

## Chapter 1: Introduction and Background

“Oakland is setting an example to the cities of the country. You have here one of the finest airports I have seen... I hope that you will not forget that Oakland will continue to be in the future the guide of American aviation.”

— Charles A. Lindbergh, September 18, 1927

### 1.1 Introduction

Section 1.1 outlines the goals and objectives of the master plan for Oakland International Airport (OAK or the Airport) and describes the process by which it was prepared.

#### 1.1.1 Goals and Objectives

This master plan for OAK is a concept-level planning and feasibility study that identifies potential near-term projects (5-year timeframe) and provides long-term (20-year) on-Airport general land-use guidance. It has been prepared in accordance with the Federal Aviation Administration (FAA) Advisory Circular (AC) No. 150/5070-6A, Airport Master Plans.<sup>(1)</sup> This AC states that the goal of a master plan is “to provide guidelines for future airport development which will satisfy aviation demand in a financially feasible manner, while at the same time resolving the aviation, environmental and socioeconomic issues existing in the community” (Chapter 1, Section 3). The AC recognizes the need for flexibility in preparing master plans: “The information presented in this AC covers the planning requirements for all airports, regardless of size, complexity or role. However, the scope of study must be tailored to the individual airport, with the level of effort limited to its specific needs and problems. Based on an airport’s specific needs, certain master planning elements may be emphasized while others will not be considered at all.”

In addition to following the FAA AC, the master plan has been a vehicle for community participation in airport planning and the long-term future of the Airport. A central component of the master plan has been a series of meetings with a Stakeholder Advisory Committee, which consists of staff and community members from the surrounding cities (Alameda, Oakland, and San Leandro), San Leandro Unified School District, Alameda County, and Airport users, including fixed base operators, passenger and cargo airlines, the Port’s Airline Liaison Office, and flight training / light general aviation aircraft operators. (Berkeley Keep Jets Over the Bay Committee was invited to appoint members to the Stakeholder Advisory Committee but did not.)

Finally, the master plan meets the requirements of various settlement agreements with the surrounding communities.

It should be noted that the master plan for OAK does not (1) focus on detailed plans for individual Airport projects or facilities, (2) include every project that the Port might propose during the 20-year planning horizon, or (3) approve any specific projects (see Section 1.4).

#### 1.1.2 Master Planning Process

Figure 1.1 illustrates the technical and community input process followed to prepare the OAK master plan. The technical process started with an inventory

of existing conditions and forecasts of aviation activity. The forecasts were then used to develop requirements (e.g., number of aircraft gates required in a certain time-frame or area that should be allocated for a particular airport use). Based on the forecasts and requirements, various areas on the Airport were examined to determine if the potential use would be suitable for that area. A list of planning considerations was developed for each potential development area, highlighting operational, financial, and environmental opportunities and constraints. Environmental and financial considerations were then developed; finally, short-term (2010 to 2012) and long-term (2025) land-use plans were prepared.

As shown on Figure 1.1, the Stakeholder Advisory Committee participated throughout the preparation of the master plan technical work. Port staff (1) hosted two open houses / public meetings to present and discuss work on the master plan, (2) provided update briefings to the Aviation Committee of the Board of Port Commissioners at three different meetings (and the staff reports were posted on the Airport web site), (3) presented a summary of the master planning process and key findings to the Alameda, San Leandro, and Oakland city councils at regular or special meetings, and finally (4) presented a summary of the master planning process and key findings to the Regional Airport Planning Committee and the Alameda County Airport Land Use Commission.

#### 1.1.3 Stakeholder Advisory Committee

As described in Sections 1.1.1 and 1.1.2, the central process for conducting the master plan has been a series of meetings with the Stakeholder Advisory Committee. The members of the Stakeholder Advisory Committee are listed in Appendix A, and the Stakeholder Advisory Committee meeting agendas and minutes are included in Appendix B. Port staff and consultants completed master plan technical analyses and then presented the analyses and results to the Stakeholder Advisory Committee. Committee members received an “insider’s look” at master plan technical analyses. Table 1.1 summarizes the Stakeholder Advisory Committee meeting topics and dates.

The Stakeholder Advisory Committee (1) advised Port staff and consultants on long-range high-level planning issues at OAK, (2) provided input on master plan technical issues and identified potential impacts, and (3) reported back to their respective appointing agency or organization to keep these groups informed on master plan issues and results. Each member of the Stakeholder Advisory Committee had formal representation in the formulation of the master plan and all members were

(1) While this master plan was being prepared, the FAA updated FAA AC No. 150/5070-6A, Airport Master Plans. The new document is FAA AC No. 150/5070-6B, Airport Master Plans. This master plan was prepared in accordance with the old AC (FAA AC No. 150/5070-6A) due to various agreements with the surrounding communities. However, it is generally consistent with the new AC (FAA AC No. 150/5070-6B).

Stakeholder Advisory Committee Meeting Topic and Dates		Table 1.1
Topic	Meeting Date(s)	
Introductions, process, schedule, and inventory of existing conditions	June 10, 2004	
Airline passenger forecasts and potential terminal development areas	August 19, 2004 and September 30, 2004	
Air cargo forecasts and potential air cargo development areas	October 28, 2004	
General aviation forecasts and potential general aviation development areas	December 9, 2004	
Airfield issues	March 3, 2005 and March 31, 2005	
Airline-related support facilities and ground access issues	April 21, 2005	
Environmental and financial considerations	June 30, 2005	
Land-use plan	August 11, 2005	
Review master plan document	December 8, 2005	

given the opportunity to participate in development and consideration of objectives, alternatives, evaluations, etc. Some members of the Stakeholder Advisory Committee performed independent technical work to verify master plan analyses and draw their own conclusions, including preparation of simulations, spreadsheet analyses, and use of outside consultants for peer review.

Members of the Stakeholder Advisory Committee did not vote on particular projects or issues and were not asked to make any official decisions. However, Port staff agreed to document their concerns and issues in the master plan. This documentation occurs throughout the document, as appropriate, and Appendix C contains official comment letters, as well as comments received from the two open houses / public meetings on the master plan.

**1.1.4 Port of Oakland Master Plan Team**

The Port of Oakland is an “independent department” of the City of Oakland established under the City’s Charter. The exclusive control and management of the Port is vested in the Board of Port Commissioners. Per the Charter, Commissioners are nominated by the Mayor and appointed by the City Council. The Port of Oakland owns and operates OAK. Port staff responsible for managing and operating the Airport is part of the Port’s Aviation Division, which is one of three Port revenue divisions (the other two are Maritime and Commercial Real Estate).

This master plan was prepared by the Port of Oakland’s Aviation Planning and Development staff, with assistance from Port staff in other Aviation Division departments and the Engineering Division. Port staff was also assisted by

specialty consultants for airfield simulation (ATAC Corporation and HNTB Corporation), aircraft noise analysis (Mestre Greve Associates and Brown-Buntin Associates), and graphics (Finger Design Associates).

**1.2 History of Master Planning at OAK**

Oakland Municipal Airport, the current OAK North Field, was dedicated in September 1927. From its opening through the 1930s, the Airport was the site for many historic aviation events. During World War II, OAK North Field served as the pacific base of the Naval Transport Service and the supply operations of the Army Air Forces. By the early 1950s, nine major airlines served OAK, also the site of a Naval Reserve Air Station. In 1953, over half a million airline passengers enplaned or deplaned at OAK, and a total of 190,000 aircraft movements were made by air carriers and other civilian and military aircraft. In July 1954, the Port published “Development Plan for the Metropolitan Oakland International Airport” (by Knappen-Tippetts-Abbett-McCarthy, Airport Consultants), outlining expansion plans and showing the proposed new South Field with a 10,000-foot-long runway for new jet aircraft. Reclamation work began in 1955, and construction of Runway 11-29 and Terminal 1 began in 1960. South Field was dedicated in September 1962.

In 1977, the Port prepared a master plan and environmental impact report (EIR). The EIR and new Airport Layout Plan (ALP) were approved by the Board of Port Commissioners in July 1977. In 1978, the Board adopted

“Oakland Airport Master Plan: 1976-1986.” This 10-year master plan examined a development plan for South Field air carrier facilities, and to a lesser degree, North Field general aviation facilities.

Due to rapid increases in general aviation activity in the late 1970s and early 1980s, a North Airport Master Plan was initiated by the Port to update and extend the analysis of general aviation expansion and development capabilities through 2000. Additionally, a supplemental EIR was prepared to study potential environmental impacts beyond those discussed in the 1977 master plan and EIR. The “Oakland North Airport Master Development Plan” (dated July 1984) and supplemental EIR were adopted by the Board of Port Commissioners in January 1985.

New planning efforts (by TRA Airport Consulting and P&D Aviation) were started in 1988 that culminated in the Airport Development Program (ADP) and related environmental documents, concluding in November 2003 when the Board of Port Commissioners certified a Final EIR, along with several addenda and a first supplemental EIR, and adopted a second supplemental EIR for the ADP projects. The ADP projects are best documented in the various ADP environmental review documents. Up until this master plan, the ADP has been serving as the Port’s planning guidance document. The Port committed to prepare this master plan with community participation as a result of various agreements settling litigation over the ADP environmental review documents.

Chapter	Topic
1	Introduction and Background
2	Summary of Existing Conditions
3	Forecasts of Aviation Activity
4	Potential Development Areas
5	Potential Airfield Improvements
6	Environmental Considerations
7	Financial Considerations
8	Recommended Land-Use Plans

### 1.3 Organization of the Master Plan

The master plan is organized into the eight chapters as shown in [Table 1.2](#).

In addition to the eight chapters, there are a number of appendices with useful information on the master plan. Appendices are referred to in relevant chapters and sections of the master plan as needed. [Appendix D](#) contains a glossary of acronyms used in this master plan, and [Appendix E](#) contains three staff reports to the Aviation Committee of the Board of Port Commissioners, updating them on the progress of the master plan. These reports provide a brief summary of progress on the master plan while it was being prepared.

### 1.4 Approval of the Master Plan

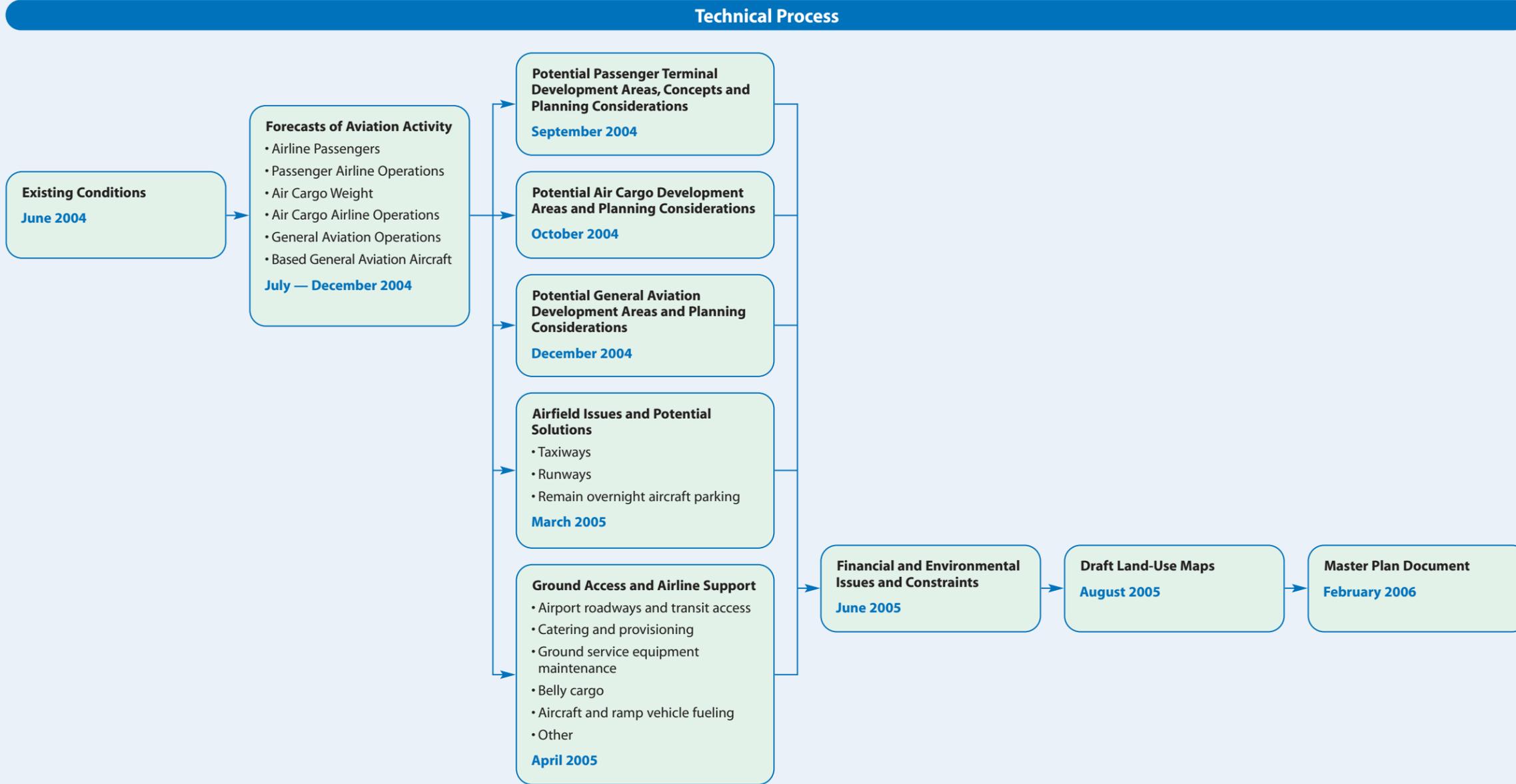
The Board of Port Commissioners approved this master plan as a planning and feasibility study for the future development of the Airport. It is important to note that this master plan is a concept-level planning and feasibility study, and it does not provide details on development plans, engineering feasibility, or environmental constraints that would be needed before the Port could decide whether to proceed with any particular project. For example, the Port would need to complete additional planning and engineering on a potential terminal concept before it could know whether it was going to be affordable and what the environmental effects might be, if any. As such, the Board of Port Commissioners has not proposed, approved, or funded any specific project or groups of projects when it approved this master plan. Rather, any project identified in the master plan would need to undergo more detailed planning, engineering and environmental review before it could proceed, including understanding how much it might cost, how it is going to be funded, and importantly, its environmental effects (in accordance with the California Environmental Quality Act and National Environmental Policy Act, as appropriate). Only then could a project or groups of related projects be approved by the Board and proceed into construction.

Figure 1.1

Oakland International Airport  
Master Plan  
March 2006



Process and Timeline



Note: This graphic was prepared by the Port of Oakland as part of a master plan for Oakland International Airport. The master plan examined many possible ideas and planning concepts. This graphic is conceptual in nature and for planning purposes only. It does not propose any particular course of action (it might represent an idea or concept that was discarded), and must be interpreted in the context of the entire master plan document.