3. DESCRIPTION

This chapter provides information regarding the proposed action, *i.e.*, approval and implementation of the Oakland Army Base (OARB) Area Redevelopment Plan, including the OARB Reuse Plan. Specifically, this chapter provides an overview of the proposed redevelopment program[1] and of key redevelopment entities; background about the Base closure, transfer and reuse planning process, as well as background about the redevelopment planning process; a statement of purpose, need, and objectives of redevelopment; and a description of the location and characteristics of the project area. This general and background information is followed by a description of redevelopment activities. The chapter concludes with information regarding required approvals, permits, and consultations that may rely on this Environmental Impact Report (EIR).

3.1 OVERVIEW

This section provides an overview of the study area, the proposed redevelopment, and key entities involved in redevelopment.

As illustrated by Figures 1-1 and 3-1, the OARB area redevelopment project area is located in the San Francisco Bay region, in the western portion of the City of Oakland, Alameda County.

3.1.1 The Study Area

The study area for this EIR primarily comprises the approximately 1,731-acre OARB Redevelopment Area as described in the Legal Description of the Project Area Boundaries attached to, and incorporated into the OARB Area Redevelopment Plan (Oakland Redevelopment Agency 2000). In addition, the study area for this EIR includes modifications and additions to the legal description of the Redevelopment Project Area boundaries to allow for thorough environmental review of all actions anticipated as a result of approval and implementation of the OARB Area Redevelopment Plan and OARB Reuse Plan. These differences, depicted on Figure 3-2, include the following:

- Inclusion of approximately 56 acres of submerged lands that are part of the OARB but not included in the legal description of the Redevelopment Area, and other submerged lands immediately southeast of the OARB and west of existing Berth 10.
- Modifications to the shoreline of the Oakland Inner and Middle harbors. These modifications were completed as part of the Port of Oakland's Vision 2000 Program, and occurred following adoption of the Redevelopment Area boundaries.

[1] The Redevelopment Plan describes a series of related actions, or a program, which constitutes a "project" under CEQA. The terms "program" and "project" are used interchangeable in this EIR.

insert

Figure 3-1 Regional Vicinity

Insert

Figure 3-2 OARB Redevelopment Project Area, Sub-Districts, and Area Landmarks

- Inclusion of land adjacent to the Union Pacific (UP) Intermodal railyard that is needed to fully implement rail improvements identified in the Reuse Plan.
- Other minor boundary adjustments (including both additions and subtractions of land) throughout the Redevelopment Area to accurately represent existing conditions and planned land uses.

In total, these differences represent a net increase of approximately 70 acres to the 1,731-acre Redevelopment Area. For ease of reference, this now approximately 1,800-acre redevelopment study area is referred to herein as the OARB area "redevelopment project area," or simply "project area."

3.1.2 The Redevelopment Program

The proposed action is the approval and implementation of the OARB Area Redevelopment Plan and OARB Reuse Plan to redevelop the project area. The core of the project area is the approximately 430-acre OARB (also herein "the Base"), which was slated for closure by the federal government in 1995. In total, redevelopment activities are planned for approximately 710 acres, and the EIR will examine the direct, indirect, and cumulative effects of that development to the extent activity-specific information is known about each of the proposed land uses. The purpose of redevelopment is to eliminate or alleviate blight—physical and economic liabilities—over the whole project area in the interest of the public health, safety, and general welfare of the people of both the blighted community and of the State of California. Build-out of the project area is expected to occur by 2020. As depicted by Figure 1-2, the project area is subdivided into three sub-districts:

1. The approximately 470-acre[2] ***OARB sub-district***. The OARB sub-district is further subdivided into two development areas, and a number of miscellaneous parcels:

    - the 228-acre City of Oakland's ***Gateway development area***, generally located in the northwest portion of the sub-district. The Gateway development area includes approximately 189 acres of the OARB and several miscellaneous parcels generally located outside of the OARB and north of Burma Road. These miscellaneous parcels are currently in mixed ownership, including the Port and Caltrans.

[2] In addition to approximately 14 miscellaneous acres, the OARB sub-district includes approximately 26 acres of OARB lands currently owned by the U.S. Army Reserves (Reserves). The property owned by the Reserves is located at two distinct areas: the 19-acre Subaru site is immediately above West Grand Avenue; the 7-acre Enclave comprises two smaller parcels grouped in the south central OARB. Redevelopment as proposed includes acquisition of these lands by the City (approximately 17 acres of the Subaru site) and the Port (approximately 2 acres of the Subaru site and the 7-acre Enclave). The Reserves has indicated its current facilities are substandard and relocation of their facilities is required to prevent impacts to morale, and to allow the units to conduct effective, realistic, and meaningful training to meet its readiness and mobilization missions (U.S. Army Reserves 2001). The City, Port and East Bay Municipal Utility District (EBMUD) are currently in negotiations to acquire these lands. (EBMUD plans to acquire an approximately 16-acre area known as the Heroic War Dead Site, which is outside of the project area, and not addressed in this EIR.)

- the 241-acre Port of Oakland's ***Port development area***, located in the west and southeast portions of the sub-district. The Port development area includes approximately 185 acres of land area from the OARB and an additional 56 acres of OARB submerged land.

2. The approximately 1,290-acre ***Maritime sub-district***, and

3. The approximately 41-acre ***16th/Wood sub-district***.

The project area was established by the City in 2000, when the City adopted a redevelopment plan to combat economic and physical blight that currently exists in western Oakland within the broad project area, and blight that could result from, or be exacerbated by, the closure of the OARB (*Redevelopment Plan for the Oakland Army Base Redevelopment Project*, City of Oakland 2000). The Redevelopment Plan defines a framework of agency powers, duties, and obligations to enable redevelopment of the project area. The Redevelopment Plan incorporates in its entirety (and as may be amended from time to time) the OARB Reuse Plan[3] (*Amended Draft Final Reuse Plan for the Oakland Army Base*, OBRA 1998, as amended 2001). The Reuse Plan describes a "Flexible Alternative" land use plan for the Gateway development area with proposed land uses and approximate densities as envisioned by the West Oakland community and the Oakland Base Reuse Authority (OBRA).[4] The Reuse Plan also describes the Port of Oakland's plans for maritime and rail facilities in the Port development area.

Redevelopment would replace existing uses—some in derelict condition—with vibrant, mixed-use development. Redevelopment benefits include the following:

- Job generation
- Increased number of Oakland housing units
- Improved visual environment
- Improved land use variety and compatibility
- Increased public access to and along the Oakland waterfront
- Remediation of site contamination as necessary, and related improvement to surface and groundwater quality
- Improved efficiency of Port operations
- Ability of the Port to handle 2020 cargo throughput projections

[3] Note the Reuse Plan is officially referred to as a "draft final" until its formal adoption by the OBRA, at which time it will simply be the final Reuse Plan.

[4] The Redevelopment and Reuse plans, herein summarized and incorporated by reference pursuant to Public Resources Code Section 21061, are available for review at 250 Frank Ogawa Plaza, Suite 3330 during regular business hours.

Build-out of the proposed land uses in the project area is projected to result in up to 375 new live/work units[5], approximately 4.1 million square feet of new business-oriented development, approximately 3 acres of new community-serving uses, nearly 31 acres of park and open space, approximately 120 acres of new maritime cargo terminals and 82 acres of re-configured terminal area, 105 acres of ancillary maritime support uses and a relocated and improved rail facility. Note this build-out does not include ongoing Port modernization, as described in Section 3.6.4, nor other Port improvements in the Maritime sub-district that have already been approved. Figure 3-3 conceptually illustrates the redevelopment strategy, and Table 3-1 describes in more detail the projected build-out.

3.1.3 Key Redevelopment Entities

Planning and implementation of the redevelopment program involves numerous government agencies and members of the community. A general description of key entities and their roles in base reuse and project area redevelopment is provided below.[6]

The U.S. Army. The U.S. Army (Army) constructed and operated the OARB. The Army is transferring OARB property to several entities for reuse.

The U.S. Army Reserves. The U.S. Army Reserves (Reserves) has retained certain OARB property. The Reserves is expected to transfer this OARB property to other entities, including the City, the Port, and the East Bay Municipal Utility District (EBMUD), in the future.

The California State Lands Commission. The California State Lands Commission (SLC) has jurisdiction over "tidelands trust" lands, which are certain tidal and submerged lands granted by the state in trust to cities and counties to develop harbors in furtherance of state and national commerce. These grants require that granted lands be used consistent with the public trust and terms of the grant and require the grantee to use the revenues produced from these lands for trust purposes consistent with the grants. The existence and extent of lands subject to the trust at OARB has not been determined. The SLC has taken the position that a portion of the OARB

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[5] Under Community Redevelopment Law at the time the OARB area project area was established, 20 percent of a tax increment generated within a district must be used by the redevelopment agency to increase, improve, and preserve the supply of affordable housing (HSC § 33334.2). On December 11, 2001 the Oakland Redevelopment Agency adopted a resolution increasing the percentage to 25 for redevelopment areas that achieve a 120 percent debt coverage threshold. While such housing is required to be located within the City, it need not be located within the project area, if the agency and legislative body find this would benefit the project area (HSC § 33334.2(g). Affordable housing demolished or removed for purposes of redevelopment must be replaced within four years of such destruction or removal (HSC § 33334.5). No such housing will be demolished as a result of redevelopment. Furthermore, the redevelopment program provides for setting aside required monies, and locating required housing at sites located outside the project area. The characteristics and location of this housing have not been identified. Therefore, sufficient information does not currently exist with which to analyze impacts of its construction and occupation; when such information is developed, the housing project(s) may be subject to environmental review under CEQA.

[6] See also Table 3-2, which lists relevant agencies, as well as approvals, permits, or consultation processes required to implement this redevelopment program, and Figure 4.2-1, which depicts jurisdictional boundaries.

insert

Figure 3-3 Conceptual Redevelopment Strategy

Table 3-1
OARB Area Redevelopment Project Area Buildout, 2002 through 2020

		Redevelopment Sub-District				
		OARB[a]				
Potential Land Uses	**Units[b]**	**Gateway**	**Port**	**Maritime**	**16th/Wood**	**Total**
Light Industry	sq. ft.	494,000[c]		0	305,000	799,000
Office, R&D	sq. ft.	1,528,000		0	1,437,000	2,965,000
Retail	sq. ft.	25,000		0	1,300	26,300
Warehouse/distribution	sq. ft.	300,000		0	0	300,000
Total square feet		**2,347,000**		**0**	**1,743,300**	**4,090,300**
Live/work units					375	375
From uses listed above	ac.	168	0	0	40	208
Park, Public Access	ac.	29	0	0	1	30
New Maritime Terminals	ac.		55	65	0	120
Terminal Reconfiguration	ac.			82		82
Maritime Support	ac.	15	2	88[e]	0	105
Rail	ac.		130	35	0	165
Acres to be redeveloped[d]		**212**	**187**	**270**	**41**	**710**
Total acres		**228**	**241**	**1,290**	**41**	**1,800**

Notes:

[a] As required by federal BRAC law, redevelopment of the OARB sub-district includes a Homeless Assistance Accommodation program. Redevelopment as proposed would locate the entire program outside the project area; however, Chapter 7: Alternatives to the Proposed Redevelopment Program, examines alternatives for locating the Homeless Assistance Accommodation program on site.

[b] sq. ft. = square feet; ac. = acres

[c] Includes 50,000 square feet of training facilities for the Joint Apprentice and Training Committee (JATC).

[d] Acreages identified above are gross land use acreage, and are inclusive of roadway and utility rights-of way.

[e] See discussion of ancillary maritime uses (AMS), Section 3.6.4.

that includes the property west of Maritime Street, is within the tidelands trust boundary. The Port and OBRA are working with the SLC to execute an "exchange," whereby tidelands trust requirements would be transferred from portions of the Gateway development area to the Port development area and Maritime sub-district.

The San Francisco Bay Conservation and Development Commission. The San Francisco Bay Conservation and Development Commission (BCDC) has jurisdiction over the San Francisco Bay, its shoreline, and certain related waterways. BCDC exerts its authority through its regulatory program and two planning documents: the *San Francisco Bay Area Seaport Plan* (the "Seaport Plan," BCDC and the Metropolitan Transportation Commission [MTC], 1982, as amended through 2001) and the *San Francisco Bay Plan* (the "Bay Plan," BCDC 1968, as amended through 2001). These plans define "priority use areas" at specific shoreline sites. If a site is designated a priority use area in the Seaport Plan or the Bay Plan, it is reserved for that use. Until the plans were amended in April 2001, the entire OARB was designated as port priority use. In September 2000, the City and Port filed a joint application to amend the Seaport

Plan and Bay Plan to reconfigure the development areas on the Base, to remove the port priority use designation from the Gateway development area, and to designate other specific parcels as port priority use areas. BCDC then amended the plans in April 2001 to reflect the requested change in land use designation. BCDC retains ongoing permit jurisdiction over the Bay and shoreline areas of the project area.

Department of Toxics Substance Control. The Department of Toxics Substances Control (DTSC) is a department of the California Environmental Protection Agency responsible for approving the Remedial Action Plan (RAP), approving the Army's early transfer (FOSET) of the Base to OBRA, and overseeing remediation at the OARB.

The East Bay Regional Park District. The East Bay Regional Park District (EBRPD) is a regional agency that is expected to receive certain OARB property (15 acres) from the Army via the Department of the Interior for a public park.

The Oakland Base Reuse Authority. The Oakland Base Reuse Authority (OBRA) is the Local Reuse Authority (LRA) responsible for managing OARB assets and planning reuse of the Base. The OBRA operates the interim leasing operations, will acquire property from the Reserves, will accept the majority of OARB property from the Army, and will, in turn, transfer that property to other entities for reuse/redevelopment.

The City of Oakland. The City of Oakland (City) adopted the Redevelopment Plan, establishing the project area, and empowered the Oakland Redevelopment Agency to enact that plan and oversee redevelopment. The City is the lead agency under CEQA and, except as otherwise provided in the City Charter with respect to certain Port-related matters, is also responsible for planning, including amending the General Plan, rezoning, issuing land use approvals, and — jointly with the Port — altering the Port area boundary from time to time.

The Oakland Redevelopment Agency. The Redevelopment Agency of the City of Oakland (also the Oakland Redevelopment Agency, ORA) is expected to accept the majority of OARB land from the OBRA, transfer lands to other entities, and implement the Redevelopment Plan.

The Port of Oakland. The Port of Oakland (Port) is expected to accept certain OARB lands from the ORA, acquire land from the Reserves, annex these lands to the Port area, waive certain reversionary rights, approve changes in the Port area jointly with the City to allow City development to proceed, and approve redevelopment activities within its jurisdiction.[7]

[7] Section 706(3) of the City of Oakland Charter vests in the Board of Port Commissioners "complete and exclusive power" over "…all the waterfront properties, and lands adjacent thereto, or under water, structures thereon, and approaches thereto, storage facilities, and other utilities, and all rights and interests belonging thereto, which are now or may hereafter be owned or possessed by the City, including all salt or marsh or tidelands and structures thereon granted to the City in trust by the State of California for the promotion and accommodation of commerce and navigation." Section 706(4) of the Charter vests in the Board "complete and exclusive power" over "...that part of the City hereinafter defined as the 'Port area,' " which Section 725 defines as "the same area that existed immediately prior to the adoption of this Section, as it has been defined by Charter and by ordinance, and as it may hereafter be altered by Council ordinance in accordance with and upon the recommendation of the Board, or by amendment of this Charter."

The Alameda County Homeless Base Conversion Collaborative. The Homeless Collaborative is a non-profit collaborative of organizations that provides housing and services to the homeless. Under federal BRAC law, base closure programs must include an accommodation to recognized homeless providers. The OARB Reuse Plan commits to providing a Homeless Assistance Accommodation through the Homeless Collaborative, including providing for the following services: a workforce and business development campus, a food bank, transitional housing, domestic violence support services, and a childcare facility. Redevelopment as proposed would locate the entire program outside the project area.[8]

The Joint Apprentice and Training Committee. The Joint Apprentice and Training Committee (JATC) is a non-profit educational organization expected to receive certain OARB property (3 acres) from the ORA for a job training facility.

The West Oakland Community Advisory Group. The WOCAG is community group representing a broad range of interests in West Oakland. WOCAG advised the OBRA in preparing the original, revised, and amended Reuse plans and continues to meet and provide input on the redevelopment program.

Developers. Private or quasi-private sector developers, as well as public sector development entities such as the City and Port, may implement specific projects (subsequent redevelopment activities) within the project area.

3.2 BACKGROUND

This section describes closure and transfer of the OARB, the history and status of reuse planning, and the history and status of redevelopment planning. The processes of base closure, transfer, and reuse/redevelopment are complex and inter-dependent. Figure 3-4 illustrates these processes and their general status. Figure 3-5 provides more detail regarding disposal and transfer of OARB.

3.2.1 Base Closure, Transfer, and Reuse Planning

Base Closure and Transfer

During the late 1980s and the 1990s, the U.S. government closed and/or realigned (transferred the functions of) numerous military facilities. Through the closure process, all or a portion of

[8] Pursuant to a 1999 Legally Binding Agreement between, OBRA, ORA, and the Homeless Collaborative, OBRA and ORA committed to provide low-cost leases to the Homeless Collaborative for eight buildings (approximately 229,000 square feet and 52 dwelling units) to be used as a workforce and business development campus, childcare facility, transitional housing, and food bank. Subsequent to that agreement, however, BCDC requirements related to Port Priority land uses at and near the Base necessitated OBRA to substantially revise the property disposition plan for the OARB, and those eight buildings are no longer available for Homeless Collaborative long-term leasing. Therefore, pursuant to the terms of the 1999 Legally Binding Agreement, the parties are currently negotiating alternative terms and conditions to satisfy the homeless assistance component of the Reuse Plan.

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Figure 3-4 OARB Reuse and Redevelopment Process

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Figure 3-4 OARB Reuse and Redevelopment Process

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Figure 3-5 OARB Property Conveyance

these military bases were then available to their respective local cities or counties for community reuse. In this manner, local communities are able to re-capture the loss of jobs that occurred when a base was closed. Planning for reuse of these bases generally occurs under the guidance of an LRA, an entity established specifically for the purpose of planning transitional and ultimate reuse, and managing the assets of the base during the military-to-community transitional or "interim" period.

In 1995, the Base Realignment and Closure (BRAC) Commission recommended closure and realignment of the OARB. In July 1995 the President of the United States approved the BRAC Commission's recommendation, Congress reviewed the recommendation, and it became law on September 28,1995.

The Army, the lead agency for base closure and transfer of OARB, first realigned the approximately 430-acre Base, reserving 26 acres for the Reserves. The Army then began the process of OARB "disposal" by screening requests for property. The Army plans to convey 384 acres to the OBRA and 15 acres to the EBRPD.[9] The OBRA, in turn, plans to transfer the land to the ORA; the ORA will transfer 241 acres to the Port (approximately 185 acres of upland and 56 acres of submerged land),[10] and 3 acres to the JATC.

In its role as lead agency for OARB closure and disposal, the Army undertook several federal planning processes, described below.

Federal Environmental Review. The Army prepared an Environmental Impact Statement (EIS) pursuant to the National Environmental Policy Act ([NEPA], 42 United States Code [USC] § 4231 *et seq.*). The EIS described the direct effects of its action, Base closure and disposal. The EIS also described Base reuse as a secondary effect of disposal (U.S. Army Corps of Engineers [Corps] Draft EIS 1999; Supplemental Draft EIS 2001; Final EIS 2001).

Coastal Zone Consistency Determination. Pursuant to the Coastal Zone Management Act of 1972 as amended, ([CZMA], 16 USC § 1451), in May 2001 the Army obtained BCDC's agreement with the Army's consistency determination. The Army is responsible for ensuring that federal development projects in the coastal zone, including projects such as the Army's closure and transfer of the OARB, are consistent to the maximum extent practicable with the California Coastal Management Program (CCMP). In the San Francisco Bay area, two documents embody the CCMP: the McAteer-Petris Act and the Bay Plan (BCDC 1998, as amended), which incorporates the Seaport Plan (BCDC and MTC 1997, as amended). Therefore, the Army must determine the proposed federal action is consistent with the McAteer-Petris Act and the Bay and Seaport plans. Because the Bay and Seaport plans initially designated the entire OARB as a Port Priority Use area, the City and the Port of Oakland applied for an amendment to those

[9] The Army will assign 15 acres to the Department of Interior who will transfer this acreage to the EBRPD.

[10] As discussed in Section 3.1.2, the upland portion of the Base includes the approximately 9 acres to be acquired by the Port from the Reserves.

plans in September 2000. The amendment was designed to ensure that adequate acreage would be devoted to meeting BCDC's year 2020 container throughput forecasts for the Port and reserving sufficient property for the City to meet its goals of economic development and job generation. The application for the plan amendments was approved by BCDC in January 2001. After the Seaport and Bay plans were amended by BCDC to remove the "port priority" use designation from the Gateway development area (see discussion regarding BCDC, above), BCDC issued a letter concurring with the Army's consistency determination for the OARB closure and transfer in May 2001.

National Historic Preservation Act Consultation. Pursuant to Section 106 of the National Historic Preservation Act ([NHPA], 16 USC §470 *et seq.*), the Army engaged in consultation with the Office of Historic Preservation (OHP) regarding historic resources on the Base. Through the Section 106 consultation process, the Army must take into account the effect of its undertaking on historic resources that are listed, or are eligible for listing on the National Register of Historic Places (NRHP). On December 11, 2001, a Memorandum of Understanding (MOU) was executed between the State Historic Preservation Officer (SHPO) and the Army. That MOU describes the Section 106 consultation process and its conclusions. The executed MOU, to which the OBRA and the Port are concurring parties, signifies completion of the NHPA Section 106 consultation.

Endangered Species Act Section 7 Consultation. Pursuant to the Endangered Species Act Section 7 ([ESA], 16 USC §1531 *et seq.*), the Army consulted with the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) regarding the potential impact that disposal and reuse of the Base might have on listed species. The Army notified the USFWS by letter dated August 3, 2000 that it intended to include the following restriction in the property transfer document to ensure that potential impacts to the federally endangered California least tern would be avoided: "Prior to site development or other opening of the property parcel known as the 'spit' area (a parcel consisting of approximately 15 acres at the far west end of the installation, south of and adjacent to the east end of the Oakland Bay Bridge)[11] to public access or other reuse, the new owners will coordinate with and obtain approval of their specific development plan for the property from the USFWS Endangered Species Office." In a letter dated October 11, 2000, the USFWS concurred with the Army's determination that the disposal and reuse of the Oakland Army Base "are not likely to adversely affect least terns." In a letter dated April 10, 2000, the NMFS determined the actions associated with the Army's proposed disposal and reuse of the OARB have either been previously addressed, or will be addressed in future Section 7 consultations.[12]

[11] The area termed the "spit" by the USFWS is termed the Bay Bridge touchdown peninsula or the Gateway peninsula in this document.

[12] This correspondence is included in Appendix 4.12.

Base Reuse Planning

Once the Base was slated for closure and transfer, OBRA was tasked with directing the OARB reuse process. The OBRA governing body comprises representatives of the City, County, City of Alameda, Congressperson Lee's office, the Association of Bay Area Governments, and adjacent jurisdictions. As the Local Reuse Authority under federal base closure law, the OBRA is the agency eligible to manage the Base and its assets in the transitional period between base closure and transfer, to accept the Base property from the Army, and to plan for its reuse.

Through a separate environmental review, after the OARB was closed in 1995, OBRA entered into a master lease with the Army for the entire base that provided for continued use of the existing facilities by various tenants (Interim Leasing Program Initial Study/Mitigated Negative Declaration, ER 98-13).[13] As part of the reuse planning process, OBRA established the WOCAG to examine reuse opportunities and recommend community reuse options for OBRA's consideration. Interviews with Oakland residents began as early as 1996, and many meetings were held to discuss the community's vision of the reuse of the Base. The planning document produced by the OBRA in consultation with WOCAG was the *OARB Amended Draft Final Reuse Plan* (OBRA 1998, as amended through 2001). The Reuse Plan documents the community reuse planning process and describes the proposed reuse development, including land use classifications and development densities. The first draft Reuse Plan was issued in 1998, and the 2001 amended draft Reuse Plan reflects changes required for consistency with the Bay and Seaport plans. Redevelopment of the Base pursuant to the Reuse Plan is intended to accrue economic benefits to the Oakland citizenry.

Once the Army transfers ownership of the majority of OARB land to the OBRA, the OBRA will, in turn, transfer the land to the ORA. The ORA will transfer the Port development area to the Port, 3 acres to JATC, and will retain the Gateway development area. The ORA will then be primarily responsible for redevelopment of the Gateway development area, and the Port will be primarily responsible for redevelopment of the Port development area.

3.2.2 Redevelopment Planning

The City is the lead agency for CEQA. Immediately upon the BRAC Commission's recommendation to close the OARB, the City began to evaluate how best to implement community reuse of the Base and the surrounding areas. The City investigated redevelopment options, designated a redevelopment survey area, and prepared a preliminary redevelopment plan in September 1999. Conditions within the survey area were inventoried, conditions of blight documented (see below, under "Need"), the survey area was refined, and the *Oakland Army*

[13] During construction of the Bay Bridge Seismic Improvement Project (also termed the Bay Bridge Replacement Project), Caltrans is expected to utilize western portions of the Gateway development area near Berth 7 for construction staging. This use is similar in nature to ongoing water-oriented transportation-activities occurring in this portion of the Base under the existing interim leasing program. Caltrans would complete its use of Base lands prior to the end of the redevelopment build-out period, and its interim use of OARB property is not expected to affect redevelopment as proposed.

Base Preliminary Redevelopment Plan prepared (City of Oakland 1999). The Preliminary Redevelopment Plan accomplishes the following:

- describes boundaries of the survey area;
- provides a general statement regarding proposed land uses and densities, major transportation infrastructure, and development standards for the survey area;
- demonstrates how redevelopment of the survey area would accomplish the intent of the California Community Redevelopment Law (CRL);
- demonstrates how proposed redevelopment of the survey area conforms to the Oakland General Plan; and
- generally describes the impact of survey area redevelopment on nearby residents.

Based on the Preliminary Redevelopment Plan, a final project area was defined and a final redevelopment plan and supporting documentation prepared (Hausrath Economics Group [HEG] 2000; City of Oakland 2000).

On July 11, 2000, the City adopted and approved, via Ordinance No. 12259 C.M.S., the *Redevelopment Plan for the Oakland Base Redevelopment Project* (City of Oakland 2000), and established a redevelopment project area. The Redevelopment Plan provides the ORA—the agency primarily responsible for the project area's redevelopment—with powers, duties, and obligations to implement and further a program of redevelopment, rehabilitation, and revitalization of the project area as broadly defined in the plan. The Redevelopment Plan incorporates the Reuse Plan, as it may be amended from time to time. The City may amend the Redevelopment Plan after certification of this EIR.

The Redevelopment Plan estimates build-out of the project area by 2020. With respect to the Gateway development area and 16th/Wood sub-district, this long-term build-out horizon is coupled with the need of the ORA to flexibly respond to fluctuating market and economic conditions. These conditions necessarily require the Redevelopment Plan to be broad and flexible. As the plan states:

> *Because of the long-term nature of this Plan and the need to retain in the [ORA] the flexibility to respond to market and economic conditions, developer interests, and opportunities from time to time presented for redevelopment, this Plan does not present a precise plan or establish specific projects for the redevelopment, rehabilitation, and revitalization of any area within the project area, nor does this Plan present specific proposals in an attempt to solve or alleviate the concerns and problems of the community relating to the project area. Instead, this Plan presents a process and a basic framework within which specific plans will be presented, specific projects will be established, and specific solutions be proposed and by which tools are provided to the [ORA] to fashion, develop, and proceed with such specific plans, projects, and solutions.*

3.3 PURPOSE, NEED, AND OBJECTIVES

3.3.1 Purpose

The primary purpose of the proposed redevelopment is to alleviate physical and economic blight in the project area resulting in part from closure of the OARB.

3.3.2 Need

The West Oakland area of the City is an older urban center that historically supported maritime-related industry associated with the Oakland waterfront, such as shipping, shipbuilding, and goods processing. During World War II, the U.S. Navy's Fleet and Industrial Supply Center, Oakland (FISCO) and the OARB were established on the Oakland waterfront as maritime staging points and supply depots supporting American armed forces operating in the Pacific theater. In addition, during World War II, approximately a dozen shipyards operated along the Oakland Estuary in or near West Oakland. West Oakland businesses supported the military, and shipbuilding and shipping industries, and local residents provided labor. After World War II, the need for military support by local civilians sharply declined. Along the Oakland Estuary, the shipbuilding industry declined, while the cargo shipping industry increased, absorbing some, but not all West Oakland maritime labor. The post–World War II era initiated a gradual, but steady state of economic decline in West Oakland. In the 1960s to 1970s, the shipping industry worldwide, including Oakland's port, shifted from relatively labor-intensive bulk cargo to much more labor-efficient containerized cargo methods (Minor 2000). With this shift, the economic decline of West Oakland escalated, leaving in its wake outdated and outmoded industrial facilities and a poor mix of incompatible industrial, business, and residential land uses.

Compounding this decline was closure of the OARB by Congress in 1995. The Base is primarily a World War II–era facility, with a relatively high percentage of temporary buildings, as well as obsolete structures and antiquated utility systems. Moreover, the majority of the site is located on fill, and settlement of underlying strata has further stressed structures and utility systems. The closure of the OARB poses a substantial burden to the local West Oakland community, already characterized as economically depressed.

Pursuant to California's Community Redevelopment Law (HSC § 33000 *et seq*.), the City conducted a detailed analysis of the current and expected conditions of decline and blight in West Oakland. The results of this study are documented in the *Report to City Council: Oakland Army Base Redevelopment Project* (herein "Report to City Council") (HEG 2000). Chapter 4 of the Report to City Council describes blight within each of the three redevelopment sub-districts.[14]

[14] Chapter 4 and Appendix B of the *Report to City Council*, herein summarized and incorporated by reference pursuant to PRC Section 21061, provides substantial written and photographic evidence of existing blighted conditions in the project area. The report is available for review at 250 Frank Ogawa Plaza, Suite 3330, during regular business hours.

Pursuant to Community Redevelopment Law, a military base must meet a two-pronged test to be considered blighted (HSC §§ 33492.10(a), 33492.11). First, the blighted conditions cannot reasonably be expected to be alleviated in the absence of redevelopment. Second, the military base must satisfy two of seven criteria regarding physical blight. According to the Report to City Council, the OARB redevelopment sub-district meets the first test, and also meets or exceeds all seven criteria of the second test, including the following:

- unsafe or unhealthy buildings;
- obstacles to economically viable reuse;
- adjacent to or nearby incompatible land uses;
- non-conformance with subdivision, zoning, or planning regulations;
- infrastructure that does not meet existing standards;
- buildings that, when built, did not conform to codes; and
- materials or facilities that need to be removed.

Furthermore, under Community Redevelopment Law, non-military areas related to a base closure must meet a four-pronged test of blight (HSC §§ 33492.10(b), 33030, and 33031). First, an area must be predominantly urbanized, and the blighted conditions cannot reasonably be expected to be alleviated in the absence of redevelopment. Second, the area must have inadequate public improvements, parking, or utilities. Third, the area must be necessary for the effective redevelopment of the related military base. Finally, the area must satisfy one or more criteria regarding physical blight and one or more criteria of economic blight. According to the Report to City Council, the Maritime and 16th/Wood sub-districts met the first three tests, and met or exceeded criteria of the fourth test, including the criteria shown in Table 3-2.

Table 3-2
Criteria for Physical and Economic Blight

	Applied to Following Sub-District per Report to City Council	
Criteria Establishing Blight	**Maritime**	**16th/Wood**
Physical Blight		
Unsafe or unhealthy buildings	**U**	**U**
Obstacles to economically viable use of buildings or lots	**U**	**U**
Adjacent or nearby incompatible land uses		**U**
Lots in multiple ownership of irregular form and shape and inadequate size for proper usefulness		**U**
Economic Blight		
Depreciated or stagnant property values or impaired investments	**U**	**U**
Non-conformance with subdivision, zoning, or planning	**U**	**U**

Table 3-2
Criteria for Physical and Economic Blight

Criteria Establishing Blight	Applied to Following Sub-District per Report to City Council: Maritime	Applied to Following Sub-District per Report to City Council: 16th/Wood
regulations		
Infrastructure that does not meet existing standards	**U**	**U**
Buildings that, when built, did not conform to codes	**U**	**U**
Materials or facilities that need to be removed	**U**	**U**
Abnormally high business vacancies or low lease rates, high turnover, abandoned buildings, excessive vacant lots within an area developed for urban use, and served with utilities	**U**	**U**
High crime rate that constitutes a serious threat to public safety and welfare	**U**	**U**

Source: *Report to City Council: Oakland Army Base Redevelopment Project* (HEG, 2000).

Within the OARB and 16th/Wood sub-districts, conditions of blight are widespread. Generally, within the Maritime sub-district, conditions of physical blight were concentrated at the former FISCO site, at the time the Redevelopment Plan was drafted. This site is currently undergoing redevelopment under previously certified environmental review (Port of Oakland 1998 and 1999; Corps and Port of Oakland 1998) and construction is nearly complete. Details of ongoing and future Port facility modernization in the Maritime District evolve on a facility-by-facility basis, and the modernization of each specific facility has been and will continue to be implemented by and under the control of the Port under separate project-level approval and environmental review.

3.3.3 Objectives

In developing the Redevelopment Plan, the City identified objectives for redevelopment of the entire project area. In addition, through the OARB base reuse planning process, the City and community collaboratively identified additional objectives for redevelopment of the OARB, especially the City's Gateway development area. The Port has also identified objectives specific to the Port development area and Maritime sub-district, as shown in Table 3-3.

Table 3-3
Redevelopment Objectives

Objective	Applies to the Following		
	Gateway development area	**Maritime sub-district and Port development area**	**16th/Wood sub-district**
Alleviate economic and social degradation due to closure of OARB	**U**	**U**	**U**
Eliminate blighting influences	**U**	**U**	**U**
Create a vibrant and balanced land use pattern	**U**	**U**	**U**
Strengthen the economic base	**U**	**U**	**U**
Allow for sustainable job creation	**U**	**U**	**U**
Expand, improve, and preserve low/moderate-income housing.	**U**	**U**	**U**
Provide for high-quality public/community services	**U**	**U**	**U**
Provide for safe, efficient, and effective movement of people and goods	**U**	**U**	**U**
Protect, preserve, and enhance environmental resources	**U**	**U**	**U**
Minimize waste generation, maximize reuse/recycling.	**U**	**U**	**U**
Accommodate the Port's share of regional cargo throughput in 2020		**U**	
Respond to trends and requirements of maritime shipping		**U**	
Increase Port productivity and efficiency		**U**	
Provide sufficient capacity to substitute for other West Coast gateway ports in the event of natural disaster or other emergency		**U**	
Keep competitive with other West Coast ports		**U**	

Source: Staff Report to the Oakland City Planning Commission (September 19, 2001; Case File No. DET01-06, ER01-035), included in Appendix 1 of this EIR.

In order to achieve district-wide redevelopment goals, all sub-districts require investment in infrastructure and improvement of investment potential. In addition, in the OARB and 16th/Wood sub-districts, substantial construction, or demolition followed by re-construction will also be required.

3.4 LOCATION

The project area encompasses approximately 1,800 acres in western Oakland, partially along the eastern shoreline of San Francisco Bay (Figures 1-1 and 3-1). This is the westernmost portion of West Oakland. The project area is located approximately two miles west of the central business district. The project area is roughly L-shaped. It is located adjacent to several regional transportation links, as well as to the Bay. The project area is bounded by the following:

- To the north is Interstate 80 (I-80), and the Bay Bridge touchdown (where the bridge meets land, located on a peninsula into the Bay also called the "Gateway peninsula") and toll plaza; beyond is the Bay.
- To the northeast is the East Bay Municipal Utility District (EBMUD) Main Wastewater Treatment Plant (WWTP), a large, region-serving industrial sewage treatment facility. Beyond the WWTP is the MacArthur maze (the interchange of I-80, I-580, and I-880), and farther beyond is the City of Emeryville. To the southeast is the Union Pacific (UP) intermodal railyard and Jack London Square.
- To the south is the Inner Harbor of the Oakland Estuary; beyond is Alameda Point, another closed military installation.
- To the west are Oakland's Middle and Outer harbors; beyond is the Bay.

The OARB sub-district encompasses approximately 470 acres. This sub-district encompasses approximately 430 acres of OARB (both the land and submerged portions of the Base, including on-Base lands currently owned by the Reserves) plus several parcels immediately adjacent to the northern boundary of OARB, between the Base and I-80, totaling approximately 39 acres. It is bounded by (clockwise from north) the Bay Bridge, I-880, the Port of Oakland, and the Bay. This sub-district comprises two development areas: the 228-acre Gateway development area is the northwest portion of the sub-district; the 241-acre Port development area is in the west and southeast portion.

The Maritime sub-district encompasses approximately 1,290 acres. The majority of this sub-district comprises that portion of the Port of Oakland dedicated to maritime use from the Outer Harbor on the west to and including Howard Terminal on the east (including Schnitzer Steel, a non-Port property), and from the Inner Harbor on the south to Berth 10 on the north. The Maritime sub-district includes the existing marine cargo terminals, the Joint Intermodal Terminal (JIT) rail facility, marine terminals recently constructed or under construction at Berths 57-59, and the Middle Harbor Shoreline Park, also under construction.[15] It abuts, but does not include,

[15] Berths 55-59, including the Middle Harbor Shoreline Park and the JIT, are elements of the Port's Vision 2000 program. Impacts of their construction and operation were disclosed in a certified EIR (*Berths 55-58 Project EIR,* Port of Oakland, Draft EIR 1998; Final EIR 1999; SCH No. 97102076). This program is intended to provide modern marine and rail facilities to transport containerized cargo between foreign—predominantly Asian Pacific—ports and destinations throughout the United States. The program also provides a new regional waterfront park, and substantial new public Bay access. The projects comprising the Vision 2000 Program were approved in 1999. Portions of those projects have been completed and are currently in operation; construction of the remaining portions is in progress.

Jack London Square and the Union Pacific Railroad Desert yard. This sub-district also includes areas not under the Port's ownership, including a portion of I-880 and its frontage road, Schnitzer Steel, miscellaneous parcels near 2nd and 3rd streets, and miscellaneous parcels east of I-880 between Wood Street, West Grand Avenue, and 26th Street. The area outside the Port's ownership within this sub-district totals approximately 192 acres.

The 16th/Wood sub-district encompasses approximately 41 acres. This sub-district is located roughly between the realigned Cypress Freeway (I-880) to the west and Wood Street to the east, West Grand Avenue to the north and 7th Street to the south. The area includes the old Southern Pacific Railroad (SPRR) station (also known as the Amtrak station), as well as the Phoenix Iron Works site.

3.5 PROJECT AREA CHARACTERISTICS

The project area is urbanized, with some vacant parcels that at one time were industrialized. The project area, including each sub-district, also contains some parcels that are contaminated, and/or are listed on the Cortese List. The following discussion focuses on the project area's physical characteristics. Section 4.1: Consistency with Plans and Policies, and Section 4.2: Land Use, describe the planning and policy characteristics/context of the project area.

3.5.1 OARB Sub-District

With the exception of approximately 12 acres at the Gateway peninsula and several parcels above West Grand Avenue, the OARB sub-district is developed. Its focus is transportation-oriented, with highway operations and maintenance facilities, cargo container storage and maintenance facilities, ship berths and terminals, rail yards, and large warehouses. A major truck route, Maritime Street, runs southwest-northeast through the Base. Industrial transportation uses dominate. An institutional multi-story, multi-winged Army administration building (Building No. 1) is centrally located within this sub-district, along with other Army-related transportation-supporting, residential, community services, recreation, and office uses. Some of the buildings, including the large administration building, are in obvious disrepair.

The Gateway peninsula, located within the Gateway development area, is undeveloped land traversed by both overhead and underground easements, and is used occasionally for temporary storage. Two relatively small buildings exist at the peninsula: one is a Caltrans building, the other is an EBMUD dechlorination facility. In general, however, the site remains unused, and is fenced off from the remainder of the project area.

The miscellaneous parcels located within this sub-district but not within the Base are owned by a variety of owners, but primarily the Port and Caltrans. These parcels are used for such purposes as highway maintenance, container storage and materials storage, Port-related trucking operations and other storage and temporary uses.

3.5.2 Maritime Sub-District

The majority of this sub-district is an operating maritime cargo port, and it is dedicated almost entirely to industrial transportation uses. The sub-district contains terminals with large waterfront cranes and a variety of mobile and semi-mobile ground equipment, and railyards. Cargo containers are stacked in the terminal yards. Large transport trucks are common on the streets in this area, either actively moving cargo, or waiting in queues to enter the terminals.

The shoreline of the Middle Harbor is dedicated to public access. The 4.5-acre Port View Park exists in the southwest shoreline of the 7th Street Terminal. The approximately 30-acre Middle Harbor Shoreline Park is under construction, and will extend along the entire Middle Harbor shoreline to join with Port View Park (Port of Oakland 1999). This sub-district encompasses some inland areas not in port use.

One residential (loft) building is located within this sub-district on 2nd Street between Brush and Castro streets.

3.5.3 16th/Wood Sub-District

This sub-district, historically dedicated to industrial uses, is now generally underutilized. The large historic SPRR (Amtrak) station building remains, but is boarded up in a derelict state. Non-smokestack industrial and light industrial uses, such as warehousing/distribution centers, waste recycling facilities, and truck repair businesses are located in or adjacent to this sub-district, as are miscellaneous businesses located in older buildings. While there are currently no residential uses in this sub-district, such uses abut a portion of the project area, and others are directly across Wood Street from the eastern boundary of the sub-district. A portion of this sub-district is designated Port Priority Use pursuant to the Seaport Plan.

3.6 REDEVELOPMENT ACTIVITIES

Detailed information regarding redevelopment activities on specific parcels is, for the most part, not yet available. However, information is available regarding amendment of General Plan land use classifications and zoning, demolitions and site preparation, and major infrastructure improvements. Furthermore, stable assumptions regarding overall redevelopment densities and activities exist, and are sufficient for a general level of impact analysis and development of a mitigation program.

The redevelopment program includes the following activities:

- amendment of General Plan land use classifications and of zoning designations;
- amendment of the Port area boundary;
- approval of sub-district/development area-specific demolition, and site preparation;

- remediation of environmental impairments, including the remediation of surface and subsurface soil and groundwater contamination caused by prior releases of hazardous materials and the abatement of environmental hazards from regulated building components such as asbestos and lead-based paints;

- installation, repair and/or improvements to major infrastructure; and

- ultimate redevelopment, for which either the types of uses and maximum densities from the Reuse Plan are assumed or, for the Port, achievement of projected cargo throughput capacity as described in the amended Seaport Plan is assumed.

The following sources were used to develop information regarding proposed redevelopment:

- **Redevelopment Plan:** for the entire project area, describes necessary major infrastructure improvements.

- **OARB Reuse Plan** (as amended): for the majority of the OARB sub-district, describes a preferred reuse alternative, designating land uses and densities/intensities, and some major infrastructure.

- **City/Port Application to BCDC for Amendment of the Bay and Seaport Plans and BCDC Amendment to the Seaport Plan:** generally describes proposed Port Priority land use designations, necessary Bay fill, seaport facilities, and the Port's share of regional cargo throughput in 2020.

- **Pre-Application Discussions:** for the 16th/Wood sub-district, information from pre-application development meetings is included for approximately 23 acres proposed as the Central Station. This redevelopment activity is in the conceptual planning stages, and no application has been submitted to the City. For purposes of this environmental review, the City has made conservative assumptions based on preliminary input. The City also made assumptions regarding likely development in the remainder of the 16th/Wood sub-district.

- **EIR Scoping Comments:** input received from community members, regulatory agencies, and the Port of Oakland during the EIR scoping period identifies some potential redevelopment elements and activities.[16]

- **Environmental Reports:** Soil and groundwater investigative reports, as described in Section 4.7: Hazardous Materials, and listed in Appendix 4.7.

3.6.1 Amendment of Land Use Classifications and Zoning Designations

General Plan Land Use Classifications

Figures 3-6a and 3-6b illustrate existing and proposed General Plan land use classifications for the project area. Existing General Plan land use classifications primarily include Business Mix

[16] See Staff Report to the Oakland City Planning Commission (September 19, 2001; Case File No. DET01-06, ER01-035), included in Appendix 1 of this EIR**.** All written EIR scoping comments in their entirety, plus written summarizations of verbal scoping comments are included in Appendix 1.

and General Industrial/Transportation. In addition, some shoreline areas along the Middle and Outer harbors are classified Park & Urban Open Space (City of Oakland 1998).

The Business Mix classification is intended to create and enhance areas of the City that are appropriate for a wide variety of business and related commercial and industrial establishments, and it allows for flexibility in land use decisions. With Combining Zoning, live/work uses are allowed on lands classified Business Mix. The General Industrial/Transportation classification is intended to recognize, preserve, and utilize areas of the City for a variety of business and related establishments that may have potential to create off-site impacts such as noise, light, glare, truck traffic, and odor.

Under the Redevelopment Plan, no new land use classifications would be added to the project area. The majority of the project area would retain its current classification, with some acreages shifting between Business Mix and General Industrial/Transportation in the OARB sub-district. In addition, some existing General Industrial/Transportation in the vicinity of the Bay Bridge and the shoreline of the Gateway development area would be reclassified Park & Urban Open Space. The City would amend land use classifications and zoning within the OARB sub-district to allow for redevelopment as envisioned in the OARB Reuse Plan.

Zoning

Currently, the entire project area is zoned Industrial (M). The OARB sub-district and the majority of the Maritime sub-district are zoned M-40 (Heavy Industrial). Two areas of the Maritime sub-district are zoned M-30 (General Industrial): immediately east of I-880 above West Grand Avenue, and immediately west of I-880 along both sides of 7th Street. The majority of the 16th/Wood sub-district is zoned M-30, with a small area between 9th and 11th streets zoned M-20 (Light Industrial). The majority of the 16th/Wood sub-district is additionally zoned S-16 (Industrial-Residential Transition Combining Zone). The intent of this zoning overlay is to provide a compatible transition between residential and industrial zones, including joint living-work quarters. The S-16 Zone may be combined with any other zone that has a General Plan land use classification of Business Mix or General Industrial/Transportation, and abuts a residential zone, or with any industrial zone that abuts a residential zone (City of Oakland Municipal Code § 17.101.020).

The City is currently updating its zoning regulations to make them consistent with the General Plan. This update process is expected to conclude in the near future. As part of this city-wide zoning update, the City will re-zone the project area with new zoning designations that best match the land use classifications of the Reuse Plan and the Redevelopment Plan. These zoning designations would be consistent with the "Business Mix" and General Industrial/Transportation land use classifications, allowing such uses as Office, Research and Development, Warehouse/Distribution, and Light Industrial.

insert (color)

Figure 3-6a Existing Oakland General Plan Land Use Classifications

Insert (color)

Figure 3-6b Proposed Oakland General Plan Land Use Classifications

At such time as specific development projects within the project area are proposed, the City will identify the appropriate new zoning designation for those uses. As part of the approval process for these subsequent development projects, the City will consider rezoning actions as determined necessary at that time. In all cases, the subsequent zoning actions shall only be approved when determined consistent with the General Plan land use classifications as described in the OARB Reuse Plan, and as discussed above.

In addition to zoning regulations, future proposed uses would have to take into consideration the level of remediation and any associated land use restrictions.

3.6.2 OARB Sub-District: Gateway Development Area Redevelopment Activities

Demolition, Site Preparation, and Remediation

The Gateway development area would generally be cleared for new construction. All structures[17] would be demolished or de-constructed ("de-construction" consists of dismantling a structure so that historic elements and materials such as large timbers can be reused), and existing paving and concrete would be removed. Surface and subsurface contaminants would be removed, or remediated as appropriate to comply with applicable federal, state, and local requirements and processes discussed in Section 4.7: Hazardous Materials. Remediation activities will include a variety of activities, ranging from subsurface excavation and removal of impacted soils, to containment and removal of regulated building materials such as asbestos, to ongoing soil and groundwater management programs to assure the protection of human health and the environment. The area would be graded and drainage corrected**.** Approximately 1 acre on the Gateway development area would be filled as required for construction of the Port's New Berth 21 (see discussion in Section 3.6.4, below).

Transportation Improvements

Realignment and Extension of Maritime Street. To accommodate the Port's reuse of OARB, existing Maritime Street (above 7th Street) would be realigned 400 to 600 feet to the east. In order to accommodate this realignment, Maritime Street would also be extended along the Gateway development area/Port development area boundary to connect with West Grand Avenue at the current Wake Avenue intersection in a loop configuration. The City may reserve some land within the Gateway development area for right-of-way to allow construction and connection of the Maritime Street extension to West Grand Avenue.

Access Roadway. An access roadway would be constructed from realigned Maritime Street through the center of the Gateway development area to the Gateway peninsula. For a portion of its alignment, this roadway would constitute improvements to existing Burma Road.

Trails. As partial mitigation for impacts resulting from its construction of the relocated I-880 Freeway, Caltrans has committed to fund a bicycle/pedestrian spur trail from the vicinity of the

[17] Wharf 7 and the majority of Wharf 6½ would remain and be reused.

MacArthur maze (Bay Bridge Distribution Structure) along Burma Road to the Gateway peninsula. Redevelopment would be designed in a manner that would not preclude Caltrans from fulfilling its commitment. In addition, redevelopment would include a Class I spine trail within the right-of-way of the new access road, connecting Maritime Street to the new spur trail in Burma Road.

Utility Improvements

Storm Drainage. The OARB storm drain system in the Gateway development area is in substantial disrepair due to age and settlement. Certain areas are subject to insufficient drainage and contamination from storm event and dry season flows. Storm drain upgrades would include replacement and/or rehabilitation of the existing system, and installing a network of new storm drainpipes. In addition, manholes, inlets and outfall structures with backflow gates would be replaced or repaired (EarthTech 2000).

Sanitary Sewer. It is anticipated that redevelopment of the Gateway development area would require installation of new sewer infrastructure, including pipes, manholes, lift stations and controls, and similar facilities. The existing EBMUD sewer outfall that passes through the Gateway development area would be retained.

Water. Build-out of the Gateway development area would require construction of a new looped water line system, including new fire hydrants and valves. Additionally, as part of its East Bayshore Recycled Water Project, EBMUD intends to supply the Gateway development area with high-quality reclaimed water for irrigation and possibly for industrial processes and commercial applications, as appropriate. The impacts of the construction of the reclaimed water system and use of reclaimed water were analyzed by EBMUD and are disclosed in the certified project EIR (EBMUD 2001).

Electrical. Overhead and underground electrical distribution systems exist throughout the OARB. Existing OARB electrical facilities, however, are insufficient to serve future development within the Gateway development area. Electrical upgrades include demolishing the existing system; installing a new underground duct bank from the Port's 115 kV/12 kV (kilovolt) Davis substation at Maritime and 7th streets to existing and new switchgear; replacing and upgrading the area main switchgear; installing a new underground duct bank for the Hetch Hetchy/Treasure Island 12 kV feeder; installing new underground electrical utility infrastructure; and installing new 12 kV pad-mounded switchgear, as necessary (EarthTech 2000).

Natural Gas. A new natural gas system would be installed from the existing Pacific Gas & Electric (PG&E) transmission line located on the south side of the Bay Bridge toll plaza.

Telecommunications. The telecommunication system presently serving the Gateway development area is insufficient to support planned future development. New infrastructure would be required to upgrade the system's capabilities, including installation of new distribution

cables, feeder cables, switches, and connections to building mainframes. Existing fiber optics feeding San Francisco must also be preserved.

Relocation of Utilities. As a result of the realignment of Maritime Street (see Section 3.6.3), major infrastructure located in the right-of-way of that portion of Maritime Street would be relocated, including 6-inch and 4-inch PG&E gas mains, overhead electric distribution lines, EBMUD water lines, and City storm and sanitary sewer lines. It is anticipated that these utilities would be relocated when Maritime Street is realigned.

Build-Out Projections

The Gateway development area would be redeveloped by the ORA to provide an attractive entry to the City of Oakland, create significant new employment opportunities, and bring new industry and business to the area.

Proposed land uses and development intensities for the Gateway development area are based on the "Flexible Alternative" land use plan developed during preparation of the Reuse Plan. As its name implies, this land use program is intended to provide the flexibility to balance economic and community interests for the Gateway development area over time. The focus of development within the Gateway development area would include light industrial, research and development (R&D), and flex-office space uses, with business-serving retail space.[18] In addition, some warehousing and distribution facilities and ancillary maritime support facilities would be located in this area. The Gateway development area also includes commitments for public benefit uses (*i.e.,* a park, job training, and possibly homeless assistance programs). No housing is proposed within the Gateway development area. Actual development within the Gateway development area may vary over time.

Economic Development. Within the Gateway development area, approximately 165 acres may be available for economic development opportunities, including certain lands owned by the Port and Caltrans outside of the OARB but within the Gateway development area. According to the Reuse Plan, the maximum anticipated development potential for this area is approximately 2,347,000 square feet of new "flex" uses, including light industrial, office, R&D, ancillary (and possibly regional) retail, and warehouse/distribution. Based on gross land availability (including land needed for future roadways, pedestrian circulation, utility easements, etc.), overall development intensity for this area would be a floor-to-area ratio (FAR) of 0.35. (See Table 3-1.)

Park. The EBRPD has requested 15 acres of land from the Army located immediately south of the Gateway peninsula for use as a public park. This park would be visible to eastbound travelers on the Bay Bridge and would serve as the gateway to the City of Oakland. It is currently referred to as the "Gateway Park." The park would be accessible from Bay Trail spurs

[18] Depending on market conditions, the City may elect to include high-end retail, regional-serving retail, and/or a hotel. These uses are analyzed in *Chapter 7: Alternatives to the Proposed Redevelopment Program*.

constructed as part of both redevelopment and other activities[19] connecting to the waterfront, the Bay Bridge, Maritime Street, and Shellmound Street (the latter in Emeryville). Additionally, EBRPD is exploring the opportunity to acquire several additional non-OARB properties (including 4 and possibly more acres in the immediate vicinity) that may be available for expansion of this park.

A waterfront strip classified Urban Park & Open Space encompassing approximately 10 acres would access, then parallel, the shoreline in the Gateway development area. In combination with the park, this open space would provide maximum feasible public access consistent with redevelopment of the project area.

Community/Civic. The JATC has requested 3 acres of OARB land for a job-training facility. This organization provides job training in the building trades.

Additionally, although the preferred alternative is to locate the Homeless Assistance Accommodation program run by the Homeless Collaborative outside of the project area, this EIR examines alternatives that locate some or all of the program in the Gateway development area (Chapter 7: Alternatives to the Proposed Redevelopment Program).

Ancillary Maritime Support. Approximately 15 acres of the Gateway development area would be dedicated to truck parking, cargo storage, or other ancillary maritime support uses. Such uses would be located in the northwest portion of the Gateway development area, generally at a site known as the Baldwin Yard, north of West Grand Avenue and adjacent to I-80.

3.6.3 OARB Sub-District: Port Development Area Redevelopment Activities

Demolition, Site Preparation, and Remediation

The Port development area would be cleared for new construction. All existing structures would be demolished or de-constructed, and existing paving and concrete would be removed. Surface and subsurface contaminants would be removed or remediated as appropriate to comply with applicable federal, state, and local requirements and processes described in Section 4.7: Hazardous Materials. Implementation of the remediation program will commence following Base conveyance, and be integrated, as feasible, with the Port's planned infrastructure improvements and redevelopment activities. Additionally, the area would be graded and drainage would be corrected.

Transportation Improvements

Realignment and Extension of Maritime Street. To accommodate 2020 cargo throughput commitment of the Port, and operational characteristics of proposed rail facilities at the New

[19] See Section 4.10: Recreation and Public Access, for a discussion of Caltrans' requirements to construct Bay Trail and other public access amenities resulting from BCDC permit conditions for the I-880 (Cypress Structure) Replacement and Bay Bridge Replacement projects.

Intermodal Facility, existing Maritime Street (above 7th Street) would be realigned 400 to 600 feet to the east. In order to accommodate this realignment, Maritime Street would also be extended along the Gateway development area/Port development area boundary to connect with West Grand Avenue in a loop configuration. A portion of the loop would be located on the Gateway development area. Realignment would require consolidation and reconfiguration of the existing intersections of Maritime Street and of Maritime Street West with 7th Street. The reconfigured intersection would be an at-grade four-way intersection. This would require realignment of a portion of Maritime Street below 7th Street.

Trails. Design of realigned Maritime Street would include a Class I spine trail that would connect to the existing Bay Trail spur along 7th Street, to the proposed spine along the Gateway development area access road (see above), and to West Grand Avenue. This Bay Trail spine would traverse a portion of the Maritime sub-district, as well as the Port development area of the OARB sub-district.

Utility Improvements

Storm Drainage. The OARB storm drain system in the Port development area is in substantial disrepair. Certain areas are subject to insufficient drainage and contamination from storm event and dry season flows. Storm drain upgrades would include replacement and/or rehabilitation of the existing system, and installing a network of new storm drainpipes. In addition, manholes, inlets and outfall structures with backflow gates would be replaced or repaired. Most runoff from the Port development area would be collected by the newly constructed storm drain system and would be conveyed to the Port's existing main pipelines (Port of Oakland 2002).

Sanitary Sewer. It is anticipated that redevelopment of the Port development area would require installation of new sewer infrastructure, including pipes, manholes, lift stations and controls, and similar facilities.

Water. Build-out of the Port development area would require construction of a new looped water line system, including new fire hydrants and valves. Additionally, as part of its East Bayshore Recycled Water Project, EBMUD intends to supply the Port development area with high-quality reclaimed water for irrigation and possibly other uses, as appropriate. The impacts of the construction of the reclaimed water system and use of reclaimed water were analyzed by EBMUD and are disclosed in the certified project EIR (EBMUD 2001).

Electrical. Overhead and underground electrical distribution systems exist throughout the OARB. Existing OARB electrical facilities, however, are insufficient to serve future development within the Port development area. Electrical upgrades may include demolishing the existing system; installing a new underground duct bank from the Port's Davis substation at Maritime and 7th streets to new substations and switchgear; installing a new underground duct bank for the Hetch Hetchy/Treasure Island feeder; installing new underground electrical utility infrastructure; and providing necessary back-up power sources (Port of Oakland 2002).

Natural Gas. A new natural gas system would be installed from the existing Pacific Gas & Electric (PG&E) transmission line located on the south side of the Bay Bridge toll plaza. New PG&E natural gas main and distribution pipelines would be installed in realigned Maritime Street and would extend to Port facilities (Port of Oakland 2002).

Telecommunications. The telecommunication system presently serving the Port development area may be sufficient to support planned future development, but would require relocation. Existing fiber optics feeding San Francisco would be preserved.

Relocation of Utilities. As a result of the realignment of Maritime Street, major infrastructure located in the right-of-way of Maritime Street would be relocated, including 6-inch and 4-inch PG&E gas mains, 12.47 kV overhead electric distribution lines, EBMUD water mains, and storm and sewer pipelines. These utilities would be relocated when Maritime Street is realigned.

Build-Out Projections

Relocation of Railyard Functions. The Port intends to improve efficiencies and geometrics of its existing Joint Intermodal Terminal (JIT) rail facility, where cargo is transferred to and from trains, by relocating the functions of that facility to the eastern portion of the OARB (including the former Knight railyard) and portions of the Maritime sub-district immediately west of the Union Pacific (UP) Desert railyard, which is located immediately west of I-880. This facility is referred to as the New Intermodal Facility. Relocation and enhancement of the JIT's functions would result in longer, straighter track design, using land more efficiently than the existing JIT and would be located adjacent and parallel to existing Union Pacific (UP) rail facilities. Remediation associated with rail relocation is anticipated to occur in tandem with such relocation. In addition, the New Intermodal Facility would allow for more efficient maritime use of property closer to the marine terminals. Finally, the facility is expected to increase rail efficiencies, allowing the Port to reach the Seaport Plan's 2020 cargo throughput goals by maximizing transport by trains, rather than by truck.

The New Intermodal Facility would consist of paved and unpaved ballasted surface areas, rails and support infrastructure. Other related modifications to tail and support tracks would be required south of 7th Street for optimal operation of the New Intermodal Facility.

Existing railroad tracks crossing over 7th Street located between Maritime Street and I-880 would be reconstructed to accommodate additional railroad tracks, and vehicular traffic parallel to the tracks. In addition, existing 7th Street would be widened beneath the overcrossing railroad tracks.

Temporary Ancillary Maritime Support. With realignment of Maritime Street, a strip of land of approximately 44 acres would be located between the New Intermodal Facility and existing Port Outer Harbor terminals. These lands are expected to be used in the interim for ancillary maritime support (AMS) operations such as container storage, truck parking, warehousing, and

offices. Ultimately, this land is expected to be incorporated into one or more realigned and expanded Port marine terminals.

3.6.4 Maritime Sub-District Redevelopment Activities

Demolition, Site Preparation, and Remediation

Maritime sub-district activities related to OARB reuse would require demolition or de-construction of two railroad structures, demolition of marginal wharves in the Outer Harbor, and removal of existing paved surfaces. Surface and subsurface contaminants would be removed or remediated as appropriate to comply with applicable federal, state, and local requirements and processes described in Section 4.7: Hazardous Materials. The area would be graded and drainage corrected. Approximately 3 acres would be excavated and dredged to a depth of –50 feet mean lower low water (MLLW), removing about 250,000 cubic yards (CY) of material to create new Bay surface. Approximately 2 million CY of fill would be deposited in the Outer Harbor (currently at –42 feet MLLW) to create about 29 acres of new land, or "fastland."

Transportation Improvements

Realignment and Extension of Maritime Street. A portion of the improvements to Maritime Street discussed above are within the Maritime sub-district. Specifically, a portion of Maritime Street below 7th Street would be realigned to create a single, four-way intersection.

Build-Out Projections

The Maritime sub-district encompasses existing and planned maritime, rail, and park facilities on Port of Oakland property, plus miscellaneous right-of-way and other parcels not under Port control. The Port development area (including submerged lands) will provide the Port with approximately 240 additional acres. This would allow improvements in operations that are expected to result in significant efficiencies in the movement of cargo. Consolidation and realignment of areas not currently configured at peak geometry, plus modernizing improvements, would allow the Port to meet its share of cargo throughput as described in the Seaport Plan (BCDC and MTC 1982, as amended through 2001). Specifically, the Port has estimated it would achieve 24.5 million annual metric tons of container cargo throughput by the year 2020. This estimate served in part as the basis of an amendment to the Seaport Plan. Proposed components of Port development, primarily in the Maritime sub-district, are generally described below.

Expansion/Realignment of Maritime Facilities. The trend in terminal operations is to create operational efficiencies through expansion of storage, or "yard" areas in marine cargo terminals. This requires larger, fewer terminals, and consolidation of land areas. Another recent trend in shipping and terminal operations is the proliferation of "strategic alliances," whereby previously highly competitive shippers have aligned with one another, exchanging equipment and sharing ship space to increase efficiencies. Usually, alliances are created between firms located on adjacent marine terminals. This physical proximity facilitates equipment and ship sharing. In

order to further assist these alliances, better alignment of adjacent wharf faces between terminals and flexibility in adjusting lease lines, fence lines, etc. is required. On an ongoing basis, the Port intends to consolidate and realign terminals to increase efficiencies and support alliances. Because all Port terminals have tenants, this action is accomplished as opportunities present themselves. Information regarding such consolidation and realignment is, therefore, conceptual, and subject to change. The Port does, however, intend to implement this policy until terminals are configured to tenants' preferences.

Partly using land freed from rail use by the relocation of the functions of the existing JIT, the Port anticipates realignment of virtually all of its existing container terminal areas and expansion of Berths 55-59. Through the realignment process, operational elements of adjacent terminals are located to facilitate common use of ships, cargo handling equipment, etc. between terminals. Such a shared arrangement can increase throughput for adjacent terminal operators, and shippers delivering to more than one terminal in a single port. Realignment generally results in fewer, larger terminals with greater upland area for more efficient cargo storage and transfer. Terminal realignment and expansion would improve the efficiency of maritime operations and provide capacity for cargo throughput expected in the Bay and Seaport plans. Information regarding Port terminal realignment and expansion is evolving, and this EIR analyzes impacts to the extent information is available regarding ultimate throughput as described in the City and Port of Oakland's application to BCDC for a Seaport Plan amendment (City and Port of Oakland 2000).

New Berth 21. The Port proposes to replace existing Outer Harbor Berths 21, 20, 10, 9, and 8 with a "New Berth 21." To achieve an efficient terminal and berth geometry, reconfiguration of a portion of the Outer Harbor shoreline, including both excavation and fill, would be necessary. Approximately 3 acres of new Bay surface would be created by excavation, and 29 acres of new land (fastland) would be created by fill (in part from the nearby excavation). These net 26 acres[20] of fill are the minimum necessary to achieve efficiencies required to meet the 2020 cargo throughput projections as presented in the amended Seaport Plan (MTC and BCDC 1996, as amended through 2001). By maximizing cargo throughput using former OARB lands, the Port will eliminate the need for the previously planned Army and Bay Bridge marine terminals. The elimination of these two facilities eliminates the need for 127 acres of Bay fill previously included in the Seaport Plan.

Ancillary Maritime Support. The Port proposes to develop a Maritime Support Center (MSC) for centralized AMS operations on 75 acres located in the vicinity of the existing JIT. The MSC would house activities that directly facilitate the Port's container operations, such as container

[20] Portions of areas slated for excavation and fill are located beneath marginal wharves along the shoreline of the Oakland Outer Harbor, a situation termed "covered fill." This covered fill would include approximately 1 acre within the Gateway development area. The acreages of excavation and fill in this description do not take into account covered fill, and are for the gross area of excavation and of fill. More precise quantities of cut and fill, including extent of covered fill, would be developed prior to submittal of applications for fill to the BCDC, RWQCB and Corps.

freight stations, truck parking, container/chassis repair, storage, trans-loading, related cargo handling and distribution operations, and Port harbor maintenance functions.

In addition, the Port and the City agreed in their application for Seaport and Bay Plan amendments that the Port would provide an additional 15 acres of land near the Port area designating AMS uses involving trucking (City and Port of Oakland 2001). In 2001 BCDC amended the Bay and Seaport plans by Port Priority Use to approximately 11 acres of land in the I-880 right-of-way under the elevated portion of the freeway, and approximately 10 acres of land between the I-880 right-of-way and Wood Street, so that the Port could negotiate use of these areas for AMS uses (BCDC 2001). Subsequently, the City has considered non-Port Priority uses for land below West Grand Avenue between Wood Street and I-880. If, after further property negotiations and redevelopment planning, the Port and the City identify alternative site(s) for Port AMS uses, the Port and the City will seek a further Seaport Plan amendment to designate a new Port Priority Use acreage and delete Port Priority Use from these identified properties.

3.6.5 16th/Wood Sub-District Redevelopment Activities

Development of this sub-district as proposed would require removal of Port Priority Use designation in portions of this area. Removal of that designation would require amendment of the Bay and Seaport plans.

Demolition, Site Preparation, and Remediation

Redevelopment of the 16th/Wood sub-district may involve demolition of certain buildings, although the historic SPRR (Amtrak) Station is not expected to undergo demolition. Surface and subsurface contaminants would be removed or remediated as necessary to meet applicable legal requirements. The area would be graded and drainage would be corrected.

Build-Out Projections

The 16th/Wood sub-district encompasses approximately 41 acres. It includes several sites that have the potential for redevelopment opportunities, including the 23-acre SPRR (Amtrak) station site and the 5-acre former Phoenix Ironworks site.

Central Station. According to pre-application discussions with City staff, a developer has presented a preliminary development concept, called "Central Station," that would include approximately 375 units of live/work space and approximately 1.4 million square feet of commercial, office, R&D, and retail space (inclusive of the live/work units). This concept plan includes restoration and reuse of the historic SPRR (Amtrak) station to include a community event space and creation of a 1-acre park. This is a preliminary development concept that would be generally analyzed in this EIR, and the concept plan may be altered or refined if subsequent, specific project applications for this site are received by the City.

Other Development. Other development and redevelopment plans within the remainder of the 16th/Wood sub-district are not known. Some parcels are currently for sale, but no pre-applications or applications are pending at the City. The EIR analysis assumes for purposes of cumulative impact analysis, build-out of 305,000 square feet of light industrial uses on the remaining parcels, which is consistent with the existing Business Mix land use classification identified in the General Plan.

3.7 OPERATIONAL CHARACTERISTICS AND ACTIVITIES

This section describes the characteristics and reasonably anticipated activities of project area operation that could result in impacts to the environment.

3.7.1 Light Industrial

Light industrial uses are proposed for the OARB sub-district Gateway development area and the 16th/Wood sub-district. Light industrial development includes a wide variety of land uses related to fabrication, processing, assembly, and non-smokestack manufacturing. These uses generally require 10 contiguous developable acres or more and good access to interstate freeway or other interstate transportation systems. Buildings are generally one to two stories. Utility system reliability is critical, and utility demand may be moderate to high. Light industrial uses generate a moderate amount of traffic, including truck traffic. Some light industrial uses may include processes that generate air or water pollutants. Some warehousing or storage of product may occur at the site. Hazardous materials may be transported to, stored, or used at light industrial sites.

3.7.2 Office and Research and Development

Office or R&D is proposed for the OARB sub-district Gateway development area and the 16th/Wood sub-district. Office development supports business, professional services, civic administration, medical, as well as non-hazardous laboratory and non-assembly, non-hazardous R&D uses. These uses generally require 25 contiguous acres or more to accommodate a multi-story building and surface parking and excellent telecommunications facilities. Office development should be located within 60 miles of a medium- to major-sized airport. Excellent transit connections are preferred. Office uses generate a high volume of employee vehicle traffic in peak commute hours. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at office sites.

R&D development includes data processing, laser technology, communications, medical or biotechnology laboratories. In addition, R&D includes research, testing, design, development, and training for technology-focused industries such as aerospace, telecommunications, vehicles, satellites, medical, computers, electronics, and robotics. Assembly may occur on site as well. These uses generally require 5 contiguous acres or more, good access to similar facilities or a university (for access to workforce and to enhance technology transfer), and

technical equipment support services. Buildings are generally low profile, but may be multi-story. R&D uses generate a moderate amount of traffic, most related to employees. Some warehousing or storage of product may occur at the site. Hazardous materials may be transported to, stored, or used at R&D sites.

3.7.3 Retail

Ancillary retail is proposed for the OARB sub-district Gateway development area and the 16th/Wood sub-district. This type of retail would support other uses at the site: restaurants for area workers, copy shops, etc. Ancillary retail requires 1,000 to 5,000 square feet, adjacent off-street parking, and access to a critical mass of customer base. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at retail sites.

The OARB sub-district Gateway development area may optionally include mid-sized, high-end retail. Such a use would be intended to attract shoppers to the site. Mid-sized retail generally requires 15 to 20 acres per store (including non-integrated parking), visibility from nearby major transportation facilities, and outstanding automobile access for a critical mass of customers. Buildings are two to five stories, and parking may be surface, or located in multi-story garages adjacent to or integrated with the main structure. Regional retail generates substantial traffic: employee and customer automobiles, delivery trucks, and trash haulers. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at retail sites.

3.7.4 Warehouse/Distribution

Warehouse/distribution is proposed for the OARB sub-district. Warehouse/distribution development includes the short-term storage and transport of cargo. In the OARB sub-district, this use is currently envisioned to be located above West Grand Avenue, on a parcel known as the Subaru site. Warehouse/distribution centers are typically 250,000 or more square feet, require 20 contiguous acres or more, and must have outstanding access to the interstate freeway system. Access to additional interstate transportation systems is highly desirable. Preferred nearby support services include trucking companies, mechanics, and janitorial services. In order to achieve required internal clearances, buildings are at least 30 feet in height. Warehouse/distribution facilities usually operate 24 hours per day and generate noise and air emissions from transport trucks, ground equipment, and possibly trains. Traffic generation is moderate; a high proportion is mid-sized and large trucks. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at warehouse sites.

3.7.5 Community/Civic

Community/civic use is proposed at the Gateway development area of the OARB sub-district. A specific use slated for this area is the JATC job training facility. This facility is expected to have the physical characteristics of, and operate much like, a light industrial land use. It may generate minor amounts of employee and trainee automobile traffic, as well as minor amounts of truck traffic. Job training would occur during regular business hours and could generate noise similar to a construction site. Minor amounts of routine construction hazardous materials (cleaning fluids, lubricants, fuels, paints, hydraulic fluids etc.) may be transported to, stored, and/or used at community/civic use sites.

In addition to the JATC facility, this analysis assumes the job/business training and food bank elements of the Homeless Collaborative program would occur in the Gateway development area. The training component would have the characteristics of light industrial, and the food bank would have the characteristics of warehouse/distribution land uses.

Community/civic use is also proposed for the 16th/Wood sub-district. Specifically, reuse of a portion of the historic SPRR (Amtrak) station is proposed as an event center. Exact details of the types of activities planned and the capacity of the facility are not yet stable and finite; but this document assumes the center would not generate substantial traffic in the peak hour, but would generate event-specific modest amounts of automobile traffic on a periodic basis.

3.7.6 Parks and Public Access

Interpretive/passive recreation park uses are proposed for the Gateway peninsula area of the OARB sub-district Gateway development area, along the Gateway development area shoreline, and a minor amount of urban park is proposed in the 16th/Wood sub-district. Parks require regular maintenance (trash removal, landscape upkeep, etc.). Depending on their size, parks generally generate very minor to minor amounts of routine, non-commute hour traffic. Parks that have event facilities may generate sporadic substantial temporary event-related vehicular traffic.

Waterfront development, including parks, requires non-vehicular public Bay access for pedestrians and bicyclists. Such public access generates essentially no vehicular traffic. Activities include landscape and trail maintenance.

3.7.7 Maritime

Maritime use is proposed for the OARB sub-district Port development area as well as the Maritime sub-district. Maritime development is fundamentally industrial; it is the movement of cargo between water-dependent transportation and another mode of transportation (*e.g.*, ship to truck, train to ship, etc.).[21] A marine terminal comprises a berth (the water area where ships

[21] Almost all cargo that passes through the Port of Oakland is containerized. The amount of cargo, or "throughput," is described as either metric tons, or—for containerized cargo—as a normalizing unit termed a twenty-foot equivalent unit (TEU). On average, one container of cargo is equal to 1.75 TEUs.

anchor), a wharf where cargo is transferred, a yard where cargo is stored, and a gate, where trucks enter and exit the terminal. A marine terminal requires contiguous waterfront land with direct access to the water, outstanding access to interstate roadways, and preferably, outstanding access to interstate rail facilities. A two-story administration building and several miscellaneous one-story buildings (*e.g.*, repair shop, storage, etc.) are typical; large waterfront cargo cranes and a variety of yard equipment are essential to terminal operation. Marine terminal operations related to ships may occur at any time; off terminal truck activities occur Monday through Friday 8 a.m. to 4:30 p.m. Operations can generate moderate amounts of employee vehicle trips and substantial truck traffic; because terminals operate on the basis of the shipping schedule, marine terminal traffic peaks may or may not correspond with other traffic peaks. Operations generate air emissions related to ships, trucks, yard equipment, and maintenance dredging; they also generate noise primarily related to transport trucks. During operations, some container ships maintain stability by up-loading ballast water into internal tanks, and as necessary, shifting ballast water internally and/or off-loading it. In this manner, aquatic organisms from one part of the world may be introduced to another, although ocean exchange of ballast water is required for ships that discharge ballast water at the Port of Oakland. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at maritime use sites.

3.7.8 Ancillary Maritime Support

AMS uses are proposed for the OARB and Maritime sub-districts. Such uses may include a variety of port-related transportation-supporting facilities, including and not limited to: truck parking; container freight stations (packing and unpacking containers); container depots (container repair, cleaning, and temporary storage);U.S. Customs inspections; and agricultural inspection facilities. The facilities would attract moderate traffic, primarily truck. Since traffic would be dependent on ship activity, marine terminal traffic peaks may or may not correspond with other traffic peaks. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at ancillary maritime support facilities.

3.7.9 Rail

Rail use is proposed for the Port development area of the OARB sub-district. Rail development is fundamentally industrial, and is the movement of cargo between rail-dependent transportation and another mode (*e.g.*, rail to truck, ship to train, etc.). A rail terminal comprises tracks, a yard where cargo is stored, and a gate, where trucks enter and exit the terminal. An intermodal rail yard handles mainly containerized freight. A rail terminal requires at least 75 acres of contiguous land with access to interstate roadways, and access to other modes, such as ships. A two-story administration building and several miscellaneous one-story buildings (*e.g.*, repair shop, storage, etc.) are typical; and a variety of yard equipment is essential to terminal operation. Rail terminals may operate 24 hours per day, seven days per week. Operations can generate moderate amounts of employee vehicle trips and substantial truck traffic; because terminals operate on the basis of the rail and shipping schedules, rail terminal traffic peaks may

or may not correspond with other traffic peaks. It should be noted that the truck trips generated by intermodal rail facilities occur predominantly on Port property, because these truck trips transport cargo between the rail facility and maritime facilities. Operations generate air emissions related to trains, trucks, and yard equipment; they also generate noise primarily related to trains and transport trucks. Routine hazardous materials (fuel, cleaning fluids, lubricants, etc.) may be transported to, stored, or used at rail sites.

3.7.10 Live/work

Live/work, high-density residential-commercial use is proposed for a portion of the 16th/Wood sub-district. Live/work land use usually requires excellent access to the arterial roadway system. Preferred nearby land uses include subsistence shopping (food, fuel, etc.), entertainment (restaurants), and community/civic services (transit, libraries, schools, hospitals, etc.). Buildings are generally multi-story. Live/work generates noise from vehicles and outdoor human activity, and air emissions from vehicles and in the winter from interior heating. Traffic generation from commute automobiles may be substantial in the commute peak hours, although less than with traditional high-density residential use.

3.8 CONSTRUCTION CHARACTERISTICS AND ACTIVITIES

This section describes the characteristics and reasonably anticipated activities of project area construction that could result in impacts to the environment. Chapter 4: Baseline and Setting, Impacts, and Mitigation, of this EIR describes potential effects of construction,[22] as well as best management practices (BMPs) and mitigation measures that would avoid or substantially reduce impacts of construction. These practices and measures would be made conditions of project approval, or required to be made enforceable through contract specifications. Construction is expected to occur on a parcel-by-parcel basis, from 2002 through 2020.

3.8.1 Demolition/Deconstruction and Removal/Remediation

All existing OARB and some Maritime sub-district structures would be demolished or de-constructed, and their foundations would be removed. As described in greater detail in Section 4.7: Hazardous Materials, regulated building components such as asbestos, electric transformers, and lead-based paints, will be removed and disposed of pursuant to applicable federal, state and local requirements. Additionally, surface and subsurface environmental conditions will be remediated in accordance with applicable federal, state and local requirements.

[22] Throughout Chapter 4: Baseline and Setting, Impacts, and Mitigation, "construction" includes demolition/deconstruction, removal/remediation, grading, excavating and fill activities, as well as infrastructure building and facility construction.

Assuming all OARB structures are removed, approximately 3.7 million square feet of existing structures would be demolished or de-constructed. The Army has identified some of these structures as contributing to the Oakland Army Base Historic District See Section 4.6: Cultural Resources.

3.8.2 Grading, Excavation, and Fill

In order to correct drainage, reduce the risk from flood or tsunami, and create sites geometrically suitable for development, site grading and land surface fill would be required. In addition, in order to develop a logical geometry for New Berth 21 in the Port development area of the OARB sub-district and a small portion of the Gateway development area, the shoreline would be reconfigured by filling 29 acres currently at a depth of –42 MLLW with approximately 2 million CY of material to create fastland, and excavating 3 acres to a depth of –50 feet MLLW to create open water (a net fill of 26 acres). While the excavated material would likely be one source of approximately 250,000 CY of the required fill, the source of the remaining approximately 1.8 million CY of the fill is not currently identified. This analysis assumes that material is imported from a location in the East Bay. It is estimated that approximately 90 percent of the fill material would arrive by barge, probably from maintenance dredging or from the Bay Bridge reconstruction project, and that 10 percent would arrive by truck.

3.8.3 Infrastructure and Utilities

Infrastructure and utilities include realignment of Maritime Street and utilities located within its right-of-way. Other roadway improvements and distribution utilities would be constructed as the need arises.

3.8.4 Construction Scenario

Construction methods are expected to be industry standard, and importation of specialized personnel from outside the region is not anticipated.

Because construction could occur over as much as 18 years, it is not practically possible to know how many personnel would be required or pieces of construction equipment would operate at any one time. It is, however, possible to broadly state that a combination of earthmovers, pile-drivers, cranes, and other heavy equipment, as well as haul and delivery trucks and personnel vehicles may be operating for months or years at a time.

This EIR includes a framework of BMPs and control measures for avoiding or mitigating reasonably anticipated construction impacts. These BMPs and controls focus on noise, air quality, traffic/parking, and water quality impacts; they rely in large part on policies and standards of the relevant resource and regulatory agencies. Construction BMPs and control measures are described as mitigation measures in Chapter 4: Setting and Baseline, Impacts, and Mitigation.

3.9 APPROVALS, PERMITS, AND CONSULTATIONS

Prior to undertaking demolition/deconstruction of structures, site preparation, or construction of improvements identified in this chapter, the ORA, City and/or Port may be required to obtain permits or approvals, or to engage in consultation with jurisdictional agencies. In addition, as subsequent redevelopment activities proceed, they may require additional permits, approvals, or consultations. Table 3-4 identifies potential discretionary regulatory requirements, and identifies agencies that may rely on the contents of this EIR to inform their discretionary decision-making process. This list may be modified from time to time, and the absence of an activity or an agency from the list does not preclude its use of this EIR for purposes of granting permits or approvals, or for engaging in consultation.

Table 3-4
Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR

Agency	Permit/Approval/Consultation Regulatory Trigger
	Federal
U.S. Army Corps of Engineers (Corps)	Section 404 (Clean Water Act) Permit Bay fill
	Section 10 (Rivers and Harbors Act) Construction in Waters of the U.S.
U.S. Fish & Wildlife Service (USFWS)	Section 7 (U.S. Endangered Species Act) Consultation for effects to special status species related to federally-permitted (Corps) action
National Marine Fisheries Service (NMFS)	Section 7 (U.S. Endangered Species Act) Consultation for effects to special status anadromous species related to federally-permitted (Corps) action
	State/Regional
California Department of Fish and Game (CDFG)	CEQA review Effects to state-protected species
S.F. Bay Conservation and Development Commission (BCDC)	Development permit Fill or excavation in the shoreline band Amendments to Seaport Plan Priority Port Uses
Caltrans	CEQA review Effects to State transportation systems
Regional Water Quality Control Board (RWQCB), Region 2	National Pollution Discharge Elimination System Permit (Waste Discharge Requirements [WDRs]) Effects to surface water quality from discharge of site runoff

Table 3-4
Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR

Agency	Permit/Approval/Consultation Regulatory Trigger
	General Permit
	Construction on site of 3 or more acres
	Clean Water Act 401 Certification for any Clean Water Act 404 permit
State Lands Commission (SLC)	Tidelands Trust Agreement
	Approve exchange of Tidelands Trust to place Trust on an area east of Maritime Street and remove Trust from area west of Maritime Street
California Department of Toxic Substances Control (DTSC)	Approve Remedial Action Plan (RAP) and accompanying Risk Management Plan (RMP), Consent Agreement, FOSET, oversee post-compliance remediation program
East Bay Regional Park District (EBRPD)	Accept property from Army
	Approve subsequent redevelopment activities
Bay Area Air Quality Management District (BAAQMD)	Grant demolition permits, stationary source permits
	Local
Oakland Base Reuse Authority (OBRA)	Adopt final Reuse Plan
	Continue Interim Leasing Program
	Approve acceptance of property from Army (including execution of necessary agreements)
	Obtain property from Reserves (including execution of necessary agreements)
	Approve transfer of property to ORA/City
	Approve a Finding of Suitability for Early Transfer, or FOSET (including execution of necessary agreements such as Consent Agreement and Environmental Services Cooperative Agreement)
	Secure environmental insurance for remediation program implementation
	Approve and execute Tidelands Trust Agreement for exchange of Trust between properties

Table 3-4
Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR

Agency	Permit/Approval/Consultation Regulatory Trigger
City of Oakland (City)	Amend Redevelopment Plan
	Amend General Plan
	Re-zone
	Approve amendment of Port area boundary
	Approve infrastructure improvements
	Issue demolition permits
	Issue miscellaneous land use approvals
Oakland Redevelopment Agency (ORA)	Amend Redevelopment Plan
	Approve acceptance of the OARB property from OBRA
	(including execution of necessary agreements)
	Approve transfer of property to the Port
	Approve infrastructure improvements
	Approve and execute Disposition and Development Agreement with Master Developer for the Gateway development area and/or 16th/Wood sub-district
	Implement redevelopment construction activities, including but not limited to infrastructure and remediation activities
	Approve subsequent redevelopment activities
Port of Oakland (Port)	Recommend amendment of Port area boundary
	Approve acceptance of property from OBRA (including execution of related agreements)
	Approve and execute Tidelands Trust Agreement for exchange of Trust between properties
	Waive reversionary rights to Gateway development area property
	Obtain property from the Reserves
	Approve infrastructure improvements
	Approve demolition permits
	Approve subsequent redevelopment activities

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