



Oakland Base Reuse Authority

*Gateway to the East Bay: Final Reuse Plan for the
Oakland Army Base*

Adopted July 31, 2002

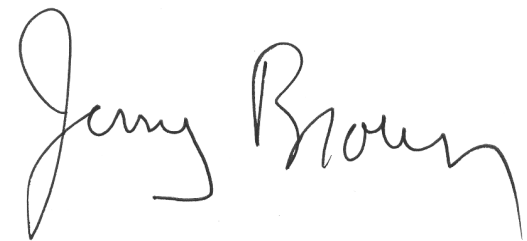
Message from the Mayor of Oakland

After protracted negotiations, the impending conveyance of the Oakland Army Base from the Department of the Army will pave the way for transforming this historic facility to civilian use.

From the time the Oakland Army Base was slated for closure in 1995, countless citizens, as well as each member of the Oakland Base Reuse Authority, generously contributed to the crafting of this *Final Reuse Plan for the Oakland Army Base*. Our representatives in Congress greatly assisted the process.

This property will give us a chance to develop a large parcel of land from the ground-up. Public benefit programs, such as job training and local hiring requirements, will be an integral part of the development.

We envision building a new “Gateway” commercial and waterfront development near the Bay Bridge touchdown and a major expansion of our Port’s terminal facilities. Together, these projects will create thousands of jobs in the city.

A handwritten signature in black ink that reads "Jerry Brown". The signature is written in a cursive, flowing style with a large initial "J" and a long, sweeping underline.

JERRY BROWN, Mayor of Oakland
Chair, Oakland Base Reuse Authority

Letter From the Executive Director

The *Final Reuse Plan for Oakland Army Base* is the community's blueprint and vision for redevelopment of the Oakland Army Base. It defines a reuse scenario that meets the City of Oakland's economic development goals and provides for a flexible mix of development options. Adopted by the Governing Body of the Oakland Base Reuse Authority (OBRA) on July 31, 2002, the *Final Reuse Plan* updates earlier drafts of the Reuse Plan with the final conveyance strategies that resulted from regulatory requirements, while continuing to reflect the commitments to sustainable economic development, job generation, community benefit and Port maritime expansion that formed the basis of the 1998 *Draft Final Reuse Plan* and the 2001 *Amended Draft Final Reuse Plan*.

This printing of the *Final Reuse Plan* describes the conveyance actions that occurred in fall 2002. On September 27, 2002, the Oakland Base Reuse Authority and the Oakland Redevelopment Agency signed the Economic Development Conveyance (EDC) agreement and related documents with the U.S. Department of the Army. On the same date, OBRA and the Redevelopment Agency signed the agreements with the Army and the state Environmental Protection Agency Department of Toxic Substances Control which will guarantee the funding and the program for environmental cleanup at the Army Base. Signing the agreements for a no-cost EDC transfer of 366 acres of the Oakland Army Base and for the Army's funding commitment were critical to ensuring a viable economic development program for the Base. The state agency signed off on a package of complex environmental remediation documents, which will be forwarded to Governor Gray Davis for approval. In order to give the reader a more complete picture of the Oakland Army Base conveyance process, we have included details of these actions.

Now that the critical conveyance and environmental documents have been signed, OBRA is going forward on implementing the conditions of the EDC and beginning planning for the environmental remediation process. We anticipate that development of the Oakland Army Base will mean significant economic growth and job generation for Oakland and the region.

ALIZA GALLO, Executive Director
Oakland Base Reuse Authority
November 18, 2002

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Executive Summary

Background

Oakland Army Base (OARB) is a 425-acre cargo and distribution facility strategically-located on the Oakland waterfront, just south of the eastern terminus of the San Francisco-Oakland Bay Bridge (Bay Bridge), and approximately two miles northwest of Oakland's central business district.

OARB was identified for closure in 1995 by the federal Defense Base Closure and Realignment (BRAC) Commission. On September 30, 1999, the Base ceased military operation and came under the full control of the Oakland Base Reuse Authority (OBRA) under a Master Lease with the Department of the Army.

OBRA is the designated Local Reuse Authority charged under BRAC law with planning and implementing the conversion of the closed military bases in Oakland, California. OBRA was formed as a Joint Powers Authority under California law in 1995 by the City of Oakland, the Oakland Redevelopment Agency and the County of Alameda. Pursuant to its bylaws and the joint powers agreement, OBRA has been responsible for the development, negotiation and entry of all agreements related to conveyance of the Army Base from the U.S. Department of the Army.

Upon conveyance of the Army Base property to OBRA, by no-cost Economic Development Conveyance (EDC), OBRA will transfer the property to the Oakland Redevelopment Agency (ORA) to conduct the redevelopment activities for the Base as contemplated in the *Oakland Army Base Final Reuse Plan*.

Final Reuse Plan for Oakland Army Base

The *Final Reuse Plan for Oakland Army Base* is a planning document prepared by OBRA which represents the preferred reuse vision for the Base. The *Final Reuse Plan* defines an economically viable direction for reuse of OARB which leverages the best opportunities and assets of the property to meet Oakland's economic and community development objectives. It is based on an extensive community planning process, regulatory requirements of the San Francisco Bay Conservation and Development Commission (BCDC), State Lands Commission and other government entities having legislative or regulatory authority over future use of OARB property, and the development needs of the City of Oakland and the Port of Oakland, that will be a partner in OARB's eventual reuse and redevelopment.

On July 31, 2002, the Oakland Base Reuse Authority adopted the *Final Reuse Plan* for the Oakland Army Base. The *Final Reuse Plan* defines the preferred reuse alternative for redevelopment of the Oakland Army Base, and continues to reflect the original goals and conceptual reuse strategy developed with assistance from the community and approved by OBRA and the Oakland Redevelopment Agency. This *Final Reuse Plan for Oakland Army Base* incorporates by reference and supercedes the *Amended Draft Final Reuse Plan* adopted April 9, 2001 and further amended on July 23, 2001, as well as the subsequent amendments of October 22, 2001 and April 22, 2002.

The preferred reuse scenario for OARB went through various refinements. It was initially defined in July 27, 1998 in OBRA's *Draft Final Reuse Plan for Oakland Army Base* as two complementary land use concepts: maritime expansion for Port of Oakland activities on the western portion of the Base, and establishment of a business and technology park to capture desired industries and to allow Oakland to better diversify its economic resources. To resolve potentially-inconsistent land uses contained in the Reuse Plan and in BCDC's *San Francisco Bay Area Seaport Plan*, which designated the entire Army Base as a "port priority use area" and thereby prohibited many of the uses envisioned in the business and technology park section of the Base, the reuse areas were "reconfigured" and the Port and OBRA exchanged previously designated development areas of the Base. BCDC, upon the request of OBRA and the Port, amended the Seaport Plan to remove the port priority use designation from the land west of Maritime Street and a portion of the land east of Maritime Street.

On April 9, 2001, OBRA amended the *Draft Final Reuse Plan* to reflect the exchange, designating a “Gateway Development Area” to physically define the area to be developed by the City, and adopting a “Conceptual Reuse Strategy” that identified intended land uses under the concept of a “Flexible Alternative.” Later that year, on July 23, 2001, the *Amended Draft Final Reuse Plan* was further amended to indicate a new conveyance (ownership) strategy between the Port of Oakland and OBRA. Two subsequent amendments were adopted, on October 22, 2001 and April 22, 2002, reflecting changes in acreage of specific conveyance methods.

On July 31, 2002, after completion of the *Oakland Army Base Redevelopment Area Plan Environmental Impact Report*, which analyzed potential environmental impacts associated with development of the Flexible Alternative as well as other land reuse scenarios, this *Final Reuse Plan* was adopted.

Conceptual Reuse Strategy

As did the original reuse strategy, the Flexible Alternative provides for a balance of economic and community interests and reflects a synthesis of development concepts identified, developed and refined through the reuse planning process. The Flexible Alternative is based upon a master plan approach; it identifies a menu of acceptable land use activities that can be further refined by the market conditions and demands at the time the OARB is developed. This approach maintains flexibility throughout the project by endorsing a broad envelope of probable market development activities. It represents Oakland’s preferred reuse alternative; reflects current and future market trends; and finally, is consistent with 1) the City of Oakland’s Economic Development Strategy and the Oakland Army Base Redevelopment Program, 2) the vision and guiding principles that were defined for the project, 3) the land uses discussed in the original reuse planning process, and 4) the economic development and the significant job generation requirements mandated by BRAC legislation that allow Oakland to obtain ownership of the Base through a no-cost Economic Development Conveyance (EDC).

Reuse Goals and Community Benefits

The *Final Reuse Plan* contains a strong commitment to ensuring that the local community benefits from the new economic activity that will occur at the redeveloped Oakland Army Base.

- **Local Hiring and Contracting**

As part of Oakland's commitment to ensuring sustainable job creation and economic opportunity for Oakland residents in the base reuse process, eventual developers of the OARB will be required to incorporate hiring, skills training and subcontracting opportunities for Oakland residents.

- **Job Training and Workforce Development**

Additionally, in recognition of the critical need for providing Oakland residents access to jobs and business development opportunities created by the reuse of OARB, the establishment of the Workforce Development Campus and Job Linkages Program by the Alameda County Homeless Base Conversion Collaborative is part of the Final Reuse Strategy.

- **Community Trust Fund**

The Conceptual Reuse Strategy includes a new resource to benefit the adjacent West Oakland community: a commitment to establish a Community Trust Fund. The Community Trust Fund is intended to provide financial support for West Oakland area projects and programs. The specific details of the Trust will be formulated and discussed with the West Oakland community through a planning process independent of the OARB conveyance process.

Homeless Assistance Accommodation

BRAC law requires that base closure reuse programs include an accommodation to recognized homeless services providers. In 1998, OBRA, ORA and the Alameda County Homeless Base Conversion Collaborative developed a multi-part homeless accommodation concept, which was formalized into a Legally Binding Agreement (LBA) in May 1999.

The LBA also contains a number of contingencies which, should one or more occur, requires a renegotiation of the accommodation. One of the contingencies is the inability to implement the accommodation due to requirements of BCDC. The LBA requires the parties to negotiate an alternative accommodation based on the balance reached in the initial accommodation.

The Alternate Accommodation may include the original three components: buildings and property, funding, and job and career training programs, although the parties may explore other resources and opportunities. In exchange for facilities and funding, the Collaborative will be responsible for the development and operations of acceptable job training and career development programs. Due to the reconfiguration of OARB land uses, the accommodation or parts of it eventually may be located off-site. The Collaborative requested the development of a revenue stream to provide ongoing support for these activities, and continuation of current Base leases until long-term solutions become available.

When finalized, a copy of the revised LBA will be attached to this document as an appendix.

Public Benefit Conveyance

The *Final Reuse Plan for Oakland Army Base* recommends that the 15-acre “Spit” of land alongside the eastern touchdown of the Bay Bridge be conveyed to the East Bay Regional Park District (EBRPD) through a Public Benefit Conveyance (PBC).

The U.S. Department of the Interior (DOI), the federal sponsoring agency for the Park PBC, approved EBRPD’s PBC application and is seeking assignment of that parcel from the Army.

The property transfer will occur following environmental remediation agreements between the Army, EBRPD/DOI and the State of California.

Historic Preservation

Pursuant to Section 106 of the National Historic Preservation Act (NHPA) (16 USC § 470 *et seq.*), the Army engaged in consultation with the State Historic Preservation Office (SHPO) regarding historic resources on the Base. In addition, the Army consulted with the Oakland cultural resources community regarding appropriate treatment of OARB historic resources.

The Department of the Army and the SHPO recognize the existence of a National Historic District on the Base. The SHPO had no objection to an Army finding that adequate recordation was conducted to mitigate for the loss or alteration of all OARB World War II “temporary buildings;” the Army has the ability to demolish these buildings and has SHPO’s agreement that only the exterior of all eligible buildings within the district are contributing elements.

On December 11, 2001, a Memorandum of Agreement (MOA) was executed between the SHPO and the Army that specifies the Army’s proposal to convey the properties to OBRA and Port of Oakland without preservation covenants and/or restrictions. The MOA describes the Section 106 consultation process and its conclusions; its execution signified completion of the Army’s Section 106 consultation process. OBRA and the Port of Oakland also were signatories to the MOA.

The *Draft Environmental Impact Report (EIR) for the OARB Redevelopment Area* (discussed more fully in Chapter 5) also addressed historic preservation concerns and options, and included the above Section 106 results. The SHPO was provided with a copy of the *Draft EIR* on April 29, 2002.

Further analyses conducted by the Port and OBRA have indicated the physical and, in some instances, economic infeasibility of retaining significant portions of OARB facilities within both the Port and Gateway Development Areas. Identification of toxic contamination in a strategic location within the GDA area and subsequent consultation with the State Department

of Toxic Substances Control have resulted in the Army's decision to demolish one of the structures within the historic district ("Building 1") prior to conveyance of the OARB to the OBRA.

Implementation of the *OARB Redevelopment Area Plan* and the *OARB Final Reuse Plan* is anticipated to result in removal of all existing OARB buildings, including 19 buildings and two of the three wharves that are located within, and contribute to a National Register-eligible Historic District. None of the contributing structures within the OARB Historic District is individually eligible; each is a contributing element to the Historic District as a whole. The removal of these historic buildings and the loss of the District are significant environmental impacts under CEQA. The *Draft EIR* recommended several mitigation measures to address these impacts. Implementation of these mitigation measures would partially compensate for the loss of the Historic District and its contributing elements; however, the residual impact is considered significant and the impact unavoidable.

The *Final EIR* recommends additional mitigation measures and modifications to strengthen and enhance the mitigation as presented in the *Draft EIR*. These OARB Historic District-related mitigation measures are more fully described in the *Final EIR*.

As it is possible that real estate market conditions could change over time, and/or that detailed development plans might include preservation of historic district contributing structures or elements, additional mitigation measures have been recommended, and changes to the mitigation measures as presented in the *Draft EIR* regarding commemoration and recordation have also been recommended.

When a specific development plan for the Base has been devised, the Oakland Redevelopment Agency will consider the implications of incorporating existing structures into the development plan. Until such time that either the Port or the ORA takes action to develop portions of the Base, the structures will remain as resources for OBRA's Interim Leasing Program.

Economic Development Conveyance

The Oakland Base Reuse Authority will receive title to approximately 366 acres of the Oakland Army Base through the no-cost Economic Development Conveyance mechanism. The transfer represents one of the few remaining zero-cost Economic EDCs by the Department of Defense in the nation and a unique “Brownfields” remediation program of a closed military installation in the State of California.

The 366 acres will be divided among the Oakland Redevelopment Agency and the Port of Oakland. The Agency will obtain approximately 140 acres of EDC property and the Port of Oakland will obtain approximately 226 acres of which approximately 170 acres are land acres and 56 acres of submerged land to support the Port of Oakland’s Berth 21 Project.

The EDC mechanism allows local reuse authorities, in this instance, OBRA, to obtain base property at, or below fair market value for job creation and economic development purposes. This mechanism provides communities with flexibility and local control over development. Under an EDC, the LRA can hold and manage the property over the long-term, or sell the property and retain the proceeds to finance infrastructure and other improvements necessary to support future development. The ability to control these real property interests and to benefit locally from any market transactions creates a powerful mechanism for local communities to proactively support economic development and job-generating activities that replace the economic benefits lost through the base closure process. The LRA must, during the first seven years following conveyance, reinvest in the property all proceeds from the sale, lease or exchange of the property.

On September 27, 2002, the Oakland Base Reuse Authority in conjunction with City of Oakland and the Oakland Redevelopment Agency entered into a Memorandum of Agreement (MOA) with the Department of the Army for the conveyance of approximately 366 acres of OARB land pursuant to a no-cost EDC.

Economic Development Conveyance Program Benefits

The Oakland Army Base EDC program focuses on the development needs of the City of Oakland and its Port of Oakland. Following conveyance, OBRA will transfer the City development parcel, known as the Gateway Development Area, to the Oakland Redevelopment Agency. OBRA will transfer the Port development parcel to the Port of Oakland.

Together, the two development projects will generate thousands of new jobs and bring significant investment and economic growth to Oakland and the region.

❖ Gateway Development Area

The Gateway Development Area (GDA) is envisioned to be a mixed-use waterfront commercial development containing a variety of land uses ranging from light industrial, research and development, flex-office, retail, and possibly a high-end hotel complex, which, when combined, will create significant economic benefits for Oakland.

Because of its proximity to the eastern touchdown of the Bay Bridge, the new GDA will be part of a modern, visually-pleasing entrance to the East Bay.

❖ Port of Oakland Development Area

OARB areas to be developed by the Port will provide marine terminal uses, including, without limitation, wharves, container yards, railroad facilities, including a Joint Intermodal Terminal, and related marine terminal uses.

Results of the reconfigured development areas will be to increase the cargo throughput capacity of the Port, thus exceeding the BCDC Year 2020 requirements, and to satisfy BCDC's ancillary maritime services requirements. In addition, the Port will be able to avoid filling 129 acres of submerged land because of development opportunities available from the reconfiguration.

Other benefits that will derive from implementation of the *OARB Final Reuse Plan* will include the following:

- Sustainable job creation and economic development which provides employment and advancement opportunities for Oakland residents and businesses;
- Balanced land uses which best leverage OARB assets, support sustainable land utilization, and improve the existing visual environment, land use variety and compatibility of local development;
- Increased public access to and along the Oakland waterfront;
- Remediation of site contamination as necessary, including related improvement of surface and groundwater quality; and
- Improved efficiency of Port operations, including the ability of the Port to handle 2020 cargo throughput projections.

Other Conveyance Efforts

▪ Army Reserve Exchange

OBRA has been part of a joint agency effort involving the Port of Oakland and the East Bay Municipal Utility District (EBMUD) to acquire certain properties located on and adjacent to OARB which are currently owned by the 63rd U.S. Army Reserve. Originally visualized as an exchange agreement, the Reserves have sought funding for relocation to new facilities at the Camp Parks Reserve Forces Training Area, in Dublin, California in exchange for its Oakland properties. If the Joint Agency effort does not materialize, OBRA will pursue a separate transaction with the U.S. Army Reserve.

Relocation of the Army Reserve Enclave is a critical component of fulfilling the City's development of the OARB described in the *Final Reuse Plan*, as well as the regulatory-driven expansion of Port and EBMUD facilities.

- **Port-OBRA-Caltrans Property Exchange**

Although not involving OARB property, OBRA is working with the Port to assemble additional property owned by the Port and/or Caltrans to add to the City's overall development footprint. These acres are adjacent to the City's development area, and will further enhance the viability of this area.

Finding of Suitability for Early Transfer

The no-cost EDC to OBRA is proposed to occur under a Finding of Suitability for Early Transfer (FOSET) from the Army. Pursuant to the requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), closed military base property cannot be conveyed until all environmental remediation has been completed. However, the requirement can be deferred if the military department and state regulators approve an environmental remediation plan that assures that the post-conveyance remediation activities to be undertaken by the property recipient are adequate to protect human health and the environment, thus triggering a FOSET. The Army's responsibility under a FOSET includes a funding obligation for cleanup that will occur after conveyance.

A FOSET may include placing restrictions on the type of development allowed in certain areas that will be cleaned to a less than fully-remediated standard. This is the "risk-based" approach used successfully by the Brownfields economic development initiative, authorized by the federal Environmental Protection Agency (EPA). The benefit of the Brownfields approach is the ability to generate economic activity on contaminated land that would otherwise be unutilized. Conveyance under a FOSET allows the recipient to gain control of the property earlier and to coordinate the remediation program with development activities.

In addition to the Economic Development Conveyance Memorandum of Agreement, a Remedial Action Plan (RAP) was proposed on behalf of the Oakland Base Reuse Authority and the California Environmental Protection Agency, Department of Toxic Substances Control (DTSC). The approved RAP, which recommends environmental remedies for the EDC property, and the Risk Management Plan (RMP), set forth the remediation program that will be

implemented for the EDC property to satisfy applicable state and federal requirements consistent with the FOSET. The following documents in support of the FOSET were signed on September 27, 2002 between the Army and the Oakland Base Reuse Authority/Oakland Redevelopment Agency. The latter two agreements also involve the State of California.

- Environmental Services Cooperative Agreement (ESCA)
 Technical Specifications and Requirements Statement
 Environmental Covenants, Conditions and Restrictions (CCRs)
- DTSC approved Remedial Action Plan/Risk Management Plan (RAP/RMP)
- Consent Agreement with State of California, to be signed by Governor Gray Davis.

Conclusion

Development of the Oakland Army Base offers an unprecedented opportunity for the City of Oakland to build a modern commercial, maritime and industrial center from the ground-up, and to create a signature entryway to the East Bay and new public access to the waterfront in a brand-new regional park.

This plan presents the vision for transforming the Oakland Army Base from an important military shipping facility into a new economic asset and model of sustainable development for Oakland and the region.

1.0 Introduction

1.1 Oakland Army Base Location, History and Setting

Located within the City of Oakland, the 425-acre Oakland Army Base (OARB) is approximately 2 and 6.5 miles from Oakland and San Francisco's central business districts, respectively. OARB is located on the Oakland waterfront adjacent to the East Bay terminus of the San Francisco-Oakland Bay Bridge, which forms part of its northern border. North of the bridge is the wetlands preserve of the Bay Bridge/Emeryville Crescent Resource Conservation Area. The Port of Oakland abuts the Base on the south, as does the former Navy Fleet and Industrial Supply Center, Oakland (FISCO), now a part of the Port. The community of West Oakland lies to the east. The Base sits at a transportation hub, where: two interstate freeways cross; the Port of Oakland is served by major maritime, rail and truck activity; and the Amtrak passenger service and the Bay Area Rapid Transit subway system have stations in West Oakland. (see Map 1)

Historically, the community of West Oakland was a thriving African American neighborhood close to plentiful railroad and ship-building jobs. (See Beth Bagwell: *Oakland, The Story of a City*, Oakland Heritage Alliance, 19892.) In recent decades, loss of that economic activity and decline of Oakland's industrial base resulted in sharp decline in the economic vitality of the area. However, it is also an area with great potential because of its location close to downtown and regional transit, as well as the numerous publicly-funded projects underway. Also, West Oakland will benefit from two newly-designated California Redevelopment Areas, the Oakland Army Base Redevelopment Area and the West Oakland Redevelopment Area. The community is highly-organized around neighborhood organizations, churches and schools, and has been involved in addressing West Oakland's and the greater area's needs for job training and employment opportunities through the OARB reuse planning process.

Downtown Oakland in the past decade has seen a resurgence of commercial growth and new construction. Statistics show an increase in high-tech jobs and capital investment in Oakland. Reuse of the Army Base represents an unprecedented opportunity for Oakland to build a modern commercial and industrial development from the ground-up.

Commissioned in 1941 as a sub-port and depot of the San Francisco Port of Embarkation at Fort Mason, Oakland Army Base was developed during World War II and served as a major cargo port during the war. Following the end of the war, OARB continued its mission as a major shipping and rail terminal and provided key logistical support for the Korean War, Vietnam War and the war in the Persian Gulf.

OARB was recommended for closure by the Defense Base Closure and Realignment (BRAC) Commission in June 1995, and officially closed for military operations in September 1999. Remaining Army presence on the Base following closure was a small caretaker unit responsible for facilitating the transfer of the OARB, and an Army Reserve enclave.

Following Army closure, the Oakland Base Reuse Authority (OBRA) has operated a successful interim leasing program under a Master Lease with the Army. Activities include warehousing, distribution, office and other civilian uses in close to 3.5 million square feet of warehouse and open space. The revenues generated from the leasing program have supported OBRA's base reuse and conveyance planning efforts on behalf of the City of Oakland. The leasing activities will continue until the Base is readied for ultimate redevelopment pursuant to this *Final Reuse Plan*.

1.2 Purpose of the Final Reuse Plan

The *Final Reuse Plan* is adopted prior to the transfer of the Oakland Army Base. The result of a community and public agency planning process, the *Final Reuse Plan* defines the preferred reuse alternative for development of the OARB. Preparation and adoption of a Base Reuse Plan are expected of a base closure community under federal law.

It is important to note that the Reuse Plan is not a development plan. It is a planning document which indicates a community's preferred reuse vision for closing military bases. It is conceptual in nature. The purpose of the Plan is to forward OBRA's "preferred alternative" to the Army, state and federal government agencies for evaluation. It does not constitute approval of a specific development project; rather, it serves as a broad policy framework within which a specific project may be identified.

The acceptance of the *Final Reuse Plan* and of the *Oakland Army Base Redevelopment Area Plan Final Environmental Impact Report (FEIR)* are interdependent. The *OARB FEIR* analyzes the environmental impacts and mitigations of the Base development alternatives, pursuant to the California Environmental Quality Act (CEQA). Pursuant to the requirements of CEQA, the *FEIR* has to be certified prior to adoption of the *Final Reuse Plan*. By adopting the *Final Reuse Plan*, the OBRA Governing Body accepts the findings contained in the *FEIR* for the *Oakland Army Base Area Redevelopment Plan* and incorporates them by reference.

Despite the numerous federal and state regulatory designations imposed upon the use and ownership of the OARB property, the *Final Reuse Plan* is consistent with all. The *Final Reuse Plan* provides the basis for OBRA to complete and execute the real estate and environmental agreements with the Army and the State of California required for conveyance of the Base.

This *Final Reuse Plan for the Oakland Army Base* incorporates by reference and supercedes the *Draft Final Reuse Plan* adopted July 27, 1998, the *Amended Draft Final Reuse Plan* adopted April 9, 2001 and further amended on July 23, 2001, as well as the subsequent amendments of October 22, 2001 and April 22, 2002.

1.3 Reuse Planning Process

The U.S. Department of Defense Office of Economic Adjustment recognized the Oakland Base Reuse Authority (OBRA) as the designated Local Reuse Authority for the Oakland Army Base following the decision to close the Base.

To ensure community involvement in the base reuse planning process, OBRA established the West Oakland Community Advisory Group (WOCAG) in September 1996. The WOCAG has been instrumental in the entire reuse planning process. WOCAG continues to meet on a regular basis and receive updates on implementation actions.

The San Francisco Bay Conservation and Development Commission (BCDC), in its *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan* (jointly issued with the Metropolitan Transportation Commission) initially designated the entire OARB as a port priority use area. This designation limited development of the Base to port and port-related activities; it did not allow for the broad range of reuse opportunities that were recommended in the *Draft Final Reuse Plan*. In addition to precluding a variety of desired land uses, the port priority use area designation and BCDC's related required allocation of one hundred acres of OARB property east of Maritime Street for cargo container terminal uses, prevented a number of OARB-related commitments expressed in the *Draft Final Reuse Plan* from being honored. These included: (a) the agreement to provide specific OARB facilities to the Alameda County Homeless Base Conversion Collaborative (Homeless Collaborative) for creation of a Workforce Development Campus; and (b) consideration of a proposed Public Benefit Conveyance (PBC) to the Painting and Decorating Joint Apprenticeship Training Committee of the Bay Area (JATC).

The apparent conflict between BCDC's *Bay* and *Seaport Plans* and the intended OARB development footprint prevented the Army from proceeding with actions to convey the Base to OBRA. In early 2000, upon notification by BCDC staff of the potential inconsistency between the *Draft Final Reuse Plan* and BCDC's *Bay* and *Seaport Plans*, a team of OBRA and Port staff collaborated to address the requirements of BCDC's container throughput projections. In order to retain the opportunity for a viable economic development and job generation project, OARB's reuse program needed to be reconfigured in a manner that (1) assured BCDC that adequate acreage will be devoted to meeting container through-put forecasts for the Year 2020, and (2) reserved remaining OARB property for other economic development uses. Essentially, under the reconfiguration, there was a redesignation of land uses for OBRA/ORR and the Port of Oakland: the OBRA/ORR would control approximately 189 acres of OARB property located primarily west of realigned Maritime Street and additionally in the area near the West Grand Avenue/Maritime Street intersection. The Port of Oakland would utilize approximately

184 acres of property located southeast of Maritime Street to expand its maritime facilities, including the development of the Joint Intermodal Terminal (JIT) and permanent dedication of 75 acres by the Port in its development footprint for maritime support services and truck parking. The exchange is illustrated on Maps 2 and 3 (Exhibits D and E of the BCDC Application, respectively)⁵ of this Plan. Once this “reconfiguration” was defined, the WOCAG and other key stakeholders explored various alternative reuse scenarios that would meet the original reuse planning goals and objectives.

On September 20, 2000, OBRA and the Port submitted an Application to Amend BCDC’s *Bay and Seaport Plans* by removing the port priority use and maritime terminals designations from portions of the OARB. The application, which was unanimously approved by BCDC on January 4, 2001, resulted in the amendment of the *Bay and Seaport Plans* to remove the port priority use area and maritime terminal designations from areas that would be developed by the ORA. The 1998 *Draft Final Reuse Plan* then had to be similarly amended to reflect the reuse program specified in the BCDC Application in order for the Army to receive a BCDC determination of consistency between the Coastal Zone Management Act and the closure of the Base by the Army, and to proceed with conveyance actions.

On April 9, 2001, OBRA amended the *Draft Final Reuse Plan* to incorporate the land use plan presented to BCDC. On July 23, 2001 OBRA further amended the *Amended Draft Final Reuse Plan* to approve a revised property disposition and conveyance strategy between the OBRA/ORA and the Port for ownership of the Base. Two subsequent amendments, on October 22, 2001 and April 22, 2002, further revised acreages of specific methods of conveyance.

This *Final Reuse Plan* identifies the land uses and conveyance strategy to be reflected in OBRA’s Economic Development Conveyance agreement with the Army for transfer of land at the Army Base.

1.4 Conveyance Strategy

1.4.1 Economic Development Conveyance

Based upon the land use reconfiguration reflected in the *Amended Draft Final Reuse Plan*, in September 2001, OBRA submitted a revised application for a no-cost Economic Development Conveyance (EDC) for 384 acres of land at the Oakland Army Base.

In March 2002, the Army informed OBRA that it had approved its application for a no-cost Economic Development Conveyance. In late summer 2002, OBRA's EDC application was further amended to reflect the acquisition of approximately 18 acres of the EDC property by the Federal Highway Administration (FHWA) to the California Department of Transportation (Caltrans) in February 2002. As such, the final EDC program involves 366 acres of Oakland Army Base property.

Following conveyance, OBRA will transfer approximately 140 acres of OARB property to the Oakland Redevelopment Agency, which will develop the property. OBRA also will transfer, under a purchase agreement, approximately 170 land acres and 56 acres of submerged land to the Port of Oakland.

1.4.2 Public Benefit Conveyance

The *Final Reuse Plan* recommends that the 15-acre stretch of OARB land alongside the eastern touchdown of the Bay Bridge be conveyed to the East Bay Regional Park District (EBRPD) through a Public Benefit Conveyance (PBC).

Through the BRAC state and local screening process, the U.S. Department of the Interior (DOI), the federal sponsoring agency for the Park PBC, approved EBRPD's PBC application and is seeking assignment of that parcel from the Army. The property transfer will occur following environmental remediation agreements between the Army, EBRPD/DOI and the State of California.

1.4.3 Other Conveyance Efforts

- **Army Reserve Exchange**

OBRA has been part of a joint agency effort involving the Port of Oakland and the East Bay Municipal Utility District (EBMUD) to acquire certain properties located on and adjacent to OARB which are currently owned by the 63rd U.S. Army Reserve. Originally visualized as an exchange agreement, the Reserves have sought funding for relocation to new facilities at the Camp Parks Reserve Forces Training Area, in Dublin, California in exchange for its Oakland properties.

Relocation of the Army Reserve Enclave is a critical component of fulfilling the City's development of the OARB described in the *Final Reuse Plan*, as well as the regulatory-driven expansion of Port and EBMUD facilities.

- **Port-OBRA-Caltrans Property Exchange**

Although not involving OARB property, OBRA is working with the Port to assemble additional property owned by the Port and/or Caltrans to add to the City's overall development footprint. These acres are adjacent to the City's development area, and will further enhance the viability of this area.

2.0 OARB Reuse Goals & Objectives

2.1 Summary

The following Planning Principles, Environmental Guidelines, Goals and Objectives were developed through the community process to guide the reuse and implementation planning at Oakland Army Base. These statements of intent and purpose reflect OBRA's base reuse vision. The overarching objective was "to define a clear but flexible land use direction for the reuse of OARB properties which best capitalizes on the Base's location, assets, and economic development potential."

2.2 Planning Principles

The key themes which emerged in the early planning process remain the guiding principles of the implementation planning for Oakland Army Base.

- **Community Involvement**
- **Sustainable Economic Development**
- **Asset Management and Leveraging**
- **Developmental Cohesiveness**
- **Balanced Planning Approach**

2.3 Goals and Objectives

The following goals and objectives are the core principles of this *Final Reuse Plan*.

2.3.1 Land Use

Goal: *Create a balanced land use pattern which best leverages OARB assets, supports sustainable land utilization and enhances the local quality of development.*

Objectives:

- Provide for a reuse of OARB that capitalizes on the Base's significant size, uniform ownership and strategic location.
- Promote development activities that are compatible with the objectives and adjacent land uses of the West Oakland community.
- Explore mixed-use concepts which capitalize on synergies between different land uses.
- Balance economic development and value-added uses with public benefit, environmental and community uses.
- Promote high-quality, efficient and cohesive land utilization which minimizes negative impacts on local communities and infrastructure.
- Support land uses which address the unique employment and job training needs of the Oakland community.

2.3.2 Employment and Economic Development

Goal: *Sustainable job creation and economic development which provide employment and advancement opportunities for Oakland residents and businesses.*

Objectives:

- Promote sustainable job creation and job retention opportunities for Oakland residents.
- Minimize public subsidy and maximize return of revenues to the City of Oakland.
- Encourage reuse activities which leverage other regional assets within the Bay Area.
- Stimulate desired private investment and improve the quality and diversity of Oakland's economy.

- Target growth industry clusters of the 21st century.

2.3.3 Urban Design and Neighborhood Character

Goal: *High quality and vibrant districts which provide a safe, attractive and healthy urban environment.*

Objectives:

- Promote high quality architectural, landscape and streetscape features which define a memorable gateway into Oakland and the East Bay.
- Promote pedestrian-friendly environments which provide pleasant places for workers and visitors.
- Ensure that unsafe or potentially incompatible uses are separated by buffer zones or transition areas.

2.3.4 Transportation and Circulation

Goal: *Provide for a safe, efficient and effective movement of people and goods to and from OARB which minimizes adverse impacts to local communities and roadways.*

Objectives:

- Promote transportation programs and strategies which reduce reliance on the automobile.
- Focus heavy truck traffic on designated arterial routes to minimize adverse impacts to surrounding communities.
- Promote the creation of dedicated walkway/bikeways at OARB which are integrated with those of surrounding communities.
- Encourage pedestrian circulation within and between activity areas.
- Promote the extension of the Bay Trail system at OARB with public access to the Bay Bridge isthmus.
- Promote affordable and convenient transit services and access to the Base and waterfront public areas.

2.3.5 Environmental Resources

Goal: *Protection, preservation and enhancement of environmental resources.*

Objectives:

- Preserve and enhance sensitive biological habitats throughout relevant areas of OARB, such as the Bay Bridge isthmus area.
- Promote the creation of open space areas in and near where people work.
- Promote the development of a public access shoreline park at the Bay Bridge isthmus.
- Promote development patterns and practices that improve the overall air, water and environmental quality of the local community and the region as a whole.

2.3.6 Public/Community Services

Goal: *High quality public/community services.*

Objectives:

- Ensure an appropriate balance between economic development and community development which addresses the unique needs of Oakland residents.
- Ensure the seamless and timely transition of public services and facilities from military to civilian use.
- Ensure job training/placement programs which link employment opportunities provided at OARB with the employment needs of the Oakland community.

2.3.7 Sustainable Energy and Recycling Practices

Goal: *High quality practices which maximize reuse and recycling opportunities and minimize waste generation.*

Objectives:

- Explore (and act on) building deconstruction practices that maximize reuse/salvage and recycling of building materials where building removal is necessary.

- Promote recycling and all possible higher uses other than landfill disposal in connection with building demolition.
- Encourage new design that incorporates sustainable energy use.
- Provide incentives for new users to employ use of recycled products and to maximize recycling and minimize waste that goes to landfill.

3.0 Conceptual Reuse Strategy

3.1 New OARB Development Areas

The new development areas resulting from the reconfiguration of land uses at the Oakland Army Base (OARB) provide a sizable, attractive footprint for a mix of economic development activities for the city of Oakland and surrounding environs. Because of its proximity to the East Bay terminus of the Oakland/San Francisco Bay Bridge and I-880 freeway, the area to be developed by the Oakland Redevelopment Agency (ORA) has been termed the “Gateway Development Area.” This area will provide for an attractive entry to the city of Oakland, create significant employment, and bring new industry to Oakland. The area to be developed by the Port will allow expansion of Port maritime activities, pursuant to BCDC requirements and Port of Oakland needs.

3.1.1 Gateway Development Area

The land the Oakland Redevelopment Agency will develop as the Gateway Development Area (GDA) primarily is located in the northwest portion of the Army Base. The GDA will be composed of approximately 140 acres of the Base which OBRA will acquire through a no-cost Economic Development Conveyance from the Army and of several other parcels, both on and adjacent to the Base. These parcels include a portion of the OARB parcel known as the “Subaru Lot,” which is owned by the 63rd U.S. Army Reserve, and several small off-base parcels which OBRA will acquire from Port of Oakland. Overall, it is projected that the Oakland Redevelopment Agency will control approximately 170 acres.

Because each portion of the GDA provides for distinct land reuse opportunities, the area, for planning purposes, has been divided into the five subareas described below.

- (1) *West Subarea*, the approximately 24.5-acre triangular-shaped parcel bounded by the Oakland Harbor and Caltrans’ Bay Bridge facilities;

- (2) *Central Subarea*, the approximately 70-acre parcel located just south of West Grand Avenue and west of the current Maritime Street, and comprising the major development area within the reconfiguration footprint;
- (3) *North Subarea*, the approximately 32-acre area defined by the Baldwin Yard (13 acres) and Subaru site (19 acre) located north of West Grand Avenue (*Note: the Subaru Lot is currently held by the U.S. Army Reserve.*);
- (4) *East Subarea*, the approximately 35-acre parcel located east of the current Maritime Street; and
- (5) *Public Park Subarea*, the 15-acre linear-shaped parcel that is designated for park use. (*Note: this parcel will be conveyed directly to the East Bay Regional Park District by means of a Public Benefit Conveyance.*)

These subareas are illustrated on Map 4. (Boundaries shown on Map 4 are for illustrative purposes and are not drawn to scale.)

3.1.2 Port Development Area

The Port of Oakland's future Port Development Area of approximately 226 acres is located in the west and southeast portions of the Base. The Port Development Area includes approximately 170 acres of land area and approximately 56 acres of submerged land. The Port will also need to acquire approximately 11 acres of U.S. Army Reserve property.

3.2 Conceptual Reuse Strategy

This *Final Reuse Plan* recommends a master plan approach for reuse of the Army Base, designated as the "Flexible Alternative." The Flexible Alternative was identified as the "Preferred Alternative" in the *Oakland Army Base Redevelopment Area EIR*. It is a menu of acceptable land use activities that can be further refined by market conditions and demands at

the time the OARB is developed. Termed a “Conceptual Reuse Strategy,” this approach maintains flexibility throughout the project by endorsing a broad envelope of probable activities, while allowing for current and future market trends. The Conceptual Reuse Strategy for the Gateway Development Area is described on the following pages. It is consistent with (a) the City of Oakland’s Economic Development Strategy and the Oakland Army Base Redevelopment Area Plan, (b) the vision and guiding principles that were defined for the base reuse project, (c) the land uses discussed in the original reuse planning process, and (d) the economic development and job generation requirements of the no-cost Economic Development Conveyance requirements under which OBRA will receive ownership of the Base.

3.2.1 Program Overview for the Gateway Development Area

The Gateway Development Area would be redeveloped by the Oakland Redevelopment Agency 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 GDA 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 over time. The focus of development within the GDA would include waterfront, light industrial, research and development (R&D) and flex-office space uses, with business-serving retail spaces. High-end commercial retail space may be an option. Such commercial development should be of a high-quality nature, e.g. a Four-Star Hotel. Mid-range retail is not appropriate. In addition, some warehousing and distribution facilities and ancillary maritime support facilities would be located in this area. The GDA program also includes commitments for public benefit uses. No housing is proposed with the GDA. Actual development within the GDA may vary over time.

The anticipated development potential for this area is approximately 2.4 million 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 the need 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

Using the above-referenced subareas, the Flexible Alternative is described on the following page, and illustrated in Map 5. (The information shown in Map 5 is for illustrative purposes only, and is not drawn to scale.). Approximately 3 million square feet of new development activities are expected to result from the Flexible Alternative.

Flexible Alternative				
Major Focus: Light Industrial, Research and Development and Flex Office				
<i>East Subarea Description</i>	<i>Central Subarea Description</i>	<i>West Subarea Description</i>	<i>North Subarea Description</i>	<i>Park Subarea Description</i>
Light Industrial and Flex-Office facilities ranging in floor-plate area from 44,000 – 111,600 square feet in size, yielding a total of approximately 376,000 square feet of development area. Possible location of the Homeless Collaborative if an off-site location is not secured.	High yield of Research and Development facilities and Flex-Office buildings. The buildings would range in floor plate area from 57,000 – 90,000 square feet, yielding approximately 552,000 square feet of Research and Development/ Flex Office and 444,000 square feet of Light Industrial activity, and 25,000 square feet of High-end Retail activity.	Four- to five-story corporate campus-like buildings with floor plates averaging 46,000 square feet, yielding a total of 600,000 square feet of Office area. Within this intense development envelope is the possibility of also developing a Four-Star Hotel.	The Baldwin Yard would be used to provide 15 acres of ancillary maritime support services as required by BCDC. The Subaru site could be developed with up to approximately 300,000 square feet of Warehouse and Distribution facilities or additional Light Industrial activities	Public Park Use for EBRPD

3.2.2 Port of Oakland Program Overview

The Port of Oakland is the fourth largest container port in the United States. The opportunity to develop the Port parcel at the Oakland Army Base will allow the Port to expand and upgrade its marine terminal capacity, providing: wharves, container yards, railroad facilities, including its new Joint Intermodal Terminal, and related support services.

Specifically, the Port intends to improve efficiencies and geometrics of its existing Joint Intermodal Terminal (JIT) rail facility, where cargo is transferred to and from rail cars, by relocating the functions of that facility to the eastern portion of the OARB (including the former Knight Rail Yard) and portions of the Maritime sub-district immediately west of the Union Pacific Desert railyard, which is located immediately west of the I-880 freeway. This facility is referred to as the New Intermodal Facility. Relocation and enhancement of the JIT's functions will result in longer, straighter track design, using land more efficiently than the existing JIT, and will be located adjacent and parallel to the existing Union Pacific rail facilities. Remediation associated with rail relocation is anticipated to occur in tandem with such relocation. In addition the New Intermodal Facility will 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 BCDC *Seaport Plan 2020* cargo throughput goals by maximizing transport by rail, rather than by truck.

The New Intermodal Facility will consist of paved and unpaved ballasted surface area, rails and support infrastructure. Other related modifications to tail and support tracks will 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 will be reconstructed to accommodate additional railroad tracks and vehicular traffic parallel to the tracks. In addition, existing 7th Street will be widened beneath the overcrossing railroad tracks.

Overall, the Port of Oakland will be able to satisfy the Year 2020 cargo throughput demand forecast in BCDC's *Bay Plan* and *Seaport Plan*, consistent with the port priority use designated for the Port parcel in these plans.

3.2.3 Job Generation Estimates

Maximizing the number and variety of prospective jobs for the city's employment base has always been an important objective of the OARB reuse program. The Flexible Alternative meets this objective.

Together, the GDA and Port developments are expected to result in more than 8,500 jobs. Estimates have predicted the following numbers of new jobs in these categories: professional/sales: 3,311 jobs; clerical: 1,534 jobs; blue collar: 4,014 jobs.

3.3 Other Components of the Final Reuse Strategy

Included within the Final Reuse Strategy are original elements of the Base Reuse program, which, to the extent possible, are being honored in the current effort. These elements reflect OBRA's commitment to providing opportunities for the following:

- ◆ Job training and educational resources (e.g., the JATC program);
- ◆ Public use components (e.g., the public park that will be operated by the East Bay Regional Park District); and
- ◆ Social benefit (e.g., the Workforce Development Campus and Job Linkages Program that are a part of the Homeless Assistance Accommodation).

3.3.1 Job Training and Educational Resources

Painting and Decorating Joint Apprenticeship Training Committee (JATC)

The original *Draft Final Reuse Plan* provided for a Public Benefit Conveyance (PBC) of OARB property to the Painting and Decorating Joint Apprenticeship Training Committee (JATC) to provide job-training services. When OBRA amended the *Draft Reuse Plan*, a

commitment of three acres of the Gateway Development Area's "East Subarea" was included for JATC's PBC. However, the U.S. Department of Education, JATC's federal sponsoring agency for its PBC, later found that because of the environmental conditions of the base property and the regulatory requirements of the PBC program, the PBC application could not be approved. Facilitating job training opportunities is an important element of the OARB reuse project; consequently, this *Final Reuse Plan* recommends that the 3-acre allocation for the JATC program be accommodated through a separate transaction between OBRA and JATC, for land obtained through OBRA's EDC award.

3.3.2 Public Use

Proposed Gateway Park

The East Bay Regional Park District (EBRPD) application for a 15-acre Public Benefit Conveyance was approved by the Army as part of the Final Reuse Program for the Oakland Army Base. The U.S. Department of the Interior, under the National Park Service, Federal Land to Park Program, sponsored the application to OBRA and the Army.

The EBRPD intends to develop the area as open space and parkland, with a future connection to the Bay Trail. The new park will be called the Gateway Regional Park. (The Gateway Regional Park is described more fully in Chapter 4.)

It is intended that the Gateway Development Area's master developer will coordinate with the EBRPD to maximize public open space and access the waterfront, previously unavailable to Oakland's citizens.

3.3.3 Social Benefit

Homeless Collaborative Programs/Workforce Development Campus

BRAC law requires that base closure reuse programs include an accommodation to recognized homeless services providers. In 1998, OBRA, ORA and the Alameda County Homeless Base Conversion Collaborative (Collaborative) developed a multi-part homeless accommodation

concept, which was formalized into a Legally Binding Agreement (LBA) in May 1999. The LBA provides for 1) long-term leases of approximately 229,100 square feet of space in eight OARB buildings for the development of the Workforce Development Campus; 2) funding of \$1 million to the Collaborative; and 3) OBRA and ORA endorsement of the development of the Workforce Development Campus and a Jobs Linkages Program by the Collaborative. Additionally, the LBA provided for funds in lieu of real property to support homeless services off-site should the Collaborative not lease certain of the designated buildings.

The LBA also contains a number of contingencies which, should one or more occur, requires a renegotiation of the accommodation. One of the contingencies is the inability to implement the accommodation due to requirements of BCDC. The LBA requires the parties to negotiate an alternative accommodation based on the balance reached in the initial accommodation.

The Alternate Accommodation may include the original three components: buildings and property, funding, and job and career training programs, although the parties may explore other resources and opportunities. In exchange for facilities and funding, the Collaborative will be responsible for the development and operations of acceptable job training and career development programs. Due to the reconfiguration of OARB land uses, the accommodation or parts of it eventually may be located off-site. The Collaborative requested the development of a revenue stream to provide ongoing support for these activities, and continuation of current Base leases until long-term solutions become available. The parties will investigate the feasibility of acquiring suitable off-site leasable facilities for the Collaborative's programs and services. If off-site facilities cannot be identified, ORA and the Port will be responsible for the construction of facilities on-site, if feasible. All parties realize that on-site facilities cannot be built until the approval of the Tidelands Trust exchange (see Section 5.5 for details); therefore the Collaborative programs will need to remain in their current locations at the Army Base for the present, and current Collaborative leases will be converted to \$0 rent. The Alternate Accommodation also may provide for a "buy-out" option based on fair market value of the real property associated with the May 1999 Agreement; this option is not favored by the Collaborative. When finalized, a copy of the revised LBA will be attached to this document as an appendix.

3.3.4 Ancillary Maritime Support Services

BCDC has required that the OBRA and Port together commit a total of 30 acres to ancillary maritime support uses, which include trucking-related activities. OBRA designated the Baldwin Yard area to remain Port Priority Use for this activity, and the Port is securing 15 acres of non-OARB property. However, the decision to devote the Baldwin Yard to these activities was rendered in response to BCDC's mandate that a specific site for maritime activities be identified at the time of its January 4, 2001 decision on the Port Priority Use amendment application. The decision was made independently of the OARB land development planning process. Subsequent evaluation may reveal other more suitable locations for these activities. BCDC has agreed that should OBRA's master planning process that will occur when the Base is ready for development identify an alternative location, it will facilitate an expedited process for further amending its Plans to reflect the new location.

The 30 acres are part of a comprehensive program to ensure that adequate land is devoted to ancillary maritime activities. One of the strengths of the reconfiguration proposal is the permanent dedication of 75 additional acres by the Port in its development footprint for maritime support services and truck parking.

4.0 Environmental, Historic and Community Resources

4.1 Public Access to Environmental Resources

The Conceptual Reuse Strategy maintains the strong recognition of the *Draft Final Reuse Plan* of the importance of preserving and enhancing environmental and community resources as part of the reuse of the Oakland Army Base.

As noted in Chapter 3, the approximately 15-acre Spit, along the south side of the Bay Bridge touchdown, will be transferred through a Public Benefit Conveyance to the Department of the Interior for development as a regional shoreline park by the East Bay Regional Park District (EBRPD). This park dedication will open up this stretch of bay shoreline to public use and open space preservation. As the new Gateway Regional Park it will provide waterfront access, open space and wildlife habitat. It also will add to a visually-pleasing entrance to the East Bay.

The California Department of Transportation (Caltrans), as part of the public access requirement of its Bay Bridge East Span replacement project, will contribute 4.2 acres to the Gateway Park to be used as parking and other public access. OBRA and the City of Oakland advocated for these amenities as mitigations under BCDC's permitting process for Caltrans' Bay Bridge project.

In addition, a proposed extension of the San Francisco Bay Trail that will link the Gateway Park with the Emeryville shoreline to the north and, eventually, with the Oakland waterfront to the south, remains an open space/public access element in the *Final Reuse Plan*.

Eventual site planning efforts for defining the specific development project will be coordinated with the California Department of Fish and Game and other appropriate parties to minimize the project's impact on biological resources.

4.2 Historic Resources

4.2.1 Federal and State Findings

The Department of the Army and the State Historic Preservation Office (SHPO) recognize the existence of a National Historic District on the Base. The district consists of 23 contributing

buildings and structures. With the exception of Buildings 1, 60, 88, 99, 812 and Buildings 151, 152, 153 (the wharves), all buildings and structures within the historic district qualify as “World War II temporaries,” defined as buildings constructed during the war to temporary standards (see Map 6).

SHPO had no objection to an Army finding that adequate recordation was conducted to mitigate for the loss or alteration of all OARB World War II temporary buildings; the Army has the ability to demolish these buildings and has SHPO’s agreement that only the exterior of all eligible buildings within the district are contributing elements.

Pursuant to Section 106 of the National Historic Preservation Act (NHPA) (16 USC § 470 *et seq.*), the Army engaged in consultation with the SHPO regarding historic resources on the Base from September 2000 to December 2001. In addition, in August 2000, the Army consulted with the Oakland cultural resources community regarding appropriate treatment of OARB historic resources. Through the Section 106 consultation process, the Army took 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 Agreement (MOA) was executed between the SHPO and the Army that specifies the Army’s proposal to convey the properties to OBRA and Port of Oakland without preservation covenants and/or restrictions. The MOA describes the Section 106 consultation process and its conclusions, and its execution signified completion of the Army’s NHPA Section 106 consultation process. OBRA and the Port of Oakland also were signatories to the MOA.

4.2.2 EIR Findings

The *Draft Environmental Impact Report (EIR) for the OARB Redevelopment Area* (discussed more fully in Chapter 5) also addressed historic preservation concerns and options, and included the above Section 106 results. The SHPO was provided with a copy of the *Draft EIR* on April 29, 2002.

Further analyses conducted by the Port and OBRA have indicated the physical and economic infeasibility of retaining significant portions of OARB facilities within both the Port and Gateway Development Areas. Identification of toxic contamination in a strategic location within the GDA area and subsequent consultation with the State Department of Toxic Substances Control (DTSC) have resulted in the Army's decision to demolish one of the structures within the historic district ("Building 1") prior to conveyance of the OARB to the OBRA.

Implementation of the *OARB Redevelopment Area Plan* and the *OARB Final Reuse Plan* is anticipated to result in removal of all existing OARB buildings, including 19 buildings and two of the three wharves that are located within, and contribute to a National Register-eligible Historic District. None of the contributing structures within the OARB Historic District is individually eligible; each is a contributing element to the Historic District as a whole. The removal of these historic buildings and the loss of the District are significant environmental impacts under CEQA. The *Draft EIR* recommended several mitigation measures to address these impacts. Implementation of these mitigation measures would partially compensate for the loss of the Historic District and its contributing elements; however, the residual impact is considered significant and the impact unavoidable.

The *Final EIR*, Chapter 3, Response to Comments, contains an explanation of why preservation of certain Historic District-contributing buildings is not currently considered feasible. It also contains a comprehensive re-write of mitigation measures to address public comments on this impact. Generally, the *Final EIR* concludes that there are known determinants making infeasible the reuse of OARB Historic District contributing structures based on Redevelopment Plan activities, including: 1) new Port development projects in the Port development area; 2) remediation requirements throughout the OARB sub-district; and 3) economic factors that indicate preservation and reuse of historic district contributor buildings within the GDA is infeasible.

Economic factors are critical in that, if reuse of the contributing Historic District buildings cannot be feasibly accomplished without unacceptably affecting project economics, it would jeopardize completion of the Economic Development Conveyance of the OARB from the Army to OBRA.

4.2.3 Future Implementation

It is possible that real estate market conditions could change over time, and/or that detailed development plans for the GDA might include preservation of historic district contributing structures or elements. Given the potential for such changed circumstances in the future, additional mitigation measures have been recommended, and changes to the mitigation measures as presented in the *Draft EIR* regarding commemoration and recordation have also been recommended. These new mitigation measures and modifications to previous mitigation measures strengthen and enhance the mitigation as presented in the *Draft EIR*. These OARB Historic District-related mitigation measures are more fully described in the *Final EIR*.

When a specific development plan for the Base has been devised, the ORA will consider the implications of incorporating existing structures into the development plan. Until such time that either the Port or the ORA takes action to develop portions of the Base, the structures will remain as resources for OBRA's Interim Leasing Program.

4.3 Community Resources

4.3.1 Community Benefit

The Conceptual Reuse Strategy includes a new resource to benefit the adjacent West Oakland community: a commitment to establish a Community Trust Fund. The Community Trust Fund is intended to provide financial support for West Oakland area projects and programs. The specific details of the Trust will be formulated and discussed with the West Oakland community through a planning process independent of the OARB conveyance process.

4.3.2 Workforce Development

Additionally, in recognition of the critical need for providing Oakland residents access to jobs and business development opportunities created by the reuse of OARB, the promotion of the

Workforce Development programs continues to be part of the Final Reuse Strategy. (This is discussed at greater length in Chapter 3.)

4.3.3 Local Hiring and Contracting

As part of OBRA/ORA's commitment to ensuring sustainable job creation and economic opportunity for Oakland residents in the base reuse process, eventual developers of the OARB will be required to incorporate hiring, skills training and subcontracting opportunities for Oakland residents.

5.0 Jurisdictional & Regulatory Considerations

In addition to the goals and objectives of the OBRA, there are a number of key planning, regulatory and jurisdictional considerations that will affect ultimate development of the OARB. While an exhaustive list is presented in the *Final EIR*, the following are regulatory agencies or planning documents that have had a direct bearing on reuse planning for the OARB. Chief among them are (1) the *City of Oakland General Plan*, (2) *San Francisco Bay Area Seaport Plan*, (3) *West Oakland Community Plans*, (4) the *Port of Oakland Vision 2000* program, and (5) the California State Lands Commission's Tidelands Trust.

5.1 San Francisco Bay Area Seaport Plan and San Francisco Bay Plan

The San Francisco Bay Conservation and Development Commission (BCDC) exerts its authority over development on San Francisco Bay through its regulatory program and two planning documents: the *San Francisco Bay Area Seaport Plan* (as amended through 2001), developed jointly with the regional Metropolitan Transportation Commission (MTC) and the *San Francisco Bay Plan* (as amended through 2001). The *Seaport* and *Bay Plans* initially designated the entire OARB as a port priority use area. However, the *Seaport Plan* was amended in January 2001 to reflect the reconfiguration of OARB development areas described earlier. The port priority use area designation is applicable to the Port Development Area and the Baldwin Yard portion of the Gateway Development Area only. As set forth herein, the designated land uses for those two areas are maritime and maritime support services, respectively, and are two of BCDC's regulatory requirements.

5.2 Oakland General Plan

The *Oakland General Plan* identifies OARB and adjacent properties as a growth and redevelopment area and acknowledges the need for flexibility in the land use classifications and policies for this area. The *General Plan* will be amended as required to reflect the final development land uses.

5.3 West Oakland Community Plans

This *Final Reuse Plan* is in accordance with the conclusions of various West Oakland City and community-sponsored studies and planning efforts, stressing the need to provide sustainable community development and employment opportunities that do not produce adverse impacts to the local community. In general, the Conceptual Reuse Strategy supports these community objectives by promoting environmentally-friendly uses that generate employment and business development opportunities that are accessible to local residents. The most relevant *West Oakland Community Plan* for this geographic location is the *Oakland Army Base Redevelopment Area Plan*.

5.4 Port Vision 2000 Program

The Port of Oakland is the fourth largest container port in the United States. The opportunity to develop the Port parcel at the Oakland Army Base will allow the Port to expand and upgrade its marine terminal capacity, part of the strategy presented in the Port's Vision 2000 program to maintain its competitiveness in the expanding and modernizing container trade between the U.S. west coast and Asia, as well as other world markets.

The previous step in the Port's expansion was the development of the 430-acre former Navy-owned Fleet and Industrial Supply Center, Oakland (FISCO) property in the Oakland Outer Harbor, which was transferred to the Port after that facility closed in 1999. The addition of the OARB Port parcel will create a contiguous area for new development.

The Vision 2000 program also includes Open Space, Recreational, Public Access and Shallow Water Habitat elements, which all are consistent with the port priority uses required under the *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*. The component Vision 2000 projects have been environmentally cleared under both the National Environmental Policy

Act (NEPA) and the California Environmental Quality Act (CEQA). In addition, all BCDC and other permits have been secured and construction of the Vision 2000 program is well underway.

5.5 Tidelands Trust

Land within the state of California that is submerged or subject to tidal action and filled lands that once were submerged or subject to tidal action generally are subject to the Public Trust for Commerce, Navigation and Fisheries (Tidelands Trust). Portions of the Army Base are submerged, subject to tidal action or filled lands, and are within the Tidelands Trust.

The Tidelands Trust is an easement of the State on property, and generally restricts the use of land to navigation, fishing and commerce. The Trust was imposed on the property through the State grants of land to the City. While the Tidelands Trust may not be applicable to property that is under the use and ownership of the Department of Defense, it is applicable to closed military base property that is conveyed to local governments. The State Lands Commission has made a preliminary determination of Tidelands Trust lands located on the Army Base; the Base land west of the inland line (i.e., the east side) of Maritime Street will be subject to the Tidelands Trust after conveyance.

OBRA, ORA and the Port intend to seek an exchange of the Tidelands Trust designation from land west of Maritime Street to the Port's development area on the east side. This exchange will require state legislation and an agreement with SLC. It should be noted that Tidelands Trust exchanges have occurred at other closed military bases and SLC has expressed its willingness to consider such an exchange at OARB. An exchange would release the Gateway Development Area from trust constraints, whereas remaining OARB property will be developed by the Port with uses that are consistent with the Trust.

It should be noted that the conveyance of land from the Army to the OBRA can occur prior to resolution of the Tidelands Trust issue.

5.6 Environmental Determination and Environmental Findings

5.6.1 National Environmental Policy Act

Pursuant to the National Environmental Policy Act (NEPA), the Army analyzed the disposal and reuse of Oakland Army Base in its *Environmental Impact Statement (EIS)*. The *Final Environmental Impact Statement for Oakland Army Base Disposal and Reuse* was issued in December 2001. Subsequently, the Department of the Army published its *Record of Decision (ROD)* on June 14, 2002. The ROD permits the Army to proceed with disposal of the Base.

5.6.2 California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires an analysis of development alternatives and their environmental impacts. Pursuant to CEQA, an Environmental Impact Report (EIR) (ER01-035) was prepared for the Oakland Army Base Redevelopment Area Plan, which includes the Army Base. The *OARB Area Redevelopment Area Plan Draft EIR (DEIR)* was released for public review on April 29, 2002. Comments were solicited for a 45-day period, ending on June 12, 2002. The Oakland Planning Commission held a public hearing on the *DEIR* on June 5, 2002, during which comments pertaining to the adequacy of the environmental document were received. In addition, written comments were submitted on the adequacy of the *DEIR* from public agencies, organizations and individuals. A *Final EIR (FEIR)*, which contains responses to comments received on the *DEIR* and revisions to the *DEIR* text, was released on July 19, 2002. The *FEIR* consists of: the *DEIR* by reference, letters received in response to the *DEIR* and a summary of oral comments made on the *DEIR*, responses to oral and written comments, and other revisions and modifications to the *DEIR*.

The *Final EIR* was certified by the City of Oakland Planning Commission on July 31, 2002. As the Lead Agency, the City of Oakland, acting through its Planning Commission, is responsible for certifying the *FEIR*.

Following the City Planning Commission action on the *FEIR*, OBRA, as a Responsible Agency, made CEQA findings regarding the adequacy of the *FEIR*, then acted to approve the *OARB Final Reuse Plan*. Prior to approving the *Final Reuse Plan*, OBRA was required to make the following findings related to:

- certification of the OARB Area Redevelopment Plan *FEIR* (finding that the *FEIR* has been prepared in compliance with CEQA, the State CEQA Guidelines, and the City's local Environmental Review Regulations);
- determination of which of the project's impacts are less than significant, significant but mitigable, or significant and unavoidable;
- determination that a reasonable range of alternatives was considered in the *FEIR* and reasons why such alternatives were rejected as infeasible;
- a statement of overriding considerations which explains why the benefits of the proposed project outweigh the adverse, significant and unavoidable impacts associated with the project; and
- adoption of the Mitigation Monitoring and Reporting Program connected with the environmental cleanup program for the Army Base.

6.0 Property Disposition and Conveyance Strategy

A critical component of the OARB reuse planning process is the determination of how property ultimately will be transferred from the Department of Defense (DOD) to entities that will reuse the property. Two DOD conveyance mechanisms are recommended in this *Final Reuse Plan*: an “Economic Development Conveyance” (EDC) and a “Public Benefit Conveyance” (PBC). Though not a BRAC conveyance mechanism, a third approach by which OARB property is expected to be conveyed consists of a property exchange between joint agencies (OBRA on behalf of the ORA, the Port of Oakland, and East Bay Municipal Utility District) and the U.S. Army Reserve. Finally, the last approach for dispensing of OARB property consists of an agreement between the OBRA/ORA and the Port, whereby the Port Development area would be obtained from the Army by OBRA through an EDC, then through a separate transaction, be transferred to the Port for redevelopment. (All proposed property conveyances are illustrated on Map 7.)

6.1 Economic Development Conveyance (EDC)

The EDC mechanism allows local reuse authorities (LRAs), in this instance, OBRA, to obtain base property at, or below fair market value for job creation and economic development purposes. This mechanism provides communities with flexibility and local control over development. Under an EDC, the LRA can hold and manage the property over the long-term, or sell the property and retain the proceeds to finance infrastructure and other improvements necessary to support future development. The ability to control these real property interests and to benefit locally from any market transactions creates a powerful mechanism for local communities to proactively support economic development and job-generating activities that replace the economic benefits lost through the base closure process. The LRA must, during the

first seven years following conveyance, reinvest in the property all proceeds from the sale, lease or exchange of the property.

On September 27, 2002, OBRA, ORA and the Army entered into a Memorandum of Agreement for the conveyance of approximately 366 acres of OARB land pursuant to a no-cost EDC. The MOA contains a number of conditions, such as the completion of environmental documents and appraisals prior to actual conveyance of the property.

6.2 Public Benefit Conveyance (PBC)

A PBC is a mechanism used to transfer surplus federal property for “public purpose” use including education, health, landmarks, parks and recreation, ports and airports, and wildlife conservation. State and local government agencies, nonprofit organizations, and other non-federal public entities may apply for PBCs. Approved recipients may receive conveyances at a substantial discount (up to 100 percent of fair market value) subject to DOD and federal sponsoring agency approval.

Through the concurrence of the Oakland Base Reuse Authority, the 15-acre Park Subarea of the Gateway Development Area will be conveyed to the East Bay Regional Park District (EBRPD) through a Public Benefit Conveyance.

The U.S. Department of the Interior (DOI) has approved EBRPD’s PBC application and is seeking assignment of that parcel from the Army. The property transfer will occur following environmental remediation agreements between the Army, EBRPD/DOI and the State of California.

6.3 Finding of Suitability for Early Transfer

6.3.1 Finding of Suitability for Early Transfer

Pursuant to the requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), closed military base property cannot be conveyed until all environmental remediation has been completed, triggering a Finding of Suitability for Transfer (FOST) or prior to the completion of an environmental remediation plan with which the military department and state regulators concur that post-remediation activities to be undertaken by the property recipient are adequate to protect human health and the environment, triggering a Finding of Suitability for Early Transfer (FOSET).

A FOSET may include placing restrictions on the type of development allowed in certain areas that will be cleaned to a less than fully-remediated standard. This is the “risk-based” approach used successfully by the Brownfields economic development initiative, authorized by the federal Environmental Protection Agency (EPA). The Army’s responsibility under a FOSET includes a funding obligation for cleanup that will occur after conveyance.

6.3.2 Remedial Action Plan

A Remedial Action Plan was prepared on behalf of OBRA and the California Environmental Protection Agency, Department of Toxic Substances Control. The approval of the EDC remediation program is also included in the *OARB Redevelopment Area EIR*, certified on July 31, 2002.

The RAP identifies and evaluates potential remedial alternatives for the 366-acre EDC property which will be conveyed to OBRA prior to the completion of all required environmental remediation. The early transfer requires that both the State of California and the Army find that all required remediation will be undertaken after transfer (FOSET). The RAP has been prepared consistent with requirements for preparing a RAP under Section 25356.1 of Chapter 6.8 of the California Health and Safety Code including as referenced therein the National Oil and Hazardous Substances Pollution Contingency, set forth in Part 300, Title 40.9 of the Code of Federal Regulations.

Upon final approval by DTSC, the Remedial Action Plan and its appended Risk Management Plan (RMP), which constitutes an element of the recommended remedies, will set forth the remediation program that will be implemented at the EDC property to satisfy applicable state and federal requirements consistent with the FOSET.

Under the Environmental Services Cooperative Agreement (ESCA) to be signed between the Army and OBRA, the Army will retain certain environmental responsibilities (cleanup of radiological materials, chemical and biological warfare agents, and unexploded ordnance, if any). Additionally, the Army will retain responsibility for the land and submerged acres, including marine sediments, to be conveyed to the East Bay Regional Park District by a Public Benefit Conveyance; the Army Reserve parcels, comprising approximately 26-acres; and any property that is not being transferred via the EDC.

The RAP identifies seven areas of the EDC property that must be remediated in priority order under specified environmental remediation remedies, within five years after conveyance of the EDC property. The RMP provides environmental remedies for known or potential contamination for the remainder of the EDC property. The RMP remedies consist of institutional controls and protocols for managing low risk issues. It is proposed that the RMP sites be remediated within 10 years after conveyance and in phases consistent with the redevelopment efforts of the Oakland Redevelopment Agency and the Port of Oakland.

Upon approval of the Remedial Action Plan, OBRA and the Army will enter the ESCA contract for securing the Army's portion of the environmental remediation funding. OBRA and the State will also enter into a Consent Agreement to codify OBRA and the Redevelopment Agency's commitment to implement the RAP. DTSC and the Army also will need to enter into a Memorandum of Agreement.

The FOSET process culminates upon Governor Gray Davis's approval of the FOSET/Covenant Deferral Request recommended by DTSC. Upon this action, the Army will transfer the title of the Economic Development Conveyance property (366 acres) to the Oakland Base Reuse Authority for implementation of the Final Reuse Plan.

The approval of the Remedial Action Plan and the Early Transfer/FOSET will allow the Oakland parties to obtain ownership of the EDC property sooner and result in the coordination of environmental remediation with development activities, without sacrificing human health or safety. The overall benefits of an Early Transfer add to the success of the reuse plan because of the timing, cost efficiencies and development control.

The Army and DTSC's oversight will continue post-conveyance, ensuring that any use limitations developed by the FOSET to protect human health and the environment be incorporated as deed restrictions.

6.4 Other Related Base Conveyance Efforts

6.4.1 Army Reserve Transaction

An Army Reserve enclave occupies property on and adjacent to Oakland Army Base totaling approximately 42 acres. The U.S. Army Reserve 63rd Regional Support Command obtained title to the 7-acre OARB "Garrison Area" (which includes Buildings 762 and 780) and the 19-acre "Subaru Lot" during the federal screening process that followed the 1995 closure announcement for the Army Base. It already owned the 16.6-acre "Heroic War Dead" site, which includes a headquarters building, located off-base near the northern boundary, adjacent to the wastewater treatment plant of the East Bay Municipal Utility District (EBMUD).

OBRA has been part of a joint agency effort involving the Port of Oakland and EBMUD to acquire these properties from the Army Reserve. Originally visualized as an exchange agreement, the Reserves have sought funding for relocation to new facilities at the Camp Parks Reserve Forces Training Area, in Dublin, California in exchange for its Oakland properties.

Relocation of the Army Reserve Enclave is a critical component of fulfilling the City's development of the OARB described in the *Final Reuse Plan*, as well as the regulatory-driven expansion of Port and EBMUD facilities. OBRA is interested in acquiring a portion of the former Subaru Lot, located north of West Grand Avenue, as part of the North Subarea of the GDA. EBMUD wishes to acquire the Army Reserve headquarters building and Heroic War

Dead site for expansion of its wastewater treatment facility. The Port would like to acquire the Reserve's Garrison Area, which is located in the midst of the OARB land on which it plans the expansion of its Joint Intermodal Terminal. The Port also seeks to acquire the small portion of the Subaru Lot that includes rail yard.

6.4.3 California Department of Transportation

On February 11, 2002, the Federal Highway Administration (FHWA) executed two quitclaim easement deeds and one quitclaim deed for portions of OARB, to the California Department of Transportation (Caltrans) in support of its Bay Bridge construction project. The conveyances are summarized as follows:

- **Temporary Construction Easement**
Caltrans acquired a temporary construction easement for Pier 7 in order to conduct its Bay Bridge Eastern Span replacement project. The temporary easement will terminate at the completion of the bridge project (approximately seven to ten years), and a quitclaim deed will be delivered to release and extinguish the easement. Caltrans is required to rehabilitate the area to at least the condition in which it was transferred.
- **Nonexclusive Road Easement**
Caltrans was granted a temporary nonexclusive road easement on Burma Road to access Pier 7.
- **Quitclaim Deed**
Caltrans received fee title by quitclaim deed to approximately 16 acres of land under the I-880 freeway extension which runs over Base property. The purpose of the conveyance is to allow Caltrans to maintain the freeway and control the underfreeway uses. OBRA and the Port are currently in litigation with Caltrans regarding the conveyance; however the parties are seeking to arrive at a resolution to ensure implementation of the *Final Reuse Plan*.

Each of these circumstances will affect the timing of OARB's development in accordance with the *Final Reuse Plan*.

6.4.4 Port-OBRA-Caltrans Property Exchange

Though not involving OARB property, OBRA is working with the Port to assemble additional property owned by the Port and/or Caltrans to add to the overall master development footprint. These acres are adjacent to the GDA, and will further enhance the viability of this area.

7.0 Utility Infrastructure

The utility infrastructure in the Gateway Development Area are in substantial disrepair due to age and non-conformance with existing standards. It is projected that the majority of the utility system infrastructure will need to be removed and replaced to support the preferred land use alternative. Given this requirement, it is contemplated that a base-wide infrastructure master plan will be developed as part of the reuse plan implementation. As a result of the proposed realignment of Maritime Street, the major thoroughfare traversing the length of the Army Base, the infrastructure located in that portion of Maritime Street would be relocated. The backbone system also would be relocated when Maritime Street is realigned. Decisions related to systems disposal will be made at that time as well.

The entire utility systems will be replaced and realigned to meet the standards and demands of the development of the Base. The core systems, or “infrastructure backbone” will connect to service providers at the fenceline of the base, as do the current systems. Having the backbone infrastructure designed and built will make the GDA “development-ready.” Replacing obsolete or worn-out systems is one of the biggest obstacles to starting the “economic development engine” of a closed military facility. Most of the utility systems and other infrastructure at the Army Base were installed nearly 60 years ago, in response to the mobilization needs for World War II.

8.0 Transportation and Circulation

A traffic and circulation analysis of the constraints and opportunities of the reconfiguration proposal was prepared in Spring 2000. Results of the analysis should not be considered precise, but rather should be viewed as a guide toward determining desirability of project alternatives from a traffic perspective. The estimates of potential development are approximate only and preceded the more detailed evaluation which was performed for the *Environmental Impact Report (EIR)*. In general, the findings are as follows:

- The existing roadway system serving the OARB area could be modified at a moderate cost to accommodate about 3 to 3.5 million total square feet of cumulative development.
- The development capacity may be increased to about 4 million square feet, however major traffic improvements may be necessary, including a new access to West Grand Avenue with a potential cost between \$6 to \$10 million.
- Major structural modifications to the elevated portion of West Grand Avenue and the Cypress Freeway—estimated to cost in the tens of millions of dollars—may be required to accommodate the proposed 5 million square feet of new area-wide development.
- If major structural modifications to West Grand Avenue and the Cypress Freeway were implemented, and if new access to West Grand Avenue were provided, more than 5 million square feet of new area-wide development may be possible.

All of the intersections studied could be mitigated to operate at acceptable levels of service (defined as LOS “D” or better) by modification of approach lanes and traffic signal controls. However, major modifications to West Grand Avenue would be required to provide acceptable traffic operations with the current plans for the Gateway Development Area.

The widening of West Grand Avenue near the congested intersections would require costly modifications to the structural support for the I-880 Cypress Freeway and the elevated portion of West Grand Avenue. Without major structural work, an analysis showed that approximately 1 million square feet of office and support land uses could be accommodated (approximately 2.5 million square feet is currently proposed). The total combined square footage of development that could be accommodated at OARB is estimated at 3 to 3.5 million feet without major structural modification. If major structural modifications were made, the total amount of development (about five million square feet) currently could possibly be served.

The *Final EIR* recommends additional mitigation measures to address traffic issues anticipated from development of the GDA.

The GDA will be accessible by several transit elements, including bus and shuttle to nearby subway and ferry terminals. The addition of a new ferry terminal at the GDA could potentially boost alternative transportation use and increase development capacity.

9.0 Conclusion and Implementation Activities

Adoption of the *Final Reuse Plan for the Oakland Army Base* represents a significant milestone in the OARB reuse planning process.

The next step for OBRA/ORA will be to complete conveyance negotiations, including resolving environmental remediation requirements, and to remove the regulatory constraints on development (e.g., General Plan amendment and Tideland Trust exchange) highlighted in Chapter 5 of this Plan. Most of these actions are expected to be completed by early 2003. Following conveyance, OBRA will continue leasing available areas of the Base for at least three years in order to generate revenues for development. After which, the ORA will initiate the master development process, in which a development plan will emerge for realizing community reuse goals. The result will be the City's brand-new Gateway Development Area comprising 2.7 million square feet of commercial and light industrial development, adjacent to the Port of Oakland's expanded joint intermodal rail and truck facilities for cargo handling and three new berths. Together, the City and Port developments will bring significant numbers of new jobs and investment to Oakland.

Development of Oakland Army Base will have a significant impact on the face of Oakland. In ten years, the present landscape will be transformed, with the new Bay Bridge and waterfront park, the Gateway Development Area, and the expanded Port facility presenting a unified, vibrant approach to the East Bay.

Appendices

APPENDIX A: ACKNOWLEDGEMENTS

APPENDIX B: LIST OF ACRONYMS USED IN THIS REPORT

APPENDIX C: LIST OF RELEVANT DOCUMENTS

APPENDIX A: ACKNOWLEDGEMENTS

OBRA would like to recognize the contributions of the following individuals and organizations that provided substantive input to the formulation of this document and the reuse planning effort at the Oakland Army Base.

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WEST OAKLAND COMMUNITY ADVISORY GROUP (WOCAG)

and

PORT OF OAKLAND

APPENDIX B: LIST OF ACRONYMS USED IN THIS REPORT

BCDC	Bay Conservation and Development Commission
BRAC	Base Realignment and Closure Commission
CCRs	Environmental Covenants, Conditions and Restrictions
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
DOD	U.S. Department of Defense
DOI	U.S. Department of the Interior
DTSC	Department of Toxic Substance Control
EBMUD	East Bay Municipal Utility District
EBRPD	East Bay Regional Park District
EDC	Economic Development Conveyance
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
FAR	Floor-to-Area Ratio
FHWA	Federal Highway Administration
FISCO	Fleet and Industrial Supply Center, Oakland
FOST	Finding of Suitability for Transfer
FOSET	Finding of Suitability for Early Transfer
JATC	Joint Apprenticeship and Training Committee
JIT	Joint Intermodal Terminal
LBA	Legally Binding Agreement
LRA	Local Reuse Authority
MOA	Memorandum of Agreement
NEPA	National Environmental Protection Act
OARB	Oakland Army Base
OBRA	Oakland Base Reuse Authority
ORA	Oakland Redevelopment Agency

PBC	Public Benefit Conveyance will
RAP	Remedial Action Plan
RMP	Risk Management Plan
SHPO	State Historic Preservation Office
SLC	State Lands Commission
WOCAG	West Oakland Community Advisory Group

APPENDIX C: LIST OF RELEVANT DOCUMENTS

Oakland Army Base Conveyance Documents – signed September 27, 2002

- Oakland Army Base Economic Development Conveyance Memorandum of Agreement between U.S. Department of the Army, Oakland Base Reuse Authority (OBRA) and Oakland Redevelopment Agency (ORA)
- Quitclaim Deed for No-Cost Economic Development Conveyance Parcel, County of Alameda, California
- Environmental Services Cooperative Agreement (ESCA) between Army, OBRA and ORA
- Consent Agreement between California Environmental Protection Agency, Department of Toxic Substance Control (DTSC), OBRA and ORA
- Environmental Covenants, Conditions and Restrictions
- Final Remedial Action Plan/Risk Management Plan (RAP/RMP) for Oakland Army Base, prepared by Erler & Kalinowski, Inc.

Oakland Base Reuse Authority Planning Documents

Draft Final Reuse Plan for Oakland Army Base, Oakland Base Reuse Authority, adopted July 27, 1998

Amended Draft Final Reuse Plan for Oakland Army Base, adopted April 9, 2001, and further amended on July 23, 2001, as well as the subsequent amendments of October 22, 2001 and April 22, 2002

Economic Development Conveyance Application for Oakland Army Base (OARB), Oakland, California, submitted to Department of the Army by the Oakland Base Reuse Authority, October 2001

Draft Environmental Impact Report (DEIR) for the Oakland Army Base Area Redevelopment Plan, prepared by the City of Oakland, w. the assistance of g. borchard & associates, Oakland, California, Volumes I and II, April 2002

Final Environmental Impact Report (FEIR) for the OARB Redevelopment Area, prepared by the City of Oakland, w. the assistance of g. borchard & associates, Oakland, California, Volume III, July 2002

Other Planning Documents

Basewide Environmental Baseline Survey (EBS) for Oakland Army Base, Final, prepared by U.S. Army Corps of Engineers, Sacramento District, w. assistance from Foster Wheeler Environmental Corporation, Sacramento, California, September 1996

Final Environmental Impact Statement for Oakland Army Base (EIS), prepared by the U.S. Army Corps of Engineers, w. Foster Wheeler Environmental Corporation, December 2001

Record of Decision (ROD) on Final Environmental Impact Statement for Oakland Army Base, signed by Department of Defense, May 17, 2002; published in the *Federal Register*, Vol. 67, No. 115, June 14, 2002

City of Oakland General Plan (1997)

West Oakland Community Plans

Port of Oakland Port Services Location Study, Executive Summary, prepared by The Tioga Group, June 2001

Port of Oakland Vision 2000 Plan, Port of Oakland

San Francisco Bay Plan, San Francisco Bay Conservation and Development Commission (BCDC), amended 2001

San Francisco Bay Area Seaport Plan, BCDC and Metropolitan Transportation Commission (MTC), amended 2001



Oakland Army Base Local Context

MAP 1