OAKLAND CITY CENTER PROJECT

Draft Environmental Impact Report

January 31, 2000

Prepared for

City of Oakland
Community and Economic
Development Agency

ER 99-15
SCH No. 99081119

ESA Environmental Science Associates

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RELEASE OF REPORT FOR PUBLIC REVIEW
City of Oakland, California

California Environmental Quality Act (CEQA)
DRAFT ENVIRONMENTAL IMPACT REPORT FOR:

CITY CENTER PROJECT

The proposed project would construct four high-rise buildings containing a total of about 2.2 million square feet of office space, about 200 residential units, and about 23,000 square feet of commercial space. Approximately 836 off-street parking spaces would be provided. Three of the four project blocks are adjacent to each other, between 11th Street on the south, Martin Luther King Jr. Way on the west, 12th Street on the north, and the former Washington Street on the east; the fourth block faces 14th Street, between Martin Luther King Jr. Way and Jefferson Street. The proposed project would require a Planned Unit Development approval as well as subsequent subdivisions. In addition, other zoning permits may be required based on review of subsequent detailed design of the project.

The City of Oakland is hereby releasing this Draft Environmental Impact Report (EIR), finding it to be accurate and complete and ready for public review. Members of the public are invited to respond to the EIR. Comments should focus on the sufficiency of the EIR in discussing possible impacts on the environment, ways in which adverse effects might be minimized, and alternatives to the project in light of the EIR's purpose to provide useful and accurate information about such factors. The Draft EIR identifies significant environmental impacts related to Traffic, Circulation and Parking; Air Quality; Noise; and Wind. Please address all comments to the City of Oakland, Community and Economic Development Agency, Planning Division, Attention: Lynn Warner, Planner II, 250 Frank H. Ogawa Plaza, Suite 3330, Oakland, CA 94612. Comments should be received no later than 4:00 p.m. on Thursday, March 16, 2000.

_x_ The City Planning Commission will conduct a public hearing on the Draft EIR on Wednesday, March 15, 2000 at 6:30 p.m. in Hearing Room 1, City Hall, 1 Frank H. Ogawa Plaza.

_x_ After all comments are received, a Final EIR will be prepared and considered for acceptance by the City Planning Commission on a date to be scheduled.

_x_ The Draft EIR is attached.

_x_ A limited number of copies of the Draft EIR are available for distribution to interested parties at no charge on a first come, first served basis at the City of Oakland Community and Economic Development Agency, Planning Division, 250 Frank H. Ogawa Plaza, Suite 3330, Oakland, CA 94612, Monday through Friday, 8:30 a.m. to 5:00 p.m. When this supply is exhausted, additional copies may be ordered for a fee (not to exceed the cost of copying).

If you challenge the environmental document or zoning decisions in court, you may be limited to raising only those issues raised at the public hearing, or in written correspondence received by the Community and Economic Development Agency, Planning Division on or prior to Thursday, March 16, 2000. If you have any questions, please telephone Lynn Warner, Planner II of the Community and Economic Development Agency at (510) 238-6168.

LESLIE GOULD
Environmental Review Officer

By: Lynn Warner, Planner II

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INTRODUCTION

A. ENVIRONMENTAL REVIEW

The project sponsor, the Shorenstein Company and affiliated companies, seeks to develop high-rise office space, along with residential space, ground-floor commercial space and accessory parking, within the City Center complex in downtown Oakland. The project would consist of four towers up to 31 stories tall, three on 12th Street between the former Washington Street and Martin Luther King Jr. Way and one on 14th Street between Jefferson Street and Martin Luther King Jr. Way. The towers would contain approximately 2.2 million square feet of office space, 23,000 square feet of ground-floor commercial space, and 200 residential units, along with about 800 parking spaces. Subsequent to the submittal of an application for environmental review to the City of Oakland, the City prepared an Initial Study that determined that preparation of an environmental impact report (EIR) was needed for the Oakland City Center project because there was "substantial evidence that the project may have a significant effect on the environment."

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

CEQA requires that the lead agency (in this case the City of Oakland) shall neither approve nor implement a project as proposed unless the significant environmental effects of that project have been reduced to a less-than-significant level, essentially "eliminating, avoiding, or substantially lessening" the expected impact. If the lead agency approves the project despite residual significant adverse impacts that cannot be mitigated to less-than-significant levels, the agency must state the reasons for its action in writing. This "Statement of Overriding Considerations" must be included in the record of project approval.

The City of Oakland prepared an Initial Study that identified environmental issues that should be addressed in the EIR and environmental issues that could be excluded from further analysis. Issues fully analyzed in the Initial Study and determined to result in less-than-significant effects, in some cases with mitigation identified in the Initial Study, are briefly summarized below.

Aesthetics: The project would not adversely affect a scenic vista, would not substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway, nor would it create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

Agricultural Resources: The project would not convert farmland to non-agricultural use, would not conflict with existing zoning for agricultural use, or a Williamson Act contract, and would not involve other changes in the existing environment which, due to their location or nature, could result in conversion of farmland, to non-agricultural use.

Biological Resources: The project would not adversely affect, either directly or through habitat modifications, any species identified as a candidate, sensitive, or special status species, would not adversely affect any riparian habitat or other sensitive natural community, would not adversely affect any federally protected wetlands, would not interfere with the movement of any resident species, would not conflict with local policies protecting biological resources, and would not conflict with any adopted habitat conservation plan.

Cultural Resources: The project would not adversely affect the significance of a historical or archaeological resource or destroy any unique paleontological resource or site or unique geologic feature, nor would it disturb any human remains, including those interred outside of formal cemeteries. Notwithstanding the above, the EIR includes an analysis of effects on nearby historic districts.

Geology and Soils: The project would not expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving fault rupture, strong seismic ground shaking, seismic-related ground failure, or landslides, nor would the project result in substantial soil erosion or the loss of topsoil, be located on unstable or expansive soil, creating substantial risks to life or property.

Hazards and Hazardous Materials: The project would not create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials or through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment; the project would not cause hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school; the project would not be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment; the project would not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan; and the project would not expose people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands. The project is not within an airport land use plan or within two miles of a public airport, nor is it within the vicinity of a private airstrip.

Hydrology and Water Quality: The project would not violate any water quality standards or waste discharge requirements, would not substantially deplete groundwater supplies or interfere

with groundwater recharge, would not substantially alter drainage patterns, would not create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff, and would not otherwise substantially degrade water quality. The project would not place housing or other structures within a 100-year flood hazard area or expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam or result in inundation by seiche, tsunami, or mudflow.

Land Use and Planning: The project would not conflict with any adopted habitat conservation plan.

Mineral Resources: The project would have no effect on known valuable mineral resources.

Noise: The project is not within an airport land use plan or within two miles of a public airport, nor is it within the vicinity of a private airstrip.

Population and Housing: The project would not result in any adverse effect resulting from direct or indirect inducement of population growth, nor would it displace existing housing or people.

Public Services: The project would not result in substantial adverse physical impacts associated with the provision of or need for governmental facilities or services.

Recreation: The project would not 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, nor would it include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment.

Utilities and Service Systems: The project would not exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board; would not require or result in the construction of new water or wastewater treatment or storm water drainage facilities or expansion of existing facilities; would not result in a shortfall in water supply or wastewater treatment capacity or overburden landfill(s); would comply with federal, state, and local statures related to solid waste.

On August 19, 1999, the City sent a Notice of Preparation (NOP) to governmental agencies, and organizations and persons interested in the project. The Initial Study and NOP are included as Appendix A. The NOP requested those agencies with regulatory authority over any aspect of the project to describe that authority and to identify the relevant environmental issues that should be addressed in the EIR.

The Draft EIR is now available for public review for the period identified on the notice inside the front cover, during which time written comments on the adequacy of the Draft EIR may be submitted to the City of Oakland Community and Economic Development Agency, Planning Division, at the address indicated on the notice. Responses to all substantive comments received

on the adequacy of the Draft EIR and submitted within the specified review period will be prepared and included in the Final EIR. The Oakland City Planning Commission will then review and consider the Final EIR for certification based on its fulfillment of CEQA requirements. Prior to approval of the project, the City must certify the Final EIR and adopt a reporting and monitoring program for mitigation measures identified in this report in accordance with the requirements of Public Resources Code Section 21081.

B. ORGANIZATION OF THE DRAFT EIR

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

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

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

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

The Draft EIR identifies three alternatives to the proposed project in Chapter V. These alternatives include the No Project Alternative, required by CEQA for all EIRs; a Reduced Program Alternative; and a Stepped-Height Alternative.

Chapter VI, Impact Overview, reviews the significant, unavoidable impacts (if any) and cumulative impacts identified in Chapter IV and describes the project's potential for inducing growth. The report authors and persons and documents consulted during EIR preparation are listed in Chapter VII. Appendices that include the Initial Study and NOP, as well as background and supporting documents and technical information for the impact analyses, are presented in Chapter VIII.

The analyses in this EIR rely in part on the 1997 *Oakland General Plan Land Use and Transportation Element EIR*, which evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site, along with other projects in a "Downtown Showcase District" that envisioned construction of an additional 1.2 million square feet of office space, 1.1 million square feet of retail space, 250,000 square feet of entertainment activities, and 450 residential units in the area bounded by 8th and 20th Streets and Franklin Street and Martin Luther King Jr. Way. The *Land Use and Transportation Element EIR* (incorporated by reference, per Section 15150 of the State CEQA Guidelines) assumed that the Downtown Showcase District projects would be completed by 2005, which provides for a conservative analysis, as it is likely that some of the projects, including later phases of the City Center Project evaluated in this EIR, will not be completed until after 2005. The *Land Use and Transportation Element EIR* (ER No. 97-18; SCH No. 97062089) is available for review at the Community and Economic Development Agency, 250 Frank H. Ogawa Plaza, Suite 3330.

CHAPTER II
SUMMARY

A. PROJECT DESCRIPTION

The project site consists of four city blocks within the City of Oakland's Central District Urban Renewal Area. Three of the four blocks are adjacent to each other, between 11th Street on the south, Martin Luther King Jr. Way on the west, 12th Street on the north, and the former Washington Street on the east; the fourth block faces 14th Street, between Martin Luther King Jr. Way and Jefferson Street. The four blocks are within the City Center Project Acquisition Area of the Central District Urban Renewal Area. Block T5/6 is bounded by 11th, Clay, and 12th Streets and the former Washington Street right-of-way; Block T9, by 11th, Jefferson, 12th, and Clay Streets; Block T12, by 11th Street, Martin Luther King Jr. Way, 12th Street, and Jefferson Street; and Block T10, by the former 13th Street right-of-way, Martin Luther King Jr. Way, 14th Street, and Jefferson Street. Block T5/6 includes exit ramps from the subsurface City Center Garage and interim landscaping. Block T12 is currently in interim use as a parking lot, while Blocks T9 and T10 are vacant.

The project would construct four towers containing approximately 2.2 million square feet of office space, 200 residential units, and 23,000 square feet of ground-floor commercial space. Approximately 836 off-street parking spaces would be constructed as part of the project, and an additional approximately 800 off-street parking spaces would be available to the project sponsor as part of a license agreement with the Redevelopment Agency. Building heights would range between 20 stories (about 300 feet) and 31 stories (about 440 feet). The project would be phased, with the Block T9 building to be built first. Although the buildings on the other blocks would be constructed at a later date, because the overall development program includes four structures, this EIR analyzes the physical effects related to the entire program.

The project sponsor proposes that all four buildings include compatible features and materials so that the entire project attains an attractive design. Each building would be finished in a combination of tinted, lightly reflective glass and solid panels of stone and precast concrete.

The project would include landscaped plazas, ground-floor commercial space (probably oriented toward 12th and 14th Streets) and street trees. The project sponsor proposes to start construction of the first component, on Block T9, in early 2000, with this first building to be ready for occupancy in the fall of 2001. Succeeding buildings could be constructed as market conditions warrant.

The project would require Planned Unit Development approval.

B. ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Potential environmental impacts of the project are summarized in Table II-1 at the end of this chapter. This table lists impacts and mitigation measures in three major categories: significant impacts that would remain significant even with mitigation; significant impacts that could be mitigated to a less-than-significant level; and impacts that would not be significant. For each significant impact, the table includes a summary of mitigation measure(s) and an indication of whether the impact would be mitigated to a less-than-significant level. Please refer to Chapter IV, Environmental Setting, Impacts, and Mitigation Measures, for a complete discussion of each impact and associated mitigation.

As stated in Table II-1 and in Chapter IV, the project would result in a significant, unavoidable impact in regard to increased traffic volumes at local intersections (Impact B.1), cumulative air quality (Impact C.4), noise due to cumulative increases in traffic volumes (Impact D.4), and wind (Impact F.2). Significant effects that could be mitigated to a less-than-significant level would occur in regard to parking demand (Impact B.4), capacity of the 12th Street BART station (Impact B.5), demand for bicycle parking (Impact B.6), construction traffic (Impact B.7), construction-generated short-term air pollution emissions (Impact C.1), project-specific emissions of criteria air pollutants (Impact C.2), and construction-generated short-term noise increases (Impact D.1).

C. ALTERNATIVES

Chapter V of this EIR analyzes six separate alternatives to the proposed project, including the No Project Alternative, required by CEQA for all EIRs; a "Shifted Program" Alternative; a Reduced Program Alternative; a Stepped Height Alternative; a "Podium" Alternative; and a mitigated alternative.

ALTERNATIVE 1: NO PROJECT ALTERNATIVE

Under the No Project alternative, the four blocks that constitute the proposed project site would remain in their current condition; that is, all except Block T12 would remain undeveloped, while Block T12 would remain in use as a surface parking lot. Given the location of the proposed project site, the potential exists that a subsequent proposal could be made for such high-rise office construction on one or more of the project blocks if the proposed project were not constructed. High-rise office development of up to 2.5 million square feet has previously been approved for the blocks that compose the project site. Further, the 1997 *Oakland General Plan Land Use and Transportation Element EIR* assumed and evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site.

Under this alternative, impacts associated with the proposed project would not occur, and conditions would remain essentially as discussed in the setting sections of Chapter IV. Impacts of potential future office development on the project blocks could be similar to those of the proposed project, differing in degree generally according to the density of the subsequent project.

ALTERNATIVE 2: SHIFTED PROGRAM ALTERNATIVE

Under this alternative, the same development program would be constructed as with the proposed project, but most of the development would occur on the two easternmost blocks, T9 and T5/T6, to minimize shadow and visual effects on the smaller-scale development – including Preservation Park and the Pardee home – west of the project site. Thus, the buildings on Blocks T9 and T5/T6 would each be approximately 30 stories tall and each would have a footprint of about 40,000 square feet, compared to about 25,000 square feet with the proposed project. By contrast, the buildings on Blocks T10 and T12would each be 10 stories tall. The 200 residential units would be on the upper floors of the building on Block T9 or Block T5/T6. This alternative would provide about 836 off-street parking spaces on the four blocks, the same as the proposed project.

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, because land uses would be the same under this alternative as those with the proposed project.

Transportation, air quality, and noise effects of the Shifted Program Alternative would be essentially the same as with the proposed project, because the development program would have the same intensity and the shift in land uses between the four project blocks would only incrementally, if at all, affect vehicle trip generation (and resulting air quality and noise impacts), parking demand, and transit ridership. Impacts at 5th and Broadway and 12th and Brush Streets would be significant, as with the proposed project. Parking demand would result in a significant but mitigable effect, as with the proposed project. Impacts related to transit would be the same as those of the proposed project, and would be less than significant, as with the proposed project. Air pollutant emissions could be reduced to a less-than-significant level with mitigation, as with the proposed project, and localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects. As with the proposed project, construction noise impacts would be less-than-significant with mitigation, and operational noise effects would also be less than significant. Like the proposed project, this alternative would contribute considerably to cumulative increases in traffic noise.

Under the Shifted Program Alternative, buildings would be constructed on all four blocks that make up the project site, but the two westernmost buildings would be less than half the height of those proposed with the proposed project, resulting in a more subtle transition between the City Center area and the neighborhood west of Martin Luther King Jr. Way. Like the proposed project, new development under this alternative would help define the western boundary of City Center, but the stepped height would, along with the City Center West Garage in between these two buildings, create a progression in building scale, which could be perceived by some observers as less jarring, but by others as less distinct. The stepping effect would continue with the Federal Building towers, and this alternative would also construct two buildings of approximately 30 stories in height on the blocks bounded by 11th, Clay, and 12th Streets and the rear of the 25-story 1111 Broadway building, resulting in a stepped effect to the east as well, with the two 30-story structures at the center of a half-pyramid of City Center buildings increasing in height from

the west, north, and east. Although each of these two new buildings would be taller than any existing structure in Oakland, they would be constructed within the context of surrounding tall buildings, as noted, and therefore visual effects would be less than significant, as they would with the proposed project.

Under the Shifted Program Alternative, shadow effects on Lafayette Square Park would be somewhat greater than those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6, which would be taller and have larger footprints and therefore cast "wider," as well as longer, shadows. Effects on Frank H. Ogawa Plaza, which would be minimal with the proposed project, would be essentially the same under this alternative. The Shifted Program Alternative would cast less shadow on Preservation Park than would the proposed project because, while the two eastern buildings would cast longer and wider shadows, the two western buildings, which would be closer, would cast less shadow. With this alternative, the building on Block T9 would cast shadow on the Pardee Home Museum and gardens, but would cast a narrower band of shadow than would the Block T12 building under the proposed project. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project along 11th and 12th Streets east of Jefferson Street, where the Shifted Program Alternative would construct two tall towers. East of Jefferson Street, wind impacts would likely be somewhat reduced, compared to those with the proposed project, owing to the smaller scale of development there. However, as with the proposed project, this alternative would be expected to result in an increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

ALTERNATIVE 3: REDUCED PROGRAM ALTERNATIVE

This alternative would consist of approximately 1 million square feet of office space in two towers, on Blocks T9 and T5/T6; Blocks T10 and T12 would not be developed. About 12,000 square feet of ground-floor commercial space would be included, along with about 350 off-street parking spaces, but this alternative would have no residential component. The towers under this alternative could be as tall as 31 stories, like those of the proposed project.

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies. Land uses would be similar to those of the proposed project, but without dwelling units.

Under the Reduced Program Alternative, vehicle trip generation would be about 50 percent of that with the proposed project, which would incrementally reduce project impacts at local intersections; impacts would be significant at one intersection, compared to two with the proposed project. Parking demand would also be reduced, and this alternative would not eliminate the 200 existing spaces on Block T12. This alternative would have a parking shortfall

of just over 1,000 spaces, compared to almost 1,900 spaces with the proposed project, a significant but mitigable impact.

This alternative, with about half the development of the proposed project, would not result in project emissions that would exceed Bay Area Air Quality Management District thresholds of significance, unlike the proposed project. As with the proposed project, localized effects on carbon monoxide concentrations and construction air quality impacts would be less than significant. With the smaller program, cumulative regional air quality effects would not be considerable, and therefore would not be significant.

Under the Reduced Program Alternative, construction noise impacts would be similar in intensity to those with the proposed project, but the duration of construction would be reduced by approximately half; these impacts would be less-than-significant with mitigation, as with the proposed project. Operational noise effects would be less substantial than those with the proposed project, and would be less than significant, as with the proposed project.

This alternative would build two towers of the same general height and mass as the buildings proposed with the proposed project. There would be less impact in near-range views from the areas west of City Center. Unlike the proposed project, this alternative would not create a sharply defined western boundary of City Center. As with the proposed project, visual effects would be less than significant.

Under the Reduced Program Alternative, shadow effects on Lafayette Square Park would be similar to those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6. The Reduced Program Alternative would cast substantially less shade on Preservation Park than would the proposed project, and no new shadow on the Pardee Home gardens. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project along 11th and 12th Streets east of Jefferson Street, where the Reduced Program Alternative would construct two towers, but there would be little change in the pedestrian-level wind environment west of Jefferson Street. As with the proposed project, wind effects would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

ALTERNATIVE 4: STEPPED HEIGHT ALTERNATIVE

The Stepped Height Alternative would include construction on all four blocks that compose the project site. However, the two westernmost buildings, on Blocks T12 and T10, would be limited to between about eight and 10 stories, to create a more subtle transition between high-rise development in the City Center area and existing low-rise buildings to the west. This alternative would include approximately 1.3 million square feet of office space, 200 residential units on

Block T10, and 23,000 square feet of ground-floor commercial space. This alternative would provide the same amount of off-street parking (836 spaces) as would the proposed project.

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, since this alternative would essentially be the proposed project at reduced scale. Land uses would be identical under this alternative to those proposed with the project.

Vehicle trip generation would be about 75 percent of that with the proposed project, incrementally reducing impacts at local intersections; impacts would be somewhat greater than with the Reduced Program Alternative, but would remain significant at 5th and Broadway and 12th and Brush Streets, as with the proposed project. Parking demand would also be less than with the proposed project but greater than with the Reduced Program Alternative. This alternative would provide about 635 net new off-street parking spaces, like the proposed project. Parking demand would exceed supply by about 1,300 spaces, which would result in a significant but mitigable impact.

Unlike the proposed project, the Stepped Height Alternative would not exceed Bay Area Air Quality Management District thresholds of significance. As with the proposed project, localized effects on carbon monoxide concentrations and construction-related impacts would be less than significant, the latter with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects.

Construction noise impacts would be similar in intensity and duration to those with the proposed project. Operational effects would be less substantial than those with the proposed project due to the reduced number of vehicle trips; noise effects would be less-than-significant, as with the proposed project.

Under the Stepped Height Alternative, buildings would be constructed on all four blocks that make up the project site. However, the two westernmost buildings would be less than half as tall as those proposed with the project, resulting in a transition between the City Center area and the neighborhood west of Martin Luther King Jr. Way that would be comparable to the effect of the Shifted Program Alternative. The stepped height would create a progression in building scale, which could be perceived by some observers as less jarring, but by others as less clear. As with the proposed project, visual effects would be less than significant.

Under the Stepped Height Alternative, shadow effects on Lafayette Square Park would be similar to those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6. There would be less shading of Preservation Park than with the proposed project and little or no new shade on the Pardee Home gardens. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project and the Reduced Program Alternative along 11th and 12th Streets east of Jefferson Street and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

ALTERNATIVE 5: PODIUM ALTERNATIVE

This alternative would be fundamentally the same as the proposed project, except that the two westernmost towers, on Blocks T10 and T12, would be constructed at the far eastern edge of those blocks, at the Jefferson Street property line, and both would be oriented in a north-south direction. A two-story podium would extend to the east side of each block, along Martin Luther King Jr. Way, to provide lobby access to the towers. The Podium Alternative therefore would maintain the proposed project's development program while achieving maximum separation between the towers on Blocks T10 and T12 and the low-rise, smaller-scale buildings in Preservation Park and elsewhere within the Grove Street-Lafayette Square Historic District. Office and ground floor commercial square footage, the number of residential units, and the number of on-site parking spaces would be the same under the Podium Alternative as with the proposed project.

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, because land uses would be the same as those with the proposed project.

Under the Podium Alternative, transportation, air quality, and noise effects would be the same as with the proposed project, because the development program would be the same. Impacts at 5th and Broadway and 12th and Brush Streets would be significant, as with the proposed project. Parking demand would result in a significant but mitigable effect, as with the proposed project. Impacts related to transit would be the same as those of the proposed project, and would be less than significant. Air quality emissions would exceed Bay Area Air Quality Management District thresholds of significance but, like the proposed project, could be reduced to a less-than-significant level with mitigation. As with the proposed project, localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects. As with the proposed project, construction noise impacts would be less-than-significant with mitigation, operational noise would be less than significant, and this alternative would contribute considerably to cumulative increases in traffic noise, like the proposed project.

Under the Podium Alternative, buildings would be constructed on all four blocks that make up the project site. Like the proposed project, new development under this alternative would help define the western boundary of City Center, and long-range views would be very similar to those of the proposed project. However, in near-field views, particularly from the west – such as from within Preservation Park or at the Pardee Home grounds – views would be somewhat different than those of the proposed project, because the two westernmost buildings under the Podium Alternative would be shifted to the east and, in the case of the building on Block T10, oriented north-south rather than east-west. This relocation and reorientation would provide some visual relief in close-in views of the Podium Alternative and would lessen to some degree the sharp contrast in ground-level views between the new towers and the smaller development on the west

side of Martin Luther King Jr. Way, compared to the proposed project. As with the proposed project, visual effects would be less than significant.

Shadow effects of the Podium Alternative would be similar to those of the proposed project, because all buildings would be constructed to the same height. However, the eastward shift of the buildings on Blocks T10 and T12 would incrementally reduce new shadow on points to the west, including Preservation Park and the Pardee Home Museum and gardens. For some locations, shadow from the Podium Alternative would end a few minutes earlier than with the proposed project, and other locations would not be shaded at all during certain times of the day and year, because shadow would not extend as far westward as would project shadow. Shadow effects on Lafayette Square and Frank H. Ogawa Plaza would be essentially the same under this alternative as with the proposed project. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be very similar to those of the proposed project, although the reorientation of the Block T10 building could result in some shifting of ground-level winds. As with the proposed project, this alternative would be expected to result in an increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

ALTERNATIVE 6: MITIGATED ALTERNATIVE

For purposes of analysis, the Mitigated Alternative is assumed to consist of four buildings, each approximately seven stories tall and each occupying about 80 percent of its block, with a footprint of about 48,000 square feet. Each building would include ground-floor commercial space and lobbies, four stories of office space, and residential units on the top floor. This alternative would include approximately 750,000 square feet of office space, about 20,000 square feet of commercial space, about 150 residential units, and approximately 400 off-street parking spaces.

Although the project site is within the area of downtown Oakland where the General Plan Land Use and Transportation Element and the Central District Urban Renewal Plan both call for high-density development and permit the tallest buildings in the City, the Mitigated Alternative otherwise would be generally consistent with applicable Oakland plans and policies, because land uses would be the same under this alternative as those with the proposed project.

Under the Mitigated Alternative, vehicle trip generation in the peak hours would be about one-third less that with the proposed project, which would avoid the proposed project's significant impacts at 5th and Broadway and 12th and Brush Streets. Traffic impacts, therefore, would be less than significant under this alternative. Parking demand would be considerably less than with the proposed project and, as with the proposed project, would result in a significant but mitigable effect. Impacts related to transit would be less substantial than those of the proposed project, and would be less than significant.

Unlike the proposed project, the Mitigated Alternative would not generate emissions that would exceed Bay Area Air Quality Management District thresholds of significance, and therefore effects on air quality would be less than significant. As with the proposed project, localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute to cumulative regional air quality effects. However, the contribution would be approximately half that of the proposed project and is judged not to be "considerable," and therefore the effect would not be significant.

Construction noise impacts under the Mitigated Alternative would be similar in intensity to those with the proposed project, but the duration of construction would be reduced because the building program would be considerably smaller. As with the proposed project, these impacts would be less-than-significant with mitigation. Operational effects would be less substantial than those with the proposed project due to the reduced number of vehicle trips, and would be less than significant, as with the proposed project. Unlike the proposed project, this alternative would not contribute considerably to cumulative increases in traffic noise.

Under the Mitigated Alternative, buildings would be constructed on all four blocks that make up the project site. However, these buildings would be constructed at a height midway between the existing three-story buildings at the south of City Center and the existing approximately 10-story buildings to the north. The new buildings thus would essentially blend into the overall cityscape of City Center, rather than being visually prominent structures themselves. The new construction would not be visible in most long-range views. In short-range views, particularly from the west (Preservation Park, Pardee Home), the new buildings would be visible against the backdrop of the 17-story Federal Building towers, City Hall, and three existing 18- to 25-story towers on Broadway between 10th and 13th Streets. The new buildings under the Mitigated Alternative would not provide much in the way of additional visual definition to the western or southern edges of City Center. As with the proposed project, visual effects would be less than significant.

Shadow effects of the Mitigated Alternative would be substantially less than with the proposed project. This alternative would shade Lafayette Square and Preservation Park, but only for a short time early in the morning. No new shadow would reach the Pardee Home Museum or Frank H. Ogawa Plaza. As with the proposed project, shadow impacts would be less than significant.

With development of seven-story buildings (less than 100 feet tall), wind impacts are likely to be minimal, because the smaller new buildings would not be likely to substantially affect ground-level winds. Therefore, under this alternative, wind impacts would be less than significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

Alternative 6, the Mitigated Alternative, is considered the **environmentally superior alternative** because it would result in no significant, unavoidable impacts.

TABLE II-1
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Significant Impact	Mitigation Measures	Significance After Mitigation
A. SIGNIFICANT UNAVOIDABLE IMPACTS		
B. Traffic, Circulation and Parking		
B.1: The project would result in increases in traffic delay in the downtown. In particular, the project would result in deteriorated levels of service at the intersections of 12th Street and Broadway and 12th and Brush Streets.	**B.1a:** At 12th and Brush Streets, the project sponsor shall work with Caltrans and coordinate with the City to consider various improvement options, which could include signal timing improvements or additional lanes on the ramp. The project sponsor shall fund its fair share of any required improvements. **B.1b:** At 12th Street and Broadway, the City would adjust signal timing to provide a protected left-turn phase for northbound traffic. This would result in acceptable operations at this intersection (LOS C in 2005 and LOS D in 2010) with project traffic. The project sponsor shall fund any signal timing study that is necessary to implement this measure, as deemed appropriate by the City Traffic Engineering Division.	SU
C. Air Quality		
C.4: The project together with anticipated future cumulative development in the Bay Area would contribute to regional air pollutant problems. However, the project contribution to this impact would not be cumulatively considerable.	**C.4:**. No further mitigation available beyond Mitigation Measure C.2a and C.2.b.	SU

SU = Significant and Unavoidable

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Significant Impact	Mitigation Measures	Significance After Mitigation
A. SIGNIFICANT UNAVOIDABLE IMPACTS		
D. Noise		
D.4: The proposed project together with anticipated future development in the downtown area as well as Oakland in general could result in long-term traffic increases and could cumulatively increase noise levels.	**D.4:** None available. Although sound walls could reduce noise levels, they are not commonly installed in older urban areas where homes are designed to face the street as the walls tend to have adverse visual effects and disrupt the continuity of neighborhoods. Furthermore, existing driveways would preclude the construction of effective sound walls.	SU
F. Shadow and Wind		
F.2: The project could result in exceedances of the 36-mph "wind hazard" speed.	**F.2:** The City shall require the project sponsor to incorporate, to the maximum extent feasible, specific design elements in the final siting and designs for the high rises that would reduce ground-level winds within the Downtown Showcase District.	SU

SU = Significant and Unavoidable

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Significant Impact	Mitigation Measures	Significance After Mitigation
B. SIGNIFICANT BUT MITIGABLE IMPACTS		
B. Traffic, Circulation and Parking		
B.4: The project could result in a parking deficit of approximately 1,880 off-street parking spaces at project buildout.	**B.4:** With the exception of the first phase of project construction (Block T9), for each subsequent phase of the proposed project, the project sponsor shall submit a transportation/parking study, subject to the review and approval of the City Traffic Engineering Division of the Public Works Agency and the Planning Division of the Community and Economic Development Agency, that evaluates then-current and forecast parking supply and demand for each subsequent project phase, prior to the final PUD approval of those phases. The study shall also determine the degree, if any, of the expected shortfall in transit capacity that could result from a shift away from auto travel and to transit use. If a parking shortfall is anticipated, the project sponsor shall implement means of reducing parking demand and, to the extent deemed necessary, of increasing off-street parking supply in the City Center area through a variety of methods, as deemed appropriate by the City Options include creating new parking facilities and/or expanding existing facilities, use of valet parking, creating a parking assessment district or instituting a parking development fee, as well as encouraging carpooling and transit use through transit pass subsidies, preferential carpool parking, bicycle parking, and provision of information.	LS

LS = Less than Significant

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Significant Impact	Mitigation Measures	Significance After Mitigation
B. SIGNIFICANT BUT MITIGABLE IMPACTS		
B. Traffic, Circulation and Parking (cont.)		
B.5: Project ridership on AC Transit could be accommodated. Project ridership on BART could be accommodated on the trains, but is likely to exceed the capacity of the 12th Street station at project buildout.	**B.5:** The project sponsor shall conduct a study at each phase of project buildout subsequent to Building T9, subject to the review and approval of the City Traffic Engineering Division, to determine whether there is adequate exiting capacity at the 12th Street station. The sponsor shall work with BART to assure that with the completion of the project, adequate exit fare gates are available at the 11th Street exits in the AM peak hour so that the maximum passenger wait does not exceed two minutes to be processed through the fare gates. This may require the addition of one or more new fare gates at the 11th Street exit to the station.	LS
B.6: The project is likely to increase the demand for bicycle parking in the City Center area, and may be inconsistent with the suggested bicycle parking space recommendations indicated in the Oakland Bicycle Master Plan.	**B.6:** The project shall provide an adequate number of bicycle parking spaces, as determined by the City, in location(s) either on-site or within a three-block radius, or through payment of appropriate in-lieu fees.	LS
B.7: Project construction could result in temporary circulation impacts in the project vicinity.	**B.7:** Prior to the start of excavation or construction, the project sponsor would submit to the City Traffic Engineering Division for review and approval a plan for managing construction-period traffic and parking. This plan would include information on routing of construction traffic, provision of off-street parking for construction workers, and off-street equipment staging.	LS

LS = Less than Significant

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Significant Impact	Mitigation Measures	Significance After Mitigation
B. SIGNIFICANT BUT MITIGABLE IMPACTS		
C. Air Quality		
C.1: Fugitive dust generated by construction activities would be substantial and would increase PM-10 concentrations in the immediate project vicinity.	**C.1:** The project sponsor shall require the construction contractor to implement a dust abatement program.	LS
C.2: The project would result in an increase in criteria pollutant emissions due to related motor vehicle trips and on-site area emissions sources.	**C.2a:** Throughout operation of the project, the project sponsor shall implement Transportation Control Measures identified in the *General Plan Land Use and Transportation Element EIR.* **C.2b:** The project sponsor shall implement Mitigation Measure B.5 (improvements to BART 12th Street Station exit gates) to facilitate use of BART by project workers and residents.	LS
D. Noise		
D.1: Construction activities would intermittently and temporarily generate noise levels above existing ambient levels in the project vicinity.	**D.1a:** To avoid the potential for significant nighttime noise impacts due to construction, the project sponsor shall require its construction contractors to limit noisy construction activities to 8:00 a.m. to 7:00 p.m., Monday through Friday. **D.1b:** To reduce daytime noise impacts due to construction, construction contractors shall be required to achieve the Noise Ordinance standards of 65 dBA for residential uses across the site across from Block T10 on 14th Street and 70 dBA at commercial uses elsewhere by implementing best available noise control techniques on construction equipment, use of electrically powered impact tools where possible and noise shielding elsewhere, and locating stationary noise sources as far as possible from sensitive receptors.	LS

LS = Less than Significant

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Impact	Mitigation Measures	Significance After Mitigation
C. LESS THAN SIGNIFICANT IMPACTS		
A. Land Use, Plans and Policies		
A.1: The project would be generally consistent with applicable plans and policies of the City of Oakland, although the proposed project would require Planned Unit Development approval.	None required.	LS
A.2: The proposed project would be compatible with other existing and planned land uses in the project vicinity.	None required.	LS
B. Traffic, Circulation and Parking		
B.2: The project would increase traffic on regional roadways in the project vicinity.	**B.2:** None required.	LS
B.3: The project would result in increases in traffic volumes in the Posey-Webster tubes connecting to the City of Alameda, and intersections associated with travel to and from Alameda.	**B.3:** None required.	LS
C. Air Quality		
C.3: Project-related traffic would increase carbon monoxide concentrations at intersections in the project vicinity.	None required.	LS

LS = Less than Significant

TABLE II-1 (Continued)
SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Impact	Mitigation Measures	Significance After Mitigation
C. LESS THAN SIGNIFICANT IMPACTS		
D. Noise		
D.2: Project-generated traffic noise would result in noise impacts to nearby sensitive noise receptors.	None required.	LS
D.3: The project would locate multi-family residential land uses in a noise environment characterized as "normally unacceptable" for such uses by the City of Oakland.	None required.	LS
E. Visual Quality		
E.1: The project would construct four buildings of up to 31 stories on undeveloped land in the vicinity of existing high-rise development in the City Center area.	None required.	LS
F. Shadow and Wind		
F.1: The project would create additional shadow on blocks to the west, north, and east, but would not substantially affect any public open spaces.	None required.	LS
G. Historic Architectural Resources		
G.1: The project would construct four buildings of up to 31 stories on four blocks, two of which would be across the street from designated historic districts.	None required.	LS

LS = Less than Significant

CHAPTER III
PROJECT DESCRIPTION

A. PROJECT SPONSOR'S OBJECTIVES

The project sponsor, the Shorenstein Company and affiliated companies, seeks to develop high-rise office space, along with residential space, ground-floor commercial space and accessory parking, within the City Center complex in downtown Oakland, in response to increasing demand for both office space and housing in the area. In so doing, the sponsor, which is the owner of development rights in the remaining undeveloped portions of City Center, seeks to fulfill one of the major objectives of the *Central District Urban Renewal Plan* (Oakland Redevelopment Agency, 1990), including strengthening the redevelopment area's existing role as an important center for administrative, financial, business service and governmental activities. The sponsor further seeks to develop high-rise office and residential uses that are in proximity to one another and that have nearby transit service, in particular BART, convenient freeway access, and include a variety of commercial activities intended to meet the convenience needs both of workers and residents of the project and the surrounding area.

Specific objectives for the project include:

- to develop approximately 2.2 million square feet of Class A high-rise office space to meet existing and future demand for such space in Downtown Oakland;
- to provide high-employment-generating office activities in the downtown area, within close proximity to mass transit opportunities for employees to commute to work;
- to intensify the use of currently vacant underutilized property in the downtown central core area;
- to include ground-floor commercial uses that will provide pedestrian interest, in particular along the project's Clay Street frontage;
- to catalyze economic development within the downtown area by attracting residents and employees to the central core area, helping to increase 24-hour activity Downtown;
- to incorporate sustainable development initiatives into the project design to the extent feasible;
- to plan for the entire buildout of the City Center area over the next 10- to 15-year horizon; and
- to develop a commercially successful project that ultimately will include four office towers along with ground-floor commercial uses and a residential component, all in close proximity to each other and to transit facilities, thereby creating an integrated corporate environment and enhancing the existing City Center office and retail complex.

B. PROJECT LOCATION AND CHARACTERISTICS

The project site consists of four city blocks within the City of Oakland's Central District Urban Renewal Area. Three of the four blocks are adjacent to each other, between 11th Street on the south, Martin Luther King Jr. Way on the west, 12th Street on the north, and the former Washington Street right-of-way on the east;[1] the fourth block faces 14th Street, between Martin Luther King Jr. Way and Jefferson Street (see Figure III-1). The four blocks are identified, respectively, as Blocks T5/6, T9, T12, and T10. The boundaries of each block are as follows, and as shown in the site plan presented in Figure III-2, p. III-4:

Block T5/6: 11th, Clay, and 12th Streets and the former Washington Street right-of-way;

Block T9: 11th, Jefferson, 12th, and Clay Streets;

Block T12: 11th Street, Martin Luther King Jr. Way, 12th Street, and Jefferson Street; and

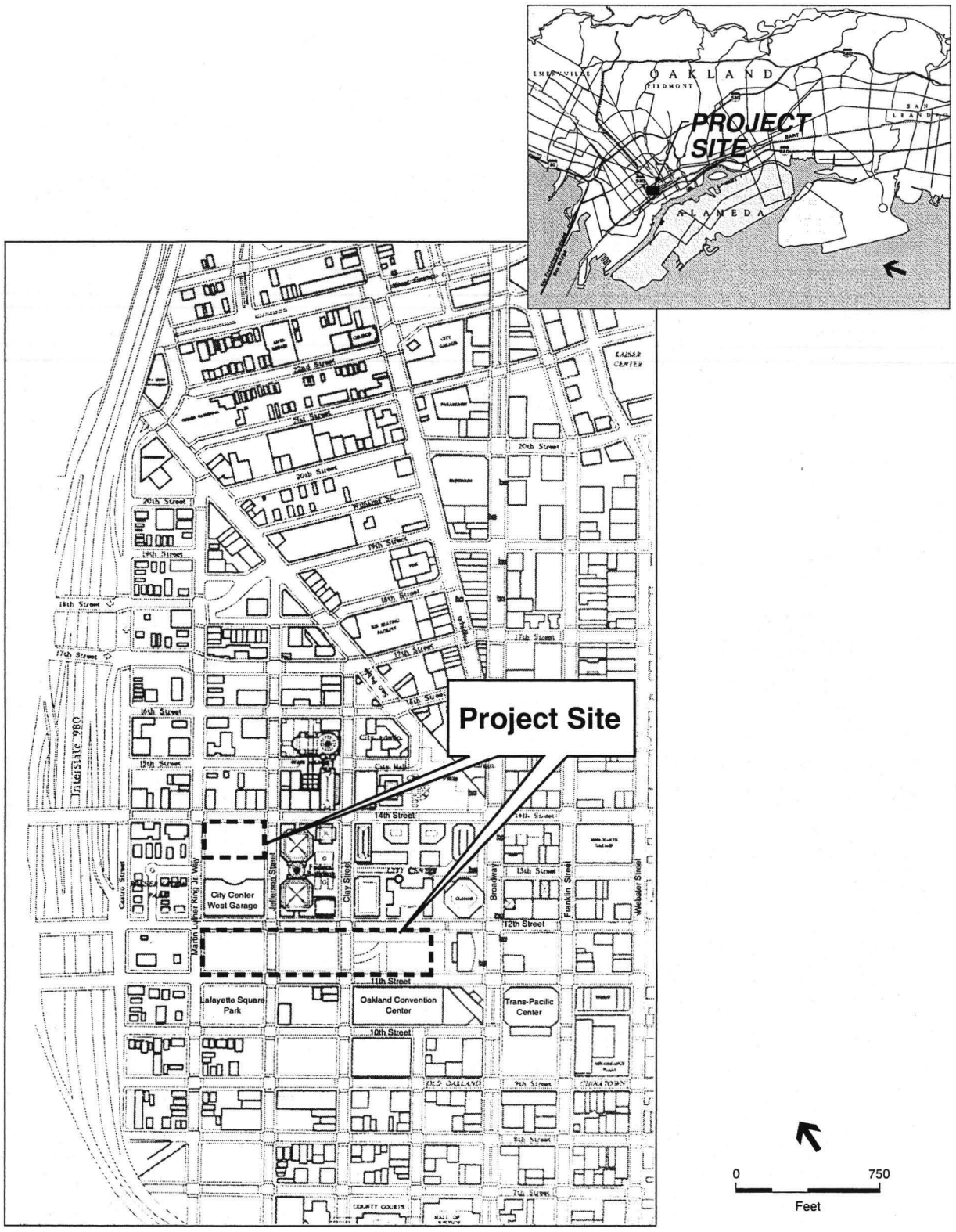
Block T10: the former 13th Street right-of-way, Martin Luther King Jr. Way, 14th Street, and Jefferson Street.

Block T5/6 includes the southern exit ramps from the subsurface City Center Garage, which extends beneath 12th Street and a portion of this block, as well as landscaping in the form of aspen, willow, redwood, poplar, pine, and flowering fruit (plum) trees, grass and shrubs. Block T12 is currently in use as a surface parking lot, while Blocks T9 and T10 are vacant.

The project would include construction of four separate towers containing a total of approximately 2.2 million square feet of office space, approximately 200 residential units, and about 23,000 square feet of ground-floor commercial space. A total of approximately 836 off-street parking spaces would be constructed as part of the project, and an additional approximately 800 off-street parking spaces would be available in the existing City Center West Garage through a license agreement with the Redevelopment Agency. Building heights would range between 20 stories (about 300 feet) and 31 stories (about 440 feet). The project sponsor proposes to construct the project in phases, with the Block T9 building to be built first. Therefore, the project sponsor has developed exterior elevations for the Block T9 building. For Blocks T5/6, T10, and T12, further design development would occur at a later date. Nevertheless, because the overall development program includes all four structures, this EIR analyzes the physical effects related to the entire program. Project characteristics as proposed are described in Table III-1.

The project sponsor proposes that all four buildings include compatible features and materials so that the entire project attains an attractive design. Accordingly, each tower would be generally elliptical in plan, with squared-off ends. Each building would be finished in a combination of tinted, lightly reflective glass and solid panels of stone and precast concrete.

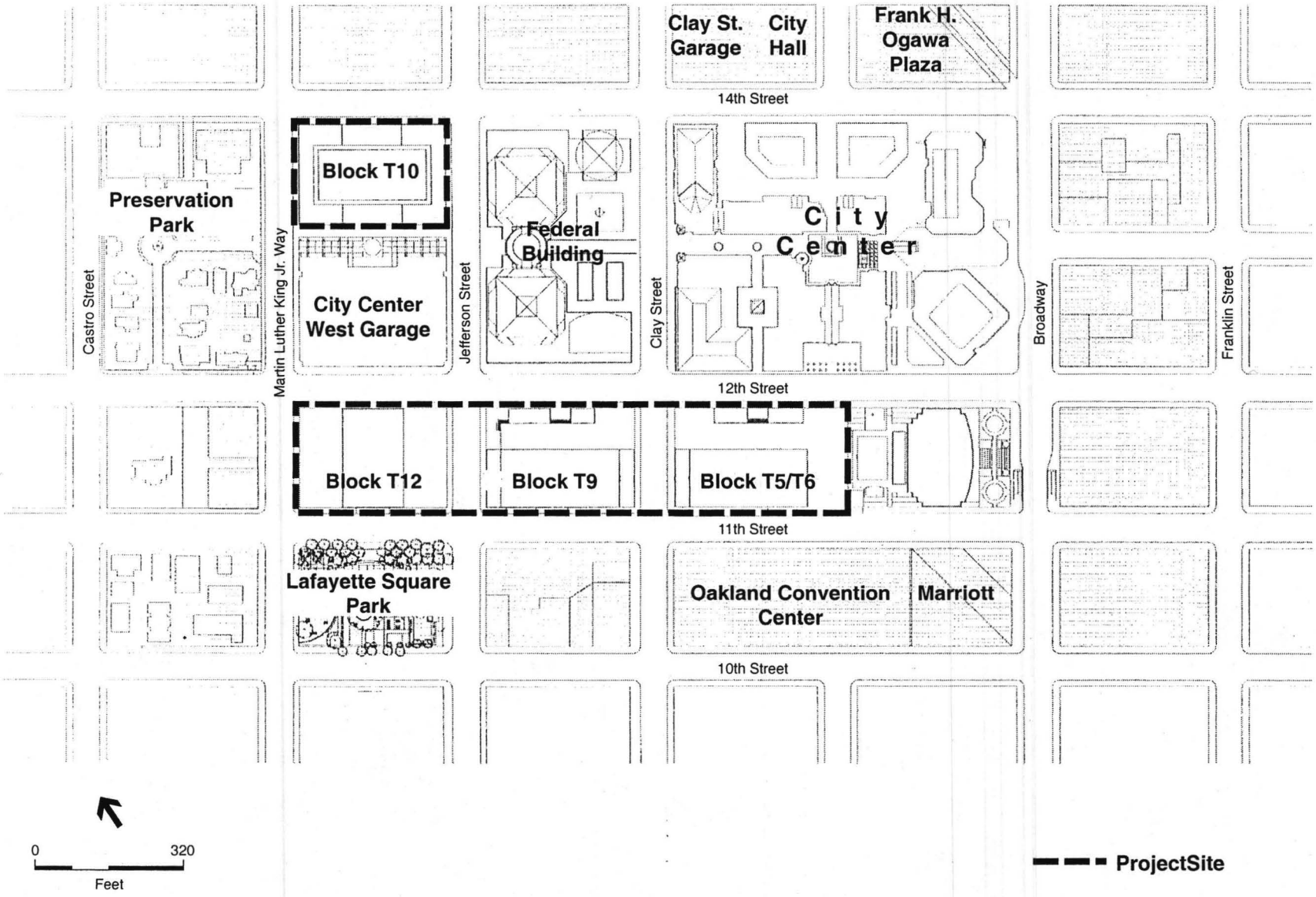
[1] Following Oakland convention, the East Bay Hills are characterized as northerly in compass orientation and the Bay as southerly; thus 11th, 12th, and 14th Streets are considered to run east-west, and Broadway and streets parallel to it are considered to run north-south.



SOURCE: Community and Economic Development Department

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-1
Project Location



SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-2
Site Plan

TABLE III-1
PROJECT CHARACTERISTICS

	Block T5/6	Block T9	Block T10	Block T12	Total
Office floor area	600,000 sq. ft.	450,000 sq. ft.	550,000 sq. ft.	584,000 sq. ft.	2,184,000 sq. ft.
Residential units	-0-	-0-	200 units[a]	-0-	200 units
Cmrcl. floor area	7,500 sq. ft.	7,500 sq. ft.	8,000 sq. ft.	-0-	23,000 sq. ft.
Off-street parking spaces[b]	150	236	230	220	836 spaces
Parking access	11th Street	11th Street	Jefferson Street	11th Street	N/A
Loading spaces	3[c]	3	3	3	12 spaces
Loading access	11th Street[a]	11th Street	M.L. King Jr. Way	11th Street	N/A
Height (stories)[d]	26 stories	20 stories	31 stories	26 stories	max. 31 stories
Height (feet)	390 feet	300 feet	440 feet	390 feet	max. 440 feet

a Approximately 220,000 square feet of residential use.
b Each building would also have available up to 200 additional spaces (800 total additional spaces) in the City Center West Garage.
c Loading for Block T5/6 would occur at extension of existing loading dock beneath 1111 Broadway Building.
d Includes ground floor lobby level and mechanical level but excludes below-grade parking levels

SOURCE: Korth Sunseri Hagey Architects; Shorenstein Company

Two towers (Blocks T9 and T5/6) would be oriented parallel to and located along 11th Street, with commercial uses in the base of each building and accessible from 12th Street. There would be landscaped plazas around the commercial storefronts and the base of the office towers. The current plan for the building on Block T12 would orient that structure at a 90-degree angle to the other two towers, so that the T12 tower would form a "bookend" with the existing 1111 Broadway Building. The T12 building would have landscaped plazas both east and west of the tower. The plazas on each of these three blocks would be at approximately the same elevation as the existing plaza behind the 1111 Broadway Building. Together, these three project components, along with 1111 Broadway, are intended to form an integrated plan of office and commercial uses and landscaping along 12th Street between Broadway and Martin Luther King Jr. Way.

The fourth building in the project, on Block T10, would be separated from the remainder of the site by the existing City Center West Garage. The building would be oriented to and accessible from 14th Street. This building would differ in use from the other three structures, as it would be the only building to contain residential units, with approximately 200 units on the upper 10 stories. This building would also include ground floor commercial space on the east and west sides of the tower. Landscaped plazas would provide open space to the north, along 14th Street,

and to the south, between the office-residential tower and the north side of the City Center West Garage, which features an existing "amphitheater" that is currently a popular lunchtime gathering spot. Figure III-2 shows the proposed site plan, including all four proposed buildings, commercial space, and landscaped plazas.

Off-street parking would be provided in two subsurface levels within each building, with access as described in Table III-1 and illustrated in the conceptual ground floor plan presented in Figure III-3, p. III-7.[2] In addition, subject to demand, an additional approximately 200 existing parking spaces per building (up to 800 spaces total) would be made available to the project sponsor in the City Center West Garage on Jefferson Street, under a long-term license agreement with the Redevelopment Agency.

Each tower would include its own loading dock, with the exception of the building on Block T5/6, which would share use of the existing loading dock beneath the 1111 Broadway Building. This loading dock would be expanded as part of the project.[3]

The sites immediately adjacent to the existing City Center project (Block T5/T6) and to the existing federal office building (Block T9) would include ground-floor commercial space accessible from 12th Street, with a landscaped plaza around the commercial uses and the office towers. The towers would be built parallel to 11th Street and along the south side of those blocks, at the 11th Street property line (see Figure III-4, p. III-8, which shows floor plans for a typical office floor and also indicates the location of the towers on each block). The building on Block T12 would be oriented at a 90-degree angle to the two buildings to the east and located in the center of the block, with landscaped plazas to the east and west of the building, thereby presenting a narrower facade to Lafayette Square across 11th Street. Figure III-5, p. III-9, shows the conceptual elevations of the three buildings proposed along 11th Street. The final tower would be centered on Block T10, with plazas to the north, on 14th Street, and the south, between the building and the City Center West Garage. Based on the current concept, the building on Block T10 would be the tallest of the four structures, at 31 feet, with the top 10 (residential) stories set back above the office floors (see Figure III-6, p. III-10). Street trees would be planted around each of the buildings, and sidewalk improvements would be made in accordance with City specifications.

Current plans call for each building to be constructed with a steel frame and concrete core on a concrete mat foundation. Therefore, pile-driving would not be required, except potentially for relatively brief driving of "soldier piles" around the perimeter of each site to prevent the collapse of side walls during excavation. Because the surface of Block T9 is already below street grade, additional excavation on that site would be about 12 feet, with an estimated 20,000 cubic yards of soil to be removed. At the other three sites, excavation would be required to a depth of up to

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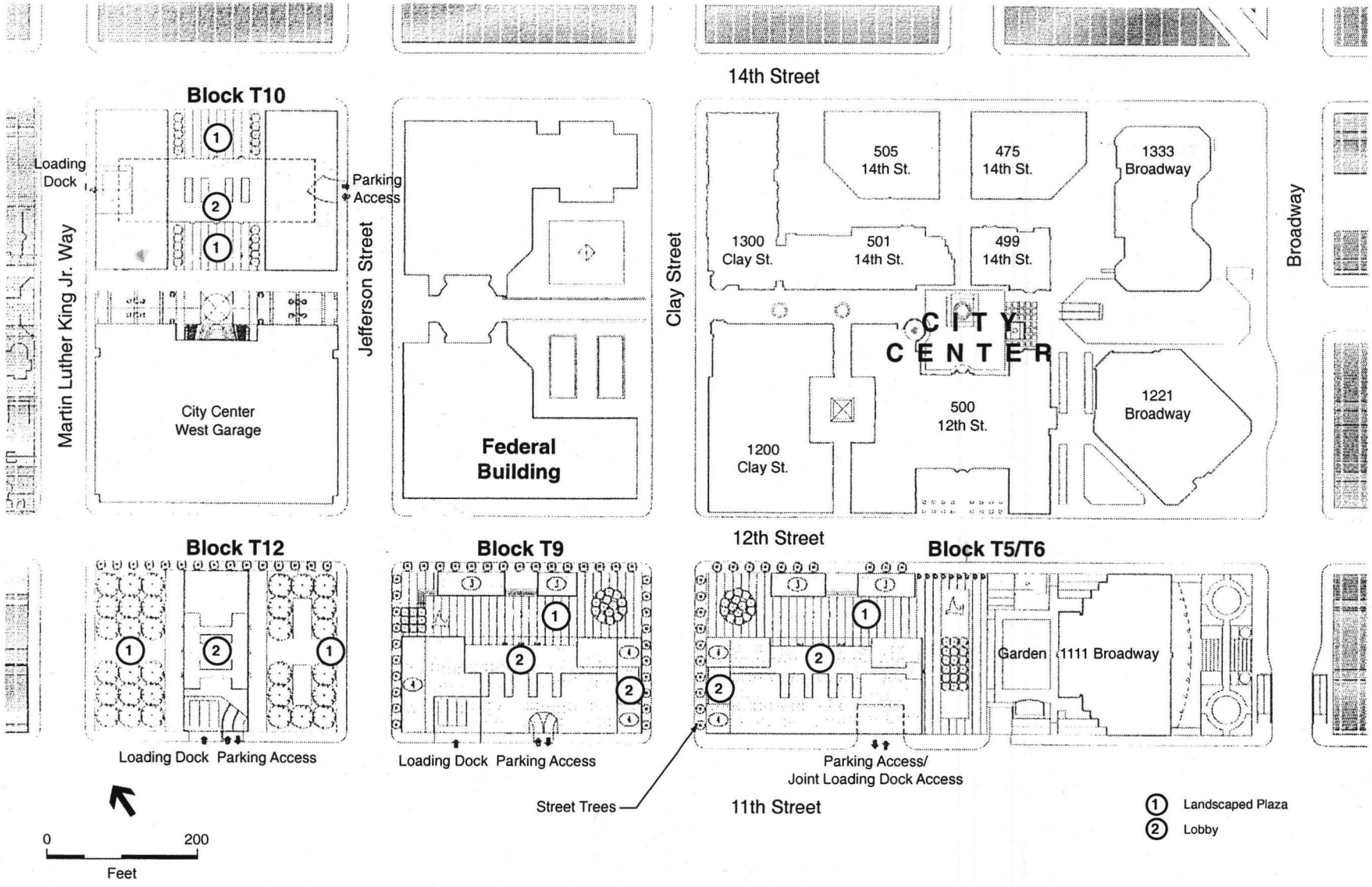
2 The sponsor is also considering a design variant in which the parking levels of Blocks T5/6 and T9 would be connected below grade beneath Clay Street between 11th and 12th Streets.

3 There is a possibility that loading access for this dock, which also serves the 1111 Broadway Building and the Marriott Hotel, across 11th Street, could be shifted to Clay Street.



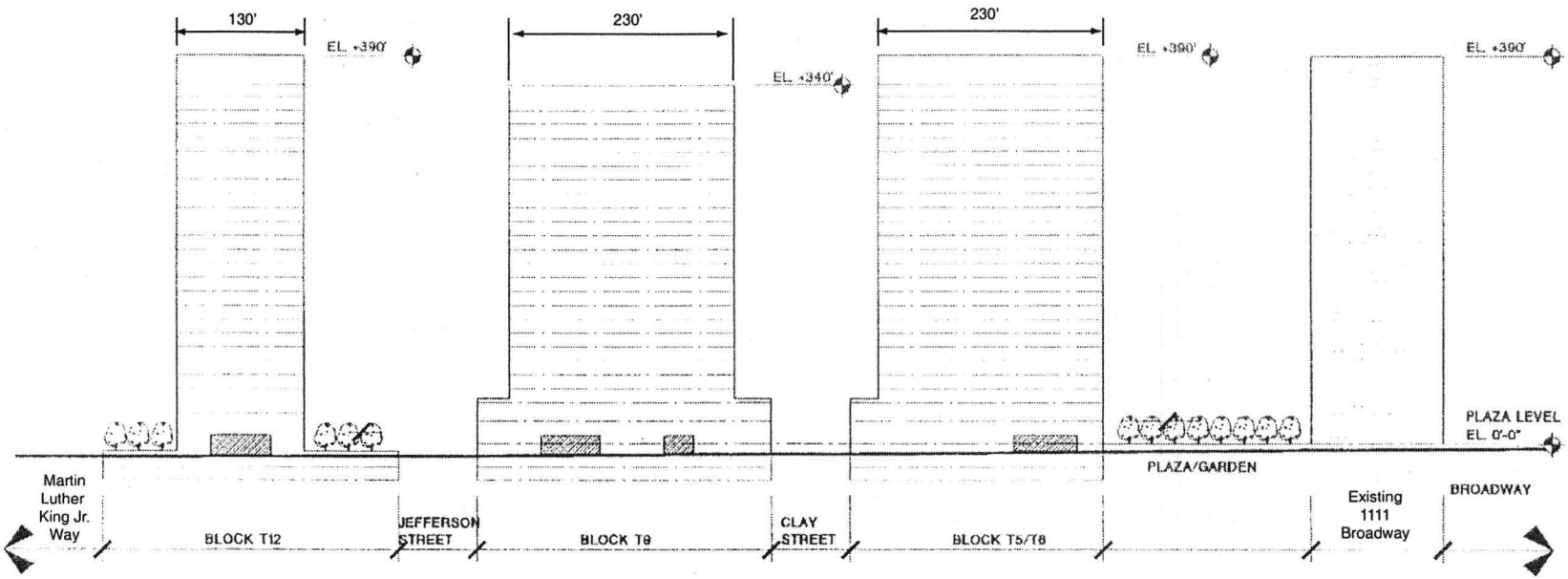
SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-3
Conceptual Ground Floor Plan

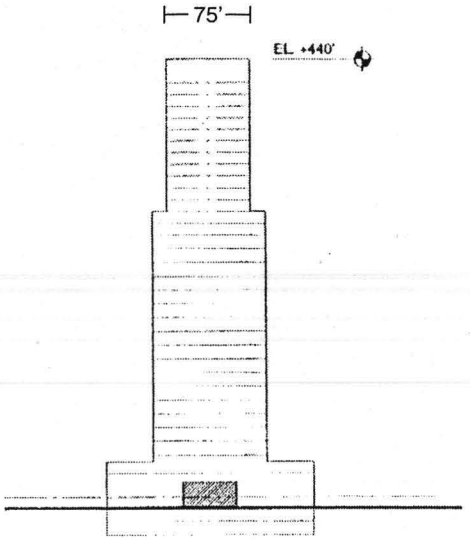
SOURCE: Korth Sunseri Hagey Architects

Figure III-4
Typical Office Floor Plan

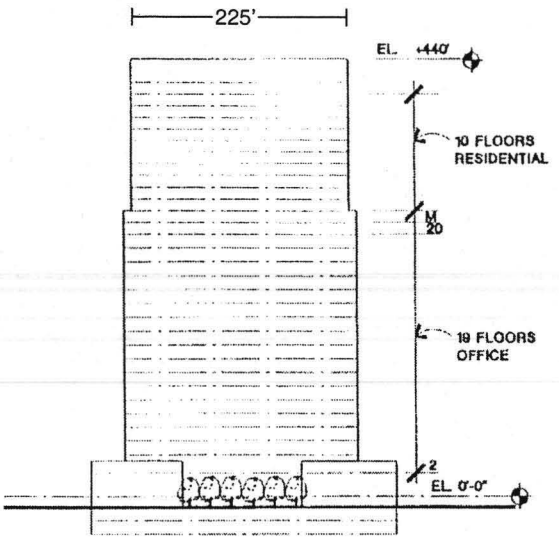


SOURCE: Korth Sunseri Hagey Architects

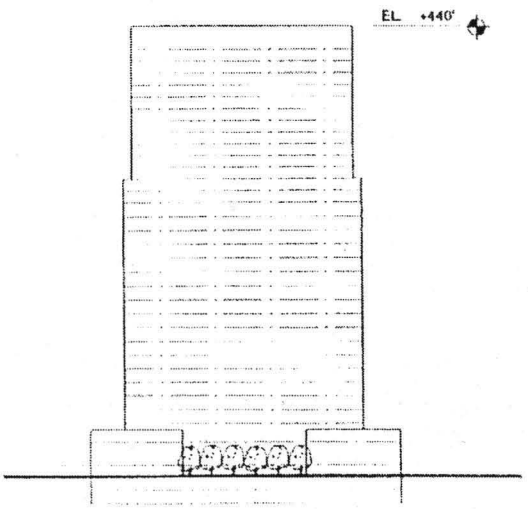
Figure III-5
Conceptual Elevations Along 11th Street
Showing Blocks T12, T9, and T5/T6



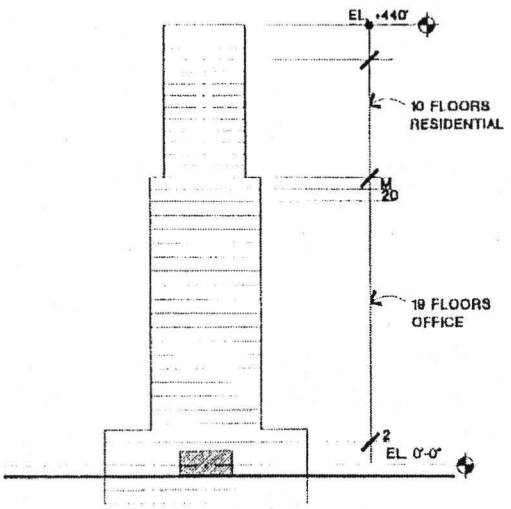
MARTIN LUTHER KING JR. WAY



13TH STREET R.O.W.



14TH STREET



JEFFERSON STREET

0 200
Feet

SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / 990263 ■

Figure III-6
Conceptual Elevations-
Block T10

about 28 feet below street grade. The project would require removal of a total of up to about 160,000 cubic yards of soil.

The project sponsor proposes to start construction of the first component, on Block T9, in early 2000, with this first building to be ready for occupancy in the fall of 2001. Succeeding buildings could be constructed as market conditions warrant; construction of each building would occur over a period of approximately 18 months, and the construction periods would not be expected to overlap.

The plans for the first building, on Block T9, depict a north wall of glass, with the sides and rear (south) wall to include precast stone, intended to be similar in appearance to slate or travertine. Glazing on the east and west ends would be in the form of "punched" openings in the walls, while the north facade would be entirely glass with metal mullions and the south facade would be mostly glass and metal. A steel-frame, glazed foyer would connect the building base and lobby to 12th Street. The building would have 18 office floors above a 30-foot-tall lobby, with a mechanical story, also 30 feet tall, at the top. Figures III-7, III-8, and III-9 present elevations for the first building, proposed for Block T9, as included in the Final PUD Application. Figure III-10 depicts the site plan.

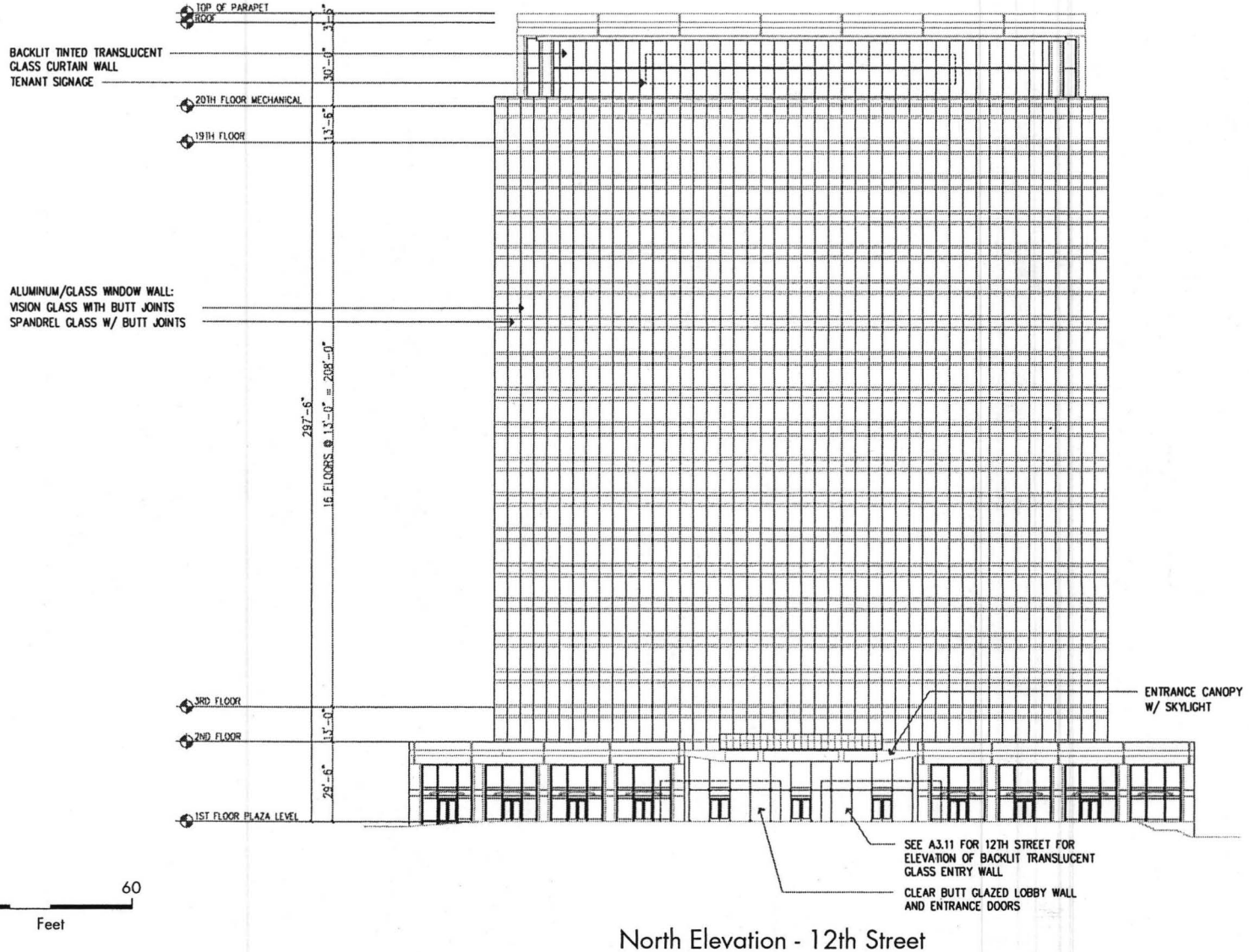
C. APPROVAL PROCESS AND PLANNING CONSIDERATIONS

The City of Oakland is the Lead Agency responsible for preparation of this EIR (CEQA *Guidelines* Sec. 15051). This EIR is intended to be used to address all required zoning and building permits and other discretionary City actions for the project and any Redevelopment Agency actions required to transfer property, provide financial assistance, or enter into long-term license agreements for the project (the Agency currently owns all four blocks on which the project would be built).

Following certification of the Final EIR, the City Planning Commission would make a decision on the Zoning Permits required by the proposed project. The project's proposed administrative office, general retail, and residential uses are permitted uses in the C-55 Central Core Commercial and C-51 Central Business Service Commercial Zones in which the project site is located (Planning Code Sec. 17.58.050 and 17.62.050). The project would require a Planned Unit Development approval as well as subsequent subdivisions. In addition, other zoning permits may be required based on review of subsequent detailed design of the project.

REFERENCES - Project Description

Oakland Redevelopment Agency, 1990. *Central District Urban Renewal Plan*, March 27.

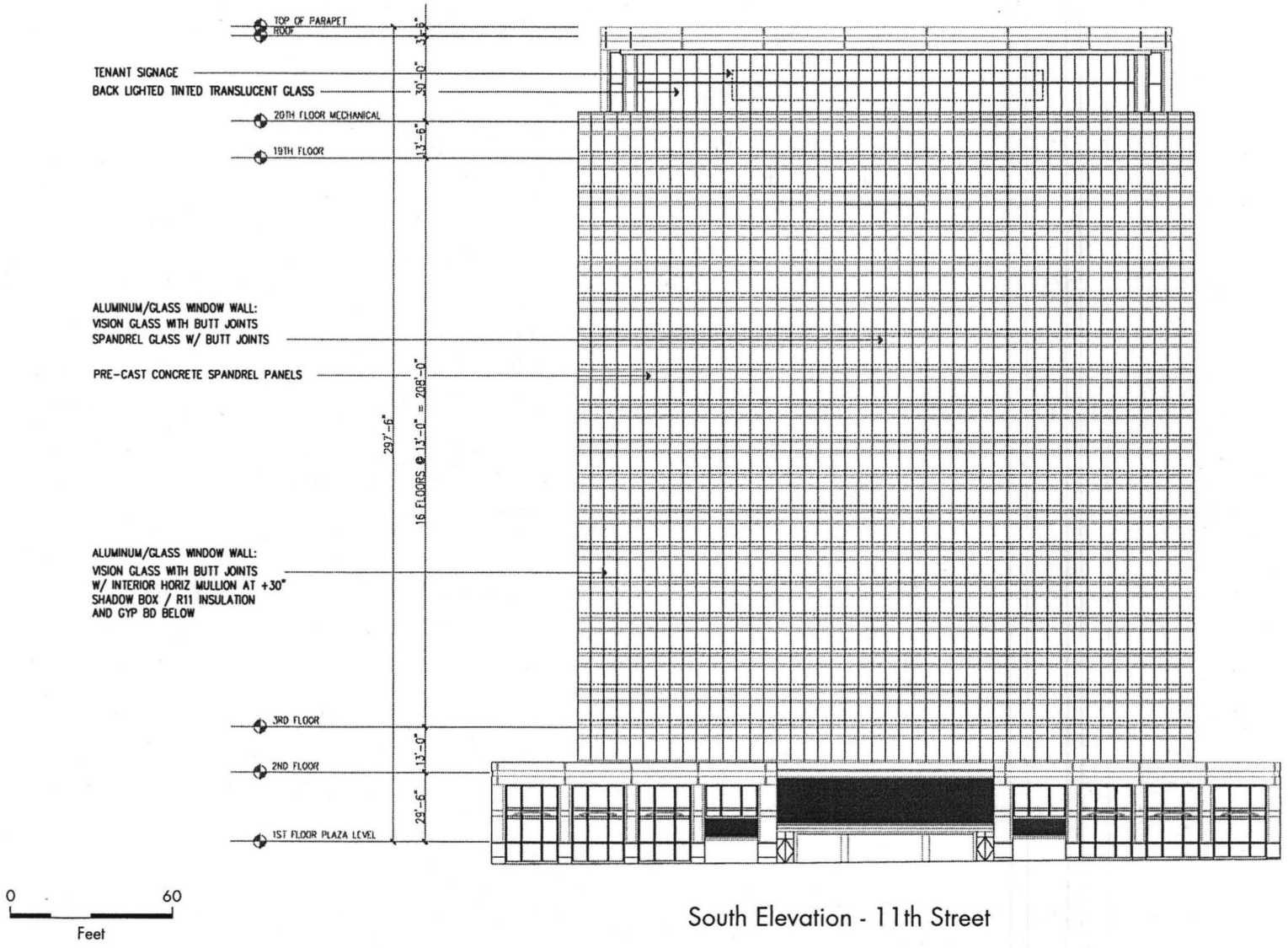


North Elevation - 12th Street

SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-7
North Elevation, Block T9

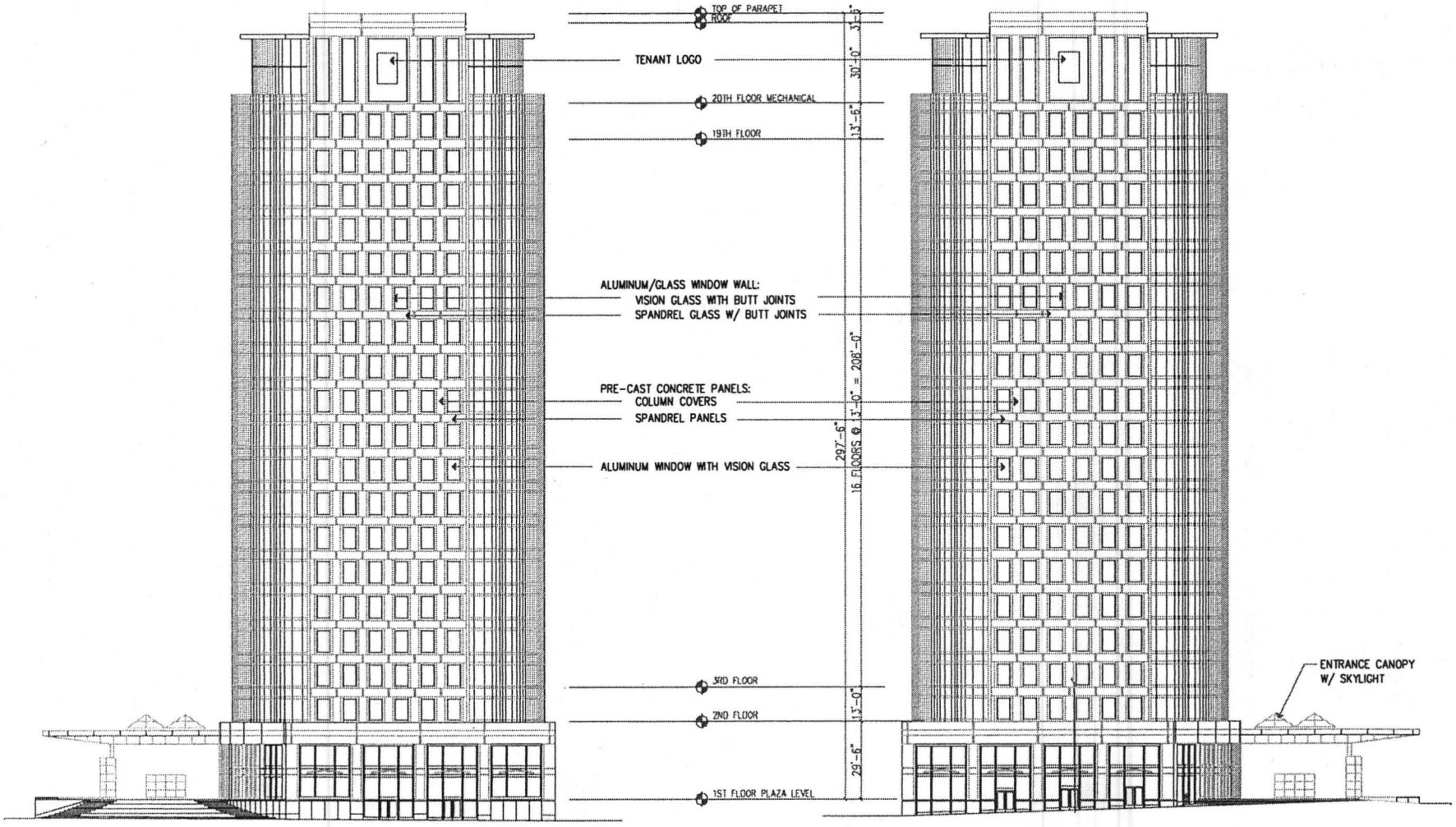


South Elevation - 11th Street

SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-8
South Elevation, Block T9



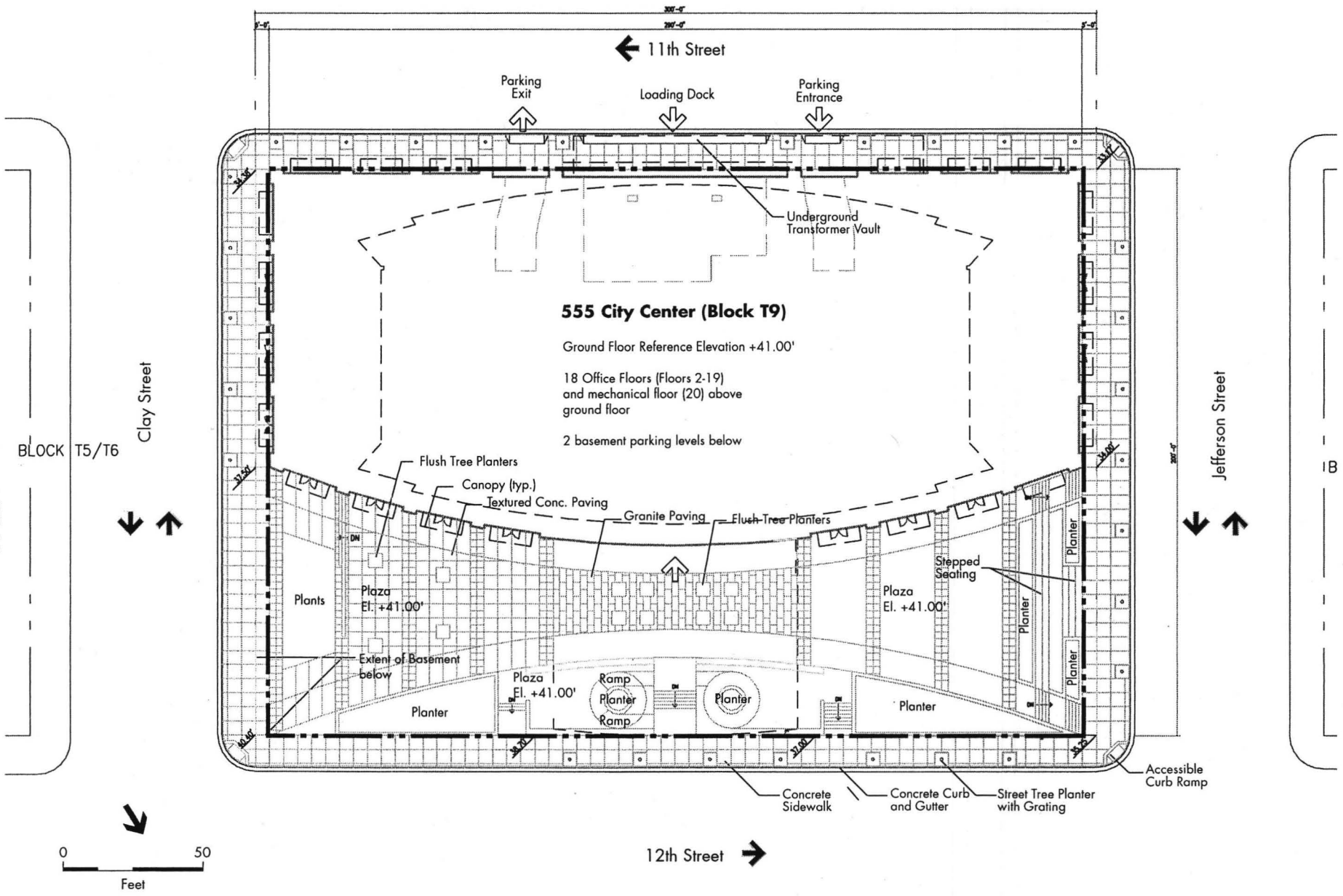
West Elevation - Jefferson Street

East Elevation - Clay Street

0 60
Feet

SOURCE: Korth Sunseri Hagey Architects

Figure III-9
East and West Elevation, Block T9



SOURCE: Korth Sunseri Hagey Architects

ER 99-15: Oakland City Center / ESA 990263 ■

Figure III-10
Site Plan, Block T9

CHAPTER IV
ENVIRONMENTAL SETTING, IMPACTS AND MITIGATION MEASURES

A. LAND USE, PLANS AND POLICIES

INTRODUCTION

The project site is located in the City of Oakland in Downtown Oakland's City Center area, as described in the Land Use and Transportation Element of the *Oakland General Plan*. The project site is also located within the City Center Project Acquisition Area, an urban renewal project area that is part of the *Central District Urban Renewal Plan*. The principal City policy documents that guide development in the project site area include the General Plan Land Use and Transportation Element (adopted March 24, 1998); and the *Central District Urban Renewal Plan* (adopted on June 12, 1969, as amended up to October 27, 1998). The proposed project is also subject to the Oakland Zoning Regulations.

This section describes the policies guiding development in the project site area, and the relationship of these policies to the proposed project. This section also identifies potential conflicts with existing land use regulations and how these conflicts would be addressed.

SETTING

SITE VICINITY LAND USES

The four proposed project sites are located in the City Center Project Acquisition Area, a redevelopment area in Downtown Oakland. Streets in the City Center area were mapped on the original 1850 Kellersberger map of Oakland,[1] and this area has a history of public, semi-public, institutional, commercial and mixed use extending from the 1860s. Development in the area was spurred by a railroad line along Washington Street to 14th Street, where City Hall faced Washington Street, and by nearby railroad lines on Broadway. Oakland's Downtown maintained itself as the center of the city's retail trade until the early 1970s when the development of freeways and shopping malls away from the City's center, along with migrations to suburban communities left the Downtown area in decline. Throughout the 1970s, large-scale urban renewal removed most of the existing buildings in the City Center area.

The City Center Project Acquisition Area extends from Broadway to Castro Street, between 11th and 14th Streets, and includes the City Hall area which occupies most of the block between

[1] The map established a grid that included First through Fourteenth Streets (east to west), with many of the cross-streets (north to south) named after prominent public figures.

14th and 15th Streets, City Hall Plaza (formerly Washington Street) and Clay Street. Today the City Center Project Acquisition Area consists of seven office towers; mixed office and retail development that includes restaurants, shops, convenience food, a bookstore and a gym; a parking garage; City Hall; Preservation Park, an office park consisting of 16 historic structures; the First Unitarian Church; the Charles S. Greene Library building;[2] and the historic Pardee Mansion and Museum. The City Center (12th Street) BART station is adjacent to the City Center Project Acquisition Area, underground along Broadway, between 11th and 14th Streets.

Adjacent to the City Center Project Acquisition Area to the north is the Uptown Retail and Rehabilitation Area,[3] which extends from 14th Street to Grand Avenue, between Broadway and San Pablo Avenue, and includes two City office buildings, the City's Ice Center, the vacant Fox Theater complex, the Paramount Theater, City-owned parking lots and a garage, a Sears store (in the old Emporium building), and several underutilized buildings. South of the City Center Project Acquisition Area is the four-story Oakland Convention Center and Golden State Warriors' Practice Facility (a fifth floor on the rooftop of the Convention Center); the Old Oakland Project Area, which includes restaurants, office space, and shops in a collection of restored Victorian structures; City of Oakland and Alameda County administration buildings; and the edge of the Jack London District. To the southeast is Oakland's Chinatown and Chinatown Project Action Area, which is a residential and commercial area that includes mixed use and residential towers. To the west are I-980 and the Oak Center and Acorn residential areas of West Oakland.

Block T5/6 is located immediately adjacent to the Oakland Convention Center and Warriors Practice Facility to the south, the low-rise (three story) portion of the City Center office complex to the north; a 25-story office building at 1111 Broadway to the east; and the vacant Block T9 to the east. The 18-story Marriott Hotel is to the southeast, and the 25-story Clorox Building at 1221 Broadway is to the northeast.

Block T9 is surrounded by a two-story furniture store, a three-story office building and a parking lot to the south, the Federal Building office towers to the north, the vacant Block T5/6 to the east and Block T12 – in use as a surface parking lot – to the west. To the southwest is the renovated Lafayette Square Park and to the southeast is the Convention Center.

Block T12 is enveloped by Lafayette Park to the south, City Center West Garage to the north, the vacant Block T9 the east and the vacant Preservation Park III development site to the east. Preservation Park is located to the northwest. Preservation Park is a collection of detached Victorian structures, most of which were moved from the path of the I-980 freeway, and are now used primarily as office space for non-profit organizations. It extends from Martin Luther King Jr. Way to Castro Street, between the north side of 11th Street and the north side of the former 13th Street right-of-way. Preservation Park features a grassy open space area, a small outdoor

2 Both the First Unitarian Church and the Charles S. Greene Library building are listed on the National Register of Historic Places.

3 This area is formally called "The Retail Center and Rehabilitation Area Project," and is a February 18, 1997, supplement to the Central District Urban Renewal Plan of 1990.

stage, an historic fountain, and gardens; facilities are rented out for meeting space and special events.

To the west, Block T10 is located across Martin Luther King Jr. Way from the Remillard House, a three-story Victorian in Preservation Park and one of the five original buildings in the Park, and the Charles S. Greene Library building, now undergoing renovation. To the east of Block T10 is the federal office building. To the north is a series of buildings ranging from a seven-story residential structure at the corner of Martin Luther King Jr. Way and 14th Street to a one-story liquor and convenience store at the corner of Jefferson and 14th Streets. To the south of Block T10 is the paved and landscaped walkway that links Preservation Park to the entrance of the Federal buildings and to City Center. A small outdoor amphitheater seating area is located midway along the walkway, alongside the northern wall of City Center Garage West, across from the midpoint of Block T10.

PROJECT SITE LAND USE

Blocks T5/6, T9 and T12 are adjacent (separated by thoroughfares), extending from the former Washington Street right-of-way (the rear of the office tower located at 1111 Broadway), westward to Martin Luther King Jr. Way, between 11th and 12th Streets. The fourth block, Block T10, is located between Jefferson and Martin Luther King Jr. Way, along the south side of 14th Street, adjacent to the City Center West Garage.

Block T5/6 consists of approximately 70,000 sq. ft. (1.6 acres),[4] bounded by the rear of 1111 Broadway, Clay Street, 11th and 12th Streets, and is occupied by a portion of the City Center Garage and the Garage entrance/exit. The City Center Garage extends from the underground 12th Street/City Center BART station plaza area to Clay Street, between 11th and 14th Streets, and is below street level, mostly under the City Center Plaza development. Because no development has taken place on Block T5/6, the easternmost portion of the garage is visible, and its exposed rooftop is at street level along 12th Street. The remainder of the block slopes downward to the garage entrance along 11th Street, and is landscaped with a variety of mature trees, shrubs and a grassy lawn installed several years ago as an interim improvement by the Oakland Redevelopment Agency.

Each of the remaining blocks covers about 60,000 sq. ft. (1.4 acres). Block T9 is bounded by 11th, Jefferson, 12th, and Clay Streets. Block T9 is vacant, has been excavated below street level and is covered by grasses. Block T12, bounded by 11th Street, Martin Luther King Jr. Way, 12th Street, and Jefferson Street, serves as a paved and fenced, street-level surface parking lot. Block T10, bounded by the former 13th Street right-of-way, Martin Luther King Jr. Way, 14th Street, and Jefferson Street, is flat and contains a small storage area enclosed with barbed-wire security fencing, the remains of a concrete foundation, and a vacant, unpaved area.

The General Plan Land Use and Transportation Element designates the four proposed project sites as "Central Business District" and the *Central District Urban Renewal Plan* designates all

[4] Measurements are based on the square footages reported by the Alameda County Assessor's Office.

four sites as "Commercial Core." Block T5/6 and the eastern half of Block T9 fall within the C-55 (Central Core Commercial) zoning designation. The western half of Block T9, Block T10 and Block T12 fall within the C-51 (Central Business Service Commercial) zoning designation.

RELEVANT PLANS AND POLICIES

City of Oakland General Plan

The *Oakland General Plan* establishes comprehensive, long-term land use policy for the City.[5] As required by state law, the General Plan includes the following elements: Land Use and Transportation; Housing; Environmental Hazards (seismic safety and other hazards); Noise; and Open Space, Conservation and Recreation. Oakland's General Plan also includes an Historic Preservation Element, and incorporates the Oakland Estuary Policy Plan.

The project site is located within the Central/Chinatown Planning Area, as described by the Land Use and Transportation Element. Therefore, the Land Use and Transportation Element is directly pertinent to the proposed project, and is discussed below. The Open Space, Conservation and Recreation Element (OSCAR) is less applicable, but is presented for informational purposes.

Guidelines for Determining General Plan Conformity

As a general rule, whenever there is an express conflict between the General Plan and the Zoning Regulations, a project must conform with the General Plan (§17.01.030). As required by section 17.01.060 of the Planning Code, the Oakland City Planning Commission (May 6, 1998) adopted *Guidelines for Determining General Plan Conformity* to determine if a project conforms to the General Plan. These guidelines provide a definition of "express conflict" and state that "[i]n the case where the project clearly does not conform with the General Plan but is permitted by the Zoning and/or Subdivision Regulations, the project is not allowed and no application may be accepted" (p. 3).

Table 3 of the *Guidelines* (p. 15) establishes maximum densities for residential and non-residential development in each of the General Plan Land Use Classifications. Maximum floor area ratio (FAR)[6] and density in principal residential units per *gross* acre are also given an assumed net-to-gross ratio, a maximum density in principal units per *net* acre, and a minimum square feet of site area per principal unit. See the discussion under Land Use and Transportation Element, below, for further discussion of the allowable FAR.

Land Use and Transportation Element

The Land Use and Transportation Element of the General Plan identifies policies for the use of Oakland's land, and sets forth an action program to implement the land use policy through

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5 In November, 1997, the Planning Commission and City Council retained portions of the *Oakland Policy Plan* not superseded by Open Space, Conservation, and Recreation Element, the Historic Preservation Element, and the Land Use and Transportation Element. The *Policy Plan* was eliminated as the summary guide to General Plan policy until all elements are updated.

6 Floor area ratio is the square footage of total building floor area divided by the area of the lot. Assuming no height limit and equal lot size, an FAR of 20.0 allows a taller building, than a FAR of 2.0.

development controls and other strategies. As described in the Land Use and Transportation Element, the project site is located within the City Center area of Oakland's Downtown Showcase District,[7] which is within the Central/Chinatown Planning Area.

The Land Use and Transportation Element notes that "[k]ey components of the vision for Downtown are support for growth in office activity and increasing the population through new Downtown housing" (p. 62). The stated goals for the Downtown area include promoting downtown Oakland as a regional economic center; and to become a premier location in the region for urban residential living. The Element emphasizes maintenance of the distinct character of Oakland's downtown districts. The Element "provides maximum flexibility for both horizontal and vertical mixing of a wide variety of land uses in the Downtown," (p. 63), and also states that "[d]owntown job growth can be accommodated largely through construction of taller buildings and revitalization and reuse of underutilized properties" (p. 63).

The Land Use and Transportation Element designates the proposed project site as "Central Business District," a special mixed use classification intended to encourage, support and enhance the downtown area as a high density mixed use urban center of regional importance, and primary business hub for Northern California. This classification includes a mix of large-scale offices and urban (high-rise) residential uses, and encourages the most intense development allowed in Oakland: a maximum density of 300 units per *gross* acre, and a 20.0 non-residential FAR. Under the *Guidelines for Determining General Plan Conformity*, development in the Central Business District is given a 60 percent assumed net-to-gross ratio, and a maximum density in principal units per *net* acre of 500 units (Oakland City Planning Commission, May 6, 1998). "Primary Uses" appropriate for the Central Business District are office, housing, retail, services, and cultural facilities (Land Use and Transportation Element, p. 151).

The policies in the Land Use and Transportation Element that apply to the proposed project are stated below.

- Downtown Oakland should be promoted as a regional "hub" for government, services, high technology, and institutional uses (Policy 1/C1.6, *Promoting Downtown as a Regional "Hub"*).

- Retail uses should be focused in "nodes" of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can [be] accessed through many modes of transportation (Policy 1/C3.3, *Clustering Activity in "Nodes"*).

- The City should encourage the expansion of private business services and government sectors within Oakland (Policy 1/C3.6, *Expanding Private Business and Government in Oakland*).

- For intersections within Downtown and for those that provide direct access to Downtown locations, the City should accept a lower level of service and a higher level of traffic congestion than is accepted in other parts of Oakland. The desired pedestrian-oriented

[7] The Land Use and Transportation Element establishes five Showcase Districts. The other four Showcase Districts are the Seaport Showcase District, the Waterfront Showcase District, the Coliseum Area Showcase District and the Airport/Gateway Showcase District.

nature of Downtown activity and the positive effect of traffic congestion in promoting the use of transit or other methods of travel should be recognized (Policy T3.3, *Allowing Congestion Downtown*).

- Cars parked in downtown lots should be screened from public view through the use of ground floor store fronts, parks and landscaping, or other pedestrian-friendly, safe, and other attractive means (Policy T3.8, *Screening Downtown Parking*).

- The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking (Policy T4.1, *Incorporating Design Features for Alternative Travel*).

- The characteristics that make downtown Oakland unique, including its strong core area; proximity to destinations such as the Jack London waterfront, Lake Merritt, historic areas, cultural, arts, and entertainment activities; and housing stock, should be enhanced and used to strengthen the downtown as a local and regional asset (Policy D.1.1, *Defining Characteristics of Downtown*).

- The downtown should be viewed as the compilation of a series of distinct districts, including but not limited to City Center, Chinatown, Old Oakland, the Broadway Corridor, Gateway, Kaiser Center, Gold Coast, the Channel Park area south of Lake Merritt, and the Jack London Waterfront. A distinct identity for these downtown districts should be supported and enhanced (Policy D.1.2, *Identifying Distinct Districts*).

- Downtown development should be visually interesting, harmonize with its surroundings, respect and enhance important views in and of the downtown, respect the character, history, and pedestrian-orientation of the downtown, and contribute to an attractive skyline (Policy D2.1, *Enhancing the Downtown*).

- Pedestrian-friendly commercial areas should be promoted (Policy D3.1, *Promoting Pedestrians*).

- New parking facilities for cars and bicycles should be incorporated into the design of any project in a manner that encourages and promotes safe pedestrian activity (Policy D3.2, *Incorporating Parking Facilities*).

- Activities and amenities that encourage pedestrian traffic during the work week, as well as evenings and weekends should be promoted (Policy D5.1, *Encouraging Twenty-Four Hour Activity*).

- Construction on vacant land or to replace surface parking lots should be encouraged throughout the downtown, where possible (Policy D6.1, *Developing Vacant Lots*).

- New large scale office development should primarily be located along the Broadway corridor south of Grand Avenue, with concentrations at the 12th Street and 19th Street BART stations. The height of office development should respect the Lake Merritt edge. Small scale offices should be allowed throughout the downtown, including in the downtown neighborhoods, when compatible with the character of surrounding development (Policy D8.1, *Locating Office Development*).

- Private office development should be aggressively attracted to the downtown (Policy D8.3, *Attracting Private Office Development*).

- Concentrate region-serving or "destination" commercial development in the corridor around Broadway between 12th and 21st Streets, in Chinatown, and the Jack London Waterfront. Ground floor locations for commercial uses that encourage a pedestrian-friendly environment should be encouraged throughout the downtown (Policy D9.1, *Concentrating Commercial Development*).

- Housing in the downtown should be encouraged as a vital component of a 24-hour community presence (Policy D10.1, *Encouraging Housing*).

- Housing in the downtown should be encouraged in identifiable districts, within walking distance of the 12th Street, 19th Street, City Center, and Lake Merritt BART stations to encourage transit use, and in other locations where compatible with surrounding uses (Policy D10.2, *Locating Housing*).

- Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range, where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas (Policy D10.3, *Framework for Housing Densities*).

- Housing in the downtown should not be geared toward any one housing market, but rather should be promoted for a range of incomes, ownership options, household types, household sizes, and needs (Policy D10.4, *Providing for a Range of Needs*).

- Housing in the downtown should be safe and attractive, of high quality design, and respect the downtown's distinct neighborhoods and its history (Policy D10.5, *Designing Housing*).

- An adequate quantity of car, bicycle, and truck parking, which has been designed to enhance the pedestrian environment, should be provided to encourage housing development and the economic vitality of commercial, office, entertainment, and mixed use areas (Policy D13.2, *Providing Parking*).

- While office development should be allowed in commercial areas in the neighborhoods, the City should encourage major office development to locate in the downtown (Policy N1.9, *Locating Major Office Development*).

- Facilitating the construction of housing units should be considered a high priority for the City of Oakland (Policy N3.1, *Facilitating Housing Construction*).

- High quality design standards should be required of all new residential construction. Design requirements and permitting procedures should be development and implemented in a manner that is sensitive to the added costs of those requirements and procedures (Policy N3.8, *Requiring High Quality Design*).

- Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure (Policy N3.9, *Orienting Residential Development*).

- Off-street parking for residential buildings should be adequate in amount and conveniently located and laid out, but its visual prominence should be minimized (Policy N3.10, *Guiding the Development of Parking*).

- The City should support and encourage residents desiring to live and work at the same location where neither the residential use nor the work occupation adversely affects nearby properties and the character of the surrounding area (Policy N5.2).

The project would generally conform with the above policies because it would provide major office development and residential use on vacant land in the downtown area, within a few blocks of the 12th Street/City Center BART station, near freeway on-ramps and off-ramps, and near existing and proposed downtown residences. The project would include on-site parking that would be visually concealed within the building, and on-site open space. The project would also provide pedestrian-friendly ground-floor commercial uses for both workers and residents. The proposed height and bulk would be adjacent to and compatible with existing downtown office towers (see further discussion under Impacts and Mitigation Measures, below), making an attractive contribution to Oakland's skyline.

The height of the building proposed on Block T10, which includes 200 residential units, may appear to conflict with Policy D10.3, which states that the height and bulk of residential development should reflect the "existence of historic structures or areas." This tower would be adjacent to substantially smaller buildings in and around Preservation Park. However, the project would mark a clear definition of the boundary between the City Center area and older, smaller-scale development to the west. It must be noted that Policy D10.3 also provides that height and bulk should "reflect existing and desired district character [and] the overall city skyline." The project area has some of the tallest buildings in the City, and is where the greatest allowable FAR and densities should occur. Moreover, Policy D10.3 applies expressly to residential development, and only about 29 percent of the building on Block T10 would be residential. (See p. IV.A-19 for additional discussion of land use compatibility, and Section IV.G, Historic Architectural Resources, for discussion of potential project effects on historic districts.)

Oakland "Transit First" Policy

The "Transit First" resolution, passed by the City Council on October 29, 1996, recognizes the importance of striking a balance between economic development opportunities and the mobility needs of those who travel by means other than the private automobile. The policy favors modes that have the potential to provide the greatest mobility for people, rather than vehicles. The support for a Transit First policy is an indication of the importance of public transit to the City and the need for cooperative efforts to improve local transit. This policy is reflected in the policies within the Land Use and Transportation Element.

Oakland Bicycle Master Plan

On July 20, 1999, the City Council adopted the Oakland Bicycle Master Plan as part of the Land Use and Transportation Element (Resolution No. 75148). Among other things, the Bicycle Plan contains a series of recommendations for bicycle parking to be included in new developments. The City anticipates incorporating these recommendations into the Zoning Ordinance. For multifamily residential dwellings without private garages, the Plan recommends one long-term, secure space (such as a locker) per each two units and one short-term space (a rack) per 10 units. For retail commercial uses, the recommendation is one long-term space per 8,000 square feet and

one short-term space per 5,000 square feet. For commercial office space, the recommendation is one long-term space per 3,000 sq. ft. and 1 short-term space per 10,000 sq. ft.

For the proposed project, the recommendations would require up to 841 long-term and 246 short-term bicycle parking spaces. The Bicycle Master Plan states that, where the Plan calls for 10 or more long-term bicycle spaces, developers should be given the option of providing half of the required long-term spaces at an off-site location (within three blocks) or through payment of an in-lieu fee to the City's Bicycle Program to provide public bicycle parking. The project would include bicycle parking spaces, but it is not known at this time exactly how many spaces would be provided. The sponsor does not anticipate providing the full complement of spaces recommended in the Bicycle Master Plan on-site and will thus need to comply with the Mitigation Measure B.6 concerning bicycle parking. (See Section IVB, Traffic, Circulation, and Parking for more information on bicycle parking.)

Open Space, Conservation and Recreation Element (OSCAR)

The Open Space, Conservation and Recreation Element (OSCAR; adopted June 11, 1996) addresses the management of open land, natural resources and parks in Oakland. The following OSCAR policies are relevant to the proposed project:

- Continue to require new multi-family development to provide useable outdoor open space for its residents (Policy OS-4.1, Provision of Useable Open Space).

- Encourage site planning for new development which minimizes adverse visual impacts and takes advantage of opportunities for new vistas and scenic enhancement (Policy OS-10.2, Minimizing Adverse Visual Impacts).

- On an on-going basis, the Office of Planning and Building will require visual analysis for new developments which could significantly impact views and vistas (Action OS-10.2.1, Visual Analysis for New Development).

- To maintain and develop plazas, pocket parks, pedestrian walkways, and rooftop gardens in Oakland's major activity centers and enhance the appearance of these and other public spaces with landscaping and art (Policy OS-11, Civic Open Spaces).

- Provide better access to attractive, sunlit open spaces for persons working or living in downtown Oakland. The development of rooftop gardens is encouraged, especially on parking garages (Policy OS-11.1, Access to Downtown Open Space).

- Minimize hazards associated with soil contamination through the appropriate storage and disposal of toxic substances, monitoring of dredging activities, and clean-up of contaminated sites. In this regard, require soil testing for development of any site (or dedication of any parkland or community garden) where contamination is suspected due to prior activities on the site (Policy CO-1.2: Soil Contamination).

- Require use of drought-tolerant plants to the greatest extent possible and encourage the use of irrigation systems which minimize water consumption (Policy CO-4.2: Drought-Tolerant Landscaping).

- Require that development projects be designed in a manner which reduces potential adverse air quality impacts. This may include: (a) the use of vegetation and landscaping to absorb carbon monoxide and to buffer sensitive receptors; (b) the use of low-polluting energy sources and energy conservation measures; (c) designs which encourage transit use and facilitate bicycle and pedestrian travel (Policy CO-12.4, Design of Development to Minimize Air Quality Impacts).

- Encourage the use of energy-efficient construction and building materials. Encourage site plans for new development which maximize energy efficiency (Policy CO-13.3, Construction Methods and Materials).

The project would generally conform with the above OSCAR policies. The project design includes plazas, pedestrian walkways, landscaping and linkages between other City Center buildings and Preservation Park. The proposed project would be required to provide useable open space to residents in Block T10 as required by the Zoning Regulations.[8] The project's location in the City's core downtown commercial area provides a wide range of public transit options that include direct access to BART's 12th Street/City Center station, and accessible bus transit. Issues related to soil contamination will be required to meet the requirements of the Alameda County Environmental Health Department, the Bay Area Air Quality Management District, the Regional Water Quality Control Board, the Department of Toxic Substance Control, California Occupational Safety and Health Administration (OSHA), and the City of Oakland's Building Services Division (see the Initial Study and Environmental Review Checklist, attached as Appendix A). The proposed project could block some views from other adjacent high-rise buildings and from the adjacent Preservation Park, and cast new shadow on buildings to the west, north, and east (see Section IV.F), as well as on Lafayette Square Park and Frank H. Ogawa Plaza. The General Plan indicates, however, that this area is intended to be the most intensely developed and urbanized area of Oakland. The project sponsor does not currently propose the use of alternative energy sources.

Central District Urban Renewal Plan

The *Central District Urban Renewal Plan* is a redevelopment plan to be implemented by the Oakland Redevelopment Agency in accordance with California Community Redevelopment Law. The City adopted the Plan on June 12, 1969, as the primary policy document to guide redevelopment in the Central District along with the Oakland Policy Plan and the Land Use Element (revised in 1998 as the Land Use and Transportation Element) of the General Plan. The City has subsequently amended the *Central District Urban Renewal Plan* on various occasions. The Plan contains land use controls, including restrictions on uses, design standards, and parking and loading requirements. However, absent specific action by the City Council, none of the Plan's land use controls are enforceable outside of specified "Action Areas," which are areas designated for property acquisition and/or rehabilitation. The City Center Project Acquisition

[8] Designs for the balconies and common open space areas are conceptual and details may change during project development. Useable open space for development in a C-51 zone must conform with the requirements for useable open space in an R-90 (Downtown Apartment Residential) zone, pursuant to §17.58.180 of the Zoning Regulations.

Area, which includes the project site, is such an Action Area. See Figure IV.A-1 for the location of the City Center Project Acquisition Area.

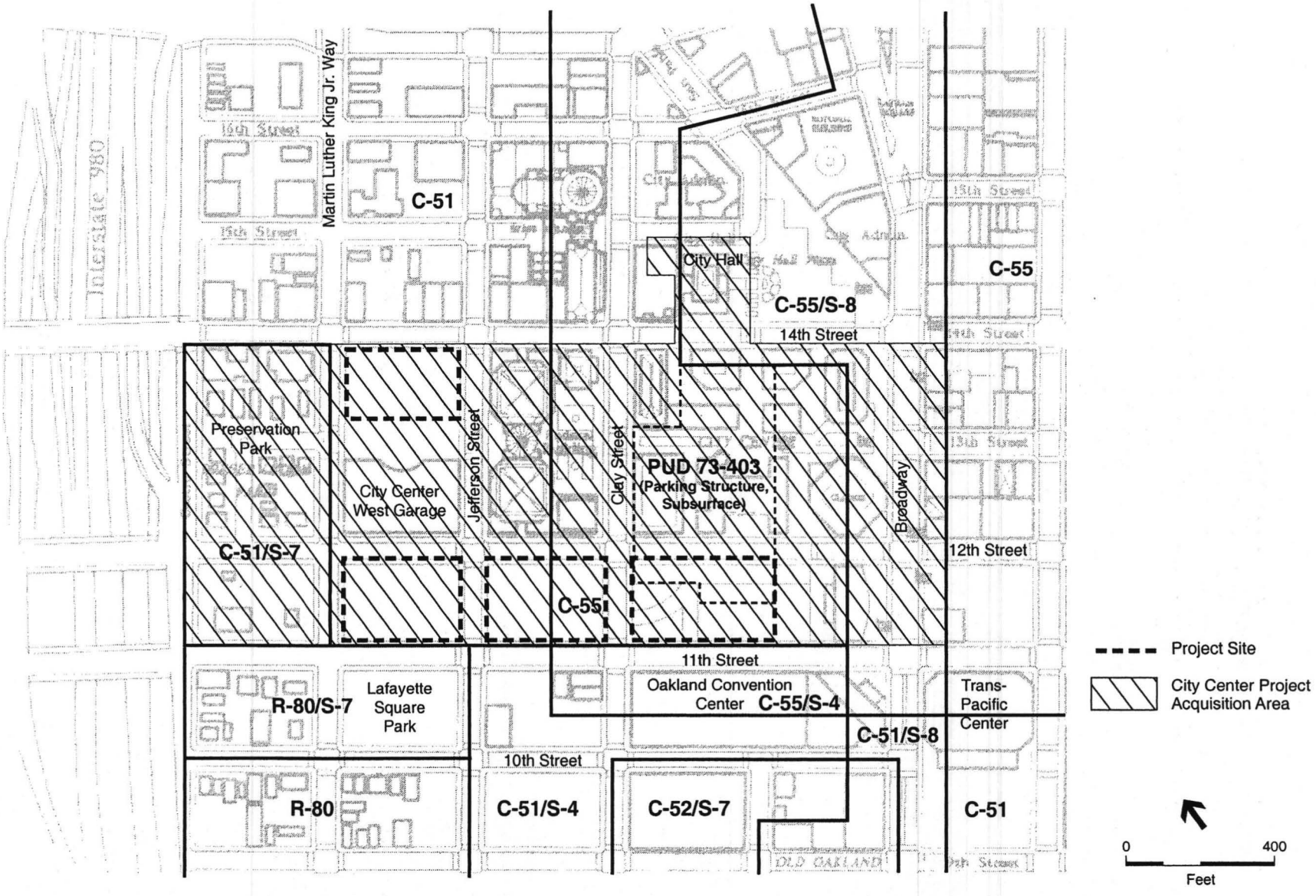
The proposed project's sites are located within the City Center Project Acquisition Area, which consists of two subareas: the Office-Residential Area, and the Preservation Park Area. The project sites are within the Office-Residential Area, which includes the former City Center Urban Renewal Area and the City Hall area and roughly extends from 14th Street to the north (with a one block extension north to 15th Street near City Hall), 11th Street to the south, Broadway to the east and Martin Luther King Jr. Way to the west. (The Preservation Park area is west of Martin Luther King Jr. Way.)

Land use controls in the Office-Residential Area specify primary and secondary uses. Secondary uses are permitted if they meet the criteria for allowed uses and do not "pre-empt space more appropriate for primary uses, impair the visual or functional dominance of office, residential uses in the City Center Area or create 'dead space' along sidewalks and other key pedestrian ways" (p. 16). Primary uses include food sales and services, convenience sales and services, consultative and financial services, group assembly uses (cultural, entertainment, education or athletic), commercial and civic administration, lodging to transient guests, medical service, multi-family dwellings and living units with or without kitchens, and many general retail uses. Developers must provide a minimum of one parking space for each 2,000 square feet of facilities (primary and secondary uses) (see Table IV.A-1 for a comparison of parking requirements under the *Central District Urban Renewal Plan* and the requirements under the Zoning Regulations). In addition, two off-street loading berths are required for up to 299,999 sq. ft., and one for each additional 300,000 sq. ft or fraction of one-half or more.

The City Center Project Acquisition Area is also subject to the design standards applicable to the proposed project sites. Relevant design standards include the following:

- The design and development of the Area should insure that the City Center will be an integral part of the downtown and that it will encourage new development in adjacent areas.
- Access of automobiles to commercial establishments and parking accommodations should respect major pedestrian corridors.
- Automobile parking should be enclosed and located to minimize the utilization of ground level street frontage for parking.
- The scale and placement of buildings in the Area should be complementary to the adjacent public facilities which are expected to remain and should be so disposed as to strengthen the spatial definition of the City Hall Plaza.
- The development of the Area should be of appropriate height, bulk and appearance such that collectively it establishes a strong sense of central urban use.

The proposed project would generally conform with the *Central District Urban Renewal Plan.* The proposed new towers would range from 20 stories to 31 stories in height, with a range of 450,000 sq. ft. to 600,000 sq. ft. in new office space for each tower, a total of 200 residential units



SOURCE: Community and Economic Development Department, Oakland Zoning Regulations, Central District Urban Renewal Plan

ER 99-15: Oakland City Center / 990263 ■

Figure IV.A-1
City Center Project Acquisition Area and Vicinity Zoning Districts

TABLE IV.A-1
PROPOSED AND REQUIRED PARKING SPACES
CITY CENTER PROJECT: BLOCKS T5/6, T9, T10 AND T12

Block	Proposed by Project	Required by Central District Urban Renewal Plan[a]	Required by Oakland Zoning Regulations[b]
T5/6	150	304	0
T9	236	229	165
T10	230	389	602[c]
T12	220	292	417[c]
Total	836	1,214	1,184

a Assumes one parking space per 2,000 sq. ft. of primary and/or secondary use.
b Assumes one parking space per 1,400 sq. ft. of office use, one parking space per 900 sq. ft. of retail use, and one parking space per residential unit. (The C-55 zone requires no parking for office or retail uses.)
c Assumes no general food sales or convenience markets.

and a total of 23,000 sq. ft. in new retail space. These buildings would be close to the height of other buildings within the City Center Office-Residential Area, which range in height from 10 stories to 25 stories. The pre-cast concrete/stone and glass facades would complement other buildings at 1111 Broadway (25 stories), 1221 Broadway (25 stories), and 1333 Broadway (10 stories), as well as the Federal Building towers. The project proposes ground floor commercial secondary uses, and primary office and multi-family residential uses, and parking. With the exception of Block T9, the project would not meet the recommended Plan standards for parking. However, a waiver of such Plan requirements is accommodated within the Plan (Sec. 315) if the Redevelopment Agency should choose to pursue this option. The Plan would require 304 parking spaces for Block T5/6, 229 spaces for Block T9, 389 spaces for Block T10 and 292 parking spaces for Block T12. The proposed project would provide 150 parking spaces for Block T5/6, 236 parking spaces for Block T9, 230 spaces for Block T10 and 220 spaces for Block T12. Overall the project would provide a total of 836 new parking spaces, while a total of 1,214 spaces would be required under the Plan; a waiver of the parking requirement must be granted by the Redevelopment Agency. The Plan requires three loading berths for each building, and the proposed project would provide the required three berths for each block.

Zoning Regulations

The proposed project site is located within two planning zones: Blocks T5/6 and the eastern half of Block T9 are within the C-55 Central Core Commercial Zone; the western half of Block T9, Block T10 and Block T12 are within the C-51 Central Business Service Commercial Zone. In addition, the parking garage structure partially on Block T5/6 is within a planned unit development (PUD No. 73-403). (See Figure IV.A-1 for the zoning districts.)

The C-55 zone is intended to "preserve and enhance a very high-intensity regional center of employment, shopping, culture, and recreation, and is appropriate to the core of the central district" (§17.62.010). The Zoning Regulations permit a range of activities, including limited child-care, community assembly, community education, administrative offices, business services, research services and financial services. Conditionally permitted activities include fast-food restaurants, alcoholic beverage sales, and wholesale sales; conditionally permitted facilities include off-street parking facilities that serve fifty (50) or more vehicles. Parking spaces are not required unless the use includes a hotel or motel. Two loading berths are required for up to 299,999 sq. ft. of administrative, consultative and financial, or general personal service use, and an additional berth is required for each additional 300,000 sq. ft. of development or fraction of one-half or more. No loading berth is required for less than 10,000 sq. ft. of general retail sales or less than 50,000 sq. ft. of administrative office use. In general, there are no height limits nor FAR requirements for a C-55 zone.[9] The application requires submission of all site and building plans, drawings and elevations, along with other documentation, and a public hearing before the City Planning Commission.

The C-51 zone is intended to "create, preserve, and enhance areas for medium-intensity development of offices and business service activities, and is typically appropriate to the serve commercial areas immediately adjoining the core of the central district" (§17.58.010). The Zoning Regulations permit the identical activities permitted in a C-55 zone, along with general wholesale sales (conditionally permitted in a C-55 zone) and civic utility and vehicular uses. All of the conditionally permitted activities in a C-51 zone are conditionally permitted in a C-55 zone, although the C-55 zone has additional conditionally permitted uses not permitted in a C-51 zone.

The permitted FAR in a C-51 zone for lots containing both residential and non-residential facilities is 7.00, with a ten percent increase permitted for corner lots, and a ten percent increase permitted for a lot that faces or abuts a public park as wide as the lot.[10] (There is no maximum FAR for non-residential projects in either the C-51 or C-55 zones.) An increase in the FAR can be conditionally permitted "upon the acquisition of development rights from nearby lots" (§17.32.140(B) and §17.32.150(B)) or through attainment of a Planned Unit Development (PUD). If a higher density is allowed under the General Plan than under the Zoning Regulations, a project may be approved with a Major Conditional Use Permit or PUD in this case, which subsumes a Conditional Use Permit, if it conforms with the General Plan. The C-51 Zone requires Design Review for residential projects with three or more units on a lot (§17.58.020.)

The regulations governing R-90 zones (which also apply to residential facilities in the C-51 zone) require 150 sq. ft. of group usable open space per regular dwelling unit, although private usable open space may be substituted at a rate of 1 sq. ft. of private open space for each 2 sq. ft. of public space. One parking space is required for each residential unit; one parking space is required for

9 Building height is limited if it abuts certain residential zones, which is not the case here. There are maximum FAR standards for residential use, which is not proposed in the C-55 zone.

10 The Zoning Regulations also permit a fifteen percent increase for nonresidential facilities if one sq. ft. of plaza is provided for each additional seven sq. ft., and a 50 percent conditionally permitted increase if development rights are acquired from nearby lots.

each 900 sq. ft. of general retail sales (minimum 1,000 sq. ft.); and one parking space for each 1,400 sq. ft. of office space.[11] Loading berths are not required for less than 10,000 sq. ft. of general retail sales use, or less than 50,000 sq. ft. of office or residential use. Office and residential use requires one loading berth for 50,000-149,999 sq. ft., two loading berths for up to 299,999 sq. ft., and one additional berth for each 300,000 sq. ft. or fraction of one-half or more. Neither the R-90 nor the C-51 zoning regulations establish a height limit. The application requires submission of all site and building plans, drawings and elevations, along with other documentation, and a public hearing before the City Planning Commission.

The proposed project conforms with the intent of the zoning districts in which the proposed development sites are located, by proposing intensely developed office towers on three sites and one mixed use office and residential tower on the other site. The proposed project would not, as currently designed, meet the parking standard in the Zoning Regulations. The project proposes 150 parking spaces for Block T5/6, a surplus of 150 spaces;[12] 236 parking spaces for Block T9, a surplus of 71 spaces;[13] 230 parking spaces for Block T10, a deficit of 372 spaces; and 220 parking spaces for Block T12, a deficit of 197 spaces; for a total deficit of 348 parking spaces. The proposed project would not meet the loading berth requirements on one of the proposed blocks. The project proposes: 3 loading berths for each proposed development block, which would result in a deficit of one loading berths for Block T10.[14] The deficits in the proposed number of parking spaces and loading berths would each require either a Major Variance or inclusion in the PUD Application. (See Table IV.A-1 for a comparison of parking requirements under the *Central District Urban Renewal Plan* and the requirements under the Zoning Regulations.)

The estimated FAR for the Block T10 building proposed within the C-51 zoning district is 13.0, which is greater than the permitted FAR of 7.00 for combined residential and nonresidential facilities. As noted previously, the Zoning Regulations contain no maximum FAR for non-residential projects in either the C-51 or C-55 zones.

According to the Zoning Regulations, a "'planned unit development' (PUD) is a large, integrated development adhering to a comprehensive plan and located on a single tract of land, or on two or more tracts of land which may be separated only by a street or other right-of-way" (§17.122.020). The Zoning Regulations would require approval of a PUD for the project because the project is primarily designed for integrated commercial activities and encompasses more than 60,000 sq. ft. of land area (§17.122.030). The other permits related to the PUD application (i.e., Major Conditional Use Permit, Major Variance, and Design Review) are included in the PUD application and processed together. The PUD application requires a public hearing and approval by the City Planning Commission.

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11 Office space includes administrative, consultative and financial services, business and communication service, retail business supply and research service, as noted in the Oakland Zoning Regulations, p. 322.
12 No parking is required in a C-55 zone.
13 One-half of the this block is within a C-55 zone, where parking is not required.
14 The loading requirement is calculated jointly for the residential and office space on Block T10 because those uses have the same requirement. No loading spaces are required for the ground-floor commercial space on any block because the amount is below the minimum floor area for which off-street loading is required.

Sustainable Community Development Initiative

On November 10, 1998, the Oakland City Council adopted in concept the City of Oakland Sustainable Community Development Initiative. The Initiative includes five broad policy recommendations and suggests action steps for implementation. The following policy recommendations are relevant to the proposed project:

- Recommendation No. 1: Implement a sustainable development strategy as an overarching principle guiding Oakland's economic development program.
- Recommendation No. 3: Encourage affordable in-fill housing, mixed use development, and sustainable building practices.

As a part of Recommendation No. 3, the City of Oakland is now working to develop a policy for a "green builders program," using a design guide developed by the University of Minnesota. The City also now actively seeks to include "green building" provisions in all redevelopment projects.

As part of its Disposition and Development Agreement (DDA) with the Oakland Redevelopment Agency, the project sponsor has agreed to certify its buildings under the Leadership in Energy and Environmental Design (LEED) Green Building Rating System at the "Bronze" level. Established by the U.S. Green Building Council, the LEED Green Building System is a rating system and self-certification program that evaluates the performance of a "whole building" over a building's life cycle, and provides a standard for what constitutes a "green" building. Buildings certified at the "Bronze" level earn 50 percent to 60 percent of the total number of available credits (22 to 26 available credits of 44 total credits, plus 6 bonus credits). Credits can be earned, for example, by landscaping for erosion control; locating a building within one-half mile of a fixed rail station or with one-fourth mile of two or more bus lines; meeting California's Title 24 lighting requirements; not using chlorofluorocarbon (CFC) refrigerants and halon fire suppression systems; installing a permanent air monitoring system; and installing secured bicycle parking for at least 5 percent of building occupants.[15] All certification documents are available at the U.S. Green Building Council and at the building site.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

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

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

[15] The U.S. Green Building Council office is at 110 Sutter Street, San Francisco, CA 94104. The Council's web site is http://www.usgbc.org.

mitigating an environmental effect, resulting in an adverse physical impact on the environment; or

- Conflict with any applicable habitat conservation plan or natural community conservation plan.

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

CONSISTENCY WITH PLANS AND POLICIES

Impact A.1: The project would be generally consistent with applicable plans and policies of the City of Oakland, although the proposed project would require a Planned Unit Development approval. This would be a less than significant impact.

Conflicts with a General Plan or Zoning Regulations do not inherently result in a significant effect on the environment within the meaning of CEQA. As stated in the State CEQA Guidelines, "Effects analyzed under CEQA must be related to a physical change" (Sec. 15358(b)). The Guidelines also state: "The EIR shall discuss any inconsistencies between the proposed project and applicable general plans" in the Setting section of the document (not under Impacts) (Sec. 15125(d)).

Further, Appendix G of the Guidelines (Environmental Checklist Form) makes explicit the focus is on *environmental* policies and plans, asking if the project would "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*" (emphasis added). Even a response in the affirmative, however, does not necessarily indicate the project would have a significant effect, unless a physical change would occur. To the extent that physical impacts may result from such conflicts, such physical impacts are analyzed in this EIR.

The proposed project is consistent with the intended land uses described in the General Plan, the *Central District Urban Renewal Plan*, and the Zoning Regulations. As noted above in the Setting, in the discussion of the Land Use and Transportation Element (p. IV.A-4), and the Open Space, Conservation and Recreation Element (p. IV.A-9), the project would be generally consistent with applicable General Plan policies. The General Plan contains many policies, which may in some cases address different goals. The Planning Commission and City Council (Redevelopment Agency Commission), in deciding whether to approve the proposed Planned Unit Development (PUD) and any other necessary discretionary actions, must decide whether, on balance, the project is consistent with the General Plan.

In addition, the General Plan and the Zoning Regulations are clear that if there is a conflict between the General Plan and the Zoning Regulations, the General Plan policies must be applied (see §17.01.030 of the Zoning Regulations). On March 24, 1998, the City Council passed Resolution No. 74129 C.M.X. approving the new Land Use and Transportation element of the Oakland General Plan. The resolution states:

> Until the City's zoning regulations are updated, the City shall apply land use designations, zoning controls and subdivision controls as specified by the planning code and subdivision regulations, except where such action would expressly conflict with the updated General Plan. Where an express conflict does arise, the City will apply the updated General Plan policies and land use designations.

In conformance with Section 17.01.060 of the Planning Code, the City Planning Commission has adopted guidelines to determine General Plan conformity of any specific proposal.

The General Plan allows a density of 300 units per *gross* acre, and a 20.0 non-residential FAR. Using the formula established by the *Guidelines for Determining General Plan Conformity* (City Planning Commission, May 6, 1998), a maximum of 500 units per *net* acre is permitted in a Central Business District. The project sponsor proposes to construct 200 residential units on Block T10, which is below the maximum of 685 units[16] permitted for Block T10.

The proposed project would also be within the maximum 20.0 floor-area ratio (FAR) permitted by the General Plan for non-residential development in a Central Business District zone, in which all four development blocks are located. The FAR for Block T5/6 is approximately 8.69; the FAR for Block T9 is approximately 7.67; the FAR (nonresidential) for Block T10 is approximately 13.00; and the FAR for Block T12 is approximately 9.78.[17] Because the proposed project would comply with the General Plan density allowed for the Central Business District, but would exceed the Zoning Regulations' permitted FAR in a C-51 zone, the project would require a Major Conditional Use Permit, which is included in the PUD application. The City is in the process of updating the Zoning Regulations to conform with the new Land Use and Transportation Element.

Both the Zoning Regulations and the *Central District Urban Renewal Plan* contain parking requirements and loading berth requirements for new development. The proposed project would be required to provide the number of parking spaces and loading berths required under the most conservative requirement, although the Redevelopment Agency has the right to waive the parking required under the *Central District Urban Renewal Plan*. Parking is discussed and analyzed further in this EIR in Section IV.B, Traffic, Circulation and Parking.

Because the proposed new development entails a Planned Unit Development, the project would be considered by the Planning Commission, which would hold a public hearing on the application.

Mitigation: None required.

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[16] Block T10 contains total of approximately 59,838 square feet, or 1.37 acres. The total number of units per net acre permitted under the General Plan and the Estuary Policy Plan is calculated as follows: 1.37 acres multiplied by 500 units/acre which totals 685 units.

[17] The floor-area ratios are calculated by dividing the proposed building floor space by the lot size. The FAR calculations are as follows: The FAR for Block T5/6 equals 607,500 sq. ft. divided by 69,874 sq. ft.; Block T9 equals 457,500 sq. ft. divided by 59,663 sq. ft.; Block T10 equals 778,000 sq. ft. divided by 59,838 sq. ft.; and Block T12 equals 584,000 sq. ft. divided by 59,693 sq. ft.

Impact A.2: The proposed project would be compatible with other existing and planned land uses in the project vicinity. This would be a less-than-significant impact.

Three of the four proposed development blocks would be constructed along the southern edge of the City Center Project Acquisition Area; the fourth proposed development block would be adjacent to Preservation Park at the northwestern edge of the City Center Project Acquisition Area's Office-Residential area. All four proposed development blocks are located on land designated by the General Plan, the *Central District Urban Renewal Plan* and the Zoning Regulations for the most intense development in Oakland. The *Central District Urban Renewal Plan* states that buildings in this district should "be of appropriate height, bulk and appearance such that collectively it establishes a strong sense of central urban use" (p. 18). The General Plan stresses that the downtown "should be viewed as the compilation of a series of distinct districts, including but not limited to City Center, Chinatown, Old Oakland, the Broadway Corridor, Gateway, Kaiser Center, Gold Coast, the Channel Park area South of Lake Merritt, and the Jack London Waterfront" (Policy D1.2, p. 64). The General Plan Land Use Map designates the City Center area as "Central Business District," and permits the most intense development allowed in the City: 300 residential units per gross acre or 500 residential units per net acre,[18] and a non-residential FAR of 20.0.[19] Although areas outside the City Center area are designated as Central Business District, the Land Use and Transportation Element states, "In some areas identified by the Policy Framework, such as the Broadway spine, the highest FAR may be encouraged, while in other areas such as near Lake Merritt and Old Oakland, lower FARs may be appropriate" (p. 147). Lastly, the Zoning Regulations state that the intent of C-55 zoning is "intended to preserve and enhance a very high-intensity regional center of employment, shopping, culture, and recreation, and is appropriate to the core of the central district" (§17.62.010), while a C-51 zone is "typically appropriate to the service commercial areas immediately adjoining the core of the central district" (p. 167).

Block T10 is proposed for development as a 31-story tower with 200 residential units and 508,000 sq. ft. of office and retail space. This tower would be located adjacent to the walkway connecting Preservation Park to the 17-story Federal Building towers and City Center, where buildings range from 10 stories to 25 stories in height. The T10 building would be located directly across Martin Luther King, Jr. Way from the Remillard House (listed as a local landmark) in Preservation Park (also listed in its entirety as a local landmark) and the Charles Greene Library building (listed on the National Register of Historic Places). However, as currently envisioned, the proposed office and residential tower would be set back slightly (about 35 feet) from Martin Luther King, Jr. Way and would present a relatively slender façade (about 75 feet wide at the top of the tower) towards Preservation Park. The tower would not in any way alter the exterior, change the orientation, or interfere with the economic viability of the structures or with Preservation Park, which provides office space for nonprofit organizations. Both the Remillard House and the Charles Greene Library building would remain on their

[18] The Land Use and Transportation Element of the General Plan allows 125 residential units per gross acre for several land uses, including the "Mixed Use Waterfront District." The rate of 125 residential units per gross acre is the second most dense residential use. The lowest is Hillside Residential use at 5 units per gross acre.

[19] The Land Use and Transportation Element of the General Plan allows a non-residential 8.0 FAR for institutional use. All other non-residential FARs are 5.0 and less.

original sites, and would continue to be used for office and/or for institutional uses. Parking access to the Block T10 tower's garage would be from Jefferson Street and would not interfere with the entrance to Preservation Park at 13th Street. The walkway to City Center would remain clear and open, and could be enhanced by the proposed two-story retail operations and landscaping adjacent to the walkway, although the project buildings to the south (Blocks T12, T9, and T5/T6) would cast new shadow on the walkway. The impact of the towers on these historic structures would be minimal. (See Section IV.G, Historic Architectural Resources, for a discussion of potential project effects on historic districts.)

Mitigation: None required.

REFERENCES – Land Use, Plans and Policies

City of Oakland, *Central District Urban Renewal Plan*, June 12, 1969, as amended up to October 27, 1998.

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

City of Oakland, *Oakland Planning Code*, April 1999.

City of Oakland, *Open Space, Conservation and Recreation, An Element of the Oakland General Plan*, 1996.

Planning Commission, City of Oakland, *Guidelines for Determining General Plan Conformity*, May 6, 1998.

B. TRAFFIC, CIRCULATION, AND PARKING

SETTING

Oakland is a major transportation hub for the East Bay and the San Francisco Bay Region. The city has a multi-modal transportation system that serves both passenger and goods movements. The City's transportation systems are important not only locally, but also in the context of regional, West Coast, national, and (via the Port of Oakland) international transportation needs. Figure IV.B-1 shows a site vicinity map, along with the 10 intersections studied specifically for this EIR. Project impacts were also analyzed at an additional 14 intersections that have recently been included in other reports; those intersections are not shown on Figure IV.B-1, but are included in Table IV.B-7, p. IV.B-13.

STATE HIGHWAYS

Freeways provide access north via Interstate Highway 80 (I-80), south via I-880, west via the Bay Bridge to San Francisco and the Peninsula, and east via State Route 24 and I-580. The California Department of Transportation (Caltrans) is responsible for five freeways and four arterial highways (which function as city streets) within the City boundaries.

1. I-880 (the Nimitz Freeway) is the major north-south freeway, which extends along the bay through Oakland, from the San Leandro boundary to I-80 at the approach to the Bay Bridge. I-880 provides links to points south along the east side of San Francisco Bay, to San Jose. The section from I-980 to I-80 was recently rebuilt and re-opened in 1998 (although the eastbound 580 connector at the Bay Bridge distribution structure is still yet to be re-built).

2. I-580 (the MacArthur Freeway) extends from the San Leandro boundary in the MacArthur Boulevard corridor through the interchange with I-80, and northwest to Marin County via the Richmond-San Rafael toll bridge.

3. State Route (SR) 24 (the Grove-Shafter Freeway) provides a connection to I-580 from central Contra Costa County (Walnut Creek) via the Caldecott Tunnel. It continues as I-980 south of I-580.

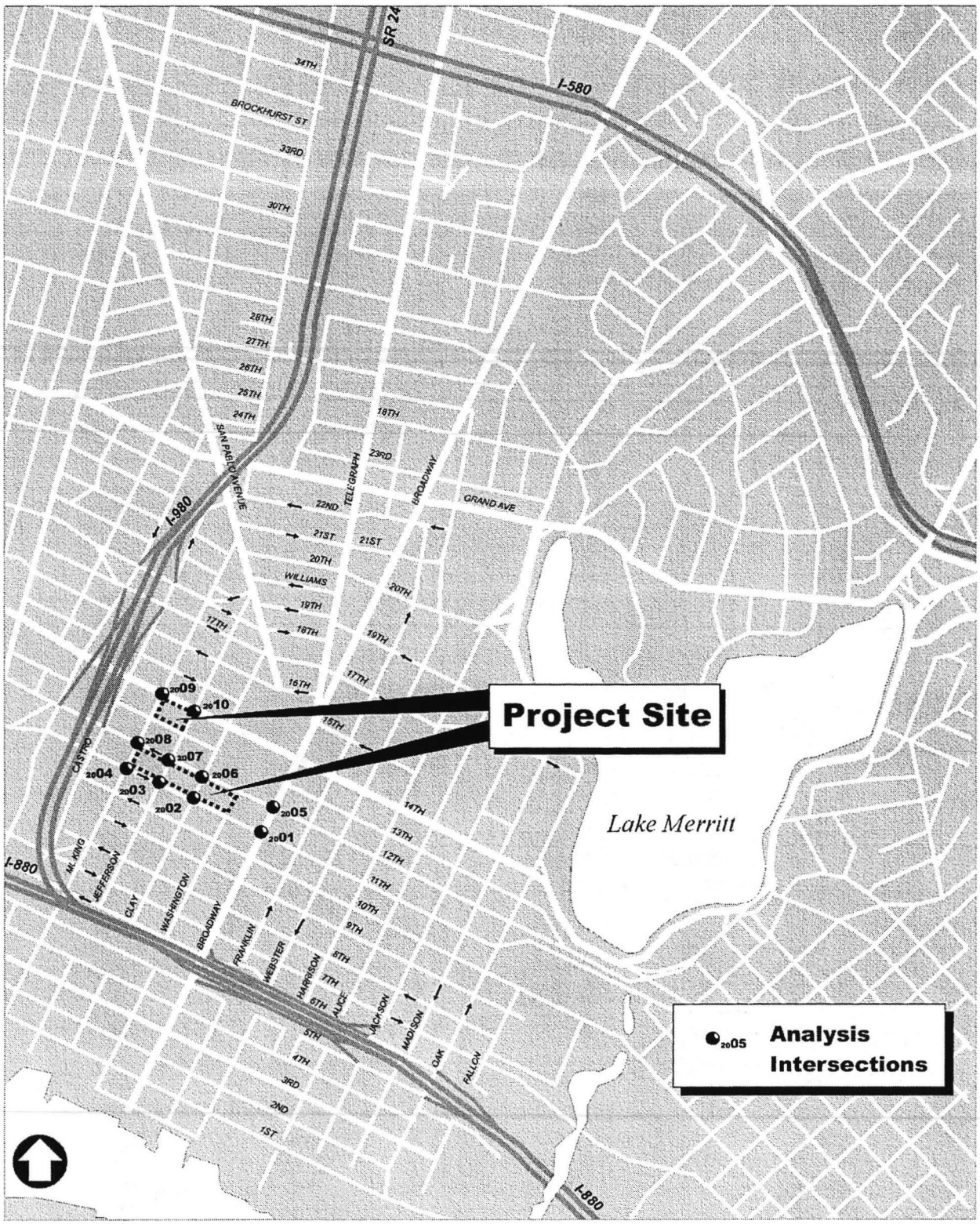
4. I-980 connects I-580 to I-880 through downtown Oakland. This freeway passes within one block of the project site, and there are on- and off-ramps at 11th and 12th Streets.

5. SR 13 (Warren Freeway) provides a connection between I-580 and SR 24 and continues as an arterial facility through Berkeley north of SR 24.

6. San Pablo Avenue north of I-580 is designated as State Route 123. San Pablo Avenue connects downtown Oakland to points north along the I-80 corridor to the Carquinez Bridge.[1]

7. Webster and Harrison Streets south of I-880 (and through the Webster and Posey Tubes into Alameda) are designated State Route 260.

[1] In addition to San Pablo Avenue, portions of International Boulevard, Doolittle Drive, and 42nd Avenue – none near the project site – are also designated state highways.



SOURCE: Dowling Associates, Inc.

ER 99-15: Oakland City Center / 990263 ■

Figure IV.B-1
Vicinity Map

CITY STREETS AND ROADWAYS

The street and roadway system in Oakland consists of varying grid patterns in the flatlands and the circuitous, winding street pattern necessitated by topography and water features. The local street and roadway system ranges from two-lane local streets serving residential areas to four- and six-lane arterials that link the major activity centers in Oakland and provide connections to surrounding jurisdictions.

Using the convention of the hills to the north and the Bay to the south, the major east-west arterials include MacArthur Boulevard, Foothill Boulevard, International Boulevard/East 14th Street, San Leandro Street, and a portion of Grand Avenue. The major north-south arterials include Adeline Street, Telegraph Avenue, Broadway, Park Boulevard, Fruitvale Avenue, High Street, Hegenberger Road/73rd Avenue, and 98th Avenue. This section of this EIR focuses on the major roadways in downtown Oakland, where the project site is located.

PUBLIC TRANSIT SERVICES

The predominant forms of public transit are AC Transit buses and BART trains, but Oakland is also served by ferries and AMTRAK trains. AMTRAK service is not described here, because the fare structure and schedules are not well-suited to local commuters.

AC Transit

AC Transit provides most transit trips within the City of Oakland. Oakland and Berkeley are the core of the AC Transit system which serves the East Bay from El Sobrante to Milpitas. Downtown Oakland is well-served by three regional transit corridors from the north - College/Broadway, Telegraph, and San Pablo Avenues - and three from the east - MacArthur, Foothill, and International (East 14th) Boulevards. Crosstown trunk routes and local feeder routes provide service coverage to most of the Oakland flatlands. The Oakland hills are also served by local feeder routes and commute hours-only service.

The following AC Transit bus lines operate near the proposed project: #11, 12, 13, 14, 15, 40/43, 51, 62, 72/72L/73, 82, and 88. The standard one-way fares for these local/intercity bus services are $1.35 for adults, $0.65 for children over five years old, seniors and disabled, and free for children under five years old. The City of Oakland funds and contracts out the free midday Broadway Shuttle service, which runs along Broadway between Jack London Square and Grand Avenue on weekdays (see Table IV.B-1).

Bus Service Demand

Table IV.B-2 shows the maximum passenger loads for bus lines in the vicinity of the proposed project. Bus lines #43, #51 and #62 have the highest maximum loads; bus routes #12, #13 and #72L have the lowest maximum loads. The maximum load data were not available for the Broadway Shuttle, however, the average daily ridership totaled 691 in 1998.

TABLE IV.B-1
BUS SERVICE SUMMARY

Line	Route Description	Weekday Frequency / Weekend Service
11	Piedmont to Fruitvale BART	15 minutes peak and 30 minutes off-peak, operates weekends
12	MacArthur BART to Fruitvale BART via Alameda	15 minutes peak and 30 minutes off-peak; operates weekends
13	Oakland Army Base to Downtown Oakland	15 minutes peak and 30 minutes off-peak; weekday service only.
14	MacArthur BART to East Oakland	15 minutes peak and 30 minutes off-peak; operates weekends
15	Montclair Transit Center to Oakland to El Cerrito BART	15 minutes peak and 15 - 17 minutes off-peak; operates weekends
40/40L/43	El Cerrito to San Leandro	5 - 20 minutes depending on stop; operates weekends
42	14th Street and MLK to Marina Village (Alameda)	15 minutes (peak hours only); weekday service only
51/51M	Berkeley to Oakland to Alameda	10 minutes or less peak, 20 minutes off-peak; operates weekends
58	2nd Street and Broadway to Oakland Airport	12 – 13 minutes peak; 17 minutes off-peak; operates weekends
62	West Oakland to East Oakland	15 minutes peak off-peak; operates weekends
72 / 72L / 73	Downtown Oakland to Hilltop Shopping Center (#72 / 72L) or to Pt. Richmond (#73)	8 min. peak and 15 min. off-peak downtown, and 10 min. peak and 30 min. off-peak other areas; operates weekends
82	West Oakland to Hayward BART	5 – 10 minutes peak and 8 – 12 minutes off-peak; operates weekends
88	North Berkeley BART to 12th Street Station BART	10 minutes peak, 20 minutes off-peak; operates weekends
Broadway Shuttle	Jack London Square to Grand Avenue	8 minutes, Mon-Fri, 11 a.m. – 2 p.m.

TABLE IV.B-2
AC TRANSIT SERVICE MAXIMUM LOADS

Route/Direction	Seating Capacity	AM Max Load	PM Max Load	Maximum Load/ Capacity (peak trip)
12 – Westbound	47	20	18	42.6%
12 – Eastbound	47	34	21	72.3%
13 – Westbound	47	26	40	85.1%
13 – Eastbound	47	24	22	51.1%
14 – Westbound	47	56	22	119.1%
14 – Eastbound	47	37	43	91.5%
15 – Westbound	47	54	32	114.9%
15 – Eastbound	47	54	28	114.9%
40 – Southbound	47	34	40	85.1%
40 – Northbound	47	41	37	87.2%
42 – Southbound	47	4	8	17.0%
42 – Northbound	47	4	7	14.9%
43 – Southbound	47	53	61	129.8%
43 – Northbound	47	69	34	146.8%
51 – Southbound	47	45	53	112.8%
51 – Northbound	47	67	50	142.6%
58 – Westbound	47	55	36	117.0%
58 – Eastbound	47	51	51	108.5%
62 – Southbound	47	46	38	97.9%
62 – Northbound	47	54	71	151.1%
72 – Southbound	47	42	41	89.4%
72 – Northbound	47	49	50	106.4%
72L – Southbound	47	40	33	85.1%
72L – Northbound	47	NA	38	80.9%
73 – Southbound	47	59	31	125.5%
73 – Northbound	47	30	44	93.6%
82 – Westbound	63	62	49	98.4%
82 – Eastbound	63	51	55	87.3%
88 – Southbound	47	39	53	112.8%
88 – Northbound	47	27	36	76.6%

SOURCE: *AC Transit 1998 Boarding & Alighting Survey*, AC Transit, 1998.

Note that the maximum load calculations assumed that all lines used standard 40-foot buses that carry 47 passengers except for line #82, which is assumed to use 60-foot articulated buses. The current practice at AC Transit is to not exceed a load factor of 125 percent over a peak thirty-minute period. All of the lines described in this section operate within this standard, in that the lines that exceed the 125 percent load factor only do so for less than ten minutes.

BART

BART is a high-speed regional rail rapid transit system serving the Bay Area. The system consists of five routes with Oakland at the crossroads serving as the transfer point between the two main lines – the north-south Fremont-Richmond line and the east-west Pittsburg/Bay Point-San Francisco/Colma line. Service expansions in the past few years have included service over the Sunol grade to Dublin/Pleasanton.

The Oakland City Center/12th Street station is the closest BART station to the proposed City Center project. The following three lines access this station each (frequency during peak hours indicated in parentheses):

- Richmond – Daly City/Colma (15 minutes)
- Fremont – Richmond (15 minutes)
- Pittsburg/Bay Point – Colma (5 minutes)

The combined services above provide for 20 trains in each direction during the peak hour, or one (on average) every three minutes. The 12th Street station has four access points each with an agent booth, fare gates, phones, and ticket, change, add fare, and AC Transit transfer machines (Table IV.B-3) The fare gates alternate in the morning and afternoon to correspond with the peak passenger flows. In the morning, 6 entry gates and 11 exiting gates are open; in the afternoon, 11 entry gates and 6 exiting gates are open. Each fare gate has a maximum capacity of 30 passengers per minute (1,800/ hr.) assuming that all the fare gates are operating and that there are no ticket interruptions (e.g., underpaid fares). At the 11th Street entrance, one entry and two exit gates are open in the a.m. peak, providing a maximum potential capacity of 3,600 passengers per hour in the peak direction. There are three ticket machines at this area of the station, as well.

The existing conditions at this station are constrained at the City Center Plaza (north/west) entrance, resulting in queuing of passengers waiting to exit the station at this location in the morning peak hour, but there is excess capacity at the 11th Street and 14th Street entrances. This was confirmed by observations between 7:00-8:00 a.m. on Friday, September 24, 1999. At the 11th Street exit, exiting passenger queues were generally short and dissipated quickly (typically within 20 or 30 seconds).

Station ticket machines are presently congested during the p.m. peak, especially since the machines are old and do not always function. Furthermore, the new machines are underused because passengers apparently do not understand how to use them. The newer machines take

TABLE IV.B-3
12TH STREET STATION INFRASTRUCTURE

	Broadway		14th Street	11th Street	
	North/Plaza	South	East	West	Total
Entry fare gates (AM/PM)	3/5	1 /2	1/2	1 / 2	6/11
Exit fare gates (AM/PM)	5/3	2/1	2/1	2 /1	11/6
Ticket vending machines	2	2	1	2	7
New ticket machines	1	0	0	1	2
Change machines (exterior)	1	1	1	1	4
Change machines (interior)	0	1	1	1	3
Add fare machines (interior)	1	1	2	2	6
Elevator	0	0	0	1	1
Escalator (to street level)	1	1	1	2	5
Stairs (to street level)	1	1	2	2	6
AC Transit transfer machines	0	2	2	2	6

ATM or credit cards whereas the older machines only take cash ($1-$20[2]). BART currently is studying capacity constraints on the entire system, and expects that the opening of the San Francisco International Airport station will generate significant new patronage systemwide.

Ridership

According to BART's monthly average daily station exit data, the 12th Street station has about 11,400 exiting riders daily, which represents almost four percent of station exits systemwide on a typical weekday. Exits at the 12th Street station are fairly constant throughout the year with a slight rise in the summer and fall months. In the first six months of 1999, exits at this station increased by about 10 percent during the weekdays compared to the previous year.

The greatest passenger congestion occurs during passenger exiting because it is driven by train arrivals as opposed to the random rate of station entries. The highest peak period for the 12th Street station occurs on weekdays when passengers exit during the morning commute. The highest peak hour occurs between 7:00 a.m. and 8:00 a.m. with almost 2,200 passengers exiting at the 12th Street station.[3] The afternoon peak occurs between 5:00 p.m. and 6:00 p.m. totaling only 911 exiting passengers.[3]

The average trip length for passengers exiting at the 12th Street station is 10.5 miles for all ticket types. Most of the riders exiting at the 12th Street station originate from the San Francisco, Fremont or Richmond lines at 41.9 percent, 20.0 percent and 18.3 percent, respectively (see Table IV.B-4) The least number of riders come from adjacent stations in Oakland, and the more recently developed Castro Valley/Dublin/Pleasanton line.

2 The older BART ticket vending machines are unable to accept $20 bills as of this writing due to concerns regarding possible fraudulent use of the machines.

3 Counts taken on Thursday, September 2, 1999.

TABLE IV.B-4
ORIGINS OF ALL 12TH STREET-CITY CENTER STATION EXITS
(Typical Day: 8/25/99 – Wednesday)

Line	Origins	Percent (%)
A – Fremont	2,293	20.0
K – Oakland	510	4.5
C – Orinda to Pittsburg	1,456	12.8
R – Richmond	2,095	18.3
M – San Francisco	4,779	41.9
L – Castro Valley	286	2.5
Total	11,419	100.0

SOURCE: *Station of Origin Data Summary*, San Francisco Bay Area Rapid Transit District, 8/25/99.

Almost one-third of all riders exiting at the 12th Street station enter BART at the four stations in downtown San Francisco: Montgomery Street, Powell Street, Embarcadero, and Civic Center. The stations with the lowest number of origins include North Concord, Castro Valley, and other relatively nearby Oakland stations, including 19th Street, Lake Merritt and West Oakland.

BART seeks to maintain a capacity ratio of 1.35 or less (where 1.0 = all seats occupied and no standees). Existing peak-hour ratios for lines serving 12th Street are approximately 1.25 on the Richmond-Daly City and Richmond-Fremont lines, and about 1.35 on the Bay Point-Colma line.[4]

Ferry

The Oakland Ferry Service operates between Oakland, Alameda and San Francisco. Ferry service was begun in Oakland in late 1989 following the Loma Prieta earthquake and ridership has steadily increased. There are two stops in the East Bay (Jack London Square and Main Street, Alameda) and two in San Francisco (Ferry Terminal and Pier 41). The 250-passenger vessel, the M.V. Bay Breeze provides service across the bay. The one-way fares are $4.50 for adults, $2.75 for seniors, $3.25 for military personnel, $1.75 for children, and free for children under five years old. The service provides free validated parking for passengers who park in the Washington Street/Embarcadero parking garage near Jack London Square.

On weekdays, the Oakland Ferry Service operates between Jack London Square, the San Francisco Ferry Building, and San Francisco Pier 41. The weekday service runs between 6:00 a.m. and 9:25 p.m. with a frequency of 30 minutes to one hour during the peak periods, and almost a two-hour headway during off-peak periods. The service to Pier 41 is not as frequent, and only amounts to five to seven times per day as opposed to the other stops of twelve times per day.

[4] Dean Leonard, BART Manager of Schedules and Services, telephone communication, January 19, 2000.

The weekday ridership of the ferry service in Oakland totaled 157,877 in fiscal year 1998/1999. Except for 1998/1999, weekday ferry ridership has been increasing steadily since 1990/1991 averaging about a 12 percent per year increase. Summer and fall are the busiest times of year for the ferry service representing 34.3 percent and 28.2 percent of the annual riders from 1990/1991 to 1998/1999, respectively. The peak month of ferry operation is August.

EXISTING TRAFFIC CONDITIONS

Level of Service

Level of service (LOS) is a qualitative assessment of motorists' and passengers' perceptions of traffic conditions. The LOS is generally described in terms of travel time and speed, freedom to maneuver, traffic interruptions, comfort and convenience. The LOS applies quantifiable traffic measures such as average speed, intersection delays, and volume-to-capacity ratios to approximate driver satisfaction. These measures differ by roadway type because the user's perceptions and expectations vary by roadway type.

Individual levels of service are designated by letters "A" for most favorable to "F" for least favorable with each representing a range of conditions (Table IV.B-5). LOS C represents traffic conditions on urban streets where the speeds begin to drop and maneuverability begins to be restricted due to increased traffic volumes and intersection delays become noticeable. LOS D, which is the normal limit of acceptable delay in Oakland, can be described as conditions where increased traffic affects maneuverability, causes speeds drop well below the speed limit, and results in long delays at some intersections. LOS E would occur with excessive delays at some intersections causing traffic to back up into the adjacent intersection. LOS F represents jammed conditions.

Peak hour volumes are generally used to measure LOS. Traffic volumes have reached capacity during the weekday peak periods on some freeway and arterial sections. As part of a required monitoring program of roads on its congestion management network, the Alameda County Congestion Management Agency (CMA) surveyed several facilities. Table IV.B-6 shows those segments that were observed to have an unacceptable Level of Service F during the a.m. or p.m. peak hour. Since this data were collected, it is known that the Cypress Replacement project resulted in travel speeds that are significantly better on I-580 westbound near I-80; however, it is not known whether this has eliminated LOS F conditions at all hours. Observation indicates that the duration of congestion on this key link has been reduced dramatically.

Local Intersections

For the purposes of this project, ten intersections were identified as most likely to be impacted from the traffic generated by the proposed project; they are shown in Table IV.B-7, along with the a.m. and p.m. peak hour levels of service counted by Dowling Associates in September 1999. For the other 14 intersections studied, existing conditions were obtained from recent reports.

TABLE IV.B-5
LEVEL OF SERVICE DEFINITIONS - SIGNALIZED INTERSECTIONS

Level of Service	Delay[a] (secs.)	Description
A	≤5.0	**Very Low Delay:** This level of service occurs when progression is extremely favorable and most vehicles arrive during the green phase. Most vehicles do not stop at all.
B	5.1-15.0	**Minimal Delays:** This level generally occurs with good progression, short cycle lengths, or both. More vehicles stop than with LOS A, causing higher levels of average delay.
C	15.1-25.0	**Acceptable Delays:** Delay increases due to fair progression, longer cycle lengths, or both. Individual cycle failures may begin to appear at this level. The number of vehicles stopping is significant at this level, though many still pass through the intersection without stopping.
D	25.1-40.0	**Approaching Unstable/Tolerable Delays:** The influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.
E	40.1-60.0	**Unstable Operation/Significant Delays:** These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences.
F	≥60.0	**Excessive Delays:** Describes operations with delay in excess of 60 seconds per vehicle. This level, considered to be unacceptable to most drivers, often occurs with oversaturation, i.e., when arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios below 1.0 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such delay levels.

[a] Weighted average of delay on all approaches.

SOURCE: *Highway Capacity Manual*, Transportation Research Board, Special Report No.209, Washington D.C., 1985 and 1994 Update.

These intersections focus on the localized access for the project vicinity (see Figure IV.B-1). All of these intersections currently have very good levels of service and sufficient capacity to accommodate considerable additional growth without dropping below the City's level of service (LOS) standard, which is LOS D. This is partly due to a number of one-way streets and 'T' intersections in the downtown, which have considerable capacity to move vehicles with minimal delays.

Pedestrian and Bicycle Travel

In addition to the vehicular counts, pedestrian and bicycle counts were also made at six key intersections (see Table IV.B-8). Based on the classifications used in the *1994 Highway Capacity Manual,* the following has been used to characterize the volumes on individual intersection legs: 'low' is 50 or fewer pedestrian crossings in the peak hour; 'low-moderate' is more than 50 and up to 200 crossings; 'high-moderate' is more than 200 up to 400 crossings in the peak hour; and 'high' is more than 400 crossings.

The *Oakland Bicycle Master Plan - July 1999* notes the following bicycle routes in the project vicinity, and their status:

Project	Limits/Area	Status
Telegraph Avenue	16th to Eileen	Funded
8th Street	Mandela to Market	Funded
Broadway Corridor	below 25th Street	2000-2007
14th Street	Mandela to Lakeshore Av.	2000-2007
W. Grand Avenue		2000-2007
7th/8th Streets	one-way couplet	2000-2015

The *Plan* (page 4-9) also proposes that new commercial office buildings have one short-term (i.e., visitor) bicycle parking space per 10,000 square feet, and one long-term (i.e., employee) space for every 3,000 square feet.

Parking

Parking in the area consists of a limited number of on-street spaces (typically one hour restriction and metered), and off-street parking. According to the *Oakland Downtown Parking Study Update* (1998) prepared by Wilbur Smith Associates, off-street available to the public consists of the following major facilities:

- Surface parking lot on the T-12 block (bordered by 11th/12th/M.L. King/Jefferson) with 200 city-owned spaces
- City Center (underground) Garage, with 1,134 privately owned spaces
- City Center West Garage, with 1,452 city-owned spaces
- Convention Center Garage, with 574 city-owned spaces

TABLE IV.B-6
CONGESTED LOCATIONS IN OAKLAND

Location	Facility Type
I-80 WB from I-80/I-580 split to Bay Bridge Toll Plaza	Freeway
SR 24 EB from I-580 to Caldecott Tunnel	Freeway
I-580 SB from I-80/I-580 to I-980/SR 24	Freeway
I-980 NB from I-880 to I-580	Freeway
I-80 SB to I-580 EB	Ramp Connector
I-580 WB to I-80 NB	Ramp Connector
SR 13 Northbound to SR 24 Eastbound	Ramp Connector
I-580 WB/SR 24 WB to I-80 NB	Ramp Connector
San Pablo Ave (SR 123) SB from Emeryville Border to 35th St	Arterial
SR 260 SB from 7th/Webster to Webster Tube	Arterial

SOURCE: Alameda County Congestion Management Agency. Congestion Management Program - 1998 Update, July 29, 1998.

In addition, the City is currently preparing an environmental impact report for a proposed 522-space garage at 17th Street and San Pablo Avenue. This garage would primarily serve the renovated Rotunda Building on San Pablo Avenue at 15th Street.

In total, the City Center area had about 550 on-street spaces, and about 4,080 off-street spaces in 1998, according to the *Downtown Parking Study Update*. These spaces were 86 percent occupied, which means that, on average, one in every seven spaces is vacant. This is considered close to "full," since it is undesirable for any parking facility to be at 100 percent occupancy, in order to provide reasonably convenient parking without excessive "hunting" for spaces. The *Downtown Parking Study Update* notes that for some blocks in the City Center area, occupancy is greater than 90 percent during peak weekday periods (typically around 11:00 a.m. to 12:00 noon). Information provided by Central Parking Corporation, which operates the City Center and City Center West Garages, indicates that occupancy in the underground City Center Garage is approximately 86 percent, while the City Center West Garage has a maximum occupancy of about 54 percent.[5] Occupancy in the Convention Center Garage varies considerably depending on whether an event is being held at the convention center; on non-event days, occupancy is approximately 50 percent. The surface lot on Block T12 is normally fully occupied.

[5] Gordi Olson, Manager, Central Parking Corp., facsimile communication, November 3, 1999. Information based on one week of data in October-November 1999, with counts taken at 10:00 a.m., 12:00 noon, and 2:00 p.m.

TABLE IV.B-7
EXISTING AM AND PM PEAK HOUR LEVELS OF SERVICE AT STUDY INTERSECTIONS

Intersection	AM Peak LOS[a]	AM Peak Delay[b]	PM Peak LOS[a]	PM Peak Delay[b]
11th Street/ Broadway[c]	B	7	B	8
11th Street/Clay Street[c]	B	8	B	7
11th Street/ Jefferson Street[c]	B	8	B	7
11th Street/ Martin Luther King Way[c]	B	8	B	7
12th Street/ Broadway[c]	B	7	B	9
12th Street/ Clay Street[c]	B	7	B	8
12th Street/ Jefferson Street[c]	B	7	B	8
12th Street/ Martin Luther King Way[c]	B	7	B	8
14th Street/ Jefferson Street[c]	B	6	B	6
14th Street/ Martin Luther King Way[c]	B	6	B	6
5th Street / Broadway	B	14	D	32
6th Street / Broadway	B	11	B	11
7th Street / Harrison Street	B	6	B	10
7th Street / Jackson Street	B	13	B	6
18th Street / Brush Street	A	3	B	7
17th Street /Brush Street	A	4	B	7
12th Street / Brush Street	C	21	B	13
11th Street / Brush Street	A	2	B	6
17th Street / Castro Street	B	12	B	13
18th Street / Castro Street	B	6	B	9
11th Street / Castro Street	B	11	B	9
12th Street / Castro Street	B	8	B	9
14th Street / Broadway	B	5	B	6
W. Grand Avenue / Broadway	B	12	C	21

a Level of Service
b Seconds per vehicle, rounded
c Intersection counts obtained for this EIR; other intersection data from recent studies.

TABLE IV.B-8
PEDESTRIAN AND BICYCLE CROSSINGS AT SELECTED INTERSECTIONS

Intersection	Pedestrian Counts – All Legs 7-9 AM	4-6 PM	4-Hour Total	Volume Level of Highest Leg (leg noted below)[a] AM	PM	Bicycles (4-hour total) All legs
11th St./Broadway	1,646 7:45-8:45	2,868 4:45-5:45	4,514	High North	High North	94
11th St./Clay	286 7:45-8:45	345 4:30-5:30	631	Low-Mod South	Low-Mod South	14
12th St./Broadway	1,366 8-9	1,559 4:45-5:45	2,925	High-Mod South	High-Mod South	85
12th St./ Clay	387 7:45-8:45	601 4:30-5:30	988	Low-Mod South	Low-Mod East	31
12th St./Jefferson	466 7:30-8:30	552 4:30-5:30	1,018	Low East	Low South	31
14th St./M.L. King Way	147 7:45-8:45	217 4:45-5:45	364	Low East	Low East	80

[a] Characterization of volume level based on *1994 Highway Capacity Manual.*

Counts were conducted on August 18, 1999 (Wednesday).

EXISTING PLANS

The following *Oakland General Plan* objectives and policies related to transportation are relevant to the proposed project:

General Plan Land Use and Transportation Element

- *Objective T2*: Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.

- *Policy T2.1, Encouraging Transit-Oriented Development*: Transit-oriented developments should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail. (The text accompanying this policy notes that "increased variety and intensity of activity," including "mixed use commercial, office, and residential development" is appropriate in the City Center area.)

- *Policy T2.2, Guiding Transit-Oriented Development*: Transit-oriented developments should be pedestrian oriented, encourage night and day time use, provide the neighborhood

with needed goods and services, contain a mix of land uses, and be designed to be compatible with the character of surrounding neighborhoods.

- *Policy T3.3, Allowing Congestion Downtown*: For intersections within Downtown and for those that provide direct access to Downtown locations, the City should accept a lower level of service and a higher level of traffic congestion than is accepted in other parts of Oakland. The desired pedestrian-oriented nature of Downtown activity and the positive effect of traffic congestion in promoting the use of transit or other modes of travel should be recognized.

- *Policy T3.8, Screening Downtown Parking*: Cars parked in downtown lots should be screened from public view through the use of ground floor store fronts, parks, and landscaping, or other pedestrian-friendly, safe, and other attractive means.

- *Policy T3.10, Balancing Parking Demands and Economic Development Activity*: The City should balance the parking demands and parking charges in City-owned facilities with the need to promote economic activity in certain areas (such as Downtown and neighborhood commercial areas).

- *Objective T.4*: Increase the use of alternative modes of transportation.

- *Policy T4.1, Incorporating Design Features for Alternative Travel*: The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage the use of alternative modes of transportation such as transit, bicycling, and walking.

- *Policy T4.2, Creating Transportation Incentives*: Through cooperation with other agencies, the City should create incentives to encourage travelers to use alternative transportation options.

- *Objective T6*: Make streets safe, pedestrian accessible, and attractive.

- *Policy T6.2, Improving Streetscapes*: The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented, including lighting, directional signs, trees, benches, and other support facilities.

The project would generally be consistent with the above policies because it would be constructed in close proximity to both BART (12th Street Station) and several AC Transit lines; would be a mixed-use project including a residential component; would include ground-level, potentially neighborhood-serving commercial uses; would place parking underground or within structures; would not provide excessive parking and thus would encourage transit use; would provide bicycle parking; and would improve the streetscapes on 12th, Clay, and Jefferson Streets and Martin Luther King Jr. Way.

Oakland "Transit First" Policy

The "Transit First" resolution, passed by the City Council on October 29, 1996, recognizes the importance of striking a balance between economic development opportunities and the mobility needs of those who travel by means other than the private automobile. The policy favors modes that have the potential to provide the greatest mobility for people, rather than vehicles. The support for a Transit First policy is an indication of the importance of public transit to the City and the need for cooperative efforts to improve local transit. This policy is reflected in the policies within the Land Use and Transportation Element.

IMPACTS AND MITIGATION MEASURES

This analysis considers project impacts on local roadways, transit, and parking for four scenarios: completion of the first project building, on Block T9, in 2001; completion of buildings on Blocks T9 and T5/T6, assumed to occur in 2005; and completion of the entire project, assumed to occur by 2010. For regional roadway impacts, the analysis years are 2005 and 2020, based on the available data from the Congestion Management Agency model.

SIGNIFICANCE CRITERIA

The impacts to the local and regional transportation system are described in terms of change in LOS. Project impacts would be significant if the additional traffic generated by the project would result in intersection LOS worse than the City's standard of LOS D. For purposes of this report, in cases in which the baseline level of service is LOS E, a degradation to LOS F would be a significant impact. Also, in cases when the baseline is LOS E, a significant effect would occur if there were an increase in average critical movement vehicle delay of six seconds or greater, and when the baseline is LOS F, a significant impact would occur if there were an increase in average critical movement vehicle delay of four seconds or greater, unless delay cannot be measured accurately. In such cases, a significant impact is defined as an increase in the intersection's ratio of critical volume to capacity of 0.04 or greater.[6] For unsignalized intersections, a significant impact may also occur where the minor street critical movement delay is judged high enough such that an unsafe condition could prevail.

For regional roadways (freeways and streets part of the Metropolitan Transportation System, or MTS), a change in freeway level of service from LOS D to LOS E or F or from LOS E to LOS F is considered a significant impact (the project must also increase the baseline volume by at least 0.5 percent to result in a significant impact). Where a freeway operates at LOS E in the baseline condition, a change in volume of 6 percent or greater is also considered significant, , except where the existing or future baseline volume-to-capacity (v/c) ratio is greater than 0.95 (approaching capacity), in which case a significant impact would occur if the v/c ratio were to increase by 4 percent or more, and where the baseline is LOS F (v/c > 1.0), a change in volume of

[6] The 0.04 critical-volume-to-capacity (v/c) threshold is used in instances in which the *Highway Capacity Manual* analysis methodology cannot meaningfully predict a per-vehicle delay time; that occurs where projected volumes traveling through an intersection are greater than the theoretical capacity (*i.e.,* v/c ratio greater than 1.00, at LOS F). In such instances, the change in v/c ratio is used as a gauge of the change in travel demand through the intersection; a change of 0.04 represents approximately a 4-percent increase in critical volumes.

3 percent or greater is also considered significant.[7,8] For local streets that are part of the MTS, a change in level of service from LOS D to LOS E or F or from LOS E to LOS F is considered a significant impact, and the same percentage increase criteria apply as for freeways. These criteria notwithstanding, however, there would be no significant impact if the non-freeway roadway segment is separately analyzed for intersection conditions, and the intersections are found to operate within the level of service standard, and/or the intersections are not adversely affected by project traffic. This is because the capacity of an urban street, defined as the number of vehicles that can pass through its intersections, is controlled by the capacity at that street's intersections with other roadways. Therefore, intersections are typically a better indicator of traffic conditions in urban areas – owing to the mixing of conflicting traffic streams – than are single-street volumes, and an increase in traffic volumes on a local street does not necessarily result in operational problems at intersections along that street, even if the roadway segment volume would otherwise indicate a significant effect.

PROJECT TRIP GENERATION

Project trip generation rates were based upon the most recent version of the Institute of Transportation Engineers' (ITE) *Trip Generation* (6th edition, 1997) for assessing the impact of the office uses. For the residential uses, it was felt that the ITE rates would not be appropriate to the kind of high-rise, high-density units contemplated for the project. For the residential units only, *Effects of Density on Transit Usage and Residential Trip Generation* (Institute of Metropolitan Studies, San Jose State University, 1994) was used. This study obtained its data from a 1991 home-interview travel survey conducted by Caltrans, so explicitly represents California conditions. The rate was based on areas having gross residential densities greater than 9,000 persons per square mile.

ITE rates tend to be for suburban conditions, with little or no transit access, and it is generally assumed that ITE rates, which provide an estimate of the number of vehicle trips, can be used to estimate the equivalent number of person trips made by all travel modes. In contrast to typical ITE settings, the proposed project would have a rich variety of transit services from which to draw (see Setting section). As a consequence, it was necessary to use the ITE vehicle trip generation rates as a proxy for person trips rates and to adjust those rates to adequately represent the true modal share that would likely occur as a result of the project.

To do this, vehicle-trips were first converted to person-trips. This was done by multiplying the vehicle-trips times an estimated vehicle occupancy of 1.13 persons per vehicle (based on SANDAG, *Traffic Generators,* 1998). Next, the assumed distribution of travel modes ("modal split") was applied to the number of person-trips to determine how many trips would be made by

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7 The variable standard of 6 percent at baseline = LOS E (v/c = 0.95 or less), 4 percent at baseline = LOS E (v/c > 0.95) and 3 percent at baseline = LOS F (v/c > 1.0) gives greater weight to impacts on existing very congested (near capacity) roadways, and is based on the CEQA *Guidelines* Appendix G standard for normally determining a significant effect when the project would "cause an increase in traffic which is substantial in relation to the existing traffic load and the capacity of the street system."

8 Although the analysis of regional roadways is conducted using the Alameda Countywide Transportation Model, developed by the County Congestion Management Agency (CMA), the CMA does not have a policy for determining a threshold of impact significance for regional roadways.

automobile, by carpool, and by transit. The Alameda County Congestion Management Agency (CMA) model was considered the best source of information, because a specific traffic analysis zone (TAZ 490) containing the project could be targeted and used for this purpose. The CMA mode choice model, which is based on the mode choice model developed by the Metropolitan Transportation Commission (MTC), is a sophisticated mathematical model of how people choose a mode for their trips. It considers the characteristics of the traveler (e.g., income), the characteristic of the trip (e.g., trip purpose), and the characteristics of the transportation system (e.g., travel time and cost). Considering all trip purposes, the estimated peak hour modal shares used for the purposes of trip generation were assumed, on an average weekday, as shown in Table IV.B-9.

Consideration was given to the fact that some workers and other trips would occur by walking or bicycling; however, to be conservative, due to lack of good data on these modes, it was decided to use the modal shares. Survey data collected in May 1993 on 742 employees in the City Center area indicated that only about one percent bicycled for their commute trip, and two percent walked. These figures are also in agreement with information available from the 1990 Census. It is likely that the actual project impacts would be only slightly overstated by this assumption. Project trip generation for the various scenarios (completion of T9, completion of T9 and T5/T6, and project buildout) is provided in Table IV.B-10.

Note that retail trips were not considered in the analysis. The project's proposed retail component would be small (about 1 percent of total floor area), and it is anticipated that the commercial uses would be neighborhood-serving (i.e., that is, convenience retail and services and dining) that would attract primarily workers and residents already in the area. Therefore, the large majority of trips to and from the commercial uses would likely be made by foot.

TABLE IV.B-9
PROJECT MODAL SPLIT

Travel Mode	Percentage
Drive Alone	45%
Shared Ride - 2 persons	12%
Carpool - 3 or more persons	4%
Transit	40%
Total	100%

TRIP DISTRIBUTION

The distribution of trips to and from the project—i.e., the location where trips originate from, or are destined to, was determined by selectively loading traffic from the project zone using the Alameda County Congestion Management Agency (CMA) model. The distribution of traffic resulting from this assignment is shown in Figure IV.B-2. This distribution was used when allocating the trips generated (see above) to various travel routes and intersections.

TABLE IV.B-10
DAILY AND PEAK HOUR VEHICLE TRIP GENERATION

	Daily		A.M. Peak Hour				P.M. Peak Hour			
Land Use`	**Rate**	**Trips**	**Rate**	**In**	**Out**	**Total**	**Rate**	**In**	**Out**	**Total**
Block T9										
534 KSF[a] Office	5.31	2,835	0.7828	368	50	418	0.8801	80	390	470
Blocks T9 & T5/T6										
1,134 KSF[a] Office	5.31	6,022	0.7828	781	107	888	0.8801	170	828	998
Project Buildout										
2,200 KSF[a] Office	3.82	8,404	0.5877	1,138	155	1,293	0.8801	329	1,607	1,936
200 residential units	6	1,200	0.48	19	77	96	0.54	76	32	108
Total		9,604		1,157	232	1,389		405	1,639	2,044

NOTE: Office trip generation rate is based on a formula in which the daily and morning peak-hour rates decrease as the size of a project increases. Trip generation calculations for Block T9 are based on preliminary square footage figures. In the Final PUD application, the size of this building was reduced by about 15 percent.

[a] KSF = Thousand gross leasable square feet

GROWTH IN BACKGROUND (NON-PROJECT) TRAVEL

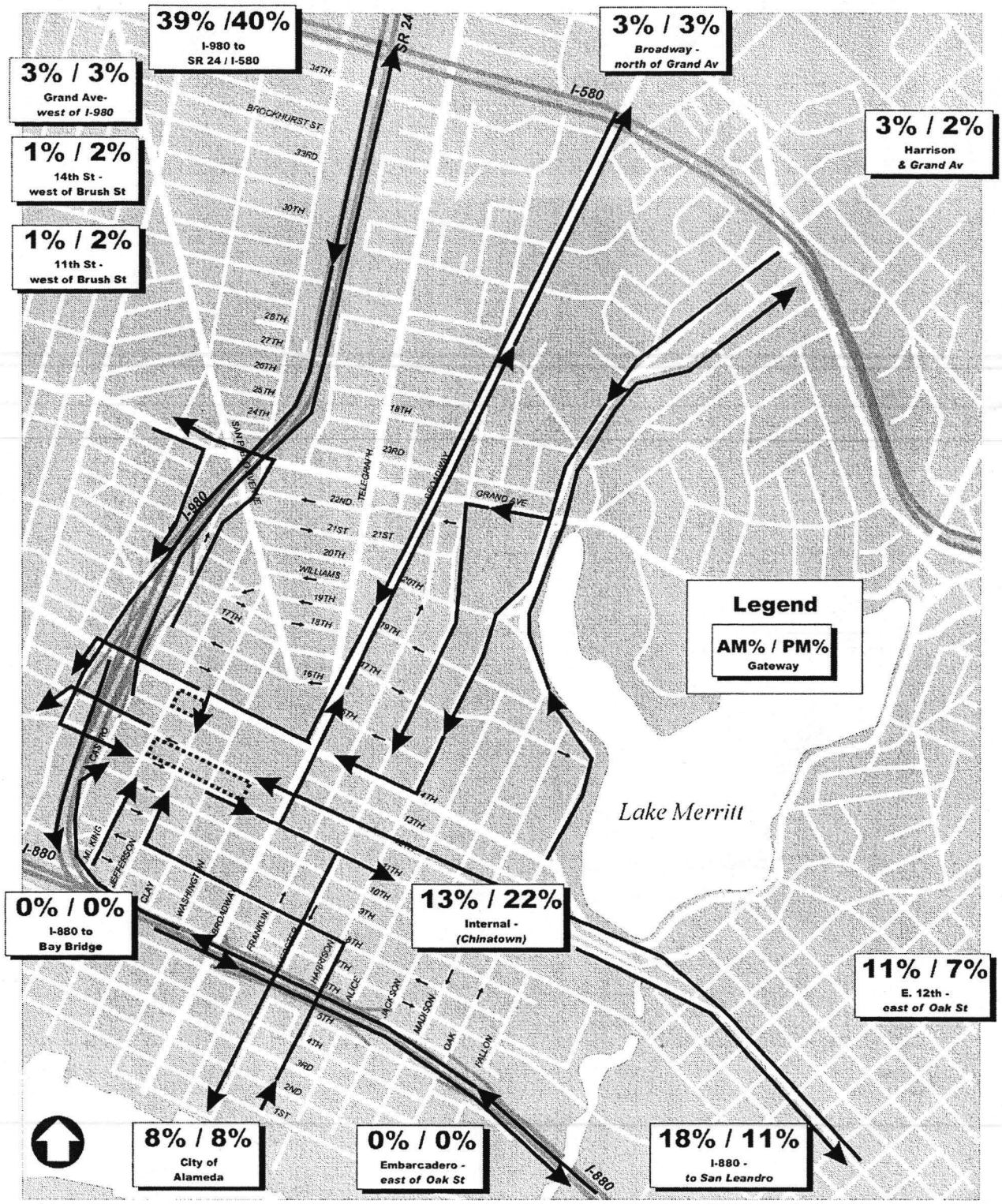
The CMA model travel statistics (developed as part of the 1997 *Land Use and Transportation Element EIR)* provide an overall picture of the effects of the proposed 2015 General Plan land uses on travel in Planning Area 1, which includes Oakland, Berkeley, Albany, Alameda, Piedmont, and Emeryville. When compared to the 1990 CMA Baseline scenario for Planning Area 1, the 2015 General Plan scenario results in an increase of 22,200 and 23,400 vehicle trips during the a.m. and p.m. peak hours, respectively. This represents an increase of about ½ percent per year in overall traffic during the peak hours of travel. This rate was applied to represent background (i.e., non-project) traffic in the future.

The average trip length remains essentially the same as at present, at about 4.8 miles for all trip purposes, and 11.8 miles for commute (i.e., home-based work) trips. Further information on area and regional impacts can be obtained from the Oakland General Plan *Land Use and Transportation Element EIR* (City of Oakland, 1997; p. III.B-11).

LEVEL OF SERVICE

The alternatives tested were:

1. Year 2001 baseline without project
2. Year 2001 with first building (Block T9) occupied in the anticipated year of completion



SOURCE: Dowling Associates. Inc.

ER 99-15: Oakland City Center / 990263 ■

Figure IV.B-2
Distribution of Project Traffic

3. Year 2005 baseline without project (to portray the short-term future baseline condition)
4. Year 2005 with two buildings occupied (Blocks T9 and T5/T6) in the anticipated year of Block T5/T6 building completion
5. Year 2010 baseline (no project, to portray the longer-term future baseline condition)
6. Year 2010 with completed project (all four buildings in the anticipated project buildout year)

For each alternative, parking garage and loading access for the project buildings on Blocks T9, T5/T6, and T12 was assumed to be on 11th Street.[9] For the Block T10 building, parking garage access would be on Jefferson Street, while the loading dock would have access from Martin Luther King Jr. Way.

For the baseline conditions (scenarios 1, 3, and 5), a background traffic growth rate of one-half percent per year was assumed to account for other growth in the Downtown area. Table IV.B-11 shows the results of the level of service calculations.

Intersection Operations

Traffic levels of service were calculated using the *1994 Highway Capacity Manual* operations and design method.

Impact B.1: The project would result in increases in traffic delay in the downtown. This would be a significant impact.

Although traffic increases would result in additional delay, in all but four instances, the levels of service would remain within the City's acceptable LOS D standard (see Table IV.B-11). The four exceptions, two of which would result in a significant impact, of which one would be unmitigable, are as follows:

- 12th Street and Broadway. In 2005, project traffic generated by the first two buildings (on Blocks T9 and T5/T6) would result in this intersection operating at LOS F (average delay greater than 90 seconds) in the p.m. peak hour, compared to LOS C without project traffic. Similarly, in 2010, with completion of all four project buildings, operations would decline from LOS C without project traffic to LOS F with the project. This would be a significant impact in each instance.

[9] There is a possibility that loading access for the expanded "Super Dock" that would serve the building on Block T5/T6 and that also serves the 1111 Broadway Building and the Marriott Hotel, across 11th Street, could be shifted to Clay Street. However, this was not judged to result in any significant alterations to traffic patterns analyzed herein because of the relatively low volume of truck traffic at the dock.

TABLE IV.B-11
TRAFFIC LEVEL OF SERVICE RESULTS

Intersection	Existing		Scenario 1 2001 w/o Project				Scenario 2 2001 with T9				Scenario 3 2005 w/o Project				Scenario 4 2005 w/T9 & T5/6				Scenario 5 2010 w/o Project				Scenario 6 2010 w/Project Completed			
	AM	PM	AM		PM		AM		PM		AM		PM		AM		PM		AM		PM		AM		PM	
	LOS	LOS	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del.	LOS	Del
11th St. / Broadway	B	B	B	7.7	B	12.2	B	7.8	B	12.0	B	7.8	C	17.2	B	7.9	C	16.3	B	8.0	D	37.2	B	8.1	D	32.4
11th St. / Clay	B	B	B	9.0	B	8.8	B	9.0	B	9.4	B	9.1	B	8.9	B	9.7	B	9.7	B	9.3	B	9.1	B	10.1	B	10.5
11th St. / Jefferson	B	B	B	9.6	B	8.3	B	10.0	B	8.4	B	9.8	B	8.3	B	11.0	B	8.5	B	10.0	B	8.5	B	11.7	B	9.3
11th St./MLK Jr Wy	B	B	B	9.4	B	8.3	B	9.9	B	8.3	B	9.6	B	8.3	B	10.7	B	8.4	B	9.9	B	8.4	B	12.4	B	8.7
12th St. / Broadway	B	B	B	9.5	B	14.1	B	9.7	B	14.8	B	9.7	B	16.2	B	10.3	**F**	**>90**	B	10.0	C	21.7	B	11.0	**F**	**>90**
12th St. / Broadway (Mitigated)																	C	15.9							D	23.8
12th St. / Clay	B	B	B	7.4	B	8.6	B	7.5	B	9.1	B	7.4	B	8.8	B	7.9	B	10.4	B	7.5	B	9.3	B	8.1	B	12.0
12th St. / Jefferson	B	B	B	7.1	B	8.2	B	7.2	B	8.5	B	7.2	B	8.4	B	7.2	B	9.9	B	7.2	B	8.6	B	7.5	C	16.0
12th St./MLK Jr Wy	B	B	B	7.1	B	8.3	B	7.1	B	8.5	B	7.1	B	8.5	B	7.2	B	9.6	B	7.2	B	8.7	B	7.5	B	14.4
14th St. / Jefferson	B	B	B	6.4	B	6.5	B	6.4	B	6.5	B	6.4	B	6.5	B	6.4	B	6.6	B	6.5	B	6.7	B	6.5	B	6.8
14th St./MLK Jr Wy	B	B	B	6.5	B	6.5	B	6.5	B	6.5	B	6.6	B	6.5	B	6.6	B	6.6	B	6.7	B	6.7	B	6.8	B	6.7
5th / Broadway	B	D	C	16.0	C	25.0	C	16.0	C	25.0	C	16.6	D	30.6	C	16.6	D	33.3	C	18.8	**E**	**43.8**	C	18.9	**E**	**48.5**
6th / Broadway	B	B	B	13.0	B	12.8	B	13.0	B	12.8	B	13.1	B	13.0	B	13.1	B	12.9	B	13.3	B	13.2	B	13.3	B	13.2
7th / Harrison	B	B	B	7.4	B	14.1	B	7.4	B	14.1	B	7.7	C	15.2	B	7.7	C	15.2	B	8.2	C	17.5	B	8.1	C	17.4
7th / Jackson	B	B	C	19.9	B	8.7	C	19.9	B	8.7	C	20.3	B	9.1	C	20.3	B	9.0	C	21.1	B	9.4	C	21.1	B	9.4
18th / Brush	A	C	A	3.1	B	7.7	A	3.1	B	7.7	A	3.1	B	7.7	A	3.1	B	7.7	A	3.2	B	7.7	A	3.2	B	7.7
17th / Brush	A	C	A	4.1	B	6.8	A	4.1	B	6.8	A	4.2	B	7.0	A	4.2	B	6.9	A	4.4	B	7.1	A	4.3	B	7.1
12th / Brush	C	B	B	13.5	B	12.5	B	17.2	B	13.1	C	17.4	B	13.1	D	35.4	C	15.2	D	28.6	B	14.7	**F**	**82.3**	C	21.9
11th / Brush	A	B	A	2.1	B	5.8	A	2.1	B	5.7	A	2.1	B	5.9	A	2.2	B	5.8	A	2.2	B	6.0	A	2.3	B	5.9
17th / Castro	B	B	B	13.5	C	17.4	B	13.5	C	17.4	B	14.0	C	18.6	B	14.0	C	18.7	B	14.7	C	21.2	B	14.7	C	22.4
18th / Castro	B	B	B	6.4	B	10.5	B	6.3	B	10.5	B	6.4	B	10.7	B	6.5	B	10.7	B	6.4	B	11.2	B	6.4	B	11.2
11th / Castro	B	B	B	12.4	B	11.3	B	12.7	B	11.3	B	12.6	B	11.5	B	13.0	B	11.7	B	13.1	B	11.8	B	14.4	B	12.4
12th / Castro	B	B	B	7.5	B	9.5	B	7.5	B	9.6	B	7.6	B	9.7	B	7.7	B	10.7	B	7.6	B	10.1	B	8.1	B	12.4
14th St./Broadway	B	B	B	5.3	B	5.7	B	5.3	B	5.7	B	5.4	B	5.8	B	5.4	B	5.8	B	5.4	B	5.9	B	5.5	B	6.0
W. Grand/Broadway	B	C	B	12.3	D	25.7	B	12.3	D	28.3	B	14.5	**E**	**46.7**	B	14.4	**E**	**47.0**	C	16.4	**F**	**83.4**	C	16.3	**F**	**86.3**
Atlantic/Webster[a]	D	C	D	26.1	C	23.3	D	26.2	C	23.4	D	28.5	C	24.0	D	28.7	C	24.3	D	33.4	D	25.2	D	34.2	D	26.1
Atlantic/Constitution[a]	C	B	C	15.3	B	14.8	C	15.2	B	14.8	C	15.4	C	15.1	C	15.4	C	15.1	C	24.0	C	15.5	D	27.7	C	15.6

KEY: LOS = Level of Service; Del = Delay (seconds per vehicle, average). All intersections in Oakland except [a] - denotes City of Alameda.
Bold-face text indicates Level of Service worse than City of Oakland's standard (i.e., LOS E or worse).

- 12th Street and Brush Street. In 2010, with project buildout (completion of all four buildings), project traffic would result in poor conditions in the a.m. peak-hour (LOS F, average vehicle delay of 82.3 seconds), compared to LOS C under existing conditions and LOS D under 2010 conditions without the project.

- 5th Street and Broadway.[10] By 2005, growth in non-project traffic will result in this intersection operating at LOS D (average delay = 30.6 seconds) in the p.m. peak hour. With completion of the first two project buildings (Blocks T9 and T5/T6), p.m. peak-hour conditions would remain within the City's LOS standard (LOS D, average vehicle delay of 33.3 seconds), and the impact would not be significant. By 2010, the intersection would operate at LOS E in the p.m. peak hour even without project traffic. Project traffic would lengthen the average vehicle delay from 43.8 seconds to 48.5 seconds. Because the increase would be less than 6 seconds, this would not be a significant effect.

- West Grand Avenue and Broadway. By 2005, p.m. peak-hour conditions would deteriorate to LOS E (average vehicle delay of 46.7 seconds), compared to LOS C under existing conditions. Project traffic would increase the average delay by 0.3 seconds, or less than one percent, to 47.0 seconds. This would not be significant. By 2010, p.m. peak-hour conditions without the project would decline to LOS F (average vehicle delay of 83.4 seconds). Project traffic would increase the average delay by 2.9 seconds, to 86.3 seconds. Because it would be less than 4 seconds, the project increment would not be significant.

Mitigation Measure B.1a: At 12th and Brush Streets, the project sponsor shall work with Caltrans and coordinate with the City to consider various improvement options, which could include signal timing improvements or additional lanes on the ramp. The project sponsor shall fund its fair share of any required improvements.

Currently, the 130 signals in the downtown operate on a common 45 second cycle length in order to minimize pedestrian and vehicular delay. Other studies have suggested that some lengthening of the cycle length may be desirable to increase capacity and provide more time for pedestrians to cross wider streets in the downtown. The signal at 12th/Brush is not part of the system, and its cycle length could be increased in order to accommodate increased traffic volumes. This is a complex problem due to the configuration of the intersection ramps and continuing downtown growth that tends to exacerbate an existing problem. To some degree, the deficiency at this location may be self-correcting, because additional delays will tend to induce motorists to use other, less congested ramps from I-980 or I-880. Increased signal cycle length may improve the delays, but could result in additional queuing that would not be acceptable if it extends onto the I-980 freeway mainline.

Because it is not certain whether improvements could be made, and because Caltrans approval could be required, this impact is considered significant and unavoidable. (As noted, it is possible that changes to the signal cycle at 12th and Brush Streets could eliminate this impact.)

Mitigation Measure B.1b: At 12th Street and Broadway, the City would adjust signal timing to provide a protected left-turn phase for northbound traffic. This would result in

10 In summer 2000 the City Traffic Engineering Division plans to restripe this intersection to provide two southbound left-turn lanes and one southbound through lane on Broadway. This configuration is assumed in all future scenarios.

acceptable operations at this intersection (LOS C in 2005 and LOS D in 2010) with project traffic (see Table IV.B-11). The project sponsor shall fund any signal timing study that is necessary to implement this measure, as deemed appropriate by the City Traffic Engineering Division.

Implementation of the above mitigation measure would reduce project impacts at the intersection of 12th Street and Broadway to a less-than-significant level.

No mitigation is required at 5th Street and Broadway or at West Grand Avenue and Broadway, as the project impacts would not be considered significant.

Some adjustment to signal timing or phasing at other intersections could be undertaken by the City to obtain optimum levels of service. However, no additional mitigation would be required.

Significance after Mitigation: Significant and Unavoidable

As noted in the Setting, the General Plan Land Use and Transportation Element states, in Policy T3.3, that "the City should accept a lower level of service and a higher level of traffic congestion than is accepted in other parts of Oakland." Therefore, while significant effects would remain at certain local intersections, the General Plan anticipates traffic congestion in the downtown area.

Regional Roadway Operations

Because the proposed project would generate more than 100 peak-hour trips, impacts to the regional roadways were assessed on the basis of travel forecasts generated by the Alameda County CMA Countywide Transportation Demand Model for Congestion Management Program (CMP) and/or the Metropolitan Transportation System (MTS) roadways selected for study by the CMA, as required under the CMP Land Use Analysis Program. Use of the computer model requires input of a series of assumptions concerning land use and socioeconomic data and transportation improvements. The traffic forecasts were based on the October 1999 version of the Countywide Model, which uses Association of Bay Area Governments' (ABAG) *Projections '98* socioeconomic forecasts as updated by the City of Oakland for the downtown area.[11]

For the CMP analysis, the proposed project's land uses were translated into households and jobs by sector, and then added to the CMA model's 2005 and 2020 baseline inputs. For the 2005 analysis, a total of 1,805 employees were added to zones 489 and 2,026 employees were added to zone 489. The full project buildout (anticipated to occur by 2010, and added to the 2020 model

[11] A review of the mode data used by the model for the 2005 and 2020 forecasts and discussion with City staff indicated that the inputs for traffic analysis zones 489 and 490 include some of the proposed project. However, since the project area covers only a portion of zones 489 and 490 and other development in these zone may not be represented, the approach was to add the entire proposed project by appropriate phases to the 2005 and 2020 *Projections '98* baseline socioeconomic data. This approach was considered more conservative since some portion of the growth already assumed by the model may be attributed to the project. See Appendix B for correspondence with the CMA the project.

scenario) included 200 households and 5,332 employees in zone 489 and 2,026 employees in zone 490. To convert the office and retail square footages into employees a ratio of one employee per 300 square feet was applied. Office employment was considered to be one-half "service" and one-half "other,"[12] while retail employment was considered to be one-half "retail" and one-half "other," based on the factors used in the CMP analysis for the *General Plan Land Use and Transportation Element EIR*. The Baseline and With Project model inputs are summarized in Table IV.B-12.

TABLE IV.B-12
CMA COUNTYWIDE MODEL SOCIOECONOMIC INPUTS

TAZ	Households	Employment				
		Manufacturing	Other	Retail	Service	Total
Baseline Model (No Project)						
For 2005						
489	200	0	2,090	139	1,732	3,961
490	0	0	2,091	138	1,732	3,961
For 2020						
489	200	0	2,090	139	1,732	3,961
490	0	0	2,091	138	1,732	3,961
Baseline Model With Project						
For 2005						
489	200	0	2,993	152	2,622	5,766
490	0	0	3,104	151	2,732	5,987
For 2020						
489	400	0	4,756	165	4,372	9,293
490	0	0	3,104	151	2,732	5,987

SOURCE: ACCMA Countywide Travel Demand Model, October 1999 version.
Dowling Associates, Inc., 1999.

[12] The CMA model is based on population and employment; employees are classified by categories of work, including "service," "retail," manufacturing," and "other."

Impact B.2: The project would increase traffic on regional roadways in the project vicinity. This would be a less-than-significant impact.

Roadway levels of service were calculated using the Florida Department of Transportation (FDOT, 1995) roadway LOS analysis methodology, which provides a planning level analysis based on the *Highway Capacity Manual* methods. As planning level analysis, the level of service is based on forecasts of traffic and assumptions for roadway and signalization control conditions, such as facility type (freeway, expressway, and arterial classification), speeds, and number of lanes. The assumption for the number of lanes at each link location was extracted from the model and confirmed through field observations. The 2005 and 2020 traffic forecasts were extracted from the Countywide Travel Model for both the a.m. and p.m. peak hours. Tables IV.B-13 and IV.B-14 present directional peak-hour volumes and the LOS for the peak direction of travel.

The addition of project traffic to the regional and local roadways would not result in an adverse change in LOS when compared to the 2005 Baseline condition. At one location, 12th Street west of Martin Luther King Jr. Way during the p.m. peak hour, the level of service would change from LOS D to LOS E. However, as shown in Table IV.B-11, p. IV.B-22, intersections along 12th Street would operate at LOS C or better, with mitigation, under with-project conditions in the p.m. peak hour in 2005, and the impact would be less-than-significant. There would be no roadway segments where LOS would degrade to LOS F, nor any increases in volume of 6 percent or more for roadway segments where the baseline condition would be LOS E, or of 4 percent or more for segments where the baseline would be LOS F.

In 2020, as with 2005 conditions, during the p.m. peak hour, 12th Street west of Martin Luther King Jr. Way would deteriorate from LOS D to LOS E with the addition of project traffic However, intersections along 12th Street would operate at LOS D or better, with mitigation, and the impact would be less-than-significant. Conditions on I-980 north of I-880 would change from LOS C to LOS D, but this would not be significant, because the level of service would remain acceptable. As in 2005, there would be no increases of 6 percent or more where the baseline would be LOS E, or of 4 percent or more for segments where the baseline would be LOS F.

Mitigation Measure B.2: None required.

Posey and Webster Tubes

Impact B.3: The project would result in increases in traffic volumes in the Posey-Webster tubes connecting to the City of Alameda, and intersections associated with travel to and from Alameda. This would be a less-than-significant impact.

TABLE IV.B-13
FUTURE (2005) ROADWAY VOLUMES AND LEVELS OF SERVICE (LOS)

Link Location	AM Peak Hour				PM Peak Hour			
	Baseline		With Project		Baseline		With Project	
	Volume[a]	LOS	Volume[a]	LOS	Volume[a]	LOS	Volume[a]	LOS
State Highways								
I-880 – west of I-980	4,322	C	4,341	C	4,749	D	4,794	D
I-880 – east of Oak Street	7,653	E	7,648	D	8,077	E	8,180	E
I-980 – north of I-880	3,413	C	3,574	C	3,224	C	3,331	C
I-980 - south of I-580	5,758	E	6,048	E	5,266	D	5,535	D
I-580 – west of I-980	8,244	D	8,244	D	9,742	E	9,702	E
I-580 - east of 14th Avenue	8,316	E	8,323	E	8,067	E	8,059	E
SR 24 - west of Caldecott Tunnel	10,408	F	10,600	F	9,432	F	9,553	F
SR 260 (Posey-Webster Tubes) - south of I-880	2,785	F	2,802	F	3,120	F	3,130	F
Arterials								
Broadway north of 20th Street	447	D	458	D	256	D	272	D
Broadway - south of 12th Street	227	D	280	D	152	D	177	D
Harrison St. - south of 11th Street	1,055	D	1,064	D	1,122	D	1,128	D
Franklin St. - south of 12th Street	188	D	189	D	203	D	204	D
Webster St. - south of 12th Street	933	D	938	D	1,378	D	1,377	D
7th Street - west of Clay Street	495	D	511	D	510	D	509	D
8th Street - east of Broadway	590	D	594	D	298	D	296	D
11th Street - west of MLK	1,550	D	1,783	D	648	D	712	D
12th Street - east of Broadway	285	D	341	D	448	D	461	D
12th Street - west of MLK	460	D	487	D	1,958	D	2,184	E
14th Street - east of Oak Street	313	D	333	D	394	D	404	D
14th Street - east of Broadway	115	D	115	D	110	D	127	D
Castro Street - south of 12th Street	238	D	240	D	648	D	644	D
Brush Street - south of 12th Street	1,835	D	1,991	D	1,196	D	1,287	D
Clay Street - south of 12th Street	498	D	629	D	763	D	783	D
San Pablo Ave - north of 20th Street	243	D	260	D	346	D	368	D
Telegraph Ave. – north of 17th St.	310	D	311	D	355	D	356	D

[a] The volume represents the one-way volume in the peak direction. See Appendix B for volumes in both directions.

SOURCE: Dowling Associates, Inc., 1999.

TABLE IV.B-14
FUTURE (2020) ROADWAY VOLUMES AND LEVELS OF SERVICE (LOS)

Link Location	AM Peak Hour				PM Peak Hour			
	Baseline		With Project		Baseline		With Project	
	Volume[a]	LOS	Volume[a]	LOS	Volume[a]	LOS	Volume[a]	LOS
State Highways								
I-880 – west of I-980	4,567	D	4,544	C	4,677	D	4,713	D
I-880 - east of Oak Street	8,027	E	8,049	E	8,659	E	8,690	E
I-980 - north of I-880	4,875	D	4,949	D	4,446	C	4,581	D
I-980 - south of I-580	6,379	E	6,555	E	5,873	E	6,133	E
I-580 – west of I-980	8,436	D	8,432	D	9,793	E	9,753	E
I-580 - east of 14th Avenue	8,595	E	8,616	E	8,068	E	8,089	E
SR 24 - west of Caldecott Tunnel	11,092	F	11,314	F	10,315	F	10,555	F
SR 260 (Posey-Webster Tubes) - south of I-880	3,292	F	3,373	F	3,426	F	3,517	F
Arterials								
Broadway - north of 20th Street	506	D	513	D	290	D	314	D
Broadway - south of 12th Street	260	D	326	D	154	D	175	D
Harrison St. - south of 11th Street	1,066	D	1,106	D	1,415	D	1,529	D
Franklin St. - south of 12th Street	204	D	205	D	225	D	248	D
Webster St. - south of 12th Street	614	D	619	D	990	D	966	D
7th Street - west of Clay Street	105	D	130	D	88	D	87	D
8th Street - east of Broadway	713	D	734	D	452	D	445	D
11th Street - west of MLK	1,426	D	1,813	D	611	D	746	D
12th Street - east of Broadway	324	D	404	D	539	D	565	D
12th Street - west of MLK	520	D	574	D	2,129	D	2,552	E
14th Street - east of Oak Street	459	D	475	D	436	D	432	D
14th Street - east of Broadway	117	D	118	D	173	D	283	D
Castro Street - south of 12th Street	242	D	237	D	471	D	461	D
Brush Street – south of 12th Street	1,281	D	1,532	D	807	D	993	D
Clay Street – south of 12th Street	509	D	644	D	835	D	837	D
San Pablo Ave - north of 20th Street	306	D	384	D	447	D	483	D
Telegraph Ave. - north of 17th St.	232	D	273	D	195	D	196	D

[a] The volume represents the one-way volume in the peak direction. See Appendix B for volumes in both directions.

SOURCE: Dowling Associates, Inc., 1999.

The CMA model indicates that eight percent of all employees in the project would come from the City of Alameda.[13] The added volumes in the Posey-Webster tubes for the peak hours are shown in Table IV.B-15 (in vehicles/hour).[14]

These volumes represent at most an approximately 3 percent increase in traffic volume, under the completed project (2010) scenario. Because the tunnels are analyzed as Class 1 arterials, consistent with the designation in the Congestion Management Plan, they are considered to be operating in excess of capacity in the peak hours in both directions (see volume-to-capacity ratios in Table IV.B-15). By 2010 project traffic would increase the p.m. peak-hour volume by slightly more than the 3-percent threshold for significance where volume-to-capacity ratio is greater than 1.0. However, as shown in Table IV.B-11, p. IV.B-22, intersections on the Alameda side of the Webster Tube (Atlantic/Webster and Atlantic/Constitution) would operate at LOS D or better in the p.m. peak hour, when the increase in project traffic would be greatest, and these intersections would not be adversely affected by project traffic.[15] Therefore, applying the criteria established for the analysis, the impact on the Tubes would be considered less-than-significant, and would not result in operational problems.

Mitigation Measure B.3: None required.

PARKING IMPACTS

Impact B.4: The project could result in a parking deficit of approximately 1,880 off-street parking spaces at project buildout. This would be a significant impact.

Parking demand analysis has been based on actual observed peak demand for parking on an average weekday. The peak demand typically occurs for office (and retail) uses between 11:00 a.m. and 12:00 noon. Two approaches have been used to estimate demand, but both point toward the same conclusions. First, the parking demand rate from the *Oakland Downtown Parking Study Update* (Appendix B, Table VIII.B-2) was examined, for individual uses within 1,000 feet of a BART station. That rate is 1.62 spaces per thousand square feet (KSF) for individual projects. The other rate was developed by Dowling Associates based on the mode choice data from the CMA model. This method indicates a need for 1.55 spaces per thousand square feet; the two methods thus yield results within 4 percent of one another. Because it is based on more current data, the Dowling method was used, and the calculation is shown in

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[13] The City Center Employee Survey (described under Modal Split) found 6 percent of the employees in City Center lived in Alameda; this difference, between 6 percent and 8 percent, is within the normal range of errors for sample-surveys and travel models.

[14] The level of service calculation for SR 260 (Posey-Webster Tubes) assumes a functional classification of Arterial Class 1, with a capacity of about 1,900 vehicles per hour, which is consistent with the classification used in the 1999 Congestion Management Program. The actual capacity of this segment would be closer to that of an expressway at up to 4,000 vehicles per hour, but the operations of this segment is mostly affected by the signals on the arterials at the ends of the tunnels.

[15] Like Oakland, Alameda normally considers LOS D the minimum acceptable level of service for intersections.

TABLE IV.B-15
PROJECT TRAFFIC VOLUMES (VEHICLES/HOUR) IN POSEY-WEBSTER TUBES

Scenario	AM to Alameda Vol.	Pct.[a]	V/C[b]	AM from Alameda Vol.	Pct.[a]	V/C[b]	PM to Alameda Vol.	Pct.[a]	V/C[b]	PM from Alameda Vol.	Pct.[a]	V/C[b]
2001	3	<1%	1.20	22	<1%	1.35	31	1.0%	1.59	6	<1%	1.21
2005	6	<1%	1.32	48	1.7%	1.50	67	2.1%	1.69	13	<1%	1.38
2010	21	<1%	1.44	74	2.4%	1.65	104	3.2%	1.79	32	1.2%	1.55

[a] Represents percent increase over baseline volume.
[b] Volume-to-capacity ratio, with project traffic.

Table IV.B-16. The residential demand of 1 space per unit is from the *Downtown Parking Study Update.*

The first building, on Block T9, would provide less new parking than its actual demand, but with parking now available in the City Center, could be accommodated using available, vacant spaces in nearby parking facilities. This would be a less-than-significant impact. Beginning with construction of the second building, it is likely that the project would have a significant impact on parking demand, availability, and price in the study area. In the absence of additional parking, availability would become more constrained and lots would fill faster, requiring motorists to spend more time "hunting" for parking spaces. This could restrict visitor access, increase the vehicle-miles and vehicle-hours of travel associated with searching for a parking space, and potentially result in increased transit usage. Depending on the responsiveness of administrative mechanisms in the City of Oakland, parking prices could be expected to increase for all users in the City Center area. Although there is little good data for making such predictions, it is likely that the daily parking prices in the area would have to increase substantially to equilibrate parking supply with demand.[16]

The C-55 zone does not have a parking requirement. The C-51 zone, which encompasses Blocks T10, T12, and half of T9, requires one parking space per 1,400 sq. ft. of office use, one parking space per 900 sq. ft. of retail use, and one parking space per residential unit. In addition,

[16] The responsiveness of parking demand to price varies widely; some studies have suggested an elasticity of demand of –0.3, i.e., assuming a 30% increase in average parking rates would reduce demand by (-0.3) X (+30) = -9%. Current monthly parking rates in building garages range from $140 in 475-14th Street building, to $192 in the 1111 Broadway building. Rates in public and non-building garages are generally lower, ranging from (unreserved rate/reserved rate) $80/$100 to $147/$186 per month. The City Center West garage is currently $110-$150 per month.

TABLE IV.B-16
PROJECTED PARKING DEMAND

		Block T9	Blocks T5/T6	Subtotal: Blk. T9,T5/T6	Block T10	Block T12	Total: All 4 Blocks
a.	Building Floor Area – office KSF[a]	457.5	607.5	1,065	558	584	2,207
b.	Employees total (@ 3.3/KSF)	1,510	2,005	3,515	1,841	1,927	7,283
c.	Employees typical day (-10% absenteeism)	1,360	1,805	3,165	1,657	1,734	6,555
d.	Average Vehicle Ridership (AVR)[b]	1.91	1.91	1.91	1.91	1.91	1.91
e.	Parking demand [c]/[d]	711	945	1,656	868	908	3,432
f.	Condominium demand (@ 1 per dwelling unit)	0	0	0	200	0	200
g.	Total demand	711	945	1,656	1,068	908	3,632
h.	Spaces supplied by project sponsor (new)	236	150	386	230	220	836
i.	Spaces eliminated by construction	0	0	0	0	200	200
j.	Gross shortfall [g]-([h]-[i])	475	795	1,270	838	888	2,996
k.	Available spaces today (see below)	1,114	0	1,114	0	0	1,114
l.	**Net surplus (shortfall) [k]-[j]**	**639**	**(795)**	**(156)**	**(838)**	**(888)**	**(1,882)**

a KSF is thousand square feet of gross leasable floor area. Retail floor area included with office area for calculation of employment.

b AVR calculated as follows: 1 divided by [(45% in single occupant autos)+ (12% in 2-person carpools)+ (4% in carpools averaging 3.25 persons per vehicle)] = 1.91. Based on Alameda County Congestion Management Agency travel model.

[k.] Available supply is based on parking surveys and information from garage operators, and includes 159 spaces in City Center underground garage; 668 in City Center West Garage; and 287 in the Convention Center garage (non-convention days)= 855 spaces. The proposed 17th Street/San Pablo Avenue garage has not been included in the projected supply because it is primarily intended to serve the Rotunda project. For purposes of calculation, all available spaces (spaces in nearby garages not currently used) are allocated to the first project building.

SOURCE: Dowling Associates

the Oakland Redevelopment Agency has a separate requirement for 1 space per 2,000 square feet for office, retail, and residential uses. Applying the more conservative Redevelopment Agency ratio to the first Phase (Block T9) yields a requirement of 229 spaces (versus 236 proposed). Applying the ratio to the Completed Project yields a requirement for 1,214 spaces (versus 836 proposed, or 636 proposed net new after eliminating existing surface parking).[17] This leaves a shortfall, versus the Redevelopment Plan requirement, of 378 spaces.

As described in the Project Description, subject to demand, an additional approximately 200 existing parking spaces per building (up to 800 spaces total) would be made available to the project sponsor in the City Center West Garage on Jefferson Street, under a long-term license agreement with the Redevelopment Agency. While this would accommodate some parking demand generated by the project itself, it would not increase the number of spaces available in the City Center area, nor would it affect the overall parking deficit in the area. To the extent that existing parkers in the City Center West Garage were displaced by project-generated parking, those existing parkers would have to find parking elsewhere in the area, or shift to other modes of travel, such as carpooling or transit.

Cumulative development in the project vicinity could increase parking demand in the future. For example, the renovated Swan's Market project would generate demand for about 35 retail parking spaces (assuming shared use of parking facilities), and the approved Keystone Hotel on Broadway at 11th Street will generate off-site parking demand for 100 spaces (beyond that available in the adjacent UCOP Building garage). Demand from these projects could be accommodated within the available supply with completion of the first City Center Project building, on Block T9. However, demand from these and other commercial projects that are subsequently proposed would increase the future shortfall forecast to occur with completion of the second building, on Block T5/T6. (Residential projects typically accommodate most or all of their parking on-site.)[18]

Mitigation Measure B.4: With the exception of the first phase of project construction (Block T9), for each subsequent phase of the proposed project, the project sponsor shall submit a transportation/parking study, subject to the review and approval of the City Traffic Engineering Division of the Public Works Agency and the Planning Division of the Community and Economic Development Agency, that evaluates then-current and forecast parking supply and demand for each subsequent project phase, prior to the final PUD approval of those phases. The study shall also determine the degree, if any, of the expected shortfall in transit capacity that could result from a shift away from auto travel and to transit use. If a parking shortfall is anticipated, the project sponsor shall implement means of reducing parking demand and, to the extent deemed necessary, of increasing off-street parking supply in the City Center area through a variety of methods, which may include one or more of the following measures, as deemed appropriate by the City:

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17 The Zoning Ordinance would require 1,184 parking spaces for the entire project, although if treated separately, Blocks T10 and T12 would have to provide more parking under the Zoning Ordinance than under the Redevelopment Agency plan.

18 Parking demand generated by the other major commercial project in the vicinity, renovation of the Rotunda Building, is proposed to be accommodated in a new garage on 17th Street, which supply has not been considered "available" for purposes of this analysis.

- **The project sponsor shall work with the Redevelopment Agency to construct (or provide in-lieu fees for City construction of) some portion of the shortfall of approximately 2,140 parking spaces that the project would generate;**

- **The project sponsor shall incorporate the use of valet parking in parking garage(s) within buildings owned by the project sponsor, including the City Center Garage and the four proposed buildings on Blocks T9, T5/T6, T10, and T12. Valet operations typically increase garage capacity by between 30 percent and 50 percent, meaning the proposed 836 spaces that would be constructed with the project could accommodate between about 250 and 420 additional vehicles with valet operations. Valet operations in the City Center Garage might result in capacity for an additional 350 to 550 vehicles. Together, these steps could accommodate about one-third of the project's calculated parking shortfall;**

- **The project sponsor shall require employers to institute flexible work hours or telecommuting;**

- **The project sponsor shall construct additional on-site parking for the affected subsequent phase(s) of the project;**

- **The project sponsor shall work with the City to expand the existing City Center West garage;**

- **The project sponsor shall connect the underground parking areas on two or more of the project's building sites;**

- **The project sponsor and/or the City shall use one of the four building sites for above-ground (structure) parking;**

- **The sponsor shall participate in a potential future parking assessment district that may be created for an area including the project site; and/or**

- **The City shall require that the sponsor pay a development impact fee to offset the cost of providing additional parking in the City Center area.**

In addition, parking demand could be reduced through steps to reduce use of single-occupancy vehicles. (These same steps would also reduce traffic and lessen emissions of criteria air pollutants.) Among the possibilities the applicant could undertake are:

- **The project sponsor shall implement a carpool/vanpool program (e.g. carpool ridesharing for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.) and distribute information to employees on transit and carpooling options (maps, schedules, information from Bay Area RIDES). This could be done at a lobby kiosk or other location where employees are likely to congregate;**

- **In coordination with AC Transit and City staff, the project sponsor shall construct transit facilities such as bus turnouts/bus bulbs, benches, and shelters along the road segments that define the development blocks;[19]**

[19] There are currently two bus benches, but no shelters, on 12th Street near the project site: one near the Federal Building and one just west of Broadway. There are no bus shelters or benches on 11th Street.

- **The project sponsor shall provide preferential parking (e.g., near building entrance) and reduced/eliminated parking fees in project garages, the City Center Garage, and City Center West Garage for carpool and vanpool vehicles. If a waiting list for monthly parking develops assign priority in issuing new permits to carpools and vanpools;**

- **The project sponsor shall require employers to subsidize transit passes (such as through the Metropolitan Transportation Commission's "Commuter Check" program) and/or direct provision by the project sponsor of such transit pass subsidies; and**

- **The project sponsor shall provide secure, weather-protected long-term bicycle parking for future residents and employees at the proposed retail and office uses, secure short-term bicycle parking for retail customers, and showers and lockers for employees bicycling or walking to work.**

It should be noted that the project's location in an urban area well-served by transit would likely result in less parking demand than a comparably sized development in a less dense part of the Bay Area where almost all trips would be made by automobile. Further, the analysis of future parking demand is somewhat speculative, given the potential shift to other forms of travel than single-occupancy automobiles. It is therefore possible that the parking assessment surveys described above, to be conducted at each phase of the project subsequent to Block T9, may reveal no need to provide additional parking beyond that presently proposed. At any rate, it is believed that some combination of the above mitigation measures, including both increased parking supply and reduced demand for parking, would result in adequate parking supply.

Significance after Mitigation: Less than Significant

TRANSIT IMPACTS

Impact B.5: Project ridership on AC transit could be accommodated. Project ridership on BART could be accommodated on the trains, but is likely to exceed the capacity of the 12th Street station at project buildout. This would be a potentially significant impact.

The CMA model indicates that of the transit users in the project zone, approximately 67 percent would use BART, and one-third AC Transit. The additional transit demand is shown in Table IV.B-17.

Transit trips tend to be more directionally oriented than auto trips, so the a.m. peak-hour trips can almost all be considered trips inbound to the site, and the p.m. peak-hour trips outbound. A minor exception would be the 200 condominium units, which would generate a modest number of transit trips (perhaps just over 500 per day), and would have the reverse directionality.

Neither the Phase I project nor the Completed Project would likely have a significant impact on AC Transit services. The additional demand would be distributed among 14 different AC Transit

TABLE IV.B-17
PROJECT TRANSIT RIDERSHIP

Project Phase	Daily Transit Trips			Peak Hour Transit Trips (BART and AC)	
	Total	BART	AC Transit	AM	PM
Phase I (T9)	1,135	757	378	320	359
2005 – T9, T5/T6	2,410	1,607	803	679	762
Complete Project	5,216	3,479	1,737	1,318	1,578

lines serving the project, so the likely impact is no more than one or two additional passengers per bus for the first building (Block T9), and six or seven new passengers per bus with project buildout. Most AC Transit trips would be inbound to the project site during the morning commute hours (7:00-9:00 a.m.). Thirteen AC Transit bus lines with frequencies ranging from 5 to 20 minutes during the peak hours serve the study area. Although based on the recent survey conducted by AC Transit (see Table IV.B-2, p. IV.B-5), one or two buses on some lines are approaching or exceed the maximum load factor of 1.25, most existing buses during the peak hour have sufficient capacity to accommodate this increase in bus trips; that is, the lines that exceed the 125 percent load factor only do so for less than ten minutes.

The Phase I and completed project are likely to create additional demand for travel on BART, but not additional needs for service. Because the Oakland City Center/12th Street BART station is a major transfer point served by three BART lines, the increase in passengers by 2005 would likely be accommodated, although during the peak hour many transbay trains would arrive at the station with standing room only during the p.m. peak hour. BART is currently studying systemwide capacity issues, especially as a result of the anticipated opening of the San Francisco Airport extension in a few years. Improvements related to the Advanced Automatic Train Control (AATC) project could yield an increase in capacity of the system of approximately one-third by running trains more often (up to every two minutes through the Transbay Tube). BART expects to implement AATC from Bay Fair station to Daly City, the most heavily traveled portion of the system, in fiscal year 2002. BART's Short Range Transit Plan (Fiscal Year 2000) notes that, "In the event that AATC is not implemented or is delayed, alternative service plans have been developed, capable of serving the projected patronage with the vehicles available, although at somewhat higher load factors." Historically, BART's capacity problems have always been with the Transbay Tube (where four lines converge),and downtown San Francisco, not in downtown Oakland. This is likely to continue to be the case in the future. At project buildout, the approximately 1,050 p.m. peak-hour BART patrons would be distributed over approximately 30 trains. If two-thirds of these passengers were to ride in the peak direction, the project, at buildout, would increase peak-hour, peak-direction ridership by up to about 5 percent.

However, the project would increase station queues for BART passengers at the 12th Street Station. In the a.m. peak, passengers tend to arrive in groups corresponding to the arrival of a

train at the station. By project buildout in 2010, this could lead to delays of three minutes or more for some passengers to pass through the fare gates with the two existing exit gates at station's 11th Street exit.

BART currently has no standard for the maximum waiting time for passengers at fare gates. BART is about to commence a systemwide study of Automatic Fare Collection (AFC) capacity, with a projected completion date of March 2000.

MTS Transit Corridors

The impacts of the proposed project to the transit system were assessed using the CMA's Countywide Model. The number of daily transit trips generated by the proposed project was estimated using the production-attraction table for home-based work trips that is generated by the Countywide Model. This home-based work trip table was assumed to represent one-way trips occurring during a two- to three-hour a.m. peak period. To estimate the number of transit trips occurring during the peak hour, half of the a.m. peak period trips were assumed to occur during the a.m. peak hour. The transit trips were divided between AC Transit buses (local and express) and BART trains (walk/bus to BART and drive to BART).

For the purposes of the CMP analysis, the proposed project is located within the key service area surrounding downtown Oakland. The frequency of transit service in the project vicinity meets or exceeds the performance measures proposed in Table 8 of the *1999 Congestion Management Program.* The proposed project is located within ¼ mile of existing transit services.

As described above, neither BART nor AC Transit is anticipated to be adversely affected by increased peak-hour ridership due to the project.

Mitigation Measure B.5: The project sponsor shall conduct a study at each phase of project buildout subsequent to Building T9, subject to the review and approval of the City Traffic Engineering Division, to determine whether there is adequate exiting capacity at the 12th Street station. The sponsor shall work with BART to assure that with buildout of the project (all four buildings), adequate exit fare gates are available at the 11th Street exits in the a.m. peak hour so that the maximum passenger wait does not exceed two minutes to be processed through the fare gates. This may require the addition of one or more new fare gates at the 11th Street exit to the station.

The 11th Street entrance has room for at least three future fare gates, on the north (west) side of the existing station agent's booth. There also appears to be room to add up to three new ticket machines at this entrance. BART staff indicates that approximately $40,000 per gate is a reasonable figure to use for planning purposes. It is unlikely that any more than two new gates would be required. The present station configuration provides room for these gates, and was apparently planned with the ultimate intention that additional gates would be added in this location.

Significance after Mitigation: Less than Significant

BICYCLE IMPACTS

Impact B.6: The project is likely to increase the demand for bicycle parking in the City Center area, and may be inconsistent with the suggested bicycle parking space recommendations indicated in the Oakland Bicycle Master Plan. This is a potentially significant impact.

Both the May 1993 employee commute survey (cited above under the discussion of Modal Split) and the 1990 Census Transportation Planning Package data, suggest that approximately one percent of all workers would bicycle to work The City's Bicycle Master Plan, however, recommends long-term bicycle parking spaces consistent with approximately 10 percent of workers commuting by bicycle[20], plus additional short-term bicycle parking for visitors. While anecdotal evidence suggests that bicycle commuting has increased since the early 1990s, it is unlikely to be as high as 10 percent of the downtown work force, but may be somewhere between 1 percent and 10 percent.

Mitigation Measure B.6: The project shall provide an adequate number of bicycle parking spaces, as determined by the City, in location(s) either on-site or within a three-block radius, or through payment of appropriate in-lieu fees.

To meet anticipated demand, the sponsor would have to provide approximately 1.2 spaces for every 100 workers. This ratio would provide for a one percent bicycle mode share, plus 20 percent for future growth in the use of cycling. The phase one building (Block T9) would thus require approximately 20 spaces, and the completed project approximately 90 bicycle parking spaces. Although the number of spaces provided would not meet the recommendations in the Oakland Bicycle Master Plan, the demand for bicycle parking would be met. To meet the requirements of the Bicycle Master Plan, the first building, on Block T9, would have to provide approximately 150 long-term spaces and about 50 short-term spaces (about 200 spaces total). For the commercial uses in the complete project, the requirement would be approximately 730 long-term spaces and about 225 short-term spaces, or about 955 spaces in all. As noted above, the Bicycle Plan requirements likely overstate demand. For the 200 residential units, 20 short-term spaces are recommended, as well as 100 long-term spaces (applying the rate for "multifamily dwelling without private garage").

As noted in Section IV.A, Land Use and Plans, the Bicycle Master Plan states that developers should be given the option of providing half of the required long-term spaces at an off-site location (within three blocks) or through payment of an in-lieu fee to the City's Bicycle Program to provide public bicycle parking. Therefore, bicycle parking to meet the Plan requirements could be provided at off-site locations, including the City Center Garage or City Center West Garage; within other parking garages in the City Center area; in or near the 12th Street BART station; or in a separate bicycle parking facility that could be established within the vicinity.

Significance after Mitigation: Less than Significant

CONSTRUCTION-PERIOD IMPACTS

Impact B.7: Project construction could result in temporary circulation impacts in the project vicinity. This would be a potentially significant impact.

The completed project would require removal of approximately 160,000 cubic yards (CY) of soil. At 15 CY per truck trip, this will result in about 10,650 round-trips, or approximately 21,300 one-way truck trips. If the excavation period for each building lasts approximately two months, this would result in about 120 one-way truck trips per workday, or 15 per hour (needs verification by project sponsor, along with location of disposal/reuse site). Because these trips are expected to be spread more-or-less evenly throughout an eight-hour workday, impacts on peak-hour traffic would likely be limited.

Mitigation Measure B.7: Prior to the start of excavation or construction, the project sponsor would submit to the City Traffic Engineering Division for review and approval a plan for managing construction-period traffic and parking. This plan would include information on routing of construction traffic, provision of off-street parking for construction workers, and off-street equipment staging.

Significance after Mitigation: Less than Significant

REFERENCES – Traffic, Circulation, and Parking

Alameda County Congestion Management Agency. Congestion Management Program - 1998 Update, July 29, 1998.

Alameda-Contra Costa Transit District, *AC Transit 1998 Boarding & Alighting Survey*, 1998.

FDOT (Florida Department of Transportation), *Level of Service Standards and Guidelines Manual for Planning*, 1995.

ITE (Institute of Transportation Engineers), *Trip Generation*, 6th Edition, 1997.

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

SANDAG (San Diego Association of Governments), *Traffic Generators,* 1998.

San Jose State University, Institute of Metropolitan Studies, *Effects of Density on Transit Usage and Residential Trip Generation*, 1994

Transportation Research Board, *Highway Capacity Manual*, Special Report No. 209, 1994 update.

Wilbur Smith Associates, *Oakland Downtown Parking Study Update*, Final Report, December 18, 1998.

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[20] Assumes 3.3 office workers per 1,000 square feet and the Bicycle Master Plan requirement of one long-term space per 3,000 square feet.

C. AIR QUALITY

SETTING

CLIMATE AND METEOROLOGY

Atmospheric conditions such as wind speed, wind direction, and air temperature gradients interact with the physical features of the landscape to determine the movement and dispersal of air pollutants. The project site lies within a meteorological subregion that stretches from the City of Richmond in the north to the City of San Leandro in the south and from San Francisco Bay in the west to the Oakland-Berkeley Hills in the east (Bay Area Air Quality Management District, 1996). In this subregion, marine air traveling through the Golden Gate, as well as through San Francisco and through the San Bruno Gap, is a dominant weather factor. The Oakland-Berkeley Hills cause the westerly flow of air to split off to the north and south of Oakland, which causes diminished wind speeds. Wind measurements taken at the former Alameda Naval Air Station, which is approximately 2 to 3 miles west-southwest of the project site, indicate that the predominant wind flow is out of the west (California Environmental Protection Agency, 1984). Westerly winds occur approximately 40 percent of the time. Average wind speeds vary from season to season with the strongest average winds occurring during spring and the lightest average winds during fall. Average wind speeds are approximately 10 miles per hour during spring and 7 miles per hour during fall. Calm conditions occur approximately 10 percent of the time on an annual basis.

Temperatures in this subregion have a narrow range due to the proximity of the moderating influence of marine air. Maximum temperatures in summer average in the mid-70's (in degrees Fahrenheit), with minimums in the mid-50's. Winter highs are in the mid- to high-50's, with lows in the low- to mid-40's. The air pollution potential is lowest for the parts of the subregion that are closest to the bay, due largely to good ventilation and less influx of pollutants from upwind sources. However, the frequent occurrence of light winds in the evenings and early morning occasionally causes elevated pollutant levels.

AIR QUALITY PLANS, POLICES AND STANDARDS

Ambient Air Quality Standards and Attainment / Nonattainment Designations

Regulation of air pollution is achieved through both national and state ambient air quality standards and emissions limits for individual sources of air pollutants. The federal Clean Air Act requires the U.S. Environmental Protection Agency (U.S. EPA) to identify National Ambient Air Quality Standards (national standards) to protect public health and welfare. National standards have been established for ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, suspended particulate matter (PM-10), and lead. These pollutants are called "criteria" air pollutants because standards have been established for each of them to meet specific public health and welfare criteria. California has adopted more stringent ambient air quality standards for most of the criteria air pollutants (referred to as State Ambient Air Quality Standards or state standards) and

has adopted ambient standards for some pollutants for which there is no corresponding national standard.

Under amendments to the federal Clean Air Act, U.S. EPA has classified air basins, or portions thereof, as either "attainment" or "nonattainment" for each criteria air pollutant, based on whether or not the national standards have been achieved. In 1988, the state Legislature passed the California Clean Air Act, which is patterned after the federal Clean Air Act to the extent that areas are required to be designated as "attainment" or "nonattainment" for the state standards, rather than the national standards. Thus, areas in California have two sets of attainment / nonattainment designations: one set with respect to the national standards and one set with respect to the state standards. The project site lies within Alameda County, a sub-region of the San Francisco Bay Area Air Basin (Bay Area). The Bay Area is currently designated "nonattainment" for state and national ozone standards and for the state PM-10 standard (California Environmental Protection Agency, 1998). Urbanized areas within the Bay Area are also designated as a "maintenance" area for the national carbon monoxide standard. The "maintenance" designation denotes that the area, now "attainment," had once been designated as "nonattainment." The Bay Area is "attainment" or "unclassified" with respect to the other ambient air quality standards.

Regional Air Quality Plans

The federal Clean Air Act (CAA) requires nonattainment areas to prepare air quality plans (known as State Implementation Plans, or SIPs) that include strategies for achieving attainment. To satisfy federal CAA requirements, an Air Quality Plan for the Bay Area was adopted in 1982 to achieve attainment of the national standards for ozone and carbon monoxide by 1987. Under the federal Clean Air Amendments of 1990, SIPs were required to be revised to meet new requirements for those areas, like the Bay Area, that did not meet the 1987 deadline.

With respect to ozone, a SIP revision for the Bay Area was prepared pursuant to the federal Clean Air Act Amendments of 1990. This ozone SIP, the *Ozone Maintenance Plan* (Association of Bay Area Governments, 1994a), was developed for the Bay Area in anticipation of a change in designation to "attainment." In 1995, U.S. EPA approved the Bay Area Air Quality Management District's (BAAQMD's) request to change the Bay Area's designation to "attainment" for the national standard for ozone based on monitoring data that indicated that the Bay Area had achieved the national standard. At the same time, U.S. EPA also approved the *Ozone Maintenance Plan*, which then became part of the current ozone SIP for the Bay Area. Since then, however, U.S. EPA has decided to change the designation back to "nonattainment" based on monitored violations in 1995 and 1996, and as a result, a revised SIP was prepared and has recently been submitted to U.S. EPA for review.

With respect to carbon monoxide, U.S. EPA approved a redesignation request for the Bay Area to "attainment" for the national carbon monoxide standard and to approve a *Carbon Monoxide Maintenance Plan* (Association of Bay Area Governments, 1994b), which is the new carbon monoxide SIP for the Bay Area.

The California Clean Air Act also requires nonattainment areas (not including state PM-10 nonattainment areas) to prepare plans that include strategies for achieving attainment. In 1991, the *Bay Area '91 Clean Air Plan* (*'91 Clean Air Plan*) was developed to reduce population exposure to unhealthful levels of ozone through tighter industry controls, cleaner cars and trucks, cleaner fuels, and increased commute alternatives. The *'91 Clean Air Plan* has been updated on a triennial basis. The most recent update is the *Bay Area '97 Clean Air Plan*, which contains additional control strategies that will reduce ozone precursors (Bay Area Air Quality Management District, 1997). Reductions will be achieved through increasingly stringent state and federal programs affecting motor vehicles; more stringent regulations on polluting industries and businesses; reformulation of paints and consumer products to reduce volatile pollutant content; programs to reduce automobile use and traffic congestion; and efforts to maintain and improve public transit systems.

City of Oakland General Plan

The *Oakland General Plan* Open Space, Conservation and Recreation Element contains the following Air Quality objective and policies that would apply to the proposed project (City of Oakland, 1996).

Objective

1. To improve air quality in Oakland and the surrounding Bay Region.

Policies

CO-12.1. Promote land use patterns and densities which help improve regional air quality conditions. The City supports efforts of the responsible public agencies to reduce air pollution.

CO-12.4. Require that development projects be designed in a manner which reduces potential adverse air quality impacts.

Projects, such as the one evaluated herein, that would locate residences near major transportation corridors and that include a local-serving commercial component, are generally consistent with the above objective and policies of the *Oakland General Plan.*

REGULATORY AGENCIES

The Air Resources Board (ARB), California's air quality management agency, regulates mobile emissions sources such as construction equipment, trucks, and automobiles, and oversees the activities of regional/county air districts. ARB is responsible for establishing emissions standards for on-road motor vehicles sold in California. The Bay Area Air Quality Management District (BAAQMD) is the regional agency empowered to regulate air pollutant emissions from stationary sources in the Bay Area. BAAQMD regulates air quality through its permit authority over most types of stationary emission sources and through its planning and review activities. BAAQMD's permit authority does not extend to on-road motor vehicles.

EXISTING AIR QUALITY CONDITIONS

BAAQMD operates a regional air quality monitoring network that provides information on ambient concentrations of criteria air pollutants. Monitored ambient air pollutant concentrations reflect the number and strength of emissions sources and the influence of topographical and meteorological factors. Table IV.C-1 presents a summary of recent monitoring data from the monitoring stations closest to the project site for those pollutants for which the Bay Area is, or has been, designated "nonattainment." The monitoring data shown in Table IV.C-1 were collected at BAAQMD's monitoring station on Alice Street in downtown Oakland and at BAAQMD's monitoring station in San Leandro. In Table IV.C-1, air pollutant concentrations are compared with the corresponding state standards, which are more stringent than their national counterparts.

Ozone

Ozone is a reactive pollutant, which is not emitted directly into the atmosphere, but is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG, or hydrocarbons) and nitrogen oxides (NO_x). ROG and NO_x are known as precursor compounds for ozone. Substantial ozone production generally requires ozone precursors to be present in a stable atmosphere with strong sunlight for approximately three hours. Ozone is a regional air pollutant because it is not emitted directly by sources, but is formed downwind of sources of ROG and NO_x under the influence of wind and sunlight. Ozone concentrations tend to be higher in the late spring, summer, and fall, when the long sunny days combine with regional subsidence inversions to create conditions conducive to the formation and accumulation of secondary photochemical compounds.

Short-term exposure to ozone can irritate the eyes and cause constriction of the airways (Bay Area Air Quality Management District, 1996). Besides causing shortness of breath, ozone can aggravate existing respiratory diseases such as asthma, bronchitis and emphysema. Table IV.C-1 shows that only one violation of ozone standards has been recorded at the Alice Street station in downtown Oakland over the past five years; however, violations are more frequent in places that are generally downwind of the urbanized central part of the Bay Area, such as the Livermore and Santa Clara valleys. On-road motor vehicles account for approximately 53 percent and 58 percent of the regional inventory of ROG and NO_x, respectively (California Environmental Protection Agency, 1997). Region-wide ozone precursor emissions of ROG and NO_x are expected to decrease by 16 percent and 22 percent, respectively, between 1997 and 2003 (Bay Area Air Quality Management District, 1997).

Carbon Monoxide

Carbon monoxide is a non-reactive pollutant that is a product of incomplete combustion. Ambient carbon monoxide concentrations generally follow the spatial and temporal distributions of vehicular traffic and are also influenced by meteorological factors such as wind speed and atmospheric mixing. Under inversion conditions, carbon monoxide concentrations may be distributed more uniformly over an area out to some distance from vehicular sources. When

TABLE IV.C-1
OAKLAND / SAN LEANDRO AIR POLLUTANT SUMMARY (1994-1998)

Pollutant	*Standard*[b]	Concentrations, by Year[a] 1994	1995	1996	1997	1998
Ozone						
Highest 1-hour average concentration, ppm[c]	*0.09*	0.06	**0.11**	0.09	0.08	0.06
Number of violations[d]		0	1	0	0	0
Carbon Monoxide						
Highest 1-hour average concentration, ppm	*20*	7	5	7	8	NA
Number of violations		0	0	0	0	
Highest 8-hour average concentration, ppm	*9.0*	5.5	3.9	3.9	3.6	4.6
Number of violations		0	0	0	0	0
Suspended Particulate (PM-10)						
Highest 24-hour average concentration, $\mu g/m^3$ [c]	*50*	**62**	47	**59**	**65**	32
Violations/Samples[e]		1/61	0/61	1/61	1/61	0/25
Annual Geometric Mean, $\mu g/m^3$	*30*	18.7	16.9	19.1	15.9	13.0

a Ozone and carbon monoxide data are from the Alice Street monitoring station, which is approximately 0.5 miles southeast of the project site. The Alice Street station does not monitor PM-10. PM-10 data are from the San Leandro monitoring station, approximately 9 miles southeast of the project site.
b State standard, not to be exceeded.
c ppm: parts per million; $\mu g/m^3$: micrograms per cubic meter.
d For ozone, "number of violations" refers to the number of days in a given year during which excesses of the standards were recorded.
e Indicates the number of violations and the number of samples taken in a given year.

NOTE: **Bold** values are in excess of applicable standard. NA = Not Available.

SOURCE: California Environmental Protection Agency, Air Resources Board, *Air Quality Data Summary*, 1994 through 1997; www.arb.ca.gov.

inhaled at high concentrations, carbon monoxide combines with hemoglobin in the blood and reduces the oxygen-carrying capacity of the blood. This results in reduced oxygen reaching the brain, heart, and other body tissues.

On-road motor vehicles are responsible for approximately 81 percent of the carbon monoxide emitted within Alameda County (California Environmental Protection Agency, 1997). As shown in Table IV.C-1, carbon monoxide standards have not been violated at the Alice Street monitoring station in downtown Oakland over the past five years. Carbon monoxide emissions are expected to decrease approximately 22 percent between 1997 and 2003 (Association of Bay Area Governments, 1994b).

Particulate Matter (PM-10)

PM-10 consists of particulate matter that is 10 microns or less in diameter (a micron is one-millionth of a meter). PM-10 represents a fraction of particulate matter, which can be inhaled into the air passages and the lungs and cause adverse health effects. Particulate matter in the atmosphere results from many kinds of dust- and fume-producing industrial and agricultural operations, fuel combustion, and atmospheric photochemical reactions. Some sources of particulate matter, such as demolition and construction activities, are more local in nature, while others, such as vehicular traffic, have a more regional effect. Very small particles of certain substances (e.g., sulfates and nitrates) can cause lung damage directly, or can contain adsorbed gases (e.g., chlorides or ammonium) that may be injurious to health. Particulates also can damage materials and reduce visibility.

In Alameda County, the major direct sources of PM-10 emissions are paved and unpaved road dust (35 percent), construction and demolition activities (12 percent), residential fuel combustion (11 percent), and industrial processes (10 percent) (California Environmental Protection Agency, 1997). Table IV.C-1 indicates that the state 24-hour PM-10 standard is violated in San Leandro approximately 1 percent of the time. Direct PM-10 emissions are expected to increase approximately 10 percent between 1997 and 2003 (Bay Area Air Quality Management District, 1997).

SENSITIVE LAND USES

Some persons are considered more sensitive than others to air pollutants. The reasons for heightened sensitivity may include health problems, proximity to the emissions source, and duration of exposure to air pollutants. Land uses such as schools, hospitals, and convalescent homes are considered to be relatively sensitive to poor air quality because the very young, the old, and the infirm are more susceptible to respiratory infections and other air-quality-related health problems than the general public. Residential areas are considered sensitive to poor air quality because people are often at home for extended periods. Recreational land uses are moderately sensitive to air pollution, because vigorous exercise associated with recreation places a high demand on the human respiratory system.

The project site is located in an area generally occupied by office and retail uses. In addition, Lafayette Square Park, a recreational use, is south of Block T12. There are residential uses on 14th Street, north of Block T10, which itself would include residential units on the upper floors.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

A project would generally have a significant effect on the environment if it would: (1) conflict with or obstruct implementation of the applicable air quality plan; (2) violate any air quality standard or contribute substantially to an existing or projected air quality violation; (3) result in a cumulatively considerable net increase of any nonattainment pollutant; (4) expose sensitive

receptors to substantial pollutant concentrations; or (5) create objectionable odors affecting a substantial number of people. The following air quality analysis addresses the first four of these general criteria; the fifth is not discussed since the project would not include development of the types of land uses generally associated with potential odor impacts.

BAAQMD has published a set of recommendations that provide specific guidance on evaluating projects under CEQA relative to the above general criteria (Bay Area Air Quality Management District, 1996). For temporary construction-phase impacts, BAAQMD recommends a qualitative approach that focuses on the dust control measures that would be implemented. If appropriate mitigation measures are implemented to control PM-10 emissions, then the impact from construction would be less than significant. For evaluating operational-phase emissions, BAAQMD recommends that local agencies use a criterion of 80 pounds per day to identify significant increases in emissions of ROG, NO_x, or PM-10 from indirect sources (e.g. motor vehicle traffic) associated with individual development projects. Carbon monoxide impacts are evaluated through application of dispersion modeling techniques and a direct comparison of modeled concentrations with ambient carbon monoxide standards. Lastly, BAAQMD recommends that cumulative air quality effects be discussed with reference to the consistency of a project to the regional Clean Air Plan. The BAAQMD recommendations are used herein to identify significant effects of the project and significant cumulative effects.

METHODOLOGY

Construction-phase impacts are discussed qualitatively, and the applicable BAAQMD-recommended dust abatement measures are identified. Operational-phase emissions associated with the project have been estimated using the URBEMIS7G computer program (Jones & Stokes Associates, 1998). Project related indirect-source emissions are then compared with the BAAQMD-recommended significance criteria (80 pounds per day for ROG, NO_x, or PM-10).

Local carbon monoxide concentrations are quantified using methods and emissions factors developed by BAAQMD (Bay Area Air Quality Management District, 1996). Local concentration increments are added to projected background concentrations to estimate total carbon monoxide concentrations. Eight-hour-average carbon monoxide concentrations are estimated from the one-hour concentrations by using a persistence factor of 0.7 and then adding in the appropriate eight-hour background concentration. The resulting ambient carbon monoxide concentrations are then compared to the one-hour and eight-hour state carbon monoxide standards to determine if there would be any air quality standard violations.

Generally, if a project results in a project-specific increase in ROG, NO_x, or PM-10 of more than 80 pounds per day, then it would also be considered to contribute substantially to the significant cumulative effect. If the increase in emissions would be less than the project-specific criterion, the cumulative effect is evaluated based on a determination of the consistency of the project with the regional Clean Air Plan. Generally, a project that is consistent with the applicable General Plan, such as the proposed project, would not contribute in a significant manner to the cumulative regional effect if the applicable General Plan itself is consistent with the Clean Air Plan. To be consistent with the Clean Air Plan, a General Plan must be based on population projections that

are consistent with those used in developing the Clean Air Plan and must provide for a rate of increase in vehicle-miles-traveled (VMT) that does not exceed the rate of increase in population.

This analysis relies in part on air quality analysis conducted for the *General Plan Land Use and Transportation Element EIR* (City of Oakland, 1997; Section III.E), which evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site, along with other projects in a "Downtown Showcase District" that envisioned construction of an additional 1.2 million square feet of office space, 1.1 million square feet of retail space, 250,000 square feet of entertainment activities, and 450 residential units.

PROJECT IMPACTS

Project Construction

Impact C.1: Fugitive dust generated by construction activities would be substantial and would increase PM-10 concentrations in the immediate project vicinity. This would be a significant impact.

Project construction would involve excavation and removal of approximately 160,000 cubic yards of soil over the four sites and construction of four structures. On the first site proposed for development, Block T9, excavation would be limited to removal of about 20,000 cubic yards of soil, as the surface of Block T9 is below street grade. Construction would occur over a period of approximately 18 months on each block; it is anticipated that construction would not occur on more than one 60,000-square-foot (1.4-acre) block at a time.

Construction of the project would generate substantial amounts of dust (including PM-10) primarily from "fugitive" sources (i.e., emissions released through means other than through a stack or tailpipe) and lesser amounts of other criteria air pollutants primarily from operation of heavy equipment and haul truck trips. A large portion of the total construction dust emissions would result from grading activities and heavy equipment travel over temporary roads at the construction site. Dust emissions would vary from day to day, depending on the level and type of activity, silt content of the soil, and the weather. Equipment and trucks used for the construction of the project would generate criteria air pollutants from engine exhausts.

Project construction activities may result in significant quantities of dust in the absence of mitigation measures, and as a result, local visibility and PM-10 concentrations may be adversely affected on a temporary and intermittent basis during the construction period. This would be a significant effect of the project.

With respect to the other emissions sources associated with project construction, their related emissions are generally included in the emissions inventory that is the basis for regional air quality plans and are not expected to impede attainment or maintenance of ozone and carbon monoxide standards in the Bay Area (Bay Area Air Quality Management District, 1996). Therefore, construction-related emissions, other than fugitive dust, would not be significant.

Mitigation Measure C.1: The project sponsor shall require the construction contractor to implement a dust abatement program.

Elements of this program shall include the following:

- Water all active construction areas at least twice daily;
- Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least two feet of freeboard (i.e., the minimum required space between the top of the load and the top of the trailer);
- Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas at construction sites;
- Sweep daily (with water sweepers) all paved access roads, parking areas and staging areas at construction sites;
- Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets; and
- Designate a person or persons to oversee the implementation of a comprehensive dust control program and to increase watering, as necessary.

The above list of measures are recommended by BAAQMD as feasible control measures to reduce construction dust emissions at sites, such as the individual development blocks associated with the project, which are less than four acres in area. With implementation of these mitigation measures, the residual effect would be less than significant.

In addition, the following measures, which are identified in the EIR on the *Oakland General Plan Land Use and Transportation Element* (City of Oakland, 1997; p. III.E-26) for future development projects, are recommended to minimize construction equipment emissions during the construction period:

- Demonstrate compliance with BAAQMD Regulation 2, Rule 1 (General Requirements) for all portable construction equipment subject to that rule. BAAQMD Regulation 2, Rule1 requires an authority to construct and permit to operate certain types of portable equipment used for construction purposes (e.g., gasoline or diesel-powered engines used in conjunction with power generation, pumps, compressors, and cranes) unless such equipment complies with all applicable requirements of the "CAPCOA Portable Equipment Registration Rule" or with all applicable requirements of the Statewide Portable Equipment Registration Program. This exemption is provided in BAAQMD Rule 2-1-105.
- Perform low- NO_x tune-ups on all diesel-powered construction equipment greater than 50 horsepower (no more than 30 days prior to the start of use of that equipment). Periodic tune-ups (every 90 days) should be performed for such equipment used continuously during the construction period.

Significance after Mitigation: Less than Significant

Project Operation

Impact C.2: The project would result in an increase in criteria pollutant emissions due to related motor vehicle trips and on-site area emissions sources. This would be a significant impact.

Once built and occupied, the project would affect air quality over the long-term due to related vehicle trips and, to a lesser extent, on-site area sources. On-site area sources would primarily include natural gas combustion for space and water heating purposes. Among the criteria air pollutants, natural gas combustion produces mostly carbon monoxide and NO_x; emissions of ROG and PM-10 from natural gas combustion is negligible from commercial and residential boilers and furnaces. Upon completion of Block T9, emissions from natural gas combustion would be approximately 3 pounds per day of carbon monoxide and 4 pounds per day of NO_x. Upon buildout, emissions from natural gas combustion associated with development within all four blocks would be approximately 15 pounds per day of carbon monoxide and 17 pounds per day of NO_x. These emissions would be relatively minor compared to the indirect source emissions associated with project-related motor vehicle trips, discussed below.

Occupancy of the proposed structures would generate indirect emissions sources in the form of related motor vehicle trips. Project-related daily motor vehicle trips would increase from approximately 2,500 in 2001 with development of Block T9 to approximately 6,000 in 2005 with development of Blocks T9 and T5/6, and then to approximately 9,600 in 2010 with development of all four blocks. These daily trip estimates reflect the relatively high level of transit use (estimated to be 40 percent of person trips) that is a characteristic of the project vicinity. Table IV.C-2 summarizes emissions estimates from project-related motor vehicle trips in 2001, the anticipated year of completion of the first building, on Block T9, in 2005, the anticipated year of completion of Block T9 and T5/6, as well as emissions for the entire complex of four buildings, estimated to be completed by 2010. The emissions estimates shown in Table IV.C-2 reflect project-related trips in the three analysis years (2001, 2005, and 2010) taking into account the continued reduction in emissions per vehicle-mile-traveled arising from state and federal motor vehicle emissions controls programs.

Project-related emissions of ROG and NO_x (i.e., ozone precursor emissions) would contribute incrementally to regional ozone concentrations. The project's incremental contribution to the regional ozone problem can be roughly described in terms of percentages of County-wide and region-wide emissions inventories of the ozone precursors. In terms of percentages, project-related emissions of ROG and NO_x from natural gas combustion and motor vehicle trips would represent approximately 0.05 percent of County-wide emissions of those pollutants and approximately 0.01 percent of region-wide emissions in 2010 at project buildout.

Most of the PM-10 due to the project would be generated by vehicle entrainment of dust on paved roads. This increase in PM-10 would contribute incrementally to roadside PM-10 concentrations. In terms of percentages, project-related PM-10 would represent approximately 0.04 percent of direct County-wide PM-10 emissions and approximately 0.007 percent of direct region-wide PM-10 emissions in 2010 at project buildout.

TABLE IV.C-2
ESTIMATED MOTOR VEHICLE EMISSIONS FOR THE PROPOSED PROJECT

Pollutant	Emissions (pounds per day)[a] Block T9 (2001)	Blks. T9 & T5/6 (2005)	Buildout (2010)	Significance Threshold (pounds per day)
Reactive Organic Gases	46	61	76	80
Nitrogen Oxides	41	58	**83**	80
PM-10	24	42	79	80

[a] Emission estimates were developed using URBEMIS 7G (Jones & Stokes Associates, 1998) assuming an ambient temperature of 75 degrees Fahrenheit and a buildout year of 2001 for Block T9, 2005 for Block T5/6, and 2010 for the entire project, consisting of all four buildings. Motor vehicle emissions reflect a generation rate of approximately 2,800 (one-way) trips per day for Block T9, approximately 5,100 trips per day for Block s T9 and T5/6, and approximately 9,600 trips per day at buildout. The assumed vehicle mix includes 65 percent light duty autos; 22 percent light duty trucks; 10 percent medium duty trucks; 1.5 percent light, medium, and heavy heavy-duty trucks; 0.5 percent urban buses, and 1 percent motorcycles.

NOTE: Values shown in **bold** type exceed the corresponding significance criterion.

SOURCE: Environmental Science Associates, 1999.

As shown in Table IV.C-2, the indirect source (i.e., motor vehicle) emissions of ROG, NO_x, and PM-10 from the project would be 46, 41, and 24 pounds per day, respectively, in 2001. This increase would be less than the significance criterion of 80 pounds per day. By 2005, assuming occupancy of Blocks T9 and T5/T6, indirect source emissions of ROG, NO_x, and PM-10 from the project would be 61, 58, and 42 pounds per day, respectively, which would also be less than the significance criterion. However, by 2010, assuming full buildout of all four blocks, indirect source emissions of ROG, NO_x, and PM-10 from the project would be 76, 83, and 79 pounds per day, respectively. Since the increase in NO_x emissions from indirect sources would exceed 80 pounds per day, the impact would be significant.

Mitigation Measure C.2a: Throughout operation of the project, the project sponsor shall implement Transportation Control Measures identified in the *General Plan Land Use and Transportation Element EIR.*

Based on a review of the project versus the measures listed in the *General Plan Land Use and Transportation Element EIR*, it is apparent that the project, as proposed, would incorporate some of these measures, identified on p. III.E-27 of the *Land Use and Transportation Element EIR*. For instance, the project would include local-serving retail uses. Also, the project would develop a high-density office use in close proximity to transit corridors and the City Center BART station, and as such, would provide the opportunities for future project workers and residents to reduce their dependency on private vehicle use. However, the air quality impact analysis derives from daily trip estimates that already reflect these project characteristics and concludes that the

increase in NO_x emissions would be significant nonetheless. Therefore, the following Transportation Control Measures shall be implemented to increase the likelihood that the assumed level of use of alternative travel modes (i.e., transit and carpool) that has been incorporated into the impact analysis would be exceeded in practice and, furthermore, to reduce estimated vehicle-related NO_x emissions by four percent, which would reduce the impact to less than significant (i.e., to less than 80 pounds per day). (For each measure, the estimated effectiveness in reducing vehicle trips is given in parentheses.)

- Implement a carpool/vanpool program (e.g. carpool ridesharing for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.) (effectiveness 1.0 to 4.0 percent of work trips);
- In coordination with AC Transit and City staff, construct transit facilities such as bus turnouts/bus bulbs, benches, and shelters along the road segments that define the development blocks (effectiveness 0.5 to 2.0 percent of all trips);[1]
- Provide preferential parking (e.g., near building entrance) and reduced/eliminated parking fees in the City Center Garage and City Center West Garage for carpool and vanpool vehicles (effectiveness 0.5 to 1.5 percent of work trips for preferential location; 2 percent or more of work trips for reduced parking fees);
- Provide employer subsidy of transit passes (such as through the Metropolitan Transportation Commission's "Commuter Check" program);
- Provide secure, weather-protected long-term bicycle parking for future residents and employees at the proposed retail and office uses (effectiveness 0.5 to 2.0 percent of work trips);
- Provide showers and lockers for employees bicycling or walking to work at the proposed retail and office uses (effectiveness 0.5 to 2.0 percent of work trips); and
- Provide secure short-term bicycle parking for future retail customers (effectiveness 1.5 to 2.0 percent of non-work trips).

Mitigation Measure C.2b: The project sponsor shall implement Mitigation Measure B.5 (improvements to BART 12th Street Station exit gates) to facilitate use of BART by project workers and residents.

Significance after Mitigation: Less than Significant.

The above measures, if implemented throughout all phases of the project, would be expected to reduce emissions of nitrogen oxides by at least 3 pounds per day (about 3.5 percent), thereby reducing project emissions to a less-than-significant level.

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[1] There are currently two bus benches, but no shelters, on 12th Street near the project site: one near the Federal Building and one just west of Broadway. There are no bus shelters or benches on 11th Street.

Impact C.3: Project-related traffic would increase carbon monoxide concentrations at intersections in the project vicinity. This would be a less-than-significant impact.

The *General Plan Land Use and Transportation Element EIR.* (p. III.E-28 of that document) analyzed local carbon monoxide concentrations along those roads and at those intersections that would support project-related traffic. That EIR evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site, along with other projects in a "Downtown Showcase District" that envisioned construction of an additional 1.2 million square feet of office space, 1.1 million square feet of retail space, 250,000 square feet of entertainment activities, and 450 residential units. The *Land Use and Transportation Element EIR* assumed that the Downtown Showcase District projects would be complete by 2005, which provides for a conservative analysis, as it is likely that some of the projects, including later phases of the City Center Project evaluated in this EIR, will not be completed until after 2005.

The *Land Use and Transportation Element EIR* found that local carbon monoxide concentrations would not exceed state or federal standards at any of the 14 "gateway" intersections to the Downtown area, where traffic volumes are and would be highest. For this EIR, carbon monoxide concentrations were estimated at the three intersections that would experience changes in level of service with the project, using BAAQMD-developed methodology and emissions factors and the results of the traffic study prepared for this report. The estimates are shown in Table IV.C-3. As shown in that table, carbon monoxide concentrations would not violate ambient carbon monoxide standards under existing or any of the future analysis scenarios. Carbon monoxide emission rates are projected to decrease into the future due to cleaner burning fuels and improved combustion technologies. Since the project would not cause any violations of carbon monoxide standards, project-generated traffic would not have a significant effect on local carbon monoxide concentrations. In addition, the results shown in Table IV.C-3 supports a conclusion that there would be no significant cumulative effects on local carbon monoxide concentrations.

Mitigation: None required.

CUMULATIVE EFFECTS

Impact C.4: The project together with anticipated future cumulative development in the Bay Area would contribute to regional air pollutant problems. This would be a significant impact.

The project would contribute to cumulative criteria pollutant emissions increases and to cumulative increases in carbon monoxide at local intersections. As described above, full buildout of the project would result in a significant increase in emissions of NO_x, a precursor compound to regional ozone formation, but mitigation measures have been identified to reduce the project's impact to less than significant.

TABLE IV.C-3
ESTIMATED CARBON MONOXIDE CONCENTRATIONS AT SELECTED INTERSECTIONS IN PROJECT VICINITY

Intersection	Averaging Time (hours)	Concentrations (parts per million)[a,b] Existing 1999	Future Base[c] 2001	Future Base + Project 2001	Cumulative 2010
Broadway/ 11th Street	1	10.0	9.7	9.8	7.0
	8	6.8	6.5	6.6	4.7
Broadway/ 12th Street	1	10.2	10.1	10.3	7.1
	8	6.9	6.8	7.0	4.8
Jefferson/ 12th Street	1	8.7	8.3	8.5	6.6
	8	5.9	5.6	5.7	4.4

a Carbon monoxide concentrations estimates were prepared using BAAQMD methodology and composite emissions factors (Bay Area Air Quality Management District, 1996) and p.m. peak-hour traffic estimates developed for this report. Concentrations correspond to locations at the edge of the road.

b One-hour average concentrations include a background concentration of 5.1 ppm in 1999, 4.88 ppm in 2001, and 3.8 ppm in 2010. Eight-hour average concentrations are assumed to be 70 percent of the local contribution to the one hour concentrations, plus a background concentration of 3.3 ppm in 1999, 3.1 ppm in 2001, and 2.5 ppm in 2010. Background concentrations are based on monitoring data from the Alice Street station extrapolated to future years based on BAAQMD-recommended rollback factors (Bay Area Air Quality Management District, 1996).

c "Future Base" reflects existing traffic volumes plus the traffic generated by cumulative development in the area.

Note: The state one-hour carbon monoxide standard is 20 ppm and the corresponding national standard is 35 ppm. The state and national eight-hour carbon monoxide standard is 9.0 ppm.

SOURCE: Environmental Science Associates, 1999.

As stated above, project-related emissions of ROG and NO_x (i.e., ozone precursor emissions) would contribute incrementally to regional ozone concentrations. As noted in the setting, the Bay Area is currently designated "nonattainment" with respect to both the state and national ozone standards. Project-related emissions of ROG and NO_x would represent approximately 0.05 percent of County-wide emissions of those pollutant and approximately 0.01 percent of region-wide emissions in 2010 at project buildout, and the project's location in an urban area well-served by transit would likely result in fewer emissions than a comparably sized development in a less dense part of the Bay Area where almost all trips would be made by automobile. Most of the PM-10 due to the project would be generated by vehicle entrainment of dust on paved roads. This increase in PM-10 would contribute incrementally to roadside PM-10 concentrations. In terms of percentages, project-related PM-10 would represent approximately 0.04 percent of direct County-wide PM-10 emissions and approximately 0.007 percent of direct region-wide PM-10 emissions in 2010 at project buildout.

Because the region is in nonattainment for ozone and for PM-10 (state standard only), and for purposes of a conservative analysis, the size of the project (2.2 million square feet of office space)

warrants a judgment that the project contribution to this cumulative impact would be "considerable," and therefore the project would result in a significant cumulative impact with respect to air quality.[2]

The project would further contribute to cumulative increases in carbon monoxide at local intersections. Cumulative impacts on carbon monoxide concentrations at local intersections are shown in Table IV.C-3. Under cumulative traffic conditions in 2010, worst-case carbon monoxide concentrations would not violate the corresponding ambient standards. Therefore, the cumulative impact on local carbon monoxide concentrations would not be significant.

Mitigation Measure C.4: No further mitigation available beyond Mitigation Measure C.2a and C.2.b.

Significance after Mitigation: Significant and Unavoidable.

REFERENCES – Air Quality

Association of Bay Area Governments, Bay Area Air Quality Management District, Metropolitan Transportation Commission, *Proposed Final San Francisco Bay Area Redesignation Request and Maintenance Plan for the National Ozone Standard*, July 1994a.

Association of Bay Area Governments, Bay Area Air Quality Management District, Metropolitan Transportation Commission, *Proposed Final San Francisco Bay Area Redesignation Request and Maintenance Plan for the National Carbon Monoxide Standard*, July 1994b.

Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, April 1996.

Bay Area Air Quality Management District, *Bay Area '97 Clean Air Plan*, December 1997.

California Environmental Protection Agency, Air Resources Board, *California Surface Wind Climatology*, June 1984.

California Environmental Protection Agency, Air Resources Board, *Emissions Inventory 1995*, approved November 1997.

California Environmental Protection Agency, Air Resources Board, *Proposed Amendments to the Designation Criteria and Amendments to the Area Designations for State Ambient Air Quality Standards and Proposed Maps of the Area Designations for the State and National Ambient Air Quality Standards,* August 1998.

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[2] Note that, while the project, with mitigation, would not result in vehicle emissions that would exceed the Bay Area Air Quality Management District's thresholds, vehicle emissions taken together with on-site stationary source emissions (mostly building space and water heating) would exceed 80 pounds per day of NOx, even with mitigation. Although not a project-specific significant impact, this factor argues for a project "considerable" contribution to the cumulative impact related to NOx.

City of Oakland, *Open Space, Conservation and Recreation, An Element of the Oakland General Plan*, 1996.

City of Oakland, *Oakland General Plan Land Use and Transportation Element, Final Environmental Impact Report*, prepared for the City of Oakland, October 1997.

Jones & Stokes Associates, California Air Resources Board, *URBEMIS7G Computer Program User's Guide, Version 3.1,* August 1998.

D. NOISE

SETTING

AMBIENT NOISE SOURCES AND LEVELS

Environmental noise usually is measured in A-weighted decibels (dBA).[1] Environmental noise typically fluctuates over time, and different types of noise descriptors are used to account for this variability. Typical noise descriptors include the energy-equivalent noise level (L_{eq}) and the day-night average noise level (DNL).[2] DNL is commonly used in establishing noise exposure guidelines for specific land uses.

The predominant source of noise at the project site and vicinity is motor vehicle traffic traveling on local streets. Sources of minor noise primarily relate to activities associated with existing development (loading and unloading activities, parking cars, pedestrian activities, loud auto/portable stereos, etc.). In general, average travel speeds on local streets in the project vicinity are relatively low due to traffic signal controls at most intersections. However, the reductions in noise levels that result from reduced travel speeds are offset by noise reflected back and forth off buildings within local "street canyons" along streets with highrise buildings. Peak noise levels generated by passing automobiles are typically 50 to 60 dB at 50 feet. Passing buses, trucks, motorcycles and poorly-muffled automobiles can generate peak levels that are higher. Table IV.D-1 presents noise levels for locations in the project vicinity.

SENSITIVE RECEPTORS

Human response to noise varies considerably from one individual to another. Effects of noise at various levels can include interference with sleep, concentration, and communication; physiological and psychological stress; and hearing loss. Given these effects, some land uses are considered more sensitive to ambient noise levels than others. In general, residences, schools, hospitals, and nursing homes are considered to be the most sensitive to noise. Commercial and industrial uses are considered the least noise-sensitive.

The proposed project would be located in an area generally consisting of office and retail land uses. The nearest sensitive land use are residential hotels on Jefferson Street north of 14th Street and residential hotels and apartments on 14th Street west Jefferson Street; these latter uses are across 14th Street from Block T10. The proposed building on Block T10 would include upper-

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1 A decibel (dB) is a unit of sound energy intensity. Sound waves, traveling outward from a source, exert a sound pressure level (commonly called "sound level") measured in dB. An A-weighted decibel (dBA) is a decibel corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels. All noise levels reported herein are "A-weighted" decibels unless otherwise noted.

2 L_{eq}, the energy equivalent noise level (or "average" noise level), is the equivalent steady-state continuous noise level which, in a stated period of time, contains the same acoustic energy as the time-varying sound level actually measured during the same period. DNL, the day-night average noise level, is a weighted 24-hour average noise level. With the DNL descriptor, noise levels between 10:00 p.m. and 7:00 a.m. are adjusted upwards by ten dBA to take into account the greater annoyance of nighttime noise as compared to daytime noise. Other descriptors used herein include the maximum noise level (L_{max}) and the noise-level-exceeded-X-percent-of-the-time (L_X).

TABLE IV.D-1
EXISTING NOISE LEVELS

Location	Measured Noise Level		Distance to Centerline or Noise Source
	Leq	DNL	
16th St. (at Oak Grove Plaza Square Res.)[a]	65 dB	67 dB	30 ft.
Jefferson St. (at 15th St.)[a]	64 dB	68 dB	40 ft.
Clay St. (at 15th St.)[a]	64 dB	- -	35 ft.
Broadway (at 14th St. in City Hall Plaza)[b]	- -	71 dB	300 ft.

NOTE: In general, Leq represents short-term measurements (15- or 30-minute) while DNL represents long-term measurements (24-hour).

[a] Measurements collected by Orion Environmental Associates on August 5, 1992, for the Oakland Enterprise Zone EIR.

[b] Measurements collected by Geier & Geier Consulting, Inc. on June 16, 1994, for the Elihu Harris State Office Building EIR.

SOURCE: Oakland General Plan Land Use and Transportation Element Draft EIR (October 31, 1997)

story residential units and would, therefore, itself be considered a sensitive land use. Farther from the project site, there is a concentration of residences west of Martin Luther King Jr. Way, along the I-980 freeway. This area also contains churches and a day care center, located in a residence on 18th Street just east of Castro Street.

REGULATORY SETTING

Noise issues are regulated by implementation of Title 24 of the *California Code of Regulations* (for new residential developments), implementation of local General Plan policies, and by enforcement of local Noise Ordinance standards.

State regulations include requirements for the construction of new hotels, motels, apartment houses, and dwellings other than detached single-family dwellings that are intended to limit the extent of noise transmitted into habitable spaces. These requirements are collectively known as the California Noise Insulation Standards and are found in *California Code of Regulations*, Title 24 (known as the Building Standards Administrative Code), Part 2 (known as the California Building Code), Appendix Chapters 12 and 12A. For limiting noise transmitted between adjacent dwelling units, the noise insulation standards specify the extent to which walls, doors, and floor ceiling assemblies must block or absorb sound. For limiting noise from exterior sources, the noise insulation standards set forth an interior standard of DNL 45 dB in any habitable room and require an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard where such units are proposed in areas subject to noise

levels greater than DNL 60 dB. If the interior noise level standard depends upon windows being closed, the design for the structure must also specify a ventilation or air-conditioning system to provide a habitable interior environment. Title 24 standards are enforced through the building permit application process in Oakland, as in most jurisdictions.

The *Oakland General Plan* contains guidelines for determining the compatibility of various land uses with different noise environments (City of Oakland, 1974). The Noise Element recognizes that some land uses are more sensitive to ambient noise levels than others, due to the amount of noise exposure (in terms of both exposure duration and insulation from noise) and the types of activities typically involved. In addition, Policy N3.9 of the Land Use and Transportation Element states, "Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure."

The City uses State noise guidelines for judging the compatibility between different land uses and their noise environments (City of Oakland, 1997). For multi-family residential land uses, the guidelines indicate that a noise environment of DNL 60 dB or less is "normally acceptable" while a noise environment between DNL 60 and 70 dB is "conditionally acceptable" and DNL 70 to 75 dB is "normally unacceptable." For commercial and office uses, which are generally less noise-sensitive, a noise environment of DNL 67 dB or less is considered normally acceptable, while a noise environment between DNL 67 and 75 dB is considered conditionally acceptable.

In this context, "normally acceptable" is defined as satisfactory for the specific land use, assuming that normal conventional construction is used in buildings. "Conditionally acceptable" means that 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" means that 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.

The City of Oakland also regulates noise through enforcement of the noise ordinance, which is found in Section 17.120 of the Oakland Planning Code. The noise ordinance specifies maximum allowable noise levels at various land uses. The standards are shown in Table IV.D-2. The first set of standards apply to long-term noise exposure at specific land uses, while the second set of standards apply to temporary exposure to short- and long-term construction noise. The noise ordinance states that if the measured ambient noise level exceeds the applicable noise level standard in any category, then the stated applicable noise level shall be adjusted so as to equal the ambient noise level.

TABLE IV.D-2
OAKLAND NOISE ORDINANCE – MAXIMUM ALLOWABLE RECEIVING NOISE STANDARDS

NOISE LEVEL STANDARD FOR SPECIFIED LAND USES

Receiving Land Use	Cumulative Number of Minutes in One-hour Time Period[a]	Maximum Allowable Noise Level Standard, dB	
		Daytime7 a.m. to 10 p.m.	Nighttime10 p.m. to 7 a.m.
Residential, School, Child Care, Health Care Or Nursing Home, And Public Open Space	20	60	45
	10	65	50
	5	70	55
	1	75	60
	0	80	65
Commercial	20	65	65
	10	70	70
	5	75	75
	1	80	80
	0	85	85
Manufacturing, Mining, and Quarrying	20	70	70
	10	75	75
	5	80	80
	1	85	85
	0	90	90

NOISE LEVEL STANDARDS FOR TEMPORARY CONSTRUCTION OR DEMOLITION ACTIVITIES

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

[a] The concept of "20 minutes in an hour" is equivalent to the $L_{33.3}$, which is a noise descriptor identifying the noise level exceeded one-third (33.3 percent) of the time. Likewise. "10 minutes in an hour," "5 minutes in an hour," and "1 minute in an hour" are equivalent to the $L_{16.7}$, $L_{8.3}$, and $L_{1.7}$, respectively. L_{max}, or maximum noise level, represents the standard defined in terms of "0 minutes in an hour".

SOURCE: Oakland Planning Code, Chapter 17.120

IMPACTS AND MITIGATION MEASURES

APPROACH TO ANALYSIS

Temporary construction impacts are evaluated with reference to typical noise levels generated during various phases of construction and to the proximity of sensitive land uses. Long-term noise impacts are evaluated both with respect to the impact of the project on existing uses and the impact of the existing noise environment on future project residents.

This analysis relies in part on noise analysis conducted for the *General Plan Land Use and Transportation Element EIR* (City of Oakland, 1997), which evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site, along with other projects in a "Downtown Showcase District" that envisioned construction of an additional 1.2 million square feet of office space, 1.1 million square feet of retail space, 250,000 square feet of entertainment activities, and 450 residential units.

SIGNIFICANCE CRITERIA

Generally, a project would have a significant effect on the environment if it would result in a substantial, temporary or permanent, increase in ambient noise levels in the project vicinity or if it would expose persons to or generate noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies. The significance of temporary increases in ambient noise levels is evaluated with reference to the duration of construction and noise standards established in the Oakland Noise Ordinance. With respect to permanent effects, an increase in ambient noise levels is "substantial" if it is (a) DNL 5 dB or more where the resultant noise level is still considered "normally acceptable" for the affected land use, (b) DNL 3 dB or more where the resultant noise level is within the "conditionally acceptable" range, or (c) DNL 1.5 dB or more where the resultant noise level is within the "normally unacceptable" range. As applied to multi-family residential uses in Downtown Oakland, this set of criteria would mean that a permanent increase would be substantial, and significant, if it would be DNL 5 dB or more with a resultant noise level up to DNL 65 dB or less, DNL 3 dB or more with a resultant noise level of DNL 65 to 70 dB, or DNL 1.5 dB or more where the resultant noise level exceeds DNL 70 dB.

PROJECT EFFECTS

Construction Noise

Impact D.1: Construction activities would intermittently and temporarily generate noise levels above existing ambient levels in the project vicinity. This would be a significant impact.

Project construction would involve excavation and removal of approximately 160,000 cubic yards of soil, and construction of four separate structures. Construction of each building would

occur over a period of approximately 18 months, and the construction periods would not be expected to overlap. Construction-related activities would temporarily increase ambient noise levels in the project vicinity over the approximate one-and-one-half-year period for each building. Construction-related noise levels at and near locations on the project site would fluctuate depending on the particular type, number, and duration of use of various pieces of construction equipment. The effect of construction noise would depend upon the level of construction activity on a given day and the related noise generated by that activity, the distance between construction activities and the nearest noise-sensitive uses, and the existing noise levels at those uses.

Table IV.D-3 shows typical noise levels generated by construction of commercial buildings. As shown in Table IV.D-3, the noisiest phases of construction would generate approximately 89 L_{eq} at 50 feet. The receptors nearest proposed construction activity would be the residential uses located on 14th Street, across from the Block T10. These uses could occasionally experience the noise levels indicated in Table IV.D-3, depending upon the proximity of equipment at a given time. The project would not require pile driving, because the buildings are proposed to be constructed on concrete mat foundations.

These predicted noise levels would exceed the standards of the Oakland Noise Ordinance, which state that, for residential receptors, the maximum allowable receiving noise for weekday (Monday through Friday, 7:00 a.m. to 7:00 p.m.) construction activity of greater than 10 days duration is 65 dB. Construction-related noise levels would also be substantially above existing background average noise levels along 14th Street, which are in the 64 to 68 dB range during the daytime hours along 14th Street near Jefferson Street.

Additionally, during nighttime, temporary construction-related noise could be more noticeable (since background noise is lower) and could annoy the closest residents given the more sensitive nature of the nighttime period. Therefore, without appropriate limitations on allowable hours of construction, this temporary impact would be significant.

Mitigation Measure D.1a: To avoid the potential for significant nighttime noise impacts due to construction, the project sponsor shall require its construction contractors to limit noisy construction activities to 8:00 a.m. to 7:00 p.m., Monday through Friday.

Mitigation Measure D.1b: To reduce daytime noise impacts due to construction, construction contractors shall be required to achieve the Noise Ordinance standards of 65 dB for residential uses across from Block T10 on 14th Street and 70 dB at commercial uses elsewhere by implementing the following measures:

- Equipment and trucks used for project construction shall utilize the 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 and necessary);

TABLE IV.D-3
TYPICAL COMMERCIAL BUILDING CONSTRUCTION NOISE LEVELS

Phase	Noise Level (L_{eq})[a]
Ground Clearing	84
Excavation	89
Foundations	78
Erection	85
Exterior Finishing	89

[a] Estimates correspond to a distance of 50 feet from the noisiest piece of equipment associated with a given phase and 200 feet from the other equipment associated with that phase. These estimates do not reflect pile-driving, but pile-driving would not be required to construct the proposed structures.

SOURCE: U.S. Environmental Protection Agency, *Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances*, December 1971.

- Impact tools (*e.g.*, jack hammers, pavement breakers, and rock drills) used for project 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 shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dB. External jackets on the tools themselves shall be used where feasible, and this could achieve a reduction of 5 dB. Quieter procedures shall be used such as drilling rather than impact equipment whenever feasible; and

- Stationary noise sources shall be located as far from sensitive receptors as possible. If they must be located near existing receptors, they shall be muffled to the extent feasible and enclosed within temporary sheds.

Significance after Mitigation: Less than Significant

Project Operational Noise

Impact D.2: Project-generated traffic noise would result in noise impacts to nearby sensitive noise receptors. This would be a less-than-significant impact.

Over the long-term, the project would affect the noise environment in the project vicinity through the introduction of stationary sources of noise, including heating, ventilation and air conditioning equipment (HVAC), and through the generation of motor vehicle trips onto the

local road network. Operation of HVAC equipment would be subject to Noise Ordinance standards shown in Table IV.D-2, and so long as the equipment is designed and used in a manner that complies with those standards, the related noise impact would not be significant. The applicable design standard would be 45 dB at residential uses across 14th Street.

Motor vehicle trips generated by proposed residential and commercial uses on the project site would be distributed on the local road network and would incrementally increase noise levels along the affected roads. Based on analysis conducted for the *Land Use and Transportation Element EIR*, DNL noise levels on most roadway segments studied would increase by less than 2 dB. Increases of approximately 3 dB would occur on road segments east of Castro Street that provide access to the I-980 freeway (12th, 17th, and 18th streets) from downtown. Based on the results from the *Land Use and Transportation Element EIR*, shown in Table IV.D-4, the project impact would not be significant since noise levels would not increase by DNL 3 dB or more in areas subject to DNL 65 to 70 dB or by DNL 1.5 dB or more in areas subject to noise levels greater than DNL 70 dB. The one apparent exception would be along Castro Street north of 17th Street, where the "existing-plus-Downtown Showcase project" noise level of DNL 70.1 dB would be "normally unacceptable" for existing residential uses and the project increase would be 1.7 dB. However, because the results in Table IV.D-4 account for completion of the entire Downtown Showcase project, the result is conservatively high, and the actual increase and resulting noise level by 2005 would be sufficiently lower such that the project-specific impact would not be significant.

Mitigation: None required.

Impact D.3: The project would locate multi-family residential land uses in a noise environment characterized as "normally unacceptable" for such uses by the City of Oakland. This would be a less-than-significant impact.

The project would develop multi-family residential units (apartments or condominiums) on the upper 10 stories of the 31-story structure proposed for Block T10. This new development would be introduced into a relatively noisy urban environment influenced by traffic on two nearby freeways and by traffic on the local roads. Interstate 980 would be approximately 600 feet west of the site, and Interstate 880 would be approximately 2,000 feet south of the site. The proposed residential units would have direct line-of-sight with the travel lanes on both of these freeways. Based on noise measurements described in the setting section, ground-level noise levels in the vicinity of Block T10 are approximately DNL 65 to 70, but, above ground-level (i.e., with direct line-of-sight to the freeway traffic), noise levels would probably be in the DNL 70 to 75 dB range. By 2010, traffic noise on Interstates 980 and 880 and the local roads would increase by a decibel or two relative to existing conditions but would likely remain within the DNL 70 to 75 dB range in the areas on the project site subject to the highest noise levels.

TABLE IV.D-4
EXISTING AND PROJECTED TRAFFIC NOISE LEVELS ALONG SELECTED STREETS IN PROJECT VICINITY

Street Segment	Noise Level at 50 Feet From Roadway Centerline (DNL dB)						
	Existing (1997)	Existing + Downtown Showcase	Change from Existing	Future (2005)	Change from Existing	Future + Downtown Showcase	Change from Existing
West Grand Ave.							
- West of Broadway	69.9	69.4	-0.5	69.6	-0.3	69.6	-0.3
- East of Broadway	67.9	68.6	+0.7	69.0	+1.1	68.8	+0.9
18th St.							
- West of Brush St.	61.1	61.1	0	61.2	+0.1	61.3	+0.2
- East of Brush St.	62.0	64.1	+2.1	62.2	+0.2	64.2	+2.2
- West of Castro St.	61.7	64.0	+2.3	61.9	+0.2	64.1	+2.4
- East of Castro St.	65.9	68.9	+3.0	66.1	+0.2	69.0	+3.1
17th St.							
- West of Brush St.	62.1	62.9	+0.8	63.0	+0.9	63.4	+1.3
- East of Brush St.	64.7	64.5	-0.2	64.8	+0.1	66.8	+2.1
- West of Castro St.	64.2	66.4	+2.2	64.4	+0.2	66.5	+2.3
- East of Castro St.	62.9	65.7	+2.8	63.2	+0.3	65.8	+2.9
14th St.							
- West of Broadway	67.5	67.5	0	67.2	-0.3	67.5	0
- East of Broadway	66.9	67.2	+0.3	67.1	+0.2	67.4	+0.5
12th St.							
- West of Brush St.	61.1	61.7	+0.6	61.3	+0.2	61.9	+0.8
- East of Brush St.	62.7	64.5	+1.8	62.9	+0.2	64.6	+1.9
- West of Castro St.	64.2	65.5	+1.3	64.4	+0.2	65.6	+1.4
- East of Castro St.	66.9	69.5	+2.6	67.1	+0.2	69.4	+2.5
- West of Broadway	65.1	66.0	+0.9	65.3	+0.2	66.1	+1.0
- East of Broadway	65.6	66.4	+0.8	65.8	+0.2	66.6	+1.0
11th St.							
- West of Brush St.	62.6	62.7	+0.1	63.9	+1.3	62.9	+0.3
- East of Brush St.	63.7	65.3	+1.6	62.8	-0.9	65.4	+1.7
- West of Castro St.	64.3	65.3	+1.0	63.9	-0.4	65.4	+1.1
- East of Castro St.	62.8	64.7	+1.9	63.3	+0.5	64.9	+2.1
- West of Broadway	65.6	66.4	+0.8	65.8	+0.2	66.6	+1.0
- East of Broadway	64.6	66.5	+1.9	64.8	+0.2	65.7	+1.1
Brush St.							
- North of 18th St.	67.0	68.9	+1.9	67.1	+0.1	68.9	+2.0
- South of 18th St.	67.2	69.5	+2.3	67.4	+0.2	69.7	+2.5
- North of 17th St.	67.2	69.5	+2.3	67.4	+0.2	69.7	+2.5
- South of 17th St.	66.0	67.8	+1.8	66.5	+0.5	68.1	+2.1
- North of 12th St.	68.3	69.1	+0.8	68.5	+0.2	69.3	+1.0
- South of 12th St.	68.6	69.8	+1.2	68.8	+0.2	69.9	+1.3
- North of 11th St.	68.5	69.7	+1.2	68.7	+0.2	69.8	+1.3
- South of 11th St.	67.9	68.7	+0.8	68.1	+0.2	68.9	+1.0

(Continued)

TABLE IV.D-4 (Continued)
EXISTING AND PROJECTED TRAFFIC NOISE LEVELS ALONG SELECTED STREETS IN PROJECT VICINITY

	Noise Level at 50 Feet From Roadway Centerline (DNL dB)						
Street Segment	**Existing (1997)**	**Existing + Downtowr Showcase**	**Change from Existing**	**Future (2005)**	**Change from Existing**	**Future + Downtown Showcase**	**Change from Existing**
Castro St.							
- North of 18th St.	70.5	71.7	+1.2	69.4	-1.1	71.9	+1.4
- South of 18th St.	69.4	69.8	+0.4	69.6	+0.2	70.0	+0.6
- North of 17th St.	68.4	70.1	+1.7	69.8	+1.4	71.1	+2.7
- South of 17th St.	69.2	69.9	+0.7	69.4	+0.2	70.9	+1.7
- North of 12th St.	70.7	71.7	+1.0	70.9	+0.2	71.9	+1.2
- South of 12th St.	69.7	70.9	+1.2	69.9	+0.2	70.0	+0.3
- North of 11th St.	69.2	69.4	+0.2	69.3	+0.1	69.8	+0.6
- South of 11th St.	69.0	69.2	+0.2	69.0	0	66.9	-2.1
Broadway							
- North of W. Grand Ave.	68.6	68.8	+0.2	68.8	+0.2	69.0	+0.4
- South of W. Grand Ave.	67.8	68.0	+0.2	68.0	+0.2	68.2	+0.4
- North of 14th St.	68.5	68.5	0	68.6	+0.1	68.7	+0.2
- South of 14th St.	68.6	68.6	0	68.8	+0.2	68.8	+0.2
- North of 12th St.	67.7	67.7	0	67.8	+0.1	67.9	+0.2
- South of 12th St.	67.4	67.7	+0.3	67.9	+0.5	67.6	+0.2
- North of 11th St.	67.6	67.7	+0.1	67.8	+0.2	67.9	+0.3
- South of 11th St.	67.9	67.7	-0.2	67.9	0	67.9	0

NOTE: Noise levels determined by modeling based on traffic volumes, and do not include background noise, such as from nearby freeways. Noise levels are intended to depict incremental change, and ambient noise levels could be higher.

SOURCE: *Oakland General Plan Land Use and Transportation Element*, 1997.

For multi-family residential land uses in Oakland, a noise environment of DNL 70 to 75 dB is considered "normally unacceptable." "Normally unacceptable" means that new construction or development should generally be discouraged. However, because the project would construct multi-family residences, it would be subject to the requirements of Title 24 of the *California Code of Regulations*, which require an interior standard of DNL 45 dB in any habitable room, and require an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard. Construction in accordance with Title 24 standards would reduce the impact to a less-than-significant level. To meet the interior standard of DNL 45 dB, a noise level reduction of 30 to 35 dBA would be required from the exterior façades along the site periphery to address future ambient noise levels of DNL 75 dB. If the residential uses were to include outdoor balconies, those open spaces would likely be subject to greater noise levels than the interior spaces.

Mitigation: None required.

CUMULATIVE EFFECTS

Impact D.4: The proposed project together with anticipated future development in the downtown area as well as Oakland in general could result in long-term traffic increases and could cumulatively increase noise levels. This would be a significant impact.

Noise from cumulative development in the area would primarily occur from increases in motor vehicle traffic. Based on the results shown in Table IV.D-4, the cumulative impact would be significant for noise-sensitive uses along Castro Street north and south of 17th Street, where noise levels would increase by more than DNL 1.5 dB in an area subject to noise levels greater than DNL 70 dB and for noise-sensitive uses along 18th Street, east of Castro Street, where cumulative noise levels would increase by more than DNL 3.0 dB in an area subject to noise levels from DNL 65 to 70 dB.[3] There are residences, both single-family homes and apartments, on the east side of Castro Street. There are also residences on 18th Street, one of which includes a day care center. However, as noted in Table IV.D-4, the modeled noise levels do not include background noise from the nearby I-980 freeway. Freeway noise, including from the off- and on-ramps at 17th and 18th Streets, tends to predominate along and near Castro Street, which is adjacent to the sunken freeway. Therefore, it is likely that the modeled increase in traffic noise levels due to the project on Castro or 18th Streets would not be very noticeable. Further, the project's location in an urban area well-served by transit would likely result in relatively less vehicle noise than would a comparably sized development in a less dense part of the Bay Area where almost all trips would be made by automobile. However, for purposes of a conservative analysis, the size of the project (2.2 million square feet of office space) warrants a judgment that the project contribution to this cumulative impact would be "considerable," and therefore the project would result in a significant cumulative impact with respect to noise.

Mitigation: None available.

Traffic noise levels can normally be reduced through the construction of sound walls that break the "line of sight" between the noise source and the receptor. However, sound walls are not commonly installed in older urban areas where homes are designed to face the street as the walls tend to have adverse visual effects and disrupt the continuity of neighborhoods. Furthermore, existing driveways would preclude the construction of effective sound walls.

The increase in traffic noise due to increased traffic volumes resulting from cumulative development in Downtown Oakland, including the proposed project, although not necessarily noticeable, would constitute a significant, unavoidable cumulative impact, to which the project would contribute "considerably," because the project would represent about 40 percent of the

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[3] Note that noise levels attributable to the "Downtown Showcase" in Table IV.D-4 includes traffic noise from other projects in the greater Downtown area beyond that of the project.

cumulative increase in daily vehicle traffic on certain local streets adjacent to and near the project site, when fully developed.

Significance after Mitigation: Significant and unavoidable.

REFERENCES - Noise

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

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

E. VISUAL QUALITY

SETTING

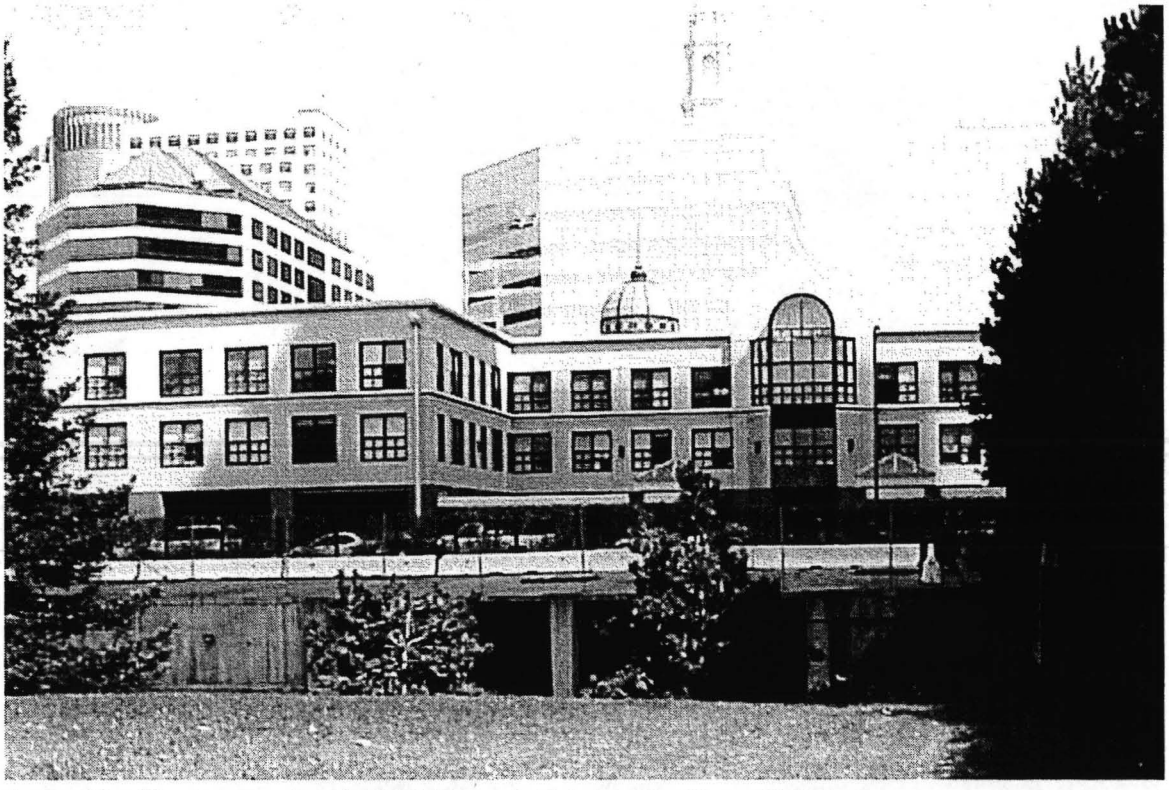
In a developed urban area, assessment of visual attributes focuses on the built environment. Although land form can be an important element of scenic quality in urban settings, topography is not important in the project area in downtown Oakland, which is generally flat.

The blocks that make up the project site are themselves undeveloped (one is used for surface parking and one contains landscaping planted as an interim improvement). However, the site is located within the western edge of the most densely developed portion of downtown Oakland, one of two parts of downtown – along with the Lake Merritt area – that contain most of the city's high-rise office development, with building that range up to 25 stories in height. Block T5/T6 is immediately south of the existing buildings in the City Center development (see Figure IV.E-1), while Block T9, where the first of the four project structures is proposed, is immediately south of the federal office buildings on Clay Street (see Figure IV.E-2). The two westernmost blocks, T12 and T10 (see Figure IV.E-3), are both west of Jefferson Street, where building heights are typically lower than in the immediate City Center vicinity – no more than about seven stories. As a result, the western boundary of the downtown office area is formed not so much by the buildings that "step down" in height moving west, but by the depressed I-980 freeway, which cuts a block-wide swath just west of Castro Street. To the east and southeast, the office district merges into Chinatown, again with generally lower buildings, while the elevated I-880 freeway marks the southern boundary between the office area and the Jack London District. To the north, large expanses of surface parking lots between Telegraph and San Pablo Avenues mark the visually somewhat indistinct edge of the downtown office district, which begins to merge with the Uptown neighborhood around the shuttered Fox Theater.

The project site has little existing scenic resource value, with the exception of Block T5/T6, where landscaping planted by the Oakland Redevelopment Agency on portions of the block as an interim improvement several years ago has matured. At present, while there are no tree species protected by City ordinance (California or Coast Live Oak, or Monterey Pine), there are a number of trees deemed "protected" by virtue of their size; i.e., nine inches or more in diameter at breast height (dbh), which is considered under the Code to be four and one-half feet above the ground.[1] Among the species present are aspen, weeping willow, redwood, poplar, Scotch pine, and flowering plum, all planted in a grassy area west of the existing 1111 Broadway building and south of the City Center Garage. This block also includes two driveways that serve the subsurface City Center Garage. There are no buildings on any of the project blocks.

Views in the area are limited because of the urban context, including the buildings of City Center, which extends south along Broadway from 14th Street to the 18-story Marriott Hotel at 10th Street. In particular, the Marriott Hotel, 1111 Broadway, and the Clorox Building at 12th and Broadway, the last two of which are 25 stories tall, form a visual wall that limits views of

[1] Removal of protected trees generally requires a Tree Removal Permit, pursuant to the Oakland Municipal Code.



A. Looking North Across Block T5/T6 Towards Existing City Center Buildings

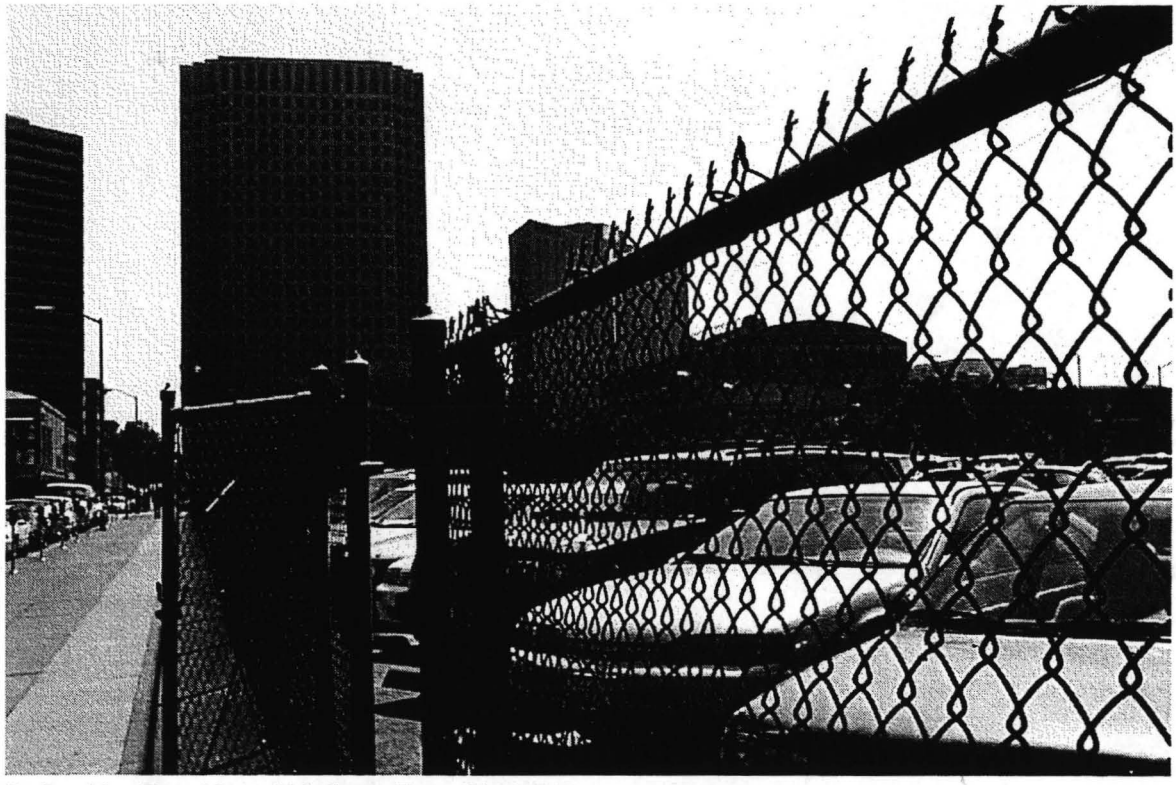
B. Looking East Along 11th Street From Block T5/T6

SOURCE: Environmental Science Associates

ER 99-15: Oakland City Center / 990263 ■

Figure IV.E-1
Views of Block T5/T6

A. Looking Northwest Across Blocks T9 and T12 from Clay Street



B. Looking East Along 12th Street From Block T12

SOURCE: Environmental Science Associates

ER 99-15: Oakland City Center / 990263 ■

Figure IV.E-2
Views of Blocks T9 and T12

A. Looking Southwest Towards Block T12 From Martin Luther King Jr. Way

B. Looking Northwest Across Block T10 From Martin Luther King Jr. Way

SOURCE: Environmental Science Associates

ER 99-15: Oakland City Center / 990263 ■

Figure IV.E-3
Views of Blocks T12 and T10

and from the project site to the east and north. Many of these newer buildings occupy most or all of a city block, in contrast to the early

20th century office buildings on the east side of Broadway and the smaller structures to the south and west of the project blocks. Long-range views of the project area from such vantage points as the Oakland Hills are dominated by taller structures including the City Center highrises, the new 22-story Elihu M. Harris State Office Building on Clay Street, and 15-story Oakland City Hall (at 14th Street and City Hall Plaza), the Tribune Tower (21 stories), the Central Building at 14th and Broadway (15 stories), and the glass-clad 1330 Broadway building (18 stories).

EXISTING PLANS

The following *Oakland General Plan* objectives and policies related to visual quality are relevant to the proposed project:

General Plan Land Use and Transportation Element

- *Policy D2.1, Enhancing the Downtown*: Downtown development should be visually interesting, harmonize with its surroundings, respect and enhance important views in and of the downtown, respect the character, history, and pedestrian-orientation of the downtown, and contribute to an attractive skyline.

- *Policy D6.1, Developing Vacant Lots*: Construction on vacant land or to replace surface parking lots should be encouraged throughout the downtown, where possible.

- *Policy D10.3, Framework for Housing Densities:* Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range, where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas.

- *Policy D10.5, Designing Housing*: Housing in the downtown should be safe and attractive, of high quality design, and respect the downtown's distinct neighborhoods and its history.

- *Policy D12.5, Incorporating Art in the Downtown*: Art should be part of the fabric of the downtown, located in public and private facilities, and in public spaces.

- *Policy N3.8, Requiring High Quality Design*: High-quality design standards should be required of all new residential construction. Design requirements and permitting procedures should be developed and implemented in a manner that is sensitive to the added costs of those requirements and procedures.

- *Policy N3.9, Orienting Residential Development*: Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting

the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure.

- *Policy N9.7, Creating Compatible but Diverse Development*: Diversity in Oakland's built environment should be as valued as the diversity in population. Regulations and permit processes should be geared toward creating compatible and attractive development, rather than "cookie cutter" development.

The proposed project would be generally consistent with the above policies in that it would be visually and functionally compatible with the existing City Center development; would feature interesting design; and would develop currently unused or underused parcels.

The project would require a Planned Unit Development approval (which would include a Major Conditional Use Permit, Major Variance, and Design Review). This comprehensive approval process would ensure compliance with the above *General Plan* standards.

Regarding the project's residential component (on Block T10), Design Review would be required to ensure, among other things, compliance with applicable General Plan standards.

Open Space, Conservation and Recreation Element

- *Policy OS-9.3, Gateway Improvements*: Enhance neighborhood and city identity by maintaining or creating gateways. Maintain view corridors and enhance the sense of arrival at the major entrances to the city, including freeways, BART lines, and the airport entry. Use public art, landscaping, and signage to create stronger City and neighborhood gateways.

- *Policy OS-10.1, View Protection*: Protect the character of existing scenic views in Oakland, paying particular attention to: (a) views of the Oakland Hills from the flatlands; (b) views of downtown and Lake Merritt; (c) views of the shoreline; and (d) panoramic views from Skyline Boulevard, Grizzly Peak Road, and other hillside locations.

- *Policy OS-10.2, Minimizing Adverse Visual Impacts*: Encourage site planning for new development which minimizes adverse visual impacts and takes advantage of opportunities for new vistas and scenic enhancement.

- *Objective OS-1, Civic Open Spaces*: To maintain and develop plazas, pocket parks, pedestrian walkways, and rooftop gardens in Oakland's major activity centers and enhance the appearance of these and other public spaces with landscaping and art.

The proposed project would be generally consistent with the above policies because it would construct buildings that would be set back on three or four sides of each block, helping to preserve existing view corridors; would improve the streetscape in the project area through planting of street trees and creation of ground-level pedestrian activities; and would include landscaped plazas and ground-level treatments of buildings around the base of each tower.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

A project would have a significant effect if it would have a substantial adverse effect on a scenic vista; substantially damage scenic resources; substantially degrade the existing visual character of the site and its surroundings; or create a new source of substantial light or glare that would adversely affect day or nighttime views in the area, or create visual intrusion and annoyance effects.

PROJECT IMPACTS

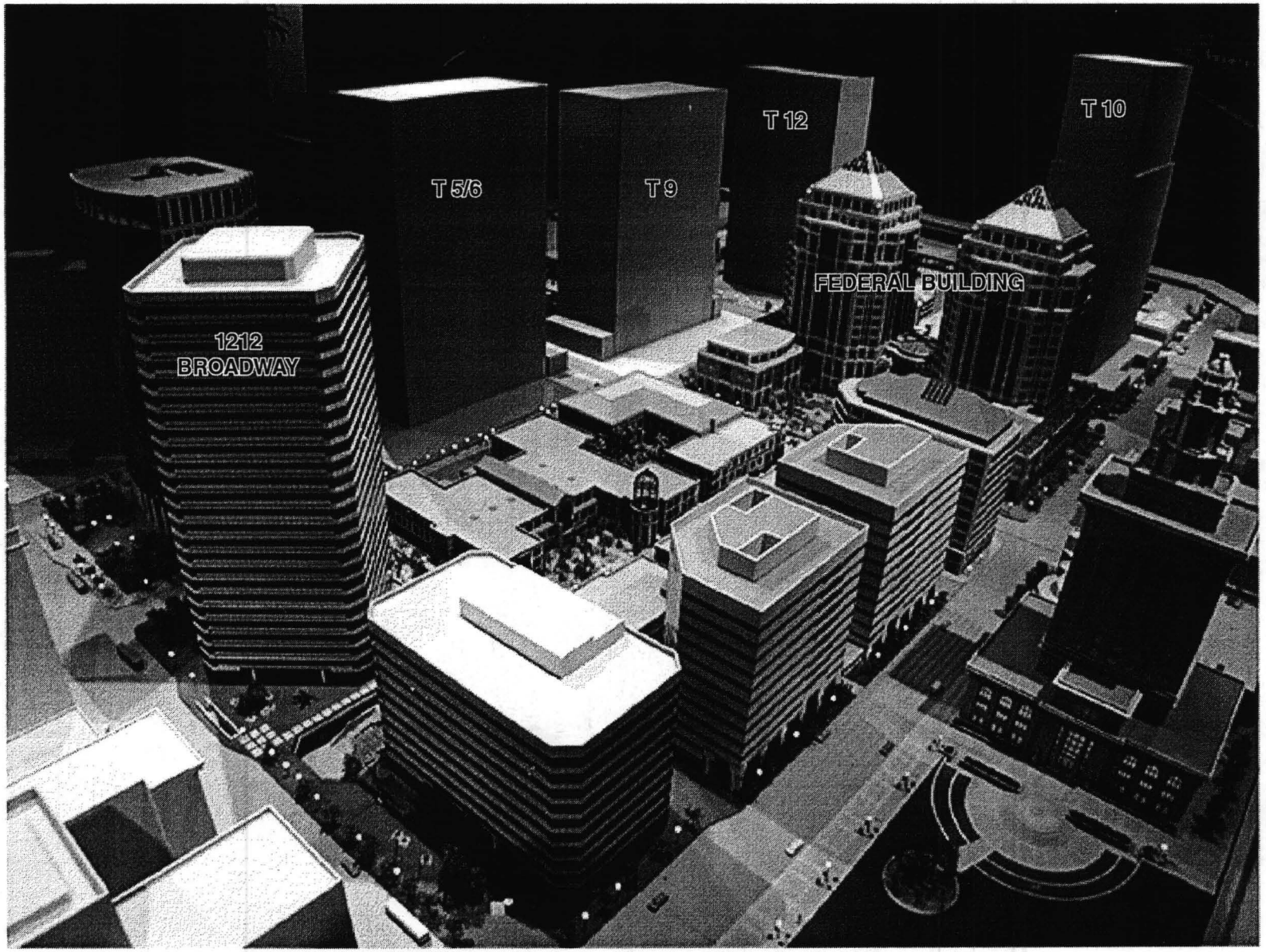
The Initial Study prepared for the project (see Appendix A) determined that the project would have less-than-significant impacts in regard to effects on scenic vistas, damage to scenic resources, and light and glare. Therefore, this analysis focuses on the potential of the proposed project to substantially degrade the existing visual character of the site and its surroundings. The analysis incorporates photographs of a model of the City Center area, including the proposed project buildings, prepared by the project sponsor. The figures are based on conceptual massing studies for each project alternative that were developed as part of the planning process for the project, and are intended to illustrate generalized building mass only. They do not depict actual project design. No windows are shown in the conceptual massing studies; it should be noted that windows help provide a sense of building scale, and the "blank" walls of the model should not be construed as a design statement.

Impact E.1: The project would construct four buildings of up to 31 stories on undeveloped land in the vicinity of existing high-rise development in the City Center area. This would be a less-than-significant impact.

As currently planned, the proposed project would result in construction of the tallest building in Oakland, at 31 stories. This building is currently proposed for Block T10, the northernmost block within the project site. The other three buildings would range from 20 to 26 stories.[2] The overall effect of the project would be to bring into sharp definition the western and southern boundaries of City Center and the downtown Oakland office district, which currently fades into a diffuse and undefined aggregation of buildings and spaces that include the City Center West Garage, the historic Victorians of Preservation Park, Lafayette Square Park, and the Oakland Convention Center. (See the "aerial" views of the project model, Figures IV.E-4 and IV.E-5, which show the proposed structures in context.)

With construction of the project, the southern boundary of City Center would consist of four towers along 11th Street – including the existing 1111 Broadway building – and the western

[2] Because the project sponsor is seeking final approval for only one building, on Block T9, the possibility exists that there could be some variation from the currently planned building heights. However, the overall building program could not change substantially within the preliminary Planned Unit Development approval currently being sought for the four-building complex.



"Aerial" View Looking Southwest from above 14th Street and Broadway

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-4
View of Project Model

"Aerial" View Looking East from above I-980 at 13th Street

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

ER 99-15: Oakland City Center / ESA 990263 ■

Figure IV.E-5
View of Project Model

boundary would be marked by towers at the northwest corner, on Block T10, and the southwest corner, on Block T12. In particular, the 31-story building currently proposed for Block T10 would, with the recently built 27-story Elihu Harris State Office Building one block to the northeast and the twin-tower federal office building to the southeast, create a visually distinctive counterpoint, at the northwest corner of City Center, to the three buildings along Broadway between 11th and 13th Streets, at the southeast corner. The counterpoint in forms thus achieved would enhance the overall coherence of the urban image of downtown Oakland.

As with most of the buildings in the City Center area, including the three along Broadway near 12th Street, the structures proposed for the project would each occupy an entire city block. For the most part, the buildings would be set back from the street to allow for placement of landscaped plazas around the base of each building, providing visual relief in scale, form, colors, and textures at street level from the height and mass of the structures (see Figures IV.E-6 and IV.E-7). Project landscaping would continue the pattern of newer development in the vicinity, such as the buildings at 1111 Broadway and 1221 Broadway, each of which includes a plaza along its principal Broadway frontage. This pattern of set back towers would be contrast to historical urban development patterns of lot line development, as can be found in the older portions of downtown, such as on the east side of Broadway.

To encourage pedestrian traffic along 12th Street, the buildings on Blocks T5/T6 and T9 would include street-level commercial uses. Similarly, the building on Block T10, at 14th and Jefferson Streets, would include a two-story base containing office or retail space along the street wall on both Jefferson Street and Martin Luther King Jr. Way. Thus, the project would provide active small-scale visual displays in the immediate foreground for pedestrians to avoid the potentially overwhelming effects of sheer high-rise street walls.

The primary exception to this pattern of setbacks with street-level pedestrian activity would be along 11th Street, which would clearly be the "rear" of the project, and where parking and loading access would occur at the base of 20- to 26-story towers between Washington and Jefferson Streets (see Figure IV.E-8). This portion of the project would back onto the blank wall of the Oakland Convention Center and onto a somewhat inactive block face consisting largely of surface parking between Clay and Jefferson Streets. This portion of the project has the potential to create a visual "dead zone" along 11th Street that would be less than welcoming to pedestrians. However, the project architect proposes to create a southern "gateway" to City Center along Clay Street by setting the towers on Blocks T5/T6 and T9 back from Clay Street approximately 35 feet (see Figure IV.E-9), and by creating one- or two-story retail/office spaces along Clay Street with sidewalks planted with street trees. The southwestern building, on Block T12, would be oriented at 90 degrees to those on Blocks T5/T6 and T9 (see Figure IV.E-10), and parallel to the 1111 Broadway building, which would provide a sense of symmetry along the southern edge of City Center and also provide some relief in views north from Lafayette Square Park, where the minimum building profile would occupy the foreground, leaving open longer-range views on either side. (Figure III-5, in Chapter III, Project Description, depicts the south elevation of the completed project along 11th Street.)

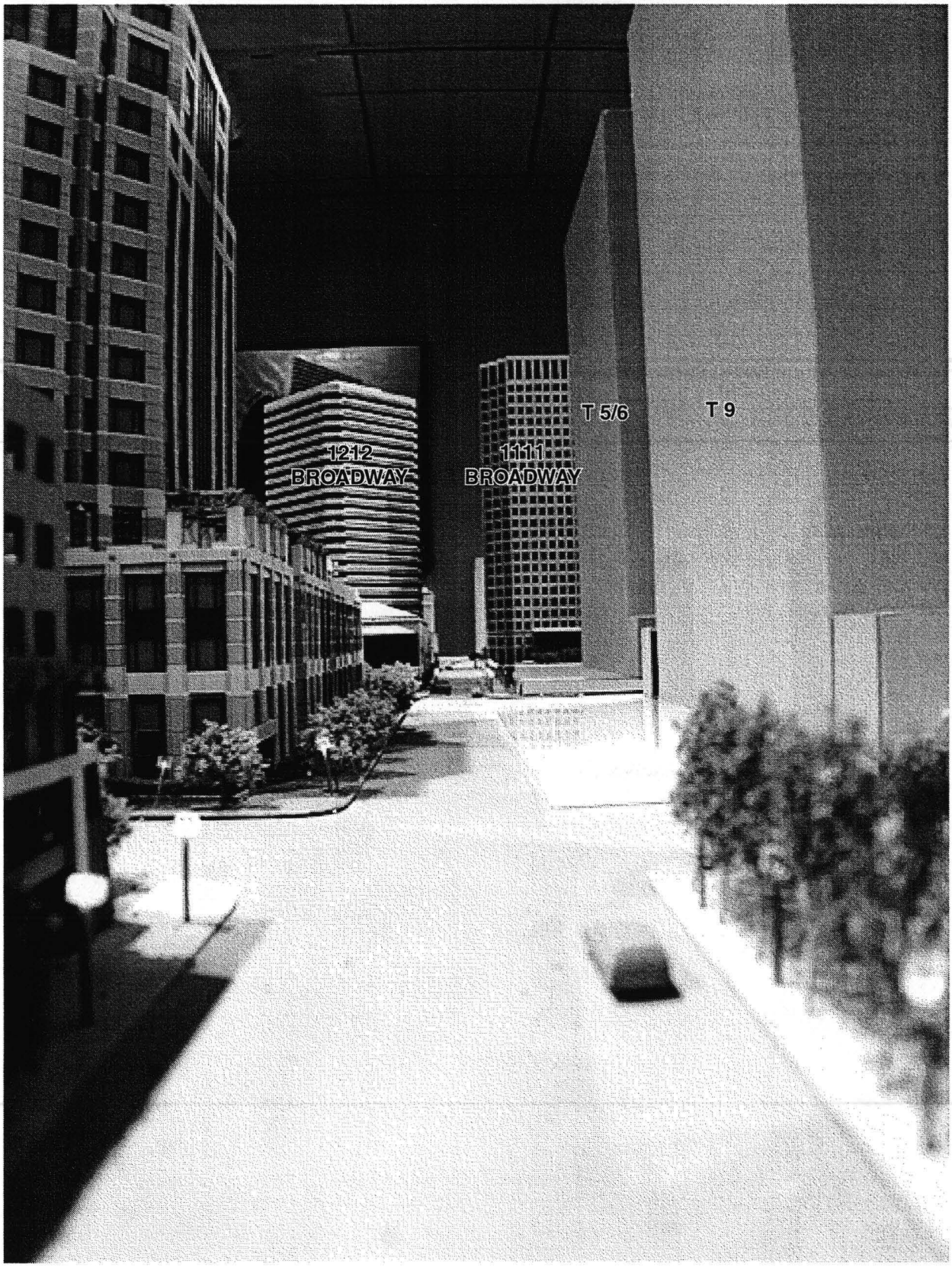
12th Street Looking West from Broadway

ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-6
View of Project Model



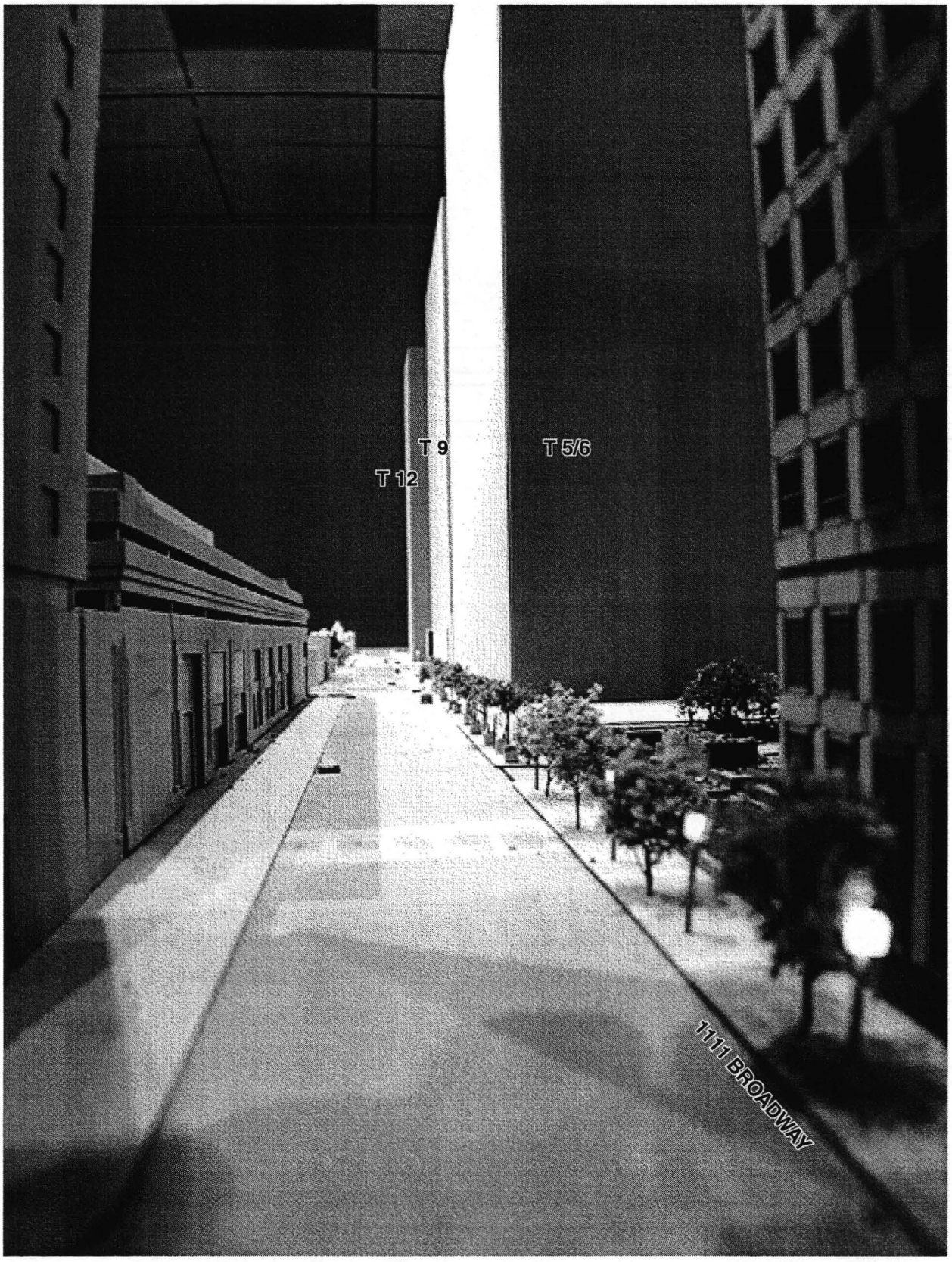
12th Street Looking East from 1/2 Block West of Jefferson

ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-7
View of Project Model



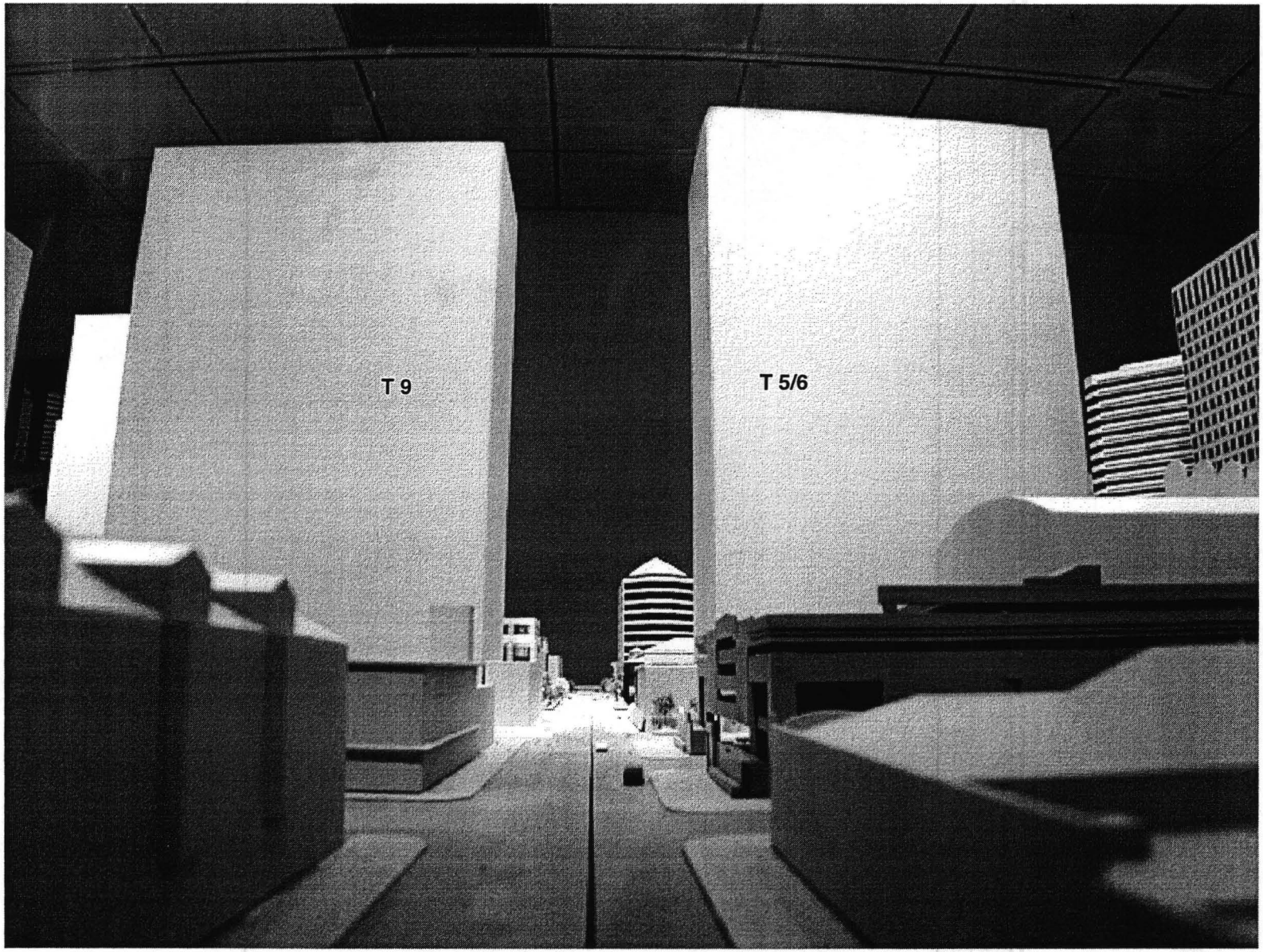
11th Street Looking West from Broadway

ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-8
View of Project Model

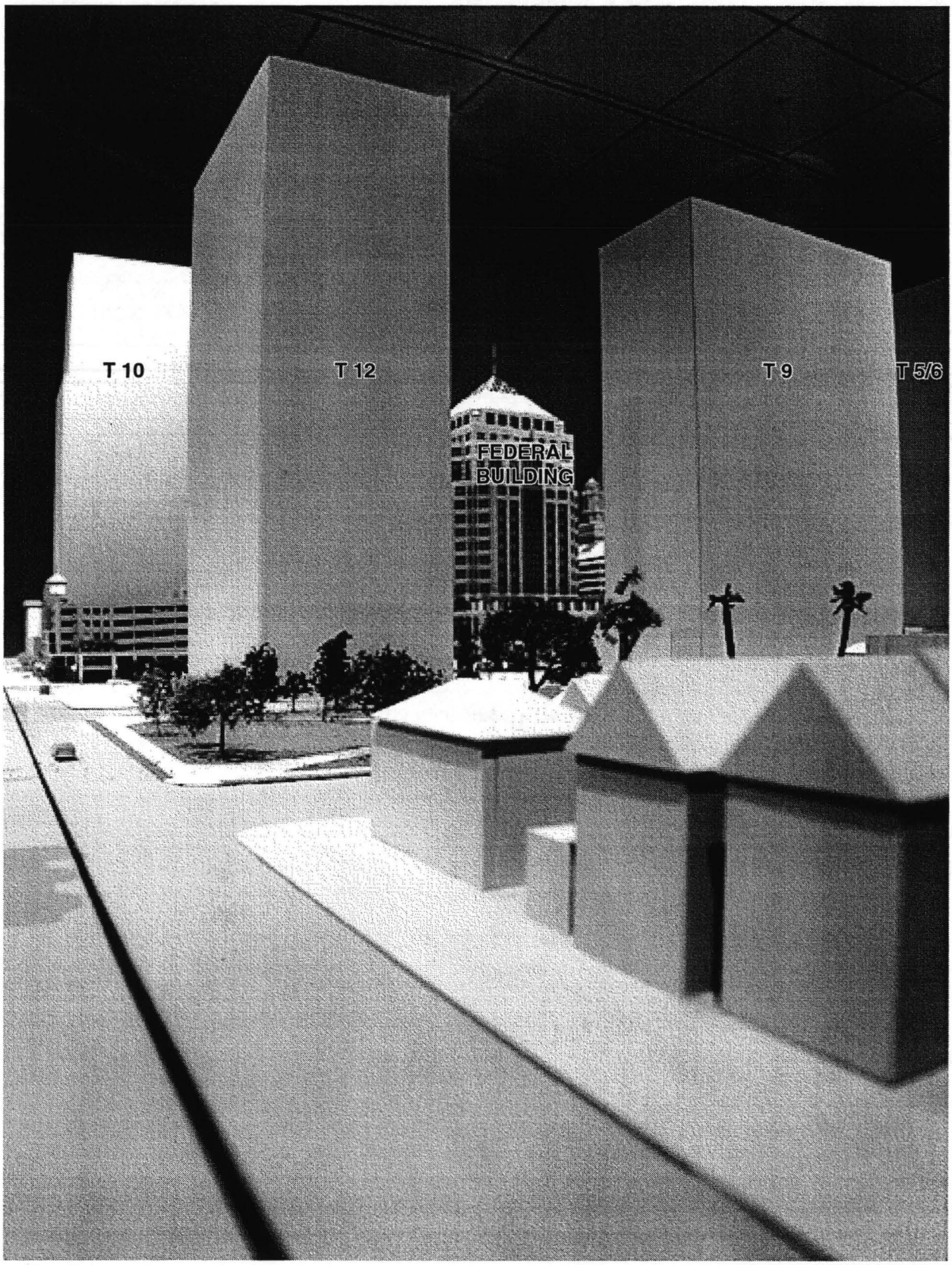


Clay Street Looking North from South of 10th Street

SOURCE: Shorenstein Realty Investors III, LP

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-9
View of Project Model



Looking North along MLK Jr. Way from South of 10th Street

SOURCE: Shorenstein Realty Investors III, LP

ER 99-15: Oakland City Center / ESA 990263 ■

NOTE: Model illustrates generalized building masses only and is not intended to depict building design. Actual building designs would vary from those shown.

Figure IV.E-10
View of Project Model

The project would include creation of a plaza and garden area between the existing 1111 Broadway building and the project structure on Block T5/T6, which would somewhat offset the loss of existing greenery on this block. The project also proposes landscaping, including trees, in plazas surrounding each building as well as street trees on Clay, Jefferson, and 12th Streets.

The design of the project buildings would include tinted, lightly reflective glass and solid panels of stone and precast concrete. The plans for the first building, on Block T9, depict a north wall of glass, with the sides and rear (south) wall to include precast stone, intended to be similar in appearance to slate or travertine. Glazing on these three sides would be in the form of "punched" openings in the walls, while the north facade would be entirely glass with metal mullions. A steel-frame, glazed foyer would connect the building base and lobby to 12th Street. Although the glazing would be expected to generate some daytime glare, as noted, the project proposes lightly reflective glass. Furthermore, each building would be subject to Design Review, during which the Community and Economic Development Agency and/or Planning Commission would approve the building design and materials, including type of glazing. Therefore, it is not anticipated that construction of the proposed project would result in glare that would adversely affect day or nighttime views in the area, and impacts related to glare would not be significant.

In summary, the proposed project would construct high-rise towers on four blocks around the edge of City Center that are currently undeveloped, expanding the size of the current City Center complex and sharpening the southern and western boundaries. The project would result in development that is comparable in height and bulk to existing buildings in City Center, and therefore would not fundamentally alter the existing visual character of the area.

Mitigation: None required.

F. SHADOW AND WIND

SETTING

SHADOW

Under existing conditions, the four blocks that make up the project site are undeveloped, with the exception of the interim landscaping and garage ramps on Block T5/T6. Therefore, there are no shadows cast by structures on the project site. Surrounding development, including other buildings in the City Center complex, cast shadows on streets and sidewalks in the vicinity.

EXISTING PLANS

The following *Oakland General Plan* objectives and policies related to sunlight and view preservation and provision of open space are relevant to the proposed project:

General Plan Land Use and Transportation Element

- *Policy N3.9, Orienting Residential Development*: Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure.

Open Space, Conservation and Recreation Element

- *Objective OS-2, Urban Parks, Schoolyards, and Gardens*: To maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.

- *Policy OS-2.1, Protection of Park Open Space*: Manage Oakland's urban parks and enhance their open space character while accommodating a wide range of outdoor recreational activities.

- *Policy OS-11.1, Access to Downtown Open Space*: Provide better access to attractive, sunlit open spaces for persons working or living in downtown Oakland. The development of rooftop gardens is encouraged, especially on parking garages.

The proposed project would be generally consistent with the above policies because it would create new publicly accessible landscaped plazas on-site; would result in limited new shadow on public parks in the vicinity, and would orient the building nearest Lafayette Square Park (on Block T12) such that the narrower facade would face the park, thus minimizing effects on views of and from the park.

Regarding the project's residential component (on Block T10), the residential units would be on the upper levels of the tower on that block, and therefore the residential units would have access

to sunlight and views. Further, a final PUD on a more detailed building-specific basis for each phase of the proposed project buildout, beyond Block T9, would be required to ensure, among other things, compliance with applicable General Plan standards.

WIND

Tall buildings can strongly affect the wind environment for pedestrians. Buildings that are much taller than surrounding buildings intercept and redirect winds that might otherwise flow overhead and bring them down to ground level. These redirected winds can be relatively strong and also relatively turbulent. Thus, they can be incompatible with the intended uses of the spaces around buildings, and even can prove to be hazardous to pedestrians.

Wind-tunnel testing was conducted in 1997 as part of the analysis for *General Plan Land Use and Transportation Element EIR*, for a development program that included high-rise towers on each of the four blocks that make up the project site. This section summarizes the results of that analysis.

This analysis considers winds as represented by an "equivalent wind speed" (a measure that includes contributions of both wind speed and wind turbulence). For each location of interest, the equivalent wind speed recorded is the wind speed that is or would be exceeded 10 percent of the time. In other words, winds would be at or below this speed 90 percent of the time. Based on a body of prior work, as well as the City of San Francisco's planning code, an equivalent wind speed of 11 mph is considered to be a suitable upper threshold level of pedestrian comfort. An equivalent wind speed of 36 mph is considered to be a hazardous wind.[1]

The existing wind environment within downtown Oakland is very windy, with 35 of the 39 wind speed test locations exceeding the 11-mph pedestrian comfort criterion.[2] The winds in the site vicinity are strongly influenced by the presence of the nearby downtown core of high-rise buildings, and in particular the Marriott Hotel and buildings at 1111 Broadway and 1221 Broadway, and the twin towers of the Federal Building. Winds are diverted and accelerated around the high-rise buildings and are also diverted downward into open spaces around the bases of those high-rise buildings. Wind speeds range from 7 to 17 mph at the 39 locations, with an average wind speed of 14 mph. The highest existing wind speeds occur in the two city blocks between 11th, 12th, Broadway and Jefferson Streets (Blocks T5/T6 and T9).

Winds are only slightly lower in the block bounded by 11th, 12th, Jefferson and Martin Luther King (T12) and in Lafayette Square Park. Winds are noticeably lower in the northernmost block, Block T10, between 13th, 14th, and Jefferson Streets and Martin Luther King Way.

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1 The 11-mph pedestrian criterion and the 36-mph hazard criterion are fundamentally the same as the City of San Francisco's planning requirements, which generally discourage downtown structures that would cause winds in areas of substantial pedestrian use to exceed 11 mph more than 10 percent of the time and that prohibit construction of structures that would cause hazardous winds to occur for a single full hour of the year or more.

2 It should be noted that there are uncertainties in the results of the wind analysis that result from the relatively limited sample of data (five years' worth) on which the testing is based. This is particularly true for higher wind speeds, which occur less frequently than lower wind speeds. Thus, for an individual location, an increase or decrease of one to three hours per year in winds that exceed the hazard criterion may not be meaningful.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Shadow

A project would have a significant effect if it would create new shadow such that the use and enjoyment of any public open space would be substantially diminished, or result in substantial shading by residential development on neighboring buildings. (Shadow on sidewalks would not normally be considered significant, because persons are typically on the sidewalk for a limited duration, in transit between one place and another.)

Wind

There are no criteria in the state CEQA *Guidelines* or in City of Oakland regulations that define a significant effect on the environment related to wind. As noted in the Setting, prior analysis has established a 36-mph wind speed as hazardous. For CEQA purposes, therefore, an exceedance of the 36-mph "wind hazard speed" on publicly used spaces is considered to be a significant impact. Discussion of lesser wind speeds is included for informational purposes.

IMPACTS

Shadow

Impact F.1: The project would create additional shadow on blocks to the west, north, and east, but would not substantially affect any public open spaces. This would be a less-than-significant impact.

Because of their height, the proposed new City Center buildings would cast new shadow on various nearby open spaces, both public and private, including Lafayette Square Park, the gardens that surround the Pardee Home Museum (between 11th and 12th Streets near Castro Street), the plaza at Preservation Park (defined here, for analysis purposes, as the traffic circle and paths that surround the Latham-Ducel Fountain, as well as the bandstand to the west), Frank H. Ogawa (City Hall) Plaza, the City Walk plaza that runs east-west through City Center between Broadway and Clay Street, and widened sidewalks along the west side of Broadway between 12th and 14th Streets.[3] However, with the exception of the gardens surrounding the Pardee Home, existing buildings currently cast shadow on all of these locations, which would limit project effects substantially, because existing buildings are between the proposed project buildings and the open spaces in question, except for the first two locations noted above. Although most analyses in this report identify Broadway as a north-south street and 12th Street as an east-west street, for descriptive purposes, true north is approximately midway between

[3] For purposes of a conservative analysis, the shadow impacts depicted in Figures IV.F-1 through IV.F-6 treat each of the four proposed project buildings as a rectangular box 440 feet tall, which is the proposed height for the building on Block T10, the tallest building currently proposed.

Telegraph and San Pablo Avenues. For purposes of shadow analysis, compass directions must be differentiated from the street grid.

Figures IV.F-1 through IV.F-6 present existing shadow conditions and conditions with construction of the project. Effects on the open spaces identified above are further described in the text that follows.

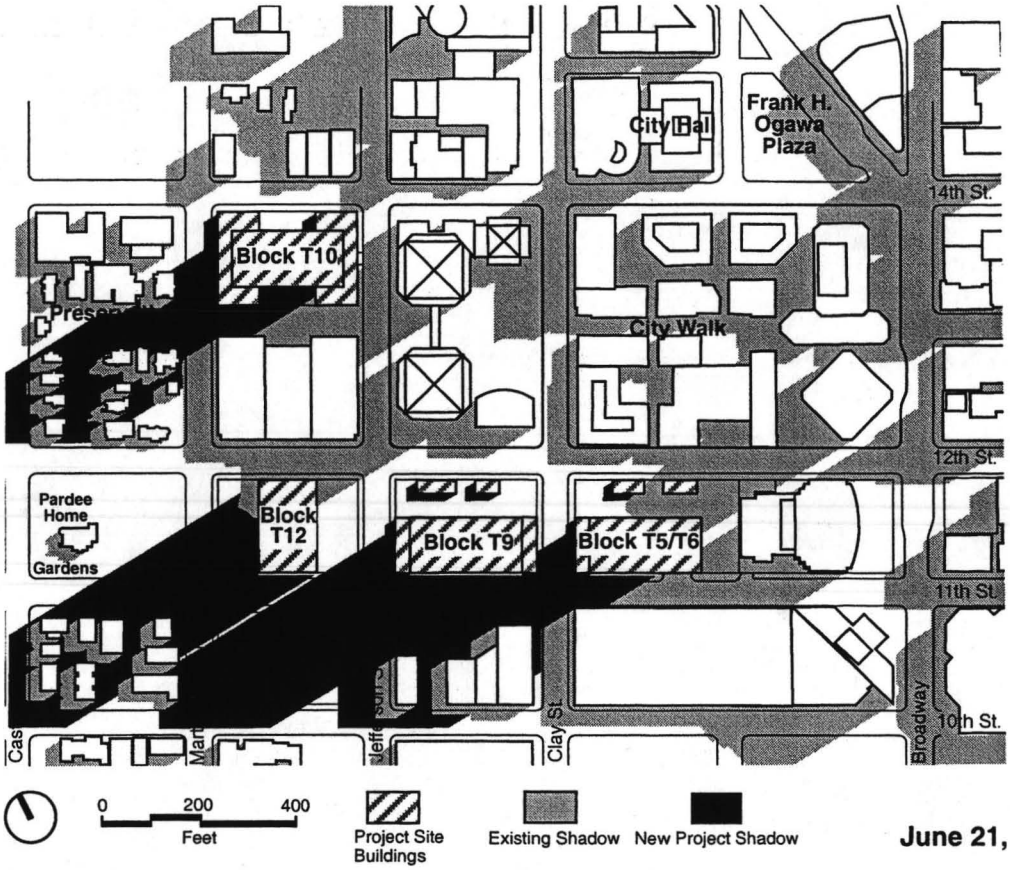
Lafayette Square Park would be due east (on the compass) of the building on Block T9, which would cast shadow on the park occur in the morning hours (before about 10:00 a.m.) from late winter through early fall (see Figure IV.F-1, top; and Figure IV.F-4, bottom). Shadows from the building on Block T5/T6 would begin a few days earlier in the year and last a few days longer, but in general would be similar; shadow from the two buildings would overlap somewhat, but in general the construction of the T5/T6 building would increase the amount of time during the early morning when shadow would fall on Lafayette Square Park, compared to conditions with the T9 building alone. However, neither building would substantially affect use of the park, as project shadow would leave the park by mid-morning. (In late winter and early spring, shadow would leave Lafayette Square Park earlier because, with standard time, the sun is "farther along" in the sky at the same time of day, compared to daylight savings time; contrast the top and bottom images in Figure IV.F-4.)

The building on Block T12 would cast only incremental shadow on Lafayette Square Park in the very early morning (before about 7:30 a.m.) in late spring and early summer, while the building on Block T10 would not shade the park. The project would cast no shadow on Lafayette Square park during the midday hours (including the noon hour) or in the afternoon (see Figures IV.F-2, 3, 5, and 6).

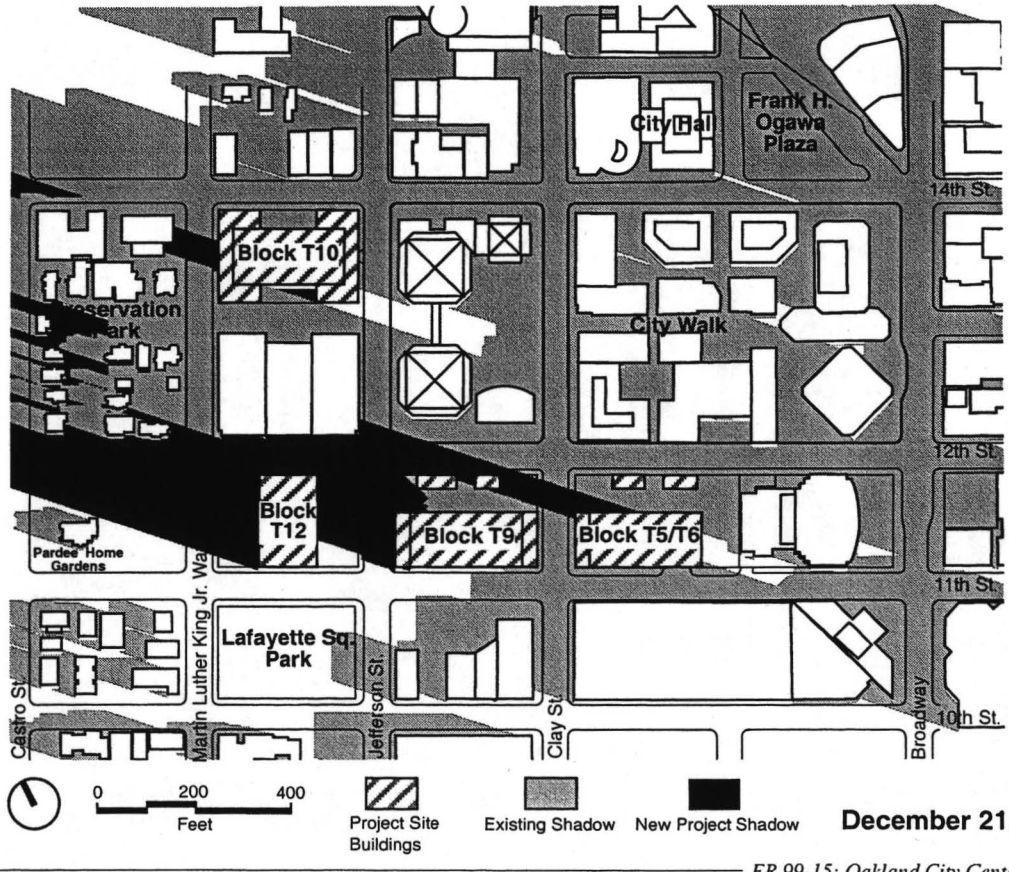
At present, Lafayette Square Park is generally in full sunlight at the times analyzed. The project would result in nearly complete shading of the park at 9:00 a.m. in June and shadow on about 40 percent of the park at 9:00 a.m. in September (see Table IV.F-1).

The Pardee Home Museum and gardens are due west (on the map grid) of the three project blocks between 11th and 12th Streets. Because of the orientation of the proposed building on Block T12, this building would have the most influence on shading of the Pardee Home grounds. The Block T12 building would shade the Pardee Home grounds in the early to mid-morning year-round (see Figure IV.F-1, bottom; and Figure IV.F-4), except in late spring and early summer, when shadows are at their shortest (see Figure IV.F-1, top; and Figure IV.F-2, top). As with Lafayette Square Park, because project shadow would end by mid-morning, it would not be expected to substantially affect use or enjoyment of the Pardee Home Museum and gardens.

At present, the Pardee Home and Gardens receive no shade (except from the Pardee Home itself) at 9:00 a.m. and 12:00 noon. The proposed project would completely shade the Pardee Home



June 21, 9:00 am PDT

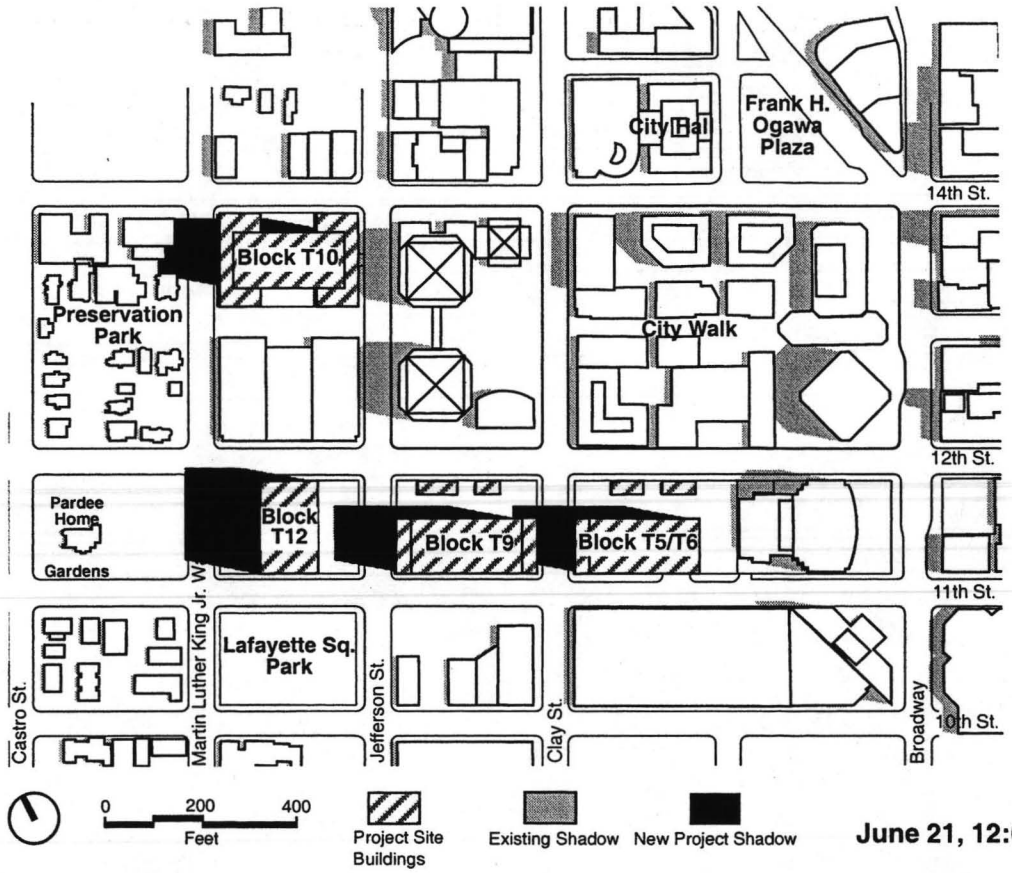


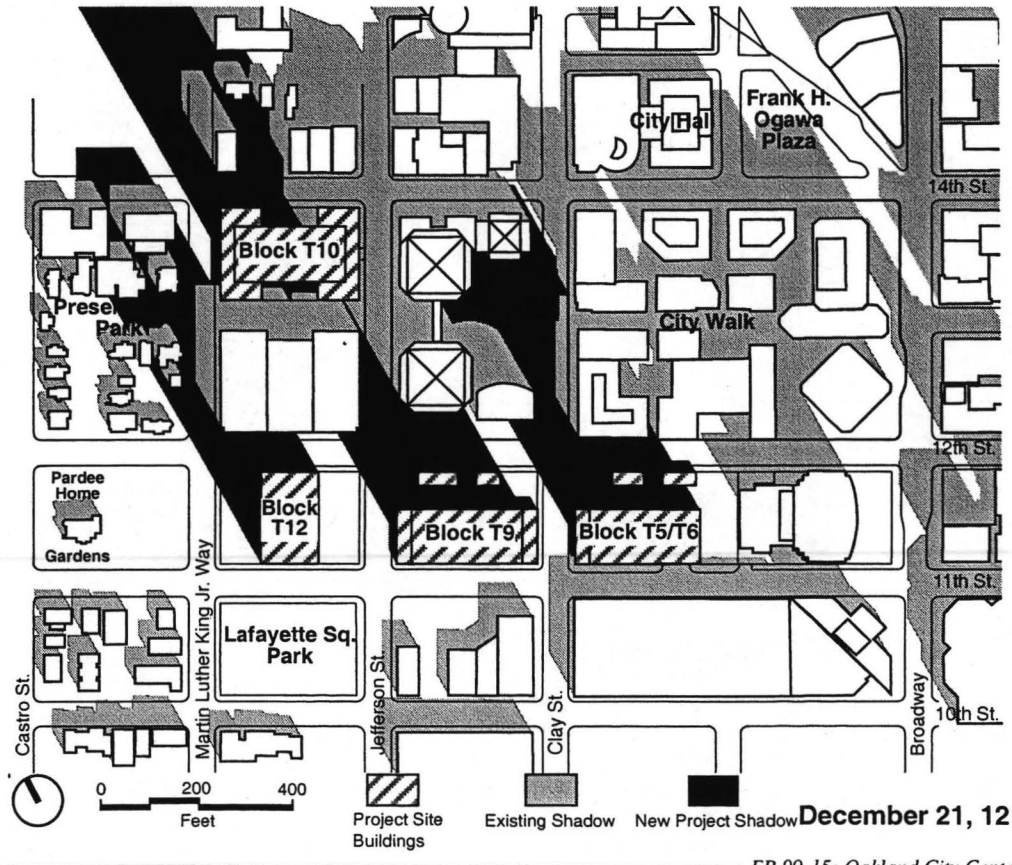
December 21, 9:00 am PST

ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Environmental Vision

Figure IV.F-1
Project Shadow Patterns
June and December, 9:00 am

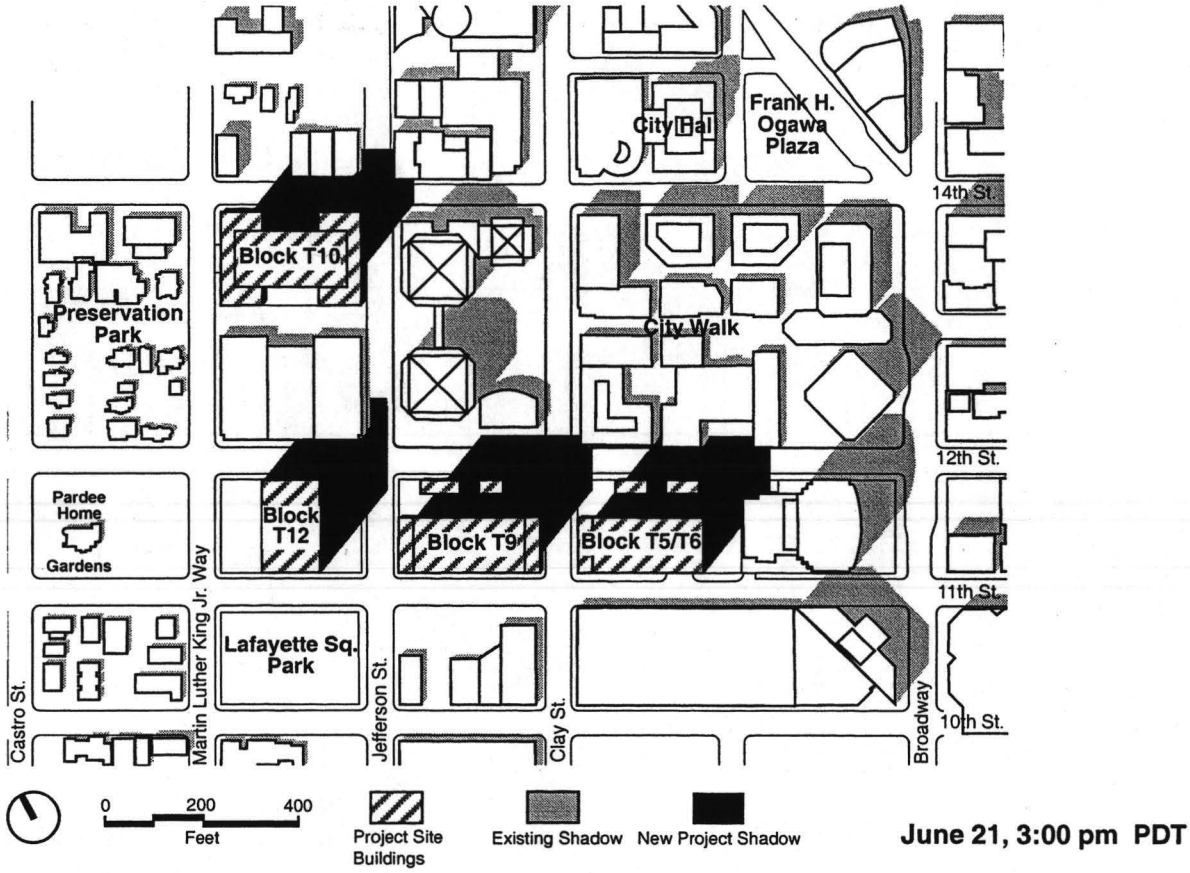


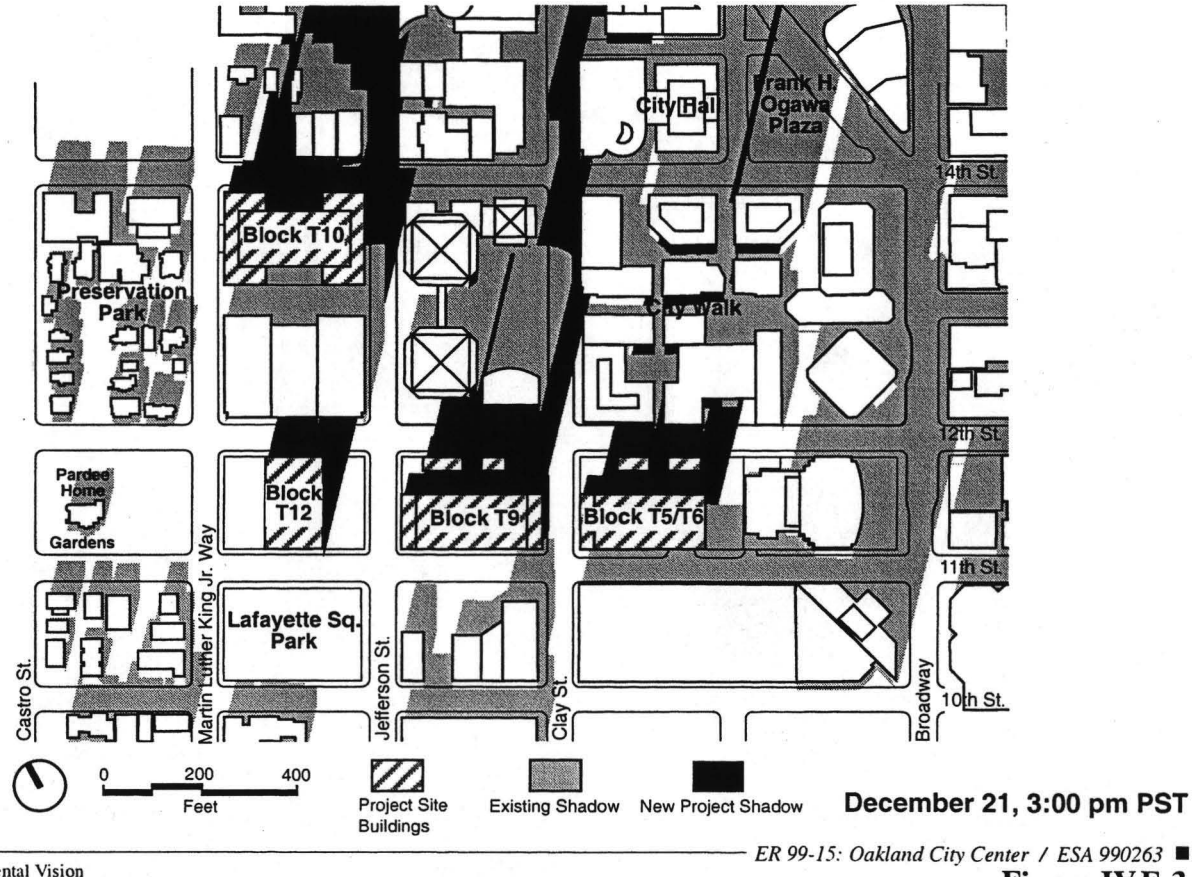


ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Environmental Vision

Figure IV.F-2
Project Shadow Patterns
June and December, Noon

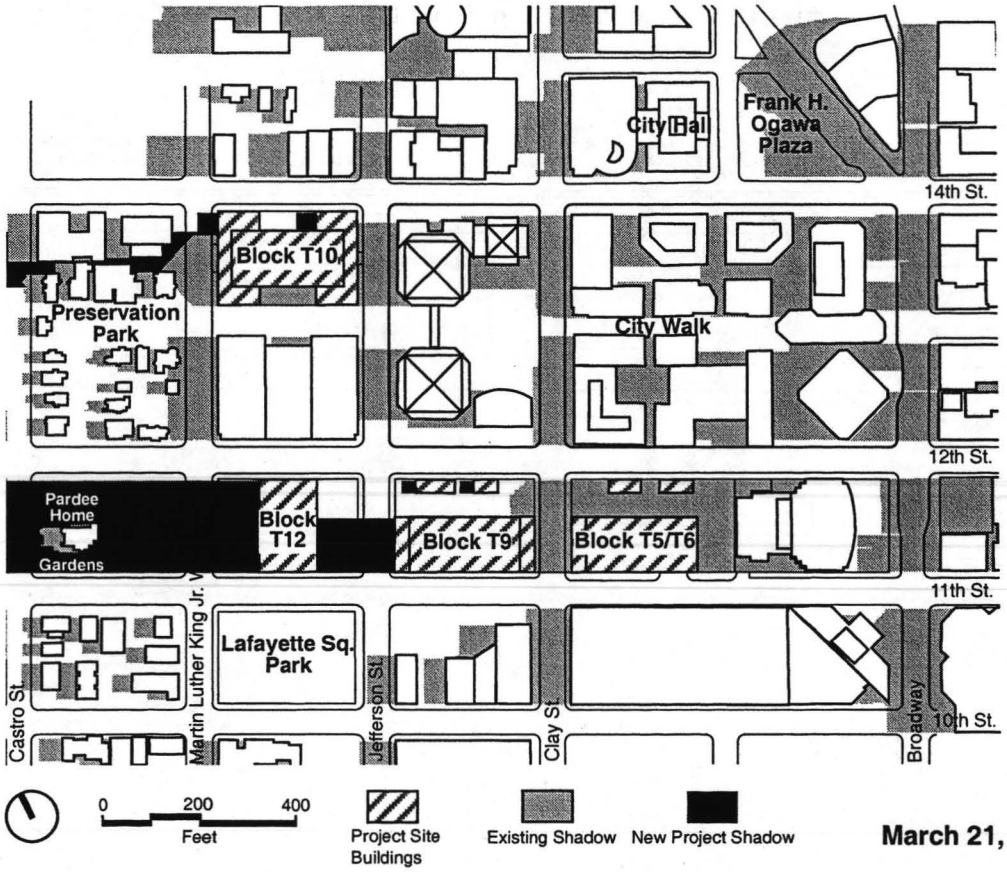


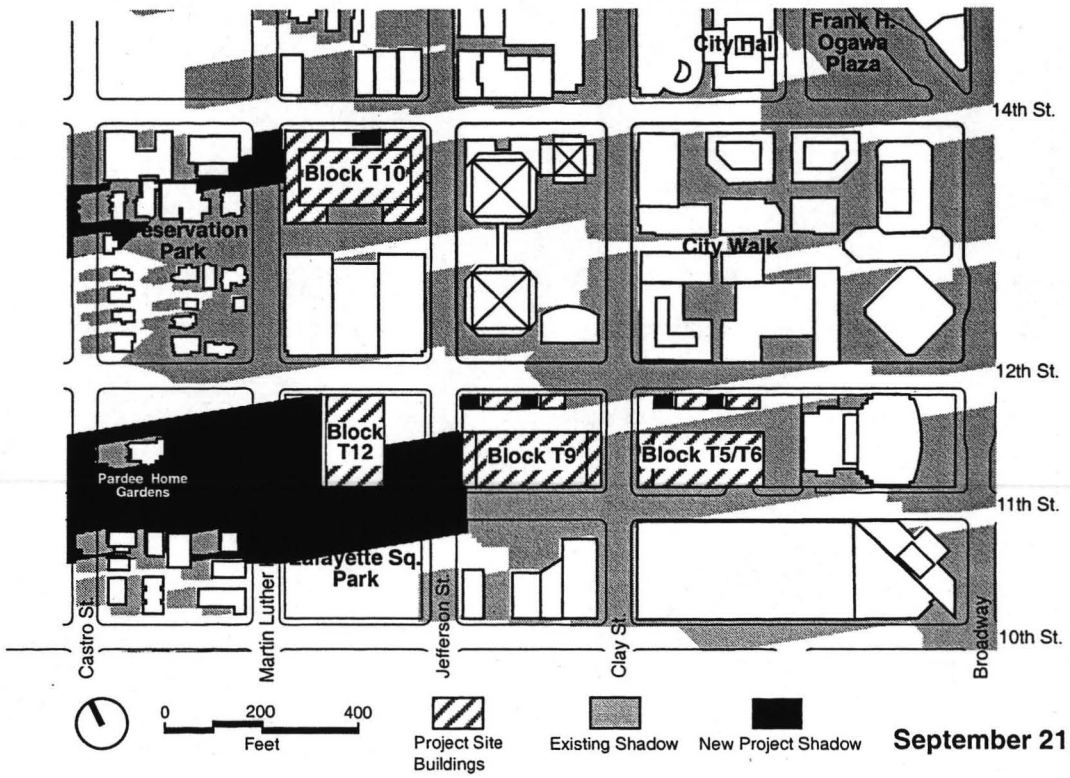


SOURCE: Environmental Vision

ER 99-15: Oakland City Center / ESA 990263 ■

Figure IV.F-3
Project Shadow Patterns
June and December, 3:00 pm

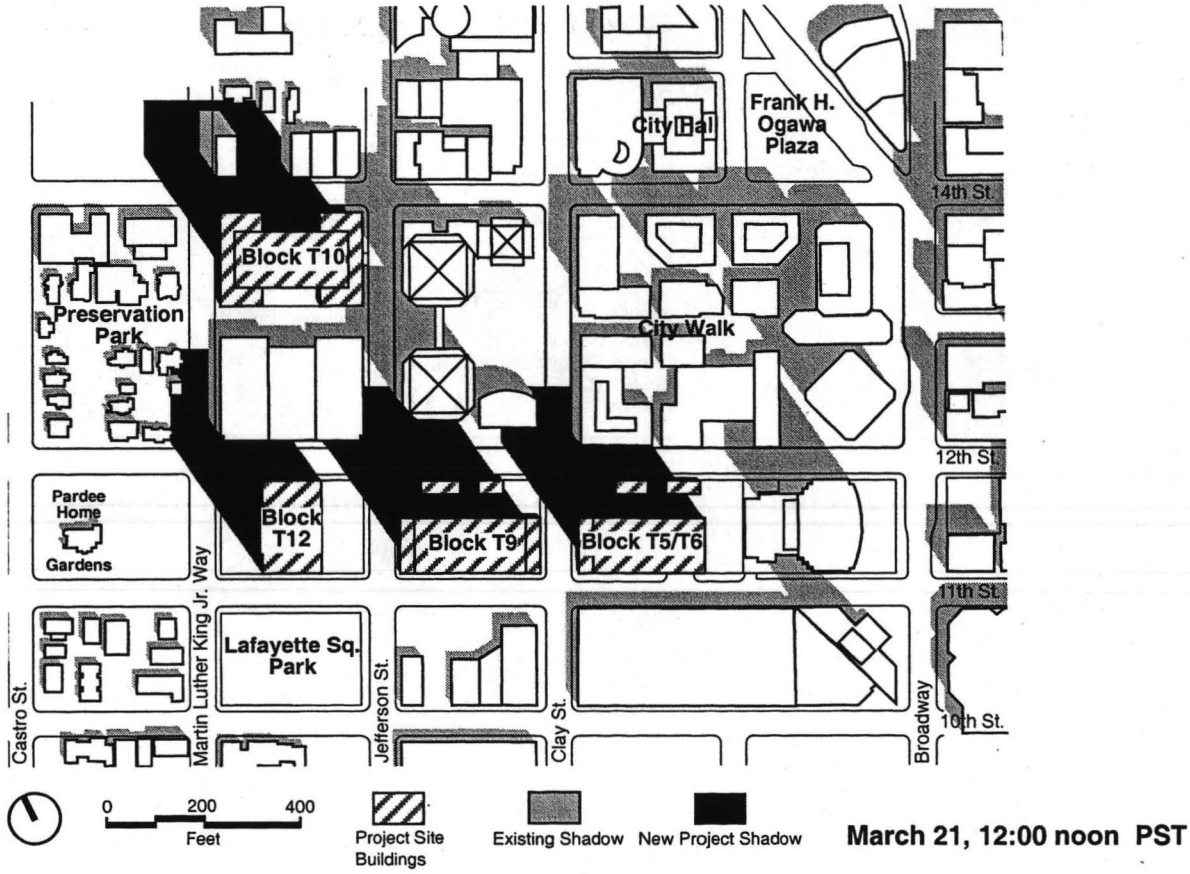


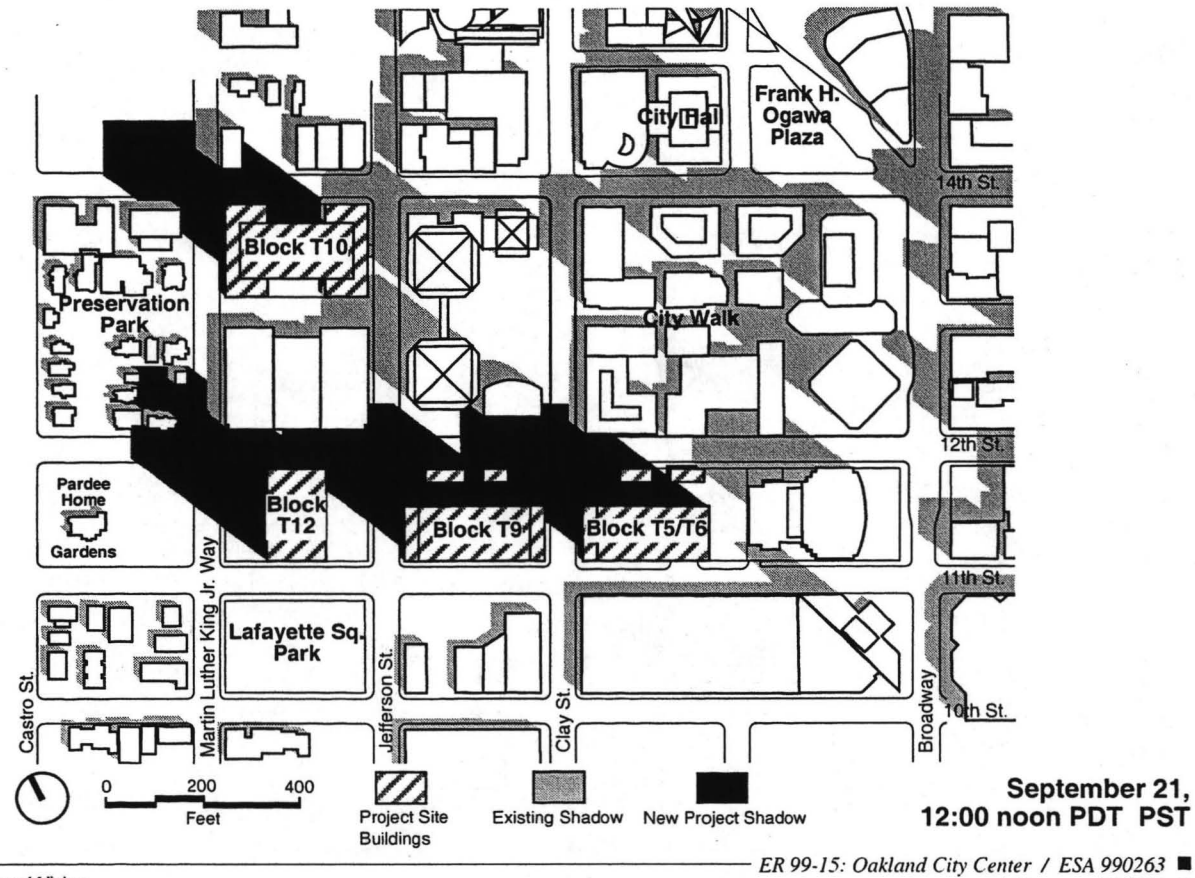


ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Environmental Vision

Figure IV.F-4
Project Shadow Patterns
March and September, 9:00 am

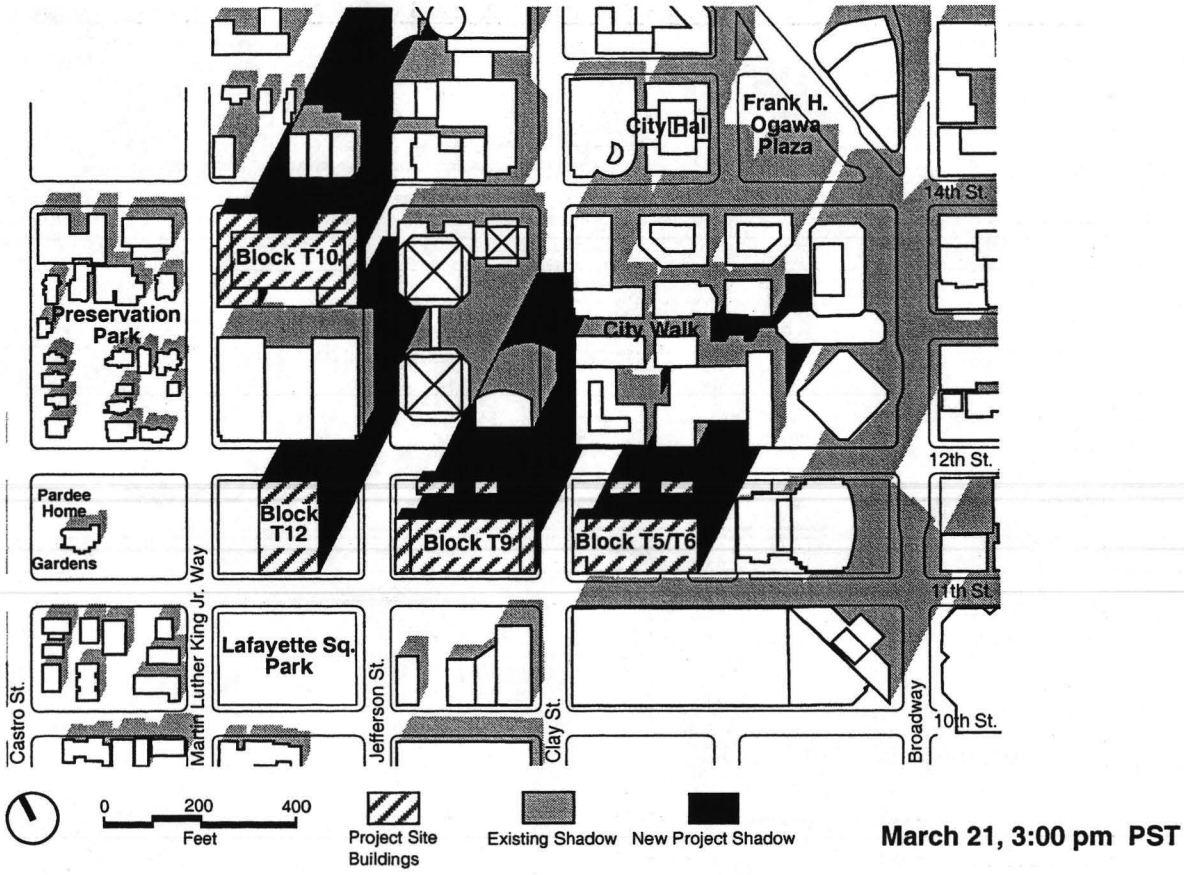


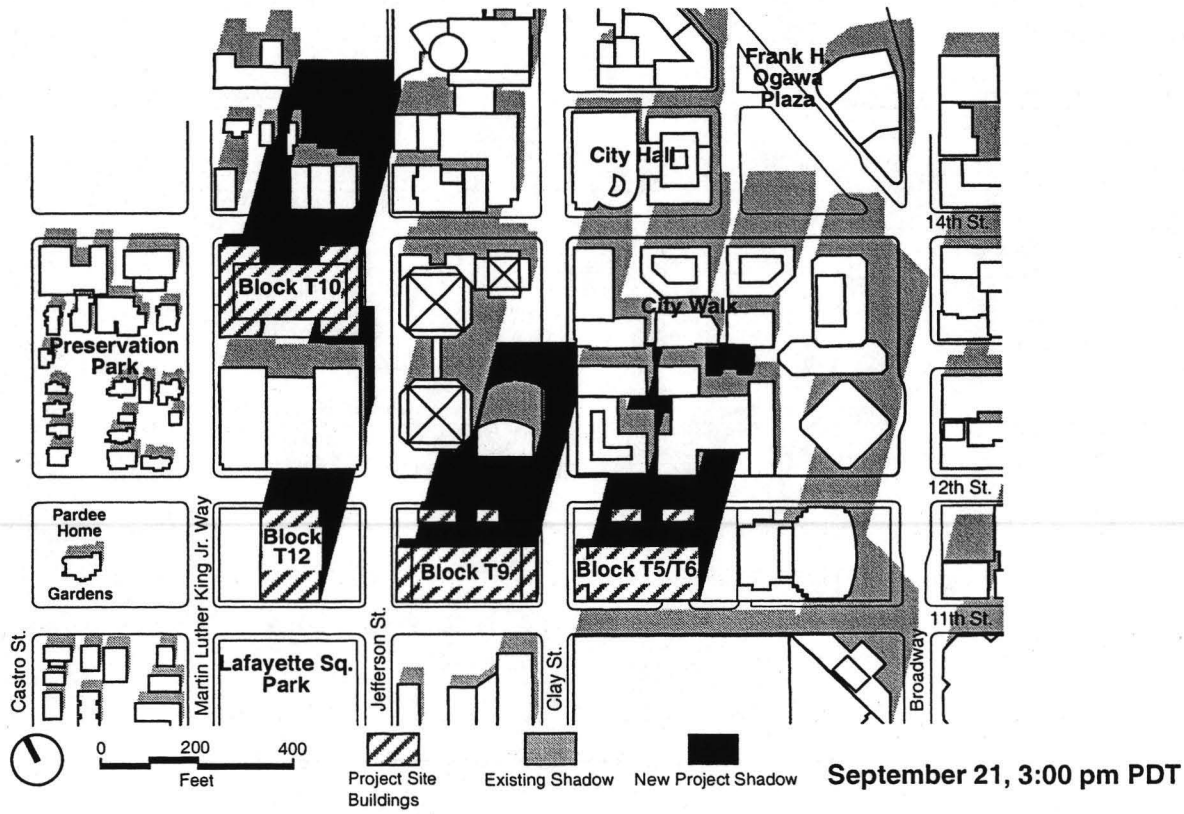


ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Environmental Vision

Figure IV.F-5
Project Shadow Patterns
March and September, Noon





ER 99-15: Oakland City Center / ESA 990263 ■

SOURCE: Environmental Vision

Figure IV.F-6
Project Shadow Patterns
March and September, 3:00 pm

TABLE IV.F-1
EXISTING AND PROJECT-GENERATED SHADOW

Location	Approximate Percentage of Area in Shade					
Date and Time	9:00 a.m.		12:00 noon		3:00 p.m.	
Lafayette Square Park	Existing	Project	Existing	Project	Existing	Project
June 21	0%	>90%	–	–	–	–
September 21	0%	40%	–	–	–	–
December 21	10%	10%	–	–	–	–
March 21	0%	0%	–	–	–	–
Pardee Home and Garden[a]	Existing	Project	Existing	Project	Existing	Project
March 21	0%	100%	0%	0%	–	–
June 21	0%	20%	0%	<10%	–	–
September 21	0%	70%	0%	10%	–	–
December 21	0%	50%	0%	0%	–	–
Preservation Park Plaza[a,b]	Existing	Project	Existing	Project	Existing	Project
March 21	0%	0%	0%	0%	–	–
June 21	0%	60%	0%	0%	–	–
September 21	90%	100%	0%	0%	–	–
December 21	60%	100%	0%	50%	–	–
Frank H. Ogawa Plaza	Existing	Project	Existing	Project	Existing	Project
March 21	–	–	–	–	40%	40%
June 21	–	–	–	–	0%	0%
September 21	–	–	–	–	20%	20%
December 21	–	–	–	–	80%	90%
City Walk	Existing	Project	Existing	Project	Existing	Project
March 21	–	–	–	–	60%	100%
June 21	–	–	–	–	20%	20%
September 21	–	–	–	–	60%	90%
December 21	–	–	–	–	60%	90%

– Project would not result in any shading of the space in question at this time of day, throughout the year

[a] Existing shadow does not include shadow from Pardee Home itself or from buildings within Preservation Park.
[b] Preservation Park Plaza includes traffic circle and paths around the fountain, as well as the bandstand to the west.

NOTE: Proposed project would not add new shadow to Broadway sidewalks at the times analyzed.

SOURCE: Environmental Vision; Environmental Science Associates

and Gardens at 9:00 a.m. in March, while at the other times of the year analyzed, shadow would cover between 20 percent and 70 percent of the grounds (see Table IV.F-1). At 12:00 noon, the project would shade no more than about 10 percent of the Pardee Home and Gardens throughout the year.

Preservation Park would be most affected by buildings on Block T12, southeast of Preservation Park on the street grid, and Block T10, to the northeast. The building on Block T12 would cast shadow on Preservation Park during the early to mid-morning hours except during the period from about mid-spring through early fall, when new shadow would fall on Preservation Park closer to the noon hour but would be limited in extent due to the shortness of the shadows at that time of year (see Figure IV.F-5). The building on Block T10, because it would be almost due east (on the compass) of Preservation Park, would add new shadow to Preservation Park in the morning hours in spring and summer (see Figure IV.F-1, top; and Figure IV.F-4, top). By the start of fall, existing buildings (including those in Preservation Park) would already shade much of the Park in the morning (see Figure IV.F-4, bottom). During other times of the year, the sun would be too far south to result in much new shading of Preservation Park from this building. The plaza at Preservation Park, located at the westernmost extension of the 13th Street right-of-way within the Park, would not be shaded by the project during the noon hour or in the afternoon at any of the times studied, and therefore would remain in sunlight for outdoor gatherings.

With shadow from the proposed project, the Preservation Park Plaza would be fully shaded in September and December, when existing shadow now covers 90 percent and 60 percent of the plaza, respectively. The project would not add new shadow to the Preservation Park Plaza at noon, except in December, when about 50 percent of the plaza would be in shade (see Table IV.F-1).

The blocks that make up the project site are all at least two blocks from Frank H. Ogawa Plaza, which is bordered by City Hall, 14th Street, and the San Pablo Avenue right-of-way. The plaza currently receives morning shade from buildings east of Broadway on the street grid (see Figure IV.F-1 and Figure IV.F-4), and mid-day and afternoon shade from existing buildings in City Center, particularly those along 14th Street, from the Federal Building and from City Hall itself (see Figures IV.F-2 and 3, bottom; and Figure IV.F-6). New project shadow would be limited to short periods of time during the early to mid-afternoon when the sun may shine on small areas of the plaza, between existing buildings (see Figure IV.F-3, bottom). In addition, depending on the exact height of the new buildings,[4] the project could add a small amount of new shadow to the northernmost reaches of the plaza, near 16th Street, in the mid-afternoon in fall and winter, when the sun angle would be such that one or more project buildings would intercept sunlight that now shines over the tops of existing buildings along 14th Street.

Of the times analyzed in Figures IV.F-1 through IV.F-6, the project would increase the extent of existing shadow only at 3:00 p.m. in December, from about 80 percent to about 90 percent (see Table IV.F-1).

[4] Although the building program is firm at approximately 2.2 million square feet of office space, there may be some slight variation in height between buildings on each site compared to what is analyzed in this EIR. As stated in footnote 3, the shadow analysis assumes all buildings would be 440 feet tall.

A similar pattern would prevail as concerns the City Walk promenade and plaza within City Center, along the former 13th Street right-of-way. Sunlight now reaches the promenade over the low-rise buildings on the south (12th Street) side of the existing City Center complex (see, for example, Figures IV.F-2 and 3, top). Project buildings would shade areas of the promenade during the afternoon hours (see Figure IV.F-6) except in late spring and early summer, when shadows are shortest (see Figure IV.F-3, top). In late fall and early winter, however, while project shadow would reach the City Center plaza, the plaza is already shaded by existing buildings (see Figure IV.F-3, bottom). As with other open spaces, the project would not cast new shadow on the City Walk plaza during the noon hour at any of the times studied (see Figures IV.F-2 and 5). Because this is the busiest time for this open space, with workers taking lunch breaks, the project would not substantially affect usage of the City Walk plaza in City Center.

The project would increase shadow coverage at 3:00 p.m., except in June, by between 30 percent and 40 percent, resulting in nearly full shading of City Walk, compared to about 60 percent shading at present (see Table IV.F-1). There would be no new project shadow on City Walk during the noon hour.

The sidewalk on the west side of Broadway would receive a small amount of new project shadow in the late afternoon, after 3:00 p.m., primarily near the corner of 12th Street and Broadway and 13th Street and Broadway. Much of the sidewalk is already shaded at this time.

As can be seen in Figures IV.F-1 through IV.F-6, the project would cast shadow to varying degrees on sidewalks in the project vicinity. In addition, project buildings would cast shadow on the project's own open spaces. However, the open space between the building on Block T10 and the City Center West Garage would be largely unaffected because it is nearly due south of that building.

Because project shadow would not substantially affect either Lafayette Square Park or Frank H. Ogawa Plaza, the two public open spaces in the vicinity, and would not adversely affect the other open spaces analyzed (the Pardee Home gardens, the plaza at Preservation Park, City Walk plaza, and the Broadway sidewalks), project shadow would not be considered a significant effect.

As currently proposed, the building on Block T10 would include residential units on the uppermost 10 stories of the 31-story building. Nearby residential buildings, such as those across 14th Street from Block T10, would be at least partially shaded in the early afternoon throughout much of the year even by the lower two-thirds (office portion) of this building, but the upper (residential) third would result in longer shadows being cast than would occur if the building were to contain only 21 stories of offices.

As shown in Figures IV.F-1 through IV.F-6 and in Table IV.F-1, the building on Block T10 would newly shade as much as half of the entirety of Preservation Park (at 9:00 a.m. in June). At 9:00 a.m. during other months studied, new shadow from the Block T10 building would be limited because of existing shadows.

At 12:00 noon, new shadow from the Block T10 building would be generally limited to areas immediately across 14th Street and Martin Luther King Jr. Way, except in December, when this building would cast new shadow on about 30 percent of the two blocks across 14th Street.

At 3:00 p.m., the building on Block T10 would cast new shadow on more than half of the building immediately across 14th Street in March and September. New shadow would be less on this block in December because of the longer existing shadows, but new shadow would extend north of 15th Street. In June, new shadow would primarily affect streets and sidewalks.

Mitigation: None required.

Wind

Wind-tunnel testing for the *Land Use and Transportation Element EIR* was based on bulk models for each of the four City Center office building sites, with a total building program of 2.2 million square feet, similar to what is currently proposed . To ensure the maximum potential effect would be modeled, each building was assumed to be 425 feet tall, with a square base. Each model was centered in its full-block site, but testing was conducted at the base of each building to simulate sidewalk conditions. Although the current project generally proposes buildings of somewhat less height and larger footprints, the buildings would be of generally regular shapes. Further, the current project does not include definitive designs for buildings other than that on Block T9. Therefore, the previous testing is considered to provide enough accuracy for purposes of a conservative analysis. Additionally, there have been no substantial changes in the built environment since the 1997 testing was completed, as the testing assumed completion of the University of California – Office of the President, the new City Administration Buildings and the Elihu M. Harris State Office Building.

Impact F.2: The project could result in exceedances of the 36-mph "wind hazard" speed. This would be a significant impact.

Generally, wind speeds in the vicinity of the four City Center sites that are exceeded 10 percent of the time under existing conditions would increase by an average of slightly more than two miles per hour (mph) as a result of the project, with changes at individual locations ranging from a decrease of 4 mph to an increase of 8 mph. The size and scale of the four high-rises would be sufficient to influence winds in a several-block area immediately surrounding the City Center site.

For the 39 points tested, the total number of hours per year during which the 36-mph hazard criterion would be exceeded would increase from 25 hours for existing conditions to 257 hours with the project. The hazard criterion would be exceeded at a total of 14 new locations, while four of the existing exceedances would be eliminated, including one existing exceedance in Lafayette Square Park.

High winds, including those affected by the proposed buildings, would generally be predictable, in that they would most often accompany storm conditions. Nevertheless, any occurrence of winds of greater than 36 mph could be a safety hazard to pedestrians, particularly the elderly, the infirm and small children. Persons carrying large parcels and umbrellas could have difficulty walking under these conditions. Because the four high-rises could result in 14 new locations where the 36-mph hazard criterion would be exceeded, and because it would increase the incidence of hazardous winds at pedestrian-oriented locations along 11th, 12th, and Jefferson Streets, the project could have a significant effect on wind speeds. It should also be noted that there may be other locations in the vicinity that currently, or in the future would, experience hazardous winds.

Mitigation Measure F.2: The City shall require the project sponsor to incorporate, to the maximum extent feasible, specific design elements in the final siting and designs for the high rises that would reduce ground-level winds within the Downtown Showcase District.

Recommended modifications to the building masses as tested to reduce winds would include some of the design features already included in the project, such as:

- placing the buildings back from the sidewalk, which would likely reduce winds at the sidewalk itself;
- the introduction of curved facades, which could reduce the tendency of the project structures to intercept upper-level winds and direct them down to ground level; and
- placing the tower atop a lower podium level, which would serve to interrupt winds traveling down the tower before they reach ground level.

In addition, the use of facade articulation, to break up winds along the building face, and horizontally projecting wind screens, to disturb the downward flow of wind, could further serve to reduce ground-level winds.

Typically, buildings of approximately 100 feet or more in height (8 stories or more) can have a substantial effect on ground-level winds in an urban environment. Given the existing wind regime in the vicinity of the project site, it is likely that any buildings of the size proposed with the project would have comparable effects as those of the project structures. That is, new buildings of similar mass and height to those proposed might lessen or avoid wind speed exceedances at certain existing locations but could create ground level conditions in other locations that would exceed the applicable significance criteria.

Significance after Mitigation: Significant and Unavoidable.

As noted, current designs of the buildings would incorporate design elements such as building setbacks and the placement of the towers on two-story podiums. These elements would be expected to reduce the strong winds measured at the bases of the building masses that were tested. Substantial reductions in wind speed, and elimination of hazardous wind conditions can be achieved by such measures. Although it is feasible that most of the new hazard exceedances

could be eliminated by careful attention to wind effects in design of the buildings, it is possible that significant wind-related impacts would occur after completion of the most wind-reducing building design. Therefore, and because much of the project remains in the preliminary design stage, this impact is considered to be significant and unavoidable.

G. HISTORIC ARCHITECTURAL RESOURCES

SETTING

ARCHITECTURAL RATING SURVEYS

City of Oakland

The Oakland Cultural Heritage Survey (OCHS), a project of the Planning Department, has been conducted since 1979, and 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). The ratings are based on visual quality and design, including the importance of the designer; history and association with persons and events; context; and integrity and reversibility of any changes.[1] The OCHS has also identified historic districts, designated as Areas of Primary Importance and Areas of Secondary Importance. Areas of Primary Importance appear eligible for the National Register of Historic Places (see below), while Areas of Secondary Importance do not.

Federal and State Registers

The National Register of Historic Places is the official U.S. government list of properties that have architectural, historical or cultural significance at the national, state or local level. The Register is administered by the National Park Service, an Agency of the Department of the Interior. Listing of a property in the National Register does not prohibit demolition or alteration of that property, but does denote that the property is a resource worthy of recognition and protection. Eligibility for the National Register is based on a property meeting one of four criteria: a property must be associated with important historical events (Criterion A) or persons (Criterion B); may represent a specific type, period, or method of construction or be the work of an important architect (Criterion C); or may yield important information about history or prehistory (Criterion D).

The State Office of Historic Preservation (OHP) maintains the California Register of Historical Resources. The California Register includes properties that are listed or are formally determined eligible for listing in the National Register of Historic Places; State Historical Landmarks; and eligible Points of Historical Interest. Other resources that may be eligible for the California Register, and which require nomination and approval for listing by the State Historic Resources Commission, include resources contributing to the significance of a local historic district, individual historical resources, historical resources identified in historic resources surveys conducted in accordance with OHP procedures, historic resources or districts designated under a local ordinance consistent with the procedures of the State Historic Resources Commission, and local landmarks or historic properties designated under local ordinance. A resource may be listed in the California Register under criteria that are similar to those of the National Register.

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[1] 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 present condition, while the contingency rating describes it under possible future circumstances.

PROJECT SITE

The four blocks that make up the project site are undeveloped, save for a surface parking lot on Block T12 and interim landscaping improvements on Block T5/T6. There are no structures on any of the blocks; the most recent previously existing buildings were demolished in the 1970s and early 1980s through implementation of the Central District Urban Renewal Plan.

HISTORIC DISTRICTS

There are several historic districts within the project vicinity. Three are districts identified by the OCHS. They are the Grove Street-Lafayette Square Residential District, the Old Oakland District, and the Downtown District. Each of these districts is considered an Area of Primary Importance (API) under the General Plan Historic Preservation Element, which identifies an API as an historically or visually cohesive area or property grouping that contains a "high proportion of individual properties with ratings of 'C' or higher and appear 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 not having undergone major alterations. The Zoning Regulations separately identify two S-7 Preservation Combining Zones, which overlap generally, but not precisely, with the Grove Street-Lafayette Square Residential District and the Old Oakland District. Nearby historic districts are identified on Figure IV.G-1.

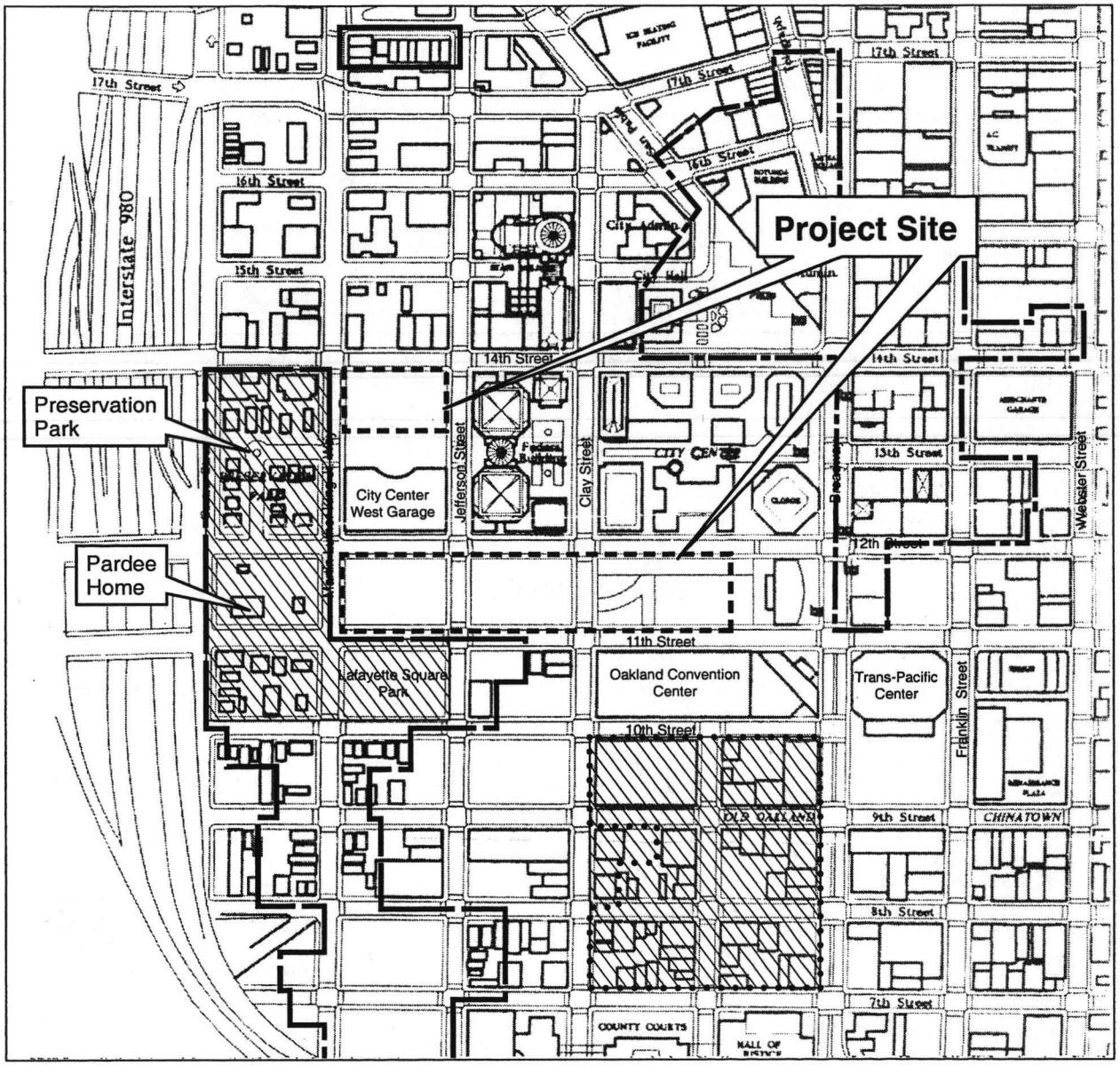
Districts Identified by the Oakland Cultural Heritage Survey

Grove Street-Lafayette Square Residential District

Immediately adjacent to Blocks T10 and T12 on Martin Luther King Jr. Way, and to Blocks T12 and a portion of Block T9 on 11th Street, is the Grove Street-Lafayette Square Residential District.[2] This district encompasses all or part of 15 city blocks, generally in a one-block-wide band along Martin Luther King Jr. Way, from 14th Street at the north to 6th Street at the south, with an eastward extension nearly to Clay Street between 10th and 11th Streets.

According to the OCHS Historic Resources Inventory (survey) form, the Grove Street district "is part of the northwest corner of the original Town of Oakland laid out in 1853 (separated from the rest of its historic neighborhood by the Grove-Shafter [I-980] freeway west of Castro Street), and the irregularly shaped district's boundaries have been drawn on the basis of its surviving 19th and early 20th century residential character." The Grove Street district's period of significance is 1853 to 1915, with the largest number of buildings dating from the 1870s (about 20) and the

[2] Grove Street is the former name for Martin Luther King Jr. Way.



SOURCE: Community and Economic Development Department

ER 99-15: Oakland City Center / ESA 990263 ■

Figure IV.G-1
Nearby Historic Districts

1900s (about 17), reflecting building booms associated with the 1863 establishment of rail service to San Francisco and the displacement in San Francisco resulting from the 1906 earthquake and fire. Many of Oakland's early prominent citizens lived within the Grove Street district, as did working-class residents. There are (and were) few stores and other commercial establishments, because the City's commercial center was within just a few blocks walk to the southeast.

When surveyed in 1985, the Grove Street district included approximately 85 buildings or sites, including the Pardee Home (listed on the National Register), the family residence of George Pardee, former Oakland mayor and California governor, on Castro Street; St. Mary's Church on Jefferson Street; the former Main Library (now Charles H. Greene branch; listed on the National Register) and First Unitarian Church (listed on the National Register), adjacent to one another on 14th Street; and Lafayette and Jefferson Squares, two of the original seven Oakland parks. The district included three City blocks planned for development as Preservation Park (see below under "Districts Identified in the Oakland Zoning Regulations"), as well as other vacant lots. The OCHS survey form notes there were "a large number [of vacant lots] just outside [the district], partially defining its edges." These lots include Blocks T9, T12, and T10.

A few buildings, including the so-called Wetmore Group on 11th Street, across from Block T9, have subsequently been demolished. A number of larger, older houses have been converted to multi-unit dwellings over the years. At the time the Grove Street-Lafayette Square Residential District was identified in 1985, the project site blocks to the west and north had already been cleared of most buildings for redevelopment. As noted in the OCHS survey form, "The major loss to the district has been its continuity: a 1923 aerial photo shows it as part of a continuous cityspace tapering away from the central business district."

The Grove Street-Lafayette Square Residential District appears eligible for the National Register, according to the OHP inventory.

Old Oakland District

The Old Oakland District comprises most of six blocks, bounded by Broadway and 7th, Clay, and 10th Streets, with the exception of the western portion of the block bounded by Washington, 8th, Clay, and 9th Streets. The district is one block south of Block T5/T6, on the opposite side of the Oakland Convention Center from the project site.

The Old Oakland District represents "the surviving downtown commercial center of the 1870s and 1880," according to the OCHS survey form. Some buildings were constructed later, in the early part of the 20th century, to house support services for downtown, which by then had moved farther north to the area around 14th Street.

Like the Grove Street-Lafayette Square Residential District, the growth of the Old Oakland District was due in large part to the San Francisco and Oakland Railroad, which operated a steam train on 7th Street. (The Central Pacific Railroad, which took over the operation, built a depot on

7th Street that still exists, remodeled as a retail store.) The Old Oakland District's period of significance is 1864-1933.

Most of the contributory buildings are two- and three-story brick or wood commercial structures in the Italianate Style, with large cornices. Many have projecting bays above the ground-floor storefronts. The newer (early 20th century) buildings are mostly similar in scale, although one later addition, Swan's Market (determined individually eligible for the National Register), was built in stages (1917 – 1940) to occupy an entire block, resulting in the demolition of a number of 19th century buildings.

According to the OCHS survey form, "The District is bounded on the north and south by large modern high-rise buildings and on the east by vacant sites for additional high-rises. To the west are undistinguished one- and two-story buildings and vacant lots separating it from the Grove Street Residential District. Thus the District is clearly defined by the differences between its small scale and its very tall neighbors."

The most notable portion of the district is known as Victorian Row, along both sides of 9th Street between Broadway and Clay Street, "an unbroken succession of Victorian structures [that] comprise one of the most distinguished compositions of late-Victorian commercial architecture in the western United States," according to the OCHS form. Most of the district has been determined eligible for the National Register.

Downtown District

The delineated historic district within the downtown area was documented in 1985 and determined eligible for listing on the National Register of Historic Places in 1986. The district was found to be "locally significant for its architectural and historical importance as a major concentration of well-preserved commercial structures that document the economic and architectural development of the city between 1900 and 1929."[3] Subsequently, the district boundaries were revised, and the district (as shown in Figure IV.G-1) was listed on the National Register on July 1, 1998.

In 1985, the district was L-shaped and covered most or all of 17 city blocks, and contained 96 buildings, two public plazas and 11 vacant lots. Its focus included the intersection of 14th Street and Broadway, the City Hall and Plaza, and highrise office buildings on Broadway between 11th and 17th Streets. Most contributory buildings "date from 1904-1928 and display a general unity of style: attached at ground floor level with no setbacks, brick and masonry surfaces, 2 or 3-part vertical composition, Beaux Arts-derived ornament, projecting terra cotta or metal cornices, frequently skeletal articulation and Chicago-style window treatment," according to the OCHS survey form.

Since the mid-1980s the district has been effectively reconfigured through the demolition of many buildings, particularly to the northwest around the City Hall. Several buildings were

[3] National Park Service, March 19, 1986. "National Register of Historic Places, Determination of Eligibility Notification, Downtown Oakland Historic District."

damaged in the 1989 Loma Prieta earthquake and subsequently demolished. There are approximately 60 buildings remaining in the district. As listed on the National Register, the edge of the district meanders from 11th Street along Broadway, around City Hall up to 17th Street, and down to Franklin Street with several appendages. For the most part the characteristic styles contained within the district have remained, only represented by fewer structures. Revisions since 1985 have eliminated blocks west of City Hall Plaza (formerly Washington Street), except for City Hall itself and the Plaza Building to the north, across the former 15th Street, from City Hall. Also eliminated since 1985 was a portion of the block bounded by 16th Street, San Pablo Avenue, 17th Street, and Telegraph Avenue; and the area south of 12th Street, save for the former Key System Building at 11th and Broadway; as well as approximately three other buildings or sites. One additional building was added.

Districts Identified in the Oakland Zoning Regulations (Planning Code)

The S-7 Preservation Combining Zone "is intended to preserve and enhance the cultural, educational, aesthetic, environmental, and economic value of structures, other physical facilities, sites, and areas of special importance due to historical association, basic architectural merit, the embodiment of a style or special type of construction, or other special character, interest, or value, and is typically appropriate to selected older locations in the city" (Planning Code Sec. 17.84.010). Creation of an S-7 Zone requires approval by the Planning Commission, upon advice of the Landmark Preservation Advisory Board, and by the City Council.

Preservation Park S-7 Districts

The Code includes two different but continuous Preservation Park S-7 Districts. The first such district created in Oakland (Ordinance 9201, August 11, 1975) includes the three blocks bounded by Martin Luther King Jr. Way and 11th, Castro, and 14th Streets. In 1979 (Ordinance 9754, April 17, 1979), the Preservation Park Extension was adopted, adding the two blocks bounded by Jefferson Street, 10th Street, Martin Luther King Jr. Way, and 11th Street, including Lafayette Square Park, and resulting in an L-shaped preservation area.

The area commonly known as Preservation Park is a collection of 16 detached Victorian structures, most of which were moved from the path of the I-980 freeway, and have been renovated and are now used primarily as office space for non-profit organizations. It extends from Martin Luther King Jr. Way to Castro Street, between the north side of 11th Street and the north side of the former 13th Street right-of-way. Five buildings on what was the north side of 13th Street remain in their original locations. Preservation Park features a grassy open space area, a small outdoor stage, an historic fountain, and gardens; facilities are rented out for meeting space and special events.

Also within the S-7 districts are three buildings listed separately on the National Register. The First Unitarian Church and the Charles S. Greene Library building together occupy the entire south side of 14th Street between Martin Luther King Jr. Way and Castro Street, across Martin Luther King Jr. Way from Block T10. The Pardee House (now a museum) occupies the western half of the block bounded by Martin Luther King Jr. Way and 11th, Castro, and 12th Streets.

A similar Preservation Park historic district, but excluding Lafayette Square, was determined eligible for the National Register in 1980.

Victorian Row S-7 District

The Victorian Row S-7 district in Old Oakland is identical to the Old Oakland District identified by OCHS, except that the S-7 district includes all of the block bounded by 8th, Clay, 9th, and Washington Streets. The Victorian Row S-7 district is bounded by Broadway and 7th, Clay, and 10th Streets. It was adopted in 1976 (Ordinance 9298, April 13, 1976), as the second S-7 Preservation Zone in Oakland.

EXISTING PLANS

The following *Oakland General Plan* goals, objectives and policies related to historic architectural resources are relevant to the proposed project.

Land Use and Preservation Element

- Downtown development should be visually interesting, harmonize with its surroundings, respect and enhance important views in and of the downtown, respect the character, history, and pedestrian-orientation of the downtown, and contribute to an attractive skyline (Policy D2.1, *Enhancing the Downtown*).

- Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range, where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas (Policy D10.3, *Framework for Housing Densities*).

Historic Preservation Element

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

Historic Preservation Goals and Policies that relate to the project and the existing structure on the site include:

- Historic Preservation Goal 2: To preserve, protect, enhance, perpetuate, use, and prevent the unnecessary destruction or impairment of properties or physical features of special character or special historic, cultural, educational, architectural or aesthetic interest or value. Such properties or physical features include buildings, building components, structures, objects, districts, sites, natural features related to human presence, and activities taking place on or within such properties or physical features.

- Policy 3.1: *Avoid or Minimize Adverse Historic Preservation Impacts Related to Discretionary City Actions:* The City will make all reasonable efforts to avoid or minimize adverse effects on the Character-Defining Elements of existing or Potential Designated

Historic Properties which could result from private or public projects requiring discretionary City actions.

- Policy 3.8: *Definition of "Local Register of Historical Resources" and Historic Preservation "Significant Effects" for Environmental Review Purposes:* For purposes of environmental review under the California Environmental Quality Act, the following properties will constitute the City of Oakland's Local Register of Historic Places: 1) All Designated Historic Properties, and 2) 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 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 Preservation Study List properties. Complete demolition of a Historical Resource will normally be considered a significant effect that cannot be mitigated to a level less than significant and will, in most cases, require preparation of an Environmental Impact Report. A proposed addition or alteration to a Historical Resource that has the potential to disqualify a property from Landmark or Preservation District eligibility or may have substantial adverse effects on the property's Character-Defining Elements will normally, unless adequately mitigated, be considered to have a significant effect. Possible mitigation measures are suggested in Action 3.8.1.

The proposed project would be generally consistent with the above goals, objectives, and policies in that it would not adversely affect the significance of any historical resources.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

CEQA Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." An "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. A resource that is officially designated or recognized as significant in a local register of historical resources or one that is identified as significant in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be significant under CEQA "unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant." A "substantial adverse change" is defined in Section 15064.5(b)(1) of the state CEQA Guidelines as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

The Historic Preservation Element (Policy 3.8) defines the City's "local register of historical resources" as including all Designated Historic Properties and Potential Designated Historic Properties that have an existing rating of "A" or "B" or are located with an Area of Primary Importance. In addition, until complete implementation of Action 2.1.2 (Redesignation), the

Local Register of Historical Resources also includes Oakland Landmarks, S-7 Preservation Combining Zone properties, and Preservation Study List properties.

As noted, the Grove Street-Lafayette Square Residential District, the Old Oakland District, and the Downtown District are all Areas of Potential Importance. Therefore, these districts, as well as the Preservation Park S-7 Combining Zones and the Old Oakland S-7 Combining Zone, are considered historical resources.

Under Policy 3.8, proposed additions or alterations to an historical resource that could disqualify a property from Preservation District eligibility or may have a substantial adverse effect on the property's "Character-Defining Elements" will normally, unless adequately mitigated, be considered to have a significant effect" (p. 5-10). "Character Defining Elements" are defined by the Historic Preservation Element (p. A-3) as: "Those features of design, materials, workmanship, setting, location, and association that identify a property as a representative of its period and contribute to its visual distinction or historical significance."

PROJECT IMPACTS

A historic preservation consultant evaluated the project's potential effects on historic resources, and the findings are summarized here.[4] The complete report is included in Appendix D.

Impact G.1: The project would construct four buildings of up to 31 stories on four blocks, two of which would be across the street from designated historic districts. This would be a less-than-significant impact.

As currently planned, the proposed project would result in construction of potentially the tallest building in Oakland, at 31 stories. This building is currently proposed for Block T10, the northernmost block within the project site, across Martin Luther King Jr. Way from the Greene Library and Preservation Park, which is within both the Grove Street – Lafayette Square Residential District and the Preservation Park S-7 Preservation District. The building on Block T12, at 26 stories, would also be across Martin Luther King Jr. Way from these two overlapping districts, and in addition would border the Grove Street district and the Preservation Park Extension S-7 district across 11th Street. Project structures would each occupy an entire city block. Therefore, in both height and footprint, they would be many times larger than the largest buildings in the historic districts.

However, the project would not involve physical demolition, destruction, relocation, or alteration of any historic resources. Nevertheless, the project buildings would alter the immediate surroundings by constructing high-rise towers across the street from the Grove Street and Preservation Park historic districts, and one block from the Old Oakland districts. However, the OCHS documentation for these districts identifies them as isolated remnants that are clearly distinct from the surrounding neighborhoods. As stated in the forms, the Grove Street-Lafayette Square Residential District's "irregularly shaped . . . boundaries have been drawn on the basis of

[4] Architectural Resources Group, "CEQA Evaluation – Oakland City Center," January 28, 2000.

its surviving 19th and early 20th century residential character," and the Old Oakland District "is clearly defined by the differences between its small scale and its very tall neighbors." As for the Downtown District, potential project effects on that district would be attenuated by the fact that existing modern high-rise buildings are between the project site and the Downtown District.

Because the historic districts are isolated by existing land use patterns from the project, the project would neither alter the character-defining elements of the districts nor impair the physical characteristics that convey the significance of the districts, and the effect would be less-than-significant. According to the historic resources evaluation:

> The proposed project does not affect the physical characteristics that convey the significance of the three adjacent historic districts or the individually significant Pardee home. While the construction of the four towers will change the overall urban context in which the adjacent historical resources are set, this context has been changing and evolving for some time. Therefore, it is ARG's opinion that the construction of the four towers will not result in substantial adverse change in any of the historical resources in the project vicinity.

Mitigation: None required.

CHAPTER V
ALTERNATIVES

A. INTRODUCTION

CEQA requires an evaluation of the comparative effects of a range of reasonable alternatives to the proposed project that would feasibly attain most of the basic objectives of the project and reduce or eliminate any significant effects (CEQA Guidelines Section 15126.6). The range of alternatives is governed by the "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice (CEQA Guidelines Section 15126.6(f)). Evaluation of a No Project Alternative and identification of an environmentally superior alternative are required. The significant effects of the alternatives shall be discussed, but in less detail than the significant effects of the proposed project (CEQA Guidelines Section 15126.6(d)).

This section discusses six alternatives to the proposed project: 1) a No Project alternative; (2) a "Shifted Program" alternative, which would include the same square footage as the proposed project but would construct shorter buildings on Blocks T10 and T12 and larger buildings on Blocks T9 and T5/T6; (3) a Reduced Program alternative, which would have the same mix of uses as the proposed project but less office space; (4) a Stepped Height alternative, similar to the shifted program alternative but with less total square footage, in which shorter buildings would be constructed on the two western blocks (T10 and T12) and the buildings on Blocks T9 and T5/T6 would be the same as proposed with the proposed project; (5) a "Podium alternative," in which the buildings on the two western blocks would be constructed at the eastern sides of those blocks and the square footage would remain the same as with the proposed project; and (6) a fully Mitigated Alternative. The components of these alternatives are described below, followed by a discussion of their impacts and how they would differ from those under the proposed project.

B. OFF-SITE ALTERNATIVES

None of the alternatives examined considered an alternative site because such a scenario would not meet most of the basic objectives of the proposed project, including the project sponsor's principal objective, development of additional office space in the City Center of Downtown Oakland, the rights to which are owned by the project sponsor. An off-site alternative would also fail to satisfy several other project objectives and also goals and policies of the City that are applicable to the proposed project, including:

- to intensify the use of currently vacant underutilized property in the downtown central core area;
- to catalyze economic development within the downtown area by attracting residents and employees to the central core area, helping to increase 24-hour activity Downtown;

- to plan for the entire buildout of the City Center area over the next 10- to 15-year horizon; and
- to develop a commercially successful project that ultimately will include four office towers along with ground-floor commercial uses and a residential component, all in close proximity to each other and to transit facilities, thereby creating an integrated corporate environment and enhancing the existing City Center office and retail complex.

Although there is other underutilized land in downtown Oakland, no other comparable sites of sufficient size are available in the City Center area or elsewhere in downtown Oakland, in close proximity to a wide array of transit opportunities. In addition, an off-site alternative outside the downtown core would neither catalyze economic development in that area nor facilitate the buildout of City Center. Finally, there are no comparable sites in terms of the development locations' proximity to each other and to City Center to allow for development of the integrated project desired by the sponsor.

The CEQA Guidelines (Sec. 15126.6(f)(2)) further state that the "key question" in considering potential off-site alternatives is whether any of the significant effects of the project would be avoided or substantially lessened through implementation of the project at an alternative location. Off-site locations elsewhere in the downtown central core would likely result in the same or similar effects as those of the proposed project, because those impacts would result primarily from the size of the proposed project and the effect of the proposed project on the surrounding, downtown location. Some significant impacts of the proposed project, such as the potential generation of increased traffic and exceedances of the 36-mph "wind hazard" speed caused by high-rise construction, would be likely to occur even should the proposed project be undertaken outside the downtown central core; it is not certain that feasible mitigation for such effects could be identified in alternative locations. In addition, project implementation in undeveloped locations outside the downtown central core could encounter environmental constraints not present at the proposed project site, including biological sensitive resources, sensitive scenic resources, land use compatibility issues, increased seismic hazards, and a lack of transit access. It is again worth noting that, beyond uncertainties as to potential environmental effects, removal of the proposed project from the City Center area would prevent the achievement of most of the sponsor's basic objectives and also a number of City goals and policies: development of an office project of the density proposed was expressly assumed in the EIR for the recently updated General Plan Land Use and Transportation Element, which include policies calling for "new large scale office development" around the 12th Street BART station (Policies D8.1, D8.4), and construction on existing vacant land downtown (Policy D6.1). The context of certain projects is part of the rationale for building them; a suburban office campus is not an alternative to a transit-dependent urban office development, but rather a fundamentally different type of project.

Finally, an off-site alternative is not considered truly feasible. CEQA Guidelines Section 15126.6(f)(1) states:

> Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the

proponent can reasonably acquire, control or otherwise have access to the alternative site (or the site is already owned by the proponent).

The project sponsor already controls the existing City Center complex, adjacent to all four blocks that make up the proposed project site, and has contract rights to acquire the four project blocks from the Redevelopment Agency.

Table V-1 (p. V-18) compares the effects of the proposed project and the six alternatives.

C. ALTERNATIVE 1: NO PROJECT ALTERNATIVE

DESCRIPTION

Under the No Project alternative, the proposed project would not be constructed. The four blocks that constitute the proposed project site would remain in their current condition; that is, all except Block T12 would remain undeveloped, while Block T12 would remain in use as a surface parking lot.

Given the location of the proposed project site, adjacent to one of Downtown Oakland's two major centers of high-rise office development, the potential exists that a subsequent proposal could be made for such high-rise office construction on one or more of the project blocks if the proposed project were not constructed. High-rise office development has previously been approved for the blocks that compose the project site, as part of the overall City Center project, the first two buildings of which were completed in 1973 (1333 Broadway) and 1976 (1221 Broadway); approved buildings at 475 and 505 14th Street were completed shortly thereafter. A 1973 EIR was completed for the 1111 Broadway building and a second EIR, finalized in 1984, resulted in approval of nearly 3.7 million square feet of office space on nine blocks bounded by 11th Street, Martin Luther King Jr. Way, 14th Street, and a line east of Clay Street; of this, two City Center buildings (1200 1300 Clay Street) and the federal office buildings (about 1.25 million square feet of office space) have been constructed, along with the City Center West Garage (in lieu of office space on its site). Construction on the remaining blocks – the four blocks that make up the project site – could therefore reasonably be anticipated even under the No Project Alternative, although the timing of such development could vary. Given the previous approval, the intensity of development under the No Project Alternative could exceed 2 million square feet, as would the proposed project.

Further, as is noted in Chapter I, Introduction, the 1997 *Oakland General Plan Land Use and Transportation Element EIR* assumed and evaluated a development program for Downtown Oakland that included construction of four office towers containing 2.2 million square feet of office space on the four blocks that make up the project site, along with other projects in a "Downtown Showcase District" that envisioned construction of an additional 1.2 million square feet of office space, 1.1 million square feet of retail space, 250,000 square feet of entertainment activities, and 450 residential units in the area bounded by 8th and 20th Streets and Franklin Street and Martin Luther King Jr. Way.

IMPACTS

Under this alternative, impacts associated with the proposed project would not occur, and conditions would remain essentially as discussed in the setting sections of Chapter IV.

As noted above, the No Project Alternative could ultimately lead to office development on one or more of the project site blocks. Impacts of such a project could be expected to be similar in nature to those of the proposed project, and to differ in degree generally according to the density of the subsequent project. Alternatively, the No Project Alternative could result in the continued presence of vacant lots on one or more of the four blocks.

Future office development on the project site would be consistent with existing plans for the area, all of which foresee the project blocks as sites for high-density development of offices, with associated residential and commercial uses. The intensity of development would directly affect such impacts as traffic and related emissions of criteria air pollutants and traffic-generated noise. Impacts related to visual quality, wind and shadow would vary according to the location of future development and its design and height and bulk.

The No Project Alternative would not meet any of the project sponsor's objectives.

D. ALTERNATIVE 2: SHIFTED PROGRAM ALTERNATIVE

DESCRIPTION

Under this alternative, the same development program would be constructed as with the proposed project; that is, approximately 2.2 million square feet of office space, approximately 23,000 square feet of commercial pace, and about 200 residential units. However, the majority of the development would occur on the two easternmost blocks, T9 and T5/T6, to minimize shadow and visual effects on the smaller-scale development – including Preservation Park and the Pardee home – west of the project site. The analysis assumes that, with this alternative, the buildings on Blocks T9 and T5/T6 would each be approximately 30 stories tall (one building would have 28 office floors and the other, 18 office floors), and that each would have a footprint of about 40,000 square feet, compared to about 25,000 square feet with the proposed project. By contrast, the buildings on Blocks T10 and T12 would each be 10 stories tall (eight office floors), with a footprint of about 25,000 square feet. The 200 residential units would be on the upper floors of the building on Block T9 or Block T5/T6, rather than on Block T10. This alternative is assumed to provide about 836 off-street parking spaces on the four blocks, the same as with the proposed project.

IMPACTS

LAND USE, PLANS AND POLICIES

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, because land uses would be the same under this alternative as those with the proposed project.

TRAFFIC, CIRCULATION AND PARKING

Under the Shifted Program Alternative, transportation effects would essentially be the same as with the proposed project, because the development program would have the same intensity and the shift in land uses between the four project blocks would only incrementally, if at all, affect vehicle trip generation, parking demand, and transit ridership. Impacts at 5th and Broadway and 12th and Brush Streets would be significant, as with the proposed project. Parking demand would result in a significant but mitigable effect, as with the proposed project. Impacts related to transit would be the same as those of the proposed project, and would be less than significant.

AIR QUALITY

As with transportation, air quality impacts of this alternative would be essentially the same as those of the proposed project because development would occur at the same intensity. The Shifted Program Alternative would generate emissions that would exceed Bay Area Air Quality Management District thresholds of significance but, like the proposed project, could be reduced to a less-than-significant level with mitigation. As with the proposed project, localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects.

NOISE

Noise impacts would also essentially be the same as those of the proposed project, because the construction period would be similar and operational noise would reflect traffic generation that would be virtually the same as that with the proposed project. As with the proposed project, construction noise impacts would be less-than-significant with mitigation. Operational effects would also be less than significant, as with the proposed project, and this alternative would contribute considerably to cumulative increases in traffic noise, like the proposed project.

VISUAL QUALITY

Under the Shifted Program Alternative, buildings would be constructed on all four blocks that make up the project site. However, the two westernmost buildings would be less than half the height of those proposed with the project, resulting in a more subtle transition between the City Center area and the neighborhood west of Martin Luther King Jr. Way. Like the proposed

project, new development under this alternative would help define the western boundary of City Center, but the stepped height would, along with the City Center West Garage in between these two buildings, create a progression in building scale, which could be perceived by some observers as less jarring, but by others as less distinct. The stepping effect would continue with the two towers of the Federal Building (17 stories). Additionally, this alternative would construct two buildings of approximately 30 stories in height on the blocks bounded by 11th, Clay, and 12th Streets and the rear of the 25-story 1111 Broadway building, resulting in a stepped effect to the east as well, with the two 30-story structures at the center of a half-pyramid of City Center buildings increasing in height from the west, north, and east. Although each of these two new buildings would be taller than any existing structure in Oakland, they would be constructed within the context of surrounding tall buildings, as noted, and therefore visual effects would be less than significant, as they would with the proposed project.

SHADOW AND WIND

Under the Shifted Program Alternative, shadow effects on Lafayette Square Park would be somewhat greater than those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6, which would be taller and have larger footprints and therefore cast "wider," as well as longer, shadows. Effects on Frank H. Ogawa Plaza, which would be minimal with the proposed project, would be essentially the same under this alternative. The Shifted Program Alternative would cast less shadow on Preservation Park than would the proposed project because, while the buildings on Block T9 and T5/T6 would cast longer and wider shadows, those on Blocks T12 and T10, which would be closer, would cast less shadow. With this alternative, the building on Block T9 would cast shadow on the Pardee Home Museum and gardens, but would cast a narrower band of shadow than would the Block T12 building under the proposed project. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project along 11th and 12th Streets east of Jefferson Street, where the Shifted Program Alternative would construct two tall towers. East of Jefferson Street, wind impacts would likely be somewhat reduced, compared to those with the proposed project, owing to the smaller scale of development there. However, as with the proposed project, this alternative would be expected to result in an increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

SPONSOR'S REASONS FOR REJECTION OF THIS ALTERNATIVE

The Shifted Program Alternative would meet most of the project sponsor's objectives. However, the sponsor believes this alternative would be less feasible than the proposed project, in that it could reduce the attractiveness of the project to important "anchor" tenants who often desire to occupy all or, or a substantial portion of a building. Under this alternative, the smaller buildings

would not provide enough space for many such tenants, while the larger buildings would likely contain too much square footage to allow a single tenant to occupy the bulk of the building. Either situation could preclude the sponsor from attracting one or more anchor tenants, which could jeopardize the financial feasibility of the entire program.

According to the project sponsor, shifting the mass of proposed office development to more heavily load Blocks T9 and T5/T6 with approximately 900,000 rentable square feet of floor area would render development infeasible on those sites for the following reasons:

- Development of parking to support such a mass of office space would entail excavation of four subterranean parking levels to support a ratio of parking equal to that with the proposed project. This excavation into the water table would raise the cost of construction of each parking space to nearly double that currently anticipated and therefore require a doubling of parking rates.

- The addition of two subterranean levels (in addition to the two levels proposed with the project) would place an office building on these two blocks approximately 15 feet below the current water table, requiring that the buildings be constructed in a water-tight "bathtub" to ensure 1) that an appropriate structural "base" be created to support the high-rise building, and 2) that no water penetration occur at the lowest parking levels of the structure. Further, constant dewatering – a significant cost in operating a building – would be required to ensure no impact from water seepage.

- Construction of a 30-story building would require the addition of a mid-building floor for mechanical services, which would additionally increase the overall cost of development on either site, thereby increasing the leasing risk, as rental rates increase in direct relation to construction cost.

- Floor plates of 30,000 square feet or more are very attractive to Class B office users who need larger areas to support dense service-oriented employee populations. These Class B users typically seek low-priced space outside of central business districts, however, because their profit margins are relatively low in comparison to Class A tenants, who typically prefer city center locations and floor plates of 23,000 to 25,000 square feet. The project sponsor believes that this alternative's configuration would therefore pose an unacceptable risk to the sponsor because the resulting narrowing of the universe of prospective tenants to only those Class B users who are capable of paying, and more important, willing to pay, a higher rent than they could find in a wide range of alternatives outside the central business district.

- The prospect of 1) a larger project, 2) a significantly increased cost of construction and 3) a narrowed prospective tenant pool – for either of Blocks T9 or T5/T6 –coupled with 4) only very recent positive absorption trends and rental rate growth in buildings around City Center, would reduce the potential pool of lenders and increase the cost of debt for such a project. While any one of the above might render a project on these sites infeasible, the combination of factors ensures the "infeasibility" of development on either site for the project sponsor.

E. ALTERNATIVE 3: REDUCED PROGRAM ALTERNATIVE

DESCRIPTION

This alternative would consist of approximately 1 million square feet of office space in two towers, on Blocks T9 and T5/T6, between the 1111 Broadway Building and Jefferson Street. Blocks T10 and T12 would not be developed. It is assumed that Block T12 would remain in use as a surface parking lot, while Block T10 would remain undeveloped for the foreseeable future. About 12,000 square feet of ground-floor commercial space would be constructed on Blocks T9 and T5/T6, but this alternative, in contrast to the proposed project, would have no residential component.

The towers to be constructed under this alternative could be as tall as 31 stories, like those of the proposed project. This alternative would supply about 350 parking spaces.

IMPACTS

LAND USE, PLANS AND POLICIES

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, since this alternative would essentially be the proposed project at approximately half scale. Land uses would be the same under this alternative as those with the proposed project, except that no residential units would be included.

TRAFFIC, CIRCULATION AND PARKING

Under the Reduced Program Alternative, vehicle trip generation would be about 50 percent of that with the proposed project. The decrease in trip generation, compared to that with the proposed project, would incrementally reduce project impacts at local intersections. The impact at 5th and Broadway would be significant, as with the proposed project, but this alternative would avoid the proposed project's significant effect at 12th and Brush Streets. Parking demand would be reduced under the Reduced Program Alternative. This alternative would add about 350 new parking spaces, and would not eliminate the 200 existing spaces on Block T12. However, parking demand under this alternative is likely to exceed supply (for the two buildings together) by about 1,050 spaces. As with the proposed project, parking impacts would be significant, but could be mitigated. Impacts related to transit would be incrementally reduced, compared to those of the proposed project, and would be less than significant.

AIR QUALITY

Because it would construct approximately half the development program of the proposed project, this alternative would not result in project-generated emissions that would exceed Bay Area Air Quality Management District thresholds of significance, and therefore, unlike the proposed project, the Reduced Program Alternative would not result in a significant effect regarding operational air quality. As with the proposed project, localized effects on carbon monoxide

concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute to cumulative regional air quality effects. However, the contribution would be approximately half that of the proposed project and is judged not to be "considerable," and therefore the effect would not be significant.

NOISE

Under the Reduced Program Alternative, construction impacts would be similar in intensity to those with the proposed project, but the duration of construction would be reduced by approximately half. As with the proposed project, these impacts would be less-than-significant with mitigation. Operational effects would be less substantial than those with the proposed project due to the reduced number of vehicle trips, and would be less than significant, as with the proposed project. Unlike the proposed project, this alternative would not contribute considerably to cumulative increases in traffic noise.

VISUAL QUALITY

Under the Reduced Program Alternative, two towers would be built that would be of the same general height and mass as the buildings proposed with the proposed project. However, because this alternative would construct only two towers, there would be less impact in near-range views from the areas west of the existing City Center complex. At the same time, unlike the proposed project, this alternative would not create a sharply defined western boundary of City Center, would result in continuation of surface parking on Block T12, and would leave Block T10 undeveloped. This would continue the current circumstance in which the City Center West Garage is the only "outlying" new structure west of Jefferson Street. As with the proposed project, visual effects would be less than significant.

SHADOW AND WIND

Under the Reduced Program Alternative, shadow effects on Lafayette Square Park would be similar to those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6. Effects on Frank H. Ogawa Plaza, which would be minimal with the proposed project, would be essentially the same under this alternative. The Reduced Program Alternative would cast substantially less shadow on Preservation Park than would the proposed project. This alternative would not cause any new shadow on the Pardee Home Museum and gardens. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project along 11th and 12th Streets east of Jefferson Street, where the Reduced Program Alternative would construct two towers. Because there would be no development on Blocks T12 and T10 under this alternative, there would be little change in the pedestrian-level wind environment west of Jefferson Street. However, as with the proposed project, this alternative would be expected to result in an

increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

SPONSOR'S REASONS FOR REJECTION OF THIS ALTERNATIVE

The Reduced Program Alternative would not meet the project sponsor's primary objective, to develop approximately 2.2 million square feet of Class A high-rise office space in downtown Oakland, nor would it allow the buildout of the City Center area over the next 10 to 15 years or fully eliminate currently vacant underutilized property in the downtown central core area. This alternative also would not provide as much employment-generating office activity in the downtown area as would the proposed project and would not generate as much economic development within the downtown area by attracting residents and employees to the central core area. In particular, this alternative would not have a residential component and would not help increase the 24-hour population Downtown.

F. ALTERNATIVE 4: STEPPED HEIGHT ALTERNATIVE

DESCRIPTION

The Stepped Height Alternative would include construction on all four blocks that compose the project site. However, the two westernmost buildings, on Blocks T12 and T10, would be limited to between about eight and 10 stories, to create a more subtle transition between high-rise development in the City Center area and existing low-rise buildings to the west.

This alternative would include approximately 1.3 million square feet of office space (about 40 percent less than with the proposed project), and would include 200 residential units on Block T10 and 23,000 square feet of ground-floor commercial space on Blocks T9, T12, and T10, the same in each case as with the proposed project. This alternative would provide the same amount of parking as would the proposed project.

IMPACTS

LAND USE, PLANS AND POLICIES

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, since this alternative would essentially be the proposed project at reduced scale. Land uses would be identical under this alternative to those proposed with the project.

TRAFFIC, CIRCULATION AND PARKING

Under the Stepped Height Alternative, vehicle trip generation would be about 75 percent of that with the proposed project. The decrease in trip generation, compared to that with the proposed

project, would incrementally reduce project impacts at local intersections; impacts would be somewhat greater than with the Reduced Program Alternative, but would remain significant at 5th and Broadway and 12th and Brush Streets, as with the proposed project. Parking demand would also be less than with the proposed project but greater than with the Reduced Program Alternative. This alternative would provide 836 new parking spaces, like the proposed project, and would eliminate the 200 existing spaces on Block T12. Parking demand is likely to exceed supply by about 1,300 spaces, which would result in a significant impact, like the proposed project. Impacts related to transit would be between those of the proposed project and the Reduced Program Alternative, and would be less than significant.

AIR QUALITY

Unlike the proposed project, the Stepped Height Alternative would not result in a significant impact related to air quality, as project-generated emissions would not exceed Bay Area Air Quality Management District thresholds of significance. As with the proposed project, localized effects on carbon monoxide concentrations and construction-related impacts would be less than significant, the latter with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects.

NOISE

Under the Stepped Height Alternative, construction impacts would be similar in intensity and duration to those with the proposed project. As with the proposed project, these impacts would be less-than-significant with mitigation. Operational effects would be less substantial than those with the proposed project due to the reduced number of vehicle trips, and would be less than significant, as with the proposed project. Unlike the proposed project, this alternative would not contribute considerably to cumulative increases in traffic noise.

VISUAL QUALITY

Under the Stepped Height Alternative, buildings would be constructed on all four blocks that make up the project site. However, the two westernmost buildings would be less than half as tall as those proposed with the proposed project, resulting in a transition between the City Center area and the neighborhood west of Martin Luther King Jr. Way that would be comparable to the effect of the Shifted Program Alternative. Like the proposed project, new development under this alternative would help define the western boundary of City Center, but the stepped height would, along with the City Center West Garage in between these two buildings, create a progression in building scale, which could be perceived by some observers as less jarring, but by others as less clear, similar to the effect with the Shifted Program Alternative. Unlike the Shifted Program Alternative, however, the Stepped Height Alternative would not include two 30-story buildings immediately west of the existing 1111 Broadway building. As with the proposed project, visual effects would be less than significant.

SHADOW AND WIND

Under the Stepped Height Alternative, shadow effects on Lafayette Square Park would be similar to those with the proposed project, because most of the project shadow on the park would be cast by the buildings on Blocks T9 and T5/T6. Effects on Frank H. Ogawa Plaza, which would be minimal with the proposed project, would be similar under this alternative. Shading of Preservation Park would be similar in timing during the year to that with the proposed project, because the adjacent buildings would be close enough to cast shadow there, even at reduced heights, although the area shaded would be less at most times of day. With shorter buildings west of Jefferson Street, this alternative would result in little or no new shadow on the Pardee Home Museum and gardens. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be similar to those of the proposed project and the Reduced Program Alternative along 11th and 12th Streets east of Jefferson Street. East of Jefferson Street, this alternative would have more effect on ground-level winds than would the Reduced Program Alternative, but perhaps would result in incrementally less change than the proposed project. As with the proposed project, this alternative would be expected to result in an increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

SPONSOR'S REASONS FOR REJECTION OF THIS ALTERNATIVE

Similar to the Reduced Program Alternative, the Stepped Height Alternative would not meet the project sponsor's primary objective, to develop approximately 2.2 million square feet of Class A high-rise office space in downtown Oakland. This alternative would allow the buildout of the City Center and would eliminate currently vacant underutilized property in the downtown central core area, although not to the intensity proposed by the project sponsor. This alternative would provide more employment-generating office activity than would the Reduced Program Alternative, but less than the proposed project, and this alternative therefore would not generate as much economic development within the downtown area.

G. ALTERNATIVE 5: PODIUM ALTERNATIVE

DESCRIPTION

This alternative would be fundamentally the same as the proposed project, except that the two westernmost towers, on Blocks T10 and T12, would be constructed at the far eastern edge of those blocks, at the Jefferson Street property line, and both would be oriented in a north-south direction. (Note that the proposed project proposes only the T12 tower would be oriented north-south, while the T10 tower would be oriented east-west.) A two-story podium would extend to the east side of each block, along Martin Luther King Jr. Way, to provide lobby access to the

towers. The Podium Alternative therefore would maintain the proposed project's development program while achieving maximum separation between the towers on Blocks T10 and T12 and the low-rise, smaller-scale buildings in Preservation Park and elsewhere within the Grove Street-Lafayette Square Historic District. Office and ground floor commercial square footage, the number of residential units, and the number of on-site parking spaces would be the same under the Podium Alternative as with the proposed project.

IMPACTS

LAND USE, PLANS AND POLICIES

Like the proposed project, this alternative would be consistent with applicable Oakland plans and policies, because land uses would be the same under this alternative as those with the proposed project.

TRAFFIC, CIRCULATION AND PARKING

Under the Podium Alternative, transportation effects would be the same as with the proposed project, because the development program would be the same. Impacts at 5th and Broadway and 12th and Brush Streets would be significant, as with the proposed project. Parking demand would result in a significant but mitigable effect, as with the proposed project. Impacts related to transit would be the same as those of the proposed project, and would be less than significant.

AIR QUALITY

As with transportation, air quality impacts of this alternative would be the same as those of the proposed project because development would occur at the same intensity. The Podium Alternative would generate emissions that would exceed Bay Area Air Quality Management District thresholds of significance but, like the proposed project, could be reduced to a less-than-significant level with mitigation. As with the proposed project, localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute "considerably" to significant cumulative regional air quality effects.

NOISE

Noise impacts would also the same as those of the proposed project, because the construction period would be the same and operational noise would reflect traffic generation that would be the same as that with the proposed project. As with the proposed project, construction noise impacts would be less-than-significant with mitigation. Operational effects would also be less than significant, as with the proposed project, and this alternative would contribute considerably to cumulative increases in traffic noise, like the proposed project.

VISUAL QUALITY

Under the Podium Alternative, buildings would be constructed on all four blocks that make up the project site. Like the proposed project, new development under this alternative would help define the western boundary of City Center, and long-range views would be very similar to those of the proposed project. However, in near-field views, particularly from the west – such as from within Preservation Park or at the Pardee Home grounds – views would be somewhat different than those of the proposed project, because the two westernmost buildings under the Podium Alternative would be shifted to the east and, in the case of the building on Block T10, oriented north-south rather than east-west. This relocation and reorientation would provide some visual relief in close-in views of the Podium Alternative and would lessen to some degree the sharp contrast in ground-level views between the new towers and the relatively small-scale development on the west side of Martin Luther King Jr. Way, compared to conditions with the proposed project. As with the proposed project, visual effects would be less than significant.

SHADOW AND WIND

Under the Podium Alternative, shadow effects would be similar to those of the proposed project, because all buildings would be constructed to the same height. However, the eastward shift of the buildings on Blocks T10 and T12 would incrementally reduce new shadow on points to the west, including Preservation Park and the Pardee Home Museum and gardens. For some locations, shadow from the Podium Alternative would end a few minutes earlier than with the proposed project, and other locations would not be shaded at all during certain times of the day and year, in each case because shadow from this alternative would not extend as far westward as would project shadow. Shadow effects on Lafayette Square and Frank H. Ogawa Plaza would be essentially the same under this alternative as with the proposed project. As with the proposed project, shadow impacts would be less than significant.

Wind impacts would be very similar to those of the proposed project, although the reorientation of the Block T10 building could result in some shifting of ground-level winds. As with the proposed project, this alternative would be expected to result in an increased number of exceedances of the 36-mph wind hazard criterion and/or increased duration of hazard exceedances, and wind effects, therefore, would be significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

SPONSOR'S REASONS FOR REJECTION OF THIS ALTERNATIVE

The Podium Alternative would generally meet most of the project sponsor's objectives. However, impacts of this alternative would be substantially the same as those of the proposed project. Furthermore, the project sponsor believes this alternative would 1) mass the proposed structures too heavily adjacent to and along Jefferson Street and would create an unattractive office canyon along Jefferson between 11th and 14th Streets, and 2) require a significant extension of the subterranean service access for the two western buildings' truck docks because

of the shift of the building footprint, which would likely necessitate the construction of an additional subterranean parking level to serve the basic needs of building tenants. The combined impact of the additional subterranean parking construction: installation of a water-tight "bathtub" to ensure an appropriate structural base for the building and to relieve the impact of water seepage on the lowest levels of the garage, coupled with the additional cost of excavation, shoring, waterproofing, and additions to the vertical structural and conveying systems in the building, would make these buildings disproportionately expensive and economically infeasible.

H. ALTERNATIVE 6: MITIGATED ALTERNATIVE

DESCRIPTION

This alternative would consist of mid-rise construction on all four project blocks. For purposes of analysis, the Mitigated Alternative is assumed to consist of four buildings, each approximately seven stories tall and each occupying about 80 percent of its block, with a footprint of about 48,000 square feet. (Each block is approximately 60,000 square feet.) Each building would include ground-floor commercial space and lobbies, four stories of office space, and residential units on the top floor. The development program would include approximately 750,000 square feet of office space, about 20,000 square feet of commercial space, and about 150 residential units. Approximately 400 off-street parking spaces would be provided on-site.

IMPACTS

LAND USE, PLANS AND POLICIES

Although the project site is within the area of downtown Oakland where the General Plan Land Use and Transportation Element and the Central District Urban Renewal Plan both call for high-density development and permit the tallest buildings in the City, the Mitigated Alternative otherwise would be generally consistent with applicable Oakland plans and policies, because land uses would be the same under this alternative as those with the proposed project. However, given the General Plan's encouragement of high-density infill development in the downtown, the reduced scale of this alternative would less fully realize General Plan goals for the area.

TRAFFIC, CIRCULATION AND PARKING

Under the Mitigated Alternative, vehicle trip generation in the peak hours would be about one-third less that with the proposed project, which would avoid the proposed project's significant impacts at 5th and Broadway and 12th and Brush Streets. Traffic impacts, therefore, would be less than significant under this alternative. Parking demand would be considerably less than with the proposed project and, as with the proposed project, would result in a significant but mitigable effect. Impacts related to transit would be less substantial than those of the proposed project, and would be less than significant.

AIR QUALITY

Unlike the proposed project, the Mitigated Alternative would not generate emissions that would exceed Bay Area Air Quality Management District thresholds of significance, and therefore effects on air quality would be less than significant. As with the proposed project, localized effects on carbon monoxide concentrations would be less than significant. Also like the proposed project, air quality effects of construction would be less than significant with mitigation. Like the proposed project, this alternative would contribute to cumulative regional air quality effects. However, the contribution would be approximately half that of the proposed project and is judged not to be "considerable," and therefore the effect would not be significant.

NOISE

Construction noise impacts under the Mitigated Alternative would be similar in intensity to those with the proposed project, but the duration of construction would be reduced because the building program would be considerably smaller. As with the proposed project, these impacts would be less-than-significant with mitigation. Operational effects would be less substantial than those with the proposed project due to the reduced number of vehicle trips, and would be less than significant, as with the proposed project. Unlike the proposed project, this alternative would not contribute considerably to cumulative increases in traffic noise.

VISUAL QUALITY

Under the Mitigated Alternative, buildings would be constructed on all four blocks that make up the project site. Unlike the proposed project, however, these buildings would consist of mid-rise construction, at a height midway between the existing three-story buildings along the 12th Street frontage of City Center and the existing approximately 10-story buildings on the 14th Street frontage. Under this alternative, the new buildings would essentially blend into the overall cityscape of City Center, rather than being visually prominent structures themselves. The new construction would not be visible in most long-range views. In short-range views, particularly from the west (Preservation Park, Pardee Home), the new buildings would be visible against the backdrop of the 17-story Federal Building towers, City Hall, and three existing 18- to 25-story towers on Broadway between 10th and 13th Streets. The new buildings under the Mitigated Alternative would not provide much in the way of additional visual definition to the western or southern edges of City Center. As with the proposed project, visual effects would be less than significant.

SHADOW AND WIND

Shadow effects of the Mitigated Alternative buildings would be substantially less than with the proposed project. This alternative would still add shadow to Lafayette Square and Preservation Park, but only for a short period of time early in the morning. No new shadow would reach the Pardee Home Museum or Frank H. Ogawa Plaza. As with the proposed project, shadow impacts would be less than significant.

With development of seven-story buildings (less than 100 feet tall), wind impacts are likely to be minimal, because the new buildings would not have great enough height or mass to substantially affect ground-level winds. Therefore, under this alternative, wind impacts would be less than significant.

This alternative would not adversely affect nearby historic districts. Therefore, as with the proposed project, effects on historic architectural resources would be less than significant.

SPONSOR'S REASONS FOR REJECTION OF THIS ALTERNATIVE

The Mitigated Alternative would preclude attainment of most of the project objectives, in that it would not allow for development of approximately 2.2 million square feet of Class A high-rise office space in downtown Oakland. According to the project sponsor, this alternative would not provide as much employment-generating office activity in the downtown area as would the proposed project and would not generate as much economic development within the downtown area by attracting residents to the central core area. Such an alternative would fail to concentrate office development in Oakland in the downtown areas, in close proximity to transit lines, in support of Oakland's transit first policy.

According to the sponsor, this mid-rise proposal would 1) require office floorplates of 48,000 square feet, which is twice as large as the optimal size for Class A leasing prospects in urban settings; 2) develop low- rise or mid-rise urban office buildings, which would not allow the project sponsor to achieve the rental rates required to economically support development in urban cores; and 3) result in 80 percent land coverage on each of the blocks, which would severely limit the development of attractive settings (e.g., landscaping and pedestrian amenities) for the larger footprint buildings, thereby also negatively affecting rental rate achievement. The combination of these factors would render a development opportunity on any of the sites infeasible, according to the project sponsor.

I. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Alternative 6, the Mitigated Alternative, is considered the environmentally superior alternative because it would result in no significant, unavoidable impacts.

TABLE V-1
COMPARISON OF KEY IMPACTS: PROPOSED PROJECT AND ALTERNATIVES

Issue or Impact Area	Proposed Project	Alternative 1: No Project	Alternative 2: Shifted Program	Alternative 3: Reduced Program	Alternative 4: Stepped Height	Alternative 5: Podium	Alternative 6:[a] Mitigated Alternative
Description							
Office Space (sq. ft.)	2,200,000	N/A	2,200,000	1,000,000	1,300,000	2,200,000	750,000
Cmrcl. Space (sq. ft.)	23,000	N/A	23,000	12,000	23,000	23,000	20,000
Residential Units	200	N/A	200	0	200	200	150
Height: Block T5/T6	26 stories	N/A	30 stories	26 stories	26 stories	26 stories	7 stories
Block T9	20 stories	N/A	30 stories	20 stories	20 stories	20 stories	7 stories
Block T10	31 stories	N/A	10 stories	N/A	10 stories (max.)	31 stories[B]	7 stories
Block T12	26 stories	N/A	10 stories	N/A	10 stories (max.)	26 stories[B]	7 stories
Off-street parking spaces	636 net new	N/A	636 net new	350 spaces	636 net new	636 net new	200 net new
Parking Shortfall	1,880 spaces	N/A	1,880 spaces	1,050 spaces	1,250spaces	1,880 spaces	750 spaces
Significant Impacts							
Traffic: Intersections	Yes (2)	No	Yes (2)	Yes (1)	Yes (2)	Yes (2)	No
Significant Cumulative Air Quality Impact	Yes	No	Yes	No	Yes	Yes	No
Significant Cumulative Traffic Noise Impact	Yes	No	Yes	No	No	Yes	No
Significant Wind Impact	Yes	No	Yes	Yes	Yes	Yes	No

[a] Alternative 6, the Mitigated Alternative, is the **Environmentally Superior Alternative**.

[b] Buildings on Blocks T10 and T12 would be sited at the property line on Jefferson Street and both would be oriented north-south.

CHAPTER VI
IMPACT OVERVIEW

A. INTRODUCTION

This section summarizes the findings with respect to significant unavoidable environmental impacts, cumulative impacts, and growth-inducing impacts of the proposed project.

B. SIGNIFICANT UNAVOIDABLE ENVIRONMENTAL IMPACTS

The following impacts have been identified as significant, unavoidable effects of the proposed project:

> **Impact B.1:** The project would result in increases in traffic delay in the downtown, notably at 12th and Brush Streets.[1]
>
> **Impact C.4:** The project together with anticipated future cumulative development in the Bay Area would contribute to regional air pollutant problems.
>
> **Impact D.4:** The proposed project together with anticipated future development in the downtown area as well as Oakland in general could result in long-term traffic increases and could cumulatively increase noise levels.
>
> **Impact F.2:** The project could result in exceedances of the 36-mph "wind hazard" speed.

Note that, with regard to Impacts C.4 and D.4, the project's location in an urban area that is well-served by transit would likely result in fewer emissions and less traffic noise than would a comparably sized development in a less dense part of the Bay Area where almost all trips would be made by automobile. Nevertheless, the magnitude of the project (2.2 million square feet of office space plus 200 residential units and associated ground-floor commercial space) warrants a judgment that the project's contribution to these two cumulative impacts that would result largely from other development, would be "considerable."

With respect to Impact F.2, as stated in Section IV.F, given the existing wind regime in the vicinity of the project site, it is likely that any buildings of the size proposed with the project would have comparable effects as those of the project structures. That is, new buildings of similar mass and height to those proposed might lessen or avoid wind speed exceedances at certain existing locations but could create ground level conditions in other locations that would

[1] Note that mitigation is identified in Section IV.B for significant adverse effect at this intersection. However, because implementation of the mitigation measures is uncertain and/or subject to approval by agencies beyond the control of the City of Oakland, this impact is identified as significant and unavoidable.

exceed the applicable significance criteria. This impact, therefore, is likely an unavoidable effect of additional high-rise development in the City Center area.

C. CUMULATIVE IMPACTS

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

Cumulative impacts that may occur as a result of the project are discussed in the appropriate topical issue sections of Chapter IV of this report. In summary, cumulative effects to which the project would contribute include: traffic at local intersections and regional roadways (Impacts B.1 and B.2), traffic-generated air quality emissions levels (Impact C.4), and traffic-generated noise along local streets (Impact D.4). With the exception of air quality, none of these cumulative impacts is considered significant and unavoidable.

D. GROWTH INDUCING IMPACTS

The project would be developed in an area designated by the General Plan, the *Central District Urban Renewal Plan* and the Zoning Regulations for the most intense development in Oakland. High-rise office development has previously been approved for the four blocks that make up the project site, although never built, because of market conditions and perhaps other factors. There is currently another approved office highrise along Lake Merritt on which construction has not started. Therefore, while construction of the project – particularly if all four towers are built – could influence the local real estate market and perhaps stimulate other development in Downtown Oakland, it is likely that other factors, such as national and global economic conditions, would play more of a role in determining whether other projects would follow the proposed City Center project. Further, the General Plan Land Use and Transportation Element assumes growth in Downtown Oakland, including the proposed project and other projects, and it is not likely that the proposed project would generate growth in excess of that already forecast and analyzed in the EIR for the Land Use and Transportation Element.

The project's commercial uses, assuming they were neighborhood-serving, would benefit both project workers and residents and workers and residents in other Downtown buildings. These uses would not likely result in adverse impacts, since most trips to and from these commercial uses would be made by persons already in the Downtown area.

In addition, provision of more housing units in the Downtown area would facilitate access to jobs, services, and mass transit for these residents.

Furthermore, the City Center project would be built in a developed urban area, and no substantial expansion of the municipal infrastructure not already under consideration would be required to

accommodate new development and increased employment due to, or induced by, the project. Infill construction within an urban area with existing municipal services, good transit access, and ready access to residential support services such as shopping, dining, and entertainment, such as is proposed by the project sponsor, generally is regarded as placing less strain on the urban infrastructure than comparable construction in an area without such services and infrastructure.

CHAPTER VII
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San Jose State University, Institute of Metropolitan Studies, *Effects of Density on Transit Usage and Residential Trip Generation*, 1994

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Wilbur Smith Associates, *Oakland Downtown Parking Study Update*, Final Report, December 18, 1998.

C. PERSONS CONTACTED

Alameda-Contra Costa Transit District
Steve Perry

Alameda County Congestion Management Agency
Elizabeth Walukas

Bay Area Rapid Transit District
- Desha Hill
- Larry Kozimer
- Joan Nomura
- David Reinke
- Tom Spiekerman
- Rube Warren

Central Parking Corporation
- Gordi Olson
- Shawn McCoy
- Jim Temming

Oakland (City of)
- Iris Starr
- Mike Vecchio

CHAPTER VIII
APPENDICES

LIST OF APPENDICES

Appendix A. Notice of Preparation and Initial Study and Responses to Notice of Preparation
Appendix B. Transportation Analysis
Appendix C. Biological Resources Study (Wetlands Analysis and Tree Inspection)
Appendix D. Historic Architectural Resources

APPENDIX A

NOTICE OF PREPARATION AND INITIAL STUDY AND RESPONSES TO NOTICE OF PREPARATION

CITY OF OAKLAND

250 FRANK H. OGAWA PLAZA, SUITE 3330 • OAKLAND, CALIFORNIA 94612-2032

Community and Economic Development Agency
Planning & Zoning Services Division

(510) 238-3941
FAX (510) 238-6538
TDD (510) 839-6451

NOTICE OF PREPARATION
OF DRAFT ENVIRONMENTAL IMPACT REPORT

The Oakland Community and Economic Development Agency, Planning Division, is preparing a Draft Environmental Impact Report (EIR) for the project identified below, and we are requesting your comments on the scope and content of the EIR. We have prepared an "Initial Study" that identifies areas of probable environmental effects. These probable environmental effects are summarized below. The Initial Study is available at the Planning Division office.

The City of Oakland is the Lead Agency for this project, which means that we are the public agency with the greatest responsibility for either approving it or carrying it out. We are sending this notice to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that also have a role in approving or carrying out the project. Responsible Agencies will need to use the EIR that we prepare when considering approvals related to the project. When the Draft EIR is published, it will be sent to all Responsible Agencies and to others who respond to this Notice of Preparation or who otherwise indicate that they would like to receive a copy.

Please send us any response you may have within 30 days from the date you receive this notice. Your response, and any questions or comments, should be directed to Lynn Warner, City of Oakland, Community and Economic Development Agency, Planning Division, 250 Frank H. Ogawa Plaza, Suite 3330, Oakland, CA 94612, (510) 238-6168. Please reference case number **ER 99-15** in your response.

PROJECT TITLE: Oakland City Center, Blocks T5/6, T9, T10, and T12

PROJECT LOCATION: Block T5/T6 is bounded by 11th, 12th, and Clay Streets and 1111 Broadway; Block T9 is bounded by 11th, 12th, Clay, and Jefferson Streets; Block T10 is bounded by 13th, 14th, and Jefferson Streets, and MLK Jr. Way; and Block T12 is bounded by 11th, 12th, and Jefferson Streets, and MLK Jr. Way.

PROJECT SPONSOR: Shorenstein Realty Investors III

PROJECT DESCRIPTION: The proposed project would develop four vacant blocks within the City Center area of downtown Oakland with a combination of office, retail, and multi-family residential uses. Block T5/T6 would be an approximately 26-story building developed with approximately 600,000 square feet of office space, 7,500 square feet of retail space, and 150 parking spaces; Block T9 would be an approximately 24-story building developed with approximately 534,000 square feet of office space, 7,500 square feet of retail space, and 200 parking spaces; Block T10 would be an approximately 19-story building developed with approximately 500,000 square feet of office space, 220,000 square feet of residential space, 28,000 square feet of retail space, and 230 parking spaces; and Block T12 would be an approximately 26-story building developed with approximately 550,000 square feet of office space and 220 parking spaces. Each project site is approximately 60,000 square feet in lot area. The sites are located in the City Center area, which is generally bounded by 11th Street, 14th Street, Broadway, and MLK Jr. Way, and are surrounded by a mix of civic, commercial, and residential uses, as well as a park. The zoning designations for the sites are C-51 Central Business Service Commercial and C-55 Central Core Commercial, which allow for the development of office, retail, and multi-family residential uses. The proposed uses are consistent with the General Plan land use designation for the site, which is Central Business District. Construction of the proposed project may require obtainment of various zoning permits including a Conditional Use Permit, Variance, Design Review, or Planned Unit Development approval.

PROBABLE ENVIRONMENTAL EFFECTS: It is anticipated that the proposed project may have the following environmental effects: traffic, parking, and circulation impacts; air quality impacts; noise impacts; land use and planning impacts; and visual impacts.

DATE: August 19, 1999
File No. ER 99-15

(for) LESLIE GOULD
Environmental Review Officer

City of Oakland
File No. ER99-15

INITIAL STUDY AND ENVIRONMENTAL REVIEW CHECKLIST

California Environmental Quality Act (CEQA)

1. Project Title: Oakland City Center, Blocks T5/6, T9, T10, and T12

2. Lead Agency Name and Address: City of Oakland
   Community and Economic Development Agency
   Planning Division
   250 Frank H. Ogawa Plaza, Suite 3330
   Oakland, CA 94612

3. Contact Person and Phone Number: Lynn Warner, Planner II (510) 238-6168

4. Project Location: Block T5/T6 is bounded by 11th, 12th and Clay Streets, and 1111 Broadway
   Block T9 is bounded by 11th, 12th, Clay and Jefferson Streets
   Block T10 is bounded by 13th, 14th, and Jefferson Streets, and MLK Jr. Way
   Block T12 is bounded by 11th, 12th, and Jefferson Streets, and MLK Jr. Way

5. Project Sponsor's Name and Address: Shorenstein Company, LTP
   555 California Street
   San Francisco, CA 94104

6. General Plan Designation: Central Business District

7. Zoning: C-51 Central Business Service Commercial and C-55 Central Core Commercial

8. Description of Project: The proposed project would develop Blocks T5/T6, T9, T10, and T12 with a combination of office, retail, and multi-family residential uses. Block T5/T6 would be an approximately 26-story building developed with approximately 600,000 square feet of office space, 7,500 square feet of retail space, and 150 parking spaces; Block T9 would be an approximately 24-story building developed with approximately 534,000 square feet of office space, 7,500 square feet of retail space, and 200 parking spaces; Block T10 would be an approximately 31-story building developed with approximately 500,000 square feet of office space, 200 residential units comprising 220,000 square feet, 8,000 square feet of retail space, and 230 parking spaces; and Block T12 would be an approximately 26-story building developed with approximately 550,000 square feet of office space and 220 parking spaces. The project sites vary in size from approximately 60,000-70,000 square feet in lot area. A site plan, floor plans, and elevations of the proposed project are attached.

This Initial Study is intended to address potential environmental impacts associated with construction and operation of the project including construction of the proposed development project and obtainment of all necessary zoning, grading, and building permits, subsequent subdivision requests, possible financial assistance from the City, and any other discretionary permits required by the City of Oakland.

9. Surrounding Land Uses and Setting: The proposed project would be located on four vacant in-fill sites in the downtown area, within City Center. Block T5/T6 is landscaped with trees and lawn and provides below-grade parking for the City Center. Blocks T9 and T10 are currently vacant, and Block T12 is occupied by a surface parking lot. Surrounding land uses include civic, commercial, and residential uses, and Lafayette Park. The sites are located along 11th, 12th, 14th, Clay, and Jefferson Streets, and Martin Luther King, Jr. Way, all of which are collector streets in downtown Oakland. The sites are located within a few blocks of Interstate 980 and the 12th Street BART station, a major transfer station on the regional BART system. The project sites are located within the C-51 Central Business Service Commercial and C-55 Central Core Commercial Zones.

9. Other Public Agencies Whose Approval Is Required: N/A

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

✓ Aesthetics	☐ Agricultural Resources	✓ Air Quality
☐ Biological Resources	☐ Cultural Resources	☐ Geology/Soils
☐ Hazards/Hazardous Materials	☐ Hydrology/Water Quality	✓ Land Use/Planning
☐ Mineral Resources	✓ Noise	☐ Population/Housing
☐ Public Services	☐ Recreation	✓ Transportation/Traffic
☐ Utilities/Service Systems	☐ Mandatory Findings of Significance	

DETERMINATION

On the basis of this initial evaluation:

I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared. ☐

I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because mitigation measures have been added to the project. A MITIGATED NEGATIVE DECLARATION will be prepared. ☐

I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required. ☐

I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed. ✓

I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, nothing further is required. ☐

Signature

8/18/99
Date

for Lynn Warner
Planner II

For Leslie Gould
Acting Planning Director

EVALUATION OF ENVIRONMENTAL IMPACTS

CEQA requires that an explanation of all answers except "No Impact" answers be provided along with this checklist, including a discussion of ways to mitigate any significant effects identified. As defined here, a significant effect is considered a substantial adverse effect.

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
I. AESTHETICS -- Would the project:				
a) Have a substantial adverse effect on a scenic vista?	☐	☐	✓	☐
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?	☐	☐	✓	☐

Comment to Questions Ia-Ib: The proposed project would be located on in-fill sites within the downtown area, which includes many high-rise buildings. Although the project would not impact any scenic vistas, it would entail the construction of high-rise buildings on two vacant sites, one site that is occupied by a surface parking lot, and one site that is extensively landscaped with mature trees and lawn. Construction on the landscaped site would entail removal of the existing vegetation. The proposed project would remove protected trees over 9 inches in diameter and would therefore require obtainment of a tree removal permit prior to the issuance of building permits. Therefore, the proposed project would not result in significant impacts on a scenic vista or scenic resources.

Source: Project description and plans
Field survey

c) Substantially degrade the existing visual character or quality of the site and its surroundings?	✓	☐	☐	☐

Comment: The proposed project would entail the construction of buildings of between 24 and 31 stories in height in the downtown area, which would be similar in height and scale to many high-rise buildings in the area. The focused EIR will analyze the impacts of the proposed project on the existing visual quality of the sites and their surroundings.

Source: Project description and plans
Field survey

d) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?	☐	☐	✓	☐

Comment: The proposed project is anticipated to include the provision of some fixed exterior lighting, particularly at building entrance points, in addition to that provided by City street lights adjacent to the project site. However, the proposed project would be located within a built-out urban area, within the downtown area of Oakland, where numerous land uses exist which produce light and glare during evening hours. Consistent with City practices, the applicant shall be required to submit a detailed lighting plan to the City prior to issuance of building permits. Thus, the proposed project would not result in significant new light or glare impacts.

Source: Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
II. AGRICULTURAL RESOURCES -- Would the project:				
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to non-agricultural use?	☐	☐	☐	✓
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	✓
c) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of farmland to non-agricultural use?	☐	☐	☐	✓

Comments to Questions IIa-IIc: The project would not have any impacts on agricultural resources as the sites proposed for development are located in an urban area that does not include any agricultural uses.

Source: Oakland General Plan, Land Use and Transportation Element, March 24, 1998
Oakland General Plan, Open Space, Conservation and Recreation Element, October 1995

III. AIR QUALITY -- Would the project:				
a) Conflict with or obstruct implementation of the applicable air quality plan?	✓	☐	☐	☐
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	✓	☐	☐	☐
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?	✓	☐	☐	☐
d) Expose sensitive receptors to substantial pollutant concentrations?	✓	☐	☐	☐
e) Create objectionable odors affecting a substantial number of people?	✓	☐	☐	☐

Comments to Questions IIIa-IIIe: The focused EIR will analyze the air quality and wind impacts both during and after construction of the project.

Source: Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
IV. BIOLOGICAL RESOURCES - - Would the project:				
a) 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?	☐	☐	✓	☐
b)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 California Department of Fish and Game or U.S. Fish and Wildlife Service?	☐	☐	✓	☐
c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☐	✓	☐
d) 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?	☐	☐	✓	☐
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	✓	☐
f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	✓	☐

Comments to Questions IVa-IVf: Blocks T9 and T10 are vacant, in-fill sites located in an urban area, Block T12 is a surface parking lot, and Block T5/T6 is extensively landscaped with mature trees and lawn. An evaluation of the trees located on Block T5/6 determined that there are 40 protected trees over 9 inches in diameter; therefore development of Block T5/6 would require obtainment of a tree removal permit prior to the issuance of building permits, consistent with standard City practices and regulations. Tree removal permits require replacement planting for the removal of any native species.

A wetlands assessment was prepared for Block T10 (and is incorporated herein by reference) because it appeared possible that vegetation and hydrology conditions conducive to wetlands may exist on the site. However, as indicated in the wetlands assessment, no wetlands were identified on Block T10. The other sites were not included in the wetlands assessment because it is apparent that their vegetation and hydrology conditions are not suitable for sustaining wetlands. In addition, there are no known special status species or sensitive habitats located on any of the sites, one of which is currently paved and all of which have been previously developed. Therefore, the project would not result in any significant impacts on biological resources.

Source: Tree Evaluation, Environmental Science Associates, August 16, 1999
Wetland Assessment, Environmental Science Associates, June 21, 1999
Oakland General Plan, Open Space, Conservation and Recreation Element, October 1995

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
V. CULTURAL RESOURCES -- Would the project:				
a) Cause a substantial adverse change in the significance of a historical resource as defined in δ15064.5?	☐	☐	✓	☐
b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to δ15064.5?	☐	✓	☐	☐
c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☐	✓	☐	☐
d) Disturb any human remains, including those interred outside of formal cemeteries?	☐	✓	☐	☐

Comments to Questions Va-Vd: Although there are no existing structures on any of the project sites, Blocks T10 and T12 are located adjacent to Preservation Park, a historic district designated by the Oakland Cultural Heritage Survey as an Area of Primary Importance that contains several historic structures and that has been designated as an S-7 historic overlay zone by the City Council. Thus, because none of the proposed project sites contain structures listed on the Local Register of Historic Resources or are located within recognized historic districts, and because Blocks T10 and T12 are located adjacent to a historic district rather than within a historic district, development of these sites would not result in any significant impacts on historic resources.

The proposed project sites are all vacant blocks which were previously developed and subsequently cleared approximately 20 years ago, and Block T5/T6 was excavated previously for the below-grade parking associated with the City Center garage. Because the proposed project would entail extensive grading and excavation activities to construct the buildings and associated below-grade parking, the applicant shall be required to implement the following measures to ensure that any archaeological or paleontological resources or human remains encountered during excavation or construction are adequately addressed:

- If archaeological or paleontological resources are encountered, the contractor shall immediately halt work and consult a qualified archaeologist to evaluate the potential resource; and

- If human remains are encountered, the contractor shall immediately halt work and contact the County coroner to evaluate the remains.

Based upon compliance with the above mitigation measures, the proposed project would not result in significant impacts on cultural resources.

Source: Oakland Cultural Heritage Survey
Oakland General Plan, Historic Preservation Element, July 21, 1998
Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
VI. GEOLOGY AND SOILS -- Would the project:				
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:				
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map for the area or based on other substantial evidence of a known fault?	☐	☐	✓	☐
ii) Strong seismic ground shaking?	☐	☐	✓	☐
iii) Seismic-related ground failure, including liquefaction?	☐	☐	✓	☐

Comments to Questions VIa(I)-VIa(ii): The proposed project sites are located approximately 3 ½ miles southwest of the Hayward Fault and are outside of the Alquist-Priolo Geologic Hazards Special Studies Zone. However, the project sites are located in soil zone II which may experience a variety of types of ground failure due to ground motion, particularly if there is strong seismic activity. The applicant shall be required to submit an engineering analysis along with detailed engineering drawings to the Building Services division prior to excavation, grading, or construction activities on the site, consistent with standard City practices, to ensure that all buildings are designed and built in conformance with the seismic requirements of the City of Oakland Building Code. Therefore, the proposed project would not result in any significant impacts with respect to rupture of a known earthquake fault, ground shaking, or seismic-related ground failure.

Source: Oakland General Plan, Environmental Hazards Element, September 1974
Oakland Environmental Factors Analysis, Technical Report #6, October 1995
Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995

iv) Landslides?	☐	☐	✓	☐

Comment: The proposed project sites are located in an area designated as least susceptible to landslides. The sites are not subject to contributing factors such as slopes over 15 percent or a history of landslide problems, and are relatively flat, in-fill urban sites located within a built-out environment in downtown Oakland. Therefore, the project would not result in significant impacts with respect to landslides.

Source: Oakland General Plan, Environmental Hazards Element, September 1974
Oakland Environmental Factors Analysis, Technical Report #6, October 1995
Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995

b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	✓	☐

Comment: Block T5/T6 is extensively landscaped with mature vegetation and has a paved ramp that slopes gradually from the street level to the below-grade parking garage. Blocks T9 and T10 are vacant sites covered with weedy vegetation; Block T10 is a relatively flat site, and Block T9 was previously excavated. Block T12 is a flat, paved surface parking lot. All of the sites would be excavated and

graded to construct the buildings and below-grade parking garages associated with the proposed project. Although the project includes landscaped plazas on each of the sites, the amount of impervious surface area on the sites would increase somewhat as a result of the project. In order to minimize wind or water erosion on the site during construction, the applicant shall be required to submit a construction period erosion control plan to the Building Services division for approval prior to the issuance of grading and building permits, consistent with standard City practices. The plan shall be in effect for a period of time sufficient to stabilize the construction sites throughout all phases of the project. Long-term erosion potential shall be addressed through installation of project landscaping and storm drainage facilities, both of which shall be designed to meet applicable regulations. These standard measures typically include the following:

- Construction operations, especially excavation and grading operations, shall be confined as much as possible to the dry season, in order to avoid erosion of disturbed soils; and
- Final project landscaping plans shall be submitted to the Planning Director for review and approval.

Thus, the proposed project would not result in significant impacts with respect to erosion.

Source: Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995
Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	✓	☐
d) Be located on expansive soil creating substantial risks to life or property?	☐	☐	✓	☐

Comments to Questions VIc-VId: According to the U.S.D.A. Soil Conservation Service soils classification, the soils in the project area are characterized as Urban Land-Danville complex, which have some development limitations that will be addressed in the required geotechnical studies and project engineering to be prepared for the proposed project. The subject sites are not located on land identified as fill material, which would be subject to liquefaction hazards. In conformance with current codes and regulations, the applicant shall be required to submit detailed engineering drawings and material to the Building Services division prior to excavation, grading, or construction on the sites to ensure that all buildings are designed and built in conformance with the requirements of the City of Oakland Building Code. Therefore, the proposed project would not result in substantial risks to life or property.

Source: Oakland General Plan, Environmental Hazards Element, September 1974
Oakland Environmental Factors Analysis, Technical Report #6, October 1995
Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
e) 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 wastewater?	☐	☐	☐	✓

Comment: Because the project sites are located in an urban area and have been previously developed, the proposed project would be able to connect to the existing sewer system, which provides wastewater collection service for the City of Oakland. Therefore, the project would not result in any significant impacts on soils incapable of adequately supporting septic tanks or alternative wastewater disposal systems since neither septic tanks or alternative wastewater disposal are proposed to serve the project.

Source: Field survey

VII. HAZARDS AND HAZARDOUS MATERIALS - Would the project:

a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	✓	☐
b) Create a significant hazard to the public or the environment through reasonably forseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	✓	☐
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	☐	☐	✓	☐
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	✓	☐

Comments to Questions VIIa-VIId: Environmental site assessments were completed for a previous development proposal for the project sites and some soil remediation has been completed for Block T9. Additional site assessment and remediation may be required on the project sites prior to construction in accordance with all applicable requirements of the Alameda County Environmental Health Department, Bay Area Air Quality Management District, Regional Water Quality Control Board, Department of Toxic Substance Control, California Occupational Safety and Health Administration (OSHA), and the City of Oakland Building Services Division regarding the remediation, removal, and ongoing monitoring of any hazardous substances remaining on the sites. Although operation of the proposed project, which includes office, retail, and residential uses, is not expected to involve the substantial storage or use of hazardous substances, some hazardous substances may be used during construction and could expose workers to potential health hazards. The applicant will be required to comply with all applicable OSHA regulations regarding worker safety, consistent with standard City practices. Thus, the proposed project would not create a significant hazard to the public or the environment.

Source: Environmental Site Assessments, Woodward-Clyde Consultants, June 1993
Soil Remediation Report, 1155 Clay Street, Woodward-Clyde Consultants, November 27, 1991
Project description and plans

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
e) For a project 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, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	✓
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	✓

Comments to Questions VIIe-VIIf: The project is not located within two miles of a public airport and there are no private airstrips in the vicinity; therefore the project would not result in any significant safety hazards for people residing or working in the project area.

Source: Oakland General Plan, Land Use and Transportation Element, March 1998

g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	✓	☐

Comment: Upon review of the City of Oakland's Multi-Hazard Functional Plan ("City Emergency Plan") in comparison to the proposed project, it was determined that the project would not significantly interfere with emergency response plans or evacuation plans. The project sites are four vacant urban in-fill blocks within downtown Oakland, and are not anticipated to interfere with or exacerbate City emergency response or evacuation plans.

Source: Draft Multi-Hazard Functional Plan, City of Oakland, 1993
Project description and plans

h) Expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?	☐	☐	☐	✓

Comment: The project sites are in-fill sites located in an urban area within downtown Oakland and are not adjacent to wildlands. Two of the sites are currently vacant and support weedy vegetation that could be susceptible to fire. However, the proposed project would replace these vacant sites with structures including fire suppression systems, and with irrigated landscaped plazas. Therefore, the proposed project would not expose people or structures to significant risks associated with wildland fires.

Source: Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
VIII. HYDROLOGY AND WATER QUALITY - - Would the project:				
a) Violate any water quality standards or waste discharge requirements?	☐	☐	✓	☐
b) Substantially deplete groundwater supplies or 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 which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	✓	☐

Comments to Questions VIIIa-VIIIb: Some dewatering may be required as part of remediation or construction activities for the proposed project, but this dewatering is not anticipated to substantially lower the groundwater level. The local groundwater is not considered potable and is not utilized in the public drinking water supply. The applicant shall be required to comply with all applicable regulatory standards and regulations pertaining to remediation and to project-related grading and excavation prior to issuance of grading and building permits, consistent with standard City practices. Thus, the project would not result in significant impacts on water quality or on groundwater supplies.

Source: Environmental site assessments for T5/6 and T12, Woodward-Clyde Consultants, June 1993
Soil remediation report, 1155 Clay Street, Woodward-Clyde Consultants, November 27, 1991
Project description and plans

c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site?	☐	☐	✓	☐
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site?	☐	☐	✓	☐
e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	✓	☐
f) Otherwise substantially degrade water quality?	☐	☐	✓	☐

Comments to Questions VIIIc-VIIIf: Existing uses on the proposed project sites include a landscaped area with below-grade parking, vacant lots with exposed soil, and a paved surface parking lot. There are no known streams or rivers on the project sites or in the vicinity. Although the project includes landscaped plazas on each of the sites, the amount of impervious surface area on the sites would increase somewhat as a result of the project, thereby increasing the amount of runoff to the City's stormwater drainage system. In order to minimize any construction-related or long-term impacts on

surface water quality or quantity, the applicant shall be required to comply with applicable standards and regulations, which typically include the following:

- The applicant shall be required to pay fees to compensate the City for the cost of any system upgrades required to accommodate increased runoff from the proposed project; and
- The applicant shall be required to grade unpaved areas to control surface drainage and redirect surface water away from areas of activity during excavation and construction; and
- The applicant shall be required to comply with applicable provisions of the Clean Water Act with regard to preparing a storm water discharge plan.

Thus, the proposed project would not result in significant impacts with respect to erosion, flooding, stormwater drainage system capacity, surface water quality or quantity.

Source: Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995
Oakland Community Services Analysis, Technical Report #5, October 1995
Project description and plans
Field survey

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map?	☐	☐	✓	☐
h) Place within a 100-year flood hazard area structures which would impede or redirect flood flows?	☐	☐	✓	☐
i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?	☐	☐	✓	☐

Comments to Questions VIIIg-VIIi: The proposed project sites are located in Zone C, as shown on the Federal Emergency Management Agency Flood Insurance Rate Map. This zone is not located in either a 100-year or 500-year flood boundary. In addition, the project sites are not located near a levee or a dam. Therefore, the project would not result in significant impacts by exposing people or structures to risk of flooding.

Source: Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995
Oakland Community Services Analysis, Technical Report #5, October 1995
Oakland Environmental Factors Analysis, Technical Report #6, October 1995
Flood Insurance Rate Map, Federal Emergency Management Administration
Field survey

j) Result in inundation by seiche, tsunami, or mudflow?	☐	☐	✓	☐

Comment: The project site is not located in an area that would be subject to inundation by seiche, tsunami, or mudflow. However, the applicant shall be required to comply with applicable City regulations and standards to address potential geologic and seismic impacts prior to the issuance of

grading or building permits, consistent with standard City practices. Therefore, the project would not result in significant impacts with respect to unstable soils or seismic-related flood hazards.

Source: Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995
Oakland Environmental Factors Analysis, Technical Report #6, October 1995

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
IX. LAND USE AND PLANNING -- Would the project:				
a) Physically divide an established community?	✓	☐	✓	✓
b) Conflict with 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?	✓	☐	☐	☐
c) Conflict with any applicable habitat conservation plan or natural community conservation plan?	☐	☐	☐	✓

Comments to Questions IXa-IXc: The proposed project sites are located in an area which is not governed by any habitat conservation plan or natural community conservation plan, and are in-fill urban vacant lots located within downtown Oakland. Therefore, the proposed project would not conflict with any applicable habitat conservation plan or natural community conservation plan affecting the area. The focused EIR will evaluate the potential impacts of the proposed project on land use and planning.

Source: Oakland General Plan, Land Use and Transportation Element, March 1998
Zoning Regulations
Project description and plans

X. MINERAL RESOURCES -- Would the project:				
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	✓
b) Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?	☐	☐	☐	✓

Comments to Questions Xa-Xb: The proposed project would be located on urban in-fill sites which have been previously developed. The project would not require quarrying, mining, dredging, or extraction of locally important mineral resources on site, nor would it deplete any nonrenewable natural resource.

Source: Oakland General Plan, Open Space, Conservation, and Recreation Element, October 1995
Oakland Environmental Factors Analysis, Technical Report #6, October 1995
Project description and plans

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
XI. NOISE -- Would the project result in:				
a) Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	✓	☐	☐	☐
b) Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	✓	☐	☐	☐
c) A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	✓	☐	☐	☐
d) A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	✓	☐	☐	☐

Comments to Questions XIa-XId: The focused EIR will address the potential noise impacts of the proposed project.

Source: Project description and plans

e) For a project 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, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	✓
f) For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	✓

Comments to Questions XIe-XIf: The proposed project sites are not located within two miles of a public airport, or in the vicinity of a private airstrip; thus, the project would not result in significant noise impacts on people residing or working in the project area.

Source: Oakland General Plan, Land Use and Transportation Element, March 1998
Project description and plans
Field survey

XII. POPULATION AND HOUSING -- Would the project:				
a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	☐	☐	✓	☐
b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	✓

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	✓

Comments to Questions XIIa-XIIc: The proposed project would provide approximately 2.2 million square feet of additional office space, 23,000 square feet of retail space, and 200 residential units in an urban in-fill location within the downtown area. The project would replace an existing surface parking lot, a landscaped lot over below-grade parking, and two vacant lots with office, retail, and residential uses. Therefore, the project would result in both additional residents and workers in the downtown area, but would not displace any people or existing housing units. The project is consistent with many policies from the General Plan Land Use and Transportation Element and was anticipated in the associated Environmental Impact Report. Furthermore, additional in-fill urban housing opportunities are presently encouraged by the General Plan in an effort to provide additional housing opportunities in close proximity to employment centers and alternative transportation options. Thus, the proposed project was revised to incorporate approximately 200 residential units to contribute to the expanding supply of housing available in the downtown area.

Source: Oakland General Plan, Land Use and Transportation Element, March 1998
Oakland General Plan Land Use and Transportation Element, Final Addendum to the Draft EIR, February 1998
Project description and plans

XIII. PUBLIC SERVICES - - Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the 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 following public services:				
a) Fire protection?	☐	☐	✓	☐
b) Police protection?	☐	☐	✓	☐
c) Schools?	☐	☐	✓	☐
d) Parks?	☐	☐	✓	☐
e) Other public facilities?	☐	☐	✓	☐

Comments to Questions XIIIa-XIIIe: The proposed project sites are located in an urban area already served by public services. The Community Services Analysis prepared for the Land Use and Transportation Element of the General Plan stated that future in-fill development through the General Plan horizon year of 2015 would not be likely to impose a burden on existing public services. In accordance with standard City practices, the Fire Services division will review the project plans at the time of building permit issuance to ensure that adequate fire and life safety measures are designed into the project. In addition, prior to issuance of building permits, the applicant shall contribute the required amount of school impact fees to offset any impacts to school facilities from the proposed project. Therefore, the proposed project is not anticipated to result in significant impacts on public services.

Source: Oakland General Plan Land Use and Transportation Element, Final Addendum to the Draft EIR, February 1998
Oakland Community Services Analysis, Technical Report #5, October 1995

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
XIV. RECREATION - - Would the project:				
a) 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?	☐	☐	✓	☐
b) Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?	☐	☐	✓	☐

Comments to Questions XIVa-XIVb: The proposed project would provide open space for the project via landscaped plazas on each site and balconies or common open space for the residential units on Block T-10. In addition, the sites are located in an urban area already served by the existing parks and plazas in the downtown area. Thus, the proposed project would not result in significant impacts on existing parks or recreational facilities.

Source: Open Space, Conservation, and Recreation Element, October 1995
Project description and plans

XV. TRANSPORTATION/TRAFFIC - - Would the project:				
a) Cause an increase in traffic which is substantial in relation to the existing 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)?	✓	☐	☐	☐
b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways ?	✓	☐	☐	☐
c) 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?	✓	☐	☐	☐
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	✓	☐	☐	☐
e) Result in inadequate emergency access?	✓	☐	☐	☐
f) Result in inadequate parking capacity?	✓	☐	☐	☐

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)?	✓	☐	☐	☐

Comments to Questions XVa-XVg: The focused EIR will address the potential transportation and circulation impacts of the proposed project.

Source: Project description and plans

XVI. UTILITIES AND SERVICE SYSTEMS - - Would the project:				
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	✓	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	✓	☐
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	✓	☐
d) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?	☐	☐	✓	☐
e) Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☐	☐	✓	☐
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	✓	☐
g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	✓	☐

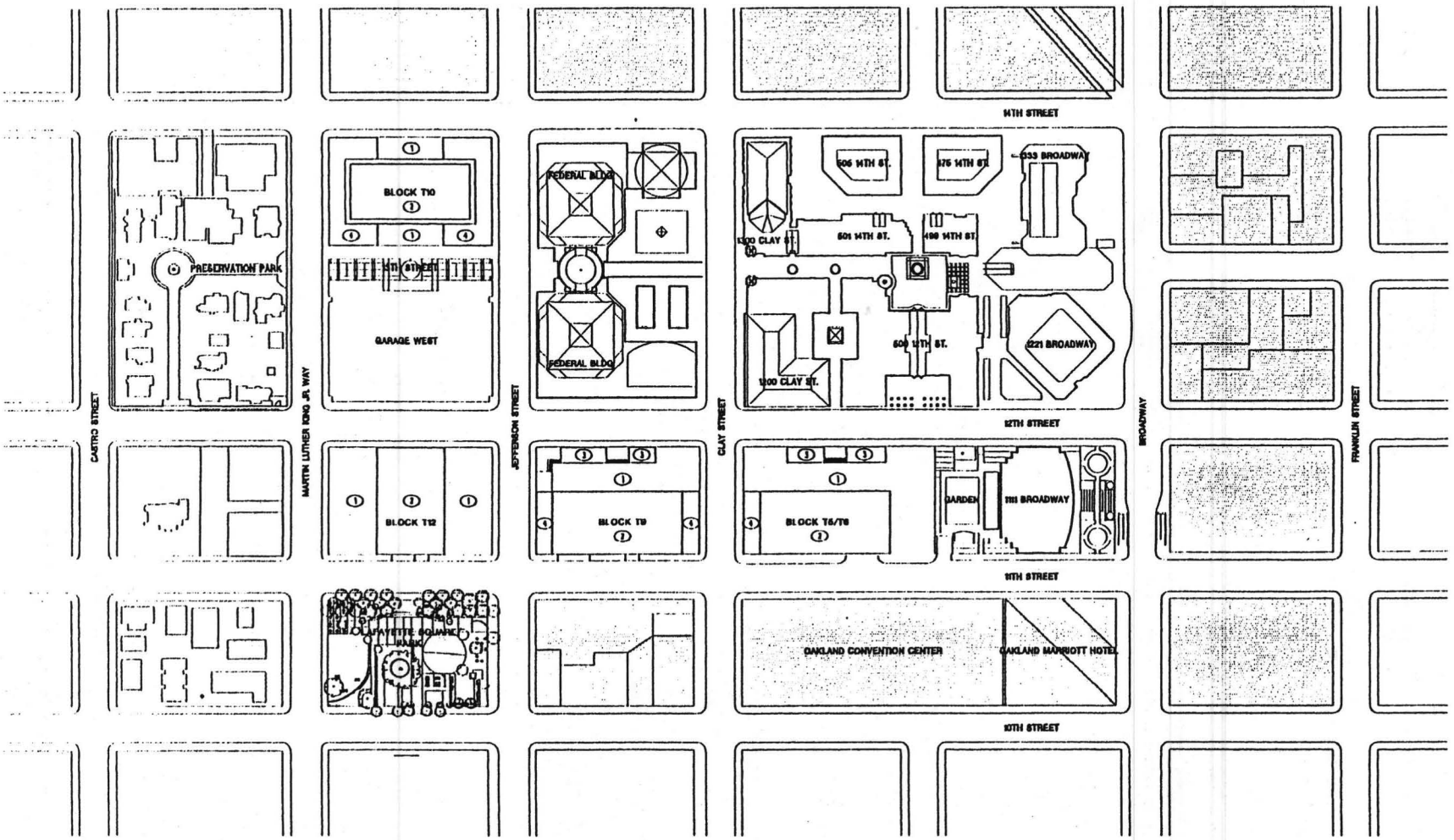
Comments to Questions XVIa-XVIg: The proposed project sites are located in an urban area already served by utilities and service systems. The Community Services Analysis prepared for the Land Use and Transportation Element of the General Plan stated that future in-fill development through the General Plan horizon year of 2015 would not be likely to impose a burden on existing utilities and service systems. Furthermore, the applicant would be required to provide any additional capacity or infrastructure improvements or pay required installation and hookup fees to the affected service providers to ensure provision of adequate service, prior to service connection. Thus, the proposed project would not result in significant impacts related to the utilization of water supplies, wastewaster treatment facilities, storm water drainage facilities, or solid waste disposal systems.

Source: Oakland General Plan Land Use and Transportation Element, Final Addendum to the Draft EIR, February 1998
Oakland Community Services Analysis, Technical Report #5, October 1995

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less Than Significant Impact	No Impact
XVII.MANDATORY FINDINGS OF SIGNIFICANCE				
a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☐	☐	✓	☐
b) Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	✓	☐	☐	☐

Comment: Potential cumulative impacts of the proposed project with respect to air quality and transportation will be analyzed in the focused EIR.

c) Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?	☐	☐	✓	☐



1 1"= 60'-0"

OAKLAND CITY CENTER- SITE PLAN

BLOCK T5/6

600,000 SQ FT. OFFICE / 26 FLOORS
7,500 SQ FT. RETAIL
2 LEVELS BELOW GRADE PARKING/ 150 CARS
3 OFFSTREET LOADING SPACES

BLOCK T9

534,000 SQ FT. OFFICE / 24 FLOORS
7,500 SQ FT. RETAIL
2 LEVELS BELOW GRADE PARKING/ 200 CARS
3 OFFSTREET LOADING SPACES

BLOCK T10

500,000 SQ FT. OFFICE / 19 FLOORS
220,000 SQ. FT. RESIDENTIAL/ 10 FLOORS
28,000 SQ FT. RETAIL
2 LEVELS BELOW GRADE PARKING/ 230 CARS
3 OFFSTREET LOADING SPACES

BLOCK T12

550,000 SQ FT. OFFICE / 26 FLOORS
2 LEVELS BELOW GRADE PARKING/ 220 CARS
3 OFFSTREET LOADING SPACES

KEYNOTES

1. LANDSCAPE PLAZA
2. OFFICE BUILDING
3. RETAIL
4. 2 STORY TENANT SPACE

OAKLAND
CITY CENTER

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	6 29 99	REQUEST FOR LOI
	7 07 99	PRELIMINARY PUD SUBMITTAL

PROJECT NUMBER
98179.00

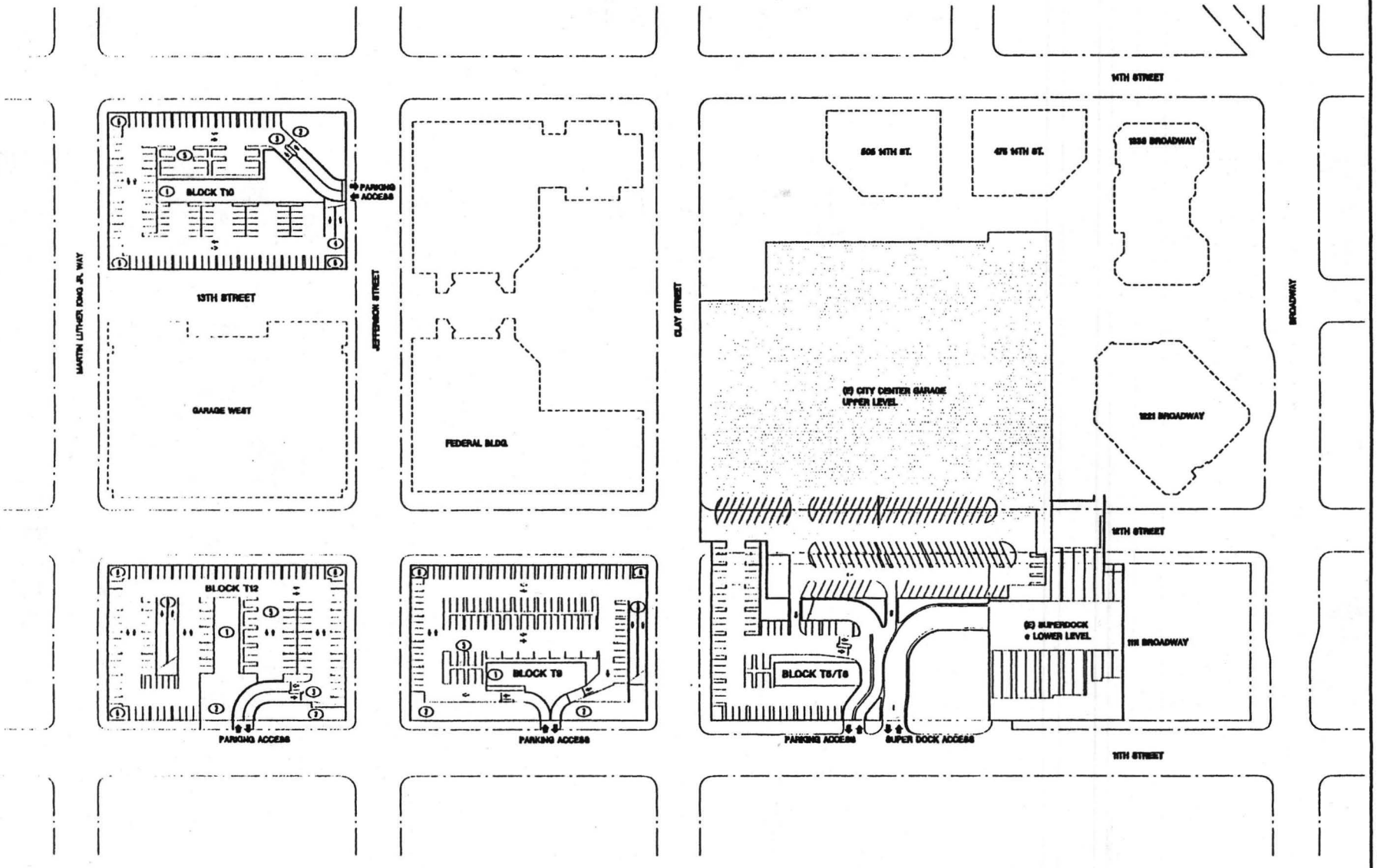
SHEET TITLE
SITE PLAN

SCALE
1"=80'-0"

PROJECT NORTH
TRUE NORTH
0 80 160

SHEET NUMBER

A1



1 1"= 50' 0"

OAKLAND CITY CENTER PARKING LEVEL P1 PLAN

PARKING COUNT	2 LEVEL TOTAL	2 STANDARD	ACCESSIBLE	COMPACT
BLOCK T5/T6	150	95	5	50
BLOCK T9	200	127	6	67
BLOCK T10	230	149	7	74
BLOCK T12	220	140	7	73

KEYNOTES

1. BUILDING CORE: ELEVATORS, ELEVATOR PIT, STAIRS
2. BUILDING SERVICES; MECHANICAL, FIREPLACE, PLUMBING
3. ENTRY RAMP
4. RAMP TO LOWER LEVEL- P2
5. ACCESSIBLE PARKING
6. STAIRS/ MECHANICAL

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	7.07.99	PRELIMINARY PUD SUBMITTAL

PROJECT NUMBER 98178.00

SHEET TITLE
PARKING LEVEL PLAN LEVEL P1

SCALE 1"=50'-0"

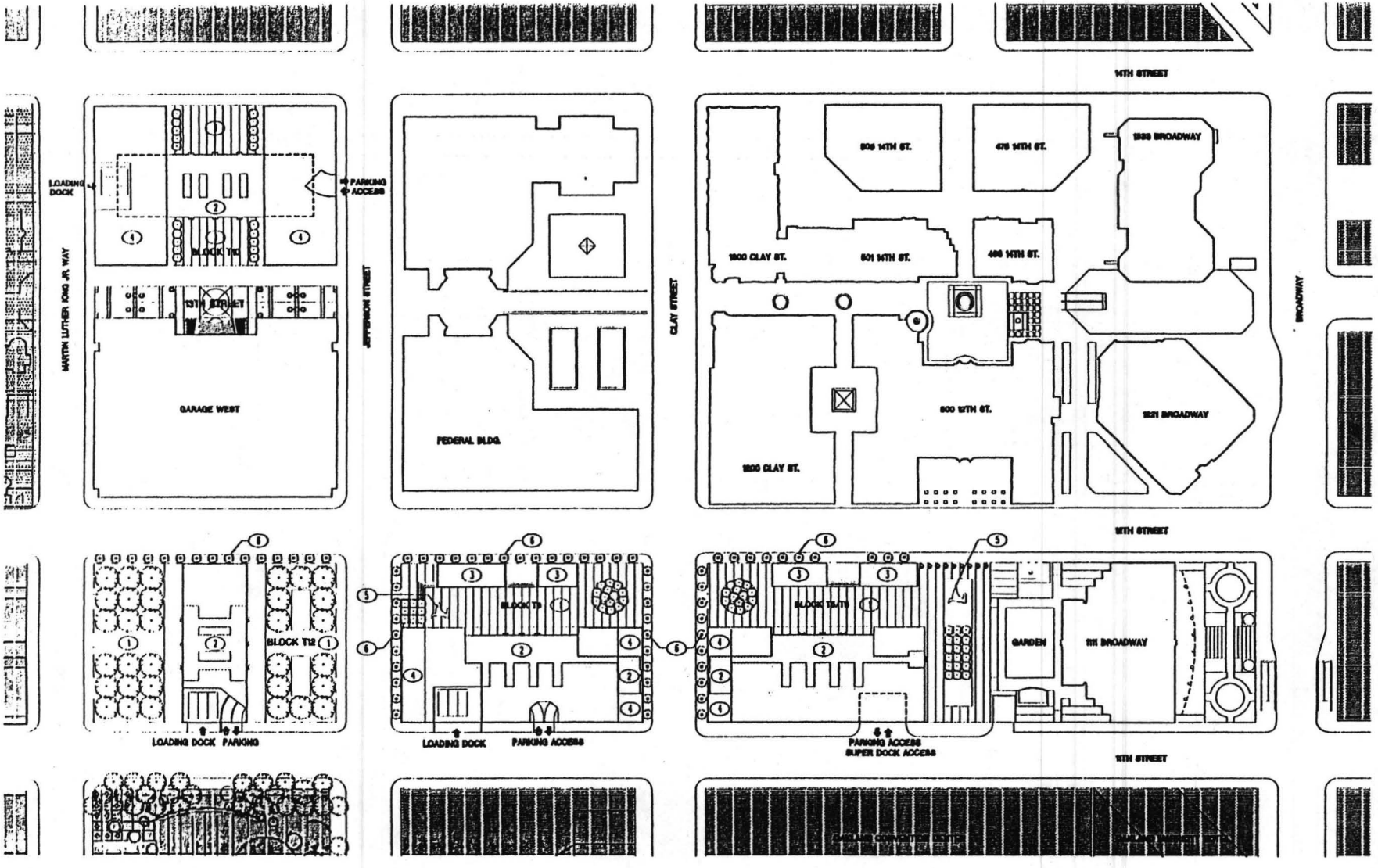
PROJECT NORTH
TRUE NORTH

0 50 100

SHEET NUMBER

A2

PROGRESS SET 5.17.99



1 1"= 50'-0"

OAKLAND CITY CENTER- GROUND FLOOR PLAZA PLAN

KEYNOTES

1. LANDSCAPED PLAZA
2. LOBBY
3. 1 STORY RETAIL
4. 2 STORY TENANT SPACE
5. SCULPTURE/FOUNTAIN
6. STREET TREES

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	6 28 88	REQUEST FOR EIR
	7 07 88	PRELIMINARY PUD SUBMITTAL

PROJECT NUMBER
88170.00

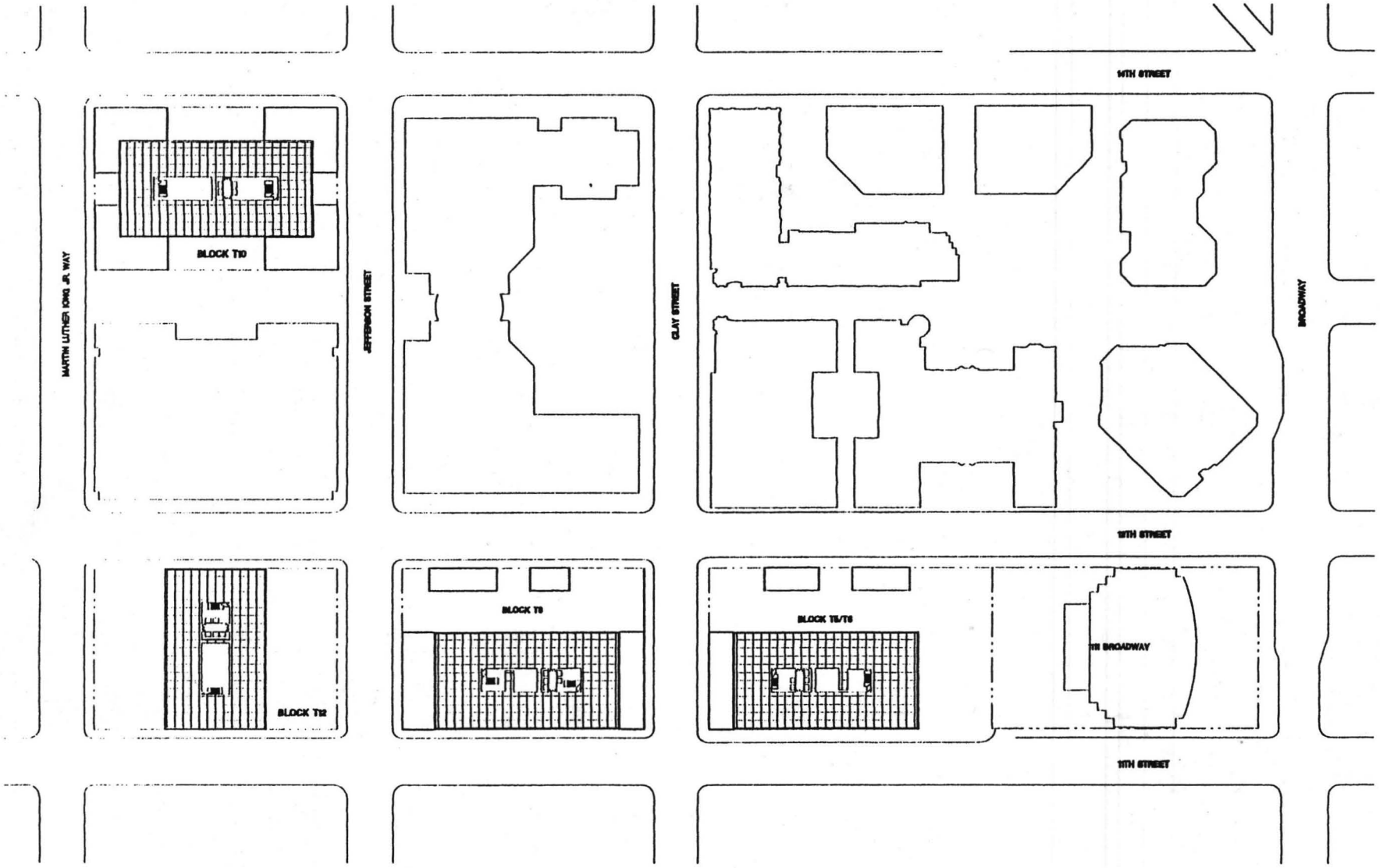
SHEET TITLE
GROUND FLOOR (PLAZA) PLAN

SCALE
1"=50'-0"

0 50 100

SHEET NUMBER

A3



1 1"= 50'-0"

OAKLAND CITY CENTER - TYPICAL OFFICE FLOOR PLAN

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	7.07.99	PRELIMINARY PUD SUBMITTAL

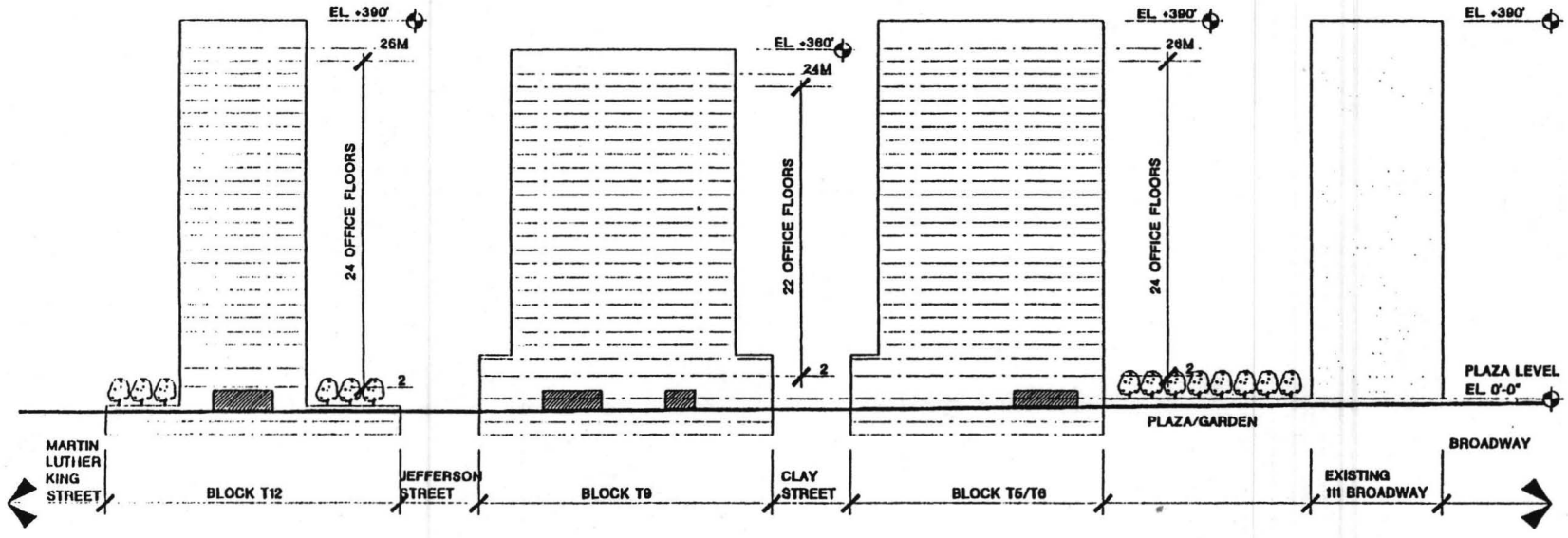
PROJECT ISSUED
08.18.00

SHEET TITLE
TYPICAL OFFICE FLOOR PLAN

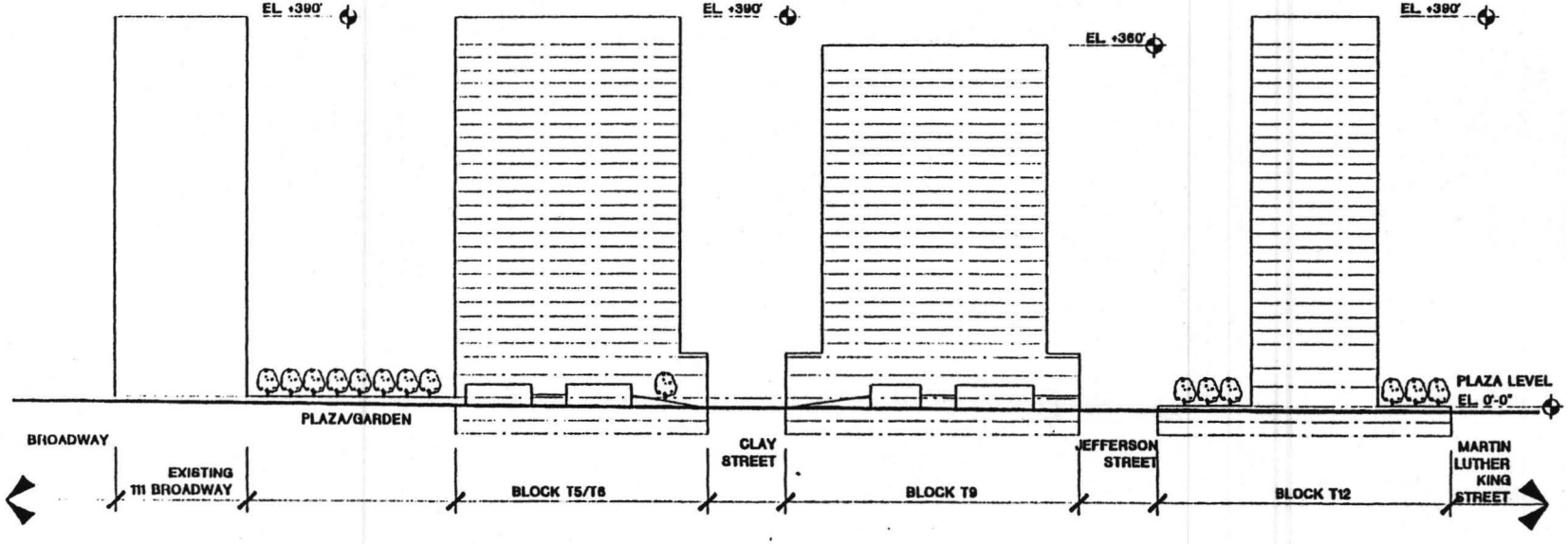
SCALE
1"=50'-0"

PROJECT NORTH
TRUE NORTH
0 50 100

SHEET NUMBER
A4



2 | SOUTH ELEVATION- BLOCK T12; T9; & T5/6



1 | NORTH ELEVATION- BLOCK T5/T6; T9; & T12

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	6 28 00	REQUEST FOR EIR
	7 07 00	PRELIMINARY PUD SUBMITTAL

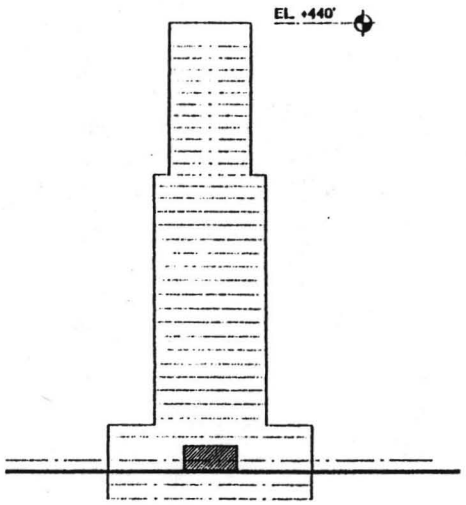
PROJECT NUMBER
00179.00

SHEET TITLE
BUILDING ELEVATIONS
BLOCK T5/T6, T9, & T12

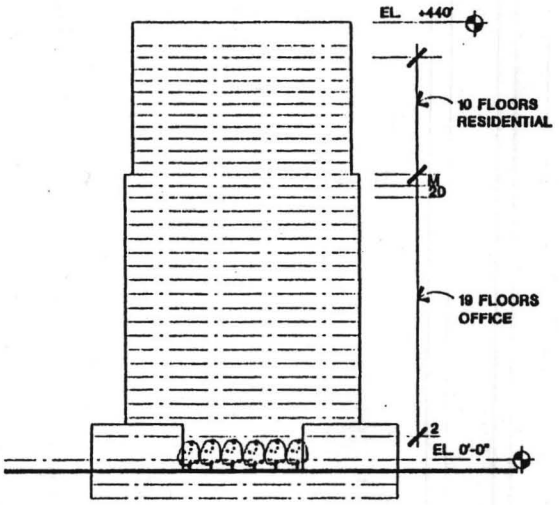
SCALE
1"=50'-0"

0 50 100

SHEET NUMBER
A5



4 | WEST ELEVATION- BLOCK T10



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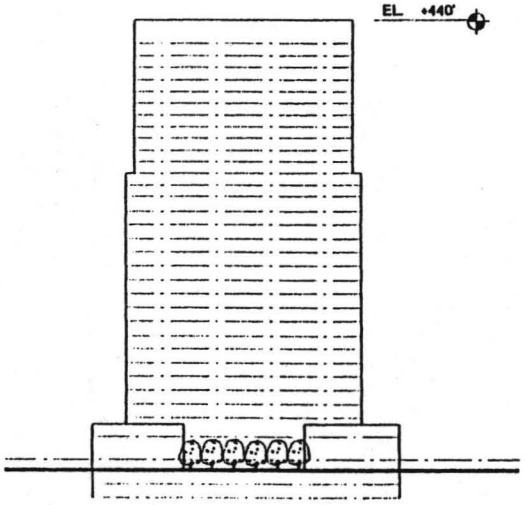

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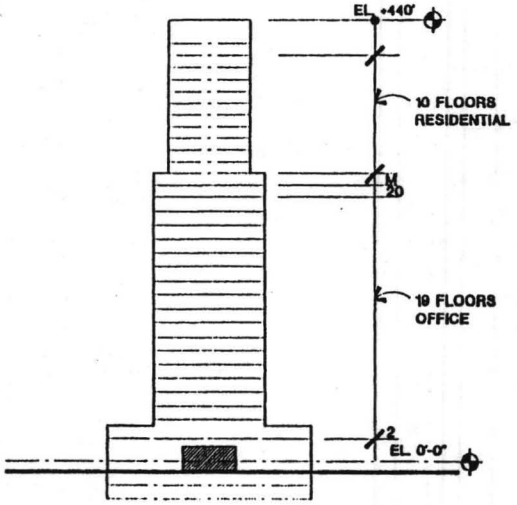

1 | EAST ELEV.- BLOCK T10

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ISSUES AND REVISIONS

NO	DATE	DESCRIPTION
	7.07.00	PRELIMINARY PUD SUBMITTAL

PROJECT NUMBER
00179.00

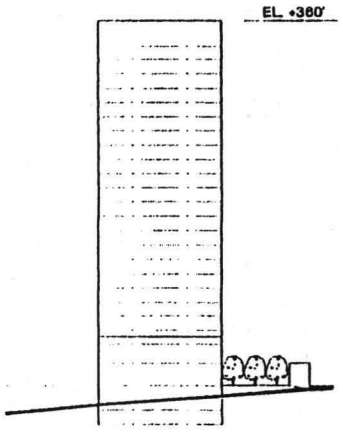
SHEET TITLE
BUILDING ELEVATIONS
BLOCK T10

SCALE
1"=50'-0"

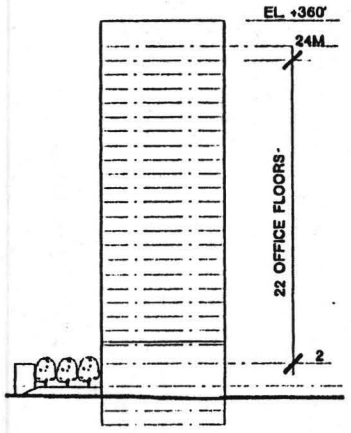
0 50 100

SHEET NUMBER

A7



6 | EAST ELEVATION - T9



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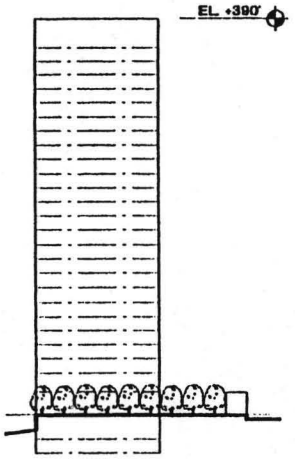
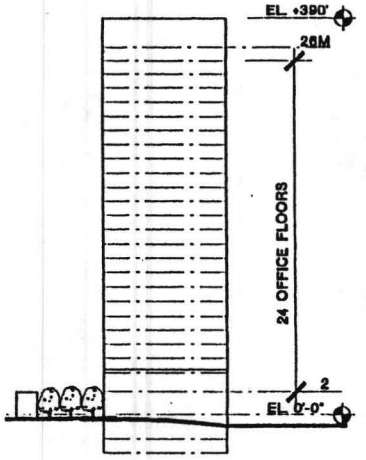
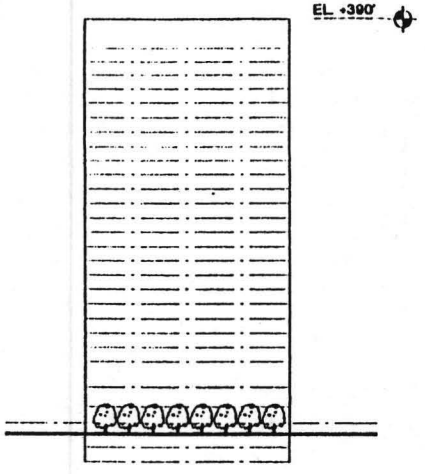


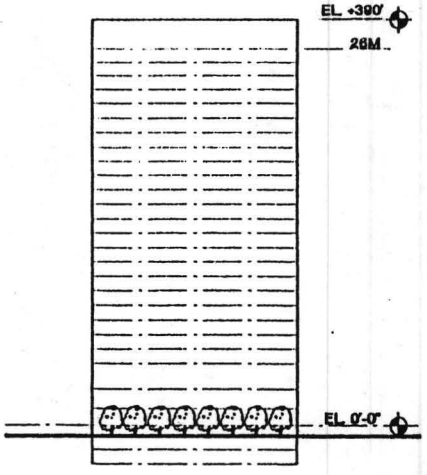
4 | EAST ELEVATION - T5/T6



3 | WEST ELEVATION - T5/T6



2 | EAST ELEVATION - T12



1 | WEST ELEV. - T12

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ISSUES AND REVISIONS

NO.	DATE	DESCRIPTION
	7.07.08	PRELIMINARY PUD SUBMITTAL

PROJECT NUMBER
08178.00

SHEET TITLE
BUILDING ELEVATIONS
BLOCK T5/T6, T9, & T12

SCALE
1"=50'-0"

0 50 100

SHEET NUMBER

A6

PARDEE HOME MUSEUM

672 Eleventh Street Oakland, CA 94607 (510) 444-2187 Fax (510) 444-7120

September 14, 1999

Ms. Lynn Warner
Oakland Planning Division
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA 94612

Re: Your Case No. ER99-15
Oakland City Center
Draft EIR

Dear Ms. Warner:

The Pardee Home, located in the Preservation Park Historic District, recommends that the draft environmental impact report for the Oakland City Center project, your case number ER99-15, include study and discussion of the following potential environmental impacts:

1. Sunlight and Wind: The City of Oakland recently has completed the first phase of the restoration of the historic park at Lafayette Square. The Pardee Home Museum recently has completed a plan for restoring the Historical Gardens and currently is engaged in raising charitable contributions to supplement its existing endowment with a view toward completing that plan. The landscape architects and members of the board have expressed concern that tall buildings constructed on Lot T-12 and Preservation Park III may cast shadows on so much of the Pardee Home Historical Gardens for so much of the day that many of the plants which were present historically will not survive or will survive very poorly in such shadowed conditions.

We suggest that a 365 day sunlight shadow study be performed on the proposed buildings in order to assess their impact on the Lafayette Square Park and the Historical Gardens at the Pardee Home Museum. We also suggest that the relative impact be compared with alternative projects including setting back the building on T-12 to the eastern edge of that lot and creating a plaza or open space on the west side in order to reduce any negative impact caused by shadows and the possibility of transferring some of the development on Lot T-12 to Lots T-5-6, T9 and T-10, which will not impact the Gardens at Lafayette Square Park or the Pardee Home Historical Gardens.

We also suggest that a wind study be performed in order to determine what impact the proposed building will have on wind strength and speed in the neighborhood. Strong winds generated by the erection of new tall buildings should be studied for their impact on the trees in the recently restored Lafayette Square Park, the trees along 11th Street and the trees in the Pardee Home Historical Gardens. Such a study may demonstrate that there is no wind impact, since prevailing winds are generally from the west, but if there is such an impact, it is possible that the impact can be mitigated by adjusting the siting and massing of the various Oakland City Center buildings proposed.

2. Parking: Visitors and proposed future new users of the Pardee Home Museum, the Pardee Home Historical Gardens and the Pardee Home Carriage House Center predominantly come to the Home by chartered bus or private automobile. Many visitors, especially our many senior visitors, find the distance from the 12th Street BART station to Pardee Home to be too long. Historically, visitors have used existing on-street parking and more recently the Federal Building garage. We believe the same experience is true for the businesses at Preservation Park. The new buildings should have sufficient parking that between the occupants using public transportation and the new parking, there will be either a net decrease or at least a parking neutral impact on use of the existing on-street parking and Federal Building garage. If the new buildings are going to result in any increased burden on existing parking resources, consideration should be given to alternative projects or mitigation including the possible addition of more parking in the new projects and siting the offices closer to BART and the residential closer to U.S. 980..

3. General Aesthetics: Consideration should be given to what is the appropriate rate of transition between Preservation Park's two-three story historic buildings including the Pardee Home Museum and the Pardee Home Carriage House Center and the proposed projects. 26-story buildings on one side of Martin Luther King Jr. Way with 2-3 story buildings on the other side of Martin Luther King Jr. Way will create the appearance of a wall and suggest to observers of this condition a lack of planning, foresight and imagination by the City of Oakland, which is the opposite of the image all of us are attempting to project for the City of Oakland. Mitigation measures and project alternatives that we suggest be discussed in the draft EIR including siting buildings at the east edge of each lot, leaving a plaza or open space at the west edge, and possibly transferring development rights and actual height from the parcels along Martin Luther King Jr. Way to parcels further east, in order to create an aesthetically more pleasing transition.

4. Traffic: 11th Street and 12th Street already are heavily trafficked, being the principle routes from downtown to Interstate 980. Concentrating the development, especially the office development, on the parcels,closer to the 12th Street BART station in order to encourage use of that public transportation asset and concentrating more of the multi-family residential on the lots furthest from the public transportation facilities may help reduce and mitigate the traffic impact. Consideration of these alternatives should be included in the draft EIR.

We look forward to reviewing and commenting on the draft EIR. We look forward to working with you to figure out a rational and safe transition between Oakland City Center and Preservation Park and the Pardee Home.

Very truly yours,

Pardee Home Museum

By: Deanna Lyon
Deanna Lyon, Chairman

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ALAMEDA COUNTY CONGESTION MANAGEMENT AGENCY

September 15, 1999

Ms. Lynn Warner
City of Oakland
Community and Economic Development Department
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA 94612

SUBJECT: Comments on the Notice of Preparation for a Draft Environmental Impact Report for the Oakland City Center Block T5/6, T10, and T12 Project in the City of Oakland (Case Number ER 99-15)

Dear Ms. Warner:

Thank you for the opportunity to comment on the City of Oakland's Notice of Preparation (NOP) for a Draft Environmental Report (DEIR) on the Oakland City Center, Block T5/6, T9, T10, and T12 project. The project would develop four vacant blocks within the City Center area of downtown Oakland with a combination of office, retail, and multi-family residential uses. The blocks would be developed as described below:

Block T5/6:	600,000 square feet of office, 7,500 square feet of retail
Block T9:	534,000 square feet of office, 7,500 square feet of retail
Block T10:	500,000 square feet of office, 220,000 square feet residential, 28,000 square feet of retail
Block T12:	550,000 square feet of office

The project area is bounded by 11th Street, 14th Street, Broad and MLK Jr. Way.

The ACCMA respectfully submits the following comments:

- The City of Oakland adopted Resolution No. 69475 on November 19, 1992 establishing guidelines for reviewing the impacts of local land use decisions consistent with the Alameda County Congestion Management Program (CMP). Based on our review of the NOP, the proposed project appears to generate at least 100 p.m. peak hour trips over existing conditions. If this is the case, the CMP Land Use Analysis Program requires the City to conduct a traffic analysis of the project using the Countywide Transportation Demand Model for Year 2005 conditions. Please note the following paragraph as it discusses the responsibility for modeling.

- The Countywide Model has been updated to Projections '98 for base years 2005 and 2020. The CMA Board amended the CMP on March 26th, 1998 so that local jurisdictions are now responsible for conducting the model runs themselves or through a consultant. The Countywide model is available to the local jurisdictions for this purpose. The City of Oakland and the ACCMA have signed a Countywide Model Agreement on March 22, 1999.

1333 BROADWAY, SUITE 220, • OAKLAND, CA 94612 • PHONE: (510) 836-2560 • FAX: (510) 836-2185
E-MAIL: AlaCoCMA@aol.com • WEB SITE: accma.ca.gov

However, before the model can be released to your consultant, a letter must be submitted to the ACCMA requesting use of the model and describing the project. A copy of a sample letter agreement is available upon request from Beth Walukas.

- Potential impacts of the project on the Metropolitan Transportation System (MTS) need to be addressed. (See 1999 CMP Figures E-2 and E-3, pages ix and x and Figure 2, pages 10-12). The DEIR should address all potential impacts of the project on the MTS roadway and transit systems. These include I-980, I-880, I-580, SR 24, Broadway, 12th Street, 14th Street, 7th Street, 8th Street, Castro Street, Brush Street, Harrison Street, San Pablo Avenue, Telegraph Avenue, Webster Street, as well as BART and AC Transit. Potential impacts or the project must be addressed for 2005 and 2020 conditions. Please note that the ACCMA does not have a policy for determining a threshold of significance. Rather, it is expected that professional judgment will be applied to determine project level impacts.

- The CMA requests that there be a discussion on the proposed funding sources of the transportation mitigation measures identified in the environmental documentation. The CMP establishes a Capital Improvement Program (See 1999 CMP, Chapter 7) that assigns priorities for funding roadway and transit projects throughout Alameda County. The improvements called for in the DEIR should be consistent with the CMP CIP. Given the limited resources at the state and federal levels, it would be speculative to assume funding of an improvement unless it is consistent with the project funding priorities established in the Capital Improvement Program (CIP) of the CMP, the federal Transportation Improvement Program (TIP), or the adopted Regional Transportation Plan (RTP). Therefore, we are requesting that the environmental documentation include a financial program for all roadway and transit improvements.

- The adequacy of any project mitigation measures should be discussed. On February 25, 1993 the CMA Board adopted three criteria for evaluating the adequacy of DEIR project mitigation measures:

✓ Project mitigation measures must be adequate to sustain CMP service standards for roadways and transit;
✓ Project mitigation measures must be fully funded to be considered adequate;
✓ Project mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with the project funding priorities established in the Capital Improvement Program (CIP) section of the CMP or the Regional Transportation Plan (RTP).

It would be helpful to indicate in the DEIR the adequacy of proposed mitigation measures relative to these criteria. In particular, the DEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and what would be the effect on LOS if only the funded portions of these projects were assumed to be built prior to project completion.

- Potential impacts of the project on CMP transit levels of service must be analyzed. (See 1999 CMP, Chapter 4). Transit service standards are 15-30 minute headways for bus

service and 3.75-15 minute headways for BART during peak hours. The DEIR should address the issue of transit funding as a mitigation measure in the context of the CMA's policies as discussed above.

- The DEIR should consider demand-related strategies that are designed to reduce the need for new roadway facilities over the long term and to make the most efficient use of existing facilities (see 1999 CMP, Chapter 5). The DEIR could consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. Street layout and design strategies would foster pedestrian and bicycle connections and transit-friendly site design should also be considered. The Site Design Guidelines Checklist may be useful during the review of the development proposal. A copy of the checklist is enclosed.

- We have been asked to inform you about the success of the Financial Incentives Program and the Guaranteed Ride Home Program, both of which are supported by the ACCMA. Employee oriented financial incentive programs, such as parking cashout programs, have proven to be successful in encouraging solo drivers to choose other commute alternatives. We would like you to consider applying the Financial Incentive Program as part of the conditions of approval and/or developer agreements as a way to reduce congestion. The Guaranteed Ride Home Program, sponsored by the ACCMA, ensures that any carpooler or transit rider at participating worksites can get home in case of an emergency.

- For projects adjacent to state roadway facilities, the environmental document should address noise impacts of the project. If the DEIR finds an impact then mitigation measures (i.e., soundwalls) should be incorporated as part of the conditions of approval of the proposed project. It should not be assumed that federal or state funding is available.

Once again, thank you for the opportunity to comment on this Notice of Preparation. Please do not hesitate to contact me or Beth Walukas at 510/836-2560 if you require additional information.

Sincerely,

Jean Hart

Jean Hart
Deputy Director

cc: Beth Walukas, Senior Transportation Planner
file: CMP - Environmental Review Opinions - Responses - 1999

EAST BAY
MUNICIPAL UTILITY DISTRICT

September 20, 1999

Ms. Lynn Warner, Planner II
City of Oakland
Community and Economic Development Agency
Planning Division
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA 94612-2010

Dear Ms. Warner:

RE: Notice of Preparation of a Draft Environmental Impact Report
Oakland City Center, Blocks T5/6, T9, T10, T12 (Case File ER99-15)

Thank you for the opportunity to comment on the subject project. East Bay Municipal Utility District (District) has the following comments regarding water and wastewater service to the project site.

WATER SERVICE

Water service to the project sites can be provided from the existing water mains in 11th Street, 12th Street, 14th Street, Jefferson Street, Clay Street, and Martin Luther King Way (see attached map). However, some of the pipelines may need to be replaced, depending on the fire flow requirements set by the local fire agency and the project's new water service requirements. The project sponsor should contact the District's New Business Office at (510) 287-1008 and request a water service estimate to determine costs and conditions for providing water service to the proposed development. Engineering and installation of water mains often require substantial lead time which should be provided for in the project sponsor's development schedule.

Regarding Item VII on page 10, the District is concerned about the potential for contaminated soil in this area. The District will not install services or pipelines in contaminated or hazardous soil conditions. When the applicant applies for water service, any environmental assessment information and analytical data, if available, should be submitted. The District will review the information and may require additional sampling and testing at the applicant's expense.

To help mitigate the impacts of additional water demands on the District's finite water supply, the District recommends that water conservation measures for both internal and external use be incorporated in the design and construction of the proposed project. The

375 ELEVENTH STREET . OAKLAND . CA 94607-4240 . (510) 836-3000

District encourages the use of equipment, devices, and methodology that furthers water conservation and provides for long term efficient water use. The District also recommends the use of drought resistant plants, use of inert materials, and minimal use of turf areas. The project sponsor should contact the District's Manager of Water Conservation at (510) 287-0591 for more information.

WASTEWATER SERVICE

Wastewater discharges from the project must comply with the requirements specified in the District's Wastewater Control Ordinance Number 311. In addition, the ordinance requires appropriate charges and fees to be paid for use of the wastewater treatment facility, including the Wastewater Capacity Fees. The District will provide credit for prior capacity use. The Environmental Impact Report (EIR) should address such wastewater quality and financial impacts of the project.

The City of Oakland Infiltration/Inflow (I/I) Correction Program allowed for a 20 percent increase in the base wastewater flow for each subbasin due to changes in land use or population. The projected flow increases for this development should be below the base flow increase allowance for the subbasins influenced by this plan. The developers for this project should confirm with the City of Oakland Public Works Department that the subbasin base flow increase allocation has not been allocated to other developments.

The District's Main Wastewater Treatment Plant has adequate dry weather capacity to treat the proposed wastewater flow from this project, provided this wastewater meets the standards of the District's Source Control Division. However, if the wastewater flow from this project were to exceed the City of Oakland's base flow increase allowance for this subbasin, conveyance and treatment capacity for wet weather flows may be adversely impacted. Please provide information on the projected average daily and peak daily wastewater flows from this project.

In general, all major developments should address the replacement or rehabilitation of the existing sanitary sewer collection system to prevent an increase in I/I. A provision to control or reduce the amount of I/I should be addressed in the environmental documentation for this project. The main concern is the increase in total wet weather flows, which could have an adverse impact if the flows are greater than projected.

The District's Office of Reclamation is currently working on the Oakland/Berkeley Recycled Water Project. This project will provide recycled water to the Oakland/Berkeley area for nonpotable purposes, such as landscape irrigation and toilet water. District's Policy 73 mandates that customers use nonpotable water for nondomestic purposes when it is available at reasonable cost, not detrimental to public health and not injurious to plant life, fish and wildlife.

Since the Oakland City Center Blocks T5/6, T9, T10, and T12 Project meets this criteria and is located in the Oakland/Berkeley Reuse Zone, the District recommends that the City of Oakland provide dual plumbing for these buildings and, if applicable, use recycled water for irrigation of landscaped areas and non-consumptive uses such as decorative fountains. If you have any questions, please contact Laura Johnson in the Office of Reclamation at 510-287-2063.

If you have any questions or if the District can be of further assistance, please contact Bill E. Maggiore, Assistant Civil Engineer, Water Service Planning at (510) 287-1225.

Sincerely,

WILLIAM R. KIRKPATRICK
Manager of Water Distribution Planning

WRK:BEM:sb
sb99_334.doc

Attachment

Shorenstein Project

WELTIN LAW OFFICE, P.C.

PHILIP R. WELTIN
BRIAN E. KERSS
PATRICK B. STREB
ANA L. MOLLEDA
VERONICA ALVA RUBY

1432 MARTIN LUTHER KING JR. WAY • OAKLAND, CA 94612
TEL (510) 251-6060 • FAX (510) 251-6040

September 1, 1999

Leslie Gould, Environmental Review Officer
City of Oakland
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA 94612

Re: Your File No. ER 99-15

Dear Ms. Gould:

I received your notice regarding the Oakalnd City Center, Blocks T5-6, T9, T10 and T12. As a property owner at 1432 Martin Luther King, Jr. Way, I wholeheartedly support the Shorenstein Realty Investors' development of that project.

Very truly yours,

Philip R. Weltin

PRW/jkp

City of Alameda • California

September 23, 1999

Lynn Warner
City of Oakland
Community and Economic Development Agency
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA 94612

RE: Notice of Preparation of a Draft Environmental Impact Report (EIR) - Oakland City Center (case number **ER 99-15**).

Dear Ms. Warner:

Thank you for the opportunity to review and provide comments on the subject Notice of Preparation regarding the preparation of the EIR for the Oakland City Center Project. The City of Alameda offers the following comments:

- Alameda has recreational and shopping activities that attract both weekend and peak period weekday traffic. The Project's trip generation and distribution pattern should address these issues.

- Given the Project's proximity to Alameda, the project impact on the traffic entering and leaving Alameda through the Webster and Posey Tubes should be evaluated. Since many of the facilities (i.e., Webster/Posey Tubes, along I-880 from Adeline on-ramp to 23rd Avenue off-ramp) already operate at or above design capacity, the Project must include its pro-rata share towards existing and future planned mitigation measures (Broadway/Jackson interchange) or they must identify and provide new improvements as mitigation measures.

- Underway is the development of a multi-jurisdictional plan by the Cities of Oakland, Alameda, and Berkeley for the deficient segment in Oakland from SR 260 eastbound (Posey Tube) to I-880 northbound Jackson on-ramp. The CMA 1998 Level of Service Monitoring Study has identified this segment as LOS "F." Please analyze the impacts of this Project on that deficient segment.

- Please analyze the merge from Mariner Square Drive to Posey Tube (SR 260) northbound and diverge from the Webster Tube (SR 260) at Tinker Avenue in Alameda.

- The impact on level of service under existing and future conditions at the following Alameda intersections: Webster/Atlantic, Atlantic/Constitution. and at the following Oakland intersections: Broadway/5th, Broadway/6th, 7th/Harrison and 7th/Jackson should be provided.

- Discuss impacts on the Alameda/Oakland Ferry service.

- Traffic mitigations should include traffic mitigation fees towards the I-880 access improvement projects in Oakland.

- Please provide information on transit access and transit improvements to serve the Project, including funding mechanisms.

ng Department

anta Clara Avenue, Room 120
da, California 94501
8.4554 • Fax 510 748.4593 • TDD 510 522.7538

Please provide us with one copy of the Draft Environmental Impact Report once it is available. Thank you again for the opportunity to provide comments.

Sincerely,

Cynthia Eliason

Cynthia Eliason, AICP
Planning Manager

xc: Public Works Director
Planning Director
Deputy Public Works Director

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file: 1999City of Oakland Misc. Environmental Reviews

APPENDIX B
TRANSPORTATION

Dowling Associates, Inc.
Transportation Engineering • Planning • Research • Education

October 27, 1999

Ms. Beth Walukas
Alameda County Congestion Management Agency
1333 Broadway Avenue, Suite 220
Oakland, CA 94612

FAX: (510) 836-2185, No of Pages = 3

Subject: Shorenstein City Center EIR – CMP Analysis P990070

Dear Ms Walukas:

Following our discussion per telephone, we have summarized our approach to complete the CMP Analysis for the Shorenstein EIR (Oakland City Center Blocks T5/6, T9, T10, T12).

After reviewing the land use inputs in the most recent version of the CMP model, we were concerned that the inputs for zones 489, and 490 may include some (or all) of our intended project. So in order to avoid double-counting the impact of the project we obtained information from the City (Iris Starr) to see what this land use in these zones represents. We concluded that these zones do include some of the Shorenstein development. However, these zones do not include existing development land use for the Federal Building, which is estimated between 3,000 and 4,000 jobs (1 million GSF). So we decided to be conservative (and for simplicity sake) to assume that the model does not include any of the Shorenstein development. We will therefore add in the land use to the appropriate zones in two phases to represent what would be developed by 2005 and 2020.

We have attached a table showing the land use inputs we intend to use for 2005 and 2020 with and without the project. We have also indicated a zone map showing project location and location of Federal Building. If you have any comments or questions, please feel free to call us. Thanks for your assistance.

Sincerely,
Dowling Associates, Inc

Steve Colman
Principal

Damian Stefanakis
Senior Transportation Engineer

Attachments: land use table and project location map

Cc: Karl Heisler, ESA
Alice Chen. Dowling Associates, Inc.
Lynn Warner, City of Oakland

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180 Grand Avenue • Suite 995 • Oakland, CA 94612 • (510) 839-1742 • FAX (510) 839-0871
E-mail: www.dowlinginc.com

Shorenstein City Center Project Definition

TAZ	490	489	489	489	
Year	2005	2005	2020	2020	
Block	T5/6	T9	T10	T12	
Use Type					
office	600,000	534,000	500,000	550,000	square feet
retail	7,500	7,500	6,000	0	square feet
residential	0	0	200	0	housing units

Conversion to CMP Model TAZ -By Square Feet

	square feet			employment		
For 2005	residential	office	retail	office	retail	Block
489	0	534,000	7,500	1,780	25	T9
490	0	600,000	7,500	2,000	25	T5/6
Total	*0*	*1,134,000*	*15,000*	*3,780*	*50*	
	square feet			employment		
For 2020	residential	office	retail	office	retail	
489	200	1,584,000	15,500	5,280	52	T9, T10, T12
490	0	600,000	7,500	2,000	25	T5/6
Total	*200*	*2,184,000*	*23,000*	*7,280*	*77*	

Shorenstein Project -CMP Model Inputs

For 2005		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	0	0	903	13	890	1805
490	0	0	1013	13	1000	2026
For 2020		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	200	0	2666	26	2640	5332
490	0	0	1013	13	1000	2026

Base CMP Model Socio Data (No Project)

For 2005		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	200	0	2090	139	1732	3961
490	0	0	2091	138	1732	3961
For 2020		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	200	0	2090	139	1732	3961
490	0	0	2091	138	1732	3961

Base CMP Model Plus Shorenstein Project

For 2005		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	200	0	2,993	152	2,622	5766
490	0	0	3,104	151	2,732	5987
For 2020		employment				
TAZ	Households	Manufac	Other	Retail	Service	Total
489	400	0	4,756	165	4,372	9293
490	0	0	3,104	151	2,732	5987

Assumptions:

1 employee per 300 Sq Ft office, retail

Office employment is one-half service and one-half other

Retail employment is one-half retail and one-half other

Note: Conversion Factors obtained from Oakland General Plan/Estuary Plan work and detailed in March 15, 1999 memo from Barry Miller to Pam Kershaw, Katrina Koh, and David Full.

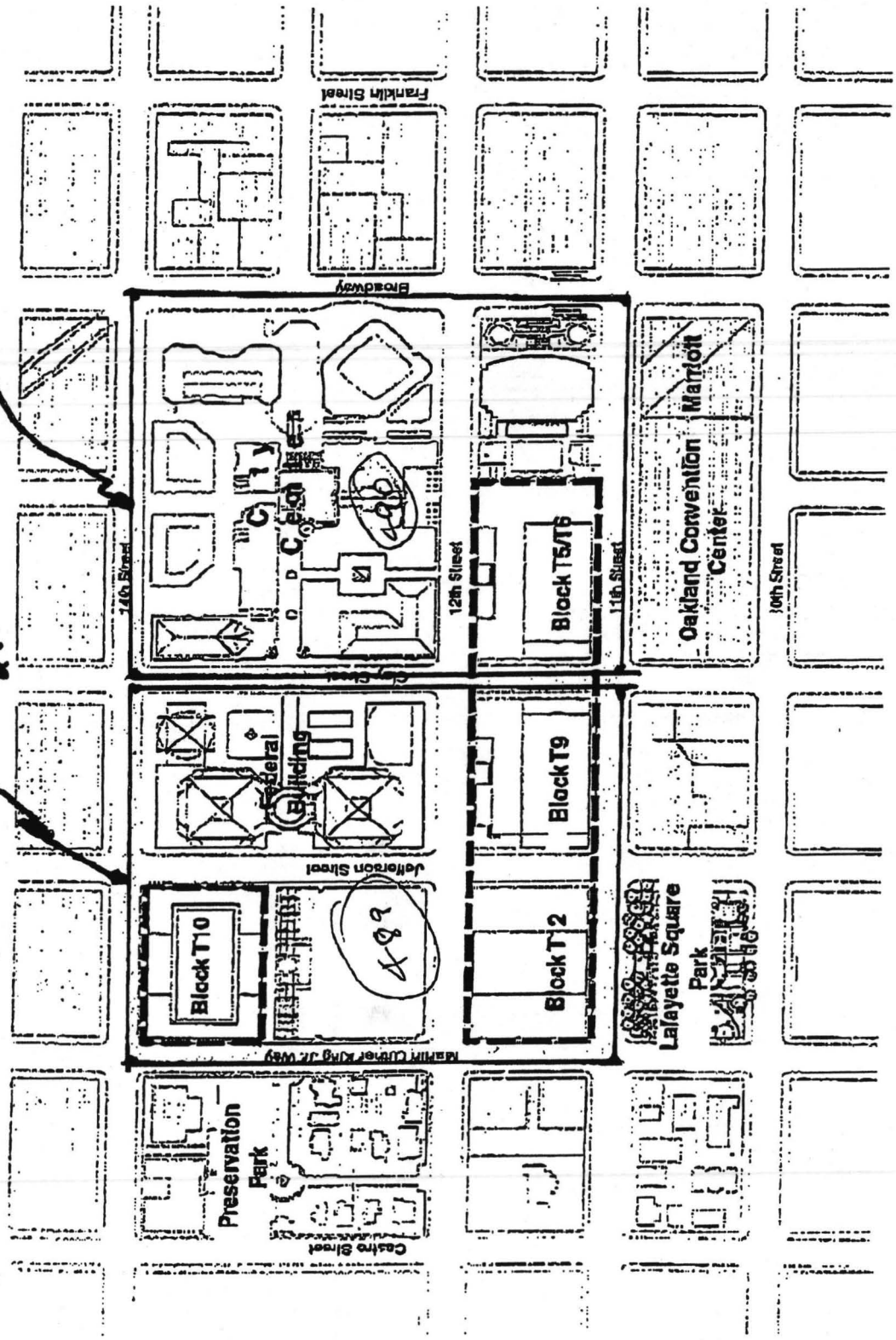

Figure 2
Site Plan

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2005 AM Peak Hour
No-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	3,331	6760	0.49	3	4,322	6760	0.64	3	4,322	3	0.64	C	FWY
I-880 - east of Oak Street	6,045	9020	0.67	4	7,653	9020	0.85	4	7,653	4	0.85	E	FWY
I-980 - north of I-880	2,903	6760	0.43	3	3,413	6760	0.50	3	3,413	3	0.50	C	FWY
I-980 - south of I-580	2,510	6760	0.37	3	5,758	6760	0.85	3	5,758	3	0.85	E	FWY
I-580 - west of I-980	7,137	11270	0.63	5	8,244	11270	0.73	5	8,244	5	0.73	D	FWY
I-580 - east of 14th Avenue	5,739	9020	0.64	4	8,316	9020	0.92	4	8,316	4	0.92	E	FWY
SR 24 - west of Caldecott Tunnel	4,027	4510	0.89	2	10,408	9020	1.15	4	10,408	4	1.15	F	FWY
SR 260 (Webster Tubes) - south of I-880	2,785	1890	1.47	2	2,489	1890	1.32	2	2,785	2	1.47	F	Class 1
Arterials													
Broadway - north of 20th Street	65	1740	0.04	2	447	1740	0.26	2	447	2	0.26	D	Class 2
Broadway - south of 12th Street	17	1700	0.01	2	227	1700	0.13	2	227	2	0.13	D	Class 3
Harrison St - south of 11th Street	1,055	2570	0.41	3	0	#N/A	#N/A	0	1,055	3	0.41	D	Class 3
Franklin St - south of 12th Street	188	3140	0.06	4	0	#N/A	#N/A	0	188	4	0.06	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	933	3140	0.30	4	933	4	0.30	D	Class 3
7th Street - west of Clay Street	495	3230	0.15	4	0	#N/A	#N/A	0	495	4	0.15	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	590	3140	0.19	4	590	4	0.19	D	Class 3
11th Street - west of MLK	1,550	3230	0.48	4	0	#N/A	#N/A	0	1,550	4	0.48	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	285	2570	0.11	3	285	3	0.11	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	460	2640	0.17	3	460	3	0.17	D	Class 2
14th Street - east of Oak Street	75	1740	0.04	2	313	1740	0.18	2	313	2	0.18	D	Class 2
14th Street - east of Broadway	115	1700	0.07	2	29	1700	0.02	2	115	2	0.07	D	Class 3
Castro Street - south of 12th Street	238	2640	0.09	3	0	#N/A	#N/A	0	238	3	0.09	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,835	2640	0.70	3	1,835	3	0.70	D	Class 2
Clay Street - south of 12th Street	498	1740	0.29	2	23	1740	0.01	2	498	2	0.29	D	Class 2
San Pablo Ave - north of 20th Street	24	1740	0.01	2	243	1740	0.14	2	243	2	0.14	D	Class 2
Telegraph Avenue - north of 17th Street	38	1740	0.02	2	310	1740	0.18	2	310	2	0.18	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2005 PM Peak Hour
No-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	4,749	6760	0.70	3	4,437	6760	0.66	3	4,749	3	0.70	D	FWY
I-880 - east of Oak Street	8,077	9020	0.90	4	6,547	9020	0.73	4	8,077	4	0.90	E	FWY
I-980 - north of I-880	3,224	6760	0.48	3	3,040	6760	0.45	3	3,224	3	0.48	C	FWY
I-980 - south of I-580	5,266	6760	0.78	3	2,987	6760	0.44	3	5,266	3	0.78	D	FWY
I-580 - west of I-980	9,742	11270	0.86	5	7,406	11270	0.66	5	9,742	5	0.86	E	FWY
I-580 - east of 14th Avenue	8,067	9020	0.89	4	6,008	9020	0.67	4	8,067	4	0.89	E	FWY
SR 24 - west of Caldecott Tunnel	9,432	9020	1.05	4	6,033	4510	1.34	2	9,432	4	1.05	F	FWY
SR 260 (Webster Tubes) - south of I-880	2,592	1890	1.37	2	3,120	1890	1.65	2	3,120	2	1.65	F	Class 1
Arterials													
Broadway - north of 20th Street	256	1740	0.15	2	240	1740	0.14	2	256	2	0.15	D	Class 2
Broadway - south of 12th Street	77	1700	0.05	2	152	1700	0.09	2	152	2	0.09	D	Class 3
Harrison St - south of 11th Street	1,122	2570	0.44	3	0	#N/A	#N/A	0	1,122	3	0.44	D	Class 3
Franklin St - south of 12th Street	203	3140	0.06	4	0	#N/A	#N/A	0	203	4	0.06	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	1,378	3140	0.44	4	1,378	4	0.44	D	Class 3
7th Street - west of Clay Street	510	3230	0.16	4	0	#N/A	#N/A	0	510	4	0.16	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	298	3140	0.09	4	298	4	0.09	D	Class 3
11th Street - west of MLK	648	3230	0.20	4	0	#N/A	#N/A	0	648	4	0.20	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	448	2570	0.17	3	448	3	0.17	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	1,958	2640	0.74	3	1,958	3	0.74	D	Class 2
14th Street - east of Oak Street	394	1740	0.23	2	82	1740	0.05	2	394	2	0.23	D	Class 2
14th Street - east of Broadway	86	1700	0.05	2	110	1700	0.06	2	110	2	0.06	D	Class 3
Castro Street - south of 12th Street	648	2640	0.25	3	0	#N/A	#N/A	0	648	3	0.25	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,196	2640	0.45	3	1,196	3	0.45	D	Class 2
Clay Street - south of 12th Street	763	1740	0.44	2	38	1740	0.02	2	763	2	0.44	D	Class 2
San Pablo Ave - north of 20th Street	155	1740	0.09	2	346	1740	0.20	2	346	2	0.20	D	Class 2
Telegraph Avenue - north of 17th Street	51	1740	0.03	2	355	1740	0.20	2	355	2	0.20	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2005 AM Peak Hour
With-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	3,207	6760	0.47	3	4,341	6760	0.64	3	4,341	3	0.64	C	FWY
I-880 - east of Oak Street	6,076	9020	0.67	4	7,648	9020	0.85	4	7,648	4	0.85	D	FWY
I-980 - north of I-880	2,911	6760	0.43	3	3,574	6760	0.53	3	3,574	3	0.53	C	FWY
I-980 - south of I-580	2,463	6760	0.36	3	6,048	6760	0.89	3	6,048	3	0.89	E	FWY
I-580 - west of I-980	7,355	11270	0.65	5	8,244	11270	0.73	5	8,244	5	0.73	D	FWY
I-580 - east of 14th Avenue	5,699	9020	0.63	4	8,323	9020	0.92	4	8,323	4	0.92	E	FWY
SR 24 - west of Caldecott Tunnel	3,984	4510	0.88	2	10,600	9020	1.18	4	10,600	4	1.18	F	FWY
SR 260 (Webster Tubes) - south of I-880	2,802	1890	1.48	2	2,472	1890	1.31	2	2,802	2	1.48	F	Class 1
Arterials													
Broadway - north of 20th Street	67	1740	0.04	2	458	1740	0.26	2	458	2	0.26	D	Class 2
Broadway - south of 12th Street	22	1700	0.01	2	280	1700	0.16	2	280	2	0.16	D	Class 3
Harrison St - south of 11th Street	1,064	2570	0.41	3	0	#N/A	#N/A	0	1,064	3	0.41	D	Class 3
Franklin St - south of 12th Street	189	3140	0.06	4	0	#N/A	#N/A	0	189	4	0.06	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	938	3140	0.30	4	938	4	0.30	D	Class 3
7th Street - west of Clay Street	511	3230	0.16	4	0	#N/A	#N/A	0	511	4	0.16	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	594	3140	0.19	4	594	4	0.19	D	Class 3
11th Street - west of MLK	1,783	3230	0.55	4	0	#N/A	#N/A	0	1,783	4	0.55	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	341	2570	0.13	3	341	3	0.13	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	487	2640	0.18	3	487	3	0.18	D	Class 2
14th Street - east of Oak Street	75	1740	0.04	2	333	1740	0.19	2	333	2	0.19	D	Class 2
14th Street - east of Broadway	115	1700	0.07	2	29	1700	0.02	2	115	2	0.07	D	Class 3
Castro Street - south of 12th Street	240	2640	0.09	3	0	#N/A	#N/A	0	240	3	0.09	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,991	2640	0.75	3	1,991	3	0.75	D	Class 2
Clay Street - south of 12th Street	629	1740	0.36	2	24	1740	0.01	2	629	2	0.36	D	Class 2
San Pablo Ave - north of 20th Street	24	1740	0.01	2	260	1740	0.15	2	260	2	0.15	D	Class 2
Telegraph Avenue - north of 17th Street	40	1740	0.02	2	311	1740	0.18	2	311	2	0.18	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2005 PM Peak Hour
With-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	4,794	6760	0.71	3	4,333	6760	0.64	3	4,794	3	0.71	D	FWY
I-880 - east of Oak Street	8,180	9020	0.91	4	6,517	9020	0.72	4	8,180	4	0.91	E	FWY
I-980 - north of I-880	3,331	6760	0.49	3	3,090	6760	0.46	3	3,331	3	0.49	C	FWY
I-980 - south of I-580	5,535	6760	0.82	3	3,015	6760	0.45	3	5,535	3	0.82	D	FWY
I-580 - west of I-980	9,702	11270	0.86	5	7,519	11270	0.67	5	9,702	5	0.86	E	FWY
I-580 - east of 14th Avenue	8,059	9020	0.89	4	6,000	9020	0.67	4	8,059	4	0.89	E	FWY
SR 24 - west of Caldecott Tunnel	9,553	9020	1.06	4	6,100	4510	1.35	2	9,553	4	1.06	F	FWY
SR 260 (Webster Tubes) - south of I-880	2,591	1890	1.37	2	3,130	1890	1.66	2	3,130	2	1.66	F	Class 1
Arterials													
Broadway - north of 20th Street	272	1740	0.16	2	244	1740	0.14	2	272	2	0.16	D	Class 2
Broadway - south of 12th Street	102	1700	0.06	2	177	1700	0.10	2	177	2	0.10	D	Class 3
Harrison St - south of 11th Street	1,128	2570	0.44	3	0	#N/A	#N/A	0	1,128	3	0.44	D	Class 3
Franklin St - south of 12th Street	204	3140	0.06	4	0	#N/A	#N/A	0	204	4	0.06	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	1,377	3140	0.44	4	1,377	4	0.44	D	Class 3
7th Street - west of Clay Street	509	3230	0.16	4	0	#N/A	#N/A	0	509	4	0.16	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	296	3140	0.09	4	296	4	0.09	D	Class 3
11th Street - west of MLK	712	3230	0.22	4	0	#N/A	#N/A	0	712	4	0.22	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	461	2570	0.18	3	461	3	0.18	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	2,184	2640	0.83	3	2,184	3	0.83	E	Class 2
14th Street - east of Oak Street	404	1740	0.23	2	82	1740	0.05	2	404	2	0.23	D	Class 2
14th Street - east of Broadway	85	1700	0.05	2	127	1700	0.07	2	127	2	0.07	D	Class 3
Castro Street - south of 12th Street	644	2640	0.24	3	0	#N/A	#N/A	0	644	3	0.24	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,287	2640	0.49	3	1,287	3	0.49	D	Class 2
Clay Street - south of 12th Street	783	1740	0.45	2	45	1740	0.03	2	783	2	0.45	D	Class 2
San Pablo Ave - north of 20th Street	174	1740	0.10	2	368	1740	0.21	2	368	2	0.21	D	Class 2
Telegraph Avenue - north of 17th Street	53	1740	0.03	2	356	1740	0.20	2	356	2	0.20	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein City Center - Segment Comparison

2005 AM & PM Peak Hour	AM								PM							
Comparison of No-Project vs Project																
	Nop	Proj			Nop	Proj			Nop	Proj			Nop	Proj		
Link Location	2005 AM Vol	2005 AM Vol	% Vol Diff	Vol Diff	2005 AM LOS	2005 AM LOS	Change in V/C > 5%	Change in LOS	2005 PM Vol	2005 PM Vol	% Vol Diff	Vol Diff	2005 PM LOS	2005 PM LOS	Change in V/C > 5%	Change in LOS
State Highways																
I-880 - west of I-980	4,322	4,341	0.4%	19	C	C	no	no change	4,749	4,794	0.9%	45	D	D	no	no change
I-880 - east of Oak Street	7,653	7,648	-0.1%	-5	E	D	no	change	8,077	8,180	1.3%	103	E	E	no	no change
I-980 - north of I-880	3,413	3,574	4.5%	161	C	C	no	no change	3,224	3,331	3.2%	107	C	C	no	no change
I-980 - south of I-580	5,758	6,048	4.8%	290	E	E	no	no change	5,266	5,535	4.9%	269	D	D	no	no change
I-580 - west of I-980	8,244	8,244	0.0%	0	D	D	no	no change	9,742	9,702	-0.4%	-40	E	E	no	no change
I-580 - east of 14th Avenue	8,316	8,323	0.1%	7	E	E	no	no change	8,067	8,059	-0.1%	-8	E	E	no	no change
SR 24 - west of Caldecott Tunnel	10,408	10,600	1.8%	192	F	F	no	no change	9,432	9,553	1.3%	121	F	F	no	no change
SR 260 (Webster Tubes) - south of I-880	2,785	2,802	0.6%	17	F	F	no	no change	3,120	3,130	0.3%	10	F	F	no	no change
Arterials																
Broadway - north of 20th Street	447	458	2.4%	11	D	D	no	no change	256	272	5.9%	16	D	D	no	no change
Broadway - south of 12th Street	227	280	18.9%	53	D	D	no	no change	152	177	14.1%	25	D	D	no	no change
Harrison St - south of 11th Street	1,055	1,064	0.8%	9	D	D	no	no change	1,122	1,128	0.5%	6	D	D	no	no change
Franklin St - south of 12th Street	188	189	0.5%	1	D	D	no	no change	203	204	0.5%	1	D	D	no	no change
Webster St - south of 12th Street	933	938	0.5%	5	D	D	no	no change	1,378	1,377	-0.1%	-1	D	D	no	no change
7th Street - west of Clay Street	495	511	3.1%	16	D	D	no	no change	510	509	-0.2%	-1	D	D	no	no change
8th Street - east of Broadway	590	594	0.7%	4	D	D	no	no change	298	296	-0.7%	-2	D	D	no	no change
11th Street - west of MLK	1,550	1,783	13.1%	233	D	D	yes	no change	648	712	9.0%	64	D	D	no	no change
12th Street - east of Broadway	285	341	16.4%	56	D	D	no	no change	448	461	2.8%	13	D	D	no	no change
12th Street - west of MLK	460	487	5.5%	27	D	D	no	no change	1,958	2,184	10.3%	226	D	E	yes	change
14th Street - east of Oak Street	313	333	6.0%	20	D	D	no	no change	394	404	2.5%	10	D	D	no	no change
14th Street - east of Broadway	115	115	0.0%	0	D	D	no	no change	110	127	13.4%	17	D	D	no	no change
Castro Street - south of 12th Street	238	240	0.8%	2	D	D	no	no change	648	644	-0.6%	-4	D	D	no	no change
Brush Street - south of 12th Street	1,835	1,991	7.8%	156	D	D	yes	no change	1,196	1,287	7.1%	91	D	D	no	no change
Clay Street - south of 12th Street	498	629	20.8%	131	D	D	yes	no change	763	783	2.6%	20	D	D	no	no change
San Pablo Ave - north of 20th Street	243	260	6.5%	17	D	D	no	no change	346	368	6.0%	22	D	D	no	no change
Telegraph Avenue - north of 17th Street	310	311	0.3%	1	D	D	no	no change	355	356	0.3%	1	D	D	no	no change
	60,681	**62,104**		**1,423**					**62,462**	**63,573**		**1,111**				

Note: Comparison Table shows only peak direction volume
Note: All volumes are in vehicles per hour (vph)
Note: Impact is indicated by change in LOS with the addition of project traffic

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2020 AM Peak Hour
No-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	3,215	6760	0.48	3	4,567	6760	0.68	3	4,567	3	0.68	D	FWY
I-880 - east of Oak Street	5,877	9020	0.65	4	8,027	9020	0.89	4	8,027	4	0.89	E	FWY
I-980 - north of I-880	2,841	6760	0.42	3	4,875	6760	0.72	3	4,875	3	0.72	D	FWY
I-980 - south of I-580	2,600	6760	0.38	3	6,379	6760	0.94	3	6,379	3	0.94	E	FWY
I-580 - west of I-980	6,871	11270	0.61	5	8,436	11270	0.75	5	8,436	5	0.75	D	FWY
I-580 - east of 14th Avenue	5,502	9020	0.61	4	8,595	9020	0.95	4	8,595	4	0.95	E	FWY
SR 24 - west of Caldecott Tunnel	4,168	4510	0.92	2	11,092	9020	1.23	4	11,092	4	1.23	F	FWY
SR 260 (Webster Tubes) - south of I-880	2,923	1890	1.55	2	3,292	1890	1.74	2	3,292	2	1.74	F	Class 1
Arterials													
Broadway - north of 20th Street	71	1740	0.04	2	506	1740	0.29	2	506	2	0.29	D	Class 2
Broadway - south of 12th Street	17	1700	0.01	2	260	1700	0.15	2	260	2	0.15	D	Class 3
Harrison St - south of 11th Street	1,066	2570	0.41	3	0	#N/A	#N/A	0	1,066	3	0.41	D	Class 3
Franklin St - south of 12th Street	204	3140	0.06	4	0	#N/A	#N/A	0	204	4	0.06	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	614	3140	0.20	4	614	4	0.20	D	Class 3
7th Street - west of Clay Street	105	3230	0.03	4	0	#N/A	#N/A	0	105	4	0.03	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	713	3140	0.23	4	713	4	0.23	D	Class 3
11th Street - west of MLK	1,426	3230	0.44	4	0	#N/A	#N/A	0	1,426	4	0.44	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	324	2570	0.13	3	324	3	0.13	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	520	2640	0.20	3	520	3	0.20	D	Class 2
14th Street - east of Oak Street	74	1740	0.04	2	459	1740	0.26	2	459	2	0.26	D	Class 2
14th Street - east of Broadway	117	1700	0.07	2	35	1700	0.02	2	117	2	0.07	D	Class 3
Castro Street - south of 12th Street	242	2640	0.09	3	0	#N/A	#N/A	0	242	3	0.09	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,281	2640	0.49	3	1,281	3	0.49	D	Class 2
Clay Street - south of 12th Street	509	1740	0.29	2	22	1740	0.01	2	509	2	0.29	D	Class 2
San Pablo Ave - north of 20th Street	30	1740	0.02	2	306	1740	0.18	2	306	2	0.18	D	Class 2
Telegraph Avenue - north of 17th Street	42	1740	0.02	2	232	1740	0.13	2	232	2	0.13	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2020 PM Peak Hour
No-Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	4,677	6760	0.69	3	4,490	6760	0.66	3	4,677	3	0.69	D	FWY
I-880 - east of Oak Street	8,659	9020	0.96	4	6,932	9020	0.77	4	8,659	4	0.96	E	FWY
I-980 - north of I-880	3,345	6760	0.49	3	4,446	6760	0.66	3	4,446	3	0.66	C	FWY
I-980 - south of I-580	5,873	6760	0.87	3	3,463	6760	0.51	3	5,873	3	0.87	E	FWY
I-580 - west of I-980	9,793	11270	0.87	5	7,454	11270	0.66	5	9,793	5	0.87	E	FWY
I-580 - east of 14th Avenue	8,068	9020	0.89	4	6,230	9020	0.69	4	8,068	4	0.89	E	FWY
SR 24 - west of Caldecott Tunnel	10,315	9020	1.14	4	5,773	4510	1.28	2	10,315	4	1.14	F	FWY
SR 260 (Webster Tubes) - south of I-880	3,209	1890	1.70	2	3,426	1890	1.81	2	3,426	2	1.81	F	Class 1
Arterials													
Broadway - north of 20th Street	290	1740	0.17	2	259	1740	0.15	2	290	2	0.17	D	Class 2
Broadway - south of 12th Street	77	1700	0.05	2	154	1700	0.09	2	154	2	0.09	D	Class 3
Harrison St - south of 11th Street	1,415	2570	0.55	3	0	#N/A	#N/A	0	1,415	3	0.55	D	Class 3
Franklin St - south of 12th Street	225	3140	0.07	4	0	#N/A	#N/A	0	225	4	0.07	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	990	3140	0.32	4	990	4	0.32	D	Class 3
7th Street - west of Clay Street	88	3230	0.03	4	0	#N/A	#N/A	0	88	4	0.03	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	452	3140	0.14	4	452	4	0.14	D	Class 3
11th Street - west of MLK	611	3230	0.19	4	0	#N/A	#N/A	0	611	4	0.19	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	539	2570	0.21	3	539	3	0.21	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	2,129	2640	0.81	3	2,129	3	0.81	D	Class 2
14th Street - east of Oak Street	436	1740	0.25	2	85	1740	0.05	2	436	2	0.25	D	Class 2
14th Street - east of Broadway	87	1700	0.05	2	173	1700	0.10	2	173	2	0.10	D	Class 3
Castro Street - south of 12th Street	471	2640	0.18	3	0	#N/A	#N/A	0	471	3	0.18	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	807	2640	0.31	3	807	3	0.31	D	Class 2
Clay Street - south of 12th Street	835	1740	0.48	2	38	1740	0.02	2	835	2	0.48	D	Class 2
San Pablo Ave - north of 20th Street	220	1740	0.13	2	447	1740	0.26	2	447	2	0.26	D	Class 2
Telegraph Avenue - north of 17th Street	61	1740	0.04	2	195	1740	0.11	2	195	2	0.11	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2020 AM Peak Hour
Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	3,270	6760	0.48	3	4,544	6760	0.67	3	4,544	3	0.67	C	FWY
I-880 - east of Oak Street	5,835	9020	0.65	4	8,049	9020	0.89	4	8,049	4	0.89	E	FWY
I-980 - north of I-880	2,970	6760	0.44	3	4,949	6760	0.73	3	4,949	3	0.73	D	FWY
I-980 - south of I-580	2,618	6760	0.39	3	6,555	6760	0.97	3	6,555	3	0.97	E	FWY
I-580 - west of I-980	6,931	11270	0.61	5	8,432	11270	0.75	5	8,432	5	0.75	D	FWY
I-580 - east of 14th Avenue	5,445	9020	0.60	4	8,616	9020	0.96	4	8,616	4	0.96	E	FWY
SR 24 - west of Caldecott Tunnel	4,147	4510	0.92	2	11,314	9020	1.25	4	11,314	4	1.25	F	FWY
SR 260 (Webster Tubes) - south of I-880	3,011	1890	1.59	2	3,373	1890	1.78	2	3,373	2	1.78	F	Class 1
Arterials													
Broadway - north of 20th Street	75	1740	0.04	2	513	1740	0.29	2	513	2	0.29	D	Class 2
Broadway - south of 12th Street	21	1700	0.01	2	326	1700	0.19	2	326	2	0.19	D	Class 3
Harrison St - south of 11th Street	1,106	2570	0.43	3	0	#N/A	#N/A	0	1,106	3	0.43	D	Class 3
Franklin St - south of 12th Street	205	3140	0.07	4	0	#N/A	#N/A	0	205	4	0.07	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	619	3140	0.20	4	619	4	0.20	D	Class 3
7th Street - west of Clay Street	130	3230	0.04	4	0	#N/A	#N/A	0	130	4	0.04	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	734	3140	0.23	4	734	4	0.23	D	Class 3
11th Street - west of MLK	1,813	3230	0.56	4	0	#N/A	#N/A	0	1,813	4	0.56	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	404	2570	0.16	3	404	3	0.16	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	574	2640	0.22	3	574	3	0.22	D	Class 2
14th Street - east of Oak Street	74	1740	0.04	2	475	1740	0.27	2	475	2	0.27	D	Class 2
14th Street - east of Broadway	118	1700	0.07	2	35	1700	0.02	2	118	2	0.07	D	Class 3
Castro Street - south of 12th Street	237	2640	0.09	3	0	#N/A	#N/A	0	237	3	0.09	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	1,532	2640	0.58	3	1,532	3	0.58	D	Class 2
Clay Street - south of 12th Street	644	1740	0.37	2	24	1740	0.01	2	644	2	0.37	D	Class 2
San Pablo Ave - north of 20th Street	29	1740	0.02	2	384	1740	0.22	2	384	2	0.22	D	Class 2
Telegraph Avenue - north of 17th Street	44	1740	0.03	2	273	1740	0.16	2	273	2	0.16	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein EIR - MTS Segment Evaluation for CMP Analysis
2020 PM Peak Hour
Project

Link Location	NB/EB Volume	Cap.	V/C	Lanes	SB/WB Volume	Cap.	V/C	Lanes	Peak Dir. Volume	Peak Dir. Lanes	Peak Dir. V/C	Peak Dir. LOS	Facility Type
State Highways													
I-880 - west of I-980	4,713	6760	0.70	3	4,585	6760	0.68	3	4,713	3	0.70	D	FWY
I-880 - east of Oak Street	8,690	9020	0.96	4	6,895	9020	0.76	4	8,690	4	0.96	E	FWY
I-980 - north of I-880	3,292	6760	0.49	3	4,581	6760	0.68	3	4,581	3	0.68	D	FWY
I-980 - south of I-580	6,133	6760	0.91	3	3,550	6760	0.53	3	6,133	3	0.91	E	FWY
I-580 - west of I-980	9,753	11270	0.87	5	7,365	11270	0.65	5	9,753	5	0.87	E	FWY
I-580 - east of 14th Avenue	8,089	9020	0.90	4	6,202	9020	0.69	4	8,089	4	0.90	E	FWY
SR 24 - west of Caldecott Tunnel	10,555	9020	1.17	4	5,794	4510	1.28	2	10,555	4	1.17	F	FWY
SR 260 (Webster Tubes) - south of I-880	3,350	1890	1.77	2	3,517	1890	1.86	2	3,517	2	1.86	F	Class 1
Arterials													
Broadway - north of 20th Street	314	1740	0.18	2	261	1740	0.15	2	314	2	0.18	D	Class 2
Broadway - south of 12th Street	94	1700	0.06	2	175	1700	0.10	2	175	2	0.10	D	Class 3
Harrison St - south of 11th Street	1,529	2570	0.59	3	0	#N/A	#N/A	0	1,529	3	0.59	D	Class 3
Franklin St - south of 12th Street	248	3140	0.08	4	0	#N/A	#N/A	0	248	4	0.08	D	Class 3
Webster St - south of 12th Street	0	#N/A	#N/A	0	966	3140	0.31	4	966	4	0.31	D	Class 3
7th Street - west of Clay Street	87	3230	0.03	4	0	#N/A	#N/A	0	87	4	0.03	D	Class 2
8th Street - east of Broadway	0	#N/A	#N/A	0	445	3140	0.14	4	445	4	0.14	D	Class 3
11th Street - west of MLK	746	3230	0.23	4	0	#N/A	#N/A	0	746	4	0.23	D	Class 2
12th Street - east of Broadway	0	#N/A	#N/A	0	565	2570	0.22	3	565	3	0.22	D	Class 3
12th Street - west of MLK	0	#N/A	#N/A	0	2,552	2640	0.97	3	2,552	3	0.97	E	Class 2
14th Street - east of Oak Street	432	1740	0.25	2	85	1740	0.05	2	432	2	0.25	D	Class 2
14th Street - east of Broadway	85	1700	0.05	2	283	1700	0.17	2	283	2	0.17	D	Class 3
Castro Street - south of 12th Street	461	2640	0.17	3	0	#N/A	#N/A	0	461	3	0.17	D	Class 2
Brush Street - south of 12th Street	0	#N/A	#N/A	0	993	2640	0.38	3	993	3	0.38	D	Class 2
Clay Street - south of 12th Street	837	1740	0.48	2	43	1740	0.02	2	837	2	0.48	D	Class 2
San Pablo Ave - north of 20th Street	265	1740	0.15	2	483	1740	0.28	2	483	2	0.28	D	Class 2
Telegraph Avenue - north of 17th Street	68	1740	0.04	2	196	1740	0.11	2	196	2	0.11	D	Class 2

Note: For SR 260 (Webster/Posey Tubes) a functional classification of Class 1 Arterial was assumed since the congestions is controlled by the signals at either end, although the actual capacity of the tubes is closer to that of an expressway.

Project: Shorenstein City Center - Segment Comparison

2020 AM & PM Peak Hour	AM								PM							
Comparison of No-Project vs Project																
	Nop	Proj			Nop	Proj			Nop	Proj			Nop	Proj		
Link Location	2020 AM Vol	2020 AM Vol	% Vol Diff	Vol Diff	2020 AM LOS	2020 AM LOS	Change in V/C > 5%	Change in LOS	2020 PM Vol	2020 PM Vol	% Vol Diff	Vol Diff	2020 PM LOS	2020 PM LOS	Change in V/C > 5%	Change in LOS
State Highways																
I-880 - west of I-980	4,567	4,544	-0.5%	-23	D	C	no	change	4,677	4,713	0.8%	36	D	D	no	no change
I-880 - east of Oak Street	8,027	8,049	0.3%	22	E	E	no	no change	8,659	8,690	0.4%	31	E	E	no	no change
I-980 - north of I-880	4,875	4,949	1.5%	74	D	D	no	no change	4,446	4,581	2.9%	135	C	D	no	change
I-980 - south of I-580	6,379	6,555	2.7%	176	E	E	no	no change	5,873	6,133	4.2%	260	E	E	no	no change
I-580 - west of I-980	8,436	8,432	0.0%	-4	D	D	no	no change	9,793	9,753	-0.4%	-40	E	E	no	no change
I-580 - east of 14th Avenue	8,595	8,616	0.2%	21	E	E	no	no change	8,068	8,089	0.3%	21	E	E	no	no change
SR 24 - west of Caldecott Tunnel	11,092	11,314	2.0%	222	F	F	no	no change	10,315	10,555	2.3%	240	F	F	no	no change
SR 260 (Webster Tubes) - south of I-880	3,292	3,373	2.4%	81	F	F	no	no change	3,426	3,517	2.6%	91	F	F	no	no change
Arterials																
Broadway - north of 20th Street	506	513	1.4%	7	D	D	no	no change	290	314	7.6%	24	D	D	no	no change
Broadway - south of 12th Street	260	326	20.2%	66	D	D	no	no change	154	175	12.0%	21	D	D	no	no change
Harrison St - south of 11th Street	1,066	1,106	3.6%	40	D	D	no	no change	1,415	1,529	7.5%	114	D	D	no	no change
Franklin St - south of 12th Street	204	205	0.5%	1	D	D	no	no change	225	248	9.3%	23	D	D	no	no change
Webster St - south of 12th Street	614	619	0.8%	5	D	D	no	no change	990	966	-2.5%	-24	D	D	no	no change
7th Street - west of Clay Street	105	130	19.2%	25	D	D	no	no change	88	87	-1.1%	-1	D	D	no	no change
8th Street - east of Broadway	713	734	2.9%	21	D	D	no	no change	452	445	-1.6%	-7	D	D	no	no change
11th Street - west of MLK	1,426	1,813	21.3%	387	D	D	yes	no change	611	746	18.1%	135	D	D	no	no change
12th Street - east of Broadway	324	404	19.8%	80	D	D	no	no change	539	565	4.6%	26	D	D	no	no change
12th Street - west of MLK	520	574	9.4%	54	D	D	no	no change	2,129	2,552	16.6%	423	D	E	yes	change
14th Street - east of Oak Street	459	475	3.4%	16	D	D	no	no change	436	432	-0.9%	-4	D	D	no	no change
14th Street - east of Broadway	117	118	0.8%	1	D	D	no	no change	173	283	38.9%	110	D	D	yes	no change
Castro Street - south of 12th Street	242	237	-2.1%	-5	D	D	no	no change	471	461	-2.2%	-10	D	D	no	no change
Brush Street - south of 12th Street	1,281	1,532	16.4%	251	D	D	yes	no change	807	993	18.7%	186	D	D	yes	no change
Clay Street - south of 12th Street	509	644	21.0%	135	D	D	yes	no change	835	837	0.2%	2	D	D	no	no change
San Pablo Ave - north of 20th Street	306	384	20.3%	78	D	D	no	no change	447	483	7.5%	36	D	D	no	no change
Telegraph Avenue - north of 17th Street	232	273	15.0%	41	D	D	no	no change	195	196	0.5%	1	D	D	no	no change
	64,147	**65,919**		**1,772**					**65,514**	**67,343**		**1,829**				

Note: Comparison Table shows only peak direction volume
Note: All volumes are in vehicles per hour (vph)
Note: Impact is indicated by change in LOS with the addition of project traffic

APPENDIX C

BIOLOGICAL RESOURCES STUDY

WETLANDS ANALYSIS AND TREE INSPECTION

ESA Environmental Science Associates

MEMORANDUM

TO • Lynn Warner, CEDA

FROM • Karl F. Heisler, ESA

DATE • August 16, 1999

SUBJECT • Shorenstein City Center Project – Tree Inspection (ESA 990263)

ESA conducted a site visit of Block T5/T6 on July 30, 1999, for the purpose of evaluating the existing interim landscaping planted on that block in the context of the City of Oakland Tree Preservation Ordinance (Oakland Municipal Code, Chapter 12.36). Based on our visit, while there are no protected tree species (*Quercus agrifolia,* California or Coast Live Oak, or *Pinus radiata*, Monterey Pine[1]), there are a number of trees deemed "protected" by virtue of their size; i.e., nine inches or more in diameter at breast height (dbh), which is considered under the Code to be four and one-half feet above the ground.

We observed a total of 58 planted, ornamental trees, as follows:

- 22 aspen trees (*Populus* sp.), 12 of which are clearly greater than 9 inches dbh and 10 of which are approximately 9 inches dbh;
- 15 weeping willow (*Salix* sp.), 9 of which are greater than 9 inches dbh and 6 of which appear to be 8-9 inches dbh;
- 8 redwood trees (*Sequoia sempervirens*), 1 or 2 of which are 9 inches dbh or greater the others, smaller than 9 inches dbh;
- 3 Lombardy poplar trees (*Populus nigra "Italica"*), 2 of which are more than 9 inches dbh and the other of which is smaller; and
- 2 pine trees, likely Scotch pine (*Pinus* sp. cf. *mugo*; not *Pinus radiata*), both of which are 9 inches dbh or greater.

We also observed 8 flowering plum trees (*Prunus* sp.), all of which are considerably smaller than 9 inches dbh, and 2 ornamental trees of unknown species in planter boxes.

None of the trees observed are considered special status species; that is, species listed as threatened or endangered by the state or federal governments or identified as Species of Special Concern.

In total, as many as 40 of the 58 planted trees, including the aspen, most of the willows, the poplars, and one or two of the redwoods, are 9 inches or greater dbh, and therefore are protected trees under Section 12.36.020, and a tree removal permit would apparently be required under Section 12.36.040. This would necessitate a more formal tree survey, including mapping of all affected trees.

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[1] Monterey Pine is protected under certain circumstances, including trees on city property and in development situations where more than five Monterey Pine trees per acre are proposed to be removed (Sec. 12.36.020).

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ESA Environmental Science Associates

MEMORANDUM

TO • Karl Heisler

FROM • Brian Pittman

DATE • June 21, 1999

SUBJECT • Investigation of the Presence of Waters of the United States; Shorenstein Oakland Office Project; File No. 990273

PROJECT SUMMARY

A preliminary reconnaissance was performed at the proposed Shorenstein Oakland Office project site in Oakland, Alameda County, California, to determine the presence of wetlands and other waters of the United States as defined by state and federal regulatory guidelines. The study site for this investigation is an undeveloped lot northwest of Clay Street between 11th and 12th Streets. This area was previously developed, but was graded in the 1970's with the intent of future development. The site is currently the subject of a proposed office high-rise project that will utilize and develop the entire area. No jurisdictional wetlands or other waters of the United States were located on the property.

Wetland Regulatory Framework

The policies of several state and federal regulatory guidelines direct how the jurisdictional boundaries of wetlands are identified, defined, and regulated. The U.S. Army Corps of Engineers (Corps) is the principal agency involved in regulation of wetland and other waters of the United States according to Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act of 1899. The California Department of Fish and Game (CDFG) has jurisdiction over streams under Sections 1600-1607 of the California Fish and Game Code. Additional agencies that have jurisdiction, comment authority, or review over wetlands include the U.S. Environmental Protection Agency (EPA), U.S. Fish and Wildlife Service (USFWS), National Marine Fisheries Service, Regional Water Resources Control Board, Bay Conservation and Development Commission and the State Lands Comission.

Wetland Criteria

The extent of wetlands is determined by examining the presence of hydrophytic vegetation, hydric soils, and wetland hydrology. Under normal circumstances, all three of these parameters must be satisfied for an area to be considered a jurisdictional wetland under Section 404 of the Clean Water Act.

METHODS

Field Methods

The project site was surveyed by ESA biologist Brian Pittman in June 1999. All areas with potential jurisdictional waters that could be affected by the proposed project were surveyed on foot. A routine wetland delineation was performed in accordance with the procedures outlined in the U.S. Army Corps of Engineers' (Corps) Wetlands Delineation Manual (Environmental Laboratory 1987). This procedure distinguishes jurisdictional wetlands from non-wetlands and non-jurisdictional wetlands by the presence of indicators of wetland vegetation, soils and hydrology.

Vegetation, soils and hydrology were documented at a total of three data points, one in each of the three identified drainage basins on the site (Appendix A). Each of these sites had positive hydrology and vegetation indicators, but did not exhibit strong soils indicators. The approximate location of each sample point is shown on the field data sheets in Appendix A. A detailed map was not prepared for this sites because no jurisdictional wetlands or other waters of the United States were located in the study site.

Assessment of the hydrologic criterion was based on indirect indicators including wetland drainage patterns, drift lines (*i.e.*, water-deposited debris), and sediment deposits.

Nomenclature of plant species referenced in this report conforms to Hickman (1993) and Reed (1988).

RESULTS

No wetlands or other waters of the United States were identified or would be affected by the proposed Shorenstein Project. Each of the three study sites exhibited some wetland characteristics (e.g., the presence of narrow-leaved cattail and red willow); however, the project area was not within the historical San Francisco Bay margins (Nichols and Wright 1971) and likely did not contain wetlands prior to their initial development. The exhibited wetland features at this site are the result of excavation during the 1970's for removal of the previous development at this site. The basins excavated at this time were not adequately filled or leveled to prevent water pooling and the subsequent development of wetland hydrology and vegetative characteristics.

REFERENCES

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United States Department of Agriculture (USDA). 1981. *Soil Survey of Alameda County, California.* Soil Conservation Service.

United States Department of Agriculture (USDA). 1992. *Field Office Official List of Hydric Soil Map Units for Alameda County, California, Coastal Part.* Natural Resource Conservation Service. March 20.

APPENDIX D

HISTORIC ARCHITECTURAL RESOURCES

ARCHITECTURAL RESOURCES GROUP REPORT

Introduction
In response to the request of Environmental Science Associates, Architectural Resources Group (ARG) has prepared a review of the proposed City Center project in downtown Oakland, California. The project site involves development of four separate lots within a six block area. Three of the lots are contiguous, while the fourth is one block to the north. The project site is within the City of Oakland's Central District Urban Renewal Area.

Our review is based on the requirements of the California Environmental Quality Act (CEQA) for identifying the impacts of proposed projects on historic and cultural resources. On January 10, an ARG representative visited the project sites. In addition, the surrounding historic districts were viewed during a brief windshield survey to gain a sense of the overall architectural character and historical context of the adjacent historic districts. ARG has reviewed the drawings and project description prepared by Korth Sunseri Hagey. The potential for archaeological resources has not been assessed as part of this review.

California Environmental Quality Act
Under CEQA, a project that results in a substantial adverse change in the significance of an historical resource is a project that may have a significant adverse effect on the environment. (Guidelines 15064.5 b) An historical resource is a resource listed in, or determined to be eligible for listing in, the California Register. Certain resources are automatically listed in the California Register, including California properties which are listed in or formally determined eligible for the National Register of Historic Places (National Register). Under CEQA, substantial adverse change in the significance of a resource means the physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the resource is materially altered.

The identified historical resources in relation to this project are several adjacent historic districts, as well as the individually significant Pardee Home, the First Unitarian Church and the Charles S. Green Library. The California Public Resources Code states that an historic district is a definable unified geographic entity that possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

Project Description
The proposed Oakland City Center development consists of four sites near downtown Oakland which will each have a 22 - 31 story high-rise building providing a mix of residential, office, and ground-floor commercial spaces. Building heights will range from about 340 feet to 440 feet. Approximately 800 underground parking spaces will be added as part of the project. The four one-block sites are as follows: one at the southern corner of Grove and 14th Streets (T-10), and three west along 11th Street, east of Grove (T-12, T-9, T-5/T-6). The four buildings will have similar features and materials, with finishes including a combination of tinted, lightly reflective glass and solid panes of stone and precast concrete. Each tower is generally elliptical in plan, with squared ends. Ground floor commercial areas will be accompanied by park-like public spaces developed on the remaining portion of each lot.

Adjacent Historic Districts
The two sites along Martin Luther King Boulevard (formerly Grove Street) are immediately adjacent to the Grove Street - Lafayette Square Residential District, which includes Preservation Park, and the Pardee House/Museum. This district continues one and one-half blocks along 11th Street, adjacent to the southwest side of the project sites. The Grove Street - Lafayette Square Residential District is one of the two main surviving areas of early residential development in this part of Oakland. The homes in the district are mostly Victorian and Colonial Revival style, constructed between the 1870s and 1900s. The buildings in

Preservation Park, directly across the street from the northernmost project site, are largely from the 1890s and have been restored to excellent condition for occupancy by businesses and other non-residential tenants. Many of these buildings were moved from their original locations to these adjacent lots. This district is a local district and is not listed on the National Register. The Pardee House is listed individually on the National Register.

Another adjacent historic district is the Old Oakland District which comprises Oakland's early downtown commercial core. Roughly six square blocks, the northern boundary of the district runs along 10th Street between Clay and Broadway. The commercial buildings in the district date mostly from the 1870s and 1880s. The majority of the district contributors are two to three-story brick Italianate commercial buildings. The district represents the Oakland's commercial development during the post Gold Rush period, and after several years of decline, has recently been partially revitalized. This district is a local district and is not listed on the National Register of Historic Places.

Oakland's historic Downtown District includes many fine examples of large-scale early-twentieth-century commercial architecture. The district's boundaries extend along the north side of 14th Street from Broadway to Jefferson (kitty-corner from one of the proposed development sites, T-10), and south along Broadway to 11th Street, extending north and east to include approximately 15 blocks in Oakland's densest business district. This district is listed on the National Register of Historic Places.

Project Impacts To Historic Resources

There are no historic resources present on the project parcels. The proposed project will be constructed on the vacant lots (except for lot with parking and landscaping improvements from an interim improvement program for the site) and do not involve the demolition, destruction, relocation of historic resources that meet California Register criteria. The proposed project does not affect the physical characteristics that convey the significance of the three adjacent historic districts or the individually-significant Pardee Home, the First Unitarian Church and the Charles S. Green Library. While the construction of the four towers will change the overall urban context in which the adjacent historical resources are set, this context has been changing and evolving for some time.

The City of Oakland defines a significant effect on historic resources (Policy 3.8 of the Historic Preservation Element):

> A proposed addition or alteration to a Historical Resource that has the potential to disqualify a property from Landmark or Preservation District [S - 7 Zone] eligibility or may have substantial adverse effect on the property's Character-Defining Elements will normally, unless adequately mitigated, be considered to have a significant effect.

ARG is of the opinion that the proposed project is not in conflict with the goals set forward in Oakland's Historic Preservation Element.

There are no formal design guidelines in place that define the parameters of new construction in downtown Oakland. Additionally, there are no existing height limits for these sites and the zoning is C-55 (Central Core Commercial and C-51 (Central Business Service Commercial) (high-rise, high-density development).

Conclusion

It is the opinion of Architectural Resources Group that the construction of the four towers will not result in the substantial adverse change, as defined by CEQA, in any of the historical resources in the project vicinity.