

# **BROADWAY/MacARTHUR/SAN PABLO REDEVELOPMENT PLAN**

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## *Draft Environmental Impact Report*

*SCH#99052061*

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*Prepared by the  
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Community and Economic Development Agency*

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# CHAPTER 1

## INTRODUCTION

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The proposed project consists of adoption and implementation of the Broadway/MacArthur/San Pablo Redevelopment Plan within the City of Oakland. The project proponent is the Oakland Redevelopment Agency of the City of Oakland. The lead agency for environmental review purposes is the City of Oakland.

This Environmental Impact Report (EIR) describes the environmental consequences of establishing the proposed Broadway/MacArthur/San Pablo Redevelopment Project Area in the City of Oakland, California. This EIR has been prepared by the City of Oakland pursuant to all relevant sections of the California Environmental Quality Act (CEQA) Guidelines, the City of Oakland CEQA implementing regulations and applicable CEQA case law. It is intended to inform Redevelopment Agency and City officials, responsible agencies, and the public of the proposed project's environmental effects. The EIR is intended to publicly disclose those impacts that may be significant and adverse, describe possible measures that would mitigate or eliminate such impacts, and describe a range of alternatives to the project.

### A. ENVIRONMENTAL REVIEW

The City of Oakland prepared an Initial Study that identified environmental issues that should be addressed in the EIR and environmental issues that could be excluded from further analysis. On January 13, 1998, the City sent a Notice of Preparation (NOP) to governmental agencies, and organizations and persons interested in the project. The Initial Study and NOP are included as Appendix A. The NOP requested those agencies with regulatory authority over any aspect of the project to describe that authority and to identify the relevant environmental issues that should be addressed in the EIR.

The California Environmental Quality Act (CEQA) requires that before a decision can be made to approve a project with potentially significant environmental effects, an EIR must be prepared that fully describes the environmental effects of the project. The EIR is a public information document for use by governmental agencies and the public to identify and evaluate potential environmental consequences of a proposed project, to recommend mitigation measures to lessen or eliminate adverse impacts, and to examine feasible alternatives to the project. The information contained in the EIR is reviewed and considered by the governing agency prior to the ultimate decision to approve, disapprove, or modify the proposed project.

CEQA requires that a lead agency shall neither approve nor implement a project as proposed unless the significant environmental effects of that project have been reduced to a less-than-significant level, essentially "eliminating, avoiding, or substantially lessening" the expected

impact. If the lead agency approves the project despite residual significant adverse impacts that cannot be mitigated to less-than-significant levels, the agency must state the reasons for its action in writing. This "Statement of Overriding Considerations" must be included in the record of project approval.

California Community Redevelopment Law provides that if the Plan is adopted, existing property tax revenues collected by taxing entities would be fixed for the duration of the Plan, with the exception of certain pass-throughs of tax revenues as established by law. As a result of redevelopment, the Redevelopment Plan would, over time, generate additional tax revenue resulting from increases in property values. This tax increment would go to the Redevelopment Agency to fund additional redevelopment activities. As a result, in conformance with Section 33333.3 of the California Health and Safety Code, the responsible redevelopment agency is required to send a copy of the draft EIR to each affected taxing entity.

## **B. ORGANIZATION OF THE DRAFT EIR**

This environmental impact report is organized so as to allow the reader to quickly and logically review a summary of the analysis, review the recommended mitigation measures, and identify the residual environmental impacts after mitigation, if any. Those readers who wish to read the Draft EIR in greater detail are directed to the main body of the document.

The Draft EIR begins with this Introduction, followed by a Summary, which describes the proposed project, its environmental effects, and alternatives to the project (including the No Project alternative). The Summary culminates with Table II-1, Summary of Environmental Impacts and Mitigation Measures. This table lists each identified environmental impact, mitigation measures identified, and the level of significance following mitigation. The summary table is divided into three sections, identifying significant impacts that cannot be mitigated to a less-than-significant level, significant but mitigable impacts, and less-than-significant impacts.

Following the Summary, the Project Description (Chapter 3) includes the project location, project proponent's objectives, a description of the proposed project, and an outline of the approval process.

Chapter 4 contains a discussion of the setting (existing conditions), the environmental impacts that could result from the proposed project, and the mitigation measures that would reduce or eliminate the adverse impacts identified. Except as otherwise stated, all mitigation measures are identified in this report, and are not currently proposed as part of the project. The criteria used to assess the significance of adverse environmental effects are identified, and the significance of the impact both prior to and following mitigation(s) is reported.

The Draft EIR identifies three alternatives to the proposed project in Chapter 5. These alternatives include the No Project alternative, required by CEQA for all EIRs.

Chapter 6, Impact Overview, reviews the significant, unavoidable impacts and cumulative impacts identified in Chapter 4 and describes the project's potential for inducing growth. The

report authors, agencies and persons contacted during EIR preparation are listed in Chapter 7. Appendices that include the Initial Study and NOP, as well as background and supporting documents and technical information for the impact analyses, are presented in Chapter 8.

## **C. APPROACH TO THE ANALYSIS**

This EIR for the Broadway/MacArthur/San Pablo Redevelopment Plan ("Redevelopment Plan") analyzes the environmental effects of implementation of the Redevelopment Plan. This EIR has been prepared as a program EIR, pursuant to Sections 15180 and 15168 of the State CEQA Guidelines. As such, it broadly analyzes the effects of development that could be anticipated to occur in the Broadway/MacArthur/San Pablo Area subsequent to the adoption of the Redevelopment Plan. With certain exceptions, the EIR does not analyze site-specific effects of subsequent development projects, which are not generally known at this time. Each such project would be subject to subsequent environmental evaluation at the time it was proposed, although no new environmental impact report would be required unless the particular project would result in new or substantially more severe environmental effects than those disclosed herein.

Because the analysis is dependent on changes in the physical environment, the approach taken is to quantify assumptions about future development that could reasonably be expected to occur within the analysis horizon, which is to the year 2020. (This year has been selected as the analysis year because it is the furthest point in time for which regional growth projections are available, and it is those projections that form the contextual background for the analysis.)

The EIR analyzes a potential development scenario, or alternative, that could occur if the Redevelopment Plan is adopted. As alternatives, the EIR also reviews two reduced projects, as well as a No Project alternative. The No Project Alternative describes a likely scenario that could be expected to result if the Redevelopment Plan were not adopted.

Three of the four development scenarios (including the project as proposed) represent different potential outcomes after adoption of the proposed Redevelopment Plan. The No Project Alternative assumes that the Redevelopment Plan is not adopted, and that future development occurs under existing plans and regulations.

The EIR does not include an alternative that is based on an alternative redevelopment plan for the project area. No such scenario has been or is anticipated to be developed, and any such alternative would, therefore, be based on speculation. Nor does the EIR analyze a "No Development" alternative. Such an alternative would necessarily assume that no further development would occur within the Project Area. Although typical in the case of an EIR for a specific project, such a scenario is not considered reasonable in the case of this EIR, as the project considered is an area-wide plan.

## **D. BACKGROUND**

The policy of the State of California and the purposes of the Community Redevelopment Law are "to protect and promote sound development and redevelopment of blighted areas and the

general welfare of the inhabitants of the communities in which they exist by remedying such injurious conditions through the employment of appropriate means.”<sup>1</sup>

The Redevelopment Agency, working with local businesses, residents, and other interested persons, companies or governmental agencies, has developed several goals and objectives for the proposed Redevelopment Plan area. These goals are preliminary, and will be refined during the review process.

The primary objectives identified for the Redevelopment Plan are:

1. To upgrade the Redevelopment Project area’s overall physical and economic climate.
2. To retain existing businesses and attract new businesses to the area, based on the comparative strengths of each of the subareas, as well as long-term economic trends.
3. To increase job opportunities in the commercial areas.
4. To expand the City’s tax base.
5. To upgrade existing housing and increase the City’s supply of low- and moderate-income housing.
6. To strengthen Broadway Auto Row as a regional retail center.
7. To develop mixed-use commercial and residential development centered around the MacArthur BART Station.
8. To revitalize the commercial corridors along Telegraph Avenue, MacArthur Boulevard, and San Pablo Avenue, as well as improve the physical appearance of the surrounding neighborhoods.
9. To allow diverse land uses in the area to grow in a way that: (1) preserves the location of compatible uses next to each other, and (2) minimizes potential conflicts among different uses.
10. To improve transportation access to retail and commercial areas.
11. To improve the public image of the major retail and commercial corridors within the area.
12. To reduce crime and improve automobile and pedestrian safety within the Redevelopment Project area.

Most of the funding for planned public improvements would come from what is known as tax increment financing, which is a special feature of California Redevelopment Law. Once the Plan is adopted, existing property tax revenues collected by taxing entities would be fixed for the duration of the Plan (30 years), except for certain pass-throughs of tax revenues set by redevelopment law. The Redevelopment Project area would, over time, generate additional tax revenue resulting from increases in property values due to increased economic activity fostered

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<sup>1</sup> California Health and Safety Code, Section 33037

by the Plan. A portion of this tax "increment" would go to the Redevelopment Agency to fund redevelopment activities. The Agency could issue bonds to be repaid from the anticipated increased tax revenue to allow for redevelopment activities to be pursued earlier in the life of the Plan than would otherwise be possible.

## **E. REQUIRED LEGISLATIVE APPROVALS**

Implementation of the proposed project will require approval of the Broadway/MacArthur/San Pablo Redevelopment Plan by the City Council and the governing board of the Redevelopment Agency. State law requires that the governing board hold at least one public hearing on the Redevelopment Plan before it takes formal action.

## **F. INTENDED USES OF THE EIR**

The City of Oakland is acting as the Lead Agency for environmental review of the proposed Redevelopment Plan. This EIR has been prepared to serve as the CEQA-required environmental documentation for Redevelopment Agency consideration of the proposed Redevelopment Plan. The City Council, the governing board of the Redevelopment Agency, and other agencies whose approval is required, will use this EIR along with other information in determining whether to approve, deny, or modify the proposed Redevelopment Plan.

The EIR may also be used at a future date by the governing board of the Redevelopment Agency or other City of Oakland governing bodies to evaluate the environmental impacts of subsequent actions that are consistent with the Redevelopment Plan. The environmental review for future actions may rely solely on this EIR, may reference information in this EIR for a plan or project specific environmental document, or use this EIR as a "first tier" document for subsequent or supplemental environmental documentation.

Where appropriate, the information presented in this EIR will be incorporated by reference in the environmental documentation required for future specific project proposals pursuant to CEQA. The analysis of cumulative impacts, growth inducing impacts, and other secondary effects in this document may also be used to meet CEQA requirements for these projects.

# CHAPTER 2

## SUMMARY

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### A. PROJECT DESCRIPTION

The Broadway/MacArthur/San Pablo Redevelopment Plan is proposed for a Project Area that encompasses a total of 676 acres within three subareas in the North Oakland and Chinatown/Central Planning Areas. The Redevelopment Plan, which can stay in effect for thirty years from the date of the Plan's adoption, is intended as a guide for planning and implementing revitalization activities in the Project Area, and for establishing a financing method to fund these activities. The Redevelopment Plan proposes targeting investment to:

- Catalyst projects;
- Infrastructure improvements; and
- Infill residential, commercial office and retail development.

The three subareas include commercial and mixed use properties along several of Oakland's major thoroughfares – Telegraph Avenue, Martin Luther King Jr. Way, MacArthur Boulevard, 40<sup>th</sup> Street, Broadway, and San Pablo Avenue; and consist of portions of the Temescal, West MacArthur, Glen Echo, Northgate, Summit Gardens, San Pablo/Golden Gate and Mosswood Park neighborhoods. These subareas are urbanized areas that include existing mixed residential, commercial and retail uses.

For purposes of assessing the potential environmental impacts of the Redevelopment Plan, this EIR assumes development activities that could include new medical office space in the Pill Hill area, residential development along Telegraph Avenue (between 27<sup>th</sup> and 33<sup>rd</sup> Streets), retail and commercial development along Broadway Auto Row, infill residential development along Martin Luther King Jr. Way (between MacArthur Boulevard and 40<sup>th</sup> Street), transit-oriented development at the MacArthur BART Station, infill residential development in the San Pablo Avenue area bordered by the cities of Emeryville and Berkeley, and the strengthening of commercial and retail uses along San Pablo Avenue. These proposed development activities are conceptual. Final development activities would depend on many factors, including available financing, opportunities for land assembly, and community input.

### B. ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Potential environmental impacts of the project are summarized in Table 2-A at the end of this chapter. This table lists impacts and mitigation measures in three major categories: significant impacts that would remain significant even with mitigation; significant impacts that could be mitigated to a level of less-than-significant; and impacts that would not be significant. For each

significant impact, the table includes a summary of mitigation measure(s) and an indication of whether the impact would be mitigated to a less-than-significant level. Please refer to Chapter 4, Environmental Setting, Impacts, and Mitigation Measures, for a complete discussion of each impact and associated mitigation.

## **C. ALTERNATIVES**

CEQA requires that a reasonable range of project alternatives be discussed in an EIR. This EIR identifies and analyzes a reasonable range of alternatives; identifies the environmental effects of each alternative; and compares the environmental effects of each alternative with the environmental setting, the effects of the other listed alternatives, and with the project. The goals of the Redevelopment Plan in relationship to each alternative are also addressed.

### **ALTERNATIVE 1: NO-PROJECT ALTERNATIVE**

Under the No Project Alternative, the proposed Redevelopment Plan would not be adopted. The proposed subareas would remain subject to the applicable regulations adopted and in force in the City of Oakland, including the City of Oakland General Plan and its Zoning Regulations.

### **ALTERNATIVE 2: REDUCED PROJECT ALTERNATIVE**

Under the Reduced Project Alternative, while redevelopment financing would be available to the Redevelopment Agency, specific development would be undertaken at a less intensive level. Conceptually, less development would result in fewer residential units, as well as less commercial, retail and office development. It could also lead to proportionately fewer infrastructure improvements, and other revitalization efforts.

### **ALTERNATIVE 3: SPECIFIC PLAN ALTERNATIVE**

Under the Specific Plan Alternative, each proposed subarea would be designated a specific plan area. Under California law, a specific plan is used for the systematic implementation of the general plan in particular areas. Dependent primarily on private financing, development would take place at a much slower pace, without the financing mechanisms for coordinated redevelopment available under the California Community Redevelopment Law.

## **D. ENVIRONMENTALLY SUPERIOR ALTERNATIVE**

The Environmentally Superior Alternative best avoids the environmental impacts of the proposed project, and includes a comparison of all the alternatives, such as any impacts associated with the No Project Alternative.

**TABLE 2-A**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>A. SIGNIFICANT UNAVOIDABLE IMPACTS</b>		
<u><b>Air Quality</b></u>		
<b>C.1:</b> The proposed Plan would not be consistent with the population and VMT assumptions used in air quality planning since growth resulting from the proposed Plan would be consistent with growth projections under the General Plan and the General Plan was determine to be not consistent with the same population and VMT assumptions.	<b>C.1:</b> Policies adopted as part of the General Plan Land Use and Transportation Element (LUTE), including the Bicycle Master Plan, and the Open Space, Conservation and Recreation Element (OSCAR), would help reduce potential regional air quality emissions.	Significant and Unavoidable
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS</b>		
<u><b>Land Use</b></u>		
<b>A.3:</b> The proposed project could result in land use conflicts in Subarea 3, particularly along San Pablo Avenue and Stanford Avenue because of the proximity of schools and parks.	<b>A.3a:</b> The City of Oakland will work closely with the Oakland Public School District to assure that land uses proposed by the Redevelopment Plan are compatible with school and park uses, and will restrict uses near schools and parks, that are incompatible with persons under the age of 18.	Less than Significant
	<b>A.3b:</b> The City of Oakland will explore the potential rezoning of areas near schools and parks, if necessary, to permanently restrict land uses near public schools, parks and some residential areas that could be incompatible for persons under the age of 18. The City will coordinate its efforts with adjacent municipalities if the proposed rezoning occurs in adjacent areas.	Less than Significant

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS (cont.)</b>		
<b>Land Use (cont.)</b>		
A.4: The proposed project could potentially conflict with the General Plan Historic Preservation Element.	A.4: Mitigation measures, including but not limited to those outlined in the General Plan Historic Preservation Element, in the best combination befitting the specific situation and with the approval of the City of Oakland, would lessen significant effects to an Historic Resource.	Less than Significant
A.5: The proposed project could result in land use conflicts between the City of Berkeley, the City of Emeryville and the City of Oakland in Subarea 3.	<p>A.5a: Representatives from the City of Oakland will meet and confer with representatives of the cities of Berkeley and Oakland to discuss land uses along borders shared with Subarea 3. Such meetings will have the goal of establishing an agreement concerning land uses along the Subarea 3 border, to include present and future uses, building heights, maximum allowable densities, parking, set backs, rehabilitation standards, historic resources, open space requirements and recreational opportunities.</p> <p>A.5b: Representatives from the City of Oakland will confer with representatives of the cities of Berkeley and Emeryville, as part of any rezoning of adjacent areas, and as part of ongoing City-wide zoning update efforts.</p>	Less than Significant

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS (cont.)</b>		
<b><u>Transportation and Circulation</u></b>		
<b>B.1:</b> The addition of project traffic would result in unacceptable level of service at three intersections during the PM peak hour under existing conditions.	<p><b>B.1a:</b> By providing “protected + permitted” left turn phasing for the southbound left turns on Broadway, the impacts at the intersection of Broadway / Piedmont Avenue can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.</p> <p><b>B.1b:</b> By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on MacArthur Boulevard, the impacts at the intersection of Telegraph Avenue / MacArthur Boulevard can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.</p> <p><b>B.1c:</b> By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on 27<sup>th</sup> Street, the impacts at the intersection of Telegraph Avenue / 27<sup>th</sup> Street can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project during the PM peak hour.</p>	Less than Significant

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS (cont.)</b>		
<b><u>Transportation and Circulation (cont.)</u></b>		
<b>B.2:</b> The addition of project traffic would result in unacceptable level of service at three intersections during the PM peak hour under cumulative Year 2020 conditions.	<p><b>B.2a:</b> By providing “protected + permitted” left turn phasing for the southbound left turns, the impacts at the intersection of Broadway / Piedmont Avenue can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.</p> <p><b>B.2b:</b> By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on MacArthur Boulevard, the impacts at the intersection of Telegraph Avenue / MacArthur Boulevard can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.</p> <p><b>B.2c:</b> By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on 27<sup>th</sup> Street, the impacts at the intersection of Telegraph Avenue / 27<sup>th</sup> Street can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project during the PM peak hour.</p>	Less than Significant

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS (cont.)</b>		
<u><b>Air Quality</b></u>		
<b>C.6:</b> Construction activities associated with development projects within the Project area would generate dust (including the respirable fraction known as PM <sub>10</sub> ) and combustion emissions.	<b>C.6:</b> Implementation of Policy CO-12.6 of the OSCAR would help reduce short-term emissions associated with future development with the Project area. In addition, Basic Control measures shall be implemented at all construction sites, and enhanced control measures shall be implemented at all construction site when more than four acres are under construction at any one time. In addition, BAAQMD dust control measures would be implemented by contractors as outlined in BAAQMD <i>CEQA Guidelines</i> (1996) or any subsequent applicable BAAQMD updates.	Less than Significant
<u><b>Noise</b></u>		
<b>D.2:</b> Development of the future projects within the Broadway/MacArthur/San Pablo Redevelopment Project area would generate short-term increases in noise and vibration due to construction.	<b>D.2:</b> Compliance with the City Noise Ordinance would mitigate noise impacts associated with the future development projects. In addition, measures that comply with the Ordinance noise limits and minimize pile-driving noise and vibration impacts shall be implemented.	Less than Significant
<b>D.3:</b> The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would encourage new residential uses as part of mixed-use retail areas within the Project Area and future noise levels in some areas could be incompatible with these new residential uses.	<b>D.3:</b> A detailed analysis of noise reduction requirements shall be required for any future residential development proposals along arterials or in the vicinity of the MacArthur BART Station, and the design of residential development shall incorporate recommendations of such analyses in the project.	Less than Significant

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>B. SIGNIFICANT BUT MITIGABLE IMPACTS (cont.)</b>		
<u><b>Public Services and Utilities</b></u>		
<b>E.4:</b> The proposed project could result in a lack of adequate open space and recreational opportunities for residents of new housing developments.	<b>E.4:</b> Residential developments constructed as part of this Redevelopment Plan must provide the minimum open space required by the Zoning Regulations, with no variances, conditional use permits, or planned unit development applications granted by the City that would reduce the required open space. All residential developments of ten units or more must, in consultation with City staff, provide secure recreational areas, and a grassy open space that can be used by residents.	Less than Significant
<b>E.7:</b> Together with other existing and reasonably foreseeable future development in the vicinity in Oakland, the project would contribute to cumulative demand for increased fire protection services.	<b>E.7:</b> Cumulative demand for fire protection services in Oakland would be mitigated to less than significant levels through individual project planning, design, and approvals, and, if necessary, through the expansion of fire protection services, through the use of tax increments funds, to accommodate growth.	
<b>C. LESS THAN SIGNIFICANT IMPACTS</b>		
<u><b>Land Use</b></u>		
<b>A.1:</b> The project would blend with the established communities of Subarea 1, Subarea 2 and Subarea 3.	None required.	
<b>A.2:</b> The project would be generally consistent with applicable plans and policies of the City of Oakland's General Plan Land Use and Transportation Element, Housing Element, and Safety Element.	None required.	

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>C. LESS THAN SIGNIFICANT IMPACTS (cont.)</b>		
<b><u>Transportation and Circulation</u></b>		
<b>B.3:</b> The project would contribute incrementally to the cumulative impacts on the regional and local roadways.	None required.	
<b>B.4:</b> The project would increase transit ridership.	None required.	
<b>B.5:</b> The project would increase vehicular and bicycle traffic along identified bicycle corridors and has the potential to increase pedestrian circulation in the Broadway Auto Row and MacArthur Transit Village subareas.	None required.	
<b><u>Air Quality</u></b>		
<b>C.2:</b> The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would be consistent with <i>Clean Air Plan</i> Transportation Control Measures (TCMs) since the LUTE was determined to be consistent with <i>Clean Air Plan</i> TCMs and policies of the LUTE would also be implemented as part of future development within the Broadway/MacArthur/San Pablo Redevelopment Project area.	None required.	
<b>C.3:</b> Traffic generated by the proposed Broadway/MacArthur/San Pablo Redevelopment Plan would not significantly increase CO emissions along roadways and at intersections within the planning area.	None required.	

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>C. LESS THAN SIGNIFICANT IMPACTS (cont.)</b>		
<u><b>Air Quality (cont.)</b></u>		
<b>C.4:</b> Cumulative development of future development projects in the Project area would result in increased stationary source emissions associated with heating and electricity consumption.	None required.	
<b>C.5:</b> The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would encourage new residential uses as part of mixed-use retail areas within the Plan Area, which could result in odor nuisance problems at residential receptors. This would be a less-than-significant impact due to policies in the recently adopted Land Use and Transportation Element.	None required.	
<u><b>Noise</b></u>		
<b>D.1:</b> Implementation of the proposed Broadway/MacArthur/San Pablo Redevelopment Plan would result in future noise levels that are higher than or the same as future noise levels that would occur under the recently adopted General Plan.	None required.	
<b>D.4:</b> The proposed Broadway/MacArthur/San Pablo Redevelopment Plan encourages residential uses as part of mixed-use retail areas and noise compatibility problems could result due to the proximity of residential uses with other uses (including commercial and employment uses).	None required.	

**TABLE 2-A (Continued)**  
**SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION**

ENVIRONMENTAL IMPACT	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
<b>C. LESS THAN SIGNIFICANT IMPACTS (cont.)</b>		
<b><u>Public Services and Utilities</u></b>		
<b>E.1:</b> The project could result in an incremental increase in calls for City of Oakland fire protection services. This would be a less than significant impact but implementation of the mitigation measure included [at right] would be desirable.	<b>E.1:</b> The proponent of each specific project should include fire protection systems such as fire sprinklers and automatic fire alarm systems in projects even when not required by the applicable building code, if deemed appropriate or necessary by the Oakland Fire Services Agency, on a case-by-case basis. [Optional]	Less than Significant
<b>E.2:</b> The project could result in an incremental increase in ambulance service calls in the project area. However, project operations would not require substantial changes in ambulance provider staffing or equipment.	None required.	
<b>E.3:</b> The proposed project would increase the number of potential users of Mosswood Park and the Golden Gate Recreation Center.	None required.	
<b>E.5:</b> The proposed project could cause an increase in automobile-related crimes in Subarea 1, overloading the staff of the Oakland Police Services Agency.	None required.	
<b>E.6:</b> The project could add an estimated 213 students to the Oakland Unified School District schools.	None required.	

# CHAPTER 3

## PROJECT DESCRIPTION

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### A. INTRODUCTION

The proposed project consists of adoption and implementation by the Redevelopment Agency of the City of Oakland of the Broadway/MacArthur/San Pablo Redevelopment Plan within the City of Oakland, and associated documents (the Redevelopment Plan). A Five-Year Implementation Plan would be adopted that would identify specific types of activities (e.g., land assembly, infrastructure improvements) designed to further the redevelopment process.

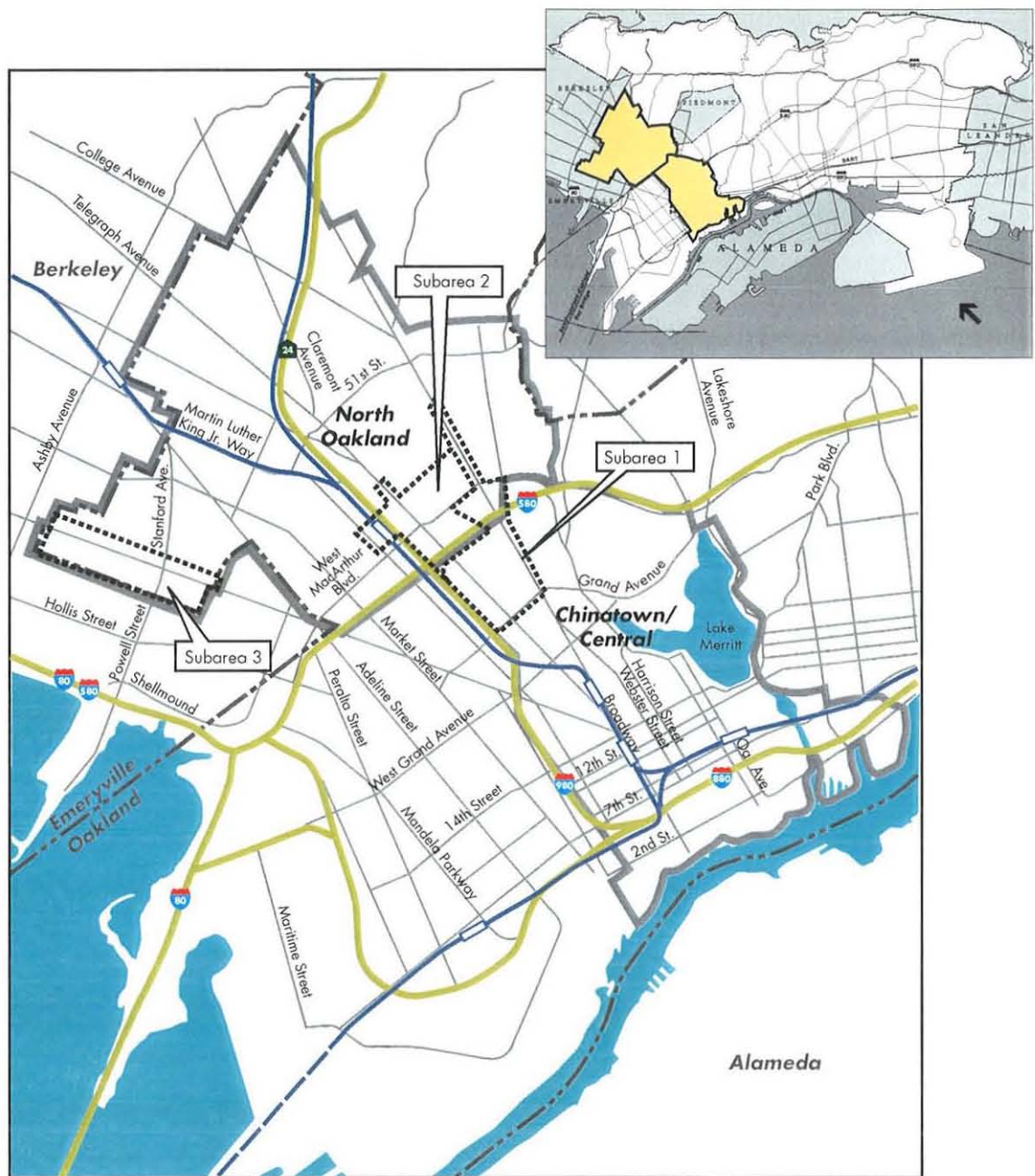
The Broadway/MacArthur/San Pablo Redevelopment Project Area would include Broadway Auto Row, the MacArthur BART station and vicinity, and the San Pablo/Golden Gate neighborhood. See Figure 3-1. The Redevelopment Plan would contain suggestions for improvements in the Redevelopment Plan area, but would not contain specific development proposals for implementation.

As set forth in Section 21090 of the California Environmental Quality Act, "all public and private activities or undertakings pursuant to, or in furtherance of, a redevelopment plan shall be deemed to be a single project." Because the Redevelopment Plan itself does not identify specific projects that would be implemented if the Redevelopment Plan were approved, proposed projects for each of the subareas have been identified by staff. These projects appear to be feasible, and consistent with the goals and purposes of the Redevelopment Plan. Evaluation of the potential environmental effects of the Redevelopment Plan has taken these proposed projects into consideration as a reasonable scenario if the Redevelopment Plan is adopted.

The general purposes of redevelopment are to prevent and eliminate blight, to retain existing businesses and attract new commercial enterprises, thereby enhancing employment opportunities, to improve and rehabilitate housing stock and create new housing, in particular housing that is affordable to low- and moderate-income households, and to make infrastructure and streetscape improvements.

### B. LOCATION

The proposed project would establish the Broadway/MacArthur/San Pablo Redevelopment Plan. The Redevelopment Plan area comprises portions of the Chinatown/Central and North Oakland Planning Areas, as described in the City of Oakland's General Plan Land Use and Transportation Element. These areas include portions of several residential neighborhoods, including Temescal, West MacArthur, Glen Echo, Northgate, Summit Gardens, San Pablo/Golden Gate, and



..... Redevelopment Project Subarea Boundaries

— General Plan Planning Areas



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 3-1**  
Broadway/MacArthur/San Pablo  
Redevelopment Project Area

Mosswood. The area's commercial corridors include Broadway, MacArthur Boulevard, Telegraph Avenue, and San Pablo Avenue.

The proposed Redevelopment Project area comprises a total of 676 acres in two discrete areas. Approximately 125 acres is in residential use. The estimated 1990 population of the Redevelopment Plan Area was 5,960, or 47 persons per gross residential acre, and the estimated number of housing units was 2,887, or 23 units per residential acre.

The Redevelopment Project area is largely urbanized, and contains a mixture of older retail, residential, and commercial uses. The focus of redevelopment activities would be to reduce or eliminate blight by targeting investments toward certain projects that would act as a catalyst for further investment, infrastructure improvements, and in-fill development.

In general, the intensity of buildings on commercial properties is high, reflecting the area's heavily urbanized character. The Redevelopment Plan area contains approximately 24 acres that are classified as underutilized, with low building intensity.

The area included within the Redevelopment Plan generally suffers from various blighting conditions, including vacant and underutilized properties, traffic circulation problems, diminished private investment, and high crime rates.

## C. CHARACTERISTICS

The Redevelopment Project Area is comprised of two discrete geographical areas, identified as subareas for convenience. See Figure 3-1. The sub-areas are:

Subarea 1: Subarea 1 includes an area commonly known as Broadway Auto Row, with properties on both sides of the commercial strip along Broadway from 27<sup>th</sup> to 42<sup>nd</sup> Streets. It also includes the area between 27<sup>th</sup> Street, I-580, I-980, and the rear property lines on the east side of Broadway.

*Development concepts under consideration within Subarea 1 could include, but are not limited, to the following:*

- Development of 100,000 square feet of new medical office space on Pill Hill, including some demolition and a possible street closure at Hawthorne;
- Streetscape and street improvements along MacArthur Boulevard;
- Development of in-fill housing, up to 500 residential units, along both sides of Telegraph Avenue and the areas to the immediate east and west of Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets, that could require some demolition of existing structures; and
- Development of up to 100,000 square feet of commercial and retail space along Broadway, between 30<sup>th</sup> and Brook Streets that could require some demolition.

Subarea 2: Subarea 2 includes the area between I-580, Broadway, 40th Street, Martin Luther King, Jr. Way, West MacArthur Boulevard, and Telegraph Avenue. The area also has a panhandle running along Telegraph Avenue from 40<sup>th</sup> to 42<sup>nd</sup> Streets.

*Development concepts under consideration within Subarea 2 could include, but are not limited to, the following:*

- Development of 85,000 square feet of medical office space, 50,000 square feet of commercial space, 30,000 square feet of retail space and 150 residential units at the MacArthur BART station; and
- Construction of 30 units of in-fill housing along Martin Luther King Jr. Way between MacArthur Boulevard and 40<sup>th</sup> Street.

Subarea 3: Subarea 3 is commonly known as the San Pablo/Golden Gate neighborhood. Its boundaries are the Oakland-Emeryville city boundary at 53<sup>rd</sup> Street, the rear lot lines on the east side of San Pablo Avenue, the Oakland-Berkeley city boundary at Haskell Street, and the Oakland-Emeryville city boundary at Vallejo Street.

*Development concepts under consideration within Subarea 3 could include, but are not limited to, the following:*

- Construction of approximately 30 units of in-fill housing;
- Strengthening commercial and retail activities along San Pablo Avenue; and
- Providing rehabilitation services for residential and commercial units throughout the area.

## **D. IMPLEMENTATION STRATEGY**

The Implementation Strategy is part of the project documentation, and identifies the goals of the Redevelopment Plan, strategies for achieving these goals, and specific projects that are proposed. While the Redevelopment Agency is not required to carry out the projects identified in the Implementation Strategy, the document nonetheless identifies the manner in which the Redevelopment Agency proposes to target its resources during a five-year period. The Implementation Strategy will be reviewed and revised as necessary every five years.

Activities that may be included in the Implementation Strategy are:

- Support for catalyst projects through land acquisition or assembly, demolition, relocation of particular uses, and toxic remediation. The following are examples of sites that could be affected: MacArthur BART transit village, 27<sup>th</sup>/29<sup>th</sup> Broadway Triangle, West MacArthur, and mixed-use development on vacant properties along San Pablo Avenue.
- Funding for a portion of the rehabilitation costs for selected buildings to advance the goal of adaptive re-use and preservation. The following are examples of sites that could be affected: Corner of West MacArthur and Telegraph Avenue, Golden Gate Library, Flatiron Building at Broadway and Webster, Alaska Gas property, and the Telegraph Avenue commercial strip.

- Funding for business retention and development efforts in the Redevelopment Project area, and contribution to a small-business revolving loan fund for building improvements and short-term working capital. The following are examples of sites that could be affected: façade improvements along San Pablo Avenue.
- Providing capital for infrastructure improvements to support development opportunities. The following are examples of sites that could be affected: rehabilitation and improvement of area parks, improvement of landscape and lighting along San Pablo Avenue, improvement and maintenance of streetscape along Telegraph Avenue, improvement of freeway access to the Redevelopment Project area, and on- and off-site improvements related to the MacArthur BART transit village.
- Mortgage assistance and down-payment assistance for qualified homebuyers.
- Providing capital to support new residential development, home maintenance and improvement programs, and acquisition and/or rehabilitation of existing substandard housing.

The Redevelopment Plan recommends that land uses in the area remain a mixture of retail, commercial, and residential, consistent with the City of Oakland General Plan Land Use and Transportation Element. Some minor refinement of existing zoning boundaries may be required in the course of implementing proposed redevelopment activities.

No major changes are proposed in the area's circulation system. The Redevelopment Plan recommends improved automobile, pedestrian, and bicycle access to Broadway Auto Row through improved intersection access, sidewalks and medians, restrictions on vehicle access, and general street improvements.

## **E. ACTIVITIES INCLUDED IN THE PROJECT**

The Redevelopment Plan does not contain specific proposals for development of sites, nor does it identify particular actions the Redevelopment Agency would take with regard to specific projects. In general, the focus of redevelopment activities under the Plan will be to reduce or eliminate blight by targeting investments toward certain catalyst projects, infrastructure improvements and infill development. This EIR addresses the Redevelopment Plan itself and, therefore, contains an analysis of the potential environmental impacts that would result from adoption of the Redevelopment Plan, based in part on the recommendations for potential development concepts within the three Subareas identified by the Redevelopment Plan (see Section C, *Characteristics*, above).

Because California redevelopment law provides the Redevelopment Agency with the ability to finance public improvements and assist private development in the area, and with certain authority to develop land and to assemble parcels of land and dispose of parcels to private developers, this EIR assumes a greater amount of development in the project area than is assumed to occur under current zoning, but without adoption of the Plan. The physical environmental impacts of plan implementation, which are the subject of this EIR, would be those changes that would result from development in accordance with the Plan within the Redevelopment Plan Area,

including Subareas 1, 2, and 3. The preliminary proposals for changes are described above under each of the Subareas.

The proposed project includes all foreseeable aspects of the establishment of the Redevelopment Plan, including potential land acquisition by the Redevelopment Agency within the Redevelopment Project area, construction and operation of various development projects mentioned above within the Redevelopment Project area, provision of any additional Redevelopment Agency financial assistance to implement the Redevelopment Plan, obtaining all required zoning, building, and grading permits, subdivision of property, and obtaining any other discretionary permits required by the City of Oakland.

The Redevelopment Plan recommends that land uses in the area remain a mixture of retail, commercial, and residential in compliance with the General Plan Land Use and Transportation Element. Land uses, building heights, and overall intensity of development permitted in the Redevelopment Plan Area would, therefore, be similar to what is allowed today. Neighborhood-oriented commercial uses would be encouraged to locate in vacant or abandoned storefronts along San Pablo/Golden Gate, 40<sup>th</sup> Street, MacArthur Boulevard, Telegraph Avenue, 27<sup>th</sup> Street and Broadway. Land use on these corridors would remain primarily commercial, but would include new multi-family housing in mixed-use retail areas.

The general goals of the Redevelopment Plan are to upgrade the overall physical and economic climate and public image of the Redevelopment Plan Area, which will increase employment opportunities and expand Oakland's tax base, while providing tax increment funding for physical improvements and housing opportunities. Among the specific objectives are to strengthen Broadway Auto Row to ensure it remains a viable center for auto sales in the face of increasing regional competition; revitalize other commercial corridors along Telegraph Avenue, MacArthur Boulevard, and San Pablo Avenue; develop a transit-oriented mixed housing and commercial project centered around the MacArthur BART station; and improve transportation access and personal safety in the subarea.

The Oakland Redevelopment Agency proposes to achieve these goals and objectives by working with the local community to develop and implement a number of strategies including: land assembly to facilitate commercial development that can compete on a regional level and relatively large-scale mixed-use development such as a transit village; make streetscape and transportation improvements to improve access to the Redevelopment Plan Area's commercial corridors; rehabilitate deteriorated housing stock and construct new residential units to ensure an adequate neighborhood base to support commercial activities; and provide job training and placement to improve employment opportunities for Redevelopment Plan area residents.

## CHAPTER 4

### ENVIRONMENTAL SETTING, IMPACT AND MITIGATION MEASURES

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This chapter describes the existing setting, discusses the environmental impacts which may be associated with the implementation of the Broadway/MacArthur/San Pablo Redevelopment Plan, describes cumulative impacts (if any), and identifies mitigation measures for the environmental impacts examined in this EIR. The primary issue areas addressed in the EIR are land use, planning, and neighborhood compatibility; noise; traffic; circulation; parking; air quality; public services and public utilities.

Within each section contained in this chapter, potential impacts associated with the project are identified in bold type. Following the discussion of each stated impact, feasible measures that could avoid or alleviate the severity of impacts are identified. The level of significance after mitigation is noted. If mitigation measures could in themselves cause significant impacts, these impacts are identified. Mitigation measures proposed as part of the project are also identified.

## A. LAND USE, PLANS AND POLICIES

### INTRODUCTION

The Broadway/MacArthur/San Pablo Redevelopment Plan (Redevelopment Plan) consists of three subareas (Redevelopment Project), located in the northwestern part of the City of Oakland, commonly referred to as “North Oakland,” “Downtown,” and “Pill Hill.”<sup>1</sup> (See Figure 4.A-1.) The City’s land use policy document that guides development in the Redevelopment Project area is the Oakland General Plan, including but not limited to: *Envision Oakland: City of Oakland General Plan Land Use and Transportation Elements* (the “LUTE”), adopted March 24, 1998; the Open Space, Conservation and Recreation Element of the General Plan, adopted October, 1995; and the Environmental Hazards Element (“Safety Element”). The Redevelopment Project area is also subject to Oakland’s Zoning Regulations. The goals and policies of the Open Space, Conservation and Recreation Element (OSCAR) that could impact land use in the Redevelopment Project area have been incorporated into the LUTE. This section will therefore not include a separate discussion of the OSCAR.

This section describes the policies guiding development in the Redevelopment Project area, and the relationship of these policies to the proposed project. This section also identifies potential conflicts with existing land use regulations and how these conflicts would be addressed. Because Subarea 3 is bordered to the south and west by the City of Emeryville and to the north by the City of Berkeley, this section includes a review of applicable policies and plans instituted by Emeryville and Berkeley that may impact or conflict with development in Subarea 3.

### SETTING

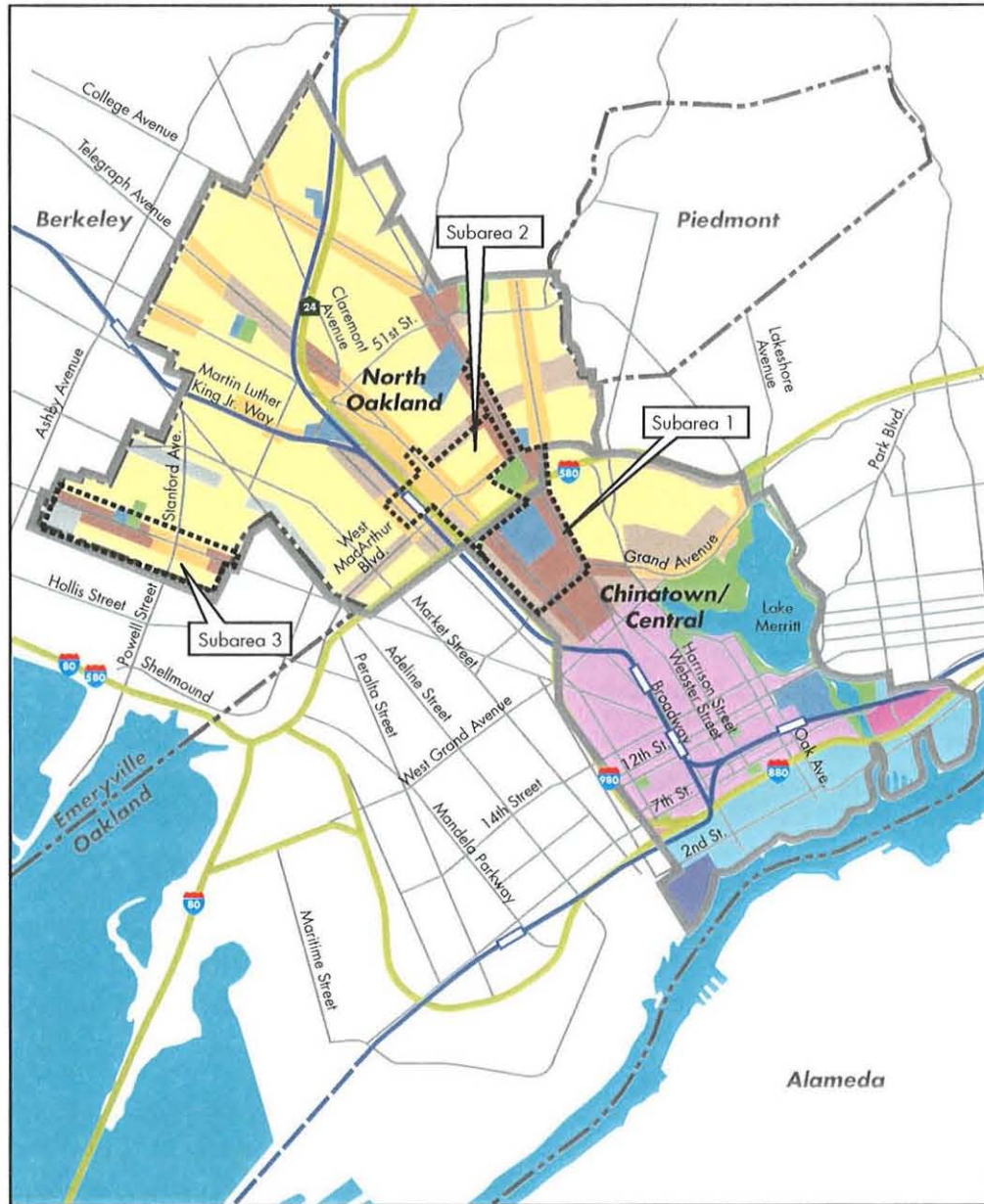
#### *HISTORICAL DEVELOPMENT OF LAND USES*














Oakland was founded in the 1850’s and sustained a community of approximately 1,544 residents by 1860. Its size and population remained stable until 1869, when Oakland became the terminus of the Central Pacific Railroad. With an accessible harbor, Oakland was strategically located as the gateway to inland agricultural areas. The railroad terminus resulted in a period of rapid population growth, and the development of civic and commercial infrastructure and buildings.

Development took place along Oakland’s estuary and waterfront areas, and extended inland. Many of Oakland’s neighborhoods and commercial areas developed along stagecoach, steam train, electric streetcar and later the Key Route system lines. Julius Kellersburger first mapped Oakland’s street plan in 1850. The Kellersburger map shows Broadway extending from the waterfront and terminating at San Pablo and Telegraph Avenues, both of which were primarily used as stagecoach lines that linked Oakland to the Berkeley area.

By 1869, horsecars carried passengers along Broadway to Telegraph, and up Telegraph to 36<sup>th</sup> Street, where steam trains carried passengers to the University in Berkeley. Over the years,

<sup>1</sup> Following the City of Oakland convention, the hill areas are north and the Bay is south.



- |   |                                |  |  |
|---|--------------------------------|--|--|
|  | Mixed Housing Type Residential |  | Central Business District              |
|  | Urban Residential              |  | Business Mix                           |
|  | Neighborhood Center Mixed Use  |  | Institutional                          |
|  | Community Commercial           |  | Park & Urban Open Space                |
|  | Housing & Business Mix         |  | Mixed Use Waterfront/Estuary Plan Area |
|  | Redevelopment Subareas         |  | BART Station/Transit Line              |
|   |                                |  | General Plan Planning Areas            |



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 4.A-1**

General Plan Land Use Designations for the  
North Oakland and Chinatown/Central Planning Areas  
(including the Broadway/MacArthur/San Pablo Redevelopment Project Subareas)

several railroads developed lines throughout Oakland, including the San Pablo Railroad Company that ran along San Pablo Avenue in the 1870's. Broadway became the site of a Southern Pacific train station at 7<sup>th</sup> Street and the terminus of the Key Route System that extended from the waterfront through Oakland's downtown, and eventually linked the waterfront with Oakland's Pill Hill, Piedmont Avenue, Temescal and Rockridge neighborhoods. Today, Broadway continues to serve as a link between these neighborhoods, the downtown area, and the waterfront. San Pablo Avenue now extends from lower Broadway (in Oakland's downtown area) through West Oakland and North Oakland's Golden Gate area, and today it connects the cities and towns of Emeryville, Berkeley, Albany, Richmond, El Cerrito, San Pablo, Hercules, El Sobrante, Pinole, Rodeo (where it briefly becomes Parker Avenue) and Crockett, ending near the Carquinez Bridge.

The City of Oakland now consists of several distinct and long-established neighborhoods, linked by three interstate freeways, and a series of arterials and transit corridors that continue to connect Oakland's neighborhoods to each other and to adjacent cities. Broadway, San Pablo Avenue and Telegraph Avenue continue to provide space for neighborhood commercial areas, anchoring several residential neighborhoods and many of Oakland's natural and institutional resources.

### **Subarea 1 – Historical Land Uses**

Subarea 1 of the proposed Redevelopment Plan includes the Pill Hill neighborhood and part of the Mosswood neighborhood. Known as Academy Hill in the late 1890's, institutional land uses have been a part of the Pill Hill area for over 100 years. Hospitals began to take over the hill in the early 1900's, when Providence Hospital was founded in 1902 at Broadway and 26<sup>th</sup> Street, and later a much larger complex was built at 30<sup>th</sup> and Summit Streets. Merritt Hospital was founded in 1909 and Peralta Hospital was founded in 1928, both building on Pill Hill sites. In the last 20 years, all three hospitals have become part of the Summit Medical Center complex that dominates the area. Many of the buildings in the area continue to be associated with the hospitals.

Mosswood Park, also part of Subarea 1, was originally part of a 32-acre estate built on the outskirts of Oakland in 1863. The estate, taking its name from the family names of the couple that owned the estate – Joseph Moss and Julia Wood – became famous for its sprawling gardens. The park was established in 1912, when the heirs of the original owners sold eight acres of the estate, including the Mosswood cottage, to the City of Oakland for use as a park. The Broadway/MacArthur Shopping Center, constructed in 1965, was built on a portion of the estate that has been used for commercial purposes since the 1930's.

Both Telegraph Avenue and Broadway were part of early transportation systems, including the Key Route System that made these areas accessible and highly desirable as residential and commercial areas. The freeways now bordering this Subarea interrupted the flow of one neighborhood to the next, but this area continues to be highly accessible by automobile and public transit.

### **Subarea 2 – Historical Land Uses**

Subarea 2 of the proposed Redevelopment Plan consists of the remainder of the Mosswood neighborhood, and a portion of the Longfellow neighborhood. A portion of the Mosswood neighborhood was constructed on the remainder of the 32-acre estate built by Joseph Moss. The residential character of this area has been affected by construction of the I-580 (the MacArthur Freeway), the I-980/SR 24 and the Bay Area Rapid Transit (BART) system, which have separated the neighborhood from other nearby residential and commercial areas.

### **Subarea 3 – Historical Land Uses**

Subarea 3 consists of the Golden Gate neighborhood, and portions of the Paradise Park and Gaskill neighborhoods, located along the east side of San Pablo Avenue. This area is bordered by the City of Berkeley to the north and the City of Emeryville to the south and west. In both Berkeley and Emeryville, the adjacent areas are long-established industrial areas that are part of “the vast East Bay industrial belt, which stretches from Hayward through Oakland and Berkeley to Richmond and on as far as Crockett” (*West Berkeley Plan*, p. 18). In Oakland, however, the Golden Gate, Paradise Park and Gaskill neighborhoods are established residential areas that grew up around the stations of the electric train line (Bagwell, p. 162).

## **EXISTING LAND USES**

### **Subarea 1 – Existing Land Uses**

Subarea 1 consists of two contiguous segments, each of which includes segments of the Broadway corridor. The largest area is bounded by Interstate 580 (I-580) to the north, the east side of Broadway to the east, the north side of 27<sup>th</sup> Street to the south, and Interstate 980 (I-980) to the west. The smaller segment consists of interspersed properties along Broadway, beginning at I-580 and extending to 42<sup>nd</sup> Street. (See Figure 4.A-1 for a location map.) This area contains a small hill – known as Pill Hill – and slopes downward slightly from north to south, with the lower lying areas located closer to the Downtown area.

Subarea 1 includes a neighborhood commercial area along Telegraph Avenue, the Pill Hill area, Mosswood Park, the Broadway/MacArthur Shopping Center (now generally vacant), and the commercial area along Broadway that extends north from the intersection of Webster Street and Broadway to Oakland Technical High School. Webster Street is dominated by a synagogue, medical offices and Summit Medical Center. Telegraph Avenue is lined with several buildings with commercial uses on the first floor and residential uses on the upper floors. Ethnic stores, restaurants and organizations; a large health club; a popular bakery; a few vacant storefronts and buildings, a large drug-store chain and several small churches are found along this segment of Telegraph Avenue. The commercial area along Broadway includes a variety of uses and conditions, including a portion of Auto Row, some of which has been recently remodeled, and other auto-related businesses, a bank, veterinarian office and kennel, motel, several vacant older buildings, medical buildings, neighborhood bars, and convenience stores. The Broadway/MacArthur Shopping Center has been partially converted to medical offices, while much of its commercial space is vacant or underutilized. The intersection of Piedmont Avenue

and Broadway includes several small ground floor businesses. The area along 27<sup>th</sup> Street includes an Alameda County building, vacant and overgrown lots, deteriorating and/or vacant buildings, and auto sales and servicing businesses. Few buildings actually face 27<sup>th</sup> Street.

The area west of Telegraph Avenue is residential, characterized by a mixture of 1960's-style apartment complexes, and turn of the century, single-family detached homes, some of which are boarded up, and most of which are subdivided. The condition of the housing varies, although most of it appears to be deteriorating. The area east of Telegraph Avenue and west of Broadway consists of the Summit Hospital Medical Center complex, assorted medical offices and other private medical-related facilities, apartment-complexes, single-family homes, a large synagogue, and an alternative public high school.

See Figure 4.A-2a for existing land uses in Subarea 1.

### **Subarea 2 – Existing Land Uses**

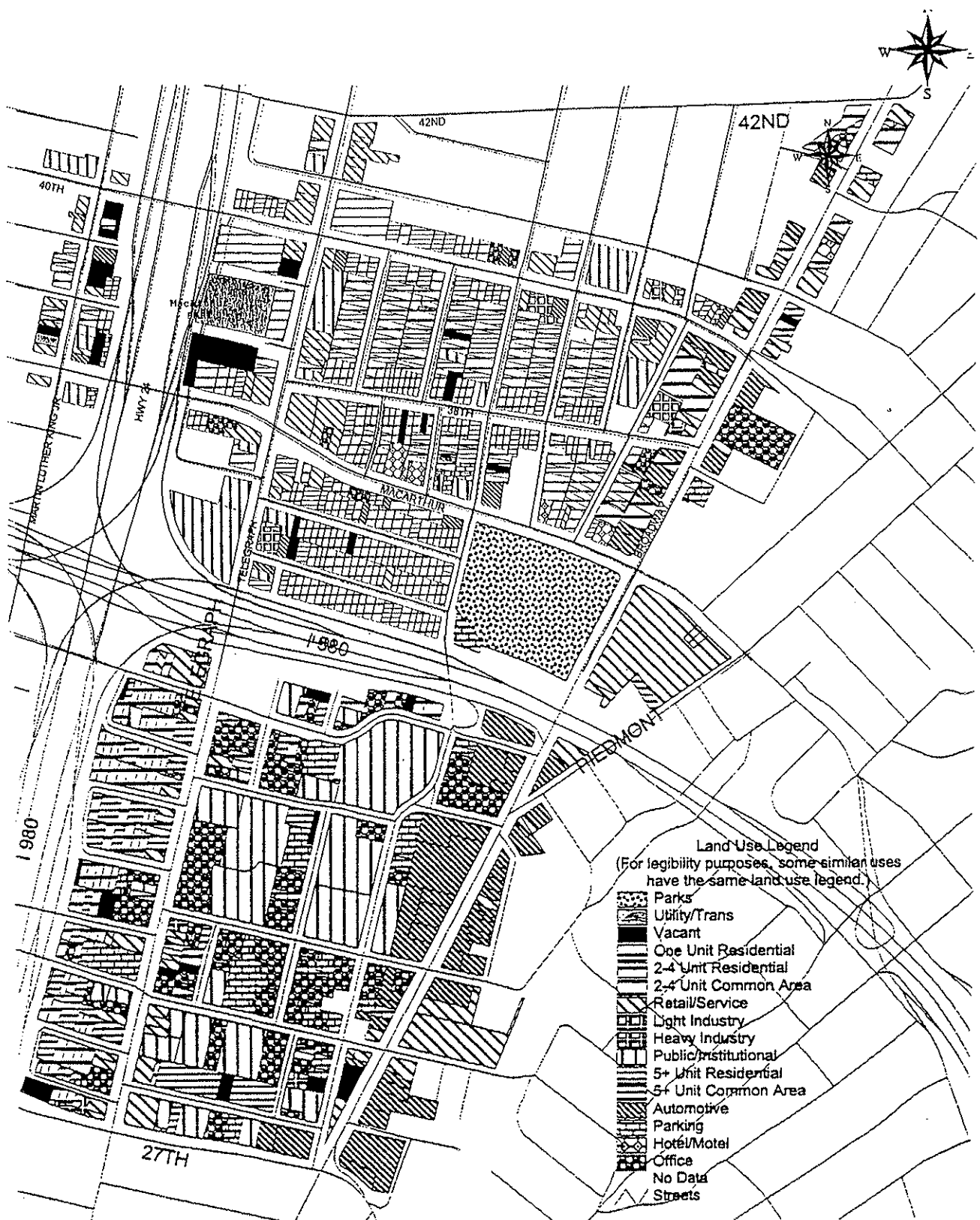
Subarea 2 consists of an area that straddles Telegraph Avenue, roughly bounded by 40<sup>th</sup> Street to the north, Broadway to the east, I-580 to the south, SR 24 to the west and, further to the west, a short segment of Martin Luther King Way. (See Figure 4.A-1 for a location map.) This subarea includes a segment of the Telegraph Avenue Corridor, the West MacArthur Boulevard Corridor, and 40<sup>th</sup> Street. A small segment of Subarea 2 extends above 40<sup>th</sup> Street, along Telegraph Avenue to 42<sup>nd</sup> Street. Uses along Subarea 2's segment of Telegraph Avenue include the local offices and parking lot of the California Highway Patrol, mortuaries, small businesses, and churches. The area west of Telegraph is largely devoted to the MacArthur BART station, which includes a parking lot for approximately 600 vehicles. MacArthur Boulevard contains an eclectic mix of motels, small businesses, apartments, office space, fast food establishments, and auto-related businesses. Many of the motels are blighted, and have been, or currently are sites of drug and prostitution activity. 40<sup>th</sup> Street contains a mixture of apartments, live/work, office and industrial, commercial uses, and an entrance/exit to the MacArthur BART station. A small segment of Martin Luther King Jr. Way, located directly across SR 24 and the MacArthur BART station, between MacArthur Boulevard and 40<sup>th</sup> Street, contains vacant lots and buildings. This area is in decline, possibly precipitated by construction of the BART station and SR 24.

East of Telegraph Avenue is the Mosswood neighborhood, which contains a mix of small single-family bungalows, and larger Victorian style homes and stucco apartment buildings, which range in condition from well-maintained to blighted. This area includes segments of Clarke Street, Ruby Street, Webster Street, Shafter Avenue, Manila Avenue, and 36<sup>th</sup> through 38<sup>th</sup> Streets. Convenience stores and small businesses are interspersed throughout the area.

See Figure 4.A-2a for existing land uses in Subarea 2.

### **Subarea 3 – Existing Land Uses**

Subarea 3 consists of a rectangular area bordered by the City of Berkeley to the north, near 67<sup>th</sup> Street, the east side of San Pablo Avenue to the east, the City of Emeryville (at 53<sup>rd</sup> Street) to the south and the City of Emeryville to the west. (See Figure 4.A-1 for a location map.) This



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 4.A-2a**  
 Subareas 1 and 2  
 Existing Land Use



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 4.A-2b**  
 Subarea 3  
 Existing Land Use

segment of the San Pablo Corridor includes a diverse set of businesses, residences, an elementary school, a park and recreation center, Oakland's African-American Museum and Library, and industrial uses.

West of San Pablo Avenue is the Golden Gate residential area that is intermixed with industrial and office uses. Some residential structures appear to be on substandard lots, and in some cases, industrial uses abut residential uses. Although the City of Emeryville border generally follows Vallejo Street, in some instances, near 65<sup>th</sup> and 66<sup>th</sup> Streets, and Peabody Lane, the border appears to run through several parcels. To add to the confusion, the University of California owns the former Smith Corona plant at 6701 San Pablo Avenue that encompasses property within the cities of Oakland, Emeryville and Berkeley.<sup>2</sup> The 200,000+ sq. ft. facility is actively used to house UC Berkeley's printing press, bindery, mail services, and excess furniture. The University also rents some of the space to a biotech company and leases one of its nearby parking lots to Caltrans as a commuter lot.

All of the Berkeley land uses adjacent to Subarea 3 are classified as industrial uses, and the City of Berkeley states that it intends to protect its industrial area (Landau, 1999). Most of these are light industrial uses, but heavy industrial uses are located less than two blocks north, along Murray and Potter Streets. Some limited retail and commercial uses are also located two blocks north within the City of Berkeley. Berkeley's segment of San Pablo Avenue includes a mixture of retail and commercial, residential, light industrial and "other industrial" uses, particularly near Subarea 3.

Land uses along the western border of Subarea 3 (eastern border of Emeryville) are evolving, and Emeryville has embarked on an ambitious program of redevelopment throughout the city, which is a designated redevelopment area (Cappio, 1999). Areas adjacent to Subarea 3 include a loft development at 65<sup>th</sup> and Vallejo Streets. 65<sup>th</sup> Street is considered an arterial by the City of Emeryville. Residential areas within Emeryville abut Subarea 3's residential areas along Vallejo Street, and Emeryville has expressed an interest in preserving this residential area (Cappio, 1999). Projects under construction in Emeryville include Gateway Homes on San Pablo Avenue at the Oakland border (53<sup>rd</sup> Street), and Dollar Lofts at 62<sup>nd</sup> and Doyle. In addition, other office developments are under discussion for the area near the railroad corridor at 65<sup>th</sup> and 66<sup>th</sup> Streets.

See Figure 4.A-2b for existing land uses in Subarea 3.

## RELEVANT PLANS AND POLICIES

### *CITY OF OAKLAND GENERAL PLAN*

The *Oakland General Plan* (General Plan) establishes long-term land use policy for the City, and is composed of the following elements: Land Use and Transportation, Historic Preservation, Housing, Environmental Hazards, Noise, and Open Space, Conservation and Recreation

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<sup>2</sup> The University of California is not required to follow local zoning ordinances (Landau and Bernier, 1999).

(OSCAR). Each element directly impacts land use in the City of Oakland. The Land Use and Transportation Element, the Historic Preservation Element, the Open Space, Conservation and Recreation Element (OSCAR), the Housing Element and the Safety Element are all relevant to the proposed project. Because the proposed project is conceptual, the Historic Preservation Element is presented for informational purposes.

### ***CITY OF OAKLAND GENERAL PLAN: LAND USE AND TRANSPORTATION ELEMENT***

In March 1998, the City of Oakland adopted *Envision Oakland*, the new Land Use and Transportation Element (LUTE) of the General Plan. This combined element is a broad policy document that replaces the previously separate Land Use and Circulation Elements, and provides various land use strategies. Many of the objectives and policies set forth in the LUTE are relevant to the proposed redevelopment plan, and are listed in Appendix D. These objectives and policies address citywide issues such as industry and commerce, the integration of transportation and land use planning, transportation networks, alternative modes of transportation, safety, and neighborhood issues such as sense of community, location of medium- and high- density housing, housing variety, and appropriate location of commercial areas.

#### **LUTE Planning Areas and the Redevelopment Subareas**

The LUTE establishes six Planning Areas based on Oakland's geography and the Community Development Districts: West Oakland (including the Harbor Area), Central/Chinatown, San Antonio/Fruitvale/Lower Hills, East Oakland (including Central East Oakland, Elmhurst and the Airport), North and South Hills, and North Oakland. The LUTE overlays additional smaller land use planning districts that may straddle the borders of separate Planning Areas. These smaller planning districts include five Showcase Districts<sup>3</sup>: the Downtown, Seaport, Waterfront, Coliseum Area, and Airport/Gateway Showcase Districts; and nine Transit-Oriented Districts.

Within each Planning Area, the LUTE identifies areas to "maintain and enhance," or "grow and change," and designates "Target Areas for Community and Economic Development." Target Areas may include areas designated to "maintain and enhance," as well as areas to "grow and change," but are also designated as areas in which to focus public and private investment. Neighborhoods and corridors within the Planning Areas are targeted for specific land use and transportation strategies.

The Broadway/MacArthur/San Pablo Redevelopment Subareas are located within two of the LUTE Planning Areas, and include a Transit-Oriented District and a portion of one Showcase District. Table 4.A-1 summarizes the relationship of each Redevelopment Subarea to the LUTE Planning Areas. See Figure 4.A-3 for the location of the Redevelopment Subareas in relationship to the LUTE sub-planning areas and the Target Areas for Community and Economic Development.

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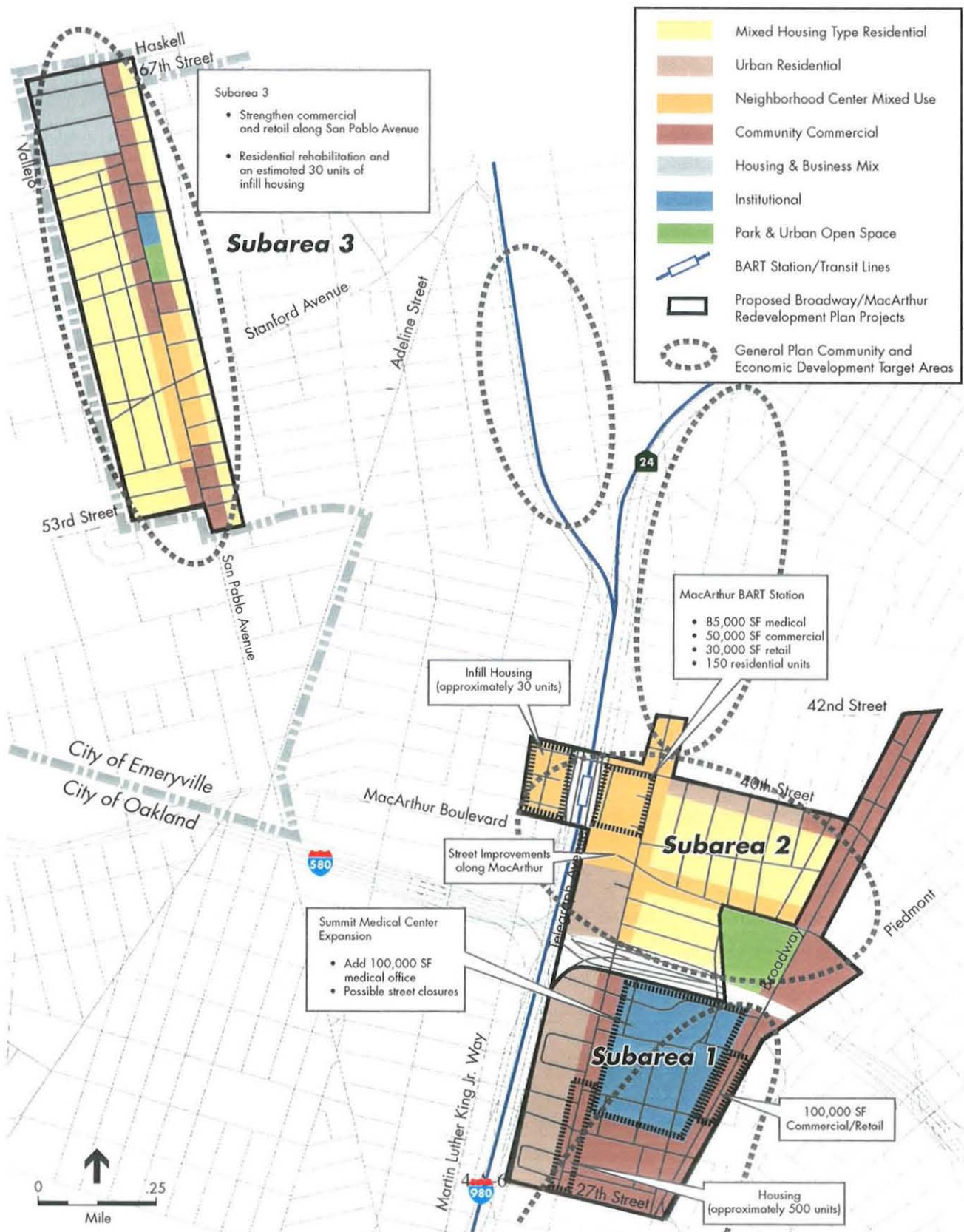
<sup>3</sup> A "Showcase District" is defined as a major city asset "of regional economic importance" (p. 221).

**TABLE 4.A-1**  
**BROADWAY/MACARTHUR/SAN PABLO REDEVELOPMENT PLAN SUBAREAS**  
**AND THE LUTE PLANNING AREAS**

MacArthur/ Broadway Redevelopment Subareas	Approximate Subarea Boundaries	Planning Area	Planning Sub-Areas Encompassed by Redevelopment Subarea
Subarea 1	I-580 to the north; Broadway to the east; 27 <sup>th</sup> Street to the south; I-980 to the west	Chinatown/Central Planning Area;	<ul style="list-style-type: none"> <li>• Downtown Showcase District (portion)</li> <li>• Pill Hill</li> <li>• Telegraph Avenue corridor (portion)</li> <li>• Auto Row (portion)*</li> </ul>
	Parcels along the east and west sides of Broadway, north from I-580 to 42 <sup>nd</sup> Street.	North Oakland Planning Area	<ul style="list-style-type: none"> <li>• Broadway corridor (portion)<sup>a</sup></li> </ul>
Subarea 2	40 <sup>th</sup> Street to the north; Manila Avenue to the east; I-580 to the south; SR 24 to the east.	North Oakland Planning Area	<ul style="list-style-type: none"> <li>• MacArthur/ Broadway/ Piedmont<sup>a</sup></li> <li>• MacArthur BART Environs<sup>a</sup></li> <li>• MacArthur Boulevard (portion)<sup>a</sup></li> <li>• Telegraph Avenue corridor (portion)<sup>a</sup></li> </ul>
	Includes two adjacent areas: <ul style="list-style-type: none"> <li>• Martin Luther King Jr. Way between MacArthur Boulevard and 40<sup>th</sup> Street;</li> <li>• Telegraph between 40<sup>th</sup> and 42<sup>nd</sup> Streets.</li> </ul>		<ul style="list-style-type: none"> <li>• Martin Luther King Jr. Way corridor (portion)</li> <li>• Telegraph Avenue corridor (portion)<sup>a</sup></li> </ul>
Subarea 3	City of Berkeley city limit to the north; San Pablo Avenue to the east; City of Emeryville city limit to the west and south (53 <sup>rd</sup> Street)	North Oakland Planning Area	<ul style="list-style-type: none"> <li>• San Pablo Avenue Corridor<sup>a</sup></li> <li>• San Pablo Avenue Neighborhood Center<sup>a</sup></li> </ul>

<sup>a</sup> Located within a Target Area for Community and Economic Development (LUTE)

SOURCE: City of Oakland, Envision Oakland: Land Use and Transportation Element of the Oakland General Plan, March 24, 1998.



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 4.A-3**

General Plan Land Use Designations,  
General Plan Target Areas,  
and Proposed Redevelopment Projects

### **LUTE Planning Area Strategies and the Redevelopment Subareas**

Within each Planning Area, the LUTE establishes a set of specific improvement strategies. Some of these improvement strategies are targeted for neighborhoods and corridors within the Redevelopment subareas, as outlined below.

#### ***Subarea 1 – LUTE Neighborhood and Corridor Planning Strategies***

- **Auto Row** (Target Area for Community and Economic Development): Complete physical improvements, develop a business attraction strategy.
- **Pill Hill** (Maintain and Enhance): Maintain/enhance institutional areas.
- **MacArthur/Broadway/Piedmont** (Grow and Change): Develop strategies for redevelopment of MB Center. Link area with Auto Row and Piedmont Ave. commercial district.
- Revitalize Telegraph Avenue corridor.

For the portions located within the Chinatown/Central Planning Area, the Telegraph Avenue, 27<sup>th</sup> Street and Broadway corridors are designated as “grow and change” areas, while the Pill Hill area is designated as a “maintain and enhance” area.

For the portions located within the North Oakland Planning Area, the Broadway corridor and the West MacArthur/MacArthur Boulevard corridor are designated as “grow and change” areas. Mosswood Park is designated as a “grow and change” area.

#### ***Subarea 2 – LUTE Neighborhood and Corridor Planning Strategies***

- **MacArthur BART environs** (Target Area for Community and Economic Development): Apply transit-oriented zoning, develop housing and other transit-oriented activities, address public safety issues,

The areas bounded by the major corridors – Broadway, W. MacArthur Boulevard, 40<sup>th</sup> Street, Telegraph Avenue and I-580 - are designated as areas to “maintain and enhance.” All of the corridors are designated as areas to “grow and change.”

#### ***Subarea 3 – LUTE Neighborhood and Corridor Planning Strategies***

- **San Pablo Avenue Neighborhood Center:** Apply zoning to limit activities that detract from pedestrian-oriented business and civic uses, and encourage preservation of the continuous street frontage for ground floor businesses with housing above.
- **San Pablo Avenue Corridor:** Establish funding and develop public improvements including landscaped median and improved bus stops.

The area south of San Pablo Avenue, partially bordered by the City of Emeryville and the City of Berkeley, is designated as an area to “maintain and enhance.”

### **LUTE Land Use Designations and the Redevelopment Subareas**

One of the primary purposes of a land use element is to guide long-term land uses. The LUTE establishes five land use classifications – Neighborhood Housing Classifications; Corridor Mixed Use Classifications; Industry, Commerce and Institutional Classifications; Special Mixed Use Classifications; and Recreation and Open Space Classifications. Within each classification are subclassifications resulting in a total of fifteen land uses, each with a specified primary use and specified maximum density.

The land uses designated for the Redevelopment Subareas include seven land uses: Mixed Housing Type Residential, Urban Residential, Neighborhood Center Mixed Use, Community Commercial, Housing & Business Mix, Institutional, and Park and Urban Open Space. Some of these designations allow the most dense residential and commercial uses outside of the Central Business District, and are designed to accommodate a mix of urban land uses near three of Oakland's major corridors --Broadway, Telegraph Avenue and San Pablo Avenue, as well as two major east-west corridors – West MacArthur Boulevard and 40<sup>th</sup> Street.

Table 4.A-2 describes the land uses designated by the LUTE within each Subarea, and describes the intent of these designations and land uses clearly not in conformance with the LUTE. See Figure 4.A-3 for the LUTE land use designations in the Redevelopment Subareas.

Many of the general objectives and policies established by the LUTE are relevant to existing land uses and the future land uses proposed by the Redevelopment Plan in the subareas. These relevant objectives and policies are listed in Appendix D.

The Broadway/MacArthur/San Pablo Redevelopment Plan is generally consistent with the LUTE. Proposed conceptual projects would conform with the land use designations under the LUTE, and would generally support the strategies outlined in the LUTE for the North Oakland and Chinatown/Central Planning Areas.

### ***CITY OF OAKLAND GENERAL PLAN: BICYCLE MASTER PLAN***

The City of Oakland's Bicycle Master Plan, adopted July 20, 1999, is part of the Land Use and Transportation Element of the Oakland General Plan, and is a "framework and action program for increasing bicycle travel options in Oakland" (p. i). According to the Master Plan, "[t]hese measures are intended to enable Oakland residents to reach jobs, shopping, school, and recreational facilities in a safe, inexpensive, enjoyable, and timely manner" (p. i). The Master Plan includes the number of short-term and long-term bicycle parking spaces required for a variety of use categories and a recommended Bikeway Network for the City of Oakland.

Bicycle Master Plan policies relevant to the Broadway/MacArthur/San Pablo Redevelopment Plan are listed in Appendix D. All projects proposed under the Redevelopment Plan would be required to meet the bicycle parking requirements of the Master Plan. Any improvements to street infrastructure in the subareas would be required to be consistent with the Bicycle Master Plan.

**TABLE 4.A-2  
CURRENT AND POTENTIAL HISTORIC RESOURCES  
SUBAREA 1**

<b>Designation/Rating</b>	<b>Name</b>	<b>Address</b>
National Register	J. Mora Moss Cottage	Mosswood Park
National Register; Oakland Landmark	Trinity Church (St. Augustine's Episcopal Church)	525 – 29 <sup>th</sup> Street
Oakland Landmark	Temple Sinai	362 – 28 <sup>th</sup> Street
Oakland Landmark (adjacent to Subarea 1)	King's Daughters Home	3900 Broadway
Oakland Landmark	Second Church of Christ Scientist (Parks Chapel AME Church)	476 – 34 <sup>th</sup> Street
Oakland Landmark (near Subarea 1)	(Attached residences)	3034-3040 Richmond Boulevard
B+	Grant D. Miller Cathedral Chapel	2850 Telegraph Avenue
B+	Firestone Tire and Rubber Service Station	2946-64 Broadway
B+	(Not applicable)	529 – 28 <sup>th</sup> Street
B+	(Not applicable)	554 – 28 <sup>th</sup> Street
B+	(Not applicable)	539 – 30 <sup>th</sup> Street
B+	(Not applicable)	552 – 30 <sup>th</sup> Street
B+	(Not applicable)	556 – 33 <sup>rd</sup> Street
B-	GM Co.-Alzina Garage	3074 Broadway/3063 Brook Street
B-	Val Strough Showroom	3304-3360 Broadway
B-	(Not applicable)	3217 Telegraph Avenue
B-	(Not applicable)	3231 Telegraph Avenue
B-	(Not applicable)	3235-39 Telegraph Avenue
B-	(Not applicable)	527 – 32 <sup>nd</sup> Street
B-	(Not applicable)	537-39 – 33 <sup>rd</sup> Street

SOURCE: City of Oakland General Plan Historic Preservation Element; Oakland Cultural Heritage Survey records.

### ***CITY OF OAKLAND GENERAL PLAN: OPEN SPACE, CONSERVATION AND RECREATION ELEMENT (OSCAR)***

The Open Space, Conservation and Recreation Element (OSCAR), adopted in October, 1995, is a part of the General Plan and "is the official policy document addressing management of open land, natural resources, and parks in Oakland" (p. 1-1). The specific relationship of the OSCAR to parks, open space and utilities in the proposed Redevelopment Subareas is described in Section 4.E, *Public Services and Utilities*.

Many of the general objectives and policies of the OSCAR are relevant to the proposed project and are listed Appendix D with the subarea(s) to which the objective or policy may apply. Because the proposed project is conceptual and to some extent speculative, these policies should guide development of project concepts.

The proposed Redevelopment Plan would generally be consistent with the OSCAR. The proposed project does not include any creeks, shoreline areas, designated conservation areas, or designated trails. The proposed project area has not been identified as a significant source of minerals, nor as a wildlife corridor. However, the exact nature of residential development under the proposed Redevelopment Plan is uncertain. Factors that must be considered when estimating the number of potential park users, particularly children, include the proportion of single-family, multi-family and senior housing; the proportion of market-rate and publicly-assisted or publicly subsidized units; the number of bedrooms; and proposed rental rates or purchase prices. These are currently unknown. For further discussion of the impact of the proposed Redevelopment Plan on recreational and open space areas, see Section 4.E, *Public Services and Utilities*.

### ***CITY OF OAKLAND GENERAL PLAN: HOUSING ELEMENT***

The Housing Element, adopted in June, 1992, is a part of the General Plan and examines "the general areas of substandard housing, overcrowding and housing production, housing needs of low- and moderate-income families, over concentration of publicly-assisted housing, and discrimination in housing" (p. 3). The Housing Element examines each subject area quantitatively, describes and analyzes the problems and obstacles affecting the subject area, provides policies designed to resolve identified problems, and describes applicable City programs. The Housing Element also establishes a Housing Action Plan for the City of Oakland, and analyzes the City's past performance levels.

Many of the general policies of the Housing Element are relevant to the proposed project and are listed Appendix D with the subarea(s) to which the objective may apply. Because the proposed project is conceptual and to some extent speculative, these policies should guide development of project concepts.

The proposed project would generally conform with the City of Oakland General Plan Housing Element by providing approximately 20 percent publicly-assisted housing; by abiding with all federal, state and local laws concerning housing discrimination; by providing a mix of single-

family and multi-family housing in a variety of designs and sizes; and by providing design review by the Redevelopment Agency for all redevelopment projects.

***CITY OF OAKLAND GENERAL PLAN: ENVIRONMENTAL HAZARDS  
ELEMENT (SEISMIC SAFETY AND SAFETY ELEMENTS)***

The Environmental Hazards Element, adopted September, 1974, is a part of the General Plan, and constitutes the City of Oakland's Seismic Safety and Safety Elements ("the Safety Element"). The Safety Element identifies, locates and discusses hazards in Oakland, and identifies policies and programs that "take into consideration both the need to reduce risks and hazards and the necessity to allow appropriate development" (p. 43). The goals of the Safety Element (p. 43) are:

To minimize the loss of life, injuries, and damage to property, of Oakland citizens resulting from natural disasters.

To recognize natural environmental hazards in planning for the City's future development.

The policies from the Safety Element would apply to development in all three subareas, as proposed as a part of this project, are listed in Appendix D.

The proposed project would be generally consistent with the Safety Element because all new buildings would be required to conform with City building codes for fire protection, and protection against groundshaking. In addition, the City of Oakland has a current citywide emergency preparedness program for natural disasters, as well as citywide emergency response programs.

***CITY OF OAKLAND GENERAL PLAN: HISTORIC PRESERVATION ELEMENT***

In March 1994, the City Council adopted an Historic Preservation Element of the General Plan. The Element provides a broad, multifaceted strategy that seeks to promote preservation of a wide range of historically significant older properties and districts in a manner that is reasonably balanced with other concerns and consistent with other City goals and objectives.

The Historic Preservation Element incorporates a five-tiered Historical and Architectural Inventory Rating System used by the Oakland Cultural Heritage Survey (OCHS) for rating individual properties, ranging from "A" (highest importance) to "E" (of no particular interest). Any property that receives an existing or contingency<sup>4</sup> rating of "A," "B," or "C," or that contributes or potentially contributes to an Area of Primary or Secondary Importance is considered a candidate for possible preservation (p. 3-4). The Historic Preservation Element states that "[u]nless already designated as Landmarks, Preservation Districts, or Heritage properties . . ., such properties will be called 'Potential Designated Historic Properties'" (p. 3-4). (A Heritage Property is a property that warrants preservation, and may be designated as such by the Landmarks Preservation Advisory Board, the City Planning Commission or the Director of City Planning.<sup>5</sup>) Heritage Properties are considered part of the City's inventory of significant

<sup>4</sup> The contingency rating is the rating a property would likely receive if restored.

<sup>5</sup> Designation by the Director of City Planning is subject to confirmation within 45 days by the Landmarks Preservation Advisory Board or by the City Planning Commission.

sites or places, and a list is kept at the City's Permit Counter, and consulted by the City's Building and Permits staff.

Many of the Goals and Policies in the Historic Preservation Element could relate to the proposed project. The proposed project does not now include historic preservation because of the conceptual nature of the Redevelopment Plan. However, the concepts presented as part of the Plan could potentially require consideration of historic preservation issues. Appendix D lists only the most central Goals and Policies in order to outline the parameters of the Historic Preservation Element.

### **Historic Preservation Element – Subarea 1**

Several buildings in or near Subarea 1 are City-designated Oakland Landmarks, and/or are listed on the National Register of Historic Places, and/or currently have an "A" or "B" rating from OCHS, and/or are located within an Area of Primary Importance (ASI). These buildings and districts are listed for informational purposes and are considered an historic resource subject to the Historic Preservation Element. This area also has several Areas of Secondary Importance which are not under consideration for CEQA purposes.

### **Historic Preservation Element – Subarea 2**

There are no properties in Subarea 2 listed in the Historic Preservation Element as a designated Oakland Landmark or Preservation District, and/or on the National Register of Historic Places, nor are there any buildings with "A" or "B" ratings. In addition, there are no potential or designated Areas of Primary Importance.

### **Historic Preservation Element – Subarea 3**

The *Oakland Free Library* (Golden Gate Branch), located at 5606 San Pablo is listed in the Historic Preservation Element as an Oakland Landmark and is on the National Register of Historic Places, and is therefore considered an historic resource subject to the Historic Preservation Element.

## **OAKLAND ZONING REGULATIONS**

The City of Oakland's Zoning Regulations are designed to "protect and promote the public health, safety, comfort, convenience, prosperity, and general welfare" (Section 17.07.030). The first and primary goal of the regulations is to promote the achievement of the goals and objectives of the Oakland General Plan. If the Zoning Regulations conflict with the General Plan, the Zoning Regulations establish, with some exceptions,<sup>6</sup> that conformance with the General Plan supersedes the requirement for conformity with the Zoning Regulations. The City of Oakland is currently updating its Zoning Regulations to be consistent with the General Plan.

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<sup>6</sup> Section 17.01.040 states that the requirement for conformity with the General Plan "shall not be construed to preclude the operation, maintenance, and occupancy of any activity or facility that existed lawfully prior to the effective date of this chapter."

Table 4.A-3 includes the zoning districts found within each Redevelopment Subarea.

### ***GUIDELINES FOR DETERMINING GENERAL PLAN CONFORMITY***

As required by Section 17.01.060 of the Planning Code, the Oakland City Planning Commission (May 6, 1998) adopted *Guidelines for Determining General Plan Conformity* to determine if a project conforms to the General Plan. These *Guidelines* will remain in effect until new zoning regulations are adopted. These guidelines provide a definition of “express conflict” and state that “[i]n the case where the project clearly does not conform with the General Plan but is permitted by the Zoning and/or Subdivision Regulations, the project is not allowed and no application may be accepted” (p. 3).

Table 4.A-3 includes a description of land uses clearly not in conformance with the General Plan land use designation within each Redevelopment Subarea.

### ***CITY OF OAKLAND MUNICIPAL CODE***

The City of Oakland’s Municipal Code (as amended through February, 2000) includes codes that affect land use throughout the City. Title 8 of the Municipal Code addresses Health and Safety issues, including property blight, and Title 15 of the Code addresses Building and Construction.

Section 8.24 codifies Ordinance 12046, generally referred to as the Blight Ordinance. Its purpose “is to promote the health, safety, and general welfare of the citizens by requiring a level of maintenance of residential, commercial, and industrial property which will protect and preserve the livability, appearance, and social and economic stability of the city and which will also protect the public from the health and safety hazards and the impairment of property values which results from the neglect and deterioration of property” (§8.24.010). The code defines blight for abandoned buildings or structures; buildings or structures in a state of disrepair; properties that are inadequately maintained; properties that create a dangerous condition; parking, storage or maintenance of items, such as trailers, campers, trucks, old refrigerators, etc., in areas zoned for residential use; and includes specific activities prohibited in areas zoned for residential use. Violation of this section of the Municipal Code is considered an “infraction,” subject to a citation and further legal remedies.

Section 15.36 codifies an ordinance referred to as the Demolition Ordinance. It establishes the parameters of permissible demolition activities in the City of Oakland. Demolition is defined as “the decimating, razing, ruining, tearing down or wrecking of any facility, structure or building” and includes partial demolition or “interior demolition affecting more than ten percent of the replacement value of the structure” (§15.36.010). Under section 15.36, it is unlawful to “demolish and no demolition permit shall be issued for the destruction of any structure until the applicant has obtained a building permit to construct a replacement structure” (§15.36.070), with some exceptions. One of the exceptions is when the structure to be demolished is part of a Redevelopment Agency-sponsored project.

The purposes of the Community Redevelopment Law are “to protect and promote the sound development and redevelopment of blighted areas and the general welfare of the inhabitants of the community in which they exist by remedying such injurious conditions through the employment of all appropriate means” (California Health and Safety Code, §33037). The proposed Redevelopment Plan would generally support the City of Oakland’s Blight Ordinance by focusing its tools and strategies on the elimination of blight, including blight as defined under the Municipal Code.

The City’s Demolition Ordinance is generally consistent with the *eminent domain* (the right of a government or municipal quasi-public body to acquire property for public use through a court action called condemnation, in which the court decides that the use is a public use and determines the compensation to be paid to the owner) powers given to a redevelopment agency by the State of California.

### **CITY OF BERKELEY**

Subarea 3 is bordered to the north by the City of Berkeley. Land use for this part of Berkeley is guided by the Berkeley General Plan<sup>7</sup> and the West Berkeley Plan, a specific plan that includes the area adjacent to Subarea 3.

The General Plan designates land uses along the northern border of Subarea 3 as “manufacturing.” The General Plan states that these areas “are intended to maintain and preserve areas of the City for heavy manufacturing and industrial uses necessary for a multi-faceted economy and job growth” (p. 20). Within areas designated for manufacturing, the General Plan allows manufacturing, industrial, laboratory, wholesale, waste disposal, retail, office, construction-related, and auto-related uses. In general, residential uses are not allowed.

The San Pablo Corridor, however, is designated by the General Plan as “Avenue Commercial Mixed Use,” a designation used for areas with pedestrian-oriented, neighborhood serving commercial development and multi-family residential structures in areas “typically located on two lane streets with on-street parking and transit” (p. 19). Berkeley’s General Plan emphasizes the importance of San Pablo Avenue to the City of Berkeley: San Pablo Avenue is designated as a primary street,<sup>8</sup> a primary transit route,<sup>9</sup> part of the Berkeley’s bicycle circulation network, is an “Emergency Access and Evacuation Route,” and is viewed as a link to regional-serving commercial areas.

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<sup>7</sup> This EIR uses the Berkeley General Plan Update, a draft document for which the public comment period ended on August 5, 1999. This is the document currently distributed by the City of Berkeley as the “General Plan.”

<sup>8</sup> The Berkeley General Plan Update defines a primary street as a street “for the movement of automobiles, trucks, tank vehicles, buses, pedestrians, and bicycles across the City, to the regional transportation network, and to other jurisdictions” (p. 28).

<sup>9</sup> The Berkeley General Plan Update defines a primary transit route as the highest priority route “necessary to serve existing needs and inter-city connections” (p. 30).

**TABLE 4.A-3  
LAND USES DESIGNATED BY LUTE AND CURRENT ZONING  
BY REDEVELOPMENT SUBAREA**

Redevelopment Subarea	Approximate Location Within Subarea	Land Use Classification	Land Use Objective	Permitted Use/Density	Uses That Do Not Conform with LUTE <sup>a</sup>	Approximate Current Zoning
SUBAREA 1	Area west of Telegraph Avenue	<b>Urban Residential</b>	Create, maintain and enhance areas appropriate for multi-unit, mid-rise or high-rise residential structures in areas with good access to transportation and other services	Housing, ground-floor commercial/125 units per gross acre  (166.67 units per net acre; 261 sq. ft. of site area per principal unit)	Wholesale sales; construction sales and service; automotive sales, rental and delivery; transport and warehousing; scrap operations; manufacturing (all types); shopping center	<b>R-70</b> between I-580 and 30 <sup>th</sup> Street ( <i>High Density Residential</i> )  <b>R-80</b> between 27 <sup>th</sup> and 30 <sup>th</sup> Streets ( <i>High-Rise Apartment Residential</i> )
	<ul style="list-style-type: none"> <li>Broadway corridor</li> <li>MacArthur/Broadway Shopping Center (southeast corner of MacArthur Boulevard and Broadway)</li> <li>Telegraph corridor</li> <li>27th Street corridor</li> </ul>	<b>Community Commercial</b>	Identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional activities along major corridors and in shopping districts or shopping centers	Retail, health and medical, housing services, community facilities/125 units per gross acre; 5.0 non-residential FAR  (166.67 units per net acre; 261 sq. ft. of site area per principal unit)	Scrap operations, general and heavy manufacturing;	<b>C-40</b> ( <i>Community Thoroughfare Commercial</i> )
	Pill Hill area	<b>Institutional</b>	Create, maintain and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical uses as well as other uses of similar character.	Educational, cultural, medical/125 units per gross  (166.67 units per net acre; 261 sq. ft. of site area per principal unit)	Construction sales and service; scrap operations; manufacturing (all types); live-work	<b>S-1</b> ( <i>Medical Center</i> )
	Mosswood Park (southwest corner of MacArthur Boulevard and Broadway)	<b>Park and Urban Open Space<sup>b</sup></b>	Identify, enhance and maintain publicly-owned lands for conservation and appropriately managing undeveloped areas that have high natural resource value, scenic value or natural hazards that preclude safe development.	Active and passive recreation	Semi-transient residential; nursing home; residential care; health care; convenience market; fast-food restaurant; most commercial activities; manufacturing (all types); plant nursery; mining and quarrying; most residential facilities	<b>Unzoned</b>

**TABLE 4.A-3 (Continued)**  
**LAND USES DESIGNATED BY LUTE AND CURRENT ZONING**  
**BY REDEVELOPMENT SUBAREA**

Redevelopment Subarea	Approximate Location Within Subarea	Land Use Classification	Land Use Objective	Permitted Use/Density	Uses That Do Not Conform with LUTE <sup>a</sup>	Approximate Current Zoning
Subarea 2	Area bordered by West MacArthur Boulevard to the north, Mosswood Park to the east, I-580 to the south and Telegraph Avenue to the west.	<b>Mixed Housing Type Residential</b>	Create, maintain and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings and neighborhood businesses where appropriate.	Housing/30 units per gross acre  (40 units per net acre; 1,089 sq. ft. of site per principal unit)	Semi-transient residential; fast-food restaurants; general wholesale sales; construction sales and service; automotive sales, servicing, parking, repair or cleaning; transport and warehousing; undertaking service; scrap operation; manufacturing (all types); drive-in's; shopping center; drive-through's.	<b>R-70</b> (High Density Residential)
	Area bordered by 40 <sup>th</sup> Street to the north, Broadway to the east, West MacArthur Boulevard to the south and Telegraph Avenue to the east					
	40 <sup>th</sup> Street Corridor	<b>Urban Residential</b>	See Subarea 1, above.	See Subarea 1, above.	See Subarea 1, above.	<b>C-30</b> between Manila Avenue and Ruby Street (approximate) (District Thoroughfare Commercial)  <b>R-70</b> between Ruby Street and Telegraph Avenue, and Telegraph Avenue to SR-24 (High Density Residential)
	Telegraph Avenue corridor, between I-580 and 42 <sup>nd</sup> Street.	<b>Neighborhood Center Mixed Use</b>	Identify, create, maintain and enhance mixed use neighborhood commercial centers; characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural or entertainment uses.	Retail, housing, services, community facilities/125 units per gross acre; 4.0 non-residential FAR  (166.67 units per net acre; 261 sq. ft. of site per principal unit)	General wholesale sales; construction sales and service; scrap operations; manufacturing (all types); drive-through's.	<b>C-28</b> (Commercial Shopping District)  <b>R-70</b> , BART station area (High Density Residential)  <b>C-10</b> , Martin Luther King Jr. Way Corridor (Local Retail Commercial)
	Area west of Telegraph Avenue, including BART station and Martin Luther King Jr. Way (between West MacArthur Boulevard and 40 <sup>th</sup> Street)					

**TABLE 4.A-3 (Continued)**  
**LAND USES DESIGNATED BY LUTE AND CURRENT ZONING**  
**BY REDEVELOPMENT SUBAREA**

Redevelopment Subarea	Approximate Location Within Subarea	Land Use Classification	Land Use Objective	Permitted Use/Density	Uses That Do Not Conform with LUTE <sup>a</sup>	Approximate Current Zoning
Subarea 3	Area west of San Pablo Avenue, south of 65 <sup>th</sup> Street	Mixed Housing Type Residential	See Subarea 2, above.	See Subarea 2, above.	See Subarea 2, above.	M-20 along Peabody Lane, between Marshall Street and the Emeryville border; and small parcels on Ocean, 63 <sup>rd</sup> Street, Stanford Avenue (Light Industrial)
						C-35 along Stanford Avenue (District Shopping Commercial)
						R-40 (Garden Apartment Residential)
						{
	East side of San Pablo Avenue, between 63 <sup>rd</sup> Street and the Berkeley border; between 60 <sup>th</sup> and 61 <sup>st</sup> Streets; and between 48 <sup>th</sup> and 55 <sup>th</sup> Streets.	Community Commercial	See Subarea 1, above.	See Subarea 1, above.	See Subarea 1, above	C-30 (District Thoroughfare Commercial)
	West side of San Pablo Avenue between 59 <sup>th</sup> Street and 65 <sup>th</sup> Streets; between 53 <sup>rd</sup> and 54 <sup>th</sup> Streets.					
	East side of San Pablo Avenue, between 55 <sup>th</sup> and 60 <sup>th</sup> Streets.	Neighborhood Center Mixed Use	See Subarea 2, above.	See Subarea 2, above.	See Subarea 2, above.	C-30 (District Thoroughfare Commercial)
	West side of San Pablo Avenue, between 54 <sup>th</sup> and 59 <sup>th</sup> Streets.					

**TABLE 4.A-3 (Continued)**  
**LAND USES DESIGNATED BY LUTE AND CURRENT ZONING**  
**BY REDEVELOPMENT SUBAREA**

Redevelopment Subarea	Approximate Location Within Subarea	Land Use Classification	Land Use Objective	Permitted Use/Density	Uses That Do Not Conform with LUTE <sup>a</sup>	Approximate Current Zoning
	Area bordered to the north by the City of Berkeley, to the east by San Pablo Avenue, to the south by 65 <sup>th</sup> Street, and to the west by the City of Emeryville	<b>Housing and Business Mix</b>	Guide the transition from heavy industry to low impact light industrial and other businesses that can co-exist compatibly with residential development.	Housing and low impact businesses/30 units per gross acre; 3.0 non-residential FAR  (40 units per net acre; 1,089 sq. ft. of site area per principal unit)	Automotive sales, rental and delivery; automotive fee parking	<b>M-30</b> (General Industrial)
	San Pablo Avenue frontage, between 62 <sup>nd</sup> and 63 <sup>rd</sup> Streets (Golden Gate Elementary School)	<b>Institutional</b>	See Subarea 2, above.	See Subarea 2, above.	See Subarea 2, above.	<b>C-30</b> (District Thoroughfare Commercial)
	San Pablo Avenue frontage between 61 <sup>st</sup> and 62 <sup>nd</sup> Streets (Golden Gate Recreation Center)	<b>Park and Urban Open Space<sup>b</sup></b>	See Subarea 1, above.	See Subarea 1, above.	See Subarea 1, above.	<b>C-30</b> (District Thoroughfare Commercial)

<sup>a</sup> Other uses may not conform with the LUTE. The Planning Commission has determined that the uses listed in this section clearly do not conform with the LUTE.

<sup>b</sup> Also referred to as "Urban Park and Open Space."

SOURCE: *Envision Oakland: Land Use and Transportation Element of the Oakland General Plan and Guidelines for Determining General Plan Conformity.*

The West Berkeley Plan provides more specific land use designations for the area adjacent to Subarea 3, and designates the area as “mixed use/light industrial.” Although office and laboratory uses are permitted, such uses are limited. Residential uses are not permitted, although some live-work uses are. The West Berkeley Plan also stresses the importance of San Pablo Avenue, stating, for example, that “there are unmet neighborhood retail needs, especially along the southern part of San Pablo, which should be better served” (p. 63).

The City of Berkeley’s Zoning Ordinance designates the area adjacent to Subarea 3 as “MU-LI” or Mixed Use-Light Industrial. Among the purposes of the Mixed-Use Light Industrial (MU-LI) District:

- Encourage development of a mixed use-light industrial area for a range of compatible uses;
- Encourage development of an area where light manufacturers can operate free from the economic, physical and social constraints caused by incompatible uses;
- Provide for the continued availability of manufacturing and industrial buildings for manufacturing uses, especially of larger spaces needed by medium sized and larger light manufacturers;
- Provide opportunities for office development when it will not unduly interfere with light manufacturing uses and/or the light manufacturing building stock;
- Provide the opportunity for laboratory development in appropriate locations;
- Support the development of businesses which contribute to the maintenance and improvement of the environment;
- Allow on site ancillary retail as a tool to maintain and enhance the economic viability of manufacturers in the district;
- Maintain and improve the quality of the West Berkeley environment, while allowing the lawful and reasonable operation of light industrial uses.

The Zoning Ordinance expressly prohibits<sup>10</sup> certain uses within an MU-LI district, including: mini-storage warehouses, pesticides, herbicides and fertilizers, petroleum refining and products, primary production manufacturing, semiconductors and related devices, commercial, physical or biological laboratories using Class 3 organisms, hotels and motels, all dwelling units, group living accommodations, major residential additions, schools, and religious assembly uses. Live-work units may be permitted if, among other requirements, the specific activity of a live/work resident is stated, one occupant is engaged in an art or craft listed in the Zoning Ordinance, and the total floor area is at least 1,000 square feet. In general, within the MU-LI district, the

<sup>10</sup> For all uses not expressly prohibited, the City of Berkeley requires either a Zoning Certificate (ZC), an Administrative Use Permit (AUP) or a Use Permit that requires a public hearing (UP(PH)). A ZC is issued if the Zoning Officer determines that a proposed use is permitted as a matter of right by the Ordinance. An AUP requires public notice in the vicinity of the property and can be reviewed by the Board if the Zoning Officer determines the use has special neighborhood or community importance. An UP(PH) is issued by the Zoning Adjustments Board, following a public hearing. Some uses are conditioned on size, other uses have special requirements. For example, an auto wrecking establishment of over 20,000 square feet requires an UP(PH), and all office uses requiring over 20,000 square feet also require an UP(PH).

maximum FAR for new development is 2.0, and heights of main buildings cannot exceed 45 feet (3 stories).

The Berkeley Zoning Ordinance establishes special zoning for frontage along San Pablo Avenue, near Subarea 3. The “C-W” or the West Berkeley Commercial District zone permits a wide variety of uses designed primarily to “provide a relatively compact, clearly bounded set of commercial areas in West Berkeley, so as to both improve the quality of West Berkeley shopping environments and to prevent commercial overspill into industrial areas” (p. 299). Another primary use is to promote housing to support local retail and use of transit lines. Only a few uses are expressly prohibited: automobile wrecking establishments, most drive-in uses, cemeteries and mausoleums, dry cleaning and laundry plants, laboratories, and warehouses or storage facilities. In general, the maximum FAR for new buildings is 3.0, and most buildings cannot exceed three stories.

### ***CITY OF EMERYVILLE***

The City of Emeryville’s General Plan provides several designations for areas that are adjacent to Subarea 3. Its Land Use Plan identifies two primary objectives:

- Create a major activity center in the Bay Area with new office, commercial and high-tech industries and new housing of all types replacing obsolete, incompatible and low-intensity prior use.
- Create a living and working environment that protects and enhances existing development, while providing new amenities and facilities for an expanded work force and residential population.

Table 4.A-4 describes the Emeryville’s land use designations along the border of Subarea 3.

Emeryville’s Zoning Ordinance translates the General Plan’s land use designations into five zoning districts. Table 4.A-5 describes the uses permitted in Emeryville’s zoning districts.

Live-work units are generally permitted in R-M, C-G and I-L Districts, subject to a Conditional Use Permit. The work activity “must be permitted by the zoning district regulations of the district where it will be located” (Section 9-4.58.5(b)) or if it is in a residential district, it must conform with the regulations for the Custom Manufacturing District. Live/work units cannot be less than 750 square feet or more than 2,000 square feet.

### ***CALIFORNIA SUBDIVISION MAP ACT***

The California Subdivision Map Act (California Government Code sections 66410 through 66499.58) gives a city the power to regulate and control the design and improvement of subdivisions within its boundaries. Each city must adopt an ordinance regulating and controlling subdivision required by the Map Act to have either a tentative and final map or a parcel map. The goals of the Act are to “encourage orderly community development by providing for the regulation and control of the design and improvement of the subdivision, with a proper consideration of its relation to adjoining areas; to protect the public and individual transferees

**TABLE 4.A-4  
CITY OF EMERYVILLE LAND USE DESIGNATIONS  
ADJACENT TO REDEVELOPMENT SUBAREA 3**

Approximate Subarea 3 Location	Emeryville Land Use Designation	Permitted Uses
Berkeley border, south to Peabody Lane (Northwestern border of Subarea 3)	Industrial	Variety of uses that include: heavy manufacturing, research and development, arts and crafts, residential use in some locations
Peabody Lane, south to rear of Powell Street frontage (Western border of Subarea 3)	Medium Density Residential (20-45 dwelling units per gross acre)	Residential (Assumes an average household of 1.7 persons per unit)
Frontage Along Powell Street (Western border of Subarea 3)	Mixed Use	Variety of compatible land uses. Residential use required in mixed use projects over 200,000 sq. ft.
Stanford Avenue, south to 53rd Street (Southwestern border of Subarea 3)	Medium Density Residential (20-45 dwelling units per gross acre)	Residential (Assumes an average household of 1.7 persons per unit)
53 <sup>rd</sup> Street (Southern border of Subarea 3)	School	(Emery High School)

SOURCE: *Emeryville General Plan*

from fraud and exploitation; and to ensure that the areas within the subdivision that are dedicated for public purposes will be properly improved by the subdivider so that they will not become an undue burden on the community” (Curtin, 1999).

All land assembly or reparcelization under the Redevelopment Plan would be required to conform with the California Subdivision Map Act whenever parcels are merged or subdivided.

### ***CALIFORNIA SEISMIC HAZARDS MAPPING ACT (1990)***

The California Seismic Hazards Mapping Act addresses shaking, landsliding, and liquefaction hazards, expanding upon the hazards addressed by the Alquist-Priolo Earthquake Fault Zone Act. The Act requires the State Geologist to prepare seismic hazard maps that cities and counties must use in preparing their general plan safety elements, and in regulating new development to avoid or mitigate these seismic hazards. Any real property located in a seismic hazard zone would be required to disclose that fact to any prospective purchaser, if the information is reasonably available. The City of Oakland must require a geotechnical report defining and delineating any potential seismic hazard for projects located in a seismic hazard zone. The project would be required to incorporate any mitigation measures recommended by the geotechnical report.

**TABLE 4.A-5  
CITY OF EMERYVILLE ZONING DISTRICTS  
ADJACENT TO REDEVELOPMENT SUBAREA 3**

Approximate Subarea 3 Location	Emeryville Zoning District	Permitted Uses <sup>a</sup> /Prohibited Uses
Berkeley border, south to 65 <sup>th</sup> Street (Northwest border of Subarea 3)	I-G General Industrial  (Maximum FAR: 0.5, 0.7 between 66 <sup>th</sup> and 65 <sup>th</sup> Streets)	Automotive rentals; business and professional support; building maintenance services; construction sales and services; professional services; repair services; research services; custom manufacturing; laundry services; light manufacturing; light wholesaling and distribution. Conditional Use Permit: Variety of civic activities; administrative and business offices; adult entertainment; automotive repair; amusement center; indoor entertainment; outdoor entertainment; full-service eating and drinking establishments; gasoline sales; medical services; transportation services; general industrial uses; inoperable vehicle storage/ <b>no residential use</b>
65 <sup>th</sup> Street, south to Peabody Lane (Northwest border of Subarea 3)	I-L Light Industrial  (Maximum FAR: 0.7)	Civic administrative services; cultural and library services; essential services; business and professional support; building maintenance services; convenience sales and services; eating and drinking establishments; financial services; research services; conditional use permit: <b>multi-household and townhouses</b> , day care services; hospitals; small scale hazardous waste transfer and storage facility
Peabody Lane, south to rear of Powell Street frontage (Western border of Subarea 3)	R-M Medium Residential  (Maximum FAR: 0.5)	Multifamily residential and residential second units; mobile home parks; administrative services; community education; community recreation; convalescent services; cultural and library services; day care services; religious assembly; commercial parking; indoor and outdoor sports and recreation/ <b>no industrial use</b>
Frontage Along Powell Street (Western border of Subarea 3)	C-G General Commercial  (Maximum FAR: 1.0)	Civic activities; administrative and business offices; pet stores; automotive rentals; business and professional support; building maintenance services; indoor entertainment and sports and recreation; full service eating and drinking establishments; financial services; food and beverage retail sales; medical services; on-premises liquor sales; personal services; professional services; repair services; research services/ <b>no industrial use</b>

**TABLE 4.A-5  
CITY OF EMERYVILLE ZONING DISTRICTS  
ADJACENT TO REDEVELOPMENT SUBAREA 3**

Approximate Subarea 3 Location	Emeryville Zoning District	Permitted Uses <sup>a</sup> /Prohibited Uses
Stanford Avenue, south to 53rd Street (Southwestern border of Subarea 3)	R-M Medium Residential  (Maximum FAR: 0.5)	See above.
53 <sup>rd</sup> Street (Southern border of Subarea 3)	P-U Public Utilities  (Maximum FAR: NA)	Civic services such as administrative services, cultural and library services and essential services; some conditionally permitted commercial uses/ <b>no industrial or residential use</b>

<sup>a</sup> This list is selective and does not include all of the uses described in the Zoning Ordinance.

SOURCE: *Emeryville Zoning Ordinance*

The proposed Redevelopment Plan would be required to meet the provisions of the California Seismic Hazards Mapping Act.

## IMPACTS AND MITIGATION MEASURES

### APPROACH TO ANALYSIS

The proposed project is evaluated in this document to determine its compatibility with the applicable plans and policies, including land use and zoning designations and design guidelines for the area around the project site, in order to determine the potential for significant land use impacts. In addition, the project site and its proposed uses are evaluated in terms of their compatibility with land uses surrounding the project site and in close proximity to the project site.

This analysis makes the following assumptions:

- Subarea 1: Development of 100,000 square feet of new medical office space on Pill Hill, including some demolition and a possible street closure at Hawthorne;  
Streetscape and street improvements along MacArthur Boulevard;  
Construction of infill housing, up to 500 residential units, to the east and west of Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets;  
Development of up to 100,000 square feet of commercial and retail space along Broadway, between 30<sup>th</sup> and Brook Streets.
- Subarea 2: Development of 85,000 square feet of medical office space, 50,000 square feet of commercial space, 30,000 square feet of retail space, and 150 residential units at the MacArthur BART station;  
Construction of 30 units of infill housing along Martin Luther King Jr. Way between MacArthur Boulevard and 40<sup>th</sup> Street.

Subarea 3: Construction of approximately 30 units of infill housing throughout the area;  
Strengthen the commercial and retail activities along San Pablo Avenue;  
Provide rehabilitation services for residential and commercial units throughout the area.

Tax increment funds from redevelopment areas can be used to fund other activities, e.g., street improvements, new sewer mains and related infrastructure, and park improvements. For the purposes of this analysis, the conceptual developments identified above are assumed to be a part of the proposed Redevelopment Plan.

### ***SIGNIFICANCE CRITERIA***

The project would result in a significant impact related to land use and planning if it would:

- Physically divide an established community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

The last of these three criteria is not applicable to the proposed project, as there is no habitat conservation plan or natural community conservation plan in place in the project vicinity.

### ***CONSISTENCY WITH LAND USE PLANS AND POLICIES***

**Impact A.1: The project would blend with the established communities of Subarea 1, Subarea 2 and Subarea 3. This would be a less than significant impact.**

The proposed project is designed to enhance existing communities, some of which have, over the years, become divided by freeway construction and/or other improvements.

In Subarea 1, infill housing along Telegraph Avenue would add housing and permanent population to an existing community whose population has declined over the years. The increase in population could support commercial and retail development along Telegraph Avenue, and near Pill Hill. The Pill Hill area has historically been the site for institutional purposes, and the development of additional institutional space as proposed would not conflict with present uses, nor would it divide the area. Broadway has historically been used for commercial and retail space. Additional commercial and retail space near 30<sup>th</sup> Street would complement development on Pill Hill. Changes to MacArthur Boulevard could provide a smaller building scale that could encourage more pedestrian use, and strengthen the link between the neighborhoods north and south of MacArthur Boulevard.

In Subarea 2, development of the MacArthur BART station site would locate a permanent population in an area that has become isolated from the surrounding neighborhoods. In-fill housing along Martin Luther King Jr. Way would support housing in a community that has become less populated over the years, and would provide a presence that is now lacking near the MacArthur BART station.

In Subarea 3, focus on development of in-fill housing and strengthening commercial and retail activities along San Pablo could strengthen the sense of community in neighborhoods east and west of San Pablo Avenue. At the present time, boarded up properties, incompatible land uses, and general decline inhibit future growth and discourage pedestrian use. Improvements along this segment of San Pablo Avenue would be consistent with activities relating to two schools in the subarea, Golden Gate School and Emery High School.

Lastly, with the exception of Auto Row, the proposed projects fall within LUTE Planning Areas, which are delineated around established neighborhoods.

Although some acquisition of property and subsequent demolition may be required for development activities, exact locations and proposals have not been determined. Such activities would not physically divide already under-utilized areas, particularly along San Pablo Avenue (Subarea 3).

The proposed activities in Subarea 3 would not result in a physical division between the City of Berkeley nor the City of Emeryville.

The Broadway/MacArthur/San Pablo Redevelopment Plan would not physically divide an existing community.

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**Impact A.2: The project would be generally consistent with applicable plans and policies of the City of Oakland's General Plan Land Use and Transportation Element, Housing Element, and Safety Element. This would be a less than significant impact.**

The proposed Redevelopment Plan is consistent with the City of Oakland's Land Use and Transportation Element (LUTE) and the Oakland Zoning Regulations, as described in Table 4.A-6.

The proposed projects are compatible with the LUTE. Because the LUTE was adopted fairly recently (in March, 1998), the Zoning Regulations and the LUTE are not entirely consistent. However, according to the LUTE, the *Guidelines for Determining General Plan Conformity*, and the Zoning Regulations, any conflicts with the Zoning Regulations are superseded by the General Plan. The City of Oakland has established a process to update the Zoning Regulations.

The proposed projects are compatible with the LUTE Planning Area strategies (see pages 4.A-10 through 4.A-13) and meet many of the goals and policies expressed in the LUTE (see Appendix D). The projects proposed for Redevelopment Subarea 1 work to "enhance and maintain" Pill Hill by adding medical office space, "grow and change" Telegraph Avenue by

**TABLE 4.A-6  
COMPATIBILITY OF PROPOSED REDEVELOPMENT PROJECTS  
WITH OAKLAND GENERAL PLAN AND ZONING ORDINANCE**

Subarea	Proposed Project	General Plan Land Use Designation	Zoning District	Compatibility
SUBAREA 1	Development of 100,000 sq. ft. of medical office space on Pill Hill	Institutional	S-1 Medical Center	Compatible: See Table 4.A-2. The General Plan allows an FAR of 8; the Zoning allows an FAR of 8. Uses are equivalent.
	Streetscape and improvements along MacArthur Boulevard	Not applicable	Not applicable	Street would remain a regional transit street, as described in LUTE (p. 121).
	Construction of infill housing, up to 500 residential units, along both sides of Telegraph Avenue, between 27 <sup>th</sup> and 33 <sup>rd</sup> Streets	Urban Residential	R-70 High Density Residential;	Compatible: See Table 4.A-2. Both General Plan designations allow the same densities; community commercial also allows a 5.0 non-residential FAR. The Zoning Regulations provide for a non-residential 2.25 FAR in an R-70 district, a 3.5 FAR in an R-80 district and a 3.0 FAR in a C-40 district, with a 50% increase subject to specific terms of a Conditional Use Permit. Under the Zoning Regulations, the General Plan supersedes the Zoning Regulations.
		Community Commercial (along Telegraph)	R-80 High Rise Apartment Residential C-40 Community Thoroughfare Commercial	
	Development of up to 100,000 square feet of commercial and retail space along Broadway, between 30 <sup>th</sup> and Hawthorne Streets (west side) and 30 <sup>th</sup> and Brook Street (east side)	Community Commercial	C-40 Community Thoroughfare Commercial	Compatible: See Table 4.A-2. The General Plan allows a non-residential FAR of 5.0, while the zoning allows a 3.0 FAR with a 50% increase subject to specific terms of a Conditional Use Permit. Under the Zoning Regulations, the General Plan supersedes the Zoning Regulations.
SUBAREA 2	Development of 85,000 square feet of medical office space, 50,000 square feet of commercial space, 30,000 square feet of retail space and 150 residential units at the MacArthur BART station	Neighborhood Center Mixed Use	R-70 High Density Residential	Compatible: See Table 4.A-2. The General Plan allows a 4.0 FAR for non-residential uses, while the Zoning Regulations allow a 2.25 FAR, with a 50% increase subject to specific terms of a Conditional Use Permit. Under the Zoning Regulations, the General Plan supersedes the Zoning Regulations

**TABLE 4.A-6 (Continued)**  
**COMPATIBILITY OF PROPOSED REDEVELOPMENT PROJECTS**  
**WITH OAKLAND GENERAL PLAN AND ZONING ORDINANCE**

Subarea	Proposed Project	General Plan Land Use Designation	Zoning District	Compatibility
	Construction of 30 units of infill housing along Martin Luther King Jr. Way between MacArthur Boulevard and 40 <sup>th</sup> Street	Neighborhood Center Mixed Use	C-10 Local Retail Commercial	Compatible: The General Plan allows a density of up to 166.67 principal units per net acre. The Zoning Regulations allow a density of 2 units per 4,000 sq. ft., and up to 7 units per 10,000 sq. ft. (generalized).
SUBAREA 3	Construction of approximately 30 units of infill housing throughout the area	Mixed Housing Residential	M-20 Light Industrial	Mostly compatible: The industrial areas are not, as zoned, compatible with housing, outside of live work that is allowed with a conditional use permit. However, all other zoning districts allow some form of housing. The LUTE treats the industrially zoned areas in Subarea 3 as a transition area that would allow a compatible mix of housing, industrial uses, and commercial uses.
			C-35 District Shopping Commercial	
			R-40 Garden Apartment Residential	
		Neighborhood Center Mixed Use	C-30 District Thoroughfare Commercial	
	Strengthen the commercial and retail activities along San Pablo Avenue	Community Commercial	C-30 District Commercial	Potentially Incompatible: The designated land uses and Zoning Ordinances would permit a variety of development strategies that could encourage compatible commercial, residential and retail uses. However, some uses may not be compatible with the schools and parks.
		Housing & Business Mix	M-30 General Industrial	
		Housing and Business Mix	M-30 General Industrial	
		Community Commercial	C-30 District Thoroughfare Commercial	
		Neighborhood Center Mixed Use	C-35 District Shopping Commercial	
		Institutional	C-30 District Thoroughfare Commercial	
		Park and Urban Open Space	C-30 District Thoroughfare Commercial	
	Provide rehabilitation services for residential and commercial units throughout the area	Not applicable	Not applicable	(Residential structures are located within nearly every zoning district. Rehabilitation services would not be dependent on either a land use designation or a zoning district.)

revitalizing its adjacent residential areas, and complete the physical improvements to Auto Row along Broadway, all of which are strategies expressed in the LUTE. Adding commercial space along Broadway near 30<sup>th</sup> Street would help fulfill a LUTE strategy to strengthen the link between Auto Row, Pill Hill, Piedmont Avenue and the Broadway/MacArthur Shopping Center. Streetscape improvements along MacArthur Boulevard are part of an overall LUTE strategy for MacArthur Boulevard to “grow and change.” In addition, because MacArthur is located within a Target Area for Community and Economic Development, streetscape improvements could help encourage public and private investments along MacArthur Boulevard.

The projects proposed for Redevelopment Subarea 2 carry out LUTE strategies for development of the MacArthur BART environs by adding residential, commercial, office and medical space. Improvements to Martin Luther King Jr. Way also implement LUTE strategies for development of the MacArthur BART environs and for growth and change along this corridor.

The projects proposed for Redevelopment Subarea 3 carry out LUTE strategies for growth and change along the San Pablo corridor. Additionally, as part of a LUTE Target Area for Community and Economic Development, housing and commercial rehabilitation efforts could encourage private and public investments in this important gateway area.

There is, however, some potential for land use conflicts within existing land use and zoning designations, both within the City of Oakland and within the adjacent municipalities.

The projects proposed for the Redevelopment Plan would be required to meet the bicycle parking requirements of the Bicycle Master Plan.

The proposed project is generally consistent with the General Plan Housing Element. The proposed Redevelopment Plan proposes new residential housing units, 20 percent of which would be for low- and moderate-income households. The new housing would not induce additional growth, but would meet current and project demand shortfalls. In addition, the Redevelopment Plan proposes the use of residential rehabilitation programs that could preserve the existing housing stock. The Plan could result in a wide spectrum of housing options, including a various floor plans and ownership and/or leasing options for a variety of income levels and household types. This diversity in choice would also be consistent with the goals of the Housing Element.

The proposed project would generally be consistent with the Safety Element because construction is regulated by existing Building Codes in order to limit potential damage to structures and injury to persons due to hazards such as fire damage. Portions of Subareas 1 and 2 are in areas that could be subject to some flooding along creeks if the Temescal Dam should fail in an earthquake. This is an existing condition in an urbanized area that would be considered by building codes. The proposed project is not located in a critical fire area, landslide area, mudslide area, or in an area known to have tsunamis.

**Mitigation:** None required.

**Impact A.3: The proposed project could result in land use conflicts in Subarea 3, particularly along San Pablo Avenue and Stanford Avenue, because of the proximity of schools and parks. This is a potentially significant impact.**

Subarea 3 contains an elementary school and a park with a recreation facility, both located on San Pablo Avenue. Although commercial, retail and residential uses may comply with the General Plan and the Zoning Regulations, these uses may not be compatible with students passing to and from Golden Gate Elementary School, located at 6200 San Pablo Avenue, or to the Golden Gate Recreation Center, located at 1075 – 62<sup>nd</sup> Street, or to Emery High School, located adjacent to the project at 1100 – 47<sup>th</sup> Street (53<sup>rd</sup> Street).

**Mitigation Measure A.3a: The City of Oakland will work closely with the Oakland Public School District to assure that land uses proposed by the Redevelopment Plan are compatible with school and park uses, and will restrict uses near schools and parks that are incompatible with persons under the age of 18.**

**Significance after Mitigation:** Less than Significant.

**Mitigation Measure A.3b: The City of Oakland will explore the potential rezoning of areas near schools and parks, if necessary, to permanently restrict land uses near public schools, parks and some residential areas that could be incompatible for persons under the age of 18. The City will coordinate its efforts with adjacent municipalities if the proposed rezoning occurs in adjacent areas.**

**Significance after Mitigation:** Less than Significant.

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**Impact A.4: The proposed project could potentially conflict with the General Plan Historic Preservation Element. This is a potentially significant impact.**

Plans for development within Subarea 1 include the potential development of 500 units along Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets, where the following Potential Designated Historic Resources are located:

- 2850 Telegraph Avenue (Grant D. Miller Cathedral Chapel, B+ rating);
- 3217 Telegraph Avenue (B- rating);
- 3231 Telegraph Avenue (B- rating); and
- 3235-39 Telegraph Avenue (B- rating).

In addition, there are some Potential Designated Historic Resources that are located adjacent or in the immediate vicinity of the proposed development along Telegraph Avenue. Depending on the size and scale of the proposed development along Telegraph, these resources could be impacted by the proposed project:

- 529 – 28<sup>th</sup> Street;
- 554 – 28<sup>th</sup> Street;

- 539 – 30<sup>th</sup> Street;
- 552 – 30<sup>th</sup> Street;
- 556 – 30<sup>th</sup> Street;
- 527 – 32<sup>nd</sup> Street;
- 537-39 – 33<sup>rd</sup> Street; and
- 556 – 33<sup>rd</sup> Street.

Development in the Summit Hill area could impact a designated Oakland Landmark at 476 – 34<sup>th</sup> Street (Parks Chapel AME Church).

In Subarea 3, along the San Pablo Avenue corridor, the proposed strengthening of commercial and retail activities could impact the Golden Gate Library, which is an Oakland Landmark and is on the National Register of Historic Places.

Additional Potential Designated Historic Resources could be impacted, either as a direct or indirect result of the proposed project, or as a result of future historic designations. The following mitigation measure would lessen the potentially significant impact of the proposed project on historic resources – designated and Potential Designated – to a less than significant impact.

The exact design of the projects proposed as a part of the Broadway/MacArthur/San Pablo Redevelopment Plan is, at this time, unknown. The project may, however, result in the proposed demolition of an historic resource. Whenever the proposed project would result in the demolition of a Designated or a Potential Designated Historic Resource, the City of Oakland would require an Environmental Impact Report. Any proposed addition or alteration to a Historical Resource that could disqualify a property. The following mitigation measure could, depending on the proposed demolition and the extent of any proposed addition or alteration of a Designated or Potential Designated Historic Resource, lessen the impact of the proposed project to a less than significant impact.

**Mitigation Measure A.4: Mitigation measures, including but not limited to those outlined in the General Plan Historic Preservation Element, in the best combination befitting the specific situation and with the approval of the City of Oakland, would lessen significant effects to an Historical Resource.**

**Significance after Mitigation:** Less than significant.

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**Impact A.5: The proposed project could result in land use conflicts between the City of Berkeley, the City of Emeryville and the City of Oakland in Subarea 3. This is a potentially significant impact.**

Even though the General Plans of the three affected cities are in close agreement, the potential for land use conflicts exists in Subarea 3, particularly along its north and northwestern borders, shared with the City of Emeryville and the City of Berkeley. The City of Berkeley has designated its adjacent land for light industrial uses, specifically prohibiting housing (with the exception of some live-work). Its West Berkeley Plan reflects an intent to protect its industrial areas. The

City of Emeryville has designated this area as “general industrial,” but is, according to its General Plan, seeking new office, commercial and high-tech industries and new housing of all types to replace “obsolete, incompatible and low-intensity prior use.”

Oakland’s General Plan designates this former industrial area as a transition area (although the Zoning Regulations still refer to its former industrial zoning), that allows a compatible mix of housing, industry and commercial uses. These uses could conflict, resulting in conflicting parking requirements, differing setbacks, and building height limits that differ by as much as 15 feet. Floor-to-area ratios could differ substantially, and different standards for permitted uses could lead to incompatible uses in unrelated and separate jurisdictions.

On Vallejo Street, the boundary separating Oakland and Emeryville runs down the middle of the street; the boundary crosses blocks in the northwest part of Subarea 3. Development efforts, and efforts to rehabilitate and preserve the existing housing stock could conflict with another city’s efforts to develop available land, or preserve its housing stock. Land use conflicts between the three cities could result in lowered land values, unsatisfactory outcomes for property owners, and diminished opportunities for economic revitalization in all three jurisdictions.

**Mitigation Measure A.5a: Representatives from the City of Oakland will meet and confer with representatives of the cities of Berkeley and Emeryville to discuss land uses along borders shared with Subarea 3. Such meetings will have the goal of establishing an agreement concerning land uses along the Subarea 3 border, to include present and future uses, building heights, maximum allowable densities, parking, set backs, rehabilitation standards, design standards, historic resources, as well as open space requirements and recreational opportunities.**

**Significance after Mitigation:** Less than Significant.

**Mitigation Measure A.5b: Representatives from the City of Oakland will confer with representatives of the cities of Berkeley and Emeryville, as part of any rezoning of adjacent areas, and as part of ongoing City-wide zoning update efforts.**

**Significance after Mitigation:** Less than Significant.

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## B. TRANSPORTATION AND CIRCULATION

### SETTING

This section describes the existing transportation and circulation conditions in the project vicinity. Since the study area is comprised of two discrete areas with different transportation facilities and services, the description of the transportation system separates the San Pablo/Golden Gate neighborhood along San Pablo Avenue (Subarea 3) from the Broadway/MacArthur area which includes the Broadway Auto Row subarea (Subarea 1) and the MacArthur Transit Village subarea (Subarea 2). A separate discussion for each area is not provided if the transportation facilities and services pertain to the entire study area. A map of the study area is shown in Figure 3-1.

### ROADWAY NETWORK

The study area is served by Interstate 980 (I-980), Interstate 580 (I-580), and State Route 24 (SR 24). Due to the proximity of the Broadway/MacArthur study area to the I-580/I-980/SR 24 interchange, the existing freeway ramps can be somewhat confusing and indirect. Freeway access from I-580 to this area is from eastbound off-ramps to MacArthur Boulevard, Webster Street/Broadway, and Harrison Street/Oakland Avenue, a westbound on-ramp at Harrison/Oakland, westbound off-ramps at MacArthur Boulevard and West Street, and eastbound on-ramps from Oakland Avenue and MacArthur Boulevard. The closest on- and off-ramps to I-980 are at 27<sup>th</sup> Street. From SR 24, the closest ramps are at 51<sup>st</sup> Street and Martin Luther King, Jr. Way (MLK Jr. Way). Within the study area, the freeway creates a barrier to east-west travel, which is limited to 27<sup>th</sup> Street, 29<sup>th</sup> Street, MacArthur Boulevard, and 40<sup>th</sup> Street.

The major local roadways within the study area include Broadway, West MacArthur Boulevard, San Pablo Avenue, MLK Jr. Way, Telegraph Avenue, 40<sup>th</sup> Street, and 27<sup>th</sup> Street. Other arterials and collectors include Alcatraz Avenue, Stanford Avenue, Piedmont Avenue, and 29<sup>th</sup> Street.

Broadway is a four- to six-lane arterial that runs north-south from Jack London Square through downtown to SR24 (Grove-Shafter Freeway). In the project vicinity, Broadway south of MacArthur Boulevard is four lanes with a planted median, left-turn pockets at signalized intersections, bike lanes, and parking on both sides. North of MacArthur Boulevard, Broadway is six lanes, with a narrow median and parking on both sides.

West MacArthur Boulevard/MacArthur Boulevard runs east-west from I-580 near the I-80/I-580 split through Oakland, essentially paralleling I-580 into the City of San Leandro. West MacArthur Boulevard becomes MacArthur Boulevard at Broadway. In the project vicinity, West MacArthur Boulevard is a six-lane major arterial, with a median and parking on both sides of the street. In the study area, most major intersections are signalized, including MLK Jr. Way, Telegraph Avenue, Webster Street, Broadway, Howe Street, and Piedmont Avenue.

San Pablo Avenue is designated as State Route 123 from I-580 in Oakland to Cutting Boulevard in Richmond. It is a four-lane roadway in the project vicinity. Since it parallels I-80 along the East Bay, during peak periods it tends to serve overflow traffic as an alternative to I-80 when

traffic backs up on the freeway. The San Pablo Avenue Corridor Study (1997) identified the need to improve bus service, relieve congestion, provide better local access and circulation, and improve the physical environment along the corridor.

MLK Jr. Way (MLK) is a four-lane minor arterial running north-south from the Oakland Estuary to Berkeley. It runs just west of I-980 and SR 24 in the project vicinity.

Telegraph Avenue is a four-lane minor arterial running from downtown Oakland to the University of California Berkeley campus.

40<sup>th</sup> Street is a four-lane collector street that connects Piedmont Avenue with the City of Emeryville. The primary access to the MacArthur BART station is from 40<sup>th</sup> Street between Telegraph Avenue and MLK Jr. Way.

27<sup>th</sup> Street is a six-lane roadway that runs east-west from West Oakland to Harrison Street. 27<sup>th</sup> Street intersects with the I-980 eastbound on-ramp and the I-980 westbound off-ramp.

The Alameda County Congestion Management Program (CMP) designates major roadways in the County as part of the CMP roadway network, which includes SR 123(San Pablo Avenue), MLK Jr. Way, SR 24, I-80, I-580, and I-980 in the study area. In addition to the CMP network, several additional roadways, including Broadway, Telegraph Avenue, MacArthur Boulevard, Powell Street, Shattuck Avenue, West Grand Avenue, 51<sup>st</sup> Street, and 52<sup>nd</sup> Street are designated as part of the Metropolitan Transportation Commission (MTC) Metropolitan Transportation System (MTS).

### ***TRANSIT SERVICES***

This area is served by AC Transit bus service and BART trains. In conjunction with the City's Transit First Policy, several streets in the study area are designated as Transit Streets, where a continuing high level of transit service is to be provided. San Pablo Avenue, Telegraph Avenue, and MacArthur Boulevard are designated as Regional Transit Streets. These are corridors that serve major activity centers and join Oakland to neighboring cities. 40<sup>th</sup> Street is designated as a Local Transit Street, providing a connection to the Regional Transit Streets and serving local destinations.

Several of AC Transit's busiest bus routes travel through the redevelopment area. The bus lines and their frequency are described in Table 4.B-1. Lines 17, 57, and 72 serve the San Pablo/Golden Gate subarea. Broadway (Lines 51 and 59), Telegraph Avenue (Lines 40 and 43), 40<sup>th</sup> Street (Lines 6 and 57), and San Pablo Avenue (Lines 72 and 73) are among AC Transit's busiest corridors with frequent bus service throughout the day.

In addition to AC Transit bus service, the redevelopment area includes the MacArthur BART station which serves as a major transfer point for three BART lines. The entrance to the BART station is from the east between 40<sup>th</sup> Street and MacArthur Boulevard. The BART trains to Berkeley and Pittsburg/Bay Point run within the median of SR 24 and I-980. The BART station is served by seven AC Transit bus lines. The surface parking lot can accommodate

**TABLE 4.B-1  
TRANSIT SERVICE SUMMARY**

Service Provider	Line	Route Description	Frequency
AC Transit	6	Piedmont Avenue to Ashby Avenue via Emeryville AMTRAK station and 40 <sup>th</sup> Street	15 minutes peak hours; 15-20 minutes off-peak
AC Transit	12	MacArthur BART to Fruitvale BART via Piedmont Avenue, Grand Avenue, Broadway, and Alameda	15 minutes peak hours; 30 minutes off-peak; weekdays only
AC Transit	14	MacArthur BART to 35 <sup>th</sup> Avenue via Adeline and downtown Oakland	15 minutes peak hours; 30 minutes off-peak
AC Transit	15	El Cerrito Plaza BART to Montclair Village via MLK, downtown Oakland, and Park Street	15 minutes peak hours; 16-20 minutes off-peak
AC Transit	17	Rockridge BART to Emeryville via Alcatraz	30 minutes peak hours; 60 minutes off peak; weekdays only.
AC Transit	40	Berkeley BART to Bayfair BART via Telegraph Ave, Foothill, and Bancroft.	15 minutes peak hours; 15-20 minutes off-peak
AC Transit	43	El Cerrito Plaza BART to Eastmont Mall via Shattuck, Telegraph, downtown Oakland, and Foothill.	15 minutes peak hours; 16-30 minutes off peak
AC Transit	51	Berkeley to Oakland to Alameda	6-8 minutes peak hours; 10-30 minutes off peak
AC Transit	57	Emeryville AMTRAK station to Bayfair BART via San Pablo, 40 <sup>th</sup> Street, MacArthur, and I-580.	10-15 minutes peak hours; 17-30 minutes off peak
AC Transit	59	Jack London Square to Montclair Village via Lake Merritt BART, Broadway, and Broadway Terrace.	15-20 minutes peak hours; 30 minutes off peak
AC Transit	72/72L	Jack London Square to Hilltop Mall via San Pablo Avenue.	10-20 minutes peak hours; 20-60 minutes off peak
AC Transit	73	Jack London Square to Point Richmond via San Pablo Avenue and Macdonald.	20 minutes peak hours; 30-60 minutes off peak
AC Transit	C, CB	Oakland to San Francisco	15-45 minutes peak hours only.
BART	Richmond – San Francisco/ Daly City	San Francisco to Richmond	15 minutes peak hours; 20 minutes off peak.
BART	Richmond – Fremont	Richmond to Fremont	15 minutes peak hours; 20 minutes off peak.
BART	Pittsburg/Bay Point – Colma	Colma to Pittsburg/Bay Point	5-10 minutes peak hours; 20 minutes off peak.

SOURCE: AC Transit Street and Route Map, Effective June 28, 1998, <http://www.transitinfo.org> and most recent schedules.

approximately 609 parked cars. The BART station generates much of the auto, bus, bicycle, and pedestrian traffic in this area.

### ***BICYCLE AND PEDESTRIAN FACILITIES***

The redevelopment area includes several bicycle facilities. The Webster-Shafter signed bike route runs along Webster Street from 29<sup>th</sup> Street through the redevelopment area. As part of the Auto Row improvements, a striped bike lane is provided on Broadway between 25<sup>th</sup> Street and the I-580 underpass. Telegraph Avenue is also a popular route for bicyclists between downtown Oakland and the UC Berkeley campus. Several recommended bikeways identified in the City's Bicycle Master Plan include Class II bike lanes on Telegraph Avenue through the study area, on 27<sup>th</sup> Street between Telegraph Avenue and Grand Avenue, and 40<sup>th</sup> Street from Emeryville to Piedmont Avenue and a Class III bike route along San Pablo Avenue.

Most streets within the redevelopment area provide sidewalks on both sides. Crosswalks are striped at most intersections. Pedestrian walk signals are provided at many major intersections. Pedestrian travel on Martin Luther King, Jr. Way and Telegraph Avenue is hindered by the I-980 freeway, which acts as a barrier.

### ***INTERSECTION LEVEL OF SERVICE***

The existing level of service was calculated for 11 key intersections in the study area. For the intersection analysis, peak hour traffic counts were conducted in May 1999 at 8 intersections in the redevelopment area. Turn movement data for the three other analysis intersections were provided by the City. The existing AM and PM peak hour intersection levels of service (LOS) and average delays per vehicle are summarized in Table 4.B-2.

During the AM peak hour, the key intersections in the study area would operate at LOS C or better with minimal average delays per vehicle. During the PM peak hour, two intersections would experience significant delays in excess of 40 seconds per vehicle. During the PM peak hour, the intersection of Telegraph Avenue / MacArthur Boulevard would operate at LOS F, while the intersection of Telegraph Avenue / 27<sup>th</sup> Street would operate at LOS E. At the intersection of Telegraph Avenue / MacArthur Boulevard, significant delays are experienced by the left turn movements in the southbound and eastbound directions. At the intersection of Telegraph Avenue / 27<sup>th</sup> Street, the northbound and eastbound left turning vehicles experience excessive delays.

### ***SIGNIFICANCE CRITERIA***

The impacts to the local and regional roadway system are described in terms of change in level of service (LOS). The project impacts were considered significant if the additional traffic generated by the project would result in intersection LOS lower than the City's LOS D standard. In addition to the City standard, the Alameda County Congestion Management Agency (ACCMA) has established LOS standards for the regional facilities that are part of the Congestion Management Program (CMP) or the Metropolitan Transportation System (MTS). The ACCMA

**TABLE 4.B-2  
EXISTING (1999) INTERSECTION LOS AND DELAY – AM AND PM PEAK HOURS**

Intersection	AM Peak Hour		PM Peak Hour	
	LOS	Delay (sec.)	LOS	Delay (sec.)
Broadway / 27th Street	B	6.2	B	7.1
Broadway / 29th Street	A	4.9	B	6.4
Broadway / Piedmont Avenue	B	12.3	C	17.3
Broadway / MacArthur Boulevard	C	17.9	C	22.2
Broadway / 40th Street	B	5.7	B	7.4
Telegraph Avenue / 40th Street	B	10.4	B	11.7
MLK, Jr. Way / 40th Street	B	5.9	B	6.5
MLK, Jr. Way / MacArthur Boulevard	B	7.1	B	10.0
Telegraph Avenue / MacArthur Boulevard	B	14.9	<b>F</b>	<b>102.4</b>
Telegraph Avenue / 27th Street	B	11.5	<b>E</b>	<b>55.2</b>
Piedmont Avenue / MacArthur Boulevard	C	15.0	C	15.6

NOTE: Those entries shown in **bold** exceed the City's LOS D standard.

SOURCE: Dowling Associates, Inc., 1999.

standard is LOS E, except where LOS F was the LOS originally measured when the CMP was initiated in 1991. The analysis roadway segments where the LOS F standard applies include following segments:

- I-80 EB and WB from University to I-80/I-580 split,
- SR 24 EB from I-580 to Caldecott Tunnel,
- I-580 SB from I-80/I-580 to I-980/SR 24,
- I-980 NB from I-880 to I-580,
- SR 123 (San Pablo Avenue) SB from Park Ave to 35<sup>th</sup> Street.

The project impacts to the transit system were considered significant if the additional bus trips generated by the project would exceed the capacity of the buses serving the area.

## IMPACTS AND MITIGATION MEASURES

The impacts of the project on the surrounding transportation system were analyzed. With the project area divided into three subareas, the impact analysis focused on the Broadway Auto Row subarea and the MacArthur BART Transit Village subareas since most of the proposed development would occur in these two areas.

## TRIP GENERATION

The project consists of in-fill multi-family housing, medical office and lab uses, and retail uses. The trip generation rates shown in Table 4.B-3 were based on standard ITE Trip Generation daily and peak hour trip rates. Since the rate for retail uses is dependent upon the size of the development, two separate rates are shown for the retail/commercial uses. The retail trip generation rates were calculated using the regression equation. All other rates represent the published average trip rates.

**TABLE 4.B-3  
STANDARD ITE VEHICLE TRIP RATES**

Land Use	Units	Daily Total	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Retail/Commercial	100 ksf	70.67	1.02	0.60	1.62	3.28	3.28	6.56
	80 ksf	76.84	1.12	0.66	1.78	3.56	3.56	7.12
Medical Office/Lab	ksf	36.13	1.94	0.49	2.43	0.99	2.67	3.66
Multifamily Housing	d.u.	6.63	0.08	0.43	0.51	0.42	0.20	6.2

SOURCE: ITE, *Trip Generation*, 6<sup>th</sup> Edition, 1997.

The ITE trip rates are representative of suburban developments where transit service is not generally provided. The ITE trip rates were used to estimate person trips, which were then adjusted based on the modal split assumptions described below. These trip rates may be conservative in that they do not allow for double-counting due to supporting uses or passby trips which may already be in the area. The person trip generation is summarized by traffic analysis zones in Table 4.B-4.

The project would generate a total of 24,606 daily person trips with 1,117 trips occurring during the AM peak hour and 2,344 trips occurring during the PM peak hour. By redevelopment subarea, most trips would be generated by the Broadway Auto Row subarea which would generate about 14,000 daily person trips, 660 AM peak hour trips, and 1,332 PM peak hour trips. In comparison, the MacArthur Transit Village would generate about 10,412 daily trips, with 442 trips during the AM peak hour and 993 trips during the PM peak hour. The in-fill housing development proposed for the San Pablo/Golden Gate neighborhood would generate about 200 daily trips, 15 trips during the AM peak hour and 19 trips during the PM peak hour.

Since the trip generation for the development in the San Pablo/Golden Gate subarea is less than 20 trips during the peak hour, this subarea was not included in the detailed intersection level of service analysis; however, the trips generated by this subarea are included in the roadway level of service analysis. The trip distribution and mode split assumptions focus specifically on the Broadway Auto Row and MacArthur Transit Village subareas.

**TABLE 4.B-4  
PERSON TRIP GENERATION**

Subzone	Land Use		Daily Total	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Broadway Auto Row	100 ksf	Retail	7,067	102	60	162	328	328	656
Summit Medical Center	100 ksf	Medical office/lab	3,613	194	49	243	99	267	366
Telegraph In-fill Housing	500 d.u.	Multifamily	3,315	40	215	255	210	100	310
MacArthur Transit Village	30 ksf	Retail	2,305	34	20	54	107	107	214
	85 ksf	Medical office	3,071	165	42	207	84	227	311
	50 ksf	Commercial	3,842	56	33	89	178	178	356
	150 d.u.	Multifamily	995	12	65	77	63	30	93
MLK In-fill Housing	30 d.u.	Multifamily	199	2	13	15	13	6	19
San Pablo In-fill Housing	30 d.u.	Multifamily	199	2	13	15	13	6	19
			24,606	607	510	1,117	1,095	1,249	2,344

### **TRIP DISTRIBUTION**

The trip distribution was derived from the Year 2020 forecasts of the Alameda County Congestion Management Agency (ACCMA) Countywide Travel Model. The trip distribution for two zones within the redevelopment area were extracted from the model using a select link analysis. Separate AM and PM peak hour trip distribution percentages were developed. The 2020 roadway network in the model assumes that the MacArthur on-ramp just east of the I-80/I-580 westbound split is opened. The project trips were distributed to several gateways surrounding the study area and one internal gateway, where both trip ends are assumed to occur within the study area. The AM and PM peak hour trip distribution assumptions are listed in Table 4.B-5.

### **MODAL SPLIT**

The modal split analysis considers the effect of the presence of various modes of transportation that are available to serve the redevelopment area. The 1990 U.S. Census data was used to derive the modal split for the project. The mode-to-work data were extracted for the census tracts that represent the redevelopment area. The mode-to-work by place of residence and place of work are summarized in Table 4.B-6. Drive-alone and carpool modes represent about 63 percent of the work trips with origins in this area and about 85 percent of the work trips with destinations in this area, although these percentages vary significantly within the study area.

For the peak hour intersection and roadway analyses, the mode-to-work percentages by place of residence were applied to the residential uses and the mode-to-work percentages by place of work were applied to the commercial uses. For residential uses, the person trips generation was reduced by a conservative 25 percent to account for non-auto trips. For the commercial uses, the person trip generation was reduced by a conservative 10 percent to account for transit and other non-motorized trips.

**TABLE 4.B-5  
TRIP DISTRIBUTION**

Gateways	AM Peak Hour	PM Peak Hour
Telegraph Avenue north to Berkeley	7%	8%
Webster Street north	2%	2%
Broadway north	9%	9%
Piedmont Avenue north	7%	7%
MacArthur Boulevard east	25%	22%
27 <sup>th</sup> Street east to Grand Avenue	10%	10%
Broadway south to downtown Oakland	2%	3%
Telegraph Avenue south to downtown Oakland	1%	1%
27 <sup>th</sup> Street west to I-980/I-880	10%	10%
I-580/I-80 west	9%	8%
MacArthur Boulevard west	9%	11%
40 <sup>th</sup> Street west	2%	2%
Martin Luther King, Jr. Way north	2%	2%
Internal	5%	5%

SOURCE: Select link analysis for Zones 459 and 467, 2020 AM and PM Peak Hour, ACCMA Countywide Model, 1999.

**TABLE 4.B-6  
MODE-TO-WORK**

Subarea	Census Tract	TAZ	Drive Alone	Carpool	Transit	Bicycle	Walk	Other
<b>By Place of Residence</b>								
Broadway Auto Row	4013	56,467-470	51.5%	9.0%	29.0%	0.0%	9.4%	1.1%
MacArthur Transit Village	4011	49,457-460	45.4%	18.0%	25.7%	2.1%	5.2%	3.7%
MacArthur Transit Village	4012	55	57.2%	7.2%	25.5%	4.2%	4.3%	1.7%
		All zones	50.3%	12.9%	26.2%	2.4%	5.7%	2.6%
<b>By Place of Work</b>								
Broadway Auto Row	4013	56,467-470	73.0%	13.5%	9.6%	0.8%	2.1%	1.1%
MacArthur Transit Village	4011	49,457-460	75.2%	8.1%	10.0%	1.0%	5.3%	0.4%
MacArthur Transit Village	4012	55	62.7%	15.9%	15.0%	0.6%	3.2%	2.6%
		All zones	71.6%	13.2%	10.5%	0.8%	2.7%	1.2%

NOTE: AZ represents traffic analysis zones in the ACCMA Countywide Model. Carpool includes 2-person to 10+ person carpools. Transit includes bus, streetcar, subway, railroad, and ferry. Other includes taxi, motorcycle, and other.

SOURCE: CTPP, Table U130 (Workers 16+) Mode to Work, by Place of Residence and by Place of Work

**INTERSECTION IMPACTS**

The project impacts were assessed at 11 intersections in the redevelopment area. The AM and PM peak hour trips generated by the project were added to the existing traffic volumes. The resulting LOS and average delay per vehicle are summarized in Table 4.B-7.

**TABLE 4.B-7  
EXISTING PROJECT IMPACTS – INTERSECTION LOS AND DELAY (Unmitigated)**

Intersection	AM Peak Hour				PM Peak Hour			
	Existing		With Project		Existing		With Project	
	LOS	Delay (sec.)	LOS	Delay (sec.)	LOS	Delay (sec.)	LOS	Delay (sec.)
Broadway / 27th Street	B	6.2	B	6.4	B	7.1	B	8.1
Broadway / 29th Street	A	4.9	A	4.8	B	6.4	B	6.0
Broadway / Piedmont Avenue	B	12.3	B	13.9	C	17.3	E	40.8
Broadway / MacArthur Boulevard	C	17.9	C	18.0	C	22.2	C	22.7
Broadway / 40th Street	B	5.7	B	6.2	B	7.4	B	8.2
Telegraph Avenue / 40th Street	B	10.4	B	10.7	B	11.7	B	13.3
MLK, Jr. Way / 40th Street	B	5.9	B	6.0	B	6.5	B	6.5
MLK, Jr. Way / MacArthur Boulevard	B	7.1	B	6.8	B	10.0	B	9.5
Telegraph Avenue / MacArthur Boulevard	B	14.9	C	16.9	F	102.4	F	220.8
Telegraph Avenue / 27th Street	B	11.5	B	12.2	E	55.2	F	401.9
Piedmont Avenue / MacArthur Boulevard	C	15.0	C	15.0	C	15.6	C	17.6

**Impact B.1: The addition of project traffic would result in unacceptable levels of service at three intersections during the PM peak hour under existing conditions. This is a potentially significant impact.**

During the AM peak hour all analysis intersections would operate at LOS C or better. However, the addition of project traffic during the PM peak hour would result in LOS E and F conditions at the following intersections:

- Broadway / Piedmont Avenue
- Telegraph Avenue / MacArthur Boulevard
- Telegraph Avenue / 27<sup>th</sup> Street

The intersection of Broadway / Piedmont Avenue would operate at LOS E with the addition of project trips. The increased delay at this intersection can be attributed to the project traffic along Broadway, which reduces the gaps for the left turn movements, and additional project traffic on Piedmont Avenue and Hawthorne Street.

The project traffic exacerbates unacceptable conditions at the intersections of Telegraph Avenue/ MacArthur Boulevard and Telegraph Avenue / 27<sup>th</sup> Street. The intersection of Telegraph Avenue/ MacArthur Boulevard would continue to operate at LOS F, while the intersection of Telegraph

Avenue / 27<sup>th</sup> Street would drop from LOS E to LOS F. At the intersection of Telegraph Avenue / MacArthur Boulevard, the permitted left turn phasing for the northbound, southbound, and eastbound approaches does not provide sufficient capacity for the left turning vehicles. Similarly at the intersection of Telegraph Avenue / 27<sup>th</sup> Street, the permitted left turn phasing for the northbound and eastbound approaches results in excessive delays.

**Mitigation Measure B.1a:** By providing “protected + permitted” left turn phasing for the southbound left turns on Broadway, the impacts at the intersection of Broadway / Piedmont Avenue can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.

**Mitigation Measure B.1b:** By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on MacArthur Boulevard, the impacts at the intersection of Telegraph Avenue / MacArthur Boulevard can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.

**Mitigation Measure B.1c:** By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on 27<sup>th</sup> Street, the impacts at the intersection of Telegraph Avenue / 27<sup>th</sup> Street can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project during the PM peak hour.

**Significance after Mitigation:** Less than significant.

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For the cumulative Year 2020 base condition, a one-half percent per year growth was assumed for background traffic. This growth rate is consistent with the assumptions used to analyze other developments in the downtown Oakland area. The project impacts were assessed by adding the project traffic to the cumulative base condition. The intersection LOS results and average delay per vehicle are summarized in Table 4.B-8.

**Impact B.2:** The addition of project traffic would results in unacceptable level of service at three intersections during the PM peak hour under cumulative Year 2020 conditions. This is potentially significant impact.

The project impacts were then assessed at the same intersections, based on projected traffic conditions in Year 2020.

**TABLE 4.B-8  
CUMULATIVE PROJECT IMPACTS – INTERSECTION LOS AND DELAY  
(Unmitigated)**

Intersection	AM Peak Hour				PM Peak Hour			
	2020		With Project		2020		With Project	
	LOS	Delay (sec.)	LOS	Delay (sec.)	LOS	Delay (sec.)	LOS	Delay (sec.)
Broadway / 27th Street	B	6.4	B	6.6	B	14.8	D	27.9
Broadway / 29th Street	A	4.9	A	4.8	B	6.6	B	6.9
Broadway / Piedmont Avenue	B	12.8	B	13.8	D	28.9	E	58.7
Broadway / MacArthur Boulevard	C	18.3	C	18.5	C	23.1	C	23.9
Broadway / 40th Street	B	6.4	B	6.8	B	8.0	B	9.4
Telegraph Avenue / 40th Street	B	10.9	B	11.3	B	13.3	C	18.1
MLK, Jr. Way / 40th Street	B	6.0	B	6.0	B	6.8	B	6.8
MLK, Jr. Way / MacArthur Boulevard	B	7.2	B	7.0	B	10.4	B	10.0
Telegraph Avenue / MacArthur Boulevard	C	15.9	C	23.9	F	166.5	F	393.1
Telegraph Avenue / 27th Street	B	11.8	B	13.1	F	265.6	F	879.9
Piedmont Avenue / MacArthur Boulevard	C	15.9	C	15.8	C	17.4	C	20.1

During the AM peak hour all analysis intersections would operate at LOS C or better. However, the addition of project traffic during the PM peak hour would result in LOS E and F conditions at the following intersections:

- Broadway / Piedmont Avenue
- Telegraph Avenue / MacArthur Boulevard
- Telegraph Avenue / 27<sup>th</sup> Street

The intersection of Broadway / Piedmont Avenue would operate at LOS E with the addition of project trips. The increased delay at this intersection can be attributed to the project traffic along Broadway, which reduces the gaps for the left turn movements, and additional project traffic on Piedmont Avenue and Hawthorne Street.

The project traffic exacerbates LOS F conditions at the intersections of Telegraph Avenue/ MacArthur Boulevard and Telegraph Avenue / 27<sup>th</sup> Street. At the intersection of Telegraph Avenue / MacArthur Boulevard, the permitted left turn phasing for the southbound and eastbound approaches does not provide sufficient capacity for the left turning vehicles. Similarly at the intersection of Telegraph Avenue / 27<sup>th</sup> Street, the permitted left turn phasing for the northbound and eastbound approaches results in excessive delays.

**Mitigation Measure B.2a:** By providing “protected + permitted” left turn phasing for the southbound left turns, the impacts at the intersection of Broadway / Piedmont Avenue can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.

**Mitigation Measure B.2b:** By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on MacArthur Boulevard, the impacts at the intersection of Telegraph Avenue / MacArthur Boulevard can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project.

**Mitigation Measure B.2c:** By providing “protected” left turn phasing for all approaches and re-striping the shared through-left lanes to exclusive left turn lanes on 27<sup>th</sup> Street, the impacts at the intersection of Telegraph Avenue / 27<sup>th</sup> Street can be reduced to less than significant levels. With these improvements, which could be funded through the Redevelopment Plan by earmarking funds for transportation improvements, the intersection would operate at LOS C without the project and LOS D with the project during the PM peak hour.

**Significance after Mitigation:** Less than significant.

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## **ROADWAY IMPACTS**

Since the project would generate more than 100 peak hour trips, the impacts to the regional roadways were assessed. The impact analysis for roadways included CMP-designated regional roadways and several local MTS roadways in the redevelopment area. For the roadway analysis, the project traffic was manually added to the 2005 and 2020 baseline traffic forecasts from the ACCMA Countywide Model. Because the project has no identified phasing, the full build-out of the project was added to the 2005 and 2020 CMA baseline link volumes.

The forecasts were based on the latest model run, which uses Association of Bay Area Government's (ABAG) *Projections '98* (P'98) socio-economic forecasts. A review of the socio-economic data used by the model for the 2005 and 2020 forecasts indicated a growth between 2005 and 2020 of 31 households and 522 jobs in those traffic analysis zones that most closely corresponded with the project. Since the project area covers only a portion of those zones within the Countywide Model, the project traffic was added to the P'98 baseline volumes from the model with no adjustments. This approach was considered more conservative since some portion of the growth assumed by the model may be attributed to the project. The manual addition of project trips to the surrounding roadways was considered more conservative than a model assignment of project trips, because the model balances productions and attractions which tends to result in a lower trip generation when compared to standard ITE-based trip generation.

The level of service was calculated using the Florida DOT roadway LOS analysis methodology. The level of service was determined based on the peak hour directional volume and the facility type associated with the link location. The results of the 2005 and 2020 LOS analyses are summarized in Tables 4.B-9, 4.B-10, 4.B-11, and 4.B-12. Each table shows the No Project and With Project directional peak hour volumes and the LOS for the peak direction.

**TABLE 4.B-9  
2005 ROADWAY VOLUMES AND LOS – AM PEAK HOUR**

2005 AM Peak Hour		No-Project			With Project		
Link Location	Facility Types	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS
<i>State Highways</i>							
I-80 – north of I-580/I-80 split	FWY	7124	9507	D	7153	9529	D
I-580 – east of Harrison/Oakland ramps	FWY	5127	8562	E	5228	8697	E
I-580 – west of I-980/SR 24 interchange	FWY	7161	8252	D	7210	8288	D
I-980 – north of I-880	FWY	2934	3524	C	2975	3554	C
SR 24 – Caldecott Tunnel	FWY	3965	10360	F	4002	10410	F
SR 123 (San Pablo Avenue) - south of Alcatraz Ave.	ART2	913	1044	D	920	1060	D
<i>Arterials</i>							
Broadway - 27th St to Piedmont Ave	ART2	149	1070	D	191	1091	D
Broadway - MacArthur Blvd to 51st St.	ART2	540	1178	D	577	1228	D
Telegraph Avenue - 40th St to Shattuck Ave	ART2	147	504	D	176	544	D
Telegraph Avenue - 27th St to MacArthur Blvd	ART2	419	178	D	510	259	D
Martin Luther King, Jr. Way - 52nd St to Adeline St	ART2	2281	1348	E	2289	1359	E
West MacArthur Boulevard - San Pablo Ave to Telegraph Ave	ART2	423	1474	D	488	1555	D
MacArthur Boulevard - Piedmont Ave to Oakland Ave	ART2	894	1520	D	995	1655	D
Powell Street - I-80 to San Pablo Ave	ART2	555	828	D	556	835	D
Shattuck Avenue - Telegraph Ave to Alcatraz Ave	ART2	56	113	D	63	133	D
West Grand Avenue - Adeline St to Telegraph Ave	ART2	324	883	D	329	891	D
51st Street - Telegraph Ave to Broadway	ART2	594	1089	D	594	1089	D
52nd Street - MLK, Jr. Way to Shattuck Ave	ART2	580	1293	D	580	1293	D

Facility Type: FWY = freeway, ART2 = Arterial Class 2  
Dir. 1 = northbound or eastbound  
Dir. 2 = southbound or westbound

**TABLE 4.B-10**  
**2005 ROADWAY VOLUMES AND LOS – PM PEAK HOUR**

2005 PM Peak Hour		No-Project			With Project		
Link Location	Facility Types	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS
<i>State Highways</i>							
I-80 - north of I-580/I-80 split	FWY	7911	10163	E	7943	10207	E
I-580 - east of Harrison/Oakland ramps	FWY	9305	6140	F	9547	6345	F
I-580 - west of I-980/SR 24 interchange	FWY	9481	7499	D	9556	7586	D
I-980 - north of I-880	FWY	3330	3331	C	3386	3408	C
SR 24 - Caldecott Tunnel	FWY	9434	6007	F	9539	6097	F
SR 123 (San Pablo Avenue) - south of Alcatraz Ave.	ART2	1195	1328	D	1243	1353	D
<i>Arterials</i>							
Broadway - 27th St to Piedmont Ave	ART2	563	442	D	645	556	D
Broadway – MacArthur Blvd to 51st St.	ART2	1356	591	D	1461	681	D
Telegraph Avenue - 40th St to Shattuck Ave	ART2	383	475	D	476	553	D
Telegraph Avenue - 27th St to MacArthur Blvd	ART2	232	514	D	381	687	D
Martin Luther King, Jr. Way - 52nd St to Adeline St	ART2	1300	2390	E	1322	2409	E
West MacArthur Boulevard - San Pablo Ave to Telegraph Ave	ART2	771	878	D	930	1042	D
MacArthur Boulevard - Piedmont Ave to Oakland Ave	ART2	1587	968	D	1829	1173	D
Powell Street - I-80 to San Pablo Ave	ART2	1116	280	D	1123	284	D
Shattuck Avenue - Telegraph Ave to Alcatraz Ave	ART2	71	153	D	102	179	D
West Grand Avenue - Adeline St to Telegraph Ave	ART2	1139	844	D	1150	855	D
51st Street - Telegraph Ave to Broadway	ART2	1270	617	D	1270	617	D
52nd Street - MLK, Jr. Way to Shattuck Ave	ART2	1279	446	D	1279	446	D

Facility Type: FWY = freeway, ART2 = Arterial Class 2  
Dir. 1 = northbound or eastbound  
Dir. 2 = southbound or westbound

**TABLE 4.B-11  
2020 ROADWAY VOLUMES AND LOS – AM PEAK HOUR**

2020 AM Peak Hour		No-Project			With Project		
Link Location	Facility Types	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS
<i>State Highways</i>							
I-80 - north of I-580/I-80 split	FWY	7301	9590	E	7330	9612	E
I-580 - east of Harrison/Oakland ramps	FWY	4830	8808	E	4931	8943	E
I-580 - west of I-980/SR 24 interchange	FWY	6865	8421	D	6914	8457	D
I-980 - north of I-880	FWY	2805	5001	D	2846	5031	D
SR 24 - Caldecott Tunnel	FWY	4155	11062	F	4192	11112	F
SR 123 (San Pablo Avenue) - south of Alcatraz Ave.	ART2	1085	1069	D	1092	1085	D
<i>Arterials</i>							
Broadway - 27th St to Piedmont Ave	ART2	149	1135	D	191	1156	D
Broadway - MacArthur Blvd to 51st St.	ART2	580	1375	D	617	1425	D
Telegraph Avenue - 40th St to Shattuck Ave	ART2	148	680	D	177	720	D
Telegraph Avenue - 27th St to MacArthur Blvd	ART2	405	186	D	496	267	D
Martin Luther King, Jr. Way - 52nd St to Adeline St	ART2	2252	1437	E	2260	1448	E
West MacArthur Boulevard - San Pablo Ave to Telegraph Ave	ART2	411	1851	D	476	1932	D
MacArthur Boulevard - Piedmont Ave to Oakland Ave	ART2	956	1753	D	1057	1888	D
Powell Street - I-80 to San Pablo Ave	ART2	552	1034	D	553	1041	D
Shattuck Avenue - Telegraph Ave to Alcatraz Ave	ART2	52	139	D	59	159	D
West Grand Avenue - Adeline St to Telegraph Ave	ART2	332	1080	D	337	1088	D
51st Street – Telegraph Ave to Broadway	ART2	609	1302	D	609	1302	D
52nd Street - MLK, Jr. Way to Shattuck Ave	ART2	579	1362	D	579	1362	D

Facility Type: FWY = freeway, ART2 = Arterial Class 2  
Dir. 1 = northbound or eastbound  
Dir. 2 = southbound or westbound

**TABLE 4.B-12  
2020 ROADWAY VOLUMES AND LOS – PM PEAK HOUR**

2020 PM Peak Hour		No-Project			With Project		
Link Location	Facility Types	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS	Dir. 1 Vol.	Dir. 2 Vol.	Peak Dir. LOS
<i>State Highways</i>							
I-80 - north of I-580/I-80 split	FWY	7704	10247	E	7736	10291	E
I-580 - east of Harrison/Oakland ramps	FWY	9733	6404	F	9975	6609	F
I-580 - west of I-980/SR 24 interchange	FWY	9776	7472	E	9851	7559	E
I-980 - north of I-880	FWY	3381	4592	D	3437	4669	D
SR 24 - Caldecott Tunnel	FWY	10367	5757	F	10472	5847	F
SR 123 (San Pablo Avenue) - south of Alcatraz Ave.	ART2	1466	1387	E	1514	1412	E
<i>Arterials</i>							
Broadway - 27th St to Piedmont Ave	ART2	659	419	D	741	533	D
Broadway - MacArthur Blvd to 51st St.	ART2	1599	628	D	1704	718	D
Telegraph Avenue - 40th St to Shattuck Ave	ART2	529	518	D	622	596	D
Telegraph Avenue - 27th St to MacArthur Blvd	ART2	241	590	D	390	763	D
Martin Luther King, Jr. Way - 52nd St to Adeline St	ART2	1464	2508	E	1486	2527	E
West MacArthur Boulevard - San Pablo Ave to Telegraph Ave	ART2	821	885	D	980	1049	D
MacArthur Boulevard - Piedmont Ave to Oakland Ave	ART2	1684	1072	D	1926	1277	D
Powell Street - I-80 to San Pablo Ave	ART2	1308	328	D	1315	332	D
Shattuck Avenue - Telegraph Ave to Alcatraz Ave	ART2	69	149	D	100	175	D
West Grand Avenue - Adeline St to Telegraph Ave	ART2	1198	867	D	1209	878	D
51st Street - Telegraph Ave to Broadway	ART2	1352	699	D	1352	699	D
52nd Street - MLK, Jr. Way to Shattuck Ave	ART2	1294	519	D	1294	519	D

Facility Type: FWY = freeway, ART2 = Arterial Class 2  
Dir. 1 = northbound or eastbound  
Dir. 2 = southbound or westbound

**Impact B.3: The project would contribute incrementally to the cumulative impacts on the regional and local roadways. This would be a less than significant impact.**

The addition of project traffic to the regional and local roadways would not result in a change in LOS when compared to the baseline condition. Under 2005 and 2020 conditions, all analysis roadways would operate at LOS "E" or better, with the exception of the SR 24 at the Caldecott Tunnel during both AM and PM peak hours and I-580 east of the Harrison/Oakland ramps during the PM peak hour. However, at both of these locations, the CMP LOS "F" standard applies. On SR 24 at the Caldecott Tunnel, the project trips would represent about one-half percent of AM peak hour forecasts and about one percent of PM peak hour forecasts. Similarly, on I-580 east of the Harrison/Oakland ramps, project trips would represent about two percent of the PM peak hour forecasts. When compared to normal daily fluctuations in traffic volumes, the project impacts at these locations would not be substantial.

The impacts to local streets in the adjoining jurisdictions would be minimal. Most of the development would occur in the Broadway Auto Row and MacArthur Transit Village subareas, with most project trips being assigned to MacArthur Boulevard, Broadway, and Telegraph Avenue. By the time this traffic reaches the cities of Berkeley and Emeryville, much of it is assumed to have dissipated to the surrounding neighborhoods. On MLK Jr. Way, Shattuck Avenue, and Powell Street, the project traffic amounts to less than 60 trips in both directions during the peak hour, which does not result in a change in level of service along these roadways.

**Mitigation:** None required.

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## ***TRANSIT IMPACTS***

**Impact B.4: The project would increase transit ridership. This would be a less-than-significant impact.**

The impacts of the project to the existing transit system were assessed. Based on the journey-to-work modal split assumptions derived from the 1990 US Census, the project has the potential to generate as many as about 6,150 daily transit trips, with 279 trips occurring during the AM peak hour and 586 trips occurring during the PM peak hour. This assumes that for residential uses, 25 percent of all trips were transit trips, while for commercial uses, 10 percent of all trips were transit trips. Applying the transit mode split from the Census data, between 30 and 40 percent of the total transit trips would be on BART. Since the MacArthur BART station is a major transfer point served by three BART lines, the increase in passengers would be accommodated although during the peak hour most trains would arrive at the station with standing room only.

The study area is served by 14 AC Transit bus lines with frequencies ranging from 6 to 30 minutes during the peak hours. With the frequency of bus service in the study area along Broadway where commercial and retail development is proposed, Telegraph Avenue where residential development is proposed, San Pablo Avenue, MLK, Jr. Way where residential

development is proposed and 40<sup>th</sup> Street, the existing bus service would be able to accommodate the increase in bus passengers.

**Mitigation:** None required.

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### ***BICYCLE AND PEDESTRIAN IMPACTS***

**Impact B.5: The project would increase vehicular and bicycle traffic along identified bicycle corridors and has the potential to increase pedestrian circulation in the Broadway Auto Row and MacArthur Transit Village subareas. This would be a less-than-significant impact.**

In addition to the existing facilities along Broadway and Webster Street the proposed bicycle facilities in the redevelopment area provide opportunities for bicycle travel. The project may generate additional bicycle trips as well as vehicle trips. The proposed Class II bicycle lanes on Telegraph Avenue, 27<sup>th</sup> Street, and 40 Street would provide clearer definition and separation of bicycle and vehicular traffic. The potential for bicycle and vehicular conflicts at key intersections along Telegraph Avenue (at MacArthur Boulevard and 27<sup>th</sup> Street), particularly where residential development is proposed, should be considered as part of any improvements at these locations. (See discussion of intersections impacts above.)

The nature of the development in the Broadway Auto Row and MacArthur Transit Village subareas would improve the pedestrian environment and encourage walking in these subareas. The existing crosswalks and sidewalks along major streets in these areas would accommodate the increased pedestrian activity.

**Mitigation:** None required.

## C. AIR QUALITY

### SETTING

#### *METEOROLOGY*

The project site is located in Alameda County, which lies within the San Francisco Bay Area Air Basin. Temperatures in Oakland average 58°F annually, ranging on the average from the mid-40s on winter mornings to the mid-70s in late summer afternoons. Daily and seasonal fluctuations in temperature are relatively minor because of the moderating effects of the nearby ocean. In contrast to the steady temperature regime, rainfall is highly variable and confined almost exclusively to the "rainy" period from early November to mid-April. Oakland averages 18 inches of precipitation annually, but because much of the area's rainfall is derived from the fringes of mid-latitude storms, a shift in the annual storm track of a few hundred miles can mean the difference between a very wet year and near-drought conditions. Winds in the Oakland area are typically out of the west, west-northwest, and northwest (about 50 percent of the time). All other wind directions occur no more than seven percent of the time, individually, and calm conditions occur during eight percent of annual observations. Annual average wind speeds are approximately nine miles per hour (CARB, 1984).

#### *AMBIENT AIR QUALITY STANDARDS*

The federal Clean Air Act Amendments of 1970 established national ambient air quality standards, and individual states retained the option to adopt more stringent standards and to include other pollution sources. California had already established its own air quality standards when federal standards were established, and because of the unique meteorological problems in the state, there is considerable diversity between state (SAAQS) and federal (NAAQS) standards currently in effect in California, as shown in **Table 4.C-1**.

The ambient air quality standards are intended to protect the public health and welfare, and they incorporate an adequate margin of safety. They are designed to protect those segments of the public most susceptible to respiratory distress, known as sensitive receptors, including asthmatics, the very young, the elderly, people weak from other illness or disease, or persons engaged in strenuous work or exercise. Healthy adults can tolerate occasional exposure to air pollution levels somewhat above the ambient air quality standards before adverse health effects are observed.

#### *AMBIENT AIR QUALITY*

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network that measures the ambient concentrations of six criteria air pollutants: ozone (O<sub>3</sub>), carbon monoxide (CO), inhalable particulate matter (PM<sub>10</sub>), lead (Pb), nitrogen dioxide (NO<sub>2</sub>), and sulfur dioxide (SO<sub>2</sub>). Existing and probable future levels of air quality in Oakland can be generally inferred from ambient air quality measurements conducted by the BAAQMD at its

**TABLE 4.C-1  
STATE AND FEDERAL AMBIENT AIR QUALITY STANDARDS**

Pollutant	Averaging Time	(STATE) SAAQS <sup>a,b</sup>	(FEDERAL) NAAQS <sup>b,c</sup>
Ozone	1 hour	0.09 ppm	0.12 ppm
Carbon Monoxide	1 hour	20 ppm	35 ppm
	8 hour	9.0 ppm	9 ppm
Nitrogen Dioxide	1 hour	0.25 ppm	NA
	Annual	NA	0.053 ppm
Sulfur Dioxide	1 hour	0.25 ppm	NA
	24 hour	0.04 ppm	0.14 ppm
	Annual	NA	0.03 ppm
Inhalable Particulate Matter	24 hour	50 ug/m <sup>3</sup>	150 ug/m <sup>3</sup>
	Annual	30 ug/m <sup>3</sup>	50 ug/m <sup>3</sup>
Sulfates	24 hour	25 ug/m <sup>3</sup>	NA
Lead	30 day	1.5 ug/m <sup>3</sup>	NA
	Calendar Quarter	NA	1.5 ug/m <sup>3</sup>
Hydrogen Sulfide	1 hour	0.03 ppm	NA
Vinyl Chloride	24 hour	0.010 ppm	NA

Note: Additional NAAQS for ozone (8 hours > 0.08 ppm) and for small diameter particulate matter (24 hours > 65 µg/m<sup>3</sup>, annual avg. >15 µg/m<sup>3</sup>) adopted in 1997.

- <sup>a</sup> SAAQS stands for State Ambient Air Quality Standards (California). SAAQS for ozone, carbon monoxide, sulfur dioxide (1-hour and 24-hour), nitrogen dioxide, and inhalable particulate matter are values that are not to be exceeded. All other state standards shown are values not to be equaled or exceeded.
- <sup>b</sup> NAAQS stands for National Ambient Air Quality Standards. NAAQS, other than ozone and those based on annual averages, are not to be exceeded more than once a year. The ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one.
- <sup>c</sup> ppm = parts per million by volume; ug/m<sup>3</sup> = micrograms per cubic meter; NA = Not Applicable

SOURCE: <http://www.baaqmd.gov/tech/am/aqstand.htm> (updated 12/30/96)

monitoring stations. **Table 4.C-2** is a six-year summary of monitoring data (1992-1997) from BAAQMD's Alice Street station in Oakland and BAAQMD's monitoring station at County Hospital in San Leandro. Data from the San Leandro station are included because the Alice Street monitoring station does not monitor PM<sub>10</sub> concentrations. Final data for 1998 are not yet available. **Table 4.C-2** compares measured pollutant concentrations with state ambient air quality standards, which are more stringent than the corresponding federal standards.

**TABLE 4.C-2**  
**OAKLAND AMBIENT AIR QUALITY MONITORING SUMMARY, 1992 – 1997**

Pollutant	Standard <sup>a</sup>	Number of Days Standards were Exceeded and Maximum Concentration Measured					
		1992	1993	1994	1995	1996	1997
<i>Downtown Oakland Data:</i>							
<i>Ozone</i>							
1-Hour	>0.09 ppm	0	1	0	1	0	0
Max. 1-Hour Conc. (ppm) <sup>b</sup>		0.08	<b>0.11</b>	0.06	<b>0.11</b>	0.09	0.08
<i>Carbon Monoxide</i>							
1-Hour	>20. ppm	0	0	0	0	0	0
8-Hour	>9. ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		7	7	7	5	7	8
Max. 8-Hour Conc. (ppm)		4.6	4.9	5.5	3.9	3.9	3.6
<i>San Leandro Data:</i>							
<i>Suspended Particulates (PM<sub>10</sub>)</i>							
Max. 24-hr. Conc. (µg/m <sup>3</sup> ) <sup>b</sup>	>50 µg/m <sup>3</sup>	<b>56</b>	<b>51</b>	<b>62</b>	47	59	65
Exceedances/Samples <sup>c</sup>		2/61	1/61	1/61	0/61	1/61	1/61
Annual Geometric Mean (µg/m <sup>3</sup> )	30 µg/m <sup>3</sup>	22.7	18.1	18.7	16.9	19.1	15.9

NOTE: BAAQMD Monitoring Stations, Alice Street, in Oakland and County Hospital in San Leandro.  
**Bold** values are in excess of applicable standard. "NA" indicates that data is not available.

<sup>a</sup> State standard, not to be exceeded.

<sup>b</sup> conc. = concentration; ppm = parts per million; µg/m<sup>3</sup> = micrograms per cubic meter

<sup>c</sup> Indicates the number of exceedances and the number of samples taken in a given year.

SOURCE: California Air Resources Board, 1992-1997.

### Ozone (O<sub>3</sub>)

O<sub>3</sub> is not emitted directly into the atmosphere but is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving hydrocarbons (HC) and nitrogen oxides (NO<sub>x</sub>). O<sub>3</sub> is a regional air pollutant because its precursors are transported and diffused by wind concurrently with O<sub>3</sub> production by the photochemical reaction process. O<sub>3</sub> causes eye and respiratory irritation, reduces resistance to lung infection, and may aggravate pulmonary conditions in persons with lung disease. **Table 4.C-2** shows that exceedance of the state standard occurred on two days in Oakland between 1992 and 1997. The less stringent federal standard of 0.12 ppm for one hour has not been exceeded during the last six years, according to published data.

### Carbon Monoxide (CO)

CO is an odorless, invisible gas usually formed as the result of incomplete combustion of organic substances. Approximately 80 percent of the CO emitted in Alameda County comes from motor vehicles (CARB, 1997). High levels of CO can impair the transport of oxygen in the bloodstream and thereby aggravate cardiovascular disease and cause fatigue, headaches, and dizziness. **Table 4.C-2** shows that no exceedances of state CO standards were recorded between 1992 and 1997. Measurements of carbon monoxide (CO) show low baseline levels with the hourly maximum averaging less than 50 percent of the allowable state standard. Similarly, maximum 8-hour CO levels are 3 to 5 parts per million (ppm) below their allowable 8-hour exposure.

### Suspended and Inhalable Particulate Matter (PM<sub>10</sub> and PM<sub>2.5</sub>)

PM<sub>10</sub> consists of inhalable particulates that can cause adverse health effects. PM<sub>10</sub> can include certain substances, such as sulfates and nitrates, which can cause lung damage directly, or can contain absorbed gases (e.g., chlorides or ammonium) that may be injurious to health. **Table 4.C-2** shows that exceedances of the state PM<sub>10</sub> standard occur relatively frequently in San Leandro. PM<sub>10</sub> concentrations in Oakland would be expected to be similar to those measured in San Leandro. In July 1997, the U.S. Environmental Protection Agency adopted a new standard for PM<sub>2.5</sub>, which represents the fine fraction of inhalable particulate matter. California has not yet proposed a state standard for PM<sub>2.5</sub>, although the existing state standard for PM<sub>10</sub> is more stringent than the new federal standard and therefore already provides a higher level of public health protection for PM<sub>2.5</sub> than the new federal standard. The BAAQMD is currently monitoring PM<sub>2.5</sub> in Livermore and Concord only, with no stations near Oakland.

### Other Criteria Air Pollutants

The standards for NO<sub>2</sub>, SO<sub>2</sub>, and lead are being met in the Bay Area, and the latest pollutant trends information suggests that these standards will not be exceeded in the foreseeable future (ABAG and BAAQMD, 1994).

## REGULATORY FRAMEWORK AND PLANNING CONSIDERATIONS

### Federal Standards

The 1977 Clean Air Act required that regional planning and air pollution control agencies prepare a regional Air Quality Plan to outline the measures by which both stationary and mobile sources of pollutants can be controlled in order to achieve all standards within the deadlines specified in the Clean Air Act. For the Bay Area Air Basin, the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), and the BAAQMD jointly prepared a *Bay Area Air Quality Plan* in 1982 that predicted attainment of all federal clean air standards within the basin by 1987. This forecast was somewhat optimistic in that attainment of federal clean air standards did not occur throughout the entire air basin until 1991.

In 1995, after several years of minimal violations of the federal one-hour ozone standard, the U.S. Environmental Protection Agency (EPA) revised the designation of the Bay Area Air Basin from “non-attainment” to “attainment” for this standard. However, with less favorable meteorology in subsequent years, violations of the one-hour ozone standard were again observed in the basin. Effective August 1998, the EPA downgraded the Bay Area’s classification for this standard from a “maintenance” area to an “unclassified non-attainment” area. In 1998, after many years without violations of any carbon monoxide (CO) standards, the attainment status for CO was upgraded to “attainment.”

### State Standards

In 1988, California passed the California Clean Air Act (AB-2595) which, like its federal counterpart, called for designations of areas as attainment or non-attainment, based on state Ambient Air Quality Standards rather than federal or national standards. The Bay Area Air Basin attainment status with respect to state and federal standards is summarized in **Table 4.C-3**.

The 1988 California Clean Air Act (CCAA) also required development of air quality plans and strategies to meet state air quality standards in the Bay Area. The *Bay Area 1991 Clean Air Plan* (1991 CAP) included a comprehensive strategy to reduce air pollutant emissions and focused on control measures to be implemented during the 1991 to 1994 period. It also included control measures to be implemented from 1995 through 2000 and beyond. The *Bay Area 1994 Clean Air Plan* (1994 CAP) included changes in the organization and scheduling of some 1991 CAP measures and also included eight new stationary and mobile source control measures. The 1994 CAP covered the period from December 1994 to 1997. Based on revisions to the 1994 CAP, the 1997 CAP was updated and adopted December 17, 1997. The updated 1997 CAP contains every control measure deemed feasible for implementation as required by state law. Even with all reasonable and feasible measures, the 1997 CAP did not predict near-term attainment of the state ozone standard.

For state air quality planning purposes, the Bay Area is classified by the CCAA as a *serious* non-attainment area for ozone. The *serious* classification triggers various plan submittal requirements and transportation performance standards. One such requirement is that the Bay Area update the CAP every three years to reflect progress in meeting the air quality standards and to incorporate new information regarding the feasibility of control measures and new emission inventory data. The Bay Area’s record of progress in implementing previous measures must also be reviewed. The most recent revision to the CAP was completed in 1997. The 1997 CAP applied control measures to stationary sources, mobile sources, and transportation control measures (TCMs).

The California Air Resources Board (ARB) is the state agency responsible for regulating air quality. ARB responsibilities include establishing State Ambient Air Quality Standards, emissions standards and regulations for mobile emissions sources (e.g., autos, trucks, etc.), and overseeing the efforts of county-wide and multi-county air pollution control districts, which have primary responsibility over stationary sources. The Bay Area Air Quality Management District

**TABLE 4.C-3**  
**CRITERIA POLLUTANT ATTAINMENT STATUS FOR THE CITY OF OAKLAND**

Pollutant	Averaging Time	SAAQS		NAAQS	
		Concentration	Attainment Status	Concentration	Attainment Status
Ozone	8-Hour	--	--	0.08 ppm	U
	1-Hour	0.09 ppm	N	0.12 ppm	N
Carbon Monoxide	8-Hour	9.0 ppm	A	9 ppm	A
	1-Hour	20 ppm	A	35 ppm	A
Nitrogen Dioxide	Annual Average	--	--	0.053 ppm	A
	1-Hour	0.25 ppm	A	--	--
Sulfur Dioxide	Annual Average	--	--	0.03 ppm	A
	24-Hour	0.04 ppm	A	0.14 ppm	A
	1-Hour	0.25 ppm	A	--	--
Inhalable Particulates (PM <sub>10</sub> )	Annual Arithmetic Mean	--	--	50 µg/m <sup>3</sup>	A
	Annual Geometric Mean	30 µg/m <sup>3</sup>	N	--	--
	24-Hour	50 µg/m <sup>3</sup>	N	150 µg/m <sup>3</sup>	U
Inhalable Particulates (PM <sub>10</sub> )	Annual Arithmetic Mean	--	--	15 µg/m <sup>3</sup>	U
	24-Hour	--	--	65 µg/m <sup>3</sup>	U
Sulfates	24-Hour	25 µg/m <sup>3</sup>	A	--	--
Lead	Calendar Qtr.	--	--	1.5 µg/m <sup>3</sup>	A
	30 Day Ave.	1.5 µg/m <sup>3</sup>	A	--	--
Hydrogen Sulfide	1-Hour	0.03 ppm (42 µg/m <sup>3</sup> )	U	--	--
Visibility Reducing Particles	8-Hour (1000-1800 PST)	Visibility = 10 miles	U	--	--

NOTES: A = Attainment; N = Non-attainment; U = Unclassified; ppm = parts per million; µg/m<sup>3</sup> = micrograms per cubic meter.

<sup>a</sup> SAAQS = State Ambient Air Quality Standards (California).

<sup>b</sup> NAAQS = National Ambient Air Quality Standards.

SOURCE: <http://www.baaqmd.gov/planning/resmod/baas.htm>

(BAAQMD) is the regional agency responsible for air quality regulation within the San Francisco Bay Area Air Basin. The BAAQMD regulates air quality through its permit authority over most types of stationary emission sources and through its planning and review activities. In response to EPA's redesignation of the basin for the one-hour federal ozone standard, the BAAQMD and regional metropolitan planning and transportation agencies were required to develop an ozone attainment plan to meet this standard. The *1999 Ozone Attainment Plan* is based on a further update of the 1997 CAP, and incorporates the following elements:

- Emission Inventory: A 1995 emission inventory for volatile organic compounds and nitrogen oxides.
- Attainment Assessment: An estimate, based on available data and technical analysis, of the emission reductions needed to re-establish attainment of the federal one-hour standard, taking into account the meteorological conditions and ambient concentrations experienced in the Bay Area in 1995 and 1996.
- Control Strategy: Adopted regulations and/or enforceable commitments to adopt and implement control measures sufficient to achieve the standard by the attainment deadline set by EPA.
- Contingency Measures: Measures that would be considered for implementation if the Bay Area does not attain the standard by the prescribed deadline.
- Attainment Deadline: Achieve necessary emission reductions by the start of the ozone season in the year 2000.

The *1999 Ozone Attainment Plan* is currently undergoing public and agency review, and was submitted to EPA by the ARB as a revision to the State Implementation Plan (SIP). The EPA declined to include a classification on the degree of non-attainment, i.e., the basin is "unclassified."

### ***SENSITIVE RECEPTORS***

Land uses such as schools, children's day care centers, hospitals, and convalescent homes are considered to be more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress. Persons engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Residential areas are considered more sensitive to air quality conditions than commercial and industrial areas, because people generally spend longer periods of time at their residences, resulting in greater exposure to ambient air quality conditions. Recreational uses are also considered sensitive, due to the greater exposure to ambient air quality conditions, and because the presence of pollution detracts from the recreational experience. There are residential areas, schools, convalescent homes, and hospitals within the Project Area.

## IMPACTS AND MITIGATION MEASURES

### APPROACH TO ANALYSIS

Three approaches are used to assess the significance of Plan-related air emissions increases. The first is to evaluate the consistency of Plan-related population and traffic increases with planned regional growth that is accounted for in regional air quality planning (*Bay Area Clean Air Plan*). The second approach is to utilize air quality modeling to estimate whether emissions associated with Plan-related additional growth would cause violations of the ambient state and federal standards on a regional as well as local basis. The third approach is to evaluate the potential for nuisance odors and localized emissions as a result of proposed land use changes in the proposed Broadway/MacArthur/San Pablo Redevelopment Plan. Regional air quality impacts are evaluated based on the regional analysis prepared for the Land Use and Transportation Element EIR. It uses the URBEMIS3 model to estimate ozone precursor and PM10 (both regional pollutants) emissions produced by mobile sources. Local impacts are assessed using the CALINE4 model to estimate CO (a localized pollutant) emissions along roadways produced by mobile sources. It uses the URBEMIS3 model to estimate ozone precursor and PM10 (both regional pollutants) emissions produced by mobile sources.

This analysis makes the following development assumptions:

- Subarea 1: Development of 100,000 square feet of new medical office space on Pill Hill, including some demolition and a possible street closure at Hawthorne;  
Streetscape and street improvements along MacArthur Boulevard;  
Construction of infill housing, up to 500 residential units, to the east and west of Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets;  
Development of up to 100,000 square feet of commercial and retail space along Broadway, between 30<sup>th</sup> and Brook Streets.
- Subarea 2: Development of 85,000 square feet of medical office space, 50,000 square feet of commercial space, 30,000 square feet of retail space, and 150 residential units at the MacArthur BART station;  
Construction of 30 units of infill housing along Martin Luther King Jr. Way between MacArthur Boulevard and 40<sup>th</sup> Street.
- Subarea 3: Construction of approximately 30 units of infill housing throughout the area;  
Strengthen the commercial and retail activities along San Pablo Avenue;  
Provide rehabilitation services for residential and commercial units throughout the area.

Tax increment funds from redevelopment areas can be used to fund other activities, e.g., street improvements, new sewer mains and related infrastructure, and park improvements. For the purposes of this analysis, the subarea developments identified above are assumed to be a part of the proposed Redevelopment Plan.

### ***SIGNIFICANCE CRITERIA***

The BAAQMD *CEQA Guidelines* (1996) provide that a redevelopment plan will be considered to have a less-than-significant impact on air quality if it is consistent with regional plans and policies affecting air quality. For a local plan to be consistent with the most recently adopted Clean Air Plan (CAP), which is currently the 1997 CAP, a plan must show over the planning period of the plan that:

- a) population growth for the jurisdiction will not exceed the values included in the current Clean Air Plan, and
- b) the rate of increase in VMT for the jurisdiction is equal to or lower than the rate of increase in population.

For the project-level impact analysis, the BAAQMD provides various thresholds and tests of significance. For ROG, NO<sub>x</sub> and PM<sub>10</sub>, a net increase of 80 lbs/day is considered significant, while for SO<sub>x</sub>, a net increase of 150 pounds per day (lbs/day) is considered significant. For CO, an increase of 550 lbs/day of CO would be considered significant if it leads to a possible local violation of CO standards (i.e., a “hot spot”). When a potential “hot spot” is identified, estimated emissions increases would be considered significant if the increase is “measurable.” Although the BAAQMD does not specifically define “measurable” levels, the level of measurement accuracy for CO is  $\pm 5$  percent of the standard. Therefore, the level of measurement accuracy is used as a significance criterion (SCAQMD, 1993).

### ***REGIONAL EMISSIONS***

**Impact C.1: The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would not be consistent with population and VMT assumptions used in air quality planning since growth resulting from the proposed Plan would be consistent with growth projections under the General Plan and the General Plan was determined to not be consistent with these same population and VMT assumptions. This would be a potentially significant impact.**

Within the Broadway/MacArthur/San Pablo Redevelopment Project Area, future population increases would be consistent with overall population increases associated with General Plan implementation. Since the Land Use and Transportation Element of the General Plan was determined to be inconsistent with population and VMT assumptions used in air quality planning (Environmental Science Associates, 1998), the proposed Plan similarly would not be consistent with these same population and VMT assumptions. If population growth is greater than assumed in the CAP emission inventory, then population-based emissions also are likely to be greater than assumed in the CAP. A Plan showing a VMT growth rate that is greater than the population growth rate would be considered to be hindering progress towards achieving this performance objective, and thus, be inconsistent with regional air quality planning. Attainment of the State air quality standards, therefore, would be delayed. The proposed

Broadway/MacArthur/San Pablo Redevelopment Plan would, therefore, be inconsistent with air quality planning and would have a significant air quality impact.

Mobile source emissions associated with the proposed Plan are presented in Table 4.C-4. These emissions increases would exceed BAAQMD project-specific significance thresholds for reactive organic gases (ROG), NO<sub>x</sub>, CO, and PM<sub>10</sub>, and would contribute to continued exceedance of applicable state O<sub>3</sub> and PM<sub>10</sub> standards in the region. However, such increases from projected growth would actually be less than would occur if this growth occurred elsewhere in the basin (e.g., in outlying areas). The CMA model indicates that average trip lengths for the Oakland area (4.8 miles/trip) would be less than the basinwide average trip lengths (7.6 miles/trip), and the reduction in trip lengths could more than offset daily mobile source emissions attributable to regional growth. Although there would still be an overall increase in mobile source emissions within the City of Oakland under the existing General Plan, the proposed Plan would help to reduce these projected increases.

**TABLE 4.C-4**  
**ESTIMATED DAILY REGIONAL EMISSIONS (2005 and 2020)**

<b>Future Development Scenario</b>	<b>Carbon Monoxide (CO)</b>	<b>Reactive Organic Gases (ROG)</b>	<b>Nitrogen Oxides (NO<sub>x</sub>)</b>	<b>Inhalable Particulates (PM<sub>10</sub>)</b>
Plan Buildout in 2005	1522	197	348	132
Plan Buildout in 2020	875	89	251	130
BAAQMD Significance Thresholds	550	80	80	80

SOURCE: Orion Environmental Associates (1999)

Existing City of Oakland policies that pertain to air quality are contained in the Open Space, Conservation, and Recreation (OSCAR) Element as well as the recently adopted Land Use and Transportation Element. Adopted policies would help to reduce potential regional and local air quality emissions by encouraging use of transit, alternative transportation modes, and sustainable development patterns. The proposed Plan would facilitate development of a transit village at the MacArthur BART Station, and such development would be consistent with policies listed below and help to reduce potential increases in auto emissions. These policies would also be implemented as part of future development within the Broadway/MacArthur/San Pablo Redevelopment Project Area, and include the following:

## Open Space, Conservation, and Recreation (OSCAR) Element

### Policy CO-12.1:

Promote land use patterns and densities which help improve regional air quality conditions by: a) minimizing dependence on single passenger autos; (b) promoting projects which minimize quick auto starts and stops, such as mixed use developments; (c) separating land uses which are sensitive to pollution from the sources of air pollution; and (d) supporting telecommuting, flexible work hours, and behavioral changes which reduce the percentage of people in Oakland who must drive to work on a daily basis.

### Policy CO-12.2:

Maintain a coordinated bus, rail, and ferry transit system which provides efficient service to major destinations and promotes alternatives to the single passenger auto.

### Policy CO-12.3:

Expand existing transportation systems management and transportation demand management strategies which reduce congestion, vehicle idling, and travel in single-passenger autos.

### Policy CO-12.4:

Require that development projects be designed in a manner which reduces potential adverse air quality impacts. This may include: (a) the use of vegetation and landscaping to absorb carbon monoxide and to buffer sensitive receptors; (b) the use of low-polluting energy sources and energy conservation measures; and (c) designs which encourage transit use and facilitate bicycle pedestrian travel.

### Policy CO-12.6:

Require construction, demolition and grading practices that minimize dust emissions.

### Policy CO-12.7:

Coordinate local air quality planning efforts with other agencies, including adjoining cities and counties, and the public agencies responsible for monitoring and improving air quality. Cooperate with regional agencies such as the Bay Area Air Quality Management District (BAAQMD), the Metropolitan Transportation Commission (MTC), the Association of Bay Area Governments (ABAG), and the Alameda County Congestion Management Agency in developing and implementing regional air quality strategies. Continue to work with BAAQMD and the California Air Resources Board in enforcing the provisions of the State and Federal Clean Air Acts, including the monitoring of air pollutants on a regular and on-going basis.

## Land Use and Transportation Element

### Objective T2

Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.

Policy T2.1

Transit-oriented development should be encouraged at existing and proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail.

Policy T2.2

Transit-oriented developments should be pedestrian oriented, encourage night and day time use, provide the neighborhood with needed goods and services, contain a mix of land uses, and be designed to be compatible with the character of surrounding neighborhoods.

Policy T2.3

Promote neighborhood-serving commercial development within one-quarter to one-half mile of established transit routes and nodes.

Policy T2.5

Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert unused travel lanes to bicycle or pedestrian paths or amenities.

Policy T2.6

Link transportation facilities and infrastructure improvements to recreational uses, job centers, commercial nodes, and social services (i.e., hospitals, parks, or community centers).

Policy T3.2

The City should promote and participate in both local and regional strategies to manage traffic supply and demand where unacceptable levels of service exist or are forecast to exist.

Policy T3.7

Encourage and promote use of public transit in Oakland by expediting the movement of and access to transit vehicles on designated "transit streets" as shown on the Transportation Plan.

Policy T3.8

The City, in constructing and maintaining its transportation infrastructure, shall resolve any conflicts between public transit and single occupant vehicles in favor of the transportation mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to the environment, public safety, economic development, health, and social equity impacts.

Policy T4.1

The City will require new development to incorporate design features in their projects that make use of alternative modes of transportation more convenient.

Policy T4.2

Through cooperation with other agencies, work to create incentives to encourage travelers to use alternative transportation options.

Policy T4.3

Encourage transit operators to reduce waiting times for users by coordinating schedules and maintaining intervals of fifteen (15) minutes or less between buses during daytime periods.

Policy T4.4

Support light rail or trolley bus along appropriate arterial streets in high travel demand corridors.

Policy T4.5

Prepare, adopt, and implement a Bicycle and Pedestrian Master Plan as a part of the Transportation element of this General Plan.

Policy T4.6

Alternative modes of transportation should be accessible for all of Oakland's population.

Policy T6.1

Collector streets shall be posted at a maximum speed of 25 miles per hour, except where a lower speed is dictated by safety and allowable by law.

Policy T6.2

Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented.

Policy D3.1

Pedestrian-friendly commercial areas should be promoted.

Policy D3.2

New parking facilities should not be incorporated into the design of any project in a manner that discourages pedestrian activity.

Policy N1.2

The majority of commercial development should be accessible by public transit. Public transit stops should be placed at strategic locations in Neighborhood Activity Centers and Transit-oriented Districts to promote browsing and shopping by transit users.

Bicycle Master Plan (Part of the Land Use and Transportation Element)

BMP Policy 6: Support improved bicycle access to public transportation by providing bicycle racks on AC Transit buses, bicycle parking at transit stations, expand bicycle access on BART, provide direct bicycle access to transit stops for ferries, Amtrak trains, BART, and buses.

**Mitigation Measure C.1: The above-adopted policies would help reduce potential regional air quality emissions, and there are no other feasible measures.**

**Significance after Mitigation:** Significant and Unavoidable.

Since the Clean Air Plan (CAP) is based on ABAG population projections, an exceedance of ABAG projections is also an exceedance of the population values used in the CAP. If population growth is greater than assumed in the CAP emission inventory, then population-based emissions also are likely to be greater than assumed in the CAP. Consequently, attainment of the State air quality standards would be delayed. Therefore, the proposed Redevelopment Plan would not be consistent with air quality planning and would have a significant air quality impact. Although Plan-related additional population growth is considered a significant air quality impact, it is important to note that the proposed Redevelopment Plan encourages higher density residential development in proximity to major transportation corridors and the MacArthur BART station, thereby increasing access to alternative transportation modes. By redeveloping undeveloped or underdeveloped areas in proximity to transportation corridors/centers, Plan implementation would help to reduce regional air emissions increases associated with urban sprawl. Therefore, proposed policies would help reduce this significant impact.

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### **CONSISTENCY WITH CLEAN AIR PLAN**

**Impact C.2: The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would be consistent with *Clean Air Plan* Transportation Control Measures (TCMs) since the LUTE was determined to be consistent with *Clean Air Plan* TCMs and policies of the LUTE would also be implemented as part of future development within the Broadway/MacArthur/San Pablo Redevelopment Project Area. This would be a less than significant impact.**

The objectives and policies of the recently adopted Land Use and Transportation Element (LUTE) were determined to be consistent with the objectives and TCMs outlined in the *Clean Air Plan*. This determination is discussed in detail on pages III.E-17 through III.E-20 in the *Oakland General Plan Land Use and Transportation Element Draft EIR* (Environmental Science Associates, 1997). As mentioned in the *Oakland General Plan Land Use and Transportation Element Draft EIR*, the "Transit First" resolution (passed by the City Council on October 29, 1996) is reflected in the recently adopted policies of the Land Use and Transportation Element and is also consistent with the *Clean Air Plan* objectives and TCMs.

In addition, the Bicycle Master Plan (adopted July 20, 1999), which is a part of the LUTE, encourages bicycle commuting to help reduce traffic congestion and air pollution. A key objective of the Bicycle Master Plan is to increase the bicycle commute mode share to 4 percent (6,406 daily bicycle commuters based on 1990 employment levels ) by 2010. These bicyclists will save an estimated 2.6 million vehicle trips and 9 million vehicle miles per year. According to the Master Plan, the estimated air quality benefit of these future bicycle commuters is a daily reduction of about 425 tons of particulate matter (PM<sub>10</sub>), 1,225 tons of NO<sub>x</sub>, and 1,783 of ROG).

Since policies of the LUTE (including the Bicycle Master Plan) would also be implemented as part of future development within the Broadway/MacArthur/San Pablo Redevelopment Project Area, the proposed Plan would also be consistent with *Clean Air Plan* TCMs.

**Mitigation:** None required.

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## LOCAL EMISSIONS

**Impact C.3: Traffic generated by the proposed Broadway/MacArthur/San Pablo Redevelopment Plan would not significantly increase CO emissions along roadways and at intersections within the planning area. This would be a less than significant impact.**

A microscale impact analysis was conducted at the 11 study intersections distributed throughout the planning area. Service level operation (used as an indicator of travel speed) was calculated as part of the transportation analysis in this report. A Caltrans screening approach, which is based on the CALINE4 model, was used to estimate CO concentrations along these roadway links (Caltrans, 1988). Carbon monoxide concentrations were calculated at a distance of 25 feet from the edge of each roadway to determine impact potential, and based on worst-case conditions (peak hour traffic and theoretical minimum atmospheric mixing).

Table 4.C-5 compares the one-hour and eight-hour CO exposures for existing (1999) and future (2020) conditions without and with the proposed Plan. Significance of localized CO emissions from mobile sources are determined by modeling the ambient CO concentration under existing and future conditions, and comparing the resulting one-hour concentrations, both without and with the proposed Plan, to the respective state and federal CO standards. A detailed impact analysis using the BAAQMD screening model indicates that the state and federal one-hour ambient standards for CO would not be violated at study intersections during worst-case atmospheric conditions (wintertime conditions when CO concentrations are typically greatest). Modeling results indicate that CO concentrations would be reduced due to attrition of older, high polluting vehicles, improvements in the overall automobile fleet, and improved fuel mixtures (as a result of on-going state and federal emissions standards and programs for on-road motor vehicles).

Future (2015) eight-hour CO exposures associated with the General Plan Buildout conditions were determined to be less-than-significant in the *Oakland General Plan Land Use and Transportation Element Final EIR* (Environmental Science Associates, 1998). Similarly, the proposed Plan would have a less-than-significant impact on eight-hour CO levels. Therefore, future CO exposures with the existing General Plan and proposed Broadway/MacArthur/San Pablo Redevelopment Plan would be less than significant.

**Mitigation:** None required.

**TABLE 4.C-5**  
**ESTIMATED WORST-CASE EXISTING AND FUTURE CO CONCENTRATIONS AT**  
**SELECTED INTERSECTIONS**

Intersection	Averaging Period	Existing	Existing + Plan	Cumulative	Cumulative + Plan
(1) Broadway/27 <sup>th</sup> St.	1 Hour	9	9	7	7
	8 Hour	4.6	4.6	3.5	3.6
(2) Broadway/29 <sup>th</sup> St.	1 Hour	9	9	7	7
	8 Hour	4.4	4.4	3.4	3.4
(3) Broadway/Piedmont Ave.	1 Hour	9	9	7	7
	8 Hour	4.4	4.5	3.4	3.5
(4) Broadway/MacArthur Blvd.	1 Hour	10	10	8	8
	8 Hour	5.1	5.2	3.9	3.9
(5) Broadway/40 <sup>th</sup> St.	1 Hour	9	9	7	7
	8 Hour	4.6	4.6	3.5	3.6
(6) Telegraph Ave./40 <sup>th</sup> St.	1 Hour	9	9	7	7
	8 Hour	4.4	4.5	3.4	3.5
(7) MLK Way/40 <sup>th</sup> St.	1 Hour	8	8	7	7
	8 Hour	4.2	4.2	3.3	3.3
(8) MLK Way/ MacArthur Blvd.	1 Hour	8	9	7	7
	8 Hour	4.3	4.3	3.3	3.4
(9) Telegraph Ave./ MacArthur Blvd.	1 Hour	9	9	7	7
	8 Hour	4.4	4.7	3.5	3.6
(10) Telegraph Ave./27 <sup>th</sup> St.	1 Hour	9	9	7	7
	8 Hour	4.3	4.4	3.4	3.4
(11) Piedmont Ave./MacArthur Blvd.	1 Hour	10	10	8	8
	8 Hour	5.2	5.4	3.9	4.0
Background Levels (included in above numbers)	1 Hour	7.4	7.4	6.0	6.0
	8 Hour	3.6	3.6	2.9	2.9
State CO Standard	1 Hour	20 ppm	20 ppm	20 ppm	20 ppm
	8 Hour	9.0 ppm	9.0 ppm	9.0 ppm	9.0 ppm
Federal CO Standard	1 Hour	35 ppm	35 ppm	35 ppm	35 ppm
	8 Hour	9 ppm	9 ppm	9 ppm	9 ppm

NOTE: The "Existing" scenario is based on existing traffic volumes (1999) presented in the Traffic section of this report. The "Cumulative" scenario represents existing traffic volumes plus an assumed growth factor of 0.5% per year for the year 2020. However, to represent worst-case conditions (highest volumes and highest emission factors), this analysis uses 2005 emission factors, which are higher than 2020 factors, and applies them to the 2020 traffic volumes. Actual CO emissions in 2020 most likely would be lower than those represented above, since the lower 2020 emission factors would be lower than those used above.

SOURCE: Orion Environmental Associates (1999)

## ***STATIONARY SOURCE EMISSIONS***

**Impact C.4: Cumulative development of future development projects in the Project Area would result in increased stationary source emissions associated with heating and electricity consumption. This is a less than significant impact.**

Incidental criteria air pollutants would be generated by stationary source emissions from natural gas combustion (for building heating) and electricity consumption (i.e., indirect power plant emissions) associated with future development projects, which would consist primarily of residential and retail commercial uses. Potential increases in emissions due to stationary sources would not be significant relative to the emissions potential of mobile sources associated with these future development projects. Since mobile source emissions would comprise most of the emissions associated with these projects, it is the mobile source emissions, not stationary source emissions, that would determine the significance of the future projects' air quality impacts.

**Mitigation:** None required.

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## ***ODOR NUISANCE PROBLEMS***

**Impact C.5: The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would encourage new residential uses as part of mixed-use retail areas within the Project Area, which could result in odor nuisance problems at residential receptors. This would be a less-than-significant impact due to policies in the recently adopted Land Use and Transportation Element.**

Where residential uses would be located directly above or downwind of commercial uses, residents could be subject to nuisance odors associated with restaurants or other commercial uses that generate odors or fumes. Use of afterburners in restaurants and/or roof vents would help reduce the potential for such effects.

If residential uses are located above parking garages (such as in transit center village developments), residents could be subject to exhaust odors generated by parking cars in the garage. As warm exhaust fumes leave a parking garage and rise along the sides of a building, they could then re-enter open windows of upstairs residential units. Because such a process would tend to be intermittent, it would not likely cause air quality standards to be violated. There may, however be brief periods when exhaust odor could be detectable, especially if a large number of cars are "cold-started" at the same time and are running inefficiently. Such nuisance potential could be reduced by provision of adequate openings in the parking garage walls to help increase ventilation and dispersion of exhaust emissions generated within a parking garage.

The following measure was recently adopted as a General Plan policy as part of the Land Use and Circulation Element update process, and this policy would reduce potential nuisance odor problems to a less than significant level:

- Where residential development would be located above commercial uses, parking garages, or any other uses with a potential to generate odors, the odor-generating use should be properly vented (e.g., located on rooftops) and designed (e.g., equipped with afterburners) so as to minimize the potential for nuisance odor problems.

**Mitigation:** None required.

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## **CONSTRUCTION EMISSIONS**

**Impact C.6: Construction activities associated with development projects within the Project Area would generate dust (including the respirable fraction known as PM<sub>10</sub>) and combustion emissions. This is a potentially significant impact.**

Potential dust emissions associated with future development projects within the Project Area would be specific to each site. The BAAQMD does not require quantification of construction emissions (BAAQMD, 1996) but considers any project's construction-related impacts to be adequately mitigated if required dust-control measures are implemented. The extent of dust-control measures required by the BAAQMD depends on the size of the project. Since most construction projects would comprise less than one city block (approximately two acres or less), implementation of the BAAQMD's standard dust control procedures would maintain project construction-related impacts at acceptable levels.

Combustion emissions from construction equipment and vehicles, such as heavy equipment and delivery/haul trucks, air compressors, and generators, would result during construction of future development projects. Construction employee vehicles would also result in air pollutant emissions, but the levels would be negligible compared to emissions from on-site heavy equipment and from transport trucks. Equipment exhaust contains both pulmonary irritants and hazardous compounds, which may affect sensitive receptors such as young children, senior citizens, or those susceptible to respiratory disease. Where construction occurs in proximity to residential uses, there may be a potential for unhealthful exposure of sensitive receptors to equipment exhaust.

Similar to dust emissions, the equipment activity level would be related to the project size and extent of earthmoving requirements in site preparation. Emission levels for construction activities would vary depending on the type of equipment, duration of use, operation schedules, and the number of construction workers. Construction activity air pollution emissions were calculated for a prototype project with a two-acre disturbance "footprint" requiring 200 work-days to complete major construction. Equipment utilization was estimated based on the California Air Resources Board (ARB) area source emissions factor of 300,000 Brake-Horsepower-Hours (BHP-HR) per acre of residential/commercial development. Average daily construction activity emissions are shown in Table 4.C-6.

**TABLE 4.C-6  
AVERAGE DAILY CONSTRUCTION ACTIVITY AIR POLLUTION EMISSIONS**

Activity	Daily Emissions (pounds/day)				
	CO	ROG	NOx	SOx	PM10
Soil Disturbance <sup>a</sup>					51.0
Equipment Operations <sup>b</sup>	5.7	1.8	25.8	1.8	0.9
Employee Commuting <sup>c</sup>	42.8	3.3	4.4	negl.	3.6
Truck Hauling <sup>d</sup>	<u>16.8</u>	<u>2.4</u>	<u>27.1</u>	<u>3.4</u>	<u>57.0</u>
TOTAL	65.3	7.5	57.3	5.3	60.6
BAAQMD Threshold	n/a	80	80	n/a	80

Activity	Emissions Factors					Source
	CO	ROG	NOx	SOx	PM10	
Soil Disturbance (pounds/acre/day)					27.5	BAAQMD
Equipment Operations (pounds/1,000 BHP-HR)	1.9	0.6	8.6	0.6	0.3	SCAQMD
Employee Commuting (grams/mile)	9.7	0.7	1.0	negl.	0.8	BAAQMD
Truck Hauling (grams/mile)	7.6	1.1	12.3	0.7	0.7	EMFAC7G

Notes: Emissions based on two-acre building footprint and 200 days for construction. Equipment utilization was estimated based on the California Air Resources Board (ARB) area source emissions factor of 300,000 Brake-Horsepower-Hours (BHP-HR) per acre of residential/commercial development.

<sup>a</sup> 2 acres x 51 lbs/acre/day x 50% for use of "standard" dust control measures.

<sup>b</sup> 2 acres x 300,000 BHP-HR/acre ÷ 200 days = 3,000 BHP-HR/day

<sup>c</sup> 50 employees x 40 miles

<sup>d</sup> 20 trucks x 50 miles

BAAQMD: Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines*, 1996.

SCAQMD: South Coast Air Quality Management District, *CEQA Air Quality Handbook*, 1993.

EMFAC7G: California Vehicle Emission Computer Model

SOURCE: Orion Environmental Associates, 2000.

This table indicates that although these emissions, in combination with other existing emissions sources, would temporarily contribute to local air quality degradation, the emissions associated with most future development projects in the Project Area would be less than significant. Short-term construction emissions for a single prototype project (two acres or less) within the Project Area would typically not exceed BAAQMD significance thresholds, although these thresholds apply to operational, not construction emissions. However, NO<sub>x</sub> and PM<sub>10</sub> thresholds could be exceeded with development of a project that covers an area larger than two acres or simultaneous development of more than one future project.

**Mitigation Measure C.6:** The mitigation measures set forth below are intended to address construction-related air quality impacts associated with future development projects in the Project Area. Implementation of adopted Policy CO-12.6 from the OSCAR Element would help reduce short-term emissions associated with future development within the Project Area. In addition, the following measures are recommended to ensure that construction-related impacts are minimized to a less-than-significant level:

- a. The following Basic Control Measures shall be implemented at all construction sites:
  - Water all active construction areas at least twice daily.
  - Cover all trucks hauling soil, sand, and other loose debris *or* require all trucks to maintain at least two feet of freeboard.
  - Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites.
  - Sweep daily (with water sweepers) all paved access roads, parking areas and staging areas at construction sites.
  - Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.
- b. In addition to the above, the following enhanced control measures shall be implemented at all construction sites when more than four acres are under construction at any one time:
  - Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten days or more).
  - Enclose, cover, water twice daily or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.)
  - Limit traffic speeds on unpaved roads to 15 mph.
  - Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
  - Replant vegetation in disturbed areas as quickly as possible.
- c. BAAQMD dust control measures would be implemented by contractors of future development projects as outlined in BAAQMD *CEQA Guidelines* (1996) or any subsequent applicable BAAQMD updates.

**Significance After Mitigation:** Less than Significant.

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## REFERENCES – Air Quality

Association of Bay Area Governments (ABAG) and the Bay Area Air Quality Management District (BAAQMD), *Improving Air Quality Through Local Plans and Programs*, October 1994.

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Caltrans, *Air Quality Technical Analysis*, 1988.

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SCAQMD (South Coast Air Quality Management District), *CEQA Air Quality Handbook*, 1993.

## D. NOISE

### SETTING

#### *NOISE DESCRIPTORS*

Sound is mechanical energy transmitted by pressure waves in a compressible medium such as air. Noise is unwanted sound. Sound is characterized by various parameters that describe the rate of oscillation of sound waves, the distance between successive troughs or crests, the speed of propagation, and the pressure level or energy content of a given sound. In particular, the sound pressure level has become the most common descriptor used to characterize the loudness of an ambient sound level. The decibel (dB) scale is used to quantify sound intensity. Because sound or noise can vary in intensity by over one million times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient and manageable level. Since the human ear is not equally sensitive to all sound frequencies within the entire spectrum, human response is factored into sound descriptions in a process called "A-weighting", written as "dBA".

Environmental noise is measured in units of dBA. The dBA, or A-weighted decibel, refers to a scale of noise measurement, which approximates the range of sensitivity of the human ear to sounds of different frequencies. On this scale, the normal range of human hearing extends from about zero dBA to about 140 dBA. A ten-dBA increase in the level of a continuous noise represents a perceived doubling of loudness; a five-dBA increase is readily noticeable while a three-dBA increase is barely noticeable to most people.

Time variations in noise exposure are typically expressed in terms of a steady-state energy level (called Leq) which represents the acoustical energy of a given measurement. Because community receptors are more sensitive to unwanted noise intrusion during the evening and at night, State law requires that for planning purposes, an artificial dB increment be added to quiet time noise levels in a 24-hour noise descriptor called the Community Noise Equivalent Level (CNEL). CNEL adds a 5-dB penalty during the evening hours (7:00 p.m. to 10:00 p.m.) and a 10-dB penalty during the night hours (10:00 p.m. to 7:00 a.m.). Another 24-hour noise descriptor, called the day-night noise level (Ldn), is similar to CNEL. While each adds a 10-dB penalty to all nighttime noise events between 10:00 p.m. and 7:00 a.m., Ldn does not add the evening 5-dB penalty. In practice, Ldn and CNEL usually differ by less than one dBA at any given location for transportation noise sources.

Human response to noise varies from individual to individual and is dependent upon the ambient environment in which the noise is perceived. The same noise that would be highly intrusive to a sleeping person or in a quiet park might be barely perceptible at an athletic event or in the middle of the freeway at rush hour. Therefore, planning for an acceptable noise exposure must take into account the types of activities and corresponding noise sensitivity of any particular set of land uses. For example, sleep disturbance may occur at less than 50 dB, interference with human

speech begins at around 60 dB, and hearing damage may result from prolonged exposure to noise levels in excess of 90 dB.

### ***EXISTING NOISE SOURCES***

The City's Noise Element identifies the major transportation facilities as the primary noise generators within the City (City of Oakland, 1974). Interstate 580 (I-580), Interstate 980 (I-980), and Highway 24 are the primary major transportation facilities that affect the noise environment within Subareas 1 and 2. San Pablo Avenue is the primary noise source in Subarea 3. In addition to traffic noise, other major sources of noise in Subareas 1 and 2 include train noise associated with the operation of Bay Area Rapid Transit (BART) facilities. The MacArthur BART Station is located within Subarea 2, while aboveground BART tracks are located adjacent to the I-980 and Highway 24 freeways within or adjacent to Subareas 1 and 2.

### ***EXISTING NOISE LEVELS***

In order to characterize the current noise environment within the Broadway/MacArthur/San Pablo Planning Area, four short- and long-term noise measurements were collected within the Planning Area and measurement results are presented in **Table 4.D-1**. Measurement locations are indicated on **Figure 4.D-1**.

These measurements indicate that noise levels within the Planning Area are generally high (70 dBA [CNEL] or more within 50 feet of the centerline) along arterial streets (i.e., Telegraph Avenue, Broadway, and San Pablo) and in the vicinity of the aboveground BART tracks and MacArthur BART station. In areas away from arterials and freeways (where there are no adjacent major noise sources), noise levels are relatively lower (approximately 60 dBA or less). When measured noise levels are compared to City noise and land use compatibility guidelines, they indicate that the existing noise environments adjacent to or near the I-580 freeway, some arterials, and BART facilities (tracks and station) are generally incompatible with residential and other noise-sensitive uses.

### ***EXISTING SENSITIVE RECEPTORS***

Human response to noise varies considerably from one individual to another. Effects of noise at various levels can include interference with sleep, concentration, and communication, physiological and psychological stress, and hearing loss. Given these effects, some land uses are considered more sensitive to ambient noise levels than others. In general, residences, schools (which can include childcare centers), hospitals, and nursing homes are considered to be the most sensitive to noise. Neighborhood parks are not considered to be noise-sensitive.

With respect to residential sensitive receptors, the City's Noise Element identifies nine areas, Areas A through I, that were considered to be "critical noise impact areas" in 1974. The Noise Element identifies these areas as areas that are "noisier than is desirable," when compared to noise compatibility criteria developed by U.S. Department of Housing and Urban Development and U.S. Environmental Protection Agency. One of these areas, Area B, includes portions of

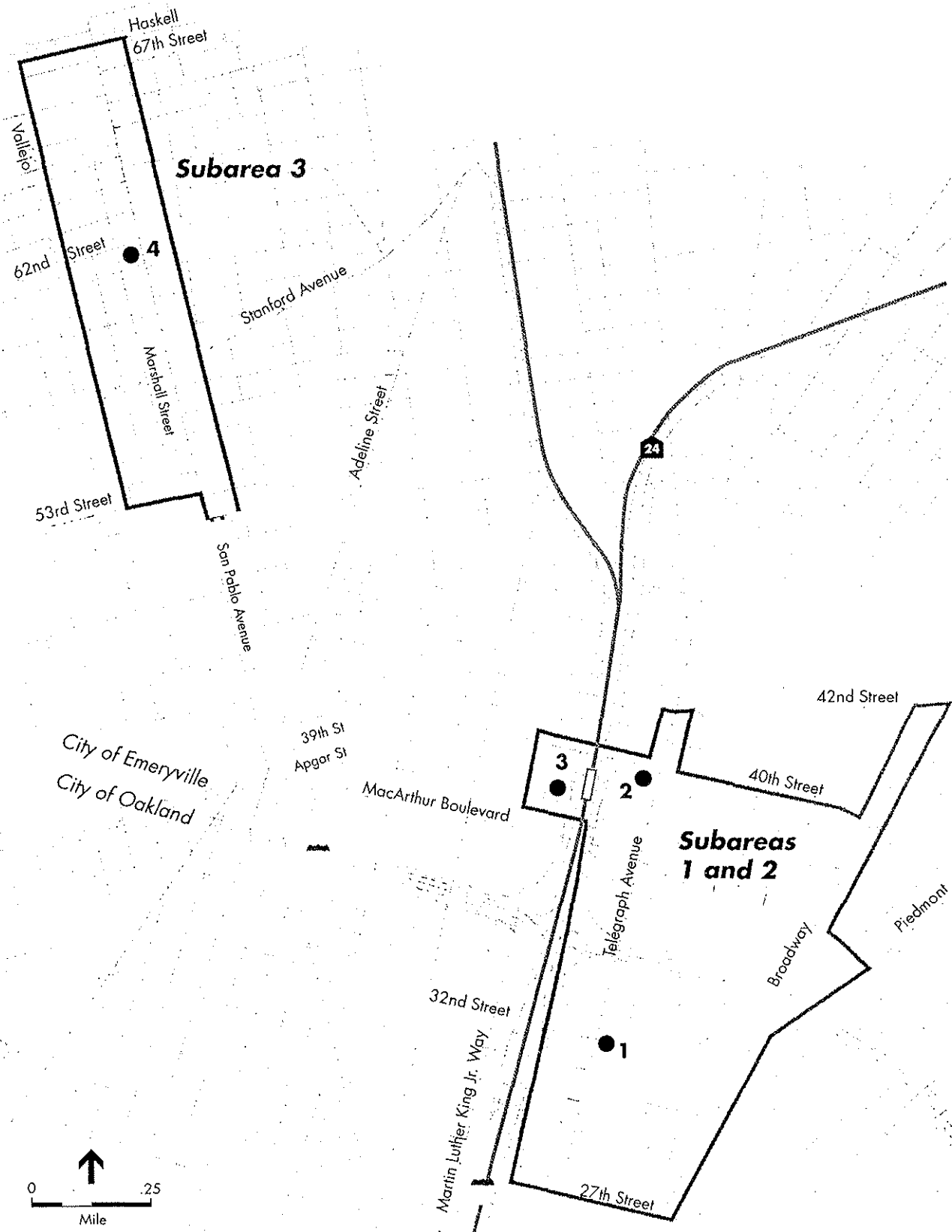
**TABLE 4.D-1  
NOISE MEASUREMENT SURVEY RESULTS**

Recording Hour	Hourly Noise Measurement (Leq) in dBA					
	Location #1 (50 ft. to Centerline)		Location #2 (BART Parking Lot, Northeast Corner)		Location #3 (60 ft. to Centerline)	Location #4 (25 ft. to Centerline)
	PM	AM	PM	AM	PM	PM
12:00-1:00	68	62	67	64	-	-
1:00-2:00	68	60	67	61	-	-
2:00-3:00	67	59	68	60	65	60
3:00-4:00	68	59	69	58	-	-
4:00-5:00	68	59	69	61	-	-
5:00-6:00	70	64	71	64	-	-
6:00-7:00	69	67	70	65	-	-
7:00-8:00	68	69	69	70	-	-
8:00-9:00	67	71	68	67	-	-
10:00-11:00	66	68	68	66	-	-
9:00-10:00	65	68	67	66	-	-
11:00-12:00	65	68	65	66	-	-
CNEL		71		72		

NOTES: Measurements at Locations #1 and #2 were taken from 4:00 p.m. on Wednesday, July 21, 1999 to 4:00 p.m. on Thursday, July 22, 1999. Measurements at Locations #2 and #3 were taken for 15 minutes between 2:00 p.m. and 3:00 p.m. on Friday, July 23, 1999. Noise measurements were taken using Metrosonics DB-308 meters at the following locations:

- Location #1 was approximately 50 feet from the centerline of Telegraph Avenue at 32<sup>nd</sup> Street (Subarea 1). The primary noise source was traffic on Telegraph Avenue. Since the meter was placed adjacent to a medical staff parking lot associated with Summit Medical Center, noise measurements could be elevated slightly since they reflect parking lot noise as well.
- Location #2 was in the northeast corner of the MacArthur BART station (Subarea 2), approximately 25 feet east of the eastern access driveway centerline and 100 feet south of 40<sup>th</sup> Street centerline. The primary noise sources were traffic on I-580 and BART train operations. Since the meter was placed along the edge of the parking lot, noise measurements could be elevated slightly since they reflect parking lot noise as well.
- Location #3 was taken approximately 60 feet from the centerline of Martin Luther King, Jr. Way on a vacant lot located between Apgar Street and 39<sup>th</sup> Street (Subarea 2). The primary noise sources were traffic on the I-580 freeway and Martin Luther King, Jr. Way as well as BART train operations.
- Location #4 was taken approximately 25 feet from the centerline of 62<sup>nd</sup> Street on a vacant lot located between San Pablo Avenue and Marshall Street (Subarea 3). The measurement site was located approximately 50 feet from the Marshall Street centerline. The primary noise sources were traffic noise on San Pablo Avenue, 62<sup>nd</sup> Street, and Marshall Street.

SOURCE: Orion Environmental Associates (1999)



SOURCE: Oakland General Plan, Environmental Science Associates

Broadway/MacArthur/San Pablo Redevelopment Plan / 990150 ■

**Figure 4.D-1**  
Noise Measurement Locations

Subareas 1 and 2. Area B includes the area where I-980 meets the elevated section of I-580. The noise from these freeways and from important nearby streets such as Broadway, affects many noise-sensitive uses nearby. These noise-sensitive uses include homes, apartments, and Summit Medical Center (also known as “Pill Hill”). The Noise Element indicates that noise problems could worsen in the future, due to increasing traffic as well as new medical, office and apartment construction. It is noted in the Noise Element that these identified areas were areas that were having the “most serious” noise problems in 1974, and identification of these areas is not intended to imply a lack of problems elsewhere.

### ***NOISE STANDARDS AND PLANNING GUIDELINES***

Noise exposure standards are implemented at either the receiver or source, and generally fall into two categories: (1) receiver-based noise compatibility guidelines for various land uses; and (2) ordinance limits for non-transportation-related noise. Since local jurisdictions are preempted from regulating noise generation from noise sources such as cars, trucks, trains, airplanes, etc., the City of Oakland implements noise controls through receiver-based noise compatibility guidelines and its noise ordinance. The adopted noise compatibility guidelines identify allowable noise exposures for various land uses from such sources, even if the source itself cannot be regulated. The City’s Noise Ordinance regulates activities that may include such sources as mechanical equipment, amplified sounds, or hours of heavy equipment operation. Standards in local noise ordinances may be in the form of quantitative noise performance levels (as they are in the Oakland Noise Ordinance), or they may simply be in the form of a qualitative prohibition against creating a nuisance. Numerical standards are generally preferred because compliance is easier to document utilizing objective, rather than subjective (e.g., nuisance), standards.

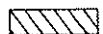
#### **City of Oakland Noise Compatibility Guidelines**

The City of Oakland noise guidelines recognize the variable sensitivity of certain activities to noise, and establish noise exposure criteria defining acceptable noise levels. The City uses land use compatibility noise guidelines by the State of California. See **Figure 4.D-2**. For residential and transient lodging uses, State guidelines indicate that noise levels up to 60 to 65 dBA (Ldn or CNEL) are normally acceptable depending on the type of residential use. For office/commercial uses as well as schools, libraries, churches, hospitals and nursing homes, State guidelines indicate that noise levels up to 70 dBA (Ldn or CNEL) are considered normally acceptable. For industrial uses, noise levels up to 75 dBA are considered normally acceptable.

“Normally acceptable” is defined as satisfactory for the specified land use, assuming that normal conventional construction is used in buildings. Under most of these land use categories, overlapping ranges of acceptability and unacceptability are presented, leaving some ambiguity in areas where noise levels fall within the overlapping range. For purposes of this analysis, the most conservative interpretation is followed where noise levels fall within this range (if a noise level falls within the overlapping range for normally and conditionally acceptable, it is identified as conditionally acceptable).

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE					
	L dn or CNEL, db					
	55	60	65	70	75	80
Residential - Low Density Single Family, Duplex, Mobile Homes						
Residential - Multi Family						
Transient Lodging- Motels, Hotels						
Schools, Libraries, Churches, Hospitals, Nursing Homes						
Auditoriums, Concert Halls, Amphitheaters						
Sports Arena, Outdoor Spectator Sports						
Playgrounds, Neighborhood Parks						
Golf Courses, Riding Stables, Water Recreation, Cemeteries						
Office Buildings, Business Commercial and Professional						
Industrial, Manufacturing Utilities, Agriculture						

#### INTERPRETATION



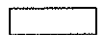
##### **Normally Acceptable**

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



##### **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. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



##### **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.



##### **Clearly Unacceptable**

New construction or development should generally not be undertaken.

SOURCE: California Office of Planning and Research.  
1990. *General Plan Guidelines*.

Broadway/MacArthur/San Pablo Redevelopment Plan EIR / 990150 ■

**Figure 4.D-2**  
Recommended Land Use Compatibility  
Guidelines for Community Noise

### City of Oakland Noise Ordinance

Section 7710 of the Oakland Planning Code specifies maximum allowable noise levels for various land uses. See **Table 4.D-2**. The first set of standards apply to long-term noise exposure for specific land uses, while the second set of standards apply to temporary exposure to short- and long-term construction noise. Standards also indicate that in areas where the measured ambient noise level exceeds the applicable noise level standard, the ambient noise level becomes the applicable standard.

### California Noise Insulation Standards

Title 24, Part 2 of the *California Code of Regulations* contains requirements for construction of new hotels, motels, apartment houses, and dwellings other than detached single-family dwellings intended to limit the extent of noise transmitted into habitable spaces. These requirements are collectively known as California Noise Insulation Standards. For limiting noise transmitted between adjacent dwelling units, the Standards specify the extent to which walls, doors, and floor ceiling assemblies must block or absorb sound. For limiting noise from exterior sources, the Standards set forth an interior standard of 45 dBA (CNEL or Ldn) in any habitable room with all doors and windows closed, and require an acoustical analysis demonstrating the manner in which dwelling units have been designed to meet this interior standard where such units are proposed in areas subject to noise levels greater than 60 dBA (CNEL or Ldn).

## IMPACTS AND MITIGATION MEASURES

### APPROACH TO ANALYSIS

The proposed project is evaluated in this document to determine its compatibility with the applicable plans and policies, including land use and zoning designations and design guidelines for the area around the project site, in order to determine the potential for significant land use impacts. In addition, the project site and its proposed uses are evaluated in terms of their compatibility with land uses surrounding the project site and in close proximity to the project site.

This analysis makes the following development assumptions:

- Subarea 1: Development of 100,000 square feet of new medical office space on Pill Hill, including some demolition and a possible street closure at Hawthorne;  
Streetscape and street improvements along MacArthur Boulevard;  
Construction of infill housing, up to 500 residential units, to the east and west of Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets;  
Development of up to 100,000 square feet of commercial and retail space along Broadway, between 30<sup>th</sup> and Brook Streets.
- Subarea 2: Development of 85,000 square feet of medical office space, 50,000 square feet of commercial space, 30,000 square feet of retail space, and 150 residential units at the MacArthur BART station;

**TABLE 4.D-2  
CITY OF OAKLAND MAXIMUM ALLOWABLE RECEIVING NOISE STANDARDS**

NOISE LEVEL STANDARD FOR SPECIFIED LAND USES			
Receiving Land Use	Cumulative Number of Minutes in One-hour Time Period	Maximum Allowable Noise Level Standard, dBA	
		Daytime 7 AM to 10 PM	Nighttime 10 PM to 7 AM.
Residential, School, Child Care, Health Care Or Nursing Home, and Public Open Space	20 (L <sub>33</sub> )	60	45
	10 (L <sub>16.7</sub> )	65	50
	5 (L <sub>8.3</sub> )	70	55
	1 (L <sub>1.7</sub> )	75	60
	0 (L <sub>max</sub> )	80	65
Commercial	20 (L <sub>33</sub> )	65	65
	10 (L <sub>16.7</sub> )	70	70
	5 (L <sub>8.3</sub> )	75	75
	1 (L <sub>1.7</sub> )	80	80
	0 (L <sub>max</sub> )	85	85
Manufacturing, Mining, and Quarrying	20 (L <sub>33</sub> )	70	70
	10 (L <sub>16.7</sub> )	75	75
	5 (L <sub>8.3</sub> )	80	80
	1 (L <sub>1.7</sub> )	85	85
	0 (L <sub>max</sub> )	90	90

**NOISE LEVEL STANDARDS FOR TEMPORARY CONSTRUCTION OR DEMOLITION ACTIVITIES**

Operation/Receiving Land Use	Daily 7 AM to 7 PM.	Weekends 9 AM to 8 PM
Short Term Operation (less than 10 days)		
Residential	80	65
Commercial, Industrial	85	70
Long Term Operation (more than 10 days)		
Residential	65	55
Commercial, Industrial	70	60

NOTE: L<sub>max</sub> is the maximum noise level; L<sub>33</sub> is the noise level exceeded 33 percent of time, etc.

SOURCE: City of Oakland (1996)

Construction of 30 units of infill housing along Martin Luther King Jr. Way between MacArthur Boulevard and 40<sup>th</sup> Street.

Subarea 3: Construction of approximately 30 units of infill housing throughout the area;  
Strengthen the commercial and retail activities along San Pablo Avenue;  
Provide rehabilitation services for residential and commercial units throughout the area.

Tax increment funds from redevelopment areas can be used to fund other activities, e.g., street improvements, new sewer mains and related infrastructure, and park improvements. For the purposes of this analysis, the subarea developments identified above are assumed to be a part of the proposed Redevelopment Plan.

### ***SIGNIFICANCE CRITERIA***

In the City of Oakland, a significant noise increase is defined by comparing existing and projected noise levels with the following criteria:

- compliance with City-adopted State land use compatibility noise guidelines for all specified uses (land use compatibility guidelines are presented in Figure 4.D-2);
- compliance with the City of Oakland Noise Ordinance;
- compliance with California Noise Insulation Standards (Title 24) for new hotels, motels, apartment houses, and dwellings other than detached single-family dwellings; and
- a determination of whether the incremental noise increase would be noticeable to most people. A 10-dBA incremental noise increase is perceived by most people to be a doubling in the loudness of a sound. A 5-dBA increase is readily noticed by most people, while a 3-dBA increase is barely noticeable to most people.

### ***PLAN-RELATED TRAFFIC NOISE INCREASES***

**Impact D.1: Implementation of the proposed Broadway/MacArthur/San Pablo Redevelopment Plan would result in future noise levels that are higher than or the same as future noise levels that would occur under the recently adopted General Plan. This is a less-than-significant impact.**

When future (2020) General Plan-related traffic projections are compared to future (2020) Plan-related traffic levels, future noise levels would be slightly higher along some of the analyzed streets and the same on others (Table 4.D-3). With the Plan, future noise levels would increase by 1 dBA on Broadway, MacArthur Boulevard, and Shattuck Avenue and 1 to 2 dBA on Telegraph Avenue. No increases would occur on other analyzed streets. Increases of less than 3 dBA are generally not perceptible to most people and therefore, future increases of 1 to 2 dBA would not be significant.

**TABLE 4.D-3  
FUTURE NOISE LEVELS ALONG SELECTED ROADWAYS**

Freeway or Arterial Street Segment	Future Noise Level (CNEL @ 50 feet from Roadway Centerline)					
	Baseline (2005)	With Proposed Plan (2005)	dBA Change	Baseline (2020)	With Proposed Plan (2020)	dBA Change
I-80 (North of I-580/I-80 Split)	87	87	0	87	87	0
I-80 (North of I-580/I-80 Split)	86	86	0	86	86	0
I-580 (West of I-980/SR 24 Interchange)	86	86	0	86	86	0
I-980 (North of I-880)	82	82	0	83	83	0
SR 24 (Caldecott Tunnel)	86	86	0	86	86	0
SR 123 (San Pablo Ave.)	78	78	0	79	79	0
Broadway (27th to Piedmont)	67	67	+1	67	68	+1
Broadway (MacArthur to 51st)	69	70	0	70	70	0
Telegraph Ave. (40th to Shattuck)	66	67	+1	67	67	+1
Telegraph Ave. (27th to MacArthur)	65	67	+2	66	67	+1
Martin Luther King, Jr. Way (52nd to Adeline)	72	72	0	73	73	0
W. MacArthur Blvd. (San Pablo to Telegraph)	69	70	+1	69	70	+1
MacArthur Blvd. (Piedmont to Oakland Ave.)	71	71	+1	71	72	+1
Powell Street (I-80 to San Pablo)	68	68	0	69	69	0
Shattuck Ave. (Telegraph to Alcatraz)	60	61	+1	60	61	+1
West Grand Ave. (Adeline to Telegraph)	70	70	0	70	70	0
51st Street (Telegraph to Broadway)	69	69	0	70	70	0
52nd Street (MLK Jr. Way to Shattuck)	69	69	0	69	69	0

NOTES: Estimates were calculated noise modeling techniques specified by the Federal Highway Administration (FHWA-RD-77-108 with updated California Vehicle Noise Emission [CALVENO] factors) and traffic volumes in this report. The "Baseline" scenario represents baseline (without project) road link volumes from the CMA model (refer to the traffic section for more information). Noise levels assume 3% heavy trucks, 2% medium trucks, travel speeds of 35 miles per hour, and a building reflection factor of 1.5 dBA). Noise measurements collected on Telegraph Avenue (27<sup>th</sup> to MacArthur) suggest that noise levels may actually be higher than noise model estimates. Noise measurements taken in a parking lot adjacent to Telegraph Avenue indicate that actual noise levels could be as much as 3 dBA higher than those listed above, depending on location.

SOURCE: Orion Environmental Associates (1999)

**Mitigation:** None required.

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**Impact D.2: Development of the future projects within the Broadway/MacArthur/San Pablo Redevelopment Project Area would generate short-term increases in noise and vibration due to construction. This would be a short-term adverse impact, and would be potentially significant but mitigated to a less than significant level by existing regulations.**

During construction of the future development projects, temporary noise increases would result from the operation of heavy equipment. Construction noise levels would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and receptor, and presence or absence of barriers between noise source and receptor. Typical construction noise sources range from about 76 to 85 dBA at 50 feet for most types of construction equipment with slightly higher levels of about 88 to 89 dBA for certain types of earthmoving (e.g., scrapers, pavers). The highest noise levels would be generated by rock drills and pile drivers, which can generate noise peaks of approximately 98 and 101 dBA at 50 feet, respectively. The rate of attenuation is about 6 dBA for every doubling of distance from a point source. Typical noise levels at 50 feet from the noise source for several types of construction equipment and potential noise attenuation with feasible noise controls are shown in Table 4.D-4.

The Oakland Noise Ordinance would limit construction noise levels to certain maximum levels during certain hours. The noise limits vary depending on the affected land use. Depending on the size of future projects, either short-term (less than 10 days) or long-term (more than 10 days) noise limits would be applied, and they require construction noise levels to be limited to 80 dBA (short-term) or 65 dBA (long-term) at the nearest residence during the weekdays (7:00 a.m. to 7:00 p.m.) and 65 dBA (short-term) or 55 dBA (long-term) on weekends (9:00 a.m. to 8:00 p.m.). Except for emergencies or in cases where nighttime roadway construction is carried out to minimize congestion, construction is not allowed during the nighttime hours. In general, construction noise levels (as listed in Table 4.D-4) would be consistent with Ordinance weekday limits wherever construction occurs more than 50 feet from any receptor and recommended noise controls are implemented. At distances closer than 50 feet, noise generated by construction equipment would generally exceed weekday and weekend Ordinance noise limits. Therefore, in order to comply with Ordinance noise limits at distances of less than 50 feet, operation of heavy equipment will need to be limited to less than 10 days or construction practices may need to be modified to comply with Ordinance limits.

For high-rise development projects, pile driving could be required as part of foundation construction. Conventional unmuffled, unshielded pile drivers generate noise peaks of 101 dBA at 50 feet each time the driver strikes the pile. Depending on the proximity of pile driving to the adjacent sensitive receptors, noise levels could exceed short-term (less than 10 days) and long-term noise limits specified in the Noise Ordinance. Implementation of feasible noise controls (which could provide a 6-dBA reduction) or vibratory pile drivers (which are 15 dBA quieter than impact drivers) could help reduce noise levels at sensitive receptors to acceptable levels

**TABLE 4.D-4  
TYPICAL CONSTRUCTION NOISE LEVELS**

<b>Equipment</b>	<b>Noise Level (dBA) @ 50 Feet</b>	<b>With Feasible Noise Control<sup>1</sup></b>
<b><i>Earthmoving:</i></b>		
Front Loader	79	75
Backhoe	85	75
Dozer	80	75
Tractor	80	75
Scraper	88	80
Grader	85	75
Paver	89	80
<b><i>Materials Handling:</i></b>		
Concrete Mixer	85	75
Concrete Pump	82	75
Crane	83	75
<b><i>Stationary:</i></b>		
Pump	76	75
Generator	78	75
	81	75
<b><i>Impact:</i></b>		
Pile Driver	101	95
Jack Hammer	88	75
Rock Drill	98	80
Pneumatic Tools	86	80
<b><i>Other:</i></b>		
Saw	78	75
Vibrator	76	75

<sup>1</sup> Estimated levels obtainable by selecting quieter procedures or machines and implementing noise-control features requiring no major redesign or extreme cost.

SOURCE: U.S. Environmental Protection Agency (1971)

depending on their proximity. Implementation of such measures would be required as necessary to reduce these potential impacts to a less-than-significant level.

Pile driving is known to cause vibrations in adjacent structures. The nature and extent of vibration would depend on a number of factors, including: the type of equipment used (such as impact or vibratory tools); the type of activity, the depth of construction, and the type and conditions of geologic materials. While the potential for structural damage cannot be specifically predicted in the vicinities of future development sites, vibration can be maintained at levels which would not cause structural damage if vibratory pile drivers are used. Pre-drilling of pile

holes would also reduce the potential adverse vibration effects of pile driving. With such measures, vibration effects would be noticeable but would not be expected to result in structural damage to buildings if pile driving occurs as part of construction of future development projects within the Project Area.

**Mitigation Measure D.2: Compliance with the City Noise Ordinance would mitigate construction noise impacts associated with the future development projects in the Project Area to a less-than-significant level. The following measures shall be considered and applicable, if appropriate, as part of future development projects within the Project Area in order to comply with Ordinance noise limits (when construction occurs closer than 50 feet from a noise-sensitive receptor) as well as to minimize pile driving noise and vibration impacts:**

- Equipment and trucks used for project construction should utilize the best available noise control techniques (improved mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures and acoustically-attenuating shields or shrouds) in order to minimize construction noise impacts. Construction equipment should not generate noise levels above the mitigated levels listed in Table 3 (75 dBA to 80 dBA at 50 feet, depending on equipment type).
- Equipment used for project construction should be hydraulically or electrical powered impact tools (e.g., jack hammers, pavement breakers, and rock drills) wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. However, where use of pneumatically powered tools is unavoidable, an exhaust muffler on the compressed air exhaust should be used; this muffler could lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves should be used where feasible, and this could achieve a reduction of 5 dBA. Quieter procedures should be used such as drilling rather than impact equipment whenever feasible.
- Stationary noise sources should be located as far from adjacent uses as possible, particularly, adjacent residences receptors. If they must be located near existing receptors, they should be adequately muffled and enclosed within temporary sheds.
- Where existing residences are located within 50 feet of the project construction activities, operation of heavy equipment should be limited to 10 or less days at one time and weekend construction activities should be prohibited.
- Wherever possible, sonic or vibratory pile drivers should be used instead of impact pile drivers (sonic pile drivers are only effective in some soils).
- Pile holes should be pre-drilled to reduce potential noise and vibration impacts.

**Significance after Mitigation:** Less than Significant

### ***NOISE COMPATIBILITY IMPACTS OF FUTURE RESIDENTIAL DEVELOPMENT***

**Impact D.3:** The proposed Broadway/MacArthur/San Pablo Redevelopment Plan would encourage new residential uses as part of mixed-use retail areas within the Project Area and future noise levels in some areas could be incompatible with these new residential uses. This is a potentially significant impact.

Proposed Goal #1 encourages infill development within the Project Area. Specifically, the proposed Plan would encourage transit-oriented development (a transit village) at the MacArthur BART Station (Subarea 2). In addition, the proposed Plan would encourage infill development of residential uses along Telegraph Avenue (between 27<sup>th</sup> and 33<sup>rd</sup>; Subarea 1), in the area west of the MacArthur BART Station (Subarea 2), and in the San Pablo Avenue area (Subarea 3). Long-term noise measurements collected in the Project Area (**Table 4.D-1**) indicate that noise levels currently exceed 70 dBA (CNEL) along Telegraph Avenue and in the MacArthur BART station parking lot. Short-term measurements taken one block from San Pablo Avenue and on Martin Luther King Jr. Way indicate daytime noise levels of 60 dBA and 65 dBA (Leq), respectively.

The City's Land Use Compatibility Guidelines for Community Noise indicate that noise levels exceeding 70 dBA (CNEL) are considered "normally unacceptable" while noise levels between 55 and 70 dBA (CNEL) are conditionally acceptable. Where noise levels are conditionally acceptable, conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice. Based on the significance criteria outlined above (which include these guidelines), potential noise incompatibility of future residential development in the vicinity of the MacArthur BART Station, Telegraph Avenue, and possibly other arterial streets in the Project Area would be a significant impact.

**Mitigation Measure D.3:** A detailed analysis of noise reduction requirements shall be required for any future residential development proposals along arterials or in the vicinity of the MacArthur BART Station, and the design of residential development shall incorporate recommendations of such analyses in the project.

In accordance with City Land Use Compatibility Guidelines for Community Noise, future residential development proposals along arterials and in the vicinity of the MacArthur BART Station shall be required to complete a detailed analysis of noise reduction requirements. Recommended noise insulation features shall be included in the design.

**Significance after Mitigation:** Less than Significant.

## ***NOISE COMPATIBILITY IMPACTS OF MIXED USE LAND USE DESIGNATIONS***

**Impact D.4: The proposed Broadway/MacArthur/San Pablo Redevelopment Plan encourages residential uses as part of mixed-use retail areas and noise compatibility problems could result due to the proximity of residential uses with other uses (including commercial and employment uses). This is a less than significant impact due to General Plan policies.**

Sources of noise typically associated with commercial and employment uses typically include loading/unloading activities, delivery trucks, parking cars, garbage trucks, and use of refuse bins. Stationary sources of noise from these uses could include refrigeration, air conditioning, and heating units. In addition, depending on the type of commercial or employment activities, noise generated in the evening or nighttime hours could result in noise conflicts between residential and commercial uses. The Oakland Noise Ordinance sets limits on the level of noise that any noise source could generate at any adjacent receiving residential uses, and this would reduce the potential for noise impacts to a less than significant level.

In addition, the Oakland Noise Ordinance specifies lower noise limits in residential areas than in commercial areas. Future development of commercial and employment uses in areas adjacent to or near any existing or future residential uses could become infeasible since they would be subject to more stringent noise limits.

To address potential noise compatibility problems, one of the goals of the proposed Plan (Goal #9) is “to allow diverse land uses in the area to grow in a way that: (1) promotes the location of compatible uses next to each other, and (2) minimizes potential conflicts among different uses.” In addition, the following General Plan policies are intended to address noise compatibility problems associated with mixed-use developments, which include residential uses. Although implementation of the Oakland Noise Ordinance would mitigate the potential impacts to a less than significant level at residential receptors. The General Plan policies would help reduce the potential for noise conflicts:

Policy I/C4.1:

Existing industrial, residential, and commercial activities and areas which are consistent with long-term land use plans for the City should be protected from the intrusion of potentially incompatible uses.

Policy I/C4.2:

The potential for new or existing industrial or commercial uses, including seaport and airport activities, to create nuisance impacts on surrounding residential land uses should be minimized through efficient and appropriate implementation and monitoring of environmental and development controls.

Policy N1.5:

Commercial development should be designed in a manner that is sensitive to surrounding uses.

Policy W1.2:

Land uses and impacts generated from such activities should be sensitive to one another and appropriate buffering should minimize the incompatibility of uses.

The following additional measures were adopted as General Plan policies as part of the Land Use and Circulation Element update process, and these policies further reduce potential noise compatibility problems:

- Establish design requirements for large-scale commercial development that requires adequate buffers from residential uses. Use of open space, recreation space, or transit installations as buffers should be encouraged.
- Mixed residential/non-residential neighborhoods should be rezoned after determining which should be used for residential, mixed, or non-residential uses. Some of the factors that should be considered when rezoning mixed use areas include the future intentions of the existing residents or businesses, natural features, or health hazards.

**Mitigation:** None required.

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## REFERENCES – Noise

City of Oakland, *Noise, An Element of the Oakland Comprehensive Plan*, September 1974.

Environmental Science Associates, *Oakland General Plan Land Use and Transportation Element Draft Environmental Impact Report*, October 1997.

## **E. PUBLIC SERVICES AND UTILITIES**

### **SETTING**

#### ***INTRODUCTION***

This chapter addresses the impact of the Broadway/MacArthur/San Pablo Redevelopment Plan on the provision of utilities and public services. Topics analyzed in this chapter include police and fire protection services, emergency medical response services, public schools, parks, streets and roads, electrical and gas service, solid waste, water, and wastewater services. This chapter focuses on the effect the proposed project would have on the ability of the City of Oakland and other service providers to effectively deliver these services to new developments within the Redevelopment Plan Subareas.

#### ***PUBLIC SERVICES***

##### **Fire Protection Services**

Fire protection services within the City of Oakland are provided by the Oakland Fire Services Agency. Administrative headquarters are located at 150 Frank Ogawa Plaza in Oakland. The Agency employs approximately 500 firefighters and administrative staff. There are approximately 35 additional support personnel positions. The Agency is organized into four divisions and three battalions. The Agency's divisions are centered on different functions: Training, Operations (fire fighting activities), Administrative Services, and Emergency Services and Fire Prevention Bureau (major emergencies and hazardous materials, and code inspections)

The Agency's battalions are organized in geographical districts, with 26 fire stations divided among the three battalions, which have seven to ten stations each: Battalion 2 serves West Oakland, including the Redevelopment Study Area; Battalion 3 serves the area from Seminary Boulevard south to San Leandro; and Battalion 4 serves central Oakland (there is no Battalion 1). Five of the stations are "double houses," meaning that they house 10 to 12 staff and a fire engine and a fire truck, along with assorted other fire fighting equipment. The remaining 19 stations are "single houses" with four staff and equipped with one engine and assorted fire fighting equipment. In addition to fire fighting and first response medical response capabilities, the Oakland Fire Services Agency also has Hazardous Materials Unit that operates out of Station 3 (1445 Fourteenth Street) and responds to emergencies involving hazardous materials.

The three fire stations nearest to Study Area Subareas 1 and 2 would be the following.

1. Fire Station 5, located at 934 – 34<sup>th</sup> Street is west of Subareas 1 and 2 at the intersection of Market Street and 34<sup>th</sup> Street. This would be the first station to respond to calls in Subareas 1 and 2.
2. Fire Station 10, located at 172 Santa Clara Avenue is east of Subareas 1 and 2 near MacArthur Boulevard.

3. Fire Station 15, located at 455 – 27th Street between Telegraph Avenue and Broadway, is the closest Oakland fire station to Subarea 1; it is a double station.

The hydrants, streets, and water supply in Subareas 1 and 2 are adequate for firefighting and emergency medical response purposes.<sup>1</sup>

The three fire stations nearest to Study Area Subarea 3 would be the following:

1. Fire Station 5, located at 934 – 34<sup>th</sup> Street is west of Subareas 1 and 2 at the intersection of Market Street and 34<sup>th</sup> Street.
2. Fire Station 8, located at 1700 – 50<sup>th</sup> Street is east of Subarea 3 near the intersection with Telegraph Avenue. This would be the first station to respond to calls in Subarea 3; it is a double station.
3. Fire Station 19, located at 5776 Miles Avenue is east of Subarea 3 between College Avenue and Broadway.

The hydrants, streets, and water supply in Subarea 3 are adequate for firefighting and emergency medical response purposes.<sup>2</sup>

In 1998, a total of 48,028 responses to calls for assistance were made by the Fire Services Agency, of which 1,882 were for structure fires and 36,160 were for Code 3 medical emergencies. Oakland's citywide fire emergency response time goal is 5 minutes. The citywide response time average is 5 minutes and 32 seconds<sup>3</sup> Response times to Subareas 1 and 2 would be better than response times to Subarea 3 because several fire stations are closer to Subareas 1 and 2.<sup>4</sup>

The western side of Subarea 3 is adjacent to Emeryville. Oakland and Emeryville maintain a mutual aid agreement for back-up fire and emergency services as needed. Because Emeryville's Fire Department is much smaller than Oakland's, it is unlikely Emeryville would provide such assistance to Oakland.

### **Emergency Medical Response**

The Oakland Fire Services Agency provides the first response to critical medical emergencies (Code 3) in Oakland. Ambulance service within the City of Oakland is provided by American Medical Response through its contract with the Alameda County Health Care Services Agency for service to most cities within Alameda County. When a medical emergency is Code 2, i.e., non-critical, the Fire Services Agency leaves the response solely to American Medical Response.

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<sup>1</sup> Blueford, 1999.

<sup>2</sup> Blueford, 1999.

<sup>3</sup> Kelly, 1999; Blueford, 1999.

<sup>4</sup> Kelly, 1999.

## **Parks**

The City of Oakland's Office of Parks, Recreation and Cultural Affairs manages Oakland's parks and recreation centers. According to the City's Open Space, Conservation and Recreation Element (OSCAR), an estimated 3,073 acres of parklands are available within Oakland's city limits, providing an estimated 8.26 acres of parkland per 1,000 residents. Parks that "meet the active recreational needs of the community," (OSCAR, p. 4-9) or local-serving parks, provide an estimated 1.33 acres per 1,000 residents. North Oakland has an estimated 1.18 acres of local-serving parklands per 1,000 residents. OSCAR proposes a standard of 10 acres of parkland and 4 acres of local-serving parks per 1,000 residents.

Two parks are located completely or partially within the Broadway/MacArthur/San Pablo Redevelopment Project Subareas: Mosswood Park, located at the corner of Broadway and West MacArthur Boulevard; and Golden Gate Recreation Center, located at 1075 – 62<sup>nd</sup> Street, along San Pablo Avenue. These two parks currently serve almost all of the Broadway/MacArthur/San Pablo Redevelopment Project Subareas. The northern and southern portions of Redevelopment Subarea 3 are, however, currently outside the service area of a local City of Oakland park.

### ***Parks – Subareas 1 and 2***

The 11-acre Mosswood Park is classified as a "community park," defined by OSCAR as a park with a service radius of one-half mile in the flatlands. Mosswood contains lighted tennis courts, lighted basketball courts, a lighted softball field, a baseball field, a tot lot, a playground lawn, patio area, picnic areas, barbecue pits, horseshoe pits, and a recreation center, as well as limited off-street parking near the center. The park is also the site of the Moss Cottage, an historical landmark. The recreation center provides a variety of programs.

OSCAR makes specific recommendations for Mosswood Park that include updating or replacing the existing recreation center, improving security at the recreation center, and adding teen activities to the park's program. OSCAR also recommends using the park for community-oriented, rather than regionally-oriented, special events, to avoid overflow impacts on the neighborhood. OSCAR also recommends adding off-street parking near the recreation center, new restroom facilities, and removal or refurbishment of the old croquet building, the horseshoe courts, and concessions building.

Mosswood Park serves all of Subareas 1 and 2, with the exception of the area along Martin Luther King Jr. Way, between MacArthur Boulevard and 40<sup>th</sup> Street. Most of the area along Martin Luther King Jr. Way is identified by OSCAR as lying within the service area of a local park.

### ***Parks – Subarea 3***

The 3.70 acre Golden Gate Recreation Center and Park are together classified as a "neighborhood park," defined by OSCAR as a park with a service radius of one-fourth mile in the flatlands. Commonly referred to as the Golden Gate Recreation Center, the park contains two ballfields and

a small recreation center that offers arts and crafts programs. The Office of Parks, Recreation and Cultural Affairs is currently working to increase the number of park users, expand its program hours, and expand its programs to include older youth. Because of its proximity to Golden Gate Elementary School, the Center's programs target elementary school children.

OSCAR makes specific recommendations for Golden Gate Recreation Center, that include development of a master plan, relocating the recreation center to San Pablo Avenue where it would be more visible, lighting improvements, better signage, and other improvements to make the park more accessible.

Golden Gate Recreation Center serves the mid-portion of Subarea 3, leaving the northern and southern ends outside the service area of a local park. The southern border of Subarea 3 is located across the street from the Emery High School grounds, located in the City of Emeryville.

### **Police Protection Services**

The City of Oakland's Police Services Agency provides police protection services for the city. On June 11, 1996, the Oakland City Council adopted a resolution to establish and implement a community policing strategy in Oakland. As a result, the Police Services Agency is now structured to support Oakland's Community Policing strategy.

According to the California Attorney General's Office, community-oriented policing and problem-solving is "a philosophy, management style and organizational design that promotes police-community partnerships and proactive problem-solving strategies." The City is divided into three geographic areas, with a Captain of Police responsible for his or her area 24 hours a day, seven days a week. Each area is subdivided into six Districts, and Districts are subdivided into a total of 57 community policing beats of 5,000 to 7,000 residents. Each community policing beat has a dedicated Community Policing (CP) officer assigned to work with residents, businesses, schools, and other institutions to set priorities and develop strategies to improve public safety and reduce crime. All other police officers, including Patrol Officers, are also considered community policing officers, and each Division, Section, and Unit within the Agency is organized to support the community policing concept. All assignments, with the exception of some specialized units, are made and data is collected by area.

The Police Services Agency also employs Neighborhood Services Coordinators (NSCs) who are community liaisons and organizers. The NSCs actively work to help each community policing beat establish a Neighborhood Crime Prevention Council (NCPC), and work with the NCPC and the dedicated CP officer to address general and specific crime-related issues on the beat. Members of the NCPCs can include residents, merchants, employees, church members, school officials, and other members of the community who meet monthly to identify, prioritize and work out strategies to reduce crime in the beat, and monitor the effectiveness of their work.

The Police Services Agency is currently headquartered in an eight-story facility in Downtown Oakland, adjacent to a courthouse facility and jail. City staff is currently reviewing whether the Agency will remain in this location, which will require major seismic renovation, move to

another location on the periphery of the Downtown area, or reorganize to a decentralized model that includes substations (Lacer, 1999).

Area 1, District II is the North Oakland District, which consists of six beats and to which three NSCs are assigned. Redevelopment Subarea 1, most of Subarea 2, and Subarea 3 are within the North Oakland District.

#### ***Police Protection Services – Subarea 1***

Subarea 1 is located within three Community Policing Beats: Beat 8X covers most of Subarea 1, from 27<sup>th</sup> Street, north to the Mosswood Park area and the west side of Broadway to 40<sup>th</sup> Street. The east side of Broadway, from I-580 to 42<sup>nd</sup> Street, and including the Broadway-MacArthur Shopping Center, are within Beat 9X. The east side of Broadway, between 40<sup>th</sup> and 42<sup>nd</sup> Streets are within Beat 12X. The Uptown NCPC is active in Beat 8X. Beats 9X and 12 X also have active NCPCs. The predominate crime problem in Beat 8X involves stolen vehicles and car break-ins, particularly along Auto Row and in the Pill Hill areas (Lacer, 1999).

The development anticipated under the Broadway/MacArthur/San Pablo Redevelopment Plan for Subarea 1 should include secured parking facilities to avoid adding to the Police Services Agency's already heavy automobile crime workload (Lacer, 1999).

#### ***Police Protection Services – Subarea 2***

Subarea 2 is located mostly within Beat 8X. The frontage along Telegraph Avenue, between 40<sup>th</sup> and 42<sup>nd</sup> Streets is within Beat 12X. The frontage along Martin Luther King, Jr. Way, between MacArthur Boulevard and 40<sup>th</sup> Street, is within Beat 6X. The Uptown NCPC covers most of Subarea 2 (along with most of Subarea 1). Beats 12X has an active NCPC.

The development anticipated under the Broadway/MacArthur/San Pablo Redevelopment Plan for Subarea 2 would not add to the Police Services Agency workload (Lacer, 1999).

#### ***Police Protection Services – Subarea 3***

Subarea 3 is located within Beat 10X, where an active NCPC has been established. The predominate crime issues include robberies, stolen vehicles and drug-related crimes (Lacer, 1999). This area borders areas with a high level of drug-related crimes (Lacer, 1999).

The development and rehabilitation anticipated under the Broadway/MacArthur/San Pablo Redevelopment Plan for Subarea 3 would not add to the Police Services Agency workload (Lacer, 1999).

#### ***Schools***

The Oakland Unified School District (OUSD) operates Oakland's public school system<sup>5</sup>, and its boundaries coincide with the City of Oakland's city limits. OUSD includes 39 child care centers,

<sup>5</sup> An estimated 49 private schools operate within the City of Oakland. These private schools enroll an estimated 9,000 students, not all of whom are Oakland residents.

59 elementary schools, 15 junior high/middle schools,<sup>6</sup> 6 high schools, 3 permanent adult school sites, 6 alternative schools, and 4 special education schools.<sup>7</sup> The 1997 enrollment for kindergarten through 12<sup>th</sup> grade was 53,564 students, a 4 percent increase in ten years.<sup>8</sup> The proposed project is located within the OUSD boundaries.

As a result of the State Class Size Reduction Program (Assembly Bills 1777 and 1789), OUSD is working to reconfigure all of its schools in order to reduce classroom sizes, beginning with grades K through 3. In order to accommodate mandatory class size reductions at the elementary school level, elementary schools will consist of K through 5, middle schools will include grades 6 through 8, and high schools will include grades 9 through 12.

OUSD's elementary schools are currently estimated to be over capacity by more than 3,000 students. However students are not equally distributed throughout the District, and some elementary schools in the District are below capacity. Similarly, although collectively the middle schools and high schools are estimated to have surplus capacity, some middle schools, and Fremont High School are at capacity.

OUSD currently estimates that new privately-financed single family development would add 0.34 school-age children per unit, and that new privately-financed multi-family development would add 0.10 school-age children per unit. OUSD also currently estimates that subsidized private development would generate an average of 0.27 school-age children per unit and that public housing would generate an average of 1.12 school-age children per unit. OUSD does not estimate the distribution of students by potential grade level.

### ***Schools – Subarea 1***

Students living in Subarea 1 are within the Marcus Foster Elementary School (grades K through 5), Hoover Elementary School (grades K through 5), Westlake Middle School (grades 6 through 8) and Oakland Technical High School (grades 9 through 12) attendance areas.<sup>9</sup> Marcus Foster Elementary School is located at 2850 West Street, and its attendance area includes the portion of Subarea 1 that extends between 27<sup>th</sup> and 29<sup>th</sup> Streets. Foster recently converted from grades 5 through 8 in order to meet the area's need for elementary schools, and currently enrolls 408 students from West Oakland and Central Oakland. Hoover Elementary school is located at 890 Brockhurst Street in West Oakland, and its attendance area includes the portion of Subarea 1 that extends north of 29<sup>th</sup> Street to I-580. Hoover enrolls an estimated 524 students from the West Oakland and Chinatown/Central areas.

All of Subarea 1 is within the Westlake Middle School attendance area. Westlake Middle School, located at 2629 Harrison Street, provides grades 6 through 8, and enrolls an estimated 672 students from the Chinatown/Central, North Oakland, Lower Hills and North Hills areas. In

<sup>6</sup> Three elementary schools include grades K through 8: the Arts School, Henry J. Kaiser, Hillcrest and John Swett.

<sup>7</sup> A few schools share sites with other schools.

<sup>8</sup> Oakland also has an estimated 49 private or parochial schools within city limits that enroll over 9,000 students. A small undetermined number of students attend private schools outside the city limits.

<sup>9</sup> This analysis assumes that there are no residences along the east side of Broadway. Students living on the east side of Broadway would be within the Lakeview and Piedmont Elementary Schools attendance areas, and within the Westlake Middle School and Oakland Technical High School attendance areas.

addition, all of Subarea 1 is within the Oakland Technical High School attendance area. "Tech" is located at 4351 Broadway, provides grades 9 through 12, and enrolls an estimated 1,820 students from the Chinatown/Central Oakland, North Oakland, Lower Hills and North Hills areas.

New residential development in Subarea 1 could result in 500 new multifamily units, of which approximately 400 units or 80 percent could be privately-financed market-rate multi-family units, and approximately 100 units or 20 percent could be publicly subsidized privately-developed multi-family units. The proposed project could generate an estimated 152 additional school-age students.<sup>10</sup>

### *Schools – Subarea 2*

Students living in Subarea 2 are within the Longfellow Elementary School (grades K through 5), Emerson Elementary School (grades K through 5), Verdese Carter Middle School (grades 6 through 8), Westlake Middle School (grades 6 through 8), and Oakland Technical High School (grades 9 through 12) attendance areas. Longfellow Elementary School is located at 3877 Lusk Street, and its attendance area includes the portion of Subarea 2 west of Telegraph Avenue, between I-580 and 40<sup>th</sup> Street. Longfellow's enrollment is estimated at 427 students from West Oakland and North Oakland. Emerson Elementary School is located at 4803 Lawton Avenue, and its attendance area includes the remainder of Subarea 2, outside of the Longfellow attendance area. Emerson's enrollment is estimated at 417 students from North Oakland.

Subarea 2 is within two middle school attendance areas. Westlake Middle School (see *Schools – Subarea 1*, above) and Verdese Carter Middle School. Verdese Carter Middle School is located at 4521 Webster Street, and its attendance area roughly includes the portion of Subarea 2 along the northern side of MacArthur Boulevard and the areas above MacArthur Boulevard. Carter's enrollment is estimated at an estimated 427 students from North Oakland. All of Subarea 2's high school students are within the Oakland Technical High School attendance area (see *Schools – Subarea 1*, above).

New residential development in Subarea 1 could result in 150 new multifamily units, of which 120 units or 80 percent would be privately-financed market-rate multi-family units, and 100 units or 20 percent would be publicly subsidized multi-family units. The proposed project could conservatively generate an estimated 46 additional school-age students.<sup>11</sup>

<sup>10</sup> This calculation assumes 400 new market rate multi-family residential units that generate an estimated 0.10 students per unit: 400 units multiplied by 0.10 students per unit equals 40 students; plus a conservative estimate of 100 subsidized public housing units that generate as estimated 1.12 students per unit or 100 units multiplied by 1.12 students per unit equals 112 students. The total number of projected students is 112 plus 40 or 152. This calculation uses the student generation rate for public housing, for a conservative estimate, instead of the student generation rate for subsidized privately-developed housing, in order to estimate the very maximum number of students the project would generate. The project would be unlikely to include public housing.

<sup>11</sup> This calculation assumes 120 new market rate multi-family residential units that generate an estimated 0.10 students per unit: 120 units multiplied by 0.10 students per unit equals 12 students; plus a conservative estimate of 30 subsidized public housing units that generate as estimated 1.12 students per unit or 30 units multiplied by 1.12 students per unit equals 33.6 students. The total number of projected students is 12 plus 34 or 46. This calculation uses the student generation rate for public housing, for a conservative estimate, instead of the student generation rate for subsidized privately-developed housing, in order to estimate the very maximum number of students the project would generate. The project would be unlikely to include public housing.

### ***Schools – Subarea 3***

Students living in Subarea 3 are within the Santa Fe Elementary School (grades K through 5), Golden Gate Elementary School (grades K through 5), Verdese Carter Middle School (grades 6 through 8) and Oakland Technical High School (grades 9 through 12). Santa Fe Elementary School is located at 915 – 54<sup>th</sup> Street, and its attendance area includes the portion of Subarea 3 south of 54<sup>th</sup> Street on the west side of San Pablo Avenue, and south of 56<sup>th</sup> Street on the east side of San Pablo Avenue. Santa Fe enrolls an estimated 385 students from the North Oakland area. The remainder of Subarea 3 is located within the Golden Gate Elementary School attendance area. Golden Gate is located at 6200 San Pablo Avenue, and currently enrolls an estimated 378 students from the North Oakland area.

All of Subarea 3 is within the Verdese Carter Middle School (see *Schools – Subarea 2*, above) and Oakland Technical High School (see *Schools – Subarea 1*, above) attendance areas.

New residential development in Subarea 1 could result in 30 new infill residential units, of which 24 units or 80 percent would be privately-financed, market-rate and potentially single-family units, and 6 units or 20 percent would be publicly subsidized units. The proposed project could conservatively generate an estimated 15 additional school-age students.<sup>12</sup>

## ***PUBLIC UTILITIES***

### ***Wastewater***

The City of Oakland owns, operates and maintains a local sanitary sewer collection system. East Bay Municipal Utilities District (EBMUD) provides sanitary sewer treatment services to Oakland and the six other communities that comprise the EBMUD Special District No. 1 service area.

Oakland's sewer collection system covers approximately 39 square miles and includes 4.5 million linear feet of pipe. City sewer pipes range from 6 to 72 inches in diameter, with most lines pre-dating 1938, and with some parts of the system over 100 years old. Most of the system is gravity-fed, with approximately five pumping stations. Some areas of Oakland do not have sewer service. These areas consist primarily of former military bases, cemeteries, large parks, and some hillside areas. Over 90 percent of the customers are residential users.

EBMUD's Wastewater Treatment Plant is located southwest of the I-580/I-80 interchange. Wastewater is collected by 29 miles of interceptor lines, that move wastewater to the Treatment Plant. In 1997, the Plant had a dry weather capacity of 120 mgd, and an annual dry weather flow of approximately 80 mgd. The Plant is expanding its dry weather capacity to meet projected increases in demand in Oakland.

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<sup>12</sup> This calculation assumes 24 new market rate potentially single-family residential units that generate an estimated 0.34 students per unit: 24 units multiplied by 0.34 students per unit equals 8 students; plus a conservative estimate of 6 subsidized public housing units that generate an estimated 1.12 students per unit or 6 units multiplied by 1.12 students per unit equals 7 students. The total number of projected students is 8 plus 7 or 15. This calculation uses the student generation rate for public housing, for a conservative estimate, instead of the student generation rate for subsidized privately-developed housing, in order to estimate the very maximum number of students the project would generate. The project would be unlikely to include public housing.

A continuing problem has been inflow and infiltration of storm water into the EBMUD and Oakland's sewer lines, resulting in high flow levels and overflow of untreated wastewater. Most of the storm water enters sewer systems by infiltration (storm water that passes through the soil and into deteriorated sewer pipes). In 1987, with EBMUD as the lead agency, a 20-year program was initiated to improve wet weather flows and reduce the amount of inflow and infiltration throughout the EBMUD collection system. The Cities of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont are participants in this program. As a result, EBMUD Wet Weather Program includes design and construction of four new treatment plants, two storage basins, 7.5 miles of new interceptors, and expansion of the main Wastewater Treatment Plant to 760 mgd.

The City of Oakland has a 25-year inflow and infiltration collection maintenance and rehabilitation program to add capacity where needed, and to rehabilitate the existing system to eliminate overflows. This program anticipates a 20 percent growth rate throughout the City during the period of the program. The City's wastewater system is sized to accommodate the resulting increase in wastewater flows. The capacity of the system could be increased if growth were to exceed projections.

The City has also allocated in excess of \$7 million in the 1999-2000 budget for cyclical replacements not targeted to a specific area, and to preventative maintenance of the sewer system.

Subareas 1 and 2: Under the 25-year maintenance and rehabilitation program, a capacity problem was remedied in the area of Telegraph Avenue and 41<sup>st</sup> Street. No other capacity of rehabilitation work is anticipated under the program for these subareas.

Subarea 3: Under the 25-year maintenance and rehabilitation program, rehabilitation work was completed in 1991 along 61<sup>st</sup> Street, from San Pablo Avenue to Fremont Street. The proposed 1999-2004 Capital Improvement Program recommends improvements to sewers and storm drains in the area of Vallejo, 67<sup>th</sup> Street, Mable Street, San Pablo Avenue and 59<sup>th</sup> Street, beginning in 2002 through 2004, totaling an estimated \$2.2 million. The funds will be used to rehabilitate the sanitary sewer main lines throughout the area by sliplining, replacement or other method. Building sewer laterals between the main sewer and property lines will also be replaced and clean-outs installed to provide for future maintenance.

### **Storm Drainage**

The City of Oakland owns, operates, and maintains a 302-mile stormwater collection system that extends throughout the city, and includes an estimated 9,400 stormwater inlets and 5,850 manholes. Private improvements and natural waterways supplement the system. Alameda County Flood Control and Water Conservation District (ACFCWCD) collects and manages storm water from local municipal stormwater systems with an interlinked system that includes drainage channels, pipelines, culverts, flood control dams, erosion control devices, pumping stations, and tide gates. The ACFCWCD system was designed in the 1960's, and did not anticipate the level of development either in the Land Use and Transportation Element or some of the existing urbanized development. Lack of funding has limited the City's ability to improve and maintain

its stormwater collection system. As a result, some areas in Oakland have ongoing drainage problems, including standing water in areas near creeks, and/or inadequate, and poorly maintained storm drains.

See the discussion under *Wastewater*, above, for a description of stormwater infiltration of Oakland's and EBMUD's sewer systems.

## **Water**

East Bay Municipal Utility District (EBMUD), a publicly owned utility, supplies water to Oakland residents, and owns, operates, and maintains the water distribution system within the City of Oakland. The EBMUD service area covers an estimated 325 square miles, and serves an estimated 1.2 million people. Oakland comprises slightly less than one-third of the District's customers. Approximately 95 percent of the water supply originates from the melting snow pack of the Sierra Nevada and is stored in reservoirs in the Sierra foothills. EBMUD has water rights to 325 million gallons per day, although the supply may be curtailed during drought conditions. Untreated water from local and Sierra reservoirs is transported to the Orinda Filter Plant, where it is chlorinated and piped to covered reservoirs or storage tanks, at in East Oakland. EBMUD supplied approximately 40 million gallons per day (gpd) to Oakland in 1996, or about 20 percent of the water delivered within the service area.

In 1994, EBMUD adopted a comprehensive Water Conservation Master Plan in 1994 that uses free water audits, rebates and other incentives, regulations, education, and support activities to reduce water consumption. The agency's goal is to reduce consumption by 33 mgd in 2020.

Assuming water conservation efforts are successful, EBMUD projects a service area demand for 250 mgd by the year 2020, assuming no drought and average annual growth of 0.4 percent. EBMUD does not currently have the capacity to meet this demand. According to EBMUD's Urban Water Management Plan, as much as 131 mgd of additional supply will be needed during the next 25 years. Most of the anticipated growth is in the eastern part of the service area. Assembly Bill 2673 (1994) assures that water service to Oakland will not be compromised as a result of growth in the outlying parts of the service area. The Bill specifies that the highest degree of water service must be provided to existing customers within the service area. The second highest degree goes to new development within the existing service area.

## **Solid Waste**

Non-hazardous waste in the City of Oakland is collected by Waste Management, Inc., currently under contract with the City of Oakland. Trucks owned by Waste Management, Inc. provide curbside pickup for residential, commercial and industrial non-hazardous waste, and transport it to Waste Management's Davis Street Transfer Station in the City of San Leandro. The company currently transports approximately 389,500 tons of solid waste per year, or an estimated 1,490 tons per day, in Oakland (McDonald, 1999).

Transfer trucks haul waste to the Altamont Landfill and Resource Facility (ALRRF), also owned by Waste Management, Inc. and located approximately 35 miles east of Oakland, near Livermore.

At the end of 1996, the Landfill had 13,970,000 tons capacity, sufficient to satisfy anticipated demand for ten years. The company is currently in negotiations to expand the capacity of Altamont Landfill. If approved, the Altamont Landfill would provide sufficient capacity to serve existing users through approximately 2050.

Construction and demolition debris in Oakland is generally hauled by contractors and local construction companies to either asphalt and concrete recycling facilities in the East Bay, or the Vasco Road Landfill, also located near Livermore. Unless expanded, the Vasco Road Landfill, owned by Browning-Ferris Industries ("BFI," recently acquired by Allied Waste Industries, Inc.), is projected to close in 2015.

Regulated medical waste in Oakland is transported by three companies permitted by the California Department of Health Services: BFI, IES and Stericycle. Hospitals and medical facilities contract directly with these companies to dispose of red-bagged medical waste and waste that must, by state law, be incinerated. Trucks are dispatched by BFI from its Livermore Transfer Station for routes in Oakland, one of BFI's largest areas, and transported back to Livermore. Red-bagged medical waste is then transported to BFI's Fresno facility where it is autoclaved and dumped into BFI's Fresno landfill. This landfill is used exclusively for medical waste and has an estimated life of 23 years. Red-bagged waste is transported by truck to BFI's Salt Lake City facility for incineration. IES incinerates all of its waste and therefore does not use a landfill. Hazardous wastes such as laboratory solvents and chemicals, anesthesia, chemotherapy supplies, etc., are managed under a program administered by the City of Oakland's Fire Services Agency, and several companies have permits to haul hazardous waste. General refuse constitutes the largest percentage of a hospital's medical waste, with estimates ranging from 85 percent to over 90 percent.

In 1989, the California legislature enacted the California Integrated Waste Management Act (AB 939) requiring all cities and counties in California to divert 50 percent of their solid waste from landfills by the end of 2000. This act further required every city and county in California to prepare a Source Reduction and Recycling Element (SRRE), a report describing (1) the chief characteristics of each jurisdiction's waste, (2) existing waste diversion programs and rates of waste diversion, and (3) the new or expanded programs the jurisdiction intends to implement to achieve the mandated rates of diversion. Waste diversion rates in the City of Oakland have increased from approximately 11 percent in 1990 to 39 percent in 1997.

To further encourage waste diversion, the SRRE for the City of Oakland requires proposed development projects to undergo, as part of the required environmental review, assessment of project impacts on the City's ability to achieve the mandated 50 percent waste diversion rates. Projects that would have an adverse effect on the City's waste diversion goals are required to include waste diversion mitigation measures to assist in reducing these impacts to less than significant levels.

California Waste Solutions, located at 1820 – 10<sup>th</sup> Street in the City of Oakland, provides curbside recycling to residences in the Redevelopment Subareas. Commercial and industrial recycling pickup services are provided by Waste Management, Inc.

## ***GAS AND ELECTRICITY***

Pacific Gas and Electricity Company (PG&E) operates and maintains electrical and natural gas service to the City of Oakland. PG&E owns the gas and electrical utility lines in Oakland. As of March 31, 1998, customers have been able to choose an alternate electric supplier.

PG&E's electrical power originates from a variety of sources that include fossil fuel burning facilities, power purchased from other utility companies, nuclear facilities, wind farms and geothermal power plants. Power is carried to customers through a grid of high voltage transmission lines; substations then convert the power to lower voltages for residential, commercial and industrial users. Most of Oakland's distribution and transmission lines are overhead.

PG&E's natural gas supply in Oakland is piped underground from a variety of sources that include sources in California, the Southwest, the Rocky Mountains, and Canada, and distributed via underground piping throughout Oakland.

## **IMPACTS AND MITIGATION MEASURES**

### ***APPROACH TO ANALYSIS***

This section discusses how the proposed Broadway/MacArthur/San Pablo Redevelopment Plan may impact public services and utilities in the Redevelopment Plan Subareas. Because specific details of the Redevelopment Plan's projects are unspecified at this time, the discussion focuses on the overall impact of the project as proposed.

### ***SIGNIFICANCE CRITERIA***

A project would normally be considered to have a significant effect on the environment if it would:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire protection, police protection, schools, parks or other public facilities.
- Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board.
- Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.
- Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.
- Result in insufficient water supplies available to serve the project from existing entitlements and resources, or if new or expanded entitlements are needed.

- Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments.
- Be served by a landfill with insufficient permitted capacity to accommodate the project's solid waste disposal needs.
- Fail to comply with federal, state and local statutes and regulations related to solid waste.

### **OPERATIONAL IMPACTS**

**Impact E.1: The project could result in an incremental increase in calls for City of Oakland fire protection services. This would be a less than significant impact but implementation of the mitigation measure included below would be desirable.**

Operation of the project could increase the demand for fire protection services by the Oakland Fire Services Agency due to increased population and increased size or number of structures. Accordingly, the project could result in an increase in the number of calls for service requiring dispatch of a vehicle and Fire Services Agency personnel to the project (referred to as additional runs). However, increases in the demand for fire protection services based on increased population and size or number of structures would be offset by improved fire safety for structures as they are brought up to existing building code standards by rehabilitation or new construction. Increased fire safety could be achieved by the following mitigation measure.

**Mitigation Measure E.1: The proponent of each specific project should include fire protection systems such as fire sprinklers and automatic fire alarm systems in projects even when not required by the applicable building code, if deemed appropriate or necessary by the Oakland Fire Services Agency, on a case-by-case basis.**

The Oakland Fire Services Agency recommends that built-in fire protection systems be included in rehabilitation and new construction projects to reduce increased demand for fire protection that might result from the project.

**Significance after Mitigation:** Less than Significant.

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**Impact E.2: The project could result in an incremental increase in ambulance service calls in the project area. However, project operations would not require substantial changes in ambulance provider staffing or equipment. This would therefore be a less than significant impact.**

American Medical Response, the ambulance service provider, states that the project would not significantly affect their ability to maintain adequate emergency ambulance service to the project site and the cities of Emeryville and Oakland (Madison, 1999).

**Mitigation:** None required.

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**Impact E.3: The proposed project would increase the number of potential users of Mosswood Park and the Golden Gate Recreation Center. This would be a less than significant impact.**

The proposed project would result in the addition of an estimated 198 potential Mosswood Park school-age park users in Subareas 1 and 2, and an estimated 15 potential Golden Gate Recreation Center school-age park users in Subarea 3. The Redevelopment Plan could generate an estimated 213 school-age youth.

Defined as a neighborhood park under OSCAR, Golden Gate Recreation Center has a service radius of one-quarter mile. An elementary school, a variety of businesses, and the residential area west of San Pablo Avenue, between Stanford Avenue and 65<sup>th</sup> Street, are located within the park's service area. The area south of Stanford Avenue is a mixture of residential, commercial and industrial uses, and is within one-quarter mile of Emery High School in the City of Emeryville, although it is not served by an Oakland park. Although most potential in-fill sites would be north of Stanford Avenue, some potential sites are located south of Stanford Avenue. The area north of 65<sup>th</sup> Street is primarily industrial. Even if this area included some housing, because of its potential for mixed uses that include compatible light industrial use, this area would be expected to provide very few park users. The Recreation Center is in the process of expanding its programs, and is therefore seeking additional users. The addition of school-aged residents in the area would not adversely impact the Recreation Center, although it could result in some potential users being more than one-quarter mile away from the park.

Because some Subarea 3 residents are already more than one-quarter mile from the park, the addition of potential users located outside Golden Gate Recreation Center's service area would be a less than significant impact.

Defined as a community park under OSCAR, Mosswood Park has a service area of one-half mile. Although the OSCAR appears to include most of Subareas 1 and 2 within the Mosswood Park service area, most of the residential development proposed for Subareas 1 and 2 would be at the very outer edge of the service area, at a distance too far for youth to travel, and therefore Mosswood Park would not be impacted by the proposed development.

**Mitigation:** None required.

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**Impact E.4: The proposed project could result in a lack of adequate open space and recreational opportunities for residents of new housing developments. This is a potentially significant impact.**

The proposed project could result in a lack of adequate open space for new residents of new housing developments. Existing parks and open space areas could be located too far away for youth to conveniently access, particularly for any development proposed in Subarea 1 along Telegraph Avenue, or at the MacArthur BART Station.

**Mitigation Measure E.4: Residential developments constructed as a part of this Redevelopment Plan must provide the minimum open space required by the Zoning Regulations, with no variances, conditional use permits, or planned unit development applications granted by the City that would reduce the required open space. All residential developments of ten units or more must, in consultation with City staff, provide secure recreational areas and a grassy open space that can be used by residents.**

**Significance after Mitigation:** Less than Significant.

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**Impact E.5: The proposed project could cause an increase in automobile-related crimes in Subarea 1, overloading the staff of the Oakland Police Services Agency. This would be a less than significant impact.**

The Broadway/MacArthur/San Pablo Redevelopment Plan proposes construction of as many as 500 residential units in Subarea 1 along the Telegraph Avenue corridor. Police Services Agency staff states that the predominate crime problem in Beat 8X is automobile-related crime, including theft and break-ins (Lacer, 1999). Any additional cars in the area should be placed in secure parking facilities, or an already overloaded Police Services Agency may be inundated, and unable to respond effectively. However, under CEQA, the overloading of police protection service providers is only considered a significant impact if a new facility is required, and construction of the facility would cause a significant impact. At this time there is no indication that a new facility would be required in order to respond effectively to a potential increase in criminal activity.

**Mitigation:** None required.

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**Impact E.6: The project could add an estimated 213 students to the Oakland Unified School District schools. This would be a less than significant impact.**

Senate Bill (SB) 50, enacted in February, 1999, now prohibits local agencies, such as the City of Oakland, from denying land use approvals on the basis that school facilities are inadequate. (SB 50 implements Proposition 1A, approved by voters on November 4, 1998, and preempts existing city fees.) This new legislation establishes base school impact mitigation fees – Level One fees – for residential construction of at least \$1.93 per square foot. A school district may impose Level

Two fees if the school district meets certain criteria, such as preparation and adoption of a five-year school facilities needs analysis.

As a result of SB 50, the Oakland Unified School District could expect to impact mitigation fees to assist with providing space for the new students. In addition, the Redevelopment Plan could make funds available for public facilities.

**Mitigation:** None required.

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### ***CUMULATIVE IMPACTS AND MITIGATION***

**Impact E.7: Together with other existing and reasonably foreseeable future development in the vicinity in Oakland, the project would contribute to a cumulative demand for increased fire protection services. This could lead to potentially significant impacts that would be mitigated to a less than significant levels through individual project planning, design, and approvals. This would be a potentially significant impact.**

The project, together with other reasonably foreseeable future growth and development in Oakland, would contribute to future demand for increased fire protection services. These cumulative demands upon urban services could be collectively substantial and could constitute a significant impact. However, cumulative impacts to Oakland fire services are addressed by policies in the recently adopted Land Use and Transportation Element of the *Oakland General Plan* and by mitigation measures identified in the Environmental Impact Report prepared for the Element (*Oakland General Plan Land Use and Transportation Element EIR*, 1998). Such policies and mitigation measures are intended to ensure that there would not be unmitigated significant cumulative public service impacts, primarily by expanding fire protection services commensurate with growth and by assessing the needs for such services as individual projects are proposed. Adopted mitigation measures require Fire Services Agency input on major new development proposals to ensure that service impacts are addressed and mitigated during project planning, design, and approval.

**Mitigation Measure E.7: Cumulative demand for fire protection services in Oakland would be mitigated to less-than-significant levels through individual project planning, design, and approvals, and, if necessary, through the expansion of fire protection services through the use of tax increment funds to accommodate growth.**

**Significance after Mitigation:** Less than Significant.

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# CHAPTER 5

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## ALTERNATIVES

### A. OVERVIEW

In accordance with CEQA and the *CEQA Guidelines* (Section 15126.6(a)), an EIR must describe a range of reasonable alternatives to the project, or to the location of the project, that would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the project. The EIR must also evaluate the comparative merits of the alternatives. The range of alternatives required in an EIR is governed by the “rule of reason” that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice.

This chapter addresses several alternatives to the project, describes the rationale for including them in the EIR, discusses the environmental impacts associated with each alternative, compares the relative impacts of each alternative to those of the project and each of the other alternatives, and discusses the relationship of each alternative to the project objectives.

### B. FACTORS IN SELECTION OF ALTERNATIVES

The *CEQA Guidelines* suggest, but do not explicitly require, that an EIR should briefly describe the rationale for selecting the alternatives to be discussed, identify any alternatives that were considered by the lead agency but were rejected as infeasible, and briefly explain the reasons underlying the lead agency’s determination [*CEQA Guidelines*, Section 15126.6(c)].

The alternatives addressed in this EIR were selected in consideration of one or more of the following factors:

- the extent to which the alternative would accomplish most of the basic objectives of the project (see “Project Objectives” below);
- the extent to which the alternative would avoid or lessen any of the identified significant environmental effects of the project;
- the feasibility of the alternative, taking into account site suitability, economic viability, availability of infrastructure, general plan consistency, and consistency with other applicable plans and regulatory limitations;
- the appropriateness of the alternative in contributing to a “reasonable range” of alternatives necessary to permit a reasoned choice; and

- the requirement of the CEQA *Guidelines* to consider a “no project” alternative and to identify an “environmentally superior” alternative in addition to the no-project alternative [CEQA *Guidelines*, Section 15126.6(e)].

The Project Objectives, as set forth in the proposed Redevelopment Plan, are as follows:

1. To upgrade the Redevelopment Plan area’s overall physical and economic climate.
2. To retain existing businesses and attract new businesses to the area, based on the comparative strengths in each of the subareas, as well as long-term economic trends.
3. To increase job opportunities in the commercial areas.
4. To expand the City’s tax base.
5. To upgrade existing housing and increase the City’s supply of low- and moderate-income housing.
6. To strengthen the Broadway Auto Row as a regional retail center.
7. To develop mixed-use commercial and residential development centered around the MacArthur BART Station.
8. To revitalize the commercial corridors along telegraph Avenue, MacArthur Boulevard, and San Pablo Avenue, as well as improve the physical appearance of the surrounding neighborhoods.
9. To allow diverse land uses in the area to grow in a way that: (1) preserves the location of compatible uses next to each other, and (2) minimizes potential conflicts among different uses.
10. To improve transportation access to retail and commercial areas.
11. To improve the public image of the major retail and commercial corridors within the area.
12. To reduce crime and improve automobile and pedestrian safety within the Redevelopment Project area.

### C. ALTERNATIVES SELECTED FOR CONSIDERATION

The purpose of this section is to describe a range of reasonable alternatives to the project and evaluate the comparative merits of the alternatives Pursuant to CEQA, the discussion includes the specific alternative of “no project”, and identification of feasible alternatives capable of avoiding one or more significant adverse environmental effects or reducing them to a level of insignificance. This section also identifies the “environmentally superior alternative” as prescribed by CEQA.

According to the CEQA guidelines, the range of alternatives required is governed by the “rule of reason” that requires the EIR to set forth only those feasible alternatives necessary to permit an informed and reasoned choice by the decision-making body and informed public participation.

The EIR is required to discuss only feasible alternatives, that is, alternatives that could feasibly attain most of the project's basic objectives. Statutes and regulations governing CEQA generally define "feasible" to mean an alternative which is capable of being accomplished in successful manner within a reasonable period of time, taking into account economic, environmental, social, technological and legal factors. Factors generally taken into account in determining whether an alternative is feasible also include, but are not limited to, site suitability, economic viability, availability of infrastructure, General Plan consistency, other plans or regulatory limitations, jurisdictional boundaries, and an ability to acquire, control or access an alternative site. While the EIR must discuss alternatives that may feasibly attain most of the project's basic objectives, the Lead Agency may ultimately reject any alternatives deemed to be infeasible based on factors such as those listed above.

In view of the factors presented above, the following alternatives were selected to be addressed in this EIR:

1. No Project Alternative;
2. Reduced Project Alternative; and
3. Specific Plan Alternative.

#### **D. ALTERNATIVES CONSIDERED BUT DETERMINED TO BE INFEASIBLE OR UNSUITABLE**

The No Project Alternative reviews the potential development within the Redevelopment Plan area if the redevelopment Plan is not adopted. A "no development" alternative was considered, which would analyze environmental impacts if there were no development as proposed in the Redevelopment Plan. This is not a practical alternative, both because some development will occur under existing City zoning, and such an alternative fails to satisfy any of the sponsor's objectives.

Consideration was also given to analysis of various development scenarios in which more or less intense development under the Redevelopment Plan occurred. A related effort would be to consider possible alternatives to the Redevelopment Plan itself. These efforts were deemed too speculative, especially because the Redevelopment Plan itself is intended to create general guidelines for development, as well as a financing mechanism to support community improvement efforts.

#### **E. ALTERNATIVE 1: NO-PROJECT ALTERNATIVE**

Under this alternative, the proposed Redevelopment Plan would not be adopted. The subareas proposed would remain subject to the applicable regulations adopted and in force in the City of Oakland. These include the General Plan and the Land Use, Conservation and Open Space Element (the OSCAR Element).

The discussion of Land Use (see Chapter 4, A) concluded that the proposed Redevelopment Plan was consistent with the Land Use and Transportation Element of the General Plan. The redevelopment Plan, therefore, was one version of the manner in which the three subareas within the Redevelopment Plan might be developed.

The No Project Alternative provides an opportunity to identify another version. Given the legal requirement that proposed projects be consistent with the General Plan, the No Project Alternative could conceivably result in development similar to that proposed in the Redevelopment Plan. If this were to occur, the impacts identified in the various sections of this EIR would be generated, with environmental consequences similar to those identified in the discussion. In this case, the No Project Alternative could result in a situation similar to that presented by project approval.

The Redevelopment Plan was proposed as a means of generating beneficial economic activity in an area of the City of Oakland that is blighted. Given this basis for proposing the redevelopment Plan, it is not unreasonable to assume, for purposes of this Alternative, that the present economic conditions would continue. The various impacts identified in this EIR as resulting from the development proposed would be either minimized or avoided. Impacts on local roadways, for example, would probably be avoided.

Economic conditions do not usually lead to environmental impacts. In some areas, however, cognizance may be taken of the practical effect of maintaining the status quo. Visual resources, for example, are a proper subject of environmental review. The No Project Alternative, by continuing a status quo that results in poor maintenance of buildings and grounds, vacant storefronts, and deficient housing stock, may appropriately be viewed as having an adverse impact on visual resources in the community, and therefore a less desirable alternative than the proposed project. The No Project Alternative would eliminate the potential use of tax increment funds that could be used in a variety of ways, including preservation of historic resources, roadway improvements and mitigation of soil contamination, and would not allow a coordinated and comprehensive effort at remediating blight.

## **F. ALTERNATIVE 2: REDUCED PROJECT ALTERNATIVE**

Under this alternative, the Redevelopment Plan would be approved, but development under the Plan would proceed at a less intensive pace. The unique features of redevelopment financing would be available to the Redevelopment Agency, but the specific development undertaken would be less intensive than now proposed.

There are various ways in which the intensity of development could be lessened, but the most reasonable alternative appears to be in the area of housing. The Redevelopment Plan proposes that in-fill housing be developed in several areas. One proposal calls for transit-oriented development (a transit village) at the MacArthur BART Station (Subarea 2). In addition, the proposed Plan would encourage in-fill development of residential uses along Telegraph Avenue (between 27<sup>th</sup> and 33<sup>rd</sup>; Subarea 1), in the area west of the MacArthur BART Station (Subarea 2), and in the San Pablo Avenue area (Subarea 3). As noted in the Noise section of this EIR, long-

term noise measurements collected in the Plan Area indicate that noise levels currently exceed 70 dBA (CNEL) along Telegraph Avenue and in the MacArthur BART station parking lot. Short-term measurements taken one block from San Pablo Avenue and on Martin Luther King Jr. Way indicate daytime noise levels of 60 dBA and 65 dBA (Leq), respectively.

The level of noise in some areas of the Redevelopment Project area provide constraints for housing. While insulation can be utilized to minimize indoor noise, the viability of housing depends in part on the ability of residents to utilize community and neighborhood services. Locating housing in an area with high noise levels can adversely affect enjoyment, economic benefit, and in some case the visual design of the residential structure.

The Reduced Project Alternative, therefore, would consist of the Redevelopment Plan as submitted, with the exception of the housing component. As a result, this Alternative would eliminate the proposed development of approximately 700 new residential units: 500 units in Subarea 1 along Telegraph Avenue, between 27<sup>th</sup> and 33<sup>rd</sup> Streets; 180 units in Subarea 2 consisting of infill housing along Martin Luther King, Jr. Way and 150 units at the MacArthur BART Station; and 30 units of infill housing in Subarea 3 along San Pablo Avenue and the vicinity. This alternative would restrict housing to in-fill areas in which housing is clearly compatible with surrounding uses, such as environs in which noise levels would not exceed 70 dBA (CNEL). This approach could lessen potential traffic and impacts to air quality.

However, under this alternative, opportunities for land assembly would be restricted to core neighborhood areas along smaller neighborhood streets, where development could be constrained by existing lower density zoning, potential conflicts with General Plan land use designations that would disallow mixed use development, low street capacity, poor access to public transportation and other development constraints. Strictly commercial and retail development would result in the presence of workers in the area during business hours, and few or no persons outside of business hours. The City would not meet its goals to reduce crime and improve safety with a twenty-four hour residential and commercial presence along major thoroughfares and at the MacArthur BART Station, nor would it be able to upgrade existing housing and increase the City's supply of low- and moderate-income housing. Potential tax increment would likely not be sufficient to be used for preservation of historic resources, roadway improvements or for remediation of soil contamination. As a result, although the economic tools of redevelopment would be available to the community, the potential tax increment revenue would be far less than anticipated, and would not allow the City to meet most of its Redevelopment Plan goals.

## **G. ALTERNATIVE 3: SPECIFIC PLAN ALTERNATIVE**

Under this alternative, instead of a redevelopment plan, the City would approve a specific plan for each subarea. Under California law, a specific plan is used for the systematic implementation of the general plan in a defined area. A specific plan can elaborate upon the more general policies of the General Plan; and in other cases a specific plan can impose additional limitations on land use and development. Depending on how the specific plan is written, a City can exact development impact fees and exactions for development within a specific plan area. This

alternative would encourage private development of underutilized areas, but would probably occur at a much slower rate than if development were sponsored by a public redevelopment agency.

While redevelopment areas can be designated within a specific plan area, these areas would be smaller than those proposed under the project, and would reduce the effectiveness of comprehensive, coordinated and well-integrated strategies, while also potentially reducing the number of development opportunities and tax increment revenue available. Smaller redevelopment areas could increase potential land use conflicts for surrounding areas, and increase the isolation of the area from surrounding areas.

With smaller redevelopment areas, the Specific Plan Alternative could result in less development, and as a result, less traffic and related emissions, fewer noise-related impacts, and fewer impacts on public services and utility systems. However, with potentially smaller redevelopment areas located within the specific plan area, potential tax revenues would be less, resulting in fewer funds available for a variety of improvements, including preservation of historic resources, remediation of soil contamination, and roadway improvements. As a result, under this alternative, the City would likely not meet its goals of creating development opportunities by assembling large land parcels, ultimately expanding the City's tax base, developing mixed-use commercial and residential uses at the MacArthur BART Station and along major arterials, improving access to public transit, and improving the public image of major retail and commercial corridors in the subareas.

## **H. ENVIRONMENTALLY SUPERIOR ALTERNATIVE**

The No Project Alternative would avoid the environmental impacts of the proposed project. The continued economic dislocation, however, could result in adverse environmental impacts, as noted in the discussion above. Development would, moreover, be permitted consistent with applicable zoning and the provisions of the General Plan.

The Reduced Project Alternative would continue to meet the project proponent's objectives, while minimizing exposure of residential units to excessive noise levels, avoiding or lessening traffic and related air emissions. The benefits of protecting sensitive receptors from excessive noise, traffic and related air emissions achieve substantial environmental benefits. For that reason, the Reduced Project Alternative is the environmentally superior alternative. However, this Alternative, like the No Project Alternative, does not meet the project sponsor's objectives, which include:

- Upgrading and increasing Oakland's housing supply;
- Creating the MacArthur BART transit village, which includes a residential component and would provide a direct link to public transit;
- Improving the economic vitality of Oakland's arterials and community commercial areas through mixed use development;

- Upgrading the physical and economic climate with new and rehabilitated housing development.

# CHAPTER 6

## IMPACT OVERVIEW

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### A. INTRODUCTION

This section summarizes the findings with respect to significant unavoidable environmental impacts, cumulative impacts, growth-inducing impacts of the proposed project, and impacts found to be not significant.

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify environmental impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter 4.

With the implementation of the mitigation measures identified in Chapter 4, all potentially significant impacts would be reduced to a less-than-significant level.

### B. CUMULATIVE IMPACTS

CEQA defines cumulative impacts as two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts. The cumulative analysis is intended to describe the “incremental impact of the project when added to other, closely related past, present, or reasonably foreseeable probable future projects” and can result from “individually minor but collectively significant projects taking place over a period of time (*Guidelines* Sec. 15355).

Cumulative impacts that may occur as a result of the project are discussed in the appropriate topical issue sections of this report. None of these cumulative impacts are considered significant and unavoidable.

Because the exact nature of development proposed under the Redevelopment Plan is not certain, precise analysis of cumulative impacts, particularly on the adjacent municipalities of Emeryville and Berkeley, is difficult. Mitigation Measures A.5a and A.5b would lessen any cumulative impacts of the project on the adjacent jurisdictions to a less than significant level.

### C. GROWTH INDUCING IMPACTS

In general, a project would be considered growth-inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were

not approved and implemented. The Broadway/MacArthur/San Pablo Redevelopment Plan could encourage employment growth as a result of the enhanced development environment provided by the implementation of the Redevelopment Plan, including planning and development, other infrastructure and public improvements, Redevelopment Agency assistance with land assembly, and catalyst site-development incentives. Employment opportunities resulting from development under the Redevelopment Plan are expected to be filled by persons who already reside in the region, either to supplement other household income or as primary, full-time employment.

The land uses assumed for evaluation of the proposed Broadway/MacArthur/San Pablo Redevelopment Plan could increase housing in Oakland by an estimated 700 housing units. Additional households are not expected to be attracted to the region or to nearby cities by the employment opportunities afforded by development under the Redevelopment Plan. The 700 new housing units is anticipated to serve unmet demand and future projections for housing demand within Oakland, based on existing population projections. The Redevelopment Plan would therefore not significantly affect housing market conditions, since it would not induce significant growth in the number of households or population, or significantly affect the residential choices of households. The Redevelopment Plan does not propose to displace any households or business activities that would then be forced to relocate elsewhere, thus inducing off-site growth.

The project would be served by utility infrastructure that is already in place. The project would not require significant extensions or expansions of infrastructure or service capacities that would be likely to contribute to growth that would not otherwise occur without the project.

The project would not be expected to induce regional or local growth, and would therefore have a less than significant growth-inducing effect.

#### **D. IMPACTS FOUND TO BE NOT SIGNIFICANT**

The Initial Study for the project discussed various issues not discussed in detail in the EIR, and is attached as Appendix A. Mitigation measures identified in the Initial Study should be imposed as conditions of approval for the project if the project is approved.

# CHAPTER 7

## REPORT PREPARERS, AND PERSONS AND ORGANIZATIONS CONSULTED

---

### A. REPORT PREPARATION

This EIR has been prepared by:

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Claudia Cappio, Manager of Major Projects

In cooperation with:

Oakland Redevelopment Agency  
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CONTACT: Janice Lang, Redevelopment Project Manager

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(510) 839-5066

Karl Heisler and Marty Abell, Project Directors  
Deborah Kirtman, Project Manager, *Land Use, Utilities and Public Services*  
Lezley Buford, AICP, Past Project Manager, *Project Description, Alternatives, Summary, Impact Overview*  
Laurie H. Glass, *Utilities and Public Services*

#### ESA Production Staff:

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Anthony Padilla (reproduction coordinator)  
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Robinson, Ernest, Deputy Fire Chief, Oakland Fire Services Agency

Ryugo, Jim, Area Director, City of Oakland Office of Parks, Recreation and Cultural Affairs

# **APPENDIX A**

## **NOTICE OF PREPARATION AND INITIAL STUDY**

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Gray Davis  
GOVERNOR

## STATE OF CALIFORNIA

## Governor's Office of Planning and Research

1400 TENTH STREET SACRAMENTO, CALIFORNIA 95812-3044  
916-322-2318 FAX 916-322-3785 www.opr.ca.gov



Loretta Lynch  
DIRECTOR

## Notice of Preparation

May 19, 1999

To: Reviewing Agencies

Re: Broadway-MacArthur Redevelopment Plan  
SCH# 99052061

Attached for your review and comment is the Notice of Preparation (NOP) for the Broadway-MacArthur Redevelopment Plan draft Environmental Impact Report (EIR).

Responsible agencies must transmit their comments on the scope and content of the NOP, focusing on specific information related to their own statutory responsibility, within 30 days of receipt of the NOP from the Lead Agency. This is a courtesy notice provided by the State Clearinghouse with a reminder for you to comment in a timely manner. We encourage other agencies to also respond to this notice and express their concerns early in the environmental review process.

Please direct your comments to:

Pamela Kershaw  
City of Oakland  
250 Frank H. Ogawa Plaza  
Suite 3330  
Oakland, CA 94612-2032

with a copy to the State Clearinghouse in the Office of Planning and Research. Please refer to the SCH number noted above in all correspondence concerning this project.

If you have any questions about the environmental document review process, please call the State Clearinghouse at (916) 445-0613.

Sincerely,

Mosie Boyd  
Project Analyst, State Clearinghouse

Attachments  
cc: Lead Agency

S = sent by lead agency  
X = sent by SCH

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- ☐ Central Valley Region (5)  
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- ☐ Santa Ana Region (8)  
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619/467-2952 Fax 619/571-6972
- ☐ Other:

City of Oakland  
File No. ER xx  
Ref. No.

INITIAL STUDY AND ENVIRONMENTAL REVIEW CHECKLIST  
California Environmental Quality Act (CEQA)

- I. PROJECT PROPONENT: City of Oakland Redevelopment Agency
- II. PROJECT NAME: Broadway/MacArthur Redevelopment Plan
- III. PROJECT ADDRESS AND LOCATION:

The project site includes the following three subareas within Oakland, as indicated on the attached map:  
(1) Broadway Auto Row; (2) MacArthur BART; (3) San Pablo Avenue/Golden Gate neighborhood.

- IV. LEAD AGENCY: City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

Agency Contact: Pamela Kershaw, Planner IV Telephone No. (510) 238-2229

V. ENVIRONMENTAL DETERMINATION:

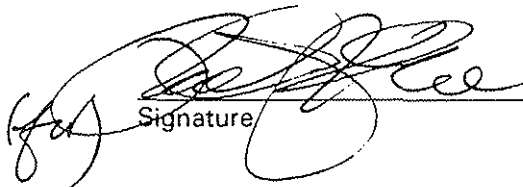
On the basis of this initial environmental evaluation:

☐ I find that the proposed project *could not* have a significant effect on the environment, and a Negative Declaration will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the attached *mitigation measures* have been incorporated into the project. Therefore, a **Mitigated Negative Declaration** will be prepared.

☒ I find that the proposed project *may* have a significant effect on the environment, and an **Environmental Impact Report (EIR)** is required to assess the effects on the environment.

LESLIE GOULD  
Environmental Review Officer

  
Signature

3/9/99  
Date

## VI. DESCRIPTION OF THE PROJECT:

The proposed project entails the establishment of the proposed Broadway/MacArthur Redevelopment Project Area within Oakland, California. On October 21, 1997 the Oakland City Council approved the final boundaries of a Broadway/MacArthur Redevelopment Survey Area, which includes Broadway Auto Row, the MacArthur BART station and environs, and the San Pablo/Golden Gate neighborhood. The area at large suffers from various blighting conditions such as vacant and underutilized properties, traffic circulation problems, flagging private investment and high crime rates. Staff was directed by the Council to begin the redevelopment plan adoption process to determine if redevelopment, as defined by California Community Redevelopment Law, is feasible and appropriate for the area.

The total survey area comprises about 442 acres of land, and is made up of three distinct sub-areas, as shown on the attached map. The Project Area includes several important residential areas such as the Temescal, West MacArthur, Glen Echo, Northgate, Summit Gardens, SanPablo/Golden Gate and Mosswood neighborhoods. The area's commercial corridors include Broadway, MacArthur Boulevard, Telegraph Avenue and San Pablo Avenue.

Subarea 1: This area is generally known as Broadway Auto row. It includes properties on both sides of the commercial strip along Broadway from 27<sup>th</sup> to 42<sup>nd</sup> Streets, plus the area between 27<sup>th</sup> Street, I-580, I-980 and the rear property lines on the east side of Broadway.

Subarea 2: This area is generally known as the MacArthur Transit Village site. It includes the area between I-580, Broadway, 40<sup>th</sup> Street, Martin Luther King, Jr. Way, West MacArthur Boulevard and Telegraph Avenue. The area also has a panhandle running along Telegraph Avenue from 40<sup>th</sup> to 42<sup>nd</sup> Streets.

Subarea 3: This area is generally known as the SanPablo/Golden Gate neighborhood. It is bounded by the Oakland-Emeryville city border (53<sup>rd</sup> Street), the rear lot lines on the east side of San Pablo Avenue, the Oakland-Berkeley city border (Haskell Street) and the Oakland-Emeryville border again on the west side (Vallego Street).

The Broadway/MacArthur Redevelopment Project Area is largely urbanized, and contains a mixture of older retail, residential and commercial uses. The focus of redevelopment activities will be to reduce or eliminate blight by targeting investments toward certain catalyst projects (such as the MacArthur BART transit village concept), infrastructure improvements and infill development. Under the terms of California redevelopment law, a redevelopment plan can stay in effect for 40 years from the date of the plan's adoption, and redevelopment project or financing activities may be undertaken during that time. Obviously, planners cannot anticipate with any certainty what projects might be undertaken twenty years into the future, so redevelopment plans are usually quite general in nature.

One important element of the redevelopment plan adoption process is the Implementation Strategy, which lays out the goals of the redevelopment plan, the strategies for achieving those goals, and specific projects that are planned under those terms. Redevelopment Agencies are not bound by law to carry out the projects named in the Implementation Strategy, but it is a valuable tool for laying out the direction of the plan and for targeting resources. Agencies are required to update Implementation Strategies every five years, which allows for regular evaluation of new and existing opportunities for redevelopment. The types of activities that could be included in the Broadway/MacArthur Redevelopment Plan Implementation Strategy are as follows:

- Support certain catalyst projects through land acquisition or assembly, demolition, relocation or toxic redemption (examples: MacArthur BART transit village, 2th/29<sup>th</sup> Broadway Triangle, West MacArthur, mixed-use development opportunities on vacant properties along San Pablo)
- Fund a portion of rehabilitation costs of select buildings for adaptive reuse and preservation. (examples: corner of W. MacArthur and Telegraph, Golden Gate library, Flatiron Building at Broadway and Webster, Alaska Gas

property, Telegraph Avenue commercial strip)

- Fund business retention and development efforts in the Project Area, and contribute to a small business revolving loan fund for building improvements and short term working capital. (example: facade improvements along San Pablo Avenue)
- Provide capital for infrastructure improvements to support development opportunities. (examples: rehabilitate and improve area parks, improve landscape and lighting along San Pablo Avenue, improve and maintain streetscape along Telegraph Avenue, improve freeway access to the Project Area, on-and offsite improvements related to the MacArthur BART transit village)
- Mortgage assistance and down payment assistance for qualified home buyers
- Provide capital to support new residential development, home maintenance and improvement programs and acquisition and/or rehabilitation of existing substandard housing.
- Provide capital for equipment and facilities to support job training efforts.

This Initial Study is intended to address potential environmental impacts associated with all foreseeable aspects of the project, including: adoption and implementation of the proposed Redevelopment Plan; potential land acquisition by the Redevelopment Agency within the Plan area; construction and operation of various development projects mentioned above within the Plan Area; the provision of any additional Redevelopment Agency financial assistance to implement the Plan; obtainment of all necessary zoning, building and grading permits; and subdivision of the property; and any other discretionary permits as required by the City of Oakland.

#### VII. DESCRIPTION OF THE ENVIRONMENTAL SETTING:

The Broadway/MacArthur Redevelopment Project Area is largely urbanized, and contains a mixture of older retail, residential and commercial uses. The total survey area comprises about 442 acres of land, and is made up of three distinct sub-areas, as shown on the attached map. The Project Area includes several important residential areas such as the Temescal, West MacArthur, Glen Echo, Northgate, Summit Gardens, SanPablo/Golden Gate and Mosswood neighborhoods. The area's commercial corridors include Broadway, MacArthur Boulevard, Telegraph Avenue and San Pablo Avenue.

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## VIII. ENVIRONMENTAL EFFECTS

*(CEQA requires that an explanation of all "yes" and "maybe" answers be provided along with this checklist, including a discussion of ways to mitigate any significant effects identified. As defined here, a significant effect is considered a substantial adverse effect.)*

Earth. Will the proposal result in:

- |    |  |                   |                   |                   |
|----|--|-------------------|-------------------|-------------------|
| 1. | Unstable earth conditions, including mudslides, landslides or changes in geologic substructures either on or off-site?   | <u>          </u> | <u>          </u> | <u>          </u> |
|    |  | Yes               | No                | Maybe             |
| 2. | Major changes in topography or ground surface relief features, or disruptions, displacements, compaction or overcovering of the soil?  | <u>          </u> | <u>          </u> | <u>          </u> |
|    |  | Yes               | No                | Maybe             |
| 3. | Construction on loose fill or other unstable land that might expose people or property to geologic hazards, such as earthquakes, liquefaction or ground failure, or similar seismic hazards? | <u>          </u> | <u>          </u> | <u>          </u> |
|    |  | Yes               | No                | Maybe             |

Comment on question 1-3: The project area includes three subareas as indicated on the attached map, located within existing urban infill areas of Oakland. According to the U.S.D.A. Soil Conservation Service Soils Classification, the soils on the site are characterized as Urban Land which have some development limitations which will be addressed in the required geotechnical studies and project engineering prepared for subsequent development projects within the area. The project area is not located on land identified as fill material which would be subject to liquefaction hazards, nor does the project area contain sites with a predominant slope of 30% or greater, which would increase potential landslide hazards. While the proposed Redevelopment Plan designation for the area will not directly cause construction to occur in filled areas or on steep slopes, in conformance with current codes and regulations, subsequent individual development proposals within the Plan area may be required to submit detailed engineering drawings and material to the Building Services division prior to grading or construction on the site to ensure that all buildings are designed and built in conformance with the seismic requirements of the City of Oakland Building Code. Furthermore, mitigation of potential hazards is addressed by goals, objectives, policies, and actions in the City's 1996 Open Space, Conservation and Recreation Element, and in the Land Use and Transportation Element (LUTE) of the General Plan and will be further addressed in the impending Safety Element.

Source: Oakland General Plan: Open Space, Conservation & Recreation Element, 1997  
Community and Economic Development Agency, Building Division  
Environmental Hazards Element, Oakland General Plan, 1974  
Oakland General Plan: Land Use and Transportation Element, 1998

- |    |  |                   |                   |                   |
|----|--|-------------------|-------------------|-------------------|
| 4. | Construction within one-quarter mile of an earthquake fault? | <u>          </u> | <u>          </u> | <u>          </u> |
|    |  | Yes               | No                | Maybe             |

Comment: The Plan Area is located approximately 1-2 miles west of the Hayward fault and is outside of the Alquist-Priolo Geologic Hazards Special Studies Zone. Therefore, the project will not be required to meet the development standards and criteria within the Special Studies Zone.

Source: Alquist-Priolo Special Studies Zone Map

- |    |   |                   |                   |                   |
|----|---|-------------------|-------------------|-------------------|
| 5. | Substantial depletion of a nonrenewable natural resource or inhibition of its extraction? | <u>          </u> | <u>          </u> | <u>          </u> |
|    |   | Yes               | No                | Maybe             |

Comment: The City of Oakland is generally a built out, urban community. The nature of the proposed Plan is to encourage development that is infill, and entails the redevelopment and revitalization of existing urban land uses. The proposed project will not include nor encourage any on-site quarrying, mining, dredging or extraction of a non-renewable natural resource. Therefore, this proposal will not significantly deplete a nonrenewable resource or inhibit its extraction.

Source: Project Description

Water. Will the project result in:

- |     |  |              |                  |                |
|-----|--|--------------|------------------|----------------|
| 6.  | Any increase in wind or water erosion of soils, either on or off-site, due to increased water runoff caused by conversion of pervious to impervious surfaces or to other factors?                                  | _____<br>Yes | x<br>_____<br>No | _____<br>Maybe |
| 7.  | Changes in deposition or erosion that result in changes in siltation, deposition or erosion which may modify the channel of a creek, inlet, lake, or any other waterway?   | _____<br>Yes | x<br>_____<br>No | _____<br>Maybe |
| 8.  | Discharge into surface waters resulting in substantial degradation of surface water quality, including but not limited to turbidity, absorption rates, drainage patterns, or the rate or amount of surface runoff? | _____<br>Yes | x<br>_____<br>No | _____<br>Maybe |
| 9.  | Change in groundwater quantity, through direct addition or Withdrawal, or interception of an aquifer by cuts or excavation?  | _____<br>Yes | x<br>_____<br>No | _____<br>Maybe |
| 10. | Alterations to the course of flood waters, or the exposure of people or property to water related hazards such as flooding or tidal waves  | _____<br>Yes | x<br>_____<br>No | _____<br>Maybe |

Comments on questions 6-10: The project area is located in Zone C, as shown on the Federal Emergency Management Agency Flood Insurance Rate Map. This zone is defined as a minimal potential risk for flooding. Therefore, the proposed project will not result in the direct exposure of people or property in the project vicinity to water related hazards.

The proposed project will not have a direct impact on water quality. However, it allows and accommodates additional development, redevelopment and revitalization of properties in the watershed of San Francisco Bay, as well as the watersheds of a number of lakes and creeks within Oakland. Historically, these waterways have had water quality problems from a variety of sources, including urban runoff and sedimentation. Most of Oakland's creek watersheds are already urbanized and are designated for urban uses in the General Plan. Mitigation of water quality impacts is provided by policies and actions in the adopted OSCAR Element and by the City's ongoing stormwater management programs. Subsequent project-specific mitigation measures may be needed for individual projects, particularly where such projects result in substantial changes in runoff rates or have the potential for erosion, soil contamination, sedimentation, or other adverse water quality impacts on the City's creeks and lakes.

Furthermore, the project area is largely covered by impervious surfaces currently. The proposed Plan is not anticipated to directly result in an increase in the amount of impervious surface in the area. Thus, little or

no increase in surface flow is expected as a result of the Redevelopment Area designation itself. Furthermore the proposed project area does not currently include any known creek, inlet, lake or waterway.

However, standard erosion control measures will be included as part of any subsequent development projects proposed within the area, as appropriate, prior to issuance of grading or building permits. In those cases, the project applicant will be required to prepare a construction period erosion control plan, and submit the plan to the Building Services Division for approval prior to issuance of a grading or building permit. The plan will be in effect for a period of time sufficient to stabilize the construction site for all phases of the project. These standard measures will address construction period erosion on the site by wind or water. Long-term erosion potential will be addressed through installation of project landscaping and storm drainage facilities, both of which will be designed to meet applicable regulations. These standard measures typically include the following:

- Construction operations, especially grading operations, shall be confined as much as possible to the dry season, in order to avoid erosion of disturbed soils;
- Final project landscaping plans shall be submitted to the Planning Director for review and approval and shall incorporate the use of fast growing ground covers to stabilize soils soon after construction is completed.

In addition, to minimize any construction related impacts on surface water quality as a result of subsequent development projects proposed within the area, project applicants will be required to comply with existing applicable City standards and regulations, which typically include:

- The applicant will be required to grade unpaved areas to control surface drainage and redirect surface water away from areas of activity during demolition and construction; and
- The applicant will be required to comply with applicable provisions of the Clean Water Act with regard to preparing and submitting a storm water discharge plan to the State Regional Water Quality Control Board for approval.

In addition, as the proposed project will not directly result in any grading or excavation in the area, the project is not anticipated to directly interfere with groundwater quantity or intercept an aquifer. Furthermore, the local groundwater is not considered potable and is not utilized in the public drinking water supply. Subsequent development project proponents will be required to comply with all applicable City standards and regulations pertaining to project-related grading and excavation prior to issuance of grading and building permits. Thus, the project will result in less than significant impacts to water quality or quantity.

Source: Flood Insurance Rate Map (FIRM) Floodplain Maps, Federal Emergency Management Administration (FEMA), September 30, 1982  
Field Survey  
Oakland General Plan: Open Space, Conservation & Resource Element, 1997  
Project Description

Air. Will the project result in:

- |     |  |                          |                              |                                 |
|-----|--|--------------------------|------------------------------|---------------------------------|
| 11. | Substantial air emissions, deterioration of ambient air quality or the creation of objectionable odors?    | <u>          </u><br>Yes | <u>          </u><br>No      | <u>          </u><br>x<br>Maybe |
| 12. | Alteration of air movement, moisture, temperature, or any change in climate, either locally or regionally? | <u>          </u><br>Yes | <u>          </u><br>x<br>No | <u>          </u><br>Maybe      |

Comment on Question 11 and 12: Further analysis of potential project impacts to be provided in Environmental Impact Report (EIR).

Biotic. Will the project result in:

- |     |   |            |                |              |
|-----|---|------------|----------------|--------------|
| 13. | Reduction in quantity or diversity of plant and animal species in the project vicinity, interfere with migratory or other natural movement patterns, degrade existing habitats or require extensive vegetation removal? | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |
| 14. | Reduce the numbers of any unique, rare or endangered species of plants or animals?  | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |
| 15. | Introduction of new species of plants or animals into an area, or result in a barrier to the replenishment of existing plant species, or the migration or movement of animals?  | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |
| 16. | Deterioration to existing aquatic or wildlife habitat?  | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |

Comment on questions 13-16: The project is proposed within a built out, urbanized area, currently covered by existing structures, where former biotic habitat and natural vegetation has been replaced with wildlife that has adapted to the urban setting. The proposed Plan Area does not encompass any area identified as a native plant or animal community, nor is it in an area where any rare, threatened or endangered plants or animal species have been identified. Thus, as no aquatic or wildlife habitat is known to exist within the project area boundaries the project will not result in significant impacts to biotic resources.

Source: Field Survey  
Oakland General Plan: Open Space, Conservation, & Recreation Element, 1997

Noise. Will the project result in:

- |     |   |            |           |                   |
|-----|---|------------|-----------|-------------------|
| 17. | Increase in existing ambient noise levels near sensitive noise receptors? | <u>Yes</u> | <u>No</u> | <u>X</u><br>Maybe |
| 18. | Exposure of people to severe noise levels?                                | <u>Yes</u> | <u>No</u> | <u>X</u><br>Maybe |

Comment on Question 17 and 18: Further analysis of potential project impacts to be provided in EIR.

Light and Glare. Will the project result in:

- |     |  |            |                |              |
|-----|--|------------|----------------|--------------|
| 19. | Produce new light or glare in areas sensitive to light and glare (i.e., residents near industrial and commercial uses, freeways, and parks)? | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |
| 20. | Produce shade and shadow, or otherwise diminish sunlight or solar access?  | <u>Yes</u> | <u>x</u><br>No | <u>Maybe</u> |

Comment on questions 19-20: The proposed project will entail the establishment of a new Redevelopment

Area within Oakland, in an urban infill area currently dominated by a mixture of low and mid-rise office, commercial and residential buildings. While the proposed Plan Area designation will not have a direct impact with respect to light and glare, solar access or shadows, the Plan may result in the encouragement of more intense development or redevelopment within the project area. Thus, within certain sites within the project area, subsequent development projects could shade adjoining properties, including public spaces and residences. However, mitigation of these potential impacts is provided by existing policies within the OSCAR and LUTE Elements of the General Plan, as well as through the City's design review process and zoning regulations. Subsequent development projects may also be subject to project-specific measures which will be prescribed as needed as individual developments are proposed.

Furthermore, the proposed Plan Area is located within a built-out urban area, where numerous land uses exist which produce light and glare during evening hours. Consistent with existing procedures, standards and regulations, plans for exterior lighting on subsequent development projects will be subject to review by the Planning and Building Divisions for conformance with appropriate lighting standards for the area prior to the issuance of building permits.

Source: OSCAR and LUTE Elements of the General Plan  
Project Description  
Field Survey  
CEDA, Planning and Building Divisions

Land Use and Socioeconomic Factors. Will the project result in:

- |     |  |                          |                         |                                 |
|-----|--|--------------------------|-------------------------|---------------------------------|
| 21. | Conflict with approved plans for the area or the Oakland Comprehensive Plan or alter the present or planned land use of an area? | <u>          </u><br>Yes | <u>          </u><br>No | <u>          </u><br>x<br>Maybe |
| 22. | Require relocation of residents and/or businesses, or affect existing housing or create a demand for additional housing?         | <u>          </u><br>Yes | <u>          </u><br>No | <u>          </u><br>x<br>Maybe |
| 23. | Cause a substantial alteration in neighborhood land use, density or character?   | <u>          </u><br>Yes | <u>          </u><br>No | <u>          </u><br>x<br>Maybe |

Comment on questions 21 - 23: Further analysis of potential project impacts to be provided in EIR.

Human Health and Risk of Upset. Will the project involve:

- |     |   |                          |                              |                            |
|-----|---|--------------------------|------------------------------|----------------------------|
| 24. | The risk of an explosion or the release of hazardous substances, including oil, pesticides, chemicals or radiation, in the event of an accident that could create or expose people to potential health hazards? | <u>          </u><br>Yes | <u>          </u><br>x<br>No | <u>          </u><br>Maybe |
|-----|---|--------------------------|------------------------------|----------------------------|

Comment: The proposed designation of a Redevelopment Project area will not directly result in an increase in the risk of an explosion or the release of hazardous substances. However, subsequent development projects may entail re-use of older existing buildings or conversion of formerly commercial or industrial uses into residential uses, resulting in some potential for less intensive land uses to be located on sites previously used for more intensive land uses. Where such redevelopment or reuse occurs, the potential for soil contamination and the need for environmental site remediation will need to be reviewed on a case by case and site by site basis. In those cases, the subsequent development applicant will need to comply with all applicable regulations of the Alameda County Environmental Health Division, the Regional Water Quality Control Board, the Bay Area Air Quality Management Agency, and any other applicable regulatory agencies, as they pertain to the need for any site specific remediation and monitoring activities.

Thus, as the proposed project proposes only designation of the Project Area at this time, and this designation will not directly involve the handling or storage of hazardous substances, and additional investigation and remediation activities will be required in compliance with all applicable State or regional agencies for any subsequent development projects, as appropriate, no significant risk of hazardous substance exposure is anticipated from the proposed project.

Source: Project Description

25. Possible interference with an emergency response plan or emergency evacuation plan?

Yes	x No	Maybe
-----	---------	-------

Comment: Upon review of the City's Multi-Hazard Functional Plan ("City Emergency Plan") in comparison to the proposed project, it can be determined that the proposal will not significantly interfere with the emergency routes tentatively identified by the plan. In addition, the proposed Redevelopment Plan will have no direct impacts on emergency response or evacuation. Adoption of the Plan may result in increased redevelopment and revitalization activities within the Plan area. Thus, mitigation of potential impacts of this development is provided by policies within the OSCAR and LUTE Elements of the General Plan and by the impending Safety Element. In addition, on-going mitigation is begin provided through the City's fire suppression program and through the construction of several capital improvements, including additional fire stations and widened roadways. Project-specific mitigation may still be required for individual subsequent development applications, as appropriate.

Source: Multi-Hazard Functional Plan (City Emergency Plan) for the City of Oakland, 1993.  
OSCAR and LUTE Elements of the Oakland General Plan, 1997 and 1998

Transportation/Circulation: Will the project result in:

26. Substantially increase vehicular movement resulting in traffic hazards to motor vehicles, bicyclists, or pedestrians; or create a demand for new parking facilities?

Yes	No	x Maybe
-----	----	------------

27. Alterations to present patterns of circulation or movement of people and/or goods, or alterations to waterborne, rail or air traffic?

Yes	No	x Maybe
-----	----	------------

28. Have a substantial impact on existing transportation systems or circulation patterns?

Yes	No	x Maybe
-----	----	------------

Comment on questions 26-28: Further analysis of potential project impacts to be provided in EIR.

Public Services and Utilities: Will the project have an effect upon, or result in a need for new or altered public services in any of the following areas:

29. Impose a burden on public services or facilities including fire, solid waste disposal, police, schools or parks?

Yes	No	x Maybe
-----	----	------------

30. Impose a burden on existing utilities including roads, electricity, gas, water and sewers?

Yes	No	x Maybe
-----	----	------------

Comment on question 29-30: Further analysis of potential project impacts to be provided in EIR.

Cultural Resources. Will the project:

- |     |  |                          |                            |                            |
|-----|--|--------------------------|----------------------------|----------------------------|
| 31. | Destroy, deface or alter a structure, object, natural feature or site of prehistoric historic, architectural, archeological or aesthetic significance? | <u>          </u><br>Yes | <u>      x      </u><br>No | <u>          </u><br>Maybe |
| 32. | Result in adverse physical or aesthetic effects to a prehistoric or historic building, structure, or object?   | <u>          </u><br>Yes | <u>      x      </u><br>No | <u>          </u><br>Maybe |

Comment on questions 31-32: The proposed project will not result in the direct alteration of significant historic and architectural resources. However, subsequent development projects proposed within the Redevelopment area could result in these types of impacts. The Plan encourages the redevelopment and rehabilitation of existing buildings within the Plan area, many of which may have historic, cultural or architectural significance. However, mitigation of any potential impacts would be provided through implementation of existing policies contained within the Historic Preservation Element of the General Plan, the LUTE, the design review processes utilized by the City and through other existing City codes and regulations. In addition, subsequent development projects proposed within the project area will need to ensure that any prehistoric or historic resources discovered during development or excavation for a subsequent project are processed in compliance with existing standard regulations regarding preservation or documentation of such remains. Thus, the proposed project will result in less than significant impacts on archaeological, historic or cultural resources.

Source:       Project Description  
                   Field Survey  
                   Historical Preservation Element of the Oakland General Plan, 1994 and LUTE Element of the General Plan, 1998  
                   Oakland Zoning Regulations

Aesthetics. Will the project result in:

- |     |   |                          |                            |                            |
|-----|---|--------------------------|----------------------------|----------------------------|
| 33. | Involve an increase of 100 feet or more in the height of any structure over any previously existing adjacent structure? | <u>          </u><br>Yes | <u>      x      </u><br>No | <u>          </u><br>Maybe |
|-----|---|--------------------------|----------------------------|----------------------------|

Comment:       The proposed project will not directly result in the construction of any structure of 100 feet or more over any previously existing adjacent structure. However, subsequent development projects may result in buildings of certain sizes or heights, which cannot be accurately predicted at this time. Mitigation will be provided on a project-by-project basis through policies contained within the LUTE Element and Historic Preservation Element of the General Plan, the Zoning Regulations and the design review processes of the City.

Source:       Project Description and Plans  
                   General Plan LUTE, OSCAR and Historic Preservation Elements  
                   Oakland Zoning Regulations

- |     |   |                          |                            |                            |
|-----|---|--------------------------|----------------------------|----------------------------|
| 34. | The obstruction of any scenic vista or view open to the public? | <u>          </u><br>Yes | <u>      x      </u><br>No | <u>          </u><br>Maybe |
|-----|---|--------------------------|----------------------------|----------------------------|

Comment:       The proposed project is proposed within a flat, urban infill area of Oakland, and will not directly result in the obstruction of any scenic vista or view open to the public. However, subsequent development projects may result in buildings of certain sizes or heights which could obstruct views if not appropriately designed or mitigated, which cannot be accurately predicted at this time. Mitigation will be

provided on a project-by-project basis through policies contained within the LUTE Element and Historic Preservation Element of the General Plan, the Zoning Regulations and the design review processes of the City. Thus, the proposed project will not result in significant aesthetic impacts.

Source: Field Survey  
Project Description  
General Plan LUTE, OSCAR and Historic Preservation Elements  
Oakland Zoning Regulations

Energy. Would the project:

35. Use or encourage use of substantial quantities of fuel or energy?                                   
Yes No Maybe

Comment: The proposed project will not directly result in the use of substantial quantities of fuel or energy. However, subsequent development projects within the Plan area may require substantial use of energy. Thus, these subsequent development projects will be required to comply with the Title 24: Energy Conservation requirements of the Uniform Building Code. Furthermore, the anticipated scale and capacity of overall redevelopment and revitalization efforts within the Project Area appears to be within the capacity of fuel and energy resources, both available now and planned for by Pacific Gas and Electric Company (PG & E).

Source: City of Oakland, CEDA, Building Services Division

IX. MANDATORY FINDINGS OF SIGNIFICANCE (An EIR is required if the answer to any of the following questions is "yes" or "maybe".)

- a. Does the project have the **potential to degrade** the quality of the environment, substantially reduce the habitat of an aquatic or wildlife species, cause a aquatic or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal species, or eliminate important examples of the major periods of California history or prehistory?                                   
Yes No Maybe
- b. Does the project have the potential to achieve **short-term**, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one that occurs in a relatively brief, definitive period of time, while long-term impacts will endure well into the future.                                   
Yes No Maybe
- c. Does the project have impacts that are individually limited, but **cumulatively** considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant).                                   
Yes No Maybe
- d. Does the project have environmental effects that would cause **substantial adverse effects** on human beings, either directly or indirectly?                                   
Yes No Maybe

X. DETERMINATION

On the basis of this initial environmental evaluation:

☐ I find that the proposed project *will not* have a significant effect on the environment, and a **Negative Declaration** will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the attached *mitigation measures* have been incorporated into the project. Therefore, a **Mitigated Negative Declaration** will be prepared.

☒ I find that the proposed project *may* have a significant effect on the environment, and an **Environmental Impact Report** is required to assess the effects on the environment.

Name Pamela Kershaw

Date 3/09/99

Title Planner IV

## **APPENDIX B**

### **RESPONSES TO NOTICE OF PREPARATION**

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**CITY OF EMERYVILLE**

INCORPORATED 1899

PLANNING DEPARTMENT  
2200 POWELL, 12TH FLOOR  
EMERYVILLE, CALIFORNIA 94608

TEL: (510) 596-4360 FAX: (510) 658-8095

June 7, 1999

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250 Frank H. Ogawa Plaza, Suite 3330  
Oakland CA 94612

Re: Response to Notice of Preparation for Broadway MacArthur Redevelopment

Dear Pamela:

We at the City of Emeryville are pleased to see that Oakland is undertaking this redevelopment effort. We are planning for the area adjacent to Subarea 3, the San Pablo/Golden Gate neighborhood, and we believe there is value in working together.

Our comments are divided into two parts. First, there are important overall planning issues in the area that require both cities' attention. Second, there are questions that should be addressed in the EIR.

Overall Planning Issues

*Neighborhood Traffic Impacts.* We would like to jointly address development impacts on the neighborhood between San Pablo Avenue in Oakland and Hollis Street in Emeryville. The greatest impact is likely to be circulation and traffic. We may need to work out traffic control for east-west traffic crossing San Pablo Avenue, and possibly traffic calming strategies to protect the residential streets.

*Regulations at the Border.* Another issue is consistency of regulations and expectations for border properties. In some cases, lots straddling the border face different rules regarding land use, density, parking requirements, etc. It would be good to decide together what character the two cities and area land owners desire in that area, and to bring our zoning requirements closer together there.

*San Pablo Avenue.* One aspect of the project is a combination of streetscape and land use changes on San Pablo Avenue. We would like to share with you the land use developments and street improvements that are taking place on the portion of San Pablo Avenue in Emeryville, so we can plan a consistent approach to that street.

We would be happy to meet with you, to exchange status reports and to brainstorm about a coordinated approach to planning and redevelopment strategies for the San Pablo/Golden Gate neighborhood.

Questions To Address in the EIR

We are glad to see that the EIR will address transportation/circulation, land use and socioeconomic factors, and public services and utilities. We request that some specific questions be answered under each of these topics.

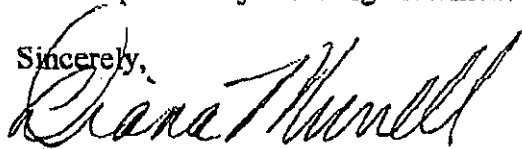
*Transportation/Circulation.* In order to ensure that redevelopment does not detrimentally affect existing land uses, traffic modeling should consider land use changes on both sides of the border. The EIR authors should consider traffic improvements in both cities, some of which could be implemented jointly.

*Land Use and Socioeconomic Factors.* In the analysis of plan conformance, the EIR should include an examination of the General Plan policies and zoning ordinance requirements of Oakland and the adjacent cities. When assessing alteration in neighborhood land use, density or character, the EIR should outline the potential changes, especially in the border area. Mitigation measures under plan conformance and land use could include changes in both cities' policy documents that would benefit both cities.

*Public Services and Utilities.* The utilities analysis should fully account for sanitary sewer allocation constraints.

Please feel free to contact us to obtain data on existing and projected conditions, and to discuss potential joint mitigation measures.

Sincerely,



Diana Murrell, City Planner

cc: Emeryville City Council  
Emeryville Planning Commission  
Charles Porter, Co-Chair, San Pablo Golden Gate Improvement Association  
John Flores, Emeryville City Manager  
Claudia Cappio, Emeryville Planning and Building Director  
Patrick O'Keefe, Emeryville Redevelopment Director  
Henry Van Dyke, Emeryville Public Works Director

24 MAY 1999

PAMELA KERSHAW

CITY OF OAKLAND

COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY

PLANNING DIVISION

250 FRANK ASAWA PLAZA - SUITE 3330

DEAR MS KERSHAW

AS THE OWNER OF 373 40TH ST,  
A PROPERTY IN THE AFFECTED AREA OF  
ENVIRONMENTAL IMPACT REPORT CASE ER99-02  
I WOULD LIKE TO RECEIVE A COPY OF  
THE EIR AND FURTHER INFORMATION  
AS IT IS MADE AVAILABLE

THANK YOU

ANDY KAHN

373 40TH ST

OAKLAND, CA 94609

**Jennifer A. Flanigan  
Leah L. Waarvik  
3768 Leighton Street  
Oakland, California 94611  
510-547-3601**

5/18/99

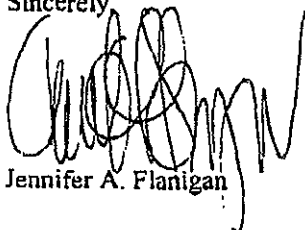
Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank Ogawa Plaza, Suite 3330  
Oakland, California 94612

ER99-06  
Broadway-MacArthur Redevelopment Plan


Dear Pamela -

We received the Notice of Preparation regarding the Environmental Impact Report (EIR) above and are quite please to hear that redevelopment is scheduled for these areas. We love our house and we love the neighborhood, but we wish the neighborhood was more pleasing to the eye and that we felt safer. We applaud the City of Oakland for caring about all its citizens' health, safety and quality of life. We welcome all your efforts and will make ourselves available should you need any support from us! Please do not hesitate to contact us.

Sincerely



Jennifer A. Flanigan



Leah L. Waarvik

*Judith M. Wadsworth  
1879 San Ramon Avenue  
Berkeley, CA 94707*

May 19, 1999

Pamela Kershaw  
City of Oakland, CEDA  
Planning Division  
250 Frank H. Ogawa Plaza, Ste 3330  
Oakland, CA 94612  
(510) 238 2229

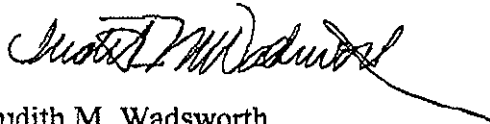
Re: ER99-06  
Project Title: Broadway-MacArthur Redevelopment Plan  
Project Sponsor: City of Oakland Redevelopment Agency

Dear Ms. Kershaw:

Please provide me with a Draft EIR for the above referenced project as soon as it becomes available. I am a property owner in the SanPablo Avenue/Golden Gate neighborhood and, therefore, have a considerable interest in proposed changes.

Thank you.

Sincerely,



Judith M. Wadsworth

# BRAMET CORPORATION

203 Purlington Road, Timonium, Maryland 21093 - 5252  
Tel 410 252 3087 Fax 410 252 1214

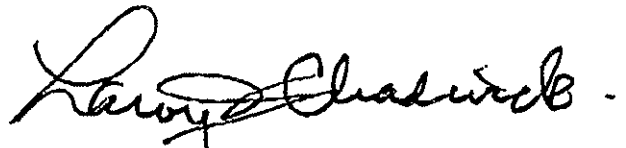
May 18, 1999

Ms Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza  
Suite 3330  
Oakland, Ca. 94612

Re: ER 99-06

With reference to your notice, copy duplicated on the reverse side hereof, we very definitely are interested in the project, inasmuch as we own vacant property at 3915-23 Broadway and would appreciate a copy of the draft and any other information pertaining to the project as it proceeds.

Thank you.

  
Laroy I. Chadwick,  
President

4175 Manila Ave.  
Oakland, CA 49609  
24 May 1999

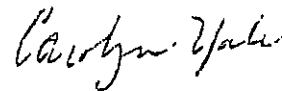
Pamela Kershaw  
City of Oakland, Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

RE: ER99-06

I have received in the mail a notice of preparation of a Draft Environmental Impact Report on the proposed Broadway-MacArthur Redevelopment Plan. Without more specifics regarding the boundaries of the project area and the overall objectives of the proposal, I'm not really in a position to provide detailed scoping comments. For example, several residential areas-- including Temescal, where I have lived for over 20 years-- are referenced, but the extent to which redevelopment would directly target these areas as well as the bordering commercial corridors is not clear. In general I would be concerned about how planned commercial redevelopment interfaces with the proximate residential areas. By this I mean more than immediate impacts such as traffic and parking, important though these are. I believe an effort should be made to encourage development which, to some degree, serves local needs. Along Broadway, for example, the focus on auto sales and related business has little to offer local residents. Furthermore, attention should be paid to the effects which commercial activities within the project areas will have on nearby commercial properties outside the project bounds-- for example, along Broadway between Pleasant Valley/51st and 42nd Streets.

I would appreciate receiving additional information about this proposal when available for public review. In particular, please send a copy of the EIR (address above). Thank you.

Sincerely,



Carolyn Yale

Dear People,

I would like to be sent a copy of  
The Draft EIR when it is published  
This is concerning CASE ER 99-06.  
Please send it to

IRIS DAVIS  
DAVIS BLACK & WHITE  
2928 TELEGRAPH AVE.  
OAKLAND CA 94609

Thank you, Iris

■ ■ ■ ■ PACIFIC

■ ■ ■ ■ PROPERTY

■ ■ ■ ■ ASSET

■ ■ ■ ■ MANAGEMENT

164 Bush Street, San Francisco, CA 94104

(415) 986-3236

May 14, 1999

Ms. Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

Re: Case Number ER99-06

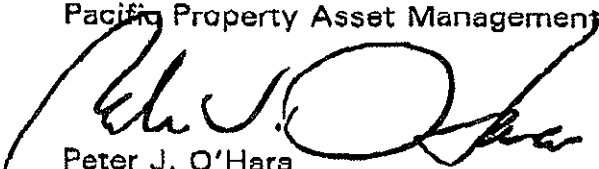
Dear Ms. Kershaw,

This firm represents the owner of several improved properties on 29<sup>th</sup> Street in the Summit Hospital neighborhood.

The property owner we represent considers his properties in this area to be underutilized and is anxious to receive more information on not only the short term and long term environmental issues that may affect his properties, but also those economic resources that are or will be available as the revitalization of this neighborhood moves forward.

I would appreciate receiving information as it becomes available.

Very truly yours,  
Pacific Property Asset Management



Peter J. O'Hara  
President

**GERALD & JUDY McRAILL**5853 FREMONT ST.  
OAKLAND, CA 94608  
510-654-5531

5/15/99

Pamela Kershaw  
City of Oakland  
Community Development Agency  
Planning Division  
250 Frank Ogawa Plaza # 3330  
Oakland CA 94612

Dear Pamela

Please send ER 99-06  
when ready.

Thank you  
Gerald Mcraill

LAW OFFICES OF  
LEON G. SEYRANIAN

4146 REDWOOD ROAD  
OAKLAND, CALIFORNIA 94619-2330  
TELEPHONE (510) 482-0800  
FAX (510) 482-6405

May 14, 1999

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612-2032

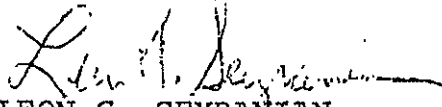
Re: *File No. ER 99-06*  
*Draft Environmental Impact Report*

Dear Ms. Kershaw:

Please consider this letter my request that a copy of the Draft EIR be sent to me at the above address when it is published.

Thank you for your consideration.

Very truly yours,

  
LEON G. SEYRANIAN  
Attorney at Law

LGS/crp

5-13-99

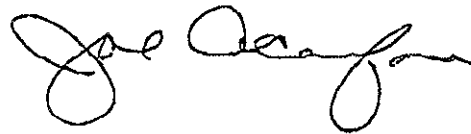
Pamela Kershaw

RE: ER 99-06

Please send a copy of the draft EIR  
to me when it is published at the  
following address:

JOE ACANFORA  
1388 GILMAN STREET  
BERKELEY, CA 94708

Thank you,



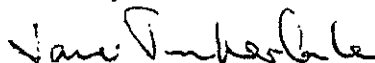
May 14, 1999  
109 Echo Ave.  
Oakland, CA 94611  
(510) 654-0322

Pamela Hershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Ste. 3330  
Oakland, CA 94612

Dear Ms. Hershaw,

I'm responding to the notice of preparation of draft EIR for the Broadway/MacArthur Redevelopment Project Area. I'm delighted that something is finally happening! I'm hoping for redevelopment that involves moderate and market rate housing with opportunities for home ownership and stable neighborhoods, plus suitable commercial development. Private companies simply won't move into areas with built-in blight (like lots of subsidized low-income rentals), and we badly need the tax base if we're going to help anybody. Further, I'm hoping that the Oakland Heritage Alliance won't be permitted to defend uninteresting buildings simply because they're old. Most of us in Oakland truly want improvement, not obstructionism from a fanatical few! Recent new construction in Oakland has been done extremely well, in harmony with our architectural traditions and nice in itself. let's keep up the good work. As for noise, etc.--we'll just have to live with it for awhile if we want to see our city bloom.

Sincerely,



Jane Timberlake

Pamela Kershaw  
City of Oakland  
Comm. + Economic Dev. Agency  
Planning Division

Susan Laraine  
5870 Vallejo St.  
Oakland, Ca  
94608  
510-655-0599  
fax 658-5383

Dear Pamela Kershaw,

Please keep us informed about  
ER 99-06. We have a neighbor-  
hood organization interested in  
these projects.

Thank you

Susan Laraine

Consider closing 55th Street (to all traffic except Emergency Vehicles) from San Pablo Avenue down to Doyle Street where it dead ends in Emeryville. Right now this section of 55th Street is being used by commercial traffic to bypass the San Pablo/Stanford Red Light. Stanford Street Traffic peels off onto Doyle Street and Vallejo Street to get to 55th Street so they can access San Pablo and not have to wait in traffic on Stanford for traffic light on Stanford and San Pablo Street.

Marshall Street off of Stanford already has a huge traffic barrier preventing Stanford traffic from turning right onto Marshall and then left at 55th Street to get to San Pablo. Study this feasibility in your report and then recommend to Traffic Division.

## === COVER PAGE ===

TO: PAMELA Kershaw FAX#(510)238-6538

FROM: Loretta Rounseville

FAX: (530) 620.5520  
TEL:

1 PAGE[S] TO FOLLOW

## COMMENT:

Please Send copy of Draft E.I.R. to me.

Loretta Rounseville  
P.O. Box 496  
Somerset, CALIF. 95684

Thank-you



TO AID, ENCOURAGE AND PROMOTE EFFICIENCY AND ECONOMY IN THE ADMINISTRATION OF GOVERNMENT

Alameda County Taxpayers Association, Inc.

893-3341 1305 FRANKLIN STREET SUITE 408 OAKLAND, CALIFORNIA 94612

Incorporated  
June 17 1938

May 10, 1999

Pamela Kershaw  
City of Oakland  
CEDA  
Planning Division  
250 Frank H. Ogawa Plaza Ste 3330  
Oakland CA 94612

Re: ER99-06

Dear Ms. Kershaw:

Please send us a copy of the Draft EIR for the Broadway-MacArthur Redevelopment Plan and the three sub-areas, in order that we may comment upon it.

Thank you.

Sincerely,

Arthur B. Geen  
Executive Vice President

ABG:g

May 17, 1999

City of Oakland  
Community and Economic Development Agency  
Attn: Pamela Kershaw  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

RE: Case Number ER99-06

Pursuant to your letter dated May 7, 1999, please forward the Draft EIR to my attention upon publication.

Thank you for your attention to this matter.

Sincerely,

  
Lesley Wilmer  
3290 Delaware Street  
Oakland, CA 94602-3832

To;  
**Pamela Kershaw**  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza  
Suite 3330  
Oakland CA 94612

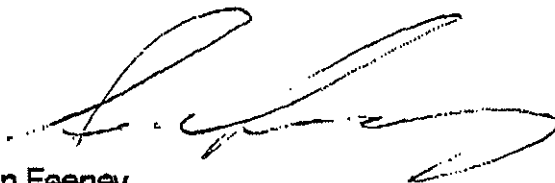
From;  
**Sean Feeney**  
537 31 Street  
Oakland CA 94609

Reference case number ER 99-06

As an intrested party, I would like a *copy of the Draft EIR*. Please send to the adress above.

Thank-You,

Sean Feeney



5.15.99

921 Rose Ave.  
Oakland, Ca. 94611  
May 17, 1999

City of Oakland  
Community + Economic Development Agency  
Planning + Zoning Services Division  
250 Frank Ogawa Plaza  
Suite 3330  
Oakland, Ca. 94612

Dear Ms. Kershaw,

Thank you for the recent notices, reference  
Case # ER99-06.

Please send me a copy of the Draft EIR  
as soon as it is published. I am interested to  
know specific details of housing densities, traffic  
movement, developers + retailers involved.

Thank you.

Lynne Jones

homeowner + resident at the above address.

Lonna Smith Hale  
1020 Gregg Way  
Walnut Creek, CA 94596

May 18, 1999

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency,  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

RE: Case Number ER99-06

Dear Ms. Kershaw:

On May 14, 1999, I received a Notice of Preparation of Draft Environmental Impact Report from the City of Oakland (case # ER 99-06). I would like to receive a copy of the Draft EIR when it becomes available.

I own rental property in the 3800 block of Shafter Avenue, which I believe falls within your redevelopment Subarea 2, known as the MacArthur Transit Village site. My rental property has been family owned since 1954 and I personally have seen an enormous evolution of the neighborhood throughout the years. I am anxious to read your Environmental Impact Report and share my comments with you.

If I need to provide any more information to you, please let me know. Otherwise, I will await publication of the report.

Thank you.

Sincerely,



Lonna Smith Hale

# ALAMEDA COUNTY CONGESTION MANAGEMENT AGENCY



June 2, 1999

AC Transit  
Director  
Man Williams

Ms. Pamela Kershaw

Alameda County  
Supervisors  
Gail Steele  
Scott Flaggerty

City of Oakland

Community and Economic Development Department

250 Frank H. Ogawa Plaza, Suite 3330

Oakland, CA 94612

City of Alameda  
Mayor  
Ralph Appozzato

City of Albany  
Mayor  
Daggy Thomsen

**SUBJECT:** Comments on the Notice of Preparation for a Draft Environmental Impact Report for the Broadway-MacArthur Redevelopment Plan in the City of Oakland (Case Number ER99-06)

BART  
Director  
Pete Snyder

Dear Ms. Kershaw:

City of Berkeley  
Councilmember  
Kris Womington

Thank you for the opportunity to comment on the City of Oakland's Notice of Preparation (NOP) for a Draft Environmental Report (DEIR). The project consists of establishing a proposed Broadway/MacArthur Redevelopment Project Area on 442 acres located along Broadway and MacArthur Boulevard in the City of Oakland. The project is divided into three subareas: Subarea 1 - Broadway Auto Row on Broadway between 27<sup>th</sup> and 42<sup>nd</sup> Streets; Subarea 2 - the MacArthur Transit Village bounded by I-580, Broadway, 40<sup>th</sup> Street, Martin Luther King, Jr. Way, West MacArthur Boulevard, and Telegraph Avenue; and Subarea 3 - San Pablo/Golden Gate neighborhood bounded by 53<sup>rd</sup> Street, Haskell Street and Vallego Street.

City of Dublin  
Councilmember  
George A. Zika

City of Emeryville  
Chairperson  
Vice Mayor  
Nora Davis

City of Fremont  
Mayor  
Guo Moricon

The ACCMA respectfully submits the following comments:

City of Hayward  
Vice Chairperson  
Mayor  
Roberta Cooper

- The City of Oakland adopted Resolution No. 69475 on November 19, 1992 establishing guidelines for reviewing the impacts of local land use decisions consistent with the Alameda County Congestion Management Program (CMP). Based on our review of the NOP, the proposed project appears to generate at least 100 p.m. peak hour trips over existing conditions. If this is the case, the CMP Land Use Analysis Program requires the City to conduct a traffic analysis of the project using the Countywide Transportation Demand Model for Year 2005 conditions. Please note the following paragraph as it discusses the responsibility for modeling.

City of Livermore  
Councilmember  
Tara Vargas

City of Newark  
Councilmember  
Susan Hoggis

City of Oakland  
Councilmember  
Larry Reid

- The Countywide Model has been updated to Projections '98 for base years 2005 and 2020. The CMA Board amended the CMP on March 26<sup>th</sup>, 1998 so that local jurisdictions are now responsible for conducting the model runs themselves or through a consultant. The Countywide model is available to the local jurisdictions for this purpose. The City of Oakland and the ACCMA have signed a Countywide Model Agreement on March 22, 1999. However, before the model can be released, a letter must be submitted to the ACCMA requesting use of the model and describing the project. A copy of a sample letter agreement is available upon request from Beth Walukas.

City of Piedmont  
Councilmember  
Valerie Marzger

City of Pleasanton  
Councilmember  
Tom Pico

City of San Leandro  
Mayor  
Shelia Young

City of Union City  
Mayor  
Mark Green

Executive Director  
Dennis R. Fay

1333 BROADWAY, SUITE 220, • OAKLAND, CA 94612 • PHONE: (510) 836-2560 • FAX: (510) 836-2185

E-MAIL: AlaCoCMA@aol.com • WEB SITE: accma.ca.gov

Ms. Pamela Kershaw

June 2, 1999

Page 2

- Potential impacts of the project on the Metropolitan Transportation System (MTS) need to be addressed. (See 1997 CMP Figures E-2 and E-3, pages viii and ix and Figure 2, page 14). The DEIR should address all potential impacts of the project on the MTS roadway and transit systems. These include I-580, I-980, I-80, SR 24, San Pablo Avenue, Telegraph Avenue, Martin Luther King Jr. Way, West MacArthur Boulevard, 51<sup>st</sup> Street, 52<sup>nd</sup> Street, Broadway, MacArthur Boulevard, Powell Street, Shattuck Avenue, and West Grand Avenue as well as BART and AC Transit. Potential impacts of the project must be addressed for 2005 and 2020 conditions. Please note that the ACCMA does not have a policy for determining a threshold of significance. Rather, it is expected that professional judgment will be applied to determine project level impacts.
- The CMA requests that there be a discussion on the proposed funding sources of the transportation mitigation measures identified in the environmental documentation. The CMP establishes a Capital Improvement Program (See 1997 CMP, Chapter 7) that assigns priorities for funding roadway and transit projects throughout Alameda County. The improvements called for in the DEIR should be consistent with the CMP CIP. Given the limited resources at the state and federal levels, it would be speculative to assume funding of an improvement unless it is consistent with the project funding priorities established in the Capital Improvement Program (CIP) of the CMP, the federal Transportation Improvement Program (TIP), or the adopted Regional Transportation Plan (RTP). Therefore, we are requesting that the environmental documentation include a financial program for all roadway and transit improvements.
- The adequacy of any project mitigation measures should be discussed. On February 25, 1993 the CMA Board adopted three criteria for evaluating the adequacy of DEIR project mitigation measures:
  - ✓ Project mitigation measures must be adequate to sustain CMP service standards for roadways and transit;
  - ✓ Project mitigation measures must be fully funded to be considered adequate;
  - ✓ Project mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with the project funding priorities established in the Capital Improvement Program (CIP) section of the CMP or the Regional Transportation Plan (RTP).

It would be helpful to indicate in the DEIR the adequacy of proposed mitigation measures relative to these criteria. In particular, the DEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and what would be the effect on LOS if only the funded portions of these projects were assumed to be built prior to project completion.

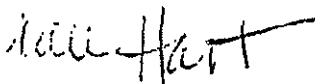
- Potential impacts of the project on CMP transit levels of service must be analyzed. (See 1997 CMP, Chapter 4). Transit service standards are 15-30 minute headways for bus service and 3.75-15 minute headways for BART during peak hours. The DEIR should address the issue of transit funding as a mitigation measure in the context of the CMA's policies as discussed above.

Ms. Pamela Kershaw  
June 2, 1999  
Page 3

- The DEIR should consider demand-related strategies that are designed to reduce the need for new roadway facilities over the long term and to make the most efficient use of existing facilities (see 1997 CMP, Chapter 5). The DEIR could consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. Street layout and design strategies would foster pedestrian and bicycle connections and transit-friendly site design should also be considered. The Site Design Guidelines Checklist may be useful during the review of the development proposal. A copy of the checklist is enclosed.
- We have been asked to inform you about the success of the Financial Incentives Program and the Guaranteed Ride Home Program, both of which are supported by the ACCMA. Employee oriented financial incentive programs, such as parking cashout programs, have proven to be successful in encouraging solo drivers to choose other commute alternatives. We would like you to consider applying the Financial Incentive Program as part of the conditions of approval and/or developer agreements as a way to reduce congestion. The Guaranteed Ride Home Program, sponsored by the ACCMA, ensures that any carpooler or transit rider at participating worksites can get home in case of an emergency.
- For projects adjacent to state roadway facilities, the environmental document should address noise impacts of the project. If the DEIR finds an impact then mitigation measures (i.e., soundwalls) should be incorporated as part of the conditions of approval of the proposed project. It should not be assumed that federal or state funding is available.

Once again, thank you for the opportunity to comment on this Notice of Preparation/DEIR/FEIR. Please do not hesitate to contact me or Beth Walukas at 510/836-2560 if you require additional information.

Sincerely,



Jean Hart  
Deputy Director

cc: Beth Walukas, Senior Transportation Planner  
file: CMP - Environmental Review Opinions - Responses - 1999

June 1, 1999

Case number: ER99-06

-----  
Attn. Pamela Kershaw  
City of Oakland  
Community & Economic Development Agency  
Planning Division  
250 Frank H. Ogawa plaza, Suite 3330  
Oakland, Ca 94612

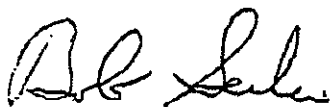
Dear Pamela:

Please do send us a draft of the EIR when available. We have lived on Richmond Ave near Broadway and 29th streets for the past 14 years. It's been a slow and a very challenging process to make any improvements in our neighborhood. We very much appreciate the City of Oakland's efforts in attempting to make our neighborhood a safer and more desirable area to live.

You can mail the EIR draft to: Bob Seiler  
2819 Richmond Ave  
Oakland, Ca 94611

We have unsuccessfully tried over the past 4 years to have a tree trimmed behind the property at 273 29th Street at Richmond Ave, a doctor's office of a Dr. Eddie Newsome. Can you help us with this matter? It is a fire hazzard to the neighborhood and as this tree grows out into more than half of Richmond Ave. We've tried working with the Fire Department, PG&E, Pacific Bell and the City of Oakland previously to no avail.

Thank you.  
Bob Seiler



6/3/99

Pamela Kershaw.

please mail Copies of This study and any  
paper work about this case # ER 99-06 that  
has to do with ~~the~~ the Broadway-  
MacArthur Redevelopment plan. Will this  
have anything to do with the homes  
on 38<sup>th</sup> Clarke St.

Thank you for your notice.  
Please mail response to

Willie B. Billups  
81 EL Toro Ct  
Fairfield, Ca 94533  
707 422 5538

Home Location  
3826 Clarke St  
Oakland



## CITY OF EMERYVILLE

INCORPORATED 1898  
 PLANNING DEPARTMENT  
 2200 POWELL, 12TH FLOOR  
 EMERYVILLE, CALIFORNIA 94608

TEL: (510) 596-4360 FAX: (510) 658-8095

June 7, 1999

FAX 2 PAGES

MAIL TO FOLLOW

Pamela Kershaw, Planner IV  
 City of Oakland  
 Community and Economic Development Agency  
 Planning Division  
 250 Frank H. Ogawa Plaza, Suite 3330  
 Oakland CA 94612

Re: Response to Notice of Preparation for Broadway MacArthur Redevelopment

Dear Pamela:

We at the City of Emeryville are pleased to see that Oakland is undertaking this redevelopment effort. We are planning for the area adjacent to Subarea 3, the San Pablo/Golden Gate neighborhood, and we believe there is value in working together.

Our comments are divided into two parts. First, there are important overall planning issues in the area that require both cities' attention. Second, there are questions that should be addressed in the EIR.

Overall Planning Issues

*Neighborhood Traffic Impacts.* We would like to jointly address development impacts on the neighborhood between San Pablo Avenue in Oakland and Hollis Street in Emeryville. The greatest impact is likely to be circulation and traffic. We may need to work out traffic control for east-west traffic crossing San Pablo Avenue, and possibly traffic calming strategies to protect the residential streets.

*Regulations at the Border.* Another issue is consistency of regulations and expectations for border properties. In some cases, lots straddling the border face different rules regarding land use, density, parking requirements, etc. It would be good to decide together what character the two cities and area land owners desire in that area, and to bring our zoning requirements closer together there.



May 26, 1999

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612-2032

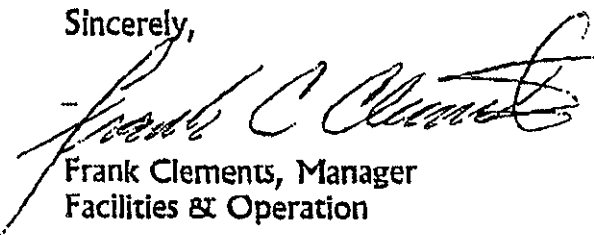
RE: ER99-06

Dear Pamela:

We have received your Notice of Preparation of Draft Environmental Impact Report. In response to this notice we would like to request a copy of the EIR for the above project number.

Your attention to this matter is greatly appreciated. If you have any question I can be reached at (510) 869-6786.

Sincerely,



Frank Clements, Manager  
Facilities & Operation

cc: file

Formerly Merritt Peralta Medical Center & Providence Hospital  
350 Hawthorne Avenue · Oakland, California 94609 · (510) 655-4000

May 29, 1999

Charles & Charlotte Hawkins  
33970 Sylvester Drive  
Fremont, CA 94555

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

Re: Case # ER99-06

Dear Pamela Kershaw:

We are very much interested in receiving the Draft Environmental Impact Report for the Broadway-MacArthur Redevelopment.

Thank you for your consideration.

Sincerely,

*Charlotte Hawkins*  
:

Slant Studio • 1150 55th Street • Studio A • Emeryville • California • 94608 • t: 510.652.2184 • f: 510.652.2157



25 May 1999

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank Ogawa Plaza, Suite 3330  
Oakland, CA 94612

re. case # ER99-06

Dear Ms. Kershaw,

I am writing to request a copy of the above-referenced Draft EIR for the Broadway-MacArthur  
Redevelopment Plan.

Thank you very much.

Sincerely,

Alison Keene

**slant**

THE  
ENTERPRISE  
COMPANY

---

REAL ESTATE SALES AND MANAGEMENT

2909 McClure Street, Oakland, California 94609, (510) 444-0876

May 28, 1999

Pamela Kershaw  
City of Oakland -Planning Divn.  
Community & Econ. Developmt. Agcy  
250 Frank H. Ogawa Plaza, Ste 3330  
Oakland, CA 94612

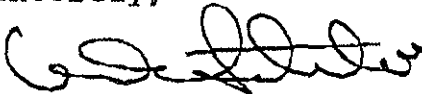
Dear Ms. Kershaw:

Re: Case No. ER99-06 - Broadway-MacArthur  
Redevelopment Plan

When the Draft EIR is published on the above project, please  
forward a copy to:

William D. McLetchie  
The Enterprise Company  
2909 McClure Street  
Oakland, CA 94609

Sincerely,



William D. McLetchie

WDM/bt

Genltr.5

May 26, 1999

Pamela Kershaw, City of Oakland  
Community & Economic Development Agency  
Planning Division  
250 Frank H Ogawa Plaza Suite ~~3330~~ 2114  
Oakland, Calif. 94612

Re: case # ER99-06

To Whom It May Concern:

This letter is being written in response to your Notice of Preparation that was received May 14, 1999. I'm very interested in receiving a copy of the Draft EIR as soon as it is available. I am very concerned about my neighborhood and any clean up efforts that are being conducted. My project Location is (3) San Pablo Avenue/Golden Gate. Thank you in advance for your consideration.

Sincerely,



Sandra Burgess  
1064 67<sup>th</sup> St.  
Oakland, Calif. 94608



June 1, 1999

Pamela Kershaw  
City of Oakland  
Community and Economic Development Agency  
Planning Division  
250 Frank H. Ogawa Plaza, Suite 3330  
Oakland, CA 94612

Re: ER99-06

Dear Ms. Kershaw:

I was very excited to get the Notice that an EIR is being prepared for the Broadway-MacArthur area. My wife, Nina, and I own Winans Construction, a general contracting firm located at 3947 Opal Street, just south of 40<sup>th</sup> Street.

We purchased this property, including 3945 Opal Street, 379 40<sup>th</sup> Street, and 377 40<sup>th</sup> Street, in 1991. Since making the purchase we have invested over \$150,000.00 in these properties.

Last year we were considering refinancing our mortgage. As part of that process we had the property appraised. Much to our chagrin and disappointment we were told after the appraisal was done that the property was worth no more than what we had paid for it in 1991!

What can be done to encourage appreciation of our property's value and, more generally, the value of other properties in the area?

The EIR is a great first step. I am very curious about the process of putting the report together and what has been done so far.

I am not sure if you are aware that the area generally around 40<sup>th</sup> Street and Broadway, in addition to being part of Auto Row, is also the home of several home-improvement related businesses.

In 1995 an attempt was made to create a Temescal Area Home Improvement business district. Several meetings with the City took place. Nothing came together.

In the meantime Temescal, the area near Telegraph and 51<sup>st</sup>, has done well while the area near 40<sup>th</sup> and Broadway has languished. My hope is that the EIR will address what is needed to make our neighborhood grow in value.

I am interested in knowing how we can be part of this process.

Sincerely,

A handwritten signature in dark ink, appearing to read "Paul Winans", with a long, sweeping horizontal stroke extending to the right.

Paul Winans, CR

Please send EIR for  
ER 99-06

BROADWAY-MACARTHUR  
REDEVELOPMENT PLAN.

Wm & Astra  
P.O. BOX 21013  
OAKLAND CA 94620-1013  
510 465 3080

Mary Block

5-19-99

Planning Dept.

ER 99-06

owner of 3074 Broadway.  
I have spent \$20,000 removing  
a tank - as per E.P.A.

50,000 for retrofitting  
as the City of Oakland  
demanded!

The redevelopment  
is great - but times  
there is no more money.

Mary Block

May 21, 1999

Dear Mrs Kershaw,

As a property owner (427-36<sup>th</sup> St)  
in the area of the "Environment Impact  
Study 'ER 9906'" we are very interested  
in the Draft EIR now published  
also, of any plans for the future.

It would be wonderful if the  
neighbourhood could be improved  
and be a pleasant place  
to live again!!

Thank you,

Mr + Mrs Robert Cook

Robert Cook

4101 Thorne St # 307

Oakland, CA 94611

MY 17, 1999

Dear Ms. Kershaw:

I am in receipt of a letter (albeit not personal) from the City of Oakland and its reference case number is:

ER99-06

I thought I would take a moment to make a plea for the development of socially helpful projects in the area and against the development of commercial ones. Certainly, commercial projects bring a certain number of jobs and profits to people in business; but when the emphasis is on them, places for people to live, play and just exist with no pressure fall to the wayside in consideration--in their lives--in my life.

I live in a beautiful house, which is presently Sect. 8 contracted; but is on the real estate market, having been repossessed--taken from a bankrupt owner and given back to the original lender, a Savings & Loan in Woodside, California, which has no interest at all in allowing us, somehow, to stay here. All they want is their money back, which, of course, they will probably not get--entirely--or, maybe, yes, in 20 years. In the effort to obtain at least equivalent alternative housing (we have two cats--a major sin in the housing crunch--one person even suggested we get rid of the cats in order to rent their house in East Oakland) once again the unbearable poverty within the housing market has become a staple in my life. It is criminal to not help people live with hope and at least a little piece of earth in which to grow something living.

I am suggesting that if there be any development, that it be concentrated on housing and parks and recreation for young people--not necessarily in that order; but with an idea to allow the predominance of these very simple projects.

-2-

Addictions to drugs and to moral decay prevail in this city. I do not mean "moral" in the religious sense, but more in a sense of hopelessness that leads to all kinds of social problems emanating from an individual who is temporarily "lost" in society. Turning the law on that person--i.e.--policemen to protect us from that person--becomes necessary at some point in that person's growing uncaring lifestyle. No one is denying that. But there are ways to turn around the hopelessness that is driving that inevitability and that is where money and development should go; even if there are many years that pass before all of society feels the change due to help. Help is what we all need--much more than protection from one another.

I therefore urge that the City of Oakland look into the development of non-project but low-income housing: one and two-bedroom facilities du or triplexed--studious studios--housing where friendly pets would be welcomed and tenants might even have postage-stamp yards where they could smell the roses.

I urge the development of small but numerous parks with recreation buildings built into them. Many exist in the Bay Area. We need more of an emphasis on providing youth with programs designed to direct their attention to fun and healthy things such as art and sports and music--that the public schools have been having difficulty providing. There are a lot of jobs inherent in such projects, a few of which I even could fill. It doesn't take much to be able to HELP--just some hopefulness.

I love Oakland but it is a hard city to live in, if you are poor. I have lived in the Bay Area since 1967 and moved away--together with my daughter, who is 39 now--and her 15 year old son, who is presently in a group home in Gilroy. I won't tell you what he "did," except to say that he went to McClymonds, where half the school practically is shut down; and in spite of how wonderful all of the staff there is, there was nowhere for him to go after school except into the arms of trouble--which he found extremely interesting and stimulating and when he came home to a home being taken out from under him

-3-

the dividing line between what he knew to be wrong and acquisition of lots of "fun" became very blurred indeed.

I do not blame Oakland for my grandson's misjudgment. I simply see in him a hopelessness where all around him people use violence to make their point or to get what they want and the social fun programs taken away in the 80's have not been replaced.

I moved away from here in 1993 to try and help this small family I was supporting and so now I have an actual means of comparison to assert that it is very hard to live here. Throughout the country, things are tough. In Oakland, the vitality that has been sapped by politicians and the changing popular mood just makes things tougher, tighter and harder. Such as trying to find a place to live in a market so tight you could play a symphony on its strings.

We came back to Oakland because my grandson wanted to come "home." At age 12, being bi-racial, he yearned to be among his people. It was refreshing for all of us to be among his people again. And then the search for survival began. Three years later, it has not yet ended. Not for anything we did wrong (or right); but for deprivation and lack of commitment to get in there and right the wrongs on the part of the so-called "powers" that be.

I will continue to work on the development of all that is wonderful (positive and negative) in Oakland and not fall into hopelessness. When you ask for my input in regard to development, I HAVE TO tell you what I really think. The forces of positive and negative simply are different. That one is known as bad and the other good is simply temporary. "Negative" is a magnetic force. It is a way to find creativity; and "positive" is the way to implement creativity--to give ideas and imagination and magic life. Please HELP.



IRIS GRIDER  
3860 Lusk St (for now)  
Oakland, CA 94608  
594-1974

# **APPENDIX C**

## **PRELIMINARY REDEVELOPMENT PLAN**

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**Preliminary Redevelopment Plan**  
**for the**  
**Broadway/MacArthur Redevelopment Area**  
**April 1998**

**I. INTRODUCTION**

On April 22, 1997, the City Council approved a Redevelopment Survey Area for Broadway Auto Row, which served as part of an overall strategy to retain the existing auto dealers. At the same time, the City and BART had been discussing plans to build a mixed use "transit village" around MacArthur BART station. Since this development would be adjacent to Auto Row, and since it would be more efficient to survey both areas at once, staff asked that the survey area be widened to include the MacArthur Transit Village site. The Council accepted these recommendations, and they further expanded the survey area to include the San Pablo/Golden Gate neighborhood.

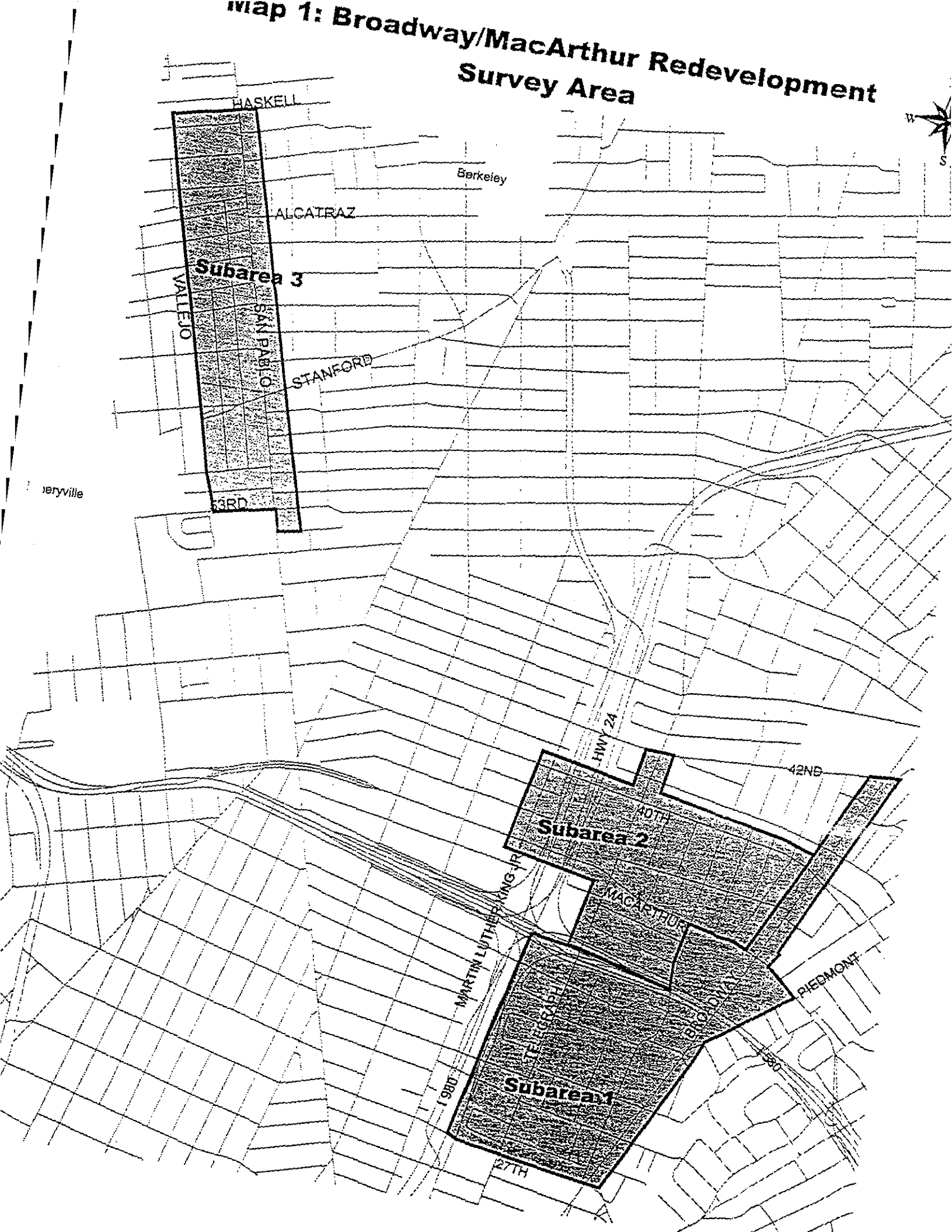
On October 21, 1997, the City Council approved the final boundaries of a Redevelopment Survey Area for the "Broadway/MacArthur" area, which includes Broadway Auto Row, MacArthur Transit Village, and the San Pablo/Golden Gate neighborhood (see Map 1). This resolution was approved in order to determine the feasibility of redevelopment powers in that area, in compliance with California's Community Redevelopment Law.

Under State Law, the next step is for the City Planning Commission to select one or more project areas, comprising all or part of the survey area, and to prepare a preliminary plan for the redevelopment of each selected project area.

The City is seeking redevelopment powers for this area in order to retain and expand existing businesses in the Broadway/MacArthur area and to attract new businesses and housing development to Oakland through land assembly, marketing, and public improvement activities. These efforts are aimed at stemming the migration of retailers out of Oakland, increasing job opportunities for Oakland residents, and reaffirming the City's commitment to revitalizing its retail and commercial base while strengthening residential communities.

The City has demonstrated its commitment to redevelop the Broadway/MacArthur area through a series of prior actions. Since 1993, the City, BART, and area residents and businesses have been engaged in a community planning process for the MacArthur BART area. In 1995, a community development study was published, and, in 1997, the City commissioned a feasibility study of potential transit village development in the area. In April 1997, the City approved a comprehensive redevelopment plan for Broadway Auto Row using \$3 million in Redevelopment Agency funds. In 1994, the City analyzed the San Pablo/Golden Gate neighborhood, and in 1997 it commissioned a market analysis of the San Pablo corridor. This Preliminary Redevelopment Plan builds on previous work and it represents the next step in a long term vision to revitalize these areas.

# Map 1: Broadway/MacArthur Redevelopment Survey Area



## II. LOCATION AND SELECTION OF THE PROJECT AREA

The Broadway/MacArthur Redevelopment Project Area is coterminous with the survey area. It comprises a total of approximately 676 acres in the two discrete areas shown in Map 1. As shown in Map 1, the first area is bounded by 27th Street, the properties on both sides of Broadway from 27th up to 42nd St., the rear property lines on the north side of 40th Street, the properties on both sides of Telegraph Avenue from 40th to 42nd St., the rear property lines on the north side of 40th St., the rear property lines on the west side of Martin Luther King Jr. Way, the rear property lines on the south side of W. MacArthur Blvd., the rear property lines on the west side of Telegraph Ave., Interstate 580, and Interstate 980. The second area is bounded by the Oakland-Emeryville border (53rd St.), the rear property lines on the east side of San Pablo, the Oakland-Berkeley border (Haskell St.), and the Oakland-Emeryville border (Vallejo St.).

The project areas contain a mixture of older retail, residential, and commercial uses, as well as several major medical facilities (e.g., Summit and Kaiser facilities) and the MacArthur BART station. The older retail uses include auto dealerships, motels, auto parts/repair, and neighborhood commercial shops, among other uses.

The project area contains an estimated 125<sup>1</sup> acres in residential use. The estimated 1990 population of the project area was approximately 5,960 or 47 persons per gross residential acre, and the estimated number of housing units was about 2,887 or 23 units per residential acre.<sup>2</sup>

In general, the intensity of buildings on commercial properties is high, reflecting the area's heavily urbanized character. However, the area does contain approximately 24 acres that are classified as underutilized, with low building intensity.

The project area comprises portions of the Central District and North Oakland Community Development Districts. Several important residential areas lie partially or wholly within the project boundaries, including the Temescal, West MacArthur, Glen Echo, Northgate, Summit Gardens, San Pablo/Golden Gate, and Mosswood Park neighborhoods. It is anticipated that residential portions of these neighborhoods will benefit from redevelopment programs. State Law requires that a minimum of 20% of the tax increment revenue generated by the project be used for low- and moderate-income housing units. In addition, by enhancing the surrounding residential areas, there will be a greater potential to revitalize the commercial strips along Broadway, MacArthur Blvd., Telegraph Ave., and San Pablo Ave.

According to initial analysis, the sites for potential land assembly lie primarily along the commercial strips. Infrastructure needs are dispersed throughout the area. Additional analysis is underway to

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<sup>1</sup>Total residential acres were calculated by parcels. This number does not include streets or other public spaces within the residential blocks.

<sup>2</sup>These figures are approximations. The calculation of acreage is based on the study area boundary while the population and housing units are based on census blocks. Some of the census blocks extend beyond the study area.

clarify the potential for prospective commercial/housing/mixed use developments throughout the area.

For the above reasons, a single project area has been selected in order to pursue new development on an opportunity basis and to make necessary infrastructure improvements to support potential future development.

### III. DESCRIPTION OF PROJECT AREA

For purposes of description, the Broadway/MacArthur project area is divided into the following three subareas (see Map 1):

- Subarea 1:** Area generally known as Broadway Auto Row, including the commercial strip along Broadway from 27th St. to 42nd St., plus the area between 27th St., I-580, I-980, and the rear property lines on the ~~west~~<sup>east</sup> side of Broadway.
- Subarea 2:** Area generally known as the MacArthur Transit Village site, including the area between I-580, Broadway, 40th St., Martin Luther King Jr. Way, W. MacArthur Blvd., and Telegraph Ave. (including the rear property lines on all border streets), with a panhandle consisting of the properties on Telegraph Ave. from 40th to 42nd Streets.
- Subarea 3:** Area generally known as the San Pablo/Golden Gate neighborhood, bounded by the Oakland-Emeryville border (53rd St.), the rear property lines on the east side of San Pablo Ave., the Oakland-Berkeley border (Haskell St.), and the Oakland-Emeryville border (Vallejo St.).

The land use, circulation, and general physical conditions, as well as the general development climate for each subarea are discussed below:

#### A. Subarea 1: Broadway Auto Row

Broadway Auto Row centers around Broadway between Grand Ave. and 42nd St., and it includes several under-used blocks to the east and west of Broadway. This subarea serves as a gateway into Downtown Oakland and it includes residences, Summit Medical Center, Kaiser Medical Center, the MacArthur/Broadway Center, and the "Old Sears" site at 27th St. and Telegraph Ave. Auto Row suffers from physical and economic blight that threatens the economic health and competitiveness of the local auto-dealerships. However, the surrounding area has a significant population that could support retail in the future (see demographic data below).

Currently, part of Auto Row lies within the Central District Urban Renewal Area, which extends as far north as 27th St. Therefore, the proposed project area would include only the portion of Auto Row north of 27th St.

### **(1) Land Use (See Map 2)**

As mentioned above, Broadway Auto Row contains a diverse mix of commercial and residential uses. Since the early 1900s, this area has served as a regional center for auto retail, with showroom buildings concentrated along Broadway between Grand Ave. and I-580. However, Auto Row differs fundamentally from a suburban auto mall in that it has pedestrian-scale buildings that are condensed in a relatively small area. One of the development challenges facing this area will be to modernize and expand the auto showroom facilities, so that they can remain economically viable, yet at the same time preserving the distinctive architecture and urban density of the Broadway frontage.

East of Broadway (between Grand Ave. and I-580), there is a mixture of small, fragile residential neighborhoods, combined with pockets of commercial and live-work uses.

West of Broadway (between Grand Ave. and 27th St.), there are several blocks of under used commercial property -- primarily auto repair shops, surface parking lots, and vacant buildings and lots. Along Telegraph Ave. (between Grand Ave. and 27th St.), there is the Northgate commercial strip, which currently suffers from extensive blight, public safety issues, and a high vacancy rate. Between Telegraph Ave. and I-980 (between Grand Ave. and I-580), there are some pockets of lower income residential as well as some marginal commercial uses. Summit Medical Center dominates the area immediately west of Broadway between 29th and I-580.

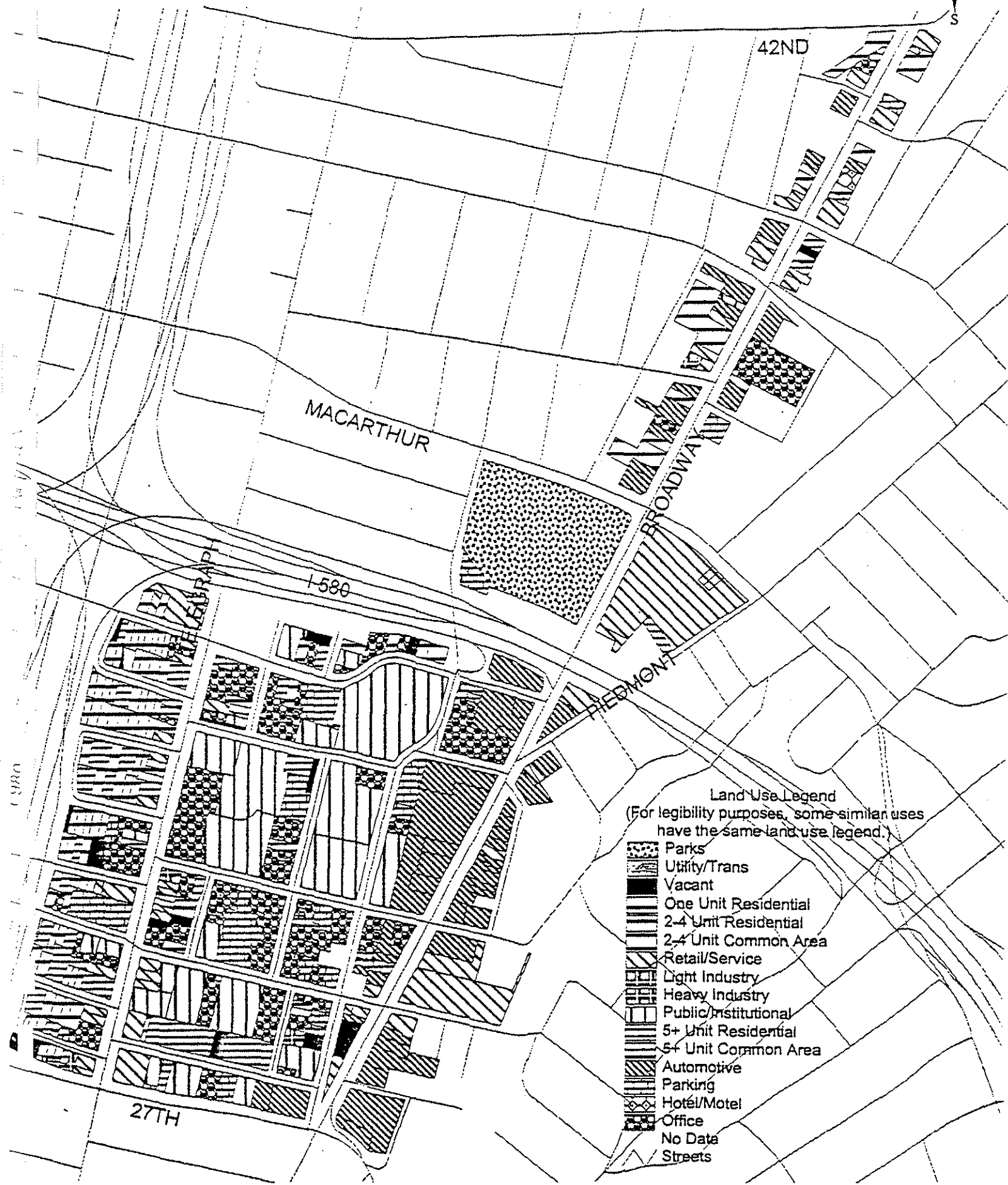
The I-580 overpass creates a significant physical and psychological barrier between the lower and upper portions of Auto Row. North of the I-580 overpass, the Broadway frontage is much less dominated by auto dealerships and more interspersed with home improvement and auto repair shops. In addition, the stretch of Broadway between I-580 and 42nd St. includes several restaurants, convenience stores, a few institutional uses (e.g., the Masonic Temple), and other commercial uses.

### **(2) Circulation (See Map 3)**

The major north-south routes in this subarea are Broadway, Telegraph Ave., and I-980. The major east-west routes are 27th St., I-580, and W. MacArthur Blvd. Currently, there is little traffic congestion in this area on the surface arterial streets. However, both I-980 and I-580 suffer from traffic congestion during peak commuting hours.

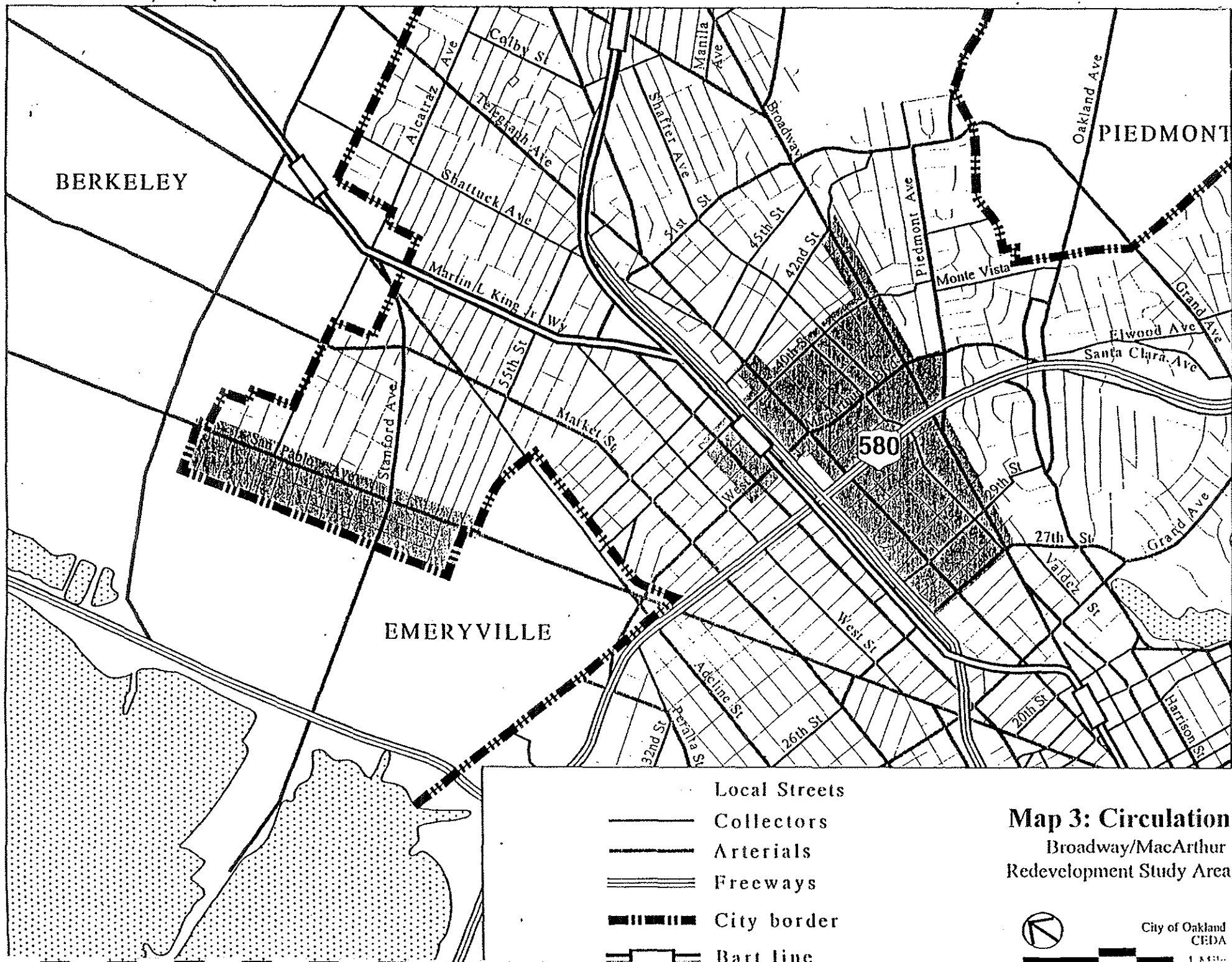
Freeway access to this subarea is awkward, due to the long and confusing design of the existing on- and off-ramps. Access to residential portions of this subarea is adequate. The subarea has limited mass transit service, provided by AC Transit bus routes. The main bus service provided through the area is AC Transit bus route 51.

# Map 2: Broadway Auto Row Land Use Map Subarea 1



Land Use Legend  
(For legibility purposes, some similar uses have the same land use legend.)

- Parks
- Utility/Trans
- Vacant
- One Unit Residential
- 2-4 Unit Residential
- 2-4 Unit Common Area
- Retail/Service
- Light Industry
- Heavy Industry
- Public/Institutional
- 5+ Unit Residential
- 5+ Unit Common Area
- Automotive
- Parking
- Hotel/Motel
- Office
- No Data
- Streets



### **(3) General Physical Conditions**

Broadway Auto Row contains a significant inventory of vacant parcels, dilapidated and blighted structures, and unused commercial storefronts in the project area. These parcels are underutilized, with low building intensity.<sup>3</sup> Approximately 13 acres is underutilized or vacant within the project subarea.

Much of the housing is old and have several deferred maintenance problems. Some of the older car showrooms are vacant, leaving a dead space along Broadway. Mixed use developments adjacent to auto show rooms contributes to the disjointed urban character. Many of these mixed-use store fronts are empty or underutilized. Graffiti is prominent on abandoned buildings and retail store fronts.

The residential density varies from parcel to parcel. Single family homes stand next to four story apartment buildings. The disjointed nature of residential development can be attributed to long term development trends within the region. Large Victorian homes were subdivided as local housing demand changed and in certain instances single family housing were replaced by higher density apartment buildings. The majority of households have equal or less than two rooms in their home (Census tract 4013).<sup>4</sup> Only six percent of the housing units are owner-occupied.

More than half of the residential units in the subarea were constructed before 1954. The older housing units have a much higher vacancy rate. More than 75% of the vacant housing units within the subarea were built before 1939. Many older structures show a need for maintenance and rehabilitation.

Few street trees have been planted in the residential areas, and no landscaping treatment exists on most commercial streets. The subarea is noticeably devoid of pedestrian amenities such as public telephones and street furniture. Mosswood Park suffers from poor lighting and is underutilized by local residents. Residents complain that the park accommodates criminal activity. Traffic volume, noise and pollution from the I-980, and I-580 freeways adversely impact the environment in the area.

### **(4) General Development Climate**

The 20 auto dealerships in this area, combined with over 25 auto repair and supply stores, generate 14% of the City's sales tax revenue and provide a major source of quality jobs. However, many of the dealerships are now facing declining sales, obsolete facilities, and the possibility of leaving Oakland.

In addition, the non-auto oriented portions of this area are wrestling with their own issues. Summit Medical Center must modernize and expand its facility in the next

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<sup>3</sup>Kaplan/McLaughlin/Diaz, J. Vann. March 1995. MacArthur BART Station Area Planning Process, pg. I-2.

<sup>4</sup>The 1990 Census does not count kitchens or bathrooms as rooms.

five years. The Northgate area suffers from severe blight and economic distress. Several prominent intersections — i.e., Broadway at Grand Ave., 27th St., Piedmont Ave., and MacArthur Blvd.— should all be centers of activity but currently are dysfunctional and blighted.

To address these challenges, there are several development opportunities that should be considered. First, Broadway is a well-established destination for shoppers, so it could be revitalized if its appearance is improved. The Oakland Redevelopment Agency has already committed \$3 million for street improvements for Auto Row, but further street improvements and business attraction efforts are needed.

Second, there is an underutilized area west of Broadway and south of 27th Street that could provide badly-needed expansion space for the local auto dealers.

Third, there are opportunities to create centers of pedestrian-oriented retail at the corners of Broadway at Grand Ave., 27th-29th Streets, and Piedmont. According to a 1997 market analysis of the area, the area's local population and regional draw present a strong market for restaurant/food, convenience, and family retail.

Fourth, the blighted intersection at MacArthur and Broadway could be revitalized by building physical improvements to Mosswood Park, redeveloping the obsolete medical building at the northeast corner, and redeveloping the obsolete retail center at the southeast corner. In addition, improvements could be made under the I-580 overpass to strengthen the linkage between "upper" and "lower" Broadway.

Finally, the six-acre unoccupied lot at 30th and Broadway presents a prime opportunity to attract a major new retailer, a parking structure, or other new construction.

## **B. Subarea 2: MacArthur Transit Village**

### **1. Land Use (See Map 4)**

The MacArthur BART subarea consists of a mixture of older commercial, institutional, residential and some industrial uses. The primary use of land in the area is older residential single-family housing and two to four-unit residential buildings. Public institutional uses such as schools, churches, medical facilities, and government properties owned by BART and City of Oakland are the second largest land use in the area followed by commercial, retail, and industrial uses. The area also includes major transportation facilities such as the MacArthur BART station, which is a regional transfer point for the BART system. The area is intersected by major freeways including I-980, I-580, and Highway 24.<sup>5</sup>

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<sup>5</sup>Kaplan/McLaughlin/Diaz, J. Vann, March 1995. MacArthur BART Station Area Planning Process, pg. IV-7.

# Map 4: MacArthur BART Transit Village Land Use Map Subarea 2



Land Use Legend  
(For legibility purposes, some similar uses have the same land use legend.)

- Parks
- Utility/Trans
- Vacant
- One Unit Residential
- 2-4 Unit Residential
- 2-4 Unit Common Area
- Retail/Service
- Light Industry
- Heavy Industry
- Public/Institutional
- 5+ Unit Residential
- 5+ Unit Common Area
- Automotive
- Parking
- Hotel/Motel
- Office
- No Data
- Streets

Commercial, retail and industrial uses are limited to Telegraph Ave., Martin Luther King Jr. Way, 40th St., and MacArthur Blvd. The majority of vacant and undeveloped parcels in the survey area are along Martin Luther King Jr. Way.<sup>6</sup>

The major commercial, retail, and industrial corridors in the survey area are:

- Along Telegraph Ave. between I-580 and 42nd St., the land uses are commercial/retail, residential, and institutional (e.g., churches, schools).
- Land uses along MacArthur Blvd. include commercial, retail, residential, park, institutional, and motel/lodging. There are 14 motels concentrated along MacArthur Blvd. between Broadway and Market. Approximately seven of these are in the survey area. Some motels are associated with illegal activities that contribute to the negative image of the area.<sup>7</sup>
- Along Martin Luther King Jr. Way. and State Highway 24 between MacArthur Blvd. and 40th St., land uses are commercial and retail, residential, and automotive.<sup>8</sup>

## 2. Circulation (See Map 3)

As previously mentioned, the area is intersected by major interstate freeways I-980 and I-580 and State Highway 24. However, there are no freeway exit or entrance ramps in the subarea. The closest freeway access is at West St. and MacArthur Blvd. and at 51st St. and Shattuck Ave. The Interstates act as physical barriers to circulation within the area, especially for pedestrian traffic between Martin Luther King Jr. Way and Telegraph Avenue.<sup>9</sup>

The BART rail line runs north-south along Highway 24. The MacArthur BART station occupies the block bounded by 40th St., MacArthur Blvd., and Telegraph Ave. The station is a major transfer point for BART line and generates a significant volume of auto and pedestrian traffic in the subarea. It is a major node for a high volume of pedestrian, bicycle, auto, and bus traffic. Traffic consists of residents, shoppers, employees, and commuters. The BART station is served by three BART lines and seven AC Transit lines. Existing parking consists of 609 spaces in the

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<sup>6</sup>DRAFT REPORT. Economic & Planning Systems, Inc., MacArthur BART Market and Financial Feasibility Study, EPS #7049, November 4, 1997, pg. 16-17.

<sup>7</sup>DRAFT REPORT. Economic & Planning Systems, Inc., MacArthur BART Market and Financial Feasibility Study, EPS #7049, November 4, 1997, pg.31.

<sup>8</sup>EPS/ Dinwiddie & Associates, MacArthur BART Market and Financial Feasibility Study: Draft Phase 1, Demographic, Economic and Market Assessment Report, September 1997. pg. 15.

<sup>9</sup>McLaughlin study, West MacArthur study.

below-grade parking area adjacent to the BART station and additional spaces of on-street parking.

AC Transit provides service in the subarea along Telegraph Ave., Martin Luther King Jr. Way, 40th St. and MacArthur Blvd. with regional lines from El Cerrito to Bayfair BART, feeder routes to Ashby Ave., Emeryville, Piedmont, and the Lakeshore district, and neighborhood connectors.<sup>10</sup>

The subarea is also served by several arterials. MacArthur Blvd. is a six-lane major arterial for east-west traffic. The other east-west surface-route is 40th St., a four-lane collector. The major north-south surface auto-traffic routes are Martin Luther King Jr. Way, a four-lane minor arterial, Telegraph Ave., a four-lane minor arterial, and Broadway, a major arterial.

Major signalized intersections are Martin Luther King Jr. Way and 40th St., Martin Luther King Jr. Way and MacArthur Blvd, Telegraph Ave. and 40th St., and Telegraph Ave. and MacArthur Blvd. All intersections operate below traffic capacity and are not usually congested. The exception is congestion at Telegraph Ave. and MacArthur Blvd. at evening peak.<sup>11</sup>

The subarea is potentially affected by traffic from nearby developments. There are number of developments proposed, underway, or in existence in areas west of the station which are expected to increase traffic along MacArthur Blvd. and 40th St.

### (3) General Physical Conditions

The majority of homes in this area are at least 59 years old and are predominantly single-family and 2-4 unit structures. 52% of the housing stock in the subarea was built in 1939 or earlier, 22% was built between 1940 and 1949. Only 2% of the current stock was constructed after 1980.<sup>12</sup> Within the residential portions of the subarea, residential housing density is mostly 2-4 units per building. The density increases to 5 or more units per building along 40th St. and side streets between 40th St. and 39th St. The majority of these homes need some rehabilitation.

Based on 1990 Census data, there were 686 housing units.<sup>13</sup> The portion of owner-occupied housing in the subarea is lower than for the City as a whole. The vacancy

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<sup>10</sup>KMD, p. IV-21

<sup>11</sup>Kaplan/McLaughlin/Diaz, J. Vann, March 1995. MacArthur BART Station Area Planning Process, pg. IV-23

<sup>12</sup>Census Tracts 4010 and 4011 encompass more than the proposed redevelopment subarea. This information is an approximation of the general housing characteristics in the subarea.

<sup>13</sup>Census Tracts 4010 and 4011 encompass more than the proposed redevelopment subarea. This information is an approximation of the general housing characteristics.

rate for rental housing is 8.3%, however, generalizing from the vacancy rate for rental housing is probably lower.<sup>14</sup> According to interviews with local real estate brokers, the vacancy rate east of Telegraph Ave. is almost nonexistent, and west of Telegraph Ave, vacancy is very low (at around 3%).

The MacArthur BART subarea contains a significant inventory of vacant parcels, dilapidated and blighted structures and unused commercial storefronts. In the larger commercial area, there is a substantial number of vacant and boarded up commercial spaces. The commercial vacancy rate is approximately 25%. Along Telegraph Ave., from I-580 to 51st St., approximately 15-20% of the commercial retail space is vacant. Along Martin Luther King Jr. Way, the vacancy rate rises to approximately 30%. The absorption rate is slow, especially along Martin Luther King Jr. Way. The intersection of 40th St. and Telegraph Ave. has a slightly better absorption rate of less than 6 months.<sup>15</sup>

Few street trees have been planted in the residential areas, and no landscaping treatment exists on most commercial streets. The subarea is noticeably devoid of pedestrian amenities. Traffic volume, noise and pollution from I-980, I-580 and Hwy 24 adversely impact the environmental quality of the subarea. Additionally, the freeways and BART are seen as impacting neighborhood safety. Pedestrian routes around the perimeter of the BART station and under freeways are perceived by residents as unsurveilled and unsafe.<sup>16</sup>

#### **(4) General Development Climate**

The subarea is currently plagued by physical blight, economic depression, and public safety issues. A 1997 study identified the following obstacles to development:

- Criminal activity in the area, much of which is associated with the motels along MacArthur Blvd., is a significant constraint to new development in the area.
- Separation of the BART station from the surrounding neighborhood is a barrier for any potential transit-oriented commercial development.
- Any sizeable development would also likely have to contend with the high costs of building over parking structures and the cost of BART replacement parking (EPS).

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<sup>14</sup>9/97 Dinwiddie/EPS, pg. 21

<sup>15</sup>Kaplan/McLaughlin/Diaz, J Vann, March 1995. MacArthur BART Station Area Planning Process, pg 1-2.

<sup>16</sup>DRAFT REPORT. Economic & Planning Systems, Inc. MacArthur BART Market and Financial Feasibility Study, EPS #7049, November 4, 1997

The subarea contains opportunities such as: (1) zoning that allows more development than currently exists, (2) access to major thoroughfares and public transit, (3) a large available site that is under one ownership (i.e., the BART parking lot), and (4) the area's name recognition. However, to date there has been little investment in the area. The one exception is along Telegraph Ave. to the north of the survey area, which has seen some improvements to old properties and some new construction.<sup>17</sup>

A recent market study indicates that the MacArthur BART station and adjacent areas have the potential to capture retail expenditures of BART passengers.<sup>18</sup> Potential retail at the MacArthur BART site would most likely be local neighborhood serving, drawing its primary customer base from residents within a one-mile radius. 4,080 households live within this market area and approximately 5,000 weekday BART passengers pass through the MacArthur BART area. An initial study of retail demand indicates the area could support approximately 40,000 sq.ft. of retail space.<sup>19</sup>

When BART was initially planned, BART stations were envisioned as centers for high density, mixed use development. The rationale behind the so-called transit village development is that large concentrations of pedestrians are conducive to public transit use, and transit access attracts uses that in turn attract more pedestrians. Central-city neighborhoods can also gain new economic life from the creation of transit-based housing and new commercial development. Transit centers can create a better connection between a transit facility and the surrounding community.

There currently exists an unmet demand for lodging facilities in the area associated with local churches and hospitals. To capture potential hospital and church lodging demand would require physical improvements to motel properties. It is unlikely that there is sufficient demand to change the current nature of lodging activity, but some upgrades could change the negative perception of the motels.

The residential portions of the area are largely developed and any new residential development would have to occur over the BART parking lot, which is currently zoned R-70/ High Density Residential, or on scattered, vacant lots as in-fill housing. Currently, the greatest housing need in the City of Oakland is for affordable rentals for larger households. There is sufficient demand for moderate income apartment rental housing at the BART site. There is also demand in the area for housing for non-traditional households (e.g., students) in the survey area.

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<sup>17</sup>Kaplan/McLaughlin/Diaz, J. Vann, March 1995. MacArthur BART Station Area Planning Process, pg. 1-2.

<sup>18</sup>DRAFT REPORT. Economic & Planning Systems, Inc., MacArthur BART Market and Financial Feasibility Study, EPS #7049, November 4, 1997.

<sup>19</sup>FINAL REPORT. Economic & Planning Systems, Inc., 1997, pg. 111-22.

By including residential areas surrounding the MacArthur BART station the potential for revitalizing the area's physical appearance, commercial viability, and housing quality will be enhanced.<sup>20</sup> Also, by encouraging redevelopment around the BART station, development feasibility at the station should increase.

### C. Subarea 3: San Pablo/Golden Gate

#### (1) Land Use (See Map 5)

The Golden Gate subarea is occupied primarily by commercial and residential properties, with scattered industrial sites and institutional uses. The core of the subarea is San Pablo Ave., a commercial corridor with one and two story older buildings, some with residential units above ground floor commercial. An estimated

20% of the buildings are vacant or underutilized<sup>21</sup>, and recent demolition has resulted in scattered vacant lots. Off of San Pablo Ave., on the western side of the subarea, is a low density residential neighborhood with a single-family residential character. Approximately a third of the residential buildings contain two to four units. Directly south of the Berkeley border are older industrial properties, most of which are now vacant.

There are significant institutional uses in the Golden Gate subarea, including Golden Gate Elementary School and adjoining park and recreational facilities, the Golden Gate Library, and religious institutions including Star Bethel Church, the Siddha Foundation, St. Columba's Church and a few other smaller places of worship.

#### (2) Circulation (See Map 3)

Most of the traffic flowing through the Golden Gate subarea takes place on the two arterial streets, San Pablo Ave. and Stanford Ave. San Pablo Ave. is a four-lane state highway that carries north/south traffic, much of which is overflow traffic from I-80 during peak periods. Stanford Ave, a four-lane arterial with a landscaped median, runs east/west and provides access to I-80 from North Oakland and South Berkeley. The remaining street network in the subarea is comprised of local streets, with the exception of Alcatraz Avenue, a collector that extends east from San Pablo Ave. into Berkeley.

Traffic congestion occurs on San Pablo Ave. during peak periods. 1994 studies report approximately 25,000 vehicles per day on this arterial and significant congestion at the San Pablo/Stanford intersection<sup>22</sup>. During traffic backups on the freeways, many drivers exit at Ashby Ave. or Powell St. and cut through the subarea to avoid the

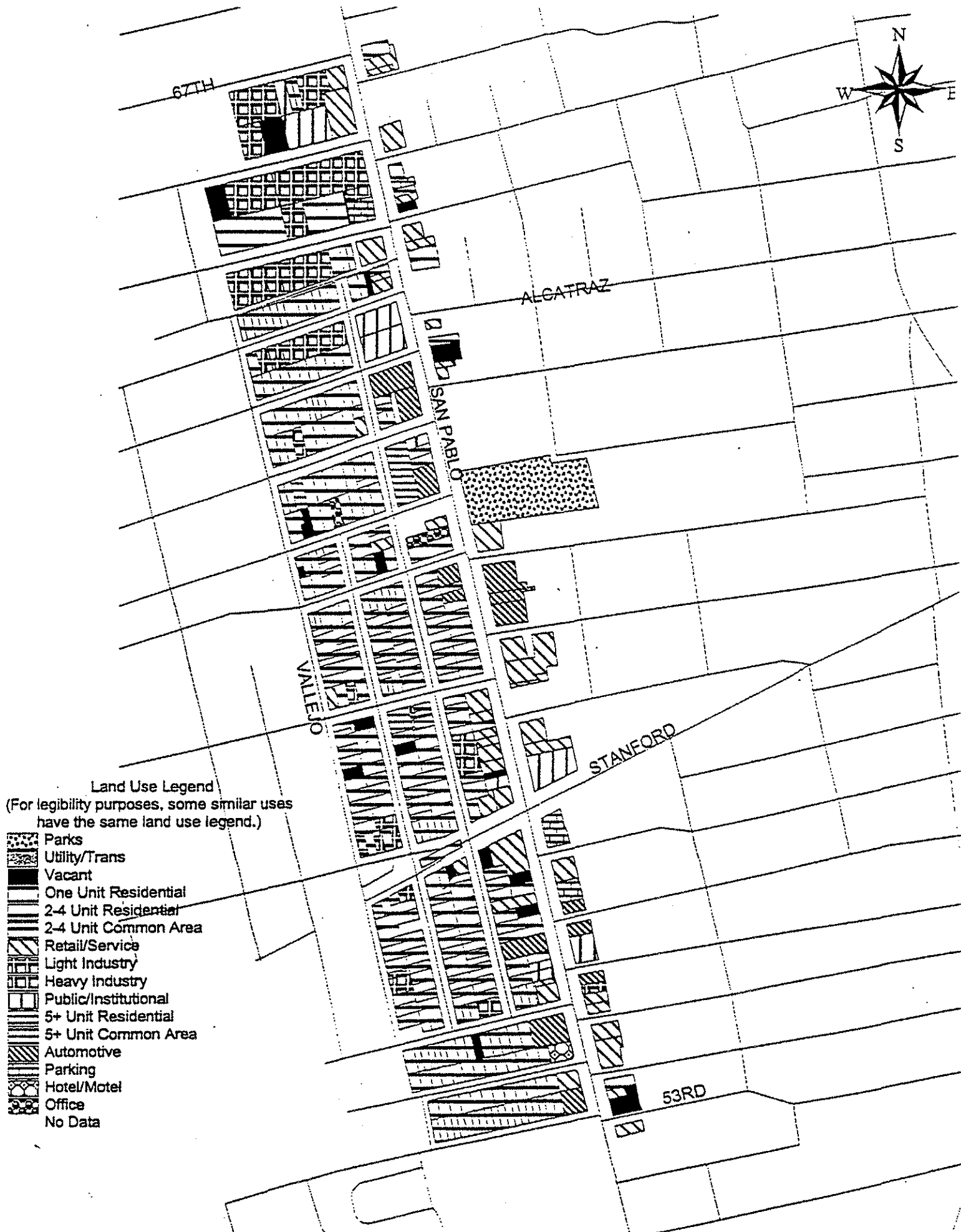
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<sup>20</sup>Kaplan/McLaughlin/Diaz, J. Vann, March 1995. MacArthur BART Station Area Planning Process, pg. 1-2.

<sup>21</sup> City of Oakland, February 1994. *Golden Gate Neighborhood Commercial Revitalization Report*, pg. 37.

<sup>22</sup> City of Oakland, Office of Planning and Building, March 1995, *Trends Report*, pg. IV-23.

# Map 5: San Pablo/Golden Gate Land Use Map



MacArthur maze. The subarea has been and will continue to experience increased traffic resulting from large development projects in Emeryville, such as the East Baybridge regional shopping center and associated high density housing, and Chiron<sup>23</sup>. Installation of speed bumps in recent years has served to calm traffic on local neighborhood streets.

Transit service in the area is provided by the following AC Transit routes.<sup>24</sup>

- Route 72 on San Pablo Ave.
- Route 57 on MacArthur Blvd. The western extension of this line runs on 40th St. to San Pablo Ave., then north to Stanford, and west to Powell St.
- Route 17: Provides east/west service along Alcatraz Avenue.

In 1997 the cities of Albany, Berkeley, Emeryville and Oakland, together with the Alameda County Congestion Management Agency, AC Transit, Caltrans, and the Metropolitan Transportation Commission, developed a San Pablo Avenue Corridor Program to make the corridor more accessible and vital. With the strength of coordination among the various agencies, the program will develop projects to improve bus service, relieve congestion, provide better local circulation and access, and improve the physical environment along the corridor<sup>25</sup>.

### (3) General Physical Conditions

The Golden Gate subarea reflects an overall blighted character. The majority of buildings are between 50 and 100 years old and vary by type, size, and condition. As discussed above, more that 20% of the properties along San Pablo Ave. are vacant and boarded up, few of them are in rentable condition and many will require substantial renovations prior to future occupancy.

The mix of uses, including storefronts, churches, vacant lots, and auto repair shops lying side-by-side presents a fragmented appearance. Demolition activity has increased on San Pablo Ave. in recent years, resulting in vacant lots that significantly detract from the urban fabric. The poor condition of the area contributes to persistent crime problems. Several properties along San Pablo Ave. have toxic problems from current and past uses. In 1994, the local neighborhood association identified 20 such sites.<sup>26</sup>

San Pablo Ave. reflects a need for public improvements as well. Currently the City of Emeryville, adjacent to the south, is implementing extensive public improvements including new sidewalks, crosswalks, bus stops, trees and a landscape median. This

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<sup>23</sup> City of Oakland, February 1994. *Golden Gate Neighborhood Commercial Revitalization Report*, pg. 69.  
Chiron Development Plan EIR, 1995.

<sup>24</sup> AC Transit, May 1995, *Street and Route Map*.

<sup>25</sup> Cambridge Systematics, Inc. et al, April 1997, *San Pablo Avenue Corridor Study*, pg. ES-1

<sup>26</sup> City of Oakland, February 1994. *Golden Gate Neighborhood Commercial Revitalization Report*, Appendix D.

will serve to accentuate the lack of investment along San Pablo Ave. where few improvements have occurred.

While properties off the San Pablo spine vary in terms of their physical condition, there are significant conflicts where older industrial properties abut residential neighborhoods.

#### **(4) General Development Climate**

The development climate in this subarea is very poor. A 1997 market analysis describes several significant obstacles to revitalization of this segment of San Pablo Ave.<sup>27</sup> These include high crime rates, a lack of large parcels, and high costs of renovation for existing properties. Perceived and documented criminal activity is a major disincentive for new business activity.

In addition, the lots in the subarea are too small to attract new residential and commercial development. These parcels require more land for economic viability. Land assemblage requires participation of multiple owners, and is difficult, expensive, and time consuming. Furthermore, significant investment would be required to bring the unsightly properties into productive use and make the corridor more attractive to new development. Unmaintained buildings, vacant lots, and poorly maintained auto repair businesses contribute to the subarea's visual blight.

Other obstacles are found in the local market conditions. The new East Baybridge development has drawn some of the retail market from the subarea and incomes in the primary trade area are not high enough to support neighborhood and convenience-oriented retail trade. Construction of new rental housing units is unlikely in the near future because the level of rents needed to cover construction and yield a profit are not achievable. Furthermore, current owners tend to have too high an expectation of property values.

### **IV. EXISTING DEVELOPMENT STANDARDS AND CONTROLS**

Oakland's General Plan and the City's Zoning Regulations provide the regulatory structure for development of property within Oakland. Provisions of the General Plan are discussed in Section IX of this report. Current zoning districts within the redevelopment study area are shown on the zoning maps of this report and are summarized on Table 1. As shown in the zoning maps, the major corridors (i.e., Broadway, MacArthur Blvd., Telegraph Ave., San Pablo, and parts of 40th St. and Martin Luther King Jr. Way) are in commercial zones. Much of the remainder of the study area is zoned for multi-family residential uses, with the exceptions of the Kaiser and Pill Hill medical centers, and small pockets of industrial zoning in the San Pablo/Golden Gate subarea. Mosswood Park is currently unzoned but is proposed for the newly created open space zoning.

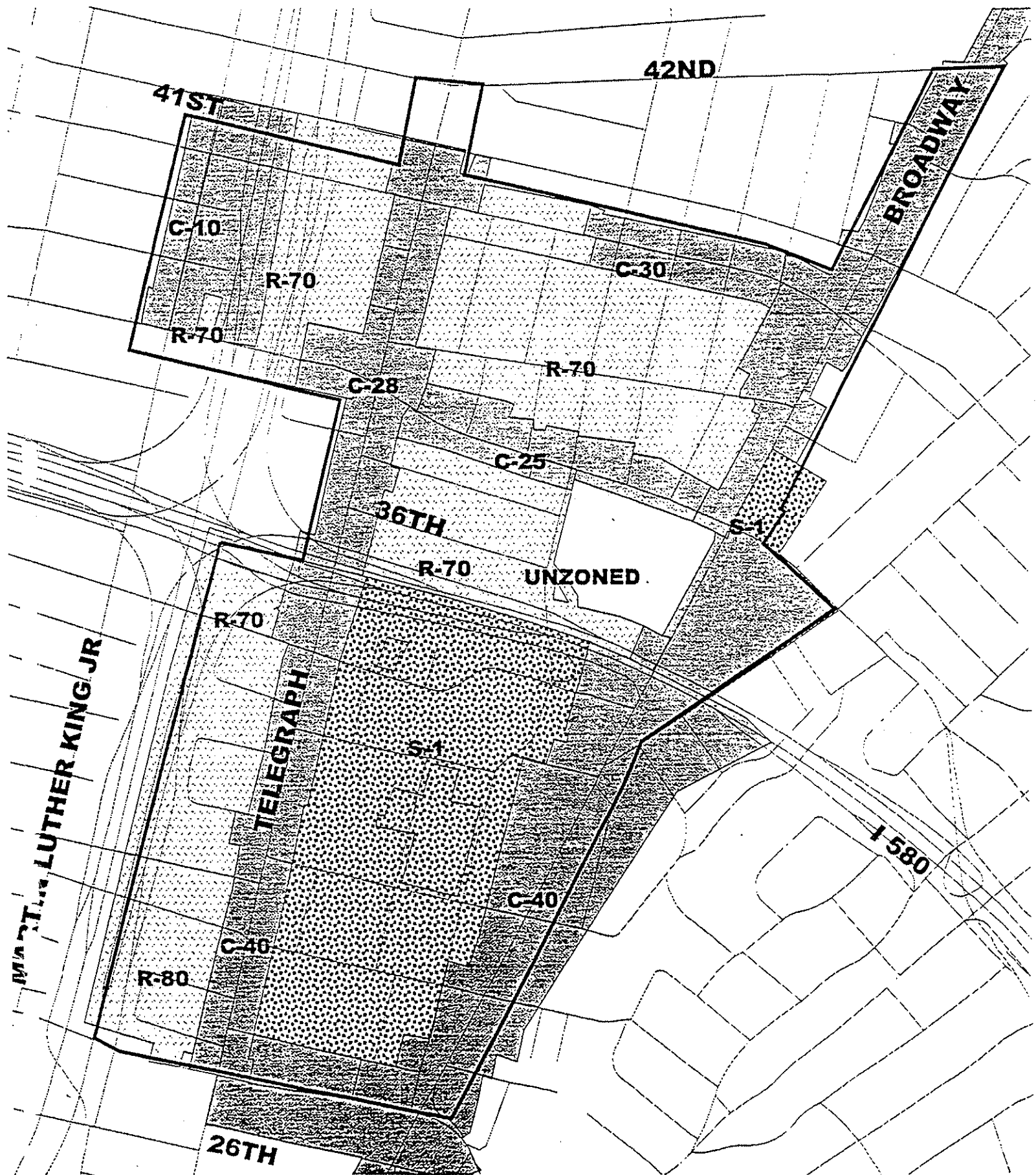
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<sup>27</sup> Sedway Group, October 1997, *San Pablo Avenue Corridor Market Assessment and Implementation Plan*.

**Table 1: Zoning Districts in the Broadway/MacArthur Redevelopment Survey Area**

<b>Zoning District</b>	<b>Title</b>	<b>Intent</b>
R-40	<b>Garden Apartment Residential</b>	To create, preserve, and enhance areas containing a mixture of single- or two-family dwellings and garden apartments in spacious settings for urban living, typically appropriate to attractive areas of exiting lower medium density residential development.
R-50	<b>Medium Density Residential</b>	To create, preserve, and enhance areas for apartment living at medium density residential development.
R-70	<b>High Density Residential</b>	To create, preserve, and enhance areas for apartment living at high densities in desirable settings, typically appropriate to areas having good accessibility to transportation routes and major shopping and community centers.
R-80	<b>High-Rise Apartment Residential</b>	To create, preserve, and enhance areas for high-rise apartment living at high densities in desirable settings, typically appropriate to areas near major shopping and community centers and rapid transit stations.
C-10	<b>Local Retail Commercial</b>	To create, preserve, and enhance areas of small-scale retail establishments serving frequently recurring needs in convenient locations, typically appropriate to small shopping clusters located within residential communities.
C-25	<b>Office Commercial</b>	To create, preserve, and enhance areas containing a mixture of professional and administrative offices and high-density residences within attractive settings, typically appropriate along major thoroughfares running through residential communities.
C-28	<b>Commercial Shopping District</b>	To create, preserve, and enhance major boulevards of medium-scale retail establishments featuring some specified higher density nodes in attractive settings oriented to pedestrian comparison shopping, and to encourage mixed-use residential and nonresidential development, typically appropriate along major thoroughfares near residential communities.
C-30	<b>District Thoroughfare Commercial</b>	To create, preserve, and enhance areas with a wide range of retail establishments serving both short and long term needs in convenient locations, and is considered appropriate along major thoroughfares.
C-35	<b>District Shopping Commercial</b>	To create, preserve, and enhance areas with a wide range of retail establishments serving both short and long term needs in compact location oriented toward pedestrian comparison shopping, and is typically appropriate to commercial clusters near intersections of major thoroughfares.
C-40	<b>Community Thoroughfare Commercial</b>	To create, preserve, and enhance areas with a wide range of both retail and wholesale establishments serving both short and long term needs in convenient locations, typically appropriate along major thoroughfares.
S-1	<b>Medical Center</b>	To create, preserve, and enhance areas devoted primarily to medical facilities and auxiliary uses, and is typically appropriate to compact areas around large hospitals.
M-20	<b>Light Industrial</b>	To create, preserve, and enhance areas containing manufacturing and related establishments with limited external impact with an open and attractive setting, typically appropriate to locations adjacent to residential communities.
M-30	<b>General Industrial</b>	To create, preserve, and enhance areas containing a wide range of manufacturing and related establishments, typically appropriate to areas providing a wide variety of sites with good rail or highway access.
OS	<b>Open Space</b>	To create, preserve, and enhance land for permanent open space to meet the active and passive recreational needs of Oakland residents and to promote park uses which are compatible with surrounding land uses and the City's natural environment.

# Zoning Map: Subareas 1 & 2



Zoning Map: Subarea 3

67TH

M-30

M-20

C-30

ALCATRAZ

R-40

VALLEJO

SAN PABLO

C-35

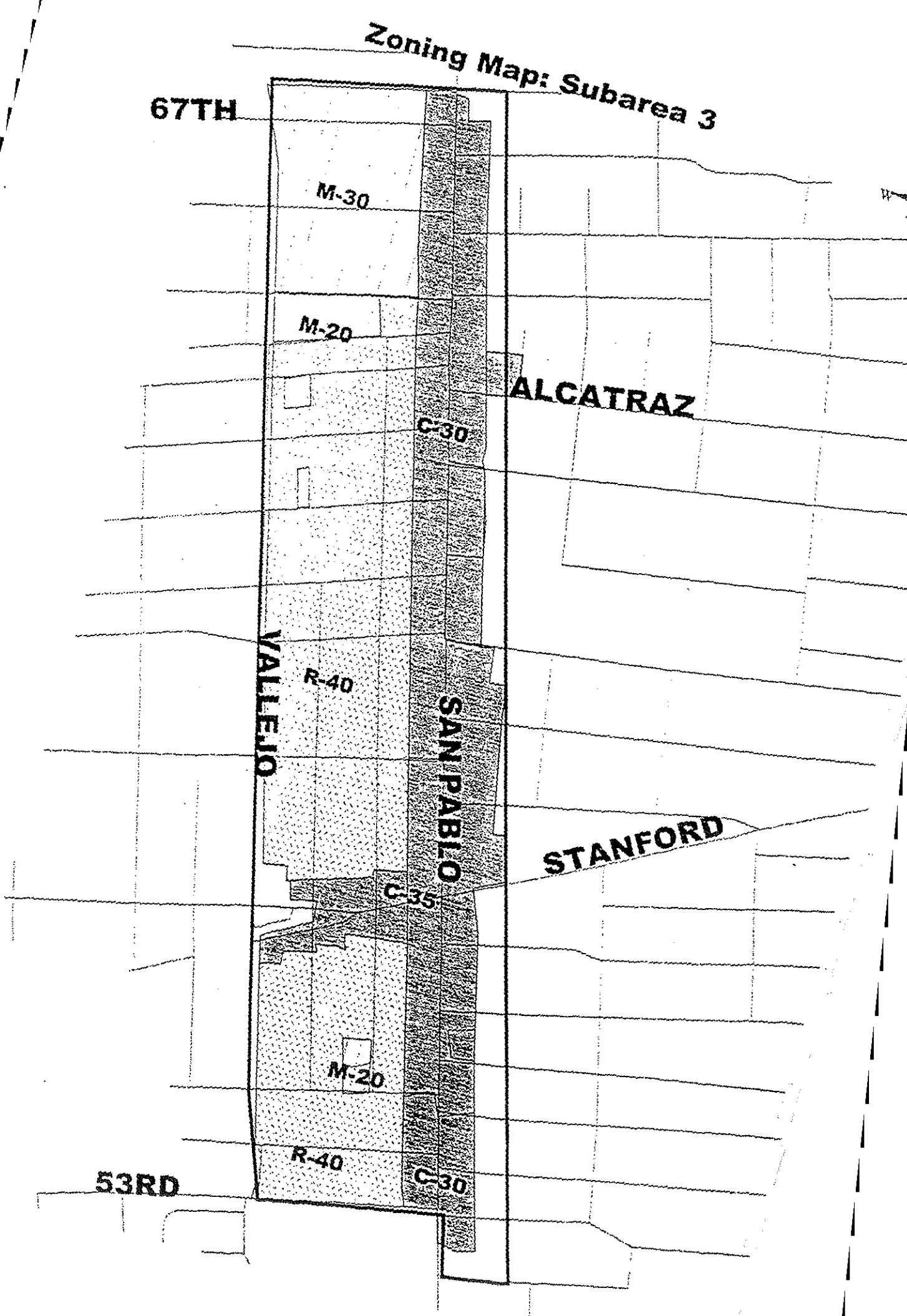
STANFORD

M-20

R-40

C-30

53RD



At the writing of this report, a new Land Use and Transportation Element of the General Plan is scheduled to go before the City Council. As drafted, the Element calls for an overhaul of the City's Zoning Regulations in order to bring them into conformance with the land use and transportation policies and diagrams. This would include development of new zones necessary to conform to the new land use classifications in the Element.

The Draft Element also recommends that a S-15 Transit Oriented Development Zone be applied to the MacArthur BART station and environs. S-15 intends to create a transit village similar to the planned development at and around the Fruitvale BART station. The S-15 Zone is intended to create, preserve, and enhance areas devoted primarily to serve multiple nodes of transportation and to feature high-density residential, commercial, and mixed use developments to encourage a balance of pedestrian oriented activities, transit opportunities, and concentrated development; and encourage a safe and pleasant pedestrian environment near transit stations by allowing a mixture of residential, civic, commercial, add light industrial activities, allowing for various pedestrian amenities.

## **V. GOALS OF THE REDEVELOPMENT PROJECT**

The Redevelopment Agency, working in partnership with local businesses, residents, and other stakeholders, has developed several goals for the proposed Redevelopment Project. Listed below are the general redevelopment goals targeted for the Preliminary Redevelopment Plan. It is expected that throughout the remainder of the redevelopment designation process these goals would be refined and augmented as appropriate. The main goals of the proposed Redevelopment Project are as follows:

1. To upgrade the redevelopment area's overall physical and economic climate.
2. To retain existing businesses and to attract new businesses to the area, based on: the comparative strengths in each of the subareas, and long-term economic trends.
3. To increase job opportunities in the commercial areas.
4. To expand the City's tax base.
5. To upgrade existing housing and increase the City's supply of low- and moderate-income housing.
6. To strengthen Broadway Auto Row as a regional retail center.
7. To develop mixed-use commercial and residential development centered around the MacArthur BART Station.
8. To revitalize the commercial corridors along Telegraph Ave., MacArthur Blvd., and San Pablo Ave., as well as improve the physical appearance of the surrounding neighborhoods.

9. To allow diverse land uses in the area to grow in a way that: (1) promotes the location of compatible uses next to each other, and (2) minimizes potential conflicts among different uses.
10. To improve transportation access to retail and commercial areas.
11. To improve the public image of the major retail and commercial corridors within the area.
12. To reduce crime and improve auto and pedestrian safety within the redevelopment area.
13. To adjust the city's zoning codes in order to more effectively fulfill redevelopment goals 1, 3 and 9 of this Preliminary Plan.

## VI. ATTAINMENT OF THE PURPOSES OF THE LAW

The policy of the State of California and the purposes of the Community Redevelopment Law are to "protect and promote the sound development and redevelopment of blighted areas and the general welfare of the inhabitants of the communities in which they exist by remedying such injurious conditions through the employment of all appropriate means."<sup>28</sup> These purposes will be achieved in the Redevelopment Area in the following ways:

1. The project area is primarily an older, underutilized residential, retail and commercial area with over 95% of its privately-owned land developed for urban uses. Redevelopment activities, such as land acquisition and assemblage, will result in more intensive development of underutilized properties in the area.
2. As existing businesses expand and new businesses are attracted to the area through the proposed redevelopment activities, new job opportunities will be created for Oakland residents.
3. The rehabilitation or construction of residential units financed with tax increment revenues will provide a better living environment for residents in the area and will help to meet the City's low- and moderate-income housing needs.
4. Public infrastructure, particularly in the form of new street improvements, will also be improved through tax increment financing. These improvements will help to alleviate existing fragmentation and underutilization of commercial and public areas. They will also help to meet pedestrian, transportation and mass transit needs.
5. Redevelopment efforts will generally help eliminate the visual blight as well as the economic decay that inhibits the healthy development of the area.

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<sup>28</sup>California Health and Safety Code, §33037

## VII. PROPOSED PRELIMINARY REDEVELOPMENT PLAN

### A. General Redevelopment Project Implementation Strategy

Redevelopment strategies as identified in this Preliminary Redevelopment Plan are highlighted below. It is expected that these strategies, like the redevelopment goals they seek to achieve, will, be refined and augmented as appropriate. The general redevelopment project implementation strategy is as follows<sup>29</sup>:

1. Commercial/Retail/Mixed-Use Land Assembly
  - In Broadway Auto Row, assemble currently underutilized property to aid existing and potential new auto dealers and other retailers that require additional space for their operations.
  - In the area surrounding the MacArthur BART Station, assemble property in order to support long range plans to build a mixed-use commercial and residential development on that site.
  - Assemble underutilized properties to assist in completing in-fill of mixed use, residential, retail and live-work developments.
  - In general, acquire residential properties in the area only if the owner wishes to sell.
2. Infrastructure
  - Make infrastructure improvements that enhance the commercial and retail development throughout the project area, with a focus on street scape improvements on Broadway, Telegraph, San Pablo, MacArthur, and 40th Street. These improvements will be designed to eliminate shortcomings in the current street infrastructure. Examples of such improvements include but are not limited to: street lighting, reader board, street median enhancements, transit facilities, improvements to freeway access, free shopper shuttle service, pedestrian amenities and landscaping, sidewalk widening and improvements, improvements to parks, plazas, and other public areas.
  - Construct additional parking.
  - Expand infrastructure around Summit Medical Center to accommodate growth.

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<sup>29</sup>In addition to the strategies listed in the preliminary redevelopment plan, there have been several alternative proposals which are not recommended. These may be considered, if dramatic changes occur in the local economy (e.g. building a multiplex cinema).

### 3. Housing

- Construct appropriate housing in areas that build upon existing residential neighborhoods within the area. When feasible, encourage development on currently vacant, residentially-zoned lots in order to strengthen existing residential areas.
- Rehabilitate appropriate housing in the project area with special attention to dilapidated and blighted properties.
- Develop creative solutions to address the problem motels along MacArthur Boulevard to improve conditions in the area.

### 4. Business and Job Opportunities

- Develop a targeted marketing and retail attraction strategy.
- Offer revolving loans, matching grants, managerial consulting, or other support services for existing and potential businesses in the area. Partner with local lenders and brokers in offering these services.
- Provide job training, job referral and placement, and mid-career education and retraining opportunities to residents in the area.
- Facilitate and support merchant organizations to take advantage of opportunities for joint marketing, joint security, and special events.

### 5. Environmental Improvements

- Take actions to strengthen the physical relationship between residential and retail/commercial areas.
- Where practical, create and enhance nodes for pedestrian activity.
- Develop the physical environment in a way that strengthens the sense of place or identity for residents, workers, and shoppers in the area (e.g. using public art).
- Where practical, reduce pollution and improve overall public health.

### 6. Funding

- Use property tax increment revenues to fund redevelopment projects in the area.

- Seek State and Federal funds for residential improvement activities and other housing development projects, to be used in concert with tax increment funds.
- Seek partnerships with private businesses in order to help fund projects that improve the physical and economic conditions within the area.
- Seek additional funding sources for infrastructure improvements.

## 7. Citizen Participation

- The Community and Economic Development Agency will work with local residents and seek input on all aspects of the Redevelopment Plan.

## B. Proposed Land Use and Development Regulations

The plan recommends that land uses in the area will remain a mixture of retail, commercial, and residential in compliance with the Draft Land Use and Transportation Element of the General Plan.

More compatible and neighborhood oriented commercial uses will be encouraged to locate in vacant or abandoned storefronts along San Pablo/Golden Gate, 40th, MacArthur, Telegraph, 27th and Broadway. Land use on these corridors will remain essentially commercial but will include new multi-family housing in mixed-use retail areas.

Some minor refinement of existing zoning boundaries may be necessary in the course of implementing the proposed redevelopment activities. For example, rezoning may occur near the Summit Medical Center to include life sciences, biotech, and other medical research and development uses. Rezoning would intend to improve overall economic health and increase job opportunities. It is anticipated that development standards will be created for areas in which the Agency assembles and redevelops land, but that no additional controls will be established in other parts of the project area. It should be noted, however, that some amendments to existing land use controls may occur independent of redevelopment area designation through a number of other planning forums. Specifically, the Comprehensive Planning Division of the City's Office of Planning and Building is undergoing a neighborhood planning effort within portions of the redevelopment area. Additionally, other efforts, initiated by community-based associations throughout the redevelopment project area may highlight the need for localized zoning amendments.

## C. Proposed Circulation

No major changes are proposed in the area's circulation system. The plan does, however, recommend improved pedestrian, auto and bicycle access to Broadway Auto Row. Actions to implement access include, but are not limited to, the following:

- (1) Improve pedestrian access and safety between Telegraph and Martin Luther King Jr. Way on MacArthur Blvd. and 40th St.
- (2) Improve access of Broadway to and from I-580 westbound.
- (3) Widen sidewalks, construct a median, and add bicycle lanes on Broadway.
- (4) Limit vehicle access to Broadway eastbound from Webster.
- (5) Design and construct street improvements on San Pablo Ave., including a landscaped median, intersection improvements and pedestrian amenities.

### **VIII. Impacts of the Proposed Projects**

Residential neighborhoods within the project area should benefit from the redevelopment activities. Greater utilization of properties in the vicinity of the MacArthur Bart Station and Broadway Auto Row should result from redevelopment activities. Improved circulation in the area will minimize conflicts between residential and commercial/retail and will increase pedestrian safety. But more intensive usage of land may also increase noise, air pollution, and other environmental nuisances. However, the extent of such impacts is not expected to be excessive.

Residential units will be rehabilitated or new ones constructed through the use of tax increment revenues generated by the project. The revitalization of the residential neighborhoods will broaden the support base for businesses along Broadway, MacArthur, Telegraph, San Pablo and 40th.

Some adverse impacts can also result from redevelopment activities. For example, existing commercial facilities (parking lots, repair shops) may have to be demolished and relocated in the course of land assembly or other redevelopment activities. As land becomes more desirable in the redevelopment area, real estate values will appreciate. This may result in the rising of rents and the eventual displacement of marginal and less viable businesses in the area. The indirect effect of redevelopment activities may also result in higher rents for residential tenants. The impact of any resulting displacement is expected to be mitigated by the construction of new residential units through tax increment financing revenues.<sup>30</sup>

### **IX. Consistency with the Oakland General Plan**

As indicated in Section IV, a new Land Use and Transportation Element of the General Plan is in the final stages of adoption. This Element will replace the 1980 Land Use Element and the 1974 Circulation Element of the Oakland General Plan. Given that these adopted elements are outdated, this consistency analysis is based upon the Draft Land Use and Transportation Element which is anticipated to be adopted in the next two months.

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<sup>30</sup> An environmental assessment of the project, as required by the California Environmental Quality Act (CEQA), will be prepared concurrent with the Final Redevelopment Plan.

This Preliminary Redevelopment Plan is consistent with the goals and objectives of the General Plan. Selected objectives and policies within the Draft Land Use and Transportation Element that the redevelopment plan will implement are as follows:

*Objective I/C 1: Expand and retain Oakland's job base and economic strength.*

**Policy I/C 1.1: Attracting New Business.** The City will strive to attract new business to Oakland which have the potential economic benefits in terms of jobs and/or revenue generation. This effort will be coordinated through a citywide economic development strategy/marketing plan which identifies the City's existing economic base, the assets and constraints to future growth, target industries or activities for future attraction, and geographic areas appropriate for future land use and development.

**Policy I/C 1.2: Retaining Existing Business.** Existing businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.

**Policy I/C 1.3: Supporting Economic Expansion Through Public Investment.** The public investment strategy of the City should support economic development expansion efforts through such means as identifying target "catalyst projects" for investment which will support the employment or revenue base of the city, and providing infrastructure improvements to serve key development locations or projects which are consistent with the goals and objectives of the plan.

**Policy I/C 1.4: Investing in Economically Distressed Areas of Oakland.** Economic investment consistent with the City's overall economic strategy, should be encouraged, and, where feasible, should promote viable investment in economically distressed areas of the City.

**Policy I/C 1.9: Locating Industrial and Commercial Area infrastructure.** Adequate public infrastructure should be located within existing and proposed industrial and commercial areas to retain viable existing uses, improve the marketability of existing vacant or underutilized sites, and encourage future use and development of these areas with activities consistent with the goals of the Plan.

*Objective I/C 3: Ensure that Oakland is adequately served by a wide variety of commercial uses, appropriately sited to provide for competitive retail merchandising and diversified office uses, as well as personal and professional services.*

**Policy I/C 3.2: Enhancing Business Districts.** Retain and enhance clusters of similar types of commercial enterprises as the nucleus of distinctive business districts, such as the existing new and used automobile sales and related uses through urban design and business retention efforts.

**Policy I/C 3.4: Strengthening Vitality.** The vitality of existing neighborhood mixed use and community commercial areas should be strengthened and preserved.

*Objective T2: Provide a mixed use, transit oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.*

**Policy T2.1 Encouraging Transit-Oriented Development.** Transit-oriented development should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus shuttle service, light rail, or electric trolley, ferry, and inner-city or commuter rail.

*Objective T5: Secure funding for transportation infrastructure improvements and maintenance.*

*Objective T6: Make streets safe, pedestrian accessible, and attractive.*

**Policy T6.2: Improving Streetscapes.** The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented, include lighting, directional signs, trees, benches, and other support facilities.

*Objective N1: Provide for healthy, vital, and accessible commercial areas in the neighborhoods that help meet local consumer needs.*

Land use and circulation within the study area will be consistent with the designations portrayed in the General Plan diagrams. The Land Use Diagram shows Broadway and portions of Telegraph and San Pablo as Community Commercial areas. West MacArthur, Telegraph north of I-580, and the MacArthur BART areas are designated Neighborhood Center Mixed Use. Kaiser medical facilities and Pill Hill are in the Institutional land use category. Much of the remainder of the study area is designated Mixed Housing Type Residential.

In addition to the street classifications discussed in Section III of this report, the General Plan gives a Transit Street designation to identify certain arterial and collector streets as part of a system where a continuing high level of transit service is to be provided in conjunction with the City's Transit First Policy. Within the survey area, San Pablo Ave., Telegraph Ave., and MacArthur Blvd. are designated as Regional Transit Streets, corridors that connect activity centers and join Oakland to neighboring cities. 40th St. is designated as a Local Transit Street. Local Transit Streets connect to Regional Transit Streets and to local destinations.

## **APPENDIX D**

### **GENERAL PLAN OBJECTIVES AND POLICIES – RELEVANT TO THE BROADWAY/MACARTHUR/SAN PABLO REDEVELOPMENT PLAN**

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- LAND USE AND TRANSPORTATION ELEMENT
- BICYCLE MASTER PLAN
- OPEN SPACE, CONSERVATION AND RECREATION ELEMENT
- HOUSING ELEMENT
- ENVIRONMENTAL HAZARDS ELEMENT
- HISTORIC PRESERVATION ELEMENT

**SUMMARY OF LAND USE AND TRANSPORTATION ELEMENT  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

Objective, Goal	Category	Applicable Subarea	Text
<b>Objective C1</b>	<b>Industry and Commerce</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Expand and retain Oakland's job base and economic strength.</b>
Policy I/C.1	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	The City will strive to attract new businesses to Oakland which have potential economic benefits in terms of jobs and/or revenue generation. This effort will be coordinated through a citywide economic development strategy/marketing plan which identifies the City's existing economic base, the assets and constraints for future growth, target industries or activities for future attraction, and geographic areas appropriate for future use and development.
Policy I/C.2	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	Existing businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.
Policy I/C.4	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	Economic investment, consistent with the City's overall economic strategy, should be encouraged, and, where feasible, should promote viable investment in economically distressed areas of the City.
Policy I/C.6	Industry and Commerce	Subarea 1	Downtown Oakland should be promoted as a regional "hub" for government, services, high technology, and institutional uses.
Policy I/C.8	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	Adequate cultural, social, and support amenities designed to serve the needs of workers in Oakland should be provided within close proximity of employment centers.
Policy I/C.9	Industry and Commerce	Subarea 1 Subarea 3	Adequate public infrastructure should be located within existing and proposed industrial and commercial areas to retain viable existing uses, improve the marketability of existing vacant or underutilized sites, and encourage future use and development of these areas with activities consistent with the goals of this Plan.
<b>Objective I/C2</b>	<b>Industry and Commerce</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Maximize the usefulness of existing abandoned or underutilized industrial buildings and land.</b>
Policy I/C2.3	Industry and Commerce	Subarea 3	Development in older industrial areas should be encouraged through the provision of an adequate number of vacant or buildable sites designated for future development.
<b>Objective I/C3</b>	<b>Industry and Commerce</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Ensure that Oakland is adequately served by a wide variety of commercial uses, appropriately sited to provide for competitive retail merchandising and diversified office uses, as well as personal and professional services.</b>

Objective, Goal	Category	Applicable Subarea	Text
Policy I/C3.1	Industry and Commerce	Subarea 1	Retain and enhance clusters of similar types of commercial enterprises as the nucleus of distinctive business districts, such as the existing new and used automobile sales and related uses through urban design and business retention efforts.
Policy I/C3.3	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	Retail uses should be focused in "nodes" of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can [be] accessed through many modes of transportation.
Policy I/C3.4	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	The vitality of existing neighborhood mixed use and community commercial areas should be strengthened and preserved.
Policy I/C3.6	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	The City should encourage the expansion of private business services and government sectors within Oakland.
<b>Objective I/C4</b>	<b>Industry and Commerce</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Existing industrial, residential, and commercial activities and areas which are consistent with long term land use plans for the City should be protected from the intrusion of potentially incompatible land uses.</b>
Policy I/C4.1	Industry and Commerce	Subarea 1 Subarea 2 Subarea 3	Existing industrial, residential, and commercial activities and areas which are consistent with the long term land use plans for the City should be protected from the intrusion of potentially incompatible land uses.
<b>Objective T1</b>	<b>Commercial Vehicle, Rail, Ship, and Air Transportation</b>	<b>Subarea 2 Subarea 3</b>	<b>Improve all types of transportation links, including the Air BART shuttle service, between the Airport and business and neighborhood activity centers in the City.</b>
Policy T1.2	Commercial Vehicle, Rail, Ship, and Air Transportation	Subarea 1 Subarea 2 Subarea 3	Improve all types of transportation links, including the Air BART shuttle service, between the Airport and business and neighborhood activity centers in the City.
<b>Objective T2</b>	<b>Integrating Transportation and Land Use Planning</b>	<b>Subarea 2</b>	<b>Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.</b>
Policy T2.1	Integrating Transportation and Land Use Planning	Subarea 2 Subarea 3	Transit-oriented development should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail.
Policy T2.2	Integrating Transportation and Land Use Planning	Subarea 2	Transit-oriented developments should be pedestrian oriented, encourage night and day time use, provide the neighborhood with needed goods and services, contain a mix of land uses, and be designed to be compatible with the character of surrounding neighborhoods.

Objective, Goal	Category	Applicable Subarea	Text
Policy T2.3	Integrating Transportation and Land Use Planning	Subarea 1 Subarea 2 Subarea 3	Promote neighborhood-serving commercial development within one-quarter to one-half mile of established transit routes and nodes.
Policy T2.5	Integrating Transportation and Land Use Planning	Subarea 2	Link transportation facilities and infrastructure improvements to recreational uses, job centers, commercial nodes, and social services (i.e., hospitals, parks, or community centers).
Policy T3.6	Transportation Networks	Subarea 1 Subarea 2 Subarea 3	The City should encourage and promote use of public transit in Oakland by expediting the movement of access to transit vehicles on designated "transit streets" as shown on the Transportation Plan.
Policy T3.7	Transportation Networks	Subarea 1 Subarea 2 Subarea 3	The City, in constructing and maintaining its transportation infrastructure, should resolve any conflicts between public transit and single occupant vehicles in favor of the transportation mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to environmental, public safety, economic development, health, and social equity impacts.
Policy T3.11	Transportation Networks	Subarea 1 Subarea 2 Subarea 3	Parking in residential areas should give priority to adjacent residents.
<b>Objective T4</b>	<b>Alternative Modes of Transportation</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Increase use of alternative modes of transportation.</b>
Policy T4.1	Alternative Modes of Transportation	Subarea 1 Subarea 2 Subarea 3	The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking.
Policy T4.4	Alternative Modes of Transportation	Subarea 1 Subarea 2 Subarea 3	The City supports the development of light rail or trolley bus along Regional Transit streets in high travel demand corridors.
<b>Objective T6</b>	<b>Safety</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Make streets safe, pedestrian accessible, and attractive.</b>
Policy T6.2	Safety	Subarea 2	The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented, including lighting, directional signs, trees, benches, and other support facilities.
<b>Objective N1</b>	<b>Neighborhoods – Commercial Areas</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Provide for healthy, vital, and accessible commercial areas in the neighborhoods that help meet local consumer needs.</b>

Objective, Goal	Category	Applicable Subarea	Text
Policy N1.1	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	Commercial development in the neighborhoods should be concentrated in areas that are economically viable and provide opportunities for smaller scale, neighborhood-oriented retail.
Policy N1.2	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	The majority of commercial development should be accessible by public transit. Public transit stops should be strategic locations in Neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.
Policy N1.3	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	Wherever feasible, and desired by merchants and residents, the City should construct strategically located, safe, and attractive off-street parking facilities in Neighborhood Activity Centers. Use of in lieu fees, parking assessment districts, or other programs to pay for those facilities should be explored.
Policy N1.5	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	Commercial development should be designed in a manner that is sensitive to surrounding residential uses.
Policy N1.6	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	The City should closely review any proposed new commercial activities that have the potential to create public nuisance or crime problems and monitor those that are existing. These may include isolated commercial or industrial establishments located within residential areas, alcoholic beverage sales activities (excluding restaurants), adult entertainment, or other entertainment activities.
Policy N1.7	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	Hotels and motels should be encouraged to locate downtown, along the waterfront, near the airport, or along the I-880 corridor. No new hotels or motels should be located elsewhere in the city, however, the development of “bed-and-breakfast” type lodgings should be allowed in the neighborhoods, provided that the use and activities of the establishment do not adversely impact nearby areas, and parking areas are screened.
Policy N1.8	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2 Subarea 3	The height and bulk of commercial development in “Neighborhood Center Mixed-Use” and “Community Commercial” areas should be compatible with that which is allowed for residential development.
Policy N1.9	Neighborhoods – Commercial Areas	Subarea 1 Subarea 2	While office development should be allowed in commercial areas in the neighborhoods, the City should encourage major office development to locate in the downtown.
<b>Objective N2</b>	<b>Neighborhoods – Civic and Institutional Uses</b>	<b>Subarea 1 Subarea 3</b>	<b>Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.</b>
Policy N2.1	Neighborhoods – Civic and Institutional Uses	Subarea 1 Subarea 3	As Institutional uses are among the most visible activities in the City and can be sources of community pride, high quality design and upkeep/maintenance should be encouraged. The facilities should be designed and operated in a manner that is sensitive to surrounding residential and other uses.

Objective, Goal	Category	Applicable Subarea	Text
Policy N2.3	Neighborhoods – Civic and Institutional Uses	Subarea 1 Subarea 3	The City should support many uses occurring in institutional facilities where they are compatible with surrounding activities and where the facility site adequately supports the proposed uses.
Policy N2.4	Neighborhoods – Civic and Institutional Uses	Subarea 1 Subarea 2	New large scale community, government and institutional uses should be located outside of areas that are predominantly residential. Preferably, they should be located along major thoroughfares with easy access to freeways and public transit or in the Downtown.
Policy N2.5	Neighborhoods – Civic and Institutional Uses	Subarea 1	When reviewing land use permit applications for the establishment or expansion of institutional uses, the decision-making body should take into account the institution's overall benefit to the entire Oakland community, as well as its effects upon the immediately surrounding area.
Policy N2.8	Neighborhoods – Civic and Institutional Uses	Subarea 1 Subarea 3	Require, where legally allowed, and encourage in all other situations, those institutions designated with the "Institutional" land use classifications should be required to present Long Range and Development Plans to the City Planning Commission. While these plans could be binding or non-binding, they should present realistic information regarding the continued operation and/or expansion of the facilities. The City suggests that substantial public input be built into the process of developing the plans. The plans could be required as a part of development applications, or on a periodic basis.
<b>Objective N3</b>	<b>Neighborhoods – Housing Production, Conservation and Enhancement</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Encourage the construction, conservation, and enhancement of housing resources in order to meet the current and future needs of the Oakland community.</b>
Policy N3.1	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	Facilitating the construction of housing units should be considered a high priority for the City of Oakland.
Policy N3.2	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	In order to facilitate the construction of needed housing units, infill development that is consistent with the General Plan should take place throughout the City of Oakland.
Policy N3.3	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 3	One accessory housing unit (also known as second or secondary unit) per property should be permitted outright in all residential zones provided that it meets the setback requirements for the primary structure, is compatible with other structures on the site and in the vicinity, and the property owner lives on-site. The permitting procedures and performance criteria applied to these units should facilitate construction of units, and not be prohibitive in their requirements. Accessory units should be allowed when new primary residence is being constructed or added to properties with an existing residence.

Objective, Goal	Category	Applicable Subarea	Text
Policy N3.4	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	Construction of housing units on “orphan lots” in residential areas (i.e. lots that are substandard in area but which cannot be increased in size because existing development is located on all sides) should be allowed where the proposed unit meets other applicable standards.
Policy N3.5	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	The City should actively encourage development of housing in designated mixed housing type and urban housing areas, through regulatory and fiscal incentives, assistance in identifying parcels that are appropriate for new development, and other measures.
Policy N3.6	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1	The City strongly encourages the moving of dwellings which might otherwise be demolished, onto vacant lots, where appropriate, and economically feasible, such as onto infill lots.
Policy N3.8	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	High quality design standards should be required of all new residential construction. Design requirements and permitting procedures should be developed and implemented in a manner that is sensitive to the added costs of those requirements and procedures.
Policy N3.9	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure.
Policy N3.10	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	Off-street parking for residential buildings should be adequate in amount and conveniently located and laid out, but its visual prominence should be minimized.
Policy N3.11	Neighborhoods – Housing Production, Conservation and Enhancement	Subarea 1 Subarea 2 Subarea 3	The City should aggressively enforce the requirements of the City’s Housing Code and other applicable regulations on housing of all types.
<b>Objective N5</b>	<b>Neighborhoods – Residential and Non- Residential Activities</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Minimize conflicts between residential and non-residential activities while providing opportunities for residents to live and work at the same location.</b>

Objective, Goal	Category	Applicable Subarea	Text
Policy N5.1	Neighborhoods – Residential and Non-Residential Activities	Subarea 1 Subarea 2 Subarea 3	Residential areas should be buffered and reinforced from conflicting uses through the establishment of performance-based regulations, the removal of non-conforming uses, and other tools.
Policy N5.2	Neighborhoods – Residential and Non-Residential Activities	Subarea 1 Subarea 2 Subarea 3	The City should support and encourage residents desiring to live and work at the same location where neither the residential use nor the work occupation adversely affects nearby properties and the character of the surrounding area.
<b>Objective N6</b>	<b>Neighborhoods – Housing Variety</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Encourage a mix of housing costs, unit sizes, types, and ownership structures.</b>
Policy N6.1	Neighborhoods – Housing Variety	Subarea 1 Subarea 2 Subarea 3	The City will generally be supportive of a mix of projects that provide a variety of housing types, unit sizes, and lot sizes which are available to households with a range of incomes.
Policy N6.2	Neighborhoods – Housing Variety	Subarea 1 Subarea 2 Subarea 3	Housing developments that increase home ownership opportunities for households of all incomes are desirable.
<b>Objective N7</b>	<b>Neighborhoods – Detached and Mixed Type Housing</b>	<b>Subarea 2 Subarea 3</b>	<b>Protect and enhance existing areas of predominantly “Detached Unit” and “Mixed Housing Type” residential development.</b>
Policy N7.1	Neighborhoods – Detached and Mixed Type Housing	Subarea 2 Subarea 3	New residential development in Detached Unit and Mixed Housing Type areas should be compatible with the density, scale, design, and existing or desired character of surrounding development.
Policy N7.2	Neighborhoods – Detached and Mixed Type Housing	Subarea 1 Subarea 2 Subarea 3	Infrastructure availability, environmental constraints and natural features, emergency response and evacuation times, street width and function, prevailing lot size, predominant development type and height, scenic values, distance from public transit, and desired neighborhood character are among the factors that could be taken into account when developing and mapping zoning designations or determining “compatibility.” These factors should be balanced with the citywide need for additional housing.
Policy N7.5	Neighborhoods – Detached and Mixed Type Housing	Subarea 1 Subarea 2 Subarea 3	Exceptions to the minimum developable lot size may be made in areas where the existing lot and development pattern provides for a substantial number of lots below the minimum otherwise required by zoning regulations.
Policy N7.6	Neighborhoods – Detached and Mixed Type Housing	Subarea 2 Subarea 3	Development on subdivided parcels should be allowed where site and building design minimize environmental impacts, building intensity and activity can be accommodated by available and planned infrastructure, and site and building designs are compatible with neighborhood character.

Objective, Goal	Category	Applicable Subarea	Text
Policy N7.7	Neighborhoods – Detached and Mixed Type Housing	Subarea 1 Subarea 2 Subarea 3	Where full development of subdivided parcels cannot occur due to infrastructure constraints, the City should work with property owners to facilitate lot consolidation that will permit development.
Policy N7.8	Neighborhoods – Detached and Mixed Type Housing	Subarea 1 Subarea 2 Subarea 3	Private development should maintain local Covenants, Conditions, and Restrictions (CC&Rs) that are compatible with city development standards such as lot size, setbacks, and height.
<b>Objective N8</b>	<b>Neighborhoods – Medium and Higher Density Housing</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Direct urban density and mixed use housing development to locate near transit or commercial corridors, transit stations, the Downtown, waterfront, underutilized properties where residential uses do not presently exist, but may be appropriate, areas where this type of development already exists and is compatible with desired neighborhood character, and other suitable locations.</b>
Policy N8.1	Neighborhoods – Medium and Higher Density Housing	Subarea 2	“Transit Village” areas should consist of attached multi-story development on properties near or adjacent to BART stations or other well-used or high volume transit facilities, such as light rail, train, ferry stations, or multiple bus transfer locations. While residential units should be encouraged or part of any transit village, other uses may be included where they will not negatively affect the residential living environment.
Policy N8.2	Neighborhoods – Medium and Higher Density Housing	Subarea 1 Subarea 2 Subarea 3	The height of development in Urban Residential and other higher density residential areas should step down as it nears lower density residential areas to minimize conflicts at the interface between the different types of development.
<b>Objective N9</b>	<b>Neighborhoods – Sense of Community</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Promote a strong sense of community within the city of Oakland, and support and enhance the distinct character of different areas of city, while promoting linkages between them.</b>
Policy N9.1	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	The City should encourage and support the identification of distinct neighborhoods.
Policy N9.2	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	The City should be supportive of the efforts of local neighborhood organizations in improving their neighborhoods, by providing information, guidance, and assistance where feasible.
Policy N9.5	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	Identify locations of interest and historic significance by markers, signs, public art, landscape installations, or by other means. (See Historic Preservation Element for treatment of historic resources.)
Policy N9.6	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	The City’s diversity in cultures and populations should be respected and built upon.

Objective, Goal	Category	Applicable Subarea	Text
Policy N9.7	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	Diversity in Oakland's built environment should be as valued as the diversity in population. Regulations and permit processes should be geared toward creating compatible and attractive development, rather than "cookie cutter" development.
Policy N9.8	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	Locations that create a sense of history and community within the City should be identified and preserved where feasible. (See the Historic Preservation Element for more information.)
Policy N9.9	Neighborhoods – Sense of Community	Subarea 1 Subarea 2 Subarea 3	The City encourages rehabilitation efforts which respect the architectural integrity of a building's original style. (See the Historic Preservation Element for more information.)
<b>Objective N10</b>	<b>Neighborhoods – Neighborhood Activity Centers</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Support and create social, informational, cultural, and active economic centers in the neighborhoods.</b>
Policy N10.1	Neighborhoods – Neighborhood Activity Centers	Subarea 1 Subarea 2 Subarea 3	Neighborhood activity centers should become identifiable commercial, activity and communication centers for the surrounding neighborhood. The physical design of neighborhood activity centers should support social interaction and attract persons to the area. Some of the attributes that may facilitate this interaction include plazas, pocket parks, outdoor seating on public and private property, ample sidewalk width, street amenities such as trash cans and benches, and attractive landscaping.
Policy N10.2	Neighborhoods – Neighborhood Activity Centers	Subarea 1 Subarea 2 Subarea 3	The installation of amenities and maintenance of all public-owned property in neighborhood commercial areas should be a high priority for the City.
<b>Objective N11</b>	<b>Neighborhoods – Permitting/ Enforcement</b>	<b>Subarea 1 Subarea 2 Subarea 3</b>	<b>Develop and implement regulations, permitting procedures, and enforcement procedures that allow an open, fair, timely, and fully informed process which involved public participation. These regulations and procedures should be created with the intent of maintaining or establishing a high quality of living and a thriving business environment, while reducing barriers to development.</b>
Policy N11.3	Neighborhoods – Permitting/ Enforcement	Subarea 1 Subarea 2 Subarea 3	As variances are exceptions to the adopted regulations and undermine those regulations when approved in large numbers, they should not be granted lightly and without strict compliance with defined conditions, including evidence that hardship will be caused by unique physical or topographic constraints and the owner will be deprived of privileges enjoyed by similar properties, as well as the fact that the variance will not adversely affect the surrounding area nor will it grant special privilege to the property. In those instances where large numbers of variances are being requested, the City should review its policies and regulations and determine whether revisions are necessary.

Objective, Goal	Category	Applicable Subarea	Text
Policy N11.4	Neighborhoods – Permitting/ Enforcement	Subarea 1 Subarea 2 Subarea 3	The City should strive to alleviate public nuisances and unsafe and illegal activities. Code Enforcement efforts should be given as high a priority as facilitating the development process. Public nuisance regulations should be designed to allow community members to use City codes to facilitate nuisance abatement in their neighborhood.
Policy N11.5	Neighborhoods – Permitting/ Enforcement	Subarea 1 Subarea 2 Subarea 3	City departments involved in rehabilitation and property maintenance should utilize local community members and groups as resources in their efforts wherever possible.
Policy N11.6	Neighborhoods – Permitting/ Enforcement	Subarea 1 Subarea 2 Subarea 3	Prior to submitting required permit application(s), project sponsors of medium and large scale housing developments should be encouraged to meet with established neighborhood groups, adjacent neighbors, and other interested local community members, hear their concerns regarding the proposed project, and take those concerns into consideration. It is suggested that the relationship established between the developer and the community continue throughout the construction process to minimize the impacts of construction activity on the surrounding area.

SOURCE: *Envision Oakland: Land Use and Transportation Element of the Oakland General Plan*, March 24, 1998.

**SUMMARY OF BICYCLE MASTER PLAN  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

- BMP Policy 4:* Include provisions for safe and direct bicycle access to special development areas and key corridors.
- BMP Policy 5:* Promote secure and conveniently located bicycle parking at destinations throughout Oakland.
- BMP Policy 6:* Support improved bicycle access to public transportation.
- BMP Policy 8:* Insure that the needs of bicyclists are considered in the design of new development and redevelopment projects.

**SUMMARY OF OPEN SPACE, CONSERVATION AND RECREATION ELEMENT  
(OSCAR)  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

- OSCAR Objective OS-2 (*Urban Parks, Schoolyards, and Gardens*): To maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment. (Subareas 1 and 3)
- OSCAR Policy OS-2.1 (*Protection of Park Open Space*): Manage Oakland's urban parks to protect and enhance their open space character while accommodating a wide range of outdoor recreational activities. (Subareas 1 and 3)
- OSCAR Policy OS-2.2 (*Schoolyard Enhancement*): Enhance the availability and usefulness of Oakland's schoolyards and athletic fields as open space resources by (a) working with the Oakland Unified School District to make schoolyards and school athletic fields available to the public during non-school hours; (b) softening the harsh appearance of schoolyards by varying paving materials, landscaping, and restoring elements of the natural landscape, and (c) encouraging private schools, including church schools, to improve the visual appearance of asphalt yard areas. (Subareas 1 and 3)
- OSCAR Policy OS-2.5 (*Urban Park Acquisition Criteria*): Increase the amount of urban parkland in the seven flatland planning areas, placing a priority on land with the following characteristics (not in priority order): (Subareas 1, 2 and 3)
  - (a) Land in areas with limited public open space, as identified in the Recreation Chapter of OSCAR;
  - (b) Land adjacent to existing parks which has the potential to accommodate park expansion or to link together existing parks;
  - (c) Land with the potential to provide creek or shoreline access;
  - (d) Land with visual or historic significance;
  - (e) Land that can be acquired at no cost or at a reduced cost, or land where matching funds for acquisition are available;
  - (f) Land in areas with dense concentrations of people, especially children; and land in areas with large concentrations of workers or pedestrians;
  - (h) [sic] Land that is highly visible from major streets, or that is adjacent to existing public buildings, particularly police and fire stations.

- OSCAR Policy OS-3.5 (*Joint Use of Parking and Open Storage Areas*): Encourage the joint use of parking lots and open storage areas for recreation or special events. Such areas should be regarded as potential links in the citywide open space system. (Subareas 1, 2 and 3)
- OSCAR Policy OS-3.6 (*Open Space Buffers Along Freeways*): Maintain existing open space buffers along Oakland's freeways to absorb noise and emissions and enhance the scenic quality of the roadways. Manage steeply sloping or wooded parcels adjacent to highways owned by the State of California (Caltrans) to conserve natural resources and protect open space. Where compatible with adjacent land uses, support the use of land along, under, or over freeways in urban settings for greenbelts, recreations, public art, or other activities which enhance the usefulness and appearance of such land. (Subareas 1 and 2)
- OSCAR Policy OS-4.1 (*Provision of Useable Open Space*): Continue to require new multi-family development to provide useable outdoor open space for its residents. (Subareas 1 and 2)
- OSCAR Policy OS-4.2 (*Protection of Residential Yards*): Recognize the value of residential yards as a component of the City's open space system and discourage excessive coverage of such areas by buildings or impervious surfaces. (Subareas 1 and 3)
- OSCAR Policy OS-4.4 (*Elimination of Blighted Vacant Lots*): Discourage property owners from allowing vacant land to become a source of neighborhood blight, particularly in residential areas with large numbers of vacant lots. (Subarea 3)
- OSCAR Policy OS-6.1 (*Intergovernmental Coordination*): Coordinate Oakland's open space planning with other agencies, including adjacent cities and counties and the East Bay Regional Park District. (Subarea 3)
- OSCAR Policy OS-9.3 (*Gateway Improvements*): Enhance neighborhood and city identity by maintaining or creating gateways. Maintain view corridors and enhance the sense of arrival at the major entrances to the city, including freeways, BART lines, and the airport entry. Use public art, landscaping, and signage to create stronger City and neighborhood gateways. (Subareas 1, 2 and 3)
- OSCAR Policy OS-10.2 (*Minimizing Adverse Visual Impacts*): Encourage site planning for new development which minimizes adverse visual impacts and takes advantage of opportunities for new vistas and scenic enhancement. (Subareas 1, 2 and 3)
- OSCAR Policy OS-10.3 (*Underutilized Visual Resources*): Enhance Oakland's underutilized visual resources, including the waterfront, creeks, San Leandro Bay, architecturally significant buildings or landmarks, and major thoroughfares. (Subareas 1, 2 and 3)
- OSCAR Policy OS-11.2 (*New Civic Open Space*): Create new civic open spaces at BART Stations, in neighborhood commercial areas, on parking garages, and in other areas where high-intensity redevelopment is proposed. (Subarea 2)
- OSCAR Policy CO-1.2 (*Soil Contamination Hazards*): Minimize hazards associated with soil contamination through the appropriate storage and disposal of toxic substances, monitoring of dredging activities, and clean-up of contaminated sites. In this regard, require soil testing for development of any site (or dedication of any parkland or community garden) where contamination is suspected due to prior activities on the site. (Subareas 1, 2 and 3)

- OSCAR Objective CO-4 (*Water Supply*): To maintain a water supply sufficient to meet local needs while minimizing the need to develop new water supply facilities. (Subareas 1, 2 and 3)
- OSCAR Policy CO-4.2 (*Drought-Tolerant Landscaping*): Require use of drought-tolerant plants to the greatest extent possible and encourage the use of irrigation systems which minimize water consumption.
- OSCAR Policy CO-12.1 (*Land Use Patterns Which Promote Air Quality*): Promote land use patterns and densities which help improve regional air quality conditions by: (a) minimizing dependence on single passenger autos; (b) promoting projects which minimize quick auto starts and stops, such as live-work development, mixed use development, and office development with ground floor retail space; (c) separating land uses which are sensitive to pollution from the sources of air pollution; and (d) supporting telecommuting, flexible work hours, and behavioral changes which reduce the percentage of people in Oakland who must drive to work on a daily basis. (Subareas 1, 2 and 3)
- OSCAR Policy CO-12.4 (*Design of Development to Minimize Air Quality Impacts*): Require that development projects be designed in a manner which reduces potential adverse air quality impacts. This may include: (a) the use of vegetation and landscaping to absorb carbon monoxide and to buffer sensitive receptors; (b) the use of low-polluting energy sources and energy conservation measures; (c) designs which encourage transit use and facilitate bicycle and pedestrian travel. (Subareas 1, 2 and 3)
- OSCAR Objective CO-13 (*Energy Resources*): To manage Oakland's energy resources as efficiently as possible, reduce consumption of non-renewable resources, and develop energy resources which reduce dependency on fossil fuels. (Subareas 1, 2 and 3)
- OSCAR Policy CO-13.3 (*Construction Methods and Materials*): Encourage the use of energy-efficient construction and building materials. Encourage site plans for new development which maximize energy efficiency. (Subareas 1, 2 and 3)
- OSCAR Policy REC-2.4 (*Off-Site Conflicts*): Manage park facilities and activities in a manner which minimizes negative impacts on adjacent residential, commercial, or industrial areas. (Subareas 1 and 3)
- OSCAR Objective REC-3 (*Parkland and Park Facility Deficiencies*): To reduce the deficiencies in park acreage and recreational facilities in the most equitable, cost-effective way possible. (Subareas 2 and 3)
- OSCAR Policy REC-3.1 (*Level of Service Standards*): Use the level of service of standards in Table 16 (Level of Service Standards for Oakland Parks) as a means of determining where unmet needs exist and prioritizing future capital investments. (Subareas 1, 2 and 3)
- OSCAR Objective REC-4 (*Maintenance and Rehabilitation*): To maintain park facilities so that their ability to meet recreational needs is optimized and to rehabilitate recreational facilities on a regular basis so that they remain useful, attractive, and safe. (Subareas 1 and 3)
- OSCAR Policy REC 5.2 (*Safety-Oriented Design*): Use a wide range of physical design solutions to improve safety at Oakland's parks, including lighting, signage, landscape design,

fencing, vandal-resistant building materials, and emergency response features. Subareas 1 and 3)

- OSCAR Policy REC 6.2 (*Public Private Partnerships*): Encourage “public private partnerships” as a means of providing new recreational facilities on privately-owned sites. Promote joint use partnerships with local churches, private recreational service providers, and local non-profits. (Subareas 1, 2 and 3)
- OSCAR Objective REC-7 (*Recreation Programs*): To provide a broad and basic array of programs which meet the athletic, social, educational, and cultural needs of Oakland residents and workers. (Subareas 1, 2 and 3)
- OSCAR Policy REC 8.1 (*Young Children*): Place special emphasis in recreational programming on the needs of young children, particularly “latch key” children and children from single parent households. (Subareas 1, 2 and 3)
- OSCAR Policy REC 10.2 (*Parkland Dedication and Impact Fee*): To the extent permitted by law, require recreational needs created by future growth to be offset by resources contributed by that growth. In other words, require mandatory land dedication for large scale residential development and establish a park impact fee for smaller-scale residential development, including individual new dwelling units. Calculate the dedication or fee requirement based on a standard of four acres of local-serving parkland per 1,000 residents. (Subareas 1, 2 and 3)

**SUMMARY OF HOUSING ELEMENT  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

Eliminating Substandard Housing:

- The City recognizes that housing is a valuable resource that should be carefully conserved and maintained and will take all necessary steps to prevent damage to the City's occupied or vacant residential property. (Subareas 1, 2 and 3)
- Dilapidated housing units should be demolished only if they are economically infeasible to rehabilitate – even taking into account the availability of subsidies – and if adequate and affordable relocation housing is available for the occupants. (Subareas 1, 2 and 3)
- The City encourages rehabilitation efforts which respect the architectural integrity of a building's original style. (Subarea 3)

Eliminating Overcrowded Conditions:

- The City encourages developers to construct a range of housing types, sizes, and prices proportionate to the household size and income characteristics of Oakland's present and projected population. (Subareas 1, 2 and 3)
- Recognizing that there may be an impact on Oakland's housing needs generated by new local and regional commercial development, the City shall gather relevant data and make it available to all interested parties, and, acting on that data, facilitate the production of new housing to meet identified needs whenever possible. (Subareas 1, 2 and 3)
- The City encourages market-rate housing development and will facilitate such development by providing assistance to developers and by expediting the review and application processing for desirable projects. (Subareas 1, 2 and 3)
- To promote the development of below-market rate and other types of housing meeting special identified needs, the City will consider the use of regulatory concessions. These concessions might include density bonuses, parking adjustments, waiver of certain development fees, and other similar measures. (Subareas 1, 2 and 3)
- The City supports the production and conservation of sufficient numbers of assisted and market-rate housing units to meet the needs of Oakland's large families. (Subareas 1, 2 and 3)
- The City will make every attempt to preserve the existing housing stock whenever possible and to limit the conversion of residential units to nonresidential units. (Subareas 1 and 3)
- The City will cooperate with private housing producers wherever justifiable to reduce the overall cost of housing units. (Subareas 1, 2 and 3)

- The City supports, and will initiate when possible, the development of limited equity cooperatives and other nonprofit mechanisms as a means of reducing construction, selling and reselling housing costs. (Subareas 1, 2 and 3)
- The City encourages well-designed mixed-use housing and nonresidential projects within the City's commercial zones, particularly in the Central District and on many of the City's major arterials. (Subareas 1, 2 and 3)

Addressing Problems Faced by Low- and Moderate-Income Households:

- Oakland will take maximum advantage of the full variety of available federal and state housing subsidy programs and will seek out and develop new financial resources for below market-rate housing development. (Subareas 1, 2 and 3)
- Publicly-assisted housing programs should be used in Oakland to emphasize homeownership opportunities for low- and moderate-income families. (Subareas 1, 2 and 3)
- The City will work with private developers to include a reasonable percentage of housing units affordable by low- to moderate-income households within all future developments. The City will also use its influence to procure subsidies for these housing units, including the waiver of certain development fees. (Subareas 1, 2 and 3)
- Whenever feasible, housing for low- and moderate-income households should be included in all publicly-sponsored redevelopment projects. (Subareas 1, 2 and 3)
- The City recognizes that nonprofit housing development organizations have contributed substantially to the efforts to produce affordable housing and encourages their continued participation in reaching the City's affordable housing goals. (Subareas 1, 2 and 3)
- At least 20 percent of tax increment funds generated by all City of Oakland redevelopment projects will be appropriated for low- and moderate-income housing. (Subareas 1, 2 and 3)

Equalizing the Distribution of Publicly-Assisted Housing:

- *Overall Policy:* Housing constructed with, or otherwise receiving, public assistance should be distributed to provide broader housing choices and to fit harmoniously into its immediate surroundings without unduly impacting the neighborhood, its schools, or other public facilities serving it. (Subareas 1, 2 and 3)
- *Citywide Policies:* To give a greater choice of housing locations for low- and moderate-income households and to limit the concentration of publicly-assisted housing in any one area, new assisted units will generally be allowed only in census tracts which have remaining capacity for such housing. (Subareas 1, 2 and 3)

The City will use a school capacity rating and a publicly-assisted housing concentration rating to determine where future assisted family housing will be allowed and the relative priorities of areas for receiving such housing. (Subareas 1, 2 and 3)

Publicly-assisted elderly housing may be developed throughout the City, limited only by the remaining capacity for additional assisted

housing in any particular census tract. However, in census tracts where both publicly-assisted family and elderly housing may be developed, family housing should have priority since site locations available for this kind of household are more limited. (Subareas 1, 2 and 3)

- *Neighborhood Locational Policies:*

Any addition to the publicly-assisted housing supply should now, and in the future, blend in and be compatible with surrounding development as to use, density, and *appearance*. Its conformity or nonconformity to existing zoning regulations, while important to consider, should not necessarily preclude consideration of a project. (Subareas 1, 2 and 3)

Publicly-assisted housing for the elderly should be within walking distance of a bus stop, a supermarket, a drugstore, and a laundromat unless the service is provided within the project itself. Steep slopes, unusual danger from crime, or isolation from necessary services should be vigorously avoided in locating an elderly housing development. Access to other services such as churches, a bank, a post office, a department store, a barber shop, a beauty parlor, and a social center should also be considered in assessing the location of a proposed project. (Subareas 1, 2 and 3)

Residents of publicly-assisted family housing should have convenient access to transportation, shopping, park and recreation areas, child care centers, and elementary schools within the neighborhood. (Subareas 1, 2 and 3)

- *Neighborhood Spacing Policies:*

Assisted family housing projects should be adequately spaced to ensure that the negative consequences of impacting a relatively small area (neighborhood) will not occur. (Subareas 1, 2 and 3)

In general, no more than one parcel containing assisted family housing should occur in the same block or in the two block faces having a common street frontage (the area abutting both sides of a street between two intersecting streets). (Subareas 1, 2 and 3)

- *Project Development Policies:*

The size of an assisted housing development should be limited so that it does not adversely affect abutting properties or the immediately surrounding area but yet is of sufficient size to allow feasible development and flexibility in design. New family housing projects to be owned and operated by the Oakland Housing Authority should, however, be limited at any one location to 12 bedrooms in any combination up to six units. (Subareas 1, 2 and 3)

The location, design, and site planning of assisted housing development should provide a functional, convenient, and attractive living environment for its occupants. (Subareas 1, 2 and 3)

The buildings, grounds, and landscaping of assisted housing should be developed and maintained at a level which would not adversely affect the livability or appropriate development of abutting properties or the immediately-surrounding area. (Subareas 1, 2 and 3)

Eliminating Discrimination in Housing:

- All housing in the City should be available equally to all persons without restrictions based on race, color, ethnicity, religion, sex, age, source of income, arbitrary income criteria, physical disability, national origin, marital status, sexual preference, family size, presence of children, Acquired Immune Deficiency (ADIS), or AIDS-related conditions (ARC). (Subareas 1, 2 and 3)
- The City will take all necessary and appropriate steps to achieve a completely open housing market; the City calls upon all citizens and upon private industry to build, finance, sell, and rent properties without regard to race, color, ethnicity, religion, sex, age, source of income, physical disability, national origin, marital status, arbitrary income criteria, sexual preference, family-size, presence of children, Acquired Immune Deficiency (AIDS), or AIDS-related conditions (ARC). (Subareas 1, 2 and 3)
- Whenever feasible, the City of Oakland, through its regulatory powers, will require that potential residential developers and sponsors prepare affirmative action marketing and management programs to implement federal, state, and local policy regarding open housing. (Subareas 1, 2 and 3)
- The City supports State and local laws prohibiting housing discrimination against households with children and will provide support for the enforcement of these laws. (Subareas 1, 2 and 3)
- The City supports programs for the removal of architectural barriers in order to make more housing suitable for the disabled. (Subareas 1, 2 and 3)

**SUMMARY OF ENVIRONMENTAL HAZARDS ELEMENT  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

*Geologic Hazards:*

- Except where adequate corrective measures can feasibly be taken, construction should not occur over known faults or on land subject to landslide, erosion, or flooding. The City will continue to make efforts to obtain more information about such hazardous areas, and will consider the imposition of additional controls on development there.

*Seismic Hazards:*

- The City should continue and, if necessary, expand its preventive maintenance of drainage facilities. Monitoring of landslide and other areas susceptible to earth movement should continue, and additional measures should be instituted as required.
- The City and other public agencies should not locate public facilities for human occupancy in fault zone areas unless all other available sites are infeasible. If such facilities must be located in a fault zone, geologic studies should be undertaken to determine the suitability of the site.
- The City will employ the most current seismic design criteria in the construction of new public buildings. Buildings to accommodate activities and equipment related to public safety, especially police, fire and communication services, should be constructed to ensure continued operation and availability of service after an earthquake.

*Fire Hazards:*

- Continue the Fire Department's fire prevention program, including the inspection of existing buildings and the review of proposed development to ensure maximum safety from potential fire hazards.

*Flooding Hazards:*

- The City fully supports the Alameda Flood Control and Water Conservation District's program for eliminating flood hazards in the City of Oakland, endorsing the District's policy of balancing the costs of new projects against the potential damage that might result from flooding.

*Safety During Emergencies:*

- The City Council assigns high priority to the maintenance and continual updating of the Emergency Operations Plan to insure that the City will be able to respond effectively in the face of disaster.

**SUMMARY HISTORIC PRESERVATION ELEMENT  
OBJECTIVES AND POLICIES  
APPLICABLE TO THE BROADWAY/MACARTHUR/SAN PABLO  
REDEVELOPMENT PLAN**

Historic Preservation Goal 1: To use historic preservation to foster the economic vitality and quality of life in Oakland by:

- (1) Stressing the positive community attributes expressed by well-maintained older properties;
  - (2) Maintaining and enhancing throughout the City the historic character, distinct charm, and special sense of place provided by older properties;
  - (3) Establishing and retaining positive continuity with the past thereby promoting pride, a sense of stability and progress, and positive feelings for the future;
  - (4) Stabilizing neighborhoods, enhancing property values, conserving housing stock, increasing public and private economic and financial benefits, and promoting tourist trade and interest through preservation and quality maintenance of significant older properties;
  - (5) Preserving and encouraging a city of varied architectural styles and environmental character reflecting the distinct phases of Oakland's cultural, social, ethnic, economic, political, and architectural history; and
  - (6) Enriching the quality of human life in its educational, spiritual, social, and cultural dimensions through continued exposure to tangible reminders of the past.
- Historic Preservation Goal 2: To preserve, protect, enhance, perpetuate, use, and prevent the unnecessary destruction or impairment of properties or physical features of special character or special historic, cultural, educational, architectural or aesthetic interest or value.

Such properties or physical features include buildings, building components, structures, objects, districts, sites, natural features related to human presence, and activities taking place on or within such properties or physical features.

- Historic Preservation Policy 1.1 (*Historical and Architectural Inventory*): The City will establish and maintain a Historical and Architectural Inventory which covers all of Oakland. The Inventory will investigate all individual pre-1946 properties and areas throughout the City and will evaluate each property and area according to the table entitled "Historical and Architectural Inventory Rating System." The Inventory will cover the entire City as quickly as possible and an Intensive Survey that will perform detailed research and evaluation. The Reconnaissance Survey will serve as an interim Inventory for properties not yet covered by the Intensive Survey.
- Historic Preservation Policy 1.2 (*Potential Designated Historic Properties*): The City considers any property receiving an existing or contingency rating from the Reconnaissance or Intensive Surveys of "A" (highest importance), "B" (major importance), or "C" secondary

importance) and all properties determined by the Surveys to contribute or potentially contribute to an Area of Primary or Secondary Importance to warrant consideration for possible preservation. Unless already designated as Landmarks, Preservation Districts, or Heritage properties pursuant to Policy 1.3, such properties will be called "Potential Designated Historic Properties."

- Historic Preservation Policy 2.5 (*Heritage Properties*):
  - (a) Properties which definitively warrant preservation but which are not Landmarks or Preservation Districts will be eligible as Heritage Properties and may be so designated by either the Landmarks Preservation Advisory Board or the City Planning Commission. Heritage Properties may also be designated by the Director of City Planning, subject to confirmation within 45 days by either the Board or Commission.
  - (b) Owners of properties being considered for Heritage Property designations will receive ample opportunity to comment on designation proposals.
  - (c) Demolition, removal or Specified Major Alterations of Heritage Properties may normally be postponed for up to 120 days.
  - (d) Heritage Properties shall constitute an officially adopted City register or inventory of historically or architecturally significant sites or places as defined by the State Historical Building Code.
  - (e) The Heritage Property eligibility criteria, designation procedure and preservation regulations are set forth in the tables entitled "Heritage Property Eligibility Criteria and Designation Procedure" and "Heritage Property Regulations."
  - (f) Historic Preservation Policy 3.1 (Avoid or Minimize Adverse Historic Preservation Impacts Related to Discretionary City Actions): The City will make all reasonable efforts to avoid or minimize adverse effects on the Character-Defining Elements of Existing or Potential Designated Historic Properties which could result from private or public projects requiring discretionary City actions.
- Historic Preservation Policy 3.3 (*Designated Historic Property Status for Certain City-Assisted Properties*): To the extent consistent with other General Plan Goals, Policies and Objectives, as a condition for providing financial assistance to projects involving existing or Potential Designated Historic Properties, the City will require that complete application be made for such properties to receive the highest local designation for which they are eligible prior to issuance of a building permit for the project or transfer of title (for City-owned or controlled properties), whichever comes first.

However, Landmark or Preservation District applications will not be required for projects which are small-scale or do not change exterior appearance.

- Historic Preservation Policy 3.4: (*City Acquisition for Historic Preservation Where Necessary*): Where all other means of preservation have been exhausted, the City will consider acquiring, by eminent domain if necessary, existing or Potential Designated Historic Properties, or portions thereof, in order to preserve them. Such acquisition may be in fee, as conservation easements, or a combination thereof.

- Historic Preservation Policy 3.5 (Historic Preservation and Discretionary Permit Approvals): For additions or alteration to Heritage Properties or Potential Designated Historic Properties requiring discretionary City permits, the City will make a finding that: (1) the design matches or is compatible with, but not necessarily identical to, the property's existing or historical design; or (2) the proposed design comprehensively modifies and is at least equal in quality to the existing design and is compatible with the character of the neighborhood; or (3) the existing design is undistinguished and does not warrant retention and the proposed design is compatible with the character of the neighborhood.

For any project involving complete demolition of Heritage Properties or Potential Designated Historic Properties requiring discretionary City permits, the City will make a finding that: (1) the design quality of the proposed project is at least equal to that of the original structure and is compatible with the character of the neighborhood; or (2) the public benefits of the proposed project outweigh the benefits of the proposed project outweigh the benefit of retaining the original structure; or (3) the existing design is undistinguished and does not warrant retention and the proposed design is compatible with the character of the neighborhood.

- Historic Preservation Policy 3.6 (Historic Preservation and City-Sponsored or Assisted Projects): To the extent consistent with other Oakland General Plan provisions, City-sponsored or assisted project involving an existing or Potential Designated Historic Property, except small-scale projects, will:
  - (a) be selected and designed to avoid or minimize adverse effects on these properties and to promote their preservation and enhancement;
  - (b) incorporate preservation efforts based in part on the importance of each property; and
  - (c) be considered to have no adverse effects on these properties if they conform with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

The City will encourage applicants for City-assisted projects to submit proposals consistent with this policy.

- Historic Preservation Policy 3.6.2 (Development and Design Assistance for City-Assisted Projects): Amend, where necessary, informational publications for the City's development assistance programs to encourage projects which preserve or enhance existing or Potential Designated Historic Properties and avoid or minimize adverse effects on these properties. Provide development and design assistance to project applicants which includes preservation options where consistent with project objectives.
- Historic Preservation Policy 3.7 (Property Relocation Rather Than Demolition as Part of Discretionary Projects): As a condition of approval for all discretionary projects involving demolition of existing or Potential Designated Historic Properties, the City will normally require that reasonable efforts be made to relocate the properties to an acceptable site.
- Historic Preservation Action No. 3.8.1 (Include Historic Preservation Impacts in City's Environmental Review Regulations): Include Policy 3.8's definitions of "Local Register of Historical Resources" and historic preservation "significant effect" in the City's Environmental Review Regulations.

Amend the Regulations to include specific measures that may be considered to mitigate significant effects to a Historical Resource. Measures appropriate to mitigate significant effects to a Historical Resource may include one or more of the following measures depending on the extent of the addition or alteration.<sup>1</sup>

- 1) Modifications of the project design to avoid adversely affecting the character defining elements of the property.
- 2) Relocation of the affected Historical Resource to a location consistent with its historical or architectural character.

If the measures are not feasible, then other measures may be considered including, but not limited to the following:

- 3) Modification of the project design to include restoration of the remaining historic character of the property.
  - 4) Modification of the project design to incorporate or replicate elements of the building's original architectural design.
  - 5) Salvage and preservation of significant features and materials of the structure in a local museum or within the new project.
  - 6) Measures to protect the Historical Resource from effects of on-site or other construction activities.
  - 7) Documentation in a Historic American Buildings Survey report or other appropriate format: photographs, oral history, video, etc.
  - 8) Placement of a plaque, commemorative marker, or artistic or interpretive display on the site providing information on the historical significance of the resource.
  - 9) Contribution to a Façade Improvement Fund, the Historic Preservation Revolving Loan Fund, the Oakland Cultural Heritage Survey, or other program appropriate to the character of the resource.
- Historic Preservation Policy 3.9 (Consistency of Zoning With Existing or Eligible Preservation Districts):
    - (a) Unless necessary to achieve some other Oakland General Plan goal or policy which is greater significance, the base zone of existing or eligible Preservation Districts shall not encourage demolition or removal of a district's contributing or potentially contributing properties nor encourage new construction that is incompatible with these properties.
    - (b) The City will always consider including a historic preservation component in areawide or specific plans. As part of any amendment to the Zoning Regulations, the impact on historic properties will be evaluated.

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<sup>1</sup> This footnote is part of the text and reads: "Per the provisions of the California Environmental Quality Act, determination of whether mitigations are adequate to reduce a significant effect to a Historical Resource to a level less than significant will be determined by the lead agency on a case by case basis."

- Historic Preservation Policy 3.12 (*Historic Preservation and Substandard or Public Nuisance Properties*): Before requiring vacation or demolition, the City will take all reasonable actions to repair or rehabilitate existing or Potential Designated Historic Properties which have been determined to be substandard or public nuisances under the Oakland Dangerous Buildings Code, the Oakland Housing Code, the Blight Ordinance, the Earthquake Repair Ordinance, or any other City code or ordinance. In cases where such properties are already vacant or an immediate hazard, such repair or rehabilitation will occur expeditiously to prevent further deterioration or to abate the immediate hazard.