Avenue) and reconnecting to Maritime Street.
- Associated infrastructure extensions.

The development concept for both options is illustrated in Attachment C of this report.

A summary of the land uses anticipated under the Project and Option B is shown in the Table on the following page.

OARB Auto Mall Project, Land Use Summary					
<u>Parcel</u>	<u>Use</u>	<u># of Buildings</u>	<u>Floors</u>	<u>Total Floor Area (sq.ft.)</u>	<u>Parcel Size (acres)</u>
Project, North Gateway					
A	Auto dealership	1	1	40,000	5.1
B	Auto dealership	1	2	160,000	6.0
C	Auto dealership	1	2	120,000	5.5
D	Auto dealership	2	1	40,000	3.8
E	Auto dealership	1	1	<u>30,000</u>	3.9
Access Road					<u>5.7</u>
subtotal		6		390,000	30
Option B, East Gateway					
F	Auto dealership	1	1	20,000	5.4
G	Auto dealership	1	1	15,000	4.0
H	Auto dealership	1	1	15,000	4.0
I	“Big Box” retail	1	1	<u>150,000</u>	12.0
Access Road					<u>4.6</u>
subtotal		4		200,000	30
Total		10		590,000	60.0

PRIOR OAKLAND ARMY BASE ENVIRONMENTAL REVIEW

In July 2002 the OARB Area Redevelopment Plan EIR that analyzed redevelopment of the entire 1,800-acre OARB Redevelopment Area was certified by OBRA, the City of Oakland and the Port of Oakland. The OARB Redevelopment Plan EIR evaluated and disclosed the environmental impacts of establishing and implementing the OARB Redevelopment Plan and OARB Reuse Plan. The analysis contained in the Redevelopment EIR identified all potentially significant environmental impacts of the Redevelopment Plan and provided a comprehensive set of mitigation measures that reduced the majority of impacts to a less than significant level (A copy of the Mitigation Measures is included as Attachment D of this report). The

Redevelopment EIR identified some impacts that would be Significant and Unavoidable, even with mitigation, in the following areas:

- Transportation and Traffic,
- Air Quality,
- Cultural/Historic Resources,
- Aesthetics, and
- Biology.

To acknowledge these significant and unavoidable impacts, OBRA, the City of Oakland and the Port of Oakland respectively adopted Statements of Overriding Considerations after certification of the OARB Redevelopment EIR. Such findings enabled the Agency to determine that the potential environmental impacts were not outweighed by the likely benefits of the project, including economic development, job creation, clean up of past contamination, etc.

The land uses anticipated under the Project and Option B, while allowed under the current General Plan and zoning designations for these sites, were not specifically anticipated in the OARB Reuse Plan or the OARB Redevelopment EIR and could potentially result in different environmental impacts than were analyzed in the OARB Redevelopment EIR. Therefore, the City prepared an Initial Study Determination that concluded that except for traffic and air quality, all other environmental impacts were adequately addressed in the previously certified EIR. Only traffic and air quality impacts were found to be required for further study in a Supplemental or Subsequent EIR.

The table on the following page presents a comparison of activities covered in the OARB Reuse Plan and the currently proposed project.

	<u>OARB</u> <u>Reuse Plan</u>	<u>Project</u>	<u>Project plus</u> <u>Option B</u>
North Gateway			
Warehouse/distribution	300,000 square feet	-	-
Ancillary maritime support	15 acres	-	-
Auto dealership	-	390,000 square feet	390,000 square feet
East Gateway			
Light Industrial/Flex-Office	390,000 square feet	390,000 square feet	-
Auto dealerships	-	-	50,000 square feet
Big Box retail	-	-	150,000 square feet
Note: 15 acres of Ancillary Maritime Support uses moved from North Gateway to Central Gateway under the Project scenario and/or Option B			

Potential Impacts to Historic and Cultural Resources. Development of the auto mall project would necessitate removal of four or five of the “800 Series” warehouses plus several smaller warehouses and associated structures. These buildings are part of the OARB Historic District. The removal of these structures, resulting in the significant and unavoidable loss of these historic resources, was fully and completely analyzed and addressed in the OARB Redevelopment EIR. The City previously commissioned an analysis of preserving the affected structures. That analysis determined that preservation was infeasible; that demolition would materially impair the integrity of the Historic District, resulting in a loss of eligibility for the federal National Register of Historic Places and local Area of Primary Importance (API). A comprehensive set of mitigation measures were adopted by the City, the Agency, OBRA and the Port, but the impacts were still considered to be significant and unavoidable. Therefore, a Statement of Overriding Considerations was adopted by the City for this significant and unavoidable impact on historic resources.

As part of the general plan consistency analysis, required as part of the project review at a future date, the City will further examine the feasibility of reuse of some of the historic structures for activities supportive to the auto mall concept and will report its findings to the Commission.

RECOMMENDED COMMISSION ACTION:

- 1) To take public testimony on the types of information and analysis that should be considered in the Supplemental or Subsequent EIR.
- 2) To provide Planning Commission comments and direction on what types of information and analysis should be considered in the Supplemental or Subsequent EIR.

Prepared by:

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Planner IV, Oakland Base Reuse Authority

Approved for Forwarding to the City
Planning Commission:

CLAUDIA CAPPIO
Director of Development

ATTACHMENTS:

- A. Notice of Preparation
- B. Project Area Map
- C. Site Concept
- D. OARB Area Redevelopment Plan EIR Mitigations

NOTES:

1. **THE INITIAL STUDY DETERMINATION WAS PREVIOUSLY PROVIDED TO THE PLANNING COMMISSION AND CAN BE OBTAINED AT CITY OF OAKLAND, COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY, PLANNING DIVISION, 250 FRANK H. OGAWA PLAZA, SUITE 3315, OAKLAND, CA 94612 AND ON THE WEB AT:**

<http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectSection/environmentaldocuments.html>

THE OAKLAND ARMY BASE AREA REDEVELOPMENT PLAN ENVIRONMENTAL IMPACT REPORT WAS PREVIOUSLY PROVIDED TO THE PLANNING COMMISSION AND CAN BE OBTAINED AT CITY OF OAKLAND, COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY, PLANNING DIVISION, 250 FRANK H. OGAWA PLAZA, SUITE 3315, OAKLAND, CA 94612 AND ON THE WEB AT:

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