



CITY OF OAKLEY  
2020 GENERAL PLAN

CITY OF OAKLEY  
3231 MAIN STREET  
OAKLEY, CA 94561

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# CHAPTER

# 1

## INTRODUCTION

### **I**NTRODUCTION TO OAKLEY

The City of Oakley is among California's youngest cities, but the community and its historic character date to the late 1800's. The City's location on the flanks of the San Joaquin River Delta, not far north and east of the slopes of Mount Diablo and separated from the more rapidly developing central and western portions of Contra Costa County, has allowed the community to grow slowly and peacefully as the neighboring San Francisco Bay Area and other portions of Contra Costa County have experienced rapid urbanization. Oakley has small town charm and sense of community, affordable prices for land and housing, a growing population of professional and skilled workers, and a variety of outdoor recreational opportunities. Within this diverse community, rural and suburban lifestyles coexist with remaining agricultural activities. Figure 1-1 – Regional Location, depicts Oakley's general location within the State and within Contra Costa County.

Recognizing the importance of guiding its destiny, members of the community joined efforts and, on November 3, 1998, the community formally voted for the incorporation of the City of Oakley. On July 1, 1999 the City of Oakley was officially incorporated. The primary reasons for incorporation were to control the quality and pace of development, and to improve law enforcement services in Oakley. Since incorporation, the City now provides or directs a majority of municipal

services, has improved law enforcement services, has become proactive in land use planning and economic development, and has provided the opportunity for civic engagement at a more local level.

Development of this General Plan has been among the City's major efforts toward establishing and promoting a community that reflects the values and character of local residents. This General Plan provides the fundamental blueprint for Oakley through the year 2020.

At the time of incorporation, the City of Oakley automatically adopted the Contra Costa County General Plan, as well as the County Zoning Code and other County regulations. These County regulations allowed the City to operate as policy documents were prepared for the new City. Within this document, that first interim General Plan is referred to as the City adopted County General Plan, and it remained in force until the formal adoption of this General Plan.

#### **Community Goals and Vision**

The City's mission statement is a clear reflection of the values that led the community to incorporate: "The City of Oakley exists to build and enhance a quality community and to serve the public in a friendly, efficient, responsive manner." In addition to the Mission Statement, the City's Vision Statement further defines the

## 1.0 – Introduction

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most basic goals and values of the City: “By 2007, the City of Oakley will be recognized as a model of civic participation and a vibrant delta community where families live, work, play, shop and visit.”

Through a strategic planning process, the City Council adopted the following goals for the period of years 2000 through 2003. These are overall community goals and are not presented in order of priority:

- ❑ Attract and retain businesses to the City
- ❑ Complete and begin ongoing implementation of a General Plan
- ❑ Create a functioning and vital Downtown, including a Civic Center
- ❑ Ensure financial stability
- ❑ Maintain a friendly, efficient, responsive, easily accessible City
- ❑ Organization with a high level of civic participation
- ❑ Develop and begin implementation of a comprehensive parks and recreation program

### Overview of General Plans

Within California, all counties and incorporated cities are required by law to adopt a General Plan. State law is quite specific on the topics that must be addressed within the General Plan. The chapters, or Elements, of the Plan must address various State-mandated topics, but the organization of the Elements is at the discretion of each jurisdiction. Additionally, the State recognizes that each jurisdiction may face unique issues and authorizes the adoption of optional Elements that address issues of local concern.

### Requirement for Internal Consistency

The General Plan must fully integrate its separate parts and relate them to each other without conflict. Internal consistency applies as much to figures and tables as to the General Plan text. It also applies to data, analysis, and policies. All adopted portions of the General Plan, whether required by state law or not, have equal legal weight. No Element may supercede another.

### Organization of this General Plan

This Oakley 2020 General Plan addresses the State-mandated requirements through the following Elements:

Land Use Element  
Circulation Element  
Growth Management Element  
Economic Development Element  
Open Space and Conservation Element  
Parks & Recreation Element  
Health & Safety Element  
Noise Element  
Housing Element

The organization of material within each Element is at the discretion of the local jurisdiction. Each Element of this General Plan has been organized as follows: a brief Introduction that describes the Element’s content and mandatory components; a Goals, Policies and Programs section that establishes the policies and regulations the will govern land uses and activities within the City; and, a Setting section that provides supporting data that relates specifically to the policy statements. This Plan is intended to be concise and easily understood. While substantial technical data was collected to support this planning effort, the majority of the data is contained within separate reports and is not reproduced herein. Technical reports on cultural and historic resources, biological resources and public facilities such as water service, wastewater treatment and drainage have been prepared to support this General Plan and are available through the City for readers seeking more detailed information.

### Contra Costa County Measure C

In November 1988, the voters of Contra Costa County approved Measure C, thereby approving both Transportation Improvement and Growth Management Programs and authorizing a 0.5% sales tax to fund associated improvement projects. In order to receive local street maintenance and improvement funds under Measure C, the County and each city in the County is required to develop a Growth Management Element as part of their General Plan. The Growth Management Element and

the Circulation Element of this General Plan provide the required framework for compliance with Measure C.

### **Planning Horizon and Planning Area**

General Plans are required to establish a planning horizon and a Planning Area. The planning horizon, or the date through which this Plan could reasonably guide Oakley, is year 2020. However, it is typical for developing cities to update their General Plans every ten years as development occurs and conditions change. The Planning Area for this General Plan is the incorporated City limits, plus two areas generally east of the City referred to as proposed expansion areas. The incorporated City limits include approximately 8,064 acres, while the proposed expansion areas include an additional 2,700 acres.

In addition to the incorporated City limit boundary, a Sphere of Influence (SOI) boundary was established for Oakley at incorporation. In the case of a newly incorporated city such as Oakley, the City limit and the SOI boundary are identical. If Oakley wishes to expand its City limit, it must submit a request to the Contra Costa County Local Agency Formation Commission (LAFCo) to expand its SOI. If the LAFCo approves the expansion of an SOI, then the City could seek annexation of the additional land, thereby expanding the City boundary.

In the case of Oakley, Contra Costa County has approved urban intensity development immediately east of the City (Cypress Lakes) that will significantly affect Oakley. In the interest of guiding such development, the City will seek annexation of these lands. Contra Costa County LAFCo has directed the City to include within the General Plan any areas that it may seek to include within the City's SOI. Under this direction, the City has included approximately 2,700 acres east of Oakley within its Planning Area to support an application to LAFCo in the event the City seeks to expand its SOI.

### **Related Planning Activities**

This General Plan will be implemented in concert with various programs already underway by the City. Such programs include, but are not limited to, the following:

#### **Oakley Redevelopment Agency**

The Oakley Redevelopment Plan was established prior to incorporation of the City and is now administered under the direction of the Oakley Redevelopment Agency. The Redevelopment Agency will implement the Oakley Redevelopment Plan, thereby enhancing existing land uses within Oakley, with the aim to provide employment and goods and services for members of the community, as well as enhancing and improving underutilized land within the Redevelopment Area.

#### **Oakley Parks and Recreation Master Plan**

The City has worked diligently over the past two years to develop a Parks and Recreation Master Plan tailored to the specific needs of the community. Proceeding in tandem with the General Plan, it is anticipated that the Parks and Recreation Master Plan will be adopted soon after the General Plan.

#### **Long Range Circulation Plan**

Prior to initiation of the General Plan, the City had initiated a Long Range Circulation Plan to identify specific road improvement projects and to ensure adequate funding sources to complete identified improvements. The Long Range Circulation Plan and its associated Fee Study will be adopted following the General Plan.

#### **Downtown Revitalization Plan**

The City clearly recognizes the need to enhance Oakley's downtown and to create a more vital community center. One of the major constraints to achieving this goal will be resolved with the ultimate Highway 4/Main Street realignment, as well as the Highway 4 Bypass. Both of these projects will enhance pedestrian circulation and create a safer and more pedestrian-friendly downtown.

### **Environmental Review**

Adoption of a General Plan is considered a “project” under the California Environmental Quality Act (CEQA). As such, the potential impacts of adoption of the General Plan must be identified and analyzed. For the Oakley 2020 General Plan, an Environmental Impact Report (EIR) has been prepared.

From the outset, it was the City’s intention to create a self-mitigating Plan. This strategy required the City to consider potential impacts and incorporate policies and programs within the General Plan that would reduce potential impacts to level of less than significant.

With regard to the CEQA analysis, it is significant to note that the City adopted County General Plan that this document replaces provided greater development potential than this General Plan. This reduction in development potential reflects first that the County had established urban land use designations for most

of the Oakley Planning Area and secondly that under this Plan a substantial development area located north of the Contra Costa Canal within the City has been converted from residential uses to Delta Recreation, a predominantly open space designation.

### **Subsequent Actions**

While adoption of the General Plan represents a major milestone for the City of Oakley, additional concurrent and future planning efforts will be required. As noted above, the City is currently engaged in numerous planning efforts that are anticipated for adoption following the General Plan. Additionally, the City must amend the City adopted County Zoning Ordinance and Zoning Map to achieve consistency with this General Plan. The amendment and adoption of a Zoning Code and Zoning Map prepared specifically for Oakley will be a substantial and important undertaking that will clearly identify specific uses and standards for development within Oakley.



# CHAPTER

# 2

## LAND USE ELEMENT

### INTRODUCTION

This element describes the pattern of land development within the City of Oakley and the proposed expansion area and provides direction for the future development envisioned for the City. Also included in this element are descriptions of geographic areas that are anticipated to be developed over the term of this General Plan and Goals and Policies to guide the City's decision makers in their review of development proposals. This element also defines land use categories and provides supporting detail for the use depicted upon the Oakley General Plan Land Use Diagram.

#### **General Description of the Element and Various Components/Sections**

The Land Use Element is viewed as the core of the General Plan and is frequently the most referred to element. The General Plan Land Use Diagram designates land uses for all lands within the City and visually depicts the community's intended physical form and areas for growth. The Land Use Diagram is supported by text in this element that describes building intensity, population density and expectations of the citizens of the City of Oakley. The framework of Goals and Policies will guide the City's decision making throughout the term of the General Plan.

#### **Organization of the Element**

This element is organized into five main sections; an Introduction that includes an overview, describes consistency with State law, and provides the current setting; a Description of Land Use Designations; Goals, Policies and Implementation Programs of the Land Use Element; the Special Planning Areas that provides guidance for specific geographic areas within Oakley; and, a Setting section that provides supporting data.

#### **Consistency with State Law**

California Government Code Section 65302(a) requires that a land use element be included in a General Plan, and more specifically mandates that the element address the following:

*"...the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan..."*

## 2.0 – LAND USE ELEMENT

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This element has been prepared in conformance with all mandatory requirements of State law. Specific topics addressed include:

- ❑ Planning Boundaries
- ❑ Land Use Setting and Planning Area
- ❑ Population and Employment Projections
- ❑ Community Issues and Trends
- ❑ Special Land Use Considerations
- ❑ Land Use Diagram
- ❑ General Plan Land Use Designations
- ❑ Land Use Intensity Standards
- ❑ General Plan Holding Capacity
- ❑ Land Use and Zoning Compatibility

### **Planning Boundaries**

California Government Code Section 65300 states that a General Plan shall be adopted "for the physical development of a county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning."

Due to the presence of existing development adjacent to Oakley on the west and south, and the delta to the north, there are limited opportunities for expansion of the existing City limits, except to the east. Currently, the Oakley City limit and the Sphere of Influence (SOI) boundary are coterminous. However, Oakley has expressed interest in expanding the SOI beyond the City limit line to the east of the City in two locations: (1) a 155 acre area located southeast of the intersection of East Cypress and Sellers Avenue; and (2) a 2,546 acre area directly east of the eastern most portion of the City. These areas are referred to as the Expansion Areas within this General Plan and are depicted on Figure 2–1, City of Oakley Planning Boundaries. The land within the existing City limits combined with the Expansion Areas constitutes Oakley's General Plan Planning Area.

**Insert Figure 2-1 – City of Oakley Planning Boundaries**

### **Internal Consistency**

The General Plan must fully integrate its separate parts and relate them to each other without conflict. Internal consistency applies as much to figures and diagrams as to the General Plan text. It also applies to data, analysis, and policies. All adopted portions of the General Plan, whether required by State law or not, have equal legal weight. Neither may supercede another, so the General Plan must resolve conflicts among the provisions of each element.

### **Relationship to Other Elements of the General Plan**

The General Plan is required to maintain consistency between individual elements. Because of the nature of topics addressed in the Land Use Element, all other elements of the General Plan overlap land use issues and topics to varying degrees.

The Circulation Element addresses the transportation network that allows people, vehicles, and goods to move freely from one land use area to another. The Growth Management Element considers physical facilities that provide drainage, domestic water, and wastewater treatment services within the City. The Economic Development Element establishes a framework for promoting employment and economic development in the City. The Open Space and Conservation Element addresses a variety of issues, including biological, cultural and historic resources, as well as air quality and agricultural activities. The Parks and Recreation Element focuses on active and passive recreational opportunities and identifies the locations of existing and potential park sites. The Health and Safety Element considers issues of flooding, ground shaking, and other possible hazards. The Noise Element addresses conflicts between noise generating and noise sensitive land uses. The Housing Element addresses the availability, type, methods of purchasing, and condition of housing in the City.

### **Overview of Major Land Use Issues**

The City has held several community workshops to guide the planning of Oakley. Among the issues discussed were the type and scale of new development, opinions of community character and expectations of the City. The workshop results that pertain most directly to the Land Use Element are summarized below:

- ❑ A “downtown theme” or Community Focal Point is needed to help develop a sense of place for the City.
- ❑ Important, landmark or historic buildings should be maintained and enhanced.
- ❑ The City should seek a better jobs housing balance and encourage more jobs.
- ❑ Larger lots, and more “upscale” residential development should be encouraged.
- ❑ The rural character of the City should be maintained.
- ❑ Redevelopment of industrial and commercial sites should be encouraged.
- ❑ There is a need for more open space, trails and parks. These land uses should be integrated into new development.
- ❑ Encourage commercial/retail development that provides typical urban amenities for the residents of Oakley.

Other issues were discussed at the workshops and are addressed in the element(s) that can best address the issue. Many of the issues identified by the community have been incorporated and addressed within the goals, policies, and programs in the various elements of this General Plan.

### **Community Vision**

The City of Oakley envisions itself as a place for those seeking a semi-rural setting, small town character and the recreation opportunities provided on the Delta. While residential opportunity abounds, the City will also seek to encourage more industrial and commercial development to create a balanced community. The downtown is in need of rehabilitation before it can be considered the

true heart of the community and this effort is already underway. To maintain its small-town feel, the City will seek to develop neighborhoods with unique identities. By creating a sense of place and an association with a particular area in the community, each neighborhood can begin to take ownership and pride in its area. Any development that can link trails, open space or other amenities into the plan will be reviewed more favorably than the “typical” subdivision or apartment complex. While affordable housing is important to the City and the region, the City also wants to provide an opportunity for large-lot development.

Water is a key element within the City, as a recreational amenity, irrigation for agriculture or the City’s proximity to the Bay Area. The region’s hot summers, abundance of excellent fishing and recreational boating opportunities further strengthen the community’s identification with the Delta. From aquatic features in landscaping to traditional harbor town structures, with careful design and attention to detail, even those developments

well removed from the Delta may further enhance the community’s relationship to the Delta.

Similar to Oakley’s connection to the Delta, agriculture is a fundamental component of the community’s character. Historically, agriculture has been the primary economic activity in and around Oakley. At this time, the community is transitioning to a more urban setting and large-scale agriculture is becoming a less prevalent use throughout Oakley. However, the agricultural heritage of Oakley remains strong and is evident in the numerous remaining orchards and vineyards in town, as well as the strong equestrian interest of Oakley residents. As new development occurs, the City will seek to protect the varied remaining agricultural activities of Oakley and to maintain the cultural connection to the community’s agricultural heritage through design standards, development project reviews, construction of community entry monuments and the design of public facilities serving Oakley residents.

# GOALS, POLICIES AND PROGRAMS

## GENERAL LAND USE

**Goal 2.1** Guide development in a manner that creates a balanced and desirable community, maintains and enhances the character and best qualities of the community, and ensures that Oakley remains an economically viable City.

### Policies

- 2.1.1 Promote a combination of employment and residential uses that provide both jobs and housing for Oakley’s residents.
- 2.1.2 Consider the fiscal impacts of development in order to ensure the City has adequate financial resources to fund community projects and programs.
- 2.1.3 Promote commercial and residential development that supports the small town character of Oakley. Key elements include scale of buildings, landscaped open areas within projects and safe and accessible multi-use trails.
- 2.1.4 Promote the placement of the most intensive non-residential development (Commercial, Business Park and Light Industrial) in the Northwest Oakley Planning Area as defined in Figure 2-3.
- 2.1.5 Preserve open space areas, of varying scales and uses, both within development projects and at the City’s boundary.
- 2.1.6 Ensure a strong physical connection to the Delta and the waterfront, including convenient public access and recreational opportunities.
- 2.1.7 Assure that all development in the City pays for its fair share of the cost of necessary public service and facilities.
- 2.1.8 Discourage development that results in land use incompatibility. Specifically, require buffers between uses where appropriate and discourage locating sensitive uses (residential) adjacent to existing potentially objectionable uses or

locating potentially objectionable uses adjacent to sensitive uses.

- 2.1.9 Maintain a separation between the City of Oakley and the City of Brentwood in order to retain an individual character of Oakley.
- 2.1.10 When considering large scale development projects, the City may, at its discretion, authorize a Specific Plan (SP) or Planned Unit Development (PUD) approach that allows flexibility within a project area. Under this approach, the distribution of land uses may vary from the land uses as designated on the Land Use Diagram. The SP/PUD approach shall not allow either an overall greater development density than allowed under the Land Use Diagram, or a combination of uses that undermines the overall intent of the project area as established under the General Plan policies and Land Use Diagram.

### Implementation Programs

- 2.1A Complete a comprehensive revision of the City’s Zoning Code within one year of adoption of the General Plan. Establish new zoning districts for the General Plan designations of Business Park, Utility Energy and Agricultural Limited.
- 2.1B Review and revise the Zoning Map, within the comprehensive Zoning Code update, to establish consistency with the General Plan Use Diagram.
- 2.1C Consider, during the review of development projects, the financial impacts to the City of providing required public facilities and services and assure that each project properly compensates for the full cost of providing those facilities and services through fee and other programs.
- 2.1D Consider and adopt as determined appropriate, guidelines for the fiscal analysis of development proposals.
- 2.1E Prepare and adopt fee and other programs that assure that the need of residents for services and facilities is adequately served.

- 2.1.F Provide public access to the Delta and the Oakley waterfront through discretionary approvals of development projects, coordinated efforts with involved agencies and organizations, and the improvement of City public facilities.
- 2.1.G Establish within the Oakley Zoning Code appropriate regulations to guide the Specific Plan (SP) and/or Planned Unit Development (PUD) process, including the extent to which development patterns may vary from land use patterns as depicted upon the Land Use Diagram.

**RESIDENTIAL**

**Goal 2.2** Create new residential developments and preserve existing neighborhoods to reflect the high quality of life in Oakley.

**Policies**

- 2.2.1 Recognize Oakley’s predominantly single family residential character and distinctive qualities in planning and development decisions.
- 2.2.2 Require that new development be generally consistent with the scale, appearance, and small town character of Oakley.
- 2.2.3 Protect existing residential areas from intrusion of incompatible land uses and disruptive traffic to the extent reasonably possible.
- 2.2.4 Promote, in areas where different land uses abut one another, land use compatibility by utilizing buffering techniques such as landscaping, setbacks, screening and, where necessary, construction of sound walls.
- 2.2.5 Promote the transition from higher density centers to lower densities at City boundaries. Where high density residential is directly adjacent to low density residential or agricultural uses, buffers should be provided.
- 2.2.6 Encourage higher density residential development at locations within convenient walking distance of Downtown, shopping centers, and bus

- routes. Please see page 2-27 for a description of the Downtown area and its location.
- 2.2.7 Consider modified development standards for large-lot development that reflects the rural nature of the development. This may include reducing or eliminating the need for traditional sidewalks, street lighting or other subdivision improvements, if the absence of such improvements will not result in conflicts with adjacent land uses and threats to the public health, safety and welfare.
- 2.2.8 Preserve the limited areas planned for multi-family residential development and discourage General Plan amendments and rezoning of such areas for other uses.
- 2.2.9 Consider the cumulative effects of development on community facilities and services, such as transportation and schools, throughout the planning process.
- 2.2.10 Require the establishment of lighting and landscaping districts, as appropriate, for new residential developments.
- 2.2.11 Encourage exceptional design and amenities for mobile home parks.
- 2.2.12 Restrict or require increased setbacks for residential development proposed and adjacent to industrially or agriculturally designated or developed land to minimize conflicts.
- 2.2.13 All residential development should be required to construct and dedicate to the City and pay impact and other fees that represent their respective fair share of necessary public services and facilities.
- 2.2.14 Encourage naming of subdivisions and streets to reflect the community’s geography and history, and its relationship to the Delta.
- 2.2.15 Discourage non-gated development that relies upon private streets.

**Implementation Programs**

- 2.2.A Develop a procedure for reviewing development applications to ensure, prior to entitlement, compliance with all policies established in the General Plan.
- 2.2.B Within the five (5) years following the adoption of the General Plan, develop

- and adopt residential subdivision design guidelines.
- 2.2.C Within the five (5) years following the adoption of the General Plan, develop and adopt standards for the construction of multiple family housing.
- 2.2.D Within the five (5) years following the adoption of the General Plan, develop and adopt design guidelines and performance standards for the development and operation of mobile home parks.
- 2.2.E Amend the Zoning Code to support a minimum parcel square footage per dwelling unit, for both single family and multi-family development.
- 2.2.F Establish policies and standards that facilitate compliance in accordance with the Americans with Disabilities Act (ADA).
- 2.2.G When reviewing development proposals along the City’s southern boundary (Neroly Road and Delta Road) require a buffer generally consistent with Figure 2-9, Oakley/Brentwood Buffer.
- 2.2.H Require proposed development to demonstrate compliance with policies, programs and standards for public services and facilities, as noted within the Circulation Element and the Growth Management Element, prior to project approval.

**COMMERCIAL**

**Goal 2.3** Support the retention and expansion of existing commercial establishments, and to encourage new, high-quality commercial development in the City.

**Policies**

- 2.3.1 Encourage businesses that support and contribute to an economically vital and diverse Oakley community.
- 2.3.2 Promote renewal and retention of businesses and commercial districts within Oakley.
- 2.3.3 Promote the location of commercial centers to allow for easy access to arterial streets that serve the City. The

- centers should be located in centralized areas capable of serving the greatest number of households with the least travel, and providing the best access to alternate modes of transportation and highways.
- 2.3.4 Promote the location of regional commercial uses, such as factory outlets, malls, and hospitals on major roads or at major intersections.
- 2.3.5 Promote the location of highway commercial uses, such as gas stations, convenience stores, and restaurants, to take advantage of, and to provide necessary services for, the traveling motorist.
- 2.3.6 Neighborhood commercial centers should be central to the neighborhood area they serve. Adequate access, compatibility with surrounding uses, and consistent design with a community theme are necessary. These centers should maximize access for bicycles and pedestrians.
- 2.3.7 When reviewing requests for commercial uses in residential neighborhoods, consider whether the integrity of the neighborhood is compromised.
- 2.3.8 Consider separate standards for individual commercial areas, including business parks, downtown, or other employment centers. The commercial areas may provide for a mix of residential and commercial uses as determined appropriate by the City.
- 2.3.9 Ensure that, to the extent feasible, business areas are provided with adequate pedestrian, bicycle, and parking facilities.
- 2.3.10 Where appropriate, encourage the use of shared circulation and parking facilities for new and existing businesses.
- 2.3.11 Encourage the reuse of vacant and/or underutilized commercial buildings for more economically productive purposes, including new businesses, housing, and mixed-use development.
- 2.3.12 Ensure the provision of sufficient and adequately distributed parking within the Downtown area to help promote an



- economically viable Downtown business district.
- 2.3.13 Require that all commercial developments construct, and dedicate land to the City, and pay impact and other fees that represent their respective fair shares of necessary public services and facilities.
  - 2.3.14 Require landscaping in conjunction with commercial development projects that enhances the character and quality of the project and its immediate vicinity.
  - 2.3.15 Establish high and low density Zoning Districts for the Business Park designation. No more than 30 acres of Business Park High shall be approved in the City under this General Plan.

**Implementation Programs**

- 2.3.A Within five (5) years, prepare and adopt design guidelines for commercial structures, landscaping programs and signage. The guidelines shall specifically address commercial shopping centers, business parks, the Downtown area, neighborhood commercial areas, and all other commercial uses.
- 2.3.B Study the potential for centralized parking in the Downtown area and the possible establishment of a parking district.
- 2.3.C Within the City’s new Zoning Code, to be adopted within one year of General Plan adoption, establish a Business Park High designation that allows up to 2.0 FAR, and a Business Park Low designation that allows up to 1.0 FAR.
- 2.3.D Within the City’s Zoning Map, to be adopted following General Plan adoption, designate up to 30 acres of Business Park High, with the balance of this General Plan designation to be identified as Business Park Low on the Zoning Map.
- 2.3.E Prepare a Downtown Design and Development Plan that will promote a vibrant and diverse downtown and will provide a design framework to enhance the character and identity of Oakley’s downtown.

- 2.3.F When possible, pursue State and Federal funds for activities and infrastructure improvements that will promote economic growth.

**INDUSTRIAL**

**Goal 2.4** Promote economic growth within the City of Oakley to ensure employment opportunities and goods and services are available within the community.

**Policies**

- 2.4.1 The City of Oakley does not support or accommodate general Heavy Industrial uses. The City does allow and encourage Light Industrial and Utility Energy uses in appropriate locations.
- 2.4.2 Avoid development which results in land use incompatibility. Specifically, avoid locating objectionable land uses within residential neighborhoods and protect areas designated for existing and future industrial uses from encroachment by sensitive (residential) uses.
- 2.4.3 Ensure there is adequate land available to accommodate industrial development.
- 2.4.4 Incorporate design buffers between potentially incompatible land uses and avoid, to the extent feasible, new land uses that compromise existing businesses and operations.
- 2.4.5 Coordinate economic development efforts with other public agencies and organizations promoting economic development in the region.

**Implementation Programs**

- 2.4.A Periodically review the industrial and commercial land use designations within the General Plan Land Use Diagram to ensure that there is an adequate mix of parcel sizes, zoning and infrastructure to accommodate new development.
- 2.4.B Within five (5) years, develop design guidelines and performance standards for the development and operation of industrial uses in the City of Oakley.

The design guidelines will consider building and site design, landscaping to mitigate visual impacts of the industrial use, signage and other physical features of industrial development. The performance standards will address noise, odor, visual and similar impacts and will provide a standard under which industrial uses in the City must operate.

- 2.4.C When possible, pursue State and Federal funds for activities and infrastructure improvements that will promote economic growth.

### **HISTORIC RESOURCES**

- Goal 2.5** Encourage the protection of historic, landmark or other structures significant to the Community or to individual neighborhoods.

#### **Policies**

- 2.5.1 Review all development proposals involving historic buildings to ensure that modifications are consistent with the overall historic architecture and authenticity of the building.
- 2.5.2 Continue to support redevelopment and rehabilitation efforts for significant structures in the community.
- 2.5.3 Review infill development for consistency with architectural character in the surrounding neighborhood.
- 2.5.4 Consider reducing or waiving some development requirements to encourage the reuse of existing older structures.
- 2.5.5 In historic areas, promote land uses that are consistent with the historic nature of the area.

#### **Implementation Programs**

- 2.5.A Develop a process of review for all development applications involving the modification of historically significant structures.
- 2.5.B Support and facilitate grant applications for inventorying, renovating, and restoring significant commercial and residential structures throughout the City.

- 2.5.C Periodically update the City’s inventory of historic resources. Utilize and update the inventory and analysis of historic resources, that was completed in conjunction with this General Plan.

### **OPEN SPACE**

- Goal 2.6** Ensure that open space areas are properly managed and designed to conserve natural resources and enhance the community’s character and provide passive recreational opportunities.

#### **Policies**

- 2.6.1 Provide public access to the Delta and the waterfront wherever appropriate and feasible. Typically, such access should be unobstructed to the public by foot or bicycle, and where appropriate by horse, automobile and/or boat.
- 2.6.2 Preserve, enhance and/or restore selected existing natural habitat areas, as feasible.
- 2.6.3 Create new wildlife habitat areas in appropriate locations, which may serve multiple purposes of natural resource preservation and passive recreation, as feasible.
- 2.6.4 All public recreational areas and facilities shall be accessible by a publicly maintained road.
- 2.6.5 Development shall not be permitted on lands designated by FEMA as flood-prone until a risk assessment and other technical studies have been prepared and have shown that the risk is acceptable.
- 2.6.6 All approved entitlements and ministerial permits shall conform to the requirements of the Floodplain Management Ordinance which are incorporated into this General Plan by reference.
- 2.6.7 All entitlements shall include conditions of approval that require a “flood-prone area” notification statement be included in the deeds for all affected properties, and recorded on the face of all subdivision maps, along with the

specific elevations that will be required of all new building pads and habitable floors.

- 2.6.8 Dock and marina projects may, if determined appropriate by the City, be allowed within Delta Recreation areas based upon the following criteria:
- a) Proposed locations should be along waterways having an adequate channel width as defined by the State Harbors and Navigation Code.
  - b) Adequate public vehicular access and parking must be provided.
  - c) Off-site improvements, such as required access roads, must be capable of supporting the proposed development and subsequent use.
  - d) Adequate on-site sewage disposal must be provided.
  - e) Adequate access for emergency response vehicles must be available.
  - f) Such uses should minimize the conflict with adjacent agricultural uses or natural resources.
  - g) Adequate potable water must be provided, as appropriate, for all recreational uses.
  - h) Encourage public access to the delta and shoreline in conjunction with new dock and marina projects. Such access may be achieved upon the subject property or through cooperative efforts with adjacent property owners.

**Implementation Programs**

- 2.6.A Pursue opportunities, including grants to purchase rights of way, easements or other instruments to provide public access to the Delta and the waterfront, parkland, open space, waterfront or waterways.
- 2.6.B Through the development review process, ensure that development projects provide increased public access to the Delta and the waterfront. Consider the appropriate type of access (pedestrian, equestrian, vehicular, etc.) and require developer improvements to support such access.

**TRAILS**

**Goal 2.7** Provide a system of multi-use trails that connects residential districts, parks and schools, employment centers and natural areas, throughout Oakley and the region, including the Delta.

**Policy**

2.7.1 Promote a comprehensive trail program throughout the Oakley community and give preference to developments that incorporate the design of the trails, including trails of neighboring communities where feasible, and associated open space into their design.

**Implementation Programs**

- 2.7.A Adopt and regularly update a City of Oakley Comprehensive Trail Plan within 2 years.
- 2.7.B Require dedications from developers proposing projects located adjacent to designate trail alignments.
- 2.7.C Seek grant funding and participation from regional, state and federal entities and agencies to support implementation of the City’s Trail Plan.
- 2.7.D Coordinate Oakley’s trail system with regional trail programs through the review of plans and programs of neighboring communities, the County and associated agencies that provide trails within the region.

**COMMUNITY CHARACTER & DESIGN**

**Goal 2.8** Encourage projects exhibiting excellent design and sensitivity to the community, while preserving the community character of the City of Oakley.

**Policies**

- 2.8.1 The City should place substantial emphasis on the improvement of the downtown area.
- 2.8.2 The downtown area should be developed at a pedestrian scale, with adequate sidewalks, street crossings, and pedestrian resources
- 2.8.3 Street trees should be incorporated in the downtown area to shade the sidewalks and to provide a physical separation between the street and the pedestrian sidewalks.
- 2.8.4 In the downtown area, off-street parking should be consistent with the Downtown Plan.
- 2.8.5 New construction in the downtown area should be designed at a scale and character that is consistent with the historic resources of downtown.
- 2.8.6 Sidewalks and bicycle lanes of sufficient width should be included in major street improvement programs wherever feasible.
- 2.8.7 Residential neighborhoods and adjoining land uses should be connected by streets and multiuse trails, as appropriate. Fragmentation of neighborhoods is strongly discouraged.
- 2.8.8 New development should continue the existing adjacent neighborhood concepts, including street pattern, street trees, setbacks, and scale, as appropriate. Gradual transition of uses shall be strongly encouraged.
- 2.8.9 Commercial development should provide opportunities for interaction between patrons and pedestrians. Examples include storefront display windows, sidewalk cafes and exterior seating, and pedestrian-scale signage.
- 2.8.10 Commercial areas should be clustered so as to provide a destination for shoppers and to limit vehicular trips.
- 2.8.11 Monument or similar signs should be provided at appropriate gateways to residential districts, commercial areas, or other significant landmarks.
- 2.8.12 Conflicting levels of public improvements adjacent to neighboring developments and land uses should be mitigated through fee programs and construction and

dedication of facilities and land, as appropriate.

**Implementation Programs**

- 2.8.A The City will review development regulations and modify as appropriate to evaluate and promote projects exhibiting superior design features.
- 2.8.B The City will pursue grants and other public and private sources of funding to implement the redevelopment of the downtown area.
- 2.8.C The City will develop a series of design guidelines, ordinances or regulations to describe architectural expectations, permissible signage, and appropriate land uses in the downtown area.
- 2.8.D The City will develop standards for accessible sidewalks, street trees, and bicycle lanes for new streets or significant improvement of existing streets.

**SIGNAGE AND MONUMENTATION**

**Goal 2.9** Establish a sense of entry at Oakley’s boundaries, to enhance individual identity of Oakley’s neighborhoods and to establish unified design themes throughout the City.

**Policies**

- 2.9.1 Pursue the construction of community entry monuments at key locations, including but not limited to: Highway 4/ Main Street immediately east of Highway 160; Neroly Road and Empire Avenue; Neroly Road and O’Hara Avenue; Highway 4/Main Street and Delta Road; and, Cypress Avenue at a location to be determined.
- 2.9.2 Require the construction of project monumentation to clearly identify the location and entry to major residential and commercial development projects, as deemed appropriate. Such monumentation shall be generally consistent with Figures 2-6 through 2-8 of this Element.

- 2.9.3 Monumentation at the entry to major commercial projects shall generally be constructed at intersections with arterial streets, or in some cases, at entry roads connecting to collector streets. Design of monuments shall generally be consistent with Figures 2-6 through 2-8.

### Implementation Programs

- 2.9.A As a minimum, require dedication of land at community entries sufficient to provide monumentation consistent with Figures 2-4 and 2-5 of this Element.
- 2.9.B Dependent upon the size of the individual development project, require developer participation in the construction of community entry monumentation or monumentation at the entry to a specific development project.

## LAND USE DESIGNATIONS

This section of the Land Use Element describes land use designations for the various uses throughout the City of Oakley. Having considered the preferences voiced by the residents of Oakley, these Land Use Designations have been crafted with the intention of maintaining Oakley's rural, small-town environment as the community grows to include a greater number and diversity of common urban commercial and retail amenities currently underprovided to City residents. By defining residential, commercial, and industrial uses, along with the public and open-space lands, this portion of the Element provides clear direction for the various types of development that will occur in Oakley.

Due to the scale of the map, the location of road alignments and land use boundaries in Figure 2-2, Land Use Diagram are approximate. This generalized depiction of the planning area will require some flexibility when interpreting the plan. Minor adjustments to road alignments and boundaries may be necessary when individual applications for development are submitted. The Land Use Diagram by itself does not govern future development in Oakley but must be used in conjunction with plan goals and policies.

## Residential Uses

The residential land uses of the General Plan are divided into eight distinct designations. These classifications address the various residential uses within the City and include their character, applications, and potential for impacts. The purpose of these varied land use designations is to ensure the continued use of residential property in a manner that reflects current and historic practices and considers the future of residential growth in the City of Oakley.

The residential land use designations prescribe a range of residential uses including single and multi-family development, mobile home parks, and rural residential uses. Other recognized non-residential uses anticipated within the residential land use designations include places of worship, schools, home occupations, parks, recreation facilities, day care facilities, and community centers. This combination of uses will create a proper balance within new neighborhoods and will foster continued improvement of existing neighborhoods.

The eight residential designations prescribe density ranges, maximum lot sizes, allowable primary and secondary uses, and population densities. All population densities are based on an assumption of 3.26 persons per household for single-family residences and 2.13 persons per household for multi-family residences.<sup>1</sup>

### *(AL) Agriculture Limited*

The purpose of the Agriculture Limited (AL) designation is to accommodate light agriculture including vineyards, orchards, and row crops, animal husbandry and very low-density residential uses - reflections of the historic and continuing agrarian practices within Oakley.

<sup>1</sup> Source: City of Oakley, Community Development Department. March 2001.

## 2.0 – LAND USE ELEMENT

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This designation provides for a minimum of 0.1 dwelling units and a maximum of 1.0 dwelling unit per gross acre.<sup>2</sup> Based on the above assumption, population density would normally range between 1 to 3 persons per acre.

Primary land uses may include single-family residences, secondary residential units, and limited agriculture and animal husbandry, subject to developmental and operational standards. Equestrian and livestock uses are permitted within the Agriculture Limited district, subject to the following limits: one horse or head of livestock allowed per parcel, with additional horses or livestock allowed on lots greater than one-half acre at the following rate – one additional animal per 10,000 square feet in excess of one-half acre. Limited commercial activities are possible under this land use designation, including roadside produce stands, animal boarding and breeding, and other products and services associated with the agrarian lifestyle. The Zoning Code will provide specific restrictions on the application of herbicides and pesticides, will address the proper maintenance of livestock corrals, stables and runs, and will provide specific guidelines and expectations for agricultural practices within the City. Development standards for street widths, sidewalks, street lighting may, at the City's discretion, vary from typical improvements standards. Septic systems are allowed on parcels of one-acre or greater, subject to site conditions and approval of the Contra Costa County Environmental Health Department. Additional land uses include home occupations, small residential care and childcare facilities within a residential dwelling, and other uses and structures incidental to the primary use.

### *(SV) Single Family Residential, Very Low Density*

The purpose of the Single Family Residential, Very Low Density (SV) Land Use Designation is to provide for large-lot residential development, which maintains the rural character. These lots typify an estate lot, but are not associated with commercial agriculture or animal husbandry,

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<sup>2</sup> All lot sizes are considered typical. Due to existing lot patterns, the potential for planned unit development zoning or other unique design features, the lot sizes may vary.

with the exception of limited numbers of horses or livestock.

This land use designation allows a minimum of 0.2 dwelling units and a maximum of 1.0 dwelling unit per gross acre. Population density would typically range between 1 to 3 persons per acre.

Primary land uses include detached single-family homes and accessory structures, which are consistent with the rural or estate lifestyle. Unlike the Agricultural Limited (AL) designation, commercial agricultural practices are generally not allowed within this designation. Secondary uses may, however, include home occupations, small residential care and childcare facilities, churches and other places of worship, secondary dwelling units, and other uses and structures incidental to the primary use.

### *(SL) Single Family Residential, Low Density*

The purpose of the Single-Family Residential, Low Density (SL) Land Use Designation is to accommodate traditional single-family residential development, which maintains the low density typical of a large-lot suburban development.

This designation allows for a minimum of 0.8 dwelling units and a maximum of 2.3 dwelling units per gross acre. Population density in this land use designation generally ranges from 3 to 8 persons per acre.

Primary land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use.

*(SM) Single Family Residential, Medium Density*

The purpose of the Single-Family Residential, Medium Density (SM) Land Use Designation is to accommodate moderate density, single-family residential development. These neighborhoods will more closely resemble a typical suburban development with spacious yards and little resemblance to a rural neighborhood.

This designation allows for a minimum of 2.3 dwelling units and a maximum of 3.8 dwelling units per acre. Population density generally ranges from 8 to 12 persons per acre.

Primary permitted land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use.

*(SH) Single Family Residential, High Density*

The purpose of the Single-Family Residential, High Density (SH) Land Use Designation is to provide for moderately dense single-family residential development that is consistent with suburban uses. This designation will allow for a higher density suburban neighborhood with smaller lots that are commonly seen in traditional urban and suburban neighborhoods within Oakley.

This designation allows a minimum of 3.8 and a maximum of 5.5 units per gross acre. Population density would normally range between 12 to 18 persons per acre.

Primary land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use. Also, in specified areas of the City with conventional zoning, attached single-family units may be allowed

*(ML) Multi-Family Residential, Low Density*

The purpose of the Multi-Family Residential, Low Density Land Use Designation is to provide a more affordable, small lot development and to increase the availability of rental or entry-level housing.

This designation allows for a minimum of 5.5 dwelling units and a maximum of 9.6 dwelling units per gross acre. Population density would normally range between 12 to 20 persons per acre.

Primary land uses include single-family dwellings, attached single-family residences (such as duplexes and duets), multiple-family residences (such as condominiums, town houses, apartments), and accessory structures normally auxiliary to the primary uses. Secondary uses may include home occupations, group care and/or childcare facilities, and private schools.

*(MH) Multi-Family Residential, High Density*

The purpose of the Multi-Family Residential, High Density (MH) Land Use Designation is to provide affordable and rental residential units, and to maximize urban residential space. This designation allows for a typical apartment-style building or a condominium complex.

This designation allows a minimum of 9.6 dwelling units and a maximum of 16.7 dwelling units per gross acre. Expected population density would normally range between 20 to 36 persons per acre.

Appropriate primary land uses include attached single-family residences (such as duplexes and duets), multiple-family residences (such as condominiums, town houses, apartments, and mobile home parks), and accessory structures normally auxiliary to the primary uses. Secondary uses may include home occupations, group care and/or childcare facilities, and private schools.

*(MO) Mobile Home*

The purpose of the Mobile Home (MO) Land Use Designation is to accommodate mobile

## 2.0 – LAND USE ELEMENT

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home parks as a form of affordable and accessible housing.

This designation allows a minimum of 5.5 and a maximum of 9.6 mobile home units per gross acre. Population density ranges from 18-31 persons per acre.

Primary land uses include single-family residential dwellings within a mobile home park setting and auxiliary uses and facilities to serve residents of the park.

### **Commercial Uses**

The provision of commercial land use designations is critical for the long-term economic success of the City of Oakley. Thoughtful placement of commercial uses will allow accessibility by the community and will insure compatibility with adjacent uses. By providing the proper balance of commercial and other uses, the City will ensure the economic stability of local businesses while minimizing impacts on other uses. Providing this balance will retain the City of Oakley's character and will encourage responsible growth.

The intensity of commercial uses is described as floor area ratio (FAR), a measure of the amount of finished floor area divided by the total lot size. A 10,000 square foot building located upon a 20,000 square foot lot would result in a 0.5 FAR.

#### (CO) Commercial

This designation allows for a broad range of commercial uses typically found adjacent to residential neighborhoods, downtowns, and freeways. The particular form of commercial zoning for different areas of the City will depend, among other factors, on the characteristics of surrounding land uses. General types of commercial uses include retail and service facilities, and limited office uses. Through sensitive design, commercial uses can be located near single-family residences with minimal disruption or impact. Typical uses will vary widely in size and purpose and include large-scale retail, regional-serving retail, grocery and convenience stores, salons, professional offices, restaurants, drug stores, dry cleaners, post office facilities, banks, and other uses of

similar character and impacts. The following standards apply to commercial uses in this CO land use designation:

Maximum Site Coverage:	40 percent
Maximum Building Height:	35 feet
Maximum Floor Area Ratio (FAR):	1.0
Average Employees per Gross Acre:	26

#### (CD) Commercial Downtown

Downtown Commercial uses can provide an innovative mix of retail commercial and residential uses, often in the same structures. By linking the two uses, it is possible to create and sustain interest in the heart of the community. The Commercial Downtown designation is intended to provide flexibility to allow the reuse of existing structures and the construction of infill projects that may not conform to typical standards as applicable in other areas of Oakley. The following standards shall apply to uses in this CD land use designation:

Maximum Site Coverage:	40 percent
Maximum Building Height:	35 feet
Maximum Floor Area Ratio (FAR):	1.0
Average Employees per Gross Acre:	26

#### (CR) Commercial Recreation

This designation allows for a broad range of commercial activities that cater to the recreational user. These uses may include marinas and boat facilities, outdoor equipment rental shops, yacht clubs, driving ranges and golf courses, restaurants, etc. The following standards shall apply to commercial recreational uses in this CR land use designation:

Maximum Site Coverage:	40 percent
Maximum Building Height:	50 feet
Maximum Floor Area Ratio (FAR):	1.0
Average Employees per Gross Acre:	7

#### (BP) Business Park

The Business Park designation is intended to provide space for office uses in a larger campus-like setting. Research and development, corporate offices, professional and administrative offices, and select light industrial uses are encouraged, though heavy industrial



uses are strictly prohibited. Development in this designation should be characterized by large-scale, attractive, park-like settings with common parking and consistent architectural themes. Business Parks should be comprehensively designed with a significant emphasis on aesthetics. Complimentary retail and commercial uses may be allowed only as secondary uses in a larger office development. The following standards apply to business park uses in this BP land use designation:

Maximum Site Coverage:	50 percent
Maximum Building Height:	50 feet
Maximum Floor Area Ratio (FAR):	2.0
Average Employees per Gross Acre:	87

**Industrial Uses**

The industrial land use designations of the General Plan Area consist of Light Industrial and Utility Energy, only. Oakley does not support or generally accommodate Heavy Industrial uses. Typical uses would include warehousing, technical support offices, fabrication, combustion turbine technology power plants (natural gas power plants), and assembly uses. Other uses would be appropriate pending discretionary review, and application of performance standards to determine compatibility with existing industrial uses.

Uses that characterize an industrial designation shall require consideration of environmental and land use compatibility criteria to optimize their location. Industrial uses should be located to provide for proper truck, boat, and/ or rail access, and should be buffered from sensitive uses that would be impacted by industrial development.

The intensity of industrial development is described in terms of floor area ratio (FAR), a measure of total finished floor area of buildings divided by the total area of the subject parcel.

(LI) Light Industrial

The Light Industrial designation allows for uses such as processing, packaging, machinery, repair, fabricating, distribution, warehousing and storage, research and development, and similar

uses which emit limited amounts of smoke, noise, light, or pollutants. These uses should, when possible, be combined in development projects that incorporate various uses to minimize travel and transport for goods and services related to and required to support the industrial use. This approach is also designed to help reduce regional commuter traffic by providing employment opportunities for residents of Oakley within the City Limits. The following standards shall apply to light industrial uses in the LI land use designation:

Maximum Site Coverage:	50 percent
Maximum Building Height:	50 feet
Maximum Floor Area Ratio (FAR):	0.67
Average Employees per Gross Acre:	22

(UE) Utility Energy

The Utility Energy designation allows for power plant uses involved in the clean production of electricity utilizing the best available combustion turbine technology. The structures associated with this land use designation shall be aesthetically designed, including landscape buffers, and produce no significant adverse affects, including excess noise, dust, and glare on surrounding land uses. The following standards shall apply to utility energy uses in the UE land use designation:

Maximum Site Coverage:	30 percent
Maximum Building Height:	100 feet
Maximum Floor Area Ratio (FAR):	0.4
Average Employees per Gross Acre:	15

**Public Uses**

(PS) Public and Semi-Public Facilities

Numerous public, semi-public and private facilities are required to serve the needs of the community. These uses support government, civic, cultural, health, education, and infrastructure aspects of the City.

Public and Semi-Public facilities should be located in a manner that best serves the community’s interests, allows for adequate access by bus, bicycle, or foot to minimize trip generation and provides for access by all

residents, where appropriate. This designation includes properties owned by public agencies such as libraries, fire stations, public transportation corridors, and schools, as well as privately owned transportation and utility corridors such as railroads, and power transmission lines. In specific locations, such as downtown Oakley, mixed use projects may be determined consistent with this designation.

A wide variety of public and private uses are allowed with this General Plan category. However, construction of private commercial uses will be limited to uses related to the public or semi-public activity. Residential subdivision of this designation is not allowed.

### **Open Space/Recreation**

Various park and open space uses contribute to the quality of life in a community for visual buffers, natural open space and wildlife corridors, water recharge and detention/retention facilities, traditional parks, hiking and biking trails, golf courses, and other landscaped areas. Open Space areas should be incorporated within large-scale projects or located within a community area that has the financial capability to develop, maintain, and manage the open space area in a responsible manner.

Some open space uses can be integrated into parkways along arterials to serve for buffering and aesthetic purposes. Berms and landscaping can be used to provide a more aesthetic setting for bicyclists, motorists, and pedestrians. Such landscaping could also provide a buffer for adjacent access, and provide an identifiable edge for neighborhoods or districts. These “linear parkways” also serve to link urban centers and offer access to schools, parks, recreation areas, and other public facilities.

Open space and recreation lands are broken down into two categories; Delta Recreation, and Parks and Recreation, as described in the sections below.

#### *(AG) Agriculture*

This land use designation is established to allow agricultural uses to continue under appropriate best management practices. Typically, lands designated as Agriculture have either active cultivation of crops or some other type of use that is substantially agricultural in nature.

Due to the range of agricultural uses allowed in this designation, consideration must be given to the potential for use conflicts when urban development is proposed adjacent to designated Agriculture lands.

This designation allows for a parcel sizes ranging between 2.5 and 20 acres. Population density would normally not exceed approximately one person per acre.

Primary land uses include typical commercial agricultural uses, one single family dwelling per legal parcel, and accessory structures normally auxiliary to the primary uses.

#### *(DR) Delta Recreation*

This land use designation encompasses the lowlands of the San Joaquin Delta along the City’s northern edge. Most of the land designated Delta Recreation is currently within the 100-year flood plain as mapped by FEMA, which means the area is subject to periodic flooding.

Due to the proximity of the Delta, these lands have substantial recreational value and offer important opportunities for public access to the Oakley waterfront, including parklands and trails offering public access. Agriculture and wildlife habitat are also considered appropriate uses of these areas. Additional uses that may, at the City’s discretion, be allowed within this designation include but are not limited to marinas, shooting ranges, duck and other hunting clubs, campgrounds, golf courses and other outdoor recreation complexes.

Conditional uses allowed in the Delta Recreation land use designation shall be limited to those low- to medium-intensity establishments that do not rely on urban levels of service or infrastructure, and which will not draw large concentrations of people to flood-prone areas.

Specific regulations for development within the Delta Recreation designation are provided within the Goals, Policies and Programs section of this Element.

The potential for flooding on lands designated Delta Recreation is due to the possibility that bay and river waters will overtop existing levees during periods of storms. It is also possible that portions of the earthen levees may fail entirely during storms or earthquakes, resulting in flooding of low-lying areas. The effects of subsidence and high tides coincident with major storms may increase the danger of flooding.

Additionally, lands within this designation may support valuable wildlife habitat, possibly including state and federally protected wildlife species. This area is an important component of the Pacific Flyway, a major waterfowl migration route in North America.

(PR) Parks and Recreation

The Parks and recreation designation includes publicly owned city, county, and regional parks

facilities, as well as publicly or privately owned golf courses. The City should strive to maintain a ratio of six (6) acres of park to every 1,000 population. The ratio of six acres of park per 1,000 population is based upon the existing inventory of developed and undeveloped park and open space lands within Oakley that are under the jurisdiction of the City, the local school districts and the East Bay Regional Park District.

Appropriate uses in this designation are passive and active recreation oriented activities, local and regional park and trails facilities, and ancillary commercial uses specifically related to the adjoining recreational activities. The construction of privately owned residences or general commercial uses, or the subdivision of land for purposes of urban development, is inconsistent with the Parks and Recreation land use designation.

**Table 2-1  
LAND USE DESIGNATIONS DENSITIES & INTENSITIES**

Symbol	Description <sup>1</sup>	Max. Units/ Acre	FAR
AG	Agriculture	0.4	
AL	Agriculture Limited	1.0	
SV	Single-Family Residential (Very Low Density)	1.0	
SL	Single-Family Residential (Low Density)	2.3	
SM	Single-Family Residential (Medium Density)	3.8	
SH	Single-Family Residential (High Density)	5.5	
ML	Multi-Family Residential (Low Density)	9.6	
MH	Multi-Family Residential (High Density)	16.7	
MO	Mobile Home	9.6	
CO	Commercial		0.1 – 1.0
CD	Commercial Downtown		0.1 – 1.0
CR	Commercial Recreation		0.1 – 1.0
BP	Business Park		0.5 – 2.0
LI	Light Industrial		0.25 – 0.67
UE	Utility Energy		0.2 – 0.4
PS	Public and Semi-Public		0.25 – 0.67
DR	Delta Recreation		0.05
PR	Parks and Recreation		0.05 – 0.5

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Symbol	Description <sup>1</sup>	Max. Units/ Acre	FAR
RW	Roads/Canals		N/A
W	Waterways		N/A



**INSERT FIGURE 2-2 – LAND USE MAP**

## SPECIAL PLANNING AREAS

In addition to the land use designations described above, the City of Oakley also recognizes there are distinct geographic areas within and surrounding the City that merit special consideration. The following Special Planning Areas are established to identify the opportunities and constraints unique to these areas and to provide further direction regarding the City's expectations for development in these areas.

### Cypress Corridor Planning Area

#### Description

The Cypress Corridor Special Planning Area encompasses approximately 2,371 acres of land located both north and south of Cypress Road. This Area is entirely within the Oakley city limits and is bounded by the San Joaquin Delta on the north, Marsh Creek on the west, the BNSF Railroad on the southwest, Sellers Avenue and East Cypress Road on the southeast, and Jersey Island Road on the east.

The Cypress Corridor Area has been the subject of various development proposals and includes the recently constructed Delta Vista Middle School located on the north of East Cypress Road. Development interests have submitted applications for predominantly single-family residential homes surrounding the new Middle School.

The Cypress Corridor Area includes approximately 1,257 acres located to the north of the Contra Costa Canal. This portion of the Area, generally referred to as the North Canal Lands within this General Plan, is not proposed for urban development and is anticipated to remain as open space and possibly restored as marsh habitat.

#### Constraints

Development constraints within this Area are significant. While East Cypress Road and Sellers Avenue provide circulation access, both roads will require expansion to accommodate future traffic. Existing wastewater collection lines are

adequate for current operation. Some trunk lines and pump stations will need to be upgraded and/or added to provide greater capacity as needed. Domestic water facilities also must be upgraded to provide greater capacity. While expansion of water and wastewater facilities are underway to serve the Delta Vista Middle School, further facility upgrades will be required to serve this Area. While the banks of the Contra Costa Canal provide some protection against Delta flooding, these levees were not designed for flood control purposes, are not certified by the Army Corps of Engineers, and, therefore, their integrity is in question. The primary purpose of the Contra Costa Canal is for conveyance of drinking water supply for the customers of the Contra Costa Water District.

Additionally, under 100-year flood conditions, it is anticipated that Marsh Creek would back-up, resulting in localized flooding in the northwestern portion of this Area. Provision of adequate flood protection will likely require a combination of improvements of Marsh Creek banks and levees, as well as a pump facility to discharge water toward the Delta. Further, given the limitations of Marsh Creek's capacity, future development within the Cypress Corridor Planning Area will not be allowed to convey storm runoff into Marsh Creek.

This Area includes areas susceptible to liquefaction that might be unstable under certain conditions during and after an earthquake. This constraint can be adequately addressed through proper structural design. Within the eastern portion of this Area are four natural gas wells that must be properly abandoned prior to urban development.

As noted above, the North Canal Lands portion of this Area is not proposed for development under this General Plan. If this area is developed in the future, then all constraints noted above apply, but will require substantially greater effort and expense to resolve than the area south of the Canal.

#### Development Vision

The Cypress Corridor Area is envisioned as a primarily residential area with supporting

commercial and public uses. The intersection of East Cypress Road and Sellers Avenue is designated for higher intensity uses, including a node of commercial uses at the intersection with multi-family or high density single family surrounding. Cypress Road is proposed as a four-lane divided arterial and will include substantial landscaping and multi-use trails along the road frontage.

Because substantial future development areas are located to the east of this Area, facilities installed along East Cypress Road must be properly sized to support development in both the Cypress Corridor Area and the Cypress Corridor Expansion Area. Such facilities include, but are not limited to, roads, water service, and wastewater collection facilities.

An additional issue of concern is maintaining compatibility with neighboring Knightsen, a semi-rural unincorporated community located south and east of Oakley. The Land Use Diagram identifies lower density residential uses adjacent to the boundary of the County designated Urban Limit Line that provide a transition to the more rural adjacent lands. Additionally, as projects are proposed in the southeast portion of this Area, the City will consider local issues of land use compatibility.

### **Cypress Corridor Expansion Area**

#### Description

The Cypress Corridor Expansion Area Special Planning Area is essentially undeveloped land, but does include the 1,300 plus dwelling unit Cypress Lakes project that has been approved by Contra Costa County. This Area is immediately east of the Cypress Corridor Area and shares many of the same planning constraints, with the primary difference that this Area is located outside the 2002 incorporated limits of the City of Oakley, but within the Contra Costa County designated Urban Limit Line.

The County had designated this Area as the Off Island Bonus Area, a designation that would have allowed development upon this unincorporated land at densities up to three dwelling units per acre. This Area encompasses

approximately 2,702 acres of land east of Jersey Island Road on both the north and south of East Cypress Road, and is bounded by the Contra Costa Canal on the southwest, and the San Joaquin River Delta on the north, and Sandmound Road on the east.

#### Constraints

Constraints within this Area are similar in nature, but greater in scope, than constraints within the Cypress Corridor Area. Located within the 100-year flood plain, flood protection is the most prominent constraint. The Cypress Lakes project addressed this issue by proposing a dry levee completely surrounding the project to provide flood protection in the event the Delta levees fail or are overtopped. No comprehensive flood control plans have been prepared for this Area and individual projects will be required to demonstrate adequate flood protection.

Various soil stability issues are associated with this Area and future developers must demonstrate that structures and improvements will be so constructed to avoid substantial damage in the event of seismic activity. Similar to flood control, detailed plans for water and wastewater service extensions had not been completed prior to the Cypress Lakes project. However, it is anticipated that facilities constructed for Cypress Lakes will be appropriately sized to serve the entire Cypress Lakes Area.

Two major electrical transmission line corridors traverse the Cypress Lakes Area, rendering substantial acreage unavailable for urban development. Finally, the undeveloped and largely agricultural parcels of this Area must be analyzed to determine the presence of wildlife species and associated habitat areas and the potential for impacts to such resources prior to development.

While this Area is subject to numerous and substantial development constraints, the success of the Cypress Lakes project in providing required facilities has established that development in this Area is feasible.



Development Vision

Under the County Off Island Bonus designation, development projects were required to include a substantial recreation component. The Cypress Lakes project, with its lakes and golf courses, is a result of this policy. While the City has not applied such a restriction to the Cypress Corridor Expansion Area, it is anticipated that recreational uses and open space areas will be incorporated within future development in this Area.

Overall, the City anticipates predominantly low and medium density residential development, with a higher density node of development at the intersection of East Cypress Road and Bethel Island Road. It is anticipated that the existing East Cypress Road will be retained as a frontage road providing access to existing homes and that a new four lane arterial will be constructed to the north of the existing East Cypress Road.

Given the substantial concern for flood protection, the City will encourage developers to work cooperatively to establish flood control solutions that serve large portions of the Area, rather than the more isolated approach employed by the Cypress Lakes project.

**South Oakley Planning Area**

Description

The South Oakley Special Planning Area encompasses approximately 1,912 acres of land located generally south of Laurel Road, east of Neroly Road, west of Sellers Avenue, and north of Delta/Neroly Road. This Area has been in the process of urbanizing, but still retains substantial agricultural lands, including orchards and vineyards. Among the most significant uses in this Area is Freedom High School, located on Neroly Road west of O’Hara Avenue.

The South Oakley Area establishes the boundary between Oakley and the adjoining City of Brentwood. The Draft Brentwood General Plan proposes a combination of primarily residential uses immediately south of Oakley and designates

an industrial development in the area south of Delta Road and east of existing Highway 4.

Constraints

Constraints within the South Oakley Area are generally limited. Water, wastewater and drainage facilities planned by the respective service districts have anticipated the development of this area. While minor areas of 100-year flood inundation are designated, it is anticipated that planned flood control facilities will be capable of providing adequate flood protection.

The largest constraints within this Area relate to land use compatibility. Specifically, the mix of urban, rural and agricultural uses can result in land use incompatibilities. While it is anticipated that such incompatibilities will be resolved at General Plan build-out, during the intervening development process the City must consider methods for minimizing land use conflicts. Such conflicts relate to the potential for rural agricultural uses to impact urban residential uses, as well as the potential for urban uses to impact rural and agricultural uses through trespass and nuisance complaints.

Development Vision

The South Oakley Area is envisioned as a predominantly residential area that incorporates nodes of commercial uses at major community entry points and intersections. The mix of typical urban residential development with the less intensive low density and very low density single family and agricultural limited designations is intended to maintain the diverse mix of uses and rural community setting that has drawn residents to Oakley. As noted above, addressing both temporary and long-term conflicts between various land use types is a key concern within this Area.

The southern boundary of this Area is also the common boundary between the City of Oakley and the City of Brentwood. As such, Oakley will seek to establish an open space buffer to delineate the City limit and to create a sense of entry for residents and visitors entering Oakley.

The design of this community buffer is described in detail within the Community Character section of this Element.

### **Neroly/Empire Specific Plan**

Considered a sub-area within the South Oakley Special Planning Area, the properties in the vicinity of Neroly Road and Empire Avenue have been the subject of increased development pressure, but continue to have issues that require further policy discussion and resolution. The mix of land uses and locations provided in this General Plan and shown in Figure 2-2 are intended to be general in nature. The exact land, uses as well as ultimate roadway and infrastructure improvements, are anticipated to be determined through a Specific Plan or Planned Development process. The development within the Neroly/Empire Specific Plan area may occur in accordance with the following process:

1. Adopt a Specific Plan Zone District, as defined by Sections 65450-65457 of the California Government Code, or a Planned Unit Development Zone District with substantially the same contents as a specific plan district.
2. Should a Specific Plan or Planned Unit Development Zone be adopted, discretionary approvals (such as subdivision maps, rezoning or design review) could be granted by the City.

### **Northwest Oakley Planning Area**

#### Description

The Northwest Oakley Special Planning Area encompasses approximately 972 acres of land located generally north of existing Oakley Road and generally bounded by Big Break Road to the east, Highway 160 to the west and the Delta along the north. This Area has historically been dominated by the former DuPont facility to the north and other uses of industrial character along Highway 4/Main Street. The BNSF Railroad bisects this Area. The Big Break Marina and the Lauritzen Yacht Harbor, and the Driftwood Marina are located along the Delta within this Area.

#### Constraints

The most substantial constraint within this Area is the need for remediation of soil and groundwater contamination upon the DuPont property. This process is well underway and portions of the DuPont property have been determined ready for development. A secondary constraint for this site is the need for redevelopment of uses adjacent to Highway 4/Main Street. Finally, the Davis Fault, an inferred fault, passes through this Area and structures and facilities within this Area must be properly designed to minimize potential damage associated with seismic activity.

Various facility extensions will be required to support full development of this Area, including substantial improvements of water service, wastewater collection, and gas and electrical facilities, as well as undergrounding of some existing overhead utilities. Circulation improvements will include upgrading local road, constructing a railroad crossing and signaling the Live Oak/Main Street intersection. Substantial expansion of existing Highway 4/Main Street will be required to support the anticipated expansion of employment generating uses.

#### Development Vision

The City envisions this Area as the primary employment center within Oakley. The existing uses along Highway 4/Main Street are designated for commercial uses. Land north of the BNSF Railroad is designated as Business Park, Utility Energy and Light Industrial. Development within the Business Park designation is anticipated to be of a campus character, providing attractive architecture within a landscaped setting. This General Plan allows for up to 30 acres of the Business Park designation to be developed at a high density involving multi-story office buildings and related facilities.

While the Utility Energy and Light Industrial designations will be somewhat less urban and employment intensive than the Business Park, the City will ensure that all uses in this Area are attractive and contribute to an overall well

designed employment district. Light Industrial uses will be required to maintain development standards that will contribute to the success of the areas designated as Business Park.

The northern portion of the Area is dominated by the Delta and associated wetland areas. These lands are designated either Delta Recreation or Commercial Recreation and it is anticipated that access to the Delta and passive recreational uses will be provided. The proximity to the Delta is considered a further opportunity to enhance the overall quality of this Area, including the intensive urban development of the Business Park designation. . As such, all development located north of the BNSF Railroad must consider the Delta context through site design and architecture, strengthen the relationship between built and nature environments, and provide significant public access to the waterfront through such remedies as trail and riparian easements and land dedication to the City of Oakley where appropriate.

**Downtown Mixed-Use Special Planning Area**

*Description*

The Downtown Mixed-Use Special Planning Area encompasses the essentially developed lands located generally in the vicinity of the Highway 4/Main Street and O’Hara Avenue intersection. This area is the historic core of Oakley and contains a mix of commercial and

residential uses. A significant project affecting this area is the realignment of existing Highway 4/Main Street.

*Constraints*

Unlike the other Special Planning Areas, major new development within the Mixed-Use Area will be limited by existing uses. Existing facilities serve this area, however these facilities are generally undersized and aging, and may present a constraint to development. Small areas within this Area are subject to 100-year flood inundation, but it is anticipated these conditions will be resolved either through improvements associated with future development or by flood control projects administered by the City.

*Development Vision*

The City supports an intensification of both commercial and residential uses within the Downtown Mixed-Use Area. Projects that combine residential and commercial uses have the advantage of presenting street level shopping and services, while increasing the general activity in the downtown through upstairs residences. At this time the downtown area lacks a cohesive center. This is due, in part, to the varied architecture of the Area and the lack of a central focal point to serve as a center of activity. The City is in the process of adopting a Downtown Revitalization Plan to guide development in this area in an effort to strengthen the Downtown as a destination point and to establish the Downtown as the community’s dominant civic, cultural and commercial center.

## 2.0 – LAND USE ELEMENT

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Insert Figure 2-3 – Special Planning Areas

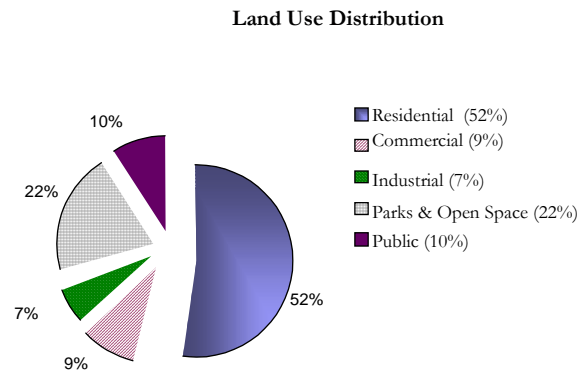
## LAND USE SETTING

The City of Oakley is located in eastern Contra Costa County, which is one of the counties in the nine-county San Francisco Bay Area. Oakley's westernmost boundary is located at the intersection of Highway 4 and 160, which provide access to San Francisco, San Jose, Sacramento, and the Central Valley. Oakley is a delta community along with the cities of Pittsburg, Antioch, Brentwood, and the unincorporated areas of Bay Point, Bethel Island, Byron and Knightsen. The San Joaquin River/Delta borders Oakley to the north, with unincorporated County territory to the east, the City of Brentwood and Community of Knightsen to the south and the City of Antioch to the west.

Founded in 1897, Oakley received its name from the abundance of native live oaks covering the early landscape. In 1998, the Contra Costa County Local Agency Formation Commission (LAFCo) approved Oakley's incorporation and Oakley officially became a city on July 1, 1999. The City of Oakley is approximately 12.6 square miles (8,064 acres) in size and had a population of 25,619 in the year 2000, based upon the 2000 Census. The current city boundaries of Oakley are Highway 4, Neroly Road, Delta Road, Sellers Avenue, Cypress Road, Jersey Island Road and the Delta Shoreline. At the time of incorporation, the City limit was established and the Sphere of Influence (SOI) boundary was determined to be coterminous with the City limit. The City has identified additional areas east of Oakley within which the City may expand in the future. These additional areas are referred to as the Expansion Areas within this General Plan and the combined land within the City limits and the Expansion Areas constitute the City's Planning Area. The City limits/Sphere of Influence boundary and Planning Area boundary are shown in Figure 2-1.

### Description of the Land Area within City

The land in Oakley is very flat with a gradual slope to the north toward the Delta. The undeveloped portions of Oakley are mostly utilized as agricultural lands for vineyards, orchards, and cattle grazing. The developed portion of Oakley is predominately residential. The following graph illustrates the ratio of land uses, as identified on the General Plan Land Use Diagram.



### Description of Existing Land Uses

The City of Oakley currently contains roughly 8,064 acres of land within the City limits. Of that total, approximately 3,588 acres are dedicated to existing land uses, or close to 44 percent of the City's total area. Table 2-2, Oakley General Plan Land Use Designations and Acreages provides a breakdown by land use category of developed and undeveloped land within Oakley. Approximately 4,476 acres are undeveloped.

#### Description of Expansion Areas

The City has identified two potential Expansion Areas, a 155-acre block adjacent to the intersection of Sellers Avenue and Cypress Road and a 2,546-acre area east of Jersey Island Road that was previously designated as the Off Island Bonus Area by Contra Costa County. As of 2002, the Expansion Areas are not contained within the Oakley SOI. However, it is

anticipated that following adoption of this General Plan, the City will proceed with applications to expand its SOI to include some or all of the designated Expansion Areas. It must be noted that Contra Costa County has approved a major residential development project, the Cypress Lakes project, within the larger Expansion Areas and that the City considers it likely additional projects would be proposed and approved by the County if the area remains unincorporated County.

### Commercial Development

Much of the City's discretionary funding, and a considerable amount of employment, come from commercial uses. The simplest way to increase commercial activity is to support those businesses already in the community. The City will work to support the business community by streamlining development approval and working to obtain grants for needed infrastructure or expansion. Oakley will also work to attract campus-like business parks that may integrate light manufacturing with professional office uses in a single-site development. Integrated with an eye toward design, these facilities can provide employment and visual interest to the community.

A wide variety of commercial businesses exist in Oakley, including antique shops, grocery and convenience stores, fast-food restaurants, automotive service/gas stations, video stores, small restaurants, and marinas. There are currently 148 acres developed in the City with commercial uses. There are another 348 undeveloped acres of land designated for general commercial purposes.

In addition to the general commercial lands discussed above, the City has also established land use designations that accommodate specialized types of commercial development, including: Downtown Commercial, Commercial Recreation, and Business Park. These designations, combined with the standard Commercial designation, allow for a wide range of commercially related uses that include retail stores, restaurants, professional and medical offices, large office complexes, research and development facilities, outdoor recreation

facilities, hotels, and many other uses involving the sale of a product or a service.

### Road and Waterways

Roads throughout the City make up approximately 25 percent of the gross acreage in single-family residential areas, and approximately 20 percent of the gross acreage in multi-family areas.

Waterways within and adjacent to Oakley include the Contra Costa Canal, Marsh Creek, and the Dutch Slough. The Contra Costa Canal runs east to west almost through the middle of the City. Marsh Creek runs south to north on the east side of the City and empties into the Delta. Dutch Slough borders the northeast City boundary and the north and east boundary of the easternmost Sphere of Influence area with two fingers reaching south towards the Contra Costa Canal within Oakley.

### **Forces Driving Development – Bay Area and Central Contra Costa County Growth**

The San Francisco Bay Area, as a whole, has been developing at a tremendous rate, which drives the job market and the demand for housing in the area. Housing prices in the Bay Area have risen dramatically over the past decade as the demand for homes has risen and the availability of higher paying jobs, primarily computer jobs in the Silicon Valley, has increased.

The cities in central Contra Costa County, including Concord, Antioch, and Pittsburg have also experienced accelerated growth rates in the past decade. As land closer to San Francisco builds out, the population of the area is forced to move outward to the outlying communities, including the City of Oakley.

### **Maximum Growth Within General Plan**

The General Plan establishes general uses and densities of land with the City. From the Land Use Diagram, and the undeveloped acreages as presented in Table 2-2 (land inside 2002 City limits) and Table 2-3 (land in the Expansion Areas), it is possible to estimate the maximum

number of new homes and population that could result from the General Plan within the City and within the Planning Area.

The maximum build-out potential described herein assumes all undeveloped lands within the Oakley Planning Area would be developed at maximum allowed intensities. No date for completion has been established, but it is anticipated residential build out will not occur by year 2020, and that non-residential build out will occur more slowly than residential build-out.

The following Table 2-4 “Residential Build Out Potential” shows the total acres of undeveloped land for both single-family and multi-family, the number of dwelling units possible in each undeveloped residential designation, the total dwelling units, and population estimates. This table also documents the existing population for developed lands within the City and the Planning Area. The population estimates are based on an assumption of 3.26 persons per single-family unit, and 2.13 persons per multi-family unit. If Oakley’s residential land were built to its maximum potential, with the density of each dwelling unit matching the persons per household as stated above, the total population within the 2002 incorporated City limits could exceed 49,000 persons, while the population within the Expansion Areas could exceed 18,900 persons. The calculated maximum build out potential for the entire Planning Area under this General Plan is 68,371 persons. Community

design requirements, site-specific constraints and market factors will almost certainly reduce the potential build out to a level well below the theoretical calculations. It is significant to note that the calculated maximum development potential under the City adopted Contra Costa County General Plan was 74,918 persons, nearly 6,500 persons greater than under this City of Oakley General Plan.

Table 2-5 “Non-Residential Build Out Potential”, shows the potential build out for non-residential uses, such as commercial, office, business park, industrial, utility energy, and commercial recreation. The table identifies total acres of land designated for the various non-residential uses. The total acres of non-residential uses have been multiplied by employee-per-acre factors appropriate to each land use designation. As noted in Table 2-5, the City has designated a total of 2,428 acres for uses with varying level of employment generating potential. It is significant to note that 1,000 of these acres are designated Public/Semi Public, a designation comprised almost entirely of water and wastewater treatment facilities and electrical transmission lines. An additional 256 acres of employment generating lands are designated Commercial Recreation, a use that includes golf course and marinas that generate few employees. The core employment generating uses, Business Park, Commercial, Light Industrial and Utility Energy are comprised of a combined total of 1,171 acres.

**Table 2-2**  
**OAKLEY GENERAL PLAN LAND USE DESIGNATIONS AND ACREAGES**  
**INCORPORATED CITY LIMITS - 2002**

General Plan Land Use Designation	Total Acreage	Developed Acreage	Undeveloped Acreage
Agriculture	16	0	16
Agriculture Limited	108	87	21
Single Family Residential Very Low Density	526	409	117
Single Family Residential Low Density	510	150	360
Single Family Residential Medium Density	776	302	474
Single Family Residential High Density	1,862	1,232	630
Multi-Family Residential Low Density	131	88	43
Multi-Family Residential High Density	37	8	29
Mobile Home	12	12	0
Commercial	496	148	348
Commercial Downtown	95	71	24
Commercial Recreation	32	32	0
Business Park	114	0	114
Light Industrial	315	65	250
Utility Energy	44	0	44
Public and Semi-Public	734	229	505
Delta Recreation	1,445	12	1,433
Parks and Recreation	137	69	68
Road/Canal	509	509	0
Waterways	165	165	0
<b>Total Designated Land Uses</b>	<b>8,064</b>	<b>3,588</b>	<b>4,476</b>



**Table 2-3**  
**OAKLEY GENERAL PLAN LAND USE DESIGNATIONS AND ACREAGES**  
**PROPOSED EXPANSION AREAS - 2002**

General Plan Land Use Designation	Total Acreage	Developed Acreage	Undeveloped Acreage
Agriculture	33	0	33
Agriculture Limited	346	58	288
Single Family Residential Very Low Density	53	0	53
Single Family Residential Low Density	604	0	604
Single Family Residential Medium Density	443	29	414
Single Family Residential High Density	442	394	48
Multi-Family Residential Low Density	33	15	18
Mobile Home	4	4	0
Commercial	69	9	60
Commercial Recreation	216	194	22
Public and Semi-Public	274	42	232
Delta Recreation	5	5	0
Parks and Recreation	54	35	19
Road/Canal	52	52	0
Waterways	73	73	0
<b>Total Designated Land Uses</b>	<b>2,701</b>	<b>910</b>	<b>1,791</b>

*Source: Pacific Municipal Consultants, 2002*

**Maximum Development Potential under General Plan**

The maximum development potential of the City at total build out was determined by summing the maximum number of possible residential dwelling units, then multiplying that total by an average persons per household, as estimated by Census 2000. Numbers were calculated for both single-family and multi-family categories to estimate a total population at complete build out.

The following Table 2-4 Residential Build-Out Potential shows existing dwelling units, maximum dwelling units within undeveloped areas based on densities shown in Table 2-1, total dwellings, and population estimates based on an average persons per household number. The table also has non-residential build out calculations in acres.

**Table 2-4  
RESIDENTIAL BUILD-OUT POTENTIAL**

Land Use	City Limits			Expansion Area			Planning Area		
	Acres	DU's <sup>1</sup>	Pop. <sup>2</sup>	Acres	DU's	Pop.	Acres	DU's	Pop.
Agriculture	16	6	21	33	13	42	49	19	63
Ag. Limited	21	21	68	288	288	939	309	309	1,007
Single Family Very Low	117	117	381	53	53	17.3	170	170	554
Single Family Low	360	828	2,699	604	1,689	4,529	964	2,217	7,228
Single Family Medium	474	1,801	5,872	414	1,573	5,129	888	3,374	11,001
Single Family High	630	3,465	11,296	48	264	861	678	3,729	12,157
Multi-Family Low	43	413	879	18	173	368	61	586	1,247
Multi-Family High	29	481	1,025	-	-	-	29	481	1,025
Mobile Home	0	-	-	-	-	-	-	-	-
<b>Subtotal: Undeveloped Land</b>	<b>1,690</b>	<b>7,132</b>	<b>22,241</b>	<b>1,458</b>	<b>4,053</b>	<b>11,885</b>	<b>3,148</b>	<b>10,885</b>	<b>34,282</b>
<b>Existing Development</b>		<b>8,364</b>	<b>26,861<sup>3</sup></b>		<b>1,860<sup>4</sup></b>	<b>5,900</b>		<b>10,224</b>	<b>32,761</b>
<b>Total Pop</b>		<b>15,588</b>	<b>49,388</b>		<b>5,913</b>	<b>17,785</b>		<b>21,109</b>	<b>67,043</b>

*Source: Pacific Municipal Consultants, 2002*

1 Dwellings based on Maximum Units per Gross Acre  
 2 Population based on 3.26 persons per unit for SFR and 2.13 persons per unit for MFR.  
 3 Existing Population is calculated as follows:  
 SOI Area - estimates using population densities shown in footnote #2  
 City - Census 2000 population (25,619) plus calculations from 7-00 to 2-02 building permit issuance  
 4 Approved projects within the SOI area, including Cypress Lakes, are counted as existing development.

**Table 2-5  
NON-RESIDENTIAL BUILD-OUT POTENTIAL**

Land Use	City Limits		Expansion Area		Planning Area	
	Acres	Employees	Acres	Employees	Acres	Employees
Commercial	496	12,896	69	1,794	565	14,690
Commercial Downtown	95	2,470	0	0	95	2,470
Commercial Recreation	32	224	216	1,512	248	1,736
Business Park Low <sup>1</sup>	84	4,368	0	0	84	4,368
Business Park High <sup>1</sup>	30	3,660	0	0	30	3,660
Light Industrial	315	6,930	0	0	315	6,930
Utility Energy	44	660	0	0	44	660
Totals <sup>2</sup>	957		285		1,242	

Source: Pacific Municipal Consultants, 2002

1. This General Plan, through policy regulations, allows up to 30 acres of Business Park High Density with a maximum Floor Area Ratio of 2.0. The balance of the Business Park designation shall be Business Park Low Density with a maximum Floor Area Ratio of 1.0. All lands within this designation are identified as Business Park upon the General Plan Land Use Diagram.
2. Public and Semi-Public, Delta Recreation and Parks and Recreation may have minor levels of employment generating uses.

### **Relationship to other Jurisdictions (County, Antioch and Brentwood)**

#### Contra Costa County

Oakley is located in the eastern portion of Contra Costa County. The County stretches approximately 40 miles from west to east and 20 miles from north to south. The County covers a total of 805 square miles, of which approximately 732 square miles (468,480 acres) are land, with the remainder consisting of water areas. The County's population, according to the 2000 Census, is 948,816. Oakley contains less than 4% of the County's total population.

Bethel Island is located northeast of Oakley and covers roughly 3,500 flat acres, with access via one bridge. The island is surrounded by levees that maintain the low interior of the island as dry land. The 2000 census identified the population for Bethel Island at 2,312. The island is estimated to have approximately 982 full-time housing units. In 1994, residents formed a Municipal Advisory Council to advise the Board of Supervisors on land use and planning matters affecting the community and represent the community before the Board of Supervisors, the East County Regional Planning Commission and

the Zoning Administrator on such issues as land use, planning and zoning.

The rural/agricultural area located south and east of Oakley includes the community of Knightsen. The population of the Knightsen area in 1990 was estimated to be approximately 471 people. Knightsen is located outside of the Contra Costa County Urban Limits.

#### Antioch

The City of Antioch is located to the west of Oakley. The Oakley and Antioch Planning Areas are divided along State Highway 160, and further south along Neroly Road. The incorporated City limits of Antioch contain an area of approximately 18,000 acres (28 square miles). The population of Antioch, according to the 2000 Census, is 90,532. Refer to the Antioch General Plan for further Land Use Plan information on Antioch.

#### Brentwood

The City of Brentwood is located adjacent to Oakley on the south. Neroly Road and Delta Road divide the Oakley and Brentwood Planning Areas. The Brentwood Planning Area is comprised of 19,200 acres, of which 3,650

acres are within Brentwood’s city limits, 14,030 are in the Sphere of Influence, and the remaining 1,520 acres are beyond the Sphere of Influence (as of 1991). Brentwood was the state’s third fastest growing city in 1999, as it was in 1998. Brentwood has been in the top ten in percent growth each year in the 1990’s. The population of Brentwood, according to the 2000 Census, is 22,302. See the Brentwood General Plan for the City of Brentwood Land Use Plan.

*Delta Protection Commission*

The northern boundary of the City of Oakley is located along the eastern edge of the San Joaquin Delta, and the City’s boundary extends approximately 200 feet into the area defined as the Primary Zone of the Delta. This area is subject to the jurisdiction of the Delta Protection Commission, and that body will review the Oakley 2020 General Plan and determine whether the General Plan is consistent with the Land Use and Resource Management Plan for the Primary Zone of the Delta.

Once the Delta Protection Commission has found the Oakley General Plan consistent with their Land Use and Resource Management Plan, the City will be responsible for ensuring that City of Oakley land uses within the Primary Zone are consistent with the adopted Oakley General Plan. If outside parties believe the City’s actions related to the Primary Zone are not consistent with the adopted General Plan or the provisions of the Delta Land Use and

Resource Management Plan, then such parties may appeal the City’s actions to the Delta Protection Commission.

The City of Oakley has consulted with staff of the Delta Protection Commission to ensure that the Oakley 2020 General Plan is consistent with the provisions of the Delta Land Use and Resource Management Plan.

**Land Use Designations/Zoning Compatibility Table**

One of the most familiar methods of implementing General Plan land use policy and designations is through the Zoning Ordinance. Although separate from the General Plan, it is essential that the zoning districts be utilized to implement General Plan land use designations that are consistent with the intent of each General Plan designation. The following Table 2-6 General Plan/Zoning Compatibility Matrix identifies each Land Use designation in the left column and each zoning district along the top row. Zoning districts considered compatible with a General Plan designation are marked with either a solid square for those zoning districts compatible with the General Plan and a hollow square for those zoning districts that could be compatible with the General Plan. Those that could be compatible are discretionary and would depend on the circumstances of a specific proposed use. Because of the specific nature of zoning regulations, more than one zoning district may be compatible with a single land use designation.

Table 2-6  
GENERAL PLAN/ZONING COMPATIBILITY MATRIX

General Plan Designations	Zoning Categories																							
	Single-Family Residential (R-40)	Single-Family Residential (R-20)	Single-Family Residential (R-15)	Single-Family Residential (R-10)	Single-Family Residential (R-7)	Single-Family Residential (R-6)	Two-Family Residential (D-1)	Mobile Home Park (T-1)	Multi-Family Residential (M-17)	Multi-Family Residential (M-12)	Multi-Family Residential (M-9)	Multi-Family Residential (M-6)	Community Business (C-B)	Neighborhood Business (N-B)	Retail Business (R-B)	General Commercial (C)	Limited Office (O-1)	Administrative Office (A-O)	Light Industrial (L-1)	Controlled Heavy Industrial (W-3)	Heavy Industrial (H-1)	Agricultural Districts	Planned Unit (P-1)	
Agriculture (AG)																							■	
Agriculture Limited (AL) <sup>3</sup>	□																						□	
Single-Family Res. (SV) Very Low Density	■																						■	□
Single-Family Res. (SL) Low Density	■	■	■																				■	□
Single-Family Res. (SM) Medium Density			■	■																			■	□
Single-Family Res. (SH) High Density				■	■	■																	■	□
Multi-Family Res. (ML) Low Density						■	■				■	■												□
Multi-Family Res. (MH) High Density									■	■														□
Mobile Home (MO)								■																□
Commercial (CO)													■	■	■	■								□
Commercial Downtown (CD)					□	□	□						■	■	■	■	■	■						□
Commercial Recreation (CR)																							□	
Business Park (BP) <sup>3</sup>																		□	□					□
Light Industrial (LI)																	□			■	□	□		□
Utility Energy (UE) <sup>3</sup>																								
Public and Semi-Public (PS)	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□
Delta Recreation (DR)																							□	□
Parks and Recreation (PR)	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	■	□
■ = Consistent with General Plan										□ = Could be Consistent with General Plan <sup>1</sup>														

Source: Contra Costa County General Plan and Pacific Municipal Consultants, March 2001.

<sup>1</sup> Consistent only under certain circumstances, depending upon the specific use that is proposed.

<sup>3</sup> Agricultural Limited, Business Park and Utility Energy are newly established General Plan designations and Commercial Recreation is a modified designation. The City following adoption of this General Plan will adopt appropriate zoning districts. Until such time as revised zoning designations are adopted, the City shall determine zoning compatibility on a case-by-case basis.

<sup>4</sup> Zoning categories represent the City adopted Contra Costa County Zoning Ordinance. These designations will be reviewed and revised as appropriate following General Plan adoption.

## COMMUNITY CHARACTER

### Street Patterns

The physical scale and alignment of roadways contribute to the character of a community by dictating the direction and levels of traffic, determining views and emphasizing the connectivity of various communities. In the past, Oakley was developed along the Highway 4/Main Street Corridor with a traditional grid system. More recent developments have utilized cul-de-sacs and more remote roadway patterns. The relative advantages and disadvantages of these varying styles of street patterns are contentious and specific to each community.

Oakley should, where feasible, pursue the extension of the historic grid pattern of roadways for new infill developments. This would be more consistent with the historic pattern of development in Oakley and would likely encourage pedestrian and bicycle traffic. At the same time, grid patterns may increase levels of traffic in residential neighborhoods, as streets are less differentiated and the role of collector streets are less than in cul-de-sac development.

By pursuing future cul-de-sac patterns of roadways, the City may experience a greater separation of community through the physical isolation of neighborhoods. While cul-de-sacs diminish traffic levels in residential communities, they may discourage pedestrian and bicycle travel unless provisions are made for pedestrian and bicycle access. Cul-de-sacs may be appropriate where physical limitations prohibit the creation of a through street, though excessive use of cul-de-sacs may take away from the qualities of community of the City of Oakley.

### Medians, Street Trees, Roadway Widths

In addition to the pattern of roadways, the amenities that a street provides are important to the pursuit of community character. Roundabouts, medians, street trees, and narrower street widths serve to slow traffic and provide a safer pedestrian environment. Usable bicycle lanes, of sufficient width, encourage a safe alternative to automotive travel. Street trees

provide a physical separation between the roadway and the sidewalk and should be utilized where feasible. This physical separation improves the pedestrian experience and increases safety on the sidewalk. Planted medians allow for increased traffic flow where left turns is not permitted, or where turnouts are provided. By providing additional amenities to the roadways, the physical appearance and usability of the streets will be greatly improved.

Typically, roadway sections identifying frontage improvements, road widths and landscaping for local, collector and arterial streets are provided within the Circulation Element of this General Plan.

### Neighborhood Facilities

Providing neighborhood-scaled commercial centers, schools, parks, and other facilities will improve the livability of neighborhoods and increase the sense of community. By reducing the dependency on regional shopping centers and distributing small commercial centers in neighborhoods throughout the City, the residents of Oakley will have greater and more convenient access to goods and services, often without needing to utilize automobiles for transportation.

### Gateway Signs

Defining entries to the City and to major residential and commercial developments enhance the sense of place within Oakley, provides visual interest, emphasize distinctions between neighborhoods and commercial districts, and create a visual cohesion throughout the City.

### Community Gateways

Community Gateways Signs are intended for entry points to the City along major roadways to clearly identify Oakley's boundaries. Two types of Community Gateways are recommended: a low planter sign or a taller gateway sign panel (see Figure 2-4). The monument types may be used individually, or in combination to frame a gateway intersection; i.e., the taller sign panel could be located on the right-facing and

more-visible street corner, with the planter located at the left/opposite corner. Gateway Signs have modern proportions but are themed to reflect Oakley’s rural/agricultural heritage, incorporating vines, lattice, and the City logo.

Neighborhood/Project Gateways

Neighborhood and Project Gateways are intended for entrances to new residential/subdivision areas and to major commercial development projects. Typically, this would be at the primary entrance drive along a City arterial or collector. Two general approaches are recommended: architectural sign/markers combined with landscape design or landscape design-only entry. Architectural markers are recommended for major neighborhood entrances. Landscape design-only is recommended for secondary entrances. Specific concepts are depicted in Figures 2-5 through 2-7.

Architectural markers are located within the curbside planting strip, and contain a panel for a neighborhood sign. A smaller pier/pilaster with the same architectural form flanks the sidewalk and provides a terminus to adjacent screen/sound walls. If fronting streets do not have sound walls only the sign/markers would be installed. Materials and detailing for markers, signs and walls should reflect the characteristic style and materials of homes in the neighborhood; i.e., clapboard homes with clapboard markers, brick with brick, cement plaster with cement plaster, etc. A small median

island containing flowering trees and groundcover is recommended at the entrance. Rows of the same species of flowering tree are located in curbside planting strips on either side of the street. Highly visible and/or textured crosswalks are recommended.

Landscape-only gateways incorporate a small median island, highly-visible/textured crosswalks, and flanking flowering trees. The median island contains a “signature” luminaire, ideally the same style/model used within the neighborhood or project.

**Community Buffer**

The City of Oakley shares its southern boundary with the City of Brentwood. As of 2002, Brentwood had constructed residential development to the east of O’Hara Avenue adjacent to Oakley. This development includes a buffer with landscaping and a trail, but does not provide a substantial separation between the two cities.

In order to maintain a sense of identity, the City of Oakley will seek to establish an additional buffer zone along the City’s southern boundary as new development occurs along the Neroly Road/Delta Road alignment. Figure 2.8 depicts the proposed configuration of Neroly Road/Delta Road and provides a landscaped greenbelt measuring 60 feet in width. This diagram is conceptual in nature and the City will work with future developers to refine the specific dimensions and amenities within this community buffer.





*Figure 2-4 INSERT GRAPHICS*

# CHAPTER

# 3

# CIRCULATION ELEMENT

## **I**NTRODUCTION

Oakley's history and development have been closely tied to its circulation system. The Circulation Element provides an overview of existing and planned transportation programs and policies within Oakley for all major modes, including motor vehicles, pedestrians, public transit, and bicycles. An introductory section provides a context for the Circulation Element, followed by a section on Goals, Policies and Implementation Programs. The circulation plan section documents planned circulation improvements at build-out of this General Plan, and the setting section provides current conditions.

### **OVERVIEW**

The Circulation Element outlines Oakley's plan for the provision of convenient and efficient travel within the community and between Oakley and the region. Key circulation issues for Oakley include:

- ❑ Prioritization and construction of roadway improvements necessary to improve circulation and levels of service;
- ❑ Establishment of a minimum Level of Service (LOS) standard for the community;
- ❑ Agreement on street design standards that will foster optimal living environments;

- ❑ Support for the realignment of Highway 4;
- ❑ Standardization of streetscape elements on major public streets;
- ❑ Identification of measures necessary to enhance pedestrian and bicycle safety;
- ❑ Development of minimum emergency access standards;
- ❑ Support for increased public transit use;
- ❑ Encourage increased bicycle usage;
- ❑ Enforcement of traffic laws; and
- ❑ Assurance of adequate funding for necessary circulation improvements

These issues are addressed in the Circulation Element sections that follow.

### **Organization of the Element**

The Circulation Element is organized into four main sections; 1) an Introduction section that includes an overview of the element and its consistency with State law; 2) a Goals, Policies, and Implementation Programs section addressing all modes of travel and the relationship between transportation and land use; 3) a Circulation Plan; and 4) a setting section that describes current conditions.

### **CONSISTENCY WITH STATE LAW**

#### **Minimum Requirements**

The circulation element is one of the seven mandated general plan elements identified in the State planning and zoning law. Section 65302(b) of the California Government Code specifies that each general plan must include “a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.” The Oakley Circulation Element meets these requirements.

California Government Code Section 65401 specifies public works projects must be in conformity with the General Plan. In practice, this will require that the City, during adoption of the Five-Year Capital Improvement Program (CIP), make findings that the proposed City of Oakley Five-Year CIP is in conformance with the General Plan, including the Circulation Element.

#### **Relationship to Other General Plan Elements**

According to state planning law, the Circulation Element must be consistent with the other General Plan elements, which are all interrelated to a degree. Certain goals and policies of one element may address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of community goals. The Circulation Element is most directly related to the Land Use, Growth Management, and Economic Development Element.

### **CONSISTENCY WITH COUNTYWIDE PROGRAMS**

As a participant in the Contra Costa County Measure C Growth Management Program and Congestion Management Program, Oakley must take certain circulation-related actions as conditions for ongoing compliance with the Growth Management Program. These actions

are discussed in subsequent sections of the Circulation Element and Growth Management Element.

The Measure J GMP, adopted by the voters of Contra Costa in November 2004, requires each local jurisdiction to meet the six following requirements:

- Adopt a development mitigation program;
- Address Housing Options;
- Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process;
- Adopt an Urban Limit Line (ULL);
- Develop a five-year capital improvement program; and
- Adopt a Transportation Systems Management (TSM) Ordinance or Resolution.

Measure J (2004) is a 25-year extension of the previous Measure C Contra Costa Transportation Improvement and Growth Management Program approved by the voters in 1988.

Both programs include a ½ percent transportation and re-tail transactions and use tax intended to address existing major regional transportation problems. The Growth Management component is intended to assure that future residential business and commercial growth pays for the facilities required to meet the demands resulting from that growth.

Although Measure J eliminates the previous Measure C requirements for local performance standards and level-of-service standards for non-regional routes, the original requirements of Measure C remain within the Circulation Element.

## GENERAL GOALS, POLICIES, AND PROGRAMS

The following are the Goals, Policies, and Implementation Programs for each transportation mode and circulation topic area addressed within the General Plan Circulation Element. Additional supporting information is provided in the Setting and Circulation Plan sections of this element. The goals, which are overall statements of the community's desires, are broad statements of purpose and direction. The policies serve as guides for working with local and regional agencies on Oakley circulation issues. Implementation programs identify specific actions to achieve particular goals and policies.

### ROADWAYS

**Goal 3.1** Provide an efficient and balanced transportation system.

#### Policies

- 3.1.1 Strive to maintain Level of Service D as the minimum acceptable service standard for intersections during peak periods (except those facilities identified as Routes of Regional Significance).
- 3.1.2 For those facilities identified as Routes of Regional Significance, maintain the minimum acceptable service standards specified in the *East County Action Plan Final 2000 Update*, or future Action Plan updates as adopted.
- 3.1.3 Keep roadway facilities in optimal condition.
- 3.1.4 Consistent with the California Vehicle Code, direct trucks to appropriate truck routes.
- 3.1.5 Encourage a multi-modal circulation system that supports non-automobile travel.
- 3.1.6 Address future roadway needs through both new road construction and management of existing and planned roadway capacity.
- 3.1.7 Create and maintain fee and other programs adequate to assure sufficient

financing and land to maintain and achieve prescribed Levels of Service.

- 3.1.8 Mitigate conflicts between new roadway improvements and existing rural roadways when the identified conflicts threaten public health, safety and welfare.

#### Programs

- 3.1.A Prior to approval of all projects, demonstrate that traffic levels of service and performance standards will be maintained, or that a funding mechanism and timeline has been established which will provide the infrastructure to meet the standards. Ensure that developers fund traffic impact studies that identify on-site and off-site effects and mitigations, and that they contribute appropriate funding for on-site and off-site improvements.
- 3.1.B If it cannot be demonstrated prior to project approval that levels of service will be met per Program 3.1.A, the City may consider the development but defer its approval until the standards can be met or assured. In the event that a signalized intersection exceeds the applicable level of service standard, the City may approve projects if the City can establish appropriate mitigation measures, or determine that the intersection or portion of roadway is subject to a finding of special circumstances, or is a route of regional significance. Mitigation measures specified in the action plans shall be applied to all projects that would create significant impacts on such regional routes, as defined by the Authority in consultation with local agencies and as permitted by law.
- 3.1.C Monitor intersection Levels of Service on a biannual basis at key reporting intersections.
- 3.1.D Implement circulation improvements required to mitigate the effects of growth and to maintain the Level of Service standard. Prioritize roadway improvement projects based on traffic volume, traffic safety, pedestrian and

### 3.0 – Circulation Element

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bicyclist safety, availability of funding, and other measures of need as appropriate.

- 3.1.E Maintain a pavement management program, and identify and prioritize projects in the City’s Capital Improvement Program to maintain the quality and integrity of the City’s roadway system. Street maintenance should include regular cleaning and upkeep of bicycle routes to remove debris and alleviate poor pavement conditions that discourage bicycle riding.
- 3.1.F Install and maintain truck route signing and marking to direct truck traffic onto designated truck routes.
- 3.1.G During the planning and development review processes for new development and new roadways, incorporate provisions for bicycle, pedestrian, and public transit modes, where appropriate.
- 3.1.H Encourage and promote car pools, vanpools, alternative work hours, employee shuttles, and other incentives to reduce single-occupant vehicle trips.

#### **BICYCLES AND PEDESTRIANS**

**Goal 3.2** Promote and encourage walking and bicycling.

#### **Policies**

- 3.2.1 Provide maximum opportunities for bicycle and pedestrian circulation on existing and new roadway facilities.
- 3.2.2 Enhance opportunities for bicycle and pedestrian activity in new public and private development projects.
- 3.2.3 Create a bicycle and pedestrian system that provides connections throughout Oakley and with neighboring areas, and serves both recreational and commuter users.
- 3.2.4 Design new roadway facilities to accommodate bicycle and pedestrian traffic. Include Class I, II, or III bicycle facilities as appropriate. Through the Design Review process, provide sidewalks on all roads, except in cases where very low pedestrian volumes

and/or safety considerations preclude sidewalks.

- 3.2.5 Promote the provision of bike lockers and bike racks at park and ride lots within the City.

#### **Programs**

- 3.2.A During the site plan review process, encourage new development to incorporate design features that support bicycling and walking, particularly in those areas that could provide access to and between major destinations. This could include: bicycle racks, lockers, showers, and other support facilities; continuous sidewalks; an internal pedestrian circulation plan; walkways for pedestrians and bicyclist between cul-de-sacs; and at least one major entrance adjacent to a sidewalk, wherever possible.
- 3.2.B Develop a comprehensive Bicycle and Pedestrian Master Plan, including design standards for bicycle and pedestrian facilities, evaluation of current bicycle promotion programs, analysis of bicycle and pedestrian accidents, and a capital improvement program to ensure adequate maintenance of bicycle and pedestrian facilities. Develop a strategic approach to pursuing state and federal funding for bicycle and pedestrian improvement projects, working closely with neighboring jurisdictions.
- 3.2.C Coordinate with the Antioch Unified School District, Liberty Union High School District, and Oakley Union Elementary School District to create well-designed Routes to Schools, maps for bicyclists and pedestrians, and to provide adequate facilities to park bicycles.
- 3.2.D Actively participate in the adoption and implementation of the Contra Costa Countywide Bicycle Plan.

#### **PUBLIC TRANSPORTATION**

**Goal 3.3** Provide adequate, convenient, and affordable public transportation.

**Policies**

- 3.3.1 Design new roadways and facilities to accommodate public transit.
- 3.3.2 Ensure that new public and private development supports public transit.
- 3.3.3 Encourage transit providers to improve transit routes, frequency, and level of service to adequately serve the mobility needs of Oakley residents, including those dependent on public transit.

**Programs**

- 3.3.A When reviewing development proposals, coordinate with Tri-Delta Transit on appropriate standards for bus bays, bus turnouts, bus shelters, and other public transit amenities in new roadway design.
- 3.3.B Coordinate with the Antioch Unified School District, Liberty Union High School District, and Oakley Union Elementary School District to promote access and roadway designs that support school bus requirements.
- 3.3.C During the development review process, require provisions in site plans for public transit vehicle stops and turning maneuvers, where appropriate.
- 3.3.D Pursue opportunities to provide additional funding for public transit service within Oakley, and between Oakley and surrounding communities.
- 3.3.E Participate in the development of the Tri-Delta Transit Short Range Transit Plan to ensure that adequate fixed route transit service is provided within Oakley, and between Oakley and surrounding communities, and that the public transit system provides convenient transfers between transit services and other modes of travel.
- 3.3.F Explore potential locations for Park-and-Ride facilities within Oakley.
- 3.3.G Coordinate with the Bay Area Rapid Transit District (BART) and the Contra Costa Transportation Authority regarding potential opportunities for BART or light rail service to Oakley.

**NEIGHBORHOOD TRAFFIC MANAGEMENT**

**Goal 3.4** Minimize the intrusion of through traffic on residential streets.

**Policies**

- 3.4.1 Direct non-local traffic onto collector streets and arterials.
- 3.4.2 Maintain traffic speeds and volumes on neighborhood streets consistent with residential land uses.
- 3.4.3 Provide adequate capacity on collector and arterial streets to accommodate travel within the City.

**Programs**

- 3.4.A During the development review process, design neighborhood street systems to discourage motor vehicle “cut-through” traffic on residential streets.
- 3.4.B Design residential streets to balance vehicular movement and safety with slower speeds. Such measures should also be designed to avoid creating hazards for bicyclists.
- 3.4.C Identify and eliminate potential future “short-cut” routes. Ensure that there is sufficient vehicular capacity on collector streets and arterials to facilitate travel between neighborhoods and other areas. During the development review process, coordinate access from neighborhoods to collectors and arterials to minimize motor vehicle “cut-through” traffic.
- 3.4.D Develop traffic management guidelines for the City as a tool for consistent responses to neighborhood concerns about traffic speed and volume issues.

**TRAFFIC SAFETY**

**Goal 3.5** Monitor, improve, and enhance traffic safety and reduce the potential for traffic accidents.

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### Policies

- 3.5.1 Provide consistent, comprehensive traffic safety law enforcement throughout Oakley.
- 3.5.2 Design a roadway system that maximizes safety for all users.
- 3.5.3 Maintain roadway facilities to maximize safety.

### Programs

- 3.5.A Allocate adequate resources for traffic enforcement activities.
- 3.5.B As part of the Capital Improvement Program, identify and prioritize projects that enhance and improve vehicular, bicycle, and pedestrian safety.
- 3.5.C Ensure that new roadways are designed to minimize conflicts due to driveway access and parking.
- 3.5.D Ensure that adequate funding is available to maintain roadway marking, signs, and striping in optimal condition.
- 3.5.E Enhance safety at railroad grade crossings, including coordination with Contra Costa Water District, Diablo Water District, East Bay Regional Park District and Ironhouse Sanitary District in the construction at no cost to the City of a new controlled, at-grade crossing on the BNSF tracks by the northward extension of Rose Avenue.
- 3.5.F Coordinate with local fire protection and law enforcement agencies on emergency response routes and plans.

## REGIONAL COORDINATION

- Goal 3.6** Participate in regional transportation and land use planning to promote and protect the interests and objectives of Oakley residents and workers.

### Policies

- 3.6.1 Ensure that Oakley is represented in all East County regional and sub-regional forums.

- 3.6.2 Work with other agencies to address multi-jurisdictional issues affecting Oakley.
- 3.6.3 Ensure that roadway facilities that serve Oakley and neighboring communities are planned for consistency at City boundaries.
- 3.6.4 Ensure that Oakley obtains its fair share of regional improvements (such as the State Route 4 Bypass) that are funded from impact fees collected within Oakley.
- 3.6.5 Encourage implementation of Contra Costa County's East Contra Costa Bikeway Plan.

### Programs

- 3.6.A Attend and participate in regularly scheduled TRANSPLAN meetings.
- 3.6.B Provide written comments on environmental documents, plans, and programs prepared by neighboring agencies.
- 3.6.C Secure representation on the Contra Costa Transportation Authority Board when appropriate.
- 3.6.D Actively participate in all activities related to the East Contra Costa Regional Fee and Financing Authority and the East County Transportation Improvement Authority.
- 3.6.E Coordinate with CCTA, Caltrans, and other transportation agencies to ensure that Oakley's transportation planning objectives are included during the roadway planning and design process.
- 3.6.F To maintain compliance with the Contra Costa Transportation Authority Growth Management Program, implement all actions assigned to Oakley in the *East County Action Plan*.
- 3.6.G Participate in sub-regional efforts towards transportation demand management, consistent with the *East County Action Plan*.
- 3.6.H Work with TRANSPLAN to maintain compliance with the requirements of Measure J, specifically participating in the ongoing regional transportation process with other jurisdictions and

agencies, the Regional Transportation Planning Committees, and CCTA.

## LAND USE COORDINATION

**Goal 3.7** Coordinate land use and transportation planning to maximize use of limited transportation resources.

### Policies

- 3.7.1 To the extent feasible, protect existing and future land uses from the noise, visual, and other impacts of major roadway construction projects.
- 3.7.2 Ensure that the density and mixture of future land uses (both public and private) encourage transit usage, walking and bicycling.
- 3.7.3 Provide sufficient parking, while considering the effect of parking supply on the use of alternate modes.
- 3.7.4 Mitigate development impacts and ensure that new development pays its own way.
- 3.7.5 New development should not result in inconsistent street frontage improvements along streets adjacent to and serving the project.
- 3.7.6 Mitigate potential circulation conflicts between new roadways and existing rural roadways adjacent to new development.
- 3.7.7 Encourage site planning that promotes all modes of transportation, and that minimizes vehicular trips between different land uses.
- 3.7.8 Pursue a mix of both new housing and additional jobs in Oakley, as part of the overall strategy to balance jobs and housing in East County.
- 3.7.9 Support the Metropolitan Transportation Commission's Safe Routes to Schools program.
- 3.7.10 Support and pursue Safe Routes to Schools projects to enhance pedestrian safety within Oakley.

### Programs

- 3.7.A Work with public and private agencies to minimize the effect of major roadway construction projects, such as the State Route 4 Bypass, on nearby land uses.
- 3.7.B During the development review process, size streets and intersections to accommodate planned land uses consistent with the Level of Service standard, to the extent feasible. Consider the effects of pedestrian-, bicycle-, and transit-oriented land uses when determining appropriate infrastructure size and configuration.
- 3.7.C Maintain compliance with the Contra Costa Transportation Authority Growth Management Program by reviewing Oakley General Plan Amendments for consistency with the *East County Action Plan Final 2000 Update*, or future Action Plan updates as adopted.
- 3.7.D Participate in regional land use and transportation planning efforts by sharing information about future development in Oakley with interested agencies and jurisdictions to create a balanced, safe, and efficient transportation system and to manage the impacts of growth.
- 3.7.E Develop parking requirements that are consistent with the goals for increased use of alternative transportation modes, and that acknowledge opportunities for shared parking. During the development review process, ensure that development plans are consistent with the parking requirements in the Oakley zoning code.
- 3.7.F Collect development impact and other fees and require any necessary roadway improvements and property dedications to ensure that each development project contributes its fair share toward necessary transportation improvement projects.
- 3.7.G Develop streetscape design standards that recognize the role of streets not only as vehicle routes but also as part of an extensive system of public spaces where people live, neighbors meet, and businesses operate.



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- 3.7.H Review site plans and area plans to encourage mixed uses, thereby decreasing the number of vehicle trips required between uses. Promote land use patterns that maximize trip-linking opportunities. Locate mixed uses within walking or bicycling distance, and ensure that there are not physical barriers to walking and bicycling.

## CIRCULATION PLAN

Build-out of the Oakley General Plan will result in an estimated population of 67,043 and employment of approximately 34,500, which represents a substantial amount of growth when compared to existing conditions. Other communities in eastern Contra Costa County are also expecting to experience substantial growth in the future. This growth in population and employment will cause significant increases in travel in and around the City, and additional transportation facilities will be needed to accommodate the increased demand. The following sections describe how the components of the City's circulation system are expected to change over time, to support the development that is envisioned in this General Plan.

### ROADWAYS

The future circulation system in Oakley is designed to accommodate forecasts of traffic demand based on the land use projections contained in the Land Use Element, while continuing to achieve the Level of Service standard presented in this Element. Figure 3-1 Circulation Diagram, presents the proposed circulation system for Oakley, showing the street classification and size needed to accommodate the growth in travel demand. Figure 3-1 also presents the estimated daily traffic volumes on the major roads in the City, at build-out of the General Plan. Table 3-1 shows estimated future traffic volumes and levels of service on major City streets; the concept of level of service is described in greater detail in the Setting section of this chapter. Key features of the Oakley roadway system include:

- ❑ Completion of the SR 4 Bypass as a 4-lane highway immediately adjacent to Oakley, with interchanges at Laurel Road and Lone Tree Way;
- ❑ Expansion and extension of Laurel Road, which provides access to the SR 4 Bypass and to Antioch;
- ❑ Expansion of Main Street (existing SR 4) to major arterial standards (4 to 6 lanes with median) from SR 160 to the southern City limit;
- ❑ Construction of the Downtown Northerly Alignment Bypass, a realignment of existing Main Street to a northerly alignment, from Second Street to just west of Vintage Parkway, in order to improve regional traffic flow around downtown Oakley while still maintaining adequate access to the pedestrian-oriented retail areas of downtown;
- ❑ Support construction by the City of Brentwood of a connection between Delta Road and Lone Tree Way, east of Main Street, to allow for direct travel between the Delta Road corridor and the SR 4 Bypass; and,
- ❑ Construction of a connection between Cypress Road and Laurel Road, east of Main Street, to allow for direct travel between the Cypress Road corridor and the SR 4 Bypass. A potential alignment of this connector would follow Sellers Avenue between Cypress Road and Laurel Road.

It must be noted that the alignment of future roadways as presented on the Circulation Diagram is schematic; precise alignments will be subject to further study prior to development. Further details about the methodologies used to determine circulation needs and the results of the analysis can be found in the Long Range Circulation Plan, Fehr & Peers Associates, October 2002.

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**Table 3-1  
Future Roadway Levels of Service with Recommended Road Type**

<b>Roadway</b>	<b>Daily Volume</b>	<b>Level of Service<sup>1</sup></b>	<b>Recommended Road Type</b>
Main Street W. of Bridgehead Rd.	65,900	D	Major Arterial
Main Street E. of Bridgehead Rd.	51,700	D	Major Arterial
Main Street W. of Empire Ave.	50,500	D	Major Arterial
Main Street E. of Empire Ave.	48,100	D	Major Arterial
Main Street W. of Vintage Pkwy. (Downtown bypass)	34,600	D	Major Arterial
Main Street W. of Rose Ave.	35,400	D	Major Arterial
Main Street S. of Cypress Rd.	20,400	C+	Major Arterial
Main Street S. of Laurel Rd.	18,000	C+	Major Arterial
Bridgehead Rd. N. of Main St.	15,600	C+	Major Arterial
Neroly Rd. S. of Main St.	19,900	C+	Major Arterial
Neroly Rd. W. of Laurel Rd.	15,300	D	Minor Arterial
Live Oak Rd. S. of Oakley Rd.	5,400	C+	Collector
Empire Ave. S. of Main St.	27,200	C+	Major Arterial
Empire Ave. S. of Laurel Rd.	18,200	C+	Major Arterial
Vintage Pkwy. N. of Main St	6,000	C+	Collector
O'Hara Ave. S. of Main Street	6,300	C+	Collector
O'Hara Ave. S. of Laurel Rd.	14,500	C+	Major Arterial
Sellers Ave. N. of E. Cypress Rd.	10,800	D	Collector
Sellers Road S. of E. Cypress Rd.	24,800	C+	Minor Arterial
Sellers Ave. S. of Laurel Rd.	15,000	D	Minor Arterial
Jersey Is. Rd. N. of E. Cypress Rd.	11,700	D	Collector
Bethel Is. Rd. N. of E. Cypress Rd.	34,800	D	Major Arterial
Wilbur Ave. E. of Bridgehead Rd.	16,700	C+	Major Arterial
Oakley Rd. W. of Empire Ave.	14,700	C+	Major Arterial
Cypress Rd. W. of O'Hara Ave.	4,300	C+	Collector
E. Cypress Rd. E. of Main St.	30,400	C+	Major Arterial
E. Cypress Rd. E. of Sellers Ave.	40,000	C+	Major Arterial
E. Cypress Rd. E. of Jersey Is. Rd.	28,700	C+	Major Arterial
Laurel Rd. W. of Empire Ave.	45,300	C+	Major Arterial
Laurel Rd. E. of Empire Ave.	33,900	C+	Major Arterial
Laurel Rd. E. of O'Hara Ave.	24,500	C+	Major Arterial
Laurel Rd. E. of Main Street	21,000	C+	Minor Arterial
Carpenter Rd. E. of O'Hara Ave.	3,000	C+	Collector
Neroly Rd. E. of Empire Ave.	15,400	C+	Minor Arterial
Neroly Rd. W. of Main St.	14,100	C+	Minor Arterial
Delta Rd. E. of Brentwood Blvd.	6,300	C+	Minor Arterial
Delta Rd. E. of Lone Tree Connector	20,500	C+	Minor Arterial

Notes:

1. Level of Service D is the City's standard; C+ denotes a Level of Service C or better (i.e., LOS A, B, or C).

Source: *Long Range Roadway Plan*, Fehr & Peers Associates, 2002.

Road Classifications

Local Streets

Local streets are two-lane streets designed for trips within neighborhoods, and to connect to collectors and arterial streets. Local streets provide low-speed access to neighborhood land uses, and usually carry less than 2,000 vehicles per day.

Collector Streets

Collector streets are two-lane streets used to travel between neighborhoods, usually for relatively short trips within neighborhoods or between local streets and the arterial street system. Collector streets have relatively low speed limits, and sometimes may have restricted access to neighboring land uses.

Arterial Streets

Arterial streets accommodate relatively high traffic volumes and provide the major circulation between activity centers, freeways, and other arterials. Access to local land uses is restricted along arterial streets, to preserve their capacity to serve higher volumes and longer-distance travel. Minor arterials can have two or four lanes, and typically do not have a median or other divider. Major arterials are typically divided streets with four or more lanes.

A single road section within Oakley, existing Highway 4/Main Street from Highway 160 to Empire Avenue, will require an upgrade to six lane arterial to serve the City at build-out. Typically, once traffic exceeds 35,000 average daily vehicle trips an upgrade from four to six lanes is required.

Illustrative Road Sections

Typical road sections are shown on Figures 3-4 through 3-9 to present guidelines for appropriate design of the three major categories of streets described above. In all cases, the ultimate design of each individual street should be sensitive to the surrounding land uses and the needs of the neighborhoods through which it passes.

The road sections illustrated in Figures 3-4 through 3-9 represent varied design strategies that the City may determine appropriate based upon the circulation requirements within the vicinity of roads that are to be either expanded or newly constructed.

Truck Routes

Two major truck routes serve the Oakley area. At build-out of the General Plan, the SR 4 Bypass will provide the primary route for regional goods movement through the area. Main Street (existing SR 4) will continue to serve as the primary route for goods movement within Oakley, and will be connected to the SR 4 Bypass by Lone Tree Way in Brentwood and by Laurel Road in Oakley. Additional truck routes include East Cypress Road and Bethel Island Road. Secondary truck routes include all the arterials in the City. Figure 3-2 Truck Route Diagram, presents the future truck routes envisioned in this General Plan.

**BICYCLE AND PEDESTRIAN CIRCULATION**

Bicycles are a promising mode of transportation in eastern Contra Costa County, because of the relatively flat terrain and generally favorable climate. Development of a comprehensive bikeway system within Oakley would provide incentives for the use of bicycles as a regular mode of transportation, which is a goal of this General Plan. Another goal of the General Plan is to support pedestrian activity by providing pedestrian facilities within existing and new development areas, and to eliminate physical barriers that prevent pedestrians from walking between destinations.

To further the objectives of providing a well-designed and convenient bicycle and pedestrian circulation system, a Bicycle and Pedestrian Master Plan will be developed, including design standards for bicycle and pedestrian facilities, evaluation of current bicycle promotion programs, analysis of bicycle and pedestrian accidents, and a capital improvement program to ensure adequate maintenance of bicycle and pedestrian facilities. The City will

also maintain an inventory of bicycle and pedestrian facilities, which will allow identification of gaps in the bicycle/pedestrian system and will contribute to the development of the Bicycle and Pedestrian Master Plan. A map of proposed bicycle lanes and bicycle/pedestrian trails is included as Figure 7-3 in the Parks and Recreation Element.

## TRANSIT

Future transit needs in Oakley include internal circulation and commute services. The City should continue to coordinate with Tri-Delta Transit to improve service within Oakley, and between Oakley and other East County destinations (such as the Pittsburg/Bay Point BART station). Improvements to longer-distance commute routes could include service between Oakley and major employment centers outside East County, such as the Tri-Valley area and Santa Clara County. The City should work with regional transit agencies to coordinate this type of service, and should identify locations for additional park-and-ride facilities that could contribute to the success of commute-oriented transit services.

The City should continue to actively participate in studies and planning efforts related to the

extension of commuter rail service to Oakley. The City is currently participating in the State Route 4 East Corridor Transit Study, led by the Contra Costa Transportation Authority and BART. This Study acknowledges that highway improvements alone cannot keep pace with the development expected in East County, and attempts to define short-term and long-term transit strategies for the SR 4 corridor. One of the potential commuter transit station locations identified in this Study is the area around the intersection of Empire Avenue and Neroly Road, which is shared between the jurisdictions of Oakley, Brentwood and Antioch.

The policies in the General Plan support the use and expansion of transit services in Oakley. Some policies call for the City to work with Tri-Delta Transit and major developers to ensure that new roads and development projects include appropriate facilities for transit service, such as bus stops and shelters. Others encourage land use patterns that minimize vehicle trips and support transit usage.

Figure 3-3 Existing and Future Transit Opportunities, presents the existing bus routes in Oakley, as well as the potential commuter transit line and station location under consideration in the East County Transit Study.

Figure 3-1

Circulation Plan



Figure 3-2

Truck Routes



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Figure 3-3

Transit Routes

# SETTING

The Setting section of the Circulation Element describes existing conditions of the City’s transportation system, including the legislative and policy environment that affects circulation plans and programs. This information provides the background for the goals, policies, and implementation programs that reflect the community’s vision for the future of Oakley.

## ROADWAY SYSTEM

### Street System

Automobiles are the primary form of transportation in the City of Oakley. Table 3-2 shows journey to work mode shares for Oakley residents in 1990 and 2000. The proportion of Oakley residents who drive alone has remained quite constant over the past 10 years, at just over 77 percent of work trips. Carpooling remains the second most popular commute mode, although it has declined somewhat relative to walking and other modes (including residents who work out of their homes). Bicycling to work is another transportation mode, but no data is available for this mode of transportation.

**Table 3-2  
JOURNEY TO WORK MODE SHARES FOR OAKLEY RESIDENTS, 1990 AND 2000**

Transportation Mode	1990	2000
Drive Alone	77.5%	77.6%
Carpool	18.6%	14.6%
Public Transit	2.0%	2.3%
Walk	1.0%	1.4%
Other (inc. Work at Home)	0.9%	4.1%

*Source: 1990 and 2000 Census Data*

The Oakley roadway system can be described as a hierarchy of streets, ranging from freeways to local streets. *Freeways* are limited access, multi-lane facilities that accommodate regional travel. Access is limited to ramps that are grade-separated from the mainline, and direct access to adjacent properties is not permitted. *Arterials* carry traffic from the freeway to the surrounding street system, and carry traffic through the community and between Oakley and neighboring jurisdictions. Arterial streets provided limited access to adjacent land uses, with median islands and consolidation of driveways restricting the number of access points. *Collectors* carry traffic from arterials to local streets, and generally provide extensive access to adjacent development. *Local* streets have the primary purpose of providing direct access to fronting land uses, and are typically characterized by no more than two travel lanes and parking on one or both sides of the street.

#### Freeways

There are no freeway facilities within Oakley corporate limits. State Route 160, a four-lane freeway, borders the Oakley corporate boundary to the west.

#### Arterials

- ❑ Main Street (State Route 4)
- ❑ Neroly Road
- ❑ Cypress Road (east of Main Street)
- ❑ Empire Avenue
- ❑ Laurel Road
- ❑ Oakley Road

#### Collectors

- ❑ Cypress Road (west of Main Street)
- ❑ Vintage Parkway
- ❑ O’Hara Avenue
- ❑ Carpenter Road
- ❑ Rose Avenue
- ❑ Brown Avenue
- ❑ Live Oak Avenue

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The remainder of the Oakley street system consists of local streets and two-lane rural roads. The principal arterial in Oakley is Main Street (State Route 4), which connects with Brentwood to the south, and State Route 160 to the west. While most of Main Street is a two-lane undivided arterial, it widens to a four-lane divided arterial from Vintage Parkway to State Route 160. The raised median along this segment is discontinuous, but Main Street provides left turn lanes at most intersections. Empire Avenue is a major north/south divided arterial from Main Street to West Cypress Road. This arterial carries traffic from Brentwood and many of Oakley’s subdivisions to Main Street.

While major intersections on Main Street are controlled with traffic signals, most of the intersections on Main Street and throughout the rest of Oakley are controlled with stop signs.

Many of the unsignalized intersections on Main Street are located in Oakley’s downtown area. It is difficult to turn left from any unsignalized intersection onto Main Street in the peak hours due to high Main Street volumes.

Table 3-3 compares existing daily roadway volumes with existing daily roadway capacities. Transportation professionals grade roadway and intersection operations using the concept of level of service, a qualitative measurement of facility operation and driver comfort. Level of Service (LOS) grades range from A (free-flowing operation with little or no delay) to F (congested stop-and-go operation with low speeds, substantial delay and long vehicle queues). The level at which performance standards have traditionally been established is LOS D, which is a common standard used in communities throughout Contra Costa County.

<b>Roadway</b>	<b>Road Type<sup>1</sup></b>	<b>Daily Volume<sup>2</sup></b>	<b>Capacity<sup>3</sup></b>	<b>Level of Service<sup>3</sup></b>
Main Street, East of Bridgehead Road	4D	39,500	35,600	F
Main Street, West of Empire Avenue	4D	39,600	35,600	F
Main Street, East of Empire Avenue	4D	31,700	35,600	D
Main Street, West of Vintage Parkway	4U	30,000	35,600	D
Main Street, West of Rose Avenue	2RU	27,800	16,200	F
Main Street, South of Cypress Road	2RU	17,000	16,200	F
Main Street, South of Laurel Road	2RU	21,100	16,200	F
Brentwood Boulevard, South of Delta Road	2RU	23,100	16,200	F
Neroly Road, South of Main Street	2RU	16,200	16,200	E
Cypress Road, East of Main Street	2RU	12,500	16,200	C
Delta Road, East of Brentwood Boulevard	2RU	5,900	16,200	C
Empire Avenue, South of Main Street	4D	11,000	35,600	C
O’Hara Avenue, South of Main Street	2RU	4,000	16,200	C
Empire Avenue, South of Laurel Road	2RU	8,700	16,200	C
O’Hara Avenue, South of Laurel Road	2RU	4,800	16,200	C
Laurel Road, East of O’Hara Avenue	2RU	5,400	16,200	C
Laurel Road, West of Empire Avenue	2RU	4,600	16,200	C
Cypress Road, West of O’Hara Avenue	2RU	2,900	16,200	C
Live Oak Road, South of Main Street	2C	5,700	12,500	C
Carpenter Road, East of O’Hara Avenue	2C	2,000	12,500	C

Notes:

- Road types: 6D – six-lane divided arterial, 4D – four-lane divided arterial, 4U – four-lane undivided arterial, 2U – two-lane undivided arterial, 2C – two-lane collector, 2RU – two-lane rural undivided road.
- Daily volumes based on traffic counts (2002) and East Contra Costa Travel Demand Model (year 2000).
- Roadway capacity and level of service based on the 2000 Highway Capacity Manual.

Source: Fehr & Peers Associates, Inc., October 2002.

Presently, about 65% of the roads analyzed on Table 3-3 are operating within capacity at LOS D or better. The remaining 35% of the analyzed road segments, all of them located along or adjacent to Main Street, are operating at LOS E or LOS F. While level of service based on average daily traffic volumes is useful for determining the required number of lanes on a road, the primary constraint on road capacity is at intersections. Intersection operations

constitute most of the delay experienced by drivers.

Table 3-4 documents existing intersection levels of service for 30 intersections within Oakley. Four intersections currently operate over capacity at LOS E or F: two along Main Street (at Live Oak Avenue and at Delta Road); Oakley Road at Neroly Road; and West Cypress Road at Empire Avenue. All are currently unsignalized.

Intersection		AM			PM		
		V/C	Delay (sec)	LOS	V/C	Delay (sec)	LOS
1	Main Street / SR160 SB Ramps	0.44		A	0.51		A
2	Main Street / SR160 NB Ramps	0.60		A	0.77		C
3	Main Street / Neroly / Bridgehead	0.55		A	0.90		D
4	Main Street / Live Oak Avenue		(NBL) > 50	F		(NBL) > 50	F
5	Main Street / Big Break Road	0.53		A	0.56		A
6	Main Street / Empire Avenue	0.47		A	0.63		B
7	Main Street / Vintage Pkwy	0.50		A	0.48		A
8	Main Street / O'Hara Avenue		(NB) >50	F		(NB) >50	F
9	Main Street / Second Street		(WBL) 1	A		(WBL) 1	A
10	Main Street / Rose Avenue		(NB) >50	F		(NB) >50	F
11	Cypress Road / Main Street	0.54		A	0.45		A
12	Laurel Road / Main Street	0.35		A	0.33		A
13	Delta Road / Main Street		(WB) > 50	F		(WB) > 50	F
14	Oakley Road / Neroly Road		13	B		36	E
15	Oakley Road / Live Oak Avenue		9	A		11	B
16	Oakley Road / Empire Avenue	0.28		A	0.49		A
17	W Cypress Road / Empire Avenue		(WB) 28	D		(WB) 36	E
18	W Cypress Road / O'Hara Avenue		16	C		16	C
19	W Cypress Road / Rose Avenue		9	A		9	A
20	E Cypress Road / Sellers Avenue	0.25		A	0.42		A
21	E Cypress Road / Jersey Island Road		(SBL) 14	B		(SBL) 15	C
22	Laurel Road / Live Oak Avenue		8	A		7	A
23	Laurel Road / Empire Avenue		17	C		14	B
24	Laurel Road / O'Hara Avenue		23	C		12	B
25	Laurel Road / Rose Avenue		(NB) 12	B		(NB) 13	B
26	Carpenter Road / Empire Avenue		(WB) 14	B		(WB) 12	B
27	Carpenter Road / O'Hara Avenue		(WB) 18	C		(EB) 11	B
28	Brownstone Road / Anderson Lane		(SB) 10	B		(NB) 9	A
29	Neroly Road / Empire Avenue		23	C		15	B
30	Neroly Road / O'Hara Avenue		21	C		10	A

Notes:  
Results shown as V/C (volume-to-capacity) ratio for signalized intersections, and average delay for unsignalized intersections. Signalized intersection operations analyzed using the CCTALOS methodology (see *Technical Procedures*, CCTA, September 17, 1997), and unsignalized intersection operations analyzed consistent with the 2000 Highway Capacity Manual methodologies.  
Source: Fehr & Peers Associates, Inc., October 2002.

### Level of Service Standards

All Contra Costa jurisdictions, including Oakley, participate in the Measure J-2004 Growth Management Program. Measure J is a 25-year extension of the previous Measure C which required, among other things, that each jurisdiction adopt level of service standards for *Basic Routes* and implement actions and adhere to Traffic Service Objectives for *Routes of Regional Significance* (described later under “Related Plans and Programs”). The only Route of Regional Significance in Oakley, which is evaluated according to different criteria than Basic Routes, is Main Street (State Route 4). Although Measure J does not require a LOS standard, the adopted LOS standards as described below remain adopted.

All other facilities are considered to be Basic Routes. Oakley has adopted LOS D, or a volume-to-capacity (V/C) ratio of 0.90, as the threshold of acceptability for signalized intersections. Any signalized intersection operating worse than LOS D would be considered inconsistent with this standard. Based on current traffic counts, Oakley does not have any signalized intersection on a Basic Route operating below LOS D.

### BICYCLE AND PEDESTRIAN SYSTEM

There are presently only limited bicycle facilities within Oakley. Bicycle lanes are provided on Cypress Road between Rose Avenue and Marsh Creek. Other streets with Class II bicycle lanes include Vintage Parkway from Main Street to Big Break Road and portions of Delta Road. The Contra Costa Countywide Transportation Plan designates Oakley Road/Empire Avenue/Cypress Road as a Regional Bicycle Route, providing a connection to the Marsh Creek Regional Trail. The Marsh Creek Regional Trail and the Delta de Anza Regional Trail (between Neroly Road and Cypress Road) are multi-use, paved trails for hikers, horses, and bicycles.

Sidewalks are provided in most of the newer Oakley subdivisions and on some City streets that have been improved relatively recently. Older, more rural facilities do not always have

continuous sidewalks or pathways. Gaps in the sidewalk system currently exist on the following facilities:

- ❑ Main Street
- ❑ Neroly Road/Bridgehead
- ❑ Live Oak Avenue
- ❑ Empire Avenue (south of Laurel)
- ❑ O’Hara Avenue (south of Laurel)
- ❑ Oakley Road
- ❑ Laurel Road
- ❑ Brownstone Road

### PUBLIC TRANSPORTATION

Two primary types of public transit serve Oakley: school transportation services and Tri-Delta Transit. Approximately 13 percent of the 2,200 students at Freedom High School arrive by school bus. Roughly 19 percent of Oakley elementary and middle school students (total of 4,400 students) arrive by school bus on five routes. Six special education buses are also provided.

Tri-Delta Transit, which provides public transit to Oakley, was formed in 1976 as a Joint Powers Agency (JPA) consisting of the cities of Antioch, Brentwood, Pittsburg and the county of Contra Costa. Oakley incorporated as a city and joined in 1999. Fixed route services within the City are shown in Figure 3-3 and include:

- ❑ The 300 line, with peak hour service at 30-minute intervals between Brentwood and the Pittsburg/Bay Point BART Station. This route carries approximately 230 passengers per day.
- ❑ The 383 line, with daily service at hourly intervals between Oakley and the Hillcrest Park & Ride. This service provides the most extensive public transit routing on City of Oakley streets, and serves about 200 passengers per day.
- ❑ The 391 line, with daily service at hourly intervals between Brentwood and the Pittsburg/Bay Point BART Station. This route serves 1,390 passengers per day.
- ❑ The 392 line, with weekend service at hourly intervals between Brentwood and the Pittsburg/Bay Point BART Station. This route serves 1,360 passengers per day.

- ❑ Express bus service to the Lawrence Livermore Lab
- ❑ Express bus service to the City of Martinez

Paratransit (“Dial-A-Ride”) service is also provided by Tri-Delta Transit. The Dial-A-Ride service utilizes a computerized dispatch system to match van routing with passenger trip requests.

## **RAIL, AVIATION, AND TRUCKS**

### Rail

The Burlington Northern/Santa Fe Railroad maintains an active freight line through Oakley, part of a route that connects Contra Costa County with Stockton and other destinations to the south and east. Freight service is handled by approximately 28 daily trains; an additional 8 to 10 trains are operated by Amtrak in passenger service, with the closest station located in Antioch. There are no grade-separated rail crossings in Oakley. Commuter rail service is not provided within Oakley.

### Aviation

The nearest commercial aviation facilities are Oakland International Airport and Sacramento Metropolitan Airport. Byron Airport, a general aviation airport, is located to the south of Oakley and operates as a charter and private aviation facility.

### Trucks

Although truck traffic has historically resulted in significant impacts to Main Street, truck traffic represents a relatively small percentage of traffic on most Oakley streets. Main Street, East Cypress Road and Bethel Island Road are the only designated truck route within the community. Current and future truck routes are shown in Figure 3-2.

## **TRANSPORTATION DEMAND MANAGEMENT**

Transportation Demand Management programs, commonly referred to by the acronym TDM, are intended to reduce the number of solo occupant

vehicles through strategies such as carpools, vanpools, employer shuttles, staggered work hours, and telecommuting. Oakley TDM programs include the existing TRANSPLAN/TRANSPAC TDM Program, the School Pool Program, and the Countywide Carpool and Countywide Transit Incentive Programs.

In addition to efforts within East County, TDM programs throughout Contra Costa County are now coordinated under the auspices of the Contra Costa Commute Alternative Network. This program offers the Countywide Vanpool Program, the Countywide Guaranteed Ride Home Program, Employer-Based Trip Reduction Efforts, the Contra Costa Clean Fuel Vehicle Project, bicycle transportation for commuting, and the Transportation Information Kiosk Project.

### **Related Plans and Programs**

A number of plans and programs exist which directly relate to the goals of the Circulation Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

### Congestion Management Program

The Contra Costa Transportation Authority (CCTA) serves as the Congestion Management Agency (CMA) for Contra Costa County. CCTA adopted the county’s first Congestion Management Program (CMP) in October 1991. The most recent CMP, referred to as the 2001 CMP Update, represents the fifth biennial update that the Authority has prepared. The 2001 CMP contains several components, including:

- ❑ Traffic level-of-service standards that apply to a system that includes at least all State highways and principal arterials;
- ❑ A performance element that includes performance measures to evaluate current and future multi-modal system performance for the movement of people and goods;
- ❑ A seven-year capital improvement program that maintains or improves the performance of the multi-modal system for the

### 3.0 – Circulation Element

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movement of people and goods or mitigates regional transportation impacts identified in the land use evaluation program;

- ❑ A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts; and
- ❑ A travel demand element that promotes transportation alternatives, including public transit, carpooling, van pooling, and bicycles, to the single-occupant vehicle

These components, and the policies contained therein, apply only to State Route 4 (Main Street) in Oakley. CCTA, through cooperation with Contra Costa cities including Oakley, is responsible for collecting the travel data and conducting the technical analyses necessary to prepare the CMP. Signalized intersections along State Route 4 through Oakley have been in compliance with the CMP performance element (based on a standard of LOS E) since the original CMP legislation was adopted.

#### Measure J-2004 Growth Management Program

The overall goal of the CCTA Growth Management Program (GMP) called for in Measure J-2004 is to "Assure that new residential, business, and commercial growth pays for the facilities required to meet the demands resulting from that growth; Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies; Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions; Support infill and redevelopment in existing urban and brownfield areas." Using a formula based on road miles and population, CCTA allocates 18 percent of the sales tax revenues it receives to local jurisdictions that comply with GMP requirements. Oakley participates in the Measure C program as a member of the TRANSPLAN subregional transportation planning committee, which consists of Antioch, Brentwood, Oakley, Pittsburg, and Contra Costa County. To receive these funds, each jurisdiction must:

- ❑ Adopt a growth management element, as part of its General Plan;
- ❑ Adopt a development mitigation program that ensures that new development pays its fair share of the costs of additional facilities needed to support it;
- ❑ Adopt an Urban Limit Line (ULL);
- ❑ Participate in cooperative planning with other jurisdictions in Contra Costa;
- ❑ Develop a five-year capital improvement program to meet or maintain traffic service and performance standards;
- ❑ Adopt a transportation demand management resolution or ordinance; and
- ❑ Address housing options within the jurisdiction.

As described earlier, each Contra Costa jurisdiction must adopt level of service standards for *Basic Routes* and implement actions and meet Transportation Service Objectives for *Routes of Regional Significance*. Oakley has adopted LOS D, or a volume-to-capacity (V/C) ratio of 0.89, as the threshold of acceptability for signalized intersections. Approval of a development proposal that would result in a violation of either set of LOS standards could result in a finding of non-compliance by CCTA, which would potentially jeopardize Oakley's annual allocation of return-to-source funding. The only Route of Regional Significance in Oakley, which is evaluated according to different criteria than Basic Routes, is Main Street (State Route 4).

One of the conditions for Oakley's compliance with the Growth Management Program is continuing implementation of actions included in the *East County Action Plan Final 2000 Update*. These actions include the following:

- ❑ Implementing regional transportation improvements, including the State Route 4 Northerly Bypass and the widening of non-freeway State Route 4 through Oakley;
- ❑ Participating in a growth management and monitoring program;
- ❑ Participating in an East County regional economic development program and an East County subregional impact fee program;
- ❑ Installing traffic signals on State Route 4 at O'Hara Avenue and Norcross;

- ❑ Exploring commuter rail transit options;
- ❑ Pursuing additional Park and Ride lots along the State Route 4 corridor;
- ❑ Continuing to participate in Transportation Demand Management programs;
- ❑ Lobbying for increased transportation funding at the state and regional levels;
- ❑ Encouraging walking and bicycling;
- ❑ Expanding bus service;
- ❑ Pursuing a jobs/housing balance in East County; and
- ❑ Encouraging adequate maintenance of the transportation system.

The *East County Action Plan Final 2000 Update* specifies Transportation Service Objectives (TSOs) and actions for State Route 4 from State Route 160 to the San Joaquin County Line. The TSO for this segment of State Route 4 is LOS D or better at signalized intersections and LOS E or better at unsignalized intersections. Two unsignalized Oakley intersections do not currently meet this TSO: Main Street at Live Oak Avenue (LOS F) and Main Street at Delta Road (LOS F).

## ROADWAY STANDARDS

The City of Oakley recognizes the significance of roadway design and street frontage improvements in creating an attractive and desirable community. In order to establish guidelines for appropriate street design, this General Plan provides a series of typical street sections. These sections are intended to depict the character and general components of roadways that Oakley considers appropriate for various levels of traffic and are not considered rigid standards.

A following series of typical roadway sections (Figures 3-4 through 3-9) address three classifications of roadways: local streets, collector streets, and arterial streets. Each set of plans describes the recommended lane configuration, bicycle lanes, on-street parking, sidewalks, placement and general type of street trees and landscaping for medians and street frontages.



**Figure 3-4 Typical Road Plan – Local Street**

**Figure 3-5 Typical Road Section –Local Street**

**Figure 3-6 Typical Road Plan – Collector Street**

**Figure 3-7 Typical Road Section –Collector Street**

**Figure 3-8 Typical Road Plan – Arterial Street**

**Figure 3-9 Typical Road Section – Arterial Boulevard**

# CHAPTER

# 4

# GROWTH MANAGEMENT

## **I**NTRODUCTION

The Growth Management Element of the Oakley General Plan addresses a broad range of community issues, with an emphasis on ensuring that public facilities and services are maintained as the City of Oakley grows. As such, this element satisfies the obligations established under Contra Costa County's 2004 Growth Management Program (referred to as Measure J). Measure J (2004) is a 25-year extension of the previous Measure C Contra Costa Transportation Improvement and Growth management Program approved by the voters in 1998.

In addition to the public facilities and services identified within this Growth Management Element, Chapter 3: Circulation Element, establishes goals, policies, and programs for traffic services, and roadway improvements, bicycle and pedestrian movement, and Transportation Demand Management (TDM) programs. Chapter 10: Housing Element, includes an expanded list of policies and programs that describe the City's efforts to foster access to safe, quality housing for people of all income levels.

### **Measure J**

In November 2004, the voters of Contra Costa County approved Measure J, thereby approving

both Transportation Improvement and Growth Management Programs and authorizing a 0.5% sales tax to fund associated improvement projects. In order to receive local street maintenance and improvement funds under Measure J, the County and each city in the county is required to develop a Growth Management Element as part of their General Plan. The overall intent of the Measure J program is:

- ❑ To establish a long-range program matching the demand for multi-modal transportation facilities to serve new development with plans, capital improvement programs, and development impact mitigation programs; and,
- ❑ To ensure that growth takes place in a manner that will ensure protection of health, safety and welfare of both existing and future residents of Contra Costa County; and,
- ❑ The Urban Limit Line is intended to promote compact urban development patterns and restrict the extension of infrastructure into areas where urban development is not planned.

In order to receive funding under Measure J, each land use agency within Contra Costa County must adopt and implement a Growth

Management Element that substantially complies with the Contra Costa County Transportation Authority Model Growth Management Element. The City of Oakley has satisfied the Measure J requirement through the adoption of the Oakley 2020 General Plan, and Growth Management Element in December of 2002. The previous requirements of Measure C to receive funding required each land use agency within Contra Costa County to establish policies and standards for traffic levels of service (LOS) and set performance standards for fire, police, parks, sanitary facilities, water, and flood control to generally ensure that adopted standards for public facilities are maintained as the community grows. Although Measure J does not require these policies and standards, they remain adopted.

### **Growth Management within Oakley**

While this element satisfies obligations established under Measure J, the Oakley community has clearly established its commitment to managing new development in a manner that not only ensures adequate public facilities, but also protects the quality of life enjoyed by residents. As such, substantial treatment of growth management issues is provided in various other elements of this General Plan, including Land Use, Circulation, Open Space and Conservation, and Economic Development.

### **Organization of the Element**

The Growth Management Element is organized into three main sections. This Introduction provides an overview of growth management topics, a description of the organization of the element, and requirements for the element as specified under State law. A Goals, Policies and Implementation Program section provides specific policy guidance for growth management topics, including:

- Overall Growth Management
- Facilities and Services Financing
- City Government and Governmental Services
- Fire Protection and Emergency Services
- Law Enforcement

- Public Schools
- Solid Waste/Recycling and Hazardous Materials

A background Setting section that provides additional information on each of the policy sections listed above.

### **Consistency with State Law**

#### *Authorization for Growth Management Element*

California Government Code Section 65302 does not require a Growth Management Element to be included in a General Plan. However, Section 65303 states the following:

*"The general plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relate to the physical development of the City."*

This element has been prepared in conformance with all mandatory requirements of State law and also satisfies the planning obligations established under Contra Costa County's Measure J.

#### *Relationship to Other Elements of the General Plan*

This Growth Management Element is closely related to the Land Use and Circulation Elements. This Growth Management Element is intended to incorporate the requirements set forth in Measure J-2004. It is also related to the Health and Safety Element, the Housing Element, and the Open Space and Conservation Element.

Consistency with the Health and Safety Element is achieved through goals and policies which afford protection related to police and fire service, threats from flooding, avoidance of health hazards associated with inadequate provisions of potable water and sanitary sewer facilities, and the management of hazardous materials. Consistency with the Housing Element is achieved through the provision of infrastructure supporting housing. Consistency with the Open Space and Conservation Element is guaranteed through the policies related to



prohibiting the premature extension of infrastructure and public services.

**Urban Limit Line**

As part of the 1996 Contra Costa County General Plan, the County delineated an Urban Limit Line (ULL) to identify areas appropriate for urban expansion. The Measure J (2004) Transportation Expenditure Plan included a Growth Management Plan (GMP) which contained an urban limit line component mandating that local jurisdictions adopt and continuously comply with a voter approved ULL. Measure L (2006) the Contra Costa County Board of Supervisor ULL was passed by a majority of voters in Contra Costa at the November 7, 2006 election. The Measure L ULL was also approved by a majority of voters in the City at the November 7, 2006 election. The City adopted the Measure L ULL by resolution on September 9, 2008. The adoption of the Measure L ULL specifically complies with the purposes of Measure J as follows:

- Ensure the preservation and protection of identified non-urban land, including agricultural, open space, parkland, and other areas, by establishing a line beyond which urban development is prohibited; and
- Link land use decisions with the transportation investments in Measure J by channeling future growth to locations more suitable for urban development; and
- Ensure that land use policies within the voter Approved Urban Limit Line effectively promote appropriate development that accommodates the area’s projects housing and job needs in the future.

**Housing Options**

Consistent with the requirements of Measure J and state Law, Chapter 10: Housing element, of this General Plan establishes a range of goals, policies and programs that outline the City’s efforts to support balanced housing development in the City. Measure J expands upon the program requirements identified in the Prior Measure C, and requires ongoing reporting to CCTA of the City’s progress in implementing

the goals and objectives listed in the Housing Element.

California Government Code Sec. 65400(b) requires the preparation of the annual report summarizing the City’s progress implementing the Housing Element of the General Plan, and submit copies of the report to the Contra Costa Transportation Authority biennially as part of the Authority’s Growth Management Plan Compliance Checklist.

Measure J requires that the annual report on the implementation of the Housing element of the General Plan be submitted to CCTA every other year. The report must include the specified housing reporting period and must be submitted to CCTA in one of the following formats:

- The number of housing units approved, constructed or occupied in the City since the beginning of the reporting period, compared to the average number of units needed annually to meet the fair share regional housing need;
- A description of how the City’s adopted land use, housing, and regulatory plans and programs have provided sufficient opportunities for and removed undue constraints to the achievement of the City’s fair share regional housing need; or
- A description of how the plans and policies of the General Plan and the land use regulations of the Zoning Ordinance facilitate the improvement and development of the City’s fair share regional housing need.

## **G** OALS, POLICIES, AND PROGRAMS

The following are specific Goals, Policies, and Implementation programs categorized into the following ten sub-sections: Growth Control, Facilities Financing, Community Buildings and Services, Fire Protection and Emergency Services, Law Enforcement, Schools, Solid Waste, Water Service, Wastewater Service, and Drainage.

### **GROWTH CONTROL GOALS AND POLICIES**

**Goal 4.1** Provide for the levels of growth and development depicted in the Land Use Element, while preserving and extending the quality of life through the provision of public facilities and ensuring traffic levels of service necessary to protect the public health, safety, and welfare.

#### **Policies**

- 4.1.1 Prior to approval of all projects, demonstrate that traffic levels of service and performance standards outlined in the Circulation Element will be maintained, or that a funding mechanism and timeline has been established which will provide the infrastructure to meet the standards.
- 4.1.2 If it cannot be demonstrated prior to project approval that levels of service will be met per Policy 4.1.1, the City may consider the development but defer its approval until the standards can be met or assured. In the event that a signalized intersection exceeds the applicable level of service standard, the City may approve projects if the City can establish appropriate mitigation measures, or determine that the intersection or portion of roadway is subject to a finding of special circumstances, or is a route of regional significance, consistent with those findings and/or action plans adopted by the Contra Costa Transportation

Authority pursuant to Measure J-2004. Mitigation measures specified in the action plans shall be applied to all projects which would create significant impacts on such regional routes, as defined by the Authority in consultation with local agencies and as permitted by law.

- 4.1.3 Analyze conformity with the growth management standards for all development projects, such as subdivision maps or land use permits.
- 4.1.4 Require from all new development, including major modifications to existing development, the construction of all necessary on- or off-site infrastructure and public services needed to serve the project in accordance with City standards.
- 4.1.5 Direct growth toward areas with existing infrastructure.
- 4.1.6 The City shall retain the flexibility to determine the most cost effective and efficient manner to provide all public services.

### **FACILITIES FINANCING**

**Goal 4.2** Ensure responsive and sufficient funding mechanisms for the future development and improvement of public facilities that serve the City of Oakley.

#### **Policies**

- 4.2.1 Permit development only when financing mechanisms are in place or committed which assure that adopted performance standards for public facilities will be met.
- 4.2.2 Ensure that all future development projects provide public infrastructure and public services that fully serve the needs of the project and address any impacts created by such projects.
- 4.2.3 Ensure that new development does not adversely affect public facilities or services.
- 4.2.4 Ensure that future development projects are included in special districts

- (i.e., lighting, landscaping, etc.), when applicable.
- 4.2.5 Require new development to pay its fair share of the cost of all existing public facilities and services it utilizes, as appropriate, based upon the demand for these facilities and services that can be attributed to new development.
- 4.2.6 Require new development to pay all costs of upgrading existing public facilities, constructing new facilities or expanding services that are needed to serve new development.
- 4.2.7 Financial impacts of new development on public facilities and services should generally be determined during the project review process and may be based on the analysis contemplated under the growth management program (Land Use Element) or otherwise. As part of the project approval, specific findings shall be adopted which relate to the demand for public facilities and services and how the demand affects the service standards included in the growth management program.
- 4.2.8 Review and update a Capital Improvement Program, which forecasts and prioritizes specific improvements to public facilities that will be built in the City.
- 4.2.9 Establish a comprehensive financing plan, which seeks to assure that needed public facilities and services are adequately financed, for all development projects within the City. Such financing plans shall be tailored to the scale and complexity of the project.
- 4.2.10 Recover all costs for administrative and technical services provided in the development review process through the use of fees and charges.
- 4.2.11 Apply for State, Federal, and regional funding sources, which have been set aside to finance infrastructure costs.
- 4.2.12 If the City requires developments to install off-site facilities in excess of their fair-share, the City shall consider funding mechanisms to reimburse the developer for the excess costs of such off-site improvements.

- 4.2.13 New development should not result in inconsistent street frontage improvements along streets adjacent to and serving the project.

**Programs**

- 4.2.A Review the Transportation Area of Benefit Fee Ordinance to assure consistency with AB-1600. Future ordinance amendments should assure that new developments fund a fair share of transportation improvements, which are required to serve new development.
- 4.2.B Regularly update the Capital Improvement Program to fund the capital improvements planned for construction over a five year period, including cost estimates, the phasing of specific improvements and associated costs, and methods with which specific improvements will be financed.
- 4.2.C Comment to the sponsoring agency, such as Contra Costa County, adjacent cities, or special districts, on any proposed capital improvements to be located in, or directly adjacent to, Oakley that are found to be inconsistent with the City’s General Plan.
- 4.2.D Amend the development review and plan preparation process to include consideration of project impacts upon public facilities and services, and proposed financing methods. Where negative fiscal impacts are indicated, include specific mitigation measures as conditions of project approval, or carefully consider the appropriateness of approval, consistent with the standards established in this Growth Management Element.
- 4.2.E Require new development to contribute to adjacent off-site road improvements to avoid irregular and inconsistent frontage improvements. Establish fair share reimbursement agreements where appropriate.
- 4.2.F During the development review and approval process, the City may require developments to install off-site facilities in excess of their fair-share. Under such circumstances the City should establish

a funding mechanism to reimburse the developer for the excess amount, from future developments that benefit from such improvements. Reimbursements should not be made from the City's General Fund.

### **COMMUNITY BUILDINGS & SERVICES**

**Goal 4.3** Assure that high quality civic and community facilities are provided to meet the broad range of needs of Oakley residents.

#### **Policies**

- 4.3.1 Evaluate the need for public assembly and meeting space. The availability of public space shall be assured through coordinated actions of existing service providers.
- 4.3.2 Seek a balance between social, cultural, and recreational needs of the community when developing new general-purpose public facilities.
- 4.3.3 Encourage the development of facilities and services to serve the needs of the youth, the elderly, and other special needs groups within the community.
- 4.3.4 Ensure that high quality library services are maintained for the residents of Oakley.
- 4.3.5 Encourage the development of quality childcare and pre-school facilities in appropriate locations, especially in conjunction with park and private common areas, schools, and church facilities.
- 4.3.6 Encourage or develop a coordinated telecommunications system which enhances the availability of information to the Community.

#### **Programs**

- 4.3.A Utilize Section 65402 of the Government Code to determine if public land acquisitions, sale, or building of new structures are in conformity with the General Plan.
- 4.3.B Pursue a full range of methods to finance needed public facilities.

- 4.3.C Include places of worship and religious buildings and child-care facilities as conditionally allowable uses in all residential districts in the Zoning Ordinance, subject to provisions of vehicular access and effective buffering from noise, traffic, and other impacts.
- 4.3.D Continue to collect a childcare fee from residential development projects and qualifying commercial projects.

### **FIRE PROTECTION AND EMERGENCY SERVICES**

**Goal 4.4** Promote a high level of emergency preparedness to protect public health and safety in the event of a natural or human-caused disaster.

#### **Policies**

- 4.4.1 Promote and encourage the high service level of fire protection services within Oakley.
- 4.4.2 Require that new development pay its fair share of costs for new fire protection facilities and services.
- 4.4.3 Identify needed upgrades to fire facilities and equipment during project environmental review and planning activities.
- 4.4.4 Incorporate analysis of optimum fire and emergency service access into circulation system design to maximize the effectiveness of existing and proposed fire protection facilities.
- 4.4.5 Require special fire protection measures in high-risk uses (i.e., mid-rise buildings, and those developments where hazardous materials are used and/or stored) as conditions of approval.
- 4.4.6 Require the provision of fire fighting equipment access to open space areas in accordance with the Fire Protection Code and to all future development in accordance with Fire Access Standards.

#### **Programs**

- 4.4.A Fire stations and facilities shall be considered consistent with all land use designations in the General Plan and all

- zoning districts. The architectural design and landscaping of new fire stations shall be complementary with surrounding land uses.
- 4.4.B Participate in discussions regarding fire district annexations, consolidations, and other service management programs.
  - 4.4.C Request the Fire District to update its five-year plan to maintain consistency with the Oakley General Plan.
  - 4.4.D Afford fire protection agencies the opportunity to review development projects and submit conditions of approval for consideration to determine whether: 1) there is adequate water supply for fire fighting; 2) road widths, road grades, and turnaround radii are adequate for emergency equipment; and 3) structures are built to the standards of the Uniform Building Code, the Uniform Fire Code, other State regulations, and local ordinances regarding the use of fire-retardant materials and detection, warning, and extinguishment devices.
  - 4.4.E The Community Development Department shall submit building and development plans for all new construction, including remodeling, to the fire agency to assure that fire safety and control features are included that meet the adopted codes and ordinances of that agency.
  - 4.4.F Continue to levy fire facility fees for new development in accordance with five-year plan.
  - 4.4.G Consider establishment of benefit assessment districts or other funding mechanisms for fire protection purposes.

**LAW ENFORCEMENT**

**Goal 4.5** Provide a high standard of police protection services for all citizens and properties throughout Oakley.

**Policies**

- 4.5.1 Police patrol beats shall be configured to assure minimum response times and efficient use of resources.

- 4.5.2 Incorporate police protection standards and requirements into the land use planning process.
- 4.5.3 Encourage public participation in crime prevention activities.
- 4.5.4 The City shall strive to provide sufficient personnel and capital facilities to ensure adequate police protection and appropriate response times.
- 4.5.5 Require that the Community Development Department refer , as appropriate, development proposals to the Police Department for review and comments.
- 4.5.6 Support citizen participation within programs such as Neighborhood Watch and Community Oriented Policing and Problem Solving (COPPS).
- 4.5.7 Set fees to ensure that each dwelling unit, business, and vacant parcel pays a fair share of the cost of police services.

**Programs**

- 4.5.A The City shall participate in community outreach and informational programs to promote Neighborhood Watch and Community Oriented Policing and Problem Solving (COPPS).
- 4.5.B Consider the use of community service officers to provide law enforcement outreach programs to schools and other institutions.
- 4.5.C Consider and recommend, as determined appropriate, guidelines for defensible space design of buildings and major subdivision projects. Such guidelines would address the review of development projects to assure that crime-inviting features are reduced or eliminated.
- 4.5.D Seek additional State and Federal funding to augment Oakley law enforcement services.

**PUBLIC SCHOOLS**

**Goal 4.6** Assure the provision of adequate primary and secondary schools in optimal locations to serve planned growth.

**Policies**

- 4.6.1 Work cooperatively with local school districts to promote traffic safety and efficient circulation in the vicinity of school sites.
- 4.6.2 To the extent possible, new residential development, General Plan Amendments, or Rezoning shall be required to adequately mitigate impacts on primary and secondary school facilities. Exceptions to this requirement may be made if the Planning Agency determines that there are overriding considerations (i.e., provision of low or moderate cost housing) associated with the project.
- 4.6.3 Encourage the efficient multi-purpose uses of school facilities.
- 4.6.4 Encourage school districts to seek and receive their fair share of state and/or federal funds for school facilities.
- 4.6.5 Support the development of quality schools, to the extent possible, by coordinating development review with local school districts including such activities as designating school sites, obtaining dedications of school sites. Consider supporting appropriate local fees, special taxes, and bond issues intended for school construction.
- 4.6.6 Ensure that school facility impact fees are collected and work with developers and school districts to establish mitigation measures to ensure the availability of adequate school facilities.
- 4.6.7 School site donation by developers may be encouraged through the use of density transfer or other appropriate land use alternatives.
- 4.6.8 Work with the school districts to consider alternative funding programs for school facility construction and provision of educational programs.
- 4.6.9 The hearing body reviewing residential projects shall consider the availability of educational facilities and impact on school capacities.
- 4.6.10 To the extent possible, school facilities should be sited in conjunction with and adjacent to local parks and trails.

- 4.6.11 Adequate provision of schools shall be assisted by coordinating review of new development with school districts and other service providers through the project review process, the environmental review process, and through joint planning with local school districts.
- 4.6.12 Ensure that adequate land is available for acquisition of school sites within one mile of Proposed School Locations as identified on Figure 4-1, Public Facilities and Services.
- 4.6.13 Promote and encourage options to allow students within Oakley that reside west of Empire Avenue to attend schools located within the City of Oakley.

**Programs**

- 4.6.A Lobby for State financing of new schools within the City.
- 4.6.B Work with the interested school districts to ensure that new development contributes, to the extent allowable under State law, its fair and full share of the cost of additional facilities when necessary.
- 4.6.C Prepare an education facilities plan, in consultation with the school districts, by year 2005 recommending locations for future school facilities.
- 4.6.D During the review of General Plan Amendments, Rezones, Tentative Maps and Specific Plans within one mile of the Proposed School Sites shown in Figure 4-1, the City shall analyze the potential for reserving real property for the appropriate Proposed School Site. Specific sites for schools in undeveloped portions of the Oakley Planning Area, such as the Cypress Corridor Area and the Cypress Corridor Expansion Area, should be identified by the appropriate school district and designated Public/Semi Public in the General Plan by amendment prior to development of 50 percent of the land within a one-mile radius of each designated Proposed School Site.

- 4.6.E Amend the General Plan to designate future school site properties to Public/Semi Public once local school districts acquire properties for future school sites.
- 4.6.F All Specific Plan applicants must consult with affected school districts to address Proposed Schools. Specific Plans shall designate specific properties for school facilities locations.
- 4.6.G All predominantly residential development proposals involving more than 200 acres of land must analyze the need for and designate as appropriate school facility sites based upon identified Proposed School Sites. The City must determine that appropriate consultation has occurred between the developer and the affected school district(s) and that adequate provisions have been made to accommodate designated Proposed Schools.

**SOLID WASTE/RECYCLING AND HAZARDOUS MATERIALS**

**Goal 4.7** Promote and seek to assure the provision of safe, efficient, and cost-effective removal of waste from residences, businesses, and industry.

**Policies**

- 4.7.1 Promote the reduction of the amount of waste disposed of in landfills by: 1) reducing the amount of solid waste generated (waste reduction); 2) reusing as much of the solid waste as possible (recycling); 3) utilizing the energy and nutrient value of the solid waste (waste to energy and composting); and 4) properly disposing of the remaining solid waste (landfill disposal).
- 4.7.2 Support the diversion of as much waste as feasible from landfills through recovery and recycling.
- 4.7.3 Encourage the development of waste transfer, processing, and disposal facilities which satisfy the highest

- established environmental standards and regulations.
- 4.7.4 Minimize the potential impacts of waste collection, transportation, processing, and disposal facilities upon residential land uses.
- 4.7.5 Consider solid waste disposal capacity in land use planning and permitting activities, along with other utility requirements, such as water and sewer service.
- 4.7.6 Encourage solid waste resource recovery (including recycling, composting, and waste to energy) so as to extend the life of sanitary landfills, reduce the environmental impact of solid waste disposal, and to make use of a valuable resource, provided that specific resource recovery programs are economically and environmentally desirable.
- 4.7.7 If new waste disposal facilities are proposed within Oakley, then such facilities should be designed, developed, and operated in a manner that is compatible with surrounding land uses and minimizes potential impacts to existing and future residents.
- 4.7.8 Solid waste disposal sites shall be designed and operated to provide useful sites after completion of disposal operations. Re-use of sites for outdoor recreation and open space, where feasible, shall be encouraged.
- 4.7.9 Avoid solid waste hauling on collectors and local streets through residential areas.
- 4.7.10 The handling and storage of hazardous materials shall be identified and monitored by the local fire agencies.

**Programs**

- 4.7.A Encourage and promote school and community programs that promote recycling.
- 4.7.B Ensure that solid waste activities in Oakley are carried out in accordance with the Contra Costa County Solid Waste Management Plan and are coordinated with other jurisdictions.

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- 4.7.C Prepare recycling and composting plans to show how the City intends to help meet the goals in the Contra Costa County Solid Waste Management Plan.
- 4.7.D Ensure the health and safety of the public by inspecting solid waste facilities and equipment on a regular basis.
- 4.7.E Review, and amend if necessary, the Zoning Ordinance and other code sections to ensure that waste disposal facilities are regulated to preclude all nuisance and unsightly conditions.
- 4.7.F Review and amend existing ordinances and procedures to ensure that the review and approval of development applications is carried out in accordance with the applicable goals, policies, and implementation measures in the Contra Costa County Solid Waste Management Plan.

### WATER SERVICES

**Goal 4.8** Assure the provision of potable water availability in quantities sufficient to serve existing and future residents.

#### Policies

- 4.8.1 Coordinate future development with all water agencies to ensure facilities are available for proper water supply.
- 4.8.2 Encourage the development of locally controlled supplies to meet the growth needs of the City.
- 4.8.3 Encourage the conservation of water resources throughout the City.
- 4.8.4 Ensure that new development pays the costs related to the need for increased water system capacity.
- 4.8.5 Ensure that water service systems be required to meet regulatory standards for water delivery, water storage, and emergency water supplies.
- 4.8.6 Encourage water service agencies to establish service boundaries and to develop supplies and facilities to meet future water needs based on the growth policies contained in the General Plan.

- 4.8.7 Encourage urban development within the existing water district Spheres of Influence adopted by the Local Agency Formation Commission; expansion into new areas within the Urban Limit Line beyond the Spheres should be restricted to those areas where urban development can meet all growth management standards included in this General Plan.
- 4.8.8 Discourage the development of rural residences or other uses that will be served by well water or an underground domestic water supply, if a high nitrate concentration is found following County Health Services Department testing.
- 4.8.9 Encourage rural residences currently served by well water or an underground domestic water supply, to connect to municipal water service when it becomes available. Upon connection to municipal water service, any water well(s) may be maintained for irrigation purposes only.
- 4.8.10 Identify and develop opportunities, in cooperation with water service agencies, for use of non-potable water, including ground water, reclaimed water, and untreated surface water, for other than domestic use.
- 4.8.11 Identify, monitor, and regulate land uses and activities that could result in contamination of groundwater supplies to minimize the risk of such contamination.
- 4.8.12 Reduce the need for water system improvements by encouraging new development to incorporate water conservation measures to decrease peak water use.
- 4.8.13 Encourage the use of reclaimed water as a supplement to existing water supplies.
- 4.8.14 All proposals for development, including requests for building permits, within 1,000 feet of the Contra Costa Canal property line shall be referred to Contra Costa Water District for comment to ascertain the District's standards for the proposed development project.



**Programs**

- 4.8.A At the project approval stage, the City shall require new development to demonstrate that adequate water quantity and quality can be provided. The City shall determine whether 1) capacity exists within the water system if a development project is built within a set period of time, or 2) capacity will be provided by a funded program or other mechanism. This finding will be based on information furnished or made available to the City from consultations with the appropriate water agency, the applicant, or other sources.
- 4.8.B Encourage water service agencies to meet all regulatory standards for water quality prior to approval of any new connections to that agency.
- 4.8.C Cooperate with other regulatory agencies to control point and non-point water pollution sources to protect adopted beneficial uses of water.
- 4.8.D Encourage water serving agencies to prepare written drought contingency plans and hold public hearings on these plans. These plans should identify the size of needed drought capacity reserves. In requests for capacity verification for new development, the City shall require that the serving agency exclude these reserves from its operating capacities for the purpose of the verification.

**WASTEWATER SERVICES**

**Goal 4.9** Assure the provision of sewer collection, treatment and disposal facilities that are adequate to meet the current and projected needs of existing and future residents.

**Policies**

- 4.9.1 Coordinate future development with the Ironhouse Sanitary District to ensure facilities are available for proper wastewater disposal.

- 4.9.2 Wastewater treatment should preserve, and to the extent feasible, enhance water quality and the natural environment.
- 4.9.3 Encourage beneficial uses of treated wastewater, including marsh enhancement and agricultural irrigation. Such wastewater reclamation concepts shall be incorporated into resource management programs and land use planning.
- 4.9.4 Reduce the need for sewer system improvements by requiring new development to incorporate water conservation measures, which reduce flows into the sanitary sewer system.

**Programs**

- 4.9.A Require new development to pay its fair share of the cost of on- and off-site infrastructure. This shall include installation of necessary public facilities, payment of impact fees, and participation in a Capital Improvement Program.
- 4.9.B Encourage sewer service agencies to establish service boundaries and develop treatment facilities to meet the future service needs based on the growth policies contained in the City of Oakley General Plan.
- 4.9.C Discourage development of rural residences served by septic tank and leach fields.
- 4.9.D At the project approval stage, require new development to demonstrate that wastewater treatment capacity can be provided. The City shall obtain assurance that 1) capacity exists within the wastewater treatment system if a development project is built within a set period of time, or 2) capacity will be provided by a funded program or other mechanism. This finding will be based on information furnished or made available to the City from consultations with the Ironhouse sanitation District, the applicant, or other sources.
- 4.9.E Identify and develop opportunities, in cooperation with Ironhouse Sanitation

District and water service agencies, for using reclaimed wastewater.

**DRAINAGE FACILITIES**

**Goal 4.10** Protect persons and property from the damaging impacts of flooding.

**Policies**

- 4.10.1 Work cooperatively with Contra Costa County Flood Control and Water Conservation District (CFCWCD) to ensure and enhance flood protection in the City of Oakley.
- 4.10.2 Pursue and achieve compliance with all regional, State, and Federal regulations related to flood control, drainage, and water quality.
- 4.10.3 Recognize the unique flooding constraints of the areas north and east of the Contra Costa Canal.
- 4.10.4 Pursue responsible and adequate financing for implementation of the Drainage Plan.
- 4.10.5 Improve and expand the functionality of Marsh Creek as a major drainage corridor.
- 4.10.6 Develop new drainage facilities and/or improvements to existing facilities to provide additional recreational or environmental benefit, where possible.
- 4.10.7 Land use planning and zoning should be the primary means for flood management in preference to structural improvements, where possible.
- 4.10.8 Detention basins should be designed for multiple uses such as parks and playing fields when not used for holding water, where possible.
- 4.10.9 Detention basin design shall ensure that water entering the basin outflows completely within a specified time, thus minimizing standing water or long-term saturation within the basin.
- 4.10.10 In conjunction with Contra Costa County Flood Control and Water Conservation District (CFCWCD), develop and approve a Drainage Master Plan in the Cypress Corridor Area and the Cypress Corridor Expansion Area.

- 4.10.11 Develop open bypass channels, detention basins, and all drainage facility rights of way as an asset to the development or adjacent neighborhood, e.g. as a secondary recreation use.
- 4.10.12 In conjunction with CFCWCD, develop flood control plans and identify discharge points for unincorporated areas annexed by the City of Oakley. Ensure that flood control implementation and maintenance are performed.

**Programs**

- 4.10.A Implement and update, as necessary, the Contra Costa County Drainage Plan for formed drainage areas within the City of Oakley.
- 4.10.B Actively participate in the Joint Municipal National Pollutant Discharge Elimination System (NPDES) program with the City of Antioch, City of Brentwood and East Contra Costa County.
- 4.10.C Pursue improvement of existing levees within the City and, as appropriate, compliance and certification from the United States Army Corps of Engineers.
- 4.10.D Develop and adopt a Specific Drainage Plan for areas north and east of the BNSF Railroad, which includes the Cypress Corridor Area and the Cypress Corridor Expansion Area.
- 4.10.E Adopt and update, as necessary, development fees for drainage improvements for all new development in the City.
- 4.10.F Pursue funding from public agencies and other grant sources to plan, design, and implement flood control improvements.
- 4.10.G Require, upon development, the dedication of property or drainage easement adjacent to Marsh Creek to be used to increase width and capacity of the stream corridor.
- 4.10.H Coordinate a study of Marsh Creek to determine appropriate strategies for improving, expanding and managing the stream corridor to enhance aesthetic, biological and recreational qualities, as

well as providing drainage and flood control.

4.10.I For areas of proposed development that are not within an existing formed drainage area, require that Drainage Master Plans be prepared that include: detailed hydrologic modeling that considers land use, existing facilities, soil, and topographic data; descriptions

of proposed flood control facilities; compliance with waste discharge requirements; cost estimates and construction schedule; and identification of which agency is responsible for facility design and construction, Clean Water Program compliance, and facility maintenance.



Figure 4-1  
Public Facilities and Services Locations



## **P**UBLIC SERVICES SETTING

### **FINANCING IMPROVEMENTS**

The issue of financing capital improvements and funding ongoing public services relates to other elements within the General Plan. The Land Use Element map defines the extent of urban growth and development. The designation of urban land uses will create a proportional need for additional facilities and services.

These additional facilities and services can be funded by a multitude of means, including Capital Improvement Program funds, State and federal funds, developer contributions and fees, etc.

As the City develops, it will be critical that urban development provides appropriate financial contributions and that the City actively pursues alternative funding sources.

### **CITY GOVERNMENT AND GOVERNMENTAL SERVICES**

The City government offices are divided into six departments: City Administration, Finance, City Clerk, Police, Community Development, Redevelopment Agency / Economic Development. The City Administrative Office, the Community Development Department, and the Police Department are located in downtown Oakley. The Community Development Department includes building, public works/engineering, and planning

#### County Offices

Contra Costa County offices are located in the City of Martinez and offer services to the City of Oakley including County Assessor, County Clerk/Recorder, and Treasurer/Tax Collector.

#### Courts

Superior Courts of California in Contra Costa County are located in Martinez, Richmond, Pittsburg, and Walnut Creek. There are seven

State, County, and Municipal Courts in Contra Costa County, two are Justice courts and five are Municipal courts. There are also four small claims courts in the County, which are located in Concord, Pittsburg, Richmond, and Walnut Creek. There are no courts in the City of Oakley.

#### Libraries

The Oakley Branch library is located in Freedom High School at 1050 Neroly Road. The Oakley Branch Library is open Tuesday through Saturday and offers the following programs; toddler time, picture book time, pajama story time, book buddy, and other special programs. Other libraries in close proximity to Oakley are the Antioch Library and the Brentwood Branch Library.

### **Fire Protection and Emergency Services**

On August 30, 2002, LAFCO approved a merger of three East Contra Costa County fire districts, including East Diablo, Oakley-Knightsen, and Bethel Island. Prior to that, the Oakley-Knightsen Fire Protection District provided services to the City of Oakley.

#### East County Fire Protection District

The East County Fire Protection District is located in the eastern portion of Contra Costa County and serves a population of approximately 82,000 residents. The District currently has one fire station; Station 93, serving the City of Oakley, as well as other stations serving areas outside Oakley. The District may remain a dependent district under authority of the Contra Costa County Board of Supervisors, although the governance structure of the new District has yet to be determined.

#### Fire District Services

The East County Fire Protection District provides service to structural, wildland, vehicle, and miscellaneous exterior fires; vehicle accidents involving disentanglement and extrication; medical emergencies and hazardous materials incidents.

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The Contra Costa County Fire Protection District provides dispatching services for the East County Fire Protection District. Formed through an agreement, this computerized center provides dispatching for fire, rescue, and medical emergencies. The Contra Costa County Fire Protection District also conducts inspections of buildings and properties to insure fire safety; reviews new construction plans for fire code compliance; fire arson investigation; develops and delivers fire safety and burn prevention programs to school children, senior citizens, community groups, businesses and industry.

### Fire District Coverage

The East County Fire Protection District covers all of Oakley and the area to the east of Oakley north of Delta Road, west of Byron Highway, and south of the San Joaquin River channel, as well as other areas in the East County previously served by the East Diablo and Bethel Island Fire Protection Districts.

### Current Plans for Future Fire Protection

Station 93 is currently located at 215 Second Street. Fire Station 93 was built in the 1950's and is not large enough to accommodate District Staff and equipment. The City of Oakley has agreed to build a replacement fire station for the District at 530 O'Hara Avenue. It is anticipated that the new fire station will be completed by the end of 2010.

### **Law Enforcement**

#### Oakley Police Department

The Oakley Police Department is located at 210 O'Hara Ave, in a portion of the Contra Costa County Sheriffs Office sub-station. The Police Department has its own telephone service, computers, and general office services.

#### Contra Costa County Sheriffs Office

The City of Oakley contracts with the Contra Costa County's Sheriff's Department. The Contra Costa County Sheriffs Office provides personnel, dispatch, records, and basic

equipment services to the City of Oakley Police Department for law enforcement services.

Oakley controls the specifics of delivery of law enforcement services in the City. Part of this local control provides for the selection of personnel, uniforms, and police car markings. The result is that the police department is very much a City police operation under City control.

### Mutual Aid Agreement

The City of Oakley participates with the Mutual Aid Agreement. This program provides for the sharing of resources to respond to significant public safety events.

### **PUBLIC SCHOOLS**

#### Oakley Union Elementary School District

The Oakley Union Elementary School District includes the City of Oakley and contains four elementary schools and two middle schools. The area to the west of Empire Avenue is in the Antioch School District. The schools in the Oakley Union Elementary School District include:

- ❑ Gehringer Elementary, located at 4951 Main Street – pop. 765
- ❑ Laurel Elementary, located at 1141 Laurel Road – pop. 744
- ❑ Oakley Elementary, located at 501 Norcross Lane – pop. 657
- ❑ Vintage Park Elementary, located at 1000 Vintage Parkway – pop. 727
- ❑ Delta Vista Middle School, located at 4701 Frank Hengel Way – pop. 765
- ❑ O'Hara Park Middle School, located at 1100 O'Hara Avenue – pop. 771
  
- ❑ Iron House Elementary, located at 4801 Frank Hengel Way – pop. 494
  
- ❑ Almond Grove Elementary located at the southwest corner of Carpenter Road and Amaryllis Street – currently leased to an outside interest

Each of the elementary schools was constructed to house 600 students and each middle school



was constructed to house 800 students. Laurel and Vintage elementary schools can house 20% more students due to year round scheduling. Each school uses overflow space to accommodate current enrollment. Both of the middles schools can accommodate an additional 75 students each by utilizing overflow space and portable classrooms.

The number of students expected to be generated on a per-unit basis for single-family and multi-family units is a composite number of .72 students.

Based on current information contained in the Oakley Union Elementary School District’s Facility Needs Analysis and current projections, the District is eligible for two elementary schools.

In selecting a site for new schools, the State Department of Education utilizes the following criteria:

- Proximity to airports
- Proximity to high-voltage power transmission lines
- Presence of toxic and hazardous substances
- Hazardous air emissions and facilities within 1/4 mile
- Other health hazards
- Proximity to railroads
- Proximity to high-pressure natural gas lines, gasoline lines, pressurized sewer lines or high-pressure water pipelines.
- Proximity to propane tanks.
- Noise
- Proximity to major roadways.
- Results of geological studies and soils analyses.
- Condition of traffic and school bus safety.
- Safe routes to school
- Safety issues for joint-use projects.

Liberty Union High School District

The Liberty Union High School District (LUHSD) includes Liberty, Freedom, and La Paloma High Schools. Liberty High School serves the agricultural and residential areas of Brentwood, Knightsen, and Byron. Freedom High School serves the residential areas of

Oakley and Bethel Island. La Paloma High School, a continuation high school, is an alternative to the traditional high school. The school serves those students who are not able to function satisfactorily in a traditional comprehensive high school.

- Liberty High School, located at 850 Second St. in Brentwood
- Freedom High School, located at 1050 Neroly Rd. in Oakley
- La Paloma High School, located at 6651 Lone Tree Way in Brentwood
- Heritage High School, located at 101 American Avenue in Brentwood

The Liberty Union High School District estimates that each new dwelling unit will generate .32 students for grades 9-12. Maximum development projections for Oakley envision more than 11,000 new homes within the Oakley Planning Area. If fully developed, these homes would generate approximately 3,600 high school students. Based upon these projections, the District anticipates at least one additional high school will be required in Oakley.

Antioch Unified School District

The Antioch Unified School District currently covers the City of Antioch and the western portion of Oakley. Of the seventeen schools in the District, the following five schools enroll Oakley students:

- Bidwell Elementary at 800 Gary Avenue
- Kimball Elementary at 1310 August Way
- Antioch Middle School at 1500 D Street
- Antioch High School at 700 W. 18th Street
- Deer Valley High School at 4700 Lone Tree Way
- Orchard Park School at 5150 Live Oak Avenue

Elementary age children living in the southern portion of Oakley attend Bidwell Elementary, while the others living in the northern portion attend Kimball Elementary. All middle school aged children living west of Empire Road attend Antioch Middle School. The high school age

students living west of Empire Road have the choice of going to either of the two high schools, by virtue of being in the High School Option Area. These boundaries may change when the District's 13<sup>th</sup> and 14<sup>th</sup> elementary schools and fourth middle school open in early 2004.

### **SOLID WASTE/RECYCLING AND HAZARDOUS MATERIALS SERVICES**

#### *Solid Waste/Recycling*

The City of Oakley will be taking over the franchise for solid waste collection from the Ironhouse Sanitary District as of February 1, 2010. As franchise holder, the City will maintain the contract with Garaventa Enterprises, the parent company of Oakley Disposal, Inc. and Mt. Diablo Recycling. These companies provide residential and commercial solid waste collection and recycling service to Oakley.

The solid waste collected by Oakley Disposal is hauled to the Recycling Center and Transfer Station in Pittsburg, which is operated by Contra Costa Waste Service. Residential, commercial, and industrial waste is processed at this transfer facility and the residual material is hauled to Potrero Hills Landfill (PHLF) located in Solano County to the north. PHLF is permitted to accept waste through 2015, with the potential expansion of fifty additional years.

Increases in the Oakley service area would necessitate adding additional personnel and equipment. Funding for the addition of equipment and drivers would be collected from the increased customer base. Streets in new development areas must be designed to accommodate waste collection vehicles to allow collection of solid waste and recyclables.

#### *Hazardous Materials*

The California Integrated Waste Management Board provides facilities throughout Contra Costa County for proper disposal of hazardous materials.

Although not located in Oakley, there are many collection centers in communities nearby that

accept used motor oil. There are five collection centers in Antioch and two in Brentwood, as well as numerous other locations within the County.

The Delta Household Hazardous Waste Collection Facility is located in Antioch at 2500 Pittsburg-Antioch Highway and is part of the Delta Diablo Sanitation District. The facility collects many household hazardous items, including used oil, filters, antifreeze, paint, thinners, batteries, lamps, solvents, household cleaners, aerosols, pesticides, and more.

### **WATER SERVICES**

#### **Overview of Water Service**

The Diablo Water District (DWD) provides water service to Oakley and surrounding areas within its Diablo Water District Sphere of Influence (DWDSOI). The City of Oakley and its SOI expansion areas are entirely within the Water District's boundary.

#### *Diablo Water District*

In 1993, the Oakley Water District became the Diablo Water District (DWD) with a service boundary that included the then unincorporated community of Oakley, as well as other unincorporated lands in the greater Oakley area. The DWDSOI currently includes the Cypress Corridor, Hotchkiss Tract, Veale Tract, and Knightsen, as well as the City of Oakley.

DWD's water supply comes from a commitment of 30 million gallons per day (MGD) from the Contra Costa Water District, a public water agency, which delivers water to 450,000 people in central and eastern Contra Costa County via the Contra Costa Canal. CCWD provides water for irrigation and industry with a full commitment from the Central Valley Project of 174 MGD. DWD's commitment from CCWD is for "normal" years, though it can be less during drought years.

#### *Master Plan*

In 1991, the then Oakley Water District developed a Water Master Plan. In 1998, the

District updated the Water Master Plan with a DWD Facilities Plan Update. The Update revised water demands projections, identified facilities to serve future growth, provided a phased Capital Improvement Program for implementation of improvements, and evaluated the financial impacts of the proposed improvements.

The DWD Facilities Plan Update projected a future population and number of dwelling units at full build-out. At build-out, the population within DWD's sphere of influence was projected to be approximately 55,250. This included the City of Oakley, which was estimated at 46,100 (including 500 residents of North Brentwood prior to annexation). The population estimates from the Contra Costa County Community Development Department were about 25% higher in 1990 and 1996 than those used in the water planning. It should be noted that the City determined that the population projected by DWD is substantially less than the build-out potential under the current land use designations established under the City-adopted Contra Costa County General Plan.

### System Demand

The 1996 average demand for water served by DWD was 4.5 million gallons per day (MGD). In 1996, residential use accounted for 79 percent of total use, construction use was 2 percent, and heavy industrial use accounted for 19 percent. These figures are considered to be significantly different now, as the DuPont facility has closed and the North Brentwood area is no longer in the DWDSOI.

### **Water Facilities**

#### Water Quality

Currently, 100 percent of the District's raw water supply is from surface water from the Contra Costa Canal, which obtains water from the Sacramento-San Joaquin Delta at the Rock Slough intake.

The 1996 Annual Water Quality Report showed that CCWD, Delta Rock Slough, Contra Costa Canal, and DWD well water were below the Maximum Contaminant Levels set by the state

and federal governments. The raw water quality conditions satisfy all quality standards.

Most of the CCWD water supply originated from the Federal Central Water Project. Portions of the Oakley Planning Area (i.e., portions of the Cypress Corridor Expansion Area) are currently outside the CVP contract service area. Expansion of the contract service area to allow CCWD and DWD to supply water to serve portions of the Cypress Corridor Expansion Area will require review and approval by the Bureau of Reclamation. Applications for inclusion of the Expansion Area land must be made to CCWD for submission to Reclamation.

#### Los Vaqueros Reservoir

The Los Vaqueros Reservoir obtains water from Old River near Discovery Bay and stores it to improve the water quality, minimize seasonal water quality variations, and to provide emergency storage. The Los Vaqueros Reservoir has a capacity of 100,000 acre-feet of storage (32,600 MG). Study is underway for a planned expansion that would substantially expand this reservoir and could result in significant impacts to the City of Oakley.

#### Wells

Due to deteriorating water quality, the District utilizes wells only for emergency purposes, though the District has embarked on a program to locate a better supply of ground water in the greater Oakley Area in order to augment their surface water supply.

Wells are still used in the eastern portion of DWDSOI, where there are over 30 small water companies or service districts serving a total population of less than 5,000. If DWD provides service to these areas in the future, it is anticipated that they would become part of DWD's system with supply from Randall-Bold Water Treatment Plant (WTP) and the use of wells would be discontinued.

#### Randall-Bold Water Treatment Plant

All surface water is treated at the Randall-Bold WTP, which was completed in 1992 and is

jointly owned by DWD and CCWD. The WTP has an initial capacity of 40 MGD with expansion capability to 80 MGD. Major operations at the WTP include: connection to the Contra Costa Canal, treated water reservoir, and distribution pumping facilities. The initial allocation from the WTP for DWD is 15 MGD with a future maximum allocation of 30 MGD, available in increments of 5 MGD.

### Treated Water Storage

Currently, DWD has a treated water storage capacity of 12.8 MG. The ultimate storage capacity required within DWD's sphere of influence is 28.8 MG.

The existing storage will meet DWD's goal of having storage equal to two average demand days, until average day demands increase to 7.6 MGD, when additional storage must be in place to serve new growth. In 2005, it is assumed DWD must be prepared to provide service to the proposed expansion areas located to the east of Oakley. Additional storage will then be phased as needed for the new development. Options currently discussed in the DWD Facilities Plan Update to provide storage after 2005 include extension of existing pipelines, additional wells, and additional storage tanks.

### Distribution System

An ultimate network of major distribution system pipelines was identified for service to future development within DWD's sphere of influence and to Bethel Island. Pipeline sizing was designed to meet peak hour demands and to meet maximum day demands plus fire flows.

### Interim Inter-tie with the City of Brentwood

There are facilities for an inter-tie with the City of Brentwood that became operational in 1997 and a second inter-tie that will be operational until 2007. These inter-ties are designed to deliver treated water to Brentwood from the Randall-Bold WTP, providing as much as 6 MGD under maximum conditions.

### Future Improvements

In the future, the primary source of treated water will continue to be the Randall-Bold WTP, though additional treatment capacity will be required. The treated water storage reservoirs will help to meet peaking needs in excess of the pumped deliveries from the Randall-Bold WTP. The sizing for the ultimate pipeline network is based on the maximum day demand rate plus fire flow from the Randall-Bold WTP, and considers water storage to meet peak hourly flow and fire flow.

Service to the Oakley-North Brentwood area will be from the Randall-Bold WTP, with regulating and fire storage provided from existing Reservoirs R-1 and R-2. Service to the Oakley Expansion Areas will also be from the Randall-Bold WTP, with regulating and fire storage provided from a new 4.0 MG Reservoir R-3. A new pump station will also be needed to boost water from the ground-level Reservoir R-4.

The eastern portion of DWD's Sphere of Influence will operate as a new pressure zone. A pressure reducing station will be located near the intersection of Sellers Avenue and Cypress Road to maintain acceptable pressures under low demand conditions. Under low demand conditions, all supply could be provided from the Randall-Bold WTP. Under higher demand conditions, Reservoir R-3 will provide additional supply.

### Capital Improvement Program (CIP)

The DWD Facilities Update recommended a Capital Improvement Program for service within DWD's Sphere of Influence. The schedule for improvements to serve new developments will depend on the actual growth that occurs. The District is currently experiencing slow growth. Included in the CIP are:

- ❑ Installation of new pipelines.
- ❑ A second emergency well.
- ❑ Addition of Reservoir No. 3.
- ❑ Purchase of additional capacity at the Randall-Bold WTP.
- ❑ Increasing capacity at existing reservoirs.

The total capital cost for all the improvement is estimated at \$27.4 million in 1998 dollars.

The Water District has funding mechanisms to finance capital improvement in new developments. These mechanisms include a Facility Reserve Charge (FRC) and Main Extension Reimbursement Assessment (MERA). Currently FRC's are charged to new water connections based upon the water meter size. MERA funds are used to reimburse developers who install oversized water lines.

### Review of DWD Facilities Plan

Estimates have been made for various demographic parameters important in determining water consumption. For example, the usage factor for the single-family land use classification is 525 GPD/dwelling unit, which yields an average daily demand. To determine the maximum daily demand, the average daily demand is multiplied by a factor of 1.8.

The maximum daily demand at build out within DWD's SOI, excluding Bethel Island, is 24.6 MGD. The supply of 30 MGD should be adequate to meet this build-out projection.

### **Adequacy of Facilities**

The DWD prepared its Water Master Plan in 1991, and completed a subsequent DWD Facilities Update in 1998, which considered water services to Oakley and the DWD's SOI. This Plan was based upon the proposed development build-out for the County General Plan designations that were in place prior to incorporation. The City of Oakley and its SOI are entirely within the DWD's SOI. The Facilities Update determined that additional facilities would be required to meet future water demands. Therefore, a Capital Improvement Plan has been established. With the Capital Improvement Plan, it is expected that DWD will be able to completely serve Oakley and the SOI areas. DWD has established funding mechanisms to finance capital improvements to serve new development. It appears that DWD has the facilities and appropriate planning in place to provide an adequate supply of treated water for the Oakley Area at build out. Future

studies might consider means to minimize the current usage and peaking factors to maximize the use of the current supply – delaying future improvements.

## **WASTEWATER SERVICES**

### **Ironhouse Sanitary District**

Ironhouse Sanitary District (ISD) resulted from the governmental reorganization of the former Contra Costa County Sanitation District No. 15 and the Oakley-Bethel Island Wastewater Management Authority into the Oakley Sanitary District, renamed the Ironhouse Sanitary District, which was completed on January 31, 1992.

The Ironhouse Sanitary District (ISD) provides wastewater service to Oakley and unincorporated areas of the County. The City of Oakley and its SOI areas are entirely within ISD's boundary. The wastewater services involve the transmission of wastewater from residential, commercial and light industry to a treatment facility and the final disposal of the wastewater and residual waste solids.

ISD owns and operates the wastewater collection, treatment, storage, and effluent recycling facilities that serve the City of Oakley and other communities including: Knightsen, Bethel Island, a part of the Holland Tract, and an area between Sellers Road and the Contra Costa Canal. Much, but not all, of the existing District area is presently served by collection systems owned and operated by ISD, although septic systems still remain.

### Master Plan

ISD staff prepared a Trunk Line Master Plan in 1988 for the then, Oakley Sanitary District. Currently, Ironhouse has hired a consulting firm to draft a Wastewater Facilities Expansion Plan.

The ISD Plan Update is for the ultimate build-out and will determine the collection system required to service the areas within the District Boundaries. ISD has determined that the City-adopted County General Plan would have allowed a total population of 66,272 within the

## 4.0 – GROWTH MANAGEMENT ELEMENT

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District Boundaries and total of 32,000 equivalent dwelling units (EDU's). However, the City estimates that the population potential within the Oakley Planning Area under the County General Plan was in excess of 75,000. The ISD service area also includes land outside the City Planning Area, mostly notably Bethel Island.

The updated ISD Plan will describe the sanitary wastewater line sizes, slopes, and locations necessary to accommodate the anticipated peak flow of wastewater when the area is built-out.

### Current System Capacity

The wastewater system is composed of collection, treatment, and effluent recycling facilities. The collection and treatment facilities must be expanded to meet future requirements. The current daily flow is approximately 2.1 MGD and, as of 2002, the treatment system capacity was 3 MGD and will need to be expanded to meet future requirements.

### Effluent Recycling System

The current ISD facilities include the collection system, wastewater treatment, and effluent recycling facilities. The majority of treated effluent is sent to Jersey Island for use as irrigation for agricultural lands. ISD has obtained a permit to allow land application of its bio-solids on Jersey Island.

### Collection System

The ISD Plan Update sets a goal to have all homes connected to the wastewater collection system. ISD's ordinance requires any property within 300 feet of a sewer line to connect (a few exceptions exist) if a septic system fails or is in need of repair requiring a permit from the County Health Department. If a resident requests a building permit, they are required to meet these Health Department requirements.

### Wastewater Treatment Plant

ISD owns and operates a wastewater treatment plant in northeast Oakley. This plant provides wastewater treatment services for Oakley, Bethel

Island, and the Sandmound area. There are currently 50 acres of onsite storage for treated wastewater. Additional acreage for storage will be required as flows increase.

### Wastewater Standards

The Central Valley Regional Water Quality Control Board (CVRWQCB) has established the waste discharge permit requirements for the plant. The plant, with its existing treatment system, has routinely met the discharge requirements.

ISD has established its own users discharge standards to regulate its own treatment process, in addition to pursuing the CVRWQCB discharge standards. These ISD standards monitor pH, total dissolved solids, heavy metals, and biological oxygen demand. Failure to comply with established standards could result in the closure of a facility.

### Effluent and Solid Sludge Recycling

Effluent reclamation is accomplished through land application of the treated effluent agricultural crops. Currently the effluent application is split between the mainland property and Jersey Island. Currently, ISD is permitted to apply its reclaimed water on 260 acres of its mainland property and 350 acres on its Jersey Island property, with a total permitted discharge of 2.0 MGD. The areas described above will provide enough capacity to accommodate the current plant capacity of 3.0 MGD once ISD completes additional effluent disposal areas on Jersey Island. ISD has increased its ultimate effluent recycling capacity from 3.0 MGD to 8.0 MGD by the acquisition of additional land. Though land application of 8.0 MGD requires approximately 1,600 acres, a total of 3,500 acres have been obtained on Jersey Island. While not all of the 3,500 acres will be feasible for effluent application use, enough should be available to allow adequate flexibility to rotate the disposal areas over time. Currently, approximately 300 acres on Jersey Island have been developed for effluent reclamation.

### Future Improvements

ISD has estimated a future potential wastewater flow of 8.0 MGD within its Sphere of Influence area. To meet future wastewater service needs and projected effluent discharge water quality requirements, ISD is proposing to upgrade and increase both its wastewater treatment capacity and effluent application area. This increased capacity will be in steps until the ultimate build-out is reached. New CVRWQCB approval will be required as expansion is needed.

In 1991, ISD prepared a Wastewater Facilities Expansion Plan (ISD Facilities Plan) that outlined the recommended treatment and effluent recycling projects necessary to meet the projected service demand. Since completion of the ISD Facilities Plan, the District has continued to refine future wastewater flow projections and proposed facilities plans. The planning for these facilities is identified as the Wastewater Facilities Expansion Plan. The development allowed under Oakley's 2020 General Plan will not exceed ISD's planned maximum capacity limits.

There are a few major growth areas in Oakley – DuPont property (industrial/ commercial uses); Cypress Corridor (mostly residential with some commercial); and south Oakley on Neroly west of High School (commercial and residential). In addition, some large County projects that have been discussed and proposed for east of Oakley – Cypress Lakes and Leshler Lakes. ISD is including these projects in its future plans. Development in the Cypress Corridor will require the installation of a new and larger main from Bethel Island Road west to the treatment plant. The size and alignment of this new main have been determined by Ironhouse Sanitation District and will be constructed concurrent with the development of the Cypress Corridor. New lift stations, increased emergency storage pond capacity near Bethel Island, and a new crossing of Marsh Creek and the Contra Costa Canal will be required.

The District has 25 pump stations. In many cases, changing the pump motor and, possibly, the pump impeller, can provide additional flow without increasing the line sizes. The main

impact of the development proposed under this General Plan is on the trunk line in the area east of Marsh Creek. The most significant change will be for larger trunk lines and the individual extension of the Cypress trunk line to the treatment plant.

It is anticipated that the ISD fee structure will be updated following the adoption of this General Plan. Currently, the fees are comparable or less than neighboring areas.

No major additional land purchases are anticipated, as land has all ready been acquired.

#### Ability to Serve at Build Out

ISD believes it will be able to serve Oakley at build out. The future disposal will be capable of handling up to 8 MGD. Currently, about 2.1 MGD is being treated, with a permitted treatment capacity of 3.0 MGD. Treatment and effluent recycling facilities will be added as required until build-out is reached.

### DRAINAGE FACILITIES

The creation of drainage facilities is accomplished by the City of Oakley and the County Flood Control and Water Conservation District (CFCWCD). CFCWCD has prepared and adopted plans that serve both Oakley and the County. The current plan for the City of Oakley and its SOI is based on the CFCWCD plan.

Oakley's mean annual precipitation is 11 inches. The City slopes gradually to the Delta with the highest points nearest the southern boundaries. Regional waters flow through Oakley using the Marsh Creek corridor and other Delta outfalls. Because Marsh Creek has limited capacity, local and regional detention basins have been created to control flow into Marsh Creek and to minimize flooding.

#### Overview of Storm Drain Service

The CFCWCD uses Contra Costa County Public Works Department staff, and maintains its own governing board and financing authority.

## 4.0 – GROWTH MANAGEMENT ELEMENT

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The CFCWCD performs the following functions:

- ❑ Flood Control Engineering Division provides the technical staff support for the CFCWCD. Staff coordinates and assists in the development and implementation of storm drainage systems.
- ❑ Planning Engineering Section staff prepares conceptual plans for regional drainage systems and identifies and prepares ordinances for drainage fee areas. This Section also develops federal flood control projects through coordination with the U.S. Army Corps of Engineers and provides flood control standards.
- ❑ Hydrogeology Section staff collects and analyzes precipitation and runoff data. They maintain rainfall and stream gauges and equipment. Staff also prepares hydrological analysis of watersheds and data and engineering charts for use in project development.
- ❑ Current Development Section staff review the drainage aspects of land development applications, flood control and drainage permit applications, and environmental impact documents. They also make recommendations for drainage improvements and review plans for land development projects which have a regional drainage impact. Members of this Section respond to drainage complaints and requests for advice by the general public. The Section also administers budgets for the flood control entities, monitors collection of fees, and prepares and implements reimbursement agreements.
- ❑ Contra Costa County Clean Water Program staff monitors the National Pollutant Discharge Elimination System (NPDES) permit program and the Stormwater Utility areas. They develop and implement specific programs to meet NPDES requirements

CFCWCD contracts with the Contra Costa County Public Works Department to provide staff support. The Maintenance Division of the Public Works Department maintains the storm drainage facilities and major flood control facilities in the unincorporated County area and

flood control zones, which cross both City and County areas.

The public works staff also provides maintenance services to keep County-owned drainage facilities free of obstructions to prevent flooding of adjoining properties. Staff clean ditches and culverts, perform weed control, channel bank restoration, and storm related debris removal.

### Responsibilities

Generally, local drainage corridors have been turned over to the City while regional corridors remain the responsibility of the CFCWCD. Though regional detention basins will remain the property of the CFCWCD, the remaining basins will be the City's property. Oakley will be responsible for maintaining corridors and pipes owned by the City of Oakley, while CFCWCD will be responsible for their own facilities. CFCWCD will determine where regional corridors or pipes are required and will either purchase them or request that the City condition future developers to provide drainage easements and improvements to CFCWCD as part of the developmental review process. The County will only own regional facilities and will not be responsible for facilities that exclusively serve the City of Oakley.

### Master Plan

The implementation of drainage plans in the County is the responsibility of either the cities, the County (for unincorporated areas), or the County Flood Control and Water Conservation District (CFCWCD). The current plan for the City of Oakley is based on the CFCWCD plan, though the City of Oakley will be responsible for future planning. CFCWCD is authorized by the State of California to regulate regional storm drain issues within Contra Costa County, but has no authority over local drainage issues within the City.

CFCWCD has a regional plan for Contra Costa County, which the City of Oakley will implement as new development occurs. CFCWCD owns, or has easement right to, many facilities within the City of Oakley that are used for regional drainage control.



The CFCWCD has developed drainage plans to guide the implementation of new drainage systems and to provide the basis for flood control projects. Developers usually provide local drainage infrastructure as part of the land development process.

The individual drainage areas as designated in the CFCWCD Plan within Oakley and Oakley's SOI areas are shown in Figure 4-2, Drainage Fee Areas. The CFCWCD Master Plan for the individual drainage areas includes detention basins and their respective infrastructure within the City's boundaries, detailed primarily for the area southwest of the Burlington Northern Santa Fe (BNSF) railroad. CFCWCD has built the respective area(s) drainage basins based upon expected developmental capacity needs. However, areas not identified with a number do not have a CFCWCD Plan. Local developers have developed drainage infrastructure for existing subdivisions for some of these not planned by CFCWCD. For other areas, drainage plans will have to be developed.

The Cypress Corridor Area and the Cypress Corridor Expansion Area (see Figure 2-3) currently have limited drainage infrastructure and little planning has been undertaken to consider the drainage requirements for future development of these areas. Necessary planning will take place concurrent with development applications to protect residents from the threat of flooding and to collect and convey normal drainage within the proposed development.

### System Capacity

The County's drainage plans are based upon the current County Land Use designations. Using these designations, the drainage areas have been sized to meet build-out expectations. Generally, the planning is of a regional nature (e.g. only down to line sizes of 30 inch). CFCWCD staff have prepared conceptual plans for regional drainage systems and identified and prepares ordinances for drainage areas. Specific quantities used in determine sizing is available in an Engineer's Report for each drainage area.

### Facilities

Collection System. Stormwater is collected and discharged to either Marsh Creek or pipelines leading to the Delta. Marsh Creek is owned and maintained by CFCWCD. The regional drainage plan has been updated using current population forecasts and flow predictive models. As a result, large regional detention basins were added to address the limited flow capacity of Marsh Creek. All detention basins are designed for gravity flow. They are also designed for no standing water except in the case of large storms.

Detention Basins. To control stormwater runoff, detention basins are used throughout Oakley. These basins can be dual use facilities (both storage and recreation). However, when used for recreation, additional design considerations are required. For example, there are concerns regarding drowning within a basin if there is standing water. The basins are designed so that normally there is no standing water but, in the event of major storms, standing water will be present. Many basins have fencing so, in event of standing water, a gate can be closed to protect the public. Currently there is remote sensing for Marsh Creek so that if the creek rises, a person can be dispatched to close gates on the basins. Currently no definitive rules are required for the design of the detention basin. Each is designed as its own project and for its own dual use facilities. This is partly due to the individual sizing requirements for each basin.

### Discharges

In 1972, the Federal Water Pollution and Control Act (also referred to as the Clean Water Act (CWA)) was amended to provide that the discharge of pollutants to waters of the United States from any point source is effectively prohibited, unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES) permit. The CWA was amended in 1987 adding Section 402(p), which established a framework for regulating municipal stormwater discharges under the NPDES program.

All incorporated Cities and the Contra Costa County Flood Control & Water Conservation District joined together to form the Contra Costa Clean Water Program. The Contra Costa Clean Water Program obtained a Joint Municipal NPDES Permit from the San Francisco Bay and Central Valley Regional Water Quality Control Boards on September 1993 and January 1994, respectively. The permits, issued for a five-year period, contain a comprehensive plan to reduce the discharge of pollutants to the "maximum extent practicable".

Some of the methods used to control discharges include:

- ❑ Infiltration devices (A means for the water to enter the soil as with infiltration trenches, dry wells, and catch basins)
- ❑ Sand filters
- ❑ Oil and grease traps
- ❑ Constructed wetlands
- ❑ Wet ponds

### Financing

Financing for CFCWCD facilities is obtained from a flood control fee added to the property tax. There are countywide drainage area fees for Oakley and Contra Costa County has also collected fees from each of the individual drainage areas. The City of Oakley adopted and perpetuated these fees after incorporating.

### Special Constraints

The CWA permits are renewed every 5 years. The second renewal is currently approved.

However, in May, 2001 an environmental group sued the San Francisco Regional Water Quality Control Board and the State Water Resources Control Board charging them with failing to protect the bay water quality. It is not clear what the implications will be to Contra Costa County's permits.

Special constraints particular to Oakley are: lack of complete drainage plans for the areas generally north of the BNSF railroad, levee maintenance for the Marsh Creek areas (the levees on Marsh Creek belong to the CFCWCD), and surface runoff control in the area bounded by Highway 4 and the Contra Costa Canal.

The City will have to develop a Drainage Master Plan. A Conceptual Drainage Master Plan is being developed to guide this effort.

### Ability to Serve at Buildout

Flood control planning will cover both the City and its proposed SOI areas. In general, there are two distinct areas: the City south and west of the BNSF railroad tracks which is covered by the CFCWCD plans (See Figure 4-2 and the areas north and east of the railroad tracks, both in the City and in the proposed Expansion Area, which are generally in areas defined as the 100-Year Flood Zone.

The areas within the 100-year flood zone will require plans that have not been developed. These areas will require discharges to the Bay which are not currently in place. Future developers can be required to fund the planning process or part of the development mitigation.

*Figure 4-2, Drainage Fee Areas*

## CHAPTER

# 5

# ECONOMIC DEVELOPMENT ELEMENT

## **I**NTRODUCTION

The California Government Code, Section 65303, allows a city to adopt optional elements within its general plan to address “subjects which, in the judgment of the legislative body, relate to the physical development of the (city).” As such, this Economic Development Element is not mandated by the State. However, the City of Oakley, by inclusion of this Element in the General Plan, acknowledges the importance of economic development, including jobs creation, enhancement of the City’s economic base through establishment of a clear economic strategy, and effective utilization of the City’s finances, public services and facilities as they relate to economic development. This Element is further intended to serve as a guide for City officials, staff, citizens and businesses interested in economic development issues and opportunities within Oakley.

The Economic Development Element includes: a set of goals, policies and implementation strategies to help achieve, over the twenty-year

term of this General Plan, desired economic development conditions; an overview of the economic conditions affecting the City of Oakley, including an historical perspective and both current and projected economic conditions; and, identification. In doing so, it also addresses economic opportunities and constraints within the community.

In March of 2001, a Strategic Economic Assessment was conducted by Strategic Economics to analyze the economic condition and potential for the City of Oakley. This assessment will be the cornerstone in the development of an upcoming Economic Development Plan. The Economic Development Plan will provide substantial direction for the future economic development of the City of Oakley and will consider employment, increasing revenue, and other components of economic vitality.

## **G**OALS, POLICIES AND PROGRAMS

The following goals, policies and actions are intended to work in concert with other Elements of the Oakley General Plan, and serve as the foundation for an overall economic development strategy for the City.

**Goal 5.1** Retain existing businesses and expand Oakley’s economic base.

### **Policies**

- 5.1.1 Promote economic development within Oakley through preparation and implementation of a Economic Development Plan.
- 5.1.2 Involve community members and business leaders in preparing and implementing the EDP.
- 5.1.3 Actively recruit businesses and industries that are compatible with the General Plan’s land use and implementation goals and policies and with the EDP.
- 5.1.4 Utilize Oakley’s skilled labor force as an economic development and business attraction tool.
- 5.1.5 Implement the recommendations of the City of Oakley Strategic Economic Assessment regarding specific locations in Oakley for targeted economic development activities.

### **Programs**

- 5.1.A Prepare an Economic Development Plan (EDP) that:
  - Identifies the needs of existing businesses and acknowledges the important contributions existing businesses provide to the community.
  - Identifies specific goals or targets for business retention and development over the next twenty years.
  - Includes targets for economic development in five-year

increments and implementation steps to be undertaken to help achieve specific goals.

5.1.B Identify the top ten local businesses (both in terms of employment base and tax revenues provided to the City). City representatives should meet with these business managers to discuss business needs and opportunities.

5.1.C Recruit businesses and land uses that are consistent with long-term economic development goals, including employment generation and businesses which have the potential to generate increases to the City’s tax base. Uses that meet the intent of this include, but are not limited to, the following:

- Retail commercial
- Restaurants
- Professional and medical offices
- Specialty commercial operations, including those fitting within the desired character of the Downtown and along Highway 4/Main Street
- Specialty stores intended to attract customers from the entire sub-region
- Commercial operations providing services to the residential community
- Light Industrial uses that generate minimal impacts on the community, surrounding uses, and the environment.
- Business and technology parks
- Small-scale and entrepreneurial businesses consistent with the above.

5.1.D Within the EDP, include a targeted Business Attraction Program, incorporating a focused market effort, and with a goal of assisting businesses in relocating to Oakley. This effort may include:

- Preparing and distributing of marketing information to developers, business interests and

<p>commercial real estate brokers identifying the City’s prioritization of economic development, as well as availability of potential sites in Oakley for development.</p> <ul style="list-style-type: none"> <li>• Promoting of Oakley as a desirable, small community with a positive lifestyle and high quality of life.</li> <li>• Attending business development fairs and expositions to promote Oakley as a community focused on business development.</li> <li>• Hosting promotional events and inviting prospective business interests to Oakley.</li> <li>• Stressing customer service throughout City Hall as a means of encouraging business development.</li> </ul> <p>5.1.E Identify specific incentives that the City might offer through the Redevelopment Agency, including but not limited to financial assistance with infrastructure improvements, development fees, land acquisition, project design enhancement, façade improvements and costs of leasing land and/or buildings.</p> <p>5.1.F Identify development standards that the City would consider modifying to attract highly desirable businesses, possibly including on-site parking, building setbacks, building height, and lot coverage. Consider provisions for very unique circumstances where the City Council may consider adjustments to impact fees where it can be demonstrated that the development project will be provided with all necessary services and infrastructure improvements.</p> <p>5.1.G Provide financial incentives through the Redevelopment Agency for projects located within the redevelopment Project Area to offset costs of establishing, expanding or enhancing local businesses.</p> <p>5.1.H Through the EDP, explore means to assist local businesses in expanding operations. This may include pursuit of financial assistance grants, identification and removal of local impediments to</p>	<p>business growth, and assigning key City staff positions to serve in liaison positions with local business operators.</p> <p>5.1.I In concert with programs outlined above, include and recognize Oakley’s sizable skilled labor force as an economic development advantage for new and expanding businesses.</p> <p>5.1.J Support those businesses that meet Federal Affirmative Action goals and objectives and state redevelopment law requirements.</p> <p>5.1.K Encourage job training for skilled labor through employer sponsored training or continuing educational programs.</p> <p>5.1.L Continue to recognize the importance of making an adequate supply of land available for economic development. Specific properties and targeted land uses include:</p> <ul style="list-style-type: none"> <li>• DuPont Property, north of Highway 4 between Bridgehead Road and Big Break Road: Economic development land uses designated within this area include Business Park, Commercial and Light Industrial. Anticipated uses include professional and medical offices, research and development, hotel/motel, general commercial, service retail and light industrial activities. Where feasible, development of the DuPont property may be pursued through a comprehensive business park master plan or Planned Unit Development zone. Infrastructure improvements are required to fully utilize this property.</li> <li>• Commercial land South of Highway 4: These lands are targeted for commercial uses that would benefit from exposure to vehicular traffic upon Highway 4/Main Street. Potential uses include, but are not limited to, retail commercial, service commercial and professional offices. Where feasible, this area would be developed through a comprehensive development plan or Planned Unit Development</li> </ul>
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zone. Infrastructure improvements are required to fully utilize this property and some existing light industrial and industrial uses will require relocation.

- **Downtown and Main Street Realignment Properties:** The City of Oakley Downtown Design and Development Plan will guide development activities within the Oakley downtown. Properties in the downtown area and along Highway 4/Main Street are envisioned for on-going economic development purposes, including specialty retail and commercial uses. Underutilized properties are recognized as providing substantial opportunity for redevelopment and intensification of commercial operations where appropriate site development standards are met and when the new or expanded uses can be shown to be compatible with adjoining residential uses. Streetscape improvements can be used to help achieve a unique and desired character for downtown development, perhaps with financial assistance provided by the City's Redevelopment Agency. Development efforts in the downtown should individually and collectively reinforce the image of the downtown as a destination location for residents and visitors to the City.
- **Highway 4 Bypass Properties:** As plans for the Highway 4 Bypass proceed in the coming years, the City recognizes that properties in proximity to future Highway 4 on- and off-ramps will provide desirable opportunities for economic development. However, in order to avoid inappropriate or untimely establishment of land uses, the location and extent of acreage targeted for economic development and site-specific land use designations and zoning districts should be determined by the City

Council. Such determinations shall be made by City Council after assessing the extent to which the City has met targeted economic development goals pursuant to its Economic Development Plan.

**Goal 5.2** Establish a diverse and balanced Oakley economy.

**Policies**

5.2.1 Strive to add a balanced mix of commercial, office and light industrial businesses to the City to ensure a variety of employment and business opportunities.

**Programs**

5.2.A Periodically review the General Plan to ensure that there is an adequate supply of land designated for economic development, with flexibility in the Business Park, Commercial and Industrial land use designations to allow a wide range of targeted businesses. This program is intended to avoid or minimize delays associated with amendments to the General Plan when new businesses seek development sites within Oakley.

5.2.B Consider adjustments to the development application process and permitting requirements, and where appropriate shall streamline the review steps to facilitate attraction of targeted business operations.

**Goal 5.3** Remove or reduce constraints to economic development.

**Policies**

5.3.1 Provide or assist businesses in ensuring necessary infrastructure improvements are provided to support new or expanding businesses in Oakley.

5.3.2 Improve the appearance of the City as a means of attracting new businesses to Oakley.

**Programs**

5.3.A Work proactively with those businesses interested in expanding existing businesses or establishing new businesses to install necessary infrastructure improvements. City actions may include:

- Sharing of engineering studies and plans on water supply and treatment capacities, wastewater collection, conveyance and treatment capacities, storm water drainage and roadway improvements.
- Working jointly with developers where City Capital Improvement Plans call for extension or upgrades to City infrastructure.
- Pursuing financing options through the Redevelopment Agency, including possible tax credits, deferred fee payment programs, reimbursement of costs for infrastructure improvements and amortization of infrastructure fees, to assist developers with providing necessary infrastructure improvements.
- Allowing for phased extension or upgrades to infrastructure in conjunction with approved phasing plans for site development.

5.3.B Prepare and adopt a Community Preservation and City Beautification Ordinance. Partial funding for Ordinance implementation within the Redevelopment Project Area shall be provided by the Oakley Redevelopment Agency.

5.3.C Undertake amendments to the Zoning Ordinance and other sections of the Oakley Municipal Code in order to establish clear property maintenance standards, applicable to residential, commercial, office and industrial properties. The standards should focus on maintenance of appearance of all properties in Oakley. Further, disallow keeping of nonpermitted junk yards on

all properties, require screening of all outdoor storage of materials and equipment from public streets and establish restrictions on the allowed height of outdoor storage. This action may also include amendments to the City’s Sign Code to encourage or require removal of old, obsolete signs which detract from the appearance of main City thoroughfares.

5.3.D With appropriate amendments to the City’s Municipal Code in place, ensure the Community Development Department’s Code Enforcement Division is adequately staffed to implement the City’s development Code and, in concert with the City Attorney’s Office, prepared to take appropriate enforcement actions in response to Code violations. This action may require designation of certain types of Code violations as misdemeanors and imposition of a non-compliance penalty fee program (through issuance of citations) where City efforts to obtain voluntary compliance with Code requirements have failed.

5.3.E Identify blighted properties and structures in Oakley requiring beautification efforts. Seek property owner involvement with the City in improving the appearance of such properties. The City may pursue grants and other funding mechanisms (outside of use of General Funds) to help improve the appearance of these properties.

**Goal 5.4** Encourage local financial participation in the community as a means of facilitating economic development.

**Policies**

5.4.1 Work with local financial institutions to encourage investment in Oakley’s economic development future.



### **Programs**

- 5.4.A Develop a program to increase the amount of private lending and investment in Oakley, particularly in the downtown and along the Highway 4/Main Street corridor, by banks and other financial institutions, public-private financing partnerships, and small business assistance. This Program item will require close coordination with the Redevelopment Agency.
- 5.4.B Actively support the use of Assessment Districts and other financing tools to support economic development where it can be demonstrated that the financing mechanism does not create an adverse financial impact to the City or City residents.

# SETTING

## HISTORIC PERSPECTIVES

The City of Oakley's employment condition is relatively modest in relation to its population, with about 2,200 jobs compared to a population of approximately 26,000. Historic development patterns help to explain the difficulty Oakley has faced in creating additional jobs to help keep pace with population growth in recent years. A Strategic Economic Assessment prepared for the City by Strategic Economics in March 2001 identified several factors that historically have influenced Oakley's economic development setting.

First, Oakley, within its context in Contra Costa County, has remained relatively remote. Oakley, along with Antioch, is situated at the eastern edge of the County in a corridor that has typically been associated with heavy industrial operations. Chief among these was the establishment of the DuPont Company "Antioch Facility" in what is now the City of Oakley (between Bridgehead Road and Big Break Road, north of Highway 4). At that time, the DuPont 550 acre site was ideally situated for its intended industrial operations due to modest residential development in the area, availability of land, rail, highway and deep-water port access. These competitive siting advantages remained until housing development began to occur in the region in the 1970s and 1980s. The DuPont property now provides excellent opportunities for commercial and light industrial development.

A second major issue which has historically impacted Oakley's economic development activities is its image and identity. Beyond the DuPont facility, there are no major businesses in Oakley which serve a market beyond eastern Contra Costa County. Most business attraction efforts in the County have focused on the I-680 corridor or, in recent years, business development of neighborhood or regional shopping centers in Pittsburg or Antioch. In effect, Oakley has remained as a fringe city with

respect to economic development visibility. Further, Oakley has almost certainly suffered from lack of a positive image. To many businesses, Oakley may be seen simply as a quiet, bedroom residential city that continues to struggle to change from its image as a lower-end community with unsightly industrial operations, prevalence of junk yards, and similar property maintenance problems.

Finally, a third factor acknowledged in the Strategic Economic Assessment is the lack of competitive land supply compared to other lands in the Highway 4 corridor and in other parts of Contra Costa County. Cities such as Antioch and Concord have significant amounts of land available for commercial use at prices comparable to those found in Oakley, while having actual or at least perceived competitive locational advantages.

## Current Economic Conditions

Oakley's economy reflects the historic conditions which have helped create it. As shown in Table 5-1, over one-third of Oakley's jobs are in retail and personal services which meet the needs of local residents. Other major employment sectors occur in construction (related in large part to continued residential development) and public administration (including school district offices and the Ironhouse Sanitary District). Positions in heavy industry and agriculture/food have shown declines in recent years in the subregion, including in Pittsburg, where 95 percent of the area's total heavy industry employment occurs.

**Table 5 - 1**  
**ECONOMIC COMPOSITION OF OAKLEY**  
**(BY PRIMARY EMPLOYERS)**

Employment Sector	# of Jobs	% of Total Jobs
Retail Trade	604	27.5
Construction	413	18.8
Public Administration	372	16.9
Business Services	207	9.4

*Source: Oakley Strategic Economic Assessment, March 2001.*

## 5.0 – ECONOMIC DEVELOPMENT ELEMENT

Oakley’s land supply represents challenges to a long-term, sustained economic development effort. As noted above, the DuPont facility provides sound opportunities to pursue economic development. A business park combined with focused retail commercial and selected light industrial uses would serve the community well. A series of infrastructure improvements will be necessary to help achieve full use potential of this site. Additionally, the 175-acre Light Industrial Area site in the western portion of the City, south of Highway 4 may also carry economic development potential, as would the area around Laurel Road and Neroly Road and along the Highway 4/Main Street corridor.

Land supply issues go beyond the extent of available, undeveloped acreage; they also include assessment of underutilized properties, properties which may be appropriate for redevelopment, and removal of impediments to economic development (such as local land use processes and policies, provision of infrastructure and key public services, and compatibility with surrounding land uses).

Oakley’s resident labor force may serve as a positive issue with respect to future economic development efforts. Many businesses seek skilled or knowledgeable labor as a factor in business location or expansion. As more and more workers seek affordable housing opportunities in the Bay Area, locales such as Oakley continue to see increased market interest in residential development. Businesses, in turn, are seeking opportunities to locate closer to worker housing to reduce worker time lost in long commutes, especially when combined with available land at competitive costs for their business needs.

Oakley’s labor force can be considered relatively high skilled and educated in comparison to the sub-region. As shown in Table 5-2, Oakley also has the highest median household income in the subregion and above the median for Contra Costa County (Oakley Strategic Assessment, March, 2001). Therefore, Oakley’s labor force can be considered as a strong, positive factor for businesses interested in this area of the County.

**Table 5 – 2**  
**MEDIAN ANNUAL HOUSEHOLD INCOME AND INCOME**  
**DISTRIBUTION FOR THE OAKLEY SUBREGION**

<b>Household Income Category</b>	<b>Contra Costa County</b>	<b>Oakley</b>	<b>Antioch</b>	<b>Brentwood</b>	<b>Pittsburg</b>
Median Household Income	\$60,611	\$64,868	\$54,667	\$60,327	\$53,193
Less than \$30,000	22.1%	18.0%	25.9%	24.9%	25.7%
\$30,000 to \$59,999	27.4%	26.2%	29.6%	24.7%	32.0%
\$60,000 and above	50.5%	55.9%	44.4%	50.3%	42.5%

*Source: Oakley Strategic Economic Assessment, March 2001*

### Projected Economic Conditions

Many of the factors that have influenced Oakley's economic position in the past may not be as significant in how they influence the City's economic development future. Locational dynamics of how businesses grow and the market demands for businesses are much different now than compared to one or two decades ago. Several other factors will positively influence Oakley's ability to pursue economic development. As heavy industrial job growth continues to decline in the subregion in the coming years, other business categories are projected to grow. Oakley's skilled labor force stands to capture some of that market demand. Through implementation of the goals and policies of the General Plan, Oakley also will be poised to provide a positive climate for business development and improved community image.

### Regional Economic Trends and Markets

Oakley is recognized as being within a larger sub-regional market, one that overlaps several cities. As part of the Highway 4 corridor, Oakley interacts with markets in the Cities of Brentwood to the south, and Antioch and Pittsburg to the west. Also influencing economic markets are the areas in and around the Cities of Martinez, Concord, Pleasant Hill and Walnut Creek along the I-680 corridor further to the west. Thirdly, regional markets are influenced to a lesser degree by the City of Tracy and other areas in San Joaquin County to the east.

Any economic development actions within Oakley are determined, in part, by their context within these regional settings. An economic development action can include a decision by a business looking to establish or expand operations or, at the other extreme, a simple decision by a consumer on where to purchase a meal or convenience goods. Perhaps most important in arriving at Oakley's strategic economic development plan is recognition of its role, along with competitive advantages and disadvantages, in the Highway 4 corridor.

Highway 4/Main Street represents Oakley's immediate market area and includes the sub-

markets with which it competes most directly for jobs and businesses. The Highway 4 corridor can be further differentiated, generally and qualitatively, by classification of the Cities of Pittsburg and Antioch, which have a long tradition of heavy industrial operations and, compared to Oakley, a less affluent population base. Oakley and Brentwood, by comparison, have undergone transformation in recent years from agricultural, service-based communities to increasingly desirable residential communities.

Employment in the Highway 4 corridor grew by 24 percent between 1992 and 1998 to a total of 28,437 jobs, with most of this growth coming in the "non-basic" categories (those which tend to serve local rather than regional needs, such as retail and consumer services). These jobs tend to generate economic activity on the basis of dollars circulating in the sub-region. Again, the City of Oakley has captured only a small percentage of the jobs in the Highway 4 corridor (6.4%) compared to Oakley's overall percentage of population in this subregion (15.0%), illustrative of greater market interest in construction of residences than in establishment of new businesses. Economic development strategies can assist Oakley in achieving a better jobs-to-housing balance while establishing the City as a subregional business development force.

Job growth has led to increased demand for commercial real estate in the Highway 4 corridor. Office market conditions continue to reflect residential growth patterns, with new jobs created in the real estate, computer processing/data services, management and financial service fields. Most of the demand is projected to be for smaller office lease spaces in the 2,000 to 5,000 square foot range. Light industrial and manufacturing job growth has remained moderate in the region, with continued growth projected in the subregion as opportunities for light industrial development along the I-680 corridor becomes limited in future years. Light manufacturing employers will likely seek lease spaces or buildings in the 5,000 to 10,000 square foot range. Businesses requiring larger sites or buildings, such as for warehousing and distribution facilities, have experienced growth in the region in recent years.

### **Tax Base and Retail Trade**

Recently incorporated, the City of Oakley is expected to have a balanced revenue and expenditure budget through its eighth year of operation (2007). Oakley will need to strengthen its tax base to ensure financial stability in the coming years and to be able to respond to public service and facility needs into the future.

With respect to economic development, property taxes and sales taxes are critical issues, each of which currently contributes approximately 16 percent to the City's General Fund. By comparison, most cities in California receive substantially higher percentages of their General Funds from property and sales taxes (approximately 30 percent), highlighting the need for Oakley to expand its economic base as a means of helping to attain financial stability.

### **ECONOMIC OPPORTUNITIES AND CONSTRAINTS**

Oakley continues to lose substantial potential sales tax revenue to other cities in the subregion. The establishment of this Economic Development Element is further intended to help the City expand its base of economic development opportunities and thereby reduce the extent of sales tax revenue lost to other communities, while also increasing the number of jobs for Oakley residents and increasing the range of services for local residents.

### **ECONOMIC DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES**

The City of Oakley, as discussed above, has a number of operational constraints that affect its economic development potential. Some of these constraints are beyond the ability of the City to control, such as the geographic setting of Oakley within Contra Costa County and other regional markets. However, many of the constraints can be modified through economic development programs and policies to reduce their negative impact upon the local economy. The following section summarizes some of these key economic development constraints and opportunities.

### **Economic Development Constraints**

- ❑ Geographical location of Oakley relative to employment centers and central Contra Costa County
- ❑ Perception of Oakley as a predominantly residential community working to overcome sometimes negative stereotypes of community image
- ❑ Lack of a cohesive economic development plan which includes the efforts of the local business community to team with City economic development staff
- ❑ Competitive pricing of land for expanding or new commercial, professional office or light industrial development compared to some areas within the Highway 4 subregion and central Contra Costa County
- ❑ Lack of adequate infrastructure at or leading to key properties designated for economic development

### **Economic Development Opportunities**

- ❑ Availability of land at the DuPont and Light Industrial Area properties for research and development, business park, light industrial, retail commercial and related uses
- ❑ Availability of land for redevelopment throughout the City, particularly for lands along much of the Highway 4/Main Street corridor
- ❑ Interest, through the adopted General Plan, in establishment of clear City policies and programs in support of economic development
- ❑ Ongoing market interest in Oakley as a desirable residential community, competitively priced compared to the Highway 4 corridor
- ❑ Presence of a skilled labor force to attract new businesses
- ❑ Ability to positively change Oakley's image through establishment and implementation of property maintenance codes and regulations
- ❑ Ability to establish a diverse, on-going economic development team to implement long-term City economic development goals.

**Factors to be Considered**

The success of economic development within Oakley will be influenced by many factors. Some factors, such as the national economy, will be beyond the City’s ability to influence. However, many factors are within the City’s ability to influence, including the following:

- ❑ Public Facilities
- ❑ City Budget (Revenues and Costs)
- ❑ Costs of Public Services
- ❑ Economic Strategic Plan
- ❑ Employment (by sector, with targets at 5-year intervals through 2020)
- ❑ Investments
- ❑ Business Climate (including such factors as City permit processing, development standards, fees and tax incentives)

- ❑ Commercial/Retail Development
- ❑ Office Development
- ❑ Industrial Development
- ❑ Residential Development
- ❑ Diversity of Economic Base/Targeted Land Uses
- ❑ Business Attraction Strategies / City Economic Identity
- ❑ Infrastructure
- ❑ Area or Parcel-Specific Economic Development Strategies (i.e., DuPont site; other business park sites; Highway 4 corridor; downtown)
- ❑ Redevelopment/Revitalization Strategies
- ❑ Labor Force Training

# CHAPTER

# 6

## OPEN SPACE AND CONSERVATION

### **I**NTRODUCTION

Valuable resources in the City of Oakley include agricultural resources, air quality, biological resources, historic and cultural resources, open space resources, and scenic resources. The Open Space and Conservation Element focuses on the protection and enhancement of such resources to ensure a high quality living environment for years to come.

The Open Space and Conservation Element expresses community goals to protect environmental resources, open space, and scenic resources. Specifically, resources addressed in this element include:

- ❑ Agricultural resources, including quantity and quality of agricultural lands within the Planning Area.
- ❑ Air quality in terms of local and regional compliance with air pollutant standards;
- ❑ Biological resources, including significant habitat areas and special status plant and animal species;
- ❑ Cultural resources in terms of known and potential archaeological and paleontological resources;
- ❑ Historic resources that are nationally designated, recognized by the State of California, or locally significant;

- ❑ Open space resources, including natural and improved open space areas that are physical, functional, and visual; and
- ❑ Scenic resources as predominant physical characteristics of the community.

#### **Organization of the Element**

The Open Space and Conservation Element is organized into three main sections; 1) an Introduction section that includes an overview of the element and its consistency with State law; 2) a Goals, Policies, and Implementation Programs section addressing agricultural, air quality, biological, cultural, historic, open space, and scenic resources; and 3) a Settings section that describes existing conditions in each of the seven categories described above.

#### **Consistency with State Law**

The Open Space and Conservation Element meets the state requirements for Open Space and Conservation Elements as defined in Sections 65301, 65302(d), 65302(e), and 65560 of the Government Code, respectively. According to these requirements, the Open Space Element must contain goals and policies to manage open space areas, including undeveloped lands and outdoor recreation areas. Specifically, the Open Space Element must

address several open space categories such as those used for the preservation of natural resources and managed production of resources, as well as open space maintained for public health and safety reasons. Open Space for outdoor recreation is addressed within the Parks and Recreation Element. The Conservation Element must contain goals and policies to protect and maintain natural resources such as water, soils, wildlife and minerals, and prevent wasteful resource exploitation, degradation and destruction.

In adopting the requirement that all jurisdictions must prepare an Open Space Element, the Legislature found that the preservation of open space land is necessary not only for the maintenance of the economy of the State, but also for the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation, and for the use of natural resources. The legislature further found that discouraging premature and unnecessary conversion of open space land to urban uses is in the public interest because it discourages non-contiguous development patterns that tend to increase the costs of community services to community residents. Finally, the legislature found that the anticipated increase in the population of the State demands that cities, counties, and the State make plans at the earliest possible date for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations.

While air quality is not a state-mandated element, the Bay Area Air Quality Management District (BAAQMD) requires air quality to be addressed in General Plans. The purpose of the air quality inclusion is to reduce pollutant levels through stationary source, mobile source, transportation and land use control, and energy conservation measures.

### **Internal Consistency**

The General Plan must fully integrate its separate parts and relate them to each other without conflict. Internal consistency applies as much to figures and diagrams as to the General Plan text, including data, analysis, and policies. All adopted portions of the General Plan, whether required by state law or not, have equal weight. No single element may supercede another, so the General Plan must resolve conflicts among the provisions of each element.

### **Relationship to Other General Plan Elements**

According to state planning law, the Open Space and Conservation Element must be consistent with the other General Plan elements. While all of the elements are interdependent, they are also interrelated to a degree. Certain goals and policies of one element may also address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of community goals. The Open Space and Conservation Element is most directly related to the Land Use, Circulation, and Parks and Recreation Elements.



## GOALS, POLICIES, AND PROGRAMS

The following are the Goals, Policies, and Implementation Programs for each of the natural resource topic areas addressed within the General Plan. Additional supporting information for these topics is provided in the setting section of this element. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for working with local and regional agencies protecting and maintaining the City's resources. Implementation programs identify specific actions to achieve particular goals and policies.

### AGRICULTURAL RESOURCES

Oakley has historically been an agricultural community, with a wide variety of agricultural crops. While much of the land used for agriculture has been developed into urban uses, there are remaining private parcels that continue in agricultural production. These agricultural areas help to preserve the traditional rural character of the community, maintain open space, and reduce congestion within the City. While the City recognizes the historic role of agriculture within the Oakley community and supports continued agriculture, the transition from agriculture to urban uses limits the potential for large-scale commercial agriculture within Oakley.

**Goal 6.1** Allow agriculture to continue as a viable use of land that reflects the community's origins and minimizes conflicts between agricultural and urban uses.

#### Policies

- 6.1.1 Participate in regional programs that promote the long-term viability of agricultural operations within the City.
- 6.1.2 Reduce the negative impacts resulting from urban uses and neighboring agricultural uses in close proximity.

6.1.3 Encourage the promotion and marketing of locally grown agricultural products.

6.1.4 Incorporate parks, open space and trails between urban and agricultural uses to provide buffer and transition between uses.

#### Programs

6.1.A Identify and map those properties that include prime productive agricultural soils (Class I and II capability according to the U.S. Soil Conservation Service) for use in the review of development applications.

6.1.B Encourage consolidated development; with appropriate land use buffers of parks, open space and trails, for proposed major subdivisions adjacent to prime agricultural lands

6.1.C Modify the land use classifications and allowed use provisions and development standards to reflect current agricultural uses and land use compatibility.

6.1.D Require adequate setbacks for any non-agricultural structures adjacent to cultivated agriculture.

6.1.E Continue to implement (and refine as necessary) a Right to Farm Ordinance, which protects ranchers and farmers within an historically agricultural district from nuisance complaints and unreasonable restrictions and regulations on farm structures or farming practices.

6.1.F Encourage agricultural landowners to work closely with the U.S. Soil Conservation Service and local Resource Conservation Districts to reduce soil erosion and to encourage soil restoration.

### AIR QUALITY

Oakley is located within the Bay Area Air Quality Management District, which is considered a non-attainment air basin because it exceeds some of the allowable levels for various air pollutants. Cooperation among all agencies

in the district is necessary to achieve desired improvements to air quality. The City can participate and contribute its share in those efforts through proper planning for land use and transportation and through educational outreach.

**Goal 6.2** Maintain or improve air quality in the City of Oakley.

**Policies**

- 6.2.1 Support the principles of reducing air pollutants through land use, transportation, and energy use planning.
- 6.2.2 Encourage transportation modes that minimize contaminant emissions from motor vehicle use.
- 6.2.3 Interpret and implement the General Plan to be consistent with the regional Bay Area Air Quality Management Plan (AQMP), as periodically updated.
- 6.2.4 Ensure location and design of development projects so as to conserve air quality and minimize direct and indirect emissions of air contaminants.
- 6.2.5 Encourage air quality improvement through educational outreach programs, such as *Spare the Air Day*.

**Programs**

- 6.2.A Minimize impacts of new development by reviewing development proposals for potential impacts pursuant to CEQA and the BAAQMD Air Quality Handbook. Apply land use and transportation planning techniques such as:
  - Incorporation of public transit stops;
  - Pedestrian and bicycle linkage to commercial centers, employment centers, schools, and parks;
  - Preferential parking for car pools and van pools;
  - Traffic flow improvements; and
  - Employer trip reduction programs.

6.2.B Control dust and particulate matter by implementing the AQMD’s fugitive dust control measures, including:

- Restricting outdoor storage of fine particulate matter;
- Requiring liners for truck beds and covering of loads;
- Controlling construction activities and emissions from unpaved areas; and
- Paving areas used for vehicle maneuvering.

6.2.C Work with the Bay Area Air Quality Management District (BAAQMD) and the Association of Bay Area Governments (ABAG) and, to the extent feasible, meet federal and State air quality standards for all pollutants. To ensure that new measures can be practically enforced in the region, participate in future amendments and updates of the AQMP.

**BIOLOGICAL RESOURCES**

The City’s Plan Area supports a diverse assemblage of plant and wildlife species throughout several habitat types. Sensitive habitat areas in Oakley (irrigated pastures and marshes/sloughs) contain valuable biological resources. Efforts to identify and preserve these valuable resources will improve the quality of the environment for Oakley residents.

**Goal 6.3** Encourage preservation of important ecological and biological resources.

**Policies**

- 6.3.1 Encourage preservation of important ecological and biological resources as open space.
- 6.3.2 Develop open space uses in an ecologically sensitive manner.
- 6.3.3 Use land use planning to reduce the impact of urban development on important ecological and biological

- resources identified during application review and analysis.
- 6.3.4 Encourage preservation and enhancement of the natural characteristics of the San Joaquin Delta and Dutch Slough in a manner that encourages public access.
  - 6.3.5 Encourage preservation and enhancement of Delta wetlands, significant trees, natural vegetation, and wildlife populations.
  - 6.3.6 Encourage preservation of portions of important wildlife habitats that would be disturbed by major development, particularly adjacent to the Delta.
  - 6.3.7 Preserve and expand stream corridors in Oakley, restoring natural vegetation where feasible.

#### **Programs**

- 6.3.A Prior to development within identified sensitive habitat areas, the area shall be surveyed for special status plant and/or animal species. If any special status plant or animal species are found in areas proposed for development, the appropriate resource agencies shall be contacted and species-specific management strategies established to ensure the protection of the particular species. Development in sensitive habitat areas should be avoided or mitigated to the maximum extent possible.
- 6.3.B Participate with regional, state, and federal agencies and organizations to establish and preserve open space that provides habitat for locally present wildlife.
- 6.3.C Investigate and implement as appropriate a tree-planting program. Consider similar existing programs such as the Sacramento Tree Foundation.
- 6.3.D Continue to implement (and update as needed) the City's Heritage Tree Preservation Ordinance.
- 6.3.E As funding becomes available, prepare a detailed inventory of ecological resource areas, along with detailed maps showing the location of significant resources. Resources should include, but not be

limited to, unique natural areas, wetland areas, habitats of rare, threatened, endangered, and other uncommon and protected species.

- 6.3.F As funding becomes available, prepare a Wetland Protection Ordinance.
- 6.3.G Evaluate the feasibility of expanding drainage easements along waterways and modifying banks and/or levees to increase the width of stream corridors.
- 6.3.H Investigate and implement as appropriate City Zoning regulations requiring expanded setbacks, and land dedications along waterways to allow expansion and enhancement of waterways.

#### **CULTURAL RESOURCES**

There have been few archeological or paleontological finds in the City of Oakley. However, given the rich history of the Plan Area and region, the City will continue to require site evaluation prior to development of undeveloped areas, as well as required procedures if artifacts are unearthed during construction.

**Goal 6.4** Encourage preservation of cultural resources within the Plan Area.

#### **Policy**

- 6.4.1 Preserve areas that have identifiable and important archaeological or paleontological significance.

#### **Program**

- 6.4.A Assess development proposals for potential impacts to significant archaeological resources pursuant to Section 15064.5 of the CEQA Guidelines. Require a study conducted by a professional archaeologist for projects located near creeks or identified archaeological sites to determine if significant archaeological resources are potentially present and if the project will significantly impact the resources. If significant impacts are identified, either require the project to be modified to avoid the impacts, or require measures

to mitigate the impacts. Mitigation may involve archeological investigation or recovery.

### **HISTORIC RESOURCES**

While some historic structures and land uses within the community date back to the late 1800s, most of the City’s historic resources date from the period of Oakley’s growth and development, roughly from 1901 to 1955. While there are no officially designated historic structures in Oakley, there are numerous buildings, primarily in the old town area, that may be eligible for such designation or listing. The City intends to evaluate such resources and establish preservation policies and practices for qualified historic resources.

**Goal 6.5** Encourage preservation and enhancement of selected historic structures and features within the community.

#### **Policies**

- 6.5.1 Promote the compatibility of new development located adjacent to existing structures of historic significance with the architecture and site development of the historic structure.
- 6.5.2 Respect the character of the building and its setting during the remodeling and renovation of facades of historic buildings.
- 6.5.3 Encourage the use of the State Historic Building Code for historic buildings and other structures that contribute to the City’s historic character. Use flexibility when applying zoning regulations to historic sites and buildings.
- 6.5.4 Recognize the value of Oakley’s historic resources as an economic development tool.
- 6.5.5 Ensure that the integrity of historic structures and the parcels on which they are located are preserved through the implementation of applicable design, building, and fire codes.
- 6.5.6 Work with property owners to preserve historic features within the community.

#### **Programs**

- 6.5.A Encourage owners of eligible historic properties to apply for State and Federal registration of these sites and to participate in tax incentive programs for historic restoration.
- 6.5.B Identify funding mechanisms, including funding from the City to the extent possible, to support programs to preserve, restore, and enhance unique historic sites.
- 6.5.C Assess development proposals for potential impacts to significant historic resources pursuant to Section 15064.5 of the CEQA Guidelines. For structures that potentially have historic significance, require a study conducted by a professional archaeologist or historian to determine the actual significance of the structure and potential impacts of the proposed development. Require modification of projects to avoid significant impacts, or require mitigation measures. Protect historical buildings and sites to the extent possible, including modifications to Uniform Code requirements for historic structures.

### **OPEN SPACE RESOURCES**

Open space resources in Oakley consist of designated parkland, natural and recreational open space areas, and waterways (Delta and creeks). Generally, open space land is unimproved land (and water) used for preservation, recreation, public safety, and/or managed production of resources. Most of the City’s open space resources are addressed in other sections of this Plan and element. For example, additional goals, policies, and programs for parklands and recreational open space are discussed in the Park and Recreation Element. Similarly, natural habitat areas are discussed in the biological resource section of this element and agricultural lands are discussed in the Land Use Element and agricultural resource section of this element. Goals, policies, and programs in this section address the City’s desire to preserve, enhance, and expand open space resources to

maintain the natural physical and visual quality of Oakley.

**Goal 6.6** Encourage preservation and enhancement of existing open space resources in and around Oakley and balance open space and urban areas to meet the social, environmental and economic needs of the City now and for the future.

**Policies**

- 6.6.1 Encourage public access in multiple forms and improvements along the City’s waterways, particularly the San Joaquin Delta, Marsh Creek and Dutch Slough.
- 6.6.2 Establish buffers from adjoining land uses to protect the natural open space resources in the City.
- 6.6.3 Encourage preservation and enhancement of the watershed, natural waterways, and areas important for the maintenance of natural vegetation and wildlife populations.
- 6.6.4 Where feasible and desirable, major open space components shall be combined and linked to form a visual and physical system in the City.

**Programs**

- 6.6.A Adopt land use controls that prevent incompatible uses for parcels adjacent to existing open space resources.
- 6.6.B Pursue opportunities for additional open space land in the form of parkland dedication, and public open space easements, leaseholds, land donations/dedications, and gift annuities.

- 6.6.C Participate with regional, state and federal entities and agencies to establish open space areas that include wildlife habitat and provide passive recreational opportunities.

**SCENIC RESOURCES**

Scenic resources in Oakley include predominant natural landscape features of the Delta waterways and views of Mount Diablo to the west. The City supports the preservation of these valuable scenic resources.

**Goal 6.7** Seek to preserve the scenic qualities of the Delta Waterway, Marsh Creek, and views of Mount Diablo.

**Policies**

- 6.7.1 Encourage preservation and enhancement of views of the Delta and Mount Diablo to the extent possible.
- 6.7.2 New development and redevelopment along the Delta, adjacent to Marsh Creek and throughout the City should take advantage of view opportunities and visual impacts to the waterway and Mount Diablo, respectively.

**Programs**

- 6.7.A Develop guidelines, as funding becomes available, for development along scenic waterways to maintain the visual quality of these areas.
- 6.7.B Review development applications for discretionary actions to determine aesthetic impacts and visual compatibility with surrounding property.

## SETTING

The Setting section of the Open Space and Conservation Element describes existing conditions of the City’s valuable natural resources, including agricultural resources, air quality, biological resources, cultural and historic resources, open space resources, and scenic resources. This information provides the background for development of goals, policies, and implementation programs that reflect the community’s vision for the future of Oakley.

### AGRICULTURAL RESOURCES

#### Overview of Agricultural Resources Setting

Oakley has historically been an agricultural community with a wide variety of agricultural crops. The City recognizes the many inherent benefits of maintaining agricultural land uses in the community. Agriculture contributes to the rural character of the community, maintains land as primarily open space, and reduces further degradation of the natural environment. Within Oakley, agricultural uses include various equestrian and livestock enterprises, as well as more typical practices such as row crops, vineyards and orchards.

#### Related Plans and Programs

A number of plans and programs exist that directly relate to the goals of the Open Space and Conservation Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

#### Land Preservation Plan (65/35)

The Land Preservation Plan was adopted by Contra Costa County, limiting urban development outside the Urban Limit Line (ULL) to no more than 35 percent. The remaining 65 percent of the land shall be preserved for agriculture, open space, wetlands, parks and other non-urban uses.

#### Contra Costa County Agricultural History

Agriculture has been a predominant industry in Contra Costa County for decades. Agricultural lands and corresponding production have decreased due to urbanization since 1940. Both rangelands and field crops have been reduced by more than half since that time. Converted lands occurred mostly on the outskirts of incorporated cities, such as Walnut Creek and Concord. However, new tree crops were planted on irrigated lands in the East County (including the City of Oakley, the SOI, and other unincorporated areas to the east and south of the Plan Area). While fruit, vegetable, and nut crops have all decreased over the years, increases in agricultural productivity have offset the loss of agricultural acreage.

The new suburban environment in the County has created demand for nursery products, which is now the largest income producing agricultural operation in Contra Costa County. In the eastern portion of the County, which includes the Plan Area, vegetable row crop farms (tomato, asparagus, sweet corn, squash, and beans) produce significant annual sales, as do wine grapes. The East County has the largest concentration of small and medium-sized orchards, with apricot, apple, and walnut crops.

In order to address the increasing concern over the loss of prime agricultural lands, Contra Costa County adopted a program to allow for the transfer or purchase of development credits (TDR/PDR). Other strategies for the continued viability of agricultural pursuits included preservation agreements with the County, granting conservation easements, direct purchase, leasebacks, tax benefits for agriculture open space land, purchase or transfer of development rights, clustering development, establishment of an agricultural soils trust fund, and agricultural mitigation fees or land dedication (in-lieu-fee). In response to the proliferation of 5-acre “ranchettes”, the County adopted a Resolution establishing rural residential development of ranchettes as an inappropriate use of prime agricultural land. Finally, the Contra Costa County General Plan incorporates an Urban Limit Line (ULL) and has

established a minimum 40-acre lot size for prime agricultural lands outside the Urban Limit Line.

**Agriculture in Oakley**

The City of Oakley is on very flat land that gently slopes north to the Delta. There are no significant hillsides or ridges. Oakley is comprised primarily of lowland soil associations, with some tidal flat-delta-marsh lowland along the northern boundary of the City. The lowland soil associations are slowly to very slowly permeable, highly expansive and corrosive with slight erosion hazards. The tidal flat-delta-marsh lowland soils are highly expansive, very highly corrosive and moderately to slowly permeable. Most of Oakley is composed of Class II Delhi sand, described by the U.S. Soil Conservation Service as “excessively drained soils” where runoff is slow or very slow. Delhi sand is used to grow irrigated almonds, vineyards and other fruit crops, and some walnuts.

Agricultural lands in the City of Oakley are planned for and accommodated in three General Plan land use designations as described below.

Agriculture. The purpose of this designation is to provide locations for continued commercial agriculture or similar land uses. Limited residential uses are allowed in this designation.

Agricultural Limited. The purpose of this designation is to provide locations for agricultural and very low density residential uses.

Delta Recreation. This land use designation encompasses the lowlands of the San Joaquin Delta at the City’s northern edge, most of which is located within the 100-year flood plain. The most appropriate land uses in this designation include agriculture, low intensity recreation and wildlife habitat.





**Insert Figure 6-1 (Vegetation Types)**



**Table 6-1**  
**AGRICULTURAL LANDS IN THE PLAN AREA**

	<b>Acreage</b>	<b>Percentage of Area</b>
City Limits		
Orchards	282.8	3.5%
Vineyards	662.7	8.2%
Row Crops	1,503.5	18.6%
<b>Total</b>	<b>2,449.0</b>	<b>30.4%</b>
Expansion Area		
Orchards	19.4	0.9%
Vineyards	0	0.0%
Row Crops	1,069.7	51.7%
<b>Total</b>	<b>1,089.1</b>	<b>52.6%</b>
<b>Planning Area Total</b>	<b>3,538.1</b>	<b>34.9%</b>

*Source: Pacific Municipal Consultants, August 2002*

The City encourages the preservation of prime agricultural lands and lands with viable agricultural production. Prime agricultural lands are lands with prime soil classifications (Class I or II) as determined in the Soil Conservation Service Land Use Capability Classifications. While the City of Oakley does not contain any lands with Class I or II soil classifications, the Sphere of Influence (SOI) and outside the Urban Limit Line (ULL) to the east of the City does contain prime agricultural lands, most of which are under active cultivation of intensive row crops.

In an effort to preserve the agricultural and rural character of the community, the City allows keeping of horses within several of the City's land use classifications and allows commercial equestrian facilities within the Agriculture Limited designation. As described in the Land Use Element, appropriate uses in the Agricultural Limited land use designation include modified agricultural practices that minimize impacts on adjacent land uses, along with equestrian and livestock uses, subject to limits.

## **AIR QUALITY**

### **Overview of Air Quality Setting**

Oakley is located at the eastern boundary of the San Francisco Bay Area Air Basin, which is

regulated by the Bay Area Air Quality Management District (BAAQMD). The BAAQMD is currently designated as a non-attainment air basin for the exceeding air quality standards for ozone. Improvement to air quality is a regional issue and the City's cooperation among all agencies in the district is necessary to achieve desired improvements. The City can participate and contribute its share in those efforts by proper planning for land use and transportation consistent with the most recent Air Quality Management Plan.

### **Related Plans and Programs**

A number of existing plans and programs relate directly to the goals of the Open Space and Conservation Element. Enacted through federal, state, and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

### **California Environmental Quality Act**

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Air quality is considered an environmental impact under CEQA.

### **Federal Clean Air Act**

The Federal Clean Air Act established National Ambient Air Quality Standards (NAAQS) in 1970 for six pollutants: carbon monoxide, ozone, particulates, nitrogen dioxide, sulfur dioxide, and lead. The Act requires states with air pollution that exceeds the NAAQS to prepare air quality plans demonstrating how the standards would be met (State Implementation Plans-SIPs). In 1990, amendments to the Act established categories of severity for non-attainment areas ("marginal" to "extreme"). In 1994, the California Air Resources Board adopted a revised State Implementation Plan for ozone to meet the requirements of the 1990 amendments.

### California Clean Air Act

The California Clean Air Act (CCAA) was enacted in 1988 requiring attainment of California's ambient air quality standards. Amended in 1992 and 1996, the State's ambient air quality standards are more stringent than the national standards. In general, the CCAA requires regions whose air quality exceeds State standards to reduce pollutants by five percent or more per year, or to implement all feasible measures to meet the state air quality standards as expeditiously as possible.

### Bay Area Air Quality Management District (BAAQMD)

The Bay Area Air Quality Management District (BAAQMD) was created by the California Legislature in 1955 as a regional agency responsible for regulating air quality. The District's jurisdiction encompasses nine counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma). The District is governed by a 21-member Board of Directors, which has the authority to develop and enforce regulations for the control of air pollution within its jurisdiction.

### Air Quality in Oakley

Oakley is located on the south side of the San Joaquin River delta, east of the Carquinez Straits. Its location between the greater Bay Area and the Central Valley has great influence on the climate and air quality of the area. The City is located at the eastern boundary of the nine-county San Francisco Bay Area Air Basin, near the eight-county San Joaquin Valley Air Basin.

Oakley has a relatively low potential for air pollution given the persistent and strong winds typical of the area. The predominant westerly winds dilute pollutants and transport them away from the area, so that emissions released in the project area have more influence on air quality in the Sacramento and San Joaquin valleys than they do locally. However, air quality in Oakley is degraded by its location downwind of the metropolitan Bay Area. There are, however, several major stationary sources in upwind cities that can influence local air quality and the

project's location downwind of the greater Bay Area also means that pollutants from other areas are transported to the area.

Air pollutants regulated by the BAAQMD include:

- ❑ Particulate matter
- ❑ Organic compounds
- ❑ Nitrogen oxides
- ❑ Sulfur dioxide/oxides
- ❑ Carbon monoxide
- ❑ Hydrogen sulfide
- ❑ Photochemical smog
- ❑ Acid deposition

Of these pollutants, the Bay Area experiences problems with ozone, carbon monoxide, particulate matter, and toxic air contaminants (TACs), due either to the strength of the emission or the climate of the region. The Bay Area was initially classified as a federal non-attainment area (standards are not attained) for carbon monoxide and ozone. Ambient levels of carbon monoxide have been steadily declining in the Bay Area since the 1970's, and in 1998 the entire Bay Area was re-designated as an attainment area for this pollutant.

Ozone levels also have been declining since the 1970's, but in a less consistent manner. Based on monitoring data from 1990 to 1992 the Bay Area was re-designated as a federal attainment area for ozone in 1995. However, violations of the ozone standard in 1995 and 1996 lead the U.S. Environmental Protection Agency to re-designate the Bay Area back to non-attainment status, requiring preparation of an updated air quality plan. The Bay Area is considered to have attained all the NAAQS with the exception of the standard for ozone.

The Bay Area was initially determined to be a state non-attainment area for carbon monoxide, ozone and PM10. The Bay Area was reclassified as attainment for carbon monoxide, but remains an ozone non-attainment area. The California Legislature, when it passed the California Clean Air Act in 1988, recognized the relative intractability of the PM10 problem with respect to the state ambient standard and excluded it from the basic planning requirements of the Act.

The BAAQMD has for many years operated a multi-pollutant monitoring site in nearby Bethel Island. During the 1995 to 1999 five-year monitoring period, all federal ambient air quality standards were met in the Oakley area, with the exception of ozone. However, during this same period, the more stringent state ambient standards of ozone and PM10 were regularly exceeded.

While there are no air quality standards for toxic air contaminants (TACs), impacts are evaluated by calculating the health risks associated with a given exposure. Diesel exhaust has been found to be the most dangerous and ubiquitous TAC in the Bay Area. The state of California has begun a program of identifying and reducing risks associated with particulate matter emissions from diesel-fueled vehicles. Particular attention should be paid to projects that might result in sensitive receptors being exposed to high levels of diesel exhaust. In Oakley, this includes high volume traffic on Highway 4 and other major arterial roadways with high levels of diesel traffic. Participation in the state's plan and compliance with these standards will help reduce this regional impact.

### **Sensitive Receptors**

The BAAQMD defines sensitive receptors as facilities where sensitive receptor population groups (children, the elderly, the acutely ill and the chronically ill) are likely to be located. These land uses include schools, retirement homes, convalescent homes, hospitals and medical clinics. The major sensitive receptors in Oakley are schools and residences.

### **Pollution Sources**

The BAAQMD maintains inventories of stationary sources of both criteria pollutants and TACs. The BAAQMD inventory lists only one major emitting facility for criteria pollutants in Oakley, a petroleum products storage facility. Sources of toxic air contaminants are also inventoried and maintained by the district. The current inventory identifies three dry cleaners, Tonka Energy Inc. and the Ironhouse Sanitary District as sources of TACs in Oakley. The

sanitary district facility would also be a potential source of odors.

## **BIOLOGICAL RESOURCES**

### **Overview of Biological Resource Setting**

The City's Plan Area supports a diverse assemblage of plant and wildlife species throughout several habitat types. The potential for a particular habitat to support special-status species depends on numerous factors including microhabitat, human disturbance levels, and current site conditions. This section identifies the regulatory setting, habitat areas, and potential biological values for each habitat in the Plan Area.

Figure 6.2 provides a generalized map of biological sensitivity within the Oakley Planning Area. The exhibit is not based upon detailed site-specific investigations and is intended to guide the City in determining the need for detailed biological analysis as development projects are proposed.

### **Related Plans and Programs**

A number of plans and programs exist which directly relate to the goals of the Open Space and Conservation Element. Enacted through federal, state, and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

### **Federal Endangered Species Act**

The Federal Endangered Species Act (ESA), administered by the U.S. Fish and Wildlife Service, applies to impacts to federally listed species, or habitat occupied by federally listed species. ESA Section 9 forbids specified acts that directly or indirectly harm listed species. Section 9 also prohibits "taking" any species of wildlife or fish listed as endangered. These restrictions apply to all federal agencies and all persons subject to United States jurisdiction.

### **California Endangered Species Act**

The California Endangered Species Act (CESA) is a state program similar in scope and nature to

the Federal ESA, but focused on plant and wildlife species identified as threatened and endangered within the State of California. The California Department of Fish and Game administers the CESA regulations.

### **U.S Fish and Wildlife Service and California Department of Fish and Game Regulations**

Both the U.S. Fish and Wildlife Service and California Department of Fish and Game have regulations to protect wildlife resources. Special permits are required for the alteration, dredging, or activity in any lake or stream, as well as other activities that may affect fish and game habitat. Both agencies also regulate impacts to sensitive plant and animal species. Future development in Oakley potentially affecting wildlife habitat will be subject to the regulations of both of these federal and state agencies.

### **Waters of the U.S.**

Waters of the U.S. include a range of wet environments such as lakes, rivers, streams (including intermittent streams), mudflats, sandflats, wetlands, sloughs, and wet meadow. The U.S. Army Corps of Engineers (Corps) regulates discharge of dredged or fill material into waters of the U.S. under Section 404 of the Clean Water Act (CWA). In addition, Section 401 of the CWA (33 U.S.C. 1341) requires any applicant for a federal license or permit to conduct any activity that may result in a discharge of a pollutant into waters of the U.S. to obtain a certification that the discharge will comply with the applicable effluent limitations and water quality standards.

### **California Environmental Quality Act**

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Biological resources are considered an environmental impact under CEQA.

### **Heritage Tree Preservation Ordinance**

The City's Heritage Tree Preservation Ordinance was adopted as part of the Contra Costa County zoning provisions. The ordinance protects designated heritage trees, preventing the removal of such trees without approval of a tree permit.

### **Vegetation and Wildlife**

The City of Oakley is located within Contra Costa County (east San Francisco Bay Area), east of the City of Antioch and directly north of the City of Brentwood. Elevations within the plan area range from sea level to approximately 120 feet above mean sea level (MSL). Vegetation within the plan area includes agricultural and ruderal fields, perennial and seasonal marsh, orchard, drainage/canal, and landscaped (developed) vegetation communities. Common plant and wildlife species occurring, or expected to occur, within these habitats are listed below.

#### *Agricultural and Ruderal Field*

The western and southern portions of the plan area support several agricultural and ruderal fields. A majority of the agricultural fields appear to be routinely plowed or disked, supporting cultivated crops. Weedy invasive vegetation typically associated with ruderal (fallow) fields was also found in this habitat throughout the plan area. Plant species observed or expected to occur in this community include wild oats (*Avena sp.*), yellow star thistle (*Centaurea solstitialis*), russian thistle (*Salsola tragus*), filaree (*Erodium botrys*), and bristly ox-tongue (*Picris echioides*).

Agricultural and ruderal fields provide foraging habitat and shelter opportunities for a wide variety of common wildlife species. Species expected to utilize these habitats within the Plan Area include red-tailed hawk (*Buteo jamaicensis*), deer mouse (*Peromyscus maniculatus*), black-tailed jackrabbit (*Lepus californicus*), mourning dove (*Zenaidura macroura*), European starling (*Sturnus vulgaris*), western meadowlark (*Sturnella neglecta*), house finch (*Carpodacus mexicanus*), house sparrow (*Passer domesticus*), white-crowned sparrow

(*Zonotrichia leucophrys*), coyote (*Canis latrans*) and fox (*Vulpes* sp.).

#### Irrigated Pasture

The majority of the northeastern portion of the Plan Area consists of irrigated pasture. Weedy species tolerant of year-round wet conditions are associated with this habitat. The frequent irrigation of these areas has resulted in the establishment of areas of seasonal and perennial wetland conditions in several of the pastures. Common wetland vegetation observed in these areas, includes species such as cattail (*Typha latifolia*), bulrushes (*Scirpus* spp.), sedge (*Carex* spp.), and spikerush (*Eleocharis* spp.).

Irrigated fields support foraging habitat for numerous avian and small mammal species and the wetland areas interspersed throughout these habitats likely support a wide variety of wildlife. Species observed or expected to occur within these habitats in the Plan Area include red-winged blackbird (*Agelaius phoeniceus*), red-tailed hawk, pacific chorus frog (*Pseudacris regilla*), bullfrog (*Rana catesbeiana*), great egret (*Ardea alba*), and great blue heron (*Ardea herodias*).

#### Marsh

Deltaic marsh, associated with the San Joaquin River, is found along the northwestern border of the Plan Area, with one area of isolated marsh occurring in close proximity to the extreme northwestern border of the plan area. This area is bounded by an existing marina to the north. These habitats support a wide diversity of common wetland plant species and potential habitat for a number of listed and special-status plants. Plant species observed in marsh habitat in the planning area include cattails, California bulrush (*Scirpus californicus*), giant reed (*Arundo donax*), coyote brush (*Baccharis pilularis*), arroyo willow (*Salix lasiolepis*), cottonwood (*Populus fremontii*), reed grass (*Calamagrostis* sp.), and goldenbush (*Isocoma* sp.). Additionally, plant species such as pacific blackberry (*Rubus ursinus*), rabbit's foot grass (*Polypogon monspeliensis*), dallis grass (*Paspalum dilatatum*), white sweetclover

(*Melilotus alba*), and saltgrass (*Distichlis spicata*) were also identified here.

Marsh habitats support a wide range of common and special-status wildlife species. Species diversity in these habitats, particularly in deltaic marsh habitat, is high. Species likely to utilize these habitats include song sparrow (*Melospiza melodia*), red-winged blackbird (*Agelaius phoeniceus*), marsh wren (*Cistothorus palustris*), common yellowthroat (*Geothlypis trichas*), yellow warbler (*Dendroica petechia*), pacific chorus frog, great blue heron, bullfrog, and numerous waterfowl species. Mallard (*Anas platyrhynchos*), American coot (*Fulica americana*), northern harrier (*Circus cyaneus*), and great egret were observed in these habitats in the planning area during field reconnaissance. The San Joaquin Delta is an important component of the Pacific Flyway, a major waterfowl migration route in North America.

#### Orchard

Several areas within the City of Oakley are currently utilized for orchard production. Because the orchard habitat onsite is regularly maintained, it is relatively devoid of other vegetation. Orchards are considered low value habitat for wildlife species. Burrowing mammals and foraging avian species including California ground squirrel, black-tailed jackrabbit, American crow (*Corvus brachyrhynchos*), red-tailed hawk, and coyote (*Canis latrans*) likely utilize this habitat within the Plan Area.

#### Waterways, Drainages, and Canals

Waterways through Oakley include the Contra Costa Canal, Marsh Creek, and the Dutch Slough. The Contra Costa Canal runs east to west almost through the middle of the City. Marsh Creek runs south to north on the east side of the City and empties into the Delta. The Dutch Slough borders the northeast City boundary and the north and east boundary of the easternmost Sphere of Influence area with two fingers reaching south towards the Contra Costa Canal within Oakley.

Open water drainages and canals flow through the northern and southern portions of the plan

area. These water features are predominantly devoid of vegetation, however, the associated banks support hydrophytic vegetation, with the exception of a portion of the Contra Costa Canal beginning at Pumping Plant No. 1 near the BNSF Railroad and extending westward through the City of Oakley, which is a concrete-lined feature devoid of vegetation. Predominant species associated with these habitats include cattails, bulrush, smartweed (*Polygonum* spp.), and curly dock. Some riparian vegetation is associated with Dutch Slough, which is located in the northeastern portion of the plan area. The woodland canopy, comprised of scattered oaks (*Quercus* sp.), some willows (*Salix* spp.), and cottonwoods (*Populus fremontii*) is relatively sparse and the understory consists predominantly of hydrophytic plant species.

Numerous resident and migratory wildlife species utilize open water canal habitats for foraging and shelter opportunities. Species expected to occur within these habitats in the Plan Area include aquatic species such as pacific chorus frog and bullfrog in addition to avian species such as great egret, great blue heron, and mallard. Additionally, raptors and numerous other resident and migratory birds utilize riparian vegetation and isolated oaks for nesting and roosting opportunities.

### Landscaped/Developed

The developed regions of the Plan Area are planted with common landscape plant species such as oleander (*Nerium oleander*), Italian cypress (*Cupressus sempervirens*), and sweetgum (*Liquidambar styraciflua*).

The landscaped/developed areas constitute marginal habitat for common resident and migratory wildlife species. Species found in, or expected to occupy these areas include American crow, rock dove (*Columba livia*), mourning dove, California ground squirrel, and Brewer's blackbird (*Euphagus cyanocephalus*).

### Special Status Species

According to the U.S. Fish and Wildlife Service species list for the City's representative USGS quadrangle, there are numerous special status

plant and animal species known or expected to occur in the Plan Area. Those plant and animal species most likely to occur in the Plan Area are listed below.

### Special Status Plants

Special-status plant species including Delta mudwort, Mason's lilaeopsis, rose mallow, and Suisun marsh aster have the highest potential to occur within the plan area. In general, habitat for these species includes the marsh habitat along the northern border of plan area. Other species that have a low or unlikely potential to occur in the Plan Area include big tarplant, Diablo helianthella, heartscale, showy madia, and soft bird's beak. Habitats supporting conditions suitable for these plant species should be considered sensitive.

### Special-Status Wildlife

Invertebrates. One invertebrate species, curved-foot hygrotus diving beetle has the highest potential to occur within the Plan Area. Habitat for this species in the area includes the sloughs. One record is listed in the CNDDDB from the plan area. Other species that have a low potential to occur in the Plan Area include vernal pool fairy shrimp, vernal pool tadpole shrimp, and longhorn fairy shrimp. These species could occur in the potential seasonal wetlands in the Plan Area.

Amphibians and Reptiles. California red-legged frog, San Joaquin coachwhip, Giant garter snake, California horned lizard, silvery legless lizard, and Northwestern pond turtle have the highest potential to occur in the Plan Area. Generally, these species occur in aquatic habitats (the marshes and sloughs in the plan area), with the exception of the horned and legless lizards, which may occur in association with sandy soils in the Plan Area. Other species that have a low potential to occur in the plan area include California tiger salamander, western spadefoot toad, and Alameda whipsnake.

Fish. A number of anadromous fishes and other aquatic species have a high potential to occur within the Plan Area. Habitat for these species in the area include the sloughs connected to the



Delta waterways. Projects having the potential to affect the water quality of these water features could affect this species.

Mammals. Special-status mammal species include San Joaquin kit fox, San Joaquin pocket mouse, and several species of bats have the highest potential to occur in the Plan Area. Generally, the pocket mouse and kit fox could occur in the open upland habitats in the Plan Area, with the exception of bats, which are likely to frequent the upland areas closer to water. Other species that have a low potential to occur in the Plan Area include San Joaquin Valley woodrat, salt marsh harvest mouse, and Suisun ornate shrew.

Birds. Special-status avian species including California black rail, Suisun song sparrow, tricolored blackbird, species of herons, ibis, and egrets, mountain plover, Greater sandhill crane, Swainson’s hawk, western burrowing owl, and other raptors including ferruginous hawk and Cooper’s hawk have the highest potential to occur in the Plan Area. These species could potentially occur in undeveloped portions of the Plan Area. The nests of raptors as well as the nests of migratory bird species are protected under the MBTA. Active raptor nests are also afforded additional protection in the CFG Code 3503.5.

Sensitive Habitats

Sensitive habitats include those that are of special concern to resource agencies or those that are protected under CEQA, Section 1600 of the California Fish and Game Code, or Section 404 of the Clean Water Act.

Irrigated Pasture

As discussed, irrigated pasture occurs in the northeastern portion of the Plan Area. Because these fields appear to support extensive areas of seasonal wetland vegetation, several areas within these fields may be considered wetlands. As such, these areas would be protected as wetlands as well as potential habitat for special-status species. A formal wetland delineation would be needed to determine the actual extent of wetlands.

Marsh/Sloughs

Marsh habitats are found in association with Delta frontage property along the northern edge of the Plan Area. Because of the diversity of native plant and wildlife species as well as the high potential for special-status species occurrences, these areas are considered sensitive habitats. In addition, the sloughs and canals within the Plan Area likely support special-status species and also may function as wildlife corridors, which are important for the movement of migratory wildlife populations. Corridors provide foraging opportunities and shelter during migration. The California Fish and Game Code Section 1600 protects riparian vegetation associated with rivers and drainage ways. The riparian vegetation associated with Dutch Slough is likely considered a sensitive habitat to the CDFG.

These water features have not been delineated and additional jurisdictional wetlands or Waters of the U.S. may occur within the Plan Area. Consequently, a wetland delineation must be conducted and verified by the Corps prior to the development of any project proposed within the Plan Area.



**Figure 6-2 General Biological Sensitivity**  
**11x17**



## CULTURAL RESOURCES

### Overview of Cultural Resource Setting

There have been few archeological or paleontological finds in the City of Oakley. However, given the rich history of the Plan Area and region, the City will continue to require site evaluation prior to development of undeveloped areas, as well as required procedures if artifacts are unearthed during construction. The historic resource section of this element includes additional information regarding the history of the area.

### Related Plans and Programs

#### California Environmental Quality Act

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Cultural resources are considered an environmental impact under CEQA.

#### Prehistoric Resources and Settlement of Oakley

Archeologists have found few prehistoric sites in the Oakley area. One substantial shell mound was discovered early in the twentieth century near what is now the east edge of town. The Northwest Information Center of the California Historical Resources Information System now keeps track of archeological investigations undertaken in Oakley. Around three-dozen such projects have been completed in the past 25 years, yielding only four prehistoric sites in the City. However, the information center believes there is a high possibility that other prehistoric sites remain within the City.

The first settlers in the west delta were the Bay Miwoks, who occupied the region between 1100 and 1770 A.D. The Bay Miwok people, usually called the Julpunes or Pulpunes by European explorers, were organized into “tribelets”—political units that included several fairly

permanent villages and a set of seasonal campsites arrayed across a well-defined territory.

## HISTORIC RESOURCES

### Overview of Historic Resource Setting

While some historic structures and land uses date back to the late 1800s, most of the City’s historic resources date from the period of Oakley’s growth and development, roughly from 1901 to 1955. While there are no officially designated historic structures in Oakley, there are numerous buildings, primarily in the old town area, eligible for such designation or listing. The City intends to evaluate such resources and establish preservation policies and practices for qualified historic resources.

### Related Plans and Programs

A number of existing plans and programs relate directly to the goals of the Open Space and Conservation Element. Enacted through federal, state, and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

#### California Environmental Quality Act

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Historic resources are recognized as environmental impacts under CEQA.

#### National Historic Preservation Act (NHPA)

Establishes laws for historic resources to preserve important historic, cultural, and natural aspects of our national heritage, and to maintain, wherever possible, an environment that supports diversity and a variety of individual choice. The Historic Sites Act of 1935 established national policy to preserve historic sites, buildings, and objects of national, state and local significance.

### National Register of Historic Places

The National Register of Historic Places is maintained by the National Park Service and the State Historic Preservation Offices. Structures and sites are eligible for listing on the National Register when they are a minimum of 50-years-old.

### State Office of Historic Preservation

The State Office of Historic Preservation implements preservation laws regarding historic resources, and is responsible for the California Historic Resources Inventory (CHRI), which uses the National Criteria for listing resources significant at the national, state, and local level.

### **History and Settlement of Oakley**

As identified in the Cultural Resources section of this element, the first settlers in the west delta were the Bay Miwoks, who occupied the region between 1100 and 1770 A.D. Spanish incursions into the Oakley area began in the 1770s. The first to enter what are now the City limits was the De Anza expedition of 1775-76. However, after a failed attempt to find a route through the tule swamps to the Sierra, the De Anza expedition returned to Monterey. Subsequent expeditions by the Spanish did not result in colonization. Europeans settled in the Delta in the 1800s, but were killed by malaria and smallpox.

American settler John Marsh successfully farmed the land in the 1830s, bringing other American immigrants to the region. By 1862, the population of the Oakley region was large enough to support a school. A store on the Dutch Slough brought vessels into the canal for commerce. In the 1860s, farmers created swampland districts through reclamation of delta lands for new farming opportunities. Construction of the railroad along the City's southern boundary in 1879 introduced a shipping alternative for farmers.

The town of Oakley was founded in 1897, when the transcontinental railroad arrived and agriculture shifted from grains to orchard crops. Growth was slow in the early 1900s, with

expanding agricultural industry and local services. Civic institutions and activities expanded after WWI, followed by the depression. Floods and levee breaks altered the land area, resulting in the expansion of agriculture and tourism for recreation in the 1930s. Opportunities and inexpensive land brought about a population boom in the 1970s. New rooftops attracted industrial and commercial uses to the community. The population quadrupled in the 1980s to 16,000 persons. Discontent with the way the county government was handling growth in Oakley led to the founding of an official advisory council in 1983 and eventual incorporation in 1999.

The Portuguese in the area began observing the Holy Ghost Festival (which involves a parade, a feast and a religious service) in 1926 and built the Flor Do Oakley Hall in 1928. Oakley pioneers John Augusto and Joesph Augusta were both instrumental in the promotion of this annual event. John Augusto moved to Oakley in 1900 and purchased the first business lot in town. His blacksmith shop quickly became a favorite gathering place for early settlers. Unfortunately, the shop was lost in the Oakley Fire of 1924, which also burnt most of downtown, including the Oakley Hotel. Joesph Augusta, John's brother, moved to Oakley in 1913 and was a lumberyard manager. He is credited with fighting the County for much needed improvements in Oakley, like curbs and gutters, and he also was instrumental in the formation of the Oakley Sanitary District.

### **Historic Resources**

By far the largest number of historic resources date from the period of Oakley's growth and development, roughly from 1901 to 1955. The largest concentration of potential historic resources from this period is in "old town." This area contains commercial, institutional, and residential buildings. It extends across the original town plat and O'Hara's 1909 addition, from Main Street to south of Home Street between Norcross Lane and Fifth Street. The area today contains more than 200 buildings, most of which were constructed before 1955. Old town, however, covers only about two percent of the land area in the City. Its buildings

do not reflect the history of the surrounding area, which was primarily agricultural until after World War II. There are approximately 100 farm buildings within the City limits. Additionally, there are as many as 200 more buildings, constructed between 1945 and 1955, remaining in the City, most of which are residential structures concentrated in the Sand Hill area.

### Old Town

Thirty-three buildings along Main Street show the commercial development of Oakley. Five of the buildings in the center of the zone are architecturally significant. All five buildings were constructed or remodeled from 1925 to the early 1930s and have not been substantially altered since. Large display windows and lack of setback signal a time when most customers were pedestrians. The most prominent building in the group is the Oakley Hotel, which has four storefronts facing Main Street. The hotel is the most carefully designed structure on the street and the only one with two stories. Across Main Street is a trio of adjacent masonry structures with false fronts that typify small-scale commercial construction across California during the period.

The west part of the old commercial district is less cohesive and more oriented toward automobile traffic. Several of the buildings there are nevertheless more than 50 years old. Most notable is a collection of seven small dwellings opposite O'Hara Street that once formed an auto court. Four units, designed in the Tudor Revival Style, date from around 1930, while the former manager's building, originally a house, appears to have been constructed around 1910. The rest of the court appears to have been put up after World War II.

Missing from old town are many of the buildings that defined Oakley as a shipping point on the Sante Front elevation Railroad. The depot, which once was located beyond the end of Fourth Street, has disappeared, as have the Miller Cumming packinghouse and the Sesnon warehouse. Two other packing house buildings, constructed around 1915, remain north of the tracks from Sixth Street to Rose Avenue, although they have been somewhat altered. The

old almond growers' warehouse on Fifth Street has been more substantially changed. The lumber shed across the street also remains.

South of Main are three buildings that represent institutions important in the early development of Oakley. The Crossroads Community Church at 132 O'Hara Avenue, which was constructed for a Methodist congregation in 1908. With its 30-foot tower, the church is one of the town's most striking buildings. A block to the south at 210 O'Hara is the old Oakley Grammar School (later the county building). Although not highly ornamented, its wide facade, arched openings, and engaged Corinthian columns make the structure one of the City's most impressive public buildings. The oldest is the Oakley Women's Club building, located a block to the east at 204 Second Street. Constructed around 1905 as a church but looking more like a Craftsman bungalow, the building served as a clubhouse from 1916 to 1999. Although the institutional buildings are within a block of each other, they do not form a cohesive district.

The residential section of old town lies south of Acme Street. The houses vary considerably in age, with a few constructed before 1910 and a few after 1960. In the area east of O'Hara Avenue the houses are usually quite small, often containing (at least by outward appearances) only two bedrooms and one bath. Most homes in this area defy architectural classification. However, in the 1920s, many California Bungalow style homes were constructed in Oakley. Few residential units were constructed during the 15 years (1930-45) that marked the Great Depression and World War II. After that time, residential design had a horizontal emphasis with very little ornamentation.

The oldest buildings in the area, dating from 1905 to 1910, furnish clear links to the earliest days of Oakley. Among the most impressive is the two-story house, the former Walker House at 514 O'Hara, which has a classical portico with a pediment gable and four columns. More impressive because of their detailing and corner locations are two other residences developed around 1910. Both border Second Street—one at the southwest corner of Ruby, the other at the northwest corner of Star. Their bay windows

and half-width front porches are particularly noteworthy.

### Outlying Areas

By the early 1930s the number of farm structures within the present city limits might well have reached 500. Due to the small-scale nature of most of local agriculture in the twentieth century, the buildings were generally small and simple. Few farmsteads, containing a house, auxiliary buildings, and surrounding open land, remain today. Exceptions are the Emerson and former Burroughs dairies in the northeast corner of the City. Individual farm buildings, not always houses, are more common. Several trends have diminished the number of farm structures: the abandonment of ranching, the replacement of old houses with newer ones, and the conversion of land from farming to residential tracts.

Other reminders remain of the era between the world wars. Those associated with the Contra Costa Canal (canal and pumping plants) are especially important. The opening of the state highway led to residential construction on the outskirts of town along the road. Then, after WWII, the subdivision of land for residential development was popular throughout the region. By far the largest concentration of new construction occurred at “Sand Hill,” about a mile south of old town on State Route 4 at or near the site of a depression-era migrant labor camp. Building took place along six intersecting streets, each of which came to a dead end. By 1954 over 130 houses and a few other structures had gone up. Most of the buildings remain today.

### Historic Preservation Issues

Oakley’s historic resources are generally in need of official recognition. Additionally, different groups of potentially significant old buildings raise different preservation issues. The downtown commercial strip suffers from the underutilization of some buildings and the scarcely interrupted flow of traffic along Main Street. Some of the houses in the nearby residential area need maintenance, while others are losing architectural details as they undergo

renovation. Original windows, in particular, are vulnerable to inappropriate replacements. Insensitive rehabilitation may also become more prevalent in Sand Hill if the effects of economic good times begin to make an appearance there. Consideration of old ranch buildings, of critical importance because of Oakley’s agricultural heritage, forms part of a larger question of continued suburban development.

### Designated Historic Resources

In 1999, the federal government designated the route of the De Anza expedition as a National Historic Trail. The California Department of Transportation has begun a program to place signs along the autoroute of the trail, which is State Highway 4 through the City of Oakley. Nothing of the actual trail continues to exist in town.

## **OPEN SPACES RESOURCES**

### **Overview of Open Space Setting**

Open space is an important community amenity. Oakley’s open space resources include public and private open space and recreation facilities, lands, waterways, habitat areas, and agricultural lands. In addition to providing opportunities for recreation and leisure, open space and parkland enhance aesthetics and community character. This section describes the City’s existing open space resources and strategy to maintain and enhance such resources. Refer to the Park and Recreation Element and the Biological and Scenic Resources Sections of this element for additional goals, policies, and programs affecting the City’s open space resources.

### **Related Plans and Programs**

A number of plans and programs exist which directly relate to the goals of the Open Space and Conservation Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement.



California Environmental Quality Act

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Open space resources are considered an environmental impact under CEQA.

**Park and Recreation Master Plan**

The City has developed a Park and Recreation Master Plan identifying all existing and proposed park and recreation facilities within the City and surrounding areas. This document will serve as an implementation tool for the General Plan, consistent with the goals and policies of the Park and Recreation, Land Use, and Open Space and Conservation Elements.

**Designated Open Space**

Open space lands in the City of Oakley are included in several General Plan land use designations as listed below. For more detailed information regarding these land use designations, refer to the Land Use Element and corresponding land use map.

- ❑ Agriculture. This land use designation is primarily intended for agricultural uses, but allows limited residential uses.
- ❑ Agriculture Limited. This designation includes agriculture and low-density (rural) residential land use.
- ❑ Delta Recreation. This land use designation encompasses the lowlands of the San Joaquin Delta at the City's northwestern edge, most of which is located within the 100-year flood plain.
- ❑ Parks and Recreation. This designation includes publicly owned city, county, and regional parks facilities, as well as publicly or privately owned golf courses.
- ❑ Waterways. Waterways through Oakley include the Contra Costa Canal, Marsh Creek, and the Dutch Slough.

San Joaquin Delta

The predominant physical feature in Oakley is the San Joaquin Delta. This waterway serves as an open space area, sensitive plant and wildlife habitat, and recreational opportunity for the City. At the General Plan Vision Workshop on December 4, 2000, the participants expressed the desire to ensure that open space and natural landscapes remain a major component of lands near the Delta. Additionally, participants requested a focus on recreational development of the Delta to provide a center for tourism and a base for recreational activity.

Dutch Slough

The Dutch Slough area is a contiguous block of land that includes agricultural lands, ruderal lands and Delta frontage, providing riparian habitat, foraging and shelter opportunities for several resident and migratory wildlife species. For purposes of this General Plan, the term Dutch Slough refers not only to the Slough, but also the surrounding lands that are situated north of the Contra Costa Canal.

Dutch Slough is located along the northern boundary of Oakley, an area formerly identified by Contra Costa County as the M-8 Planning Area. This area is bisected by the Contra Costa Canal and is located east of Marsh Creek, west of Jersey Island Road and includes a portion of the land located between Cypress Avenue and the Contra Costa Canal. While the County designation of M-8 no longer applies to this land, a development agreement authorizing 4,000 homes on this property will remain valid until year 2006.

Private property owners have made an application to CALFED to establish a substantial wetland restoration area within the Dutch Slough area. Based upon this application and presentations by the property owner's representative, the City has removed the urban land use designations from lands located north of the Contra Costa Canal within the Dutch Slough area. This land has been designated as Delta Recreation by the City, a designation that will ensure the preservation of open space within the area, while providing the opportunity for

enhancement of biological resources and development of passive recreational activities.

### **Open Space and Conservation Plan Implementation Efforts**

In order to preserve and enhance the City's open space resources, the City will continue to implement existing tree preservation ordinances, implement the Parks and Recreation Master Plan, expand recreation trails and access to the Delta, and establish restoration programs for areas such as Dutch Slough. The City will also support the joint-venture use of open space areas to reduce City maintenance costs, and participate/cooperate with other jurisdictions in the region to enhance regional open space resources.

## **SCENIC RESOURCES**

### **Overview of Scenic Resource Setting**

Scenic resources in Oakley include predominant natural landscape features such as the Delta, Dutch Slough, Marsh Creek, agricultural and other open space lands, as well as the views of Mount Diablo to the west. The City wants to protect and preserve these valuable scenic resources.

### **Related Plans and Programs**

A number of existing plans and programs relate directly to the goals of the Open Space and Conservation Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

### *California Environmental Quality Act*

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Aesthetics (visual character) is recognized as an environmental impact under CEQA.

### **Heritage Tree Preservation Ordinance**

The City's Heritage Tree Preservation Ordinance was adopted as part of the Contra Costa County zoning provisions. The ordinance protects designated heritage trees, preventing the removal of such trees without approval of a tree permit.

### **Individual Scenic Resource Topic Areas**

The City's predominantly flat landscape is rich in scenic resources. Oakley's scenic resources include the waterways of the Delta, Dutch Slough, Marsh Creek, and Contra Costa Canal, habitat areas, and open space land. Other scenic resources include the view of Mount Diablo west of the City. At the General Plan Vision Workshop on December 4, 2000, one of the key issues identified was to preserve scenic resources and view corridors within Oakley.

Views of the Delta are only visible from the waterfront marinas and a public space located in a residential zone. Mt. Diablo can be seen from almost anywhere in the City, but mostly from those streets running east and west. The rural small town character is evident throughout the City, both in the historic downtown area along Main St. and in the agricultural areas to the south. For scenic areas that are planned for some amount of development, the application review process shall consider the feasibility of preserving or protecting the scenic qualities of the site.

# CHAPTER

# 7

# PARKS & RECREATION ELEMENT

## I NTRODUCTION

Park facilities and the opportunity for varied forms of recreation are a key component to the quality of life within Oakley. This Parks and Recreation Element provides the policy level foundation for providing these important facilities and programs within the community. A subsequently adopted Parks and Recreation Master Plan provides detailed and specific standards for achieving the park and recreation vision established in this element.

As noted, parks and recreation is a fundamental component of creating a desirable community. Within Oakley, recreational opportunities range from traditional active recreation, such as organized softball and soccer, to strictly passive recreation of nature observation and bird watching. Between these two extremes falls a range of activities enjoyed by many residents, including play and picnics within parks, walking, bicycle and equestrian trails throughout the community, and boating and fishing activities upon the Delta.

The provision of recreational opportunities at all levels is recognized as a key goal of the City of Oakley. Such programs will be pursued through various strategies and supported by funding sources ranging from developer dedications, local, state and federal grants, and, to some extent, by revenues generated by the City and its residents.

### General Description

This element consists of three major sections: The Introduction describes the history and context of park planning in Oakley; the Goals, Policies and Implementation Programs for City parks & recreation, trails, waterfront recreation, and regional & State parks, and the Setting, which provides supporting data for the previous section.

### Consistency with State and Federal Law

#### Minimum Requirements of the Parks and Recreation Element

The Quimby Act under Government Code §66477 provides for the establishment of local ordinances requiring the dedication of parkland, fees in lieu of, or a combination of both to be used only for the purpose of acquiring land for park purposes. The Act provides for the conditioning of new development at the tentative map stage to dedicate unimproved parkland at the minimum standard of 3 acres per 1,000 residents to a maximum of 5 acres per 1,000 residents. The parkland and/or in lieu fees are to be used for new or existing neighborhood or community parks or recreational facilities to serve the subdivision.

The General Plan proposes 6 acres per 1,000 residents of which 2 acres/1,000 is provided for neighborhood parks, 3 acres/1,000 is provided for community parks, and 1 acre/1,000 is provided for open space and special recreation areas.

State law requires cities and counties to prepare and carryout open-space plans that will, in conjunction with state and regional plans, accomplish “long-range preservation and conservation of open-space land within its jurisdiction.”

Specifically, the law provides for the preservation of open-space lands for a variety of uses, including outdoor recreation. The intent of the law is to protect the public interest in open-space land, and to recognize it as a limited and valuable resource that must be conserved wherever possible. The law further demands that local open-space plans contain specific action programs that the legislative body intends to implement.

Furthermore, the General Plan Guidelines require that assessments of open-space elements be addressed in the plan to include the following: areas of outstanding scenic beauty;

historic and cultural resources; public and private parks; points of public access to lakes, rivers and streams; scenic highway corridors; recreational trails. Bicycle and pedestrian routes and facilities must also be assessed.

### **Relationship to other elements of the General Plan**

The general plan is required to maintain consistency between individual elements. In the case of the park and Recreation Element, internal consistency must be maintained with the Land Use Element (designation of lands for park uses), the Circulation Element (consistency on non-vehicular circulation), and the Open Space and Conservation Element (passive recreation in nature areas).

### **ADA Compliance**

The Parks and Recreation Element addresses facilities that are typically subject to the Americans with Disabilities Act (ADA). Due to the public nature of park and recreation facilities, it is particularly critical that the City include accommodations that avoid barriers to access for persons with limited mobility.

## GOALS, POLICIES AND PROGRAMS

The City of Oakley strives to be recognized by 2007 as a model of civic participation and a vibrant Delta community where families live, work, play, shop and visit. Through implementation of the Parks and Recreation Master Plan and this Parks and Recreation Element, the community has expressed the following general goals for its parks, open space, and trail system.

### GENERAL PARKS AND RECREATION

**Goal 7.1** Develop and maintain a system of parks, recreational facilities and open space areas to meet the needs of the City of Oakley.

#### Policies

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| <p>7.1.1 Develop and maintain a park system that provides 6 acres of parkland per 1,000 residents.</p> <p>7.1.2 Offer a wide variety of indoor and outdoor recreational opportunities in proximity to all residents of the City, enabling residents to participate in activities that will enhance the quality of life in the community.</p> <p>7.1.3 Provide a full range of park and recreation facilities and programs for all community residents.</p> <p>7.1.4 Provide recreation services that enhance the quality of life and meet the changing needs of residents.</p> <p>7.1.5 Maintain and improve existing parks and develop new neighborhood and community parks in new residential neighborhoods as growth occurs.</p> <p>7.1.6 Provide park facilities in neighborhoods that are underserved or neglected.</p> <p>7.1.7 Provide sufficient playfields within the City to accommodate both practice and competitive demands for organized and informal activity.</p> <p>7.1.8 Develop and operate recreational facilities in the most efficient and economical method possible, providing multi-use facilities where feasible.</p> | <p>7.1.9 Design, develop and administer facilities and recreation services to avoid duplicating commercial and private facilities and services. The City will encourage private agencies to support or provide facilities needed to satisfy unmet needs.</p> <p>7.1.10 Consider multiple uses for open space land (i.e. land use buffer zones and green-ways for trails and linear parks, flood control basins for basin and park joint use, and school sites for neighborhood/community park joint use).</p> <p>7.1.11 Distribute public parks in Oakley to provide adequate community-wide facilities while emphasizing neighborhood recreation within walking distance of most residents. Different kinds of public parks and recreation facilities are required to serve a range of needs. Greenways and trails also constitute important ways in which residents use open space.</p> <p>7.1.12 Pursue a variety of financing mechanisms for the acquisition, development, long-term operations and maintenance of the parks, trails, and recreation system.</p> <p>7.1.13 Develop an Oakley Recreation Community Center. The recreation center should be designed to provide opportunities for community bonding, and offer venues for diverse and special events.</p> <p>7.1.14 Develop more fitness-related facilities for adults. Past attention has often focused on youth programs, and there is a strong need for more adult recreation facilities such as ball fields and basketball courts.</p> <p>7.1.15 Develop a community swimming pool facility for aquatic programs, youth team sports, adult fitness and recreation.</p> <p>7.1.16 Update all recreation facilities to meet ADA standards.</p> <p>7.1.17 Update all city and school district playgrounds for conformance to U.S. Consumer Product Safety Commission guidelines.</p> |
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## 7.0 – PARKS AND RECREATION ELEMENT

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- 7.1.18 Establish a facility refurbishment program to avoid deferred maintenance and maintain consistent quality of facilities. A playground equipment and surfacing replacement and improvement program will be developed and implemented upon adoption of the Park and Recreation Master Plan. The City will develop and implement park maintenance standards.
- 7.1.19 Require all development to dedicate parkland and/or pay in lieu, as well as pay impact fees sufficient to meet the added demand for parkland facilities.

### Programs

- 7.1.A Apply the following guidelines to achieve a ratio of 6 acres of park per 1,000 residents projected to reside in Oakley when the Parks and Recreation Master Plan is developed:

- Provide 3 acres of community parks, 2 acres of neighborhood parks, and 1 acre of open space and greenbelt per thousand population.
- Require all development to satisfy its obligation to provide a fair share of parkland and related improvements as required by state and local law.
- Consider and include portions of school sites as contributing to park obligations. Such proposals will be considered on a case-by-case basis depending on the location of the proposed school site to planned park sites and the likelihood that the school site will be available to the community as a joint-use facility.
- Consider and include privately owned and maintained landscape areas such as mini-parks, neighborhood greens or recreation centers as contributing to park obligations. Such proposals will be considered on a case-by-case basis depending on the purpose and nature of such areas, and the level of public access.

- Consider and include a percentage of the East Bay Regional Parks that are located within Oakley's sphere of influence as contributing to park obligations on the basis that the City contributes toward the costs for acquisition and maintenance of EBPRD facilities. That percentage will reflect the percentage of East Contra Cost County that Oakley residents constitute, currently 11%.
- Require the dedication and full improvement of required parkland by the property owner and/or developer (applicant) as a condition of the subdivision's project approvals including, without limitation, development agreements.
- Require the payment of applicable park impact fees in the amounts and at the time set forth in City's Park Impact Fee structure.
- Assign the lead role in acquiring and improving parks in the subdivision area to the developer applicant, as is typically done with the construction of other project-related improvements such as streets, sidewalks, storm drainage, water distribution and sewer collection facilities.

- 7.1.B The City may prefer to develop some portions of the required park acquisition and improvements on property that is not part of the subdivision. This would generally occur when the project is not large enough to dedicate and improve a meaningful amount of park land, or when the City plans to meet part of the 6 acres per 1,000 residents requirement through community-wide facilities that are not to be located within the development project. When fees are paid in lieu of park site dedication and improvement, they will be:

- Determined, assessed, and collected in a manner consistent with State law and the City's currently adopted Parkland Deduction Ordinance

- (Quimby Act) and restricted solely for parkland acquisition and improvement.
- Used for parkland and improvements that directly serve the subdivision project area unless a finding is made that the area is already served by existing neighborhood facilities. Fees may then be used for acquisition and development of community-wide facilities.
  - Used as a credit against, but may not eliminate, the obligation to pay Park Impact Fees.
- 7.1.C Establish minimum standards to be applied to the design and construction of new park projects in the City.
- 7.1.D When park dedication and improvements are to be made by the developer (applicant), establish phasing in the subdivision’s development agreement between the City and applicant or the conditions of approval for the project. While this will be clarified on a case-by-case basis, phasing should generally be as follows:
- Dedicate land at Final Map.
  - Complete all improvements by the time two-thirds of the units are available for occupancy.
  - Assume all maintenance costs for completed park projects for a minimum period of six months and until the Landscape and Lighting Assessment District zone specific for the subdivision is funded.
- 7.1.E Address the following issues on a case-by-case basis as part of the subdivision’s approval process:
- Amount of park to be dedicated and improved within the subdivision versus amount that will be met through the payment of in-lieu fees to meet the City’s overall park goal of 6 acres per 1,000 residents.
- Location, size, and type of park facility to be developed in the subdivision area.
  - Value of park land and improvements that will not be developed in the subdivision, the resulting amount of fees, and the payment schedule for fees to be paid.
  - Timing of park improvements and subsequent acceptance by the City.
  - Distribution of any in-lieu fees between neighborhood versus community parks and facilities and the need to redress any deficit in the availability of neighborhood parks in the vicinity of the subdivision.
  - The payment of Park Impact Fees at the time of building permit approval, subject to any credits for the dedication, per the Quimby Act, of parkland or the payment of fees in-lieu thereof.
- 7.1.F Acquire infill park sites in areas not included in park service radius, and identify potential pocket park areas.
- 7.1.G Monitor the Landscaping and Lighting assessment, the Park Land Dedication In-Lieu fees, and the Park Impact Fees to ensure that they remain consistent with the actual cost of acquiring, developing and maintaining recreational parkland. The fee structure should be reviewed annually to maintain consistency with costs.
- 7.1.H Annually review and adjust, as appropriate, all costs assessments including Park Land Dedication In-Lieu fees and Park Impact fees.
- 7.1.I Consider a local bond measure to provide capital for the acquisition and phased development of community park facilities through a community-wide election.
- 7.1.J Consider establishment of a formal advisory group for Parks and Recreation that would provide recommendations to the City Council on park issues.
- 7.1.K Coordinate planning among individual properties and other public agencies to

- ensure reservation of park sites with easy access for neighborhood residents. This should include provisions for an interconnecting system of trails and pathways throughout the community.
- 7.1.L Coordinate planning and development efforts with local school districts and the county flood control district. Participate with them, whenever feasible, in the construction, maintenance, and operation of joint use facilities.
  - 7.1.M Review all plans for development of parks, whether prepared by EBRPD, private developers or other parties to ensure that park development is consistent with the goals and criteria of this Element and the Oakley Parks Master Plan.
  - 7.1.N Inspect all existing playgrounds as required by Title 24 of the CA State Code for public facilities, and Title 22 for conformance to U.S. Consumer Product Safety Commission (CPSC) guidelines for potential safety hazards.
  - 7.1.O Establish collaborative efforts, working relationships and partnerships with other public agencies, nonprofit organizations, and the private sector to maximize development of park and recreation resources.
  - 7.1.P Explore the feasibility of reclaimed water as a source of landscape irrigation within parks.
  - 7.1.Q Update all recreation facilities to meet ADA and CPSC requirements as soon as possible.
  - 7.1.R Devise and implement a maintenance and refurbishment plan as soon as possible.

**COMMUNITY PARKS, PLAYFIELDS, AND RECREATION CENTERS**

**Goal 7.2** Provide a vital system of community parks, playfields, and recreation facilities to serve the residents of Oakley.

**Policies**

- 7.2.1 Develop 3 acres of community park per 1,000 residents for all new residential subdivisions either through land dedication or in-lieu fees.
- 7.2.2 Provide for two or three community parks with some common features and some special features in each.
- 7.2.3 Develop existing park sites and endeavor to provide parks or playfields for under-served neighborhoods.
- 7.2.4 Locate a community park generally within 2 miles of almost all Oakley residents. Parks should be located on a major arterial or thoroughfare, where impact to surrounding residential neighborhoods is minimized. If the community park should abut residential areas, those uses common to neighborhood parks would be used as buffers. Wherever possible, incorporate community parks and trails that are part of the Citywide trail network.
- 7.2.5 Design community parks to have a minimum size of 10 acres, comfortably 15 to 20 acres with an ideal size of 40 to 50 acres. As recreation activities will drive the design of the community park, these parks should host formal and organized recreation tournaments, and should meet adult recreation opportunities, which generally requires larger fields and therefore larger sites.
- 7.2.6 Grade land to have appropriate slope to support active recreation activities.
- 7.2.7 Eliminate all biological and/or ecological restrictions on land designated as active use areas within proposed park sites.
- 7.2.8 Design community parks to contain features that serve the community at large and provide economies of scale. Allocate at least 65% of the land to be available for active recreation. Appropriate features include:
  - Multiple play fields for organized play with lighting of some fields
  - Multiple play courts
  - Separate play areas for both school age and pre-school children



- Special features such as a skate park or playground with water play
- Areas for special events such as an amphitheater or festival facilities
- Group picnic as well as individual picnic areas
- Restrooms and concessions
- Parking
- Equipment storage

7.2.9 Include community facilities appropriate to community parks. Examples include, but are not limited to the following:

- Swim Centers
- Community Centers
- Senior Centers
- Day Care Facilities
- Public Libraries

**Programs**

7.2.A Provide community parks of sufficient size to meet the active and passive needs of the community at proposed build-out. Community parks will host organized, formal recreation activities such as sports leagues and tournaments.

7.2.B Meet the demand for athletic playfields by the following actions:

- Develop facilities on land owned by or dedicated to the City.
- Develop facilities on land to be acquired by the City.
- Assist in the development of facilities on land owned by partnering entities – flood control, schools, and the County.
- Assist in the development of facilities on privately owned land.
- Partner with the Oakley Union Elementary School District, the Liberty Union High School District, and other joint-use partners to provide athletic playfields and gymnasiums, with the City to assist in funding development when appropriate. The City will help

provide funding for renovation and maintenance of existing fields to ensure they are in safe playable condition.

7.2.C Seek to provide multi-use community centers to meet the indoor recreational needs of all segments of the community.

7.2.D Design facilities to meet multi-generational needs, space will also be available to address the specific needs of the senior population.

7.2.E Seek to establish special purpose parks or portions of community parks for: off-leash dog areas; equestrian center, trailer staging area and paths; roller blade and skate park; community gardens; and other special purpose facilities as may be determined by the community. If a community park abuts residential areas, those uses common to neighborhood parks would be used as buffers.

**NEIGHBORHOOD PARKS**

**Goal 7.3** Provide a network of neighborhood parks to adequately service the various neighborhoods within the City of Oakley.

**Policies**

7.3.1 Provide area for neighborhood parks at a rate of 2 acres per 1,000 residents.

7.3.2 Provide for 2 acres of developed neighborhood park per 1,000 residents from all new residential subdivisions through Land Dedication In-Lieu fees and/or Park Impact fees.

7.3.3 Develop existing park sites and endeavor to provide parks or playfields for under-served neighborhoods.

7.3.4 Focus on development of parks, not leftover residual space. Parks should not be used as buffers for surrounding developments nor used to separate buildings from the street. Views from surrounding streets should be considered in location of the park site and individual park features.

- 7.3.5 Front at least 50% of a park's frontage onto a public street. For perimeters not bound by a street, woodlands, creeks, agricultural uses or other significant open space features are desired over backyard fences. Where backyard fences are unavoidable, they should be screened through the use of trees and shrubs. Surrounding buildings should have windows and entries onto the park.
- 7.3.6 Design neighborhood parks to conserve natural features including creeks, heritage trees, and significant habitats. However, parkland dedicated for active recreation should not have biological and/or ecological restrictions on land usage.
- 7.3.7 Locate parks no more than 1/2 mile walking distance for most residents. Attempt to avoid major street crossing for most residents to access a neighborhood park.
- 7.3.8 Design and locate neighborhood parks based on a preferred size of 5 to 6 acres with a minimum size of 2 acres. The park size of 5 to 6 acres would allow for the incorporation of lawn play areas of sufficient size to accommodate informal field sports.
- 7.3.9 Suitability of potential neighborhood park sites to be determined by the following guidelines:
- Grade land to have appropriate slope to support active recreation activities.
  - Eliminate or avoid biological or ecological restrictions on land usage.
  - Design the ratio of park width and length to be no thinner than 1:3 to promote functional usages of park.

- 7.3.10 Design neighborhood parks to meet the specific needs of the neighborhood that it serves. Appropriate features include, but are not limited to:
- Multi-purpose lawn areas for informal play
  - Picnic and gathering areas
  - Small play structures, with separate structures for pre-school and school-aged children
  - Small court game areas
  - No parking facilities
  - No permanent restroom facilities

**Programs**

- 7.3.A Plan neighborhood parks as subdivision and development occur. When consistent with the Oakley Parks Master Plan, required land should be identified, dedicated, and improved for recreational use.
- 7.3.B Collect Park Dedication In-Lieu fees for subdivision of parcels where dedication of land would not be desirable or consistent with the provisions of the Parks and Recreation Master Plan. Park Impact fees should be collected for all residential subdivisions subject to the fee.

**SPECIAL PURPOSE FACILITIES**

- Goal 7.4** Provide a system of creek corridors and special purpose facilities to serve the residents of Oakley.

**Policies**

- 7.4.1 Provide area for special purpose facilities and shoreline access at a rate of 1 acre per 1,000 residents.

- 7.4.2 Provide special facilities as determined by community need and support, either as separate facilities or combined with neighborhood or community parks (providing appropriate separation of uses):
- Off-leash dog areas or parks
  - Equestrian center and arena
  - Trails
- 7.4.3 Manage shoreline and regional parks along Oakley’s waterfront such as the Big Break and Dutch Slough shoreline in a manner that provides for appropriate public access and enhances the natural environment.
- 7.4.4 Meet Bay Conservation and Development Commission (BCDC) standards for waterfront access and shoreline development.
- 7.4.5 Support and encourage boat access and marinas. Consider additional marina facilities if proposed and appropriate.
- 7.4.6 Restrict or prohibit public access to certain open space and shoreline areas as needed for preservation purposes.
- 7.4.7 Minimize impact of future development in the shoreline area on the environmental health of natural systems.
- 7.4.8 Designate special purpose facilities as receiver sites for public and private mitigation projects subject to approval by the City Council.
- 7.4.9 Public park uses adjacent to the Delta should meet the following criteria:
- Related primarily to water activities
  - Compatible with surrounding residential and commercial activities
  - Available for year round use and enjoyment
  - Provision for barrier-free public access and use for active and passive recreational and social enjoyment
  - Balance between retention of natural resources and the creation of hard urban features

- 7.4.10 Connect special purpose facilities, shoreline, and regional parks, whenever possible, by trails and paths. Use of trails by pedestrians, joggers, bikers or other non-motorized transportation, or equestrian activity shall be determined and posted as necessary..
- 7.4.11 Protect the visual accessibility of waterways by avoiding future development that creates visual barriers adjacent to or along the water’s edge.
- 7.4.12 Promote the development or preservation of a private or public marina with boat launching and berthing facilities, fuel dock and waste pump-out station, restrooms and showers, laundry facilities, bait/tackle/food store, day use, overnight camping and RV parking areas, fishing pier, and restaurant.

**Programs**

- 7.4.A Provide one (1) acre of special recreation facilities, shoreline, and trails per 1,000 residents either through Land Dedication In-Lieu fees and/or Park Impact fees for all new residential subdivisions.
- 7.4.B Require proposed development, streets, and parks along the waterfront to maintain and enhance views of the Delta through the development review process.
- 7.4.C Pursue public and private partnerships needed to acquire necessary land and to improve a public or private/public commercial recreation area at Dutch Slough.
- 7.4.D Investigate the financial ramifications of public and privately owned launch ramps and fishing piers, including costs of acquisition and development, operations, and ongoing refurbishment, including the possible needs for channel dredging.
- 7.4.E Partner with EBRPD and other stakeholders to plan and complete a comprehensive shoreline trail system with connections to downtown Oakley.

**TRAILS**

**Goal 7.5** Establish and maintain a comprehensive system of local and regional trails linking open space, neighborhood parks, community parks and recreation centers, libraries and schools, public transportation nodes, governmental buildings and commercial uses throughout Oakley to provide for pedestrian, equestrian and bicycle circulation.

**Policies**

- 7.5.1 Construct trails to provide transportation, exercise, and connection to nature and leisure opportunities for Oakley residents.
- 7.5.2 Construct short feeder trails to connect proposed developments to the regional trail system.
- 7.5.3 Provide easements to connect new neighborhoods to such amenities as parks, neighborhoods, and commercial centers of not less than 20 feet in width.
- 7.5.4 Provide public greenbelt corridors along major arterials
- 7.5.5 Provide easements along stream corridors of not less than 100 feet in length and 20 feet in width.
- 7.5.6 Construct trails, whenever possible, for multiple uses (i.e., pedestrian, bicycle and equestrian).
- 7.5.7 Whenever possible, separate the activities (i.e., pedestrian, bicycle and equestrian) of multi-use trails, by providing easements on each side of major arterials, to provide safe resolution of potential conflicts between users, animals, and vehicles.
- 7.5.8 Construct trails, whenever possible, to be accessible to persons with disabilities.
- 7.5.9 Construct trails to provide for proper grading, drainage and erosion control.
- 7.5.10 Construct pedestrian trails to have a surfaced width of 6-8 feet (emergency and service vehicle accessible) providing sufficient space for two people to walk abreast.

- 7.5.11 Construct Class 1 bicycle trails to have a surfaced width of 8 feet with shoulders of 2 feet to allow riders to pass safely.
- 7.5.12 Provide clearance over trails of not less than 7 feet for pedestrian and bike trails, and not less than 9 feet for equestrian trails.
- 7.5.13 Provide trail fences, directional signage, gates and bollards to protect the safety of trail users and adjacent properties. Provide equestrian trails to connect stables or ranchette development with regional trails.

**Programs**

- 7.5.A Encourage and coordinate efforts with the EBRPD, EBMUD, CCWD and the Contra Costa County Flood and Water Conservation District for the implementation of:
  - Diablo-to-Delta regional trail along the Marsh Creek channel
  - EBMUD Aqueduct right-of-way
  - Big Break to Antioch Pier regional trail along the shoreline
  - Delta de Anza Trail regional trail along the Contra Costa Canal
  - Railroad trails along the Santa Fe and the Southern Pacific Right-of-Ways
  - Big Break Regional Shoreline
  - Staging areas and access points

**BASIN PARKS**

**Goal 7.6** Establish multi-use recreational and drainage detention facilities where feasible and appropriate.

**Policies**

- 7.6.1 Construct basins that are of adequate size for standard playing fields.
- 7.6.2 Provide adequate access (pedestrians, bicycle and equestrian) to detention basin park sites to encourage diverse uses.
- 7.6.3 Place detention basin parks within close proximity to complementary uses such

- as residential development, schools, natural areas, and public resource facilities.
- 7.6.4 Use fencing and gates to maintain safety and restrict access to unsafe areas such as pump stations.
- 7.6.5 Grade basin side slopes to less than 5:1 to allow for mowing and maintenance.
- 7.6.6 Grade basin bottom to a maximum cross-slope of 2% to allow for positive drainage.
- 7.6.7 Encourage use of low flow piping to speed drainage from detention basins in order to minimize water accumulation and ground saturation within basins.
- 7.6.8 Place new basins adjacent to schools and parks for dual usage.

**FUTURE PARKS PLANNING**

**Goal 7.7** Continue to refine, update and expand the City’s Parks and Recreation Master Plan to reflect the goals of the community.

**Policies**

- 7.7.1 Involve community residents, including children and seniors, in the planning of park and recreation projects.
- 7.7.2 Develop and adopt specific standards for park and recreation facilities within Oakley.
- 7.7.3 Maintain and update the Parks and Recreation Master Plan on a regular basis to ensure facilities are adequate and appropriate as Oakley grows and as community needs change.
- 7.7.4 Update parks inventory on a regular and scheduled basis to reflect additions and changes.
- 7.7.5 Review and update fee schedule for capital improvements annually to meet City standards.

**Programs**

7.7.A Provide a community forum for Master Plan refinement by outlining proposals for location, size, timing, acquisition,

- capital improvements, and financing of parkland and recreation needs as additional information becomes available.
- 7.7.B Determine the size standards for each park classification. These standards are the minimum acreage needed for facilities supporting the activity menus for each park classification and represent not only the acreage requirements, but also reflect sufficient acreage in passive and undeveloped open space for quality park and recreation area design.
- 7.7.C Define areas where new parks should be sited to meet existing deficits. Incorporate the defined areas into the General Plan to provide a basis for reserving property for future recreation needs. Such measures are needed to meet the standards of both parkland distribution and acreage.
- 7.7.D Prepare a community/neighborhood park and recreation survey form to be periodically utilized in identifying local goals, attitudes, opinions, needs and other factors that might relate to the efficient and cost-effective provision of recreation facilities and programs.
- 7.7.E Determine the types of park facilities desired and land required. The City of Oakley needs to identify the spaces and facilities required to meet the community real-time recreation demand, which includes the minimum amount of park land needed to accommodate not only the specific facilities, but also the space needed for the unprogrammed recreation activities.
- 7.7.F Maintain and update an inventory of parkland and facilities in Oakley. This inventory should be reviewed on a regular basis.
- 7.7.G Collate and review park maintenance standards for surrounding cities.
- 7.7.H Adopt construction standards within the Parks and Recreation Master Plan that establish the minimum design and construction standards for new park projects. The City’s Standards should include:

- Guidelines for park design, construction document preparation, developer responsibilities and inspection requirements.
- City standard General Condition's specification section for City construction projects.
- City standard for technical specifications, section numbers and formatting, for park and streetscape projects. These specification sections make up the "backbone" of the specification package.
- City standard details typically used in park/streetscape projects.
- Additional information and specification sections specific to the project and recorded in the contract documents to ensure that all project parameters are covered.

7.7.I Guide future decisions regarding financing mechanisms using the following principles:

- Equitably distribute costs based on benefit received. Costs for new infrastructure and public amenities should be borne by developers, property owners, and where appropriate, by the public.
- Consider sources of both capital and on-going maintenance revenue as a part of any financing strategy to ensure that all improvements can be maintained without placing an undue burden on either adjacent property owners or the City of Oakley.
- Structure development fees and assessments so that they distribute costs equitably among various land uses, and do not serve as a disincentive to uses desired by the City.

- Continue a diversified program of funding for park acquisition and maintenance and recreation programming. Incorporate a variety of funding mechanisms including but not limited to: Park Facilities Impact Funds, Park Land Dedication/In-Lieu Fees, Landscape and Park Assessment Districts, grants, federal funding, cooperative agreements with the school districts and flood control districts, creation of local trusts, Mello-Roos Community Facilities District, corporate sponsorship and bonds.

7.7.J Implement a park facilities impact fee that would be collected at time of building permit issuance by doing the following:

- Adopt an implementing ordinance and resolution.
- Maintain an updated master plan indicating park standards and the types of facilities anticipated to accommodate growth.
- Maintain an annual Capital Improvement Program budget to indicate where fees are being expended to accommodate growth.
- Provide an appropriate credit at time of building permit issuance for lots that are part of any subdivision that previously dedicated parkland or paid an in-lieu fee with credits calculated and granted separately for land dedication and park improvements, and no commingling of credits unless agreed to by the City;
- Comply with the annual and five-year reporting requirements of Government Code 66000 et seq.;
- Identify appropriate inflation indexes in the fee ordinance and allow an automatic inflation adjustment to the fee annually.

# SETTING

## INTRODUCTION

There have been seven public workshops addressing parks issues held in the City of Oakley dating back to 1997. The public workshop data indicates that a major underlying concern of the community is the strong need for more open, green spaces and recreation facilities in Oakley. This concern points to the larger issue of the overall benefits of community and neighborhood parks in providing the social infrastructure for community bonding, which is a crucial factor for Oakley's long-term quality of life.

Public input reflects a general consensus that the existing recreation facilities and programs are insufficient, and that there is a clear need for more parks and recreation programs as well as improvements on current recreation facilities.

The results from the diverse surveys and meetings also indicate similarities in the interests of residents. Some of these include: a desire for a multi-use learning, recreation and meeting center; a desire to build out proposed parks and increase available recreation opportunities, particularly sports fields; a need to address the opportunities as well as constraints of trails and parks; and a general concern for public safety as well as ecological and historical preservation.

## HISTORY OF PARKS PLANNING IN OAKLEY

Parks planning for Oakley was initiated in 1988 when the Contra Costa Board of Supervisors adopted the first Oakley Parks Master Plan. The 1988 plan attempted to establish goals and priorities for parks in the Oakley community. The 1988 plan was not utilized effectively and therefore development did not accomplish the outlined goals.

Following revision of the County General Plan in 1991, the Oakley Parks Master Plan was updated to maintain conformance with the County General Plan. The updated Oakley

Parks Master Plan adopted in 1993, took a realistic look at parkland opportunities and strategies needed to achieve the goals of the community. The 1993 plan contained updated technical data, new maps, inventories of existing facilities, population projections and neighborhood analysis, as well as park standards and prototypes. The 1993 plan provided a guide to the planning and development of future parks and recreational facilities in the Oakley community, with implementation to occur as funds became available.

In 1999, the newly incorporated City of Oakley became responsible for the provision of local parks. At that time the City initiated an update of the Oakley Parks and Recreation Master Plan. Information and policy direction compiled for the new Master Plan has provided the foundation for this Parks and Recreation Element. The updated Oakley Parks and Recreation Master Plan is anticipated for adoption in early 2007.

## CITY OF OAKLEY PARKS MASTER PLAN

As noted, the City has been actively involved in preparing the first Parks Master Plan to be adopted by the City of Oakley. During the preparation of this new Master Plan, the community has provided input, made recommendations, and helped to establish park and recreation priorities. The new Parks and Recreation Master Plan will dovetail with the City's General Plan and will provide the detailed implementation programs needed to expand local public recreational opportunities, in conformance with the findings of the study.

The City of Oakley Parks and Recreation Master Plan – 2020 (Master Plan) serves as the basis for the General Plan Parks and Recreation Element. While this Element provides the overall policy statement for Oakley's park and recreation facilities, the Master Plan will provide recommendations for the day-to-day tasks, as well as standards for planning future parks and recreation facilities.

### Review of Related Agencies

Several levels of the government and private sector provide recreation facilities and services to area residents. Prior to incorporation, Contra Costa County, through its General Plan, the planning process and support by the Oakley Parks and Recreation Master Plan, had the primary responsibility for ensuring proper placement and development of recreation facilities, and facility relationship to other land uses. Both existing and potential local and regional recreation facilities and activities were considered in those documents.

Prior to incorporation of the City of Oakley, the community requested that Contra Costa County establish a local Oakley Municipal Advisory Committee (OMAC) to hold public meetings, review development proposals and planning issues, and make recommendations regarding important community issues to the County Planning Commission(s) and the Board of Supervisors. It was at the request of OMAC that the 1988 and 1993 parks master planning studies were undertaken.

Upon incorporation, the City of Oakley City Council assumed policy authority for the City, ending the formal role of the County and the OMAC in determining City of Oakley policy.

### Regional Partnerships

The Oakley community will require park and recreation facilities that may be beyond the City's financial means for the foreseeable future. In such cases the City will work cooperatively with local and regional entities to serve the needs of the community. Major projects and potential partnerships include:

Oakley Recreation Community Center. A summary look at the needs assessment for the recreation center points to some general as well as specific issues and priorities that can be considered in analyzing recreation needs for park land development in the City of Oakley at large. It is apparent from the expressed interests of the Advisory Committee and the community that the citizens of Oakley desire a comprehensive learning, recreation and meeting center that

serves the entire community. Many of these similar interests were also voiced in a survey of 630 area households that was conducted to determine the interest in a new full-facility Delta YMCA. For a community center to be viable and valued by the community, it must house sufficient and diverse facilities to attract users on an ongoing basis. Therefore, the goal of the proposed facility will be to serve a mixture of community users with a variety of facilities and programs. The results of these surveys and meetings have been included on the master plan for this project: a recreation center, library, swimming pool, skateboard park, trail staging area, open space, and a basketball court.

Delta Science Center at Big Break. The site for the Delta Science Center is located at the southwestern edge of Big Break lagoon within the City of Oakley and consists of 40 acres, slightly over one third of which are tidal wetlands. The land is owned by the EBRPD, who has offered to make some of it available for use by the Delta Science Center.

The Center will encourage people of all ages and backgrounds to appreciate, understand, and become active stewards of the Bay-Delta ecosystem. The Center will offer access to an integrated program of education, research, and restoration.

Contra Costa County/TRANSPLAN. On- and off-street bikeways exist, and there is an East Bay Bike Coalition working on the east county bikeway plan. Cal Trans has a competitive grant program that can help adopt the needed bikeway plan.

East Bay Regional Park District. The EBRPD is responsible for preserving and managing the shoreline and trails. The EBRPD can work on unique preservation and education opportunities, environmental sciences, and partnering to improve access to the wetlands areas and educate on natural resource protection.

CALFED Wetland Restoration. The City has entered into Memorandums of Understanding in support of a proposed wetland restoration project to be located north of the Contra Costa



Canal in the Cypress Corridor Special Planning Area. This partnership offers the potential for trail improvements, dedication of a regional park site, and enhancement of public access to the Delta, in addition to promoting restoration of wildlife values within Oakley.

## CITY PARKS AND RECREATION

### Existing Park Facilities

Parks in the Oakley area are mostly located on school properties, Flood Control properties, or other joint-use sites. Figure 7-1 Existing and Proposed Parks (See Parks Master Plan, Chapter 3, Map 2) identifies parks sites throughout the community and Figure 7-2 (See Parks Master Plan, Chapter 8, Map 7) Park Site Service Areas, depicts the appropriate service area for each park site.

Over the years, sites have been developed and maintained under school/park joint use agreements with the Oakley Union Elementary School District or Contra Costa County with maintenance funded by the Parks Landscape and Lighting Assessment District. These joint use agreements normally detail how all aspects of the joint use will be funded, developed, and maintained.

Park/School project agreements normally hold the City, formerly the County, responsible for improvements and cost sharing of District maintenance operations, while the School District provides land, insurance, utilities, and maintenance operations.

The existing agreements provide for joint school/community use areas and for public park use. The term “joint school/community use” describes areas that are used exclusively by the schools during the school day and are available to the public after school hours and on weekends, while “public park” or “day use” describes those portions of the site that are available to the general public for use during all daylight hours.

More recently, the City, or the County on behalf of the City, has developed some park sites, as separate public recreation facilities. These sites

are operated by the City and maintained by the County or by private maintenance contractors under agreements with the City.

There are two basic park types in Oakley – neighborhood and community parks. Neighborhood parks generally abut residential areas and have amenities such as play areas, picnic areas, gathering areas, and open turf. These parks have turf areas suitable for informal play, practices, and scrimmages, but not formal games. Community parks are designed to serve the needs of several neighborhoods up to the whole community. These parks are intended to host organized, formal recreation leagues and tournaments to meet adult recreation opportunities that would require larger fields and therefore larger sites. The community parks sit on arterials, and if they abut residential areas, those uses common to neighborhood parks would be used as buffers. Within the category of community parks are two sub-categories. One category is a dual-use community park. This can be seen at the future pending park site at Laurel Crest Park, which is a combination of a 5.3-acre detention basin and a 4.7-acre potential park site, with approximately 6.1 acres available for active park use. A second category is a community gathering area for special family events and festivals. This type of community space is envisioned for the future pending civic center and plaza.

The parks described below are developed and operational, either as a City park or a park/recreational facility developed and operated under joint use agreement with the Oakley Union Elementary School District or the Contra Costa County Flood Control District. The locations of these and additional park sites are identified on Figure 7-1 (See Parks Master Plan, Chapter 3, Map 2), Existing and Proposed Parks.

1. **Briarwood Park:** This 2 acre neighborhood park is located at 101 Michelangelo Drive. Park amenities include: lawn area, playground, a 1/2 basketball court, barbeques, picnic tables, water fountain, and a bicycle rack.

## 7.0 – PARKS AND RECREATION ELEMENT

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2. Claremont Bay Park: Neighborhood mini-park of 10,789 square feet, located at Bayside Way. This park currently includes: parking spaces (5 regular and 1 handicap), concrete entry way with concrete benches, and small grass play area.
3. Creekside Park: This 3 acre neighborhood park is located at 3900 Creekside Way. The park includes a lawn area, playground structure, tables, barbeques, BMX and skate park, a water feature, and a walking trail.
4. Crockett Neighborhood Park: Neighborhood Park of 4.66 acres, located between Empire Avenue and Richard Way. This park is owned by the City and currently includes: Parking for 25 cars, maintenance building and dumpster enclosure, portable toilet with enclosure - potable water and sanitary sewer stubs are available for a future restroom building, bike rack area, tree shaded group picnic area with tables and barbeques, single picnic tables on pads with barbeques, play apparatus area with play structure and swing and a separate sand box area, basketball and tennis courts, undulating concrete path system with litter receptacles, security lighting, drinking fountains, irrigation system with well, and landscape planting.
5. Cypress Community Park: This 6 acre neighborhood park is located at 4001 Frank Hengel Way. The park includes: lawn area, a playground, a water feature, tables, ball fields, barbeques, water fountain.
6. Freedom High School: Library attached to High School offers opportunity for joint interests. The Environmental Sciences curriculum may be able to benefit the parks program and the community (i.e. wetlands). The high school also offers a childcare curriculum and childcare on site. There is also an open class period where seniors can come and go, as well as information for community volunteerism and work.
7. Freedom Soccer Fields: This 8.46 acre neighborhood park is located adjacent to Freedom High School at 1040 Neroly Road. The park includes soccer fields, a turf area, tables, and a walking trail.
8. Gehring Elementary School: School and community joint use playfields and park area of 4.2 acres, located at the northwest corner of the school site off Highway 4 at West Bolton Road. Joint use park area currently includes: Baseball/softball field and basketball courts, overlay soccer fields and open turf, picnic area with tables and barbeques, restrooms and drinking fountains, apparatus play areas, and parking.
9. Harvest Park: This small neighborhood pocket park is just 1,000 square feet. It is located on Harvest Circle. This park currently includes: picnic tables, and landscape planting & turf area.
10. Heartwood: This 1.5 acre neighborhood park is located at 240 Heartwood Drive. Park amenities include: play equipment, picnic tables and benches, landscape planting and a turf area.
11. Heather Park: Neighborhood mini-park of 6,968 square feet, located at the corner of Canterbury Lane and Claremont Lane. This park currently includes: concrete path with wood benches and picnic table, small grass area, play structure in sand play area, and drinking fountain.
12. Holly Creek Park: This 3.0 acre neighborhood park is located within the Cypress Grove Subdivision at 4762 Hagar Court. This park currently includes: lawn area, playground with a shade structure, tables, barbeques, shade area, bicycle and walking trail, and a 4 acre basin.
13. Lakewood Drive Park: This .58 acre mini-park is located at 1882 Lakewood Drive. The park features a small grass area, a playground, tables and benches, a barbeque, and a bicycle rack.
14. Laurel Ballfields Park: Playfield and neighborhood park of 13.63 acres, located on the north side of Laurel Road. The detention basin park site is owned by Flood

- Control and developed and operated by the City under a joint use agreement. This park currently includes: parking for 113 cars with a drop off turnaround bulb, maintenance building with a separate maintenance access drive, dumpster enclosure and litter receptacles, basketball court, perimeter path system for access and jogging, 3 youth ball fields with backstops, grassed infields, dugouts, and player benches, overlay soccer fields and open turf, picnic area, potable water piping in place for future drinking fountains, and irrigation with well and landscape plantings.
15. Laurel Elementary School/Nutmeg Park. Currently, 2.56 acres of this park site are developed and improved. It is located just south of the existing Laurel Elementary School and connects to Nutmeg Drive. This park site will connect to the school's play fields under a joint school/community use agreement, resulting in about 6.5 acres of usable park and school space. Some preliminary ideas for the site include a day use area with an apparatus area for 3 to 5 year olds, a sand box, picnic facilities, and portable toilets, to be connected by a path system linking the park with the school, open grass areas with landscaping to complement the school playfields, and an irrigation water well system.
  16. Main Street Park. Small passive park site of 17,685 square feet, located at the corner of Main Street and Gardenia Avenue. This park currently includes, meandering walks, benches with litter receptacles, and turf and landscape plantings.
  17. Magnolia Park: A neighborhood park of 5 acres located at 5301 Daffodil Drive. The park includes: playground, skate feature, tables, and a little league practice field.
  18. Magnolia Park (Parcel G): A mini-park consisting of 1.6 acres located to the south of the intersection of Daffodil Drive and Geranium Drive. The park includes: a playground, picnic tables, basketball, a walking trail, landscape planting and a turf area.
  19. Manresa Park: This .26 acre mini-park is located at 1088 Clear Lake Drive. Park amenities include a grass area, benches and tables.
  20. Marsh Creek Glenn Park. This 2.4-acre neighborhood park site fronting on the south side of the extension of Hill Avenue will be improved and dedicated to the City as part of the current Marsh Creek Glenn Subdivision. Elements such as picnic tables, benches, trail connections to Marsh Creek Trail, play apparatus, and landscape features will be included.
  21. Novarina Park: This 2.18 acre neighborhood park is located at 100 Brown Road. Park amenities include a lawn area, playground with dinosaur dig feature, and picnic tables.
  22. Nunn- Wilson Family Park: This 3 acre neighborhood park is located at 100 Oxford Drive. Park amenities include: play structures, adult fitness area, water feature, lawn area, picnic tables, barbeques, and a basketball 1/2 Court.
  23. Oakley Elementary School. School and community joint use playfields and park area of 4 acres, located at corner of Norcross Lane & West Ruby Street. Joint use park areas currently include: 4 Softball fields, overlay soccer fields and open turf, basketball and tennis courts, group picnic area with tables and a group barbeque, tot lot with swings and climbing structure, school age play structure, concession /storage building, and restrooms and portable toilets.
  24. Oakley Fire District. A mini-park consisting of approximately 1/5 of an acre at Oakley Fire Station #93 at the southwest corner of Second and Acme Streets is open for public use and offers a tree-shaded grassy lawn area with 2 picnic tables.
  25. Oak Grove Park: This .8-acre neighborhood park is located at the end of Oak Glen Drive in the Oak Grove. Park amenities include: picnic tables, a play

apparatus area, turf area, and mature oak trees and landscape plantings.

26. O'Hara Park Middle School. School and community joint use playfields and park area located at the corner of O'Hara Avenue & Cypress Road. Public day use park area (3 acres) currently includes: Tot lot with play structure, youth area with play structure, picnic tables and barbecues, free play turf and soccer fields, group picnic area with tables and barbecues, drinking fountain, portable toilets with enclosure area, small parking lot and bike rack. Joint School/Community playfields area (14.5 acres) currently includes: 2 Softball fields, overlay soccer fields and open turf, basketball and tennis courts, and parking.
27. Riata Park: This is a 1.5 acre min-park located at 607 Saddlebrook Way. Park amenities include: play equipment, benches, tree shaded area with picnic tables, and landscaped planting and a turf area.
28. Shady Oaks Community Park: This 5 acre neighborhood park is located at 247 Cedar Glenn Drive. Park amenities include: playground, tables with checkers and chess boards, water feature - mister pole bocce courts, a baseball field, basketball, and a water fountain.
29. Simoni Ranch Open Space: This 1 acre park is located at 20 Simoni Ranch Drive. Park amenities include: picnic tables, and an open turf area.
30. Summer Lake Community Park: This 17 acre Community Park is located at 4020 Summer Lake Drive, and is within the Sumer Lakes development. The park features playgrounds, picnic tables, basketball, baseball fields, a soccer field, a tennis court, restrooms, gazebo, and barbecues.
31. Vintage Elementary School. School and community joint use playfields and park area located along Rutherford Lane. Public day use park area (approximately 7,000 square feet), currently includes: Tot lot with

accessible play structure and swing, small sand play area, picnic tables and barbecues, and portable toilet. Joint School/Community playfields area (4.2 acres) currently includes: softball field, overlay soccer fields and open grass area, youth play apparatus area with fitness and play structures, swings, and parking.

### **Review of Alternative Park Resources**

While no Contra Costa County parks are located within the City limits of Oakley, there are several alternative parks in the vicinity. Currently several East Bay Regional Park District preserve and park facilities either exist, are in the planning stages, or are proposed for the City of Oakley area:

#### Antioch/Oakley Regional Shoreline Park

The Antioch/Oakley Regional Shoreline Park is a newly completed 7.5-acre day use park at the end of Bridgehead Road in the City of Oakley.

#### Big Break Regional Shoreline

The Big Break Regional Shoreline, owned by the East Bay Regional Park District, is 1668 acres. Much of the property is under water or tidal marshlands, with some uplands along the southerly edge.

The much anticipated Delta Science Center is being planned for the uplands area on site just to the east of the existing Foundation Constructors property. A third property is required to complete and fill a significant hole in the center of the planned park. The 90 plus acre parcel is to be dedicated by the Hoffman Company, but has not yet been accepted. When the Hoffman parcel is accepted, the shoreline park will total in excess of 1,758 acres. The Hoffman property is important, as it is required to allow for the completion of the Big Break Shoreline Trail as planned.

California's Delta Master Recreation Plan identifies Big Break as an area of scenic beauty and unique resource warranting preservation and management in the public interest.

Legless Lizard Preserve

The Legless Lizard Preserve is a 7.5-acre site, which includes some tree-covered sand dunes at the westerly end of the property that was found to be a natural habitat for the legless lizard. The site is owned by the East Bay Regional Parks District and is located between the AT&SF railroad right of way and Walnut Meadows Drive in the Big Break area. The site is a home to an endangered species of the legless lizard and was fenced off to provide protection and a habitat for research and study. Approximately 1.5 acres is set aside for the preserve and about 6 acres is available for a park and/or open space.

Nearby Regional Parks

Several other regional park and preserve sites, owned and operated by the Park District, are in proximity to Oakley:

The Black Diamond Mines Regional Preserve, nearly 3,700 acres, and Contra Loma Regional Park, approximately 772 acres, are both located in the hills south of the cities of Antioch and Pittsburg.

The Round Valley Regional Preserve, about 2,070 acres and the Morgan Territory Regional Preserve, about 4147 acres, are both located south of Brentwood in the Mt. Diablo foothills and northwest of the Contra Costa Water Districts Los Vaqueros Watershed.

The City of Brentwood Park Facilities are also available. As of April 2000, Oakley and Brentwood currently have joint youth recreation leagues over 41-56 acres of parkland. (Hansen Associates Management & Technology Consulting, June 24, 1999). It is anticipated that there will be continued joint use of these recreation facilities.

In addition, a variety of state agencies exert influence over the Delta, Eastern Contra Costa County and, therefore, Oakley. Those agencies primarily concerned with recreation include the

State Department of Parks and Recreation, the Department of Fish and Game, ~~and~~ the State Resources Agency, and the Delta Protection Commission, amongst others.

The closest state-operated recreation area is Frank's Tract State Park, located northeast of Bethel Island, covering 3,310 acres, and consisting mainly of open water surrounded by perimeter levee remnants. The park is maintained for water-oriented recreational activities, but currently lacks both park and public boat-launching facilities. Private marinas and launch facilities on Bethel Island, Big Break, adjacent sloughs, and public boat ramps in Antioch and Pittsburg provide water access to the Tract.

Brannon Island State Recreation Area, about eight miles north of the Antioch Bridge on Highway 160, is a Delta recreation park with a swimming beach, boat launch, and campground. Across the highway from the park is the Windy Cove windsurfing access, which provides facilities for windsurfers and fishermen.

Mt. Diablo State Park, a 20,000 acre state park surrounding Mt. Diablo, offers some of the county's finest recreational attractions and provides camping and picnic facilities as well as over 150 miles of scenic hiking trails. Vehicular access is from the west side cities of Walnut Creek and Danville.

It should be noted also that the Delta region provides a variety of recreational opportunities including fishing, hunting, boating, camping, picnics, and viewing nature. In a survey to study recreation uses of the Delta conducted by the Delta Protection Commission in 1996, Contra Costa had the highest percentage of people partaking in recreation activities along the Delta region. (See Appendix B) The summary list of top ten counties of origin for boaters and anglers reveals the importance of proximity of residence to the Delta as a factor for people to visit and have recreation activities at the Delta.

Table 7-1

**OAKLEY PARK FACILITIES INVENTORY**

(See Parks Master Plan, Chapter 3, Table 3.1)

**TABLE 7-2**

(See Parks Master Plan, Chapter 3, Table 3.2)

A look at the existing recreation and park facilities in the City of Oakley clearly indicates the need for more parkland development. With the pattern of development and rate of population growth, it seems that the City should not only acquire neighborhood park sites, but also seek towards the acquisition of large-scale community park sites. Historically, Oakley has primarily developed parks in joint-use agreements with the local entities. Most of the parkland in the existing total park acres is owned by the schools and the Flood Control District. These joint-use agreements can continue to provide much needed recreation facilities for Oakley.

As much as the existing recreation facility suggests a strong need for more open, green spaces in Oakley, it is also important to keep in mind the overall benefits of community and neighborhood parks to property values and to the provision of social infrastructure which is so crucial in any City's long-term development. With the need for more community and neighborhood parks comes the importance to create non-profit organizations and diverse support groups to promote philanthropy and raise funds for the community. Especially in light of the high percentage of non-compliant parks in Oakley, the ADA and CPSC funding should be included in every fiscal year budget.

Recreational resources have been in very short supply in the community of Oakley. As there is no prior tax base, funding source available or any provisions in the City's budget for recreational programming and services, the community has had to look to other sources for programs to meet their recreation and leisure needs. Beginning in FY 2002-2003, a small

amount of funds has been allocated for recreation programs. While the existing recreation facility inventory indicates a strong need for more green spaces in Oakley, the existing recreation resources here suggests the rising need for partnerships and benefits-based programs to help support recreation resources for the community. Both recreation resources and facilities not only contribute to Oakley's social infrastructure by promoting community bonding, but also contribute to the City's long-term growth.

Prior to the formation of the Brentwood Parks and Recreation Department as a City agency, the Brentwood Recreation and Park District (BRPD), a district supported by user fees and partially by property taxes from a relatively small area, provided most recreation programs for all of far east County. It was apparent that Brentwood's facilities and programs were heavily impacted due to the recreational needs of Brentwood plus the other far east County communities including Oakley, Knightsen, Bethel Island, Byron, and Discovery Bay.

It is apparent that recreation resources in Oakley are seriously deficient. In light of current growth and development trends, the City needs to identify and develop more spaces and facilities to meet the community's changing needs. It should be noted again that with the strong need for more recreation resources comes the important need for more non-profit organizations to support groups that promote philanthropy and raise funds for the community to support more recreation resources.



**Table 7-3**

**EXISTING PARK FACILITIES MATRIX**

(See Park Master Plan, Chapter 3, Table 3.4)



Figure 7-1 Existing and Proposed Parks (See Parks Master Plan, Chapter 3, Map 2)



Figure 7-2 Park Site Service Areas (See Parks Master Plan, Chapter 8, Map 7)



## FACILITIES STANDARDS AND GUIDELINES

### NRPA – Park, Recreation, Open Space and Greenway Guidelines

The National Recreation and Park Association (NRPA) describes a facility guideline as an expression of an amount of space required for a specific recreation facility, such as a children’s playground, a picnic area or a softball diamond. The Park, Recreation, Open Space and Greenway Guidelines present the facility standards for a menu of facilities needed for basic recreation activities. The guidelines provided are essentially adopted from the 1983 publication, with the emphasis on the fact that the planner must consider not only the Level of Service (LOS) but also the amount of space needed to safely develop and use facilities. These facility standards are only useful as guidelines, and the publication holds the conviction that each community must shape basic facility standards and park classifications or definitions to fit individual circumstances.

#### Accessibility Standards for Facilities Design

The federal law, the Americans with Disabilities Act (ADA) and Title 24 of the California State Code mandate that all public facilities must be reasonably accessible to and usable to all populations. It is recommended that each park planning agency incorporate guidelines and legal standards that are provided in Recommendations for Accessibility Guidelines: Recreational Facilities and Outdoor Developed Areas 1994, NRPA.

The Americans with Disabilities Act (ADA) was signed into law in 1990. Title 24 includes State of California guidelines dealing with accessibility standards which are sometimes more restrictive than the ADA. These laws require that people with disabilities have equal access to the same public facilities that are available to people without disabilities. Facilities that receive public funds must be accessible and usable by people with disabilities.

For state and local governments and any public accommodation that would include park district facilities and programs, the ADA requires the following:

- ❑ Newly constructed buildings and facilities must be readily accessible.
- ❑ Renovations or alteration of existing buildings and facilities must be readily accessible.
- ❑ Barriers to accessibility in existing buildings and facilities must be removed when it is “readily achievable”.

Some minimum requirements include but are not limited to:

- ❑ One accessible route from site access point, such as a parking lot, to the primary accessible entrance must be provided. A ramp with a slope of no greater than 1:6 for a length of no greater than two feet may be used as part of this route. Otherwise a slope of maximum 1:12 is allowed.
- ❑ One accessible public entrance must be provided.
- ❑ If toilets are provided, then one accessible unisex toilet facility must be provided along an accessible route.
- ❑ Only the publicly used spaces on the level of the accessible entrance must be made accessible.
- ❑ Any displays and written information should be located where they can be seen by a seated individual and should provide information accessible to the blind.

#### Proposed Access Guidelines for Play Areas

In July 1998, the Architectural and Transportation Barriers Compliance Board (Access Board) proposed to amend the Federal American with Disabilities Act Accessibility Guidelines (ADAAG) by adding a special application section for play areas, which would ensure that newly constructed and altered play areas are readily accessible to and usable by children with disabilities. These recommendations are proposed and are not adopted. The following is a summary of the new proposed rules for play area.

**Access Route**

- ❑ Provide a minimum of one accessible route within the boundary of the play area that connects all accessible features.
- ❑ In play areas over 1000 sq. ft. an accessible route is a minimum 60” wide. In play areas under 1,000 sq. ft., a minimum route is 44” wide with a 60” radius turning space along the route.
- ❑ Route width can decrease to 36” for a maximum 60” to accommodate natural features or create a play experience.
- ❑ An elevated access route can be a minimum of 36” and can be reduced to 32” for a maximum distance of 24” (primarily intended for composite play structures).
- ❑ One of every different type of play component on the ground plane must be accessible and must be on an accessible route.
- ❑ 50% of all fixed benches along the accessible route are to have:
  - Clear space for a wheelchair beside the bench.
  - Back and arm rests.
- ❑ Ramps along the accessible route on the ground cannot exceed a 1:16 slope.

**Play Equipment**

An accessible play component:

- ❑ Has a clear space on the same level for turnaround.
- ❑ Can be transferred for use with entry points located 11”-24” above the clear ground space.
- ❑ Supports manipulative features (driving wheel, game panels, etc.) within appropriate reach ranges of: 2-5 year olds: 20”-36”, 5-12 year olds: 18”-40”).

**Number of accessible play components:**

For all play equipment:

- ❑ 50% of the same type of elevated play components must also be available on the ground unless all elevated components are accessed by a ramp.

- ❑ One of each different type of play activity on the ground must be accessible.
- ❑ Under 20 elevated components:
  - 50% of all components must be accessible and accessed by either transfer platform or ramp.
- ❑ Over 20 elevated components:
  - 25% of all components must be accessible either by transfer platform or ramp.
  - 25% of all components must be accessible by ramp.

Oakley currently does not have any structures that are accessible by ramp. New community wide facilities should incorporate structures with ramp access.

**Playground Safety Compliance**

- ❑ Parks and playground safety guidelines are governed by State Code (Senate Bill No. 2733) which adopted the Consumer Product Safety Commission (CPSC) Guidelines.
- ❑ Existing and newly installed playground apparatus areas should be inspected by a Certified Playground Safety Inspector who shall inspect for compliance with current safety regulations and Americans with Disabilities Act access requirements. The inspections are aimed at reducing safety risks associated with slides, surfacing and climbing structures. Each play component and play area surfacing must meet or exceed ASTM safety standards.
- ❑ Each playground apparatus area shall have an initial inspection to establish compliance or lack thereof with the current State regulations including ASTM safety standards and ADA access.
- ❑ Life threatening features shall immediately be removed from service until they can be corrected or repaired.
- ❑ A prioritized maintenance program of repairs and modifications needed to meet or exceed State regulations shall be established and scheduled.
- ❑ Establish a standardized periodic inspection and maintenance program (daily, weekly, or monthly depending on usage) for each playground area. Train staff to perform



periodic inspections and make appropriate repairs needed.

- ❑ If any playground apparatus area receives significant modifications, new play structure or apparatus or change in surfacing, the playground should be re-inspected by a Certified Playground Safety Inspector to review the modification or new equipment for compliance with safety requirements.

## TRAILS

Trails and trail connections are a very important element to the parks and recreation infrastructure of Oakley. People use trails for many reasons, but probably the most common are:

- ❑ Transportation (walking, jogging or biking as a substitute for the car).
- ❑ Exercise (walking jogging, riding or biking as forms of physical fitness).
- ❑ Connection to nature and adventure (pedestrian, equestrian & non-motorized users linking to regional parks and preserves).
- ❑ Leisure (out for a stroll and leisurely bike or horse ride).

Unlike its neighboring cities, Oakley has a distinct equestrian heritage as can be seen in community affiliations such as the East County Horsemen’s Organization (ECHO). In light of Oakley’s equestrian heritage, the development of trails beholds implications to larger issues of planning, management, economic & recreation opportunities, and public safety constraints.

Generally speaking, the development of a trail system in Oakley must take into account a variety of users and reflect safe resolution of potential conflict between users, animals, and vehicles. In addition, trails need to be as “accessible” as possible, considering terrain and topography. “Accessible” trails and paths provide for all users extending benefit to older adults and children, families with strollers and people with disabilities.

The City of Oakley and its surrounding area will provide the hub for a network of important multi-use regional trails which will provide

shoreline access at Big Break and the Marsh Creek Channel and connect to proposed Regional parks at Morgan Territory and Round Valley and to Mt. Diablo State Park. The Delta de Anza Trail will connect the Delta with other regional trails in central and western Contra Costa County.

While the regional system provides primarily recreational trails, the local trail system will provide interconnections within the local community and linkages to the regional trail system. The bicycle lanes will serve as a functional adjunct to the local traffic circulation system. Figure 7-3 (See Parks Master Plan, Chapter 4, Map 3) Existing and Proposed Trails, depicts a system of trails, generally providing for multiple types of uses, that extends through the City. The City will pursue construction of this system of trails in conjunction with local advocacy groups, neighboring communities, and regional and state entities.

### Current and Proposed Regional Trails

#### EBMUD Aqueduct

This right-of-way is approximately 11 miles in length and 100 feet wide running from the Delta to the area of Black Diamond and Contra Loma Regional Parks. Although most of the aqueduct is underground, the most eastern portion nearest the Delta is above ground. The aqueduct right-of-way traverses land which is currently primarily in agricultural use. A hiking and riding trail would be feasible; however, there may be some conflict with neighboring owners. This trail may ultimately be a part of Mokelumne Coast to Crest trail extending from the Sierra to San Francisco Bay.

#### Marsh Creek

The Marsh Creek Regional Trail is a 7-mile paved north-south trail between Oakley and Brentwood (with southerly extensions of 7 more miles proposed). This trail meanders along the Marsh Creek flood control channel and connects to the Marsh Creek to Big Break access trail. Some areas are improved channels and others remain natural. The Contra Costa Flood Control District has plans for major

improvements along this drainage where subdivisions are occurring. The trail intersects the Delta de Anza Trail and the EBMUD right-of-way.

### Delta de Anza Trail (along Contra Costa Canal)

Development of portions of the Delta de Anza Trail in the City has been completed. The Park District has also completed construction of a 2-mile segment from Cypress Road to Neroly Road in Oakley. The canal itself extends from Lone Tree Way (existing Regional Trail) in Antioch to Rock Slough in Oakley. This project was scheduled for completion in 1992-1993. The Park District has a planned project to extend the trail approx. 8 miles.

### Big Break to Antioch Pier

This 5-mile trail would run along the shoreline at Big Break from Marsh Creek Road to Big Break Road, then move inland near the Santa Fe railroad tracks south of the DuPont property, and then north along the road to Antioch Pier.

The District should be receiving a dedication, as a condition of approval, of approximately 90 acres from the Hofmann Company at Big Break, which will provide about 1 mile of upland frontage for the trail. The required acquisition west of Big Break Road is expected to be difficult.

### **Railroad Rights-of-Way**

Two railroad rights-of-way pass through major portions of Eastern Contra Costa County. The Santa Fe right-of-way runs approximately 11 miles from the Big Break area in a southeasterly direction through Knightsen to the EBMUD aqueduct then follows the aqueduct out through the Delta. The Southern Pacific right-of-way bisects the county diagonally running approximately 15 miles from near Antioch, along the westerly edge of Oakley and through Brentwood, Byron, and just southwest of Clifton Court Forebay. Additional rights-of-way that might be utilized for future trail use have been developments occurring along the north side of the railroad corridor in the Big Break area.

### **Potential Local Trails**

A Class I local multi-use trail is planned for the Oakley area and shown in Figure T-1. It begins at the trail access to the Delta De Anza trail at the north end of Brown Rd, then runs south on the east side of Brown Rd., and along the south side of Carpenter Rd from its westerly intersection with Neroly Rd., to Hwy. 4. It should then transition to the south side of Hill Avenue and continue east to connect to the Marsh Creek regional multi-use trail system.

The City of Oakley and its surrounding areas have the potential to provide a hub for a network of important multi-use trails that could provide shoreline access and connect to proposed regional parks. While these regional trail systems provide primarily recreational trails, the local trail system could provide interconnections within the local community and linkages to the regional system. Oakley's strong equestrian heritage becomes part of a larger consideration of issues related to city planning, management, and public opportunities & constraints in the process of planning for the development of trails.

The following are general development guidelines for typical trail elements:

- ❑ New plans for residential and commercial development should provide access and feeder trail systems that are consistent with the intent of the trails plan.
- ❑ Careful consideration of some important design criteria is necessary in the general layout and design of a trail system.
- ❑ The functional and aesthetic qualities must be considered and balanced against the long-term fiscal impacts and transportation and recreation considerations.
- ❑ A trail system should provide a variety of experiences by emphasizing existing natural features and including areas of special interest.
- ❑ The design should take advantage of and preserve existing natural features such as scenic views, valleys, open spaces, tree covered areas, aquatic sites, and existing plant material.

- The design should allow the trail system to flow with the contours and grade changes of the land in order to maintain harmony with the surroundings. It should also make logical connections to other facilities, for example: parks, shorelines, trails, schools and libraries, and commercial areas, etc.

### **Multi-use**

As the Oakley area is particularly fortunate in having important regional trails to serve its recreational trail needs, the community trails system will primarily function to help provide access and staging areas and to provide important inter-community connections between schools, residents and the business districts. In order to reduce security and costs of maintenance, the local feeder trail connections will be kept as short and open as possible.

### **Pedestrian Trails**

Routing. Short local feeder trails should connect the planned regional trail system with the community. In order to keep operational costs to a minimum, local bicycle and pedestrian trails should utilize the public street and sidewalk system whenever possible. Some short connections connecting streets or cul-de-sacs with primary trails may be considered.

Engineering. Pedestrian trails should normally have a surfaced width of 6-8 feet (emergency and service vehicle accessible) providing sufficient space for two people to walk abreast. Over-head clearance should be maintained at over 7 foot.

Grades and Drainage. The varying grades of the land must be addressed in the design and general layout of the trail. Path design will be different depending on grades and slopes. The native material of the trail corridor, slope, and intensity of run-off will determine the technique used in grading. The easiest method of drainage is to cross-slope the path, sheeting water across rather than concentrating or intensifying it. Culverts may be used to convey concentrated flows of

water under the path. Appropriate erosion control methods (i.e., gravel, rip-rap, sand bags) should be provided at both the inflow and outfall. Wherever feasible, the trails must be designed to be accessible to persons with disabilities.

Surfacing. Pedestrian trails in the urban setting should be paved with asphalt cement for all-weather use. In some cases, other materials, i.e. compacted quarry waste, might be used to provide a change in texture, an interim surfacing or initial construction cost savings. The surfacing should be contained by redwood header board systems or appropriate shoulders. Proper grading, drainage and sub-grade compaction are essential for the success of any paving.

Fencing. Local trails through residential neighborhoods should be fenced to protect adjacent properties or to protect the trail user from dangerous areas. Appropriate signage, bollards or fencing should be provided at trail-street crossings both to warn the trail user of a possible conflict situation with traffic and to prevent unauthorized vehicular access to the trail system. Gates and/or removable bollards should be provided in order to allow access to the trail corridor for emergency and service vehicles.

### **Equestrian Trails**

Routing - Typically, equestrian trails should be provided to connect stables or ranchette development with the regional trail. Where possible, equestrian trails should be separate from pedestrian and bike trails and vehicular roadways. Engineering - Typically, equestrian trails have the same requirements as pedestrian trails, except that a 9-foot vertical clearance is to be maintained. Grading and drainage considerations are the typically the same as those of pedestrians.

Surfacing. Equestrian trails are not normally hard surfaced. Compacted soil and quarry wastes are the usual surfacing. Consideration should be given to dust control along soil-surfaced trails through residential neighborhoods. Large diameter gravel should not be used.

Fencing. Fencing and bollard/gate considerations are the same as those for pedestrian trails. Hitching posts and watering troughs might be provided at trail connections or other appropriate locations.

### **Bicycle Trails**

A system of bicycle trails should be provided through the Oakley Area, interconnecting schools, parks, commercial centers, and the planned regional bicycle trail system.

While the regional bicycle trails will normally be separated from automotive traffic, except for on-grade street crossings, local bicycle trails will probably need to be accommodated on the street system.

#### *Bicycle Trail Classifications*

Class I Bike Route (Bike Path, Bike Trail). A bike path is completely separated from vehicular traffic for the exclusive use of bicycles. It is separated from vehicular facilities by space, plant materials, or physical barriers such as guardrails or curbing. This class of bicycle trail is often located in parks, schools or areas of scenic interest.

Class II Bike Route (Bike Lane). A bike lane is a lane on the paved area of a road reserved for preferential use by bicycles. It is usually located along the edge of the paved area or between the parking lane and the first motor vehicle lane. It is identified by “Bike Lane” or “Bike Route” guide signs and marked by special lane lines and other pavement markings. Bicycles have exclusive use of a bike lane for longitudinal travel, but must share it with motor vehicles and pedestrians at crossings.

Class II Bike Routes are often preferred where pavement width is adequate to accommodate a separate lane, or where speeds of auto traffic are in excess of 30 M.P.H.

Some controversy exists over the need for striping bike-lanes on a street, as opposed to simply identifying a route along an existing street with adequate lane widths. Before a route is striped, careful consideration should be given to simply designating the street as a route with just directional and destination signs. The decision regarding whether or not to stripe the bike lane must be made in cooperation with the traffic engineers of the jurisdiction involved.

Class III Bike Route (Shared Route). A shared route is a street identified as a bicycle facility by “Bike Route” signing only. A white shoulder line may or may not be provided. There are no special lane markings, and bicycles share the roadway with motor vehicles.

Typically the Regional trail system will consist of Class I bike routes, and the local system will consist of Class II and III bike routes incorporated into the local roadway system throughout the community. By providing bike lanes or extra wide streets with shoulders sufficient to meet the design standards, these trails can be provided without adding to the operations and maintenance cost burden of the City. In areas where the roadway is dangerous, 8-foot wide sidewalks are used for local routes (Class I).

### **Greenways, Trails and Bike Routes**

Greenways should be linear open space that either connects Oakley’s recreation facilities or protects scenic or biotic resources. Wherever possible, the greenways should provide recreational opportunity and/or preserve habitat. Greenways should not be leftover pieces of land that have no connection to other components of Oakley’s trail and park system or habitat areas. Greenways should be dedicated along major riparian and drainage corridors, existing canal and railroad right of ways and as agricultural buffers

Figure 7-3 Existing and Proposed Trails (See Parks Master Plan, Chapter 4, Map 3)



## WATERFRONT RECREATION

### *Community Waterfront Vision*

At the current time, there is no feeling of community ownership of waterfront properties. The development of a waterfront community along the shoreline in Oakley would give unique opportunities for people to enjoy commercial, recreation and residential mixed uses in the City. Many cities such as Rio Vista and Suisun City, currently have successful and thriving waterfront communities, which could serve as reference models if Oakley had such future development opportunities.

The City of Rio Vista's waterfront plan contains a variety of projects that remedy current and anticipated problems, and contribute significantly to many long-term goals for the community. These projects include: building upon the City's existing pedestrian friendly environment; incorporating key points for public transit access, a general clean up of city-owned lands to promote city-wide safety and security; additional public parking to accommodate commercial development while still encouraging pedestrian access to the center downtown area; additional bicycle facilities; streetscape improvements; traffic calming; protection of community; historic and environmental resources; and socio-economic benefits to the lower income community.

Suisun City has a thriving waterfront redevelopment vision, among which three major ongoing projects deserve to be noted: the construction of 23 single-family homes (2,700 to 2,800 sq. ft.) with 400 sq. ft. for commercial activity, a Comfort Inn project which will have 100 rooms, and an adjoining 8,000 sq. Ft. conference center, and the Harbor Park Residential Development, which is a 55-unit mixed price single-family development across from City Hall.

### **Waterfront Opportunities**

Oakley's waterfront opportunities currently include marinas and the EBRPD Big Break Shoreline. To date, there are two privately owned marinas within the City limits – Big

Break and Luaritzen which is located at the foot of the Antioch Bridge.

Recently the Big Break Marina facility was purchased by a private investor who indicated that the facility would be improved and made available to the public for fishing and boating access as a private for-profit facility.

In 2000, the City of Oakley became concerned about the potential for loss or reduction of recreational and commercial/recreational opportunities in the Big Break area. Due to these concerns the City of Oakley incorporated the site into the City's redevelopment boundaries, thus providing a means for orderly planning and development of the marina area.

In addition, potential waterfront opportunities exist at Dutch Slough, a future 100-acre community park north of E. Cypress Road. Plans for Dutch Slough include a wetlands preserve, special purpose facilities and community recreation.

At a minimum, any shoreline development should incorporate the Bay Conservation and Development Commission (BCDC) standards for public access to the Bay Edge. The BCDC was created in 1965 to protect and manage coastal resources on a large and complex scale. In addition to the BCDC, the California Environmental Quality Act (CEQA), the Suisun Marsh Preservation Act, and the Federal Coastal Zone Management Act (CZMA), provide important policies and regulations that relate to regional resource management.

It should be noted also that the Delta region provides a variety of recreational opportunities including fishing, hunting, boating, camping, picnics, and viewing nature. In a survey to study recreation uses of the Delta conducted by the Delta Protection Commission in 1996, Contra Costa had the highest percentage of people partaking in recreation activities along the Delta region. The top ten counties of origin for boaters and anglers underscore the importance of proximity of residence to the Delta as a factor for people to visit and have recreation activities at the Delta.

Big Break Regional Shoreline

The East Bay Regional Park District (EBRPD) has, over a period of several years, acquired properties along the eastern Big Break shoreline. More recently, the EBRPD purchased property to the east of the Foundation Constructor’s site, which will provide additional access to the water and the planned home for the proposed Delta Science Center. A discussion follows in the summary section of EBRPD Regional Recreation Facilities.

**REGIONAL AND STATE PARKS**

**State Recreation Facilities**

A variety of state agencies exert influence over the Delta, Eastern Contra Costa County and, therefore, Oakley. Those agencies primarily concerned with recreation include the State Department of Parks and Recreation, the Department of Fish and Game, the State Resources Agency, and the Delta Protection Commission, among others.

The closest state-operated recreation area is Frank’s Tract State Park, located northeast of Bethel Island, covering 3,310 acres, and consisting mainly of open water surrounded by perimeter levee remnants. The park is maintained for water-oriented recreational activities, but currently lacks both park and public boat- launching facilities. Private marinas and launch facilities on Bethel Island, Big Break, adjacent sloughs, and public boat ramps in Antioch and Pittsburg provide water access to the Tract.

Brannon Island State Recreation Area, about eight miles north of the Antioch Bridge on Highway 160, is a Delta recreation park with a swimming beach, boat launch, and campground. Across the highway from the park is the Windy Cove windsurfing access, which provides facilities for windsurfers and fishermen.

Mt. Diablo State Park, a 20,000 acre state park surrounding Mt. Diablo, offers some of the county’s finest recreational attractions and provides camping and picnic facilities as well as over 150 miles of scenic hiking trails. Vehicular

access is from the west side cities of Walnut Creek and Danville.

**EBRPD Regional Recreation Facilities**

In 1981, far eastern Contra Costa County, the area encompassed by the Liberty Union High School District boundaries, was annexed to the East Bay Regional Parks District (EBRPD). At the time of this annexation no division of the tax base was made to financially assist the park district with the provision and maintenance of regional facilities in this area.

With the passage in 1988 of Measure AA, the Regional Open Space, Wildlife, Shoreline & Park Bond, funds became available to implement specific projects in the EBRPD Master Plan. In 1991, with the establishment of the East Contra Costa County Landscaping & Lighting Assessment District No. 1 for the area of the EBRPD encompassed by the Liberty Union High School District, funds became available to the Park District for operation and maintenance of its projects in the far eastern county area. The District’s current assessment is \$19.70 per single family parcel which generates approximately \$379,000 for operation and maintenance of regional park and trail facilities in the far eastern county.

In the Draft Framework for an Open Space Protection and Enhancement Funding Measure for Contra Costa County, the document proposes twenty-two percent of the \$126,000,000 total funding measure for open space funding in Contra Costa County as a pass through to local governmental agencies for park and recreation services. An allocation of \$27,700,000 or \$28.48 per County resident is recommended for this purpose. The City of Oakley was included in the list of community priority projects with a funding allocation of \$711,100. The document also cites flagship projects of which the North Contra Costa Wetlands and Riverfront category provides funds that can be spent from Pinole to Oakley on waterfront land acquisition, trail and facility development for public use. A total funding measure of \$5,000,000 is reserved for these and other related shoreline acquisition purposes.



## DETENTION BASIN PARKS

The City of Oakley is evaluating the potential for using detention basins as conjunctive recreational facilities. One such conjunctive use facility, Laurel Ball Fields, has already been developed which combines a basin for storm water detention with multi-use sports fields and a parking area.

The following criteria must be considered as the City develops joint use facilities that combine recreational uses within detention basins:

- ❑ The primary use of such facilities will be for storm water detention, and the recreational facilities must not significantly impair the proper functioning of the detention basin.
- ❑ Recreational improvements within basins must be designed such that substantial damaged to facilities will not occur due to periodic flooding.
- ❑ Adequacy of the basin to function for storm water detention, such as capacity, detention time, location of inlets and outfalls, soil permeability and percolation rates, must be primary considerations in basin design, with recreational components of secondary concern.
- ❑ The relative amount of upland area and flat area significantly influence the choice of possible recreation facilities that might be constructed. For example, a ball field requires a maximum cross-slope of 2 percent over a 200 ft. wide area. Basin side slopes in excess of 5:1 are difficult to mow and maintain.
- ❑ Safety considerations should include the size and location of inlets and outfalls, presence of restricted access areas such as pump stations, and the size and placement of fencing and gates. A review of existing infrastructure to address these safety concerns is recommended.

The location of the sites for potential dual use of recreation and storm water retention drives a number of important recreation considerations. Access to the site, including vehicular, bicycle and pedestrian, is largely a function of proximity to existing roads, paths and residential development. These in turn influence the type of recreation uses and number of visitors that a site may need to accommodate.

Site suitability may be influenced by activity types and land uses in adjacent areas. While proximity to residential development would facilitate better access and use of park site, noise and traffic disturbance associated with park activities could negatively impact surrounding neighborhoods. The function of the park could be affected negatively by commercial or industrial activities that create noise, emissions or traffic.

Certain land uses that are highly complementary to park development include schools, natural areas, and public resource facilities such as libraries or community centers. Park sites located near such land uses could have joint use opportunities with the City to share maintenance resources and facilities, and to develop cooperative programming.

Detention basins are designed to use infiltration to recharge the aquifer and reduce the amount of water passing through the basin. Depending on the local climate, highly permeable soils may require supplemental irrigation to support grass and other plantings associated with the park facilities.

# CHAPTER

# 8

## HEALTH AND SAFETY

### INTRODUCTION

This Element addresses issues related to geologic and seismic hazards, flooding, hazardous materials, public protection and disaster planning, and fire hazards.

#### General Description of the Element and Various Components/Sections

A Health and Safety Element is a required element of the General Plan. It establishes a framework of objectives, policies and implementation programs that will be the basis for proficient land use planning to reduce unreasonable risks and protect public health and welfare.

In accordance with the State General Plan Guidelines, the Health and Safety Element includes maps of known hazards including seismic and geologic hazards, floodplains, and other hazards. This chapter addresses ground shaking, fault displacement, liquefaction, subsidence, levee and dam failure, tsunamis, hazardous materials, fire hazards, and public protection and disaster planning.

#### Organization of the Element

The Health and Safety Element is organized into three main sections; 1) an Introduction section that includes an overview of the element and its consistency with State law; 2) a Goals, Policies and Implementation Programs section covering the following four categories: geologic and

seismic hazards, flooding, hazardous materials, and public protection and disaster planning; and 3) a Settings section that describes existing conditions in each of the four categories described above.

#### Consistency with State Law

California Government Code Section 65302(g) requires that a Health and Safety element be included in a General Plan, and more specifically mandates that the element address the following:

*"...the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, tsunamis, seiches, and dam failure; slope instability leading to mudslides and landslides; subsidence, liquefaction and other seismic hazards identified pursuant to Chapter 7.8 (commencing with Section 2690) of the Public Resources Code, and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified geologic and fire hazards.... "*

## 8.0 – HEALTH AND SAFETY ELEMENT

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This element has been prepared in conformance with all mandatory requirements of state law. Specific topics addressed include:

- ❑ Geologic formations and soil types
- ❑ Seismic hazards, including surface faulting, seismic shaking, ground failure, and liquefaction
- ❑ 100-Year floodplain locations
- ❑ Flood hazards, including stormwater and tidal inundation, tsunami and seiches, subsidence, and canal, dam and levee failure
- ❑ Wildland, Peat soil, and urban fire hazards
- ❑ Risk of upset, including propane, at Randall Bold Water Treatment Plant and along railroad tracks
- ❑ Miscellaneous hazards, including agricultural spraying, hazardous cargo, and disaster planning

### *Relationship to Other Elements of the General Plan*

The Health and Safety Element is expected to affect land use policies and hence is coordinated with the Land Use Element. Health and safety considerations may affect the Open Space and Conservation and Public Services and Facilities Elements, and may present additional justification for lowering density in conjunction with land use decisions, based partly on seismic and flood risk. The Health and Safety Element is also related to the Housing and Circulation Elements in that it discusses hazards that may affect decision-making in these issue areas.

## GOALS, POLICIES AND PROGRAMS

The following are the Goals, Policies, and Implementation programs for each of the eight sections listed above in the Setting section of this Element.

### GEOLOGY AND SEISMIC HAZARDS

**Goal 8.1** Protect human life, reduce the potential for serious injuries, and minimize the risk of property losses from the effects of earthquakes, including fault rupture, ground shaking, and liquefaction - induced ground failure.

#### Seismic Hazard Policies

- 8.1.1 Recognize that a severe earthquake hazard exists and reflect this recognition in the City's development review and other programs .
- 8.1.2 Include a thorough evaluation of geologic-seismic and soils conditions at risk in all significant land use decisions (General Plan amendment, rezoning, etc., affecting 10 acres or more).
- 8.1.3 Require the design of structures for human occupancy for satisfactory performance under earthquake conditions.
- 8.1.4 Prohibit the erection of critical structures and facilities whose loss would substantially affect the public safety or the provision of needed services, in areas where there is a high risk of severe damage in the event of an earthquake unless appropriate engineering and construction practices are applied to ensure structural stability.

#### Ground Shaking Policies

- 8.1.5 In areas susceptible to high damage from ground shaking (Modern sediment Zone identified on Figure 8-1, Faults and Seismic Stability), geologic-seismic and soils studies shall be required prior

to authorizing public or private construction.

#### Faults and Fault Displacement Policies

- 8.1.6 Prohibit construction of structures for human occupancy, and structures whose loss would affect the public safety or the provision of needed services, within 50 feet of known active faults as referenced in the Alquist/Priolo Act.
- 8.1.7 In areas where active or inactive earthquake faults have been identified, the location and/or design of any proposed buildings, facilities, or other development shall be modified to mitigate possible danger from fault rupture or creep.

#### Liquefaction Policies

- 8.1.8 To the extent practicable, the construction of critical facilities, structures involving high occupancies, and public facilities should not be sited in areas identified as, or underlain by deposits classified as, having a high liquefaction potential (Figure 8-2), unless appropriate engineering and construction practices are applied to ensure structural stability.
- 8.1.9 Any structures permitted in areas of high liquefaction potential (Figure 8-2) shall be sited, designed and constructed to minimize the dangers from damage due to earthquake-induced liquefaction. Approval of public and private development projects shall be contingent on geologic and engineering studies which: 1) define and delineate potentially hazardous geologic and/or soils conditions, 2) recommend means of mitigating these adverse conditions; and 3) provide implementation of the mitigation measures.

#### Programs

- 8.1.A Require that structures intended for human occupancy are adequately setback from active and potentially

- active faults. Ensure that minimum setbacks take into account the varying degree of seismic risk and the consequences of failure.
- 8.1.B Utilize the land in the setback zones along active and potentially active faults for open forms of land use that could experience displacement without endangering large numbers of people or creating secondary hazards. Examples are yards, greenbelts, parking lots, and non-critical storage areas.
- 8.1.C Through the environmental review process, require comprehensive geologic, seismic, and/or soils and engineering studies for any critical structure proposed for construction in areas subject to groundshaking, fault displacement, ground failure, or liquefaction.
- 8.1.D Adopt ordinance code provisions related to the repair or replacement of unreinforced masonry structures.

### **FLOOD HAZARDS**

**Goal 8.2** Protect public safety and minimize the risk to life and property from flooding.

#### **Policies**

- 8.2.1 Applications for development at urban or suburban densities in 100-year floodplain areas where there is a serious risk to life and property (see Figure 8-3) shall demonstrate appropriate solutions or be denied.
- 8.2.2 In mainland areas along the creeks and bays affected by water backing up into the watercourse, it shall be demonstrated prior to development that adequate protection exist through levee protection or change of elevation.

#### **Flooding**

- 8.2.3 Buildings in urban development near the shoreline of the Delta and in flood-prone areas shall be protected from

flood dangers, including consideration of rising sea levels.

- 8.2.4 Habitable areas of structures near the shoreline of the Delta and in flood-prone areas shall be sited above the highest water level expected during the life of the project, or shall be protected for the expected life of the project by levees of an adequate design
- 8.2.5 Rights-of-way for levees protecting inland areas from tidal flooding shall be sufficiently wide on the upland side to allow for future levee widening to support additional levee height.
- 8.2.6 Review flooding policies in the General Plan every five years in order to incorporate any new scientific findings regarding the potential for flooding and projected increases in sea levels.
- 8.2.7 Review flooding policies as they relate to properties designated by FEMA as within the 100-year floodplains.
- 8.2.8 Development proposals near the shoreline of the Delta and within flood-prone areas shall be reviewed by the Flood Control District, as an advisory agency, prior to approval by the City.

#### **Subsidence**

- 8.2.9 Development of lands subject to subsidence shall take into account and fully mitigate the potential impacts of flooding based on the best currently available techniques.
- 8.2.10 Any development approvals for areas subject to subsidence shall include conditions that account for the need to support Delta reclamation and irrigation districts, and to strengthen weak and low levees prior to development.
- 8.2.11 The pumping of substantial quantities of water, oil, and gas in an area protected by levees is inconsistent with new major development approvals.

#### **Levee, Dam Failure, or Tsunami**

- 8.2.12 In order to protect lives and property, intensive urban and suburban development shall not be permitted in

reclaimed areas subject to 100-year flooding, unless flood protection in such areas is constructed. Typically, levees shall meet the standards of the U.S. Army Corps of Engineers, although 'Dry levees' that supplement existing levees may be allowed at the discretion of the City.

- 8.2.13 Levees shall be properly engineered and designed to ensure protection against earthquakes, tsunamis and seiches.

### Programs

- 8.2.A Encourage the County Flood Control District to proceed with drainage improvements in areas subject to flooding from inadequate County flood control facilities.
- 8.2.B Draft and adopt a city drainage master plan to address localized areas affected by creeks, in accordance with the guidelines contained in the Health and Safety Element and the Open Space and Conservation Element of this General Plan.
- 8.2.C Establish a uniform set of flood damage prevention standards in cooperation with appropriate County, State, and federal agencies.
- 8.2.D Through the environmental review process, ensure that potential flooding impacts, due to new development, including on-site and downstream flood damage, subsidence, dam or levee failure, and potential inundation from tsunamis and seiches, are adequately addressed. Impose appropriate mitigation measures (e.g., flood proofing, levee protection, Delta reclamations, etc.).
- 8.2.E Participate in Delta levee rehabilitation plans in cooperation with County, State, federal agencies, and the private sector.
- 8.2.F Prohibit new structures that would restrict maintenance or future efforts to increase the height of the levees from being constructed on top of or immediately adjacent to the levees.
- 8.2.G All analysis of levee safety shall include consideration of the worse case

situations of high tides coupled with storm-driven waves.

### HAZARDOUS MATERIALS

- Goal 8.3** Provide protection from hazards associated with the use, transport, treatment, and disposal of hazardous substances.

### Policies

- 8.3.1 Hazardous waste releases from both private companies and public agencies shall be identified and eliminated.
- 8.3.2 Storage of hazardous materials and wastes shall be strictly regulated.
- 8.3.3 Secondary contaminant and periodic examination shall be required for all storage of toxic materials.
- 8.3.4 Industrial facilities shall be constructed and operated in accordance with up-to-date safety and environmental protection standards.
- 8.3.5 Industries which store and process hazardous materials shall provide a buffer zone between the installation and the property boundaries sufficient to protect public safety. The adequacy of the buffer zone shall be determined by the Community Development Department.

### Programs

- 8.3.A Encourage the State Department of Health Services and the California Highway Patrol to review permits for radioactive materials on a regular basis and to promulgate and enforce public safety standards for the use of these materials, including the placarding of transport vehicles.
- 8.3.B Request that State and Federal agencies with responsibilities for regulating the transportation of hazardous materials review regulations and procedures, in cooperation with the City, to determine means of mitigating the public safety hazard in urbanized areas.

**PUBLIC PROTECTION AND DISASTER PLANNING**

**Goal 8.4** Provide for a continuing high level of public protection services and coordination of services in a disaster.

**Policies**

- 8.4.1 The Office of Emergency Services, in cooperation with the City and public protection agencies, shall delineate evacuation routes and, where possible, alternate routes around points of congestion or where road failure could occur.
- 8.4.2 In order to ensure prompt public protection services, address numbers shall be required to be easily seen from the street or road.
- 8.4.3 Require adequate access for medical emergency equipment in high-occupancy buildings over two stories in height.
- 8.4.4 Design and construct all buildings greater than two-stories to provide for the evacuation of occupants and/or for the creation of a safe environment in case of a substantial disaster, such as a severe earthquake or fire.

**Programs**

- 8.4.A In cooperation with adjacent cities and public protection agencies, delineate evacuation routes, emergency vehicle routes for disaster response and, where possible, alternative routes where congestion or road failure could occur.
- 8.4.B Major developments will not be approved if fire-fighting services are not available or are not adequate for the area.
- 8.4.C Adopt a City of Oakley Emergency Response Plan that identifies specific response procedures and responsibilities for responding to emergency situations and includes regular testing of the Plan at appropriate intervals.
- 8.4.D Include guidelines within development standards for to be adopted for residential, commercial and industrial land uses that require visible addresses for all future structures constructed in Oakley.

**Figure 8-1**

Mapped Earthquake Faults





**Figure 8-2**

Estimated Liquefaction Potential



**Figure 8-3**

100-Year Floodplain Locations



**Figure 8-4**

Hazardous Areas Locations



# SITING

This section provides background information and the current condition for the City of Oakley and both proposed Expansion Areas. Topics discussed below include Geology, Seismic Hazards, Flood Hazards, Fire Hazards, Hazardous Materials and Waste, and Public Protection and Disaster Planning.

## STRUCTURAL COMPATIBILITY

Among the most basic strategies for reducing risk of property damage and injuries to persons is ensuring land uses are sited in appropriate locations. Specifically, sensitive land uses and critical public facilities should not be located in areas that are highly susceptible to damage due to seismic events, ground failure, flooding or other known hazards.

Table 8-1 provides guidelines for siting of critical facilities. In reviewing development proposals, the City will consider the compatibility of proposed uses, and the known risk of hazards as documented on Figures 8-1 through 8-4 and other available sources of information.

**Table 8-1  
CRITICAL STRUCTURES COMPATIBILITY**

Level of Acceptable Risk	Types of Structures	Siting Criteria
1. Extremely Low	Structures whose continued functioning is critical, or whose failure might be catastrophic; power inter-tie systems, plants manufacturing or storing explosives or toxic materials, etc.	Not in critical areas
2. Slightly Higher than in level 1	Structures whose use is critically needed after a disaster: important utility centers: hospitals, police stations, emergency communication facilities, fire stations, small dams, and critical transportation elements such as bridges and overpasses.	Not recommended in critical areas
3. Lowest Possible Risk to Occupants of the Structure	Structures of high occupancy, or whose use after a disaster would be particularly convenient: schools, churches, theaters, large hotels, and other high-rise buildings housing large numbers of people, other places normally attracting large concentrations of people, civic buildings such as fire stations, secondary utility structures, large commercial enterprises, most roads, alternative or non-critical bridges and overpasses.	In critical area with proper mitigation
4. An “Ordinary” Level of risks to occupants of the structure	The vast majority of structures: most commercial and industrial buildings, small hotels and apartment buildings, and single-family residences.	In all areas, built to appropriate design standards.

*Source: Contra Costa County Safety Element, July 1996.*



## **GEOLOGY**

The majority of the Oakley area is comprised of Quaternary Alluvium, with small amounts of modern sediments of San Francisco Bay Estuary and Delta lowlands in the northeast. Quaternary Alluvium is characteristically consolidated and unconsolidated sediment. Localized problems for building include expansive clays, hillside earthflows, and unstable cut slopes. Modern sediments of San Francisco Bay Estuary and Delta lowlands are soft, water saturated muds, peat and loose sands. The muds and peats are subject to differential settlement under load. Some local areas may slump and slide. The muds may contain expansive clays and some sands may liquefy under earthquake stresses.

### **Geologic Formations**

The geology of Contra Costa County is dominated by several northwest trending fault systems that divide the County into large blocks

of rock. Within a particular block the rock sequence consists of (1) a basement complex of broken and jumbled pre-Tertiary sedimentary, igneous and metamorphic rocks; (2) a section of younger Tertiary sedimentary rock and some volcanic rocks (flows and tuffs) which locally intertongue with and overlie the sedimentary section; and (3) surficial deposits including stream alluvium, colluvium (slopewash deposits at the foot of steeper slopes), slides, alluvial fans, and Bay Plain deposits. The character of each of these categories of rocks is summarized in Table 8-2 Generalized Stratigraphic Section and Lithologic Characteristics.

From the perspective of seismic safety planning, the older, coarser, and well-drained materials tend to be stable during earthquakes, while younger, fine-grained and water-saturated deposits tend to be less stable. Colluvium is often marginally stable to unstable. A disproportionate share of landslides originates in colluvium.

**Table 8-2  
GENERALIZED STRATIGRAPHIC SECTION AND LITHOLOGIC CHARACTERISTICS**

<b>Formation Name</b>	<b>General Lithologic Description</b>
Alluvium	Includes all types of alluvial deposits. In Central Coast Range, it is separated from Contra Costa Group by an angular unconformity.
Contra Costa Group Bald Peak Basalt Siesta Formation Moraga Formation Orinda Formation	Conglomerate, sandstone, siltstone with minor amounts of limestone and tuff; rapid facies changes. Some basalt and andesite (volcanic) flows. Clastics are semi-consolidated and contain montmorillonite clay. Topographic form highly variable.
San Pablo Group (Diablo Range) Neroly Sandstone Cierbo Sandstone Briones Sandstone	Predominantly marine sandstone with interbeds of shale, siltstone and minor conglomerate. Upper part includes some non-marine beds (e.g., Diablo Formation of Weaver, 1944)
Monterey Group (Briones Hills) Rodeo Shale Hambre Sandstone Tice Shale Claremont Shale Sobrante Sandstone	Siliceous shale and fine-grained sandstone. Some zones of rhythmically bedded chert and shale. Bituminous in places. Underlies moderately steep, to steep hillsides in Briones Hills.
San Ramon Formation	Tuffaceous sandstone, tuff, minor conglomerate and siltstone.
Markley Formation Nortonville Shale Domengine Sandstone Meganos Formation	Predominately indurated bedrock including shale, siltstone and sandstone. Montmorillonitic clay shales, unstable.
Martinez Formation	Marine, Glauconite sandstone and shale. Shale similar to the Markley, Nortonville, Domengine, and Meganos as listed above.
Great Valley Sequence	Massive beds of sandstone alternating with siltstone and shale. Minor conglomerate, limestone and lignite. Complex folding and faulting. Crops out in Briones Hills and Diablo Range.
Franciscan Assemblage	Rhythmically bedded greywacke Jurassic Assemblage sandstone, shale, siltstones, radiolarian chert, greenstone. Minor amounts of limestone and schist. Partially recrystallized and intruded by serpentine and associated igneous rocks. Strongly deformed.

*Source: Contra Costa County General Plan, July 1996.*

## Soil Types

The City of Oakley is mostly made up of lowland soil association soils, with some tidal flat-delta-marsh lowlands soils in the northeast corner of the City. The Sellers Avenue SOI Area is made up entirely of lowland soil association soils, while the Cypress Lakes SOI Area is made up entirely of tidal flat-delta-marsh lowlands soils. The lowland soil association soils are slowly to very slowly permeable, highly expansive and corrosive with slight erosion hazards. The tidal flat-delta-marsh lowlands soils

are highly expansive, very highly corrosive and moderately to slowly permeable.

Soil information is primarily from maps and reports that were generated by the United States Soil Conservation Service (SCS), which is now the Natural Resource Conservation Service (NRCS). The classification system used by the NRCS classifies soils into eight categories that categorize the capability of the soil. These classes are designated by roman numerals I through VIII. Class I and II soils have few limitations, the widest range of use and the least

amount of soil deterioration. Class III, and IV soils are those that are considered suitable for limited cultivation. Class V, VI, and VII soils are those soils that have been considered suitable for range woodlands, or habitat environments. Class VIII soils are those that have severe land use limitations and can only be used for habitat, water supply or aesthetic purposes.

Most of Oakley is composed of Class II Delhi sand, described by the U.S. Soil Conservation Service as “excessively drained soils” where runoff is slow or very slow. Delhi sand is used to grow irrigated almonds, vineyards, and some walnuts.

Physical and chemical characteristics of soils may limit construction/development. The following soil types are within areas currently designated for urban development in Oakley:

Lowland soil associations. Slowly to very slowly permeable, highly expansive and corrosive with slight erosion hazard.

Tidal flat-delta-marsh lowland. Highly expansive, very highly corrosive, and moderately to slowly permeable.

Class II Delhi sand. Excessively drained soils where runoff is slow or very slow.

These soils vary moderately regarding erosion potential, drainage, and suitability for fill.

### SEISMIC HAZARDS

Every resident and developer in Oakley assumes seismic risk because the City is within the San Francisco Bay Area, an area of high seismicity. The San Francisco Bay Area has been impacted by more than 10 severe earthquakes throughout historic time.

The major effects of earthquakes are ground shaking and ground failure. Severe earthquakes are characteristically accompanied by surface faulting and less commonly by tsunamis and seiches. Flooding may also be triggered by dam

or levee failure resulting from an earthquake, or by seismically induced settlement or subsidence. All of these geologic effects are capable of causing property damages and risks to life and safety of persons.

A major earthquake could have the potential to cause the failure of the dam structure at the Los Vaqueros Reservoir south of Oakley. Upon failure, water would spill out quickly and head generally northeast to the Delta through low-lying land. However, according to a 1995 ABAG Hazard Map, Oakley is not in an inundation area.

Oakley has been subjected to numerous seismic events, originating both on faults within Contra Costa County and in other locations in the region. Six major Bay Area earthquakes have occurred since 1800 that have affected the County, and at least two of the faults that produced them run through or into the County, but not through or into the Planning Area. These earthquakes, and the originating faults, include the 1836 and 1868 earthquakes on the Hayward fault, and the 1861 earthquake on the Calaveras fault. Two earthquakes, in 1838 and 1906, originated on the San Andreas fault, west of the County near San Francisco, while one earthquake that caused some damage in the County occurred in 1872 and was centered north of Contra Costa County in the Vacaville-Winters area of Solano County. A smaller earthquake, centered near Collinsville in Solano County on a fault of uncertain identity, occurred in 1889.

The maximum credible earthquake anticipated in the Oakley area in a 50-year time period is from the San Andreas Fault or the Antioch Fault. The San Andreas Fault is likely to produce a magnitude 7.0-8.5 earthquake, while the Antioch Fault is likely to produce a magnitude 5.0–6.0 earthquake with a less likely possibility of producing a magnitude 6.0-7.0 earthquake. The following Table 8-3 Richter Magnitude Scale and Effects defines the scale of an earthquake and the possible effects at each scale.

**Table 8-3**  
**RICHTER MAGNITUDE SCALE AND EFFECTS**

<b>Richter Magnitudes</b>	<b>Earthquake Effects</b>
Less than 3.5	Generally not felt, but recorded.
3.5 - 5.4	Often felt, but rarely causes damage.
5.5 – 6.0	At most slight damage to well-designed buildings. Can cause major damage to poorly constructed buildings over small regions.
6.1 - 6.9	Can be destructive in areas up to about 100 Kilometers (62 miles).
7.0 - 7.9	Major earthquake. Can cause serious damage over larger areas.
8.0 or greater	Great earthquake. Can cause serious damage in areas several hundred kilometers across.

*Source: Nevada Seismological Laboratory at the University of Nevada, Reno, October 1996.*

The City of Oakley is underlain by one fault that is inferred active on the basis of scattered small magnitude earthquakes near the trace of the fault. This inferred active fault is the Brentwood Fault. Other inferred active faults just west of Oakley are the Davis and Antioch Faults. These fault locations can be seen in Figure 8-1 Mapped Earthquake Faults.

### **Ground Shaking**

Areas of the County would react differently to ground shaking, depending on the type of soil or bedrock underneath a structure. The possible damage caused by ground shaking is categorized as low to moderate to high damage susceptibility.

Areas situated on hard bedrock may be expected to perform satisfactorily under earthquake conditions, provided that ground materials near the surface do not fail. Areas underlain by weakly consolidated sedimentary rock are considered to possess a moderately low to moderate damage susceptibility.

The characteristics of ground motion in alluvial areas will differ somewhat from nearby bedrock areas. These differences may be important when considering the design of sophisticated structures. Areas underlain by firm, dry alluvium are considered to possess a moderate damage susceptibility.

Areas underlain by young bay mud and deposits of the Sacramento-San Joaquin delta are considered to possess the highest damage susceptibility. Most of the County's development and population are located in areas of moderate to moderately low damage susceptibility.

The City of Oakley is dominated by the Younger (Holocene) Alluvium that is susceptible to moderate damage during ground shaking. Areas of Oakley along the shoreline, in northeast Oakley, and in the Cypress Lakes SOI Area are susceptible to high damage because of the modern sediments of San Francisco Bay Estuary and Delta lowlands. A small section of Oakley near the Sellers Ave./East Cypress Ave. intersection and the Sellers Avenue SOI Area are susceptible to moderately low damage because of Pliocene Bedrock and Older (Pleistocene) Alluvium. See Figure 8-1, Faults and Seismic Stability for the locations of the above geologic units and their descriptions.

### **Liquefaction**

Liquefaction is a specialized form of ground failure caused by earthquake ground motion. It is a "quicksand" condition occurring in water-saturated, unconsolidated, relatively clay-free sands and silts caused by ground motion forcing apart soil particles and forcing them into a quicksand-like liquid suspension. In the process, normally firm, but wet, ground materials take on the characteristics of liquid.

Catastrophic ground failures may result from liquefaction that pose a major threat to the safety of structures. Major landslides, settling and tilting of buildings on level ground, and failure of water retaining structures have all been observed as a result of this type of ground failure. Large earthquakes anywhere in the Bay Area are capable of triggering liquefaction in the Planning Area.

Historically, ground failure in its various forms, including liquefaction, has been a problem in areas of continually wet, unconsolidated soils. In the Planning Area, the areas which are most susceptible to ground failure include the geologically young sediments of the San Francisco Bay estuary, including the Delta lowlands.

Liquefaction presents the potential for the most serious consequences in the Delta. Several pre-development studies have confirmed that a high potential for liquefaction exists below levees and proposed developments. This potential presents the possibility that several failures can occur simultaneously on a single levee, possibly preventing access for repairs. Flooding of protected islands would then be unpreventable and would make emergency access and later repair very difficult.

The Planning Area is mostly in an area of generally high liquefaction potential, with a small portion in an area of generally moderate to low liquefaction potential. Generally high liquefaction means that substantial ground shaking has a high potential to trigger liquefaction in the soils. Generally low liquefaction potential means that in the event of substantial ground shaking, the soils have a very low to almost none potential to liquefy. See Figure 8-2 Estimated Liquefaction Potential for areas of liquefaction potential in the Planning Area.

### **FLOOD HAZARDS**

Substantial areas within the City are subject to flooding, especially areas along the coast and northeast of the Contra Costa Canal. According to the Federal Emergency Management Agency

(FEMA), Marsh Creek, the majority of the City's shoreline areas, and the entire Cypress Lakes SOI Area are within the 100-year floodplain (i.e., an area subject to flooding in a storm that is likely to occur once every 100 years). Figure 8-3 100-Year Floodplain Locations shows the 100-year floodplain locations within the Planning Area.

The most serious flood hazards existing in the Planning Area are related to the system of levees that protect the islands and adjacent mainland. Levee failure often occurs in areas where levees rest on soft mud, silt, or peat. Peat soils exist along the shorelines in the central and northeast portions of the Planning Area (see Figure 8-4 Hazardous Area Locations). Flooding problems have been exacerbated by boat movement on the waterways, which creates waves that accelerate the natural process of levee erosion.

### **Existing Flood Conditions**

Floodplain management generally refers to the 100-year floodplain, and is concerned with both potential structural damages within the floodplain as well as changes to the configuration of the floodplain brought about by flood protection measures or construction activities. The 100-year floodplain delineates the inundation area from a flood having a one percent chance of occurring in any given year. There are numerous 100-year flood hazard areas throughout the Planning Area. The majority exists along the shorelines of the Delta, within the Cypress Lakes SOI Area, and along Marsh Creek, with pockets of flood areas scattered throughout the City (see Figure 8-3).

While much of Oakley is outside the 100-year floodplain, there are issues of localized flooding within the City and in the entire Cypress Lakes SOI Area. These conditions result from the undulating topography of the City that is generally level with isolated drainage basins and the proximity to the Delta. The solution for providing drainage and flood control to such areas is discussed further in the drainage section of the Growth Management Element.

### **Contra Costa County Flood Control and Water Conservation District**

The Contra Costa County Flood Control and Water Conservation District (CCCFWD) is empowered to control flood and storm waters throughout the County. Even though the District has no direct influence over the City regarding land use and planning matters, the District does develop drainage plans for entire watersheds that cross-jurisdictional boundaries. These drainage plans specify the flood control improvements needed to serve planned development in the area and are used to set drainage fees assessed against new development.

Flood control drainage areas have been categorized by the CCCFWD according to the status of adopted drainage plans and fees required for new development in each area. The drainage areas with established fees have undergone sufficient study by CCCFWD for development of a drainage plan. The plan has been adopted and fees have been established. Approved development projects in these drainage areas are assessed a fee based upon the impervious surface created, or the number of acres that are developed. Additional information on drainage issues is provided within the Growth Management Element.

### **FEMA Provisions & Disaster Relief**

The Federal Emergency Management Agency (FEMA) conducts hazard mitigation through disaster-specific Programmatic Environmental Assessments (PEAs). Through the PEA for Typical Recurring Actions Resulting from Flood Disasters in California (1998), FEMA proposes to administer Federal disaster assistance pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended (the Act), its implementing regulations in 44 Code of Federal Regulations (CFR) Part 206 (Federal Disaster Assistance) and the National Flood Insurance Reform Act of 1994 (PL 103-325). FEMA must comply with the National Environmental Policy Act of 1969 (NEPA) prior to funding disaster assistance or mitigation actions (projects), for which NEPA usually requires an Environmental Assessment

(EA). The PEAs allow typical recurring actions to be grouped and assessed by location or type of action, so that FEMA is not required to produce a separate EA for each project. FEMA administers three programs that fund such disaster assistance and mitigation projects:

Public Assistance Program (Act Section 406). This program is dedicated to the restoration of damaged facilities to pre-disaster conditions, and assists local governments and private non-profit organizations with the costs of disaster response and recovery;

Hazard Mitigation Grant Program (Act Section 404). This program provides cost-share funds to communities to reduce the long-term risk of disaster impacts;

Flood Mitigation Assistance Program (Title V of the National Insurance Reform Act of 1994). This program administers cost-share funding of community projects that can mitigate flood-related impacts.

Local utilization of FEMA program 1 would require either a flood, fire, or other disaster, but programs 2 and 3 may provide means by which flood impacts could be mitigated. Examples of such mitigation could include the expansion of detention structures or the construction of new flood control projects designed to reduce peak flows.

### **FIRE HAZARDS**

Fire hazards threaten lives, property, and natural resources, and present a considerable problem to vegetation and wildlife habitats throughout the Planning Area. Grassland fires are easily ignited in dry seasons. These fires are relatively easily controlled if they can be reached by fire equipment. Peat fires, once ignited, are extremely difficult to extinguish. These types of fires have the potential to occur on soils above the high water line and adjacent to the Delta due to the marshy origin of the soils there.

### Wildland and Urban Fire Hazards

A fire hazard severity scale has been devised which characterizes areas throughout the County by the number of days of moderate, high and extreme fire hazard. The City of Oakley is entirely within the boundaries of critical Fire Weather Class 3, which correlates to 9 ½ or more days per year of moderate, high and extreme fire hazard. The Class 3 category is the highest in the County, with Class 1 having less than 1 day per year, and Class 2 having 1 to 9 ½ days per year.

A small portion of the Planning Area along the Delta contains peat soils. See Figure 8-4 Hazardous Areas Locations for areas of Peat Soils within the Planning Area. Peat fires represent a special hazard in that once ignited, they are extremely difficult to extinguish. In some instances, islands have been flooded in order to extinguish peat fires.

### State Responsibility Areas (SRAs)

Pursuant to California Public Resources Code Section 4125 et seq., commonly known as the State Fire Responsibility Act, the State Board of Forestry classifies all lands within the State of California based on certain factors. Examples of these factors include cover, beneficial use of water from watersheds, probable damage from erosion, and fire risks and hazards. Next, the State Board of Forestry determines those areas for which the financial responsibility of preventing and suppressing fires is primarily the responsibility of the State of California. The prevention and suppression of fires in all areas that are not within a state responsibility area (SRA) becomes primarily the responsibility of the local or federal agencies, as applicable. Oakley and the SOI Areas are not within a SRA and fire protection is the sole responsible of the local agencies. See the Growth Management Element for fire protection in the Planning Area.

### HAZARDOUS MATERIALS AND WASTE

Solid, liquid, and hazardous materials and waste by area residents and businesses contribute to environmental and human health hazards that

have become an increasing public concern. Toxicity and contamination of soils, water, air, and organisms present hazards of varying severity that can be controlled and minimized by proper waste management and disposal.

Title 22 of the California Code of Regulations (CCR) defines a hazardous material as follows:

*... a substance or combination of substances which, because of its quantity, concentration, or physical, chemical or infectious characteristics, may either (1) cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of or otherwise managed” (California Code of Regulations, Title 22, Section 66260.10).*

### Known Sources of Contamination

Heavy industrial land uses centered on the northwest portion of Oakley have the potential to present significant risk to public safety because of the hazardous nature of some petroleum and chemical materials. Potential hazards include explosion and flammability of petroleum products and other chemicals, and chemical toxicity. A chemical plant (former DuPont Chemical Plant) existed in the northwest corner of the city adjacent to the BNSF railroad. Dupont is closed and is in the process cleaning the site. Notwithstanding industrial safety procedures, the presence of large quantities of hazardous materials within the Planning Area and the County, particularly close to and/or upwind of populated areas, poses a potential safety hazard at all times.

Many miles of pipelines for the transportation of natural gas, crude oil, and refined petroleum products traverse the Planning Area, including residential and commercial areas. See Figure 8-4 Hazardous Areas Locations for the approximate locations of pipelines in the Planning Area. These pipelines may cross-areas with active fault lines, landslide deposits, unstable slopes, and areas underlain by soft mud and peat. The public safety hazard from a pipeline break would

depend on the proximity of the accident to populated areas as well as the nature of the event that produced it.

In general, natural gas is believed to be less hazardous to the public than petroleum because it is transported at lower pressures and, when released, rises and dissipates into the atmosphere. Petroleum products, on the other hand, are pumped at pressures up to 200 pounds per square inch and, when released, flow along the ground. Petroleum fires are more likely to spread to nearby properties than vertical-burning natural gas fires.

There are several active gas and oil wells in the Planning Area, most of which are far from populated areas in the eastern portion of the City and the northwestern portion of the Cypress Lakes SOI Area. See Figure 8-4 for approximate location of wells. Although there is the risk of a well catching on fire, such incidents have been very few and the risk of such a fire causing a general disaster is remote. There is the possibility of increased public safety hazards if rural residential areas are permitted to encroach on the gas producing area.

In addition to the hazardous materials noted above, agriculture presents the potential for exposure of sensitive land uses to hazardous chemicals. Activities such as application of fertilizers, pesticides and insecticides can present health and safety concerns. Applications of such chemicals are governed by various state and federal standards, and application of such chemicals is generally regulated by the County Agricultural Commissioner. The Land Use Policies 2.2.4 and 2.2.13 of the Land Use Element seek to minimize this hazard by requiring setbacks, buffers and vegetation, as appropriate, to protect residential land uses from adjacent and potentially incompatible uses, including agriculture.

### **Risk of Upset**

Gas storage facilities, treatment plants, and railroads have the potential of being significant safety hazards. Accidental explosions or spills can result in fires, noxious gases, bad odors, and

pollution. The following are areas of the City that have the potential to be safety hazards should a catastrophe of any kind occur.

### **Propane**

Suburban Propane operates a propane distribution facility at 30 Delta Road (at the intersection of Delta Road and Northeast Main Street) within the City. The facility has been operated by Suburban since the 1950's. This site has one 29,920-gallon storage tank that was installed in early 2001. Propane is delivered to this facility by large tank trucks and is distributed to uses by smaller delivery tank trucks. Suburban operates two delivery trucks from this site that are filled once per day on weekdays, although generally only one truck runs each day. Propane deliveries are made on weekdays only. All propane is brought in or exported via truck, there are no propane lines extending into or out of the Suburban Propane property.

Due to the combustible nature of propane, this facility presents potential hazards associated with fire and explosion. Considerable investigation has been completed on the potential for fire and explosion in conjunction with propane facilities. The following data was compiled by Quest Consults, Inc. for propane facilities in the City of Elk Grove that include 60,000 gallon pressurized propane tanks. The catastrophic failure of a non-refrigerated pressure vessel is generally referred to as a BLEVE (Boiling Liquid Expanding Vapor Explosion).

BLEVE events generally occur under one of two circumstances, events occurring during the transfer of propane between the storage tank to a transport tank truck and events caused by a fire in the vicinity of the storage tank. The following data is based on extensive historic records both in the U.S. and in other countries and characterizes the likelihood of a BLEVE incident at an individual facility.

According to data published by the U.S. Census Bureau [USCB, 1999] approximately 10.4 billion gallons of flammable gases were transported in the United States in 1997, involving an estimated two million transfer events (transfer between



storage tank and truck tanker). Based on documented events, during the past 30 years, there have been only three BLEVEs of pressurized tank trucks in the United States. Based upon statistical estimates, the likelihood of a BLEVE event during a transfer operation is approximately five BLEVEs for every one billion transfer operations. It is estimated that 400 transfer operations occur at the Suburban facility annually.

The second type of BLEVE event involves external conditions acting upon the storage tank to cause tank failure. Studies of tank failures have been completed in the United State, the U.K. and the Netherlands. The results of studies in the U.S. anticipate a likelihood of a catastrophic event occurring between 1-3 events for every one million years of service at a given tank facility.

Overall, the potential for a catastrophic failure at the Suburban Propane facility is extremely low, with an overall likelihood of failure of approximately 2 or 3 catastrophic events for every one million years of service. While this is numerically a very low potential for event, the nature of the event would be devastating to the immediate vicinity of the facility.

Compatibility of this facility with future uses should be considered within the General Plan process. Due to Suburban's long presence on the site and its recent investment of installing a new tank on the site, it is assumed that Suburban intends to continue providing service from this site for the foreseeable future.

### **Randall Bold Water Treatment Plant**

The Randall Bold Water Treatment Plant is located on Neroly Road in Oakley. The water treatment plant handles supplies filtered and disinfected water to the general public for drinking and other uses.

There are a number of chemicals that are transported, stored, and used at the water treatment plant. Chemicals used may include

Chlorine, chlorine dioxide, aqueous ammonia, and others. Chlorine is a flammable gas that can explode on heating. Chlorine dioxide is a strong oxidant and its vapors can result in explosive decomposition. Aqueous ammonia is a gas that is lighter than air, and a strong base that can react violently with acid.

However, water treatment plants are considered of such low risk with regard to significant chemical spills that they are frequently sited within or near residential areas. Also, water treatment plants have to comply with a variety of state regulations to insure their safe operation.

### **Railroad**

The BNSF Railroad line traverses through Oakley, running east and west. The Southern Pacific Railroad traverses along the southwest boundary of the City paralleling Neroly Road. Safety hazards related to these rail lines could be significant if a train were to derail or collide with a pedestrian or vehicle.

Hazardous materials are regularly shipped via rail line and, while unlikely, an incident involving a derailment of a train could result in the spillage of cargo that the train is transporting. The spillage of hazardous materials could have devastating results. The railroad companies do transport munitions to the Concord Naval Weapons Station, which could be an explosive hazard. The City has no control over the types of materials shipped via a rail line because the content of shipments may be confidential for reasons of security.

There is also a safety concern of pedestrians along the tracks and vehicles utilizing at-grade crossings. The design and operation of at-grade crossings allows the City some control over rail related hazards. Ensuring proper gate operation at the crossings is the most effective strategy to avoid collision and possible derailments.

Ironhouse Sanitary District, Diablo Water District, Contra Costa Water District and the East Bay Regional Park District are seeking federal funding under the Section 130 Program administered by the California Department of

Transportation to relocate the existing, unsignalized, at-grade public crossing of the tracks of the BNSF Railroad at Oakley Road to an existing crossing located at Rose Avenue that will be upgraded to a signalized, at-grade public crossing with automated safety gates. The four local agencies will be responsible for the costs of providing access from State Route 4 to the crossing, and the roads from the crossing to their facilities.

**PUBLIC PROTECTION AND DISASTER PLANNING**

Hospitals, ambulance companies, and fire districts provide medical emergency services. Considerable thought and planning have gone into efforts to improve responses to day-to-day emergencies and planning for a general disaster response capability.

Identification of streets, house numbers, and townhouse and apartment units is a major factor hampering emergency medical response. Design of multi-story buildings rarely includes elevators or stairways that can accommodate gurneys. In the event of a disaster, many people could be affected.

Generally, disaster planning is conducted at a countywide, multi-county, or regional level, with comprehensive programs established to protect persons from natural or human-caused disasters. Contra Costa County, through the Safety Element of the County General Plan (1995), has identified various hazards and has designed appropriate programs to address disaster planning and public protection. The programs for public relief and safety are generated at this countywide level and, in combination with State and Federal agencies, will accommodate the City of Oakley should a significant natural or human-caused disaster occur.

# CHAPTER

# 9

# NOISE ELEMENT

## **I**NTRODUCTION

The preservation and enhancement of the acoustical environment relates directly to the quality of life that can be achieved in a community. By recognizing existing sources of noise pollution, taking reasonable steps to mitigate future impacts, and preventing additional sources of noise, the City may achieve an amiable environment and a comfortable and calming community. Noise has been linked directly to human health and, aside from general annoyances, excessive noise is a source of discomfort, interferes with sleep, and disrupts communication and relaxation.

There are no obvious sources of disruptive noise in the City of Oakley, though ambient noise can be heard, especially in those areas adjacent to major highways, intersections, and rail lines.

As development occurs, though, additional noise pollution will emerge as a temporary impact of construction. The City is committed to imposing “Best Management Practices” on all development and construction in the City. This may include limiting the hours of construction to avoid disruption during normal sleep hours. In addition, the development of new

neighborhoods may unintentionally create situations where new residents are introduced to existing noise pollution. However, proper land use practices will minimize the proximate placement of conflicting uses. Sound-walls can minimize many of these impacts, though land use practices will more effectively address the true issue. By recognizing the impacts of noise pollution, the City can effectively address any proposed sources of noise or noise conflicts as they arise.

### **Consistency with State Law**

Government Code 65302(f) establishes the requirement for a Noise Element to “identify and appraise noise problems in a community” and to “analyze and quantify, to the extent practicable, . . . current and projected noise levels.” This Noise Element must identify these sources of noise and provide noise contours – distances at which a predicted noise level will occur. The intent of the Noise Element is to provide valuable information and useful policies to prevent development in areas that are considered unsuitable due to excessive noise.

## GOALS, POLICIES AND PROGRAMS

**Goal 9.1** Protect residents from the harmful and annoying effects of exposure to excessive noise.

### Policies

9.1.1 New development shall use the land use compatibility table shown in Figure 9.1 and the standards contained within Tables 9.1 and 9.3 for determining noise compatibility.

9.1.2 New development of noise-sensitive uses shall not be allowed where the noise level due to non-transportation noise sources will exceed the noise level standards of Table 9-1 as measured immediately within the property line or within a designated outdoor activity area (location is at the discretion of the Community Development Director) of the new development, unless effective noise mitigation measures have been incorporated into the development design to achieve the standards specified in Table 9-1.

9.1.3 Noise created by new proposed non-transportation noise sources shall be mitigated so as not to exceed the noise level standards of Table 9-1 as measured immediately within the property line of lands designated for noise-sensitive uses.

**Note:** For the purposes of the Noise Element, transportation noise sources are defined as traffic on public roadways, railroad line operations and aircraft in flight. Control of noise from these sources is preempted by Federal and State regulations. Other noise sources are presumed to be subject to local regulations, such as a noise control ordinance. Non-transportation noise sources may include industrial operations, outdoor recreation facilities, Heating, Ventilation, Air Conditioning (HVAC) units, loading docks, etc.

9.1.4 Where proposed non-residential land uses are likely to produce noise levels exceeding the performance standards of Table 9-1 at existing or planned noise-sensitive uses, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design. The requirements for the contents of an acoustical analysis are given by Table 9-2.

9.1.5 Noise created by new transportation noise sources shall be mitigated so as not to exceed the levels specified in Table 9-3 at outdoor activity areas or interior spaces of existing noise-sensitive land uses.

9.1.6 It is anticipated that roadway improvement projects will be needed to accommodate build-out of the general plan. Therefore, existing noise-sensitive uses may be exposed to increased noise levels due to roadway improvement projects as a result of increased roadway capacity, increases in travel speeds, etc. It may not be practical to reduce increased traffic noise levels consistent with those contained Table 9-3. Therefore, as an alternative, the following criteria may be used as a test of significance for roadway improvement projects:

- Where existing traffic noise levels are less than 60 dB  $L_{dn}$  at the outdoor activity areas of noise-sensitive uses, a +5 dB  $L_{dn}$  increase in noise levels due to roadway improvement projects will be considered significant; and
- Where existing traffic noise levels range between 60 and 65 dB  $L_{dn}$  at the outdoor activity areas of noise-sensitive uses, a +3 dB  $L_{dn}$  increase in noise levels due to roadway improvement projects will be considered significant; and
- Where existing traffic noise levels are greater than 65 dB  $L_{dn}$  at the outdoor activity areas of noise-sensitive uses, a +1.5 dB  $L_{dn}$  increase in noise levels due to

roadway improvement projects will be considered significant.

- 9.1.7 Where noise mitigation measures are required to achieve the standards of Tables 9-1 and 9-3, the emphasis of such measures shall be placed upon site planning and project design. The use of noise barriers shall be considered a means of achieving the noise standards only after all other practical design-related noise mitigation measures have been integrated into the project.

Note: Existing dwellings and new single-family dwellings may not be subject to City review with respect to satisfaction of the standards of the Noise Element. As a consequence, such dwellings may be constructed in areas where noise levels exceed the standards of the Noise Element. It is not the responsibility of the City to ensure that such dwellings meet the noise standards of the Noise Element, or the noise standards imposed by lending agencies such as U.S. Department of Housing and Urban Development (HUD), the Federal Housing Administration (FHA) and the State of California Department of Veteran Affairs (Cal Vet). If homes are located and constructed in accordance with the Noise Element, it is expected that the resulting exterior and interior noise levels will conform to the HUD/FHA/Cal Vet noise standards.

- 9.1.8 Obtrusive, discretionary noise generated from residences, motor vehicles, commercial establishments, and/or industrial facilities should be minimized or prohibited.
- 9.1.9 Activities associated with agricultural operations are recognized as noise sources which may be considered annoying to some residents. These activities can occur during the daytime and nighttime hours. Activities include crop dusting, tractor operations, zon

guns, etc. The city will require that all new development of residential uses adjacent to agricultural uses provide full disclosure of potential noise sources to future residents consistent with the City’s right to farm ordinance.

**Programs**

- 9.1.A The City has adopted and will update as necessary a Noise Ordinance to govern nuisance noise introduced by residential, commercial, or industrial uses. The purpose of this Ordinance is to regulate excessive noise produced by sources including, but not limited to, car stereos, parties, commercial and industrial activities (except where approved by the City), and other discretionary noise observed to be a nuisance to adjacent communities or businesses.

**Goal 9.2** Protect the economic base of the City by preventing incompatible land uses from encroaching upon existing or planned noise-producing uses.

**Policies**

- 9.2.1 New development of noise-sensitive land uses shall not be permitted in areas exposed to existing or projected levels of noise from transportation noise sources which exceed the levels specified in Table 9-3, unless the project design includes effective mitigation measures to reduce exterior noise and noise levels in interior spaces to the levels specified in Table 9-3.
- 9.2.2 Where noise-sensitive land uses are proposed in areas exposed to existing or projected exterior noise levels exceeding the levels specified in Table 9-3 or the performance standards of Table 9-1, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

**Table 9-1  
NOISE LEVEL PERFORMANCE STANDARDS FOR NEW PROJECTS  
AFFECTED BY OR INCLUDING NON-TRANSPORTATION NOISE SOURCES**

Noise Level Descriptor	Daytime (7 a.m. to 10 p.m.)	Nighttime (10 p.m. to 7 a.m.)																						
Hourly $L_{eq}$ , dB	55	45																						
1.	Each of the noise levels specified above shall be lowered by five dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises (e.g., humming sounds, outdoor speaker systems). These noise level standards do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwellings).																							
2.	The City can impose noise level standards which are more restrictive than those specified above based upon determination of existing low ambient noise levels.																							
3.	Fixed noise sources which are typically of concern include, but are not limited to the following:																							
	<table border="0"> <tr> <td>HVAC Systems</td> <td>Cooling Towers/Evaporative Condensers</td> </tr> <tr> <td>Pump Stations</td> <td>Lift Stations</td> </tr> <tr> <td>Emergency Generators</td> <td>Boilers</td> </tr> <tr> <td>Steam Valves</td> <td>Steam Turbines</td> </tr> <tr> <td>Generators</td> <td>Fans</td> </tr> <tr> <td>Air Compressors</td> <td>Heavy Equipment</td> </tr> <tr> <td>Conveyor Systems</td> <td>Transformers</td> </tr> <tr> <td>Pile Drivers</td> <td>Grinders</td> </tr> <tr> <td>Drill Rigs</td> <td>Gas or Diesel Motors</td> </tr> <tr> <td>Welders</td> <td>Cutting Equipment</td> </tr> <tr> <td>Outdoor Speakers</td> <td>Blowers</td> </tr> </table>		HVAC Systems	Cooling Towers/Evaporative Condensers	Pump Stations	Lift Stations	Emergency Generators	Boilers	Steam Valves	Steam Turbines	Generators	Fans	Air Compressors	Heavy Equipment	Conveyor Systems	Transformers	Pile Drivers	Grinders	Drill Rigs	Gas or Diesel Motors	Welders	Cutting Equipment	Outdoor Speakers	Blowers
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Conveyor Systems	Transformers																							
Pile Drivers	Grinders																							
Drill Rigs	Gas or Diesel Motors																							
Welders	Cutting Equipment																							
Outdoor Speakers	Blowers																							
4.	The types of uses which may typically produce the noise sources described above include but are not limited to: industrial facilities including pump stations, trucking operations, tire shops, auto maintenance shops, metal fabricating shops, shopping centers, drive-up windows, car washes, loading docks, public works projects, batch plants, bottling and canning plants, recycling centers, electric generating stations, race tracks, landfills, sand and gravel operations, and athletic fields.																							

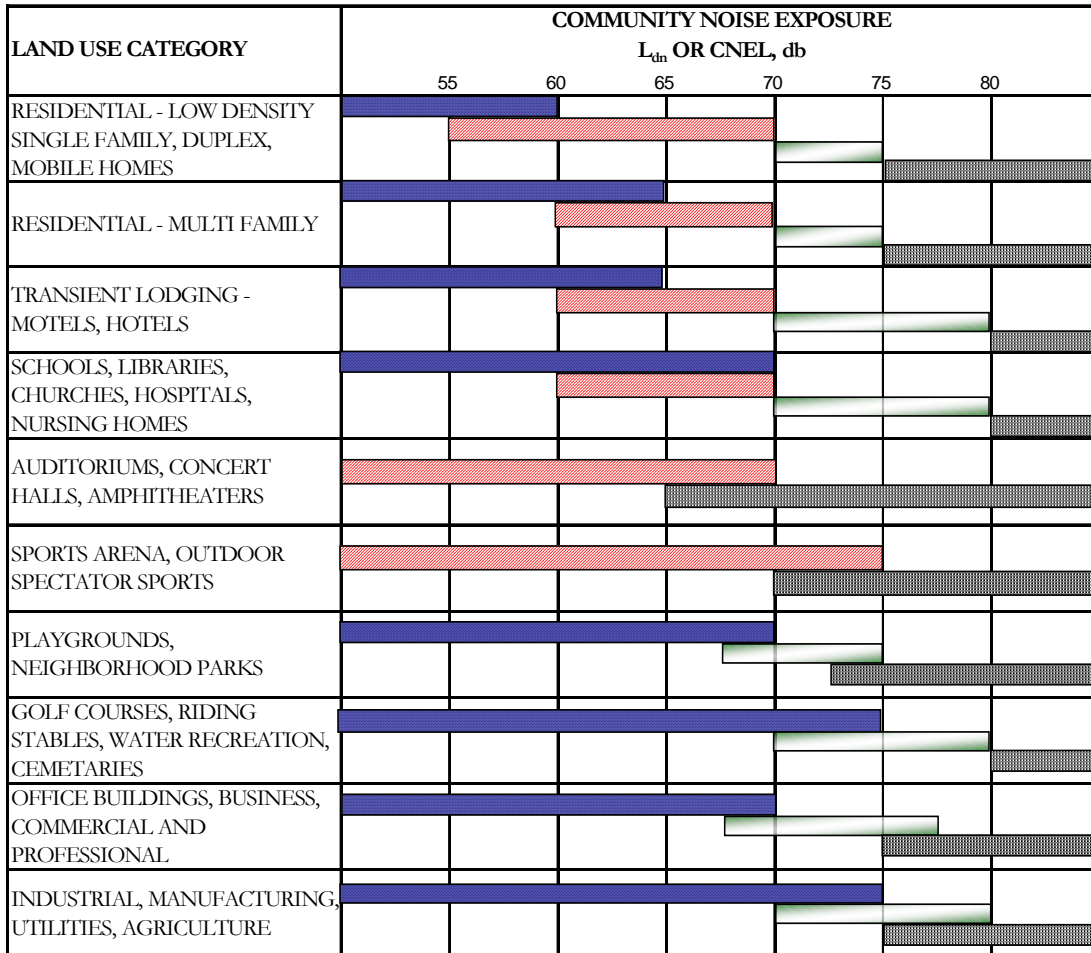
**Table 9-2  
REQUIREMENTS FOR AN ACOUSTICAL ANALYSIS**

<b>An acoustical analysis prepared pursuant to the Noise Element shall:</b>	
A.	Be the financial responsibility of the applicant.
B.	Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
C.	Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions and the predominant noise sources.
D.	Estimate existing and projected cumulative (20 years) noise levels in terms of L <sub>dn</sub> or CNEL and/or the standards of Table 1, and compare those levels to the adopted policies of the Noise Element.
E.	Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element, giving preference to proper site planning and design over mitigation measures which require the construction of noise barriers or structural modifications to buildings which contain noise-sensitive land uses.
F.	Estimate noise exposure after the prescribed mitigation measures have been implemented.
G.	Describe a post-project assessment program which could be used to evaluate the effectiveness of the proposed mitigation measures

**Table 9-3  
MAXIMUM ALLOWABLE NOISE EXPOSURE TRANSPORTATION NOISE SOURCES**

Land Use	Outdoor Activity Areas <sup>1</sup> L <sub>dn</sub> /CNEL, dB	Interior Spaces	
		L <sub>dn</sub> /CNEL, dB	L <sub>eq</sub> , dB <sup>2</sup>
Residential	65	45	--
Transient Lodging	65 <sup>3</sup>	45	--
Hospitals, Nursing Homes	65	45	--
Theaters, Auditoriums, Music Halls	--	--	35
Churches, Meeting Halls	65	--	40
Office Buildings	--	--	45
Schools, Libraries, Museums	--	--	45
Playgrounds, Neighborhood Parks	70	--	--
<ol style="list-style-type: none"> <li>Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving land use. Where it is not practical to mitigate exterior noise levels at patio or balconies of apartment complexes, a common area such as a pool or recreation area may be designated as the outdoor activity area.</li> <li>As determined for a typical worst-case hour during periods of use.</li> <li>In the case of hotel/motel facilities or other transient lodging, outdoor activity areas such as pool areas may not be included in the project design. In these cases, only the interior noise level criterion will apply.</li> </ol>			

**Figure 9-1**  
**LAND COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS**



**NORMALLY ACCEPTABLE**

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



**NORMALLY UNACCEPTABLE**

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



**CONDITIONALLY ACCEPTABLE**

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.



**CLEARLY UNACCEPTABLE**

New construction or development clearly should not be undertaken.



# SETTING

## ROADWAY NOISE

A primary source of noise in the City of Oakley is the sound generated from vehicles traveling over roadways. Roadway noise is a combination of direct noise emission from the vehicle and the sound from the passing of tires over the road surface. In addition, large truck traffic can dramatically contribute to roadway noise, as the sound generated from jake-brakes, large tires, and diesel engines greatly exceeds noise from passenger cars and light trucks.

Roadway noise is most apparent near the actual roadways, though acoustical conditions can dramatically change the nature and intensity of the noise. The elevation of the roadways relative to adjacent receptors can effect the level of noise, as can dense vegetation and topography. Because the City of Oakley is relatively flat, there is little opportunity to utilize topography to minimize roadway noise. In addition, the current and anticipated levels of traffic may not warrant

the extensive improvement required to improve roadway noise. As such, the location and protection of new developments should be considered to insure that residential, or other sensitive uses are not compromised by extraneous, roadway noise.

Various measures can be implemented in new developments, which will lessen the noise impacts on new neighborhoods. These include strategic placement and protection of sensitive uses and the utilization of sound-walls, earth mounds, or other attenuating devices.

Levels of noise are generally measured in terms of noise contours - delineations of areas where a predicted level of noise (measured in decibels (dB)) can be expected. Generally, noise contours predict the distance (in feet) from a source of noise that a receptor must be in order to experience a specified level (in dB) of noise. The accepted threshold for comfortable ambient noise in a residential area is 65 dB. Prolonged levels above 65 dB are considered to be an annoyance when they occur in residential areas. The following table presents typical sound levels of common noise sources.

**Table 9-4  
TYPICAL A-WEIGHTED MAXIMUM SOUND LEVELS OF COMMON NOISE SOURCES**

Decibels	Description
130	Threshold of pain
120	Jet aircraft take-off at 100 feet
110	Riveting machine at operators position
100	Shot-gun at 200 feet
90	Bulldozer at 50 feet
80	Diesel locomotive at 300 feet
70	Commercial jet aircraft interior during flight
60	Normal conversation speech at 5-10 feet
50	Open office background level
40	Background level within a residence
30	Soft whisper at 2 feet
20	Interior of recording studio

## 9.0 – Noise Element

A study performed by Bollard & Brennan, Inc. produced a series of noise contours for the City of Oakley, which represent the areas where the greatest levels of noise are experienced. The study measured ambient noise levels at various

locations and times during both the day and night. These noise levels, along with the predicted distances, provide a practical measure of noise levels throughout the City of Oakley. Table 9-5 presents the results of the study.

**Table 9-5  
PREDICTED EXISTING TRAFFIC NOISE LEVELS  
OAKLEY, CALIFORNIA**

Roadway	Segment	Ldn, dB at 100 feet	Distance to Ldn Contours		
			60 dB	65 dB	70 dB
S.R. 4 / Main Street	E. of Bridgehead Rd.	69.1	406	188	87
	West of Empire Ave.	68.5	371	172	80
	E. of Empire Ave.	66.0	251	116	54
	W. of Vintage Pkwy.	65.5	233	108	50
	W. of Rose Ave.	65.1	217	101	47
	S. of Cypress Rd.	64.7	205	95	44
	S. of Laurel Rd.	64.7	205	95	44
	S. of Delta Rd.	61.9	133	62	29
Neroly Road	S. of Main St.	61.0	117	54	25
Cypress Road	E. of Main St.	59.0	85	40	18
	W. of O'Hara Ave.	54.5	43	20	9
Delta Rd.	E. of Main Street	54.1	40	19	9
Empire Ave.	S. of Main St.	59.2	88	41	19
	S. of Laurel Road	55.6	51	24	11
O'Hara Ave.	S. of Main St.	55.1	47	22	10
	S. of Laurel Road	54.4	42	20	9
Laurel Road	E. of O'Hara Ave.	52.6	32	15	7
	W. of Empire Ave.	54.1	40	19	9
Live Oak Road	S. of Main St.	49.8	21	10	4
Carpenter Road	E. of O'Hara Ave.	52.6	32	15	7

Source: Bollard & Brennan, Inc., using FHWA RD-77-108 with inputs from the City of Oakley Long Range Circulation Plan and Caltrans.

Table 9-6 represents the preferred alternative build out traffic noise levels. These figures

predict the levels of noise that can be expected following full build out of the City of Oakley.

**Table 9-6  
PREDICTING PREFERRED ALTERNATIVE BUILD OUT TRAFFIC NOISE LEVELS  
OAKLEY, CALIFORNIA**

Roadway	Segment	Ldn, dB At 100 feet	Distance to Ldn Contours		
			70 dB	65 dB	60 dB
E. 18 <sup>th</sup>	W. of Bridgehead	66.6	60	129	277
Main Street S.R. 4	E. of Neroly	68.3	78	167	360
	E. of Live Oak	67.9	72	155	334
	S. of Big Break	67.0	63	135	292
	E. of Empire	66.8	61	131	283
	E. of Vintage	65.3	59	105	227
	E of O'Hara	65.4	50	107	230
	E. of Rose	64.7	45	96	207
	S. of Cypress	64.3	42	90	194
	S. of Laurel	63.8	38	83	178
	S. of Carpenter	63.8	38	83	178
S. of Delta	63.8	38	83	178	
Main	W. of O'Hara	55.4	11	23	50
Oakley	W. of Neroly	57.9	16	34	73
	E. of Neroly	59.5	20	43	92
	E. of Live Oak	60.1	22	47	102
Cypress	E. of Empire	54.8	10	21	45
	E. of O'Hara	52.3	7	14	60
	E. of Rose	55.4	11	23	49
	E. of Main	63.3	36	77	165
	E. of Sellers	64.5	43	92	199
	E. of Jersey Island	63.0	34	74	159
Laurel Bypass	E. of Neroly	65.0	47	100	216
Laurel	E. of Neroly	60.3	23	49	105
	E. of Empire	63.8	38	83	178
	E of Brown	63.8	38	83	178
	E. of O'Hara	62.3	31	67	143
	E of Rose	51.7	6	13	28
	E. of Main	61.7	28	60	129
Carpenter	E. of Empire	56.6	13	27	59
	E. of Brown	56.6	13	27	59
	E. of O'Hara	53.2	8	16	35
	E. of Rose	53.2	8	16	35
Brownstone	E. of O'Hara	53.6	8	17	38
	E. of Rose	53.6	8	17	38
Delta	E. of O'Hara	59.9	21	46	99
	E. of Main	56.4	12	27	58
	W. of Sellers	61.6	27	59	127
Highway 160	N. of E. 18 <sup>th</sup>	72.0	136	291	631
	S. of E. 18 <sup>th</sup>	75.3	227	488	1052

Roadway	Segment	Ldn, dB At 100 feet	Distance to Ldn Contours		
			70 dB	65 dB	60 dB
S.R. 4 Bypass	W. of 160	77.4	312	672	1449
	E. of 160	76.9	287	618	1331
	E. of Laurel	75.6	238	513	1105
Bridgehead	N. of Main	60.4	23	49	106
Neroly	S. of Main	61.4	27	58	125
	S. of Oakley	60.0	22	46	100
	S. of Laurel	59.4	20	42	91
	S. of Empire	61.0	25	54	116
	E. of Brown	60.3	23	49	105
Live Oak	S. of Main	5.8	11	24	52
	S. of Oakley	53.9	8	18	39
Empire	S. of Main	62.8	33	71	154
	S. of Cypress	63.2	35	76	163
	S. of Laurel	61.1	25	55	118
	S. of Carpenter	61.2	26	56	120
	S. of Neroly	60.4	23	49	107
Brown	S. of Laurel	45.4	2	5	11
	S. of Carpenter	45.4	2	5	11
O'Hara	S. of Main	56.4	12	27	58
	S. of Cypress	59.3	19	42	90
	S. of Laurel	60.1	22	47	101
	S. of Carpenter	59.5	20	43	93
	S. of Neroly	60.2	22	48	104
Rose	S. of Main	54.7	10	21	44
	S. of Cypress	53.9	8	18	39
	S. of Neroly	50.2	5	10	22
Sellers	N. of Cypress	58.8	18	39	83
	S. of Cypress	62.4	31	67	144
	S. of Laurel	60.2	22	48	103
	S. of Lone Tree	50.5	5	11	23
Jersey Island	N. of Cypress	59.1	19	41	88
Bethel Island	N. of Cypress	63.9	39	84	181

Source: *Bollard & Brennan, Inc. using FHWA RD-77-108 with inputs from the City of Oakley Long Range Circulation Plan and Caltrans*

As shown, the predicted levels of noise often exceed reasonable, comfortable levels. In many cases, comfortable levels for a residence cannot be achieved within one hundred feet of the centerline of the roadway. Utilizing noise data will assist in the proper separation of development from existing roadways and will justify any required noise mitigations.

### RAILROADS

Railroad activity in the City of Oakley General Plan Study Area generally occurs along two tracks. The two tracks are located along the western boundary of the City of Oakley, and generally the east side of S.R.4. Each of the tracks is adjacent to residential areas. Discussions with the City of Oakley staff indicate that noises due to railroad operations are considered a nuisance to residents. Discussions with residents adjacent to the Union Pacific Railroad track along the west side of Oakley indicate that very few train operations

occur along this track. There were no observed railroad operations along the UPRR track to the west.

Noise measurements were conducted at two locations by Bollard & Brennan, Inc. for railroad operations within the General Plan study area adjacent to the BMSF track along the eastern portion of the City of Oakley. The measurements were conducted to determine the contribution of railroad mainline operations to the area noise environment.

The purpose of the noise level measurements was to determine typical sound exposure levels (SEL) for railroad line operations in the General Plan study area, accounting for the effects of travel speed, warning horns and other factors which may affect noise generation. In addition, the noise measurement equipment was programmed to identify individual train operations, so that the typical number of train operations could be determined.

The railroad noise measurement locations were at 430 Mockingbird Lane and at 1942 Summerfield Court. The Mockingbird Lane monitoring site was 550 feet from the railroad

track centerline, and the Summerfield Court monitoring site was at 200 feet from the railroad track centerline. At the measurement sites, slow moving locomotives and Amtrak trains, wheel noise, and warning horns were the major contributors to railroad noise levels. The Mockingbird Lane site did not experience significant warning horn noise levels. However, at the Summerfield Court site, all northbound trains used warning horns prior to approaching the at-grade railroad crossing at Big Break Road. Figure 2 shows the noise measurement sites. Appendix C graphically shows the results of the noise level measurements.

Based upon the noise level measurements, the average SEL for train operations along the BMSF railroad main line absent warning horns is 97 dB at 100 feet. The average SEL for train operations near grade crossing where warning horns are used is 106.5 dB.

Based upon the noise measurement results, approximately 20 train operations per day occur on the mainline through Antioch. The trains operations generally are distributed throughout the daytime and nighttime hours.

**Table 9-7  
APPROXIMATE DISTANCES TO THE ATCHISON TOPEKA & SANTA FE RAILROAD NOISE  
CONTOURS**

Ldn at 100 feet		Distance to Ldn Contour (feet)					
Without Warning Horns	With Warning Horns	Without Warning Horns			With Warning Horns		
		60 dB	65 dB	70 dB	60 dB	65 dB	70 dB
67 dB	76.5 dB	293'	135'	63	1,258	583	271

**FIXED NOISE SOURCES**

The production of noise is a result of many industrial processes, even when the best available noise control technology is applied. Noise exposures within industrial facilities are controlled by Federal and State employee health and safety regulations (OSHA and Cal-OSHA), but exterior noise levels may exceed locally acceptable standards. Commercial, recreational and public service facility activities can also

produce noise, which affects adjacent sensitive land uses. These noise sources can be continuous and may contain tonal components, which may be annoying to individuals who live in the nearby vicinity. In addition, noise generation from fixed noise sources may vary based upon climatic conditions, time of day and existing ambient noise levels.

From a land use planning perspective, fixed-source noise control issues focus upon two goals: to prevent the introduction of new noise-

producing uses in noise-sensitive areas, and to prevent encroachment of noise sensitive uses upon existing noise-producing facilities. The first goal can be achieved by applying noise level performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses in near proximity to noise-producing facilities include mitigation measures to ensure compliance with noise performance standards.

Fixed noise sources that are typically of concern include but are not limited to the following:

**Table 9-8  
SOURCES OF FIXED NOISE**

HVAC Systems	Cooling Towers/ Evaporative Condensers
Pump Stations	Lift Stations
Emergency Generators	Boilers
Steam Valves	Steam Turbines
Generators	Fans
Air Compressors	Heavy Equipment
Conveyor Systems	Transformers
Pile Drivers	Grinders
Drill Rigs	Gas or Diesel Motors
Welders	Cutting Equipment
Outdoor Speakers	Blowers
Chippers	Cutting Equipment
Loading Docks	Amplified music and voice

The types of uses which may typically produce the noise sources described above, include, but are not limited to: wood processing facilities, pump stations, industrial facilities, trucking operations, tire shops, auto maintenance shops, metal fabricating shops, shopping centers, drive-up windows, car washes, loading docks, public works projects, batch plants, bottling and canning plants, recycling centers, electric generating stations, race tracks, landfills, sand and gravel operations, and athletic fields.

Industrial uses are generally confined to the north end of the City of Oakley. In general, these uses are separated from residential uses and do not result in noise-related complaints.

**NUISANCE NOISE**

In addition to train operations, other noise sources within the community may be considered to be “nuisance noise sources”. These types of noise sources could include barking dogs, live music venues, boom boxes, jake brakes on trucks, etc. These types of noise sources are difficult to quantify due to the sporadic nature in which they occur, and are in many instances transient in nature. However, these are the noise sources which generate complaints and are the primary concern of residents.

The noise element of a General Plan is intended to establish acceptable noise levels for new projects within a community, and is not a tool for responding to noise complaints. A community noise ordinance is widely used for responding to noise complaints. One of the products associated with the Goals & Policies section of the General Plan update may be a policy which states that the City will develop a noise ordinance.

**COMMUNITY NOISE SURVEY**

A community noise survey was conducted to document noise exposure in areas of the City containing noise sensitive land uses. Noise monitoring sites were selected to be representative of typical residential conditions in the City.

Short-term noise monitoring was conducted at four sites on March 1 & 2, 2001. Each site was monitored twice during the day and evening hours. Three continuous 24-hour noise-monitoring sites were established in the City to record day-night statistical noise level trends. The data collected included the hourly average (Leq), and the maximum level (Lmax) during the measurement period. Noise monitoring sites, measured noise levels at each site are summarized in Table 9-9. Figure 2 shows the locations of the noise measurement sites. Appendix C graphically shows the results of the noise measurements.

Community noise monitoring systems were calibrated with acoustical calibrators in the field

prior to use. The systems comply with all pertinent requirements of the American National Standards Institute (ANSI) for Type I sound level meters.

Based upon the analysis completed for this General Plan, the noise environment within the City of Oakley is similar to that of an urban and

suburban area. Primary noise sources include roadway traffic, railroad operations and typical neighborhood activities. The overall existing noise environment which has been documented herein is intended to be used as a bench-mark for evaluating noise associated with future growth within the City.

**Table 9-9  
COMMUNITY NOISE MEASUREMENT RESULTS  
MARCH 2001**

Location	Date	Time	Measured Sound Level, dB		Measured Ldn
			Leq	Lmax	
Site 1 - 430 Mockingbird Ln.	March 1-2,	24-hours	Daytime = 53.9 Nighttime = 52.7	Daytime = 73.3 Nighttime = 68.7	59.3 dB
Site 2 - 1942 E. Summerfield Ct.	March 1-2,	24-hours	Daytime = 70.9 Nighttime = 75.0	Daytime = 82.2 Nighttime = 84.6	80.0 dB
Site 3 - End of Piper Lane	March 1-2,	24-hours	Daytime = 47.0 Nighttime = 42.9	Daytime = 67.9 Nighttime = 57.7	50.2 dB
Site 4 - O'Hara Park - School	March 1 <sup>st</sup> March 1 <sup>st</sup>	3:00 pm 10:00 pm	53.7 51.2	63.2 64.0	-----
Site 5 - Corner Chicory Drive/Cherry Ct.	March 1 <sup>st</sup> March 1 <sup>st</sup>	3:45 pm 9:30 pm	46.8 42.8	51.6 51.1	-----
Site 6 - Live Oak Ave.	March 1 <sup>st</sup> March 1 <sup>st</sup>	4:15 pm 9:05 pm	51.9 53.2	56.8 61.0	-----
Gehringer School	March 1 <sup>st</sup> March 1 <sup>st</sup>	5:00 pm 10:30 pm	54.2 50.5	67.1 66.1	-----

# CHAPTER

# 10

# HOUSING ELEMENT

## INTRODUCTION

**I**The purpose of the Housing Element is to address and describe the manner in which a community will responsibly accommodate residential growth throughout the period of the General Plan. The State of California has established explicit guidelines and requirements for the preparation of a Housing Element. Under the requirements of State Planning Law, Article 10.6, Sections 65580-65589 of the Government Code, every city and county in California must prepare a housing element as part of its General Plan.

It is the intention of the City of Oakley that this Housing Element will comprehensively describe the recent growth, will be consistent with regional policy and State law, obligations, and will provide a clear direction for accommodating future residential growth.

This element provides broad and tailored discussion on demographic and socioeconomic variables, including population, households, household income, housing stock and market, and employment opportunities in the planning area.

### **Use of Relevant and Current Data**

To provide a comprehensive analysis of population, households, and housing, a complete review of the City's population characteristics and housing stock must be performed. All attempts have been made to utilize the most current socioeconomic and building data and methods available. However, the recent incorporation of the City of Oakley limits the availability of data that reflects the boundaries of the City.

2000 Census data and Department of Finance have been used to provide the most recent data. To provide trend data or data for housing and population characteristics 1990 Census data for the Oakley zip code, 94561, have been used to provide an approximation of City of Oakley characteristics. Additional data and projections have been taken from the Association of Bay Area Governments Projections 2000 report and from Contra Costa County documents.

A series of public forums were held to gather community input on the formation of the General Plan. These forums were advertised in the local newspaper, at City offices, public libraries, and on the City's web site in an attempt to encourage participation from all economic levels in the City. The issues of housing, affordability care for the elderly, and others were discussed, with the results being implemented into the General Plan and the Housing Element, as appropriate. In addition The City Council conducted study sessions on the housing needs assessment and formulation of the Housing Element's policies and programs; these sessions are noticed public hearings and are advertised in the local newspaper. Copies of the draft element have been available to the public throughout the development of the Housing Element at City offices and on the web site. Currently, no written comments have been received by the City regarding the Housing Element. An additional 30-day public review period will occur prior to final adoption to allow additional comment on the final draft document. Notices for this 30-day public review were posted in the newspaper, and sent to existing local low income housing communities, the school district, utilities, and local community groups. The final



draft copy of the Housing Element has been made available to the public at City offices and the library. During the preparation of the Housing Element, local groups and individuals were consulted by telephone for information, including affordable housing developers, the Silver Oak apartments, and City Council members. City staff were made available to the public to answer any questions pertaining to the Housing Element.

### **Previous Element Review**

In 1999, the City of Oakley finalized the process of incorporation, becoming a sovereign municipality. As such, a city-specific Housing Element has never been prepared for the City of Oakley, which eliminates the ability to review a previous element.

### **General Plan Consistency**

State Law requires that “...the general plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies...” The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement and development of housing within the City.

This Housing Element is prepared as part of the City’s first General Plan. All elements of the General Plan have been reviewed for consistency with the other elements and completed in coordination with the Housing Element. Implementation of this Housing Element, as well as other elements of the General Plan, will require amendments to the Zoning Code.

### **HOUSING NEEDS ASSESSMENT AND INVENTORY**

Section 65583(a) of the California Government Code presents specific requirements for providing a Housing Needs Assessment and Inventory. The following discussion addresses these specific requirements and provides data and thorough explanation of the topics as they relate to the City of Oakley.

### **Population Trends**

#### City of Oakley

According to the 2000 Census, the City of Oakley has a population of 25,619 persons. The City is projected to grow at a rate of 16.2 percent over the period of 2000-2010 to a population of 29,759 persons, based on projections from the Association of Bay Area Governments (ABAG). This growth is anticipated to include an additional 1,382 households by 2010, a 17.6 percent increase from the 2000 figure. Despite recent population surges in Contra Costa County and the City of Oakley, the five-year growth rates are anticipated to slow to 5.3-10.0 percent for the period of 2000-2020. This figure is far less than the highs of 15.9 percent to 20.3 percent from 1990 to 2000. This information confers that the City of Oakley will continue to experience population growth, though at a decreasing rate over the next twenty years. The Housing Element also provides projections for populations, which are derived from Land Use Element of the General Plan. According to these figures, the City has the capacity to eventually accommodate a population of 66,968 persons at full build-out.

#### Contra Costa County

The population of Contra Costa County is also anticipated to grow, though at a slower rate than that of the City of Oakley. According to the 2000 Census, Contra Costa County has a population of 948,816 persons, an increase of 18.1 percent from 1990. It is anticipated that the County will grow at a rate of 14.4 percent to a population of 1,085,056 persons during the period of 2000-2010. The projected five-year growth rates range from 3.9 to 7.7 percent for the period of 2000-2020, with a general trend for decreasing rates from 2005-2020. According to this information, the City of Oakley is in a position to assume a significantly greater proportion of residential growth and new housing than the remainder of Contra Costa County.

Table 10-1 depicts population trends in the City of Oakley and Contra Costa County from 1990 to 2020, based on population estimates and growth rates provided by ABAG and corrected with 2000 Census data.

**Table 10 - 1**  
**POPULATION PROJECTIONS USING 2000 CENSUS DATA AND ABAG PERCENTAGE PROJECTIONS**

Year	City of Oakley			Contra Costa County		
	Population	5-Year %	10-Year %	Population	5-Year %	10-Year %
1990	18,374	--	--	803,732	--	--
1995	22,100	20.3%	--	865,300	--	--
2000	25,619	15.9%	39.4%	948,816	7.7%	18.1%
2005	28,181	10.0%	--	1,029,465	9.7%	--
2010	29,759	5.6%	16.2%	1,085,056	8.5%	14.4%
2015	31,336	5.3%	--	1,133,884	4.5%	--
2020	33,467	6.8%	12.5%	1,178,106	3.9%	8.6%
	<b>2000-2020 % Increase = 30.6%</b>			<b>2000-2020% Increase = 24.2%</b>		

Source: Association of Bay Area Governments, Projections 2000, January 2001; U.S. Census Bureau, Census 2000

### Ethnic Composition

#### City of Oakley

The City of Oakley consists of a variety of diverse ethnic groups. Table 10-2 identifies the City's population by race. Of the people in the City, 75.5 percent are White, 2.9 percent are Asian, and 3.4 percent are Black or African American.

The 2000 Census asked whether persons considered themselves to be of Hispanic or Latino descent, separate from and in addition to other questions on ethnicity. As such, a person may be considered both White and Hispanic/Latino or Asian and Hispanic/Latino,

for example. By this measurement, 25.0% of the City of Oakley is considered Hispanic or Latino.

#### Contra Costa County

The ethnic composition of Contra Costa County is similar to that of the City of Oakley. In the County, 65.5 percent of the population is White. 11 percent of the persons are Asian and 9.4 percent are Black or African American. In addition, 17.7 percent of the population is of Hispanic or Latino descent.

The following table (Table 10-2) summarizes ethnicity characteristics for Contra Costa County and the City of Oakley. Percentages are shown for comparison purposes between the City and the County.

**Table 10 - 2**  
**RACE CHARACTERISTICS – 2000**

Race	Contra Costa County		City of Oakley	
	Population	Percentage	Population	Percentage
White	621,490	65.5	19,342	75.5%
Black or African American	88,813	9.4	876	3.4%
American Indian, & Alaska Native	5,830	0.6	227	0.9%
Asian	103,993	11.0	733	2.9%
Native Hawaiian & Pacific Islander	3,466	0.4	75	0.3%
Other Race	76,510	8.1	2,711	10.5%
Two or More Races	48,714	5.1	1,655	6.5%
<b>TOTAL</b>	<b>948,816</b>	<b>100.0</b>	<b>25,619</b>	<b>100.0%</b>
Hispanic or Latino	167,776	17.7	6,399	25.0%

Source: U.S. Census Bureau; Census 2000

**Age Distribution**

City of Oakley

The City of Oakley is composed of a fairly diverse range of ages. 29.2 percent of Oakley residents are children (age 14 and under). Other than children, the age group with the largest concentration is persons aged 35 to 44 years old, representing 20.3 percent of the population. Generally, persons aged 25 to 44 are considered to be in family-forming age groups; these groups represent 34.5 percent of the City’s populations. The retired age population (age 55 and over) accounts for 11.2 percent of Oakley’s population.

Contra Costa County

The age distribution in Contra Costa County is similar to that of the City of Oakley. 22.3 percent of the residents are children (under age 14). Persons aged 35 to 44 years old represent 17.3 percent of the population. The family-forming age groups (age 25 to 44 years old) represent 30.6 percent of the County’s population. Unlike the City, however, the retired age population (age 55 and over) contributes 20.2 percent of the population.

Table 10-3 presents the age distributions of both the City of Oakley and Contra Costa County. Percentages are shown in each table for comparison purposes between the City of Oakley and Contra Costa County.

**Table 10 - 3  
AGE CHARACTERISTICS – 2000**

Age	Contra Costa County		City of Oakley	
	Number	Percentage	Number	Percentage
Under 5	66,128	7.0%	2,177	8.5%
5 to 14	145,048	15.3%	5,299	20.7%
15 to 19	63,124	6.7%	2,080	8.1%
20 to 24	50,696	5.3%	1,225	4.8%
25 to 34	126,387	13.3%	3,637	14.2%
35 to 44	163,755	17.3%	5,206	20.3%
45 to 54	141,988	15.0%	3,125	12.2%
55 to 64	84,418	8.9%	1,492	5.8%
65 and over	107,322	11.3%	1,378	5.4%
<b>TOTAL</b>	<b>948,866</b>	<b>100%</b>	<b>25,619</b>	<b>100%</b>

Source: U.S. Census Bureau; Census 2000

**Employment Trends**

Oakley Employment

The Oakley economy is heavily dependent upon government employment, services, manufacturing, and professional services industries. These four industries comprise approximately 57 percent of the industries in the City of Oakley. The most abundant occupations in the City are technical, sales and administrative support followed closely by managerial and professional, which together make up 55 percent of the labor force.

Generally, the population that lives in Oakley works within the Oakland Primary Metropolitan Statistical Area (PMSA) but does not work in the City of Oakley. In 1990, only 10.5 percent of the labor force 16 years of age and older living in the Oakley 94561 zip code worked in the City of Oakley. Of the remaining 89.5 percent, 25 percent worked in Antioch and Concord, another 15 percent were employed in Pittsburg, Brentwood, and Walnut Creek, 9 percent were employed in San Francisco and Oakland, and 40 percent work in other areas.

Of persons employed in Oakley, 35 percent live in Oakley and 32 percent live in Antioch. The remainder of the population that works in Oakley lives in nearby communities in small percentages of less than 5 percent each.

According to the 2000 Census, Just 11.3 percent of persons the Oakley residents work in Oakley. As such, there are fewer jobs available in Oakley than there are employable persons. This is illustrated in Table 10-4, Employment Projections for Oakley.

Regional Employment

Because of their small existing job bases, Oakley, Brentwood, rural East Contra Costa County, and the remainder area show very large percentages of job growth over the next 20 years. Percentage wise, Oakley will add the most jobs across the board of any area in the County, including manufacturing, retail, and service jobs.

As for actual numbers of jobs, over the entire 20-year forecast period, the three top job growth centers will be San Ramon, Concord, and Richmond, with each providing 22,390, 17,480, and 16,680 new jobs respectively. Oakley, Richmond, and Pittsburg will capture the most manufacturing and wholesale trade employment over this period, with Oakley providing 4,320 manufacturing jobs. Antioch, San Ramon, and Brentwood will see the highest growth in retail employment. Growth in service jobs will be concentrated in San Ramon, Concord, and Richmond.

**Table 10 - 4  
EMPLOYMENT PROJECTIONS FOR OAKLEY**

<b>Demographic Type</b>	<b>Existing 2000</b>	<b>Projected 2020</b>	<b>Change</b>	<b>2000 – 2020 Percent Change</b>
Employed Residents	12,126	20,100	7,974	65.8%
Jobs	3,990	14,370	10,380	260.2%

*Source: ABAG, 2000 Census*

For the year 2020, the following Table 10-5 Employment Projections for Oakley shows

employment changes as projected by ABAG for the City of Oakley.

**Table 10 - 5  
EMPLOYMENT PROJECTIONS BY TYPE FOR OAKLEY**

Job Type	Existing 2000	Projected 2020	Change	2000 – 2020 Percent Change
Manufacturing & Wholesale	1,990	6,310	4,320	217%
Retail Jobs	60	1,220	1,160	1,933%
Service Jobs	690	4,220	3,530	512%
Other Jobs	1,190	2,490	1,300	109%

*Source: ABAG, Projections 2000*

According to ABAG, the City of Oakley will experience tremendous growth in all job types, with extremely high growth in retail jobs and service jobs. The reason for such a tremendous increase in jobs results from the small numbers of existing jobs in the City and the potential growth of the large undeveloped acreage in the northeast corner and the industrial zones in the northwest corner of Oakley.

**Household Trends**

The change in the number of households in a city is one of the prime determinants of the demand for housing. Household growth trends do not always parallel population growth. Household growth can occur in periods of static population through formation factors such as adult children leaving home, through divorce, and with the aging of the population. Conversely, household growth can increase at a rate less than the population growth through new births, multiple generations living together, and other factors that result in increased household size. Household growth from 1990 through 2020 is presented in Table 10-6 for the City of Oakley and Contra Costa County.

City of Oakley

In 2000, 7,832 households resided in Oakley. This number is anticipated to increase to 8,532 households by 2005 and to 9,214 by 2010, a 10-year increase of 17.6 percent. By 2020, 10,494 households are projected to be in the City of Oakley. The household growth rate for the five-year projection periods from 2000 to 2020 ranges from 6.3 to 8.9 percent.

Between 1990 and 2000, the number of households in the City of Oakley increased by 32.9 percent, 1,940 households. This rate is 6.5 percent less than population growth during the same period, which totaled 39.4 percent. The stronger increase of population would be consistent with the large proportion of children and persons in the family-forming age groups within the City.

Contra Costa County

Contra Costa County had 344,129 households in 2000. The number of households is expected to increase by 12.8 percent between 2000 and 2010, reaching a projected number of 388,122. Household growth rates in Contra Costa County are less than those in Oakley, ranging from 4.7 to 6.2 percent during the 2000 to 2020 5-year projection periods.

**Table 10 - 6**  
**HOUSEHOLD PROJECTIONS USING 2000 CENSUS DATA AND ABAG PERCENTAGE PROJECTIONS**

Year	City of Oakley			Contra Costa County		
	Households	5-year % increase	10-year % increase	Households	5-year % increase	10-year % increase
1990	5,892	--		300,288	--	
1995	7,100	20.5%		320,240	6.6%	
2000	7,832	10.3%	32.9%	344,129	7.5%	14.6%
2005	8,532	8.9%		365,516	6.2%	
2010	9,214	8.0%	17.6%	388,122	6.2%	12.8%
2015	9,794	6.3%		408,291	5.5%	
2020	10,494	7.1%	13.9%	427,282	4.7%	10.1%
2000-2020 % increase:			24.9%	2000-2020 % increase:		12.5%

Source: Association of Bay Area Government, Projections 2000, January 2001; U.S. Census Bureau, Census 2000

**Persons per Household**

Persons per household is an important indicator of the size of units required for the housing market. Household sizes in the City of Oakley are larger than Contra Costa County, with an average household size of 3.26 persons in Oakley compared with only 2.72 persons in Contra Costa County. The larger sizes are consistent in both renter- and owner-occupied units with household sizes of 3.26 and 3.27 persons, respectively. Oakley has an average family size of 3.59 persons, compared with 3.23 persons in the County. The larger household sizes in Oakley are consistent with the preponderance of children and persons in the family-forming age groups and with a greater increase in population than creation of new households from 1990 to 2000. Table 10-7 shows household sizes for the City of Oakley and Contra Costa County.

**Table 10 - 7**  
**HOUSEHOLD SIZE – 2000**

Household Type	Oakley	Contra Costa County
Average Household Size	3.26	2.72
Owner-occupied Units	3.26	2.78
Renter-occupied Units	3.27	2.59
Median Family Size	3.59	3.23

Source: U.S. Census Bureau, 2000 Census

**Household Tenure**

As is shown in Table 10-8, the majority of housing units in Oakley are owner occupied (85.0 percent). The renter rate in the City is less than half of that of Contra Costa County, representing 15.0 percent of the total households in Oakley.

**Table 10 - 8**  
**HOUSEHOLDS BY TENURE - 2000**

Tenure	Oakley		Contra Costa County	
	Number	Percent	Number	Percent
Owner occupied	6,667	85.0%	238,413	69.3%
Renter occupied	1,180	15.0%	105,716	30.7%

SOURCE: U.S. CENSUS BUREAU, 2000

**Overcrowding**

Overcrowding is defined by the Department of Housing and Urban Development (HUD) as a situation when there is more than one person per room in an occupied housing unit. Overcrowding can result from a low supply of affordable housing and adequate housing. Households unable to afford larger housing may be forced to rent or purchase housing that is too small to meet their needs. According to the 2000 Census, 6.5 percent of Oakley households (506 households) were overcrowded. Of these,

## 10.0 – HOUSING ELEMENT

32.2 percent (163 households) were severely overcrowded. As a comparison, 7.4 percent of households in Contra Costa County were overcrowded and 49.3 percent of these households were severely overcrowded. Table 10-9 shows the level of overcrowding is highest

amongst renter occupied housing units representing 18.1 of the total renter households in the City, while overcrowded owner households represented 4.3 percent of the owner households.

**Table 10 - 9  
OVERCROWDED HOUSEHOLDS - 2000**

Household Type	Owner Occupied		Renter Occupied		Total	
	Number	Percent	Number	Percent	Number	Percent
Overcrowded (1.01 – 1.50 persons/room)	223	3.3%	120	10.2%	343	4.4%
Severely Overcrowded (1.50 + persons/room)	70	0.5%	93	2.0%	163	2.1%
<b>TOTAL</b>	<b>303</b>	<b>4.5%</b>	<b>213</b>	<b>18.1%</b>	<b>506</b>	<b>6.5%</b>

*Source: U.S. Census Bureau, 2000 Census*

### Household Income

The 2000 median household income in Oakley was relatively comparable to Contra Costa County's. The majority of Oakley residents, 65 percent, fall into the \$35,000 to \$100,000 range, with higher percentages in this category than the County. However, the percentage of households with incomes greater than \$75,000 is smaller for

the City of Oakley than the figure for the remainder of Contra Costa County. In general, the City of Oakley is comprised of more middle-class households with moderate income, while Contra Costa County maintains a greater distribution of income. See Table 10-10 for Household Income Characteristics with comparisons of Oakley to the County.

**Table 10 - 10  
HOUSEHOLD INCOME CHARACTERISTICS – 2000**

Income Group	Contra Costa County		City of Oakley - 94561	
	Households	Percentage	Households	Percentage
Less than \$10,000	17,656	5.1	298	3.8
\$10,000 to \$14,999	12,393	3.6	194	2.5
\$15,000 - \$24,999	25,908	7.5	489	6.2
\$25,000 - \$34,999	29,345	8.5	360	4.6
\$35,000 - \$49,999	46,316	13.4	1,162	14.8
\$50,000 - \$74,999	69,476	20.2	2,341	29.9
\$75,000 - 99,999	51,287	14.9	1,591	20.3
\$100,000 - \$149,999	52,442	15.2	1,139	14.5
\$150,000 - \$199,999	19,385	5.6	166	2.1
\$200,000 or more	20,214	5.9	93	1.2
<i>Total Households</i>	<i>344,422</i>	<i>100.0</i>	<i>7,833</i>	<i>100.0</i>
Median Income	\$63,675		\$65,589	
Median Home Price	\$267,800		\$187,400	

*Source: U.S. Census Bureau, 2000 Census, C90STF3A – Oakley data by zip code (94561)*

## 10.0 – HOUSING ELEMENT

In the City of Oakley, 89.7 percent of the population in a household is either a householder, spouse, or child, compared with 87.7 percent in Contra Costa County. Only 5.7 percent of the Oakley population lives with

other relatives and 4.6 percent lives in a household with non-relatives. These household type statistics are shown below for the City of Oakley and Contra Costa County in Table 10-11.

**Table 10 - 11  
POPULATION BY HOUSEHOLD TYPE – 2000**

Population Status	Contra Costa County		City of Oakley	
	Number	Percentage	Number	Percentage
Householder	344,129	36.7%	7,832	30.7%
Spouse	187,613	20.0%	5,342	20.9%
Child	290,908	31.0%	9,729	38.1%
Own Child under 18 years	225,435	24.0%	8,014	31.4%
Other Relative	60,893	6.5%	1,462	5.7%
Under 18 years	20,504	2.2%	577	2.3%
Nonrelatives	53,936	5.6%	1,187	4.6%
Unmarried partner	19,228	2.1%	456	1.8%

*Source: U.S. Census Bureau, Census 2000*

### Overpayment

Overpayment compares the total shelter cost for a household to the ability of that household to pay. Specifically, overpayment is defined as the monthly shelter costs in excess of 30 percent of a household's income. Shelter cost is defined as the monthly owner costs (mortgages, deed of trust, contracts to purchase or similar debts on

the property and taxes, insurance on the property, and utilities) or the gross rent (contract rent plus the estimated average monthly cost of utilities). Table 10-12 shows the percentage of rental households and owner occupied households overpaying for shelter in 2000. As shown, 26.2 percent of households in Oakley were overpaying for shelter.

**Table 10 - 12  
OVERPAYING HOUSEHOLDS - 2000**

Housing Type	30%-34% of Household Income	35%+ of Household Income	Total
Owner	741	1,488	36.6%
Renter	155	398	49.9%
Total	896	1,886	26.2%

*Source: U.S. Census Bureau, Census 2000*



**Housing Stock**

The following Table 10-13 shows the total number of housing units and the type of units for the City of Oakley, neighboring jurisdictions, and Contra Costa County. Data for Oakley is based on the proportion of unit types located by Foothill Associates during an October 2000 Housing Survey applied to the number of housing units from Census 2000, and data for Antioch, Brentwood, Pittsburg, and Contra Costa County is based on Department of Finance data for the proportion of unit types applied to the number of housing units determined from Census 2000.

In Oakley, the vast majority of housing units are single family, representing 98.0 percent of the housing stock. The City has 107 multifamily units, or 1.3 percent, and 49 mobile homes, or 0.6 percent. The neighboring cities of Antioch, Brentwood, and Pittsburg have from 70.3 to 83.3 percent of single-family homes. Multifamily units in Antioch, Brentwood, and Pittsburg represent from 13.5 percent to 26.2 percent of the housing stock. In Contra Costa County, single-family units account for 73.2 percent of the housing stock while multifamily residences account for 24.6 percent.

**Table 10 - 13  
HOUSING STOCK – 2000**

Location	Single-Family		Multifamily		Mobile Homes		Total Units
	Number	Percent	Number	Percent	Number	Percent	Number
Oakley	7,790	98.0%	107	1.3%	49	0.6%	7,946
Antioch	23,847	79.2%	5,898	19.6%	370	1.2%	30,116
Brentwood	6,485	83.3%	1,065	13.5%	237	3.0%	7,788
Pittsburg	12,865	70.3%	4,795	26.2%	640	3.5%	18,300
Contra Costa County	259,714	73.2%	87,261	24.6%	7,602	2.1%	354,577

*Source: U.S. Census, 2000; California Department of Finance, E-5 Report, January 1, 2000, and Foothill Associates Environmental Consultants, October 2000.*

Over the past 5 years, as shown in Table 10-14, 991 single-family building permits were issued. Of the single family units, 9 units were built by Habitat For Humanity for very low income residents, and 45 units were built by Kauffman and Broad targeting moderate income residents. In addition, the 80 unit Summercreek Apartments, affordable to the low and very low-income seniors was completed.

**Table 10 - 14  
Building Permits By Year**

Year	Single Family	Multifamily
2000	263	80
2001	179	0
2002	206	0
2003	227	0
2004	116	0
<b>Total</b>	<b>991</b>	<b>80</b>

*Source: City of Oakley Building Department June 2000- December 2004*

**Vacancy**

Vacancy is a prime factor in determining whether sufficient housing stock exists to meet market demand. A “normal” factor for vacancy is five percent; according to the California Department of Housing and Community Development, if the vacancy rate is below the normal level, additional units are required, and if it is above the normal level, fewer units are required. In both the City of Oakley and Contra Costa County, housing vacancy rates are well below the “normal” rate of 5.0 percent, with respective vacancy rates of 1.4 and 2.9 percent as shown in Table 10-15. Vacancies in Oakley can be further divided to 0.2 percent attributable to seasonal housing units, 0.6 percent in homeowner units, and 1.3 percent in rental units.

**Table 10 - 15  
VACANCY RATES – 2000**

	Oakley	Contra Costa County
Total Vacancy Rate	1.4%	2.9%
Seasonal	0.2%	0.5%
Homeowner	0.6%	0.8%
Renter	1.3%	2.7%

Source: U.S. Census Bureau, 2000 Census.\* Note numbers are mutually exclusive

**Housing Quality**

A survey was conducted by Foothill Associates on October 30, 2000 to assess the condition of the housing stock in the City of Oakley. Utilizing ArcView shape files provided by Contra Costa County, it was found that there are a total of 9,028 parcels in the City of which 8,139 parcels contain residential units. There are a total of 8,551 residential units in the City of Oakley. These numbers are summarized below by housing type.

The following Table 10-16, Classification by Type of Residential Unit, shows the number of residential units in Oakley by type and classification. A Class 1 type unit is in sound condition with no substantial visible damage or wear. A Class 2 type unit is generally in sound condition with some minor repairs required. A Class 3 type unit is deteriorated with moderate repairs required. A Class 4 type unit is dilapidated with major repairs or needing demolition. The Class of a unit was determined based on the condition of the foundation, structural elements, roofing, siding, windows and doors, and landscaping.

**Table 10 - 16  
CLASSIFICATION BY TYPE  
OF RESIDENTIAL UNIT**

Type	Total Units	Class 1	Class 2	Class 3	Class 4
Single-family	8,168	8,027	96	35	10
Multifamily	83	83	0	0	0
Bungalow	10	10	0	0	0
Duplex	22	22	0	0	0
Modular	215	163	50	1	1
Mobile Home	53	1	0	41	11
<i>Total</i>	<i>8,551</i>	<i>8,306</i>	<i>146</i>	<i>77</i>	<i>22</i>

Source: Foothill Associates Environmental Consultants, October 2000.

The housing stock is rated from Class 1 to Class 4 as described above. As seen in the following Table 10-17 Percentages of Classification Types, 97 percent of the housing stock received a rating of Class 1 with a very small percentage in Classes 2 through 4. Just slightly over one percent of Oakley’s housing stock is deteriorated or dilapidated and in need of moderate or major repair or demolition. This accounts for 99 units, of which slightly less than half (45) are single-family homes and slightly more than half (54) are trailers and/or modular homes.

**Table 10 - 17  
PERCENTAGES OF CLASSIFICATION TYPES**

Class	Units	Percentage
1	8,306	97.1%
2	146	1.7%
3	77	0.9%
4	22	0.3%
<i>Total</i>	<i>8,551</i>	<i>100.0%</i>

*Source: Foothill Associates, October 2000*

A survey conducted by Laurin Associates, November 2004 targeting the Redevelopment Area found that 71.1 percent of the housing stock surveyed was in need of rehabilitation. Table 10-18 illustrates the result of this survey. Because of this need the Redevelopment Agency has set aside over \$400,000 for a rehabilitation program with the objective of providing rehabilitation assistance to 25 low-income households.

**Table 10 - 18  
HOUSING CONDITION IN THE  
REDEVELOPMENT AREA**

Classification	Units	Percentage
Sound	477	28.6%
Minor	897	53.8%
Moderate	271	16.3%
Substantial	17	1.0%
Dilapidated	5	0.3%
<i>Total</i>	<i>1,668</i>	<i>100.0%</i>

*Source: Laurin Associates, November 2004*

### Housing Price and Availability

According to RAND California, a demographic data provider, the median home price in Oakley was \$266,386 for the year of 2002. In comparison, the City of Brentwood was higher with a median home price of \$318,409. The City of Antioch was slightly higher with a median home price of \$284,599.

According to a December 2004 survey of real estate within the City, the median price for a 3-bedroom 2-bathroom home was \$434,495 and \$607,450 for a 4-bedroom 2-bathroom home. In the neighboring community of Antioch, the median home price for a 3-bedroom 2-bathroom home was \$510,000 and \$542,000 for a 4-bedroom 2-bathroom home.

**Table 10 - 19  
REGIONAL HOUSING COSTS**

Jurisdiction	Single Family Homes	Condominium Units
Discovery Bay	\$392,250	\$235,417
Brentwood	\$318,409	\$N/A*
Antioch	\$284,599	\$165,250
<b>Oakley</b>	<b>\$266,386</b>	<b>\$199,400</b>
Pittsburg	\$259,409	\$230,977
Bay Point	\$249,205	\$179,014

*Source: RAND California, January 2003*

Note: \* There were no condominium sales during the time period.

The rents for one-bedroom apartments in Oakley currently range from \$731 to \$800 per month in December 2004<sup>1</sup>. For comparison, the rents for one-bedroom apartments in Antioch range from \$674 to \$1,265 and the rents in Pittsburg range from \$845 to \$956.<sup>2</sup>

<sup>1</sup> Rents are based on market rate rents of affordable complexes in the City, as there are no market rate apartment complexes in the City.

<sup>2</sup> Apartment rent prices from a search on <http://www.springstreet.com/apartments/>, December 2004.

**Housing Affordability by Household Income**

HUD's definition of affordability is for a household to pay no more than 30 percent of its annual income on housing. Families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care. HUD publishes household income data annually for all areas in the entire United States. Table 10-20 shows the maximum annual income levels for each income group adjusted for household size for Contra Costa County. The maximum annual income data is then utilized to calculate the maximum affordable housing payments for different households (varying by income level) and their eligibility for federal housing

assistance. Income data provided in Table 10-21 is updated annually to reflect changing income levels.

The maximum affordable price as shown in Tables 10-21 and 10-22 refer to the maximum amount that could be afforded by households in the upper range of their respective income category. Households with low income and very low income can afford less in comparison to households with median or moderate incomes. Table 10-21 shows the affordable housing costs for renter occupied households as a function of household size, specifically indicating the affordable housing costs for very low, low, moderate, and median income levels. Similarly, Table 10-22 shows the affordable housing costs for owner occupied households as a function of household size.

**Table 10 - 20  
MAXIMUM HOUSEHOLD INCOME LEVEL BY HOUSEHOLD SIZE - 2004**

Maximum Income Level	Household Size						
	1-Person	2-Person	3-Person	4-Person	5-Person	6-Person	7-Person
Extremely Low	17,400	19,850	22,350	24,850	26,850	28,800	30,800
Very Low Income	29,000	33,100	37,250	41,400	44,700	48,000	51,350
Low Income	46,350	53,000	59,600	66,250	71,550	76,850	82,150
Median Income	57,550	65,750	74,000	82,200	88,800	95,350	10,1950
Moderate Income	69,050	78,900	88,800	98,650	106,550	114,450	122,350

*Source: Department of Housing and Community Development, Division of Housing Policy Development, 2004*

**Table 10 - 21  
2004 RENTER OCCUPIED AFFORDABLE HOUSING COSTS**

<b>Income Group</b>	<b>Levels for 1-Person Households</b>	<b>Levels for 2-Person Households</b>	<b>Levels for 3-Person Households</b>	<b>Levels for 4-Person Households</b>
<i><b>Extremely Low</b></i>				
Monthly Rent	\$352	\$413	\$430	\$492
Monthly Income	\$1,450	\$1,654	\$1,863	\$2,071
<i><b>Very Low</b></i>				
Monthly Rent	\$642	\$744	\$802	\$906
Monthly Income	\$2,417	\$2,758	\$3,104	\$3,450
<i><b>Low</b></i>				
Monthly Rent	\$1,075	\$1,242	\$1,361	\$1,527
Monthly Income	\$3,863	\$4,417	\$4,967	\$5,521
<i><b>Moderate</b></i>				
Monthly Rent	\$1,643	\$1,890	\$2,091	\$2,337
Monthly Income	\$5,754	\$6,575	\$7,400	\$8,221
<i><b>Above Moderate</b></i>				
Monthly Rent	>\$1,643	>\$1,889	>\$2,091	>\$8,221
Monthly Income	>\$5,755	>\$6,575	>\$7,400	>\$8,221

*Source: 2004 Income Limits, Department of Housing and Community Development, Division of Housing Policy Development, 2004*

**Note:** Affordable housing costs for renter occupied households assume that 30% of gross household income, inclusive of a utility allowance, is applied toward rent. Assumed utility allowance for 1- and 2-person households is \$83/month. Assumed utility allowance for 3- and 4-person households is \$129/month.

**Table 10 - 22**  
**2004 OWNER OCCUPIED AFFORDABLE HOUSING COSTS**

Income Group	Sales Price for 1-Person Households	Sales Price for 2-Person Households	Sales Price for 3-Person Households	Sales Price for 4-Person Households
<i>Extremely Low</i>				
Max Sales Price	\$52,685	\$61,854	\$71,324	\$80,643
Income Limit	\$17,400	\$19,850	\$22,350	\$24,850
<i>Very Low</i>				
Max Sales Price	\$96,274	\$11,757	\$127,238	\$142,870
Income Limit	\$29,000	\$33,100	\$37,250	\$41,400
<i>Low</i>				
Max Sales Price	\$161,508	\$186,459	\$211,260	\$236,211
Income Limit	\$46,350	\$53,000	\$59,600	\$66,250
<i>Moderate</i>				
Max Sales Price	\$246,732	\$283,708	\$320,984	\$357,960
Income Limit	\$69,600	\$78,440	\$89,400	\$99,360
<i>Above Moderate</i>				
Max Sales Price	>\$246,732	>\$283,708	>\$320,984	>\$357,960
Income Limit	>\$69,600	>\$78,440	>\$89,400	>\$99,360

*Source: 2004 Income Limits, Department of Housing and Community Development, Division of Housing Policy Development, 2004;*

**Note:** Affordable housing sales prices are based on the following assumed variables: 30 year fixed rate mortgage at 7.0% annual interest rate. Assignment of 30% of gross household income to housing costs - to cover principal, interest, utilities, property taxes, homeowner's insurance, and private mortgage insurance.

### **Residential Zoning and Density**

The housing industry always responds to market demand. In the City of Oakley, residential land use and zoning targets all income groups. Oakley's policies and planning efforts have made it very clear that residential development of all types is welcome and supported.

#### Zoning

Due to Oakley's recent incorporation, the City continues to utilize the Zoning Ordinance of Contra Costa County with some amendments.

The City is currently in the process of preparing the Zoning Ordinance, which is anticipated to be adopted in March of 2005. This document and subsequent zoning map will follow the land use designations and land use map of the General Plan. In order to more accurately reflect the availability and capacity of vacant land, the General Plan Land Use designations were used for the purposes of assessing adequate sites. See Appendix C for General Plan Land Use Map. The following is a brief description of the land use categories as described by the General Plan:

- *Agricultural Limited (AL)*- The purpose of the Agriculture Limited designation is to accommodate light agriculture including vineyards, orchards, and row crops, animal husbandry and very low-density residential uses - reflections of the historic and continuing agrarian practices within Oakley.

- *(SV) Single Family Residential, Very Low Density*  
The purpose of the Single Family Residential, Very Low Density (SV) Land Use Designation is to provide for large-lot residential development, which maintains the rural character. These lots typify an estate lot, but are not associated with commercial agriculture or animal husbandry, with the exception of limited numbers of horses or livestock. Single Family homes, second dwelling units, and small residential facilities and group homes are allowed by right.

*(SL) Single Family Residential, Low Density*\_The purpose of the Single-Family Residential, Low Density (SL) Land Use Designation is to accommodate traditional single-family residential development, which maintains the low density typical of a large-lot suburban development. Single Family homes, second dwelling units, and small residential facilities and group homes are allowed by right.

*(SM) Single Family Residential, Medium Density*\_The purpose of the Single-Family Residential, Medium Density (SM) Land Use Designation is to accommodate moderate density, single-family residential development. These neighborhoods will more closely resemble a typical suburban development with spacious yards and little resemblance to a rural neighborhood. Single Family homes, second dwelling units, and small residential facilities and group homes are allowed by right.

*(SH) Single Family Residential, High Density*\_The purpose of the Single-Family Residential, High Density (SH) Land Use Designation is to provide for moderately dense single-family residential development that is consistent with suburban uses. This designation will allow for a higher density suburban neighborhood with smaller lots that are commonly seen in traditional urban and suburban neighborhoods

within Oakley. Single Family homes, second dwelling units, and small residential facilities and group homes are allowed by right.

*(ML) Multifamily Residential, Low Density*

The purpose of the Multifamily Residential, Low Density Land Use Designation is to provide a more affordable, small lot development and to increase the availability of rental or entry-level housing. Multifamily housing, single family housing, duplexes, small group homes and residential facilities are allowed by right. Hospitals, eleemosynary and philanthropic institutions, and larger convalescent homes, and boarding homes are allowed with a conditional use permit.

*(MH) Multifamily Residential, High Density*\_The purpose of the Multifamily Residential, High Density (MH) Land Use Designation is to provide affordable and rental residential units, and to maximize urban residential space. This designation allows for a typical apartment-style building or a condominium complex without a conditional use permit. Hospitals, eleemosynary and philanthropic institutions, and larger convalescent homes, and boarding homes are allowed with a conditional use permit.

*(MO) Mobile Home*: The purpose of the Mobile Home (MO) Land Use Designation is to accommodate mobile home parks as a form of affordable and accessible

- *Commercial Districts*- The purpose of these districts is to provide appropriately located areas for a full range of office, retail commercial, and service commercial uses, to strengthen the City's economic bases, to minimize the impact of commercial development on residential districts.
- *Industrial Districts*- The purpose of these districts is to minimize the impact industrial uses have on residential and commercial districts.

Density

Residential growth areas and densities are among the issues and policies addressed in the General Plan. Residential densities are specified for each residential land use designation, and the General Plan provides for a wide range of residential densities. Single family detached housing

densities range from 1 dwelling per acre to 5.5 units per net acre. Multiple family densities, including but not limited to attached, zero lot line, and apartments, range from 5.5 to 16.7 dwelling units per net acre. Over the past four years two multifamily affordable projects have been approved within the City of Oakley. The 80-unit Summercreek Place Apartments was built at a density of 9.7 units per acre in the Multifamily Low density and the 96-unit Cypress Grove Apartments will be built in March 2005 at a density of 14 units per acre in the Multifamily High Density.

A density overlay will be incorporated into the new Oakley Zoning Ordinance to accommodate the density requirements to encourage and facilitate affordable housing projects that provide at least five percent of total units for very-low income households. The overlay will increase the maximum density allowed in multifamily high zones to 24 du/acre and will represent the density used to comply with State Density Bonus Law. In addition, the overlay will adjust development standards to allow for this density such as by increasing the height limitation, reducing minimum set-back and lot area requirements, and reducing requirements applicable to parking such as number of spaces and allowing spaces to be uncovered thereby providing viable opportunities for the development of housing affordable to the City’s low income population and local workforce.

Zoning districts specify minimum lot size, permitted uses, conditional uses, building height and front, rear and side yard setbacks. Zoning districts further the health, safety, and welfare of the residents. For example, setbacks in residential districts are established to ensure the adequate provision of light, air and open space for residents. In addressing the minimum lot size, the zoning districts must be consistent with the densities of the General Plan. Single-family zoning districts have minimum lot sizes ranging from 6,000 to 100,000 square feet for Single Family Very Low characterized by having some agricultural uses. Residential land multifamily zoning districts have a minimum lot size of 6,000 to 10,000 square feet. Table 10-23, General Plan Land Use Designation and Usable Density, defines the minimum density for each general plan designation.

The City’s development standards are applicable to residential zoning districts. Development standards include, but are not limited to, building height, yard setbacks, lot area, site plan review, parking space requirements, and parkland requirements. These requirements reflect the minimum standards thought necessary for protection of the public.

When a developer proposes a housing development, state law requires that the city provide incentives for the production of low-income housing. A density bonus agreement between the developer and city is used to set forth the incentives to be offered by the city (i.e. allowing increased density over that typically allowable in the respective zoning district) and the requirements of the developer. Such an agreement requires that 25 percent of the units in the development be made available for low-income families, and that those units, whether they are for sale or rent, shall remain available for low-income persons for a period of thirty years. The Summercreek Place Complex was awarded a density bonus in 2000. The Complex is 100 percent affordable housing for low and very low income seniors.

**Table 10 - 23  
General Plan Designation and Usable  
Density**

Designation	Density/Acre
AL	1 unit
SFVL	1 unit
SFL	1 - 2.3 units
SFM	2.3 – 3.8 units
SFH	3.8 – 5.5 units
MFL	5.5 – 9.6 units
MFH	9.6-16.7 units

*Source: City of Oakley General Plan Land Use Element*

**Regional Housing Needs Determination**

The City of Oakley falls under the jurisdiction of the Association of Bay Area Governments (ABAG). ABAG uses a predominately demographic formula to allocate the regional housing needs among the incorporated cities and unincorporated county. This process results in a Regional Housing Needs Assessment (RHNA) and the number reflected in that assessment



must be considered when the housing element is prepared.

Historically, COGs prepared RHNA's every five years according to a statewide schedule prepared by the State. However, during the early 1990s the State suspended funding for the development of the RHNA, and the previous report prepared by ABAG covered the period 1990 to 1996. The current RHNA for Oakley is for the 2000 through 2007 period. ABAG housing needs figures are limited to new housing construction. That number is then allocated to income groups.

Income Group Goals

The purpose of the income group goals is to ensure that each jurisdiction within a COG attains its share of the state housing goal without any relative disproportionate distribution of household income groups. The household income groups are defined according to the HUD Median Family Income (MFI): Very-low (less than 50% of MFI), Low (50-80% of MFI), Moderate (80-120% of MFI) and Above-moderate (greater than 120% of MFI).

Oakley RHNA

The 2000 ABAG Housing Plan determined of Oakley's projected need, 28 percent is for very low and low-income housing, and 72 percent is for moderate and above moderate-income housing.

Construction needs are derived from ABAG population and household growth projections. The income group proportions are then applied toward the construction need, which results in a goal for the number of housing units by income group within the City of Oakley.

For the period 2000 to 2007, the City of Oakley has been given a construction need of 1,208 new housing units (see Table 10-24). The specific need by income group is depicted in the following table. Since 2000 the City of Oakley has constructed 1,176 units. Of these constructed units, 9 units were built by Habitat For Humanity targeting very low income families, and in 2000 the Summercreek Apartments was completed, which provided 66 units for low income and 14 units of very low income residents. In addition, Cypress Grove apartments, a 96 unit affordable multifamily project targeting low income residents has been approved, funded, and is set for construction March 2005. Finally, between 2001 and 2003 Kauffman & Broad constructed 45 single family units, that targeted moderately income residents. Residents had to income qualify in order to purchase one of these homes. The sales price ranged from \$226,000 - \$256,000. As a result the City of Oakley has a current construction need of 426 units between 2005 and 2007.

**Table 10 - 24  
CONSTRUCTION NEED (2000-2007)**

Income Category	Housing Needs (ABAG)	Total Constructed 2000-2004	Current Need	Units Per Year
Very Low	209	75	134	67
Low	125	110	15	8
Moderate	321	45	276	138
Above Moderate	553	946	0	0
<b>TOTAL</b>	<b>1,208</b>	<b>1,176</b>	<b>426</b>	<b>213</b>

Source: 2000 Regional Housing Allocation Plan, ABAG

**Available Residential Zoned Land**

In addressing the estimated housing needs identified in the Housing Needs Assessment section of this housing element, State law requires that this element contain “An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment...” This inventory must identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of housing types for households of all income levels.

As part of the 2000-2007 Housing Element update, an analysis of the residential development potential of vacant land in the City of Oakley was completed in November 2004. Table 10-25 provides a summary of available residentially zoned land throughout the City of Oakley. The City has a current policy to implement the provisions of Government Code Section 65863 and prevent the down zoning of a residential property without concurrent up zoning of a comparable property.

According to the State Department of Housing and Community Development’s “Housing Resources – Q&A,” - “*The analysis of the relationship of suitable sites to zoning provides a means for determining the realistic number of dwelling units that could actually be constructed on those sites within the current planning period of the housing element. The analysis should also identify the zones the locality believes can accommodate its share of the regional housing needs for all income levels.*”

Table 10-25 (Vacant Residential Acreage and Units) is a listing of vacant land by zone classification along with the minimum unit capacity for this classification. A total of 212.4 acres of vacant land are currently zoned residential in the City of Oakley. In addition 16.3 acres of vacant land will be re zoned to Multifamily High residential by the end of 2005. The combination of these vacant parcels will accommodate up to 959 new housing units – 533 more units than that needed to meet the City’s current Regional Housing Needs Assessment of 426 new units to be built by June 2007. Table 10-26 illustrates the available vacant land by permitted housing type.

**Table 10 - 25  
Vacant Residential Acreage and Units (acres)**

<b>Zoning</b>	<b>Single Family Medium</b>	<b>Single Family High</b>	<b>Multifamily Low</b>	<b>Multifamily High</b>	<b>Total</b>
Acres	71.0	92.6	48.8	16.3*	228.7
Units	170	361	273	155	959

*Source: November 2004 Vacant Land survey*

*\* Note: This category contains parcels that will be upzoned to multifamily high to meet the City’s Regional Housing Needs requirement. See program 10.1.B*

**Table 10 - 26  
Vacant land by Permitted Housing Type/Zoning**

Land Use Designation	Permitted Housing Type	Number of Acres	Density	Minimum Units Per Acre	Maximum Units Per Acre
<b>Single Family Medium</b>	Single family homes, care homes, home occupations, non-profit organizations, public and quasi-public activities and related activities	71.0	2.3-3.8	170	270
<b>Single Family High</b>	Single family homes, second dwelling units, and small residential facilities and group homes are allowed by right.	92.6	3.8-5.5	361	509
<b>Multifamily Low Residential</b>	Multifamily housing, single family housing, duplexes, small group homes and residential facilities, Hospitals, eleemosynary and philanthropic institutions, such as emergency shelters or homeless shelters, and larger convalescent homes, and boarding homes.	48.8	5.5-9.6	273	468
<b>Multifamily High Density Residential</b>	Multifamily housing, single family housing, duplexes, small group homes and residential facilities, hospitals, eleemosynary and philanthropic institutions, transitional shelters, larger convalescent homes, and boarding homes.	16.3	9.6-16.7**	155	272
<b>Total</b>		<u>228.7</u>		<u>955</u>	<u>1,519</u>

Source: City of Oakley

\*Note: Farmworker housing is not defined in specific zones; however, this type of shelter would be allowed in the multifamily zones.

\*\* Under program 10.1.C this density can be raised to a maximum of 24 du/ acre to encourage and facilitate affordable housing

### Land Suitability

Within the City of Oakley, the Multifamily low density and the Multifamily high density residential district has the lowest cost of construction per unit and the highest density and would therefore be most suitable for very low and low-income construction. In addition, fee costs are traditionally smaller per unit in the higher density zones. Currently there is no vacant multifamily high-zoned land in the City. However, Oakley can accommodate at least 273 multifamily units in the multifamily low density.

Recognizing the need for 16 acres of high-density multifamily residential acreage the City

has identified parcels in which they will rezone to multifamily high to accommodate the low and very low-income regional housing needs allocation. The sites will comply with provisions of AB2348. The City identified the sites targeted for rezoning in January of 2005 and will complete the rezone process by September 2005.

In addition, there is currently 10.5 acres of underutilized multifamily high residential land that has the potential to accommodate and additional 102 units.

Multifamily low residential and single family high residential lands are anticipated to accommodate

the remaining RHNA allocation of moderate income units.

The City will continue to meet with the development community to ensure that the available multifamily land is sufficient to meet market demand, will monitor zone change requests, will monitor demand at the time of the Annual Update as required by the Governor's Office of Planning and Research (OPR), and will initiate zone changes, including annexations, as necessary to meet demand.

### **Residential Land, Public Services, and Infrastructure Availability**

The City of Oakley incorporated approximately 12.6 square miles (8,064 acres) of land area in 1999. The City is located in the eastern portion of Contra Costa County and is considered a Delta community along with the nearby cities of Pittsburg, Antioch, Brentwood, Bethel Island, Byron, Knightsen, and the unincorporated area of Bay Point. Oakley is bordered to the north by the San Joaquin River side of the Delta, to the east by unincorporated areas of Contra Costa County, to the south by the City of Brentwood, and to the west by the City of Antioch. The City of Oakley can supply water and sewer services to all areas within the City limits. Currently, existing infrastructure is available to sites identified in the vacant land survey. According to the General plan Growth Management Element; the City of Oakley has enough water and sewer existing capacity to accommodate the City's regional housing needs allocation. There are no environmental constraints such as wetlands or contamination that would inhibit developers from building on the parcels identified in the vacant land survey. While the majority of the City of located in a flood zone, the City of Oakley has established policies and programs within the general plan to mitigate hazards from potential flooding, therefore flooding is not considered a constraint on the development of the identified vacant lands. The two major seismic faults located near the City of Oakley are the San Andreas Fault and the Antioch Fault. None of the identified parcels are known to be directly over fault lines. The City requires engineering reports to establish appropriate design standards and

mitigation measures taken to alleviate these hazards. However, the necessity of these reports is offset by the need for public safety and welfare, and thus the City does not consider the reports a constraint to housing development. The parcels identified in the vacant land survey are characterized by flat land, and as a result no major grading would be required on these parcels. In addition none of the identified parcels fall under the provisions of the Williamson Act. The vacant parcels identified in Appendix E are of general parcel size, can accommodate the densities of the designated zoning, and are ready to be developed as zones.

### **The East Cypress Corridor Annexation**

In 2002, the Oakley City Council adopted the strategic goal of annexing the East Cypress Corridor area (see Appendix C). The City is expecting to annex 2,542 acres of land east of Jersey Island Road for a mix of residential and local service uses including land designated for multifamily high densities. The annexation is expected to be complete December 2005 and it is anticipated that this area will be available for development in 2006. For the purposes of the RHNA analysis, the annexation was not incorporated into the assessment of vacant land for this Housing Element period.

## **GOVERNMENTAL CONSTRAINTS AND INCENTIVES**

### **Land Use Controls**

The Oakley General Plan establishes policies that guide new development including residential development. These polices, along with zoning regulations, control the amount and distribution of land allocated for different land uses in the City.

The land use designations established by the General Plan that allow single family and multiple family residential developments are provided in Table 10-23. A total of eight residential land use designations provide for a range of residential densities ranging from rural densities (1 du / acre) to multiple family residential densities (16.7 du / acre).

### **Residential Development Standards**

The General Plan is the primary land use control document. This policy document not only establishes the location and amount of land that will be allocated to residential development, but also establishes the intensity of development (in terms of unit densities and total number of units) that will be permitted. While nearly all components or elements of the General Plan contain goals and policies that influence residential development, it is the Land Use Element that has the most direct influence.

The City of Oakley zoning code is the major guide for residential development policies. The policies establish and control the type, location, and density of residential development in the City. The zoning regulations serve to protect and promote the health, safety, and general welfare of the community residents and also implement the goals and policies of the general plan.

As seen on Table 10-27, the City of Oakley Residential Development Standards does not contain any unduly restrictive provisions. Building height, setbacks, lot areas, and parking requirements are generally within the range of other similar sized cities in the State.

The maximum height allowed the City's residential districts is 36 feet for multifamily zones which allows for three stories of development. This height limit is consistent with height limits of other similarly sized cities and will allow for the maximum allowable densities to be built in the multifamily zone. However, possible constraints on development of housing in the multifamily zone are the 25 percent maximum lot coverage and the minimum land in area provided for each apartment unit provision. While these standards allow for a builder to take advantage of the maximum allowable densities, they do not offer the flexibility required for the

building beyond the allowable density with a density bonus in non multifamily high zones. Therefore, in order to mitigate this constraint for the production of affordable housing, the City would have to allow for a reduction in site development standards as per California Code Section 65915.

In addition, in order to meet the projected regional share remaining need for 149 for low and very low income an affordable housing overlay (AHO) will be incorporated into the new Oakley Zoning Ordinance. The overlay will increase the density allowed in multifamily high-zoned sites within the City limits to 24 du/acre. Also, the overlay will adjust development standards to allow for build out at this higher density such as by increasing the height limitation, reducing minimum set-back and lot area requirements and reducing requirements applicable to parking such as number of spaces and allowing spaces to be uncovered. For example, minimum land in area provided for each apartment unit will be 1,700 square feet and maximum lot coverage requirements will be increased to 40 percent to accommodate the increase density and any density bonus applied to the project. The city will also allow exceptions in other development standards for projects within this overlay to allow more flexibility in design on a project-by-project basis.

Front, side and rear yard setbacks are also required of all residential development. Parking standards require two off-street parking spaces for all single-family, duplex and mobile home development per dwelling unit. Multifamily parking standards require one off-street parking space for studios and one and one-half space for one-bedroom units and two off-street spaces for two or more bedroom units. In addition, 0.25 parking spaces per unit are required for guest parking, however these spaces may include available curbside parking.

**Table 10 - 27  
RESIDENTIAL DEVELOPMENT STANDARDS**

Development Standard	Single Family*	Multifamily	Duplexes
Height	30 feet	36 feet	36 feet
Front Yard	15 feet	25 feet	25 feet
Minimum Lot Area	6,000 square feet	10,000 square feet	8,000 square feet
Minimum Land in Area Provided for each Apartment Unit	NA	2,500-M17** 4,800-M9 3,600-M12 7,200-M17	
Lot Coverage	NA	25%**	25%
Side Yard	15 feet	20 feet	20 feet
Rear Yard	15 feet	20 feet	20 feet

Source: Oakley Draft Zoning Ordinance (refer to Community Development staff for final Zoning Ordinance)

\*Based on R-6 Zoning District.

\*\* Affordable housing projects in the multifamily high zone fall under the provisions of the affordable housing density overlay see program 10.1.C

In accordance with California Government Code Section 65915, the City of Oakley provides density bonuses to qualified residential projects through the City’s Density Bonus Ordinance. This Density Bonus Ordinance will be updated to include the provision of SB 1818 (Chapter 928, Statutes of 2004). Cities are required to grant a density bonus of at least 20 percent above the base zoning density and one to three additional concessions or incentives which include:

1. A reduction in site development standards or a modification of zoning code requirements or architectural design requirements that exceed the minimum building standards; or
2. Approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial, or other land uses will reduce the cost of the housing development and if the commercial, office, industrial, or other land uses are compatible with the housing development and the existing or planned development in the area where the proposed housing project will be located; or

3. Other regulator incentives or concessions proposed by the developer or the city ... that results in identifiable cost reductions (California Government Code Section 65915(h), 2002).

The Government Code Section 65915 also allows the City to “provide other incentives of equivalent financial value based upon the land cost per dwelling unit” in place of the density bonus and other incentives as detailed previously.

Overall, the Oakley residential development standards do not constrain the development of new housing or affordable housing. The overriding constraint to the development of affordable housing involves high land costs, high construction costs, availability of funding to cover the subsidy gap necessary to make affordable housing projects achievable, and various market factors.

**Building Codes and Code Enforcement**

Enforcement of development and building standards does not constrain the production or improvement of housing in the City. The presence of an active code enforcement effort

serves to maintain the condition of the City's housing stock.

Currently, the code enforcement procedure for the City is reactive based on resident complaints. When a complaint is reported the City inspects the property and determines whether the complaint is warranted. If the complaint is valid, the City sends a letter to the property owner informing them that they have 10 days to fix the problem. If the problem is not abated within the 10 days, a second notice is sent informing the property owner that the problem must be abated within 10 days or the City will abate the problem and bill the owner. If the City abates the problem, the property owner has 30 days to pay for the abatement process or a lien will be placed on the property.

The City of Oakley has designed the Community Service Program to educate residents and business owners about municipal codes. Building code, weed and trash abatement code, and abandoned vehicle code information are part of the Community Service Program curriculum. In addition to providing code enforcement education, the Community Service Program is a resource for residents and businesses, providing information on programs and services offered to Oakley residents by other agencies.

The City of Oakley applies the 2001 Uniform Building Code and the 2000 Uniform Housing Code - a standard for construction and maintenance.

### **Disability Provisions**

The City of Oakley conscientiously and specifically, implements and monitors compliance with Section 65583 (a) (4) and Section 65583 (c) (3) of the Government Code in the review of its General Plan, development codes, construction, re-construction regulations, the drafting of its zoning ordinances, and in the development and rehabilitation of multifamily and single family homes. The City conducted an internal review for compliance with "reasonable accommodation" with the following findings:

### Zoning and land use:

Supportive multifamily or single family housing for the disabled is permitted in any residential zone that permits non-designated single or multifamily housing.

All multifamily complexes are required to provide handicapped parking spaces, depending on the size of the development. The City is flexible and works with the developers of special needs housing and will reduce parking requirements if the applicant can demonstrate a reduced need for parking. The City has no separate restrictions or development standards for group homes or other special needs housing.

Due to Oakley's recent incorporation, the City continues to utilize the Zoning Ordinance of Contra Costa County with some amendments. This Ordinance permits facilities for persons with disabilities, including group homes with more than six persons, in all residential zoning districts, with the issuance of a Use Permit. Group homes with fewer than six persons are permitted by right. There are no regulations specific to the siting or operation of group homes or facilities for those with disabilities. The draft Oakley Zoning Ordinance maintains these standards.

The process for retrofitting homes to improve accessibility is the standard building permit process. The intention of the building permit process is to ensure that the proposed modification meets all tenets of the Americans with Disabilities Act and the Uniform Building Code, and that it does not conflict with any other health or safety codes. All development applications are reviewed for full compliance with all applicable laws governing access for persons with disabilities including the 1997 Uniform Build Code and the Americans with Disabilities Act. However, as the City has yet to receive a request of this nature, a specific process has not been developed for persons with disabilities seeking reasonable accommodations. The City Building Code and Zoning Code was analyzed to identify any constrains to housing development for persons with disabilities. No constraints were found, however the City will continue to monitor its land use regulations for possible governmental constraints to housing for

persons with disabilities. See Program 10.3.D for specific constraint removal actions.

The City of Oakley holds public hearings for every change or amendment to any ordinance, policy, program, procedure, funding, or other similar action. There is no public comment request for the establishment of a group home for six or less persons. Requests for group homes of more than six persons are determined at a noticed public hearing before the Planning Commission. Property owners within 300 feet of the site are noticed and may attend and comment.

Recognizing that some disabled persons may require the assistance of specially trained persons who live with the disabled persons, the zoning ordinance does not differentiate between related and unrelated persons occupying the same residential unit.

### **On- and Off-Site Improvements**

Costs associated with site improvements are an important component of new residential development costs. Site improvements costs are applied to provide sanitary sewer and water service to a project, to make necessary transportation improvements, and to provide other infrastructure to the project. In addition, the City may require the payment for various offsite improvements as part of project mitigation measures (e.g., payment towards an offsite traffic signal). Developers of new residential projects are also required to construct all onsite streets, sidewalks, curb, gutter, and affected portions of offsite arterials. The cost for site improvements varies from project to project, therefore, it is difficult to estimate what a “typical” per-unit cost would be for site improvements. Even for infill projects where infrastructure may already be available, there is often a need to upgrade and/or expand the existing improvements to serve new residential development.

Curbs/gutters and drainage facilities direct storm and runoff water out of residential developments. City roadways are required to be paved. Pavement creates an all-weather roadway, facilitates roadway drainage, and

reduces dust. It also produces a high speed circulation system and facilitates relatively safe traffic movement. Roadways are classified by the City according to traffic needs. They are as follows:

- Arterial – 6 lanes, 120 feet right-of-way
- Minor Arterial – 2 lanes, 60 foot right of way
- Collector – 2 lanes, with a 70 – foot right-of-way
- Local Street – 2 lanes, 60 foot right-of-way

Arterials and collectors are designated on the General Plan according to existing and projected needs. Developers are responsible for the development of roadways associated with the residential project.

Development of and connection to municipal water and sewer services are required as a condition of approving tract maps. Water service is necessary for a constant supply of potable water. Sewer services are necessary for the sanitary disposal of wastewater. These off-site requirements allow for the development of much higher residential densities.

### **Site Improvements, Development Impact Fees, and Processing Fees**

Though not yet available, a series of site improvement standards will be developed. The standards will be fairly typical and are not anticipated to constrain development.

The City of Oakley also collects fees from new development projects to cover the costs of planning review and processing permits, which includes plan checks and inspection fees. Further discussion of the development permit and approval processing is provided in the next section.

A variety of development impact fees are often assessed on new residential projects that include City controlled fees (such as roads/traffic fees, park/trails fees, and fire fees), non-City controlled fees (such as school impact fees and utility connection fees), and utility service connection fees (e.g., sewer and water connection fees).



## 10.0 – HOUSING ELEMENT

The various planning review and processing fees, development impact fees, and utility service connection fees collectively can add significant costs on housing. Table 10-28 illustrates the different Planning Fees the City incorporates into the development process. Table 10-29 provides an estimate of developer impact fees and utility connection fees that would be imposed on a single-family residential project

and on a multiple family project. A typical single-family residential project could expect developer impact fees and utility service connection charges of approximately \$34,518 per lot. A typical multiple family residential project could expect development impact fees and utility service connection fees of approximately \$26,683 per unit.

**Table 10 - 28  
Planning Fees**

Service	Fee	Deposit	Additional Fee
<b>Variance</b>			
Variance Review	T&M*	\$2,680	
Variance – Small Lot Review	\$79	None	
<b>Development Plans</b>			
Small lot Design Public Hearing	T&M	\$587	
New project	T&M	\$5,600	Multifamily \$195 per unit
Design Review	T&M	\$1,400	
<b>Subdivision</b>			
Major Subdivision			
5-30 lots/units	T&M	\$11,610	\$216 per lot/unit
31-100 lots/units	T&M	\$13,960	\$113 per lot/unit
101 or more lots/units	T&M	\$19,180	\$75per lot/unit
Minor Subdivision	T&M	\$6,510	\$352 per lot/unit
Condo/Conversion Tentative Map			
1-30 lots/units	T&M	\$11,610	\$164 per lot/unit
31-100 lots/units	T&M	\$13,960	\$123 per lot/unit
100 or more lots/units	T&M	\$19,180	\$82 per lot/unit
<b>Planned Unit Development</b>			
Rezoning - Residential			
1-30 units	T&M	\$5,330	\$150 per unit
31-100 units	T&M	\$6,080	\$113 per lot/unit
101 or more units	T&M	\$8,850	\$75 per lot/unit
<b>General Plan</b>			
General Plan Amendment	T&M	\$25,420	Plus Contract Cost
Specific Plan New	T&M	\$37,140	Plus Contract Cost
Specific Plan Amendment	T&M	\$7,850	Plus Contract Cost

Source: City of Oakley Fee Schedule

\*Note: T&M = time and materials. Deposit amounts are set at the average cost to provide the service. If costs exceed the deposit, the applicant will be billed the cost overruns. If cost is less than the deposit, the balance will be refunded.

**Table 10 - 29  
ESTIMATED DEVELOPMENT COSTS BY RESIDENTIAL TYPE**

Type	Single Family, wood frame, with 400 sf. garage		Multifamily, wood frame, 40-units, 2-story, four-10 unit apartment	Multifamily, wood frame, 40-units, 2-story, four-10 unit townhouse/condo	Price per Gross Acre
	1,600 sf	2,200 sf			
	1,600 sf	2,200 sf	37,200 sf	37,200 sf	
Water Facilities	\$8,636	\$8,636	\$8,636/unit	\$8,636/unit	
Sewer Facilities	\$4,318	\$4,318	\$4,318/unit	\$ 4,318/unit	
Traffic	\$8898	\$8898	\$5,687/unit	\$5,687/ unit	
Drainage	\$3,750	\$3,750	\$2,413/unit	\$2,413/unit	
Parks/Trails	\$5,644	\$5,644	\$3,688/unit	\$3,688/unit	
Fire	\$749	\$749	\$468/unit	\$468/unit	
General Plan*	Per Acre				\$300
Childcare	\$400	\$400	\$100/unit	\$200/unit	
Public Facilities	\$2,063	\$2,063	\$1,348/unit	\$1,348/unit	
<i>Total per unit</i>	<i>\$34,518</i>	<i>\$34,518</i>	<i>\$26,683</i>	<i>\$26,783</i>	
<b>Plus School Fees as follows:</b>					
School Districts	1,600 sf	2,200 sf	37,200 sf	37,200 sf	Price / ft <sup>2</sup>
OUSD(\$2.89/sf)	\$4,624	\$6,358	\$107,508 (\$2.98/sf)	\$107,508 (\$2.89/sf)	2.89
LUHSD (\$1.96/sf)	\$2,368	\$3,256	\$55,056 (\$1.48/sf)	\$55,056 (\$1.48/sf)	1.48
Total School	\$6,992	\$9,614	\$162,564	\$162,564	
* Assumes 5 units per acre for SF and 12 units per acre for MF.					

Source: Oakley Fee Schedule

As shown in Table 10-30, the planning application fees for Oakley are overall higher than the City of Antioch. However, the planning application fees for Oakley are comparable to the City of Brentwood and to Contra Costa County. Because the Oakley fees are based on time and materials, the final cost of the fee is dependent on the project. The City of

Antioch and Brentwood show actual fees assessed. Many of the final fees are less than the cost listed and although the planning fees may appear to be costlier than neighboring jurisdictions, the final fee may be lower.

**Table 10 -30  
COMPARISON OF PLANNING APPLICATION FEES**

<b>Application Type</b>	<b>Oakley*</b>	<b>Antioch (Actual)</b>	<b>Brentwood (Actual)</b>	<b>Contra Costa County*</b>
General Plan Amendment	\$25,420	\$2,000	\$2,881-\$11,395.30	\$8,500
Rezone	\$5,330-\$8,850	\$2,000	\$3,548 - \$14,195	\$2,500
Variance	\$2,680	\$500	\$2,308- \$4,616	\$550
Development Plan Review	\$5,600	\$2,000	\$7,097-\$14,195	\$150
Use Permit	\$4,020	\$500 - \$2,000	\$577-\$4,616	\$2,000
Development Agreement	\$1,000	\$2,500	\$3,923	\$1,000
* T & M: Time and Materials to be paid on application types listed above. The dollar amount shown is the deposit amount required at time of submittal.				

*Source: Oakley Fee Schedule, Contra Costa Fee Schedule, Antioch Fee Schedule, and Brentwood Fee Schedule*

### Environment

The City of Oakley incorporates various environmental qualities that require protection and, therefore, constrains residential development. The most notable environmental quality concern for Oakley involves the Delta. The frontage property located along the Delta supports a diversity of native plant and wildlife species. Along with this, any alteration or impacts to the Delta may require approval from the regional Water Quality Control Board, and/or California Department of Fish and Game, and/or U.S. Army Corp of Engineers.

Another notable environmental quality concern for Oakley is the City’s landscape of gently rolling fields, orchards, and vineyards. As part of these features, irrigated pastures have the possibility to support extensive seasonal wetland areas.

### Development Permit and Approval Processing

The development review and permitting process is utilized to receive, evaluate, and approve new development applications. The development review and permitting process ensures that new residential projects reflect the goals and policies of the General Plan and meet the intent and requirements of the zoning code.

Applications for development permits are made in writing to the Community Development Department. Applications vary depending on the permit being requested. In addition, some planning applications require public hearings. On average, development permits are processed in less than three months. Overall, the development permit approval processing in Oakley does not create any unnecessary delays or increases to the cost of housing. Table 10-31 shows the development plan review process for proposed residential projects.

**Table 10 - 31  
DEVELOPMENT PLAN REVIEW PROCESS**

<b>Project Type</b>	<b>Reviewing Authority</b>	<b>Timeframe</b>
Single family house addition	Staff	45 days
Accessory unit	Staff	90 days
Custom home built on individual basis	Staff	45 days
Single family homes built as part of housing development of four or fewer units	Planning Commission or City Council	90 days
Single family homes built as part of housing development of five or more units	Planning Commission or City Council	90+ days
Multiple family housing	Planning Commission or City Council	90 days

*Note: Requirements of CEQA can change the reviewing authority*

*Source: City of Oakley*

Project application review is completed within 30 days of accepting a complete application. Determination of approval is based on consistency with the General Plan, character of adjacent land uses, adequate size and shape of lots, zoning compliance, and conformance with design standards. In general, a development plan review takes 45 days for staff review and 90 days when involving the Planning Commission. A project that requires approval from the City Council will require more time, generally 90 days. An approved development plan stays in effect for three years.

All residential development in the City requires either Planning Commission or City Council approval, except for single family additions and the addition of second units, which only require staff review. Applications are submitted to the Planning Department, which then reviews them for their completeness. Once the application is determined to be complete, it goes before the Planning Commission for review and approval. Final maps for subdivisions are approved by the City Council once the Planning Commission has approved the subdivision development. The process can take six months to a year for completion.

Various development review activities, such as general plan amendments, rezones, and specific plans, require the preparation of an environmental document (i.e., environmental impact report or mitigated negative declaration) before a project can be approved. The

requirement to prepare an environmental document can substantially lengthen the development review process, sometimes taking up to one year to obtain project approval. However, the cost associated with preparing an environmental document is not considered to disproportionately affect constraints on residential development in Oakley.

The costs associated with development project review will vary between projects. Oakley utilizes an efficient and comprehensive approach towards development review and permitting that allows for quick response to developer applications. In addition, the City utilizes many practices such as expedited application processing, reducing costs, and clarification of the process to developers and homeowners to minimize City impacts on the development process. Increased development costs resulting from delays in the City's development review and permitting process are not considered to constrain housing development.

### **Second Unit Ordinance**

On July 14, 2003, in compliance with Government Code section 65852.2, the City of Oakley adopted a Second Unit Ordinance. This ordinance developed guidelines for residents who wish to construct a second unit on their property. In accordance with State Law, these applications are reviewed ministerially, and approved by the Community Development Director. The ordinance set forth City criteria

for the application of second units including the definition of a second unit, the maximum allowable square footage, and the development standards for these units. These criteria do not pose a constraint to the development of second units. Criteria for second units include:

- No more than one additional dwelling unit is allowed on any one legal lot or parcel.
- Construction of the second unit will not result in total structural lot coverage in excess of 40 percent.
- The total floor area of the second unit can not exceed 1,000 square feet.
- Second units must conform to setback requirements of the zoning district applicable to primary residence.
- The second dwelling unit shall incorporate the same or similar architectural features as the primary residence.

### **Residential Design Guidelines**

In December 2003, the City of Oakley adopted Residential Design Guidelines to apply to both single family and multifamily residential units. The guidelines are intended to aid project developers, design professionals, City staff, and approval board in the review of the design of development to ensure consistent quality while supporting flexibility. Parameters include emphasizing entryways, deemphasized garages, using appropriate window forms, varying roof styles, and emphasizing the appropriate use of trim, materials, and colors. While there are no cost provisions within the guidelines, the purpose of these design standards is not to be cost prohibitive but help developers during the initial design process.

In order to similarly assist project developers in the design of multifamily projects and help the City achieve the quality of multifamily product that will enhance the community, the City will adopt design guidelines for Multifamily development. Program 10.2.C incorporates the

following general parameters for Multifamily design guidelines:

- Sufficient outdoor privacy for each unit (e.g., patios, decks),
- Covered off-street parking,
- Parking away from the primary access street screened with landscaping,
- Assurance of proper site and building maintenance,
- Segmentation of building mass into smaller units, including one-story elements if adjacent to single-story residential development,
- Pitched and varied rooflines,
- Functional and accessible interior site open space,
- Recreational areas for children when appropriate,
- Easily identifiable and sheltered entrances to units,
- Energy efficient design,
- On-site management for complexes over 15 units.
- Design that discourages features such as large blank walls and monotonous color schemes, and
- On-site facilities to serve residents, including community centers, recreational facilities and similar amenities as appropriate to the proposed complex and in consideration of proximity to existing amenities.

These criteria would not pose a significant constraint to the development of both multifamily market rate complexes and affordable complexes as these requirements are generally practiced in the design of both types of multifamily developments. The implementation of these guidelines may result in a higher project cost to multifamily development by requiring the use of more expensive materials, or incorporating amenities such as recreational and community facilities, but will result in the reduction of design cost by assisting the developers in the understanding of the Cities Design requirements. The objective of implanting these guidelines is to assist the developer in the City's desire to have aesthetically pleasing and sustainable multifamily project.

**NON-GOVERNMENTAL CONSTRAINTS**

**Land Prices and Construction Costs**

The cost for raw, developable land has a direct impact on the cost for a new house. Higher land costs raise the price for a new house. For this reason, developers sometimes seek to obtain city approval for the largest number of lots allowable on a given parcel of raw, developable land. This allows the developer to distribute the costs for new infrastructure improvements (e.g streets, sewer lines, water lines, etc.) over the maximum number of lots. Land costs in the San Francisco Bay Area are relatively high as compared with the rest of the nation. Specifically, the cost of land in Oakley is less than most areas in the San Francisco Bay Area, though higher than property in the Central Valley.

Construction costs can vary widely depending on the type of development. Multifamily residential housing generally costs less to construct per unit than single-family housing. Labor and materials has a direct impact on housing costs and make up the major component of housing costs. Residential construction costs can vary greatly depending on the quality of materials used and the size of the house being constructed. Generally, construction costs in the San Francisco Bay Area are among the highest of any other region in the nation. If labor or material costs increased significantly, the cost for construction of new housing in Oakley could rise to a level that impacts the price of housing and costs for rehabilitation. Therefore, increased construction costs have the potential to constrain new housing construction and the rehabilitation of existing housing.

**Availability of Financing**

The cost of borrowing money to finance the construction of housing or to purchase a house impacts the amount of affordable priced housing in the city. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render a housing project infeasible that could have been successfully developed or marketed at lower interest rates.

Financing is one of the significant components to overall housing costs. The prime interest rate in the United States fluctuated slightly for decades leading up to the 1980’s. The prime interest rate rose significantly in 1979 and 1980 where it peaked at 21.5 percent in December 1980. At the end of the 1980’s, the economy weakened and the prime interest rate dropped to 8.5 in February 1988. During the 1990’s the rate remained between 6.0 and 10.0 percent. During the year 2001, the weakening of the economy and the events of September 11<sup>th</sup> spawned the significant decrease in the prime interest rate where it bottomed at 4.75 percent. Table 10-32 indicates the monthly payment and annual income needed at various interest rates for the median sales price of a home in the City of Oakley.

**Table 10 - 32  
LOAN PAYMENTS**

<b>Median Home Price \$187,400 \$178,125 (-5% down) Loan w/ Fixed Rate Over 30 Years</b>		
<b>Interest Rate</b>	<b>Monthly Payment*</b>	<b>Annual Income**</b>
5%	\$1,156	\$46,240
7.5%	\$1,445	\$57,800
10%	\$1,763	\$70,520

*Note: \* includes \$200 per month for taxes and insurance.  
\*\* Assuming monthly payment is 30% of gross annual income*

**Vacancy Rates**

From a consumer’s perspective, the minimum desirable vacancy rate in a community is considered to occur between 5 and 8 percent. When the vacancy rate drops below 5 percent, the demand for housing will generally exceed the supply of housing. Consequently, prospective buyers and renters could experience increased housing costs.

According to the 2000 Census, the vacancy rate for Oakley was 1.4 percent. Specifically, the homeowner vacancy rate was 0.6 percent and the rental vacancy rate was 1.3 percent. Overall, the vacancy rates for Oakley are considered low. For comparison, the vacancy rate for Contra Costa County was 2.9 percent according to the

2000 Census. Table 10-33 shows the vacancy status for housing units in Oakley

**Table 10 - 33**  
**VACANT HOUSING UNITS BY TYPE**

Vacancy Status	Number	Percent
For Rent	16	14.0%
For Sale Only	37	32.5%
Rented or Sold, Not Occupied	10	8.8%
For Seasonal, Recreational, or Occasional Use	19	16.7%
Other Vacant	32	28.1%
<b>TOTAL</b>	<b>114</b>	<b>100%</b>

*Source: U.S. Census Bureau, 2000 Census*

### Constraint Removal Efforts

The City of Oakley is receptive to growth and the development of additional housing. Insofar as the City may assist the development of affordable housing, it will. The City of Oakley has instituted actions aimed at reducing the impact of the public sector role in housing costs. The City's processing policies regarding "piggyback" or concurrent review of related applications for a single project also reduce overall time and costs.

Although the City's processing and development fee structure accounts for only a fraction of the final costs, cost implications for developers of low-income housing can be significant when any fee increase inhibits the ability to provide units affordable to their clients. As shown in Table 10-29, the City's development fees are significantly less for multifamily projects than single-family projects.

The City provides cost reductions to developers through its adopted Density Bonus Ordinance when low and very-low income housing units are proposed. Further cost reductions for affordable housing occur in the form of increased densities and concessions, such as flexibility in site development standards and zoning code requirements, and/or accelerated plan check.

### Opportunities for Energy Conservation

Energy related costs could directly impact the affordability of housing in Oakley, particularly with the increasing challenges California faces with respect to energy production. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development and requires the adoption of an "energy budget." The Energy Efficiency Standards for Residential and Nonresidential Buildings were established in 1978 in response to a legislative mandate to reduce California's energy consumption. The standards are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. Subsequently, the housing industry must meet these standards and the City is responsible for enforcing the energy conservation regulations. Alternatives that are available to the housing industry to meet the energy standards include:

- ❑ Utilizing a passive solar approach that requires suitable solar orientation, appropriate levels of thermal mass, south facing windows, and moderate insulation levels.
- ❑ Utilizing higher levels of insulation than what is previously required, but not requiring thermal mass or window orientation requirements.
- ❑ Utilizing active solar water heating in exchange for less stringent insulation and/or glazing requirements.

Pacific Gas and Electric (PG&E) provides electricity and gas to the City of Oakley and offers various programs to promote the efficient use of energy and assist lower income customers. Specifically, PG&E offers energy assistance programs to help lower income households to conserve energy and control utility costs. These programs include the California Alternate Rates for Energy (CARE) and the Relief for Energy Assistance through Community Help (REACH).

The CARE program provides a 15 percent monthly discount on gas and electric rates to households with qualified incomes, certain non-profit organizations, homeless shelters, hospices,

and other qualified non-profit group living facilities.

The REACH program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income households, particularly the elderly, disabled, sick, working poor, and the unemployed, who experience hardships and are unable to pay for their necessary energy needs.

In addition, the State Department of Health and Human Services funds the Home Energy Assistance Program (HEAP). HEAP provides financial assistance to eligible low-income persons to offset the costs of heating and/or cooling their housing unit.

## ASSISTED HOUSING PROJECTS

### Current Affordable Housing Projects

The following affordable housing projects exist or are currently being initiated in the City of Oakley.

Golden Oak Manor. Existing 49-unit apartment complex, for senior and disabled persons.

Silver Oak Apartments. Existing 23-unit apartment complex, for those with physical disabilities.

Summer Creek Apartments. Existing LIHTC 80-unit apartment complex for seniors (55 years of age and above). Rents are restricted to households earning below 45 and 50 percent of the area median income. This project was constructed in 2000.

Los Arboles Apartments. Existing 32-unit multifamily complex. This is a Contra Costa Housing Authority complex. Rents are based on the annual income of the household.

Casa De Mañana Apartments. Existing 184-unit senior complex. This is a Contra Costa Housing Authority complex. Rents are based on the annual income of the household.

Kauffman & Broad subdivision. Project approved while under City jurisdiction. It is a

225-unit subdivision with 45 moderately affordable housing units. The project is currently nearly entirely built out.

Habitat for Humanity. Habitat for humanity have compete 6 of the 9 homes planned for the City of Oakley. The remaining three homes are in the preliminary construction phase.

Cypress Gove Apartments. 96-unit low income multifamily project approved by the City, and has received funding through the City of Oakley Redevelopment Agency, HOME funds, bonds and tax credits. The project will begin construction in March of 2005.

### At-Risk Projects in Oakley

The Housing Element Law in the California Government Code (Section 65583) requires all jurisdictions to include a study of all low-income housing units which may at some future time be lost to the affordable inventory by the expiration of affordability restrictions. There are three general cases that create the opportunity for the conversion of affordable units including:

1. Prepayment of HUD mortgages Section 221(d)(3), Section 202, and Section 236;
2. Opt-outs and expirations of project based Section 8 contracts; and
3. Other cases

A prepayment of HUD mortgages Section 221(d)(3) involves a privately held project with HUD providing either below market interest rate loans or market rate loans with subsidy to the tenants. In a Section 236 complex, HUD provides assistance to the owner to reduce the costs for tenants by paying most of the interest on a market rate mortgage. Additional rental subsidy may be provided to the tenant. In a Section 202, HUD provides a direct loan to non-profit organizations for project development and rent subsidy for low-income tenants. All Section 202 handicapped units (Section 202 H.C.) are designed for physically handicapped, mentally disabled, and chronically mentally ill residents.

In a Section 8 contract for new construction or substantial rehabilitation, HUD provides a subsidy to the owner for the difference between



tenant’s ability to pay and the contract rent. The likelihood for opt-outs increase as the market rents exceed the contract rents.

Other cases that create the opportunity for the conversion of affordable housing includes the expiration of low income use periods of various financing sources, such as Low Income Housing Tax Credit (LIHTC), bond financing, density bonuses, CHFA and CDBG and HOME funds, and redevelopment funds.

According to the California Housing Partnership Corporation, none of the affordable housing units in Oakley are at-risk of losing affordability restrictions during the Housing Element planning period. Conversations with the owners of the Silver Oaks Apartment Complex indicated that they would continue to retain their HUD 202/811 status. This project is at very low risk of converting to market rate.

**Table 10 - 34  
AFFORDABLE HOUSING COMPLEXES**

Complex	Funding Source	Expiration Date
Golden Oak Manor	LIHTC	2044
Silver Oak Apartments	HUD 202/811	2039
Summercreek Senior Apartments	LIHTC	2050
Los Arboles Apartments	PHA*	N/A
Casa De Mañana Senior Apartments	PHA*	N/A

Note: \*Contra Costa County Housing Authority

In order to provide a cost analysis of preserving “at-risk” units, costs must be determined for rehabilitation, new construction, or tenant-based rental assistance.

The factors used to analyze the cost to preserve the at-risk housing units include acquisition, rehabilitation, and financing costs. These figures are estimates since actual costs will depend on condition, size, location, existing financing, and the availability of financing.

Local developers have provided the following estimates.

**Table 10 - 35  
REHABILITATION COSTS**

Fee/Cost Type	Cost per Unit
Acquisition	\$66,000
Rehabilitation	\$12,000
Financing/Other	\$6,000
<b>TOTAL COST</b>	<b>\$74,000</b>

Source: Laurin Associates, Marshall and Swift Residential Cost Handbook 2004.

The following cost estimates are based on estimates of apartment construction in the Oakley Area. The actual replacement costs for any of the at-risk units will depend on many variables such as the number of units, location, density, unit sizes, on and off-site improvements, and both existing and new financing.

**Table 10 – 36  
New Construction/Replacement Costs**

Cost/Fee Type	Cost Per Unit
Land Acquisition	\$13,300
Construction	\$145,800
Financing/ Other	\$6,250
<b>TOTAL</b>	<b>\$165,350</b>

Source: Laurin Associates, Cypress Grove Family Units

**Resources and Incentives for Affordable Housing**

Efforts by the City to assist in the development, rehabilitation, and preservation of affordable housing would utilize organizational and financial types of resources. The following programs include local, state, and federal housing programs that are valuable resources in assisting in the development of affordable housing, preserving “at-risk” housing, and for housing rehabilitation.

**• Low and Moderate Income Housing Fund**

The City of Oakley Redevelopment Agency has established a Low and Moderate Income Housing Fund (Housing Fund) which provides a linkage

between the demand for very-low income housing and the development of commercial, office, industrial, and other non-residential uses that create lower-paying employment opportunities that generate a demand for lower income housing. The Housing Fund has four programs developed for residential housing assistance:

Multifamily Housing – assists in new construction of affordable multifamily housing units,

Senior Housing New Development - promotes development of affordable senior multifamily housing,

Single Family Housing and Infill Development – assists developers in the construction of affordable single family units and the First-time Homebuyers Program, and

Substantial Rehabilitation – assists in the maintenance and rehabilitation of owner-occupied lower income housing.

All of these programs are targeted to expand the supply of very low, low and moderate income housing units. Based on the 2004-2009 Implementation Plan, the Redevelopment Agency anticipates approximately \$135,000 per year for a total of \$4,151,000 for the Housing Fund. Of this fund, \$1,200,000 has been awarded to the Cypress Grove Family Apartments for the creation of 96 affordable housing units, and \$400,000 has been obligated for the creation of a housing rehabilitation program.

• **City of Oakley Density Bonus Ordinance**

The City of Oakley has instituted a housing density bonus for low, very-low income and senior households in accordance with Government Code Sections 65915 and 65917. The City provides density bonuses to qualified residential projects through the City’s Density Bonus Ordinance.

In accordance with California Government Code Section 65915, the City of Oakley provides density bonuses to

qualified residential projects through the City’s Density Bonus Ordinance. Cities are required to grant a density bonus of at least 25 percent above the base zoning density and one additional concession or incentive which include:

1. A reduction in site development standards or a modification of zoning code requirements or architectural design requirements that exceed the minimum building standards; or
2. Approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial, or other land uses will reduce the cost of the housing development and if the commercial, office, industrial, or other land uses are compatible with the housing development and the existing or planned development in the area where the proposed housing project will be located; or
3. Other regulator incentives or concessions proposed by the developer or the city ... that results in identifiable cost reductions (California Government Code §65915(h), 2002).

The Government Code Section 65915 also allows the City to “provide other incentives of equivalent financial value based upon the land cost per dwelling unit” in place of the density bonus and other incentives as detailed previously.

The Density Bonus is intended to provide incentives for the production of housing for very low, and low income, and citizens with special housing needs (e.g., senior, disabled) in accordance with Government Code Sections 65915 and 95917. The Density Bonus Ordinance provides additional incentives or regulatory concessions including but are not limited to the following: reduction of site development standards, modification of the Zoning Code or architectural design

requirements. Other Incentives or concessions include: reduced street standards, reduced minimum lot sizes, reduced minimum setback requirements, reduced site parking standards, or direct financial aid (e.g., Community Development Block Grant (CDBG) funding, low interest financing, loans, or grants).

### **HOME Program**

The Home Investment Partnerships Program (HOME) was created under the Cranston Gonzalez National Affordable Housing Act enacted in November 1990. HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes Home Investment Trust Funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. The program's flexibility allows States and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance or security deposits.

Participating jurisdictions may choose among a broad range of eligible activities, using HOME funds to provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; build or rehabilitate housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing," including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses. Also, participating jurisdictions may use HOME funds to provide tenant-based rental assistance contracts of up to two years if such activity is consistent with their Consolidated Plan and justified under local market conditions.

### **Public Housing Authority (PHA)**

The local PHA is operated by the Contra Costa County Housing Authority, which

manages housing and community development activities including conventional housing or low rent public housing, and Section 8 certificate and voucher program. The conventional housing program involves housing developments that are managed and maintained by the Housing Authority. The Section 8 voucher and certificate program involves a tenant-based rental subsidy administered by the agency. Qualified families are selected and certified from a waiting list. A qualified family can utilize the certificate at any decent, sanitary, and safe housing unit (single-family or multifamily) that accepts the certificates. The tenant's portion of the rent is based on 30 percent of the adjusted family gross income. The Housing Authority subsidizes the difference between the tenant's portion and the contract rent. However, Fair Market Rents (FMR) restricts the actual contract rent as determined by the Department of Housing and Urban Development (HUD). The Section 8 voucher program is similar to the certificate program, except the tenant's housing contract rent is not restricted by FMR.

### **• Community Development Block Grant (CDBG)**

The Department of Housing and Urban Development awards Community Development Block Grants annually to entitlement jurisdictions and States for general activities, including housing, and economic development activities. HUD also offers various other programs that can be utilized by the City, non-profit, and for-profit agencies for the preservation of low-income housing units such as Section 202 and Section 108 loan guarantees.

### **Community Reinvestment Act**

The Community Reinvestment Act (CRA), enacted by Congress in 1977 is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate,

including low- and moderate-income neighborhoods, consistent with safe and sound banking operations. The CRA requires that each insured depository institution's record in helping meet the credit needs of its entire community be evaluated periodically. That record is taken into account in considering an institution's application for deposit facilities, including mergers and acquisitions.

- **Low Income Housing Tax Credit Program (LIHTC)**

In 1986, Congress created the federal low income housing tax credit to encourage private investment in the acquisition, rehabilitation and construction of low-income rental housing.

Because high housing costs in California make it difficult, even with federal credits, to produce affordable rental housing, the California Legislature created a state low-income housing tax credit program to supplement the federal credit. The state credit is essentially identical to the federal credit, the Tax Credit Allocation Committee allocates both and state credits are only available to projects receiving federal credits. 20 percent of federal credits are reserved for rural areas, and 10 percent for non-profit sponsors. To compete for the credit, rental housing developments have to reserve units at affordable rents to households at or below 46 percent of area median income. The targeted units must be reserved for the target population for 55 years.

The federal tax credit provides a subsidy over ten years towards the cost of producing a unit. Developers sell these tax benefits to investors for their present market value to provide up-front capital to build the units.

Credits can be used to fund the hard and soft costs (excluding land costs) of the acquisition, rehabilitation or new construction of rental housing. Projects

not receiving other federal subsidy receive a federal credit of 9 percent per year for 10 years and a state credit of 30 percent over 4 years (high cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a 4 percent federal credit each year for 10 years and a 13 percent state credit over 4 years.

- **California Housing Finance Agency (CHFA)**

The California Housing Finance Agency (CHFA) offers permanent financing for acquisition and rehabilitation to for-profit, non-profit, and public agency developers seeking to preserve “at-risk” housing units. In addition, CHFA offers low interest predevelopment loans to non-profit sponsors through its acquisition/rehabilitation program.

- **Federal Home Loan Bank System**

The Federal Home Loan Bank System facilitates Affordable Housing Programs (AHP), which subsidize the interest rates for affordable housing. The San Francisco Federal Home Loan Bank District provides local service within California. Interest rate subsidies under the AHP can be used to finance the purchase, construction, and/or rehabilitation of rental housing. Very low-income households must occupy at least 20 percent of the units for the useful life of the housing or the mortgage term.

- **California Department of Housing and Community Development**

The California Department of Housing and Community Development (HCD) conducts the Urban Predevelopment Loan Program, which provides funds to pay the initial costs of preserving existing affordable housing developments for their existing tenants. Priority is given to applications with matching financing from local redevelopment agencies or federal programs.

HCD also conducts the acquisition and rehabilitation component of the Multifamily Housing Program to acquire and rehabilitate existing affordable rental housing. Priority is given to projects currently subject to regulatory restrictions that may be terminated. Assistance is provided through low interest construction and permanent loans. Eligible applicants include local government agencies, private non-profit organization, and for-profit organizations.

**SPECIAL HOUSING NEEDS**

Household groups with special needs include seniors, mentally and physically disabled persons, large family households, single parent households (female headed households with children under 18 years in age), agricultural workers, and homeless persons. Households with special housing needs often have greater difficulty in finding decent and affordable housing. As a result, these households may experience a higher prevalence of lower income,

overpaying, overcrowding, and other housing problems.

**Senior Households**

Senior households have special housing needs primarily resulting from physical disabilities and limitations, income, and health care costs. According to the 2000 Census, 1,378 persons residing in Oakley are 65 years and older which accounts for 5.4 percent of the total population in the City. Along with this, 1,035 households in Oakley have a person 65 years or older living in the household which accounts for 13.2 percent of the households in the City. Approximately 49.8 percent of Oakley seniors live in owner occupied housing units (686 households) and 10.4 percent of seniors live in renter occupied housing units (144 households).

Oakley contains four residential care homes for the elderly which provide living assistance to persons 60 years of age and older. Table 10-37 lists the residential care homes for the elderly located in the City.

**Table 10 - 37  
RESIDENTIAL CARE HOMES FOR THE ELDERLY**

Facility Name	Address	Capacity (persons)
H.E.R. Residential Care Homes	156 Meadow Brook Court	5
H.E.R. Residential Care Homes	152 Meadow Brook Court	2
La Vista Residential Care Home	4645 La Casa Drive	6
Trust Painter’s Love Joy Rest Home	171 Douglas Road	8

*Source: State of California Community Care Licensing Division, March 19, 2002.*

**Table 10 - 38  
OVERPAYMENT BY SENIOR HOUSEHOLDS**

Type	30%-34%	35%	Total
Renter	14.3%	65.5%	79.8%
Owner	1.6%	26.0%	27.6%
Total	5.2%	37.1%	42.3%

*Source: U.S. Census - 2000*

**Persons with Disabilities**

Physical, mental, and/or developmental disabilities could prevent a person from working, restrict a person’s mobility, or make caring for oneself difficult. Therefore, disabled persons often require special housing needs related to potential limited earning capacity, the lack of accessible and affordable housing, and higher health costs associated with disabilities. The 2000 Census defined three types of disabilities including work disability, physical limitation, and self-care limitation. A disability is defined as a mental, physical, or health condition that lasts over six months. According to the 2000 Census, 5.9% of persons in Oakley had a work disability (1,515 persons of the working age population). Further, 8.2% of persons had a physical and/or self-care limitation in Oakley (2,106 persons of the working age population).

According to the State of California Community Care Licensing Division, Oakley does not contain any adult residential care homes that provide living assistance to persons 18 to 59 years of age.

**Single Parent Households**

Single parent households generally have a higher ratio between their income and their living expenses. Therefore, finding affordable, decent, and safe housing is often more difficult for single parent households. Single parent households have special needs involving access to daycare or childcare, health care, and other supportive services.

According to the 2000 Census, 15.3 percent of all households in Oakley were headed by a single parent (1,122 households). The largest subset of single parent households was headed by a female (713 households, or 63.5 percent of the single family households). Of the households headed by a female, 63.8 percent (455 households) had related children present in the household.

**Large Family Households**

Large family households are defined as households containing five or more persons.

Large family households are considered a special needs group because there is a limited supply of adequately sized housing to accommodate their needs. The larger households require larger dwelling units. Specifically, a five-person household would require a three or four bedroom housing unit, a six-person household would require a four bedroom unit and seven person household would require a four to six bedroom unit.

According to the 2000 Census, 19.5 percent of all households in Oakley include five or more persons (1,504 households). Of these, 279 households (18.6 percent) are renter households, while the remaining 1,225 households are owner households.

According to the 2000 Census, there were 6,276 occupied housing units in the City of three or more bedrooms. There were 5,668 owner-occupied housing units and 608 rental housing units of three or more bedrooms. There are an adequate number of ownership housing units with sufficient bedrooms to accommodate the large households in the City of Oakley. However, currently there is not enough very large renter housing units (those with four or more bedrooms) to accommodate the families of seven or more persons.

**Table 10 - 39  
LARGE HOUSEHOLDS AND HOUSING UNITS**

Household Size	Number	Size	Number of Units
Owner Units			
5-Person	764	3-BR	3,785
6-Person	245	4-BR	1,883
7-Person or more	216	5-BR +	135
<b>Total</b>	<b>1,225</b>	<b>Total</b>	<b>5,803</b>
Renter Units			
5-Person	154	3-BR	448
6-Person	69	4-BR	160
7-Person or more	56	5-BR +	0
<b>Total</b>	<b>279</b>	<b>Total</b>	<b>608</b>

*Source: 2000 Census*

### **Agricultural Workers**

Agricultural workers earn their primary income through permanent or seasonal agricultural labor. According to the 1990 Census, 1.3 percent of all employed persons in Oakley worked in the farming, forestry, and fishing occupation (105 persons). For comparison, in 1990 Oakley accounted for 2.0 percent of all employed persons in Contra Costa County working in the farming, forestry, and fishing occupation. Based on statewide study of migrant and seasonal farm workers completed in 2000, 2,470 migrant and seasonal farm workers worked in Contra Costa County (*Migrant and Seasonal Farmworker Enumeration Profiles Study – California*, Larson Assistance Services, 2000). Assuming that Oakley has retained a 2.0 percent share of Contra Costa County's agricultural labor, approximately 49 Oakley residents worked in the farming, forestry, and fishing occupation. According to the 2000 Census, 51 persons living in the City of Oakley were employed in the farming, fishing and forestry occupation. It is assumed that the majority of these persons are employed as agriculture workers. In addition, according to the Census, 64 persons in Oakley are employed in the agriculture, forestry, fishing and hunting industry.

The City of Oakley welcomes the development of farmworker housing in any zone that permits the type of housing being built (i.e., multifamily or single family) without any special conditions. Because the percent of the City's farmworker population is small, the housing needs of this group are addressed through its standard affordable housing strategies.

### **Homeless Persons**

Due to their transient nature, it is difficult to count the number of homeless in any one area. It should also be noted that there are generally two types of homeless - the "permanent homeless," who are on the streets and thus the most visible homeless population, and the "temporary homeless", who are homeless usually due to eviction and may stay with friends, family, or in a shelter or motel until they can find a permanent residence.

There are no homeless or transitional shelters located in the City of Oakley, although the County offers many services to the Homeless population like the Contra Costa Crisis Center. The center operates a 24-hour homeless hotline that connects homeless individuals and families to resources in Contra Costa County. Through the hotline, homeless people are screened for County shelters, given emergency motel vouchers, provided free voice mail boxes, and referred to local programs that offer transitional housing, job training, substance abuse treatment, mental health counseling, emergency food, health care and other services. The nearest facility is the East County Shelter in Antioch, which has a number of programs for homeless persons including accommodations for homeless persons with mental disabilities and a day shelter for homeless persons who do not qualify for overnight stay. The Shelter does not keep records on where the homeless persons reside and therefore a specific number of homeless from Oakley cannot be determined. According to representatives of the Shelter, they do receive homeless persons from Oakley on rare occasions. Based on dialogue with the Oakley Police Department, there are no resident homeless persons in the City. The exact figures for homelessness are not known, though they are assumed to be very low.

In the new City zoning ordinance, homeless, emergency, and transitional shelters are allowed in multifamily zones. Both types of housing are allowed with a Land use permit. There are no specific limitations for the development of homeless shelters.

In order to attain approval for these types of projects, the planning department first reviews the site design in order to ensure that the project's plan is consistent with building and development standards. After the plan is reviewed, the emergency shelter would go before the Planning Commission for final approval. Permit conditions on this type of housing is limited to those necessary to meet building codes and development standards as described under the zoning ordinance. While there is currently not a need for homeless shelters in the City, should one be proposed, the City approval procedures, concurrent possessing, and incentives offered under Programs 10.2.Q

through 10.2.U found at the end of this element, would help facilitate and encourage the development of this special need housing.

**QUANTIFIED OBJECTIVES**

Table 10 - 40 below, shows the City’s housing needs and its objectives for production and rehabilitation of housing through the end of the Housing Element planning period.

The numbers of housing units listed under the objectives for new construction represent the

number of housing units that have been historically provided by the market, and the estimate of the future provided by the market.

The number of housing units listed under “rehabilitation” is the projected number of housing units that will be funded for rehabilitation using Community Development Block Grant (CDBG) funds or Redevelopment LMI set aside funds. These housing units would be all very low and low-income units and a portion of these rehabilitated housing units would be counted towards toward meeting the City’s regional housing needs determination.

**Table 10 - 40  
QUANTIFIED OBJECTIVES - 2000 to 2007**

Income Category	Housing Needs (ABAG)	Objectives for New Construction	Objectives for Rehabilitation <sup>2</sup>	Objectives for Preservation <sup>3</sup>	Total
Very Low	209	210	8	0	213
Low	125	120	12	0	127
Moderate	321	310	12	0	322
<b>Affordable Units Subtotal</b>	655	640	22	0	662
Above Moderate	553	560	0	0	560
<b>TOTAL</b>	1,208	1,200	22	0	1,222
Very low and low-income housing units based on estimated number of units to be funded through Housing Trust Fund. Above moderate income units based on assumption that market will meet the needs. Estimated number of housing units that will be funded for rehabilitation using Community Development Block Grant (CDBG) or RDA funds. There are no at-risk affordable housing units in the planning period.					



## GOALS, POLICIES, AND PROGRAMS

State Housing Law (Government Code Section 65580) requires each local jurisdiction to develop a five-year housing program outlining a schedule of actions the City is taking or intends to take to implement housing policies and achieve its housing goals and objectives. The City is required to address the housing needs of all economic segments of the population.

The purpose of this chapter is to describe a housing program that works toward the preservation, improvement and development of housing for the City of Oakley. The housing program includes many components, such as the establishment of goals, objectives and programs, which together provide a foundation upon which detailed housing activities, can be developed and implemented.

The goals and policies of the Housing Element provide the direction for the City's programs or actions. The goals and policies and subsequent programs or actions are formulated to address the existing and future housing needs of all segments of the City according to the state and regional framework, in concert with the City's housing needs, resources and constraints.

**Goal 10.1** Provide adequate sites, including land suitable for Multifamily rental housing, manufactured housing, housing for agricultural employees, emergency shelters, and transitional housing, to accommodate the City's share of regional housing needs through appropriate zoning and development standards.

### Policies

10.1.1 Maintain an adequate supply of appropriately zoned land with available or planned public services and infrastructure to accommodate the City's projected housing needs for all income levels and for special needs groups.

10.1.2 Promote development of affordable housing located in close proximity to services, shopping, and public transportation.

10.1.3 Encourage the development of affordable

housing to occur concurrently with the production of market-rate development. Such affordable dwellings shall be of the same quality of workmanship as market rate units and shall be spread throughout the development project as appropriate.

### Programs

10.1.A Consistent with the General Plan land use diagram, zone sufficient residential land to accommodate the City's identified housing needs through 2006. As a new City, much of the new General Plan land use designations are not consistent with the current Zoning Ordinance, which is based on Contra Costa County land use designations. Approximately 2,240 acres will need to be rezoned in order to establish consistency between the City's new General Plan residential land uses and the City's updated Zoning Ordinance. Rezoning these lands to designations appropriate for residential development shall occur no later than September 2005.

*Timeframe: No later than September 2005*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds*

10.1.B Designate residential sites to provide consistency with the City's identified housing needs, and anticipate future housing need through the rezoning and annexation pre-zoning processes. In January 2005 the City identified five sites (see Appendix D) comprising a minimum of 16 acres in which they will target for upzoning to the multifamily high land use category. The re-zone process will be completed by September 2005

*Timeframe: Complete the rezone process no later than September 2005.*  
*Responsible Party: Community Development, City Council*  
*Funding Source: City of Oakley General Fund*

10.1.C In order to meet the projected regional share remaining need for 149 for low and very low income, an affordable housing overlay (AHO) will be

incorporated into the new Oakley Zoning Ordinance in March 2005. Upon the rezone of multifamily sites identified in Appendix D and expansion of future multifamily sites, the overlay will increase by right density allowed on sites zoned multifamily high within the City limits to 24 du/acre for affordable housing in which five percent of total units are affordable to very-low income families. The application of the AHO will apply to all sites zoned Multifamily High and 24 units per acre will represent the density used to comply with State Density Bonus Law. In addition, the overlay will adjust development standards to allow for build out at this higher density such as by increasing the height limitation, reducing minimum set-back and lot area requirements and reducing requirements applicable to parking such as number of spaces and allowing spaces to be uncovered. For example, minimum land in area provided for each apartment unit will be 1,700 square feet and maximum lot coverage requirements will be increased to 40 percent to accommodate the increase density and any density bonus applied to the project.

To further increase opportunities within the affordable housing overlay, the city will apply the following provisions to the overlay:

- Incentives: In addition to the above-mentioned changes in development standards under the AHO, the City will allow exceptions in other development standards for projects within this overlay to allow more flexibility in design and development by right with no further discretionary review, and expedite project approval. The City will also provide other funding and incentives to affordable housing projects as described under programs 10.2.B, 10.2.D, 10.2.F, 10.2.G, 10.2.H, and 10.2.J.
- Outreach: The City will promote the AHO through the implementation of programs 10.1.F, 10.2.A, and 10.7.A.
- Monitoring: The City will monitor the progress of this program through the implementation of programs 10.1.E, and 10.7.B. In addition, subsequent to the approval of each multifamily project, the City will monitor the development of multifamily sites to ensure sufficient vacant land capacity to meet the remaining regional share of need for lower income households. If a multifamily high site is developed as a non-affordable project or at a density lower than the AHO resulting in insufficient vacant land capacity to meet the remaining lower income regional share, the City will concurrently apply the AHO designation to an additional comparable site such that there is no net loss of capacity and size to Multifamily High sites identified in Appendix D.

*Timeframe: To be included in the Oakley Zoning Ordinance by March 2005.*

*Responsible Party: Community Development, City Council*

- 10.1.D Update financing and phasing plans to provide infrastructure improvements necessary to support affordable housing.

*Timeframe: No later than June 2004*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Funds*

- 10.1.E Maintain an inventory that details the amount, type, and size of vacant and underutilized parcels to assist developers in identifying land suitable for residential development. Encourage the build out of underutilized land by providing potential developers with technical assistance, and information on financial incentives.

*Timeframe: Quarterly, Ongoing*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Funds*

- 10.1.F Encourage development serving targeted needs, such as condominium/townhouses affordable housing, and senior housing, to increase the stock of affordable housing

by providing information through brochures and the City’s web site on vacant sites for housing development, City incentives for the development of affordable housing, and possible funding sources.

*Timeframe: Ongoing, beginning March 2005*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds*

10.1.G Optimize Multifamily opportunities on sites meeting the following criteria: (a) proximity to public transit or bus service; (b) proximity to commercial and social services; (c) parcel size and configuration which enhances the feasibility of development; (d) lack of physical constraints (noise, wetlands, etc.); (e) provision for a variety of housing types and affordable housing opportunities; and (f) other criteria deemed appropriate including integration of multifamily units within the larger adjacent neighborhood by identifying parcels that meet these criteria and making a list of these sites available to the public. Apply these criteria to evaluate rezoning proposals involving multifamily development.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds*

10.1.H Encourage high-density residential development along corridors where regular transit service either exists or is anticipated by offering City incentives such as reduced parking standards, reduced setback requirements and/or density bonuses.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

**Goal 10.2** Encourage the development and provision of adequate housing stock to meet the needs of very low, low, and moderate-income households and special needs groups.

## Policy

10.2.1 Facilitate and encourage the construction of housing affordable to very low, low, and moderate income households consistent with the City’s identified housing needs.

## Programs

10.2.A Encourage efforts for provision of affordable housing through multifamily housing, senior developments, farmworker housing, town homes/condominiums, duplexes and other housing types, the affordable housing overlay, infill development appropriate to the neighborhood, and reduced setback projects that incorporate units affordable to very low and low income households or, for senior developments, that incorporate units affordable to low and moderate income households. The City will provide information concerning the City’s incentives and funding sources for the development of affordable housing and provide this information at the City Planning and Building Departments and the City web site.

*Timeframe: Ongoing. Incentives and funding information will be made available by July 2005.*  
*Responsible Party: Community Development*  
*Funding Source: City General Funds*

10.2.B Encourage affordable housing development through direct financial assistance (e.g., redevelopment, CDBG, HOME funds, regulatory incentives (e.g., density bonuses) and land write-downs, such as the City purchasing land and selling it to an affordable housing developer at a lower price, to the extent financially feasible.

*Timeframe: Ongoing*  
*Responsible Party: Redevelopment Agency, Community Development*  
*Funding Source: Redevelopment 20% Set-Aside, CDBG and HOME Funds*

10.2.C Prepare and adopt multifamily residential design guidelines that require, at minimum, the following features:

- i. Sufficient outdoor privacy for each unit (e.g., patios, decks)
- ii. Covered off-street parking
- iii. Parking away from the primary access street screened with landscaping
- iv. Assurance of proper site and building maintenance. Segmentation of building mass into smaller units, including one-story elements if adjacent single-story residential development
- v. Pitched and varied rooflines
- vi. Functional and accessible interior site open space
- vii. Recreational areas for children when appropriate
- viii. Easily identifiable and sheltered entrances to units
- ix. Energy efficient design
- x. On-site management for complexes over 15 units.
- xi. Design that discourages features such as large blank walls and monotonous color schemes
- xii. On-site facilities to serve residents, including community centers, recreational facilities and similar amenities as appropriate to type of multifamily complex and its location to existing services.

*Timeframe: No later than December 2005*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds*

- 10.2.D The City staff will increase its coordination with the State HCD staff to apply for the funding that is made available through Proposition 46. For example, in partnership with an interested non-profit developer, apply to the MHP program for the development of low-income housing. Finally, as affordable units are developed, apply for the Workforce Housing Rewards Program.

*Time frame: Apply for the 2005 Workforce housing grant after the completion of the Cypress Grove Family apartments.*  
*Responsible Party: Community Development*  
*Funding Source: State Grants.*

- 10.2.E Continue to implement the provisions of the City of Oakley's Inclusionary Ordinance within the Redevelopment Area. Monitor the success of the program on an annual basis.

*Timeframe: Ongoing, report to the Redevelopment Agency Board Annually in July.*  
*Responsible Party: Redevelopment Agency*  
*Funding Source: City of Oakley General Funds*

### **Policy**

10.2.2 Consider increased discretionary density bonus and/or an additional incentive that is higher than required by State law or other incentives to projects providing affordable units in addition to those required to receive a density bonus under State law.

### **Programs**

- 10.2.F Continue to implement the City's density bonus ordinance that offers increased discretionary density and/or an additional incentive to affordable housing developments that provide affordable units and to provide relaxed development standards or setback requirements for mixed-use developments (commercial or office uses must be on same site as housing) providing an affordable housing component. Update the City's existing density bonus ordinance to include the provisions of SB 1818 (Chapter 928, Statutes of 2004).

*Timeframe: Update with the new Oakley Zoning Ordinance, Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds*

### **Policy**

10.2.3 Assist in the development of housing affordable to the very low, low, and moderate-income groups by non-profit and for-profit developers through financial and/or technical assistance.

**Programs**

10.2.G The City of Oakley Redevelopment Agency was established in 2000. The Redevelopment Agency anticipates approximately \$135,000 per year for a total of \$4,151,000 for the Housing Fund by June 2009. Of this fund, \$1,200,000 has been awarded to the Cypress Grove Family Apartments for the creation of 96 affordable housing units, and \$400,000 has been obligated for the creation of a housing rehabilitation program. The remaining funds will be available for affordable housing activities including funds for low to moderate-income housing programs including financing, infrastructure improvements, land acquisition, and construction

*Timeframe: Ongoing. Specific assignment of Housing Funds to the four Redevelopment Agency Housing Fund programs will be accomplished by July 2009*

*Responsible Party: City of Oakley Redevelopment Agency, Planning Commission, and City Council*

*Funding Source: City of Oakley General Funds, Redevelopment Funds*

10.2.H Pursue sources of predevelopment financing through available federal, state, local, and private sources, to assist affordable or special needs housing development being carried out by qualified nonprofit housing corporations. The City will contact the California Department of Housing and Community Development annually to determine the deadline dates for the various funding programs. Sources of possible financing that may be pursued by the City are:

- State Predevelopment Loan Program (PDLP)
- Multifamily Housing Program (MHP)
- Rural Development Assistance Program
- State Joe Serna Farmworker Grant Program (FWHG)
- USDA Rural Development, Section 515 Program

- USDA Rural Development, Section 523/524 Technical Assistance Grants
- Community Development Block Grant Program (CDBG)
- Home Investment Partnerships Program (HOME)

*Timeframe: Ongoing. Scheduling of City applications for funding from the various Federal and State funding programs are dependent on the application deadlines for the various programs. Annually, the City will contact the Department of Housing and Community Development to determine the application deadlines for the various funding sources. The City will apply for funding as it becomes available.*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Funds*

10.2.I Issue Notice of Funding Availability (NOFA) identifying the financial assistance programs listed in Program 10.2.H acquired by the City and create streamlined development assistance programs in order to provide public, competitive funding processes for affordable housing funding resources available through the City.

*Timeframe: Ongoing. The NOFAs will be released within 30 days, as the various financing programs are procured by the City.*

*Responsible Party: Community Development*

*Funding Source: City of Oakley various funding programs*

10.2.J Adopt a program of regulatory and financial incentives for affordable housing. In the development of housing units affordable to lower-income households, regulatory and financial incentives are requested by developers to reduce the cost of construction which in-turn lowers the rent to tenants. By offering incentives to developers, the City can require the units to be affordable to lower-income households. The City, at its discretion, may offer public subsidies, density bonuses, expedited or preferential permit processing, fee waivers or deferrals, and public works modifications to allow cost savings to developers of affordable housing units. The City may

assist developers in applying for available financing and may provide these affordable units a priority for fee waivers and other incentives. To the extent that an applicable Specific Plan establishes target average density and/or multiple housing type policies, projects shall generally be required to comply with applicable target average density and/or multiple housing type requirements at the subdivision level to assure a variety of housing opportunities within each subdivision.

*Timeframe: Ongoing. Program for regulatory and financial incentives will be adopted by July 2005.  
Responsible Party: Community Development, Planning Commission, and City Council  
Funding Source: City of Oakley General Funds, Redevelopment Funds, Planning and Building Fees*

**Policy**

10.2.4 Increase access to homeownership by providing first-time homebuyer assistance for very low, low, and moderate-income households.

**Programs**

10.2.J Support homeownership programs carried out by nonprofit housing corporations through provision of land, financial assistance, and/or technical assistance.

*Timeframe: Providing technical assistance and the provision of land are ongoing. Financial assistance provided to nonprofit housing corporations by July 2005. Brochure will be developed and information disseminated by December 2005  
Responsible Party: Community Development, Planning Commission, and City Council  
Funding Source: City of Oakley General Fund*

10.2.K Partner in the various local first-time homebuyer programs or identify first-time homebuyer programs that can be provided by the City. Disseminate information about the available City administered first-time homebuyer programs. An informational brochure will

be developed to provide program information. This brochure will be provided at City offices, library and the City web site and to real estate agencies in the City.

*Timeframe: Identification partnering with local first-time homebuyers programs will be accomplished by July 2006.*

*Responsible Party: Community Development, Planning Commission, and City Council  
Funding Source: City of Oakley General Fund*

**Policy**

10.2.5 Ensure long-term affordability of very low and low income housing.

**Programs**

10.2.L Require that all affordable housing development subsidized by the City or required by the City contain provisions that assure long-term affordability mechanisms.

*Timeframe: Ongoing  
Responsible Party: Community Development, Planning Commission, and City Council  
Funding Source: City of Oakley General Fund*

10.2.M Maintain affordability for intended period of time through well-written contracts and/or deed restrictions and ongoing monitoring for compliance.

*Timeframe: Ongoing  
Responsible Party: Community Development, Planning Commission, City Council, and City Attorney  
Funding Source: City of Oakley General Fund*

**Policy**

10.2.6 Support energy conserving programs in the production and rehabilitation of affordable housing to reduce household energy costs.

**Programs**

10.2.N Develop a program that would require housing developers (both single family and multifamily) to build a minimum

percentage of units that meet Title 24, Tier II or Tier III energy standards.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

**Policy**

10.2.7 Encourage housing opportunities to include, but not limited to, agricultural workers, homeless, seniors, single person headed households, large families, and persons with disabilities.

**Programs**

10.2.O Review regulations to ensure that supportive housing and other group living situations with more than six beds are able to be located subject to reasonable local regulations.

*Timeframe: Review and updating if necessary of regulation will be accomplished by July 2006*  
*Responsible Party: City of Oakley Community Development, Redevelopment Agency*  
*Funding Source: City of Oakley General Fund*

10.2.P Allow flexibility in development standards such as smaller unit sizes and parking reduction for senior projects.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund, Development Fees*

10.2.Q Work with Contra Costa County to assess homeless needs and address homelessness that may occur by implementing the goals and priorities addressed in the Contra Costa Homeless Continuum of Care Plan and participating on the 2006 plan update.

*Timeframe: Ongoing, participated in the 2006 plan update*  
*Responsible Party: Community Development, Community Services*  
*Funding Source: City of Oakley General Fund, CDBG Funds*

10.2.R Contact homeless service providers to determine the number of displaced and homeless persons who are or have been residents of Oakley. Prepare a comprehensive report with recommendations for submittal to the City Council.

*Timeframe: December 2005*  
*Responsible Party: Community Development, Community Services*  
*Funding Source: City of Oakley General Fund, CDBG Funds*

10.2.S Participate in the planning and locating of emergency shelter facilities proposed within Oakley for the homeless population, including alcohol and drug recovery programs operated by Contra Costa Health Services and non-profit services providers through CDBG and ESG funds provided through available grants. The City will encourage and facilitate the development of homeless and transitional shelters by processing a Land Use Permit consistent with State law for applications in areas designated multifamily zones amending the Zoning Ordinance to allow emergency and/or transitional shelters as a permitted use in these areas.

*Timeframe: Ongoing. To be incorporated in the Oakley Zoning Ordinance by March 2005.*  
*Responsible Party: Community Development*  
*Funding Source: CDBG Funds, ESG Funds*

10.2.T Support the creation and operation of transitional housing programs operated by Contra Costa Housing Authority and other non-profit housing groups by facilitating the development of housing for persons in need of emergency and/or transitional shelters by offering incentives such as financing where appropriate, fee deferrals, fee waivers, and fast tracking.

*Timeframe: Ongoing*  
*Responsible Party: Community Services, Community Development*  
*Funding Source: City of Oakley General Fund*

**Policy**

10.2.8 Assist very low and low income households in locating affordable housing and finding sources of assistance with housing payments and rent.

**Programs**

10.2.U Develop and distribute housing resource materials, including location of existing and planned affordable housing and housing assistance programs.

*Timeframe: June 2005, ongoing*  
*Responsible Party: Community Development, Community Services*  
*Funding Source: City of Oakley General Fund*

**Goal 10.3** Identify and, where appropriate, remove governmental constraints to the development of housing, including housing for all income levels and special needs groups.

**Policy**

10.3.1 Perform a comprehensive review of the Zoning Ordinance and other regulations, as may be deemed necessary, to ensure that the City’s policies and regulations do not inappropriately constrain housing development and affordability.

**Programs**

10.3.A Within the new adopted Zoning Ordinance, establish guidelines to establish clear development standards and to establish review and approval procedures for affordable multifamily housing, emergency shelters, and transitional housing projects satisfying the adopted standards.

*Timeframe: No later than 2005*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

10.3.B Review the appropriateness of reducing, waiving, and/or deferring impact and/or processing fees for units affordable to very low and low income households, including senior housing, and apartment units, and housing for special needs

groups, including agricultural employees, emergency /transitional housing, and housing for persons with disabilities to make the development of such units more financially feasible.

*Timeframe: Ongoing*  
*Responsible Party: Community Development*  
*Funding Source: City of Oakley General Fund, Development Fees*

10.3.C Allow flexibility, where appropriate and consider aesthetics, safety public input, etc., in infrastructure and development standards and land use and zoning controls in order to encourage affordable residential development.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

10.3.D Annually evaluate whether there are constraints on the development, maintenance and improvement of housing intended for persons with disabilities. The analysis will include a monitoring of existing land use controls, permit and processing procedures and building codes. If any constraints are found in these areas, the City will initiate actions to address these constraints, including removing the constraints or providing reasonable accommodation for housing intended for persons with disabilities.

*Timeframe: Annually – evaluation to be completed by July of each year.*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

10.3.E: Develop and formalize a general process that a person with disabilities will need to go through in order to make a reasonable accommodation request in order to accommodate the needs of persons with disabilities and streamline the permit review process. The City will provide information to individuals with disabilities regarding reasonable accommodation policies,



practices and procedures based on the guidelines from the California Housing and Community Development Department. This information will be available through postings and pamphlets at the City and on the City's website.

*Timeframe: No later than July 2005*  
*Responsible Party: Community Development*  
*Funding Source: City of Oakley General Fund*

**Policy**

10.3.2 Encourage creative and flexible design for affordable residential developments.

**Programs**

10.3.F Utilize the Planned Unit District (P-1) process to secure more creatively designed projects to encourage the inclusion of an affordable housing component within new projects.

*Timeframe: Ongoing*  
*Responsible Party: Community Development,*  
*Funding Source: City of Oakley General Fund*

**Policy**

10.3.3 Provide consistent and predictable policy direction for residential project applicants in the development and design standards and decision-making process.

**Programs**

10.3.G Develop summary information handouts for residential developers to explain applicable Zoning Ordinance and General Plan requirements. Provide specific examples of projects meeting these requirements. Train staff in the residential project review process to ensure consistency in the application of all City standards.

*Timeframe: No later than July 2005*  
*Responsible Party: Community Development*  
*Funding Source: City of Oakley General Fund*

**Goal 10.4** Conserve and improve the condition of existing affordable housing stock for all income levels and special needs groups.

**Policy**

10.4.1 Ensure that affordable housing stock is retained in good, safe, and decent condition.

**Programs**

10.4.A Provide a Rehabilitation Program, through the Redevelopment Agency, in order to assist very low and low-income households occupying housing in need of repair. Provide information on available housing rehabilitation programs to residents of neighborhoods within the Redevelopment Area. Rehabilitate 20 units by January 2007.

*Timeframe: Ongoing, January 2007*  
*Responsible Party: Redevelopment Agency*  
*Funding Source: City of Oakley Redevelopment Agency*

10.4.B Provide a housing rehabilitation program to homeowners and renter occupied units throughout the City by applying for the CDBG small cities grant program in order to assist very low and low-income households occupying housing in need of repair.

*Timeframe: 2006 funding Cycle*  
*Responsible Party: Community Development*  
*Funding Source: CDBG small cities grant*

10.4.C Provide a brochure on energy conservation and utility assistance programs directed at assisting residents in the very low, low, and moderate income categories.

*Timeframe: Ongoing*  
*Responsible Party: Community Development,*  
*Community Services*  
*Funding Source: City of Oakley General Fund*

10.4.D Solicit public input bi-annually to identify neighborhoods that appear to be in decline.

*Timeframe: Ongoing, starting June 2005*  
*Responsible Party: Community Development*  
*Funding Source: City of Oakley General Fund*

10.4.E Investigate the feasibility of establishing a rental inspection program.

*Timeframe: December 2005*  
*Responsible Party: Community Development, Code Enforcement*  
*Funding Source: City of Oakley General Funds*

10.4.F Carry out code enforcement activities as a means to ensure the quality of the housing stock and residential neighborhoods.

*Timeframe: Ongoing*  
*Responsible Party: Code Enforcement*  
*Funding Source: City of Oakley General Funds*

10.4.G Require a one-to-one replacement of any affordable housing demolished due to public action. Include this program in the City of Oakley Zoning Ordinance.

*Timeframe: Incorporate a one-to-one demolition ordinance into the Zoning Ordinance by January 2006*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Funds.*

**Policy**

10.4.2 Maintain and improve affordable neighborhoods.

**Programs**

10.4.H Develop and implement an infrastructure preservation program to ensure that infrastructure facilities are adequately maintained and do not contribute to the deterioration of neighborhoods.

*Timeframe: Infrastructure preservation program to be developed by July 2006.*  
*Responsible Party: Community Development*  
*Funding Source: City of Oakley General Funds*

**Policy**

10.4.3 Recognize mobile home parks as a source of affordable housing.

**Programs**

10.4.I Explore implementing the state-funded Mobile Home Park Assistance Program (MPAP), which assists low-income mobile home park tenants, acquire tenant ownership of their park.

*Timeframe: Ongoing*  
*Responsible Party: Community Development, Community Services*  
*Funding Source: City of Oakley General Fund*

**Policy**

10.4.4 Monitor the conversion of rental housing to condominiums to retain the supply of rental housing.

**Programs**

10.4.J Implement a Condominium Conversion Ordinance, if and when appropriate.

*Timeframe: Implementation of Condominium Conversion Ordinance will be analyzed annually and incorporated into the Zoning Ordinance when appropriate.*  
*Responsible Party: Community Development, Planning Commission, and City Council*  
*Funding Source: City of Oakley General Fund*

**Goal 10.5** Promote housing opportunities for all persons, regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

**Policy**

10.5.1 Prohibit discrimination in the sale or rental of housing to anyone on the basis of race, color, ancestry, national origin, religion, disability, sex, familial status, marital status, or other such arbitrary factors.

**Programs**

10.5.A Encourage enforcement of federal and state anti-discrimination laws. Acquire and maintain fair housing materials, including all pertinent resources, posters and information available through the Department of Fair Employment and

Housing (DFEH) and Housing and Urban Development (HUD) to educate on a variety of fair housing issues. Develop information flyers and brochures in Spanish and in English that highlight (1) disability provisions of both federal and State fair housing laws and (2) familial status discrimination to be distributed at all types of outreach events including health fairs and City sponsored events. Distribute materials to public locations such as the library and senior center, multifamily housing, and City offices.

*Timeframe: March 2005*

*Responsible Party: Community Development, Planning Commission, and City Council*

*Funding Source: City of Oakley General Fund*

- 10.5.B Continue to refer all housing discrimination referrals to the City Principal Planner who will work with the complainant and refer complaints to the State Fair Employment and Housing Commission.

*Timeframe: Ongoing*

*Responsible Party: Community Development, Planning Commission, and City Council*

*Funding Source: City of Oakley General Fund*

- 10.5.C Conduct regular workshops on the fair housing laws, as they pertain to race, disability, family size and income discrimination and protection, to educate property owners, managers, and real estate professionals.

*Timeframe: Annually*

*Responsible Party: Community Development, Community Services, and City Council*

*Funding Source: City of Oakley General Fund*

- 10.5.D Continue to require a community childcare fee for all single family and multiple family dwelling units.

*Timeframe: Ongoing*

*Responsible Party: Community Development, City Council*

*Funding Source: City of Oakley General Fund*

**Goal 10.6** Preserve assisted housing developments for lower income households.

**Policy**

- 10.6.1 Preserve existing affordable housing developments at risk of converting to market rate.

**Programs**

- 10.6.A Establish an annual monitoring program to identify assisted housing units at risk of losing their affordability subsidies or requirements.

*Timeframe: Ongoing*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Fund*

- 10.6.B Work with federal, state, nonprofit housing organizations, and Contra Costa County to help purchase complexes that the owner wishes to convert to market rate.

*Timeframe: Ongoing*

*Responsible Party: Community Development, Redevelopment Agency*

*Funding Source: City of Oakley General Fund, Redevelopment Agency Housing Fund*

- 10.6.C Establish a program to preserve affordable housing at risk of converting to market rate through a program that includes notification to owners and tenants and participation in federal, state, and local preservation programs.

*Timeframe: Ongoing*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Fund*

- 10.6.D Participate with the California Housing Finance Agency, developers using mortgage revenue bond allocations, and lending institutions to preserve, and/or replace subsidies for federally assisted housing with expiring Section 8 subsidies.

*Timeframe: Ongoing*

*Responsible Party: Community Development*

*Funding Source: City of Oakley General Fund*

**Goal 10.7** Achieve a balance between jobs and housing.

**Policy**

10.7.1 Cooperate with large employers and major commercial and industrial developers to identify and implement development that can balance employment in the City with the housing growth. Develop housing opportunities that are affordable to the incomes of jobs within the City. Consider the effects of new employment, particularly in relation to housing demands, when new commercial or industrial development is proposed.

**Programs**

10.7.A Coordinate annual workshop with employers, members of the housing community, and City officials to identify the City’s housing and commercial needs.

*Timeframe: Annually*  
*Responsible Party: Community Development,*  
*Funding Source: City of Oakley General Fund,*

**Policy**

10.7.2: Monitor, regulate, and enforce housing and economic development, annexation, zoning, codes, and policies.

**Programs**

10.7.B Monitor the completion and implementation of the goals and policies set by the Housing Element. Continue to update and amend codes and policies as necessary.

*Timeframe: Annually*  
*Responsible Party: Community Development,*  
*Funding Source: City of Oakley General Fund,*

## **REFERENCES**

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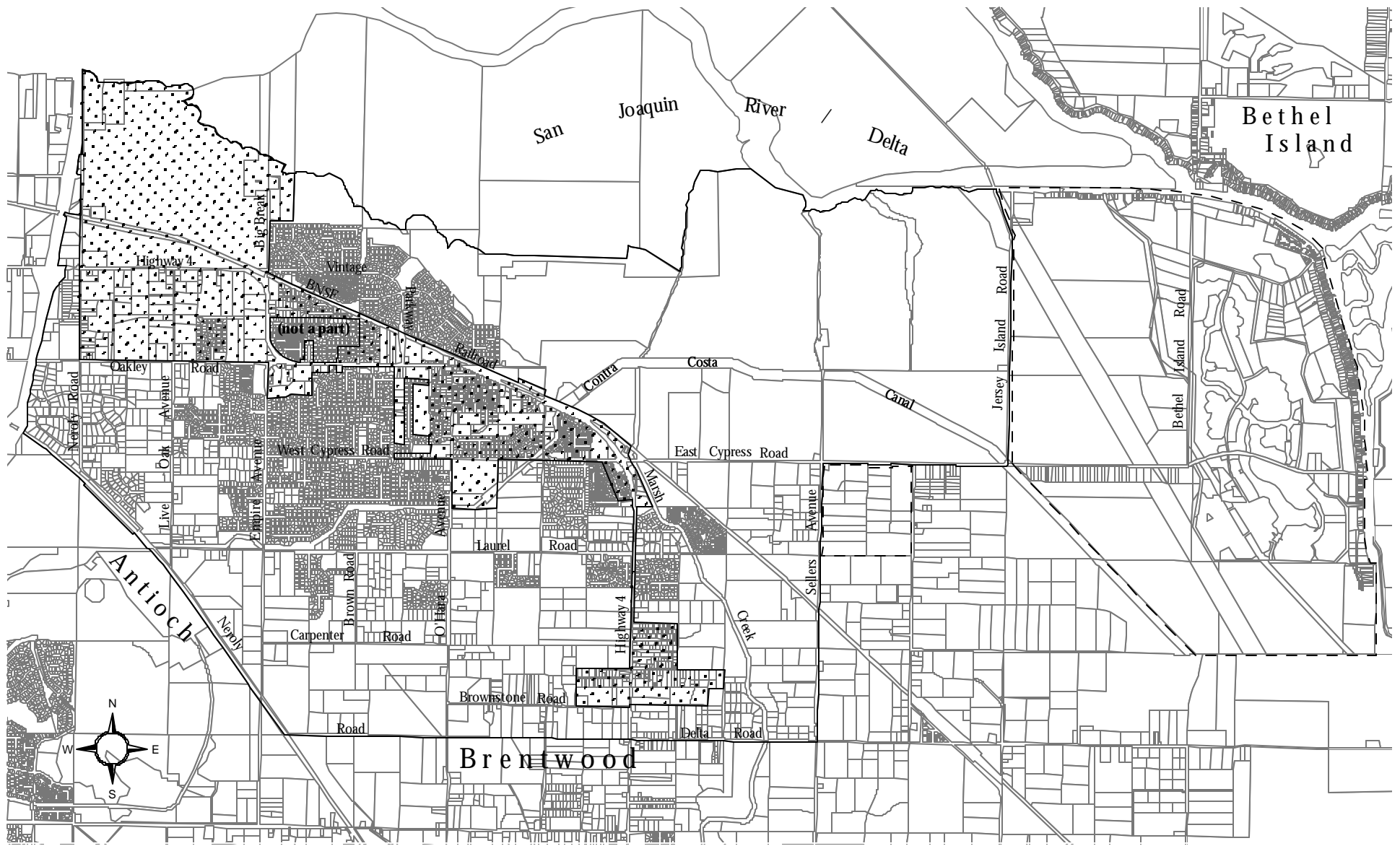
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
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Pacific Municipal Consultants, Oakley 2020 General Plan, August 2002, September 2002.



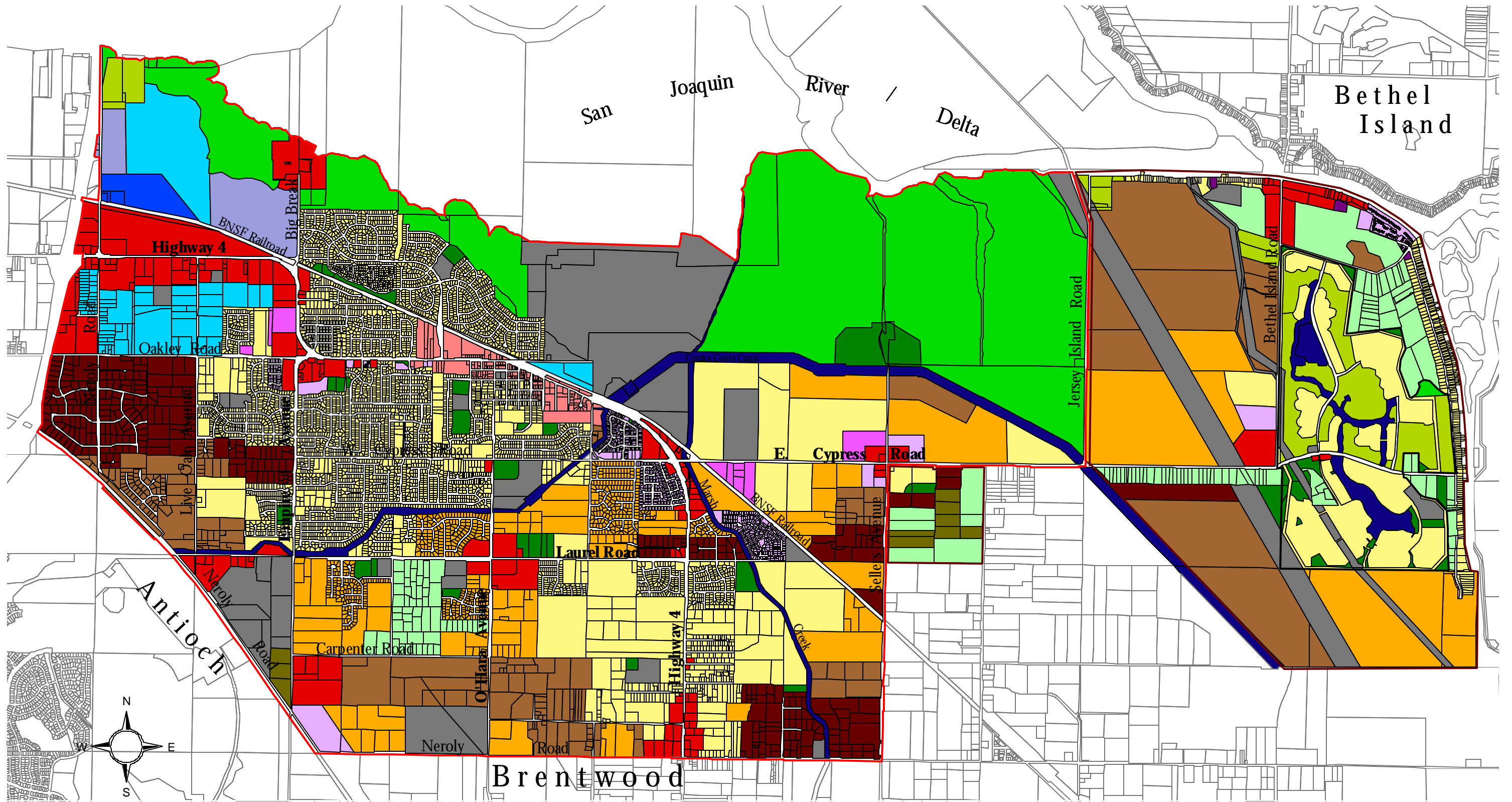


- LEGEND**
-  City Boundary
  -  Expansion Area Boundary
  -  Redevelopment Area

**City of Oakley  
General Plan 2020**

Figure 2-1  
Oakley Planning Boundaries

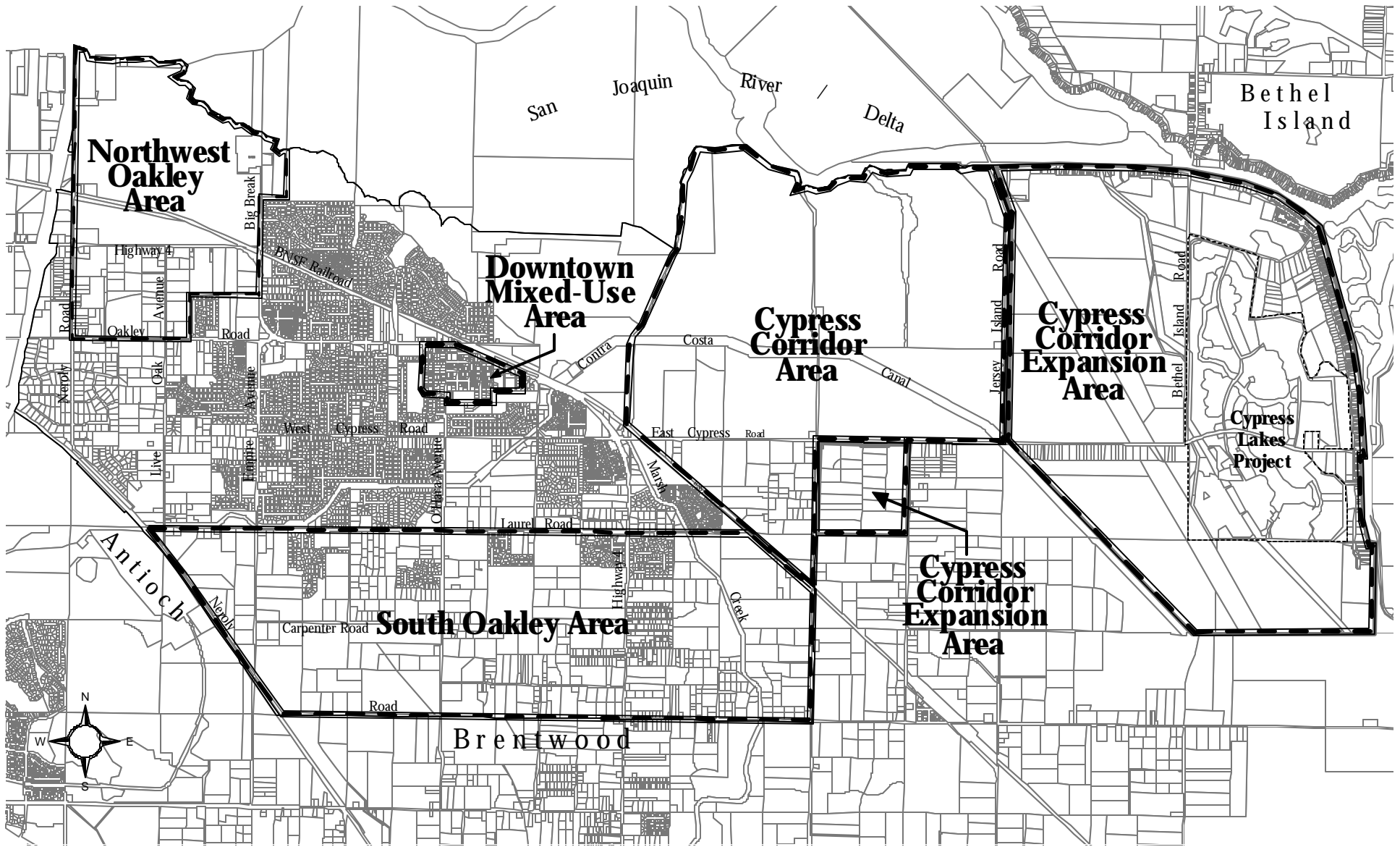




L E G E N D	Agriculture	Commercial	Roads
	Agricultural Limited	Commercial Downtown	Waterways
	Single Family High	Commercial Recreation	County
	Single Family Medium	Business Park	City Boundary
	Single Family Low	Light Industrial	Expansion Area Boundary
	Single Family Very Low	Utility Energy	Cypress Lakes Project
	Multi-Family Low	Public and Semi-Public	
	Multi-Family High	Delta Recreation	
	Mobile Home	Parks and Recreation	

**City of Oakley  
General Plan 2020**  
Figure 2-2  
Land Use Diagram





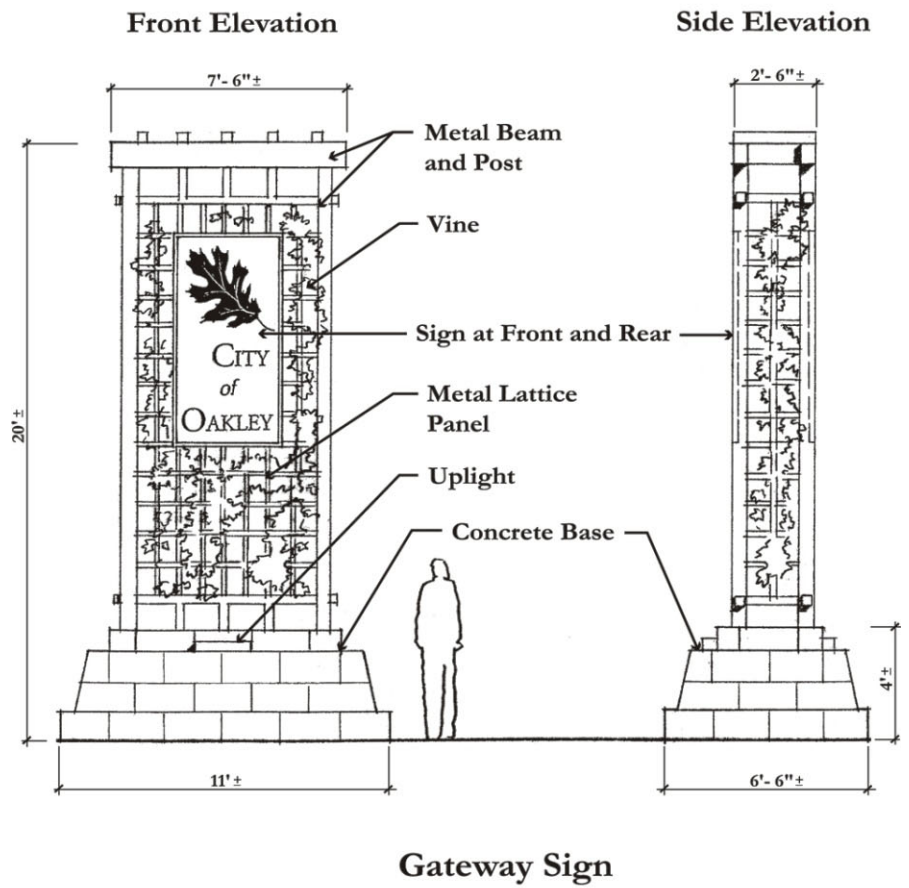
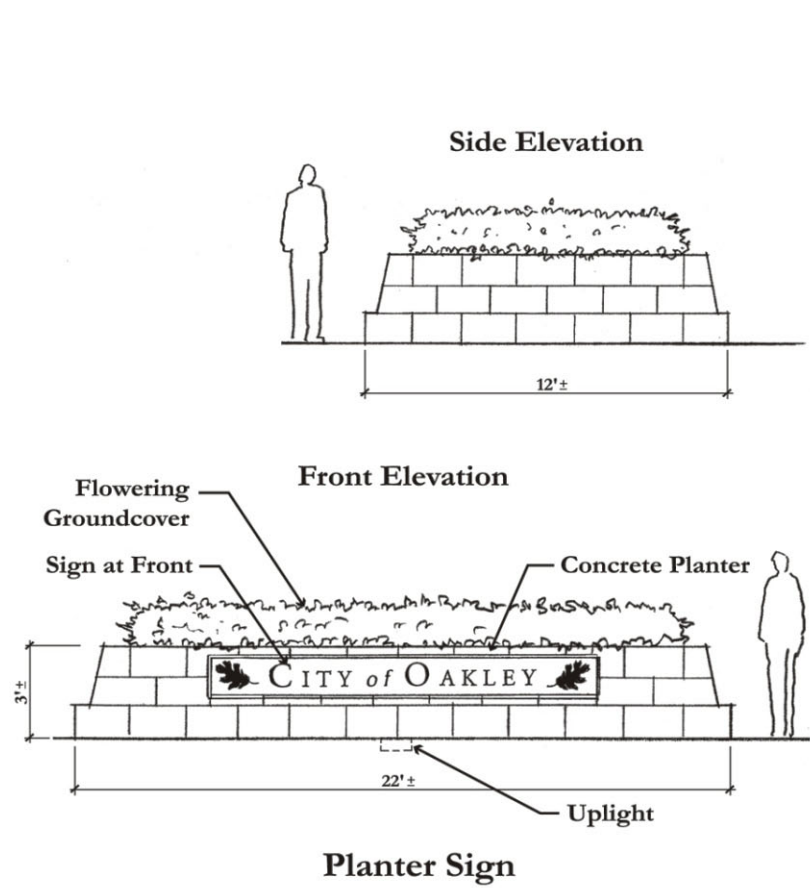
**CITY OF OAKLEY**  
A PLACE FOR FAMILIES AND LEADERS TO THRIVE

**LEGEND**

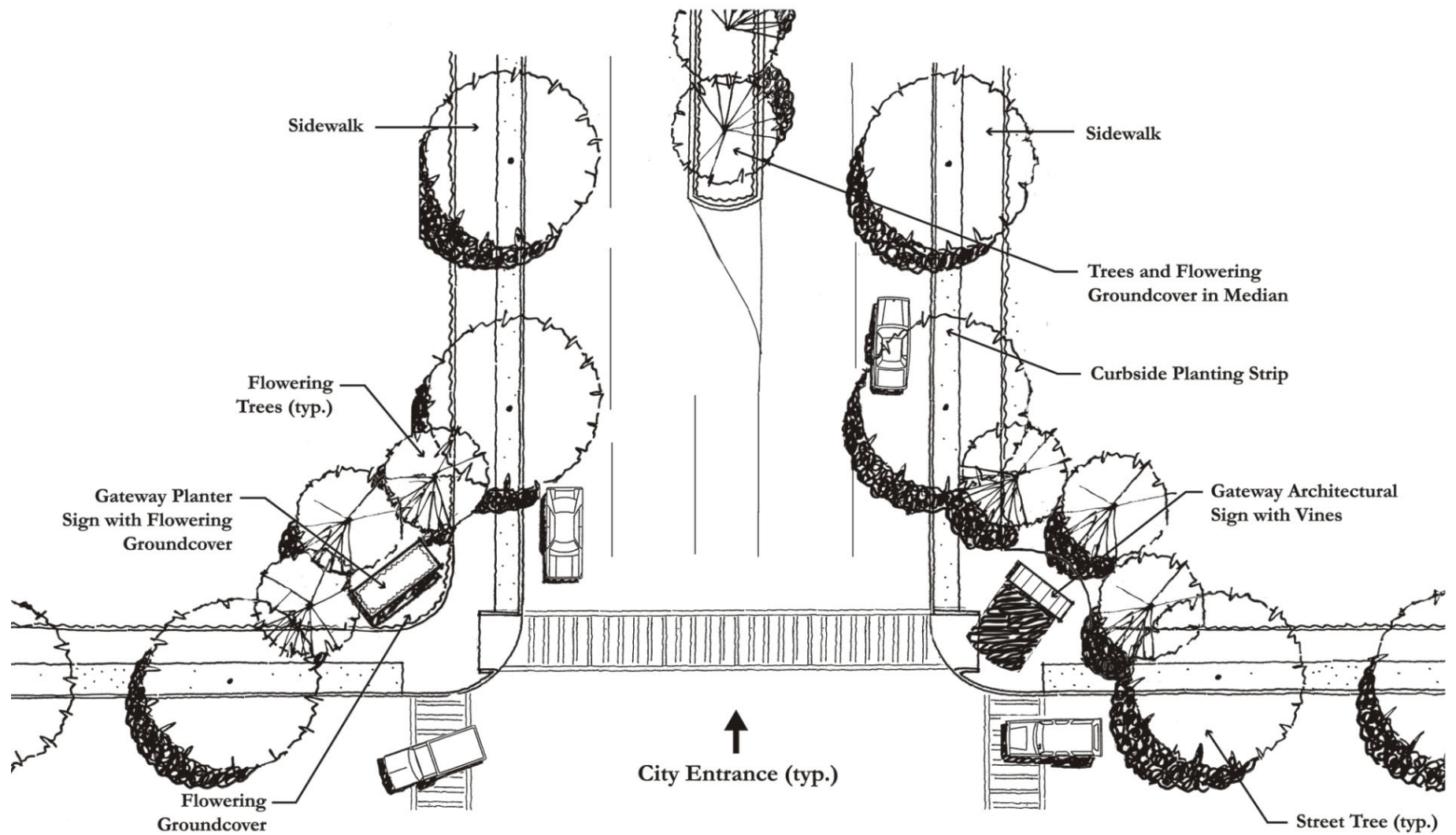
- City Boundary
- Expansion Area Boundary
- Cypress Lakes Boundary
- Special Planning Area Boundaries

**City of Oakley  
General Plan 2020**

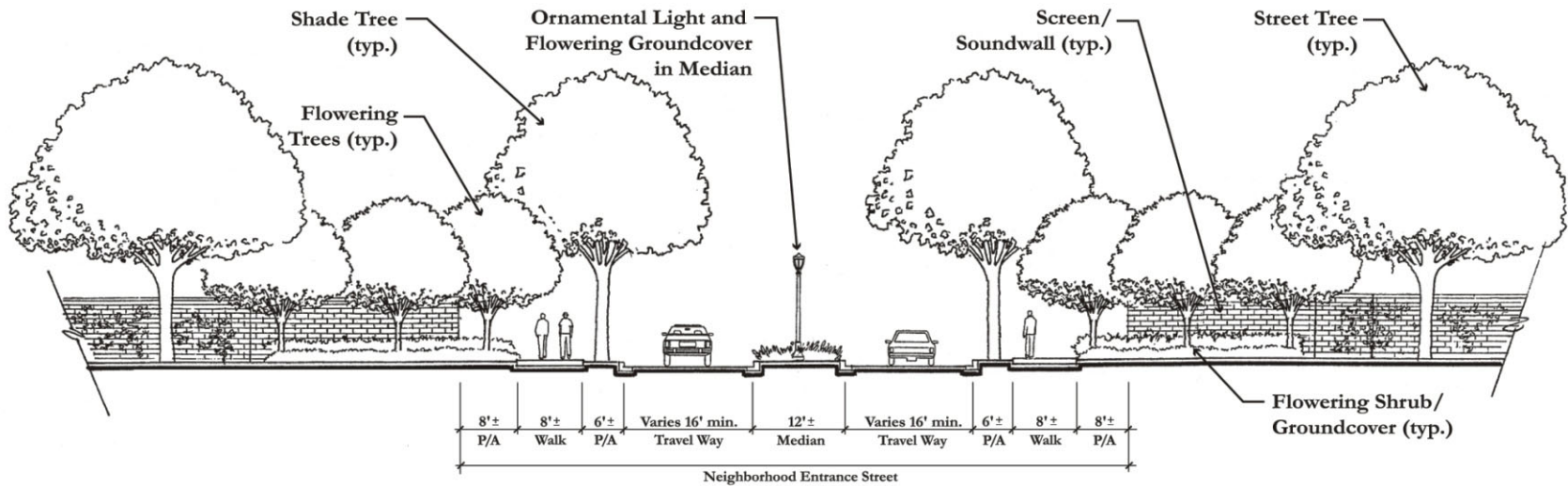
Figure 2-3  
Special Planning Areas



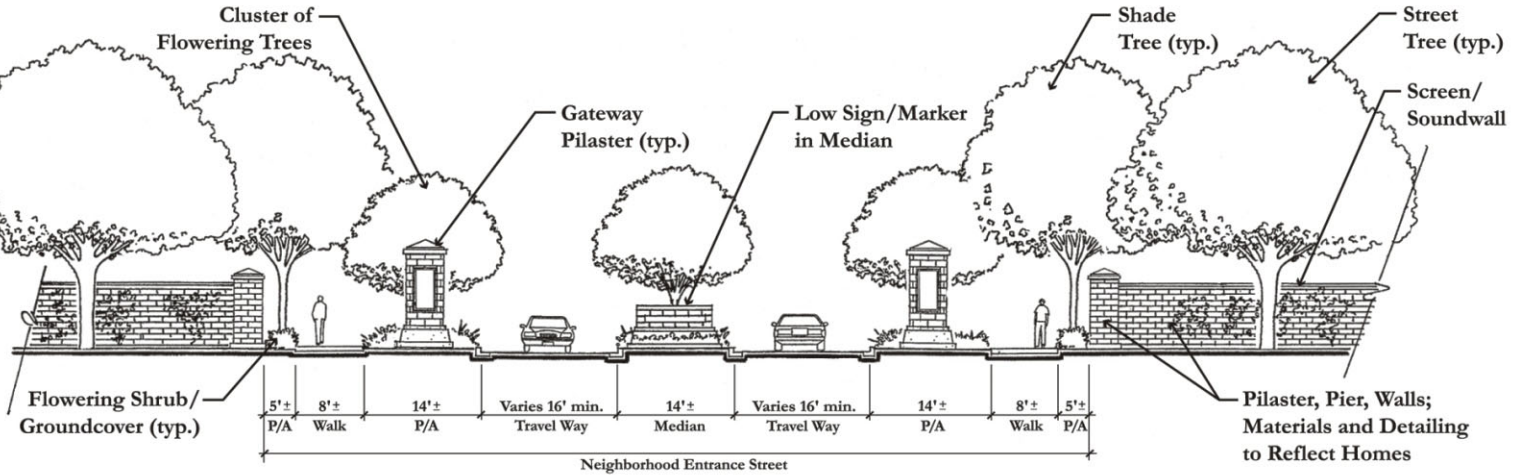
City of Oakley  
General Plan 2020  
Figure 2-4  
City Gateway -Elevation  
*Source: Bottomley Associates, August 2002*





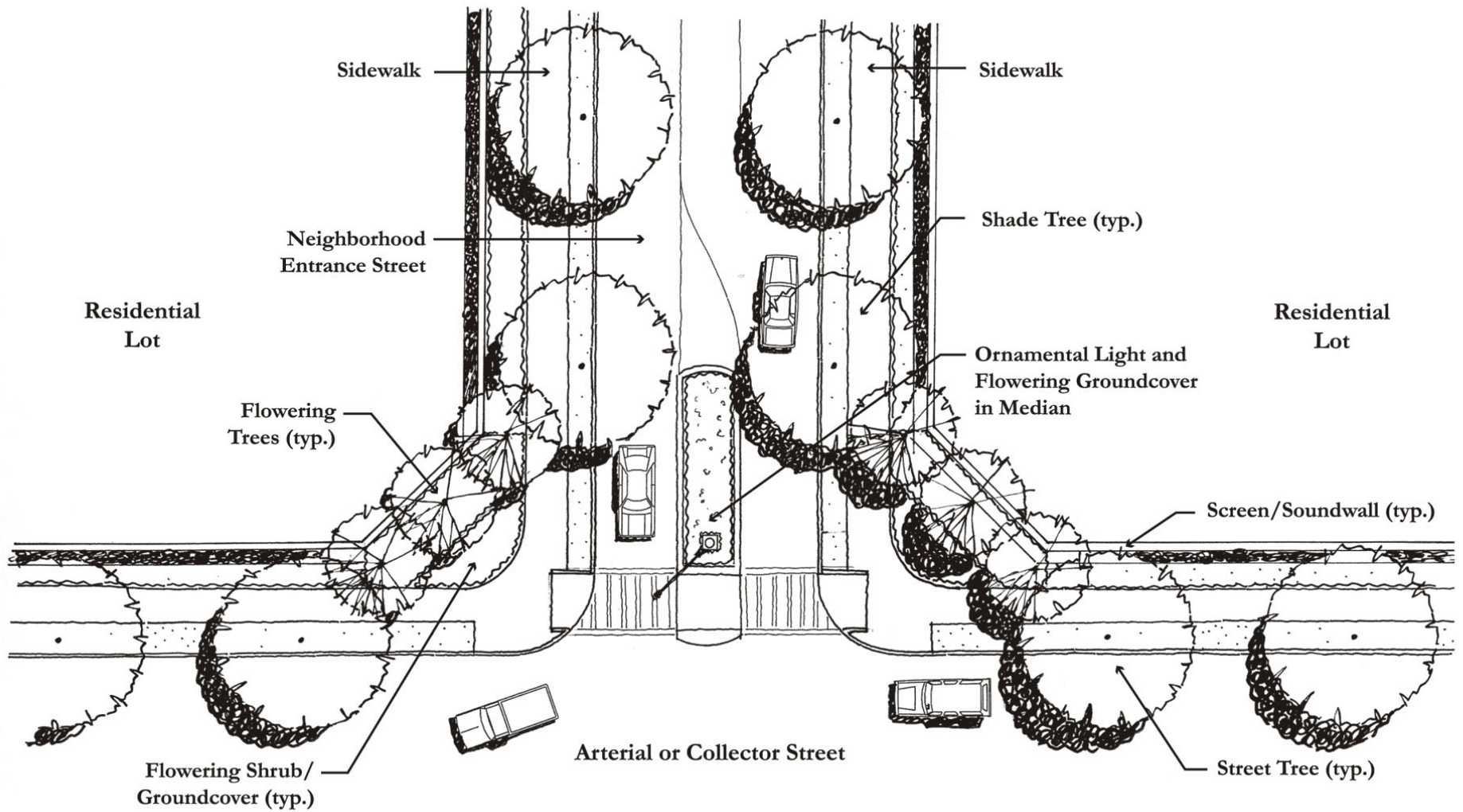


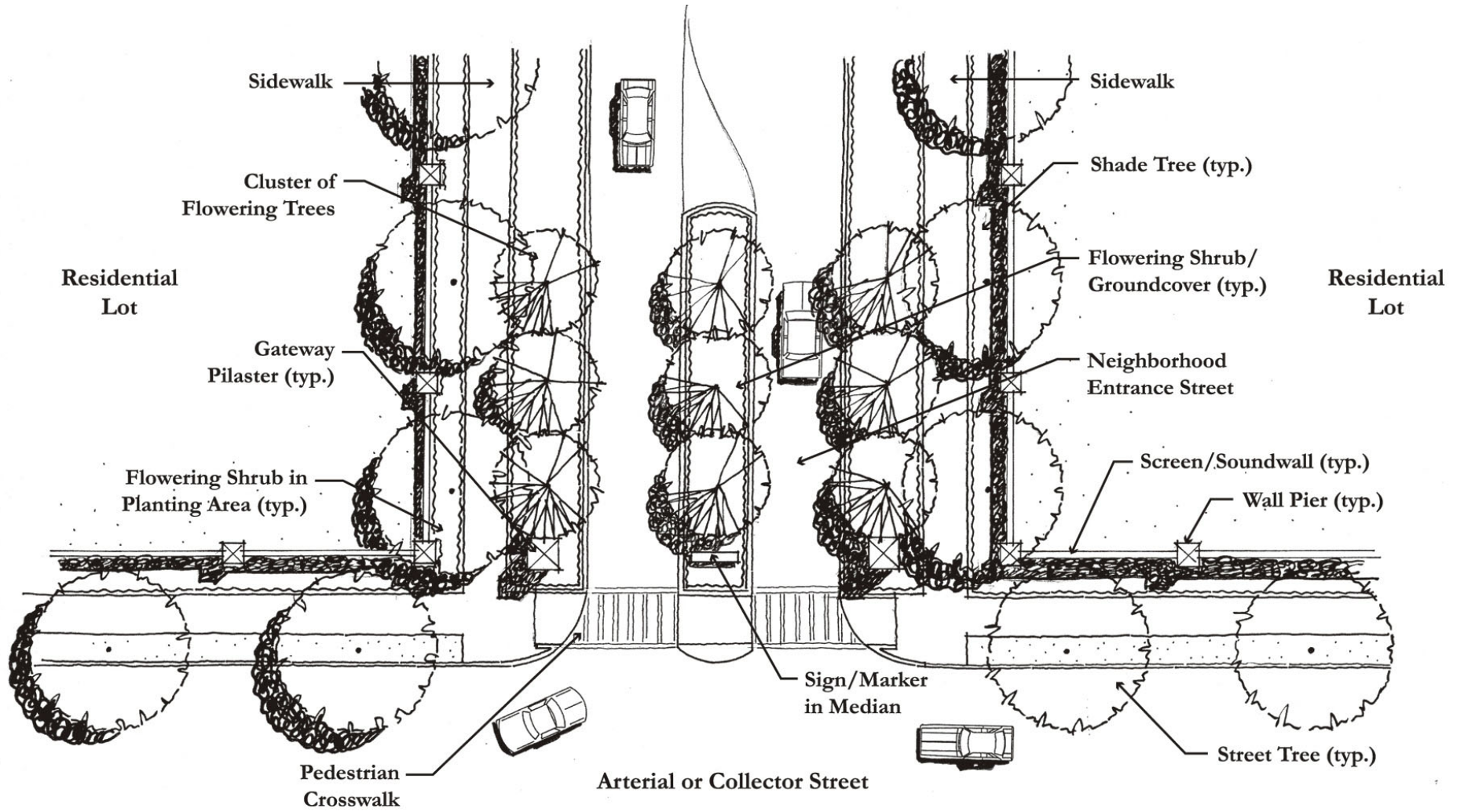
**Landscape Only**



**Architectural Sign/Markers**



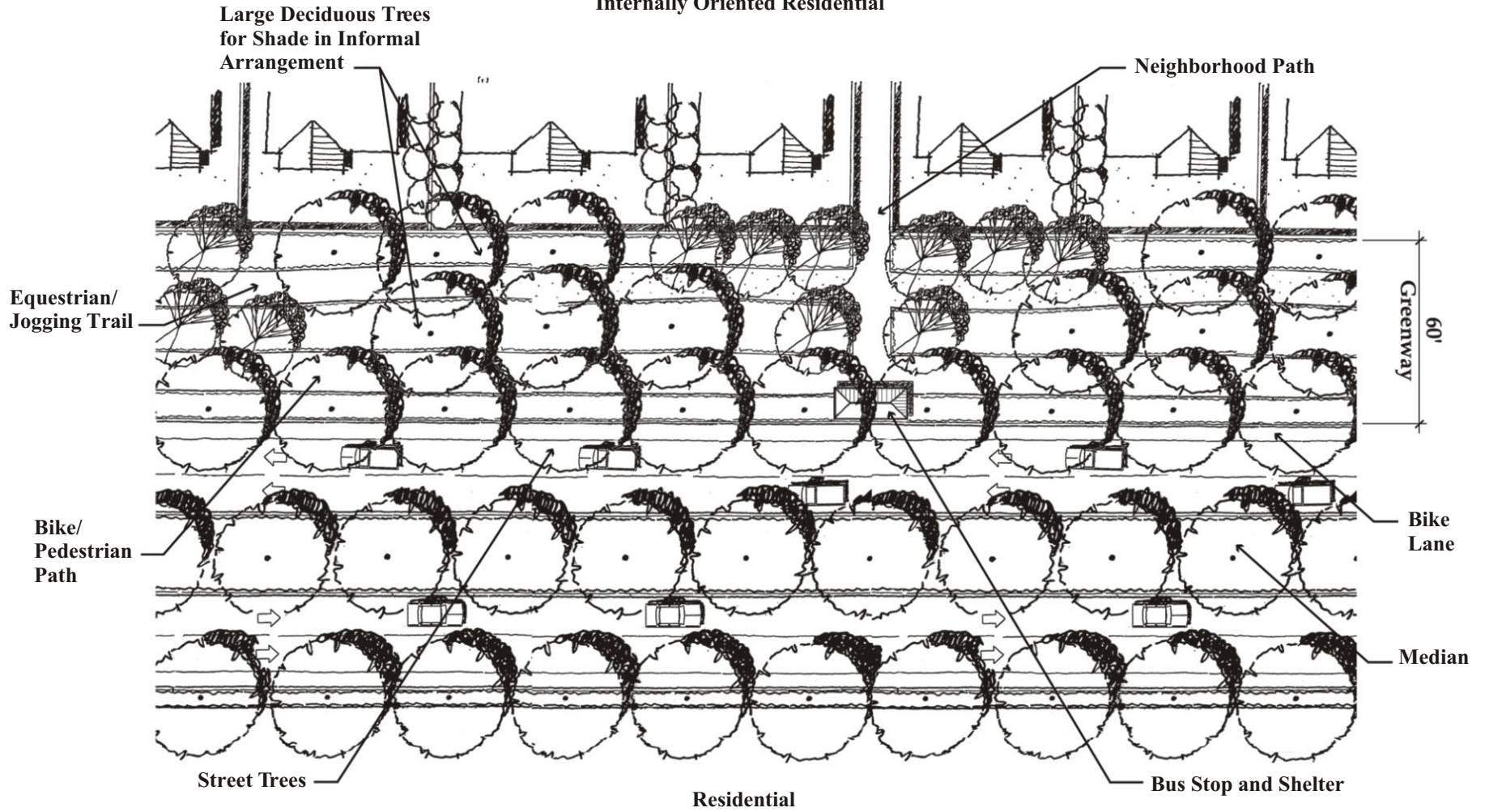






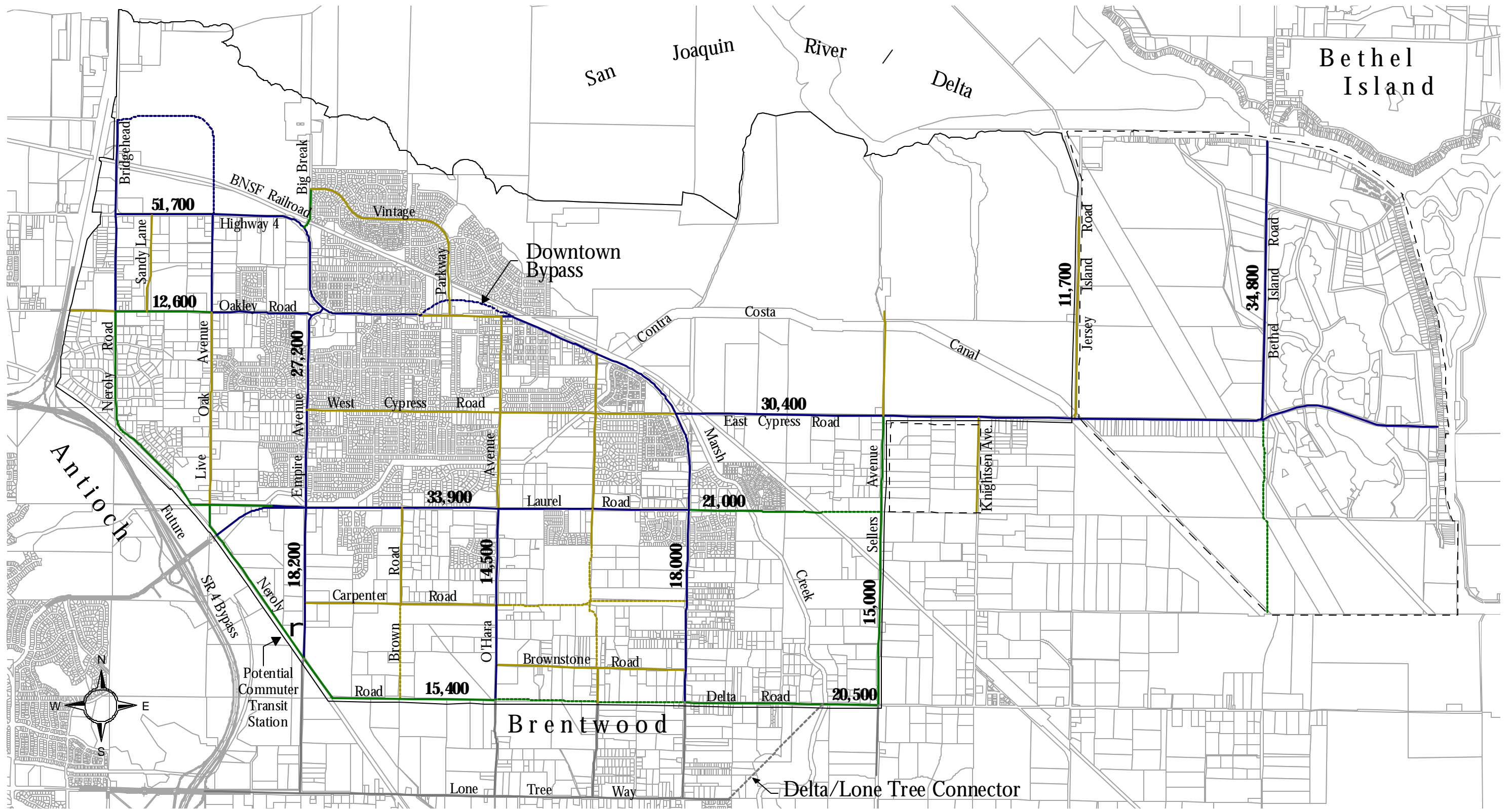
# City Of Oakley

Internally Oriented Residential



# City of Brentwood



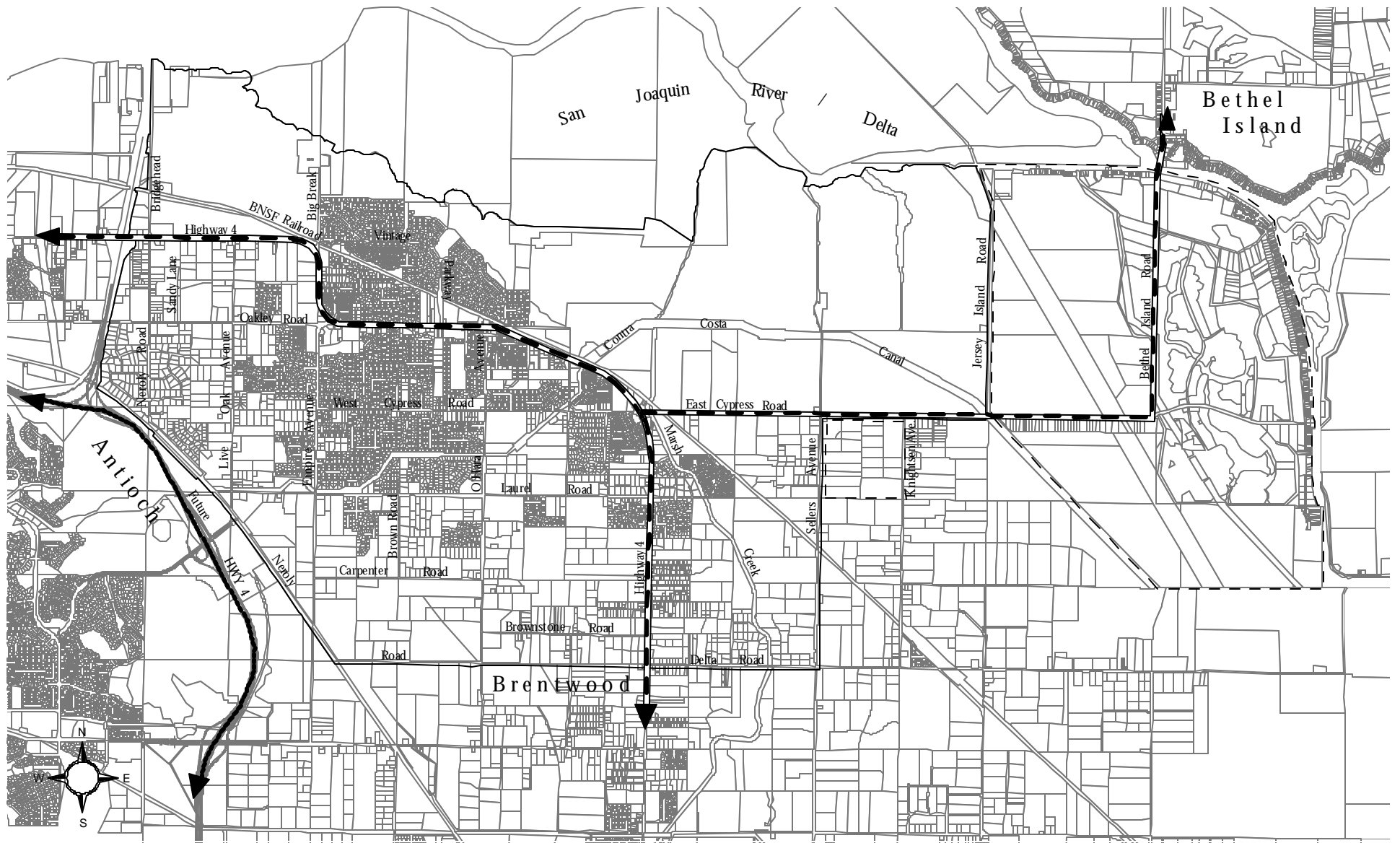


- LEGEND**
- Major Arterial
  - Major Arterial-Proposed
  - Minor Arterial
  - Minor Arterial-Proposed
  - 51,700 Average Daily Traffic Volumes at Build-Out
  - Collector
  - Collector-Proposed
  - City Boundary
  - Expansion Area Boundary

City of Oakley  
 General Plan 2020  
 Figure 3-1  
 Circulation Diagram

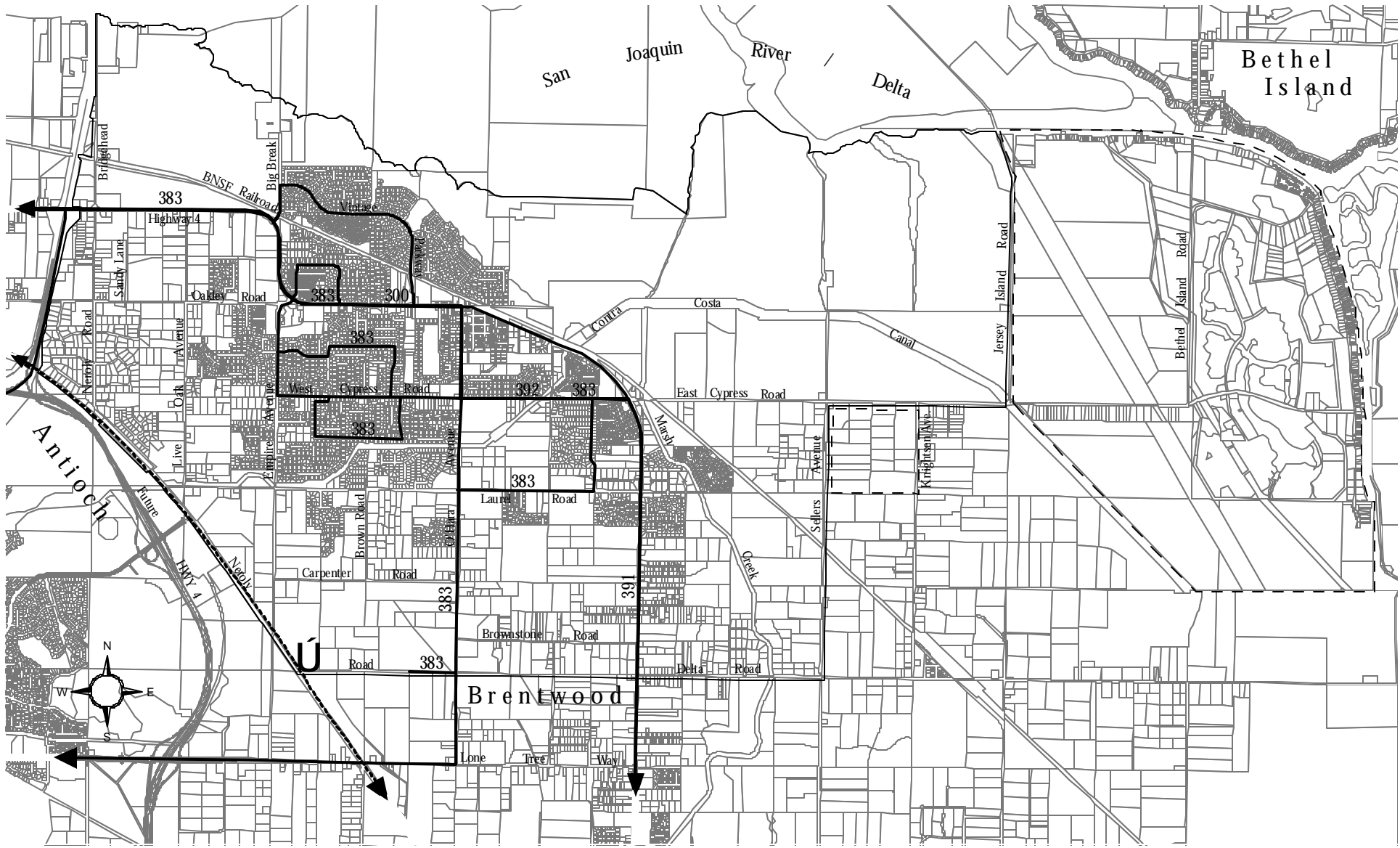
Source: Fehr & Peers





- L**       City Boundary
- E**       Expansion Area Boundary
- G**       Existing Truck Routes
- N**       Future Truck Routes
- D**

**City of Oakley**  
**General Plan 2020**  
Figure 3-2  
**Primary Truck Routes**  
*Source: Fehr & Peers*

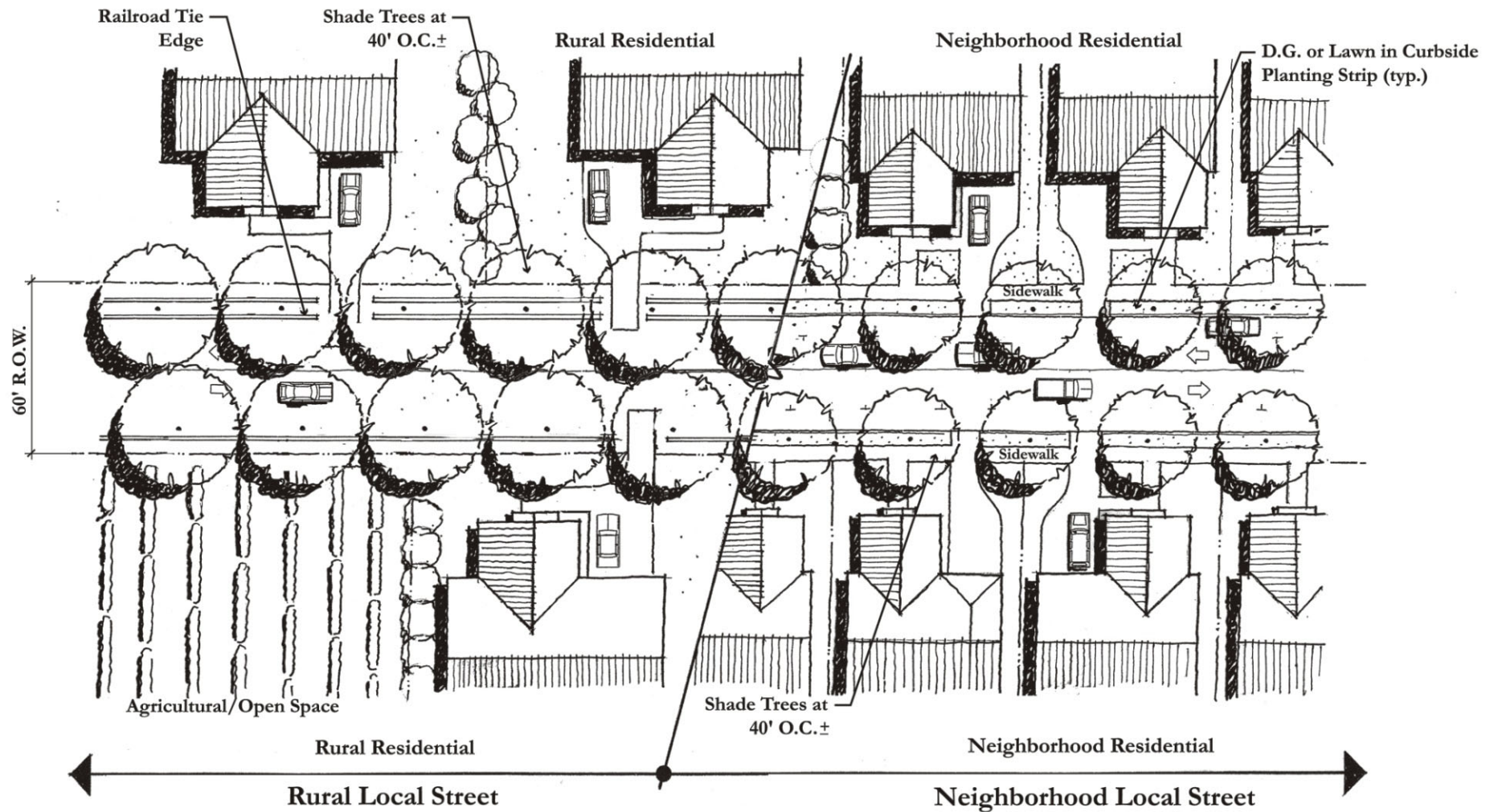


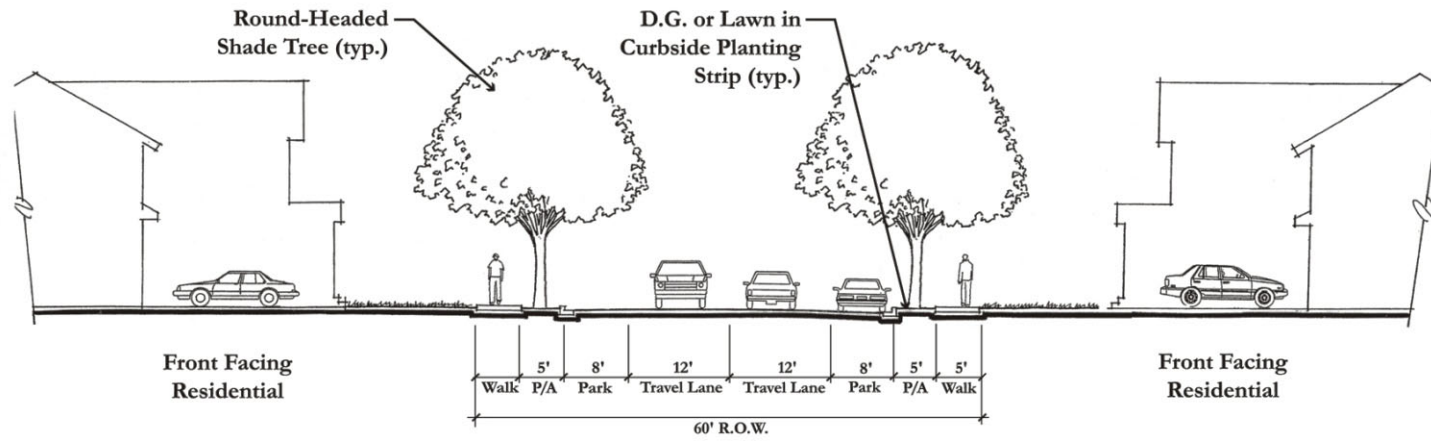
- L ——— City Boundary
- E - - - Expansion Area Boundary
- G - - - Bus Routes (383)
- N - - - Potential Commuter Transit
- D U Potential Commuter Transit Station

**City of Oakley  
General Plan 2020**

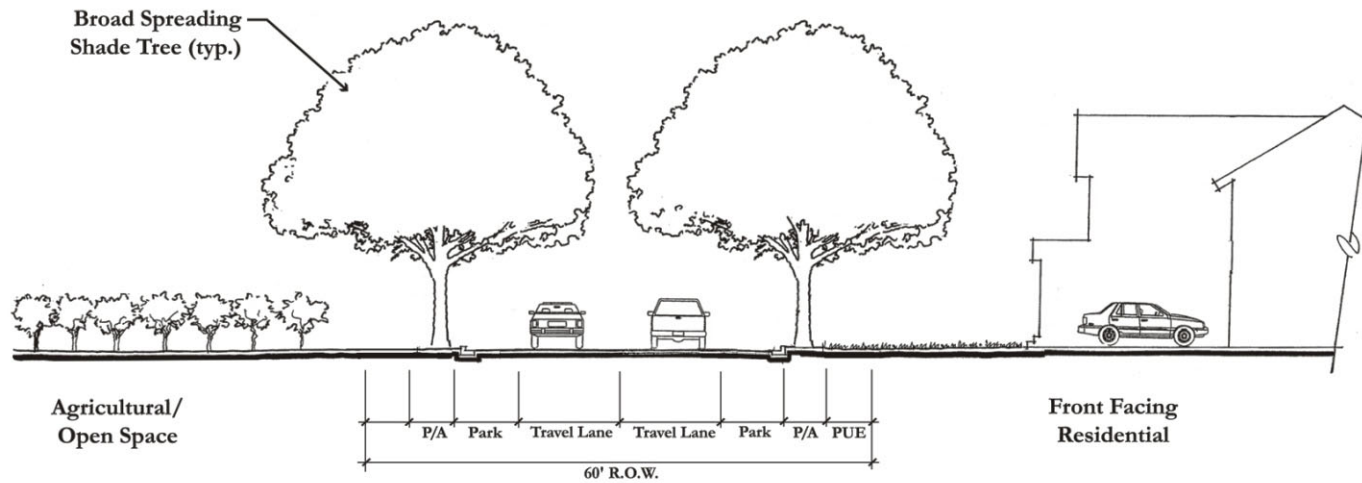
**Figure 3-3  
Existing and Future Transit Opportunities**

*Source: Fehr & Peers*



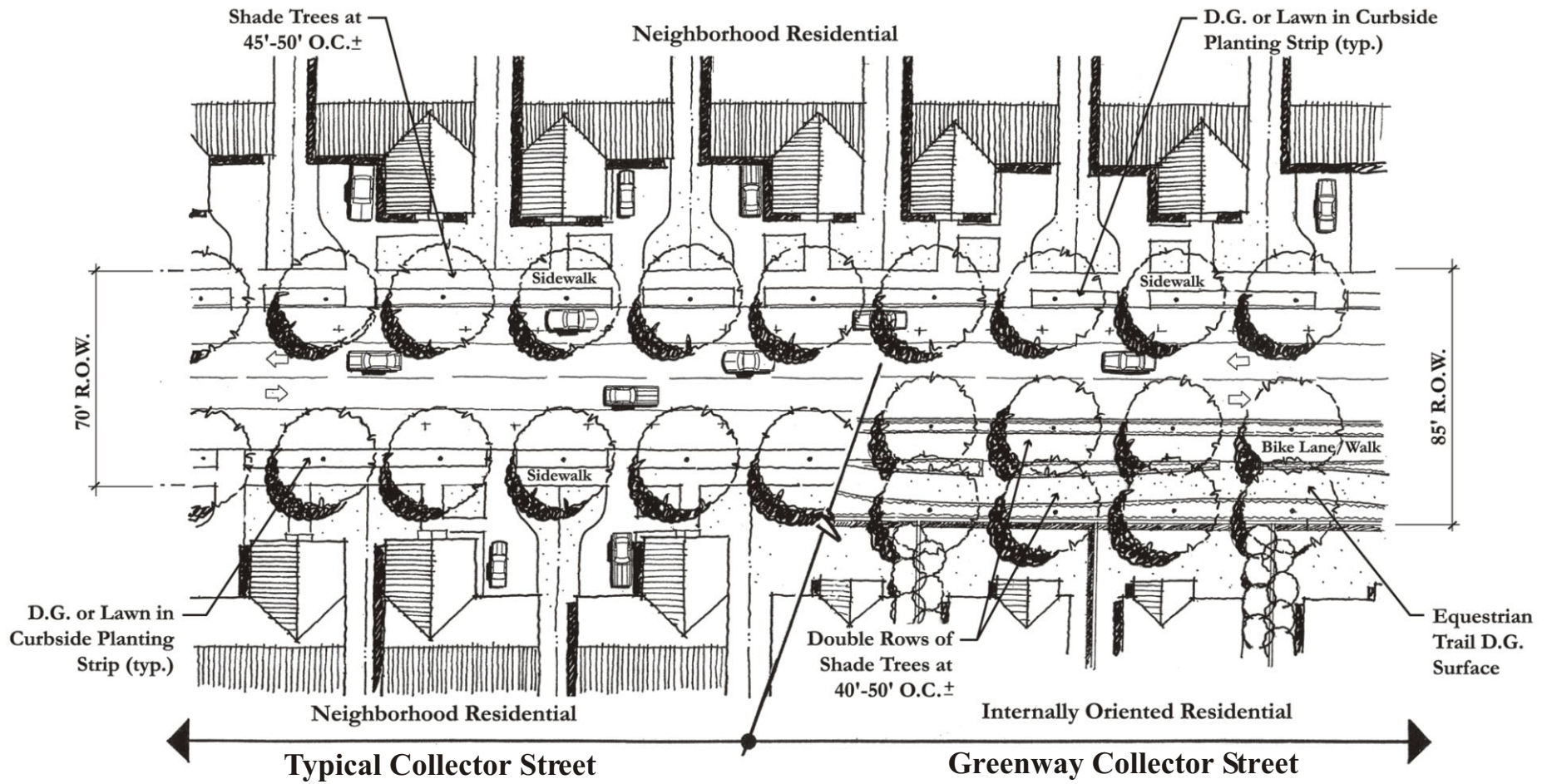


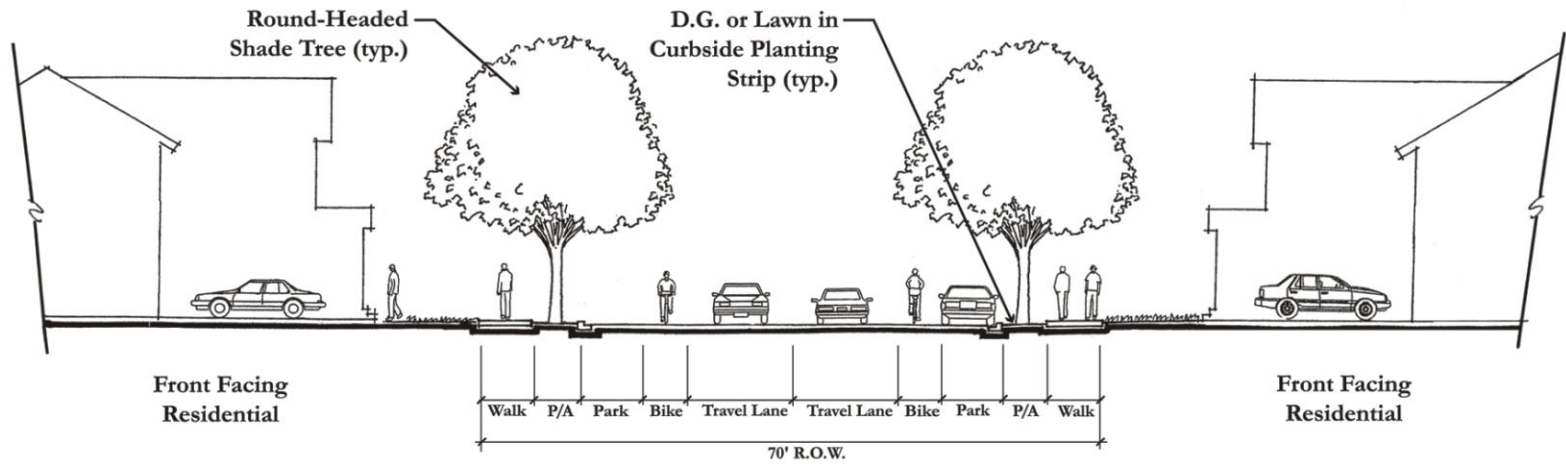
Neighborhood Local Street



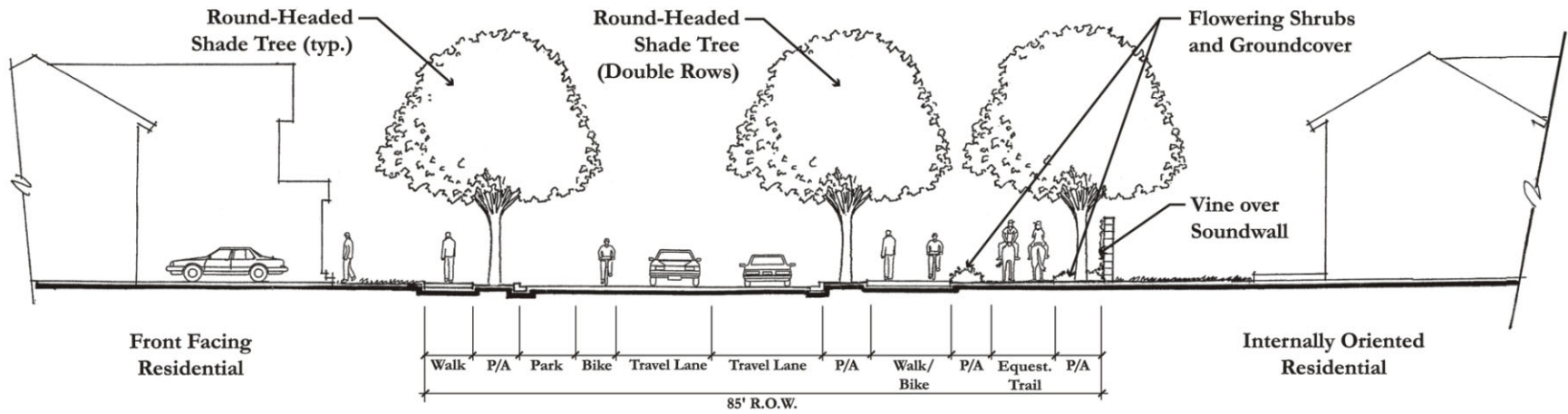
Rural Local Street



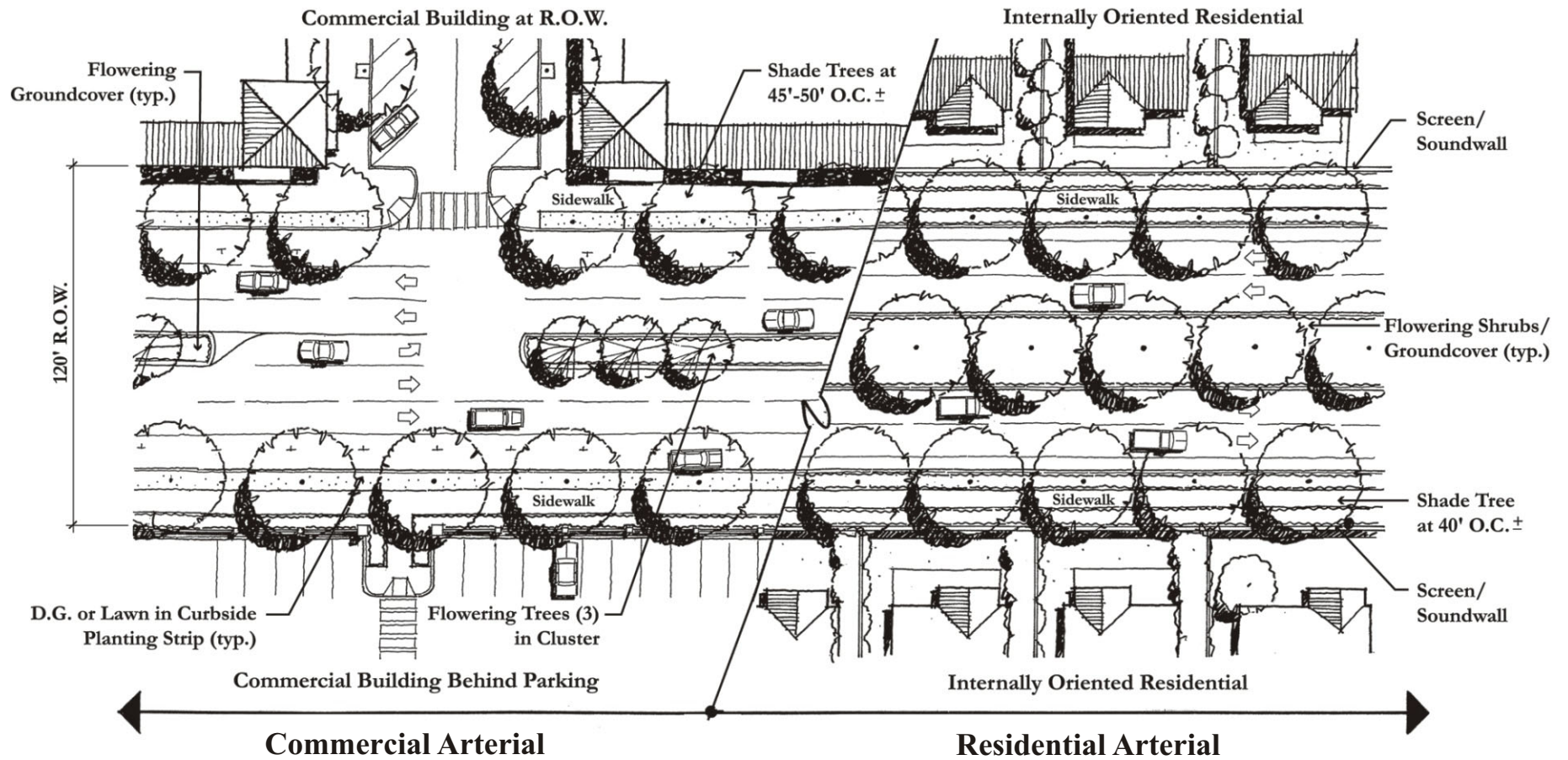




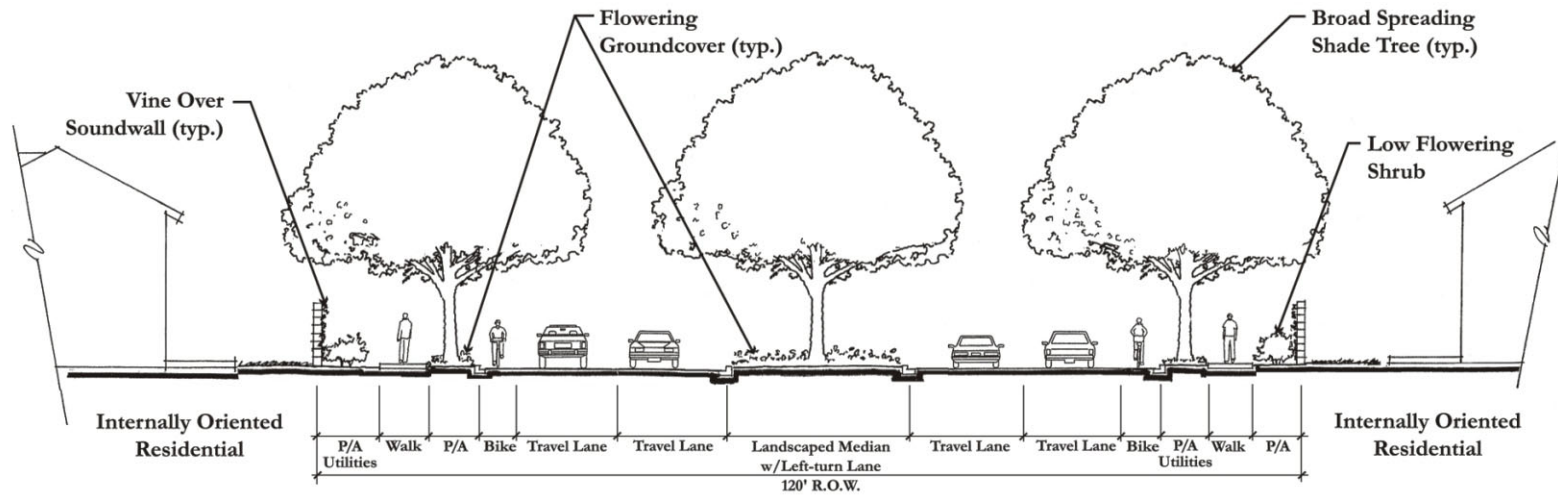
**Typical Collector**



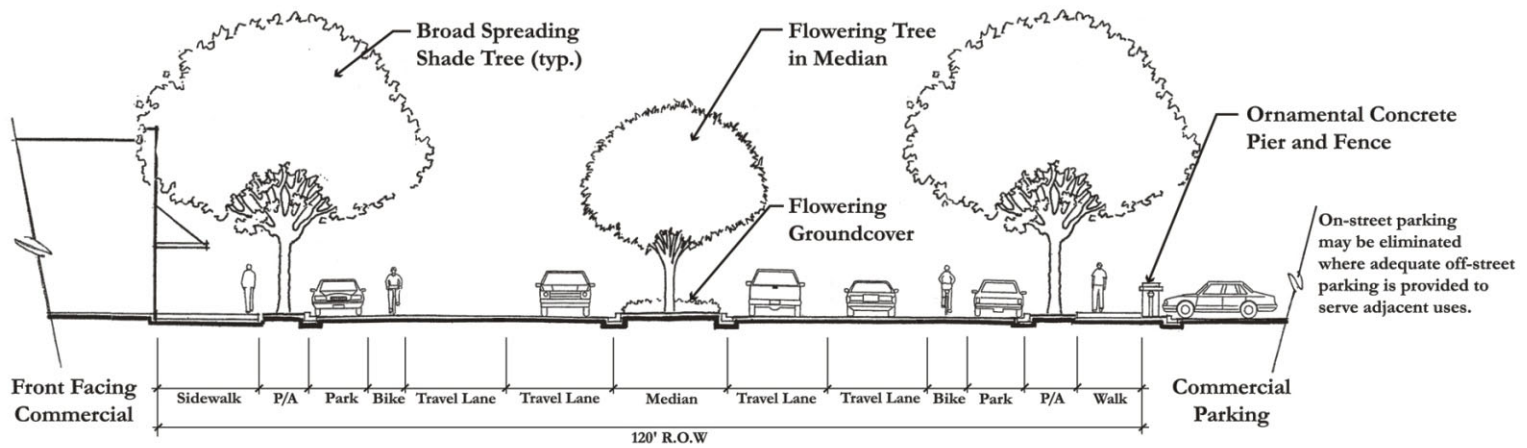
**Greenway Collector**





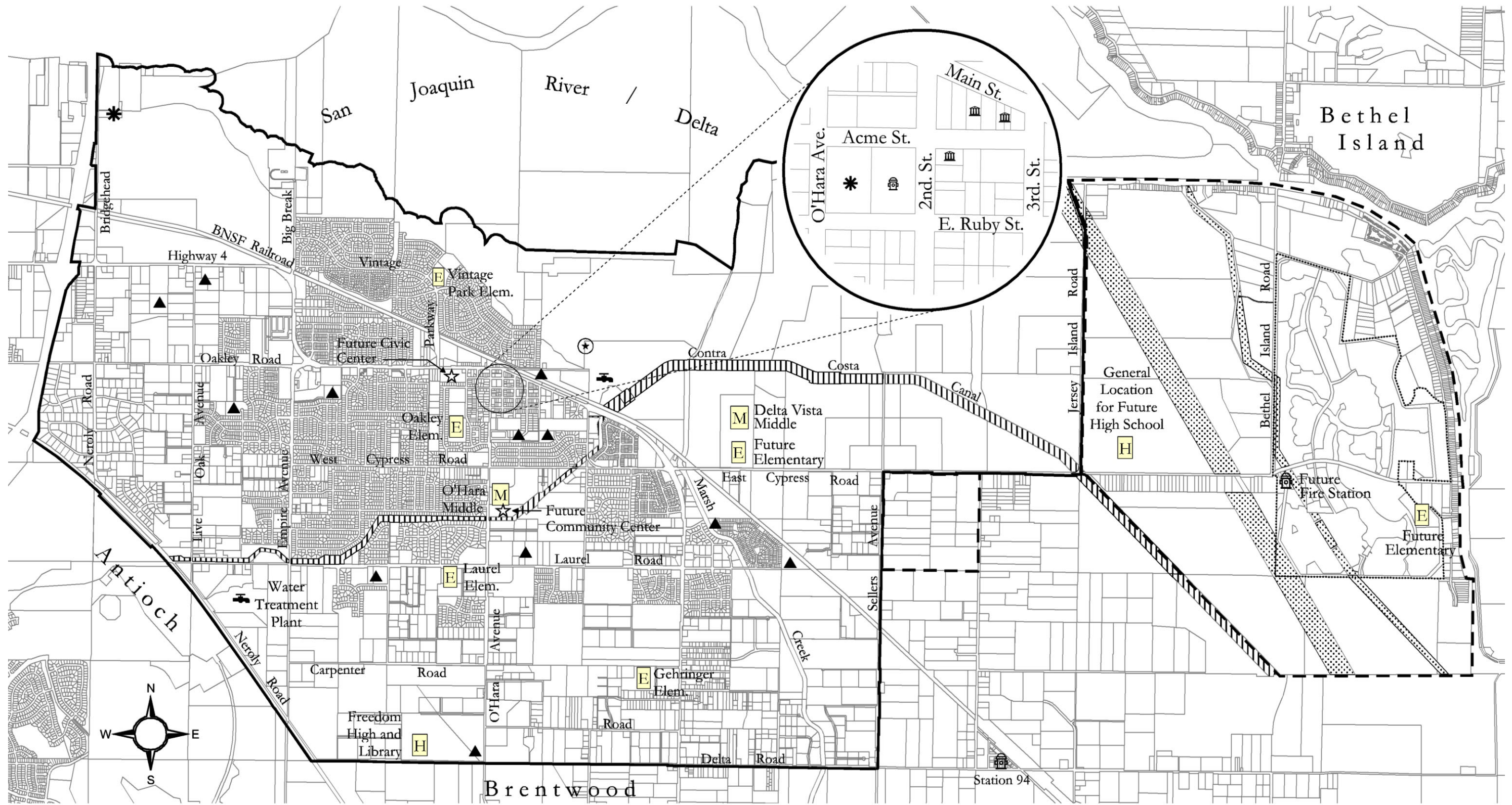


**Residential Arterial**



**Commercial Arterial**





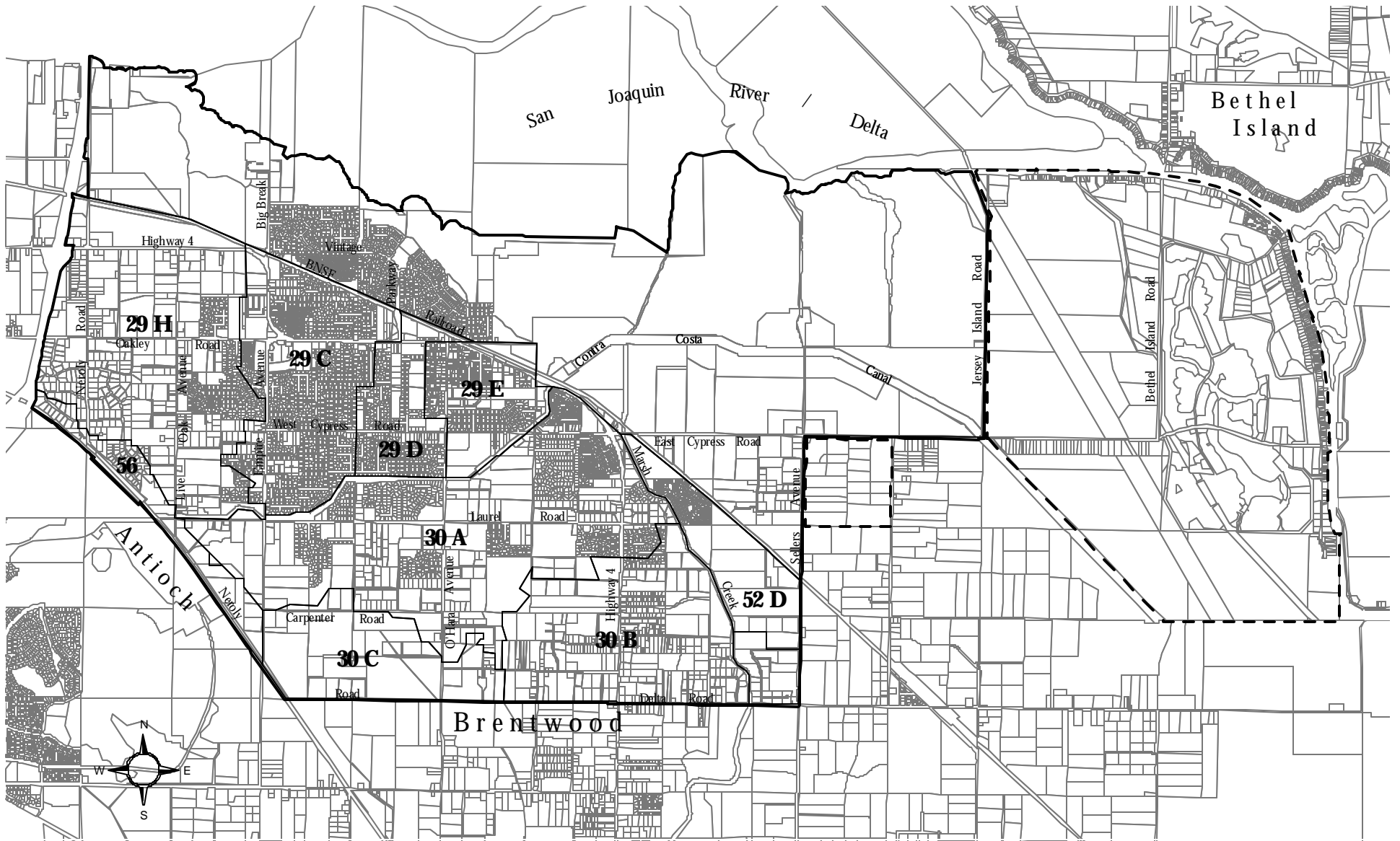
- |   |  |                             |  |                                |  |                   |
|---|--|-----------------------------|--|--------------------------------|--|-------------------|
| L |  | City Boundary               |  | City Administrative            |  | Elementary School |
| E |  | Expansion Area Boundary     |  | Police/Sheriff Station         |  | Middle School     |
| G |  | Cypress Lakes Project       |  | Water Treatment Plant/Facility |  | High School       |
| E |  | Contra Costa Canal          |  | Fire Station                   |  |                   |
| N |  | Electric Transmission Lines |  | Wastewater Treatment Plant     |  |                   |
| D |  |                             |  | Community/Civic Center         |  |                   |

**City of Oakley  
General Plan 2020**




**Figure 4-1  
Public Facilities Locations**

*Source: City of Oakley Community Development Department*





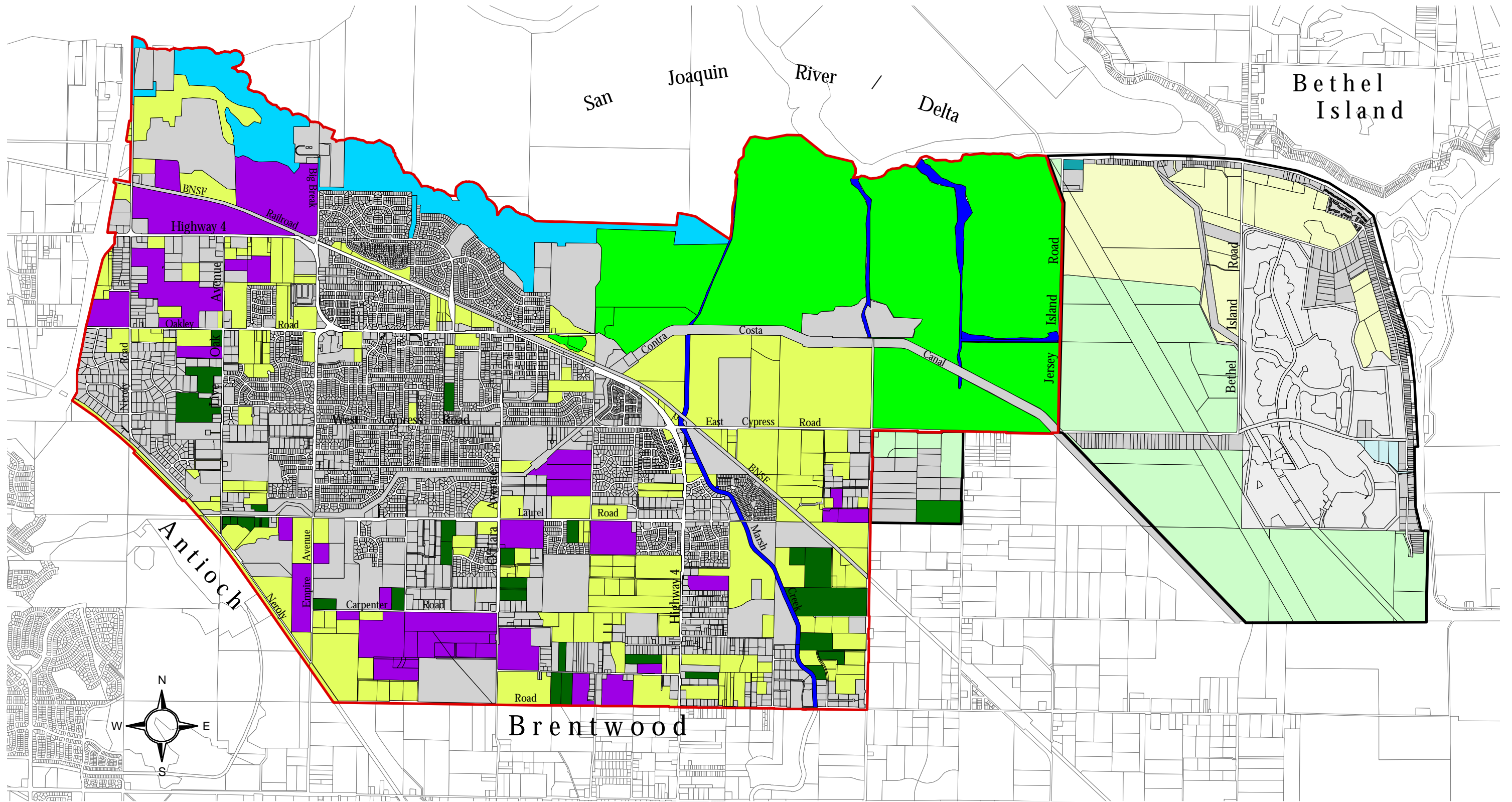
LEGEND

-  City Boundary
-  Expansion Area Boundary
-  Drainage Area Boundaries

City of Oakley  
 General Plan 2020  
 Figure 4-2  
 Drainage Fee Areas

Source: Santina & Thompson





L  
E  
G  
E  
N  
D

- Developed
- Agricultural/Ruderal
- Irrigated pasture
- Marsh
- Orchard
- Riparian
- Vineyard

- City Boundary
- Expansion Area Boundary
- Cypress Lakes Project
- County

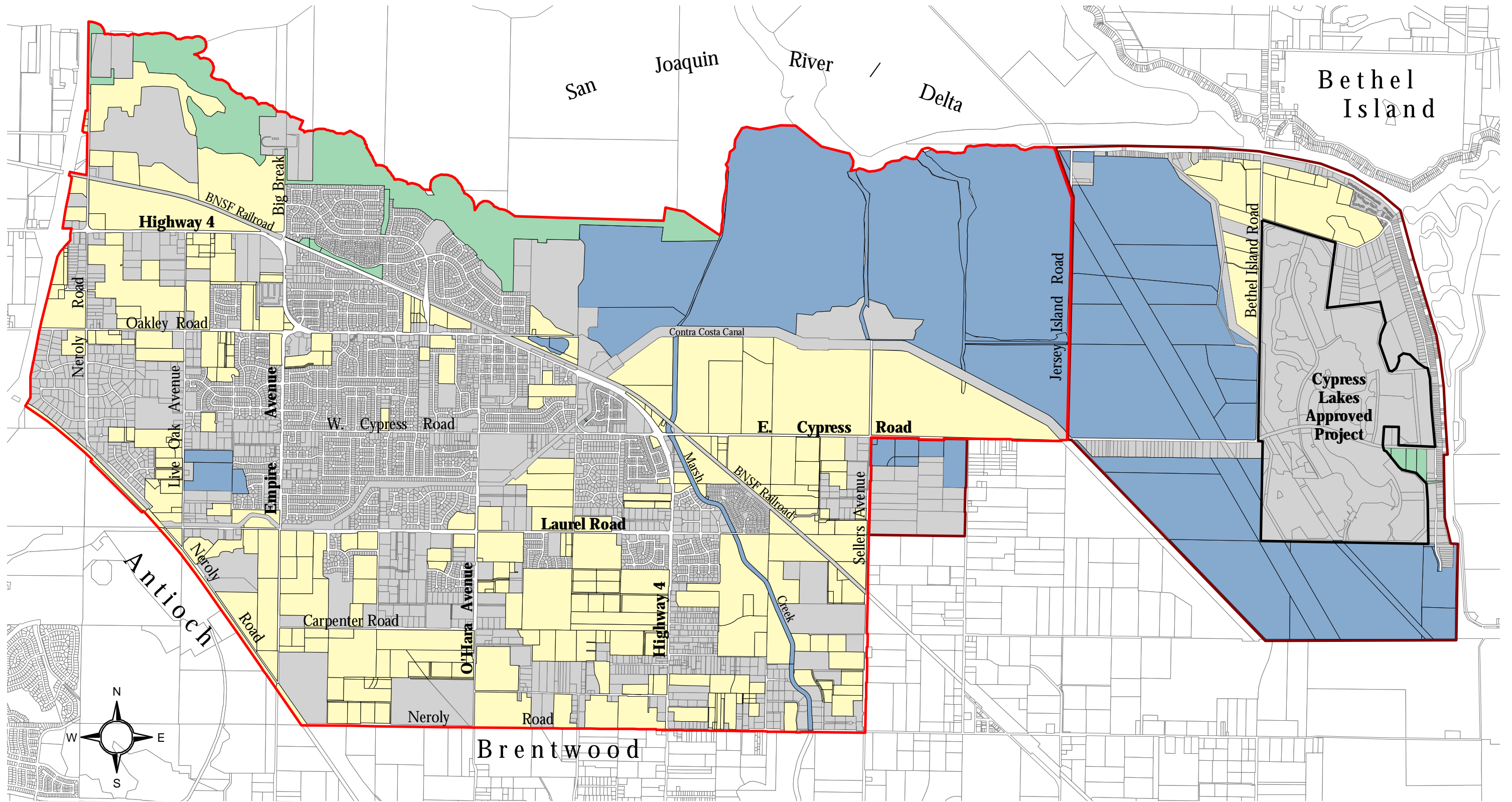


City of Oakley  
General Plan 2020

Figure 6-1  
Vegetation Types

Source: Foothill & Associates





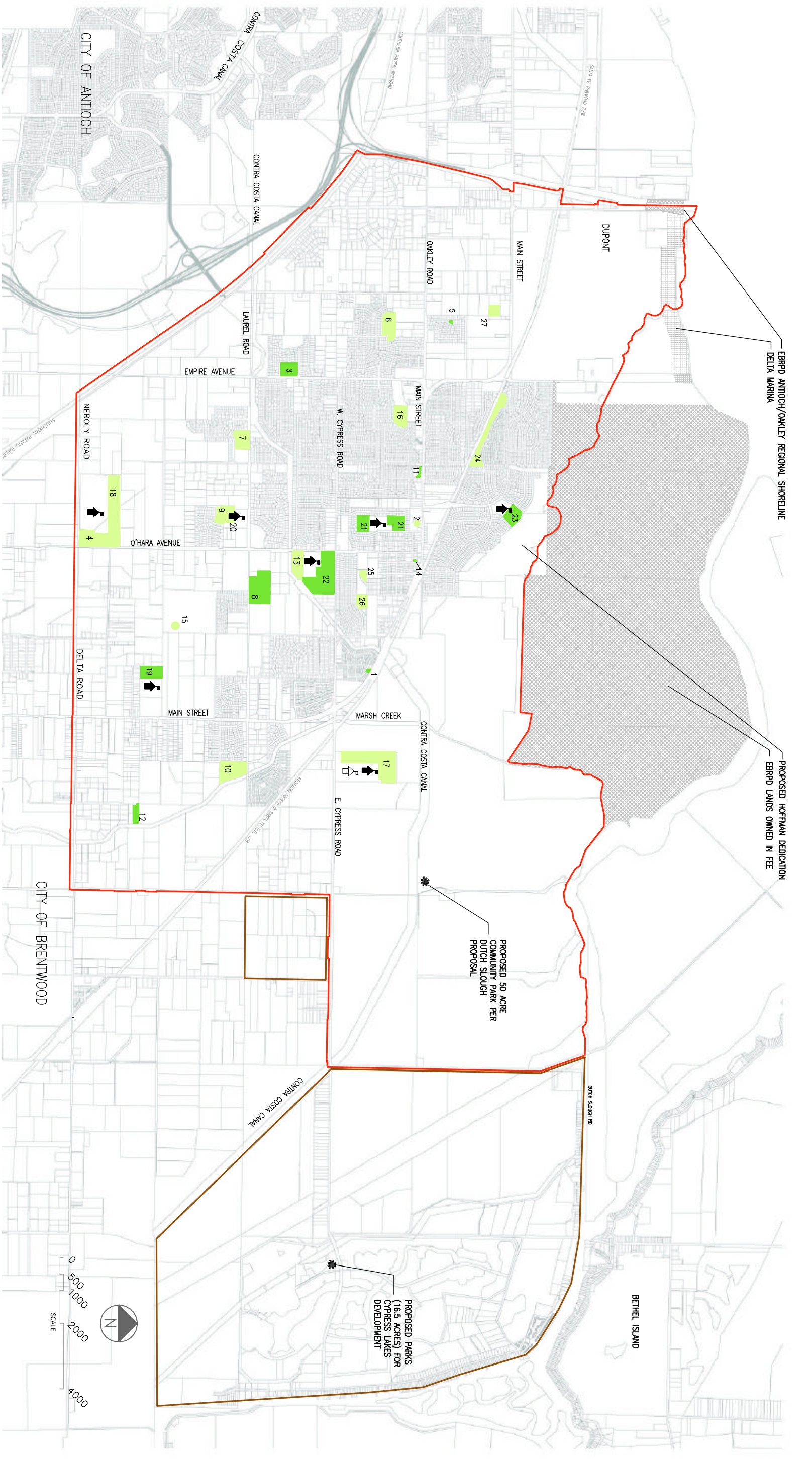
- L  
E  
G  
E  
N  
D**
- City Boundary
  - Expansion Area Boundary
  - Cypress Lakes Boundary
  - High
  - Medium
  - Low
  - Minimal

**City of Oakley  
General Plan 2020**

**Figure 6-2  
Biological Sensitivity**

*Source: Foothill & Associates*





EBRPD ANTIOCH/OAKLEY REGIONAL SHORELINE  
DELTA MARINA

PROPOSED HOFFMAN DEDICATION  
EBRPD LANDS OWNED IN FEE

PROPOSED 50 ACRE  
COMMUNITY PARK PER  
DUTCH SLOUGH  
PROPOSAL

PROPOSED PARKS  
(16.5 ACRES) FOR  
CYPRESS LAKES  
DEVELOPMENT



LANDSCAPE ARCHITECTS & PLANNERS  
R | H | A | A  
ROSTON HANAPOTO AILEYA ABBEY

225 Hill Avenue  
Folsom, CA 95630  
916.981.1033  
rhain@rhain.com

211 Geary Street #402  
San Francisco, CA 94102  
415.864.7800  
rhain@rhain.com

SDC  
SITE DEVELOPMENT CONSULTANTS

**EXISTING PARKS**  
**POTENTIAL PARK SITES**

- EXISTING CITY LIMITS
- PROPOSED EXPANSION AREAS
- PROPOSED PARKS
- ACTUAL SITES TO BE DETERMINED
- EXISTING SCHOOL FACILITY
- FUTURE SCHOOL FACILITY

**Neighborhood Parks**

1. CLAREMONT BAY PARK
2. CIVIC CENTER PARK AND PLAZA
3. CROCKETT NEIGHBORHOOD PARK
4. FREEDOM SOCCER FIELDS PARK
5. HEATHER PARK
6. HOLLY CREEK NEIGHBORHOOD PARK
7. LAUREL CREST PARK SITE
8. LAUREL BAULIELOS PARK
9. LAUREL - NUTMEG PARK SITE
10. LAUREL ROAD AT MARSH CREEK PARK SITE

**Joint-Use School/Community Parks**

11. MAIN STREET PARK
12. MARSH CREEK GLENN PARK
13. MOKKA PARK SITE
14. OAKLEY FIRE DISTRICT STATION #93
15. STONEWOOD PARK
16. TEAKWOOD BASIN PARK
17. DELTA VISTA ELEMENTARY AND MIDDLE SCHOOL
18. FREEDOM HIGH SCHOOL
19. GERHINGER ELEMENTARY SCHOOL

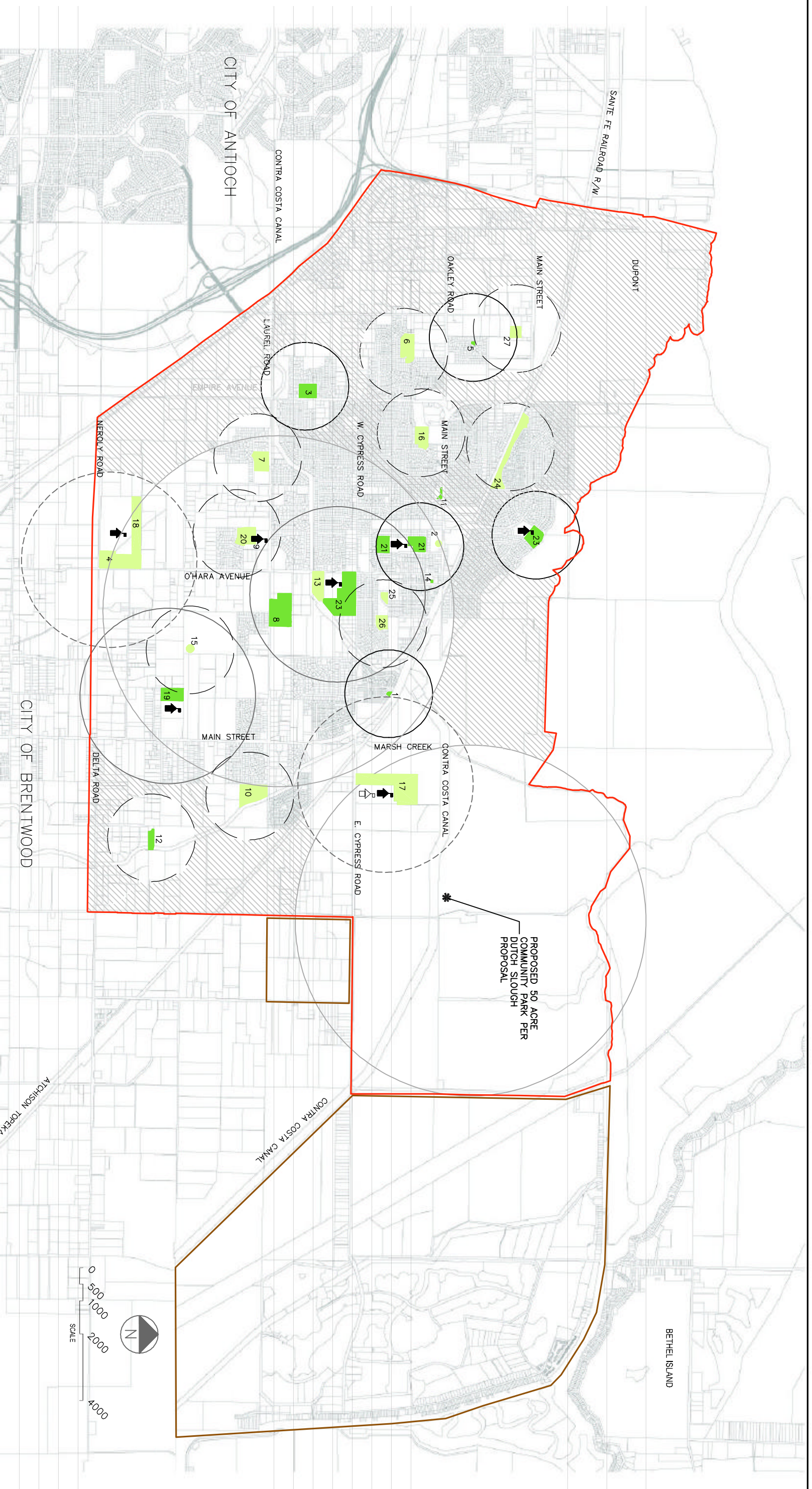
**Regional Parks**

20. LAUREL ELEMENTARY SCHOOL
21. OAKLEY ELEMENTARY SCHOOL
22. O'HARA PARK MIDDLE SCHOOL
23. VINTAGE PARKWAY ELEM. SCHOOL
24. LEGLESS LIZARD PRESERVE

**CITY OF OAKLEY  
PARKS AND RECREATION  
MASTER PLAN**

**FIGURE 7.1  
EXISTING PARKS &  
PARK SITE  
OPPORTUNITIES**



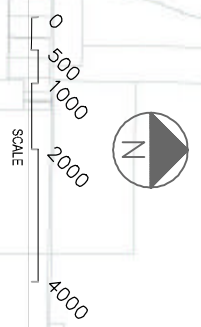


PROPOSED 50 ACRE  
COMMUNITY PARK PER  
DUTCH SLOUGH  
PROPOSAL

**CITY OF OAKLEY  
GENERAL PLAN  
2020**

**FIGURE 7.2  
NEIGHBORHOOD &  
COMMUNITY PARK  
SITE SERVICE AREAS**

- EXISTING PARKS**
- POTENTIAL PARK SITES**
- EXISTING CITY LIMITS**
- PROPOSED EXPANSION AREAS**
- PROPOSED COMMUNITY PARK SITE**
- EXISTING SCHOOL FACILITY**
- FUTURE SCHOOL FACILITY**
- EXISTING NEIGHBORHOOD PARKS  
1/4 MILE RADII**
- PROPOSED NEIGHBORHOOD PARKS  
1/4 MILE RADII**
- PLAYFIELD PARKS  
1/2 MILE RADII**
- COMMUNITY PARKS  
1 MILE RADII**
- PROPOSED PLAYFIELD PARKS  
1/2 MILE RADII**
- AREAS NOT SERVED BY  
NEIGHBORHOOD OR  
COMMUNITY PARKS**

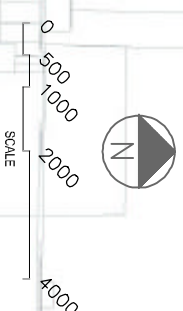
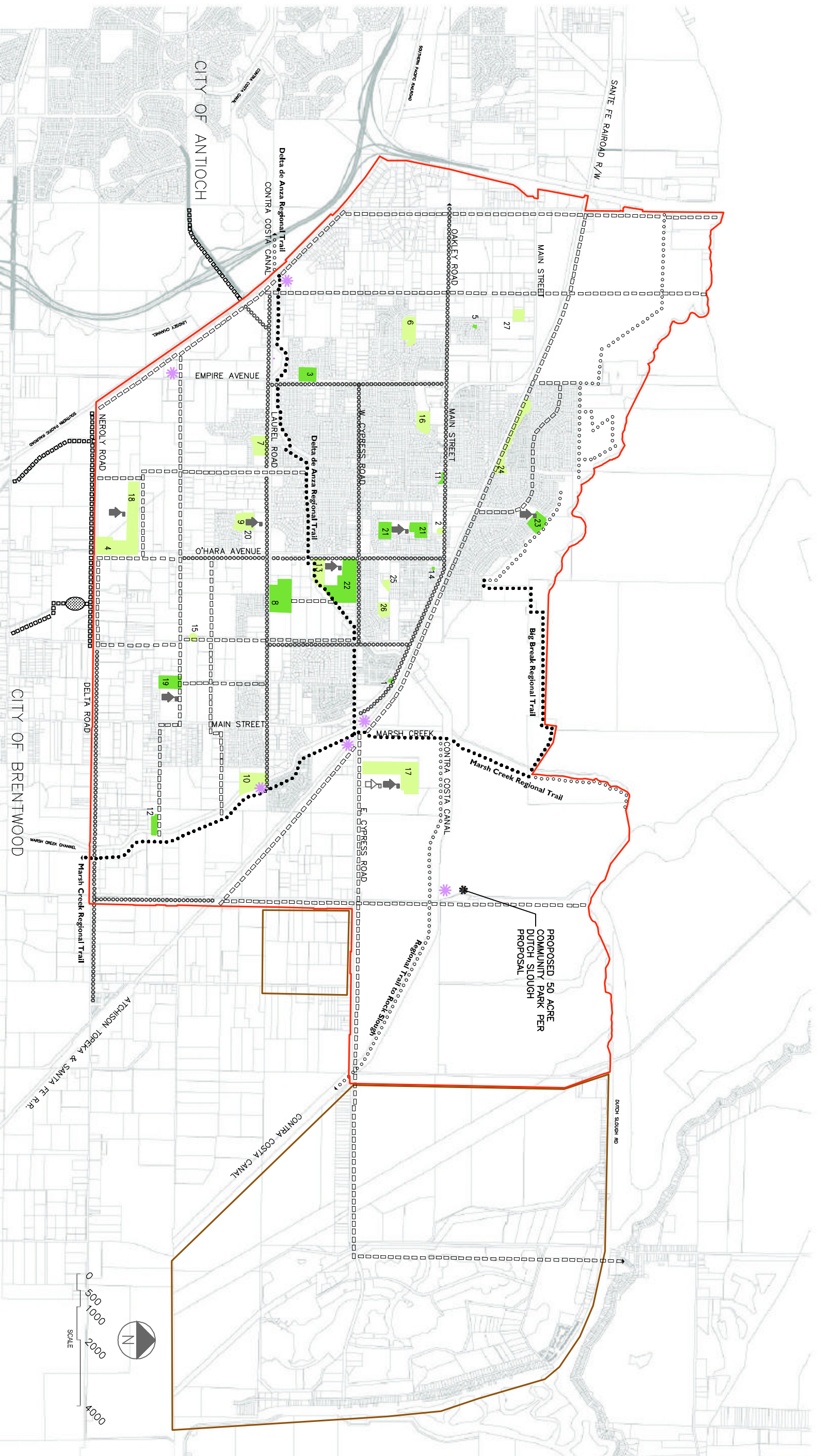


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415.333.1431 fax  
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San Francisco, CA 94102  
415.561.7900  
415.561.7908 fax  
rh@rhala.com

**SDC**  
SITE DEVELOPMENT CONSULTANTS





ROSTON HANANOTO ALLEY & ARBY  
**R | H | A | A**

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 SAN FRANCISCO, CA 94102  
 415.361.2925  
 sdc@rhaa.com

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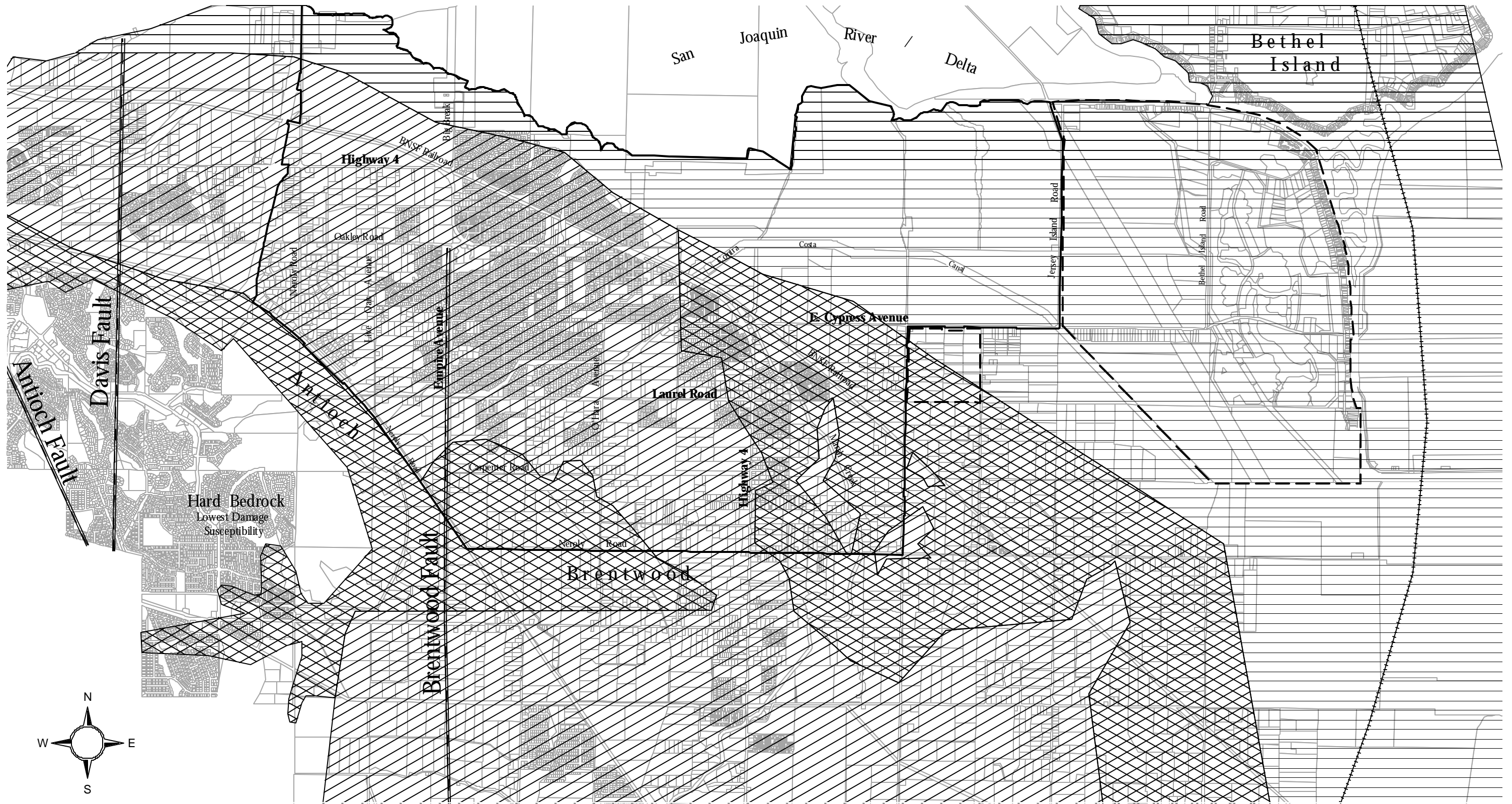
- EXISTING PARKS**
  - POTENTIAL PARK SITES**
  - EXISTING CITY LIMITS**
  - PROPOSED EXPANSION AREAS**
  - PROPOSED COMMUNITY PARK SITE**
  - EXISTING SCHOOL FACILITY**
  - FUTURE SCHOOL FACILITY**
- 
- REGIONAL TRAILS**
  - EXISTING EBRPD MULTI-USE TRAIL**
  - PROPOSED EBRPD MULTI-USE TRAIL**
- 
- OAKLEY TRAILS & ROUTES**
  - PROPOSED LOCAL MULTI-USE TRAIL**
  - PROPOSED LOCAL BIKE ROUTE**
  - PROPOSED STRAGING AREAS**
- 
- BRENTWOOD & ANTOCH**
  - EXISTING AND/OR FUTURE TRAILS**
  - EXISTING AND/OR FUTURE PARK**

**CITY OF OAKLEY  
 GENERAL PLAN  
 2020**








**FIGURE 7.3  
 EXISTING &  
 PROPOSED  
 TRAILS PLAN**







LEGEND

-  City Boundary
-  Expansion Area Boundary
- Earthquake Faults**
-  Inferred Active
-  Location Unknown
-  Pliocene Bedrock (Moderately low damage susceptibility)
-  Younger Alluvium (Moderate damage susceptibility)
-  Modern sediments (Highest damage susceptibility)





**City of Oakley  
General Plan 2020**

**Figure 8-1  
Faults and Seismic Stability**

Source: Contra Costa County General Plan 1995-2010, July 1996





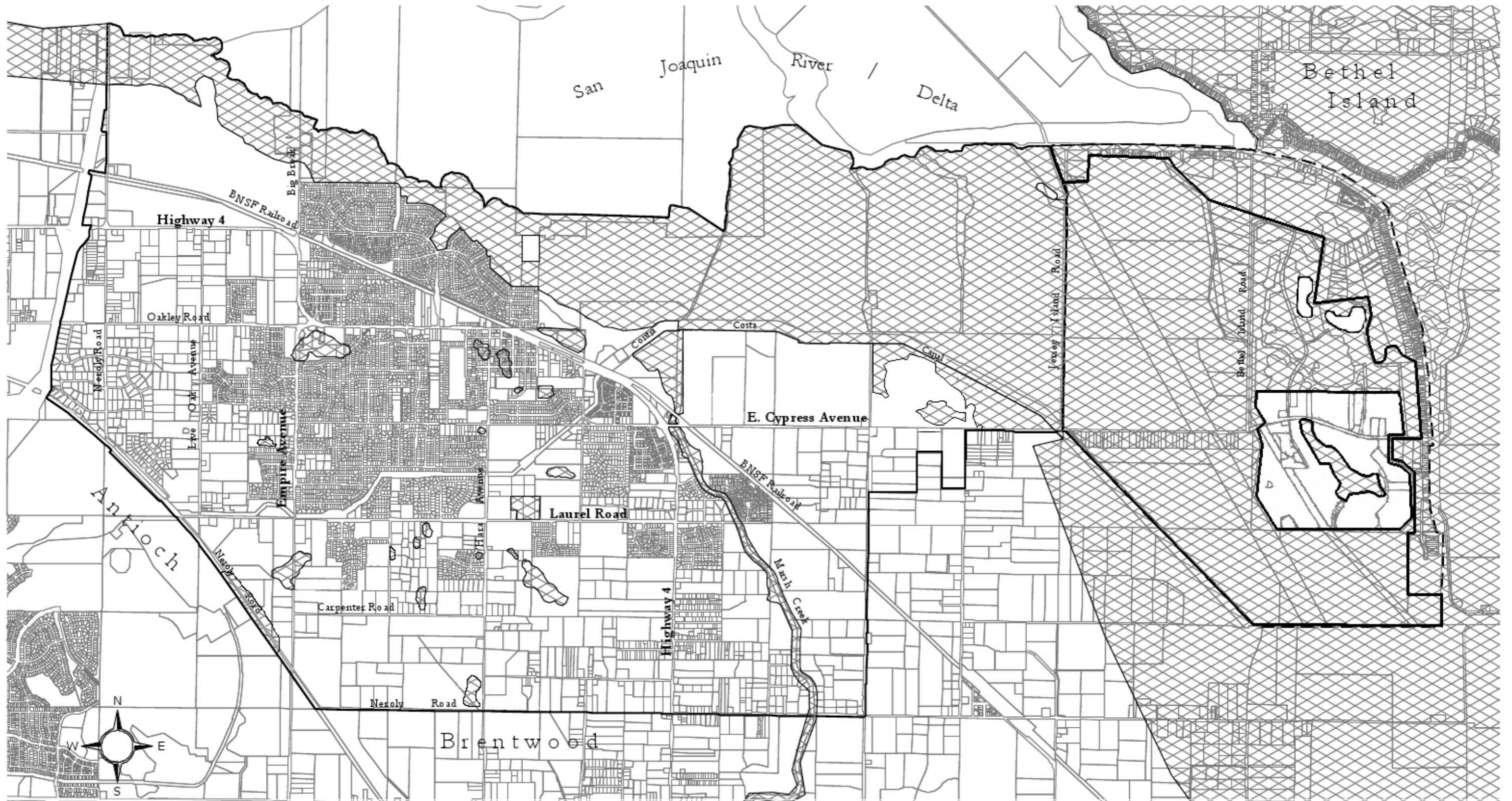
- L**  
**E**  
**G**  
**E**  
**N**  
**D**
-  City Boundary
  -  Expansion Area Boundary
  - Liquefaction Potential**
  -  Generally High
  -  Generally Moderate to Low




**City of Oakley  
General Plan 2020**

**Figure 8-2  
Estimated Liquefaction Potential**

*Source: Contra Costa County General Plan 1995-2010, July 1996*





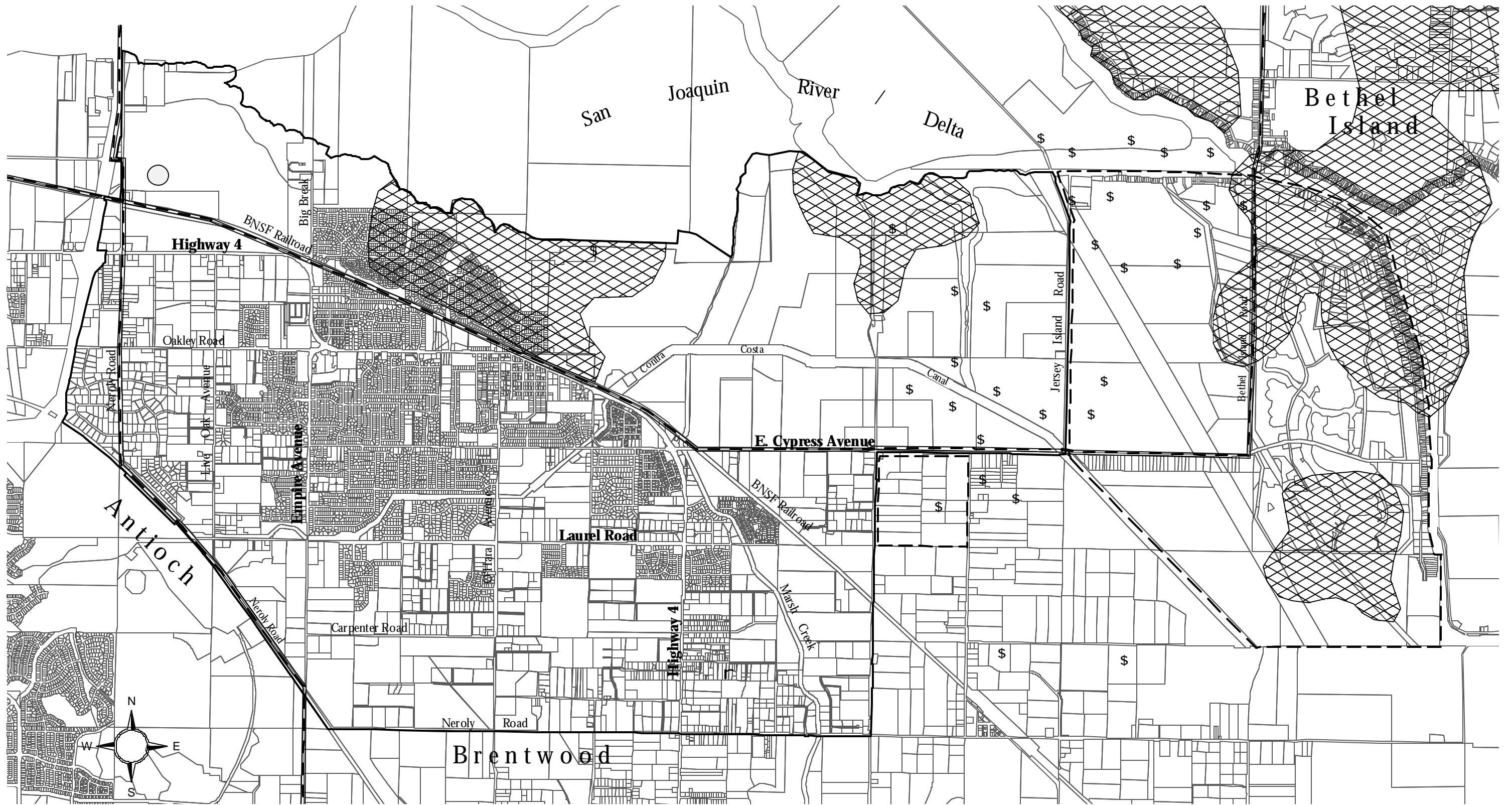
- L  
 E  
 G  
 E  
 N  
 D
-  City Boundary
  -  Expansion Area Boundary
  -  100-Year Floodplain

City of Oakley  
General Plan 2020








Figure 8-3  
100-Year Floodplain Locations

Map based on the FEMA Flood Insurance Rate Maps Dated June 16, 2009





L  
E  
G  
E  
N  
D

-  City Boundary
-  SOI Boundary
-  Peat Soils
-  Oil & Gas Wells
-  DuPont Plant (former site)
-  Natural Gas Lines
-  Contaminated Site (batteries)

City of Oakley  
General Plan 2020

Figure 8-4  
Hazardous Area Locations

Source: Contra Costa County General Plan 1995-2010, July 1996