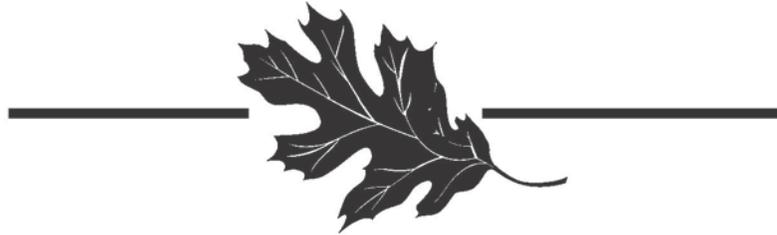


OAKLEY



CALIFORNIA

CITY OF OAKLEY
2020 GENERAL PLAN

CITY OF OAKLEY
3231 MAIN STREET
OAKLEY, CA 94561

ADOPTED
DECEMBER 16, 2002

AMENDED
JANUARY 26, 2010
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CHAPTER

1

INTRODUCTION

INTRODUCTION 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

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

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.
- 2.1.B Review and revise the Zoning Map, within the comprehensive Zoning Code update, to establish consistency with the General Plan Use Diagram.
- 2.1.C 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.
- 2.1.D Consider and adopt as determined appropriate, guidelines for the fiscal analysis of development proposals.
- 2.1.E 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.¹

(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.

¹ Source: City of Oakley, Community Development Department. March 2001.

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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.² 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,

² 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

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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 ¹	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

2.0 – LAND USE ELEMENT

Symbol	Description ¹	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

Insert Figure 2-3 – Special Planning Areas

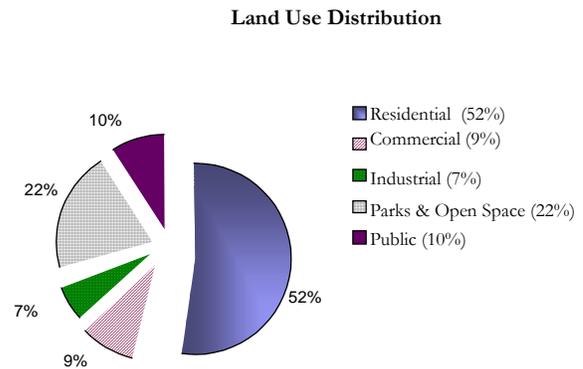
LAND USE SETTING

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
Total Designated Land Uses	8,064	3,588	4,476

**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
Total Designated Land Uses	2,701	910	1,791

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 ¹	Pop. ²	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	-	-	-	-	-	-	-	-
Subtotal: Undeveloped Land	1,690	7,132	22,241	1,458	4,053	11,885	3,148	10,885	34,282
Existing Development		8,364	26,861³		1,860⁴	5,900		10,224	32,761
Total Pop		15,588	49,388		5,913	17,785		21,109	67,043

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 ¹	84	4,368	0	0	84	4,368
Business Park High ¹	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 ²	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) ³	□																						□	
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) ³																		□	□					□
Light Industrial (LI)																	□			■	□	□		□
Utility Energy (UE) ³																								
Public and Semi-Public (PS)	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□
Delta Recreation (DR)																							□	□
Parks and Recreation (PR)	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	□	■	□
■ = Consistent with General Plan										□ = Could be Consistent with General Plan ¹														

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

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

³ 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.

⁴ 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

INTRODUCTION

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

- 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**

Roadway	Daily Volume	Level of Service¹	Recommended Road Type
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.

Roadway	Road Type ¹	Daily Volume ²	Capacity ³	Level of Service ³
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:				
1. 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.				
2. Daily volumes based on traffic counts (2002) and East Contra Costa Travel Demand Model (year 2000).				
3. 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

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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

INTRODUCTION

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

PUBLIC 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.

4.0 – GROWTH MANAGEMENT ELEMENT

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 Hangel 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 13th and 14th 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

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 Leshar 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

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

INTRODUCTION

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.

GOALS, 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

- commercial real estate brokers identifying the City’s prioritization of economic development, as well as availability of potential sites in Oakley for development.
- Promoting of Oakley as a desirable, small community with a positive lifestyle and high quality of life.
 - Attending business development fairs and expositions to promote Oakley as a community focused on business development.
 - Hosting promotional events and inviting prospective business interests to Oakley.
 - Stressing customer service throughout City Hall as a means of encouraging business development.
- 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.
- 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.
- 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.
- 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 business growth, and assigning key City staff positions to serve in liaison positions with local business operators.
- 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.
- 5.1.J Support those businesses that meet Federal Affirmative Action goals and objectives and state redevelopment law requirements.
- 5.1.K Encourage job training for skilled labor through employer sponsored training or continuing educational programs.
- 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:
- 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.
 - 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

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**

Household Income Category	Contra Costa County	Oakley	Antioch	Brentwood	Pittsburg
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

INTRODUCTION

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;
- ❑ Water resources, including streams, wetlands, and riparian habitat;
- ❑ 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 supersede 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.

Table 6-1
AGRICULTURAL LANDS IN THE PLAN AREA

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

Source: Pacific Municipal Consultants, August 2002

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.

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 6-1 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

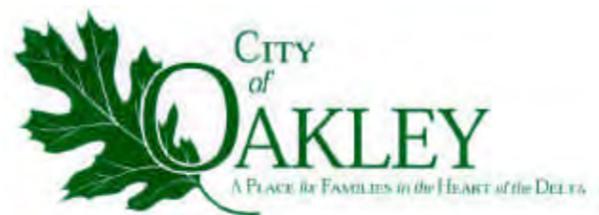
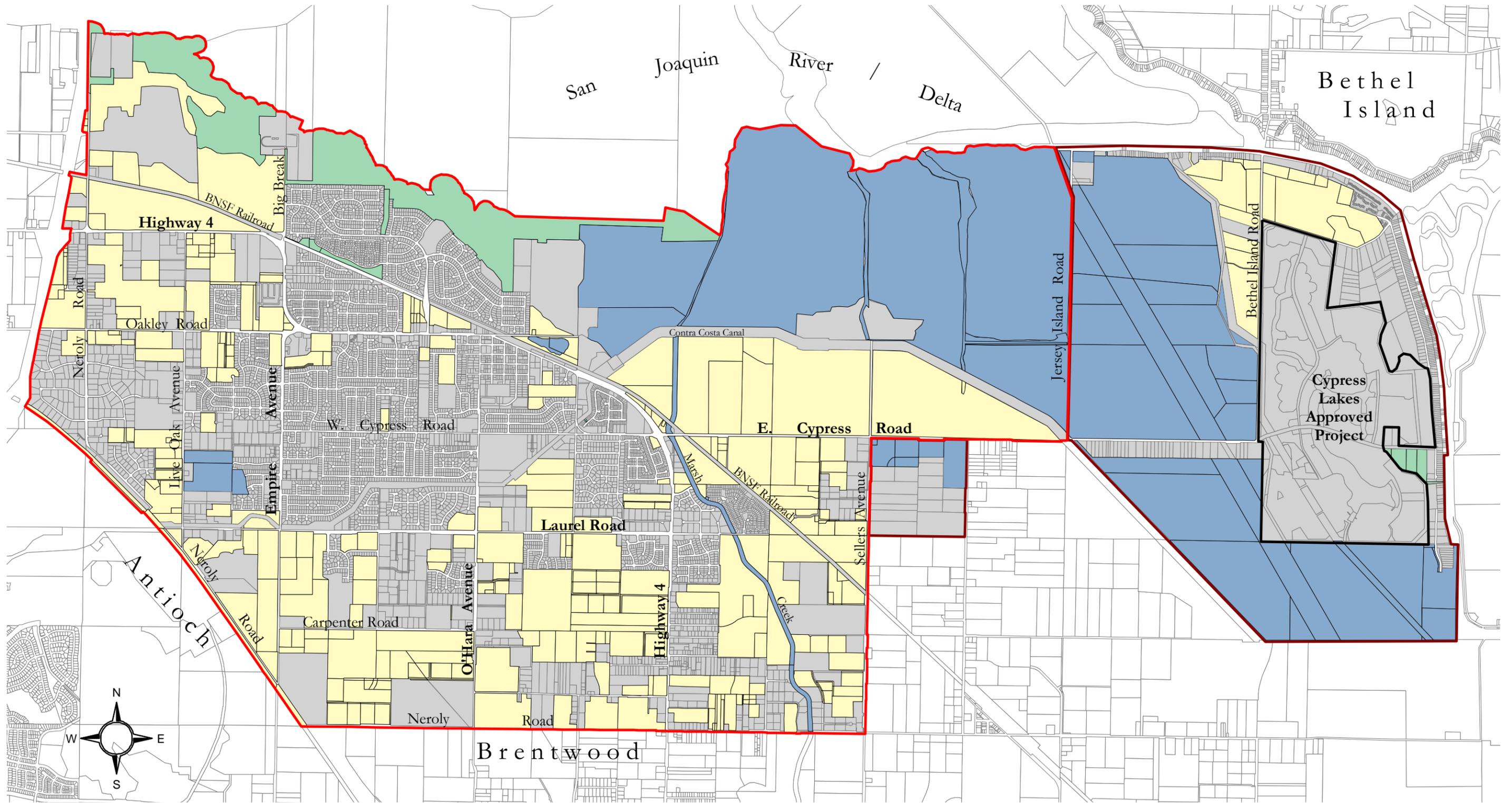
Both the U.S. Fish and Wildlife Service and California Department of Fish and Game have regulations to protect wildlife resources. Special permits are required for the alteration, dredging, or activity in any lake or stream, as well as other activities that may affect fish and game habitat. Both agencies 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.



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N
D
-  City Boundary
 -  Expansion Area Boundary
 -  Cypress Lakes Boundary
 -  High
 -  Medium
 -  Low
 -  Minimal

City of Oakley
General Plan 2020

Figure 6-1
Biological Sensitivity

Source: Foothill & Associates

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 as shown on Figure 6-2. 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

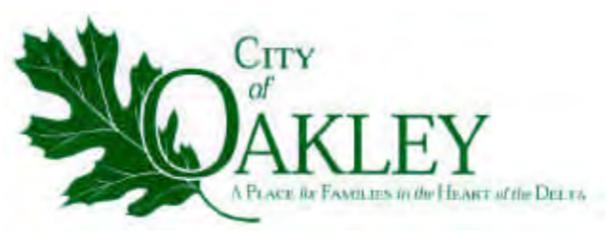
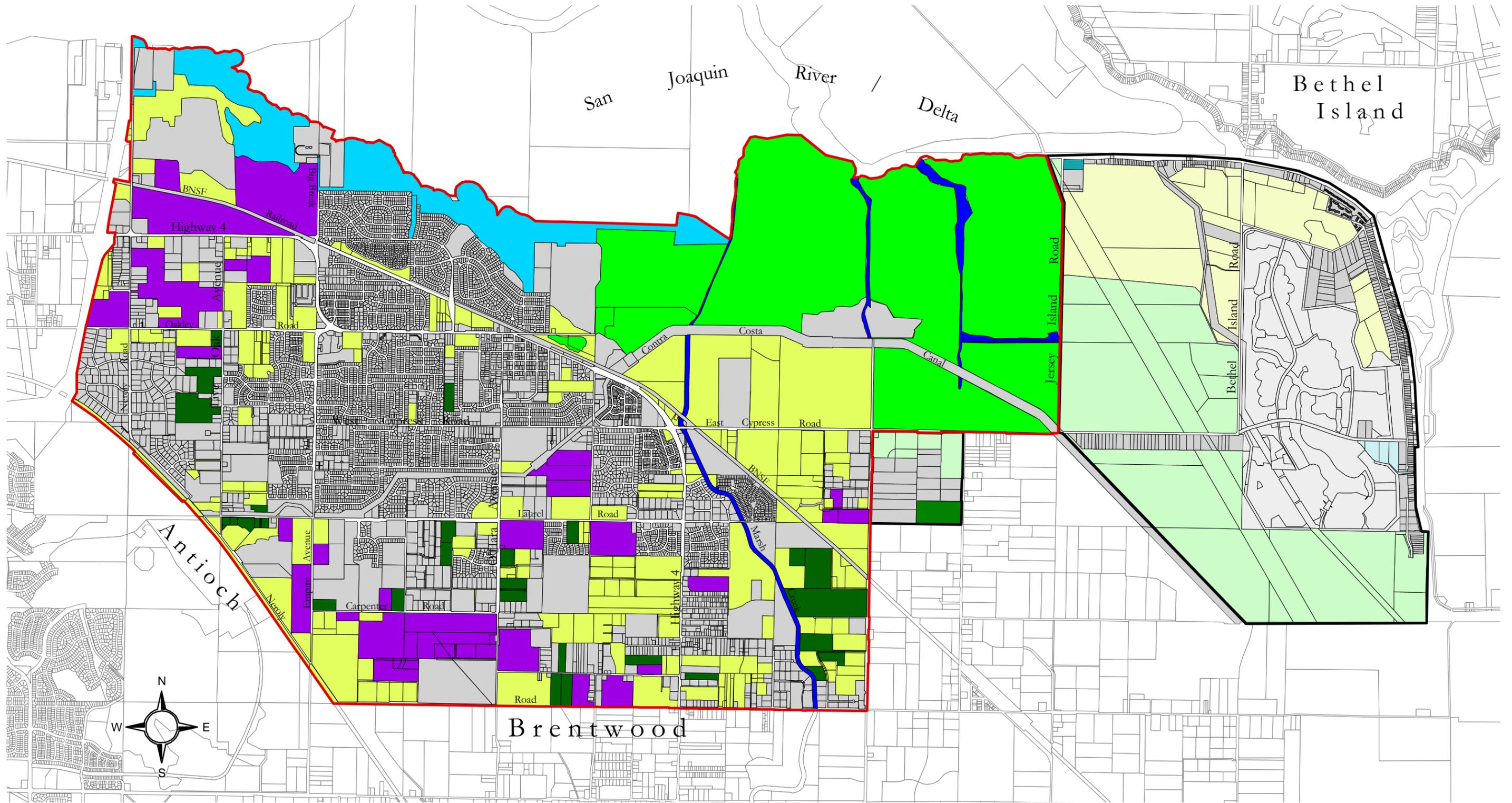
Waterways through Oakley include the Contra Costa Canal, Marsh Creek, Dutch Slough, and East Antioch Creek as shown on Figure 6-3. The Contra Costa Canal runs east to west almost through the middle of the City. Marsh Creek runs south to north on the east side of the City and empties into the Delta. The 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. East Antioch Creek borders the southwest City boundary and empties into the Delta.

The City of Oakley also includes a number of areas that directly facilitate or indirectly accommodate groundwater recharge. Many of

the agricultural or very-low density residential areas in the city allow for the rainwater infiltration that contributes to groundwater recharge. Additionally, a number of drainage basins also detain stormwater and runoff for the purposes of flood control. A number of these basins occur in new residential subdivisions on the eastern side of the city, with Holly Creek Park, on the west side of the city serving as both a stormwater detention basin and a recreation area.

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. Both vegetated and concrete lined channels serve as stormwater drainage, and channels with natural, permeable bottoms and banks also provide opportunities for groundwater recharge. 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.

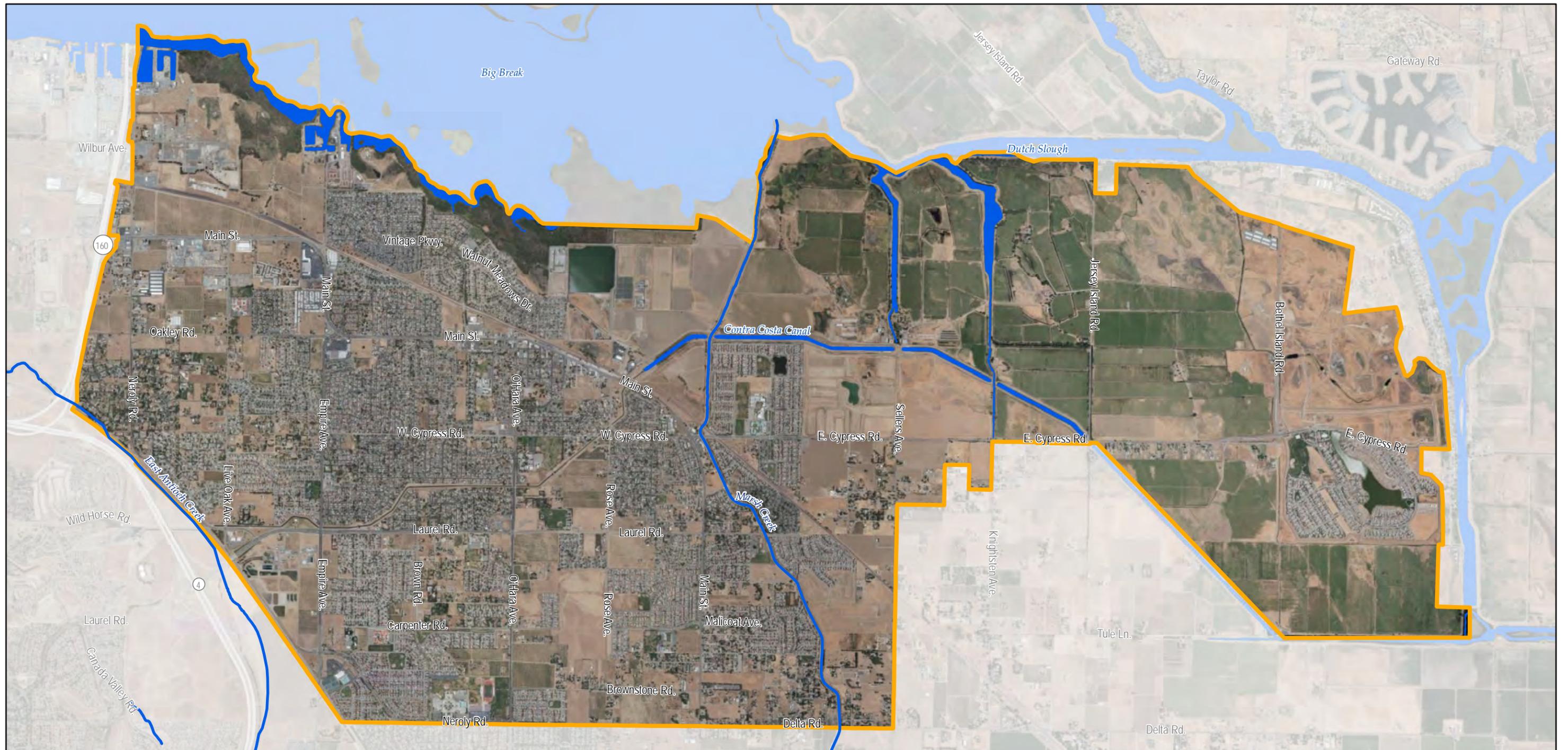


L	Developed	City Boundary
E	Agricultural/Ruderal	Expansion Area Boundary
G	Irrigated pasture	Cypress Lakes Project
E	Marsh	County
N	Orchard	
D	Riparian	
	Vineyard	

City of Oakley
General Plan 2020

Figure 6-2
Vegetation Types

Source: Foothill & Associates



Sources: City of Oakley, 2015; FEMA, 2015; Contra Costa County, 2015; PlaceWorks, 2015.

This map is shown for informational purposes but is not adopted as part of the General Plan.

 Oakley City Limit

 Waterbodies

Date: 12/17/2015



City of Oakley General Plan 2020

Figure 6-3
Waterbodies - Oakley
Contra Costa County, California

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, accommodate flood water and groundwater recharge, 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.

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

- 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

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, tsunami, 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.... "

Section 65302(g) also contains additional directing municipalities to include a variety of more specific information and policies regarding flood hazards.

8.0 – HEALTH AND SAFETY ELEMENT

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
- ❑ Locations of flood hazard areas, including the 100-year and 500-year floodplains identified by the Federal Emergency Management Agency (FEMA), ; dam failure inundation areas mapped by the California Emergency Management Agency (CalEMA); and “Awareness” and 200-year floodplain locations mapped by the California Department of Water Resources (DWR).
- ❑ 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 party 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, 200-year floodplain areas, and/or other flood-prone 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 and attendant geographic data in the General Plan every year in order to incorporate any new scientific findings, revised geographic information, or federal and State requirements 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.
- 8.2.9 Avoid placement of public facilities (including hospitals and health care facilities, emergency shelters, fire stations, emergency command centers, and emergency communications facilities) in flood-prone areas, especially public facilities that provide essential public services and/or would be located in areas at greatest risk for flooding, such as the FEMA-identified 100-year floodplain.
- 8.2.10 Require public facilities that are or must be located in flood-prone areas to be designed such that access and operations will not be disrupted by flooding in the surrounding area, where feasible; if such design is not feasible, require public facilities to develop plans to ensure that equivalent operations can

be carried out by a comparable facility outside of flood-prone areas.

Subsidence

- 8.2.11 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.
- 8.2.12 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.
- 8.2.13 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 Maintain a uniform set of flood damage prevention standards in cooperation with appropriate County, State, and federal agencies, and update the Floodplain Management Ordinance, Chapter 6.12 of the Municipal Code, to reflect the most recent federal and State standards relating to flood prevention and protection.
- 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

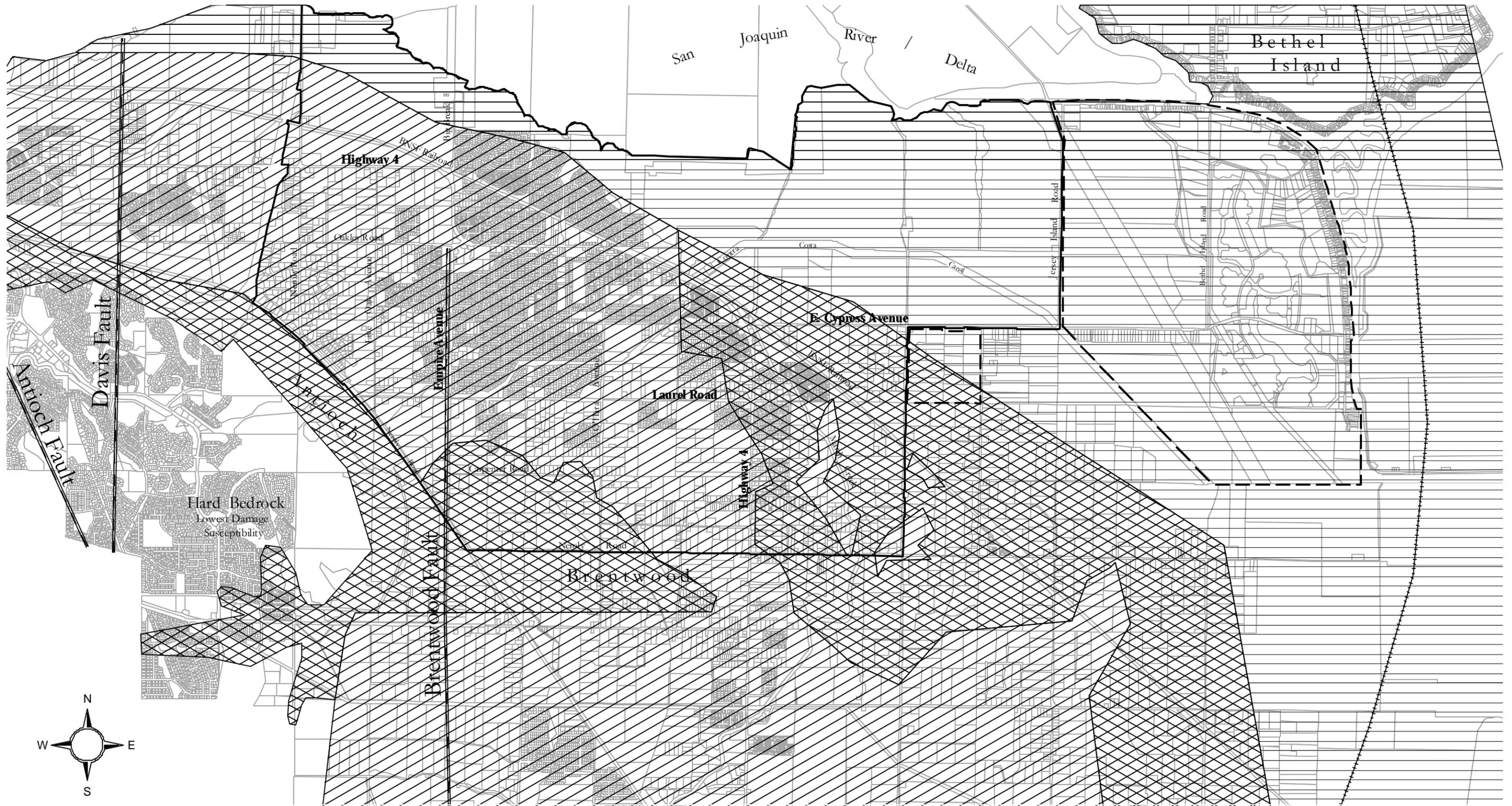
Goal 8.4 Provide for a continuing high level of public protection services and coordination of services in a disaster.

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.



- | | | | | |
|---|--|-------------------------|--|--|
| L | | City Boundary | | Pliocene Bedrock
(Moderately low damage susceptibility) |
| E | | Expansion Area Boundary | | Younger Alluvium
(Moderate damage susceptibility) |
| G | | Earthquake Faults | | Modern sediments
(Highest damage susceptibility) |
| E | | Inferred Active | | |
| N | | Location Unknown | | |
| D | | | | |

City of Oakley
General Plan 2020

Figure 8-1
Faults and Seismic Stability

Source: Contra Costa County General Plan 1995-2010, July 1996

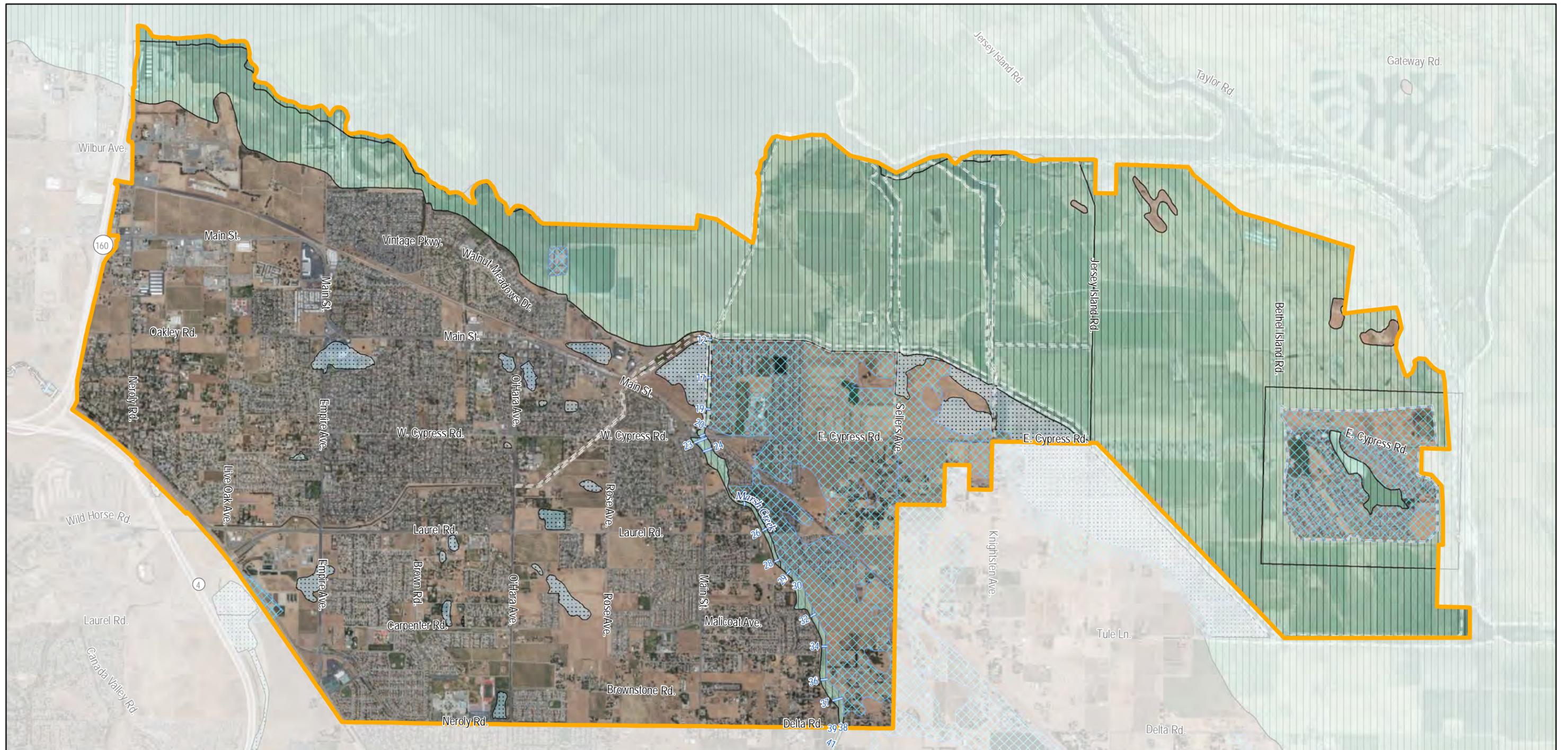


- L
 - E
 - G
 - E
 - N
 - D
- City Boundary
 - Expansion Area Boundary
 - Liquefaction Potential
 - Generally High
 - Generally Moderate to Low

City of Oakley
General Plan 2020

Figure 8-2
Estimated Liquefaction Potential

Source: Contra Costa County General Plan 1995-2010, July 1996



Sources: City of Oakley, 2015; FEMA, 2015; Contra Costa County, 2015; PlaceWorks, 2015.

This map is shown for informational purposes but is not adopted as part of the General Plan.

FEMA-Identified Flood Hazard Area

-  A - 100-year flood plain (No Base Flood Elevations Determined)
-  AE - 100-year flood plain (Base Elevations determined)
-  X - 500-year floodplain
-  Oakley City Limit
-  Base Flood Elevations
-  Levees

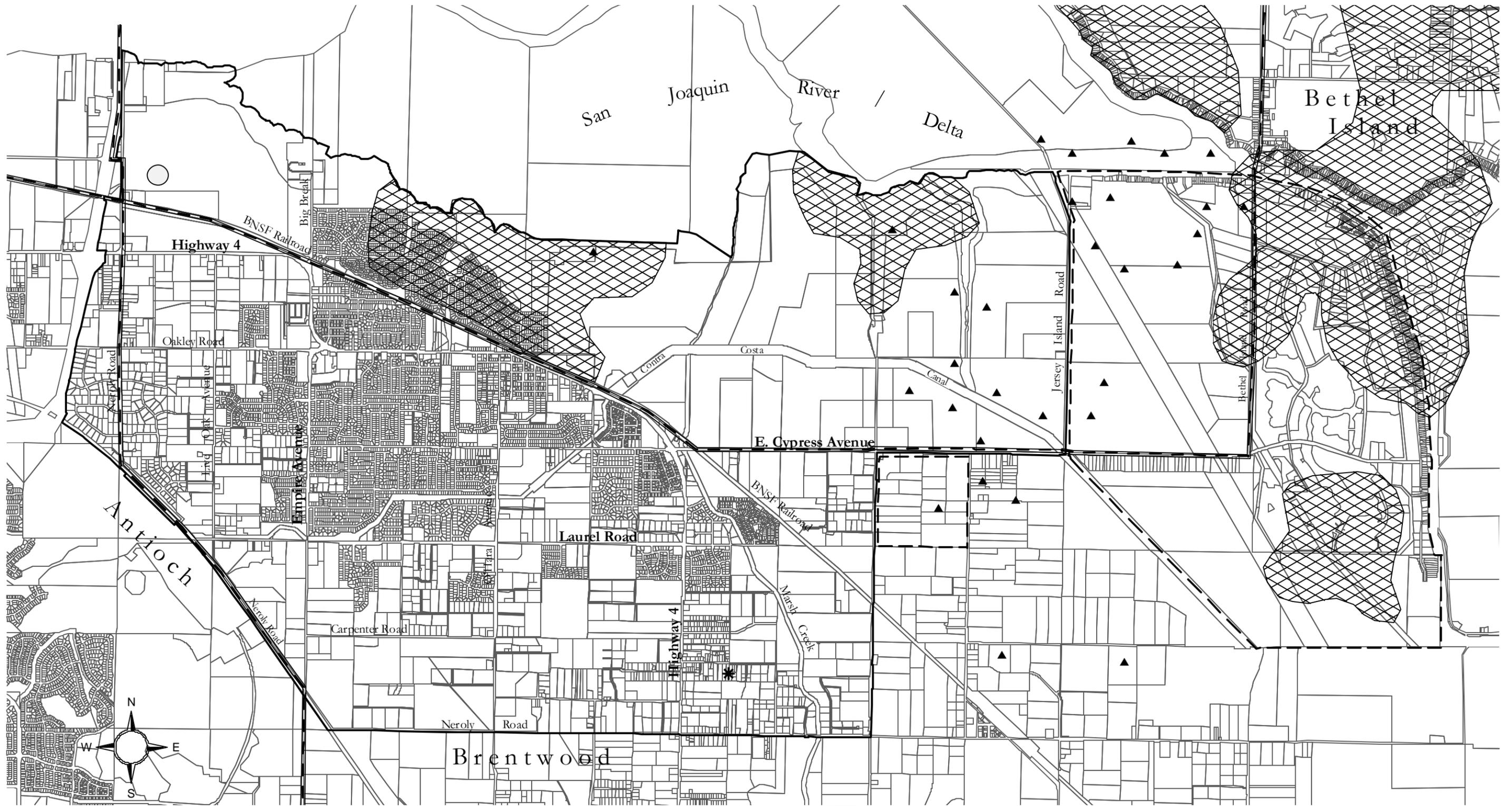
City of Oakley General Plan 2020

Figure 8-3 Flood Hazard Areas

Date: 8/18/2015

FEMA-Identified Flood Hazards — Oakley Contra Costa County, California





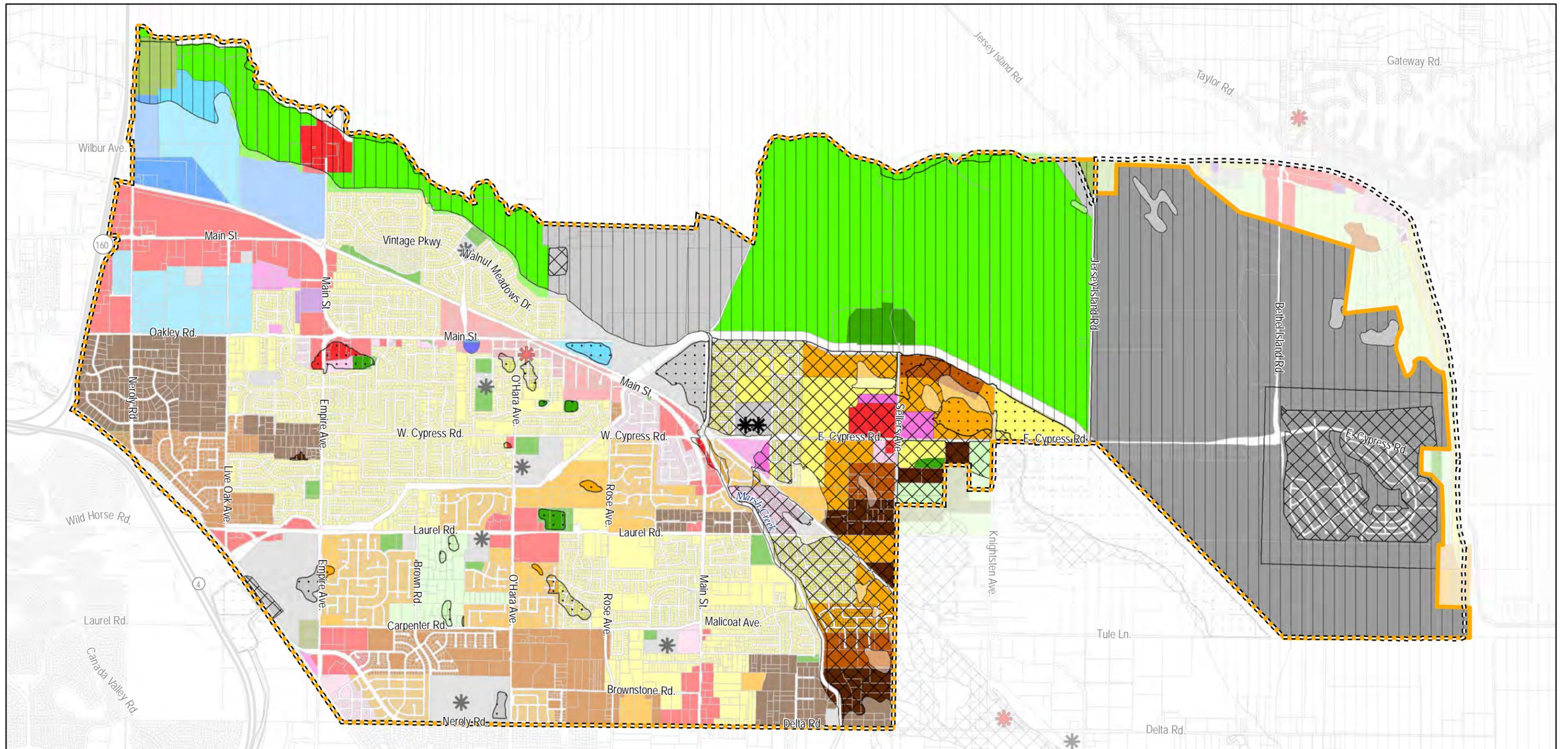
L
E
G
E
N
D

- | | | | |
|--|---------------|--|-------------------------------|
| | City Boundary | | Oil & Gas Wells |
| | SOI Boundary | | DuPont Plant (former site) |
| | Peat Soils | | 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



Sources: City of Oakley, 2015; FEMA, 2015; Contra Costa County, 2015; PlaceWorks, 2015.

This map is shown for informational purposes but is not adopted as part of the General Plan.

- | | | | |
|----------------------|------------------------|-----------------------|------------------------|
| Agriculture | Single Family Very Low | Commercial Downtown | Public and Semi-Public |
| Agricultural Limited | Multi-Family Low | Commercial Recreation | Delta Recreation |
| Single Family High | Multi-Family High | Business Park | Parks and Recreation |
| Single Family Medium | Mobile Home | Light Industrial | SP-4 |
| Single Family Low | Commercial | Utility Energy | |

- FEMA Flood Hazard Zones**
- A - 100-year flood plain (No Base Flood Elevations Determined)
 - AE - 100-year flood plain (Base Elevations determined)
 - X - 500-year floodplain

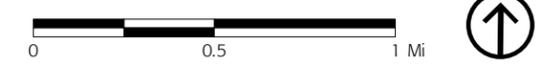
- Oakley Police Department
- Fire Stations (per Contra Costa County data)
- Schools (per Contra Costa County data)
- Oakley City Limit
- Oakley Sphere of Influence

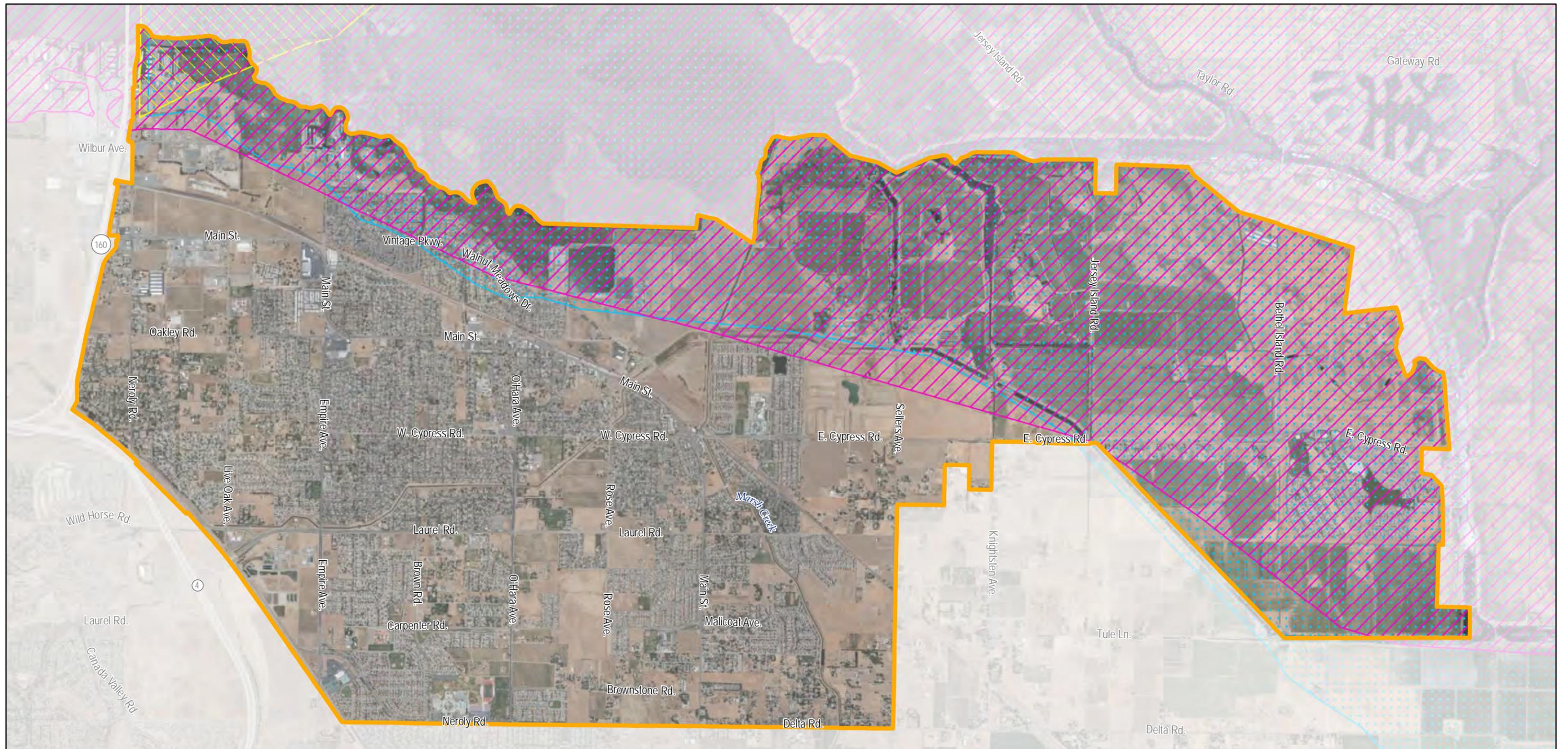
City of Oakley General Plan 2020

Figure 8-5

Oakley Land Uses and Essential Facilities in Flood Hazard Zones Contra Costa County, California

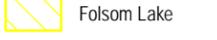
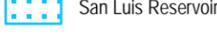
Date: 8/18/2015





Sources: City of Oakley, 2015; Cal EMA, 2007; Contra Costa County, 2015; PlaceWorks, 2015.

This map is shown for informational purposes but is not adopted as part of the General Plan.

- Cal EMA Potential Dam Failure Inundation Areas
-  New Melones Lake
 -  Folsom Lake
 -  San Luis Reservoir
 -  Oakley City Limit

City of Oakley General Plan 2020

Figure 8-6

Dam Inundation Areas — Oakley Contra Costa County, California

Date: 8/18/2015



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 (sloped wash 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**

Formation Name	General Lithologic Description
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

Richter Magnitudes	Earthquake Effects
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 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 shows the locations within the Planning Area of Flood Hazard Areas, as identified by Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP) maps.

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, but may also include other areas with flood risk, such as 200-year or 500-year floodplains, or areas that are at risk of flooding from levee failure.

Floodplain management is concerned with both potential structural damage within the floodplain and floodway, 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. Similarly, the 200-year and 500-year floodplains delineate, respectively, the areas with a 0.5 percent and 0.2 percent change of flooding in any given year. A floodway, a smaller area within the floodplain, is comprised of a river or stream plus the area within immediate proximity of a river or stream that is capable of conveying the 100-year flood with no more than a 1-foot rise in water.

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). Figure 8-5 shows the Oakley land uses and essential facilities that are located within the 100-year and 500-year floodplains.

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. There are additional areas within the Oakley that fall within 200-year and 500-year floodplains, as well as “Awareness Floodplain” areas established by DWR. For which similar drainage and flood control strategies may be appropriate.

Dam Inundation

All dams pose the potential risk of failure, most likely from seismically-induced ground shaking or another seismic event, which threatens the area below the dam with inundation of water spilling from the dam. Since 1972, the State has required inundation maps for most dams, showing those areas within the potential dam failure inundation zone. As illustrated in Figure 8-6, the north/northeastern portion of Oakley is subject to potential dam inundation by the New Melones Lake, Folsom Lake, or San Luis Reservoir. The inundation map shows the area likely to flood should the dam(s) fail. The California Environmental Quality Act requires that agencies like the City of Oakley take into consideration risks from dam failure when approving development that would place people or structure in dam inundation areas.

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.

Other State, Regional, and Local Agencies

A variety of additional State, regional, and local agencies are responsible for disaster and flood-protection planning, as well as for providing coordination and relief services in the event of a flood or another natural disaster. These agencies include: the California Office of Emergency Services; the Department of Water Resources Division of Flood Management; the Contra Costa County Office of Emergency Services; the Contra Costa County Sheriff's Office; the East Contra Costa Fire Protection District; the City of Oakley Emergency Management Organization; and the Oakley Police Department.

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 responsibility 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

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.

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

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

INTRODUCTION

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																						
<p>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).</p> <p>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.</p> <p>3. Fixed noise sources which are typically of concern include, but are not limited to the following:</p> <table border="0" data-bbox="380 814 1149 1171"> <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> <p>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.</p>			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
HVAC Systems	Cooling Towers/Evaporative Condensers																							
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Drill Rigs	Gas or Diesel Motors																							
Welders	Cutting Equipment																							
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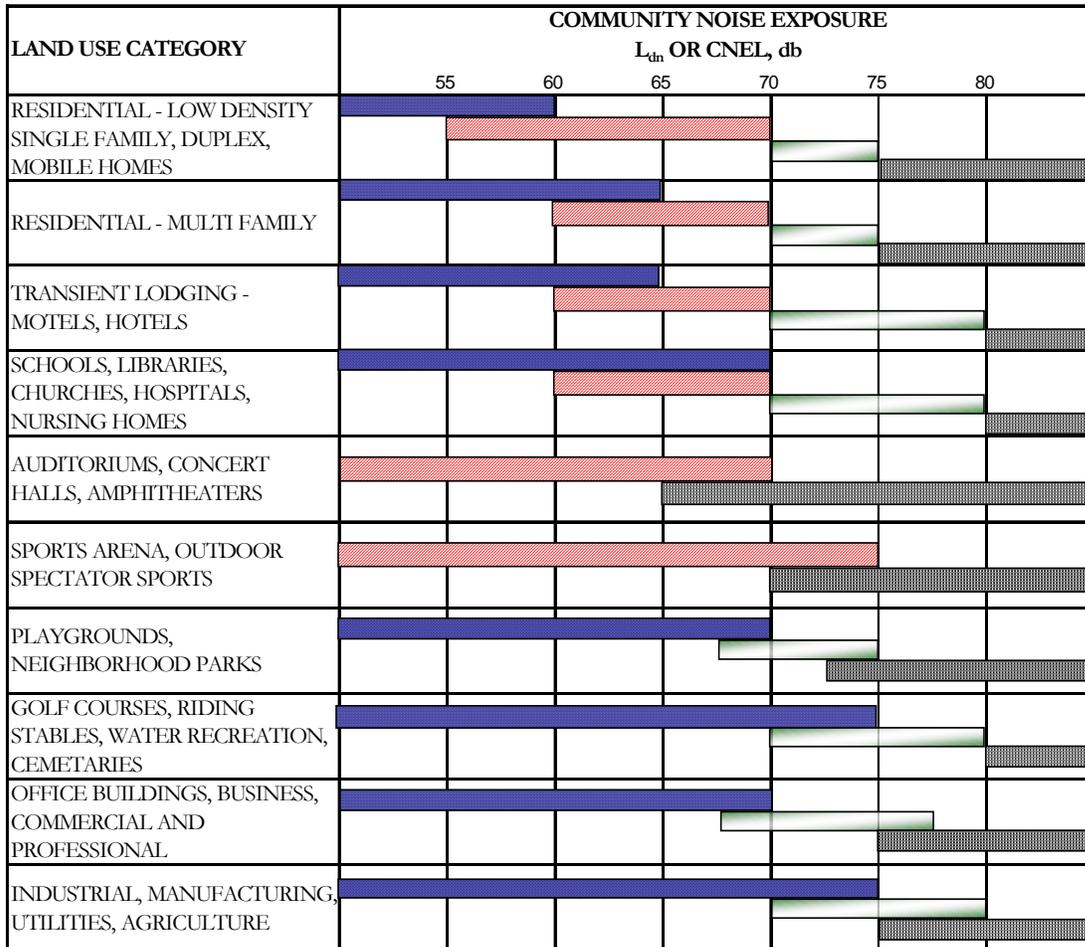
**Table 9-2
REQUIREMENTS FOR AN ACOUSTICAL ANALYSIS**

An acoustical analysis prepared pursuant to the Noise Element shall:	
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 _{dn} 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 ¹ L _{dn} /CNEL, dB	Interior Spaces	
		L _{dn} /CNEL, dB	L _{eq} , dB ²
Residential	65	45	--
Transient Lodging	65 ³	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	--	--
1. 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. 2. As determined for a typical worst-case hour during periods of use. 3. 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.			

**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 th	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 th	72.0	136	291	631
	S. of E. 18 th	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 st March 1 st	3:00 pm 10:00 pm	53.7 51.2	63.2 64.0	-----
Site 5 - Corner Chicory Drive/Cherry Ct.	March 1 st March 1 st	3:45 pm 9:30 pm	46.8 42.8	51.6 51.1	-----
Site 6 - Live Oak Ave.	March 1 st March 1 st	4:15 pm 9:05 pm	51.9 53.2	56.8 61.0	-----
Gehringer School	March 1 st March 1 st	5:00 pm 10:30 pm	54.2 50.5	67.1 66.1	-----

FINAL 2015 - 2023 HOUSING ELEMENT

Adopted January 28, 2015

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HO-1: Inventory of Residential Sites – located at end of Chapter IV.

Appendices

- A. Inventory of Residential Sites
- B. East Cypress Corridor Specific Plan
- C. Ad Hoc Working Group - Potential Multifamily Sites

I. INTRODUCTION

A. PURPOSE AND CONTENT

The City of Oakley’s Housing Element is the component of the City’s General Plan that addresses housing needs and opportunities for present and future Oakley residents through the 2015-2023 planning period and the 2014-2022 regional housing needs allocation (RHNA) cycle. The Housing Element provides the primary policy guidance for local decision-making related to housing. The Housing Element of the General Plan is the only General Plan Element that requires review and certification by the State of California.

The Housing Element provides a detailed analysis of Oakley’s demographic, economic and housing characteristics as required by State law. The Element also provides a comprehensive evaluation of the City’s progress in implementing the past policy and action programs related to housing production, preservation, conservation, and rehabilitation. Based on the community’s housing needs, available resources, constraints, opportunities and past performance, the Housing Element identifies goals, policies, actions and objectives that address the housing needs of present and future Oakley residents.

B. HOUSING ELEMENT UPDATE PROCESS

The California State Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State’s main housing goal. Recognizing the important part that local planning programs play in pursuit of this goal, the Legislature has mandated that all cities and counties prepare a Housing Element as part of their comprehensive General Plans (California Government Code Section 65580 et al.).

It is intended that this Housing Element be reviewed annually and updated and modified no less than every five years in order to remain relevant and useful and reflect the community’s changing housing needs. This Housing Element covers the planning period from January 2015 to January 2023. The time frame of the planning period is determined by State law. State planning law mandates that jurisdictions within the Association of Bay Area Governments (ABAG) region update and adopt their Housing Element by January 31, 2015. This document represents the update required and responds to the issues that currently face the City.

C. STATE LAW AND LOCAL PLANNING

1. Consistency with State Law

The Housing Element is one of the seven General Plan elements mandated by the State of California, as articulated in Sections 65580 to 65589.8 of the California Government Code. State law requires that each jurisdiction’s Housing Element consist of “an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled program actions for the preservation, improvement, and development of housing.” The Housing Element plans for the provision of housing for all segments of the population.

Section 65583 of the Government Code sets forth specific requirements regarding the scope and content of each Housing Element. Table 10-1 summarizes these requirements and identifies the applicable chapters in the Housing Element where these requirements are addressed.

Table 10-1
STATE HOUSING ELEMENT REQUIREMENTS

Required Housing Element Component	Reference
A. Housing Needs Assessment	
1. Analysis of population trends in Oakley in relation to countywide trends	Chapter II
2. Analysis of employment trends in Oakley in relation to regional trends	Chapter II
3. Projections and quantification of Oakley’s existing and projected housing needs for all income groups	Chapters II and IV
4. Analysis and documentation of Oakley’s housing characteristics, including:	
a. Level of housing cost compared to ability to pay	Chapter II
b. Overcrowding	Chapter II
c. Housing stock condition	Chapter II
5. An inventory of land suitable for residential development including vacant sites and having redevelopment potential and an analysis of the relationship of zoning, public facilities and services to these sites	Chapter IV
6. Identification of a zone where emergency shelters are allowed as a permitted use with sufficient capacity.	Chapter III
7. Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels	Chapter III
8. Analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels	Chapter III
9. Analysis of special housing need: elderly, persons with disabilities, large families, farm workers, families with female heads of household	Chapter II
10. Analysis of housing needs for families and persons in need of emergency shelter	Chapter II
11. Analysis of opportunities for energy conservation with respect to residential development	Chapter III
12. Analysis of assisted multifamily rental housing developments that are eligible to change from lower-income housing during the next 10 years	Chapter IV
B. Goals and Policies	
13. Identification of Oakley’s goals, quantified objectives and policies relative to maintenance, improvement and development of housing	Chapter VI
C. Implementation Program	
14. Identify actions to make adequate sites available with appropriate zoning and development standards and with services and facilities to accommodate the City’s share of the RHNA	Chapter VI
15. Programs to assist in the development of adequate housing to meet the needs of extremely low, very low, low, and moderate income households.	Chapter VI
16. Address, and where appropriate and legally possible, remove	Chapter VI

governmental constraints to the maintenance, improvement, and development of housing	
17. Remove constraints to or provide reasonable accommodations for housing for persons with disabilities	Chapter VI
18. Conserve and improve the condition of the existing affordable housing stock in Oakley	Chapter VI
19. Promote housing opportunities for all persons	Chapter VI
20. Identify programs to address the potential conversion of assisted housing development to market-rate housing	Chapter VI
21. Program actions to identify zone(s) where emergency shelters are permitted without a conditional use or other discretionary permit and with the capacity to meet the needs of individuals and persons needing emergency shelter.	Chapter VI
22. Include a diligent effort to achieve public participation of all economic segments of the community	Chapters VI and VII

2. General Plan Consistency

The Housing Element is one component of the City’s overall long-range planning strategy. The California Government Code requires that the General Plan contain an integrated, consistent set of goals and policies. The Housing Element is affected by policies contained in other elements of the General Plan. For example, the Land Use Element designates land for residential development and indicates the type, location and density of the residential development permitted in the City. Working within this framework, the Housing Element identifies goals, policies, actions and objectives for the planning period that directly addresses the housing needs of Oakley’s existing and future residents. The policies contained within other elements of the General Plan affect many aspects of life that residents enjoy – the amount and variety of open space, the preservation of natural, historic and cultural resources, the permitted noise levels in residential areas and the safety of the residents in the event of a natural or man-made disaster.

The Housing Element policies must be consistent with policies identified in other elements of the General Plan. The Housing Element has been reviewed for consistency with the City’s other General Plan elements. The policies and programs in this Element reflect the policy direction contained in other parts of the General Plan. As portions of the General Plan are amended in the future, this Housing Element will be reviewed to ensure that internal consistency is maintained.

3. Relationship to Other Plans and Programs

The Housing Element identifies goals, objectives, policies and action programs for the 2015-2023 planning period that directly address the housing needs of Oakley. There are a number of City plans and programs which work to implement the goals and policies of the Housing Element. These include the City’s Municipal Code and Specific Plans.

a. Oakley Municipal Code

The Oakley Municipal Code contains the regulatory and penal ordinances and certain administrative ordinances of the City, codified pursuant to Sections 50022.1 through 50022.8 and 50022.10 of the Government Code. The Oakley Municipal Code includes the City’s Zoning regulations.

The Subdivision Chapter of the Municipal Code regulates the design, development and implementation of

land division. It applies when a parcel is divided into two or more parcels; a parcel is consolidated with one or more other parcels; or the boundaries of two or more parcels are adjusted to change the size and/or configuration of the parcels.

The Zoning Chapter of the Municipal Code is the primary tool for implementing the General Plan, and is designed to protect and promote the health, safety and welfare of the people. The Zoning Chapter designates various districts and outlines the permitted, conditionally permitted and prohibited uses for each zone district. Finally, the Zoning Chapter provides property development standards for each zone district and overall administrative and legislative procedures.

b. Specific Plans

Specific Plans are customized regulatory documents that provide focused guidance and regulations for a particular area to address the specific characteristics or needs for that area. They generally include a land use plan, circulation plan, infrastructure plan, zoning classifications, development standards, design guidelines, and implementation plan. The City has three Specific Plans: the Downtown Specific Plan, the River Oaks Crossing Specific Plan, and the East Cypress Corridor Specific Plan

D. HOUSING ELEMENT ORGANIZATION

California Government Code Section 65583 requires a jurisdiction's Housing Element include the following components:

- A review of the previous Element's goals, policies, objectives and programs to ascertain the effectiveness of each of these components, as well as the overall effectiveness of the Housing Element.
- An assessment of housing need and an inventory of resources and constraints related to meeting these needs.
- A statement of goals, policies and quantified objectives related to the maintenance, preservation, improvement and development of housing.
- A policy program that provides a schedule of actions that the City is undertaking or intends to undertake implementing the policies set forth in the Housing Element.

The Oakley Housing Element is organized into seven parts:

1. Introduction - Explains the purpose, process and contents of the Housing Element.
2. Community Profile - Describes the demographic, economic and housing characteristics of Oakley and analyzes the current and projected housing needs in Oakley.
3. Resources and Constraints Analysis - Analyzes the actual and potential governmental and non-governmental constraints to the rehabilitation, preservation, conservation and construction of housing.
4. Land Resources and At-Risk Units – Identifies approved residential development projects in the City and the City's inventory of available sites to accommodate the RHNA and discusses the potential conversion of affordable housing units to market rate.
5. Effectiveness of Previous Housing Element – Describes the effectiveness of the previous Housing

Element and discusses the implementation and success of each of the policy actions identified in the previous Housing Element.

6. Housing Plan - Details specific policies and programs the City of Oakley will carry out over the planning period to address the City's housing goals.

7. Community Participation – Describes the community participation process, including efforts to encourage a broad economic segment of the community and relevant stakeholders to participate, and summarizes public input received.

Given the detail and lengthy analysis in developing the Housing Element, supporting background material is included in the following appendices:

- Appendix A: Inventory of Residential Sites
- Appendix B: East Cypress Corridor Specific Plan
- Appendix C: Ad Hoc Working Group - Potential Multifamily Sites

E. CITIZEN PARTICIPATION

The California Government Code requires that local governments make diligent efforts to solicit public participation from all segments of the community in the development of the Housing Element. In compliance with this requirement, the City conducted public outreach efforts including a Community Workshop in February 2014, formation of the Ad Hoc Citizens Advisory Committee (CAC) in August 2013 and four CAC meetings throughout the update process, and three City Council meetings. Detailed information on community outreach and participation is provided in Chapter VII.

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II. HOUSING NEEDS ASSESSMENT AND INVENTORY

A. INTRODUCTION

When preparing the Housing Element, jurisdictions must evaluate both existing and future housing needs for all segments of the population.

This section analyzes demographic, economic and housing characteristics that influence the demand for and availability of housing. The analyses form a foundation for developing programs and policies that seek to address identified housing needs according to income, tenure and special needs groups.

The primary data source utilized in this analysis was the Association of Bay Area Governments Data Package (ABAG, 2014) which has been approved for use by HCD. Additional data sources utilized in this analysis include the 2010 U.S. Census, the American Community Survey, the California Department of Finance (DOF), and the federal Department of Housing and Urban Development (HUD). These data sources are the most reliable for assessing existing conditions and provide a basis for consistent comparison with historical data and for making forecasts.

B. COMMUNITY PROFILE

1. Population Trends and Characteristics

Housing needs are generally influenced by population and employment trends. This section provides a summary of the changes to the population size, age and racial composition of the City.

a. Historical, Existing and Forecast Growth

The City of Oakley is one of 19 cities in Contra Costa County. The DOF estimates that Contra Costa County’s population in 2010 was 1,049,025. Table 10-2 lists adjacent counties and their respective populations.

**Table 10-2
REGIONAL POPULATION TRENDS 2000-2010**

County	2000	2010	% Change
Contra Costa County	948,816	1,049,025	10.0%
Alameda County	1,443,741	1,510,271	10.6%
Marin County	247,289	252,409	2.1%
Sacramento County	1,223,499	1,418,788	16.0%
San Joaquin County	563,598	685,306	21.6%
Santa Clara County	1,682,585	1,781,642	5.9%
Solano County	394,542	413,344	1.8%

Source: US Census, 2000; US Census 2010; ABAG, 2014

According to the U.S. Census and the DOF, Oakley experienced a 38.3 percent population increase between 2000 and 2010. Table 10-3 compares Oakley’s population growth trends with those of the County.

**Table 10-3
POPULATION GROWTH 2000-2010**

Jurisdiction	2000	2010	2000-2010 Growth	
			Number	%
Oakley	25,619	35,432	9,813	38.3%
Contra Costa County	948,816	1,049,025	100,209	10.6%
<i>Source: ABAG, 2014</i>				

b. Age Composition

In 2010, the school age (5-19 years) and persons aged 35-44 years populations were the largest age groups in the City. Twenty-nine percent of “school age” and 46 percent of “young adult” (20-24) and “prime working” (25-59) age populations resided in Oakley. The percentages of the “preschool” (0-4 years) and “older adult/retirement” (60 and over) populations were considerably lower. Table 10-4 summarizes the population’s age distribution in 2010.

**Table 10-4
AGE DISTRIBUTION 2010**

Age Group	2010	
	Contra Costa County (%)	Oakley (%)
0-4 years	7%	8.5%
5-19 years	21.9%	28.8%
20-34 years	18.7%	19.0%
35-44 years	17.3%	20.3%
45-59 years	20.1%	15.5%
60-74 years	9.5%	5.8%
75+ years	5.5%	2.1%
Total	100%	100%
<i>Median Age</i>	<i>38.5</i>	<i>32.0</i>
<i>Source: ABAG, 2014</i>		

c. Race and Ethnicity

Oakley residents are mainly composed of two racial/ethnic groups: White and Hispanic or Latino. As of 2000, 47.5 percent of residents in Oakley were White and 34.9 percent were of Hispanic or Latino origin. Table 10-5 summarizes the racial and ethnic composition of the population in 2010.

**Table 10-5
RACIAL AND ETHNIC COMPOSITION 2010**

Racial/Ethnic Group	2010	
	Number	% of Population
White	16,815	47.5%
Black	2,460	6.9%
American Indian & Alaska Native	177	0.5%
Asian	2,098	5.9%
Pacific Islander	119	0.3%
Other race	76	0.2%
Two or more races ²	1,323	3.7%

Racial/Ethnic Group	2010	
	Number	% of Population
Hispanic or Latino ¹	12,364	34.9%
Total	35,432	100.0
Notes: ¹ May be of any race. Figures in other rows reflect the population that is not Hispanic or Latino. ² The “Population of two or more races” category has been added in the 2000 U.S. Census. Data may not be comparable.		
<i>Source: ABAG, 2014</i>		

2. Employment Trends

Housing needs are influenced by employment trends. Significant employment opportunities within a city can lead to growth in demand for housing in proximity to jobs. The quality and/or pay of available employment can influence the demand for various housing types and prices.

As shown in Table 10-6, in 2007-2011, 21.2 percent of Oakley residents were employed in educational, health and social services; 14.6 percent were employed in professional, scientific, management, administrative, and waste management services, 11.1 percent were employed in the retail trade; and 10 percent were employed in finance, insurance, and real estate. By comparison, 19.9 percent of the overall County residents were employed in educational, health and social services; 8.9 percent were employed in professional, scientific, management, administrative, and waste management services; and 13 percent were employed in retail trade.

**Table 10-6
EMPLOYMENT BY INDUSTRY¹ 2007-2011**

Industry	Oakley		Contra Costa County	
	Employees	%	Employees	%
Agriculture, forestry, fishing and hunting, and mining	91	0.6%	2,669	0.6%
Construction	1,661	11.0%	35,919	7.4%
Manufacturing	1,103	7.3%	34,917	7.2%
Wholesale trade	320	2.1%	13,296	2.7%
Retail trade	1,949	13.0%	53,806	11.1%
Transportation and warehousing, and utilities	1,125	7.5%	25,187	5.2%
Information	610	4.1%	14,746	3.0%
Finance, insurance, real estate, and rental and leasing	1,104	7.3%	48,139	10.0%
Professional, scientific, management, administrative, and waste management services	1,334	8.9%	70,367	14.6%
Educational, health and social services	3,002	19.9%	102,391	21.2%
Arts, entertainment, recreation, accommodation and food services	1,187	7.9%	36,815	7.6%
Other services (except public administration)	962	6.4%	24,422	5.1%
Public Administration	601	4.0%	20,910	4.3%
Total	15,049	100%	483,584	100%
Notes: ¹ Data indicates occupations held by Oakley/Contra Costa Co. residents; related workplace location not indicated				
<i>Source: ABAG, 2014</i>				

As shown in Table 10-7, Oakley Union Elementary School District is the largest single employer in Oakley with approximately 487 employees. Other major employers in Oakley include the City of Oakley with approximately 68 full-time equivalent employees, and Diamond Hills Sports Club and Spa with approximately 55 employees.

**Table 10-7
MAJOR EMPLOYERS**

Company	Number of Employees
Oakley Union Elementary School District	487
City of Oakley	68
Diamond Hills Sports Club and Spa	55
Lucky's	54
Raley's	46
Continente Nut	44
McDonalds	36
Foundation Constructors	32
Ironhouse Sanitary District	32

Source: City of Oakley CAFR, 2013

Oakley's labor force increased from 13,700 in 2007 to 14,200 in 2013, as shown in Table 10-8. According to the California Employment Development Department, the unemployment rate in Oakley for 2013 was 5.3 percent. This was lower than the County's unemployment rate of 7.4 percent in 2013.

**Table 10-8
LABOR FORCE TRENDS 2007-2013**

Year	Labor Force	Employment	Unemployment	Unemployment Rate
2007	13,700	13,200	500	3.3%
2008	13,900	13,300	600	4.4%
2009	13,700	12,700	1,000	7.4%
2010	13,600	12,500	1,100	8.1%
2011	13,800	12,800	1,000	7.5%
2012	14,000	13,100	900	6.5%
2013	14,200	13,400	800	5.3%

Source: State of California Employment Development Department (EDD), 2014

3. Household Characteristics

This section describes Oakley's household characteristics. The U.S. Census Bureau defines a "household" as all persons living in a single housing unit, whether or not they are related. One person living alone is considered a household, as is a group of unrelated people living in a single housing unit. The U.S. Census Bureau defines "family" as related persons living within a single housing unit.

a. Household Formation and Composition

The DOF provides data on occupied housing units, which corresponds to total households reported in the U.S. Census. As shown in Table 10-9, the Census reported 10,727 housing units in Oakley in 2013, a 36.7 percent increase from 2000. The number of households in Oakley has increased at a more rapid pace than the number of households in the overall County and State. In Contra Costa County, the total number of households increased by 9.1 percent between 2000 and 2013.

**Table 10-9
TOTAL HOUSEHOLDS 2000-2010**

Area	2000	2010	Percent Increase 2000-2010
Oakley	7,847	10,727	36.7%
Contra Costa County	344,129	375,364	9.1%

Source: U.S. Census 2000; ABAG, 2014

The average number of persons per household in Oakley was 3.26 in 2000. The Census estimates that in 2010, persons per household in Oakley remained constant at 3.26. As shown in Table 10-10, the average number of persons per household in Oakley continues to be higher than the County average.

**Table 10-10
AVERAGE PERSONS PER HOUSEHOLD 2000-2010**

Jurisdiction	2000 ¹	2010
Oakley	3.26	3.26
Contra Costa County	2.72	2.77

Source: Department of Finance Table 10- E-5, 2000; ABAG, 2014

As shown in Table 10-11, households of three to four persons in Oakley made up the largest segment of total households in 2010, as well as the largest segment of owner and renter households.

**Table 10-11
HOUSEHOLD SIZE DISTRIBUTION 2010**

Household Size	Total Households	% of Total	Renter Households	% of Total	Owner Households	% of Total
1 Person	1,522	14.2%	756	19.3%	1,002	12.7%
2 Persons	2,614	24.4%	744	19.0%	2,171	27.6%
3-4 Persons	4,269	39.8%	1,472	37.6%	3,306	42.0%
5+ Persons	2,322	21.6%	942	24.1%	1,384	17.6%
Total	10,727	100%	3,914	100%	7,863	100%
Average Size	3.26		3.11		3.30	

Source: ABAG, 2014

b. Household Income

As indicated in Table 10-12, the median household income for the City of Oakley in 2010 was \$78,102, slightly less than the median income for the County by \$1,033. Within the City, the median income for owner- occupied households (\$69,533) was more than the median income for renter-

occupied households (\$35,933).

**Table 10-12
MEDIAN HOUSEHOLD INCOME - 2010**

Jurisdiction	2010 ¹
City of Oakley	\$78,102
Contra Costa County	\$79,135
¹ 2011 Dollars Source: ABAG, 2014	

HCD calculates an annual median household income (MHI) for each county in the State. HCD uses five income categories to determine housing affordability based on the MFI. Table 10-13 shows the income ranges for each income category based on the 2013 HCD MHI of \$84,150 for a three-person household in Contra Costa County.

**Table 10-13
INCOME RANGE BY AFFORDABILITY CATEGORY 2013**

Affordability Category	% of County Median ¹	Income Range (\$)
Extremely Low Income	≤30%	\$0 - \$25,250
Very Low Income	31%-50%	\$25,251 - \$42,100
Low Income	51%-80%	\$42,101 - \$59,600
Moderate Income	81%-120%	\$59,601 - \$101,000
Above Moderate Income	>120%	\$101,001 +
Notes: ¹ Based on State HCD income categories for a three-person household		
Source: HCD, 2013		

The HCD median family income for jurisdictions in Contra Costa County was \$93,500 for a four-person household in 2013. Based on 2006-2010 HUD data, shown in Table 10-14, 72.9 percent of renter-occupied households and 29.0 percent of owner-occupied households in Oakley were within the very low and low income categories. Data was not provided for the extremely low income category.

**Table 10-14
HOUSEHOLD INCOME CATEGORY BY TENURE 2006-2010**

Income	Owner-Occupied		Renter-Occupied		Total Occupied	
	Number	% ¹	Number ²	%	Number ³	%
Very Low	1,280	15.9%	1,230	56.4%	2,510	24.5%
Low	1,055	13.1%	360	16.5%	1,415	13.8%
Moderate	1,750	21.7%	295	13.5%	2,045	20.0%
Above Moderate	3,965	49.3%	295	13.5%	4,260	41.6%
Total	8,050	100%	2,180	100%	10,230	100%
Source: ABAG, 2014						

4. Housing Inventory and Market Conditions

This section describes the housing stock and market conditions in the City of Oakley. By analyzing past and current housing trends, future housing needs can be projected.

a. Housing Stock Profile

In 2013, Oakley had 1,903 housing units, which is 2.9 percent of the County’s total units. Of these units, 7,847 were occupied and 785 (6.6 percent) were unoccupied. Table 10-15 summarizes the number of housing units in Oakley and the County from 2000 to 2013.

**Table 10-15
NUMBER OF HOUSING UNITS
OAKLEY AND CONTRA COSTA COUNTY - 2000-2013**

Year	Oakley	Contra Costa County	Oakley as % of total Contra Costa County
2000	7,956	354,140	2.2%
2010	11,484	400,263	2.9%
2013 ¹	11,903	404,054	2.9%
Notes:			
¹ Department of Finance			
<i>Source: U.S. Census 2000 SF3 H1 and Department of Finance Table 2 E-5, 2013</i>			

i. Unit Size

In 2008-2012, the most common type of renter-occupied units was 3-bedroom units, making up 38.9 percent of renter-occupied units. The second largest group of renter-occupied units was 2-bedroom units (27.2 percent). Of the owner-occupied units, 41.1 percent had 3 bedrooms and 40.4 percent had 4 bedrooms. The 3- and 4- bedroom units were the most common type of housing units overall, making up 40.6 percent and 35 percent of all housing units respectively. Table 10-16 summarizes the distribution of unit size by tenure in 2010.

**Table 10-16
UNIT SIZE BY TENURE 2008-2012**

	Owner-Occupied		Renter- Occupied		Total Occupied Housing Units	
	Units	%	Units	%	Units	%
Studio/1 bedroom	137	1.7%	325	12.9%	462	4.4%
2 bedrooms	619	7.7%	684	27.2%	1,303	12.4%
3 bedrooms	3,302	41.1%	977	38.9%	4,279	40.6%
4 bedrooms	3,241	40.4%	447	17.8%	3,688	35.0%
5 or more bedrooms	731	9.1%	78	3.1%	809	7.7%
Total	8,030	100.0%	2,511	100.0%	10,541	100.0%
<i>Source: ACS, 2008-2012</i>						

ii. Unit Type

The 2013 DOF data showed that 90.6 percent of the housing units in Oakley are single-family detached homes. From 2000 to 2013, the number of units for all housing types increased. The increase in single family detached homes comprised the majority of the increase in total housing

units, which increased by 47.6 percent. Table 10-17 shows Oakley’s housing inventory by unit type from 2000 to 2013.

As shown in Table 10-18, owner-occupied housing units were predominately single-family detached, with this type comprising 90.6 percent of all units. Multi-family housing represented 4.3% of the housing stock and mobile homes, 3.2%.

**Table 10-17
HOUSING INVENTORY BY UNIT TYPE**

Housing Type	2000	% of Total	2013 ¹	% of Total
Single family, detached	7,306	91.6%	10,785	90.6%
Single family, attached	84	1.1%	236	2.0%
Multi-family	164	2.1%	506	4.3%
Mobile homes	402	5%	376	3.2%
Other (Boats, RV, etc.)	19	0.2%	N/A	-
Total Housing Units	7,975	100%	11,903	100%
Note: ¹ California Department of Finance				
<i>Source: U.S. Census 2000 SF3 H30 and California Department of Finance Table 2 E-5, 2008</i>				

b. Tenure

Approximately 76 percent of Oakley’s housing units were owner-occupied and 24 percent were renter- occupied in 2010. The percentage of owner-occupied units in Oakley was comparatively higher than Contra Costa County (67.1%).

**Table 10-18
OCCUPIED UNITS BY TENURE 2010**

	Owner-Occupied		Renter- Occupied		Total	
	Number	% ¹	Number	% ¹	Number	% ¹
Oakley	8,163	76.1%	2,564	23.9%	10,727	100%
Contra Costa County	251,904	67.1%	123,460	32.9%	375,364	100%
Notes:						
¹ Percent of total in each category						
<i>Source: ABAG, 2014</i>						

c. Vacancy Rates

Vacancy rates are an indicator of housing supply and demand. Low vacancy rates influence greater upward price pressures. A higher vacancy rate indicates downward price pressure. A four to five percent vacancy rate is considered “healthy.” In 2000, the vacancy rate in Oakley was 1.6 percent. The vacancy rate reported by DOF in 2010 was 6.6 percent. Table 10-19 summarizes the number of occupied and vacant units in Oakley from 2000 to 2010.

**Table 10-19
OCCUPANCY STATUS 2000-2010**

Occupancy Status	2000	%	2010	%
Occupied Housing Units	7,847	98.4%	10,727	93.4%
Vacant Housing Units	128	1.6%	757	6.6%
Total Housing Units	7,975	100%	11,484	100%
<i>Source: ABAG, 2014</i>				

d. Age of Housing Stock

The age of a housing unit is often an indicator of housing conditions. In general, housing that is 30 years or older may exhibit need for repairs based on the useful life of materials. Housing over 50 years old is considered aged and is more likely to exhibit a need for major repairs.

The ACS provides data on age of housing stock. In Oakley, 5.4 percent of the housing stock was built before 1960 and 3 percent was built from 1960 through 1969. The majority of the housing stock is less than 35 years old: 79.9 percent was built in 1980 or later. . Table 10-20 provides a summary of housing stock by year built.

**Table 10-20
HOUSING STOCK BY YEAR BUILT – 2010**

Year Built	Units	%
2005 or later	1,602	14.2%
2000 - 2004	1,187	10.5%
1990 - 1999	2,943	26.1%
1980 - 1989	3,274	29.1%
1970 - 1979	1,316	11.7%
1960 - 1969	335	3.0%
1950 - 1959	235	2.1%
1940 - 1949	213	1.9%
1939 or earlier	162	1.4%
Total	11,267	100%
<i>Source: ABAG, 2014</i>		

e. Housing Conditions

Housing is considered substandard when conditions are found to be below the minimum standard of living conditions defined in the California Health and Safety Code. Households living in substandard conditions are considered to be in need of housing assistance, even if they are not seeking alternative housing arrangements, due to the threat to health and safety.

In addition to structural deficiencies and standards, the lack of infrastructure and utilities often serves as an indicator for substandard conditions. According to the 2007-2011 ACSs, 35 occupied units in Oakley lacked complete plumbing facilities. 285 of the occupied units lacked complete kitchen facilities. 132 housing units had no telephone service available. It should be noted that there may be some overlap in the number of substandard housing units, as some units may lack complete plumbing, kitchen facilities, and/or telephone service. Table 10-21 summarizes the number of units lacking plumbing, complete kitchen facilities, and telephone service.

Table 10-21
UNITS LACKING PLUMBING OR COMPLETE KITCHEN FACILITIES 2010

Units	Total	%
Lacking complete plumbing facilities	35	0.3%
Lacking complete kitchen facilities	285	2.5%
No telephone service available	132	1.3%
<i>Source: ABAG, 2014</i>		

Table 10-22 summarizes housing units with housing problems by the income level of the household. “Housing problems” are considered a household that has one or more of the following housing conditions: lacks complete plumbing, lacks complete kitchen facilities, more than one person per room, and cost burden greater than 30 percent. The majority of housing problems occur in households earning above median income (30.6%) and in very low income households (23.6%).

Table 10-22
HOUSING UNITS WITH 1 OR MORE HOUSING PROBLEMS – 2006-2010

	Owner-Occupied		Renter-Occupied		Total Occupied Housing Units	
	Units	%	Units	%	Units	%
< 30% of HMI	475	11.6%	355	24.1%	830	14.9%
30% - 50% of HMI	640	15.7%	670	45.4%	1,310	23.6%
50% - 80% of HMI	665	16.3%	325	22.0%	990	17.8%
80% - 100% of HMI	660	16.2%	65	4.4%	725	13.1%
100% + of HMI	1,640	40.2%	60	4.1%	1,700	30.6%
Total	4,080	100%	1,475	100%	5,555	100%
<i>Source: ABAG, 2014</i>						

In April 2008, the City adopted Ordinance No. 06-08 (Neighborhood Preservation Ordinance) which set property maintenance standards for the City. The purpose of adopting this Ordinance was to establish standards for property maintenance and provide abatement of substandard conditions. In the case of a violation, it is the responsibility of City Enforcement Officer to enforce these standards. The Ordinance includes property maintenance standards for:

- Small Residential Lots (zoned R-15, R-12, R-10, R-7, R-6 and P-1)
- Landscaping Requirements
- Storage of Household Items, Construction Items and Rubbish
- Exterior Property Conditions
- Prohibited Activities
- Building Maintenance Requirements
- Vector Nuisances
- General Nuisances Prohibited

f. Housing Costs and Rents

This section evaluates housing cost trends in Oakley. Analyses of trends for both renter and owner-occupied units, including rental and sales prices, are provided in comparison to ability to pay.

i. Affordability Gap Analysis

The costs of home ownership and renting can be compared to a household’s ability to pay for housing. Housing affordability is defined as paying no more than 30 percent of the household income on housing expenses. Table 10-23 summarizes affordable rents and purchase prices by income categories based on the 2013 HCD MHI of \$93,500 for Contra Costa County. In this table, affordable purchase price is calculated by assuming a 5.0 percent interest rate with a 30-year fully amortized mortgage. It is noted that the following table estimates affordable purchase prices and that affordability will vary for individual households. Information specific to an individual household and a specific home, such as interest, downpayment, closing costs, and tax and assessment rates, is necessary to calculate an affordable purchase price for any specific home sales transaction.

**Table 10-23
2013 AFFORDABLE RENT AND PURCHASE PRICE
BY INCOME CATEGORY**

Income Category	% of MFI ¹	Affordable Rent Payment ²	Estimated Affordable Purchase Price ³
Extremely Low Income	≤30% MFI ⁴	\$551	\$96,846
Very Low Income	31% - 50% MFI	\$972	\$163,100
Low Income	51% - 80% MFI	\$1,410	\$233,170
Moderate Income	81% - 120% MFI	\$2,445	\$397,620
Above Moderate Income	>120% MFI	\$2,445 +	\$397,620 +
Notes: ¹ Percent of Median Family Income ² Based on 30% of income and \$80 utility costs ³ Assumes 5% interest rate on fully amortized 30-year fixed-rate mortgage ⁴ MHI = 2013 HCD Median Household Income \$93,500 (4-person)			

ii. Existing and New Home Price Trends

In 2010, the median value for all owner-occupied units in Oakley was \$276,700, based on ABAG data, as shown in Table 10-24. The value of a home is self-report to the Census and is not necessarily based on current sales prices.

**Table 10-24
MEDIAN VALUE OF OWNER-OCCUPIED UNITS**

Value	2000	2010	% Change
Oakley	\$185,500	\$276,700	49.2%
Contra Costa County	\$253,800	\$490,200	93.1%
<i>Source: ABAG, 2014</i>			

Table 10-26 shows the 2007 and 2013 median sale price for homes in the County and Oakley. As shown in Table 10-25, as of August 2013, the median sale price for new and resale homes in Oakley was \$300,000. This represents a 36 percent decrease from the median sales price in 2007. The median sales price in Oakley was lower than the median for the County in 2013. Since 2007, home prices

throughout the region and State declined significantly but have begun to show signs of recovery in the last year.

**Table 10-25
MEDIAN SALE PRICE**

Jurisdiction	2007	2013	% Change
Oakley	\$469,000	\$300,000	-36.0%
Contra Costa County	\$570,000	\$392,500	-31.1%

Source: Data Quick, dqnews.com, 2008 and 2014

iii. Ownership Affordability

Based on a median sale price of \$300,000 for new and resale housing units in Oakley in 2013, moderate income households can afford homeownership. Very low and low income households may be able to afford homeownership, as entry-level home prices are as low as \$224,950 in 2014, However, the median sale price exceeds the affordability range for lower income households. See Table 10-23 for estimated affordable sales prices based on household income levels.

iv. Rental Prices

According to Rent.com, Zillow, and Craigslist in the first quarter of 2014, the average rental prices were \$675 for a 1-bedroom, 1-bath unit ; \$975 for a 2-bedroom unit5; a\$1,625 for a 3-bedroomh unit, and \$1,875 for a 4-bedroom unit. Table 10-26 summarizes the average monthly rent by unit size in 2014.

**Table 10-26
AVERAGE MONTHLY RENT BY UNIT SIZE 2014**

Unit Size	Average Monthly Rent
	2014 ¹
1 bedroom, 1 bath	\$675
2 bedrooms, 1 or 2 bath	\$975
3 bedrooms, 2 baths	\$1,625
4 bedrooms, 2 baths	\$1,875
5 or more bedrooms	\$2,800
Median Gross Rent – 2000	\$944
Median Gross Rent - 2010	\$1,445

Source: Rent.com, Zillow.com, and Craigslist, February 2014; ABAG, 2014

v. Rental Affordability

Based on the average monthly rents in Oakley shown in Table 10-27, extremely low and very low income households would not be able to afford the median rates of rental housing in Oakley. The median rents for one-bedroom and two-bedroom units would be affordable to the low, moderate, and above moderate income households. Three-bedroom units would be affordable to large low income households and to moderate and above moderate income households.

C. HOUSING NEEDS

This section provides an overview of existing housing needs in Oakley. It focuses on the following categories:

- Household overpayment
- Overcrowding
- Estimated new construction
- Special needs groups

1. Households Overpaying for Housing

Overpayment is defined as households paying more than 30 percent of their gross income on housing related expenses, including rent or mortgage payments and utilities. High housing costs can cause households to spend a disproportionate percentage of their income on housing. This may result in repayment problems, deferred maintenance or overcrowding.

The impact of high housing costs is more apparent for extremely low, very low, and low income households, especially renter households.

As shown in Table 10-27, 65 percent of renters in Oakley overpay for housing, with 58 percent of renters in the lower income groups overpaying for housing. Approximately 40 percent of all homeowners in Oakley overpay for housing, with 22 percent of those homeowners in the lower income groups. The incidence of severe overpayment for housing (households paying more than 50% of their income toward housing costs) is highest among the lower income households, both renters and homeowners, with the largest numbers of households severely overpaying in the very low income group.

**Table 10-27
HOUSEHOLDS BY INCOME LEVEL AND OVERPAYMENT AND OVERPAYMENT RATES AS
PERCENTAGE OF TOTAL HOUSEHOLDS (2006-2010)**

Income Group	Renters	Owners	Total
Extremely Low			
Percent with Cost Burden 30-50%	100 / 5%	75 / 1%	175 / 2%
Percent with Cost Burden >50%	225 / 10%	400 / 5%	625 / 6%
Very Low			
Percent with Cost Burden 30-50%	290 / 13%	185 / 2%	475 / 5%
Percent with Cost Burden >50%	375 / 17%	435 / 5%	810 / 8%
Low Income			
Percent with Cost Burden 30-50%	130 / 6%	135 / 2%	265 / 3%
Percent with Cost Burden >50%	155 / 7%	530 / 7%	685 / 7%
Total Extremely Low, Very Low, and Low Income Households Paying >30%	1,275 / 58%	1,760 / 22%	3,035 / 30%

Income Group	Renters	Owners	Total
Moderate			
Percent with Cost Burden 30-50%	130 / 6%	135 / 2%	265 / 3%
Percent with Cost Burden >50%	0	340 / 4%	340 / 3%
Above Moderate			
Percent with Cost Burden 30-50%	0	805 / 10%	805 / 8%
Percent with Cost Burden >50%	0	180 / 2%	180 / 2%
Total Households	2, 187 / 100%	8, 053/ 100%	10, 240 / 100%
Percent with Cost Burden 30-50%	650 / 30%	1,335/ 17%	1,985 / 19%
Percent with Cost Burden >50%	755 / 35%	1,545/19%	2,300 / 22%

Source: ABAG, 2014

2. Overcrowding

An Overcrowded Housing Unit is defined by the U.S. Census Bureau as a housing unit occupied by more than one person per room (excluding bathrooms, kitchen, hallway and closet space). Overcrowding can affect public facilities and services, reduce the quality of the physical environment and create conditions that contribute to deterioration.

Table 10-28 summarizes number of persons per room in Oakley. In 2006-2010, 310 households in Oakley were overcrowded, accounting for 3 percent of all households. Of these households, 195 were owner-occupied and 115 were renter-occupied.

**Table 10-28
NUMBER OF PERSONS PER ROOM (2006-2010)**

Persons per Room	OWNERS		Renters		Total	
	Households	Percent of Total ¹	Households	Percent of Total ²	Households	Percent of Total ³
1.01 to 1.50	165	2%	115	5%	280	3%
>1.50	30	<1% ⁴	0	0%	30	< 1%
Total	195	2%	115	5%	310	3%

Source: ABAG, 2014

3. 2014 - 2022 Growth Needs

ABAG is responsible for allocating housing needs to each jurisdiction in its region, including Oakley. A local jurisdiction’s “fair share” of regional housing need is the number of additional housing units needed to accommodate the forecasted growth in the number of households, to replace expected demolitions and conversion of housing units to non-housing uses, and to achieve a future vacancy rate that allows for healthy functioning of the housing market. The allocation is divided into the four income categories: Very-Low, Low, Moderate, and Above-Moderate. The allocation is adjusted throughout the region to avoid an over-concentration of lower- income households in any one jurisdiction. In addition to the allocations in the Very-Low, Low, Moderate and Above-Moderate income categories, the City must also consider the growth need for extremely low income

households. The regional share of extremely low income units is assumed to be 50 percent of the allocation of very low income units. Table 10-29 shows the Regional Housing Needs Allocation for the City of Oakley.

**Table 10-29
REGIONAL HOUSING NEEDS ALLOCATION 2014-2022**

	Extremely-Low Income¹	Very-Low Income	Low Income	Moderate Income	Above-Moderate Income	Total Allocation
Housing Units	159	158	174	175	502	1,168
Notes:						
¹ Extremely low income units is a subset equal to 50 percent of the allocation of very low income units.						
<i>Source: ABAG, 2014</i>						

4. Special Needs Groups

Certain segments of the population have more difficulty in finding decent, affordable housing due to special needs. This section identifies the needs for elderly persons, large households, female-headed households, persons with disabilities, homeless persons and farmworkers.

a. Elderly Persons

Elderly persons are considered a special needs group because they are more likely to have fixed incomes and may require specially-designed units to live independently. Elderly persons are defined by the HUD as persons aged 62 years and older. Elderly persons often have special needs related to housing location and construction. Because of limited mobility, elderly persons typically need access to public facilities (i.e., medical and shopping) and public transit. In terms of housing construction, elderly persons may need ramps, handrails, elevators, lower cabinets and counters, and special security devices to allow for greater self - protection. Oakley has seven residential care homes for the elderly, which provide varying levels of living assistance to persons 60 years of age and older. These homes include two H.E.R Residential Care Homes (152 & 156 Meadow Brook Court), KD Board & Care (4984 Winchester Drive), Isabella Caring Hands (1684 Fernwood Drive), Spyglass Senior Villa 2 (75 Bottlebrush Court), Spyglass Senior Villa 4 (39 Calla Court), and Trust Painter’s Love Joy Rest Home (171 Douglas Road), Foster Residential Care (4745 La Vista Drive), and Golden Shepherd’s Home III (65 Drywood Court),

In 2010, Oakley had 2,391 senior residents, an increase of 74% since 2000. As shown in Table 10-30, the 65 – 69 and 85 – 89 groups each increased by the largest number of seniors, with a proportional increase of approximately 100% for each of these age brackets, and the 90 – 95 group increased by the largest percentage (206%).

**Table 10-30
POPULATION BY AGE**

Householder Age	2000	2010	% Change
65 – 69	440	846	92%
70 – 7	400	601	50%
75 - 79	256	400	56%
80 – 84	175	311	78%

Householder Age	2000	2010	% Change
85 - 89	81	169	109%
90 - 95	16	49	206%
95 +	10	15	50%
Total 65+	1,378	2,391	74%

Source: ABAG, 2014

As shown in Table 10-31, 1,386 households (13% of total households) have a householder of 65 years of age or more. Of the senior households, 1,047 (76%) are owner-occupied and 339 (24%) are renter-occupied. The ABAG data indicates that 664 (47%) of senior householders live alone.

**Table 10-31
HOUSEHOLDERS BY TENURE AND AGE - 2010**

Householder Age	Owner-Occupied Households		Renter-Occupied Households		Total Households	
	Number	% of Owner-Occupied Households	Number	% of Renter-Occupied Households	Number	% of Total Households
65 – 74	642	8%	196	8%	838	8%
75 – 84	319	4%	97	4%	416	4%
85 +	86	1%	46	2%	132	1%
Total 65+	1,047	13%	339	13%	1,386	13%

Source: ABAG, 2014

Data from the 2007-2011 ACS indicates that 301 (15%) of senior persons had incomes below the poverty rate. Based on 2007-2011 ACS data shown in Table 10-32, 27 percent of elderly households earned less than \$30,000, falling within the extremely low and very low income categories; and 36.7 percent earned \$30,000 to \$49,999, generally falling within the very low and low income categories.

**Table 10-32
ELDERLY HOUSEHOLD INCOME DISTRIBUTION - 2007-2011**

Income	Householder Age 65+ years	
	Number	%
<\$30,000	864	27%
\$30,000- \$49,999	774	24%
\$50,000- \$74,999	580	18%
\$75,000- \$99,999	275	9%
\$100,000 +	679	21%
Total	3,172	100%

Source: ABAG, 2014

In 2010, senior households accounted for 13% of total households in the City. Given the growth in the senior population during the past decade, it is anticipated that a minimum of 13% (152 units) of the City’s RHNA should be of housing types appropriate for senior households. As shown in Table 10-34, over half of the senior households have incomes that are generally in the extremely low, very low, and low income categories. Therefore, it would be appropriate to provide at 76 senior units

serving the lower income ranges and 76 senior units that serve the moderate and above income groups. Housing opportunities for senior households include senior independent living communities that include ownership and/or rental housing opportunities, residential care facilities (both small homes serving 6 or fewer persons and larger facilities), assisted living facilities, and skilled nursing homes.

b. Large Households

State housing law defines large households as those having five or more persons living within the same housing unit. Large households are considered a special needs group because they require more bedrooms. In 2010, there were 2,322 households in Oakley with at least five persons, representing 22 percent of the total households in the City. Of the total households, 21 percent were owner-occupied large households and 25 percent was renter-occupied large households. Refer to Table 10-33.

**Table 10-33
LARGE HOUSEHOLDS BY TENURE - 2010**

Household Size	Owner-Occupied	Renter-Occupied	Total Households ¹
Five Persons	940	315	1,255
Six Persons	408	183	591
Seven or more Persons	336	140	476
Total	1,684	638	2,322
Percent of Total Households	21%	25%	22%

Source: ABAG, 2014

The median income of large households ranges from a low of \$60,972 for households with six persons to \$100,238 for five person households to a high of \$123,148 for households with seven or more persons. Only six person households have a lower median income than the City-wide average, as shown in Table 10-34.

**Table 10-34
MEDIAN INCOME BY HOUSEHOLD SIZE**

	Median Income
5 Person Household	\$100,238
6 Person Household	\$60,972
7 or more Person Household	\$123,148
Median Income (All Households)	\$78,102

Source: ABAG, 2014

**Table 10-35
HOUSEHOLD SIZE VERSUS BEDROOM SIZE - (2007-2011)**

Tenure	5 Person Households			6 Person and Larger Households		
	3 BR Units	Households	Excess	4+ BR Units	Households	Excess
Owner	3,511	940	2,845	4,018	744	3,274
Renter	776	315	461	597	323	274

Source: De Novo Planning Group, 2014; ABAG, 2014

While large households represent a significant portion of total households in Oakley, the housing stock in the City reflects the larger average household size. As shown in Table 10-35, there is an excess of larger units (3 bedroom and 4 and more bedroom units) in comparison to household sizes that are appropriate for the larger units. As noted in Table 10-29, 3 percent of households are overcrowded and less than one percent of households are severely overcrowded. It is anticipated that the City will continue to have a large average household size and that large households of five or more persons will continue to represent approximately one-fifth of all households. Therefore, it is anticipated that 22 percent (257 units) of the City’s RHNA should be provided as larger units.

c. Female-Headed Households

Female-headed households are a special needs group due to comparatively low rates of homeownership, lower incomes and high poverty rates experienced by this group. According to the 2010 U.S. Census data provided in the ABAG Data Package, there were 995 female-headed families with children and 417 female-headed households without children in Oakley. Female-headed families represent a total of 16 percent of the families in the City. Table 10-36 shows the number of female-headed households by tenure in 2000.

**Table 10-36
FEMALE-HEADED HOUSEHOLDS BY TENURE 2010**

Householder Type	Number	% of Total Families
Female-headed family, with children under 18	995	12%
Female headed family, with no children under 18	417	5%
Total	1,412	16%
<i>Source: ABAG, 2014</i>		

As shown in Table 10-37, in 2010, 12 of the female-headed households in Oakley were below poverty level. Of those with children under the age of 18, 15 percent were below poverty level.

**Table 10-37
POVERTY IN FEMALE-HEADED HOUSEHOLDS 2000 - 2010**

Household Type	2000	2010
Female-headed households below poverty level	16%	12%
Female-headed households with children under 18 below poverty level	19%	15%
<i>Source: ABAG, 2014</i>		

It is anticipated that female-headed households will continue to represent a portion of the City’s population. While typical single family and multi-family housing is appropriate for female-headed households with children, single female-headed householders with children may have a higher need for nearby services, including childcare and schools. The incidence of female-headed households below the poverty level also indicates a need for housing units that serve the extremely low income population that provide services and amenities appropriate for female-headed households with children.

d. Persons with Disabilities

The U.S. Census Bureau provides information on the number of persons, including the elderly, with disabilities of varying types and degrees. The types of disabilities included in the Census are:

- Sensory: Blindness, deafness, or a severe vision or hearing impairment.
- Physical: A condition that substantially limits one or more basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying.
- Mental: A condition lasting six months or more that makes it difficult to perform certain activities including learning, remembering, or concentrating.
- Self-care: A condition lasting six months or more that make it difficult to perform certain activities including dressing, bathing, or getting around inside the home.
- Go-outside-home: Only asked for population 16 and older; a condition lasting six months or more that make it difficult to perform certain activities including going outside the home alone to shop or visit a doctor's office.
- Employment: Only asked for the population aged 16 to 64; a condition lasting six months or more that make it difficult to perform certain activities including working at a job or business.

Access and affordability are the primary challenges for persons with disabilities. Access, both within the home and to/from the home site, is important for the persons with disabilities. This often requires specially designed dwelling units. Additionally, housing locations near public facilities and public transit are important for this special needs group.

The U.S. Census Bureau provides information on the number of persons with disabilities of varying types and degrees. Table 10-38 shows the number of Oakley residents with disabilities over the age of 5. According to the 2008-2012 ACS, 9.9 percent of Oakley residents reported having one or more types of disabilities. As summarized in Table 10-39, the majority of persons with a disability in Oakley are not in the labor force (56 percent), while 10 percent are unemployed and 34 percent are employed. Table 10-41 identifies the types of disabilities reported for persons aged 18-64 in Oakley. Five percent of disabled persons have an independent living difficulty, meaning that they may need to live in a home or facility that provides assistance with various life activities. Two percent have a self-care disability. Six percent have an ambulatory disability, meaning that they may need accommodations, such as a ramp, grab bars, or other improvements, to make their home more accessible. Persons may have more than one disability, so there may be overlap between these categories.

**Table 10-38
PERSONS REPORTING DISABILITIES – 2008-2012**

Age Group	Number	% of Age Group
Under 5	0	-
5-17 years	317	3.8%
18-64 years	1,991	9.0%
65+ years	1,214	46.2%
TOTAL	3,522	9.9%

Source: 2008-2012 ACS

**Table 10-39
PERSONS 18-64 WITH DISABILITIES BY EMPLOYMENT STATUS – 2009-2011**

	Employed	Unemployed	Not in Labor Force	Total	
Total Population	14,953	2,202	4,974	22,129	100%
<i>With A Disability</i>	<i>743</i>	<i>230</i>	<i>1,231</i>	<i>2,204</i>	<i>10%</i>
With A Hearing Difficulty	230	99	289	618	3%
With A Vision Difficulty	84	26	264	374	2%
With A Cognitive Difficulty	239	37	557	833	4%
With An Ambulatory Difficulty	483	103	720	1,306	6%
With A Self-Care Difficulty	51	22	384	457	2%
With An Independent Living Difficulty	381	49	654	1,084	5%

Source: ABAC, 2014

Developmental Disabilities

The persons with a disability category includes persons with developmental disabilities. "Developmental disability" means a disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual." This term includes mental retardation, cerebral palsy, epilepsy, autism, and disabling conditions found to be closely related to mental retardation or to require treatment similar to that required for individuals with mental retardation, but does not include other handicapping conditions that are solely physical in nature.

While the US Census reports on mental disabilities, which include developmental disabilities, the Census does not identify the subpopulation that has a developmental disability. The California Department of Developmental Services (DDS) maintains data regarding people with developmental disabilities, defined as those with severe, life-long disabilities attributable to mental and/or physical impairments. The DDS data is reported by zip code, so the data reflects a larger area than the City of Oakley. The DDS data indicates that approximately 370 developmentally disabled persons reside in zip code 94561 (Table 10-40). Of these persons, 128 have special housing needs (independent/supported living, community care facility, and intermediate care/skilled nursing facility) as shown in Table 10-41 and 242 live at home with a parent, guardian, or foster parent.

**Table 10-40
PERSONS WITH A DEVELOPMENTAL DISABILITY BY AGE**

Zip Code	0-17	18 and Older	Total
94561*	153	217	370

Source: DDS, 2014

*Data for the zip code also includes unincorporated areas adjacent the City

**Table 10-41
PERSONS WITH A DEVELOPMENTAL DISABILITY BY RESIDENCE TYPE**

Zip Code	Community Care Facility	Home of Parent/Guardian	Independent/Supported Living	Intermediate Care or Skilled Nursing Facility	Foster Family Home	TOTAL
94561*	83	238	19	26	4	370

Source: DDS, 2014

*Data for the zip code also includes unincorporated areas adjacent the City

Oakley has community and residential care homes providing housing opportunities for the disabled. These include Avalon-Magnolia Park (developmentally disabled, 6 beds), Avalon Vineyards (developmentally disabled, 6 beds), Avalon-Fernwood (developmentally disabled, 6 beds), Avalon-legends (developmentally disabled, 6 beds), Avalon-X (developmentally disabled, 6 beds), Cimarra Family Care Home (developmentally disabled, 6 beds), Duarte Care Adult Residential Facility (developmentally disabled, 6 beds), J.M.J. Retreat (developmentally disabled, 6 beds), J.M.J. Retreat 2 (developmentally disabled, 6 beds), Lee Family Care Home #4 (developmentally disabled, 6 beds), Paraiso Homes (mentally disabled, 8 beds), Quail Glen (developmentally disabled, 6 beds), S.M. Care Home 1 (developmentally disabled, 6 beds), and Vierra Residential Care Home II (developmentally disabled, 6 beds).

Summary of the Housing Needs of the Disabled

In 2010, approximately 10 percent of Oakley’s population reported having a disability. The 2008-2011 ACS indicates that 2,586 (24.5 percent) of households had one or more disabled members. Applying this figure to the RHNA, approximately 286 new households will have one or more disabled members, including developmentally disabled members, during the 2014-2022 planning period. Not all households with a disabled member require housing that differs from the typical single family home or apartment. However, some disabled persons may require assistance with self-care or life tasks or may need housing that has improvements that make the home accessible.

Housing units appropriate to accommodate physical, sensory, and/or developmental disabilities are anticipated to be needed for at least half of disabled households.

e. Homeless Population

It is challenging to accurately count homeless populations, which include people living in vehicles and in places not designed to be permanent housing (i.e., motels) in addition to those on the streets and in shelters. The Contra Costa Inter-jurisdictional Council on Homelessness (CCICH) is charged with providing a forum for communication about the implementation of Contra Costa County's Ten Year Plan to End Homelessness and providing advice and input on the operations of homeless services, program operations, and program development efforts in Contra Costa County. The CCICH Executive Committee is an Advisory Board to the Contra Costa Board of Supervisors in issues relating to homelessness.

According to the 2013 homeless count results, there are an estimated 3,798 homeless persons in Contra Costa County. Of the Countywide homeless population, approximately 2,448 are sheltered and 1,350 are unsheltered. The 2013 homeless county identified 60 unsheltered homeless in Oakley.

Countywide, approximately 29% of homeless individuals are chronically homeless while only 2% of homeless families reported being chronically homeless. Countywide, subpopulations identified during the 2013 homeless count included veterans (7%), severely mentally ill (19%), chronic substance abuse (22%), and victims of domestic violence (12%).

Oakley is part of the Countywide Continuum of Care for homeless and special needs populations. The 2010-2015 Consolidated Plan identified 1,461 beds, including emergency shelter, transitional housing, and supportive housing, for homeless individuals and families.

There are no homeless or transitional shelters located in Oakley. The closest shelter is the East County Shelter located in Antioch, which provides 20 year-round adult-only individual beds. In addition, East County Transitional Housing in Antioch provides 70 year-round beds for families with children. Shepherd's Gate in Brentwood provides long-term supportive housing for up to 18 women and children.

Based on the 2013 homeless count, the City has a need to provide shelter for up to 60 homeless persons, including both individuals and families, at any given point in time.

f. Farm Workers

Farm workers are defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. In 2000, at most 91 persons, comprising of 0.6 percent of Oakley's labor force, were employed in agriculture (91 persons were employed in the agriculture, forestry, fishing and hunting, and mining sector). It is assumed that only a small percentage of persons employed in this industry are involved in active agricultural production and harvest.

g. Extremely Low Income Households

Though not a State-defined special needs group, extremely low income households have specific needs based on their low income in comparison to housing costs. Extremely low income households are defined as households earning 30 percent or less of the MFI. In accordance with Chapter 891, Statutes of 2006 (AB 2634), cities must quantify the existing and projected extremely low income households and analyze their needs. The 2006-2010 data provided in the ABAG Data Package identified 1,060 extremely low income households (10.4 percent) in Oakley. Approximately 46% (485) extremely low income households rent and 54% (575) own their home. .

Table 10-22 and 10-27 summarizes the extremely low income households with housing problems. Approximately 77 percent of extremely low income households experience overpayment, with the majority of these experience severe overpayment, and 78 percent have at least one type of housing problem.

Housing types to accommodate the needs of extremely low income households include transitional and supportive housing, single room occupancy units (SROs), multi-family rental housing, factory-built housing, workforce housing, and mobile homes.

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III. RESOURCES AND CONSTRAINTS

A. GOVERNMENTAL RESOURCES AND CONSTRAINTS

Governmental resources include programs that provide funds for housing-related activities, as well as, incentives provided by the local jurisdiction for the provision of housing.

Governmental constraints are policies, standards, requirements and actions imposed by the government that may have a negative impact on the development and provision of housing for a variety of income levels. These constraints may include building codes, land use controls, growth management measures, development fees, processing and permit procedures, and site improvement costs. State and federal agencies play a role in the imposition of governmental constraints; however, these agencies are beyond the influence of local government and are, therefore, not addressed in this analysis.

1. Land Use Controls

Land use controls include city-initiated General Plan policies, zoning regulations and standards, permit processing requirements and development fees.

a. General Plan

The General Plan constitutes the highest-level policy document for the City of Oakley. The Land Use Element of the General Plan identifies the location, distribution and density/intensity of the land use within the City. Residential densities are measured in dwelling units per acre (du/ac).

The 2020 Oakley General Plan identifies eight land use designations that permit residential uses. Table 10-42 summarizes Oakley’s residential land use designations by total acreage and permitted density ranges.

**Table 10-42
2020 OAKLEY GENERAL PLAN
RESIDENTIAL LAND USE DESIGNATIONS**

Designation	Description	Permitted Density (Minimum to Maximum)
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.	0.1 to 1.0 dwelling unit per gross acre.
Single-Family Residential, Very Low Density (SV)	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.	0.2 to 1.0 dwelling unit per gross acre.
<i>Single-Family Residential, Low</i>	The purpose of the Single-Family Residential, Low Density (SL) Land Use Designation is to accommodate traditional single-family	0.8 to 2.3 dwelling units per gross acre.

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Designation	Description	Permitted Density (Minimum to Maximum)
<i>Density (SL)</i>	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.	
<i>Single-Family Residential, Medium Density (SM)</i>	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.	2.3 to 3.8 dwelling units per acre.
<i>Single-Family Residential, High Density (SH)</i>	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.	3.8 to 5.5 dwelling units per gross acre.
<i>Multiple-family Residential, Low Density (ML)</i>	The purpose of the Multiple-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. Multiple-family housing, Single-Family housing, duplexes, small group homes and residential facilities are allowed. Hospitals, eleemosynary and philanthropic institutions, and larger convalescent homes, and boarding homes may also be located within these areas.	5.5 to 9.6 dwelling units per gross acre.
<i>Multiple-family Residential, High Density (MH)</i>	The purpose of the Multiple-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. Hospitals, eleemosynary and philanthropic institutions, and larger convalescent homes, and boarding homes may also be located within these areas.	9.6 to 16.7 dwelling units per gross acre.
<i>Mobile Home (MO)</i>	The purpose of the Mobile Home (MO) Land Use Designation is to accommodate mobile home parks as a form of affordable and accessible.	5.5 to 9.6 mobile home units per gross acre.
<i>Commercial Downtown (CD)</i>	The Commercial Downtown (CD) Land Use Designation provides for retail commercial and residential uses.	No minimum/maximum.
<i>Source: City of Oakley General Plan 2020</i>		

According to the current General Plan, a total of 21,109 dwelling units are anticipated within the City's planning areas at build-out. As of 2013, the State Department of Finance (DOF) estimated 11,903 dwelling units exist in Oakley. This leaves a remaining capacity of 9,206 new dwelling units.

Depending on land costs, a range of densities may be necessary to contribute to a project's affordability for

people at various income levels. The following densities are generally appropriate to accommodate construction affordable to specific income levels are generally accepted by HCD:

- Extremely-Low, Very-Low, and Low Income: 30 dwelling units per acre minimum in metropolitan areas
- Moderate Income: 5-20 dwelling units per acre minimum; the entry-level prices of new single family homes are affordable to moderate income households in Oakley
- Above-Moderate Income: Up to 11 dwelling units per acre

In addition to the generally accepted densities, Assembly Bill (AB) 2348 established “default” density standards. If a local government has adopted density standards consistent with the established population criteria, sites with those density standards are accepted as appropriate for accommodating the jurisdiction’s share of regional housing need for lower-income households. Pursuant to AB 2348, Oakley is considered a “metropolitan” jurisdiction with a “default” density of 30 dwelling units per acre.

b. Zoning Code

The Zoning Code is the primary tool for implementing the General Plan. It is designed to protect and promote public health, safety and welfare, as well as to promote quality design and quality of life. The City of Oakley’s residential zoning designations control both the use and development standards of each residential parcel, thereby influencing the development of housing.

Table 10-43 summarizes permitted residential uses in residential districts. Single-family residential zoning include eight districts: AL, R-6, R-7, R-10, R-12, R-15, R-20 and R-40. Single-family units are permitted as a matter of right in all single-family residential districts. Multiple-family residential zones include the M-9, M-12, M-17, and MH districts. Multiple-family buildings are permitted as a matter of right in multiple-family residential districts. In addition, single-family dwellings are permitted as a matter of right in multiple-family residential districts.

Residential uses are permitted in the SP-4 (Downtown Specific Plan) zoning district at a maximum density of 45 units per acre, but densities are determined on a case-by-case basis.

The Housing Plan includes a program to limit the development of single-family dwellings on sites zoned for multifamily development (M-12, M-17, and higher) in order to ensure that the City has adequate sites to accommodate a range of housing types.

Table 10-44 summarizes the development standards and requirements for each residential zone.

10.0 – HOUSING ELEMENT

**Table 10-43
ALLOWED RESIDENTIAL USES- RESIDENTIAL ZONES**

Zone	Single-Family Detached	Multiple-family	Second Unit	Duplex	Transitional or Supportive Housing	Emergency Shelter
Agricultural Limited Residential District (AL)	P	--	P	--	--	--
Single-Family Residential District (R-6)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-7)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-10)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-12)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-15)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-20)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Single-Family Residential District (R-40)	P	--	P	--	P (6 or fewer) CUP (7 or more)	--
Multiple-Family Residential District (M-9)	P	P	--	P	CUP	CUP
Multiple-Family Residential District (M-12)	P	P	--	P	CUP	CUP
Multiple-Family Residential District (M-17)	P	P	--	P	CUP	CUP
Mobile Home Residential District (MH)	P (mobile home)	P (mobile home)	--	--	--	--
Commercial Downtown (CD)	DC: P DS: CUP RCC: P	DC: P DS: CUP RCC: P	--	DC: P DS: CUP RCC: P		P (in the Downtown Core area on the Civic Center parcels)
Affordable Housing Overlay (AHO)	--	P	--	--	--	--

P=Permitted by Right C= Conditional Use Permit Required

Source: City of Oakley Zoning Code

**Table 10-44
SUMMARY OF RESIDENTIAL ZONING REQUIREMENTS**

Zone	Minimum Lot Size		Minimum/ Maximum Densities	Maximum Building Height (Ft)	Minimum Front Yard Setback (Ft.)	Aggregate Width of Side Yard (Ft.)	Minimum Width of One Side Yard (Ft.)	Minimum Rear Yard Setback (Ft.)
AL	1-10 ac		--	35 (2 ½ stories)	25 ³	40	20	15
R-6	6,000 sq ft		--	30 (2 stories)	20 ³	15	5	15
R-7	7,000 sq ft		--	30 (2 stories)	20 ³	15	5	15
R-10	10,000 sq ft		--	30 (2 stories)	20 ³	20	5	15
R-12	12,000 sq ft		--	30 (2 stories)	20 ³	25	10	15
R-15	15,000 sq ft		--	30 (2 stories)	20 ³	25	10	15
R-20	20,000 sq ft		--	30 (2 stories)	25 ³	35	15	15
R-40	40,000 sq ft		--	30 (2 stories)	25 ³	40	20	15
M-9	Detached SFD ¹	4,000	9 units per acre	36 (3 stories)	15	10	--	15
	Duplex	8,000			20	20	--	20
	MFPS ²	10,000			25	20	--	20
	MFIS ³	10,000			10	--	--	10
M-12	Detached SFD ¹	4,000	12 units per acre	36 (3 stories)	15	10	--	15
	Duplex	8,000			20	20	--	20
	MFPS ²	10,000			25	20	--	20
	MFIS ³	10,000			10	--	--	10
M-17	Detached SFD ¹	4,000	16.7 units per acre	36 (3 stories)	15	10	--	15
	Duplex	8,000			20	20	--	20
	MFPS ²	10,000			25	20	--	20
	MFIS ³	10,000			10	--	--	10
MH	2,500 sq ft		7 units per acre	30 (2 stories)	10-20	5-10	--	10
CD	3,500 sq ft		DC: up to 45 units per acre (case-by-case basis) DS: case-by-case RCC: no density identified	50	DC: 0 DS: 0	DC: 0 DS: 10	N/A	DC:10 DS: 0-15
AHO	--		24 – 32.4 units per acre	42	15	15	--	15

Notes: ¹ Single-Family Dwelling. ² Multiple-Family Project Site. ³ Multiple-Family Individual Site.

Source: City of Oakley Zoning Code

c. Parking Requirements

Table 10-45 summarizes residential parking requirements in Oakley. Parking requirements do not constrain the development of housing directly. However, parking requirements may reduce the amount of available lot area for residential development.

**Table 10-45
RESIDENTIAL PARKING REQUIREMENTS**

Type of Residential Development	Required Parking Spaces (off street)
Manufactured Home Parks	2 spaces per manufactured home dwelling unit
Multiple-Family Dwelling Unit	a. Every apartment or dwelling unit shall have, on the same lot or parcel, off-street automobile storage space as follows: <ul style="list-style-type: none"> i. Studio dwelling unit - 1 space <ul style="list-style-type: none"> One bedroom dwelling unit - 1 ½ spaces Two or more bedroom units – 2 spaces ii. One-quarter (1/4) space per each dwelling unit for guest parking and fractional amounts of which shall be rounded out to the next higher whole number of spaces. b. One-half (1/2) of the required spaces shall be covered.
Multiple-Family Dwelling Unit - AHO	One bedroom dwelling unit – 1 space Two and three bedroom dwelling units – 1 ½ spaces Four and more bedrooms – 2 ½ spaces Parking may be tandem or uncovered.
Single-Family Dwelling Unit	Each Single-Family dwelling unit shall have at least 2 covered off-street automobile parking spaces on the same lot.
Second Dwelling Unit	In addition to parking required for the primary residence, 1 additional off-street parking space shall be provided for a second dwelling unit. This additional parking space may be uncovered and compact, but may not block vehicular access to a parking space that is required for the primary residence. The parking space shall be outside the front yard setback. The requirement for an additional parking space may be waved by the Planning Commission if it finds that adequate on-street parking is available adjacent to the property.
Downtown Specific Plan	Multifamily: Minimum 1 stall per unit (1 or 2 bedroom); another .5 space for each additional bedroom above 2 Single Family: minimum 1 stall per unit (1 or 2 bedroom); another .5 space for each additional bedroom above 2 or an additional space for 3 bedrooms
<i>Source: City of Oakley Zoning Code, Sections 9.1.410 and 9.1.1402; Downtown Specific Plan</i>	

d. Downtown Specific Plan.

The Downtown Specific Plan (DSP) identifies two districts that accommodate mixed-use residential and higher density residential uses: Downtown Core Area and Downtown Support Area. Residential densities are determined on a case-by-case basis with a maximum density of 45 units/acre. DSP development standards are summarized in Table 10-46 and parking requirements are identified in Table 10-47.

The Downtown Specific Plan (SP-4) has three main subareas, the Downtown Core, the Downtown Support, and the Residential Commercial Conversion Opportunity Area. The three subareas allow for residential uses at different densities. The Downtown Core area allows for up to 45 dwelling units per acre with the approval of a Conditional Use Permit. The Downtown Support area allows for residential uses with the approval of a Conditional Use Permit; however the density is determined on a case-by-case basis and in conjunction with the areas shown on the Subarea Map. The Residential Commercial Conversion Opportunity Area also allows for residential uses with the approval of a Conditional Use Permit; however the density is also determined on a case-by-case basis. In all instances, the City would require a comprehensive plan and analysis justifying the proposed density in each of the subareas. Determining factors could include, but not fully encompass, the location to services such as transit, schools and shopping, as well as where the project is located, the densities in the immediate area, and compatibility with adjacent land uses.

e. East Cypress Corridor Specific Plan

The East Cypress Corridor Specific Plan (ECCSP) is an approximately 2,546-acre area within the City of Oakley. The ECCSP identifies seven residential land use districts:

- Single Family Residential – Low: Maximum density of 2.3 units/acre;
- Single Family Residential – Medium: Maximum density of 3.8 units/acre;
- Single Family Residential – High: Maximum density of 5.5 units/acre;
- Multi-Family Residential – Low (detached): Maximum density of 9.6 units/acre;
- Multi-Family Residential – Low (attached): Maximum density of 9.0 units/acre;
- Multi-Family Residential – High: Maximum density of 12.0 units/acre; and
- Mobile Home: Maximum density of 9.6 units/acre.

Development standards, including minimum lot sizes, setbacks, building heights, and, for multifamily units, maximum ground coverage (see Appendix B, Tables 2 and 3). The development standards accommodate typical single family and multifamily development. Parking must be consistent with the requirements of the Zoning Code. For multifamily high density projects, the provisions for 40% maximum site coverage for buildings and 3-story building heights (maximum of 40 feet) accommodate approximately 25 to 30 units per acre, which is higher than the maximum allowed density of 12.0 du/ac. The ECCSP identifies that the maximum number of dwelling units may be exceeded pursuant to the Affordable Housing Overlay district, Density Bonus, and Second Dwelling Units provisions of the Zoning Code.

f. Planned Unit Development District

The City defines a Planned Unit Development (P-1) District as a large-scale integrated development, infill development, or a General Plan special area of concern, which would allow flexible regulations through cohesive design procedures. The intent of the P-1 District is to allow diversification in the relationships of buildings, structures and open spaces, ensure compatibility with surrounding land uses, and to ensure substantial compliance with the General Plan and the intent of the Municipal Code. This is accomplished through applying standards that satisfy the requirements of public health, safety and general welfare. The P-1 District specifically permits detached single family dwelling units and second units and also permits any land uses included on an approved final development plan. This allows for a range of land uses and provides for flexibility in determining the specific type of units and densities suitable for a proposed project or site

All site and building requirements, including yard, building height, lot coverage, and landscaping are determined on a case-by-case basis based on the specific characteristics of the site and the need to provide

additional zoning control by establishing site specific conditions of approval and standards for a specific P-1 District.

g. Affordable Housing Overlay

The City of Oakley has established an Affordable Housing Overlay (AHO) district. The AHO district applies to areas zoned Multiple-Family High (MFH) and allows housing densities that exceed the maximum units per acre otherwise allowed in the district, if development meets State density bonus criteria. Qualifying projects must provide at least 10 percent of the total units of the housing development as target units affordable to lower income households; or at least five percent of the total units of the housing development as target units affordable to very low income households; or at least 10 percent of the total units of the housing development as target units affordable to moderate income households; or senior citizen housing as defined and meeting the requirements set forth in Government Code section 65915 and applicable state law; or as otherwise specified by Government Code section 65915.

The AHO also modifies the multifamily development standards to compliment higher density housing projects. Table 10-46 summarizes the development standards. All developments within the AHO district must be consistent with the City of Oakley Residential Design Guidelines and Multifamily Residential Design Guidelines. Following adoption of the 2009 Housing Element, the City updated the Section 9.1.410 of the Zoning Ordinance to clarify that 24 du/acre is the base density for projects in the AHO and the maximum density, inclusive of a density bonus, is 32.4 dwelling units per acre. The AHO provisions have been improved, but it is not clear which zoning designations the AHO is consistent with as there is not an MFH zoning designation. The Housing Plan includes a policy action to revise the Zoning Code to identify that the AHO can be applied in any of multifamily districts and in the Specific Plan districts that allow multifamily housing.

**Table 10-46
DEVELOPMENT STANDARDS FOR
MULTI-FAMILY CONSTRUCTION IN THE AFFORDABLE HOUSING OVERLAY**

Subject	Standard
Site Area (minimum)	No minimum.
Building Site Coverage (combined maximum)	40%
Front Setback (minimum)	15 ft.
Rear Setback (minimum)	15 ft.
Aggregate Side Setback	15 ft. (with 5 ft. minimum)
Distance Between Buildings (minimum)	20 ft. for 2 stories; 25 ft. for 3 stories
Height Limit (maximum)	38 ft.
Parking Requirements (minimum)	1-bedroom: 1 on-site parking space; 2-3 bedrooms: 1½ on-site parking spaces; 4 or more bedrooms: 2 on-site parking spaces
<i>Source: City of Oakley Zoning Code, Section 9.1.410</i>	

2. Density Bonus Ordinance

In order to encourage the construction of affordable housing developments for Very-Low and Low Income households, and senior households, and in accordance with Section 65915 *et seq.* of the California Government Code, the City of Oakley has adopted a Density Bonus Ordinance (Section 9.1.412 of the Zoning Code). Upon request from the applicant, the City grants a density bonus to an applicant or developer of a housing development, who agrees to provide the following:

- At least 10 percent of the total units of the housing development as target units affordable to lower income households; or
- At least five percent of the total units of the housing development as target units affordable to very low income households; or
- Senior citizen housing as defined and meeting the requirements set forth in Government Code Section 65915 and applicable state law; or
- As otherwise specified by Government Code Section 65915.

a. General Density Bonus for Affordable Units

The City grants a density bonus for developments providing units affordable to and occupied by Very-Low and Low Income persons and households. The project must have a minimum of five units and an affordability covenant for at least 30 years. To determine the number of density bonus units granted, the City follows the guidelines set forth in Government Code Section 65915.

b. Density Bonus for Senior Housing

As set forth in Government Code Section 65915 and other applicable State law, the Density Bonus Ordinance provides for a density bonus for senior citizen housing that meet certain requirements.

c. Development Incentives

In addition to the density bonus, at least one other incentive identified in California Government Code 65915 must be provided to developers proposing housing developments that meet the required guidelines. The need for incentives will vary for different housing developments and, thus, the allocation of incentives is determined on a case-by-case basis. The additional incentives may include, but are not limited to, the following:

- A reduction of site development standards or a modification of zoning code or architectural design requirements which exceed the minimum applicable building standards.
- Allow mixed-use development so long as it does not conflict with the land use designations in the General Plan land uses.
- Other regulatory incentives or concessions proposed by the developer or the City which result in identifiable cost reductions or avoidance.
- Waived, reduced, or deferred planning, plan check or construction permit fees.
- The City may offer an equivalent financial incentive in lieu of granting a density bonus and additional incentives(s). The value of the equivalent financial incentive shall equal at least the land cost per

dwelling unit savings that would result from a density bonus and must contribute significantly to the economic feasibility of providing the target units.

Table 10-47 lists the number of incentives granted by the level and percentage of affordability.

**Table 10-47
NUMBER OF INCENTIVES BY LEVEL OF AFFORDABILITY**

Level of Affordability	Percentage of Affordable Units	Number of Development Incentives
Very-Low Income	5%	1
	10%	2
	15%	3
Low Income	10%	1
	20%	2
	30%	3
Moderate Income in Condominium or Planned Development	10%	1
	20%	2
	30%	3

Source: City of Oakley Zoning Code, Section 9.1.412

3. Residential Care Facilities

A “residential care facility” is a resident-occupied dwelling, licensed by the State/County that provides housing and care for children and/or adults on a full-time, live-in basis. Residential Care facilities with six or fewer persons are permitted by right pursuant to State Law. While residential care facilities are permitted by right pursuant to State law, the City’s Zoning Ordinance does not identify residential care facilities as an allowed use and does not address residential care facilities that serve seven or more persons. The Housing Plan includes a program to define residential care facilities in the Zoning Ordinance, to identify that residential care facilities serving six or fewer persons are permitted by right in all residential districts, and to identify permit requirements for residential care facilities that serve seven or more persons.

4. Emergency Shelters, Transitional and Supportive Housing and Single Room Occupancy Units

Recent changes to State law (Senate Bill 2) require that cities identify sites that are adequately zoned for emergency shelters and transitional housing. Additionally, cities must not unduly discourage or deter these uses.

a. Emergency Shelters

There are no emergency shelters located in Oakley. The closest shelter is the East County Shelter located in Antioch, which provides 20 year-round individual beds. Additionally, East County Transitional Housing in Antioch provides 70 year-round family beds. The City of Oakley Zoning Code allows homeless shelters in multiple-family zones with a use permit. There are no specific limitations or standards for development of emergency shelters.

Senate Bill (SB) 2 requires that cities with an unmet need for emergency shelters allow these uses by right without a conditional use or other discretionary permit. The identified zone(s) must have sufficient capacity to accommodate the shelter need, and at a minimum provide capacity for at least one year-round shelter.

The Emergency shelters are permitted by right on the Civic Center site within the Downtown Core Zone in the Downtown Specific Plan. The Civic Center site includes an undeveloped parcel that is used as the City’s corporation yard. The corporation yard site is planned for development by the Downtown Specific Plan and uses discussed for the site have included various civic and community-serving uses. This 0.99-acre parcel has the capacity to accommodate an emergency shelter and the City is supportive of locating an emergency shelter on the parcel. Development standards on this site allow for maximum building heights of four floors/50 feet and floor area ratios of 1.0 would accommodate a building of 24,000 – 43,124 square feet, which would allow for an emergency shelter of adequate size to meet the City’s needs for unsheltered homeless persons. The Housing Plan includes a program to identify a replacement site with zoning that meets the requirements of State law in the event that the corporation yard site is approved for development with a use other than an emergency shelter.

b. Transitional and Supportive Housing

Transitional housing is used exclusively by households at immediate risk of being homeless, or transitioning from homelessness to permanent housing. State law defines transitional housing as buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.

There are no transitional shelters located in the City of Oakley; however, according to the City’s Zoning Code, transitional shelters are permitted in multiple-family zones with a use permit as long as they are consistent with Section 65008 of the California Government Code, which prohibits adverse discrimination in land use decisions for residential developments based on race, sex, color, religion, ethnicity, national origin, ancestry, lawful occupation, familial status, disability, age, the method of financing development, or intended occupancy of the development by persons of lower income.

The Zoning Code does not define or include development standards or regulations for supportive housing. State law defines supportive housing as housing with no limit on length of stay, that is occupied by the target population and that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

The Zoning Code defines transitional and supportive housing consistent with the definitions in State law. Transitional and supportive housing with six or fewer units is permitted by right in all single family residential zones; a conditional use permit is required in all single family residential zones for transitional and supportive housing serving seven or more persons. The multifamily residential zones only permit transitional shelters with a conditional use permit and supportive housing is not addressed in the multifamily residential zones. The requirement for a conditional use permit conflicts with State law, which requires that transitional and supportive housing be permitted as a residential use, subject only to those requirements that apply to other residential uses of the same type in the same zone. Further, supportive housing must be allowed in multifamily residential zones as well as single family. The Housing Plan includes a program to amend the Zoning Code to permit transitional and supportive housing as residential uses, subject only to those requirements that apply to other residential uses of the same type in the same zone, meaning that single family dwelling units providing transitional and supportive housing are subject only to the requirements to permit a single family dwelling and that multifamily housing providing transitional and supportive housing is subject to the same requirements as a multifamily development.

c. Single Room Occupancy Units

Single room occupancy units (SROs) are small, one-room units occupied by a single individual, and may either have shared or private kitchen and bathroom facilities. SROs can provide a valuable form of affordable housing for lower- income individuals, seniors, and persons with disabilities.

Section 9.1.1218 of the Zoning Code defines single room occupancy as a facility providing dwelling units where each unit has a minimum floor area of 150 square feet and a maximum floor area of 220 square feet. The units may have kitchen or bathroom facilities and must be offered on a monthly basis or longer. SROs are allowed with a conditional use permit in the General Commercial zone. Section 9.1.1218 establishes development standards which address unit size, occupancy, common area, kitchen facilities, bathroom facilities, laundry facilities, storage, accessibility, length of stay, management, and parking. The development standards are appropriate for the type of development and are appropriate to ensure adequate facilities to serve SRO residents.

5. Second Unit Ordinance

The City's Second Unit Ordinance was adopted on July 14, 2003, and is intended to increase the supply of smaller dwelling units and rental housing units by allowing second dwelling units to be developed on certain lots which are zoned single-family residential use. The City of Oakley permits second dwelling units in the AL, R-6, R-7, R-10, R-12, R-20 and R-40 districts provided certain requirements are met and subject to ministerial review and approval by the Community Development Director. Second dwelling units must comply with City design and development standards to ensure that they are compatible with existing neighborhoods.

The City's Second Unit Ordinance sets forth the criteria for 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 on lots less than 10,000 square feet and can not exceed 1,200 square feet on lots 10,000 square feet or larger
- 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
- Either the second unit or primary unit must be occupied by the property owner

6. Housing for Persons with Disabilities

The U.S. Census Bureau defines persons with disabilities as those with a long-lasting physical, mental or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business.

a. Reasonable Accommodation Procedures

The provisions of SB 520 require municipalities to analyze potential and actual constraints upon the development, maintenance and improvement of housing for persons with disabilities, and demonstrate local

efforts to remove governmental constraints that hinder the locality from meeting the need for housing for persons with disabilities. Cities are required to include programs that remove constraints and provide reasonable accommodations for housing designed for persons with disabilities.

The City implements reasonable accommodation procedures and a streamlined permit review process for reasonable accommodation requests through the City's Building Official. Requests may be submitted in person at City Hall or through the City's website.

The City Building Code and Zoning Code were analyzed to identify any constraints to housing development for persons with disabilities. As described under b (Zoning and Land Use Regulations), the Zoning Code does not address residential care homes (group homes) or residential care facilities, which may result in limiting the types of housing available to disabled persons. The City will continue to monitor its land use regulations for possible governmental constraints to housing for persons with disabilities. The Housing Plan includes a program to continue to implement the City's reasonable accommodation procedures and to review changes to the Zoning Code, Building Code, and other relevant documents to ensure that future updates do not introduce constraints to persons with disabilities.

b. Zoning and Other Land Use Regulations

The City has not identified any zoning or other land-use regulatory practices that could discriminate against persons with disabilities. However, the Zoning Code does not clearly address residential care facilities or community care facilities, which may impede the availability of such housing for these individuals.

Examples of the ways in which the City facilitates housing for persons with disabilities through its regulatory and permitting procedures are:

- Supportive single-family housing for six or fewer persons is a permitted use in single-family residential zones.
- All multiple-family 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.
- The City of Oakley allows, as a matter of right, residential care facilities for six or fewer persons in all residential zoning districts. Group care facilities for more than six persons are permitted subject to a conditional use permit in residential districts. While the City allows these uses, the Zoning Code is silent in regards to residential care facilities which will be addressed as described in the Housing Plan.
- 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 hearing 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 persons with disabilities may require the assistance of specially trained persons who live with the disabled persons, the Zoning Code does not differentiate between related

and unrelated persons occupying the same residential unit.

- The City works with a Certified Access Specialist to ensure that development plans meet ADA requirements.

7. Farm Worker and Employee Housing

State law requires that employee housing providing accommodations for six or fewer employees shall be deemed a single-family structure permitted in residential zones. Further, state law requires that employee housing shall not be included within the definition of a boarding house, rooming house, hotel, dormitory, or other similar term that implies that the employee housing is a business run for profit or differs in any other way from a family dwelling. No conditional use permit, zoning variance, or other zoning clearance shall be required of employee housing that serves six or fewer employees that is not required of a family dwelling of the same type in the same zone.

State law also requires that employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household shall be deemed an agricultural land use designation and shall not be deemed a use that implies that the employee housing is an activity that differs in any other way from an agricultural use. State law requires that no conditional use permit, zoning variance, or other zoning clearance shall be required of this employee housing that is not required of any other agricultural activity in the same zone. The permitted occupancy in employee housing in an agricultural zone shall include agricultural employees who do not work on the property where the employee housing is located.

Agricultural uses are allowed in the Limited Agricultural (AL), Agriculture Preserve (A-4), and Delta Recreation (DR) Districts. These districts do not currently accommodate farm labor and employee housing as a permitted use, as required by state law. Chapter VI, Housing Plan, includes a policy action to revise the Zoning Code to permit farm labor and employee housing as required by state law.

8. Building Codes and Enforcement

The City of Oakley's building and safety codes are adopted to preserve public health and safety, and ensure the construction of safe and decent housing. These codes and standards also have the potential to increase the cost of housing construction or maintenance.

a. Building Codes

The City of Oakley has adopted the 2010 California Building Standards Administrative Code, 2010 Edition; California Building Code, 2010 Edition; California Residential Code, 2010 Edition; California Electrical Code, 2010 Edition; California Mechanical Code, 2010 Edition; California Plumbing Code, 2010 Edition; California Energy Code, 2010 Edition; California Fire Code, 2010 Edition; California Green Building Standards Code, 2010 Edition (mandatory provisions only), which are based on the 2009 International Building Code and establishes construction standards for all residential buildings. The codes have been adopted without amendment. The City Council regularly reviews the latest edition of the California Building Standards Code and typically adopts the state-wide code with changes or modifications as are reasonable and necessary because of local climatic, geological, or topographical conditions, or as otherwise permitted by State law. The regulations set forth are designed to ensure the safety and welfare of Oakley's residents.

b. Americans with Disabilities Act

The Federal Fair Housing Act of 1998 (FHA) and the Americans with Disabilities Act (ADA) are federal laws intended to assist in providing safe and accessible housing. ADA provisions include requirements for a minimum percentage of units in new developments to be fully accessible for persons with physical disabilities. Compliance with these regulations may increase the cost of housing construction as well as the cost of rehabilitating older units, which may be required to comply with current codes. However, the enforcement of ADA requirements is not at the discretion of the City, but is mandated under federal law.

c. Code Enforcement

The City conducts code enforcement activities on a complaint basis in response to reports from residents and other community members. When a complaint is received the City inspects the property and determines whether there is a code violation. If there is a code violation, the City sends a letter to the property owner informing them that they have 10 days to correct the violation. If the violation is not abated within the 10 days, a second notice is sent informing the property owner that the violation must be abated within 10 days or the City will abate the violation and bill the owner. If the City abates the violation, the property owner has 30 days to pay for the abatement process or a lien will be placed on the property. Code enforcement activities work to preserve the City's existing housing stock.

The City of Oakley continues 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.

9. Residential Design Guidelines

The City of Oakley's Residential Design Guidelines apply to both single-family and multiple-family residential units. The guidelines are intended to aid project developers, design professionals, City staff, and decision makers 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 multiple-family projects and help the City achieve the quality of multiple-family product that will enhance the community, the City will adopt design guidelines for multiple-family development. Program 10.2.C of the General Plan incorporates the following general parameters for multiple-family 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
- 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 multiple-family market rate complexes and affordable complexes as these requirements are generally practiced in the design of both types of multiple-family developments. The implementation of these guidelines may result in a higher project cost to multiple-family 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 City's design requirements. The objective of implementing these guidelines is to assist the developer in the City's desire to have aesthetically pleasing and sustainable multiple-family projects. The City has developed, but not adopted the Multiple-Family Residential Design Guidelines. Currently, the design guidelines are utilized in the review of multi-family projects, but are not regulatory standards. The Planning Commission has recently been disbanded and the City Council absorbed the duties of the Planning Commission. The City Council reviews and approves design review applications for multi-family projects unless the project is a qualifying affordable housing project, in which case design review is completed at the staff level.

10. Development Fees

Various development and permit fees are charged by the City and other agencies to cover administrative processing costs associated with development. These fees ensure quality development and the provision of adequate services. Often times, development fees are passed through to renters and homeowners in the price/rent of housing, thus affecting the affordability of housing.

Tables 10-48 and 10-49 summarize the fees the City collects related to residential development. It is noted that the City has a fee incentive program in place through June 2015 to encourage in-fill development of residential subdivisions. The fees shown in Tables 10-48 and 10-49 represent the full fees without any as the reduction incentive will end 6 months into the 8-year planning period for this document.

**Table 10-48
PLANNING, PERMITTING, AND DEVELOPMENT FEES SUMMARY**

Building Fees		Fee		
Building Permit Fees				
<i>2,000 square foot home</i>		\$3,953		
<i>950 square foot home</i>		\$1,753		
Administrative Building Fees				
<i>2,000 square foot home</i>		\$1,186		
<i>950 square foot home</i>		\$595		
Planning and Application Fees		Fee		
General Plan Amendment		\$9,669*		
Zone Change		\$7,524*		
Conditional Use Permit		\$3,807*		
Variance		\$2,856*		
Zoning Administrator Fees – CUP/Variance		\$550		
Zoning Administrator Review		\$1,225		
Planning Commission/City Council Review Tentative Maps, Major Projects		\$3,363*		
Permit Extension – Administrative		\$137		
Permit Extension – Public Hearing		\$603		
Development Agreement		\$488*		
Residential Density Bonus Review		\$1,465*		
Subdivision Fees		Fee		
Parcel Map		\$5,237*		
Major Subdivision		\$11,938* (plus \$100/lot per unit over 50)		
Condominium Map		\$7,987*		
Public Works		Fee		
Final map or parcel map check		\$5,770*		
Public Improvement Plan Review (\$50,001 or more)		\$15,969 plus 2% of improvements > \$50,000		
Grading Plan Review <\$100,000/> \$100,000		\$3,983 / \$9,372**		
Grading Inspection <\$100,000/> \$100,000		\$6,710 / \$15,687		
2014 Development Impact Fees				
Type	Single Family	Multi-family	Second Unit	
City Fees				
City Traffic	\$12,792	\$7,804	\$3,668	
Parks Impact	\$8,500	\$4,132	\$2,713	
General Plan	\$300/acre	\$300/acre	\$300/acre	
Public Facilities	\$2,746	\$1,794	\$843	
South Oakley Infrastructure Master Plan	\$352/acre	\$352/acre	\$352/acre	
Outside Agency Fees				
Regional Transportation Development Impact Mitigation	\$18,860 \$5,391 (senior housing)	\$11,578 \$5,391 (senior housing)	\$5,441	
East County Fire Protection District	\$750	\$468	\$220	
Ironhouse Sanitary District	\$6,758	\$6,758	\$6,758	

Diablo Water District	\$8,636	\$8,636	\$8,636
Oakley Union Elementary School	\$4.03/s.f.	\$4.03/s.f.	\$4.03/s.f.
Liberty Union High School	\$1.50/s.f.	\$1.50/s.f.	\$1.50/s.f.
Antioch Unified School District	\$2.24/s.f.	\$2.24/s.f.	\$2.24/s.f.

**ESTIMATED AVERAGE COST – COST BASED ON TIME AND MATERIALS*

***ESTIMATED AVERAGE COST – COST BASED ON IMPROVEMENT VALUE*

SOURCE: CITY OF OAKLEY, 2013 AND 2014

Table 10-49 summarizes the estimated cost of fees for a single family home, a 40-unit residential subdivision, and a 40-unit multifamily project. Total fees for a 2,000 s.f. single family home are approximately \$59,444 while fees per unit for a 50-home subdivision (average home size of 2,000 s.f.) are \$59,722 per unit. Fees per unit for a 50-unit multifamily project with an average unit size of 950 s.f. are \$50,440 per unit. Fees for single family homes are similar to neighboring jurisdictions while fees for multi-family development are higher than neighboring jurisdictions. While the City generally has reduced impact fees (traffic, parks, and public facilities fees) for multifamily development compared to single family development, some outside agencies (water district, sanitary district, and schools) serving Oakley do not provide for a reduction in multifamily fees. The City also provides a reduced fee structure for senior housing and for second units. The City’s fees are generally comparable to fees of other regional jurisdictions.

As shown in Table 10-49, the majority of fees (60 percent of single family fees and 65 percent of multifamily fees) collected for development are for outside agencies. These outside agencies provide services necessary for health and public safety, particularly water, sewer, and school services and the City does not have the jurisdiction to reduce these outside fees.

It is noted that the Regional Transportation Development Impact Mitigation Fee is currently discounted; however, Table 10-48 reflects the full fee as the fee reduction is anticipated to end in 2015. The Regional Transportation Fee payment goes to completion of the new State Route 4, providing for regional funding assistance with the much-needed bypass. When a residential development project falls within the boundaries of the East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan (HCP/NCCP) inventory area, additional fees may apply. The HCP/NCCP provides an effective framework to protect natural resources in Eastern Contra Costa County, while improving and streamlining the environmental permitting process for impacts on endangered species. The HCP/NCCP provides for comprehensive species, wetlands, and ecosystem conservation and contributes to the recovery of endangered species in northern California. HCP/NCCP fees are applied to development projects impacting potential habitat and are one option for mitigating impacts to, or incidental taking of, State and federally listed threatened and endangered species (under the Endangered Species Act and California Endangered Species Act.) The HCP/NCCP fee varies by project, depending on the location of the parcel and habitat type.

The City has worked to reduce fees to the extent feasible. The City continues to see significant levels of residential development, including lower income housing, and the fees have not posed a constraint to date. It is noted that Chapter VI, Housing Plan, includes a program to regularly review development fees and to take appropriate actions to revise fees, if appropriate. For fees that are outside of the City’s control, the program requires the City to review the fees and to request fee reductions, to the extent feasible, from the administering agency.

Table 10-49
PLANNING, BUILDING, AND DEVELOPMENT IMPACT FEE ESTIMATES
FOR TYPICAL DEVELOPMENT PROJECTS

	Single Family Unit ¹	50-Unit Single Family Subdivision ¹	50-Unit Multi-Family Project ²
Planning and Building Department Fees			
Building Permit	\$3,953	\$197,650	\$87,650
Administrative Building Fees	\$1,186	\$59,300	\$29,750
Tentative Subdivision Map	-	\$11,938	-
Development Agreement		\$488	-
Zoning Administrator Review	\$1,225	-	\$1,225
Planning Commission City/Council Review	-	\$3,363	-
Residential Density Bonus Review	-	-	\$1,465
Subdivision Map	-	\$11,938	-
Final Map Check	-	\$5,770	-
Public Improvement Plan Review	-	\$25,969	\$4,324
Grading Plan Review and Inspection	-	\$15,687	\$6,710
Subtotal Planning and Building Fees	<i>\$6,364</i>	<i>\$332,103</i>	<i>\$131,124</i>
Development Impact Fees			
City Impact Fees	\$24,129	\$1,206,464	\$751,700
Outside Agency Impact Fees	\$46,064	\$2,303,200	\$1,634,675
Total Fees (Planning/Building and Impact Fees)	\$76,557	\$3,841,767	\$2,517,499
Fee per Unit	\$76,557	\$76,835.34	\$50,349.98

¹SINGLE FAMILY UNITS ESTIMATED TO BE 2,000 S.F.

²MULTI-FAMILY UNITS ESTIMATED AT AN AVERAGE OF 950 S.F.

SOURCE: CITY OF OAKLEY, 2013 AND 2014; DE NOVO PLANNING, 2014

11. Local Processing and Permit Procedures

Applications for development permits are made in writing to the Community Development Department. Application processing times 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, development permit approval processing in Oakley does not create any unnecessary delays or increases to the cost of housing.

The City is required to determine if an application is complete within 30 days of receipt. Once deemed complete, application processing begins. Applications are reviewed for consistency with the General Plan and Zoning Code, and conformance with design standards. In general, applications require 45 days for staff review and 90 days, if Planning Commission approval is required. A project requiring City Council approval will generally require an additional 90 days. An approved development plan will remain in effect for three years. All residential development in the City require either Planning Commission and/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 Tentative Subdivision Map. The process can take six months to a year for approval.

The Planning Commission has recently been disbanded and the City Council absorbed the duties of the Planning Commission. Multi-family projects are permitted by-right in the Multiple Family Residential Districts (M-9, M-12, and M-17) and the Mobile Home Residential District (MH). However, the City Council reviews and approves design review applications for multi-family projects unless the project is a qualifying affordable housing project, in which case design review is completed at the staff level.

Certain applications for development are subject to the requirements of the California Environmental Quality Act (CEQA) and 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 constrain residential development in Oakley.

As described under Section 10 (Development Fees), some development projects may need to comply with outside agency requirements, including payment of applicable fees.

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 the City’s development review and permitting process are not considered to constrain housing development.

Table 10-50 illustrates the typical development timelines for various applications and permits.

**Table 10-50
DEVELOPMENT PLAN REVIEW PROCESS**

Project Type	Reviewing Authority	Timeframe
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		
<i>Source: City of Oakley</i>		

12. Environmental and Infrastructure Constraints

a. Environmental Constraints

Environmental hazards affecting housing units include geologic and seismic conditions, which provide the greatest threat to the built environment. The following hazards may impact future development of residential units in the City.

i. Seismic Hazards

Oakley is bordered by the San Joaquin River side of the Delta to the north, 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 two major seismic faults located near the City of Oakley are the San Andreas and Antioch Faults. The City of Oakley is underlain by the Brentwood Fault, which is inferred active on the basis of scattered small magnitude earthquakes near the trace of the fault. Other inferred active faults just west of Oakley are the Davis and Antioch Faults.

As required by the State of California, the Oakley General Plan contains policies regarding geologic and seismic hazards within the Health and Safety Element. The goal of the City of Oakley General Plan seismic hazard policies is to 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. The following policies are included in the Health and Safety Element:

- Recognize that a severe earthquake hazard exists and reflect this recognition in the City's development review and other programs
- Include a thorough evaluation of geologic-seismic and soils conditions at risk in all significant land use decisions (General Plan Amendment, Rezoning, etc., affecting ten acres or more)
- Require the design of structures for human occupancy for satisfactory performance under earthquake conditions
- 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

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 a dam inundation area.

ii. Soils

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. 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 association. 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.

iii. Flooding

Substantial areas within the City are subject to flooding, especially areas along the shoreline of the Delta and northeast of the Contra Costa Canal. The Marsh Creek area, the majority of the City's shoreline areas, and the entire Cypress Lakes Sphere of Influence (SOI) area are within the 100-year floodplain. The City 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. The goal of the Flood Hazards section of the Health and Safety Element is to protect public safety and minimize the risk to life and property from flooding. Policies regarding flood hazards include:

- Applications for development at urban or suburban densities in 100-year floodplain areas where there is a serious risk to life and property shall demonstrate appropriate solutions or be denied
- 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.

In addition, the following policies must be considered in areas prone to flooding:

- 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
- 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
- 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
- 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
- Review flooding policies as they relate to properties designated by FEMA as within the 100-year floodplain
- 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

iv. Toxic and Hazardous Wastes

Heavy industrial land uses centered in northwest Oakley have the potential to present significant risk to public safety. Potential hazards include explosion and flammability of petroleum products and other chemicals, and chemical toxicity. The former DuPont Chemical Plant was located in northwest Oakley; however, the site has since closed and DuPont is in the process cleaning up the site. The presence hazardous materials within Oakley poses a potential safety hazard.

Pipelines for the transportation of natural gas, crude oil, and refined petroleum products pass through Oakley, including residential and commercial areas. 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.

There are several active gas and oil wells in Oakley, most of which are far from populated areas of the City. 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.

To provide protection from hazards associated with the use, transport, treatment, and disposal of hazardous substances, the City has developed the following policies:

- Hazardous waste releases from both private companies and public agencies shall be identified and eliminated.
- Storage of hazardous materials and wastes shall be strictly regulated.
- Secondary contaminant and periodic examination shall be required for all storage of toxic materials.
- Industrial facilities shall be constructed and operated in accordance with up-to-date safety and environmental protection standards.
- 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.

v. Fire Hazards

The City of Oakley receives fire protection from the East Contra Costa Fire Protection District (ECCFPD). The ECCFPD 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.

The ECCFPD provides service to structural, wildland, vehicle, and miscellaneous exterior fires; vehicle accidents involving disentanglement and extrication; medical emergencies and hazardous materials incidents. The District currently has one fire station, Station 93, serving the City of Oakley, as well as other stations serving areas outside Oakley.

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 9½ 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 one day per year, and Class 2 having one to 9½ days per year.

In order to promote a high level of emergency preparedness and protect public health and safety in the event of a natural or human-caused disaster, the City has developed the following policies in the Growth and Management Element of the General Plan:

- Promote and encourage the high service level of fire protection services within Oakley.

- Require that new development pay its fair share of costs for new fire protection facilities and services.
- Identify needed upgrades to fire facilities and equipment during project environmental review and planning activities.
- Incorporate analysis of optimum fire and emergency service access into circulation system design to maximize the effectiveness of existing and proposed fire protection facilities.
- 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.
- 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.

vi. Noise

According to the Noise Element of the Oakley General Plan, there are no obvious sources of disruptive noise in the City. Ambient noise can be heard, especially in those areas adjacent to major highways, intersections, and rail lines.

As development occurs, additional noise disturbance 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 conditions. 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, the City can effectively address any proposed sources of noise or noise conflicts as they arise.

vii. Vegetation and Wildlife Habitat

Vegetation within the Oakley area includes agricultural and ruderal fields, perennial and seasonal marsh, orchards, riparian habitat, and landscaped (developed) vegetation communities.

The General Plan includes policies aimed at encouraging the preservation of important ecological and biological resources. The General Plan encourages the development of open space uses in an ecologically sensitive manner and the preservation and enhancement of the natural characteristics of the San Joaquin Delta and Dutch Slough in a manner that encourages public access. In addition, an effort should be made to preserve and expand stream corridors in Oakley, restoring natural vegetation where feasible.

viii. Rare and Endangered 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 Oakley. The HCP/NCCP conservation strategy will mitigate the impacts to the HCP/NCCP’s covered species and contribute to recovery of these species (see Section 10. Development Fee for more detail).

Special-status plant species including Delta mudwort, Mason’s lilaeopsis, rose mallow, and Suisun marsh aster have the highest potential to occur within the City. In general, habitat for these species includes the marsh habitat along the northern border of City.

One invertebrate species, curved-foot hygrotus diving beetle has the highest potential to occur within Oakley. Habitat for this species in the area includes the sloughs.

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 City. Generally, these species occur in aquatic habitats (marshes and sloughs), with the exception of the horned and legless lizards, which may occur in association with sandy soils.

Special-status mammal species that have the highest potential to occur in the City include San Joaquin kit fox, San Joaquin pocket mouse, and several species of bats. Generally, the pocket mouse and kit fox could occur in the open upland habitats in Oakley, and bats in the upland areas closer to water.

Special-status avian species including California black rail, Suisun song sparrow, tricolored blackbird, species of herons, ibis, 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 City. These species could potentially occur in undeveloped portions of Oakley.

ix. Agricultural Lands

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.

b. Infrastructure Constraints

i. Water

The Diablo Water District (DWD) provides water service to Oakley, and parts of Bethel Island and Knightsen. 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. 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.

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. This water is then stored in Los Vaqueros Reservoir to improve the water quality, minimize seasonal water quality variations, and provide emergency storage. The Los Vaqueros Reservoir has a capacity of 100,000 acre-feet of storage (32,600 MG).

All surface water is treated at the Randall-Bold Water Treatment Plant (RBWTP), which was completed in 1992 and is jointly owned by DWD and CCWD. The RBWTP has an initial capacity of 40 MGD with expansion capability to 80 MGD. 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.

Historically, due to deteriorating water quality, DWD utilized wells only for emergency purposes. To increase supply reliability, provide operational flexibility and meet future needs, DWD has embarked on a Well Utilization Program to locate a better supply of groundwater in the greater Oakley Area. The Well

Utilization Program would allow DWD to reduce its surface water supply purchases from CCWD and delay purchase of additional RBWTP capacity because groundwater could be used to help meet high water demands in the summer. In 2006, DWD completed the first phase of this project which consists of a well and pump station in Glen Park in the City of Oakley; a blending facility at the RBWTP; and an 18-inch diameter, 18,250-foot-long pipeline that conveys water from the Glen Park well to the blending facility. There are two more phases proposed which include two additional wells and a groundwater monitoring program.

The DWD Urban Water Management Plan identified an existing water demand of 1,816 million gallons (MG) in 2010 and projected that water deliveries would increase to 5,572 MG by 2035, based on buildout land uses and adopted General Plans of the jurisdictions served by DWD. DWD's supply sources in 2010 provided 3,074 MG, which was more than adequate to serve the existing demand. By 2035, DWD has planned to develop additional supply sources for a total supply of 6,651 MG, which is adequate to accommodate projected demand. It is noted that in order for development in the East Cypress Corridor area to be served by DWD through water purchased from CCWD, projects in the area would need to go through the Central Valley Project place of use process with the US Bureau of Reclamation. However, the City's RHNA is less than the buildout conditions projected within the City's General Plan and, as such, is within growth projections used by DWD to plan for water service to Oakley. Adequate water supplies exist or are planned to meet the needs of Oakley.

According to the City's General Plan, Oakley can supply water service to all areas within the City limits. Currently, existing infrastructure is available to sites identified in the vacant land survey. Additionally, Oakley will continue to meet its future demands through programs such as the Well Utilization Program.

ii. Sewer

The Ironhouse Sanitary District (ISD) provides wastewater service to Oakley, Bethel Island and unincorporated areas of eastern Contra Costa County. The City of Oakley and its Sphere of Influence (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.

The wastewater system is composed of collection, treatment, and effluent recycling facilities. ISD has recognized that the collection and treatment facilities must be expanded to meet future requirements. The daily flow is approximately 2.6 MGD and, as of 2009, the treatment system capacity was 3.0 MGD. ISD is expanding its capacity to 4.3 MGD with the opening of a new treatment plant in 2011.

According to the General Plan, ISD has estimated a future potential wastewater flow of 8.0 MGD within its SOI. ISD is proposing to upgrade and increase both its wastewater treatment capacity and effluent application area to meet future wastewater service needs and projected effluent discharge water quality requirements. This increased capacity will be in phases until the ultimate build-out is reached. In order to meet future potential wastewater flow, ISD is proposing to expand their wastewater treatment plant. This expansion is currently under environmental review.

In 2007, ISD updated the Sewer Master Plan. The SMP evaluates the capacity needs of ISD and identifies capital improvement projects. The SMP anticipates buildout of the areas it serves based on General Plans and similar document. The SMP anticipates future dry weather flows of 8.63 MGD and wet weather flows of 10.7 MGD. ISD's Capital Improvements Program is regularly updated and plans for expansion of wastewater treatment and conveyance facilities to keep pace with new development.

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 and prepares a Capital Improvements Program and annually updates its 5-year strategic plan. According to the General Plan, development within Oakley will not exceed ISD's planned maximum capacity limits.

13. East Cypress Corridor Annexation

In 2002, the Oakley City Council adopted the strategic goal of annexing the East Cypress Corridor area. In February 2004, the City determined that a specific plan should be prepared for the East Cypress Corridor area. As a result, the City authorized the preparation of the East Cypress Corridor Specific Plan for the development of approximately 2,546 acres of land in this area. An Environmental Impact Report (EIR) was prepared for the East Cypress Corridor Plan and was certified by City Council on March 13, 2006. On the same date, the City Council adopted the East Cypress Specific Plan, related General Plan Amendments, and CEQA findings for the approvals.

In April 2006, the EIR certification was challenged by the Greenbelt Alliance, who filed a petition for writ of mandate. On August 24, 2007, the Superior Court determined that the EIR was legally deficient and entered a judgment granting a peremptory writ of mandate. In compliance, the City rescinded their certification and authorized the preparation of a Supplemental EIR to address the specific legal deficiencies the Court had identified in its judgment and decision.

The City of Oakley issued a Notice of Preparation and Initial Study for the Supplemental EIR on October 26, 2007. On August 21, 2008, the Draft Supplemental EIR for the East Cypress Corridor Specific Plan was published for public review. The public review period was from September 5, 2008 through October 24, 2008. The City Council will conduct a public hearing on the matter on March 10, 2009.

For the purposes of the RHNA analysis, the annexation was not incorporated into the assessment of vacant land for this Housing Element period.

14. ON AND OFF-SITE IMPROVEMENTS

When developing land, the City may require the developer to dedicate land, construct, or pay fees to provide necessary on and off-site improvements. Land dedication, site improvements or fees may be required to provide adequate 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, based on the specific location and existing infrastructure. For infill projects where infrastructure may already be available, there may be a need to upgrade and/or expand the existing improvements to serve new residential development.

Road classifications and standards are found in the City's General Plan Circulation Element. They are as follows:

- Major Arterial – 4 or more lanes, 120 foot right-of-way

- Minor Arterial – 2 lanes, 76 foot right of way
- Collector – 2 lanes, 70-85 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. City roadways are required to be paved. Curbs/gutters and drainage facilities direct storm and runoff water out of residential developments.

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.

B. NON-GOVERNMENTAL CONSTRAINTS

1. Vacant and Underutilized Land

A thorough analysis of vacant and underutilized land within the City of Oakley is provided in Appendix B.

2. Land Prices

Land costs have a demonstrable influence on the cost and availability of affordable housing. Land prices are determined by numerous factors, most important of which are land availability and permitted development densities. As land becomes less available, the price of land increases. Vacant, unentitled residential land in Oakley is approximately \$58,000 to \$100,000 per acre. Individual residential lots range from \$99,000 to \$250,000 acre. A vacant multi-family site is priced at \$201,153 per acre.

Land costs in the San Francisco Bay Area are relatively high as compared with the rest of the nation. 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. Given the current downturn in the real estate market and the limited number of parcels for sale, land price projections are difficult to track accurately.

3. Construction Costs

Construction costs are primarily determined by the costs of materials and labor. They are also influenced by market demands and market-based changes in the cost of materials. Construction costs depend on the type of unit being built and the quality of the product being produced. Construction costs have remained relatively steady, due in part to the economic downturn. Table 10-51 summarizes the estimated construction costs based on type of development in Oakley.

**Table 10-51
CONSTRUCTION COST ESTIMATES**

Development Type	Cost per Square Foot
Single-Family Residential	\$100-125
Town homes/Condominiums	\$150-180
Multiple-Family- garden style apartments	\$200

Multiple-Family- stacked flats with structured parking	\$250
<i>Source: City of Oakley</i>	

4. Financing

Mortgage interest rates have a large influence over the affordability of housing. Higher interest rates increase a homebuyer’s monthly payment and decrease the range of housing that a household can afford. Lower interest rates result in a lower cost and lower monthly payments for the homebuyer.

When interest rates rise, the market typically compensates by decreasing housing prices. Similarly, when interest rates decrease, housing prices begin to rise. There is often a lag in the market, causing housing prices to remain high when interest rates rise until the market catches up. Lower-income households often find it most difficult to purchase a home during this time period.

As shown in Table 10-52, the number of loan applications increases as income increases. The percentage of persons denied for a home loan in the Oakland-Fremont-Hayward Metropolitan Area is highest for the very low-income (less than 50 percent of the MFI) category, at 21.7%.

Table 10-52
MORTGAGE LENDING RATES-2012
OAKLAND-FREMONT-HAYWARD MSA

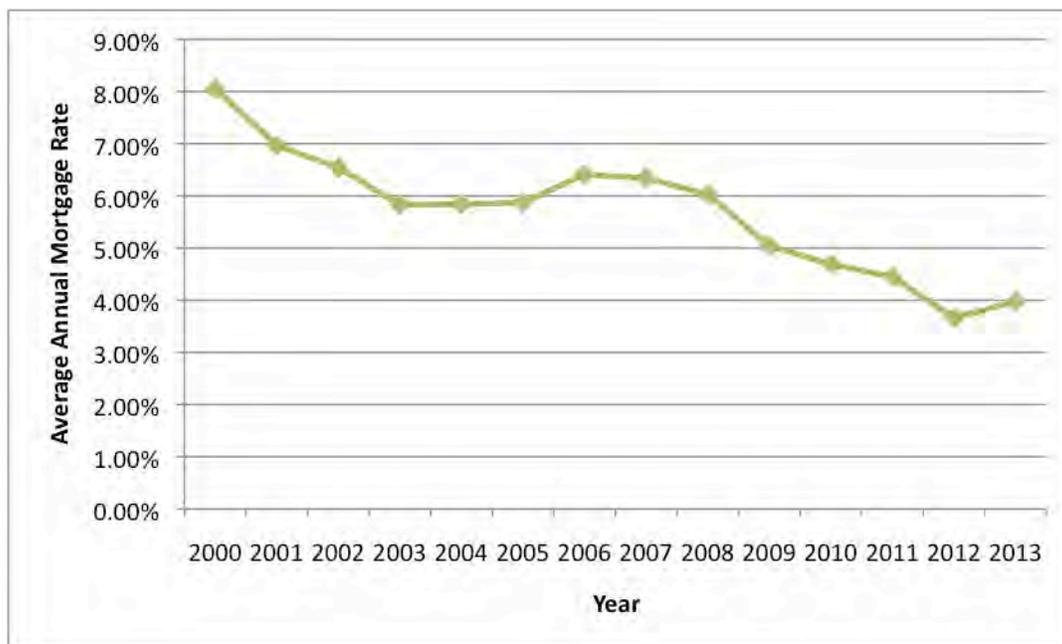
Income Group	Total Applications	Loans Originated	Applications Denied	Percentage Denied
<50% MFI	1,910	1,147	415	21.7%
50-79% MFI	3,748	2,527	562	15.0%
80-99% MFI	2,371	1,649	300	12.7%
110-119% MFI	2,321	1,647	256	11.0%
120% MFI	11,802	8,750	1,050	8.9%
Total	22,152	15,720	2,583	11.7%

Source: Federal Financial Institutions Examination Council (FFIEC), HMDA Data, 2014

Figure 10-2 shows the average interest rates between 2000 and 2013. Average annual interest rates have generally decreased from approximately 8% in 2000 to approximately 4% in 2013. Interest rates are determined by national policies and economic conditions and there is little that a local government can do to affect these rates. However, in order to extend home buying opportunities to lower-income households, jurisdictions can offer interest rate write-downs. Additionally, government insured loan programs may be available to reduce mortgage down payment requirements.

There have been recent changes in the qualifications and lending standards for home loans. Nationally there has been a large increase in the number of delinquencies and foreclosures in the residential market; as a result, lenders have more stringent qualifications for home loans and lower-income households may find it more difficult to qualify.

Figure 10-2
AVERAGE ANNUAL MORTGAGE RATES 2000 - 2013



Source: Freddie Mac Primary Mortgage Market Survey, 2014

5. Energy Conservation

Energy conservation remains a major priority in the City of Oakley. The City continues to require compliance with Title 24 of the California Administrative Code on the use of energy efficient appliances and insulation. Through compliance with Title 24, new residential development has produced reduced energy demands.

Pacific Gas and Electric Company (PG&E), which provides electricity and gas service in the City of Oakley, offers public information and technical assistance to homeowners regarding energy conservation. PG&E provides numerous incentives for energy efficient new construction and home remodeling. Remodeling rebates include cool roofs, insulation and water heaters. Residents are granted between \$150 - \$200 per 1,000 square feet for installed cool roofs and attic and wall insulation. Installing new energy-efficient water heaters qualifies residents with a \$30 rebate.

PG&E also offers energy-efficiency tax credits under the Energy Policy Act of 2005. Both homeowners and builders may qualify for these tax credits. Existing homeowners are eligible for tax credits up to a maximum of \$500 for energy-efficiency improvements. An additional tax credit is available for solar energy systems. Builders of energy-efficient new homes are eligible for tax credits up to a maximum of \$2,000.

The City will develop an energy conservation strategy, which may include but is not limited to the following programs to further encourage energy and resources conservation:

- Provide incentives, such as expedited plan check or reduced building permit fees, for developments utilizing green building or sustainable design
- Promote the programs offered by PG&E through informational materials at City Hall, on the City's website, and at other public locations

- Develop green building and sustainable design standards
- Provide educational materials and technical assistance regarding energy conservation and green building
- Encourage green building and energy conservation techniques in projects utilizing the City's rehabilitation program or in City-assisted new construction

There are a number of national voluntary recognition programs that encourage energy efficient homes and green building practices and provide guidance to cities and developers. Some of the programs utilized by the housing industry include:

- U.S. Green Building Council's LEED green building programs
- Build it Green's Green Point Rated program
- National Association of Home Builders Model Green Home Building program
- U.S. Environmental Protection Agency's Energy Star® for Homes program
- Building Industry Institute's California Green Builder program

Many of these programs have been designed to reduce the impacts associated with the construction and operation of residential buildings through reductions in energy and water use, use of innovative technologies, reduced maintenance costs, and improved occupant satisfaction. These programs and other programs similar to these have been applied to numerous single- and multi-family residential projects throughout California and nationwide.

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IV. LAND RESOURCES AND AT-RISK UNITS

A. ADEQUATE SITES ANALYSIS

Each city is mandated through State Housing Element Law to demonstrate it has adequate sites available through appropriate zoning and development standards and with the required infrastructure for a variety of housing types and income levels. The City must demonstrate it has capacity or adequate sites to accommodate the projected need for housing through the 2014-2022 planning period.

The State Department of Finance (DOF) is responsible for developing the total Statewide housing demand projection. With the State Department of Housing and Community Development (HCD), this demand is apportioned to each of the State's regions. The demand represents the number of additional units needed to accommodate the anticipated growth in the number of households, to replace expected demolitions and conversions of housing units to non-residential uses, and to allow for a future vacancy rate conducive to a healthy functioning housing market.

The Association of Bay Area Governments (ABAG), the Council of Governments (COG) representing the region, in cooperation with local jurisdictions, is responsible for allocating the region's projected new housing demand in each jurisdiction. This process is known as the Regional Housing Needs Allocation (RHNA) and the goals are referred to as the RHNA goals or the "regional share" goals for new housing construction. The allocation takes into account factors such as employment opportunities, market demand for housing, availability of suitable sites and public facilities, community patterns, types and tenure of housing needs and others. The allocation is divided into four income categories:

- · Very-Low Income – 0 to 50 percent of the median income
- · Low Income – 51 to 80 percent of the median income
- · Moderate Income – 81 to 120 percent of the median income
- · Above-Moderate Income – more than 120 percent of the median income

In determining a jurisdiction's share of new housing needs by income category, the allocation is adjusted to avoid an over-concentration of lower-income households in one jurisdiction. In addition to the allocation in the four income categories, recent legislation requires cities to consider the needs of Extremely-Low Income households earning 30 percent or less of the median income.

The RHNA prepared by ABAG for the planning period of January 1, 2007 through June 30, 2014, identifies Oakley's projected regional share need as 775 new housing units.

1. Construction Achievements in 2014

To determine the housing site needs for the 2014-2022 RHNA period, the needs are adjusted by the actual number of housing units constructed from January 1, 2014, to the current period, or a total of 70 units (through May 31, 2014). Of the 70 units constructed, 29 units are affordable to moderate income households. The remaining 41 are assumed to be affordable to above moderate income households. An additional 48 units are under construction, including a 29-unit affordable multifamily project. Based on this adjustment, the remaining RHNA need for Oakley to accommodate is 1,048 units, with the allocations based

on income category shown in Table 10-53.

**Table 10-53
ADJUSTED RHNA NEED**

Income Category	Dwelling Units			
	RHNA Allocation	Units Constructed	Units Under Construction	Remaining RHNA Need
Extremely-Low ¹	158	0	3 ²	155
Very-Low	157	0	15 ²	142
Low	174	0	11 ²	163
Moderate	175	29	4	142
Above-Moderate	502	41	15	446
Total	1,168	70	48	1,048
Notes:				
1 Regional share of Extremely-Low income units is assumed 50 percent of the Very-Low income units.				
2 CBH Project – Carol Lane				
<i>Source: ABAG, City of Oakley</i>				

2. Current Projects

The remainder of Oakley’s RHNA needs for moderate and above moderate income households can be met through projects that are entitled but not yet constructed and through projects that are under construction.

A total of 5,348 units have been entitled and are either located in projects that are entitled, but not yet under development, or projects that are under development. Table 10-56 identifies entitled projects that are not yet under development. Table 10-57 identifies entitled projects that are under development, including the total number of units approved, number constructed, and number of units remaining to be developed. Entitled projects are shown on Figure HO-1.

Of these, 4,532 single family units and 195 multifamily units are entitled, but not yet constructed (Table 10-54) and an additional 4,991 single family/multifamily detached units and 567 multifamily attached units are planned in the approved East Cypress Corridor Specific Plan. As identified in Table 10-55, an additional 516 single family and 105 multifamily units are located in approved projects that are either partially or entirely under construction.

The single family units in Tables 10-54 and 10-55 are anticipated to be affordable primarily to above moderate income households; however, based on advertised sales prices and available market data, it is anticipated that approximately 30% of the single family units (2,856 units) will be affordable to moderate income households based on market conditions and current sales prices. These entitled projects are more than adequate to accommodate the City’s remaining need for moderate and above moderate income units. As identified in Section 3 below, the City has additional sites appropriate for single family and high density single family uses that can accommodate additional moderate and above moderate income households.

Of the approved and under construction projects identified in Table 10-55, 29 multifamily units are currently being constructed by the Corporation for Better Housing as an affordable housing project that will provide 3 extremely low, 15 very low, 11 low, and 1 moderate income units. The remaining 75 units on the Corporation for Better Housing site will be affordable to very low and low income households, pursuant to the project’s entitlements.

Table 10-54: ENTITLED PROJECTS, NOT YET CONSTRUCTED

Subdivision Tract Number	Development Name	Project Location	Resolution Number	Approved Lots/Units
7662	Stonewood - Seeno	Rose Lane	CC 05-03	215
8734	Seeno Homes	Grapevine Ln.	County Approved	28
8736	Pheasant Meadows - Discovery Builders	1860 O'Hara	CC 125-05	42
8787	Rosewood	4073 Rose Ave.	CC 40-10	61
8803	Brownstone 10 - DCM Group	Brownstone Rd	CC 18-07	50
8807	Villa Grove - Discovery Builders	2080 O'Hara	CC 37-07	50
8836	Vintner View - Discovery Builders	Grapevine Ln.	CC 82-06	16
8876	West of Gehringer School - JMH Weiss Road	South Simoni Ranch	CC 78-05	21
8904	Tuscany Estates - D.R. Horton	Cypress Road/Sellers	PC 08-06	97
8916	Heartwood Estates	Mellowood/Clearwood	CC 69-05	41
8973	Ponderosa Homes	Sellers, south of Railroad	CC 117-05	176
8975	Meritage Homes	Main St./Simoni Ranch Rd.	CC 38-07	75
8656	Daybreak Development	Coventry Dr.	PC 03-04	6
8728	Calandev - Stewart Fahmy	Fuscia Ave	PC 35-05	30
8985	Clyde Miles Construction - Lois Lane	Lois Lane	PC 05-06	11
9104	Cutino Property Ryder Homes	Within 8541/Cedar Glenn Drive	CC 141-06	20
9015	Cosetti & Creson - Global Investments	4219 Machado Lane	CC 114-06	98
9016	De Jesus Property- Global Investments	Sellers, north of Railroad	CC 53-06	71
9027	Duarte Ranch - Discovery Builders	Southeast Corner Laurel/Rose	CC 76-06	116
9030	Jeff Olson	3930 Marsh Way	CC 28-06	6
9032	Emerson Property Project	N/W: E. Cypress Rd. and Sellers Ave.	CC 107-10	567
9033	Gilbert - Castle/Ryder	Cypress Road/Sellers	CC 117-07	506
9043	Aspen Lane -Discovery Builders	Empire Rd./Carpenter	CC 146-06	16
9044	Laurel - Discovery Builders	Laurel near Rose Ave.	CC 30-07	20
9052	Mederos Subdivision	4761 Live Oak Ave.	CC 15-09	5
9080	KB Home - Teal Cove II	Cypress Grove/ Frank Hengle Way	CC 112-06	26
9088	Cedarwood	Knox Lane - Michelle Lane, Live Oak Ave.	CC 09-10	34
9156	Bethel Island LLC	Summer Lake South/ North of Rock Slough	CC 122-11	933 single family 195 multifamily
9191	Empire Station	Empire/Neroly	CC 39-08	47
9284	The Ranchettes at Neroly	Oakley Rd.	88-12	7
9285	Estates at Vineyard Acres	Knarlwood Rd. and Oakley Rd.	70-12	7
9307	Summer Lake North	N/E: East Cypress and Bethel Island Rds	CC 116-11	824
9311	KT KB Oakley	Bethel Is., Jersey Is., and Dutch Slough Rds	CC 45-12	276

10.0 – HOUSING ELEMENT

Subdivision Tract Number	Development Name	Project Location	Resolution Number	Approved Lots/Units
MS 03-978	--	60 Douglas Rd.	PC 30-05	4
MS 04-978	Zel Debelich	140 Hill Ave	PC 27-05	3
MS 04-980	Beers Minor Subdivision	30 W. Cypress Place	CC 61-05	3
MS 04-977	Thompson	151 Hill	PC 16-05	3
MS 05-978	Michelle Lane	300 Michelle Lane	PC 04-06	4
MS 06-976	Hooper Property	2836 Stirrup Drive	PC 20-06	2
MS 06-977	Dyer Property	115 Douglas Road	PC 26-06	2
MS 06-978	Hanoum Minor Subdivision	4790 Knarlwood Road	CC104-07	4
MS 06-979	Laniohan Property	91 Lozoya Way	CC 17-07	3
MS 06-982	Candelario Barragan	3239 Doyle Road	CC 75-07	4
MS 09-976	Baca Parcel Map	4901 Bethel Island Rd.	CC 90-10	2
	East Cypress Corridor Specific Plan (Specific Plan approved, individual projects need to request tentative maps, etc.). See Appendix B.			4,991 single family 567 multifamily
TOTAL				9,523 single family 762 multifamily units

Table 10-55: PROJECTS APPROVED AND UNDER CONSTRUCTION

Subdivision Tract Number	Development Name	Project Location	Resolution Number	Approved Lots/Units	Completed Lots/Units	Remaining Units
7562, 8900, 8955	Summer Lakes South (apx. 127 lots permitted by County)	East Cypress Annexation Area	County Approval	625	288	337
7590, 7655, 7760	Monarch Ranch (Amberwood) – West Coast Builders	4440 Live Oak Ave.	County Approval	155	119	36
8541	Cortina - Standard Pacific	5373 Main St.	PC 24-05	354	121	25
	Sagewood - Ryder Homes		PC 23-05		60	
	Tanglewood - Meritage		PC 11-05		148	
8737	Hawkeye	East of Marsh Creek/ South of Subd. 6963	CC 27-04	172	56	116
9199	Magnolia Park II	Neroly Road	CC 90-09	162	160	2
MS 08-978	Corporation for Better Housing	Oakley Apartments at 52, 52, 54, 59, 69 and 71 Carol Lane	CC 125-08	509 multifamily	404 completed	30 units under construction, 75 units remaining
TOTAL				1,468 single family 509 multifamily	952 single family 404 multifamily	516 single family 105 multifamily

3. Vacant and Underutilized Land

The City has approximately 602.72 acres of vacant and underutilized residential land without a current project entitlement or development agreement in place. These sites are anticipated to accommodate 1,559 single family and 137 multifamily units. The underutilized parcels are zoned for residential use, but are developed with residential units at densities lower than the maximum allowed or with non-residential uses and could accommodate additional units. Table 10-56 summarizes vacant and underutilized parcels and their additional development capacity. Sites included in the Inventory of Residential Land for Development (Table 10-56) are shown on Figure HO-1. Appendix A describes each vacant and underutilized parcels, identifying the zoning designation, General Plan designation, APN, acreage, existing uses, realistic capacity, and maximum development potential; please note that the East Cypress Corridor parcels are summarized in Appendix B. All of the underutilized parcels are minimally developed with single family homes and/or accessory structures and do not have extensive development that would limit the future use of the parcel for the residential uses considered in the General Plan, or are parcels that are mostly developed but could be split at some point to accommodate additional units as allowed by the General Plan and Zoning Code. Exhibit 1 and shows the locations of the vacant and underutilized parcels, except for the East Cypress Corridor Specific Plan parcels which are shown in Appendix B.

Table 10-56
INVENTORY OF AVAILABLE RESIDENTIAL LAND FOR DEVELOPMENT

Zoning Designation ¹	Total Vacant/ Underutilized Acres	Dwelling Units Per Acre	Realistic Yield (80% of Max) ²	Maximum Dwelling Unit Potential
Single Family				
Agricultural Living	80.52	1	52	64
Single Family R-40	115.41	1.09	78	96
Single Family R-15	138.70	2.90	296	360
Single Family R-10	122.75	4.34	420	517
Single Family R-6	124.45	7.26	701	870
P-1	3.31	4.34	12	15
	585.14		1,559	1,922
Multifamily				
M-9 – Multifamily Residential	9.33	9	61	78
M-12 – Multifamily Residential	8.25	12	76	95
TOTAL	17.58		137	173

¹All sites included in the table have a General Plan designation that is compatible with the zoning

²80% of maximum capacity, except for sites with proposed/approved projects, which are calculated based on the number of units in the project

³Includes 'detached' multifamily units in East Cypress Specific Plan

Source: City of Oakley, 2014; Contra Costa County GIS, 2014, East Cypress Specific Plan, 2006; De Novo Planning Group, 2014

4. Capacity to Meet Remaining RHNA Need

Based on constructed units and the current projects, the City has adequate approved and entitled projects to meet the City's moderate and above moderate income needs. The City has a total RHNA allocation of 175 moderate and 502 above moderate units. The single family and multifamily development projects identified in Table 10-56, which identifies a total of 4,991 single family and 567 multifamily units, is more than adequate

to accommodate the City’s allocation of 677 moderate and above moderate income units.

The City has a total allocation of 489 extremely low, very low, and low income units. The 6.37-acre portion of the CBH site has been approved and entitled for 105 units pursuant to a density bonus agreement with the project applicant. Construction is underway on 29 units (3 extremely low, 15 very low, 11 low, and 1 moderate income units) on a portion of the 6.37-acre site and capacity remains for an additional 75 units, consistent with the density bonus agreement and project entitlements.

After accounting for the CBH site, the City has 386 lower income units of the RHNA remaining to be accommodated. As identified by Government Code Section 65583.2(c)(3)(B)(i), a default density allowing at least 30 units per acre is appropriate to accommodate housing for lower income (extremely low, very low, and low) households for jurisdictions in metropolitan counties. The City’s non-entitled multifamily sites have densities of 9 and 12 units per acre. The City’s multifamily sites in the East Cypress Corridor Specific Plan allow densities of 9 and 12 units per acre and a maximum density of 20 units per acre with an affordable housing overlay. With the maximum density bonus available, these sites would allow 12.15 units per acre (M-9 x 1.35), 16.2 units per acre (M-12 x 1.35), and 27 units per acre (East Cypress 20 x 1.35). None of these densities are adequate to accommodate the City’s remaining allocation of 386 lower income units. The Housing Plan includes a program to rezone sites with the AHO designation accommodate the remaining need of 386 units. While the default density that can be assumed for Oakley to accommodate lower income housing is 30 units per acre, the AHO designation, with a base density of 24 units per acre for affordable housing projects, has successfully accommodated affordable housing in Oakley and is considered appropriate to continue to accommodate the City’s lower income housing needs.

a. Feasibility Analysis – AHO Designation and Lower Income Housing Sites

Recent projects in Oakley include the Oak Ridge Family Apartments, Oak Meadow Family Apartments, and Oak Forest Senior Villas. The Oak Forest Senior Villas was constructed in 2010; the Oak Ridge Family Apartments and Oak Meadow Family Apartments are currently under construction. Each of these projects provides 100% of units restricted to extremely low, very low, and low income households, with the exception of one manager unit in each project.

Recent Project Experience

Details regarding each project are provided in Table 10-57 below. The following analysis describes residential project experience, discusses market demand and trends, and describes the financial feasibility of developing affordable units in zones with a density that permits less than 30 units per acre.

**Table 10-57
RECENT AFFORDABLE RESIDENTIAL PROJECTS**

Project Name	Oak Ridge Family Apartments	Oak Meadow Family Apartments	Oak Forest Senior Villas
Zoning	AHO	AHO	AHO
Acres	1.25	1.39	1.61
Total Units	30	44	44
Type	4-story apartments (1, 2, and 3 bedroom units) with surface parking	4-story apartments (1, 2, and 3 bedroom units) with surface parking	4-story apartments (1 and 2 bedroom units) with surface parking
Year Built	Under construction	Under construction	2010

Project Name	Oak Ridge Family Apartments	Oak Meadow Family Apartments	Oak Forest Senior Villas
Actual Density	24 du/ac	31.6 du/ac	27.3 du/ac
% of Max. Density	100% of base density, 74% of max. density with density bonus	132% of base density, 97.5% of max. density with density bonus	114% of base density, 84% of max. density with density bonus
Affordability	3 units - 30% AMI 30 units - 45% AMI 12 units – 50% AMI 11 units – 60% AMI 1 unit - manager	5 units – 30% AMI 11 units – 45% AMI 18 units – 50% AMI 6 units – 55% AMI 3 units – 60% AMI 1 unit - manager	5 units – 30% AMI 7 units – 45% AMI 22 units – 50% AMI 9 units – 60% AMI 1 unit - manager
Land Assemblage	Multiple parcels assembled by developer and re-mapped through tentative parcel map	Multiple parcels assembled by developer and re-mapped through tentative parcel map	Multiple parcels assembled by developer and re-mapped through tentative parcel map
Total Development (Land, Construction, Permits, etc.) Cost per Unit	\$240,787	\$268,526	\$209,248
Land Cost per Unit	\$11,759	\$14,545	\$28,409
Land to Development Cost Ratio	4.9%	5.4%	13.6%
Per Unit Gap Financing	\$51,676 (Contra Costa County HOME Consortium loan and SLAH funds)	\$5,000 (Affordable Housing Program Grant - FHLBSF)	\$6,841 (Affordable Housing Program Grant - FHLBSF)

Source: City of Oakley, 2014; TCAC Applications

*Low Income Housing Tax Credit is not included in the gap financing as it is assumed that a successful lower income project will receive an LIHTC allocation as the primary source of financing.

Market Demand and Trends

The City’s regional housing needs allocation demonstrates anticipated market demand for new housing between 2014 and 2022. The City’s allocated new housing demand is 489 units for lower (extremely low, very low, and low income) households from 2014 through 2022. In addition, the City has 3,035 existing lower income households that are overpaying for housing that may support additional market demand for units restricted to and affordable to lower income households.

As demonstrated in Table 10-57, housing trends to accommodate the City’s lower income housing needs in recent years have been primarily multi-family apartment complexes, developed at densities of 24 to 31.6 dwelling units per acre. Most of these development projects have received density bonuses to accommodate higher densities to maximize benefits of the base zoning (Affordable Housing Overlay – 24 units per acre).

The AHO designation encourages affordable development by providing an increase in density to the 24 units per acre base density only to projects that include units affordable to very low and low income households.

This process encourages development of affordable housing and also encourages use of the density bonus by specifically specifying and encouraging use of the density bonus to accommodate higher densities, up to 32.4 units per acre, on the AHO sites.

Financial Feasibility

Recent projects in Oakley demonstrate the feasibility of constructing affordable housing on sites zoned for less than 30 units per acre. Affordable projects have been successfully planned, financed, and developed on sites that accommodate 24 dwelling units per acre through the AHO designation.

Each of the projects identified in Table 10-57 used tax credits as the primary source of financing, through the state's Tax Credit Allocation Committee LIHTC program. However, even with use of tax credits, each project had a remaining financing gap. The financing gap ranged from \$5,000 to \$51,676 per residential unit and was filled through various funding sources, including Contra Costa County HOME Consortium funds, Contra Costa County Summer Lake Affordable Housing (SLAH) funds, and Federal Home Loan Bank Affordable Housing Program (AHP) funds. Funding through the Contra Costa County HOME Consortium, Contra Costa Urban County CDBG Program, and Federal Home Loan Bank AHP funds continue to be available to assist in filling the financing gap for future development projects.

The Oak Ridge Family Apartments, Oak Meadow Family Apartments, and Oak Forest Senior Villas projects were each constructed on AHO sites that permit 24 units per acre. The Oak Meadow Family Apartments and Oak Forest Senior Villas projects received density bonuses and were constructed at 31.6 and 27.3 units per acre, respectively. This demonstrates that the AHO zoning, which allows a base of 24 units per acre for affordable housing projects, is sufficient and appropriate to accommodate lower income development in Oakley. It is noted that the projects developed on AHO sites are not only appropriate for low income households, but included a significant number of units affordable to extremely low and very low income housing.

While no regional studies have been conducted recently to determine typical affordable housing densities in the east Contra Costa County area or the broader region, recent affordable housing projects in the east county region include The Grove at Sunset Court with a density of 17 units per acre (54 units on 3.18 acres) in nearby Brentwood.

B. AT-RISK ASSISTED UNITS

State Housing Element Law requires the analysis of government-assisted housing that is eligible to change from low-income to market-rate housing during the 2007-2014 planning period and the five years subsequent (2015-2019). For the purpose of Housing Element Law, assisted housing developments are defined as multifamily rental housing complexes that receive government assistance under federal, State, and/or local programs. Housing assistance could include a rental subsidy, mortgage subsidy or density bonus for an assisted housing development. Government assisted housing may convert to market-rate for a number of reasons including expiring subsidies, mortgage repayments or expiration of affordability restrictions.

This section will address:

- An inventory of assisted housing units that are at-risk of converting to market rate housing;
- An analysis of the costs of preserving and/or replacing these units; and
- Resources that could be used to preserve at-risk units.

1. Inventory of Assisted Affordable Units

There are a total of 620 assisted housing units in Oakley. Of those units, none are “at-risk” of losing their affordability during the 2007-2014 planning period; 33 units are “at-risk” of losing their affordability between the years 2015-2019. Table 10-58 is an inventory of affordable housing units that are not at-risk between 2007 and 2019.

**Table 10-58
INVENTORY OF ASSISTED UNITS**

Project	Address / APN	Type of Unit	Program	Term of Affordability Restrictions/	Total Units	Assisted Units
Oakley Family Apartments	53 Carol Ln.	Family	LIHTC	2063	208	205
Oakley Place Senior Villas	65 Carol Lane	Senior	LIHTC/ County/RDA	2063	54	53
Oak Grove Terrace	67 Carol Ln.	Senior	LIHTC	2063	54	53
Oak Forest Senior Villas	71 Carol Lane	Senior	LIHTC	2065	44	43
Golden Oak Manor	5000 Kelsey	Family	LIHTC	2036	50	49
Silver Oaks	4991 Gardenia	Disabled	HOME Funds/ HUD 202/811	2039	23	23
Oakley Summer Creek	4950 Empire Avenue	Senior	LIHTC/City Funds/ RDA	2056	80	79
Cypress Grove	2000 Rubens Way	Family	LIHTC; Housing Fund; Tax Exempt Bond; HOME Funds	2061	96	95
Habitat for Humanity Homes	035-313-004, 035-313-009	Family		2050	9	9
TOTAL					618	609
<i>Source: City of Oakley</i>						

There are no assisted housing developments that are at-risk of converting from an affordable status to market rate in the next ten years. The earliest potential conversion, Golden Oak Manor, is in 2036. As there are no units at-risk of converting, a discussion of the cost to preserve affordability through new construction, rehabilitation, and/or subsidies is not required.

d. Resources for Preservation

There are a variety of federal, state and local housing programs to assist in the provision of affordable housing through new construction, acquisition/rehabilitation, and subsidies. The following summarizes the financial resources potentially available to developers and other entities interested in providing affordable housing and related services in the City of Oakley.

i. Federal and State Programs

Community Development Block Grants (CDBG) – CDBG funds are awarded to entitlement communities on a formula basis for housing activities. Funding is awarded on a competitive basis to each participating city. Activities eligible for CDBG funding include acquisition, rehabilitation, economic development and public services. The City of Oakley participates in the Urban County program, through which Contra Costa County administers CDBG funds for the unincorporated County as well as cities that participate in the program. The City may receive funds, on a competitive basis, through the Urban County program.

HOME Investment Partnership – HOME funds are granted by a formula basis from HUD to increase the supply of decent, safe, sanitary, and affordable housing to lower income households. Eligible activities include new construction, acquisition, rental assistance and rehabilitation. Oakley participates in the Contra Costa County-administered HOME Consortium, which administers HOME funds to projects in participating jurisdictions. HOME funds are typically allocated on a competitive basis.

Section 8 Housing Choice Voucher Program. The Section 8 Housing Choice Voucher Program provides monthly rental assistance payments to private landlords on behalf of low-income families who have been determined eligible by the Housing Authority of Contra Costa County. The program's objective is to assist low-income families by providing rental assistance so that families may lease safe, decent, and sanitary housing units in the private rental market. The program is designed to allow families to move without the loss of housing assistance. Moves are permissible as long as the family notifies the Housing Authority ahead of time, terminates its existing lease within the lease provisions, and finds acceptable alternate housing.

Section 8 – Project Based Assistance. The Section 8 Project-Based program is a component of the Housing Choice Voucher program. The program's objective is to induce property owners to make standard housing available to low-income families at rents within the program limits. In return, the Housing Authority or HUD enters into a contract with the owner that guarantees a certain level of rents. *Section 811/202 Program (Supportive Housing for Persons with Disabilities/Elderly)* – Non-profit and consumer cooperatives can receive no interest capital advances from HUD under the Section 202 program for the construction of Very-Low Income rental housing for seniors and persons with disabilities. These funds can be used in conjunction with Section 811, which can be used to develop group homes, independent living facilities and immediate care facilities. Eligible activities include acquisition, rehabilitation, new construction and rental assistance.

Affordable Housing Innovation Program (AHIP) – Loan and Practitioner Funds. The AHIP provides acquisition financing to developers, through a non-profit fund manager, for the development or preservation of affordable housing.

Building Equity and Growth in Neighborhoods (BEGIN). BEGIN provides grants to local jurisdictions to make deferred payment second mortgage loans to qualified first-time low- and moderate-income home buyers for the purchase of eligible newly constructed homes. No current funding is offered for this program.

California Housing Finance Agency (CalHFA) Multifamily Programs – CalHFA's Multifamily Programs provide

permanent financing for the acquisition, rehabilitation, and preservation or new construction of rental housing that includes affordable rents for Low and Moderate Income families and individuals. One of the programs is the Preservation Acquisition Finance Program that is designed to facilitate the acquisition of at-risk affordable housing developments and provide low-cost funding to preserve affordability.

CalHOME Program. CalHome provides grants to local public agencies and non-profit developers to assist households in becoming homeowners. CalHome funds may be used for predevelopment, development, acquisition, and rehabilitation costs as well as downpayment assistance.

California Housing Finance Agency (CHFA). 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 nonprofit sponsors through its acquisition/rehabilitation program.

Emergency Housing and Assistance Program (EHAP). EHAP provides funds to local government agencies and non-profit corporations for capital development activities and facility operation for emergency shelters, transitional housing and safe havens that provide shelter and supportive services for homeless individuals and families. No current funding is offered for this program.

Emergency Solutions Grant. The purpose of the Emergency Shelter Grants Program is to provide emergency shelter and related services to the County's homeless populations. Eligible activities include: the rehabilitation and conversion of buildings for use as emergency shelters; the provision of essential services to the homeless; operating support for emergency shelters; and homeless prevention/rapid rehousing activities. ESG funds administered by Contra Costa County can be used within the Urban County.

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.

Infill Infrastructure Grant Program. The program funds infrastructure improvements to facilitate new housing development with an affordable component in residential or mixed use infill projects and infill areas.

Joe Serna Jr. Farmworker Housing Grant Program (Serna). The Serna program finances the new construction, rehabilitation and acquisition of owner- and renter-occupied housing units for agricultural workers, with a priority for lower income households. No current funding is offered for this program.

Low Income Housing Tax Credits. The California Tax Credit Allocation Committee (CTCAC) administers the federal and state Low-Income Housing Tax Credit Programs. Both programs were created to encourage private investment in affordable rental housing for households meeting certain income requirements. Under these programs, housing tax credits are awarded to developers of qualified projects. Twenty percent of federal credits are reserved for rural areas, and ten 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 assisted 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 nine percent per year for ten years and a state credit of 30 percent over four years (high cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a four percent federal credit each year for ten years and a 13 percent state credit over four years. The CTCAC also administers a Farmworker Housing Assistance Program and a Commercial Revitalization Deduction Program.

Low-Income Housing Preservation and Residential Home Ownership Act (LIHPRHA). LIHPRHA requires that all eligible HUD Section 236 and Section 221(d) projects “at-risk” of conversion to market-rate rental housing through the mortgage prepayment option be subject to LIHPRHA Incentives. The incentives to owners include HUD subsidies which guarantee owners an eight percent annual return on equity. Owners must file a Plan of Action to obtain incentives or offer the project for sale to a) non-profit organizations, b) tenants, or c) public bodies for a 12 month period followed by an additional three-month sale to other purchasers. Only then are owners eligible to prepay the subsidized mortgages.

Multifamily Housing Program (MHP). The MHP program provides low interest loans to developers of affordable rental and transitional housing projects. Funds may be used for new construction, rehabilitation, acquisition and rehabilitation, or conversion of non-residential structures.

Preservation Interim Repositioning Program (PIRP). PIRP is a short-term loan program designed to preserve housing at risk of conversion to market rates. Only non-profits, dedicated to the provision of affordable housing, may apply. Local matching funds, together with PIRP funds, may not exceed 20 percent of total costs. No current funding is offered for this program.

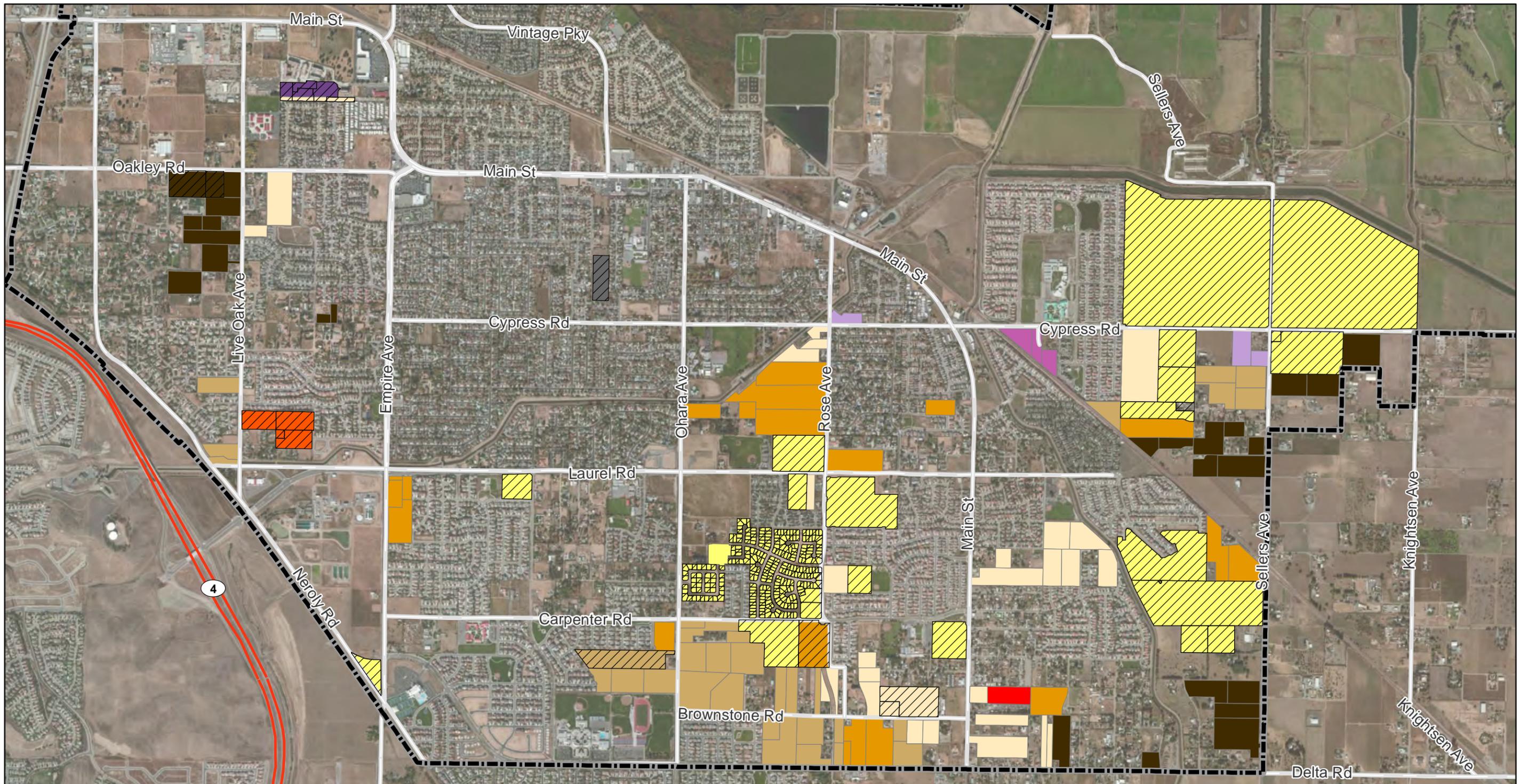
California Community Reinvestment Corporation (CCRC) – The California Community Reinvestment Corporation is a multifamily affordable housing lender whose mission is to increase the availability of affordable housing for Low Income families, seniors and residents with special needs by facilitating private capital flow from its investors for debt and equity to developers of affordable housing. Eligible activities include new construction, rehabilitation and acquisition of properties.

iii. Local Programs

With the statewide closure of redevelopment agencies, the City of Oakley no longer has a dedicated program and funding source to directly assist with the development of affordable housing. Local programs, such as the density bonus program and related incentives, are discussed in Chapter II.

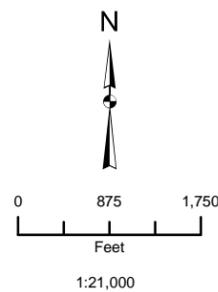
iv. Qualified Entities to Preserve At-Risk Units

24 non-profit corporations currently working in Contra Costa County and 96 entities working statewide have the experience and capacity to assist in preserving at-risk units. These organizations are tracked by HCD and up-to-date contact information for each entity can be obtained via the HCD website at: <http://www.hcd.ca.gov/hpd/hrc/tech/presrv/>.



Zoning Designations

 P-1	 M-17	 R-15	 Entitled
 P-1-NP	 R-6	 R-40	 Oakley City Boundary
 M-9	 R-10		
 M-12	 R-12		



CITY OF OAKLEY HOUSING ELEMENT

Figure HO-1: Inventory of Housing Sites

Data sources: Contra Costa County GIS; ESRI StreetMap North America; ArcGIS Online World Imagery. Map date: June 3, 2014.

V. EFFECTIVENESS OF PREVIOUS HOUSING ELEMENT

Accomplishments under the 2009 Housing Element are evaluated in this chapter in order to determine the effectiveness of the previous housing element, the City's progress in implementing the 2009 Housing Element, and the appropriateness of the housing goals, objectives, and policies. This evaluation is conducted pursuant to Government Code Section 65588.

A. REVIEW OF THE PREVIOUS HOUSING ELEMENT

The 2009 Housing Element program strategy focused on the accomplishment of policies and implementation of programs to encourage the production of new housing, including affordable and special needs housing, to encourage the rehabilitation and weatherization of existing housing, revisions to the City's Zoning Ordinance to remove constraints and address requirements of State law, to provide housing opportunities for extremely low income households, the elderly, disabled persons, large families, and homeless, including at-risk, persons through provision of appropriate programs and removal of constraints to development of units appropriate for these populations, and to encourage fair housing and non-discrimination. The 2009 Housing Element identified the following goals:

- **Goal 1 Production of New Housing.** Provide adequate sites to accommodate the City's share of regional housing needs through appropriate zoning and development standards; and where appropriate, removal of identified governmental constraints to the development of housing.
- **Goal 2: Rehabilitation of Existing Housing Stock.** Conserve and improve the condition of existing housing stock for all income levels.
- **Goal 3: Preservation and Conservation of Existing Housing Resources.** Preserve existing affordable housing and maintain community character.
- **Goal 4: Increase Access to Housing Opportunities.** Promote housing opportunities for all persons, regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.

The 2009 Housing Element included policies actions to achieve the identified goals. Table 10-60 analyzes each policy action provided in the 2009 Housing Element, describing the results of the program and recommending whether each policy action should be kept, modified, or removed in this update to the Housing Element.

B. APPROPRIATENESS AND EFFECTIVENESS OF HOUSING ELEMENT

The overarching goals and policies of the 2009 Housing Element continue to be appropriate to encourage the City's housing goals and will be kept in the Housing Plan. The 2009 Housing Element included policy actions that are appropriate to meet the requirements of State law. The City has maintained consistency with the policy actions in the 2009 Housing Element and implemented many programs, as described below. The policy actions related to maintaining the housing stock, providing adequate housing sites, encouraging new housing, ensuring fair housing opportunities, and encouraging energy efficiency continue to be relevant and applicable.

As discussed in Table 10-59, the majority of housing programs have been effective or are necessary and the intent of these programs will be kept in the Housing Element, with revisions to address identified specific housing needs, constraints, or other concerns identified as part of this update.

During the 2007-2014 Housing Element period, a total of 1,609 housing units were constructed. The City was extremely proactive in ensuring the Housing Element's effectiveness through rezoning adequate sites to

accommodate affordable housing and taking multiple steps to reduce constraints to housing development. Of the 1,609 housing units, 404 are affordable to lower income households (10 – extremely low, 214 – very low, and 180 – low) and 874 are affordable to moderate income households. Three senior affordable housing projects were developed, totaling 152 units. Large families were assisted through 105 units affordable to lower income households. The City updated its density bonus ordinance, accommodated emergency shelters, and revised the Affordable Housing Overlay designation.

The Housing Plan included in this 2014 Housing Element includes modifications to make programs more effective, clarify objectives, and ensure that the programs are implementable. See the Housing Plan for the goals and policy actions of this Housing Element.

C. SHORTCOMINGS OF THE PREVIOUS HOUSING ELEMENT

There were no significant shortcomings of the Housing Element. During a period where the housing market struggled, the City achieved substantial success in providing housing at a range of affordability levels as well as a variety of housing types to serve various populations, including families, seniors, large households, and lower income households. The full number of extremely low income units was not constructed; however, this is not due to a lack of effort but rather a lack of funding sources necessary for the deep subsidies required for extremely low income units. However, 10 extremely low income units were constructed and 3 more are under construction. Several policy actions require refining in order to fully address requirements of State law related to transitional and supportive housing as discussed in the table below.

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 1.1: Provision of Adequate Sites to Meet Remaining RHNA Need.</u></p> <p>To ensure the availability of adequate sites to accommodate the City’s projected future construction needs by income category, the City shall review existing entitlements for the Corporation for Better Housing site(s) referred to in Appendix B: Land Resources of the 2009 Housing Element. The City shall enter into an agreement with the Corporation for Better Housing to provide 88 Extremely-Low Income units.</p>	<p>Sites for 88 extremely low income units</p>	<p>The City has worked with CBH to provide affordable units in a 17.95-acre affordable housing community and entered into an agreement with CBH to accommodate 88 extremely low income units, if adequate funding is available. To date, 404 low income units have been provided, including 10 extremely low income units. An additional 105 lower income units have been approved on the remaining 6. acres of the CBH site; 29 of these units are under construction (3 extremely low, 15 very low, 11 low, and 1 moderate) and the remaining 75 units are required to be affordable to lower income households, including extremely low. While 88 extremely low income units have not been constructed due to a lack of financial resources, this program has been very successful in ensuring that affordable housing provides an extremely low income component.</p>	<p>This program will be kept in the Housing Plan, but will be revised to ensure adequate sites for the City’s RHNA for the 2014-2022 cycle.</p>
<p><u>Policy Action 1.2: Rezoning for Consistency with the General Plan</u></p> <p>Upon incorporation, the City inherited the Contra Costa County General Plan and Zoning. In 2002, the City adopted its first General Plan. Thereafter, the City began a rezoning program to establish consistency between the City’s General Plan land use designations and the Official Zoning Map. The City shall complete the rezoning program, including the rezoning of land to designations appropriate for residential development.</p>		<p>In 2011, the City rezoned residential properties to be consistent with the General Plan and to provide additional sites for residential development.</p>	<p>This program has been implemented and will be removed from the Housing Plan.</p>
<p><u>Policy Action 1.3: Amend Density Bonus Ordinance</u></p> <p>The City’s existing Density Bonus Ordinance provides for incentives, concessions, and other regulatory procedures that</p>		<p>In September 2010, the City revised the Density Bonus Ordinance to be consistent with State law. This program has been successful in encouraging affordable housing. The CBH</p>	<p>The program has been implemented and will be updated accordingly.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p>facilitate and encourage the development of affordable housing in the community. To further the effectiveness of the Density Bonus Ordinance, the City shall review and revise the existing Density Bonus Ordinance as required by recent legislation (AB 2280) and any future revisions to State density bonus law.</p>		<p>project has applied for and received two density bonuses, which have resulted in the approval of 510 affordable units, 404 of which have been developed, 29 are under construction, and the remaining units are anticipated to be constructed during the 2014-2022 RHNA cycle.</p>	
<p><u>Policy Action 1.4: Review and Revise Development Fees</u> The City will monitor required development fees including in-lieu fees, development impact fees and processing fees, with the aim of reducing constraints on the development of affordable residential projects, including, but not limited to, senior housing, housing for farmworkers, emergency/transitional housing, and housing for persons with disabilities. To respond to changing local market conditions during the planning period, the City shall revise required development fees, if it is deemed appropriate.</p>		<p>Development fees were reviewed and revised as part of the Fee Schedule Update approved in August 2009. Development impact fees for multi-family units were adopted at lower rates than the development impact fees for single family units, in order to encourage multi-family development and remove constraints to housing for special needs populations. The traffic impact fee for senior residential development was reduced as well to remove constraints to senior housing. In 2011, the City adopted a Fee Reduction Incentive Program, which reduces select development impact fees in order to incentivize construction of residential development, particularly finished single family lots. In 2013, the Fee Reduction Incentive Program was extended through June 30, 2015.</p>	<p>This program will be kept in the Housing Element.</p>
<p><u>Policy Action 1.5: Promote Energy-Conserving Programs</u> To enhance the efficient use of energy resources, the City shall develop an energy conservation strategy that includes but is not limited to programs that: 1) provide incentives for developments utilizing green building techniques and sustainable design; 2) promote programs offered by PG&E; 3) develop green building and sustainable design standards; 4) provide educational materials and technical assistance; and 5) encourage green building and energy conservation in projects</p>		<p>The City has adopted the California Energy Code and CalGreen (the California Green Building Standards Code) and performs plan review to ensure projects meet the requirements of State codes for energy use. The City supports the East Bay Energy Watch, a collaboration between PG&E and local governments that assists residents with reducing energy use through Green House Calls, SmartSolar, and</p>	<p>This program has been successful and will be updated and kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
utilizing the City’s rehabilitation program or in other City-assisted new construction.		Energy Upgrade California programs, and provides information regarding rebates and other incentives for switching to energy-efficient appliances, roofs, windows, and fixtures.	
<p><u>Policy Action 1.6: Encourage Residential Development in Areas Served by Public Transit</u></p> <p>To encourage residential development in areas where regular transit service exists or is anticipated to serve, the City shall establish and utilize a criteria of proximity to public transit in the review of proposed residential development. The City shall continue to offer various incentives to developers for transit-serving development, including but not limited to reduced parking standards and reduced setback requirements.</p>		The City did not adopt a city-wide standard for proximity to transit as it may serve as a constraint on residential development but rather encouraged high density and mixed use residential uses in proximity to transit through the Downtown Specific Plan. In 2010, the City adopted the Downtown Specific Plan which is within ½ mile of public transit. The DSP encourages residential transit-serving development through allowing reduced parking, reduced setbacks (in comparison to other zones), and densities up to 45 dwelling units per acre. The General Plan also supports high density development near transit corridors.	This program has been successful and will be updated and kept in the Housing Element.
<p><u>Policy Action 1.7: Develop an Inventory of Available Land Resources</u></p> <p>The City shall develop an inventory that details the amount, type, and size of vacant and underutilized parcels to assist developers in identifying land suitable for residential development. The City will include the land inventory in the City’s comprehensive housing outreach strategy.</p>		The City developed a comprehensive map of vacant and underutilized parcels. The map has been updated and an inventory, including APNs, acreage, zoning, and General Plan designation, has been created to assist developers in locating housing sites.	This program will be kept in the Housing Element.
<p><u>Policy Action 1.8: Inclusionary Housing Requirements</u></p> <p>In accordance with California Community Redevelopment Law, the City’s Redevelopment Agency requires production of affordable housing units in conjunction with Agency-developed housing or in housing projects within the Redevelopment Project Areas. The City will continue to implement the provisions of the adopted Inclusionary Ordinance and monitor</p>		During the 2007-2014 planning period, 434 lower and moderate income units were constructed within the former RDA boundary. With the State-mandated closure of the RDA, the associated inclusionary housing program has ended.	While this program has been successful, it will be removed from the Housing Element as it is no longer active due to the closure of the RDA.

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p>the program through the annual review and reporting of the Housing Element.</p>			
<p><u>Policy Action 1.9: Encourage Infill Development</u></p> <p>The City will encourage infill development as a means to provide additional opportunities for the construction of owner and rental housing units. The City shall encourage and facilitate infill development through proactive and coordinated efforts with the Planning Department, private development and non-profit entities, and other housing related groups. Through these efforts, the City’s aim is to encourage the construction of residential development affordable to Extremely-Low, Very-Low, Low and Moderate Income households through a menu of incentives, such as streamlined review, reduced development standards, land assemblage, lot consolidation, fee assistance, and other methods. The City will provide information on potential infill development areas and available incentives as part of the City’s comprehensive housing outreach strategy.</p>		<p>The City encourages infill development as identified by this policy. The City’s map of vacant and underdeveloped sites that was prepared under Policy Action 1.7 specifically includes infill sites in order to encourage development of these sites. The City’s Downtown Specific Plan also encourages infill and mixed use residential development.</p>	<p>This program has been successful and will be kept in the Housing Element.</p>
<p><u>Policy Action 1.10: Jobs-Housing Balance Evaluation</u></p> <p>Jobs-housing balance is a measure of the harmony between employment and dwelling units in a specific area. A low jobs-housing ratio indicates a housing rich “bedroom community,” while a high jobs-housing ratio indicates an employment center. In areas where jobs and housing are in balance, residents on average commute shorter distances and spend less time in cars, reducing transportation-related environmental impacts and improving quality of life. The City shall promote a jobs/housing balance in the community by analyzing the status of jobs and housing within the community and providing information to large employers of new commercial and industrial projects on housing developments within the community.</p>		<p>The City maintains a comprehensive list of approved and development subdivisions and affordable housing projects within the City. This list is available to large employers within the City. The City’s Downtown Specific Plan encourages a mix of uses, including retail, office, entertainment, restaurant, civic, and residential uses, to provide more employment opportunities and improve the overall jobs/housing balance.</p>	<p>This program has been successful and will be kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 1.11: Annual Review and Reporting of Housing Element Progress</u></p> <p>As required by State law, the City will conduct an annual progress review for the 2007-2014 Housing Element. This review will include the following information: a log of new residential development permits and completion reports; inventory of units built in the Extremely-Low, Very-Low, and Low Income categories; an update or inventory of approved projects; an annual estimate of population from the State Department of Finance; and available vacant land and zoning survey. The annual review will serve as proactive tool to monitor the effectiveness of the Housing Element’s policy program and can help identify necessary changes to successfully implement the City’s housing goals and policies.</p>		<p>The City has prepared annual progress reports each year and submitted the progress reports to HCD. This program has assisted the City in implementing the Housing Element and tracking the effectiveness of the Housing Element.</p>	<p>This program has been successful and will be kept in the Housing Element.</p>
<p><u>Policy Action 1.12: Affordable Housing Overlay</u></p> <p>To encourage affordable housing development in Oakley, the City has adopted an Affordable Housing Overlay (AHO). The AHO allows higher densities for projects on sites zoned Multi-Family High and meeting state density bonus requirements. The AHO also provides development standards consistent with the higher density allowed. To ensure effectiveness in implementation, the City shall revise the AHO to clarify that 24 dwelling units per acre will be used to calculate the base density under the density bonus provisions for qualifying projects. The City shall review and revise other provisions in the AHO to ensure consistency with the permitted base density, as appropriate. In addition, the City will consider other zones to apply the AHO to ensure future opportunities for affordable housing.</p>		<p>The City revised the AHO as described in Policy Action 1.12, including revisions to specify 24 dwelling units per acre as the base density and to identify the maximum density with density bonus in order to make the AHO easier to implement. The AHO was applied to the CBH site to increase the density and encourage affordable housing.</p>	<p>This program will be kept in the Housing Element, but will be revised as described in Chapter III.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 2.1: Rehabilitation of Existing Housing Units</u></p> <p>The City will continue to encourage the rehabilitation of existing housing units by providing information on programs available to assist in housing rehabilitation, such as the Contra Costa County Rental Rehabilitation Loan Program, the HUD 203(k) program, and additional programs as they become available through the City’s website, at City Hall and in conjunction with the City’s code enforcement program.</p>		<p>The City provides links to the Contra Costa County Rental Rehabilitation Loan Program and the HUD 203(k) program on the City’s website. The City does not operate a housing rehabilitation program at this time. While this program provides information for owners of rental housing that are interested in rehabilitation, it does not provide guidance to individual homeowners. A link should also be provided to the Contra Costa County Neighborhood Preservation Program (NPP), which provides housing rehabilitation assistance to jurisdictions in the Urban County CDBG program.</p>	<p>This program will be kept in the Housing Element, but will be revised to provide a link to the NPP website (www.cccounty.us/4334/Neighborhood-Preservation-Program) and to explore options to ensure dedicated housing rehabilitation funds through the Urban County CDBG program, State-administered CDBG program, and through either the County- or State-administered HOME programs.</p>
<p><u>Policy Action 2.2: Proactive Code Enforcement</u></p> <p>Within current staffing limits, the City will develop a proactive code enforcement strategy to enforce the City’s Building Code to address existing exterior and interior code violations that affect single-family and multi-family housing units. The proactive code enforcement strategy will include identifying focus areas with high concentrations of substandard housing, contacting owners of units identified as substandard, offering inspection services, and providing information on the City’s Single-Family Rehabilitation Loan and Grant Program available through the Redevelopment Agency.</p>		<p>The City has adopted and implemented a Property Maintenance Program and a Residential Rental Inspection Program in order to ensure that the condition of housing is reviewed and the housing codes are proactively enforced. The Property Maintenance Program requires residences to be maintained in habitable, safe conditions and addresses a range of potentially unsafe building conditions, including broken windows, paint deterioration, boarded up windows/doors, damaged conditions, unsafe wiring or gas connections, sanitation facilities, and yard maintenance. The Residential Rental Inspection program requires an annual inspection of rental units from the public right-of-way.</p>	<p>This program will be revised to ensure on-going implementation of the Property Maintenance Program and the Residential Rental Inspection Program as well as to change the information provided to owners of property in need of repair since the RDA housing rehabilitation program no longer exists.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 2.3: Infrastructure Preservation Program</u></p> <p>The City will continue to implement the Infrastructure Preservation Program through the City’s Capital Improvement Program to ensure that infrastructure facilities are adequately maintained and do not contribute to the deterioration of neighborhoods.</p>		<p>The City updates the Capital Improvement Program annually to plan and schedule infrastructure improvements. Improvements are based on adopted priorities and funding availability. The City aggressively implements CIP projects to ensure that the City has adequate infrastructure facilities. There are currently 15 capital improvement projects in process.</p>	<p>This program has been successful and will be kept in the Housing Element.</p>
<p><u>Policy Action 3.1: Monitor Assisted Housing Units</u></p> <p>The City has not identified any assisted housing units at-risk of converting to market-rate during the Planning Period. However, the City shall continue regularly monitor assisted housing units. The City will continue to maintain a database of assisted housing units. Annual reports, which are submitted by owners and managers of affordable units, will be filed with the Redevelopment Agency to ensure that all deed restrictions and agreements are in compliance.</p>		<p>The City maintains a list of affordable housing projects. For projects that have received City/RDA assistance, the City requires fiscal year financial information and proof of certification to be reported within 90 days of the end of the fiscal year. These reports are then audited to ensure that the properties are operated in compliance with deed restrictions and agreements. The City maintains active relationships with owners and management of affordable housing. This program has been successful in monitoring the affordable housing stock.</p>	<p>This program will be kept in the Housing Element.</p>
<p><u>Policy Action 3.2: Encourage Development of New Affordable Rental Housing for Remaining RHNA Need</u></p> <p>The City understands the importance of promoting the development of new rental housing affordable to lower income households where such development will promote a balanced inventory of housing types. The City shall encourage new affordable rental housing to meet the remaining RHNA need by continuing to offer regulatory and financial incentives such as a reduction in development standards, density bonuses, expedited permit processing, fee deferrals and public works modifications</p>	<p>88 extremely low income units</p>	<p>See Policy Action 1.1. During the planning period, the City entitled the CBH site for 509 affordable units. To date, 404 units, including 10 extremely low, 214 very low, and 180 low income units) have been constructed and an additional 30 affordable units are under construction. This program has been successful.</p>	<p>This program will be kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
to allow cost savings to developers of affordable rental housing units.			
<p><u>Policy Action 4.1: Increase Access to Homeownership</u></p> <p>To increase access to homeownership for Very-Low, Low and Moderate Income households, the City will support homeownership programs carried out by non-profit housing corporations through provision of land, financial assistance and/or technical assistance. The City will explore partnering in local first-time homebuyer programs or identify first-time homebuyer programs that can be provided by the City. The City will disseminate information about the available programs through an informational brochure that will be provided at City offices, the library and the City website.</p>		<p>The City currently does not participate in any first time homebuyers programs. The City participates in the regional HOME and CDBG programs, but neither program currently provides first time homebuyer assistance. With the closure of the redevelopment agency, the City has lost a significant source of funding for affordable housing, including potential funding for first time homebuyer programs. While this program has not resulted in any programs, this program will continue to be implemented as homebuyer assistance continues to be an important issue and is an on-going need.</p>	<p>This program will be kept in the Housing Element and will be revised to include specific actions the City will take to further explore potential homebuyer assistance opportunities.</p>
<p><u>Policy Action 4.2: Promote Fair Housing Standards</u></p> <p>The City will continue to encourage the enforcement of federal and state fair housing standards. The City will acquire and maintain fair housing materials to educate the community on a variety of fair housing issues. The City will develop information flyers and brochures in English and other languages, as appropriate, that highlight the provisions of federal and state fair housing laws. Materials will be distributed at public locations such as the library, senior center and City offices.</p> <p>The City’s Housing Analyst will continue to handle fair housing complaints and refer residents to the State Fair Employment and Housing Commission.</p>		<p>The City provides fair housing materials on the City’s website as well as through the City’s housing division and the Police Department. The City also provides a guide to tenant and landlord rights. The City refers persons with fair housing issues to the Contra Costa County Housing Services Collaborative, Housing Rights Inc., Pacific Community Services and Housing Rights, and Bay Area Legal Aid and also provides links to the California Department of Fair Housing and Employment, which provides fair housing materials in English and Spanish, and the federal Office of Fair Housing and Equal Opportunity. This program has been successful in providing information regarding fair housing to the City.</p>	<p>This program will be kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 4.3: Development of Housing for Extremely-Low Income Households</u></p> <p>The City encourages the development of housing units for households earning 30 percent or less of the median family income for Contra Costa County. Specific emphasis shall be placed on the provision of family housing and non-traditional housing types such as single-room occupancies, transitional facilities and housing units serving temporary needs. The City will encourage the development of housing for Extremely-Low Income households utilizing a variety of activities such as outreaching to housing developers through individual and group meetings, proactively seeking partnerships with housing developers, providing in-kind technical assistance, providing financial assistance or land write-downs when feasible, providing expedited processing, identifying grant and funding opportunities and providing support to developers in seeking funding, and/or offering additional incentives, such as density bonuses and parking reductions above and beyond those offered in the AHO.</p>	<p>88 extremely low income units</p>	<p>The City has worked to identify a site for extremely low income housing, approved a density bonus for the CBH project in order to accommodate and encourage lower income units, and has entered into an agreement with CBH to provide extremely low income units. To date, 10 extremely low income units have been constructed and an additional 3 are under construction. See Policy Action 1.1.</p>	<p>This program will be kept in the Housing Element and will be revised to include specific special needs groups.</p>
<p><u>Policy Action 4.4: Development of Housing for Large Families</u></p> <p>The recently adopted Zoning Ordinance encourages the development of units with three or more bedrooms to accommodate the needs of large families. The City shall encourage and support the development of rental and for-sale housing for larger families within future housing projects. The City will encourage developers to incorporate larger bedroom counts through activities and incentives such as technical assistance and flexibility in development standards.</p>		<p>The City continues to encourage housing for large families through the Zoning Ordinance. Single family subdivisions in the City typically include 3, 4, and 5 bedroom models. The City has encouraged larger units in affordable projects. To date, 105 3 affordable bedroom units have been provided on the CBH site and an additional 11 are included in the phase currently under construction.</p>	<p>This program will be kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 4.5: Reasonable Accommodation Procedures</u></p> <p>To accommodate the needs of persons with disabilities and provide a streamlined permit review process, the City will continue to implement reasonable accommodation procedures through the City’s Building Official. The City will continue to provide information on accommodation procedures and accept requests through the City’s website.</p>		<p>The City makes every effort to accommodate reasonable requests for accommodation from persons with disabilities. The City implements reasonable accommodation procedures and provides a streamlined permit review process for reasonable accommodation requests through the City’s Building Official. Requests may be submitted in person at City Hall or through the City’s website. It is difficult to determine how to submit a request through the City’s website, however. This program remains appropriate.</p>	<p>This program will be kept in the Housing Element, but will be revised to ensure that the City’s website is updated to make it more clear how to submit a request for reasonable accommodation.</p>
<p><u>Policy Action 4.6: Compliance with SB 2</u></p> <p>To comply with Senate Bill (SB) 2, the City will analyze and revise the existing Zoning Code to allow for emergency shelters, transitional housing and supportive housing to homeless individuals and families. The City will comply with the requirements of the State in the following manner:</p> <ul style="list-style-type: none"> • Provide at least one zoning category in which emergency shelters can be located without discretionary approvals. The subject zoning category(ies) shall include sites with sufficient capacity to meet the local need for emergency shelters. The City will permit emergency shelters by-right in the proposed Downtown Core Area Zone within the draft Downtown Specific Plan, or other suitable zone. . • Ensure the provisions of the Housing Accountability Act are enforced and prohibit the denial of emergency shelter/transitional/supportive housing facility via discretionary approvals if it is consistent with adopted regulatory standards. • Evaluate development standards and regulatory provisions to ensure that standards encourage rather than 		<p>The City implemented this program through updating the Zoning Code to allow for transitional and supportive housing and to identify a district to accommodate emergency shelters (Commercial Downtown District, implemented through the Downtown Specific Plan). However, transitional and supportive housing for seven or more persons requires a use permit in the residential zones. This requirement is not consistent with State law, as discussed in Chapter III. The City provided for emergency shelters, consistent with the requirements of State law, in the Downtown Specific Plan. Since adoption of the DSP, the district which allows emergency shelters has been developed. While this program was implemented, additional revisions to the City’s Zoning Code need to be made to address the requirements of State law.</p>	<p>This program will be revised to ensure that transitional and supportive housing is permitted as a residential use, subject to only those requirements of other residential uses in the same zone, consistent with State law.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p>discourage development.</p> <ul style="list-style-type: none"> Amend the Zoning Code to allow transitional/supportive housing as a residential use, subject only to those requirements of other residential uses in the same zone. 			
<p><u>Policy Action 4.7: Pursue Outside Funding Sources</u></p> <p>The City will continue to monitor sources of development financing through federal, state and private sources to assist affordable or special needs housing development. When available, the City will annually evaluate and pursue funds, as appropriate.</p>		<p>The City works cooperatively with affordable housing developers to explore outside funding sources. Although the City does not have available funds, staff has explored funding sources from other agencies in efforts to assist with affordable housing and special needs housing development. The City has had numerous meetings with housing developers to explore incentives and creative financing. The City supports applications for tax credits and bond financing for affordable housing.</p>	<p>This program will be kept in the Housing Element.</p>
<p><u>Policy Action 4.8: Provide Comprehensive Housing Information</u></p> <p>To ensure the Oakley community is provided the highest level of access to housing information, the City shall evaluate the effectiveness of existing outreach and community education efforts and develop a comprehensive outreach strategy. The outreach strategy will consider various methods and tools to inform and educate the community about the City’s housing programs, policies and resources, including print media, mailers, web-based information, and other methods that consider economic and cultural considerations unique to the City of Oakley.</p>		<p>The City continues to enhance its community outreach efforts, which include the use of e-mail, e-mail blasts, noticing in the local paper, encouraging articles in local publications and newspapers, posting information about upcoming events and meetings on the City’s website and at City Hall, and participation in community events. As potential outreach venues become known to the City, they are added to the community outreach strategy. This program has been successful in providing housing information through multiple venues and ensuring the community has access to housing-related meetings, documents, programs, and events.</p>	<p>This program will kept in the Housing Element.</p>

Table 10-59: 2009 HOUSING ELEMENT — PROGRAM EVALUATION MATRIX

Program	Quantified Objective	Evaluation / Results	Recommendations for the Housing Element Update
<p><u>Policy Action 4.9: Zoning to Encourage and Facilitate Single-Room Occupancy Units (SROs)</u></p> <p>The City understands the importance of single-room occupancy units to provide housing opportunities for lower-income individuals, persons with disabilities, the elderly and formerly homeless individuals. The City shall amend the Zoning Code to establish explicit definitions for and regulatory standards addressing single- room occupancy units. The Zoning Code will include development standards and permitting procedures that encourage and facilitate development of SRO housing, consistent with State law.</p>		<p>The City adopted Ordinance No. 13-10 in September 2010 to encourage and facilitate the development of SROs. Section 9.1.1218, allows SROs in the General Commercial district with a conditional use permit and identifies straight-forward standards to ensure that SROs provide adequate rooms and facilities to serve the targeted population, was added to the Zoning Code.</p>	<p>This program has been implemented and will be removed from the Housing Element.</p>

VI. HOUSING PLAN

A. GOALS AND POLICY ACTIONS

This section describes the City of Oakley’s Housing Plan for the 2014-2022 RHNA period and the 2015-2023 planning period. The Housing Plan identifies specific goals and presents specific policy actions necessary to address present and future housing needs, meet statutory requirements and consider the input by residents and stakeholders. In developing this Housing Plan, the City assessed its housing needs, evaluated the performance of existing programs, and collaborated with residents and stakeholders.

The City of Oakley has identified four broad areas of housing policy priorities:

- Production of New Housing
- Rehabilitation of Existing Housing Stock
- Preservation and Conservation of Existing Housing Resources
- Increase Access to Housing Opportunities

Goal 1: Production of New Housing

Provide adequate sites to accommodate the City’s share of regional housing needs, including housing for special needs groups, through appropriate zoning and development standards; and where appropriate, removal of identified governmental constraints to the development of housing.

Policy Action 1.1: Provision of Adequate Sites to Meet Remaining RHNA Need

To ensure the availability of adequate sites to accommodate the City’s projected future construction needs by income category, the City shall rezone adequate sites to accommodate 386 lower income units.

The sites shall be zoned to permit owner-occupied and rental multifamily residential use by right. At least 50 percent of the very low and low-income housing need shall be accommodated on sites designated for residential use and for which nonresidential uses or mixed-uses are not permitted.

The City shall rezone the sites identified in Table 60 to include the Affordable Housing Overlay designation, which requires a minimum base density of 24 units per acre and allows up to 32.4 units per acre.

Table 60: Affordable Housing Overlay Designation Sites

APN	Acreage	Existing Condition	Zoning	Realistic Net Units - Existing Zoning*	Realistic Capacity - AHO
033012004 E. Cypress Rd	3.46	Undeveloped	M-12	33	90
033012005 211 E. Cypress Rd	2.39	One single family home	M-12	21	61
033012007 67 Van Pelt Lane	2.40	One single family home	M-12	22	61
033180007 6381 Sellers Ave	1.98	Two single family homes	M-9	11	48
033012009	1.11	One single family home	M-12	11	28

43 Van Pelt Ln					
033012008 251 E. Cypress Rd	1.12	One single family home	M-12	11	28
034030007 1961 Carpenter Rd	3.66	One single family home	C	0	94
TOTAL	16.12	-	-	109	410

**Realistic net unit capacity under the existing zoning is based on the site developing at 80% of the maximum density less existing units on the site.*

***Minimum net capacity is based on the 80% of the maximum density allowed for the AHO.*

Objective:	Provision of Adequate Sites to accommodate remaining RHNA need of 385 extremely low, very low, and low income units
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Within two years of Housing Element adoption

Policy Action 1.3: Density Bonus Ordinance

Continue to use the Density Bonus Ordinance and associated incentives to encourage affordable housing, including housing for special needs populations. The City shall review and revise the existing Density Bonus Ordinance when required by any future revisions to State density bonus law.

Objective:	Implement Density Bonus Ordinance
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Ongoing

Policy Action 1.3: Review and Revise Development Fees

The City will continue to monitor required development fees including in-lieu fees, development impact fees, and processing fees, with the aim of reducing constraints on the development of affordable residential projects, including, but not limited to, senior housing, housing for farmworkers, emergency/transitional housing, housing for persons with disabilities (including developmental), single room occupancies, and second units. To respond to changing local market conditions during the planning period, the City shall revise required development fees, if it is deemed appropriate.

Where fees are established and administered by regional agencies, such as the Regional Transportation Development Impact Fee, Ironhouse Sanitary District Fee, and Diablo Water District Fee, the City will request the administering agency to review and reduce fees if the City has determined that the agency’s fee is constraining the residential development, particularly development of affordable housing and/or housing for special needs groups.

Objective:	Review and Revise Development Fees
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Annual monitoring

Policy Action 1.4: Promote Energy-Conserving Programs

To enhance the efficient use of energy resources, the City continue to encourage energy conservation through programs that: 1) provide incentives for developments utilizing green building techniques and sustainable design; 2) promote programs offered by PG&E; 3) continue to require conformance with CalGreen; 4) provide educational materials and technical assistance; and 5) encourage green building and

energy conservation in new construction and rehabilitation projects. The City shall update the City website to describe programs offered by East Bay Energy Watch and PG&E, including Green House Calls, SmartSolar, and Energy Upgrade California.

Objective:	Efficient Use of Energy Resources
Responsible Agency:	Building
Financing Source:	General Fund
Time Frame:	Update website by June 2015; identify incentives and standards by December 2016

Policy Action 1.5: Encourage Residential Development in Areas Served by Public Transit

To encourage residential development in areas where regular transit service exists or is anticipated to serve, the City shall consider establishing criteria for proximity to public transit in the review of proposed residential development, particularly multifamily, affordable (lower income), and projects serving special needs groups (seniors, disabled, developmentally disabled, single female-headed households, and homeless). The City shall continue to offer various incentives to developers for transit-serving development, including but not limited to reduced parking standards and reduced setback requirements.

Objective:	Encourage Residential Development near Transit
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Ongoing encouragement; Consider proximity criteria by June 2016

Policy Action 1.6: Maintain an Inventory of Available Land Resources

The City shall maintain and regularly update the inventory that details the amount, type, and size of vacant and underutilized parcels to assist developers in identifying land suitable for residential development. The City will include the land inventory in the City’s comprehensive housing outreach strategy. The City shall update the inventory of sites in Appendix A and the lists of current projects (Tables 10xx and 10-xx) on a bi-annual basis.

Objective:	Inventory of Available Land Resources
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Review and update inventory by December 2016

Policy Action 1.7: Encourage Infill Development

The City will encourage infill development as a means to provide additional opportunities for the construction of owner and rental housing units. The City shall encourage and facilitate infill development through proactive and coordinated efforts with the Planning Department, private development and non-profit entities, and other housing related groups. Through these efforts, the City’s aim is to encourage the construction of residential development affordable to extremely low, very low, low, and moderate income households through a menu of incentives, such as streamlined review, reduced development standards, land assemblage, lot consolidation, fee assistance, and other methods identified in the Density Bonus Ordinance. The City will provide information on potential infill development areas, including areas appropriate for smaller projects that serve specific special needs populations, such as residential care facilities, transitional housing, and supportive housing, and available incentives as part of the City’s comprehensive housing outreach strategy.

Objective:	Encourage Infill Development
Responsible Agency:	Planning/Redevelopment
Financing Source:	General Fund/Redevelopment Agency
Time Frame:	Develop and disseminate informational material by December 2015

Policy Action 1.8: Jobs-Housing Balance Evaluation

Jobs-housing balance is a measure of the harmony between employment and dwelling units in a specific area. A low jobs-housing ratio indicates a housing rich “bedroom community,” while a high jobs-housing ratio indicates an employment center. In areas where jobs and housing are in balance, residents on average commute shorter distances and spend less time in cars, reducing transportation-related environmental impacts and improving quality of life. The City shall promote a jobs/housing balance in the community by analyzing the status of jobs and housing within the community and providing information to large employers of new commercial and industrial projects on housing developments within the community.

Objective:	Evaluate Jobs-Housing Balance
Responsible Agency:	Planning/Redevelopment
Financing Source:	General Fund
Time Frame:	On-going

Policy Action 1.9: Annual Review and Reporting of Housing Element Progress

As required by State law, the City will conduct an annual progress review for the 2007-2014 Housing Element. This review will include the following information: a log of new residential development permits and completion reports; inventory of units built in the Extremely-Low, Very-Low, and Low Income categories; an update or inventory of approved projects; an annual estimate of population from the State Department of Finance; and available vacant land and zoning survey. The annual review will serve as proactive tool to monitor the effectiveness of the Housing Element’s policy program and can help identify necessary changes to successfully implement the City’s housing goals and policies.

Objective:	Annual Housing Element Review
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Annually to HCD

Policy Action 1.10: Affordable Housing Overlay

To encourage affordable housing development in Oakley, the City has adopted an Affordable Housing Overlay (AHO). The AHO allows higher densities for projects on sites zoned Multi-Family High and meeting state density bonus requirements. The AHO also provides development standards consistent with the higher density allowed. To ensure effectiveness in implementation, the City shall revise the AHO to clarify that the AHO is consistent with all multifamily zoning districts and with all Specific Plan districts that allow multifamily housing. The City shall also revise the AHO district to provide for a transition in building heights where multifamily development projects are located adjacent land zoned for single family residential uses.

Objective:	Review and revise the Affordable Housing Overlay
Responsible Agency:	Planning

Financing Source:	General Fund
Time Frame:	In conjunction with Policy Action 1.1

Policy Action 1.11: Multifamily Housing Sites

To ensure that multifamily housing sites are primarily developed with multifamily uses, the City shall revise the Zoning Code to only permit development of single family units in the multifamily zones if the single family unit(s) are: 1) replacing an existing single family unit on a one for one basis, 2) on an existing lot of 8,000 square feet or less, or 3) are part of a housing development with the majority of units affordable to extremely low, very low, and/or low income households.

Objective:	Encourage multifamily and affordable residential uses on multifamily sites
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	In conjunction with Policy Action 1.1

Goal 2: Rehabilitation of Existing Housing Stock

Conserve and improve the condition of existing housing stock for all income levels.

Policy Action 2.1: Rehabilitation of Existing Housing Units

The City will continue to encourage the rehabilitation of existing housing units by providing information on programs available to assist in housing rehabilitation, including programs like the Neighborhood Preservation Program (www.cccounty.us/4334/Neighborhood-Preservation-Program) appropriate for single family homeowners and programs appropriate for multifamily housing owners, such as the Contra Costa County Rental Rehabilitation Loan Program, the HUD 203(k) program, the CDBG Urban County, Contra Costa County HOME Consortium, and additional programs as they become available through the City’s website, at City Hall and in conjunction with the City’s code enforcement program.

Objective:	Continue to provide information on housing rehabilitation assistance
Responsible Agency:	Redevelopment
Financing Source:	Redevelopment Agency/CDBG
Time Frame:	Update website by June 2015

Policy Action 2.2: Proactive Code Enforcement

Within current staffing limits, the City will continue to implement the proactive Property Maintenance Program and Residential Inspection Program to enforce the City’s Building Code to address existing exterior and interior code violations that affect single-family and multi-family housing units. The proactive code enforcement strategy will include identifying focus areas with high concentrations of substandard housing, contacting owners of units identified as substandard, offering inspection services, and providing information on the City’s Single-Family Rehabilitation Loan and Grant Program available through the Redevelopment Agency.

Objective:	Develop a Proactive Code Enforcement Strategy
Responsible Agency:	Building
Financing Source:	General Fund
Time Frame:	On-going

Policy Action 2.3: Infrastructure Preservation Program

The City will continue to implement the Infrastructure Preservation Program through the City’s Capital Improvement Program to ensure that infrastructure facilities are adequately maintained and do not contribute to the deterioration of neighborhoods.

Objective:	Provide Adequate Infrastructure
Responsible Agency:	Public Works & Engineering
Financing Source:	General Fund
Time Frame:	Ongoing

Goal 3: Preservation and Conservation of Existing Housing Resources

Preserve existing affordable housing and maintain community character.

Note: Policy Actions 2.1 through 2.3 also support Goal 3,

Policy Action 3.1: Monitor Assisted Housing Units

The City has not identified any assisted housing units at-risk of converting to market-rate during the Planning Period. However, the City shall continue regularly monitor assisted housing units. The City will continue to maintain a database of assisted housing units. Annual reports, which are submitted by owners and managers of affordable units, will be reviewed to ensure that all deed restrictions and agreements are in compliance.

Objective:	Monitor Assisted Units
Responsible Agency:	Redevelopment
Financing Source:	Redevelopment Agency
Time Frame:	Ongoing/Annual Report of Units

Policy Action 3.2: Encourage Development of New Affordable Rental Housing for Remaining RHNA Need

The City understands the importance of promoting the development of new rental housing affordable to lower income households where such development will promote a balanced inventory of housing types. The City shall encourage new affordable rental housing to meet the remaining RHNA need by continuing to offer regulatory and financial incentives such as a reduction in development standards, density bonuses, expedited permit processing, fee deferrals and public works modifications to allow cost savings to developers of affordable rental housing units. The City shall support funding requests by affordable housing developers for CDBG and/or HOME funds through the Contra Costa County CDBG Urban County and Contra Costa County HOME Consortium.

Objective:	Encourage Affordable Rental Housing Development to meet remaining RHNA need
Responsible Agency:	Community Development/Redevelopment
Financing Source:	General Fund/ Redevelopment Agency
Time Frame:	On-going

Goal 4: Increase Access to Housing Opportunities

Promote housing opportunities for all persons, regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.

Policy Action 4.1: Increase Access to Homeownership

To increase access to homeownership for Very-Low, Low and Moderate Income households, the City will support homeownership programs carried out by non-profit housing corporations through provision of land, financial assistance and/or technical assistance. The City will explore partnering in local first-time homebuyer programs or identify first-time homebuyer programs that can be provided by the City, including programs funded through the Contra Costa County CDBG Urban County and Contra Costa County HOME Consortium (Oakley is a member of both the Urban County and HOME Consortium). The City will disseminate information about the available programs through an informational brochure that will be provided at City offices, the library and the City website.

Objective:	Increase Access to Homeownership
Responsible Agency:	Planning/Redevelopment
Financing Source:	General Fund
Time Frame:	Update program information by August 2015

Policy Action 4.2: Promote Fair Housing Standards

The City will continue to encourage the enforcement of federal and state fair housing standards. The City will acquire and maintain fair housing materials to educate the community on a variety of fair housing issues. The City will provide flyers and brochures in English and other languages that are available from the California Department of Fair Housing and Employment and the federal Office of Fair Housing and Equal Opportunity, as appropriate, that highlight the provisions of federal and state fair housing laws. Materials will be distributed at public locations such as the library, senior center and City offices and provided on the City website. The City’s Housing Analyst will continue to handle fair housing complaints and refer residents to the State Fair Employment and Housing Commission.

Objective:	Promote Fair Housing Standards
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Update website and disseminate information by August 2015

Policy Action 4.3: Development of Housing for Extremely-Low Income Households and Special Needs Groups

The City encourages the development of housing units for households earning 30 percent or less of the median family income for Contra Costa County and for households with special housing needs for disabled persons, developmentally disabled persons, farmworkers, and persons/families that are homeless or at-risk of homelessness. Specific emphasis shall be placed on the provision of family housing and non-traditional housing types such as single-room occupancies, transitional facilities, and housing units serving temporary needs. The City will encourage the development of housing for extremely low income households utilizing a variety of activities such as outreaching to housing developers through individual and group meetings, proactively seeking partnerships with housing developers, providing in-kind technical assistance, providing financial assistance or land write-downs when feasible, providing expedited processing, identifying grant and funding opportunities and providing support to developers in seeking funding, and/or offering additional incentives, such as density bonuses and parking reductions above and beyond those offered in the AHO.

Objective:	45 units of extremely low income and/or special needs housing
Responsible Agency:	Planning/Redevelopment
Financing Source:	General Fund/ Redevelopment Agency

Time Frame:	On-going, units to be provided during the 2014-2022 RHNA cycle
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Policy Action 4.4: Development of Housing for Large Families

The recently adopted Zoning Ordinance encourages the development of units with three or more bedrooms to accommodate the needs of large families. The City shall encourage and support the development of rental and for-sale housing for larger families within future housing projects. The City will encourage developers to incorporate larger bedroom counts through activities and incentives such as technical assistance and flexibility in development standards.

Objective:	Increase Housing for Large Families
Responsible Agency:	Planning/Redevelopment
Financing Source:	General Fund/ Redevelopment Agency
Time Frame:	Ongoing

Policy Action 4.5: Reasonable Accommodation Procedures

To accommodate the needs of persons with disabilities and provide a streamlined permit review process, the City will continue to implement reasonable accommodation procedures through the City’s Building Official. The City will continue to provide information on accommodation procedures and accept requests through the City’s website and will update the City’s website to specify the City’s procedures for accommodating requests and to include a dedicated contact or application form specific to reasonable accommodation requests. The City shall review revisions to the City’s Municipal Code, General Plan, and other regulatory documents to ensure that no unnecessary constraints are created for persons with a disability.

Objective:	Continue reasonable accommodation procedures
Responsible Agency:	Planning/Building
Financing Source:	General Fund
Time Frame:	Ongoing/Update City’s website by December 2015

Policy Action 4.6: Compliance with SB 2

To comply with Senate Bill (SB) 2, the City will revise the Zoning Code to permit transitional housing and supportive housing as residential uses subject only to the standards applied to residential uses of the same type (e.g., a transitional or supportive development that is a single family home shall be permitted as a single family residence and a transitional or supportive multifamily project will be permitted as a multifamily project, subject only to the standards and requirements applied to a single family or multifamily project in the same zone).

Objective:	Compliance with SB 2
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Within one year of Housing Element adoption

Policy Action 4.7: Ensure Adequate Emergency Shelter Sites

Prior to issuance of any discretionary entitlements for the remaining undeveloped parcel on the Civic Center site, the City shall identify a replacement zoning district that has suitable site(s) to accommodate the City’s emergency shelter need. The Zoning Code shall be updated to permit emergency shelters within the replacement zoning district consistent with the requirements of State law.

Objective:	Monitor Sources of Development Financing
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Ongoing/ Annually

Policy Action 4.8: Pursue Outside Funding Sources

The City will continue to monitor sources of development financing through federal, state, and private sources to assist affordable or special needs housing development. When available, the City will annually evaluate and pursue funds, as appropriate. The City shall review funding programs made available to City residents, affordable housing developers, and special needs service providers through the CDBG Urban County and HOME Consortium administered by Contra Costa County and shall consider opting out of the County-administered CDBG and HOME programs if the City determines that the City would have better funding opportunities through competing for funds through the State-administered CDBG and HOME programs.

Objective:	Monitor Sources of Development Financing
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Ongoing/ Annually

Policy Action 4.9: Provide Comprehensive Housing Information

To ensure the Oakley community is provided the highest level of access to housing information, the City shall continue to provide for comprehensive community outreach. Community outreach strategy will use various methods and tools to inform and educate the community about the City’s housing programs, policies and resources, including print media, mailers, web-based information, e-mail blasts, and other methods that consider economic and cultural considerations unique to the City of Oakley.

Objective:	Comprehensive Housing Resources
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	On-going

Policy Action 4.10 Residential Care Facilities

Revise the Zoning Code to 1) define residential care facilities (also called group homes), 2) to identify that residential care facilities serving six or fewer persons are permitted by right in all residential districts, and 3) to identify permit requirements for residential care facilities that serve seven or more persons.

Objective:	Accommodate residential care facilities/group homes
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Within one year of Housing Element adoption

Policy Action 4.11 Employee and Farmworker Housing

Revise the Zoning Code to permit employee housing and farmworker housing in accordance with Health and Safety Code Sections 17021.5 and 17021.6. The revisions will include the following:

- Permit employee housing, including mobile homes and manufactured housing, to accommodate up to six employees subject to the same standards and permit requirements as a single family

residence in all zones and as a permitted use in residential zones. No discretionary actions shall be necessary, just submittal of building plans for plan check and application for building permits.

- Employee housing and farmworker housing will not be included within the definition of a boarding house, rooming house, hotel, dormitory, or other similar term that implies that the employee housing is a business run for profit or differs in any other way from a family dwelling.
- Permit farmworker housing, including mobile homes and manufactured housing, consisting of up to 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household as a permitted use in the AL, A-4, and DR districts. No discretionary actions shall be necessary, just submittal of building plans for plan check and application for building permits.

Objective:	Accommodate farmworker and employee housing
Responsible Agency:	Planning
Financing Source:	General Fund
Time Frame:	Within one year of Housing Element adoption

B. Quantified Objectives

Table 10-61 summarizes the quantified objectives by income category for the 2015-2023 Housing Element planning period. The quantified objectives anticipate that the City or developers building in the City will receive funding assistance to subsidize the extremely low, very low, and low income units as the City does not have any funding sources for new construction or rehabilitation. The quantified objectives recognize that the City no longer has access to redevelopment agency funds and that many federal and state programs have been cut. Thus, the objectives are based on the expectation that the City and/or developers serving the City will be able to successfully compete for limited federal and state funding sources to assist in the construction and rehabilitation of extremely low, very low, and low income units.

**Table 10-61
QUANTIFIED OBJECTIVE SUMMARY
2015-2023 PLANNING PERIOD**

Income Category	New Construction	Rehabilitation	Preservation¹
Extremely-Low Income	45	2	N/A
Very-Low Income	80	6	N/A
Low Income	125	6	N/A
Moderate Income	300	25	N/A
Above-Moderate Income	800	150	N/A
Total	1,350	187	0
Notes: ¹ The City has not identified any assisted units at-risk of converting to market rate during the planning period. The City will continue to monitor assisted units.			

VII. COMMUNITY OUTREACH

A. INTRODUCTION

During 2014, the City sought input on the concerns and ideas of community members and housing stakeholder groups through community outreach activities. The City held a community workshop in February 2014, formed an Ad Hoc Citizen Advisory Committee and held four CAC meetings open to the public during the update process, and held three City Council meetings.

B. COMMUNITY WORKSHOP

A community workshop was held on February 27, 2014 to provide interested residents, businesspeople, stakeholders, and the public an opportunity to learn about the Housing Element update process and to comment on housing issues, needs, and priorities. The community workshop was noticed through multiple venues in order to reach a broad segment of the community and encourage participation in the meeting:

- Newspaper (Oakley Press)
- City website
- Chamber of Commerce
- City Reader Board

The following groups were also provided notice of the community workshop:

- Affordable housing developers
- Service providers, including senior organizations (Oakley Seniors), emergency food providers (Loaves and Fishes, Saint Anthony's Catholic Church, and Delta Family Bible Church), Contra Costa County Health Services, Contra Costa County Employment and Human Services, Oakley Union Elementary School District, Liberty Union High School District, Antioch Unified School District, and Knightsen Elementary School District.

Workshop participants were given an opportunity to comment on housing issues, including challenges, needs, and opportunities related to the provision of housing, maintenance of housing, and housing for various income levels and special needs groups. Comments received from participants are summarized below:

Challenges

- Having roads, schools, and parks in place as the houses are being built
- How to provide affordable housing without sacrificing quality of life to City residents
- Traffic patterns
- No rezoning
- Keep low density zoning next to farming
- Slum-oriented predator groups building substandard apartments while collecting high rents
- Do not change zoning

- Those who are upside down in the current home (mortgage)
- Devaluation of current housing prices
- Crime
- Integrate [housing] throughout City
- Land
- How to allocate land for low income to meet state requirements but discourage development

Priorities

- Emergency services
- Housing the people can live in happily, like Brentwood Senior Commons versus Corp for Better Housing in Oakley
- Do not touch farmland or ancient vines
- Do not be another Antioch
- Keep farming #1 priority

Opportunities

- Hiring people within our City for the jobs that come up (construction, Parks Dept., etc.)
- Local job opportunities
- Small business assistance
- Say no, none
- To create living spaces that would enhance the quality of life for affordable housing residents and Oakley

C. AD HOC CITIZEN ADVISORY GROUP

The City Council appointed an Ad Hoc Citizen Advisory Group of five members and one alternate. Meetings of the Ad Hoc Citizen Advisory Committee were noticed via the newspaper and City website.

The Ad Hoc Citizen Advisory Group met in September 2013, April 2014, August 2014, and September 2014. The group was provided with an overview of the Housing Element process and was asked to identify potential sites for multifamily housing in the event that additional sites were needed to accommodate housing needs. Two members of the public attended the meeting, but did not comment. Sites identified for further consideration by the Ad Hoc Citizen Advisory Group at its April 2014 meeting are included as Appendix C.

D. CITY COUNCIL

The City Council reviewed the Preliminary Draft Housing Element in August 2014. After receiving public comment related to the housing sites identified by Policy Action 1.1, the Council directed staff to identify additional potential sites that could be designated with the Affordable Housing Overlay zone. Staff identified additional sites and met with the Ad Hoc Citizen Advisory Group in September 2014 to receive comments. The City Council met on October 14, 2014 and received additional public comment on the Preliminary Draft Housing Element. Following public comment, the City Council directed staff to revise Policy Action 1.1 to include APNs 033012004, 033, 012005, 033012007, 033180007, 033012009, 033012008, and 03403007.

The City Council considered adoption of the Housing Element on January 27, 2015. The City Council considered public input that was received prior to adoption of the Housing Element. Following the public and HCD review period, the Housing Element was revised to address issues identified by HCD during the review period and to address comments received from the East Contra Costa County Habitat Conservancy.

In order to provide for increased outreach to the lower income groups, including family, senior, and disabled households, in response to HCD concerns raised during the City's conference call with HCD in December 2014 to review the Housing Element, notice of the meeting was posted at affordable housing developments in the City, including The Commons at Oak Grove, Summer Creek Place, Golden Oak Manor, Courtyards at Cypress Grove, Oakley Place Senior Apartments, Oak Grove Terrace, Oak Forest Senior Villas, Silver Oaks, and Oakley Summer Creek Apartments, in order to encourage participation by lower income households.

The January 27, 2015 City Council meeting was noticed through multiple venues in order to reach a broad segment of the community and encourage participation in the meeting:

- Newspaper (Oakley Press)
- City website
- Chamber of Commerce
- City Reader Board

The following groups were also provided notice of the January 27, 2015 City Council Meeting:

- Affordable housing developers
- Service providers, including senior organizations, emergency food providers, Contra Costa County Health Services, Contra Costa County Employment and Human Services, Oakley Union Elementary School District, Liberty Union High School District, Antioch Unified School District, and Knightsen Elementary School District.

The Housing Element was made available for review on the City's website and at City Hall and the Oakley Library Branch.

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APPENDIX A

INVENTORY OF RESIDENTIAL SITES

Appendix A - Vacant and Underdeveloped Residential Sites

APN	Acres	Address	Existing Land Use	General Plan	Zoning	Existing Units	Realistic Dwelling Units	Maximum Dwelling Units
032010007	7.79	6200 SELLERS AVE	Rural residence	AL	AL	1	5	6
032020014	18.72	4277 KNIGHTSEN AVE	Undeveloped, agricultural	AL	AL	0	14	18
034020007	5.11	1600 CARPENTER RD	One single family home	AL	AL	1	3	4
034020019	5.03	1520 CARPENTER RD	One single family home	AL	AL	1	3	4
032010004	10.11	6250 SELLERS AVE	Undeveloped, agricultural	AL	AL	0	8	10
033120015	2.60	10 ARMINIO LN	Single Family	SH	AL	1	1	1
033030016	2.72	209 HONEY LN	SF 1 res on 2 or more sites	SH	AL	1	1	1
033170018	1.87	6239 SELLERS AVE	Misc. improvements, no structures	SL	AL	0	1	1
041030038	0.99	LIVE OAK AVE	Undeveloped	SL	AL	0	1	0
034150002	3.92	670 BROWNSTONE RD	One single family home	SL	AL	1	2	2
033180001	9.63	821 CYPRESS E RD	Undeveloped, agricultural	SM	AL	0	7	9
033160021	6.52	4130 MACHADO LN	Two single family homes	SV	AL	2	3	4
041090016	5.50	4563 LIVE OAK AVE	One single family home	SV	AL	1	3	4
Subtotal: AL	80.52					9	52	64
034560074	0.02	3500 ROSE AVE	Undeveloped, gov't owned	SH	P-1	0	1	1
034590027	3.29	EAGLE NEST DR	Undeveloped	SM	P-1	0	11	14
Subtotal: P-1	3.31					0	12	15
035212006	14.96	ROSE AVE	Undeveloped, agricultural	SM	R-10	0	52	65
033150011	7.30	SELLERS AVE	Undeveloped	SM	R-10	0	25	31
034190002	1.50	BROWNSTONE RD	Undeveloped, gov't owned	SM	R-10	0	5	6
035220005	13.22	ROSE AVE	Undeveloped	SM	R-10	0	46	57
034010033	0.39	3980 EMPIRE AVE	Undeveloped, gov't owned	SM	R-10	0	1	1
034190003	6.40	BROWNSTONE RD	Undeveloped, gov't owned	SM	R-10	0	22	27
034190004	9.29	351 BROWNSTONE RD	Undeveloped, gov't owned	SM	R-10	0	32	40
033100005	7.05	MAIN ST	Undeveloped	SM	R-10	0	25	30
035212007	11.22	4351 ROSE AVE	Undeveloped, agricultural	SM	R-10	0	39	48
035250005	3.31	4799 MAIN ST	One single family home	SM	R-10	1	11	13
033160038	10.04	CYPRESS AVE	Undeveloped, agricultural	SM	R-10	0	35	43
035230002	9.36	422 LAUREL RD	One single family home	SM	R-10	1	32	39
034010020	2.99	3920 EMPIRE AVE	One single family home	SM	R-10	1	9	12
035220033	3.81	950 OHARA CT	One single family home	SM	R-10	1	12	15
034060014	4.29	2081 OHARA AVE	Rural, undeveloped	SM	R-10	0	15	18
035220013	2.05	800 OHARA CT	One single family home	SM	R-10	1	6	7

Appendix A - Vacant and Underdeveloped Residential Sites

APN	Acres	Address	Existing Land Use	General Plan	Zoning	Existing Units	Realistic Dwelling Units	Maximum Dwelling Units
034010034	1.65	1931 LAUREL RD	One single family home	SM	R-10	1	5	6
034010035	6.77	3800 EMPIRE AVE	Undeveloped	SM	R-10	0	24	29
033150018	7.14	5681 SELLERS AVE	One single family home	SM	R-10	1	24	30
Subtotal: R-10	122.75					7	420	517
033170021	5.06	SELLERS AVE	Undeveloped	SL	R-15	0	12	14
041021011	4.86	LIVE OAK AVE	Undeveloped	SL	R-15	0	11	14
034130004	8.10	BROWNSTONE RD	Undeveloped	SL	R-15	0	19	23
034200025	5.74	275 BROWNSTONE RD	Undeveloped, gov't owned	SL	R-15	0	13	16
034181001	5.49	BROWNSTONE RD	Undeveloped	SL	R-15	0	13	15
034200017	2.20	265 BROWNSTONE RD	Undeveloped, gov't owned	SL	R-15	0	5	6
034170007	3.07	BROWNSTONE RD	Undeveloped	SL	R-15	0	7	8
034120009	5.72	OHARA AVE	Undeveloped	SL	R-15	0	13	16
034120010	5.41	OHARA AVE	Undeveloped	SL	R-15	0	13	15
034130003	10.63	OHARA AVE	Undeveloped, agricultural	SL	R-15	0	25	30
034170006	10.00	637 BROWNSTONE RD	Undeveloped	SL	R-15	0	23	29
034110006	4.97	2080 OHARA AVE	One single family home	SL	R-15	1	11	13
041021033	3.37	4051 LIVE OAK AVE	One single family home	SL	R-15	1	7	8
034110001	1.59	977 CARPENTER RD	One single family home	SL	R-15	1	3	3
034060007	5.73	1100 VINTAGE DR	Two single family homes	SL	R-15	2	11	14
034182001	1.76	3140 ANDERSON LN	One single family home	SL	R-15	1	3	4
034220005	2.05	550 BROWNSTONE RD	One single family home	SL	R-15	1	4	4
033170022	4.78	4340 MACHADO LN	One single family home	SL	R-15	1	10	12
034150003	3.88	650 BROWNSTONE RD	One single family home	SL	R-15	1	8	10
034120011	7.65	100 KESSLER LN	Two single family homes	SL	R-15	2	16	20
034182002	1.77	3050 ANDERSON LN	One single family home	SL	R-15	1	3	4
034181008	5.08	3023 ANDERSON LN	One single family home	SL	R-15	1	11	13
033170023	4.80	6251 SELLERS AVE	One single family home	SL	R-15	1	10	12
034120008	2.00	804 SHERMAN LN	One single family home	SL	R-15	1	4	4
034150004	3.92	630 BROWNSTONE RD	Two single family homes	SL	R-15	2	7	9
034060016	3.02	76 BOTTLEBRUSH CT	One single family home	SL	R-15	1	6	7
033170024	4.82	6357 SELLERS AVE	One single family home	SL	R-15	1	10	12
034060006	5.72	1000 VINTAGE DR	One single family home	SL	R-15	1	12	15
033020011	4.00	4151 MACHADO LN	One single family home	SM	R-15	1	8	10
04102C001	1.48		Canal	W	R-15	0	0	0

Appendix A - Vacant and Underdeveloped Residential Sites

APN	Acres	Address	Existing Land Use	General Plan	Zoning	Existing Units	Realistic Dwelling Units	Maximum Dwelling Units
Subtotal: R-15	138.70					21	296	360
041110044	0.95	CYPRESS W RD	Undeveloped	SV	R-40	0	1	1
041110043	0.93	4528 HAGAR LN	Undeveloped	SV	R-40	0	1	1
033130035	2.20	185 LOZOYA WAY	One single family home	SV	R-40	1	1	1
033130056	4.96	5239 SELLERS AVE	Undeveloped	SV	R-40	0	4	5
033130055	5.41	5321 SELLERS AVE	Undeveloped	SV	R-40	0	5	5
033160028	6.07	6145 SELLERS AVE	Two single family homes	SV	R-40	2	3	4
033120012	6.61	370 DELTA RD	One single family home	SV	R-40	1	5	6
041090008	5.89	4761 LIVE OAK AVE	One single family home	SV	R-40	1	4	5
041090035	3.24	2551 OAKLEY RD	One single family home	SV	R-40	1	2	2
041090036	4.77	20 POCO LN	One single family home	SV	R-40	1	3	4
033160022	2.68	4121 MACHADO LN	One single family home	SV	R-40	1	1	1
032010010	5.78	6310 SELLERS AVE	One single family home	SV	R-40	1	4	5
033160013	2.24	6211 SELLERS AVE	One single family home	SV	R-40	1	1	1
033160023	2.66	4141 MACHADO LN	One single family home	SV	R-40	1	1	1
033160036	2.11	6185 SELLERS AVE	One single family home	SV	R-40	1	1	1
033130054	5.71	3300 CRISMORE DR	One single family home	SV	R-40	1	4	5
041090013	5.63	120 NUT TREE LN	One single family home	SV	R-40	1	4	5
033130057	11.11	5111 SELLERS AVE	Undeveloped, agricultural	SV	R-40	0	10	12
041090006	2.04	71 POCO LN	One single family home	SV	R-40	1	1	1
041090005	2.04	41 POCO LN	One single family home	SV	R-40	1	1	1
032020006	9.51	4460 FRANKLIN LN	Undeveloped, agricultural	SV	R-40	0	8	10
032010011	5.76	6300 SELLERS AVE	One single family home	SV	R-40	1	4	5
033160005	7.68	6035 SELLERS AVE	One single family home	SV	R-40	1	6	7
033160039	3.84	6057 SELLERS AVE	Two single family homes	SV	R-40	2	1	2
041090022	5.59	2806 STIRRUP DR	One single family home	SV	R-40	1	4	5
Subtotal: R-40	115.41					21	78	96
035202007	4.14	ROSE AVE	Undeveloped, miscellaneous improvements, no residences	SH	R-6	0	24	30
035202011	1.32	BIACALANA DR	Undeveloped, miscellaneous improvements, no residences	SH	R-6	0	8	9
033030032	5.60	560 HONEY LN	Undeveloped	SH	R-6	1	32	39
033030031	5.24	HONEY LN	Undeveloped	SH	R-6	0	30	38
034220039	1.33	BROWNSTONE RD	Undeveloped	SH	R-6	0	8	9

Appendix A - Vacant and Underdeveloped Residential Sites

APN	Acres	Address	Existing Land Use	General Plan	Zoning	Existing Units	Realistic Dwelling Units	Maximum Dwelling Units
033110003	8.46	MAIN ST	Undeveloped	SH	R-6	0	49	61
034250007	4.97	ALMOND AVE	Undeveloped	SH	R-6	0	29	36
034220040	2.27	BROWNSTONE RD	Undeveloped	SH	R-6	0	13	16
041100035	9.97	2371 OAKLEY RD	One single family home	SH	R-6	1	57	71
041100017	1.99	4790 LIVE OAK AVE	One single family home	SH	R-6	1	11	13
033030001	8.75	5360 MAIN ST	One single family home	SH	R-6	1	50	62
033120004	2.25	270 DELTA RD	Two single family homes	SH	R-6	2	11	14
033030028	5.02	463 HONEY LN	Single Family	SH	R-6	1	28	35
034230006	2.10	352 BOLTON W RD	One single family home	SH	R-6	1	11	14
034220032	3.95	300 BROWNSTONE RD	Two single family homes	SH	R-6	2	21	26
033030027	4.98	361 HONEY LN	One single family home	SH	R-6	1	28	35
033030030	4.95	637 HONEY LN	One single family home	SH	R-6	1	28	34
033110015	4.20	5790 MAIN ST	One single family home	SH	R-6	1	23	29
034220030	2.25	341 BOLTON W RD	One single family home	SH	R-6	1	12	15
034200028	2.85	125 BROWNSTONE RD	One single family home	SH	R-6	1	16	19
035202012	1.59	4417 ROSE AVE	One single family home	SH	R-6	2	7	9
034200027	2.78	339 BROWNSTONE RD	One single family home	SH	R-6	1	15	19
033120010	1.88	3175 OLIVE LN	One single family home	SH	R-6	1	10	12
033190001	19.67	551 CYPRESS E RD	Undeveloped, agricultural	SH	R-6	0	114	142
034290098	2.09	541 LAUREL RD	One single family home	SH	R-6	1	11	14
033030015	2.20	125 HONEY LN	One single family home	SH	R-6	1	12	14
033100004	7.65	5700 MAIN ST	Undeveloped	SL/C	R-6/C	0	44	55
Subtotal: R-6	124.45					21	701	870
033012004	3.46	CYPRESS E RD	Undeveloped	MH	M-12	0	33	41
033012005	2.39	211 CYPRESS E RD	One single family home	MH	M-12	1	21	27
033012007	2.40	67 VAN PELT LN	One single family home	MH	M-12	1	22	27
Subtotal: M-12	8.25					2	76	95
033180007	1.98	6381 SELLERS AVE	Two single family homes	ML	M-9	2	12	15
033180015	4.90	901 CYPRESS E RD	Rural residence	ML	M-9	2	33	42
035282054	2.46	440 CYPRESS W RD	One single family home, miscellaneous outbuildings	ML	M-9	1	16	21
Subtotal: M-9	9.33					5	61	78
TOTAL	602.72					86	1,696	2,095

APPENDIX B

EAST CYPRESS CORRIDOR SPECIFIC PLAN

**Land Use Table
Land Use Map
Development Standards**

Planning Area	I (Leshar / Dal Porto North)			II (Summer Lake North)			III (Dal Porto South)		IV (Bethel Island, LLC)		V (Summer Lake South)		VI			TOTALS		
	Acres	Units	Sq. Ft.	Acres	Units ³	Sq. Ft.	Acres	Units	Acres	Units	Acres	Units ³	Acres	Units	Sq. Ft.	Acres	Units	Sq. Ft.
Agriculture - Limited <i>Max. density = 1.0 du/ac</i> (AL)				14.8	12								257.6	243		272.4	255	
Single Family Residential - Low <i>Max. density = 2.3 du/ac</i> (SL)							19.2	23					60.3	175		79.5	198	
Single Family Residential - Medium <i>Max. density = 3.8 du/ac</i> (SM)	150.0	487		75.6	233		52.8	180					35.3	58		313.7	958	
Single Family Residential - High <i>Max. density = 5.5 du/ac</i> (SH)	175.9	766		44.0	200		44.8	197	138.0	584	77.4	272	103.6	405		583.7	2,424	
Multi-Family Residential - Low <i>Max. density = 9.6 du/ac (Detached)</i> (ML)	55.0	297		78.9	371				23.8	132	71.3	356				229.0	1,156	
Multi-Family Residential - Low <i>Max. density = 9.0 du/ac (Attached)</i> (ML)													19.9	163		19.9	163	
Multi-Family Residential - Medium <i>Max. density = 12.0 du/ac</i> (MM)									41.7	404						41.7	404	
Mobile Home <i>Max. density = 9.6 du/ac</i> (MO)													4.3	33		4.3	33	
Village Center (VC)	46.6 ¹	150 ²	435,600													46.6	150	435,600
Commercial (CO)				1.7		10,000							44.3	13	193,000	46.0	13	203,000
Commercial Recreation (CR)													37.3	5	162,500	37.3	5	162,500
Light Industrial (LI)				5.7												5.7		
Schools ⁴	12.4			20.0					10.0		10.0					52.4		
Community Facilities ⁵	0.9			1.8					3.5		1.0		12.1			19.3		
Community Parks (CP)							12.2				19.8		9.3			41.3		
Neighborhood Parks (NP)	22.4			18.2			11.0		13.5		2.7					67.8		
Beach Club (BC)	2.6										3.0					5.6		
Lakes	30.3			70.5			10.4		22.6		24.9					158.7		
Levees	25.2			36.5			3.2		38.4		9.6		4.5			117.4		
Interim Levees				14.9							18.5					33.4		
Open Space / Easements (OS)	55.7			6.9			22.7		44.6		13.0		20.6			163.5		
Wetlands / Dune Area (WL)	105.2			10.4							3.6					119.2		
Gas Well Sites (GW)	3.9			5.5			2.4		6.3		2.1					20.2		
Roads (Bethel Island, Jersey Island, Byron Highway & East Cypress)	17.7			3.6			3.8		8.6		12.1		21.6			67.4		
TOTALS:	703.8	1,700	435,600	409.0	816	10,000	182.5	400	351.0	1,120	269.0	628	630.7	1,095⁶	355,500⁷	2,546.0	5,759	801,100
Percentage Totals:	27.6%	29.5%	54.4%	16.0%	14.2%	1.2%	7.2%	6.9%	13.8%	19.4%	10.6%	10.9%	24.8%	19.1%	44.4%	100.0%	100.0%	100.0%

NOTES: 1. Commercial square footage based on approximately 40 net acres. (46 acres include Streets A, B, C and portions of slope associated with elevated intersection at East Cypress and Bethel Island Roads)
 2. Up to 150 units may replace approximately 20 acres of commercial (217,800 S.F.)
 3. Does not include 200 potential entitled second units in Planning Areas 2 & 5 combined.
 4. Schools include the following land uses: Elementary School (ES) and Middle School (MS).

5. Community facilities include the following land uses: Day Care (D); Fire Station (FS); Lift Station (L); Pump Station (PS); Water Well (WW); and Water Tank (WT).
 6. Planning Area 6 reflects the loss of 5 units from the original 544 existing units.
 7. Actual commercial square footage may be substantially less than 355,500 sf.
 8. All acreages are based on gross area, except as noted.

Table 1
Overall Project Summary

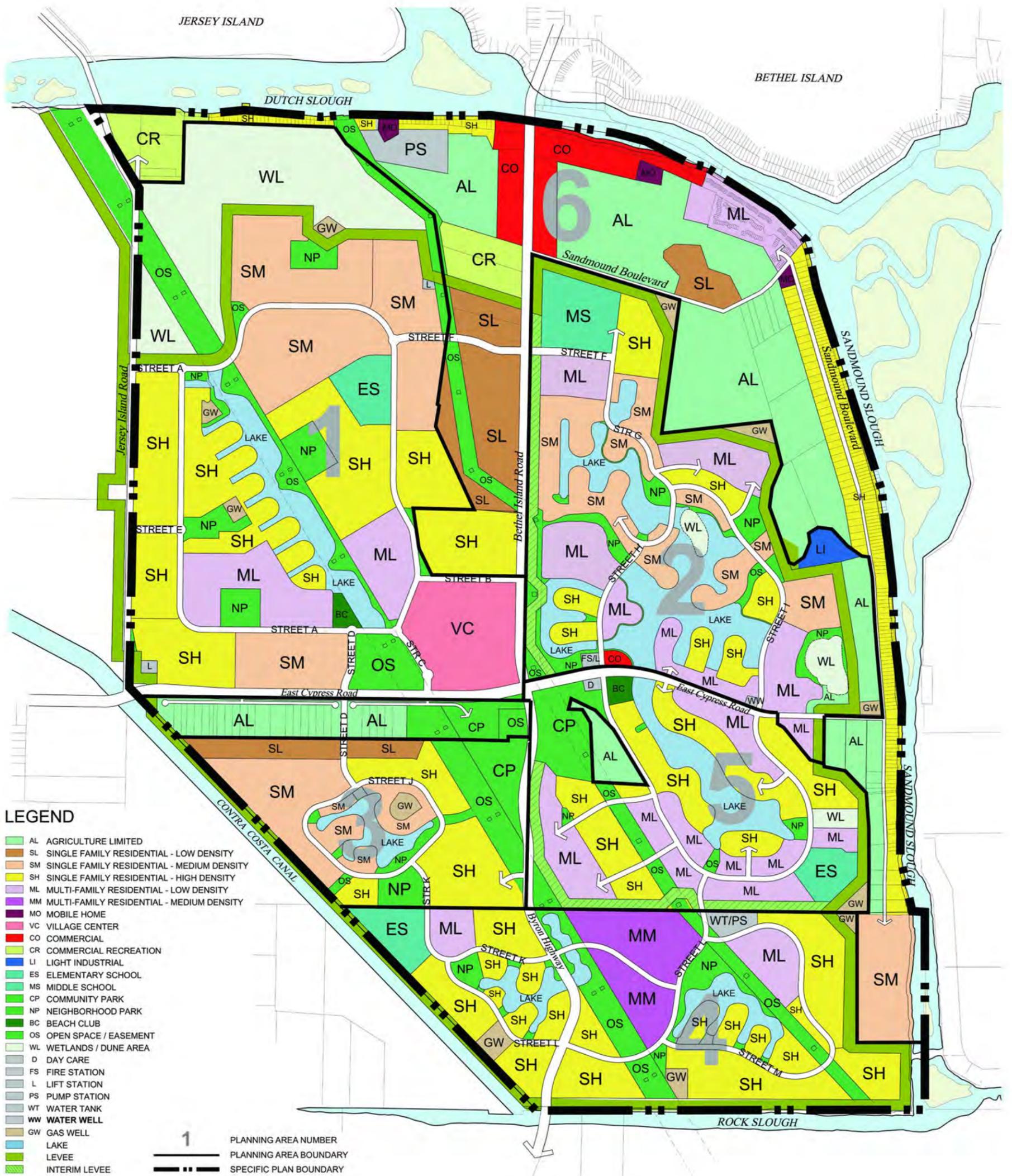


Exhibit 6
Land Use Plan



Table 2
Single Family Detached

Land Use	LOT STANDARDS				MINIMUM BUILDING SETBACKS						Maximum Height ^{8,9}	ACCESSORY STRUCTURES				
	Size (S.F.)	Min. Size (S.F.)	Min. Width	Min. Depth	FRONT ^{1,2,3}	SIDE	CORNER	REAR ⁶		Building Size (S.F.)		MINIMUM BUILDING SETBACKS			Maximum Height	
					Min.	Min./Total	Min.	Building Min.	Garage Min.			Front Min.	Side Min.	Rear Min.		
AL	43,000 or greater	43,000	140'	140'	30'	20'/40'	25'	15'	15'	30'	1,500 ¹⁰	65'	20'	15'	15'	
SV	40,000-64,999	40,000	140'	140'	30'	20'/40'	25'	15'	15'	30'	1,500 ¹⁰	65'	20'	15'	15'	
SL	20,000-39,999	20,000	120'	120'	30'	15'/35'	25'	15'	15'	30'	600	65'	15'	15'	15'	
SL	15,000- 19,999	15,000	100'	100'	25'	10'/25'	20'	15'	10'	30'	400	65'	15'	15'	15'	
SM	12,000- 14,999	12,000	100'	100'	25'	10'/25'	20'	15'	10'	30'	300	65'	10'	10'	12'	
SM	10,000- 11,999	10,000	80'	100'	25'	10'/20'	20'	15'	10'	30'	300	50'	10'	10'	12'	
SM	8,000- 9,999	8,000	70'	90'	25'	5'/15'	20'	15'	5'	30'	200	50'	10'	10'	12'	
SH	6,000- 7,999	6,000	60'	90'	25'	5'/15'	20'	15'	5'	30'	200	50'	5'	5'	8'	
SH	6,000- 6,999	6,000	55'	90'	25'	5'/15'	20'	15'	5'	30'	200	50'	5'	5'	8'	
ML	5,000- 5,999	5,000	50'	90'	20'	5'/10'	15'	15'/7' ⁷	5' ⁷	30'	120	50'	3'	3'	8'	
ML	4,000- 4,999	4,000	40'	90'	20'	0'/10' ⁴	15'	15'/7' ⁷	5' ⁷	35'	80	50'	3'	3'	8'	
ML	2,800- 3,999	2,800	35'	80'	20'	4'/8'	15'	7' ⁷	5' ⁷	35'	N/A	N/A	N/A	N/A	N/A	
MM	2,100-2,799	2,100	30'	45'	15'	4'/8' ⁵	15'	7' ⁷	5' ⁷	35'	N/A	N/A	N/A	N/A	N/A	

- NOTES
- Minimum front setbacks for swing-in garages shall be equal to 5 feet less than the minimum front setback.
 - One-story architectural features such as front porches, entries, and bay windows may encroach a maximum of 5 feet into the front setback, or side yard adjacent to a street.
 - Front facing garages shall be a minimum of 18 feet to the property line.
 - Minimum side yard setbacks for garages on 4,000-4,999 s.f. lots shall be 0 feet, with a 10-foot minimum separation between garage and buildings on the adjacent lot.
 - Minimum side setbacks for buildings located on the perimeter of a cluster that does not face a street shall be 10 feet.
 - Minimum rear and side setbacks for detached second units over street-accessed detached garages shall be the same as garage setbacks but not less than 10 feet for rear and 5 feet for side setbacks.
 - Where garage access is from rear alleys, minimum setbacks shall be 7 feet to building and 5 feet to garage as measured from the alley. Alleys shall have a minimum width of 20 feet.
 - Maximum building height shall not exceed 35 feet or 2.5 stories.
 - Maximum building height shall not exceed 30 feet or 2 stories.
 - Accessory buildings may exceed 1,500 s.f. by the same percentage that the square footage of the lot exceeds 40,000 s.f. Maximum size for an accessory building on a lot shall be 3,000 s.f.

Table 3
Multi-Family Attached⁵

Land Use	LOT STANDARDS				MINIMUM BUILDING SETBACKS				MINIMUM BUILDING STANDARDS				
	Density Range	Min. Lot Area (S.F.)	Min. Width	Min. Depth	FRONT	SIDE ¹	REAR		BUILDING SEPARATIONS			Max. Height	Max. Site Coverage ⁴
					Min.	Aggregate	Building Min.	Garage Min.	Front to Front	Side to Side	Bldg. to Garage		
ML	6-9 DU/AC	6,000	NA	NA	25'	20'	20'	10'	30'	20'	10'	35' ²	30%
MM	9-12 DU/AC	8,000	NA	NA	25'	20'	20'	10'	30'	20'	10'	35' ³	35%
MH	12-17 DU/AC	10,000	NA	NA	25'	20'	20'	10'	35'	25'	10'	40' ³	40%
MH	17-21 DU/AC	10,000	NA	NA	25'	20'	20'	10'	35'	25'	10'	40' ³	40%

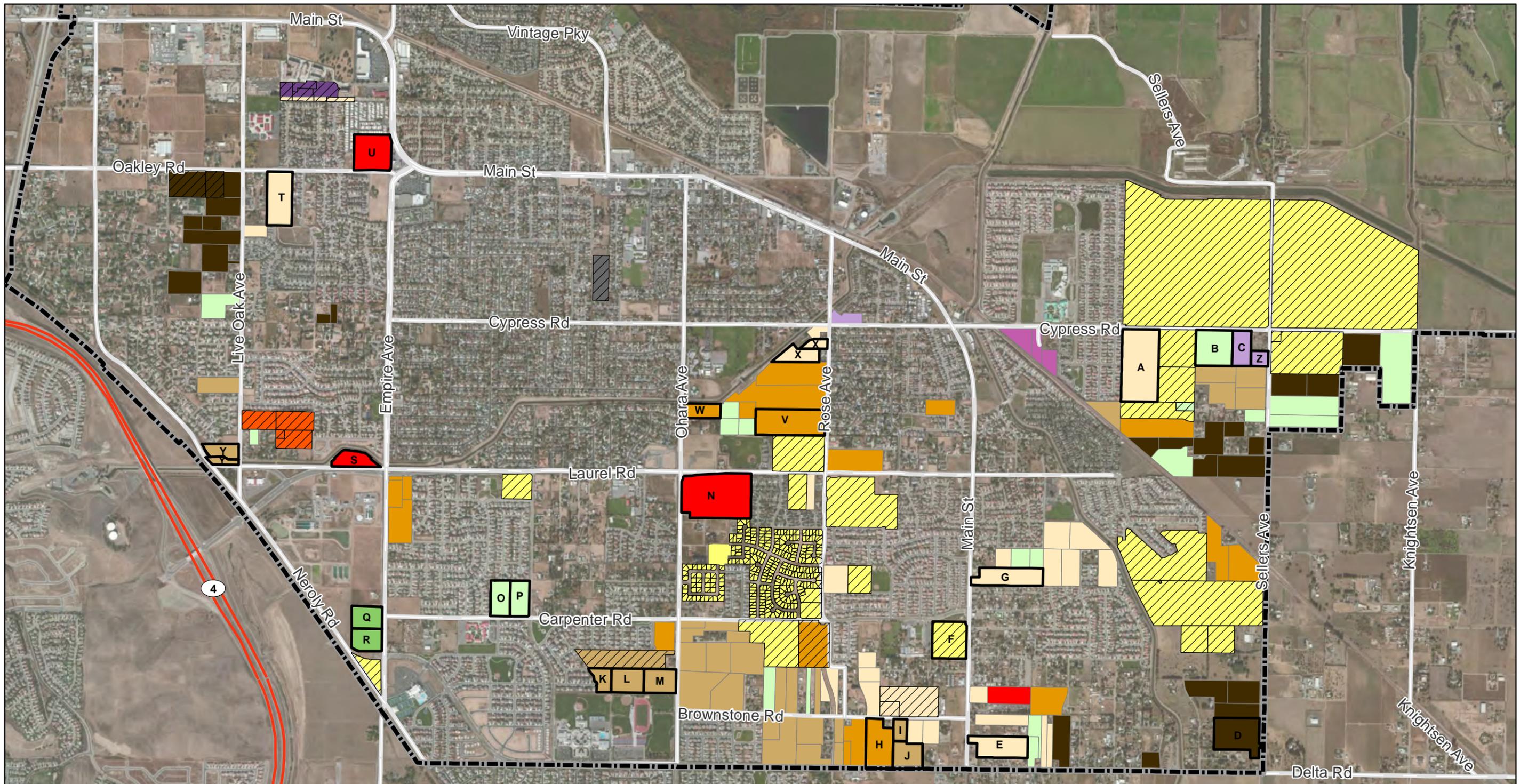
- NOTES
- Side yard setbacks along public streets shall be a minimum 15 feet.
 - Maximum building height shall not exceed 35 feet or 2.5 stories.
 - Maximum building height shall not exceed 40 feet or 3 stories.
 - Maximum site coverage is calculated using the gross acreage of the lot.
 - Development standards may be modified pursuant to City of Oakley Zoning Code, Chapter 4, Section A.5, "Affordable Housing Overlay District," and Chapter 4, Section A.6, "Residential Density Bonus and Incentives."

Tables 2 and 3
Residential Site Development Standards

APPENDIX C

AD HOC WORKING GROUP

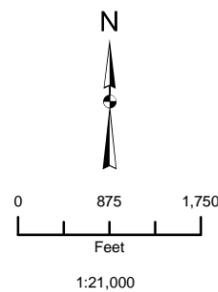
Potential Multifamily Sites



Zoning Designations

C	M-9	R-12	Entitled
P-1	M-12	R-15	Potential Multi-Family Sites
P-1-NP	M-17	R-40	Oakley City Boundary
AL	R-6		
A-4	R-10		

CITY OF OAKLEY HOUSING ELEMENT
Potential Affordable Housing Sites



Data sources: Contra Costa County GIS; ESRI StreetMap North America; ArcGIS Online World Imagery. Map date: June 3, 2014.

REFERENCES

Brentwood General Plan Update EIR, 2001.

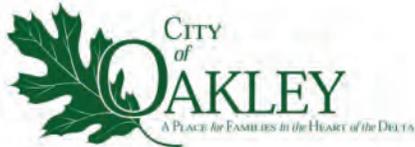
Contra Costa County General Plan 1995-2010, July 1996.

Contra Costa County Zoning Ordinance, Chapter 8 of the Contra Costa County Code, December 1945, as amended.

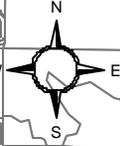
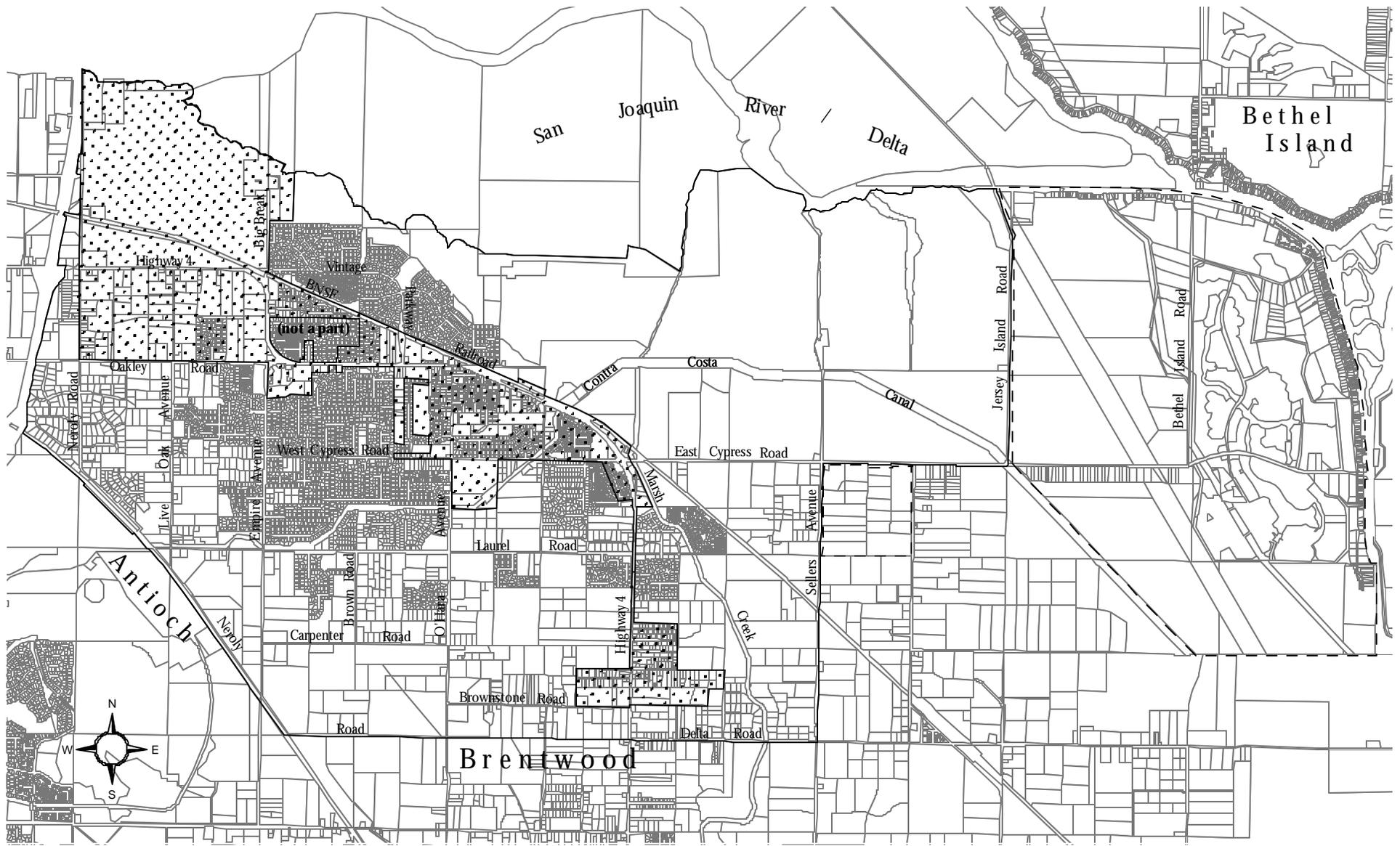
Dyelt & Bhatia, A New General Plan for the Future – San Ramon 2020, Draft Environmental Impact Report, 2001.

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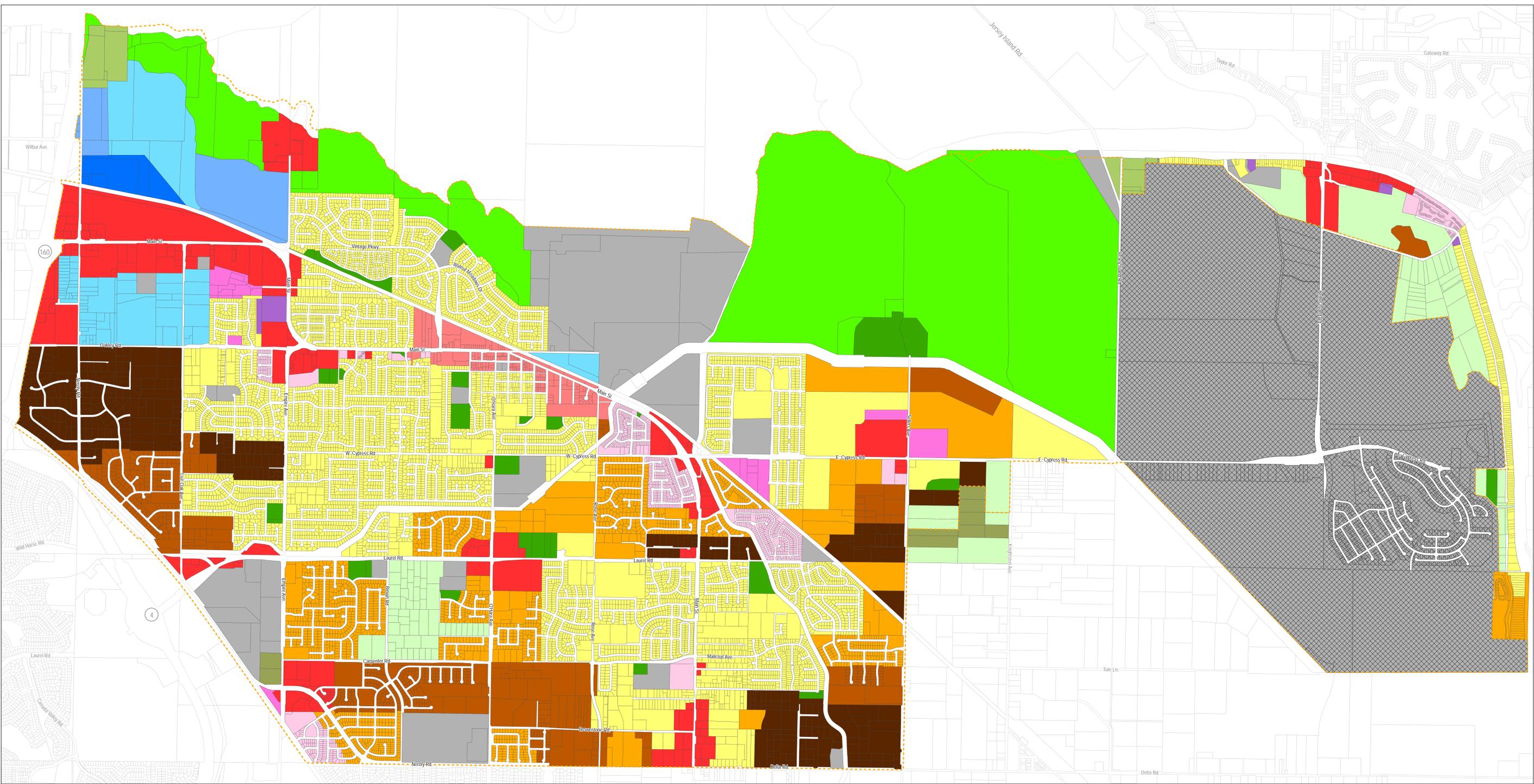


City of Oakley
 General Plan 2020
 Figure 1-1
 Regional Location
 Source: Quad Knopf, 2002



- LEGEND**
-  City Boundary
 -  Expansion Area Boundary
 -  Redevelopment Area

City of Oakley
General Plan 2020
 Figure 2-1
 Oakley Planning Boundaries

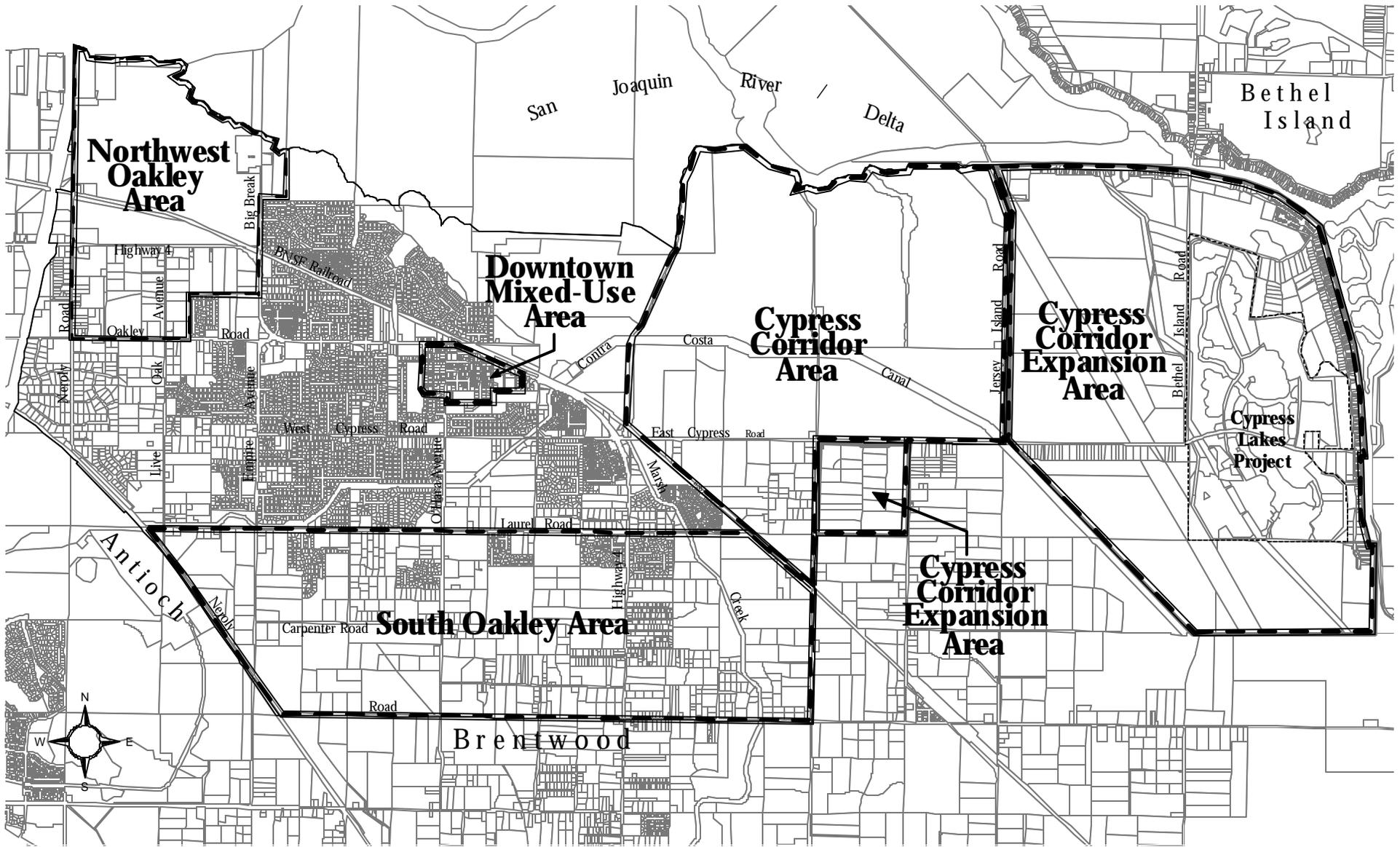


- | | | |
|--|--|---|
|  Agriculture |  Commercial Downtown |  Oakley City Limit |
|  Agricultural Limited |  Commercial Recreation | |
|  Single Family High |  Business Park | |
|  Single Family Medium |  Light Industrial | |
|  Single Family Low |  Utility Energy | |
|  Single Family Very Low |  Public and Semi-Public | |
|  Multi-Family Low |  Delta Recreation | |
|  Multi-Family High |  Parks and Recreation | |
|  Mobile Home |  SP-4 | |
|  Commercial | | |



General Plan Land Use Map City of Oakley

Contra Costa County, California



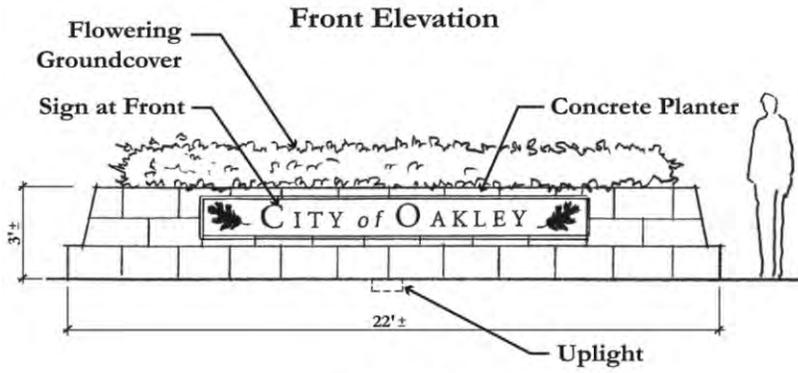
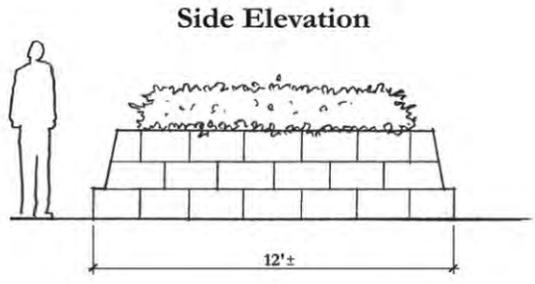
CITY OF OAKLEY
A PLACE FOR FAMILIES AND DREAMS TO GROW

LEGEND

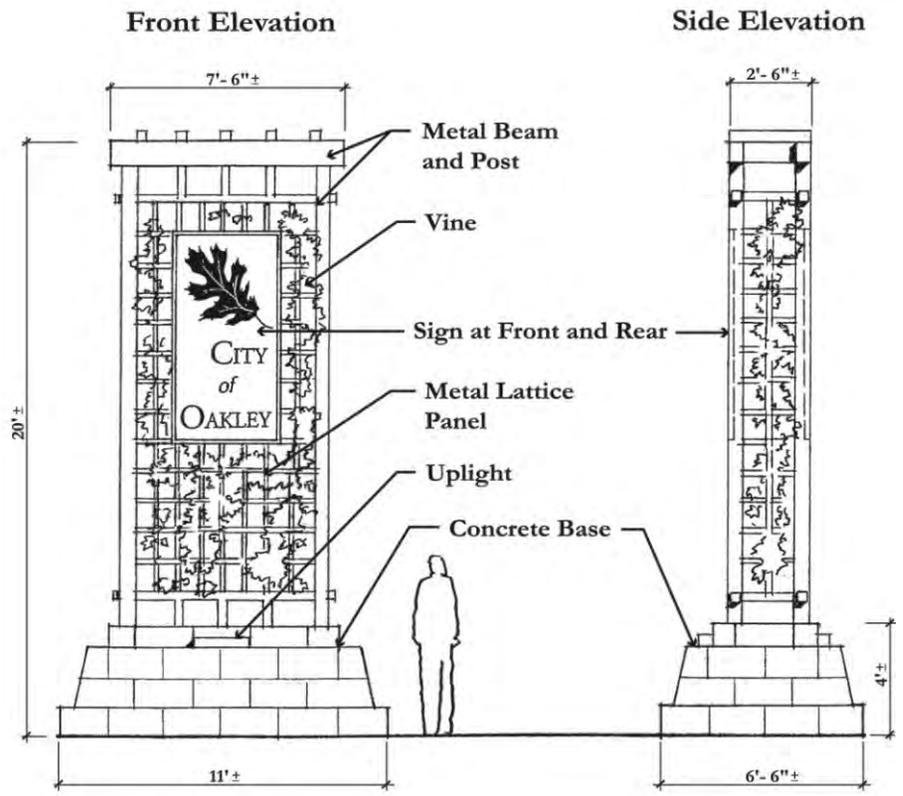
- City Boundary
- Expansion Area Boundary
- Cypress Lakes Boundary
- Special Planning Area Boundaries

City of Oakley
General Plan 2020

Figure 2-3
Special Planning Areas

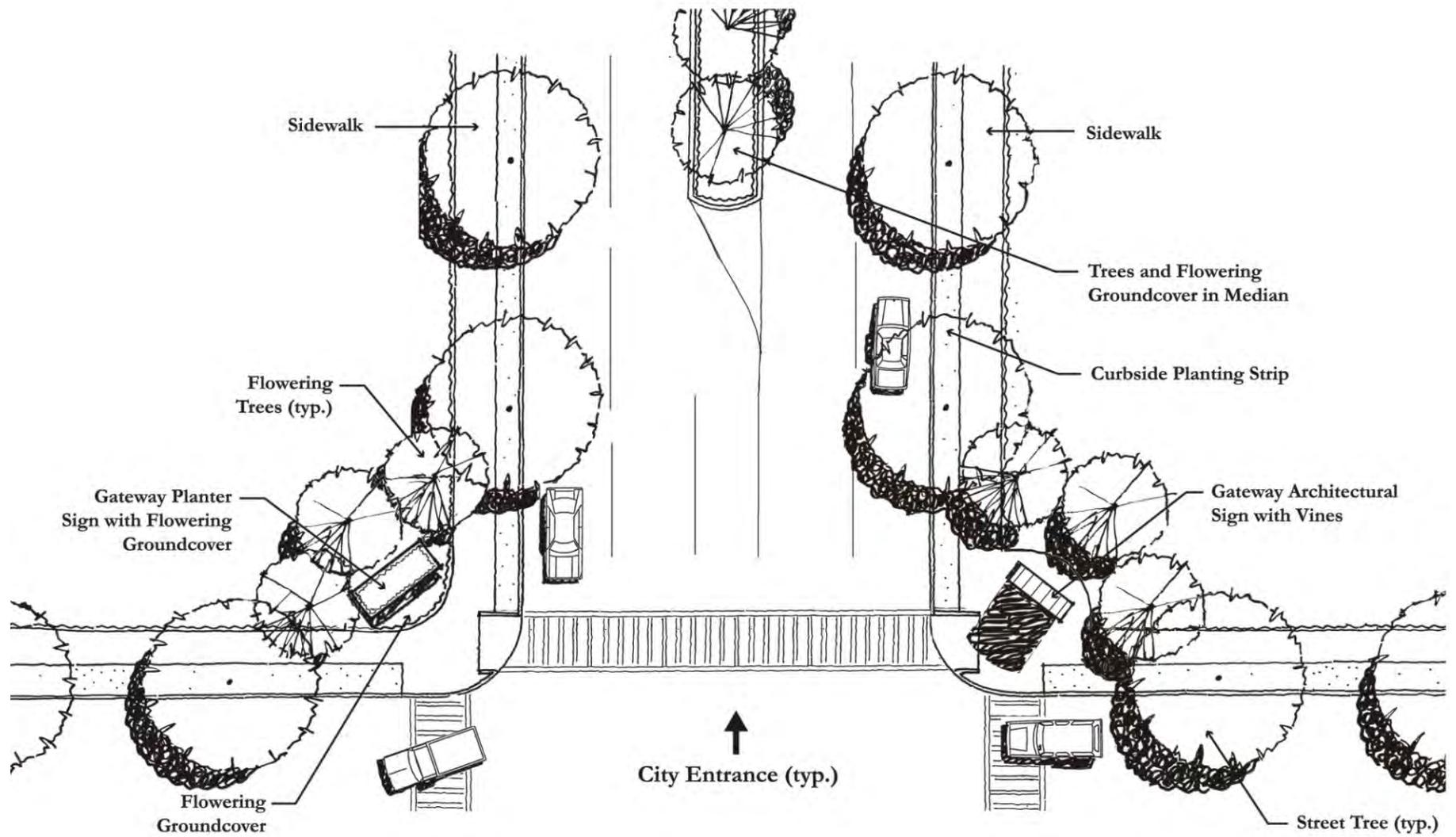


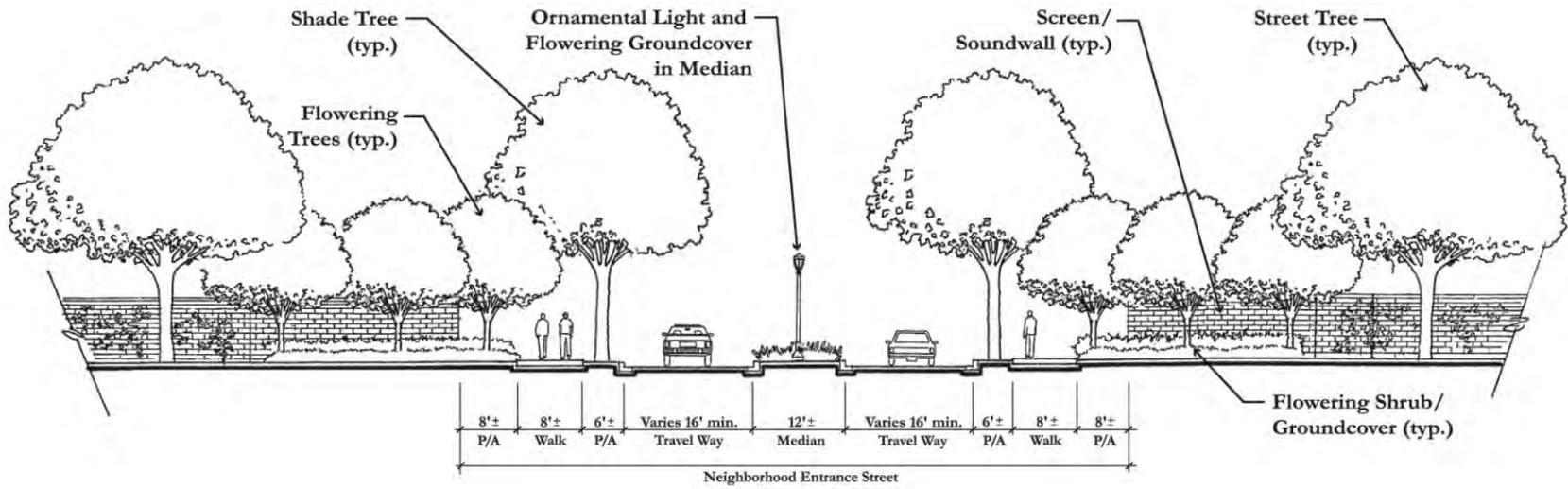
Planter Sign



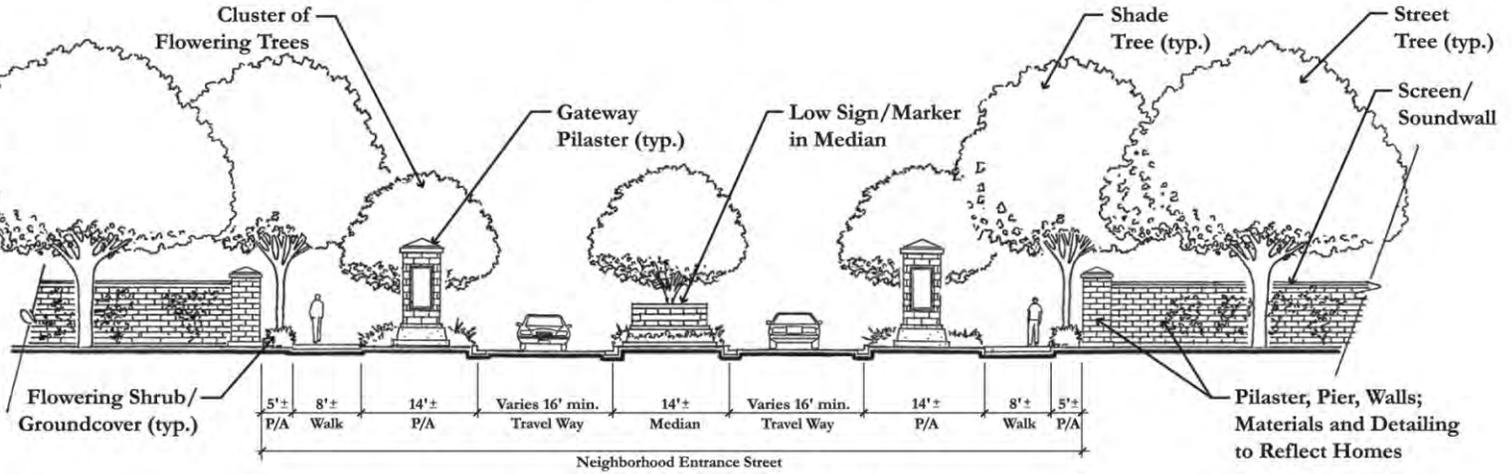
Gateway Sign



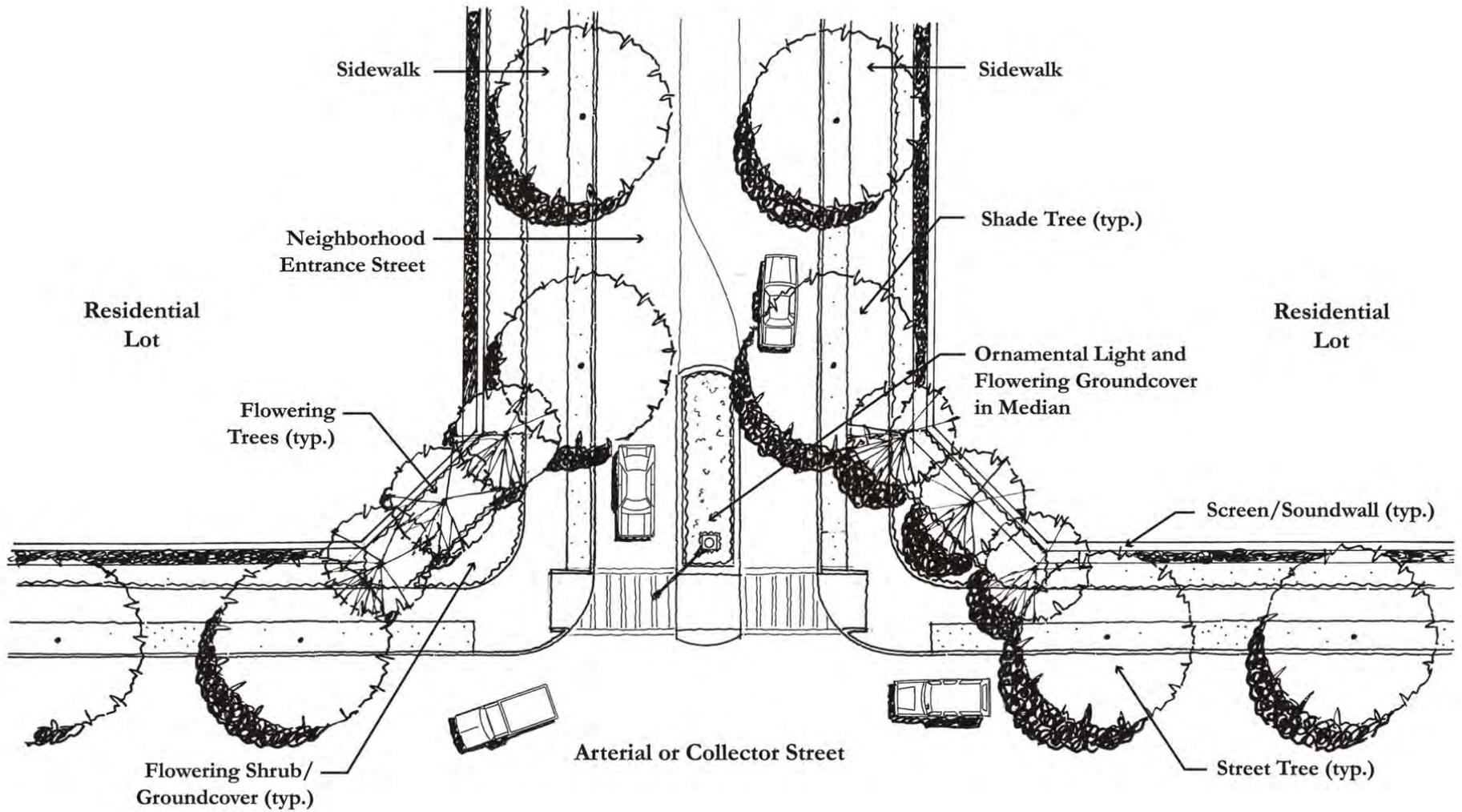


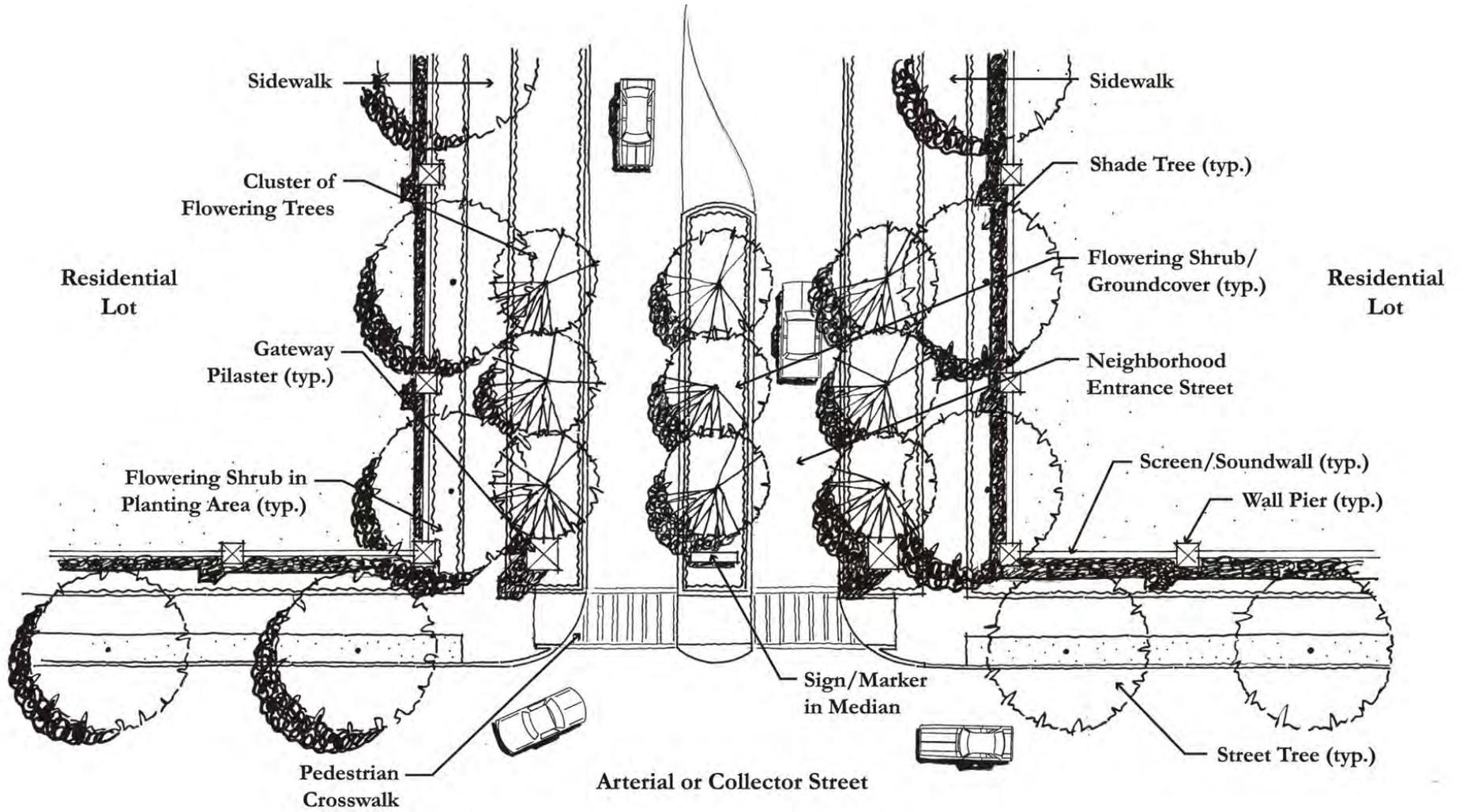


Landscape Only



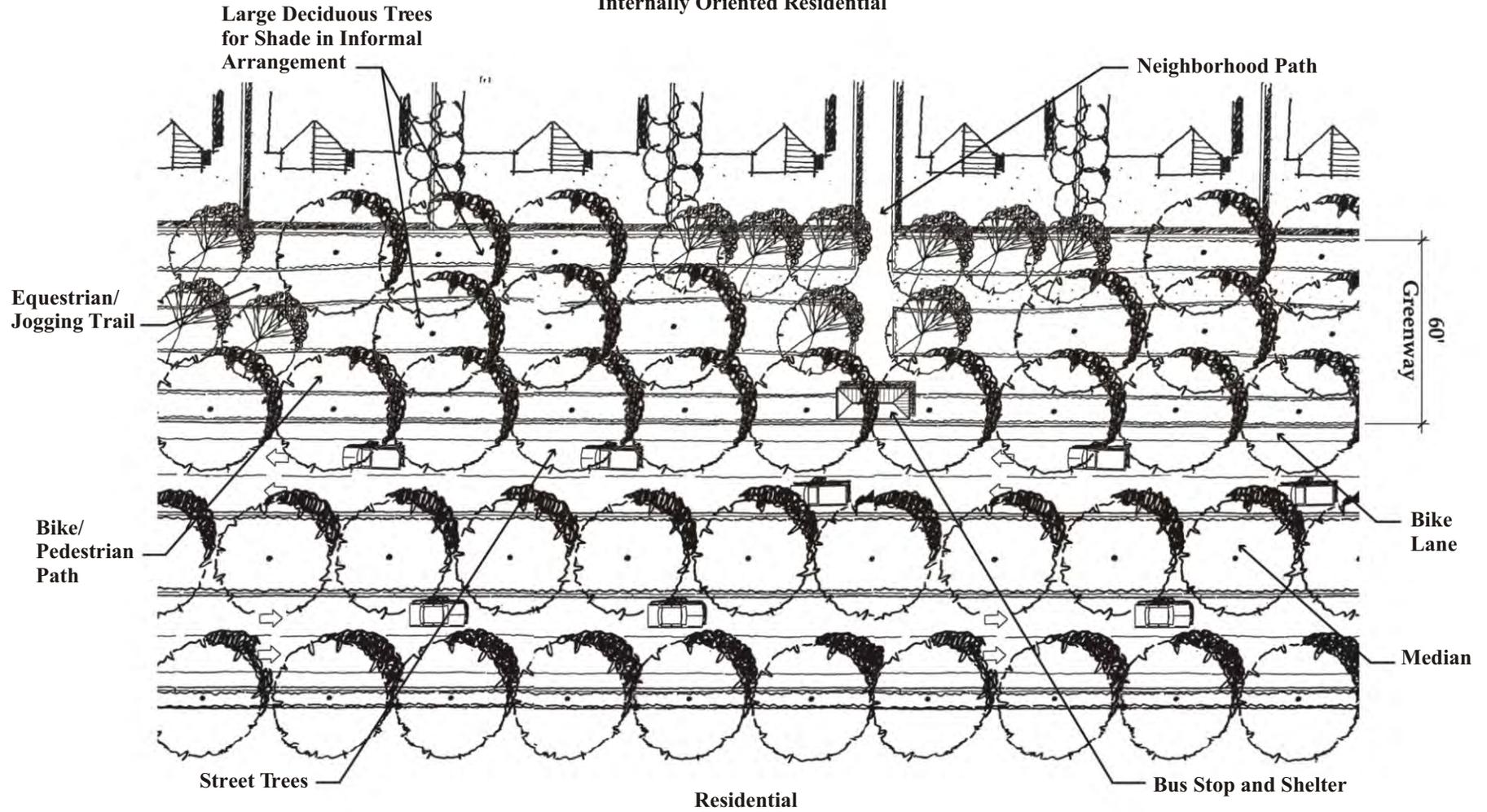
Architectural Sign/Markers





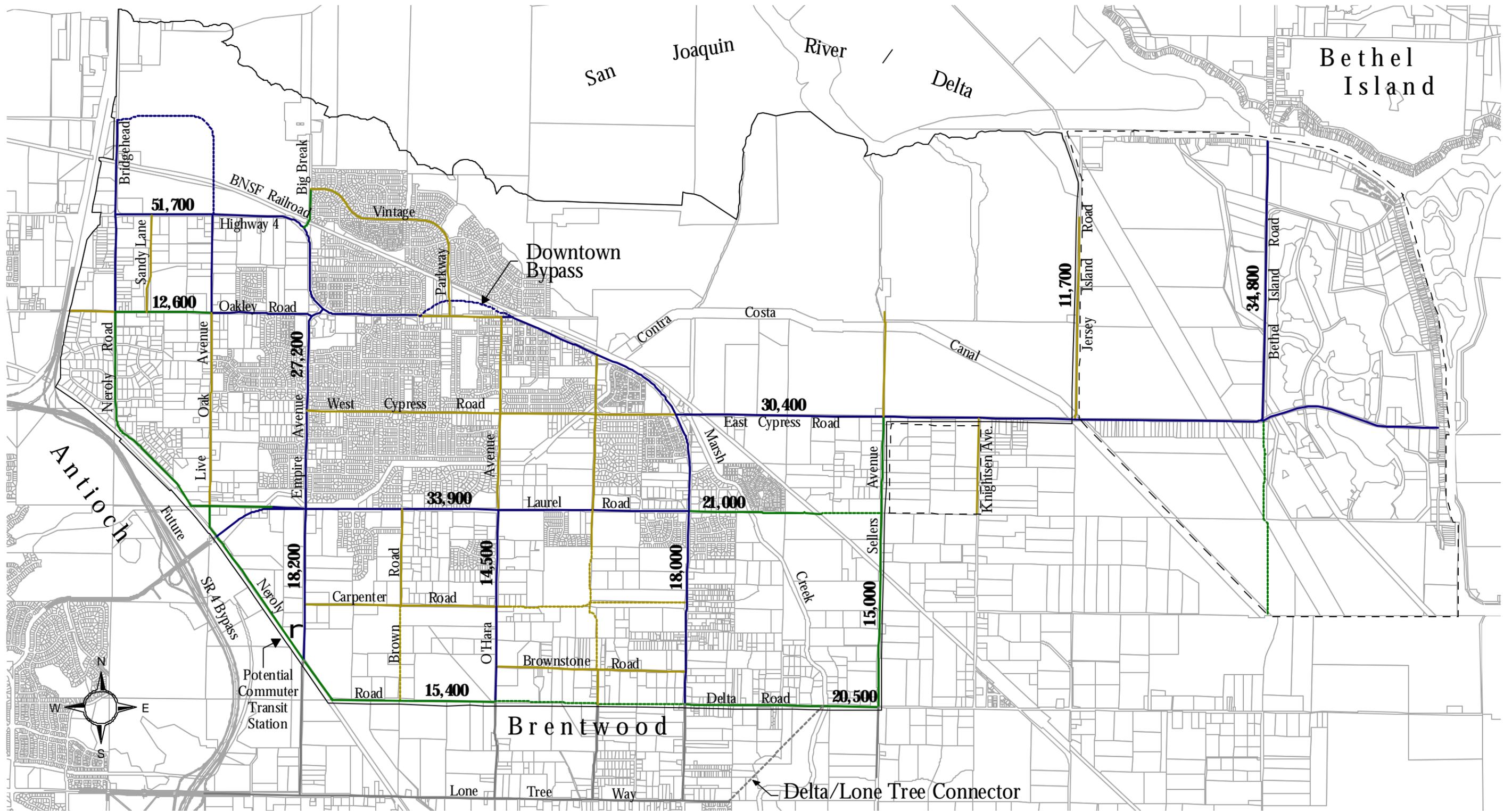
City Of Oakley

Internally Oriented Residential



City of Brentwood



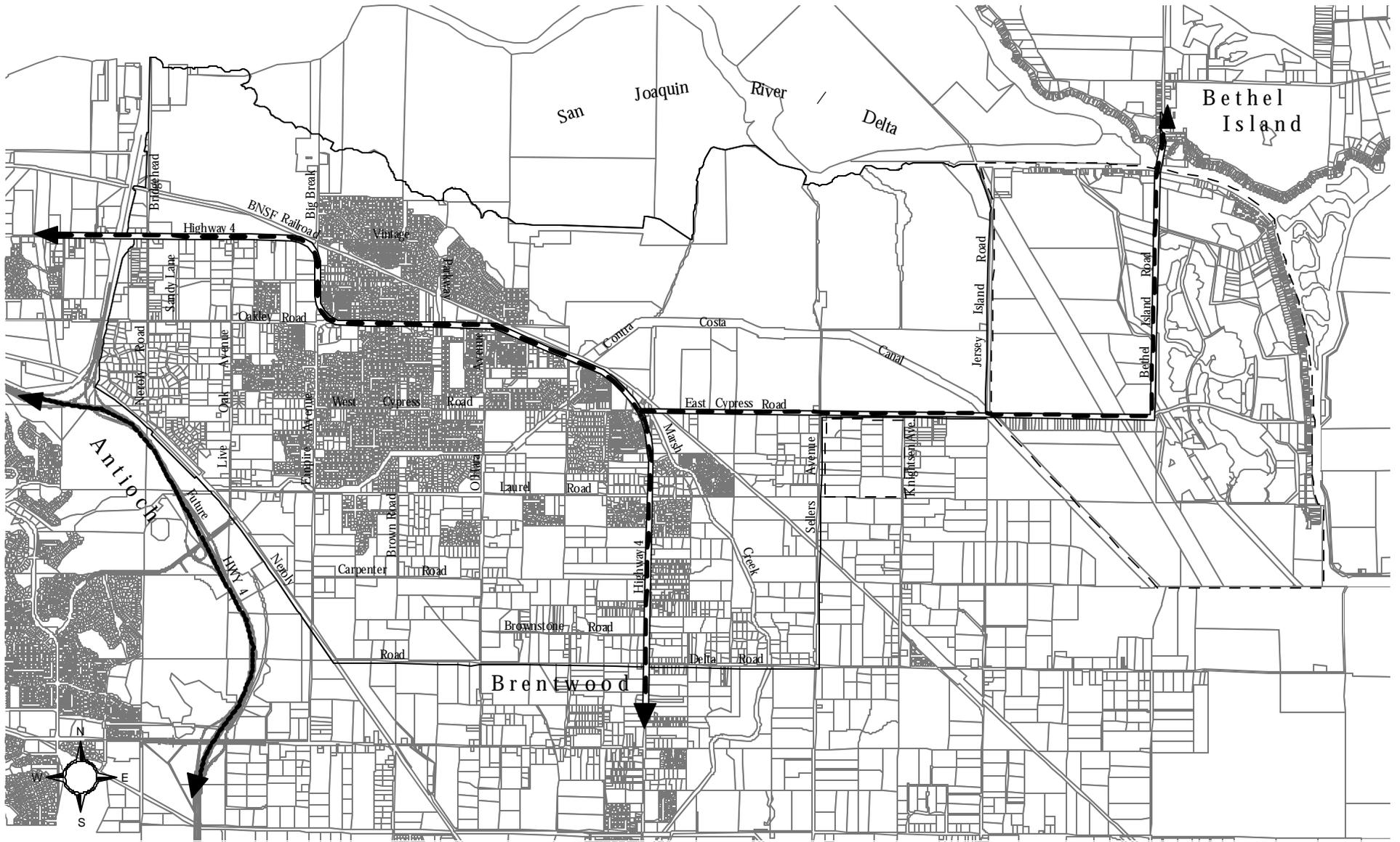


LEGEND

- 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

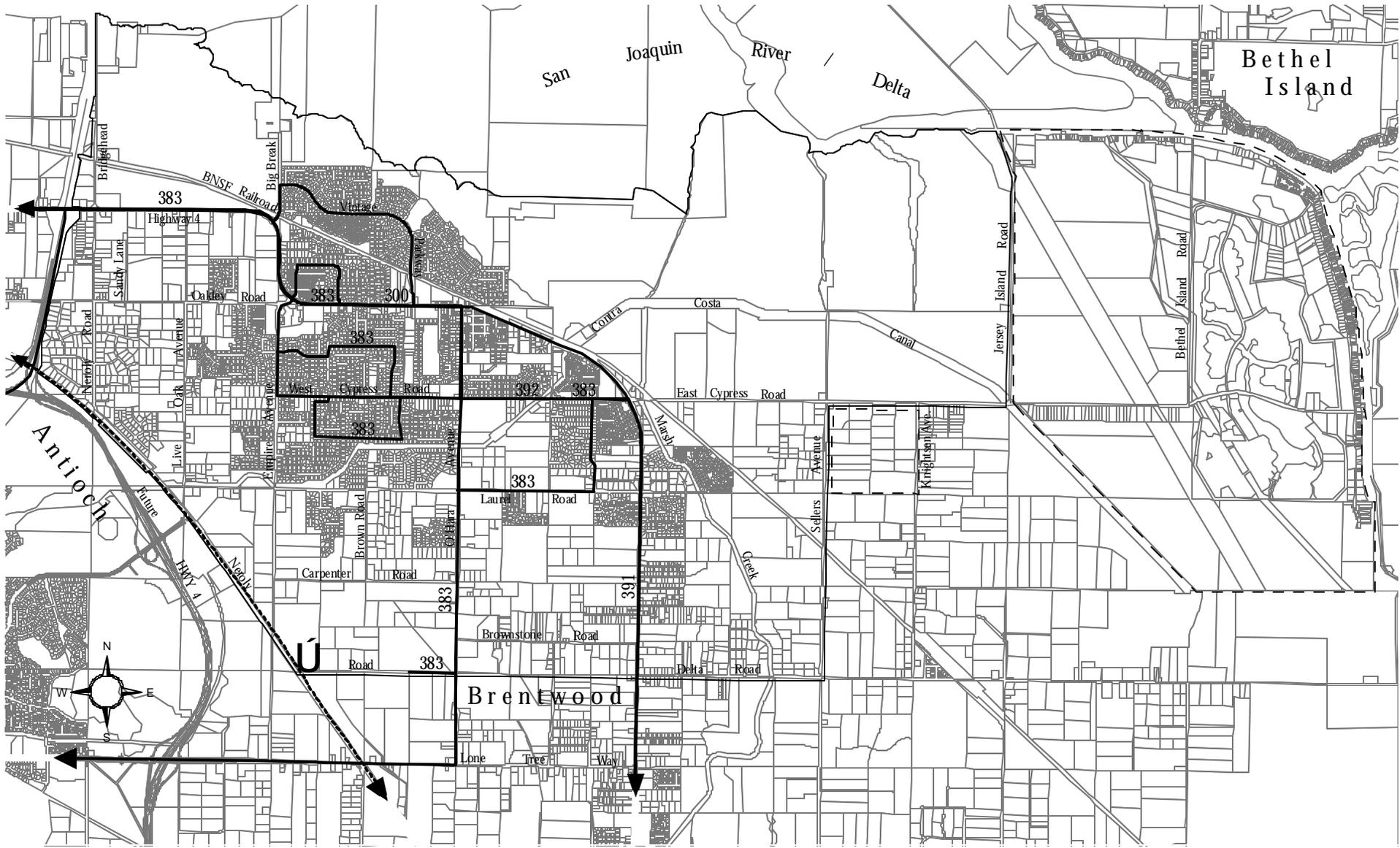
Source: Fehr & Peers



- 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

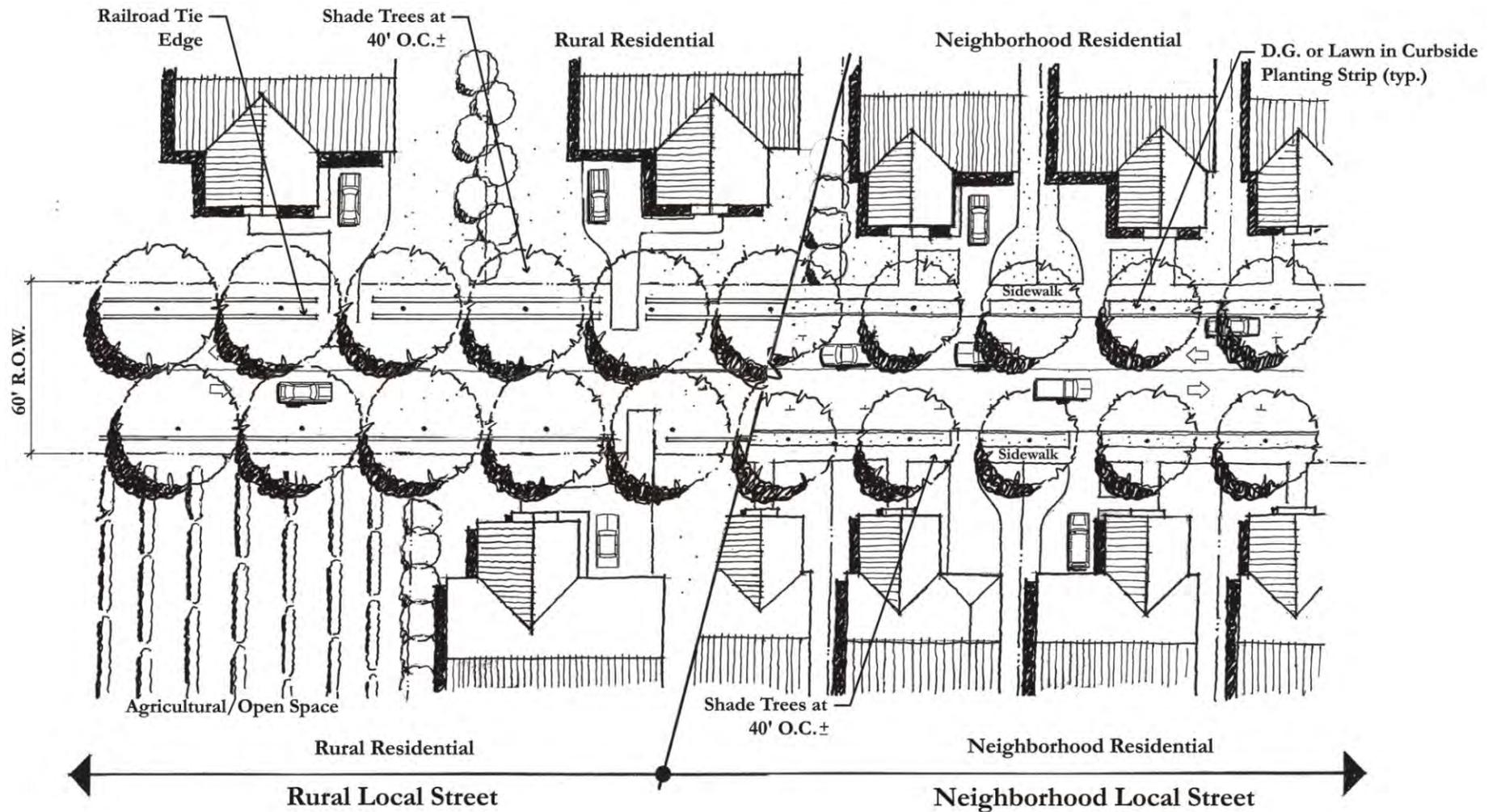


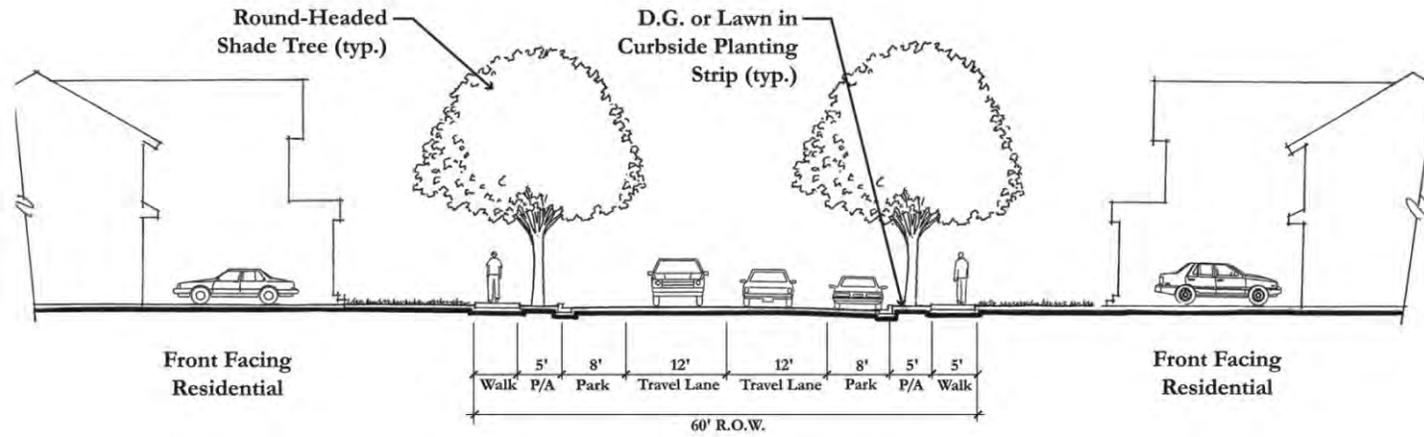
- L City Boundary
- E Expansion Area Boundary
- G Bus Routes (383)
- N Potential Commuter Transit
- D Potential Commuter Transit Station

**City of Oakley
General Plan 2020**

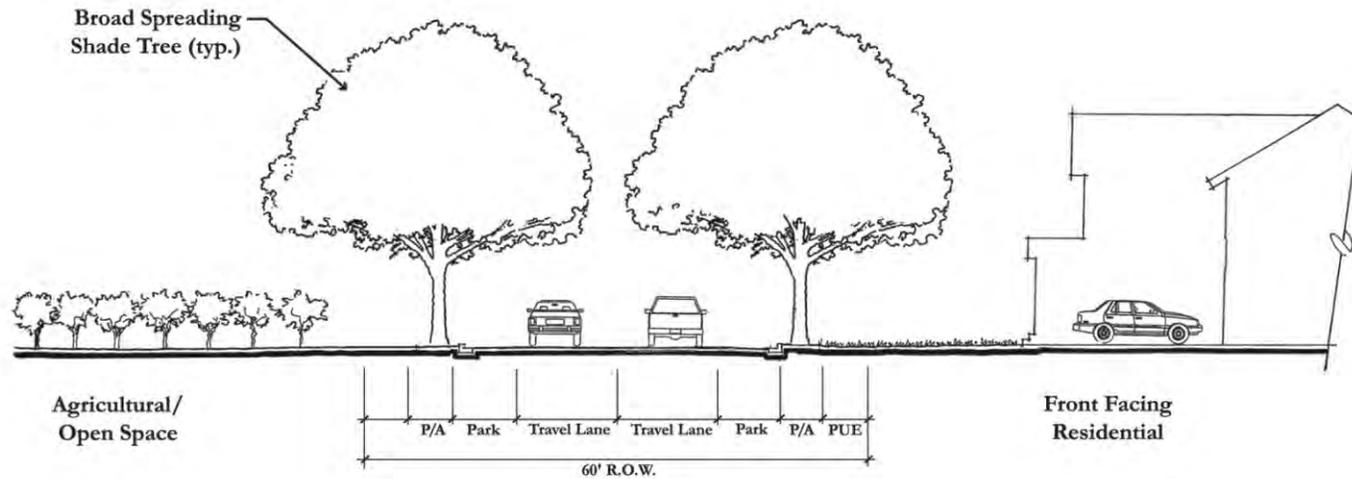
**Figure 3-3
Existing and Future Transit Opportunities**

Source: Fehr & Peers

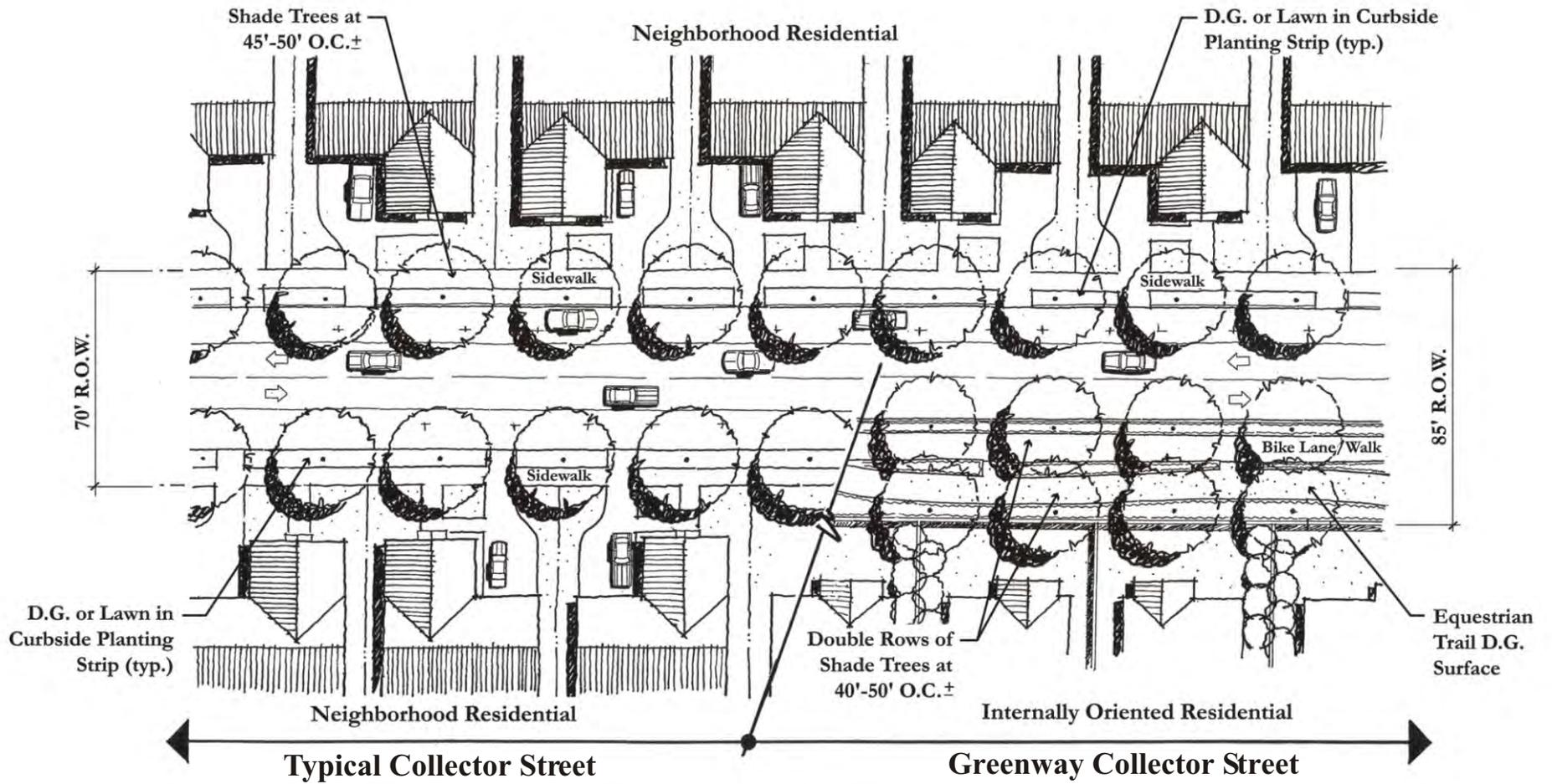


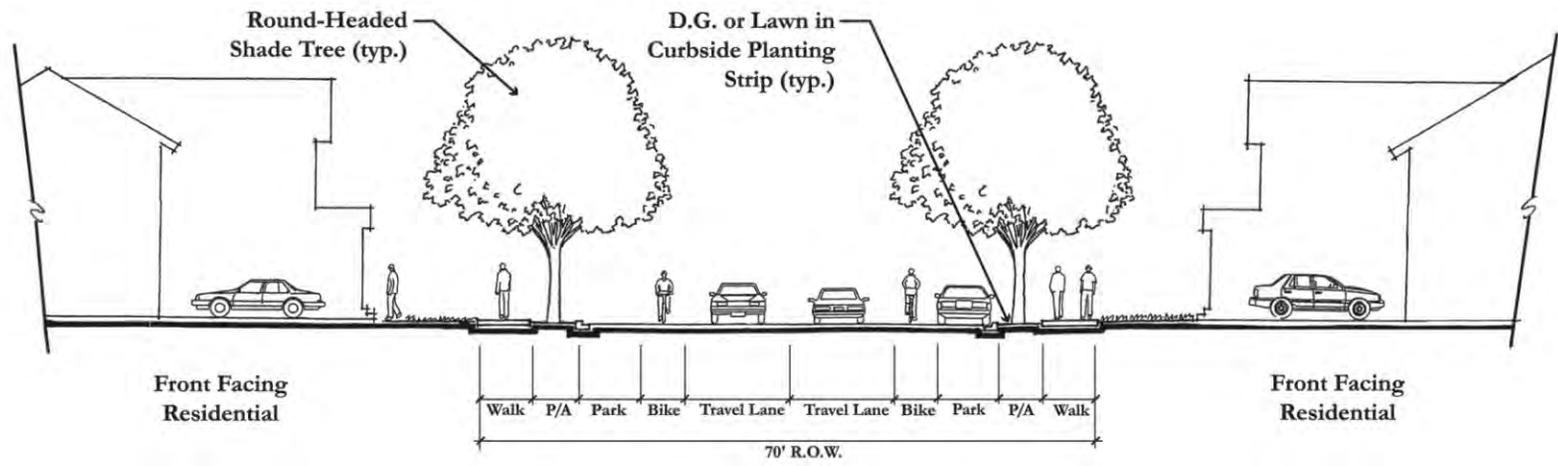


Neighborhood Local Street

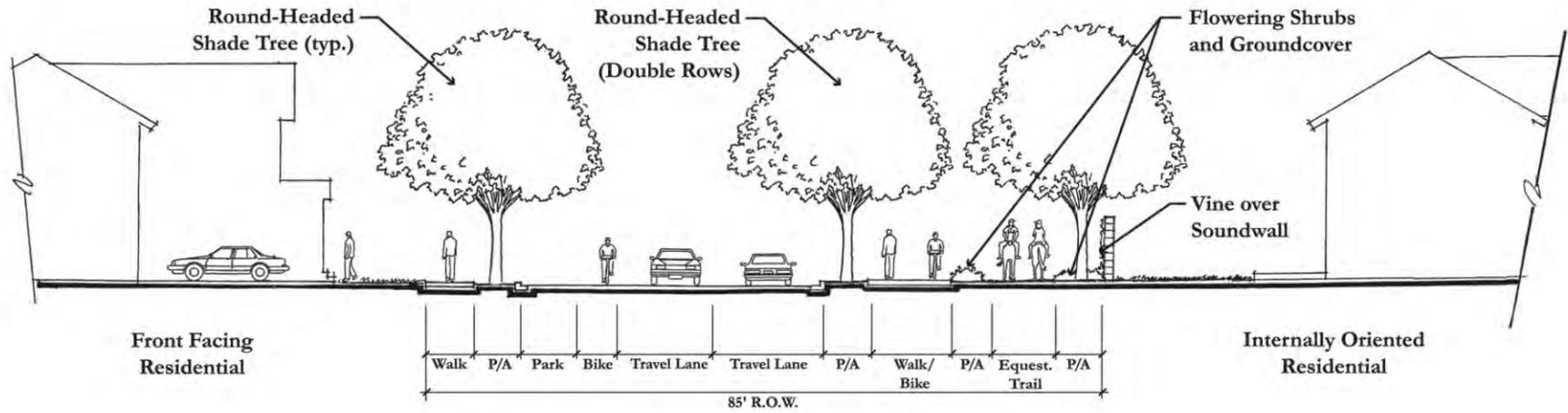


Rural Local Street



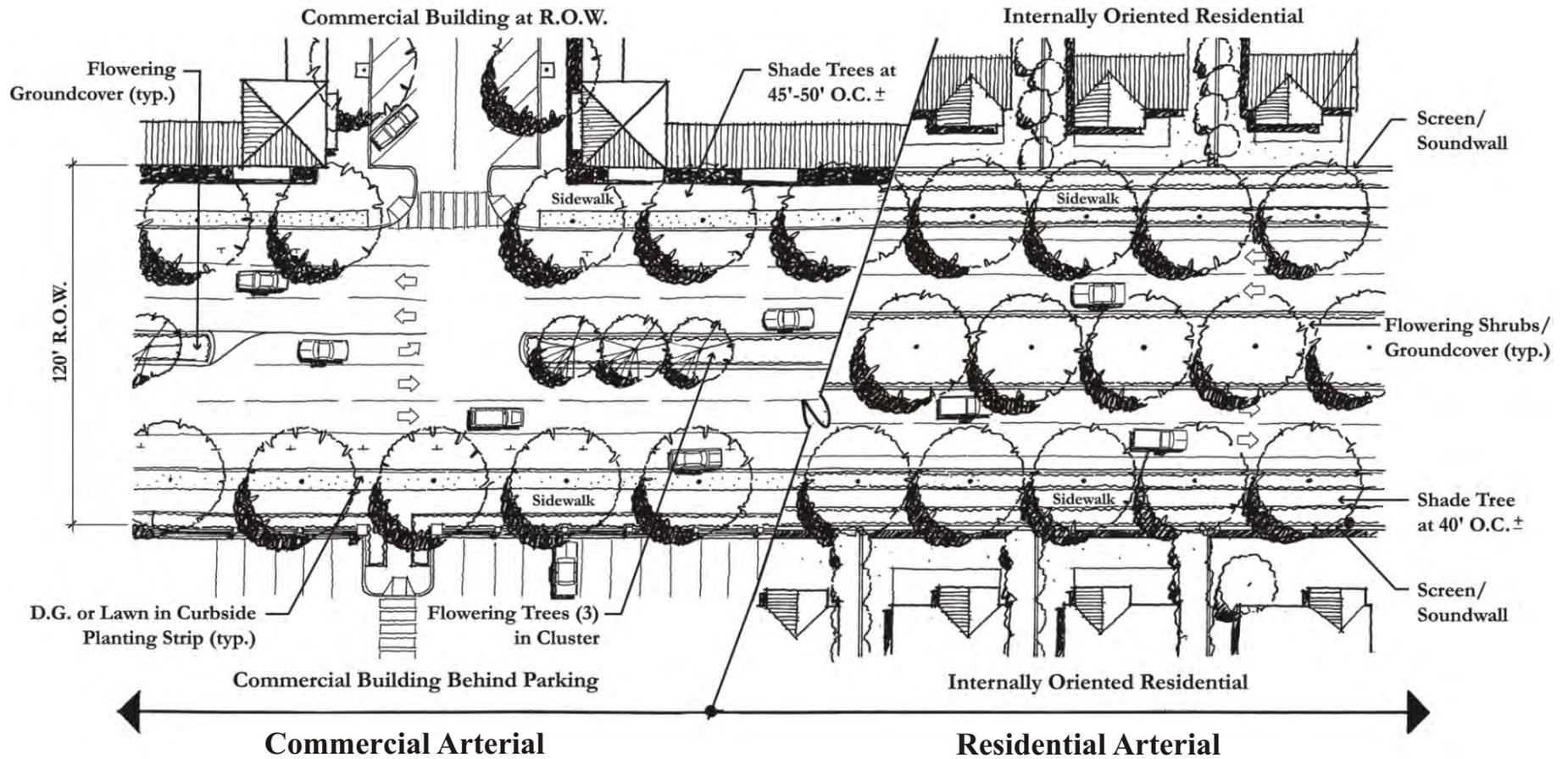


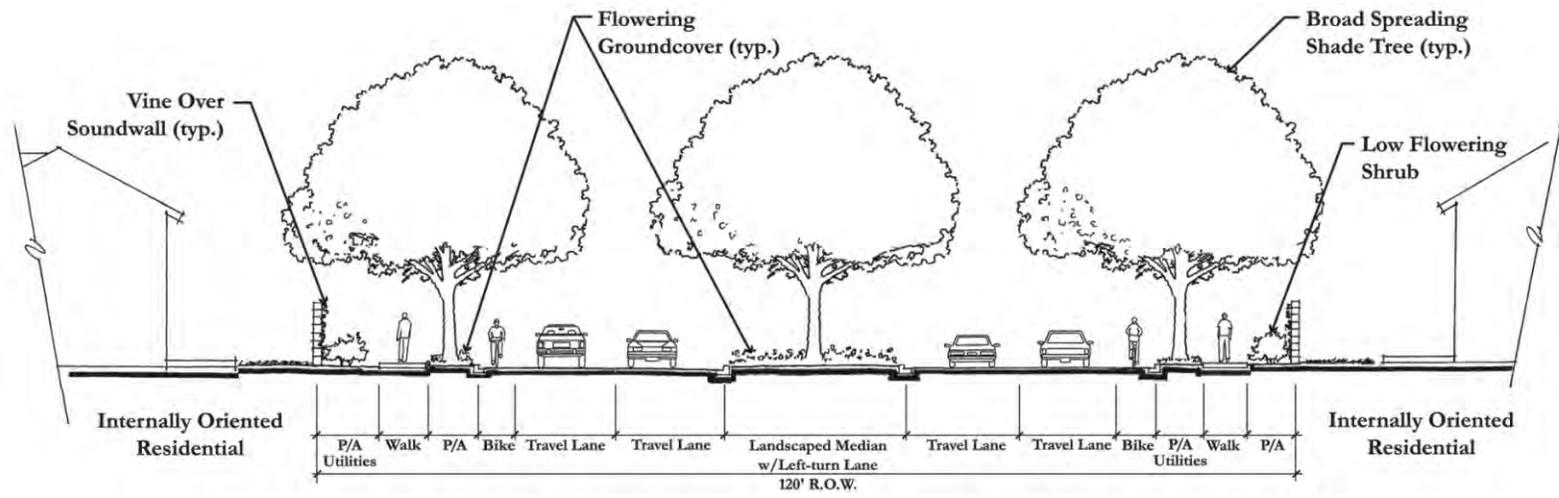
Typical Collector



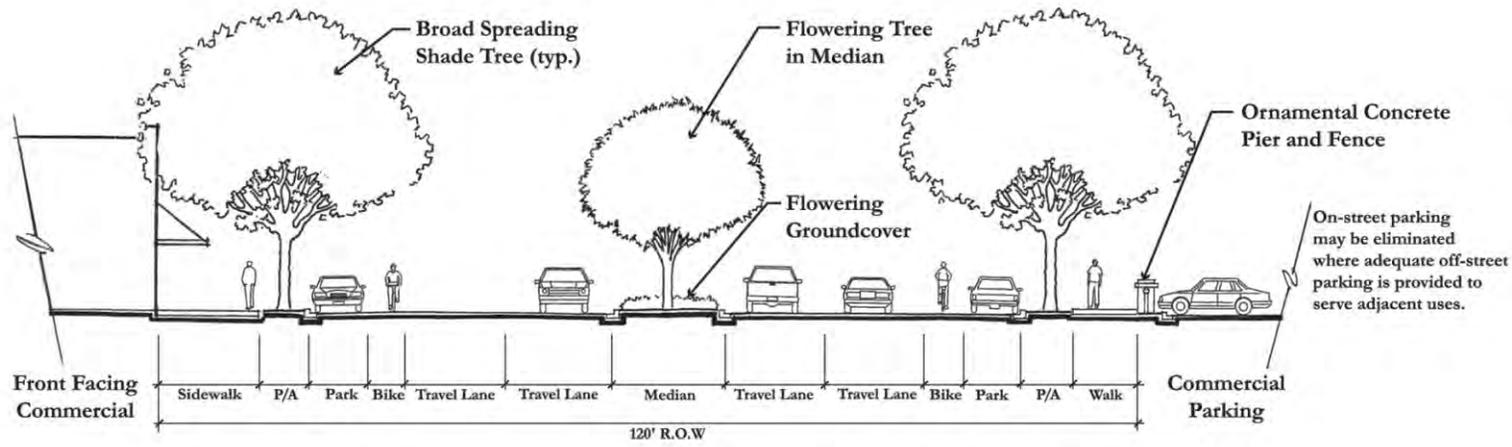
Greenway Collector



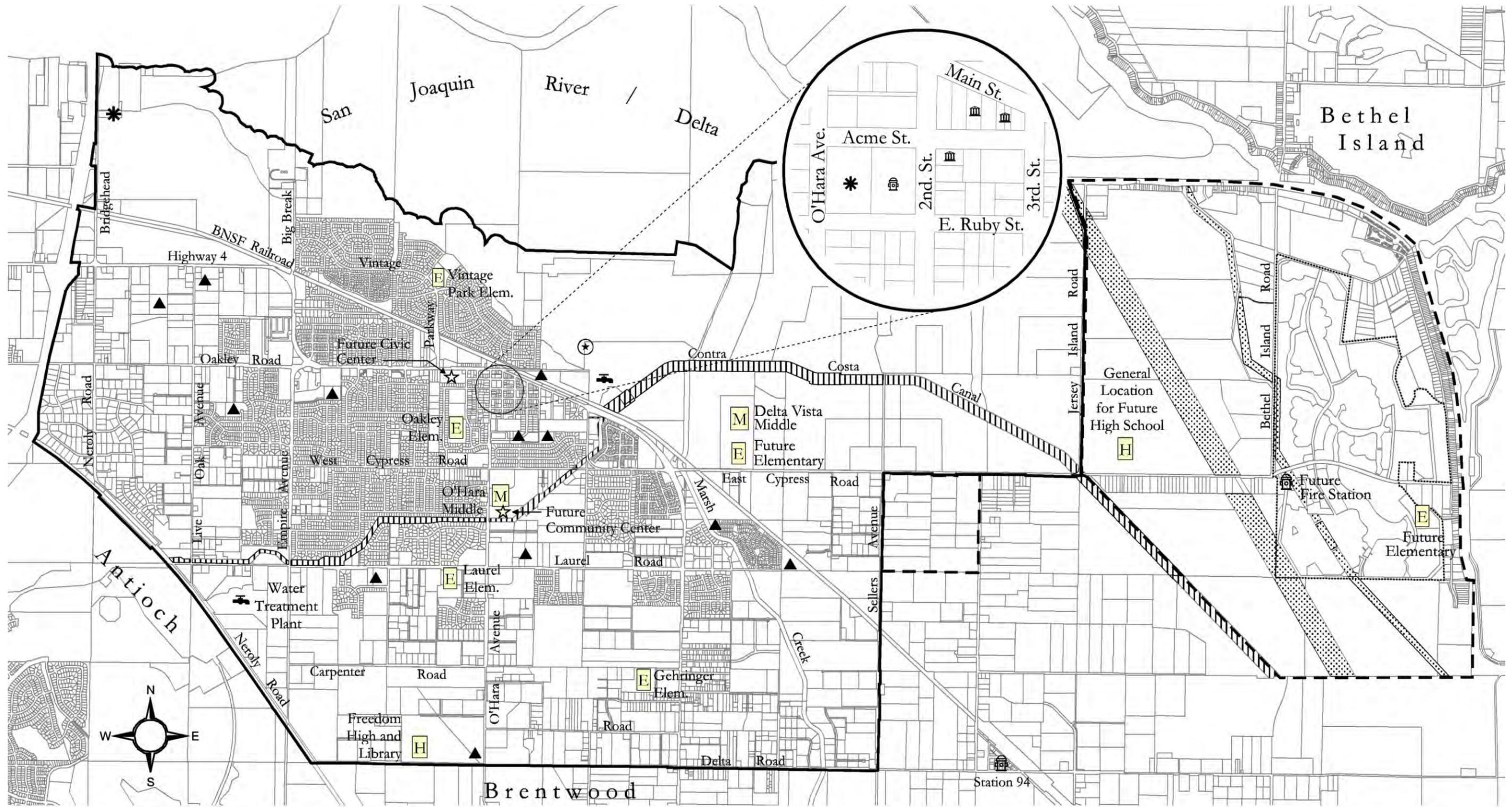




Residential Arterial



Commercial Arterial

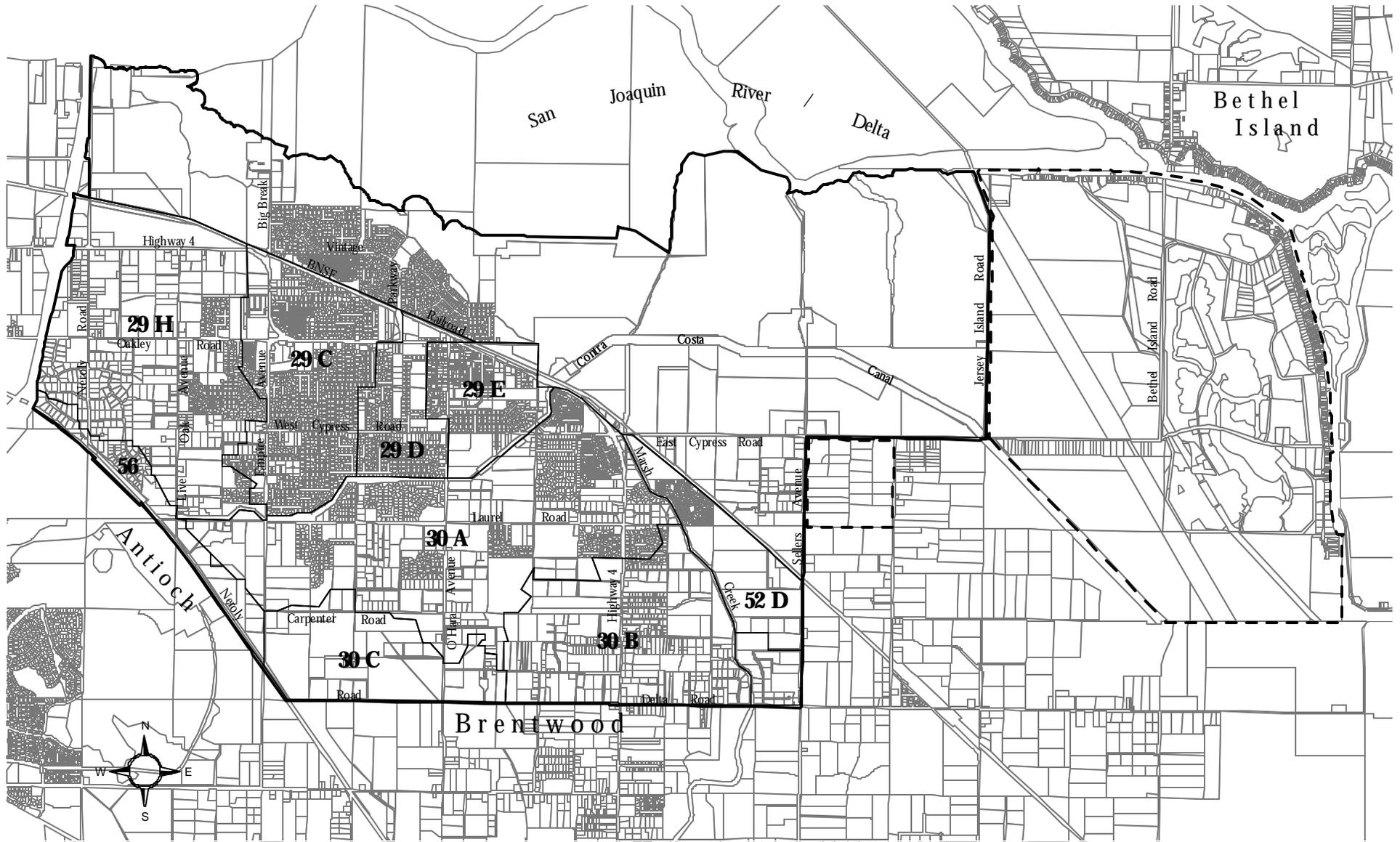


- | | | | | | | |
|---|--|-----------------------------|--|--------------------------------|--|-------------------|
| L | | City Boundary | | City Administrative | | Elementary School |
| E | | Expansion Area Boundary | | Police/Sheriff Station | | Middle School |
| G | | Cypress Lakes Project | | Water Treatment Plant/Facility | | High School |
| E | | Contra Costa Canal | | Drainage Basin | | |
| N | | Electric Transmission Lines | | Fire Station | | |
| D | | | | Wastewater Treatment Plant | | |
| | | | | Community/Civic Center | | |

City of Oakley
General Plan 2020

Figure 4-1
Public Facilities Locations

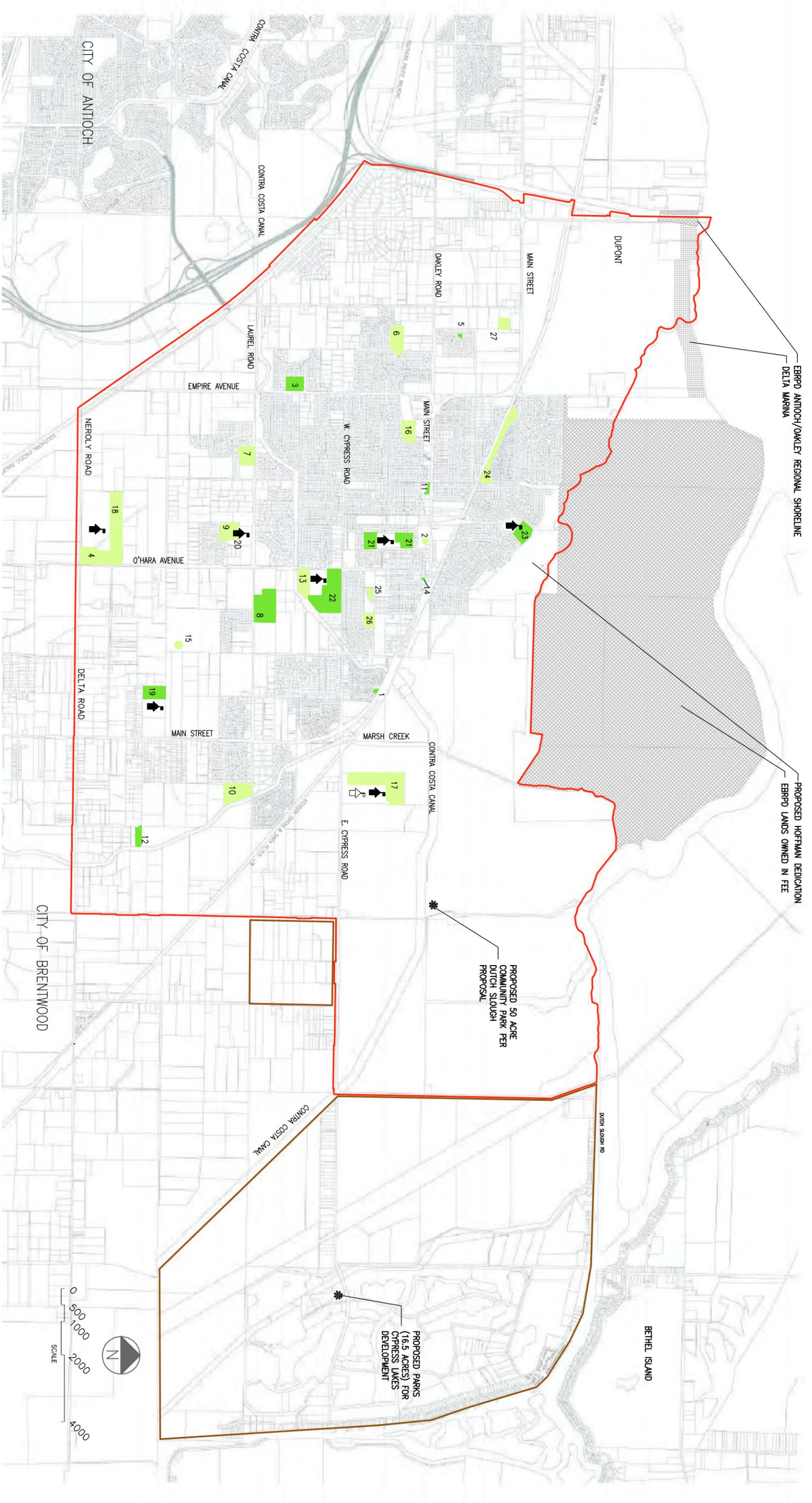
Source: City of Oakley Community Development Department



LEGEND

- City Boundary
- Expansion Area Boundary
- Drainage Area Boundaries

City of Oakley
General Plan 2020
 Figure 4-2
Drainage Fee Areas
Source: Santina & Thompson



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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 BAULFIELD PARK
9. LAUREL - NUTMEG PARK SITE
10. LAUREL ROAD AT MARSH CREEK PARK SITE

Joint-Use School/Community Parks

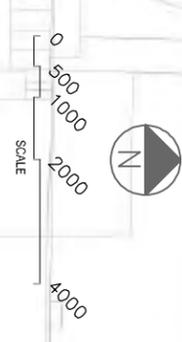
11. MAIN STREET PARK
12. MARSH CREEK GLENN PARK
13. MOKKA PARK SITE
14. OAKLEY FIRE DISTRICT STATION #93
15. STONEWOOD PARK
16. TEAKWOOD BASIN PARK
17. DELTA VISTA ELEMENTARY AND MIDDLE SCHOOL
18. FREEDOM HIGH SCHOOL
19. GERHINGER ELEMENTARY SCHOOL

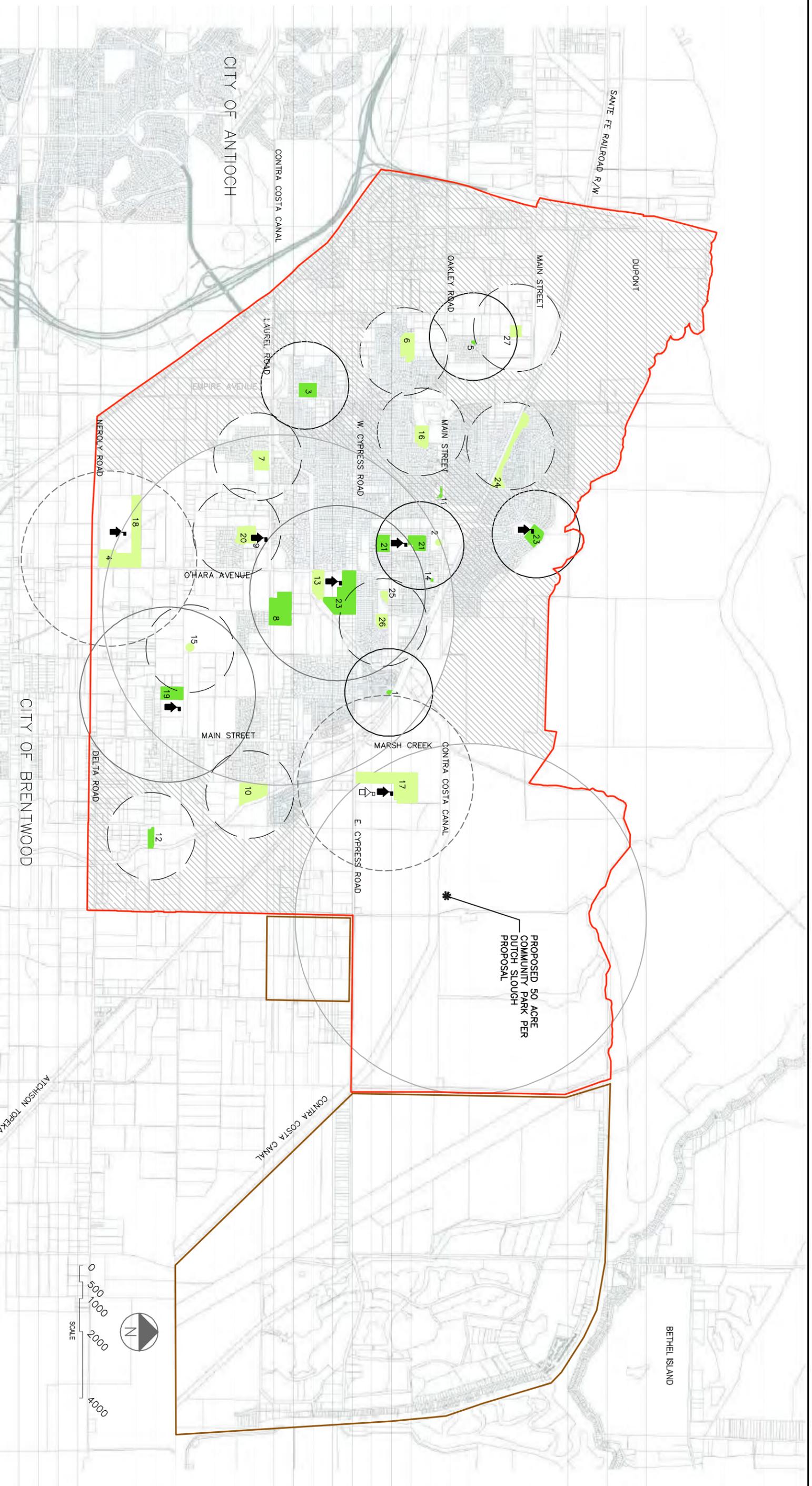
Regional Parks

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**





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 RADUS

PROPOSED NEIGHBORHOOD PARKS
1/4 MILE RADUS

PLAYFIELD PARKS
1/2 MILE RADUS

PROPOSED PLAYFIELD PARKS
1/2 MILE RADUS

COMMUNITY PARKS
1 MILE RADUS

AREAS NOT SERVED BY NEIGHBORHOOD OR COMMUNITY PARKS

**CITY OF OAKLEY
GENERAL PLAN
2020**

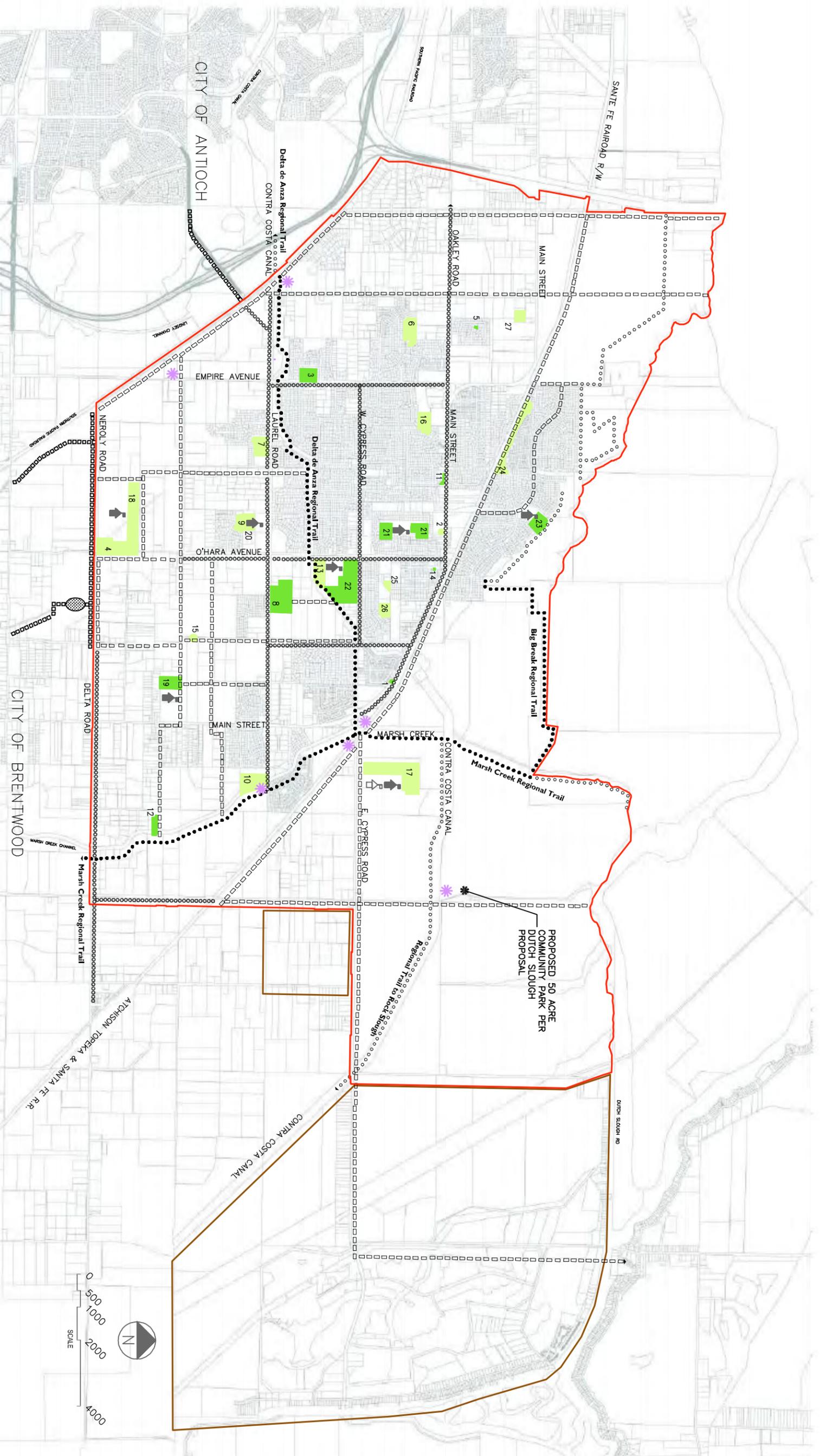
**FIGURE 7.2
NEIGHBORHOOD &
COMMUNITY PARK
SITE SERVICE AREAS**



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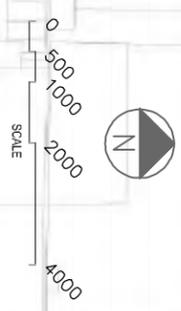


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- EXISTING PARKS**
 - POTENTIAL PARK SITES**
 - EXISTING CITY LIMITS**
 - PROPOSED EXPANSION AREAS**
 - PROPOSED COMMUNITY PARK SITE**
 - EXISTING SCHOOL FACILITY**
 - FUTURE SCHOOL FACILITY**
-
- REGIONAL TRAILS**
 - EXISTING EBRPD MULTI-USE TRAIL**
 - PROPOSED EBRPD MULTI-USE TRAIL**
 - PROPOSED LOCAL MULTI-USE TRAIL**
 - PROPOSED LOCAL BIKE ROUTE**
 - PROPOSED STRAGING AREAS**
-
- OKLEY TRAILS & ROUTES**
 - PROPOSED LOCAL MULTI-USE TRAIL**
 - PROPOSED LOCAL BIKE ROUTE**
 - PROPOSED STRAGING AREAS**
-
- BRENTWOOD & ANTIPOCH**
 - EXISTING AND/OR FUTURE TRAILS**
 - EXISTING AND/OR FUTURE PARK**



**CITY OF OAKLEY
 GENERAL PLAN
 2020**

**FIGURE 7.3
 EXISTING &
 PROPOSED
 TRAILS PLAN**



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