



# CITY OF OAKLAND

Community and Economic Development Agency, Planning & Zoning Services Division  
250 Frank H. Ogawa Plaza, Suite 3330, Oakland, California, 94612-2032

## **COMBINED NOTICE OF AVAILABILITY of the DRAFT ENVIRONMENTAL IMPACT REPORT (EIR) and NOTICE OF EIR PUBLIC HEARING for the OAKLAND ARMY BASE AREA REDEVELOPMENT PLAN**

**TITLE:** Oakland Army Base (OARB) Area Redevelopment Plan

**CASE NO.:** ER01-035

**STATE CLEARINGHOUSE NO.:** 2001082058

**LOCATION:** The approximately 1,800-acre redevelopment area is located in West Oakland, bounded by I-80, Wood Street, and the Oakland Inner, Middle, and Outer harbors.

**APPLICANT:** City of Oakland

**LEAD AGENCY:** City of Oakland

**DESCRIPTION:** The proposed action is the implementation of a redevelopment plan for an approximately 1,800-acre area in West Oakland, including redevelopment, rehabilitation, and revitalization, on 710 acres within the redevelopment area. This redevelopment plan would alleviate physical and economic blight in West Oakland caused or exacerbated by the closure of the Oakland Army Base (OARB). Implementation of the redevelopment plan requires a General Plan amendment, re-zoning, amendment of the Redevelopment Plan, adoption of a Final Reuse Plan for the OARB, Port boundary changes, and other actions. The proposed redevelopment plan would result in structure clearance, site preparation, re-installation of major and service infrastructure, remediation of hazardous substances in soils and groundwater, construction, operation, and maintenance of approximately 4,100,000 square feet of light industrial, office/research & development, retail, warehouse/distribution, and community/civic land uses; 375 live/work units; 30 acres of public parks; and approximately 470 acres of industrial transportation facilities (port, rail, and supporting facilities). The redevelopment area spans the jurisdiction of both the City and Port of Oakland. The redevelopment area contains hazardous waste sites listed under Government Code section 65962.5. The proposed plan is expected to be complete by 2020, and is purposefully flexible, to allow the City and Port to respond to fluctuating market conditions over the relatively lengthy build-out horizon.

**DRAFT ENVIRONMENTAL IMPACT REPORT:** A Draft EIR was prepared pursuant to the California Environmental Quality Act (CEQA). The Draft EIR identifies significant impacts of redevelopment to the environment for the following factors: Consistency with Plans and Policies; Land Use; Transportation; Air Quality; Noise; Cultural Resources; Hazardous Materials; Public Services and Utilities; Aesthetics; Biological Resources; Geology, Seismicity, and Soils; Groundwater; and Surface Water. The Draft EIR recommends mitigation measures and evaluates alternatives that, if implemented, could eliminate or substantially reduce the significant impacts of redevelopment on the environment.

Copies of the Draft EIR are available to interested parties at no charge. One copy may be obtained, or the EIR and related documents may be reviewed, Monday through Friday, 8:30 a.m. to 5:00 p.m. at **250 Frank H. Ogawa Plaza, Suite 3330, Oakland.**

**PUBLIC HEARING and COMMENTS:** The Oakland City Planning Commission will conduct a public hearing on the Draft EIR **on Wednesday, June 5, 2002, at a meeting starting at 6:30 p.m. in Hearing Room 1, City Hall, One Frank H. Ogawa Plaza, Oakland.** Members of the public are welcome to attend this hearing and provide comments focusing on the sufficiency of the Draft EIR in discussing possible impacts to the environment of redevelopment, and ways those impacts may be avoided or minimized through mitigation or alternatives.

Comments may be made at the City Planning Commission public hearing, or in writing. All comments received in a timely manner will be considered by the City prior to finalizing the EIR. Written comments on the sufficiency of the EIR should be sent to the following: **Scott Gregory c/o Ms. Aliza Gallo, 250 Frank Ogawa Plaza, Suite 3315, Oakland, California 94612, and must be received no later than 4:00 p.m., on June 12, 2002.** If you challenge the EIR in court, you may be limited to raising only those issues that were raised in timely commenting on the sufficiency of the EIR. The Planning Commission will consider certification of the EIR for the redevelopment plan at a publicly noticed meeting whose date has yet to be determined.

For further information please call **Scott Gregory at 510/535-6690.**

**Leslie Gould, Director of Planning & Zoning**

April 29, 2002

Volume No. 1: Main Text  
Draft Environmental Impact Report

for the

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# Oakland Army Base Area Redevelopment Plan

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*State Clearinghouse Number 2001082058*

*prepared by the*



*environmental consultant:*



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*APRIL 2002*

**Volume No. 1: Main Text**  
**Draft Environmental Impact Report**  
for the  
**Oakland Army Base Area Redevelopment Plan**  
*April 2002*

*prepared by*



*with the assistance of*

**g. borchard & associates**  
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**GAIA Consulting, Inc.**, a small local WBE  
**Luster National, Inc.**, a small local MBE  
**URS Corporation**, a local firm



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- Letter dated September 12, 2001 from the California Department of Toxic Substances Control (DTSC)
- Letter dated September 12, 2001 from the East Bay Regional Park District (EBRPD)
- Summary of scoping comments from September 13, 2001 Public Meeting
- Letter dated September 18, 2001 from West Oakland Commerce Association (WOCA)
- Summary of Scoping Comments from September 19, 2001 Planning Commission Hearing
- Letter dated September 20, 2001 from the San Francisco Bay Conservation and Development Commission (BCDC)
- Letter dated April 8, 2002 from the East Bay Municipal Utility District (EBMUD)

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  - August 3, 2000 Letter from Army to USFWS requesting concurrence with Army determination of no likely adverse effect
  - January 11, 1996 Letter of concurrence from USFWS to Army regarding suitability of OARB for fish and wildlife management
  - September 30, 1999 Letter from Army to USFWS requesting concurrence with Army determination of no likely adverse effect
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AAQS	ambient air quality standard (California: CAAQS; National: NAAQS)
ABAG	Association of Bay Area Governments
ACM	asbestos containing material
AC Transit	Alameda County Transit Authority
AHERA	Asbestos Hazard Emergency Response Act
AHM	acutely hazardous material
ALUC	Airport Land Use Commission of Alameda County
ALUPP	Airport Land Use Policy Plan
AMS	ancillary maritime support
API	Area of Primary Importance
Army	U.S. Army
ASI	Area of Secondary Importance
AST	aboveground storage tank
ASTM	American Society for Testing and Materials
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit District
Base	Oakland Army Base (also OARB)
BCDC	Bay Conservation and Development Commission
bgs	below ground surface
BLS	basic life support
BMP	best management practice
BRAC	Base Realignment and Closure
BTEX	benzene, toluene, ethylbenzene, and xylene
CAA	Clean Air Act
CAAQS	California ambient air quality standards
Caltrans	California Department of Transportation
CAP	Clean Air Plan
CARB	California Air Resources Board (also ARB)
CBD	Central Business District
CCAA	California Clean Air Act
CCMP	California Coastal Management Program
CCR	California Code of Regulations
CDBG	Community Development Block Grant
CDFG	California Department of Fish and Game

## ***OARB Area Redevelopment EIR***

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CDMG	California Division of Mines and Geology
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Responsibility, Compensation, and Liability Act
CFR	Code of Federal Regulations
City	City of Oakland
CNDDDB	California Natural Diversity Database
CNEL	community noise equivalent level
CNPS	California Native Plant Society
CO	carbon monoxide
Corps	(U.S.) Army Corps of Engineers
CRHR	California Register of Historic Resources
CRL	Community Redevelopment Law
CUPA	Certified Unified Agency Programs
CWA	Clean Water Act
CY	cubic yards
CZMA	Coastal Zone Management Act
dB	decibels
dBA	A-weighted decibels
DDT	dichloro-diphenyl-trichloroethane
DERP	Defense Environmental Restoration Program
district	Oakland Army Base area redevelopment district (also project area)
DOD	(U.S.) Department of Defense
DPW	Department of Public Works
DTSC	(California) Department of Toxic Substances Control
DWR	(California) Department of Water Resources
EBMUD	East Bay Municipal Utility District (also District)
EBRPD	East Bay Regional Park District
EBS	Environmental Baseline Survey
EDD	(California) Employment Development Department
EEZ	Exclusive Economic Zone
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
EMT	Emergency Medical Technician
EPA	(U.S.) Environmental Protection Agency

EPCRA	Emergency Planning and Community Right to Know Act
ESA	Endangered Species Act
ESG	Emergency Shelter Grant
FAR	Floor-to-area ratio
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FISCO	Fleet and Industrial Supply Center, Oakland
FOST	Finding of Suitability to Transfer
FOSET	Finding of Suitability to Early Transfer
GPG	General Plan Guidelines
HCD	(California Department of) Housing and Community Development
HEG	Hausrath Economic Group
HMTA	Hazardous Materials Transportation Act
HOPWA	Housing Opportunities for People with AIDS
HSC	Health and Safety Code
HUD	(U.S. Department of) Housing and Urban Development
HWCA	(California) Hazardous Waste Control Act
I-	Interstate
IEC	Interurban Electric (railway bridge)
JATC	Joint Apprentice and Training Committee
JIT	Joint Intermodal Terminal
kV	kilovolt
LBP	lead-based paint
L <sub>dn</sub>	day/night average sound level
L <sub>eq</sub>	equivalent sound level
LOS	level of service
LRA	Local Reuse Authority
LTMS	Long Term Management Strategy
LUTE	Land Use and Transportation Element (of the Oakland General Plan)
imho/cm	micromho per centimeter
MCL	maximum contaminant level
MEI	maximally exposed individual
mg/L	milligrams per liter
MHW	mean high water

**OARB Area Redevelopment EIR**

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MLLW	mean lower low water
MOA	Memorandum of Agreement
MOIA	Metropolitan Oakland International Airport
MOU	Memorandum of Understanding
mph	miles per hour
MSC	Maritime Support Center
msl	mean sea level
MTBE	methyl tertiary ethyl
MTC	Metropolitan Transportation Commission
MTS	Metropolitan Transportation System
NAAQS	National ambient air quality standards
NAS	Naval Air Station (Alameda)
NCP	National Contingency Plan
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NISA	National Invasive Species Act
NMFS	National Marine Fisheries Service
NO <sub>2</sub>	nitrogen dioxide
NOA	Notice of Availability
NOC	Notice of Completion
NOD	Notice of Determination
NOP	Notice of Preparation
NO <sub>x</sub>	nitrogen oxides
NPDES	National Pollutant Discharge Elimination System
NPS	National Park Service
NRHP	National Register of Historic Places
NWP	nationwide permit
O <sub>3</sub>	ozone
OARB	Oakland Army Base (also Base)
OBRA	Oakland Base Reuse Authority
OHP	(California) Office of Historic Preservation
OMC	Oakland Municipal Code
OPR	(Governor's) Office of Planning and Research
ORA	Oakland Redevelopment Agency



OSCAR	Open Space, Conservation, and Recreation (Element of the Oakland General Plan)
OSHA	Occupational Safety and Health Administration
OSH Act	Occupational Safety and Health Act (also Cal/OSH Act)
OUSD	Oakland Unified School District
OWS	oil/water separator
PBC	Public Benefit Conveyance
PCBs	polychlorinated biphenyls
PG&E	Pacific Gas and Electric Company
P.L.	Public Law
PM	particulate matter
PM <sub>10</sub>	particulate matter with a diameter less than 10 microns
PM <sub>2.5</sub>	particulate matter with a diameter less than 2.5 microns
Port	Port of Oakland
ppm	parts per million
PRC	Public Resources Code
RAO	remedial action objective
RAP/RMP	Remedial Action Plan/Risk Management Plan
R&D	Research and Development
RCRA	Resource Conservation and Recovery Act
Reserves	U.S. Army Reserves
RHND	Regional Housing Needs Determination
ROG	reactive organic gas
RWQCB	Regional Water Quality Control Board
SFEP	San Francisco Estuary Project
SHPO	State Historic Preservation Officer
SIP	State Implementation Plan
SLC	State Lands Commission
SLM	sound level meter
SO <sub>2</sub>	sulfur dioxide
SPRR	Southern Pacific Railroad
SR-	State Route
SWPPP	Storm Water Pollution Prevention Plan
SWRCB	(California) State Water Resources Control Board
TAC	toxic air contaminant

## ***OARB Area Redevelopment EIR***

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TCE	trichloroethelyne
TDS	total dissolved solids
TEU	twenty-foot equivalent unit
TPH	total petroleum hydrocarbons
TSCA	Toxic Substances Control Act
UBC	Uniform Building Code
ULR	Urban Land Redevelopment
UP	Union Pacific (railroad)
USC	United States Code
USDA	U.S. Department of Agriculture
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
UST	underground storage tank
VOC	volatile organic compound
WDR	waste discharge requirements
WEAP	Women's Economic Agenda Project
WOCA	West Oakland Commerce Association
WOCAG	West Oakland Community Advisory Group
WQOs	water quality objectives
WWTF	wastewater treatment facility (also wastewater treatment plant)
WWTP	wastewater treatment plant (also wastewater treatment facility)
YOY	young-of-the-year



## **1. SUMMARY**

The proposed action is the adoption and implementation of the Redevelopment Plan for the Oakland Army Base Area Redevelopment Project (herein the “Redevelopment Plan”). The lead agency for environmental review is the City of Oakland.

This document is a Redevelopment Environmental Impact Report (EIR) that discloses the environmental effects of establishing and redeveloping a redevelopment project area. By such disclosure, this EIR is intended to inform the public as well as the decisions of City officials, the Redevelopment Agency of the City of Oakland (ORA), and other approving agencies regarding redevelopment activities.

This EIR discloses impacts to the environment of redevelopment that would or could be adverse and significant, describes measures that would mitigate these impacts, and describes a range of alternatives to redevelopment as proposed.<sup>1</sup>

### **1.1 OVERVIEW**

The Oakland Army Base (OARB) area redevelopment project area is an approximately 1,800-acre area located in West Oakland. Figure 1-1 depicts the general location of the project area. In July 2000, the City adopted the Redevelopment Plan, establishing the redevelopment project area and a program of redevelopment, rehabilitation, and revitalization of the project area. The project area encompasses the OARB, the Port of Oakland industrial maritime area, and an area near 16<sup>th</sup> and Wood streets in West Oakland. The center of the project area is the OARB, at one time an active military base, which the U.S. Congress approved for closure. Build-out is expected to occur by 2020.

### **1.2 PROCESS OVERVIEW**

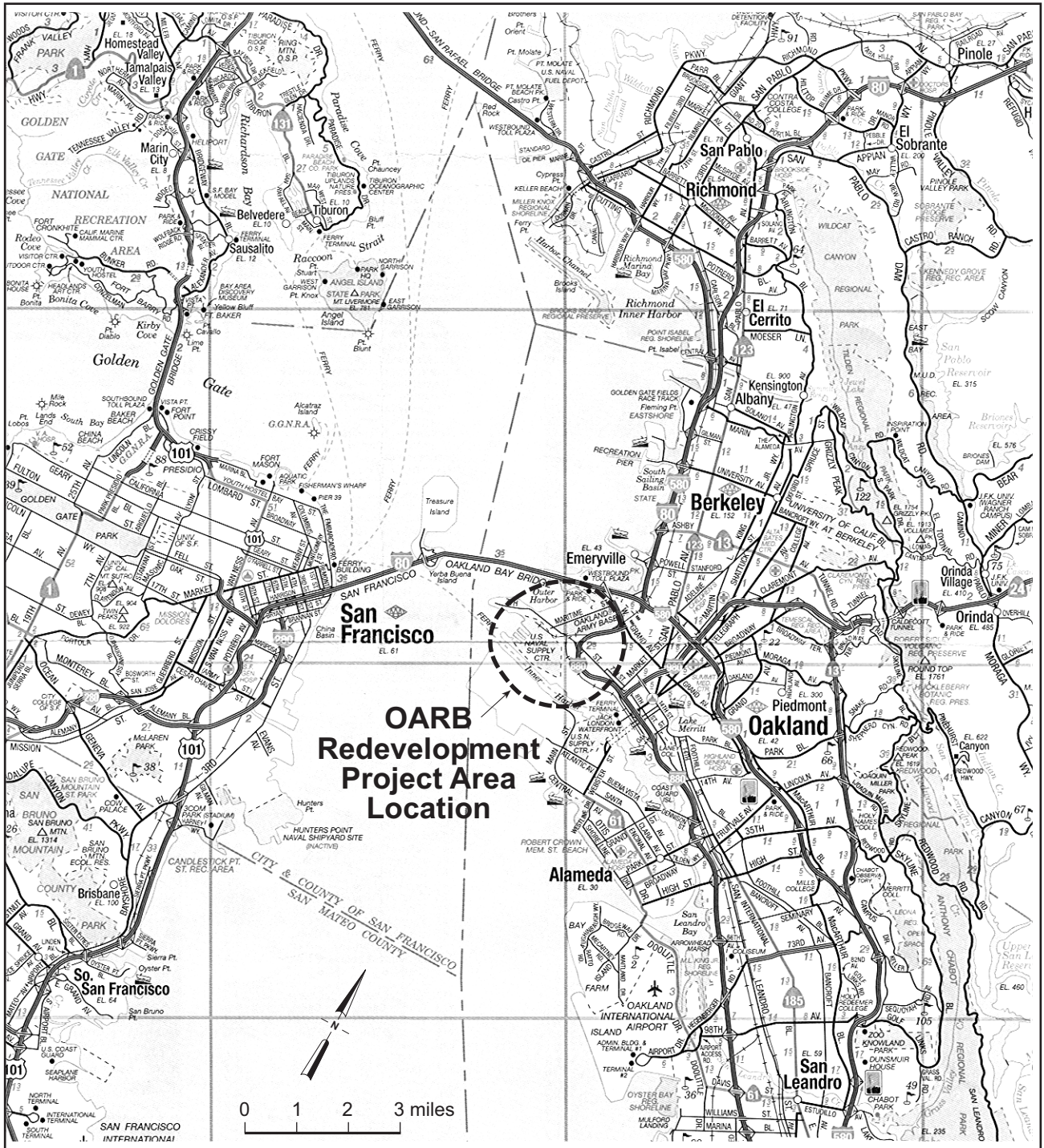
Closure and reuse of a military facility and the establishment and implementation of a related project area entail numerous inter-related processes.

#### **1.2.1 Base Closure Process**

In 1995, the Base Realignment and Closure (BRAC) Commission recommended closure and realignment/disposal of the OARB. In July 1995, the President of the United States approved the BRAC Commission’s recommendation; Congress reviewed the recommendation, and it became law on September 28, 1995. The U.S. Army, the lead agency for base closure and transfer, conducted or participated in several required environmental processes. The Army:

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<sup>1</sup> The Redevelopment Plan describes a series of related actions, or a program, which constitutes a “project” under CEQA. The terms “program” and “project” are used interchangeable in this EIR.



Source: AAA, San Francisco Bay Region, 1997

OARB Area Redevelopment EIR  
**Figure 1-1 Location of Redevelopment Project Area**  
 April 2002

- prepared an Environmental Impact Statement (EIS) pursuant to the National Environmental Policy Act (NEPA) disclosing the effects of base closure and disposal on the environment;
- consulted with and received approval of a Coastal Zone Consistency Determination from the San Francisco Bay Conservation and Development Commission (BCDC);
- consulted with the State Office of Historic Preservation (OHP) regarding cultural resources pursuant to the National Historic Preservation Act (NHPA); and
- consulted with the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) regarding biological resources pursuant to the Endangered Species Act (ESA).

### 1.2.2 Base Transfer Process

The Army first reserved three parcels for the U.S. Army Reserves. The Army then decided to convey property to the Oakland Base Reuse Authority (OBRA), as well as to assign parcels to the U.S. Department of the Interior for conveyance to the East Bay Regional Park District (EBRPD). The OBRA plans to transfer its lands to the Oakland Redevelopment Agency, which will in turn transfer a portion of the Base to the Port of Oakland and to the Joint Apprentice and Training Committee (JATC).

### 1.2.3 Reuse Process

Once the OARB was slated for closure and transfer, the OBRA was established to direct the OARB reuse planning process. As the Local Reuse Authority (LRA) under federal base closure law, the OBRA is the agency eligible for managing the Base and its assets in the transitional period between base closure and transfer, accepting Base property from the Army, and planning for its reuse.

As part of the reuse planning process, OBRA established the West Oakland Community Advisory Group (WOCAG) to examine reuse opportunities and recommend community reuse options for OBRA's consideration. The planning document produced by the OBRA in consultation with WOCAG was the *OARB Draft Final Reuse Plan* (OBRA 1998, as amended 2001). The Reuse Plan documents the community reuse planning process and describes the proposed reuse development, including land use classifications and development densities. The Reuse Plan was amended in 2001 to reflect amendments to the Bay and Seaport plans.

### 1.2.4 Redevelopment Process

On July 11, 2000, the City adopted and approved the *Redevelopment Plan for the Oakland Base Redevelopment Project* (City of Oakland 2000), and established a redevelopment project area with the OARB at its core. The Redevelopment Plan was adopted pursuant to the California Community Redevelopment Law (CRL) (Health and Safety Code, §§ 33000, et seq.). The Redevelopment Plan provides the ORA—the agency primarily responsible for the project

1 area's redevelopment<sup>2</sup>—powers, duties, and obligations to implement and further a program of  
2 redevelopment, rehabilitation, and revitalization of the project area as broadly defined in the  
3 Plan. The Redevelopment Plan incorporates the OARB Reuse Plan, as it may be amended from  
4 time to time. At the same time, the City adopted a five-year implementation plan as required by  
5 the CRL.

### **1.2.5 Environmental Review**

7 The City of Oakland is the lead agency for environmental review pursuant to the California  
8 Environmental Quality Act (CEQA). The City determined that redevelopment as proposed may  
9 result in significant impacts to the environment, and that an EIR would be required. To inform  
10 the public of its determination, and to initiate public participation in the environmental review  
11 process, the City issued a Notice of Preparation (NOP, included in Appendix 1). The Governor's  
12 Office of Planning and Research, which notifies relevant state agencies of available NOPs,  
13 received the NOP August 15, 2001, initiating a 36-day NOP review period, which ended  
14 September 19, 2001. The NOP was also mailed to Alameda County, regional regulatory and  
15 service agencies, environmental and business groups, and interested individuals. The NOP  
16 described the City's intent to prepare an EIR, briefly presented background and descriptive  
17 information, and listed the probable environmental effects of redevelopment. The NOP also  
18 described how the public should provide written or verbal input and comments on the scope  
19 (content) of the EIR, and provided notice of two public scoping meetings.

20 The purpose of the public scoping meetings, held September 13 and 19, 2001, was to provide a  
21 forum whereby agencies and interested citizens could provide input to the City regarding the  
22 appropriate scope of the EIR. Scoping input helps define the breadth of EIR analysis, and may  
23 include and is not limited to, environmental issues, reasonable alternatives, and mitigation  
24 recommendations. Citizens provided input at the September 13 scoping meeting; citizens,  
25 community board members, and decision-makers provided input at the September 19 scoping  
26 meeting held at the Oakland Planning Commission. The staff report for that meeting is included  
27 in Appendix 1. Relevant scoping comments are summarized in Section 1.5: Areas of Public  
28 Interest Known to the Lead Agency, below.

29 The NOP also served as a notice of the City's intention to use an "alternative baseline" for  
30 certain impact analyses, and of a September 19, 2001 public hearing in front of the Oakland  
31 Planning Commission regarding the alternative baseline. The physical context in which the type  
32 and intensity of impacts of a proposed project are determined is called the "baseline." Normally,  
33 the baseline comprises those environmental conditions that exist at the time of issue of an NOP.  
34 CEQA Section 21083.8.1 offers agencies preparing an EIR for reuse of a military base such as  
35 the OARB the option to analyze impacts in the context of the physical conditions that were  
36 present at the time the federal decision became final for closure of the base (in this case,

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<sup>2</sup> The Port will be the agency primarily responsible for redevelopment of those portions of the redevelopment project area within the Port Area, as defined in the City Charter.

September 1995). Use of such an alternative baseline can better represent the actual impact of OARB reuse when compared to the impacts of the base in full operation. After hearing public input regarding this issue, the Planning Commission adopted the alternative baseline for certain environmental factors. A Notice of Determination relating to the use of the alternative baseline was filed with the State Office of Planning and Research (OPR) and the County Clerk (see Appendix 1).

The City is preparing this EIR to evaluate and disclose the environmental impacts of establishing and implementing the OARB redevelopment project area, including redevelopment of the OARB as envisioned in the Reuse Plan. The ORA and Port require flexibility for responding to future and evolving market and economic conditions. These fluctuating conditions necessarily require the Redevelopment Plan to be broad and flexible, and analysis in this EIR is consistent with a broad level of detail. To assess the type and intensity of OARB reuse impacts most accurately, this EIR uses an alternative baseline of 1995 when assessing impacts to the following environmental factors:

- Traffic
- Water consumption
- Energy consumption
- Noise
- Air quality
- Schools
- Population and Employment

## **1.3 NEED AND OBJECTIVES**

### **1.3.1 Need**

Redevelopment of the project area is necessary to alleviate physical and economic blight , resulting in part or exacerbated by closure of the OARB.

### **1.3.2 Objectives**

Redevelopment objectives focus on elimination of blight and blighting influences, and strengthening the economic base, and include the following:

- Alleviate economic and social degradation due to closure of OARB
- Eliminate blighting influences, including remediation of contamination
- Create a vibrant and balanced land use pattern
- Strengthen the economic base
- Allow for sustainable job creation
- Expand, improve, and preserve low/moderate-income housing
- Provide for high-quality public/community services



- Provide for safe, efficient, and effective movement of people and goods
- Protect, preserve, and enhance environmental resources
- Minimize waste generation, maximize reuse/recycling
- Accommodate the Port's share of regional cargo throughput in 2020
- Respond to trends and requirements of maritime shipping
- Increase Port productivity and efficiency
- Provide sufficient capacity to absorb additional cargo throughput in the event that another West Coast gateway port is shut down due to an emergency
- Keep competitive with other West Coast ports

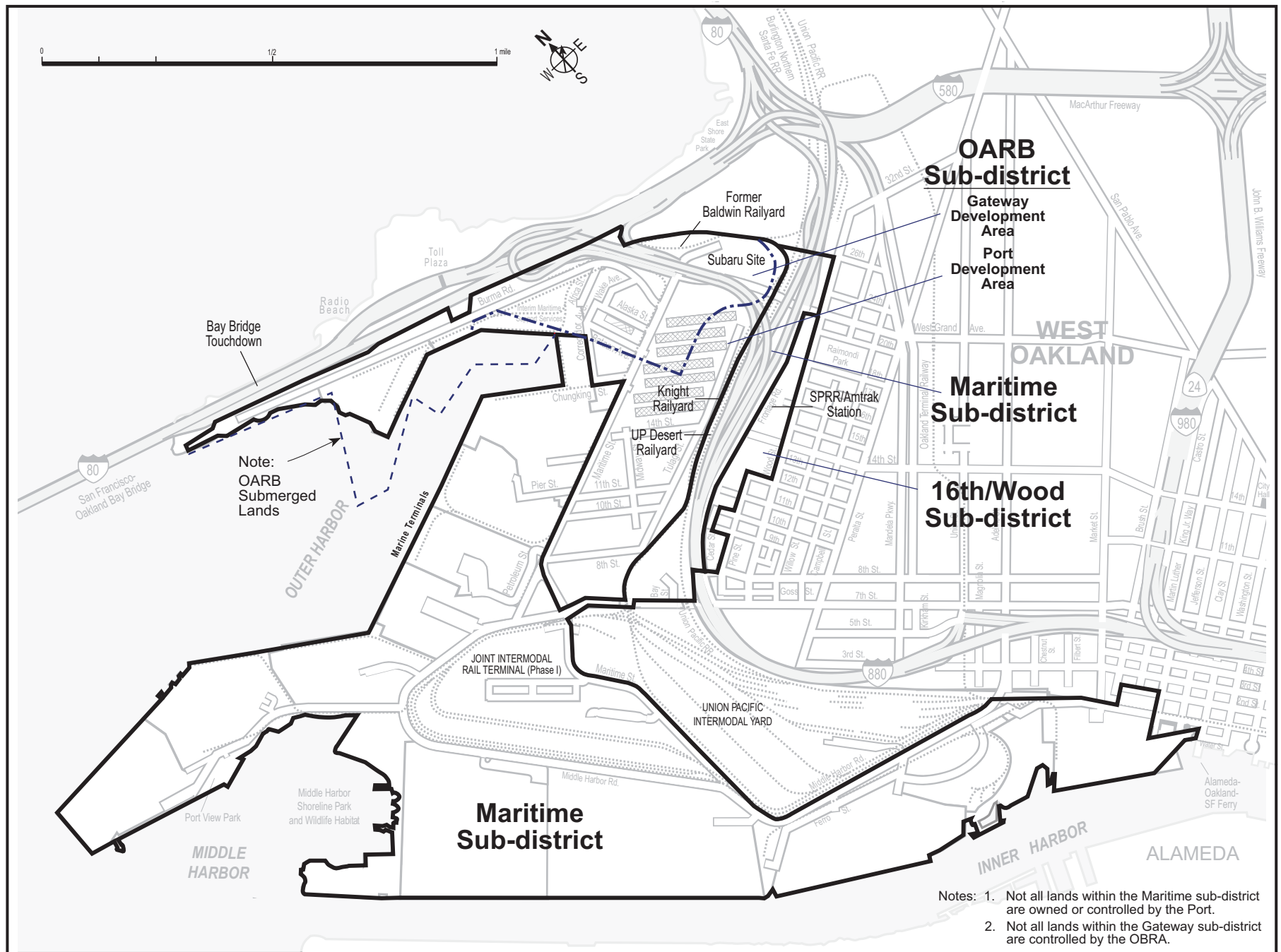
### **1.4 GENERAL DESCRIPTION OF PROPOSED REDEVELOPMENT**

As depicted by Figure 1-2, the OARB redevelopment project area is subdivided into three sub-districts:

1. The **OARB sub-district**: This approximately 470-acre sub-district is further subdivided into two development areas:
  - the **Gateway development area**, generally located in the northwest portion of the sub-district, would be redeveloped by the ORA; and
  - the **Port development area**, located in the southeast portion of the sub-district would be redeveloped by the Port of Oakland.
2. The **Maritime sub-district**. This approximately 1,290-acre sub-district comprises the Port of Oakland's industrial maritime area, plus freeway right-of-way and some miscellaneous non-Port parcels. Redevelopment of a former military installation, Fleet and Industrial Supply Center, Oakland (FISCO), located within this sub-district has already occurred under earlier environmental review.
3. The **16<sup>th</sup>/Wood sub-district**. This approximately 41-acre sub-district comprises a crescent-shaped area of current and former industrial lands located between Wood Street and I-880, and between 26<sup>th</sup> and 9<sup>th</sup> streets.

The OARB redevelopment project area is urbanized. There are some vacant parcels; most were industrialized at one time. The OARB sub-district is largely a transportation-oriented military base; the only quasi-natural environment is located at the western tip of the Bay Bridge touchdown peninsula, south of the bridge. The Maritime sub-district contains generally highly industrialized maritime shipping facilities, with approximately 35 acres of waterfront park along the shoreline of the Middle Harbor and one loft development along 2<sup>nd</sup> Street. The 16<sup>th</sup>/Wood





OARB Area Redevelopment EIR  
**Figure 1-2 OARB Redevelopment Project Area, Sub-Districts,  
 and Area Landmarks**  
 April 2002

sub-district encompasses light and medium industrial uses such as recyclers and warehousing/distribution facilities; in addition, there are several large vacant parcels that were formerly industrial and the former Southern Pacific Railroad (SPRR)/Amtrak railroad station.

## **1.5 AREAS OF PUBLIC INTEREST KNOWN TO THE LEAD AGENCY**

As lead agency under CEQA, the City elicited input from agencies and interested citizens regarding the appropriate scope of this EIR. In response, the City received both verbal and written input. Written input in the form of letters and comment cards appears in its entirety in Appendix 1 of this EIR. Below is a summary of verbal and written input. The source of the input is first identified, the input is summarized, and the reader is directed to the location in the EIR where relevant input is addressed.

Some input received during the EIR scoping period did not relate to the scope (content) of the EIR, but pertained to other issues, such as a preferred alternative Redevelopment Plan boundary different than that approved by the ORA, or a preferred alternative Redevelopment Plan different than that proposed by the City. The Redevelopment Plan was presented for public comment at several public meetings and at two public hearings (the hearings were conducted by the City and ORA in June and July 2001). Some input regarding preferred alternative redevelopment program elements is incorporated into alternatives evaluated in Chapter 7: Alternatives to the Proposed Redevelopment Program; other suggestions that do not meet the vision of the Redevelopment Plan are not.

### **1.5.1 Input of Interested Individuals (by Topic)**

The following verbal input/comments were provided at the September 13, 2001 scoping meeting.

#### **Description of Redevelopment**

1. Housing should be for all levels of income.
2. A connection from Mandela to 3<sup>rd</sup> Street should be included in the traffic analysis.
3. The 16<sup>th</sup>/Wood sub-district should include recreational amenities, including swimming pool, tennis courts, and a putting green.
4. Public access to and along the waterfront should be maximized. Trails and connectors should be included between the proposed Gateway Park and the community along 7<sup>th</sup> Street and West Grand Avenue.
5. Big box retail should not be included.
6. Land uses allowing smaller-scale retail should be included in the 16<sup>th</sup>/Wood sub-districts.

Items 1 through 6 are addressed in Chapter 3: Description, which describes elements of redevelopment that are known at this time, and describes proposed General Plan land use classifications, development intensities, and required infrastructure. The description includes funding for affordable housing, transportation improvements, public access improvements, and transportation and other infrastructure. Some input regarding suggestions for redevelopment elements is at a greater level of detail than is planned at this time, or analyzed in this EIR.

### **Impact Analysis and Mitigation**

1. As mitigation for demolition of historic structures in the OARB, use the Youth Employment Program to deconstruct the buildings and recycle the material.
2. Reduce air emissions from trucks traveling through neighborhoods.
3. Comparison of 1995 (baseline) and 2000 (setting) employment conditions is really irrelevant, because the people that lost their jobs in 1995 will not be the ones employed through redevelopment.
4. New jobs created by redevelopment should have a first right of refusal to West Oakland residents.
5. Analyze the visual impacts of high-stack containers from the Bay Bridge.

Items 1 through 4 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which analyzes impacts that could result from redevelopment as proposed in Chapter 3: Description, including cultural resources, aesthetic resources, air quality, employment (and anticipated job capture rates for Oakland residents). Chapter 4 also includes numerous measures to mitigate those impacts that are considered significant. Regarding item 5, redevelopment as proposed would not result in additional high-stack containers at the Port of Oakland, and may ultimately eliminate those adjacent to Interstate-80 (I-80). Under the proposed Redevelopment and Reuse Plans, the lands adjacent to I-80 and most visible from the Bay Bridge would become part of the City's Gateway development area, and existing container storage would be replaced with a variety of "flex" uses, including office, research and development (R&D), light industrial, and commercial uses.

### **Alternatives**

1. Move existing West Grand Avenue businesses/light industrial uses that support the Port to the OARB property to open up the West Grand Avenue area for higher scale uses.
2. Put forth an Adaptive Reuse alternative for detailed analysis.
3. Develop an alternative that reduces truck traffic in West Oakland.
4. Consider the development of a tramway system as a way to reduce traffic congestion and air emissions.

Regarding item 1, the West Grand Avenue corridor is not located within the project area, and is therefore not a part of the description of proposed redevelopment or further addressed in this EIR. Items 2 through 4 are addressed in Chapter 7: Alternatives to the Proposed Redevelopment Program, which examines a range of reasonable alternatives to the redevelopment program proposed in Chapter 3: Description. These include, among others, alternatives that would adaptively reuse existing structures, and a reduced level of intensity that would reduce traffic and related impacts. Some alternatives fail to fundamentally fulfill objectives of redevelopment, and are not put forth for detailed analysis. The tramway was not considered because of the relatively few trips with origins or destinations in Alameda associated with proposed redevelopment.

#### **Miscellaneous**

1. Why does East Bay Municipal Utility District (EBMUD) have to pay for land they receive? Originally, EBMUD was supposed to receive the land for free.

As noted in Chapter 3: Description, EBMUD is currently negotiating with the U.S. Army Reserves for properties located adjacent to, not within, the OARB or the project area. Development or redevelopment of those properties is not a part of the redevelopment program analyzed in this EIR nor were these properties included in the Army's BRAC actions, and terms of that negotiation have not been concluded. Chapter 5: Cumulative Impacts, includes evaluation of proposed redevelopment in light of past, present, and probable future actions, including potential expansion of nearby EBMUD facilities.

#### **1.5.2 Input of Community Board Members, Interest Groups, and Decision-Makers (by Entity)**

The following were provided as verbal input/comments at the September 19, 2001 scoping meeting.

##### **Landmarks Preservation Board**

1. The EIR should identify historical assets, recommend opportunities for reuse of historical buildings, and suggest creative mitigation measures.
2. When taking down other buildings, raw materials (especially redwood timbers) should be saved and salvaged.
3. At least two of the buildings designated as "temporary" by the Army should be preserved and reused.
4. The Diesel Shop (Building No. 812) and the Administration Building, Building No. 1 (permanent buildings) should be preserved and reused.
5. A curated exhibit should be located within one of the preserved buildings.
6. The parade grounds should be seen as an opportunity for an urban park.

- 1           7. A report regarding reuse of OARB buildings should be made available for review by the  
2           Landmarks Preservation Board.

3           Items 1, 2, and 5 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation.  
4           Chapter 4 identifies historic resources, the anticipated impacts of redevelopment on such  
5           resources, and a suite of measures that would partially mitigate effects to them, including de-  
6           construction and recycling rather than demolition. Items 3 and 4 are addressed in Chapter 7:  
7           Alternatives to the Proposed Redevelopment Program, which evaluates reuse of historic  
8           structures. Regarding item 6, evidence of the existence of a formal parade ground at the OARB  
9           was not identified during the course of this investigation, and this input is not further addressed  
10          in the EIR. Regarding item 7, the City conducted an analysis of the feasibility of adaptive reuse  
11          of buildings at the OARB; portions of this report are incorporated by reference into this EIR.

#### 12           **West Oakland Commerce Association**

- 13          1. The OARB should be considered almost entirely for ancillary maritime support uses.  
14          2. If lands are not dedicated to ancillary maritime services, the EIR should identify the impacts  
15          associated with trucking business having to relocate as far away as Tracy, Fairfield, and/or  
16          Sacramento to find available land.  
17          3. Although the City feels the need to maximize the number of job opportunities at the OARB, it  
18          should also look at the types of jobs that are needed.  
19          4. Existing trucking operations and related businesses should be moved to the OARB, thereby  
20          freeing opportunities for redevelopment with higher and better uses at other in-town  
21          locations (*i.e.*, along Grand Avenue and Mandela Parkway).  
22          5. An alternative that includes a transit village with a tram linking to Alameda needs to be  
23          considered.

24          Items 1 and 2 are addressed in Chapter 3: Description, which explains that redevelopment as  
25          proposed includes substantial ancillary maritime services in the project area. Approximately 105  
26          acres would be dedicated to this use. Item 1 is also addressed in Chapter 7: Alternatives to the  
27          Proposed Redevelopment Program. Item 3 is addressed in Chapter 4: Setting and Baseline,  
28          Impacts, and Mitigation, and in Appendix 4.8: Employment Model, which include an analysis of  
29          job generation, including general job types. Regarding item 4, as explained above, the  
30          Redevelopment Plan boundary was established with several opportunities for public input. The  
31          West Grand Avenue corridor is not located within the redevelopment project area, and is  
32          therefore not a part of the description of proposed redevelopment or further addressed as an  
33          element in this EIR. Item 5 is addressed above.

#### 34           **City of Oakland Planning Commission**

- 35          1. Market demand may not call for high-end uses as suggested in the Reuse Plan.  
36          2. Redevelopment should consider more light industrial uses or other uses not as susceptible  
37          to fluctuating market conditions.

3. Public access to the waterfront is important and must be considered as part of redevelopment.
4. Truck parking and other ancillary maritime support land uses should be moved to the OARB from the Prescott neighborhood.
5. West Grand Avenue corridor, Mandela Parkway corridor, and other areas outside of the defined redevelopment area need to be studied.
6. The EIR should consider the impact of Port development activities on the entire surrounding area.
7. The EIR should evaluate aesthetic effects of containers stacked up along the side of the Bay Bridge, unless such containers will be eliminated under proposed redevelopment.
8. The EIR must study a full range of alternatives to the Reuse Plan, including OARB as a full-maritime use area, preservation of historic buildings, maximum development including benefits/effects of research and development uses as compared to light industrial uses.
9. An alternative should be considered that includes an expansion of ancillary maritime support uses greater than indicated in the current Reuse Plan.
10. One alternative should be to consider conveyance of the entire OARB to the Port for their use, with the Port serving as lead agency.
11. The City may find it difficult to require conditions/mitigation measures from the EIR on Port activities.
12. The Reuse Plan appears as if it were designed by committee—trying to accomplish too many competing objectives.

Items 1 through 4 are addressed Chapter 3: Description, which describes elements of redevelopment that are known at this time, and describes proposed General Plan land use classifications, development intensities, and required infrastructure. The description is flexible, and is intended to allow for a range of uses within a given land use classification, zoning, and maximum intensity, to allow for market response over the nearly 20-year build-out period. Regarding item 5, the West Grand Avenue and Mandela Parkway corridors are not located within the redevelopment project area, and are therefore not a part of the description of proposed redevelopment or further addressed in this EIR other than for traffic analysis issues. Item 6 is addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which includes analyses of impacts across study areas that vary by environmental factor, and which represent the area of potential effect for each factor. Regarding item 7, redevelopment as proposed would not result in additional high-stack containers at the Port of Oakland, and may ultimately eliminate those adjacent to I-80; the visual impact of such stacking is not evaluated in this EIR.

Items 8 through 10 are addressed in Chapter 7: Alternatives to the Proposed Redevelopment Program, which addresses a range of reasonable alternatives to the redevelopment proposed in Chapter 3: Description. These include, among others, alternatives that would result in an all-maritime development of the OARB sub-district; this alternative assumes such development

would occur under the lead of the Port of Oakland. Regarding item 11, the mechanism for enforcing mitigation measures would be through the City's implementation of the Mitigation Monitoring Program, the Port's role as a responsible agency to the EIR, and potentially through subsequent land conveyance conditions from the City to the Port. Regarding item 12, the Reuse Plan was a product of substantial and often conflicting community input. However, the Plan is not intended to satisfy particular groups, but rather to be broad and flexible to allow for fluctuating market conditions over the build-out period and to provide a basis for further refinements and detailed planning efforts throughout the implementation period.

### **1.5.3 Input of Resource and Service Agencies, and Interest Groups (by Entity)**

The following were provided as written input/comments during the scoping period. They are reproduced in their entirety in Appendix 1 of this document.

#### **California Department of Transportation (Caltrans): Letter Dated September 10, 2001**

1. Redevelopment will put heightened demand on the existing, congested transportation infrastructure. Caltrans should be involved early in the planning process, and will look toward the EIR for detailed transportation data.
2. Caltrans has a Class II bikeway project along Burma Road, beginning at Maritime Street. This bikeway will connect Maritime Street to the proposed Gateway Park, and beyond to the Bay Bridge.

Items 1 and 2 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which contain detailed information regarding both vehicular and non-vehicular transportation networks. Item 2 is also addressed in Chapter 3: Description, which explains public access proposed as part of redevelopment.

#### **East Bay Regional Park District: Letter Dated September 12, 2001**

1. The EBRPD plans to acquire 15 acres of OARB land at the Bay Bridge touchdown peninsula for a shoreline regional park, the Gateway Park. This area will serve as the convergence of the Bay Trail from Emeryville, Oakland, and the Bay Bridge.
2. The EIR should address impacts to traffic of trucks.
3. The EIR should address safe vehicular, bicycle, and pedestrian access to the Gateway Park.
4. The EIR should address transit connections.
5. The EIR should address recreational demand generated by proposed redevelopment, and mitigation for that demand.
6. The EIR should address public waterfront access.

7. The EIR should address utility infrastructure, and how needed infrastructure will be financed.

Item 1 is addressed in Chapter 3: Description, which explains the District's intent to acquire OARB lands for park use, and also describes proposed public access improvements, to the extent they have been planned to date.

Items 2 through 7 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which addresses all issues identified by the EBRPD, as well as mitigation to avoid or otherwise mitigate significant impacts.

**California Environmental Protection Agency, Department of Toxic Substances Control (DTSC): Letter Dated September 12, 2001**

1. Pursuant to Public Resources Code (PRC) Section 21083.8.1(d)(2), alternative baseline provisions do not apply to the OARB.

2. The EIR should analyze the no project alternative for conditions as they exist at the time the EIR is prepared.

3. The EIR should state the correct acreage of the OARB.

4. The EIR should address impact to the environment from lead.

5. The EIR should address waste oil contamination at Building No. 1.

6. The EIR should address management of shallow groundwater during construction and operation.

7. The EIR should consistently present the project title.

8. The EIR should clearly identify any planned schools and state whether schools are a part of planned redevelopment.

9. The City cannot assume that remediation ultimately determined to be necessary to protect public health and the environment are consistent with redevelopment as proposed.

10. Siting of residential uses must be at locations with unrestricted use.

Regarding item 1, the EIR is prepared in accordance with the requirements of CEQA, including Section 21083.8.1(d)(2). While the EIR does use an alternative baseline for assessment of impacts for a select group of environmental factors, hazardous materials and waste are not among those factors. The City is aware of the restrictions regarding the use of alternative baselines, and prepared this EIR pursuant to those restrictions. Item 2 is addressed by Chapter 7: Alternatives to the Proposed Redevelopment Program, which analyzes a no project alternative reflecting conditions for all environmental factors as they existed at the time the NOP was filed, and as can be reasonably expected to occur in the absence of redevelopment. Items



3 and 7 are addressed consistently and correctly throughout the EIR. Items 4 through 6 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which addresses all issues identified by the DTSC, as well as mitigation to avoid or otherwise mitigate significant impacts. Items 8 and 10 are addressed by Chapter 3: Description. Regarding item 9, for purposes of this EIR, the City does assume that remediation ultimately determined to be necessary to protect public health and the environment is consistent with redevelopment as proposed. Should this assumption prove unfounded, the redevelopment program would be modified.

**West Oakland Commerce Association: Letter Dated September 11, 2001**

During the scoping period, the West Oakland Commerce Association (WOCA) submitted this letter to the OBRA regarding the U.S. Army's EIS for OARB disposal and reuse, and the OARB planning process. The letter expresses "cautious support" for the preferred OARB reuse alternative, which is the basis of the Redevelopment Plan for the OARB sub-district, but also recommends this sub-district be developed primarily as an industrial enclave.

Chapter 7: Alternatives to the Proposed Redevelopment Program, evaluates an alternative that would result in OARB sub-district uses that are entirely industrial maritime and maritime support.

**West Oakland Commerce Association: Letter Dated September 18, 2001**

1. Reuse of the OARB should consider the relationship of the Base to the West Oakland/Downtown nexus.
2. Jobs should accrue to West Oakland as a whole, as opposed to a certain segment.
3. An aerial tramway can be extended between Alameda and the Middle Harbor Shoreline Park through the Bay Area Rapid Transit West Oakland station and Jack London Village.
4. The redevelopment scoping process should properly include all of West Oakland.

Items 1 and 4 are addressed in Chapter 5: Cumulative Impacts, which evaluates impacts of proposed project area redevelopment in the context of other related past, current and future probable actions. Regarding item 2, Chapter 4: Setting and Baseline, Impacts, and Mitigation, describes total job generation of redevelopment, as well as net direct jobs generated. The analysis of employment estimates the number of jobs that would be filled by Oakland residents. Regarding item 3, an aerial tramway is not a redevelopment element, and is not analyzed in this EIR. Redevelopment elements are described in Chapter 3: Description. Regarding item 4, the NOP and notice of scoping meetings were mailed to agencies, interest groups, as well as to individuals who participated in OARB reuse planning or who requested such notice. In addition, scoping meeting notices were published in the Oakland Tribune, a newspaper of general circulation, so that all citizens of Oakland could participate. The NOP and newspaper advertisements are included in Appendix 1.

**San Francisco Bay Conservation and Development Commission: Letter Dated September 20, 2001**

1. The EIR should identify Bay Conservation and Development Commission's (BCDC's) jurisdiction on plans, and describe portions of redevelopment that will require BCDC permits.
2. The EIR should describe any required Bay fill, including its location, amount, possible environmental impacts, as well as measures taken to minimize such impacts.
3. The EIR should describe the type and amount of proposed public access, as well as its interconnectivity with other area public access.

Items 1 and 2 are addressed in Chapter 4: Setting and Baseline, Impacts, and Mitigation, which addresses all issues identified by BCDC, as well as mitigation to avoid or otherwise mitigate significant impacts. Item 3 is addressed in Chapter 3: Description, which explains proposed public access and its inter-connectivity to existing and planned public access.

**East Bay Municipal Utility District: Letter Dated April 8, 2002**

1. Water main extensions may be required to provide service to the redevelopment project area.
2. OBRA requested, and EBMUD completed a Water Supply Assessment for the proposed action.
3. EBMUD will not install pipelines in soil with contamination levels which would expose workers to dermal or respiratory impacts that cannot be mitigated by Level D personal protective equipment or which would generate solids or groundwater that requires disposal as a hazardous waste.
4. Developers of redevelopment activities (including the City, Port, and private entities) should make available any analytical data on sites to be redeveloped, as well as existing environmental assessments.
5. To help mitigate water demand, EBMUD recommends water conservation measures be incorporated into design.
6. The City should plan for potable water shortages in times of drought.
7. EBMUD prohibits wastewater flows above those allocated for each sewage sub-basin, and developers need to confirm with the city of Oakland Public works department that capacity is available within each relevant sub-basin.
8. The action should address replacement and/or rehabilitation of the existing sanitary sewer system to control inflow/infiltration (I/I).

9. EBMUD Policy No. 73 mandates customers use non-potable recycled (reclaimed) water when it is available at a reasonable cost, not detrimental to public health, and not injurious to plant life, fish, and wildlife. The redevelopment project area could be served by the East Bayshore Recycled Water Project. EBMUD recommends the redevelopment program require dual plumbing for landscaping, toilet water flushing, wash down water, decorative fountains, and other approved uses of tertiary treated recycled water.

10. Use of recycled water will reduce the redevelopment program's demand for potable water.

11. In compliance with Senate Bill 2095, the City of Oakland approved a recycled water ordinance, including requirements for dual plumbing. Developers of redevelopment activities should confer with the City regarding requirements of this ordinance.

12. The City should further contact EBMUD's Office of water Recycling to determine how to accommodate the use of recycled water in design.

Item 1 is addressed in Chapter 3: Description, which describes anticipated major infrastructure needs to serve the redevelopment program. Item 2 is addressed in Section 4.9: Utilities and Public Services, which presents results of the Water Supply Assessment; the actual assessment and correspondence with EBMUD is located in Appendix 4.9. Items 3 and 4 are addressed in Section 4.7: Hazardous Materials, which describes current project area conditions regarding environmental impairments, impacts redevelopment related to environmental impairments, and health-protective measures to effectively address such impairments. Items 5, 6, 9, 10, 11, and 12 are addressed in Chapter 3: Description, which describes anticipated infrastructure to serve the proposed redevelopment program, including the potential for inclusion of recycled water facilities. In addition, Section 4.9, recommends measures requiring subsequent redevelopment activities of a certain magnitude to incorporate potable water conservation measures, including dual plumbing to accommodate recycled water, in design. In addition, this section as well as Chapter 5: Cumulative Impacts, describe the City's recent adoption of a recycled water ordinance, as well as current Port efforts to develop and adopt a similar ordinance. Section 4.9 also describes the anticipation that redevelopment would be served by the East Bayshore Recycled Water Project as well the expected reduction in use of potable water due to the use of reclaimed water.

Item 7 is addressed in Section 4.9, which describes results of a wastewater capacity analysis; the analysis itself and correspondence with the City's Public Works Department is included in Appendix 4.9. Item 8 is addressed in Chapter 3: Description, which explains the necessity of reconstruction of much of the sewerage infrastructure in the OARB and 16<sup>th</sup>/Wood sub-district, which would address existing I/I problems.

## 1.6 ENVIRONMENTAL AND OTHER BENEFITS OF REDEVELOPMENT

The proposed redevelopment program would result in social, economic, and environmental benefits. Decision-makers may elect to consider these benefits when they also consider the

adverse environmental effects of the proposed redevelopment program. Benefits include the following:

- Approximately 16,400 total new direct jobs (of these, more than 10,600 are expected to be located onsite), and more than 46,000 indirect/induced jobs.
- 375 new live/work units, and dedication of 20 to 25 percent of tax increment monies generated by redevelopment to improve the stock of low- and moderate-income housing in Oakland.
- Advancement (beyond simple consistency) of plans and policies of the Oakland General Plan, the San Francisco Bay Plan, the San Francisco Bay Area Seaport Plan, the East Bay Regional Park District Master Plan, and the Bay Trail Plan, and the San Francisco Bay Region Water Quality Control Plan.
- Development of a vibrant and compatible mix of land uses.
- Improvement of historic character at the 16<sup>th</sup>/Wood sub-district.
- Remediation of contaminants in soil and groundwater.
- Replacement of aged infrastructure.
- Development of local and region-serving public access and recreation facilities.
- Elimination of visual blight and development of a vibrant and modern visual setting.
- Reduction in dredging leading to improved wildlife water and audio environments.
- Reduction in seismic risks.
- Long-term improvement of surface water quality.

## **1.7 SIGNIFICANT IMPACTS OF REDEVELOPMENT, AND RECOMMENDED MITIGATION**

Chapter 4: Setting and Baseline, Impacts, and Mitigation, presents results of an evaluation of the adverse impacts that could occur from redevelopment as proposed. The evaluation assesses potential effects to 15 environmental factors. If the City determines, based on established significance criteria and thresholds, that the magnitude of an impact is great enough to warrant corrective action, the impact is considered “significant.” Feasible measures are recommended in this EIR to avoid or reduce each significant impact to a level that is less than significant (and warranting no further corrective action), thus “mitigating” the impact. Even with implementation of all feasible corrective measures, some impacts cannot be mitigated to a level that is less than significant; the mitigated, or “residual” impact is considered significant. These residually significant impacts are termed unavoidable and adverse. Table 1-1, located at the end of this chapter, summarizes significant impacts of redevelopment and mitigation. Redevelopment as proposed would result in unavoidable adverse impacts to the following environmental factors:

- Increases in traffic on certain Metropolitan Transportation System (MTS) facilities already experiencing degraded levels of service (LOS)—I-80 east of the I-80/I-580 split; I-880 connector to I-80 east; I-880 from 7<sup>th</sup> Street to the segment south of I-238; I-580 east and west of I-980/SR-24; and SR-24 east of I-580.
- Contribute considerably to traffic on certain MTS freeway facilities experiencing cumulatively degraded LOS—I-80 from the Bay Bridge to east of the I-80/I-580 split; I-880 connector to I-80 east; I-880 from I-980 to the segment south of I-238; I-580 from west of I-980/SR-24 to I-238; and SR-24 east of I-580.
- Degrade LOS at the Maritime Street/West Grand Avenue intersection under the cumulative condition.
- Inadequate truck-related parking supply under the cumulative condition.
- Short-term increases in criteria air pollutants and diesel emissions from construction equipment.
- Long-term substantial increases in criteria air pollutants and diesel emissions from Maritime, rail, and trucking operations.
- Long-term increases in certain criteria pollutants from passenger vehicles and delivery trucks.
- Contribute considerably to long-term cumulative increases in criteria pollutants and diesel emissions.
- Loss of structures contributing to the National Register–eligible OARB Historic District.
- Loss of the integrity of the OARB Historic District.
- Contribute considerably to the cumulative loss of Bay Area military historic resources.
- Loss of visual evidence of the military history of West Oakland.
- Increases in risk of introduced invasive species in San Francisco Bay under redevelopment-specific and cumulative conditions.

## 1.8 IMPACTS OF REDEVELOPMENT FOUND TO BE NOT SIGNIFICANT

If the City determines the magnitude of an impact is minor, corrective action is not warranted, and the impact is considered “less than significant.” Redevelopment would result in less than significant impacts to all 15 environmental factors evaluated for this EIR.

## 1.9 ALTERNATIVES TO THE PROPOSED REDEVELOPMENT PROGRAM

Chapter 7: Alternatives to the Proposed Redevelopment Program, examines alternative redevelopment scenarios for their ability—like mitigation—to avoid or substantially reduce the significant environmental effects of the proposed redevelopment program. A suite of alternatives was initially evaluated. Of these, the following five were put forth for detailed analysis:

- 1       • **No Project.** Continuation of current interim leasing program at the OARB, and build-out of  
2       remainder of the project area in accordance with the Oakland General Plan and the Bay  
3       Plan.
- 4       • **High Intensity.** The upper range of potential mixed-use development within the project  
5       area.
- 6       • **Reduced Intensity.** The lower range of potential mixed-use development within the project  
7       area.
- 8       • **Full Maritime.** Development of the Base and Maritime sub-districts solely for Port and  
9       ancillary maritime support uses.
- 10      • **Gateway Adaptive Reuse/Eco-Park.** Adaptive reuse of historic structures within the  
11      Gateway development area as an eco-park.

12      Analysis of these alternatives finds the No Project alternative to be environmentally superior to  
13      the other alternatives. Of the “action” alternatives, the Gateway Reuse/Eco-Park is the  
14      environmentally superior alternative.

15      Table 1-1 provides a summary of mitigation measures. All measures proposed are intended to  
16      serve as specific, enforceable requirements. The Mitigation Monitoring and Reporting Plan  
17      required by CEQA will ensure compliance with all measures described herein and where the  
18      timing for implementing the measures will fully avoid or minimize the impacts. While the  
19      timetable for future redevelopment activities cannot be known with certainty given market  
20      uncertainties, the measures mitigating impacts from future remediation, demolition, or  
21      construction activities will be required to be implemented in tandem with those activities.

**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
<b>Consistency of Plans and Policies</b>		
Impact 4.1-2: Proposed land uses in a portion of the 16 <sup>th</sup> /Wood sub-district would be fundamentally inconsistent with Seaport and Bay plan Port Priority Use designations.	Mitigation 4.1-1: Amend the Bay and Seaport plans to eliminate, where necessary, Port Priority Use designations within the 16th/Wood sub-district.	L
<b>Land Use</b>		
Impact 4.2-1: Under proposed redevelopment, dissimilar land uses may be located proximate to one another.	Mitigation 4.2-1: The City shall ensure that Gateway development area redevelopment activities adjacent to Port of Oakland industrial maritime facilities are designed to minimize any land use incompatibilities to the extent feasible.	L
	Mitigation 4.2-2: If any land use incompatibility is subsequently identified, the Port of Oakland shall use its best efforts, consistent with meeting cargo throughput demand, to locate maritime activities that could result in land use incompatibilities as far away from the property boundary as feasible.	
	Mitigation 4.2-3: The City and Port shall coordinate to implement Mitigation Measures 4.2-1 and 4.2-2; if despite these efforts, subsequent land use incompatibilities are identified, the Port and City shall jointly develop, implement, and fund on a fair share basis additional strategies to reduce incompatibilities.	

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

**Table 1-1  
Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
<b>Transportation and Traffic</b>		
Impact 4.3-1: Redevelopment would cause the level of service to degrade to worse than LOS D at three intersections located outside the Downtown area: <ul style="list-style-type: none"><li>• West Grand Avenue/Maritime Street</li><li>• West Grand Avenue/I-880 Frontage Road</li><li>• 7th/Maritime Street</li></ul>	Mitigation 4.3-1: <i>West Grand Avenue/Maritime Street</i> . As part of the design for the realignment of Maritime Street, the Port shall also provide modifications to the West Grand Avenue/Maritime Street intersection.	L
	Mitigation 4.3-2: West Grand Avenue/I-880 Frontage Road. Project area developers shall fund, on a fair-share basis, modifications to the West Grand Avenue/I-880 Frontage Road intersection.	
	Mitigation 4.3-3: 7th/Maritime Street. As part of the design for the realignment of Maritime Street, the Port shall also provide modifications to the 7th/Maritime Street intersection.	
Impact 4.3-2: Redevelopment would cause some roadway segments on the MTS to operate at LOS F and increase the V/C ratio by more than three percent on segments that would operate at LOS F without redevelopment.	Mitigation 4.3-4: The City and Port shall jointly create and maintain a transit access plan(s) for the redevelopment project area designed to reduce demand for single-occupant, peak hour trips, and to increase access to transit opportunities. Major project area developers shall fund on a fair share basis the plan(s).	S
Impact 4.3-3: Redevelopment could result in traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features or incompatible uses.	Mitigation 4.3-5: Redevelopment elements shall be designed in accordance with standard design practice and shall be subject to review and approval of the City or Port design engineer.	L

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided



**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.3-6: The Port shall fund signage designating through transport truck prohibitions through the interior of the Gateway development area.	
	Mitigation 4.3-7: The City and the Port shall continue to work together and shall create a truck management plan designed to reduce the effects of transport trucks on local streets. The City and Port shall fund on a fair share basis implementation of this plan.	
Impact 4.3-4: Due to site constraints, it may not be possible to provide two emergency access routes to the western portion of the Gateway development area, which would be in excess of 1,000 feet from the nearest major arterial.	Mitigation 4.3-8: Construct an emergency vehicle access to the western portion of the Gateway development area or provide an emergency service program and emergency evacuation plan using waterborne vessels.	L
Impact 4.3-5: Redevelopment could fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks).	Mitigation 4.3-9: Redevelopment plans shall conform to City of Oakland or Port development standards with facilities that support transportation alternatives to the single-occupant automobile.	L
Impact 4.3-6: Redevelopment could result in an inadequate parking supply at the Gateway development area, the 16th/Wood sub-district, or for trucks serving the Port of Oakland.	Mitigation 4.3-10: The number of parking spaces provided in the project area shall comply with City code or Port requirements and/or with recommendations of a developer funded parking demand analysis.	L
	Mitigation 4.3-11: During both construction and operation, the Port shall provide truck parking within the Port development area or Maritime sub-district, at a reasonable cost to truck operators and provide advance information to operators where the parking is located.	

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.3-9: Redevelopment would increase the peak hour average ridership at the West Oakland BART station by 3 percent where average waiting time at fare gates could exceed 1 minute.	Mitigation 4.3-12: The City and Port shall provide detailed information regarding redevelopment to BART to enable BART to conduct a comprehensive fare gate capacity assessment at the West Oakland BART station. Pending the results of this assessment, the City and the Port may need to participate in funding the cost of adding one or more fare gates at the West Oakland BART station.	L
Impact 4.3-11: Remediation, demolition/deconstruction, and construction activities within the redevelopment project area would utilize a significant number of trucks and could cause significant circulation impacts on the street system.	Mitigation 4.3-13: Prior to commencing hazardous materials or hazardous waste remediation, demolition, or construction activities, a Traffic Control Plan (TCP) shall be implemented to control peak hours trips to the extent feasible, assure the safety on the street system and assure that transportation activities are protective of human health, safety, and the environment.	L
Impact 5.3-1: Increased congestion at intersections exceeding the cumulatively significant threshold.	See Mitigation Measures 4.3-1, 4.3-2 and 4.3-3, above.	L:all but Maritime/ Grand S: Maritime/Grand
	Mitigation 5.3-1: 7th/Maritime Street. Project area developers shall fund a fair share of additional modifications at the 7th /Maritime Street intersection.	
	Mitigation 5.3-2: 7th Street/I-880 Northbound Ramps. Project area developers shall fund a fair share of modifications at the 7th Street/I-880 Northbound ramp.	

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 5.3-3: 3rd/Adeline Street. Project area developers shall fund a fair share of the modifications at the 3rd/Adeline Street intersection.	
	Mitigation 5.3-4: 3rd/Market Street. Project area developers shall fund a fair share of modifications at the 3rd/Market Street intersection.	
	Mitigation 5.3-5: 12th /Brush Street. Project area developers shall fund a fair share of modifications to the 12th/Brush Street intersection to increase the signal cycle length to 102 seconds. Implementation of this mitigation measure would reduce cumulative impacts at the 12th /Brush Street intersection to a level that is less than significant.	
	Mitigation 5.3-6: Powell Street/I-80 Northbound Ramps. Project area developers shall fund a fair share of modifications at the Powell Street/I-80 northbound ramps intersection.	
Impact 5.3-2: Increased congestion on the Metropolitan Transportation System (MTS) exceeding the cumulatively significant threshold.	See Mitigation Measure 4.3-4, above.	S
Impact 5.3-3: Increased traffic hazards.	See Mitigation Measure 4.3-5, above.	L
Impact 5.3-4: Inadequate emergency access.	See Mitigation Measure 4.3-8, above.	L
Impact 5.3-5: Inadequate truck-related parking.	See Mitigation Measures 4.3-10 and 4.3-11, above.	S

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 5.3-7: The City and Port shall cooperatively develop a program that combines multiple strategic objectives and implementation tools designed to reduce cumulative truck parking and other AMS impacts.	
Impact 5.3-6: Increased ridership on AC Transit during peak weekday hours.	See Mitigation Measure 4.3-12, above.	L
Impact 5.3-7: Increased ridership on BART trains.	Mitigation 5.3-8: The City and Port shall work with BART to ensure adequate BART train capacity will be available for riders to and from the redevelopment project area, and possibly fund, on a fair share basis, BART train capacity improvements.	L
Impact 5.3-8: Increased waiting time during peak weekday hours at BART fare gates.	See Mitigation Measure 4.3-12, above.	L
<b>Air Quality</b>		
Impact 4.4-1: PM as fugitive dust would be emitted during construction and remediation activities.	Mitigation 4.4-1: Contractors shall implement all BAAQMD “Basic” and “Optional” PM <sub>10</sub> (fugitive dust) control measures at all sites, and all “Enhanced” control measures at sites greater than four acres.	L
Impact 4.4-2: Construction equipment exhaust could increase levels of NO <sub>x</sub> , ROG, CO, and PM <sub>10</sub> (the latter primarily as diesel PM) that could exceed 15 tons per year, or result in substantial increase in diesel emissions.	Mitigation 4.4-2: Contractors shall implement exhaust control measures at all construction sites.	S

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.4-3: Increased Port maritime and rail operations, as well as trucking activities associated with all redevelopment operations would emit NO <sub>x</sub> , ROG, and PM <sub>10</sub> in excess of 15 tons per year or 80 pounds per day, substantially increase diesel emissions, and potentially expose pollution-sensitive receptors to substantial pollutant concentrations.	Mitigation 4.4-3: The Port shall develop and implement a criteria pollutant reduction program aimed at reducing or off-setting Port-related emissions in West Oakland from its maritime and rail operations. The program shall be sufficiently funded to reduce and/or off-set redevelopment related contributions to local West Oakland air quality to the maximum extent feasible.	S
	Mitigation 4.4-4: The City and the Port shall jointly create, maintain, and fund on a fair share basis, a truck diesel emission reduction program. The program shall be sufficiently funded to reduce and/or off-set redevelopment related contributions to local West Oakland diesel emissions to the maximum extent feasible.	
Impact 4.4-4: Passenger vehicles and delivery trucks associated with redevelopment would emit NO <sub>x</sub> , ROG, CO, and PM in excess of 15 tons per year or 80 pounds per day.	Mitigation 4.4-5: Major developers shall fund on a fair share basis BAAQMD-recommended feasible Transportation Control Measures (TCMs) for reducing vehicle emissions from commercial, institutional, and industrial operations, as well as all CAP TCMs the BAAQMD has identified as appropriate for local implementation.	S
Impact 4.4-5: Space and water heating as well as routine maintenance of office buildings, warehouses, retail stores, and live-work space, could emit NO <sub>x</sub> , ROG, CO, and PM <sub>10</sub> in quantities that could exceed thresholds.	Mitigation 4.4-6: Title 24 of the Uniform Building Code (UBC) requires that new construction include energy-conserving fixtures and designs. Additionally, the City and Port shall implement sustainable development policies and strategies related to new development design and construction.	L

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 5.4-1: Redevelopment would result in significant cumulative air quality impacts associated with emissions of nitrogen oxides (NOx), reactive organics gases (ROG), carbon monoxide (CO), particulate matter less than 10 microns in diameter (PM10), and diesel exhaust (almost entirely particulate matter less than 2.5 microns in diameter [PM2.5]), the latter defined as a toxic air contaminant by the California Air Resources Board (CARB).	See Mitigation Measures 4.4-1 4.4-2, 4.4-3, 4.4-4, and 4.4-5, above.	S
	Mitigation Measure 5.4-1: The City and the Port shall encourage, lobby, and potentially participate in emission reduction demonstration projects that promote technological advances in improving air quality.	
<b>Noise</b>		
Impact 4.5-1: Construction could result in short-term noise levels in excess of established standards, or that violate the City of Oakland Noise Ordinance at and near the redevelopment project area, and along construction haul routes.	Mitigation 4.5-1: Developers and/or contractors shall develop and implement redevelopment-specific noise reduction plans.	L
<b>Cultural Resources</b>		
Impact 4.6-1: Redevelopment has the potential to encounter previously unknown subsurface cultural resources during ground-disturbing activities.	Mitigation 4.6-1: Should previously unidentified cultural resources be encountered during redevelopment, work in that vicinity shall stop immediately, until an assessment of the finds can be made by an archaeologist. If the resource is found to be significant under CEQA, an appropriate mitigation plan must be developed.	L

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.6-2: Redevelopment would remove all resources contributing to the OARB Historic District.	Mitigation 4.6-2: The City, Port and OARB sub-district developers shall fund on a fair-share basis development of a commemoration site at a public place located within the Gateway development area.	S
	Mitigation 4.6-3: The City shall ensure the commemoration site is linked to the Gateway Park and the Bay Trail via a public access trail.	
	Mitigation 4.6-4: The City, Port and OARB sub-district developers shall fund on a fair-share basis collection and preservation of oral histories from OARB military and civilian staff.	
	Mitigation 4.6-5: The City, Port, and OARB sub-district developers shall fund on a fair share basis collaboration with "military.com" or a similar military history web site.	
	Mitigation 4.6-6: The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of the complete OARB HABS/HAER documentation prepared by the Army to: Oakland History Room, Oakland Public Library; Bancroft Library, University of California; and Port of Oakland Archives for the purpose of added public access to these records.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.6-7: The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of "A Job Well Done" documentary video published by the Army to: the Oakland History Room, Oakland Public Library; Bancroft Library, University of California; the Port of Oakland Archives; local public schools and libraries; and local public broadcasting stations.	
	Mitigation 4.6-8: The City, Port, and OARB sub-district developers shall fund on a fair share basis preservation and long-term curation of murals from OARB Building No. 1, and OBRA shall either donate the murals to the Oakland Museum of California, or provide a permanent location within the project area.	
	Mitigation 4.6-9: The City, Port, and OARB sub-district developers shall fund on a fair share basis a program to salvage to the maximum extent feasible as whole timber posts, beams, trusses and siding of warehouses to be deconstructed. These materials shall be used on site, used in other East Bay Area construction, or be sold into the recycled construction materials market. Landfill disposal of salvageable construction material from contributing historic structures shall be prohibited by contract specification. Salvage and reuse requirements shall be enforced via contract specification.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.6-10: The City, Port, and OARB sub-district developers shall fund on a fair share basis production and distribution of a brochure describing history and architectural history of the OARB to local libraries and schools.	
	Mitigation 4.6-11: The City, Port, and OARB sub-district developers shall fund on a fair share basis acquisition of copies of construction documentation and photographs of historic buildings currently in the OARB files. Copies shall be transferred to the Oakland History Room files and Port historic archives, including funding to cover costs of archiving and cataloging these materials at the Oakland History Room.	
	Mitigation 4.6-12: At least one building each in the Gateway and Port development areas of the OARB sub-district, if feasible, shall include architectural design elements such as double eaves and clerestory windows evocative of the warehouse structures.	
Impact 4.6-3: Redevelopment would render the OARB Historic District no longer eligible to the National and/or California Registers of Historic Places or the Local Register.	See Mitigation Measures 4.6-2, 4.6-3, 4.6-4, 4.6-5, 4.6-6, 4.6-7, 4.6-8, 4.6-9, 4.6-10, 4.6-11, and 4.6-12, above.	S

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**Table 1-1  
Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.6-4: Redevelopment would result in renovation of the SPRR (Amtrak) Station and 16 <sup>th</sup> Street Tower, which could alter the historic character of the buildings in a manner that could affect their eligibility.	Mitigation 4.6-13: Prior to major renovation of a historically significant structure, the redeveloper of the SPRR Station and 16 <sup>th</sup> Street Tower shall ensure that historically significant artifacts and features, if present within the building, are recorded and deposited with the appropriate museum. All renovation of the exterior of a historic structure shall be consistent with the Secretary of Interior's Standards for Historic Preservation Studies.	L
Impact 5.6-1: Loss of historic resources.	See Mitigation Measures 4.6-2, 4.6-3, 4.6-4, 4.6-5, 4.6-6, 4.6-7, 4.6-8, 4.6-9, 4.6-10, 4.6-11, and 4.6-12, above.	S
<b>Hazardous Materials</b>		
Impact 4.7-2: Hazardous or acutely hazardous materials (AHMs) may be handled or emitted within ¼ mile of an existing or proposed school.	Mitigation 4.7-1: For use of hazardous materials within ¼ mile of an existing or proposed school, business operators shall prepare Business Plan, update annually, and keep on file with the Oakland Fire Department.	L
	Mitigation 4.7-2: For use of AHMs within ¼ mile of an existing or proposed school, in addition to a Business Plan, business operators shall prepare, implement, and update a Risk Management and Prevention Plan (RMPP) on at least an annual basis.	
Impact 4.7-4: Site preparation, remediation and development of areas that contain contaminated soil and groundwater could expose remediation and construction workers, and future utility workers, tenants, and visitors to soil and groundwater contamination conditions.	Mitigation 4.7-3: Implement RAP/RMP as approved by DTSC, and if future proposals include uses not identified in the Reuse Plan and incorporated into the RAP/RMP, or if future amendments to the remediation requirements are proposed, obtain DTSC and City approval.	L

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.7-4: For the project area not covered by the DTSC-approved RAP/RMP, investigate potentially contaminated sites; if contamination is found, assess potential risks to human health and the environment, prepare and implement a clean-up plan for DTSC or RWQCB approval, prepare and implement a Risk Management Plan, and prepare and implement a Site Health and Safety Plan prior to commencing work.	
Impact 4.7-5: Potential exposure to contaminants in soil and groundwater remaining in place after remediation could be a hazard to future residents, employees and visitors.	Mitigation 4.7-5: For the project areas not covered by the DTSC-approved RAP/RMP, remediate soil and groundwater contamination consistent with the City of Oakland ULR Program and other applicable laws and regulations.	L
Impact 4.7-6: Workers and others could be exposed to LBP in buildings, ACM or PCBs during demolition, remediation, renovation and site work activities.	Mitigation 4.7-6: Buildings and structures constructed prior to 1978 slated for demolition or renovation that have not previously been evaluated for the presence of LBP shall be sampled to determine whether LBP is present in painted surfaces, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.	L
	Mitigation 4.7-7: Buildings, structures and utilities that have not been surveyed for ACM, shall be surveyed to determine whether ACM is present prior to demolition or renovation, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.7-8: Buildings and structures proposed for demolition or renovation shall be surveyed for PCB-impacted building materials, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.	
Impact 4.7-7: Workers or others could be exposed to hazardous materials and contamination in and around ASTs and USTs during remediation and redevelopment activities.	Mitigation 4.7-9: For ASTs/USTs on the OARB, implement the RAP/RMP, which incorporates the steps enumerated below.	L
	Mitigation 4.7-10: For the remainder of the redevelopment project area (non-OARB areas), if an AST or UST is encountered, it would be closed in place or removed and the soil would be tested and remediated, if necessary, pursuant to regulatory approvals and oversight.	
Impact 4.7-8: Workers or others could experience direct contact exposure to LBP-contaminated soil, concrete, and pavement surrounding buildings that have LBP.	Mitigation 4.7-11: For LBP-impacted ground on the OARB, implementation of RAP/RMP to be approved by DTSC as part of the project will result in avoidance of this potentially significant impact. For the remainder of the redevelopment project area, sampling shall be performed on soil or paved areas around buildings that are known or suspected to have LBP, and the safety precautions and work practices specified in government regulations shall be followed.	L
Impact 4.7-10: During interim or future use of existing buildings, people could be exposed to ACM or other environmental hazards.	Mitigation 4.7-12: The condition of identified ACM shall be assessed annually, and prior to reuse of a building known to contain ACM.	L

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.7-13: No future tenancies shall be authorized at the OARB for use categories that are inconsistent with the Reuse Plan without an updated environmental analysis and DTSC approval as provided for in the RAP/RMP.	
	Mitigation 4.7-14: For the remainder of the redevelopment project area (non-OARB areas), any building that has not been surveyed for ACM but potentially contains ACM shall be surveyed to determine whether ACM is present prior to demolition, renovation or reuse.	
Impact 4.7-11: Workers could be exposed to polychlorinated biphenyls (PCB) and PCB-contaminated equipment during remediation, construction and future operations.	Mitigation 4.7-15: Known PCB transformers or PCB-contaminated transformers at the OARB shall be removed, monitored and/or maintained in accordance with applicable laws and regulations.	L
	Mitigation 4.7-16: Oil-filled electrical equipment in the redevelopment project area that has not been surveyed shall be investigated prior to the equipment being taken out of service to determine whether PCBs are present.	
	Mitigation 4.7-17: PCB-containing or PCB-contaminated equipment taken out of service shall be handled and disposed in compliance with applicable laws and regulations.	
Impact 5.7-1: Increased exposure to hazardous wastes during construction.	See Mitigation Measures 4.7-3, 4.7-4, 4.7-6, 4.7-7, 4.7-8, 4.7-9, 4.7-10, 4.7-11, and 4.7-14, above.	
<b>Population, Housing, and Employment</b>		
No significant impacts.		

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
<b>Public Services and Utilities</b>		
Impact 4.9-1: Construction activities and increases in employees and residents as well as increased building density would increase demand for fire, hazmat, and first responder medical emergency services.	Mitigation 4.9-1: The City and Port shall cooperatively investigate the need for, and if required shall fund on a fair-share basis construction and operation of a fire station in the OARB sub-district. Construction and operation of this fire station shall occur in accordance with all applicable measures recommended in this EIR to mitigate environmental impacts of such construction and operation.	L
Impact 4.9-6: Redevelopment construction could interfere with operation of the Maritime Street emergency response staging area, or with the West Grand Avenue and 7th Street evacuation routes.	Mitigation 4.9-2: The Port and City shall work with OES to ensure changes in local area circulation are reflected in the revised Response Concept.	L
	Mitigation 4.9-3: The Port and City shall require developers within their respective jurisdictions to notify OES of their plans in advance of construction or remediation activities.	
Impact 4.9-8: Redevelopment would increase potable water demand.	Mitigation 4.9-4: Individual actions with landscaping requirements of one or more acres shall plumb landscape areas for irrigation with reclaimed water.	L
	Mitigation 4.9-5: Individual buildings with gross floor area exceeding 10,000 square feet shall install dual plumbing for both potable and reclaimed water, unless determined to be infeasible by the approving agency (City or Port).	
	Mitigation 4.9-6: Site design shall facilitate use of reclaimed water, and shall comply with requirements of CCR Title 22 regarding prohibitions of site run-off to surface waters.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.9-10: Redevelopment would increase the quantity of solid waste, and demand for solid waste services.	Mitigation: 4.9-7: To the maximum extent feasible, the City and Port shall jointly participate in a deconstruction program to capture materials and recycle them into the construction market.	L
	Mitigation 4.9-8: Concrete and asphalt removed during demolition/construction shall be crushed on-site or at a near-site location, and reused in redevelopment or recycled to the construction market.	
	Mitigation 4.9-9: The City and Port shall require developers to submit a plan that demonstrates a good faith effort to divert at least 50 percent of operations phase solid waste from landfill disposal.	
Impact 4.9-12: Both construction/remediation vehicles and increased operations vehicle activity would accelerate or advance deterioration of local roadways and the timing and extent of roadway maintenance/repair.	Mitigation 4.9-10: The Port and City of Oakland shall work cooperatively to develop an ongoing joint program to identify and evaluate impacted local roadways and identify required maintenance/repair activities. The agencies will fund needed repairs and maintenance on a fair-share basis.	L
Impact 5.9-1: Increased demand for fire-related services.	See Mitigation Measure 4.9-1, above.	L
Impact 5.9-2: Increased demand for police protection services.	Existing funding mechanism	L
Impact 5.9-3: Increased demand for library services.	Existing funding mechanism	L
Impact 5.9-5: Increased demand for water.	See Mitigation Measures 4.9-4 and 4.9-5, above.	L
Impact 5.9-7: Increased demand for solid waste services.	See Mitigation Measures 4.9-7, 4.9-8, and 4.9-9, above.	L

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**Table 1-1  
Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
<b>Recreation and Public Access</b>		
Impact 4.10-2: Construction and/or operation of the Gateway Park could have an adverse physical effect on the environment.	See Mitigation Measures 4.12-1, 4.12-2, 4.12-3, 4.15-1, and 4.15-2, below	L
<b>Aesthetics</b>		
Impact 4.11-2: Redevelopment would remove buildings contributing to a historic district, including visually striking warehouse structures visible from I-80, a locally designated scenic route, and a portion of the state scenic highway system.	See Mitigation Measure 4.6-12, above.	S
Impact 4.11-3: New security lighting and/or lighting for night time operations would alter current patterns of light or glare, and could alter nighttime views in the area.	Mitigation 4.11-1: New lighting shall be designed to minimize off-site light spillage; "stadium" style lighting shall be prohibited.	L
	Mitigation 4.11-2: At or near the boundary of the proposed Gateway Park, new lighting shall be shielded to prevent light spillage into natural areas.	
Impact 4.11-4: New construction could introduce building or landscaping elements that would now or in the future cast shadow on existing collectors or photovoltaic cells, or a building using passive solar heat collection.	Mitigation 4.11-3: New active or passive solar systems within or adjacent to the project area shall be set back from the property line a minimum of 25 feet.	L
	Mitigation 4.11-4: New construction within the Gateway development area adjacent to a parcel containing permitted or existing active or passive solar systems shall demonstrate through design review that the proposed structures shall not substantially impair operation of existing solar systems.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.11-5: The City and Port shall coordinate with respect to the design of new, permanent buildings constructed along the Port/Gateway boundary to minimize conflicts over solar access.	
Impact 4.11-5: New construction could introduce building or landscaping elements that would now or in the future cast shadow that substantially impairs the beneficial use of a public park or open space.	Mitigation 4.11-6: New construction adjacent to a public park or open space shall demonstrate through design review that development shall not substantially impair enjoyment of the public using the space.	L
<b>Biological Resources</b>		
Impact 4.12-1: Redevelopment could result in the loss of 15 acres of ruderal/beach habitat.	Mitigation 4.12-1: EBRPD shall maintain and enhance beach habitat where feasible between the shoreline and the park in order that water birds have space to forage and roost on the peninsula, and comply with all applicable resource agency requirements.	L
Impact 4.12-2: Redevelopment could result in increased raptor predation on least terns that may forage near the Gateway peninsula.	Mitigation 4.12-2: Tall ornamental trees that could provide perches for raptors shall be prohibited in the design of the Gateway Park.	L
	Mitigation 4.12-3: Raptor deterrents shall be placed on light standards and other tall elements installed within the Gateway Park.	
	See Mitigation Measure 4.11-2, above.	
Impact 4.12-3: Redevelopment would result in net loss of approximately 27 acres of open and covered water at New Berth 21; minor amounts of fill and revetment could occur along the shoreline of the Gateway Park, with a loss of near-shore habitat.	Mitigation 4.12-4: Contractors, developers, the Port, and EBRPD shall comply with all permit conditions from the Corps, RWQCB, USFWS/NMFS and CDFG for fill.	L

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.12-4: Redevelopment could result in both temporary impacts to herring spawning habitat during construction, and a permanent net loss of Pacific herring spawning habitat associated with the wharf pilings at existing Berths 9, 10, 20 and 21 due to construction of New Berth 21.	Mitigation 4.12-5: A qualified observer shall be present on site during all in-water construction activities near potential herring spawning areas between December 1 and March 1.	L
	Mitigation 4.12-6: If spawning is observed, in-water construction activities shall be redirected for 200 meters around the spawning area for two weeks.	
Impact 4.12-6: Redevelopment may result in loss of protected trees measuring 4 inches dbh (or larger) or trees with a dbh of greater than 9 inches.	Mitigation 4.12-7: Application for a tree preservation/tree removal permit from the City of Oakland for all protected trees shall comply with the Tree Ordinance, which includes replacement of native trees at a minimum of a 1:1 ratio.	L
Impact 4.12-7: Redevelopment may result in the loss of breeding bird nesting habitat with the removal of certain trees.	Mitigation 4.12-8: Trees shall be removed between September 1 and January 31 to avoid the nesting season (February 1 to August 31). Alternatively, field surveys shall be conducted no earlier than 45 days and no later than 20 days prior to the removal of any trees during the nesting/breeding season of bird species potentially nesting on the site to determine whether birds are present.	L
	Mitigation 4.12-9: Construction shall not occur within 150 feet of an active nest until the nest is vacated or the juveniles have fledged.	

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**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.12-8: Redevelopment could result in a substantial increase in the risk of establishment of invasive species in the San Francisco Bay.	Mitigation 4.12-10: The Port shall continue to enforce its tariff requirements regarding ballast water and if the State law sunsets, shall implement the remainder of its ballast water ordinance, as it may be amended from time to time.	S
	Mitigation 4.12-11: The Port shall continue to develop and implement a carrier ballast water education program.	
	Mitigation 4.12-12: The Port shall support international and United States efforts to adopt uniform international or national standards to avoid introduction of exotic species through shipping activities.	
Impact 4.12-9: Loss of up to approximately 0.5 acre of isolated, urban wetlands	Mitigation 4.12-13: Contractors and developers shall comply with all conditions imposed by the RWQCB for fill of wetlands.	L
Impact 5.12-1: Effects to sensitive species.	See Mitigation Measures 4.12-1, 4.12-2, and 4.12-3, above.	L
Impact 5.12-2: Loss of protected wetlands and waters of the U.S.	See Mitigation Measures 4.12-4 and 4.12-13, above.	L
Impact 5.12-3: Redevelopment could increase potential risk of invasive species being established in San Francisco Bay.	See Mitigation Measures 4.12-10, 4.12-11, and 4.12-12, above.	S
<b>Geology, Seismicity, and Soils</b>		
Impact 4.13-1: Redevelopment could expose increased numbers of people and structures to strong seismic ground shaking.	Mitigation 4.13-1: Redevelopment elements shall be designed in accordance with criteria established by the UBC, soil investigation and construction requirements established in the Oakland General Plan, the Bay Conservation and Development Commission Safety of Fill Policy, and wharf design criteria established by the Port or City of Oakland (depending on the location of the wharf).	L

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**Table 1-1  
Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
	Mitigation 4.13-2: Redevelopment elements shall be designed and constructed in accordance with requirements of a site-specific geotechnical evaluation.	
Impact 4.13-2: Redevelopment could expose increased numbers of people or structures to seismic related ground failure, including liquefaction, lateral spreading, subsidence, or collapse.	See Mitigation Measures 4.13-1 and 4.13-2, above.	L
Impact 4.13-3: Localized landsliding may occur in sloped shoreline areas.	See Mitigation Measures 4.13-1 and 4.13-2, above.	L
Impact 4.13-4: Under certain conditions, disturbance of soils during construction could result in erosion.	Mitigation 4.13-3: Prior to ground-disturbing activities, the contractor shall develop and implement a Regional Water Quality Control Board (RWQCB)-acceptable Stormwater Pollution Prevention Plan (SWPPP) that includes erosion control measures.	L
Impact 4.13-5: Redevelopment could occur on expansive soils.	See Mitigation Measures 4.13-1 and 4.13-2, above.	L
Impact 4.13-6: Redevelopment elements may be located above a well, pit, sump, mound, tank vault, unmarked sewer line, landfill, or unknown fill soils.	See Mitigation Measure 4.13-2, above	L
	Mitigation 4.13-4: The project applicant shall thoroughly review available building and environmental records.	
	Mitigation 4-13.5: The developer shall perform due diligence, including without limitation, retaining the services of subsurface utility locators and other technical experts prior to any ground-disturbing activities.	
Impact 5.13-1: Exposure of persons or property to seismic risk.	See Mitigation Measures 4.13-1 and 4.13-2, above.	L

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

**Table 1-1**  
**Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
<b>Groundwater</b>		
Impact 4.14-1: Operation of wells could cause saltwater to intrude into shallow groundwater.	Mitigation 4.14-1: Installation of groundwater extraction wells into the shallow water-bearing zone or Merritt Sand aquifer for any purpose other than construction de-watering and remediation shall be prohibited.	L
Impact 4.14-2: Operation of wells could cause contaminants to migrate to uncontaminated groundwater.	Mitigation 4.14-2: Extraction of groundwater for construction de-watering or remediation shall be minimized where practicable.	L
Impact 5.14-1: Concurrent operation of multiple remediation wells or construction dewatering activities could further impair groundwater quality.	See Mitigation Measures 4.14-1 and 4.14-2, above.	L
<b>Surface Water</b>		
Impact 4.15-1: In-water construction or remediation would increase turbidity, and could release contaminants, affecting water quality.	Mitigation 4.15-1: Prior to in-water construction, the contractor shall prepare a water quality protection plan acceptable to the RWQCB, including site-specific best management practices for protection of Bay waters, and shall implement this plan during construction.	L
	Mitigation 4.15-2: Contractors and developers shall comply with all permit conditions from the Corps, RWQCB, and BCDC.	
Impact 4.15-2: Under certain circumstances, disturbance of soils during construction could result in erosion, which in turn could increase sediment loads to receiving waters.	Mitigation 4.15-3: Prior to ground-disturbing activities, the contractor shall develop and implement a Stormwater Pollution Prevention Plan to be reviewed by the City or the Port, including erosion and sediment control measures.	L

**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

**Table 1-1  
Summary of Significant Impacts and Mitigation**

<b>Significant Impact</b>	<b>Proposed Mitigation</b>	<b>Residual Significance</b>
Impact 4.15-3: During construction or remediation, shallow groundwater may be encountered that could be contaminated with sediment or chemicals, and could enter nearby receiving waters as could contaminated stormwater.	Mitigation 4.15-4: Prior to construction or remediation, the contractor shall develop and implement a Stormwater Pollution Prevention Plan, including protocols for determining the quality and disposition of construction water which includes shallow groundwater encountered during construction/remediation.	L
Impact 4.15-4: Net changes in impervious surface could result in higher pollutant loads to receiving waters.	Mitigation 4.15-5: Post-construction controls of stormwater shall be incorporated into the design of new redevelopment elements to reduce pollutant loads.	L
Impact 4.15-5: Use of recycled water for non-potable purposes could lead to degradation of surface water quality.	Mitigation 4.15-6: Site-specific design and best management practices shall be implemented to prevent runoff of recycled water to receiving waters.	L
Impact 4.15-6: New construction could result in changes in localized flooding.	Mitigation 4.15-7: New development shall conform with the policies of the City of Oakland's Comprehensive Plan Environmental Health Hazards Element regarding flood protection.	A
	Mitigation 4.15-8: The City and the Port shall complete flood hazard mapping in the project area, where necessary and applicable to delineate 100- and 500-year flood hazard zones.	
Impact 5.15-1: Construction-related increases in erosion and sedimentation/turbidity.	See Mitigation Measures 4.15-1, 4.15-2, and 4.15-3, above	L
Impact 5.15-2: Increases in 303(d) pollutants and toxics.	See Mitigation Measures 4.15-4 and 4.15-5, above	L

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**Legend:** S = Significant and unavoidable; L = Less than significant; A = Impact avoided

## 2. INTRODUCTION

This overview chapter describes the purpose, scope, and intended uses of this Environmental Impact Report (EIR). It also describes under what conditions additional environmental review will be required in the future. The chapter concludes with a description of the format of the EIR, as well as a summary of its content.

### 2.1 PURPOSE

This document is an EIR for the City of Oakland's (City) Oakland Army Base (OARB) Area Redevelopment Plan (herein, "Redevelopment Plan"). The primary purpose of this EIR is to describe and disclose potential environmental consequences of City adoption of the Redevelopment Plan, which would authorize physical redevelopment of the plan area (herein, "project area"). In addition, public officials and agencies may use the EIR to inform decisions regarding future redevelopment activities (including parcel-specific projects).

### 2.2 SCOPE AND INTENDED USES OF THIS ENVIRONMENTAL IMPACT REPORT

#### 2.2.1 Scope of the Environmental Impact Report

In accordance with the California Environmental Quality Act (CEQA, Public Resources Code [PRC] §§ 21000—21178), adoption of the Redevelopment Plan and redevelopment of the project area constitute a single project, analyzed in this EIR. Section 21090 of CEQA provides that "all public and private activities or undertakings pursuant to, or in furtherance of, a redevelopment plan shall be deemed a single project." (PRC § 21090). Here, the Redevelopment Plan describes a framework or program for project area redevelopment, and many details of the redevelopment activities are not yet known. Nevertheless, this EIR evaluates impacts of redevelopment activities to the extent accurate and stable information is available. When specific circumstances occur as described below, additional environmental analysis will occur.

#### 2.2.2 Intended Uses of the Environmental Impact Report

This EIR is intended to be used by the City and other responsible agencies, such as the Oakland Base Reuse Authority (OBRA), the Redevelopment Agency of the City of Oakland (ORA), and the Port of Oakland (Port),<sup>1</sup> to disclose environmental impacts of the following:

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<sup>1</sup> Under the National Environmental Policy Act of 1969 (NEPA, 42 United States Code [USC] § 4321 *et seq.*), the Army prepared an Environmental Impact Statement (EIS), which examined the direct environmental effects of the Army's decision to close the Base and transfer the property to the City, as well as estimated indirect environmental effects of reuse of the OARB by the community. (U.S. Army Corps of Engineers [Corps] Draft EIS 1999; Supplemental Draft EIS 2001; Final EIS 2001). That EIS, which will be used by relevant federal agencies, addresses only the approximately 430-acre OARB. This EIR, which will be used by state and local agencies, addresses the entire redevelopment project area.

- acceptance of a majority of the OARB from the Army by the OBRA, including all necessary discretionary actions and inter-agency agreements;
- acceptance of portions of the OARB by other public agencies and organizations including 15 acres conveyed to the East Bay Regional Park District (EBRPD);
- transfer of OARB lands by OBRA to ORA, and portions of these lands from ORA to the Port of Oakland, and to the Painters and Decorators Joint Apprenticeship Training Committee (JATC);
- adjustment of Port jurisdictional boundaries to correspond to the Reuse Plan;
- establishment of a redevelopment project area by the City and implementation of the Redevelopment Plan by the ORA to facilitate elimination of physical and economic blight arising from or exacerbated by the closure of the Base;
- amendment of the Oakland General Plan by the City to reflect land uses within the project area appropriate to accomplish redevelopment;
- adoption of a Final Reuse Plan by OBRA;
- amendment of zoning designations by the City to reflect zoning within the project area appropriate to accomplish redevelopment;
- approval and implementation of remediation activities; and
- implementation of certain well-defined redevelopment activities by the OBRA, ORA, the City, and/or the Port, including demolition, land assembly, land grading and site preparation, and installation of infrastructure.

In addition, this document would be used by agencies, including the City and Port, granting discretionary approvals or permits to inform their decisions and permitting processes. A discussion of potential approvals, permits, and consultations is contained in Chapter 3: Description, of this document.

### **2.3 POTENTIAL ADDITIONAL ENVIRONMENTAL REVIEW**

Subsequent or supplemental environmental review may be required should one or more of the following events occur pursuant to Section 21166 of CEQA:

1. Substantial changes are proposed in the program which will require major revisions of the EIR.
2. Substantial changes occur with respect to the circumstances under which the program is being undertaken which will require major revisions in the EIR.
3. New information becomes available, which is not known and could not have been known at the time the EIR was certified as complete.



When a subsequent redevelopment activity is proposed, the lead agency for that activity—the City, ORA, OBRA, or the Port of Oakland<sup>2</sup>—will make a determination whether additional environmental review is warranted pursuant to CEQA Section 21166, as implemented by the CEQA Guidelines, (14 California Code of Regulations [CCR] §§ 15162, 15163).

## 2.4 EIR FORMAT AND CONTENT OVERVIEW

This EIR is organized into eleven chapters, and appendices.

**Chapter 1.0: Summary**, provides an overview of the redevelopment program; briefly describes planning processes undertaken to date; summarizes the need for and objectives of the redevelopment program; generally describes proposed redevelopment; identifies areas of public interest known to the lead agency; summarizes benefits and environmental impacts of the redevelopment program and recommended mitigation measures and alternatives that could avoid or substantially reduce significant impacts; and briefly describes the City's proposed plan to monitor the implementation and effectiveness of recommended mitigation measures.

**Chapter 2.0: Introduction** (this chapter), provides an overview of the purpose, scope, intended use, and format and content of this document, as well as a description of the process for determining the need for and type of potential additional environmental review.

**Chapter 3.0: Description**, provides information regarding the redevelopment program as follows: an overview; background; purpose, need, and objectives; location; district characteristics; redevelopment activities; operational and construction characteristics and activities; and required approvals, permits, and consultations.

**Chapter 4.0: Setting and Baseline, Impacts, and Mitigation**, describes for 15 environmental factors the current environmental setting, and where appropriate, the environmental setting in 1995 (the alternative baseline year); describes physical direct and indirect impacts to the environment of the redevelopment program; and recommends mitigation measures that could avoid, minimize, reduce, rectify, or compensate for significant impacts of the redevelopment program.

**Chapter 5.0: Cumulative Impacts**, describes the redevelopment program's contribution to environmental impacts that could result from the combination of past, current, and probable future actions.

**Chapter 6.0: Consideration of Impacts of Proposed Redevelopment**, describes significant and irreversible changes to the environment that could result from implementation of the

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<sup>2</sup> The project area spans the project approval jurisdiction of both the City of Oakland and the Port of Oakland. Within their respective jurisdictions, each agency would exert approval authority over redevelopment activities, and would serve as lead agency under CEQA, should further environmental review be warranted.

1 redevelopment program. This chapter also describes the potential of the redevelopment  
2 program to result in area population or other growth that could result in environmental impacts.

3 **Chapter 7.0: Alternatives to the Proposed Redevelopment Program**, describes a suite of  
4 alternatives to the redevelopment program as well as a screening process to focus on the most  
5 effective and feasible of these alternatives; presents a comparative analysis of alternatives put  
6 forth for further consideration, and identifies the alternative with the least overall environmental  
7 impact.

8 **Chapter 8.0: Consultation**, describes agencies and interested parties contacted during  
9 development of this document, and also describes the process of engaging the community in  
10 providing input to this EIR.

11 **Chapter 9.0: EIR Preparers**, identifies persons who prepared this document, their role in its  
12 preparation, their agency or company affiliation, and their experience and qualifications.

13 **Chapter 10.0: Bibliography**, lists information sources relied upon in the preparation of this  
14 document.

15 **Appendices** follow the text of this document, and include information regarding community and  
16 public agency consultation for this EIR, required notices, and information and data supporting  
17 technical analyses.



### 3. DESCRIPTION

This chapter provides information regarding the proposed action, *i.e.*, approval and implementation of the Oakland Army Base (OARB) Area Redevelopment Plan, including the OARB Reuse Plan. Specifically, this chapter provides an overview of the proposed redevelopment program<sup>1</sup> and of key redevelopment entities; background about the Base closure, transfer and reuse planning process, as well as background about the redevelopment planning process; a statement of purpose, need, and objectives of redevelopment; and a description of the location and characteristics of the project area. This general and background information is followed by a description of redevelopment activities. The chapter concludes with information regarding required approvals, permits, and consultations that may rely on this Environmental Impact Report (EIR).

#### 3.1 OVERVIEW

This section provides an overview of the study area, the proposed redevelopment, and key entities involved in redevelopment.

As illustrated by Figures 1-1 and 3-1, the OARB area redevelopment project area is located in the San Francisco Bay region, in the western portion of the City of Oakland, Alameda County.

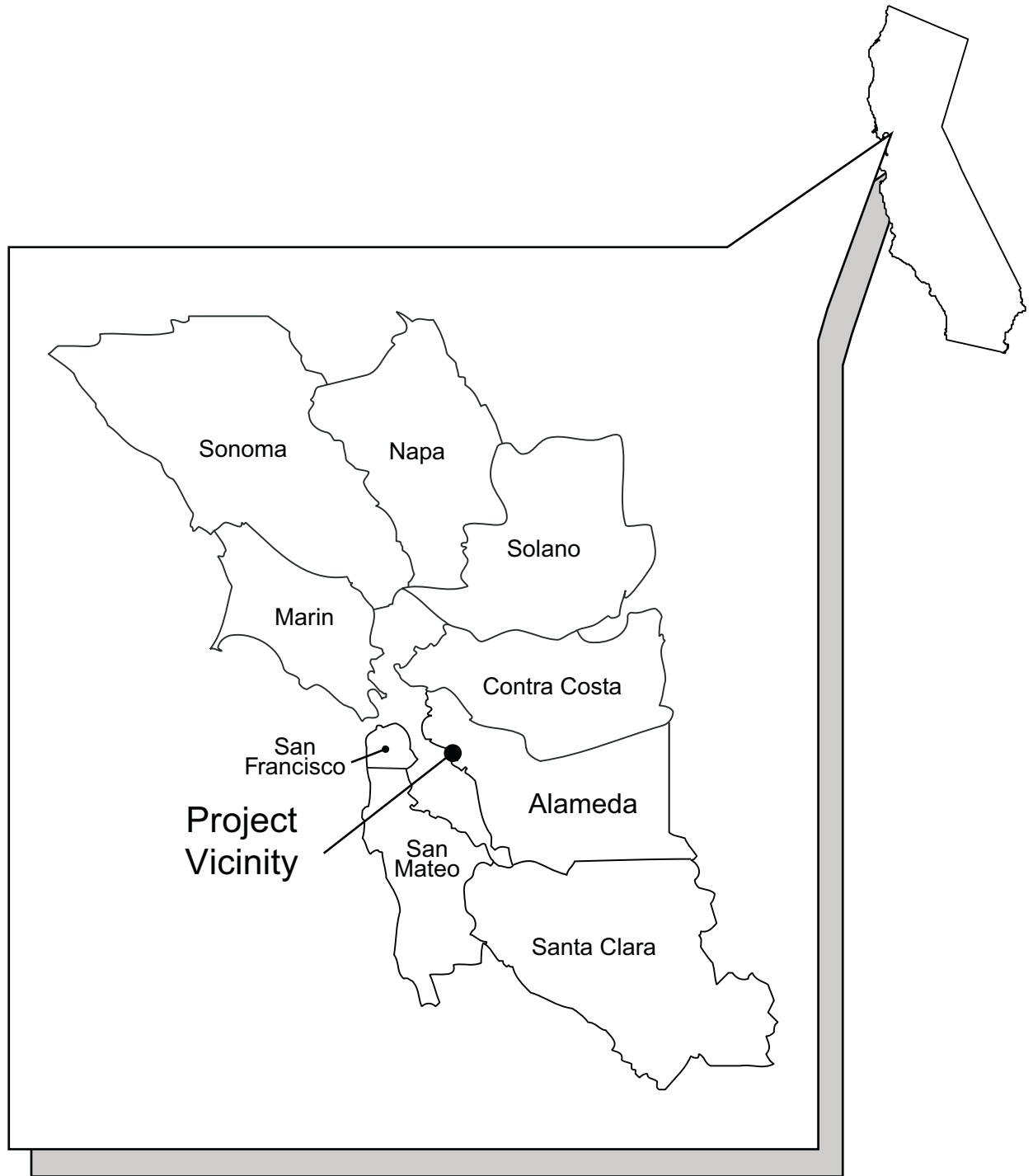
##### 3.1.1 The Study Area

The study area for this EIR primarily comprises the approximately 1,731-acre OARB Redevelopment Area as described in the Legal Description of the Project Area Boundaries attached to, and incorporated into the OARB Area Redevelopment Plan (Oakland Redevelopment Agency 2000). In addition, the study area for this EIR includes modifications and additions to the legal description of the Redevelopment Project Area boundaries to allow for thorough environmental review of all actions anticipated as a result of approval and implementation of the OARB Area Redevelopment Plan and OARB Reuse Plan. These differences, depicted on Figure 3-2, include the following:

- Inclusion of approximately 56 acres of submerged lands that are part of the OARB but not included in the legal description of the Redevelopment Area, and other submerged lands immediately southeast of the OARB and west of existing Berth 10.
- Modifications to the shoreline of the Oakland Inner and Middle harbors. These modifications were completed as part of the Port of Oakland's Vision 2000 Program, and occurred following adoption of the Redevelopment Area boundaries.

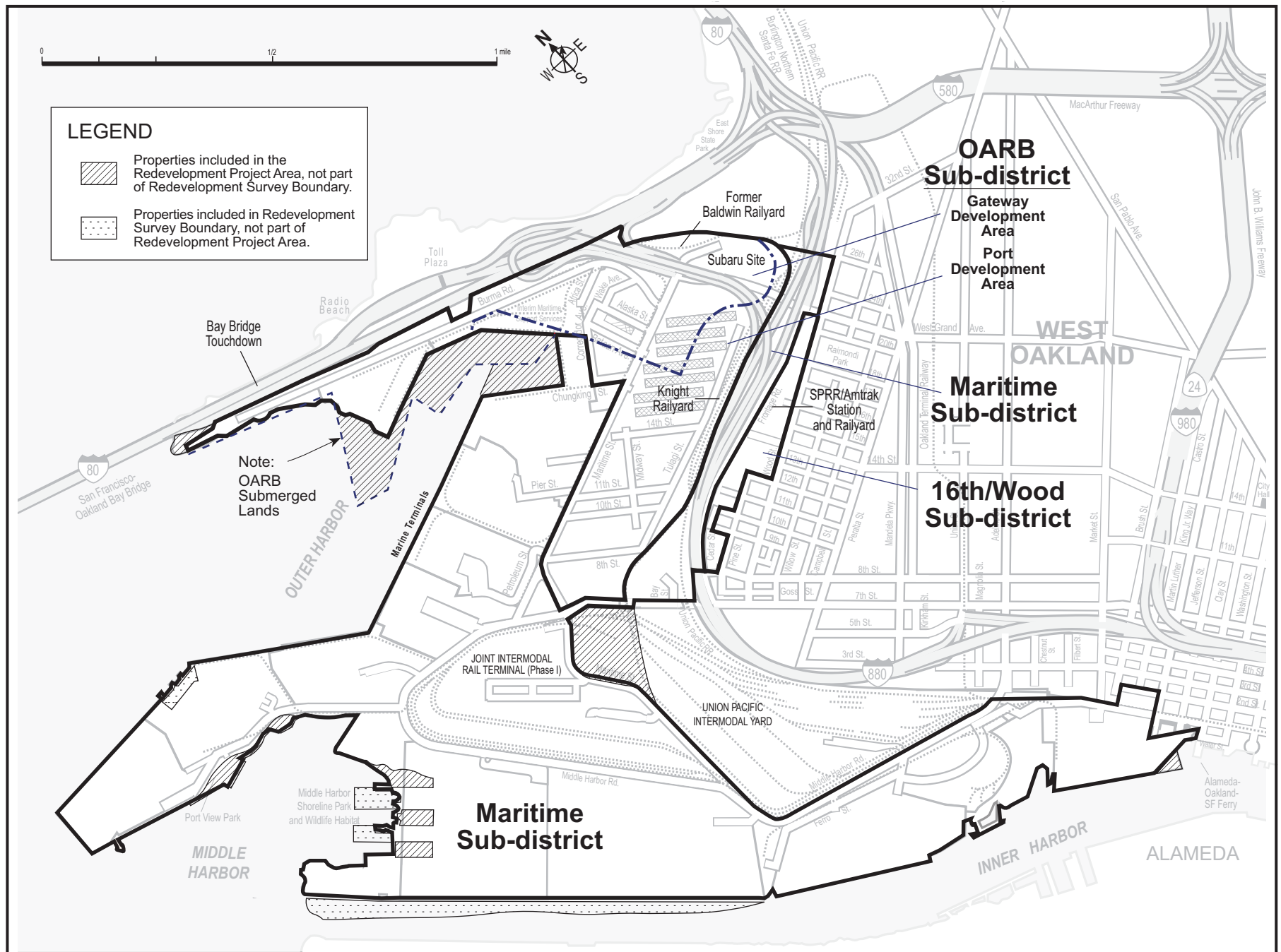
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<sup>1</sup> The Redevelopment Plan describes a series of related actions, or a program, which constitutes a "project" under CEQA. The terms "program" and "project" are used interchangeable in this EIR.



Not to Scale

OARB Area Redevelopment EIR  
**Figure 3-1 Regional Vicinity**  
April 2002



OARB Area Redevelopment EIR  
**Figure 3-2 OARB Redevelopment Project Area**  
 April 2002

- Inclusion of land adjacent to the Union Pacific (UP) Intermodal railyard that is needed to fully implement rail improvements identified in the Reuse Plan.
- Other minor boundary adjustments (including both additions and subtractions of land) throughout the Redevelopment Area to accurately represent existing conditions and planned land uses.

In total, these differences represent a net increase of approximately 70 acres to the 1,731-acre Redevelopment Area. For ease of reference, this now approximately 1,800-acre redevelopment study area is referred to herein as the OARB area “redevelopment project area,” or simply “project area.”

### 3.1.2 The Redevelopment Program

The proposed action is the approval and implementation of the OARB Area Redevelopment Plan and OARB Reuse Plan to redevelop the project area. The core of the project area is the approximately 430-acre OARB (also herein “the Base”), which was slated for closure by the federal government in 1995. In total, redevelopment activities are planned for approximately 710 acres, and the EIR will examine the direct, indirect, and cumulative effects of that development to the extent activity-specific information is known about each of the proposed land uses. The purpose of redevelopment is to eliminate or alleviate blight—physical and economic liabilities—over the whole project area in the interest of the public health, safety, and general welfare of the people of both the blighted community and of the State of California. Build-out of the project area is expected to occur by 2020. As depicted by Figure 1-2, the project area is subdivided into three sub-districts:

1. The approximately 470-acre<sup>2</sup> **OARB sub-district**. The OARB sub-district is further subdivided into two development areas, and a number of miscellaneous parcels:
  - the 228-acre City of Oakland’s **Gateway development area**, generally located in the northwest portion of the sub-district. The Gateway development area includes approximately 189 acres of the OARB and several miscellaneous parcels generally located outside of the OARB and north of Burma Road. These miscellaneous parcels are currently in mixed ownership, including the Port and Caltrans.

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<sup>2</sup> In addition to approximately 14 miscellaneous acres, the OARB sub-district includes approximately 26 acres of OARB lands currently owned by the U.S. Army Reserves (Reserves). The property owned by the Reserves is located at two distinct areas: the 19-acre Subaru site is immediately above West Grand Avenue; the 7-acre Enclave comprises two smaller parcels grouped in the south central OARB. Redevelopment as proposed includes acquisition of these lands by the City (approximately 17 acres of the Subaru site) and the Port (approximately 2 acres of the Subaru site and the 7-acre Enclave). The Reserves has indicated its current facilities are substandard and relocation of their facilities is required to prevent impacts to morale, and to allow the units to conduct effective, realistic, and meaningful training to meet its readiness and mobilization missions (U.S. Army Reserves 2001). The City, Port and East Bay Municipal Utility District (EBMUD) are currently in negotiations to acquire these lands. (EBMUD plans to acquire an approximately 16-acre area known as the Heroic War Dead Site, which is outside of the project area, and not addressed in this EIR.)

- the 241-acre Port of Oakland's **Port development area**, located in the west and southeast portions of the sub-district. The Port development area includes approximately 185 acres of land area from the OARB and an additional 56 acres of OARB submerged land.

2. The approximately 1,290-acre **Maritime sub-district**, and

3. The approximately 41-acre **16<sup>th</sup>/Wood sub-district**.

The project area was established by the City in 2000, when the City adopted a redevelopment plan to combat economic and physical blight that currently exists in western Oakland within the broad project area, and blight that could result from, or be exacerbated by, the closure of the OARB (*Redevelopment Plan for the Oakland Army Base Redevelopment Project*, City of Oakland 2000). The Redevelopment Plan defines a framework of agency powers, duties, and obligations to enable redevelopment of the project area. The Redevelopment Plan incorporates in its entirety (and as may be amended from time to time) the OARB Reuse Plan<sup>3</sup> (*Amended Draft Final Reuse Plan for the Oakland Army Base*, OBRA 1998, as amended 2001). The Reuse Plan describes a "Flexible Alternative" land use plan for the Gateway development area with proposed land uses and approximate densities as envisioned by the West Oakland community and the Oakland Base Reuse Authority (OBRA).<sup>4</sup> The Reuse Plan also describes the Port of Oakland's plans for maritime and rail facilities in the Port development area.

Redevelopment would replace existing uses—some in derelict condition—with vibrant, mixed-use development. Redevelopment benefits include the following:

- Job generation
- Increased number of Oakland housing units
- Improved visual environment
- Improved land use variety and compatibility
- Increased public access to and along the Oakland waterfront
- Remediation of site contamination as necessary, and related improvement to surface and groundwater quality
- Improved efficiency of Port operations
- Ability of the Port to handle 2020 cargo throughput projections

<sup>3</sup> Note the Reuse Plan is officially referred to as a "draft final" until its formal adoption by the OBRA, at which time it will simply be the final Reuse Plan.

<sup>4</sup> The Redevelopment and Reuse plans, herein summarized and incorporated by reference pursuant to Public Resources Code Section 21061, are available for review at 250 Frank Ogawa Plaza, Suite 3330 during regular business hours.

Build-out of the proposed land uses in the project area is projected to result in up to 375 new live/work units<sup>5</sup>, approximately 4.1 million square feet of new business-oriented development, approximately 3 acres of new community-serving uses, nearly 31 acres of park and open space, approximately 120 acres of new maritime cargo terminals and 82 acres of re-configured terminal area, 105 acres of ancillary maritime support uses and a relocated and improved rail facility. Note this build-out does not include ongoing Port modernization, as described in Section 3.6.4, nor other Port improvements in the Maritime sub-district that have already been approved. Figure 3-3 conceptually illustrates the redevelopment strategy, and Table 3-1 describes in more detail the projected build-out.

### **3.1.3 Key Redevelopment Entities**

Planning and implementation of the redevelopment program involves numerous government agencies and members of the community. A general description of key entities and their roles in base reuse and project area redevelopment is provided below.<sup>6</sup>

**The U.S. Army.** The U.S. Army (Army) constructed and operated the OARB. The Army is transferring OARB property to several entities for reuse.

**The U.S. Army Reserves.** The U.S. Army Reserves (Reserves) has retained certain OARB property. The Reserves is expected to transfer this OARB property to other entities, including the City, the Port, and the East Bay Municipal Utility District (EBMUD), in the future.

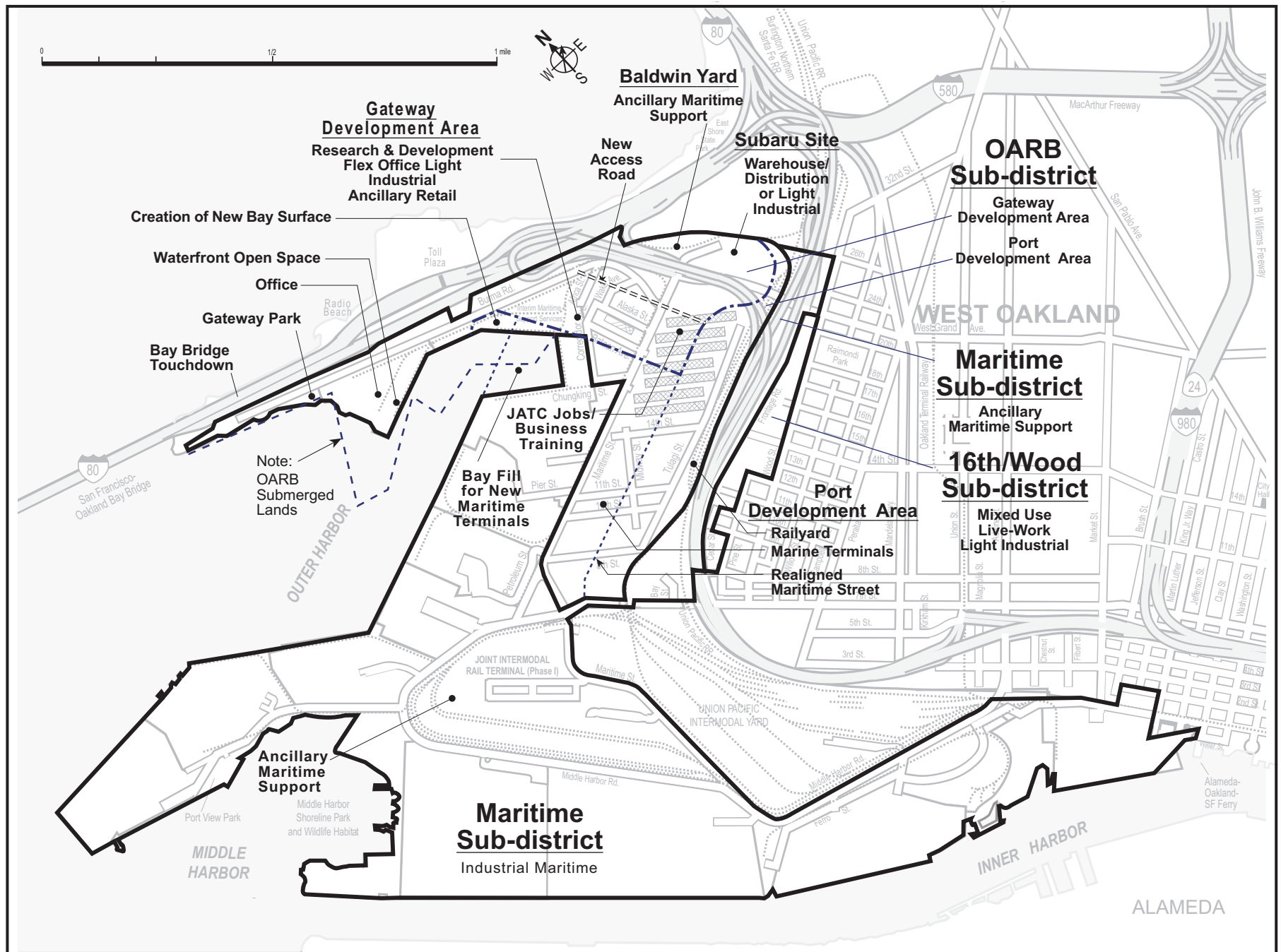
**The California State Lands Commission.** The California State Lands Commission (SLC) has jurisdiction over “tidelands trust” lands, which are certain tidal and submerged lands granted by the state in trust to cities and counties to develop harbors in furtherance of state and national commerce. These grants require that granted lands be used consistent with the public trust and terms of the grant and require the grantee to use the revenues produced from these lands for trust purposes consistent with the grants. The existence and extent of lands subject to the trust at OARB has not been determined. The SLC has taken the position that a portion of the OARB

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<sup>5</sup> Under Community Redevelopment Law at the time the OARB area project area was established, 20 percent of a tax increment generated within a district must be used by the redevelopment agency to increase, improve, and preserve the supply of affordable housing (HSC § 33334.2). On December 11, 2001 the Oakland Redevelopment Agency adopted a resolution increasing the percentage to 25 for redevelopment areas that achieve a 120 percent debt coverage threshold. While such housing is required to be located within the City, it need not be located within the project area, if the agency and legislative body find this would benefit the project area (HSC § 33334.2(g)). Affordable housing demolished or removed for purposes of redevelopment must be replaced within four years of such destruction or removal (HSC § 33334.5). No such housing will be demolished as a result of redevelopment. Furthermore, the redevelopment program provides for setting aside required monies, and locating required housing at sites located outside the project area. The characteristics and location of this housing have not been identified. Therefore, sufficient information does not currently exist with which to analyze impacts of its construction and occupation; when such information is developed, the housing project(s) may be subject to environmental review under CEQA.

<sup>6</sup> See also Table 3-2, which lists relevant agencies, as well as approvals, permits, or consultation processes required to implement this redevelopment program, and Figure 4.2-1, which depicts jurisdictional boundaries.





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**Table 3-1**  
**OARB Area Redevelopment Project Area Buildout, 2002 through 2020**

Potential Land Uses	Units <sup>b</sup>	Redevelopment Sub-District				Total
		OARB <sup>a</sup>				
		Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry	sq. ft.	494,000 <sup>c</sup>		0	305,000	799,000
Office, R&D	sq. ft.	1,528,000		0	1,437,000	2,965,000
Retail	sq. ft.	25,000		0	1,300	26,300
Warehouse/distribution	sq. ft.	300,000		0	0	300,000
<b>Total square feet</b>		<b>2,347,000</b>		<b>0</b>	<b>1,743,300</b>	<b>4,090,300</b>
Live/work units					375	375
From uses listed above	ac.	168	0	0	40	208
Park, Public Access	ac.	29	0	0	1	30
New Maritime Terminals	ac.		55	65	0	120
Terminal Reconfiguration	ac.			82		82
Maritime Support	ac.	15	2	88 <sup>e</sup>	0	105
Rail	ac.		130	35	0	165
<b>Acres to be redeveloped<sup>d</sup></b>		<b>212</b>	<b>187</b>	<b>270</b>	<b>41</b>	<b>710</b>
<b>Total acres</b>		<b>228</b>	<b>241</b>	<b>1,290</b>	<b>41</b>	<b>1,800</b>

**Notes:**

<sup>a</sup> As required by federal BRAC law, redevelopment of the OARB sub-district includes a Homeless Assistance Accommodation program. Redevelopment as proposed would locate the entire program outside the project area; however, Chapter 7: Alternatives to the Proposed Redevelopment Program, examines alternatives for locating the Homeless Assistance Accommodation program on site.

<sup>b</sup> sq. ft. = square feet; ac. = acres

<sup>c</sup> Includes 50,000 square feet of training facilities for the Joint Apprentice and Training Committee (JATC).

<sup>d</sup> Acreages identified above are gross land use acreage, and are inclusive of roadway and utility rights-of way.

<sup>e</sup> See discussion of ancillary maritime uses (AMS), Section 3.6.4.

2

3 that includes the property west of Maritime Street, is within the tidelands trust boundary. The  
 4 Port and OBRA are working with the SLC to execute an “exchange,” whereby tidelands trust  
 5 requirements would be transferred from portions of the Gateway development area to the Port  
 6 development area and Maritime sub-district.

7 **The San Francisco Bay Conservation and Development Commission.** The San Francisco  
 8 Bay Conservation and Development Commission (BCDC) has jurisdiction over the San  
 9 Francisco Bay, its shoreline, and certain related waterways. BCDC exerts its authority through  
 10 its regulatory program and two planning documents: the *San Francisco Bay Area Seaport Plan*  
 11 (the “Seaport Plan,” BCDC and the Metropolitan Transportation Commission [MTC], 1982, as  
 12 amended through 2001) and the *San Francisco Bay Plan* (the “Bay Plan,” BCDC 1968, as  
 13 amended through 2001). These plans define “priority use areas” at specific shoreline sites. If a  
 14 site is designated a priority use area in the Seaport Plan or the Bay Plan, it is reserved for that  
 15 use. Until the plans were amended in April 2001, the entire OARB was designated as port  
 16 priority use. In September 2000, the City and Port filed a joint application to amend the Seaport

1 Plan and Bay Plan to reconfigure the development areas on the Base, to remove the port  
2 priority use designation from the Gateway development area, and to designate other specific  
3 parcels as port priority use areas. BCDC then amended the plans in April 2001 to reflect the  
4 requested change in land use designation. BCDC retains ongoing permit jurisdiction over the  
5 Bay and shoreline areas of the project area.

6 **Department of Toxics Substance Control.** The Department of Toxics Substances Control  
7 (DTSC) is a department of the California Environmental Protection Agency responsible for  
8 approving the Remedial Action Plan (RAP), approving the Army's early transfer (FOSET) of the  
9 Base to OBRA, and overseeing remediation at the OARB.

10 **The East Bay Regional Park District.** The East Bay Regional Park District (EBRPD) is a  
11 regional agency that is expected to receive certain OARB property (15 acres) from the Army via  
12 the Department of the Interior for a public park.

13 **The Oakland Base Reuse Authority.** The Oakland Base Reuse Authority (OBRA) is the Local  
14 Reuse Authority (LRA) responsible for managing OARB assets and planning reuse of the Base.  
15 The OBRA operates the interim leasing operations, will acquire property from the Reserves, will  
16 accept the majority of OARB property from the Army, and will, in turn, transfer that property to  
17 other entities for reuse/redevelopment.

18 **The City of Oakland.** The City of Oakland (City) adopted the Redevelopment Plan, establishing  
19 the project area, and empowered the Oakland Redevelopment Agency to enact that plan and  
20 oversee redevelopment. The City is the lead agency under CEQA and, except as otherwise  
21 provided in the City Charter with respect to certain Port-related matters, is also responsible for  
22 planning, including amending the General Plan, rezoning, issuing land use approvals, and —  
23 jointly with the Port — altering the Port area boundary from time to time.

24 **The Oakland Redevelopment Agency.** The Redevelopment Agency of the City of Oakland  
25 (also the Oakland Redevelopment Agency, ORA) is expected to accept the majority of OARB  
26 land from the OBRA, transfer lands to other entities, and implement the Redevelopment Plan.

27 **The Port of Oakland.** The Port of Oakland (Port) is expected to accept certain OARB lands  
28 from the ORA, acquire land from the Reserves, annex these lands to the Port area, waive  
29 certain reversionary rights, approve changes in the Port area jointly with the City to allow City  
30 development to proceed, and approve redevelopment activities within its jurisdiction.<sup>7</sup>

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<sup>7</sup> Section 706(3) of the City of Oakland Charter vests in the Board of Port Commissioners "complete and exclusive power" over "...all the waterfront properties, and lands adjacent thereto, or under water, structures thereon, and approaches thereto, storage facilities, and other utilities, and all rights and interests belonging thereto, which are now or may hereafter be owned or possessed by the City, including all salt or marsh or tidelands and structures thereon granted to the City in trust by the State of California for the promotion and accommodation of commerce and navigation." Section 706(4) of the Charter vests in the Board "complete and exclusive power" over "...that part of the City hereinafter defined as the 'Port area,' " which Section 725 defines as "the same area that existed immediately prior to the adoption of this Section, as it has been defined by Charter and by ordinance, and as it may hereafter be altered by Council ordinance in accordance with and upon the recommendation of the Board, or by amendment of this Charter."

**The Alameda County Homeless Base Conversion Collaborative.** The Homeless Collaborative is a non-profit collaborative of organizations that provides housing and services to the homeless. Under federal BRAC law, base closure programs must include an accommodation to recognized homeless providers. The OARB Reuse Plan commits to providing a Homeless Assistance Accommodation through the Homeless Collaborative, including providing for the following services: a workforce and business development campus, a food bank, transitional housing, domestic violence support services, and a childcare facility. Redevelopment as proposed would locate the entire program outside the project area.<sup>8</sup>

**The Joint Apprentice and Training Committee.** The Joint Apprentice and Training Committee (JATC) is a non-profit educational organization expected to receive certain OARB property (3 acres) from the ORA for a job training facility.

**The West Oakland Community Advisory Group.** The WOCAG is community group representing a broad range of interests in West Oakland. WOCAG advised the OBRA in preparing the original, revised, and amended Reuse plans and continues to meet and provide input on the redevelopment program.

**Developers.** Private or quasi-private sector developers, as well as public sector development entities such as the City and Port, may implement specific projects (subsequent redevelopment activities) within the project area.

## **3.2 BACKGROUND**

This section describes closure and transfer of the OARB, the history and status of reuse planning, and the history and status of redevelopment planning. The processes of base closure, transfer, and reuse/redevelopment are complex and inter-dependent. Figure 3-4 illustrates these processes and their general status. Figure 3-5 provides more detail regarding disposal and transfer of OARB.

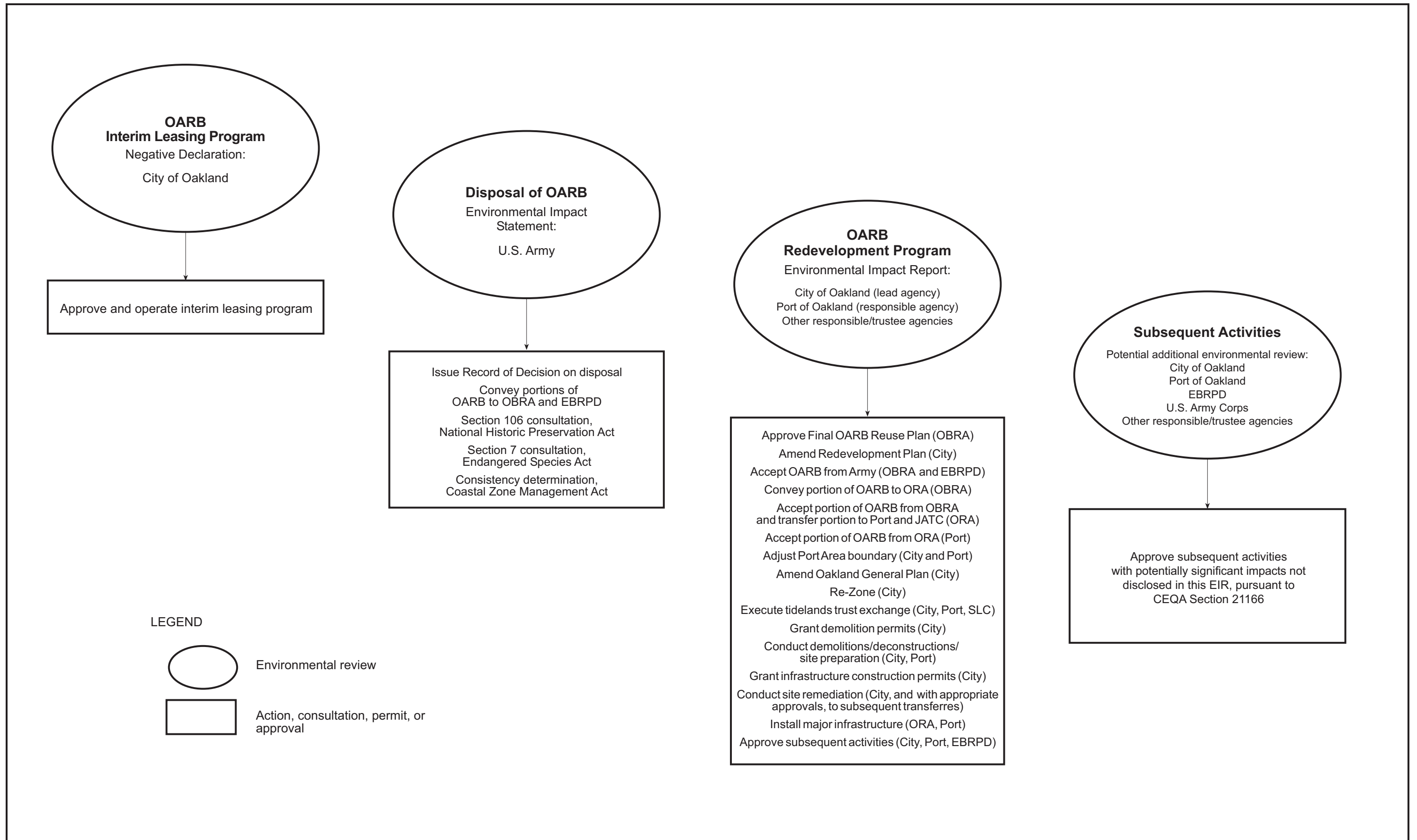
### **3.2.1 Base Closure, Transfer, and Reuse Planning**

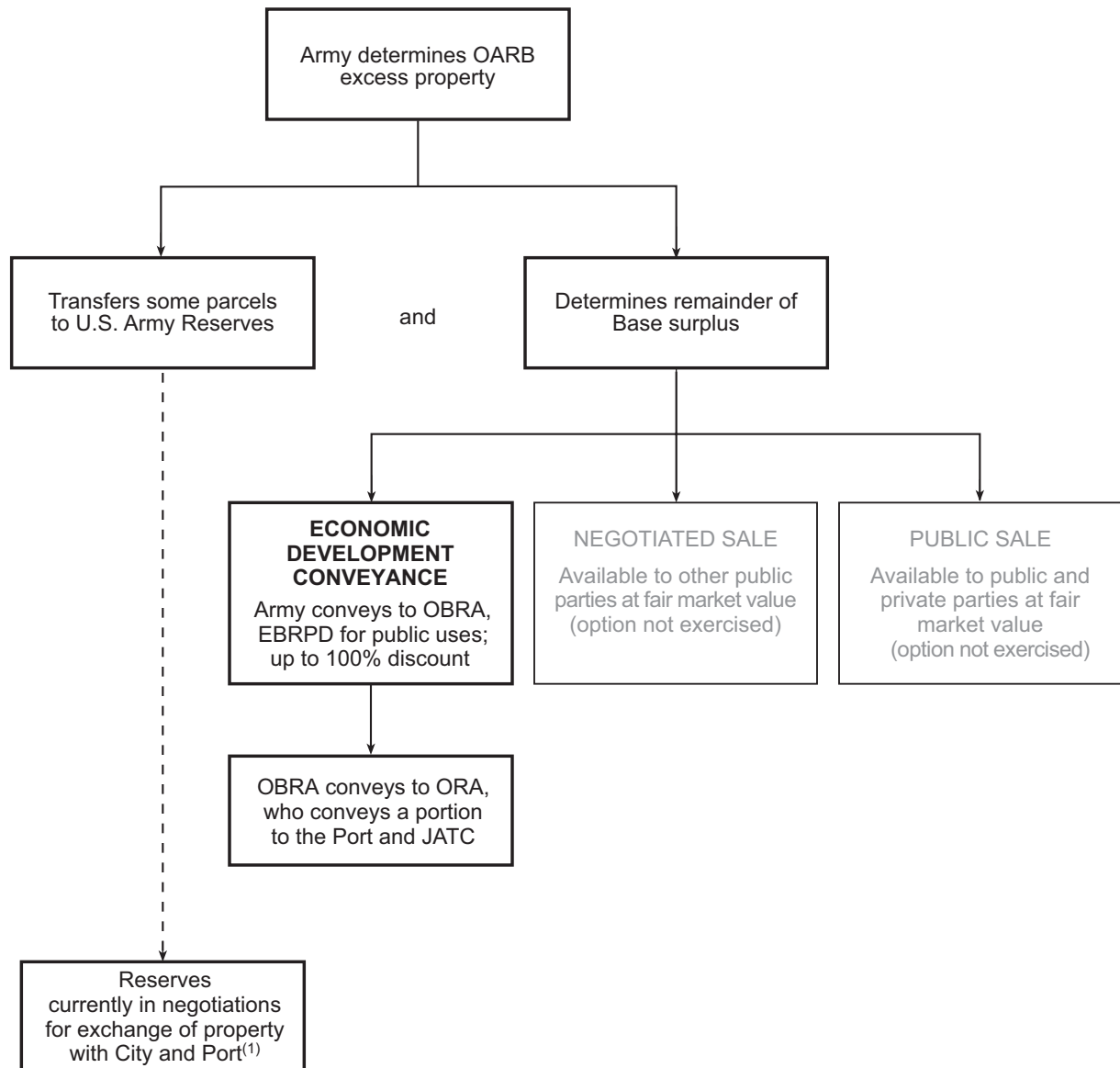
#### **Base Closure and Transfer**

During the late 1980s and the 1990s, the U.S. government closed and/or realigned (transferred the functions of) numerous military facilities. Through the closure process, all or a portion of

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<sup>8</sup> Pursuant to a 1999 Legally Binding Agreement between, OBRA, ORA, and the Homeless Collaborative, OBRA and ORA committed to provide low-cost leases to the Homeless Collaborative for eight buildings (approximately 229,000 square feet and 52 dwelling units) to be used as a workforce and business development campus, childcare facility, transitional housing, and food bank. Subsequent to that agreement, however, BCDC requirements related to Port Priority land uses at and near the Base necessitated OBRA to substantially revise the property disposition plan for the OARB, and those eight buildings are no longer available for Homeless Collaborative long-term leasing. Therefore, pursuant to the terms of the 1999 Legally Binding Agreement, the parties are currently negotiating alternative terms and conditions to satisfy the homeless assistance component of the Reuse Plan.





<sup>(1)</sup> The Reserves is also negotiating terms with EBMUD on adjacent lands not within the redevelopment district.

these military bases were then available to their respective local cities or counties for community reuse. In this manner, local communities are able to re-capture the loss of jobs that occurred when a base was closed. Planning for reuse of these bases generally occurs under the guidance of an LRA, an entity established specifically for the purpose of planning transitional and ultimate reuse, and managing the assets of the base during the military-to-community transitional or “interim” period.

In 1995, the Base Realignment and Closure (BRAC) Commission recommended closure and realignment of the OARB. In July 1995 the President of the United States approved the BRAC Commission’s recommendation, Congress reviewed the recommendation, and it became law on September 28, 1995.

The Army, the lead agency for base closure and transfer of OARB, first realigned the approximately 430-acre Base, reserving 26 acres for the Reserves. The Army then began the process of OARB “disposal” by screening requests for property. The Army plans to convey 384 acres to the OBRA and 15 acres to the EBRPD.<sup>9</sup> The OBRA, in turn, plans to transfer the land to the ORA; the ORA will transfer 241 acres to the Port (approximately 185 acres of upland and 56 acres of submerged land),<sup>10</sup> and 3 acres to the JATC.

In its role as lead agency for OARB closure and disposal, the Army undertook several federal planning processes, described below.

**Federal Environmental Review.** The Army prepared an Environmental Impact Statement (EIS) pursuant to the National Environmental Policy Act ([NEPA], 42 United States Code [USC] § 4231 *et seq.*). The EIS described the direct effects of its action, Base closure and disposal. The EIS also described Base reuse as a secondary effect of disposal (U.S. Army Corps of Engineers [Corps] Draft EIS 1999; Supplemental Draft EIS 2001; Final EIS 2001).

**Coastal Zone Consistency Determination.** Pursuant to the Coastal Zone Management Act of 1972 as amended, ([CZMA], 16 USC § 1451), in May 2001 the Army obtained BCDC’s agreement with the Army’s consistency determination. The Army is responsible for ensuring that federal development projects in the coastal zone, including projects such as the Army’s closure and transfer of the OARB, are consistent to the maximum extent practicable with the California Coastal Management Program (CCMP). In the San Francisco Bay area, two documents embody the CCMP: the McAteer-Petris Act and the Bay Plan (BCDC 1998, as amended), which incorporates the Seaport Plan (BCDC and MTC 1997, as amended). Therefore, the Army must determine the proposed federal action is consistent with the McAteer-Petris Act and the Bay and Seaport plans. Because the Bay and Seaport plans initially designated the entire OARB as a Port Priority Use area, the City and the Port of Oakland applied for an amendment to those

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<sup>9</sup> The Army will assign 15 acres to the Department of Interior who will transfer this acreage to the EBRPD.

<sup>10</sup> As discussed in Section 3.1.2, the upland portion of the Base includes the approximately 9 acres to be acquired by the Port from the Reserves.

plans in September 2000. The amendment was designed to ensure that adequate acreage would be devoted to meeting BCDC's year 2020 container throughput forecasts for the Port and reserving sufficient property for the City to meet its goals of economic development and job generation. The application for the plan amendments was approved by BCDC in January 2001. After the Seaport and Bay plans were amended by BCDC to remove the "port priority" use designation from the Gateway development area (see discussion regarding BCDC, above), BCDC issued a letter concurring with the Army's consistency determination for the OARB closure and transfer in May 2001.

**National Historic Preservation Act Consultation.** Pursuant to Section 106 of the National Historic Preservation Act ([NHPA], 16 USC §470 *et seq.*), the Army engaged in consultation with the Office of Historic Preservation (OHP) regarding historic resources on the Base. Through the Section 106 consultation process, the Army must take into account the effect of its undertaking on historic resources that are listed, or are eligible for listing on the National Register of Historic Places (NRHP). On December 11, 2001, a Memorandum of Understanding (MOU) was executed between the State Historic Preservation Officer (SHPO) and the Army. That MOU describes the Section 106 consultation process and its conclusions. The executed MOU, to which the OBRA and the Port are concurring parties, signifies completion of the NHPA Section 106 consultation.

**Endangered Species Act Section 7 Consultation.** Pursuant to the Endangered Species Act Section 7 ([ESA], 16 USC § 1531 *et seq.*), the Army consulted with the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) regarding the potential impact that disposal and reuse of the Base might have on listed species. The Army notified the USFWS by letter dated August 3, 2000 that it intended to include the following restriction in the property transfer document to ensure that potential impacts to the federally endangered California least tern would be avoided: "Prior to site development or other opening of the property parcel known as the 'spit' area (a parcel consisting of approximately 15 acres at the far west end of the installation, south of and adjacent to the east end of the Oakland Bay Bridge)<sup>11</sup> to public access or other reuse, the new owners will coordinate with and obtain approval of their specific development plan for the property from the USFWS Endangered Species Office." In a letter dated October 11, 2000, the USFWS concurred with the Army's determination that the disposal and reuse of the Oakland Army Base "are not likely to adversely affect least terns." In a letter dated April 10, 2000, the NMFS determined the actions associated with the Army's proposed disposal and reuse of the OARB have either been previously addressed, or will be addressed in future Section 7 consultations.<sup>12</sup>

<sup>11</sup> The area termed the "spit" by the USFWS is termed the Bay Bridge touchdown peninsula or the Gateway peninsula in this document.

<sup>12</sup> This correspondence is included in Appendix 4.12.



**Base Reuse Planning**

Once the Base was slated for closure and transfer, OBRA was tasked with directing the OARB reuse process. The OBRA governing body comprises representatives of the City, County, City of Alameda, Congressperson Lee's office, the Association of Bay Area Governments, and adjacent jurisdictions. As the Local Reuse Authority under federal base closure law, the OBRA is the agency eligible to manage the Base and its assets in the transitional period between base closure and transfer, to accept the Base property from the Army, and to plan for its reuse.

Through a separate environmental review, after the OARB was closed in 1995, OBRA entered into a master lease with the Army for the entire base that provided for continued use of the existing facilities by various tenants (Interim Leasing Program Initial Study/Mitigated Negative Declaration, ER 98-13).<sup>13</sup> As part of the reuse planning process, OBRA established the WOCAG to examine reuse opportunities and recommend community reuse options for OBRA's consideration. Interviews with Oakland residents began as early as 1996, and many meetings were held to discuss the community's vision of the reuse of the Base. The planning document produced by the OBRA in consultation with WOCAG was the *OARB Amended Draft Final Reuse Plan* (OBRA 1998, as amended through 2001). The Reuse Plan documents the community reuse planning process and describes the proposed reuse development, including land use classifications and development densities. The first draft Reuse Plan was issued in 1998, and the 2001 amended draft Reuse Plan reflects changes required for consistency with the Bay and Seaport plans. Redevelopment of the Base pursuant to the Reuse Plan is intended to accrue economic benefits to the Oakland citizenry.

Once the Army transfers ownership of the majority of OARB land to the OBRA, the OBRA will, in turn, transfer the land to the ORA. The ORA will transfer the Port development area to the Port, 3 acres to JATC, and will retain the Gateway development area. The ORA will then be primarily responsible for redevelopment of the Gateway development area, and the Port will be primarily responsible for redevelopment of the Port development area.

**3.2.2 Redevelopment Planning**

The City is the lead agency for CEQA. Immediately upon the BRAC Commission's recommendation to close the OARB, the City began to evaluate how best to implement community reuse of the Base and the surrounding areas. The City investigated redevelopment options, designated a redevelopment survey area, and prepared a preliminary redevelopment plan in September 1999. Conditions within the survey area were inventoried, conditions of blight documented (see below, under "Need"), the survey area was refined, and the *Oakland Army*

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<sup>13</sup> During construction of the Bay Bridge Seismic Improvement Project (also termed the Bay Bridge Replacement Project), Caltrans is expected to utilize western portions of the Gateway development area near Berth 7 for construction staging. This use is similar in nature to ongoing water-oriented transportation-activities occurring in this portion of the Base under the existing interim leasing program. Caltrans would complete its use of Base lands prior to the end of the redevelopment build-out period, and its interim use of OARB property is not expected to affect redevelopment as proposed.

1        *Base Preliminary Redevelopment Plan* prepared (City of Oakland 1999). The Preliminary  
2        Redevelopment Plan accomplishes the following:

- 3        • describes boundaries of the survey area;
- 4        • provides a general statement regarding proposed land uses and densities, major  
5        transportation infrastructure, and development standards for the survey area;
- 6        • demonstrates how redevelopment of the survey area would accomplish the intent of the  
7        California Community Redevelopment Law (CRL);
- 8        • demonstrates how proposed redevelopment of the survey area conforms to the Oakland  
9        General Plan; and
- 10       • generally describes the impact of survey area redevelopment on nearby residents.

11       Based on the Preliminary Redevelopment Plan, a final project area was defined and a final  
12       redevelopment plan and supporting documentation prepared (Hausrath Economics Group  
13       [HEG] 2000; City of Oakland 2000).

14       On July 11, 2000, the City adopted and approved, via Ordinance No. 12259 C.M.S., the  
15       *Redevelopment Plan for the Oakland Base Redevelopment Project* (City of Oakland 2000), and  
16       established a redevelopment project area. The Redevelopment Plan provides the ORA—the  
17       agency primarily responsible for the project area’s redevelopment—with powers, duties, and  
18       obligations to implement and further a program of redevelopment, rehabilitation, and  
19       revitalization of the project area as broadly defined in the plan. The Redevelopment Plan  
20       incorporates the Reuse Plan, as it may be amended from time to time. The City may amend the  
21       Redevelopment Plan after certification of this EIR.

22       The Redevelopment Plan estimates build-out of the project area by 2020. With respect to the  
23       Gateway development area and 16<sup>th</sup>/Wood sub-district, this long-term build-out horizon is  
24       coupled with the need of the ORA to flexibly respond to fluctuating market and economic  
25       conditions. These conditions necessarily require the Redevelopment Plan to be broad and  
26       flexible. As the plan states:

27                *Because of the long-term nature of this Plan and the need to retain in the [ORA]*  
28                *the flexibility to respond to market and economic conditions, developer interests,*  
29                *and opportunities from time to time presented for redevelopment, this Plan does*  
30                *not present a precise plan or establish specific projects for the redevelopment,*  
31                *rehabilitation, and revitalization of any area within the project area, nor does this*  
32                *Plan present specific proposals in an attempt to solve or alleviate the concerns*  
33                *and problems of the community relating to the project area. Instead, this Plan*  
34                *presents a process and a basic framework within which specific plans will be*  
35                *presented, specific projects will be established, and specific solutions be*  
36                *proposed and by which tools are provided to the [ORA] to fashion, develop, and*  
37                *proceed with such specific plans, projects, and solutions.*

**3.3 PURPOSE, NEED, AND OBJECTIVES**

**3.3.1 Purpose**

The primary purpose of the proposed redevelopment is to alleviate physical and economic blight in the project area resulting in part from closure of the OARB.

**3.3.2 Need**

The West Oakland area of the City is an older urban center that historically supported maritime-related industry associated with the Oakland waterfront, such as shipping, shipbuilding, and goods processing. During World War II, the U.S. Navy's Fleet and Industrial Supply Center, Oakland (FISCO) and the OARB were established on the Oakland waterfront as maritime staging points and supply depots supporting American armed forces operating in the Pacific theater. In addition, during World War II, approximately a dozen shipyards operated along the Oakland Estuary in or near West Oakland. West Oakland businesses supported the military, and shipbuilding and shipping industries, and local residents provided labor. After World War II, the need for military support by local civilians sharply declined. Along the Oakland Estuary, the shipbuilding industry declined, while the cargo shipping industry increased, absorbing some, but not all West Oakland maritime labor. The post-World War II era initiated a gradual, but steady state of economic decline in West Oakland. In the 1960s to 1970s, the shipping industry worldwide, including Oakland's port, shifted from relatively labor-intensive bulk cargo to much more labor-efficient containerized cargo methods (Minor 2000). With this shift, the economic decline of West Oakland escalated, leaving in its wake outdated and outmoded industrial facilities and a poor mix of incompatible industrial, business, and residential land uses.

Compounding this decline was closure of the OARB by Congress in 1995. The Base is primarily a World War II-era facility, with a relatively high percentage of temporary buildings, as well as obsolete structures and antiquated utility systems. Moreover, the majority of the site is located on fill, and settlement of underlying strata has further stressed structures and utility systems. The closure of the OARB poses a substantial burden to the local West Oakland community, already characterized as economically depressed.

Pursuant to California's Community Redevelopment Law (HSC § 33000 *et seq.*), the City conducted a detailed analysis of the current and expected conditions of decline and blight in West Oakland. The results of this study are documented in the *Report to City Council: Oakland Army Base Redevelopment Project* (herein "Report to City Council") (HEG 2000). Chapter 4 of the Report to City Council describes blight within each of the three redevelopment sub-districts.<sup>14</sup>

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<sup>14</sup> Chapter 4 and Appendix B of the *Report to City Council*, herein summarized and incorporated by reference pursuant to PRC Section 21061, provides substantial written and photographic evidence of existing blighted conditions in the project area. The report is available for review at 250 Frank Ogawa Plaza, Suite 3330, during regular business hours.

Pursuant to Community Redevelopment Law, a military base must meet a two-pronged test to be considered blighted (HSC §§ 33492.10(a), 33492.11). First, the blighted conditions cannot reasonably be expected to be alleviated in the absence of redevelopment. Second, the military base must satisfy two of seven criteria regarding physical blight. According to the Report to City Council, the OARB redevelopment sub-district meets the first test, and also meets or exceeds all seven criteria of the second test, including the following:

- unsafe or unhealthy buildings;
- obstacles to economically viable reuse;
- adjacent to or nearby incompatible land uses;
- non-conformance with subdivision, zoning, or planning regulations;
- infrastructure that does not meet existing standards;
- buildings that, when built, did not conform to codes; and
- materials or facilities that need to be removed.

Furthermore, under Community Redevelopment Law, non-military areas related to a base closure must meet a four-pronged test of blight (HSC §§ 33492.10(b), 33030, and 33031). First, an area must be predominantly urbanized, and the blighted conditions cannot reasonably be expected to be alleviated in the absence of redevelopment. Second, the area must have inadequate public improvements, parking, or utilities. Third, the area must be necessary for the effective redevelopment of the related military base. Finally, the area must satisfy one or more criteria regarding physical blight and one or more criteria of economic blight. According to the Report to City Council, the Maritime and 16<sup>th</sup>/Wood sub-districts met the first three tests, and met or exceeded criteria of the fourth test, including the criteria shown in Table 3-2.

**Table 3-2**  
**Criteria for Physical and Economic Blight**

Criteria Establishing Blight	Applied to Following Sub-District per Report to City Council	
	Maritime	16 <sup>th</sup> /Wood
<b>Physical Blight</b>		
Unsafe or unhealthy buildings	U	U
Obstacles to economically viable use of buildings or lots	U	U
Adjacent or nearby incompatible land uses		U
Lots in multiple ownership of irregular form and shape and inadequate size for proper usefulness		U
<b>Economic Blight</b>		
Depreciated or stagnant property values or impaired investments	U	U
Non-conformance with subdivision, zoning, or planning	U	U

**Table 3-2  
Criteria for Physical and Economic Blight**

Criteria Establishing Blight	Applied to Following Sub-District per Report to City Council	
	Maritime	16 <sup>th</sup> /Wood
regulations		
Infrastructure that does not meet existing standards	U	U
Buildings that, when built, did not conform to codes	U	U
Materials or facilities that need to be removed	U	U
Abnormally high business vacancies or low lease rates, high turnover, abandoned buildings, excessive vacant lots within an area developed for urban use, and served with utilities	U	U
High crime rate that constitutes a serious threat to public safety and welfare	U	U
<b>Source:</b> <i>Report to City Council: Oakland Army Base Redevelopment Project</i> (HEG, 2000).		

Within the OARB and 16<sup>th</sup>/Wood sub-districts, conditions of blight are widespread. Generally, within the Maritime sub-district, conditions of physical blight were concentrated at the former FISCO site, at the time the Redevelopment Plan was drafted. This site is currently undergoing redevelopment under previously certified environmental review (Port of Oakland 1998 and 1999; Corps and Port of Oakland 1998) and construction is nearly complete. Details of ongoing and future Port facility modernization in the Maritime District evolve on a facility-by-facility basis, and the modernization of each specific facility has been and will continue to be implemented by and under the control of the Port under separate project-level approval and environmental review.

### 3.3.3 Objectives

In developing the Redevelopment Plan, the City identified objectives for redevelopment of the entire project area. In addition, through the OARB base reuse planning process, the City and community collaboratively identified additional objectives for redevelopment of the OARB, especially the City's Gateway development area. The Port has also identified objectives specific to the Port development area and Maritime sub-district, as shown in Table 3-3.

**Table 3-3  
Redevelopment Objectives**

Objective	Applies to the Following		
	Gateway development area	Maritime sub-district and Port development area	16 <sup>th</sup> /Wood sub-district
Alleviate economic and social degradation due to closure of OARB	U	U	U
Eliminate blighting influences	U	U	U
Create a vibrant and balanced land use pattern	U	U	U
Strengthen the economic base	U	U	U
Allow for sustainable job creation	U	U	U
Expand, improve, and preserve low/moderate-income housing.	U	U	U
Provide for high-quality public/community services	U	U	U
Provide for safe, efficient, and effective movement of people and goods	U	U	U
Protect, preserve, and enhance environmental resources	U	U	U
Minimize waste generation, maximize reuse/recycling.	U	U	U
Accommodate the Port's share of regional cargo throughput in 2020		U	
Respond to trends and requirements of maritime shipping		U	
Increase Port productivity and efficiency		U	
Provide sufficient capacity to substitute for other West Coast gateway ports in the event of natural disaster or other emergency		U	
Keep competitive with other West Coast ports		U	
<b>Source:</b> Staff Report to the Oakland City Planning Commission (September 19, 2001; Case File No. DET01-06, ER01-035), included in Appendix 1 of this EIR.			

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In order to achieve district-wide redevelopment goals, all sub-districts require investment in infrastructure and improvement of investment potential. In addition, in the OARB and 16<sup>th</sup>/Wood sub-districts, substantial construction, or demolition followed by re-construction will also be required.

**3.4 LOCATION**

The project area encompasses approximately 1,800 acres in western Oakland, partially along the eastern shoreline of San Francisco Bay (Figures 1-1 and 3-1). This is the westernmost portion of West Oakland. The project area is located approximately two miles west of the central business district. The project area is roughly L-shaped. It is located adjacent to several regional transportation links, as well as to the Bay. The project area is bounded by the following:

- To the north is Interstate 80 (I-80), and the Bay Bridge touchdown (where the bridge meets land, located on a peninsula into the Bay also called the “Gateway peninsula”) and toll plaza; beyond is the Bay.
- To the northeast is the East Bay Municipal Utility District (EBMUD) Main Wastewater Treatment Plant (WWTP), a large, region-serving industrial sewage treatment facility. Beyond the WWTP is the MacArthur maze (the interchange of I-80, I-580, and I-880), and farther beyond is the City of Emeryville. To the southeast is the Union Pacific (UP) intermodal railyard and Jack London Square.
- To the south is the Inner Harbor of the Oakland Estuary; beyond is Alameda Point, another closed military installation.
- To the west are Oakland’s Middle and Outer harbors; beyond is the Bay.

The OARB sub-district encompasses approximately 470 acres. This sub-district encompasses approximately 430 acres of OARB (both the land and submerged portions of the Base, including on-Base lands currently owned by the Reserves) plus several parcels immediately adjacent to the northern boundary of OARB, between the Base and I-80, totaling approximately 39 acres. It is bounded by (clockwise from north) the Bay Bridge, I-880, the Port of Oakland, and the Bay. This sub-district comprises two development areas: the 228-acre Gateway development area is the northwest portion of the sub-district; the 241-acre Port development area is in the west and southeast portion.

The Maritime sub-district encompasses approximately 1,290 acres. The majority of this sub-district comprises that portion of the Port of Oakland dedicated to maritime use from the Outer Harbor on the west to and including Howard Terminal on the east (including Schnitzer Steel, a non-Port property), and from the Inner Harbor on the south to Berth 10 on the north. The Maritime sub-district includes the existing marine cargo terminals, the Joint Intermodal Terminal (JIT) rail facility, marine terminals recently constructed or under construction at Berths 57-59, and the Middle Harbor Shoreline Park, also under construction.<sup>15</sup> It abuts, but does not include,

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<sup>15</sup> Berths 55-59, including the Middle Harbor Shoreline Park and the JIT, are elements of the Port’s Vision 2000 program. Impacts of their construction and operation were disclosed in a certified EIR (*Berths 55-58 Project EIR*, Port of Oakland, Draft EIR 1998; Final EIR 1999; SCH No. 97102076). This program is intended to provide modern marine and rail facilities to transport containerized cargo between foreign—predominantly Asian Pacific—ports and destinations throughout the United States. The program also provides a new regional waterfront park, and substantial new public Bay access. The projects comprising the Vision 2000 Program were approved in 1999. Portions of those projects have been completed and are currently in operation; construction of the remaining portions is in progress.

Jack London Square and the Union Pacific Railroad Desert yard. This sub-district also includes areas not under the Port's ownership, including a portion of I-880 and its frontage road, Schnitzer Steel, miscellaneous parcels near 2<sup>nd</sup> and 3<sup>rd</sup> streets, and miscellaneous parcels east of I-880 between Wood Street, West Grand Avenue, and 26<sup>th</sup> Street. The area outside the Port's ownership within this sub-district totals approximately 192 acres.

The 16<sup>th</sup>/Wood sub-district encompasses approximately 41 acres. This sub-district is located roughly between the realigned Cypress Freeway (I-880) to the west and Wood Street to the east, West Grand Avenue to the north and 7<sup>th</sup> Street to the south. The area includes the old Southern Pacific Railroad (SPRR) station (also known as the Amtrak station), as well as the Phoenix Iron Works site.

### **3.5 PROJECT AREA CHARACTERISTICS**

The project area is urbanized, with some vacant parcels that at one time were industrialized. The project area, including each sub-district, also contains some parcels that are contaminated, and/or are listed on the Cortese List. The following discussion focuses on the project area's physical characteristics. Section 4.1: Consistency with Plans and Policies, and Section 4.2: Land Use, describe the planning and policy characteristics/context of the project area.

#### **3.5.1 OARB Sub-District**

With the exception of approximately 12 acres at the Gateway peninsula and several parcels above West Grand Avenue, the OARB sub-district is developed. Its focus is transportation-oriented, with highway operations and maintenance facilities, cargo container storage and maintenance facilities, ship berths and terminals, rail yards, and large warehouses. A major truck route, Maritime Street, runs southwest-northeast through the Base. Industrial transportation uses dominate. An institutional multi-story, multi-winged Army administration building (Building No. 1) is centrally located within this sub-district, along with other Army-related transportation-supporting, residential, community services, recreation, and office uses. Some of the buildings, including the large administration building, are in obvious disrepair.

The Gateway peninsula, located within the Gateway development area, is undeveloped land traversed by both overhead and underground easements, and is used occasionally for temporary storage. Two relatively small buildings exist at the peninsula: one is a Caltrans building, the other is an EBMUD dechlorination facility. In general, however, the site remains unused, and is fenced off from the remainder of the project area.

The miscellaneous parcels located within this sub-district but not within the Base are owned by a variety of owners, but primarily the Port and Caltrans. These parcels are used for such purposes as highway maintenance, container storage and materials storage, Port-related trucking operations and other storage and temporary uses.



**3.5.2 Maritime Sub-District**

The majority of this sub-district is an operating maritime cargo port, and it is dedicated almost entirely to industrial transportation uses. The sub-district contains terminals with large waterfront cranes and a variety of mobile and semi-mobile ground equipment, and railyards. Cargo containers are stacked in the terminal yards. Large transport trucks are common on the streets in this area, either actively moving cargo, or waiting in queues to enter the terminals.

The shoreline of the Middle Harbor is dedicated to public access. The 4.5-acre Port View Park exists in the southwest shoreline of the 7<sup>th</sup> Street Terminal. The approximately 30-acre Middle Harbor Shoreline Park is under construction, and will extend along the entire Middle Harbor shoreline to join with Port View Park (Port of Oakland 1999). This sub-district encompasses some inland areas not in port use.

One residential (loft) building is located within this sub-district on 2<sup>nd</sup> Street between Brush and Castro streets.

**3.5.3 16<sup>th</sup>/Wood Sub-District**

This sub-district, historically dedicated to industrial uses, is now generally underutilized. The large historic SPRR (Amtrak) station building remains, but is boarded up in a derelict state. Non-smokestack industrial and light industrial uses, such as warehousing/distribution centers, waste recycling facilities, and truck repair businesses are located in or adjacent to this sub-district, as are miscellaneous businesses located in older buildings. While there are currently no residential uses in this sub-district, such uses abut a portion of the project area, and others are directly across Wood Street from the eastern boundary of the sub-district. A portion of this sub-district is designated Port Priority Use pursuant to the Seaport Plan.

**3.6 REDEVELOPMENT ACTIVITIES**

Detailed information regarding redevelopment activities on specific parcels is, for the most part, not yet available. However, information is available regarding amendment of General Plan land use classifications and zoning, demolitions and site preparation, and major infrastructure improvements. Furthermore, stable assumptions regarding overall redevelopment densities and activities exist, and are sufficient for a general level of impact analysis and development of a mitigation program.

The redevelopment program includes the following activities:

- amendment of General Plan land use classifications and of zoning designations;
- amendment of the Port area boundary;
- approval of sub-district/development area-specific demolition, and site preparation;

- remediation of environmental impairments, including the remediation of surface and subsurface soil and groundwater contamination caused by prior releases of hazardous materials and the abatement of environmental hazards from regulated building components such as asbestos and lead-based paints;
- installation, repair and/or improvements to major infrastructure; and
- ultimate redevelopment, for which either the types of uses and maximum densities from the Reuse Plan are assumed or, for the Port, achievement of projected cargo throughput capacity as described in the amended Seaport Plan is assumed.

The following sources were used to develop information regarding proposed redevelopment:

- Redevelopment Plan:** for the entire project area, describes necessary major infrastructure improvements.
- OARB Reuse Plan** (as amended): for the majority of the OARB sub-district, describes a preferred reuse alternative, designating land uses and densities/intensities, and some major infrastructure.
- City/Port Application to BCDC for Amendment of the Bay and Seaport Plans and BCDC Amendment to the Seaport Plan:** generally describes proposed Port Priority land use designations, necessary Bay fill, seaport facilities, and the Port's share of regional cargo throughput in 2020.
- Pre-Application Discussions:** for the 16<sup>th</sup>/Wood sub-district, information from pre-application development meetings is included for approximately 23 acres proposed as the Central Station. This redevelopment activity is in the conceptual planning stages, and no application has been submitted to the City. For purposes of this environmental review, the City has made conservative assumptions based on preliminary input. The City also made assumptions regarding likely development in the remainder of the 16<sup>th</sup>/Wood sub-district.
- EIR Scoping Comments:** input received from community members, regulatory agencies, and the Port of Oakland during the EIR scoping period identifies some potential redevelopment elements and activities.<sup>16</sup>
- Environmental Reports:** Soil and groundwater investigative reports, as described in Section 4.7: Hazardous Materials, and listed in Appendix 4.7.

### 3.6.1 Amendment of Land Use Classifications and Zoning Designations

#### General Plan Land Use Classifications

Figures 3-6a and 3-6b illustrate existing and proposed General Plan land use classifications for the project area. Existing General Plan land use classifications primarily include Business Mix

<sup>16</sup> See Staff Report to the Oakland City Planning Commission (September 19, 2001; Case File No. DET01-06, ER01-035), included in Appendix 1 of this EIR. All written EIR scoping comments in their entirety, plus written summarizations of verbal scoping comments are included in Appendix 1.

1 and General Industrial/Transportation. In addition, some shoreline areas along the Middle and  
2 Outer harbors are classified Park & Urban Open Space (City of Oakland 1998).

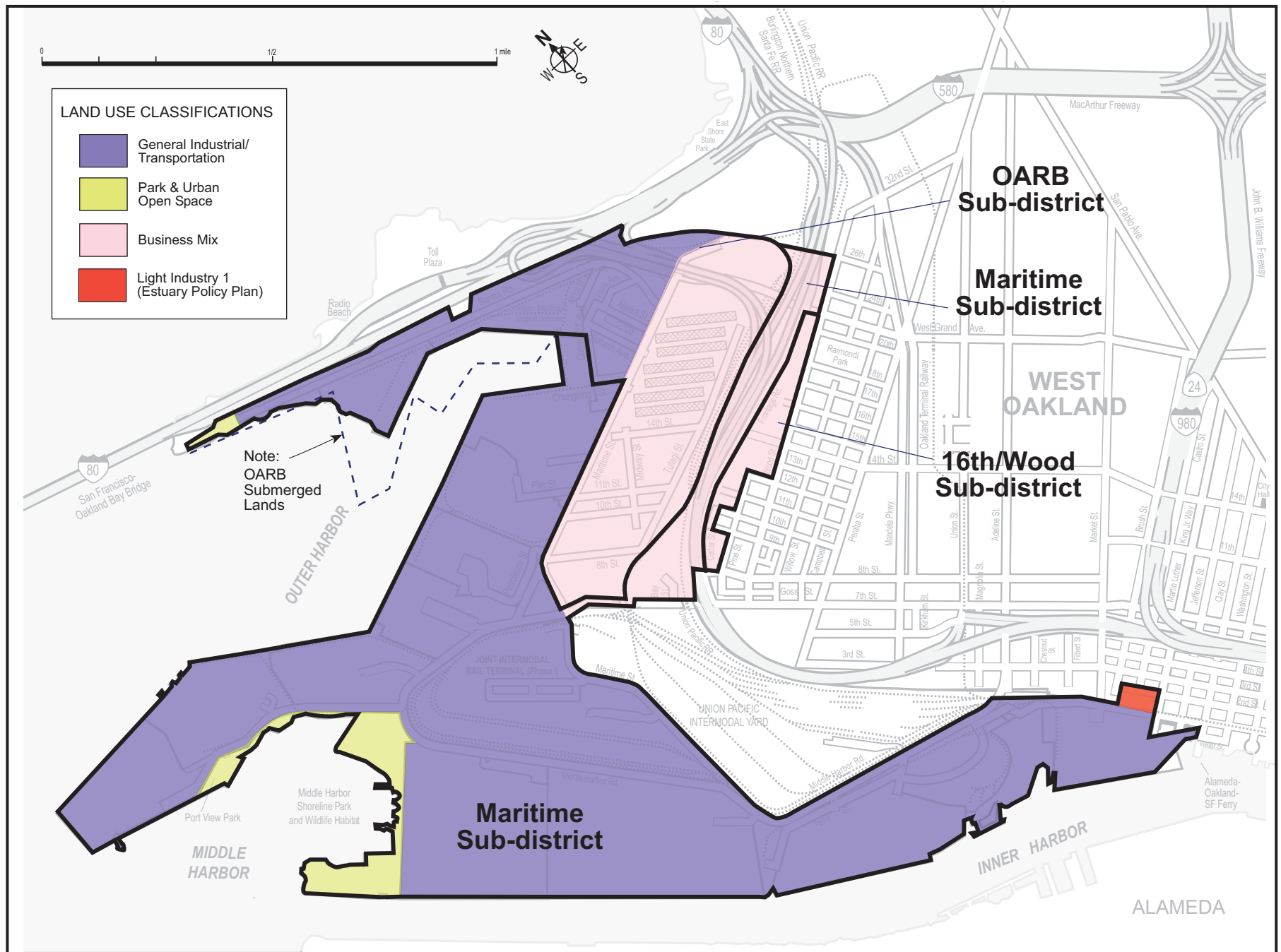
3 The Business Mix classification is intended to create and enhance areas of the City that are  
4 appropriate for a wide variety of business and related commercial and industrial establishments,  
5 and it allows for flexibility in land use decisions. With Combining Zoning, live/work uses are  
6 allowed on lands classified Business Mix. The General Industrial/Transportation classification is  
7 intended to recognize, preserve, and utilize areas of the City for a variety of business and  
8 related establishments that may have potential to create off-site impacts such as noise, light,  
9 glare, truck traffic, and odor.

10 Under the Redevelopment Plan, no new land use classifications would be added to the project  
11 area. The majority of the project area would retain its current classification, with some acreages  
12 shifting between Business Mix and General Industrial/Transportation in the OARB sub-district.  
13 In addition, some existing General Industrial/Transportation in the vicinity of the Bay Bridge and  
14 the shoreline of the Gateway development area would be reclassified Park & Urban Open  
15 Space. The City would amend land use classifications and zoning within the OARB sub-district  
16 to allow for redevelopment as envisioned in the OARB Reuse Plan.

## 17 **Zoning**

18 Currently, the entire project area is zoned Industrial (M). The OARB sub-district and the majority  
19 of the Maritime sub-district are zoned M-40 (Heavy Industrial). Two areas of the Maritime sub-  
20 district are zoned M-30 (General Industrial): immediately east of I-880 above West Grand  
21 Avenue, and immediately west of I-880 along both sides of 7<sup>th</sup> Street. The majority of the  
22 16<sup>th</sup>/Wood sub-district is zoned M-30, with a small area between 9<sup>th</sup> and 11<sup>th</sup> streets zoned M-20  
23 (Light Industrial). The majority of the 16<sup>th</sup>/Wood sub-district is additionally zoned S-16  
24 (Industrial-Residential Transition Combining Zone). The intent of this zoning overlay is to  
25 provide a compatible transition between residential and industrial zones, including joint living-  
26 work quarters. The S-16 Zone may be combined with any other zone that has a General Plan  
27 land use classification of Business Mix or General Industrial/Transportation, and abuts a  
28 residential zone, or with any industrial zone that abuts a residential zone (City of Oakland  
29 Municipal Code § 17.101.020).

30 The City is currently updating its zoning regulations to make them consistent with the General  
31 Plan. This update process is expected to conclude in the near future. As part of this city-wide  
32 zoning update, the City will re-zone the project area with new zoning designations that best  
33 match the land use classifications of the Reuse Plan and the Redevelopment Plan. These  
34 zoning designations would be consistent with the "Business Mix" and General  
35 Industrial/Transportation land use classifications, allowing such uses as Office, Research and  
36 Development, Warehouse/Distribution, and Light Industrial.



OARB Area Redevelopment EIR  
**Figure 3-6a Existing Oakland General Plan Land Use Classifications**

April 2002



At such time as specific development projects within the project area are proposed, the City will identify the appropriate new zoning designation for those uses. As part of the approval process for these subsequent development projects, the City will consider rezoning actions as determined necessary at that time. In all cases, the subsequent zoning actions shall only be approved when determined consistent with the General Plan land use classifications as described in the OARB Reuse Plan, and as discussed above.

In addition to zoning regulations, future proposed uses would have to take into consideration the level of remediation and any associated land use restrictions.

### **3.6.2 OARB Sub-District: Gateway Development Area Redevelopment Activities**

#### **Demolition, Site Preparation, and Remediation**

The Gateway development area would generally be cleared for new construction. All structures<sup>17</sup> would be demolished or de-constructed ("de-construction" consists of dismantling a structure so that historic elements and materials such as large timbers can be reused), and existing paving and concrete would be removed. Surface and subsurface contaminants would be removed, or remediated as appropriate to comply with applicable federal, state, and local requirements and processes discussed in Section 4.7: Hazardous Materials. Remediation activities will include a variety of activities, ranging from subsurface excavation and removal of impacted soils, to containment and removal of regulated building materials such as asbestos, to ongoing soil and groundwater management programs to assure the protection of human health and the environment. The area would be graded and drainage corrected. Approximately 1 acre on the Gateway development area would be filled as required for construction of the Port's New Berth 21 (see discussion in Section 3.6.4, below).

#### **Transportation Improvements**

**Realignment and Extension of Maritime Street.** To accommodate the Port's reuse of OARB, existing Maritime Street (above 7<sup>th</sup> Street) would be realigned 400 to 600 feet to the east. In order to accommodate this realignment, Maritime Street would also be extended along the Gateway development area/Port development area boundary to connect with West Grand Avenue at the current Wake Avenue intersection in a loop configuration. The City may reserve some land within the Gateway development area for right-of-way to allow construction and connection of the Maritime Street extension to West Grand Avenue.

**Access Roadway.** An access roadway would be constructed from realigned Maritime Street through the center of the Gateway development area to the Gateway peninsula. For a portion of its alignment, this roadway would constitute improvements to existing Burma Road.

**Trails.** As partial mitigation for impacts resulting from its construction of the relocated I-880 Freeway, Caltrans has committed to fund a bicycle/pedestrian spur trail from the vicinity of the

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<sup>17</sup> Wharf 7 and the majority of Wharf 6½ would remain and be reused.

MacArthur maze (Bay Bridge Distribution Structure) along Burma Road to the Gateway peninsula. Redevelopment would be designed in a manner that would not preclude Caltrans from fulfilling its commitment. In addition, redevelopment would include a Class I spine trail within the right-of-way of the new access road, connecting Maritime Street to the new spur trail in Burma Road.

#### **Utility Improvements**

**Storm Drainage.** The OARB storm drain system in the Gateway development area is in substantial disrepair due to age and settlement. Certain areas are subject to insufficient drainage and contamination from storm event and dry season flows. Storm drain upgrades would include replacement and/or rehabilitation of the existing system, and installing a network of new storm drainpipes. In addition, manholes, inlets and outfall structures with backflow gates would be replaced or repaired (EarthTech 2000).

**Sanitary Sewer.** It is anticipated that redevelopment of the Gateway development area would require installation of new sewer infrastructure, including pipes, manholes, lift stations and controls, and similar facilities. The existing EBMUD sewer outfall that passes through the Gateway development area would be retained.

**Water.** Build-out of the Gateway development area would require construction of a new looped water line system, including new fire hydrants and valves. Additionally, as part of its East Bayshore Recycled Water Project, EBMUD intends to supply the Gateway development area with high-quality reclaimed water for irrigation and possibly for industrial processes and commercial applications, as appropriate. The impacts of the construction of the reclaimed water system and use of reclaimed water were analyzed by EBMUD and are disclosed in the certified project EIR (EBMUD 2001).

**Electrical.** Overhead and underground electrical distribution systems exist throughout the OARB. Existing OARB electrical facilities, however, are insufficient to serve future development within the Gateway development area. Electrical upgrades include demolishing the existing system; installing a new underground duct bank from the Port's 115 kV/12 kV (kilovolt) Davis substation at Maritime and 7<sup>th</sup> streets to existing and new switchgear; replacing and upgrading the area main switchgear; installing a new underground duct bank for the Hetch Hetchy/Treasure Island 12 kV feeder; installing new underground electrical utility infrastructure; and installing new 12 kV pad-mounded switchgear, as necessary (EarthTech 2000).

**Natural Gas.** A new natural gas system would be installed from the existing Pacific Gas & Electric (PG&E) transmission line located on the south side of the Bay Bridge toll plaza.

**Telecommunications.** The telecommunication system presently serving the Gateway development area is insufficient to support planned future development. New infrastructure would be required to upgrade the system's capabilities, including installation of new distribution

cables, feeder cables, switches, and connections to building mainframes. Existing fiber optics feeding San Francisco must also be preserved.

**Relocation of Utilities.** As a result of the realignment of Maritime Street (see Section 3.6.3), major infrastructure located in the right-of-way of that portion of Maritime Street would be relocated, including 6-inch and 4-inch PG&E gas mains, overhead electric distribution lines, EBMUD water lines, and City storm and sanitary sewer lines. It is anticipated that these utilities would be relocated when Maritime Street is realigned.

### Build-Out Projections

The Gateway development area would be redeveloped by the ORA to provide an attractive entry to the City of Oakland, create significant new employment opportunities, and bring new industry and business to the area.

Proposed land uses and development intensities for the Gateway development area are based on the "Flexible Alternative" land use plan developed during preparation of the Reuse Plan. As its name implies, this land use program is intended to provide the flexibility to balance economic and community interests for the Gateway development area over time. The focus of development within the Gateway development area would include light industrial, research and development (R&D), and flex-office space uses, with business-serving retail space.<sup>18</sup> In addition, some warehousing and distribution facilities and ancillary maritime support facilities would be located in this area. The Gateway development area also includes commitments for public benefit uses (*i.e.*, a park, job training, and possibly homeless assistance programs). No housing is proposed within the Gateway development area. Actual development within the Gateway development area may vary over time.

**Economic Development.** Within the Gateway development area, approximately 165 acres may be available for economic development opportunities, including certain lands owned by the Port and Caltrans outside of the OARB but within the Gateway development area. According to the Reuse Plan, the maximum anticipated development potential for this area is approximately 2,347,000 square feet of new "flex" uses, including light industrial, office, R&D, ancillary (and possibly regional) retail, and warehouse/distribution. Based on gross land availability (including land needed for future roadways, pedestrian circulation, utility easements, etc.), overall development intensity for this area would be a floor-to-area ratio (FAR) of 0.35. (See Table 3-1.)

**Park.** The EBRPD has requested 15 acres of land from the Army located immediately south of the Gateway peninsula for use as a public park. This park would be visible to eastbound travelers on the Bay Bridge and would serve as the gateway to the City of Oakland. It is currently referred to as the "Gateway Park." The park would be accessible from Bay Trail spurs

<sup>18</sup> Depending on market conditions, the City may elect to include high-end retail, regional-serving retail, and/or a hotel. These uses are analyzed in *Chapter 7: Alternatives to the Proposed Redevelopment Program*.



constructed as part of both redevelopment and other activities<sup>19</sup> connecting to the waterfront, the Bay Bridge, Maritime Street, and Shellmound Street (the latter in Emeryville). Additionally, EBRPD is exploring the opportunity to acquire several additional non-OARB properties (including 4 and possibly more acres in the immediate vicinity) that may be available for expansion of this park.

A waterfront strip classified Urban Park & Open Space encompassing approximately 10 acres would access, then parallel, the shoreline in the Gateway development area. In combination with the park, this open space would provide maximum feasible public access consistent with redevelopment of the project area.

**Community/Civic.** The JATC has requested 3 acres of OARB land for a job-training facility. This organization provides job training in the building trades.

Additionally, although the preferred alternative is to locate the Homeless Assistance Accommodation program run by the Homeless Collaborative outside of the project area, this EIR examines alternatives that locate some or all of the program in the Gateway development area (Chapter 7: Alternatives to the Proposed Redevelopment Program).

**Ancillary Maritime Support.** Approximately 15 acres of the Gateway development area would be dedicated to truck parking, cargo storage, or other ancillary maritime support uses. Such uses would be located in the northwest portion of the Gateway development area, generally at a site known as the Baldwin Yard, north of West Grand Avenue and adjacent to I-80.

### 3.6.3 OARB Sub-District: Port Development Area Redevelopment Activities

#### Demolition, Site Preparation, and Remediation

The Port development area would be cleared for new construction. All existing structures would be demolished or de-constructed, and existing paving and concrete would be removed. Surface and subsurface contaminants would be removed or remediated as appropriate to comply with applicable federal, state, and local requirements and processes described in Section 4.7: Hazardous Materials. Implementation of the remediation program will commence following Base conveyance, and be integrated, as feasible, with the Port's planned infrastructure improvements and redevelopment activities. Additionally, the area would be graded and drainage would be corrected.

#### Transportation Improvements

**Realignment and Extension of Maritime Street.** To accommodate 2020 cargo throughput commitment of the Port, and operational characteristics of proposed rail facilities at the New

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<sup>19</sup> See Section 4.10: Recreation and Public Access, for a discussion of Caltrans' requirements to construct Bay Trail and other public access amenities resulting from BCDC permit conditions for the I-880 (Cypress Structure) Replacement and Bay Bridge Replacement projects.

1 Intermodal Facility, existing Maritime Street (above 7<sup>th</sup> Street) would be realigned 400 to 600  
2 feet to the east. In order to accommodate this realignment, Maritime Street would also be  
3 extended along the Gateway development area/Port development area boundary to connect  
4 with West Grand Avenue in a loop configuration. A portion of the loop would be located on the  
5 Gateway development area. Realignment would require consolidation and reconfiguration of the  
6 existing intersections of Maritime Street and of Maritime Street West with 7<sup>th</sup> Street. The  
7 reconfigured intersection would be an at-grade four-way intersection. This would require  
8 realignment of a portion of Maritime Street below 7<sup>th</sup> Street.

9 **Trails.** Design of realigned Maritime Street would include a Class I spine trail that would  
10 connect to the existing Bay Trail spur along 7<sup>th</sup> Street, to the proposed spine along the Gateway  
11 development area access road (see above), and to West Grand Avenue. This Bay Trail spine  
12 would traverse a portion of the Maritime sub-district, as well as the Port development area of the  
13 OARB sub-district.

#### 14 **Utility Improvements**

15 **Storm Drainage.** The OARB storm drain system in the Port development area is in substantial  
16 disrepair. Certain areas are subject to insufficient drainage and contamination from storm event  
17 and dry season flows. Storm drain upgrades would include replacement and/or rehabilitation of  
18 the existing system, and installing a network of new storm drainpipes. In addition, manholes,  
19 inlets and outfall structures with backflow gates would be replaced or repaired. Most runoff from  
20 the Port development area would be collected by the newly constructed storm drain system and  
21 would be conveyed to the Port's existing main pipelines (Port of Oakland 2002).

22 **Sanitary Sewer.** It is anticipated that redevelopment of the Port development area would  
23 require installation of new sewer infrastructure, including pipes, manholes, lift stations and  
24 controls, and similar facilities.

25 **Water.** Build-out of the Port development area would require construction of a new looped water  
26 line system, including new fire hydrants and valves. Additionally, as part of its East Bayshore  
27 Recycled Water Project, EBMUD intends to supply the Port development area with high-quality  
28 reclaimed water for irrigation and possibly other uses, as appropriate. The impacts of the  
29 construction of the reclaimed water system and use of reclaimed water were analyzed by  
30 EBMUD and are disclosed in the certified project EIR (EBMUD 2001).

31 **Electrical.** Overhead and underground electrical distribution systems exist throughout the  
32 OARB. Existing OARB electrical facilities, however, are insufficient to serve future development  
33 within the Port development area. Electrical upgrades may include demolishing the existing  
34 system; installing a new underground duct bank from the Port's Davis substation at Maritime  
35 and 7<sup>th</sup> streets to new substations and switchgear; installing a new underground duct bank for  
36 the Hetch Hetchy/Treasure Island feeder; installing new underground electrical utility  
37 infrastructure; and providing necessary back-up power sources (Port of Oakland 2002).

**Natural Gas.** A new natural gas system would be installed from the existing Pacific Gas & Electric (PG&E) transmission line located on the south side of the Bay Bridge toll plaza. New PG&E natural gas main and distribution pipelines would be installed in realigned Maritime Street and would extend to Port facilities (Port of Oakland 2002).

**Telecommunications.** The telecommunication system presently serving the Port development area may be sufficient to support planned future development, but would require relocation. Existing fiber optics feeding San Francisco would be preserved.

**Relocation of Utilities.** As a result of the realignment of Maritime Street, major infrastructure located in the right-of-way of Maritime Street would be relocated, including 6-inch and 4-inch PG&E gas mains, 12.47 kV overhead electric distribution lines, EBMUD water mains, and storm and sewer pipelines. These utilities would be relocated when Maritime Street is realigned.

### **Build-Out Projections**

**Relocation of Railyard Functions.** The Port intends to improve efficiencies and geometrics of its existing Joint Intermodal Terminal (JIT) rail facility, where cargo is transferred to and from trains, by relocating the functions of that facility to the eastern portion of the OARB (including the former Knight railyard) and portions of the Maritime sub-district immediately west of the Union Pacific (UP) Desert railyard, which is located immediately west of I-880. This facility is referred to as the New Intermodal Facility. Relocation and enhancement of the JIT's functions would result in longer, straighter track design, using land more efficiently than the existing JIT and would be located adjacent and parallel to existing Union Pacific (UP) rail facilities. Remediation associated with rail relocation is anticipated to occur in tandem with such relocation. In addition, the New Intermodal Facility would allow for more efficient maritime use of property closer to the marine terminals. Finally, the facility is expected to increase rail efficiencies, allowing the Port to reach the Seaport Plan's 2020 cargo throughput goals by maximizing transport by trains, rather than by truck.

The New Intermodal Facility would consist of paved and unpaved ballasted surface areas, rails and support infrastructure. Other related modifications to tail and support tracks would be required south of 7<sup>th</sup> Street for optimal operation of the New Intermodal Facility.

Existing railroad tracks crossing over 7<sup>th</sup> Street located between Maritime Street and I-880 would be reconstructed to accommodate additional railroad tracks, and vehicular traffic parallel to the tracks. In addition, existing 7<sup>th</sup> Street would be widened beneath the overcrossing railroad tracks.

**Temporary Ancillary Maritime Support.** With realignment of Maritime Street, a strip of land of approximately 44 acres would be located between the New Intermodal Facility and existing Port Outer Harbor terminals. These lands are expected to be used in the interim for ancillary maritime support (AMS) operations such as container storage, truck parking, warehousing, and

offices. Ultimately, this land is expected to be incorporated into one or more realigned and expanded Port marine terminals.

### 3.6.4 Maritime Sub-District Redevelopment Activities

#### Demolition, Site Preparation, and Remediation

Maritime sub-district activities related to OARB reuse would require demolition or deconstruction of two railroad structures, demolition of marginal wharves in the Outer Harbor, and removal of existing paved surfaces. Surface and subsurface contaminants would be removed or remediated as appropriate to comply with applicable federal, state, and local requirements and processes described in Section 4.7: Hazardous Materials. The area would be graded and drainage corrected. Approximately 3 acres would be excavated and dredged to a depth of –50 feet mean lower low water (MLLW), removing about 250,000 cubic yards (CY) of material to create new Bay surface. Approximately 2 million CY of fill would be deposited in the Outer Harbor (currently at –42 feet MLLW) to create about 29 acres of new land, or “fastland.”

#### Transportation Improvements

**Realignment and Extension of Maritime Street.** A portion of the improvements to Maritime Street discussed above are within the Maritime sub-district. Specifically, a portion of Maritime Street below 7<sup>th</sup> Street would be realigned to create a single, four-way intersection.

#### Build-Out Projections

The Maritime sub-district encompasses existing and planned maritime, rail, and park facilities on Port of Oakland property, plus miscellaneous right-of-way and other parcels not under Port control. The Port development area (including submerged lands) will provide the Port with approximately 240 additional acres. This would allow improvements in operations that are expected to result in significant efficiencies in the movement of cargo. Consolidation and realignment of areas not currently configured at peak geometry, plus modernizing improvements, would allow the Port to meet its share of cargo throughput as described in the Seaport Plan (BCDC and MTC 1982, as amended through 2001). Specifically, the Port has estimated it would achieve 24.5 million annual metric tons of container cargo throughput by the year 2020. This estimate served in part as the basis of an amendment to the Seaport Plan. Proposed components of Port development, primarily in the Maritime sub-district, are generally described below.

**Expansion/Realignment of Maritime Facilities.** The trend in terminal operations is to create operational efficiencies through expansion of storage, or “yard” areas in marine cargo terminals. This requires larger, fewer terminals, and consolidation of land areas. Another recent trend in shipping and terminal operations is the proliferation of “strategic alliances,” whereby previously highly competitive shippers have aligned with one another, exchanging equipment and sharing ship space to increase efficiencies. Usually, alliances are created between firms located on adjacent marine terminals. This physical proximity facilitates equipment and ship sharing. In

1 order to further assist these alliances, better alignment of adjacent wharf faces between  
2 terminals and flexibility in adjusting lease lines, fence lines, etc. is required. On an ongoing  
3 basis, the Port intends to consolidate and realign terminals to increase efficiencies and support  
4 alliances. Because all Port terminals have tenants, this action is accomplished as opportunities  
5 present themselves. Information regarding such consolidation and realignment is, therefore,  
6 conceptual, and subject to change. The Port does, however, intend to implement this policy until  
7 terminals are configured to tenants' preferences.

8 Partly using land freed from rail use by the relocation of the functions of the existing JIT, the  
9 Port anticipates realignment of virtually all of its existing container terminal areas and expansion  
10 of Berths 55-59. Through the realignment process, operational elements of adjacent terminals  
11 are located to facilitate common use of ships, cargo handling equipment, etc. between  
12 terminals. Such a shared arrangement can increase throughput for adjacent terminal operators,  
13 and shippers delivering to more than one terminal in a single port. Realignment generally results  
14 in fewer, larger terminals with greater upland area for more efficient cargo storage and transfer.  
15 Terminal realignment and expansion would improve the efficiency of maritime operations and  
16 provide capacity for cargo throughput expected in the Bay and Seaport plans. Information  
17 regarding Port terminal realignment and expansion is evolving, and this EIR analyzes impacts to  
18 the extent information is available regarding ultimate throughput as described in the City and  
19 Port of Oakland's application to BCDC for a Seaport Plan amendment (City and Port of Oakland  
20 2000).

21 **New Berth 21.** The Port proposes to replace existing Outer Harbor Berths 21, 20, 10, 9, and 8  
22 with a "New Berth 21." To achieve an efficient terminal and berth geometry, reconfiguration of a  
23 portion of the Outer Harbor shoreline, including both excavation and fill, would be necessary.  
24 Approximately 3 acres of new Bay surface would be created by excavation, and 29 acres of new  
25 land (fastland) would be created by fill (in part from the nearby excavation). These net 26  
26 acres<sup>20</sup> of fill are the minimum necessary to achieve efficiencies required to meet the 2020 cargo  
27 throughput projections as presented in the amended Seaport Plan (MTC and BCDC 1996, as  
28 amended through 2001). By maximizing cargo throughput using former OARB lands, the Port  
29 will eliminate the need for the previously planned Army and Bay Bridge marine terminals. The  
30 elimination of these two facilities eliminates the need for 127 acres of Bay fill previously included  
31 in the Seaport Plan.

32 **Ancillary Maritime Support.** The Port proposes to develop a Maritime Support Center (MSC)  
33 for centralized AMS operations on 75 acres located in the vicinity of the existing JIT. The MSC  
34 would house activities that directly facilitate the Port's container operations, such as container

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<sup>20</sup> Portions of areas slated for excavation and fill are located beneath marginal wharves along the shoreline of the Oakland Outer Harbor, a situation termed "covered fill." This covered fill would include approximately 1 acre within the Gateway development area. The acreages of excavation and fill in this description do not take into account covered fill, and are for the gross area of excavation and of fill. More precise quantities of cut and fill, including extent of covered fill, would be developed prior to submittal of applications for fill to the BCDC, RWQCB and Corps.

1 freight stations, truck parking, container/chassis repair, storage, trans-loading, related cargo  
2 handling and distribution operations, and Port harbor maintenance functions.

3 In addition, the Port and the City agreed in their application for Seaport and Bay Plan  
4 amendments that the Port would provide an additional 15 acres of land near the Port area  
5 designating AMS uses involving trucking (City and Port of Oakland 2001). In 2001 BCDC  
6 amended the Bay and Seaport plans by Port Priority Use to approximately 11 acres of land in  
7 the I-880 right-of-way under the elevated portion of the freeway, and approximately 10 acres of  
8 land between the I-880 right-of-way and Wood Street, so that the Port could negotiate use of  
9 these areas for AMS uses (BCDC 2001). Subsequently, the City has considered non-Port  
10 Priority uses for land below West Grand Avenue between Wood Street and I-880. If, after further  
11 property negotiations and redevelopment planning, the Port and the City identify alternative  
12 site(s) for Port AMS uses, the Port and the City will seek a further Seaport Plan amendment to  
13 designate a new Port Priority Use acreage and delete Port Priority Use from these identified  
14 properties.

### 15 **3.6.5 16<sup>th</sup>/Wood Sub-District Redevelopment Activities**

16 Development of this sub-district as proposed would require removal of Port Priority Use  
17 designation in portions of this area. Removal of that designation would require amendment of  
18 the Bay and Seaport plans.

#### 19 **Demolition, Site Preparation, and Remediation**

20 Redevelopment of the 16<sup>th</sup>/Wood sub-district may involve demolition of certain buildings,  
21 although the historic SPRR (Amtrak) Station is not expected to undergo demolition. Surface and  
22 subsurface contaminants would be removed or remediated as necessary to meet applicable  
23 legal requirements. The area would be graded and drainage would be corrected.

#### 24 **Build-Out Projections**

25 The 16<sup>th</sup>/Wood sub-district encompasses approximately 41 acres. It includes several sites that  
26 have the potential for redevelopment opportunities, including the 23-acre SPRR (Amtrak) station  
27 site and the 5-acre former Phoenix Ironworks site.

28 **Central Station.** According to pre-application discussions with City staff, a developer has  
29 presented a preliminary development concept, called "Central Station," that would include  
30 approximately 375 units of live/work space and approximately 1.4 million square feet of  
31 commercial, office, R&D, and retail space (inclusive of the live/work units). This concept plan  
32 includes restoration and reuse of the historic SPRR (Amtrak) station to include a community  
33 event space and creation of a 1-acre park. This is a preliminary development concept that would  
34 be generally analyzed in this EIR, and the concept plan may be altered or refined if subsequent,  
35 specific project applications for this site are received by the City.

**Other Development.** Other development and redevelopment plans within the remainder of the 16<sup>th</sup>/Wood sub-district are not known. Some parcels are currently for sale, but no pre-applications or applications are pending at the City. The EIR analysis assumes for purposes of cumulative impact analysis, build-out of 305,000 square feet of light industrial uses on the remaining parcels, which is consistent with the existing Business Mix land use classification identified in the General Plan.

### **3.7 OPERATIONAL CHARACTERISTICS AND ACTIVITIES**

This section describes the characteristics and reasonably anticipated activities of project area operation that could result in impacts to the environment.

#### **3.7.1 Light Industrial**

Light industrial uses are proposed for the OARB sub-district Gateway development area and the 16<sup>th</sup>/Wood sub-district. Light industrial development includes a wide variety of land uses related to fabrication, processing, assembly, and non-smokestack manufacturing. These uses generally require 10 contiguous developable acres or more and good access to interstate freeway or other interstate transportation systems. Buildings are generally one to two stories. Utility system reliability is critical, and utility demand may be moderate to high. Light industrial uses generate a moderate amount of traffic, including truck traffic. Some light industrial uses may include processes that generate air or water pollutants. Some warehousing or storage of product may occur at the site. Hazardous materials may be transported to, stored, or used at light industrial sites.

#### **3.7.2 Office and Research and Development**

Office or R&D is proposed for the OARB sub-district Gateway development area and the 16<sup>th</sup>/Wood sub-district. Office development supports business, professional services, civic administration, medical, as well as non-hazardous laboratory and non-assembly, non-hazardous R&D uses. These uses generally require 25 contiguous acres or more to accommodate a multi-story building and surface parking and excellent telecommunications facilities. Office development should be located within 60 miles of a medium- to major-sized airport. Excellent transit connections are preferred. Office uses generate a high volume of employee vehicle traffic in peak commute hours. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at office sites.

R&D development includes data processing, laser technology, communications, medical or biotechnology laboratories. In addition, R&D includes research, testing, design, development, and training for technology-focused industries such as aerospace, telecommunications, vehicles, satellites, medical, computers, electronics, and robotics. Assembly may occur on site as well. These uses generally require 5 contiguous acres or more, good access to similar facilities or a university (for access to workforce and to enhance technology transfer), and

technical equipment support services. Buildings are generally low profile, but may be multi-story. R&D uses generate a moderate amount of traffic, most related to employees. Some warehousing or storage of product may occur at the site. Hazardous materials may be transported to, stored, or used at R&D sites.

### **3.7.3 Retail**

Ancillary retail is proposed for the OARB sub-district Gateway development area and the 16<sup>th</sup>/Wood sub-district. This type of retail would support other uses at the site: restaurants for area workers, copy shops, etc. Ancillary retail requires 1,000 to 5,000 square feet, adjacent off-street parking, and access to a critical mass of customer base. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at retail sites.

The OARB sub-district Gateway development area may optionally include mid-sized, high-end retail. Such a use would be intended to attract shoppers to the site. Mid-sized retail generally requires 15 to 20 acres per store (including non-integrated parking), visibility from nearby major transportation facilities, and outstanding automobile access for a critical mass of customers. Buildings are two to five stories, and parking may be surface, or located in multi-story garages adjacent to or integrated with the main structure. Regional retail generates substantial traffic: employee and customer automobiles, delivery trucks, and trash haulers. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at retail sites.

### **3.7.4 Warehouse/Distribution**

Warehouse/distribution is proposed for the OARB sub-district. Warehouse/distribution development includes the short-term storage and transport of cargo. In the OARB sub-district, this use is currently envisioned to be located above West Grand Avenue, on a parcel known as the Subaru site. Warehouse/distribution centers are typically 250,000 or more square feet, require 20 contiguous acres or more, and must have outstanding access to the interstate freeway system. Access to additional interstate transportation systems is highly desirable. Preferred nearby support services include trucking companies, mechanics, and janitorial services. In order to achieve required internal clearances, buildings are at least 30 feet in height. Warehouse/distribution facilities usually operate 24 hours per day and generate noise and air emissions from transport trucks, ground equipment, and possibly trains. Traffic generation is moderate; a high proportion is mid-sized and large trucks. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at warehouse sites.



**3.7.5 Community/Civic**

Community/civic use is proposed at the Gateway development area of the OARB sub-district. A specific use slated for this area is the JATC job training facility. This facility is expected to have the physical characteristics of, and operate much like, a light industrial land use. It may generate minor amounts of employee and trainee automobile traffic, as well as minor amounts of truck traffic. Job training would occur during regular business hours and could generate noise similar to a construction site. Minor amounts of routine construction hazardous materials (cleaning fluids, lubricants, fuels, paints, hydraulic fluids etc.) may be transported to, stored, and/or used at community/civic use sites.

In addition to the JATC facility, this analysis assumes the job/business training and food bank elements of the Homeless Collaborative program would occur in the Gateway development area. The training component would have the characteristics of light industrial, and the food bank would have the characteristics of warehouse/distribution land uses.

Community/civic use is also proposed for the 16<sup>th</sup>/Wood sub-district. Specifically, reuse of a portion of the historic SPRR (Amtrak) station is proposed as an event center. Exact details of the types of activities planned and the capacity of the facility are not yet stable and finite; but this document assumes the center would not generate substantial traffic in the peak hour, but would generate event-specific modest amounts of automobile traffic on a periodic basis.

**3.7.6 Parks and Public Access**

Interpretive/passive recreation park uses are proposed for the Gateway peninsula area of the OARB sub-district Gateway development area, along the Gateway development area shoreline, and a minor amount of urban park is proposed in the 16<sup>th</sup>/Wood sub-district. Parks require regular maintenance (trash removal, landscape upkeep, etc.). Depending on their size, parks generally generate very minor to minor amounts of routine, non-commute hour traffic. Parks that have event facilities may generate sporadic substantial temporary event-related vehicular traffic.

Waterfront development, including parks, requires non-vehicular public Bay access for pedestrians and bicyclists. Such public access generates essentially no vehicular traffic. Activities include landscape and trail maintenance.

**3.7.7 Maritime**

Maritime use is proposed for the OARB sub-district Port development area as well as the Maritime sub-district. Maritime development is fundamentally industrial; it is the movement of cargo between water-dependent transportation and another mode of transportation (e.g., ship to truck, train to ship, etc.).<sup>21</sup> A marine terminal comprises a berth (the water area where ships

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<sup>21</sup> Almost all cargo that passes through the Port of Oakland is containerized. The amount of cargo, or “throughput,” is described as either metric tons, or—for containerized cargo—as a normalizing unit termed a twenty-foot equivalent unit (TEU). On average, one container of cargo is equal to 1.75 TEUs.

anchor), a wharf where cargo is transferred, a yard where cargo is stored, and a gate, where trucks enter and exit the terminal. A marine terminal requires contiguous waterfront land with direct access to the water, outstanding access to interstate roadways, and preferably, outstanding access to interstate rail facilities. A two-story administration building and several miscellaneous one-story buildings (e.g., repair shop, storage, etc.) are typical; large waterfront cargo cranes and a variety of yard equipment are essential to terminal operation. Marine terminal operations related to ships may occur at any time; off terminal truck activities occur Monday through Friday 8 a.m. to 4:30 p.m. Operations can generate moderate amounts of employee vehicle trips and substantial truck traffic; because terminals operate on the basis of the shipping schedule, marine terminal traffic peaks may or may not correspond with other traffic peaks. Operations generate air emissions related to ships, trucks, yard equipment, and maintenance dredging; they also generate noise primarily related to transport trucks. During operations, some container ships maintain stability by up-loading ballast water into internal tanks, and as necessary, shifting ballast water internally and/or off-loading it. In this manner, aquatic organisms from one part of the world may be introduced to another, although ocean exchange of ballast water is required for ships that discharge ballast water at the Port of Oakland. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at maritime use sites.

### 3.7.8 Ancillary Maritime Support

AMS uses are proposed for the OARB and Maritime sub-districts. Such uses may include a variety of port-related transportation-supporting facilities, including and not limited to: truck parking; container freight stations (packing and unpacking containers); container depots (container repair, cleaning, and temporary storage); U.S. Customs inspections; and agricultural inspection facilities. The facilities would attract moderate traffic, primarily truck. Since traffic would be dependent on ship activity, marine terminal traffic peaks may or may not correspond with other traffic peaks. Minor amounts of routine hazardous materials (cleaning fluids, lubricants, etc.) may be transported to, stored, or used at ancillary maritime support facilities.

### 3.7.9 Rail

Rail use is proposed for the Port development area of the OARB sub-district. Rail development is fundamentally industrial, and is the movement of cargo between rail-dependent transportation and another mode (e.g., rail to truck, ship to train, etc.). A rail terminal comprises tracks, a yard where cargo is stored, and a gate, where trucks enter and exit the terminal. An intermodal rail yard handles mainly containerized freight. A rail terminal requires at least 75 acres of contiguous land with access to interstate roadways, and access to other modes, such as ships. A two-story administration building and several miscellaneous one-story buildings (e.g., repair shop, storage, etc.) are typical; and a variety of yard equipment is essential to terminal operation. Rail terminals may operate 24 hours per day, seven days per week. Operations can generate moderate amounts of employee vehicle trips and substantial truck traffic; because terminals operate on the basis of the rail and shipping schedules, rail terminal traffic peaks may

or may not correspond with other traffic peaks. It should be noted that the truck trips generated by intermodal rail facilities occur predominantly on Port property, because these truck trips transport cargo between the rail facility and maritime facilities. Operations generate air emissions related to trains, trucks, and yard equipment; they also generate noise primarily related to trains and transport trucks. Routine hazardous materials (fuel, cleaning fluids, lubricants, etc.) may be transported to, stored, or used at rail sites.

#### **3.7.10 Live/work**

Live/work, high-density residential-commercial use is proposed for a portion of the 16<sup>th</sup>/Wood sub-district. Live/work land use usually requires excellent access to the arterial roadway system. Preferred nearby land uses include subsistence shopping (food, fuel, etc.), entertainment (restaurants), and community/civic services (transit, libraries, schools, hospitals, etc.). Buildings are generally multi-story. Live/work generates noise from vehicles and outdoor human activity, and air emissions from vehicles and in the winter from interior heating. Traffic generation from commute automobiles may be substantial in the commute peak hours, although less than with traditional high-density residential use.

### **3.8 CONSTRUCTION CHARACTERISTICS AND ACTIVITIES**

This section describes the characteristics and reasonably anticipated activities of project area construction that could result in impacts to the environment. Chapter 4: Baseline and Setting, Impacts, and Mitigation, of this EIR describes potential effects of construction,<sup>22</sup> as well as best management practices (BMPs) and mitigation measures that would avoid or substantially reduce impacts of construction. These practices and measures would be made conditions of project approval, or required to be made enforceable through contract specifications. Construction is expected to occur on a parcel-by-parcel basis, from 2002 through 2020.

#### **3.8.1 Demolition/Deconstruction and Removal/Remediation**

All existing OARB and some Maritime sub-district structures would be demolished or deconstructed, and their foundations would be removed. As described in greater detail in Section 4.7: Hazardous Materials, regulated building components such as asbestos, electric transformers, and lead-based paints, will be removed and disposed of pursuant to applicable federal, state and local requirements. Additionally, surface and subsurface environmental conditions will be remediated in accordance with applicable federal, state and local requirements.

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<sup>22</sup> Throughout Chapter 4: Baseline and Setting, Impacts, and Mitigation, "construction" includes demolition/deconstruction, removal/remediation, grading, excavating and fill activities, as well as infrastructure building and facility construction.

1 Assuming all OARB structures are removed, approximately 3.7 million square feet of existing  
2 structures would be demolished or de-constructed. The Army has identified some of these  
3 structures as contributing to the Oakland Army Base Historic District See Section 4.6: Cultural  
4 Resources.

### 5 **3.8.2 Grading, Excavation, and Fill**

6 In order to correct drainage, reduce the risk from flood or tsunami, and create sites  
7 geometrically suitable for development, site grading and land surface fill would be required. In  
8 addition, in order to develop a logical geometry for New Berth 21 in the Port development area  
9 of the OARB sub-district and a small portion of the Gateway development area, the shoreline  
10 would be reconfigured by filling 29 acres currently at a depth of –42 MLLW with approximately 2  
11 million CY of material to create fastland, and excavating 3 acres to a depth of –50 feet MLLW to  
12 create open water (a net fill of 26 acres). While the excavated material would likely be one  
13 source of approximately 250,000 CY of the required fill, the source of the remaining  
14 approximately 1.8 million CY of the fill is not currently identified. This analysis assumes that  
15 material is imported from a location in the East Bay. It is estimated that approximately 90  
16 percent of the fill material would arrive by barge, probably from maintenance dredging or from  
17 the Bay Bridge reconstruction project, and that 10 percent would arrive by truck.

### 18 **3.8.3 Infrastructure and Utilities**

19 Infrastructure and utilities include realignment of Maritime Street and utilities located within its  
20 right-of-way. Other roadway improvements and distribution utilities would be constructed as the  
21 need arises.

### 22 **3.8.4 Construction Scenario**

23 Construction methods are expected to be industry standard, and importation of specialized  
24 personnel from outside the region is not anticipated.

25 Because construction could occur over as much as 18 years, it is not practically possible to  
26 know how many personnel would be required or pieces of construction equipment would  
27 operate at any one time. It is, however, possible to broadly state that a combination of  
28 earthmovers, pile-drivers, cranes, and other heavy equipment, as well as haul and delivery  
29 trucks and personnel vehicles may be operating for months or years at a time.

30 This EIR includes a framework of BMPs and control measures for avoiding or mitigating  
31 reasonably anticipated construction impacts. These BMPs and controls focus on noise, air  
32 quality, traffic/parking, and water quality impacts; they rely in large part on policies and  
33 standards of the relevant resource and regulatory agencies. Construction BMPs and control  
34 measures are described as mitigation measures in Chapter 4: Setting and Baseline, Impacts,  
35 and Mitigation.

**3.9 APPROVALS, PERMITS, AND CONSULTATIONS**

Prior to undertaking demolition/deconstruction of structures, site preparation, or construction of improvements identified in this chapter, the ORA, City and/or Port may be required to obtain permits or approvals, or to engage in consultation with jurisdictional agencies. In addition, as subsequent redevelopment activities proceed, they may require additional permits, approvals, or consultations. Table 3-4 identifies potential discretionary regulatory requirements, and identifies agencies that may rely on the contents of this EIR to inform their discretionary decision-making process. This list may be modified from time to time, and the absence of an activity or an agency from the list does not preclude its use of this EIR for purposes of granting permits or approvals, or for engaging in consultation.

**Table 3-4**  
**Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR**

Agency	Permit/Approval/Consultation Regulatory Trigger
	Federal
U.S. Army Corps of Engineers (Corps)	Section 404 (Clean Water Act) Permit
	Bay fill
	Section 10 (Rivers and Harbors Act) Construction in Waters of the U.S.
U.S. Fish & Wildlife Service (USFWS)	Section 7 (U.S. Endangered Species Act)
	Consultation for effects to special status species related to federally-permitted (Corps) action
National Marine Fisheries Service (NMFS)	Section 7 (U.S. Endangered Species Act)
	Consultation for effects to special status anadromous species related to federally-permitted (Corps) action
State/Regional	
California Department of Fish and Game (CDFG)	CEQA review
	Effects to state-protected species
S.F. Bay Conservation and Development Commission (BCDC)	Development permit
	Fill or excavation in the shoreline band
	Amendments to Seaport Plan Priority Port Uses
Caltrans	CEQA review
	Effects to State transportation systems
Regional Water Quality Control Board (RWQCB), Region 2	National Pollution Discharge Elimination System Permit (Waste Discharge Requirements [WDRs])
	Effects to surface water quality from discharge of site runoff

**Table 3-4**  
**Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR**

<b>Agency</b>	<b>Permit/Approval/Consultation Regulatory Trigger</b>
	General Permit
	Construction on site of 3 or more acres
	Clean Water Act 401 Certification for any Clean Water Act 404 permit
State Lands Commission (SLC)	Tidelands Trust Agreement Approve exchange of Tidelands Trust to place Trust on an area east of Maritime Street and remove Trust from area west of Maritime Street
California Department of Toxic Substances Control (DTSC)	Approve Remedial Action Plan (RAP) and accompanying Risk Management Plan (RMP), Consent Agreement, FOSET, oversee post-compliance remediation program
East Bay Regional Park District (EBRPD)	Accept property from Army Approve subsequent redevelopment activities
Bay Area Air Quality Management District (BAAQMD)	Grant demolition permits, stationary source permits
<b>Local</b>	
Oakland Base Reuse Authority (OBRA)	Adopt final Reuse Plan Continue Interim Leasing Program Approve acceptance of property from Army (including execution of necessary agreements) Obtain property from Reserves (including execution of necessary agreements) Approve transfer of property to ORA/City Approve a Finding of Suitability for Early Transfer, or FOSET (including execution of necessary agreements such as Consent Agreement and Environmental Services Cooperative Agreement) Secure environmental insurance for remediation program implementation Approve and execute Tidelands Trust Agreement for exchange of Trust between properties

**Table 3-4  
Permit, Approval, or Consultation Processes that May Rely on the Contents of this EIR**

<b>Agency</b>	<b>Permit/Approval/Consultation Regulatory Trigger</b>
City of Oakland (City)	Amend Redevelopment Plan
	Amend General Plan
	Re-zone
	Approve amendment of Port area boundary
	Approve infrastructure improvements
	Issue demolition permits
Oakland Redevelopment Agency (ORA)	Issue miscellaneous land use approvals
	Amend Redevelopment Plan
	Approve acceptance of the OARB property from OBRA (including execution of necessary agreements)
	Approve transfer of property to the Port
	Approve infrastructure improvements
	Approve and execute Disposition and Development Agreement with Master Developer for the Gateway development area and/or 16 <sup>th</sup> /Wood sub-district
Port of Oakland (Port)	Implement redevelopment construction activities, including but not limited to infrastructure and remediation activities
	Approve subsequent redevelopment activities
	Recommend amendment of Port area boundary
	Approve acceptance of property from OBRA (including execution of related agreements)
	Approve and execute Tidelands Trust Agreement for exchange of Trust between properties
	Waive reversionary rights to Gateway development area property
	Obtain property from the Reserves
	Approve infrastructure improvements
	Approve demolition permits
	Approve subsequent redevelopment activities

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## 4. SETTING AND BASELINE, IMPACTS, AND MITIGATION

This chapter is organized into sections by environmental factor; 15 factors in total are evaluated. Each section first provides a brief summary then describes the study area analyzed as well as the regulatory setting applicable to that environmental factor. Each section then examines the regional and local environmental setting as well as the alternative baseline, if relevant. Finally, each section describes the impact analysis methodology, discloses specific impacts that would result from redevelopment as described in Chapter 3: Description, and recommends mitigation measures to mitigate significant impacts.

Normally, the “baseline,” the physical context in which a lead agency determines environmental impacts of a proposed action, and the environmental setting are the same, and comprise those conditions existing at the time a lead agency issues a Notice of Preparation (NOP). Under specific conditions, a lead agency may select an alternative baseline to the setting.<sup>1</sup> When a lead agency is determining environmental impacts of implementing a reuse plan for a military base, the California Environmental Quality Act (CEQA, § 21083.8.1) allows the agency to make this determination in the context of the physical conditions that existed at the time the federal decision to close the base became final. Use of an alternative baseline allows a lead agency to determine impacts of reuse relative to activity levels of an operational—rather than a closed—military facility. CEQA does not allow use of an alternative baseline where it would limit the scope of review of impacts related to hazardous or toxic materials or wastes. Moreover, a lead agency that opts to use an alternative baseline is not specifically required by CEQA to use that baseline in determining impacts for all environmental factors under investigation.

### Alternative Baseline

In this case, the NOP was issued in August 2001, which is the date of the environmental setting; Congress finalized the decision to close the Oakland Army Base (OARB) in September 1995, which is the date of the alternative baseline. It should be understood the alternative baseline applies only to the OARB sub-district, not the entire redevelopment project area, and only to the following topics:

- **Traffic**—based on probable traffic trip generation by OARB in 1995 on a circulation system that includes the reconstructed Cypress Freeway (the Cypress Freeway was not completed until 1998);
- **Air Quality**—based on available 1994 measurements for stationary source emissions and 1995 baseline traffic for mobile source emissions;

<sup>1</sup> These conditions require the lead agency to notify responsible and trustee agencies of its intention to consider an alternative baseline, to hold a public hearing on the matter, to state how the alternative baseline will be integrated into the reuse planning and environmental review processes, and to present in writing the reasons for its decision. The City has complied with these conditions, and evidence of such compliance is included in Appendix 1.



- **Water Consumption**—based on actual OARB 1995 usage;
- **Energy Consumption**—based on measured OARB 1995 demand;
- **Noise**—based on estimates of noise-generating uses and activities occurring at OARB in 1995;
- **Population and Employment**—based on total military and civilian personnel employment in 1995; and
- **Schools**—based on the estimated number of school children living at the OARB and attending public schools in 1995.

For these environmental factors, the description of the environmental setting is followed by a description of alternative baseline conditions. For those environmental factors where an alternative baseline is used for the OARB, the baseline for analysis comprises the alternative baseline for the OARB sub-district plus the setting of the Maritime and 16<sup>th</sup>/Wood sub-districts. For all other environmental factors, the baseline for analysis is the setting at the time the NOP was issued.

### **Significance Criteria and Impacts**

The City used criteria and thresholds to assist in making determinations of impact significance. The significance criteria used in this analysis were derived from the standard CEQA Initial Study checklist, as well as from standards adopted by regulatory and jurisdictional agencies for the purpose of environmental protection. Using these criteria in the context of the baseline, and considering available planning and scientific information, the City has made a determination of the significance of each impact using one of the three significance levels as defined below:

- **Significant**—it can be stated with certainty that an established criterion or threshold would be clearly exceeded.
- **Potentially significant**—an established criterion or threshold may be exceeded, but this conclusion cannot be stated conclusively.
- **Less than significant**—it can be stated with certainty that an established criterion or threshold would clearly not be exceeded.

### **Mitigation**

Mitigation measures are recommended for each significant or potentially significant impact, and the significance of the mitigated, or residual, impact is described. Adverse impact would, or might remain significant after implementation of feasible mitigation—residually significant impacts—are termed “unavoidable.”

1 In the detailed analysis of each potentially significant or significant impact of redevelopment, a  
2 brief mitigation statement is provided. Following the impact analysis is a more detailed  
3 description of each mitigation measure (in those cases where additional information is useful, or  
4 where mitigation comprises a detailed program). In the detailed discussion of mitigation  
5 measures, the work “should” or “may” indicates a preference or option for action, but not a  
6 requirement. The word “shall” indicates a required element of the mitigation measure.

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1   **4.1   CONSISTENCY WITH PLANS AND POLICIES**

2       Redevelopment would result in benefits to achievement of the goals and objectives of study  
3       area plans and policies. Redevelopment would also result in one less than significant and one  
4       significant impact. With implementation of a measure recommended in this section, the  
5       significant impact would be avoided.

6   **4.1.1   Study Area**

7       The study area for plans and policies is the approximately 1,800-acre project area.

8   **4.1.2   Regulatory Setting**

9       This section identifies adopted plans and their associated goals, objectives, and policies  
10      relevant to planning of the proposed redevelopment program. Laws, regulations, ordinances,  
11      and plans and their non-planning applicability (e.g., the Endangered Species Act) are identified  
12      and discussed in Sections 4.2 through 4.15 of this document.

13   **Federal**

14      There are no relevant federal plans or policies.

15   **State/Regional**

16      **The U.S. Environmental Protection Agency: *State Implementation Plan*; the California Air**  
17      **Resources Board: *Clean Air Plan*; The Bay Area Air Quality Management District,**  
18      **Association of Bay Area Governments, and Metropolitan Transportation Commission:**  
19      ***Ozone Attainment Plan*.** The study area is subject to major air quality planning programs  
20      required by both the federal Clean Air Act (CAA), last amended in 1990, and the California CAA  
21      of 1988. Both federal and state statutes provide for ambient air quality standards to protect  
22      public health, timetables for progressing toward achieving and maintaining ambient standards,  
23      and development of plans to guide the air quality improvement efforts of state and local  
24      agencies. The federal plan, referred to as the *State Implementation Plan* (SIP), must contain  
25      control strategies that demonstrate attainment with national ambient air quality standards by  
26      deadlines established in the federal CAA. The state plan, called the *Clean Air Plan* (CAP), must  
27      show satisfactory progress in attaining state ambient air quality standards. Deadlines are not  
28      fixed for attaining state standards. The SIP and CAP overlap and generally contain the same  
29      emissions control measures. Both plans rely on the combined emission control programs of the  
30      U.S. Environmental Protection Agency (EPA), California Air Resources Board (CARB), and the  
31      Bay Area Air Quality Management District (BAAQMD).

32      Neither the SIP nor CAP contain policies or standards regulating specific development projects.  
33      Rather, regional air quality goals are achieved primarily by imposing emission standards on

individual mobile sources that operate in the Bay Area, and by imposing emissions standards or operational limits or both on stationary sources. As plans are periodically revised, emissions forecasts and underlying information on growth are updated.

The *Ozone Attainment Plan* (the "Attainment Plan") is the regional plan for attaining ambient ozone standards in the Bay Area. The 1999 Attainment Plan was adopted by it three co-lead agencies, the BAAQMD, the Metropolitan Transportation Commission (MTC), and the Association of Bay Area Governments (ABAG), and submitted to the CARB in June 1999. CARB approved the plan in July 1999 and submitted it to the EPA. In March 2001, the EPA proposed to partially approve and partially disapprove the plan. In response, the three co-lead agencies are proposing to correct deficiencies in the 1999 plan by preparing a Revised 2001 Attainment Plan, which was adopted by the three co-lead agencies in October 2001, and submitted to the CARB and EPA for incorporation to the California SIP. At the time of its adoption, the goal of the 2001 Attainment Plan was to implement measures that would reduce ozone precursors by a total of 372 tons per day across the region. The Attainment Plan relies on the implementation of measures, rather than consistency with objectives and policies, to achieve its goal. Plan measures that would be a part of the redevelopment program are discussed in Sections 4.3: Transportation, and Circulation and 4.4: Air Quality.

**The California State Lands Commission.** The State Lands Commission (SLC) was established in 1938, with authority detailed in Division 6 of the California Public Resources Code. The SLC manages nearly four million acres of submerged land underlying the state's navigable and tidal waterways, including San Francisco Bay. These submerged lands are termed "sovereign lands." Sovereign lands are held in Public Trust, a concept of management for the public good<sup>1</sup>, and must be used only for public purposes such as fishing, ecological preservation, scientific study, and water-dependent commerce and navigation.

In addition, the state granted certain tidal and submerged lands in trust to cities and counties to develop harbors in furtherance of state and national commerce. These submerged or historically submerged lands are termed "granted lands." Major California ports, including the Port of Oakland within the study area, as well as a portion of the Oakland Army Base, are located on granted lands. The SLC monitors these lands to ensure compliance with the terms of the statutory grant. These grants encourage development of tidelands and historic tidelands consistent with the public trust, while requiring grantees to re-invest revenues produced from these lands back into the lands from which such revenues are generated.

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<sup>1</sup> Historically, the Public Trust Doctrine provided that public waterways were for "commerce, navigation, and fisheries." Later court rulings added hunting, fishing, swimming, and recreational boating, and in 1971 expanded them to include "preservation of those lands in their natural state," in order to protect scenic and wildlife habitat values. A 1983 California Supreme Court ruling (*National Audubon Society v. Superior Court*, 33 C3rd 419) held the state has an "affirmative duty to take the public trust into account" in making decisions affecting public trust resources, and also the duty of continuing supervision over these resources that allows and may require modification of such decisions.

1       **The San Francisco Bay Conservation and Development Commission: *San Francisco Bay***  
2       ***Plan*.** While its jurisdiction is regional—San Francisco Bay—the BCDC is a state agency that  
3       generally performs functions equivalent to those performed by the California Coastal  
4       Commission in those portions of coastal California not adjacent to the San Francisco Bay.

5       The McAteer-Petris Act of 1965 establishes BCDC to “. . . prepare an enforceable plan to guide  
6       the future protection and use of San Francisco Bay and its shoreline.” The outcome of that  
7       legislation, *The San Francisco Bay Plan* (the “Bay Plan”), was adopted by BCDC in 1968, and  
8       has been amended several times, most recently in April 2001 (BCDC 1968). The Bay Plan  
9       guides BCDC in its protection of the Bay and in its exercise of permit authority over  
10      development adjacent to the Bay. The Act directs BCDC to carry out its regulatory process in  
11      accord with Bay Plan guidance—comprising policies and maps—regarding protection of the  
12      Bay, its sloughs, estuaries, salt ponds, tidal marshes, managed wetlands, and other natural  
13      resources, as well as development of the Bay and shoreline to its highest potential while  
14      minimizing Bay fill. The Bay Plan specifies “justifiable filling” as that which provides substantial  
15      public benefit that could not be achieved as well without filling. The Bay Plan also has the  
16      objective of ensuring that Bay fill meets geologic safety requirements.

17      The Bay Plan defines five special land use designations called “priority uses” that are  
18      appropriate to be located at specific limited shoreline sites. The priority use designations are  
19      ports, water-related industry, airports, wildlife refuges, and water-related recreation. Therefore, if  
20      a site is designated a priority use area in the Bay Plan, it is reserved for that use. In this manner,  
21      BCDC exerts limited land use authority in priority use areas through the Bay Plan and its  
22      regulatory program.

23      In addition to these priority use areas under BCDC limited land use authority, all tidal areas of  
24      San Francisco Bay are subject to the BCDC regulatory program, and BCDC reviews and issues  
25      separate permits for filling, for dredging, and for shoreline development. Shoreline development  
26      is regulated by BCDC through its jurisdiction over a continuous 100-foot-wide “shoreline band”  
27      along the edge of the entire San Francisco Bay and related waters; the shoreline band extends  
28      100 feet inland from the line of highest tidal action. See Section 4.2: Land Use, for additional  
29      detail.

30      The Bay Plan makes findings and promulgates policies that focus on two main topics:  
31      preservation and enhancement of the Bay as a natural resource, and development of the Bay  
32      and its shoreline. In addition to policies, the plan includes maps that illustrate how policies and  
33      priority land use designations apply within BCDC’s jurisdiction.

34      The Bay Plan findings concerning ports in the Bay recognize the importance of maritime  
35      commerce to the Bay Area, and the necessity of keeping pace with changes in shipping  
36      technology, particularly the growth in containerized cargo handling. The findings recognize that  
37      necessary Bay fill for new terminals must be minimized, that port development will require

coordination with other shoreline land uses, and that local government must work to protect sufficient port lands to accommodate port-related uses. Bay Plan findings state that the *San Francisco Bay Area Seaport Plan* (BCDC and MTC [1982, as amended through 2001], see below) has been developed to coordinate the planning and development of port terminals in the Bay.

The findings and policies on shoreline development focus on physical design and provide guidelines for the BCDC Design Review Board, established in 1970. The board conducts detailed design analysis of proposed projects, with special attention to public access and related water-oriented development issues.

**The Bay Conservation and Development Commission and Metropolitan Transportation Commission: *San Francisco Bay Area Seaport Plan*.** The *San Francisco Bay Area Seaport Plan* (the “Seaport Plan”) constitutes the maritime element of the MTC’s *Regional Transportation Plan*, and is incorporated into the Bay Plan, where it forms the basis of the that plan’s port policies. The Seaport Plan assists MTC to make funding decisions and to manage the metropolitan transportation system; BCDC uses the Seaport Plan to help guide its regulatory decisions on permit applications, consistency determinations, and related matters. The Seaport Plan promotes the following goals:

- ensure continuation of the San Francisco Bay port system as a major world port and contributor to the economic vitality of the San Francisco Bay region;
- maintain or improve the environmental quality of San Francisco Bay and its environs;
- provide for efficient use of finite physical and fiscal resources consumed in developing and operating marine terminals through 2020;
- provide for integrated and improved surface transportation facilities between San Francisco Bay ports and terminals and other regional transportation systems; and
- reserve sufficient shoreline areas to accommodate future growth in maritime cargo, thereby minimizing the need for new Bay fill for port development.

The Seaport Plan recognizes that justifiable fill is likely to occur along the Oakland waterfront, in order to effectively implement port priority uses discussed in these plans. To achieve necessary cargo handling capabilities, capacity, and efficiency to meet 2020 cargo throughput forecasts, the Seaport Plan assumes potential net fill in the study area as follows:

Facility	Potential Net Fill (Acres)
New Berth 21	29
Berths 55-58	0 to 30
Total net fill	29 to 59
<b>Source:</b> BCDC and MTC 1982, as amended in 2001: Table 3	

1 The Seaport Plan assumes this is the minimum justifiable fill to achieve throughput goals.

2 Although the Seaport Plan allows for up to 30 acres of fill for Berths 55-58, that project actually  
3 resulted in a net increase in Bay surface of approximately 14.5 acres. On January 29, 2001,  
4 BCDC amended the Seaport Plan in the following major respects:

- 5 • deletion of approximately 174.4 acres of land from Port Priority Use designation, so that land  
6 could be used by the City for non-port purposes;
- 7 • addition of approximately 51 acres of land to the Port Priority Use designation primarily for  
8 port ancillary uses;
- 9 • reduction of Bay fill at Oakland to delete the Bay Bridge Site fill (110 acres) and the Army  
10 Terminal fill (17 acres);
- 11 • increase of Port of Oakland throughput projections for the year 2020 through increase of  
12 container terminal acreage and decrease in the number of projected berths from 26 to 19;
- 13 • relocation of the functions of the Port's existing Joint Intermodal Terminal to OARB property;
- 14 • addition of approximately 184 acres of OARB and Army Reserve Enclave property east of  
15 Maritime Street to Port Priority Use designation; and
- 16 • fill of approximately 29 acres for New Berth 21.

17 **Long Term Management Strategy.** The Long Term Management Strategy (LTMS) program  
18 was developed in 1990. The LTMS is a multi-agency (U.S. Army Corps of Engineers [Corps],  
19 EPA Region IX, Regional Water Quality Control Board [RWQCB], State Water Resources  
20 Control Board [SWRCB], and BCDC) regional organization with an objective to develop  
21 coordinated approaches to dredging programs, sediment studies, and cost sharing. The LTMS  
22 program outlines a program for the disposal of dredged material from San Francisco Bay over  
23 50 years. Dredging and disposal of Bay sediments, including those generated by the  
24 construction and maintenance of maritime facilities are reviewed for consistency with the LTMS  
25 program.

26 The LTMS program arose out of the San Francisco Estuary Project (SFEP), which was  
27 established through the 1987 amendments to the Clean Water Act of 1987. The SFEP was  
28 developed as a five-year cooperative effort between the EPA and State of California to promote  
29 more effective management of the San Francisco-Delta Estuary and to restore and maintain the  
30 Estuary's water quality and natural resources. The result of the effort was a Comprehensive  
31 Conservation and Management Plan (CCMP) for the San Francisco Estuary (SFEP 1993). The  
32 CCMP addresses aquatic resources, wildlife, wetland management, water use, pollution  
33 prevention and reduction, dredging and waterway modification, land use, public involvement  
34 and education, and research and monitoring program areas. For each program area, goals,  
35 recommended approaches, objectives, and actions are provided. A preliminary implementation

strategy is included that suggests ways in which state and federal agencies can contribute to financing CCMP actions.

**The Association of Bay Area Governments: *The Bay Trail Plan*.** *The Bay Trail Plan* (ABAG 1989) proposes development of a regional hiking and bicycling trail around the perimeter of San Francisco and San Pablo bays. The Plan was prepared by ABAG pursuant to Senate Bill 100 (1987), which mandates the Bay Trail to:

- provide connections to existing park and recreation facilities;
- create links to existing and proposed transportation facilities; and
- be planned in such a way as to avoid adverse effects on environmentally sensitive areas.

The Plan proposes an alignment for a 400-mile recreational “ring around the Bay.” Three main elements make up the Bay Trail system:

- The “spine” trail is the main alignment, intended as a continuous recreational corridor encircling the Bay and linking the shoreline of all nine Bay Area counties. In some areas, constraints force the spine trail inland.
- Where the spine trail does not follow the shoreline, “spur” trails provide access from the spine to points of natural, historic, and cultural interest along the waterfront.
- “Connector” trails link the Bay Trail to inland recreation sites, residential neighborhoods and employment centers, or provide restricted access to environmentally sensitive areas. Some connector trails link the Bay Trail and the Ridge Trail, another regional trail network, which travels inland, mostly along the ridges of the Bay Area’s hills.

Approximately one-third of the trail currently exists as either hiking-only paths, hiking and bicycling paths, or as on-street bicycle lanes. When complete, the Bay Trail will create connections between more than 90 parks and publicly accessible open-space areas around San Francisco and San Pablo bays. By providing access to a wide array of commercial ferries and public boat launches, the trail will establish connections to “water trails” that will enable outdoor enthusiasts to appreciate the Bay not only from the shoreline, but from the water as well.

While the trail will provide access to wetlands and other sensitive natural features along the Bay’s shoreline, ABAG and its member agencies included policies in the Bay Trail Plan specifically to protect these areas. Existing Bay fill (primarily in the form of levees) provides shoreline trail access in many locations, and trail design policies require that trail design, construction, and use be appropriate to the surroundings.

The Bay Trail Plan contains policies to guide selections of the trail route and implementation of the trail system. Plan policies fall into five categories:



- 1       • **Trail alignment policies** reflect the goals of the Bay Trail program—to develop a  
2       continuous trail which highlights the wide variety of recreational and interpretive experiences  
3       offered by the diverse bay environment and is situated as close as feasible to the shoreline,  
4       within the constraints defined by other policies of the plan.
- 5       • **Trail design policies** underscore the importance of creating a trail which is accessible to  
6       the widest possible range of trail users and which is designed to respect the natural or built  
7       environments through which it passes. Minimum design guidelines for trail development are  
8       recommended for application by implementing agencies.
- 9       • **Environmental protection policies** underscore the importance of the San Francisco Bay's  
10      natural environment and define the relationship of the proposed trail to sensitive natural  
11      environments such as wetlands.
- 12      • **Transportation access policies** reflect the need for bicycle and pedestrian access on Bay  
13      Area toll bridges, in order to create a continuous trail and to permit cross-bay connections as  
14      alternative trail routes.
- 15      • **Implementation policies** define a structure for successful implementation of the Bay Trail,  
16      including mechanisms for continuing trail advocacy, oversight and management.

17      **The East Bay Regional Park District: *Master Plan 1997*.** The East Bay Regional Park  
18      District's (EBRPD) *Master Plan 1997* ("the Plan" [EBRPD 1996]) defines the vision and the  
19      mission of EBRPD, and sets EBRPD priorities for ten years. It explains EBRPD's responsibilities  
20      and promulgates policies and guidelines for achieving established standards of service in  
21      resource conservation, management, interpretation, public access, and recreation. The Plan  
22      maintains a balance between the need to protect resources and the recreational use of  
23      parklands for all to enjoy now and in the future. The Plan sets the following priorities for the next  
24      decade:

- 25      • Continue to preserve open space as well as natural and cultural resources in regional  
26      parklands.
- 27      • Complete the acquisition and facility development program of Measure AA (a 1988 bond  
28      act).
- 29      • Complete a system-wide plan that will include an inventory of resources, unit designations,  
30      and resource prescriptions.
- 31      • Complete key park and trail projects in the eastern part of the EBRPD's jurisdiction.
- 32      • Where possible, enhance facilities, services, and programs provided by other agencies.
- 33      • Complete the missing sections of the Bay Area Ridge Trail and the San Francisco Bay Trail.
- 34      • Actively seek sponsorships, encourage volunteer activities, and form other partnerships that  
35      improve the availability of services.
- 36      • Expand camping facilities and programs and develop new sites.

- Expand interpretive and recreational programs to reach more residents dwelling within EBRPD's jurisdiction.

- Encourage local communities, agencies and organizations to create opportunities for children, youth, and families to come to the regional parks.

The EBRPD's Master Plan (1996) does not identify proposed regional parks in the project area. Through the OARB conveyance process, however, EBRPD has requested land located at the westernmost tip of the Gateway peninsula, immediately south of the Bay Bridge, for use as a public park.

**The Airport Land Use Commission of Alameda County: *Airport Land Use Policy Plan*.** The Airport Land Use Commission (ALUC) is currently undertaking revision of the Airport Land Use Policy Plan (ALUPP, adopted in 1986), in part to remove former Naval Air Station (NAS) Alameda—closed as an airfield since 1996—and its associated planning areas from the jurisdiction of the ALUC. On December 8, 1999, the ALUC amended the ALUPP via resolution to remove all references to former NAS Alameda (ALUC 1999; Alameda County 2001). The ALUPP contains policies intended to provide guidelines to the ALUC for its review of proposed local agency actions (such as project approvals), to determine whether these actions are compatible with current and anticipated airport operations. In general, the most pressing ALUC concerns and important policies of the ALUPP regard physical obstacles to air navigation, exposure of persons on the ground to accidents, hazards to flight (smoke, glare, electrical interference, etc.), and noise. Because the project area is located within the General Referral Area, any subsequent redevelopment activity that includes elements 100 feet in height or more above grade, will be referred to the ALUC for a determination of consistency with the ALUPP.

**California Regional Water Quality Control Board, San Francisco Bay Region: *Water Quality Control Plan*.** The San Francisco RWQCB shares responsibility with the State Water Resources Control Board for implementation of the federal Clean Water Act (CWA) and the state Porter-Cologne Act. The RWQCB carries out its overall mission to protect surface water and ground water of the San Francisco Bay Region primarily by:

- addressing regional water quality concerns through its Water Quality Control Plan (the "Basin Plan") and triennial updates;
- preparing new or revised policies as necessary; and
- implementing and enforcing conditions of permits issued under the National Pollution Discharge Elimination System (NPDES) Permit Program or in Waste Discharge Requirements (WDRs).

The Basin Plan describes the legal, technical, and programmatic bases for water quality regulation in the region, and contains the following:

- a listing of beneficial uses of waters within its jurisdiction the RWQCB must protect;

- narrative and numerical Water Quality Objectives (WQOs) required to protect the designated beneficial uses; and
- strategies and time schedules for achieving the WQOs.

The Basin Plan is programmatic, and WQOs are intended to result in overall high water quality within entire water bodies, and do not generally apply to individual actions. Rather, the RWQCB enforces conditions through permits or WDRs tailored for an individual action. By ensuring that each project complies with conditions or WDRs, the RWQCB ensures that each WQO for a water body is achieved.

## **Local**

**The City of Oakland: *General Plan Land Use and Transportation Element*.** The March 1998 update of the *Land Use and Transportation Element* (LUTE) of the Oakland General Plan provides a blueprint for the City's growth and development to year 2015. The LUTE identifies five distinct "showcase districts" representing the major regional economic generators located within the City: the Coliseum Area, Downtown, Seaport, Airport/Gateway, and Mixed Use Waterfront. A portion of the study area is located within the Seaport Showcase District, which generally encompasses the Maritime sub-district, and portions of the OARB and 16<sup>th</sup>/Wood sub-districts. The vision for the economic and development progress of each showcase district is grounded in one of three fundamental policy frameworks: Industry and Commerce, Downtown, and Waterfront. The Seaport Showcase District is subject to the policies of the Waterfront policy framework.

As described in Section 4.2: Land Use, the LUTE classifies land uses in the study area as either Business Mix, General Industrial/Transportation, or Park & Urban Open Space. Each of these LUTE land use classifications is also grounded in a specific policy framework.

Finally, the LUTE also identifies six distinct "planning areas" of the City, describes relatively current population, housing, and employment conditions for each planning area, and proposes improvement/implementation strategies for each area. The study area is entirely located within the West Oakland Planning Area. The LUTE identifies most of the OARB and the 16<sup>th</sup>/Wood sub-districts as slated for "growth and change," while it identifies a portion of the OARB sub-district and the entire Maritime sub-district as slated for "maintenance and enhancement." Strategies for the West Oakland Planning Area relevant to the study area include the following:

- Maintain and enhance a strong community character and identity.
- Define appropriate residential densities.
- Revitalize commercial and industrial investment.
- Foster City–Port cooperation and coordination.

- Increase public safety.
- Improve Wood and Pine streets.
- Position West Grand Avenue as the “direct” route into West Oakland.
- Improve Raimondi Park.
- Establish reuse options for the OARB.
- Develop parkland and public access at Middle Harbor and the Bay Bridge touchdown.
- Locate new Port-related trucking businesses outside of West Oakland.

The LUTE recognizes the OARB reuse process as a necessary action to fully achieve the City’s vision for the Seaport Showcase District and the West Oakland Planning Area. The LUTE supports the success of the seaport, envisions its now current and future expansion within the study area, and seeks to minimize negative externalities of such expansion on the nearby West Oakland neighborhood (City of Oakland 1998a).

The LUTE was amended in July 1998 (Resolution No. 74403 C.M.S.) to add policies to implement the Alameda County Hazardous Waste Management Plan.

**The City of Oakland: *Oakland Bicycle Plan*.** In July 1999, the City Council adopted the Oakland Bicycle Plan. Among other things, the Bicycle Plan contains a series of recommendations for bicycle parking to be included in new developments; these recommendations are anticipated to be incorporated into the zoning regulations, currently under revision.

**The City of Oakland: *General Plan Estuary Policy Plan Element*.** The *Estuary Policy Plan* (the “Estuary Plan”) is an element of the Oakland General Plan. The Estuary Plan addresses issues of shoreline accessibility and continuity, the quality and character of new development, and the relationship of the Oakland shoreline to surrounding districts and neighborhoods. The Plan includes objectives and policies intended to enhance the future of the area of Oakland located between Adeline Street, the Nimitz Freeway, 66<sup>th</sup> Avenue, and the Estuary shoreline. It calls for a system of open spaces and shoreline access that provides recreational opportunities, environmental enhancement, interpretive experiences, visual amenities, and important public gathering places.

The Estuary Plan identifies three distinct districts:

- the Jack London district, which extends from Adeline Street to Oak Street;
- the Oak-to-Ninth Avenue district, which extends from Oak Street to the Ninth Avenue Marine Terminal; and

- the San Antonio/Fruitvale district, which extends from 9<sup>th</sup> Avenue to 66<sup>th</sup> Avenue.

A one- by two-block area of the Maritime sub-district is located within the Jack London district. The relevant portion of the project area is bounded by Brush Street, 2<sup>nd</sup> Street, Martin Luther King, Jr. Way, and the Embarcadero.

**The City of Oakland: General Plan Open Space, Conservation, and Recreation Element.**

The foundation of the Open Space, Conservation, and Recreation Element of the Oakland General Plan (the OSCAR), adopted in 1996, is a set of increasingly specific goals, objectives, policies, and actions. Goals are broad vision statements; objectives are more specific ends for pursuit; policies are guidance sufficiently specific to guide day-to-day decision making; and actions are very specific measures to be taken to implement policies. The OSCAR organizes a framework for evaluating resources and implementing policies and actions as follows:

- I. Open Space
  1. Open Space Land Uses
  2. Shoreline and Creeks
  3. Open Space for Community Character
- II. Conservation
  1. Earth Resources
  2. Water Resources
  3. Plant and Animal Resources
  4. Air Resources
  5. Energy Resources
- III. Recreation
  1. Park Land Use
  2. Park Operations
  3. Human Resources
  4. Funding

The OSCAR defines 12 distinct planning areas, and sets forth a strategy for each that recommends specific priorities to be considered during decision making. The strategies are not binding, and they are flexible and fluid in nature, intended to change in response as future opportunities or constraints present themselves. The study area is located within two OSCAR planning areas: West Oakland and the Harbor. Relevant or potentially relevant recommended strategies include the following:

- Improve access to the shoreline, including construction of the Bay Trail, with spurs along Maritime Street and 7<sup>th</sup> Street/Middle Harbor Road. Create stronger links between the waterfront and West Oakland. Note that a spur trail along 7<sup>th</sup> Street and Middle Harbor Road between the Union Pacific (UP) rail overhead and the Middle Harbor Road/Maritime Street intersection is currently under construction as part of the Port of Oakland's Vision 2000 Program.
- Continue street planting efforts and other programs to "green" West Oakland.

- Improve the eastbound Bay Bridge “gateway” to Oakland (that land within the OARB sub-district immediately south of the Bay Bridge touchdown). Note that planning for reuse of the OARB has consistently included use of this area as a park and visual gateway to the City of Oakland.
- Explore possible use of finger piers and the Middle Harbor for shoreline access and recreation; pursue development of a small historic shoreline park at the Union Point (Western Pacific) mole. Note the entire shoreline of Middle Harbor, as well as the Inner Harbor Shoreline of the Western Pacific mole, are currently under construction as a regional shoreline park—the Middle Harbor Shoreline Park—as part of the Port of Oakland’s Vision 2000 Program. The new park will include interpretive opportunities regarding cultural and historic resources.
- Establish visitor observation areas and promote public awareness of the economic importance of the Oakland shoreline. Note that an element of the new Middle Harbor Shoreline Park will be maritime interpretive opportunities.

**The City of Oakland: General Plan Historic Preservation Element.** The Historic Element of the General Plan was adopted in 1994 and amended in 1998. The element sets forth a historic preservation strategy that seeks to promote preservation of a wide range of properties and districts in a manner reasonably balanced with other concerns and consistent with other City goals and objectives. The Historic Element recognizes that Oakland is home to a rich array of significant older properties that set it apart from other California cities, and that preservation and enhancement of these properties could contribute positively to Oakland’s economy affordable housing stock, image, and quality of life.

The Historic Element identifies two local landmarks within the 16<sup>th</sup>/Wood and Maritime sub-districts: the Southern Pacific Railroad (SPRR) Station at 16<sup>th</sup> and Wood streets (also known as the Amtrak Station), and the Southern Pacific mole westerly terminus at the end of 7<sup>th</sup> Street. Development affecting either of these resources would be subject to policies of the Historic Element. It also identifies the OARB Historic District and former Fleet and Industrial Supply, Oakland (FISCO) site (no longer extant) as Areas of Primary Importance.

**The City of Oakland: General Plan Housing Element.** The Housing Element (City of Oakland 1992) addresses three major goals:

- Ensure every Oakland family has the opportunity to live in a sound housing unit, large enough to accommodate its members at a reasonable cost relative to its income, and free from non-economic constraints on its freedom of selection.
- Provide for the housing needs of all economic segments, age groups, and household types.
- Ensure a reasonable balance of housing according to occupancy type, dwelling type, price, density, type of amenities, and location.

The City has developed policies (included in Appendix 4.1 of this document) that are a part of the Housing Element to address five major problems:

- substandard housing;
- overcrowding;
- problems of low- and moderate-income households;
- over-concentration of publicly-assisted housing; and
- discrimination in housing.

**The City of Oakland: *Environmental Hazards Element*.** This element defines, identifies, and discusses environmental hazards, structural hazards, and areas subject to these hazards (City of Oakland 1972). Environmental hazards are classified as geologic, fire, and flood. Structural hazards are classified as residences, commercial/industrial buildings, public buildings, and utility and transportation facilities. The environmental Hazards Elements included two goals:

- Minimize loss of life, injuries, and damage to property, of Oakland citizens resulting from natural disasters.
- Recognize natural environmental hazards in planning for the City's future development.

**The City of Oakland: Municipal Code, Title 17: Planning, Chapter 17.01: General Provisions of Planning Code and General Plan.** In accordance with Section 17.01.030 of the Planning Code of the Oakland Municipal Code (OMC), no activities or facilities may be established, substituted, expanded, constructed, altered, moved, painted, maintained, or otherwise changed, and no lot lines created or changed, except in conformity with the Oakland General Plan, or except as expressly provided by the Planning Code. The requirement for activities or facilities to conform with the Oakland Zoning Regulations (which are found at OMC §§ 17.07-17.154) is established by OMC 17.07.060. In accordance with Section 17.01.050, should an express conflict between the Oakland General Plan and the Zoning Regulations occur, the requirement for General Plan conformity supercedes the requirement for conformity with the Zoning Regulations. The Director of City Planning determines if a specific proposal conforms with the General Plan.

The Oakland City Planning Commission adopted Guidelines for Determining Project Conformity with the General Plan and Zoning Regulations (City of Oakland 1998b, as amended through 2001). These guidelines describe procedures for deciding if an action is consistent with the General Plan; they also describe procedures to follow when the General Plan and Zoning

Regulations conflict. Factors considered when determining conformity with the General Plan include the following<sup>2</sup>:

1. The relevant General Plan land use classification(s). Conformity of proposed uses with General Plan land use classifications is the primary measure of conformity.
2. The relevant Zoning district(s). Conformity of proposed uses with Zoning District designations is a secondary measure of conformity.
3. The activity(ies) and facility type(s). The City's Guidelines identify conforming activities and facilities for each General Plan land use classification.
4. The intensity (or density) of development. The City's Guidelines establish maximum densities for development in each General Plan land use classification. Maximum floor-to-area ratio and density (in principal units per net acre) are also given an assumed net-to-gross ratio, a maximum density in principal units per net acre, and a minimum square footage of site area per principal unit.
5. The possible combinations of conformity are as follows:

		<b>Zoning/Subdivision Regulations</b>		
		<b>Permitted</b>	<b>Conditionally permitted</b>	<b>Not permitted</b>
<b>General Plan</b>	<b>Clearly conforms</b>	Permitted outright	CUP	Allowed w/ Interim CUP or re-zoning
	<b>GP silent, not clear on conformity</b>	Permitted outright	CUP	Not allowed
	<b>Clearly does not conform</b>	Not allowed	Not allowed	Not allowed



Express conflict between the General Plan and Zoning Regulations; General Plan prevails.  
**Source:** City of Oakland 1998b, as amended through 2001.

Figure 3-6b (Chapter 3: Description) depicts General Plan land use classifications as proposed under redevelopment: Business Mix, General Industrial/Transportation, Parks & Urban Open Space, and Light Industrial 1 (the latter classification is specific to the Estuary Policy Plan area). With amendment of the General Plan as proposed under redevelopment, all land uses would clearly conform to the General Plan, or the General Plan is silent on their conformity.

<sup>2</sup> If a proposed action is located within the Port Area, the Port makes a determination of conformity, with input from the Planning Director (Resolution 74129, CMS, February 1998).



The Oakland zoning code is in revision, and a new zoning system in development. While some activities and facilities proposed under redevelopment would not conform to existing zoning, re-zoning of the area, currently underway, would be consistent with proposed redevelopment as presented in Chapter 3: Description. Should subsequent redevelopment activities be proposed before re-zoning is complete, each would be evaluated for its conformity with zoning. Should the subsequent activity not conform to current zoning, the activity would be modified to conform, the site would be re-zoned under the existing system, or a variance would be granted.

Maximum development intensities in the project area are as follows:

<b><u>Land Use Classification</u></b>	<b><u>Floor-Area Ratio</u></b>
Business Mix	4.0
General Industrial/Transportation	2.0
Urban Park & Open Space	Not Applicable
Light Industrial-1	2.0

Based on buildout projections as presented in Chapter 3: Description, redevelopment as proposed would conform to allowable development densities/intensities.

#### **4.1.3 Regional Setting**

See Regulatory Setting, above.

#### **4.1.4 Local Setting**

See Regulatory Setting, above.

#### **4.1.5 Impact Analysis Methodology**

This analysis identifies existing plans and their objectives, goals, and policies relevant to the redevelopment program. The analysis then evaluates whether the redevelopment program described in Chapter 3: Description is consistent with plans and policies intended to protect the environment. Relevant objectives, goals, and policies are included as Appendix 4.1.

In addition, pursuant to OMC 17.01.030, redevelopment as proposed in Chapter 3: Description, was evaluated to determine if it conforms with proposed General Plan land use classifications, density or intensity standards, and relevant General Plan policies. Because completion of the City's update to its zoning regulations (making them consistent with the General Plan) is expected to conclude in the near future, and the project area would be appropriately re-zoned at that time, the redevelopment program was not evaluated for its conformity with current zoning, but rather with the General Plan (with which the zoning must be consistent). Land use re-classification is a part of redevelopment as proposed, and the evaluation of potential

subsequent redevelopment activities shows they would conform to the proposed General Plan land use classifications, as well as the allowable density and intensity standard of those classifications. Regarding conformance with General Plan policies, Appendix 4.1 includes a listing of General Plan policies relevant to redevelopment as proposed. The evaluation of these policies and the program, as included in that appendix, shows that redevelopment would be consistent with the policies, objectives, and goals of the General Plan.

### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Fundamentally 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, and actually result in a physical change in the environment.

#### **4.1.6 Impacts**

##### **Benefits**

Redevelopment is not only consistent with, but would directly and positively achieve the intent of several plans and policies as follows:

- The Bay Plan:** Redevelopment of the Gateway and Port development areas, creation of the waterfront park at the Gateway peninsula, and removal of contaminated storm sewers as proposed achieves the intent of Bay Plan policies regarding fish and wildlife, water quality, water-related industry, ports, recreation, and public access.
- The Seaport Plan:** Redevelopment of the Port development area and Maritime sub-district as proposed achieves the intent of Seaport Plan policies regarding cargo forecasts, Port priority Use areas, marine terminals, and specific policies designated for the Port of Oakland.
- The Bay Trail Plan:** Redevelopment of the OARB and Maritime sub-districts as proposed achieves the intent of Bay Trail Plan policies regarding trail alignment and transportation access.
- The East Bay Regional Park District Master Plan:** Implementation of the Gateway park and public access features as proposed achieves the intent of Master Plan priorities regarding preservation of open space and natural and cultural resources in regional parklands; and completes the missing sections of the San Francisco Bay Trail.
- The Basin Plan:** Removal or remediation of contaminated storm sewers located in the OARB sub-district achieves the mission of the RWQCB and Basin Plan to protect surface water of the San Francisco Bay Region.

- **The Oakland General Plan Land Use and Transportation Element:** Redevelopment as proposed achieves objectives and associated policies of the LUTE regarding the following: expansion and retention of the Oakland job base and economic strength; provision of adequate infrastructure; reduction of truck effects on local neighborhoods; encouragement of waterfront access; creation of a high-quality natural and built waterfront environment; promotion of the Port of Oakland; provision of commercial areas; construction of housing; and reduction or elimination of hazardous wastes. Although the proposed project is not expected to require new hazardous waste storage, treatment, or disposal facilities in the area, any such facilities shall comply with applicable requirements.
- **The Oakland Estuary Plan:**<sup>3</sup> Redevelopment of the Gateway development area as proposed, including public access and parkland, achieves objectives and associated policies of the Estuary Plan regarding the following: provide public activities oriented to the water; develop the Estuary area in a way that enhances Oakland's long-term economic development; create clear and continuous public access along the Estuary; punctuate the shoreline with a series of parks and larger open spaces; enhance natural areas along the waterfront; improve and clarify regional access to Oakland's waterfront; and improve pedestrian and bicycle circulation.
- **The Oakland General Plan Open Space, Conservation and Recreation Element:** Redevelopment as proposed would achieve objectives and associated policies of the OSCAR regarding the following: develop a trails system; increase public access to the waterfront; improve visual quality; develop civic open spaces; provide street trees; and protect and promote beneficial use of nearshore waters.
- **The Oakland General Plan Historic Preservation Element:** Restoration and preservation of the SPRR (Amtrak) Station and 16<sup>th</sup> Street Tower achieve goals and associated policies of the Historic Preservation Element regarding the following: the use of historic preservation to foster economic vitality and quality of life, and to preserve, protect, and enhance, perpetuate, use, and prevent unnecessary destruction or impairment of properties of special value or interest.

## **Impacts**

- Impact 4.1-1:** Fill to create fastland for New Berth 21 plus a nominal portion of the adjacent Gateway development area, and potential minor fill for Gateway Park shoreline stabilization may conflict with Bay Plan objectives and policies.
- Significance:** Consistent with Bay and Seaport Plans, but resulting environmental impacts may be significant (see sections regarding traffic (4.3), air quality (4.4), biology (4.12), geology (4.13), and water quality (4.15).
- Mitigation:** Mitigation is not warranted.

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<sup>3</sup> While only a small portion of the project area is located within the Estuary Policy Plan Area—two blocks of the Maritime sub-district—the Gateway development area represents the first waterfront property controlled solely by the City. For this reason, the City may elect to apply policies of the Estuary Plan to the Gateway development area, and this analysis evaluated redevelopment for conformity with the Estuary Plan.

As illustrated by Figure 4.1-1, approximately 29 gross acres of solid and covered fill would be placed to create fastland for New Berth 21. Approximately 7 acres of the fill would be located in areas currently occupied by marginal wharves, which represent covered fill. A minor portion of this fill (less than one acre) would be located within the Gateway development area, and the remainder within the Port development area. Approximately 3 acres of excavation would occur to create the new berth, resulting in a net total fill of approximately 26 acres (both solid and covered fill). This proposed 26 acres of net fill represents a substantial reduction in the 153 acres of fill for marine terminals previously allowed under the Bay and Seaport plans for development of the Oakland Outer Harbor. Approximately 110 acres of previously allowed fill near the Bay Bridge and 17 acres of previously allowed fill at the Army Terminal would not occur. Therefore, redevelopment as currently proposed would result in a net reduction of approximately 127 acres of Bay fill.

Under high tide and storm conditions, the Outer Harbor shoreline of the Gateway peninsula is inundated to an access road that longitudinally traverses the site. In order to obtain the maximum useable site, reduce potential maintenance costs, avoid shoreline erosion, and increase the area of public access amenities, EBRPD may stabilize the Outer Harbor shoreline via revetment or other stabilizing means that would constitute Bay fill. Should EBRPD decide to stabilize the shoreline via fill, it could result in a shoreline fill of approximately 2,800 linear feet.

Bay Plan policies require that surface area and total volume of Bay water be kept as large as possible, and that filling should be allowed only for purposes of providing substantial benefits, and only if there is no reasonable alternative to filling. Policies regarding shoreline protection and erosion control state that such activities should be authorized if a project is necessary to protect the shoreline, the type of protection is appropriate to the site and erosion conditions, and the protection is properly designed. Because these fills would be the minimum necessary to achieve their purpose, and because no reasonable alternatives to the fills would accomplish their purpose, fill for New Berth 21 and a minor portion of the adjacent Gateway development area, and potential fill for the Gateway park shoreline do not fundamentally conflict with policies of the Bay Plan. (Sections 4.12: Biological Resources, and 4.15: Surface Water, include measures to mitigate physical impacts of Bay fill; analysis of construction traffic, air, and noise [Sections 4.3, 4.4, and 4.5, respectively] take into account impacts of Bay fill construction.)

Even for the minimum allowable fill consistent with Bay Plan policies, BCDC requires compliance with permit conditions compensating for the loss of Bay volume and surface area. When and if the Port of Oakland, the EBRPD, or proponents of other subsequent redevelopment activities propose fill that complies with objectives and policies of the Bay Plan, and yet would reduce the volume of surface area of Bay waters, they may be required to compensate for that reduction in accordance with permit conditions established by BCDC prior to construction of the fill. The Port of Oakland's Vision 2000 Berths 55-58 Project resulted in a net increase in Bay surface of approximately 14.5 acres (per BCDC permit 7-99, as amended through April 26, 2000), and a net increase in Bay volume of approximately 1.6 million cubic



yards. Permitting agencies may consider these net increases when imposing conditions on Bay fill for the Port's New Berth 21 action.

**Impact 4.1-2:** Proposed land uses in a portion of the 16<sup>th</sup>/Wood sub-district would be fundamentally inconsistent with Seaport and Bay plan Port Priority Use designations.

**Significance:** Significant

**Mitigation 4.1-1:** Amend the Bay and Seaport plans to eliminate, where necessary, Port Priority Use designations within the 16<sup>th</sup>/Wood sub-district.

**Residual Significance:** Less than significant

The Bay and Seaport plans as amended through 2001 designate a portion of the 16<sup>th</sup>/Wood sub-district as Port Priority Use. Such a designation requires land uses that are directly supportive of maritime activities. The Priority Use designation encompasses land between I-880, Wood Street, West Grand Avenue, and 16<sup>th</sup> Street. The redevelopment program proposes live/work, office, and ancillary retail in this area. These uses are not considered Port Priority uses, and are fundamentally inconsistent with that designation. This inconsistency is considered a significant impact. With implementation of Mitigation Measure 4.1-1, the inconsistency would be eliminated, and the residual impact would be less than significant.

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**Impact 4.1-3:** Loss of all structures contributing to a historic district, and loss of the district itself may conflict with Oakland General Plan Historic Preservation Element goals and policies.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

As discussed in detail in Section 4.6: Cultural Resources, all structures of the OARB Historic District would be demolished to allow redevelopment of the Gateway and Port development areas of the OARB sub-district. Goals of the General Plan require that unnecessary loss of such resources not occur, and that such resources be used to foster economic vitality and enhance the quality of life in Oakland. In addition, certain Historic Preservation Element policies state that preservation and adaptive reuse of historic resources should occur to the extent consistent with other Oakland General Plan policies. Preservation and/or adaptive reuse of historic resources at the OARB sub-district is partially or fundamentally inconsistent with the following General Plan Policies:

- LUTE Policy I/C.1: Attract new business.
- LUTE Policy I/C.4: Invest in economically distressed areas of Oakland.
- LUTE Objective I/C5: Maximize economic utility, employment generation, and citywide benefit of closed military facilities.
- LUTE Objective T1: Provide adequate land for needs of rail, shipping, etc.
- LUTE Policy T1.1: Support the Port's efforts to as a primary port of call for the West Coast.
- Hazards Element: Employ the most current seismic design criteria in construction.

As they apply to redevelopment of the OARB sub-district to its full, safe land use and economic potential, the policies of the Hazards Element and the LUTE have the potential to compete with policies of the Historic Preservation Element. Language contained in policies of the Historic Preservation Element recognize this tension regarding preservation and adaptive reuse, and therefore indicate consistency with policies of the Historic Preservation Element should occur to the extent such consistency does not create inconsistencies with other General Plan policies. For this reason, although loss of historic resources in the OARB sub-district appears to be inconsistent with policies of the Historic Preservation Element, this analysis concludes it does not constitute a fundamental conflict, and the impact is considered less than significant. Note that Sections 4.6: Cultural Resources, and 4.11: Aesthetics, acknowledge the loss of structures to be a significant impact, and recommends measures to mitigate the physical impacts to historic resources, but not to levels that are less than significant.

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**4.1.7 Mitigation**

Implementation of the following mitigation measure shall avoid the impact of redevelopment related to plan consistency.

**Mitigation 4.1-1:** Amend the Bay and Seaport plans to eliminate, where necessary, Port Priority Use designations within the 16<sup>th</sup>/Wood sub-district.

This measure applies to Impact 4.1-2.

When plans for the Port's 15 acres of AMS uses are finalized, the City and Port shall make application to BCDC to amend the plans to remove Port Priority designation from some or all of the 16<sup>th</sup>/Wood sub-district. The City and Port shall demonstrate to BCDC that 2020 throughput projections can be achieved without use of this area for Port Priority uses.

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**4.2 LAND USE**

Redevelopment would result in benefits to study area land use, as well as one potentially significant impact related to land use compatibility. With implementation of measures recommended in this section, this impact would be mitigated to a level that is less than significant.

**4.2.1 Study Area**

The study area for land use is the approximately 1,800-acre project area, plus adjacent and nearby land uses that may affect or be affected by redevelopment.

The Oakland Army Base (OARB) area project area is located within the corporate limits of the City of Oakland. It is also within the land use jurisdiction of several entities, as illustrated by Figure 4.2-1. Some land use jurisdictional boundaries would be reconfigured as a part of redevelopment.

**4.2.2 Regulatory Setting**

The following identifies relevant land use regulations, laws, and documents. Specific relevant policies of planning and land use documents are discussed in Section 4.1: Consistency with Plans and Policies.

**Federal**

There are no relevant federal laws, regulations, or policies regarding land use.

**State/Regional**

**California Constitution.** Article XI, Section 7 of the California State Constitution is the primary authority for cities and counties to regulate land use. California State Planning and Land Use Law (Government Code § 65000 *et seq.*) sets forth minimum standards to be observed in local land use regulatory practices, reserving in cities and counties the maximum degree of control over such matters.

The state mandates local land use permitting agencies to have general plans (Government Code § 65000 *et seq.*). The general plan has been likened to a “constitution,” governing development in the jurisdiction. There are few regional requirements for plan consistency between counties and cities. The general plan land use element delineates the general distribution, location, and extent of local development patterns and land use. See discussion of the City of Oakland’s jurisdiction, below.

Section 4.1: Consistency with Plans and Policies, describes the land use authority of two state agencies, BCDC and the California SLC, in the study area.



**Airport Land Use Commission of Alameda County.** The ALUC exerts authority over in-county development to ensure its compatibility with existing and planned air transportation operations. In December 1999, the ALUC amended the *Airport Land Use Policy Plan* via resolution to remove reference to the nearby former Naval Air Station (NAS) Alameda (ALUC 1999; Alameda County 2001). See Section 4.1: Consistency with Plans and Policies, for full discussion of the Airport Land Use Policy Plan.

**The East Bay Regional Park District.** The EBRPD is charged with developing and operating a regional recreation/park/public access system for the East Bay. The EBRPD's Master Plan (1996) does not identify proposed regional parks in the project area. However, EBRPD has requested land located at the westernmost tip of the Bay Bridge touchdown peninsula for use as a public park. See Section 4.1: Consistency with Plans and Policies, for full discussion of EBRPD's Master Plan.

### **Local**

The OARB, entirely located within the project area, is currently under concurrent federal (U.S. Army) and City jurisdiction. A portion of the project area is located within the current Port of Oakland area boundary, and as such, is not subject to City of Oakland zoning under the City Charter; however, activities on Port land within the City of Oakland must demonstrate conformance with the City's General Plan.

**City of Oakland.** The most relevant local land use document is the City of Oakland's General Plan—in particular, the Land Use and Transportation Element (1998a) (LUTE). The project area is located entirely within the West Oakland Planning Area of the LUTE. The project area is identified as an area slated for growth and change; with reuse of OARB and the Amtrak (formerly Southern Pacific Railroad [SPRR]) station site and key elements of the overall West Oakland improvement strategy (City of Oakland 1998a).

The LUTE further describes the structure of Oakland as follows:

- Five distinct "Showcase Districts" represent the major regional economic generators located within the City.
- Major "City Corridors" are thoroughfares whose original purpose was to link areas of the City, prior to establishment of the regional freeway system.
- Numerous "Neighborhoods and Activity Centers" are the focus of commerce, civic activity, and community identity throughout the City.
- Nine "Transit Oriented Districts" are intended to take advantage of major region-serving public transportation hubs—the eight Oakland Bay Area Rapid Transit (BART) stations and the Eastmont Town Center Alameda County Transit (AC Transit) hub.



1 A portion of the project area is located within the Seaport Showcase District. A relatively short  
2 segment of West Grand Avenue, an east-west trending City Corridor, traverses the northern  
3 portion of the project area. The West Oakland Prescott Neighborhood is adjacent to the  
4 16<sup>th</sup>/Wood sub-district. The West Oakland BART station, a Transit-Oriented District, is located  
5 north of the southern portion of the project area; the City is planning a transit village for that  
6 area.

7 A key portion of the LUTE is the land use diagram that illustrates potential future development in  
8 Oakland. The land use diagram depicts 15 different land use classifications that represent the  
9 type and intensity of allowable future development. Each classification establishes allowable  
10 intensity and/or density maximums, and each is additionally described in terms of intent, as well  
11 as desired character and uses.

12 The Oakland Planning Code (Title 17 of the Oakland Municipal Code) identifies 37 different  
13 zones and associated regulations that define all or some of the following for each zone:

- 14 • permitted, conditionally permitted, and prohibited activities and facilities;
- 15 • design review for specific facilities;
- 16 • special regulations or performance standards for specific facilities or activities;
- 17 • parameters for signs, frontage, building height, and yard size;
- 18 • buffering and landscaping requirements; and
- 19 • other miscellaneous provisions.

20 The Planning Code also identifies 10 “combining” zones. These zones are intended to address  
21 specific issues (e.g., preserving valuable resources; ensuring adequate transitions between  
22 adjacent residential and industrial zones, etc.), and which, as the name implies, are combined  
23 with existing zoning to impose additional requirements in specific areas of the City.

#### **4.2.3 Regional Setting**

24 The region under consideration is the 3,825-acre West Oakland Planning Area of the Oakland  
25 General Plan. The approximately 3,800-acre region of interest, including the project area, is  
26 located in western Alameda County, within and along the shoreline of San Francisco Bay, in the  
27 northwestern portion of the City of Oakland. The region is bounded by I-580 to the north, the  
28 Oakland Estuary to the south, I-980 and approximately Martin Luther King Way to the east, and  
29 San Francisco Bay to the west.

#### **Existing Land Uses**

30 The entire region under consideration is urbanized, and although specific parcels may be vacant  
31 or underdeveloped, they are surrounded by urban development. Land uses of the region reflect  
32 its proximity to the waterfront, and historically included ship-building and associated worker

residences and industrial support, and rail yards, as well as substantial acreage dedicated to waterfront military and port facilities. Currently, light industrial, industrial, transportation, and other non-residential uses intermix with older residential uses. Many areas are blighted where older housing intermixes with or is adjacent to historically industrial uses (Hausrath Economics Group [HEG] 2000).

### Planned Land Uses

Estimated acreages of planned land uses in the year 2015 are presented in Table 4.2-1.

Planned land use in the region of consideration is predominately General Industry/Transportation, and Business Mix, with substantial Mixed Housing Residential. Note that the vast majority of planned General Industry/Transportation uses within the region under consideration are located within the study area.

**Table 4.2-1  
Projected 2015 Regional Land Uses**

Land Use Classification <sup>a</sup>	Acreage	Percent of Plan Area
Mixed Housing Residential	590	15.4
Urban Residential	170	4.4
Neighborhood Center Mixed Use	50	1.3
Community Commercial	95	2.5
Housing and Business Mix	40	1.1
Regional Commercial	70	1.8
Business Mix	795	20.8
General Industry/Transportation	1,655	43.3
Institutional	40	1.1
Resource Conservation	140	3.7
Parks & Urban Open Space	180	4.6
<b>Total</b>	<b>3,825</b>	<b>100.0</b>

**Source:** City of Oakland 1998a

**Note:**

<sup>a</sup> See Appendix 4.2 for a description of land use classifications

### 4.2.4 Local Setting

#### Existing Land Uses

Figures 4.11-3a through 4.11-3d (Section 4.11: Aesthetics) primarily document typical study area visual conditions, and also document land uses. Land use across the study area is oriented toward transportation facilities, and industry that requires or desires ready access to excellent transportation facilities. This includes the OARB, whose proximity to the Bay was critical to its mission to transport troops and military provisions. Compared to the region under consideration, study area land uses are overwhelmingly general industry/transportation or uses supporting general industry/transportation. In addition, the study area contains approximately seven acres of public park and open space, and another 30 acres of park under construction. Other than the 20 Phoenix loft live/work units, which are considered commercial uses under City of Oakland zoning, there are no residential uses in the study area. The following description of land use in the study area is excerpted or modified from *Report to the City Council: Oakland Army Base Redevelopment Project* (HEG 2000).

**OARB Sub-District.** As its name indicates, this sub-district generally comprises the OARB. An irregularly shaped facility, OARB is roughly bounded by San Francisco Bay and the industrial Port of Oakland to the west, I-80 and the industrial main East Bay Municipal Utility District Waste Water Treatment Plant to the north, I-880 to the east, and 7<sup>th</sup> Street and industrial Port

and Union Pacific facilities to the south. While some vacant or underdeveloped parcels exist—most notably the Subaru lot, the Baldwin Yard, and the Gateway peninsula<sup>1</sup>—the majority of the OARB is developed, with floor-area ratios exceeding 50 percent in some areas.

Formerly known as the Oakland Army Terminal, OARB was first commissioned in 1941 as a port and trans-shipment facility. During World War II, it served as a major cargo port and warehousing facility. Many existing improvements at OARB were originally constructed during this period of intensive use. Currently, the OBRA operates an interim leasing program that places tenants at the OARB during the interim base reuse planning period, when the Base is no longer in use by the military, but is not yet redeveloped for its permanent non-military uses. Interim leases expire at various future dates. The Port is a major sublessor under this program.

Maritime Street, a wide boulevard that provides truck access to the freeway system, bisects the OARB. Portions of the Base to the west of Maritime Street were developed for rail and marine transportation (berthing, loading and unloading of cargo, storage), and continue to serve that purpose under the interim leasing program. In addition, the main OARB administration building (Building No. 1) is located west of Maritime Street; this facility is currently vacant. East of Maritime Street, interim leasing uses include transportation (trucking, warehousing, etc.), office (military, public, private), commercial (restaurant, health club, etc.), light industrial (woodworking facility, mobile recycling, etc.), and community services. Community services include offices and classrooms for the Head Start program, the Oakland Military Institute College Preparatory Academy (currently, approximately 150 7<sup>th</sup> grade students); a church, office and/or warehouse space for several community service groups, a seasonal (cold-weather) supplemental homeless shelter, food bank, and two baseball fields used by local little league teams. There are no occupied residences in the OARB sub-district.

This sub-district west of existing Maritime Street is currently subject to provisions of the Public Trust, including land use authority of the SLC (see above, under Regulatory Setting). In addition, the Baldwin Yard site and the Port development area are designated Port Priority Use areas in the Bay and Seaport plans, and are subject to the limited land use authority of BCDC.

**Maritime Sub-District.** The Maritime sub-district encompasses much of the area to the west and south of OARB. It includes 11 existing marine terminals and associated infrastructure—large cargo cranes, administration facilities, truck entry/exit gates, and large areas for container storage—along the Oakland Outer and Inner harbors. It also includes the approximately 4.5-acre Port View Park located along the shoreline of Middle Harbor. Finally, this area includes the Port of Oakland's new Vision 2000 Maritime improvements near the Inner and Middle harbors, including approximately 270 acres of marine terminals and associated infrastructure, a 35 acre waterfront park, the Joint Intermodal Terminal (JIT) railyard, and reconfigured area roadways and bicycle/pedestrian facilities. The majority of this sub-district is highly industrialized. There

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<sup>1</sup> Several small buildings are located at the Gateway peninsula: a Caltrans building and an East Bay Municipal Utilities District (EBMUD) structure, which houses a dechlorination station.

are no residential communities in the Maritime sub-district, although the Phoenix Lofts, a 20-unit development, is located at 2<sup>nd</sup> and Brush streets, just within the extreme southeast boundary of this sub-district.

The industrial Amtrak maintenance facility is located on Bay Street on a triangular-shaped parcel bounded by OARB to the northwest, I-880 to the northeast, and 7<sup>th</sup> Street to the south. The Davis substation, a major electric distribution facility, is located immediately north of 7<sup>th</sup> street, and is bounded to the northwest by Maritime Street, and to the northeast by 7<sup>th</sup> Street Extension.

This sub-district west of existing Maritime Street is currently subject to provisions of the Public Trust, including land use authority of the SLC (see above, under Regulatory Setting). In addition, nearly the entire sub-district is designated Port Priority Use in the Bay and Seaport plans, subject to the limited land use authority of BCDC.

**16<sup>th</sup>/Wood Sub-District.** The 16<sup>th</sup>/Wood sub-district is located east of the eastern boundary of the OARB. This long, narrow sub-district is adjacent to I-880. The historic industrial and transportation hub of Oakland was located in the westernmost portion of the City, and this sub-district represents the eastern portion of that hub. The relocation of I-880 after the Loma Prieta earthquake of 1989 isolated this “slice” of industrial and transportation uses east of the freeway from the remainder of similar uses located west of the freeway. In addition to I-880, existing linear railroad tracks of the Desert railyard also separate the 16<sup>th</sup>/Wood sub-district from the Maritime sub-district.

A large portion of the 16<sup>th</sup>/Wood sub-district, former rail and industrial use, is currently not in use. This includes the Southern Pacific Railroad (Amtrak) station site, a historic landmark located at 16<sup>th</sup> and Wood streets. The Phoenix Ironworks site, a former manufacturing facility located in the southern portion of the sub-district, is now vacant. Some industrial and transportation uses remain in portions of the sub-district, including recycling, container storage, warehousing and distribution, and other miscellaneous business and light industrial uses. No residential communities or occupied residences are located in the 16<sup>th</sup>/Wood sub-district. Residences are located directly adjacent to and across Wood Street from the southern portion of the vacant Phoenix Ironworks site.

### **Planned Land Uses of the Oakland General Plan**

The current LUTE identifies planned land uses for the study area as depicted on Figure 3-6a (Chapter 3: Description). As illustrated, the majority of the study area is classified General Industry and Transportation, generally related to Port operations. The OARB east of existing Maritime Street and the Subaru site, as well as the entire 16<sup>th</sup>/Wood sub-district, are designated Business Mix. The tip of the Gateway peninsula and Middle Harbor shoreline are designated Park & Urban Open Space.

## Zoning

Although those portions of the study area within the Port Area line are not subject to zoning under the City Charter, City zoning maps nevertheless include these areas as indicated. The entire study area is zoned industrial—M-20 (Light Industrial), M-30 (General Industrial), or M-40 (Heavy Industrial). From 20<sup>th</sup> Street to 8<sup>th</sup> Street, the majority of the 16<sup>th</sup>/Wood sub-district is additionally classified as S-16 (Industrial-Residential Transition Combining zone). Regulations of the S-16 combining zone restrict industrial densities, activities, and facilities to reduce effects of industrial land uses on abutting or nearby residential uses. Depending on the underlying General Plan land use classification, S-16 zoning may allow live-work land uses.

### 4.2.5 Impact Analysis Methodology

Impact analysis related to land use is straightforward, and limited to the criteria described below.

#### Significance Criteria

Redevelopment would have a significant impact on the environment if it would:

- Physically divide an established community; or
- Result in a fundamental conflict between adjacent or nearby land uses.

Not all criteria above apply to redevelopment as proposed. A small permanent residential population is located on the boundary of the Maritime sub-district. Redevelopment would not divide or otherwise affect that population. No substantial permanent population exists that could be directly divided by development.

### 4.2.6 Impacts

As part of proposed redevelopment, the SLC is expected to transfer the obligations of the Public (Tidelands) Trust from the Gateway development area to the Port development area. This would allow the City to develop the Gateway area in non-Trust uses as set forth in the Reuse Plan, and would obligate the Port to develop the Port development area in land uses consistent with the Trust and with Port operations.

With transfer of property to the Port from the ORA, the Port and City would adjust the Port Area boundary line. The Port Area line delineates those lands under Port land use control.

#### Benefits

Redevelopment is intended to result in more vibrant and logical land uses in the study area, and to eliminate current land use conflicts. This would be a substantial benefit to the local area, as well as to the entire City of Oakland.

Redevelopment proposes the land use classifications and zoning designations described in Chapter 3: Description, and illustrated by Figure 3-6b. The majority of the Gateway development area would be classified Business Mix, with some Park & Urban Open Space. This would result

1 in a vibrant business/commercial mixed use, as well as opportunities for waterfront public  
2 access consistent with district-wide redevelopment. The Port development area and the entire  
3 Maritime sub-district would be classified General Industrial/Transportation and zoned industrial,  
4 consistent with the industrial Oakland waterfront, BCDC Port Priority Use designation, and SLC  
5 public trust obligations. The 16<sup>th</sup>/Wood sub-district would be classified Business Mix. It would be  
6 zoned as appropriate, at the time the City undertakes City-wide revision of its zoning  
7 regulations. The majority of the sub-district is zoned with the S-16 combining overlay. This  
8 combining zoning classification is intended to create a transition between non-residential and  
9 residential uses.

**Impacts**

10 **Impact 4.2-1:** Under proposed redevelopment, dissimilar land uses may be located  
11 proximate to one another.

12 **Significance:** Potentially significant (Gateway and Port development areas)  
13 Less than significant (16<sup>th</sup>/Wood Sub-district)

14 **Mitigation 4.2-1:** The City shall ensure that Gateway development area redevelopment  
15 activities adjacent to Port of Oakland industrial maritime facilities are  
16 designed to minimize any land use incompatibilities to the extent  
17 feasible.

18 **Mitigation 4.2-2:** If any land use incompatibility is subsequently identified, the Port of  
19 Oakland shall use its best efforts, consistent with meeting cargo  
20 throughput demand, to locate maritime activities that could result in  
21 land use incompatibilities as far away from the property boundary as  
22 feasible.

23 **Mitigation 4.2-3:** The City and Port shall coordinate to implement Mitigation Measures  
24 4.2-1 and 4.2-2; if despite these efforts, subsequent land use  
25 incompatibilities are identified, the Port and City shall jointly develop,  
26 implement, and fund on a fair share basis additional strategies to  
27 reduce incompatibilities.

28 **Residual Significance:** Less than significant

29 The Gateway development area is entirely separated from incompatible residential land uses  
30 located to the southeast by the elevated I-880 freeway. Due to its industrial nature and potential  
31 for odors, the EBMUD Main WWTP, located east of the Gateway development area, represents  
32 a potential incompatibility with people-attracting land uses. That portion of the Gateway  
33 development area slated for the greatest people-attracting uses (Office, R&D, the Gateway  
34 Park) is separated from the WWTP by elevated West Grand Avenue. The portion of the  
35 Gateway development area above Grand Avenue nearest the EBMUD WWTP would include  
36 industrial-type land uses such as Ancillary Maritime Support at the Baldwin Yard, and



1 Warehouse/Distribution or Light Industrial at the Subaru site. These land uses are more  
2 industrial in nature and less people-attracting than those proposed for the Gateway  
3 development area below West Grand Avenue. In addition, due to their industrial nature, the  
4 sensitivity of these uses to potential occasional odor events is low. Based on prevailing wind  
5 patterns, the Gateway development area is located upwind from the WWTP. While odor  
6 incidents may occasionally occur at the Gateway development area, such incidents are not  
7 expected to occur with such frequency that odors would result in a fundamental land use  
8 incompatibility, and the impact is considered less than significant. See Section 4.3: Air Quality,  
9 regarding impacts to air quality related to odors.

10 Under redevelopment, the Port development area would include a railyard on the site of the  
11 existing, but non-operating Knight railyard, as well as on the site of former Army warehouses.  
12 The Port's new railyard would be larger and more active than the former Knight railyard. This  
13 new railyard, an industrial use, would be separated from incompatible residential uses located in  
14 West Oakland to the east and southeast by the elevated I-880 freeway and existing rail uses.  
15 The new railyard is not expected to result in a fundamental land use incompatibility, and the  
16 impact is considered less than significant. The southeasternmost portion of the Maritime sub-  
17 district includes and is adjacent to non-industrial uses; however, this portion of the sub-district is  
18 built out, and redevelopment is not expected to result in substantial changes to land use. The  
19 northeasternmost portion of the Maritime sub-district is expected to be developed as maritime-  
20 related industrial. This land use is in keeping with the current industrial nature of development  
21 located immediately above West Grand Avenue and adjacent to I-880.

22 The types of land uses planned for the Gateway and the Port development areas are distinctly  
23 different—the former is proposed to be a mix of business and office uses, and the latter would  
24 be entirely heavy industry. In some instances these dissimilar uses would be separated and  
25 buffered from one another by major infrastructure. For example, Maritime Street would separate  
26 a major industrial rail facility from the Gateway development area. However, at the interface of  
27 the Gateway development area and the Port development area near New Berth 21, potential  
28 exists for heavy industrial maritime land uses to be located immediately adjacent to dissimilar  
29 job training, Office, R&D, or Light Industrial uses. The Port maintains that this situation is similar  
30 to the Howard Terminal, which is immediately adjacent to the Jack London Square development  
31 and which has not experienced land use conflicts. However, because occurrence of this impact  
32 depends on site-specific design not currently defined, the impact is considered potentially  
33 significant. With implementation of Mitigation Measures 4.2-1, 4.2-2 and 4.2-3, the potential  
34 impact would be avoided or minimized, and the residual impact is considered less than  
35 significant.

36 The 16<sup>th</sup>/Wood sub-district may include new light industrial, office, some commercial, and live-  
37 work land uses proximate to existing residential land uses. This area is and is expected to  
38 remain zoned S-16, or an equivalent classification specifically intended to provide appropriate  
39 transitions between non-residential and nearby residential land uses. Therefore, redevelopment

of this sub-district is not expected to result in fundamental land use incompatibilities, and the impact is considered less than significant.

In addition to the impacts discussed above, impacts related to nuisances that could contribute to land use incompatibilities are also discussed in Section 4.4: Air Quality, and Section 4.5: Noise.



#### **4.2.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment. Both measures described below require the City and Port to work cooperatively at the boundary of their jurisdictions to achieve a satisfactory outcome.

**Mitigation 4.2-1:** The City shall ensure that Gateway development area redevelopment activities adjacent to Port of Oakland industrial maritime facilities are designed to minimize any land use incompatibilities to the extent feasible.

This measure applies to Impact 4.2-1.

Design of Gateway development area activities adjacent to Port activities at New Berth 21 shall be designed to avoid or minimize land use incompatibilities through such measures as, the placement of least sensitive elements (such as parking, waste collection, storage, etc.) toward Port facilities. The City shall take compatibility of uses into consideration during planning and design review.



**Mitigation 4.2-2:** If any land use incompatibility is subsequently identified, the Port of Oakland shall use its best efforts, consistent with meeting cargo throughput demand, to locate maritime activities that could result in land use incompatibilities as far away from the property boundary as feasible.

This measure applies to Impact 4.2-1.

The Port of Oakland shall design its New Berth 21 facility to avoid or minimize land use incompatibilities by locating to the extent feasible the most noisy, most polluting, and least attractive of its elements away from the Gateway/Port development area boundary.



**Mitigation 4.2-3:** The City and Port shall coordinate to implement Mitigation Measures 4.2-1 and 4.2-2; if despite these efforts, subsequent land use incompatibilities are identified, the Port

1 and City shall jointly develop, implement, and fund on a fair share basis additional strategies to  
2 reduce incompatibilities.

3 This measure applies to Impact 4.2-1.

4 Strategies to reduce incompatibility may include and are not limited to the following:

- 5 • setbacks from the property line;
- 6 • landscape buffering; and
- 7 • fencing or walls.



## 4.3 TRANSPORTATION AND TRAFFIC

Redevelopment, which includes the realignment and extension of Maritime Street, including the Loop Road, would provide benefits, including reducing hazards to bicyclists and pedestrians, providing 105 acres of ancillary maritime support to relieve nearby communities from truck traffic and parking, and reducing delays on Maritime Street south of 7<sup>th</sup> Street due to the removal of two railroad/highway grade crossings.

Redevelopment would also result in less than significant, potentially significant, and significant impacts to the transportation system. With the implementation of measures recommended in this section, most of the potentially significant and significant impacts would be mitigated to a level that is less than significant. No feasible mitigation measures have been identified that would reduce freeway impacts to a level that is less than significant.

### 4.3.1 Study Area

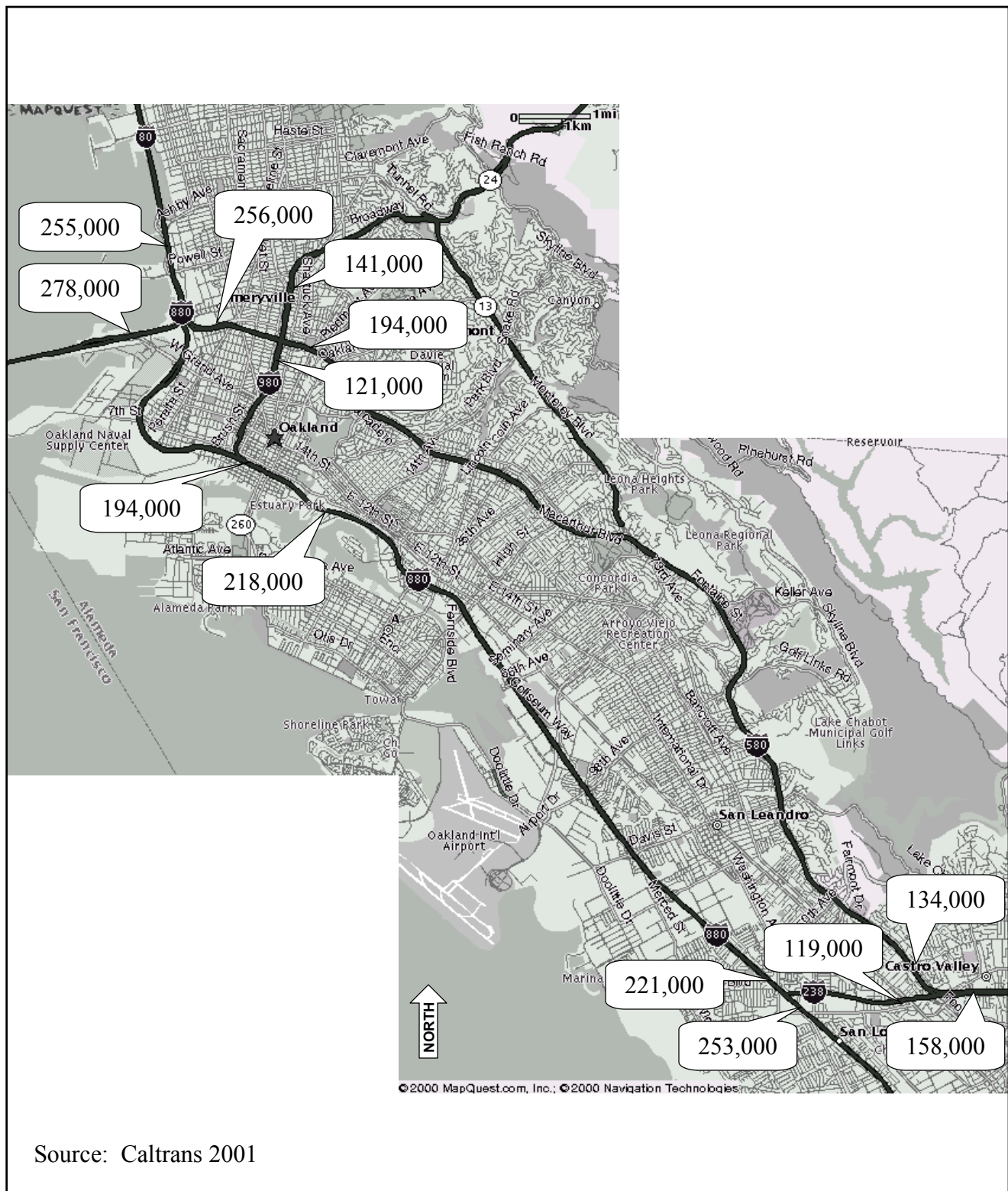
The redevelopment project area is located near the hub of the Bay Area freeway system, is well served by local roadways, and has access to public transit and rail service. The project area is located within an important recreation and commercial shipping area.

Figure 4.3-1 depicts the study area for the transportation analysis. This area was selected to encompass areas within the regional transportation network that could be potentially affected by traffic generated by redevelopment. The study area also includes local access routes expected to serve at least fifty peak hour trips generated by redevelopment during peak commute hours. The local study area includes freeways, major city arterial roads and local access routes within the cities of Oakland, Emeryville, Berkeley, and Alameda. The study area includes freeways in the East Bay from the Alameda/Contra Costa County line in the north to San Lorenzo and Castro Valley. Those freeways are I-880, I-80, I-580, I-980, I-238, and State Route (SR) 24.

### 4.3.2 Regulatory Setting

#### Federal

**The Federal Highway Administration.** The Federal Highway Administration (FHWA) is the agency of the U.S. Department of Transportation (DOT) responsible for the federally-funded roadway system, including the interstate highway network and portions of the primary state highway network. FHWA funding is provided through the Transportation Equity Act for the 21st Century (TEA-21 Public Law 105-178, as amended by Title IX of Public Law 105-206). This act can be used to fund local transportation improvement projects, such as projects to improve the efficiency of existing roadways, traffic signal coordination, bikeways, and transit system upgrades.



Source of Base Map: Dowling Associates, Inc.  
 Source of Data: Caltrans 1999

**U.S. Coast Guard.** The Ports and Waterways Safety Act of 1972 (33 USC §§ 1221 *et seq.*) authorizes the U.S. Coast Guard (USCG) to establish, operate, and maintain vessel traffic services for ports, harbors, and other waters subject to congested vessel traffic. As a result, in 1972 the Coast Guard established the Vessel Transportation Service (VTS) for San Francisco Bay and designated traffic lanes for inbound and outbound vessel traffic, specified separation zones between vessel traffic lanes, and set up rules to govern vessels entering and leaving ports. The VTS, which is located on Yerba Buena Island, controls marine traffic throughout the Bay Area. Although some small and private vessels are not required to coordinate their movements by contacting the VTS, the Coast Guard monitors all commercial, Navy, and private marine traffic within San Francisco Bay and local coastal waters.

### **State/Regional**

**The California Department of Transportation.** Caltrans is responsible for planning, design, construction, and maintenance of all state highways. Caltrans jurisdictional interest extends to improvements to roadways at the interchange ramps serving area freeways. Any federally funded transportation improvements would be subject to review by Caltrans staff and the California Transportation Commission.

**The California Public Utilities Commission.** The California Public Utilities Commission (PUC) is responsible for regulating train operations, and has jurisdiction over operations at railroad/highway crossings.

**The Metropolitan Transportation Commission.** Metropolitan Transportation Commission (MTC) is the regional organization responsible for prioritizing transportation projects in a Regional Transportation Improvement Program (RTIP) for federal and state funding. The process is based on evaluating each project for need, feasibility, and adherence to TEA-21 policies and the local Congestion Management Program (CMP). The CMP requires each jurisdiction to identify existing and future transportation facilities that would operate below an acceptable service level and provide mitigation where future growth would degrade that service level.

The Metropolitan Transportation System (MTS) is the focus of MTC's regional transportation planning, management and investment decisions. The MTS is the multi-modal transportation system of regional importance — those facilities that are crucial to the freight and passenger mobility needs of the nine county San Francisco Bay Area. The MTS was first defined in the 1991 Regional Transportation Plan (RTP), and was updated in 1994, 1998, and 2001.

Definition of the MTS hinges on a functional rather than a purely geographic definition of regional significance. For the MTS, a facility is considered important if it improves access to activities crucial to mobility as well as the social or economic health of the Bay Area. Therefore, links that weave parts of the Bay Area together by crossing county or city lines are critical to the MTS concept. In addition, any link that accesses major Bay Area activity centers, regardless of the trip's length or origin, is also important to the region as a whole, and is included in the MTS.

**The Alameda County Congestion Management Agency.** The Alameda County Congestion Management Agency (CMA) is responsible for ensuring local government conformance with the CMP: a seven-year program aimed at reducing traffic congestion. The CMA has review responsibility for proposed development actions that require an EIR and are expected to generate 100 or more p.m. peak-hour trips. The CMA reviews the adequacy of certain California Environmental Quality Act (CEQA) transportation impact analyses and measures proposed to mitigate significant impacts that fall within the criteria of their Land Use Analysis Program. The CMA maintains a Countywide Transportation Model, and has approval authority for the use of any local or subarea transportation models.

#### **Local**

**The City of Oakland.** The City has designated certain streets near the Port as truck routes and container routes. Fully loaded containers on specialized chassis, with axle weights higher than typically allowed on other public streets, are allowed to operate with special permits along container routes. Container routes include certain harbor area and industrial area streets. The City of Oakland has also developed a plan for truck prohibitions in West Oakland, as depicted by Figure 4.3-2. Under a Memorandum of Understanding (MOU) between the City of Oakland and the Port of Oakland, executed July 1, 1993, the City is responsible for enforcement of traffic laws in the vicinity of the Port, including truck route compliance and parking restrictions (City of Oakland and Port of Oakland 1993). The Port funds two police officer positions to enforce these laws in the West Oakland neighborhood.

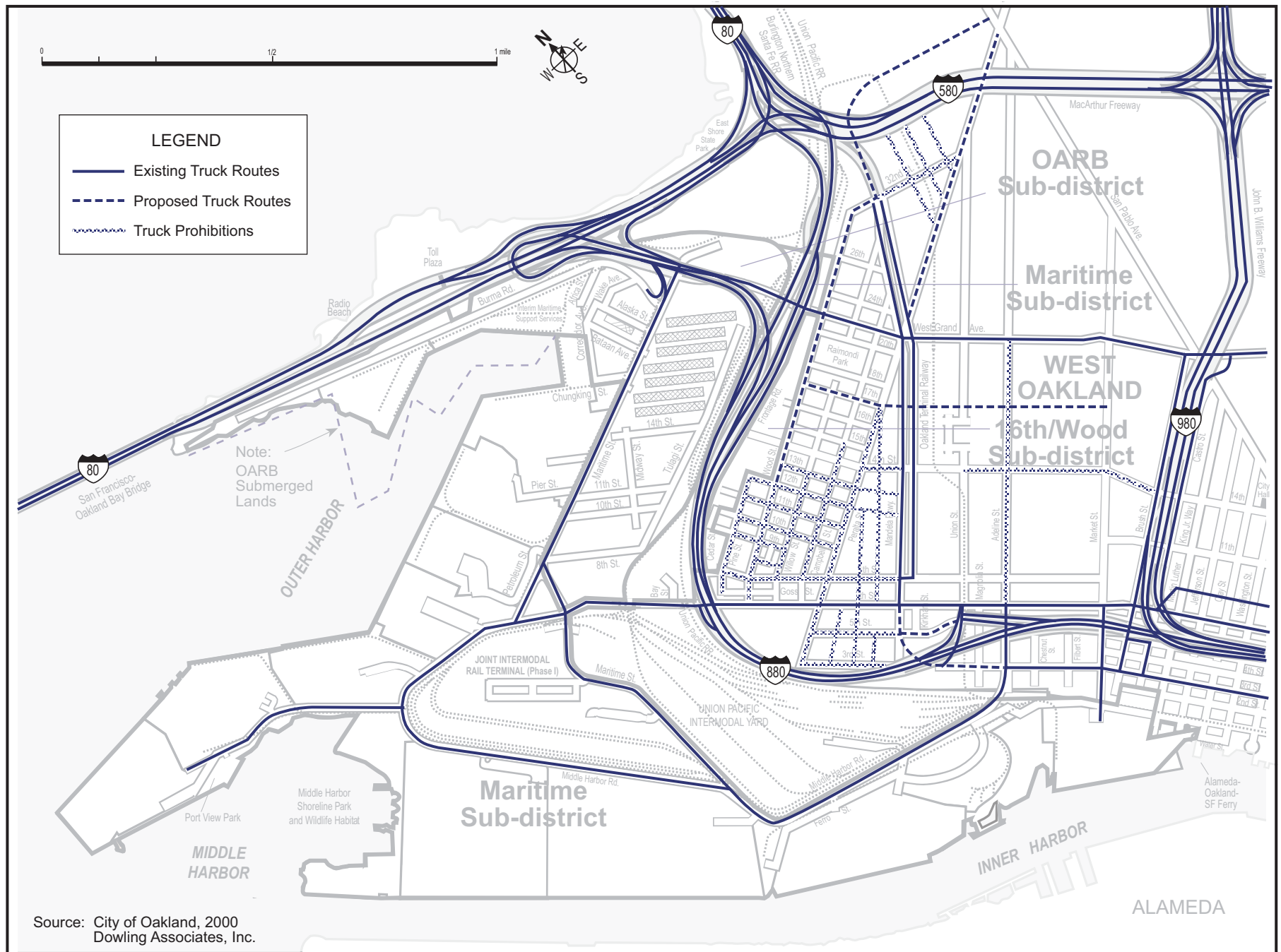
### **4.3.3 Regional Setting**

This section describes the regional transportation setting for ground transportation and vessel transportation.

#### **Ground Transportation**

**The Regional Highway System.** **I-880** is an eight-lane freeway that serves West Alameda County, the South Bay and southern peninsula, and San Jose. Access from the redevelopment project area to I-880 is provided from ramps at Oak, Broadway, and Jackson Streets. The portion of I-880 that formerly served the redevelopment project area collapsed during the 1989 Loma Prieta earthquake. A new six-lane I-880 connection from I-980 to I-80 was completed in 1998. I-880 connects to west I-80 at the Bay Bridge Toll Plaza. Interchange ramps connect I-880 to Maritime, 7<sup>th</sup>, Union, Adeline, and Market streets. A connection to I-80 east is provided at the north end of a frontage road that extends from 7<sup>th</sup> Street to West Grand Avenue.

**I-80** is an eight- to ten-lane freeway serving San Francisco and the West Bay as well as East Bay destinations in West Contra Costa County, Sacramento, and points north and east. I-80 is connected to the redevelopment project area by freeway ramps that terminate at the West Grand Avenue/I-880 Frontage Road intersection. I-80 east has recently been widened to



Source: City of Oakland, 2000  
Dowling Associates, Inc.

OARB Area Redevelopment EIR  
**Figure 4.3-2 Truck Routes and Prohibitions**  
April 2002



provide High Occupancy Vehicle (HOV) lanes and improved ramp connections to I-580 and the Bay Bridge. I-80, north of the OARB, carries approximately 260,000 vehicles daily to San Francisco.

**I-580** is an eight-lane freeway serving Northern Alameda County, Livermore, Stockton, Marin County north and I-5 south. Access to the redevelopment project area is provided via the West Grand Avenue/I-80 ramps. The City of Oakland has placed a heavy truck (over 4.5 tons) restriction on I-580 between Grand and 106<sup>th</sup> avenues. Truck traffic to and from the redevelopment project area must use alternative roadways. I-580 carries approximately 194,000 vehicles daily east of I-980. East of I-238, I-580 carries approximately 158,000 vehicles daily.

**I-980** provides access to the Oakland downtown area. I-980 has six to eight lanes and an average daily traffic volume of 191,000 vehicles. I-980 becomes State Route 24 (SR-24) at the northern end, providing access to Contra Costa County via the Caldecott Tunnel, and provides a direct connection between I-580 and I-880.

**I-238** is a four-lane freeway that connects I-580 to I-880 through unincorporated San Lorenzo. I-238 provides the primary truck link between the redevelopment project area and I-580 east to the Tri-Valley and Central Valley and carries approximately 118,000 vehicles daily. I-238 is planned to be widened to eight lanes.

**SR-24** is an eight-lane freeway that connects the East Bay area with central and east Contra Costa County. SR-24 extends from I-980 to I-680 through the Caldecott tunnel and carries approximately 150,000 vehicles daily just west of the Caldecott Tunnel.

The following discussion of regional freeway conditions was taken from the 2000 Level of Service Monitoring Report prepared by the CMA (2000). The CMA monitors congestion on freeways in the region by measuring the average travel speed during the p.m. peak period (4:00 to 6:00 p.m.). Freeway traffic conditions are then described in terms of level of service (LOS), a standard measure for traffic operations defined by the average number of seconds of delay per vehicle, with LOS A representing free-flow conditions and LOS F representing gridlocked conditions.<sup>1</sup>

According to the CMA, traffic speeds of 49 miles per hour (mph) or higher on the freeway indicate LOS A through C. At LOS D, traffic operating conditions become unstable and speeds can drop as low as 41 mph. At LOS E, there are virtually no usable gaps in the traffic stream and speeds can drop as low as 30 mph. Below 30 mph, at LOS F, stop-and-go traffic operations often occur.

As shown on Table 4.3-1, in 2000 during the p.m. peak, traffic congestion occurs on most routes leading away from major employment centers in the study area. I-80 operates at LOS F eastbound from the Bay Bridge to the I-80/I-580 split, and is congested westbound approaching

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<sup>1</sup> Appendix 4.3 includes definitions of LOS.

the I-80/I-580 split. I-880 northbound is congested south of I-238, and I-238 is congested in the westbound direction from I-580 to I-880. I-580 eastbound is congested east of I-238, but operates well between I-80 and I-238. I-980 operates at LOS D or better. Eastbound SR-24 operates at LOS E from I-580 to the Caldecott Tunnel.

**Table 4.3-1  
Freeway Operations In 2000**

Freeway Segment	A.M. Peak Hour <sup>a</sup>		P.M. Peak Hour	
	LOS	Speed (mph)	LOS	Speed (mph)
I-80 at the Bay Bridge				
Eastbound	-	-	F	22.1
Westbound	F	4.7	F	26.3
I-80 between I-880 and I-580				
Eastbound	-	-	F	23.0
Westbound	F	16.1	F	9.9
I-80 East of I-80/I-580 Split				
Eastbound	-	-	E	37.0
Westbound	F	24	D	43.4
I-880 South of I-980				
Northbound	-	-	C	49.3
Southbound	-	-	E	40.3
I-880 North of I-238				
Northbound	-	-	B	55.6
Southbound	-	-	D	44.0
I-880 South of I-238				
Northbound	-	-	B	56.5
Southbound	F	15.9	F	24.0
I-238				
Eastbound	-	-	C	48.9
Westbound	F	18.0	F	24.4
I-580 East of I-238				
Eastbound	-	-	D	47.4
Westbound	-	-	F	24.0
I-580 West of I-238				
Eastbound	-	-	A	64.1
Westbound	-	-	A	69.3
I-580 East of I-980/SR-24				
Eastbound	-	-	C	54.5
Westbound	-	-	C	53.9
I-580 West of I-980/SR-24				
Eastbound	-	-	A	64.0
Westbound	-	-	B	58.7
I-980				
Northbound	-	-	C	52.1
Southbound	-	-	D	47.7
SR-24 East of I-580				
Eastbound	-	-	E	33.4
Westbound	-	-	B	57.2

**Source:** ACCMA 2000 LOS Monitoring Report.

**Note:** <sup>a</sup>Missing values (designated with a dash "-") were not reported in the reference document.

During the a.m. peak period (7:00 to 9:00 a.m.), bottlenecks occur on many of the freeways leading to the major employment centers in and near the transportation study area. SR-24 is

1 congested at its southbound connection to I-580. Congestion regularly occurs on westbound I-  
2 80 at the I-580 split and on the approach to the Bay Bridge toll plaza. I-238 is congested  
3 westbound from I-580 to I-880. On I-580, slowing occurs regularly in both directions between I-  
4 80 and I-980. I-980 is congested southbound from the 12<sup>th</sup> Street off-ramps to I-880 (Caltrans  
5 1993).

## 6 **Vessel Transportation**

7 The vessel transportation analysis focuses on commercial vessels.

8 West of the Golden Gate Bridge in the Gulf of the Farallones, vessel approach lanes to the  
9 entrance of San Francisco Bay have been established from the north, west, and south. Each  
10 approach lane is composed of a one-mile-wide inbound traffic lane and a one-mile-wide  
11 outbound traffic lane with a one-mile-wide separation between the traffic lanes. Outside these  
12 lanes, the U.S. Navy designated areas for submarine operations within which barge operations  
13 are precluded. The approach lanes lead to an offshore light station with a rotating beacon that  
14 marks the beginning of the main channel to the Golden Gate Bridge. The beacon, which is  
15 located 10 miles west of Point Bonita, is in the center of a precautionary area where all ships  
16 leaving and entering the port converge. This is the area where many ships take on or discharge  
17 San Francisco Bar Pilots.

18 Piloting in and out of the Bay and adjacent waterways is compulsory for all vessels of foreign  
19 registry and U.S. vessels under enrollment not having a federally licensed pilot on board. San  
20 Francisco Bar Pilots provide these services for vessel movements to and from all terminals in  
21 the Bay and tributaries to the Bay, including the Carquinez Strait.

22 Within San Francisco Bay, the USCG has established Regulated Navigation Areas (RNAs),  
23 which increase navigational safety by organizing traffic flow patterns; reducing meeting,  
24 crossing, and overtaking situations between large vessels in constricted channels; and limiting  
25 vessel speed. The RNAs, which were established in 1993 with input from the Harbor Safety  
26 Committee, modified the previous voluntary traffic routing measures to better conform to  
27 International Maritime Organization (IMO) traffic routing standards. The 1993 modifications  
28 added a Golden Gate precautionary area, a deep water traffic lane separation zone north of  
29 Harding Rock, and an expanded Central Bay precautionary area. It also eliminated the former  
30 traffic lanes in the North Ship Channel and the San Pablo Strait.

31 RNAs apply to "large vessels" (defined as power-driven vessels of 1,600 or more gross tons, or  
32 tugs with a tow of 1,600 or more gross tons). When navigating within the RNAs, large vessels  
33 follow specific guidelines. They must have their engines ready for immediate maneuver, must  
34 operate their engines in a control mode and on fuel that allows for an immediate response to  
35 any engine order, and must not exceed a speed of 15 knots through the water.

1 According to records of the Marine Exchange, (ME), approximately 1,810 vessels called at Port  
2 of Oakland facilities in 2000 to 2001. Of these, approximately 1,735 were container vessels, and  
3 the remainder bulk and auto carriers, or unclassified vessels (Marine Exchange 2001).

#### 4 **4.3.4 Local Setting**

5 This section describes the local transportation setting for ground transportation and vessel  
6 transportation.

#### 7 **Ground Transportation**

8 **The Local Roadway System.** Local vehicular access to the project area is provided by West  
9 Grand Avenue, Maritime Street, Middle Harbor Road, and 7<sup>th</sup> Street, and Wood Street, as  
10 depicted in Figure 4.3-3. West Grand Avenue is a six-lane arterial with a raised center median  
11 and numerous signalized intersections from Mandela Parkway in West Oakland to the Oakland  
12 north-central business district. West Grand Avenue has recently been re-connected to the  
13 Cypress Freeway system at Maritime Street and at a new elevated intersection with the Cypress  
14 Freeway frontage road. Access to I-80 west and I-580 east is provided at the Maritime Street  
15 intersection and access to I-80 east and I-580 west is provided at the frontage road.

16 **Maritime Street** is a four-lane arterial with a center two-way left-turn lane. It is heavily used by  
17 trucks and other traffic accessing the OARB, the Port's Outer Harbor terminal, and the Union  
18 Pacific (UP) railyard. It is a primary access route to the Port of Oakland. On its north end  
19 Maritime Street is connected to the Cypress Freeway system at its intersection with West Grand  
20 Avenue, where freeway ramps provide access to I-80 west and I-580 east. On its south end, the  
21 rail tracks leading to the Joint Intermodal Terminal (JIT) cross Maritime Street just south of 7<sup>th</sup>  
22 Street and just north of Middle Harbor Road. This portion of Maritime Street is subject to train  
23 blockages when trains enter or exit the JIT.

24 **Middle Harbor Road**, an extension of Adeline Street, is a four-lane arterial with a center two-  
25 way left-turn lane. At its eastern end, a bridge structure, known as the Adeline Street Overpass,  
26 carries the roadway across the UP railroad tracks. From Adeline Street to Maritime Street,  
27 Middle Harbor Road is a dedicated City street. From Maritime Street to 7<sup>th</sup> Street, Middle Harbor  
28 Road passes between Berths 55-59 and the JIT, and provides an alternate route around the  
29 segment of Maritime Street that is subject to train blockages. Middle Harbor Road is heavily  
30 used by trucks and other traffic accessing the Port of Oakland. It provides the primary access to  
31 I-880 and I-980 from the Port.

32 **7<sup>th</sup> Street** is a public four-lane arterial that provides access to the Matson and Trapac marine  
33 terminals, Port View Park, and the new MHSP. 7<sup>th</sup> Street also serves local and cross-town traffic  
34 for West Oakland between Middle Harbor Road and I-980/I-880. 7<sup>th</sup> Street passes beneath I-880  
35 and then parallels the UP railroad tracks. Freeway ramps connect 7<sup>th</sup> Street to I-880 south. A  
36 frontage road connects 7<sup>th</sup> Street to points north.

**Wood Street** is a two lane residential street at the eastern border of the redevelopment project area. Wood Street provides a connection from 7<sup>th</sup> Street to the 16<sup>th</sup>/Wood sub-district through a residential area of West Oakland. Through truck traffic is prohibited on the southern portion of Wood Street, and speed bumps have been installed to control speeds. North of the 16<sup>th</sup>/Wood sub-district, Wood Street passes under the elevated portion of West Grand Avenue.

**Level of Service (LOS) Analysis.** The efficiency of traffic operations at study area intersections was evaluated for existing and baseline conditions. Forty-five intersections, identified as having the greatest potential for redevelopment traffic impacts, were selected for study (Figure 4.3-3). LOS at study area intersections was analyzed for the a.m. and p.m. peak hours, using methodologies described in the Highway Capacity Manual (Transportation Research Board 1998).<sup>2</sup> The LOS for signalized and unsignalized intersections is defined in terms of delay, which is a measure of driver discomfort, frustration, and lost travel time.

Delay is a complex measure and is dependent upon a number of variables, including the number of vehicles in the traffic stream. For signalized intersections, delay is also dependent on the quality of signal progression, the signal cycle length, and the “green” ratio for each approach or lane group. For intersections with one or two stop signs, delay is dependent on the number of gaps available in the uncontrolled traffic stream.

All the intersections, except two are controlled by traffic signals. The 3<sup>rd</sup>/Adeline Street intersection has a traffic signal that displays flashing red signal indications in all directions. This intersection functions as an all-way stop controlled intersection. The 3<sup>rd</sup>/Market Street intersection is controlled by stop signs facing Market Street traffic.

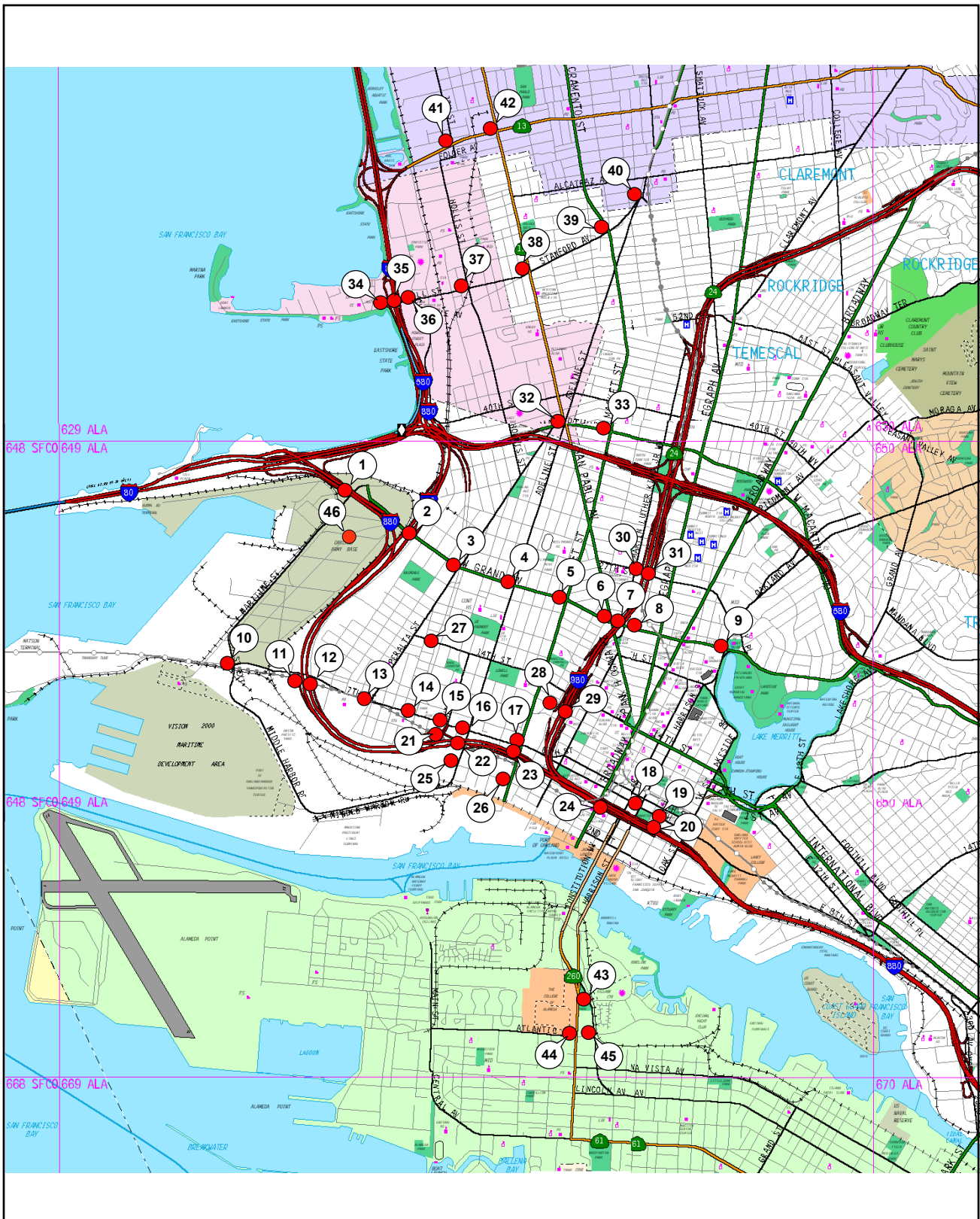
Existing a.m. and p.m. peak-hour traffic turning movement counts were collected at almost all of the study intersections within the last three years (the a.m. peak hour turning movement count at the Constitution Way/Atlantic Avenue intersection was counted in 1998). Turning movement data in the study area were collected from the Fall of 2000 through Spring of 2001.

**Traffic Conditions, Setting.** The existing levels of service at local study area intersections were determined for the a.m. and p.m. peak hours and are provided in Table 4.3-2. Detailed LOS calculation worksheets are available on file with the City of Oakland. All intersections operate at or better than the City of Oakland’s LOS standard (LOS D outside of downtown and LOS E within downtown).<sup>3</sup>

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<sup>2</sup> This version of the Highway Capacity Manual was prepared in 1997 and is commonly referred to as the 1997 Highway Capacity Manual.

<sup>3</sup> Worksheets are available for review at 250 Frank Ogawa Plaza, Suite 3330, during normal business hours.



Source of Base Map: Dowling Associates, Inc.

Note: Intersection No. 46 (Realigned Maritime Street and the Gateway Development Area access road) does not currently exist. It will be created as part of redevelopment.

**Traffic Conditions, Alternative Baseline.** A traffic operations analysis was performed to establish a baseline for the analysis of transportation impacts. Baseline conditions were developed to assess the level of service at study area intersections if OARB were still functioning at its 1995 level of operations, before the Base was slated for closure.

**Table 4.3-2  
Existing Intersection Operations, 2001**

Intersection	A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
West Grand Avenue/Maritime Street	C	34.0	C	29.6
West Grand Avenue/I-880 Frontage Road	C	30.3	D	35.4
West Grand Avenue/Mandela Parkway	A	9.6	B	10.7
West Grand Avenue/Adeline Street	B	11.1	B	10.3
West Grand Avenue/Market Street	A	10.0	B	10.6
West Grand Avenue/San Pablo Avenue	B	11.4	B	11.6
West Grand Avenue/MLK Jr. Way <sup>b</sup>	B	13.7	B	17.0
West Grand Avenue/Northgate Avenue <sup>b</sup>	C	23.8	C	21.8
West Grand Avenue/Harrison Street <sup>b</sup>	C	24.2	C	23.2
7 <sup>th</sup> Street/Maritime Street	C	29.7	C	33.3
7 <sup>th</sup> Street/I-880 Southbound Ramp	A	5.2	A	7.8
7 <sup>th</sup> Street/I-880 Northbound Ramp	C	29.2	C	30.5
7 <sup>th</sup> Street/Peralta Street	A	8.6	A	8.7
7 <sup>th</sup> Street/Mandela Parkway	B	14.8	B	16.7
7 <sup>th</sup> Street/Union Street	A	9.0	B	11.9
7 <sup>th</sup> Street/Adeline Street	B	10.7	A	9.5
7 <sup>th</sup> Street/Market Street	B	15.0	C	20.8
7 <sup>th</sup> Street/Harrison Street <sup>b</sup>	B	10.5	B	10.8
7 <sup>th</sup> Street/Jackson Street <sup>b</sup>	C	32.6	C	21.1
6 <sup>th</sup> Street/Jackson Street <sup>b</sup>	B	10.4	B	11.7
5 <sup>th</sup> Street/Union Street/I-880 Ramps	C	31.5	C	27.1
5 <sup>th</sup> Street/Adeline Street	C	30.4	C	29.1
I-880 Off Ramp/Market Street	B	19.5	C	22.8
5 <sup>th</sup> Street/Broadway <sup>b</sup>	C	20.9	C	29.3
3 <sup>rd</sup> Street/Adeline Street	B	11.3	B	11.8
3 <sup>rd</sup> Street/Market Street	B	13.9	B	13.3
14 <sup>th</sup> Street/Mandela Parkway	A	8.5	A	8.4
12 <sup>th</sup> Street/Brush Street <sup>b</sup>	C	30.4	C	22.4
12 <sup>th</sup> Street/Castro Street <sup>b</sup>	B	15.5	B	19.1
27 <sup>th</sup> Street/SR 24-580 SB Off-Ramp	B	11.8	B	15.9
27 <sup>th</sup> Street/SR 24-580 NB On-Ramp	A	9.5	C	20.4
West MacArthur Blvd/Adeline Street	B	18.3	B	19.8
West MacArthur Blvd/Market Street	B	15.8	B	17.3
Powell Street/I-80 Frontage Road	C	21.3	C	22.4
Powell Street/I-80 NB Ramps	C	25.2	D	43.9
Powell Street/Christie Street	C	29.9	C	30.5

**Table 4.3-2**  
**Existing Intersection Operations, 2001**

Intersection	A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
Powell Street/Hollis Street	C	22.7	C	31.1
Powell Street/San Pablo Avenue	C	31.8	C	34.3
Stanford Avenue/Market Street	C	28.6	C	31.6
Stanford Avenue/MLK Jr. Way	B	12.5	D	46.4
Ashby Avenue/7 <sup>th</sup> Street	C	33.7	D	48.6
Ashby Avenue/San Pablo Avenue	C	29.8	C	32.2
Marina Village/Constitution Way	C	20.6	C	22.0
Atlantic Avenue/Webster Street	C	31.5	C	28.6
Atlantic Avenue/Constitution Way	C	22.3	C	20.7

**Source:** Dowling Associates 2002.

**Notes:** <sup>a</sup> Delay in seconds per vehicle.

<sup>b</sup> Defined as a downtown intersection.

In 1995, there were 2,044 employees at the OARB (U.S. Army Corps of Engineers [Corps] 2001), 714 more than the 1,330 employees at the end of 2000 (OBRA 2001). The traffic generated by these 714 additional employees were added to existing traffic volumes to develop the alternative baseline for the transportation impact analysis. Additional trips generated by OARB employees in 1995 are shown in Table 4.3-3.

**Table 4.3-3**  
**OARB Trip Generation, 1995 and 2001**

Year	Land Use Category	Employees	Daily	Trips Generated					
				AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
1995	Warehousing	2,044	5,378	590	229	819	334	620	954
2001	Warehousing	1,330	3,896	397	155	552	224	417	641
Difference between 1995 and 2001		714	1,482	192	75	267	109	203	313

**Source:** Institute of Transportation Engineers 1997.

The additional trips generated by employees that were on the base in 1995 were added to existing traffic volumes based on the distribution of traffic derived from the Alameda County Congestion Management Agency Countywide Transportation Model. The Countywide Model incorporates a representation of land use and demographic characteristics of the nine-county Bay Area, which allows it to produce travel demand forecasts that incorporate influences of regional travel demand on the transportation network in Alameda County. The distribution of OARB trips is shown in Table 4.3-4. The analysis showed that about half of the trips attributed to the OARB alternative baseline would be to or from the area outside the local study area and half would be within the local study area.



The additional trips generated by OARB employees in 1995 were added to existing traffic volumes using the TRAFFIX impact analysis software package. Levels of service for study area intersections for baseline conditions were determined for the a.m. and p.m. peak hours, and are provided in Table 4.3-5. For baseline conditions, all intersections operate at or above the LOS D standard as do the intersections for existing conditions.

**Table 4.3-4**  
**OARB Trip Distribution, 2001**

Route	Trip Distribution
Outside Local Study Area	
I-80 West	10%
I-80 East	14%
SR 24	9%
I-580 East	7%
I-880 South	11%
Within Local Study Area	
Oakland/San Leandro	
SR 24	3%
I-580 East	13%
I-880 South	4%
Grand E. of I-80	17%
7th Street	1%
MacArthur Blvd	3%
Emeryville/Berkeley	
I-80 Frontage Road	1%
San Pablo Avenue	1%
Ashby Avenue	1%
Powell Street	1%
Alameda	
Constitution Way	2%
Webster Street	2%
Total	100.0%
<b>Source:</b> Alameda Countywide Model 2002.	

**Table 4.3-5**  
**Intersection Operations for Baseline Conditions<sup>a</sup>, 1995**

Intersection	A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>b</sup>	LOS	Delay <sup>b</sup>
West Grand Avenue/Maritime Street	D	37.1	C	32.6
West Grand Avenue/I-880 Frontage Road	C	30.7	D	37.3
West Grand Avenue/Mandela Parkway	A	9.6	B	10.6
West Grand Avenue/Adeline Street	B	11.5	B	10.6
West Grand Avenue/Market Street	A	9.9	B	10.6
West Grand Avenue/San Pablo Avenue	B	11.5	B	11.6

**Table 4.3-5**  
**Intersection Operations for Baseline Conditions<sup>a</sup>, 1995**

Intersection	A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>b</sup>	LOS	Delay <sup>b</sup>
West Grand Avenue/MLK Jr. Way <sup>c</sup>	B	13.7	B	16.9
West Grand Avenue/Northgate Avenue <sup>c</sup>	C	23.9	C	21.8
West Grand Avenue/Harrison Street <sup>c</sup>	C	24.2	C	23.3
7 <sup>th</sup> Street/Maritime Street	C	30.4	C	33.6
7 <sup>th</sup> Street/I-880 Southbound Ramp	A	5.2	A	7.5
7 <sup>th</sup> Street/I-880 Northbound Ramp	C	29.3	C	30.6
7 <sup>th</sup> Street/Peralta Street	A	8.5	A	8.7
7 <sup>th</sup> Street/Mandela Parkway	B	14.8	B	16.7
7 <sup>th</sup> Street/Union Street	A	9.0	B	11.9
7 <sup>th</sup> Street/Adeline Street	B	10.7	A	9.5
7 <sup>th</sup> Street/Market Street	B	15.0	C	20.8
7 <sup>th</sup> Street/Harrison Street <sup>c</sup>	B	10.5	B	10.8
7 <sup>th</sup> Street/Jackson Street <sup>c</sup>	C	33.6	C	21.3
6 <sup>th</sup> Street/Jackson Street <sup>c</sup>	B	10.4	B	11.7
5 <sup>th</sup> Street/Union Street/I-880 Ramps	C	31.5	C	27.2
5 <sup>th</sup> Street/Adeline Street	C	30.4	C	29.1
I-880 Off Ramp/Market Street	B	19.5	C	22.8
5 <sup>th</sup> Street/Broadway <sup>c</sup>	C	20.9	C	29.4
3 <sup>rd</sup> Street/Adeline Street	B	11.3	B	11.8
3 <sup>rd</sup> Street/Market Street	B	13.9	B	13.3
14 <sup>th</sup> Street/Mandela Parkway	A	8.5	A	8.4
12 <sup>th</sup> Street/Crush Street <sup>c</sup>	C	30.4	C	22.4
12 <sup>th</sup> Street/Castro Street <sup>c</sup>	B	15.5	B	19.1
27 <sup>th</sup> Street/SR 24-580 SB Off-Ramp	B	11.8	B	15.9
27 <sup>th</sup> Street/SR 24-580 NB On-Ramp	A	9.5	C	20.5
West MacArthur Blvd/Adeline Street	B	18.4	B	19.9
West MacArthur Blvd/Market Street	B	15.8	B	17.3
Powell Street/I-80 Frontage Road	C	21.3	C	22.4
Powell Street/I-80 NB Ramps	C	25.2	D	44.1
Powell Street/Christie Street	C	29.9	C	30.5
Powell Street/Hollis Street	C	22.7	C	31.1
Powell Street/San Pablo Avenue	C	31.8	C	34.4
Stanford Avenue/Market St	C	28.6	C	31.6
Stanford Avenue/MLK Jr. Way	B	12.5	D	46.4
Ashby Avenue/7 <sup>th</sup> Street	C	33.7	D	48.6
Ashby Avenue/San Pablo Avenue	C	29.8	C	32.3
Marina Village/Constitution Way	C	20.6	C	21.9
Atlantic Avenue/Webster Street	C	31.5	C	28.6
Atlantic Avenue/Constitution Way	C	22.3	C	20.7

**Source:** Dowling Associates 2002.

**Notes:** <sup>a</sup> Baseline conditions reflect 2001 traffic levels, adjusted to account for 1995 Traffic Generation at the OARB.

<sup>b</sup> Delay in seconds per vehicle

<sup>c</sup> Defined as a downtown intersection.

**Vehicle Types.** Traffic in and near the project area consists of two primary components: passenger car traffic generated by commuters and local residents, and heavy trucks. Heavy trucks have a substantially greater proportional influence on traffic operations than passenger cars. To determine the relative number of passenger cars and trucks in the redevelopment project area, vehicle classification counts were conducted at three locations:

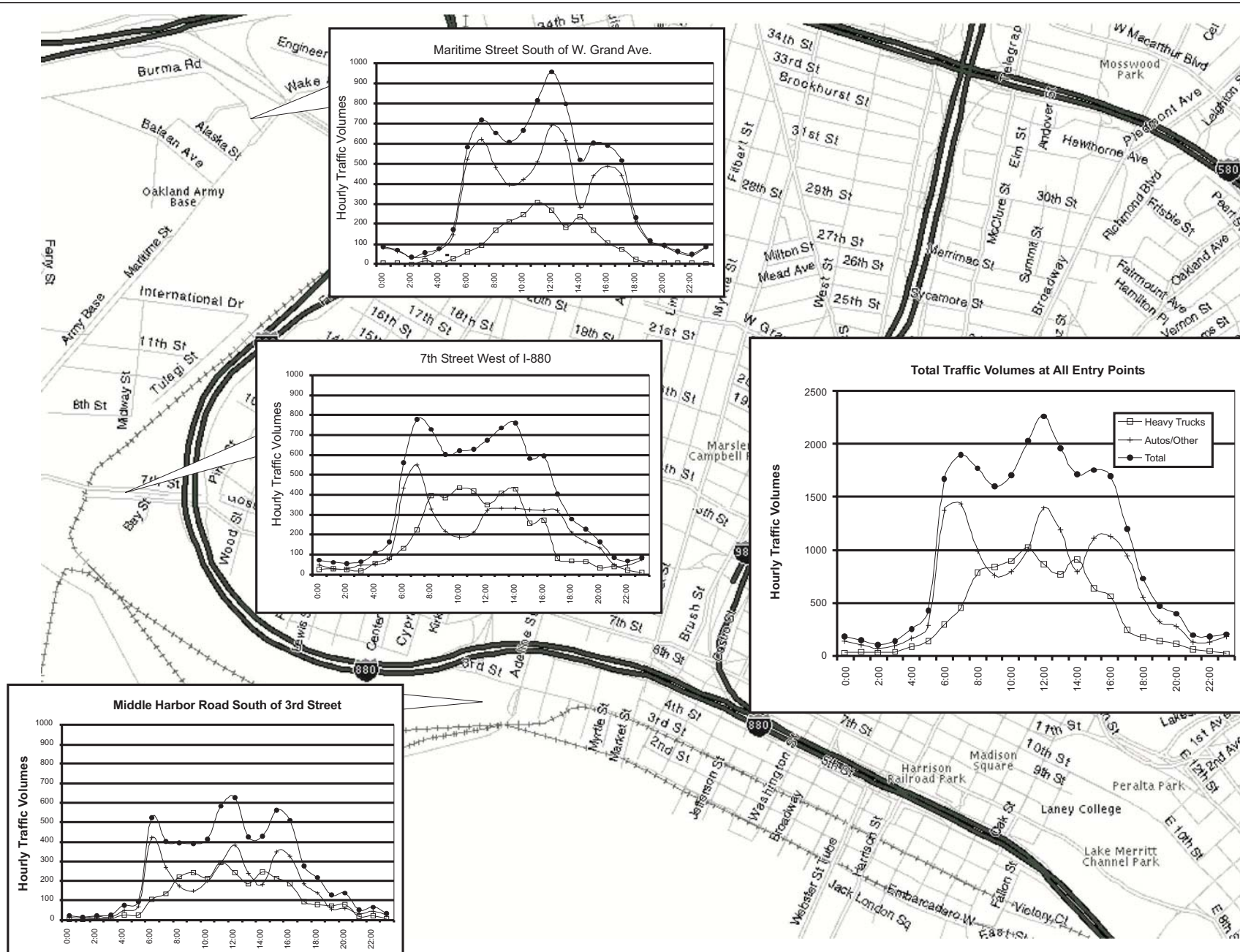
- Maritime Street south of West Grand Avenue;
- 7<sup>th</sup> Street west of I-880; and
- Middle Harbor Road south of 3<sup>rd</sup> Street.

These locations show traffic conditions, respectively, at the northern, central, and southern areas of the Port. Variations in auto, truck, and total traffic volumes throughout the weekday for the three locations listed above are shown in Figure 4.3-4. The figure shows that automobile traffic in the redevelopment project area peaks between 7:00 and 8:00 a.m., at the noon hour, and between 3:00 and 4:00 p.m. Truck traffic peaks between 11:00 a.m. and 12:00 noon.

**Railroads.** Burlington Northern Santa Fe (BNSF) has its major Northern California railyard in Richmond but also has rail access to the Oakland Outer Harbor area. BNSF has an agreement to use the UP rail line between Richmond and Oakland, where BNSF maintains a small yard facility near 34<sup>th</sup> and Wood streets. Oversize and heavy loads (like earthmoving equipment on railroad flatcars) can be routed from Richmond to the Wood Street Yard via the UP mainline and then interchanged with the Oakland Terminal Railroad (OTR) for the final movement to marine terminals in the Port. The JIT was recently constructed by the Port in the area bounded by 7<sup>th</sup> Street, Maritime Street, and Middle Harbor Road in order to expand the existing intermodal cargo handling capabilities at the Port and to allow the BNSF to operate effectively at the Port. From the Bay Area, most of BNSF's priority freight is shipped east to other points in the United States via Stockton, California, and Flagstaff, Arizona.

UP serves the Bay Area on trackage to the east via Stockton and the Sierra Nevada to Salt Lake City, Utah, and points east. UP currently operates an intermodal terminal along Inner Harbor, providing a direct transfer point for containers moving between ships and trains. Currently, most of the Oakland-related UP train traffic travels via Salt Lake City, where UP's primary lines to Southern California, the Pacific Northwest, and the Midwest converge. In 1996, UP purchased SP. In this acquisition, UP acquired three routes for moving freight to and from the Bay Area and the former SP West Oakland Intermodal Railyard on the northeastern side of the Port. The northern route has two tracks and crosses the Carquinez Strait at Benicia en route to the Sacramento area for connections to the Pacific Northwest, Midwest, and Gulf of Mexico.

OTR is an offshoot of the East Bay's former interurban Key Line Transit system that is jointly owned by UP and BNSF. OTR is a local switching railroad that shuttles rail cars between the UP, BNSF, and the Port of Oakland marine terminals. In addition to these interchange



movements, OTR also serves a few industries located along its street trackage through West Oakland. OTR operates on segments of tracks that pass through the OARB. OTR typically operates in the evening, but crews and trains can operate at any time, depending on demand.

**Bicycle and Pedestrian Facilities.** Bicycle and pedestrian access through the redevelopment project area, particularly to the waterfront, has recently been improved. The Bay Trail has been extended to the east as part of the Port's Vision 2000 Maritime Development Program. Caltrans is required to construct a portion of the Bay Trail between Shellmound Street in Emeryville and the Bay Bridge as mitigation for its I880 relocation project. The remainder of the Bay Trail through the redevelopment project area will be constructed as part of redevelopment. Sidewalks and pedestrian signals have been installed and provide adequate pedestrian access through most of the redevelopment area that is open to the public. The public access facilities in the redevelopment project area are discussed in detail in Section 4.10, Recreation and Public Access.

**Public Transit.** Transit service in the study area is provided primarily by the Alameda-Contra Costa Transit District (AC Transit), Bay Area Rapid Transit (BART), the Oakland-Alameda Ferry, and Amtrak.

**AC Transit** provides bus service to residents and visitors along the east shore of the San Francisco Bay Area with an extensive network of local transit lines (Dowling Associates and GBA 1998). AC Transit Route 13 provides local service between the Oakland-Piedmont City Limits, Lake Merritt and OARB through downtown Oakland. The route generally follows Lakeshore, 14<sup>th</sup>, Mandela, 7<sup>th</sup>, and Maritime Streets. Weekday service is provided about every 15 minutes during peak periods and 30 minutes other times from 5:30 a.m. to 7:00 p.m. There is no weekend service.

Route 62 connects West Oakland with Fruitvale BART via downtown Oakland. The route alignment generally follows Wood, Peralta, 7<sup>th</sup>, 12<sup>th</sup>, 8<sup>th</sup>, 31<sup>st</sup>, 23<sup>rd</sup>, and East 14<sup>th</sup> streets. Weekday service is provided about every 15 minutes during peak and midday periods, and every 30 minutes after 7:00 p.m. On weekends, buses operate every 20 to 30 minutes between 5:30 a.m. and midnight.

Route B provides Transbay service for the redevelopment project area with a bus stop on West Grand Avenue at Mandela Parkway. Westbound service is provided in the morning and eastbound service is provided during the evening peak commute period. No service is provided in the off-peak direction.

**The BART system** provides the West Oakland area with direct links to San Francisco and the metropolitan areas of Contra Costa and Alameda counties. BART operates between 4:00 a.m. and 1:30 a.m. Monday through Friday; 6:00 a.m. to 1:30 a.m. on Saturdays; and 8:00 a.m. to 1:30 a.m. on Sundays and major holidays. The West Oakland and 12<sup>th</sup> Street BART stations are the two BART stations closest to the project area. The West Oakland BART station is located

approximately 2 miles east of the Port's maritime area at the intersection of Mandela Parkway and 7<sup>th</sup> Street (Dowling Associates and GBA 1998).

**The Oakland-Alameda Ferry** provides ferry service between Oakland and San Francisco. This service was initiated in October of 1989 after the Loma Prieta earthquake damaged the Bay Bridge. During the 1997 BART strike, the ferry served as a reliever for displaced transit riders. The MTC, the City of Alameda, and the Port of Oakland continue to plan routes for and fund the ferry service. Three of the five ferry boats in service are 28 knot, high speed catamarans. The other two are 693-passenger boats that travel at roughly 16 knots.

Ferry terminals are located along the Inner Harbor. On weekdays, the four ferries currently make 15 trips between Oakland, Alameda, and San Francisco. Westbound, the ferries operate between 6:00 a.m. and 8:55 p.m. Eastbound, the service runs between 6:30 a.m. and 8:55 p.m. Additional service from Oakland and Alameda is provided for Giants games during the baseball season. For weekday night and weekend games, these ferries go directly to PacBell Park. For weekday games, the ferries go to the Ferry Building on the San Francisco side, and passengers transfer to the streetcar for access to the park.

**Amtrak** uses UP's northern route through the project area to operate three daily round-trip "Capitol" and four daily "San Joaquin" passenger trains between the Bay Area and Sacramento and the Central Valley. An Amtrak maintenance facility is located in the study area near the 7<sup>th</sup> Street/Maritime Street intersection.

**Parking.** The Port provides subsidized parking to independent truck owner/operators within the Port area at the former UP roundhouse site. The purpose of this parking area is to reduce tractor and trailer parking in West Oakland. Truck parking space is leased at a cost of \$50 per chassis and \$75 per truck-trailer combination per month.

#### **4.3.5 Impact Analysis Methodology**

For the analysis of transportation impacts, the following sub-areas of the redevelopment project area were considered:

- The Gateway development area — the City of Oakland's northern portion of the OARB sub-district;
- The Port area — the Port of Oakland's southern portion of the OARB sub-district plus the Maritime sub-district; and
- The 16<sup>th</sup>/Wood area — the 16<sup>th</sup>/Wood sub-district.

The methodology for determining the impacts of redevelopment was based on the analytical procedures described in the previous section. The analysis of traffic operations at intersections was performed using the 1997 Highway Capacity Manual methodologies. For freeways, the

analysis was performed using the methodologies described in the 1984 Highway Capacity Manual, as required by the Alameda County CMA.

The traffic impacts of redevelopment were determined by comparing existing plus redevelopment traffic conditions against alternative baseline traffic conditions for the OARB only. Existing plus redevelopment traffic conditions were established by adding redevelopment traffic volumes to existing traffic volumes. Alternative baseline traffic conditions were established by adding traffic generated by the difference between the number of employees on the OARB in 1995 and the number of employees currently on the base, as previously described.

### Trip Generation

Trip generation for redevelopment is based upon information in Trip Generation, Sixth Edition (Institute of Transportation Engineers 1997). The trip generation for redevelopment is shown in Table 4.3-6. Redevelopment would generate approximately 45,600 daily automobile trips.<sup>4</sup> The Gateway development area would generate 45 percent, the Port development area would generate 23 percent, and the 16<sup>th</sup>/Wood area would generate 32 percent of the total daily redevelopment project area trips.

**Table 4.3-6  
Redevelopment Project Area Trip Generation When Completed**

Land Use	Amount <sup>a</sup>		Daily	Trips Generated					
				AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Gateway Development Area									
Office, R&D <sup>b</sup>	376	KSF	3,670	472	64	536	85	416	501
Office, R&D <sup>c</sup>	577	KSF	5,099	663	90	754	123	603	726
Light Industrial	444	KSF	3,214	384	52	436	57	416	473
Community/Civic (JATC) <sup>d</sup>	50	KSF	349	40	6	46	6	43	49
Office	600	KSF	5,255	684	93	778	128	624	752
Park	29	Acres	232	7	2	9	8	11	19
Maritime Support (with trucks)	15	Acres	561	21	31	52	21	23	44
Warehouse and Distribution	300	KSF	1,453	146	32	178	40	128	168
Subtotal Gateway Development Area			19,832 <sup>e</sup>	2,417	371	2,789	468	2,264	2,732
Port Area									
Marine Terminals									
Proposed Employment	2,599	Emp.	10,630	894	146	1,040	192	769	962
Approved Employment	<u>2,047</u>	Emp.	<u>8,372</u>	<u>704</u>	<u>115</u>	<u>819</u>	<u>151</u>	<u>606</u>	<u>757</u>
New Employment	552	Emp.	2,258	190	31	221	41	163	204
New Intermodal Trucks <sup>f</sup>	202	Acres	3,182	153	163	316	34	79	113
New Off-site Trucks <sup>f</sup>	202	Acres	2,876	138	147	285	31	71	102
Rail Terminal <sup>g</sup>									
Proposed New Intermodal Facility	188	Emp.	867	70	11	81	14	54	68

<sup>4</sup> All trips discussed in this document are reported as the equivalent number of passenger car trips. Each truck trip generated by redevelopment is considered as the equivalent of two passenger car trips. The total number of daily truck trips generated by redevelopment would be 3,029 – the equivalent of 6,058 automobile trips.

**Table 4.3-6**  
**Redevelopment Project Area Trip Generation When Completed**

Land Use	Amount <sup>a</sup>		Daily	Trips Generated					
				AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Approved JIT	208	Emp.	959	77	13	89	15	60	75
Change in Employment	-20	Emp.	-92	-7	-1	-9	-1	-6	-7
Maritime Support									
Maritime Support Center	75	Acres	1,383	52	77	129	51	57	108
North of West Grand (with trucks) <sup>f</sup>	15	Acres	561	21	31	52	21	23	44
Subtotal Port Area			10,168	546	449	995	176	388	564
<b>16<sup>th</sup>/Wood Area</b>									
North Subarea <sup>h</sup>									
Office <sup>c</sup>	1,426	KSF	10,216	1,364	186	1,550	285	1,393	1,678
Live Work	252	Units	1,428	18	88	106	88	44	132
Light Industrial	120	KSF	836	97	13	110	14	103	118
Park	1	Acre	8	0	0	0	0	1	1
South Subarea									
Live/Work	123	Units	776	10	50	60	49	24	73
Light Industrial	185	KSF	1,289	150	20	170	22	160	181
Subtotal 16 <sup>th</sup> /Wood Area			14,554	1,640	358	1,998	459	1,724	2,182
<b>Total</b>			44,554	4,603	1,178	5,781	1,102	4,376	5,478

**Sources:** Institute of Transportation Engineers 1997 and Port of Oakland 1998

**Notes:**

<sup>a</sup> KSF = thousand square feet; Emp. = employees

<sup>b</sup> Office, R&D was treated as general office for the purpose of trip generation.

<sup>c</sup> Office supporting ancillary retail space was included as office space.

<sup>d</sup> JATC was treated as light industrial space for the purpose of trip generation.

<sup>e</sup> In addition to the trucks associated with Maritime Support, the trip generation rates for Gateway development area and 16<sup>th</sup>/Wood area include an approximately 1% and 0.6% component of heavy duty trucks, respectively, as assumed in the traffic model.

<sup>f</sup> Truck trips are reported as the equivalent number of passenger cars (1 truck = 2 cars).

<sup>g</sup> No new non-intermodal traffic would be generated due to changes in the size of rail terminal facilities.

<sup>h</sup> Negligible peak hour traffic is expected to result from development of 11,000 sq. ft. of event and common space at the Amtrak Station, and that space is not included in the 16<sup>th</sup>/Wood land use amounts.

Separate components of redevelopment were treated as separate land uses for the purpose of trip generation.

1

2 For the purpose of determining the number of trips that would be generated by redevelopment,  
3 the office/R&D land use category described for the Gateway development area was considered  
4 as office space. Office development typically generates a slightly higher number of trips than  
5 R&D development, so the treatment of the combined category as office space would result in a  
6 conservative assessment of traffic impacts. The ancillary retail spaces located in the Gateway  
7 development area and the 16<sup>th</sup>/Wood area were treated as office space because the retail  
8 would serve the offices. The ITE trip generation rates for offices include office buildings with a  
9 variety of tenant services including service retail facilities.



1 The community service (JATC) function contained in the Gateway development area was  
2 treated as light industrial development for the purpose of determining the number of trips that  
3 would be generated. JATC provides job training in the building trades.

4 The number of trips generated in the Port area was determined based on the difference  
5 between the trips that would be generated by previously approved Port development and the  
6 trips that would be generated after redevelopment. Truck trips for the Port area are reported in  
7 terms of the equivalent number of passenger cars. One truck was considered the equivalent of  
8 two passenger cars as recommended in the Highway Capacity Manual (Transportation  
9 Research Board 1995 and 1998). The conversion of truck trips to passenger car equivalents  
10 was performed to represent the relative amount of roadway capacity consumed by heavy trucks  
11 relative to cars.

12 New intermodal truck trips travel between the marine terminals and the rail terminals and remain  
13 entirely within the Port area. Intermodal truck trips generated by redevelopment would comprise  
14 7 percent of the total redevelopment trips and 31 percent of Port area trips (in terms of  
15 passenger car equivalents). New Port area truck trips to and from locations outside the  
16 redevelopment project area would constitute 6 percent of total redevelopment trips and 28  
17 percent of total Port area trips in terms of passenger car equivalents.

18 The number of rail terminal trips is a function of the length of loading track. The New Intermodal  
19 Facility would have slightly less loading track than the JIT, resulting in a slight relative reduction  
20 of employee related traffic. The changes proposed in the rail facilities would not affect the  
21 number of truck trips associated with the railyards. The intermodal traffic at the railyards would  
22 be a function of the amount of marine terminal capacity as long as there is enough capacity at  
23 the rail terminals to accommodate the demand. Likewise, the amount of non-intermodal truck  
24 traffic at the rail yards is a function of local market demand and would not change as long as  
25 there is sufficient railyard capacity. The New Intermodal Facility, in combination with the UP  
26 West Oakland intermodal railyard, would provide adequate railyard capacity to accommodate  
27 expected demand for the foreseeable future.

### 28 **Trip Distribution**

29 The distribution of redevelopment project area trips was performed separately for each of the  
30 redevelopment sub-areas based on the distribution of traffic derived from the Alameda County  
31 Congestion Management Agency Countywide Transportation Model. The distribution of truck  
32 traffic at the Port area marine terminals and railyards was derived from a 1993 truck survey  
33 conducted by the Port of Oakland (Port of Oakland 1993). The distribution of redevelopment  
34 traffic is shown in Table 4.3-7 and Figures 4.3-5 and 4.3-6. Less than one percent of Port area  
35 truck traffic is expected to use the portion of I-580 with heavy truck restrictions, and local  
36 roadways in Emeryville, Berkeley, and Alameda.

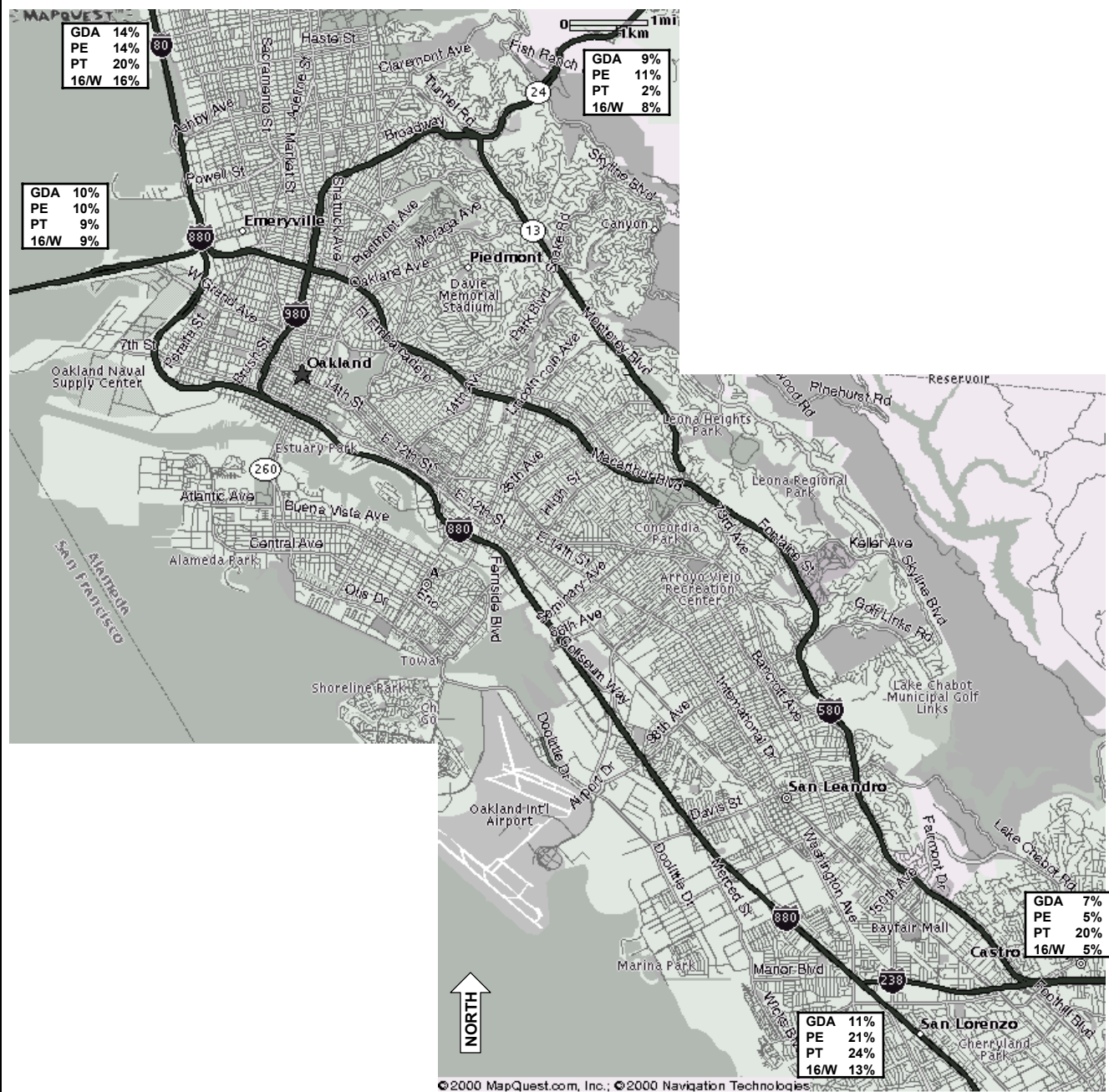
**Table 4.3-7**  
**Distribution of Redevelopment Trips**

Route	Gateway Development Area	Port Area Employees	Trucks	16 <sup>th</sup> /Wood Area
<b>Origin or Destination Outside Local Study Area</b>				
I-80 West	10%	10%	9%	9%
I-80 East	14%	14%	20%	16%
SR 24	9%	11%	2%	8%
I-580 East	7%	5%	20%	5%
I-880 South	11%	21%	24%	13%
<b>Origin or Destination Within Local Study Area</b>				
Oakland/San Leandro				
SR 24	3%	5%	2%	3%
I-580 East	13%	8%		6%
I-880 South	4%	6%	8%	5%
Grand E. of I-80	17%	6%	10%	16%
7 <sup>th</sup> Street	1%	4%	3%	9%
MacArthur Blvd	3%	2%	2%	2%
Emeryville/Berkeley				
I-80 Frontage Road	1%	1%		1%
San Pablo Avenue	1%	1%		1%
Ashby Avenue	1%	1%		1%
Powell Street	1%	1%		1%
Alameda				
Constitution Way	2%	2%		2%
Webster Street	2%	2%		2%
Total	100%	100%	100%	100%
<b>Sources:</b> Alameda Countywide Model 2002. Port of Oakland 1993.				

## Significance Criteria

Redevelopment would have a significant effect on the environment if it would:

- Cause an increase in traffic which is substantial in relation to the existing or future baseline traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio on roads, or congestion at intersections), or change the condition of an existing street (i.e., street closures, changing direction of travel) in a manner that would substantially impact access or traffic load and capacity of the street system. Specifically, redevelopment would have a significant effect on the environment if it would:



Sources: Alameda Countywide Model 2002

Port of Oakland 1993

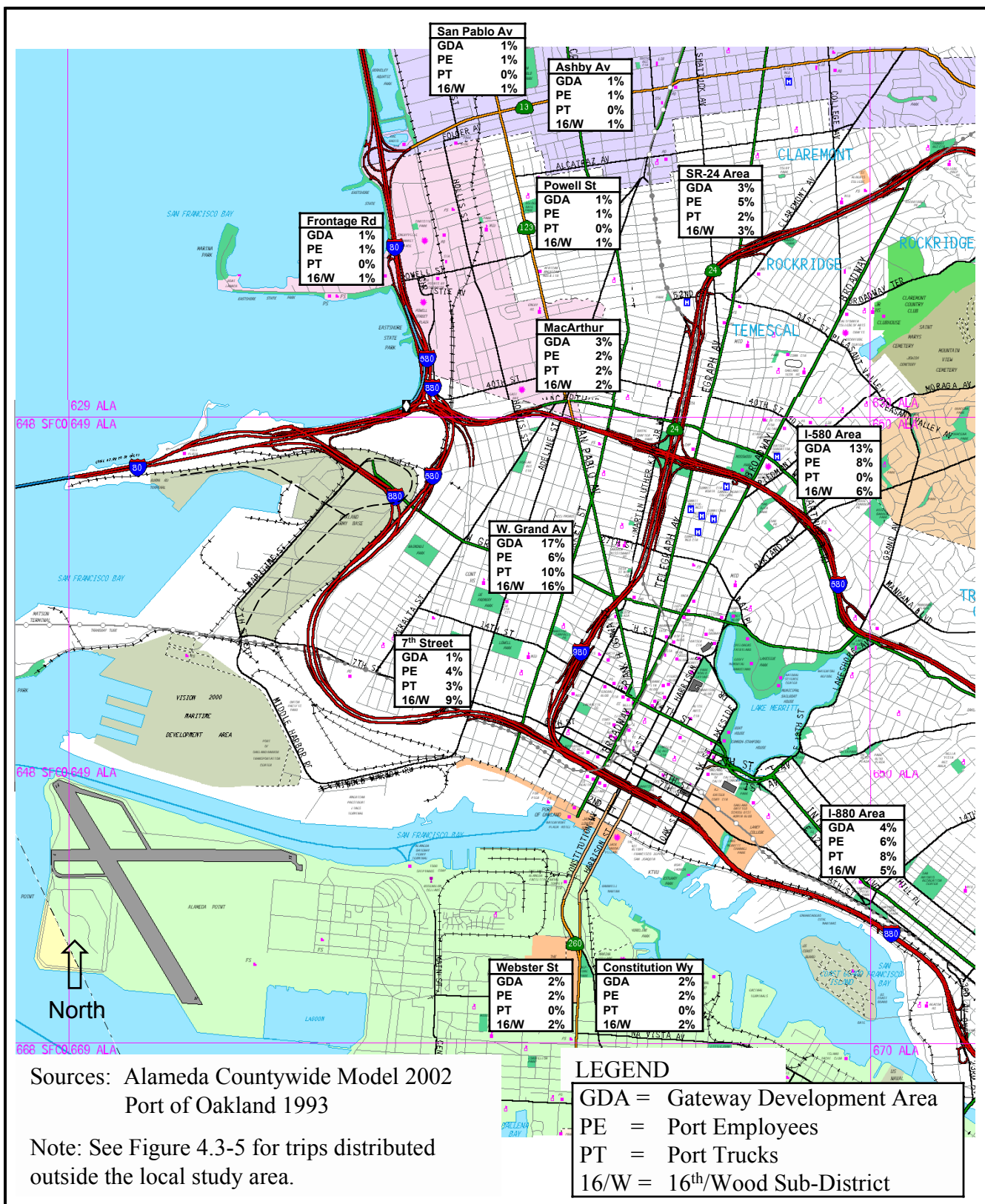
Note: See Figure 4.3-6 for trips distributed within the local study area.

## LEGEND

GDA = Gateway Development Area  
 PE = Port Employees  
 PT = Port Trucks  
 16/W = 16th/Wood Sub-District

Source: Dowling Associates, Inc.

OARB Area Redevelopment EIR  
**Figure 4.3-5 Redevelopment Trip Distribution  
 (Outside the Local Study Area)**



Sources: Alameda Countywide Model 2002  
Port of Oakland 1993

Note: See Figure 4.3-5 for trips distributed  
outside the local study area.

Source: Dowling Associates, Inc.

OARB Area Redevelopment EIR  
**Figure 4.3-6 Redevelopment Trip Distribution  
(Within the Local Study Area)**  
April 2002

- 1           – Cause the existing or future baseline LOS to degrade to worse than LOS D (*i.e.*, E) at a  
2           signalized intersection which is located outside the Downtown<sup>5</sup> area;
- 3           – Cause the existing or future baseline LOS to degrade to worse than LOS E (*i.e.*, F) at a  
4           signalized intersection which is located within the Downtown area;
- 5           – Cause the total intersection average vehicle delay to increase by four (4) or more  
6           seconds, or degrade to worse than LOS E (*i.e.*, F) at a signalized intersection outside  
7           the Downtown area where the existing or future baseline level of service is LOS E;
- 8           – Cause an increase in the average delay for any of the critical movements of six (6)  
9           seconds or more, or degrade to worse than LOS E (*i.e.*, F) at a signalized intersection  
10          for all areas where the existing or future baseline level of service is LOS E;
- 11          – At a signalized intersection for all areas where the existing or future baseline LOS is F,  
12          cause:
  - 13           (a) The total intersection average vehicle delay to increase by two (2) or more seconds,
  - 14           (b) An increase in average delay for any of the critical movements of four (4) seconds or  
15           more, or
  - 16           (c) The volume-to-capacity (“V/C”) ratio exceeds three (3) percent (but only if the delay  
17           values cannot be measured accurately);
- 18          – Add ten (10) or more vehicles and after project completion satisfy the Caltrans peak hour  
19          volume warrant at an unsignalized intersection for all areas;
- 20          – Make a considerable contribution to cumulative impacts (a project’s contribution to  
21          cumulative impacts is considered “considerable” when redevelopment contributes five  
22          (5) percent or more of the cumulative traffic increase as measured by the difference  
23          between existing and cumulative [with project] conditions.) See Chapter 5: Cumulative  
24          Impacts.
- 25          • Cause a roadway segment on the Metropolitan Transportation System (MTS) to operate at  
26          LOS F or increase the V/C ratio by more than three (3) percent for a roadway segment that  
27          would operate at LOS F without redevelopment<sup>6</sup>;

---

<sup>5</sup> Downtown is defined in the Land Use Transportation Element of the General Plan (page 67) as the area generally bounded by West Grand Avenue to the north, Lake Merritt and Channel Park to the east, the Oakland Estuary to the south and I-980/Brush Street to the west.

<sup>6</sup> LOS and delay are based on the *Highway Capacity Manual*, Transportation Research Board, National Research Council, 1985, as required by the Alameda County CMA.

- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks;
- Substantially increase traffic hazards to motor vehicles, bicycles, or pedestrians due to a design feature that does not comply with Caltrans design standards (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment or large trucks on neighborhood-serving streets);
- Result in less than two emergency access routes for streets exceeding 1,000 feet in length;
- Result in inadequate parking capacity or increase the number and incidence of large vehicles parking within surrounding communities or on streets not designated for such uses. Inadequate parking capacity would result in a parking demand (both project-generated and project-displaced) that would not be met by the project's proposed parking supply or by the existing parking supply within a reasonable walking distance of the project site. Project-displaced parking results from the project's removal of standard on-street parking and legally required off-street parking (non-public parking which is legally required);
- Fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks);
- Generate added transit ridership that would:
  - Increase the average ridership on AC Transit lines by three (3) percent or more where the average load factor with the project in place would exceed 125 percent over a peak thirty minute period;
  - Increase the peak hour average ridership on BART by three (3) percent or more where the passenger volume would exceed the standing capacity of BART trains;
  - Increase the peak hour average ridership at a BART station by three (3) percent where average waiting time at fare gates would exceed one minute; or
- Cause unreasonable delays to commercial vessels plying their trade.

Not all criteria listed above apply to proposed redevelopment. Redevelopment would not result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks.

#### **4.3.6 Impacts**

##### **Benefits**

Redevelopment would substantially reduce hazards to bicyclists and pedestrians in the redevelopment project area. Redevelopment and implementation of Caltrans public access



commitments would include a Class I multi-use trail within the right-of-way of the Gateway development area access road, connecting Maritime Street to the spur trail Caltrans has committed to fund from the vicinity of the MacArthur Maze to the Gateway peninsula. As part of the realignment of Maritime Street, the Class I spine trail would be extended southward from the new access road to the existing Bay Trail spur along 7th Street.

Redevelopment would provide 105 acres of ancillary maritime support within the redevelopment project area. Ancillary maritime support may include truck parking, container freight stations, container storage, repair and related activities, customs, and agricultural inspection facilities, or other uses. To the extent that truck parking, container freight handling, and container storage would be accommodated near the Port, relief from truck traffic and parking would be provided for nearby areas with incompatible land uses.

Redevelopment would reduce delays on Maritime Street caused by trains entering and leaving the JIT. The replacement of the JIT with the New Intermodal Facility would result in the removal of two gate controlled railroad/highway crossings on Maritime Street. Rail access to the New Intermodal Facility would be via a grade separation across 7<sup>th</sup> Street, which would not impede motor vehicle traffic.

**Impact 4.3-1:** Redevelopment would cause the level of service to degrade to worse than LOS D at three intersections located outside the Downtown area:

- West Grand Avenue/Maritime Street
- West Grand Avenue/I-880 Frontage Road
- 7<sup>th</sup>/Maritime Street

**Significance:** Significant

**Mitigation 4.3-1:** ***West Grand Avenue/Maritime Street.*** As part of the design for the realignment of Maritime Street, the Port shall also provide modifications to the West Grand Avenue/Maritime Street intersection.

**Mitigation 4.3-2:** ***West Grand Avenue/I-880 Frontage Road.*** Project area developers shall fund, on a fair-share basis, modifications to the West Grand Avenue/I-880 Frontage Road intersection.

**Mitigation 4.3-3:** ***7<sup>th</sup>/Maritime Street.*** As part of the design for the realignment of Maritime Street, the Port shall also provide modifications to the 7<sup>th</sup>/Maritime Street intersection.

**Residual Significance:** Less than significant

Redevelopment would generate 5,800 trips during the a.m. peak hour and 5,500 trips during the p.m. peak hour. Redevelopment traffic would cause the level of service to degrade to worse

than LOS D at the three intersections listed above. The impact is considered to be significant. With implementation of Mitigation Measures 4.3-1, 4.3-2, and 4.3-3 the impact would be substantially reduced, and the residual impact would be less than significant.

The impact of redevelopment on study area intersections is summarized in Table 4.3-8. The reduction of those impacts by the proposed mitigation measures is shown in Table 4.3-9.

**Table 4.3-8**  
**Intersections Operations for Redevelopment**

Intersection	1995 Baseline Peak Hour				Existing Plus Redevelopment, 2025 Peak Hour			
	A.M.		P.M.		A.M.		P.M.	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
West Grand Avenue/Maritime Street	D	37.1	C	32.6	<b>F</b>	<b>298.1</b>	<b>F</b>	<b>262.6</b>
West Grand Avenue/I-880 Frontage Road	C	30.7	D	37.3	<b>E</b>	<b>79.6</b>	<b>F</b>	<b>171.1</b>
West Grand Avenue/Mandela Parkway	A	9.6	B	10.6	B	17.4	C	31.3
West Grand Avenue/Adeline Street	B	11.5	B	10.6	B	13.9	B	15.4
West Grand Avenue/Market Street	A	9.9	B	10.6	B	10.4	A	10.0
West Grand Avenue/San Pablo Av	B	11.5	B	11.6	B	12.5	B	12.5
West Grand Avenue/MLK Jr. Way <sup>b</sup>	B	13.7	B	16.9	B	11.7	B	15.0
West Grand Avenue/Northgate Avenue <sup>b</sup>	C	23.9	C	21.8	C	25.2	C	25.0
West Grand Avenue/Harrison Street <sup>b</sup>	C	24.2	C	23.3	C	25.9	C	24.7
7 <sup>th</sup> Street/Maritime Street	C	30.4	C	33.6	<b>F</b>	<b>126.8</b>	<b>E</b>	<b>78.5</b>
7 <sup>th</sup> Street/I-880 Southbound Ramp	A	5.2	A	7.5	A	5.3	B	14.0
7 <sup>th</sup> Street/I-880 Northbound Ramp	C	29.3	C	30.6	D	43.1	C	33.0
7 <sup>th</sup> Street/Peralta Street	A	8.5	A	8.7	A	7.9	A	7.8
7 <sup>th</sup> Street/Mandela Parkway	B	14.8	B	16.7	B	14.5	B	15.6
7 <sup>th</sup> Street/Union Street	A	9.0	B	11.9	A	8.6	B	11.2
7 <sup>th</sup> Street/Adeline Street	B	10.7	A	9.5	B	10.7	B	12.0
7 <sup>th</sup> Street/Market Street	B	15.0	C	20.8	C	20.7	C	20.6
7 <sup>th</sup> Street/Harrison Street <sup>b</sup>	B	10.5	B	10.8	B	10.8	B	10.9
7 <sup>th</sup> Street/Jackson Street <sup>b</sup>	C	33.6	C	21.3	E	61.5	C	23.8
6 <sup>th</sup> Street/Jackson Street <sup>b</sup>	B	10.4	B	11.7	B	10.4	B	11.7
5 <sup>th</sup> Street/Union Street/I-880 Ramps	C	31.5	C	27.2	C	33.0	C	27.2
5 <sup>th</sup> Street/Adeline Street	C	30.4	C	29.1	C	32.8	C	30.8
I-880 Off Ramp/Market Street	B	19.5	C	22.8	C	20.3	C	22.6
5 <sup>th</sup> Street/Broadway <sup>b</sup>	C	20.9	C	29.4	C	21.2	C	34.4
3 <sup>rd</sup> Street/Adeline Street (unsignalized) <sup>c</sup>	B	11.3	B	11.8	B	13.3	B	13.1
3 <sup>rd</sup> Street/Market Street(unsignalized) <sup>c</sup>	B	13.9	B	13.3	C	15.8	B	14.1
14 <sup>th</sup> Street/Mandela Parkway	A	8.5	A	8.4	A	9.4	A	8.2
12 <sup>th</sup> Street/Brush Street <sup>b</sup>	C	30.4	C	22.4	C	31.9	C	22.4
12 <sup>th</sup> Street/Castro Street <sup>b</sup>	B	15.5	B	19.1	B	15.5	B	19.1
27 <sup>th</sup> Street/SR 24-580 SB Off-Ramp	B	11.8	B	15.9	B	11.5	B	16.3
27 <sup>th</sup> Street/SR 24-580 NB On-Ramp	A	9.5	C	20.5	B	10.1	C	26.1
West MacArthur Blvd/Adeline Street	B	18.4	B	19.9	C	21.0	C	23.1
West MacArthur Blvd/Market Street	B	15.8	B	17.3	B	15.9	B	17.1



**Table 4.3-8**  
**Intersections Operations for Redevelopment**

Intersection	1995 Baseline Peak Hour				Existing Plus Redevelopment, 2025 Peak Hour			
	A.M.		P.M.		A.M.		P.M.	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
Powell Street/I-80 Frontage Road	C	21.3	C	22.4	C	21.3	C	22.4
Powell Street/I-80 NB Ramps	C	25.2	D	44.1	C	25.5	D	48.4
Powell Street/Christie Street	C	29.9	C	30.5	C	29.9	C	30.5
Powell Street/Hollis Street	C	22.7	C	31.1	C	22.6	C	31.6
Powell Street/San Pablo Av	C	31.8	C	34.4	C	32.5	C	34.9
Stanford Avenue/Market Street	C	28.6	C	31.6	C	28.7	C	32.4
Stanford Avenue/MLK Jr. Way	B	12.5	D	46.4	B	12.5	D	46.4
Ashby Avenue/7 <sup>th</sup> Street	C	33.7	D	48.6	C	34.5	D	49.5
Ashby Avenue/San Pablo Av	C	29.8	C	32.3	C	30.8	C	33.7
Marina Village/Constitution Way	C	20.6	C	21.9	C	20.3	C	26.6
Atlantic Avenue/Webster Street	C	31.5	C	28.6	C	32.5	C	28.7
Atlantic Avenue/Constitution Way	C	22.3	C	20.7	C	21.8	C	20.3
Loop Road/GDA Spine Road	-	-	-	-	B	18.1	C	21.4

**Source:** Dowling Associates 2002.

**Notes:** Significant impacts of redevelopment are shown in ***Boldface Italics***.

<sup>a</sup> Delay in seconds per vehicle.

<sup>b</sup> Defined as a downtown intersection.

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**Table 4.3-9**  
**Operations at Impacted Intersections After Mitigation**

Intersection	Existing Plus Redevelopment Peak Hour				Redevelopment with Mitigation Peak Hour			
	A.M.		P.M.		A.M.		P.M.	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
West Grand Avenue/Maritime Street	F	298.1	F	262.6	D	54.4	D	41.5
West Grand Avenue/I-880 Frontage Road	E	79.6	F	171.1	D	45.8	D	52.3
7 <sup>th</sup> Street/Maritime Street	F	126.8	E	78.5	D	53.1	C	31.9

**Source:** Dowling Associates 2002.

**Notes:** Significant impacts of redevelopment are shown in ***Boldface Italics***.

<sup>a</sup> Delay in seconds per vehicle.

<sup>b</sup> Defined as a downtown intersection.

<sup>c</sup> Significant impacts at unsignalized intersections are based on signal warrants – not delay.

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**Impact 4.3-2:** Redevelopment would cause some roadway segments on the MTS to operate at LOS F and increase the V/C ratio by more than three percent on segments that would operate at LOS F without redevelopment.

**Significance:** Significant

**Mitigation 4.3-4:** The City and Port shall jointly create and maintain a transit access plan(s) for the redevelopment project area designed to reduce demand for single-occupant, peak hour trips, and to increase access to transit opportunities. Major project area developers<sup>7</sup> shall fund on a fair share basis the plan(s).

**Residual Significance:** Significant and unavoidable

Redevelopment would add substantial traffic to roadway segments on the MTS. Redevelopment would cause the following freeway segments on the MTS to operate at LOS F or increase the V/C ratio by more than three (3) percent for segments that would operate at LOS F without redevelopment:

- I-80 east of the I-80/I-580 split
- I-880 connector to I-80 east
- I-880 from 7<sup>th</sup> Street to the segment south of I-238
- I-580 east and west of I-980/SR-24
- SR-24 east of I-580

The impact is considered significant. Implementation of Mitigation Measure 4.3-4 would reduce traffic demand on the MTS, but the residual impact to existing congested freeway segments would remain significant, and the impact is considered unavoidable. Mitigation Measure 4.4-5, intended to primarily mitigate air quality impacts, would also reduce traffic impacts, but not to a level that is less than significant. No feasible mitigation measures have been identified that would reduce freeway impacts to a level that is less than significant. Increasing freeway capacity by adding lanes would not be feasible because of high cost, negative impacts to air quality, and other factors. Moreover, adding lanes is inconsistent with the policies of the responsible regional agencies.

Other roadway segments on the MTS were evaluated as part of the CMP analysis prepared to satisfy requirements of the Alameda County CMA. No roadway segments were shown to be significantly impacted in that analysis. The CMP analysis showed that the Posey-Webster Tubes would operate at LOS F during the a.m. and p.m. peak hours with or without redevelopment. Traffic from redevelopment would represent 1.1 percent of total traffic at the Posey-Webster Tubes during the a.m. peak hour and less than 1 percent during the p.m. peak hour.

Analysis tables for freeway segments and the CMP analysis are included in Appendix 4.3.

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<sup>7</sup> A "major" developer is defined as a City, Port, or private developer of more than 20,000 square feet of employment-generating space, or facilities generating more than 100 jobs.

**Impact 4.3-3:** Redevelopment could result in traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features or incompatible uses.

**Significance:** Potentially significant

**Mitigation 4.3-5:** Redevelopment elements shall be designed in accordance with standard design practice and shall be subject to review and approval of the City or Port design engineer.

**Mitigation 4.3-6:** The Port shall fund signage designating through transport truck prohibitions through the interior of the Gateway development area.

**Mitigation 4.3-7:** The City and the Port shall continue to work together and shall create a truck management plan designed to reduce the effects of transport trucks on local streets. The City and Port shall fund on a fair share basis implementation of this plan.

**Residual Significance:** Less than significant

The redevelopment project area will have a variety of land uses that would attract a range of travelers, including bicyclists and pedestrians accessing the park land along the waterfront, commuter vehicles traveling to and from employment centers within the project area, and Port-related trucks. This mix of unlike travel modes combined with increased traffic could increase hazards. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measures 4.3-5, 4.3-6, and 4.3-7, the impact would be minimized, and the residual impact would be less than significant.

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**Impact 4.3-4:** Due to site constraints, it may not be possible to provide two emergency access routes to the western portion of the Gateway development area, which would be in excess of 1,000 feet from the nearest major arterial.

**Significance:** Potentially significant

**Mitigation 4.3-8:** Construct an emergency vehicle access to the western portion of the Gateway development area or provide an emergency service program and emergency evacuation plan using waterborne vessels.

**Residual Significance:** Less than significant

Final site plans for the Gateway development area have not been developed, and it is not currently known if a second access to the western portion of that area would be provided. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.3-8, the impact would be minimized, and the residual impact would be less than significant.

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**Impact 4.3-5:** Redevelopment could fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks).

**Significance:** Potentially significant

**Mitigation 4.3-9:** Redevelopment plans shall conform to City of Oakland or Port development standards with facilities that support transportation alternatives to the single-occupant automobile.

**Mitigation:** Measure 4.3-4, described above.

**Residual Significance:** Less than significant

Final site plans for the redevelopment project area have not been developed, and it is not known if redevelopment would conflict with adopted policies, plans, or programs supporting alternative transportation. Because occurrence of this impact depends on site-specific designs not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measures 4.3-4 and 4.3-9, the impact would be minimized, and the residual impact would be less than significant.

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**Impact 4.3-6:** Redevelopment could result in an inadequate parking supply at the Gateway development area, the 16<sup>th</sup>/Wood sub-district, or for trucks serving the Port of Oakland.

**Significance:** Potentially significant

**Mitigation 4.3-10:** The number of parking spaces provided in the project area shall comply with City code or Port requirements and/or with recommendations of a developer funded parking demand analysis.

**Mitigation 4.3-11:** During both construction and operation, the Port shall provide truck parking within the Port development area or Maritime sub-district, at a reasonable cost to truck operators and provide advance information to operators where the parking is located.

**Residual Significance:** Less than significant

Subsequent redevelopment activities have not been designed. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measures 4.3-10 and 4.3-11, the impact would be avoided or minimized, and the residual impact would be less than significant.

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**Impact 4.3-7:** Redevelopment would increase the average ridership on AC Transit lines by more than 3 percent on transit lines serving the redevelopment project area, but the average load factor with the project in place would not exceed 125 percent over a peak 30-minute period.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Redevelopment would increase transit ridership on existing AC transit routes serving the redevelopment project area. The demand for transit service would be highly directional — predominantly toward the redevelopment project area during the morning peak hour and away from the development project area during the evening peak hour. A summary of transit ridership is shown in Table 4.3-10. Although redevelopment would essentially double the AC Transit ridership between the redevelopment project area and downtown, there is enough capacity on the AC Transit routes to accommodate the additional demand. Because the average load factor with redevelopment in place would not exceed 125 percent over a 30-minute period, the impact is considered less than significant.

**Table 4.3-10  
AC Transit Riders**

Route	Direction	Capacity	Existing		Redevelopment (New Riders) <sup>a,b</sup>		Total with Redevelopment		Load Factor with Redevelopment	
			AM	PM	AM	PM	AM	PM	AM	PM
13	Eastbound	94	47	18	9	54	56	72	60%	77%
13	Westbound	94	27	40	58	11	85	51	91%	55%
62	Northbound	94	19	21	37	10	56	31	59%	33%
62	Southbound	94	15	37	8	39	23	76	24%	80%

**Sources:** AC Transit 1998 Boarding & Alighting Survey 1998 and Alameda Countywide Model 2002.

**Notes:**

<sup>a</sup> The table includes AC Transit riders between the redevelopment project area and downtown during peak 30-minute periods.

<sup>b</sup> Approximately 4.5 percent of redevelopment trips would use AC Transit.

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**Impact 4.3-8:** Redevelopment would increase passenger volume exceeding the standing capacity of BART trains, but would not increase peak hour average ridership 3 percent.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

The number of BART riders during both the morning and evening peak commute hour is approximately 19,500 at the West Oakland BART station. Redevelopment would add about 410 peak hour trips to BART during the peak hours — 2.1 percent of existing ridership. BART is currently studying system-wide capacity issues and will be adjusting service to match demand. A preliminary assessment by BART staff suggests that the capacity impact of redevelopment would be minimal (BART 2002). Because redevelopment would not increase peak hour average ridership three percent on BART, the impact is considered less than significant.

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**Impact 4.3-9:** Redevelopment would increase the peak hour average ridership at the West Oakland BART station by 3 percent where average waiting time at fare gates could exceed 1 minute.

**Significance:** Potentially significant

**Mitigation 4.3-12:** The City and Port shall provide detailed information regarding redevelopment to BART to enable BART to conduct a comprehensive fare gate capacity assessment at the West Oakland BART station. Pending the results of this assessment, the City and the Port may need to participate in funding the cost of adding one or more fare gates at the West Oakland BART station.

**Residual Significance:** Less than significant

Approximately 1,010 BART riders enter or exit the West Oakland BART station during both the morning and evening peak commute hour. Redevelopment would add about 410 peak hour riders to the West Oakland BART station during the peak hours — 41 percent of existing ridership. Most of the BART users added by redevelopment would exit the station during the morning peak and enter the station during the evening peak commuter period — in the opposite direction of the current peak demand, as shown in Table 4.3-11. There are five fare gates at the station — two for entering, two for exiting passengers, and one reversible gate that serves the peak direction of passenger flow. BART staff has indicated that delays are sometimes a problem for the peak direction at the station. Redevelopment would increase demand for the peak direction of flow at the fare gates by about seven percent. Because it is possible redevelopment could result in an average waiting time exceeding one minute at the West

Oakland BART station fare gates, the impact would be considered potentially significant. With the implementation of Mitigation Measure 4.3-13, the impact would be minimized, and the residual impact is considered less than significant.

**Table 4.3-11  
BART Riders at the West Oakland Station**

Direction	Existing		Redevelopment (New Riders) <sup>a</sup>		Total with Redevelopment	
	AM	PM	AM	PM	AM	PM
Boarding	914	209	61	333	975	542
Leaving	99	805	340	77	439	882
<b>Total</b>	<b>1,013</b>	<b>1,014</b>	<b>401</b>	<b>410</b>	<b>1,414</b>	<b>1,424</b>

**Source:** BART Data Acquisition System 2002.

**Note:** <sup>a</sup> Approximately 8 percent of redevelopment trips would use BART.

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**Impact 4.3-10:** Construction of New Berth 21 could cause minor delays to commercial vessels plying their trade.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Dredging equipment would be present in Outer Harbor for a short period of time. The equipment would operate along the east bank of the Outer Harbor channel at its far end out of the way of most vessel traffic. Dredging equipment would be highly visible, and would be well marked in accordance with U.S. Coast Guard regulations. It is estimated that the vast majority of the fill material required for construction of New Berth 21 would arrive by barge, probably from maintenance dredging or from the Bay Bridge reconstruction project. There is a potential for very minor delays to commercial vessels because ferries, work-boats, and other vessels generating powerful wakes would have to slow when passing barges or dredges being transported to and from the work site. However, the delays would not be frequent and would be within normally accepted practices for a busy port complex. The construction of New Berth 21 would not cause unreasonable delays to commercial vehicles plying their trade, and the impact would be less than significant.

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**Impact 4.3-11:** Remediation, demolition/deconstruction, and construction activities within the redevelopment project area would utilize a significant number of trucks and could cause significant circulation impacts on the street system.

**Significance:** Potentially significant

**Mitigation 4.3-13:** Prior to commencing hazardous materials or hazardous waste remediation, demolition, or construction activities, a Traffic Control Plan (TCP) shall be implemented to control peak hours trips to the extent feasible, assure the safety on the street system and assure that transportation activities are protective of human health, safety, and the environment.

**Residual Significance:** Less than significant

Construction and/or remediation would generate haul, delivery, and employee trips. Construction and remediation generally involve large diesel transport trucks. For traffic impacts, transport trucks are considered equivalent to two passenger cars. Remediation vehicles include those transporting both hazardous materials and hazardous waste. These trips may substantially degrade LOS on area roadways and the impact is considered potentially significant. Because occurrence of this impact depends on details of construction/remediation timing and the exact amount and location of related traffic not currently developed, the impact is considered potentially significant. With implementation of Mitigation Measure 4.3-13, the impact would be substantially reduced, and the residual impact would be less than significant.

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#### 4.3.7 Mitigation

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

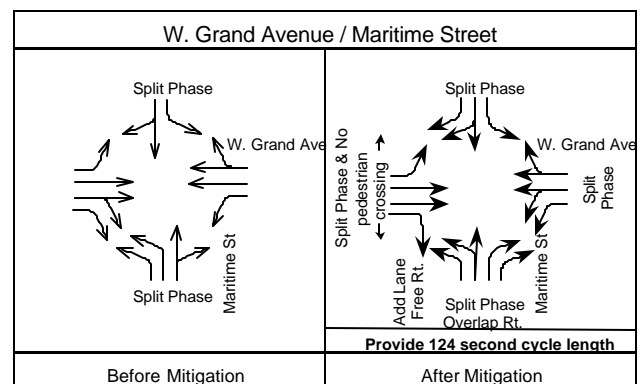
**Mitigation 4.3-1: West Grand Avenue/Maritime Street.** As part of the design for the realignment of Maritime Street, the Port shall also provide modifications to the West Grand Avenue/Maritime Street intersection.

This measure applies to Impact 4.3-1 and Cumulative Impact 5.3-1.

The following modifications shall be made at the West Grand Avenue/Maritime Street intersection:

1. Revise northbound Maritime Street lanes to provide:

- 1 left turn lane
- 1 combination left-through lane
- 2 right turn lanes with overlap signal phasing (green arrow)





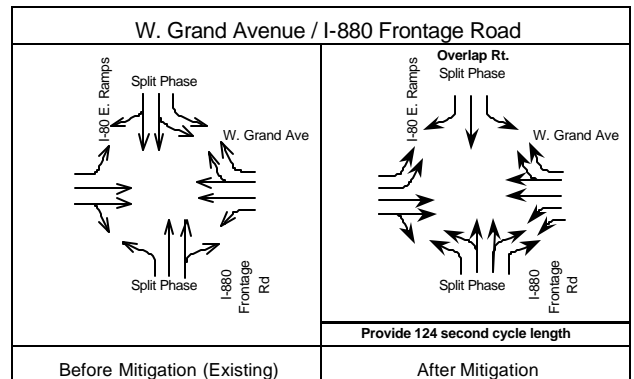
2. Revise southbound Maritime Street (formerly Wake Avenue) lanes to provide:
  - a. 1 left turn lane
  - b. 1 combination through-right lane
  - c. 1 right-turn lane
3. Revise eastbound West Grand Avenue exit ramp to provide:
  - a. 1 left turn lane
  - b. 2 through lanes
  - c. 1 right turn lane with a receiving third southbound lane south of the intersection (free right)
4. Revise westbound West Grand Avenue to provide:
  - a. 1 left turn lane
  - b. 1 combination left-through lane
  - c. 1 combination through-right lane
5. Provide split signal phasing for east and westbound traffic movements on West Grand Avenue
6. Increase the traffic signal cycle length to 124 seconds.

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**Mitigation 4.3-2: West Grand Avenue/I-880 Frontage Road.** Project area developers shall fund, on a fair share basis, modifications to the West Grand Avenue/I-880 Frontage Road intersection.

This measure applies to Impact 4.3-1 and Cumulative Impact 5.3-1.

The following modifications shall be made at the West Grand Avenue/I-880 Frontage Road intersection:



1. Revise the northbound Frontage Road lanes to provide:
  - a. 1 left-turn lane
  - b. 1 combination left-through lane
  - c. 1 combination through-right lane

- d. 1 right-turn lane
2. Revise the southbound I-80 East Ramp lanes to provide:
  - a. 1 left-turn lane
  - b. 1 through lane
  - c. 1 right-turn lane with overlap signal phasing (green arrow)
3. Revise the eastbound West Grand Avenue lanes to provide:
  - a. 2 left-turn lanes
  - b. 1 through lane
  - c. 1 combination through-right lane
4. Revise the westbound West Grand Avenue lanes to provide:
  - a. 2 left-through lanes
  - b. 1 through lane
  - c. 1 combination through-right lane
  - d. 1 right-turn lane
5. Increase the traffic signal cycle length to 124 seconds.

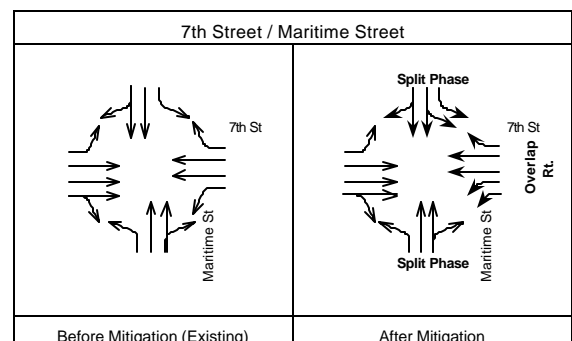
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**Mitigation 4.3-3: 7<sup>th</sup>/Maritime Street.** As part of the design for realignment of Maritime Street, the Port shall also provide modifications to the 7<sup>th</sup>/Maritime Street intersection.

This measure applies to Impact 4.3-1 and Cumulative Impact 5.3-1.

The following modifications shall be made at the 7<sup>th</sup> /Maritime Street intersection:

1. Revise the southbound Maritime Street lanes to provide:
  - a. 1 left-turn lane
  - b. 1 combination left-through lane
  - c. 1 combination through-right lane
2. Revise the westbound 7<sup>th</sup> Street lanes to provide:
  - a. 2 left-turn lanes



b. 2 through lanes

c. 1 right-turn lane with overlap signal phasing (green arrow)

3. Provide split signal phasing for the north and southbound traffic movements on Middle Harbor Road.

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**Mitigation 4.3-4:** The City and Port shall jointly create and maintain a transit access plan(s) for the redevelopment project area designed to reduce demand for single-occupant, peak hour trips, and to increase access to transit opportunities. Major project area developers shall fund on a fair share basis the plan(s).

This measure applies to Impact 4.3-2 and Cumulative Impact 5.3-2.

The Transit Access Plan shall be funded on a fair-share basis by major project area developers, defined as developers of more than 20,000 square feet of employment-generating space, or developers who would generate more than 100 job opportunities.

The City shall establish a Transportation Enhancement Association or other similar funding mechanism whereby developers will contribute their fair share to the Transit Access Plan. The plan shall include transportation demand management strategies designed to reduce peak hour trip generation, including but not limited to the following:

- Fund a transit coordinator to assist employers and employees in the project area;
- Transit user subsidies including the bulk purchase of transit passes;
- Implementation of a parking cash-out program. A parking cash-out program is an employer-funded program in which an employer offers to provide a cash allowance to an employee equivalent to the parking subsidy that the employer would otherwise pay to provide the employee with a parking space. The ACCMA estimates that such programs reduce employee commute traffic by five percent from previous non-monetary incentive-based programs and reduced parking utilization by an estimated three percent;
- Flex-time schedules;
- Telecommuting;
- Utilization of site design standards that would benefit transit, pedestrians, and bicyclists;
- Preferential parking for carpools and vanpools;
- Rideshare matching programs;

- Guaranteed Ride Home program (provides carpool and vanpool participants with a vehicle in an emergency or if they cannot leave at their usual times; and
- Funding for City and/or Port monitoring of the programs.

The plan shall include strategies designed to promote transit use and increase availability of transit opportunities within the project area, including, but not limited to the following:

- Coordination with AC Transit to provide expanded bus service with no greater than 30 minute peak commute hour headways to major employment centers.
- Coordination with BART to provide shuttle service with no greater than 15 minute peak commute hour headways between the West Oakland BART station and major employment centers
- Provision of employer incentives to use alternative transit modes, such as “Flash” passes or transit reimbursements

These measures shall be coordinated with BAAQMD and CAP Transportation Control Measures (TCMs) implemented under Mitigation Measure 4.4-5.

The Transit Access Plan shall be funded at a level that would enable the goal of a 15 percent reduction in single-occupancy, peak hour ridership.

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**Mitigation 4.3-5:** Redevelopment elements shall be designed in accordance with standard design practice and shall be subject to review and approval of the City or Port design engineer.

This measure applies to Impact 4.3-3 and Cumulative Impact 5.3-3.

Through design review, the City and/or Port, as applicable, shall ensure the design of roadways, bicycle and pedestrian facilities, parking lots, and other transportation features comply with design standards and disallow design proposals that likely to result in traffic hazards. Any mitigation or redevelopment features that may directly affect Caltrans facilities shall be submitted for review by that agency.

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**Mitigation 4.3-6:** The Port shall fund signage designating through transport truck prohibitions through the interior of the Gateway development area.

This measure applies to Impact 4.3-3.

1 Realigned Maritime Street (the “loop road”) would be designed and constructed for use by  
2 heavy trucks destined to and from the Port area. An internal Gateway development area access  
3 road will connect realigned Maritime Street to existing Maritime Street and could potentially  
4 provide a shortcut to West Grand Avenue for truck operators. To reduce the use of this road as  
5 a shortcut, the Port shall fund signage that shall be installed to clearly notify truck operators that  
6 through traffic is prohibited along the access road and existing Maritime Street. Should truck  
7 operators not comply, the Port shall continue to fund, and may also increase funding for an  
8 enforcement program to ensure compliance, particularly after the new streets are opened to  
9 traffic.

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11 **Mitigation 4.3-7:** The City and the Port shall continue to work together to create a truck  
12 management plan designed to reduce the effects of transport trucks on local streets. The City  
13 and Port shall fund on a fair share basis, implementation of this plan.

14 This measure applies to Impact 4.3-3.

15 The truck management plan may include, and is not limited to, the following elements:

- 16 • Analyze truck traffic in West Oakland;
- 17 • Traffic calming strategies on streets not designated as truck routes designed to discourage  
18 truck through travel;
- 19 • Truck driver education programs;
- 20 • Expanded signage, including truck prohibitions on streets not designated as truck routes;
- 21 • Traffic signal timing improvements;
- 22 • Explore the feasibility of truck access to Frontage Road;
- 23 • Roadway and terminal gate design elements to prevent truck queues from impeding the flow  
24 of traffic on public streets; and
- 25 • Continue Port funding of two police officers to enforce truck traffic prohibitions on local  
26 streets.

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28 **Mitigation 4.3-8:** Construct an emergency vehicle access to the western portion of the Gateway  
29 development area, or provide an emergency service program and emergency evacuation  
30 program using waterborne vessels.

31 This measure applies to Impact 4.3-4 and Cumulative Impact 5.3-4.

32 Should a second emergency access by land not be possible to the western portion of the  
33 Gateway development area, the City shall provide redundant emergency access to this area by

vessel. The area is currently served by fire boat out of the Jack London Square Fire Station. The City may elect to equip that fire boat with first response medical emergency personnel as well as limited hazardous materials response personnel and equipment (see also Mitigation Measure 4.9-1). Major developers shall fund these improvements on a fair share basis.

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**Mitigation 4.3-9:** Redevelopment plans shall conform to City of Oakland or Port development standards with facilities that support transportation alternatives to the single-occupant automobile.

This measure applies to Impact 4.3-5.

Facilities that support transportation alternatives to the single-occupant automobile may include, and are not limited to, bus turnouts, bicycle racks, on-site showers, on-site lockers, and pedestrian and bicycle ways.

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**Mitigation 4.3-10:** The number of parking spaces provided in the project area shall comply with City Code or Port requirements, and/or with recommendations of a parking demand analysis.

This measure applies to Impact 4.3-6 and Cumulative Impact 5.3-5.

Through project review, the City and/or Port shall ensure an adequate supply of parking spaces will be provided. Major redevelopment project area developers shall fund on a fair share basis a project area-wide, or potentially a sub-area specific parking demand study that shall take into consideration the TDM programs and policies developed through Mitigation Measure 4.3-4.

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**Mitigation 4.3-11:** During both construction and operation, the Port shall provide truck parking within the Port development area or Maritime sub-district, at a reasonable cost to truck operators and provide advance information to truck operators where the parking is located.

This measure applies to Impact 4.3-6 and Cumulative Impact 5.3-5.

The Port shall continue its current program of providing sufficient facilities for independent truck operators parking outside the marine terminal gates and outside the West Oakland community. It is important to maintain accessible areas for use by truckers at the Port during construction as well as after redevelopment to minimize impacts on adjacent neighborhoods.

The Port currently provides subsidized parking to independent truck owner/operators to reduce tractor and trailer parking in West Oakland. Truck parking space is leased at a cost of \$50 per chassis and \$75 per truck-trailer combination per month. The Port also provides advance

information to truck operators regarding locations available for independent truck operator parking during development of permanent ancillary maritime support facilities. This measure requires the Port maintain such programs at a reasonable cost to independent truck operators so they will be encouraged to use on-site Port-area parking facilities.

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**Mitigation 4.3-12:** The City and Port shall provide detailed information regarding redevelopment to BART to enable BART to conduct a comprehensive fare gate capacity assessment at the West Oakland BART station. Pending the results of this assessment, the City and the Port may need to participate in funding the cost of adding one or more fare gates at the West Oakland BART station.

This measure applies to Impact 4.3-9 and Cumulative Impacts 5.3-6 and 5.3-8.

BART staff's preliminary assessment is that no new fare gates would be required, but the City and Port should coordinate with BART to confirm this is the case. Uncongested fare gates are required to encourage BART ridership.

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**Mitigation 4.3-13:** Prior to commencing hazardous materials or hazardous waste remediation, demolition, or construction activities, a Traffic Control Plan (TCP) shall be implemented to control peak hours trips to the extent feasible, assure the safety on the street system and assure that transportation activities are protective of human health, safety, and the environment.

This measure applies to Impact 4.3-11.

Construction and remediation TCPs shall be designed and implemented to reduce to the maximum feasible extent traffic and safety impacts to regional and local roadways.

The TCP shall address items including but not limited to: truck routes, street closures, parking for workers and staff, access to the project area and land closures or parking restrictions that may require coordination with and/or approval by the City, the Port and/or Caltrans. The TCP shall be submitted to the City Traffic Engineering and Planning divisions or the Port, as appropriate, for review and approval prior to the issuance of any building, demolition or grading permits. The City and the Port shall coordinate their respective approvals to maximize the effectiveness of the TCP measures. DTSC would have ongoing authority under its Remedial Action Plan/Remedial Monitoring Plan oversight and the Hazardous Substances Account Act to regulate remediation transportation activities, which must be protective of human health, safety and the environment.

Remediation and demolition/construction traffic shall be restricted to designated truck routes within the City, and the TCP shall include a signage program for all truck routes serving the site during remediation or demolition/construction. A signage program details the location and type

1 of truck route signs that would be installed during remediation and demolition/construction to  
2 direct trucks to and from the project area. Truck access points for entry and exit should be  
3 included in the TCP. In addition, as determined by City of Port staff, the developer shall be  
4 responsible for repairing any damage to the pavement that is caused by remediation or  
5 demolition/construction vehicles for restoring pavement to pre-construction conditions.

6 Remediation and demolition/construction-related trips will be restricted to daytime hours, unless  
7 expressly permitted by the City or the Port, and to the extent feasible, trips will be minimized  
8 during the a.m. and p.m. peak hours.

9 The TCP shall identify locations for construction/remediation staging. Remediation staging  
10 areas are anticipated to be located near construction areas, since remediation will be largely  
11 coordinated with redevelopment. In addition, the TCP shall identify and provide off-street  
12 parking for remediation and demolition/construction staff to the extent possible throughout all  
13 phases of redevelopment. If there is insufficient parking available within walking distance of the  
14 site for workers, the developer shall provide a shuttle bus or other appropriate system to transfer  
15 workers between the satellite parking areas and remediation or demolition/construction site.

16 The TCP shall also include measures to control dust, requirements to cover all loads to control  
17 odors, and provisions for emergency response procedures, health and safety driver education,  
18 and accident notification.

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#### 4.4 AIR QUALITY

Redevelopment would result in less than significant, potentially significant, and significant impacts to air quality. With implementation of measures recommended in this section, some of the potentially significant impacts would be mitigated to a level that is less than significant. Other potentially significant impacts would be reduced, but not to a level that is less than significant. These impacts are considered adverse and unavoidable.

##### 4.4.1 Study Area

The study area for air quality is the San Francisco Bay Area Air Basin. The air basin encompasses all or part of nine counties surrounding San Francisco Bay: all of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, and Santa Clara counties; and portions of Solano and Sonoma counties.

##### 4.4.2 Regulatory Setting

###### Federal

The study area is subject to major air quality planning programs required by the federal Clean Air Act (CAA), last amended in 1990 (42 United States Code [USC] 7401 *et seq.*). The CAA provides for ambient air quality standards to protect public health (see discussion regarding national and state standards, below), timetables for progressing toward achieving and maintaining ambient standards, and the development of an implementation plan to guide air quality improvement efforts of state and local agencies. The plan, which is referred to as the State Implementation Plan (SIP), must contain control strategies that demonstrate attainment with national ambient air quality standards by deadlines established in the federal CAA.

The U.S. Environmental Protection Agency oversees state and local implementation of federal CAA requirements. In addition, the EPA sets emission standards for many mobile sources, such as new on-road motor vehicles, including transport trucks, that are sold outside California. The EPA also sets emission standards for various classes of new off-road mobile sources, including locomotives, that are sold throughout the country. The EPA is also working with the International Maritime Organization to initiate the process of setting international standards to lower emissions from new marine vessels that operate under that organization's protocol. Finally, the EPA is working with the California Air Resources Board (CARB) to set standards for new marine engines used in vessels operating solely in California coastal waters.

###### State and Regional

Similar to the CAA, the California Clean Air Act (CCAA) of 1988 (California Health and Safety Code § 39600 *et seq.*) promulgates health-protective ambient air quality standards, and establishes a plan-based program intended to achieve and maintain those standards. The state plan is called the Clean Air Plan (CAP). The CAP must show satisfactory progress in attaining state ambient air quality standards. Deadlines are not fixed for attaining state standards.

Both the federal SIP and the state CAP rely on the combined emission control programs of the EPA, CARB, and the Bay Area Air Quality Management District (BAAQMD).

Under California law, the responsibility to carry out air pollution control programs is split between the CARB and local or regional air pollution control agencies. In the study area, the BAAQMD regulates stationary sources, and can require stationary sources to obtain permits, and can impose emission limits, set fuel or material specifications, or establish operational limits to reduce air emissions.

The CARB shares the regulation of mobile sources with the EPA, and has authority to set emission standards for on-road motor vehicles and for some classes of off-road mobile sources that are sold in California. The emission standards most relevant to redevelopment as proposed are those related to automobiles, light- and medium-duty trucks, and California heavy-duty truck engines. The CARB also regulates vehicle fuels, with the intent to reduce emissions, and has set emission reduction performance requirements for gasoline (California reformulated gasoline), and limited the sulfur and aromatic content of diesel fuel to make it burn cleaner. The CARB also sets the standards used to pass or fail vehicles in smog check and heavy-duty truck inspection programs.

Federal, state, and regional control programs above are directed primarily toward criteria pollutants—the pollutants for which ambient air quality standards exist. Programs are also in place to reduce public exposure to other pollutants, such as those that present a potential hazard to public health. These are termed “hazardous air pollutants” (HAPs) in federal law and “toxic air contaminants” (TACs) in California law. TACs are pollutants “. . . which may cause or contribute to an increase in mortality or in serious illness, or which may pose a present or potential hazard to human health” (BAAQMD 1997). Federal and state programs are currently directed toward reducing TAC emissions from stationary sources. Unlike criteria pollutants, TACs do not have ambient standards; however, BAAQMD regulates new or expanding stationary sources of TACs.

**National and State Ambient Air Quality Standards.** The CAA and CCAA promulgate, respectively, national and state ambient air quality standards for carbon monoxide (CO), ozone (O<sub>3</sub>), nitrogen dioxide (NO<sub>2</sub>), sulfur dioxide (SO<sub>2</sub>), particulate matter 10 microns or less in diameter (PM<sub>10</sub>), and (federal standard only) particulate matter 2.5 microns or less in diameter (PM<sub>2.5</sub>).<sup>1</sup> Ambient standards specify the concentration of pollutants to which the public may be exposed without adverse health effects. Individuals vary widely in their sensitivity to air

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<sup>1</sup> Other pollutants (e.g., lead) also have ambient standards, but they are not discussed in this document because emissions of these pollutants from redevelopment are expected to be minimal.

**Table 4.4-1**  
**State and Federal Ambient Air Quality Standards**

Pollutant	Averaging Time	California Standards <sup>a</sup>	National Standards <sup>b</sup>		Bay Area State Status/ Classification	Bay Area National Status/ Classification <sup>f</sup>
		Concentrations <sup>c</sup>	Primary <sup>c, d</sup>	Secondary <sup>c, e</sup>		
Photochemical Oxidants <sup>g</sup>	8-hour	--	0.08 ppm	Same as	Nonattainment	Not Designated/ None
	1-hour <sup>h</sup>	0.09 ppm	0.12 ppm	Primary		
Carbon Monoxide (CO)	8-hour	9.0 ppm	9 ppm	Same as	Attainment/None	Attainment/ Maintenance
	1-hour	20.0 ppm	35 ppm	Primary		
Nitrogen Dioxide (NO <sub>2</sub> )	Annual Mean	--	0.053 ppm	Same as	Attainment/None	Attainment/None
	1-hour	0.25 ppm	--	Primary		
Sulfur Dioxide (SO <sub>2</sub> )	Annual Mean	--	0.03 ppm	--	Attainment/None	Attainment/None
	24-hour	0.04 ppm	0.14 ppm	--		
	3-hour	--	--	0.5 ppm		
	1-hour	0.25 ppm	--	--		
Particulate Matter (PM <sub>10</sub> )	Annual Mean	--	50 µg/m <sup>3</sup>	Same as	Nonattainment/ None	Attainment/None
	Annual Geometric Mean	30 µg/m <sup>3</sup>	--	Primary		
	24-hour	50 µg/m <sup>3</sup>	150 µg/m <sup>3</sup>	Same as Primary		
Fine Particulate Matter (PM <sub>2.5</sub> )	Annual Mean	--	15 µg/m <sup>3</sup>	Same as	Not Designated/ None	Not Designated/ None
	24-hour	--	65 µg/m <sup>3</sup>	Primary		

**Source:** BAAQMD CEQA Guidelines 1996, with updated information on pollutant attainment status from the Internet site [www.BAAQMD.Gov/planning/resmod/baas.htm](http://www.BAAQMD.Gov/planning/resmod/baas.htm).

**Notes:** ppm = parts per million, µg/m<sup>3</sup> = micrograms per cubic meter; ---- = Not applicable

<sup>a</sup> California standards, other than CO, SO<sub>2</sub> (1-hour), and PM<sub>2.5</sub>, are values that are not to be equaled or violated. The CO, SO<sub>2</sub> (1-hour), and PM<sub>2.5</sub> standards are not to be violated.

<sup>b</sup> National standards, other than O<sub>3</sub>, the 24-hour PM<sub>2.5</sub>, the PM<sub>10</sub>, and those standards based on annual averages, are not to be exceeded more than once a year. The 1-hour O<sub>3</sub> 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. The 8-hour O<sub>3</sub> standard is attained when the 3-year average of the annual fourth highest daily maximum concentration is less than 0.08 ppm. The 24-hour PM<sub>10</sub> standard is attained when the 99<sup>th</sup> percentile of 24-hour PM<sub>10</sub> concentrations in a year, averaged over 3 years, at the population-oriented monitoring site with the highest measured values in the area, is below 150 µg/m<sup>3</sup>. The 24-hour PM<sub>2.5</sub> standard is attained when the 98<sup>th</sup> percentile of 24-hour PM<sub>2.5</sub> concentrations in a year, averaged over 3 years, at the population-oriented monitoring site with the highest measured values in the area, is below 65 µg/m<sup>3</sup>. The annual average PM<sub>2.5</sub> standard is attained when the 3-year average of the annual arithmetic mean PM<sub>2.5</sub> concentrations, from single- or multiple-community-oriented monitors is less than or equal to 15 µg/m<sup>3</sup>.

<sup>c</sup> All measurements of air quality are to be corrected to a reference temperature of 25° C and a reference pressure of 760 mm of mercury (Hg) (1013.2 millibar); ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.

<sup>d</sup> National Primary Standards: The levels of air quality deemed necessary by the federal government, with an adequate margin of safety, to protect the public health.

<sup>e</sup> National Secondary Standards: The levels of air quality deemed necessary by the federal government, to protect the public welfare from any known or anticipated adverse effects to a pollutant.

<sup>f</sup> The Bay Area attained the national O<sub>3</sub> standard 5 consecutive years in the early 1990s and was re-designated to Attainment/Maintenance status. However, in 1995 and 1996 the O<sub>3</sub> standard was exceeded, and the EPA began to reconsider its decision. Although the standard was once again attained in 1997, in June 1998, the EPA announced its decision to re-designate the Bay Area back to nonattainment. Due to "special circumstances," the EPA decided to apply no classification. The national standard was exceeded again in 1998.

<sup>g</sup> Measured as O<sub>3</sub>.

<sup>h</sup> The 1-hour O<sub>3</sub> standard will be replaced by the 8-hour standard on an area-by-area basis when the area has achieved 3 consecutive years of air quality data meeting the 1-hour standard.

pollutants, and standards are set to protect more pollution-sensitive populations (e.g., children and the elderly). National and state standards are reviewed and updated periodically based on new health studies. California ambient standards tend to be at least as protective as national ambient standards and are often more stringent. National and state ambient air quality standards are presented in Table 4.4-1. The so-called criteria pollutants and associated adverse health effects are described below.

For planning purposes, regions like the San Francisco Bay Area are given an air quality status designation by the federal and state regulatory agencies. Areas with monitored pollutant concentrations that are lower than ambient air quality standards are designated “attainment” on a pollutant-by-pollutant basis. When monitored concentrations exceed ambient standards within an air basin, it is designated “nonattainment” for that pollutant. An area that recently exceeded ambient standards, but is now in attainment, is designated “maintenance.” Nonattainment areas are further classified, based on the severity and persistence of the air quality problem, as “moderate,” “severe,” or “serious.” Attainment classifications determine the applicability and minimum stringency of pollution control requirements. In general, the more serious the air quality classification, the more stringent the control requirements that must be contained in the regional air quality plans (the SIP and CAP, described above). A description of criteria pollutants follows.

**Carbon Monoxide.** Exposure to high concentrations of CO reduces the oxygen-carrying capacity of the blood and can cause dizziness and fatigue, impair central nervous system function, and induce angina in persons with serious heart disease. Primary sources of CO in ambient air are passenger cars, light-duty trucks, and residential wood burning.

**Ozone.** While O<sub>3</sub> serves a beneficial purpose in the upper atmosphere (stratosphere) by reducing ultraviolet radiation potentially harmful to humans, when it reaches elevated concentrations in the lower atmosphere it can be harmful to the human respiratory system and to sensitive species of plants. O<sub>3</sub> concentrations build to peak levels during periods of light winds, bright sunshine, and high temperatures. Short-term O<sub>3</sub> exposure can reduce lung function in children, make persons susceptible to respiratory infection, and produce symptoms that cause people to seek medical treatment for respiratory distress. Long-term exposure can impair lung defense mechanisms and lead to emphysema and chronic bronchitis. Sensitivity to O<sub>3</sub> varies among individuals, but about 20 percent of the population is sensitive to O<sub>3</sub>, with exercising children being particularly vulnerable. O<sub>3</sub> is formed in the atmosphere by a complex series of photochemical reactions that involve “ozone precursors” that are two large families of pollutants: oxides of nitrogen (NO<sub>x</sub>) and reactive organic gases (ROG). NO<sub>x</sub> and ROG are emitted from a variety of stationary and mobile sources. While NO<sub>x</sub> is another criteria pollutant itself, ROGs are not in that category, but are included in this discussion as O<sub>3</sub> precursors.

**Nitrogen Dioxide.** The major health effect from exposure to high levels of NO<sub>2</sub> is the risk of acute and chronic respiratory disease. NO<sub>2</sub> is a combustion by-product, but it can also form in

the atmosphere by chemical reaction. NO<sub>2</sub> is a reddish-brown colored gas often observed during the same conditions that produce high levels of O<sub>3</sub>. NO<sub>2</sub> is a precursor to O<sub>3</sub>.

**Sulfur Dioxide.** The major health effect from exposure to SO<sub>2</sub> is acute and chronic respiratory disease. Asthmatics are particularly sensitive. SO<sub>2</sub> can also react with water in the atmosphere to form acids (or so-called “acid rain”), which can cause damage to vegetation and man-made materials. The main source of SO<sub>2</sub> is the combustion of fuels containing sulfur — chiefly coal and fuel oil. California has very low levels of SO<sub>2</sub> because most large combustion sources burn natural gas, which contains only trace quantities of sulfur. California regulations also limit the sulfur content of gasoline and diesel fuel.

**Particulate Matter.** Particulate matter is regulated as PM<sub>10</sub>. More recently, it has been subdivided into coarse and fine fractions, with particulate matter less than 2.5 microns in diameter (PM<sub>2.5</sub>) constituting the fine fraction. The health effects from long-term exposure to high concentrations of particulate matter are increased risk of chronic respiratory disease like asthma, and altered lung function in children. Short-term exposure to high levels of particulate matter has been shown to increase the number of people seeking medical treatment for respiratory distress, and to increase mortality among those with severe respiratory problems. Particulate matter also results in reduced visibility. Ambient particulate matter has many sources. It is emitted directly by combustion sources like motor vehicles, industrial facilities, and residential wood burning, and in the form of dust from ground-disturbing activities such as construction and farming. It also forms in the atmosphere from the chemical reaction of precursor gases.

**Toxic Air Contaminants.** TACs do not have ambient air quality standards. Many pollutants are identified as TACs because of their potential to increase the risk of developing cancer. For TACs that are known or suspected carcinogens, the CARB has consistently found there are no levels or thresholds below which exposure is risk free. Individual TACs vary greatly in the risk they present; at a given level of exposure, one TAC may pose a hazard that is many times greater than another. Where data are sufficient to do so, a “unit risk factor” can be developed for cancer risk. The unit risk factor expresses assumed risk to a hypothetical population in terms of the estimated number of individuals in a million who may develop cancer as the result of continuous, lifetime (70-year) exposure to 1 microgram per cubic meter (µg/m<sup>3</sup>) (equal to one part per million) of the TAC. Unit risk factors provide a standard that can be used to establish regulatory thresholds for permitting purposes. However, they are not a measure of actual health risk because actual populations do not experience the extent and duration of exposure that the hypothetical population is assumed to experience. For non-cancer health effects, a similar factor called a Hazard Index is used.

In 1998, the CARB formally identified particulate matter emitted by diesel-fueled engines as a TAC. Diesel engines emit TACs in both gaseous and particulate forms. The particles emitted by diesel engines are coated with chemicals, many of which have been identified by the EPA as HAPs, and by the CARB as TACs. The vast majority of diesel exhaust particles are very small

(94 percent of their combined mass consists of particles less than 2.5 microns in diameter), both the particles and their coating of TACs can be inhaled into the lungs. While the gaseous portion of diesel exhaust also contains TACs, the CARB's action was specific to diesel particulate emissions which, according to supporting CARB studies, represent 50 to 90 percent of the mutagenicity of diesel exhaust (CARB 1998).

The CARB action was taken at the end of a lengthy process that considered dozens of health studies, extensive analysis of health effects and exposure data, and public input collected over the last nine years. CARB's Scientific Advisory Committee has recommended a unit risk factor of 300 in a million for diesel particulate.<sup>2</sup> The CARB action will lead to additional control of diesel engine emissions in coming years by CARB. The EPA has also begun an evaluation of both the cancer and non-cancer health effects of diesel exhaust.

The 1998 ruling prompted the CARB to begin searching for means to reduce diesel PM emissions. In September 2000, the CARB approved the *Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-Fueled Engines and Vehicles* (Diesel Risk Reduction Plan). The Diesel Risk Reduction Plan outlines a comprehensive and ambitious program that includes the development of numerous new control measures over the next several years aimed at substantially reducing emissions from new and existing on-road vehicles (e.g., heavy duty trucks and buses), off-road equipment (e.g., graders, tractors, forklifts, sweepers, and boats), portable equipment (e.g., pumps), and stationary engines (e.g., stand-by power generators).

**Odors.** BAAQMD Regulation 7, and Regulation 9, Rules 1 and 2, place limitations on odorous substances and specific limitations on certain odorous compounds including dimethylsulfide, ammonia, methylmercaptan, phenol, trimethylamine, sulfur dioxide, and hydrogen sulfide. Regulation 9, Rule 1, places emission limits for sulfur dioxide from all sources and Regulation 9, Rule 2, limits the ground level concentrations of hydrogen sulfide to 0.06 ppm for a three-minute average or 0.03 ppm for a six-minute average.

#### **4.4.3 Regional Setting**

The region under consideration is the San Francisco Bay Area Air Basin. Several large-scale transportation projects are planned that could affect long-term regional air quality, including the San Francisco International Airport Expansion Project and the metropolitan Oakland International Airport Development Program. In addition to the construction and operation of these airport projects, several major construction projects located near the redevelopment project area with long-term schedules could also have an effect on ambient air quality, including the San Francisco-Oakland Bay Bridge East Span Seismic Safety Project<sup>3</sup>, and the Oakland Harbor Navigation Improvement Project (the "-50-Foot Project").

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<sup>2</sup> The Scientific Review Committee findings are Attachment A to CARB Resolution 98-35, August 27, 1998.

<sup>3</sup> The environmental review document for this project concludes there would be no significant long-term impacts to air quality from project operation..

## **Meteorology and Climatology**

The climate of the San Francisco Bay Area is classified as Mediterranean, and has mild, wet winters and warm, dry summers. The regional climate is controlled primarily by the Pacific high-pressure system over the eastern Pacific Ocean and by local topography. Local climate is strongly influenced by topography and proximity to the Pacific Ocean and San Francisco Bay. Cool, onshore winds blowing from the Pacific have a moderating effect, especially west of the Diablo Mountain Range where the study area is located. These mountains act as a barrier to onshore winds, resulting in the channeling of airflow along canyons, valleys, and through straits in the Bay, as well as strong west-to-east temperature differences. The resulting overall air flow patterns are complex, exhibiting much local variation. Large-scale winds, which are the wind patterns influenced by general geographical and topographical features of the San Francisco Bay Area on a roughly 50-mile scale, are predominantly from the west from the Golden Gate toward the Delta.

Atmospheric dispersion of pollutants is influenced by several parameters, including temperature inversion. An inversion is a layer of cooler air near the ground surface trapped below a layer of warm air aloft. This condition restricts vertical movement or mixing of pollutants, and therefore allows pollutant concentrations to increase. Inversions can be caused by several different combinations of meteorological conditions, and can occur in both the summer and winter in the study area.

In the immediate study area, the flow of marine air traveling through the Golden Gate, across San Francisco and through the San Bruno Gap is the dominant weather factor. Prevailing winds are from the west (CARB 1984). Air pollution potential in Northern Alameda County is lowest close to the Bay where the study area is located, due largely to two factors: good ventilation from winds that are frequently brisk, and a relatively low flux of pollutants from upwind areas. The occurrence of light winds in the early morning and late evening occasionally cause elevated levels of pollutants (BAAQMD 1996).

## **Emission Inventory**

Table 4.4-2 presents the BAAQMD inventory of emissions of CO, ROGs, NO<sub>x</sub>, SO<sub>2</sub>, and PM<sub>10</sub>, for the Bay Area and for Alameda County. Projections of expected future emission levels are based on expected growth rates in population, employment, industrial/commercial activity, travel, and energy use, and consider the effects of control measures already adopted by the EPA, CARB, and BAAQMD, and some proposed measures as well (BAAQMD 1997 Clean Air Plan). PM<sub>2.5</sub> is not included in this inventory because the federal PM<sub>2.5</sub> standard was only recently upheld, and Bay Area-wide PM<sub>2.5</sub> emissions and monitoring data are not yet available.

Inventory information presented in Table 4.4-2 indicates that within the region, the BAAQMD expects total annual tons of CO, ROGs, and NO<sub>x</sub> to decrease over time, and total annual tons of SO<sub>2</sub> and PM<sub>10</sub> to increase.

**Table 4.4-2**  
**Bay Area Emission Inventory Summary and Projections (1994 to 2010)<sup>a</sup>**

Pollutant	1994		2000		2010	
	Bay Area (tons/day)	Alameda County's Share <sup>b</sup>	Bay Area (tons/day)	Alameda County's Share <sup>b</sup>	Bay Area (tons/day)	Alameda County's Share <sup>b</sup>
CO	2,425	22%	1,963	21%	1,600	21%
ROGs	572	22%	446	22%	359	22%
NO <sub>x</sub> <sup>c</sup>	692	20%	555	20%	451	20%
SO <sub>2</sub>	102	12%	107	12%	115	12%
PM <sub>10</sub> <sup>d</sup>	187	19%	209	19%	230	19%

**Source:** BAAQMD 1996.

**Notes:**

<sup>a</sup> Data are estimates for 1995 and were taken from BAAQMD (1996) CEQA Guidelines.

<sup>b</sup> Percent of Bay Area emissions attributable to Alameda County sources.

<sup>c</sup> Average summer day emissions.

<sup>d</sup> Average winter day emissions.

## Pollutant Monitoring

The BAAQMD operates a regional air quality monitoring network for O<sub>3</sub>, CO, NO<sub>2</sub>, SO<sub>2</sub>, and PM<sub>10</sub>. Monitoring data from the BAAQMD network are used by the EPA and CARB to designate the attainment status of the region and to classify the severity of nonattainment conditions (see discussion of planning requirements, above). Table 4.4-1 describes the attainment status of the Bay Area region relevant to federal and state ambient air quality standards. The large number of "attainment" designations shown in Table 4.4-1 indicates that the Bay Area experiences low concentrations of most pollutants, the exceptions being O<sub>3</sub> and particulate matter, for which standards are exceeded periodically.

In addition to criteria pollutants, both the BAAQMD and the CARB operate TAC monitoring networks in the San Francisco Bay Area. These stations measure 10 to 15 TACs, depending on the specific station. The TACs selected for monitoring are those that have traditionally been found in the highest concentrations in ambient air, and therefore tend to produce the most significant risk. The BAAQMD operates an ambient TAC monitoring station at Davie Stadium at 198 Oak Road in Oakland, about 2.5 miles to the east of the study area. The estimated average lifetime cancer risk resulting from exposure to TAC concentrations monitored at this station in 1999 (the latest year for which data are available) is 170 in one million (BAAQMD 2000). This risk level is close to the Bay Area average for estimated average lifetime cancer risk, 186 in one million for all Bay Area TAC monitoring stations (BAAQMD 2000). These levels can be compared to a background cancer incidence rate in the United States from all causes that is about 1 in 4, or 250,000 in one million<sup>4</sup>.

<sup>4</sup> It is generally believed that a large portion of the total background cancer risk in the United States comes from smoking and other personal habits, genetic susceptibilities, diet, natural radiation including radon, and other lifestyle factors.



There is also growing evidence that exposure to emissions from diesel-fired engines (about 95 percent of which come from mobile sources) may result in cancer risks that exceed those attributed to the measured TACs. In 1998, the State of California identified diesel particulate matter (PM) as a TAC and issued a health risk assessment that included estimates of cancer potency of diesel PM. Because diesel PM cannot be monitored directly in the ambient air, cancer risk is estimated using indirect methods based on measurement of surrogate compounds. The BAAQMD has estimated the average cancer risk associated with diesel particulate exposure in the Bay Area, based on CARB estimates of population-weighted average ambient diesel PM concentrations for the Bay Area in the year 2000, to be about 450 in one million (BAAQMD 2000).

#### 4.4.4 Local Setting

For air quality, the current environmental setting, and the alternative baseline in 1995 for the OARB are described. As allowed by CEQA, where relevant, the analysis of air quality impacts of a military base reuse may be based on environmental conditions that existed at the time the federal government made the decision to close the base, rather than current existing conditions. For the OARB, the government made this decision in 1995. The analysis of impacts to air quality use an alternative baseline for only the OARB portion of the redevelopment project area.

**Emission Inventory.** As presented in Table 4.4-2, Alameda County's contribution to regional emissions is consistent over time, between 12 to 22 percent per year, depending on pollutant. The District expects the percentage of Alameda County's contribution to basin-wide emissions would remain approximately the same per pollutant, except the County's relative contribution to CO is expected to slightly decrease.

#### Setting

**Pollutant Monitoring, Attainment Status.** The BAAQMD monitoring stations nearest to the redevelopment project area are as follows:

- Alice Street, Oakland (monitors O<sub>3</sub> and CO)
- San Leandro Hospital (monitors O<sub>3</sub> and PM<sub>10</sub>)
- 7<sup>th</sup> Street, Richmond (monitors SO<sub>2</sub>)

Table 4.4-3 summarizes three years of ambient air quality data measured at these stations. No BAAQMD monitoring station representative of the project area monitors NO<sub>x</sub>. Monitoring data from stations closest to the project area generally reflect the regional pattern; only the state O<sub>3</sub> standard is occasionally exceeded.

**Table 4.4-3**  
**Summary of Criteria Air Pollutant Monitoring Data**

<b>Monitoring Station</b>	<b>Air Quality Indicator</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
<b>Ozone (O<sub>3</sub>)</b>				
Alice Street (Oakland)	Peak 1-hour concentration (ppm)	0.056	0.081	0.072
	Days above federal standard	0	0	0
	Days above state standard	1	0	1
San Leandro County Hospital	Peak 1-hour concentration (ppm)	0.111	0.113	0.098
	Days above federal standard	0	0	0
	Days above state standard	2	3	1
<b>Carbon Monoxide (CO)</b>				
Alice Street <sup>a</sup> (Oakland)	Peak 1-hour concentration (ppm)	4.58	5.23	2.69 <sup>a</sup>
	Days above federal standard	0	0	0
	Days above state standard	0	0	0
	Peak 8-hour concentration (ppm)	3.9	3.9	3.6
	Days above federal standard	0	0	0
	Days above state standard	0	0	0
<b>PM<sub>10</sub></b>				
San Leandro <sup>b</sup> County Hospital	Peak 24-hour concentration (µg/m <sup>3</sup> )	32 <sup>a</sup>	--	--
	Days above federal standard	0	--	--
	Days above state standard	0	--	--
	Annual geometric mean (µg/m <sup>3</sup> )	13.2	--	--
	Exceedance of state standard	no	--	--
	Annual arithmetic mean (µg/m <sup>3</sup> )	14.0	--	--
	Exceedance of federal standard	no	--	--
<b>Sulfur Dioxide (SO<sub>2</sub>)</b>				
7 <sup>th</sup> Street (Richmond)	Peak 24-hour	0.010	0.008	0.008
	Days above state or federal standards	0	0	0
<b>Source:</b> CARB 1998, 1999, and 2000, Internet Air Quality Data Summaries.				
<b>Notes:</b>				
-- Data not available				
<sup>a</sup> The carbon monoxide values for 2000 are based on 46 percent of the annual data for that year.				
<sup>b</sup> The PM <sub>10</sub> values for 1998 are based on 41 percent of the annual data for that year. No PM <sub>10</sub> data are available for 1999 and 2000. For monitored PM <sub>10</sub> data closest to the study area, see Table 4.4-4.				

1

2 To increase knowledge of particulate exposure at and near the Port of Oakland, in April 1997,  
3 the Port of Oakland initiated a monitoring program to measure PM<sub>10</sub> and PM<sub>2.5</sub> at two locations.  
4 One PM monitoring station is located on Port property near the intersection of 7<sup>th</sup> Street and  
5 Middle Harbor Road. The second monitoring station is located near the intersection of Filbert  
6 and 24<sup>th</sup> streets in a residential area of West Oakland. The monitoring program is being  
7 coordinated with the BAAQMD.

Data have been reported for the years 1997 through August 2001 and are summarized in Table 4.4-4 (GAIA 2001). During this sampling period, the highest annual average PM<sub>10</sub> concentration in the project area was 30.7 µg/m<sup>3</sup>, slightly above the annual average state standard of 30 µg/m<sup>3</sup>. The peak 24-hour concentration was 83 µg/m<sup>3</sup>, above the 24-hour state standard of 50 µg/m<sup>3</sup>. The maximum 24-hour PM<sub>2.5</sub> concentration was 59 µg/m<sup>3</sup>, below the 24-hour federal standard of 65 µg/m<sup>3</sup>. The maximum annual average PM<sub>2.5</sub> concentration was 12.6 µg/m<sup>3</sup>; there is not an annual average PM<sub>2.5</sub> standard.

Pollution-sensitive receptors (e.g., residences, schools, hospitals, etc.) are located within and near the study area. The Oakland Military Institute College Preparatory Academy and Head Start classrooms are interim uses at the OARB. Residences are located adjacent to and near the 16<sup>th</sup>/Wood sub-district, and the Phoenix Lofts are located within the Maritime sub-district. The intervening UP West Oakland and Desert railyards and elevated I880 freeway separate most West Oakland residential receptors from the majority of the OARB and Maritime sub-districts. Near Martin Luther King, Jr. Way, receptors are separated from the project area by

**Table 4.4-4**  
**PM<sub>2.5</sub> and PM<sub>10</sub> Concentrations<sup>a</sup>, 1997 to 2000**

	24-Hour Maximum Concentration <sup>b</sup>		Annual Average Concentration		Days Above National/State Standard	
	PM <sub>2.5</sub>	PM <sub>10</sub>	PM <sub>2.5</sub>	PM <sub>10</sub>	PM <sub>2.5</sub>	PM <sub>10</sub>
	National Standard: 65	150	15	50		
	State Standard: --	50	--	30		
<b>Monitoring Site</b>						
Port of Oakland Site (7 <sup>th</sup> /Middle Harbor Road)						
1997 <sup>c</sup>	53	83	10.6	25.5	0/--	0/2
1998	58	76	10.8	26.5	0/--	0/6
1999	53	72	12.6	34.6	0/--	0/14
2000	32	60	11.0	30.6	0/--	0/2
2001 <sup>d</sup>	44.6	68.1	11.6	33.4	0/--	0/7
West Oakland (Filbert/24 <sup>th</sup> Street)						
1997 <sup>c</sup>	51	77	9.6	23.6	0/--	0/1
1998	59	65	9.9	22.2	0/--	0/1
1999	49	81	11.8	25.5	0/--	0/4
2000	35	59	11.2	25.0	0/--	0/2
2001 <sup>d</sup>	44.6	83	10.6	26.8	0/--	0/3

**Source:** GAIA 2001.

**Notes:**

<sup>a</sup> All concentrations in µg/m<sup>3</sup> (micrograms per cubic meter).

<sup>b</sup> Highest 24-hour concentration in a 12-month period.

<sup>c</sup> April 1997 – December 1997.

<sup>d</sup> January 2001 – August 2001.

-- = Not applicable (no standard).

intervening land uses that include commercial and industrial facilities, although some live/work units are located intermittently throughout this area. The closest public schools to the project area are McLymonds High on Myrtle Street and Prescott Elementary on Campbell Street.

The East Bay Municipal Utility District (EBMUD) Main Wastewater Treatment Plant (WWTP) is located immediately north of the Baldwin Yard and Subaru site, at the I-80/I-880 interchange. This existing facility does not present a new odor source to the surrounding community. The former Knight railyard and the Desert railyard are located immediately west of I-880, with potential odor-sensitive West Oakland residential areas located on the east side of that freeway.

### **Alternative Baseline 1995**

This alternative baseline provides information on the level of activity and air pollutant emissions at the OARB in 1995, at the time of the OARB closure. The purpose of the information is to compare the projected levels of activity and air pollutant emissions associated with redevelopment to those of the Base when it was still operating in 1995.

**OARB Pollutant Emissions.** In 1995, the OARB operated a number of air pollutant-emitting sources. These included natural gas-fired boilers, emergency diesel-fired engine generators, underground and three above-ground petroleum storage tanks, a diesel-powered crane, two woodworking shops, a photographic lab, solvent washing units, multiple metal welding operations, and multiple touch-up coating operations. 1994 emission estimates for these stationary sources are presented below. As noted by the Army in their environmental analysis of Base closure and reuse, estimates for 1994 were used due to lack of data for the year 1995 (Corps 2001).

<b>1994 OARB Stationary Source Emissions</b>					
<b>Pollutant</b>	<b>CO</b>	<b>ROG</b>	<b>NO<sub>x</sub></b>	<b>SO<sub>x</sub></b>	<b>PM<sub>10</sub></b>
Pounds/day	10.7	3.87	33.1	0.557	6.53
			6		
Tons/year	1.4	0.5	4.3	0.07	0.8
<b>Source:</b> Corps 2001.					

The majority of emissions associated with operations at OARB resulted from employee commute trips and other vehicular traffic associated with the installation (Corps 2001). Mobile source emissions were calculated following methodology from the BAAQMD CEQA Guidelines (1996, revised 1999). This methodology uses average trip generation rates for specific land uses, average trip lengths, and composite emission factors for estimating mobile source emissions. Emission factors from the BAAQMD CEQA Guidelines are as follows:

<b>1995 BAAQMD Mobile Source Emission Factors</b>					
<b>CO</b> <b>(lbs/mile)</b>	<b>Hot Soak ROG</b> <b>(lbs/trip)</b>	<b>ROG</b> <b>(lbs/mile)</b>	<b>NO<sub>x</sub></b> <b>(lbs/mile)</b>	<b>SO<sub>x</sub></b> <b>(lbs/mile)</b>	<b>PM<sub>10</sub></b> <b>(lbs/mile)</b>
0.0233	0.0019	0.0018	0.0026	0.00013	0.0019
<b>Source:</b> BAAQMD CEQA Guidelines as revised through 1999.					

Following are estimates of mobile source emissions at the OARB in 1995.

1995 Mobile Source Emissions at the OARB					
Pollutant	CO	ROG	NO <sub>x</sub>	SO <sub>x</sub>	PM <sub>10</sub>
Pounds/day	4247	377	473	24	349
Tons/year	552	49	61	3	45

**Source:** Corps 2001.

**Notes:** Average trip length assumed to be 7.9 miles.  
Average daily trips = 23,027 for the year 1995.

#### 4.4.5 Impact Assessment Methodology

Potential air quality impacts from redevelopment are discussed qualitatively, in terms of the likely emissions that would occur with each activity involved. Specific information about sources of air emissions, and their locations is required to perform a meaningful dispersion modeling analysis. Such information is not currently defined for the redevelopment program at this time. Rather, this analysis takes a conservative approach (of estimated gross emissions) to impact significance, and a solution-oriented approach to potential impacts.

Emissions from vehicular sources (transport trucks and passenger cars) were quantified based on the traffic analysis conducted for this EIR. This analysis examined the potential traffic associated with year 2020 buildout. Emissions were calculated using emission factors from the EMFAC2000 model, which is the latest CARB emissions model for on-road vehicles.

Emissions from cargo-handling equipment at Port of Oakland terminals, railyard equipment, and switch engines at the New Intermodal Facility were estimated using existing information about emissions from these sources located on the Berths 55-58 Project EIR (Port of Oakland 1998) and the JIT Project EIR (Port of Oakland 1999) as well as cargo throughput for the year 2020. Emissions from line haul trains using the New Intermodal Facility were estimated using information provided in the transportation analysis (Dowling Associates 2002). Finally, ship and tugboat emissions were estimated using ship call information provided by the Port of Oakland.

Emission factors for diesel combustion were available for particulate matter of 10 microns or less in aerodynamic diameter (PM<sub>10</sub>), which is the mass fraction of all particulate matter emissions comprising particles of 10 microns or less in diameter. These estimated PM<sub>10</sub> emissions were used to characterize all diesel particulate matter (PM) emissions. It is well documented that the great majority of diesel PM emissions comprise particles less than 10 microns in aerodynamic diameter. According to one recent critical review paper on diesel engine emissions (Lloyd and Cackette 2001), more than 90 percent of diesel exhaust-derived PM is smaller than one micron in diameter. This is supported by the Staff Report prepared by CARB in 1998 in support of CARB's listing of diesel PM as a TAC (CARB 1998), which states:

Approximately 98 percent of the mass of these particles are 10 microns or less in diameter, 94 percent less than 2.5 microns in diameter, and 92 percent less than one micron in diameter.

Therefore, the use of PM<sub>10</sub> emission factors for diesel PM is representative of total diesel PM in terms of characterizing potential health effect. In addition, most of the mass of these diesel PM<sub>10</sub> emissions is in the size range of 2.5 microns or less in aerodynamic diameter (PM<sub>2.5</sub>). Assuming the estimates in the 1998 CARB Staff Report, about 96 percent of the mass of PM<sub>10</sub> in diesel exhaust comprises particles with diameters of 2.5 microns or less. Therefore, PM<sub>10</sub> emission estimates for diesel combustion essentially represent PM<sub>2.5</sub> emission estimates, and on balance, provide a slightly conservative estimate of PM<sub>2.5</sub> emissions.

Emissions calculations for this analysis incorporate anticipated future truck and passenger vehicle emissions reductions due to improved fuel and vehicle engine technology. This reduction in emissions is reflected in the EMFAC2000 model for future years. In addition, diesel emissions calculations incorporate currently legislated emission reduction requirements by EPA.

Project emissions calculated for impacts in this analysis do not include projected mitigated emissions for major projects located within the redevelopment area previously disclosed in publicly reviewed and certified environmental review documents (the Berths 55-58 EIR and the JIT Project EIR, Port of Oakland 1998 and 1999, respectively) as further discussed under Section 4.4.6 below. Neither do they include emissions associated with operation of the OARB in 1995, the alternative baseline year.

### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Conflict with or obstruct implementation of the applicable air quality plan;
- Violate any air quality standard or contribute substantially to an existing or projected air quality violation;
- Expose pollution-sensitive receptors to substantial pollutant concentrations;
- Contribute to CO concentrations exceeding the state ambient air quality standards of 9 ppm averaged over 8 hours and 20 ppm for 1 hour;
- Result in total emissions of ROG, NO<sub>x</sub>, or PM<sub>10</sub> of 15 tons per year or greater, or 80 pounds (36 kilograms) per day or greater (there is currently no quantitative significance threshold for PM<sub>2.5</sub>);
- Result in a substantial increase in diesel emissions; or
- Create objectionable odors affecting a substantial number of people.

Discussion of impacts with respect to consistency with the Clean Air Plan is located in Chapter 5: Cumulative Impacts.

#### 4.4.6 Impacts

In general, redevelopment would involve activities that produce pollutant emissions. These activities include construction/remediation, vessel movement, cargo handling and transport, passenger car travel, and operation and maintenance of commercial development. Both criteria and toxic pollutants would be emitted in all sub-districts. TACs would be emitted in the form of particulate matter from diesel fuel exhaust. Construction/remediation emissions consist of fugitive dust from earth-disturbing activities and equipment exhaust from combustion of gasoline and diesel fuel. Cargo ships, tugboats, on-dock equipment, and trains in the Maritime sub-district and Port development area would emit pollutants in the exhaust, as would trucks and vehicles traveling to all three sub-districts. Finally, buildings, warehouses, offices, and residences would also be sources of emissions from combustion of natural gas for space and water heating, exhaust emissions from landscaping equipment, and volatile organic compound emissions from miscellaneous consumer products, solvents, and cleaners as would emissions from trucks and vehicles from all sub-districts within the project area. The specific activities that would generate air pollutants are discussed below.

Emissions of criteria pollutants (ROG, NO<sub>x</sub>, CO, and PM) are associated with each activity. In addition, activities such as construction/remediation involving diesel-fueled engines would emit toxic air contaminants from the diesel exhaust in the form of PM<sub>2.5</sub>.

Construction/remediation activities would generate fugitive dust PM<sub>10</sub> emissions and exhaust emissions of NO<sub>x</sub>, ROG, and CO that could violate the ambient air quality standards and expose pollution-sensitive receptors to substantial pollutant concentrations for the duration of construction/remediation. This would result in a potentially significant impact. In addition, particulate matter from diesel-fueled equipment exhaust could be emitted in a significant amount. This would also result in a potentially significant impact. Construction/remediation emissions were not quantified for this analysis because the specific size, location, and timing of construction activities are not defined at this time.

The BAAQMD CEQA Guidelines include numerous measures for controlling fugitive dust as PM from construction activities. The BAAQMD normally allows a presumption of impact insignificance with implementation of these control measures, and does not require quantification of construction emissions.

Estimated emissions resulting from year 1995 operations at the OARB (the alternative baseline year) are as follows:

<b>OARB Alternative Baseline (1995) Estimated Emissions</b>					
<b>1994 Stationary Source Emissions</b>					
<b>Pollutant</b>	<b>CO</b>	<b>ROG</b>	<b>NO<sub>x</sub></b>	<b>SO<sub>x</sub></b>	<b>PM<sub>10</sub></b>
Pounds/day	10.7	3.87	33.16	0.557	6.53
Tons/year	1.4	0.5	4.3	0.07	0.8
<b>1995 Mobile Source Emissions</b>					
<b>Pollutant</b>	<b>CO</b>	<b>ROG</b>	<b>NO<sub>x</sub></b>	<b>SO<sub>x</sub></b>	<b>PM<sub>10</sub></b>
Pounds/day	4247	377	473	24	349
Tons/year	552	49	61	3	45
<b>Source:</b> Corps 2001.					

Estimated mitigated emissions of the Berths 55-58 and JIT Projects , as reported in the Berths 55-58 Project EIR are:

<b>Berths 55-58 and JIT Projects</b>		
<b>Mitigated Emissions in 2010 (tons/year)</b>		
<b>ROG</b>	<b>NO<sub>x</sub></b>	<b>PM</b>
66	454	40
<b>Source:</b> Port of Oakland 1998.		

Estimated emissions from the increment of cargo operations (ships, tugs, cargo handling equipment, locomotives), transport trucks, and passenger vehicles (including delivery trucks) associated with proposed redevelopment are shown in Table 4.4-5. This table shows the resulting emissions after those already disclosed in other approved EIRs (Berths 55-58, JIT) and the 1995 OARB baseline were subtracted out. All emissions except for passenger cars/delivery trucks are associated with either the Port development area or Maritime sub-district.

Area source emissions (business and residential) from natural gas combustion for space and water heating, consumer product use, and landscaping could expose pollution-sensitive receptors to elevated levels of NO<sub>x</sub>, ROG, CO, and PM<sub>10</sub>. These emissions were qualitatively assessed. Passenger cars/delivery trucks traveling to all sub-districts within the area could lead to violations of the CO standard at congested intersections.

Finally, the development of the OARB sub-district near the EBMUD wastewater treatment plant would place individuals near an existing source of odorous emissions. Relocation of JIT functions to the New Intermodal Facility could expose receptors to odors associated with diesel fuel combustion. However, the likelihood of an odor impact is extremely low due to meteorological conditions and distance from the community.



**Table 4.4-5**  
**Redevelopment Program Year 2020 Estimated Emissions from Operations (tons/year)**

	NO <sub>x</sub>	ROG	CO	SO <sub>2</sub>	PM <sub>10</sub> <sup>a</sup>
<b>Port Development Area/Maritime Sub-District</b>					
Marine Cargo Equipment	37	5	14	2	2
Ships	1,065	65	101	580	79
Tugs	33	1	5	6	1
Trains	29	2	7	5	1
Rail Cargo Equipment	8	1	2	Negligible	Negligible
Transport Trucks	402	67	625	Negligible	19
Cars/Delivery Trucks	9	16	94	Negligible	1
Total Gross Emissions, Port Activities:	1,583	157	848	593	103
<b>Gateway Development Area</b>					
Cars/Delivery Trucks	50	91	519	Negligible	8
Transport Trucks	54	9	85	Negligible	3
Total Gross Emissions, Gateway:	104	100	604	Negligible	11
<b>16<sup>th</sup>/Wood Sub-District</b>					
Cars/Delivery Trucks	37	67	382	Negligible	6
Transport Trucks	24	4	37	Negligible	1
Total Gross Emissions, 16 <sup>th</sup> /Wood:	61	71	419	Negligible	7
<b>Redevelopment Program Gross Emissions:</b>	<b>1,748</b>	<b>328</b>	<b>1,871</b>	<b>593</b>	<b>121</b>
Less Berths 55-58 and JIT Mitigated Emissions	454	68	0	0	40
Less 1995 Alternative Baseline Emissions	65	50	553	3	46
<b>Redevelopment Program Net Total</b>	<b>1,229</b>	<b>210</b>	<b>1,318</b>	<b>590</b>	<b>35</b>
<b>Sources:</b> Marine cargo equipment emissions and mitigated Port emissions from Berths 55-58 Project EIR (Port of Oakland 1998); Railyard cargo equipment and train emissions from JIT Project EIR (Port of Oakland 1999); transport trucks and passenger and delivery vehicle emissions from traffic analysis by Dowling Associates for this EIR (2002); alternative baseline emissions from Army EIS for disposal and reuse of the OARB (Corps 2001). <b>Note:</b> <sup>a</sup> Considered a TAC from diesel fuel combustion.					

- 1 **Impact 4.4-1:** PM as fugitive dust would be emitted during construction and  
2 remediation activities.
- 3 **Significance:** Potentially significant
- 4 **Mitigation 4.4-1:** Contractors shall implement all BAAQMD “Basic” and “Optional” PM<sub>10</sub>  
5 (fugitive dust) control measures at all sites, and all “Enhanced” control  
6 measures at sites greater than four acres.
- 7 **Residual Significance:** Less than significant
- 8 Construction/remediation activities would produce PM as fugitive dust. Such activities would  
9 include, and are not limited to, demolition/de-construction of buildings and structures; removal

and recycling of paving and concrete; excavation and fill, and hauling of excavated and fill materials; removal of surface and subsurface contaminants; grade correction, and other site preparation. Other dust-producing construction activities would include construction of infrastructure, including realignment of Maritime Street and installation of utilities.

These emissions would be short-term, for the duration of specific construction/remediation activities. Because the level of emissions depend on details of construction not yet completely defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.4-1, the BAAQMD allows a presumption of impact insignificance in the absence of quantitative analysis (BAAQMD 1996, revised 1999), and the residual impact is considered less than significant.

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**Impact 4.4-2:** Construction equipment exhaust could increase levels of NO<sub>x</sub>, ROG, CO, and PM<sub>10</sub> (the latter primarily as diesel PM) that could exceed 15 tons per year, or result in substantial increase in diesel emissions.

**Significance:** Potentially significant

**Mitigation 4.4-2:** Contractors shall implement exhaust control measures at all construction sites.

**Residual Significance:** Significant and unavoidable

All construction/remediation equipment would emit criteria pollutants, particularly ROG, NO<sub>x</sub> CO, and PM. Most heavy equipment, and some support equipment, is likely to be diesel-fueled, and would emit diesel exhaust. These emissions would be relatively short-term, and quantities would depend on the amount of equipment, as well as its frequency and duration of use.

The BAAQMD provides that impacts to air quality from construction emissions of CO, NO<sub>x</sub>, and ROG are included in the emission inventory that is the basis of regional air quality plans and as such are not expected to impact attainment or maintenance of O<sub>3</sub> and CO standards in the Bay Area. However, the proposed redevelopment is unusual for several reasons:

- construction/remediation activity may take place throughout the entire 1,800 acre project area;
- at a minimum, approximately 370 acres of the OARB will be deconstructed, regraded and redeveloped;
- numerous construction activities may take place in the same general vicinity and at the same time; and

- portions of the redevelopment project area are located within different jurisdictional boundaries, generally preventing a coordinated timing or phasing of construction activities.

For these reasons and in the interest of being conservative, the emission of construction/remediation equipment exhaust is considered to be a potentially significant effect of redevelopment.

PM<sub>10</sub> emissions from diesel-fueled equipment exhaust are considered by the CARB to be a TAC. The majority of diesel PM<sub>10</sub> is in the fine fraction (less than 2.5 microns in diameter, or PM<sub>2.5</sub>) and can remain airborne for several days. The area of impact would depend on meteorological conditions. On most days, when at least light wind conditions prevail in the study area, construction-related diesel particulate is likely to be dispersed widely and have its impact on a regional scale. During periods of very light wind speeds, low inversion heights, and atmospheric stability, diesel particulate may remain in the study area and have more local impact. Because health risks relate to long-term, lifetime exposure, it is long-term average exposure to diesel particulate that is of most concern. Due to the prevailing meteorological conditions in the redevelopment project area and the distance of the closest residential areas from the emissions sources, levels of diesel particulate in the area of local impact are expected to be well dispersed. Increased levels of PM would be short-term, for the duration of those construction activities that generate such emissions.

It is assumed that most trucks associated with hazardous remediation (including hauling off site) and other trucks used to haul demolition and construction debris would be diesel-fueled. The amount of emitted pollutants would depend on the frequency of truck trips, the speed and idling time, and the distance traveled by the trucks. This impact would occur near the OARB, Maritime, and 16<sup>th</sup>/Wood sub-districts and also throughout the air basin, depending on where the trucks deliver the off-hauled material.

Construction and remediation-related generation of criteria pollutants and diesel exhaust would be short-term, and, given meteorological conditions, pollutants are expected to be dispersed. However, because details of construction are not yet completely defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.4-2, the impact would be reduced, but not to a level that is less than significant, and the residual impact is considered significant and unavoidable.

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### **Maritime and Rail Operations**

Maritime and rail transportation operations utilize a variety of gasoline-, diesel-, and alternatively-fueled equipment. Air pollutants would be emitted from ships, trains, trucks, and cargo equipment working at or supporting New Berth 21, as well as the increment of other additional maritime and rail operations needed to meet year 2020 throughput projections.

**Impact 4.4-3:** Increased Port maritime and rail operations, as well as trucking activities associated with all redevelopment operations would emit NO<sub>x</sub>, ROG, and PM<sub>10</sub> in excess of 15 tons per year or 80 pounds per day, substantially increase diesel emissions, and potentially expose pollution-sensitive receptors to substantial pollutant concentrations.

**Significance:** Significant

**Mitigation 4.4-3:** The Port shall develop and implement a criteria pollutant reduction program aimed at reducing or off-setting Port-related emissions in West Oakland from its maritime and rail operations. The program shall be sufficiently funded to reduce and/or off-set redevelopment related contributions to local West Oakland air quality to the maximum extent feasible.

**Mitigation 4.4-4:** The City and the Port shall jointly create, maintain, and fund on a fair share basis, a truck diesel emission reduction program. The program shall be sufficiently funded to reduce and/or off-set redevelopment related contributions to local West Oakland diesel emissions to the maximum extent feasible.

**Residual Significance:** Significant and unavoidable

Maritime and rail operations are anticipated to generate net quantities of pollutants due to redevelopment in 2020 as indicated on Table 4.4-5.

**Ships and Tugs.** Ships produce air emissions when burning fuel for propulsion or for electrical or steam generation. Three modes of ship operations occur in the Bay Area air basin: cruising, maneuvering, and hoteling. The first mode of operation is the “straight line” movement of the ships toward the Port in the ocean-shipping lane. The second mode is the maneuvering of the ship once it is in the San Francisco Bay. The last mode is the operation of auxiliary boilers or generators to supply power, etc., to the ship while it is berthed. Tugboats are diesel-fueled and emit criteria and TAC emissions while in transit and while maneuvering ships to Port facilities.

Emissions from ships transiting the Port would change as a result of construction of New Berth 21 as well as from other anticipated changes within the maritime sub-district. Those emissions would also change from the present through the build-out year of 2020. Ship calls for year 2000/2001 totaled 1,810 (Marine Exchange 2001), while ship calls in 2020, are projected to be 2,455 (Port of Oakland 2002). It should be noted that while ships contribute to local air pollution, nearly all ships that call at the Port of Oakland are under foreign registry, and not subject to U.S. environmental regulations. Appendix 4.4 contains additional information about the air quality impacts of marine operations.

**Marine Terminal Cargo Equipment.** Cargo handling or “yard” equipment would emit criteria and toxic pollutants from combustion of diesel fuel. Yard equipment transports cargo between the ship to an over-the-road truck, and intermodal truck, or to a storage area in the marine terminal yard. Yard equipment generally does not leave the terminal area. Types of marine terminal cargo equipment include transtainers (also known as rubber-tired gantries), top picks, reach stackers, yard hustlers (“hostlers”), side picks, and forklifts. Emissions from these sources were estimated taking into account emission estimates for the year 2010, and the predicted cargo throughput for the year 2020.

**Rail Terminal Cargo Equipment and Locomotives.** Rail use is proposed for the Port development area of the OARB sub-district and the Maritime sub-district. Rail development involves the movement of cargo between trains, to ships and trucks. Train engines would emit air pollutants from combustion of diesel fuel. Switch locomotives, or “yard engines” are used in rail terminal for connecting and disconnecting long haul trains. Switch locomotives have longer idle times and vary their running speed often while performing operations. Yard equipment used to handle the transfer and storage of cargo would emit air pollutants from the combustion of diesel fuel.

Trains that transport cargo to and from other areas of the state and country (line haul) would be sources of air pollutants, but the majority of their emissions would occur outside the study area. Emissions from line haul trains were calculated for mileage within the Bay Area air basin only.

**Transport Trucks.** Both “intermodal” and “over-the-road” transport trucks would emit criteria and toxic pollutants in the exhaust. Intermodal trucks transport cargo between Port terminals (marine to rail or rail to marine). Over-the-road trucks transport cargo between the Port, the Gateway development area, or the 16<sup>th</sup>/Wood sub-district, and locations outside the project area. Over-the-road truck emissions were calculated using mileage within the Bay Area air basin. Over-the-road trucks traveling south through southern Santa Clara county would travel approximately 80 miles within the air basin. Trucks traveling east towards Tracy would travel approximately 45 miles within the air basin. The average of these distances was used to calculate emissions from over-the-road trucks.

**Combined Diesel Emissions.** The analysis in this document is an assessment of the incremental increase in train and rail yard activity associated with the redevelopment program only, and takes into account emissions disclosed in a previously certified and publicly reviewed EIR (EIR for the Joint Intermodal Terminal, Port of Oakland 1999). This EIR also considers the effect of additional cargo handling equipment at the marine terminals and the rail terminal, as well as increased truck transport activity, and relocating the functions of the JIT to the New Intermodal Facility. Taken together, these activities could increase exposure of pollutant-sensitive receptors in the West Oakland community to increased diesel emissions.

The total increase in emissions combined with the relocation of the railyard emissions source nearer the West Oakland community are considered a significant impact. With implementation

of Mitigation Measures 4.3-3 and 4.3-4 , the impact would be substantially reduced, but it is not likely it would be reduced to a level that is less than significant, and the residual impact would be significant and unavoidable.

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**Impact 4.4-4:** Passenger vehicles and delivery trucks associated with redevelopment would emit NO<sub>x</sub>, ROG, CO, and PM in excess of 15 tons per year or 80 pounds per day.

**Significance:** Significant

**Mitigation 4.4-5:** Major developers<sup>5</sup> shall fund on a fair share basis BAAQMD-recommended feasible Transportation Control Measures (TCMs) for reducing vehicle emissions from commercial, institutional, and industrial operations, as well as all CAP TCMs the BAAQMD has identified as appropriate for local implementation.

**Residual Significance:** Significant and unavoidable

Passenger car and delivery truck traffic would be generated by redevelopment in all sub-districts, and exhaust from this traffic would emit criteria pollutants as follows:

<b>2020 Emissions of Criteria Pollutants from Passenger and Delivery Vehicles (tons/year)</b>			
<b>Pollutant</b>	<b>Port Development Area, Maritime Sub-District</b>	<b>Gateway Development Area</b>	<b>16<sup>th</sup>/Wood Sub-District</b>
NO <sub>x</sub>	9	50	37
ROG	16	91	67
CO	94	519	382
SO <sub>2</sub>	Negligible	Negligible	Negligible
PM <sub>10</sub>	1	8	6
<b>Source:</b> Table 4.4-5.			

Emissions of all criteria pollutants would exceed significance criteria, and the impact is considered significant. With implementation of Mitigation Measure 4.4-5, the impact would be substantially reduced, but may not be reduced to a level that is less than significant, and the residual impact is considered significant and unavoidable. In addition, Mitigation Measure 4.3-4, comprising traffic demand management (TDM) measures intended primarily to address traffic impacts, would also reduce air emissions, but not to a level that is less than significant.

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<sup>5</sup> Defined as City, Port, and private developers whose subsequent redevelopment activity would generate more than 20,000 square feet of employment-generating land uses, or that would generate 100 or greater local jobs.

**Impact 4.4-5:** Space and water heating as well as routine maintenance of office buildings, warehouses, retail stores, and live-work space, could emit NO<sub>x</sub>, ROG, CO, and PM<sub>10</sub> in quantities that could exceed thresholds.

**Significance:** Potentially significant

**Mitigation 4.4-6:** Title 24 of the Uniform Building Code (UBC) requires that new construction include energy-conserving fixtures and designs. Additionally, the City and Port shall implement sustainable development policies and strategies related to new development design and construction.

**Residual Significance:** Less than significant

Land uses proposed for the OARB and 16<sup>th</sup>/Wood sub-districts include light industrial, office, research and development, retail, warehouse/distribution, and live/work. Air pollutants emitted from stationary sources at these types of land uses include combustion emissions from space and water heating and industrial sources. These area emission sources would also be present in the Maritime sub-district in the administration building and miscellaneous one-story buildings (e.g., repair shop, storage, etc.) at the Port terminal and at the rail terminal. Emissions of these types could result in quantities of emissions that exceed significance criteria. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.4-6, the impact would be minimized, and the residual impact would be less than significant. Mitigation Measures 4.11-4 and 4.11-5, intended primarily to mitigate impacts to aesthetic resources, would partially mitigate impacts to air quality resources as well.

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**Impact 4.4-6:** Proximity of the New Intermodal Facility to West Oakland, and of the EBMUD Main WWTP to the OARB sub-district, could expose individuals to odorous emissions.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Examination of the annual wind directions shown in Figure D-1 of the BAAQMD CEQA Guidelines (1996, revised 1999) illustrates that the prevailing wind direction in the area is from the west and west-northwest most of the year. Winds sometimes blow from the southwest to southeast, in part due to passing frontal systems. Winds seldom blow from the northeast quadrant. The wind directions shown for the area were developed from data collected at the EBMUD Main WWTP.

The EBMUD Main WWTP is located northeast of the OARB sub-district. Odor thresholds of airborne compounds from WWTPs are very low (primarily hydrogen sulfide, with a characteristic “rotten egg” odor). Because of this, there is a possibility that new employee population at the OARB sub-district could experience odor events. Because the wind is seldom from the northeast, the likelihood odor events at the OARB is low, although such events would be possible under stable, calm air conditions. Because the expected frequency of odor events at the OARB sub-district is low, the impact is considered less than significant.

The New Intermodal Facility would be generally located at the former Knight railyard. This would place the railyard in the prevailing upwind direction from the West Oakland community, however, odor thresholds for compounds in diesel exhaust are relatively high compared to many other types of odorous compounds, and these odors would be expected to dissipate quickly. Therefore, the expected likelihood of an odor impact is extremely low, given the distance of the New Intermodal Facility to the West Oakland community and the intervening freeway and rail land uses. The impact is considered less than significant. Should odor complaints regarding that facility be registered with the BAAQMD, that agency would investigate these complaints.

Discussion of odors and land use compatibility can be found in Section 4.2: Land Use.

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#### **4.4.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.<sup>6</sup>

**Mitigation 4.4-1:** Contractors shall implement all BAAQMD “Basic” and “Optional” PM<sub>10</sub> (fugitive dust) control measures at all sites, and all “Enhanced” control measures at sites greater than four acres.

This measure applies to Impact 4.4-1 and Cumulative Impact 5.4-1.

The following BAAQMD fugitive dust control measures shall be implemented as indicated at construction sites, and shall be enforced through contract specifications.

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<sup>6</sup> An extensive evaluation of potential air quality mitigation measures was conducted as part of the Berths 55-58 EIR (Port of Oakland 1998). Mitigation measures found feasible in that study, and for which some cost-benefit remains are included in the following recommendations for mitigating maritime-related impacts.



BAAQMD Fugitive Dust Control Measures			
Control Measure	BAAQMD Category	Emission Source Controlled	Measure
1	Basic	Land	Water all active construction areas at least twice daily
2	Basic	Trucks	Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least 2 feet of freeboard.
3	Basic	Land	Pave, apply water 3 times daily, or apply (nontoxic) soil stabilizers on all unpaved access roads, parking areas and staging areas, at construction sites.
4	Basic	Land	Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites.
5	Basic	Streets	Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.
6	Enhanced	Land	Hydroseed or apply (nontoxic) soil stabilizers to inactive construction areas (previously graded areas inactive for 10 days or more).
7	Enhanced	Stockpiles	Enclose, cover, water twice daily or apply (nontoxic) soil binders to exposed stockpiles (dirt, sand, etc.)
8	Enhanced	Streets	Limit traffic speeds on unpaved roads to 15 mph.
9	Enhanced	Land	Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
10	Enhanced	Land	Replant vegetation in disturbed areas as quickly as possible.
11	Optional	Land	Limit the area subject to excavation, grading, and other construction activity at any one time.
12	Optional	Land	Suspend excavation and grading activity when sustained <sup>a</sup> wind speeds exceed 25 mph.
13	Optional	Trucks	Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site.
<b>Source:</b> BAAQMD, 1996 as revised through 1999. Table 2.			
<b>Note:</b> <sup>a</sup> Modified as per the Berths 55-58 EIR.			

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1 **Mitigation 4.4-2:** Contractors shall implement exhaust control measures at all construction  
2 sites.

3 This measure applies to Impact 4.4-2 and Cumulative Impact 5.4-1.

1 Exhaust control measures shall be implemented where feasible at each construction site, and  
2 may include, but not be limited to the following:

Exhaust Control Measures	
Control Measure	Measure
1	Prohibit truck idling in excess of 2 minutes
2	Use electricity from power poles rather than generators
3	Limit the size of construction equipment engines to the minimum practical size
4	Configure construction equipment with two to four degree engine timing retard or pre-combustion chamber engines
5	Install high pressure injectors on diesel construction equipment
6	Install soot traps
7	Install catalytic oxidizers
8	Minimize concurrent operation of vehicles
9	If they are available in the air basin, purchase emission offsets if ROG or NO <sub>x</sub> emissions from construction where emissions exceed 6 tons/quarter

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3 **Mitigation 4.4-3:** The Port shall develop and implement a criteria pollutant reduction program  
4 aimed at reducing or off-setting Port-related emissions in West Oakland from its maritime and  
5 rail operations. The program shall be sufficiently funded to reduce and/or off-set redevelopment  
6 related contributions to local West Oakland air quality to the maximum extent feasible.

7 This measure applies to Impact 4.4-3 and Cumulative Impact 5.4-1.

8 This program shall be periodically reviewed and updated every one to three years,  
9 corresponding to regular updates of the Clean Air Plan. The review and update shall include a  
10 reassessment of funding requirements, technical feasibility, cost benefit assumptions and other  
11 factors. The periodic updates shall be submitted to the City/Port Liaison Committee or its  
12 equivalent.

13 The pollutant reduction program shall give priority to emission reduction strategies that address  
14 PM<sub>10</sub> emissions, but shall also provide for reductions in NO<sub>x</sub> and ROG emissions. The emission  
15 reduction program shall include a list of potential emission reduction strategies. Strategies that  
16 shall be included in the program and implemented over the buildout period include:

- 17 • The Port shall expand its existing cargo handling equipment re-powering and retrofitting  
18 program (part of the Berths 55-58 Project air quality mitigation program) to include marine  
19 and rail terminal yard equipment added or relocated as part of redevelopment build-out.

- The Port shall extend its grant program (part of the Berths 55-58 Project air quality mitigation program) to provide financial incentives to tugboat operators at New Berth 21 and other Port facilities to implement emission reduction control measures or to replace tugboat engines to low NO<sub>x</sub> technology.
- The Port shall require rail terminal operators to use switch engines at the New Intermodal Facility that comply with federal air emission regulations for diesel operated locomotives as set forth in federal air regulations. In addition, the rail terminal operator and the Port are to exchange information with the goal of investigating options to accelerate compliance with Tier 0, 1 and 2 requirements of the federal regulations.
- The Port shall not preclude in its design of the New Intermodal Facility the installation of an alternative fueling station and shall to the extent feasible accommodate such a fueling station.
- The Port shall encourage ships to implement source control technologies when in the port area (such as reduced hoteling).

Other strategies to be included in the Port criteria pollutant reduction program when technically and economically feasible, include:

- Inclusion of an alternative fueling facility at the New Intermodal Facility.

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**Mitigation 4.4-4:** The City and the Port shall jointly create, maintain and fund on a fair share basis, a truck diesel emission reduction program. The program shall be sufficiently funded to reduce and/or off-set redevelopment related contributions to local West Oakland diesel emissions to the maximum extent feasible.

This measure applies to Impact 4.4-3 and Cumulative Impact 5.4-1.

This program shall be periodically reviewed and updated every one to three years, corresponding to regular updates of the CAP. The review and update shall include, and not be limited to, a reassessment of funding requirements, technical feasibility, and cost benefit assumptions. Periodic updates shall be submitted to the City/Port Liaison Committee or its equivalent.

The diesel emissions reduction program shall include a list of potential emission reduction strategies that shall include on-site Port improvements and/or practices; loan, grant or incentive-based programs; and on-going studies.

Strategies that shall be included in the diesel emissions reduction program and implemented over the build-out period include the following:

1           1. On-site Port improvements.

- 2           • Configure truck parking in the Port to minimize traffic interference and reduce idling
- 3           times.
- 4           • Allow easy access to a truck parking facility at the Port 24-hours a day.
- 5           • Synchronize traffic lights in the Port area to reduce congestion (requires coordination
- 6           with the City).

7           2. City/Port loan or grant/incentive programs for local businesses or entities.

- 8           • Provide incentives for re-powering, retrofitting, electrifying, or switching to alternative
- 9           fuels to local businesses, franchises or truck fleets operating in West Oakland. Such
- 10          businesses may include, for example, locally owned and operated trucking
- 11          operations, refuse and recycling collection vehicles, school buses, Port and/or City
- 12          fleet vehicles, and US Mail trucks.

13          Other strategies to be included in the diesel emissions reduction program to be examined and

14          incorporate when technically and economically feasible, include the following:

15          1. On-site Port improvements.

- 16          • Allow trucks using alternative fuels to the head of queues or have separate gate
- 17          entrances.

18          2. On-going studies.

- 19          • Explore methods to minimize truck idling times at the Port.
- 20          • Explore and encourage the use of alternative fuels for Port marine, rail and truck
- 21          operations.
- 22          • Propose and fund a random roadside heavy duty diesel vehicle (HDDV) emissions
- 23          testing program and an HDDV repair subsidy program.

24          3. City/Port loan or grant/incentive programs for local businesses or entities.

- 25          • Provide subsidies, training programs and/or voucher programs for local West
- 26          Oakland businesses to conduct timing retard, compressions changes and other
- 27          adjustments to diesel engines to reduce emissions.
- 28          • Install oxidative catalyst and particulate traps on diesel engines with low NOx,
- 29          alternatively fueled or electrified engines.

30                                 ~ ~ ~

**Mitigation 4.4-5:** Major developers shall fund on a fair share basis BAAQMD-recommended feasible Transportation Control Measures (TCMs) for reducing vehicle emissions from commercial, institutional, and industrial operations, as well as all CAP TCMs the BAAQMD has identified as appropriate for local implementation.

This measure applies to Impact 4.4-4 and Cumulative Impact 5.4-1.

Each major developer of a subsequent redevelopment activity shall fund its fair share toward some or all of the following TCMs:

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**BAAQMD-Recommended Transportation Control Measure, Modified for this Action**

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Control Measure	Measure
1	Construct transit facilities such as bus turnouts/bus bulbs, benches, shelters, etc. Improve transit bus service to the area.
2	Design and locate buildings to facilitate transit access, e.g., locate building entrances near transit stops, eliminate building setbacks, etc.
3	Provide and make public transit convenient for 16 <sup>th</sup> and Wood sub-district residents and tenants
4	Encourage OARB sub-district tenants to use car pools, vanpools, and public transit by providing incentives.
5	Provide a shuttle to and from the West Oakland BART station
6	Provide on-site shops and services for employees, such as cafeteria, bank, dry cleaners, convenience market, etc.
7	Provide on-site child care, or contribute to off-site child care within walking distance.
8	Establish mid-day shuttle service from worksite to food service establishments/commercial areas.
9	Provide preferential parking for carpool and vanpool vehicles
10	Implement parking fees for single occupancy vehicle commuters.
11	Provide secure, weather-protected bicycle parking for employees.
12	Provide safe, direct access for bicyclists to adjacent bicycle routes.
13	Provide showers and lockers for employees bicycling or walking to work.
14	Provide direct, safe, attractive pedestrian access from project to transit stops and adjacent development.
15	Provide neighborhood-serving shops and services within or adjacent to the 16 <sup>th</sup> and Wood sub-district.

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**Source:** BAAQMD 1996, as amended through 1999. Based on Table 15: "Mitigation Measures for Reducing Motor Vehicle Emissions from Commercial, Institutional, and Industrial Projects."

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Each major developer of a subsequent redevelopment activity shall also fund its fair share of the following CAP TCMs, which the BAAQMD has identified as appropriate for local implementation, with redevelopment-specific modifications:

<b>CAP TCMs</b>	<b>Description</b>
1. Support Voluntary Employer-Based Trip Reduction Programs	The City and Port will explore ways to promote transit use and support employer-based trip reduction programs through development incentives such as density bonuses, reduced parking requirements, incentives for permanent bicycle facilities, etc. The City will encourage development of transit transfer stations near employment concentrations in the Gateway development area and 16 <sup>th</sup> /Wood sub-district.
9. Improve Bicycle Access and Facilities	Redevelopment includes extensive multi-use trails serving as both “spine” thoroughfares and “spurs” connecting main trails to the Oakland waterfront. The City and Port will encourage employers and developers to provide permanent bicycle facilities.
12. Improve Arterial Traffic Management	Maritime Street and other roadways in the project area will include facilities to encourage bicycling and walking. Roadways and intersections will be designed to operate at City-standard LOS, to facilitate traffic flow and avoid unnecessary queuing.
15. Local Clean Air plans, Policies and Programs	Redevelopment as presented in Chapter 3: Description, and including mitigation measures described in Chapter 4: Setting and Baseline, Impacts, and Mitigation, incorporates land uses such as live/work, and measures intended to reduce the number and length of single-occupant automobile trips.
17. Conduct Demonstration Projects	The City will encourage through development incentives demonstration projects for fleet electrification or alternative fueling. In addition, the Port will not preclude alternative fueling in its design of rail facilities.
19. Pedestrian Travel	OARB and Maritime sub-districts will include multi-use trails to encourage safe pedestrian travel.
20. Promote Traffic Calming Measures	Redevelopment will include traffic calming measures to the extent appropriate, consistent with the General Plan and sound traffic management of the project area area.

**Source:** BAAQMD CEQA Guidelines, revised 1999 Table 5.

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2 These TCMs shall be coordinated with transportation demand management (TDM) measures  
3 implemented under Mitigation Measure 4.3-4.

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5 **Mitigation 4.4-6:** Title 24 of the Uniform Building Code (UBC) requires that new construction  
6 include energy-conserving fixtures and designs. Additionally, the City and Port shall implement  
7 sustainable development policies and strategies related to new development design and  
8 construction.

9 This measure applies to Impact 4.4-5.

1 Implementation of UBC requirements would reduce the need for space and water heating that  
2 would emit pollutants.

3 City and Port policies and strategies shall be conditioned for all new development within the  
4 redevelopment project area. Specific examples may include, and are not limited to the following:

- 5 • Wood fire heating shall be prohibited in new live/work development.
- 6 • Where siting allows and where feasible, buildings shall be oriented to take advantage of  
7 passive and active climate control designs.
- 8 • To the maximum extent feasible, central water heating systems shall be installed.

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## 4.5 NOISE

Redevelopment would result in one potentially significant and one less than significant impact regarding noise. With implementation of measures recommended in this section, the potentially significant impact would be reduced to a level that is less than significant.

### Discussion of Acoustical Terms

A discussion of sound properties and terms is informative to any discussion of sound and noise. Sound levels are measured on a logarithmic scale in decibels (dB). The common measure for environmental sound is the “A”-weighted sound level (dBA). “A” scale weighting is an adjustment to measured sound that takes into account the way the human ear responds to sound. “Noise” is typically defined as unwanted sound.

The ambient noise level comprises the sum of all noise sources, both near and far. It includes indistinguishable noise from roads, machinery, aircraft, and other sources. The ambient level varies slowly with time, as these sources increase or diminish.

Because noise by its nature varies with time, it is beneficial to define certain measurement terms, also called “metrics descriptors,” used to characterize this fluctuation. The energy average level over a specific period is defined as the equivalent sound level, or equivalent energy noise level, abbreviated as  $L_{eq}$ . For a given time interval,  $L_{eq}$  is a constant sound level whose acoustic energy is the same as the acoustic energy of the (actual) time-varying sound level. Thus,  $L_{eq}$  provides a measure of the true energy-average sound level in an area, and includes the sound from all constant, sporadic, or transient events.  $L_{eq}$  is usually measured in hourly intervals over long periods in order to develop 24-hour average noise levels.  $L_{eq}$  is generally used to describe levels of noise affecting sensitive receptors where the noise source itself is not of special concern during evening and nighttime hours, or where the noise is only generated during daytime hours such as with construction activities.

Other descriptors of noise are commonly used to predict noise/land use compatibility, as well as community reaction to daytime and nighttime environmental noise. These descriptors include the Day-Night Average Sound Level (abbreviated  $L_{dn}$  or DNL), and California’s Community Noise Equivalent Level (CNEL). Each of these descriptors uses units of dBA. Both  $L_{dn}$  and CNEL represent 24-hour periods, and both apply a penalty to noise events that occur during evening and/or nighttime hours, when relaxation and sleep disturbance is usually of more concern. In the case of CNEL, noise occurring during the daytime hours, between 7:00 a.m. and 7:00 p.m., receives no penalty. Noise occurring between 7:00 p.m. and 10:00 p.m. (denoted “evening”) is penalized by adding 5 dB to the measured noise level, while noise occurring from 10:00 p.m. to 7:00 a.m. (nighttime) is penalized by adding 10 dB to the measured level.  $L_{dn}$  differs from CNEL by not adding a penalty in the evening period. Both CNEL and  $L_{dn}$  are the predominant metrics used by local governments to describe noise environments within their jurisdictions and for land use compatibility planning purposes. The U.S. Environmental Protection Agency (EPA) recommends their use.



Other metrics presented in this report include Maximum A-weighted Sound Level ( $L_{A_{max}}$ ) and statistical sound levels such as  $L_{10}$ ,  $L_{50}$  and  $L_{90}$ .  $L_{A_{max}}$  is the A-weighted maximum instantaneous sound level measured during the specified time interval or for an individual noise event. The statistical sound level quantity,  $L_x$  (in dBA), also can represent the background sound level.  $L_x$  is the level that is exceeded “x” percent of the time during a given interval.

Two relevant characteristics of sound (or noise) behavior outdoors are propagation and attenuation. Propagation refers to the manner in which sound energy travels outward from its source. The pattern of propagation is related to the geometry of the sound source. One common environmental noise source is described as a “point source.” Examples of point sources are a single piece of construction equipment relatively close to a receptor or an entire construction site that is relatively far away from a receptor. The noise from such a source propagates (travels) outward in an ever-increasing spherical pattern. As the sound energy propagates and the sphere becomes larger and larger, the sound energy at any given point on the surface of the sphere becomes less and less. This reduction in noise level is described as geometric or distance attenuation and is quantified in decibel units. The rate at which the sound from a point source attenuates with distance is 6 decibels for every doubling of distance away from the source, starting at 50 feet. A second common noise source geometry is a “line source,” such as a very busy highway with vehicles close together, or a long train. Sound propagates away from this type of source in the shape of a cylinder parallel to the source. As noise travels away from a line source it also attenuates, but less rapidly than the noise from a point source. The rate of attenuation from a line source is 3 decibels for every doubling of distance from the source. A quasi-line source (e.g., automobiles spaced apart on a road) is between a point source and a line source; noise from a quasi-line source attenuates at the approximate rate of 4½ decibels for every doubling of distance from the source.

Factors other than distance cause additional sound attenuation. These include intervening terrain or barriers between the source and the receptor that block the direct line-of-sight, for distances greater than 1,000 feet, the atmosphere attenuates sound.

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 someone 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 in a specified location for each particular set of land uses. Some general guidelines for noise levels are: sleep disturbance may occur at an interior level above 35 dBA, interference with human speech begins at around 52 dBA, and hearing damage will result from prolonged exposure to noise levels in excess of 90 dBA. The state and City noise regulations and guidelines cited in this EIR as bases for standards of significance of noise impacts take into account the human response to noise and the noise sensitivity of various activities.

#### 4.5.1 Study Area

The study area consists of the redevelopment project area and adjacent areas that may be affected by noise from redevelopment. An area of noise-sensitive receptors starts at Goss Street, and extends northward toward West Grand Avenue. This noise-sensitive area is bounded on the east by Mandela Parkway, and on the west by the eastern boundary of the 16<sup>th</sup>/Wood sub-district.

The study area also includes a small area north of the Howard Terminal that has noise-sensitive receptors located near truck routes in the vicinity of 3<sup>d</sup> Street and Martin Luther King Jr. Way. This area is predominantly industrial.

#### 4.5.2 Regulatory Setting

##### Federal

**The Noise Control Act of 1972.** The Noise Control Act (42 USC Chapter 4901 *et seq.*) directs the EPA to develop noise level guidelines that would protect the population from the adverse effects of environmental noise. The EPA published a guideline (EPA Levels Document, Report No. 556/9-74-664) containing recommendations for noise levels affecting residential land use not to exceed 55 dBA  $L_{dn}$  outdoors and not to exceed 45 dBA  $L_{dn}$  for indoors. The agency is careful to stress that these recommendations contain a factor of safety, and do not consider technical or economic feasibility issues, and therefore should not be construed as standards or regulations.

**Noise Emission Standards for Transportation Equipment.** Federal regulations establish noise limits for medium and heavy trucks (more than 4.5 tons, gross vehicle weight rating) under 40 CFR, Part 205, Subpart B. The federal truck passby noise standard is 80 A-weighted decibels (dBA) at 15 meters (approximately 50 feet) from the vehicle pathway centerline (Crocker 1997). Vehicle noise limits are implemented through regulatory controls on vehicle manufacturers.

The federal regulations for railroad noise are contained in 40 CFR, Part 201, and 49 CFR, Part 210. Noise limits for locomotives manufactured during or after 1980 are as follows: stationary (idle throttle setting)—70 dBA at 15 meters from the track pathway centerline; stationary (all other throttle settings)—87 dBA at 15 meters; and moving—90 dBA at 15 meters (Crocker 1997). These noise limits are implemented through regulatory controls on vehicle manufacturers.

**Department of Housing and Urban Development Standards.** Department of Housing and Urban Development (HUD) standards define  $L_{dn}$  below 65 dBA as acceptable for residential use. Levels up to 75 dBA  $L_{dn}$  can be made acceptable through the use of insulation in buildings (HUD 1985).

**State/Regional**

**Noise Insulation Standards.** Relevant state regulations are contained in the California Code of Regulations (CCR). Part 2 of Title 24 establishes the limit for interior community noise level for multi-family dwellings, hotels, motels, dormitories and long-term care facilities of 45 dBA  $L_{dn}$ . The state's regulation may be extended by local legislative action to include single-family dwellings.

**California Governor's Office of Planning and Research Guidelines.** Section 65302(f) of the CCR establishes the requirement that local land use planning jurisdictions prepare a General Plan. In 1998, the Office of Planning and Research published the most recent edition of its *General Plan Guidelines* (GPG). The GPG advises local jurisdictions in preparing their comprehensive long-term general plans. The Noise Element is a mandatory component of the General Plan and includes general community noise guidelines and specific planning guidelines for noise/land use compatibility developed by the local jurisdiction.

The GPG guidelines are presented in Figure 4.5-1. Selected relevant levels are:
































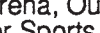

















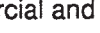










- CNEL below 60 dBA—acceptable<sup>1</sup> for low-density residential use.
- CNEL below 65 dBA—normally acceptable for high-density residential use.
- CNEL of 60 to 70 dBA—conditionally acceptable for churches, and educational and medical facilities.
- CNEL below 70 dBA—normally acceptable for playgrounds and neighborhood parks.

**Other.** The State of California also establishes noise limits for vehicles licensed to operate on public roads. For heavy trucks, the state passby noise standard is consistent with the federal limit of 80 dBA. The state passby noise standard for light trucks and passenger cars (less than 4.5 tons, gross vehicle weight rating) is also 80 dBA at 15 meters from the centerline (California Vehicle Code §§ 23130 and 23130.5; §27150 *et seq.*; §§ 27204 and 27206). Vehicle noise limits are implemented through regulatory controls on vehicle manufacturers and by legal sanction of vehicle operators enforced by state and local peace officers.

The Alameda County *Airport Land Use Policy Plan* (ALUPP), adopted in 1986, contains policies intended to provide guidance in determining whether proposed actions are compatible with current and anticipated airport operations. One important concern regarding proposed actions is exposure of persons on the ground to excessive noise from air operations. The ALUPP identifies areas of concern regarding noise from air operations and land use compatibility as noise impact zones. In general, noise impact zones reflect areas where the CNEL is greater than 65 decibels or exceeds state standards due to air operations. The redevelopment project

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<sup>1</sup> See the figure for definition of "acceptable."

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L <sub>dn</sub> or CNEL, dBA					
	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: State of California, Governor's Office  
of Planning and Research, 1998

OARB Area Redevelopment EIR  
**Figure 4.5-1 Guidelines for Noise Compatible  
Land Use**  
April 2002

1 area is not located within a noise impact zone for the Oakland Airport, taking into account airport  
2 expansion as proposed in the *Airport Development Program, Metropolitan Oakland International*  
3 *Airport EIR* (Port of Oakland 1997). The redevelopment project area is not considered noise  
4 sensitive relative to air operations.

5 **Local**

6 Regulatory noise standards generally fall into two categories: noise/land use compatibility  
7 guidelines, and noise control ordinances.

8 Because local jurisdictions are preempted from regulating noise emissions from transportation  
9 noise sources such as cars, trucks, trains, and airplanes, the City implements noise controls  
10 through noise/land use compatibility guidelines referenced in the General Plan and the Noise  
11 Ordinance. Noise/land use compatibility guidelines identify the range of noise levels with which  
12 various land uses are deemed compatible. This permits local jurisdictions to achieve noise/land  
13 use compatibility for the land uses exposed to noise, even if the noise sources themselves  
14 cannot be regulated. In 1974, the City of Oakland published the Noise Element of the General  
15 Plan. The Noise Element does not set forth specific guidelines for noise and land use planning.  
16 HUD guidelines, described above, are incorporated into the Noise Element.

17 The City also passed a noise ordinance (Oakland Municipal Code [OMC], Title 17, Chapter  
18 17.120.050). Tables 4.5-1 and 4.5-2 identify exterior noise standards according to the City's  
19 Noise Ordinance for operational and construction noise, respectively. Table 4.5-2 applies to  
20 construction noise except if an acoustical analysis is performed and all feasible mitigation  
21 measures imposed, including standard noise measures adopted by the City Council in January  
22 2001. Furthermore, construction or demolition noise received by any land use during the hours  
23 of 7 p.m. to 7 a.m. on weekdays and 8 p.m. to 9 a.m. on weekends, and federal holidays, shall  
24 not exceed the applicable nighttime operational noise level standard in Table 4.5-1. The City's  
25 noise ordinance also contains nuisance laws regarding persistent construction-related noise  
26 (Oakland Planning Code, § 8.18.020).

27 **4.5.3 Regional Setting**

28 The OARB is located west of I-880 in West Oakland. Freeways in the vicinity include I-880, I-80,  
29 I-580, and I-980. Active Bay Area Rapid Transit (BART) rail lines pass through the area. The  
30 primary sources of noise on the OARB area are freight trains operating in the Port of Oakland  
31 area and trucks serving the Port. Rail operations include the Port's Joint Intermodal Terminal  
32 (JIT), and Union Pacific's West Oakland and Desert rail yards. In addition, aircraft operating  
33 to/from Oakland International and San Francisco International airports affect ambient noise.

**Table 4.5-1**  
**City of Oakland Operational Noise Standards at Receiving Property Line, dBA<sup>a</sup>**

Receiving Land Use	Cumulative Number of Minutes in a 1-Hour Period <sup>b</sup>	Maximum Allowable Noise Level (dBA)	
		Daytime 7 a.m.-10 p.m.	Nighttime 10 p.m.-7 a.m.
Residential and Civic <sup>c</sup>	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
<b>Anytime</b>			
Commercial	20 (L <sub>33</sub> )	65	
	10 (L <sub>16.7</sub> )	70	
	5 (L <sub>8.3</sub> )	75	
	1 (L <sub>1.7</sub> )	80	
	0 (L <sub>max</sub> )	85	
Manufacturing, Mining, and Quarrying	20 (L <sub>33</sub> )	70	
	10 (L <sub>16.7</sub> )	75	
	5 (L <sub>8.3</sub> )	80	
	1 (L <sub>1.7</sub> )	85	
	0 (L <sub>max</sub> )	90	

**Source:** Oakland Planning Code, Section 17.120.050.

**Notes:**

<sup>a</sup> These standards are reduced 5 dBA for simple tone noise, noise consisting primarily of speech or music, or recurring impact noise. If the ambient level exceeds these standards, the standard shall be adjusted to equal the ambient noise level.

<sup>b</sup> L<sub>x</sub> is the noise level exceeded x percent of a given period. L<sub>max</sub> is the maximum instantaneous noise level.

<sup>c</sup> Legal residences, schools, childcare facilities, health care facilities, public open space, or similarly sensitive land uses.

**Table 4.5-2**  
**City of Oakland Construction Noise Standards**  
**at Receiving Property Line, dBA<sup>a</sup>**

Receiving Land Use	Maximum Allowable Noise Level (dBA)	
	Weekdays 7 a.m.-7 p.m.	Weekends 9 a.m.-8 p.m.
<b>Less than 10 days</b>		
Residential	80	65
Commercial, Industrial	85	70
<b>More than 10 Days</b>		
Residential	65	55
Commercial, Industrial	70	60

**Source:** Oakland Planning Code, Section 17.120.050.

**Note:** <sup>a</sup> If the ambient noise level exceeds these standards, the standard shall be adjusted to equal the ambient noise level.

**4.5.4 Local Setting**

This section describes the current setting for ambient noise, identifies noise-sensitive receptors, and describes the alternative noise baseline for year 1995 for the OARB.

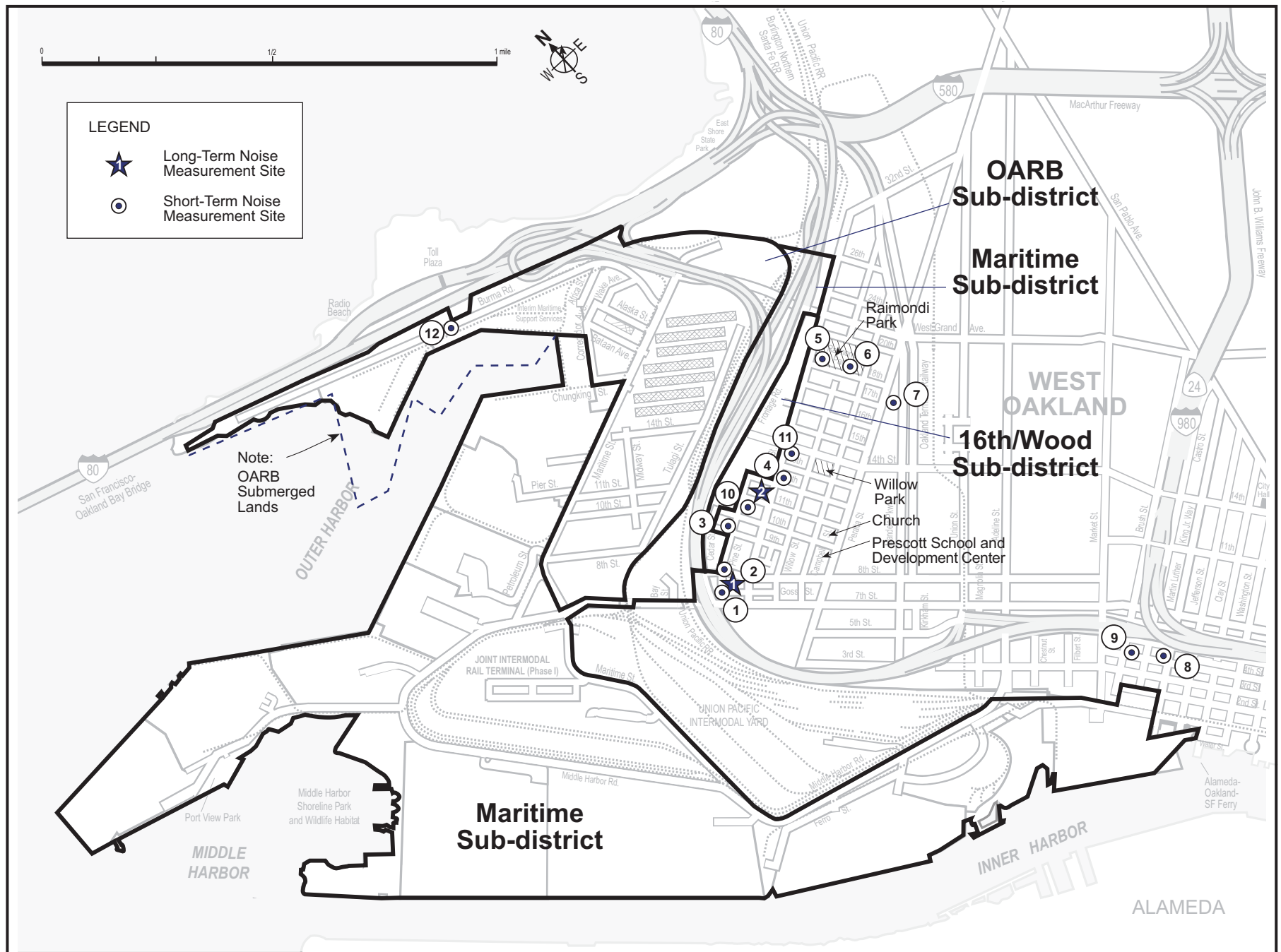
**Setting**

**Ambient Noise.** To accurately describe the existing noise environment and assess potential project noise impacts on the adjacent community, an ambient noise survey was conducted in the local area Tuesday, April 17, 2001 through Wednesday, April 18, 2001. Noise levels were found to be typical for an urban area that includes major transportation facilities.

The most significant consistent noise source in the area of West Oakland is from vehicle traffic on I-880. Noise from BART operations is a major contributor to the noise environment, depending on proximity to the line. BART operations are audible at the intersection of 14<sup>th</sup> and Wood streets, and are possibly audible farther away. Commercial aircraft are also a considerable noise source in the area. Activities at nearby railyards are occasionally acoustically perceptible, but are not the primary noise source. The railyard facilities do not constitute a major noise source because of substantial distance, intervening structures, and existing ambient noise levels. There are also minor noise sources from industrial facilities in the area, mostly involving heavy trucks and forklifts.

Figure 4.5-2 depicts the short- and long-term sound measurement locations representing the previously mentioned residential and recreational noise-sensitive receptors within the study area. Eleven locations were surveyed immediately east of the 16<sup>th</sup>/Wood sub-district, two locations were surveyed immediately north of the Howard Terminal and the Inner Harbor, and one location was surveyed adjacent to Burma Road on the northern boundary of the OARB sub-district. Two of the locations were used for unattended long-term monitoring of approximately 25 hours duration. The remaining 11 locations were used for 12 attended short-term monitoring periods of approximately 15 minutes each.

The long-term measurements were made with Type 2, Metrosonics db308 community noise analyzers. The short-term measurements were made with a tripod-mounted Type 1 Brüel & Kjær Type 2231 Sound Level Meter (SLM) with statistical analyzer. To ensure accuracy, laboratory calibration of the instruments was field checked before and after each measurement period using an acoustical calibrator. The accuracy of the acoustical calibrator is maintained through a program established by the manufacturer, and is traceable to the National Institute of Standards and Technology. The sound measurement instruments meet the requirements of the American National Standard S 1.4-1983 and the International Electrotechnical Commission Publications 804 and 651. In all cases, the instruments were set on "slow" time response using the A-weighted decibel (dBA) scale. The microphones were equipped with standard windscreens and set at a height of 5 feet above the ground.



OARB Area Redevelopment EIR  
**Figure 4.5-2 Noise Measurement Sites**  
 April 2002



Weather conditions during the survey period were mild, with clear or partly cloudy skies. Air temperatures varied from 67 °F to 75 °F, with 35 to 40 percent relative humidity. Wind speed varied from 0 to 7 miles per hour (mph) for most of the survey period, increasing at midday on April 18 to speeds of 8 to 12 mph with gusts to 17 mph. The wind direction was generally from the west. Apart from increased wind speeds for the last few measurements, weather conditions were acoustically ideal and did not adversely affect the measurement accuracy.

The ambient survey included two long-term survey sites. The first was designated Long-Term 1 (LT-1), and the second Long-Term 2 (LT-2). Both monitors recorded noise data for approximately 25 continuous hours. Relevant data are provided in Appendix 4.5.

LT-1 was located on a post in the parking lot of the Women's Economic Agenda Project (WEAP), located at Pine and Goss streets. Noise from I-880 and local traffic, BART, and aircraft dominated the noise environment at LT-1. Hourly daytime and evening noise levels varied from 62 dBA  $L_{eq}$  to 67 dBA  $L_{eq}$ ; nighttime hourly noise levels varied from 54 dBA  $L_{eq}$  to 64 dBA  $L_{eq}$ .

The CNEL value for LT-1 was 68 dBA, which is Conditionally Acceptable for all residential categories and Normally Acceptable for schools, libraries, churches, hospitals, nursing homes, playgrounds, and neighborhood parks with respect to the OPR recommendations.

LT-2 was located in the front garden of 1109 Wood Street (between 11<sup>th</sup> and 12<sup>th</sup> streets). The noise environment at LT-2 was dominated by traffic on adjacent streets, which included buses and an occasional heavy truck, and was also affected by aircraft overflights. Traffic on I-880 contributed to residual ambient noise. Daytime and evening hourly noise levels varied from 57 dBA  $L_{eq}$  to 68 dBA  $L_{eq}$ , nighttime hourly noise levels varied from 49 dBA  $L_{eq}$  to 57 dBA  $L_{eq}$ .

The CNEL value for LT-2 was 64 dBA. According to OPR standards, this is Conditionally Acceptable for residential low-density single-family, duplex, and mobile homes. The CNEL at LT-2 is Normally Acceptable for multi-family residential, motels, hotels, schools, libraries, churches, hospitals, nursing homes, playgrounds, and neighborhood parks according to OPR standards.

A summary of short-term noise measurements is provided in Appendix 4.5. Short-term noise measurements were conducted at 12 sites concurrent with the long-term sites. The short-term locations in the community were selected to represent the nearest noise-sensitive receptors to the east boundary of the redevelopment and the associated truck routes in the area. Measured ambient noise levels ( $L_{eq}$ ) varied from 56 dBA  $L_{eq}$  at a residence on 17<sup>th</sup> Street to 71 dBA  $L_{eq}$  at a residence on Martin Luther King Jr. Way near 4<sup>th</sup> Street. The majority of the measurements made in the area along Wood Street resulted in  $L_{eq}$  levels between 61 dBA and 63 dBA. This is considered a reasonable range for daytime noise levels in a residential area that is close to a major freeway. The measured daytime noise levels in area east of the 16<sup>th</sup>/Wood sub-district are consistent with similar to the long-term CNELs discussed above. The daytime measured noise levels in the area of 3<sup>rd</sup> Street were 67 dBA  $L_{eq}$  and 71 dBA  $L_{eq}$ . Employing the OPR guidelines,

these daytime levels would lead to CNEL values in the Normally Unacceptable range for residential categories (70 to 75 dBA CNEL).

**Noise Sensitive Receptors.** The area southeast of the 16<sup>th</sup>/Wood sub-district is of generally residential use at the southern end, transitioning to industrial land uses at the northern end. Two parks are within the local area: Raimondi and Willow. Raimondi Park is located at 18<sup>th</sup> and Wood streets, and Willow Park is located at 14<sup>th</sup> and Willow streets. A park is proposed at the Bay Bridge touchdown peninsula at the end of Burma Road. Several public and private schools are located within the local area: Prescott Elementary, Prescott Development Center, St. Martins Peporres, McClymonds High, Head Start, and the Oakland Military Institute College Preparatory Academy. The nearest public medical facility to the local area is the West Oakland Health Center (700 Adeline Street), about 0.8 mile from the OARB. There are also two churches in the local area: Beth Eden Baptist Church (1183 Tenth Street), and St. Mary-St. Francis de Sales (707 Jefferson Street).

#### **Alternative Baseline, Ambient Noise**

A literature search revealed no data to quantitatively describe the OARB ambient noise environment in the 1995 alternative baseline year. However, two relevant documents provide primarily qualitative characterizations of the noise environment—the Army’s EIS for the disposal and reuse of the OARB (Corps 1999 and 2001) and the *Berths 55-58 Project Draft EIR* (Port of Oakland 1998).

According to the Army’s EIS for disposal and reuse of the OARB, primary sources of noise from the OARB (before it was closed in 1995) were trains on the Oakland Terminal Railway running to Wharf 7 and diesel engines of trucks driving to and from Port of Oakland terminal areas (Corps 1999 and 2001). The EIS states the single 100-ton wharf crane was a secondary, but fairly minor, source of noise. The Base typically operated between the hours of 6 a.m. to 5 p.m. When a ship was in port (once per month on average), loading and unloading operations usually take place around the clock. Major noise sources, other than activities at the OARB, included vehicle traffic on I-80, West Grand Avenue, and Maritime Street; train traffic in the Union Pacific (UP) West Oakland Railyard; and aircraft overflights from San Francisco International and Oakland International airports. In 1995, the Cypress Freeway (I-880) was not completed or operational near the study area. According to the *Berths 55-58 Project Draft EIR*, in 1992, receptors on West Oakland streets near the Cypress Freeway corridor experienced noise levels ranging from 61 to 74 dBA  $L_{eq}$  (time interval not specified) (Port of Oakland 1998).

The *Berths 55-58 Project Draft EIR* provides a qualitative description of existing noise sources in the OARB EIR study area.<sup>2</sup> Primary noise sources included port-related maritime uses in the

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<sup>2</sup> The extent of the Berths Draft EIR noise study area in West Oakland is approximately the same as the study area of the OARB Redevelopment EIR.

Maritime sub-district (ships, trucks, and rail operations), truck traffic on local streets, BART, Amtrak and other Union Pacific rail operations (Port of Oakland 1998).

Over the past four to ten years, circumstances in the study area have occurred that have both lowered and increased local noise levels. Completion of I-880 increased nearby vehicle traffic volume, thus increasing noise. Reduced ship, train, and truck activity at the OARB (due to the Base's closure) decreased noise levels.

Although noise sources have changed, overall ambient noise levels in the local area have not changed substantially since 1995. Therefore, a quantitative description of the 1995 noise environment, with the exception of I-880-generated noise, can be represented by use of the current (2001) ambient noise environment, as described above.

#### **4.5.5 Impact Analysis Methodology**

As allowed by CEQA, where relevant, the analysis of impacts of community reuse of a military facility may be based on environmental conditions that existed at the time the federal government made the decision to close the base, rather than current existing conditions. For the OARB, the decision was made in 1995. As described above, appreciable differences in the ambient noise environment between 1995 and 2001 have not occurred.

Noise impacts disclosed in this EIR do not include noise from sources previously disclosed and for which mitigation was required in two publicly reviewed and certified environmental documents (Port of Oakland 1998, and Port of Oakland 1999), or (as described above) from those sources associated with operation of the OARB in 1995, the alternative baseline year.

The noise sources identified in the Berths 55-58 EIR were construction (excavation, dredging, earthmoving), operational and maintenance, vehicle and vessel traffic and the fact that public access areas would be developed adjacent to noise sources. All impacts, except construction, were evaluated to be less than significant, not warranting mitigation. Mitigation for construction noise impacts are similar, if not identical, to the mitigation presented in Section 4.5.7.

The noise sources identified in the JIT EIR were construction (grading, earthmoving, general construction), operational (train movements, yard cargo-handling and trucks), increase rail activity at the Knight Yard, and project-related noise increases at receptors near local rail lines. All impacts, except construction, were evaluated to be less than significant, not warranting mitigation. Mitigation for construction noise impacts is similar, if not identical, to the mitigation presented in Section 4.5.7.

The noise analysis for this EIR is consistent with the level of detail currently available regarding redevelopment, as presented in Chapter 3: Description.

#### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Expose persons to or generate noise levels in excess of standards established in the Oakland General Plan or applicable standards of other agencies (e.g., the Occupational Health and Safety Administration);
- Violate the City of Oakland Noise Ordinance (Oakland Planning Code § 17.120.050) regarding operational and construction noise as presented in Tables 4.5-1 and 4.5-2,<sup>3</sup>
- Violate the City of Oakland Noise Ordinance (Oakland Planning Code § 8.18.020) regarding nuisance of persistent construction-related noise;
- Create a vibration that is perceptible without instruments by the average person at or beyond any lot line containing vibration-causing activities not associated with motor vehicles, trains, and temporary construction or demolition work, except activities located within the (a) M40 zone or (b) M30 zone more than 400 feet from any legally occupied residential property (Oakland Planning Code § 17.120.060);
- Generate interior  $L_{dn}$  or CNEL greater than 45 dBA for multi-family dwellings, hotels, motels, dormitories, or long-term care facilities (and if extended by local legislative action, single-family dwellings) per California Noise Insulation Standards (CCR Part 2, Title 24);
- Result in a 5 dBA permanent increase in ambient noise levels in the vicinity above levels existing without redevelopment;
- Conflict with state land use compatibility guidelines (OPR 1998) for all specified land uses for determination of acceptability of noise levels as shown in Figure 4.5-1;
- Be located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, and would expose people residing or working in the project area to excessive noise levels; or
- Be located within the vicinity of a private airstrip, and would expose people residing or working in the project area to excessive noise levels.

Not all criteria above apply to redevelopment as proposed. While pile-driving during construction in the 16<sup>th</sup>/Wood sub-district may result in vibration perceptible at residential receptors, construction activity is an exception of that portion of the Oakland Planning Code that comprises the significance criteria. The nearest redevelopment activity that could result in vibration due to operations would be the New Intermodal Facility, located approximately 1,100 feet from the nearest residential land use, with an existing intervening major freeway and rail facilities. Due to the distance to residential receptors, vibration generated by operational activities at the New Intermodal Facility are not expected to be perceptible at residential receptors. The interior CNEL criterion does not apply to proposed redevelopment because no existing relevant noise-sensitive land uses<sup>4</sup> are proximate to the project area. Subsequent redevelopment activities

<sup>3</sup> Table 4.5-2 applies to construction noise, except if an acoustical analysis is performed and all feasible mitigation measures imposed, including standard noise measures adopted by the City Council in January 2001.

<sup>4</sup> Such land uses include multi-family dwellings, hotels, motels, dormitories, or long-term care facilities.

would be required to comply with state laws and regulations, and impacts would be avoided. Redevelopment would incorporate state land use compatibility guidelines promulgated by the state for determination of acceptability of noise levels; as such, redevelopment would not conflict with state guidelines, and no impact would occur. While the redevelopment project area is located within the General Referral Area of the ALUPP, it is not located within a Noise or Safety Referral Zone. The project area is not located within two miles of a public airport or private airstrip.

#### **4.5.6 Impacts**

**Impact 4.5-1:** Construction could result in short-term noise levels in excess of established standards, or that violate the City of Oakland Noise Ordinance at and near the redevelopment project area, and along construction haul routes.

**Significance:** Potentially significant

**Mitigation 4.5-1:** Developers and/or contractors shall develop and implement redevelopment-specific noise reduction plans.

**Residual Significance:** Less than significant

Build-out is expected by 2020. Construction activities are expected to occur within all of the sub-districts. The primary purpose of redevelopment is the elimination of blighting influences. In general, this would involve demolition/deconstruction, selected remediation, grade correction and site preparation, excavation and filling, and infrastructure installation. Specifically, it would include realignment of Maritime Street and utilities located within that right-of-way, construction of a new Maritime Street extension (the "loop road"), reconfiguration of the Outer Harbor shoreline for New Berth 21, construction of the Gateway Park, construction of the New Intermodal Facility, and creation of public access. In addition, subsequent redevelopment activities would include construction of internal circulation, buildings, parking, landscaping, etc.

Noise levels would increase within the redevelopment project area and adjacent areas from operation of construction equipment. In the OARB and Maritime sub-districts, pile driving would be required for construction of wharves (installation of pilings and possibly sheet pile), as well as buildings, which due to geotechnical conditions, are expected to be built on friction piles. Table 4.5-3 summarizes typical major noise source equipment expected to be used during redevelopment construction activities.

**Table 4.5-3  
Major Sources of Construction Noise**

<b>Activity</b>	<b>Source</b>	<b>Typical L<sub>eq</sub> (dBA) at 50 Feet</b>
Demolition/deconstruction	Bulldozers, concrete crushers, backhoes, loaders, trucks	80 to 91 dBA
Site preparation, construction of roads, utilities, parking areas	Bulldozers, backhoes, scrapers, compacters, trucks	80 to 91 dBA
Shoreline reconfiguration	Dredges, excavators, trucks	67 dBA (dredge at 250 feet) 80 to 91 dBA (excavators and trucks)
Wharf construction, building foundations	Pile drivers, trucks	101 dBA (L <sub>max</sub> for pile driver) 80 to 91 dBA (L <sub>eq</sub> for trucks)
<b>Source:</b> Port of Oakland 1998, Table 3.4-3.		

Details of redevelopment construction are not fully defined: equipment to be used, its proximity to receptors, etc., is not yet known. Because occurrence of this impact relies on details of construction not completely defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.5-1, compliance with the Noise Ordinance is considered to be achieved, and the residual impact is considered less than significant.

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**Impact 4.5-2:** Operation of redevelopment facilities could result in a long-term increase in ambient noise levels.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

The proposed land use classification for the majority of the Gateway development area is Business Mix. Business Mix is intended to be a flexible classification, and allows a wide variety of business and related commercial and industrial uses. The primary sources of noise stemming from this activity would likely be low-speed vehicle traffic, including light- and medium-duty trucks.

The Park & Urban Open Space classification proposed for the Gateway Park area and for the gateway development area waterfront would be a place for recreation; as such, it would be considered a receiver of noise, rather than a noise generator. However, community/civic events at these spaces may generate off-peak noise-generating automobile traffic in the area.

The proposed land use classification for the Port development area is General Industrial/Transportation. This classification allows heavy industrial uses, including manufacturing, railyards, maritime operations, and other similar uses. Primary noise sources would likely be heavy-duty trucks, trains, ships, cargo equipment, and other cargo operations.

The Maritime sub-district, with the largest acreage of all of the sub-districts, would support ongoing and proposed Port of Oakland industrial maritime operations. Primary noise sources would include ships (horn-blowing and docking procedures), cargo-handling operations, trucking, and trains. Although these types of noise sources currently exist, cargo throughput is expected to increase, and increased noise levels would result from related equipment, truck, and rail activities.

A portion of the 16<sup>th</sup>/Wood sub-district is immediately west of existing residential land use in West Oakland. The sub-district is currently classified as Business Mix, and is expected to remain in that classification. It may contain as many as 375 live/work units in addition to buildings for office, retail, and light industrial use. Primary sources of noise would likely be automobile and light-duty truck traffic.

Because the primary noise sources would be vehicle traffic and rail operations, the focus of the noise analysis for this impact was vehicle traffic and rail operations. Table 4.5-4 presents data regarding freeway segment noise levels for the morning and afternoon peak traffic periods, and Table 4.5-5 presents data for study area intersections (non-freeway roads) for the same periods. As demonstrated by these data, no freeway segment or roadway intersection would experience an increase in noise of 5 dBA or greater as a result of redevelopment, and the impact is considered less than significant.

In terms of rail traffic, redevelopment is expected to increase the number of daily trains serving the Port by two (from 23.4 to 25.4) over the daily number disclosed in previously certified and publicly reviewed EIRs (Dowling Associates, Inc. 2002). The increase would be less than 10 percent over current train trips, and assuming the additional trains have the same operating characteristics as those previously analyzed, average daily noise levels from the additional line haul trains would increase by less than 1 dBA.

**Table 4.5-4  
Changes in Traffic Noise Along Freeway Segments**

Freeway Segment	Travel Direction	A.M. Peak			P.M. Peak		
		Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB	Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB
I-80 at the Bay Bridge	East	5,813	436	0.3	11,252	103	0
	West	10,929	105	0	7,448	421	0.2
I-80 between I-880 and I-580	East	3,917	144	0.2	7,581	785	0.4
	West	7,364	823	0.5	5,019	174	0.1

**Table 4.5-4  
Changes in Traffic Noise Along Freeway Segments**

Freeway Segment	Travel Direction	A.M. Peak			P.M. Peak		
		Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB	Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB
I-80 East of I-80/I-580 Split	East	5,751	213	0.2	11,131	830	0.3
	West	10,813	855	0.3	7,369	204	0.1
I-880 Connector to I-80 East	North	2,837	213	0.3	3,131	831	1
	South	2,433	855	1.3	2,080	204	0.4
I-880 Connector to I-80 West	North	1,700	250	0.6	1,746	1,206	2.3
	South	1,074	1,258	3.4	1,801	277	0.6
I-880 North of 7th Street	North	2,849	16	0	3,844	18	0
	South	2,513	25	0	4,056	7	0
I-880 South of 7th Street	North	4,679	898	0.8	4,203	231	0.2
	South	2,715	277	0.4	4,797	860	0.7
I-880 North of I-980	North	4,846	882	0.7	3,805	213	0.2
	South	2,208	224	0.4	4,395	694	0.6
I-880 South of I-980	North	7,680	830	0.4	7,282	209	0.1
	South	4,967	293	0.2	6,618	784	0.5
I-880 North of I-238	North	7,295	620	0.4	8,120	157	0.1
	South	7,856	232	0.1	7,380	582	0.3
I-880 South of I-238	North	6,842	580	0.4	8,185	145	0.1
	South	8,940	178	0.1	7,815	556	0.3
I-238	East	2,771	54	0.1	4,788	26	0
	West	4,629	40	0	2,001	12	0
I-580 East of I-238	East	5,017	54	0	8,670	26	0
	West	8,383	40	0	3,623	12	0
I-580 West of I-238	East	5,008	44	0	6,078	249	0.2
	West	5,458	256	0.2	5,422	56	0
I-580 East of I-980/SR-24	East	6,091	124	0.1	8,482	671	0.3
	West	7,399	693	0.4	6,618	153	0.1
I-580 West of I-980/SR-24	East	7,682	144	0.1	10,873	785	0.3
	West	10,373	822	0.3	9,027	174	0.1
I-980	East	2,792	15	0	5,866	26	0
	West	5,792	30	0	2,834	11	0



**Table 4.5-4  
Changes in Traffic Noise Along Freeway Segments**

Freeway Segment	Travel Direction	A.M. Peak			P.M. Peak		
		Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB	Baseline Traffic	Program Traffic <sup>a</sup>	Increase in dB
SR-24 East of I-580	East	2,758	118	0.2	7,184	515	0.3
	West	7,437	528	0.3	3,216	127	0.2

**Source:** Traffic information from "Freeway LOS.xls," Dowling Associates, Inc. 2002.

**Note:** <sup>a</sup> In passenger car equivalents (one truck = two cars).

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**Table 4.5-5  
Changes in Traffic Noise Along Non-Freeway Roads**

Intersection	A.M. Peak			P.M. Peak		
	Baseline Traffic	Program Traffic	Increase in dB	Baseline Traffic	Program Traffic	Increase in dB
West Grand/Maritime	1,580	281	0.7	2,000	27	0.1
West Grand/Frontage Road	2,045	27	0.1	2,695	268	0.4
West Grand/Mandela	1,879	137	0.3	2,087	139	0.3
West Grand/Adeline	1,841	129	0.3	2,577	132	0.2
West Grand/Market	2,111	1,016	1.7	2,217	1,035	1.7
West Grand/San Pablo Avenue	2,548	794	1.2	2,888	801	1.1
West Grand/MLK Jr	1,930	797	1.5	2,273	804	1.3
West Grand/Northgate	2,369	798	1.3	2,814	803	1.1
West Grand/Harrison	3,991	258	0.3	4,853	254	0.2
7 <sup>th</sup> /Maritime	1,145	846	2.4	1,202	672	1.9
7 <sup>th</sup> /I-880 SB Ramp	989	770	2.5	987	1,029	3.1
7 <sup>th</sup> /I-880 North Ramp	1,386	1,236	2.8	1,485	916	2.1
7 <sup>th</sup> /Peralta	819	122	0.6	792	122	0.6
7 <sup>th</sup> /Mandela	1,215	129	0.4	1,240	127	0.4
7 <sup>th</sup> /Union	1,498	128	0.4	1,389	128	0.4
7 <sup>th</sup> /Adeline	1,803	334	0.7	1,662	338	0.8
7 <sup>th</sup> /Market	1,870	330	0.7	1,814	304	0.7
7 <sup>th</sup> /Harrison	2,895	173	0.3	3,215	42	0.1
7 <sup>th</sup> /Jackson	2,119	170	0.3	2,483	41	0.1
6 <sup>th</sup> /Jackson	2,244	170	0.3	2,534	41	0.1

**Table 4.5-5**  
**Changes in Traffic Noise Along Non-Freeway Roads**

Intersection	A.M. Peak			P.M. Peak		
	Baseline Traffic	Program Traffic	Increase in dB	Baseline Traffic	Program Traffic	Increase in dB
5 <sup>th</sup> /Union/I-880 Ramps	2,058	69	0.1	1,527	179	0.5
5 <sup>th</sup> /Adeline	2,013	237	0.5	1,751	321	0.7
I-880 Off Ramp/Market	1,327	146	0.5	1,145	55	0.2
5 <sup>th</sup> /Broadway	1,986	44	0.1	2,798	178	0.3
3 <sup>rd</sup> /Adeline	828	232	1.1	923	141	0.6
3 <sup>rd</sup> /Market	714	104	0.6	674	49	0.3
14 <sup>th</sup> /Mandela	738	329	1.6	707	357	1.8
12 <sup>th</sup> /Brush	2,875	30	0.0	1,718	11	0.0
12 <sup>th</sup> /Castro	987	20	0.1	2,658	31	0.1
27 <sup>th</sup> /SR 24-580 Off Ramp	2,226	394	0.7	1,547	278	0.7
27 <sup>th</sup> /SR 24-580 On Ramp	1,611	78	0.2	2,885	356	0.5
San Pablo Avenue/Adeline	2,318	137	0.2	2,858	135	0.2
West MacArthur/Market	1,327	137	0.4	2,176	134	0.3
Powell/I-80 Frontage Road	3,171	52	0.1	4,271	53	0.1
Powell/I-80 NB Ramps	3,447	61	0.1	4,562	94	0.1
Powell/Christie	2,990	52	0.1	4,294	52	0.1
Powell/Hollis	1,836	52	0.1	2,976	52	0.1
Powell/San Pablo	3,551	52	0.1	3,516	52	0.1
Stanford/Market	2,115	52	0.1	2,798	54	0.1
Stanford/MLK Jr.	3,793	13	0.0	5,034	14	0.0
Ashby/7 <sup>th</sup>	2,956	103	0.1	3,183	106	0.1
Ashby/San Pablo	3,886	104	0.1	4,142	104	0.1
Marina Village/Constitution	2,117	103	0.2	2,520	106	0.2
Atlantic/Webster	3,021	103	0.1	2,816	105	0.2
Atlantic/Constitution	1,979	103	0.2	2,236	106	0.2
Maritime/New Gateway access road	N/A	601	N/A	N/A	541	N/A

**Source:** Traffic information from Dowling Associates, Inc. 2002.

At its nearest point to West Oakland residential land uses, the New Intermodal Facility would be approximately 1,100 feet from noise-sensitive receptors. The existing JIT is located approximately 2,600 feet from the same receptors. Both the UP West Oakland and Desert yards are located closer to these receptors than either the existing JIT or the proposed New Intermodal Facility. Yard activities in the New Intermodal Facility are expected to increase, potentially increasing train noise levels by 6 dBA at a distance of 1,100 feet. However, intervening major facilities, such as I-880 and its soundwalls, and the Desert Yard are expected to attenuate this increase in noise to well below 5 dBA at the receptors, and the impact is considered less than significant. Ambient noise levels in the study area are expected to continue to be dominated by noise from I-880, BART, and aircraft overflights.

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#### **4.5.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.5-1.** Developers and/or contractors shall develop and implement redevelopment-specific noise reduction plans.

This measure applies to Impact 4.5-1 and Cumulative Impact 5.5-1.

This measure shall be enforced via contract specifications. The measure as written is intended to effectively limit construction noise, while allowing the sponsors of redevelopment activities and their contractors flexibility in controlling site-specific noise.

Each developer and/or contractor should be contractually required to demonstrate knowledge of the Oakland Noise Ordinance, and to construct in a manner whereby noise levels do not exceed significance criteria. Contractors may elect any combination of legal, non-polluting methods to maintain or reduce noise to thresholds levels or lower, as long as those methods do not result in other significant environmental impacts or create a substantial public nuisance. The developer and/or contractor shall perform a site-specific acoustical analysis, and, if necessary, shall develop and implement a noise reduction plan subject to review and approval by the City or Port. The plan for attenuating these noises shall include some or all of the following measures, as appropriate and feasible, and shall be implemented prior to any required activities.

#### **Schedule**

- Schedule operation of one piece of equipment that generates extreme levels of noise at a time.
- Schedule activities that generate low and moderate levels of noise during weekend or evening hours.

- Standard construction activities shall be limited to between 7:00 a.m. and 7:00 p.m. Monday through Friday. No construction activities shall be allowed on weekends until after the building is enclosed without prior authorization of the Building Services and Planning Divisions of the Community and Economic Development Agency, or unless expressly permitted or modified by the provisions of a building and/or grading permit.

#### **Pile Driving and/or Other Activities that Generate Extreme Levels of Noise for Noise Levels Greater than 90 dBA**

- Pile-driving and/or other activities that generate noise above 90 dBA shall be limited to between 8:00 a.m. and 4:00 p.m., Monday through Friday, with no activity generating extreme levels of noise permitted between 12:30 and 1:30 p.m. No construction activities that generate extreme levels of noise shall be allowed on Saturdays, Sundays, or holidays unless expressly permitted or modified by the provisions of a building and/or grading permit.
- Install engine and pneumatic exhaust controls as necessary to ensure exhaust noise from pile driver engines are minimized. Such controls can reduce noise levels by 6 dBA  $L_{eq}$ .
- Employ sonic or vibratory pile drivers (sonic pile drivers are only effective in some soils). Such drivers may reduce maximum noise levels by as much as 12 dBA ( $L_{max}$ ). In some cases however (e.g., sheet pile driving) vibratory pile drivers may generate more noise than impact pile drivers/methods. The specific circumstances should be evaluated.
- Tie rubber aprons lined with absorptive material around sheetpile.
- Hydraulically drive piles.
- Pre-drill pile holes.
- Erect temporary plywood noise barriers around the entire construction site.
- Use noise control blankets on the building structure as it is erected to reduce noise emission from the site.
- Evaluate the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings.
- Monitor the effectiveness of noise attenuation measures by taking noise measurements.

#### **Other Equipment, Methods**

- A pre-construction meeting shall be held with the job inspectors and the general contractor/on-site project manager to confirm that noise mitigation and practices are completed prior to the issuance of a building permit (including construction hours, neighborhood notification, posted signs, etc.).
- All construction equipment, fixed and mobile, and motor-vehicles shall be properly maintained to minimize noise generation. This would include maintaining equipment silencers, shields, and mufflers in proper operating order. "Quiet package" or "hush" equipment, which is readily available for such equipment as trailer-mounted compressors,

welders, etc. shall be used. All equipment shall be operated in the quietest manner practicable.

- Equipment and trucks used for construction shall use best available noise control techniques (e.g., improved mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds, wherever feasible).
- Impact tools (e.g., jack hammers, pavement breakers, and rock drills) used for construction shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed-air exhaust from pneumatically powered tools. However, where use of pneumatic tools is unavoidable, an exhaust muffler on the compressed-air exhaust should be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves shall be used where feasible, which could achieve a reduction of 5 dBA. Quieter procedures should be used, such as drills rather than impact equipment, where practicable.
- Stationary noise sources should be located as far from sensitive receptors as possible, and they should be muffled and enclosed within temporary sheds, or insulation barriers, or other measures should be incorporated to the extent feasible.
- Material stockpiles and/or vehicle staging areas should be located as far as practicable from dwellings.
- Public address systems would be designed and to minimize “spill over” of sound onto adjacent properties.
- Physical barriers/screens (e.g., along fence lines) may be used to attenuate noise.
- Project workers exposed to noise levels above 80 dBA would be provided personal protective equipment for hearing protection (*i.e.*, ear plugs and/or muffs).
- Areas where noise levels are routinely expected to exceed 80 dBA would be clearly posted “Hearing Protection Required in this Area.”
- A process with the following components shall be established for responding to and tracking complaints pertaining to construction noise:
  - A procedure for notifying City Building Division staff and Oakland Police Department;
  - A list of telephone numbers (during regular construction hours and off-hours);
  - A plan for posting signs on-site pertaining to complaint procedures, permitted construction days and hours, day and evening contact telephone numbers for the job site and day and evening contact telephone numbers for the City in the event of a problem;
  - Designation of a construction complaint manager for the project who will respond to and track complaints; and
  - Notification of neighbors within 300 feet of the project construction area at least 30 days in advance of construction activities.



## 4.6 CULTURAL RESOURCES

Cultural resources include archaeological and historical objects, sites and districts, historic buildings and structures, cultural landscapes, and sites and resources of concern to local Native Americans and other ethnic groups.

Redevelopment would result in benefits to certain cultural resources, as well as potentially significant and significant impacts to other such resources. With implementation of measures recommended in this section, some significant impacts would be mitigated to a level that is less than significant. Even with implementation of all feasible mitigation, however, some residual impacts would remain significant; these impacts are considered unavoidable. The impact of loss of aesthetic character related to cultural resources is disclosed and discussed in Section 4.11: Aesthetics.

### 4.6.1 Study Area

The study area for cultural resources is the approximately 1,800-acre redevelopment project area, plus any nearby resources that could potentially be affected by redevelopment.

### 4.6.2 Regulatory Setting

#### Federal

The National Environmental Quality Act (NEPA, 42, United States Code (USC) §§ 4321-4327), requires federal agencies to consider potential environmental impacts and appropriate mitigation measures of actions with federal involvement. The National Historic Preservation Act (NHPA) (16 USC § 470 *et seq.*) addresses concerns pertinent to an action's effect on cultural resources.

The NHPA sets forth the federal government's policy on historic preservation and the programs, including establishing the National Register of Historic Places (NRHP). Under the NHPA, historic properties include “. . . any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places” (16 USC 470w(5)). Section 106 (16 USC 470f) of the NHPA requires federal agencies, prior to implementing an “undertaking” (*e.g.*, conducting its own action or issuing a federal permit), to consider the effects of the undertaking on historic properties and to afford the Advisory Council on Historic Preservation (ACHP) and the State Historic Preservation Officer (SHPO) a reasonable opportunity to comment on any undertaking that would adversely affect properties eligible for listing on the NRHP.

The U.S. Army's action at the OARB—disposal and transfer of government property—is a federal undertaking. As such, the NHPA and its implementing regulations (16 USC 470 *et seq.*, 36 Code of Federal Regulations [CFR] Part 800, 36 CFR Part 60, and 36 CFR Part 63) apply to

1 the Army's action. The Army , the lead federal agency, was responsible for NHPA Section 106  
2 compliance, including consultation with the SHPO and ACHP.

3 Under the NHPA (36 CFR Section 60.4) a district, site, building, structure, or object is eligible for  
4 listing in the NRHP when:

5 1. The quality of significance in American history, architecture, archaeology, engineering, and  
6 culture is present in districts, sites, buildings, structures, and objects that possess integrity,  
7 including location, design, setting, materials, workmanship, feeling, and association, and:

8 2. The districts, sites, buildings, or objects meet the following criteria:

- 9 • are associated with events that have made a significant contribution to the broad  
10 patterns of our history; or
- 11 • are associated with the lives of persons significant in our past; or
- 12 • embody the distinctive characteristics of a type, period, or method of construction, or that  
13 represent the work of a master, or that possess high artistic values, or that represent a  
14 significant and distinguishable entity whose components may lack individual distinction;  
15 or
- 16 • have yielded, or may be likely to yield, information important in prehistory or history.

17 The NHPA uses the term "historic property" for cultural and archaeological resources that have  
18 been determined eligible to the NRHP. Cultural and archaeological resources and structures  
19 that do not qualify for listing on the NRHP are not considered to be significant and are not  
20 described as historic properties. If a resource has been determined not to be eligible for listing  
21 on the NRHP, it generally is not considered further in assessment of the environmental impacts  
22 of a project. Further guidance for determining the eligibility of structures and historic districts are  
23 published by the National Park Service (NPS), the National Register Bulletins 15 (1991a), 16A  
24 (1991b), 16B (1991c), and the *Secretary of Interior's Standards and Guidelines for Evaluation*  
25 (1983: 44723-26). These guidelines provide instructions for evaluating and nominating National  
26 Register Historic properties.

27 To retain historic integrity, a resource should possess several of the above-mentioned aspects.  
28 The retention of specific aspects of integrity is essential for a resource to convey its significance.  
29 For a district to retain its integrity as a whole, the majority of the components, or individual  
30 resources, that make up the district's historic character must possess integrity even if they are  
31 individually undistinguishable. The relationships among the district's components must be  
32 substantially unchanged since the period of significance. When evaluating the impact of  
33 changes upon the district's integrity, the relative number, size, design and location of the  
34 resources that do not contribute to the district's significance should be considered. A district is  
35 not eligible if it contains many alterations or new intrusions, so that it no longer conveys the  
36 sense of the historic environment.

**State**

CEQA requires lead agencies to consider effects of their proposed actions on historic resources (these include built-environment historic and prehistoric archaeological resources). Historic resources are defined as those resources that meet any of the following criteria for listing on the California Register of Historic Places (CRHR). These criteria are set forth in Sections 15064.5 and 15126.4 of CEQA:

- Criterion A: is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- Criterion B: is associated with lives of persons important in our past;
- Criterion C: embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- Criterion D: has yielded, or may be likely to yield, information important in prehistory or history.

In addition, the definition of "historical resource" includes archaeological resources listed in or formally determined eligible for listing in the CRHR as well as resources listed or eligible for listing in the NRHP or local registers. It also includes historical resources determined by the lead agency to be significant.

Where an action may adversely affect a historical resource, CEQA Section 21084.1 requires the lead agency to treat that effect as a significant environmental effect and prepare an EIR. Additionally, CEQA Sections 21083.2 and 21084.1 operate independently to ensure that potential effects on unique archaeological resources are considered as part of a project's environmental analysis. A unique archaeological resource implies an archaeological artifact, object, or site about which it can be clearly demonstrated that—without merely adding to the current body of knowledge—there is a high probability that it meets one of the following criteria:

- the archaeological artifact, object, or site contains information needed to answer important scientific questions and there is a demonstrable public interest in that information; or
- the archaeological artifact, object, or site has a special and particular quality, such as being the oldest of its type or the best available example of its type; or
- the archaeological artifact, object, or site is directly associated with a scientifically recognized important prehistoric or historic event or person.

A non-unique archaeological resource indicates an archaeological artifact, object, or site that does not meet the above criteria. Impacts to non-unique archaeological resources and resources that do not qualify for listing on the CRHR receive no further consideration under CEQA.

Section 15064.5 of CEQA also assigns special importance to human remains and specifies procedures to be used when Native American remains are discovered. These procedures are detailed under Public Resources Code (PRC) 5097.94 and 5097.98. Health and Safety Code



Section 7050.5 codifies, with the exception of those activities defined in PRC 5097, that every person who knowingly mutilates or disinters, wantonly disturbs, or willfully removes any human remains in or from any location other than a dedicated cemetery without authority of law is guilty of a misdemeanor.<sup>1</sup> If human remains were to be discovered within the project area, the Alameda County Coroner must be notified within 48 hours, and the Coroner must contact the California Native American Heritage Commission in the event that the remains are determined to be of Native American descent.

## **Local**

The City of Oakland General Plan contains a Historic Preservation Element that was adopted in 1994 by City Council Resolution number 70807 C.M.S. The Historic Preservation Element, amended in 1998, sets forth the policy for listing on the Local Register in Policy 3.8 (Definition of "Local Register of Historical Resources" and Historic Preservation for Environmental Review Purposes). For purposes of environmental review under CEQA, the following properties constitute the City of Oakland's Local Register of Historical Resources:

- all Designated Historic Properties, and
- those Potential Designated Historic Properties that have an existing rating of "A" or "B" or are located within an Area of Primary Importance.

Until complete implementation of Historic Element Action 2.1.2 (Redesignation), the Local Register of Historical Resources will also include the following designated properties: Oakland Landmarks, S-7 Preservation Combining Zone properties, and the Preservation Study List properties.

The City of Oakland also maintains the Oakland Cultural Heritage Survey (OCHS), a project of the Community and Economic Development Department. The OCHS, which has been in progress since 1979, is intended to provide an inventory of historic resources throughout the city.

The OCHS uses a five-tier rating system for individual properties, ranging from "A" (highest importance) to "E" (of no particular interest), that is incorporated in the Historic Preservation Element of the General Plan by reference (pp. 31 and 32). This is termed the Individual Property Rating of a building, and is based on the following criteria:

- **Visual Quality/Design:** Evaluation of exterior design, interior design, materials and construction, style or type, supporting elements, feelings of association, and importance of designer.

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<sup>1</sup> Section 5097 of the PRC prohibits excavations upon, or removing, destroying, injuring, or defacing, any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, situated on public lands, and prohibiting the prevention of Native American religious worship at archaeological or sacred sites.

- **History/Association:** Association of person or organization, the importance of any event, association with patterns, and the age of the building.
- **Context:** Continuity and familiarity of the building within the district.
- **Integrity/Reversibility:** Evaluation of the building's condition, its exterior and interior alterations, and any structural removals.

Properties with conditions or circumstances that could change substantially in the future are assigned both an "existing" and a "contingency" rating. The existing rating describes the property under its current condition, while the contingency rating describes it under possible future circumstances, such as if the property were restored. The existing rating is denoted by an uppercase letter, and is the present rating of the building. The contingency rating, if any, is shown second, and is denoted by a lowercase letter. Properties are also given a Multiple Property Rating (1, 2, or 3) based on an assessment of the significance of the area in which the property is located: properties within an Area of Primary Importance (an area that appears eligible for the National Register) are rated "1"; those in an Area of Secondary Importance are rated "2"; and those outside an identified district are rated "3." A plus (+) or minus (-) sign indicates whether the property contributes or not to the API or ASI.

An Area of Primary Importance (API) is a historically or visually cohesive area or property grouping that contains a "high proportion of individual properties with ratings of 'C' or higher and appears eligible for the National Register of Historic Places either as a district or as a historically-related complex." At least two-thirds of the properties must be "contributors" to the API, reflecting the API's principal historical or architectural themes, and must not have undergone major alterations. An Area of Secondary Importance (ASI) is similar to an API, however potential contributors to the ASI are counted for purposes of the two-thirds threshold as well as contributors; ASIs do not appear eligible for the National Register.

#### **4.6.3 Regional Setting**

Environmentally, Oakland and the surrounding San Francisco Bay region afford a wealth of resources for human settlement. The OARB and immediate vicinity are situated mostly on manmade fill placed from the 1900s through the 1940s. The extreme western end of the project area is situated on the edge of a historic marsh that was important to Native American settlement, as well as to later farming and industry. The San Antonio Creek marsh, as well as the resources of the local streams and hills, were attractive to the earliest Native American settlers of the region, who hunted and gathered a wide variety of resources. The streams and the rich oak woodlands of the Oakland area also attracted settlement by later ranchers and farmers. One environmental factor significant in the archaeological assessment of the project area is that the Base is constructed on man-made fill. In terms of the archaeological record, this precludes any likelihood of prehistoric archaeological resources within the study area.

The cultural history of the Oakland area is marked by four distinct periods. The area was first occupied by Native Americans. The first Euro-American entry occurred around 1769, during

1 exploration for the establishment of missions by Spanish-colonials from Mexico. The rancho era  
2 of settlement began with Mexican independence from Spain in the 1820s, at which time  
3 settlement increased and lands were distributed among Mexican settlers. The United States  
4 gained sovereignty over the region in 1848, and this event was soon followed by an onrush of  
5 American settlers, whose presence would forever change the character of the region.

6 **Prehistoric Setting**

7 Human occupation of Oakland and the surrounding San Francisco Bay region extends back  
8 5,000 years or more. The vicinity of the study area was occupied and used prehistorically by  
9 Native American groups, who subsisted by hunting and gathering the rich resources of the  
10 marshlands along the Bay shore and the nearby uplands, including abundant game, acorns,  
11 and other plant sources. The people of Oakland and the surrounding Bay Region were  
12 integrated into an extensive trade network that extended throughout California and the West. At  
13 the time of historic contact, the area was occupied by the Ohlone (or Costanoan) group of  
14 Native Americans (Levy 1978), who probably entered the Bay Region between 1,500 and 2,000  
15 years ago.

16 The population and traditional lifeways of the Ohlone were severely affected by the influences of  
17 the Spanish colonists and the Mission system. As the result of enforced missionization, disease  
18 and direct assault, by 1800, few if any Ohlone remained on the land or subsisted in native  
19 lifeways, and native population had declined in some areas by as much as ninety percent.  
20 (Cook 1955).

21 **Historical Setting**

22 The historic settlement of Oakland began during the Spanish Pueblo era, 1791-1820. The  
23 Spanish and later Mexican colonizers first established the Rancho San Antonio, which was  
24 granted to Sergeant Luis Maria Peralta in 1820. The Rancho was later subdivided and  
25 distributed among Mr. Peralta's sons. Vicente Peralta inherited that portion of Oakland nearest  
26 the study area. The first building in the area was constructed as part of the Rancho San Antonio  
27 headquarters located outside of the study area on 34<sup>th</sup> Avenue.

28 The core of the City of Oakland was incorporated in 1852 by Horace W. Carpenter (Hart  
29 1978:305). The beginnings of the City are somewhat controversial, as Horace W. Carpenter,  
30 Edson Adams, and Alexander Moon had squatted on Vicente Peralta's land since 1850. A deal  
31 was struck between the parties, and Carpentier leased the land for a townsite from Vincente  
32 Peralta. Carpentier and three friends laid out the townsite of Oakland, and sold lots from the  
33 leased land. So many purchasers were involved in these land sales that the courts were unable  
34 to handle the volume, and Vincente Peralta lost some of his most valuable land as a result  
35 (Bagwell 1982).

36 A long period of monopolistic control of the waterfront followed. Carpentier gained control of the  
37 waterfront by virtue of a grant deed issued by the town trustees in 1852 (Bagwell 1982:44). He  
38 became mayor of Oakland in 1854 and under the monopoly formed between him and his allies,

1 the Central Pacific Railroad (later SPRR) barons, he gained further control. In 1868, Carpentier  
2 and the Central Pacific Railroad formed the Oakland Waterfront Company. Carpentier granted  
3 his holdings to the company, and Oakland became the western terminus for the transcontinental  
4 railroad (Bagwell 1982).

5 In 1869, transcontinental rail service began along 7<sup>th</sup> Street, which was followed by the 1<sup>st</sup> Street  
6 freight line and Long Wharf in 1891 (Brady and Associates 1994). With the arrival of the  
7 railroad, Oakland was transformed into a commercial center with a booming population,  
8 becoming the second largest city in the state after San Francisco (Moffat 1982).

9 In response to local demands, the federal government included harbor improvements to San  
10 Antonio Creek in the government's Rivers and Harbor Act of 1873. A contributing factor for  
11 obtaining federal aid was the perceived insecurity of Central Pacific's Long Wharf, a 2-mile-long  
12 wooden pier. Since a majority of the railroad traffic for the western United States was shipped  
13 from this pier, its vulnerability to marine insects and natural disasters was seen as a great long-  
14 term risk to commerce.

15 The task of building the Oakland Harbor was assigned to the Corps. This project was  
16 considered the largest, most complex and expensive of all of the Corps' harbor improvement  
17 work in the San Francisco District (JRP 1996). In 1874–1875, work began on the two stone  
18 masonry "training walls" (or jetties) that flanked the Federal Channel entrance to Oakland  
19 Harbor. The concept behind the training walls was to enable (or train) the natural ebb tide to  
20 scour and deepen the shipping channel. The north and south walls were 750 to 1,000 feet apart,  
21 12 to 20 feet wide at the base, 8 feet wide at the top, and measured 9,500 feet and 12,000 feet  
22 long, respectively. The walls were unusual because they were constructed of a random rubble  
23 core that was faced with boulders weighing 1/2 to 3 tons, using a dry stone masonry technique.  
24 The northern wall, formerly within the Maritime sub-district, was removed during construction of  
25 the Port of Oakland's Berths 55-58 Project.

26 Commerce using the Port of Oakland increased more than 21-fold between 1874 and 1900.  
27 Channel dredge material had been used to fill behind the north training wall, creating new land  
28 in front of the Carpentier grant line, which the courts had ruled only reached to the low tide line  
29 of 1852. This new land was used to challenge the unresolved conflict over private monopoly  
30 control of the waterfront. In 1906, the City granted Western Pacific a franchise and wharfing-out  
31 rights in an area adjacent to the north training wall. SPRR, who thought they had the right to all  
32 tidelands, opposed this grant. The court battle lasted through 1909. In 1909, the City of Oakland  
33 was successful in its claim to all new land beyond the 1852 low tide line, ending the control of  
34 the Waterfront Company and creating a municipal port (Bagwell 1982). Municipal control  
35 postdates the Western Pacific presence (see Bagwell 1982:187; McCarthy and Lerner 1997:4).  
36 The City permitted Western Pacific to build an extensive facility for rail and ferry operations  
37 adjacent to the north training wall through the study area. Built in 1909–1910, the 2-mile-long  
38 development was called the Western Pacific mole, and consisted of tracks, a levee, a mole, a  
39 freight shed, an ornamental ferry building, two ferry slips, and two piers (McCarthy 1997).

Western Pacific was acquired by Union Pacific in 1984, and this area is now referred to as the UP mole.

The majority of the study area lies on top of a vast human-made fill plain, most of which was constructed between 1900 and 1945. The earlier areas of fill were along the training walls and were mostly dredge materials. The fill in the easternmost boundaries of the study area adjacent to the current alignment of the I-880 corridor consisted primarily of legal and illicit refuse deposits. These deposits were primarily located alongside the tracks of the Southern Pacific and Western Pacific railroads (Caltrans 1990:9-10).

During World War II, the federal government undertook construction of two separate military facilities within the study area: the OARB and the Naval Supply Center, Oakland (NSCO). These facilities were extremely important during World War II, the Korean War, the Vietnam War, and the Gulf War, and employed thousands of people. These facilities operated until the 1990s, when they were slated for closure. The NSCO (later called the Fleet and Industrial Supply Center, Oakland [FISCO]) has subsequently undergone redevelopment for industrial port and regional recreational use.

#### **4.6.4 Local Setting**

No archaeological sites, cultural landscapes, or other resources of concern to local Native Americans have been identified within the study area. Two historic districts and three individual historic structures have been identified within the study area. The historic districts are the Oakland Army Base Historic District and the Southern Pacific Railroad Industrial Landscape District. The individually historic structures are the Southern Pacific Railroad Station and 16<sup>th</sup> Street Tower, and the IEC Railway Bridge Yard Shop. Figure 4.6-1 illustrates the locations of these resources.

Twelve additional buildings within the study area exceed fifty years of age, but are not considered significant historic resources under the California Environmental Quality Act (CEQA). Eight of these structures are on the Oakland Army Base and were subjected to further study for this EIR to determine their significance (JRP 2002). These structures include OARB Buildings No. 70, 773, 774, 775, 796, 840, the 7<sup>th</sup> Street Underpass, and the IEC Railway Bridge. All of these structures were evaluated by an architectural historian and determined not to qualify as significant historic resources or as a significant historic district for the purposes of CEQA. Four additional structures were identified in the study area; these are two structures within the Schnitzer Steel property, a 1940s structure located on Pacific Gas & Electric property adjacent to the Howard Terminal, and a 1950s-era add-on substation to PG&E's Power Station C. These structures are not historically significant under CEQA. Moreover, the proposed redevelopment program would not affect these structures.



**Known Cultural Resources**

Figure 4.6-1 illustrates known cultural resources within the project area. A review of documentation for the presence of previously recorded archaeological sites and historic built environment features, and for previous archaeological surveys within the study area is based on the following studies and inventories:

- studies for the I-880 Cypress Freeway replacement structure (Caltrans 1990);
- Draft, Supplemental Draft, and Final Environmental Impact Statements (EIS) for disposal and reuse of OARB (Corps 1997, 2001a, 2001b);
- the EIS/Program Environmental Impact Report (EIR) for disposal and reuse of the Fleet and Industrial Supply Center, Oakland ([FISCO] U.S. Navy and Port of Oakland 1997);
- Berths 55-58 Project EIR (Port of Oakland 1998);
- Letter Report on the Impact of the Cypress Structure Project on the OARB Historic District (JRP 2000);
- Howard Terminal EIR (Port of Oakland [Brady and Associates] 1994); and
- Oakland Army Base Area Redevelopment Plan for Supplemental Cultural/Historic Resource Analysis (JRP 2002).
- Oakland Army Base Wharf 6, 6½, and 7 Condition Study (Nancy Elizabeth Stoltz Design and Planning 2001)
- Oakland Army Base Historic Preservation Feasibility Study; Preliminary Building Condition Survey – Draft manuscript (Ripley Architects 2000)
- Oakland Army Base Historic Building Reuse Alternatives Report – Draft (Nancy Elizabeth Stoltz Design and Planning 2002)

The OARB, FISCO, and Howard Terminal have been surveyed for built environment historic structures. No additional archaeological surveys were conducted for the current action, since most of the area is composed of man-made fill, and the remainder was investigated by Caltrans (1990). The built environment of the OARB has been documented thoroughly by previous studies.

**Archaeological Resources throughout the Study Area**

No known prehistoric archaeological sites are located within the study area. Only one archaeological site has been recorded within a one-half-mile radius of the study area. Prehistoric site number CA-ALA-17 is reported to be located in the vicinity of 7<sup>th</sup> and Adeline streets, but its exact location is unknown. Because the study area lies almost entirely upon fill, it

is considered to have low archaeological sensitivity. A small portion of the study area within the Maritime sub-district area bounded by Martin Luther King, Jr. Way, Brush Street, 3<sup>rd</sup> Street, and the Embarcadero is located on a parcel that is not man-made fill, and may have a higher potential for buried prehistoric and historic archaeological resources, although none are known to exist there.

#### **Historic Resources: OARB Sub-District**

Figure 4.6-2 illustrates historic resources in the OARB sub-district and surrounding area. The OARB Historic District, an NRHP-eligible district, is located in this sub-district, and portions are located in both the Gateway and Port development areas. The historic district is discontinuous, comprising three distinct areas. Two smaller areas are combined and designated the Northwest Component; the third larger area is designated the Northeast Component. The OARB Historic District was determined eligible for listing to the NRHP as a result of a 1990 study conducted by Caltrans for the Cypress Structure Replacement Project. The District is also listed as an Area of Primary Importance in the City of Oakland's General Plan (1994).

The OARB Historic District derives its significance from the following: The OARB played a significant role during World War II (1941–1945), and has been determined eligible for listing in the National Register of Historic Places under Criterion A, representing broad patterns of American History, at the local, state, and national levels of significance (see the 2001 MOA, Appendix 4.6). According to the Army, it was the only complete Army port installation in the nation set up with rail marshalling yards, huge warehouses, waterside transit sheds, and piers capable of handling the largest transport cargo ships, supported by shops, a complete rail system linking the entire operation, administrative and service buildings, a dry dock for handling smaller boats and ships, and temporary quarters for housing troops. It also served as the Army's disposition center, through which moved all military personnel returning from overseas assignments (King 1990:2).

The historic district has been identified, evaluated, and recorded to Historic American Buildings Survey (HABS) level II standards (Corps 1999:4-63, Caltrans 1990). When determined eligible for listing to the NRHP, the district incorporated OARB Buildings No. 1, 4, 60, 85, 88, 90, 99, 151 (Wharf 6), 152 (Wharf 6½), 153 (Wharf 7), 802–808, 812, 821, 822, 823, 991, and the Knight Railyard.<sup>2</sup> The Knight Railyard was subsequently re-evaluated by the Army, and found to no longer possess sufficient integrity to be considered eligible for the NRHP (JRP 2000). The Knight Railyard is also no longer considered eligible to the California or Local Register, and is not considered further in this EIR as a historic resource.

The Army and the State Office of Historic Preservation (OHP) dropped all OARB structures designated "temporary WWII" (Buildings No. 4, 85, 88, 90, 802–808, 821, 822, 823, and 991) from federal consideration pursuant to a national Programmatic Agreement concerning World

<sup>2</sup> Buildings No. 151, 152, and 153 are not buildings but wharf structures. None of the buildings located on the wharves are contributing elements to the district.



War II-era military facilities. For the purpose of CEQA and the analysis for this EIR, however, these temporary World War II structures are considered to be historic resources (as Historic District contributors). All of the contributing structures within the OARB Historic District are categorized as “3d” by the OHP (2001: PRC Reference Numbers 4623-0441-0001 through 00024). This category means that the structures are not individually eligible, only contributing elements to the Historic District as a whole.

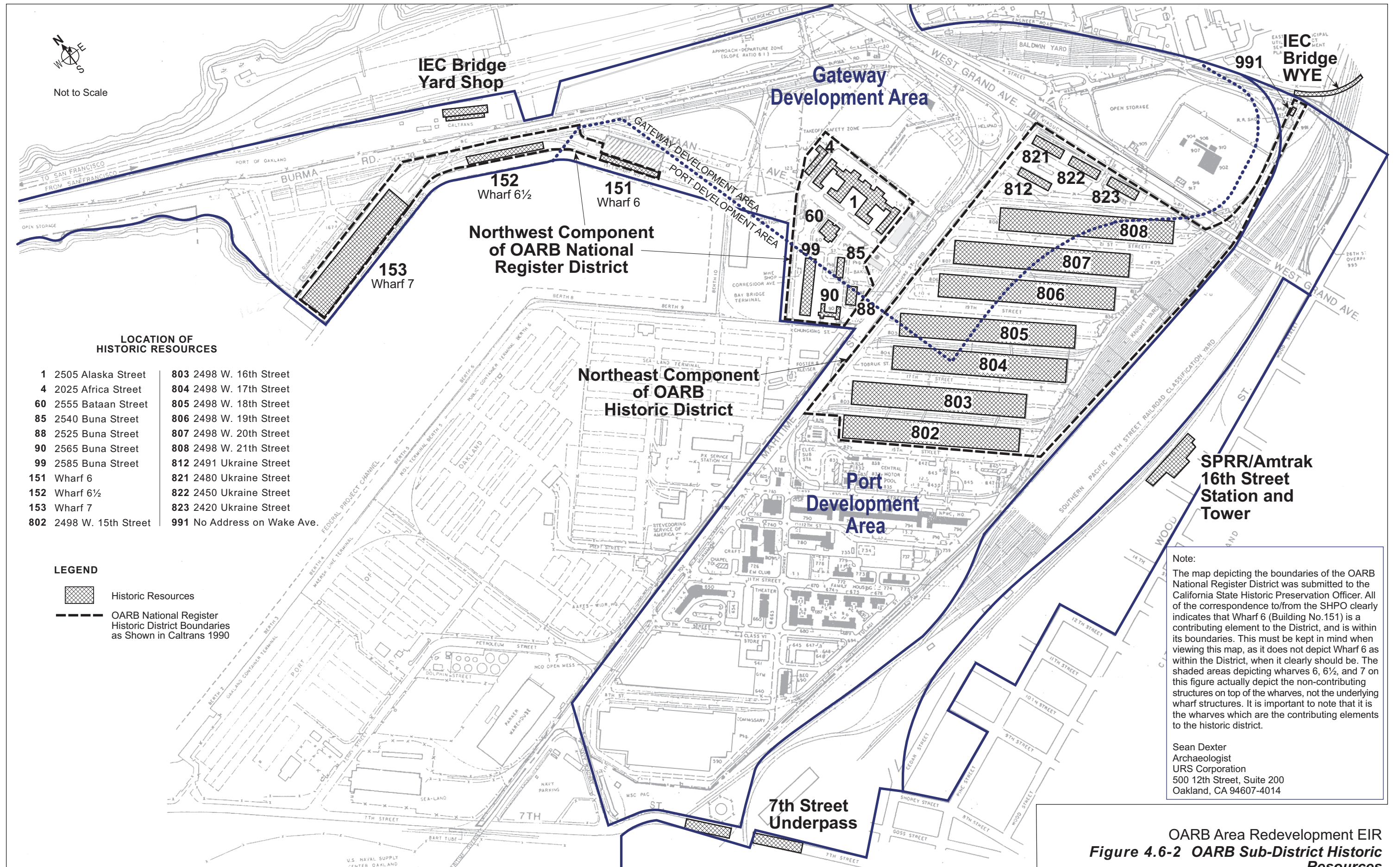
Under Section 106 of the NHPA, a signed Memorandum of Agreement (MOA) between the Department of the Army and the California SHPO has been in effect since December 11, 2001. According to the MOA, included in Appendix 4.6, the Oakland Heritage Alliance and Oakland Landmarks Preservation Advisory Board were consulted when the MOA was drafted. This MOA addresses Army undertakings and the effect that disposal and reuse of the OARB would have on the historic districts. The MOA states that “temporary structures” within the OARB historic district have been removed from the NHPA Section 106 process, the Knight Railyard is no longer considered a contributing element to the District due to loss of integrity, and the Army has completed its mitigation measures for the Base. The U.S. Army agreed to complete mitigation measures for historic resources at the OARB in 1995. These measures were outlined in a MOA between the Advisory Council on Historic Preservation, Military Traffic Management Command (Western Area), and the SHPO, dated August 30, 1995. The mitigation measures included:

- Preparation of the Historic Preservation Plan for the Oakland Army Base by Hermann Zillgens, December 1994.
- Completion of HABS/HAER documentation for Buildings No. 1, 4, 60, 85, 88, 90, 99, 151 (Wharf 6), 152 (Wharf 6½), 153 (Wharf 7), 802, 803, 804, 805, 806, 807, 808, 812, 822, 823, and 991, and submittal to the National Park Service.
- Production of a video entitled “A Job Well Done,” documenting the history of the Oakland Army Base.

#### **OARB Sub-District, Gateway Development Area**

As depicted by Figure 4.6-2, several buildings and structures within the Gateway development area are listed on or determined eligible to the NRHP or CRHR. Most of these buildings and structures are eligible as contributing elements to the OARB Historic District. In addition, one building (the IEC Bridge Yard Shop) is individually eligible for listing on the NRHP. The Korean War-era buildings are not considered historic resources.

**OARB Historic District.** The following buildings are contributing elements to the OARB Historic District and are located within the Gateway development area: Buildings No. 1, 4, 60, 85, a portion of 88, a portion of 99, portions of 804–808, 812, 821, 822, and 823. In total, this represents approximately 720,000 square feet (36 percent) of the approximately 1.99 million



OARB Area Redevelopment EIR  
**Figure 4.6-2 OARB Sub-District Historic Resources**  
 April 2002



square feet of historic buildings within the district. In addition, the following structures are contributing elements to the OARB Historic District, and are located within the Gateway development area: the majority of Wharf 6½, and Wharf 7 in its entirety (Buildings No. 152 and 153, respectively). This represents approximately 2,200 linear feet (62 percent) of the total 3,500 linear feet of historic wharves within the Historic District.

**Korean War–Era Buildings.** Several structures within the OARB have reached fifty years of age since the 1990 Caltrans study. All of the structures that were constructed between 1946 and 1954 were re-examined by the City of Oakland to see whether they meet the definition of a significant historic resource for the purposes of CEQA (JRP 2002). Within the Gateway development area, Building No. 70 was evaluated. Under the Oakland Preservation Element, this building would be rated as “D” (of minor importance) if rated individually. The property is not individually distinctive but is typical or representative examples of military construction during the Korean War. When combined with the other OARB Korean War–era buildings (Buildings No. 773, 774, 775, 796, and 840—located in the Port development Area, see below) they also would qualify as Areas of Secondary Importance if grouped with the OARB for listing as a district. Building No. 70 is not a contributor to the significance of the OARB Historic District or to the themes represented at OARB (JRP 2002:25). As such, the property does not qualify as a significant historic resource for the purposes of CEQA, and is not considered further in this EIR.

**IEC Bridge Yard Shop.** The IEC Bridge Yard Shop was found individually eligible to the NRHP by Caltrans in 1990. In its 1990 Cypress study, Caltrans describes this resources as number C-12, an historic railway car shop. This structure is on land currently owned by Caltrans and is not expected to be affected by redevelopment.

#### **OARB Sub-District, Port Development Area**

Several buildings and structures within the Port development area are listed on or determined eligible to the NRHP or CRHR. Most of these buildings and structures are eligible as contributing elements to the OARB Historic District. In addition, one structure (the IEC Bridge) is no longer considered individually eligible to the CRHP or NRHP.

**OARB Historic District.** The following buildings are contributing elements to the OARB Historic District, and are located within the Port development area: Buildings No. 90, a portion of 88, 90, a portion of the majority of 99, 802, 803, portions of 804–808, and 991. These buildings comprise approximately 1.25 million square feet (64 percent) of the approximately 1.97 million square feet of total historic buildings within the Historic District. In addition, a portion of Wharf 6½ and Wharf 6 (Building No. 151) are contributing elements to the OARB Historic District. These wharves represent approximately 1,300 linear feet (38 percent) of the total 3,500 linear feet of historic wharves within the district.

**Korean War–Era Buildings.** Several structures within the OARB that reached fifty years of age since the 1990 Caltrans study and which were re-examined by the City are located within the Port development area. Buildings No. 773, 774, 775, 796, and 840 were evaluated. Under the

Oakland Preservation Element, these buildings would be rated as “D” (of minor importance) if rated individually. As a whole these properties are not individually distinctive, but they are typical or representative examples of military construction during the Korean War. When combined with the other Korean War-era buildings (Building No. 70—see the discussion of the Gateway development area, above) they also would qualify as Areas of Secondary Importance if grouped with the OARB for listing as a district. Buildings No. 773, 774, 775, 796, and 840 are not contributors to the significance of the OARB Historic District or to the themes represented at OARB (JRP 2002:25). As such, the properties do not qualify as significant historic resources for the purposes of CEQA, and are not considered further in this EIR.

**IEC Bridge.** The IEC Bridge was found individually eligible to the NRHP by Caltrans in 1990. In its 1990 Cypress study, Caltrans identified this resource as number C-15, an historic railway wye bridge. The southern half of the structure was removed during construction of the new I-880 freeway. The remaining approach and a portion of the elevated structure is within the Port development area. The City of Oakland re-evaluated this structure to determine whether it meets significance criteria for this EIR. Under the Oakland Historic Preservation Element and based on the Caltrans evaluation in 1990, the 26<sup>th</sup> Street Bridge had a preliminary rating of *B*. Considered significant as a rare surviving element of the interurban railway system, the bridge was eligible under Criterion A. The design was also unique, and it was a rare surviving example of a wye-shaped bridge. Now that the southern leg of the bridge has been demolished, the bridge no longer appears eligible for listing in the CRHR. The Oakland Historic Preservation Element rating would change from a *B* to a *C* based on this change. It has sufficient historical and architectural value to warrant limited recognition but it does not appear eligible for listing for the National Register (JRP 2001:30). As such, the property no longer qualifies as a significant historic resource for the purposes of CEQA, and is not considered further in this EIR.

### **Historic Resources: Maritime Sub-District**

One eligible historic resource has been identified within the Maritime sub-district: a small portion of the SPRR Industrial Landscape and one of its contributing structures.

**Southern Pacific Railroad (SPRR) Industrial Landscape District.** This district is composed of a group of industrial warehouse buildings located along the north side of the former SP (now Union Pacific) rails between Chestnut and Castro Streets. The contributing structures within this District meet the EIR significance criteria as historic resources. Caltrans identified this district in the 1990 Cypress study. The former Robert Dalziel Company Warehouse (redeveloped as the Phoenix Lofts), located at 737 2<sup>nd</sup> Street, is the only contributing structure to the small portion of the SPRR Industrial Landscape District co-occurring with the Maritime sub-district. This building is currently used as loft housing, and is not expected to be affected by redevelopment.

**Non-Significant Historic Resources.** Five resources that are not considered to be significant historic resources for the purposes of CEQA were identified within the Maritime sub-district: facilities associated with the Grove Street Pier, the 7<sup>th</sup> Street Underpass, two PG&E Substations, and the Oakland Inner Harbor north training wall.

- **Grove Street Pier.** The quay wall, pier, and transit shed at the Grove Street Pier at the far eastern edge of the study area were determined eligible to the NRHP, and were listed on the Oakland Cultural Heritage Survey. However, these structures have subsequently been recorded to HABS/HAER level documentation and been demolished as part of the Port of Oakland's Howard Terminal Project. They are not considered further in this EIR as historic resources.
- **7<sup>th</sup> Street Underpass.** Built in 1931, the 7<sup>th</sup> Street Underpass has an Oakland Heritage Survey preliminary rating of C as secondary importance based on the evaluation by Caltrans in 1990. This structure was revisited by an architectural historian (JRP 2001) and was not found to meet the criteria of eligibility to the National, State, or Local registers and is not considered to be a significant historic resource for the purposes of CEQA.
- **PG&E Substation C.** This structure, located at 689 2<sup>nd</sup> Street, appears to be a 1950s addition to the historic 1931 PG&E Substation located outside the study area, between Martin Luther King, Jr. Way and Jefferson Street. The substation addition within the study area has been preliminarily rated "x" by the Oakland City Planning Department's Cultural Heritage Survey. As such, it is not considered a significant historic resource for the purposes of CEQA, and is not considered further in this EIR as a historic resource.
- **PG&E Howard Terminal Substation.** One small corrugated metal structure is located immediately adjacent (east) of the entrance gate to the Howard Terminal on Embarcadero Street. The structure appears to be a small PG&E substation associated with supplying power to the Howard Terminal. The substation within the study area was examined in the 1980s by the Oakland Heritage Survey, and given a ranking of "check not a PDHP," based on the fact that it did not appear to be over 50 years of age at that time.  
  
While the structure is now in excess of fifty years of age, preliminary research indicates that it would not meet the significance criteria for the California Register, and would most likely fall into the 'D' category of the Oakland Cultural Heritage Survey; however, if a subsequent redevelopment activity were proposed and this property were to be affected, an examination by a qualified architectural historian of the substation and its building equipment would be needed to make a formal determination. Regardless of its potentially historic nature, the OARB project area would not affect this property.
- **Inner Harbor North Training Wall.** The training wall that was constructed at the mouth of the Oakland Estuary during the 1880s and determined eligible for listing on the NRHP, was recently impacted by the Port of Oakland Berths 55-58 project. The wall was completely removed by the Port (Port of Oakland 2001), and therefore is not considered further in this EIR. The Port mitigated the removal of the training wall through recordation and documentation, and will complete its mitigation by applying to designate the training wall as a California Point of Historical Interest and by reconstructing a 50-yard section of the training wall along the shoreline of the Port's public access area, with the reconstruction to be executed by the Dry Stone Masonry Conservancy.

#### Historic Resources: 16<sup>th</sup>/Wood Sub-District

Two historic resources exist within this sub-district. The SPRR (later Amtrak) station and 16<sup>th</sup> Street Tower, both located at the corner of 16<sup>th</sup> and Wood streets. These buildings were determined eligible for listing on the NRHP by Caltrans in 1990. The structures were damaged in the Loma Prieta earthquake, are currently in a state of disrepair, and many of the decorative elements have been removed. However, the resource most likely retains sufficient integrity to be

1 listed on the NRHP, and is also listed by the City of Oakland as a Landmark District (Ordinance  
2 number 10434 C.M.S., January 31, 1984).

3 Three other NRHP-eligible historic properties were removed from 714 Pine Street, 1815 Shorey  
4 and 1817 Shorey (later Short) Street during the re-construction of I-880 and temporarily stored  
5 on blocks on the corner of 9<sup>th</sup> and Cedar streets. Two of the houses have since been moved  
6 outside of the project area and have been rehabilitated. The third house remains at 9<sup>th</sup> and  
7 Cedar but is not expected to be affected by redevelopment. These houses are not considered  
8 further in this EIR.

9 The Standard Oil Warehouse that was located at 9<sup>th</sup> and Cedar streets was determined eligible  
10 to the NRHP by Caltrans in 1990. It was subsequently demolished and removed by the owner  
11 and is not considered further in this EIR as a historic resource.

12 The Phoenix Ironworks site is also located within the 16<sup>th</sup>/Wood sub-district. This industrial  
13 facility was built in stages between 1934 and 1945, and was completely destroyed in 1996.  
14 When extant, the facility was evaluated by Caltrans as not eligible to the NRHP (1990). The City  
15 of Oakland assigned a rating of "C3" to the (now destroyed) buildings on the property (Betty  
16 Marvin, personal communication 2001). This rating did not qualify the structures as NRHP  
17 eligible or as nationally, state, or locally significant. This site is not eligible for the NRHP. This  
18 site is not considered further in this EIR as a historic resource.

19 The Oakland Point Historic District is located outside, but immediately adjacent to the 16<sup>th</sup>/Wood  
20 sub-district. This historic district is not expected to be affected by redevelopment, and is not  
21 considered further in this EIR.

#### 22 **4.6.5 Impact Analysis Methodology**

23 With redevelopment, some portions of the district would be subject to building demolition and  
24 land clearing activities. For purposes of impact analysis, it is assumed that all buildings and  
25 structures on the Base (but not all buildings within the OARB sub-district) would be demolished.  
26 This would include all OARB historic resources. For the Maritime sub-district, no significant  
27 historic resources would be impacted. For the 16<sup>th</sup>/Wood sub-district, it is assumed the extant  
28 historic resources—the SPRR (Amtrak) Station and Tower—would be preserved.

#### 29 **Significance Criteria**

30 Redevelopment would have a significant impact on the environment if it would:

- 31 • Directly or indirectly destroy a unique paleontological resource or site or unique geologic  
32 feature;
- 33 • Disturb any human remains, including those interred outside of formal cemeteries; or

- Cause a substantial adverse change in the significance of a historical resource including unique archaeological resources as defined in CEQA Guidelines Section 15064.5; substantial adverse changes include physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the historical resource would be materially impaired. Section 15064.5 of the CEQA Guidelines further defines that the significance of a historical resource is materially impaired when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that:
  - convey its historical significance and that justify its inclusion on, or eligibility for inclusion on, the California Register of Historical Resources as determined by the State Historical Resources Commission;
  - account for its inclusion on a Local Register of historical resources or its identification in a historical resources survey form (DPR Form 523) ; or
  - convey its historical significance and that justify its inclusion on, or eligibility for inclusion on, the California Register of Historical Resources as determined by the lead agency.

#### **4.6.6 Impacts**

A total of two NRHP-listed historic districts and four individual historic resources that are considered to be significant historic resources for the purposes of CEQA have been identified within the study area. These include the OARB Historic District (NRHP and Local Register), the SPRR Industrial Landscape District (NRHP and Local Register), the SPRR Station, the SPRR 16<sup>th</sup> Street Tower, and the IEC Railway Bridge Yard Shop.

#### **Benefits**

Renovation and reuse of the SPRR (Amtrak) Station and 16<sup>th</sup> Street Tower would alleviate existing blight within the 16<sup>th</sup>/Wood sub-district by renovating these derelict buildings, while maintaining their external historic character. This renovation and reuse of the SPRR Station and 16<sup>th</sup> Street Tower is expected to improve the historic character or quality of the site and its surroundings. This is a benefit of redevelopment.

As described in its application to the Army for the Gateway peninsula, the EBRPD intends to include cultural interpretation as a key element of park development. At the time of its application, EBRPD envisioned the inclusion of cultural interpretive displays that describe the role and contribution of the OARB to the American military efforts of World War II, the Korean War, and the Vietnam War. The EBRPD also envisioned interpretive panels depicting the Oakland Key System and its interface with the San Francisco ferry system. The Gateway peninsula was the location where passengers made a trolley-ferry transfer. Inclusion of cultural historic interpretive features is a benefit of redevelopment.

**Impacts**

**Impact 4.6-1:** Redevelopment has the potential to encounter previously unknown subsurface cultural resources during ground-disturbing activities.

**Significance:** Potentially significant

**Mitigation 4.6-1:** Should previously unidentified cultural resources be encountered during redevelopment, work in that vicinity shall stop immediately, until an assessment of the finds can be made by an archaeologist. If the resource is found to be significant under CEQA, an appropriate mitigation plan must be developed.

**Residual Significance:** Less than significant

Most of the study area is located over fill material, and the potential to encounter unknown subsurface cultural resources is very low. However, a portion of the 16<sup>th</sup>/Wood sub-district is not located on fill, and potential exists that such resources (archaeological, paleontological, human remains) could be encountered during construction-related excavation. Because these resources are not known to occur in the area, the impact is considered potential. With implementation of Mitigation Measure 4.6-1, the impact would be substantially rectified, and the residual impact is considered less than significant.

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**Impact 4.6-2:** Redevelopment would remove all resources contributing to the OARB Historic District.

**Significance:** Significant

**Mitigation 4.6-2:** The City, Port and OARB sub-district developers shall fund on a fair-share basis development of a commemoration site at a public place located within the Gateway development area.

**Mitigation 4.6-3:** The City shall ensure the commemoration site is linked to the Gateway Park and the Bay Trail via a public access trail.

**Mitigation 4.6-4:** The City, Port and OARB sub-district developers shall fund on a fair-share basis collection and preservation of oral histories from OARB military and civilian staff.

**Mitigation 4.6-5:** The City, Port, and OARB sub-district developers shall fund on a fair share basis collaboration with "military.com" or a similar military history web site.



**Mitigation 4.6-6:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of the complete OARB HABS/HAER documentation prepared by the Army to: Oakland History Room, Oakland Public Library; Bancroft Library, University of California; and Port of Oakland Archives for the purpose of added public access to these records.

**Mitigation 4.6-7:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of “A Job Well Done” documentary video published by the Army to: the Oakland History Room, Oakland Public Library; Bancroft Library, University of California; the Port of Oakland Archives; local public schools and libraries; and local public broadcasting stations.

**Mitigation 4.6-8:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis preservation and long-term curation of murals from OARB Building No. 1, and OBRA shall either donate the murals to the Oakland Museum of California, or provide a permanent location within the project area.

**Mitigation 4.6-9:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis a program to salvage to the maximum extent feasible as whole timber posts, beams, trusses and siding of warehouses to be deconstructed. These materials shall be used on site, used in other East Bay Area construction, or be sold into the recycled construction materials market. Landfill disposal of salvageable construction material from contributing historic structures shall be prohibited by contract specification. Salvage and reuse requirements shall be enforced via contract specification.

**Mitigation 4.6-10:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis production and distribution of a brochure describing history and architectural history of the OARB to local libraries and schools.

**Mitigation 4.6-11:**

The City, Port, and OARB sub-district developers shall fund on a fair share basis acquisition of copies of construction documentation and photographs of historic buildings currently in the OARB files. Copies shall be transferred to the Oakland History Room files and Port historic archives, including funding to cover costs of archiving and cataloging these materials at the Oakland History Room.

**Mitigation 4.6-12:**

At least one building each in the Gateway and Port development areas of the OARB sub-district, if feasible, shall include architectural

design elements such as double eaves and clerestory windows evocative of the warehouse structures.

**Residual Significance:** Significant and unavoidable

Redevelopment would eliminate evidence of a specific period in the history of West Oakland military transportation and operations, potentially including all structures contributing to a designated historic district (Buildings No. 1, 4, 60, 85, 88, 90, 99, 151 [Wharf 6], 152 [Wharf 6½], 153 [Wharf 7], 802–808, 812, 821, 822, 823, and 991). Loss of these resources is considered a significant impact. Implementation of Mitigation Measures 4.6-2 through 4.6-7, as well as Mitigation Measure 4.11-1 (intended to primarily mitigate impacts to aesthetic resources, but which would partially mitigate impacts to cultural resources as well), would partially compensate for this loss; however, the residual impact is considered significant, and the impact unavoidable.

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**Impact 4.6-3:** Redevelopment would render the OARB Historic District no longer eligible to the National and/or California Registers of Historic Places or the Local Register.

**Significance:** Significant and unavoidable

**Mitigation:** Measures 4.6-2 through 4.6-12 described above

**Residual Significance:** Significant

Redevelopment would eliminate evidence of a specific period in the history of West Oakland military transportation and operations, potentially including all structures contributing to a designated historic district (Buildings No. 1, 4, 60, 85, 88, 90, 99, 151 [Wharf 6], 152 [Wharf 6½], 153 [Wharf 7], 802-808, 812, 821, 822, 823, and 991). Loss of the historic setting that makes the District eligible to the NRHP, CRHP, or the Local Register is considered significant impact. Implementation of Mitigation Measures 4.6-2 through 4.6-12 would partially compensate for this loss; however, the residual impact is considered significant, and the impact unavoidable.

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**Impact 4.6-4:** Redevelopment would result in renovation of the SPRR (Amtrak) Station and 16<sup>th</sup> Street Tower, which could alter the historic character of the buildings in a manner that could affect their eligibility.

**Significance:** Significant

**Mitigation 4.6-13:** Prior to major renovation of a historically significant structure, the redeveloper of the SPRR Station and 16<sup>th</sup> Street Tower shall ensure that historically significant artifacts and features, if present within the

building, are recorded and deposited with the appropriate museum. All renovation of the exterior of a historic structure shall be consistent with the Secretary of Interior's Standards for Historic Preservation Studies.

**Residual Significance:** Less than significant

Renovation and re-use of the SPRR Station and 16<sup>th</sup> Street Tower may alter evidence of a specific period in the history of West Oakland transportation. With implementation of Mitigation Measure 4.6-8, the impact would be substantially rectified, and the residual impact is considered less than significant.

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#### **4.6.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.6-1:** Should previously unidentified cultural resources be encountered during redevelopment, work in that vicinity shall stop immediately, until an assessment of the finds can be made by an archaeologist. If the resource is found to be significant under CEQA, an appropriate mitigation plan must be developed.

This measure applies to Impact 4.6-1.

The City and/or Port of Oakland, or its developer will retain an archaeologist, upon any unanticipated discovery. The archaeologist will prepare a preliminary evaluation to assess the archaeological sensitivity of the specific site(s) under consideration and will recommend actions to protect archaeological resources. If the archaeologist's evaluation indicates a more detailed site assessment is warranted, an archaeologist shall initiate a testing program. The archaeologist will prepare a report determining the potential significance of the find and recommend measures to minimize potential effects on archaeological resources; measures might include a site security program, additional on-site investigations, or documentation, preservation, and recovery of cultural material.

If, after testing, the archaeologist determines that the discovery is not significant as defined in CEQA, no further investigations or precautions are necessary to safeguard the find. The archaeologist will prepare a final report to be sent to the responsible agency, the Oakland Landmarks Advisory Board, and the California Historical Resources Information System Northwest Information Center.

If, after testing, the archaeologist determines that the discovery is significant as defined in CEQA, ground-disturbing activities in the immediate vicinity of the discovery will remain suspended until an appropriate plan can be agreed upon and implemented. If further

investigations or precautions are necessary or appropriate, City and/or Port of Oakland and the archaeologist will jointly determine what additional procedures are necessary to protect the resource and/or mitigate any significant impacts. Additional measures might include a redesign of the project, data recovery excavations, or a program to monitor all site excavation, during which the archaeologist will record observations in a permanent log. The archaeologist will prepare a final report to be sent to the responsible agency, the Oakland Landmarks Advisory Board, and the California Historical Resources Information System Northwest Information Center.

Should any human remains be encountered, work in the vicinity shall halt and the County Coroner notified immediately. If the remains are determined to be Native American, the coroner will contact the California Native American Heritage Commission (NAHC) pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code. The NAHC in Sacramento will identify a Most Likely Descendant (MLD) pursuant to subdivision (a) of Section 5097.98 of the Public Resources Code. The City and/or Port of Oakland and the contracted archaeologist will consult with the MLD. The MLD may, with the permission of the owner of the land, or his or her authorized representative, inspect the site of the discovery of the Native American remains and may recommend to the owner or the person responsible for the excavation work means for treating or disposing, with appropriate dignity, the human remains and any associated grave goods. The descendants shall complete their inspection and make their recommendation within 24 hours of their notification by the Native American Heritage Commission. The recommendation may include the scientific removal and nondestructive analysis of human remains and items associated with Native American burials. Work may not commence until the coroner's approval has been received.

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**Mitigation 4.6-2:** The City, Port and OARB sub-district developers shall fund on a fair-share basis development of a commemoration site at a public place located within the Gateway development area.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

Land shall be set aside for development of a commemoration site at a publicly accessible place located within the Gateway development area (potentially the Gateway Park at the Bay Bridge touchdown peninsula). The commemoration site should include relocated physical elements of the OARB Historic District, along with appropriate monument(s) to memorialize the contributions of civilians and the military in the Bay Area to all wars.

- The City and the Port shall explore opportunities to identify structures and/or portions of structures to be preserved or moved to commemoration site.
- A master plan shall be prepared for the commemoration site, including selection of appropriate physical elements, the design of monuments and the design of the

commemoration site itself. The master planning process should involve the City and the Port, the public and interested historical and veterans groups, historic experts, and other public agencies.

- Implementation of the commemoration site master plan may be phased along with the timing of new development. No demolition or deconstruction of historic structures shall occur until necessary for redevelopment activities.
- The master plan may include an endowment to be funded by the City and the Port for on-going maintenance, replacement and potentially curator costs associated with commemoration site and with trail linkages as described below.
- The City and the Port shall develop an ongoing outreach program informing the public of the importance of the OARB to the community and the region, and of the existence of the commemorative site.

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**Mitigation 4.6-3:** The City shall ensure the commemoration site is linked to the Gateway Park and the Bay Trail via a public access trail.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

Within the Gateway development area, this trail may be located along the shoreline. Beyond the Gateway, the trail would follow the new alignment of Maritime Street, connecting to 7<sup>th</sup> Street, which connects to the Port's Middle Harbor Shoreline Park and other existing and planned trail segments.

- The design and development of this on-site trail shall include a series of interpretive panels, exhibits and design elements that communicate the scope and historical significance of Base activities and their impact on the community throughout the life of the Base.
- A brochure shall be developed and made available describing the history of the Army Base that could be used as a self-guided tour, related to the interpretive panels and exhibits described above.

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**Mitigation 4.6-4:** The City, Port and OARB sub-district developers shall fund on a fair-share basis collection and preservation of oral histories from OARB military and civilian staff.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

Oral histories shall be collected from OARB staff working at the Base from the 1940s through Base closure. Implementation of this measure should begin as soon as possible. The scope of this measure should include the following:

- professional quality publication of a master catalog of the interviews;

- a summary report made available at the Oakland Museum, Port Archives, the Oakland History room, and/or the UC Berkeley Regional Oral History Office at the Bancroft Library; and
- publication of copies of audio CD's and the summary report for sale to the public.

**Mitigation 4.6-5:** The City, Port, and OARB sub-district developers shall fund on a fair share basis collaboration with "military.com" or a similar military history web site.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

The parties shall fund development of an interactive web page and web community for former military personnel connected to the OARB. A list of list of draftees/enlistees processed through the OARB during WWII and the Korean and Vietnam wars may be an element of such a site.

**Mitigation 4.6-6:** The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of the complete OARB HABS/HAER documentation prepared by the Army to: Oakland History Room, Oakland Public Library; Bancroft Library, University of California; and Port of Oakland Archives for the purpose of added public access to these records.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

The Army has produced set of documentation for the structures within the OARB Historic District. These documents were prepared for the Historic American Building Survey and Historic American Engineering Record as part of their Section 106 responsibilities to preserve the historical significance of the OARB. These documents are currently available to the public, but are not widely distributed. This mitigation measure will ensure that the documents are widely distributed and made available to a larger audience interested in the history of the Base. It will also offset the modification and/or destruction of many of the historic buildings on the base, preserve their images, and provide a description of their function and role to the interested public.

**Mitigation 4.6-7:** The City, Port, and OARB sub-district developers shall fund on a fair share basis distribution of copies of "A Job Well Done" documentary video published by the Army to: the Oakland History Room, Oakland Public Library, Bancroft Library, University of California; the Port of Oakland Archives; local public schools and libraries; and local public broadcasting stations.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

1 The Army has produced a television broadcast-quality video documentary that describes the  
2 mission and historical significance of the OARB. This documentary is currently available to the  
3 public, but is not widely distributed. This mitigation measure will ensure that the documentary is  
4 widely distributed and made available to a larger audience interested in the history of the Base.  
5 It will also offset the modification and/or destruction of many of the historic buildings on the  
6 base, preserve their images, and provide a description of their function and role to the interested  
7 public.

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9 **Mitigation 4.6-8:** The City, Port, and OARB sub-district developers shall fund on a fair share  
10 basis preservation and long-term curation of murals from OARB Building No. 1, and OBRA shall  
11 either donate the murals to the Oakland Museum of California, or provide a permanent location  
12 within the project area.

13 This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

14 A mural commemorating the military transportation function of the Base is currently in storage at  
15 the OARB. Preservation through stabilization, conservation, and display will ensure this mural is  
16 preserved for future generations. This artwork is a unique historical document that evokes the  
17 historical importance of the Base, and commemorates the contributions of the U.S. military to  
18 Oakland and the nation at large. The mural shall be preserved in a publicly-accessible location,  
19 which may include the Gateway Park, a building within the Gateway development area, Middle  
20 Harbor Shoreline Park, or the Oakland Museum. This measure should include funding for long-  
21 term curation to standards approved by a qualified art historian.

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23 **Mitigation 4.6-9:** The City, Port, and OARB sub-district developers shall fund on a fair share  
24 basis a program to salvage as whole timber posts, beams, trusses, and siding of warehouses to  
25 be demolished to the maximum extent feasible. These materials shall be used on site, used in  
26 other East Bay Area construction, or be sold into the recycled construction materials market.  
27 Landfill disposal of salvageable construction material from contributing historic structures shall  
28 be prohibited by contract specification. Salvage and reuse requirements shall be enforced via  
29 contract specification.

30 This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

31 The long warehouses located within the OARB Historic District (Buildings No. 802–808) are  
32 constructed almost exclusively of high-quality lumber. The large scale of the buildings  
33 necessitated the use of large-dimension beams. Today it is ecologically and economically cost  
34 prohibitive to produce timbers of these dimensions and quality. Salvage operations shall employ  
35 members of local job-training bridge programs (Youth Employment Program, Joint

Apprenticeship Training Committee, Homeless Collaborative) or other similar organizations to provide construction training opportunities to Oakland residents.

Salvage and reuse of the timber from these structures will help to reduce the impacts on the environment and save this ecologically and historically valuable material for reuse in the local community.

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**Mitigation 4.6-10:** The City, Port, and OARB sub-district developers shall fund on a fair share basis production and distribution of a brochure describing history and architectural history of the OARB to local libraries and schools.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

A brochure commemorating the military transportation function of the OARB, and the off-base components of the redevelopment area, will be produced. This brochure shall build upon the previously completed historical documentation produced by the Port of Oakland, the Navy, and the Army for previous projects. This brochure will document the history of the redevelopment area.

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**Mitigation 4.6-11:** The City, Port, and OARB sub-district developers shall fund on a fair share basis acquisition of copies of construction documentation and photographs of historic buildings currently in the OARB files and transfer the copies to the Oakland History Room files and Port historic archives, including funding to cover costs of archiving and cataloging these materials at the Oakland History Room.

This measure applies to Impacts 4.6-2 and 4.6-3 and Cumulative Impact 5.6-1.

The Army has amassed a collection of historical photographs, engineering records, and administrative records related to the OARB. This collection is currently not available to the public at large. This mitigation measure will ensure that the collection is made available to a larger audience interested in the history of the Base. It will also offset the modification and/or destruction of many of the historic buildings on the Base, preserve their images, and provide a description of their function and role to the interested public.

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**Mitigation 4.6-12:** At least one building each in the Gateway and Port development areas of the OARB sub-district, if feasible, shall include architectural design such as double eaves and clerestory windows elements evocative of the warehouse structures.

This measure applies to Impacts 4.6-2, 4.6-3, and 4.11-2, and Cumulative Impact 5.6-1.



Implementation of this measure would provide new, modern buildings reflecting the most distinctive architectural elements of the visually prominent 800-series warehouses, contributing structures to the OARB Historic District. Inclusion of these distinctive elements in the modern architecture would provide an aesthetic connection to the historic architecture of the site, and would partially compensate for the visual loss of these architectural elements. It is preferred these elements be included in buildings constructed near the location of the 800-series warehouses. It is preferred the structures selected to implement these measures be in a prominent location visible from Gateway, nearby elevated, or arterial roadways. Finally, it is preferred, but not required, this measure be implemented on buildings comprising by number the first 10 percent of buildings constructed in each of the Gateway and Port development areas.

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**Mitigation 4.6-13:** Prior to major renovation of a historically significant structure, the redeveloper of the SPRR Station and 16<sup>th</sup> Street Tower shall ensure that historically significant artifacts and features, if present, are recorded and deposited with the appropriate museum. All renovation of the exterior of a historic structure shall be consistent with the Secretary of Interior's Standards for Historic Preservation Studies.

This measure applies to Impact 4.6-4.

The SPRR (Amtrak) Station and 16<sup>th</sup> Street Tower have interior and exterior architectural elements that help to make it eligible to the NRHP. The Secretary of Interior, through the National Park Service, has published guidelines for renovation and redevelopment of historic structures. By implementing this mitigation measure, and requiring that contractors conform to the Secretary of Interior's Standards for Historic Preservation Studies, the architectural elements and features which contribute to these historic resources' eligibility will be preserved.

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## 4.7 HAZARDOUS MATERIALS

Redevelopment as proposed would result in less than significant and potentially significant impacts related to a variety of issues regarding hazardous materials. With implementation of measures recommended in this document, all potentially significant impacts would be reduced to a level that is less than significant.

### 4.7.1 Study Area

The study area for hazardous materials is the approximately 1,800-acre redevelopment project area.

### 4.7.2 Regulatory Setting

This section first discusses the general federal, state and local agency regulatory oversight by category of hazardous materials applicable to the study area as a whole. It then discusses regulatory oversight for remediation at the OARB in particular. As a former military base, the OARB is subject to environmental legal requirements that differ from the non-military areas of the redevelopment project area. Prior to conveyance of a base to a non-federal entity, it is regulated primarily by federal environmental laws, many of which are administered directly by the Department of Defense. Following conveyance of OARB to non-federal entities, this property will fall within the jurisdiction of the generally applicable federal, state and local environmental laws administered by federal, state and local environmental oversight agencies. See discussion in Section 4.7.2.2, below.

#### 4.7.2.1 Regulatory Oversight by Category of Hazardous Materials

As discussed in this EIR, hazardous materials fall into four categories: hazardous materials, hazardous wastes, contaminated soil and groundwater, and regulated building materials and components.

**Hazardous materials** include chemicals and products that may be harmful if improperly released to the environment or improperly handled by people. These include a broad spectrum of products, including for example pesticides, petroleum fuel products, paints and other coatings, and common household materials such as cleansers and other cleaning products.

**Hazardous wastes** are produced when hazardous materials are used or ready to be discarded, and may also be produced by manufacturing or other processes. These include, for example, used oil products, containers of hazardous materials that are ready to be discarded, and spent solvents or other materials from manufacturing, coating, or other hazardous materials handling activities.

**Contaminated soil and groundwater** is caused by land uses that included prior releases of hazardous materials or hazardous wastes into soil or sewer systems. Leaking underground

storage tanks (USTs) and sumps are common causes of such contaminated conditions, as are historic industrial activities that routinely included spills of hazardous materials or waste onto soils.

**Regulated building materials and components** include asbestos, electric transformers containing polychlorinated biphenyls, underground- and aboveground storage tanks (ASTs), and lead-based paints (LBP). Because the hazards associated with these building materials have generally been identified after the buildings were constructed, applicable legal requirements generally relate to the safe maintenance and removal of these materials.

These categories are all regulated under one or more federal, state or local laws. In California, federal environmental laws generally establish minimum applicable standards; more stringent state and local standards may apply. For example, California regulates a broader array of wastes as “hazardous wastes” than those regulated under federal law.

Some environmental regulatory requirements apply to all categories of hazardous materials. For example, the Occupational Health and Safety Administration (OSHA) has regulations that apply to employees working with hazardous materials and hazardous waste; to workers conducting cleanup of contaminated soil and groundwater; and to workers exposed to regulated building materials. Similarly, hazardous materials transportation requirements apply to all four categories of hazardous materials. In contrast, there are numerous environmental regulatory requirements that apply to some, but not all, four categories. For example, the regulation of products containing hazardous materials may emphasize consumer disclosure and proper handling procedures. The regulation of contamination in soil and groundwater, in contrast, may emphasize restrictions on the types of future site uses that are appropriate in a given area, or may require special construction methods, or both. Other hazardous materials laws apply depending on the nature and quantity of hazardous materials being handled.

The following sections discuss the major federal, state and local environmental legal programs relevant to each category. When a law applies to more than one category, it is not necessarily discussed in every one. Table 4.7-1 provides a list of these laws and the applicable categories.

**Table 4.7-1  
Hazardous Materials Laws and Regulations**

<b>Law/Regulation</b>	<b>Hazardous Materials</b>	<b>Hazardous Waste</b>	<b>Contaminated Soil and Groundwater</b>	<b>Regulated Building Materials and Components</b>
<b>Federal</b>				
Emergency Planning and Community Right to Know Act (EPCRA) 42 USC § 11001 <i>et seq.</i>	<b>U</b>	<b>U</b>		<b>U</b>
Hazardous Materials Transportation Act (HMTA), 49 USC § 1800 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>

**Table 4.7-1  
Hazardous Materials Laws and Regulations**

<b>Law/Regulation</b>	<b>Hazardous Materials</b>	<b>Hazardous Waste</b>	<b>Contaminated Soil and Groundwater</b>	<b>Regulated Building Materials and Components</b>
Toxic Substances Control Act (TSCA), 15 USC § 2601 <i>et seq.</i>	<b>U</b>	<b>U</b>		<b>U</b>
Clean Air Act (CAA), 42 USC § 7401 <i>et seq.</i>	<b>U</b>	<b>U</b>		<b>U</b>
Resource Conservation Recovery Act (RCRA), 42 USC § 6901 <i>et seq.</i>		<b>U</b>	<b>U</b>	<b>U</b>
Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), 42 USC § 9601 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
Defense Environmental Restoration Program (DERP), 10 USC § 2701 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	
Asbestos Hazard Emergency Response Act (AHERA), 15 USC § 2641 <i>et seq.</i>	<b>U</b>			<b>U</b>
Occupation Safety and Health Act (OSH Act), 29 USC § 651 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
Clean Water Act, 33 USC § 1251 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
Residential Lead-Based Paint Hazard Reduction Act, 15 USC 2681 <i>et seq.</i>	<b>U</b>			<b>U</b>
Oil Pollution Act, 33 USC 2701 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
<b>State</b>				
Hazardous Materials Release Response Plans and Inventory Act, Cal. Health & Safety Code § 25500 <i>et seq.</i>	<b>U</b>	<b>U</b>		<b>U</b>
Emergency Services Act, Cal. Government Code § 8550 <i>et seq.</i>	<b>U</b>	<b>U</b>		
Safe Drinking Water and Toxic Enforcement Act (Proposition 65), Cal. Health & Safety Code § 25249.5 <i>et seq.</i>	<b>U</b>			
Hazardous Waste Control Act, Cal. Health & Safety Code § 25100 <i>et seq.</i>		<b>U</b>	<b>U</b>	<b>U</b>
Hazardous Substances Account Act, Cal. Health & Safety Code § 25300 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
Porter-Cologne Water Quality Control Act, California Water Code § 13000 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>

**Table 4.7-1  
Hazardous Materials Laws and Regulations**

<b>Law/Regulation</b>	<b>Hazardous Materials</b>	<b>Hazardous Waste</b>	<b>Contaminated Soil and Groundwater</b>	<b>Regulated Building Materials and Components</b>
Asbestos Notification Act, Cal. Health & Safety Code § 25915(a)	<b>U</b>			<b>U</b>
Lead poisoning protection, California Health & Safety Code §§ 105250, 124160, 124165				<b>U</b>
PCB use, Cal. Health & Safety Code § 25122.7				<b>U</b>
Underground storage of hazardous substances and wastes, Cal. §§ 25280-25299.7; 25123.3; 25205.1-25205.4; 25205.6; and 25205.16.				<b>U</b>
Aboveground Petroleum Storage Act, Cal. Health & Safety Code § 25270 <i>et seq.</i>	<b>U</b>	<b>U</b>		<b>U</b>
Cal. Health & Safety Code Section 39000 <i>et seq.</i> , Bay Area Air Quality Management District regulations				<b>U</b>
California Occupational Safety and Health Act (Cal/OSH Act), Cal. Labor Code § 6300 <i>et seq.</i>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
<b>Local</b>				
Oakland Municipal Code § 15.12, Cal. Fire Code	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>
Oakland Municipal Code § 15.04, Cal. Building Code	<b>U</b>			<b>U</b>
Certified Unified Agency Programs (CUPA)	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>

## **Hazardous Materials**

### **Federal**

The Emergency Planning and Community Right to Know Act (EPCRA, 42 USC § 11001 *et seq.*) requires facilities that store, use, or produce certain amounts of hazardous chemicals to provide state and local authorities with material safety data sheets, or alternatively, a list of chemicals. EPCRA also requires reporting of permitted and accidental releases of hazardous substances, and requires certain facilities to complete and submit to EPA a Toxic Chemical Release Inventory form annually.

The Hazardous Materials Transportation Act (HMTA, 49 USC § 1800 *et seq.*) governs transportation of hazardous materials. HMTA regulates any person who transports a hazardous material, or anyone who manufactures, fabricates, marks, maintains, reconditions, repairs, or

1 tests a package or container which is represented, marked, certified, or sold by such person for  
2 use in the transportation in commerce of certain hazardous materials.

3 The Toxic Substances Control Act (TSCA, 15 USC § 2601 *et seq.*) controls use and disposal of  
4 polychlorinated biphenyls (PCBs), asbestos, and LBP, and is discussed below in "Regulatory  
5 Setting, Regulated Building Materials and Components."

6 The Clean Air Act (42 USC § 7401 *et seq.*) Section 112(r) requires facilities that use listed  
7 substances in any single process above the threshold quantity to maintain a Risk Management  
8 Program and submit a risk management plan (RMP). The list of substances and associated  
9 thresholds are published at 40 Code of Federal Regulations Section 68.

## 10 **State**

11 The Hazardous Materials Release Response Plans and Inventory Act, also known as the  
12 Business Plan Act (California Health & Safety Code § 25500 *et seq.*), requires businesses using  
13 hazardous materials to prepare a plan that describes their facilities, chemical inventories,  
14 emergency response plans, and training programs.

15 The Emergency Services Act (California Government Code § 8550 *et seq.*) requires the state to  
16 develop an emergency response plan to coordinate emergency services provided by federal,  
17 state, and local agencies. This plan is administered by the California Office of Emergency  
18 Services.

19 The Safe Drinking Water and Toxic Enforcement Act (Proposition 65, California Health & Safety  
20 Code § 25249.5 *et seq.*) requires that any person with ten or more employees operating within  
21 the State or selling products in California (1) be prohibited from knowingly discharging listed  
22 chemicals into sources of drinking water; and (2) be required to provide a "clear and  
23 reasonable" warning before knowingly and intentionally exposing anyone to a listed chemical.  
24 This warning can be given by a variety of means, such as by labeling a consumer product, by  
25 posting signs at the workplace, or by publishing notices in a newspaper.

## 26 **Local**

27 Section 15.12 of the Oakland Municipal Code (OMC) adopts the California Fire Code (24 CCR  
28 Part 9). The Fire Code regulates storage and use of hazardous materials at commercial and  
29 industrial facilities.

30 Section 15.04 of the OMC adopts the California Building Code (24 CCR Part 1). The Building  
31 Code regulates how protective measures within a structure will be built and implemented.

32 Certified Unified Program Agencies (CUPAs) are responsible for Local regulation and  
33 enforcement of hazardous materials laws and regulations. The City of Oakland is the CUPA for  
34 the entire study area. The City's CUPA has been certified by California Environmental

Protection Agency (Cal/EPA) to implement six state environmental programs within the local agency's jurisdiction: the hazardous materials business plan/emergency response plans and inventories program; the hazardous waste program, California accidental release prevention program, the underground storage tank program, the aboveground storage tank program, and the uniform hazardous materials management plan program.

## **Hazardous Waste**

### **Federal**

The Resource Conservation and Recovery Act (RCRA, 42 USC § 6901 *et seq.*) regulates handling and tracking of hazardous waste from generation to disposal. Under RCRA, hazardous waste generators must comply with regulations concerning record keeping and reporting; waste storage; proper treatment and disposal; and the use of a manifest system. In California, the Department of Toxic Substances Control (DTSC) has been authorized by EPA to administer the RCRA program.

### **State**

California's Hazardous Waste Control Act (HWCA, California Health & Safety Code § 25100 *et seq.*) is similar to, but is more stringent than, the federal RCRA program. The HWCA provides authority for the DTSC to regulate the transportation and disposal of hazardous wastes, and establishes standards for hazardous waste facilities. The HWCA regulates more materials as hazardous waste than the federal program and also is more stringent with regards to disposal.

### **Local**

The City of Oakland, as CUPA, implements the hazardous waste program at the study area.

## **Contaminated Soil and Groundwater**

### **Federal**

CERCLA (42 USC § 9601 *et seq.*) requires cleanup of inactive or abandoned sites that are contaminated with hazardous substances. CERCLA hazardous substances are defined as those substances either specifically designated as hazardous under CERCLA, or those substances identified as hazardous under certain other laws. (42 USC § 9601(14).) The procedures required by CERCLA for responding to hazardous substance releases are detailed in the National Contingency Plan ("NCP," at 40 CFR Part 300.) CERCLA also governs the process of identifying and prioritizing the cleanup of sites contaminated by the release of hazardous substances to the environment. Through its CERCLA authority, EPA compiles the National Priorities List (NPL), a list of sites that appear to pose the most serious threats to public health or the environment. The OARB is not on the NPL list.

1 CERCLA specifically applies to federal facilities, and the Community Environmental Response  
2 Facilities Act (CERFA) amendments in 1992 include provisions to facilitate reuse and  
3 redevelopment of property within closed federal facilities. Generally, under CERCLA, a federal  
4 agency must take all necessary remedial actions before it can convey property because the  
5 deed must include the Section 120(h)(3) covenant that “all remedial action necessary to protect  
6 human health and the environment with respect to any [hazardous] substances remaining on  
7 the property have been taken.” Transferring such clean property requires a Finding of Suitability  
8 to Transfer (FOST) before it is transferred. However, with the approval of the state governor of a  
9 Covenant Deferral Request (for property not on the NPL), the federal agency may undertake  
10 “early transfer” and issue a warranty that satisfies the covenant requirement. Such an early  
11 transfer process requires a Finding of Suitability for Early Transfer (FOSET). Finally, CERCLA  
12 also provides that state laws concerning removal and remedial action shall apply to those  
13 actions at federal facilities (42 USC § 9620(a)(4)). In California, DTSC works with the federal  
14 agency to implement CERCLA for Department of Defense facilities. See discussion regarding  
15 the HSAA, below, and in Section 4.7.2.2, below.

16 CERCLA was recently amended to provide \$200 million a year in grants to eligible entities for  
17 inventorying, characterizing, assessing, remediating, and conducting planning related to  
18 brownfield sites (Senate Bill 350 2001). The amendment defines “brownfield site” as certain real  
19 property for which the expansion, redevelopment, or reuse is complicated by the presence or  
20 potential presence of a hazardous substance or pollutant.

21 The Defense Environmental Restoration Program (DERP, 10 USC § 2701) requires that the  
22 Secretary of Defense carry out environmental restoration at facilities under its jurisdiction. DERP  
23 requires the Secretary to carry out all response actions consistent with CERCLA with respect to  
24 release of hazardous substances from facilities owned by the United States, or that were owned  
25 by the United States at the time hazardous substances contaminated the site.

26 RCRA dictates the cleanup and closure of hazardous waste sites through its Corrective Action  
27 Program. Contaminated soils may be classified as hazardous waste once excavated or  
28 otherwise handled during the cleanup process. RCRA’s land disposal restrictions prohibit the  
29 placement of hazardous waste in or on the land without appropriate treatment. RCRA also  
30 includes hazardous waste underground storage tank standards, including tank closure and  
31 removal (42 USC § 6924).

## 32 **State**

33 The California Hazardous Substances Account Act (HSAA, California Health & Safety Code  
34 § 25300 *et seq.*) is similar to CERCLA. The HSAA authorizes the Cal/EPA Department of Toxic  
35 Substances Control (DTSC) to order and/or oversee the clean up contaminated sites and  
36 hazardous substances releases. The DTSC has oversight of the remediation required at the  
37 OARB and makes a recommendation to the Governor regarding the federal government’s early  
38 transfer (FOSET transfer) process. DTSC must review and approve remediation proposed for



the OARB pursuant to the requirements of the HSAA, including as referenced requirements that are also imposed under CERCLA. In particular, DTSC must review and approve a Remedial Action Plan/Risk Management Plan (RAP/RMP), which defines the remediation goals, establishes remediation actions and describes health protective measures. The remedy selection process is guided by the NCP under CERCLA. See discussion regarding CERCLA, above, and in Section 4.7.2.2, below.

The Porter-Cologne Act (California Water Code § 13163) authorizes the State Water Resources Control Board (SWRCB) and the Regional Water Quality Control Boards (RWQCBs) to coordinate water-quality related investigations of state agencies. The SWRCB and the RWQCBs also have jurisdiction to engage in site cleanups (California Health & Safety Code § 25355). The redevelopment project area is within the jurisdiction of RWQCB Region 2.

California Government Code Section 65962.5 requires the Office of Permit Assistance to compile a list of potentially contaminated sites throughout the state. The project area encompasses sites included on the list (the Cortese List).

## **Local**

### **Regulated Building Materials and Components**

The City of Oakland Urban Land Redevelopment (ULR) Program Guidance Document (City of Oakland 2000) includes a three-tiered risk-based corrective action process. Tiers 1 and 2 consist of numerical cleanup levels in “look-up” tables that are applicable to properties that involve particular land uses, types of chemical releases, and geologic and hydrogeologic conditions. Tier 3 of the ULR program outlines a methodology for calculating site-specific remediation goals that incorporate human health exposure parameters that are specific to Oakland. The ULR program also provides for a computerized system to track and enforce land use restrictions. The Community and Economic Development Agency (CEDA) is responsible for implementation of the ULR Program. See discussion under Section 4.7.2.2, below.

## **Federal**

### **Asbestos**

The Occupational Safety and Health Act (OSH Act, 29 USC § 651 *et seq.*) authorizes the Secretary of Labor to issue occupational health and safety standards that apply to every employer in the private sector. The administering agency, the OSHA, creates rules for workplace safety and health, and enforces the standards. OSHA has promulgated health standards and control requirements for asbestos (29 CFR § 1910.1001).

Title II of TSCA, the Asbestos Hazard Emergency Response Act (AHERA, 15 USC § 2641 *et seq.*), requires EPA to set standards for responding to the presence of asbestos in schools. AHERA also requires asbestos contractors and analytical laboratories to be certified, and

1 schools to use certified persons for abatement work. Training and accreditation requirements  
2 also apply to inspectors, contractors, and workers performing asbestos abatement work in all  
3 public and commercial buildings.

4 The Clean Air Act (42 USC § 7401 *et seq.*) regulates asbestos as a hazardous air pollutant.  
5 Under authority of the Clean Air Act, EPA regulates the demolition and renovation of asbestos-  
6 containing buildings and disposal of asbestos-containing waste. (40 CFR § 61.140.)

### 7 ***PCBs***

8 TSCA (15 USC § 2605 *et seq.*) regulates PCBs. Transformers containing oil with 500 or greater  
9 parts per million (ppm) PCBs are defined as PCB transformers. Transformers containing  
10 between 50 and 500 ppm PCBs are classified as PCB contaminated (40 CFR § 761.2). Storage  
11 and disposal of PCBs must be in accordance with disposal requirements published at 40 CFR  
12 Section 761.60. PCB spills must be dealt with in accordance with EPA regulations, found at 40  
13 CFR Section 761.120 *et seq.* EPA requires all owners of PCB transformers to register the  
14 transformers with EPA's Office of Pollution Prevention and Toxics.

### 15 ***Lead-Based Paint***

16 Title IV of TSCA, the Residential Lead-Based Paint Hazard Reduction Act of 1992 (15 USC  
17 § 2681 *et seq.*), requires identification of LBP hazards, defining levels of lead allowed in various  
18 products, and establishing state programs for the monitoring and abatement of lead exposure  
19 levels, including training and certification for lead abatement workers.

20 RCRA regulates the management and disposal of hazardous waste, including LBP debris (42  
21 USC § 6901). RCRA requires that generators of LBP debris test the debris for toxicity  
22 characteristics. LBP debris is any component, fixture, or portion of a residence or other building  
23 coated wholly or partly with LBP. EPA has promulgated guidelines for the renovation and  
24 remodeling of buildings or other structures when these activities might create a hazard.  
25 Guidelines are found at 40 CFR Section 745.227.

26 OSHA regulations require that workers not be exposed to lead in concentrations greater than  
27 the permissible exposure limit, listed at 29 CFR Section 1910.1025.

### 28 ***Underground Storage Tanks***

29 RCRA Subtitle I (42 USC § 6991) regulates USTs containing petroleum products and those  
30 hazardous substances included in CERCLA. The statute and associated regulations require  
31 owners and operators to comply with technical design and construction requirements, corrective  
32 action requirements, and financial responsibility requirements.

33 RCRA Sections 6903(33), 6922, and 6924 also regulate USTs containing hazardous waste.  
34 Owners and operators must comply with the federal tank design, construction, secondary  
35 containment, operating, inspection, closure, and post-closure requirements.

**Aboveground Storage Tanks**

Federal laws that regulate ASTs include the Clean Water Act (33 USC § 1251 *et seq.*), the Oil Pollution Act (33 USC § 2701 *et seq.*), the Clean Air Act (42 USC § 7401 *et seq.*), and RCRA.

**State**

**Asbestos**

In California, the Asbestos Notification Act (California Health & Safety Code § 25915(a)) requires any building owner who knows that asbestos-containing materials are present in the building to provide written notices to the owner's employees and to other owners. California laws generally follow the federal requirements for asbestos removal and asbestos air monitoring. Hazardous substance removal criteria for asbestos are found at Health & Safety Code Sections 25914.1 through 25914.3.

The California Occupational Safety and Health Act (Cal/OSH Act, California Labor Code § 6300 *et seq.*) governs occupational safety and health in both the public and private sectors workplaces. The California plan is federally approved, and generally adopts the standards of the federal OSH Act. The Cal/OSH Act includes some additional standards, which are generally more stringent than the federal requirements, and governs occupational safety and health in the workplace. The California Department of Industrial Relations Division of Occupational Safety and Health (Cal/OSHA) has promulgated asbestos standards, found in Title 8 of the California Code of Regulations (CCR): Section 1529 discusses asbestos exposure in construction work; Section 5208 applies to occupational exposure in all industries; and Section 341.6 *et seq.* discusses the requirement that an employer engaging in asbestos work must apply for and obtain a registration prior to commencement of the work.

**PCBs**

In California, the Hazardous Waste Control Act (California Health & Safety Code § 25122.7) regulates disposal of PCBs. In California, PCBs are regulated by both federal and state rules. EPA enforces the federal regulations for PCB disposal and storage in California, and Cal/EPA administers and enforces the state's additional requirements for PCBs as hazardous waste under the state's hazardous waste regulations. Liquid hazardous wastes containing PCBs at concentrations equal or greater than 50 milligrams per liter are subject to the state's land disposal restrictions.

**Lead-Based Paint**

The California Health & Safety Code authorizes promulgation of regulations to protect against lead poisoning in residential buildings (California Health & Safety Code §§ 105250, 124160, 124165). California regulations require that lead hazard evaluations of residential buildings be conducted by a certified lead inspector/assessor (17 CCR § 36000). Similarly, abatement for

1 residential buildings must be conducted by a certified lead supervisor or a certified lead worker  
2 (17 CCR § 36100).

3 Under the Cal/OSH Act governing occupational health and safety in the workplace, Cal/OSHA  
4 has promulgated standards for lead in construction (8 CCR § 1532.1).

### 5 ***Underground Storage Tanks***

6 Underground storage of hazardous substances is regulated by California Health & Safety Code  
7 Sections 25280 to 25299.7. The chapter establishes standards for the construction of USTs  
8 containing hazardous substances and establishes a program for inspection, testing, and  
9 upgrading existing USTs. California's underground storage tank rules cover petroleum and  
10 hazardous substance underground tanks, including heating oil tanks and farm tanks with  
11 capacities over 1,100 gallons.

12 Underground storage of hazardous waste in California includes the federal rules, and several  
13 more stringent state standards (California Health & Safety Code § 25123.3; 25205.1 to 25205.4;  
14 25205.6; and 25205.16).

### 15 ***Aboveground Storage Tanks***

16 The Aboveground Petroleum Storage Act (California Health & Safety Code § 25270 to  
17 25270.13) regulates aboveground tanks used to store crude oil and petroleum products in liquid  
18 form.

## 19 ***Local***

### 20 ***Asbestos***

21 The California Health & Safety Code Section 39000 *et seq.* authorizes the Bay Area Air Quality  
22 Management District (BAAQMD) to promulgate regulations for control of air pollution of all  
23 sources, other than emissions from motor vehicles. BAAQMD has promulgated requirements for  
24 renovation and demolition of buildings with asbestos-containing materials. Regulation 11-2-  
25 303.8 requires that a survey be performed prior to demolition to determine the presence of  
26 regulated asbestos containing material. BAAQMD Regulation 11, Rule 2 requires notifying  
27 BAAQMD at least 10 working days prior to commencement of any demolition or renovation  
28 involving removal of 100 square feet per linear foot or greater of regulated asbestos containing  
29 material.

### 30 ***Underground and Aboveground Storage Tanks***

31 The City of Oakland CUPA administers California's USTs and ASTs laws.

**4.7.2.2 Regulatory Oversight for Remediation of the OARB**

The ORA, as successor-in-interest to the OBRA, will assume responsibility from the Army for addressing most environmental matters that remain at the OARB after transfer, including implementing remediation required under CERCLA, the HSAA, and other applicable laws and regulations. It is anticipated that the Army will retain responsibility for radiologic compounds, unexploded ordnance, and chemical and biologic warfare agents, although the presence of these materials is not expected at the OARB.<sup>1</sup> The Army and the OBRA are presently in discussions regarding responsibility for completing the investigation and remediation of submerged lands and lands not being transferred to the OBRA, and it is anticipated the Army will retain responsibility for the environmental condition of these areas; in the alternative, these areas will be addressed as part of the DTSC oversight and review process which is applicable to the remainder of the OARB property being transferred to the OBRA. Under the Defense Base Closure and Realignment Act, the Army also still retains ultimate liability under CERCLA for hazardous substance releases to the extent that unknown or significant liabilities attributed to the Army are identified in the future at the OARB.

The DTSC is the primary state agency overseeing investigation and cleanup of the OARB. Representatives of the OBRA and the ORA have held many discussions, meetings, and negotiations with the DTSC and the Army regarding the remediation process to be followed after transfer of the OARB is completed. These efforts have culminated in a proposed RAP/RMP proposed by the OBRA that recognizes the planned future commercial/industrial uses of the OARB, and provides for risk-based remediation of soil and groundwater for the portion of the base that will be transferred to the OBRA, the ORA, and ultimately to the Port and other Developers. The RAP/RMP must be reviewed and approved by the DTSC, with a public participation process, under the HSAA. Implementation of the RAP/RMP will be required by a Consent Agreement between the DTSC, the OBRA, and the ORA.

The Consent Agreement prescribes a binding legal process by which all required remedial actions will be completed under the oversight of the DTSC. In order to achieve transfer before all remediation is complete and to satisfy the Army's Covenant responsibility under CERCLA, this Consent Agreement and RAP/RMP along with the associated federal documents must then go to the Governor with a request to approve the Army's CERCLA Covenant Deferral Request. The Governor's approval is required for the transfer (FOSET transfer) of the OARB.

The Army must also review and approve the FOSET transfer in conformance with its own CERCLA compliance obligations. It is anticipated the Army will fund, in full or in part, remediation required under CERCLA at the OARB, and that remediation funding will be provided on a reimbursement basis pursuant to an Environmental Services Cooperative Agreement entered into by the Army, the OBRA and the ORA. It is also anticipated that "cost cap" and environmental liability insurance will be obtained to protect the OBRA and other City

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<sup>1</sup> Additionally, the Army may retain liability for remedial activities at the East Bay Regional Park District (EBRPD) Gateway Park and for any contaminated marine sediments located near the storm drain outfalls at the OARB.

1 entities, as well as the Army, from the risks of environmental cleanup cost exceedences and  
2 other covered claims.

### 3 **Remedial Action Plan/Risk Management Plan Process**

4 The RAP/RMP is the heart of the early transfer procedure of the OARB. The understanding of  
5 environmental conditions, establishment of remediation goals, and selection of remedial actions  
6 are accomplished in the RAP. The RMP is a companion document to the RAP. The RMP  
7 describes the health protective measures to be implemented in the future, during and after  
8 redevelopment, for identified chemical release sites, land uses and potential exposure  
9 pathways. The use of a RMP is typically included in Brownfields projects where  
10 commercial/industrial uses are planned — like those for the OARB. The RMP includes  
11 obligations on property owners and tenants to always perform the measures prescribed in the  
12 document to mitigate potential exposures to residual contamination in soil or groundwater. The  
13 property owner must also update information and modify the measures in the RMP based on  
14 whether changes in conditions are encountered, or if changes in property use, statutes, or  
15 available chemical toxicity information occur. For the OARB, there are both RAP Sites and RMP  
16 Implementation Area categories.

17 The RAP/RMP defines the target risk-based remediation goals for use during and after  
18 redevelopment of the OARB and establishes the remedial actions for identified and reasonably  
19 anticipated locations where releases have occurred that necessitate response when compared  
20 with the agency-approved remediation goals. The RAP/RMP approach adopted by the OBRA,  
21 consistent with the City of Oakland ULR program and other applicable requirements, allows for  
22 the phasing of the investigation and remediation of most locations at the OARB to coincide with  
23 implementation of planned infrastructure upgrades and redevelopment activities. This integrated  
24 remediation/redevelopment program assures that affected subsurface conditions are fully  
25 addressed in conjunction with planned redevelopment uses and allows for substantial  
26 economies of scale in completing subsurface earthwork activities for remediation purposes in  
27 tandem with site excavation and grading work needed for redevelopment. It is anticipated that  
28 residual concentrations of hazardous substances and petroleum constituents that remain after  
29 remediation and redevelopment activities are completed are fully protective of human health  
30 and the environment.

31 DTSC and other state and local agencies have approved many redevelopment projects in the  
32 San Francisco Bay Area for commercial/industrial properties that contain residual  
33 concentrations of hazardous substances and petroleum constituents, such as those found on  
34 the OARB. These types of redevelopment projects are often referred to as “Brownfields” and are  
35 facilitated by the City of Oakland’s ULR program and its associated guidance document.

36 Brownfields redevelopment projects incorporate a range of techniques (e.g., institutional  
37 controls such as restrictions on groundwater usage and restrictions on residential  
38 redevelopment, removal actions requiring the excavation and removal of impacted soils or

1 groundwater, and engineering controls such as maintenance of caps or cover materials over  
2 deeper impacted soils or building design features such as vapor barriers) that comprise the  
3 remedial actions to be implemented at particular locations or applied to the property as a whole.  
4 The remedial actions can consist of tasks that are conducted in the near term to abate known,  
5 significant impacts to soil and groundwater, or the remedial actions can include health-protective  
6 measures to be implemented over time, including institutional controls, like restrictions on land  
7 or groundwater uses. Such remedial actions are implemented to achieve agency pre-approved,  
8 site-specific remediation goals that are supported by human health risk analysis and, if  
9 appropriate, ecological risk analysis.

10 The remedy selection process is guided by the National Contingency Plan (40 CFR § 300 *et*  
11 *seq.*) (NCP), which explains that the goals of remedy selection under CERCLA are to develop  
12 and implement remedial actions that protect human health and the environment, maintain  
13 protection over time, and minimize untreated waste (40 CFR § 300.430(a)(1)(i)). To help meet  
14 these goals, remedies for contaminated are selected that will achieve medium-specific remedial  
15 action objectives (RAOs). Because protectiveness may be achieved by preventing exposure  
16 (such as capping an area or limiting access) as well as by reducing contaminant levels, RAOs  
17 should consider both risk-based remediation goals and potential exposure pathways (U.S. EPA  
18 1988). RAOs should reflect the reasonably anticipated future land uses because this leads to  
19 practicable and cost-effective remedial alternatives (U.S. EPA 2001b). In addition, U.S. EPA  
20 (2001b) has found that integrating realistic assumptions of future land use into remedial actions  
21 is an important step toward encouraging cleanup and redevelopment of contaminated  
22 properties.

### 23 **OARB Remedial Action Plan Sites**

24 In the draft RAP/RMP submitted by the OBRA for DTSC and Army consideration, RAP Sites are  
25 defined as those locations with known or potential chemical releases that may not be sufficiently  
26 characterized or remediated as part of activities performed during or after redevelopment.  
27 Examples of RAP Sites include the tarry residue beneath much of Building No. 1 and the  
28 adjacent parking lot, as well as VOC-impacted groundwater at Building No. 807, Buildings No.  
29 808 and 823, and Building No. 99. See discussion in Section 4.7.4, below. Full integration of  
30 remediation and redevelopment activities at these RAP Sites is not generally feasible because  
31 of the greater time required to complete required remediation activities. For example, greater  
32 amounts of time are potentially needed to implement active remediation measures that are  
33 capable of reducing VOCs in groundwater to concentrations that achieve applicable remediation  
34 goals. Alternatively, if active measures are not selected as remedies to reduce VOCs  
35 concentrations in areas with impacted groundwater, engineering controls can be designed and  
36 incorporated into new building construction to mitigate the vapor intrusion exposure pathway  
37 that potentially exists at locations near Building No. 807, Buildings Nos. 808 and 823, and  
38 Building No. 99.

A range of remedial alternatives was evaluated for RAP Sites in the RAP/RMP. Recommended remedies range from excavation and offsite disposal of impacted soils, to active remediation of groundwater conditions, to monitoring or maintenance of existing conditions. The RMP also includes health and safety requirements and other ongoing measures to address post-remediation environmental conditions. Appendix 4.7 provides a comparative summary of remedial alternatives for seven RAP sites.

### **Risk Management Plan Implementation Area**

The RMP Implementation Area consists of the remainder of the OARB, including, for example, numerous locations which involve documented or suspected small releases of petroleum hydrocarbons to soil. Petroleum releases have impacted groundwater to a minor extent at some of these sites. In response, routine groundwater monitoring is being conducted to fulfill closure requirements imposed by RWQCB. Such sites are common at former industrial properties undergoing redevelopment (*i.e.*, Brownfields) in the San Francisco Bay Area. Developers, contractors, and governmental agencies have found that these types of releases can be easily managed during new construction through application of a RMP.

A RMP is sometimes referred to as a Contingency Plan, Soil Management Plan, or a Remediation and Risk Management Plan. Irrespective of the name given to the document, the RMP can be considered analogous to an Operation and Maintenance Plan under CERCLA. The Operation and Maintenance Plan is a typical component of remedial actions and includes protocols for conducting inspections, performing routine sampling, maintaining institutional (*e.g.*, covenants, groundwater use restrictions) and engineering controls (*e.g.*, cover integrity, wells), and fulfilling reporting obligations (U.S. EPA 2001c). The objectives and contents of the RMP are similar. The RMP for the OARB will describe the health protective measures to be implemented in the future, during and after redevelopment, for identified chemical release sites, land uses, and potential exposure pathways. Institutional controls will obligate owners and tenants of the OARB to update information in the RMP based on conditions encountered, or changes in land uses, environmental statutes, or chemical toxicity information.

The NCP at 40 CFR § 300.430(a)(1)(iii)(B) makes clear that containment or use of covers is an appropriate remedial action for these kinds of releases (*i.e.*, low-level threat sites). Buildings, asphalt roadways, concrete pavement, imported clean soil, and other cover types existing and planned at the OARB adequately protect human health against direct contact with petroleum hydrocarbons and other contaminants of concern identified at RMP locations. This fact, coupled with available use history information and environmental data that indicate the RMP sites identified at the OARB consist primarily of petroleum hydrocarbon releases that have affected a small quantity of soil, makes the RMP sites relatively straightforward to address as they are encountered during or after redevelopment. For example, properly trained workers can be mobilized to excavate identified areas of contaminated soil for subsequent reuse or disposal at an off-site, permitted waste management facility.



For these reasons, the OBRA proposes to address RMP locations in a phased manner that is consistent with the schedule for redevelopment of the OARB. In the event that the nature and extent of the releases at RMP locations are found to differ significantly from the conditions described in the RAP, the appropriateness of response measures contained in the RAP will be re-evaluated for such specific RMP locations. The RMP, which is provided as a companion document to the RAP, specifies the situations under which response measures will be re-evaluated in consultation with DTSC.

A range of remedial alternatives was evaluated for RMP Implementation Areas in the RAP/RMP. Recommended remedies range from excavation and offsite disposal of impacted soils, to monitoring or maintenance of existing conditions, to no further action. The RMP also includes health and safety requirements and other ongoing measures to address post-remediation environmental conditions. Appendix 4.7 provides a comparative summary of remedial alternatives for RMP Implementation Areas.

#### **Soil Remediation Action Objectives**

Proposed soil RAOs for the OARB are as follows:

- Maintain existing conditions at the OARB to prevent direct contact with known or potentially impacted soil prior to implementation of remedial actions or redevelopment.
- Remove, or remove and treat, tarry residue at ORP/Building No. 1 area to eliminate hazards associated with this source material and to allow planned land uses consistent with the Amended Reuse Plan.
- Remove or treat impacted soil that interferes with planned land uses, or is encountered during redevelopment or through post-redevelopment activities, or otherwise to the extent necessary to achieve site-specific, soil remediation goals designated in the RAP.
- Contain impacted soil that will not unreasonably interfere with planned land uses by maintaining existing cover or constructing new cover.

#### **Groundwater Remediation Action Objectives**

Proposed groundwater RAOs for the OARB are as follows:

- Implement institutional controls, alone or in combination with site-specific engineering controls, to prevent incidental ingestion or dermal contact with impacted groundwater under existing and planned land uses consistent with the Reuse Plan.
- Treat VOC-impacted groundwater that interferes with planned land uses or as otherwise needed to achieve site-specific, groundwater remediation goals, or apply engineering controls to new structures such that hypothetical exposure posed by vapor intrusion is not greater than remediation goals designated in the RAP or as otherwise necessary to allow planned redevelopment.

- Prevent further significant increases of metals and other non-volatile COC concentrations in groundwater.

### **Determination of Acceptable Risk-based Soil Cleanup Goals Under the Urban Land Redevelopment Program**

With the exception of the RAP Sites, which will be remediated on an accelerated basis independent of redevelopment, remediation at the OARB sub-district is expected to occur as existing structures and paved surfaces are demolished for new construction and contaminated soil is subsequently exposed. Achieving consensus among stakeholders on what degree of contamination constitutes an acceptable risk is a primary factor in determining the concentrations of contaminants that are permissible to leave in cleaned soil at the OARB. Through the ULR program, the City of Oakland has explored the issue of acceptable risk with members of the community, and representatives of federal, state, and local regulatory agencies charged with enforcing environmental regulations. The ULR program is fully funded by U.S. EPA Region 9, included extensive involvement from the community as well as state regulatory agencies including the DTSC and the RWQCB, and is intended to facilitate the cleanup and redevelopment of Oakland's contaminated properties, which are often referred to as "Brownfields."

As background, in 1996, staff from the City of Oakland Environmental Services Division met with representatives of the West Oakland Environmental Justice Pilot Project, the Mayor's office, and the Rose Foundation. The purpose of this meeting was to determine what kind of feedback was desired from the community and which types of individuals and organizations should convene the Community Review Panel to evaluate the objectives of the ULR program. On the basis of the meeting, several organizations were contacted directly, and a public notice soliciting applications for membership on the panel was published in the *Oakland Tribune* on July 31, 1996. Members of the Community Review Panel ultimately included individuals from the African American Development Association, GEI Consultants, People United for a Better Oakland, Northern California Minority Business Opportunity Community, Sierra Club, Urban Habitat Program, and Uribe & Associates. The panel met twelve times between September 1996 and July 1997 and presented its recommendations in the Community Review Panel report, dated August 7, 1997, entitled *Consensus Recommendations for Implementing the Oakland Urban Land Redevelopment Program*.

Although the panel expressed that the ideal would be the removal of all contaminants from Oakland communities, the panel recognized that the resources to achieve this ideal simply do not exist. The panel concluded that stalling redevelopment will likely result in a greater public health threat, and larger environmental, social, and economic costs to the affected community than implementation of risk-based cleanup. The Community Review Panel therefore recommended that the ULR program adopt cleanup levels based upon conservative assumptions that do not result in an incremental lifetime cancer risk greater than  $10^{-5}$ .

The recommendations of the Community Review Panel ultimately led the City of Oakland to include a set of tiered cleanup levels into the ULR program. Tier 1 presents a conservative, health protective set of cleanup levels that are based on an individual COC “target” risk of  $10^{-6}$ . Tier 1 cleanup levels apply to properties where information on environmental conditions is limited. Tier 2 cleanup levels are based on a target risk of  $10^{-5}$ . Tier 2 cleanup levels generally apply to properties where geologic and hydrogeologic conditions and uses are better understood.

U.S. EPA has stated that remediation is generally not warranted for contaminated property if the cancer risk to an individual is less than  $10^{-4}$ . However, if remediation is undertaken at such a site, U.S. EPA has expressed a preference for cleanups that achieve a  $10^{-4}$  to  $10^{-6}$  “target” risk range, with  $10^{-5}$  risk level being the midpoint of this target range. Additionally, the State of California has adopted  $10^{-5}$  as the “no significant risk” level for protecting persons from contaminants in drinking water, and exposure to contaminants in consumer products and commercial establishments under the Safe Drinking Water and Toxic Enforcement Act of 1986, which is better known as “Proposition 65.” The DTSC, in implementing the HSAA, has the legal authority to require cleanups that achieve a  $10^{-4}$  to  $10^{-6}$  “target” risk range.

Given the precedents set by the City of Oakland, U.S. EPA, and the State of California, the OBRA has decided to establish a media-specific individual remediation goal that corresponds to a  $10^{-6}$  incremental lifetime cancer risk for each potential carcinogenic COC identified at the OARB. Remedial actions implemented at each OARB location are planned to achieve these individual carcinogenic COC remediation goals for the proposed uses at the OARB. The cumulative carcinogenic risk of COCs (associated with potentially complete exposure pathways) remaining in soil and groundwater at each OARB location after implementation of remedial actions will not exceed a cumulative, incremental lifetime human health risk of  $10^{-5}$ .

If this remediation goal is approved by the DTSC under the HSSA in a Draft RAP/RMP process, achieving these requirements would then become enforceable in the Consent Agreement put in place prior to transfer of the OARB. Any changes to these remediation requirements would be subject to review and approval by the DTSC, and would trigger further public participation and processing requirements under the HSAA and CEQA.

#### **Determination of Acceptable Risk-based Groundwater Cleanup Goals Under the Urban Land Redevelopment Program**

The area comprising the OARB was primarily marshland before 1916. Much of the area was filled to construct the OARB beginning in 1941. Gravelly sand fill, reportedly imported from quarries near Lake Temescal and Oak Knoll Naval Hospital, is encountered below buildings and paved surfaces on the OARB and extends to a depth of approximately 5 feet below ground surface (bgs). A second fill layer exists between approximately 5 to 15 feet bgs. This second layer of fill consists of fine-grained sand that was hydraulically dredged from San Francisco Bay. Groundwater is generally encountered between 5 to 7 feet bgs in these fill layers, which

1 comprise the shallow water-bearing zone at OARB. Beginning at approximately 15 feet bgs, a  
2 sequence of clay on the order of 10-feet thick, referred to as Young Bay Mud, underlies the  
3 shallow water-bearing zone. The Young Bay Mud clay is not very permeable and restricts  
4 downward movement of groundwater to the next deeper water-bearing zone that is located at a  
5 depth of approximately 25 feet bgs. This deeper water-bearing zone is referred to as the Merritt  
6 Sand.

7 Groundwater at the OARB is of poor quality due to the proximity of the base to San Francisco  
8 Bay. Although no hazardous substances have been detected in water samples collected from  
9 the five monitoring wells completed into the Merritt Sand beneath the OARB, seawater intrusion  
10 results in total dissolved solids (TDS) concentrations that are greater than 10,000 mg/L in  
11 groundwater in the Merritt Sand. Seawater has also impacted the shallow water-bearing zone.  
12 The mean TDS concentration is reported to be 4,600 mg/L for 43 monitoring wells completed  
13 into the shallow water-bearing zone at the OARB (IT Corp. 2000). The TDS concentrations in  
14 the shallow water-bearing zone and Merritt Sand make the groundwater unsuitable for potable  
15 use.

16 For TDS in drinking water, the State of California Department of Health Services (DHS) has  
17 promulgated a recommended secondary Maximum Contaminant Level (MCL) of 500 mg/L and  
18 a short-term secondary MCL of 1,500 mg/L (22 CCR § 64449). Although DHS recommends that  
19 TDS concentrations in drinking water be below 500 mg/L, TDS concentrations as high as 1,000  
20 mg/L are acceptable if DHS considers it “neither reasonable nor feasible to provide more  
21 suitable waters” (22 CCR § 64449). Excursions to the short-term level of 1,500 mg/L are  
22 acceptable only if on a temporary basis pending construction of new treatment facilities or  
23 development of acceptable new water sources.

24 The RWQCB, Region 2, acknowledges the poor quality of groundwater near the OARB and has  
25 proposed a formal determination that groundwater along the Oakland shoreline, including  
26 groundwater under the OARB, cannot be used for drinking water supply. The RWQCB based  
27 this determination on the fact that groundwater is brackish and meets the exemption criteria  
28 under SWRCB Resolution No. 88-63. Under this resolution, SWRCB considers water with a  
29 TDS greater than 3,000 mg/L to “be unsuitable, or potentially unsuitable, for municipal or  
30 domestic water supply.” The RWQCB (1998) specifically stated in a letter to the Army that the  
31 exemption criteria contained in Resolution No. 88-63 applies to the shallow water-bearing zone  
32 at the OARB. The ULR Community Review Panel (1997) supports the RWQCB findings.

33 Given the widespread recognition that TDS renders groundwater at the OARB nonpotable,  
34 proposed cleanup levels for hazardous substances in the shallow water-bearing zone will not  
35 consider MCLs for drinking water. Instead, groundwater cleanup goals for the OARB are  
36 proposed to be governed by the protection of indoor commercial workers and outdoor industrial  
37 workers from inhalation of volatile organic chemicals (VOCs) that may escape from groundwater  
38 and migrate upward through soil into ambient air. In connection with remedies to reduce VOC  
39 concentrations in the shallow water-bearing zone so VOCs do not pose a potential inhalation

threat, institutional controls will be implemented to prohibit extraction of groundwater for drinking water supply at the OARB.

Institutional controls are non-engineering measures designed to limit exposure to hazardous substances left in-place or to ensure the effectiveness of the chosen remedy. Institutional controls include land use restrictions, which can also be referred to as deed restrictions. Deed restrictions and land use restrictions are catchall phrases for legal controls such as easements, restrictive covenants, and zoning ordinances. These controls either prohibit certain kinds of site uses or notify potential owners or tenants of the presence of hazardous substances remaining on-site at concentrations that are not protective of all uses.

The City of Oakland ULR program has established a computerized system that ensures land use restrictions are enforced so properties with residual contamination are not redeveloped for unintended uses unless additional cleanup is performed. The computerized system tracks permits from filing to issuance and provides the user with a permitting and inspection history. The CEDA maintains the system. CEDA is responsible for operations related to development, inspection, and enforcement of zoning, planning, building, and housing codes within the City of Oakland. The computerized system allows permits to be properly routed and held, if necessary. The purpose of these procedures is to provide the appropriate City of Oakland staff with the opportunity to review permit applications for work that may either conflict with land use restrictions or trigger further cleanup under an approved remedial action plan.

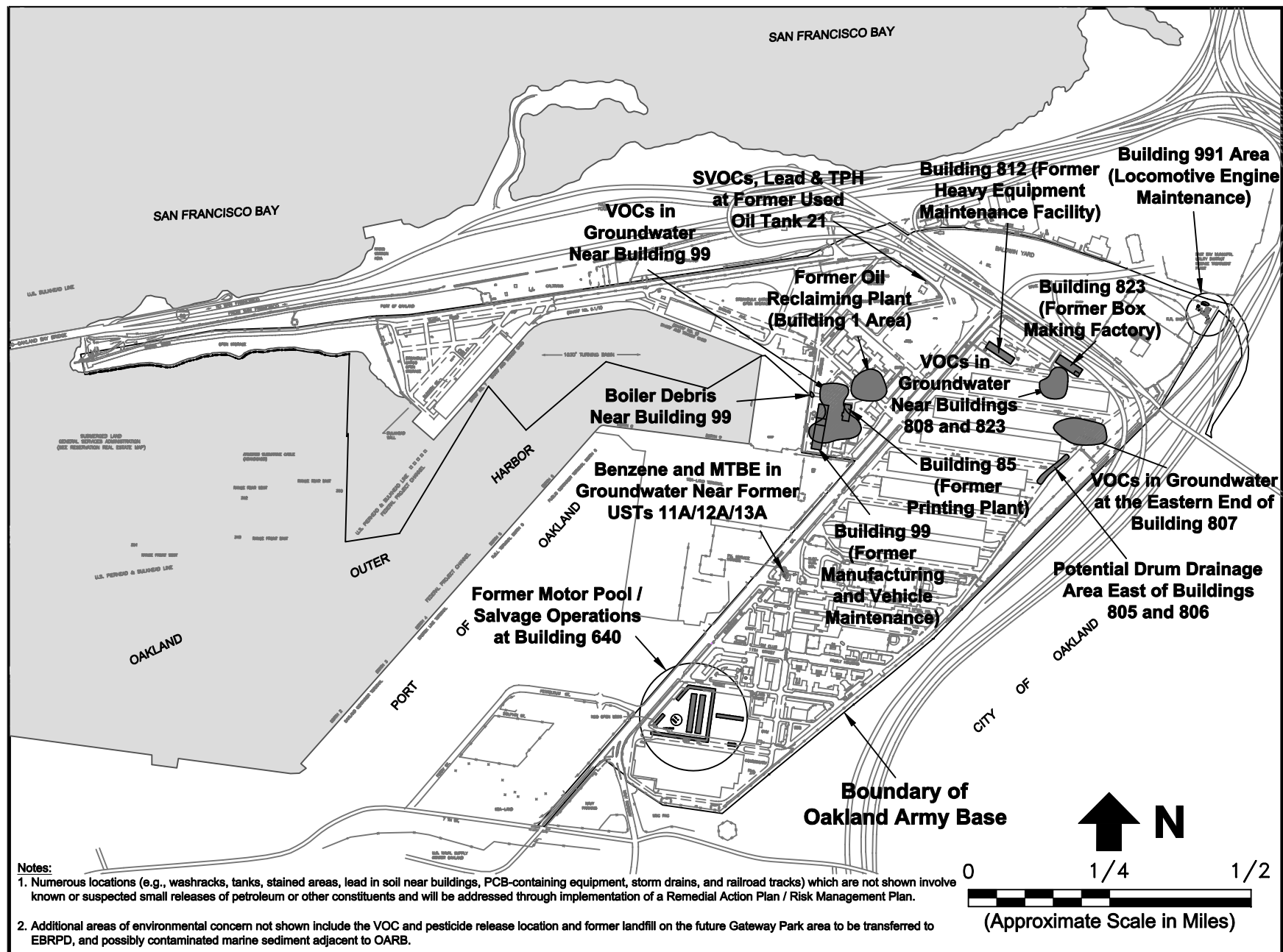
#### **4.7.3 Regional Setting**

The study area is located within a developed area that includes residential, recreational, and commercial/industrial areas. Hazardous materials are transported into the region by truck, rail, and ship, and are used by industrial and service businesses throughout the region. Contaminated property is found throughout the region. Contaminated property in the region has resulted from prior industrial activity and improper management of hazardous substances.

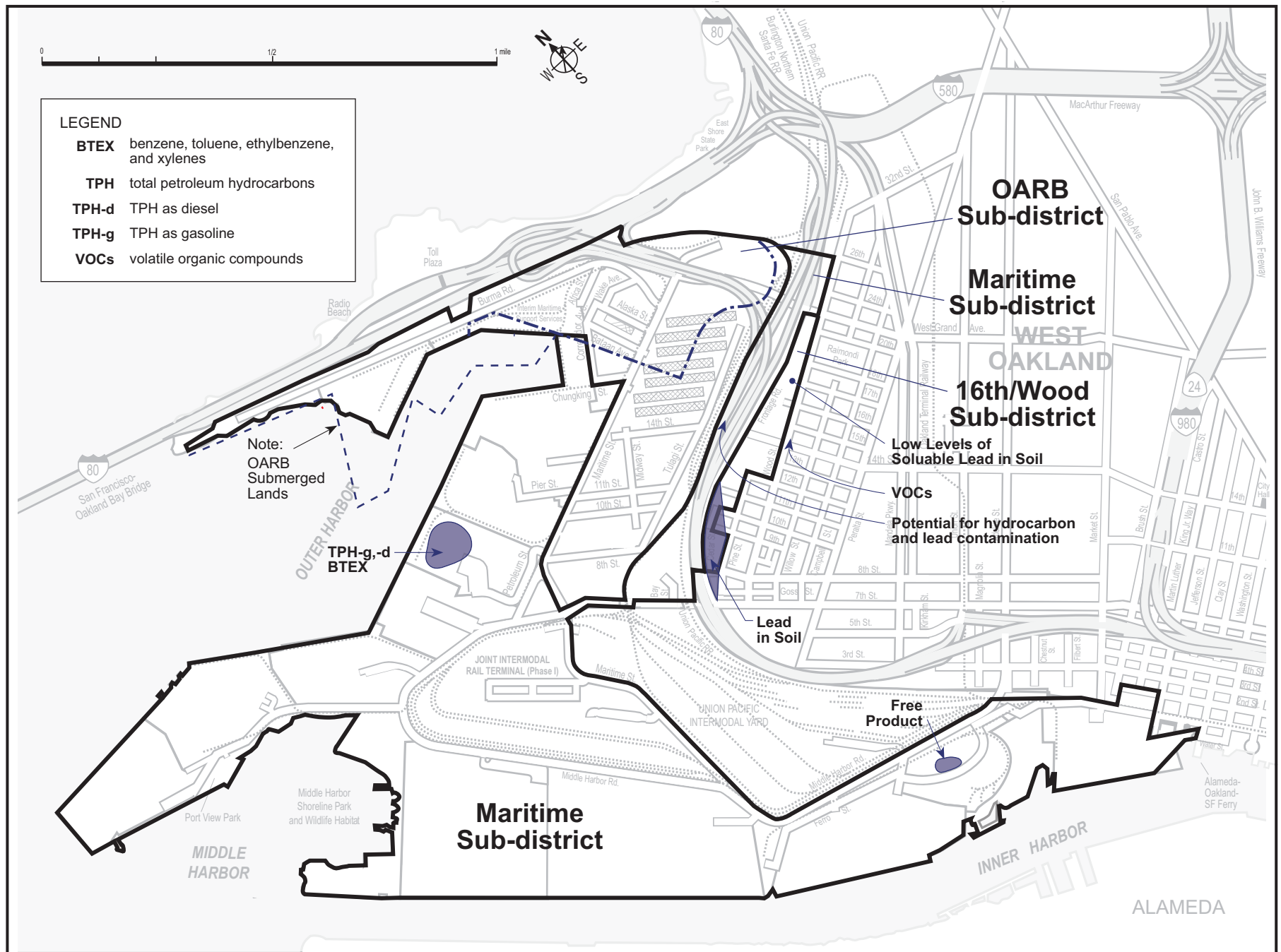
#### **4.7.4 Local Setting**

This section discusses each sub-district with respect to hazardous materials issues, hazardous waste issues, contaminated soil and groundwater issues and regulated building materials issues at the study area. Figures 4.7-1 illustrates the environmental conditions on the OARB sub-district, Figure 4.7-2 depicts the environmental conditions on the Maritime and 16<sup>th</sup>/Wood sub-districts.

Environmental conditions and the site history of the OARB sub-district have been identified in previous investigations and studies, as set forth in Appendix 4.7 and discussed relative to the OARB sub-district below. For the Maritime and 16<sup>th</sup>/Wood sub-districts, an environmental database search was performed by Environmental Data Resources, Inc. (EDR 2002). These



Source: Erler & Kalinowski, Inc.



OARB Redevelopment Plan EIR  
**Figure 4.7-2 Potential Soil and Groundwater Contamination,  
 Maritime and 16th/Wood Sub-Districts**

April 2002

types of database searches query a wide range of federal, state, and local databases to identify sites that pose potential hazardous materials, hazardous wastes, or contaminated soil and groundwater concerns. The mere presence of a site/property on one or more of these lists does not mean that an impact exists; the potential concern(s) posed by a site identified by the database search must be evaluated individually. For example, a site may be identified on an underground storage tank (UST) list, but may already have been remediated. These types of database searches focus on potential contamination concerns; hazardous materials storage and hazardous waste generation information is provided only because releases of hazardous materials/wastes can result in soil and/or groundwater contamination.

The database search for the Maritime and 16<sup>th</sup>/Wood sub-districts centered at the intersection of Maritime and 14<sup>th</sup> Streets and covered all of the 16<sup>th</sup>/Wood sub-district and most of the Maritime sub-district. Approximately 68 sites that had associated database records were identified. Of these, 44 were located within the Maritime or 16<sup>th</sup>/Wood sub-districts. An additional 223 “orphan” sites, listed in the databases but either missing information or having addresses that could not be located by EDR, were also identified. Of these, further research indicated that 37 are located within the Maritime or 16<sup>th</sup>/Wood sub-districts, numerous others were located well outside of the two sub-districts, nine were vessels, and 18 addresses could not be located during the additional research. Two of the 37 located within the study area were appropriately remediated. Specific sites are discussed relative to the Maritime and 16<sup>th</sup>/Wood sub-districts below.

#### **OARB Sub-District, Hazardous Materials**

Hazardous materials currently present at the OARB are most likely limited to those associated with the industrial and commercial activities occurring in the sub-district. These materials may include such items as paints, oils, solvents, automotive fluids, compressed gases, ammonia for refrigeration, and lead-acid batteries. These materials are typically present in small quantities, as required to support the tenant activities. The existing interim leases require tenants to comply with all applicable laws and regulations pertaining to hazardous materials management. The Oakland Fire Department (OFD) provides hazardous materials spill response services in Oakland. The OFD's primary hazardous materials response team is based in Station No. 3 on 14<sup>th</sup> Street.

#### **OARB Sub-District, Hazardous Wastes**

Hazardous wastes are generated from many common industrial and commercial activities. In addition, contaminated soil and/or groundwater could be classified as a hazardous waste once removed from the ground, if it meets any of the regulatory criteria for hazardous waste. Currently, due to the limited level of activity at the OARB, the amount of hazardous waste present is expected to be minimal. Hazardous wastes currently present at the OARB are likely to include waste oil, and other maintenance-related chemicals and wastes. In addition, due to the age of the OARB, asbestos-containing materials (ACM) and LBP may be present. ACM and



LBP issues are discussed in the section entitled “regulated building materials.” It is anticipated that some amount of volume of hazardous soil requiring off-site removal and/or on-site management will be regulated hazardous waste and must be managed as such.

#### **OARB Sub-District, Contaminated Soil and Groundwater**

In most instances, contamination of soil and groundwater at the OARB is limited because Army operations involved mostly warehousing and shipping of cargo overseas as opposed to manufacturing activities. Identified chemical impacts derive mostly from the use of petroleum products for activities that supported the OARB's primary military mission as a distribution center. Other support activities that may have resulted in chemical releases included maintaining and fueling railroad locomotive engines and trucks that transported cargo, draining fluids from vehicles for overseas shipment, and repairing and servicing vehicles, equipment, and base facilities (IT 2001a)<sup>2</sup>.

The most significant subsurface contamination found at the OARB is evidently due to operation of the oil reclaiming plant (ORP) that was active in the 1920s and 1930s. The ORP was demolished prior to Army occupancy. (IT 2000d.) The ORP was situated below and adjacent to the current Building No. 1 site. Oily residue from the ORP was deposited in an area near where Building 1 now stands. See further discussion below under RAP Site 1 for Building No. 1. Additionally, there appears to be a landfill area and VOC-impacted area on the Gateway Park site, which is to be transferred to the EBRPD as well as possible contaminated marine sediments near the sanitary sewer outfalls. Currently, these areas are not part of the OARB RAP/RMP, since the Army may retain liability.

The draft RAP/RMP prepared by the OBRA identifies known or possible chemical release areas (*i.e.*, hazardous substances, and petroleum hydrocarbons and related constituents). As noted above, the identified areas on the OARB are divided into RAP Sites and the RMP Implementation Area. Both RAP Sites and the RMP Implementation Area are discussed below. The RAP Site discussion examines the issues surrounding each of the seven RAP sites. The RMP Implementation Area discussion examines the use history, and nature and extent of contamination for each of the eight types or groups of RMP locations.

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<sup>2</sup> Contamination issues at the OARB discussed herein were identified primarily from the Basewide Environmental Baseline Survey for Oakland Army Base (EBS), by Foster Wheeler Environmental Corp., September 1996, the Preliminary Assessment/Site Inspection (PA/SI) by Kleinfelder, Inc., February 1998, remedial investigations, studies and activities undertaken by the Army, and various other investigations undertaken by other entities. See Appendix 4.7 for a summary of these documents. In those documents, the Army divided the OARB into 26 areas, which were referred to as BRAC parcels. The Army also organized the BRAC parcels by seven operable units (OUs) for purposes of consolidating investigative and remedial actions at the base. OU 6 was reserved for future use and no BRAC parcels were ever placed there. However, BRAC parcels and OUs have no current significance as the corresponding property boundaries or subdivisions were not surveyed or recorded. Therefore, contaminated sites at the OARB are referenced herein by the designations assigned on Army maps and facility records to the tank, structure, or building that was involved with a given release. In addition to the surveys, studies and reports listed above, the Army and EKI plan to perform a Phase II investigation.

**Remedial Action Plan Sites.** The following discussion identifies the seven OARB RAP sites, and describes conditions at each site.

**RAP Site 1: Former ORP/Building No. 1 Area.** The former ORP consisted of a building and several aboveground tanks. Review of historical aerial photographs taken in 1931 and 1939 show the ground to be stained around the building and tanks. IT (2001e) has postulated that dumping of oily residue from waste oil recovery operations caused the staining observed in the historical photographs. The oily residue was apparently covered by fill imported by the Army to construct Building No. 1 in 1941.

A portion of the oily residue is a pliable, acidic semi-solid that demonstrates some mobility in the subsurface. In 1994, the asphalt parking lot between Wings 1 and 2 of Building No. 1 buckled due to oily residue that flowed to the surface. The Army removed the material and repaired the parking lot. Four years later, in 1998, the Army excavated this same area in an effort to eliminate the oily residue. The oily residue could not be completely excavated because it extended under Wing 2 of Building No. 1.

In 2000, a video camera inspection of a sanitary sewer line that runs through the parking lot found oily residue had infiltrated the sewer line through joints in the pipe. Also in 2000, oily residue was observed to have migrated to the surface beneath the crawl space of Wing 1 of Building No. 1, approximately 120 feet to the southwest where the oily residue was first noted in the parking lot in 1994. The oily residue seemed to have exuded through a small gap between a wooden piling that supports the building and an edge of the concrete slab that exists below the building to discourage habitation by burrowing rodents and other vermin. The oily residue was removed. Army representatives have indicated that the oily residue has again been observed beneath the crawl space of Building No. 1 in March 2002. IT (2001e) described the physical appearance of oily residue found beneath the crawl space of Building No. 1 as the following:

*The substance had a black skin that was stiff and slightly resilient, appearing to be an oxidized layer over a softer interior. When the outer layer was penetrated, a clear watery liquid welled up in the hole and bubbled and squirted out if under sufficient pressure. The clear liquid reacted with the concrete slab, producing a faint hissing and bubbling. A test with pH paper indicated a very strong acid (pH near zero). Faint traces of sulfurous and nitrous gases were noted.*

Laboratory analysis (IT 2000d) of the oily residue has confirmed its acidic nature. Lead has been measured at a concentration as high as 11,800 mg/kg in the oily residue. The material also contains polycyclic aromatic hydrocarbons (PAHs), PCBs, polychlorinated dibenzodioxins (PCDDs), and polychlorinated dibenzofurans (PCDFs) at concentrations of concern. The oily residue does not appear to be contaminated with VOCs, although one sample of fill that overlies the oily residue contained 5.4 µg/kg of 1,2,3-trichloropropane (TCP).

IT (2001e) describes the oily residue that has migrated to the surface as a “tar-like substance” or “soft, pliable, non-viscous black solid.” However, the most common form of the oily residue observed in soil samples collected from borings and trenches is a material that is characterized as a “dark to light brown fluid with the consistency and look of motor oil.” The thickness of oily residue in the subsurface varies from less than 0.5 feet to at least 3 feet. The full depth of oily residue has not been determined at all locations. In the draft feasibility study that considered the former ORP/Building No. 1 area, IT (2001e) estimated the in-situ volume of oily residue to be approximately 6,000 cubic yards (cy) that exists primarily between 3.5 to 5.5 feet bgs. IT also estimated the in-situ volume of TCP-impacted fill overlying the oily residue to be roughly 2,000 cy distributed from ground surface to a depth of 3.5 feet bgs over an approximate 13,700 square foot (sf) area. The volume estimates by IT are uncertain and the actual quantities of oily residue and any TCP-impacted soil that must be addressed by remedial actions may be greater or less than estimates by IT.

**RAP Site 2: VOCs in Groundwater at the Eastern End of Building No. 807.** VOCs in the shallow water-bearing zone at the eastern end of Building No. 807 were discovered in 1992 during the drilling of foundation piers for a prefabricated building (Camp Dresser & McKee 1996). Detected VOCs in groundwater in this area consist primarily of vinyl chloride, cis-1,2-dichloroethene (cis-1,2-DCE), trans-1,2-dichloroethene (trans-1,2-DCE), trichloroethene (TCE), and 1,1,2,2-tetrachloroethane. The VOCs are believed to have been released as a result of the Army’s past practice of allowing drums of solvent, paint, or other chemicals that were damaged during shipping to drain along the railroad tracks in this area of the Knight Railyard. The Army’s Preliminary Assessment/Site Inspection (PA/SI) attributes the following statement to an environmental assessment of the OARB conducted by the United States Army Toxic and Hazardous Materials Agency (USATHMA) in 1988:

*In the past, damaged containers were placed adjacent to the tracks at the Knight Railyard. The containers were allowed to drain on the railroad ballast rock in this area, and any material which did not drain eventually was placed inside other containers for transport and disposal at authorized disposal sites. OARB changed this procedure after it was identified to management personnel as a potential problem. The installation then provided lined drums throughout the warehouses to receive any leaking or damaged containers.*

(Kleinfelder 1998.) The location where VOC-impacted groundwater was encountered at the eastern end of Building No. 807 is, however, approximately 200 feet northeast of the area identified by USATHMA in its 1988 assessment as the location where the Army reportedly drained damaged containers.

Maximum VOC concentrations detected in shallow groundwater at the eastern end of Building No. 807 are vinyl chloride at 442 µg/L, cis-1,2-DCE at 2,020 µg/L, trans-1,2-DCE at 300 µg/L, TCE at 363 µg/L, and 1,1,2,2-tetrachloroethane at 200 µg/L in water samples collected from monitoring well ICFMW202. Nine monitoring wells in the shallow water-bearing zone define the

lateral extent of VOC-impacted groundwater. Review of water level and analytical data for these wells indicates that VOCs are not migrating. The limited extent of VOC migration in groundwater may reflect the fact that the hydraulic gradient in the shallow water-bearing zone is essentially flat (IT 2000b). Investigations by the Army do not indicate that a significant chemical source remains in soil at this area.

**RAP Site 3: VOCs in Groundwater Near Buildings Nos. 808 and 823.** Vinyl chloride and lesser concentrations of other VOCs are present in shallow groundwater in an area north of Building No. 808 and south of Building No. 823. No significant soil contamination has been identified and the source of the VOCs is not known. Possible sources include Building No. 823, and storm drains and sanitary sewers that run through the area. Building No. 823, and storm drains and sanitary sewers are identified as potential chemical release sites and are discussed below as RMP Implementation Area Group 6 and 7, respectively.

Maximum VOC concentrations detected in shallow groundwater near Buildings Nos. 808 and 823 are vinyl chloride at 267 µg/L, cis-1,2 DCE at 13 µg/L, trans-1,2 DCE at 3.6 µg/L, TCE at 4.1 µg/L, and 1,1-dichloroethene ("1,1-DCE") at 2 µg/L. These VOCs in shallow groundwater are not migrating. Except for the southern edge of VOC-impacted groundwater in this area, the lateral extent of contamination in the shallow water-bearing zone has been delineated. OBRA will define the southern edge of VOC-impacted groundwater in this area as part of its planned Phase II investigation.

**RAP Site 4: VOCs in Groundwater Near Building No. 99.** An area of the shallow water-bearing zone near Building No. 99 is impacted with VOCs. The predominant VOCs detected in groundwater are vinyl chloride and cis-1,2-DCE. No significant soil contamination has been identified and the source of the VOCs is not known. Possible sources include Building No. 99 and storm drains and sanitary sewers, discussed below as RMP Implementation Area Group 6 and 7, respectively.

Vinyl chloride and cis-1,2-DCE have been detected at maximum concentrations of 29 µg/L and 41 µg/L, respectively. The impact of vinyl chloride to shallow groundwater in this area has been fully delineated. The lateral extent of cis-1,2-DCE has been defined except for a portion of the east edge of the area containing cis-1,2-DCE in groundwater. Further delineation of impacts to shallow groundwater near Building No. 99 will be part of the Phase II investigation.

**RAP Site 5: Benzene and MTBE in Groundwater near Former USTs 11A/12A/13A.** Building No. 828 was a former Army vehicle service station. Three 5,000-gallon gasoline USTs, designated USTs 11/12/13, were installed west of Building No. 828 in 1969. These tanks were replaced with three 6,000-gallon gasoline USTs, designated 11A/12A/13A, in 1990. The Army removed tanks 11A/12A/13A in 1999. Following the tank removals, significant concentrations of petroleum hydrocarbons, and benzene, toluene, ethylbenzene, and xylenes (BTEX) remain in soil and shallow groundwater near the location of the former tanks. Methyl tertiary butyl ether (MTBE), which is a fuel oxygenate, is also detected in the shallow water-bearing zone near

1 Building No. 828. Results from recent monitoring well sampling (IT 2002c) show MTBE  
2 concentrations as high as 10,000 µg/L have been detected in groundwater. Recent maximum  
3 concentrations of other fuel constituents include TPH measured as gasoline at 26,400 µg/L,  
4 benzene at 1,880 µg/L; toluene at 3,910 µg/L, and xylenes at 3,510 µg/L.

5 **RAP Site 6: Building No. 991 Area.** In 1942, the Army constructed Building No. 991 in the  
6 northeastern corner of the OARB. The building was used from 1942 to 1997 to repair, clean,  
7 and fuel locomotive engines (IT 1999). Extensive chemical use and handling has occurred at  
8 this area. As a result, petroleum hydrocarbons and lesser concentrations of other contaminants  
9 of concern have impacted soil and groundwater in the vicinity of Building No. 991, including  
10 wetlands outside of the redevelopment project area.

11 Within the locomotive engine maintenance shop is a lubrication pit and sump. The sump drained  
12 to a gravel-filled trench adjacent to the west wall of Building No. 991 and through an oil/water  
13 separator (IT 1999). According to the PA/SI, the oil/water separator discharged to an undersized  
14 septic tank that caused the associated leach field to clog. A sample of sediment collected from  
15 the inside of the drain line from the septic tank contained 7,300 mg/kg of petroleum  
16 hydrocarbons measured as motor oil, 190 µg/kg of PCBs, and various metals (IT 1999).

17 A 10,000-gallon AST located outside of Building No. 991 supplied diesel fuel to a dispenser  
18 inside the building. In May 1997, an estimated 780 gallons of diesel fuel spilled while a tanker  
19 truck was supplying the AST (IT 1999). Over 430 tons of impacted soil was excavated, but  
20 contaminated soil was not removed near a railroad trestle because of the potential for  
21 weakening its structural integrity.

22 Chemical releases may have occurred near Facility 992, which was formerly located west of  
23 Building No. 991. Waste oil and naphtha solvent were stored in this facility. IT (1999) reports  
24 that naphtha solvent was used to clean engine parts.

25 From 1984 to 1995, engines were reportedly washed with water and water-based detergent on  
26 the railroad tracks in front of Building No. 991. Until the late 1970s, engines had been washed  
27 on a concrete slab southeast of Building No. 991. A sump, connected to the slab, discharged  
28 wash water to the off-site wetlands situated between the railroad tracks. Besides cleaning  
29 engines, pesticide application equipment was occasionally rinsed on the slab (IT 2002b).

30 **RAP Site 7: Building No. 99.** Building No. 99 was constructed in 1918 and used by Union  
31 Construction Company for ship manufacturing until the mid 1930s (IT 2000d, 2000f). From the  
32 mid 1930s until the Army's acquisition of the property in 1941, Pacific Coast Engineering  
33 Company conducted metalworking operations in Building No. 99 that were related to production  
34 of structural iron and piping. During that time, the northern portion of the building contained a  
35 furnace, and blacksmith and machine shops. The middle portion of the building was used for  
36 plate rolling and the southern portion of the building contained a plate shop. Metal plates were  
37 marked, cut, shaped, and fastened inside the building (IT 2000d).

In 1941, the Army apparently converted Building No. 99 to a vehicle and electrical maintenance shop and installed a metal shop and paint room in the building (IT 2000d). A report by the Army Industrial Hygiene Laboratory, dated December 1944, indicates that Building No. 99 also contained a jitney repair shop; truck repair shop for welding and “metallizing” (i.e., spraying metal); and a shop where hot copper pipe was pickled in a 10 percent by weight sulphuric acid solution, and where metal brazing, silver soldering, and “lead burning” were carried out. According to this Army report, sand blasting was performed outside the building and dust produced by the operation was allowed to blow about without any attempt to control it. The exact location of the sand blasting area is unknown.

The Army has advanced four borings beneath Building No. 99 that are identified as ICF10S10, ICF10S11, ICF10S12, and ICF10S13. Soil samples collected from these borings were analyzed for VOCs, PAHs, TPH, and metals. Analytical results of these samples do not suggest significant releases have occurred from the building. Minor concentrations of VOCs, PAHs, and TPH were measured in soil samples collected from borings ICF10S10, ICF10S11, ICF10S12, and ICF10S13. No metals were detected in soil samples collected from the borings at concentrations greater than naturally occurring levels reported for common soil types in Oakland.

Groundwater in the Building No. 99 area has been extensively investigated, and VOC and petroleum hydrocarbon impacts to the shallow water-bearing zone are generally well characterized, as discussed above under RAP Site 4. Additional groundwater contamination attributable to Building No. 99 is not anticipated. Given the use history of this building, the OBRA and the Army will conduct sampling as part of Phase II investigations to confirm the findings of available data that show no significant chemical releases in soil are associated with Building No. 99.

Other known or potential chemical release sites near Building No. 99 include groundwater impacted by vinyl chloride and cis-1,2-DCE, discussed above under RAP Site 4, boiler debris, Building No. 85 and storm drains and sanitary sewers, discussed below as RMP Implementation Area Groups 6 and 7. USTs B, C, and Q; a paint shop and paint storage shed; and a vehicle washrack (i.e., Facility 98) with an associated oil/water separator were also formerly located by Building No. 99. These former sites are within the RMP Implementation Area, discussed below.

**Risk Management Plan Implementation Area.** The following discussion identifies the eight OARB implementation areas, and describes conditions for each.

***RMP Implementation Area Group 1: Washracks, Sumps, Oil/Water Separators, and Miscellaneous Sites.*** A total of 85 washracks, sumps, oil/water separators, and miscellaneous items, such as incinerators, chlorinators and Building No. 590, have been identified at 55 sites on the OARB. The lower number of actual sites is due to the fact that many of the structures are often connected to one another. For example, a washrack is often connected to a sump or oil/water separator. This Group is further divided into four subgroups: (1) sites requiring the

1 removal of an existing subsurface structure, such as petroleum pipelines, prior to  
2 redevelopment; (2) sites requiring additional characterization prior to redevelopment; (3) sites  
3 where residual, impacted soil will be removed when encountered during infrastructure  
4 installation or redevelopment; and (4) sites with no currently identified environmental issues but  
5 which will be inspected for undiscovered contamination in accordance with the soil management  
6 protocols in the RMP for the OARB. Petroleum hydrocarbons and metals in soil are the known  
7 or suspected contaminants of concern at most of these sites.

8 **RMP Implementation Area Group 2: Tanks.** A total of 77 USTs and ASTs have been  
9 identified at 44 sites on the OARB. Similar to washracks, sumps, oil/water separators, and  
10 miscellaneous items, the lower number of actual sites is due to the fact that certain tanks were  
11 clustered together. The tank sites are further divided into three subgroups: (1) tank sites that  
12 potentially require the removal of an existing tank prior to redevelopment; (2) former tank sites  
13 where residual, impacted soil will be excavated and disposed when encountered during  
14 infrastructure installation or redevelopment; and (3) former tank sites with no currently identified  
15 environmental issues but which will be inspected for undiscovered contamination in accordance  
16 with the soil management protocols in the RMP for the OARB.

17 Petroleum fuels and related constituents in soil are the known or suspected contaminants of  
18 concern at the majority of these sites. Most former tank sites have been closed by RWQCB. The  
19 natural attenuation of petroleum hydrocarbons in shallow groundwater is being monitored at 7  
20 sites under RWQCB supervision. On behalf of the OBRA, Innovative Technical Solutions, Inc.  
21 (ITSI) evaluated the potential quantities of contaminated soil that may still remain at the former  
22 tank sites. ITSI (2001) estimates that the total volume of petroleum hydrocarbon-containing soil  
23 at all tank sites may be on the order of 4,000 cy. These petroleum residuals will be addressed  
24 by the soil management protocols in the RMP.

25 **RMP Implementation Area Group 3: Historical Spills and Stains.** Review of Army  
26 documents and historical aerial photographs indicate that numerous spills and stains have been  
27 observed over the years at the OARB. Possible chemical releases range from stained pavement  
28 caused by minor leakage from parked vehicles to spills of hazardous substances. Historical  
29 spills and stains are considered to be a basewide RMP issue. Soil excavated during new  
30 construction will be inspected for contamination. Protocols for inspecting and managing  
31 contaminated soil during and after redevelopment are specified in the RMP.

32 **RMP Implementation Area Group 4: Lead in Soil Around Buildings.** Federal statute defines  
33 paint to be lead-based if it contains lead at concentrations greater than 1.0 mg/cm<sup>2</sup> or 5,000  
34 mg/kg. However, paint manufactured before 1978 may still contain significant amounts of lead  
35 even if does not meet the federal definition of LBP (United States Department of Housing and  
36 Urban Development 1995). The EBS identified the buildings that may contain LBP based upon  
37 the age of construction. ACE (1999) conducted a LBP investigation of buildings at the OARB.  
38 Other structures likely contain LBP given their age of construction listed in the EBS but were not

1 included in the LBP investigation by ACE (EBS 1996). Requirements for managing shallow soil  
2 containing LBP or potentially containing LBP at the OARB will be incorporated in the RMP.

3 **RMP Implementation Area Group 5: Former PCB-Containing Equipment Sites.** The PA/SI  
4 and EarthTech utility survey include inventories of PCB-containing equipment at the OARB.  
5 These inventories list approximately 100 pieces of electrical equipment that may be  
6 contaminated with PCBs. Requirements for managing PCB-containing equipment at the OARB  
7 will be incorporated in the RMP.

8 **RMP Implementation Area Group 6: Former Industrial and Chemical Handling Sites.**  
9 Seven locations have been identified at the OARB where former industrial activities or chemical  
10 handling took place, for which little or no subsurface environmental data are currently available.  
11 Although no significant contamination is known to exist at these locations, historical operations  
12 suggest the potential for chemical releases. Further investigation will be performed to  
13 characterize environmental conditions at the below sites. The intent of such further investigation  
14 is to confirm that these sites have little or no environmental impairment, and can be  
15 appropriately addressed through implementation of the RMP. A location will be reclassified as a  
16 higher priority RAP Site if investigative findings indicate a chemical release has occurred that  
17 may serve as an ongoing source of contamination or has affected groundwater. Data pertaining  
18 to many of the below locations will be obtained as part of the Phase II investigations to be  
19 performed by the OBRA and the Army.

20 **Boiler Debris Near Building No. 99.** The Army encountered debris while removing buried  
21 waste oil piping in Corregidor Street west of Building No. 99. The debris consisted of ACM and  
22 lesser amounts of charred wood, possible slag, burned coke material, and refractory brick,  
23 which the Army believes originated from a boiler (IT 2002a). Approximately 15 tons of soil mixed  
24 with the so-called "boiler debris" was excavated by the Army during removal of the waste oil  
25 piping and disposed as a non-RCRA hazardous waste. The lateral extent of debris in soil near  
26 Building No. 99 has not been delineated (IT 2002a) and no chemical analyses of the debris  
27 remaining in soil have been done to confirm that the debris does not contain contaminants of  
28 concern that pose a risk to human health and the environment. Thus, this area has been  
29 identified for early investigation.

30 **Building No. 85.** A 1943 map of the OARB designates Building No. 85 as the area engineer's  
31 office. The building appears to have been used chiefly to carry out administrative functions.  
32 However, review of floor plans, dated 25 April 1960, show Building No. 85 was equipped with a  
33 photograph-processing laboratory. IT (2000d) states that Building No. 85 was also historically  
34 used as a printing plant, but no basis for this statement was provided. IT may be referring to the  
35 photograph-processing laboratory when it concludes that the building was a printing plant. The  
36 OBRA and Army will investigate soil and groundwater conditions at Building No. 85 during the  
37 planned Phase II investigations to confirm that no significant releases associated with printing  
38 inks or solvents have occurred.



**Building No. 812.** The Army constructed Building No. 812 in 1944. The Army describes the use of this building as an “ordnance” maintenance shop until 1950, which included a welding booth, machine shop, and two repair and grease areas. The term “ordnance,” as applied by the Army to the OARB and certain other embarkation installations in the San Francisco Bay Area, did not mean ammunition or explosives, but instead referred to vehicles and other mechanized equipment shipped from the installations (Hamilton and Bolce 1946). The notion that the term “ordnance” pertains to vehicles is consistent with the use history of Building No. 812.

Review of Army historical equipment records reveals the building contained various metal working equipment, including drill presses, metal cutting machinery, lathes, a milling machine, and a shaper. By 1969, Building No. 812 had been transformed to include a tune-up and lube area, tire shop, battery shop, parts room, office machine repair shop, sheet metal shop, mechanical and welding maintenance shop, and a large centralized crane area through the center of the building. Metal cold cleaning apparently occurred within Building No. 812 (IT 2000d). Drums containing new and used petroleum products were stored outside on pallets with no secondary containment (Kleinfelder 1998b). Used oil tank 8A was formerly located at the southwest corner of Building No. 812.

No significant contamination has been identified near Building No. 812 based upon the results of soil gas sampling conducted during the PA/SI, and soil and groundwater testing related to the removal of used oil tank 8A. Soil gas samples contained low concentrations of VOCs. Soil from the excavation pit of used oil tank 8A contained a maximum petroleum hydrocarbon concentration of 250 mg/kg. Residual petroleum hydrocarbons of 450,000 µg/L were measured in water present in the pit at the time of excavation, but no petroleum hydrocarbons or related constituents were detected in groundwater samples collected from borings placed in the shallow water-bearing zone outside of the boundaries of the pit.

Despite the fact that no residual sources of contamination to soil or groundwater at Building No. 812 have been found, the site is identified for investigation because of its industrial use history.

**Building No. 823.** Building No. 823 first appears on a 1943 map of the OARB. Army historical documents show that Building No. 823 contained a paint room and paint booth in the southeast corner of the building, a finishing room, and a carpenter shop. A report by the Army Industrial Hygiene Laboratory, dated December 1944, indicates Army personnel stripped paint with chemicals that included chlorinated solvents. IT (2000d) states that Building No. 823 was also used as a heavy equipment maintenance facility, but the locations and types of equipment and chemicals that were involved with this operation are unknown. Identified chemical release sites near Building No. 823 include former UST A and the VOC-impacted groundwater near Building Nos. 808 and 823, discussed above under RAP Site 3.

Besides petroleum hydrocarbons and related constituents associated with UST A, no residual chemical sources in soil have been identified at Building No. 823. Although the available data do not suggest that significant chemical releases have occurred at the building, the OBRA and the

1 Army will conduct additional testing as part of the planned Phase II investigations to confirm this  
2 finding given the use history of the building.

3 **Potential Drum Drainage Area East of Building Nos. 805 and 806.** USATHMA (1988)  
4 identified the area adjacent to the Knight Railyard that is east of Building Nos. 805 and 806 as  
5 the specific location where Army personnel reportedly allowed damaged drums of chemicals to  
6 drain onto railroad track ballast in the past. To date, no testing has focused on determining if the  
7 potential drum drainage area east of Building Nos. 805 and 806 has been impacted by chemical  
8 releases. The OBRA and the Army intend to test this area as part of the Phase II investigations.

9 **Former Motor Pool and Salvage Operations at Building No. 640.** World War II era maps of  
10 the OARB show a motor pool and salvage area existed in the area where Building No. 640  
11 currently stands. The motor pool and salvage area included a gasoline station, a motor repair  
12 shop, several grease racks and washracks, vehicle storage sheds, and several salvage  
13 warehouses. Review of Army historical records indicate these facilities were demolished and  
14 Building No. 640 was constructed by 1945. No soil or groundwater samples have been collected  
15 near or within the former motor pool and salvage area. This site will be as part of the planned  
16 Phase II investigations by OBRA and the Army.

17 **Benzidine at Former Used Oil Tank 21.** Former used oil tank 21 was part of Facility 16, which  
18 was constructed in 1986 for preparing privately owned vehicles for overseas transport (IT  
19 2000d). Facility 16 also included a washrack and an oil/water separator. Used oil tank 21 was a  
20 UST situated partially beneath the washrack that stored oil drained from vehicles before  
21 transport. Used oil tank 21, washrack, and oil/water separator were removed in December 1997.  
22 Contaminated soil beneath the UST contained petroleum hydrocarbons, lead, and PAHs, which  
23 are contaminants of concern typically associated with used oil releases. Excavation of  
24 contaminated soil discovered in the area was completed by March 1997 (Remedial  
25 Constructors, Inc. 1997).

26 Benzidine was reportedly measured at 48,000 µg/kg prior to excavating contaminated soil.  
27 Benzidine is not typically found in used oil and its detection at this former tank site is unique at  
28 the OARB. The United States Department of Health and Human Services, Agency for Toxic  
29 Substances and Disease Registry (ATSDR); (1995) states that benzidine was used primarily to  
30 produce dyes for cloth, paper, and leather. Benzidine has not been manufactured for sale in the  
31 United States since the mid 1970s. Major dye companies in this country no longer make dyes  
32 that have benzidine as an ingredient given concerns about the potential carcinogenic effects of  
33 the chemical.

34 Testing by the Army after completing excavation activities at former used oil tank 21 did not  
35 detect benzidine in soil or groundwater, but analytical method reporting limits of collected  
36 samples were higher than concentrations at which benzidine is considered to be a potential  
37 human health risk. Thus, the former used oil tank 21 area is identified for early investigation and

possible further remediation because available data are insufficient to conclude that benzidine is not still present in soil and groundwater at concentrations of concern.

**RMP Implementation Area Group 7: Storm Drains and Sanitary Sewers.** ICF Kaiser Engineers, Inc. (1999) reports that the storm drain system at the OARB consists of 107,484 linear feet (lf) of pipe. The storm drains convey water to San Francisco Bay through 13 outfalls. Most water discharged from the outfalls appears to originate from the OARB with one notable exception. Outfall 8b receives large flows from the City of Oakland through a 36-inch diameter storm drain that enters the base from West Grand Street and through a 42-inch diameter storm drain from the nearby EBMUD wastewater treatment plant (EarthTech 2000).

The sanitary sewer system consists of approximately 25,000 lf of pipe (ICF Kaiser Engineers, Inc. 1999). Four pump or lift stations located throughout the base convey sewage to the EBMUD wastewater treatment plant. The flat topography of the OARB prevents sewage from flowing by gravity to the EBMUD plant (EarthTech 2000.)

Several studies (EarthTech 2000; ICF Kaiser Engineers, Inc. 1999; Radian 1997a, 1997b) indicate that both the storm drain and sanitary sewer systems are in poor condition. Video camera inspections have been performed of portions of the storm drain and sanitary sewer systems that lie north of 14<sup>th</sup> Street. These prior inspections reveal that approximately 45 percent of the storm drain pipe and 60 percent of the sanitary sewer pipe that have been examined have defects. Defects are defined as pipe with sags; plant root intrusion; sections that have cracked, developed holes, or collapsed; or joints that have separated or become misaligned. Moreover, EarthTech (2000) notes that the exceptionally flat grades of the storm drain and sanitary sewer systems allow sediments to accumulate and block the insides of pipes.

Sediment that builds up in the catch basins or inlets to the storm drains is periodically removed (ICF Kaiser Engineers, Inc. 1999). Testing of this sediment reveals that it often contains petroleum hydrocarbons, lead, and other metals that are reflective of road grime, which likely washes into the catch basins. PCBs and pesticides have occasionally been detected in the sediment. Contaminated sediment from the OARB has likely been discharged to San Francisco Bay in the past. It is unknown if such discharge is ongoing because improvements in storm water management practices (e.g., periodic removal of sediments from catch basins, better chemical handling, and reductions in the frequencies of chemical spills) have likely decreased the contaminant quantities that are transported through the storm drains.

The past presence of contaminants in storm drains and sanitary sewer systems combined with breaches in the pipes of these systems may have allowed contaminants of concern to leak into soil and groundwater that surround the pipes. However, based on its investigative findings, ICF Kaiser Engineers, Inc. (1999) concluded that only localized contamination in soil and groundwater exists near storm drains and sanitary sewers.

EarthTech evaluated the storm drain and sanitary sewer systems to determine their compatibility with planned redevelopment of the OARB. EarthTech (2000) finds that both

1 systems will have to be almost completely replaced because they are in poor condition and  
2 undersized. Chapter 3: Description, states that the storm drain and sanitary sewer systems of  
3 the OARB will be repaired and/or replaced. Therefore, it is anticipated that the localized soil and  
4 groundwater contamination associated with existing storm drains and sanitary sewers, as  
5 described in Army reports, can be adequately addressed as part of infrastructure replacement in  
6 accordance with the RMP.

7 However, further investigation is appropriate to determine if significant quantities of  
8 contaminated sediment are still being discharged through outfalls to San Francisco Bay. In its  
9 guidance for managing contaminated sediment risks, U.S. EPA (2002) states that continuing  
10 sources of significant sediment contamination should be controlled as early as possible. The  
11 existing storm drains and sanitary sewers are identified as a basewide issue for investigation so  
12 the need, if any, for interim remedial actions can be assessed. Environmental conditions  
13 associated with marine sediments situated next to base outfalls will be addressed separately  
14 and will not be considered in the RAP/RMP.

15 **RMP Implementation Area Group 8: Railroad Tracks.** Approximately 26 miles of railroad  
16 track remain at the OARB. In addition, former railroad track ballast is covered with imported  
17 gravel in the former Baldwin Railyard. According to U.S. EPA (2001a 1997a), typical  
18 contamination in old railyards such as those that exist at the base include:

- 19 • Petroleum hydrocarbons from spillage during fueling operation and repetitive minor leakage  
20 from engines and rail cars.
- 21 • PCBs from the hydraulic systems of locomotive engines and electrical equipment.
- 22 • Metal dust from brake shoes and other friction sources.

23 In addition, surface soil may become contaminated with creosote, pentachlorophenol (PCP) or  
24 chromated copper arsenate (CCA) that originate from preservatives that are often applied to  
25 railroad ties (Felton and DeGroot 1996; U.S. EPA 1993). Herbicides sprayed near tracks for  
26 weed control are also of potential concern.

27 No surface or shallow soil samples have been analyzed to assess the potential contamination  
28 near railroad tracks at the OARB (*i.e.*, within the sub-ballast or interface between ballast and  
29 underlying fill). Given the large total mileage of track present at the base, early sampling is  
30 warranted to determine if contaminants of concern in surface soil are widespread along the  
31 tracks. The OBRA intends to conduct such preliminary sampling during its planned Phase II  
32 investigation.

### 33 **OARB Sub-District, Regulated Building Materials**

34 Regulated building materials present at the OARB include LBP, Asbestos, PBCs and  
35 ASTs/USTs. With respect to LPB, some buildings at the OARB have tested positive for LBP and  
36 others are assumed to have LBP due to their age. (EBS 1996; ACE 1999.) Additionally, shallow

soils around these buildings may be impacted by lead. See discussion above under RMP Sites Group 4, for further information. With respect to asbestos, prior surveys indicate that asbestos and asbestos-containing materials (ACM) exist within buildings, structures and utilities at the OARB. (EBS 1996; ACE 1999.) As for PBCs, this chemical may be present in older transformers, capacitors, and light ballasts. PCB transformers, PCB-contaminated transformers, and other oil-filled equipment are considered to be a hazardous waste once taken out of service. See discussion above regarding RMP Implementation Area Group 5. Finally, with respect to ASTs and USTs, such tanks are known to be present at the OARB. Many have already been closed and/or removed. However, some ASTs and USTs remain, and there may be some residual soil contamination that remains. See discussion above regarding RMP Implementation Area Group 2.

### **Maritime Sub-District, Hazardous Materials**

Hazardous materials in the maritime sub-district are also associated with the commercial and industrial activities occurring there. In addition to the common maintenance and fabrication activities that use relatively small quantities of hazardous materials, hazardous materials may also be brought in as cargoes by ship, truck, or rail. Because the hazardous materials cargoes are only transiting the maritime sub-district, there are no specific records regarding the types and quantities of hazardous materials that may be present in the area at any given time. As noted earlier, hazardous materials transportation is extensively regulated under federal law.

The environmental database search (EDR 2002) indicated that there is one RCRA generator in the Maritime sub-district. In addition, the EDR report identified four active USTs, which are likely to contain petroleum products or other hazardous materials. As discussed earlier, the database search only covered a portion of the Maritime sub-district; however, the findings are likely to be representative of the types of concerns identified in the sub-district. RCRA large quantity generators generate more than 1000 kilograms/month (kg/month) of hazardous wastes; small quantity generators generate 100 to 1000 kg/month. RCRA generators typically also store hazardous materials (*i.e.*, the materials used in the processes that ultimately generate hazardous wastes). An additional three active UST and three RCRA small quantity generator sites were shown on the “orphan” sites list for the Maritime sub-district.

### **Maritime Sub-District, Hazardous Waste**

The types of hazardous waste present at the maritime sub-district are expected to be similar to those encountered at the OARB sub-district. They are likely to include waste oil, other waste automotive fluids, and other maintenance-related chemicals and wastes. The Schnitzer Steel automotive recycling facility in the maritime sub-district likely generates somewhat larger volumes of hazardous wastes, possibly including asbestos wastes resulting from old brake pads, as a result of its vehicle dismantling operations. In addition, due to the age of many of the structures in the maritime sub-district, ACM and LBP may be present. ACM and LBP issues are also discussed in the section entitled “regulated building materials.”

As noted above, the EDR report indicated that there is one RCRA generator in the Maritime sub-district (as well as three “orphan” sites), as well as four active USTs (as well as three “orphan” sites). Some of these USTs may contain hazardous wastes. There are also seven sites on the HazNet database, indicating that hazardous wastes have been generated at these seven locations. An additional 20 “orphan” sites in the Maritime sub-district were listed on the HazNet (18) and/or RCRIS small generator (3) databases, indicating that they generate or dispose of hazardous wastes. One site was on both the HazNet and RCRIS lists, thus generating 21 listings for 20 sites.

### **Maritime Sub-District, Contaminated Soil and Groundwater**

The EDR report identified numerous potential contaminated soil and groundwater concerns in the Maritime sub-district, as would be expected in an area that is currently and has historically been an industrial area. These potential concerns include 10 leaking/historical USTs, five documented spills or accidental releases, and two other sites with contamination. There are 14 sites on the Cortese List in the portion of the Maritime sub-district covered by the database search (these include one site on the CHMIRS database, three sites on the LUST/historical tanks database, three on the active UST list, three on the HazNet database, and one on other contamination databases). An additional 26 “orphan” sites in the Maritime sub-district were listed on the one of the leaking underground storage tank (LUST), Cortese, SLIC, historical tank, and/or CHMIRS databases, indicating that they either had or may have had releases. Three of these sites had multiple database listings. Some specific sites are discussed below.

**Berth 24.** The former Mobil Oil site located at Berth 24 is under an RWQCB order for investigation and remediation of contaminated soil and groundwater (RWQCB Order 99-063). Elevated levels of petroleum-related compounds were detected in groundwater in this area (ICF Kaiser 1997; RWQCB 1999). Free product has also been found at the site. Detected constituents include BTEX as well as TPH measured as gasoline (TPH-g) and diesel (TPH-d). Elevated levels of TPH-g and BTEX are present on most of Berth 24; elevated levels of TPH-d are confined to a smaller area in the eastern portion of the berth. High levels of methane, resulting from anaerobic biodegradation of the TPH and BTEX compounds, are present in the surficial soils. Investigation of the plume suggests that it is largely limited to Berth 24, although the southern edge of Berth 23 may also be impacted.

**Port of Oakland Outer Harbor Area USTs.** USTs have been removed from at least six locations in the Port of Oakland Outer Harbor area (Port of Oakland 2001a). Localized groundwater contamination associated with some of these USTs was identified. Typical constituents in groundwater included TPH-g, TPH-d, and BTEX compounds. Where contamination was identified, concentrations were generally relatively low, and confined to the immediate vicinity of the tank.

**Former Fleet and Industrial Supply Center, Oakland.** Extensive groundwater investigations have been conducted at FISCO. The potential concerns associated with groundwater were

divided into CERCLA-type releases and UST-related releases. A Remedial Action Plan (RAP), specifying the required remaining remedial activities for the CERCLA-type releases, has been completed. The only requirement in the RAP is that a deed restriction be placed on a small portion of the property, prohibiting use of shallow groundwater as a source of drinking water (this deed restriction is consistent with the de-designation of the Oakland Shoreline zone as a source of drinking water as proposed by the SFRWQCB). Less than five percent of the property is covered by the deed restriction.

In addition to the CERCLA-type releases, 10 UST sites at FISCO have not been closed. Additional groundwater characterization has recently been completed, and a closure report for these 10 sites is currently being prepared by the Port of Oakland (Port of Oakland 2001b).

**Former Union Pacific Roundhouse Property.** Several investigations have been performed at this site (Kleinfelder 1999). A free product plume is present on the groundwater in the north-central portion of the former UP Roundhouse property. The estimated location of the free product corresponds to the location of a large former above-ground fuel storage tank. Investigation at the site has shown the presence of TPH-d in soil and groundwater, localized elevated concentrations of lead and antimony in soil, and very low levels of select aromatics and PAHs in groundwater (Kleinfelder 1999, 2000). Finally, a soil gas investigation showed high levels of methane in soil gas in the area of the free product plume (Kleinfelder 1999).

**Schnitzer Steel.** Schnitzer Steel is currently operating under an RWQCB cleanup and abatement order that prohibits removing a concrete cap at the site (Corps and Port of Oakland 1998). In accordance with RWQCB requirements, the facility has installed a cut-off wall to prevent migration of contaminated groundwater to the Bay.

**Union Pacific (former Southern Pacific) Desert Railyard.** The former SPRR (now UP) Desert railyard located between the I880 and the OARB (the Desert Yard) is included in the study area. It is the proposed site of the Central Station. No information is available on the Desert railyard.

### **Maritime Sub-District, Regulated Building Materials**

Due to the ages of the buildings in the maritime sub-district, many are likely to contain ACM and LBP. In addition, oil-filled electrical equipment may contain PCBs. All ACM and LBP associated with the former buildings at the former FISCO facility were abated prior to demolition of the buildings. In addition, any PCB/PCB-containing equipment at the former FISCO facility was removed prior to transfer.

### **16<sup>th</sup>/Wood Sub-District, Hazardous Materials**

The environmental database search (EDR 2002) indicated that there are no RCRA generators or active USTs in the 16<sup>th</sup>/Wood sub-district. No active UST and or RCRA small quantity generator sites were shown on the "orphan" sites list for the 16<sup>th</sup>/Wood sub-district.

1 Nevertheless, hazardous materials may exist in the 16<sup>th</sup>/Wood sub-district, and they would be  
2 associated with the commercial and industrial activities occurring there. In addition to the  
3 common maintenance and fabrication activities that use relatively small quantities of hazardous  
4 materials, hazardous materials may also be brought in as cargoes by truck or rail (i.e., be  
5 brought into and temporarily stored at the Desert Yard). Because these hazardous materials  
6 cargoes are only transiting the sub-district, there are no specific records regarding the types and  
7 quantities of hazardous materials that may be present in the area at any given time.

#### 8 **16<sup>th</sup>/Wood Sub-District, Hazardous Waste**

9 As noted above, the EDR report indicated that there are neither RCRA generators nor active  
10 USTs in the 16<sup>th</sup>/Wood sub-district. There are also no sites on the HazNet database in this sub-  
11 district. No “orphan” sites in the 16<sup>th</sup>/Wood sub-district were listed on the HazNet or RCRIS  
12 databases. Nevertheless, the types of hazardous waste present at the 16<sup>th</sup>/Wood sub-district  
13 are expected to be similar to those encountered at the OARB and Maritime sub-districts. They  
14 are likely to include waste oil, other waste automotive fluids, and other maintenance-related  
15 chemicals and wastes. In addition, due to the age of many of the structures in the 16<sup>th</sup>/Wood  
16 sub-district, ACM and LBP may be present.

#### 17 **16<sup>th</sup>/Wood Sub-District, Contaminated Soil and Groundwater**

18 The EDR report identified numerous potential contaminated soil and groundwater concerns in  
19 the 16<sup>th</sup>/Wood sub-district, as would be expected in an area that is currently and has historically  
20 been an industrial area. These potential concerns include one leaking UST, one documented  
21 spill or accidental releases, and six other sites with contamination. There are four sites on the  
22 Cortese List in the portion of the 16<sup>th</sup>/Wood sub-district covered by the database (including two  
23 sites from other contamination databases). One additional “orphan” site in the 16<sup>th</sup>/Wood sub-  
24 district was listed as being on the CHMIRS (spill) database, indicating that it had or may have  
25 had a release.

26 A large number of sites that pose a potential concern are located in the vicinity of the 16<sup>th</sup>/Wood  
27 sub-district. These sites could result in contamination at the 16<sup>th</sup>/Wood sub-district if  
28 contaminant migration occurs. For example, approximately 10 sites identified by the EDR report  
29 are located within one to two blocks of the eastern boundary of the 16<sup>th</sup>/Wood sub-district.

30 **Former Amtrak Station/14<sup>th</sup> and Wood Street Area.** A remedial site evaluation (RSE) was  
31 completed for this property in October 2000 (WEST 2000). The RSE incorporated information  
32 from four prior investigations. The area covered by the RSE has had a wide range of historical  
33 uses, including a foundry; a train station with associated rail facilities (including maintenance  
34 facilities); automobile repair, painting, and dismantling; warehousing and trucking; and other  
35 commercial and industrial uses. Several USTs, and a former oil sump are known to have been  
36 located on the property.



The RSE showed that the following classes of constituents had been detected at the property: TPH-diesel, BTEX, slightly elevated levels of lead, soluble lead above hazardous waste thresholds, and certain chlorinated organic compounds in soil and/or groundwater. Based on a review of the site data, the RWQCB concluded that, with few exceptions, residual site chemical concentrations are below the relevant RBSLs for commercial/industrial uses. The exceptions are a residue found in a floor drain, certain areas on the property with elevated levels of TPH, the soluble lead, and the chlorinated organic compounds found in soil and groundwater. The TPH and soluble lead would be managed during site development. The floor drain residue would also be removed during site development. The chlorinated hydrocarbons are apparently limited in extent. The RWQCB believes that the chlorinated compounds found may not have originated on-site, and will ask the City of Oakland to conduct an investigation of the source and extent. The RWQCB will also require a soil management plan to address the management of known contaminants during construction.

**Former Phoenix Ironworks Property.** Several subsurface investigations have been completed at the former Phoenix Ironworks Property (Riedel 1995; IT 2000). These investigations show that elevated levels of lead, including soluble lead, are present in the soil at the site. Elevated levels of lead were generally detected in the soil immediately below the concrete slab. In addition, a dark-stained sand high in heavy petroleum hydrocarbons has been found in certain borings immediately below the concrete slab (IT 2000). Soluble lead levels detected in certain areas are sufficiently high that excavated soil would be classified as a federal and California hazardous waste. Elevated levels of certain metals have also been detected in groundwater, primarily along the eastern and southern perimeter of the property (IT 2000). Very low levels of cVOCs have been detected in soil and groundwater.

#### **16<sup>th</sup>/Wood Sub-District, Regulated Building Materials**

Due to the ages of the buildings in the 16<sup>th</sup>/Wood sub-district, many are likely to contain ACM and LBP. In addition, oil-filled electrical equipment may contain PCBs.

#### **4.7.5 Impact Analysis Methodology**

The impact assessment methodology used focused on the potential health effects and environmental impacts from the release of hazardous materials or wastes during demolition/construction or operation of proposed redevelopment activities. Impacts were evaluated consistent with the level of information available regarding such activities. The evaluation analyzes potential exposure to workers based on construction procedures in areas where hazardous materials or wastes are known or expected to exist.

Impacts of operation associated with redevelopment, including exposure to existing hazardous materials on site as well as hazardous materials which may be used on site in the future, is consistent with available information, including the Redevelopment Plan and the Reuse Plan. Complete assessment of potential health risks associated with future site uses requires precise

1 information on the type of use for each specific area. Relatively small changes in the project  
2 description (e.g., relocating a building 200 feet, or locating a sensitive use such as a daycare  
3 center to a different building) could result in substantial changes in future risk estimates. Future  
4 use information has not been precisely developed, and information on potential health risks  
5 resulting from redevelopment is based on existing documents that assess general proposed  
6 construction practices and development of the project area. No new health risk assessments  
7 were performed, and it is assumed that data in the existing assessments is accurate.

8 Although specific contaminants and concentrations may vary across the redevelopment project  
9 area, the types of impacts expected, and therefore, the general response actions and  
10 approaches to mitigation would be consistent throughout the redevelopment project area. The  
11 impacts are based on an evaluation of the potential exposures and associated risks to human  
12 health and the environment during demolition of existing buildings, structures and other  
13 improvements, and removal of existing utilities, rail infrastructure, and other land improvements.  
14 Impacts associated with installation of utilities and other public improvements, including rail  
15 improvements, construction of new facilities, and renovation of existing facilities that contain  
16 hazardous materials, are also evaluated. There is no method to estimate precisely the types of  
17 hazardous materials that would be used on site after completion of the development, but such  
18 uses would be regulated by current laws and regulations.

### 19 **Significance Criteria**

20 Remediation and redevelopment would have a significant impact on the environment if it would:

- 21 • Create a substantial hazard to the public or the environment through the routine transport,  
22 use, or disposal of hazardous materials;
- 23 • Create a substantial hazard to the public or the environment through reasonably foreseeable  
24 upset and accident conditions involving the release of hazardous materials into the  
25 environment;
- 26 • Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances,  
27 or waste within  $\frac{1}{4}$  mile of an existing or proposed school;
- 28 • Be located on a site that is included on a list of hazardous materials sites compiled pursuant  
29 to Government Code Section 65962.5, or be another known or suspected contaminated site  
30 that would (1) create a significant hazard to the public or the environment, (2) exceed the  
31 acceptable excess cancer risk range of  $1 \times 10^{-5}$  for commercial or industrial land uses as set  
32 forth in the City of Oakland Urban Land Redevelopment Program Guidance Document (City  
33 of Oakland 2000), or (3) exceed the acceptable excess cancer risk range set in the National  
34 Contingency Plan ( $1 \times 10^{-6}$  to  $1 \times 10^{-4}$ ) for other uses.
- 35 • Impair implementation of or physically interfere with an adopted emergency response plan  
36 or emergency evacuation plan.

**4.7.6 Impacts**

**Benefits**

Remediation and redevelopment would result in repair and/or replacement of the contaminated sanitary sewer pipelines at the OARB and further remediation of site contamination as provided for in the OARB RAP/RMP to be approved by DTSC and as otherwise required by regulatory agencies. Remediation of the project area to meet ULR standards throughout the project area would reduce the health risks currently posed by hazardous materials, hazardous wastes and soil and groundwater contamination by removing or capping in combination with other institutional controls. Use of these methods with the proper construction and disposal techniques would reduce the potential for future environmental damage and allow for safe reuse. Additionally, redevelopment activities would include removal of LPB-impacted, ACM-impacted and PBCs-impacted materials in and around buildings to be demolished or renovated. Finally, old ASTs and USTs, as well as any associated soil contamination would be removed. Removal of LBP, ACM, and PBCs from structures and utilities on the property, and removal of ASTs/USTs would eliminate potential hazards associated with these materials. Generally, redevelopment would require remediation of soil and groundwater contamination, which is a benefit.

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**Impacts**

**Hazardous Materials**

**Impact 4.7-1:** Routine use or accidental release of hazardous materials during remediation, construction and operations could expose people or the environment to these materials.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Remediation and construction workers and future commercial/industrial tenants and visitors occupying newly constructed or renovated facilities may be exposed to hazardous materials such as small quantities of gasoline, solvents, diesel fuel, oil and grease, hydraulic fluid, ethylene glycol, welding gases, and paint routinely used in construction or industrial/commercial operations. Hazardous materials may enter the study area via cargo on ships, trains or trucks. The type and quantity of hazardous materials that may be used in, stored or transported through the area would vary over time. Improper management of hazardous materials or accidental release could pose a substantial hazard to human health and the environment. However, management of hazardous materials during construction and operations shall comply with applicable laws; therefore, this impact is considered less than significant.

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**Impact 4.7-2:** Hazardous or acutely hazardous materials (AHMs) may be handled or emitted within ¼ mile of an existing or proposed school.

**Significance:** Potentially significant

**Mitigation 4.7-1:** For use of hazardous materials within ¼ mile of an existing or proposed school, business operators shall prepare Business Plan, update annually, and keep on file with the Oakland Fire Department.

**Mitigation 4.7-2:** For use of AHMs within ¼ mile of an existing or proposed school, in addition to a Business Plan, business operators shall prepare, implement, and update a Risk Management and Prevention Plan (RMPP) on at least an annual basis.

**Residual Significance:** Less than significant

Exposure to hazardous materials, emissions, substances, wastes or AHMs and emissions, substances or wastes has the potential to create a substantial hazard to human health. Currently, the Head Start School program and the Oakland Military Institute are located within the OARB sub-district. No other schools are within ¼ mile of the redevelopment project area boundary, and none are known to be proposed to be located within ¼ mile. Based on proposed General Plan land use classifications and zoning, use of hazardous materials or AHMs is possible within the redevelopment project area. A hypothetical accidental spill of a hazardous material could occur during loading or unloading operations, storage, chemical feed operations, or waste collection. Because ultimate land uses and the use of hazardous materials or AHMs within ¼ mile of known school facilities are not definite, the impact is considered potentially significant. With implementation of Mitigation Measures 4.7-1 and 4.7-2, the impact would be minimized, and the residual impact is considered less than significant.

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## **Hazardous Waste**

**Impact 4.7-3:** Routine generation and management of hazardous waste or accidental release of hazardous waste during remediation, construction and operation could expose people and the environment to these wastes.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Remediation and construction workers and future commercial/industrial tenants and visitors occupying newly constructed or renovated facilities may be exposed to hazardous waste such as small quantities of waste used oil, waste automotive fluids, and waste paint routinely

generated during construction or industrial/commercial operations. The quantity of hazardous waste generated and stored within the area would vary over time. Improper management or accidental release of hazardous waste could pose a substantial hazard to human health and the environment. Management of hazardous waste during remediation, construction and operations shall comply with applicable laws and legal requirements, including but not limited to the remediation requirements, and health and safety and other measures, required under the approved RAP/RMP; therefore, the impact is considered less than significant. In addition, Mitigation Measure 4.15-1 requires development and implementation of a site-specific Water Quality Protection Plan, which requires use of Best Management Practices. While Mitigation Measure 4.15-1 is primarily intended to avoid or minimize impacts to surface water, its implementation would also avoid or minimize impacts from potential accidental releases to humans and the broader environment.

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#### **Contaminated Soil and Groundwater**

**Impact 4.7-4:** Site preparation, remediation and development of areas that contain contaminated soil and groundwater could expose remediation and construction workers, and future utility workers, tenants, and visitors to soil and groundwater contamination conditions.

**Significance:** Potentially significant

**Mitigation 4.7-3:** Implement RAP/RMP as approved by DTSC, and if future proposals include uses not identified in the Reuse Plan and incorporated into the RAP/RMP, or if future amendments to the remediation requirements are proposed, obtain DTSC and City approval.

**Mitigation 4.7-4:** For the project area not covered by the DTSC-approved RAP/RMP, investigate potentially contaminated sites; if contamination is found, assess potential risks to human health and the environment, prepare and implement a clean-up plan for DTSC or RWQCB approval, prepare and implement a Risk Management Plan, and prepare and implement a Site Health and Safety Plan prior to commencing work.

**Residual Significance:** Less than significant

Since implementation of the RAP/RMP approved by DTSC is proposed as part of the project for the OARB, and the RAP/RMP requires remediation to be fully protective of human health and the environment for the proposed future uses of the OARB, no further mitigation is required for the OARB unless either (1) future use proposals include those that were not identified in the Reuse Plan and incorporated into the RAP/RMP; or (2) future amendments are proposed to the remediation requirements included in the approved RAP/RMP. In either of these two

1 circumstances, required remediation includes obtaining the DTSC and City approval for  
2 proposed changes in full conformance with applicable legal requirements including but not  
3 limited to the HSAA and CEQA.

4 Specific contaminants and concentrations may vary across the redevelopment project area.  
5 Nevertheless, the types of impacts expected, and therefore, the general response actions and  
6 approaches to mitigation would be consistent throughout the redevelopment project area. With  
7 respect to the OARB and as described in greater detail above, the process across the  
8 redevelopment project area would mirror the RAP/RMP process that is already underway at the  
9 OARB. With respect to the OARB sub-district, pursuant to HSAA Chapter 6.8, the OBRA has  
10 proposed a RAP/RMP. The OBRA's remedial goal is to remediate soil and groundwater  
11 contamination consistent with the City of Oakland ULR Program  $10^{-5}$  remedy with appropriate  
12 land use restrictions. This RAP/RMP must be approved by DTSC, which has the legal discretion  
13 to impose remedies falling within the  $10^{-4}$  and  $10^{-6}$  risk range.

14 For the other sub-districts and areas not included in the DTSC-approved RAP/RMP, prior to  
15 beginning redevelopment-related activities, potentially affected areas shall be investigated,  
16 potentially including additional studies or site characterization activities, as required by the  
17 regulatory agencies (DTSC or RWQCB). Once contaminated areas are identified, potential  
18 human health risks from contaminants of concern based upon realistic future land use shall be  
19 assessed, health risk-based and environmental risk-based cleanup goals shall be established,  
20 and a determination regarding the need for additional site assessment work shall be made.

21 The potential risks associated with affected areas shall be assessed in accordance with  
22 regulatory agency guidance and approvals and may result in remediation requirements. Such  
23 cleanup plans shall address each area where soil or groundwater is contaminated above ULR  
24 goals could be encountered during redevelopment. The clean up plan, the names of which vary  
25 based on the type and source of contamination and the legal framework for the particular  
26 oversight agency, shall specify measures to be taken to protect workers and the public from  
27 exposure to potential contamination and certify that the proposed remediation measures,  
28 including removal, disposal, stabilization and/or institutional controls are protective of human  
29 health and the environment and implemented in accordance with federal, state and local  
30 requirements. Additionally, a Risk Management Plan may be required by the oversight agency  
31 to address site redevelopment activities and operations and provide an enforcement structure to  
32 be in place during and post-construction. Finally, a Site Health and Safety Plan shall be  
33 prepared in accordance with the OSHA and Cal/OSHA regulations. Off-hauling of contamination  
34 shall comply with applicable laws, and construction hours shall be limited as provided for in  
35 Mitigation Measure 4.5-1. Additionally, potential odor impact measures, and dust or other  
36 nuisance conditions from remediation-related truck traffic is provided for in Mitigation Measure  
37 4.3-13, and safety concerns are addressed in Mitigation Measure 4.9-3.

38 Implementation of these measures would reduce the impact to less than significant.

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**Impact 4.7-5:** Potential exposure to contaminants in soil and groundwater remaining in place after remediation could be a hazard to future residents, employees and visitors.

**Significance:** Potentially significant

**Mitigation 4.7-5:** For the project areas not covered by the DTSC-approved RAP/RMP, remediate soil and groundwater contamination consistent with the City of Oakland ULR Program and other applicable laws and regulations.

**Mitigation:** Measures 4.7-3 and 4.7-4, described above.

**Residual Significance:** Less than significant

The City of Oakland ULR Program has determined that reducing the target risk level to  $1 \times 10^{-5}$  for commercial or industrial land uses in combination with appropriate institutional controls would reduce the risk to future residents, employees, and visitors to less than significant. Within the OARB area covered by the DTSC-approved RAP/RMP, implementation will result in avoidance of any potentially significant impact to future commercial/industrial/maritime/utility workers, and site visitors. Moreover, the measures required for the areas not covered by the DTSC-approved RAP/RMP, (Measure 4.7-4) would evaluate and control potential human health risks from contaminants of concern in the redevelopment project area and will sufficiently address this potential impact. In addition, Mitigation Measures 4.14-1 and 4.14-2, which prohibit the installation of groundwater wells for any purpose other than construction de-watering and remediation and require that even for construction de-watering and remediation use of those wells be minimized, will reduce the potential for contaminants to migrate to other underlying groundwater aquifers, thus lessening the impact to future residents, employees and visitors to less than significant.

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#### **Regulated Building Materials**

**Impact 4.7-6:** Workers and others could be exposed to LBP in buildings, ACM or PCBs during demolition, remediation, renovation and site work activities.

**Significance:** Potentially significant

**Mitigation 4.7-6:** Buildings and structures constructed prior to 1978 slated for demolition or renovation that have not previously been evaluated for the presence of LBP shall be sampled to determine whether LBP is present in painted surfaces, and the safety precautions and work

practices as specified in government regulations shall be followed during demolition.

**Mitigation 4.7-7:** Buildings, structures and utilities that have not been surveyed for ACM, shall be surveyed to determine whether ACM is present prior to demolition or renovation, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

**Mitigation 4.7-8:** Buildings and structures proposed for demolition or renovation shall be surveyed for PCB-impacted building materials, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

**Residual Significance:** Less than significant

The presence of LBP, ACM and PCBs are known or suspected in buildings, structures and utilities in all sub-districts. All structures on the OARB will be demolished as a result of redevelopment, and other structures throughout the redevelopment area may also be demolished. Some buildings, such as the Amtrack Station in the 16<sup>th</sup> and Wood sub-district will be renovated. Release of LBP, use of which was prohibited in 1978, into the environment as dust or flakes during building demolition or renovation could lead to human exposure through inhalation or ingestion. Demolition or renovation activities could also cause asbestos fibers to be released as ACM is disturbed. Finally, demolition may also expose workers or others to PCB-impacted building materials.

Exposure to LBP, ACM or PCBs during demolition or renovation of buildings, structures and utilities could create a substantial hazard to human health. This is considered a potentially significant impact. With implementation of Mitigation Measures 4.7-6 through 4.7-8, including following safety precautions and work practices as specified in government regulations, this impact would be minimized, and the residual impact is considered less than significant.

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**Impact 4.7-7:** Workers or others could be exposed to hazardous materials and contamination in and around ASTs and USTs during remediation and redevelopment activities.

**Significance:** Potentially significant

**Mitigation 4.7-9:** For ASTs/USTs on the OARB, implement the RAP/RMP, which incorporates the steps enumerated below.



**Mitigation 4.7-10:** For the remainder of the redevelopment project area (non-OARB areas), if an AST or UST is encountered, it would be closed in place or removed and the soil would be tested and remediated, if necessary, pursuant to regulatory approvals and oversight.

**Residual Significance:** Less than significant

Both ASTs and USTs are known to have been present on the OARB and in the redevelopment project area generally. Many have been removed from the OARB and the redevelopment project area, but others may remain. For the OARB, implementation of the RAP/RMP would address the risk of exposure to a tank that is unexpectedly encountered, disturbed or damaged during construction. For the remainder of the redevelopment project area, if an AST or UST is discovered during construction activities, it would be closed in place or removed according to the guidelines of the DTSC, RWQCB and CUPA. Like the RAP/RMP for the OARB, such requirements include removing and properly disposing of any remaining hazardous materials in the tank, having the tank removal supervised by regulatory agencies, testing the soil under the tank for contamination, recycling or disposing of the discarded tank and filing a tank removal closure report. Encountering an AST or UST during construction is considered a potentially significant impact. With implementation of Mitigation Measures 4.7-9 and 4.7-10, including following safety precautions and work practices as specified in government regulations, this impact would be minimized, and the residual impact is considered less than significant.

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**Impact 4.7-8:** Workers or others could experience direct contact exposure to LBP-contaminated soil, concrete, and pavement surrounding buildings that have LBP.

**Significance:** Potentially significant

**Mitigation 4.7-11:** For LBP-impacted ground on the OARB, implementation of RAP/RMP to be approved by DTSC as part of the project will result in avoidance of this potentially significant impact. For the remainder of the redevelopment project area, sampling shall be performed on soil or paved areas around buildings that are known or suspected to have LBP, and the safety precautions and work practices specified in government regulations shall be followed.

**Residual Significance:** Less than significant

Soil, concrete, or pavement surrounding buildings that are known or suspected to have LBP may be contaminated as the result of both natural weathering, and of sand blasting and scraping for maintenance purposes. It is expected that, if present, lead particles would be in the uppermost 2 feet of soil, unless there has been historical soil movement at the site. In most

cases, there has been no sampling to evaluate the possible presence of lead in shallow soil near affected buildings. In all sub-districts, there exists potential for exposure to LBP in soils, concrete, or pavement in concentrations that could pose a substantial hazard to human health. With implementation of Mitigation Measures 4.7-11, the impact would be minimized, and the residual impact is considered less than significant.

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**Impact 4.7-9:** Workers or others, or the environment could be exposed to lead, asbestos or PCBs through off-site transport of soil and building materials from demolition and construction.

**Significance:** Less than significant

Lead-contaminated, ACM-contaminated or PCB-contaminated soil and building materials from building demolition and other construction activities will be transported off-site for disposal. Should this waste/debris be handled improperly during transport or disposal, a potential exists for lead exposure to human health or the environment. However, contractors shall comply with all applicable hazardous waste laws at the time of demolition and hauling, which will reduce the impact to less than significant.

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**Impact 4.7-10:** During interim or future use of existing buildings, people could be exposed to ACM or other environmental hazards.

**Significance:** Potentially significant

**Mitigation 4.7-12:** The condition of identified ACM shall be assessed annually, and prior to reuse of a building known to contain ACM.

**Mitigation 4.7-13:** No future tenancies shall be authorized at the OARB for use categories that are inconsistent with the Reuse Plan without an updated environmental analysis and DTSC approval as provided for in the RAP/RMP.

**Mitigation 4.7-14:** For the remainder of the redevelopment project area (non-OARB areas), any building that has not been surveyed for ACM but potentially contains ACM shall be surveyed to determine whether ACM is present prior to demolition, renovation or reuse.

**Residual Significance:** Less than significant

For the OARB, baseline environmental analyses have been completed to support current interim uses of existing structures, including numerous commercial, trucking, warehouse and

other tenants, the Oakland Military Institute, and transitional housing used for formerly-incarcerated women and their families and for various homeless service providers including an overnight shelter. Other environmental hazards may also be encountered by future interim occupants of existing OARB structures, and completion of a baseline environmental evaluation to identify and abate such hazards prior to occupancy by tenants will mitigate such hazards. Interim occupancy by future tenants who may propose land uses which are inconsistent with the Reuse Plan, and thus may not have been considered in the DTSC-approved RAP/RMP, shall occur only after DTSC approval as provided for in the RAP/RMP in order to assure that such future non-conforming tenants are protected from other environmental hazards. As stated above, for the remainder of the redevelopment project area, any building that has not been surveyed for ACM but potentially contains ACM shall be surveyed to determine whether ACM is present prior to demolition, renovation or reuse.

Inhalation of asbestos fibers from ACM poses a hazard to human health. Exposure of people to damaged, friable ACM (such as pipe, boiler and other utilities insulation, wallboard, and ceiling tiles) could pose a substantial hazard. Should this occur, it would be considered a significant impact. Because presence of ACM in many buildings and the degree of human exposure are not definite, this impact is considered potentially significant. With implementation of Mitigation Measures 4.7-12, 4.7-13 and 4.7-14, the impact would be minimized, and the residual impact is considered less than significant.

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**Impact 4.7-11:** Workers could be exposed to polychlorinated biphenyls (PCB) and PCB-contaminated equipment during remediation, construction and future operations.

**Significance:** Potentially significant

**Mitigation 4.7-15:** Known PCB transformers or PCB-contaminated transformers at the OARB shall be removed, monitored and/or maintained in accordance with applicable laws and regulations.

**Mitigation 4.7-16:** Oil-filled electrical equipment in the redevelopment project area that has not been surveyed shall be investigated prior to the equipment being taken out of service to determine whether PCBs are present.

**Mitigation 4.7-17:** PCB-containing or PCB-contaminated equipment taken out of service shall be handled and disposed in compliance with applicable laws and regulations.

**Residual Significance:** Less than significant

Oil-filled electrical equipment throughout the redevelopment project area may be contaminated with PCB. In addition to transformers, common electrical equipment filled with dielectric fluids (oil) includes light ballasts, capacitors, and hydraulic fluids (found in elevators and hydraulic lifts). Improper maintenance, storage, or disposal of this equipment could result in a substantial hazard to human health or the environment. Because it is expected that these materials would be maintained, stored, and disposed properly, this impact is considered potentially significant. With implementation of Mitigation Measures 4.7-15 through 4.7-17, the impact would be minimized, and the residual impact is considered less than significant.

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#### **4.7.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of remediation and redevelopment.

#### **Hazardous Materials/Hazardous Wastes**

**Mitigation 4.7-1:** For use of hazardous materials within ¼ mile of an existing or proposed school, prepare Business Plan, business operators shall update annually, and keep on file with the Oakland Fire Department.

This measure applies to Impact 4.7-2.

A business plan details the types and quantities of chemicals stored at a given location, the storage location and types of storage containers, and the emergency response equipment available at the property (e.g., location of fire extinguishers and fire hydrants). It also provides a map showing the location of all of these items as well as major utilities (e.g., water, electricity).

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**Mitigation 4.7-2:** For use of AHMs within ¼ mile of an existing or proposed school, in addition to a Business Plan, business operators shall prepare, implement, and update a Risk Management and Prevention Plan (RMPP) on at least an annual basis.

This measure applies to Impact 4.7-2.

An RMPP is a plan to address the risks of accidental release of acutely hazardous chemicals present at a site. The plan inventories the chemicals that exceed aggregate amounts above a regulatory threshold and develops measures to ensure that there is an adequate safety program to prevent their release. The RMPP is submitted to the local oversight agency and then goes through a public review process prior to approval by the agency. It is kept on file with Oakland Fire Department.

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**Contaminated Soil and Groundwater**

**Mitigation 4.7-3:** Implement RAP/RMP as approved by DTSC, and if future use proposals include uses not identified in the Reuse Plan and incorporated into the RAP/RMP or if future amendments to the remediation requirements are proposed, obtain DTSC and City approval.

This measure applies to Impact 4.7-4 and Cumulative Impact 5.7-1.

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**Mitigation 4.7-4:** For the project areas not covered by the DTSC-approved RAP/RMP, investigate potentially contaminated sites, if contamination is found, assess potential risks to human health and the environment, prepare and implement a clean up plan for DTSC or RWQCB approval, prepare and implement a Risk Management Plan and prepare and implement a Site Health and Safety Plan prior to commencing work.

This measure applies to Impact 4.7-4 and Cumulative Impact 5.7-1.

Since implementation of the RAP/RMP approved by DTSC is proposed as part of the project for the OARB, and the RAP/RMP requires remediation to be fully protective of human health and the environment for the proposed future uses of the OARB, no further mitigation is required for the OARB unless either (1) future use proposals include those that were not identified in the Reuse Plan and incorporated into the RAP/RMP or (2) future amendments are proposed to the remediation requirements included in the approved RAP/RMP. In either of these two circumstances, required remediation includes obtaining the DTSC and City approval for proposed changes in full conformance with applicable legal requirements including but not limited to the HSAA and CEQA.

Specific contaminants and concentrations may vary across the redevelopment project area. Nevertheless, the types of impacts expected, and therefore, the general response actions and approaches to mitigation would be consistent throughout the redevelopment project area. With respect to the OARB and as described in greater detail above, the process across the redevelopment project area would mirror the RAP/RMP process that is already underway at the OARB. With respect to the OARB sub-district, pursuant to HSAA Chapter 6.8, the OBRA has proposed a RAP/RMP. The OBRA's remedial goal is to remediate soil and groundwater contamination consistent with the City of Oakland ULR Program  $10^{-5}$  remedy with appropriate land use restrictions. This RAP/RMP must be approved by DTSC, which has the legal discretion to impose remedies falling within the  $10^{-4}$  and  $10^{-6}$  risk range.

For the other sub-districts and areas not included in the DTSC-approved RAP/RMP, prior to beginning redevelopment-related activities, potentially affected areas shall be investigated, potentially including additional studies or site characterization activities, as required by the regulatory agencies (DTSC or RWQCB). Once contaminated areas are identified, potential human health risks from contaminants of concern based upon realistic future land use shall be

1 assessed, health risk-based and environmental risk-based cleanup goals shall be established,  
2 and a determination regarding the need for additional site assessment work shall be made.

3 The potential risks associated with affected areas shall be assessed in accordance with  
4 regulatory agency guidance and approvals and may result in remediation requirements. Such  
5 cleanup plans shall address each area where soil or groundwater is contaminated above ULR  
6 goals could be encountered during redevelopment. The clean up plan, the names of which vary  
7 based on the type and source of contamination and the legal framework for the particular  
8 oversight agency, shall specify measures to be taken to protect workers and the public from  
9 exposure to potential contamination and certify that the proposed remediation measures,  
10 including removal, disposal, stabilization and/or institutional controls are protective of human  
11 health and the environment and implemented in accordance with federal, state and local  
12 requirements. Additionally, a Risk Management Plan may be required by the oversight agency  
13 to address site redevelopment activities and operations and provide an enforcement structure to  
14 be in place during and post-construction. Finally, a Site Health and Safety Plan shall be  
15 prepared in accordance with the OSHA and Cal/OSHA regulations. Off-hauling of contamination  
16 shall comply with applicable laws, and construction hours shall be limited as provided for in  
17 Mitigation Measure 4.5-1 in order to prevent night-time glare. Additionally, potential odor impact  
18 measures, and dust or other nuisance conditions from remediation-related truck traffic is  
19 provided for in Mitigation Measure 4.3-13, and safety concerns are addressed in Mitigation  
20 Measure 4.9-3.

21 ~ ~ ~

22 **Mitigation 4.7-5:** For the project areas not covered by the DTSC-approved RAP/RMP,  
23 remediate soil and groundwater contamination consistent with the City of Oakland ULR Program  
24 and other applicable laws and regulations.

25 This measure, as well as Measures 4.7-3 and 4.7-4, applies to Impact 4.7-5.

26 The City of Oakland ULR Program has determined that reducing the target risk level to  $1 \times 10^{-5}$   
27 for commercial or industrial land uses in combination with appropriate institutional controls  
28 would reduce the risk to future residents, employees, and visitors to less than significant. Within  
29 the OARB area covered by the DTSC-approved RAP/RMP, implementation will result in  
30 avoidance of any potentially significant impact to future commercial/industrial/maritime/utility  
31 workers, and site visitors. Moreover, the measures required for the areas not covered by the  
32 DTSC-approved RAP/RMP, (Measure 4.7-4) would evaluate and control potential human health  
33 risks from contaminants of concern in the redevelopment project area and will sufficiently  
34 address this potential impact. In addition, Mitigation Measures 4.14-1 and 4.14-2, which prohibit  
35 the installation of groundwater wells for any purpose other than construction de-watering and  
36 remediation and require that even for construction de-watering and remediation use of those  
37 wells be minimized, will reduce the potential for contaminants to migrate to other underlying

groundwater aquifers, thus lessening the impact to future residents, employees and visitors to less than significant.

~ ~ ~

#### **Regulated Building Materials**

**Mitigation 4.7-6:** Buildings and structures constructed prior to 1978 slated for demolition or renovation that have not previously been evaluated for the presence of LBP shall be sampled to determine whether LBP is present in painted surfaces, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

This measure applies to Impact 4.7-6 and Cumulative Impact 5.7-1.

~ ~ ~

**Mitigation 4.7-7:** Buildings, structures and utilities that have not been surveyed for ACM, shall be surveyed to determine whether ACM is present prior to demolition or renovation, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

This measure applies to Impact 4.7-6 and Cumulative Impact 5.7-1.

~ ~ ~

**Mitigation 4.7-8:** Buildings and structures proposed for demolition or renovation shall be surveyed for PBC-impacted building materials, and the safety precautions and work practices as specified in government regulations shall be followed during demolition.

This measure applies to Impact 4.7-6 and Cumulative Impact 5.7-1.

~ ~ ~

**Mitigation 4.7-9:** For ASTs/USTs on the OARB, implement the RAP/RMP, which incorporates the steps enumerated in Measure 4.7-10 below.

This measure applies to Impact 4.7-7 and Cumulative Impact 5.7-1.

~ ~ ~

**Mitigation 4.7-10:** For the remainder of the redevelopment project area (non-OARB areas), if an AST or UST is encountered, it would be closed in place or removed and the soil would be tested and remediated, if necessary, pursuant to regulatory approvals and oversight.

This measure applies to Impact 4.7-7 and Cumulative Impact 5.7-1.

Both ASTs and USTs are known to have been present on the OARB and in the redevelopment project area generally. Many have been removed from the OARB and the redevelopment project area, but others may remain. For the OARB, implementation of the RAP/RMP would address the risk of exposure to a tank that is unexpectedly encountered, disturbed or damaged during construction. For the remainder of the redevelopment project area, if an AST or UST is discovered during construction activities, it would be closed in place or removed according to the guidelines of the DTSC, RWQCB and CUPA. Like the RAP/RMP for the OARB, such requirements include removing and properly disposing of any remaining hazardous materials in the tank, having the tank removal supervised by regulatory agencies, testing the soil under the tank for contamination, recycling or disposing of the discarded tank and filing a tank removal closure report.

~ ~ ~

**Mitigation 4.7-11:** For LBP-impacted ground on the OARB, implementation of a RAP/RMP to be approved by DTSC as part of the project will result in avoidance of this potentially significant impact. For the remainder of the redevelopment project area, sampling shall be performed on soil or paved areas around buildings that are known or suspected to have LBP, and the safety precautions and work practices specified in government regulations shall be followed.

This measure applies to Impact 4.7-8 and Cumulative Impact 5.7-1.

~ ~ ~

**Mitigation 4.7-12:** The condition of identified ACM shall be assessed annually, and prior to reuse of a building known to contain ACM.

This measure applies to Impact 4.7-10.

~ ~ ~

**Mitigation 4.7-13:** No future tenancies shall be authorized at the OARB for use categories that are inconsistent with the Reuse Plan without an updated environmental analysis and DTSC approval as provided for in the RAP/RMP.

This measure applies to Impact 4.7-10.

For the OARB, baseline environmental analyses have been completed to support current interim uses of existing structures, including numerous commercial, trucking, warehouse and other tenants, the Oakland Military Institute, and transitional housing used for formerly-incarcerated women and their families and for various homeless service providers including an overnight shelter. Other environmental hazards may also be encountered by future interim occupants of existing OARB structures, and completion of a baseline environmental evaluation to identify and abate such hazards prior to occupancy by tenants will mitigate such hazards. Interim occupancy by future tenants who may propose land uses which are inconsistent with the Reuse Plan, and thus may not have been considered in the DTSC-approved RAP/RMP, shall



1 occur only after DTSC approval as provided for in the RAP/RMP in order to assure that such  
2 future non-conforming tenants are protected from other environmental hazards. As stated  
3 above, for the remainder of the redevelopment project area, any building that has not been  
4 surveyed for ACM but potentially contains ACM shall be surveyed to determine whether ACM is  
5 present prior to demolition, renovation or reuse.

6 **Mitigation 4.7-14:** For the remainder of the redevelopment project area (non-OARB areas), any  
7 building that has not been surveyed for ACM but potentially contains ACM shall be surveyed to  
8 determine whether ACM is present prior to demolition, renovation or reuse.

9 This measure applies to Impact 4.7-10 and Cumulative Impact 5.7-1.

10 ~ ~ ~

11 **Mitigation 4.7-15:** Known PCB transformers or PCB-contaminated transformers at the OARB  
12 shall be removed, monitored and/or maintained in accordance with applicable laws and  
13 regulations.

14 This measure applies to Impact 4.7-11.

15 In addition, surface and subsurface contamination from any PCB equipment that remains in use  
16 should be investigated and remediated in compliance with all applicable laws and regulations.

17 ~ ~ ~

18 **Mitigation 4.7-16:** Oil-filled electrical equipment in the redevelopment project area that has not  
19 been surveyed shall be investigated prior to the equipment being taken out of service to  
20 determine whether PCBs are present.

21 This measure applies to Impact 4.7-11.

22 Equipment found to contain PCBs should be part of an ongoing monitoring program. Surface  
23 and subsurface contamination from any PCB equipment shall be investigated and remediated in  
24 compliance with applicable laws and regulations.

25 ~ ~ ~

26 **Mitigation 4.7-17:** PCB-containing or PCB-contaminated equipment taken out of service shall  
27 be handled and disposed in compliance with applicable laws and regulations.

28 This measure applies to Impact 4.7-11.

29 Equipment filled with dielectric fluid (oil) including transformers, ballast, etc. containing more than  
30 5 ppm PCBs is considered a hazardous waste in California.

31 ~ ~ ~

32 ~

**4.8 POPULATION, HOUSING, AND EMPLOYMENT**

Redevelopment would result in benefits to study area economics and housing, as well as in one less than significant impact related to population growth. Mitigation is not warranted, and none is recommended.

**4.8.1 Study Area**

The study area for analysis is the approximately 1,800-acre redevelopment project area, plus the limits of logical demographic and economic units that are located entirely or partially within the project area (e.g., census tracts).

**4.8.2 Regulatory Setting**

**Federal**

**Housing.** The U.S Department of Housing and Urban Development (HUD) manages programs intended to improve the quantity and quality of housing, and to improve communities in general via the provision of grant monies to states and cities. In 2001, HUD allocated approximately \$4.4 billion to eligible jurisdictions.

One HUD program is the Community Development Block Grant (CDBG) Program, authorized under Title I of the Housing and Community Development Act of 1974 (42 United States Code 5301). Under the CDBG Program, HUD allocates grants to eligible metropolitan cities and urban counties ("entitlement communities") for neighborhood revitalization, to expand affordable housing and economic opportunities, and to improve facilities and services that principally benefit low- and moderate-income persons. In 2001, HUD allocated approximately \$1.7 billion to entitlement communities under the CDBG Program (HUD 2001a).

HUD also administers the HOME Investment Partnerships Program, signed into law in 1990 as Title II of the Cranston Gonzalez National Affordable Housing Act (program regulations are at 24 Code of Federal Regulations Part 92). Under the HOME program, HUD allocates grants to states and local governments exclusively to create affordable housing for low-income households. Recipients may choose from a broad range of eligible activities: provide funds for purchase or rehabilitation, build or rehabilitate units for the rental market; acquire and improve sites; demolish dilapidated housing for replacement by HOME-assisted development; and pay relocation expenses. In 2001, HUD allocated approximately \$53.5 million under the HOME Program (HUD 1998; 2001b, c).

HUD administers the Housing Opportunities for Persons with AIDS (HOPWA) Program, authorized by the AIDS Housing Opportunity Act (42 USC 12901). The program is governed by the HOPWA Final Rule (24 CFR Part 574) and the Consolidated Submissions for Community Planning and Development Programs, Final Rule (24 CFR Part 91). Under the HOPWA Program, HUD allocates grants to local governments to provide housing assistance and related

supportive services for low-income persons with HIV/AIDS and their families. In 2001, HUD allocated approximately \$229.4 million under the HOPWA Program (HUD 2001d).

Finally, HUD administers the Emergency Shelter Grant (ESG) Program; the authority of this program is based on the McKinney-Vento Homeless Assistance Act (42 USC §§ 11371-11378). The program is intended to be the first step in a continuum of assistance to prevent homelessness and to enable homeless persons and families to move toward independent living. Using the CDBG Program formula as the basis of allocation, HUD grants monies to eligible jurisdictions for the following: rehabilitation or conversion of buildings to homeless shelters; operating expenses; essential services; and homeless prevention activities (HUD 2001e).

### **State/Regional**

**Housing, Redevelopment.** Under California Community Redevelopment Law, 20 percent of the tax increment generated annually by redevelopment project areas within a jurisdiction must be used by the redevelopment agency to increase, improve, and preserve the community's supply of affordable housing for persons of low and moderate income (Health and Safety Code § 33334.2). An agency has flexibility in accruing and dispersing these funds. The agency is obligated to dedicate 20 percent of the total annual increment to housing from all project areas within its jurisdiction (called the housing "set-aside"); each project area may contribute more or less than 20 percent. In addition, the Agency has discretion over the appropriate location of housing: units financed by the increment from a specific project area does need not be located within that project area.

**Housing, Fair-Share.** In response to state-wide population and household growth, and to ensure availability of decent and affordable housing, the State of California enacted laws (Government Code §§ 65580-65589.8) that require the State Department of Housing and Community Development (HCD) to determine each region's share of state housing need. In turn, regional councils of government are required to periodically distribute the state-identified housing need for their region (Government Code § 65584(a)).

### **Local**

**Housing, Redevelopment.** In December 2001, the Oakland Redevelopment Agency adopted a resolution increasing the affordable housing set-aside to 25 percent for Oakland redevelopment project areas that meet a debt-coverage threshold ratio of 1.2 (120 percent).

The Housing Element of the *Oakland General Plan* (City of Oakland 1992) takes a problem-oriented approach to examining Oakland housing, and puts forth goals and policies intended to resolve the identified problems. Those goals and policies relevant to this redevelopment program are included in Appendix 4.1 of this document.

### 4.8.3 Regional Setting

The region under consideration is the City of Oakland. Information regarding the existing regional setting is from statistics compiled by and projections prepared by the Association of Bay Area Governments (ABAG), and from the U.S. Census. Compared to Alameda County, in which Oakland is located, Oakland currently experiences higher vacancy rates and lower housing ownership rates; during the redevelopment build-out period Oakland is projected to experience lower population growth, and substantially lower jobs growth than the county.

#### Population

The population of the City of Oakland in 2000 was 399,484. By year 2020, total Oakland population is expected to grow by approximately 10.1 percent, to 440,000 (ABAG 2001a; ABAG 2001b). This rate of growth is substantially less than that projected for Alameda County—15.6 percent—for the same 20-year period (ABAG 2001b; Hausrath Economics Group 2002).

#### Housing

In 2000, there were 157,508 housing units in the City of Oakland. Approximately 95.7 percent, or 150,790, of these units were occupied (this represents the number of households in the City); 41.4 percent were owner-occupied (ABAG 2001a). These occupancy rates were lower than those of Alameda County, which were 96.9 percent total occupancy, and 57.4 percent owner-occupied (ABAG 2001c). In January 2001, the median price of an Oakland home was approximately \$254,000, or 27.4 percent less than the median home price across Alameda County of \$350,000 (East Bay Almanac 2001).

In 2000, the City of Oakland received \$17.8 million from HUD for community and housing development, including the following funding sources:

HUD Program	2000 Oakland Allocation
CDBG	10.7
HOME	4.9
ESG	0.4
HOPWA	1.8
<b>Total</b>	<b>\$17.8 million</b>
Source: HUD 2001f.	

#### Housing Fair-Share

In October 1999, the HCD issued regional housing “goal” numbers. The nine-county Bay Area region’s share of statewide housing need was determined to be approximately 230,745 units. In June 2001, ABAG issued its regional Housing Needs Determination (RHND) for 2001 through 2006. The RHND allocated approximately 46,795 units to Alameda County; of these, 7,735 were allocated to Oakland. In addition, the RHND allocated Oakland units by income category are as follows:

Income Category	Number of Units Allocated
Very Low	2,238
Low	969
Moderate	1,959
Above Moderate	2,567
<b>Total</b>	<b>7,733</b>
Source: ABAG 2001d.	

#### Employment

In November 2001, the total number of employed persons in the City of Oakland was 185,830; the unemployment rate was 8.8 percent. The Oakland unemployment

rate was higher than that of Alameda County, 5.6 percent, for the same period (California Employment Development Department [EDD] 2001a). From 2000 to 2020, Oakland job growth is projected to be approximately 21.4 percent; this is substantially lower than that projected for Alameda County, 28.3 percent, for the same time period (ABAG 2001b).

#### **4.8.4 Local Setting**

For housing, the current setting is described below. For population and employment, both the current setting, and the setting in 1995 (the alternative baseline year) are described below. The analysis of impacts to population and employment uses an alternative baseline for only the Oakland Army Base portion of the project area.

The discussion of local setting and impacts uses the following terms:

- **Direct jobs** are those directly resulting from a source. These jobs are often, but are not necessarily located proximate to their source. Direct jobs are those that would not occur without redevelopment, and may include workers in project area offices, cargo truck drivers, etc.
- **Indirect/induced jobs** are those resulting from economic activity related to the direct source. These jobs support the source of direct economic activity, and include jobs such as business machine sales/maintenance, restaurant workers, etc.
- **Local jobs** are those, whether direct or indirect/induced, which are physically located within the redevelopment project area.

#### **Population, Setting**

Year 2000 population of the study area was zero—the entire area was in non-residential use. In 2001, the Phoenix Lofts project was completed at 2<sup>nd</sup> and Brush streets, providing 20 loft units. Assuming ABAG's person-per-household estimate of approximately 2.6 persons per Oakland household in 2000 (ABAG 2001b), total study area 2001 population would be 52 people. The entire population is located within the Maritime sub-district.

#### **Population, Alternative Baseline**

In 1990, there was an estimated on-base family population of 392 persons (Herman Zillgens Associates 1995). This does not include transient military personnel in training. In the absence of more current estimates, this analysis assumes a permanent population of 392 persons at the OARB in the baseline year of 1995.

#### **Housing**

Year 2001 housing units in the study area include the 20 Phoenix loft units located in the Maritime sub-district. In addition, the Base has 112 unoccupied military family units as well as enlisted and single officer quarters, located in the Port development area (Corps 2001). These

quarters are either barracks or dormitory style, and are not habitable as household or family units. The interim leasing program does not include housing.

### **Employment, Setting**

In 2000, there were no employed residents within the study area. An estimate of the number of jobs located within the study area in 2000 ("local jobs") is as follows:

<b>Study Area Local Jobs, 2000</b>	
Gateway Development Area:	890
Port Development Area:	440
Maritime sub-district:	1,850
16 <sup>th</sup> /Wood sub-district:	100
<b>Total</b>	<b>3,280</b>

**Source:** HEG 2001.

### **Employment, Alternative Baseline**

In 1995, approximate total local jobs at the OARB were 2,045, including 1,910 civilian and 135 military jobs (Corps 2001). Total local OARB jobs in 1995 were approximately 705 greater than in 2000. Ordinarily it would be expected that direct jobs associated with the OARB would be greater than local jobs. However, the Army's EIS did not report direct job numbers. Therefore, local job numbers are used.

<b>Study Area Direct Baseline Jobs OARB: 1995; Maritime and 16<sup>th</sup>/Wood: 2000</b>	
OARB sub-district:	2,045
Maritime sub-district:	9,100
16 <sup>th</sup> /Wood sub-district:	100
<b>Total</b>	<b>11,245</b>

**Source:** OARB sub-district—Corps 2001.

Maritime sub-district—Port of Oakland 2002.  
16<sup>th</sup>/Wood sub-district: HEG 2001.

An estimate of total study area baseline employment is as follows (note that local and direct jobs for the OARB are treated as the same, in the absence of information regarding all direct OARB jobs):

## **4.8.5 Impact Analysis Methodology**

As allowed by the California Environmental Quality Act (CEQA), where relevant, the analysis of impacts of community reuse of a military base may be based on environmental conditions that existed at the time the federal government made the decision to close the base, rather than current existing conditions. For the OARB, this decision was made in 1995. The analysis of impacts to population and employment use this alternative baseline for only the OARB portion of the project area.

Estimates of jobs generated by redevelopment throughout the project area are derived from an employment model developed specifically for the OARB area redevelopment project area. The model and results are included as Appendix 4.8 of this EIR.

### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Induce substantial population growth in an area, either directly or indirectly;

1 • Displace substantial numbers of existing housing units, necessitating the construction of  
2 replacement housing elsewhere; or

3 • Displace substantial numbers of people, necessitating the construction of replacement  
4 housing elsewhere.

5 Not all criteria above apply to redevelopment as proposed. A small permanent resident  
6 population is located on the boundary of the Maritime sub-district. Redevelopment would not  
7 displace or otherwise affect that population. No substantial permanent population exists that  
8 could be directly displaced by redevelopment.

9 The unoccupied 112 military family units located within the Port development area were always  
10 military housing not available to the community as affordable housing. In addition, the enlisted  
11 and officers quarters are not suitable as community housing. Removal of these structures does  
12 not displace affordable community housing, or necessitate the construction of replacement  
13 housing.

#### 14 **4.8.6 Impacts**

##### 15 **Benefits**

16 **Housing.** Redevelopment of the project area would occur under a tax increment financing  
17 framework. Pursuant to Section 33334.2 of the Health and Safety Code (Community  
18 Redevelopment Law), the ORA would dedicate 20 percent of the tax increment generated city-  
19 wide to increase, improve, and preserve the supply of low- and moderate-income housing in the  
20 City. Should the project area achieve a 120 percent debt coverage ratio, the City would increase  
21 the amount dedicated to housing to 25 percent. This influx of monies for affordable housing  
22 would be a benefit to Oakland housing.

23 Redevelopment would result in construction of approximately 375 live-work units in the  
24 16<sup>th</sup>/Wood sub-district. Depending on their date of their construction, these units could assist the  
25 City in fulfilling its fair-share of regional housing units under the current RHND cycle (through  
26 2006), or future RHND cycles. This would be a benefit to local and regional housing.

27 **Employment.** Redevelopment would provide the opportunity to substantially increase the  
28 number of available jobs in West Oakland. As described in Chapter 3: Description, the project  
29 area has historically suffered from blighted conditions and associated economic depression.  
30 These conditions could worsen as a result of the closure of the OARB. Redevelopment has the  
31 potential to generate substantial numbers of jobs in this area, and therefore to improve the  
32 physical and economic condition of West Oakland, and of the City and its citizens as a whole.  
33 The addition of jobs is a substantial and important benefit of redevelopment.

34 Table 4.8-1 provides summarizes the result of the analysis of employment generation for the  
35 redevelopment program. Details of this analysis are located in Appendix 4.8. Redevelopment as  
36 proposed is expected to generate approximately 16,400 gross direct (14,270 net) and 29,700  
37 indirect/induced jobs, a total of approximately 46,100 gross (43,970 net) new jobs. Net jobs

account for those jobs that would be eliminated by redevelopment in the OARB and 16<sup>th</sup>/Wood sub-districts, which will be substantially re-built under redevelopment as proposed. In 2020, the redevelopment project area is expected to encompass approximately 13,920 local jobs, an increase of approximately 10,640 local jobs over the setting condition.

Taking into account the number of alternative baseline (1995) local jobs at the OARB (2,045) less 2000 local OARB jobs (890 + 440 = 1,330), or 715 local jobs, net local jobs at the OARB sub-district due to redevelopment would be 5,625 (6,150 + 190 – 715).

**Table 4.8-1  
Redevelopment Job Generation, Baseline Compared to 2020**

Direct Jobs <sup>a</sup>	OARB		Maritime	16 <sup>th</sup> /Wood	Total
	Gateway	Port			
Baseline <sup>b</sup>	1,025	1,020	9,100	100	11,245
2020 <sup>c</sup>	6,135	1,330	13,170	4,880	25,515
Difference	5,110	310	4,070	4,780	14,270
Percent, Net Direct Jobs	35.8	2.2	28.5	33.5	100.0
<b>Local Jobs</b>					
2000	890	440	1,850	100	3280
2020	6,150	190	2,760	4,820	13,920
Difference	5,260	-250	910	4,720	10,640
Percent, Local Jobs	49.4	-2.4	8.6	44.4	100.0

**Sources:** Economic Model for OARB Redevelopment (Appendix 4.8).  
2020 Local jobs, Port of Oakland 2001; HEG 2001.

**Notes:**

- <sup>a</sup> Assumes roughly equal distribution of OARB baseline jobs between the Gateway and Port development areas.
- <sup>b</sup> The baseline for impact analysis of direct jobs comprises the 1995 alternative baseline for the OARB and the 2000 setting for the Maritime and 16<sup>th</sup>/Wood sub-districts.
- <sup>c</sup> Because the OARB and 16<sup>th</sup>/Wood sub-districts will be substantially or entirely re-built under redevelopment, their 2000 direct jobs will be replaced with redevelopment jobs; the Maritime sub-district will not be re-built, and the increase in employment for that sub-district due to redevelopment is in addition to year 2000 direct jobs.

The HEG model identifies more local jobs in the Gateway area than would the program economic model.

**Impacts**

**Impact 4.8-1:** Redevelopment could induce population growth in Oakland.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.



1 Build-out of the project area, including generation of substantial jobs, and construction of  
2 dwelling/work units, would attract people to the Oakland area.

3 As people are attracted to new jobs generated by redevelopment, they will increase population  
4 as well as demand for housing across the City. Housing developed as part of the redevelopment  
5 program would attract new residents to the 16<sup>th</sup>/Wood sub-district. Therefore, redevelopment  
6 has the potential to increase the population of Oakland.

7 The 14,270 net new direct jobs generated by project area redevelopment would attract employees  
8 and their families to the area. ABAG projects that between 2000 and 2020, the number of  
9 Oakland jobs will increase by 29,450; estimated net jobs generated by the proposed  
10 redevelopment program represent approximately 49 percent of that total. The City of Oakland  
11 regional traffic model estimates that citywide, 42 percent of Oakland jobs are filled by residents.  
12 Based on the historical trend, about 4,470 of the projected 10,640 new local jobs (or 42 percent)  
13 from redevelopment would be filled by Oakland residents (and the remainder by commuters in-  
14 migrating from other communities). Conservatively assuming one-third of the Oakland employees  
15 are new residents attracted to Oakland by redevelopment-generated local jobs, approximately  
16 1,475 new employees would be attracted to Oakland. In 2020, ABAG projects there will be  
17 205,500 employed residents and 165,010 households in Oakland, or approximately 1.3 employed  
18 residents per household. Therefore, the creation of jobs and attraction of workers is projected to  
19 increase the need for housing by approximately 1,135 units. Less the 375 dwelling units planned  
20 for the 16<sup>th</sup>/Wood sub-district, net housing demand attributable to redevelopment would be 760  
21 units. ABAG projects that between 2000 and 2020, the number of Oakland households (occupied  
22 housing units) would increase by 4,820; housing demand generated by the proposed  
23 redevelopment program would represent approximately 15.7 percent of that projection.

24 ABAG projects that in 2020, the average number of persons per Oakland household would be  
25 2.6. Because live/work units generally are not family housing, and do not represent the  
26 household norm, using the ABAG projection would provide a conservative estimate of  
27 approximately 975 persons residing in the 16<sup>th</sup>/Wood sub-district at build-out. In addition, the  
28 remaining 760 units needed for attracted workers would result in an increase in population  
29 Oakland-wide of approximately 1,975 persons. The total new residents attracted to Oakland by  
30 redevelopment housing and local employment opportunities is expected to be approximately  
31 2,650 by year 2020. Accounting for the OARB baseline year population of 392, net increase in  
32 population due to redevelopment would be approximately 2,260 persons. ABAG projects that  
33 between 2000 and 2020, the Oakland population would increase by 40,515 persons; net  
34 population increases generated by the proposed redevelopment program would represent  
35 approximately 5.5 percent of that projection.

36 Redevelopment as proposed could induce housing demand and population growth, well within  
37 that projected by ABAG for the build-out period. Thus, the impact to population growth is  
38 considered less than significant.

39 ~ ~ ~

1    **4.8.7 Mitigation**

2        Redevelopment would not result in significant impacts, and mitigation is not warranted.

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## 4.9 PUBLIC SERVICES AND UTILITIES

Public services include those services addressing community needs, and are usually provided by local or regional government, although the government may privatize these services. Public services include fire and emergency response, police protection, schools, libraries, and solid waste recycling, hauling, and disposal.<sup>1</sup> In addition, hospitals, which serve community need, may be publicly or privately operated, and are included in the discussion of public services. Utilities may be privately or publicly owned and operated, and include wastewater collection, transport, treatment, and discharge; stormwater collection, transport, possibly treatment, and discharge; water treatment and supply; telecommunications, and power (gas and electricity).

Redevelopment would result in substantial benefits to all utility systems and would eliminate or minimize leakage problems associated with aging water, stormwater, and sanitary sewerage systems. With implementation of measures recommended in this section, the potentially significant and significant impacts would be mitigated to a level that is less than significant.

### 4.9.1 Study Area

The study area for utilities and public services is the approximately 1,800 redevelopment project area, and the service areas of public service providers and utilities that service the redevelopment project area.

### 4.9.2 Regulatory Setting

#### Federal

**Public Services: Emergency Response.** The Federal Emergency Management Agency (FEMA) is an independent agency of the federal government, established in 1979 via executive order. FEMA's mission is as follows:

*to reduce loss of life and property and protect our nation's critical infrastructure from all types of hazards through a risk-based, emergency management program of preparedness, response and recovery.*

FEMA provides direction and assistance to state and local governments, but does not regulate approaches to emergency planning or response.

**Utilities: Water.** The objective of the Clean Water Act (CWA, 33 United States Code [USC] §§ 1251 *et seq.*) is "to restore and maintain the chemical, physical, and biological integrity of the Nation's waters . . ." and it requires states to establish water quality standards to protect designated uses for all waters of the nation. In practice, implementation of many aspects of the CWA under the United States Environmental Protection Agency (EPA) has been delegated to

<sup>1</sup> Note that public parks are discussed in Section 4.10: Recreation and Public Access.

the states. This includes regulation of discharges from private industry and public facilities, such as wastewater treatment plants.

The Safe Drinking Water Act (SDWA, 42 USC §§ 300f *et seq.*) is the primary federal law regulating drinking water quality; it establishes standards intended to protect public health, safety, and welfare. The EPA implements the SDWA, which delegates its authority under the SDWA to the states.

## **State**

**Public Services: Emergency Response.** California Government Code Section 8607(a) authorizes establishment of the Standardized Emergency Management System (SEMS). Title 19, Division 2, Chapter 1 of the California Code of Regulations (CCR, §§ 2400-2540) defines SEMS, including its purpose, scope, structure, and applicability. SEMS is intended to standardize response to emergencies involving multiple jurisdictions or multiple agencies. Local government must use SEMS in order to be eligible for state funding of response-related personnel costs occurring in response to an emergency incident.

**Public Services: Solid Waste.** The California Integrated Waste Management Board (IWMB) is responsible for achieving a 50 percent diversion of waste from landfills by 2000. The IWMB works directly with local agencies and businesses to reduce waste at the source, and encourage recycling.

**Utilities: Water Supply.** The California Urban Water Management Planning Act, Division 6, Part 2.6 of the California Water Code, requires that an understanding of urban water demands and efficient use of water are to be actively pursued by water suppliers. Section 10610.4 of the Act requires water suppliers to actively pursue efficient use of available water supplies, and Section 10620 establishes the requirement for every urban water supplier to prepare and adopt an urban water management plan (UWMP). Each UWMP must do the following:

- describe the suppliers' services area;
- identify and quantify (to the extent practicable) existing and planned water sources;
- describe the reliability of water supplies;
- describe opportunities for exchanges or transfers of water;
- quantify past, current, and projected water use; and
- describe and evaluate the supplier's water demand management measures.

These plans are updated every five years.

Senate Bill 610 recently amended the California Environmental Quality Act (CEQA, PRC §§ 21000 *et seq.*) to require that projects of a certain magnitude or greater, (i.e., 500 unit-plus-residential development or hotel; 500,000 square feet or more of commercial space or shopping

center; 650,000 square feet or more of industrial park) to comply with Section 10910 of the California Water Code, which requires an assessment of water supply.

The requirements for contents of the water supply assessment are found at California Water Code Section 10910, and include an identification of any existing water supply entitlements, water rights, or water service contracts and a description of the quantities of water received in prior years by the public water system.

If no water has been received in prior years by the public water system under the existing water supply entitlements, water rights, or water service contracts, the public water system, the assessment must also include an identification of the other public water systems or water service contract holders that receive a water supply or have existing water supply entitlements, water rights, or water service contracts, to the same source of water.

Government Code Sections 65601 through 65607, Water Reuse, codify the Recycled Water in Landscaping Act, which requires municipalities to adopt an ordinance requiring use of recycled water for landscaping uses where recycled water of appropriate quality is made available by the water purveyor. In January 2002, The Oakland City Council adopted the Water Reuse Ordinance (adding new §16.08.303(l) to the City's Subdivision Ordinance), which applies to development meeting all of the following criteria:

- The site is located within an ordinance-designated Water Reuse Area.
- The development requires land subdivision of five or more parcels.
- New water hook-ups from the East Bay Municipal Utility District (EBMUD) are required.
- Development includes common, or shared, areas that will be plumbed.

The City's ordinance identifies the entire redevelopment project area as located within a Water Reuse Area (City of Oakland 2001, 2002).

The Port of Oakland is currently in the process of developing a ordinance functionally equivalent to the City's (Port of Oakland 2002).

**Utilities: Water Quality.** The Porter-Cologne Water Quality Control Act (Division 87 of the California Water Code §§ 13000 *et seq.*; California Code of Regulations [CCR] Title 23, Subchapter 15) provides the basis for water quality regulation within California. This act establishes the authority of the State Water Resources Control Board (SWRCB) and the nine Regional Water Quality Control Boards (RWQCBs). The study area is located within the jurisdiction of the San Francisco Bay Region RWQCB (Region 2), which conducts planning, permitting, and enforcement activities under the Act. The Act also authorizes waste discharge requirements for municipal wastewater treatment facilities through the National Pollution Discharge Elimination System (NPDES) program. The RWQCB grants and administers NPDES permits under a provision of the Act, which established effluent limitations and water quality requirements for wastewater plant discharges. In 2000, the SWRCB began to more stringently

1 evaluate the RWQCBs' effectiveness in controlling urban runoff. In turn, the RWQCBs began to  
2 require new construction to include "post-construction controls" in project design. Such controls  
3 may be implemented via a variety of techniques intended to provide primary treatment of  
4 stormwater prior to its discharge to the storm sewer system.

5 The Department of Health Services (DHS) regulates drinking water and implements the Safe  
6 Drinking Water Act. The DHS oversees public water systems. California's regulations for  
7 domestic water quality and monitoring, including primary and secondary drinking water  
8 standards, are contained in Title 22, Division 4, Chapter 15 of the California Code of  
9 Regulations (also Health and Safety Code).

10 The state requires that public water systems meet two groups of water quality standards:  
11 primary and secondary drinking water standards. Primary drinking water standards, known as  
12 Maximum Contaminant Levels (MCLs), are legally enforceable standards that regulate  
13 contaminants which could threaten public health. Secondary drinking water standards are used  
14 to regulate contaminants that affect the taste, odor, and appearance of water, and are  
15 enforceable for new potable water sources.

16 The California RWQCB, San Francisco Bay Region, has established water quality objectives to  
17 define the level of water quality to be maintained for designated beneficial uses. Water  
18 designated for use as domestic or municipal supply shall not contain concentrations of  
19 constituents in excess of the limits specified in Title 22 of the California Code of Regulations.  
20 The RWQCB has proposed to de-designate groundwater in the project area as a potential  
21 source of municipal drinking water.

22 **Utilities: Telecommunications and Power.** The California Public Utilities Commission (CPUC)  
23 regulates privately owned telecommunications, electric, natural gas, water, railroad, rail transit,  
24 and passenger transportation companies. It is the responsibility of the CPUC to: assure  
25 California utility customers safe, reliable utility service at reasonable rates; protect utility  
26 customers from fraud; and promote a healthy California economy. The Public Utilities Code,  
27 adopted by the Legislature, defines the jurisdiction of the California Public Utilities Commission  
28 (CPUC 2001).

29 **Local**

30 The Land Use and Transportation Element (LUTE) of the *Oakland General Plan* describes  
31 Oakland services and some utilities, identifies providers, and presents an outlook on the long-  
32 term provision of services. The General Plan does not include specific goals or policies  
33 regarding service systems or utilities relevant to the redevelopment program.

34 The Environmental Services Division of the Oakland Public Works Agency manages the  
35 Oakland Recycles Program. This program provides information and guidance to residents,  
36 businesses, schools, and contractors regarding source reduction and recycling.

**4.9.3 Regional Setting**

The region under consideration is the City of Oakland. The following discussion is based on information from the LUTE and other sources.

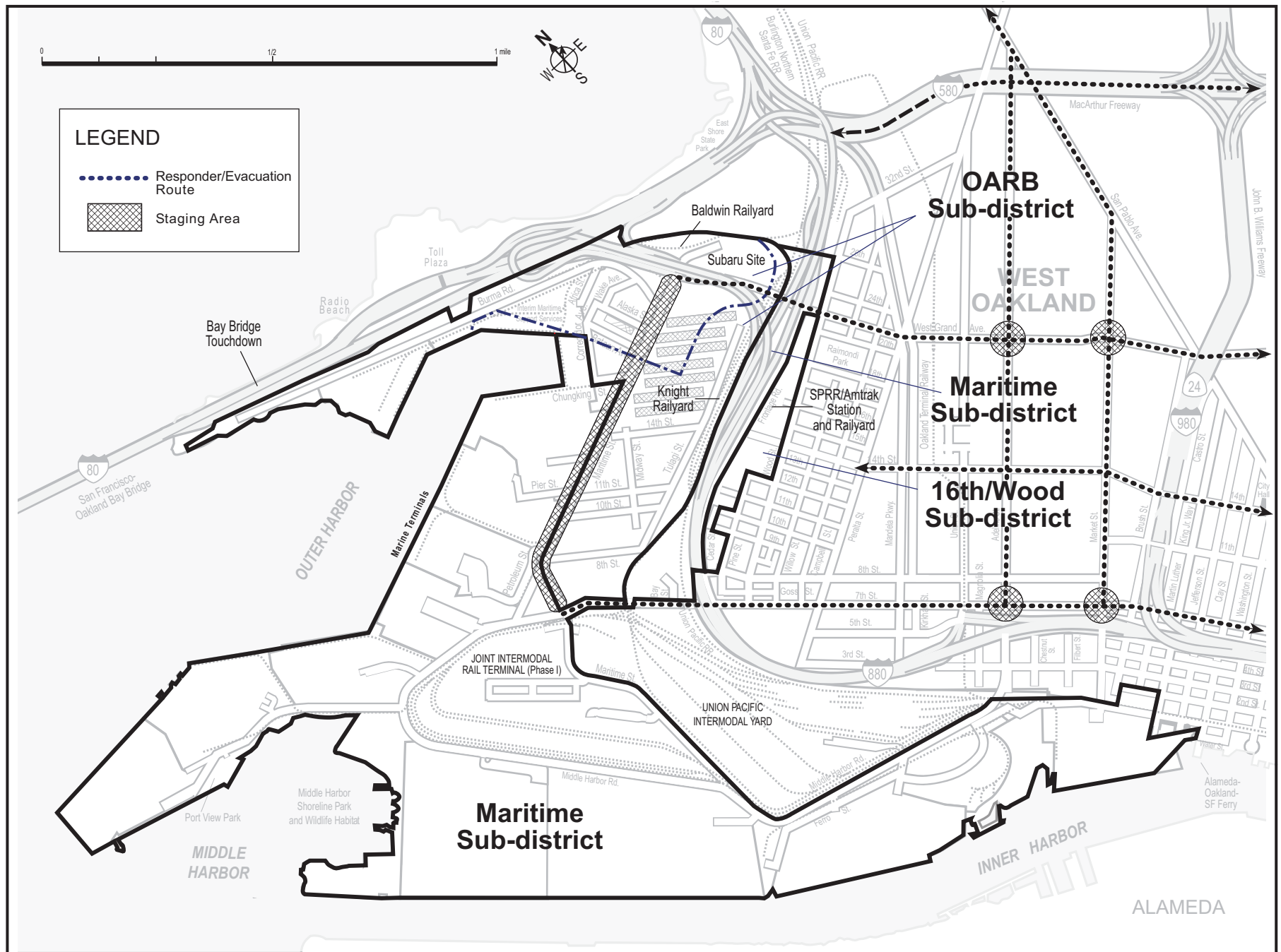
**Public Services**

**Fire, Hazardous Materials Incident Response.** The Oakland Fire Department (OFD) provides fire and local emergency response (rescue, hazardous materials [“hazmat”] response, and first responder emergency medical services) throughout the City. Three battalions and 26 fire stations serve the City. Each is equipped and staffed for fire suppression and first responder hazmat response; one station is staffed and equipped with hazmat experts; most stations are also equipped and staffed for emergency medical response (see below). The OFD is budgeted to have 492 full-time firefighters (131 on duty at any given time), and 67 support staff. The OFD goal is to respond to fires within seven to nine (7 to 9) minutes (OFD 2002).

**Emergency Response.** The OFD Office of Emergency Services (OES) is responsible for coordination of response to a wide-spread emergency. The OES prepares, maintains, and updates the City’s Response Concept, a written plan that describes how OES intends to respond to widespread incidents (OFD 2002). The Response Concept, prepared in accordance with state requirements under the Standardized Emergency Management System (SEMS), describes the structure and role of the City’s emergency management organization. The Response Concept is the emergency response plan for the City, and addresses the following topics:

- Mutual aid to and from nearby jurisdictions to provide available emergency resources
- Public information (media coordination)
- Coordination of advanced warning information
- Authority to respond
- Coordination of state and local/regional emergency operations centers
- Emergency operations
- State and federal coordination
- Recovery response

Annex H of the Response Concept includes policies and procedures for the evacuation or dispersal of people from threatened or hazardous areas during a natural disaster. Annex H includes maps of routes that would serve as the main entry to the area by emergency response personnel, as well as the main exit from the area for evacuees. These routes and emergency response staging areas are depicted on Figure 4.9-1. Industrialized land along both sides of Maritime Street are identified as staging areas, and West Grand Avenue and 7<sup>th</sup> Streets as first



OARB Area Redevelopment EIR  
**Figure 4.9-1 First Responder/Evacuation Routes and Staging Areas**  
 April 2002



1 responder/evacuation routes. The Response Concept and Annex H are currently under  
2 revisions, and that revision can accommodate changes to the area proposed by redevelopment  
3 (OFD 2002a).

4 The Response Concept is a blueprint for management of and coordination during an emergency  
5 event and its recovery. So-called “annexes” to the Response Concept include specific “on the  
6 ground” information, such as emergency response routes and evacuation routes. The Response  
7 Concept and its annexes are currently in revision, and are expected to be updated to reflect the  
8 redevelopment program (OFD 2002a).

9 **Medical Response.** Recently, medical response capabilities have been augmented as each  
10 emergency responder unit has Emergency Medical Technician (EMT) training and can provide  
11 Basic Life Support (BLS) services. The Alameda County Medical Services District contracts with  
12 American Medical Response Ambulance Company and OFD to respond to medical  
13 emergencies. In 1999, the OFD initiated a city-wide program of advanced life support paramedic  
14 training for OFD personnel, including 960 hours of classroom, hospital, and field instruction. In  
15 addition, the OFD has hired 93 licensed paramedics, all of whom have firefighter training.  
16 Currently, 21 of 26 fire companies are staffed with licensed paramedic personnel. Paramedic  
17 implementation will conclude by 2003.

18 **Police Protection.** The Oakland Police Department (OPD) provides police services throughout  
19 the City. OPD has an authorized staffing of 748 sworn officers, 426 support staff, and 25  
20 reserve officers.

21 OPD operates from the downtown station at 455 7<sup>th</sup> Street and the Eastmont Substation at 73<sup>rd</sup>  
22 and Bancroft avenues. Officers patrol three areas, each commanded by a Captain of Police.  
23 Each area has two Police Service Areas (PSAs), except the North and West Oakland Area  
24 which has three PSAs. A Lieutenant of Police commands each PSA.

25 On each of three daily watches an officer is assigned to each of 35 police beats. All PSAs are  
26 patrolled 24 hours per day, with officers working 10-hour overlapping shifts (“watches”). The 3<sup>rd</sup>  
27 watch and 1<sup>st</sup> watch officer overlap from 9:00 p.m. to 2:00 am.

28 In addition, OPD operates a police boat from Fire Station No. 2 at 100 Jack London Square.  
29 Two reserve officers maintain this boat and patrol the Oakland Harbor area. The boat is  
30 primarily used to enforce boating laws, and to maintain a police presence in the Inner Harbor  
31 from the Park Street Bridge to Outer Harbor (OPD 2001 a, b).

32 The OPD receives approximately 74,000 emergency calls per month; the priority of each call is  
33 classified according to a four-level system. While OPD does not officially document its response  
34 time, priority calls are dispatched within one minute of receiving the call (OPD 2001c).

35 **Schools.** The Oakland Unified School District (OUSD) manages and operates 80 elementary,  
36 middle, and high schools in Oakland, serving more than 53,000 students (OUSD 2001).

**Libraries.** The City of Oakland Public Library is a department of the City's Life Enrichment Agency. It serves Oakland via a bookmobile serving more than 60 locations, as well as multiple permanent locations: the Main Library on 14<sup>th</sup> Street, 15 neighborhood branches, and the Second Start Adult Literacy Program on 15<sup>th</sup> Street. The Oakland Library serves an estimated population of approximately 421,000 (Oakland Public Library 2000).

**Solid Waste.** In 2000, the City disposed of approximately 423,000 tons of solid waste at several landfills (IWMB 2001). The City estimates the sources of solid waste as follows:

- Residences            30 percent
- Commercial        40 percent
- Industry             30 percent

Waste Management of Alameda County collects most solid waste generated within the City, and transports it to the Davis Street transfer station in San Leandro, which accepts wastes of the following types: construction/demolition, green materials, mixed municipal, tires, and wood mill. From the transfer station, approximately 76 percent by weight of the City's disposed waste is hauled to the Altamont landfill, located in eastern Alameda County, which accepts a wide variety of waste types, including asbestos-containing wastes. Contractors haul most construction and demolition debris either to recycling facilities, or to the Vasco Road landfill north of Livermore.

The California IWMB reports the Davis Street transfer station is permitted for a peak throughput of 5,000 tons per day (tpd), and in 2000 operated at approximately 3,800 tpd, or about 76 percent of its permitted throughput. Altamont landfill is permitted for a peak throughput of 11,150 tpd, and in 2000 operated at approximately 4,090 tpd, or about 37 percent of its permitted throughput (IWMB 2001). It currently has 58.9 million cubic yards of capacity, estimated to be sufficient through year 2008 (IWMB 2001; City of Oakland 1998). Vasco Road landfill is permitted for a peak throughput of 2,518 tpd, and operates at approximately 2,503 tpd, or about 99 percent of its permitted throughput (IWMB 2001). It currently has 31.9 million cubic yards of capacity, estimated to be sufficient through year 2014 (IWMB 2001; City of Oakland 1998).

From 1995 through 2000, the years for which records are available, Oakland has increased the percentage of waste recycled from 27 to 50 percent (City of Oakland Public Works Agency 2001). These estimates are similar to those of the IWMB.

**Hospitals.** Oakland is served by the following major hospitals:

- Children's Hospital, 747 52<sup>nd</sup> Street, Oakland;
- Alameda County Medical Center, Highland Hospital Campus, 1411 East 31<sup>st</sup> Street, Oakland;
- Kaiser Permanente Medical Center, 280 West MacArthur Boulevard, Oakland;
- Summit Medical Center, 350 Hawthorne Avenue, Oakland; and

- Alta Bates Medical Center, 2450 Ashby Avenue, Berkeley (serves North Oakland).

## **Utilities**

**Wastewater.** Generally, the City of Oakland provides city-wide sewage collection services, and the East Bay Municipal Utility District (EBMUD), a publicly-owned utility, provides sewage transport (large-diameter and interceptor-level pipeline), treatment, and discharge services. The Oakland Public Works Department provides sewage collection services for approximately 39 square miles within the city. According to the LUTE, within the region, the City owns, operates, and maintains five pump stations, and approximately 4.5 million linear feet of pipeline ranging in size from 6 inches to 72 inches in diameter. The Oakland sewage collection system discharges to EBMUD's sewer interceptor system, comprising approximately 29 miles of large-diameter pipeline, ranging in size from 9 to 12 feet in diameter.

The EBMUD interceptor system transports sewage to that utility's Main Wastewater Treatment Facility (WWTF), located in northwest Oakland immediately south of the I-80/I-880/I-580 interchange (the MacArthur maze). The Main WWTF treats domestic, commercial, and industrial wastewater, and currently experiences an annual average flow of approximately 80 million gallons per day (mgd). The WWTF can provide secondary treatment for a maximum flow of 168 mgd, and primary treatment for up to 320 mgd; storage basins provide plant capacity for a short-term hydraulic peak of 415 mgd. Treated effluent is discharged from the WWTF to San Francisco Bay south of the Bay Bridge approximately one mile from the east Bay shoreline via a 102-inch-diameter deep-water outfall pipeline (EBMUD 2001a). EBMUD discharges in compliance with conditions of permits granted the District by the RWQCB under the National Pollutant Discharge Elimination System (NPDES) Program.

**Stormwater.** The Oakland Public Works Department operates and maintains approximately 300 miles of stormwater collection and transport pipelines ranging in size from 6 inches to 9 feet in diameter. The storm sewer pipelines are primarily reinforced concrete. The system includes approximately 9,400 inlets and 5,850 manholes. The City's stormwater system discharges to facilities owned and maintained by the Alameda County Flood Control and Water Conservation District (ACFCD), a department within the Alameda County Public Works Agency. In Oakland, ACFCD system facilities include channels, pipelines, dams, erosion control devices, pump stations, and other miscellaneous facilities, such as tide gates. The Oakland Public Works Department maintains a list of problems related to inadequate storm drainage system-wide and is currently conducting a study to assess these problems and recommend improvements.

**Potable and Reclaimed Water.** EBMUD serves Oakland with potable and reclaimed water from its Orinda Water Treatment Plant and its Main WWTF, respectively. In order to minimize treatment while protecting public health, it is the policy of EBMUD to provide drinking water from the highest quality source available; that source is currently the Mokelumne River. Pursuant to the requirements of the Urban Water Management Act, EBMUD prepared and adopted UWMPs in 1985, 1991, 1996, and 2001. The current plan states that total service area customer demand in 2000 was 230 mgd, and when adjusted for conservation and the use of reclaimed water, net

customer demand was 216 mgd. The UWMP projects that 2020 service area net customer demand will be 229 mgd (EBMUD 2000).

In 1993, EBMUD completed an extensive examination and analysis of its Water Supply Management Program (WSMP), that addresses EBMUD's ability to reliably serve its current and future customers through year 2020. Results of the WSMP supply and demand analysis match results of alternative analysis for the UWMP with a high level of confidence. The WSMP analysis indicates that with aggressive conservation and reclamation, EBMUD can meet its obligation to serve its current and future customers in normal rainfall years. However, in years of drought, even with aggressive conservation and reclamation coupled with 25 percent rationing throughout the service area, EBMUD predicts a shortfall in excess of 62 mgd. For more than 30 years, EBMUD has pursued a supplemental source of high-quality raw water from the American River. However, due to long-term strong political and environmental opposition to this plan, EBMUD recently entered into an agreement with the County of Sacramento and the U.S. Bureau of Reclamation to access the Sacramento River as the source of supplemental EBMUD water supplies (EBMUD 2001b).

EBMUD projects that in 2020, customers will use 14 mgd (9 billion gallons per year) of reclaimed water for landscape irrigation and for some industrial and commercial uses. Because the supply of EBMUD reclaimed water far exceeds demand, in times of drought, reclaimed water provides a much more stable source of water, not subject to rationing (EBMUD 1999a, b). EBMUD policy and regulations may require its customers and applicants to use recycled water when such water is of adequate quality and quantity, available at a reasonable cost, not detrimental to public health, and not injurious to plant, fish, or wildlife (EBMUD 1999c).

**Power.** Pacific Gas & Electric (PG&E) Company, a private investor-owned utility, distributes natural gas and generates and distributes electricity to nearly all areas of the City. Restructuring and deregulation of California's electric industry, combined with unanticipated growth and lack of new generation facilities, has resulted in instability of electric supply. This instability is reflected in the bankruptcy of PG&E in April 2001. It has also resulted in rolling black-outs, events during which power is cut to specific areas for several hours at a time to reduce demand on the electric grid system. Such measures can be expected to continue during periods of peak demand until sufficient generation facilities are operational, in 2002 or 2003.

#### **4.9.4 Local Setting**

The analysis of impacts to potable water use/supply, energy consumption, and school attendance use an alternative baseline for only the OARB portion of the project area. For these factors, both the current environmental setting, and the environmental baseline in 1995 are described. For remaining factors, current setting information is provided.

**Public Services**

**Fire and Emergency Response.** Fire Stations No. 2 and No. 3 provide fire protection, hazmat response, and emergency response services to the study area. The OFD expects both stations to be staffed by licensed paramedic personnel by the end of 2002 (OFD 2001c). In addition, Station No. 2, at 100 Jack London Square (immediately east of the study area at the base of the Franklin Delano Roosevelt pier) is staffed 24 hours per day by one officer and three fire-fighters. It has one engine and one boat for fire suppression.

Station No. 3, at 1445 14<sup>th</sup> Street (approximately five blocks east of the study area) is staffed 24 hours per day by two officers and six firefighters. It has one engine and one truck for fire suppression, and houses OFD's primary hazmat response team, which provides the first response to major spills or releases of hazardous materials throughout the OFD service area (OFD 2001b).

The OFD paramedic training facility is an interim use located in OARB Building No. 590.

**Police Protection.** The study area is located within Oakland Police Department (OPD) Beats No. 02Y, No. 05Y, and No. 01X. The OPD provides police services to the Maritime and 16<sup>th</sup>/Wood sub-districts. Contracted private guard service currently patrol the OARB sub-district, acting as first responder; OPD provides additional support within OARB (OPD 2001).

In accordance with the terms and conditions of a City of Oakland–Port of Oakland memorandum of understanding (MOU), the Port funds two full-time commercial officer positions to enforce truck-related regulations in West Oakland.

**Schools, Setting.** The study area is within the boundaries of two OUSD schools: Prescott Elementary and McClymonds High. In 2000, Prescott Elementary, located at 920 Campbell Street in West Oakland, served 640 students in kindergarten through 8<sup>th</sup> grade. McClymond High, located at 2507 Myrtle Street in West Oakland, served 819 students in grades 9 through 12 in 2000 (OUSD 2001). In addition, the Oakland Military Institute College Preparatory Academy and a Head Start facility are located in the OARB sub-district.

Based on data from the 2000 U.S. Census, an average of 0.51 school-aged child resides in each Oakland household (U.S. Department of Commerce 2000). The redevelopment project area has approximately 20 residential loft units, and this analysis estimates approximately 10 school-aged children live in the Maritime sub-district.

**Schools, Alternative Baseline.** In 1995, approximately 45 school children living at the OARB attended Oakland public schools. No other school-aged children lived in the redevelopment project area in 1995 (Corps 2001).

**Libraries.** The West Oakland branch library is located at 18<sup>th</sup> and Adeline streets in West Oakland. This branch houses the Public Library's bookmobile, and maintains free Internet access for patrons. The West Oakland branch library also sponsors several unique programs for

children, and others related to the history and culture of West Oakland. The West Oakland branch includes meeting rooms, and accommodates public forums by appointment (Oakland Public Library 2001).

**Hospitals.** The hospital nearest the study area is Summit Medical Center. A mental health and substance abuse facility serving military personnel is located within the Port development area of the OARB sub-district (within the Army Reserve Enclave), east of Maritime Street.

### **Utilities**

Information for utility systems serving the OARB sub-district is summarized from the *Oakland Army Base Utility Study Utilities Systems Review* (Earth Tech 2000). For the remainder of the study area, information is generally summarized from the LUTE (City of Oakland 1998).

Throughout the redevelopment study area, a variety of entities supply resource-based utilities; these entities may or may not operate and maintain the utility systems. At the OARB, the Port of Oakland serves as the “qualified utility provider,” whereby the Port operates and maintains several of the utility systems. Redevelopment project area providers and system operators are, as follows:

Utility	Supplier	System Operator (area)
Wastewater collection		City (16 <sup>th</sup> /Wood) Port (OARB, Maritime)
Wastewater transport		EBMUD
Wastewater treatment		EBMUD
Stormwater collection, transport		City, Alameda County Flood Control District (16 <sup>th</sup> /Wood) Port (OARB, Maritime)
Potable, reclaimed water	EBMUD	EBMUD (16 <sup>th</sup> /Wood) Port (OARB, Maritime)
Solid waste		Waste Management
Electricity	WAPA	OARB, Maritime
	PG&E	16 <sup>th</sup> /Wood
Gas	PG&E	PG&E
Telecommunications	Pacific Bell	Pacific Bell

**Wastewater.** For the entire study area, EBMUD provides sanitary sewage transport (intercepting and lift stations), treatment and disposal services. Within the 16<sup>th</sup>/Wood sub-district, the Oakland Public Works Department owns, operates, and maintains the sewage collection system. Within the OARB sub-district, the Army owns, and the Port operates and maintains the sewage collection system. In addition, there is a single septic tank at Building No. 991. In the Maritime sub-district, the Port owns, operates, and maintains the collection system. The EBMUD 102-inch outfall pipeline, a pile-supported structure, starts at EBMUD’s main WWTF northeast of the OARB, traverses westerly just north of the Baldwin Yard, then immediately north of and parallel to Burma Road, and continues to its outfall point approximately one mile west of the eastern Bay shoreline. Prior to its discharge to the Bay, effluent is de-chlorinated by the addition of sodium bisulfide at a de-chlorination facility located at the Gateway Peninsula. This facility is located within a cinderblock building. Chemicals are stored in double-walled tanks, located within a bermed enclosure.

The redevelopment project area is located entirely within sewer collection basin 64 (Oakland North). Sewer collection basin 64 is subdivided into 15 numbered and one unnumbered (“X”)

sewer collection sub-basins. Each numbered sub-basin encompasses a specific physical area, and its sewer flows are assigned to a single discharge point from the City's collection system to the EBMUD interceptor system, in this case EBMUD's South Interceptor. The unnumbered sub-basins represent the total area within the larger sewer collection basin not located within a numbered sub-basin, and flows are not assigned to a specific discharge point along the EBMUD transport system. Each sub-basin is allocated a certain amount of sewer flow that may be discharged to the EBMUD system, and flows within a sub-basin normally may not exceed that allocation. Should a sub-basin require more flow than its allocation, allocation may be redirected between adjacent sub-basins, or allocation assigned to the unnumbered sub-basin may be redirected to a numbered sub-basin. In total, however, flows for the larger sewer basin may not exceed that basin's allocation. In this manner, EBMUD ensures the capacity of its wastewater transport and treatment system is adequate to serve development as planned and as proposed. The portion of the project area anticipating physical redevelopment spans all or a portion of the following sewer collection sub-basins: 64-4, 64-5, 64-12, 64-13, 64-14, 64-15, and 64-X. Total gross allocation for these sub-basins is 14.2 mgd.

**Stormwater.** The City of Oakland Public Works Department and the ACFCD serve the 16<sup>th</sup>/Wood sub-district. The Port of Oakland owns and maintains the storm sewer system within the majority of the Maritime sub-district. The Port of Oakland is constructing its Vision 2000 Maritime Development Program along the Oakland Inner and Middle harbors. This major port and regional recreation program includes a new stormwater system subject to permit conditions imposed by the RWQCB. Within the OARB sub-district, the Army owns, and the Port operates and maintains the storm sewer system, including pipelines, manholes, 440 catch basins, and 11 outfall structures discharging to the Oakland Outer Harbor.

**Potable and Reclaimed Water, Setting.** The EBMUD treats potable water for the entire study area. Within the 16<sup>th</sup>/Wood and Maritime sub-districts, EBMUD also transports potable water to each customer's meter. Within the OARB sub-district, the Army owns, and the Port operates and maintains the water distribution system from two connections to the EBMUD system, one located near the intersection of 14<sup>th</sup> and Maritime streets, and the other located near the West Grand Avenue over-crossing near I-80. A 12-inch water line owned by the City of San Francisco and serving Treasure Island, is located north of OARB in the I-80 right-of-way. This line provides a third connection to the OARB, although that connection is not utilized.

EBMUD does not currently serve the study area with reclaimed water. It does plan, however, to serve the area with reclaimed water through its East Bayshore Recycled Water Project. Recommended reclaimed water pipeline routes as depicted in the project's EIR would traverse the OARB and Maritime sub-districts in Maritime Street and 7<sup>th</sup> Street, and would be located adjacent to the 16<sup>th</sup>/Wood sub-district in Wood Street (EBMUD 2001c).

Current (2001) daily water demand for the redevelopment project area is estimated at approximately 991,500 gallons per day, as follows:

**Potable and Reclaimed Water, Alternative Baseline (1995).** In the baseline year of 1995, actual daily water use at the OARB averaged 184,100 gallons over a 12-month period (EBMUD 2001d).

<b>Sub-District</b>	<b>Gallons per Day, Rounded to Nearest 100 Gallons<sup>2</sup></b>
OARB	205,400
Maritime	760,200
16 <sup>th</sup> /Wood	25,900
<b>Total</b>	<b>991,500</b>

**Solid Waste.** Solid waste generated within the study area is ultimately disposed at the Altamont landfill. Within the 16<sup>th</sup>/Wood and Maritime sub-districts, Waste Management of Alameda County collects solid waste, processes it through the Davis Street transfer station, and disposes it at the landfill. Within the OARB sub-district, Waste Management collects and disposes of waste at the Altamont landfill ( Corps 1999).

**Power, Setting.** PG&E distributes natural gas to the entire study area. Within the OARB sub-district, PG&E distributes gas under “interruptible” terms, whereby delivery is subject to supply or capacity restrictions.

PG&E supplies and distributes electricity throughout the 16<sup>th</sup>/Wood sub-district and to a portion of the OARB sub-district. Within the majority of the OARB sub-district, a Port-owned 12 kV power line supplements the PG&E supply from the Western Area Power Association (WAPA)-supplied, Port-owned Davis sub-station, located on Maritime Street near 7<sup>th</sup> Street. The Port distributes 12 kV power to most of the Maritime sub-district as well as Treasure Island from its Davis sub-station. Existing feeder into the OARB switchgear can deliver 7.4 MW; the switchgear itself is rated at between twice and three times that amount. Four feeder circuits, each rated at 5.3 megavolt amperes can supply a total of 5 MW, well above historic peak demand (Corps 2001). In 1999, peak electrical demand at the OARB was 1.5 megawatts (MW) (Earth Tech 2000).

**Power, Alternative Baseline (Electricity, 1995).** In the 1995 baseline year, peak demand for electricity at the OARB was just under 3 MW (Corps 2001).

**Telecommunications.** Pacific Bell operates and maintains the telecommunications system in the redevelopment project area, and own most of the system outside the OARB sub-district. Within the OARB, Pacific Bell has a primary point of interface in Building No. 780 and an intermediate distribution frame in Building No. 1. The Army owns the remainder of the telephone infrastructure equipment at the OARB. Pacific Bell provides service to all tenants at the Base.

#### **4.9.5 Impact Analysis Methodology**

As allowed by CEQA, where relevant, the analysis of impacts of community reuse of a military base may be based on environmental conditions that existed at the time the federal government

<sup>2</sup> Demand for the OARB is taken from metered usage averaged over a 12-month period. Demand for the Maritime and 16<sup>th</sup>/Wood sub-districts is derived from EBMUD’s “Average Land Use Demands by Location” methodology. See Appendix 4.9 for calculation of water demand estimates for 2001 and 2020.



made the decision to close the base, rather than current existing conditions. For the OARB, this decision was made in 1995. The analysis of impacts to potable water use/supply, energy consumption, and school attendance use this alternative baseline for only the OARB portion of the project area.

**Significance Criteria**

Redevelopment would have a significant impact 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 any of the public services:
  - Fire protection;
  - Police protection;
  - Schools<sup>3</sup>; or
  - Other public facilities;<sup>4</sup>
- Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan;
- Exceed wastewater treatment requirements of the San Francisco Bay RWQCB;
- Require or result in construction of new storm water drainage facilities or expansion of existing facilities, construction of which could cause significant environmental effects;
- Exceed water supplies available to serve the redevelopment program from existing entitlements and resources, and require or result in construction of water facilities or expansion of existing facilities, construction of which could cause significant environmental effects;
- Result in a determination by the wastewater treatment provider that serves or may serve the redevelopment program that it does not have adequate capacity to serve the redevelopment program's projected demand in addition to the providers' existing commitments and require or result in construction of new wastewater treatment facilities or expansion of existing facilities, construction of which could cause significant environmental effects;
- Be served by a landfill with insufficient permitted capacity to accommodate the redevelopment program's solid waste disposal needs and require or result in construction of

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<sup>3</sup> While school impacts are discussed, mitigation for such impacts is limited to allowable fees as established by Government Code Section 69955.

<sup>4</sup> Effects to public recreation facilities are disclosed in Section 4.10: Recreation and Public Access.

landfill facilities or expansion of existing facilities, construction of which could cause significant environmental effects;

- Violate applicable federal, state, or local statutes and regulations related to solid waste;
- Violate applicable federal, state or local statutes and regulations relating to energy standards;
- Result in a determination by the energy provider that serves or may serve the project that it does not have adequate capacity to serve the project's projected demand in addition to the providers' existing commitments and require or result in construction of new energy facilities or expansion of existing facilities, construction of which could cause significant environmental effects; or
- Accelerate or advance the timing and extent of roadway repair requirements in and around the project area to a greater extent than would otherwise be required for roadway upkeep and repair under normal vehicular flow conditions.

Not all criteria listed above apply to proposed redevelopment, and those that do not apply are not analyzed below. Safeguards are currently in place that would prohibit wastewater treatment requirements of the San Francisco RWQCB to be exceeded. For example, EBMUD is required to operate within its RWQCB-granted NPDES permit, which includes conditions on discharge quantity and quality specifically intended to ensure that high receiving water quality results. In addition, the City of Oakland may not exceed its flow allocations in each relevant EBMUD sewer collection sub-basin; again, this measure ensures that EBMUD has both the sewage transport and treatment capacity planned to ensure high receiving water quality. The NPDES-permitted discharge quality and quantity levels in EBMUD's NPDES permit represent the legal baseline for impact analysis. As long as redevelopment as proposed would not cause EBMUD to operate outside its permit conditions, no wastewater impacts would occur.

#### **4.9.6 Impacts**

Redevelopment as proposed would include the following activities or elements that could affect public services or utilities:

**Construction.** Demolition of buildings, removal of pavement and asphalt, possible removal of underground infrastructure (increases in solid waste); installation of underground utilities (new storm and sanitary sewers, potable water, reclaimed water, natural gas, telecommunications, and electrical systems); construction vehicles (deterioration of local roadways).

**Operations.** New and increased employment centers, commercial, and residential uses, with increased daytime population and industrial activity northwest of I-880, and increased day-time and nighttime population southeast of I-880 (increased demand for fire, emergency response, police, and first medical response services; slight increase in school enrollment, library, and hospital services; increased demand for water supply and treatment and sanitary sewer transport and treatment; increased solid waste; accelerated roadway deterioration).

**Benefits**

Redevelopment as proposed would result in repair and/or replacement of the majority of the existing water supply, stormwater collection/discharge, and collection sanitary sewer systems. This would result in new infrastructure systems designed and constructed to modern municipal standards. Losses in leaking water lines, contamination in storm sewer pipelines, and inflow/infiltration to sanitary sewer pipelines would be substantially lowered. This would result in lower water usage, cleaner receiving waters, and lower sanitary sewer flows than would otherwise occur with reuse of the old systems, a substantial environmental benefit.

As noted in Section 4.7: Hazardous Materials, reconstruction of the existing storm sewer system would eliminate a source of environmental contamination, a substantial benefit.

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**Impacts**

**Impact 4.9-1:** Construction activities and increases in employees and residents as well as increased building density would increase demand for fire, hazmat, and first responder medical emergency services.

**Significance:** Significant for long-term fire and first responder medical emergency response

Less than significant for hazmat response

**Mitigation 4.9-1:** The City and Port shall cooperatively investigate the need for, and if required shall fund on a fair-share basis construction and operation of a fire station in the OARB sub-district. Construction and operation of this fire station shall occur in accordance with all applicable measures recommended in this EIR to mitigate environmental impacts of such construction and operation.

**Residual Significance:** Less than significant

The redevelopment program would include activities such as demolition/de-construction, site preparation, and utilities installation that could result in a short-term increase in the need for fire, first responder medical emergency, and hazmat response services. This short-term need is not expected to require new or physically altered government facilities in order to maintain acceptable service ratios, response times, or other performance objectives, and the short-term impact to these services is considered less than significant.

As is currently the case, redevelopment could result in the transport of hazardous materials along access routes, and the transport, handling, and use of such materials within the redevelopment project area. The quantities and types of hazardous materials used in redevelopment operations are likely to differ than those currently used, but in any case,

1 redevelopment would not introduce new types of hazardous materials to an area. It is not  
2 expected the potential long-term need for hazardous response services would require new or  
3 physically altered government facilities in order to maintain acceptable service ratios, response  
4 times, or other performance objectives, and the long-term impact to these services is  
5 considered less than significant.

6 For fire, first responder medical emergency, and hazmat response services, it is possible that  
7 due to increases in both daytime and full-time populations, existing equipment and staffing may  
8 not be adequate to serve the redevelopment project area. When the City grants permits for  
9 redevelopment or subsequent redevelopment activities, the permit may include conditions  
10 requiring payment of monies to defray the costs of increased equipment or staffing of facilities  
11 needed to provide adequate services.

12 Although the exact type and location of redevelopment physical elements is not currently  
13 defined, redevelopment would result in replacement of old structures or vacant parcels with new  
14 structures designed to modern building codes. This would reduce the long-term need for fire  
15 response services based on structure age and type. This is counter-balanced, however, by the  
16 intensification of land uses and increased activity levels in the OARB sub-district (including the  
17 presence of more than 10,000 new local employees), the distance of the sub-district from the  
18 nearest public fire station, and the intervening elevated I880 requires access to the site from  
19 any Oakland fire station across elevated structures. Such structures may be compromised in a  
20 major seismic event, isolating the OARB and most of the Maritime sub-districts from emergency  
21 responders. This combination of factors could result in response times unacceptable to the OFD  
22 for fire and first responder medical emergency services (OFD 2002b), requiring new facilities  
23 whose construction may have a significant impact on the environment, and the effect of  
24 redevelopment relative to fire and first responder medical emergency services is considered  
25 significant. With implementation of Mitigation Measure 4.9-1, the impact would be rectified, and  
26 the residual impact is considered less than significant. Because mitigation for this impact may  
27 be a physical facility, implementation of this measure may in itself result in significant impacts to  
28 the environment. If required, the facility would be located within the OARB sub-district, and its  
29 construction and operation would be subject to the same mitigation program as all other  
30 redevelopment activities. It is, therefore, included in the analysis of impacts for the  
31 redevelopment program as a whole. In addition, Mitigation Measure 4.3-8 is intended to address  
32 isolation of a portion of the Gateway development from emergency responders.

33 Section 4.8: Population, Housing, and Employment, describes the projected long-term increase  
34 in both business and residential population expected from redevelopment as proposed. This  
35 increase in the number of people working and living in the area could increase the need for first  
36 responder medical emergency services. It is not expected the potential long-term need for first  
37 responder medical emergency services would require new or physically altered government  
38 facilities in order to maintain acceptable service ratios, response times, or other performance  
39 objectives, and the long-term impact to these services is considered less than significant.



**Impact 4.9-2:** Construction activities and increased employees and residents, as well as increased building density would increase demand for police protection services.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

During construction of redevelopment activities and subsequent activities, construction site would be security fenced. However, the presence of valuable equipment and materials may result in a short-term increase in the need for police protection/response services. This short-term need is not expected to require new or physically altered government facilities in order to maintain acceptable service ratios, response times, or other performance objectives, and the short-term impact to these services is considered less than significant.

Section 4.8: Population, Housing, and Employment, describes the projected long-term increase in both business and residential population expected from redevelopment as proposed. The net increase in the number of people working and living in the area could increase the long-term need for police protection. The long-term need for police protection services is not expected to require new or physically altered government facilities in order to maintain acceptable service ratios, response times, or other performance objectives, and the long-term impact to these services is considered less than significant.

While new or altered physical facilities that could result in an impact to the environment are not expected to be required as a result of redevelopment, it is possible that due to increases in both daytime and full-time populations, as well as increased traffic levels, existing equipment and staffing may not be adequate to serve the redevelopment project area.



**Impact 4.9-3:** Increases in residential population could increase school enrollment in the OUSD.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

In-migration of construction workers to the redevelopment project area or immediately surrounding area as residents is not anticipated, and short-term impacts to schools would not occur as a result of redevelopment.

Redevelopment would result in 375 new live-work units in the 16<sup>th</sup>/Wood sub-district. Based on the number of students per Oakland household in the 2000 Census, this analysis assumes 0.51 student per unit, or approximately 190 students. Because live-work is generally not family housing, this estimate is conservative. Accounting for the 45 school-aged children located within

the project area at the OARB in the baseline year of 1995, the net potential increase in student population due to redevelopment is approximately 145 students.

The 16<sup>th</sup>/Wood sub-district is within the boundaries of Prescott Elementary School and McClymonds High school. The redevelopment-generated long-term need for school services is not expected to require new or physically altered government facilities in order to maintain acceptable performance objectives, and the long-term impact to these services is considered less than significant.

While new or altered physical facilities that could result in an impact to the environment are not expected to be required as a result of redevelopment, it is possible that due to increases in student population, existing equipment and staffing may not be adequate to serve the redevelopment project area. Pursuant to Government Code Section 65595, fees, charges, dedications, or other requirements imposed on development in amounts not to exceed those established by that code section considered full and complete mitigation for any school-related impacts.



**Impact 4.9-4:** Increases in residential population could increase demand for library services.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Redevelopment would result in 375 new live-work units in the 16<sup>th</sup>/Wood sub-district. Based on *Projections 2002*, Oakland households are expected to have an average of 2.6 persons in 2020; in addition, total population growth between 200 and 2020 is projected to be 10.1 percent (Association of Bay Area Governments [ABAG] 2001). Using the ABAG methodology, the residential population increase resulting from redevelopment would be 975 persons. Because live/work is generally not family housing, this is a conservative estimate. In 2000, the Oakland library system served 421,050 persons (Oakland Public Library 2001). Using ABAG assumptions regarding population growth, this number would increase to approximately 463,800 by 2020. Assuming all new redevelopment-generated residents become library patrons, redevelopment would represent an increase in patronage of approximately 0.2 percent, and impact to library services is considered less than significant.

While new or altered physical facilities that could result in an impact to the environment are not expected to be required as a result of redevelopment, it is possible that due to increases in student population, existing equipment and staffing may not be adequate to serve the redevelopment project area. When the City grants permits for redevelopment or subsequent redevelopment activities, the permit may include conditions requiring payment of monies to

defray the costs of increased equipment or staffing of school facilities needed to provide adequate services.



**Impact 4.9-5:** Increases in employee and residential population could increase demand for hospital services.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

During construction, redevelopment as proposed could result in a slight short-term increase in the need for hospital services. Section 4.8: Population, Housing, and Employment, describes the projected long-term increase in both business and residential population expected from redevelopment as proposed. The net increase in the number of people working and living in the area could increase the long-term need for hospital services. The short-term and long-term need for hospital services are not expected to require new or physically altered facilities in order to maintain acceptable service ratios, response times, or other performance objectives, and the impact to these services is considered less than significant.



**Impact 4.9-6:** Redevelopment construction could interfere with operation of the Maritime Street emergency response staging area, or with the West Grand Avenue and 7<sup>th</sup> Street evacuation routes.

**Significance:** Potentially significant

**Mitigation 4.9-2:** The Port and City shall work with OES to ensure changes in local area circulation are reflected in the revised Response Concept.

**Mitigation 4.9-3:** The Port and City shall require developers within their respective jurisdictions to notify OES of their plans in advance of construction or remediation activities.

**Residual Significance:** Less than significant

Large-scale construction, particularly relocation of Maritime Street and re-construction of the 7<sup>th</sup> Street rail structure has the potential to interfere with emergency first responder/evacuation routes. Because occurrence of this impact depends on a large scale emergency that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measures 4.9-2 and 4.9-3, this impact would be substantially reduced, and the residual impact is considered less than significant.



**Impact 4.9-7:** The new storm sewer system for the 16<sup>th</sup>/Wood sub-district would expand existing facilities.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Redevelopment as proposed in the 16<sup>th</sup>/Wood sub-district would require that new or expanded storm drains be constructed, and that new system would tie into the existing municipal system. Because redevelopment of the 16<sup>th</sup>/Wood sub-district would be infill on currently or previously developed lands, it would not result in substantially greater impervious cover, or increased amounts of storm run-off than occurred when the area was fully developed. While the local storm drain system must be rebuilt, it would not be built with excess capacity that could induce additional growth (see Chapter 6: Consideration of Impacts of Proposed Redevelopment, for a discussion of the potential of the redevelopment program to induce growth). Physical environmental impacts of storm sewer reconstruction are taken into consideration in various locations within this chapter, depending on the environmental factor impacted or potentially impacted. Additional impacts beyond those already disclosed in this document are not anticipated.



**Impact 4.9-8:** Redevelopment would increase potable water demand.

**Significance:** Significant

**Mitigation 4.9-4:** Individual actions with landscaping requirements of one or more acres shall plumb landscape areas for irrigation with reclaimed water.

**Mitigation 4.9-5:** Individual buildings with gross floor area exceeding 10,000 square feet shall install dual plumbing for both potable and reclaimed water, unless determined to be infeasible by the approving agency (City or Port).

**Mitigation 4.9-6:** Site design shall facilitate use of reclaimed water, and shall comply with requirements of CCR Title 22 regarding prohibitions of site run-off to surface waters.

**Residual Significance:** Less than significant

Redevelopment as proposed would increase employed and resident population and intensify land use within the project area in a manner that would increase water demand. Utilizing metered water usage at the OARB, and the East Bay Municipal Water District land-use based



methodology for calculating water demand for off-Base areas within the project area, total estimated water demand in 2001 is approximately 991,500 gallons per day (gpd); for the baseline year, water use was 970,200.<sup>5</sup> Water demand for the entire redevelopment project area in 2020 is projected to be approximately 1.5 million gallons per day (mgd); approximately 614,000 gpd in the OARB sub-district, 747,000 gpd in the Maritime sub-district, and 126,000 gpd in the 16<sup>th</sup>/Wood sub-district. Assuming 2001 demand, increased water demand due to redevelopment is projected to be approximately 495,300 gpd; assuming baseline year demand, increased water demand due to redevelopment is projected to be approximately 516,500 gpd. This analysis conservatively does not assume the OARB water system is leaking, although this would be reasonable to assume, given the system is of World War II vintage; moreover usage is higher in 2001 than in 1995, when the Base was fully operational, which may indicate that leakage is occurring and is becoming worse over time.

Pursuant to Section 10910 of the California Water Code and the requirements of CEQA, the City requested that EBMUD assess the water demand of the redevelopment program, as well as EBMUD's ability to serve that demand. The findings of the water demand and supply assessment, and EBMUD's response to the City's request is included as Appendix 4.9 to this document. The findings of the assessment conclude that EBMUD has sufficient supplies to meet the demand of the redevelopment program in years of normal rainfall. Given the findings of the water supply assessment, demand of the redevelopment program would not exceed available water supplies from existing entitlements and sources. Neither would the program require construction or expansion of water supply or treatment facilities, and the impact of redevelopment to water supplies in normal years is considered less than significant.

Under drought conditions, EBMUD would not have sufficient water to serve all customer demand within its service boundary, including the redevelopment program. This is considered a significant impact. Under drought conditions, EBMUD would ration potable water to its customers, including those located within the redevelopment project area, consistent with its most current UWMP (EBMUD 2000). Implementation of EBMUD's drought condition rationing program in combination with Mitigation Measures 4.9-4, 4.9-5, and 4.9-6, would substantially reduce demand for potable water from redevelopment during critical water supply events, consistent with EBMUD policies. The residual impact is considered less than significant.



**Impact 4.9-9:** Redevelopment would increase sewer flows to the EBMUD transport and treatment system.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

<sup>5</sup> Data of metered water use at the OARB, and the EBMUD water demand and supply assessment are included in this document as Appendix 4.9.

During wet weather events and in times when groundwater is at its highest level (e.g., after one or more high-rain seasons), groundwater inflow and infiltration (I/I) to the sanitary sewer system can account for the majority of sewer flows. Moreover, groundwater in the Maritime and OARB sub-districts is normally relatively shallow. As with the water system, the OARB sewerage system is of World War II vintage; conversely, much of the Maritime sub-district system was recently installed as part of the Port of Oakland's Vision 2000 Program. All or nearly all sanitary sewer pipelines in the OARB and 16<sup>th</sup>/Wood sub-districts would be removed, and a new sewer system would be constructed as part of the redevelopment program.

Based on standard flow factors, and assuming reconstruction of large portions of the system as described above, sewer flows for the redevelopment program are estimated to be approximately 898,000 gpd, average dry weather flow (ADWF), and 2.6 mgd peak weather flow (PWWF). These protected flows would not exceed allowable sewer collection sub-basin allocations.<sup>6</sup> Sewer flows from the redeveloped project area would not exceed the capacity of either the sewer transport or treatment systems, and the impact is considered less than significant.



**Impact 4.9-10:** Redevelopment would increase the quantity of solid waste, and demand for solid waste services.

**Significance:** Potentially significant

**Mitigation: 4.9-7:** To the maximum extent feasible, the City and Port shall jointly participate in a deconstruction program to capture materials and recycle them into the construction market.

**Mitigation 4.9-8:** Concrete and asphalt removed during demolition/construction shall be crushed on-site or at a near-site location, and reused in redevelopment or recycled to the construction market.

**Mitigation 4.9-9:** The City and Port shall require developers to submit a plan that demonstrates a good faith effort to divert at least 50 percent of operations phase solid waste from landfill disposal.

**Residual Significance:** Less than significant

While the City currently complies with waste diversion requirements of 50 percent, redevelopment activities could generate waste in quantities that could jeopardize that compliance. During construction, demolition of buildings would generate large amounts of wood, metal, ceramic, and other materials. Removal of existing building slabs, roads, and parking lots would generate substantial amounts of concrete and asphalt. It is not likely these materials would be generated in quantities that would threaten landfill capacity, but they may be produced

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<sup>6</sup> Analysis of sewer flows on a sub-basin basis is included in this EIR as Appendix 4.9.

in quantities sufficient to hamper the City's ability to achieve mandated waste diversion goals. Because the volume and weight of construction debris cannot be estimated with accuracy, the impact is considered potentially significant. With implementation of Mitigation Measures 4.9-7, 4.9-8 and 4.9-9, the impact would be substantially reduced, and the residual impact is considered less than significant. In addition, Mitigation Measure 4.6-5, primarily intended to mitigate impacts to historic resources, would further mitigate impacts related to construction-phase solid waste.

During the operations phase, redevelopment would generate the types and quantities of solid waste typical of the types of uses anticipated: transportation, industrial, office/R&D, commercial, and live/work. An analysis of the quantity of solid waste generation, diversion, and disposal related to redevelopment is included as Appendix 4.9 to this EIR. Using waste generation factors utilized in other environmental analysis as summarized by the IWMB, redevelopment is expected to generate approximately 27,600 tons per year (tpy) of solid waste. Accounting for existing solid waste generation from the OARB sub-district (which would be replaced with new land uses) of 10,600 tpy, net solid waste generation from redevelopment would be 17,100 tpy. Accounting for Oakland's historic 50 percent diversion rate, net solid waste for disposal attributable to redevelopment would be 8,500 tpy. This is less than 2 percent of total Oakland disposal in 2000, and less than 0.3 percent of total waste disposed daily at the Altamont and Vasco Road landfills. The redevelopment-specific impact to public services relative to solid waste is considered less than significant.



**Impact 4.9-11:** Redevelopment could increase demand for energy.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Redevelopment would replace approximately 3.3 million square feet of enclosed building area constructed to 1940s standards, with approximately 4.1 million enclosed square feet of modern, insulated, buildings. Although square footage would increase by approximately 25 percent relative to the existing condition, due to the use of modern materials with excellent insulation capabilities, energy consumption per square foot for climate control is likely to be greatly lower than the current condition. In the absence of development details, energy use is difficult to estimate in a meaningful manner. While new land uses may require substantial power, there is excess capacity in the existing system that would allow for considerable growth (Corps 2001). PG&E can deliver up to approximately 7.4 megawatts (MW) of power to switching station that serves the area. Should this entire capacity be used, it would represent less than 0.02 percent of California electricity consumption in 2000 (California Energy Commission [CEC] 2001). Accounting for baseline year consumption (3 MW), net estimated consumption would be 4.4 MW, less than 0.01 percent of California 2000 consumption. Existing capacity is adequate to serve redevelopment, and additional facilities or sources of energy would not need to be

developed. The redevelopment-specific effect on energy resources would be less than significant.



**Impact 4.9-12:** Both construction/remediation vehicles and increased operations vehicle activity would accelerate or advance deterioration of local roadways and the timing and extent of roadway maintenance/repair.

**Significance:** Significant

**Mitigation 4.9-10:** The Port and City of Oakland shall work cooperatively to develop an ongoing joint program to identify and evaluate impacted local roadways and identify required maintenance/repair activities. The agencies will fund needed repairs and maintenance on a fair-share basis.

**Residual Significance:** Less than significant

Due to their weight, heavy-duty construction/remediation vehicles and on-road equipment could accelerate deterioration of local roadways. During operations, increased activity levels would result in increased vehicle trips associated with all redevelopment sub-districts. Some of these increased trips would be extra-heavy truck trips, allowed only in the Port area. Increases in trips, which are described in Section 4.3: Transportation and Traffic, would accelerate or increase physical deterioration of local roads, which is considered a significant impact. With implementation of Mitigation Measure 4.9-10, the impact would be substantially rectified or compensated for, and the residual impact is considered less than significant. In addition, Mitigation Measure 4.8-13, intended to primarily address traffic impacts would also further mitigate this impact.



#### **4.9.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.9-1.** The City and Port shall cooperatively investigate the need for, and if required, shall fund on a fair-share basis construction and operation of a fire station in the OARB sub-district. Construction and operation of this fire station shall occur in accordance with all applicable measures recommended in this EIR to mitigate environmental impacts of such construction and operation.

This measure applies to Impact 4.9-1 and Cumulative Impact 5.9-1.

The City and Port of Oakland will each contribute their fair share toward cooperatively investigating the need for a new fire station in the redevelopment area west of I-880. This investigation shall include consultation with the OES and OFD. Should this investigation conclude that, based on detailed redevelopment design, a new fire facility is required, the Port and the City shall each fund their fair share to construct, equip, and staff a fire station and first responder medical emergency facility in the OARB sub-district. In addition, as subsequent redevelopment activities occur, the City and Port will develop a fee formula (to recoup initial investment from future development), as well as a long-term cost sharing formula (to equitably distribute the cost of continuing operations).

The fire facility will be constructed after basic underground infrastructure is constructed, and before any people-attracting subsequent redevelopment activities begin operations.



**Mitigation 4.9-2:** The Port and City shall work with OES to ensure changes in local area circulation are reflected in the revised Response Concept.

This measure applies to Impact 4.9-6.

The Port and City would provide information to the OES to facilitate that agency's accurate revision of its Response Concept and Annex H. In particular, the City and Port would provide OES information regarding new and proposed project area development, intensification and changes in land uses, realignment of area roadways, and construction of new local circulation facilities.



**Mitigation 4.9-3:** The Port and City shall require developers within their respective jurisdictions to notify OES of their plans in advance of construction or remediation activities.

This measure applies to Impact 4.9-6.

Each developer proposing construction in the redevelopment project area would be required to notify OES prior to initiation of construction, so that OES may plan emergency access and egress taking into consideration possible conflicts or interference during the construction phase. The developer would also be required to notify OES once construction is complete.



**Mitigation 4.9-4:** Individual actions with landscaping requirements of one or more acres shall plumb landscape areas for irrigation with reclaimed water.

This measure applies to Impact 4.9-8 and Cumulative Impact 5.9-5.

As subsequent redevelopment activities are designed, the City and Port would require that activities of a certain magnitude shall include a reclaimed landscaping irrigation system. The City and Port would make this a condition of approval for private actions that require such approval, and would include reclaimed landscape water systems in the design of their own public projects.



**Mitigation 4.9-5:** Individual buildings with gross floor area exceeding 10,000 square feet shall install dual plumbing for both potable and reclaimed water, unless determined to be infeasible by the approving agency (City or Port).

This measure applies to Impact 4.9-8 and Cumulative Impact 5.9-5.

Any major subsequent redevelopment activity that includes total usable floor area within or more building of 10,000 square feet or more would be required to provide a dual plumbing system—one for potable water, and one for reclaimed water. Reclaimed water may be used for certain industrial uses, and for landscape irrigation, toilet flushing, and other appropriate purposes.



**Mitigation 4.9-6:** Site design shall facilitate use of reclaimed water, and shall comply with requirements of CCR Title 22 regarding prohibitions of site run-off to surface waters.

This measure applies to Impact 4.9-8.

When subsequent redevelopment activities are required to include reclaimed water in their design, the City and Port would ensure that requirements of Title 22 intended to protect the environment are reflected in that design, including prohibitions against run-off to surface waters. The City, Port, and proponents of subsequent redevelopment activities should coordinate these efforts with the reclaimed water supplier, EBMUD.



**Mitigation: 4.9-7:** To the maximum extent feasible, the City and Port shall jointly participate in a deconstruction program to capture materials and recycle them into the construction market.

This measure applies to Impact 4.9-10 and Cumulative Impact 5.9-7.

Substantial quantities of construction debris would be generated by the removal of structures at the OARB, in both the Gateway and Port development areas. Some of the buildings span both development areas, and coordination between the Port and City is critical in reducing the amount of solid waste disposal that occurs in this sub-district. The City and Port would jointly plan, implement, and operate a program whereby buildings would be deconstructed, rather than demolished, and the resulting material would be recycled to the construction market as

practicable. Material for recycling may include, and is not limited to, timbers and siding, ceramic fixtures, metal, and copper wiring. The City and Port may elect to partner with local job-training bridge programs to provide construction training opportunities to Oakland residents through their deconstruction program.



**Mitigation 4.9-8:** Concrete and asphalt removed during demolition/construction shall be crushed on site or at a near site location, and reused in redevelopment or recycled to the construction market.

This measure applies to Impact 4.9-10 and Cumulative Impact 5.9-7.

Foundation and paving removal would generate substantial debris, and the City and Port would ensure these materials are crushed and recycled. As a first preference, these materials should be re-used on-site; as a second preference, they would be sold to the construction market. The City and Port would make every effort practicable to avoid disposal to landfill of this material.

This mitigation measure may itself result in impacts to the environment relative to noise and air quality. These impacts are discussed in Sections 4.4: Air Quality, and 4.15: Noise.



**Mitigation 4.9-9:** The City and Port shall require developers to submit a plan that demonstrates a good faith effort to divert at least 50 percent of the operations phase solid waste from landfill disposal.

This measure applies to Impact 4.9-10 and Cumulative Impact 5.9-7.

Each project sponsor of a redevelopment activity or subsequent redevelopment activity would be required to submit to the City or Port (depending on the location of the activity) a source reduction/waste diversion plan specifying how the activity will reduce solid waste disposal by 50 percent. The sponsor would be responsible for development and implementation of its plan, and for reporting its progress and success rate to the Port or City. Should the source reduction/diversion plan program not meet its stated goal, the sponsor would modify the plan until the desired level of reduction/diversion is achieved. While each plan would be specific, the following general topics should be addressed:

- Goals.
- Key personnel.
- Quantification of waste.
- Identification of waste materials.
- Program elements.

- Monitoring requirements and performance standards.
- Reporting.

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**Mitigation 4.9-10:** The Port and City of Oakland shall work cooperatively to develop an ongoing joint program to identify and evaluate impacted local roadways and identify required maintenance/repair activities. The agencies will fund needed repairs and maintenance on a fair-share basis.

This measure applies to Impact 4.9-12.

The City and Port would work in good faith to develop a program whereby they cooperatively identify roadways for inclusion to a joint maintenance program, establish protocols for evaluating local roadway conditions, and establish a fair-share funding mechanism. Once established, the program would be jointly and cooperatively administered by the City and Port, who would determine when and where maintenance and repairs are required, as well as their nature and extent.





1   **4.10 RECREATION AND PUBLIC ACCESS**

2       For purposes of this discussion “public access” refers to facilities such as trails, that provide  
3       non-motorized access to and through recreation facilities, as well as associated amenities, such  
4       as benches and rest areas.

5       Redevelopment would result in substantial benefits regarding recreation and public access, as  
6       well as several less than significant impacts to recreational resources. Mitigation is not  
7       warranted, and none is recommended.

8   **4.10.1 Study Area**

9       The study area for recreation and public access is the approximately 1,800-acre redevelopment  
10      project area, plus adjacent parklands or nearby trails to which redevelopment elements may  
11      connect.

12  **4.10.2 Regulatory Setting**

13      **Federal**

14      There are no relevant federal laws, regulations, or policies regarding recreation and public  
15      access.

16      **State**

17      That portion of the project area within 100 feet of the Bay shoreline is subject to the policies of  
18      the Bay Conservation and Development Commission (BCDC). The McAteer-Petris Act directs  
19      BCDC to exert its land use authority (among other authorities) within its jurisdiction, and BCDC  
20      does so in part through preparation and implementation of the *San Francisco Bay Plan* (the  
21      “Bay Plan”) (BCDC 1968, as amended through 2001). The Bay Plan addresses recreation and  
22      public access, among other issues.

23      **Recreation.** The Bay Plan contains specific findings and policies concerning recreation on and  
24      around the Bay (see Section 4.1: Consistency with Plans and Policies, for discussion of these  
25      policies). The Bay Plan recognizes the Bay and its shoreline as a valuable recreational  
26      resource, and finds that recreational uses of the Bay and shoreline should be planned as far into  
27      the future as possible. Bay Plan policies for recreation focus on active recreational facilities,  
28      such as fishing piers and marinas. The Bay Plan states that concentrations of waterfront  
29      recreational facilities should generally be located as close to major population centers as  
30      feasible, and should not preempt sites needed for ports, waterfront industry, or airports; rather,  
31      efforts should be made to integrate recreation into such facilities, to the extent they might be  
32      compatible. In addition, the Bay Plan encourages waterfront recreation facilities to the extent  
33      they do not have significant adverse effects on water quality and circulation, would not destroy  
34      valuable marshes or mudflats, and would not harm identified valuable fish and wildlife  
35      resources.

**Public Access.** The Bay Plan also contains specific findings and policies concerning public access to the Bay (see Section 4.1: Consistency with Plans and Policies, for discussion of these policies). The Bay Plan states that in addition to waterfront recreational features such as parks, beaches, marinas, and piers, that each new project in or along the Bay should provide maximum feasible public access consistent with that project, the natural environment, and the public's safety and convenience. This access should be provided by walkways or trails, and should connect to the nearest public thoroughfare.

#### **Local**

**Recreation.** The East Bay Regional Park District (EBRPD) manages regional parks for Alameda and Contra Costa counties. While EBRPD's Master Plan (1996) does not identify lands within the study area as under current or planned management of EBRPD, the EBRPD has expressed interest in acquiring through Public Benefit Conveyance approximately 15 acres at the tip of the Gateway peninsula from the Army to manage as a park.

The *Open Space Conservation and Recreation* Element of the Oakland General Plan (the OSCAR, City of Oakland 1996) inventories existing open space, conservation, and recreation resources of the City; proposes standards; puts forth goals, objectives, and policies; and recommends actions. Themes of the OSCAR include increasing and protecting these resources, and bringing them into neighborhoods where they currently do not exist.

**Public Access.** The need for public access to and along the Bay shoreline is well established. In 1989, the Association of Bay Area Governments (ABAG) adopted the Bay Trail Plan, which includes a proposed alignment; a set of policies to guide the future selection, design, and implementation of routes; and strategies for implementation and financing. Since its inception, the Bay Trail Plan has been widely supported in the Bay Area: for example, most jurisdictions along the Bay Trail alignment have passed resolutions in support of the Bay Trail, and have incorporated the trail into their general plans. In addition, other state and regional planning agencies such as BCDC and EBRPD, have incorporated public access, including the Bay Trail, into their planning documents, and collaborate with local jurisdictions to ensure public access to the Bay and along its shoreline.

The OSCAR (City of Oakland 1996) includes recommendations for public access to and along the waterfront, but a comprehensive system of trails does not exist. The *Estuary Policy Plan* (City and Port of Oakland, 1999), an element of the Oakland General Plan, describes Oakland's vision for public access along the Estuary shoreline, from Adeline Street to 66<sup>th</sup> Avenue.

#### **4.10.3 Regional Setting**

The region for consideration is the City of Oakland.

**Recreation.** According to the OSCAR, Oakland encompasses approximately 2,943 acres of parkland, or a citywide average of about 8.25 acres per 1,000 residents. The OSCAR

establishes a citywide goal of 10.0 acres per 1,000 residents for total parkland. Oakland has more than 130 parks and athletic field complexes. Table 4.10-1 presents a summary of park acreages by type. More than 50 percent of park acreage within the region is dedicated to resource conservation, and is generally undeveloped open space. A substantial amount of park acreage within the region is dedicated to special uses, such as golf courses, the zoo, and botanical parks. Less than one-quarter of city park acreage is classified region-serving, community, neighborhood, and mini-parks that can serve a diverse local audience. The citywide average for this type of more traditional park is 1.33 acres per 1,000 residents. The OSCAR establishes a goal of 4.0 acres per 1,000 residents for this type of park. Therefore, the region as a whole achieves only about 33 percent of the established goal.

The West Oakland area of the region includes one community park, six neighborhood parks, five active mini-parks, and two athletic fields. Two of the parks include recreation centers. Total park acreage (including school yards and athletic fields) is 56.7 acres, or 2.43 acres per 1,000 residents. Although this is only 60 percent of the OSCAR service goal, this park acreage is the highest per resident of any non-hillside neighborhood. West Oakland is the only area in the City with two public swimming pools, and it contains the highest concentration of athletic fields and mini-parks in the City (City of Oakland 1996).

**Table 4.10-1**  
**Summary of Oakland Parks**

Park Type	Number <sup>a</sup>	Acreage	% of Total Acreage <sup>b</sup>
Region-serving	5	332.0	11.3
Community	9	101.1	3.4
Neighborhood	44	126.0	4.3
Active Mini-park	16	5.8	0.2
Passive Mini-park	5	2.2	0.1
Linear	12	33.0	1.1
Special Use	24	651.1	22.1
Resource Conservation	19	1,622.8	55.2
Athletic Field	14	68.6	2.3
<b>Total</b>	<b>148</b>	<b>2,942.6</b>	<b>100.0</b>

**Source:** City of Oakland 1996.

**Notes:**

<sup>a</sup> Actual number of parks is less—several are classified in multiple categories.

<sup>b</sup> 906.2 acres are within EBRPD facilities located within Oakland city limits.

**Public Access.** Within Oakland, there is no continuous public access system between public areas, or to and along the waterfront. Some public access projects, such as bicycle routes, are developed within public rights-of-way. However, public access facilities on private property are generally developed as mitigation for projects proposed on that property. Such features on private land are implemented only where allowed by law and the owners are provided economically viable use of their property; alternatively, these features may be constructed on private land where the property owner voluntarily agrees.

Within the City of Oakland, multi-use (bicycle- and pedestrian-friendly) public access facilities, primarily trails and associated rest areas, are well established within regional hillside parks

managed by EBRPD, at Lake Merritt in downtown Oakland, in the Jack London Square area along the Estuary, and along the shoreline of San Leandro Bay.

#### **4.10.4 Local Setting**

Figure 4.10-1 identifies existing and planned recreation and public access facilities within or adjacent to the study area. In general, substantial recreation facilities exist and are under construction in the study area and the immediately adjacent West Oakland neighborhood. Existing public access through the study area has recently been improved, but remains only fair. Construction of currently planned trails would greatly improve public access through the study area.

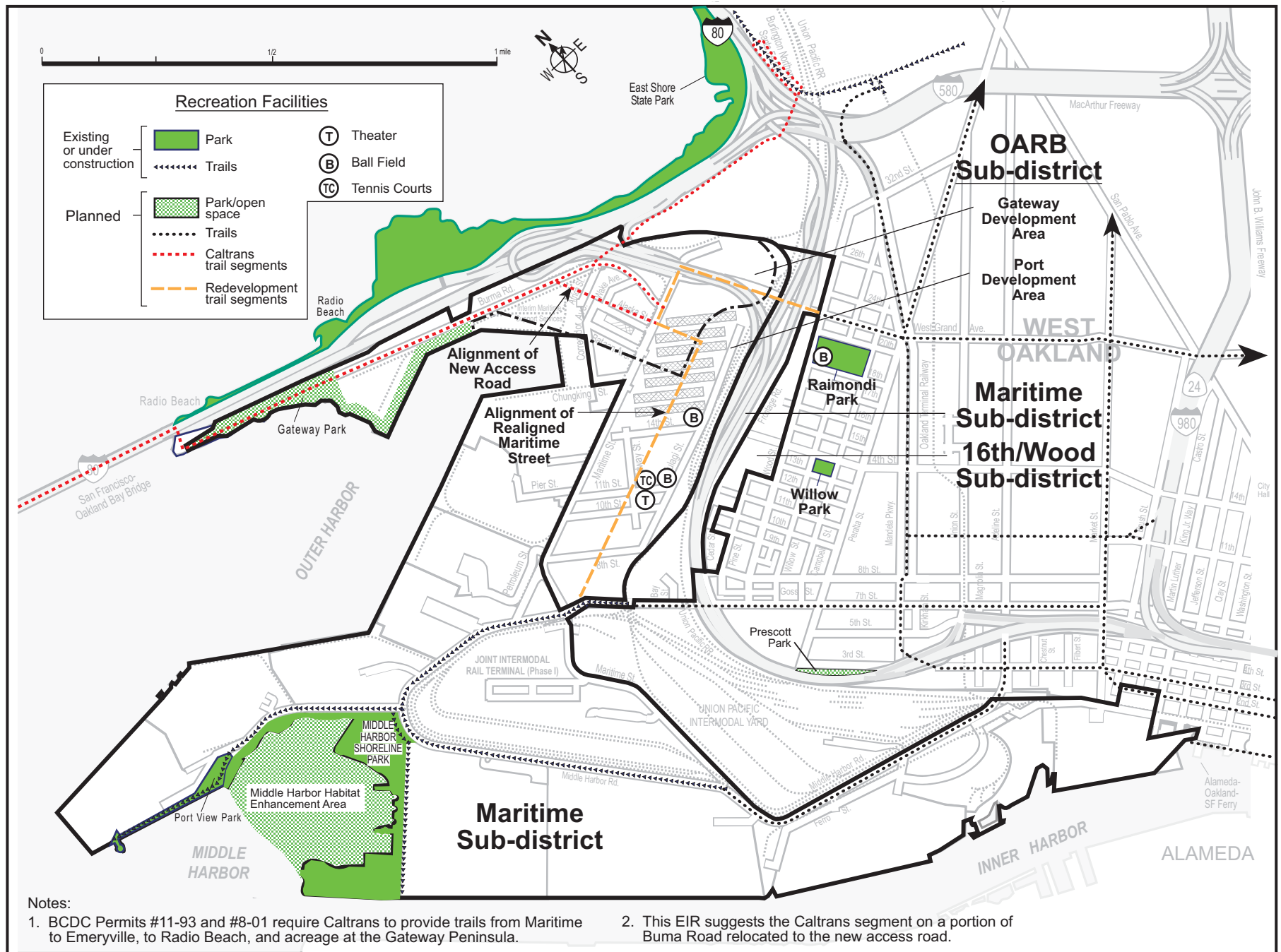
**Recreation.** Several parks or other recreation facilities are or were recently located within or adjacent to the study area. Port View Park is approximately 4.5 acres located along the Middle Harbor shoreline at the end of 7<sup>th</sup> Street within the Maritime sub-district. This Port-managed park includes a waterfront promenade, a fishing pier, picnic facilities, a children's play area, an observation tower including historic interpretive displays, a snack bar, and a maritime museum. The park is used primarily by fishermen and families.

Radio Beach is a narrow, isolated shoreline located on the north side of the Bay Bridge touchdown, and north of the Oakland Army Base sub-district. This Port-managed beach is difficult to access, and is frequented primarily by fishermen, or naturalists observing wildlife in extensive mudflats that are exposed during low tide. The Eastshore State Park is immediately northeast of Radio Beach, and continues along the Oakland and Emeryville shorelines to the Emeryville Marina.

While no recreation facilities are located within the 16<sup>th</sup>/Wood sub-district, Raimondi Field, the largest and oldest park in West Oakland, is located directly across Wood Street from the sub-district, between 20<sup>th</sup> and 18<sup>th</sup> streets, and between Wood and Campbell streets (City of Oakland 1996). Raimondi Field is a city-managed park.

Several recreation facilities exist within the OARB sub-district east of Maritime Street. These facilities include a ball field, tennis courts, a playground, and a bowling alley (Corps 1999).

In addition to these existing facilities, several parks or other recreation facilities are either under construction or planned for the study area. As an element of its Vision 2000 Maritime Development Program, and in part as mitigation for demolition of Middle Harbor Park, the Port of Oakland is currently constructing new Middle Harbor Shoreline Park within the Maritime sub-district. When complete, this 30-plus acre region-serving park will stretch along the Middle Harbor shoreline from the Union Point mole to existing Port View Park. The entire Middle Harbor shoreline would then be dedicated to waterfront recreation and conservation. Middle Harbor Shoreline Park will include the following major features:



OARB Area Redevelopment EIR  
**Figure 4.10-1 Recreation and Public Access Facilities**  
 April 2002

- continuous non-motorized waterfront access along the entire Middle Harbor shoreline (tie-in to Port View Park trails);
- vehicular access to and parking for handicapped park users at the Western Pacific railroad mole;
- a beach with an events amphitheater;
- interpretive opportunities for cultural resources, wildlife, and maritime operations;
- a natural habitat area;
- a docking area for the water taxi, and a research vessel; and
- a fishing overlook, an Estuary path, and rest areas on the Inner Harbor (Port of Oakland 1999 and 2001).

As stated above, EBRPD has expressed interest in acquiring or leasing approximately 15 acres at the tip of the Gateway peninsula immediately south of the bridge touchdown to manage as a park.<sup>1</sup> The California Department of Transportation has also expressed interest in participating in development of such a park, which has been generally termed the Gateway Park, because it would serve as the visual gateway to Oakland for those entering the city from the Bay Bridge (Bay Trail Project 1999). As a special condition of granting a permit to Caltrans to replace the East Span of the Bay Bridge (Permit No. 8-01), BCDC required Caltrans make available 4.2 acres of the Gateway peninsula for incorporation to EBRPD's proposed Gateway Park, to the extent legally allowed. In addition, the permit requires Caltrans to provide the following amenities in the gateway area: a parking lot, a pathway connecting the parking lot to the bicycle/pedestrian path on the new span, a crosswalk across a Caltrans maintenance road, landscaping, and signage.

**Public Access.** Public access through the study area, particularly to the waterfront, has recently been improved, but remains only fair. The major impediment to public access through the study area is the elevated I-880 freeway that generally acts as a north-south barrier between the Maritime and OARB sub-districts, and the remainder of the city. In addition, several other facilities in or near the study area negatively affect public access:

- The Union Pacific (UP) railroad overhead of 7<sup>th</sup> Street is an old, narrow, and dark structure located between the new I-880 freeway and Middle Harbor Road, which inhibits public access along 7<sup>th</sup> Street between downtown and the Harbor area;
- The geometry of Middle Harbor Road immediately south of its intersection with 3<sup>rd</sup> Street (Middle Harbor Road becomes Adeline Street at this intersection) is elevated, curved, and has limited sight distance, which inhibits public access between the Jack London and Harbor area.

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<sup>1</sup> The EBRPD applied for a Public Benefit Conveyance to obtain this OARB property through the Department of the Interior National Park Service's Federal Land to Park Program.

- The McArthur maze, an enormous interchange at the confluence of several regional freeways inhibits near-shore public access between Oakland and Emeryville.

While the elevated I-880 freeway is a substantial barrier between the 16<sup>th</sup>/Wood sub-district and the OARB and Maritime sub-districts, its reconstruction after the Loma Prieta earthquake resulted in the following improvement to public access:

- The north side of the 7<sup>th</sup> Street under-crossing of I-880 includes a pedestrian sidewalk, crosswalks, and pedestrian signals. At 7<sup>th</sup>/Wood streets, a crosswalk combined with pedestrian signals provide for safe passage to the south side of 7<sup>th</sup> Street. The 7<sup>th</sup> Street under-crossing of I-880 also has 8-foot-wide shoulders in both directions, improving bicycle access. However, those traveling west along 7<sup>th</sup> Street must still maneuver the UP railroad overhead of 7<sup>th</sup> Street, a narrow, dark, and intimidating structure with a sidewalk elevated above traffic level, and very narrow roadway shoulders.
- The reconstructed West Grand Avenue Viaduct includes a sidewalk along its southern side, with pedestrian signals and a crosswalk at the new frontage road intersection that provides non-motorized access.

In the Maritime sub-district, a short Bay Trail spur exists along 7<sup>th</sup> Street, from approximately the Trapac Marine terminal gate to Port View Park. However, this trail spur does not currently connect to others. As part of the Vision 2000 Maritime Development Program, the Port of Oakland realigned and improved 7<sup>th</sup> Street from the UP railroad overhead to the Trapac Marine terminal gate, and constructed an extension of Middle Harbor Road connecting the realigned 7<sup>th</sup> Street with existing Middle Harbor Road. Public access multi-use (pedestrian/bicycle) Class I trail segments are currently being constructed along realigned 7<sup>th</sup> Street and Middle Harbor Road. These new trails connect to the existing Bay Trail spur to Port View Park, and will also connect to a shoreline spur connecting Port View Park to the Union Pacific mole at Inner Harbor. These improvements partially implement recommendations of the OSCAR for public access through the study area.

In addition to the existing trail spur and public access facilities under construction, there are several public access facilities proposed (both funded and unfunded) for the study area:

- The EBRPD Master Plan identifies a planned trail—Segment 1E: Martin Luther King Jr. Regional Shoreline to Eastshore State Park—through the study area (EBRPD 1998).
- The planned Maritime-Shellmound Bikeway would connect the planned bicycle facility on the eastern span of the Bay Bridge to the Gateway Park. The proposed alignment within the study area is Burma Road or Engineer Road to Maritime Street.
- The planned alignment of the Bay Trail spine through the project area is the eastern side of Maritime Street, between 7<sup>th</sup> Street and West Grand Avenue (EBRPD 1999).
- Other spur trails are planned along West Grand Avenue, 7<sup>th</sup> Street, and Middle Harbor Road, between Middle Harbor Road and 3<sup>rd</sup> Street (Bay Trail Project 1999).

- As a special condition of granting a permit to Caltrans to build the I880 freeway on its current location, (Permit No. 11-93, as amended ), BCDC required Caltrans to construct and maintain an at-grade pathway between the southern terminus of Shellmound Street in Emeryville, Mandela parkway in Oakland, and the Bay Bridge.

These planned improvements in combination with existing facilities and those under construction would provide public access through and within the study area to the Bay Bridge, Gateway Park, Middle Harbor Shoreline/Port View Park, downtown Oakland, and the Martin Luther King Jr. Regional Shoreline.

#### **4.10.5 Impact Analysis Methodology**

Evaluation of the impacts of redevelopment to recreational resources is straightforward and limited to the criteria below.

##### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment.

#### **4.10.6 Impacts**

##### **Benefits**

Project area redevelopment would include the new 15-acre waterfront Gateway Park at the Gateway peninsula<sup>2</sup>. In addition, as part of redevelopment, a 100-foot-wide strip of land along the Gateway development area shoreline, approximately 10 acres, would be classified Parks & Urban Open Space. While details of the ultimate use of this land are not definite, it is designated a public area. In the 16<sup>th</sup>/Wood sub-district, a 1-acre park is anticipated as part of redevelopment. Redevelopment of the project area would not impair the ability of Caltrans to fulfill its commitment to construct a bicycle-pedestrian trail along Burma Road from Maritime Street to the Gateway Park peninsula and from Burma Road to Emeryville. Finally, realigned Maritime Street would be designed to include a Bay Trail spine connecting the existing Bay Trail on 7<sup>th</sup> Street to the proposed trail along Burma Road, and also to West Grand Avenue. These facilities would represent a substantial benefit to the Oakland community and beyond relative to recreation.

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<sup>2</sup> EBRPD continues to explore opportunities for acquisition of additional parklands at and near the Bay Bridge touchdown (Gateway) peninsula. Such lands include Radio Beach and the lands between that beach and the proposed Gateway Park and other smaller, adjacent parcels. EBRPD envisions a continuous shoreline recreational and habitat preservation area extending from the existing Eastshore Park, across the Gateway peninsula, to the Gateway development area.



**Impacts**

**Impact 4.10-1:** Raimondi Park or other nearby parks could experience increased use potentially leading to or accelerating their physical deterioration.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Redevelopment of the 16<sup>th</sup>/Wood sub-district proposes approximately 375 live/work units. While live-work units are generally not family housing, the analysis of this EIR conservatively assumes the units will, in fact, house families. Based on ABAG projections of 2.6 persons per Oakland household in 2020 (ABAG 2001), redevelopment would result in a resident population of approximately 975 persons within the 16<sup>th</sup>/Wood sub-district. Redevelopment proposes a total of 16 acres of new parkland within the project area: 15 acres at the Gateway peninsula within the Gateway development area, and one acre in the 16<sup>th</sup>/Wood sub-district (or 16.4 acres per 1,000 residents). In addition, approximately 10 acres of public open space would be located along the Gateway development area waterfront, for a total of 26 acres of public recreation space (or 26.7 acres per 1,000 residents). A total of 3.9 acres of park would be necessary to achieve the City's goal of 4.0 acres of park per 1,000 residents. Considering only strictly-defined park land, redevelopment exceeds the City's parkland goal by 12.1 acres (or by 12.5 acres per 1,000 residents). Taking into consideration the public waterfront land, redevelopment would exceed the City's parkland goal by 22.1 acres (or by 22.8 acres per 1,000 residents). The 15-acre Gateway Park would be located within the OARB sub-district, and is likely to serve not only the local community, but workers in the Outer Harbor area and recreationalists throughout the region as well.

Even given new recreational opportunities arising from redevelopment, it is possible that existing West Oakland parks located near the 16<sup>th</sup>/Wood sub-district could experience somewhat higher levels of use due to redevelopment. Increased use of local parks may slightly accelerate their physical deterioration, but is not expected to substantially contribute to such deterioration, and the impact is considered less than significant.

Should the City of Oakland choose to adopt an ordinance providing for collection of park impact fees, applicable redevelopment activities within the project area would be subject to such fees.



**Impact 4.10-2:** Construction and/or operation of the Gateway Park could have an adverse physical effect on the environment.

**Significance:** Potentially significant

**Mitigation:** Measures 4.12-1, 4.12-2, 4.12-3, 4.15-1 and 4.15-2.

**Residual Significance:** Less than significant

Construction of the Gateway Park may require shoreline stabilization that would require Bay fill. Construction activities, recreational uses and potential Bay fill could affect biological resources and surface water quality; these potential physical impacts and measures to mitigate them to a level that is less than significant are discussed, respectively, in Sections 4.15: Surface Water, and 4.12: Biological Resources. In addition, the consistency of this potential fill with policies of the Bay Plan is addressed in Section 4.1: Consistency with Plans and Policies.



#### **4.10.7 Mitigation**

Redevelopment would not result in significant impacts to recreation or public access, and mitigation for such impacts is not warranted.

Impacts to other environmental factors potentially resulting from park development, as well as measures to mitigate significant impacts are addressed in relevant sections of this chapter.



## **4.11 AESTHETICS**

Redevelopment would result in substantial benefits to the aesthetic environment, as well as less than significant, potentially significant, and one significant impact to aesthetic resources. With implementation of measures recommended in this section, the potentially significant impacts would be mitigated to a level that is less than significant. Even with implementation of all feasible mitigation, however, one residual impact—related to the loss of cultural resources contributing to the aesthetic character of the area—would remain significant; that impact is considered unavoidable. The physical loss of cultural resources and mitigation proposed for such loss is further disclosed and discussed in Section 4.6: Cultural Resources.

### **4.11.1 Study Area**

The study area for analysis of aesthetics encompasses important views from the redevelopment project area, as well as areas with views of the project area. From the project area, this includes views toward the Bay and the Bay Bridge; toward the project area, it includes relatively short-term views from I-880, I-80 (the Bay Bridge), planned trail and open space areas, and long-term views from residences located along Wood Street.

### **4.11.2 Regulatory Setting**

#### **Federal**

There are no federal regulations regarding visual resources relevant to the proposed redevelopment program.

#### **State**

**California State Scenic Highways Program.** Sections 260 through 283 of the California Street and Highways Code describe the California Scenic Highways Program. This program is intended to not only encourage and recognize beauty in the design of specific facilities, but to also protect the appearance of the “complete highway,” or the scenic corridor, defined as both the roadway itself plus the land generally adjacent to the highway right-of-way. The Code states that standards for protection of official scenic highways shall require local agencies to take such actions as may be necessary to protect the scenic corridor, including but not limited to the following:

- regulate land use and development density;
- require detailed land and site planning;
- control outdoor advertising; and
- pay careful attention to and control earthmoving and landscaping as well as the design and appearance of structures and equipment.

While the Code identifies many highway segments as part of the program, they are only designated an “official scenic highway” by the California Department of Transportation once they meet the state scenic highway standards established by Caltrans, including the concept of the complete highway. Once a highway is officially designated, Caltrans places and maintains signage indicating the official status of the roadway.

The State Scenic Highway System includes I80/I-580 from I280 in San Francisco to State Route 61 in Oakland, including the Bay Bridge immediately north of the redevelopment project area. Only the I-580 portion from the MacArthur maze to SR-61, however, is a state-designated Scenic Highway.

**San Francisco Bay Plan.** That portion of the study area within 100 feet of the Bay shoreline is subject to the policies of the Bay Conservation and Development Commission. The McAteer-Petris Act directs BCDC to exert its land use authority (among other authorities) within its jurisdiction, and BCDC does so in part through preparation and implementation of the *San Francisco Bay Plan* (BCDC 1968, as amended through 2001). See Section 4.1: Consistency with Plans and Policies, for discussion of Bay Plan policies. The Bay Plan addresses visual access to the Bay, among other issues. The Bay Plan makes the following findings regarding aesthetics:

*....the appearance of the Bay and people’s enjoyment of it as a scenic resource contribute to the enjoyment of daily life in the Bay Area....Probably the most widely enjoyed “use” of the Bay is simply viewing it....As a world renowned scenic resource, the Bay is viewed and appreciated from many locations....*  
(BCDC 1968, as amended through 2001)

### **Local**

The *Scenic Highways* Element of the Oakland Comprehensive Plan (the precursor of the General Plan, City of Oakland 1974) designates as a scenic route I80/I-580 across the Bay Bridge and eastward for its entire length through Oakland. The *Scenic Highways* Element recognizes the visual setting from I80/I-580 toward the redevelopment area is industrial in nature, and does not identify the redevelopment project area as a “problem area” along the route (City of Oakland 1974). The element contains goals and policies specific to the MacArthur Freeway scenic route. See Section 4.1: Consistency with Plans and Policies, for discussion of these policies.

The *Open Space, Conservation, and Recreation* (OSCAR) Element of the Oakland General Plan (City of Oakland 1996) recognizes the Oakland shoreline as possessing diverse values, including its value as an aesthetic resource, and as a gateway to other aesthetic resources, such as the Bay. The OSCAR includes specific goals and objectives regarding increased visual access to and from the shoreline. In addition, the OSCAR includes specific policies whose implementation is intended to achieve the shoreline aesthetic/visual access goals and

objectives. See Section 4.1: Consistency with Plans and Policies, for discussion of these policies.

### 4.11.3 Regional Setting

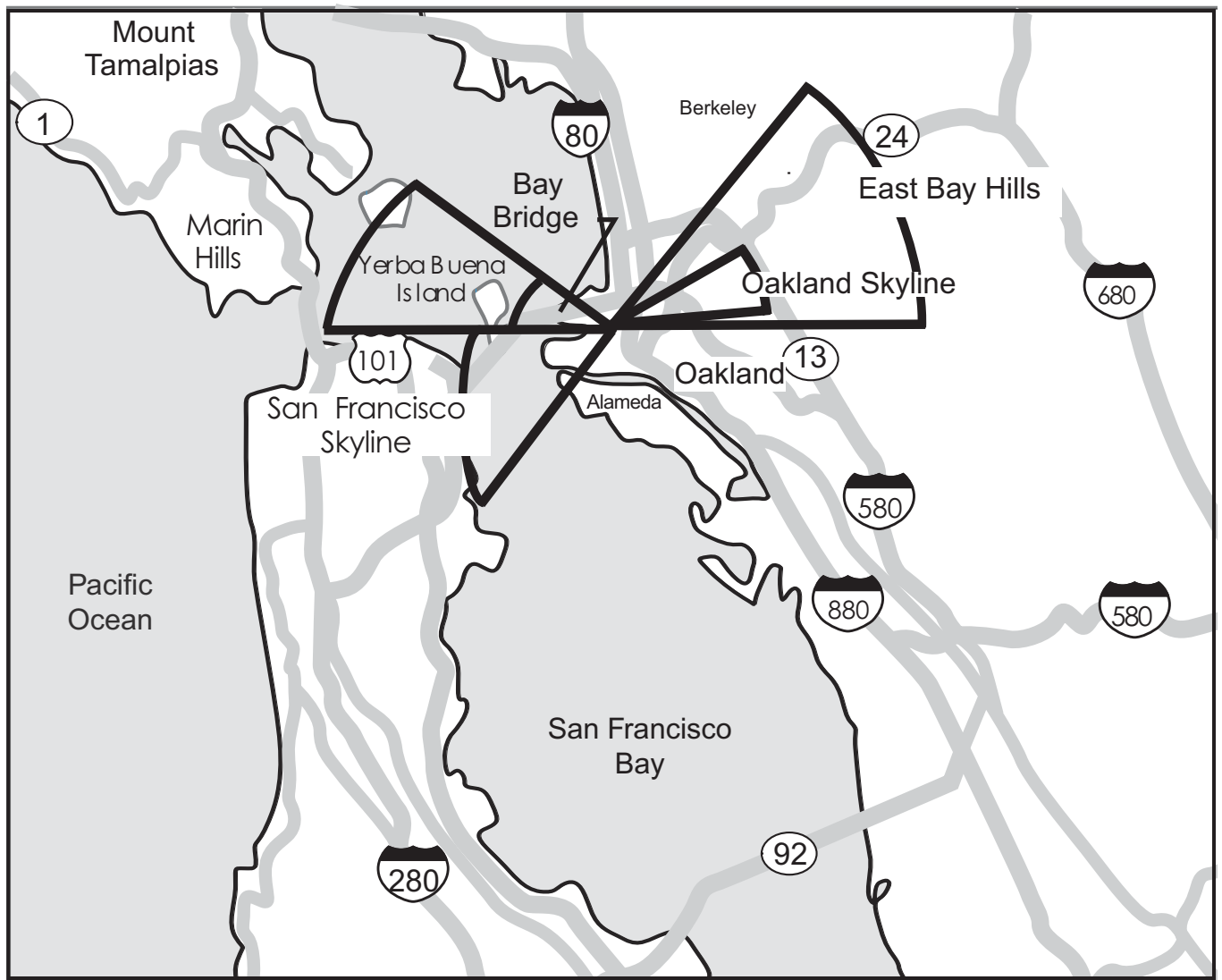
The region under consideration is bounded by the nearby Oakland Hills to the east, and the San Francisco peninsula to the more distant west. Figure 4.11-1 illustrates regional viewsheds and visual landmarks. To the north are the Bay and Bay shoreline, and to the south are Alameda Island and the Bay. The visual character of this region is varied, and represents three visually distinct zones, generally trending east to west: the uplands, flatlands, and the Bay. Within the uplands, the relatively steep hills provide a mix of natural and developed views that block longer-range views to the east. Between the hills and the Bay, the flatlands exhibit a highly urbanized mixed-use visual setting, including the downtown Oakland business district, and Alameda Island. The Bay provides an industrial maritime shoreline, with the Bay waters, Bay Bridge, and Yerba Buena Island to the west, and the urbanized San Francisco skyline to the far west.

### 4.11.4 Local Setting

Figures 4.11-2 and 4.11-3 establish the visual setting of the study area, which is topographically flat to very gently sloping, and highly industrialized. The visual setting of the project area is described in the *Preliminary Report to City Council* (HEG 2000), and was verified in 2001 by a windshield survey of the area. Across the survey area, nighttime security lighting was observed at developed sites; no solar collectors were observed.

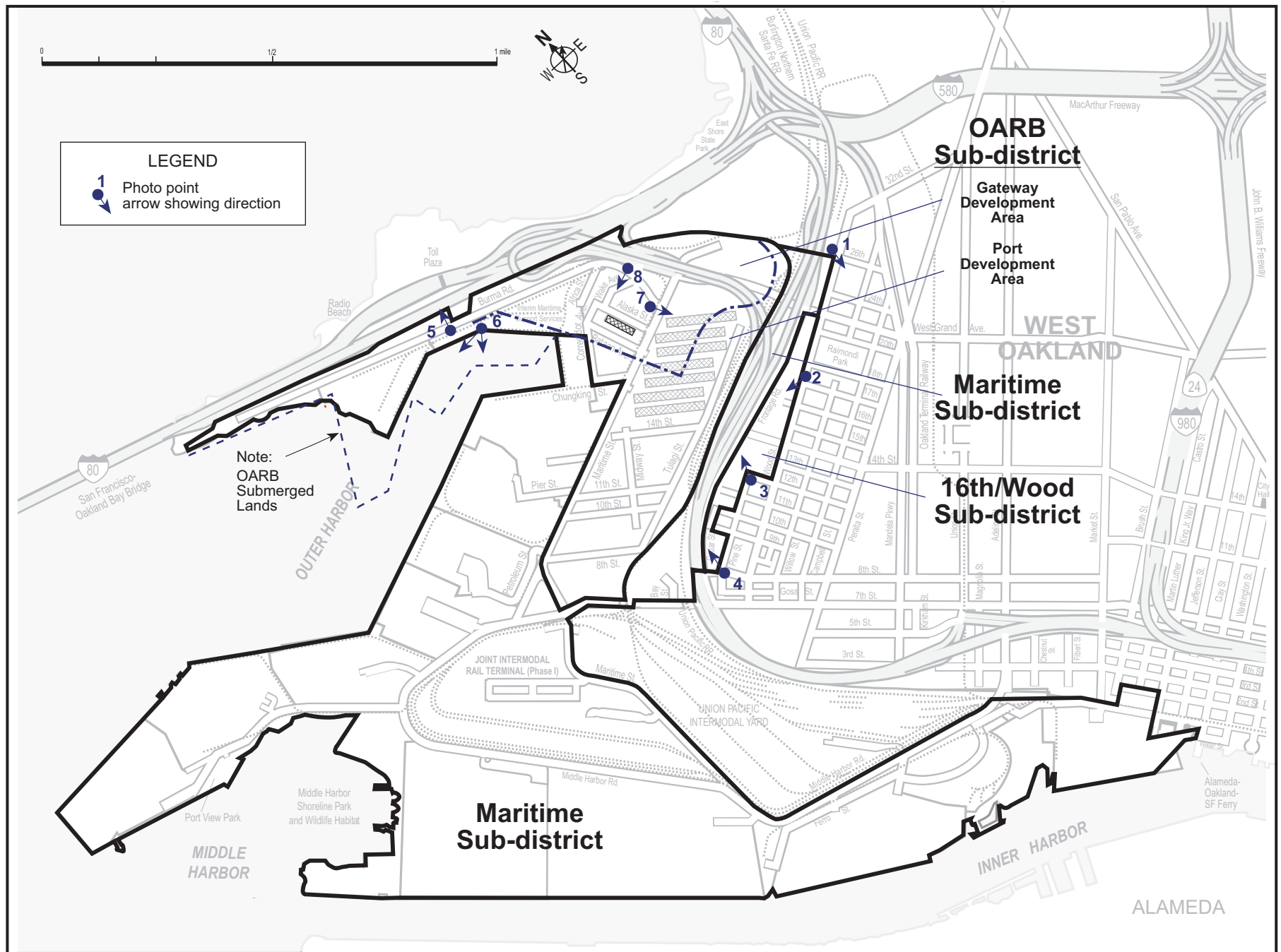
The OARB sub-district is a complex of one- to four-story warehouses and administration/business buildings, industrial maritime and rail facilities, and undeveloped land. The area immediately south of the Bay Bridge (Gateway) peninsula, the visual eastbound gateway to the City, is a vacant parcel occasionally used to store construction or other materials. The site is usually partially covered with debris from the Bay, deposited during high tides. While the OARB sub-district is the most varied within the study area, it is typical of transportation/industrial development and is visually unremarkable. The OARB sub-district is visible from a number of viewing locations:

- From I-80, east-bound travelers experience short-term foreground views of the proposed Gateway Park area, mid-ground views of the Outer Harbor, and background views of the Oakland central business district (CBD) and hills.
- From the elevated portions of West Grand Avenue, and I-880, west/north-bound motorists have short-term, mid-ground views of the vacant Subaru site and Baldwin railyard.
- From elevated I-880, east/south-bound motorists have short-term, mid-ground views of the entire OARB.



Not to scale

OARB Area Redevelopment EIR  
**Figure 4.11-1 Viewsheds and Aesthetic Resources**  
 April 2002



OARB Area Redevelopment EIR  
**Figure 4.11-2 Photographic Key for Figures 4.11-3a to 3d**  
 April 2002



Looking southeast at 26<sup>th</sup> and Wood streets. Light industrial/commercial land uses and visual setting typical of the 16<sup>th</sup>/Wood sub-district and surrounding neighborhood.



Southern Pacific (Amtrak) railroad station, located at 16<sup>th</sup> and Wood streets within the study area.

Note: See Figure 4.11-2 for photo key

OARB Area Redevelopment EIR

**Figure 4.11-3a Typical Views,  
16<sup>th</sup>/Wood Sub-District**

April 2002





Bayport Warehouse and Distribution located on west side of 12<sup>th</sup> and Pine streets in the study area.



View northwest toward the former Phoenix Ironworks site. Beyond vacant parcel is the I-880 sound wall, and beyond soundwall in the left of the photo are cranes located at the Port of Oakland Outer Harbor.

Note: See Figure 4.11-2 for photo key

OARB Area Redevelopment EIR

**Figure 4.11-3b Typical Views,  
16<sup>th</sup>/Wood Sub-District**

April 2002



From Burma Road, view northwest toward Caltrans Bay Bridge touchdown maintenance facility.



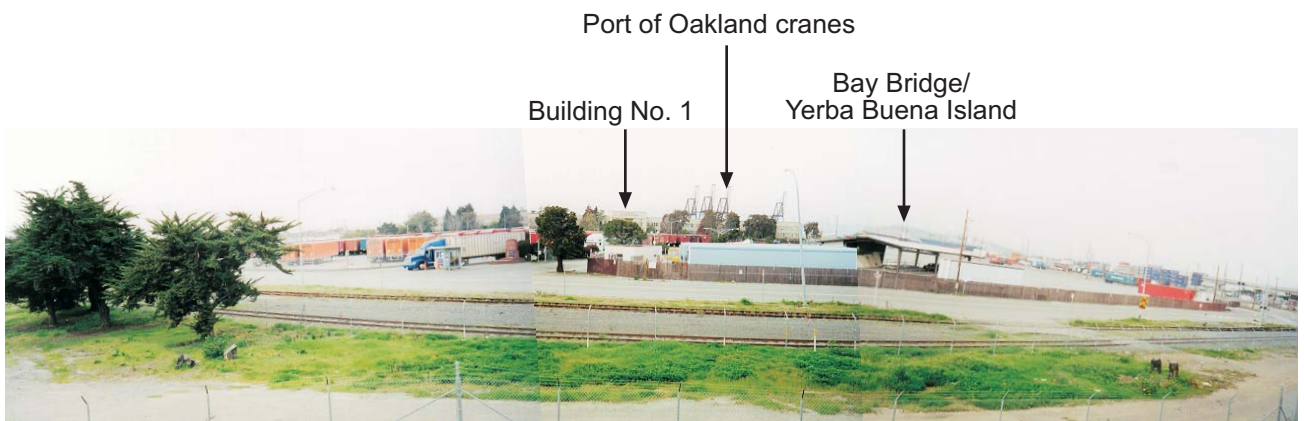
Typical views of industrial marine terminal facilities on the Outer Harbor.

Note: See Figure 4.11-2 for photo key

OARB Area Redevelopment EIR  
**Figure 4.11-3c Typical Views,  
 OARB Sub-District**  
 April 2002



View east across Maritime Street from Burma Road. Typical view of light industrial/commercial interim OARB use.



View south toward the OARB west of Maritime Street from the I-880 southbound Maritime Street exit.

Note: See Figure 4.11-2 for photo key

OARB Area Redevelopment EIR  
**Figure 4.11-3d Typical Views,  
 OARB Sub-District**  
 April 2002

1 • From the Outer Harbor, boaters have short-term foreground views of the undeveloped future  
2 Gateway Park area, and industrial marine terminals.

3 • From upper Maritime Street, motorists have short-term foreground views of OARB buildings,  
4 such as the main administration building (Building No. 1), and of large World War II-era  
5 warehouses fronting the street.

6 From the OARB sub-district, views are toward the Bay, the Bay Bridge, and elevated I-880.

7 The Maritime sub-district is highly industrialized, and includes primarily marine terminals (ship  
8 berths, wharves, large waterside cranes, cargo storage, rail facilities, cargo-moving equipment  
9 operation and storage, and a few buildings) and tugboat facilities on the Oakland Inner, Middle,  
10 and Outer harbors. Large-scale construction of portions of the Port of Oakland's Vision 2000  
11 Maritime Development Program is currently occurring along the western Inner Harbor and the  
12 Middle Harbor shorelines. There are no natural features, and views toward the area are  
13 industrial in nature. The exception to this is Port View Park, an approximately 4.5-acre linear  
14 park located along the southern shoreline of the Outer Harbor marine terminals peninsula. The  
15 Maritime sub-district is visible from a number of viewing locations:

16 • From Inner Harbor, boaters and ferry passengers have short-term foreground views of  
17 industrial marine terminals. Planned ultimate uses at northwest Alameda Island<sup>1</sup> would have  
18 long-term mid-ground views of the same terminals.

19 • From Middle Harbor, boaters have short-term foreground views of Port View Park, and will  
20 have views of Middle Harbor Shoreline Park (under construction).

21 • From Outer Harbor, boaters have short-term foreground views of industrial marine terminals.

22 • East-bound travelers on the elevated portion of the Bay Bridge have brief mid-ground views  
23 of the industrialized Outer Harbor marine terminals. This brief view is particularly dramatic at  
24 night, when large cargo cranes may be brightly lit. This portion of I-80 is included in the  
25 State Scenic Highway Program, but is not yet designated by Caltrans as an official scenic  
26 highway.

27 • Elevated portions of I-880 north of this redevelopment sub-district provide distant views of  
28 the industrial maritime area to motorists traveling south on I-880. I-880 is not included in the  
29 State Scenic Highway Program.

30 • Surface streets within the redevelopment area (Middle Harbor Road, 7<sup>th</sup> Street, lower  
31 Maritime Street) provide short-term foreground views toward the land-side portions of the  
32 industrial marine terminals: truck entry gates, stacked cargo containers, and railroad tracks.

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<sup>1</sup> The western part of Alameda Island is the former Naval Air Station (NAS) Alameda, which is permanently closed as a military facility. The City of Alameda intends to redevelop NAS Alameda, and has completed environmental review documentation under the California Environmental Quality Act for transfer of the property. The City is currently undergoing a General Plan amendment and further CEQA review for actual community reuse of former NAS Alameda (City of Alameda 2001).



From the shoreline of the Maritime sub-district are spectacular views toward the west and northwest of the Bay, the Bay Bridge, Yerba Buena Island, and the San Francisco skyline. To the south, the currently undeveloped former NAS Alameda site is visible in the mid-ground.

The central and southern portions of the 16<sup>th</sup>/Wood sub-district predominately comprise two former industrial sites: the Southern Pacific Railroad (SPRR, now Union Pacific [UP]) railroad station and yard, and the Phoenix Ironworks. These sites are now vacant, except for the commanding SPRR (Amtrak) station building, and with the exception of that building, the area is visually non-descript. The northern portion of this sub-district includes one- and two-story industrial buildings, lots used to store equipment and discarded items, and freight storage/handling facilities. The area is visually blighted. The I-880 frontage road and elevated I-880 freeway form the western boundary of this sub-district. The 16<sup>th</sup>/Wood sub-district is visible from a number of viewing locations:

- Motorists on the I-880 frontage road, and north-bound on I-880 have short-term foreground and mid-ground views of the entire sub-district.
- In the southern portion of the sub-district, residences are located directly east of and across Wood Street from the former Phoenix Ironworks site. These residences have long-term foreground views of this currently vacant parcel.
- The central and northern portions of the sub-district are bounded to the east by other light industrial uses, except between 18<sup>th</sup> and 20<sup>th</sup> streets, where Raimondi Park faces the redevelopment area across Wood Street.

Because of its flat topography, views from the 16<sup>th</sup>/Wood sub-district are limited by the adjacent elevated I-880 freeway and nearby structures.

#### 4.11.5 Impact Analysis Methodology

Due to the conceptual-level nature of planned redevelopment, it is not currently possible to determine exactly how the project area will appear after build-out, and the analysis of aesthetic impacts of redevelopment is necessarily consistent with a conceptual level of detail as well. Moreover, even when detailed descriptive information is available, assessment of visual impacts is subjective: what one person may find aesthetically appealing, another may find offensive. Therefore, the focus of this analysis is potential change in visual environment based on proposed land use classifications and densities that could lead to obvious blockage of views of scenic resources, as well as obvious improvement or loss of quality of the visual environment. The analysis takes into consideration the sensitivity of viewers; sensitivity takes into account viewer expectation as well as the distance to views and the duration of those views. High sensitivity is typically associated with viewers who experience long-term foreground views of the redevelopment project area, such as nearby residents. Moderate sensitivity is typically associated with viewers with shorter-term foreground views or mid-ground views, such as recreationalists, or travelers along gateway or nearby elevated routes.

**Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Have a substantial adverse effect on a scenic vista;
- Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state or locally designated scenic highway;
- Substantially degrade the existing visual character or quality of the site and its surroundings;
- Create a new source of substantial light or glare which would adversely affect daytime or nighttime views in the area;
- Introduce structures or landscape that would now or in the future cast substantial shadow on existing solar collectors (in conflict with California Public Resources Code §§ 25980-25986), photovoltaic cells, or impair the function of a building using passive solar heat collection;
- Cast shadow that substantially impairs the beneficial use of any public or quasi-public park, lawn, garden, or open space;
- Cast shadow on a historic resource, as defined by California Environmental Quality Act Section 15064.5(a), such that it would substantially diminish/impair its eligibility for listing in the National Register of Historic Places, California Register of Historic Resources, or a local register of historical resources or a historical resource survey as defined by the PRC; or
- Require an exception to the policies and regulations in the General Plan, Planning Code, or Uniform Building Code (UBC), and be inconsistent with policies and regulations in the General Plan, Planning Code, and UBC addressing the provision of adequate light related to appropriate uses.

Not all criteria listed above apply to redevelopment as proposed. Redevelopment is not expected to cast shadows on a historic resource. No impact would occur.

No redevelopment is proposed that would require an exception to the policies and regulations in the General Plan, Planning Code, or UBC, or that would be inconsistent with policies and regulations in the General Plan, Planning Code, or UBC addressing the provision of adequate light related to appropriate uses. No impact would occur.

**4.11.6 Impacts**

Based on proposed General Plan land use classifications and densities, General Plan policies, and other regulations, it is possible to generally envision how redevelopment might look. In general, redevelopment would allow a more vibrant mixed use aesthetic, including areas of community-accessible waterfront open space.

**OARB Sub-District, Gateway Development Area**

The proposed land use classification for the majority of this development area is Business Mix. Business Mix is intended to be a flexible classification, and allows a wide variety of business and related commercial and industrial uses. It also allows for a variety of densities, with a maximum allowable floor to area ratio (FAR) of 4.0.

Park & Urban Open Space is proposed for the Gateway Park area, immediately south of the Bay Bridge touchdown. In addition, Parks & Urban Open Space is proposed for a 100-foot-wide strip along the waterfront of this development area.

As envisioned in the Reuse Plan (OBRA 2001), the Gateway peninsula would be developed as a gateway-style park, providing short-term foreground views of a green and park-like entry to the City for those entering Oakland from the Bay Bridge. This more natural setting would contrast with the industrial Port of Oakland in the mid-ground, and with mid-ground and background views of the business-oriented remainder of the OARB and the Oakland CBD. The waterfront area would allow for a greenbelt and public open space that would physically and visually link the Gateway Park to the remainder of the development area. In addition, the public open space would set development back from the waterfront, allowing a gradual visual transition from land-side development to the Bay. Longer-term unobstructed views for recreationalists using the park would be of the Bay, the Gateway development area, and the industrial Port of Oakland maritime area in the foreground and mid-ground.

Immediately east of the proposed park would be the area of greatest development density, either multistory office buildings, or optionally, a hotel. This area, located between I-80 and the Outer Harbor, would also be a part of the gateway entry to the City, providing short-term foreground views of a modern city for those entering Oakland from the Bay Bridge. Multi-story development in this area could result in blockage of short-term mid-ground views of the Oakland Outer Harbor and Port industrial maritime operations.

Farther east and generally inland, the Gateway development area is slated for lower-intensity buildings. Farther inland, east of West Grand Avenue, building densities are expected to be even lower, with warehousing/distribution, or other primarily single-story structures. Short-term background views toward inland visual landmarks—the Oakland Hills and the CBD—would remain visible from elevated West Grand Avenue.

**OARB Sub-District, Port Development Area**

The proposed land use classification for this development area is General Industrial/Transportation. This classification allows heavy industrial uses, including manufacturing, railyards, maritime operations, and other uses that may result in off-site negative externalities. As envisioned in the Reuse Plan, the existing Knight Railyard would be expanded immediately west of and adjacent to the elevated I-880 to create a new intermodal railway terminal, and the Port of Oakland would create yard area for marine terminals in the remainder of this development area. These operations are generally at-grade, or low-rise, with large,

mobile and semi-mobile equipment. Short-term, fore-ground and mid-ground views for south-bound travelers in I-880 would be of industrial transportation facilities. Current short-term views toward the Outer Harbor for these travelers would remain the same, except as mobile equipment may occasionally and temporarily block views.

**Maritime Sub-District**

The proposed land use classification for this entire sub-district is General Industrial/Transportation, and would comprise ongoing Port of Oakland industrial maritime operations. These operations generally are at-grade, or low-rise, with large mobile yard equipment and waterfront cranes. Ongoing modernization of maritime facilities would result in facilities of the same nature as the existing ones, and no new or highly altered facilities are known to be planned at this time. Short-term, mid-ground views for south-bound travelers in I-880 would be of industrial transportation facilities. Current short-term views toward the Outer Harbor for these travelers would remain the same, except that a few additional or reconfigured waterfront cranes may be installed. Should this occur, these cranes would be in keeping with the current industrial visual setting of the Outer Harbor waterfront.

**16<sup>th</sup>/Wood Sub-District**

This sub-district is currently classified Business Mix, and is expected to remain in that classification. The conceptual Central Station development has the potential to alter a site that is currently vacant, except for an abandoned and visually derelict historic train station, to a mixed-use, live/work setting. Additionally, a 1-acre park is proposed. The densities assumed for that portion of this sub-district would require an overall site FAR of approximately 1.5 to 2.0, well below the maximum allowable FAR of 4.0. Nevertheless, multi-story buildings would be required to achieve such densities. With appropriate design, these buildings should provide pleasant and modern foreground views to nearby residences. The remainder of this sub-district could be developed in accordance with Business Mix, and in the absence of a concept for the area, this analysis assumes it would be developed as light industrial: relatively low-density one- to two-story buildings. The buildings would be located on currently vacant property, and should provide pleasant long-term foreground views for nearby residences.

**Benefits**

Redevelopment of the project area would alleviate existing visual blight, especially within the 16<sup>th</sup>/Wood and OARB sub-districts. It would accomplish this by developing currently vacant neglected parcels for modern land uses, and by replacing outdated and/or visually derelict buildings with new and attractive buildings and landscaping appropriate to the use. In addition, redevelopment would create a visually appealing gateway to the City from what is currently a neglected vacant parcel and an outdated military base. Therefore, the redevelopment is expected to improve, not degrade, the existing visual character or quality of the site and its surroundings.



**Impacts**

**Impact 4.11-1:** Short-term mid-ground views of moderately sensitive viewers of the Bay may be blocked by redevelopment.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Some short-term views of east-bound travelers on I-80 toward the Outer Harbor would be blocked for a few seconds by redevelopment in the Gateway development area. These views are toward the industrialized portion of the Bay, and do not constitute important views or scenic vistas.



**Impact 4.11-2:** Redevelopment would remove buildings contributing to a historic district, including visually striking warehouse structures visible from I-80, a locally designated scenic route, and a portion of the state scenic highway system.

**Significance:** Significant

**Mitigation:** Measure 4.6-12, described in Section 4.6: Cultural Resources

**Residual Significance:** Significant and unavoidable

Redevelopment would eliminate visual evidence of a specific period in the history of West Oakland military transportation, including all structures contributing to the OARB Historic District. The most visually striking of these contributing buildings are what is termed the “800 series” warehouses, seven large rectangular buildings, each encompassing approximately 235,000 square feet. These buildings are visually prominent from local roadways, are large in scale, and have distinctive architectural elements, including rooflines with double eaves and clerestory windows. They are located between existing Maritime Street and the Knight Railyard, and straddle the boundary between the Gateway and Port development areas. The 800 series warehouses are not clearly visible from I-580, a state scenic highway. They are, however, briefly visible to eastbound travelers on the Bay Bridge (I-80), a local scenic route, and from local arterials, such as Maritime Street. Loss of their distinctive form, representative of a period of West Oakland's history, is considered a significant visual impact. Mitigation Measure 4.6-12, intended primarily to mitigate cultural resources impacts, would also partially rectify the loss of visual character; however, the residual impact is considered significant and the impact unavoidable.



**Impact 4.11-3:** New security lighting and/or lighting for night time operations would alter current patterns of light or glare, and could alter nighttime views in the area.

**Significance:** Potentially significant

**Mitigation 4.11-1:** New lighting shall be designed to minimize off-site light spillage; "stadium" style lighting shall be prohibited.

**Mitigation 4.11-2:** At or near the boundary of the proposed Gateway Park, new lighting shall be shielded to prevent light spillage into natural areas.

**Residual Significance:** Less than significant

Currently, security lighting and lighting for night time operations is present throughout the OARB and Maritime sub-districts, and through the occupied portions of the 16<sup>th</sup>/Wood sub-district. New construction in the OARB and 16<sup>th</sup>/Wood sub-districts would require nighttime illumination for security. This could increase nighttime light and glare and light spillage across property boundaries. This would be particularly noticeable in the currently undeveloped areas: 16<sup>th</sup>/Wood, and the proposed Gateway Park. Should substantial light spillage occur, it would be considered a significant impact. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.11-1 throughout the project area and Mitigation Measure 4.11-2 in natural areas, the impact would be minimized, and the residual impact is considered less than significant.



**Impact 4.11-4:** New construction could introduce building or landscaping elements that would now or in the future cast shadow on existing collectors or photovoltaic cells, or a building using passive solar heat collection.

**Significance:** Potentially significant

**Mitigation 4.11-3:** New active or passive solar systems within or adjacent to the project area shall be set back from the property line a minimum of 25 feet.

**Mitigation 4.11-4:** New construction within the Gateway development area adjacent to a parcel containing permitted or existing active or passive solar systems shall demonstrate through design review that the proposed structures shall not substantially impair operation of existing solar systems.

**Mitigation 4.11-5:** The City and Port shall coordinate with respect to the design of new, permanent buildings constructed along the Port/Gateway boundary to minimize conflicts over solar access.

**Residual Significance:** Less than significant

While active and passive solar systems are not currently present in the project area, in the future, development in the project area could include solar collectors or passive solar design. Development subsequent to the installation of such systems may cast shadows that could substantially affect their operation. Should such shadowing occur, it would be considered a significant impact. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measures 4.11-3, 4.11-4, and 4.11-5, the impact would be avoided.



**Impact 4.11-5:** New construction could introduce building or landscaping elements that would now or in the future cast shadow that substantially impairs the beneficial use of a public park or open space.

**Significance:** Potentially significant

**Mitigation 4.11-6:** New construction adjacent to a public park or open space shall demonstrate through design review that development shall not substantially impair enjoyment of the public using the space.

**Residual Significance:** Less than significant

Redevelopment could result in multi-story buildings and/or landscaping adjacent to and casting shadow on existing Raimondi Park or proposed parks and open space. Should substantial shadowing of all or a portion of these areas occur, it would be considered a significant impact. Because occurrence of this impact depends on site-specific design not currently defined, the impact is considered potentially significant. With implementation of Mitigation Measure 4.11-6, the impact would be avoided or minimized, and the residual impact would be less than significant.



#### 4.11.7 Mitigation

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment, but not in all cases to a level that is less than significant.

**Mitigation 4.11-1:** New lighting shall be designed to minimize off-site light spillage; “stadium” style lighting shall be prohibited.

This measure applies to Impact 4.11-3.

1 Modern security lighting is available that directs light toward a specific site, and substantially  
2 reduces spillage of light onto adjacent properties. The City and the Port shall require the use of  
3 such directional lighting as a condition of approval for redevelopment projects throughout the  
4 project area. In no case shall the City nor the Port allow the use of stadium-style lighting, which  
5 directs light outward across a broad area.



7 **Mitigation 4.11-2:** At or near the boundary of the proposed Gateway Park, new lighting shall  
8 be shielded to prevent light spillage into natural areas.

9 This measure applies to Impact 4.11-3 and Impact 4.12-2.

10 In natural areas that may provide habitat, light scatter shall be further reduced or eliminated  
11 through the use of shields, which physically prohibit the scatter of light. With the advise of  
12 resource agencies, the City shall require such shields at specific locations, such as the Gateway  
13 Park.



15 **Mitigation 4.11-3:** New active or passive solar systems within or adjacent to the project area  
16 shall be set back from the property line a minimum of 25 feet.

17 This measure applies to Impact 4.11-4.

18 Through design review, the City shall ensure that proposed solar systems are not located in a  
19 manner that would unduly restrict design of future development. Such conflicts are to be  
20 resolved in design review. If the proposed solar system cannot be designed to accommodate  
21 adjacent actions, it shall be disallowed.



23 **Mitigation 4.11-4:** New construction within the Gateway development area adjacent to a parcel  
24 containing permitted or existing active or passive solar systems shall demonstrate through  
25 design review that the proposed structures shall not substantially affect operation of existing  
26 solar systems.

27 This measure applies to Impact 4.11-4.

28 Through design review, the City shall ensure that the effectiveness an operation of existing or  
29 permitted active or passive solar systems shall not be substantially impaired. The design of the  
30 subsequent proposed structures shall be modified so as not to have such an adverse effect.



**Mitigation 4.11-5:** The City and Port shall coordinate with respect to the design of new, permanent buildings constructed along the Port/Gateway boundary to minimize conflicts over solar access.

This measure applies to Impact 4.11-4.

The City and Port shall coordinate with one another regarding design of subsequent redevelopment activities within their respective jurisdictions that may affect operation of solar installations in the other's jurisdiction.



**Mitigation 4.11-6:** New construction adjacent to a public park or open space shall demonstrate through design review that development shall not substantially impair enjoyment of the public utilizing the space.

This measure applies to Impact 4.11-5.

Through design review, the City shall ensure that new building or landscaping shall not shade existing or proposed parks or open spaces in a manner that would make these public spaces substantially less useful or enjoyable to the public. The City may require specific building placement, tiered roofs, or other means of reducing shadow effects on public opens spaces. It is not the intent of this measure to completely eliminate shade in these areas, but to reduce shade to the maximum extent feasible.



1   **4.12    BIOLOGICAL RESOURCES**

2           Redevelopment would result in benefits to biological resources, as well as less than significant  
3           and potentially significant impacts to such resources. With implementation of measures  
4           recommended in this section, all potential impacts would be mitigated to a level that is less than  
5           significant.

**4.12.1   Study Area**

6           The study area includes the redevelopment project area and adjacent waterways in the Oakland  
7           Inner, Middle, and Outer harbors.

**4.12.2   Regulatory Setting**

**International**

8           **International Maritime Organization Guidelines.** In 1997, the International Maritime  
9           Organization (IMO) adopted voluntary ballast water management guidelines to minimize transfer  
10          of harmful aquatic organisms and pathogens. The IMO is currently drafting an international  
11          agreement that would make mandatory the management of ballast water discharges (EPA  
12          2001).

**Federal**

13          **Federal Endangered Species Act.** The Federal Endangered Species Act (FESA) (16 USC  
14          § 1531 *et seq.*) defines “endangered” species as those in danger of extinction throughout all or  
15          a significant portion of their range. A “threatened” species is any species that is likely to become  
16          an “endangered” species within the foreseeable future throughout all, or a significant portion of  
17          its range. Additional special-status species include “candidate” species and “species of  
18          concern.” “Candidate” species are those which the U.S. Fish and Wildlife Service (USFWS) has  
19          on file enough information to propose listing as endangered or threatened. “Species of concern”  
20          are those for which listing is possibly appropriate but for which the USFWS lacks sufficient  
21          information to support a listing proposal. A species that has been “delisted” is one whose  
22          population has met its recovery goal target and is no longer in jeopardy of extinction.

23          Taking of a federally listed species is prohibited under Section 9 of ESA. Taking is defined by  
24          FESA (§ 3[19]) to mean “to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or  
25          collect, or attempt to engage in any such conduct.” An incidental take of a listed species  
26          requires consultation with the USFWS, or National Marine Fisheries Service (NMFS), as  
27          appropriate.

28          Effects to federally listed species may be addressed for a proposed action in one of two ways:

- 29           1. a nonfederal entity may address potential adverse impacts to a listed species under Section  
30           10 of ESA, or

2. a federal lead agency regulates the proposed action in accordance with Section 7 of ESA.

Both require consultation with the USFWS and/or NMFS, the agencies that administer the Act. If consultation determines that a federally listed species would be affected by an action, consultation would result in an Incidental Take Statement through either a Habitat Conservation Plan under Section 10, or a Biological Opinion under Section 7.<sup>1</sup>

**Clean Water Act.** Under Section 404 of the CWA (33 USC § 1344), the U.S. Army Corps of Engineers (Corps) regulates the disposal of dredged and fill materials into “waters of the United States.” Waters of the United States include intrastate lakes, rivers, streams (including intermittent streams), mudflats, sandflats, wetlands, sloughs, prairie potholes, wet meadows, playa lakes, or natural ponds, and wetlands adjacent to any water of the United States (CFR 33 Part 328). In areas subject to tidal influence, Section 404 jurisdiction extends to the high tide line. Certain waters of the United States are considered “special aquatic sites” because they are generally recognized as having particular ecological value. Such sites include sanctuaries and refuges, mudflats, wetlands, vegetated shallows, coral reefs, and riffle and pool complexes. Special aquatic sites are defined by the U.S. Environmental Protection Agency and may be afforded additional consideration in the permit process for a project. Special aquatic sites include habitats such as wetlands, mudflats, and eelgrass beds.

Currently, EPA’s CWA regulations at 40 CFR 122.3(a) exclude from regulation under the National Pollutant Discharge Elimination System (NPDES), “. . . any other discharge incidental to the normal operation of a vessel.” Therefore, ballast water discharges have not been and are currently not being regulated under the Clean Water Act.

**Rivers and Harbors Act.** The Corps also regulates navigable waters under Section 10 of the Rivers and Harbors Act. Navigable waters are defined as “. . . those waters of the United States that are subject to the ebb and flow of the tide shoreward to the mean high water mark and/or are presently used, or have been used in the past, or may be susceptible to use to transport interstate or foreign commerce” (33 CFR Part 322.2). A permit from the Corps must be obtained for any work within jurisdictional waters of the United States.

**Migratory Bird Treaty Act.** The Migratory Bird Treaty Act of 1918 (16 USC §§ 703-711) makes it unlawful to take, possess, buy, sell, purchase, or barter any migratory bird listed in 50 CFR Part 10, including feathers or other parts, nests, eggs, or products, except as allowed by implementing regulations (50 CFR 21). Disturbance that causes nest abandonment and/or loss of reproductive effort (e.g., killing or abandonment of eggs or young) may be considered “take” and is potentially punishable by fines and/or imprisonment.

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<sup>1</sup> Correspondence between the Army and the USFWS and the Army and the NMFS under Section 7 is included in Appendix 4.12.

**Marine Mammal Protection Act.** Under the Marine Mammal Protection Act of 1972 (16 USC § 1371) it is unlawful to take or import marine mammals and marine mammal products. Under Section 101(a)(5)(D) of the Act, an incidental harassment permit may be issued for activities other than commercial fishing that may impact small numbers of marine mammals. An incidental harassment permit covers activities that extend for periods of not more than 1 year and that will have a negligible impact on the impacted species.

**National Invasive Species Act of 1996.** The National Invasive Species Act (NISA) creates a national ballast management program for all U.S. coastal regions. The Coast Guard requires mandatory reporting and record-keeping requirements for all vessels equipped with ballast water tanks that enter into the waters of the United States after operating beyond the Exclusive Economic Zone (EEZ). There are no other mandatory federal requirements for vessels calling at ports within the San Francisco Bay.

**Executive Order 13112.** This order instructs Federal agencies to do the following:

- identify their actions which may affect the status of invasive species;
- use existing programs and authorities to prevent introduction of invasive species; and
- refrain from carrying out actions that promote introduction or spread of invasive species.

The order also established an Invasive Species Council co-chaired by secretaries of several cabinet departments. The Council finalized an Invasive Species Management Plan in 2001 which included several actions for the prevention of unintentional introductions. Among these actions were federally sponsored research to develop new technologies for ballast water management and US Coast Guard issuance of standards for approval of ballast water management technologies by January 2002 (the standards remain in progress).

### **State/Regional**

**California Endangered Species Act.** The California Endangered Species Act (CESA) and the Native Plant Protection Act authorize the California Fish and Game Commission to designate endangered, threatened, and rare species and to regulate the taking of these species (Fish & Game Code §§ 2050-2098). CESA defines “endangered” species as those whose continued existence in California is jeopardized. State-listed “threatened” species are those not currently threatened with extinction, but that may become endangered if their environments change or deteriorate. In addition, interim protection is provided to candidate species while they are being reviewed by the Fish and Game Commission. The California Code of Regulations (Title 14, § 670.5) lists animal species considered by the state to be endangered and threatened. Section 2080 of the California Fish & Game Code prohibits the taking of state-listed plant and animals. Formal consultation must be initiated with the California Department of Fish and Game (CDFG) for projects that may have an adverse effect on a state-listed species. If no state-listed species will be affected by a proposed project, environmental documentation is provided to CDFG at the discretion of the lead agency.



**California Department of Fish and Game Fully Protected Species and Species of Concern.** The CDFG also designates “fully protected” species as those that may not be taken or possessed (Fish and Game Code §3511 [Fully Protected Birds], §4700 [Fully Protected Mammals], § 5050 [Fully Protected Reptiles and Amphibians] and § 5515 [Fully Protected Fish]). Species designated as fully protected or protected may or may not be listed as endangered or threatened.

The CDFG also maintains a list of animal “Species of Special Concern,” most of which are species whose breeding populations in California may face extirpation. Although these species have no protected legal status, the CDFG recommends consideration of them during analysis of the impacts of proposed projects to protect declining populations and avoid the need to list them as endangered in the future.

Under provisions the California Environmental Quality Act, the lead agency and CDFG, in making a determination of significance, must treat non-listed plant and animal species as equivalent to listed species if such species satisfy the minimum biological criteria for listing. In general, the CDFG considers species of concern and species on Lists 1A, 1B, or 2 of the *California Native Plant Society's Inventory of Rare and Endangered Vascular Plants of California* (Skinner and Pavlik 1994) as qualifying for consideration under this CEQA provision. Species on the Native Plant Society’s List 3 or 4 may, but generally do not, qualify for protection under this provision.

**Regional Water Quality Control Board 401 Certification (associated with Section 404 of the Clean Water Act).** The Regional Water Quality Control Board (RWQCB) must conduct a separate review of all projects subject to Section 404 to determine whether they require a Section 401 Water Quality Certification or a waiver of discharge requirements. Section 401 refers to the section of the Clean Water Act that gives states authority to issue, waive or deny certification that the proposed activity is in conformance with state water quality standards.

**Ballast Water Management for Control of Non-Indigenous Species Act (Assembly Bill No. 703).** The Ballast Water Management for Control of Non-Indigenous Species Act, codified at PRC Division 36, establishes a program primarily managed by the California State Lands Commission (SLC) to control discharges of ballast water originating outside the U.S. EEZ into state waters (so-called “foreign” ballast water), and to report on such control. The California Ballast Water Management Program applies to qualifying vessels, defined as those carrying ballast water into the waters of the state after having operated outside the U.S. EEZ. The program requires qualifying vessels to undergo mandatory mid-ocean exchange, retain all ballast water (no discharge), perform on-board treatment or discharge ballast water to an on-site treatment facility;<sup>2</sup> mandatory completion and submission the SLC a ballast water report form; and mandatory compliance with good housekeeping practices. These practices include avoiding

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<sup>2</sup> There are no on-board or on-shore treatment facilities that have been approved for use under this law.

uptake or discharge in or near marine sanctuaries, coral reefs, reserves or parks and minimizing uptake of ballast water under various circumstances.

The Act requires a joint effort by the California State Lands Commission (SLC), the California Department of Fish and Game (CDFG), and the California Regional Water Resources Control Boards (RWQCB) to conduct monitoring and inspection of vessels entering California ports, to research baseline conditions in waters which may be affected by ballast water discharges, to evaluate alternatives to mid-ocean exchanges, and to prepare reports for the state legislature prior to the law's sunset date in 2004. The U.S. Coast Guard and the state are coordinating reporting requirements, although the state conducts independent compliance verification.

The California State Water Resources Control Board and the San Francisco Bay Regional Water Quality Control Board (RWQCB) have listed waters of the San Francisco Bay as impaired by the presence of exotic species under Section 303(d) of the Clean Water Act. The RWQCB has determined that the San Francisco Estuary does not have a capacity to assimilate exotic organisms. The RWQCB has committed to working with the State Board and the US EPA to promote a national program to effectively address discharges of exotic species (RWQCB, 2000).

#### **Local**

**Oakland General Plan: Open Space Conservation and Recreation Element.** The OSCAR includes policies on bay fill, converting military bases to open space, beneficial use of the estuary and bay waters, public access, waterfront park enhancement, and dredging relevant to redevelopment of the project area (City of Oakland 1996). Specific relevant policies are discussed in Section 4.1: Consistency with Plans and Policies.

**Oakland Municipal Code Chapter 13.16: City of Oakland Creek Protection, Storm Water Management and Discharge Control Ordinance.** The storm water management and discharge control ordinance was adopted in 1997 to provide stronger provisions to manage and safeguard creeks. It includes permitting guidelines for construction near creeks within the City of Oakland. According to the ordinance, a creek is defined as a watercourse that is a naturally occurring swale or depression, or engineered channel, which carries fresh or estuarine water either seasonally or year round within City boundaries. There are no creeks within the study area as defined in the ordinance.

**Oakland Municipal Code Title 12, Chapter 12.36: City of Oakland Tree Ordinance.** The tree ordinance requires property owners to obtain a permit before removing protected trees from their property. Protected trees are listed in Section 4.12.5.

**Port of Oakland Tariff No. 2-A.** Item No. 02215 of the Port's operating rules and regulations (Tariff 2A) forbids discharge of ballast water in the San Francisco Bay or the Gulf of the Farallones National Marine Sanctuary. Vessels are exempt if they arrive from ports located between the southern boundary of Baja California and the northern boundary of Alaska, and if their ballast water originated from these waters; if open ocean ballast water exchange is

1 deemed to be unsafe; or if the vessel is in compliance with the International Maritime  
2 Organization Resolution A774 (18) (Guidelines for Preventing the Introduction of Unwanted  
3 Aquatic Organisms and Pathogens from Ships' Ballast Water and Sediment Discharges).

4 While some portions of the Port of Oakland's Ballast Water Management program are currently  
5 superceded by the subsequent California Ballast Water Management Program (see above,  
6 under the description of the state and regional regulatory setting), the Port has retained that  
7 portion of its ordinance that goes beyond state regulations, by requiring vessels to report the  
8 specific source of ballast water discharged in San Francisco Bay that originated in other West  
9 Coast ports. This information will contribute to the knowledge base regarding ballast water and  
10 invasive species, and in determining if precautions for ballast water originating within the U.S.  
11 EEZ are prudent.

#### **4.12.3 Regional Setting**

12 The OARB area redevelopment project area is located on the eastern side of the San Francisco  
13 Bay. San Francisco Bay comprises 548 square miles (882 square kilometers) of water. The San  
14 Francisco estuarine complex is the second largest estuary in the nation and the largest estuary  
15 on the Pacific Coast. It provides habitat for hundreds of species of wildlife and plants.

16 Due to increasing urbanization of the region, the size of the Bay has decreased substantially.  
17 Deep and shallow bay habitats have decreased from approximately 110,000 hectares (270,000  
18 acres) to 100,000 hectares (250,000 acres) since the nineteenth century. Tidal flats have  
19 decreased from 20,000 hectares (50,000 acres) to 12,000 hectares (30,000 acres). Tidal marsh  
20 habitat is approximately 16,000 hectares (40,000 acres) today, compared to 77,000 hectares  
21 (190,000 acres) over one hundred years ago (Goals Project 1999).

22 Habitat types currently present within the historic Bay footprint include:

- 23 • Open Bay waters;
- 24 • Tidal baylands such as tidal flats, tidal marshes and lagoons;
- 25 • Diked baylands such as salt ponds and agricultural baylands; and adjacent habitats such as  
26 riparian forest, grasslands, oak woodlands, and mixed evergreen forests (Goals Project  
27 1999).

28 The Bay provides wintering habitat for a large number of waterfowl in the Pacific Flyway. It is  
29 estimated that an average of 300,000 birds of 32 species have been counted per season during  
30 annual January midwinter surveys conducted by the USFWS in the estuary (San Francisco  
31 Estuary Project [SFEP] 1997). Midwinter surveys also estimate that more than 57 percent of the  
32 total wintering diving ducks in California occur in the Bay (USFWS 1992).

33 More than 100 species of fish inhabit the San Francisco Bay system, the majority of them  
34 native. A large portion of these are residents and complete all of their life stages within the Bay;

1 a smaller portion, anadromous fish, are not year-round residents, but migrate from ocean waters  
2 through the Estuary, into a series of freshwater streams, where they spawn. As adults or young-  
3 of-the-year (YOY), these anadromous fish migrate through the Estuary to the ocean. A small  
4 portion of these remains in the Bay year-round. After spawning in freshwater streams, most  
5 anadromous species spend 4 to 8 months in the Bay before entering the ocean. Examples of  
6 fish species common to the Central Bay include northern anchovy (*Engraulis mordax*), topsmelt  
7 (*Atherinops affinis*), jacksmelt (*Atherinopsis californiensis*), striped bass (*Morone saxatilis*),  
8 white croaker (*Genyonemus lineatus*), Pacific herring (*Clupea harengus*), and English sole  
9 (*Pleuronectes vetulus*).

10 The Central, South, and North bays are ecologically linked, and planktonic organisms drift  
11 throughout the area via currents. Phytoplankton and zooplankton are the most abundant  
12 taxonomic groups found in the Bay and are important prey items for fish and  
13 macroinvertebrates.

### **Invasive Species**

14 Discharge of ballast water—one vector by which non-indigenous (exotic) marine and freshwater  
15 organisms are spread around the world today—has been identified as a source of exotic  
16 organisms into California waters. Exotic species in San Francisco Bay have successfully  
17 “invaded” the habitat of indigenous species, and the Bay has been identified as the most  
18 invaded aquatic ecosystem in North America (Cohen and Carlton 1988). Approximately one  
19 new exotic species has been introduced every 14 weeks since 1961. Non-indigenous aquatic  
20 animals and plants have had a profound impact on the ecology of the Bay in terms of modifying  
21 food webs, causing structural changes in Bay habitats, extinction or regional extirpation of  
22 native species, economic impacts from depletion of native fisheries, damage to maritime  
23 facilities from fouling organisms, and clogging of waterways.

24 Most vessels carry ballast water to ensure proper and stable operation. The stability of a vessel  
25 depends on horizontal and vertical weight distribution, and ballast — usually as water — is used  
26 to make allowances for cargo distribution. Cargo vessels must be on an even keel at the berth  
27 in order for cargo cells to be accessible to ship loading equipment. Fuel transfer can accomplish  
28 some of this weight movement accommodation, although ballasting and de-ballasting are also  
29 necessary. Ballast water is generally pumped in as needed while the vessel is berthed at port  
30 and may be transported over great distances and discharged at other ports. Many species of  
31 bacteria, plants, and animals can survive in the ballast water or sediment carried in the ballast  
32 tanks of vessels, even after journeys lasting several weeks. Subsequent discharge of ballast  
33 water containing these organisms may result in the establishment of unwanted species, which  
34 can alter the existing ecological balance at the discharge location. Sediments in ballast tanks  
35 are cleaned out every 2 to 4 years during dry docking or are cleaned out during routine  
36 maintenance while at sea. There are no dry docks for container ships in San Francisco Bay, and  
37 introduction of invasive species from sediment discharge is unlikely.

### 4.12.4 Local Setting

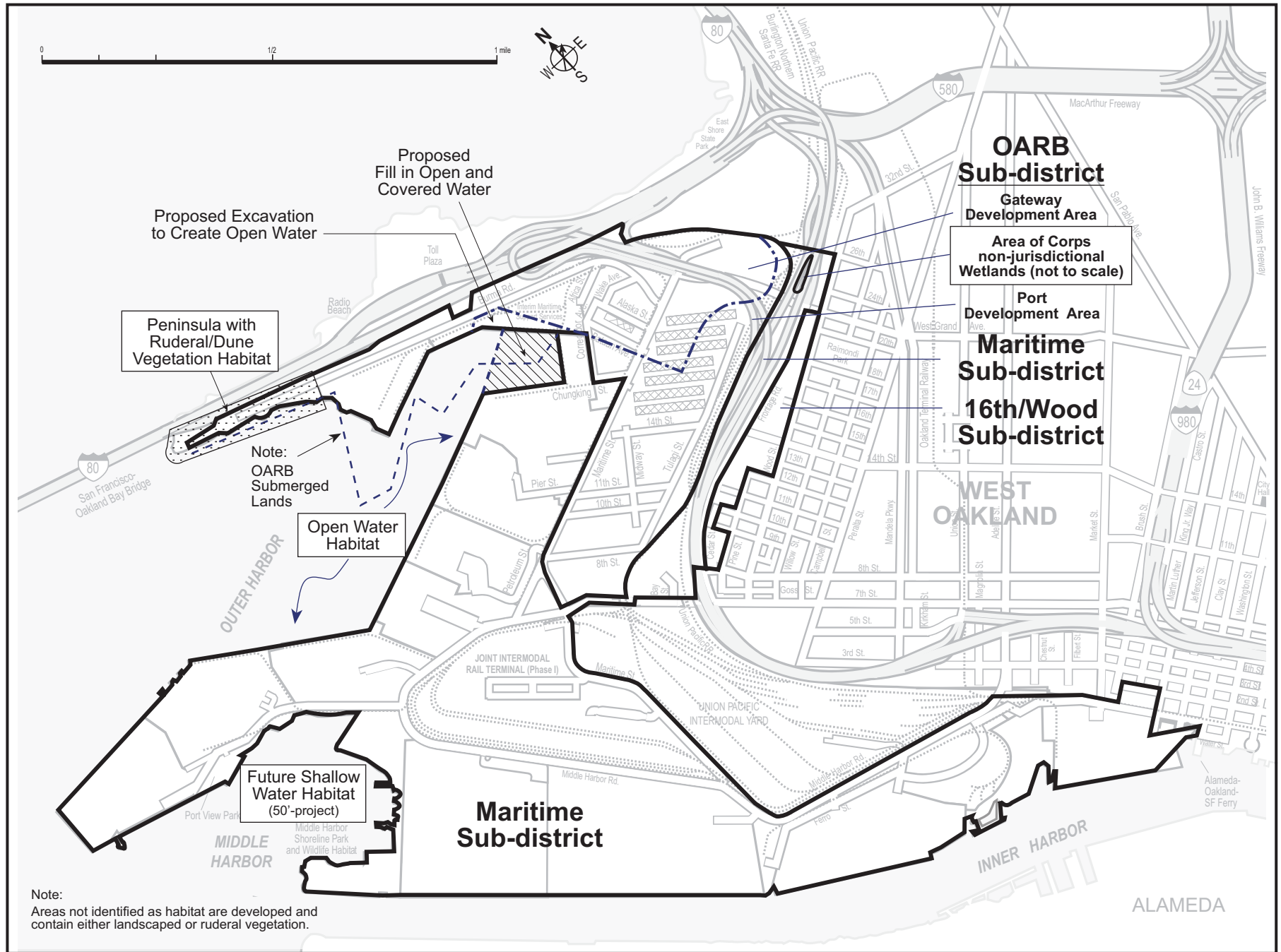
The study area is currently dominated by developed areas consisting primarily of railroad beds, roads, buildings, building foundations, and parking lots, or previously developed and currently vacant parcels, with little vegetation. Plant species are almost entirely exotic and landscaped. The only site undeveloped in recent times is the 6.7-hectare (16.7-acre) portion of the Gateway peninsula, extending westward into the San Francisco Bay in the northwest corner of the Gateway development area. The shoreline of this area is partially riprapped, and the area is unpaved except for an access road traversing the length of the parcel. The eastern portion of the area is used for parking and storage. This storage area is graded once a year in late summer to remove tire tracks. This peninsula provides some habitat for migratory birds to roost, nest, or forage, despite being surrounded by elevated highways and access ramps. The study area also contains open water extending into Oakland Inner, Middle, and Outer harbors. Habitat types in the OARB redevelopment project area are illustrated by Figure 4.12-1.

#### Terrestrial Vegetation

Since the OARB and Maritime sub-districts are mainly industrial with some park land in the Maritime sub-district, there is little vegetation in these areas. Existing vegetation is primarily ruderal, with some ornamental trees and shrubs. The 16<sup>th</sup>/Wood sub-district, consisting of an inoperative railroad station, a former iron works site, and light industrial uses, is primarily ruderal. Appendix 4.12 lists plants observed at the OARB.

The unpaved portion of the Gateway peninsula is sparsely vegetated and is the only area in the study area that is not disturbed. Two small beaches approximately 30 to 40 meters (98 to 130 feet) wide are located along the south shoreline of the peninsula; the remaining shoreline areas are rip-rapped. Common plant species such as pickleweed (*Salicornia virginica*), and yellow-star thistle (*Centaurea solstitialis*) are present along the margins of the peninsula. Marsh gum-plant (*Grindelia stricta* var. *angustifolia*), a California Native Plant Society (CNPS) List 4 (Rare) species, is also present on the site. The vegetation consists primarily of brass buttons (*Cotula coronopifolia*), red-stemmed storksbill (*Erodium cicutarium*), plantain (*Plantago* sp.) and sweet clover (*Melilotus* sp.). Plant species observed on the peninsula are listed in Appendix 4.12. The vegetation in this area is periodically mown and sprayed.

Monterey pines are generally not protected by the Oakland Tree Preservation Ordinance unless there are more than five present within an area. More than five large, healthy Monterey pines are present within the OARB sub-district in the Gateway development area and are therefore considered protected trees by the Oakland Tree Preservation Ordinance. A complete count of these trees should be completed prior to construction for mitigation purposes. Furthermore, American sycamore (*Platanus occidentalis*) and date palm trees (*Phoenix dactylifera*), among other species, having diameter at breast height of 9 inches or greater are present in both the OARB and Maritime sub-districts. These trees are also considered protected under the ordinance.



OARB Area Redevelopment EIR  
**Figure 4.12-1 Habitat Types**  
 April 2002

**Wildlife**

1 Minimal wildlife habitat is present in the study area due to the high density of development.  
2 Grassy areas, shrubs trees, and telephone lines in the paved and industrialized sections of the  
3 study area provide habitat for feral cats (*Felis catus*) and dogs (*Canis familiaris*) as well as  
4 common wildlife species such as skunks (*Mephitis mephitis*), rock doves (*Columba livia*),  
5 starlings (*Sturnus vulgaris*), mourning doves (*Zenaida macroura*), American kestrels (*Falco*  
6 *sparverius*) and white-crowned sparrows (*Zonotrichia leucophrys*). Canada geese (*Branta*  
7 *canadensis*) have been observed roosting in some of the grassy areas of the OARB sub-district  
8 (Lu 2001).

9 The unpaved peninsula in the northwestern corner of the study area provides some foraging  
10 and roosting habitat for shorebirds such as dunlin (*Calidris alpina*), spotted sandpiper (*Actitis*  
11 *macularia*), willet (*Catoptrophorus semipalmatus*), and black oystercatcher (*Haematopus*  
12 *bachmani*). The California least tern (*Sterna antillarum*), a federally listed endangered species,  
13 has been observed roosting on the peninsula and feeding within 50 feet of the shoreline (OARB  
14 1999; Caltrans 1998). Killdeer (*Charadrius vociferus*) have been recorded nesting on the  
15 peninsula, and Canada geese were observed nesting there in April 1997 (Military Traffic  
16 Management Command 1999). Wildlife species observed throughout the Oakland Army Base  
17 are listed in Appendix 4.12. Species observed only on the peninsula are listed in Appendix 4.12.

18 Water birds such as California brown pelican (*Pelecanus occidentalis*), a federally listed  
19 endangered species, ruddy duck (*Oxyura jamaicensis*), double-crested cormorant  
20 (*Phalacrocorax auritus*), horned grebe (*Podiceps auritus*), and gulls (*Larus* sp.) have been  
21 recorded loafing and foraging in the open water around the Base. Appendix 4.12 lists the bird  
22 species recorded around the potential fill area during surveys in 1997.

23 The Outer, Middle, and Inner harbors also provide habitat for many fish species, including  
24 northern anchovy, topsmelt, and staghorn sculpin (*Leptocottus armatus*). Common shallow  
25 subtidal fish include English sole (*Pleuronectes vetulus*), bay goby (*Lepidogobius lepidus*),  
26 northern anchovy, speckled sanddab (*Citharichthys stigmaeus*) and plainfin midshipman  
27 (*Porichthys notatus*). Pacific herring are present in the San Francisco Bay in the winter and  
28 early spring and spawn in rocky areas and on pilings. Although the redevelopment project area  
29 is out of the migratory path of winter-run, fall/late-fall, and spring-run Chinook salmon  
30 (*Oncorhynchus tshawytscha*), and steelhead (*Oncorhynchus mykiss*), there is some potential for  
31 these species to occur. Appendix 4.12 lists the aquatic (non-mammal) species that were  
32 observed in the Outer Harbor in 1997.

33 Marine mammals such as the California sea lion (*Zalophus californicus californianus*) and  
34 harbor seal (*Phoca vitulina*) have both been recorded in the Outer Harbor and may forage there,  
35 although it is not a primary foraging area for either species (Corps and Port of Oakland 1998).

## Special Aquatic Sites

**Wetlands.** Two small urban wetlands are located within the northeastern portion of the Maritime sub-district, in the Desert railyard. These wetlands are located between two railroad track berms. The northernmost wetland, 0.34 acre, is dominated by broad-leaved cattails (*Typha latifolia*) and Bermuda grass (*Cynodon dactylon*). Algal mats were observed on the water surface. The southernmost wetland, 0.15 acre, supports some willow trees (*Salix* spp.). Red-winged blackbirds (*Agelaius phoeniceus*) and mourning doves were observed nesting and foraging at both wetland sites. The U.S. Army Corps of Engineers has determined that these wetlands are isolated and are therefore not considered jurisdictional under the Corps according to the ruling by the Supreme Court in the Solid Waste Agency of Northern Cook County vs. U.S. Army Corps of Engineers No. 99-1178 (April 17, 2001). These wetlands remain subject to the jurisdiction and regulations of the RWQCB.

## Special-Status Species

The designation of special-status species includes all federal- and state-listed species and species proposed for listing under the federal and California Endangered Species Acts, federal species of concern, state species of special concern, and plant species included on List 1 or List 2 of the California Native Plant Society's (CNPS) Inventory of Rare Plants.

Appendix 4.12 lists all wildlife and plant species, respectively, with state or federal listing status and other special status that have potential to occur in the study vicinity. No critical habitat for any potentially occurring special-status species occurs in the redevelopment vicinity. Appendix 4.12 includes a description of habitats suitable for each of the special-status species and a determination regarding the presence or absence of that habitat in the redevelopment project area.

## Wildlife: Threatened/Endangered Birds

**Western Snowy Plover (*Charadrius alexandrinus nivosus*).** The western snowy plover is listed as a federally threatened species and as a state species of special concern. This small shorebird typically occupies sandy beaches and intertidal areas of marine and estuarine habitats, but is known to occur in some inland areas. Along the Pacific Coast, snowy plovers are distributed on the mainland and offshore islands from southern Washington to southern Baja California, Mexico. Nests are usually established in areas of sandy beaches and estuaries with sparse to no vegetation. Prey items consist of intertidal and supratidal invertebrates, and feeding is diurnal.

Western snowy plovers are known to winter in the San Francisco Bay Area. Approximately 250 individuals have been recorded in the Bay during the breeding season (Corps and Port of Oakland 1998). However, no snowy plovers were observed within the proposed redevelopment project area during the bird surveys conducted by Entrix and Biological Field Services during the winter and summer of 1997 (del Nevo and Malamma 1997). This probably reflects the absence of suitable foraging and nesting habitat within the proposed redevelopment project area for this



species. Although snowy plovers may forage in the general vicinity, it is unlikely the redevelopment project area provides important habitat for this species.

**California Brown Pelican (*Pelecanus occidentalis californicus*).** The California brown pelican is a state and federally listed endangered species. This species breeds on the California Channel Islands between March and August (Zeiner *et al.* 1990) and occurs in northern California from June to November. Populations of this species have declined due to pesticide-induced eggshell thinning, oil spills, over-harvest of prey, and loss of post-breeding roosting habitat (USFWS 1992). In the Bay, pelicans forage over deep-water habitats and roost on structures such as breakwaters, pilings, and to a lesser extent, salt-pond dikes (USFWS 1992). Brown pelicans feed almost exclusively on fish in either shallow or deep waters. Brown pelicans are fairly common throughout waters of the Central Bay and San Pablo Bay.

California brown pelicans are known to forage and rest in and around the Middle, Inner, and Outer harbors. However, most foraging occurs in the central and western portions of San Francisco Bay (Entrix 1997). The largest pelican roost within the Bay is located on the former Naval Air Station (NAS) Alameda breakwater, approximately 4 kilometers (2.5 miles) south of the study area.

**California Least Tern (*Sterna antillarum*).** The California least tern is a state and federally listed endangered species. It is migratory and breeds in California from April to August. It ranges from southern Baja California and Mexico, north to San Francisco Bay. Breeding colonies are generally located in abandoned salt ponds and along estuarine shorelines that are free of predators. California least terns are ground-nesters and nest in colonies on sandy beaches that are usually associated with river mouths or estuaries. Due to degradation of more natural nesting habitat, they have occasionally been found to nest on dredge-spoil islands, open areas adjacent to airport runways, and industrial ports.

A breeding colony with approximately 210 nests is present on Alameda Island, within the former NAS Alameda. There are no known breeding areas within the study area. The terns are known to forage in the open water and are purported to roost around the unpaved peninsula on the OARB sub-district, although surveys have shown that most foraging occurs south of Alameda Island (del Nevo and Malamma 1997; U.S. Navy and Port of Oakland 1997). There was an unsuccessful nesting attempt observed in 1985 (Point Reyes Bird Observatory 2002)

#### **Wildlife: Threatened/Endangered Fish**

**Central California Steelhead (*Oncorhynchus mykiss*).** Central California steelhead is federally listed as threatened and is a state species of concern. Steelhead historically ranged throughout the north Pacific Ocean from Baja California to the Kamchatka Peninsula. Currently, their range extends from Malibu Creek in southern California to the Kamchatka Peninsula (NMFS 1997b). Steelhead, the anadromous form of trout (*O. mykiss*) migrate from freshwater to the ocean and returning to spawn in freshwater. They can spend several years in freshwater

1 prior to smoltification and can spawn more than once before dying, unlike most other salmonids  
2 (Busby *et al.* 1996). Spawning runs occur from December through May.

3 Steelhead were not observed within the Port of Oakland harbors during the 1997 habitat  
4 evaluation surveys (Corps and Port of Oakland 1998). The study area is not within the migratory  
5 path of the fish in the San Francisco Bay. They may, however, occasionally stray into the study  
6 area.

7 **Chinook Salmon (*Oncorhynchus tshawytscha*).** Chinook salmon is the largest species of the  
8 Pacific salmon (Netboy 1958). The species historically ranged from the Ventura River in  
9 California to Point Hope, Alaska, on the eastern edge of the Pacific and in the western portion of  
10 the Pacific Ocean from Hokkaido, Japan, to the Anadyr River in Russia (Healey 1991). Chinook  
11 salmon consist of four distinct breeding populations or evolutionarily significant units (ESUs) that  
12 are endemic to the Sacramento-San Joaquin river system. Factors used in determining ESUs  
13 include spatial, temporal, and genetic isolation, maturation rates, and other life history traits.  
14 Chinook salmon have been categorized into fall/late-fall, winter, and spring ESUs. Each ESU is  
15 considered a distinct race and has been given its own management status. Winter-run Chinook  
16 salmon has been state and federally listed as endangered, the fall/late-fall run salmon has been  
17 state and federally listed as threatened and is federally proposed endangered, and spring-run  
18 salmon is federally proposed as threatened and is a state species of concern.

19 Three Chinook salmon ESUs migrate through the Bay: Sacramento River winter-run, Central  
20 Valley spring-run, and Central Valley fall/late-fall run. The winter-run, a state and federally listed  
21 endangered species, spawns in the upper Sacramento River below Keswick Dam. The fall/late-  
22 fall run, a state and federally listed threatened species and federally proposed endangered  
23 species, spawns in the Sacramento and San Joaquin river basins (Myers *et al.* 1998). Spring-  
24 run Chinook salmon, federally proposed as threatened and a state species of concern, spawn in  
25 the Sacramento River Basin. All three runs are most commonly found migrating through the  
26 northern and central portions of the Bay (CDFG 1987).

27 The Port of Oakland harbors are not within the migratory path of any of these ESUs, and these  
28 ESUs are not expected to occur in the study area, although individuals may occasionally stray  
29 into the area. Previous surveys in 1997 captured only two fall-run Chinook salmon in the area  
30 (Corps and Port of Oakland 1998).

### **Wildlife: Special-Status Mammals**

31 **Gray Whale (*Eschrichtius robustus*).** Gray whales are protected by the Marine Mammal  
32 Protection Act of 1972, and were recently delisted as an endangered species. Gray whales  
33 migrate each year along the West Coast of North America, typically passing off the coast of San  
34 Francisco heading south from December through February and heading northward from mid-  
35 February through July. The population has recently reached a level thought to be near carrying  
36 capacity (approximately 26,000 animals), which may explain why more gray whales have been

1 observed feeding of the coasts of British Columbia, Washington, Oregon, and California rather  
2 than migrating the entire way to Alaska.

3 Gray whales consume benthic prey (primarily ampeliscid amphipods) in North America (e.g.,  
4 Bering, Beaufort, and Chukchi seas) during summer and migrate south along the West Coast of  
5 North American to calve and breed off the coast of Mexico. To consume benthic crustaceans,  
6 gray whales dive to the bottom of the ocean, generally to depths of less than 650 feet, where  
7 they turn on their sides and suck up a portion of the bottom that contains their prey. During the  
8 migration, gray whales occasionally enter rivers and bays (such as the San Francisco Bay)  
9 along the coast either because they are disoriented or to forage. Recently, some gray whales  
10 (presumably juveniles and post-weaning females) have begun foraging along the near-shore  
11 coastline of California, Oregon, Washington, and British Columbia during summer and  
12 remaining there instead of migrating northward as do the bulk of the population (Sumich 1985).  
13 These individuals presumably have foraged on mysids or euphausiids.

14 Gray whales have been seen irregularly in the Bay, and are probably individuals that have  
15 meandered off the migration route. There is the potential for one of these individuals to occur  
16 within the study area.

17 **Pacific Harbor Seal (*Phoca vitulina*).** The harbor seal is protected by the Marine Mammal  
18 Protection Act. It is non-migratory and can be found along shorelines and in estuaries  
19 throughout North America. Pacific harbor seals use the Bay year-round, where they engage in  
20 limited seasonal movements associated with foraging and breeding activities (Kopec and  
21 Harvey 1995). Harbor seals haul out in groups ranging in size from a few individuals to several  
22 hundred seals. Habitats used as haul-out sites include tidal rocks, mudflats, sandbars, and  
23 sandy beaches (Zeiner *et al.* 1990). Haul-out sites are relatively consistent from year to year  
24 and are important habitats for harbor seals (Kopec and Harvey 1995). In the Bay, pupping  
25 occurs from March to May, and molting in June and July (Kopec and Harvey 1995). The  
26 greatest numbers of harbor seals were counted during these months at major haul-out sites in  
27 the Bay (Kopec and Harvey 1995). Haul-out sites that support some of the largest  
28 concentrations of seals include Corte Madera Marsh and Castro Rocks in the Central Bay,  
29 Mowry Slough south of the Dumbarton Bridge, and Yerba Buena Island.

30 The total population of harbor seals in the Bay is estimated to be 700 animals (USFWS 1992).  
31 Aerial counts by CDFG (1999) indicate that the harbor seal population has remained relatively  
32 constant in the Bay from 1982 through 1995, with an average increase in the population of 60  
33 individuals over all years. However, harbor seal populations in other areas off the West Coast  
34 have been increasing by a much larger percentage since the late 1970s than that observed in  
35 the Bay (Kopec and Harvey 1995). Factors such as pollution and human disturbance at haul-out  
36 sites in the Bay may be factors contributing to this population difference.

37 Harbor seals forage in shallow, intertidal waters on a variety of fish, crustaceans, and a few  
38 cephalopods (e.g., octopus). They also consume benthic organisms as well as schooling fishes.

1 The most numerous prey items identified in harbor seal fecal samples from haul-out sites in the  
2 Bay include yellowfin goby (*Acanthogobius flavimanus*), northern anchovy, Pacific herring,  
3 staghorn sculpin, plainfin midshipman, and white croaker (Harvey and Torok 1994).

4 Harbor seals have been documented in the Outer Harbor and are known to forage in the vicinity  
5 (Corps and Port of Oakland 1998). Because it is not a regular haul-out area, nor close to a haul-  
6 out area, the study area is not considered a crucial area for this species.

7 **California Sea Lion (*Zalophus californicus californianus*).** The California sea lion is  
8 protected under the Marine Mammal Protection Act. California sea lions breed in Southern  
9 California and along the Channel Islands. After the breeding season, males migrate up the  
10 Pacific Coast and enter the Bay. In the Bay, sea lions are known to haul out at Pier 39 in the  
11 Fisherman's Wharf area of the San Francisco marina. An estimated 600 animals were observed  
12 in January and February 1991 at that haul-out site (USFWS 1992). In addition, California sea  
13 lions have the potential to haul out on buoys and similar structures throughout the Bay. Other  
14 than Pier 39, no repeatedly used haul-out site for California sea lions has been observed in the  
15 Bay (Point Reyes Seashore 1999).

16 During anchovy and herring runs, approximately 400 to 500 sea lions (mostly immature males)  
17 feed almost exclusively in the North and Central bays (USFWS 1992). They have been  
18 documented in the Outer Harbor (Corps and Port of Oakland 1998; OARB 1999) and are known  
19 to forage in the vicinity, although it is not a primary area for them.

#### **Wildlife: Special-Status Birds**

20 **Golden Eagle (*Aquila chrysaetos*).** The golden eagle is a state species of concern, known to  
21 breed in northern California. They breed in interior grasslands and oak savannas and forage in  
22 shrublands and grasslands. They have been known to occur at former NAS Alameda and have  
23 been recorded flying over and possibly foraging in the study area (del Nevo and Malamma  
24 1997). There are no known records of nesting on the site.

25 **Northern Harrier (*Circus cyaneus*).** The northern harrier is state species of concern. It occurs  
26 throughout the state except for the Sierra Nevada and the Cascade ranges. Loss of wetland and  
27 grassland habitats has reduced the harrier population in California. Breeding usually occurs in  
28 shrubby vegetation within marshes, although nesting may also occur in grasslands or other dry  
29 habitats away from water. Harriers forage primarily on small mammals that inhabit a variety of  
30 wet and dry habitats. The northern harrier is known to occur on NAS Alameda and has been  
31 seen flying over the study area (del Nevo and Malamma 1997). It is not known to nest in the  
32 study area.

33 **American Peregrine Falcon (*Falco peregrinus anatum*).** The American peregrine falcon is  
34 federally delisted, but is still state-listed as endangered. The historic range of the American  
35 peregrine falcon extends throughout North America from the boreal forests south into Mexico  
36 (USFWS 1992). The American peregrine falcon population began to decline in the late 1940s as

1 a result of pesticide-induced eggshell thinning. Recent conservation and recovery efforts have  
2 resulted in the increase of the peregrine population to over 120 breeding pairs in California.

3 Peregrines generally nest on protected ledges of high cliffs in woodland, forest, and coastal  
4 habitats. However, pairs are also known to nest on man-made structures such as bridges and  
5 buildings. In 1992, four nesting pairs were observed in the Central Bay and in Suisun Bay,  
6 including two pairs that were nesting on the Bay Bridge. In 2001, two pairs were observed  
7 nesting on each span of the Bay Bridge, one pair on the Carquinez Bridge, one pair on the San  
8 Rafael-Richmond Bridge, and one pair near the foot of the San Mateo Bridge. A nest box was  
9 placed on the Oracle Campus in Redwood Shores in 2000, and a pair of peregrine falcons have  
10 nested there since then (Walton 2001).

11 Most wetland habitats, except for riparian areas, provide suitable foraging habitat for the  
12 species. In the Bay Area, the peregrine is an opportunistic predator, known to prey on pigeons,  
13 terns, shorebirds, blackbirds, and sparrows. The Bay Area and Delta are considered important  
14 wintering areas for the species.

15 One or two of the falcons were observed preying on California least terns from the NAS  
16 Alameda breeding colony, and they were also observed occasionally in and around the Outer  
17 Harbor (Corps and Port of Oakland 1998; U.S. Navy and Port of Oakland 1997). This species  
18 has the potential to forage and roost in the study area.

19 **Loggerhead Shrike (*Lanius ludovicianus*).** Loggerhead shrike is a federal and state species  
20 of special concern. The loggerhead shrike breeds in open fields with scattered trees. It has also  
21 been recorded in somewhat urban areas. Habitat loss and pesticide contamination are some of  
22 the main factors in its decline. Loggerhead shrikes have the potential to forage within the OARB  
23 redevelopment project area, although they are not expected to be common.

24 **Long-Billed Curlew (*Numenius americanus*).** Long-billed curlew is a federal and state  
25 species of special concern. This species breeds within the northeastern portion of the state in  
26 grassland or wet meadow habitats that are usually adjacent to lakes or marshes. Conversion of  
27 these breeding grounds to agricultural areas is believed to be the primary cause for the decline  
28 of this species in the state (Zeiner *et al.* 1990). Long-billed curlews commonly winter in the  
29 Central Valley, where they occupy seasonal wetland habitats. Smaller numbers of curlews also  
30 winter in the San Francisco Bay. Long-billed curlews have the potential to forage on the  
31 undeveloped portions of the peninsula.

32 **Double-Crested Cormorant (*Phalacrocorax auritus*).** The double-crested cormorant is a state  
33 species of special concern and is a permanent resident along the coast of California. It roosts  
34 beside water on off-shore rocks, islands, steep cliffs, trees, as well as wharves and bridges. The  
35 double-crested cormorant is common within the Outer Harbor and vicinity. It has been observed  
36 foraging in a variety of habitats and resting upon manmade structures within the Port of Oakland  
37 (Corps and Port of Oakland 1998). A large nesting colony is present on the east span of the Bay  
38 Bridge. This colony has been estimated at over 1,000 birds (Corps and Port of Oakland 1998).

Open water areas in the study area are likely an important foraging habitat for this species due to the close proximity of this colony.

### Wildlife: Special-Status Fish

**Longfin Smelt (*Spirinchus thaleichthys*).** Longfin smelt is a state and federal species of concern. It ranges from Alaska to San Francisco Bay (Herbold *et al.* 1992). Historically one of the most abundant pelagic fishes of the Sacramento-San Joaquin estuary, the longfin smelt's populations have been on the decline primarily due to the reduction of freshwater outflow through the Delta (Moyle *et al.* 1995).

Longfin smelt spawn in freshwater river channels at the easternmost end of the Bay and are transported downstream into Suisun and San Pablo bays as larvae (Herbold *et al.* 1992). In winter, yearling smelt are more widely distributed, with some even colonizing the South Bay. Spawning occurs between November and June, with the majority occurring between February and April (Baxter, unpublished data in Moyle *et al.* 1995; Wang 1986). The adhesive eggs are laid on sandy-gravel substrates, rocks, or on aquatic plants in the freshwater sections of the Delta. Adults are present in open waters of the Estuary at a variety of salinities. Adults occur seasonally as far downstream as the South Bay, but are most abundant in Suisun Bay, San Pablo Bay, and the North Bay. Longfin smelt are rarely found outside of the Estuary. The species primarily feeds on opossum shrimp, although copepods and other crustaceans can also be important components of their diet (Moyle *et al.* 1995). This species has the potential to be present in the study area.

**Pacific Herring (*Clupea harengus*).** Pacific herring is not federally or state listed. However, it is a commercially, recreationally, and ecologically important fish species that enters San Francisco Bay and other bays in fall and winter to spawn, as summarized by Barnhart (1988). Because of its commercial importance, impacts to this species are often taken into consideration on projects, even though the species is not protected. In most years, spawning takes place in Richardson Bay and Raccoon Strait, in west-central San Francisco Bay. Eggs are adhesive and deposited directly onto firm substrates. A favorite spawning substrate is eelgrass, but the alga *Gracillaria* is also frequently used in the Bay. Herring apparently will not spawn on muddy bottoms, but are known to deposit eggs on pilings, riprap, and even on sandy beaches (Eldridge and Kaill 1973, cited in Wang 1986). In the 1980s and early 1990s, the main herring schools often spawned on the Oakland and San Francisco waterfronts (Tasto 1998, cited in Corps and Port of Oakland 1994). It is likely that spawning adults return to Oakland Harbor in some years. The abundant riprap and pilings throughout the Outer Harbor provide good habitat for spawning herring.

The abundant young herring collected in the sampling effort in Oakland Harbor and vicinity in the spring of 1997 (del Nevo and Malamma 1997) were possibly, but not necessarily, produced from local spawning. Sampling methods were not suited to capturing newly hatched larvae. The fish taken were mostly 30-millimeter (mm) to 50-mm juveniles, with some approximately 25 mm newly hatched larvae (Entrix unpublished data, cited in Corps and Port of Oakland 1994), and

therefore were one to several months old at the time (as judged by post-hatching sizes in Purcell *et al.* 1987). Juvenile herring are frequently abundant in widespread areas of San Francisco Bay (Barnhart 1988), and so evidently spread rapidly from spawning centers. Fish eggs typically are attached to structures such as pilings, algae, and eelgrass.

#### **Special-Status Plants**

**Marsh Gumplant (*Grindelia stricta* var. *angustifolia*).** Marsh gumplant is included on the CNPS List 4. This perennial herb occurs in high or upper salt marsh and northern coastal scrub. The species is widespread and has been documented in Alameda, Contra Costa, Del Norte, Humboldt, Mendocino, Monterey, Marin, Napa, San Francisco, San Luis Obispo, San Mateo, Solano, Sonoma, and Ventura counties. It has been known to occur in the study area on the Gateway peninsula.

#### **Invasive Species**

According to recent Marine Exchange and California State Lands Commission data, between August 1, 2000 and July 31, 2001, 1,810 ships called at the Port of Oakland facilities. Of these 1,733 were containerships. Of these containership calls, 388 were from vessels making their first California call at Oakland, and were subject to the provisions of the California Ballast Water Management for Control of Non-Indigenous Species Act. Of these 388 vessel calls, 370 ships filed the required ballast water reporting form with the State regarding ballast water operations. Of those reporting 234 (63 percent) containerships reported discharging water at Oakland that originated from beyond the U.S. EEZ, resulting in a total of these discharges from qualifying containerships of approximately 580,000 metric tons, which equals approximately 2,475 metric tons per discharging containership.<sup>3</sup> According to the State law, these ships are required to exchange their ballast water at sea more than 200 miles offshore, before entering California waters.

#### **4.12.5 Impact Analysis Methodology**

Potential impacts to biological resources in the redevelopment project area were identified from several sources:

- Rarefind 2 (CDFG 1999) CNDDDB records from Oakland West, Richmond, San Quentin, San Francisco North, San Leandro and Hunters Point, Briones Valley, Oakland East, and San Francisco South 7.5 minute quadrangles.
- California Native Plant Society Electronic Inventory (Skinner and Pavlik 1994) records from the Oakland West, Richmond, San Quentin, San Francisco North, San Leandro and Hunters Point, Briones Valley, Oakland East and San Francisco South 7.5 minute quadrangles.
- U.S. Fish and Wildlife Service letters dated November 16 and 20, 2001 (Appendix 4.12).

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<sup>3</sup> The Port of Oakland's Ballast Water Management Program reported an additional 120,000 MT of ballast water originating within the U.S. EEZ as discharged during the same period.

The resulting species list gathered from these sources has been formatted into two tables showing the common and scientific names, federal and state status, and a general description of suitable habitat for each species. These tables are provided as Appendices 4.12 and 4.12 for special-status wildlife and plant species, respectively.

### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service;
- Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the CDFG or USFWS;
- Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites;
- Fundamentally conflict with any applicable habitat conservation plan or natural community conservation plan;
- Fundamentally conflict with the City of Oakland Tree Preservation and Removal Ordinance by removal of protected trees under certain circumstances. Although there are no specific, numeric/quantitative criteria to assess the impacts for loss of protected trees under Oakland's City's Tree Preservation and Removal Ordinance, factors to be considered in determining significance include the number, type, size, location and condition of protected trees to be removed and /or impacted by construction; and the protected trees to remain, with special consideration given to native trees. Protected trees include the following:
  - *Quercus agrifolia* (California or coast live oak) measuring 4 inches in diameter at breast height (dbh) or larger, and any other tree measuring 9 inches dbh or larger except eucalyptus and *Pinus radiata* (Monterey pine); and
  - Monterey pine trees on city property and in development-related situations where more than five Monterey pine trees per acre are proposed to be removed.
- Fundamentally conflict with the City of Oakland or Oakland Creek Protection Ordinance intended to protect biological resources. Although there are no specific, numeric/quantitative criteria to assess impacts, factors to be considered in determining significance include whether there is substantial degradation of riparian and aquatic habitat through any of the following: discharging a substantial amount of pollutants into a creek; significantly modifying the natural flow of the water; depositing substantial amounts of new materials into a creek or causing substantial bank erosion or instability; or adversely impacting the riparian corridor by significantly altering vegetation or wildlife habitat;



- Substantially increase the risk of establishment of invasive species from outside the U.S. EEZ into San Francisco Bay; or
- Have a substantial adverse effect on state protected wetlands, or federally protected wetlands as defined by Section 404 of the Clean Water Act through direct removal, filling, hydrological interruption, or other means;

Not all criteria apply. There are no known applicable habitat conservation or natural community conservation plans, and conditions do not exist for redevelopment to conflict with such plans. There are no creeks located in or near the study area, and conditions do not exist for redevelopment to conflict with the Oakland Creek Protection Ordinance.

#### **4.12.6 Impacts**

##### **Benefits**

Redevelopment would result in a reduction of routine maintenance dredging of approximately 26 acres in the Outer Harbor Channel and for Berths 7, 8, and 9 due to the creation of New Berth 21. Terminals 7, 8, and 9 will no longer be used for maritime uses. This reduction in dredging would in turn reduce dredge-associated turbidity and noise and their effects on wildlife, a minor environmental benefit.

##### **Impacts**

**Impact 4.12-1:** Redevelopment could result in the loss of 15 acres of ruderal/beach habitat.

**Significance:** Potentially significant

**Mitigation 4.12-1:** EBRPD shall maintain and enhance beach habitat where feasible between the shoreline and the park in order that water birds have space to forage and roost on the peninsula, and comply with all applicable resource agency requirements.

**Residual Significance:** Less than significant

Although the area is primarily ruderal and provides marginal habitat for shorebird species in the area, seabirds have been known to occasionally roost in the area. Vegetation in the area is predominantly ruderal, although there is some wetland vegetation present. For example, marsh gumplant, a CNPS List 4 species, has been documented on the peninsula. The east side of the Central Bay has very few undeveloped areas of land adjacent to the Bay. Thus, the peninsula's location makes the area more valuable than the equivalent quality of land in a less developed area. As this habitat depends on details of specific redevelopment activities not yet developed, the impact is considered potentially significant. In consultation with resource agencies, the East Bay Regional Park District would construct the park and be responsible for any mitigation necessary at the site. With implementation of Mitigation Measure 4.12-1, the impact would be

1 avoided or substantially compensated for, and the residual impact is considered less than  
2 significant.



4 **Impact 4.12-2:** Redevelopment could result in increased raptor predation on least  
5 terns that may forage near the Gateway peninsula.

6 **Significance:** Potentially significant

7 **Mitigation 4.12-2:** Tall ornamental trees that could provide perches for raptors shall be  
8 prohibited in the design of the Gateway Park.

9 **Mitigation 4.12-3:** Raptor deterrents shall be placed on light standards and other tall  
10 elements installed within the Gateway Park.

11 **Residual Significance:** Less than significant

12 Development of the OARB would result in 15 acres of the Gateway peninsula being  
13 redeveloped as a park. This area is not heavily used by special status wildlife species, although  
14 some special-status species have been observed on it (del Nevo and Malamma 1997).  
15 California least terns, for example, have been observed foraging within 50 feet of the shoreline.  
16 Marsh gumplant, classified as rare by the CNPS, had been recorded at this site.

17 Tall ornamental trees, light standards, and other tall design elements can be used by raptors  
18 which prey on the least tern. Should this occur, the impact would be considered significant.  
19 Because occurrence of this impact depends on design details not yet finalized, the impact is  
20 considered potentially significant.

21 Implementation of Mitigation Measures 4.12-2 and 4.12-3, as well as Mitigation Measure 4.11-4  
22 (intended primarily to mitigate impacts to aesthetic resources, but which would also partially  
23 mitigate impacts to biological resources), would substantially reduce the impact, and the  
24 residual impact is considered less than significant.



26 **Impact 4.12-3:** Redevelopment would result in net loss of approximately 27 acres of  
27 open and covered water at New Berth 21; minor amounts of fill and  
28 revetment could occur along the shoreline of the Gateway Park, with a  
29 loss of near-shore habitat.

30 **Significance:** Potentially significant

**Mitigation 4.12-4:** Contractors, developers, the Port, and EBRPD shall comply with all permit conditions from the Corps, RWQCB, USFWS/NMFS and CDFG for fill.

**Residual Significance:** Less than significant

Redevelopment could result in the net loss of approximately 27 acres of open and covered water in the Outer Harbor. This represents open water, deep subtidal (-42 feet mean lower low water), soft bottom estuarine, and pile-supported wharf habitats, mudflats and/or shallow subtidal habitats. A number of special-status species are known to occur in the general vicinity of this area. For example, brown pelican, peregrine falcon, least tern, double-crested cormorant, and marine mammals are known to forage and roost in the area, as discussed above. Steelhead and Chinook salmon are known to pass through although they don't habituate this area (Corps 2001).

The aquatic communities found in the area are established in a degraded industrialized environment that is subject to regular disturbances from ship movements and periodic maintenance dredging. As a result, the existing infaunal community is not well established, is of limited diversity, and marginal abundance or productivity. Proposed fill activities would result in direct loss of available habitat. Because high quality habitat is absent, but special-status and other species are known to occasionally occur in the area, the impact is considered potentially significant. Implementation of Mitigation Measure 4.12-4 would avoid or minimize the impact, and the residual impact is considered less than significant.

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**Impact 4.12-4:** Redevelopment could result in both temporary impacts to herring spawning habitat during construction, and a permanent net loss of Pacific herring spawning habitat associated with the wharf pilings at existing Berths 9, 10, 20 and 21 due to construction of New Berth 21.

**Significance:** Potentially significant

**Mitigation 4.12-5:** A qualified observer shall be present on site during all in-water construction activities near potential herring spawning areas between December 1 and March 1.

**Mitigation 4.12-6:** If spawning is observed, in-water construction activities shall be redirected for 200 meters around the spawning area for two weeks.

**Residual Significance:** Less than significant

Pacific herring, a commercially important species, prefers throughout its range to spawn on eelgrass, but is known to use other firm substrates, such as pilings and riprap, in San Francisco Bay. They are known to spawn (in some years) in areas in the Inner Harbor and along the

Oakland-Alameda waterfront, although they are not known to spawn in the Outer Harbor (Corps and Port of Oakland 1994). There is slight potential that spawning could occur within the redevelopment area in the Outer Harbor. Disturbance to spawning habitat associated with construction would be a significant impact. New Berth 21 would replace the piling habitat, and there would be no permanent significant impact. Because the occurrence of herring in the area is uncertain, the impact is considered potentially significant. With implementation of Mitigation Measures 4.12-5 and 4.12-6 the impact would be minimized, and the residual impact is considered less than significant.



**Impact 4.12-5:** Construction activities would result in a short-term reduction in water quality in the New Berth 21 fill area and could reduce water quality along the shoreline for the proposed Gateway Park, affecting special-status species.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Increased turbidity and noise levels associated with in-water construction could result in decreased foraging opportunities in the immediate vicinity of construction activities. Pelagic fish tend to avoid areas with high levels of turbidity, and to return following the completion of construction. This area does not appear to be heavily used for foraging, and represents limited foraging habitat. Impacts from turbidity and noise are considered less than significant to foraging fish.

In-water and near-shore construction activities could disturb roosting double-crested cormorants in the immediate vicinity. Double-crested cormorants have been observed in the proposed New Berth 21 fill area, and a large nesting colony is established on the nearby Bay Bridge. Results from 1997 biological surveys indicate the fill area is not highly utilized (only 12 sightings of cormorants during two seasonal surveys) (Corps and Port of Oakland 1998). Rather, foraging is concentrated in other open-Bay waters. Evidence does not exist to indicate that the New Berth 21 fill area is important foraging habitat, and the impact is considered less than significant.

Although the American peregrine falcon was not documented in the New Berth 21 area during 1997 bird surveys, it is known to occasionally use Port structures for perches (del Nevo and Malmanna 1997). Therefore, it may be impacted by localized short-term disturbances associated with construction activities. Construction activities may also contribute to localized, short-term reduced foraging success in the proposed fill area as a result of disturbances to prey species. However, the peregrine falcon is known to forage over a large area and is not limited to perching or roosting on adjacent structures, and since it was not documented in the proposed fill area during recent surveys, it is not likely to frequent this area for any of the above-mentioned activities. The impact is considered less than significant.

Winter-run Chinook salmon and central California steelhead trout migrate seasonally through the San Francisco Bay, but current migration corridors are north of the proposed fill area. Although these fish occasionally stray from their migration corridors and are known to occur in waters adjacent to the fill area, they are not expected to normally occur there or be affected by construction activities. Impacts to winter-run Chinook salmon and central California steelhead trout are not expected to occur.



**Impact 4.12-6:** Redevelopment may result in loss of protected trees measuring 4 inches dbh (or larger) or trees with a dbh of greater than 9 inches.

**Significance:** Potentially significant

**Mitigation 4.12-7:** Application for a tree preservation/tree removal permit from the City of Oakland for all protected trees shall comply with the Tree Ordinance, which includes replacement of native trees at a minimum of a 1:1 ratio. The Port will replace native trees on the OARB at a minimum ratio of 1:1.

**Residual Significance:** Less than significant

Development of portions of the project area may result in the removal of protected trees, or otherwise affect trees in a manner not consistent with the Oakland Tree Preservation Ordinance. The Ordinance prohibits:

- Removal of a healthy protected tree whose removal could otherwise be avoided by reasonable design of the site plan prior to construction, or by trimming, thinning, tree surgery, or other reasonable treatment;
- Substantial alteration of windscreen resulting from tree removal;
- Removal of a tree that is a member of a group of trees in which each tree is dependent upon the others for survival; and
- Removal of a tree whose value removed is greater than the cost of its preservation to the property owner, as determined by the City Tree Reviewer. This requirement applies only to development-related permit applications.

More than five Monterey pines are present within the OARB sub-district. Furthermore, trees with a dbh of 9 inches or greater are present in both the OARB sub-district and the Maritime sub-district. All of these trees are considered protected trees under the City of Oakland Tree Preservation Ordinance. Because removal of protected trees depends on details of specific redevelopment activities not yet developed, the impact is considered potentially significant. With

1 implementation of Mitigation Measure 4.12-7, the impact would be substantially compensated  
2 for, and the residual impact is considered less than significant.



4 **Impact 4.12-7:** Redevelopment may result in the loss of breeding bird nesting habitat  
5 with the removal of certain trees.

6 **Significance:** Potentially significant

7 **Mitigation 4.12-8:** Trees shall be removed between September 1 and January 31 to  
8 avoid the nesting season (February 1 to August 31). Alternatively,  
9 field surveys shall be conducted no earlier than 45 days and no later  
10 than 20 days prior to the removal of any trees during the  
11 nesting/breeding season of bird species potentially nesting on the site  
12 to determine whether birds are present.

13 **Mitigation 4.12-9:** Construction shall not occur within 150 feet of an active nest until the  
14 nest is vacated or the juveniles have fledged.

15 **Residual Significance:** Less than significant

16 Redevelopment, particularly of the OARB sub-district, could result in removal of ornamental  
17 trees such as sycamore (*Platanus occidentalis*) and date palm (*Phoenix dactylifera*), among  
18 others. Some of these trees may be used by breeding birds as nesting habitat. Breeding birds,  
19 with few exceptions such as rock dove (*Columba livia*) and European starlings (*Sturnus*  
20 *vulgaris*) are protected by the Migratory Bird Treaty Act. Because removal of trees important as  
21 nesting habitat depends on details of specific redevelopment activities not yet defined, the  
22 impact is considered potentially significant. With implementation of Mitigation Measure 4.12-8  
23 and 4.12-9, the impact would be avoided or minimized, and the residual impact is considered  
24 less than significant.



26 **Impact 4.12-8:** Redevelopment could result in a substantial increase in the risk of  
27 establishment of invasive species in the San Francisco Bay.

28 **Significance:** Potentially significant

29 **Mitigation 4.12-10:** The Port shall continue to enforce its tariff requirements regarding  
30 ballast water and if the State law sunsets, shall implement the  
31 remainder of its ballast water ordinance, as it may be amended from  
32 time to time.

**Mitigation 4.12-11:** The Port shall continue to develop and implement a carrier ballast water education program.

**Mitigation 4.12-12:** The Port shall support international and United States efforts to adopt uniform international or national standards to avoid introduction of exotic species through shipping activities.

**Residual Significance:** Significant and unavoidable

A number of interacting variables may affect the probability that a discharge of foreign ballast water in the Bay will lead to successful establishment of an invasive species. These include the following:

- presence of a non-indigenous species in the ballast water;
- the amount of sediment at the bottom of the ballast tanks or sea chests (intake structures for ballast tanks);
- the probability of the organism surviving ocean transit;
- the volume and location of the ballast water discharge;
- environmental factors affecting survival of a transplanted organism (water temperature, salinity, nutrient levels, presence of predators); and
- the number or density of individuals required to establish a viable, self-reproducing population.

The proposed redevelopment would potentially alter one of these variables: the volume of ballast water discharged into San Francisco Bay.

According to the Seaport Plan (BCDC and MTC, 1996, as amended through 2001), the Port of Oakland is expected to have 19 container and 2 break-bulk terminals in the build-out year of 2020, with approximately 99 percent of cargo by weight containerized. New Berth 21 would be a container berth. The Port estimates that in year 2020, 2,455 container ship calls would occur (Port of Oakland 2002). In the baseline year (August 1, 2000 to July 31, 2001), Port of Oakland-bound ships making reports to the State Lands Commission stated that they discharged an average of 1,568 metric tons of ballast water in state waters.<sup>4</sup> If these reporting ships were representative of all 1,733 container ships using Port facilities, then the Port-related ballast water discharges in the baseline year totaled 2,717,344 metric tons (1,733 ships × 1,568 metric

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<sup>4</sup> In the baseline year, 388 of the 1,733 container ships visiting the Port of Oakland facilities were “qualifying” ships that were required to report their ballast water discharges to the State Lands Commission under AB 703. Of these 388 ships, 370 made the required report and they reported a total of 580,000 metric tons of ballast water discharges. Thus these ships reported an average of 1,568 metric tons of discharge (580,000 metric tons ÷ 370 ship calls reporting).

tons). Assuming the 1,568 metric ton discharge average also applied in 2020, the Redevelopment Plan would result in 2020 ballast water discharge totaling 3,849,440 metric tons (2,455 ships × 1,568 metric tons) a 1,132,096 metric ton increase over the baseline year.<sup>5</sup>

All ballast water discharges into San Francisco Bay are now required to consist of West Coast EEZ water or ocean water (unless ocean exchange cannot be conducted due to safety concerns, which is a rare occurrence for container ships). It is unclear, in light of this recent development, whether the volume of ballast water discharged is a good predictor of NIS introduction.

It is uncertain whether the increase in vessel calls and potential increase in ballast water discharge volume attributed to the Port's 2020 expansion will increase the risk of new NIS becoming established in San Francisco Bay. Because of the damage that can be caused by one new NIS, however, this impact is treated as potentially significant. Because it is unknown whether the international community or the United States will impose NIS management measures by 2020 that are more protective than those currently required, and because it is unknown to what extent vessel operators can reduce the volume of ballast water they discharge by using ships with internal ballast water transfer systems or by other means, this potentially significant impact may not be mitigated to a level that is less than significant.

Because the probability of such a discharge resulting in the establishment of an invasive species, or the exacerbation of the establishment of such a species cannot be calculated with accuracy, the impact is considered potentially significant. With implementation of Mitigation Measures 4.12-10, 4.12-11, and 4.12-12, the impact would be substantially rectified, but the residual impact is considered significant and unavoidable.



**Impact 4.12-9:** Loss of up to approximately 0.5 acre of isolated, urban wetlands

**Significance:** Potentially significant

**Mitigation 4.12-13:** Contractors and developers shall comply with all conditions imposed by the RWQCB for fill of wetlands.

**Residual Significance:** Less than significant

As described in the setting section, an area of isolated urban wetlands has been delineated by the Corps in the Maritime sub-district between tracks of the UP desert railyard. The Corps has

<sup>5</sup> It is unclear whether ships would in fact continue to discharge ballast water at their current rates. Carriers report that they have less need to discharge ballast water when Port of Oakland channels and berths are dredged to approximate industry-standard depths; the project to deepen Port of Oakland channels and berths from -42 feet MLLW to -50 feet MLLW is in progress. In addition, new containerships are available with internal ballast water transfer systems that allow ballast water to be shifted from tank to tank within the ship, thus eliminating the need for almost all "In-berth" ballast water discharges.



determined these wetlands are not within its jurisdiction to regulate. They are, however, within the jurisdiction of the RWQCB to regulate. Depending on final needs and design of subsequent redevelopment activities, it is possible these wetlands of a portion may be filled as a result of redevelopment. Because occurrence of this impact depends on details of design not yet developed, the impact is considered potentially significant. With implementation of Mitigation Measure 4.12-14, the impact would be substantially rectified or compensated for, and the residual impact is considered less than significant.



#### **4.12.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.12-1:** EBRPD shall maintain and enhance beach habitat where feasible between the shoreline and the park in order that water birds have space to forage and roost on the peninsula, and comply with all applicable resource agency requirements.

This measure applies to Impact 4.12-1 and Cumulative Impact 5.12-1.

The EBRPD should include in design of its Gateway Park sufficient habitat to minimize human disturbance of bird populations.



**Mitigation 4.12-2:** Tall ornamental trees that could provide perches for raptors shall be prohibited in the design of the Gateway Park.

This measure applies to Impact 4.12-2 and Cumulative Impact 5.12-1.

In order to minimize use of the Gateway Park by roosting raptors, which prey on shore birds, including endangered least tern, the use of tall trees as landscaping elements shall be prohibited.



**Mitigation 4.12-3:** Raptor deterrents shall be placed on light standards and other tall elements installed within the Gateway Park.

This measure applies to Impact 4.12-2 and Cumulative Impact 5.12-1.

Deterrents may include sharp stakes, wires, or other means to discourage perching on elevated features.



**Mitigation 4.12-4:** Contractors, developers, the Port, and EBRPD shall comply with all permit conditions from the Corps, RWQCB, USFWS/NMFS and CDFG for fill.

This impact applies to Impact 4.12-3 and Cumulative Impact 5.12-2.

Contractors and developers shall comply with all conditions of approval imposed by regulatory agencies. This measure shall be enforced on Contractors by contract specifications.

Regarding Port mitigation for fill of New Berth 21, regulatory agencies (Corps, BCDC, RWQCB) usually require mitigation for placement of fill in San Francisco Bay to compensate for the loss of aquatic resources. Ideally, mitigation should replace those resources that will be lost or diminished by the placement of the fill, and should not create additional negative impacts. In this case, the resources that will be lost by placement of fill are approximately 27 net acres of deep subtidal (-42 ft. MLLW) open water, soft bottom estuarine, and pile supported wharf habitats. Because excavation of sediments elsewhere in the Bay may result in additional adverse aquatic impacts, replacement of these habitats in-kind and near the site of impact may be difficult. Moreover, excavation of existing land along the Bay shoreline may be problematic, because shoreline areas are either highly developed, already support valuable habitat that pursuant to existing policies should not be disturbed or destroyed, or are proposed for wetland restoration. For these reasons, agencies may wish to consider other types of habitat mitigation, including "out-of-kind" and "off-site". A similar approach has been adopted by BCDC for subtidal impacts from the replacement of the eastern span of the San Francisco-Oakland Bay Bridge<sup>6</sup>. Agency-required mitigation may consist of, and would not be limited to, a combination of the following activities:

- removal of creosote piles from the Bay;
- establishment of new eelgrass in the Bay (this may require placement of fill and/or other physical modifications);
- creation of new hard-bottom reef substrate in the Bay;
- placement of new hard substrate in the Bay suitable for herring spawning;
- seasonal and/or tidal wetland restoration around Bay margins, or contribution of funding to another agency exclusively for that purpose; and/or
- other aquatic habitat enhancement measures, or contribution of funding to another exclusively for that purpose.

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<sup>6</sup> BCDC Staff recommendations for permit application 8-01, October 30, 2001.

The exact type, magnitude, and location of mitigation shall be determined when site-specific design is developed. In general, the following guidelines shall be used to determine suitability of the mitigation proposal. The mitigation should:

- replace as closely as possible the habitat resources lost;
- be as close to the impact site as possible; and
- be similar in size to the impact area.

If the mitigation is completed coincident with or subsequent to the habitat impacts, the mitigation area should be larger than if the mitigation is completed prior to the habitat impacts to compensate for temporal habitat losses.



**Mitigation 4.12-5:** A qualified observer shall be present on site during all in-water construction activities near potential herring spawning areas between December 1 and March 1.

This measure applies to Impact 4.12-4.

This measure shall be enforced via contract specifications. The observer shall have the authority to redirect, but not to stop work.



**Mitigation 4.12-6:** If spawning is observed, in-water construction activities shall be redirected for 200 meters around the spawning area for two weeks.

This measure applies to Impact 4.12-4.

Work may resume in the spawning area after two weeks, providing additional spawning does not occur. This measure shall be enforced via contract specifications.



**Mitigation 4.12-7:** Application for a tree preservation/tree removal permit from the City of Oakland for all protected trees shall comply with the Tree Ordinance, which includes replacement of native trees at a minimum of a 1:1 ratio. The Port will replace native trees on the OARB at a minimum ratio of 1:1.

This measure applies to Impact 4.12-6.

A City tree permit requires a map of the affected trees and submission of development plans. Any coast live oaks or redwoods removed in the project require at least a 1:1 mitigation with a 24-inch boxed tree in a suitable location to be decided upon in conjunction with the Tree

1 Division of the Office of Parks and Recreation. In addition to the ordinance requirements,  
2 development of the area shall result in landscaping of the area, and shall create a beneficial  
3 aesthetic effect.



5 **Mitigation 4.12-8:** Trees shall be removed between September 1 and January 31 to avoid the  
6 nesting season (February 1 to August 31). Alternatively, field surveys shall be conducted no  
7 earlier than 45 days and no later than 20 days prior to the removal of any trees during the  
8 nesting/breeding season of bird species potentially nesting on the site to determine whether  
9 birds are present.

10 This measure applies to Impact 4.12-7.



12 **Mitigation 4.12-9:** Construction shall not occur within 150 feet of an active nest until the nest is  
13 vacated or the juveniles have fledged.

14 This measure applies to Impact 4.12-7.

15 In the event that an active nest is discovered in the areas to be disturbed or in other habitats  
16 within 150 feet of construction boundaries, clearing and construction within 150 feet shall be  
17 postponed until the nest is vacated and juveniles have fledged (approximately 3 to 4 weeks for  
18 small passerines), as determined by the biologist, and there is no evidence of second nesting  
19 attempts. Nests located near existing haul roads shall not require a 150-foot buffer zone.

20 This mitigation will prevent the take of any special-status birds or nests during construction  
21 within the redevelopment area. Special-status birds include those birds protected by the  
22 Migratory Bird Species Act.



24 **Mitigation 4.12-10:** The Port shall continue to enforce its tariff requirements regarding ballast  
25 water and if the state law sunsets, shall implement the remainder of its ballast water ordinance,  
26 as it may be amended from time to time.

27 This measure applies to impact 4.12-8 and Cumulative Impact 5.12-3.

28 Item No. 02215 of the Port's tariff (its operating rules and regulations) defines the Port's Ballast  
29 Water Management Program. Among other things, the Port's program compiles information  
30 regarding the ballasting behavior of carriers calling at the Port of Oakland. This information is  
31 expected to be valuable in crafting durable solutions to the problems ballast water-borne  
32 invasive species pose to the ecology of the Bay, and to invasive species issues elsewhere. This  
33 mitigation measure would continue the Port's program through the build-out year of this project,

or 2020, or until required by regulatory permit conditions, whichever is later. Should portions of the Port's program be redundant to federal, state, or regional programs, or be pre-empted by such programs, the Port will continue to operate those non-pre-empted portions of its program that provide information not obtained through other programs.



**Mitigation 4.12-11:** The Port shall continue to develop and implement a carrier ballast water education program.

This measure applies to Impact 4.12-8 and Cumulative Impact 5.12-3.

Either by itself or by participating in programs by others, e.g., Sea Grant, the Port shall create a program to educate ocean carriers regarding the potential harm of ballasting activities. The program shall at a minimum, include the following elements:

- Educate carriers to all applicable regulations and guidelines.
- Inform carriers of the benefits of ships constructed with internal ballast water transfer systems. These systems allow ballast water to be shifted internally from tank to tank, minimizing or eliminating the need for discharge of ballast water when ships are at berth
- Encourage carriers to purchase internally-ballasting vessels when they place orders for new ships.
- Educate carriers regarding potential benefits of reducing ballast water discharges, even if ballast water has already been exchanged in the open ocean.

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**Mitigation 4.12-12:** The Port shall support international and United States efforts to adopt uniform international or national standards to avoid introduction of exotic species through shipping activities.

This measure applies to Impact 4.12-8 and Cumulative Impact 5.12-3.

The Port shall provide in-kind (personnel) support to assist international and U.S. entities to develop and adopt a uniform set of standards to reduce the risk of invasive species. In order to achieve optimal environmental success and to maintain a competitive market between ports, it is important that such standards be effective and uniformly applied.

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**Mitigation 4.12-13:** Contractors and developers shall comply with all conditions imposed by the RWQCB for fill of wetlands.

This measure applies to Impact 4.12-9 and Cumulative Impact 5.12-2.

1       The RWQCB may issue waste discharge requirements or a conditioned waiver of such  
2       requirements for fill of these wetlands. In either case, the developer responsible for the wetlands  
3       fill (City, Port or private), as well as that developer's contractor, shall comply with the conditions  
4       imposed. The developer shall impose any relevant conditions on their contractor via contract  
5       specifications.



1   **4.13 GEOLOGY, SEISMICITY, AND SOILS**

2       Redevelopment would eliminate structures in the Oakland Army Base sub-district that do not  
3       meet current seismic standards; this would be a benefit. Redevelopment could also result in  
4       potentially significant impacts related to earthquakes, erosion, and currently unknown  
5       subsurface features or facilities. With implementation of measures recommended in this section,  
6       all potentially significant impacts would be mitigated to a level that is less than significant.

7   **4.13.1 Study Area**

8       The study area is the approximately 1,800-acre redevelopment project area.

9   **4.13.2 Regulatory Setting**

10   **Federal**

11       Information obtained from two federal agencies contributes to the geologic definition of the area.  
12       The U.S. Geological Survey (USGS) performs regional-scale geologic studies and mapping  
13       used by numerous agencies and others as background information about soils, geology, surface  
14       water, and groundwater. The U.S. Department of Agriculture (USDA) compiles, updates, and  
15       maintains information about soils, and presents this information in soil surveys. Soil surveys that  
16       contain soil type classifications, leaching characteristics, and other information are used by  
17       agencies and others as regulatory input or baseline data.

18   **State/Regional**

19       The California Department of Conservation, Division of Mines and Geology (CDMG) compiles,  
20       updates, and maintains information regarding regional and local geologic conditions. This  
21       includes mapping potentially active and known active faults and seismic evaluations under the  
22       Alquist-Priolo Earthquake Fault Zoning Act (PRC §§ 2621-2630). The CDMG makes this  
23       information available to other agencies.

24       The San Francisco Bay Area Regional Water Quality Control Board (RWQCB), Region 2, is  
25       involved with groundwater quality and regional hydrogeologic issues around the San Francisco  
26       Bay Area.

27   **Local**

28       The San Francisco Bay Plan enables BCDC to regulate certain activities in and near the Bay.  
29       The policies established by the BCDC regarding the Safety of Fills include the following:

30               ***Policy 1.** The BCDC has appointed the Engineering Criteria Review Board*  
31               *consisting of geologists, civil engineers specializing in geotechnical and coastal*  
32               *engineering, structural engineers and architects competent to and adequately*  
33               *empowered to: (a) establish and revise safety criteria for bay fills and structures*  
34               *thereon; (b) review all except minor projects for the adequacy of their specific*

safety provisions and make recommendations concerning these provisions; (c) prescribe an inspection system to assure placement of fill according to approved designs and (d) gather, and make available performance data developed from specific projects. These activities would complement the functions of local building departments and local planning departments, none of which are presently staffed to provide soil inspections.

**Policy 2.** Even if the Bay Plan indicates that a fill may be permissible, no fill or building should be constructed if hazards cannot be overcome adequately for the intended use in accordance with the criteria prescribed by the Engineering Criteria Review Board (BCDC 1989).

The *Health and Safety Element* of the Oakland General Plan requires a soils and geologic report be submitted to the Department of Public Works (DPW) prior to issuance of any building permit. This report must evaluate the potential for lateral spreading, liquefaction, differential settlement, and other types of ground failure.

The General Plan requires all structures of three or more stories to be supported on pile foundations that penetrate Bay Mud deposits and to be anchored in firm, non-compressible materials unless geotechnical findings indicate a more appropriate design. It also provides for the identification and evaluation of existing structural hazards and abatement of those hazards to acceptable levels of risk.

#### **4.13.3 Regional Setting**

The region under consideration is the nine-county San Francisco Bay Area.

##### **Geology**

The San Francisco Bay Area is identified as a structural depression within the Coast Range Geomorphic province. The Bay is bordered by nearly parallel mountain ranges, the Diablo Range to the east and the Santa Cruz Mountains to the west, that trend northwesterly along several fault zones. The folding and faulting that produced the mountains and the troughs occurred during late Pliocene to mid-Pleistocene time and continues today.

Faults and folds of comparatively recent age dominate the geologic setting of the San Francisco Bay region. The folded nature of the rocks created mountain ranges separated by structural troughs due to the westward (tectonic) movement of the North American plate. As the troughs filled with sediment eroded from the mountains, they continued to subside, resulting in a thick layer of sediment. San Francisco Bay is such a structural trough. Subsidence of the structural trough encompassing the Bay occurred during the Pleistocene (5 million to 10,000 years ago) and Holocene epochs (10,000 years ago to the present). Erosion of the Coast Range contributed much of the sediment deposited in the Bay Area structural trough (Corps 1999).



1 The sedimentary formations in the Bay region can be divided into five distinct units. The oldest  
2 of these are the Alameda, San Antonio, and Posey formations, which are predominantly clays  
3 but also contain layers of silts and sands. These three formations are collectively referred to as  
4 Old Bay Muds.

5 The sea level subsided as a result of glaciation after deposition of the Old Bay Muds. This  
6 resulted in exposure and erosion of these deposits. The eroded valleys were then largely filled  
7 by eolian (windblown) Merritt Sand, which also blanketed many areas between the eroded  
8 valleys. After deposition of the Merritt Sand, the sea level gradually rose to its present level,  
9 flooding the Bay and resulting in a marine deposit, known as Young Bay Mud, that covers much  
10 of the Bay basin to depths of as much as 120 feet (Corps 1999).

### 11 **Seismicity**

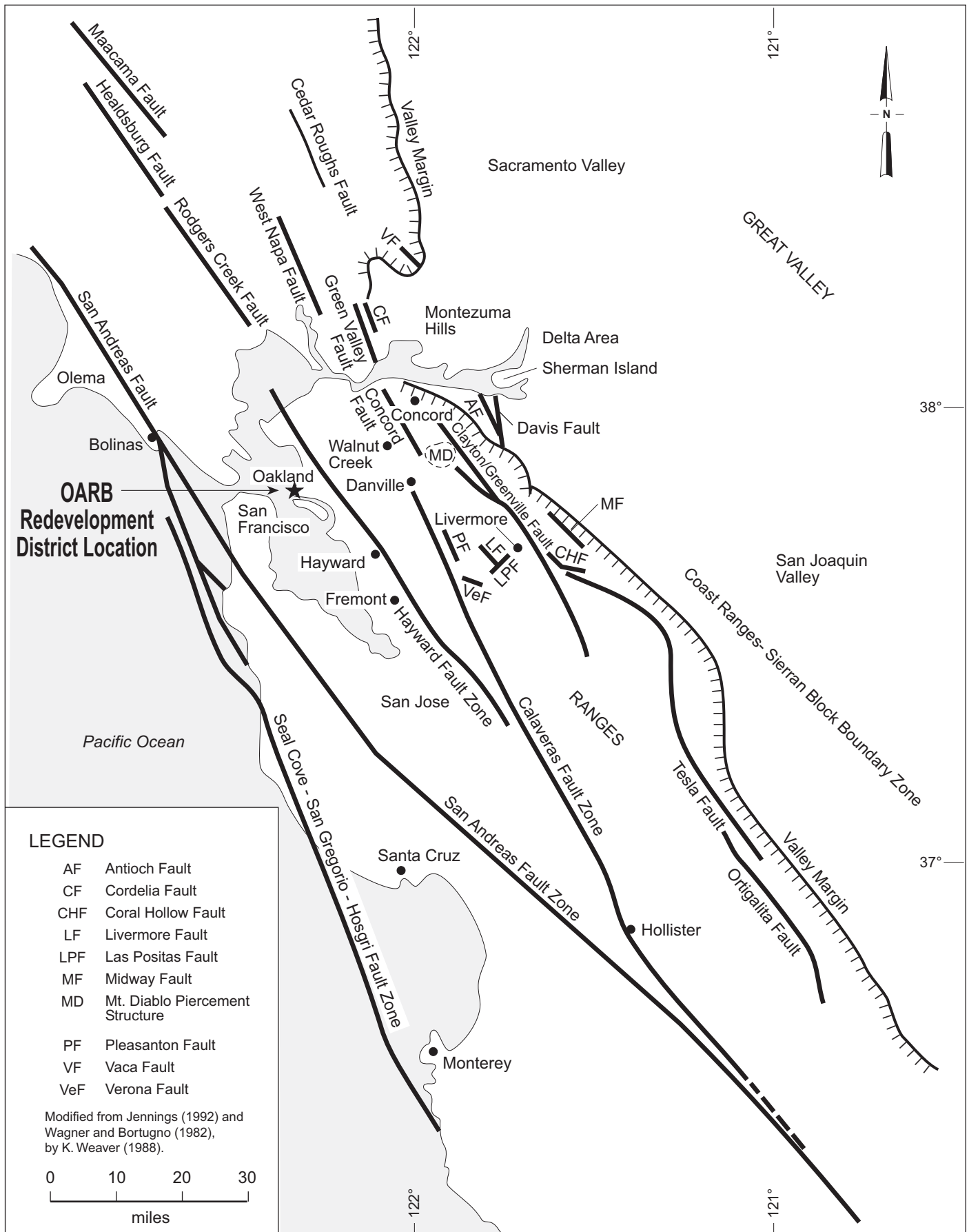
12 Figure 4.13-1 illustrates the tectonic environment of the San Francisco Bay Area.

13 **Faults and Ground Rupture.** The geology of the San Francisco Bay Area, a seismically active  
14 area, is dominated by the San Andreas Fault system. The principal seismically active faults of  
15 the San Andreas system in the Bay Area include the San Andreas, San Gregorio, Hayward,  
16 Rodgers Creek, West Napa, Calaveras, Concord, and Green Valley faults. Ground or fault  
17 rupture occurs when the ground above and earthquake experiences lateral displacement during  
18 an earthquake. In essence, the ground surface “tears.”

19 **Ground Shaking.** The entire Bay Area is prone to strong seismic ground shaking. The  
20 probability of one or more large earthquakes (Richter magnitude 6.7 or greater) occurring in the  
21 San Francisco Bay Area by 2030 is estimated at 70 percent, with an uncertainty of 10 percent  
22 (Working Group on California Earthquake Probabilities 1999).

23 **Ground Failure.** Seismic-related ground failure can result from liquefaction, lateral spreading  
24 (“lurching”), or differential settlement. Liquefaction occurs when the energy from an earthquake  
25 increases the pore-water pressure in loose, water-saturated geologic material to the point that it  
26 acts as a liquid rather than a solid. The most likely materials to liquefy are shallow, loose, water-  
27 saturated, well-sorted silts and sands with little or no clay-sized particles. Lateral spreading  
28 (lurching) occurs when soils liquefy, and the overlying soils move horizontally in the direction of  
29 a free slope face. Fissures in nearly flat or gently sloping ground surface are a common feature  
30 of lateral spreading. Settlement occurs downward when unconsolidated materials, such as fills  
31 or soft muds, consolidate or compress. Bay Mud is often associated with settlement in the Bay  
32 Area, as are areas of fill. Settlement often occurs as a result of an earthquake, but may also  
33 occur gradually over time.

34 **Landslides.** Landslides or slope failures occur when material on an inclined face moves  
35 downward. In the Bay Area, landslides may occur in sloped shoreline areas.



OARB Area Redevelopment EIR  
**Figure 4.13-1 Tectonic Environment**

April 2002

**4.13.4 Local Setting**

The redevelopment project area is located within a seismically active region. The geology underlying the study area consists mostly of recent, man-made fill placed on tidal marshlands and shallow estuarine muds. Sedimentary basin deposits underlie the recent fill, sand, and mud. These overlie sedimentary and metamorphic rocks at greater depth.

**Geology**

Bedrock underlying the study area is part of the Franciscan Assemblage, which consists of sediments and materials containing blocks of various rock types: sandstone, greenstone, chert and serpentinite. These rocks are typically sheared; a veneer of younger sediments covers the Franciscan Assemblage. These younger sediments range in age from late Cretaceous to Quaternary (up to 144 million years ago). These sediments were primarily derived from the Franciscan Assemblage and frequently include Franciscan metamorphosed chert. Other major components of the younger sediments originated inland and were carried into the Bay by the Sacramento and San Joaquin rivers.

Local geologic formations consist of Young Bay Mud and Merritt Sand. With the exception of a small area of native soils within the 16<sup>th</sup>/Wood sub-district, these formations are covered by approximately 4 to 8 feet of artificial fill.

Three distinct stratigraphic units were identified during an environmental investigation conducted south of the Oakland Army Base (OARB) for the Union Pacific Transportation Company, now the Union Pacific Company (Canonie 1989). The three stratigraphic units encountered at the site are described below:

- The uppermost unit is artificial fill, beginning at ground surface and extending from 4 to 8 feet below ground surface (bgs), underlain by a sand layer.
- The artificial fill and sand unit are underlain by an approximately 1.5- to 2.5-foot-thick Bay Mud unit encountered at depths of 9 to 13.5 feet bgs.
- The lowermost unit is a yellow-brown, dense to very dense, fine- to medium-grained silty sand. A regional geologic section developed from soil borings drilled north of the site for the BART system indicates this silty sand unit may be 35 to 50 feet thick in the vicinity of the site. The silty sand stratum encountered at the OARB is similar to the uppermost section of the Merritt Sand Formation.

**Seismicity**

**Faults and Ground Rupture.** The study area is less than 12 miles from the San Andreas Fault. The nearest active fault is the Hayward Fault, approximately five miles to the east. The study area is not located within an Alquist-Priolo Special Studies zone.

**Ground Shaking.** According to the CDMG Probabilistic Iseismal Map (CDMG 1996), there is a 10 percent probability that the study area could experience earthquake ground acceleration

greater than 0.7 gravity (g) within a given 50-year period. The site will be subject to future strong ground shaking because of its proximity to the Hayward and San Andreas faults and its location on unconsolidated Bay Mud and fill materials. The Association of Bay Area Governments (ABAG) predicts the most dangerous earthquake in the study area would originate on the northern segments of the Hayward Fault, that shaking would be “violent,” and that damage would be “heavy” (Mercalli Scale IX) as a result of an earthquake of Richter magnitude 7.1 (ABAG 1999). Recorded peak ground accelerations from the Loma Prieta earthquake in the area were more than three times greater than those at nearby bedrock locations such as Yerba Buena Island (Carlisle and Rollins 1994).<sup>1</sup>

Based on studies conducted by Geomatrix (1997), peak horizontal ground accelerations in the Maritime sub-district corresponding to 50, 20, 10, and 5 percent probabilities of exceedance in 50 years (i.e., 72-, 224-, 475-, and 950-year return periods, respectively), are 0.29, 0.45, 0.57, and 0.68 g, respectively. Site-specific design response spectra developed by SCI (1998) for depths of 10 feet for earthquakes having 10, 20, and 50 percent chance of exceedance in 50 years have peak ground accelerations of 0.44, 0.37, and 0.25 g, respectively. To put these accelerations in perspective, the Uniform Building Code (UBC) requires structures in the San Francisco Bay Area to be designed to withstand a ground acceleration of 0.4 g.

As illustrated by Figure 4.13-2, portions of the study area are subject to damage from strong ground shaking and other earthquake and geologic phenomena described below.

**Ground Failure.** Study area geologic and seismic conditions combine with regional seismic conditions to result in a moderate-to-high potential for liquefaction. Site conditions include shallow groundwater (at 4 to 9 feet bgs), heterogeneous non-native fill materials, and underlying unconsolidated Young Bay Muds.

As illustrated by Figure 4.13-2, portions of the study area have experienced substantial settlement. This settlement has been both gradual, as fills and Bay Muds consolidate, and sudden, as a result of seismic events.

**Landslides.** Most of the study area is flat to gently sloping and not subject to land sliding. However, sloped shoreline areas occur at the Gateway Park area and along the Inner Harbor.

### **Soils**

Over 6.5 million cubic yards of fill were placed in 1939 to create the Army’s Oakland Terminal of the San Francisco Port of Embarkation (Rogers and Figuers 1991). Sand fill was hydraulically placed from the Merritt Sand Formation into adjacent areas of the Bay. Study area soils are generally developed, and do not constitute topsoil. Site soils are classified by the USDA as

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<sup>1</sup> Ground shaking (or ground acceleration) resulting from earthquakes is measured in terms of gravity (g). One “g” is equal to an acceleration of 32.2 feet per second squared (ft/s<sup>2</sup>).



Geologic and seismic damage along the northern boundary of Burma Road in the Gateway development area. To the left is a fence and sidewalk, demonstrating that substantial settlement has occurred in the area. The top of the East Bay Municipal Utility District outfall pipeline is to the left of the fence. This pile-supported structure has remained stable, while surrounding fill has not.

urban land. The USDA describes the soil materials as mainly heterogeneous fill. Because of the potential variability of the soil materials, the USDA did not evaluate the various engineering properties.

Rock fill for seawalls was imported from quarries at Point Richmond and Point San Pedro. The upper few feet of fill was taken from the Leona Rhyolite (a fine-grain volcanic rock) obtained at quarries near Lake Temescal and Oak Knoll Naval Hospital.

#### **4.13.5 Impact Analysis Methodology**

##### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Expose people or structures to substantial risk of loss, injury, or death involving:
  - Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map or Seismic Hazards Map issued by the State Geologist for the area or based on other substantial evidence of a known fault (refer to Division of Mines and Geology Special Publications 42 and 117 and PRC § 2690 *et seq.*);
  - Strong seismic ground shaking;
  - Seismic-related ground failure, including liquefaction, lateral spreading, subsidence, and collapse;
  - Landslides;
- Result in substantial soil erosion or loss of topsoil;
- Be located on expansive soil, as defined in Table 18-1-B of the UBC (1994), creating substantial risks to life or property;
- Be located above a well, pit, sump, mound, tank vault, or unmarked sewer line, creating substantial risks to life or property;
- Be located above landfills for which there is no approved closure and post-closure plan, or unknown fill soils, creating substantial risks to life or property; or
- Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of waste water.

Not all criteria listed above apply to redevelopment as proposed. Redevelopment would be served by municipal sewerage systems, and the use of septic systems is not anticipated.

Redevelopment would not expose increased numbers of people and structures to substantial risk of loss, injury or death involving the rupture of a known earthquake fault. Based on review of the Alquist-Priolo Fault Zoning map of Oakland West, California, the subject property is not located within an Alquist-Priolo Special Studies zone. The nearest fault, the Hayward Fault, is

located approximately five miles to the east of the project area. Therefore, the potential for rupture of a known earthquake fault at the site is very low.

#### **4.13.6 Impacts**

##### **Benefits**

Redevelopment could substantially reduce seismic hazards related to buildings in the OARB sub-district. Many OARB buildings were constructed during World War II, and do not comply with current earthquake design and construction standards. As they are, these buildings are potentially subject to failure during a strong seismic event. Demolition of these structures under redevelopment would eliminate seismic hazards. Design and construction of new, modern buildings during subsequent redevelopment activities would occur in accordance with current earthquake standards.

##### **Impacts**

**Impact 4.13-1:** Redevelopment could expose increased numbers of people and structures to strong seismic ground shaking.

**Significance:** Potentially significant

**Mitigation 4.13-1:** Redevelopment elements shall be designed in accordance with criteria established by the UBC, soil investigation and construction requirements established in the Oakland General Plan, the Bay Conservation and Development Commission Safety of Fill Policy, and wharf design criteria established by the Port or City of Oakland (depending on the location of the wharf).

**Mitigation 4.13-2:** Redevelopment elements shall be designed and constructed in accordance with requirements of a site-specific geotechnical evaluation.

**Residual Significance:** Less than significant

The project area is located in an active seismic area, and most of the project area is located on man-made fill. It is therefore potentially subject to strong seismic ground shaking that could expose people or structures to substantial risk of loss, injury, or death. Because the occurrence of this impact depends on a seismic event that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measures 4.13-1 and 4-13-2, the impact would be substantially reduced, and the residual impact is considered less than significant.

❖ ❖ ❖

**Impact 4.13-2:** Redevelopment could expose increased numbers of people or structures to seismic related ground failure, including liquefaction, lateral spreading, subsidence, or collapse.

**Significance:** Potentially significant

**Mitigation:** Measures 4.13-1 and 4.13-2, described above.

**Residual Significance:** Less than significant

Redevelopment activities in the Maritime sub-district include placement of 2 million cubic yards of fill material in the Outer Harbor to create approximately 29 acres of new land (fastland) for marine terminals. Fill must be carefully selected, and properly engineered. In addition, new major infrastructure proposed under this action and buildings that may be proposed under future redevelopment activities must be designed to withstand seismic hazards.

The project area is located within an active seismic area and constructed on man-made fill. In addition, groundwater below this area is within approximately 5 to 9 feet of the ground surface. Therefore, conditions exist at the project area that could result in seismic-related ground failure such as liquefaction, lateral spreading (lurching), and differential settlement that could expose people or structures to substantial risk of loss, injury, or death. Review of the State of California Seismic Hazard Zones map for Parts of the Oakland West Quadrangle indicates the project area is located in a "zone of required investigation." A zone of required investigation is defined as areas where historic occurrence of liquefaction, or local geological, geotechnical, and subsurface water conditions indicate a potential for permanent ground displacements. Because the occurrence of this impact depends on a seismic event that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measures 4.13-1 and 4.13-2, the impact would be substantially reduced, and the residual impact is considered less than significant.



**Impact 4.13-3:** Localized landsliding may occur in sloped shoreline areas.

**Significance:** Potentially significant

**Mitigation:** Measures 4.13-1 and 4.13-2, described above.

**Residual Significance:** Less than significant

Based on review of the State of California Seismic Hazard Zones map for Parts of the Oakland West Quadrangle, and the relatively level topographic profile of the site, the potential for widespread landslides at the project area is considered minimal. The exception to this may be localized landsliding during a seismic event along sloped shoreline areas. While this is not likely to increase risk to humans, property damage could occur as a result of such slope failures.



Because the occurrence of this impact depends on a seismic event that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measures 4.13-1 and 4.13-2, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.13-4:** Under certain conditions, disturbance of soils during construction could result in erosion.

**Significance:** Potentially significant

**Mitigation 4.13-3:** Prior to ground-disturbing activities, the contractor shall develop and implement a Regional Water Quality Control Board (RWQCB)-acceptable Stormwater Pollution Prevention Plan (SWPPP) that includes erosion control measures.

**Residual significance:** Less than significant

Soils at the project area are either artificial fill or are over-covered, and do not constitute topsoil; therefore, redevelopment would not have the potential to impact topsoil. Although the project area is relatively level in topographic profile, should rain fall when ground is disturbed for construction, moderate erosion could occur. Because the occurrence of this impact depends on rainfall that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measure 4.13-3, the residual impact is considered less than significant.



**Impact 4.13-5:** Redevelopment could occur on expansive soils.

**Significance:** Potentially significant

**Mitigation:** Measures 4.13-1 and 4.13-2, described above.

**Residual Significance:** Less than significant

Project area soils are classified by the USDA as urban land, and soil materials and described as mainly heterogeneous fill. Because of the possible variability of study area soil materials, the USDA did not evaluate their engineering properties. Portions of the project area could contain expansive soils. Because the presence of expansive soils is not definite, the impact is considered potentially significant. With implementation of Mitigation Measures 4.13-1 and 4.13-2, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.13-6:** Redevelopment elements may be located above a well, pit, sump, mound, tank vault, unmarked sewer line, landfill, or unknown fill soils.

**Significance:** Potentially significant

**Mitigation:** Measure 4.13-2, described above.

**Mitigation 4.13-4:** The project applicant shall thoroughly review available building and environmental records.

**Mitigation 4.13-5:** The developer shall perform due diligence, including without limitation, retaining the services of subsurface utility locators and other technical experts prior to any ground-disturbing activities.

**Residual Significance:** Less than significant

Portions of the project area have functioned as a military base for approximately 50 years; some portions are previously-developed, and now vacant. There is potential for wells, pits, sumps, mounds, tank vault, unmarked sewer lines, landfills, and unknown fill materials to exist at the site. These conditions could impact the redevelopment as a result of differential settlement or exposure to hazardous conditions. Because the occurrence of this impact depends on the presence of currently unknown subsurface features, the impact is considered potentially significant. With implementation of Mitigation Measures 4.13-2, 4.13-4, and 4.13-5, the impact would be avoided or reduced to a level that is less than significant.



#### **4.13.7 Mitigation**

Implementation of the following mitigation measures would avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.13-1:** Redevelopment elements shall be designed in accordance with criteria established by the UBC, soil investigation and construction requirements established in the Oakland General Plan, the BCDC Safety of Fill Policy, and wharf design criteria established by the Port or City of Oakland (depending the location of the wharf).

This measure applies to Impacts 4.13-1, 4.13-2, 4.13-3, and 4.13-5, and to Cumulative Impact 5.13-1.

The UBC requires structures in the San Francisco Bay Area to be designed to withstand a ground acceleration of 0.4 g. A licensed engineer should monitor construction activities to ensure that the design and construction criteria are followed.

1 The Health and Safety element of the Oakland General Plan requires a soils and geologic report  
2 be submitted to the Department of Public Works (DPW) prior to the issuance of any building  
3 permit. The Oakland General Plan also requires all structures of three or more stories to be  
4 supported on pile foundations that penetrate Bay Mud deposits, and to be anchored in firm, non-  
5 compressible materials unless geotechnical findings indicate a more appropriate design. The  
6 General Plan also provides for the identification and evaluation of existing structural hazards  
7 and abatement of those hazards to acceptable levels of risk.

8 To comply with the BCDC safety of fill policy, the plans and specifications for the placement of  
9 Bay fill will be submitted to the BCDC Engineering Criteria Review Board for review and approval.

10 The Port of Oakland has developed wharf design criteria to be used in the design, construction,  
11 reconstruction, and repairs of existing and future wharf structures, except in the event that  
12 current engineering practice requires adjustments or modification of the wharf design criteria. All  
13 construction associated with New Berth 21 must adhere to the wharf design criteria established  
14 by the Port of Oakland. A licensed engineer should monitor construction activities to ensure that  
15 the design and construction criteria are followed.

16 The City shall adopt wharf design criteria and apply them to any wharf in the City's jurisdiction.



18 **Mitigation 4.13-2:** Redevelopment elements shall be designed and constructed in accordance  
19 with requirements of a site-specific geotechnical evaluation.

20 This measure applies to Impacts 4.13-1, 4.13-2, 4.13-3, 4.13-5, and 4.13-6, and to Cumulative  
21 Impact 5.13-1.

22 Site-specific geotechnical, soils, and foundation investigation reports shall be prepared by a  
23 licensed geotechnical or soil engineer experienced in construction methods on fill materials in  
24 an active seismic area. The reports shall provide site-specific construction methods and  
25 recommendations regarding grading activities, fill placement, compaction, foundation  
26 construction, drainage control (both surface and subsurface), and seismic safety. Designers and  
27 contractors shall comply with recommendations in the reports. A licensed geotechnical or soil  
28 engineer shall monitor earthwork and construction activities to ensure that recommended site-  
29 specific construction methods are followed.

30 The Oakland General Plan requires all structures of three or more stories to be supported on  
31 pile foundations that penetrate Bay Mud deposits and to be anchored in firm, non-compressible  
32 materials unless geotechnical findings indicate a more appropriate design. The General Plan  
33 also provides for the identification and evaluation of existing structural hazards and abatement  
34 of those hazards to acceptable levels of risk.



**Mitigation 4.13-3:** Prior to ground-disturbing activities, the contractor shall develop and implement a RWQCB-acceptable Stormwater Pollution Prevention Plan that includes erosion control measures.

This measure applies to Impact 4.13-4.

The contractor shall prepare and implement a site-specific SWPPP that is acceptable to the RWQCB, Region 2. The contractor shall submit the SWPPP to the City or Port for review, and shall keep a copy of the SWPPP at the construction site. While erosion control measures included in the plan will be site-specific, they must be effective at prevention of accelerated erosion by the following: minimizing the length of time soils are exposed; reducing total area of exposed soil during the rainy season; protecting critical areas (the Bay); and monitoring before and after each rain storm to assess control measure effectiveness. SWPPP erosion control measures may include, and are not limited to, the following:

- Schedule construction to occur during dry season
- Avoid run-on (divert run-off from up-slope sites so it does not enter construction zone)
- Preserve existing vegetation
- Seed and mulch, or hydromulch
- Control dust
- Use blankets, geotextiles, and fiber rolls
- Install tire washers at exits



**Mitigation 4.13-4:** The project applicant shall thoroughly review available building and environmental records.

This measure applies to Impact 4.13-6.

The City and Port shall keep a record of, and the designer shall review, available plans, and facility, building, and environmental records in order to identify underground utilities and facilities, so that these may be either avoided or incorporated into design as relevant.



**Mitigation 4.13-5:** The developer shall perform due diligence, including without limitation, retaining the services of subsurface utility locators and other technical experts prior to any ground-disturbing activities.

This measure applies to Impact 4.13-6.

1       The contractor shall utilize Underground Service Alert or other subsurface utility locators to  
2       identify and avoid underground utilities and facilities during construction of redevelopment  
3       elements. The contractor shall keep a record of its contacts regarding underground features,  
4       and shall make these records available to the City or Port upon request. This condition shall be  
5       enforced through contract specification.



## **4.14 GROUNDWATER**

Groundwater is defined as subsurface water that occurs below the water table in soils and other geologic formations.

Redevelopment could result in potentially significant and less than significant impacts to groundwater. With implementation of measures recommended in this section, all potentially significant impacts can be mitigated to a level that is less than significant.

### **4.14.1 Study Area**

The areal extent of the study area for groundwater consists of the approximately 1,800-acre redevelopment project area. The vertical extent of the study area for groundwater is to the deepest depths explored on the OARB, approximately 45 feet below ground surface (bgs).<sup>1</sup> In addition, the study area for groundwater includes resources partially located within the district, and which may extend outside the district boundary.

### **4.14.2 Regulatory Setting**

#### **Federal**

Laws and regulations that pertain to groundwater include the following:

- Clean Water Act of 1977 (CWA, 33 United States Code [USC] § 1251 *et seq.*)
- Safe Drinking Water Act of 1974 (SDWA, 42 USC § 300f *et seq.*, , which includes requirements for drinking water supplied at the tap);
- Resource Conservation and Recovery Act of 1976 (RCRA, Pub. L. 94-580; USC § 6901 *et seq.*) laws and regulations pertaining to the management of wastes (to prevent releases to groundwater resulting from improper hazardous and non-hazardous waste disposal); and
- Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA, also known as “Superfund,”; 42 USC § 9601 *et seq.*).

The U.S. Environmental Protection Agency has the responsibility for implementing requirements of these laws and regulations. Of significance for the study area is EPA’s standard for potential sources of drinking water: water containing less than 10,000 parts per million (ppm) total dissolved solids (TDS) is considered a potential source of drinking water.

#### **State**

At the state level, groundwater is under the jurisdiction of the Department of Water Resources (DWR) and the State Water Resources Control Board (SWRCB). The SWRCB delegates most

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<sup>1</sup> One well was installed to a depth of 157 feet. However, the remaining deep wells were installed to depths ranging from 39 to 47 feet bgs.

of its authority and activities to its nine Regional Water Quality Control Boards (RWQCB). The most important policies promulgated by the RWQCB Region 2 relevant to the study area include Resolutions No. 68-13 and No. 88-63: Maintaining High Quality Water Sources (also known as the Non-Degradation Policy), and Sources of Drinking Water, respectively.

Resolution No. 68-13 prohibits any activity that would adversely affect the potential uses of groundwater, including degrading the quality of groundwater so that higher uses are no longer feasible. Resolution No. 88-63 specifies the various potential uses of groundwater. Specifically, it states that in order for an aquifer to be considered a potential source of drinking water, it must contain less 3,000 ppm TDS, and a well installed into the aquifer must yield at least 250 gallons per day.

#### **Local**

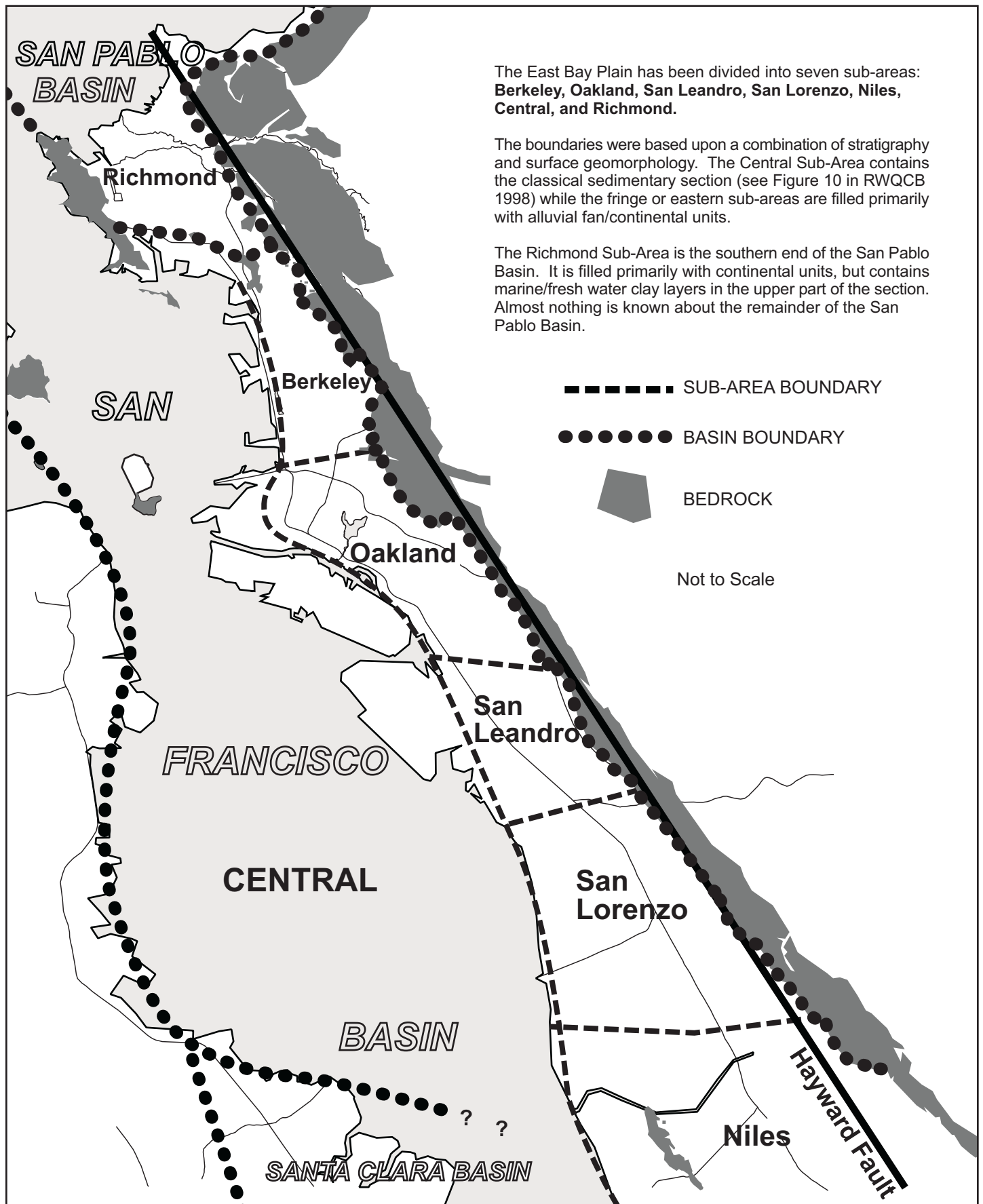
The study area is located within the San Francisco Bay Groundwater Basin, and is regulated by the RWQCB (Region 2). The RWQCB Region 2 prepares the *Groundwater Basin Plan* for the San Francisco Bay Area (the Basin Plan). The Basin Plan describes actual and potential uses of groundwater throughout the region, and provides requirements for groundwater protection. Proposed amendments to the Basin Plan were adopted by the RWQCB in April 2000; the amendments are currently awaiting approval from the SWRCB and the California Office of Administrative Law. One of these amendments would de-designate groundwater of the redevelopment project area as a source of municipal drinking water supply.

In addition to regulating uses of groundwater, the RWQCB provides screening standards for assessing soil and groundwater contamination (RWQCB 2000). These screening criteria provide allowable levels of contaminants in groundwater based on existing and potential uses of the groundwater, and on its proximity to the Bay.

In addition to the policies and regulations promulgated by the RWQCB Region 2, the County of Alameda and the City of Oakland also impose standards pertaining to groundwater use. The County of Alameda regulates water well installation in accordance with DWR requirements. The City of Oakland has developed Urban Land Redevelopment soil and groundwater screening criteria that specify allowable levels of contaminants in groundwater in the Oakland area. For a discussion of the Urban Land Redevelopment Program, see Section 4.7: Hazardous Materials.

#### **4.14.3 Regional Setting**

The region under consideration is identified in the Basin Plan for the San Francisco Bay Region as being within the East Bay Plain “significant groundwater basin” (RWQCB 1995), within the newly defined Oakland Sub-Area (RWQCB 2000). The East Bay Plain Basin and Sub-Areas are depicted by Figure 4.14-1. According to the Basin Plan amendments, existing beneficial uses for the basin include municipal, industrial process and service, agricultural, and potentially, drinking water uses. Primary aquifers in the East Bay Plain include the San Antonio Formation (including



Source: RWQCB 1998

OARB Redevelopment Plan EIR  
**Figure 4.14-1 East Bay Plain Sub-Areas**  
 April 2002



the Merritt and Posey sands), a semi-confined aquifer between Old and Young Bay Mud units, and the Alameda Formation between the Old Bay Mud and Franciscan basement. A shallow, unconfined water-bearing zone is frequently encountered in the fill layers overlaying the Young Bay Mud.

The deeper part of the Merritt Sand aquifer has been used in the past for water supply wells, as has the Alameda Formation. The Merritt Sand unit of the San Antonio Formation contains some groundwater but is not considered a primary water supply aquifer because of limited distribution and thickness. Groundwater in the Merritt Sand may be considered for temporary use in the event of emergency disruption of East Bay Municipal Utility District water supplies (Corps and Port of Oakland 1998).

The majority of groundwater in the East Bay Plain area is a bicarbonate type containing calcium and sodium as the predominant cations. TDS concentrations are generally between about 300 to 1,000 milligrams per liter (mg/L). Groundwater quality is generally suitable for most uses, although high TDS concentrations can limit industrial and domestic uses (Alameda County Flood Control and Water Conservation District [ACFCD] 1988).

#### **4.14.4 Local Setting**

Groundwater within the study area is found in a shallow (fill) zone, within the Merritt Sands, and in the deeper portions of the Alameda Formation below the Bay Mud unit (see Section 4.13: Geology, Seismicity, and Soils). The Regional Water Quality Control Board (RWQCB), San Francisco Bay Region (Region 2) has proposed de-designation of shallow groundwater at the Oakland Army Base (OARB) and at the former Fleet and Industrial Supply Center, Oakland (FISCO) as a potential source of drinking water. In the near-shore areas of the study area, the Merritt Sand aquifer has experienced significant saltwater intrusion, and is not considered a potential source of drinking water. The status of the Merritt Sand aquifer in the inland portions of the study area is not known.

The study area is underlain by the same three primary hydrostratigraphic units described above for the region. From older to younger, they are: the Alameda Formation, San Antonio Formation (the Posey and Merritt sands in particular), and surficial fill unit (Corps and Port of Oakland 1998). The surficial fill unit is also known as the artificial fill unit. The unconfined shallow water-bearing zone in the fill unit and the semi-confined aquifer within the Merritt Sand beneath the Young Bay Mud are the most relevant to the study area.

Shallow groundwater beneath the majority of the study area has been proposed for de-designation as a potential source of municipal supply (including drinking water) by the RWQCB Region 2. The de-designation is based on the fact that shallow groundwater within this area is tidally connected to the Bay (*i.e.*, much of it is brackish, and would become increasingly more saline with ongoing extraction), that the area has had long-term industrial use, and that the area

1 was filled over an existing marsh. The shallow groundwater in the areas east of I-880 and in the  
2 Union Pacific Railyard maintains its potential municipal use designation (RWQCB 2000).

3 Groundwater data, including hydraulic gradient and flow direction, as well as chemical  
4 concentrations, are variable from location to location within the study area. However, several  
5 generalizations concerning area hydrogeology can be made based on available data. Since the  
6 majority of the study area is covered by asphalt and concrete, recharge of the aquifers  
7 originates from precipitation and infiltration from off-site areas. The regional groundwater flow  
8 direction is westerly from the Berkeley Hills to San Francisco Bay. Shallow groundwater within  
9 the study area as a whole is typically encountered at depths between 4 and 13 feet below  
10 ground surface (the shallow water-bearing zone). These depths typically fluctuate seasonally,  
11 and may also be tidally influenced in near-shore areas. The hydraulic gradient typically ranges  
12 from 0.001 to 0.006 foot per foot. Groundwater parameters may be variable in near-shore areas,  
13 due to tidal influence. Man-made preferential pathways (e.g., highly permeable backfill along  
14 utility lines) may influence both groundwater gradient and flow directions on the local scale  
15 (Geomatrix 2000).

16 Shallow groundwater has been investigated extensively within much of the study area.  
17 Investigation programs have been conducted at the OARB, former FISCO, former UP  
18 roundhouse property, Schnitzer Steel, Berth 24 (the former Mobil and Ashland Oil sites), the  
19 Ringsby site, a tank site on the UP railyard, various tank sites within the Port of Oakland's Outer  
20 Harbor area, and at the former Phoenix Ironworks site (Geomatrix 2000; Port of Oakland 1999;  
21 Kleinfelder 1999 and 2000; Port of Oakland 2001a; Riedel 1995; IT Corporation 2000).  
22 Information regarding groundwater beneath the 16<sup>th</sup>/Wood sub-district is limited.

23 A small number of deep groundwater monitoring wells installed at the OARB, former FISCO,  
24 and Berth 24 have penetrated the Merritt Sand aquifer. In addition, one well was reportedly  
25 installed into the Alameda Formation. The data from these wells indicate the Merritt Sand  
26 aquifer in the western portion of the study is generally saline in nature (having TDS  
27 concentrations in excess of 30,000 ppm), and that only very low concentrations of chemicals of  
28 concern were detected. Where present, anthropogenic chemicals, primarily aromatic and  
29 chlorinated solvents, have generally been detected only in concentrations of low parts per billion  
30 (EarthTech and Geomatrix 2000; TetraTech 1999; ICF Kaiser 1997).

31 Removal of the Young Bay Mud and portions of the Merritt Sand by dredging operations in the  
32 Inner, Middle and Outer harbors at the Port of Oakland has exposed the Merritt Sand aquifer,  
33 potentially allowing salt water intrusion eastward into the aquifer if the sea water is under a  
34 greater head (pressure) than the water in the Merritt Sand (DWR 1981). Studies for the Corps  
35 and Port of Oakland –50-Foot Dredging Project (Corps and Port of Oakland 1998) note that  
36 deepening the existing channels to –50 feet mean lower low water could cause a very small  
37 increase in salt intrusion into the Merritt Sand aquifer (the increase is estimated to be 4 percent  
38 over the next 100 years).

Shallow groundwater at the OARB is typically encountered at 5 to 9 feet bgs (Geomatrix 2000). At least 100 monitoring wells have been installed at OARB, including five wells installed into the Merritt Sand aquifer, and one well (SC1MW1C in Parcel 2) that was reportedly installed into the Alameda Formation. In addition, the Army has proposed to install additional monitoring wells. Based on available information, groundwater flow is generally to the west and northwest. The presence of storm drains and other utility lines may create local changes in the groundwater flow direction and groundwater gradient. TDS concentrations in wells at the OARB ranged from 170 to 33,400 ppm. The OARB is within the Oakland Shoreline zone which is proposed for de-designation by the RWQCB as a potential source of drinking water.

#### **4.14.5 Impact Analysis Methodology**

Potential impacts to groundwater resources were assessed by identifying and evaluating potential redevelopment activities. These activities include groundwater extraction as part of remedial efforts, and groundwater removal during construction (e.g., dewatering of excavations).

#### **Significance Criteria**

Redevelopment would have a significant impact on the environment if it would:

- Substantially deplete groundwater supplies;
- Interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level that would not support existing land uses or planned uses for which permits have been granted); or
- Otherwise substantially degrade water quality.

Depletion of groundwater includes both a physical reduction in the quantity of available groundwater, and a loss in existing or potential uses due to changes in the quality of the groundwater. Because the area has been proposed for de-designation as a potential source for drinking water, domestic water wells are prohibited from being installed in the area. If the area is built-out as proposed (mixed use, light industrial, warehouse distribution, and maritime), drinking water would be supplied to the area by EBMUD.

#### **4.14.6 Impacts**

**Impact 4.14-1:** Operation of wells could cause saltwater to intrude into shallow groundwater.

**Significance:** Potentially significant

**Mitigation 4.14-1:** Installation of groundwater extraction wells into the shallow water-bearing zone or Merritt Sand aquifer for any purpose other than construction de-watering and remediation shall be prohibited.

**Residual Significance:** Less than significant

If groundwater is extracted from the shallow water-bearing zone or from the Merritt Sand unit, a cone of depression would be created that could draw saltwater into the aquifer. This could result in areas that previously contained fresh water becoming brackish or saline, or it could increase the salinity of currently brackish groundwater. Because the occurrence of groundwater extraction-related saltwater intrusion is a possibility, and it is not certain how much, if any, intrusion could occur for a site-specific groundwater extraction activity, the impact is considered potentially significant. With implementation of Mitigation Measure 4.14-1, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.14-2:** Operation of wells could cause contaminants to migrate to uncontaminated groundwater.

**Significance:** Potentially significant

**Mitigation 4.14-2:** Extraction of groundwater for construction de-watering or remediation shall be minimized where practicable.

**Residual Significance:** Less than significant

Extraction of groundwater in the study area may cause contaminants to migrate to areas where contamination has not previously been detected. This could include drawing contaminants into underlying deeper aquifers. Because the occurrence of groundwater-extraction-related contaminant migration is a possibility, the impact is considered potentially significant. With implementation of Mitigation Measure 4.14-2, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.14-3:** Reduction in available groundwater.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

Although shallow groundwater resources in most of the study area are not suitable for human consumption, groundwater from the Merritt Sand unit and the underlying Alameda Formation has several beneficial uses. In addition, groundwater from the shallow zone provides recharge

to the Bay. Moderate amounts of groundwater may be extracted during construction; none is expected to be extracted during operation of redevelopment elements. During construction excavation (for foundations, underground utilities, etc.), the contractor could encounter shallow groundwater, which is generally removed from the excavation by pumping, a practice termed “dewatering.” It is not expected that dewatering would result in extraction of groundwater in such quantities that it could substantially affect the amount of available ground water for beneficial uses, or that it would measurably affect recharge. EBMUD would supply potable, process, and reclaimed water to the study area for operations (see Section 4.9: Public Services and Utilities), and long-term extraction of groundwater by local wells for operational purposes is not anticipated as part of redevelopment. Moreover, such extraction not related to remediation activities is prohibited by Mitigation Measure 4.14-1.



#### **4.14.7 Mitigation**

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.14-1:** Installation of groundwater extraction wells into the shallow water-bearing zone or Merritt Sand aquifer for any purpose other than construction de-watering or remediation shall be prohibited.

This measure applies to Impact 4.14-1 and Cumulative Impact 5.14-1.

Implementation of this measure would prevent saltwater from being drawn into the aquifer and potentially causing fresh water to become brackish or saline. Limiting extraction of shallow groundwater and groundwater from the Merritt Sand unit will prevent potential impacts to existing study area groundwater resources.



**Mitigation 4.14-2:** Extraction of groundwater for construction de-watering or remediation shall be minimized where practicable.

This measure applies to Impact 4.14-2 and Cumulative Impact 5.14-1.

Implementation of this measure would prevent unnecessary extraction of groundwater; therefore it will help avoid or reduce the potential migration of contaminants. The City and Port shall ensure that groundwater extraction, other than for remediation or construction dewatering, is minimized where practicable in the redevelopment project area.



## 4.15 SURFACE WATER

The San Francisco Bay is an important resource on which the redevelopment project area is located. The quality of the waters of the Bay is critical to its value.

Redevelopment would result in substantial benefits to surface waters, as well as potentially significant and significant impacts to them. With implementation of measures recommended in this section, all potentially significant and significant impacts would be mitigated to a level that is less than significant.

### 4.15.1 Study Area

The study area for surface water is the approximately 1,800-acre redevelopment project area, plus adjacent receiving waters.

### 4.15.2 Regulatory Setting

#### Federal

**The Federal Water Pollution Control Act, as Amended by the Clean Water Act of 1977 (33 United States Code § 1251 et seq.).** The objective of the CWA is to restore and maintain the chemical, physical, and biological integrity of the nation's waters. Specific sections of the CWA control discharge of pollutants and wastes into marine and aquatic environments.

Under Section 401 of the Act, water quality certification is required from the state for any activity that requires a federal permit or license that may result in discharge into navigable waters. The certification must indicate that the activity will comply with the applicable state water quality standards. Under Section 401, states are required to establish water quality standards for all state waters. To receive certification under Section 401, an application must demonstrate that activities or discharges into waters will not cause concentrations of chemicals to exceed state standards.

Section 404 of the CWA addresses permitting for discharge of dredged or fill material into navigable waters. This section of the CWA is administered by the U.S. Army Corps of Engineers. In conjunction with the Corps, the U.S. Environmental Protection Agency developed Guidelines for Specification of Disposal Sites for Dredged or Fill Material (40 CFR Part 230).

Under Section 402 of the CWA, discharges of dredged material into non-navigable waters and upland areas of the state are the responsibility of the EPA under the National Pollutant Discharge Elimination System (NPDES). In California, EPA has delegated responsibility for implementation of the NPDES program to the California State Water Resources Control Board (SWRCB). The SWRCB comprises nine Regional Water Quality Control Boards (RWQCB) responsible for implementation of statewide policy at the local level. The San Francisco RWQCB (Region 2) is responsible for activities occurring in the San Francisco Bay Basin.

Stormwater discharges associated with industrial and construction activities are regulated according to Section 402(p) of the CWA under the NPDES. Stormwater NPDES permitting for certain classes of industrial activities is regulated under the Industrial Activities General Permit adopted by the SWRCB April 17, 1997 (WQO 97-03-DWQ NPDES Permit No CAS000001). To comply with conditions of this permit, facility operators must submit a notice of intent (NOI), develop a stormwater pollution prevention plan, conduct stormwater monitoring, and submit annual reports by July 1 of each year.

Stormwater discharges associated with construction activities are regulated under the General Construction Activity Stormwater Permit adopted by the SWRCB (WQO 99-08 DWQ, NPDES Permit No. CAS000002). Under this permit, owners of land where a construction activity occurs that disturbs more than 5 acres of land must submit a NOI, develop a SWPPP, conduct monitoring and inspections, retain records of the monitoring, and report incidences of noncompliance.

#### **State and Regional**

**Porter-Cologne Water Quality Control Act (California Water Code § 13000 et seq.; California Code of Regulations Title 23, Chapter 3, Subchapter 15).** The Porter-Cologne Water Quality Control Act is the primary state law that addresses water quality. Requirements of the Act are implemented by the SWRCB at the state level and the RWQCBs at the regional and local level. The SWRCB, as authorized by the Act, promulgated regulations in CCR Subchapter 15, Title 23 designed to protect water quality from the effects of waste discharges to land (CCR Subchapter 15, Title 23). Under Subchapter 15, wastes that cannot be discharged directly or indirectly to waters of the state (and therefore must be discharged to land for treatment, storage, or disposal) are classified to determine specifically where such wastes may be discharged. This classification requirement would apply to dredged material or fill that would be disposed in an upland environment.

**Water Quality Control Plan for the San Francisco Bay Basin.** Under the provisions of the Porter-Cologne Act and CWA, the San Francisco RWQCB regulates water quality in the San Francisco watershed. The *Water Quality Control Plan* for San Francisco Bay Basin (the Basin Plan) describes water quality control measures that contribute to protection of beneficial uses of the San Francisco Bay watershed. The Basin Plan identifies beneficial uses for each segment of the Bay and its tributaries, water quality objectives for the reasonable protection of the uses, and an implementation plan for achieving these objectives. Beneficial uses for the Lower San Francisco Bay include:

- Ocean, commercial, and sport fishing;
- Estuarine habitat;
- Industrial service supply;
- Fish migration;
- Navigation;
- Preservation of rare and endangered species;
- Water contact recreation;
- Non-contact water recreation;
- Shellfish harvesting; and
- Wildlife habitat.

**State Water Resources Control Board Resolution 68-16: Statement of Policy with Respect to Maintaining High Quality of Waters in California.** This policy establishes a non-degradation policy for the protection of water quality. The policy states that whenever the existing quality of water is better than needed to protect all existing and probable future uses of the water, such existing water quality will be maintained. If it is determined that some water quality degradation is in the best interests of the people of California, some increase in pollutant concentrations above background levels would be considered acceptable. However, in no case may such increases cause adverse impacts to existing or probable beneficial uses of groundwater.

**Bay Protection and Toxic Hotspots Cleanup Program.** In 1989, the California State legislature established the Bay Protection and Toxic Cleanup Program (BPTCP). The major goals of the program are as follows:

- Provide protection of present and future beneficial uses of the Bay and estuarine waters of California.
- Identify and characterize toxic hotspots.
- Plan for toxic hot spot cleanup or other remedial or mitigation actions.
- Develop prevention and control strategies for toxic pollutants to prevent creation of new hot spots and perpetuation of existing ones.

In 1997, the Proposed Regional Toxic Hot Spot Cleanup Plan was released by the San Francisco RWQCB. This proposed plan identifies and prioritizes toxic hotspots and presents cleanup plans for priority sites. Neither the Inner, Middle nor Outer harbors were identified as candidate or known toxic hotspots.

**McAteer-Petris Act.** The McAteer-Petris Act (PRC § 66600 *et seq.*) established the Bay Conservation and Development Commission (BCDC) as the agency responsible for maintaining and carrying out provisions of the Act. The Act directs BCDC to exercise its authority to issue or deny permit applications for placing fill, extracting minerals, or changing the use of any land, water, or structure within the area of its jurisdiction (*i.e.*, the Bay and its shoreline).

#### 4.15.3 Regional Setting

The San Francisco Bay is a large, complex, and dynamic estuary. The Bay receives inputs from the ocean, rivers, and discharges from municipal and industrial sources that vary in their proportions depending on location and the seasonal weather patterns. Conomos (1979) divides the Bay into northern and southern reaches. These two reaches exhibit vastly different circulation and sedimentation patterns as a result of prevailing hydrodynamic conditions. Circulation is generally affected by the tides entering the Bay from the Pacific Ocean, local winds, basin geometry, and the local salinity field (SFEI 1997). The northern reach of the Bay



1 serves as the only drainage outlet for the Central Valley and accounts for 90 percent of the  
2 freshwater input to the Bay, while the southern reach receives the remainder. Most of the  
3 freshwater inputs occur during the winter and spring as a result of outflow from the Sacramento  
4 San Joaquin Delta. The southern reach receives the majority of the discharges to the Bay (more  
5 than 75 percent) and during the summer discharge inputs are larger than freshwater inflow from  
6 streams.

7 Density-salinity driven currents in the northern reach show an ebb dominance of the surface  
8 water (4 centimeters per second [cm/sec]) and a flood dominance of the bottom water (5  
9 cm/sec). South Bay waters are influenced by density-driven currents during the winter months  
10 when low salinity waters move southward into the southern reach, displacing denser saline  
11 water northward. In the summer months, south Bay currents are largely influenced by the  
12 prevailing northwesterly winds that move the surface water southeast, causing the bottom water  
13 to move northwest. In each reach, narrow shipping channels are surrounded by extensive  
14 mudflats and shoals. Currents with the highest velocities are found in the channels. Lower  
15 current velocities are found in the shoals, where the majority of the sedimentation occurs  
16 (USGS 1984).

17 Tidal currents in the Bay consist of the semidiurnal and diurnal partial tides (USGS 1984). The  
18 Bay-wide tidal prism is large, representing 24 percent of the total volume (Conomos 1979;  
19 Conomos et al. 1985). The central Bay is often described as a distinct subunit of the northern  
20 reach of the Bay and is the most strongly influenced by the exchanging tides due to its close  
21 proximity to the Golden Gate and Pacific Ocean. The study area is located on the eastern edge  
22 of the interface of the central and south Bay.

23 The U.S. EPA identifies San Francisco Bay as a Clean Water Act Section 303(d) water body,  
24 meaning it does not achieve water quality standards (EPA 2001). The EPA lists 12 separate  
25 parameters of concern impairing the quality of Bay waters:

- 26 • Metals: copper, mercury, nickel;
- 27 • Polychlorinated biphenyls (PCBs);
- 28 • Dioxin-like PCBs;
- 29 • Pesticides: diazinon, chlordane, dichloro dipheunyl trichloroethane (DDT), dieldrin;
- 30 • Dioxin compounds;
- 31 • Furan compounds; and
- 32 • Exotic species.

33 The EPA identifies sources of these pollutants as atmospheric deposition, industrial and  
34 municipal point, non-point, natural, resource extraction, urban runoff/storm sewer, and ballast  
35 water (1998 California 303(d) List and TMDL Priority Schedule, San Francisco Regional Water  
36 Quality Control Board, approved by the U.S. EPA May 12, 1998). The RWQCB has determined

that the San Francisco Estuary does not have a capacity to assimilate exotic organisms. The RWQCB has committed to working with the State Board and the U.S. EPA to promote a national program to effectively address discharges of exotic species (RWQCB 2000).

In addition, California's Bay Protection and Toxic Cleanup Program classifies the entire San Francisco Bay as a High Priority Candidate Toxic Hot Spot. The reason for this classification is potential risk to human health from consumption of non-migratory aquatic wildlife, primarily due to elevated levels of PCBs and mercury in fish tissue.

#### **4.15.4 Local Setting**

##### **Oakland Harbor Hydrodynamic Conditions**

Oakland Outer Harbor is influenced by the hydrodynamic conditions typical of the central Bay. Current measurements and modeling predictions made by the U.S. Army Corps of Engineers in the central Bay (Corps 1990) indicated that net tidal fluxes in the vicinity of the Outer Harbor were southerly along the east side of the Bay and northerly along the west side of the entrance to the south Bay.

In the Inner Harbor, current and wave patterns are largely generated by tides interacting with bottom and shoreline configurations. Field measurements of current speeds at the Inner Harbor entrance indicate velocities between approximately 25 to 50 cm/sec, with peaks up to 107 cm/sec.

Velocities measured in the Middle Harbor averaged between 3.5 and 4.5 cm/sec, with short duration peaks of 25 cm/sec. Current velocities were higher in the upper meter than at the bottom meter for both Inner and Middle harbors. An average tidal range of 2.5 meters was measured in June 1997 (Hartman 1997).

##### **Oakland Harbor Water Quality**

Little direct information is available on water quality in the Oakland Outer, Inner and Middle harbors. Information from regional characterization is used to represent water quality in the vicinity of the study area and to provide information on constituents of potential concern. Because the study area is located at the margins of the Bay and receives drainage from separate storm sewers, water quality near storm drain outfalls likely varies seasonally in a manner not fully reflected by the regional dataset.

The Regional Monitoring Program (RMP) administered by San Francisco Estuary Institute (SFEI) for the RWQCB conducts monitoring three times a year along the main spine of San Francisco Bay from the Delta to the South Bay. The RMP measures concentrations of trace constituents in water, sediment, and transplanted bivalves at various locations in the Estuary. Two sampling stations are located in the vicinity of the study area at Yerba Buena Island and Alameda.

1 A summary of relevant water quality parameters measured at these two stations during six  
2 sampling events (three sampling events in 1998 and three in 1999) is presented in Table 4.15-1.  
3 The table also provides a comparison of the concentrations with applicable water quality  
4 objectives in the proposed California Toxics Rule (CTR).

5 In general, trace toxics data from the stations located in the central Bay nearest the study area  
6 have lower concentrations and the fewest exceedances of guidelines than those measured at  
7 other stations in the Bay. Of the compounds measured by the RMP, only total PCB and total  
8 PAH concentrations were found to exceed water quality objectives at Yerba Buena Island and  
9 Alameda stations during both 1998 and 1999. It should be noted that PCB concentrations  
10 throughout the Bay generally exceed water quality objectives, and concentrations at the two  
11 stations were lower than other stations. Central Bay concentrations are probably lower due to  
12 the regular tidal flushing and greater water depth, which results in lower suspended sediment  
13 concentrations (SFEI 1997, 1998, 1999).

14 The RMP 1998 annual report provided a summary of contaminants of concern in the Bay in  
15 general (SFEI 1998). The findings of that report indicate that the contaminants measured by the  
16 RMP of the most concern are those shown to be related to bioaccumulation or adverse effects  
17 including:

- 18 • diazinon and chlorpyrifos (commercially available insecticides) in water;
- 19 • DDTs, chlordanes, and PAHs in sediments; and
- 20 • PCBs, cadmium, mercury, selenium, PAHs, chlordanes, dieldrin, and DDTs in bivalve and  
21 fish tissues.

22 The RMP 1998 annual report indicates that nickel, mercury, and chromium are the trace  
23 contaminants that most frequently exceeded water quality objectives, while PCBs, DDTs,  
24 chlordanes, and dieldrin also exhibited occasional exceedances.

25 **Runoff and Drainage.** Site topography is nearly flat due to its creation on tidal flats by fill using  
26 marine or terrestrial materials. Shorelines are protected in most areas by sheet piling, riprap, or  
27 other artificial shoreline protection structures. The site is largely paved with asphalt or concrete.  
28 No natural channels or ponds, or natural or channelized creeks are present in the study area.  
29 As discussed in Section 4.12: Biological Resources, two small urban wetlands exist in the  
30 Desert railyard within the Maritime sub-district.

31 Annual precipitation in the study area averages about 17.5 inches per year, falling mostly  
32 between October and April. Drainage from the OARB and Maritime sub-district storm drains into  
33 the Middle Harbor will be equipped with treatment systems as part of the 50-Foot Channel  
34 Deepening Project. Localized ponding of runoff has occurred in the southern portion of the  
35 Berths 55-58 area when storm drainage systems were overloaded or clogged. Although the  
36 ponding has been substantial, it has not resulted in flooding of buildings. Other areas in the  
37 vicinity of Berths 55-58 have occasionally experienced ponding due to storm drain blockages.

These historical drainage problems have been corrected by the Port. In addition, Southern Pacific has rerouted a portion of its storm drainage to bypass the Berths 55-58 area and connect directly with the Oakland main storm drainage system.

**Table 4.15-1**  
**Concentrations of Trace Substances in Bay Water Located Near the Study Area**  
**1998 and 1999**

Parameter <sup>a</sup>	Lowest WQO of Proposed CTR <sup>a,b</sup>	Yerba Buena Island <sup>c</sup>		Alameda <sup>d</sup>	
		1998	1999	1998	1999
Temperature (°C)		13.3-17.3	11.4-16.5	13.4-17.5	10.8-19.7
Salinity (ppt)		17.6-25.0	16.7-29.1	21.0-27.9	21.9-28.7
Total Suspended Solids (mg/L)		4-23	3.8-19.2	1-17	11.1-55.7
Dissolved Oxygen (mg/L)		6.8-13.1	7.2-9.2	6.5-11.1	6.8-9.3
PH		7.9-8.3	7.9	7.9-8.3	7.9
Nitrate (µg/L)		200-400	10-400	200-300	190-420
Nitrite (µg/L)		6-38	1-15	6-39	4-19
Ammonia (µg/L)		30-140	20-130	20-160	50-140
Phosphate (µg/L)		20-170	10-180	20-170	40-220
Silicates (mg/L)		2-4	1.05-3.7	1-3	1.03-2.53
<b>Total Metals (µg/L)</b>					
Arsenic	36	1.52-1.98	1.11-2.14	1.44-2.09	1.54-2.64
Cadmium	2.2	0.02-0.07	NA	0.04-0.07	NA
Chromium	11	0.71-3.05	NA	0.50-2.84	NA
Copper	3.7	1.3-2.2	1.6-2.3	1.2-1.9	1.9-3.0
Lead	2.5	0.16-0.67	0.29-0.63	0.13-0.43	0.37-1.29
Mercury	0.012	0.0023- 0.0055	0.0035-0.007	0.001-0.0049	0.0044- 0.0135
Nickel	8	1.6-3.5	2.2-3.7	1.4-2.9	2.6-5.7
Selenium	5	0.12-0.19	0.02-0.11	0.10-0.19	ND-0.07
Silver	1.9	0.0040-0.010	0.005-0.012	0.0030- 0.0090	0.008-0.020
Zinc	81	2.0-4.2	2.3-3.9	1.5-3.1	2.8-6.8
<b>Organics (pg/L)</b>					
Total PAHs	31,000	S-53,000 <sup>e</sup>	17,000- 34,000	S-28,000	47,000- 70,000
Total PCBs	170	250-1000	258-386	150-250	409-941
Total DDT	590	S-190	150-221	S-190	171-347
Total Chlordanes	590	97-140	38-49	S-130	43-96

**Source:** SFEI 1998 and 1999.

**Notes:**

<sup>a</sup> CTR – California Toxics Rule  
DDT – 1,1,1-trichloro-2,2-bis(p-chlorophenyl)ethane  
mg/L – milligrams per liter  
µg/L – micrograms per liter  
NA – not analyzed

ND – not detected  
PAH – polynuclear aromatic hydrocarbons  
PCB – polychlorinated biphenyls  
pg/L – picograms per liter  
ppt – parts per thousand

WQO – Water Quality Objective

<sup>b</sup> Lowest water quality objective in the proposed California Toxics Rule.

<sup>c</sup> Sampling Station No. BC10

<sup>d</sup> Sampling Station No. BB70

<sup>e</sup> S – Compounds generally comprising a significant portion of sum not quantifiable, sum not calculated.

**Flood Hazards.** The OARB sub-district and most of the Maritime sub-district have not been mapped by FEMA for flood hazards. The portions that have been mapped, including the 16<sup>th</sup>/Wood sub-district and a portion of the Maritime sub-district, are not located within either a 100- or 500-year flood hazard area (ESRI and FEMA 2002). The project area is not near surface drainage channels, and is therefore not subject to flooding from over-bank spillage. Anecdotal information exists that flooding has historically occurred within the study area in the Burma Road area and near Berths 8 and 9 (old Wharf 6). Also, according to the Land Use and Transportation Element (LUTE) of the Oakland General Plan, the entire area west of Maritime Street in both the OARB and Maritime redevelopment sub-districts is a potential tsunami inundation zone.

No known natural surface streams exist in the study area. Additionally, no portion of the project area is below the coastal base flood elevation (6.6 feet above mean sea level [msl]) identified for the Oakland Harbor. The estimated stillwater elevation during a 100-year flood at high tide in the area is 7.0 feet National Geodetic Vertical Datum (NGVD) (FEMA 1982).

The storm drain system, installed mostly during World War II, collects surface water runoff using catch basins and approximately 16 miles of underground pipe, and drains into San Francisco Bay. Pipe up to 27 inches in diameter is made of vitrified clay, and larger pipe is made of reinforced concrete. Most of OARB is covered with either buildings or pavement. Roads are crowned and other paved areas are sloped to facilitate stormwater flow to the catch basins and collection pipes. However, soil subsidence has created pipe separations, reverse flows, and shallow ponding areas at some locations. Catch basins and inlets have been added to the system to correct these problems, but some localized flooding still occurs, causing temporary closure of some roadways. The primary cause of flooding appears to be outfalls located below the tide level. While the localized temporary flooding limits use of a few roads for short periods of time, it is not a significant factor in limiting use of the Base. Moreover, problematic portions of the storm drain system in the OARB sub-district will be replaced.

### **Stormwater Runoff Water Quality**

**OARB Sub-District.** According to a Pipeline Investigation conducted in 1999 by the Army (I.T. Corporation 1999), two conditions at the OARB have the potential to affect water quality, potentially exceeding standards:

- storm drain sediments contain elevated concentrations of metals, pesticides, and PCBs; and
- elevated concentrations of metals may be present in stormwater.

**Maritime Sub-District.** Stormwater runoff quality is managed in the Maritime sub-district through implementation of Best Management Practices (BMPs) at each of the currently occupied facilities, as required under the Industrial Activities Stormwater General Permit. Each tenant is responsible for complying with the requirements of the permit, which include development and implementation of a stormwater pollution prevention plan, monitoring, and quarterly inspections of facilities for non-stormwater discharges. The Port has developed a

regional SWPPP, which it uses and supplies to tenants as a model that is to be tailored to each particular facility by each tenant. The regional SWPPP outlines the steps needed to develop a SWPPP, and lists generic BMPs that are to be considered by the tenants when preparing SWPPPs for the individual facilities. The BMPs are designed to reduce the quantities of materials used that may produce pollutants, change the way various products and materials are handled or stored, employ various structural and nonstructural devices to catch and restrict the release of pollutants, set out appropriate responses to spills and leaks, and monitor the effectiveness of the BMPs. They include recommendations to perform vehicle maintenance indoors or under cover, minimize the use of hazardous materials, properly store and dispose of hazardous waste, prepare spill response plans, train employees in spill response and hazardous materials handling, and to practice good housekeeping. Supplementary site-specific information to be supplied by the tenants includes the following:

- site map;
- pollution prevention team;
- description of potential pollutant sources;
- list of significant materials;
- summary of industrial activities, pollutant sources, and potential pollutants;
- records of hazardous material spills;
- assessment of potential pollutant sources; and
- site-specific BMPs.

Industrial facilities in the Maritime sub-district participate in a Group Stormwater Monitoring Program (GMP). The Port serves as the group leader for this program, arranges sampling and analysis of stormwater discharges as required, and prepares annual group monitoring reports as required. The tenants serve as group members and are responsible for making quarterly periodic non-storm event observations; conducting monthly observations of stormwater discharge during the wet period (October through May); conducting an annual site inspection, maintaining appropriate records, and preparing the facility Annual Comprehensive Site Compliance Evaluation and Annual Report.

Surface runoff from representative Port facilities has been sampled as a part of the GMP. Facility activities are assigned to five categories for assessment of potential pollutants: Vehicle and Equipment Maintenance; Vehicle Generator Maintenance; Vehicle Fueling; Container Freight Yards; or Break Bulk Storage. Potential pollutants associated with these activities include petroleum products (gas, diesel, motor oil, hydraulic fluid), solvents (VOCs, aromatics), metals (cadmium, copper, lead, nickel, zinc), antifreeze, and surfactants. In general, runoff samples from the vehicle/generator maintenance areas contained higher concentrations of petroleum and metals than samples from other areas. There are no effluent limitations for

1 industrial stormwater runoff; rather, compliance with the industrial stormwater NPDES permit is  
2 achieved through implementation of the SWPPP.

3 **16<sup>th</sup>/Wood Sub-District.** This sub-district, historically dedicated to industrial uses, is now  
4 generally underutilized. The large historic Amtrak station building remains, but is boarded up in  
5 a derelict state. Non-smokestack industrial and light industrial uses, such as  
6 warehousing/distribution centers, waste recycling facilities, and truck repair businesses are  
7 located in or adjacent to this sub-district, as are miscellaneous businesses located in older  
8 buildings. Commercial and industrial tenants must comply with the Industrial Activities  
9 Stormwater General Permit. The permit requires development and implementation of a SWPPP,  
10 monitoring, and quarterly inspections of facilities for non-stormwater discharges.

#### 11 **4.15.5 Impact Analysis Methodology**

12 The analysis of surface water impacts resulting from redevelopment is consistent with the level  
13 of information available regarding redevelopment elements and activities, and based on the  
14 criteria described below:

##### 15 **Significance Criteria**

16 Redevelopment would have a significant impact on the environment if it would:

- 17 • Violate any water quality standards or waste discharge requirements;
- 18 • Result in substantial erosion or siltation on or off site that would affect the quality of  
19 receiving waters;
- 20 • Result in flooding on or off site;
- 21 • Create or contribute runoff which would exceed the capacity of existing or planned  
22 stormwater drainage systems;
- 23 • Create or contribute runoff that would be an additional source of polluted runoff;
- 24 • Otherwise substantially degrade water quality;
- 25 • Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard  
26 Boundary or Flood Insurance Rate Map or other flood hazard delineation map;
- 27 • Place within a 100-year flood hazard area structures that would impede or redirect flood  
28 flows;
- 29 • Expose people or structures to a substantial risk of loss, injury, or death involving flooding,  
30 inundation by seiche, tsunami, or mudflow; or
- 31 • Fundamentally conflict with elements of the City of Oakland Creek Protection Ordinance  
32 intended to protect hydrologic resources. Although there are no specific,  
33 numeric/quantitative criteria to assess impacts, factors considered in determining  
34 significance include whether there is substantial degradation of water quality through:

- discharging a substantial amount of pollutants into a creek;
- significantly modifying the natural flow of the water or capacity;
- depositing substantial amounts of new material into a creek or causing substantial bank erosion or instability; or
- substantially endangering public or private property or threatening public health or safety.

Not all criteria above apply. There are no creeks in or near the project area, and conditions do not exist that could cause a conflict with the City's Creek Protection Ordinance. The only residential or quasi-residential (live/work) uses would be located in the 16<sup>th</sup>/Wood sub-district, which is not within the 100-year flood hazard zone. Therefore, no housing would be placed within a 100-year flood hazard area.

#### 4.15.6 Impacts

Impacts related to the risk of introduction of exotic invasive species in Bay water are evaluated in Section 4.12: Biological Resources.

#### Benefits

Several redevelopment elements, activities, and design features would result in substantial benefit to surface water quality. Some existing storm sewers in the OARB sub-district are in disrepair, allowing contaminated sediment and water to be discharged to the Bay. These storm sewers would be capped in place or removed during redevelopment, which would improve the quality of stormwater discharge to the Bay. BMPs implemented in the course of development would lead to better maintained storm drain systems and ultimately reduce the mass of pollutants released into stormwater from storm drains. Inclusion of post-construction stormwater controls in design and operation of redevelopment elements, which are not currently present in the redevelopment area, would improve the quality of stormwater runoff from the site. Finally, redevelopment would result in a reduction of routine maintenance dredging of the Outer Harbor channel and Berths 7 and 9, 10, 20 and 21, due to the creation of New Berth 21. This reduction in dredging would in turn reduce dredge-associated turbidity.

#### Impacts

**Impact 4.15-1:** In-water construction or remediation would increase turbidity, and could release contaminants, affecting water quality.

**Significance:** Significant (turbidity); potentially significant (contaminants)

**Mitigation 4.15-1:** Prior to in-water construction, the contractor shall prepare a water quality protection plan acceptable to the RWQCB, including site-specific best management practices for protection of Bay waters, and shall implement this plan during construction.



**Mitigation 4.15-2:** Contractors and developers shall comply with all permit conditions from the Corps, RWQCB, and BCDC.

**Residual Significance:** Less than significant

Shoreline excavation, construction, and maintenance dredging activities would disturb sediments, creating turbidity in the Bay. Should disturbed sediments be contaminated, they could release contaminants to Bay waters. Substantial turbidity would be expected to result from in-water activities, and is considered a significant impact. Release of contaminants may or may not occur, and is considered a potentially significant impact. With implementation of Mitigation Measures 4.15-1 and 4.15-2, the impact would be minimized, and the residual impact is considered less than significant.



**Impact 4.15-2:** Under certain circumstances, disturbance of soils during construction could result in erosion, which in turn could increase sediment loads to receiving waters.

**Significance:** Potentially significant

**Mitigation 4.15-3:** Prior to ground-disturbing activities, the contractor shall develop and implement a Stormwater Pollution Prevention Plan to be reviewed by the City or the Port, including erosion and sediment control measures.

**Residual Significance:** Less than significant

Construction activities can result in mobilization of soil that can become entrained in stormwater. Should this polluted stormwater reach receiving waters, it could affect their quality through increased turbidity and associated pollutant loads. Should this occur, it would be considered a significant impact. Because the occurrence of this impact depends on rainfall that may or may not occur, the impact is considered potentially significant. With implementation of Mitigation Measure 4.15-3, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.15-3:** During construction or remediation, shallow groundwater may be encountered that could be contaminated with sediment or chemicals, and could enter nearby receiving waters as could contaminated stormwater.

**Significance:** Potentially significant

**Mitigation 4.15-4:** Prior to construction or remediation, the contractor shall develop and implement a Stormwater Pollution Prevention Plan, including protocols for determining the quality and disposition of construction water which includes shallow groundwater encountered during construction/remediation.

**Residual Significance:** Less than significant

Groundwater underlying the project area is shallow, particularly in the near-shore areas. Contamination of groundwater by chemicals has been identified within the OARB and Maritime sub-districts (see Section 4.7: Hazardous Materials). During construction excavation (for foundations, underground utilities, remediation, etc.), the contractor could encounter shallow groundwater, which is generally removed from the excavation by pumping, a practice termed dewatering. Depending on location, the shallow groundwater encountered could contain sediment, or it may be contaminated by chemicals. Because the occurrence of this impact depends on several circumstances that may or may not occur, it is considered potentially significant. With implementation of Mitigation Measure 4.15-4, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.15-4:** Net changes in impervious surface could result in higher pollutant loads to receiving waters.

**Significance:** Potentially significant

**Mitigation 4.15-5:** Post-construction controls of stormwater shall be incorporated into the design of new redevelopment elements to reduce pollutant loads.

**Residual Significance:** Less than significant

Redevelopment would result in a change (increase or decrease) in impervious surface area. At some currently undeveloped sites, impervious cover is likely to increase with redevelopment. Increases in impervious area could result in more stormwater runoff, higher velocities, and larger pollutant loads to receiving waters. Because design details are not developed, and the occurrence and magnitude of the effect is not known, the impact is considered potentially significant. With implementation of Mitigation Measure 4.15-5, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.15-5:** Use of recycled water for non-potable purposes could lead to degradation of surface water quality.

**Significance:** Potentially significant

**Mitigation 4.15-6:** Site-specific design and best management practices shall be implemented to prevent runoff of recycled water to receiving waters.

**Residual Significance:** Less than significant

EBMUD intends to provide recycled water to the redevelopment project area for non-potable purposes as part of its East Bayshore Recycled Water Project. Title 22 of the California Code of Regulations does not allow runoff of recycled water to surface waters. Because occurrence of this impact depends on design that is not yet developed, the impact is considered potentially significant. With implementation of Mitigation Measure 4.15-6, the impact would be avoided or minimized, and the residual impact is considered less than significant.



**Impact 4.15-6:** New construction could result in changes in localized flooding.

**Significance:** Potentially significant

**Mitigation 4.15-7:** New development shall conform with the policies of the City of Oakland's Comprehensive Plan Environmental Health Hazards Element regarding flood protection.

**Mitigation 4.15-8:** The City and the Port shall complete flood hazard mapping in the project area, where necessary and applicable to delineate 100- and 500-year flood hazard zones.

**Residual Significance:** Impact avoided

Much of the project area is not mapped for flood hazards: the entire OARB sub-district and most of the Maritime sub-district are not currently included on FEMA flood hazard maps. The portion of the project area that is mapped, the 16<sup>th</sup>/Wood sub-district and a portion of the Maritime sub-district, is not located within either a 100- or 500-year flood hazard zone. The project area is not near any surface drainage channels and is therefore not subject to flooding from over-bank spillage.

Once flood hazard mapping is complete, development on portions of the study area that fall within 100- or 500-year flood hazard zones would be required to comply with National Flood Insurance Program policies set by the FEMA. Because the flood hazard area has not been delineated, and because redevelopment elements are not definite, the impact is considered potentially significant. With implementation of Mitigation Measures 4.15-7 and 4.15-8, the impact would be avoided.



**Impact 4.15-7:** Potential inundation by seiche or tsunami.

**Significance:** Less than significant

**Mitigation:** Mitigation is not warranted.

The largest seiche recorded in San Francisco Bay was in 1906, measured at four inches. This would have little or no effect on study area flooding. Calculations of the theoretical tsunami run-up in the San Francisco Bay near the project area range from 4.7 to 5.5 feet above mean sea level (msl) (Houston and Garcia 1975). The elevation of land within the project area exceeds 5.5 msl, except the armored slopes of shorelines and the beach of the Middle Harbor Shoreline Park. Because no non-beach areas would be subject to inundation, the impact is considered less than significant.



#### 4.15.7 Mitigation

Implementation of the following mitigation measures will avoid, minimize, reduce, rectify, or compensate for significant impacts of redevelopment.

**Mitigation 4.15-1:** Prior to in-water construction, the contractor shall prepare a water quality protection plan acceptable to the RWQCB, including site-specific best management practices for protection of Bay waters, and shall implement this plan during construction.

This measure applies to Impact 4.15-1 and Cumulative Impact 5.15-1.

BMPs to effectively control turbidity and/or contaminant suspension and migration would be site-specific. They may include, and are not limited to, the following:

- Use environmental or clamshell dredges or hydraulic cutterhead dredges designed to reduce release of solids.
- Reduce or eliminate overflow of decant water from barges used to transport material.
- Use silt curtains or other specialized equipment to reduce dispersion of material during dredging and filling operations.



**Mitigation 4.15-2:** Contractors and developers shall comply with all permit conditions from the RWQCB, Corps, and BCDC.

This measure applies to Impact 4.15-1 and Cumulative Impact 5.15-1.

This measure shall be enforced on Contractors by contract specifications.



**Mitigation 4.15-3:** Prior to ground-disturbing activities, the contractor shall develop and implement a Stormwater Pollution Prevention Plan that is acceptable to the RWQCB, including erosion and sediment control measures.

This measure applies to Impact 4.15-2 and Cumulative Impact 5.15-1.

All construction activities shall be undertaken in accordance with requirements of the National Pollutant Discharge Elimination System (NPDES) General Permit for Stormwater Discharges Associated with Construction Activity (General Permit). The General Permit requires that all dischargers develop and implement a SWPPP that specifies BMPs that would prevent construction pollutants from contacting stormwater with the intent of keeping products of erosion from moving off site into receiving waters.

The contractor shall prepare and implement a site-specific SWPPP. The SWPPP shall be reviewed by either the City or Port, and shall be available for review by the RWQCB. While erosion/sediment/pollution control measures included in the plan would be site-specific, they must be effective at prevention of accelerated erosion by the following: minimizing the length of time soils are exposed; reducing total area of exposed soil during the rainy season; protecting critical areas (the Bay); and monitoring before and after each rain storm to assess control measure effectiveness. SWPPP erosion and sediment control measures may include, and are not limited to, the following:

- Schedule construction to occur during dry season;
- Avoid run-on (divert run-off from up-slope sites so it does not enter construction zone);
- Preserve existing vegetation;
- Seed and mulch, or hydromulch;
- Dust control;
- Blankets, geotextiles, fiber rolls; and
- Tire washers at exits.

Additional SWPPP sediment control measures may include, and are not limited to, the following:

- Stabilize the construction entrance;
- Silt fencing;
- Temporary straw bale dike;
- Sand/gravel bag;
- Brush/rock filter;
- Inlet protection;
- Catch basin inlet filter; and

- Sediment basin or trap.

SWPPP pollution control measures generally are “good housekeeping” BMPs, and may include, and are not limited to, establishing practices and protocols for the following:

- Solid and demolition waste management;
- Hazardous materials and waste management;
- Spill prevention and control;
- Vehicle and equipment maintenance;
- Covered materials storage;
- Handling and disposal of concrete/cement;
- Pavement construction management;
- Contaminated soil and water management; and
- Sanitary/septic waste management.



**Mitigation 4.15-4:** Prior to construction or remediation, the contractor shall develop and implement a Stormwater Pollution Prevention Plan, including protocols for determining the quality and disposition of construction water, which includes shallow groundwater encountered during construction.

This measure applies to Impact 4.15-3 and Cumulative Impact 5.15-2.

The contractor’s SWPPP shall include a RWQCB-acceptable protocol and BMPs for handling construction water. The SWPPP shall include methods for visual inspection, triggers for laboratory testing, and appropriate use/disposal of the water.



**Mitigation 4.15-5:** Post-construction controls of stormwater shall be incorporated into the design of new redevelopment elements to reduce pollutant loads.

This measure applies to Impact 4.15-4 and Cumulative Impact 5.15-2.

NPDES permitting requires that BMPs to control post-construction stormwater be implemented to the maximum extent practicable. Analysis of anticipated runoff volumes and potential effects to receiving water quality from stormwater shall be made for specific redevelopment elements, and site-specific BMPs shall be incorporated into design. BMPs shall be incorporated such that runoff volume from 85 percent of average annual rainfall at a development site is pre-treated prior to its discharge from that site, or a pre-treated volume in compliance with RWQCB policy in effect at the time of design.

1 Non-structural BMPs may include and are not limited to good housekeeping and other source  
2 control measures, such as the following:

- 3 • Stencil catch basins and inlets to inform the public they are connected to the Bay;
- 4 • Sweep streets on a regular schedule;
- 5 • Use and dispose of paints, solvents, pesticides, and other chemicals properly;
- 6 • Keep debris bins covered; and
- 7 • Clean storm drain catch basins and properly dispose of sediment.

8 Structural BMPs may include and are not limited to the following:

- 9 • Minimize impervious areas directly connected to storm sewers;
- 10 • Include drainage system elements in design as appropriate such as:
  - 11 – infiltration basins
  - 12 – detention/retention basins
  - 13 – vegetated swales (biofilters)
  - 14 – curb/drop inlet protection.



16 **Mitigation 4.15-6:** Site-specific design and best management practices shall be implemented to  
17 prevent runoff of recycled water to receiving waters.

18 This measure applies to Impact 4.15-5.

19 Design of subsequent redevelopment activities shall ensure recycled water does not leave the  
20 site and enter receiving waters. Best management practices shall be implemented to prevent  
21 runoff of recycled water. These BMPs may be either structural or non-structural in nature and  
22 may include but are not limited to the following:

- 23 • Preventing recycled water from escaping designated use areas through the use of:
  - 24 – berms
  - 25 – detention/retention basins
  - 26 – vegetated swales (biofilters)
- 27 • Not allowing recycled water to be applied to irrigation areas when soils are saturated.
- 28 • Plumbing portions of irrigation systems adjacent to receiving waters with potable water.



**Mitigation 4.15-7:** New development shall conform with policies of the City of Oakland's Comprehensive Plan Environmental Health Hazards Element regarding flood protection.

This measure applies to Impact 4.15-6.

The Hazards Element includes development controls that place the burden of demonstrating flood safety upon the individual developer. In addition, the Hazards Element includes policies regarding support of flood control and management programs of other agencies, maintenance of the natural character of creeks to the maximum extent possible, and City participation in the federal Flood Insurance Program.



**Mitigation 4.15-8:** The City and the Port shall complete flood hazard mapping in the project area, where necessary and applicable, to delineate 100- and 500-year flood hazard zones.

This measure applies to Impact 4.15-6.

The City and Port shall determine with the appropriate federal agencies (FEMA, Corps) the necessity and process for mapping flood hazard zones within the non-mapped portions of the project area. If necessary and applicable, the City and/or Port shall cause a flood hazard delineation for the 100-year and 500-year flood hazard zones to be prepared, which would submit the delineation to the Corps for verification. Once verified, the delineation would be submitted to FEMA, for inclusion to the Flood Insurance Program.





## 5. CUMULATIVE IMPACTS

According to Section 21083 of the California Environmental Quality Act (CEQA), an action may have a significant effect on the environment requiring disclosure in an Environmental Impact Statement (EIR) if its possible effects are individually limited but “cumulatively considerable.” As defined in *CEQA Guidelines* Section 15065(c), cumulatively considerable means the incremental effects of an action are considerable when viewed in connection with the effects of past projects, other current projects, and probable future projects. Evaluation of cumulative effects should reflect the severity of impacts as well as the likelihood of their occurrence, but the level of detail need not be as great as for evaluation of project-specific impacts.

Section 15130 of the *CEQA Guidelines* provides direction regarding cumulative impact analysis as follows:

- An EIR should not discuss cumulative impacts that do not result in part from the proposed action.
- A lead agency may determine that an identified cumulative impact is less than significant, and shall briefly identify facts and analysis in the EIR supporting its determination.
- A lead agency may determine that an action’s incremental effect is not cumulatively considerable, and therefore is not significant, and shall briefly describe in the EIR the basis of its determination.
- A lead agency may determine that an action’s cumulatively considerable contribution to a significant cumulative impact may be rendered less than cumulatively considerable and therefore residually not significant, if the action implements or funds its fair share of a mitigation measure or measures designed to alleviate the cumulative impact, and shall identify facts and provide analysis supporting its determination.

### 5.1 CUMULATIVE IMPACT ANALYSIS METHODOLOGY

To analyze cumulative impacts for each environmental factor, a lead agency may elect to use a list of other past, current, and probable future projects, including those outside the control of the agency. A lead agency may also elect to use a summary of projections from adopted planning documents (*Guidelines* § 15130).

Table 5-1 identifies both plans and projects used to conduct the cumulative impact analysis. The table identifies each environmental factor for which cumulative impacts are analyzed, and which plan(s) or project(s) were used in that analysis.

The temporal scope of the cumulative analysis is the year 2020. The physical scope of the analysis generally encompasses the City of Oakland and adjacent jurisdictions.

**Table 5-1  
Plans and Probable Future Projects Used in Cumulative Impact Analysis**

<b>Plan or Project Name</b> Agency	<b>Description</b>	<b>Status</b>	<b>Relevant Environmental Factors</b>
<b>Plans</b>			
<b>General Plan</b> City of Oakland	City-wide plan	Last updated to include <i>Estuary Policy Plan</i> Element in 1999	Land Use Traffic Air Quality Noise Public services
<b>West Oakland Cumulative Growth Scenario Update</b> City of Oakland	Update of existing and future economic and land use assumptions for more than 50 area planned projects (included in Appendix 5)	Update completed January 2002	Land Use Traffic Air Quality
<b>Projections 2002</b> Association of Bay Area Governments	Demographic projections for nine Bay area counties through 2025	Published 2001	Traffic Air Quality Noise Population/ Employment/ Housing Public services
<b>General Plan</b> City of Emeryville	City-wide plan	Last updated to revise the <i>Housing</i> Element in 2001	Land Use Traffic Air Quality Public Services
<b>Alameda Point General Plan Amendment</b> City of Alameda	Re-designation of land uses and adoption of General Plan policies for 1,444 acres	Public Review Draft EIR published November 2001	Land Use Public Services Traffic Air Quality
<b>Projects</b>			
<b>Vision 2000 Program</b> Port of Oakland	Marine and rail terminals, regional public park	Terminals in operation, park under construction	Land Use Traffic Air Quality Cultural Resources Biology Recreation Surface Water
<b>-50 Foot Navigation Improvements</b> U.S. Army Corps of Engineers (Corps), Port of Oakland	Dredge Oakland Outer and Inner harbors to -50 feet mean lower low water	EIS/R complete Construction approximately 2001-2005	Noise Biology Surface Water
<b>Bay Bridge Replacement</b> California Department of Transportation (Caltrans)	Replacement of the Bay Bridge from Yerba Buena Island to Oakland	EIS complete Construction approximately 2002-2006	Noise Biology Surface Water

**Table 5-1**  
**Plans and Probable Future Projects Used in Cumulative Impact Analysis**

<b>Plan or Project Name</b>	<b>Description</b>	<b>Status</b>	<b>Relevant Environmental Factors</b>
<b>Main Wastewater Treatment Plant Improvement</b>  East Bay Municipal Utility District (EBRPD)	Expansion of treatment plant facilities, capacity, and administration facilities	Undetermined future	Land Use Air Quality Noise
<b>Alameda Point Wildlife Refuge</b>  U.S. Fish and Wildlife Service (USFWS)	565 upland acres, 413 submerged acres for a wildlife refuge	EA complete	Land Use Biology
<b>Catellus Mixed Use Development EIR</b>  City of Alameda	Mixed use, including affordable housing at former Fleet and Industrial Supply Center (FISC) Annex	EIR complete	Land Use Traffic Air Quality
<b>Oakland Airport Development Program</b>  Port of Oakland	Airport expansion: terminals, circulation, parking	EA complete SEIR in progress  Construction of some component projects underway	Air Quality Noise
<b>San Francisco Airport Expansion</b>	Airport expansion	EIS/R complete  Undetermined future	Air Quality Noise
<b>Reuse of Bay Area Military Bases</b>  Multiple agencies	Conversion from military to community uses, including demolitions  Oakland: Fleet and Industrial Supply Center, Oakland (FISCO) and Oak Knoll  Alameda: NAS and FISCO Annex  San Francisco: the Presidio, Hunters Point Naval Annex, and NAS Treasure Island  Vallejo: Mare Island Shipyard  Novato: Hamilton Army Airfield	In various stages of reuse  Build-out: various	Land Use Cultural resources

1

## 2 **5.2 CUMULATIVE IMPACT ANALYSIS**

3 Each environmental factor discussed for redevelopment-specific impacts in Chapter 4: Setting  
 4 and Baseline, Impacts, and Mitigation, is evaluated below relative to cumulative impacts.

**5.2.1 Consistency with Plans and Policies**

There is no evidence that significant cumulative impacts currently exist relative to fundamental conflicts with applicable plans and policies to which the redevelopment program could contribute. Generally, development within the City and surrounding jurisdictions occurs in accordance with relevant plans and policies, as they may be amended from time to time.

In order for redevelopment to occur as proposed in Chapter 3: Description, amendment of the Oakland General Plan is first required to reflect the redevelopment program; through that amendment process, the redevelopment program would be fully consistent with the General Plan, and would not create cumulative impacts related to consistency with plans and policies.



**5.2.2 Land Use**

There is no evidence that significant cumulative land use impacts currently exist relative to community cohesion (physical division of an established community) to which the redevelopment program could contribute. In West Oakland, community cohesion has improved after realignment of I-880 to the boundary of that community, which the freeway formerly bisected. Redevelopment as proposed in combination with past, other current, and probable future actions would not divide or worsen the division of an established community, nor otherwise result in or contribute to impacts related to community cohesion.

**Benefits**

Large-scale land use changes could result from redevelopment as proposed in combination with past, other current, and probable future projects, including the Vision 2000 Program, and as described in the West Oakland Cumulative Growth Scenario Update, general plans of Oakland and nearby cities. In the broader West Oakland area, redevelopment as proposed in this EIR, in combination with other area redevelopment efforts, would improve land use compatibility throughout West Oakland. This would be a cumulative benefit.

Bay Area military base conversions afford communities opportunities to substantially change land uses. It is presumed that Base reuse efforts, including the proposed redevelopment program, reuse of Alameda Point, and reuse of FISC Alameda for the Catellus Mixed Use Project, would result in uses more compatible—rather than less—with local community character, both a local and region-wide cumulative benefit.



**Impacts and Mitigation**

**Impact 5.2-1: Contribution to existing land use incompatibilities.**

Land use compatibility in West Oakland outside the redevelopment project area is cumulatively impacted. Over time, industrial and commercial land uses have become inter-mixed with

residential uses (HEG 2000; see Section 4.2: Land Use, for a discussion; see Section 4.11: Aesthetics, for photographic documentation). In addition, large areas of industrialized land are located near the West Oakland community, including the OARB, the Port, and EBMUD's Main WWTP. While industrial uses are planned for portions of West Oakland, including redevelopment elements such as the New Intermodal Facility, Port maritime expansion, Light Industrial and Warehousing/Distribution facilities in the Gateway development area, and the expansion of the EBMUD Main WWTP, these industrial uses are separated from unlike uses in West Oakland by the elevated I880 and West Grand Avenue structures. Due to this physical separation, development of industrial facilities in West Oakland as planned would not result in or substantially contribute to existing land use incompatibilities. The contribution of redevelopment to land use incompatibilities would not be cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation is not warranted.



### 5.2.3 Transportation and Traffic

There is no evidence that significant cumulative impacts currently exist relative to fundamental conflict with support for alternative transportation to which the redevelopment program could contribute. Compliance with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks) would not be affected by other projects. Likewise, redevelopment would have no effect on the ability of other projects to comply with adopted policies, plans, or programs supporting alternative transportation. Redevelopment as proposed in combination with past, other current, and probable future projects would not result in reduced support of alternative transportation.

#### Impact Analysis Methodology

The same methods of analysis as described in Section 4.3 were used for the analysis of transportation impacts of redevelopment in combination with past, other current, and probable future projects. The analysis of traffic impacts reflects build-out assumptions of the Oakland, Alameda, and Emeryville General Plans, and all activities anticipated in the West Oakland Cumulative Growth Scenario Update, included in Appendix 5. In addition, this analysis reflects the Port of Oakland's Vision 2000 program, and the Catellus Mixed use development in Alameda.

Traffic forecasts were based on the 2001 version of the Alameda Countywide Model as required by the Alameda County Congestion Management Agency (CMA). The model provides forecasts of travel demand for 2005 and 2025 based on ABAG's *Projections 2000* socioeconomic forecasts. Two levels of analysis were performed for the analysis of cumulative traffic impacts using the Alameda Countywide Model. A Congestion Management Program (CMP) analysis

1 was performed using the model with the ABAG land uses for 2005 and 2025.<sup>1</sup> A summary of the  
2 CMP analysis is provided in Appendix 4.3.

3 A more detailed analysis was conducted for purposes of assessing cumulative environmental  
4 impacts to the transportation system and the extent to which redevelopment would contribute to  
5 cumulative impacts. In the environmental analysis, a cumulative growth approach was  
6 developed for the City, using a forecast-based approach — an approach based on regional  
7 forecasts of economic activity and demographic trends. The updated cumulative growth  
8 scenario for the City considered recent and anticipated future development projects in Oakland,  
9 as well as other changes in employment and population. Development projects and other  
10 changes in Oakland were identified based on input from City and Port staffs, and analysis of  
11 economic and real estate market data and trends. Future development projects were identified  
12 to include approved, proposed, and potential development projects expected by the year 2020,  
13 including buildout of the OARB area redevelopment project area.

14 The 2020 employment and population data developed by the method described above were  
15 compared against 2025 employment and population in the 2000 ABAG land use dataset, and  
16 the former exceeded the latter within the City. The ABAG land use data for the City of Oakland  
17 were replaced in the ABAG 2025 land use data set and were used as the basis for the analysis  
18 of cumulative conditions, because this scenario was deemed to be a worst case scenario under  
19 CEQA.

20 The Alameda Countywide Model was used with the land use data developed for the City to  
21 determine the traffic volumes that would be present with redevelopment in combination with  
22 past, other current, and probable future projects. The contribution of redevelopment to  
23 cumulative impacts was determined by removing redevelopment traffic (derived from ITE trip  
24 generation rates as depicted in Section 4.3) from the cumulative traffic volumes. This  
25 environmental impact analysis yielded more conservative results — an assessment of greater  
26 cumulative impacts — than the CMP analysis.

27 The same significance criteria used to evaluate redevelopment-specific impacts were used to  
28 evaluate the contribution of redevelopment to existing or anticipated cumulative impacts. These  
29 criteria are described in detail in Section 4.3: Transportation and Traffic, with the following  
30 addition: redevelopment was considered to make a considerable contribution to cumulative  
31 impacts if it contributes five (5) percent or more of the cumulative traffic increase as measured  
32 by the difference between existing and cumulative (with project) conditions.

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<sup>1</sup> For the CMP analysis, the land uses in the Alameda Countywide Model were modified to reflect the effect of redevelopment. For the analysis of 2005 conditions, the amount of redevelopment in the district expected to be completed by 2005 (375 live-work units) was added to the ABAG land use data and the model results were compared to model results without redevelopment. For 2025 conditions, the entire redevelopment program was coded into the land use dataset and the model results were compared to model results reflecting only existing and approved projects in the traffic analysis zones for the redevelopment project area.

**Benefits**

As described in Section 4.3, redevelopment would substantially reduce hazards to bicyclists and pedestrians in the redevelopment project area by implementing substantial portions of the Bay Trail. Redevelopment (as mitigated by measures included in Section 4.3) in combination with construction of other portions of the Bay Trail by Caltrans, the City, and the Port would result in a substantial cumulative safety benefit for bicyclists and pedestrians.

The provision of 105 acres of ancillary maritime support within the redevelopment project area in combination with efforts by the Port to provide satellite trucking facilities at strategic locations could have a cumulative benefit in providing relief from truck traffic and parking for nearby areas with incompatible land uses depending on the extent to which those facilities are used for truck parking, container freight handling, and container storage.

The elimination of two railroad/highway crossings on Maritime Street as part of redevelopment in combination with the Public Utility Commission's (PUC's) ongoing program to improve traffic control and/or eliminate railroad/highway crossings would provide a cumulative benefit in improving mobility and safety.

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**Impacts and Mitigation**

**Impact 5.3-1:** Increased congestion at intersections exceeding the cumulatively significant threshold.

Redevelopment, in combination with past, other current, and probable future projects as described in the description of methodology, above, would cause the level of service (LOS) to degrade to worse than LOS D at the following intersections located outside the Downtown area:

- West Grand Avenue/Maritime Street during the a.m. and p.m. peak hours;
- West Grand Avenue/I-880 Frontage Road during the a.m. and p.m. peak hours; and
- 7<sup>th</sup> /Maritime Street.

Redevelopment, in combination with past, other current, and probable future projects, would cause total intersection average delay to increase by four seconds at the Powell Street/I-80 northbound ramps intersection which would otherwise operate at LOS E during the p.m. peak hour.

Redevelopment, in combination with past, other current, and probable future projects would cause total intersection average vehicle delay to increase by more than two seconds at the following signalized intersections that would operate at LOS F during the a.m. peak hour:

- 7<sup>th</sup> Street/I-880 northbound ramp;

- 12<sup>th</sup> Street/Brush Street;
- Powell/I-80 northbound; and
- Atlantic Avenue/Webster Street (for this intersection, redevelopment contributes less than five percent of traffic to the impact).

Redevelopment traffic, in combination with past, other current, and probable future projects would add more than ten vehicles to the following unsignalized intersections that would satisfy the Caltrans peak hour volume warrant:

- 3<sup>rd</sup> Street/Adeline Street during the a.m. peak hour; and
- 3<sup>rd</sup> Street/Market Street during the p.m. peak hour.

The contribution of redevelopment to impacts at the intersections listed above — except for the Atlantic Avenue/Webster Street Intersection, to which redevelopment contributes less than five percent of the increase in cumulative traffic — would be cumulatively considerable, and the incremental effect of redevelopment is considered significant.

The impact of redevelopment on study area intersections, in combination with past, other current, and probable future projects is summarized in Table 5.2-1.

<b>Table 5.2-1 Unmitigated Intersections Operations for Redevelopment (Cumulative Conditions)</b>								
Intersection	Without Redevelopment				Cumulative			
	A.M. Peak Hour		P.M. Peak Hour		A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
West Grand Avenue/Maritime Street	C	28.5	C	21.1	<b>F</b>	<b>254.6</b>	<b>F</b>	<b>253.2</b>
West Grand Avenue/I-880 Frontage Road	D	38.2	C	30.0	<b>F</b>	<b>87.4</b>	<b>F</b>	<b>160.1</b>
West Grand Avenue/Mandela Parkway	B	11.1	B	11.9	B	15.2	B	18.8
West Grand Avenue/Adeline Street	A	8.6	B	10.5	B	15.2	B	15.7
West Grand Avenue/Market Street	B	10.8	B	11.5	B	10.7	B	11.2
West Grand Avenue/San Pablo Avenue	B	11.4	B	11.6	B	13.6	B	13.7
West Grand Avenue/MLK Jr. Way <sup>b</sup>	B	15.3	B	17.7	B	13.5	B	16.9
West Grand Avenue/Northgate Avenue <sup>b</sup>	C	23.6	C	20.9	C	24.7	C	24.2
West Grand Avenue/Harrison Street <sup>b</sup>	C	26.5	C	25.2	C	29.0	C	28.7
7 <sup>th</sup> Street/Maritime Street	F	150.6	E	55.9	<b>F</b>	<b>188.5</b>	<b>F</b>	<b>112.3</b>
7 <sup>th</sup> Street/I-880 Southbound Ramp	A	3.6	A	2.3	A	4.3	B	10.9
7 <sup>th</sup> Street/I-880 Northbound Ramp	C	34.3	D	36.5	<b>F</b>	<b>82.5</b>	D	40.0
7 <sup>th</sup> Street/Peralta Street	B	12.7	A	8.7	B	12.1	A	7.9
7 <sup>th</sup> Street/Mandela Parkway	B	16.4	B	16.4	B	15.8	B	15.9
7 <sup>th</sup> Street/Union Street	A	8.0	B	16.7	A	7.8	B	16.1
7 <sup>th</sup> Street/Adeline Street	B	11.7	B	10.3	B	11.7	B	12.5
7 <sup>th</sup> Street/Market Street	C	27.6	C	27.3	D	40.1	C	28.3
7 <sup>th</sup> Street/Harrison Street <sup>b</sup>	B	14.0	C	20.4	B	14.2	C	20.7
7 <sup>th</sup> Street/Jackson Street <sup>b</sup>	C	21.0	C	22.2	D	39.2	C	25.3
6 <sup>th</sup> Street/Jackson Street <sup>b</sup>	B	10.5	B	11.7	B	10.5	B	11.7
5 <sup>th</sup> Street/Union Street/I-880 Ramps	C	30.7	C	29.9	C	32.0	C	30.4
5 <sup>th</sup> Street/Adeline Street	D	42.1	C	32.2	D	53.8	C	34.7



**Table 5.2-1  
Unmitigated Intersections Operations for Redevelopment (Cumulative Conditions)**

Intersection	Without Redevelopment				Cumulative			
	A.M. Peak		P.M. Peak		A.M. Peak		P.M. Peak	
	Hour		Hour		Hour		Hour	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
I-880 Off Ramp/Market Street	C	21.6	B	20.0	C	22.0	C	20.4
5 <sup>th</sup> Street/Broadway <sup>b</sup>	C	27.8	D	46.6	C	28.5	E	55.7
3 <sup>rd</sup> Street/Adeline Street (unsignalized) <sup>c</sup>	D	26.8	C	17.8	<b>E</b>	<b>42.2</b>	C	22.1
3 <sup>rd</sup> Street/Market Street (unsignalized) <sup>c</sup>	D	30.5	F	177.0	E	46.1	<b>F</b>	<b>207.3</b>
14 <sup>th</sup> Street/Mandela Parkway	A	7.8	A	7.8	A	9.1	A	8.4
12 <sup>th</sup> Street/Brush Street <sup>b</sup>	F	83.2	C	25.4	<b>F</b>	<b>87.6</b>	C	25.4
12 <sup>th</sup> Street/Castro Street <sup>b</sup>	B	16.2	C	21.7	B	16.2	C	21.7
27 <sup>th</sup> Street/SR 24-580 SB Off-Ramp	B	15.5	B	16.0	B	15.1	B	16.5
27 <sup>th</sup> Street/SR 24-580 NB On-Ramp	B	11.2	B	19.1	B	12.9	C	25.3
West MacArthur Blvd/Adeline Street	C	33.5	D	45.6	D	41.4	D	50.6
West MacArthur Blvd/Market Street	B	16.7	C	20.8	B	16.6	C	21.2
Powell Street/I-80 Frontage Road	C	21.8	C	22.4	C	21.8	C	22.4
Powell Street/I-80 NB Ramps	C	28.1	E	71.3	C	28.5	<b>E</b>	<b>75.3</b>
Powell Street/Christie Street	C	32.9	D	35.7	C	32.9	D	35.8
Powell Street/Hollis Street	C	26.7	E	63.1	C	26.8	E	66.7
Powell Street/San Pablo Avenue	D	37.3	D	45.2	D	38.6	D	46.8
Stanford Avenue/Market Street	C	30.7	C	32.7	C	30.8	C	33.4
Stanford Avenue/MLK Jr. Way	B	18.2	F	98.0	B	18.1	F	97.8
Ashby Avenue/7 <sup>th</sup> Street	D	35.8	D	52.3	D	36.6	D	53.1
Ashby Avenue/San Pablo Avenue	C	34.8	E	60.4	D	36.8	E	63.0
Marina Village/Constitution Way	D	42.4	C	29.3	D	47.0	C	29.6
Atlantic Avenue/Webster Street	F	84.5	D	45.2	<b>F</b>	<b>86.6</b>	D	46.7
Atlantic Avenue/Constitution Way	D	45.5	D	37.1	D	50.6	D	40.4
Loop Road/GDA Spine Road	-	-	-	-	B	18.1	C	20.2

**Source:** Dowling Associates 2002

**Notes:**

Significant impacts of redevelopment are shown in ***Boldface Italics***.

<sup>a</sup> Delay in seconds per vehicle.

<sup>b</sup> Defined as a downtown intersection.

<sup>c</sup> Significant impacts at unsignalized intersections are based on signal warrants – not delay.

**Mitigation: West Grand Avenue/Maritime Street.** Implementation of Mitigation Measure 4.3-1 would reduce cumulative impacts at the Maritime Street/West Grand Avenue intersection during the a.m. peak hour, but would not reduce cumulative impacts during the p.m. peak hour to a level that is less than significant. No feasible mitigation measures have been identified that would reduce cumulative impacts to a level that is less than significant; therefore, residual cumulative impacts at the Maritime Street/West Grand Avenue intersection would be significant and unavoidable.

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**Mitigation: West Grand Avenue/I-880 Frontage Road.** Implementation of Mitigation Measure 4.3-2 would reduce cumulative impacts at the West Grand Avenue/I-880 Frontage Road intersection to a level that is less than significant.

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**Mitigation: 7<sup>th</sup>/Maritime Street.** Implementation of Mitigation Measure 4.3-3 would reduce redevelopment-specific impacts at the 7<sup>th</sup>/Maritime Street intersection to a level that is less than significant, but would not be capable of accommodating all cumulative traffic at this intersection. Implementation of the following measure would reduce cumulative impacts at the 7<sup>th</sup> /Maritime Street intersection to a level that is less than significant.

Mitigation 5.3-1: 7<sup>th</sup>/Maritime Street. Project area developers shall fund a fair share of additional modifications at the 7<sup>th</sup> /Maritime Street intersection.

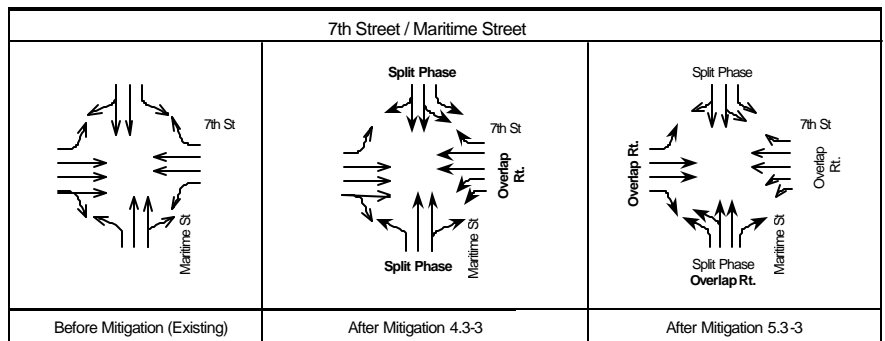
Improvements for cumulative effects shall include the following:

1. Revise the northbound Maritime Street lanes to provide:

- a. 1 left-turn lane
- b. 1 combination left-through lane
- c. 1 through lane
- d. 1 right-turn lane with overlap signal phasing (green arrow)

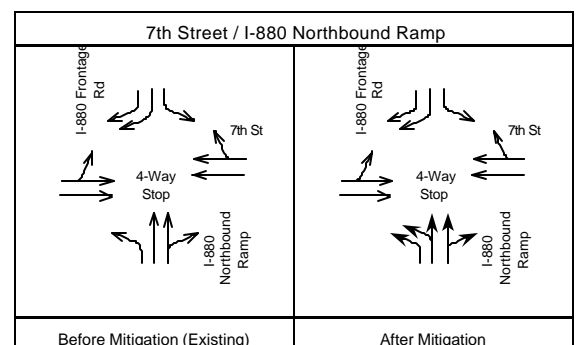
2. Revise the eastbound 7<sup>th</sup> Street lanes to provide:

- a. 1 left-turn lane
- b. 2 through lanes
- c. 1 right-turn lane with overlap signal phasing (green arrow)



Implementation of the following measure would reduce cumulative impacts at the 7<sup>th</sup> Street/I-880 northbound ramp intersection to a level that is less than significant.

**Mitigation 5.3-2: 7<sup>th</sup> Street/I-880 Northbound Ramps.** Project area developers shall fund a fair share of modifications at the 7<sup>th</sup> Street/I-880 Northbound ramp.



Improvements for cumulative effects shall include the following:

1. Revise the northbound I-880 ramp lanes to provide:

- a. 1 left-turn lane
- b. 1 combination left-through lane
- c. 1 through-right lane

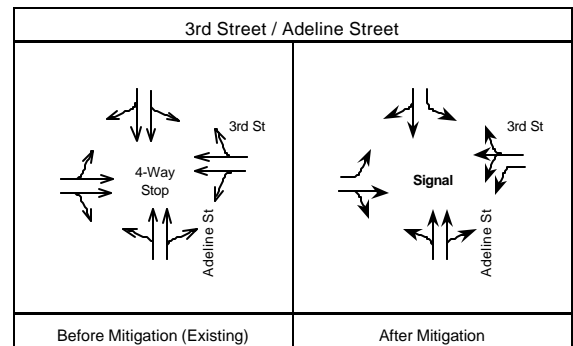
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Implementation of the following measure would reduce cumulative impacts at the 3<sup>rd</sup>/Adeline Street intersection to a level that is less than significant.

**Mitigation 5.3-3: 3<sup>rd</sup>/Adeline Street.** Project area developers shall fund a fair share of the modifications at the 3<sup>rd</sup>/Adeline Street intersection.

Improvements for cumulative effects shall include the following:

- 1. Convert the traffic signal that is currently functioning as a flashing beacon to a fully operational traffic signal.
- 2. Provide permitted phasing for the northbound Adeline Street left-turning movement.



3. Revise the southbound Adeline Street lanes to provide:

- a. 1 left-turn lane
- b. 1 combination through right-lane lane

4. Revise the eastbound 3<sup>rd</sup> Street lanes to provide:

- a. 1 left-turn lane
- b. 1 combination through-right lane

5. Revise the westbound 3<sup>rd</sup> Street lanes to provide:

- a. 1 left-turn lane
- b. 1 combination left-through-right lane

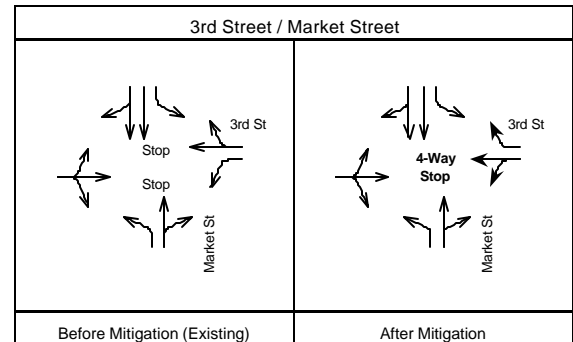
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Implementation of the following measure would reduce cumulative impacts at the 3<sup>rd</sup>/Market Street ramp intersection to a level that is less than significant.

**Mitigation 5.3-4: 3<sup>rd</sup>/Market Street.** Project area developers shall fund a fair share of modifications at the 3<sup>rd</sup>/Market Street intersection.

Improvements for cumulative effects shall include the following:

1. Install 4-way stop sign control.
2. Revise the westbound 3<sup>rd</sup> Street lanes to provide:
  - a. 1 combination left-through lane
  - b. 1 right-turn lane



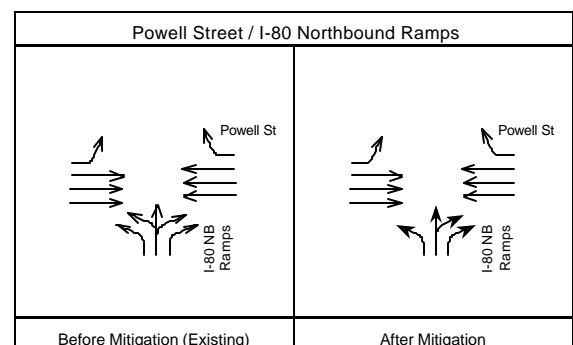
**Mitigation 5.3-5: 12<sup>th</sup> /Brush Street.** Project area developers shall fund a fair share of modifications to the 12<sup>th</sup>/Brush Street intersection to increase the signal cycle length to **102** seconds. Implementation of this mitigation measure would reduce cumulative impacts at the 12<sup>th</sup> /Brush Street intersection to a level that is less than significant.

Implementation of the following measure would reduce cumulative impacts at the Powell Street/I-80 northbound ramps intersection to a level that is less than significant.

**Mitigation 5.3-6: Powell Street/I-80 Northbound Ramps.** Project area developers shall fund a fair share of modifications at the Powell Street/I-80 northbound ramps intersection.

Improvements for cumulative effects shall include the following:

1. Revise the northbound I-80 ramp lanes to provide:
  - a. 1 left-turn lane
  - b. 1 combination through-right lane
  - c. 1 right-turn lane



The effects of the mitigation measures described above are shown in Table 5.2-2.

**Table 5.2-2  
Intersections Operations After Mitigation (Cumulative Conditions)**

Intersection	Cumulative				Redevelopment with Mitigation			
	A.M. Peak Hour		P.M. Peak Hour		A.M. Peak Hour		P.M. Peak Hour	
	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>	LOS	Delay <sup>a</sup>
West Grand Avenue/Maritime Street	F	254.6	F	253.2	D	41.6	F	85.7
West Grand Avenue/I-880 Frontage Road	F	87.4	F	160.1	D	47.1	D	52.4
7 <sup>th</sup> Street/Maritime Street	F	188.5	F	112.3	D	48.7	D	39.8
7 <sup>th</sup> Street/I-880 Northbound Ramp	F	82.5	D	40.0	D	39.8	D	36.5
3 <sup>rd</sup> Street/Adeline Street (unsignalized) <sup>c</sup>	E	42.2	C	22.1	D	37.1	D	26.2
3 <sup>rd</sup> Street/Market Street(unsignalized) <sup>c</sup>	E	46.1	F	207.3	B	8.4	D	34.8
12 <sup>th</sup> Street/Brush Street <sup>b</sup>	F	87.6	C	25.4	E	79.6	C	25.8
Powell Street/I-80 NB Ramps	C	28.5	E	75.3	C	24.3	D	50.4

**Source:** Dowling Associates 2002

**Notes:**

Significant impacts of redevelopment are shown in ***Bold Italics***.

<sup>a</sup> Delay in seconds per vehicle.

<sup>b</sup> Defined as a downtown intersection.

<sup>c</sup> Significant impacts at unsignalized intersections are based on signal warrants – not delay.



**Impact 5.3-2:** Increased congestion on the Metropolitan Transportation System (MTS) exceeding the cumulatively significant threshold.

Redevelopment, in combination with past, other current, and probable future projects, would cause some roadway segments on the MTS to operate at LOS F and increase the V/C ratio by more than three percent on segments that would operate at LOS F without redevelopment.

Significant cumulative impacts would occur on the following freeway segments:

- I-80 from the Bay Bridge to east of the I-80/I-580 split
- I-880 connector to I-80 east
- I-880 from I-980 to the segment south of I-238
- I-580 from west of I-980/SR-24 to I-238
- SR-24 east of I-580

The cumulative impact of redevelopment is considered significant.

**Mitigation:** Implementation of Mitigation Measure 4.3-4 would reduce traffic demand on the MTS, but the residual cumulative impact would remain significant, and is considered unavoidable. No feasible mitigation measures have been identified that would reduce cumulative freeway impacts to a level that is less than significant. Increasing freeway capacity

by adding lanes would not be feasible because of high cost, negative impacts to air quality, and other factors. Moreover, adding lanes is inconsistent with the policies of the responsible regional agencies.

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**Impact 5.3-3: Increased traffic hazards.**

Redevelopment, in combination with past, other current, and probable future projects, could result in increased traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features, incompatible transportation modes, or increases in transport trucks on neighborhood streets. Construction of other traffic-generating projects such as the new Bay Bridge, build-out of Emeryville and former NAS Alameda, and development of planned portions of the Bay Trail would increase traffic from motor vehicles, bicycles, and pedestrians. The mixing of increased volumes of vehicular and non-motorized modes could result in increased traffic hazards, such as increased potential for conflicts between pedestrians/bikes due to traffic volumes.

**Mitigation:** Mitigation Measures 4.3-5, -6, and -7 would mitigate the redevelopment-specific and cumulative impact to a level that is less than significant. Additional mitigation is not warranted.

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**Impact 5.3-4: Inadequate emergency access.**

Construction of the access roadway from Maritime Street through the center of the Gateway development area to the Gateway peninsula could result in less than two emergency access routes for this street which would exceed 1000 feet in length. The cumulative impact of redevelopment in combination with the Bay Bridge Replacement Project could make it infeasible to provide a second road access to the western portion of the Gateway development area, and could result in cumulative impacts to emergency access.

**Mitigation:** Mitigation Measure 4.3-8 would mitigate the redevelopment-specific and cumulative impact to a level that is less than significant. Additional mitigation is not warranted.

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**Impact 5.3-5: Inadequate truck-related parking.**

Redevelopment, in combination with past, other current, and probable future projects, including the Vision 2000 Program could result in inadequate parking supply for trucks serving the Port of Oakland. The number of parking spaces required for the Gateway development area and 16<sup>th</sup>/Wood sub-district will be determined by City Code and a future demand analysis based on specific development projects. The effect of redevelopment, in combination with already approved Port maritime development and the probable development of ancillary maritime

support facilities to serve the expanded Port, could have an increased cumulative effect on the potential for truck operators to park outside the redevelopment project area. The contribution of redevelopment to a possible deficit in truck parking within the project area would be potentially significant, particularly during construction of new Port facilities, which could make unavailable land currently used for parking. The need for additional land outside the Port area is expected to occur in approximately 2010.

Approximately 105 acres have been reserved exclusively for ancillary maritime support (AMS) uses as part of the redevelopment program. Such support is essential to efficient port operation, however, most ports do not provide for truck parking within their port area, as the redevelopment program proposes. Consequently, the Port's allocation of 90 acres and the City's allocation of an additional 15 acres has been considered by BCDC staff as a "laudatory achievement," and that this amount of land, adjacent to the marine terminals and UP Intermodal railyard, is a reasonable amount of land to accommodate AMS. Nevertheless, BCDC staff, the City, Port, and trucking industry agree the City and Port should continue to work with the trucking industry and the West Oakland community to find appropriate amounts and locations of land near but outside the Port to serve trucking needs and minimize the impact of Port-related trucking on the West Oakland community.

The Port commissioned a study (Tioga Group 2001) to explore ways to accommodate truck services that must be located near the Port, while assuring that the adjacent communities are relieved of unnecessary truck traffic. The study used forecasts of cargo segment growth, typical facility designs, industry standards, and working assumptions to estimate the usable acres required for efficient, single-purpose, core services facilities. The resulting estimates as summarized below are approximate minimums that could be achieved under reasonably efficient conditions.

Estimated Core Services Land Requirements							
Year	Drayage Tractor Parking	Container /Chassis Parking	Short- term Parking	Truck Services	Heavy Cargo Facilities	Working Reefer Depots	Total Core Service Acres
2000	5	7	1	4	36	18	71
2005	7	8	2	4	44	24	88
2010	9	10	2	7	56	30	114
2015	12	12	5	7	70	38	143
2020	16	14	8	8	85	47	178
Source: Tioga Group 2001.							

These estimates are greater than the 105 acres dedicated under the redevelopment program, growing proportionately with cargo volume and reaching a minimum of approximately 178 acres in 2020.

The expected availability of redevelopment project area acreage from different sources over the next two decades is as follows:

<b>Harbor-Area Acreage for Port Services by Source</b>					
<b>Source</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Port Controlled Interim	125	75	50	25	
Maritime Support Center (MSC)		75	75	75	75
Port Additional Lands		15	15	15	15
City Additional Lands		15	15	15	15
Total Acres Available, Redevelopment Project Area	125	180	155	130	105
<b>Source:</b> Tioga Group 2001.					

The supply of harbor area land available for Port services peaks in approximately 2005, and declines thereafter. The ability of the Port to accommodate core services on this harbor area land will depend on parcel configuration and the amount of land taken up by streets, rail trackage, utilities, etc.

Generally, it is anticipated there is enough space within the redevelopment project area to house efficiently configured port services through approximately 2010.

<b>Year</b>	<b>Total Core Service Acres<sup>a</sup></b>	<b>Harbor-Area Acres<sup>a</sup></b>	<b>Est. Usable Harbor Area Acres<sup>a</sup> (90%)</b>	<b>Gap<sup>a</sup></b>
2000	71	125	113	--
2005	88	180	162	--
2010	114	155	140	--
2015	143	130	117	26
2020	178	105	95	84
<b>Source:</b> Tioga Group 2001.				
<b>Note:</b> <sup>a</sup> All amounts rounded to nearest acre.				

The 105 permanent acres currently planned for such uses will accommodate much — but not all — demand under efficient operating conditions. Additional interim space available during terminal development will help accommodate most Port services to approximately 2010. Starting in about 2010, there will be a shortfall or “gap.” Not all Port services will fit on redevelopment project area land, and some will have to be housed at suitable sites elsewhere.

**Mitigation 5.3-7:** The City and Port shall cooperatively develop a program that combines multiple strategic objectives and implementation tools designed to reduce cumulative truck parking and other AMS impacts.

This program should consider strategies that may include, but should not be limited to the following:

- Pursue truck traffic mitigation steps, information strategies, and rail intermodal strategies.



- Identify potential land swaps and utilize additional small parcels of land in the vicinity of the port, especially for truck parking and support services.
- Prioritize the use of harbor-area land for core services, maximize the efficient use of harbor-area land and facilities, and reduce the impacts in adjacent neighborhoods.
- Promote intensive land use (doing more with less) and extended terminal gate hours.
- Actively encourage relocation of selected services to other Oakland, East Bay, or Northern California (Hinterland Loop) locations.
- Develop multi-user facilities in Oakland or in corridor locations (e.g., Richmond and San Leandro) for both core and non-core services.

Implementation of such a program may take many years, and the success of the program cannot be ascertained at this time. Therefore, this cumulative impact remains significant and unavoidable.

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**Impact 5.3-6:** Increased ridership on AC Transit during peak weekday hours.

Redevelopment, in combination with past, other current, and probable future projects, including projects of the West Oakland Cumulative Growth Scenario Update, would increase average ridership on AC Transit lines by more than three percent on transit lines serving the redevelopment project area, but the average load factor with the redevelopment program in place would not exceed 125 percent over a peak thirty minute period, and cumulative impacts would be less than significant. Development along the AC Transit lines is not expected to create a substantial increase in the demand for bus transit service. There is adequate capacity on the AC Transit lines serving the redevelopment project area to accommodate the expected increase in demand from redevelopment in combination with other potential developments; are the cumulative impact on AC Transit service would be less than significant.

**Mitigation:** Mitigation is not warranted.

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**Impact 5.3-7:** Increased ridership on BART trains.

Redevelopment, in combination with past, other current, and probable future projects, including projects of the West Oakland Cumulative Growth Scenario Update, could increase peak hour average ridership three percent where the passenger volume would exceed the standing capacity of BART trains. Transit oriented development has been proposed near the West Oakland BART station, and the combination of that development in combination with redevelopment of the project area could result in cumulative impacts on BART train service;

therefore, the cumulative impact to BART is considered potentially significant. Implementation of the following measure would reduce cumulative BART ridership impacts to a level that is less than significant.

**Mitigation 5.3-8:** The City and Port shall work with BART to ensure adequate BART train capacity will be available for riders to and from the redevelopment project area, and possibly fund, on a fair share basis, BART train capacity improvements.

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**Impact 5.3-8:** Increased waiting time during peak weekday hours at BART fare gates.

Redevelopment, in combination with past projects, other current projects, and probable future projects, including projects of the West Oakland Cumulative Growth Scenario Update, would increase the peak hour average ridership at the West Oakland BART station by three (3) percent where average waiting time at fare gates could exceed one minute. Redevelopment, in combination with the transit oriented development that has been proposed near the West Oakland BART station, would likely result in cumulative impacts on BART service at fare gates; therefore, the cumulative impact is considered potentially significant.

**Mitigation:** Mitigation Measure 4.3-12 would mitigate the cumulative impact to a level that is less than significant. Additional mitigation is not warranted.

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**Impact 5.3-9:** Increased delays to commercial vessels.

Increased vessel calls due to the redevelopment, in combination with past, other current, and probable future projects, including the Vision 2000 Program, could increase minor delays to commercial vessels plying their trade. Redevelopment, in combination with other probable future Port projects, is projected to increase vessel calls at the Port over 2000 vessel calls by 643 (from about 1,810 to 2,455) in the year 2020. Some of these port calls would occur at New Berth 21, with the remainder distributed in the Inner and Outer Harbors. Vessels using the Inner Harbor turn around in the Inner Harbor turning basin immediately east of the Alameda ferry terminal and about 0.25 mile west of the Oakland ferry terminal. The tug wake from turning the vessels in the basin make ferry movements in the area difficult. Ferry operators are aware of this and they wait until the vessel finished turning before attempting to pass, as is the current protocol. This causes ferry delays of 5 to 10 minutes approximately twice per month. The cumulative impact would be less than significant.

**Mitigation:** Mitigation is not warranted.

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#### 5.2.4 Air Quality

The cumulative air quality analysis for this proposed redevelopment program follows the CEQA guidelines developed by the Bay Area Air Quality Management District (BAAQMD) (BAAQMD 1996, revised 1999). Those guidelines provide that a proposed action resulting in significant impacts to air quality is also considered to have a significant cumulative impact to air quality (BAAQMD 1996, revised 1999). The proposed action may be a specific development activity or a plan, as in the case of the proposed redevelopment program.

#### Impacts and Mitigation

**Impact 5.4-1:** Redevelopment would result in significant cumulative air quality impacts associated with emissions of nitrogen oxides (NO<sub>x</sub>), reactive organics gases (ROG), carbon monoxide (CO), particulate matter less than 10 microns in diameter (PM<sub>10</sub>), and diesel exhaust (almost entirely particulate matter less than 2.5 microns in diameter [PM<sub>2.5</sub>]), the latter defined as a toxic air contaminant by the California Air Resources Board (CARB).

As discussed in Section 4.4: Air Quality, redevelopment would result in significant and unavoidable air quality impacts. These impacts would be associated with NO<sub>x</sub>, ROG, CO, PM<sub>10</sub>, and diesel exhaust from ships, tugboats, cargo-handling equipment, rail yard equipment, trains, transport trucks, delivery trucks, and passenger cars. Approximately 91 percent of the NO<sub>x</sub> and 85 percent of the diesel emissions associated with redevelopment could be attributed to Port of Oakland activities (Table 4.4-5). Of these Port-generated emissions, a majority (67 percent of NO<sub>x</sub> and 77 percent of diesel exhaust emissions) would be from cargo ships that would use new Port facilities in the redevelopment project area. A majority of gross redevelopment program CO emissions (76 percent) and roughly half of ROG emissions (53 percent) associated with redevelopment could be attributed to passenger car and delivery truck traffic generated by Port activities, the Gateway development area, and the 16<sup>th</sup>/Wood sub-district (Table 4.4-5).

As indicated above, the BAAQMD guidelines for CEQA state that a proposed action resulting in significant air quality impacts is also considered to have a significant cumulative air quality impact (BAAQMD 1996, revised 1999).

Section 4.4: Air Quality, recommends mitigation measures to reduce significant impacts associated with the proposed redevelopment program. Those measures focus on reducing emissions from redevelopment program construction and remediation activities, reducing emissions from Port of Oakland operations, reducing or off-setting emissions from diesel-burning trucks, and implementation of BAAQMD and CAP TCMs. While these mitigation measures require implementation of emission reduction technology to the maximum extent feasible, they would not reduce air quality impacts of the redevelopment project on a project-specific or cumulative basis to a less than significant level.

As indicated above, the majority of proposed redevelopment program emissions would be from ships and transport trucks (see also Table 4.4-5), and mitigation efforts focus on those sources. It is difficult for the City or the Port of Oakland, however, to control emissions from ship engines because neither the Port, the City nor any other California agency (including CARB and

BAAQMD) have jurisdiction over ship emissions, and the EPA does not have jurisdiction over ships plying international waters. Additionally, while transport truck emissions could be reduced by engine retrofits to cleaner-burning diesel fuel, with add-on exhaust controls such as catalytic oxidizers and soot filters, and other measures recommended for the redevelopment program, there are other strategies that could be implemented to reduce cumulative diesel emissions, but that are outside of the control or jurisdiction of the City or the Port.

A study of feasible mitigation measures for diesel emissions related to Port operations was conducted by the Port of Oakland for the Berths 55-58 EIR (Port of Oakland 1998). That analysis evaluated the technological and economic feasibility of numerous emissions control measures. The feasibility of these measures was evaluated with respect to each type of source that would be mitigated (e.g., ships, tugboats, locomotives, cargo-handling equipment, and transport trucks). Some of the measures were considered technically infeasible. One of the reasons for determining technical infeasibility is if the measure cannot be implemented because it is not within the authority of the lead agency. However, the City and the Port are able to encourage, lobby, and participate in demonstration projects that may advance implementation of emission control technologies that are within the jurisdiction of other agencies. Therefore, the following mitigation measure is recommended to advance emission reductions technologies that might be applied within the redevelopment project area.

**Mitigation Measure 5.4-1:** The City and the Port shall encourage, lobby, and potentially participate in emission reduction demonstration projects that promote technological advances in improving air quality.

Such encouragement, lobbying, and participation may include the following:

- Retrofitting locomotive engines to meet current federal standards.
- Using reduced sulfur fuels in ships while the ships are in the San Francisco Bay.
- Treating NO<sub>x</sub> with selective catalytic reductions.
- Implementing random roadside emissions tests and develop a system of fines for trucks not in compliance with emission regulations.
- Establishing emissions-based berthing fees.
- Buying relatively old, highly polluting cars to take them off the road.

Although these programs may assist in advancing emission reduction technologies or implementing emission reduction methods, the incremental contribution of the redevelopment program would remain cumulative considerable, and the cumulative impact on air quality remains significant and unavoidable.



### 5.2.5 Noise

#### Impacts and Mitigation

**Impact 5.5-1:** Construction, including remediation and deconstruction, could result in short-term noise levels in excess of established standards, or that violate the City of Oakland Noise Ordinance at and near the project area, and along construction haul routes.

The –50-Foot Navigation Improvement, the Bay Bridge Replacement, and the EBMUD Main WWTP Expansion projects could be under construction in the vicinity of and concurrently with redevelopment activities. Construction activities occurring within the city limits would be subject to noise limitations under the Oakland Noise Ordinance similar to those of proposed redevelopment. Those outside the City limit are well removed from West Oakland noise-sensitive receptors. Consequently, after accounting for attenuation of noise with distance, and mitigation requirement for the redevelopment program, it is expected that cumulative noise increases from these activities at a given West Oakland receptor would be less than double the sound energy, and would not constitute a significant (greater than 5 dBA) cumulative increase to noise levels.

**Mitigation:** Mitigation recommended in Section 4.5 for redevelopment program impacts is adequate. Additional mitigation for cumulative impacts is not warranted.

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**Impact 5.5-2:** Operation of redevelopment facilities would result in long-term increases in ambient noise levels.

Because the primary operational noise sources for the redevelopment project would be vehicle traffic and rail operations, the focus of the cumulative noise analysis is vehicle traffic and rail in the year 2020. It is not expected that operational noise impacts, other than that generated by traffic and rail, from the projects listed in Table 5-1 in concert with the redevelopment project will yield cumulative noise impacts. Table 5.2-3 presents data regarding 2020 cumulative freeway segment noise (based on Dowling Associates, Inc. 2002), and Table 5.2-4 presents similar data for study area intersections (non-freeway roads). In combination with past, other current, and probable future projects, redevelopment would not cause an increase in noise of 5 dBA or more, for morning or afternoon rush periods, at any of the freeway segments.

**Table 5.2-3**  
**Cumulative Changes in Traffic Noise Along Freeway Segments**

Freeway Segment	Travel Direction	AM Peak			PM Peak		
		Baseline Traffic	Program Traffic	Increase in dB	Baseline Traffic	Program Traffic	Increase in dB
I-80 at the Bay Bridge	East	7,859	436	0.2	12,316	103	0.0
	West	12,022	105	0.0	11,168	421	0.2
I-80 between I-880 and I-580	East	5,736	144	0.1	8,618	785	0.4
	West	9,247	823	0.4	7,942	174	0.1

**Table 5.2-3**  
**Cumulative Changes in Traffic Noise Along Freeway Segments**

Freeway Segment	Travel Direction	AM Peak			PM Peak		
		Baseline Traffic	Program Traffic	Increase in dB	Baseline Traffic	Program Traffic	Increase in dB
I-80 East of I-80/I-580 Split	East	8,791	213	0.1	10,170	830	0.3
	West	9,332	855	0.4	9,045	204	0.1
I-880 Connector to I-80 East	North	3,009	213	0.3	2,606	831	1.2
	South	1,968	855	1.6	2,042	204	0.4
I-880 Connector to I-80 West	North	1,897	5	0.0	701	1,206	4.3
	South	1,297	9	0.0	1,629	277	0.7
I-880 North of 7th St.	North	2,988	16	0.0	4,005	18	0.0
	South	2,647	25	0.0	4,200	7	0.0
I-880 South of 7th St.	North	4,249	898	0.8	4,131	231	0.2
	South	2,925	277	0.4	4,221	860	0.8
I-880 North of I-980	North	5,210	882	0.7	4,192	213	0.2
	South	2,932	224	0.3	4,625	694	0.6
I-880 South of I-980	North	8,459	830	0.4	8,085	209	0.1
	South	5,968	293	0.2	7,068	784	0.5
I-880 North of I-238	North	8,555	620	0.3	8,032	157	0.1
	South	8,335	232	0.1	9,508	582	0.3
I-880 South of I-238	North	7,555	580	0.3	9,254	145	0.1
	South	10,313	178	0.1	8,558	556	0.3
I-238	East	3,282	54	0.1	5,330	26	0.0
	West	5,878	40	0.0	3,798	12	0.0
I-580 East of I-238	East	6,424	54	0.0	9,135	26	0.0
	West	9,364	40	0.0	6,670	12	0.0
I-580 West of I-238	East	6,966	44	0.0	7,595	249	0.1
	West	6,171	256	0.2	6,621	56	0.0
I-580 East of I-980/SR-24	East	4,283	124	0.1	8,500	671	0.3
	West	7,742	693	0.4	5,634	153	0.1
I-580 West of I-980/SR-24	East	6,752	144	0.1	8,964	785	0.4
	West	8,485	822	0.4	7,916	174	0.1
I-980	East	3,050	15	0.0	6,389	26	0.0
	West	6,310	30	0.0	3,088	11	0.0
SR-24 East of I-580	East	3,976	118	0.1	7,288	515	0.3
	West	7,315	528	0.3	4,340	127	0.1

**Source:** Traffic information from "Freeway LOS.xls", Dowling Associates, Inc. 2002.

- 1 For non-freeway roads, Table 5.2-4 shows the 2020 link volumes also provided by the traffic
- 2 study (Dowling Associates, Inc. 2002). None of the intersections would generate a noise
- 3 increase greater than 5 dB.

**Table 5.2-4**  
**Cumulative changes in Traffic Noise Along Non-Freeway Roads**

Intersection	2020 Link Volumes					
	AM Peak			PM Peak		
	Baseline Traffic	Program Traffic	Increase in dB	Baseline Traffic	Program Traffic	Increase in dB
West Grand/Maritime	1,106	281	1.0	1,479	27	0.1
West Grand/Frontage Road	2,098	27	0.1	2,197	268	0.5
West Grand/Mandela	1,827	137	0.3	1,994	139	0.3
West Grand/Adeline	1,726	129	0.3	2,375	132	0.2
West Grand/Market	1,952	1,016	1.8	1,853	1,035	1.9
West Grand/San Pablo Avenue	2,694	794	1.1	3,103	801	1.0
West Grand/MLK Jr	1,943	797	1.5	2,069	804	1.4
West Grand/Northgate	2,335	798	1.3	2,614	803	1.2
West Grand/Harrison	5,063	258	0.2	5,640	254	0.2
7th/Maritime	3,588	846	0.9	2,263	672	1.1
7th/I-880 SB Ramp	2,002	770	1.4	1,363	1,029	2.4
7th/I-880 North Ramp	1,900	1,236	2.2	1,660	916	1.9
7th/Peralta	919	122	0.5	862	122	0.6
7th/Mandela	1,524	129	0.4	1,535	127	0.3
7th/Union	1,888	128	0.3	1,777	128	0.3
7th/Adeline	2,192	334	0.6	2,048	338	0.7
7th/Market	2,412	330	0.6	2,638	304	0.5
7th/Harrison	3,755	173	0.2	5,162	42	0.0
7th/Jackson	2,177	170	0.3	3,106	41	0.1
6th/Jackson	2,140	170	0.3	2,538	41	0.1
5th/Union/I-880 Ramps	2,287	69	0.1	1,782	179	0.4
5th/Adeline	2,703	237	0.4	2,064	321	0.6
I-880 Off Ramp/Market	1,929	146	0.3	1,773	55	0.1
5th/Broadway	2,612	44	0.1	3,139	178	0.2
3Road/Adeline	1,652	232	0.6	1,383	141	0.4
3Road/Market	1,306	104	0.3	1,467	49	0.1
14th/Mandela	624	329	1.8	546	357	2.2
12th/Brush	3,437	30	0.0	2,026	11	0.0
12th/Castro	1,497	20	0.1	3,462	31	0.0
27th/SR 24-580 Off Ramp	2,563	394	0.6	1,803	278	0.6
27th/SR 24-580 On Ramp	2,005	78	0.2	3,048	356	0.5
San Pablo Avenue/Adeline	3,192	137	0.2	3,738	135	0.2
W MacArthur/Market	2,001	137	0.3	2,872	134	0.2
Powell/I-80 Frontage Road	3,352	52	0.1	4,355	53	0.1
Powell/I-80 NB Ramps	3,772	61	0.1	5,209	94	0.1
Powell/Christie	3,485	52	0.1	4,969	52	0.0
Powell/Hollis	2,534	52	0.1	3,815	52	0.1
Powell/San Pablo Avenue	4,189	52	0.1	4,473	52	0.1
StanfoRoad/Market	2,836	52	0.1	3,387	54	0.1
StanfoRoad/MLK Jr Way	4,418	13	0.0	5,667	14	0.0
Ashby/7 <sup>th</sup>	3,045	103	0.1	3,336	106	0.1
Ashby/San Pablo Avenue	4,328	104	0.1	4,743	104	0.1
Marina Village/Constitution	3,715	103	0.1	4,233	106	0.1
Atlantic/Webster	4,776	103	0.1	4,476	105	0.1
Atlantic/Constitution	3,882	103	0.1	4,028	106	0.1
Loop Road/Redevelopment Spine	n/a	601	n/a	n/a	541	n/a

**Source:** Traffic information from Dowling Associates, Inc. 2002.

In combination with past, other current and probable future projects and programs, including the Bay Bridge Replacement project, the Oakland Airport Development Program, expansion of San Francisco Airport, and the Vision 2000 Program, as well as build-out of area general plans, redevelopment as proposed is not expected to result in cumulative noise impacts from traffic.

There are two factors considered for cumulative rail impacts – increase in number of trains and the relocation of train activity relative to previous evaluations of noise from rail operations as described in the JIT EIR (Port of Oakland 1998). The approximately 10 percent increase in the number of daily trains to 25.4 would cause train noise levels of 57 dBA CNEL (estimated in the JIT EIR) to increase by less than 1 dBA. Although the New Intermodal Facility would move existing JIT functions (railyard operations) about 60 percent closer to noise-sensitive land use, or approximately 1,100 feet away, it is expected that the noise environment will continue to be dominated by I-880, BART, and aircraft sources, and the contribution of redevelopment to noise levels would not be cumulatively considerable.

**Mitigation:** Mitigation is not warranted.



## **5.2.6 Cultural Resources**

There is no evidence that significant cumulative impacts currently exist relative to loss of archaeological or paleontological resources, or human remains to which the proposed redevelopment program could contribute. CEQA and federal cultural resources laws (as described in Section 4.6: Cultural Resources) require effective mitigation of such impacts as they occur on a case-by-case basis through avoidance or data recovery. Therefore, except in rare cases where data recovery may destroy the integrity of a resource, action-specific effects are avoided through site-specific mitigation, and cumulative effects to archaeological and paleontological resources are not significant.

Because archaeological or paleontological resources or human remains are not known to occur in the redevelopment project area, in combination with past projects, other current projects, and probable future projects, redevelopment as proposed would not result in or contribute to impacts on such resources.

### **Impacts and Mitigation**

#### **Impact 5.6-1: Loss of historic resources.**

Bay Area redevelopment has resulted in the significant cumulative and permanent loss of historic resources, including buildings, structures, and historic districts. In particular, redevelopment of Bay Area military bases for community use, including FISCO reuse for the Vision 2000 Program, has resulted in, and is expected to continue to result in loss of a portion or all World War II-era resources at specific bases (depending on final reuse plans). These resources document an important time in American history, but due to their design, condition, or



location, are not suited for modern community reuse, and must be demolished to accommodate such reuse. While a great amount of data has been recovered from these structures in order to minimize the effect of their demolition, no region-wide mitigation program exists for the loss of Bay Area military cultural resources, and their permanent and cumulative loss is considered an unavoidable adverse impact. The contribution of proposed redevelopment to cumulative impacts on historic resources would be cumulatively considerable, and the incremental effect of the redevelopment program is considered significant. With application of all feasible mitigation, the impact is reduced, but not to a level that is less than significant, and the residual impact is considered unavoidable and adverse.

**Mitigation:** Mitigation is recommended in Section 4.6, for redevelopment program impacts. Additional feasible redevelopment-specific and cumulative mitigation is not available.



### **5.2.7 Hazardous Materials**

There is no evidence that significant cumulative impacts currently exist relative to exposure to hazardous materials to which the redevelopment program could contribute. As elsewhere, hazardous materials in and around the City of Oakland and adjacent jurisdictions for both operations and construction and remediation are required to be handled in accordance with applicable regulations intended to protect public health and safety, as described in Section 4.7: Hazardous Materials. While occasional upset events may occur resulting in release of hazardous materials or wastes, they do not occur at a frequency greater than in other urban areas and must be remedied pursuant to applicable laws. In combination with past projects, other current projects, and probable future projects, redevelopment as proposed could cumulatively increase the quantity of hazardous materials handled in Oakland and adjacent jurisdictions. Because these materials must be handled in accordance with laws intended to protect public health and safety, the potential increase in their transport, use, and disposal does not represent a significant cumulative impact.

### **Benefits**

The project area includes areas of contamination, as described in Section 4.7, as do all other Bay Area military facilities slated for realignment and closure (California Economic Diversification and Revitalization (CEDAR) Program 2000). Implementation of redevelopment, in concert with remediation of contaminants as required by regulatory agencies, would remediate site contamination, a cumulative environmental benefit to Oakland. Throughout the Bay Area, redevelopment of military bases for community use would result in widespread remediation of contamination and hazardous wastes, a substantial cumulative environmental benefit.



**Impact 5.7-1:** Increased exposure to hazardous wastes during construction.

Should multiple redevelopment demolition/deconstruction and remediation efforts in structures containing hazardous materials or wastes, or multiple ground-disturbing construction efforts concurrently occur in areas where soils are contaminated with hazardous wastes in and around the redevelopment project area, workers or others could be exposed to an increased cumulative risk of contact or ingestion/inhalation of hazardous wastes. With adherence to existing applicable laws limiting human exposure to hazardous substances as described in Section 4.7, the cumulative impact is considered less than significant.

**Mitigation:** Mitigation is recommended in Section 4.7 and adherence to existing regulations is required for redevelopment program impacts that would reduce the impact as well as the incremental contribution of redevelopment to a level that is less than significant.



### **5.2.8 Population, Employment, and Housing**

There is no evidence that significant cumulative impacts currently exist relative to displacement of housing units, or that such impacts are likely to result from implementation of the redevelopment program as proposed. Large-scale clearance of housing units has not occurred in the Bay Area, and in combination with past projects, other current projects, and probable future projects such as the Catellus mixed-use project, reuse of NAS Alameda, and build-out of the Oakland General Plan, redevelopment as proposed is expected to increase—not displace—housing units, and would not result in cumulative impacts to the amount of housing stock.

#### **Benefits**

At least 20 percent, and up to 25 percent of the tax increment generated by redevelopment would be set aside to increase, improve, and preserve the supply of low-income housing in the City of Oakland, a substantial benefit to increasing affordable housing stock.

The inclusion of approximately 375 live/work units would augment the available supply of housing in Oakland, a cumulative benefit.

As described in Section 4.8: Population, Employment, and Housing, redevelopment is expected to generate approximately 46,100 new direct and indirect/induced jobs in the Bay Area region. This is a substantial cumulative benefit.



**Impacts and Mitigation****Impact 5.8-1:** Substantial population growth.

As in-migration to the Bay Area responded to job generation, the economic expansion of the late 1990s resulted in cumulative population growth that exceeded planning projections regarding both population and housing growth. Population grew at a faster rate than household rate, and demand for Bay Area housing exceeded supply: from 1990 to 2000, the Bay Area region increased population by 12.9 percent, and households (occupied units) by 9.8 percent. For the same period, Oakland increased population by 7.3 percent and households by 4.3 percent. Therefore, while Oakland grew during the 1990s, it did not keep pace with the regional rate of either population or household growth. While the region experienced cumulatively substantial growth in both population and housing, Oakland did not make a cumulatively considerable contribution to that growth (ABAG 2001).

Through 2020, the region is expected to experience more moderate rates of population and household growth than in the recent past, and Oakland is projected to continue to trail the region in its rate of growth of both population and households. From 2000 through the build-out horizon of 2020, the region is not expected to experience unusually high growth; Oakland—including redevelopment as proposed in this EIR—is projected to continue to lag behind the region (ABAG 2001). The contribution of redevelopment to population or housing growth would not be cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation is not warranted.

**Impact 5.8-2:** Displacement of low-income households.

The Bay Area region has experienced substantial unanticipated population growth in the past decade, leading to a cumulative imbalance of effective housing demand versus supply (“effective demand” is demand that is legally and financially capable of consuming available supply). While most households benefit during times of economic expansion, gentrification—the displacement of existing households of relatively lesser economic means by those of relatively greater economic means—can occur. While not direct physical displacement, gentrification nevertheless results in gradual economic displacement of households of lesser economic means. The expansion of the Bay Area economy during the late 1990s resulted in gentrification in the Bay Area region. As described above, pursuant to the Community Redevelopment Law, monies generated by proposed redevelopment would be set aside to increase, improve, and preserve the supply of low-income housing in Oakland, which would counter-balance the effects of gentrification. In addition, redevelopment as proposed includes substantial housing near the source of new jobs; assuming that new OARB area workers take advantage of newly available nearby housing stock, the contribution of redevelopment to gentrification would not be

cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation is not warranted.



## **5.2.9 Public Services and Utilities**

### **Impacts and Mitigation: Public Services**

#### **Impact 5.9-1:** Increased demand for fire-related services.

There is no evidence that cumulative impacts currently exist relative to fire-related services (fire suppression, first responder medical emergency, and hazardous materials response) to which the redevelopment program could contribute. As described in Section 4.9: Public Services and Utilities, more than one fire station serves the redevelopment project area and surrounding area with fire, hazmat, and first responder medical emergency services. Redevelopment in combination with other past, present, and probable future actions, including projects of the West Oakland Cumulative Growth Scenario Update, could increase demand for fire-related services to the extent that response time goals of the Oakland Fire Department could not be met at the redevelopment project area, or other areas served by local stations, a significant cumulative impact. With implementation of mitigation measures as described in Section 4.9 the cumulative impact would be reduced to a level that is less than significant.

**Mitigation:** Mitigation is recommended in Section 4.9 for redevelopment program impacts that would completely address program-generated increased demand for fire-related services. Additional mitigation is not warranted.



#### **Impact 5.9-2:** Increased demand for police protection services.

There is no evidence that cumulative impacts currently exist relative to police protection services to which the redevelopment program could contribute. While the Port of Oakland generates special traffic and parking enforcement needs related to trucking that could otherwise drain needed area-wide police resources, the Port funds the cost of additional required resources. Redevelopment in combination with other past, current, and probable future actions, including projects of the West Oakland Cumulative Growth Scenario Update, could increase demand for police protection services to the extent that response time goals of the Oakland Police Department could not be met, a significant cumulative impact.

**Mitigation:** As described in Section 4.9, existing funding mechanisms applied to individual redevelopment activities would allow the City to rectify both redevelopment specific and the cumulative impact to a level that is less than significant. Additional mitigation is not warranted.



**Impact 5.9-3:** Increased demand for library services.

There is no evidence that cumulative impacts currently exist relative to library services. The Oakland Library system has major facilities in West Oakland outside the redevelopment project area that operate efficiently and serve the community well. Redevelopment in combination with other past, current, and probable future actions, including projects of the West Oakland Cumulative Growth Scenario Update, could increase demand for library service to the extent that new facilities would be required.

**Mitigation:** As described in Section 4.9, existing funding mechanisms applied to individual redevelopment activities would allow the City to rectify both redevelopment specific and the cumulative impact to a level that is less than significant. Additional mitigation is not warranted.



**Impact 5.9-4:** Increased demand for hospital services.

There is no evidence that cumulative impacts currently exist relative to hospital services to which the redevelopment program could contribute. Redevelopment in combination with other past, current, and probable future actions, including projects of the West Oakland Cumulative Growth Scenario Update, could increase demand for hospital services to the extent that new facilities would be required. Redevelopment would replace older, less safe facilities with more modern, safer facilities, and it is expected redevelopment would have little, if any, effect on demand for hospital services; the contribution of the project area redevelopment to demand for hospital services would not be cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation is not warranted.



**Impact 5.9-5:** Increased demand for water.

EBMUD has stated it has sufficient water supplies to serve demand as presented in non-drought years, but cannot serve all demand presented in times of drought, and the water supply is considered cumulatively impacted. Redevelopment as proposed would contribute to this shortage, and the impact is considered significant.

As described in Section 4.9, redevelopment would be required to implement measures that would reduce redevelopment-specific water demand to the extent practicable. In addition, the City of Oakland recently implemented a reclaimed water landscaping ordinance pursuant to the Recycling in Landscaping Act (Government Code §§ 65601-65607) to require both public and private new facilities of a certain size located within water reuse areas to include provision for

the use of reclaimed water for irrigation in accordance with CCR Title 22. This requirement would further reduce the need for potential water within Oakland outside the redevelopment project area. With implementation of redevelopment-specific mitigation measures, and with implementation of Oakland's recently-adopted recycled water ordinance, the contribution of project area redevelopment to water demand would not be cumulatively considerable, and the residual incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.9 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



**Impact 5.9-6:** Increased sewer flows and demand for sewage transport and treatment services.

There is no evidence that cumulative impacts currently exist relative to sewage transport and treatment services to which the redevelopment program could contribute. As described in Section 4.9, EBMUD has sufficient sewage transport and treatment capacity to serve reasonably anticipated need. Redevelopment in combination with other past, current, and probable future actions could increase demand for sewage transport and treatment services to the extent that new or expanded facilities would be required. As described in Section 4.9, each new action that could increase sewer flows must demonstrate to EBMUD that capacity exists in the sewage transport system for those flows. The capacity of the sewage transport system and treatment system are related, and by demonstrating on a case-by-case basis that the transport system has adequate capacity to accommodate flows, the applicant is also demonstrating the treatment system has adequate capacity. As discussed in Section 4.9, the existing system has capacity to accommodate all flows from the redevelopment program; the contribution of project area redevelopment to sewer demand would not be cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant. At the time EBMUD determines new regional transport and treatment facilities are required, it will assess local jurisdictions their fair share of costs of improvements.

**Mitigation:** Mitigation is not warranted.



**Impact 5.9-7:** Increased demand for solid waste services.

There is no evidence that cumulative impacts currently exist relative to solid waste services to which redevelopment could contribute. As described in Section 4.9, both landfills and the transfer station that serve the area have current sufficient capacity to serve existing need and redevelopment as proposed. Both major landfills accepting waste from the redevelopment project area, however, are expected to reach capacity before the build-out horizon. Redevelopment in combination with other past, current, and probable future actions, including the build-out of the Oakland, Emeryville, and Alameda General Plans, as well as nearly any of

the development projects in the East Bay, could increase demand for solid waste services to the extent that new or expanded facilities would be required. Redevelopment as proposed, particularly construction activities, would make a considerable contribution to this demand, and the impact is considered significant. As described in Section 4.9, redevelopment would be required to implement measures that would reduce action-specific demand for solid waste services to the extent practicable. With implementation of these measures, the contribution of project area redevelopment to solid waste demand would not be cumulatively considerable, and the residual incremental effect of the redevelopment program is considered less than significant. In addition, the City of Oakland does and intends to continue to meet its state-mandated goals for source diversion and recycling, further reducing the City's contribution to the cumulative effect.

**Mitigation:** Mitigation as recommended in Section 4.9 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



**Impact 5.9-8:** Increased demand for energy.

Evidence exists that cumulative impacts currently exist relative to energy supplies during peak demand. Evidence also exists that sufficient and likely excess energy supplies will exist within the next three years, and the current cumulative impact will be eliminated. Redevelopment will use more energy efficient building design relative to existing facilities, and will facilitate the use of solar energy systems, and the contribution of redevelopment would not be cumulatively considerable. The incremental effect of redevelopment is considered less than significant.

**Mitigation:** Mitigation is not warranted.



#### **5.2.10 Recreation and Public Access**

The City of Oakland does not meet its goals of 10.0 acres of total and 4.0 acres of urban parkland per 1,000 residents, as stated on the *Open Space, Conservation, and Recreation* Element of the Oakland General Plan (City of Oakland 1996), and a cumulative deficit exists.

There is no evidence that significant cumulative impacts currently exist relative to construction or expansion of recreational facilities that may have an adverse physical effect on the environment, or that such impacts are likely to result from implementation of the redevelopment program as proposed.

#### **Benefits**

In combination with existing recreation facilities, those under construction, and planned facilities, at build-out the project area would include approximately 65 acres of parks and other public

open space. With approximately 975 new project area residents due to redevelopment, this amount of parkland is more than six times the OSCAR goal for total parkland per capita and more than 16 times the OSCAR goal for urban total parkland per capita. This would help the City to meet its goals, mitigating the current parkland deficit; this would be a substantial cumulative environmental benefit.

Development of Bay Trail segments and public open space as part of redevelopment and the Bay Bridge Replacement Project would contribute to development of regional public access to and along the Bay. This would be a substantial cumulative environmental benefit.



#### **5.2.11 Aesthetics**

There is no evidence that significant cumulative impacts currently exist relative to creation of light, glare, or shadows, or that such impacts are likely to result from implementation of the redevelopment program as proposed. The City and surrounding jurisdictions are located in an urban environment with substantial nighttime lighting appropriate to the context. As advances in lighting technology progress over time, effective lighting improves, and light scatter is reduced, improving nighttime light and glare.

Visual blight in the redevelopment project area and surrounding community is well established (HEG 2000; Section 4.11: Aesthetics), and a significant cumulative impact exists relative to the degraded visual environment. The redevelopment program would not contribute to this existing cumulative impact.

#### **Benefits**

In combination with other Bay Area base conversions, redevelopment as proposed would result in an overall visual setting more rich and less homogeneously industrial in nature. In addition, by improving public access, base conversions would cumulatively increase visual access to San Francisco Bay. This would be a substantial cumulative environmental benefit.

Cumulatively, the need for nighttime illumination would not be substantially different than at present. Modern security lighting, however, is available in designs that minimize off-site scatter of light, and the cumulative visual effect is expected to be a reduction in light and glare. This would be a cumulative environmental benefit.



#### **5.2.12 Biological Resources**

Special-status species are known to or have the potential to occur in the Bay Area region, including plants, as well as avian, terrestrial, and aquatic wildlife species. Because resource



1 agencies have classified these species as sensitive, meaning their survival or recovery is  
2 uncertain, they are considered cumulatively impacted.

3 Wetlands are an important water quality and biological resource, and are federal and/or state  
4 protected waters. California has lost more than 90 percent of its original wetlands, and the Bay  
5 Area has lost approximately 92 percent of its original tidal and seasonal wetlands (Save the Bay  
6 2000). Due to these losses, wetlands are considered cumulatively impacted.

## 7 **Impacts and Mitigation**

### 8 **Impact 5.12-1: Effects to sensitive species.**

9 As described in Section 4.12: Biological Resources, several special-status species are known to  
10 or have the potential to occur near the redevelopment project area, including and not limited to,  
11 adjacent waters and the proposed Alameda Point Wildlife Refuge. Redevelopment in  
12 combination with construction of other current, and probable future projects, including the Vision  
13 2000 Program, 50-foot Navigation Project, and Bay Bridge Replacement Project, could disturb  
14 aquatic habitat or increase turbidity, further affecting special-status species.

15 As described in Section 4.12, redevelopment as proposed includes mitigation measures that  
16 would avoid or minimize effects to sensitive species from both construction and operations; the  
17 contribution of redevelopment to impacts on sensitive species would not be cumulatively  
18 considerable, and the incremental effect of the redevelopment program is considered less than  
19 significant.

20 **Mitigation:** Mitigation as recommended in Section 4.12 for redevelopment program impacts is  
21 adequate. Additional mitigation for cumulative effects is not warranted.



### 23 **Impact 5.12-2: Loss of protected wetlands and waters of the U.S.**

24 Bay Area development has resulted in and will continue to result in the cumulative and  
25 permanent loss of wetlands. In addition, fill for transportation facilities, including the Oakland  
26 sea and air ports, Bay Bridge, and San Francisco Airport have and will result in loss of Bay  
27 waters. Redevelopment as proposed includes mitigation to compensate for the loss of such  
28 isolated wetlands, should fill occur, and the contributing redevelopment would not be  
29 cumulatively considerable. In addition, redevelopment as proposed includes mitigation for loss  
30 of Bay waters. The contribution of redevelopment to the loss of Bay waters may be cumulatively  
31 considerable and the impact is considered significant. Mitigation as recommended in Section  
32 4.12 would compensate for the impact, rendering the contribution of redevelopment less than  
33 considerable, and the incremental effect of redevelopment is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.12 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



**Impact 5.12-3:** Redevelopment could increase potential risk of invasive species being established in San Francisco Bay.

Based upon the San Francisco Bay Area Seaport Plan, it is estimated that cargo throughput at San Francisco Bay Ports will increase by over 200% by 2020. This will increase the number of ship calls. The increase in ship calls, therefore will likely result in an unquantifiable increase in the volume of ballast water discharges. As discussed in Section 4.12, there are many uncertainties regarding the quality of those discharges and the corresponding risks of NIS introductions. However, if it is assumed that no substantial improvements are made in ballast water management/treatment and control of hull fouling, then the risk of new NIS introductions from ship traffic bay-wide will be potentially cumulatively significant by 2020.

**Seaport Plan Projections of Throughput Capabilities in 2020<sup>a</sup>**

Cargo Type metric tons	2020	2000	% Increase
Container	32,567,000	14,334,000	227
Break Bulk	1,146,000	498,000	230
Neo-Bulk	2,117,000	1,290,000	164
Dry Bulk	6,902,000	3,677,000	188
Liquid Bulk	983,000	654,000	150
Total	43,715,000	20,453,000	214

**Source:** San Francisco Bay Seaport Plan

**Note:** <sup>a</sup> Includes only ports within BCDC's jurisdiction—excludes Stockton and Sacramento.

As described in Section 4.12, the Port of Oakland would be required to implement measures that would reduce its redevelopment-specific effect with regard to invasive species to less than significant. With implementation of these measures, the mitigated contribution would remain cumulatively considerable.

**Mitigation:** Although mitigation is recommended in Section 4.12 for redevelopment program impacts, additional feasible redevelopment-specific and cumulative mitigation is not available.



### 5.2.13 Geology, Soils, and Seismicity

The Bay Area is a seismically active region, and persons and property within this region are at risk from earthquake damage; as the number of structures and people increase due to redevelopment as proposed in combination with past, other current, and probable future projects comprising people-attracting land uses, the cumulative risk to persons and property increases.

There is no evidence that significant cumulative impacts currently exist relative to erosion of topsoils, exposure to expansive soils, or exposure to sub-grade risks to which redevelopment as proposed would contribute, or that such impacts are likely to result from implementation of the redevelopment program as proposed. The redevelopment project area is primarily fill, which does not represent topsoil; and expansive soils and sub-grade features, should they exist at the project area, would be effectively managed on a case-by-case basis, as described in Section 4.13: Geology, Soils, and Seismicity.

## **Impacts and Mitigation**

### **Impact 5.13-1: Exposure of persons or property to seismic risk.**

By law, new structures must be designed to applicable California Building Code standards, substantially reducing seismic risk. Redevelopment as proposed includes mitigation measures that would further minimize seismic risk. With implementation of these measures, the contribution of project area redevelopment to seismic risk would be rendered less than cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.13 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



## **5.2.14 Groundwater**

There is no evidence that significant cumulative impacts currently exist relative to depleted groundwater supplies. Approximately 40 percent of available yield is extracted annually from the East Bay Plain Groundwater Basin (less than 2 percent of total water used in the Plain), well below safe yields (Regional Water Quality Control Board [RWQCB] 1999). Redevelopment would be served by EBMUD, not wells, and would have no effect on groundwater quantity.

Due to the urbanized, largely paved nature of the Oakland and adjacent jurisdiction flatlands, it is assumed that substantial interference with natural recharge may occur. As a largely paved, urbanized area, reuse of redevelopment project area land would result in similar impervious coverage, and as proposed, redevelopment would have no measurable additional effect on groundwater recharge.

Due to its brackish quality, groundwater beneath the majority of the project area (in the Oakland Shoreline/Alameda Point Brackish Shallow Water Groundwater Zone) has been proposed for de-designation as a source of municipal drinking water (RWQCB 1999), and the quality of groundwater is considered cumulatively impacted.

**Impacts and Mitigation**

**Impact 5.14-1:** Concurrent operation of multiple remediation wells or construction dewatering activities could further impair groundwater quality.

A described in Section 4.14: Groundwater, it is possible that operation of a well to pump contaminated water to the surface for treatment could create a gradient that causes migration of saline water or other contaminated water into the area. This could also occur with pumping for the de-watering of construction sites. Concurrent operation of proximate multiple pumping activities for redevelopment construction or remediation would increase the probability of this occurring, as well as increasing the intensity of the gradient. Redevelopment as proposed includes mitigation measures that would minimize the effects of remediation wells on groundwater quality. With implementation of these measures, the contribution of redevelopment to groundwater impacts would be rendered less than cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.14 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



**5.2.15 Surface Water**

There is no evidence that significant cumulative impacts currently exist relative to risk from flooding, tsunami, seiche, or excessive run-off; or that such impacts are likely to result from implementation of the redevelopment program as proposed. While portions of the City of Oakland and adjacent jurisdictions within 100-year flood and tsunami inundation zones, these higher-risk areas, including portions of the redevelopment project area, are localized, do not represent a substantial cumulative risk (City of Oakland 1972).

The quality of area receiving waters, specifically the San Francisco Bay, are cumulatively impacted. The U.S. EPA identifies San Francisco Bay as a 303(d) water body under the Clean Water Act, meaning it does not achieve water quality standards (EPA 2001). See Section 4.15: Surface Water, for a discussion of parameters of concern. The EPA identifies sources of parameters of concern as atmospheric deposition, industrial and municipal point, non-point, natural, resource extraction, urban runoff/storm sewer, and ballast water.

In addition, California's Bay Protection and Toxic Cleanup Program classifies the entire San Francisco Bay as a High Priority Candidate Toxic Hot Spot. The reason for this classification is potential risk to human health from consumption of non-migratory aquatic wildlife, primarily due to elevated levels of PCBs and mercury in fish tissue.

**Impacts and Mitigation**

**Impact 5.15-1:** Construction-related increases in erosion and sedimentation/turbidity.

The U.S. EPA does not identify San Francisco Bay waters as significantly impacted by turbidity (EPA 2001). Concurrent construction or remediation of multiple subsequent redevelopment activities, or of redevelopment with other in- or near-water projects proximate to the redevelopment project area, including the Bay Bridge Replacement Project and the –50-Foot Navigation Improvement Project, could substantially increase turbidity of receiving waters. This would be considered a potential significant cumulative impact to water quality.

With implementation of mitigation measures described in Section 4.15: Surface Water, the contribution of redevelopment on surface water quality would be minimized to the extent feasible, and would be rendered less than cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.15 for redevelopment program impacts is adequate. Additional mitigation for cumulative effects is not warranted.



**Impact 5.15-2:** Increases in 303(d) pollutants and toxics.

Intensification of (particularly waterfront) land uses, increased vehicle miles traveled, and increased maritime activity resulting from redevelopment and from the Vision 2000 Program, the Bay Bridge Replacement Project, and the –50-Foot Navigation Project, could result in increases in 303(d) water pollutants and toxics and/or local increases in runoff quantities, which could contribute to further impairment of Bay waters. The impacts related to the risk of introduction of exotic invasive species in Bay water are evaluated in Section 4.12: Biological Resources, and in this section under Impact 5.12-3.

With implementation of mitigation measures described in Section 4.15, the contribution of redevelopment to surface water quality impacts would be rendered less than cumulatively considerable, and the incremental effect of the redevelopment program is considered less than significant.

**Mitigation:** Mitigation as recommended in Section 4.15 of this EIR for redevelopment program impacts is adequate, and additional mitigation for cumulative effects is not warranted.



## 6. CONSIDERATION OF IMPACTS OF PROPOSED REDEVELOPMENT

Section 21100 of the California Environmental Quality Act (CEQA) sets forth requirements for the disclosure of types of impacts in an Environmental Impact Statement (EIR). Sections 15126 and 15128 of the CEQA Guidelines identify the following subjects to be addressed in an EIR related to impacts that would occur with implementation of a proposed project or program:

- effects determined to be less than significant;
- significant environmental effects;
- significant environmental effects that cannot be avoided;
- mitigation measures to avoid or reduce significant impacts;
- alternatives to avoid or reduce significant impacts;
- significant irreversible environmental changes; and
- the potential to induce growth and associated secondary impacts.

Chapter 4: Setting and Baseline, Impacts, and Mitigation, and Chapter 5: Cumulative Impacts, include CEQA-required information regarding less than significant program impacts, significant and unavoidable adverse program impacts, and feasible measures recommended to mitigate significant impacts. Chapter 7: Alternatives to the Proposed Redevelopment Program, includes CEQA-required information regarding alternatives to avoid or reduce significant impacts of program implementation. These subjects are also summarized in Chapter 1: Summary.

The remainder of this chapter presents information regarding the two CEQA-required impact discussions not addressed elsewhere in this document: significant irreversible environmental changes that would occur with implementation of the redevelopment program; and the potential of the redevelopment program to induce growth and associated secondary impacts.

### 6.1 SIGNIFICANT, IRREVERSIBLE ENVIRONMENTAL CHANGES OF REDEVELOPMENT

#### 6.1.1 Definition

Irreversible environmental changes may include the following:

- Significant consumption of non-renewable resources (e.g., soils, water, fossil fuels) during construction or during operation of an action are considered irretrievable commitments. A large commitment of non-renewable resources makes their removal from an area or non-use thereafter unlikely. Irretrievable commitments of resources should be evaluated to ensure consumption is warranted.

- Primary impacts and, in particular, secondary impacts (such as a new roadway that provides access to a previously inaccessible area) generally commit future generations to similar uses.
- Environmental accidents associated with an action may be irreversible.

### **6.1.2 Analysis**

For purposes of this analysis, the unavoidable, adverse, long-term impacts of redevelopment identified in Chapter 4 and summarized in Chapter 1 are considered irreversible environmental changes, and others are identified in the following discussion.

Commitment of the following resources would occur under redevelopment as proposed:

**Land.** Approximately 700 acres of land would be permanently committed for a variety of uses. The majority of this land is currently developed, or was previously developed and is now vacant. Although this is a substantial land dedication, given its current developed status, its irreversible commitment to the redevelopment program is considered less than significant.

**Bay.** Approximately 26 net acres of Bay surface, 26 net acres of deepwater and related habitats, and 2.5 million cubic yards of Bay volume would be permanently committed to creating fastland for New Berth 21. The irreversible commitment of this Bay resource to redevelopment is considered significant; with implementation of mitigation (permit conditions) imposed by the relevant regulatory agencies at the time of permitting, this commitment would be rendered less than significant.

**Non-Renewable Energy.** As a result of redevelopment, fossil-based products would be permanently committed to fuel construction-phase equipment; operations-phase mobile equipment, including vehicles (passenger cars, busses, transport trucks), trains, cargo handling equipment, and ships; and lighting, climate control, and site maintenance. The amount of energy consumed to implement redevelopment is not expected to be unusually large or wasteful, and its irreversible commitment is not considered significant.

## **6.2 GROWTH-INDUCING IMPACTS**

### **6.2.1 Definition**

Growth-inducing impacts include ways in which a proposed action could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included in the definition of growth-inducing projects are those that would remove obstacles to population growth. For example, a major expansion of a waste water treatment plant might, for example, promote more construction in service areas. Additionally, increases in the population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects. An EIR must also discuss the

characteristics of some projects that may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively.

The environmental impacts of growth inducement are secondary, or indirect, physical effects of growth that may be passively “accommodated” or actively stimulated by a project. Secondary effects of growth inducement typically include, but are not limited to, increased traffic, degradation of air quality, loss of biological resources, and increased demand on public services. The Oakland General Plan establishes land use development patterns and growth policies that allow for the orderly expansion of urban development supported by adequate urban public services, such as water supply, roadway infrastructure, sewer service, schools, parks, and solid waste service. An action that would result in growth that conflicted with the General Plan could indirectly cause additional adverse environmental impacts and other public services impacts not previously envisioned, and not previously evaluated and disclosed under CEQA.

### **6.2.2 Analysis**

Redevelopment as proposed represents “infill” development—development in an area surrounded by urban development, and served by existing utilities and public services. Utilities and public services such as water and sewer already exist at the site. While utilities and service systems would be rebuilt to serve redevelopment, the rebuilt system would be located and sized to serve the redevelopment program: the systems would not be extended into undeveloped or underdeveloped areas outside the redevelopment project area, nor would they include excess capacity that could allow additional growth beyond that envisioned for the redevelopment program. As such, the provision of infrastructure to the redevelopment area would not induce growth beyond that planned under the redevelopment program and discussed in Chapter 4: Setting and Baseline, Impacts, and Mitigation.

Job generation is a key benefit of this redevelopment program; however, job generation can induce growth by attracting new employees from outside the area. As discussed in Section 4.8: Population, Housing, and Employment, employment from the redevelopment program would result in modest amounts of population and housing growth in the area; these amounts fall well within the estimates of growth projected for Oakland through 2020 by the Association of Bay Area Governments. This modest amount of growth would induce commensurate modest increases in traffic (and associated air pollutants), and demand for infrastructure and public services. These effects would be modest and within projections<sup>1</sup>. Redevelopment would intensify land uses and expand existing transportation facilities, which would result in increased ship, vehicle, and train activity. Reconfiguration of marine and rail facilities and realignment of area roadways would substantially increase efficiencies of the redevelopment project area transportation system. This increase in efficiency would somewhat offset the increased activity,

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<sup>1</sup> Increases in population and vehicle activity, and demand for housing and services related to such increases as a direct or indirect result of redevelopment, are discussed in relevant sections of Chapter 4: Setting and Baseline, Impacts, and Mitigation.



and would substantially improve the transportation system relative to future conditions without efficiencies due to redevelopment. Therefore, the growth-inducing impact of redevelopment is considered less than significant.



## **7. ALTERNATIVES TO THE PROPOSED REDEVELOPMENT PROGRAM**

CEQA requires an EIR to consider alternatives to a proposed action that could avoid or otherwise reduce the identified significant environmental impacts of the proposed action. In this manner, alternatives serve the same purpose under CEQA as mitigation—development of an environmentally sound action. Analysis of alternatives is intended to support informed decision-making and public participation.

### **7.1 ALTERNATIVES ANALYSIS METHODOLOGY**

The City used the following process to identify a reasonable range of feasible alternatives to the proposed redevelopment plan:

1. Identify objectives.
2. Identify significant impacts to be avoided or reduced.
3. Develop a list of potential alternatives.
4. Develop screening criteria for feasibility.
5. Screen alternatives to a reasonable range.
6. Conduct a comparative analysis of the proposed program and each alternative.

#### **7.1.1 Identify Program Objectives**

Through the Base reuse and redevelopment planning processes, the City and Port developed basic objectives guiding future development of redevelopment project area lands within their respective jurisdictions. The full text of proposed program objectives is included in Section 3: Description. A summary of basic program objectives follows:

- Alleviate economic and social degradation.
- Eliminate blighting influences.
- Create a vibrant and balanced land use pattern.
- Strengthen the economic base.
- Allow for sustainable job creation.
- Expand low/moderate-income housing.
- Provide for high-quality public/community services .
- Provide for safe, efficient, effective movement of people and goods.
- Protect, preserve, enhance environmental resources.
- Minimize waste generation, maximize reuse/recycling.

- Accommodate the Port's share of regional cargo throughput in 2020.
- Respond to trends, requirements of maritime shipping.
- Increase Port productivity and efficiency.
- Provide sufficient capacity to substitute for West Coast gateways in event of an emergency.
- Keep competitive with other West Coast ports.

#### **7.1.2 Identify Significant Impacts to Be Avoided or Reduced**

Chapter 4: Setting and Baseline, Impacts, and Mitigation, presents a detailed analysis of impacts that could result with implementation of the proposed redevelopment program. A summary of relevant impacts appears in Table 7.5-2, below.

#### **7.1.3 Develop a List of Potential Alternatives**

Based on scoping comments and potential significant program impacts, the City developed a suite of reuse or "action" alternatives for consideration, as follows:

- **High Intensity.** This alternative represents the upper range of potential development options within the redevelopment project area.
- **Reduced Intensity.** This alternative represents the lower range of potential development options within the redevelopment project area.
- **Full Maritime.** This alternative examines development of the OARB and Maritime sub-districts solely for Port use and Port-supportive industries and businesses.
- **No New Intermodal Facility.** This alternative examines replacement of the proposed New Intermodal Railyard with other Port maritime and ancillary maritime support (AMS) uses.
- **No New Berth 21.** This alternative is the same as the proposed Redevelopment/Reuse Plan, except that New Berth 21 would not be constructed.
- **Full Adaptive Reuse.** This alternative examines the adaptive reuse of historic structures of the OARB sub-district.
- **Gateway Adaptive Reuse/Eco-Park.** This alternative examines adaptive reuse of Gateway development area structures in the development of an eco-park.

These alternatives are described in detail in Section 7.3: Alternatives Considered and Determined Infeasible, and Section 7.4: Alternatives Put Forth for Further Consideration.

#### **7.1.4 Develop Screening Criteria for Feasibility**

Feasibility is an important concept in the selection of alternatives. CEQA (§ 21061) defines feasible as "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors." The

CEQA Guidelines (§ 15364) further include “legal” in the definition of feasibility. Specifically regarding alternatives, the *Guidelines* identify the following factors that may be used to assist the lead agency to make its determination of feasibility:

- site suitability;
- economic viability;
- availability of infrastructure;
- general plan consistency;
- other plans or regulatory limitations;
- jurisdictional boundaries; and
- whether the proponent can acquire or control an optional site.

Because the program is fundamentally linked to reuse of a specific area, the City determined locational alternatives to be infeasible. Therefore, alternatives screening for feasibility utilized all but the last CEQA-identified screening criteria listed above.

#### **7.1.5 Screen Alternatives to a Reasonable Range**

Potential alternatives underwent a three-tiered screening process, and were first screened against redevelopment basic objectives as criteria. Any potential alternative that fundamentally did not attain one or more objectives (completely failed to achieve or partially achieve an objective) was eliminated from further consideration, other than the No Redevelopment Program alternative, whose complete analysis is required by CEQA. Next, potential alternatives were screened for their ability to avoid or substantially reduce the significant impacts of the proposed redevelopment program. Those potential alternatives that obviously could not accomplish this were eliminated from further consideration. Potential alternatives were lastly screened for feasibility against the relevant criteria identified above. Those found infeasible were eliminated from further consideration.

Those alternatives that may meet basic program objectives, that may mitigate significant and potentially significant impacts of the proposed program, and that are considered potentially feasible, were put forth for further consideration and comparative analysis in this EIR.

#### **7.1.6 Conduct a Comparative Analysis**

Alternatives put forth for further consideration were comparatively evaluated for their ability to attain program objectives. Alternatives put forth for further consideration were also comparatively evaluated for their ability to achieve benefits of the proposed program; to avoid or substantially reduce significant impacts of the proposed program; and for their potential to result in significant impacts not associated with the proposed program. Each alternative was rated,

and then based on the order of its rating was ranked relative to the other alternatives. This analysis is presented in Section 7.5.

## **7.2 BACKGROUND OF ALTERNATIVES DEVELOPMENT**

This EIR evaluates alternatives relative to the proposed redevelopment program as described in Chapter 3: Description. Alternatives for consideration in this EIR were developed as follows:

- the City included a “no action” alternative pursuant to regulatory requirements;
- the City developed several alternatives intended to meet basic program objectives and to avoid or substantially reduce anticipated significant impacts of the proposed program; and
- community members identified several alternatives during EIR scoping.

## **7.3 ALTERNATIVES CONSIDERED AND DETERMINED INFEASIBLE**

The following alternatives were screened and determined to be infeasible:

- Full Adaptive Reuse;
- No New Intermodal Facility;
- No New Berth 21; and
- Reduced Geographic Area.

### **7.3.1 Full Adaptive Reuse**

The purpose of the Full Adaptive Reuse alternative is to avoid or substantially reduce significant environmental impacts of the proposed redevelopment program to historic resources, disclosed in Section 4.6: Cultural Resources. The OARB includes a historic district comprising 19 contributing buildings and three wharves, most of which would be de-constructed (removed) under the proposed redevelopment program. This alternative would preclude the Port from removing buildings that are historic district contributors along existing Maritime Street for construction of the New Intermodal Facility, as well as historic district contributors for construction of New Berth 21. This alternative would also preclude the City from de-constructing historic structures in the Gateway development area to provide for its redevelopment.

This alternative is expected to result in the following buildout:

## Alternatives to the Proposed Redevelopment Program

**Table 7.3-1  
Build-Out of the Full Adaptive Reuse Alternative**

Redevelopment Sub-District								
OARB <sup>a</sup>								
Potential Land Uses	Units	Gateway		Port		Maritime 16 <sup>th</sup> /Wood		Total
Light Industry	sq. ft.	0	0	0	0	0	305,000	305,000
Office, R&D <sup>c</sup>	sq. ft.	961,000	198,000	0	56,500	0	1,437,000	2,652,500
Retail	sq. ft.	0	0	0	0	0	1,300	1,300
Warehouse/Distribution	sq. ft.	0	444,000	0	1,195,000	0	0	1,639,000
Total square feet		961,000	642,000	0	1,251,500	0	1,743,300	4,597,800
Live/Work units		0	0	0	0	0	375	375
From uses listed above	ac.	75	74		64	0	40	253
Park, Public Access	ac.	29	0	0	0	0	1	30
New Marine Terminals	ac.	0	0	46	0	0	0	46
Marine Terminal Realignment	ac.	0	0		0	0	0	0
Ancillary Maritime Support	ac.	15	0	75	0	0	0	90
New Intermodal Facility	ac.	0	0	0	0	0	0	0
Acres to be redeveloped/reused <sup>d</sup>		119	74	121	64	0	41	419
Total acres		228		241		1,290	41	1,800

**Notes:**

- <sup>a</sup> Left-hand columns are square footages or acres to be rebuilt, and right-hand columns are square footages or acres to be adaptively reused.
- <sup>b</sup> sq. ft. = square feet; ac. = acres
- <sup>c</sup> Includes 50,000 square feet of training facilities for the Joint Apprentice and Training Committee (JATC).
- <sup>d</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way.

The Full Adaptive Reuse alternative would generate approximately 10,370 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this alternative would generate about 8,325 net direct jobs, or 58 percent of the net direct jobs generated by the proposed redevelopment program.

### **OARB Sub-District, Gateway Development Area**

As required under the Reuse Plan, the Full Adaptive Reuse alternative recognizes certain conveyances and commitments of land within the Gateway development area including the following:

- the 3-acre conveyance from the ORA to the Joint Apprenticeship and Training Committee (JATC);
- the 15-acre conveyance from the Army to the East Bay Regional Park District (EBRPD);

- the commitment of Caltrans to provide public access improvements in the area<sup>1</sup>;
- the City's commitment to provide 15 acres of land for AMS; and
- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative. This alternative assumes the entirety of homeless assistance programs would be located within the OARB sub-district.

Within the remainder of the Gateway development area, approximately 74 acres are located within the OARB Historic District, including Buildings No. 1, 4, 60, 85, 812, 821, 822, and 823, plus portions of Buildings No. 88 and 99, about one-quarter of the total space within the 800-series warehouses, and about two-thirds of the linear frontage of the historic wharves. Under this alternative, these buildings and structures would be retained and adaptively reused for new purposes.

With preservation of historic district buildings, and with the land use commitments identified above for other lands, approximately 75 acres of the Gateway development area would be available for construction of new land uses. At an average floor-area ratio (FAR) of 0.35 (consistent with the Redevelopment and Reuse plans), this remaining land could accommodate approximately 961,000 square feet of new building space.

### **OARB Sub-District, Port Development Area**

Within the Port development area, approximately 64 acres are located within the OARB Historic District, including Buildings No. 90 and 991, portions of Buildings No. 88 and 99, about three-quarters of the total space within the 800-series warehouses, and about one-third of the linear frontage of the historic wharves. Under the Full Adaptive Reuse alternative, these buildings and structures would be retained and adaptively reused, and the Port would not develop the Port-related improvements anticipated for this area. Improvements precluded under this alternative include the following:

- full realignment of Maritime Street, plus any extension of that street (to avoid the loss of Buildings No. 802 to 808, and 991);
- the New Intermodal Facility (to avoid the loss of the same structures); and
- that portion of New Berth 21 located in the Port development area (to avoid loss of Buildings No. 88, 90, 99, Wharf 6, and a portion of Wharf 6½ for berths and terminals).

Without implementation of these Port-related improvements, that portion of Maritime Street south of the OARB Historic District would be realigned in order to incorporate 46 acres of this development area into existing Outer Harbor marine terminals (west of the realigned street). A maritime support center (MSC) would be developed in the area east of the partially realigned Maritime Street. In addition to the MSC, approximately 1.3 million square feet of primarily

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<sup>1</sup> This commitment results from BCDC permits conditions for two Caltrans projects: re-construction and realignment of Interstate (I-)-880, and the Bay Bridge Replacement project. The requirements of these permits are described in Section 4.10: Recreation and Public Access.

Office/R&D and Warehousing/Distribution uses would be developed in the Port development area.

### **Maritime Sub-District**

Under the Full Adaptive Reuse alternative, the Port would continue to develop, and the Port and its tenants to operate, facilities within the Port area, including facilities of the Vision 2000 Program. Key differences of sub-district development under this alternative relative to the proposed program include the following:

- The Port would not develop the New Intermodal Facility within the Port development area, and the Joint Intermodal Facility (JIT) would remain in its current location.
- Maritime terminal expansion into a portion of the current JIT site would not occur.
- Development of the 75-acre MSC on a portion of the JIT site would not occur in this sub-district (rather, a MSC would be located in the Port development area).
- A reduction in the excavation and Bay fill for New Berth 21 would occur (to avoid loss of historic Wharf 6 and a portion of Wharf 6½ during shoreline reconfiguration).

Rather than invest in a new berth and terminal with less than optimal operational geometry, the Port may elect to not construct New Berth 21, and to continue to operate existing berths in the vicinity (Berths 8, 9, 10, 20, and 21).

### **16<sup>th</sup>/Wood Sub-District**

Under the Full Adaptive Reuse alternative, the 16<sup>th</sup>/Wood sub-district would be developed consistent with the proposed redevelopment program, including the preliminary development concept for adaptive reuse of the historic SPRR (Amtrak) station site and Business Mix uses.

### **Why this Alternative is Considered Infeasible**

This alternative would preserve historic structures (buildings and wharves) for reuse, and maintain the integrity of the National Register OARB Historic District; such preservation would prevent key redevelopment components from being developed. Under this alternative, development of new land uses at the Gateway development area would be substantially reduced. In the Port development area, the New Intermodal Facility would not occur, and New Berth 21 would not be constructed in its entirety. These components are necessary to fundamentally achieve basic project objectives. Moreover, the New Intermodal Facility and New Berth 21 are necessary to achieve goals and for consistency with policies of the *San Francisco Bay Plan* and the *San Francisco Bay Area Seaport Plan*, adopted regional planning documents, regarding projected cargo throughput in 2020, as well as minimization of Bay fill.

Under this alternative, the existing JIT would remain in its present location; this would prevent use of the limited land adjacent to the deepwater Outer Harbor, 7<sup>th</sup> Street, and Inner Harbor areas for expansion of existing marine terminals to 1,000 acres, as is contemplated in the Seaport Plan. A total of 1,000 acres is needed in the Port area for container terminals and related activities for the Port to handle its share of Bay Area throughput of approximately 24.5



million metric tons (MT) per year of containerized cargo in 2020, as described the Seaport Plan. In addition, without development of New Berth 21, the Outer Harbor shoreline would not be fully reconfigured, and would continue to operate under a less efficient geometry, with an inadequate amount of marine terminal and related acreage. In the absence of all Bay fill required for New Berth 21, existing land that would have created the container yard for the new berth would continue to function as marine berths, terminals, and AMS, but would operate under a less efficient geometry. All efficiencies made possible by full shoreline reconfiguration for New Berth 21 would not occur, nor would all increase in efficiencies in adjacent terminals occur, as planned under the proposed redevelopment program. Development of New Berth 21, along with other elements of the proposed program, is an alternative to filling approximately 153 acres of San Francisco Bay in order to achieve projected throughput as described in the Seaport Plan.

As described below, due to the nature of buildings at the Base and existing environmental impairments, this alternative fails to balance historic preservation, site remediation, and economic development goals.

**Failure to Achieve Basic Redevelopment Objectives.** This alternative was not put forth for detailed analysis, because it fails to achieve several basic redevelopment objectives, as follows:

- **Strengthen the economic base.** While this alternative would partially fulfill this objective by creating jobs, it would not create the types of high-quality jobs envisioned in the Reuse Plan. Due to the character of older buildings at the Base, they have been determined to be suitable for reuse as Class “B” office space. Class B office space is not the type of redevelopment contemplated in the OARB Reuse Plan, which instead mandates that Class A office space be constructed to establish the OARB as the “gateway” to the City of Oakland. The alternative would substantially fail to achieve this program objective.

Without removal of historic structures designed and located to support a mid-20<sup>th</sup> century military operation, land use and circulation inefficiencies would prevent generation of sufficient capital to defray anticipated costs of reuse. This alternative would also be limited in its ability to achieve other basic objectives, including alleviation of economic and social degradation, and provision of high-quality public/community services.

- **Accommodate the Port’s share of regional cargo throughput in 2020.** As described above, this alternative would prevent the Port of Oakland from handling its share of Bay Area 2020 cargo throughput. The alternative fundamentally fails to achieve this basic program objective.
- **Increase Port productivity and efficiency.** Without the acreage of the existing JIT for marine terminal use, the optimization of rail operations possible with the New Intermodal Facility, and the inter-marine terminal efficiencies made possible by New Berth 21, the productivity and efficiency of the Port would be limited and may, in fact, deteriorate over time as increased throughput is processed through a facility that cannot accommodate it. The alternative fundamentally fails to achieve this program objective.

1       • **Provide sufficient capacity to substitute for other West Coast gateway ports in the**  
2       **event of natural disaster or other emergency.** In the absence of substantially increased  
3       Port productivity and efficiency that cannot be achieved under this alternative, the Port  
4       would not be able to provide additional throughput capacity, required in the event an  
5       emergency (such as a major earthquake) disabled one of the two other West Coast cargo  
6       gateways (Los Angeles/Long Beach or Seattle/Tacoma). The alternative fundamentally fails  
7       to achieve this program objective.

8       • **Keep competitive with other West Coast ports.** In the absence of future major increases  
9       in acreage in the Port area, the Port can best increase its share of the intermodal market  
10      through increased rail facility efficiencies, not possible under this alternative. With an  
11      efficient rail operation, the Port can decrease the amount of time a container is stored at the  
12      Port, and can more efficiently use the land it has, without filling the Bay to create new land  
13      for such purposes. The alternative substantially fails to achieve this program objective.

14      **Inability to Reduce Significant Impacts of Redevelopment.** This alternative would result in  
15      significant impacts not associated with the proposed redevelopment program.

16      • **Inability to balance effective remediation of environmental impairments with**  
17      **preservation of historic resources.** Building No. 1, the OARB Main Administration  
18      Building, is located centrally within the Gateway development area. This key building has  
19      been evaluated for its reuse potential as Class B multi-tenant office space at a rehabilitation  
20      cost of approximately \$20 million. This estimate, however, does not consider the necessity  
21      of demolishing two wings of the floor space of this four-wing building to remove tarry,  
22      contamination-impacted soil and a hazardous plume located beneath the building and on  
23      adjacent land. This required remediation is currently projected to be the single most  
24      extensive environmental clean up requirement for the Base.

25      • **Exposure of residents to potentially hazardous materials in contradiction of OARB**  
26      **clean-up levels.** This alternative would locate the Homeless Collaborative program onto the  
27      Gateway development area of the OARB. The Homeless Collaborative program includes a  
28      childcare facility and transitional housing, among other things. Allowing these residential  
29      uses on the Gateway development area would be inconsistent with the remediation levels  
30      and land use restrictions contemplated by the City, the Army and the DTSC that will be  
31      applicable to the Gateway development area. The proposed Remedial Action Plan/Risk  
32      Management Plan (RAP/RMP) for the OARB is consistent with the City of Oakland Urban  
33      Land Redevelopment Program, which allows for remediation levels based on a target risk of  
34      10<sup>-5</sup> for sites where contamination issues are known. However, the proposed remediation  
35      levels for the Gateway development area are not suitable for residential uses. Therefore,  
36      this alternative would result in potentially significant impact from allowing a use inconsistent  
37      with proposed remediation on the Gateway development area.

38      **Other Plans or Regulatory Limitations.** Because this alternative would prevent the Port from  
39      handling its share of Bay Area 2020 throughput as described in the Seaport Plan, it is  
40      fundamentally inconsistent with that plan, as well as the Bay Plan (which incorporates the

Seaport Plan). For this reason, it is unlikely that permits would be obtained for elements of the program under the jurisdiction of the Bay Conservation and Development Commission (BCDC), which implements the Bay Plan.

### 7.3.2 No New Intermodal Facility

The purpose of this alternative is to identify additional land outside but near the existing Port area to address trucking needs, and to minimize the effect of Port-related trucking operations on the West Oakland community. Under this alternative, approximately 130 acres of the Port development area proposed for the New Intermodal Facility would instead be developed in AMS uses.

This alternative is expected to result in the following buildout:

**Table 7.3-2  
Build-Out of the No New Intermodal Facility Alternative**

Potential Land Uses		Redevelopment Sub-District					Total
		Units	OARB				
			Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry <sup>b</sup>		sq. ft.	494,000	0	0	305,000	799,000
Office, R&D		sq. ft.	1,528,000	0	0	1,437,000	2,965,000
Retail		sq. ft.	185,000	0	0	1,300	186,300
Warehouse/distribution		sq. ft.	300,000	500,000	0	0	800,000
Total square feet			2,507,000	500,000	0	1,743,300	4,750,300
Live/Work units			0	0	0	375	375
From uses listed above	ac.	183	25	0	40	248	
Park, Public Access	ac.	29	0	0	1	30	
New Marine Terminals	ac.	0	55	65	0	120	
Marine Terminal Realignment	ac.	0	0	0	0	0	
Ancillary Maritime Support	ac.	0	105	0	0	105	
New Intermodal Facility	ac.	0	0	0	0	0	
Acres to be redeveloped <sup>c</sup>			212	185	65	41	503
Total acres			228	241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes 50,000 square feet of training facilities for the JATC.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way. In addition to land acreage, approximately 3 acres of existing land and wharf (solid and covered fill) will be removed to create open water.

The No New Intermodal Facility alternative would generate approximately 13,750 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this alternative would generate about 11,705 net direct jobs, or 82 percent of the net direct jobs generated by the proposed redevelopment program.

**OARB Sub-District, Gateway Development Area**

Under the No New Intermodal Facility alternative, the City would develop the Gateway development area as envisioned under the proposed redevelopment program. This development would include up to a maximum of approximately 2.5 million square feet of new Light Industrial, Office/R&D, and Warehouse/Distribution uses, with High-End Retail and Hotel uses possible.<sup>2</sup> This alternative recognizes certain conveyances and commitments of land within the Gateway development area, including:

- the 3-acre conveyance from the ORA to the JATC;
- the 15-acre conveyance from the Army to the EBRPD;
- the commitment of Caltrans to provide public access improvements in the area; and
- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative, which requires identification of sites for homeless assistance programs, assumed to be accommodated at appropriate off-site locations.

Because, as described below, expanded AMS facilities would be developed in the Port development area, the Baldwin railyard would not be required for AMS, and that site would be available to the City for flexible development uses. Under this alternative, “big box” retail would be developed at the Baldwin Yard site.

**OARB Sub-District, Port Development Area**

Under the No New Intermodal Facility alternative, the Port would not develop the New Intermodal Facility as envisioned under the proposed redevelopment program. Construction of New Berth 21 (including shoreline reconfiguration) would occur, including cargo terminal expansion on Port development area lands not slated for the New Intermodal Facility.

Instead of the New Intermodal Facility, approximately 130 acres of land within the OARB between realigned Maritime Street and I-880 would be dedicated to AMS uses; this amount of AMS exceeds the Port’s requirement to provide 90 acres of AMS, as described in the most-recently amended Bay Plan. This area could accommodate approximately ½ million square feet of Warehouse/Distribution space. AMS would also include facilities for trans-loading cargo, and container handling space (repair, cleaning, empty storage, etc.). Additionally, this area could accommodate a full-service truck stop and a tractor-trailer parking lot. The truck stop could provide a variety of services, including truck fueling and maintenance facilities, as well as a restaurant, convenience store, and motel. It is unlikely that existing buildings within the Port development area could be adaptively re-used to accommodate such uses, other than Jacobs Hall (Building No. 650), which is not a contributing structure to the OARB historic district. Most if not all of the warehouses would to be de-constructed to provide space for AMS uses.

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<sup>2</sup> See Appendix 7 for an evaluation of these land use options.

**Maritime Sub-District**

Under the No New Intermodal Facility alternative, the Port would continue to develop, and the Port or its tenants to operate, facilities within the Maritime sub-district, including facilities of the Vision 2000 Program. The Port would maintain in its present configuration the JIT adjacent to the Outer, Seventh Street, and Middle Harbor container terminals, and the functions of the JIT would not be relocated to the Port development area. New Berth 21 would be developed within this sub-district as envisioned in the proposed redevelopment program. Key differences in sub-district development under this alternative relative to the proposed program include the following:

- The existing JIT would remain in its current location.
- Maritime terminal expansion into a portion of the current JIT site would not occur.
- Development of the 75-acre MSC would not occur on a portion of the JIT site (but rather at the Port development area, as described above).

**16<sup>th</sup>/Wood Sub-District**

Under the No New Intermodal Facility alternative, the 16<sup>th</sup>/Wood sub-district would be developed consistent with the proposed redevelopment program, including the preliminary development concept for the Amtrak station site and Business Mix uses.

**Why this Alternative is Considered Infeasible**

Maintaining the existing JIT in its present location under this alternative would prevent use of the limited land adjacent to the deepwater Outer Harbor, 7<sup>th</sup> Street, and Inner Harbor areas for expansion of existing marine terminals to 1,000 acres, as is contemplated in the Seaport Plan. A total of 1,000 acres is needed in the Port area for container terminals and related activities for the Port to handle its share of Bay Area cargo throughput—approximately 24.5 million metric tons (MT) per year of containerized cargo in 2020, as described the Seaport Plan.

**Failure to Achieve Program Objectives.** This alternative was not put forth for detailed analysis, because it fails to achieve basic redevelopment objectives as follows:

- **Accommodate the Port's share of regional cargo throughput in 2020.** As described above, this alternative would prevent the Port of Oakland from handling its share of 2020 Bay Area cargo throughput. The alternative fundamentally fails to achieve this basic program objective.
- **Increase Port productivity and efficiency.** By “freeing up” the land area of the JIT for marine terminal use while maximizing the amount of cargo traveling by train rather than truck, the New Intermodal Facility is a key element of increased Port productivity and efficiency. Without the acreage of the existing JIT for marine terminal use, and the optimization of rail operations possible with the New Intermodal Facility, the productivity and

1 efficiency of the Port would not substantially improve over current levels. The alternative  
2 substantially fails to achieve this program objective.

- 3 • **Provide sufficient capacity to substitute for other West Coast gateway ports in the**  
4 **event of natural disaster or other emergency.** In the absence of substantially increased  
5 Port productivity and efficiency that cannot be achieved under this alternative, the Port  
6 would not be able to provide substantial additional throughput capacity, required in the event  
7 an emergency (such as a major earthquake) disabled one of the two other West Coast  
8 cargo gateways (Los Angeles/Long Beach or Seattle/Tacoma). The alternative substantially  
9 fails to achieve this basic program objective.
- 10 • **Keep competitive with other West Coast ports.** In the absence of future major  
11 increases in acreage in the Port area, the Port can best increase its share of the  
12 intermodal market through increased rail facility efficiencies, not possible under this  
13 alternative. With an efficient rail operation, the Port can decrease the amount of time a  
14 container is stored at the Port, and can more efficiently use the land it has, without filling  
15 the Bay to create new land for such purposes. The alternative substantially fails to achieve  
16 this program objective.

17 **Other Plans or Regulatory Limitations.** Because this alternative would prevent the Port from  
18 handling its share of Bay Area 2020 throughput described in the Seaport Plan, it is fundamentally  
19 inconsistent with that plan, as well as with the Bay Plan (which incorporates the Seaport Plan).  
20 For this reason, it is unlikely that permits would be obtained for elements of the program under  
21 the jurisdiction of the Bay Conservation and Development Commission (BCDC), which  
22 implements the Bay Plan.

### 23 **7.3.3 No New Berth 21**

24 This alternative deviates from the proposed redevelopment program in one aspect: the  
25 proposed Outer Harbor shoreline reconfiguration (including excavation and Bay fill) required to  
26 achieve an operational geometry for New Berth 21 would not occur. This alternative would avoid  
27 impacts to transportation, air quality, biological resources, and water quality associated with the  
28 proposed redevelopment program as a result of Bay fill and in-water construction. These  
29 impacts are described in Sections 4.3: Transportation and Traffic, 4.4: Air Quality, 4.12:  
30 Biological Resources, and 4.15: Surface Water.

31 This alternative is expected to result in the following buildout:

**Table 7.3-3  
Build-Out of the No New Berth 21 Alternative**

Potential Land Uses		Redevelopment Sub-District					Total
		Units <sup>a</sup>	OARB				
			Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry <sup>b</sup>		sq. ft.	494,000	0	0	305,000	799,000
Office, R&D		sq. ft.	1,528,000	0	0	1,437,000	2,965,000
Retail		sq. ft.	25,000	0	0	1,300	26,300
Warehouse/distribution		sq. ft.	300,000	0	0	0	300,000
Total square feet			2,347,000	0	0	1,743,300	4,090,300
Live/Work units			0	0	0	375	375
From uses listed above		ac.	168	0	0	40	208
Park, Public Access		ac.	29	0	0	1	30
New Marine Terminals		ac.	0	47	65	0	112
Marine Terminal Realignment		ac.	0	0	82	0	82
Ancillary Maritime Support		ac.	15	2	88	0	105
New Intermodal Facility		ac.	0	130	35	0	165
Acres to be redeveloped <sup>c</sup>			212	179	270	41	702
Total acres			228	241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes 50,000 square feet of training facilities for the JATC.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way.

The No New Berth 21 alternative would generate approximately 15,680 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this alternative would generate about 13,635 net direct jobs, or 95 percent of the net direct jobs generated by the proposed redevelopment program.

**OARB Sub-District, Gateway Development Area**

The No New Berth 21 alternative would include development of the Gateway development area as envisioned under the proposed redevelopment program. This alternative includes approximately 2.3 million square feet of new Light Industrial, R&D, Warehouse/Distribution, and Office uses, with High-End Retail and Hotel uses possible. This alternative recognizes certain conveyances and commitments of land within the Gateway development area, including the following:

- the 3-acre conveyance from the ORA to the JATC;
- the 15-acre conveyance from the Army to the EBRPD;
- the commitment of Caltrans to provide public access improvements in the area;
- the City's commitment to provide 15 acres of land for AMS; and

- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative, which requires identification of sites for homeless assistance programs, assumed to be accommodated at appropriate off-site locations.

#### **OARB Sub-District, Port Development Area**

Under the No New Berth 21 alternative, the land use program for the Port development area would remain similar to that envisioned under the proposed redevelopment program, including realignment and extension of Maritime Street, development of a New Intermodal Facility rail yard, and expansion of cargo terminal acreage. While realignment and expansion of the yards of existing Outer Harbor terminals could occur, shoreline reconfiguration for New Berth 21 (including excavation and Bay fill) would not occur.

#### **Maritime Sub-District**

Under the No New Berth 21 alternative, the Port would continue to develop, and the Port and its tenants to operate, facilities within the Maritime sub-district, including facilities of the Vision 2000 Program. In addition, this sub-district would be developed as envisioned under the proposed redevelopment program, including the following:

- realignment and extension of Maritime Street, (which would be also located in the Port and Gateway development areas);
- expansion of Berths 55 through 59 into a portion of the current JIT site;
- development of a new 75-acre MSC at a portion of the current JIT site and of 15 additional acres of AMS near, but not within, the Port area; and
- re-alignment of existing terminals.

This alternative would preclude development of New Berth 21, and the Port would continue to operate its current Outer Harbor terminals.

#### **16<sup>th</sup>/Wood Sub-District**

Under the No New Berth 21 alternative, the 16<sup>th</sup>/Wood sub-district would be developed consistent with the proposed redevelopment program, including the preliminary development concept for the Amtrak station site and additional Business Mix uses.

#### **Why this Alternative is Considered Infeasible**

Without development of New Berth 21, the Outer Harbor shoreline would not be reconfigured, and would continue to operate under its existing inefficient geometry, with an inadequate amount of marine terminal and related acreage. In the absence of Bay fill required for New Berth 21, existing land that would have created the container yard for the new berth would continue to function as marine berths, terminals, and AMS, but would remain in its current fragmented and inefficient geometry. Efficiencies made possible by shoreline reconfiguration for New Berth 21 would not occur, nor would efficiencies increase in adjacent terminals, as planned under the proposed redevelopment program. In addition, in the absence of the net 26 acres of



1 fill for New Berth 21, the Port would not have the required acreage to handle its share of Bay  
2 Area containerized cargo throughput in 2020, as described in the Seaport Plan.

3 Development of New Berth 21, along with other elements of the proposed program, is an  
4 alternative to filling approximately 153 acres of San Francisco Bay in order to accommodate  
5 projected throughput capacities.

6 **Failure to Achieve Program Objectives.** This alternative was not put forth for detailed analysis  
7 because it fails to achieve basic redevelopment objectives as follows:

- 8 • **Accommodate the Port's share of regional cargo throughput in 2020.** As described  
9 above, this alternative would prevent the Port of Oakland from handling its share of 2020  
10 Bay Area cargo throughput as described in the Seaport Plan. The alternative fundamentally  
11 fails to achieve this program objective.
- 12 • **Increase Port productivity and efficiency.** In the absence of New Berth 21, substantial  
13 efficiencies resulting from consolidation of several older, inefficient terminals into a larger,  
14 geometrically optimal, and modern New Berth 21 would not occur. In addition, substantial  
15 improvement of efficiency at adjacent terminals sharing equipment, vessels, and land would  
16 not be realized. New Berth 21 is a key element of increased Port productivity and efficiency,  
17 and without that facility, the Port would not experience substantially improved productivity or  
18 efficiency over current levels. The alternative substantially fails to achieve this program  
19 objective.
- 20 • **Provide sufficient capacity to substitute for other West Coast gateway ports in the**  
21 **event of natural disaster or other emergency.** In the absence of substantially increased  
22 Port productivity and efficiency that cannot be achieved under this alternative, the Port  
23 would not be able to provide substantial additional throughput capacity, required in the event  
24 an emergency (such as a major earthquake) disabled one of the two other West Coast  
25 cargo gateways (Los Angeles/Long Beach or Seattle/Tacoma). The alternative substantially  
26 fails to achieve this program objective.

27 **Inability to Reduce Significant Impacts of Redevelopment.** This alternative would result in  
28 significant impacts not associated with the proposed redevelopment program.

- 29 • **Emissions of pollutants.** The proposed redevelopment program would result in significant  
30 impacts related to air quality. New Berth 21 would be a modern terminal with sufficient wharf  
31 and draft to accommodate the very large deep-draft modern cargo vessels, unlike the berths  
32 it would replace. In the absence of New Berth 21, and in order to attempt to meet its 2020  
33 container cargo throughput commitment, the Port would need to continue to operate its  
34 smaller and relatively less efficient Outer Harbor terminals at a relatively higher number of  
35 calls by smaller vessels. These smaller vessels are generally older, less efficient, and more  
36 polluting than new-generation ships. This alternative would result in a relatively higher  
37 number of less efficient vessel calls compared to the proposed redevelopment program.

This would degrade air quality relative to and would worsen a significant impact of the proposed program.

**Other Plans or Regulatory Limitations.** Because this alternative would prevent the Port from handling its share of Bay Area 2020 throughput as described in the Seaport Plan, it is fundamentally inconsistent with that plan, as well as the Bay Plan (which incorporates the Seaport Plan). For this reason, it is unlikely that permits would be obtained for elements of the program under the jurisdiction of the Bay Conservation and Development Commission (BCDC), which implements the Bay Plan.

## **7.4 ALTERNATIVES PUT FORTH FOR FURTHER CONSIDERATION**

As a requirement of CEQA, this EIR puts forth the No Program alternative for further consideration. In addition, the following “action” alternatives were screened, found to be feasible, and are put forth for further consideration:

- High Intensity;
- Reduced Intensity;
- Full Maritime; and
- Gateway Adaptive Reuse/Eco-Park.

These alternatives are described in the following section, and analyzed further in Section 7.5.

Appendix 7 includes evaluation of two land use options which may be implemented with any of the “action” alternatives: High-End Retail, and Hotel.

### **7.4.1 No Project**

In accordance with CEQA, the EIR includes an evaluation of future conditions without redevelopment (the so-called “No Project” alternative). The No Project alternative allows City decision-makers and the public to compare anticipated impacts of the proposed project with those impacts anticipated to occur without the project. The No Project alternative described below represents reasonably expected outcomes that could occur within the redevelopment project area in the absence of redevelopment (*i.e.*, if the Redevelopment Plan and Reuse Plan as incorporated therein were not implemented).

A “no project” alternative normally assumes build-out of a project area consistent with existing land use designations (or “classifications”) and zoning. The City of Oakland, the Port of Oakland, and BCDC each have land use authority in the redevelopment project area. BCDC has determined that within its land use jurisdiction, some Oakland General Plan land classifications for the OARB sub-district are not consistent with Port Priority land use designations of the Bay Plan, amended in 2001. Build-out of the OARB sub-district consistent with current General Plan land use classifications, therefore, would not be consistent with the current Bay Plan. Because the Oakland General Plan is not consistent with the current Bay

Plan, build-out of the General Plan within BCDC's jurisdiction would not be permitted, and assuming build-out of the OARB consistent with current General Plan land use designations (the usual approach to analysis of a "no project" alternative) would not provide meaningful input to the decision-making process. Moreover, in the absence of funds generated by redevelopment, development of the 16<sup>th</sup>/Wood sub-district is not likely to occur as envisioned under the current Redevelopment Plan. For these reasons, analysis of the No Project alternative assumes what is most likely to occur under build-out as follows:

- No Economic Development Conveyance of the OARB from the Army to OBRA would occur, nor would subsequent land transfers to the ORA, the Port, or JATC occur.
- The Gateway and Port development areas would not undergo substantial physical change.
- The Maritime sub-district would be developed consistent with the Oakland General Plan, the Bay and Seaport plans, the Port's Vision 2000 Program, and other Port plans.
- The 16<sup>th</sup>/Wood sub-district would be developed consistent with the Oakland General Plan and the Bay and Seaport plans, but to a substantially lower development intensity.

This alternative is expected to result in the following buildout:

**Table 7.4-1  
Build-Out of the No Project Alternative**

Potential Land Uses	Units <sup>a</sup>	Redevelopment Sub-District OARB				Total
		Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry	sq. ft.	0	0	0	436,000	436,000
Office, R&D	sq. ft.	198,000	650,000	0	0	848,000
Retail	sq. ft.	0	0	0	0	0
Warehouse/distribution <sup>b</sup>	sq. ft.	880,000	1,600,000	0	0	2,480,000
<b>Total square feet</b>		<b>1,078,000</b>	<b>2,250,000</b>	<b>0</b>	<b>436,000</b>	<b>3,764,000</b>
<b>Live/Work units</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
From uses listed above	ac.	149	183	0	41	373
Park, Public Access	ac.	29	0	0	0	29
New Marine Terminals	ac.	0	0	51	0	51
Marine Terminal Realignment	ac.	0	0	0	0	0
Ancillary Maritime Support	ac.	0	0	0	0	0
New Intermodal Facility	ac.	0	0	0	0	0
<b>Acres to be redeveloped<sup>c</sup></b>		<b>178</b>	<b>183</b>	<b>51</b>	<b>41</b>	<b>453</b>
<b>Total acres</b>		<b>228</b>	<b>241</b>	<b>1,290</b>	<b>41</b>	<b>1,800</b>

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes the non-housing component of the Homeless Collaborative project.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way.

1 The No Project alternative would generate approximately 5,860 direct jobs. Accounting for the  
2 number of baseline year (1995) jobs—approximately 2,045—this alternative would generate  
3 about 3,815 direct jobs, or 27 percent of the net direct jobs generated by the proposed  
4 redevelopment program.

5 **OARB Sub-District, City Gateway Development Area**

6 The No Project alternative generally assumes continuation of the current interim leasing  
7 program within this sub-district. Therefore, some current interim use Homeless Collaborative  
8 elements, such as the food bank, would be located on the OARB. However, the alternative does  
9 include conveyances and commitments of land as follows:

- 10
- the 15-acre conveyance from the Army to the EBRPD;
  - the commitment of Caltrans to provide public access improvements in the area;
  - the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative requires identification of sites for homeless assistance program elements; some non-housing elements would be accommodated on-site, and the housing elements would be accommodated at appropriate off-site locations.
- 15

16 Full lease-up of existing buildings under the interim leasing program would result in occupancy  
17 of approximately 198,000 square feet of office space, 880,000 square feet of warehouse space,  
18 plus wharves and land.

19 **OARB Sub-District, Port Development Area**

20 Under the No Project alternative, substantial physical changes to the Port development area  
21 would not occur. Maritime Street would not be realigned and extended, and neither the New  
22 Intermodal Facility nor New Berth 21 would be developed. The interim-leasing program for this  
23 area would continue, and full lease-up would occur. Full lease-up of existing buildings in this  
24 area would result in occupancy of approximately 2.3 million square feet of primarily Office and  
25 Warehouse/Distribution uses, such as the Oakland Military Institute and other interim uses.

26 **Maritime Sub-District**

27 Under the No Project alternative, the Port would continue to develop, and the Port or its tenants  
28 to operate facilities within the Maritime sub-district, including facilities of the Vision 2000  
29 Program. Key differences between this alternative and the proposed redevelopment project  
30 include the following:

- 31
- The Port would not develop the New Intermodal Facility within the OARB, and the JIT would remain in its current location.
  - Maritime expansion into a portion of the JIT site would not occur.
  - Development of the 75-acre MSC would not occur on a portion of the JIT site.
  - New Berth 21 would not be developed in a portion of this sub-district.
- 35

**16<sup>th</sup>/Wood Sub-District**

Under the No Project alternative, some new development would still be anticipated to occur within this sub-district. In the absence of redevelopment funds, however, the scale and extent of such new development would be substantially reduced from that predicted under the proposed redevelopment project, due to environmental and infrastructure constraints and physically blighted conditions. A lower intensity of new and improved land use in this area would occur, at an average FAR of approximately 0.25.

**7.4.2 High Intensity**

Although its analysis is not required under CEQA, the High Intensity alternative assesses an upper range of potential development intensities within the redevelopment project area, and provides an understanding of potential “worst-case” environmental impacts that may be associated with such redevelopment. Under this alternative, land uses for each redevelopment sub-district would generally remain the same as anticipated under the proposed redevelopment program, but the intensity of private development would increase.

This alternative is expected to result in the following buildout:

**Table 7.4-2  
Build-Out of the High Intensity Alternative**

Redevelopment Sub-District						
Potential Land Uses	Units <sup>a</sup>	OARB				Total
		Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry <sup>b</sup>	sq. ft.	1,594,000	0	0	500,000	2,094,000
Office, R&D	sq. ft.	6,512,000	0	0	1,100,000	7,612,000
Retail	sq. ft.	2,050,000	0	0	600,000	2,650,000
Warehouse/distribution	sq. ft.	1,594,000	0	0	0	1,594,000
Total square feet		11,750,000	0	0	2,200,000	13,950,000
Live/Work units		0	0	0	375	375
From uses listed above	ac.	168	0	0	40	208
Park, Public Access	ac.	29	0	0	1	30
New Marine Terminals	ac.	0	55	65	0	120
Marine Terminal Realignment	ac.	0	0	82	0	82
Ancillary Maritime Support	ac.	15	2	88	0	105
New Intermodal Facility	ac.	0	130	35	0	165
Acres to be redeveloped <sup>c</sup>		212	187	270	41	710
Total acres		228	241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes 50,000 square feet of training facilities for the JATC.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way. In addition to land acreage, approximately 3 acres of existing land and wharf (solid and covered fill) will be removed to create open water.

1  
2 The High Intensity alternative would generate approximately 38,680 total direct jobs. Accounting  
3 for the number of baseline year (1995) jobs—approximately 2,045—this alternative would  
4 generate about 36,145 net direct jobs, or 252 percent of the net direct jobs generated by the  
5 proposed redevelopment program.

6 **OARB Sub-District, Gateway Development Area**

7 The proposed redevelopment program anticipates a maximum development potential within  
8 the Gateway development area of approximately 2.3 million square feet of land use types  
9 consistent with those of the “Flexible Alternative” of the Reuse Plan, resulting in a gross FAR  
10 of approximately 0.35. The High Intensity alternative envisions the Gateway development area  
11 developed at a gross FAR of 1.5 (or a net FAR on individual development sites of 4.0), the  
12 maximum development intensity allowed under the General Plan within the Business Mix land  
13 use category. This high intensity of development would yield approximately 11,750,000  
14 square feet of Light Industrial, Office and support uses, R&D, Warehouse/Distribution,  
15 Ancillary Retail uses. Additionally, this alternative would include “big-box” retail use on the 19-  
16 acre Subaru site. This alternative also includes the following conveyances and commitments  
17 of land:

- 18
- the 3-acre conveyance from the ORA to the JATC;
  - 19 • the 15-acre conveyance from the Army to the EBRPD;
  - 20 • the commitment of Caltrans to provide public access improvements in the area;
  - 21 • the City’s commitment to provide 15 acres of additional land for AMS; and
  - 22 • the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative,  
23 which requires identification of off-site locations for homeless assistance programs,  
24 assumed to be accommodated at appropriate off-site locations.

25 **OARB Sub-District, Port Development Area**

26 Under the High Intensity alternative, the Port development area would be developed as  
27 envisioned in the proposed redevelopment program. New facilities would include the following:

- 28
- realigned and extended Maritime Street;
  - 29 • the New Intermodal Facility;
  - 30 • a portion of New Berth 21 (including shoreline reconfiguration); and
  - 31 • cargo terminal expansion.

32 **Maritime Sub-District**

33 Under the High Intensity alternative, the Port would continue to develop and the Port and its  
34 tenant to operate new and expanded facilities within the Maritime sub-district, including facilities

of the Vision 2000 Program. In addition, this sub-district would be developed as envisioned under the proposed redevelopment program as follows:

- realignment and extension of Maritime Street (which would be also located in the Port and Gateway development areas);
- expansion of Berths 55 through 59 terminals into a portion of the current JIT site;
- development of a new 75-acre MSC at a portion of the current JIT site, and of 15 additional acres of AMS near, but not within, the Port area;
- construction of a portion of New Berth 21; and
- realignment of existing terminals.

#### **16<sup>th</sup>/Wood Sub-District**

The High Intensity alternative for this sub-district would include redevelopment of the Amtrak station site with approximately 1.7 million square feet of new Commercial/Office space, approximately 375 live/work units, and redevelopment of the historic Amtrak station with approximately 70,000 square feet of office and event space. Additional redevelopment activity on the surrounding properties would also be anticipated, resulting in a total of approximately 500,000 square feet of Light Industrial and Business Mix uses.

#### **7.4.3 Reduced Intensity**

The Reduced Intensity alternative assesses lower-density development options within the redevelopment project area. This alternative was developed to determine whether lower-intensity development would avoid or reduce environmental impacts associated with the proposed redevelopment program. Under this alternative, land use types for each sub-district within the redevelopment project area would generally remain the same as anticipated under the proposed redevelopment program, but intensities of projected future development activities would be reduced.

This alternative is expected to result in the following buildout:

## Alternatives to the Proposed Redevelopment Program

**Table 7.4-3**  
**Build-Out of the Reduced Intensity Alternative**

Potential Land Uses		Redevelopment Sub-District				
		OARB				Total
		Units <sup>a</sup>	Gateway	Port	Maritime	
Light Industry <sup>b</sup>	sq. ft.	266,000	0	0	220,000	486,000
Office, R&D	sq. ft.	1,091,000	0	0	750,000	1,841,000
Retail	sq. ft.	18,000	0	0	0	18,000
Warehouse/distribution	sq. ft.	266,000	0	0	0	266,000
Total square feet		1,641,000	0	0	970,00	2,611,000
Live/Work units		0	0	0	280	280
From uses listed above	ac.	168	0	0	40	208
Park, Public Access	ac.	29	0	0	1	30
New Marine Terminals	ac.	0	55	65	0	120
Marine Terminal Realignment	ac.	0	0	82	0	82
Ancillary Maritime Support	ac.	15	2	88	0	105
New Intermodal Facility	ac.	0	130	35	0	165
Acres to be redeveloped <sup>c</sup>		212	187	270	41	710
Total acres		228	241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes 50,000 square feet of training facilities for the JATC.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way. In addition to land acreage, approximately 3 acres of existing land and wharf (solid and covered fill) will be removed to create open water.

The Reduced Intensity alternative would generate approximately 11,920 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this alternative would generate about 9,875 net direct jobs, or 69 percent of the net direct jobs generated by the proposed redevelopment program.

### **OARB Sub-District, Gateway Development Area**

The Reuse Plan anticipates a maximum development potential within the Gateway development area of approximately 2.3 million square feet of land uses consistent with the “Flexible Alternative” Reuse Plan, resulting in a gross FAR of approximately 0.35. The Reduced Intensity alternative envisions the Gateway development area developed at a gross FAR of 0.25, an approximately 30 percent reduction of development intensity. As a general rule, a Commercial FAR of 0.25 enables construction of one- to two-story structures, with parking demand met by surface parking lots. Based on this FAR, the Reduced Intensity alternative would yield approximately 1.6 million square feet of Light Industrial, Office, R&D, and Ancillary Retail uses. This alternative also includes the following conveyances and commitments of land:

- the 3-acre conveyance from the ORA to the JATC;



- the 15-acre conveyance from the Army to the EBRPD;
- the commitment of Caltrans to provide public access improvements in the area;
- the City's commitment to provide 15 acres of land for AMS; and
- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative, which requires identification of off-site locations for homeless assistance programs, assumed to be accommodated at appropriate off-site locations.

**OARB Sub-District, Port Development Area**

Under the Reduced Intensity alternative, the Port development area would be developed as envisioned in the proposed redevelopment program. New facilities would include the following:

- realigned and extended Maritime Street;
- the New Intermodal Facility;
- a portion of New Berth 21 (including shoreline reconfiguration); and
- cargo terminal expansion.

**Maritime Sub-District**

Under the Reduced Intensity alternative, the Port would continue to develop, and the Port or its tenants to operate, facilities within the Maritime sub-district, including facilities of the Vision 2000 Program. In addition, this sub-district would be developed as envisioned under the proposed redevelopment program as follows:

- realignment and extension of Maritime Street (which would be also located in the Port and Gateway development areas);
- expansion of Berths 55 through 59 terminals into a portion of the current JIT site;
- development of a new 75-acre MSC at a portion of the current JIT site, and of 15 additional acres of AMS near, but not within, the Port area;
- construction of a portion of New Berth 21; and
- realignment of existing terminals.

**16<sup>th</sup>/Wood Sub-District**

Under the Reduced Intensity alternative, there would be approximately 1,000,000 square feet of new Office/R&D space, approximately 280 live/work units, and reuse of the historic Amtrak station with approximately 70,000 square feet of office and event space. Additional redevelopment activity within this sub-district would occur at an average FAR of 0.25, resulting in a total of approximately 220,000 square feet of Light Industrial uses.

**7.4.4 Full Maritime**

During EIR scoping, several residents and business owners from the West Oakland community expressed the opinion the OARB could provide increased opportunities for AMS industries and businesses. These types of businesses and industries may include the following:

- intermodal trucking companies,
- container freight stations,
- trans-load facilities,
- refrigerated container depots,
- container cleaning, repair and storage, and
- truck repair and fueling.

A recent study commissioned by the Port (the Tioga Group 2001) concluded that demand for such uses within or near the Port of Oakland's operations is expected to be approximately 178 acres by 2020.<sup>3</sup> According to a recent Port survey, currently more than 48 Port-related trucking businesses occupy a total of 128 acres in West Oakland, the OARB, and within the Port's Maritime sub-area (BCDC 2000). However, under the proposed redevelopment program, some of these existing businesses would be displaced by new uses within the OARB and Maritime sub-districts. Additionally, the City of Oakland has recently imposed controls on the issuance of new permits for such businesses in West Oakland in an attempt to alleviate noise, air quality, and traffic impacts on the neighborhood.

In an attempt to provide a reasonable accommodation of these uses, the proposed redevelopment program provides for a total of 105 acres of land within the OARB and Maritime sub-districts to support AMS. Sites include the Port's proposed 75-acre MSC at the location of the JIT (Maritime sub-district), 15 acres at the Baldwin Yard (Gateway development area), and an additional 15 acres to be provided by the Port within the Maritime sub-district. Although dedication of this amount of land resource has been considered by the BCDC as "a laudatory achievement" and "a reasonable amount of land to accommodate trucking services," additional maritime support space will eventually be needed. BCDC staff have recommended that the Port should "continue to work with the trucking industry and the West Oakland community to find appropriate amounts and locations of nearby land outside the Port to serve trucking needs, and to minimize the impact of trucking connected to the Port's operation on the West Oakland community." (BCDC 2000).

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<sup>3</sup> This estimate is based on forecasts of cargo segment growth, typical facility design, industry standards and working assumptions to estimate usable acres for efficient, single-purpose core service facilities. This process is necessarily imprecise, and the resulting estimates are most suitable for planning purposes rather than detailed land allocation or facility design decisions. These figures should therefore be interpreted as approximate minimums that could be achieved under reasonably efficient conditions (the Tioga Group 2001).

## OARB Area Redevelopment EIR

If additional lands within the OARB sub-district were to be dedicated for such uses, then land needed for these uses would either be taken out of the Gateway development area or the Port development area. This alternative is based in part on the Maritime Redevelopment alternative (Alternative 2) analyzed in the OARB Disposal and Reuse EIS (Corps, Final EIR, December 2001).

This alternative is expected to result in the following buildout:

**Table 7.4-4  
Build-Out of the Full Maritime Alternative**

Redevelopment Sub-District						
Potential Land Uses	Units <sup>a</sup>	OARB				Total
		Gateway	Port	Maritime	16 <sup>th</sup> /Wood	
Light Industry	sq. ft.	50,000	0	0	500,000	550,000
Office, R&D	sq. ft.	0	0	0	1,000,000	1,000,000
Retail	sq. ft.	0	0	0	1,300	1,300
Warehouse/distribution	sq. ft.		0	0	305,000	305,000
Total square feet		50,000	0	0	1,806,300	1,856,300
Live/Work units		0	0	0	375	375
From uses listed above <sup>b</sup>	ac.	3	0	0	40	43
Park, Public Access	ac.	29	0	0	1	30
New Marine Terminals	ac.	0	55	65	0	120
Marine Terminal Realignment	ac.	0	0	157	0	157
Ancillary Maritime Support	ac.	161	2	0	0	163
New Intermodal Facility	ac.	0	130	41	0	171
Acres to be redeveloped <sup>c</sup>		193	187	263	41	684
Total acres		228	241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Includes 50,000 square feet of training facilities for the JATC.

<sup>c</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way. In addition to land acreage, approximately 3 acres of existing land and wharf (solid and covered fill) will be removed to create open water.

The Full Maritime alternative would generate approximately 11,565 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this alternative would generate about 9,520 net direct jobs, or 66 percent of the net direct jobs generated by the proposed redevelopment program.

### OARB Sub-District, Gateway Development Area

This alternative includes the following conveyances and commitments of land:

- the 3-acre conveyance from the ORA to the JATC;
- the 15-acre conveyance from the Army to the EBRPD;

- the commitment of Caltrans to provide public access improvements in the area;
- the City's commitment to provide 15 acres of additional land for AMS; and
- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative, which requires identification of off-site locations for homeless assistance programs, assumed to be accommodated at appropriate off-site locations.

Allowing for these commitments of land, approximately 161 acres of land within the Gateway development area could be dedicated to AMS. All existing facilities within the Gateway development area would be demolished or de-constructed, and the area would be developed as a MSC. Except for the JATC facility, none of the mixed land uses envisioned in the proposed redevelopment program would occur.

#### **OARB Sub-District, Port Development Area**

Under the Full Maritime alternative, the land use program for the Port development area would remain generally the same as under the proposed redevelopment program. Improvements would include the following:

- realignment and extension of Maritime Street, (which would be also located in the Gateway development area and maritime sub-district);
- the New Intermodal Facility;
- portions of New Berth 21 (including shoreline reconfiguration); and
- cargo terminal expansion.

#### **Maritime Sub-District**

Under the Full Maritime alternative, the Port would continue to develop, and the Port and its tenants to operate, facilities within the Maritime sub-district, including facilities of the Vision 2000 Program. In addition, this sub-district would be developed generally as envisioned under the proposed redevelopment program as follows:

- realignment and extension of Maritime Street (which would be also located in the Port and Gateway development areas);
- expansion of Berths 55 through 59 terminals into the current JIT site;
- construction of a portion of New Berth 21; and
- realignment of existing terminals.

It is likely the location for the Port's MSC would be re-located to the Gateway development area under this alternative. This would enable the entire JIT site to be used for additional marine cargo terminal needs.

#### **16<sup>th</sup>/Wood Sub-District**

Under the Full Maritime alternative, the 16<sup>th</sup>/Wood sub-district would support maritime development with the inclusion of Warehouse/Distribution uses and an increase in Light Industrial uses. Similar to the proposed program, this sub-district would also include Office/R&D, Retail, and Live/Work uses.

**7.4.5 Gateway Adaptive Reuse/Eco-Park**

The Gateway Adaptive Reuse/Eco-Park alternative provides for partial avoidance of significant impacts to historic resources associated with the proposed redevelopment program, as disclosed in Section 4.6: Cultural Resources. Historic resources located within the Gateway development area except for Building No. 1 and a portion of Wharf 6½,<sup>4</sup> would be adaptively reused, but not those within the Port development area. The remainder of the redevelopment project area would be redeveloped consistent with the proposed redevelopment program. In addition to adaptive reuse of historic buildings and structures in the Gateway development area, this alternative also reduces less than significant effects of the proposed redevelopment program relative to public services and utilities (as disclosed in Section 4.9: Public Services and Utilities) by developing an eco-park (described below) within the Gateway development area.

This alternative is expected to result in the following buildout:

**Table 7.4-5  
Build-Out of the Gateway Adaptive Reuse Alternative**

Redevelopment Sub-District							
OARB							
Potential Land Uses	Units <sup>a</sup>	Gateway <sup>b</sup>		Port	Maritime	16 <sup>th</sup> /Wood	Total
Light Industry	sq. ft.	500,000	0	0	0	305,000	805,000
Office, R&D <sup>c</sup>	sq. ft.	461,000	198,000	0	0	1,437,000	2,096,000
Retail	sq. ft.	0	0	0	0	1,300	1,300
Warehouse/distribution	sq. ft.	0	444,000	0	0	0	444,000
Total square feet		961,000	642,000	0	0	1,743,300	3,346,300
Live/Work units		0	0	0	0	375	375
From uses listed above	ac.	75	74	0	0	40	189
Park, Public Access	ac.	29	0	0	0	1	30
New Marine Terminals	ac.	0	0	55	65	0	120
Marine Terminal Realignment	ac.	0	0	0	82	0	82
Ancillary Maritime Support	ac.	15	0	2	88	0	105
New Intermodal Facility	ac.	0	0	130	35	0	165
Acres to be redeveloped/reused <sup>d</sup>		119	74	187	270	41	691
Total acres		228		241	1,290	41	1,800

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Left-hand columns are square footages or acres to be rebuilt, and right-hand columns are square footages or acres to be adaptively reused.

<sup>c</sup> Includes 50,000 square feet of training facilities for the Joint Apprentice and Training Committee (JATC).

<sup>d</sup> Acreages identified above are gross land use acreage, inclusive of roadway and utility rights-of way.

The Gateway Adaptive Reuse/Eco-Park alternative would generate approximately 13,160 total direct jobs. Accounting for the number of baseline year (1995) jobs—approximately 2,045—this

<sup>4</sup> Building No. 1 must be demolished to remediate the tarry residue located beneath that building, and a portion of Wharf 6 ½ will be demolished as part of the Port's development.

alternative would generate about 11,115 net direct jobs, or 77 percent of the net direct jobs generated by the proposed redevelopment program.

**OARB Sub-District, Gateway Development Area**

As required under the Reuse Plan, the Gateway Adaptive Reuse alternative includes certain conveyances and commitments of land, including the following:

- the 3-acre conveyance from the ORA to the JATC;
- the 15-acre conveyance from the Army to the EBRPD;
- the commitment of Caltrans to provide public access improvements in the area;
- the City's commitment to provide 15 acres of additional land for AMS; and
- the Legally Binding Agreement between the OBRA, City, and the Homeless Collaborative, which requires identification of off-site locations for homeless assistance programs, assumed to be accommodated at appropriate off-site locations.

The Gateway development area includes eight buildings contributing to the OARB Historic District, portions of two other contributing buildings, portions of five contributing warehouses, and about two-thirds of the linear frontage of historic wharves. Under this alternative, these buildings and structures would be retained and adaptively reused for new uses.

With preservation of some of the contributing structures of the OARB Historic District and with the land use commitments identified above for other lands, approximately 63 acres of the Gateway development area would be available for new uses.<sup>5</sup> Under this alternative, this land would be developed with Industrial, Light Industrial, R&D and supporting uses, consistent with eco-park development concepts.

**Eco-Industrial Park.** An eco-industrial park can be described as: “. . . a variety of linked manufacturing and service businesses within an industrial ecosystem. Such a park embodies ecological principles to achieve the most beneficial, least damaging interaction with the environment. By integrating all aspects of environmental management into one site, an eco-industrial park offers individual companies savings from waste recycling, avoidance of regulatory penalties, and increased efficiency in terms of materials and energy.”<sup>6</sup>

Several basic strategies are fundamental to the generally regarded definition of an eco-industrial park.<sup>7</sup> These strategies include:

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<sup>5</sup> As a variant of this alternative, preservation of a smaller portion of the OARB Historic District could be considered (e.g., preservation of a portion of Building No. 1, one of the 800-series warehouses, or Wharf 6½). This variant would leave greater land area available for new redevelopment uses.

<sup>6</sup> Sheila Martin, Economist with the Research Triangle Institute.

<sup>7</sup> This information has been derived from several sources, including the following web-sites: <http://www.indigodev.com/Ecoparks.html>, <http://www.rti.org/news/>; <http://www.cfe.cornell.edu/wei/EIDP/design.html>, and <http://www.cfe.cornell.edu/wei/EIDP/eid.html>

1       **Information Technologies.** New information technologies such as the World Wide Web assist  
2       eco-park participants in developing supplier/customer relationships for byproducts and assist in  
3       marketing efforts.

4       **Water Reuse.** Because many industries use substantial amounts of water in manufacturing,  
5       collaborative efforts can reduce the need for water and minimize the amount of effluent entering  
6       water treatment systems.

7       **Recovery, Recycling, Reuse, and Substitution.** Many environmental technologies for eco-  
8       parks involve development of new processes for reusing wastes and byproducts, including  
9       conversion or separation technologies capable of preparing former wastes for other uses.  
10      Rehabilitation and reuse of existing buildings, emphasis on pollution prevention, maximizing re-  
11      use and recycling of materials, reduction of toxic materials risks through integrated site-level  
12      waste treatment, and business links to companies in the surrounding region as consumers and  
13      generators of usable byproducts via resource exchanges and recycling networks are all  
14      included in this strategy.

15      **Energy.** Beyond recycling and reuse technologies, three energy technologies are most  
16      appropriate for eco-parks: co-generation systems, energy recovery processes, and alternative  
17      sources. Eco-parks seek to maximize energy efficiency through facility design or rehabilitation,  
18      co-generation (the capture and use of otherwise wasted heat from the electrical generating  
19      process), and energy cascading (the use of residual heat in liquids or steam from a primary  
20      process to provide heating or cooling to a later process). Other strategies include achieving  
21      higher efficiency through inter-plant energy flows; and use of renewable energy.

22      **Transportation.** The transportation sector is a major contributor to a number of environmental  
23      problems, including non-point source pollution and air emissions. Eco-parks would provide new  
24      means of moving people and goods throughout and beyond the eco-park, including using clean  
25      burning alternative fuel vehicles, electric vehicles, and application of sophisticated logistics  
26      management systems for delivery of goods and services.

27      **Environmental Monitoring.** Effective environmental monitoring technologies can provide  
28      information to environmental regulatory agencies and the public about industrial performance,  
29      and enable an objective evaluation of how well the eco-park environmental programs are  
30      working.

31      **Effective Management.** In addition to standard industrial park service, recruitment, and  
32      maintenance functions, eco-park management includes maintaining a mix of companies over  
33      time best suited to use each others' by-products. Management would also be needed to support  
34      improvement in environmental performance for individual companies, and operate a park-wide  
35      information system that supports inter-company communications, informs members of local  
36      environmental conditions, and provides feedback on eco-park performance.

Although the eco-industrial park concept is directly interwoven into this alternative because of its adaptive reuse component, similar development concepts could equally be applied to all Gateway development area alternatives that provide for industrial and business support uses, including the proposed redevelopment program. Specific development conditions, regulations and enforcement provisions are required in order to implement eco-park concepts.

#### **OARB Sub-District, Port Development Area**

Under the Gateway Adaptive Reuse/Eco-Park alternative, the land use program for the Port development area would remain generally the same as under the proposed redevelopment program. Improvements would include the following:

- realignment and extension of Maritime Street (which would be also located in the Gateway development area and maritime sub-district);
- the New Intermodal Facility,
- portions of New Berth 21 (including shoreline reconfiguration), and
- cargo terminal expansion.

#### **Maritime Sub-District**

Under the Gateway Adaptive Reuse/Eco-Park alternative, the Port would continue to develop, and the Port and its tenants to operate facilities within the Maritime sub-district, including facilities of the Vision 2000 Program. In addition, this sub-district would be developed as envisioned under the proposed redevelopment program as follows:

- realignment and extension of Maritime Street (which would be also located in the Port and Gateway development areas);
- expansion of Berths 55 through 59 into a portion of the current JIT site;
- development of a new 75-acre MSC at a portion of the current JIT site and of 15 additional acres of AMS;
- construction of a portion of New Berth 21; and
- realignment of existing terminals.

#### **16<sup>th</sup>/Wood Sub-District**

Under the Gateway Adaptive Reuse/Eco-Park alternative, the 16<sup>th</sup>/Wood sub-district would be redeveloped consistent with the proposed redevelopment program, including the preliminary development concept for the Amtrak station site and additional Business Mix uses.

## **7.5 ANALYSIS OF ALTERNATIVES**

This section presents the results of a comparative analysis assessing how well each alternative put forth for further consideration may avoid or substantially reduce the unavoidable adverse



effects of the proposed program. Table 7.5-1 comparatively summarizes development at build-out under the proposed program and each alternative put forth for analysis:

**Table 7.5-1**  
**OARB Redevelopment Project Area Build-Out, 2002 through 2020, by Alternative**

Potential Land Uses	Units <sup>a</sup>	Proposed Program	No Project	High Intensity	Reduced Intensity	Full Maritime	Gateway Reuse/ Eco-Park
Light Industry	sq. ft.	799,000	436,000	2,094,000	486,000	550,000	805,000
Office, R&D	sq. ft.	2,965,000	848,000	7,612,000	1,841,000	1,000,000	2,096,000
Commercial/Retail	sq. ft.	26,300	0	2,650,000	18,000	500,000	1,300
Warehouse/distribution	sq. ft.	300,000	2,480,000	1,594,000	266,000	305,000	444,000
<b>Total square feet</b>		<b>4,090,300</b>	<b>3,764,000</b>	<b>13,950,000</b>	<b>2,611,000</b>	<b>1,856,000</b>	<b>3,346,300</b>
<b>Live/Work units</b>		<b>375</b>	<b>0</b>	<b>375</b>	<b>280</b>	<b>375</b>	<b>375</b>
From uses listed above	ac.	208	373	208	208	43	189
Park, Public Access	ac.	30	29	30	30	30	30
New Marine Terminals	ac.	120	51	120	120	120	120
Marine Terminal Realignment	ac.	82	0	82	82	157	82
Ancillary Maritime Support	ac.	105	0	105	105	163	105
New Intermodal Facility	ac.	165	0	165	165	171	165
<b>Acres to be redeveloped<sup>b</sup></b>		<b>710</b>	<b>453</b>	<b>710</b>	<b>710</b>	<b>684</b>	<b>691</b>
<b>Total direct jobs generated<sup>c</sup></b>		<b>16,415</b>	<b>5,860</b>	<b>38,680</b>	<b>11,920</b>	<b>11,565</b>	<b>13,160</b>

**Notes:**

<sup>a</sup> sq. ft. = square feet; ac. = acres

<sup>b</sup> Acreages are gross land use, and are inclusive of roadway and utility rights-of way.

<sup>c</sup> These numbers should be reduced by 2,045 to derive net direct jobs generated..

### 7.5.1 Ability to Avoid or Reduce Program Impacts

This section presents a comparative evaluation of the ability of each alternative to avoid or substantially reduce significant impacts of the proposed program. The table also identifies whether an alternative would result in a significant impact not associated with the proposed program. The table identifies the level of significance of impacts prior to and after mitigation.

Under CEQA, the purpose of alternatives analysis is to identify and evaluate options that both meet the fundamental purpose of a proposed program, and have the potential to avoid or substantially reduce one or more significant impact of that proposed program. With mitigation, most significant impacts of the proposed program can be reduced to a level that is less than significant. Therefore, the following discussion focuses on those few residually significant (unavoidable and adverse) impacts of the proposed program that may be avoided or reduced to a level that is less than significant with implementation of an alternative. These impacts include the following:

- Increases in traffic on certain Metropolitan Transportation System (MTS) facilities already experiencing degraded levels of service (LOS)—I-80 east of the I-80/I-580 split; I-880

connector to I-80 east; I-880 from 7<sup>th</sup> Street to the segment south of I-238; I-580 east and west of I-980/SR-24; and SR-24 east of I-580.

- Contribute considerably to traffic on certain MTS freeway facilities experiencing cumulatively degraded LOS—I-80 from the Bay Bridge to east of the I-80/I-580 split; I-880 connector to I-80 east; I-880 from I-980 to the segment south of I-238; I-580 from west of I-980/SR-24 to I-238; and SR-24 east of I-580.
- Degrade LOS at the Maritime Street/West Grand Avenue intersection under the cumulative condition.
- Inadequate truck-related parking supply under the cumulative condition.
- Short-term increases in criteria air pollutants and diesel emissions from construction equipment.
- Long-term substantial increases in criteria air pollutants and diesel emissions from Maritime, rail, and trucking operations.
- Long-term increases in certain criteria pollutants from passenger vehicles and delivery trucks.
- Contribute considerably to long-term cumulative increases in criteria pollutants and diesel emissions.
- Loss of structures contributing to the National Register–eligible OARB Historic District.
- Loss of the integrity of the OARB Historic District.
- Contribute considerably to the cumulative loss of Bay Area military historic resources.
- Loss of visual evidence of the military history of West Oakland.
- Increases in risk of introduced invasive species in San Francisco Bay under redevelopment-specific and cumulative conditions.

The discussion also identifies unavoidable adverse impacts associated with alternatives that are not expected to occur with implementation of the proposed program. Finally, the discussion identifies benefits of the proposed program not realized by alternatives, or benefits of alternatives not realized by the proposed program. In this manner, decision-making can be efficiently informed regarding the most relevant differences between the proposed program and alternatives.

Table 7.5-2 summarizes the results of the alternatives analysis.

**Table 7.5-2  
Comparative Analysis: Ability to Avoid/Substantially Reduce Significant Environmental Impacts and to Achieve Benefits**

<b>Benefits and Significant Impacts</b>	<b>Proposed Program</b>	<b>No Project</b>	<b>High Intensity</b>	<b>Reduced Intensity</b>	<b>Full Maritime</b>	<b>Gateway Reuse/ Eco-Park</b>
<b>CONSISTENCY WITH PLANS AND POLICIES</b>						
Advance Bay Plan policies regarding fish and wildlife, water quality, water-related industry, ports, recreation, and public access	B	<b>S/S</b>	B	B	B	B
Advance Seaport Plan policies regarding cargo forecasts, Port Priority use areas, marine terminals, and the Port of Oakland	B	<b>S/S</b>	B	B	B	B
Advance objectives and policies of the LUTE regarding expansion, retention of the Oakland job base and economic strength; provision of adequate infrastructure; reduction of truck effects on local neighborhoods; encouragement of waterfront access; creation of a high-quality natural and built waterfront environment; promotion of the Port of Oakland; provision of commercial areas; and construction of housing	B	<b>S/S</b>	LTS	B	B	B
<b>TRANSPORTATION AND TRAFFIC</b>						
Degrade LOS to below D at non-Downtown intersections	S/LTS	LTS	<b>S/S</b>	S/LTS	S/LTS	S/LTS
Effect LOS on MTS roadway segments	S/S	<b>LTS</b>	<b>S/S</b>	S/S	S/S	S/S
Increased traffic hazards	PS/LTS	LTS	<b>S/S</b>	PS/LTS	S/S	PS/LTS
Inadequate parking supply	PS/LTS	LTS	<b>S/S</b>	PS/LTS	PS/LTS	PS/LTS
Increased peak hour BART ridership at the West Oakland station	PS/LTS	LTS	<b>S/S</b>	PS/LTS	PS/LTS	PS/LTS
Contribute considerably to degraded LOS at the Maritime Street/West Grand Avenue intersection under cumulative conditions	S/S	<b>LTS</b>	<b>S/S</b>	<b>LTS</b>	S/S	<b>LTS</b>

**Legend:** B = Benefit      LTS = Less than significant      S = Significant      PS = Potentially significant  
Significance before mitigation/residual significance

**Note:** **Boldface** indicates an alternative's residual negative effect is substantially greater than that of the proposed program. **Boldface Italics** indicate an alternative's residual beneficial effect is substantially greater than that of the proposed program

## Alternatives to the Proposed Redevelopment Program

**Table 7.5-2**  
**Comparative Analysis: Ability to Avoid/Substantially Reduce Significant Environmental Impacts and to Achieve Benefits**

	Proposed Program	No Project	High Intensity	Reduced Intensity	Full Maritime	Gateway Reuse/ Eco-Park
<b>Benefits and Significant Impacts</b>						
Contribute considerably to increased congestion on the MTS system	S/S	<b>LTS</b>	<b>S/S</b>	S/S	S/S	S/S
Contribute considerably to cumulative deficit in truck parking facilities	S/S	PS/S	<b>S/S</b>	S/S	<b>LTS</b>	S/S
Contribute considerably to cumulatively impacted waiting times at BART gates	S/LTS	LTS	<b>S/S</b>	S/LTS	PS/LTS	S/LTS
<b>AIR QUALITY</b>						
Short-term increases in construction-related criteria pollutants and diesel emissions	S/S	<b>LTS</b>	S/S	S/S	S/S	PS/S
Long-term increases in criteria pollutants and diesel emissions from maritime, rail, and trucking operations	S/S	<b>S/LTS</b>	S/S	S/S	S/S	S/S
Long-term Increases in criteria pollutants and diesel emissions from passenger cars and delivery trucks	S/S	<b>LTS</b>	<b>S/S</b>	S/S	S/S	S/S
Contribute considerably to cumulatively impacted air quality	S/S	<b>LTS</b>	<b>S/S</b>	S/S	S/S	S/S
<b>CULTURAL RESOURCES</b>						
Loss of resources of the OARB Historic District	S/S	<b>LTS</b>	S/S	S/S	S/S	S/S
Loss of eligibility of the OARB Historic District to the National and California Registers of Historic Places	S/S	<b>LTS</b>	S/S	S/S	S/S	S/S
Cumulative loss of Bay Area cultural resources, particularly WWII era resources	S/S	<b>LTS</b>	S/S	S/S	S/S	S/S
<b>POPULATION, HOUSING, AND EMPLOYMENT</b>						
Population growth	LTS	LTS	<b>S/S</b>	LTS	LTS	LTS

**Legend:** B = Benefit      LTS = Less than significant      S = Significant      PS = Potentially significant  
Significance before mitigation/residual significance

**Note:** **Boldface** indicates an alternative's residual negative effect is substantially greater than that of the proposed program. *Italics* indicates an alternative's residual beneficial effect is substantially greater than that of the proposed program

**Table 7.5-2**  
**Comparative Analysis: Ability to Avoid/Substantially Reduce Significant Environmental Impacts and to Achieve Benefits**

Benefits and Significant Impacts	Proposed Program	No Project	High Intensity	Reduced Intensity	Full Maritime	Gateway Reuse/ Eco-Park
<b>PUBLIC SERVICES AND INFRASTRUCTURE</b>						
Increased sewer flows	LTS	LTS	<b>S/S</b>	LTS	LTS	LTS
<b>AESTHETICS</b>						
Blockage of short-term, mid-ground views	LTS	N	<b>S/S</b>	LTS	LTS	N
Loss of visual evidence of the military history of West Oakland	S/S	<b>LTS</b>	S/S	S/S	S/S	<b>LTS</b>
<b>BIOLOGICAL RESOURCES</b>						
Increase in risk of invasive species	PS/S	<b>LTS</b>	PS/S	PS/S	PS/S	PS/S
<b>GEOLOGY, SEISMICITY, AND SOILS</b>						
Reduction in seismic risk by removal of older buildings	B	<b>S/S</b>	B	B	B	<b>S/S</b>

1

**Legend:** B = Benefit      LTS = Less than significant      S = Significant      PS = Potentially significant  
 Significance before mitigation/residual significance

**Note:** **Boldface** indicates an alternative's residual negative effect is substantially greater than that of the proposed program. **Boldface Italics** indicate an alternative's residual beneficial effect is substantially greater than that of the proposed program

**7.5.2 No Project Alternative**

The No Project alternative would achieve few of the benefits of the proposed redevelopment program. The alternative would generate only approximately one-quarter of the number of direct jobs generated by the proposed program, and none of the housing. Other direct benefits of redevelopment that would not occur under this alternative include the following:

- advancement of many planning and environmental policies and goals of area plans;
- development of a more vibrant and compatible local and regional land use mix;
- improvement of historic character in the 16<sup>th</sup>/Wood sub-district;
- remediation of soil and water on a local, area-wide, and regional basis;
- replacement of aged infrastructure;
- development of local and regional public access facilities, including Bay Trail linkages, and a cumulative per-capita increase in Oakland parkland;
- improvement of the local and area-wide visual environment;
- improvements in wildlife water and audio environments; and
- reductions in seismic risks; and long-term improvement of surface water quality. The No Project alternative would generate about 55 percent of the daily trips that would be generated by the proposed redevelopment program.

**Avoidance or Substantial Reduction of Significant Redevelopment Impacts**

**Traffic.** Compared to the proposed redevelopment program, this alternative would result in a relatively large decrease in economic activity, resulting in about 3,815 net direct jobs, as well as commensurate decrease in traffic. In absolute terms, the alternative would result in a moderate increase in such activity. Based on its substantially lower level of economic activity and employment relative to the proposed program, the alternative is expected to substantially reduce the effect of proposed redevelopment on MTS facilities, including area freeways. It should be noted, however, that the impact to freeways relates to facilities that would operate at degraded levels of service without redevelopment.

This alternative is not expected to result in substantially degraded LOS at the Maritime Street/West Grand Avenue intersection under the cumulative condition, as would the proposed program.

**Truck Parking.** Compared to the proposed program, this alternative would result in a relatively substantial decrease in economic activity, including economic activity of the Port of Oakland that could result in truck-related demand for parking. However, under this alternative, in absolute terms, Port activities would increase to their maximum extent, without the benefit of additional AMS acreage available under the proposed program. For this reason, the alternative is not

1 expected to substantially reduce the impact of the redevelopment program regarding a  
2 cumulative deficit in truck parking facilities.

3 **Air Quality.** Under this alternative, little or no construction/remediation activity would occur, and  
4 emissions from construction equipment would not occur, or would be negligible. The alternative  
5 would avoid the residually significant impact of the proposed program regarding emissions from  
6 construction equipment.

7 Compared to the proposed redevelopment program, this alternative would result in a relatively  
8 large decrease in economic activity, as well as a commensurate decrease in activity of mobile  
9 pollutant sources. Based on its relatively low level of economic activity, this alternative is  
10 expected to generate pollutant emissions in quantities substantially less than those of the  
11 proposed program. Nevertheless, in absolute terms it is expected this alternative would still  
12 generate amounts of criteria pollutants in excess of significance thresholds.

13 **Cultural Resources.** Under this alternative, historic structures may be adaptively reused or  
14 mothballed (they would be closed up and receive minimal maintenance). The alternative does  
15 not specifically propose active conservation of historic buildings. Buildings that are mothballed  
16 can be expected to physically decline. Nevertheless, OARB buildings would be retained in one  
17 form or another under this alternative, and it is expected this alternative would substantially  
18 reduce the residually significant direct and cumulative impacts of the proposed program  
19 regarding physical loss of historic resources.

20 **Aesthetics.** Under this alternative, OARB buildings would remain (even in a potentially altered  
21 state), and this alternative would not eliminate most visual evidence of West Oakland's military  
22 history. This alternative substantially reduces the residually significant impact of the proposed  
23 program regarding the loss of such visual evidence.

24 **Invasive Species.** Compared to the proposed redevelopment program, this alternative would  
25 result in relatively modest Port development and shipping activities, including activities resulting  
26 in ballast water discharges to the Bay. The alternative is expected to reduce the potentially  
27 significant direct and cumulative impact of the redevelopment program regarding risk from  
28 establishment of invasive species in the Bay.

29 **Significant Impacts of the Alternative not Associated with the Proposed Program**

30 The No Project alternative would result in the following potential residually significant impacts  
31 not associated with the proposed program:

- 32 • **Fundamental inconsistency with Bay and Seaport plan throughput projections.** The  
33 alternative would not allow the Port of Oakland to develop sufficient acreage to handle its  
34 share of Bay Area 2020 throughput projections as described in the Seaport Plan. In the  
35 absence of adequate Port of Oakland throughput, Bay Area goods could arrive via truck  
36 from the Los Angeles/Long Beach cargo gateway, with attendant increases in traffic, noise,  
37 and air pollution.

- **Fundamental inconsistency with the LUTE.** This alternative would fail to meet numerous LUTE policies, including provision of adequate infrastructure, reduction of truck effects on neighborhoods, encouragement of waterfront access, promotion of the Port, and construction of housing.
- **Increased seismic risk.** The alternative would reuse existing buildings on their current sites, and while some seismic upgrades would occur, correction of underlying strata would not occur.

### **7.5.3 High Intensity Alternative**

Although the High Intensity alternative could, in theory, achieve all benefits of the proposed redevelopment program, resulting traffic levels and other associated impacts could preclude achievement of many of these benefits. The alternative would generate approximately 2½ times the number of direct jobs generated by the proposed program, all of the direct housing, and substantially more housing from tax-increment financing. The High Intensity Alternative would generate about 330 percent of the daily trips that would be generated by the proposed development program.

#### **Avoidance or Substantial Reduction of Significant Redevelopment Impacts**

**Traffic.** Compared to the proposed redevelopment program, this alternative would result in very large increases in economic activity, resulting in 36,635 net direct jobs, as well as commensurate high increases in traffic. Based on its substantially higher level of economic activity relative to the proposed program, the alternative is expected to significantly degrade area freeway segments that would operate at a degraded LOS without redevelopment. Due to its scope, the alternative would have a greater negative effect on freeway segment LOS relative to the effect of the proposed program. In addition, the alternative is likely to negatively affect a greater number of freeway segments than the proposed program. The alternative would not avoid or substantially reduce the contribution of proposed redevelopment to the residually significant impact of proposed redevelopment on area freeways, and may substantially worsen the impact.

This alternative would result in substantially degraded LOS at the Maritime Street/West Grand Avenue intersection under the cumulative condition, and the alternative would not avoid or substantially reduce the residually significant impact of the proposed program regarding degraded LOS at that intersection and would substantially worsen that input. In addition, the alternative is expected to negatively affect a greater number of intersections than the proposed program.

**Truck Parking.** Compared to the proposed program, this alternative would result in substantial absolute and relative increases in economic activity, including economic activity of the Port of Oakland that could result in truck-related demand for parking. For this reason, the alternative is not expected to substantially reduce the impact of the redevelopment program regarding a cumulative deficit in truck parking facilities.



**Air Quality.** Compared to the proposed program, this alternative would result in remediation activities of similar type and magnitude, and in construction activities of similar type, but of greater magnitude. Construction/remediation would result in generation of substantial quantities of both criteria pollutants and diesel emissions. The alternative is expected to worsen the significant impact of redevelopment regarding such emissions.

Compared to the proposed redevelopment program and in absolute terms, this alternative would result in a very large increase in economic activity, as well as a commensurate very high increase in activity of mobile pollutant sources. Based on its relatively much higher level of economic activity, this alternative is expected to generate pollutant emissions in quantities substantially greater than those of the proposed program and well in excess of significance thresholds. The alternative is expected to worsen the impact of the redevelopment regarding long-term direct and cumulative term increases in criteria pollutants and diesel emissions.

**Cultural Resources.** Under this alternative, most historic structures—with the exception of Wharf 7 and the majority of Wharf 6½—would be demolished or de-constructed. This alternative would not avoid or substantially reduce the residually significant direct and cumulative impacts of the proposed program regarding loss of historic resources.

**Aesthetics.** Under this alternative, all OARB historic buildings would be removed, and with them, most visual evidence of the military history of West Oakland. This alternative does not avoid or substantially reduce the residually significant impact of the proposed program regarding the loss of such visual evidence.

**Invasive Species.** Compared to the proposed redevelopment program, this alternative would result in levels of Port development and shipping activities similar to the proposed redevelopment program, including activities resulting in ballast water discharges to the Bay. The alternative is not expected to substantially reduce the significant direct and cumulative impact of the redevelopment program regarding risk from establishment of invasive species in the Bay.

#### **Significant Impacts of the Alternative not Associated with the Proposed Program**

The High Intensity alternative would result in the following potential residually significant impacts not associated with the proposed program:

- **Degraded LOS at area intersections.** Due to the very high amounts of traffic this alternative would generate, the LOS of numerous area intersections is likely to be substantially degraded, and the local roadway system overwhelmed. The Army's Environmental Impact Statement (EIS) analyzes a reuse alternative (Reuse Alternative No. 6—Maximum Density) similar in scale to this alternative, with approximately 12 million square feet of office, plus maritime and rail uses. The EIS finds that Reuse Alternative No. 6 would result in "significant, long-term, direct adverse effects to onsite and regional traffic. Reuse Alternative No. 6 would generate 183,000 daily trips (U.S. Army 2001) compared to 148,000 daily trips for the High Intensity Alternative. The impacts of Reuse Alternative No. 6

and the High Intensity Alternative would be similar.<sup>8</sup> Reuse Alternative No. 6 would generate traffic demand on the local roadway system at levels that could only be accommodated by a freeway system. In essence, both Reuse Alternative No. 6 and the High Intensity Alternative represent total breakdown of the current local roadway system, and would likely require redesign and re-construction of the local circulation system including elevated West Grand Avenue and all connectors to the freeway system.

- **Traffic hazards.** This alternative would result in both public access via trails, and substantially increased traffic of all types. The extremely high volume of traffic generated by this alternative could pose a substantial hazard to those using non-motorized forms of transportation.
- **Inadequate parking supply.** According to the Army's EIS, Reuse Alternative No. 6 would require approximately 34,000 parking spaces. Such demand would require numerous multi-story parking structures, or multi-story parking integrated into office buildings. It is not certain this demand can be balanced on-site. In addition, this alternative would generate so much demand for transit service, it could substantially increase parking demand at area BART stations.
- **Transit demand.** Because this alternative would result in very high amounts of direct employment, it is expected to result in substantial increases in transit use that would be considered significant impacts. While the impact to bus service could be mitigated to less than significant with addition of buses, it is unlikely that cumulative impacts to operations at the West Oakland BART station could be mitigated to a level that is less than significant. Peak commute hour delays to BART riders at exit gates in the cumulative condition would be greater than acceptable under significance criteria.
- **Inadequate sewage transport and treatment capacity.** This alternative would substantially increase sewage flows over the proposed redevelopment program. Based on the analysis of sewage demand and available transport/treatment capacity for the proposed program (Appendix 4.9), it can be stated that sufficient capacity does not exist in the sewage transport and treatment system to serve the level of demand that would be generated by this alternative.
- **View blockage.** This alternative would require a fairly compact mass of multiple, multi-story buildings and parking structures. These buildings would substantially block short-term views from the Bay Bridge toward downtown Oakland and the Oakland Hills.

#### **7.5.4 Reduced Intensity Alternative**

The Reduced Intensity alternative would achieve all of the benefits of the proposed program, but would not achieve all objectives to the same extent as the proposed program. The alternative

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<sup>8</sup> The number of trips generated by Reuse Alternative No. 6 would be about 400 percent of the number of trips generated by the proposed redevelopment program. The number of trips generated by the High Intensity Alternative would be 330 percent of the number of trips generated by the proposed program. The impacts of Reuse Alternative No. 6 and the High Intensity Alternative would be of similar orders of magnitude.

would generate approximately two-thirds of the number of direct jobs generated by the proposed program, three-quarters of the direct housing, and somewhat less housing from tax-increment financing. The Reduced Intensity alternative would generate about 85 percent of the daily trips that would be generated by the proposed redevelopment program.

**Avoidance or Substantial Reduction of Significant Redevelopment Impacts**

**Traffic.** Compared to the proposed redevelopment program, this alternative would result in a modest decrease in economic activity, resulting in about 12,545 net direct jobs, as well as a commensurate decrease in traffic. In absolute terms, the alternative would result in a high increase in such activity. Based on its somewhat lower level of economic activity and employment relative to the proposed program, the alternative is expected to modestly reduce the effect of proposed redevelopment on MTS facilities, including area freeways. It should be noted, however, that the impact to freeways relates to facilities that would operate at degraded levels of service without redevelopment.

This alternative is expected to result in substantially degraded LOS at the Maritime Street/West Grand Avenue intersection under the cumulative condition, as would the proposed program.

**Truck Parking.** Compared to the proposed program, this alternative would result in a relatively modest decrease in economic activity, including economic activity of the Port of Oakland that could result in truck-related demand for parking. For this reason, the alternative is not expected to substantially reduce the impact of the redevelopment program regarding a cumulative deficit in truck parking facilities.

**Air Quality.** Compared to the proposed program, this alternative would result in remediation and construction activities of similar type and magnitude. Construction/remediation would result in generation of substantial quantities of both criteria pollutants and diesel emissions. The alternative is not expected to substantially reduce the impact of redevelopment regarding such emissions.

Compared to the proposed redevelopment program, this alternative would result in a modest decrease in economic activity, as well as a commensurate modest decrease in activity of mobile pollutant sources. Based on its relatively lower level of economic activity, this alternative is expected to generate pollutant emissions in quantities somewhat less than those of the proposed program. Nevertheless, this alternative would generate amounts of criteria pollutants in excess of significance thresholds. The alternative would not avoid or substantially reduce the impact of the redevelopment program regarding long-term direct and cumulative term increases in criteria pollutants and diesel emissions.

**Cultural Resources.** Under this alternative, most historic structures—with the exception of Wharf 7 and the majority of Wharf 6½—would be demolished or de-constructed. This alternative would not avoid or substantially reduce the residually significant direct and cumulative impacts of the proposed program regarding loss of historic resources.

1       **Aesthetics.** Under this alternative, all OARB historic buildings would be removed, and with  
2       them, most visual evidence of the military history of West Oakland. This alternative does not  
3       avoid or substantially reduce the residually significant impact of the proposed program regarding  
4       the loss of such visual evidence.

5       **Invasive Species.** Under this alternative, the level of Port development and shipping activities  
6       would be similar to the redevelopment program. The alternative is not expected to reduce the  
7       significant direct and cumulative impact of the redevelopment program regarding risk from  
8       establishment of invasive species in the Bay.

9       **Significant Impacts of the Alternative not Associated with the Proposed Program**

10       The Reduced Intensity alternative would not result in residually significant impacts not  
11       associated with the proposed program.

12   **7.5.5 Full Maritime**

13       The Full Maritime alternative would achieve all of the benefits of the proposed program, but  
14       would not achieve all objectives to the same extent as the proposed program. Under this  
15       alternative, the OARB sub-district would be dedicated entirely to industrial maritime facilities,  
16       and the alternative would result in a less balanced land use mix or visual setting than the  
17       proposed program. The alternative would generate approximately two-thirds of the number of  
18       direct jobs generated by the proposed program, all of the direct housing, and approximately the  
19       same amount of housing from tax-increment financing. The Full Maritime alternative would  
20       generate about 180 percent of the daily trips that would be generated by the proposed program.

21       **Avoidance or Substantial Reduction of Significant Redevelopment Impacts**

22       **Traffic.** Compared to the proposed redevelopment program, this alternative would result in a  
23       moderate decrease in economic activity, resulting in about 11,560 net direct jobs, as well as a  
24       commensurate decrease in traffic. In absolute terms, the alternative would result in a high  
25       increase in such activity. Based on its somewhat lower level of economic activity and  
26       employment relative to the proposed program, the alternative is expected to modestly reduce  
27       the effect of proposed MTS facilities, including area freeways. It should be noted, however, that  
28       the impact to freeways relates to facilities that would operate at degraded levels of service  
29       without redevelopment.

30       This alternative would result in substantially degraded LOS at the Maritime Street/West Grand  
31       Avenue intersection under the cumulative condition, as would the proposed program.

32       **Truck Parking.** Compared to the proposed program, this alternative could result in absolute  
33       and relative increases in maritime-related economic activity, including activity of the Port of  
34       Oakland that could result in truck-related demand for parking. However, this alternative also  
35       includes substantially greater acreage in the Port area available to meet parking demand. For

1 this reason, the alternative is expected to substantially reduce the impact of the redevelopment  
2 program regarding a cumulative deficit in truck parking facilities.

3 **Air Quality.** Compared to the proposed program, this alternative would result in remediation  
4 and construction activities of similar type and magnitude. Construction/remediation would result  
5 in generation of substantial quantities of both criteria pollutants and diesel emissions. The  
6 alternative is not expected to substantially reduce the impact of redevelopment regarding such  
7 emissions.

8 Compared to the proposed redevelopment program, this alternative would result in a modest  
9 decrease in employment and non-Maritime economic activity, a modest potential increase in  
10 Maritime economic and modest decrease in activity of mobile pollutant sources. Based on its  
11 relatively lower level of economic activity, this alternative is expected to generate pollutant  
12 emissions in quantities somewhat less than those of the proposed program. Nevertheless, this  
13 alternative would generate amounts of criteria pollutants in excess of significance thresholds.  
14 The alternative would not avoid or substantially reduce the impact of the redevelopment  
15 program regarding long-term direct and cumulative term increases in criteria pollutants and  
16 diesel emissions.

17 **Cultural Resources.** Under this alternative, most historic structures—with the exception of  
18 Wharf 7 and the majority of Wharf 6½—would be demolished or de-constructed. This alternative  
19 would not avoid or substantially reduce the residually significant direct and cumulative impacts  
20 of the proposed program regarding loss of historic resources.

21 **Aesthetics.** Under this alternative, all OARB historic buildings would be removed, and with  
22 them, most visual evidence of the military history of West Oakland. This alternative does not  
23 avoid or substantially reduce the residually significant impact of the proposed program regarding  
24 the loss of such visual evidence.

25 **Invasive Species.** Compared to the proposed redevelopment program, this alternative could  
26 result in levels of Port development activities greater than that of the proposed redevelopment  
27 program, and shipping activities similar in magnitude or somewhat greater than under the  
28 proposed program, including activities resulting in ballast water discharges to the Bay. The  
29 alternative is not expected to avoid or reduce the significant direct and cumulative impact of the  
30 redevelopment program regarding risk from establishment of invasive species in the Bay.

31 **Significant Impacts of the Alternative not Associated with the Proposed Program**

32 The Full Maritime alternative would not result in residually significant impacts not associated  
33 with the proposed program.

34 **7.5.6 Gateway Adaptive Reuse/Eco-Park**

35 The Gateway Adaptive Reuse/Eco-Park alternative would achieve all but one of the benefits of  
36 the proposed program: because older buildings would be reused, the alternative would not

1 reduce seismic risk related to subsurface conditions. The alternative would generate  
2 approximately three-quarters of the number of direct jobs generated by the proposed program,  
3 all of the direct housing, and somewhat less housing from tax-increment financing. The  
4 Gateway Adaptive Reuse/Eco-Park alternative would generate approximately 90 percent of the  
5 daily trips that would be generated by the proposed program.

6 **Avoidance or Substantial Reduction of Significant Redevelopment Impacts**

7 **Traffic.** Compared to the proposed redevelopment program, this alternative would result in a  
8 moderate decrease in economic activity, resulting in about 11,115 net direct jobs, as well as a  
9 commensurate modest decrease in traffic. In absolute terms, the alternative would result in a  
10 high increase in such activity. Based on its somewhat lower level of economic activity and  
11 employment relative to the proposed program, the alternative is expected to modestly reduce  
12 the effect of proposed redevelopment on MTS facilities, including area freeways. It should be  
13 noted, however, that the impact to freeways relates to facilities that would operate at degraded  
14 levels of service without redevelopment.

15 **Truck Parking.** Compared to the proposed program, this alternative would result in a relatively  
16 modest decrease in economic activity, including economic activity of the Port of Oakland that  
17 could result in truck-related demand for parking. For this reason, the alternative is not expected  
18 to substantially reduce the impact of the redevelopment program regarding a cumulative deficit  
19 in truck parking facilities.

20 This alternative is expected to result in substantially degraded LOS at the Maritime Street/West  
21 Grand Avenue intersection under the cumulative condition, as would the proposed program.

22 **Air Quality.** Compared to the proposed program, this alternative would result in remediation  
23 and construction activities of similar type but lesser magnitude. Nevertheless,  
24 construction/remediation is expected to result in generation of substantial quantities of both  
25 criteria pollutants and diesel emissions. The alternative is not expected to substantially reduce  
26 the impact of redevelopment regarding such emissions.

27 Compared to the proposed redevelopment program, this alternative would result in a modest  
28 decrease in economic activity, as well as a slight decrease in activity of mobile pollutant  
29 sources. Based on its relatively lower level of economic activity, this alternative is expected to  
30 generate pollutant emissions in quantities somewhat less than those of the proposed program.  
31 Nevertheless, this alternative would generate amounts of criteria pollutants in excess of  
32 significance thresholds. The alternative would not avoid or substantially reduce the impact of the  
33 redevelopment program regarding long-term direct and cumulative term increases in criteria  
34 pollutants and diesel emissions.

35 **Cultural Resources.** Under this alternative, all historic structures within the Gateway  
36 development area—with the exception of a portion of Wharf 6½, which would be demolished in  
37 order to accommodate the Port's New Berth 21—would be retained and adaptively reused. All

historic structures within the Port development area, as well as a portion of Wharf 6½ would be demolished or de-constructed. This would alter the integrity of the OARB Historic District sufficiently to make it ineligible for the National Register. Therefore, while this alternative would lessen the impact to cultural resources, it would not avoid or substantially reduce the residually significant direct and cumulative impacts of the proposed program regarding loss of historic resources.

**Aesthetics.** Under this alternative, some, but not all, OARB buildings would remain (although they may be in a potentially altered state due to adaptive reuse), and this alternative would not eliminate most visual evidence of West Oakland's military history. This alternative substantially reduces the residually significant impact of the proposed program regarding the loss of such visual evidence.

**Invasive Species.** Under this alternative, the level of Port development and shipping activities would be similar to the redevelopment program. The alternative is not expected to reduce the significant direct and cumulative impact of the redevelopment program regarding risk from establishment of invasive species in the Bay.

#### **Significant Impacts of the Alternative not Associated with the Proposed Program**

The Gateway Adaptive Reuse/Eco-Park alternative would result in the following residually significant impact not associated with the proposed program:

- **Increased seismic risk:** The alternative would reuse existing buildings on their current sites, and while some seismic upgrades would occur, correction of underlying strata would not occur.

#### **7.5.7 The Environmentally Superior Alternative**

Based on this analysis, the No Project is the environmentally superior alternative, with the least environmental effect to the environment. The No Project alternative does not fundamentally achieve basic redevelopment objectives, and results in substantially less environmental and socioeconomic benefits than would the proposed redevelopment program (benefits of redevelopment are summarized in Chapter 1: Summary, and described in greater detail throughout Chapter 4: Setting and Baseline, Impacts, and Mitigation). Of the four "action" alternatives and the proposed program, the Full Maritime and Gateway Reuse/Eco-Park alternatives are both environmentally superior to the proposed project. The main advantage to the Full Maritime alternative is that it includes substantially more acreage available for Port-related trucking industries. Such industries currently located in West Oakland could move from the neighborhood closer to the Port area. However, beyond the 2020 build-out date for this EIR, the Full Maritime alternative provides the opportunity, if demand warrants, to increase Maritime activities, resulting in more ship, rail and truck trips; increasing these activities could result in commensurate worsening of impacts related to air quality, traffic, and of risk of establishment of invasive species in the Bay. The main advantage of the Gateway Reuse/Eco-Park is that it would preserve the historic district contributing structures in the Gateway development area and

## ***Alternatives to the Proposed Redevelopment Program***

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would better promote the City's sustainable development policies. Therefore, the Gateway Reuse/Eco-Park alternative is considered the environmentally superior alternative.





## 8. CONSULTATION

Several public and agency consultation efforts preceded or coincide with establishment of the redevelopment project area and its analysis in this Environmental Impact Report (EIR). In addition, public participation has played a key role in identifying potential land uses in the Oakland Army Base (OARB) sub-district, establishing the redevelopment project area, and in determining the scope (content) of this EIR. Main public processes include the following, generally in chronological order:

- Evaluation of the disposal and reuse of the OARB by the U.S. Army.
- Planning for community reuse of the OARB by Oakland citizens and the Oakland Base Reuse Authority (OBRA).
- Establishment of the OARB area redevelopment project area by the City.
- Analysis of environmental effects of redevelopment as discussed in this EIR.

### 8.1 CONSULTATION IN ARMY EVALUATION OF BASE DISPOSAL AND REUSE

In evaluating the disposal (primarily) and reuse (secondarily) of the OARB, the Army undertook several processes that involved consultation with other agencies and the public. The Army:

- prepared an Environmental Impact Statement (EIS) pursuant to the National Environmental Policy Act (NEPA) disclosing the effects of Base closure and disposal on the environment;
- consulted with and requested and received concurrence with the Coastal Zone Consistency Determination from the Bay Conservation and Development Commission (BCDC) pursuant to the Coastal Zone Management Act (CZMA);
- consulted with the State Office of Historic Preservation regarding cultural resources pursuant to the National Historic Preservation Act (NHPA); and
- consulted with the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) regarding biological resources pursuant to the Endangered Species Act (ESA).

#### 8.1.1 Environmental Impact Statement Consultation

Most recently, the Army prepared a Supplemental Draft EIS (June 2001) and Final (December 2001) for Army disposal and community reuse of the OARB. The Army sought to obtain informed public input via number of forums. To that end, the Army:

- 1 • Provided a forum for the expression of concerns about the reuse planning process at public  
2 meetings with community and technical advisory groups, including on-going meetings with  
3 the community Remediation Advisory Board.
- 4 • Established and provided access to technical information in public repositories located at  
5 OARB and at the Oakland Public Library.
- 6 • Established and provided access to technical information in public repositories located at  
7 OARB and at the Oakland Public Library.
- 8 • Provided a forum for the expression of concerns about the reuse planning process at public  
9 meetings with community and technical advisory groups.
- 10 • Provided a scoping period for public comment on topics to be addressed in the EIS.
- 11 • Conducted a public and agency scoping meeting to receive comments.
- 12 • Provided the required public comment periods for the Draft EIS, Supplemental Draft EIS,  
13 and Final EIS.
- 14 • Published public notices of meetings.
- 15 • Mailed public announcements.
- 16 • Coordinated media coverage, press releases, and feature articles.
- 17 • Created and updated a mailing list to disseminate information to the public.

### **8.1.2 Coastal Zone Consistency Determination Consultation**

18 Pursuant to the CZMA as amended (16 United States Code [USC] § 1451), the Army obtained  
19 concurrence on its consistency determination from the Bay Conservation and Development  
20 Commission in May 2001. Federal actions proposed for the coastal zone, including actions such  
21 as the Army's closure and transfer of the OARB, must be consistent to the maximum extent  
22 practicable with the CZMA and the California Coastal Management Program (CCMP).

23 The Army originally consulted with BCDC regarding consistency on a Base reuse scenario very  
24 different from that currently proposed at the OARB. BCDC did not concur that the original plan  
25 was consistent with the CZMA and CCMP, and recommended revisions to reuse as proposed.  
26 The Army consulted with both the OBRA and the Port of Oakland to revise the reuse scenario.  
27 The revised scenario required amendment of the Bay Plan (BCDC 1968, as amended) and the  
28 Seaport Plan (BCDC and Metropolitan Transportation Commission [MTC] 1996, as amended).  
29 These amendments were reviewed by BCDC and put out for public review and comment during  
30 a 38-day period. BCDC also consulted with the public by taking comments at a public hearing  
31 on December 7, 2000.

1 On January 29, 2001, BCDC amended the Bay and Seaport plans to reflect the revised OARB  
2 reuse scenario. In May of that year, BCDC concurred with the Army's consistency  
3 determination, signifying the conclusion of CZMA consultation.

### **8.1.3 National Historic Preservation Act Consultation**

4 Pursuant to Section 106 of the NHPA (16 USC § 470 *et seq.*), the Army engaged in consultation  
5 with the State Office of Historic Preservation regarding historic resources on the Base from  
6 September 2000 to December 2001. In addition, in August 2000, the Army consulted with the  
7 Oakland cultural resources community regarding appropriate treatment of OARB historic  
8 resources. Through the Section 106 consultation process, the Army took into account the effect  
9 of its undertaking on historic resources that are listed, or are eligible for listing on the National  
10 Register of Historic Places (NRHP). On December 11, 2001, a Memorandum of Understanding  
11 (MOU) was executed between the State Historic Preservation Officer and the Army. That MOU  
12 describes the Section 106 consultation process and its conclusions, and its execution signifies  
13 completion of the NHPA Section 106 consultation process.

### **8.1.4 Endangered Species Act Section 7 Consultation**

14 Pursuant to Section 7 of the ESA (16 USC § 1531 *et seq.*), the Army consulted with the USFWS  
15 and the NMFS regarding potential impact the disposal and reuse of the Base might have on  
16 listed species. In a letter dated October 11, 2000, the USFWS concurred with the Army's  
17 determination that the disposal and reuse of the OARB are not likely to adversely affect listed  
18 species, specially the California least tern. In a letter dated April 10, 2000, the NMFS  
19 determined the actions associated with the Army's proposed disposal and reuse of the OARB  
20 have either been previously addressed, or will be addressed in future Section 7 consultations.  
21 These two letters, included in Appendix 4.12, signify that Army consultation with resources  
22 agencies under Section 7 is complete. Any subsequent redevelopment activity that requires  
23 permits from the U.S. Army Corps of Engineers may require Section 7 consultation.

## **8.2 CONSULTATION IN PLANNING COMMUNITY REUSE OF THE OAKLAND ARMY BASE**

### **8.2.1 Base Reuse Plan Consultation**

24 As part of the reuse planning process, the OBRA established the West Oakland Community  
25 Advisory Group (WOCAG) to examine reuse opportunities and recommend community reuse  
26 options for OBRA's consideration. The WOCAG is a 45-member advisory board on which serve  
27 Oakland residents, business owners, and activists. The OBRA and WOCAG met over a five-  
28 year period to discuss and plan reuse of the Base, and produced the *OARB Draft Final Reuse*  
29 *Plan* (OBRA 1998). The proposed development scenario of this Reuse Plan was deemed  
30 inconsistent with the CCMP by BCDC during its consultation with the Army described above.

1 The OBRA and WOCAG engaged in further consultation, revised their vision for reuse of the  
2 Base, and prepared the *Amended OARB Draft Final Reuse Plan* (OBRA 2001). The OBRA  
3 continues to consult with the WOCAG regarding reuse of the OARB.

### 8.2.2 Redevelopment Plan Consultation

4 On July 11, 2000, the City adopted and approved the *Redevelopment Plan for the Oakland*  
5 *Base Redevelopment Project* (City of Oakland 2000), and established a redevelopment project  
6 area with the OARB at its core. Consultation with the public and potentially affected agencies  
7 regarding the boundaries of the project area, funding mechanisms, and fiscal impacts occurred  
8 as follows:

- 9 • The Oakland Planning Commission considered the Redevelopment Plan in May 2000 at a  
10 publicly noticed meeting.
- 11 • The City Council and Oakland Redevelopment Agency consulted with the public regarding  
12 deferral of the CEQA process at a publicly noticed joint hearing in June 2000.
- 13 • The City adopted Ordinance No. 12259 C.M.S. July 11, 2000, thereby approving and  
14 adopting Redevelopment Plan, including the OARB Reuse Plan, as may be amended from  
15 time to time.

## 8.3 CONSULTATION IN ENVIRONMENTAL IMPACT REPORT DEVELOPMENT

### 8.3.1 Consultation Requirements Under the California Environmental Quality Act

16 The following summarizes the consultation and notice requirements for EIRs in chronological  
17 order. This information is from *Circulation and Notice under the California Environmental Quality*  
18 *Act* (Governor's Office of Planning and Research 2001).

19 **Notice of Preparation.** CEQA at Public Resources Code (PRC) Section 21080.4 and  
20 Guidelines Section 15082 requires that the lead agency immediately send notice of its  
21 determination to prepare an EIR to all responsible agencies, trustee agencies, and the  
22 Governor's Office of Planning and Research (OPR). These agencies have 30 days to specify  
23 the scope and content of the environmental information germane to their area of statutory  
24 responsibility that must be included in the EIR. PRC Section 21080.4 further provides that the  
25 lead agency must convene a scoping meeting to discuss these issues upon the request of any  
26 responsible agency, trustee agency, or the project applicant. Upon request of a lead agency,  
27 OPR shall assist the scoping effort by identifying the various responsible and trustee agencies.  
28 The Notice of Preparation (NOP) must be sent by certified mail or equivalent procedure.

29 **Early Public Consultation.** Prior to completing the draft EIR, Guidelines Section 15083  
30 provides that the lead agency may also consult with other persons or organizations that may be  
31 concerned with the environmental effects of the project. PRC Sections 21104 and 21153 require

1 the lead agency to consult with responsible and trustee agencies and with adjoining cities and  
2 counties. Early consultation, also called scoping, provides the opportunity to identify the range  
3 of actions, alternatives, mitigation measures, and significant effects to be analyzed in depth in  
4 the EIR.

5 **Consultation with Water Agencies.** Projects affecting water agencies and meeting the criteria  
6 established under Guidelines Section 15083.5 are required to send the NOP to each public  
7 water system that serves or would serve the proposed project. These agencies have 30 days to  
8 submit a water supply assessment addressing the adequacy of the supply to support the  
9 demand created by the project. The lead agency shall include in the EIR the information  
10 provided by the water agency (up to 10 pages) and must determine whether projected water  
11 supplies will be sufficient to meet the demand of the project, in addition to existing and planned  
12 future uses.

13 **Notice of Completion.** PRC Section 21161 and Guidelines Section 15085 require the lead  
14 agency to file a Notice of Completion with OPR as soon as a draft EIR is completed. Where the  
15 draft EIR will be reviewed through the State Clearinghouse, the Notice of Completion  
16 requirement can be satisfied by submitting the cover form required by the State Clearinghouse.

17 **Public Review of Draft EIR.** Guidelines Section 15087 requires that the lead agency give  
18 public notice of the availability of a draft EIR by one of several methods at the same time that it  
19 submits the Notice of Completion to OPR. Notice must also be sent to affected responsible,  
20 trustee, and federal agencies. The method and contents of this notice are prescribed by Section  
21 15087 and PRC Section 21092.

22 **Posting of Notice.** PRC Section 21092.3 and Guidelines Section 15087(c) require the notice of  
23 availability of a draft EIR to be posted for 30 days in the office of the county clerk of each county  
24 in which the project will be located.

25 **Notice to Individuals.** PRC Section 21092.2 requires notice of the availability of a draft EIR to  
26 be mailed to any person who has filed a written request for notification with the lead agency.

27 **Agency Consultation.** When a draft EIR is completed, Guidelines Section 15086 requires the  
28 lead agency to consult with the affected responsible and trustee agencies, as well as any city or  
29 county which borders the city or county within which the project is proposed. The lead agency  
30 must request comments from these agencies on the draft EIR.

31 **Additional Agency Consultation.** PRC Section 21092.4 further requires the lead agency for a  
32 project which would have statewide, regional, or area-wide significance to consult with the  
33 regional transportation planning agency and public agencies that have transportation facilities  
34 which would be affected.

35 **California Department of Transportation Scoping Meeting.** PRC Section 21083.9 specifies  
36 that when so requested by the California Department of Transportation (Caltrans), a lead

agency must call at least one scoping meeting to discuss any proposed project that may affect highways or other Caltrans facilities.

**Department of Fish and Game.** PRC Section 21104.2 requires state lead agencies to consult, and obtain written findings from, the California Department of Fish and Game (CDFG) regarding the potential impacts of a project on state-listed endangered or threatened species.

**Review and Consultation Period.** Pursuant to Guidelines Section 15105, the period for public and agency review of and consultation on a draft EIR shall not be less than 30 days, nor should it be longer than 60 days except under unusual circumstances. When a draft EIR is submitted to the State Clearinghouse, the review period shall not be less than 45 days, unless a shorter period of not less than 30 days is approved by the State Clearinghouse. Draft EIRs which must be submitted to the State Clearinghouse for review include:

- EIRs prepared by a state agency;
- those prepared by a public agency where a state agency is a responsible or trustee agency;
- those prepared for a project of statewide, regional, or area-wide environmental significance; and
- draft EISs and environmental assessments prepared pursuant to NEPA.

Projects of statewide, regional, or area-wide significance are defined in Guidelines Section 15206.

**Comments on Draft Environmental Impact Report.** PRC Section 21091 requires the lead agency to include in the final EIR responses to comments that describe the disposition of any significant effects identified by commenters. PRC Section 21092.5 further requires that written responses to the comments submitted by public agencies be provided to those agencies at least 10 days prior to certification of the final EIR (this requirement can be satisfied by providing a copy of the Final EIR).

**Local Agency Notice of Determination.** A local agency that approves or determines to carry out a project for which an EIR was certified must file a Notice of Determination with the county clerk within five working days of its action (PRC §21152 and Guidelines § 15094). The notice must be posted by the clerk within 24 hours of receipt, remain posted for 30 days, and, when the posting period is over, be returned to the local agency with certification of its posting. If the project also requires discretionary approval from a state agency, the notice must also be filed with the OPR (Guidelines § 15094). Filing a Notice of Determination triggers a 30-day statute of limitations for CEQA litigation. If the notice is not filed with the County Clerk or OPR, the statute of limitations becomes 180 days from the date the decision is made to carry out or approve a project, or where no formal decision is required, 180 days from the date the project is commenced (PRC § 21167 and Guidelines § 15112).

**Copy of Final Environmental Impact Report.** Guidelines Section 15095 requires the lead agency to file a copy of the final EIR with the planning agency of any city or county where significant environmental effects may occur. In addition, the applicant must be required to provide a copy of the certified final EIR to each responsible agency (PRC § 21092.5(a)).

### 8.3.2 Consultation for this Environmental Impact Report

The City of Oakland is the lead agency for environmental review pursuant to the CEQA. On August 10, 2001, the City initiated public consultation on the environmental review process via an NOP, included in this document as Appendix 1A). The OPR, which notifies relevant state agencies of available NOPs, received the NOP on August 15, 2001, initiating a 36-day NOP review period, which ended September 19, 2001. The NOP was also mailed to Alameda County, trustee, and responsible agencies, regional regulatory and service agencies, environmental and business groups, and interested individuals. The NOP described the City's intent to prepare an EIR, briefly presented background and descriptive information, and listed the probable environmental effects of redevelopment. The NOP also described how the public should provide written or verbal input and comments on the scope (content) of the EIR, and provided notice of two public meetings.

Citizens provided input at the September 1, 2001 scoping meeting; citizens, community board members, and decision-makers provided input at the September 19, 2001, meeting. The NOP also served as a notice of the City's intention to use an "alternative baseline" for certain impact analyses, and of a September 19, 2001 public hearing in front of the Oakland Planning Commission regarding the alternative baseline. All comments received during the scoping period are summarized in Section 1: Summary; those comments that address the scope of this EIR are addressed in this document.

As part of its continuing public consultation on this effort, the City makes this EIR available to responsible and trustee agencies, interested groups, interested individuals, and those who have requested a copy in writing.

In addition, pursuant to CEQA, the City consulted with the water supplier, the East Bay Municipal Utility District, regarding water demand and supply for the redevelopment project. The City also consulted with sewage transport and treatment providers regarding sewer system capacity. As required, the City will consult with CDFG and with Caltrans.

The EIR will be available for public review and comment for 45 days. Any person wishing to comment on the contents of this EIR may do so in writing, as indicated on the inside front cover of the document. Verbal comments may be provided at a public hearing; the hearing process is also described on the inside front cover.

Once the draft EIR review period concludes, the City will respond to substantive comments on the contents of the EIR, and prepare a final EIR, including responses to comments. The Oakland Planning Commission will certify this EIR at a publicly noticed meeting.



## 9. EIR PREPARERS

Name, Title	EIR Role, Sections	Experience	Years of Experience
<b>g. borchard &amp; associates</b>			
Gayle Borchard, AICP, Principal	EIR Manager Consistency Land Use Aesthetics Population, Housing, Employment Public Services, Utilities Recreation, Public Access Alternatives	CEQA/NEPA Regulatory Compliance Infrastructure Planning Project Management	18
<b>Dowling Associates, Inc.</b>			
Mark Bowman, PE, TE, PTOE	Transportation	Traffic Engineer	24
<b>GAIA Consulting</b>			
June Dougherty, Principal	Senior Reviewer	CEQA/NEPA Biology	17
Susa Gates, Senior Scientist	Hazardous Materials (Maritime and 16 <sup>th</sup> /Wood Sub-districts)	CEQA/NEPA Biology Land Use Geology Hazardous Waste	21
Melba Policicchio, Staff Scientist	Groundwater	CEQA/NEPA Water Quality	4
Susanne von Rosenberg, Principal	Task Manager, Senior Reviewer	Project Management CEQA/NEPA Hazardous Waste	18
<b>Luster National, Inc.</b>			
Tim Karpin, PG, CEM, MCHMM	Geology, Seismicity, Soils	Remedial Investigations Geophysical Surveys Environmental Site Assessments Hazardous Waste Management	12 Years
Laura Luster, Ph.D.	Task Manager Community Involvement	Community Outreach and Education Public Relations	20 Years



## ***OARB Area Redevelopment EIR***

<b>Name, Title</b>	<b>EIR Role, Sections</b>	<b>Experience</b>	<b>Years of Experience</b>
Andrew Muha Project Geologist/Scientist	Geology, Seismicity, Soils	Geology Environmental Site Assessments	10 Years
Suzanne Pershing	Graphic Artist	Graphics Media Publications	20 Years
John Stebila	Editor	Media Productions Public Relations Report Production and Management	20 Years
<b>URS Corporation</b>			
Suzanne Eastridge	Task Manager	CEQA Permitting	3 years
Sean Dexter Archaeologist	Cultural Resources	CEQA NHPA Archaeology Historic Resources	10 years
Sally Morgan	Cultural Resources, Senior Reviewer	CEQA NHPA Archaeology Historic Resources	26 years
Cheri Velzy	Air Quality	Air Quality	12 years
John Koehler	Air Quality, Senior Reviewer	Air Quality	18 years
Michelle Wood	Surface Water	Water Quality	7 years
Sergio Feld	Surface Water, Senior Reviewer	Natural Resources	17 years
Joseph Czech	Noise	Acoustics Consulting	13 years
Rob Greene	Noise, Senior Reviewer	Acoustics Consulting	25 years
Corinna Lu	Biological Resources	Biological Impact Analysis Habitat Assessment	5 years
Steve Leach	Biological Resources	Biological Resources Wetlands	10 years
<b>Jean Lewis Editorial Services</b>			
Jean Lewis	Technical Editor	Technical Editing Document Production	16



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