

CHAPTER 3

Project Description

This chapter describes all components and characteristics of the proposed Oakland Waterfront Ballpark District Project (Project) proposed by the Oakland Athletics Investment Group, LLC (Oakland Athletics or Oakland A's), and serves as a basis for the analysis that follows in subsequent chapters of this Draft Environmental Impact Report (EIR). This chapter also provides an overview of existing conditions on and around the Project site, including current jurisdictional designations; however, existing conditions are described in greater detail in the *Environmental Setting* portion of each environmental analysis section in Chapter 4, *Environmental Setting, Impacts, and Mitigation Measures*, and Chapter 5, *Project Variants*.

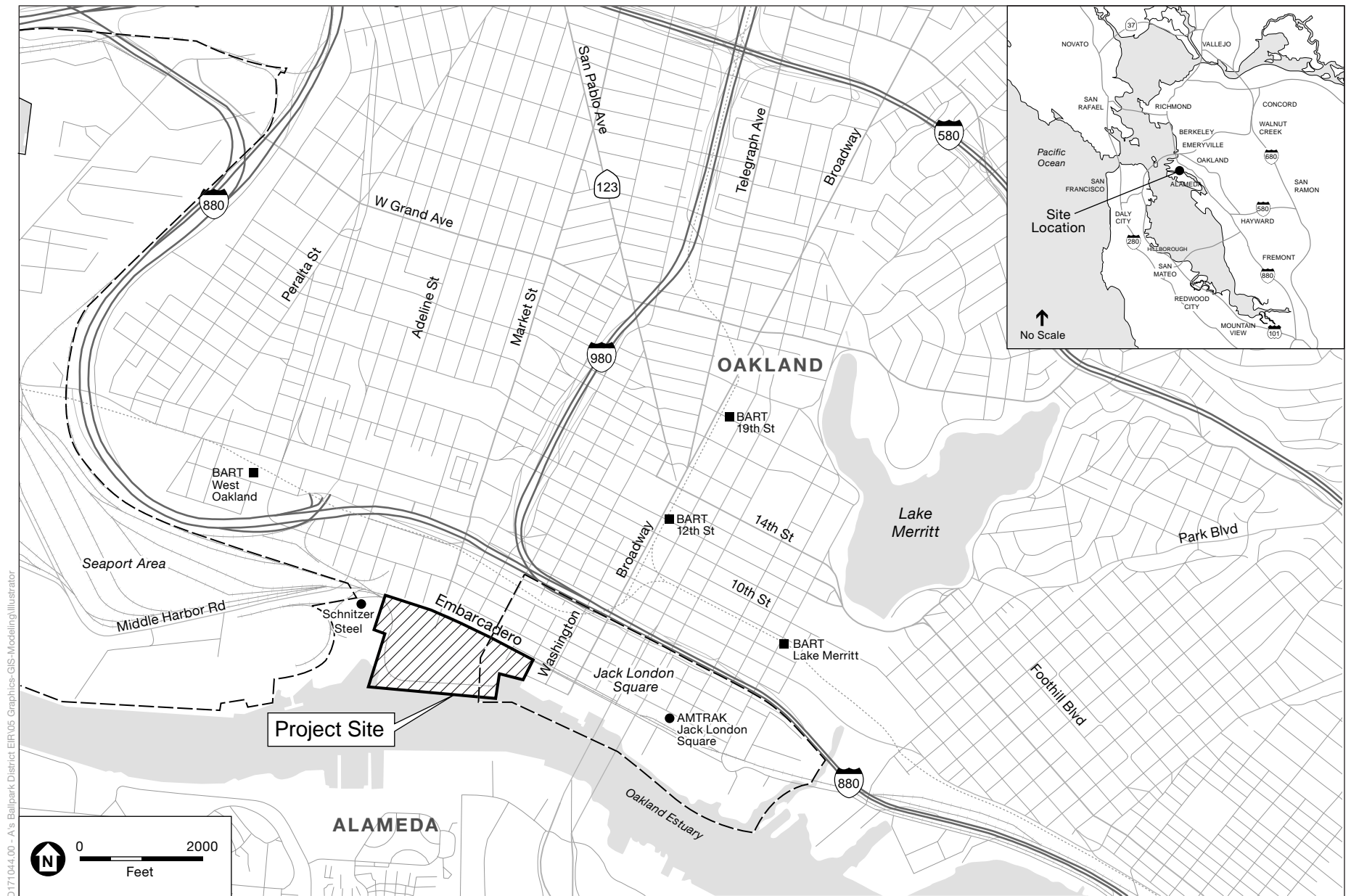
In addition to describing all aspects of the proposed Project and providing an overview of existing conditions on and near the site, this chapter lists the Project sponsor's objectives and the discretionary approvals that the Project sponsor is seeking from the City of Oakland (City), the Port of Oakland (Port), and various other agencies.

This chapter also introduces a Maritime Reservation Scenario for the Project, as well as two Project variants, and explains how the Maritime Reservation Scenario and the two Project variants would add to or alter the basic characteristics of the Project. The Maritime Reservation Scenario and variants are included in this EIR's analysis so that they can be implemented in the event they prove to be feasible and desirable. The Maritime Reservation Scenario and variants are not incompatible with one another. Any one of them, or any two, or all three could be developed and their potential combined impacts can be ascertained by reviewing Chapter 4 and Chapter 5.

3.1 Project Location and Setting

The proposed Project location is the Charles P. Howard Terminal (Howard Terminal) and certain adjacent properties – together referred to as the “Project site” – located in the southwestern area of Oakland, California. Existing regional freeway access to the Project site exists via Interstate 880 (I-880) and Interstate 980 (I-980). As depicted in **Figure 3-1, Project Location Map**, the Project site is approximately 9 miles northwest of the Oakland International Airport, 6 miles northwest of the RingCentral Coliseum (also referred to as Oakland Coliseum, and previously the Oakland–Alameda County Coliseum), and 1 mile from each of three stations on the regional Bay Area Rapid Transit (BART) system.

The Project site is located within the Seaport Area of the Port of Oakland, which includes the waterfront area generally bounded by the San Francisco–Oakland Bay Bridge (Bay Bridge) to the



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SOURCE: ESA, 2018

Oakland Waterfront Ballpark District Project

Figure 3-1
Project Location Map

northwest, I-880 to the east and northeast, and Howard Terminal on its easternmost extension. Within the Port of Oakland, the Project site sits along the north shore of the Inner Harbor of the Oakland-Alameda Estuary (Estuary). The Project site is located at 1 Market Street at the foot of Market Street and is approximately 55 acres total: 50 acres at Howard Terminal and an additional 5 acres comprised of adjacent properties. **Figure 3-2, Close-in Aerial of Project Site and Surroundings**, shows that the Project site is bounded by the Estuary on the south; Jack London Square, an approximately 18-square-block, pedestrian-oriented mixed-use and entertainment area, to the east; the parallel Union Pacific Railroad (UPRR) tracks and Embarcadero West roadway on the north; and the heavy metal recycling center, Schnitzer Steel, and the Oakland Seaport lands on the west. The Project site sits approximately 0.5 miles southwest of Downtown, across I-880. The north shore of the City of Alameda is directly south of the Project site, across the Estuary.

As shown in Figure 3-21 in this chapter, the Project variant referred to as the Aerial Gondola Variant includes properties located outside the Project site boundaries that are not currently owned by the Project sponsor, the City of Oakland, or the Port of Oakland. Therefore, the “Project site” in the analysis of the Aerial Gondola Variant in this Draft EIR is different than the Project site described for the proposed Project in this chapter. The variants are introduced in Section 3.18 of this chapter and described in detail and analyzed in Chapter 5, *Project Variants*. Additional information regarding the setting of the Aerial Gondola Variant is provided in that chapter.

3.2 Project Site Existing Conditions

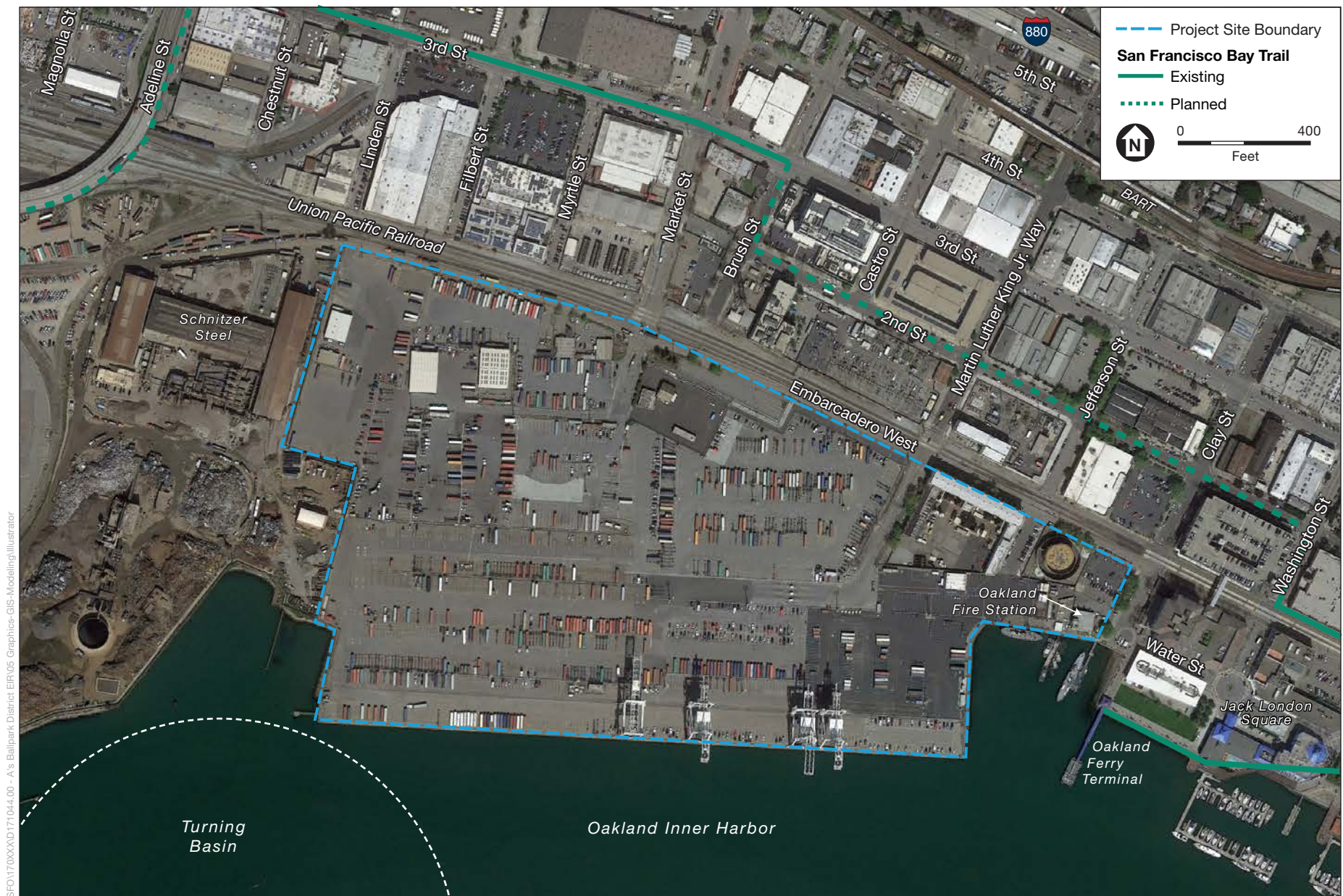
3.2.1 Existing Project Site Uses

The Howard Terminal portion of the Project site, approximately 50 acres of the site, is currently leased by the Port to short-term tenants for maritime support uses. As of September 18, 2020, existing uses at Howard Terminal and their approximate acreages include the following:

- Truck parking/container depot – 23 acres
- Longshoreperson training facilities – 5 acres
- Drayage truck yards (including loaded and empty container storage and staging) – 4 acres
- Vessel berthing for maintenance and storage (wharf area requirements) – 7 acres
- Roadways, unused areas, truck repair, and offices – 11 acres

The existing tenants at Howard Terminal currently employ approximately 40 on-site employees and 58 contractors and drivers who may work on or off the site.¹ In addition, an unknown number of independent owner/operator truck drivers rent parking spaces from an on-site parking operator, ABM Parking Services, which occupies the 23 acres of truck parking/container depot use.

¹ Port of Oakland, 2020. Memorandum – Estimate of Current Employees Located at Howard Terminal; from Andrea Gardner/Port of Oakland, to Molly Maybrun/City of Oakland, September 21, 2020.



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SOURCE: Google Earth, 2019

Oakland Waterfront Ballpark District Project

Figure 3-2
Close-in Aerial of Project Site and Surroundings

Howard Terminal is designated as Berths 67 through 69 within the Port of Oakland. Berths 67 and 68 were constructed in the early 1980s, and Berth 69 was constructed in the mid-1990s. Four container cranes are located on Howard Terminal and were used to load and unload ships when the terminal was in active use as a shipping facility.

The Project site also includes the approximately 2.5-acre historic PG&E Station C facility located on the south side of Embarcadero West, referred to throughout this Draft EIR as the “Peaker Power Plant” given its function to supply power to the electric grid at times of peak demand. The property has an Oakland Cultural Heritage Survey rating of A1+ and is located within the PG&E Station C Area of Priority Importance, which extends north of Embarcadero West to include the other remaining portions of the facility north of Embarcadero West. The Project site also includes the round fuel storage tank immediately adjacent to the Peaker Power Plant building and this tank is associated with the power generation facility.

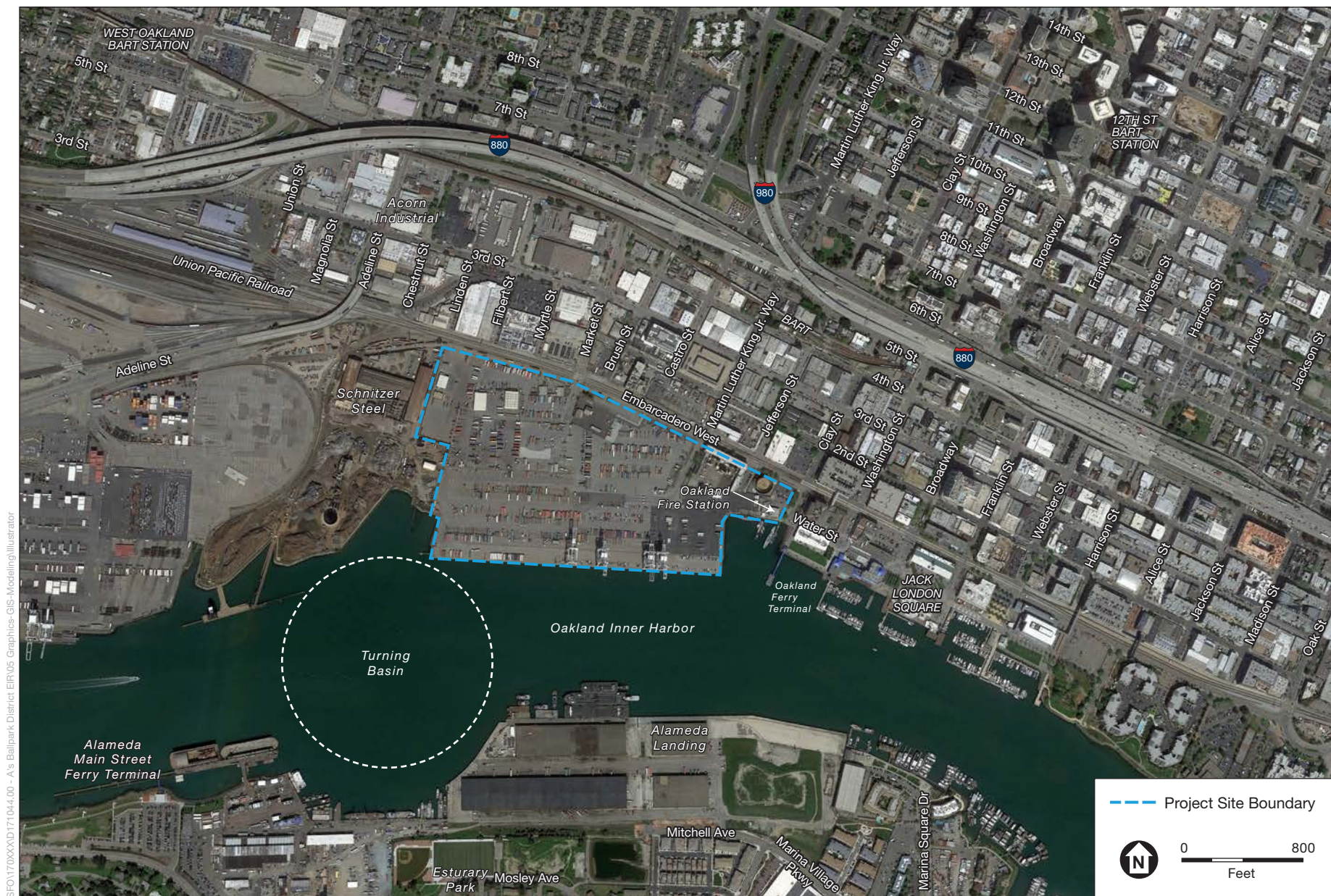
The Project site also encompasses the Port-owned surface parking lot at Embarcadero West and Clay Street, and the existing Oakland Fire Station (Fire Station 2) located at approximately Clay and Water Streets. Fire Station 2 reopened in 2020 for use as a temporary fire station during planned fire station remodels and rebuilds that will be taking place in the City on a rotating basis over the next 5 to 7 years as part of the Bond Measure KK capital improvements. Fire Station 2 is currently occupied with up to 8 on-site employees, and planned for up to 12 on-site employees in the future.² Water Street is the east-west pedestrian corridor through Jack London Square.

Existing conditions and land uses on the site of the Project variants analyzed in this Draft EIR are described in Chapter 5.

3.2.2 Existing Surrounding Uses and Development

Immediately east of the Project site is a small basin bounded on the west by Howard Terminal and on the east by the San Francisco Bay Ferry terminal. The basin houses the floating U.S. Lightship *Relief* museum ship, the USS *Potomac* (former presidential yacht) museum ship, and a small dock with approximately six berths for Oakland police and fire boats. **Figure 3-3, Context Aerial of Project Site and Surroundings**, shows prominent uses east of the Project site including Jack London Square, which includes a mix of office, restaurant, retail, and entertainment uses and public access to the Estuary and San Francisco Bay Trail (Bay Trail). Specifically, one block east of the Project site is a six-story (aboveground) parking structure and commercial building, Port of Oakland offices, and the two-story Ferry Landing Building and adjacent publicly accessible Ferry Green lawn fronting the waterfront Bay Trail and the San Francisco Bay Ferry terminal, offering ferry service to Alameda, San Francisco, and South San Francisco.

² This total accounts for 4-6 fire personnel per shift, and two shifts per day.



SOURCE: Google Earth, 2019

Oakland Waterfront Ballpark District Project

Figure 3-3
Context Aerial of Project Site and Surroundings

The northern side of the Project site is bounded by Embarcadero West, a roadway running east-west adjacent to the existing UPRR tracks. The UPRR tracks are located within the railroad right-of-way directly adjacent to and parallel between the eastbound and westbound lanes of Embarcadero West. The railroad tracks, Embarcadero West, and the south end of Market Street, Martin Luther King Jr. Way, and Clay Street converge at the northern property line, and Embarcadero West serves as the boundary of the proposed on-site improvements.

Figure 3-3 captures the area north and northeast of the Project site, across the UPRR railroad tracks and Embarcadero West. (Also see Figure 4.10-1 in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR, which depicts numerous surrounding areas.) The City of Oakland's Acorn Industrial Area of light industrial, warehouse, and commercial uses is northwest of the Project site, anchored along 3rd Street and bordered on the north by I-880; on the east by Castro Street; on the south generally by Embarcadero West; and on the west by railyards. The West Oakland neighborhood is generally north of the Acorn Industrial Area and west to I-980. The southwest corner of Downtown (Old Oakland) is located immediately north of I-880 and east of I-980, approximately five blocks from the Project site. The Acorn Industrial Area also continues to the northwest of the Project site, adjacent to railyards. Schnitzer Steel is a heavy metal recycling operation that abuts the western border of the Project site. Other active Port terminal uses are located farther west along the Estuary. Figure 3-3 also shows that directly south, across the Estuary from the Project site, is the north shore of the City of Alameda, currently comprised of industrial warehouse, maritime uses, and Estuary Park. Immediately south of these uses is the recently developed Alameda Landing commercial/retail and housing developments on the previous Naval Air Station Alameda. The Alameda Ferry landing is approximately 0.5 miles southwest of the Project site.

Existing uses on and surrounding the Project site are discussed in more detail in Section 4.4, *Cultural and Tribal Cultural Resources*, and Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR. Also, additional context relevant to each of the Project variants analyzed in this Draft EIR is described in Chapter 5.

3.2.3 Existing Project Site Access

The Project site has regional freeway access via both I-880 and I-980, with on-ramps to each within 1 mile of the Project site. Direct vehicular access to the site exists via local roadways: Embarcadero West extending from the east, and via at-grade crossings of the railroad tracks at Clay Street, Martin Luther King Jr. Way, and Market Street. Pedestrian, bicycle, and vehicular traffic must cross the UPRR tracks to gain access to the Project site.

Three BART stations, including West Oakland (0.9 miles), 12th Street Oakland City Center (0.8 miles), and Lake Merritt (1.1 miles), exist within approximately 1 mile of the Project site. The Amtrak/Capital Corridor train station is about 0.5 miles east of the Project site, Alameda-Contra Costa (AC) Transit bus and shuttle service is within 0.25 miles of the site, and the Jack London Square landing for the San Francisco Bay Ferry is immediately adjacent to and east of the site.

Existing support facilities for pedestrian, bicycle and scooter users (e.g., bike racks, dedicated scooter paths) are limited given the current maritime use of Howard Terminal, described above.

Existing nearby bicycle paths are north of the Project site and run along 2nd Street (east of Brush Street) and 3rd Street (west of Brush Street).

Emergency vehicle access to the Project site is currently provided via the streets and at-grade railroad crossings described above, as well as along Water Street, which serves as a fire apparatus route for the existing buildings fronting it. Previously, the Port of Oakland licensed a temporary easement to the City for emergency vehicle access on an unimproved, unpaved route leading west from the west end of Embarcadero West to Middle Harbor Road. The temporary easement ended in June 2019.

The existing Oakland Fire Station near Clay and Water Streets, immediately east of the Project site (and south of the railroad tracks), reopened in 2020 for use as a temporary fire station during planned fire station remodels and rebuilds that will be taking place in the City on a rotating basis over the next 5 to 7 years as part of the Bond Measure KK capital improvements (discussed in more detail in Section 4.13, *Public Services*, in Chapter 4 of this Draft EIR).³

3.2.4 Existing Wharf Conditions, Utilities, and Site Conditions

Site Conditions

According to the Federal Emergency Management Agency's Flood Insurance Rate Map, the majority of the Project site is located outside of the 100-year flood zone and would not impede or otherwise redirect any flood flows to other areas. A small portion at the northeast corner of the Project site is within Special Flood Hazard Zone AE.

Groundwater is estimated at a depth of 5 to 12 feet below the ground surface and likely fluctuates several feet daily with the tidal action, due to the presence of the adjacent San Francisco Bay. The site is relatively level with a ground surface elevation generally ranging from 4.5 to 8 feet (City of Oakland Datum⁴).

The Project site has a history of handling hazardous and potentially hazardous materials as part of industrial uses for decades, as do sites in the surrounding area. Howard Terminal proper involves three separate active cleanup sites overseen by the California Department of Toxic Substances Control (DTSC). Existing environmental conditions on the Project site are described in detail in Section 4.8, *Hazards and Hazardous Materials*, in Chapter 4 of this Draft EIR. As explained in Section 4.8, each of the three clean-up sites currently has a separate land use covenant prohibiting certain land uses and disturbance of the existing "cap" without a Risk Management Plan and Health and Safety Plan approved by DTSC. Each site is also subject to a separate operations and maintenance plan or agreement, which describes how soil and groundwater must be managed during maintenance activities, utility installations, and other activities.

³ Oakland residents approved Bond Measure KK in November 2016 to improve public safety and invest in neighborhoods throughout Oakland, including providing funds for facility improvements.

⁴ "Datum" is the established point from which the elevation is measured.

With its industrial history, Howard Terminal, in addition to the adjacent parcels that make up the Project site, is characterized by very little to no vegetation (see Figure 3-2). Trees within the Project site consist of 25 non-native sycamore trees along Embarcadero West, Martin Luther King Jr. Way, and Clay Street; five landscaped redwood trees located on Embarcadero West at the Market Street entrance to the Project site; and several non-native crimson bottle brush trees located along the Market Street entrance to the Project site from Embarcadero West. Landscaped shrubs also occur along Clay Street. Other vegetation within the Project site is considered ruderal, defined as often temporary assemblages of opportunistic non-native plants that thrive in disturbed areas.

The Project site is not located within a currently designated Alquist-Priolo Earthquake Fault Zone and no known surface expression of a known active fault exists within the site. The nearest active fault to the Project site is the Northern Hayward section of the Hayward Fault Zone, located approximately 5 miles east of the Project site.

Wharf and Quay Wall

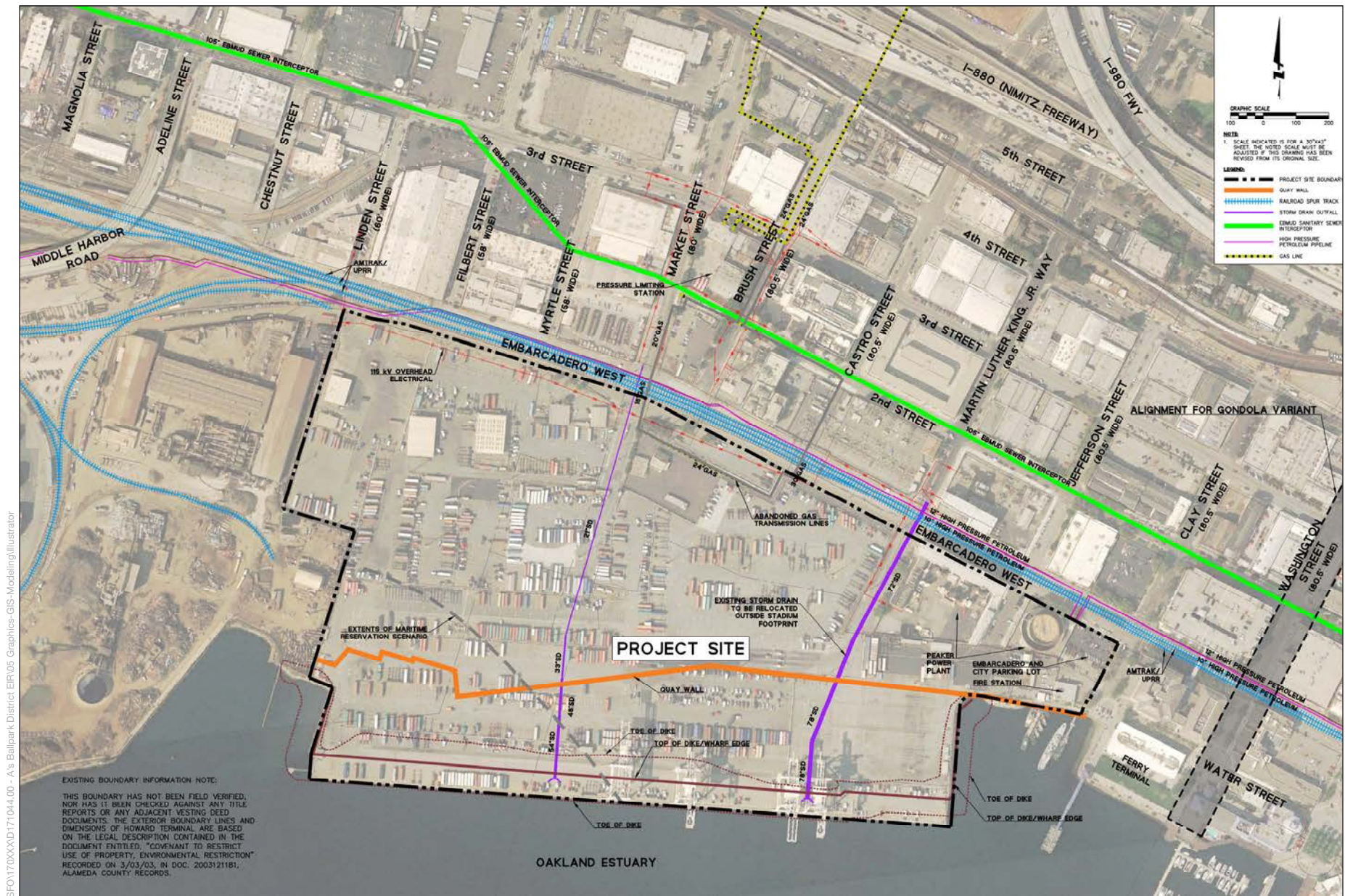
Within the south portion of the Project site is a pile-supported wharf structure approximately 75 feet wide, stretching south from a below-grade rock dike (referred to as “riprap”) to the Estuary. The remaining site is on-grade pavement. A below-grade concrete quay wall is buried below the existing pavement and fill and runs east-west under the surface of the site. The existing quay wall and wharf structure are proposed to remain in place, except in the street areas where utilities will need to cross the existing quay wall. **Figure 3-4, Existing Site Constraints, Quay Wall and Wharf**, delineates the wharf and supporting quay wall and rock dike.

Utilities

The site has existing hardscape and at-grade drainage facilities as well as existing below grade utility infrastructure to support the current Port operations, including water, power, storm drain and sewer. To reduce air pollutant emissions from container ships, a shore power substation and vaults were installed in 2013 so that berthing vessels at Howard Terminal do not need to run their auxiliary engines.

The site is currently serviced by two water lines, one from Market Street and one from Martin Luther King Jr. Way. Recycled water is not available to the Project site at this time, and the nearest planned extension is along 7th Street, between Adeline and Jefferson Streets, approximately four blocks north of the Project site. There is also an existing water line easement running north-south along the west side of the Project site boundary; however, an existing water line within the easement is not shown on existing base maps and would need to be verified in the field to determine its potential alignment and use.

There are two existing City of Oakland storm drain mains that run through the Project site at the extensions, respectively, of Market and Martin Luther King Jr. Way, discharging to the bay via existing storm drain outfalls beneath the existing wharf structure at the shoreline.



SOURCE: BKF Engineers, 2020

Oakland Waterfront Ballpark District Project

Figure 3-4
Existing Site Constraints, Quay Wall and Wharf

The nearest existing East Bay Municipal Utility District (EBMUD) sewer interceptor is located north of the Project site, running east-west within 2nd and 3rd Streets, connecting between the two diagonally between Filbert and Myrtle Streets (see Figure 3-4). This is a transmission pipeline to route sewage from the City mains to the regional EBMUD sewer treatment plant near the Bay Bridge northwest of the Project site.

Electric service is transmitted to the Project site through overhead and underground distribution/transmission lines that enter the site from Market Street and Martin Luther King Jr. Way, and local gas distribution is provided from Embarcadero West at Market Street, as well as from the existing PG&E pressure limiting station at Embarcadero West at Martin Luther King Jr. Way, which has recently been relocated to Market and 3rd Streets as part of a separate project (associated gas transmission lines have been abandoned in place). Additionally, 24-inch high pressure underground petroleum transmission pipelines run along Embarcadero West and serve the Peaker Power Plant. The Project development does not plan to impact these existing petroleum transmission pipelines, and would consider their locations and operations in future utility and infrastructure designs. The Project site is also served by existing telephone communication services and lines; however, there is no known fiber-optic cable within the site. More detail about existing utilities on the Project site are described in Section 4.5, *Energy*, and Section 4.16, *Utilities and Service Systems*, in Chapter 4 of this Draft EIR.

3.3 Existing General Plan and Zoning

The Project site includes parcels which are, in accordance with the Oakland City Charter, jurisdictionally controlled, in separate parts, by the Port and the City. The Port is a department of the City with the exclusive authority to control and manage certain lands of the City, referred to as the Port Area, in conformity with the City's General Plan. Approximately 50 acres of the 55-acre project site lie within the Port Area, with the remainder located within the Estuary Policy Plan area.

The Port's land use regulations and the City's General Plan both apply to the Project site. The Port and City, without waiving any of their respective authorities and jurisdiction over lands within the Port Area and consistent with Article VII of the Charter, have entered into a nonbinding Memorandum of Understanding (MOU) which describes a contemplated shared regulatory framework that, if ultimately approved, would apply to the Project. See Section 3.19.1, *Public Agency Approvals Required*, for more information. This section discusses the application of regulations pursuant to both the City's General Plan and Port land use policies that are relevant to the Project site for entitlement purposes.

3.3.1 General Plan

Most of the Project site is located within the "General Industrial and Transportation" General Plan land use classification established by the City's Land and Use and Transportation Element (LUTE) of the City of Oakland General Plan. The Project site area east of Jefferson Street is located within the Retail Dining Entertainment 1 (RD&E-1) of the Estuary Policy Plan. The intent and description of these land use classifications are described in Section 4.10, *Land Use*,

Plans, and Policies, in Chapter 4 of this Draft EIR. As described in Section 3.14.1 in this chapter, the Project proposes to modify the existing land use designations on the site via a General Plan Amendment, which would require approval by the City.

3.3.2 Zoning

The majority of the Project site (except for the small portion east of Jefferson Street, which is under the Estuary Policy Plan) is within the “Port Area” under the City’s Charter, and is therefore under the exclusive jurisdiction of the Port of Oakland. As such, most of the Project site is not subject to the City’s zoning regulations, but development must be consistent with the City’s General Plan. Although not currently subject to the City’s zoning regulation, the Project site is located within the City’s (IG), General Industrial Zone, except for the portion of the site east of Jefferson Street, which is located within the City’s M-40, Heavy Industrial Zone. As described in Section 3.14.2 in this chapter, the Project proposes a new zoning district for Project site.

Exhibits delineating the applicable General Plan land use designations and zoning are provided in Figures 4.10-3 and 4.10-4, in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR. Where the General Plan land use designations or zoning of the Project variant sites differ from those described above for the Project site, they are described in Chapter 5.

3.3.3 Existing Site Parcels and Ownership

Howard Terminal is shown on the assessor’s records as owned by the “City of Oakland,” but pursuant to the Charter of the City of Oakland and various municipal ordinances, Howard Terminal is within the Port Area, over which the Port of Oakland’s Board of Port Commissioners exercises complete and exclusive control and jurisdiction, including overall specific uses of these properties, so long as such uses are consistent with the City’s General Plan. Adjacent properties that the Athletics Investment Group, LLC (Project sponsor) seeks to secure are currently owned by Dynegy Oakland, LLC,⁵ a Delaware limited liability company, and the Port. **Figure 3-5, Existing Property Ownership**, shows the assessor ownership information and parcels for all properties that comprise the Project site. The Project site consists of the following Alameda County Assessor’s Parcels Numbers, owned as indicated in parentheses:

- 018-0405-001-00 (City of Oakland)⁶
- 018-0405-002-00 (City of Oakland)
- 018-0405-003-01 (City of Oakland)
- 018-0405-003-02 (City of Oakland)
- 018-0405-004-00 (City of Oakland)
- 018-0410-001-04 (City of Oakland)
- 018-0410-001-05 (City of Oakland)
- 018-0410-003-00 (City of Oakland)
- 018-0410-004-00 (City of Oakland)
- 018-0410-005-00 (City of Oakland)
- 018-0410-006-01 (City of Oakland)
- 018-0410-006-02 (Port of Oakland)
- 018-0410-007-00 (Dynegy Oakland, LLC)
- 018-0410-008-00 (Dynegy Oakland, LLC)

⁵ Dynegy is a wholly owned subsidiary of Vistra Energy.

⁶ All references to “City of Oakland” in this list refer to the City of Oakland acting by and through its Board of Port Commissioners (i.e., the Port of Oakland), which has complete and exclusive control and jurisdiction over these parcels.

The Project sponsor and the Port of Oakland are parties to an Exclusive Negotiation Term Sheet, for Howard Terminal (the “Term Sheet” or ENA) dated May 13, 2019. Pursuant to the Term Sheet, the Project sponsor and Port staff are in the process of negotiating an Option Agreement, which will attach mutually agreeable forms of all relevant transactional documents – such as the Disposition and Development Agreement, Operation and Maintenance Agreement, Ballpark Lease, Vertical Development Parcel Lease, and Purchase and Sale Agreement – governing the conveyance and development of the Project.

Because the lands within the Project site are controlled by the Port of Oakland or private parties, the City of Oakland was not party to the real estate negotiations. However, the Port and the City agree that, under Public Resources Code Section 21067, State CEQA Guidelines Sections 15050–15051, and related case law, the City is the lead agency responsible for environmental review of the proposed Project and will consider both certification of the EIR and amendment of the General Plan. The Port of Oakland Board of Commissioners may consider approval of the Option Agreement only after the City’s certification of the EIR and amendment of the City’s General Plan. Additional agency approval actions that overlap with City and Port land use regulations are described in Section 3.19 in this chapter.

In addition to the lands subject to the Term Sheet, the Project sponsor may seek to develop additional parcels associated with the variant located off site (the Aerial Gondola Variant) in the event approvals and agreements can be reached. The Aerial Gondola Variant is described in Section 3.18.2 of this chapter and in Chapter 5.

3.3.4 Existing Jurisdictional Designations on the Site

Portions of the Project site are located within the bay and shoreline band jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC), as generally shown on in Figure 4.10-6 in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR. The portions of the Project site under the exclusive jurisdiction of the Port of Oakland include lands subject to the common law public trust doctrine, which provides that navigable waters and the lands beneath them are held in trust for the benefit of the statewide public (public trust), as described in more detail and shown in Figure 4.10-5 in Section 4.10 in Chapter 4. See Section 3.15, *Other Plan and Jurisdictional Amendments and Compliance*, which describes the proposed Project’s requested amendments to the plans and policies of the City, the Port, and BCDC that would be necessary to accommodate the proposed Project.

3.4 Project Objectives

Section 15124(b) of the CEQA Guidelines requires an EIR to include a statement of objectives sought by the project. The objectives assist the City, as lead agency, in developing a reasonable range of alternatives to be evaluated in the EIR. The project objectives also aid decision makers in preparing findings or, if necessary, a statement of overriding considerations. The statement of objectives also includes the underlying purpose of the Project and the Project benefits.

The objectives for the proposed Project are as follows:

1. Construct a state-of-the-art, multi-purpose waterfront ballpark and event center in Oakland that meets Major League Baseball (MLB) requirements for sports facilities, can be used year-round for sporting events and entertainment and convention purposes with events ranging in capacity up to 35,000, and expands opportunities for the City's tourist, hotel and convention business.
2. Provide sufficiently dense, complementary mixed-use development with a range of flexible uses, including residential, office/commercial, retail, and entertainment, to create a vibrant local and regional visitor-serving waterfront destination that is active year round, complements the waterfront ballpark, expands tourism and visitor activity and interest even when the ballpark is not in use, increases housing at a range of affordability levels, and provides increased business and employment opportunities.
3. Construct a new ballpark for the Oakland Athletics on Oakland's waterfront, designed and sited to respond to local conditions, including wind and sun and thermal conditions, while maximizing water views, with the goal of optimizing player and fan experiences of the ballpark, the waterfront and the project site.
4. Create a lively, continuous waterfront district with strong connections to Jack London Square, West Oakland, and Downtown Oakland by extending and improving existing streets, sidewalks, bicycle facilities and multi-use trails through and near the project site to maximize pedestrian and nonmotorized mobility and minimize physical barriers and division with nearby neighborhoods.
5. Complete construction of the new ballpark, together with any infrastructure required to serve the ballpark, within a desirable timeframe and to maintain the Oakland Athletics' competitive position within Major League Baseball.
6. Construct high-quality housing with enough density to contribute to year-round active uses on the project site while offering a mix of unit types, sizes, and affordability to accommodate a range of potential residents and to assist Oakland in meeting its housing demand.
7. Develop a financially feasible project that is responsive to market demands; has the ability to attract sources of public and private investment in an amount sufficient to fund all costs of the proposed project, including the construction and long term maintenance of required infrastructure; provide a market rate return on investment; and supports a comprehensive package of benefits, which may include local employment and job training programs, local business and small business policies, public access and open space, affordable housing, transportation infrastructure, increased frequency of public transit and transit accessibility, and sustainable and healthy development measures for the surrounding community.
8. Design a project that minimizes interference with the Port of Oakland's existing or reasonably anticipated use, operation and development of Port facilities, or the health and safety of Port tenants and workers, and is consistent with the continued operation and future growth of the Port of Oakland.
9. Increase public use and enjoyment of the waterfront by opening the south and southwestern shores of the project site to the public with a major new waterfront park and inviting waterfront promenade featuring multiple public open spaces that are usable and welcoming in all seasons, extending access to the Oakland waterfront from Jack London Square, West Oakland and Downtown Oakland through design of a bicycle, pedestrian, and transit-oriented community with well-designed parks, pedestrian-friendly streets, walkable blocks, and links to open spaces, taking advantage of the project site's unique proximity to Jack London Square, the waterfront and downtown.

10. Construct a project that meets high-quality urban design and high-level sustainability standards, including but not limited green building design and construction practices, walkability features, and sea level rise adaptability standards.
11. Optimize opportunities for sustainable transportation by encouraging walking, bicycling, and transit use, and discouraging automobile use.

3.5 Site Plan and Project Characteristics

3.5.1 Project Overview

To develop the proposed multi-phased development Project, all existing buildings and structures on Howard Terminal and the remainder of the Project site would be demolished, except for Fire Station 2,⁷ the four existing shipping container cranes which may be retained,⁸ and the historic PG&E Station C facility.⁹ **Figure 3-6, Phasing Plan**, depicts the overall anticipated phasing of the proposed Project, which is illustrated and described below in greater detail in **Figure 3-7, Illustrated Phase 1 Site Plan; Figure 3-8, Illustrated Buildout Site Plan; Table 3-1, Illustrated Development Scenario and Parking by Phase**; and Section 3.13.1, *Construction Activity and Schedule*, in this chapter. The proposed phasing for development of the Project is considered conservative from an impact perspective because it assumes development of non-ballpark uses within a relatively short period of time. Actual build-out of non-ballpark uses would be influenced by market and financing considerations, and is likely to occur over a longer period of time than envisioned, as discussed in Section 3.13.1.

Once the ballpark is constructed in Phase 1 of the Project, the Project sponsor would relocate all MLB operations from the existing Oakland Coliseum to the new facility. Any redevelopment at the Oakland Coliseum is not part of or the Project sponsor's application nor a prerequisite for development of the proposed Project, and no physical changes are proposed at the Oakland Coliseum site as part of the Project.

As shown in Figures 3-7 and 3-8, the site plan for the proposed Project would extend Market Street and Martin Luther King Jr. Way south onto the Project site, and also extend Water Street (a pedestrian street that is also accessible to and used by motor vehicles between Clay and Washington Streets) west from Jack London Square into the Project site. The site itself would have north-south streets that align with those in the Acorn Industrial area immediately north of the site, and east-west streets creating a grid pattern with developable blocks that range in size from 0.2 to 2.75 acres, and block lengths ranging from approximately 200 to 450 feet.

⁷ Fire Station 2 is proposed to remain in place as part of the Project and would be incorporated into the Project design; however, the impacts of demolition of Fire Station 2 are analyzed and disclosed in this EIR in case the demolition is desired or necessary in the future.

⁸ The Project sponsor intends to retain the existing shipping container cranes on site. However, retention may not be feasible so their demolition and removal is analyzed as part of the Project.

⁹ See Chapter 5, *Project Variants*, in this Draft EIR for a description of the Peaker Plant Variant, which would modify and reuse this facility, and for a description of the variant located offsite (Aerial Gondola Variant).



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-7

Illustrated Phase 1 Site Plan



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-8
Illustrated Buildout Site Plan

**TABLE 3-1
DEVELOPMENT SCENARIO AND PARKING BY PHASE USE/SIZE/CAPACITY**

Project Component	Phase 1	Parking Stalls	Remainder Development Program	Parking Stalls	Total Buildout	Parking Stalls
Ballpark						
Ballpark (capacity)	35,000	3,500 ^a	0	(1,500) ^a	35,000	2,000 ^a
Ballpark (square footage of ballpark in addition to potential uses such as Team Offices, Community Space, Dining and Retail) ^b	1,200,000 sq. ft. (incl. seating and field)	—	—	—	1,200,000 sq. ft. (incl. seating and field)	—
Performance Venue						
Performance Venue ^c	0 0	0 ^d	3,500 seats 50,000 sq. ft.	0	3,500 seats 50,000 sq. ft.	0
Hotel						
Hotel ^c	400 rooms 280,000 sq. ft.	200	0 0	0	400 rooms 280,000 sq. ft.	200
Mixed Use Development						
Residential (mixed use component)	540 units 594,000 sq. ft.	540	2,460 units 2,676,000 sq. ft.	2,460	3,000 units 3,300,000 sq. ft.	3,000
Office/Commercial (mixed use component) ^e	250,000 sq. ft.	500	1,250,000 sq. ft.	2,500	1,500,000 sq. ft.	3,000
Retail ^f	30,000 sq. ft.	78	240,000 sq. ft.	622	270,000 sq. ft.	700
Parks and Open Space Amenities						
Waterfront Park	4.3 acres		6.0 acres		10.3 acres	
Athletics' Way	5.0 acres		0 acres		5.0 acres	
Ballpark Rooftop Park	2.5 acres		0 acres		2.5 acres	
Plaza Open Space	0.5 acres		0 acres		0.5 acres	
Streets/Roadways/Paseos	Approx. 5 acres		Approx. 7 acres		Approx. 12 acres	

NOTES:

a On-site ballpark parking will be reduced over time. Specifically, as buildout of the Project occurs, the land surface areas on the western portion of Howard Terminal would no longer be available for parking, and the Project proposes using roughly 1.5 miles of curb space to manage passenger loading activities, adjusting curb allocations as needed to support attendee transportation needs.

b Team offices may be included in the ballpark or a separate building.

c Performance Venue and Hotel uses may be located within "Mixed Use" or within "Retail" zone in Phase 1 and in Remainder Development Program phase, respectively. Also, the Project could develop the 400 hotel rooms in one or more hotels total.

d Performance Venue parking shared with ballpark parking.

e Commercial/Office uses could include a range of commercial uses, including but not limited to general administrative and professional office and life sciences/research.

f Retail uses could include a range of retail commercial uses, including dining/restaurant/entertainment; retail in this instance is not limited to the "Retail Sales" category in the Planning Code.

SOURCE: Athletics Investment Group, LLC

The ballpark would be located on the eastern portion of the site, and would be surrounded by pedestrianized streets (intended primarily for pedestrians, with vehicle access limited to emergency, service, delivery and maintenance vehicles), which would connect to new public open space areas around and within the ballpark and along the waterfront, described in the following section.

A range of land uses (shown in Table 3-1) would be developed in phases on the blocks around and west of the ballpark. The mix of uses are delineated across the site in **Figure 3-9, Land Use Plan**, and described in the following section. Maximum building heights for all development, as analyzed in this Draft EIR, is shown in **Figure 3-10, Maximum Building Massing and Height Plan**. The development intensity of proposed uses is described in Table 3-1, although there could be some adjustments (for example building less commercial use and more housing, as discussed in Section 3.6.2, *Development Modifications*, below) in the future based on market conditions.

Figure 3-11, Aerial View Looking West from Jack London Square/Waterfront Warehouse District, provides a site-wide view of the proposed development and surrounding setting.

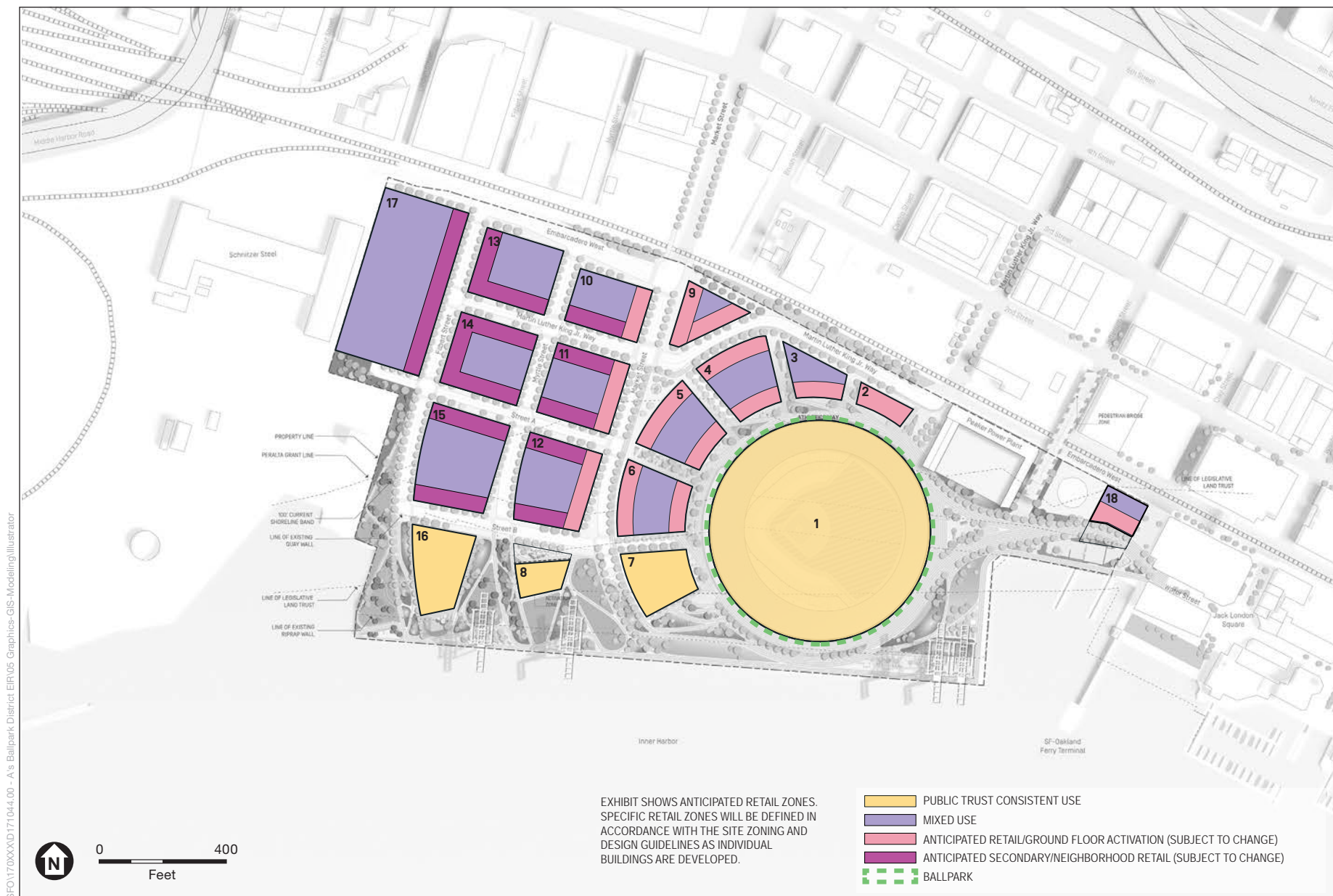
3.5.2 Major Project Components

This section describes the major Project components specified in Table 3-1 and the previous exhibits in more detail.

Ballpark

The proposed Project would construct a new open-air waterfront multi-purpose MLB ballpark with a capacity of up to 35,000 persons. The various Project exhibits in this chapter show the ballpark, which encompasses approximately 8 acres, located within the eastern half of the site and oriented to the southeast. The ballpark would be accessed from Market Street behind home plate, Martin Luther King Jr. Way along left field, and from Jack London Square via Water Street from the outfield. **Figure 3-12, Conceptual Design of the Ballpark**, shows a conceptual image of the ballpark, which would up to 130 feet tall, encompassing multiple concourse levels. Uses within the multi-concourse layer ballpark would include social spaces, dining and retail. The team offices of the Oakland Athletics would be located within the ballpark or at another location within the proposed development program at Howard Terminal. The main entrance and arrival plaza, as well as areas for loading and press vehicles and limited drop-off and covered parking would be located at the field-level. The ballpark would be located within portions of the Project site that are currently or would be subject to the “public trust,” as discussed in Section 3.3.4 above.

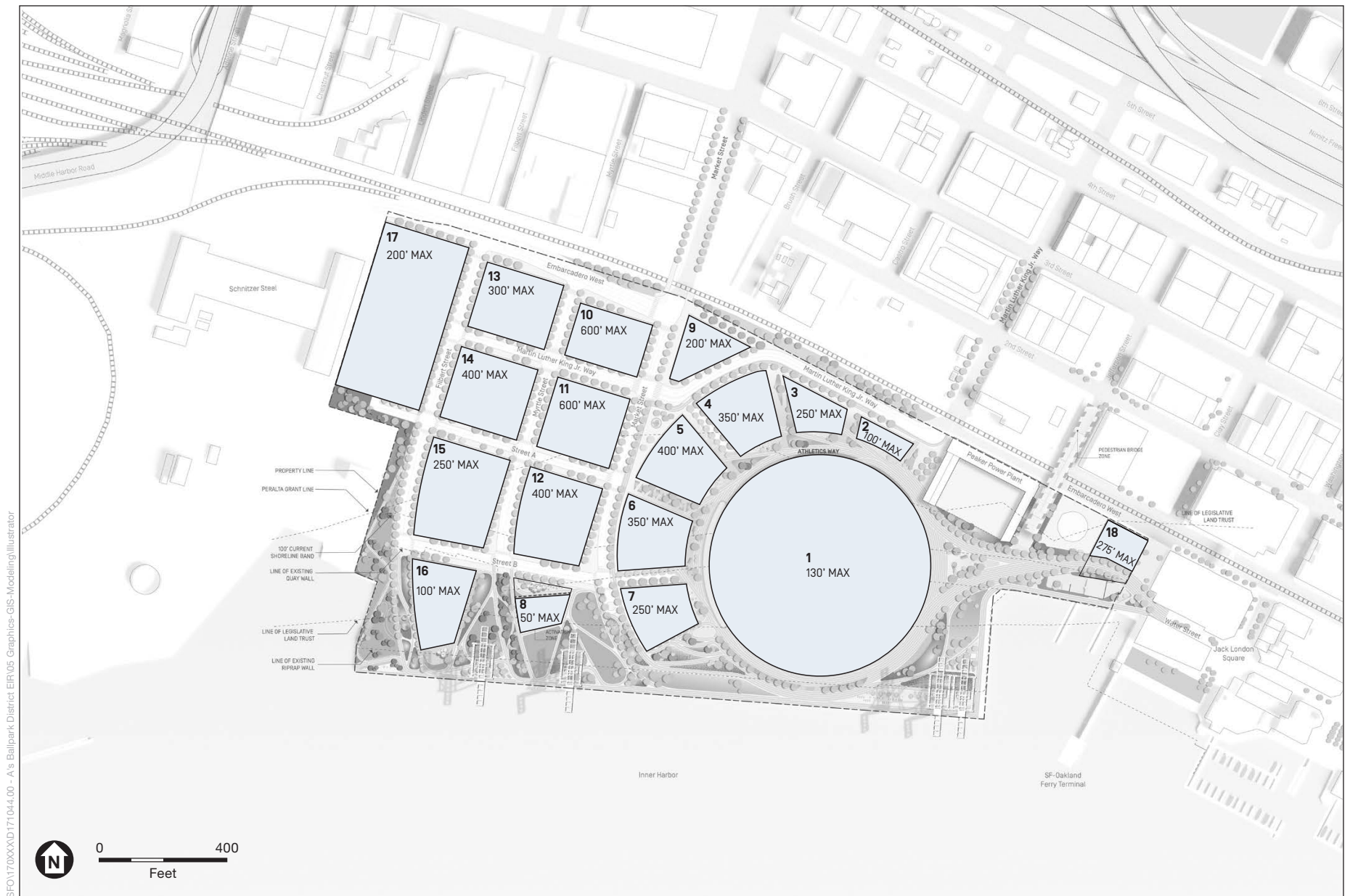
Major design and operational elements associated with the ballpark include signage, lighting and amplification. The Project design and implementation would comply with the City of Oakland’s Bird Safety Measures, adopted in 2013, as required by California Assembly Bill (AB) 734 (CEQA Section 21168.6.7) (see Chapter 1, *Introduction*). Nighttime programming would apply best management practice strategies to avoid and reduce potential collision hazards for migratory and resident birds, to the extent feasible.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-9
Land Use Plan



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-10
Maximum Building Massing and Height Plan

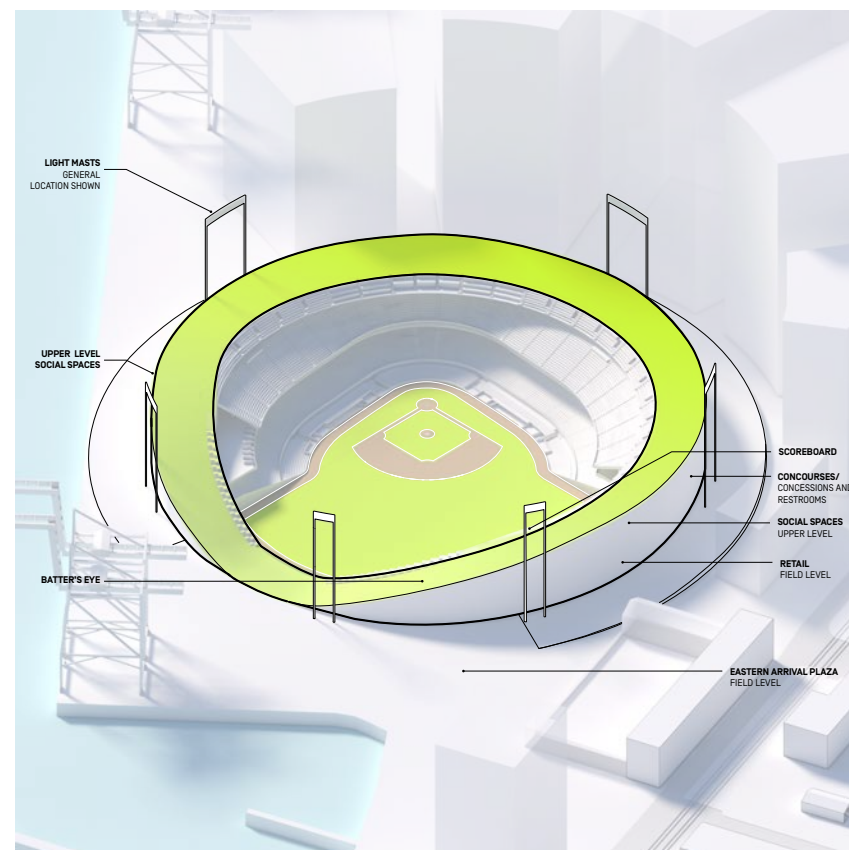
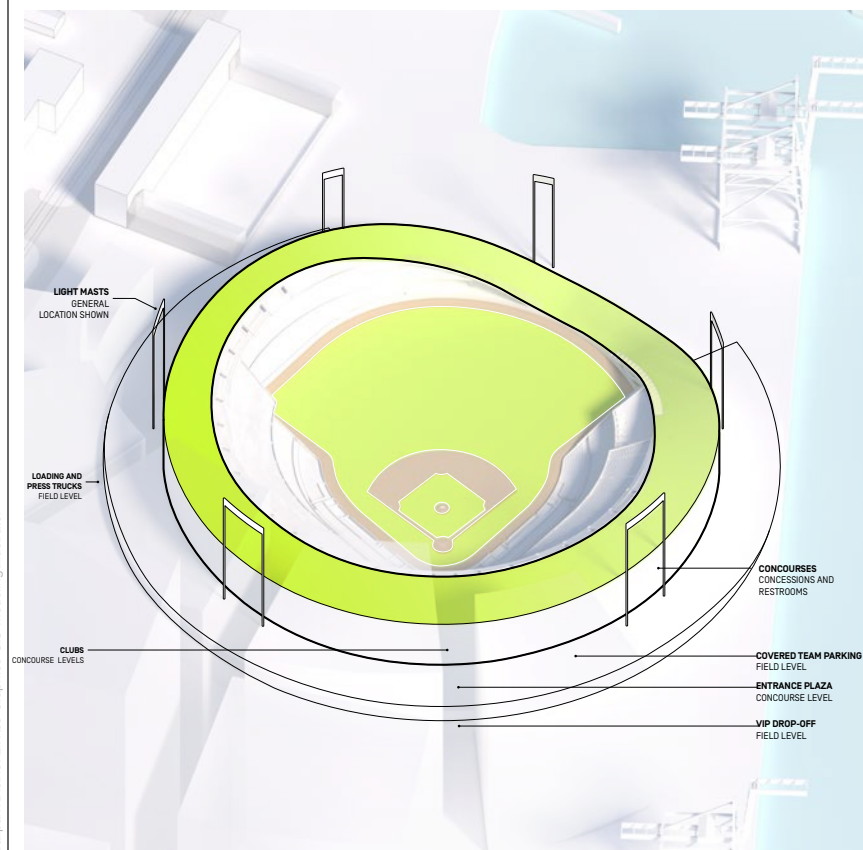


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SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-11
Aerial View Looking West From Jack London Square /
Waterfront Warehouse District



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-12
Conceptual Design of the Ballpark

Mixed-Use Development

As shown in Table 3-1, the Project’s “mixed-use development” would include a mix of residential, office/commercial, retail, and entertainment uses that would be developed in blocks throughout the Project site west of the ballpark, as depicted in Figure 3-8. The mixed-use development of the Project would include up to 3,000 residential units,¹⁰ up to 1.5 million square feet of commercial/office (which could include a range of commercial uses, including but not limited to, general administrative and professional offices and life sciences/research), and up to approximately 270,000 square feet of retail uses (which could include dining/restaurant/entertainment) at full buildout in addition to the ballpark.

While any permitted land use could occur on the ground level in most blocks, dependent on sufficient hazardous materials cleanup and agency approvals or limitations on Public Trust/BCDC lands, street-fronting retail uses would be encouraged or required via new Project-specific zoning regulations proposed for the site along portions of Market Street (the main north-south street corridor through the Project site) and Athletics’ Way, the curved promenade that would be the main entrance to the site from Jack London Square.

Performance Venue and Hotel

An approximately 50,000-square-foot indoor performance venue would be constructed on-site, and would have a capacity of up to 3,500 individuals. Although the location of the performance venue is not specified, the performance venue would likely be sited within a development block west of the ballpark (see Figure 3-9). The performance venue facilities would be used year-round for entertainment and convention purposes.

A total of 400 hotel rooms could be developed in one or more hotels. The structure(s) would likely include ancillary conference facilities, food and beverage facilities, and retail, as well as guest athletic team accommodations.

Parks and Open Space Amenities

The proposed Project would include a network of approximately 18.3 acres of accessible open spaces, the large components of which are described below and illustrated in **Figure 3-13, Parks, Plaza and Open Space Program and Design**. The parks and open spaces are envisioned to be flexible, and accommodate a range of outdoor programming, including, but not limited to, concerts, markets, festivals and activities noted in Figure 3-13.

¹⁰ The Project will have an affordable housing program, which may include on-site or off-site affordable housing units and/or the payment of impact fees. Should the Project satisfy its affordable housing component via off-site development at as-yet unidentified sites, that development would require separate environmental review and entitlement; these units would fall within the overall cumulative growth forecast used in the analyses contained in this EIR.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-13
Parks, Plazas and Open Space Program and Design

Athletics' Way

Athletics' Way would extend Water Street, the largely pedestrianized spine of Jack London Square, west and encircle the ballpark, functioning as the main point of arrival for pedestrians accessing the ballpark and the Waterfront Ballpark District or Project site (see Figure 3-13). A total of 5.0 acres in size, Athletics' Way would consist of a pedestrian promenade with adjacent retail uses and landscaping around the ballpark. Athletics' Way is envisioned as a social promenade and concourse that would be intended for everyday use while also managing a significant volume of users during games. Athletics' Way would be open to the public on non-event days (subject to periodic closures for security, safety, maintenance and/or repairs) and would be reserved for ticketed attendees during event days at the ballpark. The promenade would be designed to accommodate up to 35,000 fans and spectators on game day and provide a continuous pathway with a diverse mix of settings – including places to dine, stroll, and play. **Figure 3-14, View Approach to Ballpark from Jack London Square/Water Street**, provides an Illustrated image of Athletics' Way.

Waterfront Park

A 10.3-acre Waterfront Park would extend along the Estuary for the length of the existing wharf on the Project site. The park would accommodate retention of the cranes previously used for containerized shipping if feasible and would be landscaped and furnished to enable wide view corridors to the Bay. The Waterfront Park would also offer diverse opportunities for active and passive uses, for both individuals and groups, with promenades and picnic areas, as called out on Figure 3-13. No facilities for recreational watercrafts would be included in the Waterfront Park, and anchoring of boats in the Estuary along the Park front would be prohibited. Per the Exclusive Negotiation Term Sheet, the Port could berth tugboats and similar watercraft (but not cargo vessels) along the western end of the wharf within the Maritime Reservation Area during the 10-year period during which the Port must determine whether to exercise its option to take back all or a portion of the area. (See Section 3.7.)

The Bay Trail, envisioned as a 500-mile trail around the Bay, currently has a gap between where it ends at Water and Clay Streets (from Jack London Square) and where it resumes at 3rd and Brush Streets, and continues west of Brush Street in to West Oakland. The proposed Project would fill this approximately 1.25-mile segment of the Bay Trail on the Project site by extending it along the waterfront and along a circular route using Market Street, Embarcadero West and a segment of Jefferson Street, as shown in **Figure 3-15, Bay Trail Connection**. Off-site, the proposed Project would construct a continuation of the Bay Trail Connection north on Martin Luther King Jr. Way to 3rd Street where it would continue west along Brush Street.

Ballpark Rooftop Park

A circular rooftop park is proposed on top of the seating areas of the new ballpark (see Figures 3-11 through 3-14). The elevated Rooftop Park would ramp down to the ground to Athletics' Way. The public would be able to access the park via stairs, elevators and escalators. Approximately 2.5 acres in size, the Rooftop Park would provide views of both the Oakland waterfront and events at the ballpark. Like the other park and open space areas, potential programming elements for the Rooftop Park include a tree-lined walkway, active programming, and passive spaces from which users could view an event. The Rooftop Park would be open to the public on non-event days and would be reserved for ticketed attendees during event days at the ballpark.

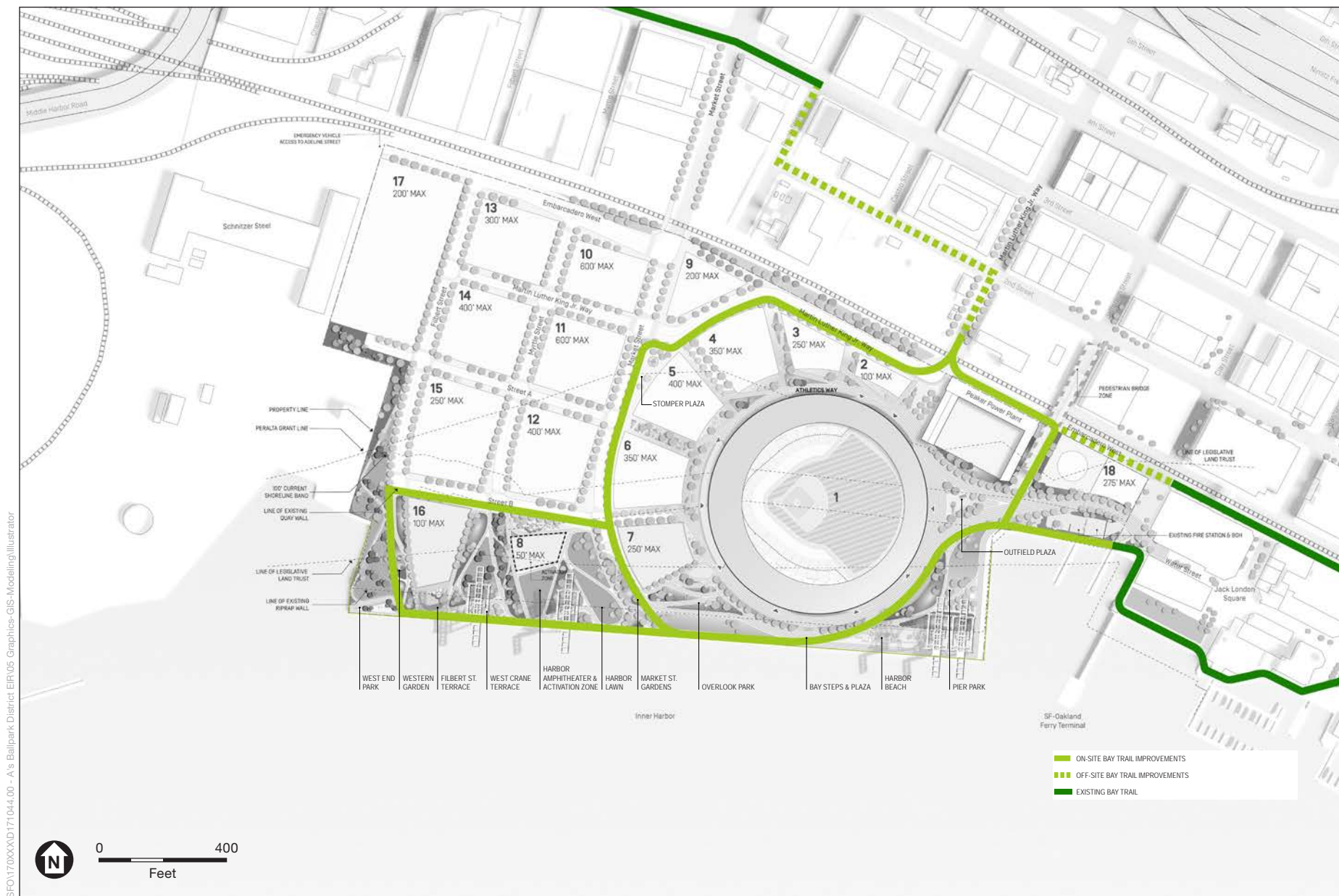


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SOURCE: BKF Engineers, 2020

Oakland Waterfront Ballpark District Project

Figure 3-14
View Approach to Ballpark from Jack London Square - Water Street



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-15
Bay Trail Connection

Plaza Open Space

Figure 3-13 also depicts two relative smaller Plaza Open Spaces totaling approximately 0.5 acres as part of the open space network: an approximately 0.25-acre triangular space referred to as “Stomper Plaza” fronting Market Street within a mixed-use block adjacent and west of the ballpark, and a similar-sized quad-shaped plaza space where Martin Luther King Jr. Way meets the Project site north of the ballpark, between Athletics’ Way and the Peaker Power Plant.

The proposed open space network would be connected to a pedestrian and bicycle network of sidewalks and pedestrianized streets that are intended primarily for pedestrians, with vehicle access limited or prohibited, and other landscaped areas along portions of Embarcadero West, between Martin Luther King Jr. Way and Market Street, depicted in Figure 3-13. (Proposed landscaping along streets and walkways throughout the site is discussed in Section 3.9, *Trees and Landscaping*, in this chapter.)

Parking

As summarized in Table 3-1, the proposed Project would provide parking for all uses on the Project site, with shared parking among certain uses anticipated and with an overall strategy to reduce ballpark parking on-site over time. The initial development phase (summarized in Table 3-1 and described in Section 3.6, *Development Phasing and Intensity*, below) would utilize the large vacant surface area on the western part of the Project site for a range of transportation services, including approximately 3,500 surface parking spaces for ballpark use, in addition to approximately 1,318 spaces for the proposed hotel(s) and residential and office uses in the initial development phase.

As the western part of the Project site is developed, the ballpark parking would be reduced by approximately 1,500 spaces to accommodate the new construction (for a total of 2,000 spaces for the ballpark). Future phases of development would also add up to approximately 5,582 spaces to support the mixed-use development, for a total of approximately 6,900 parking spaces at Project buildout for the mixed-use development. (See Section 3.8, *Transportation and Circulation*, in this chapter for more detail about the proposed Project’s transportation and parking functions, strategies, and transportation management.)

Ship-to-Shore Container Cranes

As noted above, the site includes four container cranes that were used to load and unload ships when the terminal was in active use as a shipping facility. These container cranes are not currently in use. The Project sponsor intends to retain these cranes on site as non-operational elements in the waterfront parks and open space areas. However, it may not be feasible to maintain the cranes in the long term and therefore this EIR assumes their removal and analyzes associated impacts. Also, if the Port chooses to exercise its option to take back all or a portion of the Maritime Reservation Area (see Section 3.7), one or two of the cranes in the affected area would be demolished. Retention of the cranes is a baseline design concept for the Project. However, retention of the container cranes will ultimately be determined by a later assessment of whether such retention meets required safety standards to incorporate the cranes within a publicly accessible space and the feasibility of any required retrofitting or other safety measures.

Therefore, the Project is described as maintaining the cranes in their current locations, but includes discussion of impacts resulting from their loss if retention is not feasible.

3.6 Development Phasing and Intensity

3.6.1 Phasing

The proposed Project would be developed in multiple phases: Phase 1 and development of the remainder of the site, referred to as Buildout, as illustrated in **Figure 3-16, 3D Maximum Massing Diagram**.

As illustrated in Table 3-1 and Figure 3-6, development and associated site improvements and infrastructure installation, generally east of Market Street would likely be developed first, as Phase 1. Phase 1 is expected to include the ballpark, up to approximately 540 residential dwelling units, 250,000 square feet of commercial office space, up to 30,000 square feet of retail and restaurant uses, and the one or more hotels with a total of up to approximately 400 rooms.

Phase 1 would also include approximately 67 percent (12.3 acres) of the total publicly accessible open space proposed for the Project (18.3 acres). The remaining open space developed in future phases would include the remaining nearly half (6.0 acres) of Waterfront Park (see Figure 3-13).

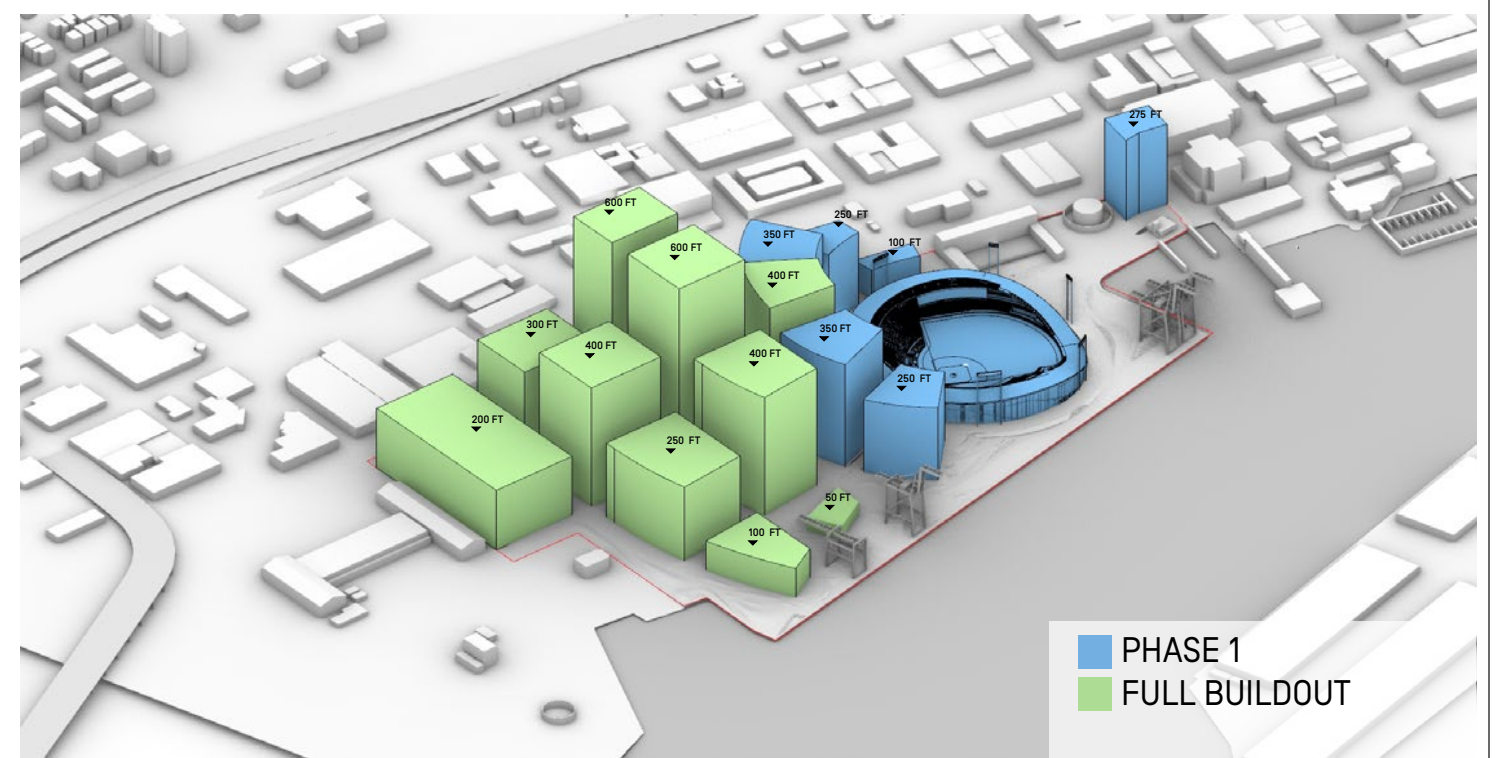
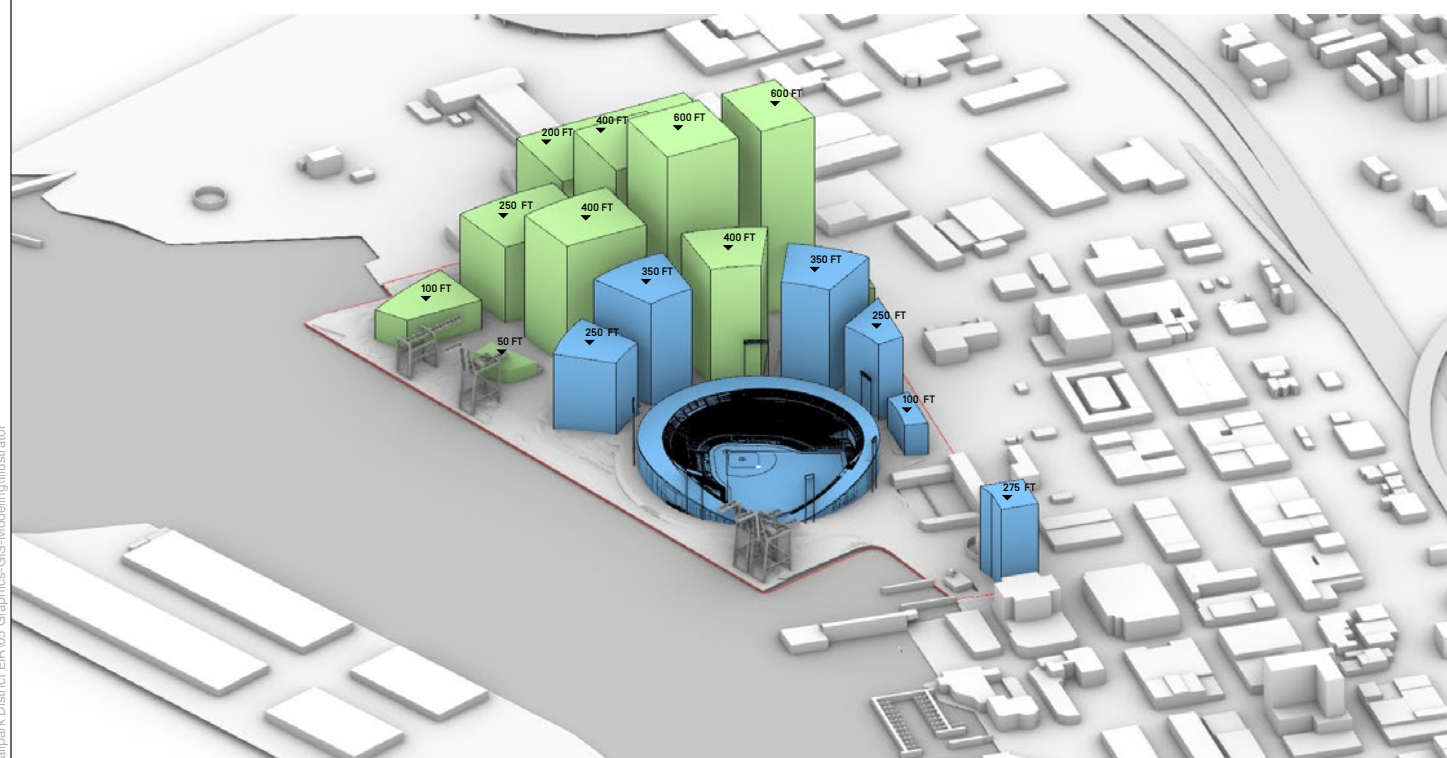
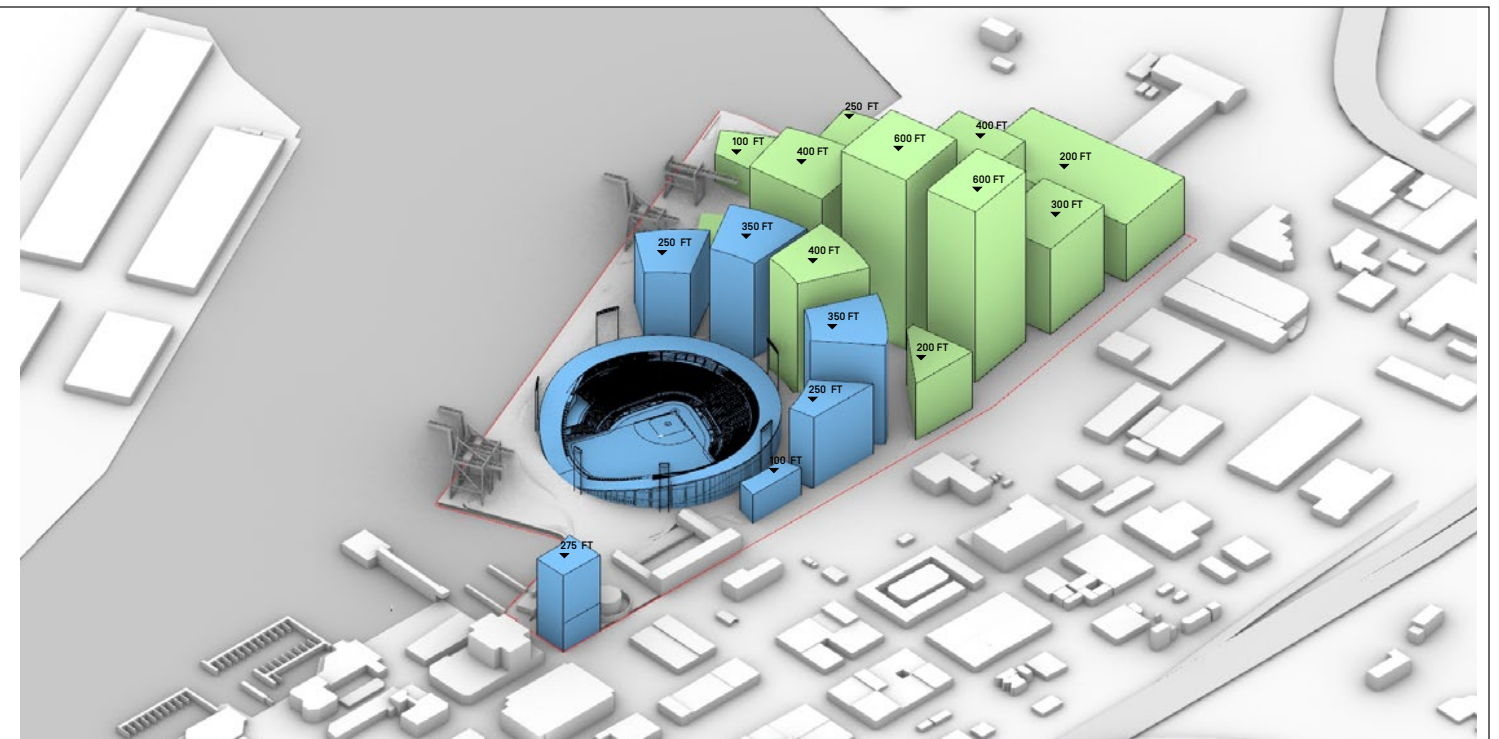
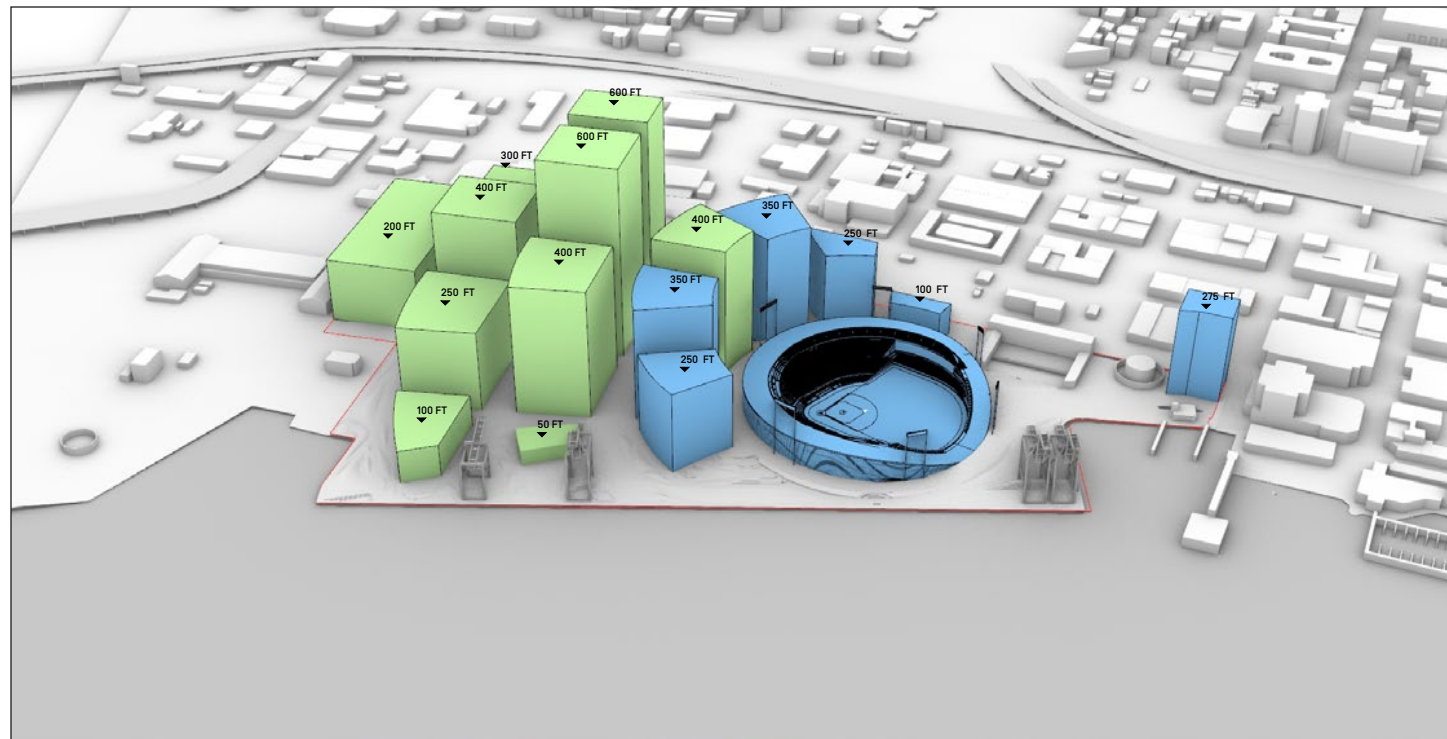
Within Phase 1, the Project sponsor intends to complete site grading, install backbone infrastructure, construct the primary streets for initial development in Phase 1, construct the ballpark, and potentially develop parcels, partner with other developers, and/or lease/sell one or more individual development blocks to one or more individuals/developers. Secondary streets and infrastructure in the Phase 1 area of the Project site would be developed over time as blocks west of Phase 1 are developed. The Project sponsor estimates that Phase 1 would take a minimum of two years to construct.

During and after Phase 1, the pace of building out the remainder of the site (Buildout) would be dependent on market demand, absorption, financial feasibility, and construction practicalities. Construction of Buildout could overlap with occupancy and use of Phase 1 buildings, and construction of multiple development parcels/blocks could occur concurrently. The analysis in this Draft EIR conservatively captures this possibility by modeling Buildout in the eighth year after construction begins (referred to as “Year 8”).¹¹

(See specific related discussions in Section 1.2.1, *Scope of the EIR and Level of Analysis*, in Chapter 1 and in Section 4.0.1, *Environmental Analysis Approach and Terms Used in This Draft EIR*, in Chapter 4 of this Draft EIR.)

Construction phasing is described in greater detail in Section 3.14.1, *Construction Activity and Schedule*, in this chapter.

¹¹ The technical analyses presented in this EIR assumes Phase 1 construction begins in 2020 rather than 2022 as now anticipated, and also assumes that all construction is completed by 2027 rather than 2029 as now anticipated. Therefore, the emissions estimates presented in this EIR are conservative because emissions are expected to decrease over time due to improvements in technology and regulatory requirements (ESA, 2021).



**NOTE: BUILDING ENVELOPE ELEVATIONS ARE MEASURED FROM THE CITY OF OAKLAND DATUM (ELEVATION 10' AT FINISHED FLOOR) AND BASED ON CURRENT ZONING REGULATIONS*

SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-16
3D Maximum Massing Program

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3.6.2 Development Modifications

The development program illustrated in Table 3-1 reflects the Project sponsor's proposal and represents the mix of land uses that would be developed under the proposed Project that is analyzed in this Draft EIR at Phase 1 and Buildout, as defined above. Due to unknown variables, including future market conditions, it is possible that the Project sponsor may seek to revise the mix of uses included in the Project. Any Project modifications that are proposed would be evaluated to determine whether they would result in environmental impacts beyond those disclosed in this Draft EIR. If new environmental impacts would occur, or if identified impacts would become more severe, additional environmental review would be required prior to a decision to allow the proposed modification.

3.6.3 Events and Attendance

The proposed ballpark would accommodate up to 35,000 people in addition to employees and would host a minimum of 1–2 pre-season games and a total of 81 regular-season games during the baseball season (from late March through September). There could be an additional 11 post-season games if the Oakland Athletics succeed in making it to the World Series. The ballpark could also be used for up to nine concerts with up to a maximum of 35,000 attendees, per event, including attendees on the ballpark field, with concerts occurring during the night until 11:00 p.m. Smaller events could occur at the ballpark and the Performance Venue throughout the entire year.

Table 3-2, Estimated Average Annual Event Characteristics, estimates the anticipated timing and frequency of events that could occur over the life of the Project for home baseball games, concerts at the ballpark, and other events, including special events at the Performance Venue. The actual number and size of events could fluctuate in any given year. For purposes of the environmental analysis in this Draft EIR, a peak event scenario, which is a specific set of events occurring during the p.m. peak hour time of day, was considered to most conservatively assess the potential transportation effects of the ballpark on a game day.

3.6.4 Employment and Population

Table 3-3, Estimated Employment by Other Team Operations, estimates employment associated with various types of events anticipated to occur within the new ballpark specifically. Multiple large events could occur on the site at the same time, for example at the ballpark and Performance Venue or Waterfront Park, with implementation of shared parking and traffic management strategies developed for the Project (see Section 3.8, *Transportation and Circulation*, in this chapter).

Thus, during a Phase 1 Game Day event – assuming the most conservative scenario with multiple uses (housing, ballpark, office/commercial, retail, and hotel) operating – approximately 3,171 full-time equivalent (FTE) employees could be on the Project site. At buildout, a total of approximately 9,499 FTE employees could be on site.

**TABLE 3-2
ANTICIPATED AVERAGE ANNUAL EVENT CHARACTERISTICS**

Event Type	Annual Frequency	Average Attendance	Maximum Attendance	Event-Day Employees	Season	Typical Characteristics
Home Games	1-2 pre-season games	25,000	35,000	1,320	Last week of March/First week of April	Pre-season Games: Variable start times
	81 regular season games (April – September)	25,000	35,000	1,320	Early April to Early October	Regular Season: 7:00 p.m. or 12:30 p.m., rarely 4:00 p.m. or 6:00 p.m.
	Maximum 11 post-season games (October)	30,000	35,000	1,320	October	Post-season: 5:00 p.m. or 8:00 p.m.
Ballpark Concerts	Approximately 9	20,000	35,000	1,200 ^a	Year-long	Typical Time: 7:30-11:00 p.m.; Primarily Friday and Saturday p.m.
Other Events	Approximately 35	5,000	7,500	480	Year-long	Variable
Corporate/Community Events	Approximately 100	300	2,000	25	Year-long	Variable
Waterfront Park Events	Approximately 16	2,400	4,000	25	Year-long	Variable
Performance Venue	Approximately 100	3,000	3,500	200	Year-long	Variable

NOTE:

a There are approximately 9 concerts per year proposed to take place under the Project. For the purposes of the environmental analysis in this Draft EIR these are all assumed to be “large” concerts that would generate an estimated 1,200 employees. However, the Project could host “medium” concerts which would require an estimated 1,050 employees or “small” concerts which would require an estimated 525 employees in place of a “large” concert.

SOURCE: Athletics Investment Group, LLC

**TABLE 3-3
ESTIMATED EMPLOYMENT BY OTHER TEAM OPERATIONS**

Employment	Description	Total Employees
Sports Operations	Players, coaches, training staff, etc.	60
Business Operations	Executive management, legal, finance, human resources, media and broadcasting staff, public and community relations, hospitality services, etc.	100
Business Operations Support	Customer service, sales and marketing support, team operations support	75
Ballpark Operations and Management	Management, arena maintenance and operations, security, housekeeping	50
Total		285

NOTE:

a Certain Team offices could be located on-site at a location other than the ballpark.

SOURCE: Athletics Investment Group, LLC

The EIR analysis assumes that the 3,000 housing units at buildout would have an average unit size of 880 net square feet and could accommodate an estimated 1,080 residents in Phase 1 (540 units) and an estimated 4,920 residents for the remainder of the site (2,460 units), for a total of 6,000 residents. The average household ratio and the employment densities for commercial development are used consistently throughout the analysis in this Draft EIR and are discussed in Section 4.12, *Population and Housing*, in Chapter 4 of this Draft EIR.

3.7 Maritime Reservation Scenario

Under the Maritime Reservation Scenario included in the Exclusive Negotiation Term Sheet (ENA) between the Project sponsor and the Port of Oakland, the Port has established a “Maritime Reservation Area” at the southwest corner of Howard Terminal for up to approximately 10 years from the approval date of the ENA (May 13, 2019).¹² At any point within the reservation period, the Port of Oakland may elect to terminate the Project sponsor’s development rights to some or all of approximately 10 acres of the Maritime Reservation Area, if the Port deems that area necessary to accommodate the expansion of the turning basin that is used to turn large vessels within Oakland’s Inner Harbor. Under this scenario, the approximately 10 acres of the Maritime Reservation Area would be returned to the Port.

If the Port exercises this option, the Project site plan would be modified, and the proposed development would be more dense as a result of fitting the same development program (i.e., the same ballpark and mix of other uses proposed) onto the smaller site with less open space area. See **Figure 3-17, Illustrated Phase 1 Site Plan – Maritime Reservation Scenario**, and **Figure 3-18, Illustrated Buildout Site Plan – Maritime Reservation Scenario**. The Port of Oakland has not proposed, designed, approved, or secured permits for an expanded turning basin, and the impacts of an expansion, if it were proposed, are not considered in this Draft EIR. If the Port were to exercise its option and take back a portion of the Project site from the A’s, the Port would analyze the potential impacts of expanding the turning basin as a separate project at that time.

A full set of Maritime Reservation Scenario exhibits relevant for comparison with the proposed Project is presented at the end of this chapter. For ease of review, each Maritime Reservation Scenario exhibit is numbered to match the companion exhibit presented in this chapter for the proposed Project. The exhibits are listed at the end of this section.

Changes to the Project site plan that would occur with the Maritime Reservation Scenario would occur within the area of the Project site that would be developed after Phase 1. The Maritime Reservation Scenario would distribute the Project’s development program differently within the altered site configuration. Proposed uses affected in the area that would be reserved for the expanded turning basin include public open space within the Waterfront Park; portions of the proposed extensions of Filbert Street, Myrtle Street and Market Street leading to the water; public trust-related uses on Blocks 8 and 16; and mixed-use development on Block 15 and a portion of Blocks 12 (see Figure 3-8 for the proposed Project).

¹² Port of Oakland, 2019. *Exclusive Negotiation Term Sheet for Howard Terminal*, for Board of Port Commissioner Consideration, Special Meeting of May 13, 2019, filed with Board Secretary for Publication May 3, 2019.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-17

Illustrated Phase I Site Plan - Maritime Reservation Scenario



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-18

Illustrated Buildout Site Plan - Maritime Reservation Scenario

Following is a list of characteristics of the Maritime Reservation Scenario that differ from the proposed Project and that form the basis for the analysis in Chapter 4 of this EIR:

- The Project Site boundary would be changed in the southwest corner of the site;
- The Project Site acreage would be reduced from 55 to approximately 45 acres (an approximate 10-acre reduction);
- Blocks 8, 15, and 16 would be eliminated and Block 12 would be reduced in size;
- The Waterfront Park would be reduced from 10.3 acres to 6.9 acres; and
- While the maximum building heights would not change, the overall site density/intensity within those maximum heights would be increased, since the Project site would be approximately 10 acres smaller and the development program would remain unchanged.

As described in Section 4.0, *Introduction to the Environmental Analysis*, each technical analysis section of the Draft EIR discusses the environmental effects of the Maritime Reservation Scenario, identifying impacts and mitigation measures where necessary to address effects that are different from those identified for the proposed Project. As noted above, the impacts from the construction of an expanded turning basin would be analyzed as a separate project under a separate CEQA document. Again, the analysis in the Draft EIR does not analyze the construction or operational impacts of the turning basin expansion itself; that is a separate project initiated by the Port that would be addressed in a separate CEQA document.

The reason this EIR analyzes the Maritime Reservation Scenario is to identify the impacts of the Project, in the event the Project is reconfigured to accommodate the Port's exercise of its option. Thus, the focus is to show how the Maritime Reservation Scenario can be accommodated, in the event the Port decides to move forward with expanding the turning basin. The Maritime Reservation Scenario is analyzed separately because it is not the Project proposed by the sponsor. The Port has entered into a Feasibility Cost Share Agreement with the US Army Corps of Engineers (USACE). The Port and the USACE are evaluating the feasibility of widening the Oakland turning basins. The feasibility study is scheduled to be completed by the end of 2023.

3.8 Transportation and Circulation

In addition to constructing the on-site roads shown on the site plan, on- and off-site improvements are identified to increase connectivity for transit and active modes in the area, to implement programs aimed at reducing vehicle trips to and from the site on both game-days and non-game days, and to manage vehicle travel and parking. A complete list of mitigation measures and recommended improvements, as well as options available if/as needed to meet the 20 percent Vehicle Trip Reduction requirement of AB 734, is presented in Section 4.15, *Transportation and Circulation*, in Chapter 4 (see Table 4.15-41).

The Project's streets, except Market Street and Embarcadero, would have one motor vehicle lane in each direction and on-street parking. Market Street and Embarcadero West would both have two lanes in each direction to accommodate the automobile and truck traffic to the site and the adjacent Schnitzer Steel site. Martin Luther King Jr. Way would have a third lane to

accommodate property access and provide flexibility during special events at either the ballpark or the performance venue for curb-side commercial and passenger loading. Sidewalks and paths would be provided throughout the site connecting the development blocks, the ballpark, the streets crossing the railroad tracks, the Water Street corridor, and the Bay Trail.

Special event bicycle and scooter parking is proposed on the east and west sides of the ballpark, providing pedestrian connections to the ballpark and Athletics' Way without crossing motor vehicle streets. The ballpark itself would have seven attendee access points distributed around the ballpark on Athletics' Way. There would also be three access opportunities to the ballpark's rooftop park that would be open to the public on non-event days.

Access for ballpark commercial loading and unloading would be accommodated via connecting driveways to Market Street and Martin Luther King Jr. Way. Commercial loading for up to four 70-foot trucks, four 65-foot media trucks, and two team buses would be accommodated. Player and coach parking, as well as buses for concert events would also be accommodated. Parking, and commercial loading access for each development block would be accommodated within the block and would be consistent with zoning and design guidelines for the site.

The Project would provide parking for all uses on the site, with an overall strategy to reduce ballpark parking on-site over time from a maximum of 3,500 parking spaces under Phase 1 to no more than 2,000 parking spaces at buildout. (As a point of reference, the Oakland Coliseum currently provides about 9,100 parking spaces for ballpark events.) Under Phase 1, parking spaces would generally be located on the large surface area west of the ballpark. As the Project site builds out, the large surface parking area would be replaced with development and a network of streets with up to approximately 1.5 miles of curb space to support a range of mobility services. See Section 4.15, *Transportation and Circulation*, for further description of proposed maximum parking ratios and management of parking for the Project.

Additional Project elements are generally described below, starting with elements designed to achieve the 20 percent trip reduction requirement of AB 734 and the City's guidelines. These include a Transportation Management Plan (TMP) and a Transportation and Parking Demand Management (TDM) Plan. The TMP would address ballpark-related transportation management, and the TDM Plan would address non-ballpark uses. While the basic framework of each plan is known, they are expected to be adjusted as needed and evolve over time, so that Project-related transportation continues to meet the 20 percent vehicle trip-reduction requirement, and to address access and safety in the vicinity. To ensure the TMP and TDM Plan meet City requirements and remain effective, they are included as mitigation measures in Section 4.15, *Transportation and Circulation*.

Additional information regarding the relationship of these proposals to existing policies or planned projects can also be found in Section 4.15, *Transportation and Circulation*, along with descriptions of principal transportation routes to/from the Project site, recommended mitigation measures, and recommended off-site improvements.

3.8.1 Transportation Management Plan

Appendix TRA, *Transportation Supporting Information*, contains the Draft TMP, which outlines operational strategies to optimize access to and from the ballpark within the constraints inherent to a large public event. Its primary goal is to ensure safe and efficient access for all people traveling to and from the site, with a focus on promoting pedestrian, bicycle, and transit access, thereby reducing motor vehicle impacts to the site and surrounding neighborhoods. Strategies to increase the use of and attractiveness of transit, walking, bicycling, and scooters are included, along with management techniques for attendee and employee traffic, ridesourcing (i.e., Lyft, Uber [transportation network companies [TNCs]], and taxis to ensure that people who travel via car can effectively navigate to their parking and drop-off, and pick-up locations with fewer delays than would occur without a TMP. The TMP also addresses railroad crossings, game day operations and communication, curb management, freight, and emergency vehicle access. It also includes a monitoring program with a process for making refinements to the plan to achieve identified performance standards.

The TMP for the ballpark would include elements recommended for implementation in coordination with the City of Oakland Department of Transportation (OakDOT). The TMP also includes elements that could be implemented as needed in the future. A partial list is included here, and more detail can be found in Section 4.15, *Transportation and Circulation*, and Appendix TRA:

- Transportation Hub within the public right-of-way on 2nd Street between Martin Luther King Jr. Way and Clay Street with bus shelters, benches, pedestrian-scale lighting and landscaping, wayfinding, real-time transit arrival information, concrete bus pads, and shared micromobility to enhance the transit experience on 2nd Street.
- Supplemental shuttle service (provided by AC Transit or a private operator) to 12th Street BART station.
- Bus priority lanes on Broadway serving the 12th Street BART station, Downtown Oakland, Chinatown, and Jack London.
- Wayfinding between the West Oakland BART station and the ballpark via 7th Street, between the 12th Street BART station and the ballpark via Broadway and Washington Street, and between the Lake Merritt BART station and the ballpark via 8th Street.
- A combination of standard, secure and valet bicycle parking at multiple locations identified in collaboration with OakDOT.
- Identification of geofenced micromobility parking (such as scooter and bike share), as well as priority and coordination for on-site and/or site-adjacent shared micro-mobility services identified in collaboration with OakDOT.
- Coordination with OakDOT on management of off-site parking garages within 1 mile of the Project site and coordination with OakDOT on the management of on-street parking on-site and in adjacent neighborhoods within 1 mile of the site.
- Agreements between the A's and TNC operators (such as Lyft and Uber) to use geofencing or similar methods to restrict pick-up and drop-off zones to designated locations farther from the ballpark than bus transit and shared micro-mobility options.

3.8.2 Transportation and Parking Demand Management

Like the TMP, the TDM Plan for the Project's non-ballpark development would consist of both one-time physical improvements and on-going operational strategies, consistent with City guidelines. TDM measures would include but would not be limited to improvements that encourage walking and bicycling, better transit options and transit improvements including bus boarding bulbs or islands, bus shelters, curb extensions or bulb-outs, and concrete bus pads, parking supply management, incentives and restrictions to reduce vehicle trips, and traffic signal upgrades. Detail can be found in Section 4.15, *Transportation and Circulation*. A Draft TDM Plan is included in Appendix TRA. The TDM Plan, like the TMP, includes a monitoring program with a process for making refinements to the plan to ensure that identified performance standards are achieved.

3.8.3 Construction Management Plan

The Project would be constructed over several years and include on-site construction activities, construction along the railroad corridor, and off-site infrastructure construction such as the transportation improvements. As part of the Project, the project sponsor and general contractor would be required to prepare a Construction Management Plan for City review and approval, specifying measures to minimize potential construction impacts including measures to comply with all construction-related conditions of approval and mitigation measures such as those addressing dust control, construction emissions, hazardous materials, construction days/hours, construction traffic control, waste reduction and recycling, stormwater pollution prevention, noise control, complaint management, and cultural resource management.

3.8.4 Railroad Corridor Safety Improvements

A suite of improvements is proposed that consistent with solutions identified in the Alameda County Transportation Commission Grade Crossing Toolkit, that would be subject to review and approval by the California Public Utilities Commission including:

- Fencing along both sides of the railroad corridor extending along the Project site's frontage starting at the Schnitzer Steel boundary and continuing to Broadway, such that there would no longer be a motor vehicle intersection with Embarcadero West at Martin Luther King Jr. Way, and the street on the south side of the railroad tracks between Martin Luther King Jr. Way and Washington Street (and potentially to Broadway) could be converted to a multi-use use path and to the extent feasible an emergency vehicle access. The street on the north side of the railroad tracks, Embarcadero West would remain one-way westbound with forced right turns at Jefferson, Clay, and Washington Streets as well as at Broadway.
- Upgrade the existing at-grade railroad crossings at Market Street, Martin Luther King Jr. Way, Clay Street, Washington Street and Broadway with quad gates for motor vehicles and separate signals and gates for pedestrians and bicyclists. Provide improved pedestrian and bicycle surfaces at each crossing as well as Americans with Disabilities Act features and clearly defined staging areas for pedestrians and bicyclists to wait as a train passes or is stopped on the tracks.

- Install a traffic signal at the Market Street at-grade crossing and its intersection with Embarcadero West as well as a traffic signal on Market Street at 3rd Street. These signals would be part of the railroad preemption system and include queue cutter loops on Market Street that would be tied to both traffic signals to minimize the potential for motor vehicles to queue across the railroad tracks. A railroad preemption system provides an opportunity for vehicles to clear the track area before the train arrives at the crossing. A queue cutter loop signal is a traffic signal installed at a highway-rail grade crossing in a manner similar to a pre-signal; its function is to provide a means to prevent vehicles from stopping on the tracks or within the railroad right-of-way as a result of traffic queuing from a downstream signalized intersection.
- While there would be no motor vehicle intersection at the Martin Luther King Jr. Way at-grade crossing, install a traffic signal at the at-grade crossing as well as traffic signals at 2nd Street where left turns would be prohibited and at 3rd Street where a left-turn lane would be provided to separate left turning and through movement traffic. These signals would be part of the railroad preemption system and include a queue cutter loop on Martin Luther King Jr. Way that would be tied to all three traffic signals to minimize the potential for motor vehicles to queue across the railroad tracks.

3.8.5 Off-Site Access Improvements to Prioritize Transit, Biking, and Walking

Through the analysis of the Project, several off-site transportation projects have been identified either as mitigation measures or non-CEQA recommendations. All are designed to support the City's desire to prioritize transit, walking, and biking to the Project to achieve the vehicle trip reduction goals for the Project, and many have been incorporated into the Draft TMP for the ballpark, which is provided in Appendix TRA. The off-site improvements would add or modify facilities on the following corridors and are listed in Section 4.15, *Transportation and Circulation* (see Table 4.15-41):

- | | |
|--|--|
| • 7th Street Corridor | • Martin Luther King Jr. Way Corridor |
| • 2nd Street Corridor | • Washington Street Corridor |
| • 3rd Street Corridor | • Broadway Corridor |
| • I-880, 5th Street, and the Adeline Street Corridor | • Jefferson Street and Clay Street Corridors |
| • Market Street Corridor | • Embarcadero West Corridor |

The off-site improvements that are proposed for implementation as stand-alone mitigation measures (MM) include the following:

- A Transportation Hub on 2nd Street between Martin Luther King Jr. Way and Clay Street (MM TRANS-1c);
- Bus-only lanes on Broadway between Embarcadero West and 11th Street (MM TRANS-1d);
- A Class 2B Buffer Bike Lanes on 7th Street between Mandela Parkway and Martin Luther King Jr. Way (MM TRANS-2a);
- A Class 4 Separated Bike Lanes on Martin Luther King Jr. Way between Embarcadero West and 8th Street (MM TRANS-2b);

- A Class 2 Bike Lanes on Washington Street between Embarcadero West and 10th Street (MM TRANS-2c);
- At-grade railroad corridor and crossing improvements (MM TRANS-3a); and
- A grade-separated bicycle and pedestrian over crossing over the railroad tracks (MM TRANS-3b).

There would also be sidewalk improvements along several streets including 7th Street, 3rd Street, Market Street, Martin Luther King Jr. Way, Washington Street, and Broadway, as well as Jefferson and Clay Streets in the vicinity of the bicycle and pedestrian overcrossing (MM TRANS-1e).

Descriptions of each of these improvements are provided in Section 4.15, *Transportation and Circulation*.

3.8.6 Emergency Vehicle Access

The Project site would have emergency access routes at the at-grade railroad crossings on Market Street, Martin Luther King Jr. Way, and Clay Street as well as via the extension of Water Street at Fire Station No. 2. Washington Street and Broadway are additional at-grade railroad crossings south of the project site that also connect to Water Street and serve emergency vehicles crossing the railroad tracks to service Jack London Square. The Project would also have emergency access routes potentially along Embarcadero West, which would be converted to a bicycle and pedestrian access route between either Washington Street or Broadway and the Project site.

Because at-grade railroad tracks utilized by UPRR and Capitol Corridor run within the Embarcadero West right-of-way immediately north of the Project site and cross Market Street, Martin Luther King Jr. Way, and Clay Street, there is potential for access via these emergency access routes to be blocked by rail traffic during an emergency. For example, a train could block Market Street and Martin Luther King Jr. Way limiting access to the east only. Even so, emergency vehicles could access Water Street, which is a designated fire apparatus route, from access points farther to the east (e.g., Clay Street, Washington Street, and Broadway).

An additional emergency vehicle access area on the west side of the Project site would be constructed on an alignment to be determined by the Port that connects the west end of Embarcadero West to Middle Harbor Road. Middle Harbor Road connects to Adeline Street, which contains an above-grade rail overpass. This emergency vehicle access would be made available only to police, fire, ambulance and other emergency service providers only for the purpose of responding to an emergency on the Project site when other means of access to and from the area are unavailable or sub-optimal. In the event of a major/mass casualty event (e.g., a major earthquake), if needed to safely evacuate the ballpark, the emergency vehicle access may also be used for general egress as directed by on site fire/police personnel. Details shall be outlined in an Emergency Management Plan for the ballpark which conforms to City, Port, MLB, and to the extent applicable, Homeland Security requirements. The emergency vehicle access shall adhere to defined roadway and gate requirements as listed below. The Port shall review and approve the proposed emergency vehicle access design.

Roadway Requirements:

- Maximum width of 20 feet, consisting of a 12-foot one-way lane and two four-foot shoulders.
- Support appropriate loading for weight and size of anticipated emergency vehicles (minimum HS-20).
- Paved with curb and gutter.
- Sloped to drain so pavement does not cause ponding on either side of roadway.
- Transition approaches at either end need to be at the same grade.
- Provide ramp at the transitional ends.
- Compliance with Manual on Uniform Traffic Control Devices for ingress and egress access. This may require implementation of a dedicated signal beacon when the gate is activated for safe entry to the adjacent driveways.
- Minimum 6-foot high fencing on both sides of the roadway.
- Provide crossing panels and lights.
- Roadway corridor shall have adequate signage for restricted use for emergency services and Port of Oakland only.

Gate Requirements:

- Gates are required at both ends to ensure the emergency vehicle access area is not accessible to the general public and is used only in the event of an emergency.
- Access shall be restricted to Port staff and emergency responders only.
- The gates shall be remote operated and shall open one gate at a time.

While the emergency vehicle access area would cross the “Roundhouse” railroad spur, this spur is off the mainline and used less frequently. For this reason and because of the existing grade-separated crossing of the mainline tracks accessed via Middle Harbor Road, it is not expected that the emergency vehicle access to the west of the site would be impassible at the same time as all other access routes.

3.9 Trees and Landscaping

The Project anticipates approximately 600 trees within the boundaries of the Project site. Proposed street trees and other landscape features are proposed along the new streets, and while precise tree locations would be developed at a later date, they would minimize screening of the Southern Pacific Railroad Area of Priority Importance and historic PG&E Substation C (Peaker Power Plant) from the railroad corridor and the public right-of-way.

Figure 3-19, New Site Trees and Landscaped Detail, shows four categories of new site trees proposed. They include the following:

- **Primary Street Tree “Allees”** along a network of existing north-south streets from Downtown Oakland and neighboring communities to the new public waterfront;
- **Secondary Street Tree Clusters**, which would be more-informal clustering of Street trees along the secondary network of east-west streets and within stormwater gardens;
- **Athletics’ Way Promenade Trees** along the main point of arrival and entrance for pedestrians would be set in a linear arrangement to establish a continuous green framework around the ballpark.
- **Waterfront Park Trees** would be selected and placed to depict a series of outdoor program “rooms.” In addition to tree plantings, the Project would also include open lawns, meadows, gardens and other plantings.
- **Landscape Buffer:** The southwestern edge of the site would be densely planted to establish a buffer between the Project site and the existing Schnitzer Steel facility. Trees would be selected for their quality of form and distinct character, but also their hardiness to wind and weather.

The Project proposes a planting palette that is resilient and appropriate for a public urban spaces, using species native to the Bay Area along with non-native, non-invasive, and salt- and drought-tolerant species that are appropriate for the challenging setting of the Project site.

More detail on possible plant species is presented in Section 4.3, *Biological Resources*, in Chapter 4.

3.10 Lighting

The proposed Project would involve various types of lighting to address various land uses. A description of the Lighting Masterplan is contained in Sections 3.7 and 3.8 of the analysis prepared by HLB Lighting Design (2020) (Appendix AES.1, *Technical Lighting Study*). Below is a summary of the Lighting Masterplan.

Field Lighting: Illumination design for the inside of the ballpark would be based on requirements for spectators, game play, MLB standards, and television broadcast requirements. Field lighting for the proposed Project ballpark would consist of four pole-mounted lighting clusters located outside of the ballpark behind the first and third base lines, along with two additional outfield pole-mounted light stands, as depicted in Figure 3-12.

Digital Signage: The proposed Project ballpark would have two single-sided digital scoreboards inside the ballpark (one located in left field and the other, and two LED digital ribbon boards displaying text and graphics would be located between seating levels and would wrap around the inside of the ballpark. The primary scoreboard would be located in left field and a secondary scoreboard would be located behind the third base line. A single-sided display could also be located on the exterior of the ballpark facing Jack London Square, and is included in the analysis.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-19
New Site Trees and Landscaped Detail

Exterior Lighting: Exterior lighting would include street and intersection lighting, sidewalk lighting, building perimeter lighting, emergency lighting, and outdoor security lighting along walkways, driveways, and plaza areas. Vertical walls of the ballpark would be visibly lit in most directions, both from the outside as well as from the inside. All exterior lighting is expected to use LED sources.

Streetscape Lighting: Streetscape lighting would include sidewalk lighting of public areas at a pedestrian scale, intended both for safety and to improve the visual quality of streetscapes. Lighting at sidewalks would be at a pedestrian scale to encourage and facilitate nighttime use of public areas.

Overall, all proposed Project lighting would generally be directed downward and/or use full-cutoff to reduce wasted uplight and minimize energy use. Moreover, all outdoor non-ballpark lighting on the Project would be designed to meet the State and local (City and Port) standards, in addition to MLB standards that would apply to lighting aspects of the ballpark specifically and would include tailored bird safety measures. All applicable standards and measures pertaining to Project lighting are described in Section 4.1, *Aesthetics, Shadow, and Wind*, in Chapter 4 of this Draft EIR.

3.11 Sustainability and Resilience

3.11.1 Sea Level Rise

The Project's proposed grading plan involves adding soil throughout much of the Project site to raise the ground surface elevations to above base flood elevation to reduce flood exposure due to future sea level rise. Overall, the Project creates a large area of raised ground along the shoreline. The Project sponsor proposes finished floor elevations of all residential buildings on the site to be at or above 10 feet to accommodate future increases in the base flood elevation due to future sea level rise. The one exception would be on development block at the corner of Embarcadero West and Clay, which would have a finished floor elevation of 6.0 feet, higher than the base flood elevation, based on the preliminary grading plan. Proposed roadway elevations on the Project site would be approximately 9–14 feet above the City of Oakland Datum for most internal roads and 4.9 feet City of Oakland Datum on the north edge of the Project site to match with the existing grade of adjacent properties. The majority of the proposed ballpark structure would be at elevations of 5–10 feet City of Oakland Datum and higher, with the potential for lower elevations at field level suites and adjacent areas.

The current elevation of the wharf is lower than the proposed ground surface in the site's interior and would not be elevated during buildout of the proposed Project. This would be consistent with the wharf's intended use as shoreline public open space and access, and could change in the future as sea levels rise, and flooding occurs more often. (Section 4.9, *Hydrology and Water Quality*, in Chapter 4 of this Draft EIR discusses site elevations and sea level rise in more detail, including requirements of AB 1191.)

3.11.2 GHG Emissions Reduction

To meet requirements of AB 734, the proposed Project would not generate any net additional greenhouse gas emissions by implementing a combination of measures, as described in Section 4.7, *Greenhouse Gas Emissions*, in Chapter 4 of this Draft EIR. The Project would also be designed and constructed to achieve a LEED Gold standard (or GreenPoint equivalent for residential uses), and to achieve a 20 percent vehicle trip reduction via implementation of a TMP and TDM Plan, as discussed in Section 3.8, *Transportation and Circulation*, above. These sustainability features are required by AB 734 and are thus part of the Project analyzed in this Draft EIR. The analysis and mitigation provided in relevant sections (e.g., Section 4.7, *Greenhouse Gas Emissions*, and Section 4.15, *Transportation and Circulation*) describe how requirements would be met and would ensure the effective implementation of related Project features/measures.

3.12 Utility Infrastructure and Service

The Project would generate increased utility demands and provide infrastructure to serve the proposed development. Proposed on-site characteristics for each major utility are summarized below. More detail and estimated demands for each service utility are provided in Section 4.5, *Energy*, Section 4.9, *Hydrology and Water Quality*, and Section 4.16, *Utilities and Service Systems*, in Chapter 4 of this Draft EIR. Exhibits of the proposed Project utility infrastructure for water, wastewater and stormwater, highlighting major changes in alignment, are also presented in Section 4.16.

3.12.1 Water and Wastewater

EBMUD prepared a Water Supply Assessment (WSA) based on water demand estimates and EBMUD factors for the uses proposed by the Project, concluding that the additional water demand from the proposed Project would be within the forecasted planning horizon and that water demands would be met with existing and future water rights and entitlements. The WSA was approved by the EBMUD Board of Directors on May 14, 2019, and amended on September 24, 2019.

According to EBMUD, portions of the water pipelines that exist on the Project site (see Section 3.2, *Project Site Existing Conditions*, in this chapter) may need to be replaced based on estimated project demands and site configuration. However, the proposed Project would connect to the existing domestic water system at several points near the Project site to allow for a looped water system at the site. Pipe size upgrades would occur at the mains in Market Street and Martin Luther King Jr. Way, and an additional new water pipeline would extend from the Project site east to connect with an existing EBMUD water pipeline in Water Street, as well as other various improvements within the City right-of-way.

For wastewater, the Project sponsor would pay the Sanitary Sewer Impact Fee to the City of Oakland for funding improvements to the sanitary sewer system if the net increase in post-Project wastewater flow exceeds City-projected increases in wastewater flow in the sanitary sewer

system. The Project would install sealed and impervious wastewater pipelines to convey wastewater and would comply with required regulations to prevent inflow and infiltration from entering the system.

3.12.2 Stormwater

Stormwater Treatment

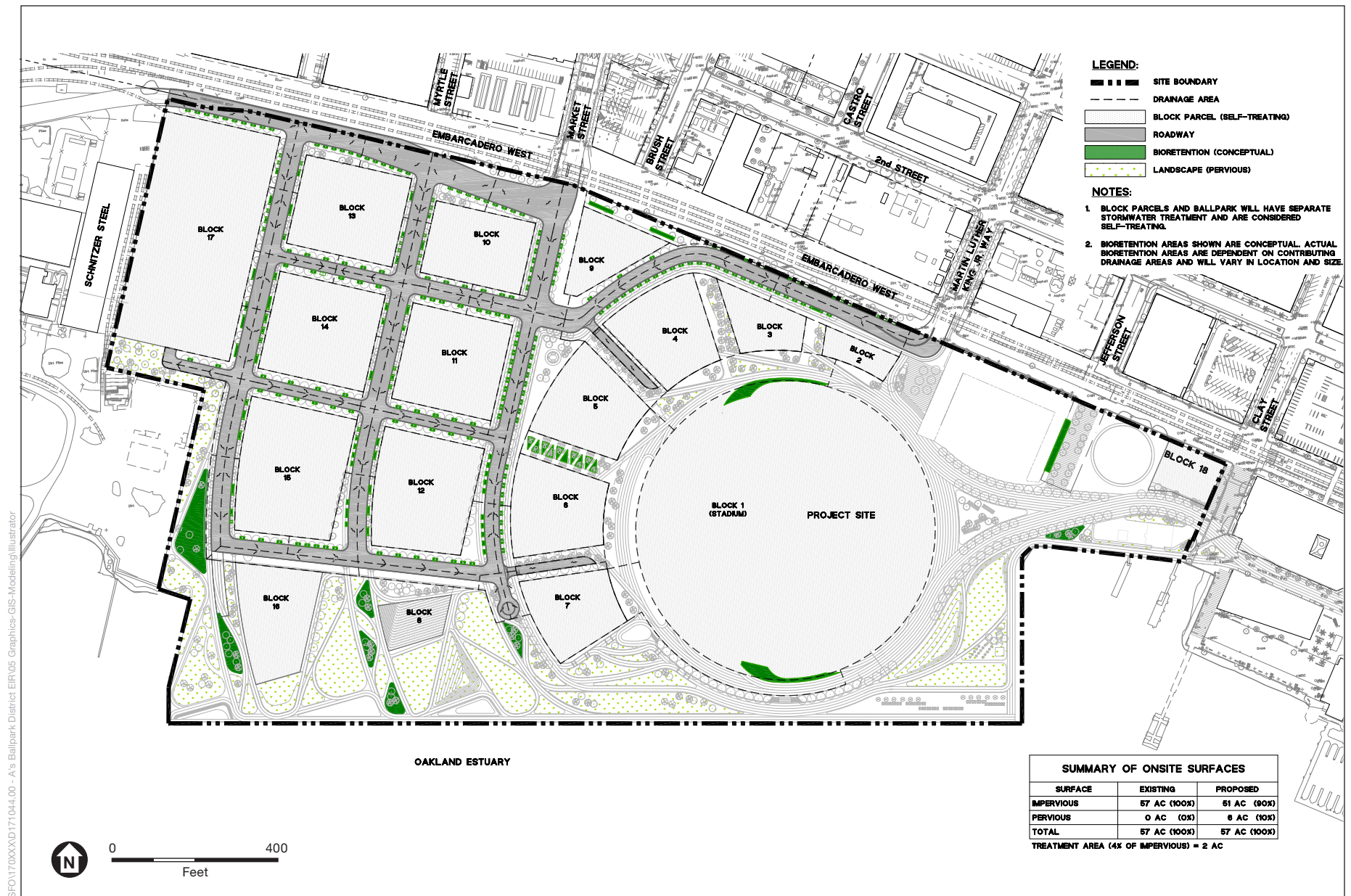
The required stormwater treatment area for the runoff from the Project site would be located within the streets, parks, and development areas near the catch basins or inlets and would also provide reduction of stormwater runoff flows compared with pre-project conditions. The ballpark and surrounding walkways, landscape and support services would be designed to meet the City's NPDES Permit conditions through either capture and re-use, landscape based treatment, bio-retention or flow through planters, such as rain gardens, as shown in **Figure 3-20, Preliminary Stormwater Treatment Plan**. The grass field of the ballpark is anticipated to meet the standard for self-treating area because it would be a permeable surface on grade. The parks and open spaces within the development (see Figure 3-13) would provide landscape based treatment areas within, or adjacent to, the footprint of each park and open space. The streets within the development would also include landscape-based treatment in the adjacent streetscape and open space areas. Permeable materials may be utilized in some areas to offset the treatment requirements. Notably, the Project would also incorporate hardscape areas and minimize the extent of exposed privately owned landscaped areas where people could potentially come into contact with underlying contaminated materials (see *Site Remediation* in Section 3.13.1) and where areas of hard surface are needed to accommodate large vehicles for routine maintenance.

Stormwater Drainage and Groundwater

Construction of the Project site would include a reduction in existing impervious surfaces and importation of fill to raise the elevation of the Project site for adaptation to future sea level rise. Installation of a new stormwater drainage system would occur prior to, during, and after importation of fill and final grading. Design and final grading of the Project site would result in capture of all site runoff into the newly installed stormwater drainage system once the site has been resurfaced and structures begin construction. In addition, site boundaries would be graded to adjacent property elevations to manage Project runoff and prevent on-site stormwater from entering adjacent properties and the existing Port stormwater system.

In-water Work

Temporary in-water work under the proposed Project would be limited to the proposed relocation and construction of stormwater and drainage outfall facilities in the southeast area of the site, in addition to the reinforcement of waterfront areas, in particular, the limited addition of in-water piles to support the wharf, improvements, and the cranes in overwater areas (wharf), as described below and in Section 4.3, *Biological Resources*, and Section 4.9, *Hydrology and Water Quality*, in Chapter 4.



SOURCE: BKF Engineers, 2020

Oakland Waterfront Ballpark District Project

Figure 3-20
Preliminary Stormwater Treatment Plan

Stormwater and Drainage Facilities (Outfall/Cofferdam)

The proposed Project includes temporary in-water work related to relocation and construction of stormwater and drainage facilities (including the necessary installation of a sandbag berm or steel cofferdam around the proposed outfall opening), as needed, in the southeast area of the Project site. Specifically, the stormwater outfall work would involve installing either a sandbag berm or a steel cofferdam around the proposed outfall opening. The latter would consist of steel H-piles or sheetpiles driven through or adjacent to the rock dike. Construction of the temporary cofferdam would take about 3 days; removal of the cofferdam would take about 2 days, and the enclosed work footprint would cover an area of about 200 square feet. After the construction, Project stormwater would discharge to the Estuary via one existing and one relocated stormwater outfall. The relocated outfall structure could result in slight localized grade alterations (plantings, circulation/ramps/stairs up to ballpark), but the overall elevation of the wharf would not change. No new permanent fill is proposed for the relocated outfall construction. In water work will require permits from agencies with jurisdiction.

New Piles for Crane Stabilization

In addition to possible in-water work for the temporary stormwater and drainage improvements described above, the retention of the wharf and cranes in overwater areas (wharf) may require reinforcement of waterfront areas with the limited addition of in-water piles to support the wharf, improvements, and the cranes. If needed, such support work is anticipated to require approximately 0.01 acre (500 square feet) of new in-water piles. Although the Project is anticipated to be designed to avoid the need for new in-water piles, the potential need for these new in-water piles, and the associated impacts of construction, are analyzed in this document should this work be necessary. If needed, piles would be vibrated during the allowable fish windows, and impact hammers shall only be used after piles have reached the point of refusal with vibratory methods.

Cutoff Wall

A drainage system would be installed beneath the ballpark to drain off stormwater. Seasonal rainwater would be collected in this shallow drainage system, which would route the water to the site's larger stormwater system. A cutoff wall would likely also be installed around the boundaries of the ballpark to control groundwater inflow into the ballpark area. The approach to the cutoff wall is described in more detail in the stormwater analysis in Section 4.9, *Hydrology and Water Quality*.

Dewatering would occur during the construction of the proposed cutoff wall, and once the cutoff wall is constructed, the groundwater in the area enclosed within it would be dewatered by pumping to lower the groundwater to be below the level of the collection system underneath the ballpark. The cutoff wall would largely isolate groundwater from the area beneath the ballpark; however, some groundwater may seep through or under the cutoff wall, requiring a separate collection system and drain where water can be pumped out by sump pumps as needed. The pumped groundwater would be tested to assess the appropriate treatment and disposal method, which could include discharge to the stormwater drainage system or sewer system.

3.12.3 Electricity and Natural Gas

The existing gas transmission lines that currently enter the site from Market Street and Castro Street would be abandoned or removed south of 3rd Street, as they would become redundant. In addition, the Project would install a joint trench within the new on-site streets, which would include gas distribution for the Project's needs. Gas service would need to be extended to the site from the local distribution mains, and some existing below grade infrastructure is planned to remain. The Project development would not impact the existing high pressure gas lines that exist under Embarcadero West.

3.12.4 Communications

Both phone and cable/fiber optics service and facilities would be provided to the site through a joint trench system in the public right-of-way; however, communications service points of connection for individual parcels and the precise location of the joint trench has not yet been determined. The Project does not propose the construction of a cell tower, though cell sites could be included within the project envelope to increase cell phone coverage in the area.

3.13 Construction

3.13.1 Construction Activity and Schedule

Overall Construction Activities

This section summarizes the overall construction activities required to develop the proposed Project, as well as the timing and duration anticipated for these particular activities. (Section 3.6, *Development Phasing and Intensity*, briefly introduces development by phase, consistent with the information described here.)

In addition to the activities discussed in Section 3.12 above, construction activities associated with the proposed Project would include: demolition/removal of existing structures and infrastructure; earthmoving activities, such as excavation, trenching, grading, the export and import of fill – including those required for hazardous materials remediation and cleanup in the manner prescribed by regulatory agency–approved decision documents; installation of horizontal infrastructure, including construction of a cutoff wall under the ballpark, and modification and construction of stormwater and drainage facilities (outfalls/cofferdam); the implementation of geotechnical site work necessary to support future development which may include additional piles; and vertical development of various building types involving construction materials including reinforced concrete, wood, steel, and other materials (see footnote 11 in previous Section 3.6 of this chapter).

Overall Construction Phasing and Staging

The analysis in this Draft EIR conservatively assumes that construction activities would occur over seven years total. The analysis also assumes the proposed Project would be developed in two phases, though actually two or more phases or sub-phases could occur. These are conservative

assumptions because they mean the analysis considers more construction happening at one time than is likely to occur, and also more construction happening in the near term than is likely. Near-term construction activities do not reflect the benefits of technological advances, fuel-efficiency improvements, and building code updates likely to occur in the future.

The analysis in this Draft EIR also assumes that the buildings constructed in each phase of the construction program (i.e., Phase 1 or Buildout) would be occupied and fully operational as soon as construction of each phase is completed. This is a conservative estimate as occupancy and operation of each phase would likely ramp up over time, as construction of each phase is completed.

The Project sponsor plans to stage construction equipment in the Project area west of Market Street during Phase 1. Construction equipment for portions of Buildout construction may be staged on-site, and equipment for other portions may be staged off-site. Also, for the ballpark construction in particular, the Project sponsor proposes to conduct concrete placement and operate construction cranes for the installation of the precast ballpark structure during nighttime hours, which is analyzed in the relevant topics in Chapter 4 of this Draft EIR.

Phase 1 (Generally East of Market Street)

Phase 1 construction activity for the ballpark and the Phase 1 mixed-use development and hotel(s) would occur within four calendar years. Construction of the ballpark would overlap with concurrent construction of Phase 1 mixed-use development for approximately 24 months of the total duration. However, as noted above, the construction of Phase 1 may take longer.

Remainder of Project Site – Buildout (Generally West of Market Street)

For purposes of this Draft EIR, phasing of the balance of the Project site (Buildout) has conservatively been estimated to occur immediately following completion of Phase 1, with completion in four years. Site preparation (grading, utilities, remediation) would occur for nearly nine months, followed by three years of vertical construction. However, the timing of construction of the remaining site development would be dependent on market conditions, and is likely to take longer than four years total.

The Maritime Reservation Scenario affects the area of the proposed Project site proposed for construction after Phase 1 and development of permanent structures (i.e., Buildout) within the area identified under the Maritime Reservation Scenario (see Section 3.7, *Maritime Reservation Scenario*). As described previously, the Port could terminate or exercise its option to take back all or a portion of the Maritime Reservation Area from the Project sponsor at any time within the 10-year option term provided in the ENA. Despite this constraint on the timing of construction after Phase 1, this Draft EIR conservatively assumes that construction activities under the Maritime Reservation Scenario would be the same as the Project and occur over seven years total (within eight calendar years). This would only occur if the Port terminates its recapture option prior to the expiration of the 10-year term.

Demolition

The proposed Project would demolish all existing structures on Howard Terminal and the remaining parts of the Project site, except for the existing Oakland Fire Station 2 at Clay and Water Streets,¹³ the four existing shipping container cranes,¹⁴ and the Peaker Power Plant structure.

Site demolition would involve the use of backhoes and excavators. Asphalt grinders would be used to take up and grind the asphalt for stockpiling and reuse. Demolition would take an estimated 3-4 months for the Phase 1 portion of the site, and demolition on the remainder the site would likely take a similar amount of time.

It is anticipated that demolition of the existing hardscape, concrete, paving, etc. currently located on-site would generate approximately 96,000 cubic yards of asphalt concrete and 96,000 cubic yards of crushed aggregate base. Additional debris would be generated through the on-site underground utility demolition as well as any off-site improvements (see *Grading/Soil Movement* below).

The Project intends to re-use all asphalt concrete and aggregate base demolition debris on-site per the current City standards. All existing underground utilities that are demolished (e.g., storm drain, sanitary sewer, electrical) would be hauled off-site to appropriately licensed facilities.

Grading/Soil Movement

Shallow groundwater exists throughout the Project site. Therefore, underground utility construction and demolition of existing underground utilities would likely require dewatering.

The proposed Project development would be graded to connect at-grade to Market Street, Martin Luther King Jr. Way, and Embarcadero West on the north. The maximum depth of excavation would likely be for utility construction and would be approximately 20 feet below finished grade. The Project would import fill to raise the elevation of portions of the site, and make other site improvements necessary to prepare the Project site for phased construction of the proposed Project.

Site Remediation

As introduced previously in this chapter (see Section 3.2.4, *Existing Wharf Conditions, Utilities, and Site Conditions*), the Project site has a history of handling hazardous and potentially hazardous materials due to past industrial uses. Although remediation of hazardous materials has largely been completed for the existing uses on the Project site, the level of remediation does not allow the types of uses planned for the Project. The Project would therefore require additional development-related environmental remediation and/or mitigation and site grading and modifications to existing land use controls. Required remediation and/or mitigation and site

¹³ While the Project sponsor intends to retain Fire Station 2, the analysis in the Draft EIR discloses the impact of its demolition should this be required or desired in the future. (See Section 4.13, *Public Services*, for a discussion of fire services following demolition of the fire station, if demolition is pursued.)

¹⁴ The Project sponsor intends to retain the cranes, but doing so may not be feasible. As a result, their demolition is studied as part of the Project.

grading could occur in a phased manner as the Project is built out over time (*Phased Approach*), or they could be completed for the entire Project site at once (*Sitewide Approach*). In either case, the remediation and/or mitigation would proceed according to a Remedial Action Workplan approved by DTSC. DTSC's approved Remedial Action Workplan would require implementation of the remediation plan and worker safety measures. See Section 4.8, *Hazards and Hazardous Materials*, for a full discussion of hazardous materials conditions affecting the Project site and requirements the Project would implement to allow development of the Project site as proposed.

If the Project takes the *Phased Approach* to address development-related environmental issues and grading, targeted remediation and/or mitigation would occur in the area of the site that would develop in Phase 1, generally east of Market Street as shown in Figure 3-6, and those portions of the site would be raised to future grade. Phase 2 site remediation and/or cleanup would occur over the entire Phase 2 area or with a similar targeted approach that would remove the existing pavement cap over impacted zones identified in the Remedial Action Workplan. If the Project takes the *Sitewide Approach*, targeted remediation and/or mitigation and site grading would occur across the entirety of the Project site at once. In addition to the overall remediation approach, building-specific remediation and/or mitigation may also be required per the Remedial Action Workplan as approved by DTSC at the time of development.

Relevant to the Maritime Reservation Scenario (see Section 3.7 above), no environmental remediation and/or mitigation, or grading improvements would be conducted on any part of the Maritime Reservation Scenario area until expiration of the time specified in the ENA unless the Port terminates its recapture option at an earlier date.

In addition to the soil movement for general grading for development of the Project site (233,000 cubic yards), some contaminated soils would be removed from the site, and the Project would import clean overlying fill to replace existing contaminated soils to provide a protective barrier to prevent exposure to underlying contaminated materials. Conservatively estimated volumes total 200,000 cubic yards (100,000 cubic yards each, off- and on-haul), involving up to approximately 9,000 round trips for Phase 1 (a daily average of 48 round trips) and 9,000 round trips for Phase 2 (a daily average of 48 round trips).

Building Construction, Materials, and Methods

The preliminary geotechnical study conducted for the Project indicates that the site is generally suitable for potential development provided that several recommendations included in the study, along with other sound engineering practices, are properly incorporated into the design plans and specifications.

Although development plans for the Project would continue to be refined, the analysis is based on the types and locations of new structures proposed to be built and the foundation design for future buildings and facilities would account for the subsurface conditions. Also, a design-level geotechnical exploration and assessment would be required prior to finalization of development plans and issuance of permits for the ballpark and all other buildings.

The Project sponsor proposes DDC (deep dynamic compaction) and DPC (direct power compaction) for site improvements prior to construction of deep foundations and surcharge, although Rapid Impact Compaction (RIC) may be used as well. Also, traditional construction equipment and tools such as cranes, excavators, and compactors would also be used. The ballpark itself would involve approximately 2,000 fourteen-inch square precast piles or similar foundation elements to support building loads. Site conditions and requirements for the proposed Project for geotechnical stability are discussed in Section 4.6, *Geology, Soils, and Paleontological Resources*, in Chapter 4 of this Draft EIR.

3.13.2 Construction Traffic and Circulation

The Project sponsor estimates approximately 35 large construction vehicles (those used for earth moving equipment) would be in operation at any given time during the demolition, site clearing, and soil import/placement operations during Phase 1, and approximately 40 large construction vehicles for development activity for Buildout.

3.13.3 Construction Employment

Phase 1 construction would require a peak employment of approximately 1,200 to 1,300 construction workers. For the remainder of the Project site, construction employment needs would vary based upon the size and characteristics of the particular block/parcel being constructed, but could be as many as 1,000 construction workers during peak construction periods.

3.14 Proposed General Plan and Planning Code Amendments

As noted earlier, the Port and City, without waiving any of their respective authorities and jurisdiction over lands within the Port Area and consistent with Article VII of the Charter, have entered into a nonbinding MOU that describes a contemplated shared regulatory framework that, if ultimately approved, would, among other things, apply relevant provisions of the Oakland Planning Code, Title 17 of the Oakland Municipal Code, to the Project. Pursuant to that framework, it is anticipated that the City and the Port will closely consult and confer with one another regarding the content of the proposed General Plan amendment and zoning regulations that will govern future development of the proposed Project, both of which will be presented to the City Council for its discretionary review and approval. See Section 3.19.1, *Public Agency Approvals Required*, for more information.

3.14.1 Oakland General Plan Amendment

The Project Sponsor proposes a General Plan Amendment to redesignate the majority of the Project site that is currently designated “General Industrial and Transportation” to “Regional Commercial,” a designation which is intended to maintain, support, and create areas of the City that serve as region-drawing centers of activity. A smaller area of the site (between Jefferson and Clay Streets south of Embarcadero West) that is currently within the Retail Dining Entertainment

1 (RD&E-1) designation under the Estuary Policy Plan would be redesignated to Retail Dining Entertainment 2 (RD&E-2). The main difference between the two designations is that the RD&E-2 allows residential use whereas RD&E-1 does not. (See more detail in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR.) No text change is proposed to the existing Regional Commercial designation in the General Plan.

3.14.2 New Waterfront Zoning District

The Project Sponsor proposes to develop a new site-specific “Waterfront Planned Development Zoning District” for the Project site, as authorized by and consistent with the proposed General Plan Amendment discussed above. The new zoning district would be adopted into the Oakland Planning Code, and the Oakland Zoning Map would be amended to apply the new District to the geographic area of the Project site, which is currently designated (IG), General Industrial Zone, and M-40, Heavy Industrial Zone. The new zoning regulations for the District would establish permitted and conditionally permitted land uses, high-level development standards and a process for administrative review of project phases and design review. See more detail and exhibits regarding the proposed General Plan Amendment and new zoning district in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR.

3.15 Other Plan and Jurisdictional Amendments and Compliance

The Project sponsor is seeking amendments to regional plans prepared by BCDC and the Metropolitan Transportation Commission (MTC), and proposes a boundary settlement and exchange agreement between the Port of Oakland and the California State Lands Commission (CSLC) to accommodate the proposed Project. These amendments are briefly described below.

In 2019, the State approved Project-specific legislation, AB 1191, described in more detail in Section 4.10, *Land Use, Plans, and Policies*. AB 1191 specifically authorizes a trust exchange to resolve trust and boundary uncertainties, and authorizes the proposed ballpark and associated uses as a trust use if the CSLC makes certain findings. If approved, the trust exchange would be implemented in accordance with a Trust Exchange Agreement consistent with the requirements of AB 1191. Approval of the Trust Exchange would be a condition to the Port entering into a lease for the ballpark and any other lease or sale of a development parcel covered by the first phase of the trust exchange. Implementation of future phases of the trust exchange would be required as a condition to the Port entering into a lease and/or sale for any other development parcels covered by such future phase. A copy of AB 1191 is included for informational purposes in Appendix PRC, *Public Resources Code Section 21168.6.7 and AB 1191*, to this Draft EIR.

3.15.1 Seaport Plan and Bay Plan

The San Francisco Bay Area Seaport Plan constitutes the maritime element of MTC’s Regional Transportation Plan and is incorporated by reference in BCDC’s San Francisco Bay Plan, which was first adopted in 1968, and provides policy direction for BCDC’s permit authority. The Project sponsor proposes to amend both the Seaport Plan and the Bay Plan to remove the port priority use

designation from the project site. AB 1191, signed into law by the Governor in 2019, establishes a deadline for BCDC to determine whether to remove the Project site from the Seaport Plan's port priority use designation and make conforming changes to the Bay Plan. The proposed amendments would affect Figure 4 in the Seaport Plan and Bay Plan Map 5. No other map or text changes to the plans are proposed by the Project sponsor.

The Seaport Plan's General Policy No. 4 directs that deletions of the port priority use and maritime terminal designations should not occur unless it can be demonstrated that the deletion would not detract from the regional capability to meet the projected growth in cargo. As described in Section 4.10, *Land Use, Plans, and Policies*, a recent study of regional demand for cargo shipping will inform a decision on the requested Seaport Plan amendment.

3.15.2 Public Trust Exchange/Boundary

Portions of the Project site are held in the public trust by the Port of Oakland and are therefore subject to the use limitations imposed under the legislative trust grants (Stats. 1923, Chap. 174, as amended by Stats. 1981, Chap. 1016) and the public trust doctrine (collectively, the "Public Trust"). The Public Trust imposes certain use restrictions on historical tidal and submerged lands along the waterfront to protect the interests of the people of the State of California for commerce, navigation, and fisheries, as well as other public benefits recognized to further trust purposes, such as recreation and environmental preservation.¹⁵ As a general rule, certain uses, such as residential and general office development, are not considered to further trust purposes. In addition, there is some uncertainty as to the Public Trust boundary lines within the Project Site that would benefit from a title settlement agreement. AB 1191 would authorize the CSLC and the Port of Oakland to enter into a public trust exchange and boundary settlement agreement that would rationalize the Public Trust boundaries within the Project site to allow for the Project, provided CSLC has made certain findings pursuant to AB 1191. See the existing and proposed Public Trust configurations in Figure 4.10-8, Existing Public Trust Configuration, and Figure 4.10-10, Post Exchange Trust Configuration, in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR.

3.16 Seaport Compatibility Measures

The Exclusive Negotiation Term Sheet for Howard Terminal (discussed under Section 3.3.3, *Existing Site Parcels and Ownership*) requires the Project sponsor and the Port to negotiate Seaport Compatibility Measures, which may include input from the Port's seaport and maritime stakeholders. The outcome of these negotiations would be reflected in an Option Agreement (also discussed under Section 3.3.3) and other negotiated transaction documents between the Project sponsor and the Port, subject to the permitting and regulatory jurisdiction of all applicable local, state, and federal agencies.

¹⁵ California State Lands Commission, The Public Trust Doctrine. Available: <https://www.coastal.ca.gov/coastalvoices/PublicTrustDoctrine.pdf>.

The Seaport Compatibility Measures, if agreed upon between the Project sponsor and the Port, may address non-CEQA impacts relating to the Port's use or operations outside of the Project. CEQA impacts with respect to land use compatibility are addressed in Section 4.10, *Land Use, Plans, and Policies*, in Chapter 4 of this Draft EIR.

The Seaport Compatibility Measures to be negotiated include measures, designs, and operational standards to ensure that the Project does not impact or interfere with the Port's use or operations outside of the Project, including (i) the Port's current or reasonably anticipated future use, operation, and development of Port facilities, properties, and utilities of Port tenants, Port contractors, or operators engaged in the maritime use of the Port Area (as defined in Section 4.10.1); (ii) the health and safety of the Port's employees, tenants, contractors, or operators engaged in Port operations in the Port Area (and their respective employees) as well as of the future occupants of the Project site; (iii) measures to ensure that the future users, owners, lessees, and residents of and in the Project shall be notified of potential impacts of Port maritime and marine operations on their use and waive rights to claims arriving therefrom; and (iv) measures to ensure that the Project minimizes vehicular congestion from the Project and avoids conflict between vehicular and pedestrian traffic generated by the Project with Port seaport operations, including cargo truck routes and traffic.

3.17 Existing Howard Terminal Tenants

Existing uses on Howard Terminal are discussed in Section 3.2.1, *Existing Project Site Uses*. Truck parking/container depot uses are implemented under license through a truck parking management operating agreement that expires in April 2021 and that contract is anticipated to be extended; the agreement covers all parking areas at the Seaport, including Howard Terminal and the Roundhouse site. All other leases at Howard Terminal (approximately six, including drayage truck yards) are month-to-month, may be terminated on 30 days' written notice, and do not include tenant relocation rights or benefits.

With development of the proposed Project, the existing tenants and users of Howard Terminal are assumed to move to other locations within the Seaport (including the Roundhouse parking adjacent to Howard Terminal), the City, or the region where their uses are permitted under applicable zoning and other regulations. The Port is currently evaluating other locations within the Seaport for the longshoreman training facility.

With respect to the truck parking, on behalf of BCDC, The Tioga Group recently completed the *2019–2050 Bay Area Seaport Forecast* (May 22, 2020). Under a strong growth scenario, the forecast projects that 13.4 acres of overnight parking for drayage tractors (without container or chassis) and 17.1 acres of overnight parking with container and chassis, for a total of 30.5 acres of overnight parking, would be required by 2050. Slow and moderate growth scenarios would require a total of 28.4 acres and 29.7 acres of parking, respectively.¹⁶ As part of the Oakland Army Base (OAB) redevelopment, the City and Port are each required to provide 15 acres of

¹⁶ The Tioga Group and Hackett Associates, 2020. 2019-2050 Bay Area Seaport Forecast. Prepared for SF Bay Conservation and Development Commission. May 22, 2020. <https://www.bcdc.ca.gov/seaport/2019-2050-Bay-Area-Seaport-Forecast.pdf>, accessed November 11, 2020.

truck parking and ancillary maritime services, and have designated areas for those purposes. Specifically, the City has identified the approximately 15-acre site within the former OAB to fulfill this obligation, and the Port has located 15 acres of parking in the Roundhouse, directly west of Schnitzer Steel, to fulfill its obligation for 15 acres of overnight parking. Based on the Tioga forecast, this combined with Port and City parking will be sufficient to meet the overnight parking needs of the Port through 2050. Further discussion on this assumption for the potential relocation of truck parking from Howard Terminal to the Roundhouse site is included in Section 4.2, *Air Quality*, in Chapter 4 of this Draft EIR.

Therefore, truck drivers or businesses currently parking at Howard Terminal should find sufficient overnight parking in the Seaport or the former OAB. On the other hand, for those who prefer to use container depot facilities, where containers are stored for several days or more instead of overnight, they would likely need to find a location outside the Seaport. Each driver or business would make an independent assessment, based on individual operational needs, business plans, locations where container depot uses are permitted and available, and other factors, as to where or whether to move. To the extent that some of the current trucks parking at Howard Terminal would choose to park within the Seaport or OAB, trucking-related uses in those areas are part of the OAB Area Redevelopment Project, which is the subject of the separate OAB EIR certified on by the Oakland City Council on October 29, 2002 (Resolution No. 77510), and relocation of truck parking to those sites would not create new or additional impacts as a result of the proposed Project.

Outside of the Seaport and the OAB, in the vicinity of West Oakland, the City's zoning significantly restricts trucking-related uses and off-street truck parking. Trucking related uses are only allowed in the "T-overlay" zone, which is the area directly north of Howard Terminal and south of 5th Street, bounded by Brush Street to the east and the southbound Union Street off-ramp from I-880 to the west. Most of the area within the T-overlay zone is developed and most, if not all, of the properties that could be used for truck parking, container staging, or similar uses are currently occupied, for example by warehouses, a bus fleet yard, and light industrial businesses with associated auto parking lots. Existing truck parking outside of the T-overlay zone is either illegal or a legal non-conforming use that cannot be expanded. In particular, the areas under the I-880 freeway, with the exception of those with limited turning area to accommodate truck movement, are already mostly occupied by existing truck parking. Therefore, the impacts of truck parking on sensitive uses are part of the existing conditions in this area.

Similarly, with regard to on-street truck parking, including drayage truck parking, in nearby West Oakland, the West Oakland Truck Management Plan, approved in May 2019, includes four strategies intended to address truck and trailer parking across West Oakland by both changing regulation and improving enforcement. Strategy 8 (change parking regulations) is identified as a "Year 1" strategy and is expected to be implemented by 2021.¹⁷ Preparation of the West Oakland Truck Management Plan was undertaken expressly to comply with and to implement Mitigation Measure 4.3-7 of the OAB EIR, which states: "The City and the Port shall continue and shall work

¹⁷ City of Oakland and Port of Oakland, 2019. *West Oakland Truck Management Plan*, May 2019. <https://cao-94612.s3.amazonaws.com/documents/West-Oakland-Truck-Management-Plan-FINAL-APPROVED.pdf>, accessed February 17, 2020.

together to create a truck management plan designed to reduce the effects of transport trucks on local streets.” As used in this Mitigation Measure, “transport trucks” means the trucks serving the Port of Oakland and the OAB. OAB EIR Mitigation Measure 4.3-7 is focused on reducing negative impacts from transport trucks, including drayage trucks, on local streets, which is also expected to improve the quality of life, including localized improvements in air quality, for the community.¹⁸

Drayage trucks currently bring goods to and from the Port of Oakland from a variety of off-site locations via the regional freeway system. This would continue with the proposed Project, and only the trip ends associated with use of parking at Howard Terminal would occur elsewhere, although where is unknown. Nonetheless, the trucks would continue to enter the Seaport at the three access points on Adeline, 7th, and Maritime Streets, and only their parking/staging locations would be located elsewhere in the Seaport, the City, or the region. Further discussion is included in in Section 4.2, *Air Quality*, in Chapter 4 of this Draft EIR.

3.18 Project Variants

As introduced in Section 3.1.2, this Draft EIR analyzes two variants to the proposed Project. These variants are potential project features that may or may not be included by the Project sponsor as part of the proposed Project because the implementation of each is beyond the control of the Project sponsor at this time. The variants are not mutually exclusive; the Project could include one, the other, both or neither of them. The location of the variants relative to the Project site is depicted in **Figure 3-21, Variant Key Plan**.¹⁹ More information about the variants and why the implementation of each variant is uncertain at this time is described below and in further detail in Chapter 5, *Project Variants*.

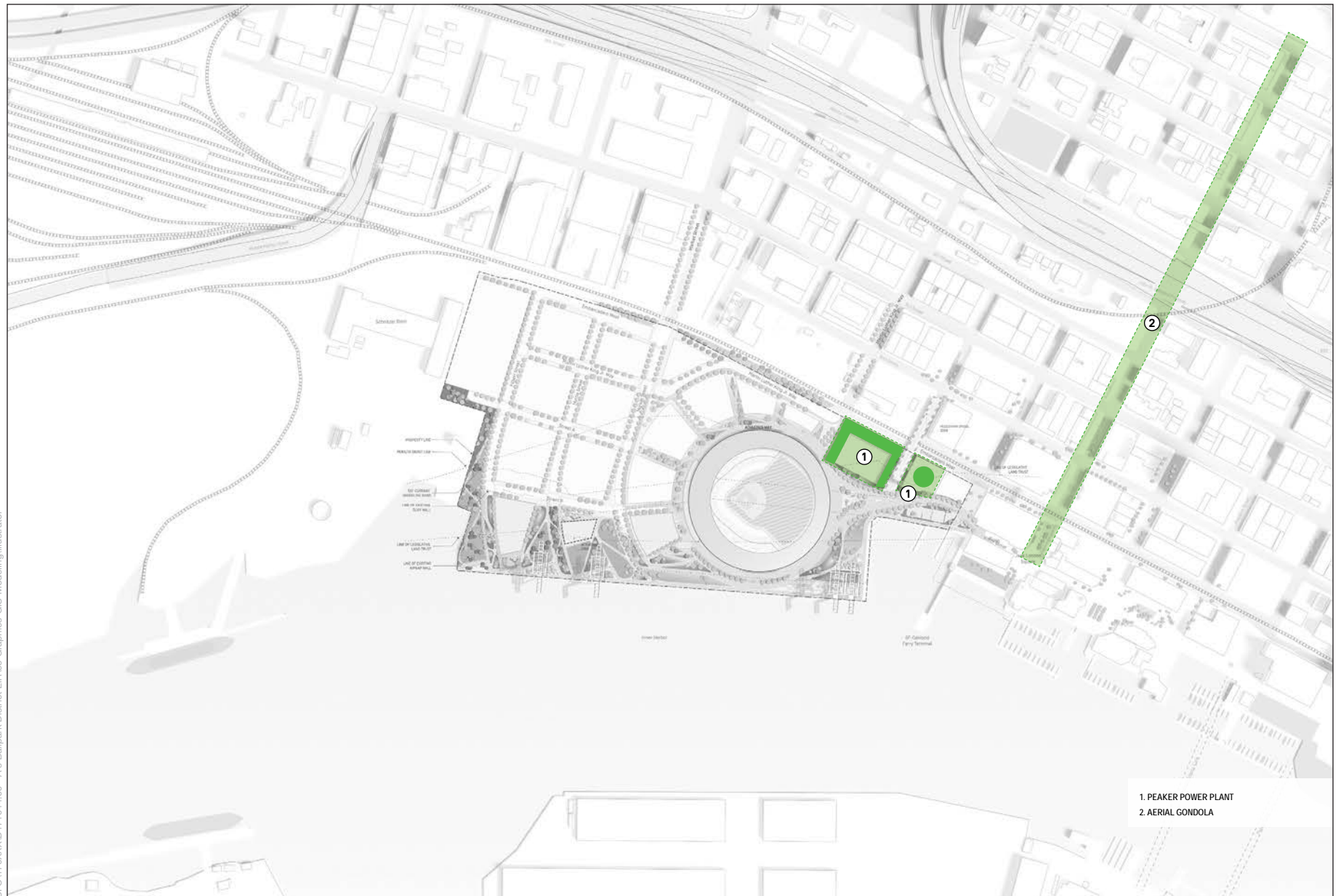
3.18.1 Peaker Power Plant Variant

The Peaker Power Plant Variant involves the planned conversion of the existing Peaker Power Plant; to a battery energy storage system (referred to throughout as “battery storage”); physical changes to the existing buildings; removal of the jet fuel tank east of Jefferson Street; and construction of buildings on the jet fuel tank site.

The conversion of the Peaker Power Plant to battery storage would be implemented by its owner, Vistra Energy, with participation by the Project sponsor. Depicted as location “1” in Figure 3-21, the variant involves the U-shaped building at 601 Embarcadero West, occupying the parcel south of Embarcadero West between Martin Luther King Jr. Way and Jefferson Street – which together comprise the historic PG&E Station C Area of Primary Importance.

¹⁸ City of Oakland, 2002. *Oakland Army Base Area Redevelopment Plan Environmental Impact Report*, April and July 2002.

¹⁹ Since release of the NOP for this Draft EIR, the Project sponsor removed from consideration certain variants (in whole or in part) that were identified in the NOP. The *Embarcadero/Clay Street* variant has been incorporated into the proposed Project. The *Crane Removal* variant is no longer proposed as a variant of the proposed Project and crane removal is now analyzed as part of the Project. The *Reconfigured Wharf Edge* variant is no longer proposed. The *Pedestrian/Bicycle Overcrossing* variant is now recommended as a mitigation measures to address transportation safety in Section 4.15 of this Draft EIR.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-21
Variant Key Plan

The plan for the Peaker Power Plant site is considered a variant to the proposed Project in this Draft EIR because the Oakland A's have not entered into an agreement with Vistra Energy to give the A's an interest in and control over the property to implement the proposed activities under this variant. Demolition of a portion of the existing power plant building wings would also result in a slightly modified site plan. See the description of the variant in Chapter 5, *Project Variants*, for more information.

3.18.2 Aerial Gondola Variant

The Aerial Gondola Variant includes the proposed Project as well as a new aerial gondola as a transit option for people going to and from the Project site on a daily basis and for events. The aerial gondola would travel overhead and along Washington Street, extending from 10th Street in downtown Oakland to Jack London Square (location "2" on Figure 3-23). The gondola would traverse over I-880 and the existing railroad tracks along a ropeline that would be centered on a single 230-foot-tall mid-span tower at 4th and Washington streets. Two major elements include an approximately 70-foot-tall Jack London Square Station at the foot of Washington Street, and an approximately 100-foot-tall Convention Center Station at 10th Street, adjacent to the Oakland Convention Center and 12th Street/City Center BART Station.

The gondola would be designed to transport a maximum of up to 6,000 passengers per hour in both directions. The system would include 20 total cabins, each of which could transport up to 30 passengers.

The Aerial Gondola is a variant in this Draft EIR because the Oakland A's do not control the site and approvals from multiple additional agencies/entities would be required. See the description of the variant in Chapter 5 for more information.

3.19 Discretionary Actions and Other Planning Considerations

3.19.1 Public Agency Approvals Required

A number of discretionary permits and approvals would be required before development of the proposed Project could proceed. As Lead Agency for the proposed Project, the City of Oakland is responsible for the majority of approvals required for development, and for preparation of this Draft EIR. A list of the currently anticipated City, Port, and other agency permits and approvals that may be required is provided below in **Table 3-4, Required Permits and Approvals Anticipated for the Proposed Project**.

As described earlier, the Port and City, without waiving any of their respective authorities and jurisdiction over lands within the Port Area and consistent with Article VII of the Charter, have entered into a nonbinding MOU that describes a contemplated shared regulatory framework that, if ultimately approved, would apply to the Project.

TABLE 3-4
REQUIRED PERMITS AND APPROVALS ANTICIPATED FOR THE PROPOSED PROJECT

Agency	Required Permits and Approvals Anticipated
Lead Agency	
City of Oakland	<ul style="list-style-type: none"> • Certification of the EIR • Approval of amendments to the General Plan and Planning Code after recommendation by the Planning Commission • Re-zoning to Waterfront Planned Development Zoning District • Consent to residential use as provided under Charter Section 727 • Preliminary Development Plan (PUD)[PDP] • Final Development Plans (PUD-F) [FDP] • Grading Permits • Creek Protection Permit • Tree Preservation and Removal Permit • Development Agreement • Community Benefits Agreement • Tentative and Final Subdivision Maps • Encroachment permits for facilities projecting into the public right-of-way • Actions required to adopt Parking Management Plan • All other necessary development permits and entitlements from the City
Primary Responsible Agencies	
Board of Port Commissioners	<ul style="list-style-type: none"> • Approval of Option Agreement and related transaction documents (e.g., Operations and Management Agreement, parcel lease and conveyance agreements) • Approval of a Trust Settlement and Exchange Agreement addressing public trust issues affecting the Project site • Port Building Permits (sometimes referred to as a Port Development Permit) • All other necessary development permits and entitlements from the Port
State Lands Commission	<ul style="list-style-type: none"> • Approval of a Trust Settlement and Exchange Agreement addressing public trust issues affecting the Project site
Bay Conservation and Development Commission (BCDC)	<ul style="list-style-type: none"> • Major Permit • Amendment to the BCDC and Metropolitan Transportation Commission (MTC) Seaport Plan, Amendment the BCDC Bay Plan
Other Responsible Agencies	
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> • Authorization for fill of waters of the U.S. Clean Water Act Section 404 permit for any jurisdictional waters of the United States, if limited in-water piles (permanent fill) through the wharf are required due to the change in use or if an in-water approach such as a cofferdam is used to support modification/relocation of stormwater outfalls.
California Department of Transportation (Caltrans)	<ul style="list-style-type: none"> • Approval of plans and encroachment permit for improvements located within the State of California right-of-way • Improvements within the public right-of-way in Caltrans' jurisdiction (including re-paving, re-striping, signal improvements, street lights, and signal optimization) • Excavation for utilities affecting Caltrans' jurisdiction
California Department of Toxic Substances Control (DTSC)	<ul style="list-style-type: none"> • Oversight of proposed site remediation to allow proposed uses (see Section 4.8, <i>Hazards and Hazardous Materials</i>, for more information) • Amendments to proposed Covenants to Restrict Use of Property that current apply to the Project site

**TABLE 3-4
REQUIRED PERMITS AND APPROVALS ANTICIPATED FOR THE PROPOSED PROJECT (CONT.)**

Agency	Required Permits and Approvals Anticipated
Other Responsible Agencies (cont.)	
California Regional Water Quality Control Board (RWQCB)	<ul style="list-style-type: none"> • National Pollutant Discharge Elimination System (NPDES) permit for stormwater discharge • Section 401 permit for any jurisdictional waters on site • Oversight of proposed site remediation to allow proposed uses (also see DTSC)
California Public Utilities Commission	<ul style="list-style-type: none"> • Improvements within/near the railroad right-of-way
California Water Emergency Transportation Authority (WETA)	<ul style="list-style-type: none"> • New or expanded ferry services or facilities
Bay Area Air Quality Management District (BAAQMD)	<ul style="list-style-type: none"> • Permitting of activities prior to and during any demolition • Permit proposed generators
East Bay Municipal Utility District (EBMUD)	<ul style="list-style-type: none"> • Approval of water line and sewer, water hookups and review of water needs • Water Supply Assessment (already issued by EBMUD)
Alameda County Flood Control and Water Conservation District (ACFCD)	<ul style="list-style-type: none"> • Compliance with federal floodplain regulations
Alameda-Contra Costa Transit District (AC Transit)	<ul style="list-style-type: none"> • New or expanded AC Transit service or facilities
Capitol Corridor Joint Powers Authority	<ul style="list-style-type: none"> • New or expanded Amtrak service or facilities

Pursuant to that framework, it is anticipated that the City and the Port will closely consult and confer with one another regarding the content of the proposed General Plan amendment and zoning regulations that will govern future development of the proposed Project, both of which will be presented to the City Council for its discretionary review and approval. Further, it is anticipated that the City will accept applications for, process, and consider approval of all tentative and final subdivision maps and construction building permits as required for build-out of the proposed Project. In so doing, it is anticipated that the City will apply all relevant requirements, ordinances, policies, and codes typically employed in its ordinary course of business, including but not limited to the City's requirements for stormwater treatment, exterior lighting, creek protection, tree protection, and the handling of hazardous materials during Project construction and/or operation. The Port specifically reserves its power and duty to issue Port building permits pursuant to Section 708 of the Charter, which building permits will be in addition to any other permits required by the City.

Development of the Project would require discretionary approvals, included but not limited to those outlined below:

3.19.2 Additional Approvals for Project Variants

Table 3-5, Additional Required Permits and Approvals for Project Variants, shows that certain Project variants (described in Section 3.18 in this chapter) would involve the following additional discretionary actions and public agency approvals to those listed in Table 3-6 above for the proposed Project:

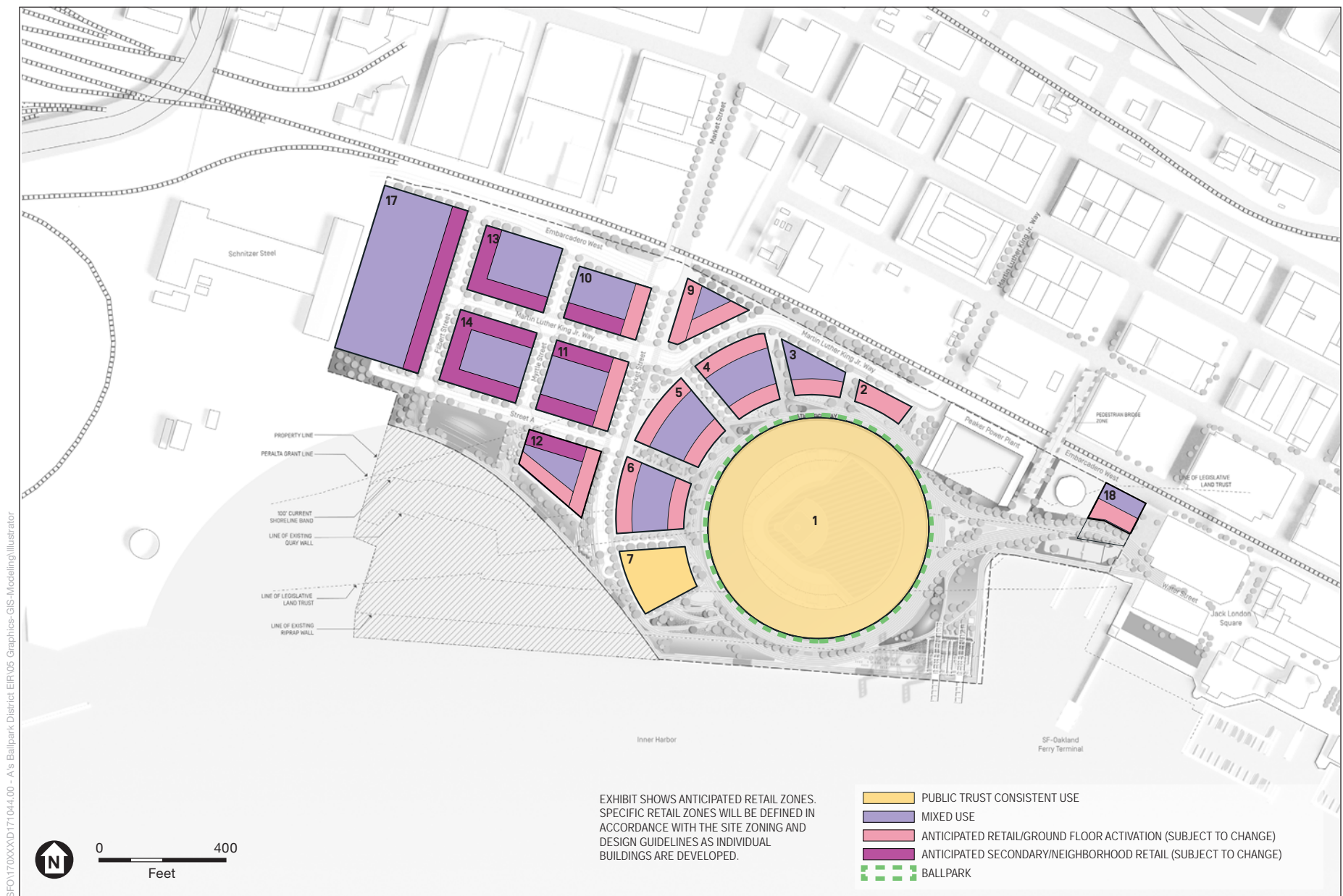
**TABLE 3-5
ADDITIONAL REQUIRED PERMITS AND APPROVALS FOR PROJECT VARIANTS**

Agency	Additional Required Permits and Approvals
Lead Agency	
City of Oakland	<i>Aerial Gondola Variant</i> <ul style="list-style-type: none"> Stand-alone Design Review and development permits and encroachment permits for facilities projecting into the public right-of-way
Primary Responsible Agency	
Port of Oakland	<i>Aerial Gondola Variant</i> <ul style="list-style-type: none"> Review and approval of permanent structures on Port property
Other Responsible Agencies	
California Department of Transportation (Caltrans)	<i>Aerial Gondola Variant</i> <ul style="list-style-type: none"> Approval of plans and encroachment permit for permanent structure over State of California right-of-way
California Public Utilities Commission	<i>Aerial Gondola Variant</i> <ul style="list-style-type: none"> Approval of gondola traveling over the railroad right-of-way

3.20 Maritime Reservation Scenario Exhibits for Comparison with the Proposed Project

The following is a full set of Maritime Reservation Scenario exhibits relevant for comparison with the proposed Project exhibits presented in this Chapter 3, *Project Description*. For ease of review, each Maritime Reservation Scenario exhibit is numbered to match the corresponding exhibit number for the proposed Project presented in this chapter.²⁰ Other comparative exhibits for the Maritime Reservation Scenario are included in the topical sections in Chapter 4 with the analysis of the scenario.

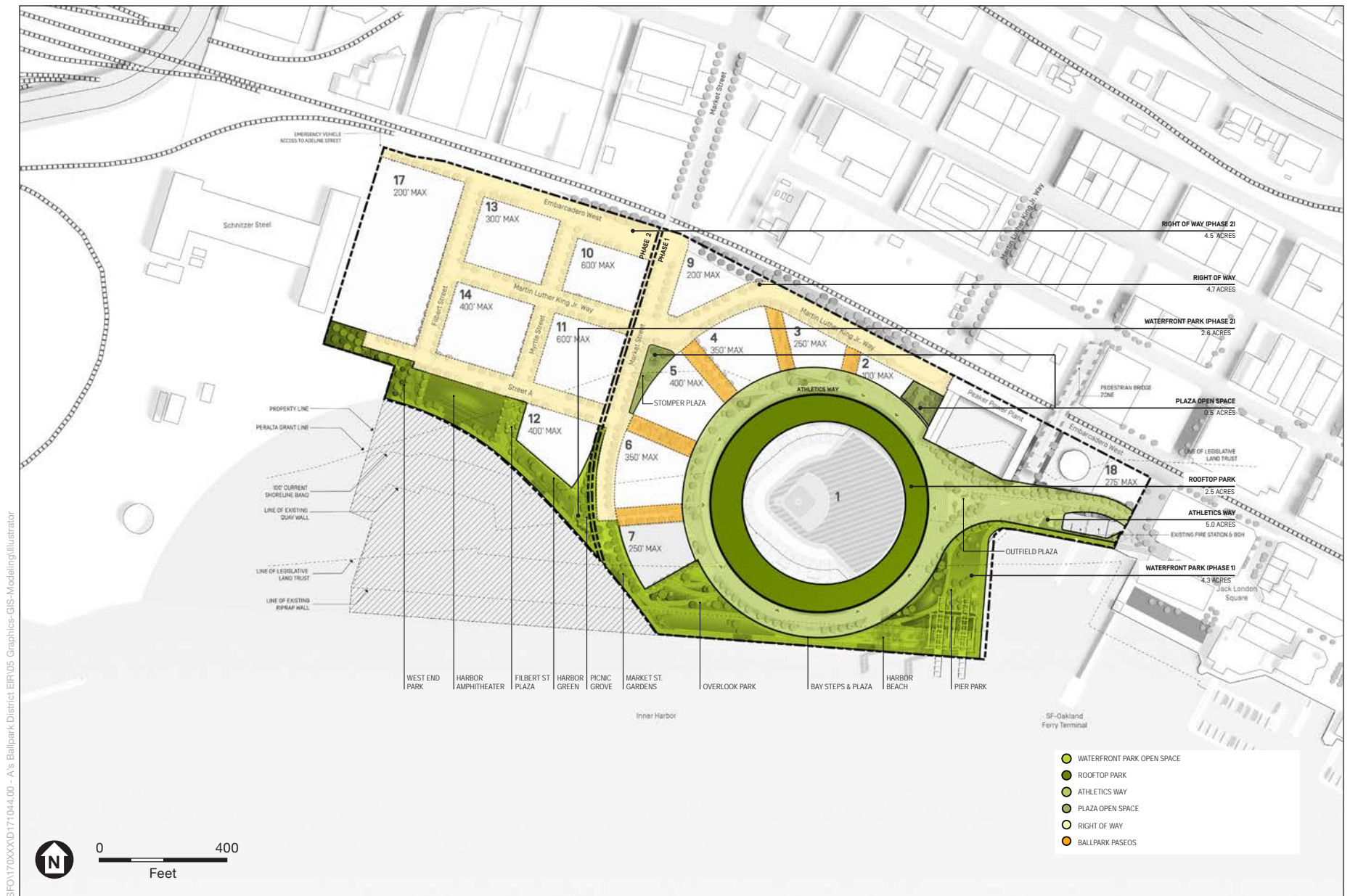
²⁰ Only figures that show changes to the proposed Project conditions as a result of the Maritime Reservation Scenario are included.



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

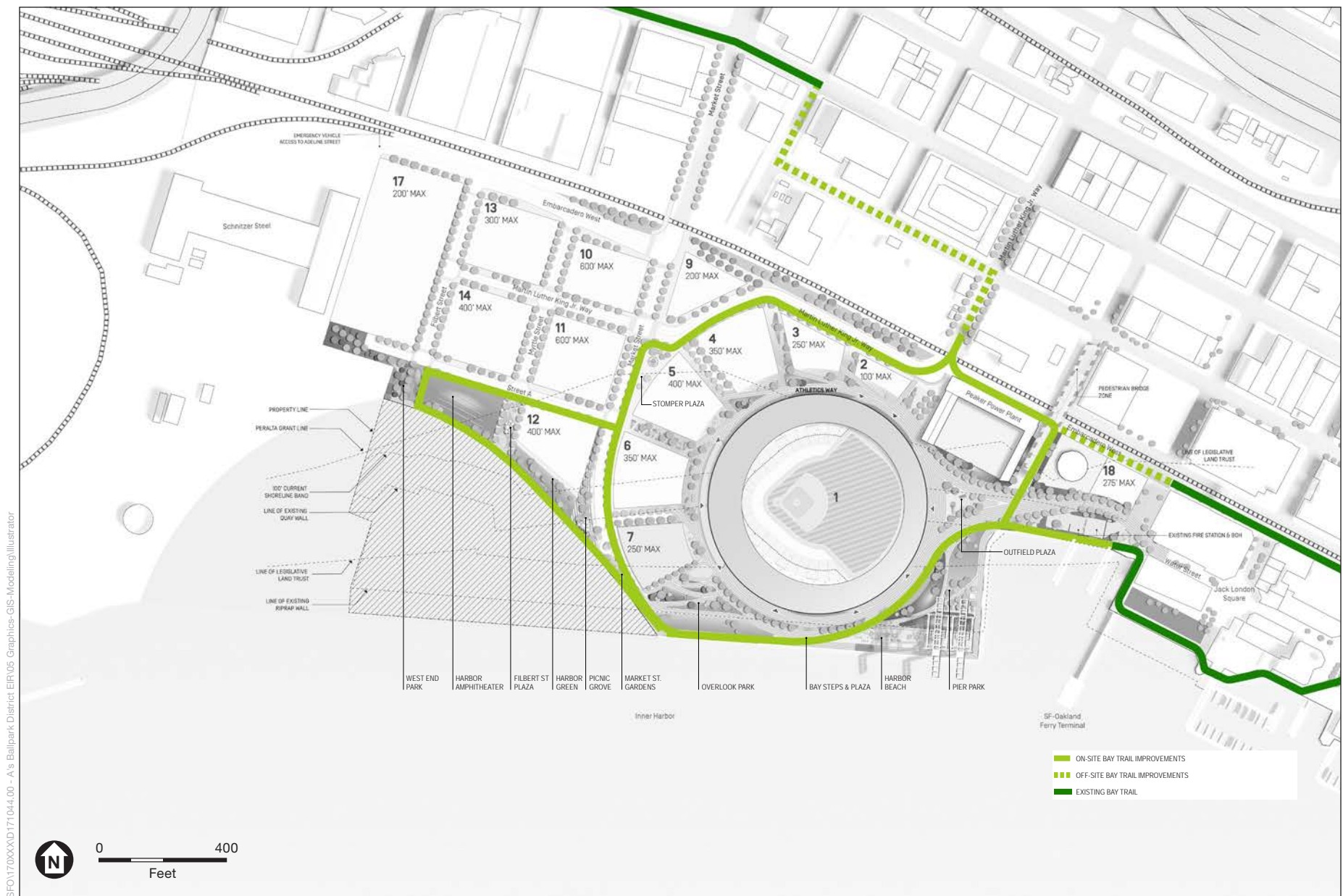
Figure 3-9.MRS
Land Use Plan - Maritime Reservation Scenario



SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-13.MRS
Parks, Plazas and Open Space Program and Design -
Maritime Reservation Scenario

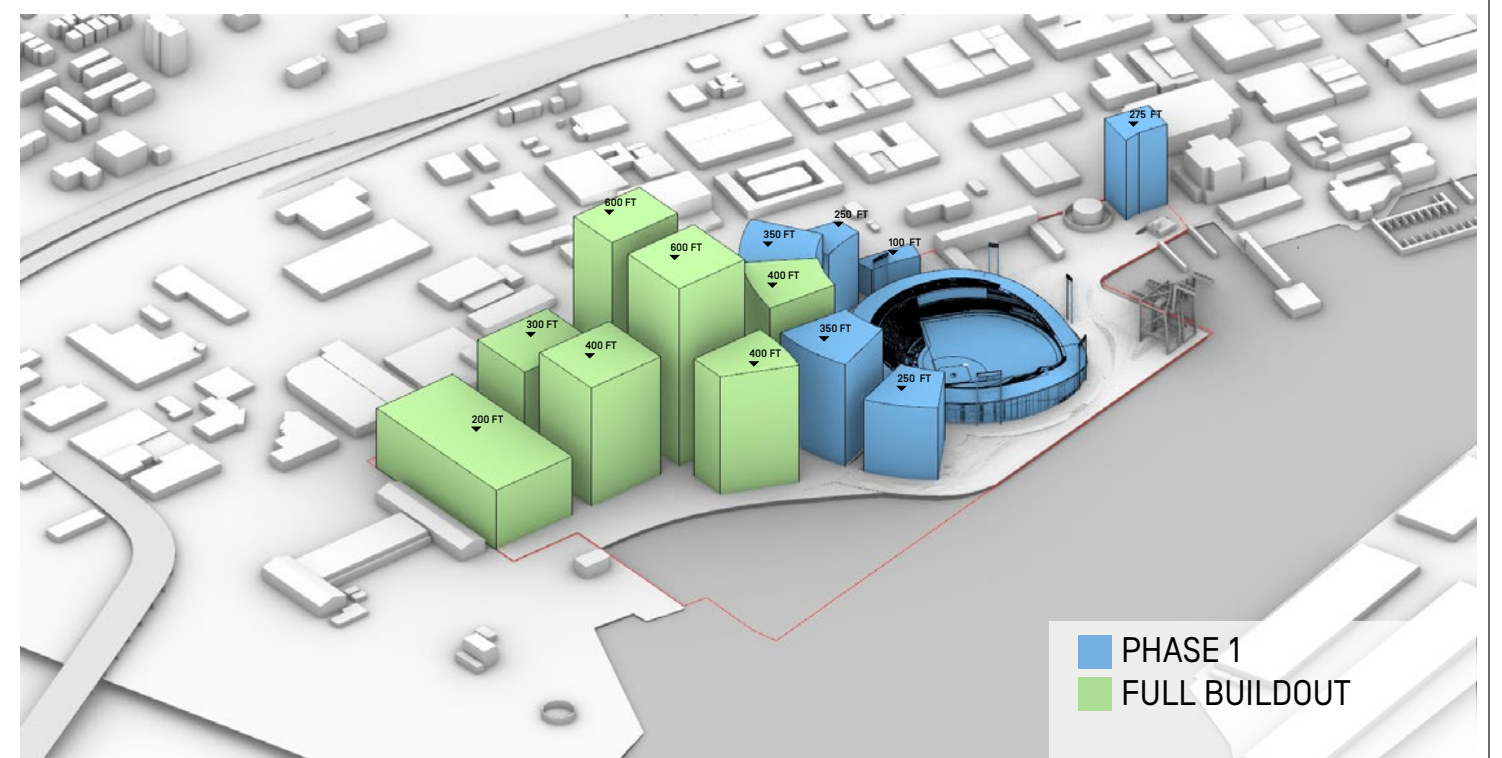
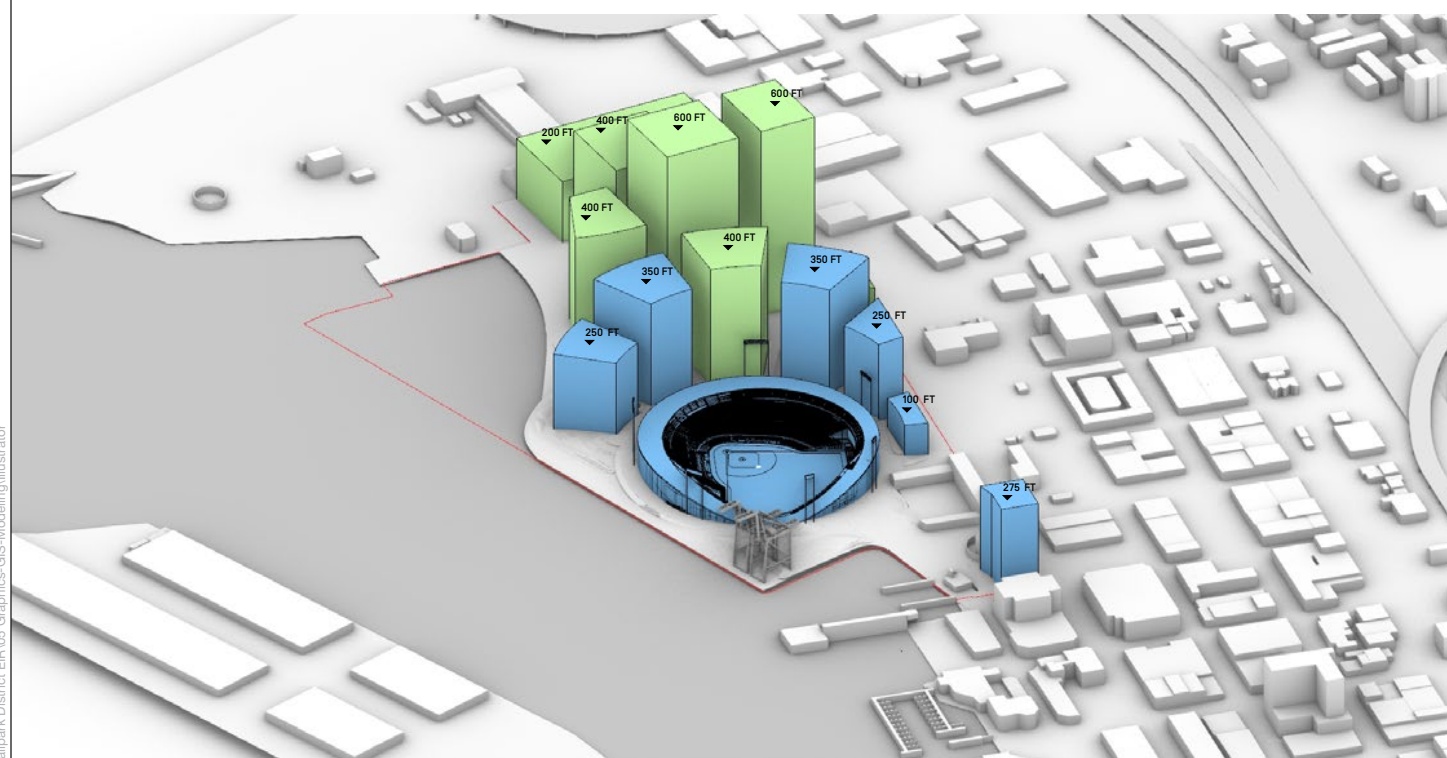
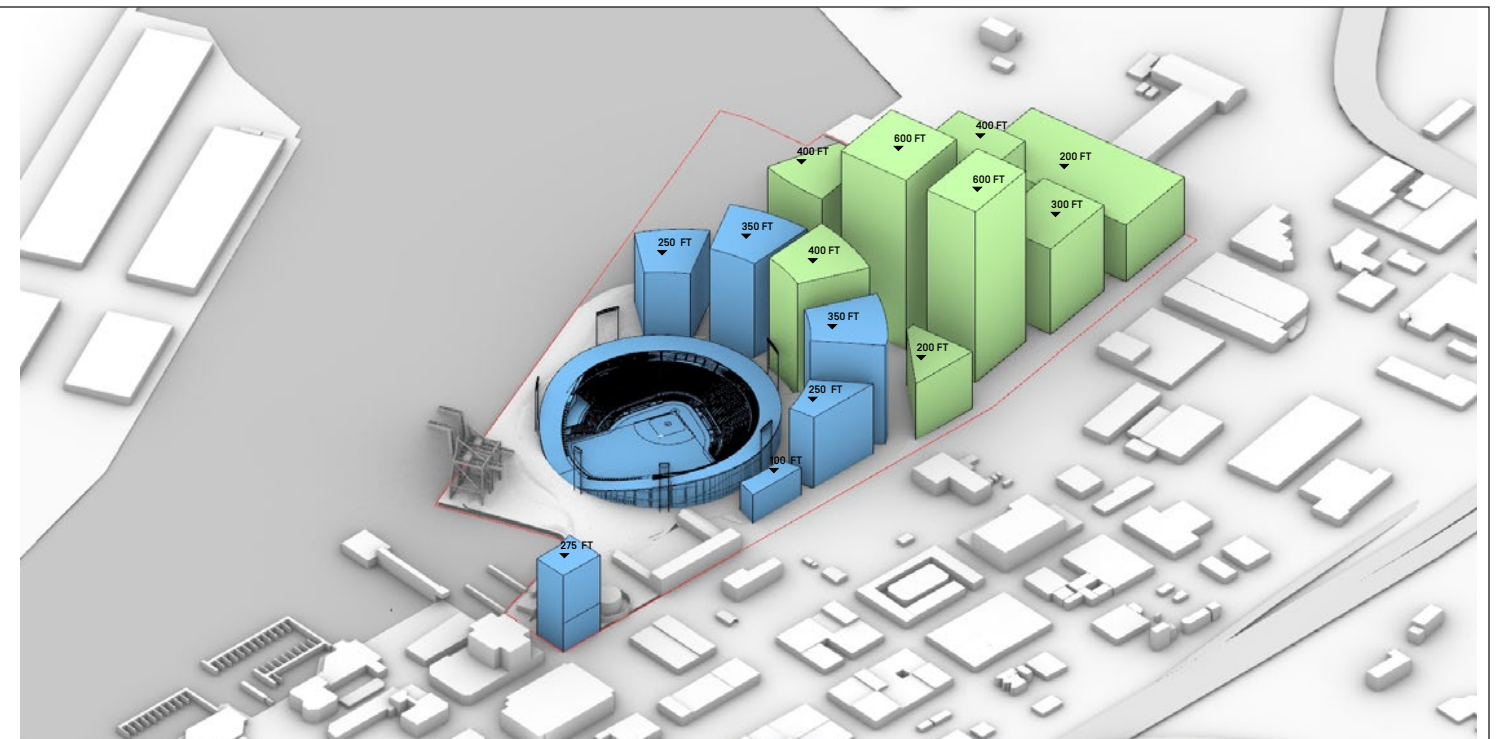
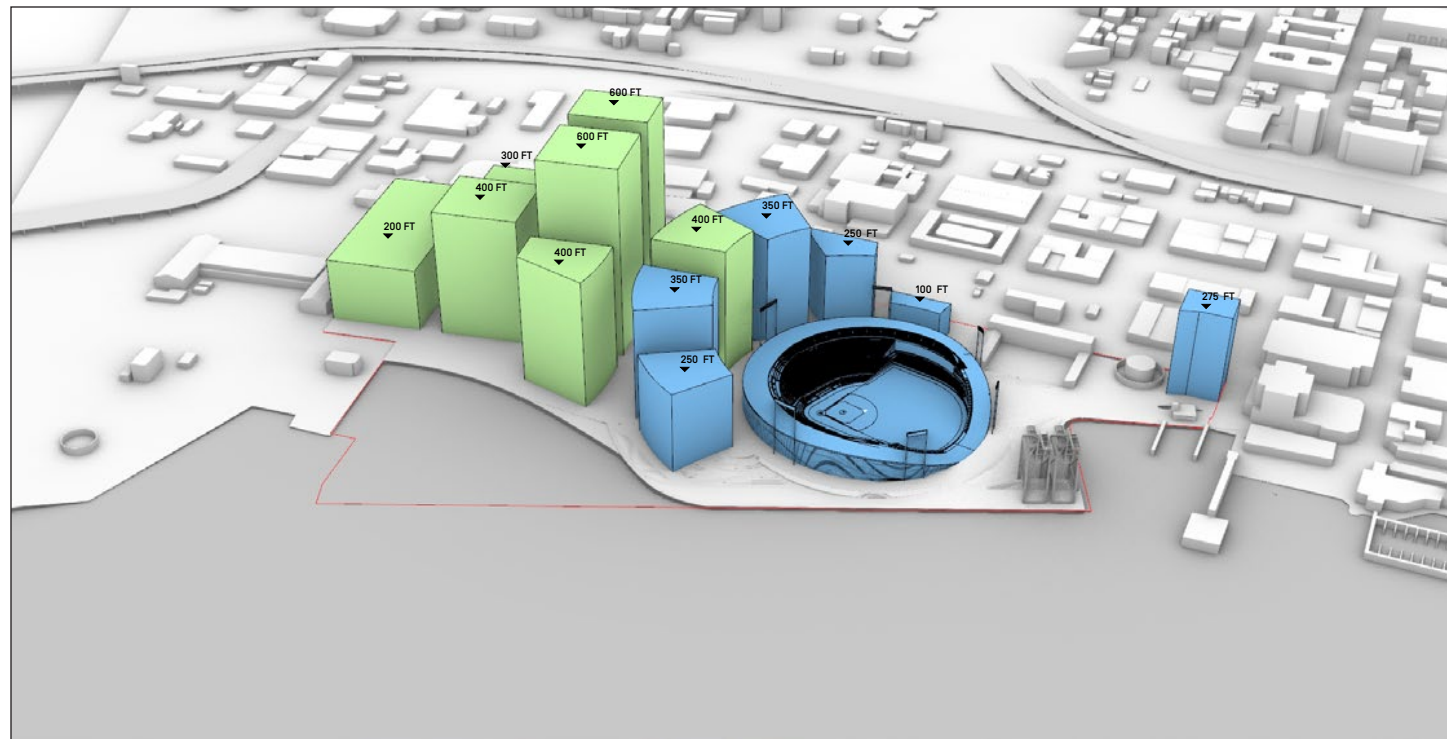


SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-15.MRS
Bay Trail Connection -
Maritime Reservation Scenario

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**NOTE: BUILDING ENVELOPE ELEVATIONS ARE MEASURED FROM THE CITY OF OAKLAND DATUM (ELEVATION 10' AT FINISHED FLOOR) AND BASED ON CURRENT ZONING REGULATIONS*

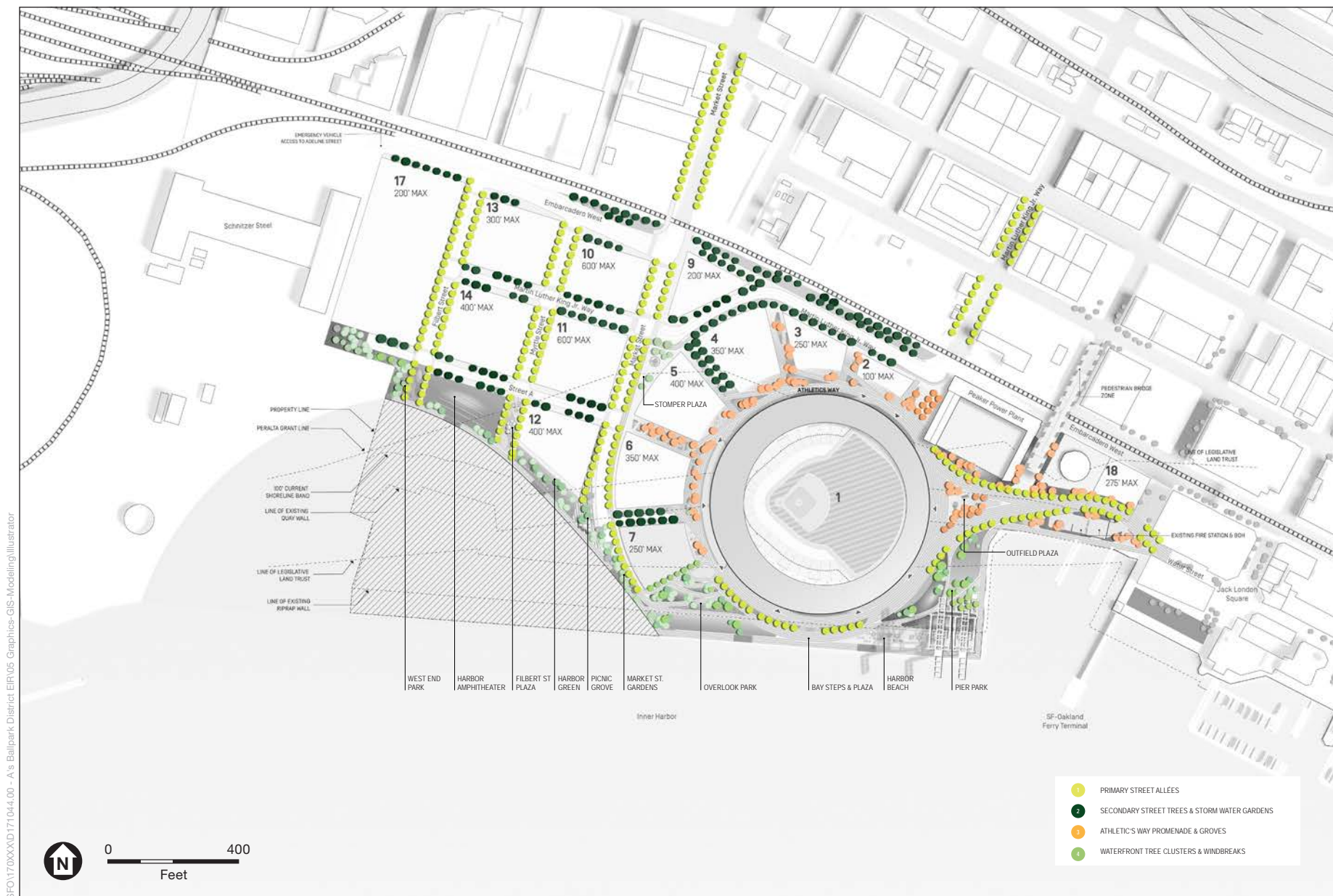
SFO\170XXX\171044.00 - A's Ballpark District EIR\05 Graphics-GIS-Modeling\Illustrator

SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-16.MRS
3D Maximum Massing Program –
Maritime Reservation Scenario

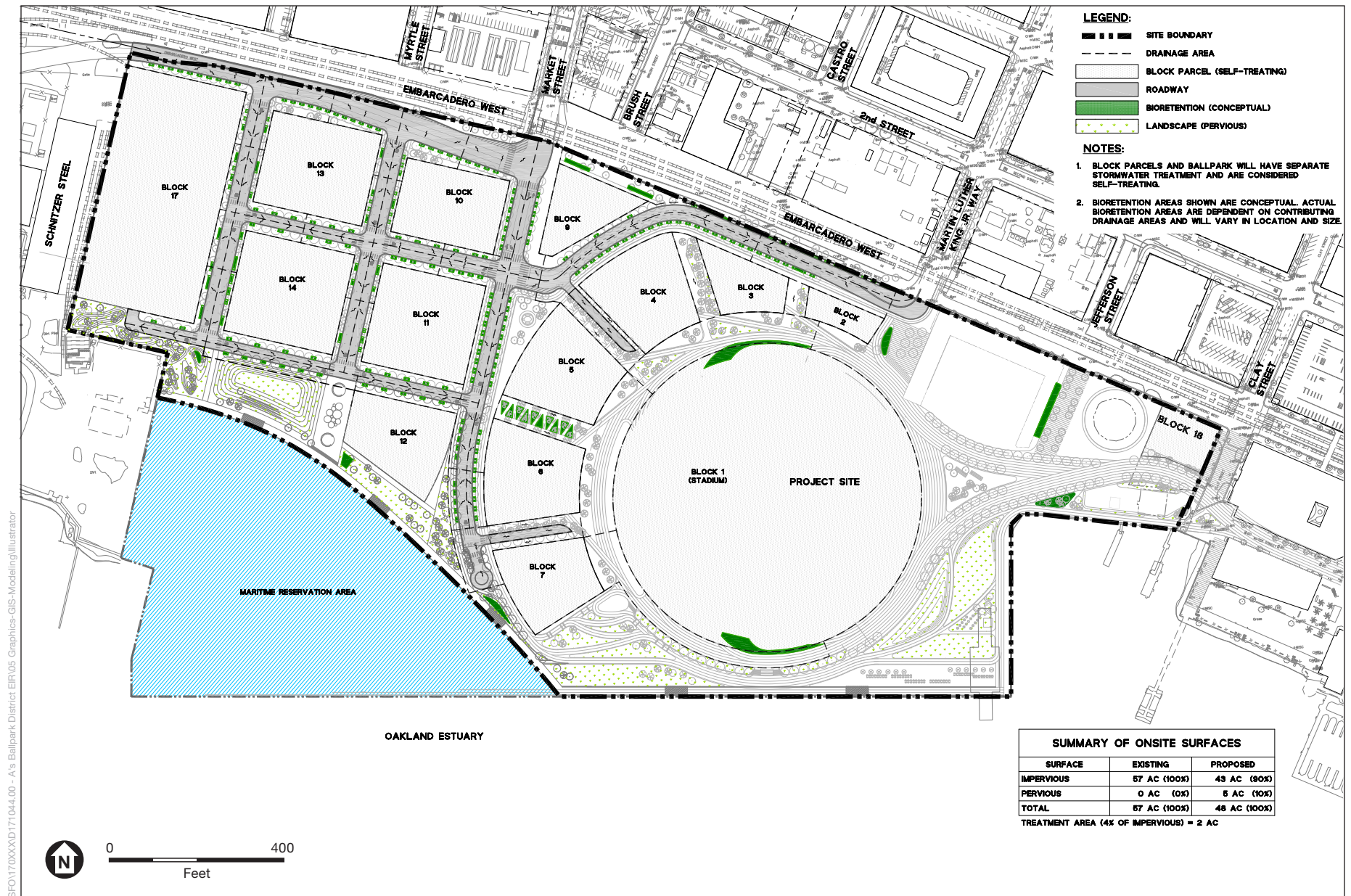
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SOURCE: BIG/JCFO, 2020

Oakland Waterfront Ballpark District Project

Figure 3-19.MRS
New Site Trees and Landscaped Detail -
Maritime Reservation Scenario



SOURCE: BKF Engineers, 2021

Oakland Waterfront Ballpark District Project

Figure 3-20.MRS
Preliminary Stormwater Treatment Plan -
Maritime Reservation Scenario