VISUAL IMPACT ASSESSMENT
Interstate 880, State Route 260
Oakland Alameda Access Project

April 15, 2020

California Department of Transportation
District 4,
Alameda County
Interstate 880 and State Route 260
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Statement of Compliance: Produced in compliance with National Environmental Policy Act (NEPA) and California Environmental Quality Act (CEQA) requirements, as appropriate, to meet the level of analysis and documentation that has been determined necessary for this project.

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OAAP Project Preliminary Layouts

VISUAL IMPACT ASSESSMENT
I-880 Oakland Alameda Access Project

I. PURPOSE OF STUDY

The purpose of this visual impact assessment (VIA) is to document potential visual impacts caused by the proposed project and propose measures to lessen any detrimental impacts that are identified. Visual impacts are demonstrated by identifying visual resources in the project area, measuring the amount of change that would occur as a result of the project, and predicting how the affected public would respond to or perceive those changes.

II. PROJECT DESCRIPTION

The Project (the Oakland Alameda Access Project (OAAP) would remove the existing NB Broadway off-ramp, widen the northbound Interstate 880 (NB I-880) Oak Street off-ramp to 6th Street, and construct a new portion of 6th Street connecting Oak Street to Broadway. 6th Street would be a one-way street in the westbound direction from Oak Street to Harrison Street and a two-way street from Harrison Street to Broadway. Project improvements would include realigning the WB I-980 Jackson Street off-ramp, connecting Harrison Street from the Posey Portal to 5th Street, constructing a new horseshoe connector under I-880 at Jackson Street, and modifying the 5th Street/Broadway access to the Webster Tube. Bicycle/pedestrian improvements would be constructed. A two-way bicycle/pedestrian path would be constructed from Webster Street in Alameda to 6th Street in Oakland through the Posey Tube. Another bicycle/pedestrian path would be constructed from 4th Street in Oakland through the Webster Tube to Mariner Square Loop in Alameda. Local street improvements are also proposed for 5th, 7th, Madison, Jackson, Harrison, Webster, Oak and Franklin Streets.

Pavement would be added, replaced and widened. Bridge and ramp structures would be widened and/or modified. New and replacement retaining walls, concrete barriers and curbs, lights, fences, bicycle paths and drainage facilities would be added. Aesthetic features are planned for the project that would serve as contextual elements to help retain the unique character of the community. These elements would include textured retaining walls and paving; “see-through” bridge rails, concrete balustrades, highway planting, and “complete streets” improvements. Examples of Complete Streets features are wide sidewalks, safe pedestrian crosswalks, bicycle lanes, dedicated lanes for public transit, curb extensions and landscaping to increase safety and enhance the environment for those who walk and bike, as identified in a 2019 Complete Streets Fact sheet by CalBike (www.calbike.org).

Retaining Walls and Excavation

The improvements within the project area would also involve the construction of several new retaining walls along the NB I-880 Jackson Street on-ramp, the WB I-980 Jackson Street off-ramp, and the new horseshoe connector. Construction of retaining walls would minimize the need for right-of-way acquisition. Table 1 lists the retaining walls needed for the project, including their locations and approximate dimensions.

Table 1. Locations and Dimensions of Retaining Walls

Wall Number	Location	Type(s)	Approx. Length (feet)	Height (feet)	Excavation Depth (feet)
OAKLAND					
1	Supporting Harrison Street as Posey Tube right lane runs onto 5th Street	Reinforced Concrete (RC) Wall/Soldier Pile and Timber Lagging Wall (based on max wall height = 12' + Cast in Drill Hole (CIDH) depth = 24')	215	8 to 12	36
2	Supporting the existing fill in front of the existing abutment at Harrison Street	Barrier (Trench)/Type 1 Cantilever Wall	65	8 to 30	13
3	Supporting I-880 mainline	Soldier Pile and Ground Anchor Wall	410	24 to 32	28
4	Supporting Jackson Street abutment	Ground Anchor Wall (based on height from existing grade to base of wall)	145	17	2
4A	Supporting Jackson Street abutment	Soldier Pile and Timber Lagging Wall (max wall height = 9' + CIDH depth = 18')	60	10	20
4B	Supporting Jackson Street abutment	Soldier Pile and Timber Lagging Wall (max excavation depth = 19' + CIDH depth = 18')	60	14	20
5	Supporting cut slope south of 6th Street and parallel to existing NB I-880 Broadway off-ramp	Type 1 Cantilever Wall/ Soldier Pile and Ground Anchor with Timber Lagging Wall (max wall height = 22' + CIDH depth = 22')	510	4 to 22	44
6	Posey Tube bicycle/pedestrian switchback	RC Wall/Soldier Pile and Timber Lagging Wall (typical excavation depth below exist sidewalk = 1' + CIDH depth = 22')	105	10	32
7	Support along SB I-880 Oak Street off-ramp to accommodate an additional left-turn pocket	Type 7 Retaining Wall (max wall height)	215	4 to 10	6
8R	Supporting the reconstruction of the WB I-980 Jackson Street off-ramp (north wall)	Soldier Pile with Timber Lagging Wall and Lightweight Cellular Concrete (LCC) Fill and Earth Fill (max excavation depth = 29' + CIDH depth = 26')	230	24	32
8L	Supporting the reconstruction of the WB I-980 Jackson Street off-ramp (south wall)	Type 1 Cantilever Wall with LCC Fill and Earth Fill	225	22	6
9	At Harrison Street and 6th Street intersection, supporting additional left turn pocket for traffic from Posey Tube	Type 5 (Mod) Cantilever Wall	95	8	12
10	Supporting NB I-880 Oak Street off-ramp widening	Shotcrete Wall with LCC Fill	339	12	4

Property Acquisitions

The project would require the transfer of right-of-way from the following public entities: the City of Oakland and the City of Alameda. The project would also require a permanent maintenance easement from Laney College to maintain a retaining wall for the Oak Street off-ramp. The Build Alternative would not result in the displacement of any residences or businesses.

Utilities

Existing Pacific Gas and Electric (PG&E) overhead distribution electric lines along 5th Street from 4th Street to 5th Street and Harrison Street from Harrison Street to Jackson Street would be placed underground as part of the Build Alternative.

Planting and Irrigation

Highway planting and irrigation systems within the State right-of-way (R/W) on I-880 and State Route 260 (SR 260) that are damaged or removed during project construction would be replaced according to Caltrans Replacement Highway Planting policy.

Impacted planting outside of the State R/W would be addressed as part of R/W negotiations and included in the R/W agreements (during the design phase of the project). The work would be performed using temporary construction easements.

Trees and irrigation within Caltrans right-of-way would be added where feasible to screen residential views of proposed retaining walls and lights, as well as to maintain Landscaped Freeway Classification.

Upon project completion, temporarily disturbed areas would be restored to pre-construction conditions in accordance with permit conditions. Areas that are disturbed by project construction activities would be revegetated through a combination of hydroseeding and planting. After construction, the areas within the project limits consisting of grasses and forbs would be revegetated by hydroseeding using seed mixtures that replicate the character of urban grasslands prior to disturbance. In other areas where perennials, shrub and tree species would be disturbed, nursery-grown plants would be planted using the same or similar species that would replicate the character of the plant communities growing in the undisturbed plant environment. Naturally occurring invasive plants would not be replanted. Where reconfigured slopes are steeper than the existing topography, erosion control plant materials from seeds and nursery-grown plants would be planted using species that would replicate the existing plant communities.

The project is anticipated to result in the removal of approximately 0.94 acres of ruderal and landscaped land. Planting would be replaced within the project limits as feasible. An estimated total of 35 trees would be removed by the project alternatives. Some native tree species like coast live oaks would be replaced at a ratio of 3:1. All other tree species, with the exception of invasive species, would be replaced at a ratio of 1:1. Any tree replanting for biological mitigation purposes that cannot be accommodated within the State R/W will take place off-site in accordance with permit requirements.

This VIA examines two alternatives, including the no-build alternative. The alternatives assessed in this study are:

Build Alternative

The Build Alternative would consist of the following primary components:

- Construct a new horseshoe connector under I-880 at Jackson Street.
- Reconstruct the existing westbound I-980/Jackson Street off-ramp.

- Remove the northbound I-880/Broadway off-ramp viaduct structure, including the bridge deck and supporting columns.
- Widen the northbound I-880/Oak Street off-ramp.
- Modify the 5th Street/Broadway access to the Webster Tube.
- Construct a new portion of 6th Street connecting Oak Street to Broadway.
- Construct a two-way bicycle/pedestrian walkway from Webster Street in Alameda to 6th Street in Oakland through the Posey Tube and from 4th Street in Oakland through the Webster Tube to Mariner Square Loop in Alameda.
- Widen the existing sidewalk within Neptune Park in Alameda to match the proposed sidewalk to the north.
- Modify 5th, 7th, Madison, Jackson, Harrison, Webster, Oak, and Franklin Streets.
- Construct a continuous sidewalk along the perimeter of Chinese Garden Park.

No Build Alternative
Under the No-Build Alternative, there would be no improvements to bicycle or pedestrian connectivity or safety. Freeway traffic to/from the cities of Oakland and Alameda would continue to use city streets through Oakland and Chinatown, which are areas with a high volume of pedestrian activity. Vehicle-pedestrian or -bicycle conflicts from traffic traveling through city streets would continue. The I-880 viaduct would continue to impede connectivity between downtown Oakland and the Jack London District, and access would not be improved for bicycles and pedestrians traveling between Oakland and Alameda.

III. PROJECT LOCATION AND SETTING

The project location and setting provide the context for determining the type and severity of changes to the existing visual environment. The terms *visual character* and *visual quality* are defined below and are used to further describe the visual environment. The project setting is also referred to as the corridor or project corridor which is defined as the area of land that is visible from, adjacent to, and outside the highway R/W, and is determined by topography, vegetation, and viewing distance.

The proposed project is located on I-880 and SR 260 and local streets adjacent to the highways in the cities of Oakland and Alameda, within Alameda County. See Figure 1A. The area consists of a 1.14-mile segment of I-880 from post mile (PM) 30.47 to 31.61 in Alameda County between downtown Oakland and Jack London Square and a 1.12-mile segment of SR 260 from PM R0.78 to R1.90 in Alameda County between the cities of Alameda and Oakland.

The project setting is the East Bay cities of Oakland and Alameda, located in the San Francisco Bay Area Region of Northern California. The City of Oakland, consisting of 78 square miles and 19 miles of San Francisco Bay shoreline, is located primarily on flat terrain between the shoreline of the Bay and the East Bay Hills. The suburbs of Emeryville, Berkeley, El Cerrito and Richmond extend to the northwest. To the east, suburbs extend approximately 26 miles between the east border of Oakland to San Jose. Alameda, a 23.0 square-mile charter city consisting of Alameda Island and Bay Farm Island, is southeast of Oakland, east of San Francisco and is connected to Oakland by three bridges and two tunnels (Webster Street Tube and the Posey Tube).

The landscape is characterized by flat terrain, man-made structures, pavement and a small amount of vegetation within the project limits in the City of Oakland. A similar character is visible within the City of Alameda project limits except that there is a greater amount of vegetation. The land uses within the street corridors in Oakland are primarily urban commercial but also include

mixed uses such as government, multi-family residential, a Buddhist Temple and neighborhood parks. The land uses within the street corridors in Alameda are primarily urban schools, commercial, business parks, neighborhood parks and mixed-use development.

I-880 and SR 260 are not listed as Eligible or Officially Designated State Scenic Highways. Portions of I-880 and SR 260 within the project limits are listed as Classified Landscaped Freeways. The segments of I-880 within Alameda County are between PM 30.81 and PM 31.08. SR 260 is a Classified Landscaped Freeway (CLF) between PM R0.84 and R1.20 ("R" is for realignment). The classification assists in the regulation and control of the placement of outdoor advertising displays.

Scenic resources visible within the project limits have been identified in public documents. The City of Oakland Scenic Highways Element (1974) of the General Plan identifies Embarcadero and Oak Street up to and around Lake Merritt as a scenic route. The Downtown Oakland Specific Plan Draft Environmental Impact Report (2019) identifies long range views of the Oakland Hills through street corridors. The City of Alameda identifies the shoreline and wildlife habitats as valuable scenic features although none is visible from the project limits.

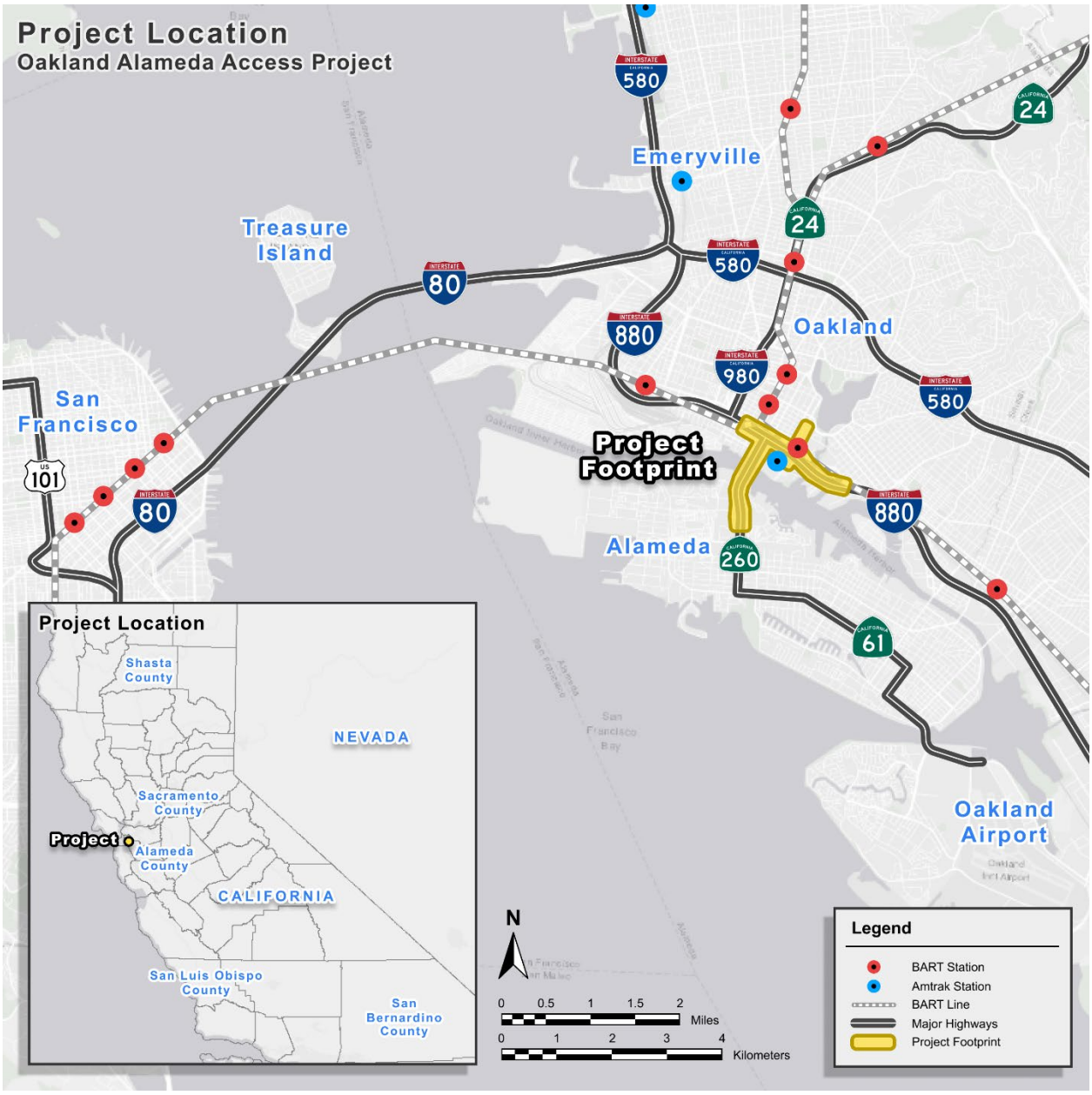
In addition to scenic resources identified in public documents, there are local visual experiences within the project limits that enhance the quality of life of those who live, work and visit the area. Views of the horizon and sky provide a connection with the natural environment, warmth, light and seasonal change. Street corridors in Oakland are bordered by low-, medium- and high-rise buildings with views of the horizon available above and through the corridors. At I-880, overhead highway structures block views of the sky. Views of the trees and other vegetation are provided at two neighborhood parks; Chinese Garden Park at Harrison Street between 6th and 7th street and Madison Square Park on Jackson Street between 8th and 9th Streets. Tree-lined streets are a visual resource. Some streets have one to four trees, most of the streets have none. Broadway has trees at the edges and within the median in each of the blocks within the project limits. Trees provide a connection with the natural environment and control temperatures at street level.

In Alameda within the project limits, visual resources include views of vegetation within the commercial areas and business parks adjacent to Mariner Square Loop, Webster Street, Mariner Square Drive and next to the pedestrian path on Webster Street. The low-rise buildings set back from the roads afford long range views of the horizon in all directions from Webster Street (SR 260) and the Webster Street Tube Road (SR 260).

From vantage points at I-880, visible resources include the East Bay Hills and to a lesser extent San Francisco Bay and beyond to the San Bruno Mountain and ridges that are between San Francisco Bay and the Pacific Ocean. The elevated vantage point of I-880 in the project limits affords a view of the horizon in all directions.

FIGURES 1A, 1B, 1C, 1D AND 1E: PROJECT LOCATION, FOOTPRINT AND AREA

The project area consists of a 1.14-mile segment of I-880 from post mile (PM) 30.47 to 31.61 in Alameda County between downtown Oakland and Jack London Square and a 1.12-mile segment of SR 260 from PM R0.78 to R1.90 in Alameda County between the cities of Alameda and Oakland. See Figure 1A. The proposed project footprint includes the extent of all proposed project improvements, ground disturbances, staging and access areas, as shown in Figure 1B. See Figures 1C, 1D and 1E for the individual proposed project areas in Oakland and Alameda.



HNTB 2020

FIGURE 1A: Project Location

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FIGURE 1B: Project Footprint

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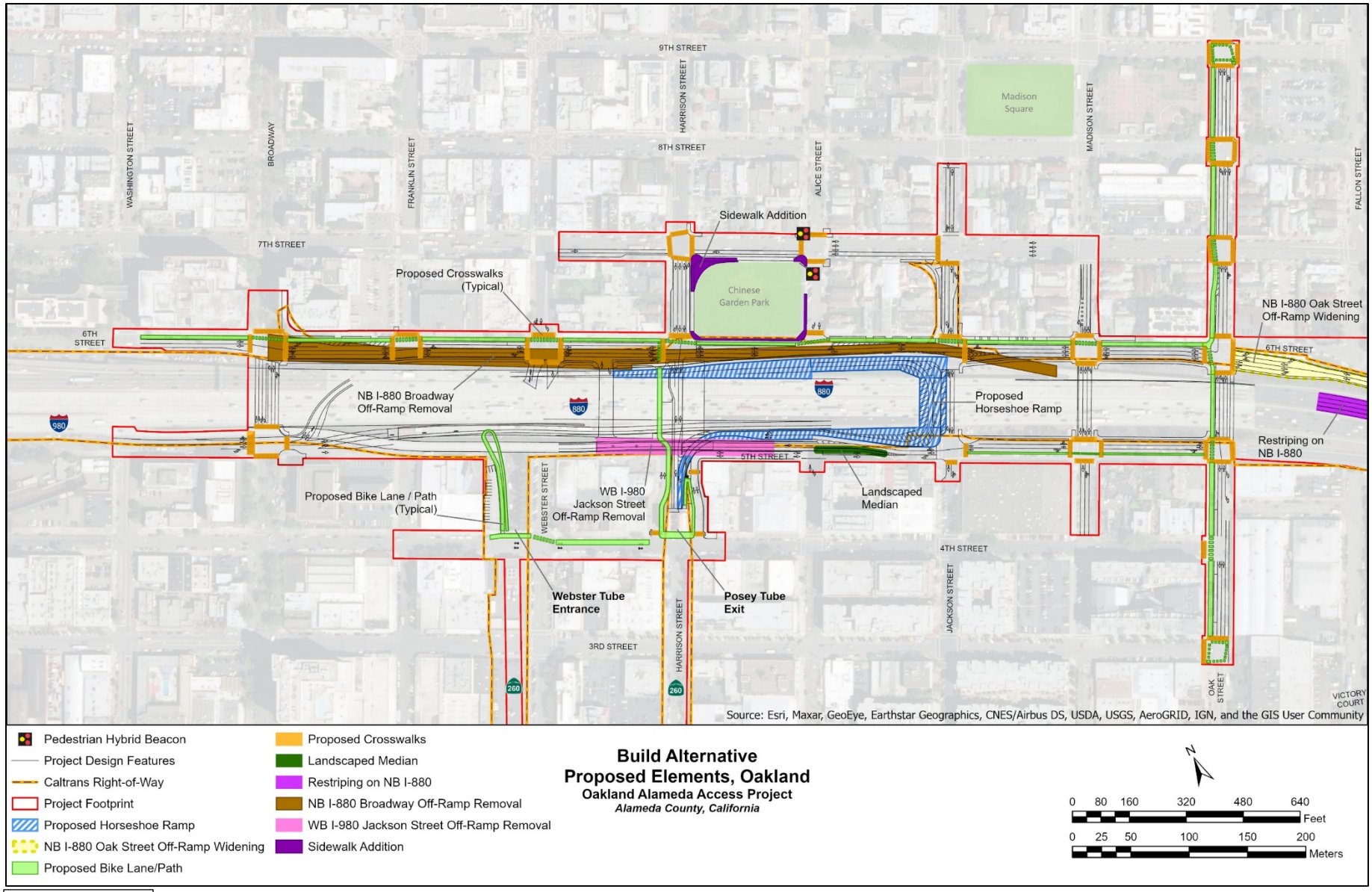
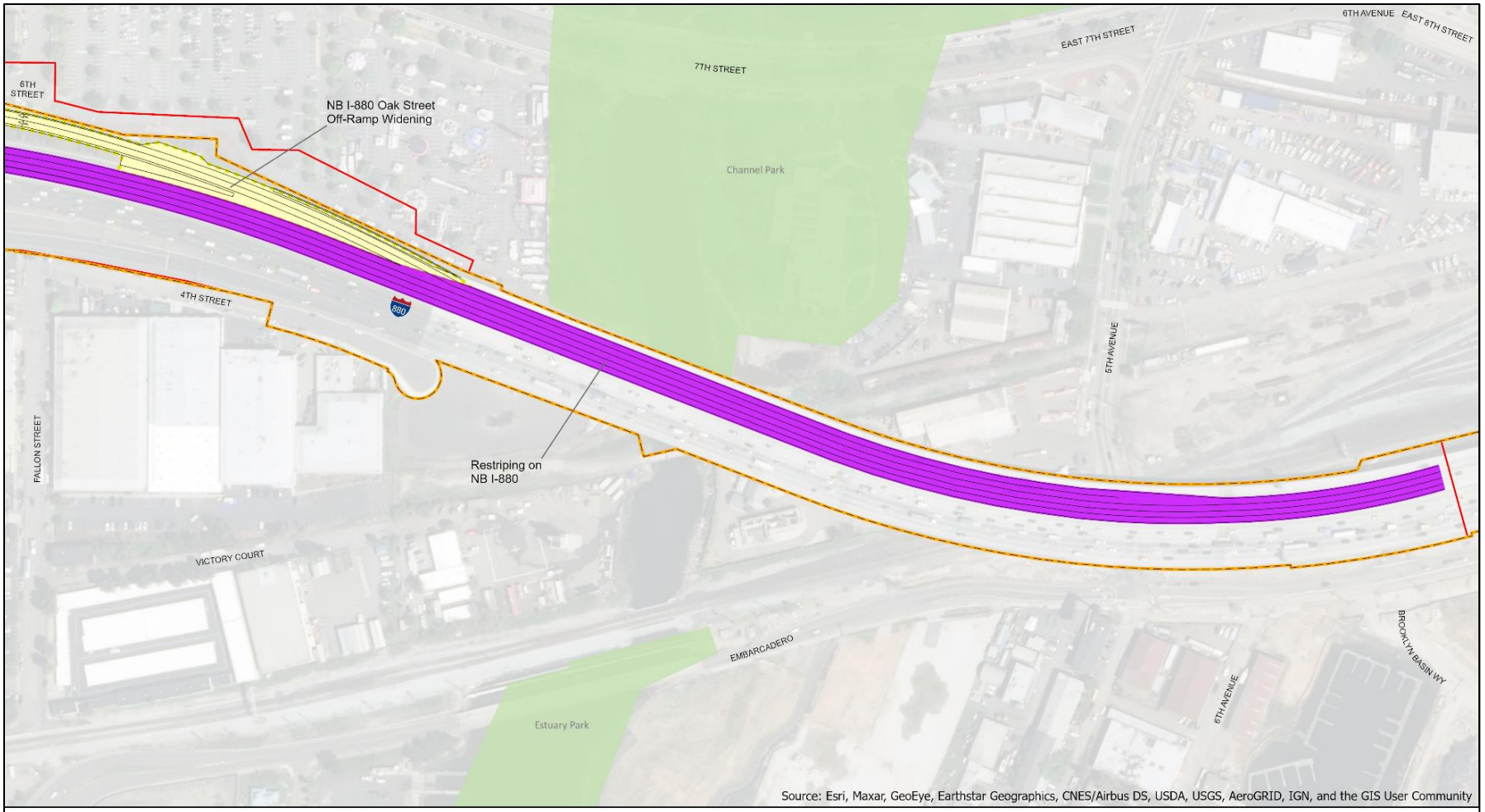


HNTB 2019

FIGURE 1C: Proposed Project



HNTB 2019

FIGURE 1D: Proposed Project

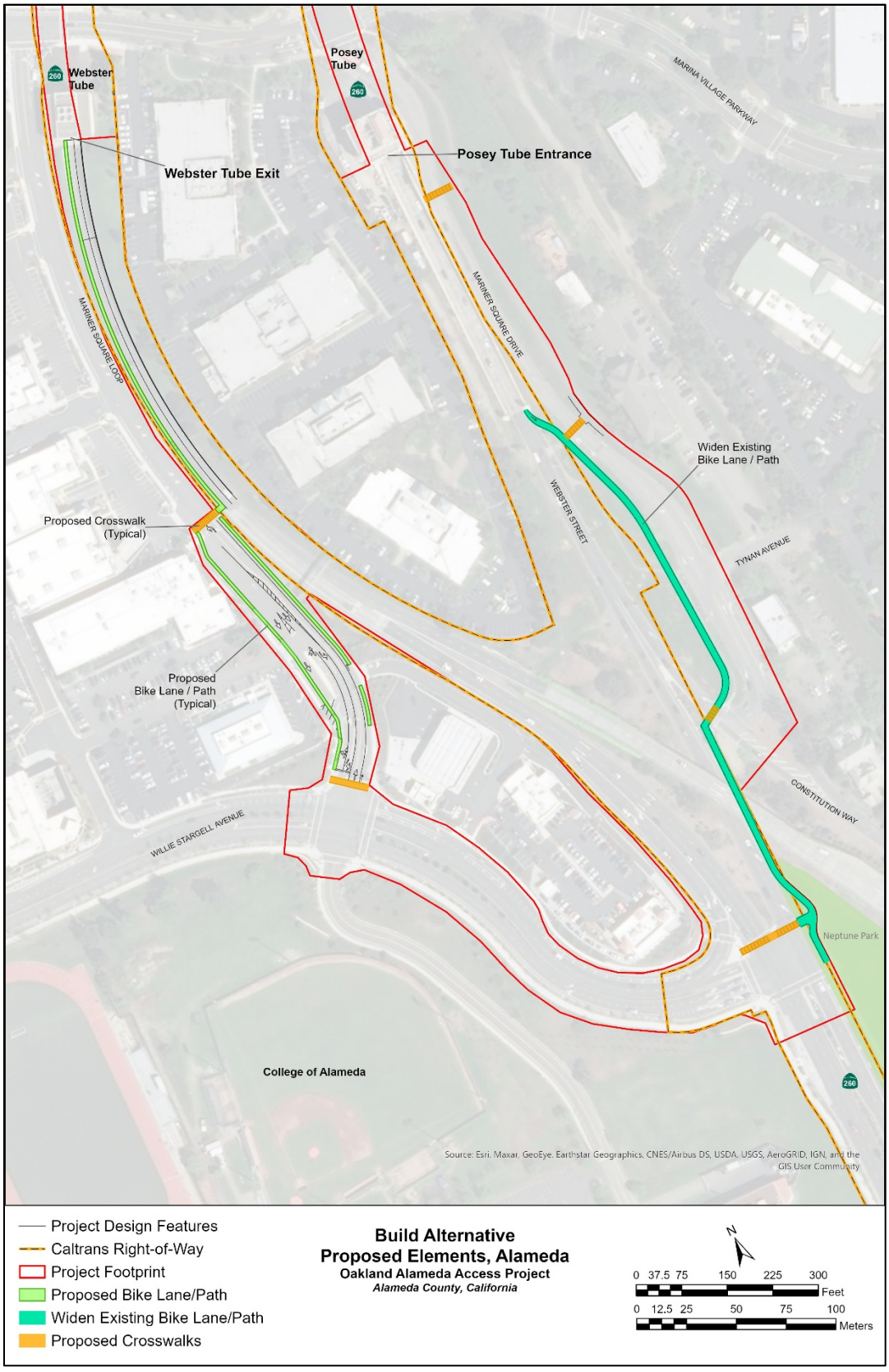


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FIGURE 1E: Proposed Project

IV. ASSESSMENT METHOD

This visual impact assessment generally follows the guidance outlined in the publication *Visual Impact Assessment for Highway Projects* published by the Federal Highway Administration (FHWA) in March 1981.

The following steps were followed to assess the potential visual impacts of the proposed project:

A. Define the project location and setting.
B. Identify visual assessment unit and key views.
C. Analyze existing visual resources, resource change and viewer response.
D. Depict *(or describe)* the visual appearance of project alternatives.
E. Assess the visual impacts of project alternatives.
F. Propose measures to offset visual impacts.

Also used to ensure/increase the accuracy of photo-simulations and other project representations and subsequent analysis were civil and structural engineering drawings and details prepared for the project, Caltrans Standard Plans and 3ds Max software to create an accurate 3D model of the proposed elements from design plan information. Source for aerial views was Google, 2019.

V. VISUAL ASSESSMENT UNIT AND KEY VIEWS

The project area was viewed as an "outdoor room" or *visual assessment unit.* The assessment unit has its own visual character and visual quality. It is typically defined by the limits of a particular viewshed. The visual assessment unit of the OAAP Project is localized both by its dimensions and its visual resources within a relatively small area of the cities of Oakland and Alameda. The project area is therefore reviewed as one visual assessment unit including views of the project from the highways and local streets. The visual assessment unit and its associated key views are described below.

Visual Assessment Unit

The project is within the cities of Oakland and Alameda on I-880, SR 260 and local streets. See Figures 1A, 1B, and 1C. Highway project limits include a 1.14 mile segment of I-880 from post mile (PM) 30.47 to 31.61 and a 1.12 mile segment of SR 260 from PM R0.78 to R1.90. Local street and/or bicycle path improvements in the Cities of Oakland and Alameda within the project limits include the following:

City of Oakland Local Streets

- 5th Street between Harrison Street and Oak Street
- 6th Street between Broadway and Oak Street
- Harrison Street between 4th Street and 7th Street
- Webster Street between 4th Street and 6th Street
- Jackson Street between 5th Street and 7th Street
- Oak Street between 3rd Street and 9th Street
- 7th Street between Webster Street and Jackson Street

City of Alameda Local Streets

- Adjacent to Webster Street between Willie Stargell Avenue and south of the Posey Tube.
- Adjacent to Mariner Square Loop between Marina Village Parkway and Willie Stargell Avenue.

Key Views
For the project's visual assessment unit, the following eleven key views have been identified. Their locations are shown on Figure 2: Key View Location Map.

- **View 1:** Vantage point on 6th Street at southeast corner of the 6th and Jackson Street intersection. View looking west from a local street serving a single- and multi-family residential neighborhood illustrates the removal of the northbound Broadway off-ramp and conversion of 6th street to a "complete streets" boulevard. See Figure 17, page 42.

- **View 2:** Vantage point on Alice Street north of 6th Street. View looking south from a local road serving a single-family residential neighborhood and Chinese Garden Park illustrates the removal of the northbound Broadway off-ramp and addition of a retaining wall on the north side of I-880. See Figure 19 page 44.

- **View 3:** Vantage point on 6th Street, east of the 6th and Webster Street intersection. View looking west from a local street serving a multi-family and mixed-use neighborhood illustrates the removal of the northbound Broadway off-ramp and conversion of 6th Street to a "complete streets" boulevard. See Figure 21, page 46.

- **View 4:** Vantage point on 6th Street, east of the 6th and Franklin Street intersection. View looking west from a local street serving mixed-use, government and commercial neighborhood illustrates the removal of the northbound Broadway off-ramp and conversion of 6th Street to a "complete streets" boulevard. See Figure 23, page 48.

- **View 5:** Vantage point on Harrison Street, north of 5th Street. View looking south at the Posey Tube Portal and northbound Harrison Street illustrates the proposed alignment of the east retaining wall and the addition of the northbound Harrison Street to eastbound 5th Street connector. See Figure 25, page 50.

- **View 6:** Vantage point on 5th Street east of the 5th and Jackson Street intersection. View looking west of 5th Street, a local street serving a multi-family and mixed-use neighborhood, illustrates the proposed modifications to 5th Street, I-980 westbound Jackson Street off-ramp, and the addition of the "horse-shoe" connector between the Posey Tube and 6th Street. See Figure 28, page 54.

- **View 7:** Vantage point on Harrison Street south of 5th Street. View looking north on Harrison Street, a local street serving a mixed-use neighborhood, illustrates the proposed alignment of the Posey Tube east retaining wall and balustrade, the addition of a bicycle lane and the entrance of the bicycle/pedestrian ramp connecting Harrison Street with the Posey Tube. See Figure 31, page 57.

- **View 8:** Vantage point on Harrison Street east of 5th Street. View looking east on 5th Street, a local road serving a mixed-used neighborhood, illustrates the proposed northbound Harrison Street to eastbound 5th Street connector and modifications to the Posey Tube east retaining wall and balustrade. See Figure 33, page 60.

- **View 9:** Vantage point on northbound I-880 at Webster Street. View looking northbound (west) at I-880 illustrates the removal of the northbound Broadway off-ramp. See Figure 35, page 62.

- **View 10**: Vantage point on Harrison Street north of 6th Street. View looking south on Harrison, a local street serving a commercial neighborhood, illustrates northbound Harrison Street from Posey Tube, a bicycle lane connection from Posey Tube to 6th Street, and the "complete streets" boulevard on 6th Street. See Figure 37, page 64.

- **View 11:** Vantage point on 5th Street west of the 5th and Jackson Street intersection. View looking west, a local street serving a multi-residential and mixed-use neighborhood, illustrates the realignment of the I-980 westbound Jackson Street off-ramp, the northbound Harrison Street to 5th Street connector and the modifications to 5th Street. See Figure 39, page 66.

FIGURE 2: KEY VIEW LOCATION MAP - The map below delineates eleven key views that will be used to assess visual impacts that may be caused by the proposed project.

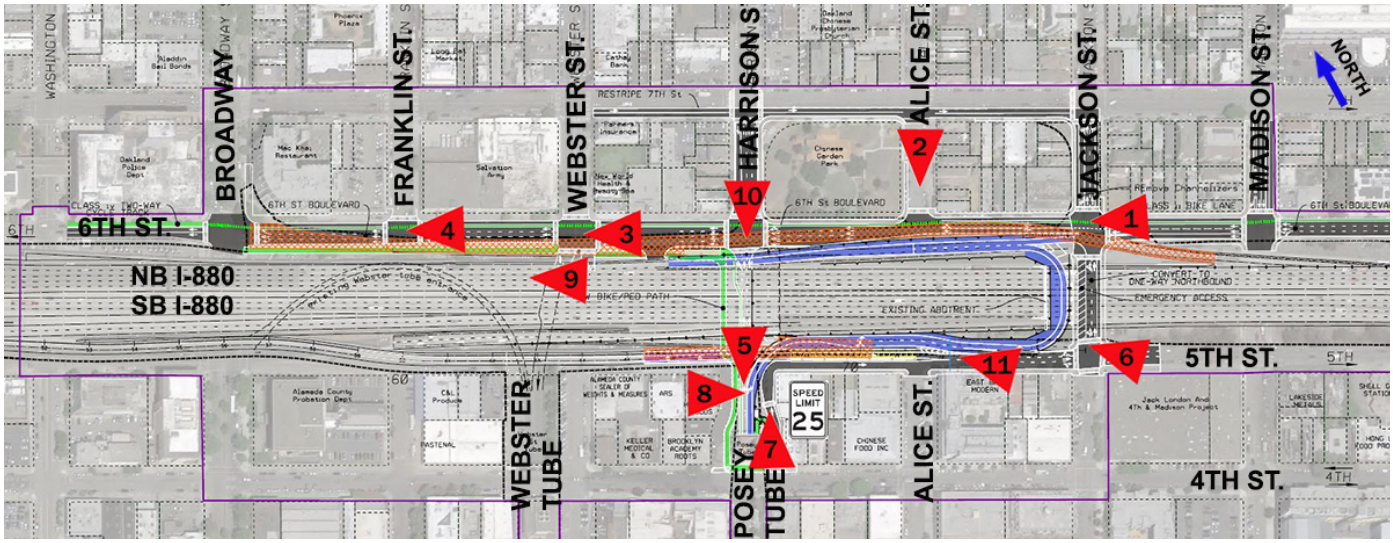

FIGURE 2: Key View Location Map

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VI. VISUAL RESOURCES AND RESOURCE CHANGE

Resource change is assessed by evaluating the visual character and the visual quality of the visual resources that comprise the project corridor before and after the construction of the proposed project. Resource change is one of the two major variables in the equation that determine visual impacts (the other is *viewer response*, discussed below in *Section VII Viewers and Viewer Response*).

The method used to develop narrative ratings used in the analysis is based on the Visual Impact Assessment for Highway Projects guidelines (Federal Highway Administration [FHWA] 1981). Visual resources were identified by researching public documents such as the State of California list of designated scenic highways, county general plans that identify scenic county roads, and local general plans that identify and contain policies for protection of scenic resources. Regional and local visual resources can include mountains, ridges, natural rural environments, bodies of water, groves of trees and similar elements that are of aesthetic value and contribute to the well-being of those who inhabit or visit the region. Visual resources from the perspective of a neighborhood resident adjacent to the project corridor can also include trees, screening vegetation, and the horizon. The most scenic visual resources in the region visible from the project are San Francisco Bay and the East Bay Hills. Also visible are San Bruno Mountain and hills to the west beyond San Francisco Bay. Visual resources were viewed by the visual analyst from vantage points within and adjacent to the project location. The character and quality of views of resources are analyzed in their existing condition and in a changed condition with the addition of project features. Characteristics and elements of quality are described below.

Visual Resources

Visual resources of the project setting are defined and identified below by assessing visual character and visual quality in the project corridor.

VISUAL CHARACTER

Visual character includes attributes such as form, line, color, texture, and is used to describe, not evaluate; that is these attributes are neither considered good nor bad. However, a change in visual character can be evaluated when it is compared with the viewer response to that change. Changes in visual character can be identified by how visually compatible a proposed project would be with the existing condition by using visual character attributes as an indicator. For this project the following attributes were considered:

Line - edges or linear definition

Form - visual mass or shape

Scale - apparent size as it relates to the surroundings

Texture - surface coarseness

Dominance - position, size, or contrast

Glare - reflective surfaces and brightness

The visual character of the proposed project will be fully compatible with the existing visual character of the environment within the project limits except for the east retaining walls at Posey Tube where the project features would be somewhat compatible. The following describes the existing character of the environment.

Existing Character

I-880

In Oakland the characteristics of the existing environment viewed from the elevated vantage point of I-880 include adjoining medium- and large-scale high-rise buildings along local streets dominating the urban landscape in all directions within the project limits. See Figure 3. To the northwest, high-rise, large scale buildings are visible in Downtown Oakland. To the northeast, medium-rise buildings are visible between Webster, Oak and 9th Streets.

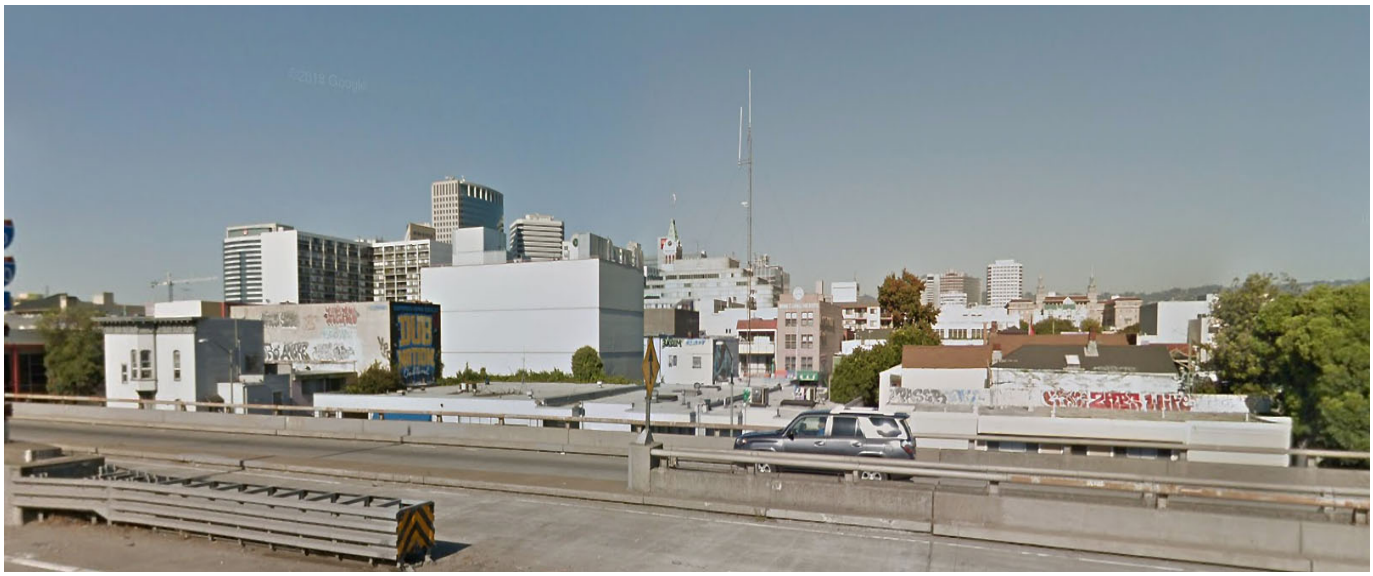

Figure 3: View North of Urban Character of City of Oakland East Bay Hills to Right in View. NB I-880 Vantage Point

Image courtesy of Google 2017

To the south of I-880, medium-rise buildings are visible in the Jack London Square area between the highway and Embarcadero. The San Bruno Mountain hills are visible in the distance. See Figure 4.

Figure 4: View South of Urban Character of Jack London Square, City of Oakland San Bruno Mountain Hills to Right in View. SB I-880 Vantage Point

Image courtesy of Google 2019

I-880 is a concrete viaduct supported by columns. At the widest sections at Webster Street, and between Alice and Jackson Streets, the width is approximately 288 linear feet. The height is approximately 17.75 feet measured from the pavement at local streets to the freeway pavement. From the vantage points of 5th and 6th Streets, views between columns are limited due to intervening walls and fences. Partial views are afforded from local streets that go under I-880. The viaduct dominates views to the north and south from local streets. See Figure 5.

Figure 5: View South of I-880 Elevated Highway, City of Oakland
SB Broadway Vantage Point

Photo Date: 11-7-19

Local Streets in Oakland

At the level of local streets in Oakland, the character of the existing environment consists of mixed use residential and commercial land uses. On 6th Street in the residential areas between Oak and Webster Streets, views to the west and south include the NB Broadway off-ramp as illustrated in Figures 6, 7 and 8 below. Man-built structures dominate views from local streets. The large highway structures are singular in form and color and contrast with the diverse forms, textures and colors of the adjacent residences. Vegetation is visible at the highway ramps and in the sidewalks at 6th and Webster and at 6th and Oak Streets.

Figure 6: View West of NB Broadway Off-ramp and Single- and Multi-Family Residential Neighborhood. WB 6th Street at Jackson Street Intersection Vantage Point

Figure 7: View West of NB Broadway Off-ramp and Multi-family Residential and Commercial Neighborhood. WB 6th Street at Webster Street Intersection Vantage Point

Photo Date for Figures 6 and 7: 3-25-2018

Figure 8: View West of NB Broadway Off-ramp and Multi-family Residential and Commercial Neighborhood. WB 6th Street at Oak Street Intersection Vantage Point

Photo Date: 11-7-2019

West of Webster Street, land uses are mixed used commercial. The scale and mass of buildings are greater near Broadway, see Figure 9. I-880 is visible to the south. The NB Broadway off-ramp connection to 6th Street is visible in the distance to the east. Vegetation is visible on the north side of 6th Street. Man-built structures dominate views in this area.

Figure 9: View Southeast of NB Broadway Off-ramp Touchdown, NB I-880, City Police Offices and Commercial Neighborhood West of Broadway. WB 6th Street Vantage Point

Photo Date: 11-7-2019

Characteristics of local street views to the south of I-880 on 5th Street are similar in that I-880 is a dominant feature in views to the north. Land uses are mixed-use residential and commercial. Similar to the NB Broadway off-ramp, the I-980 WB Jackson Street off-ramp separates from the main highway east of Broadway and veers to the south toward the adjacent buildings. Trees and vegetation are visible at this location. See Figure 10.

Figure 10: View Southeast of I-980 WB Jackson St. Off-ramp, and Commercial Neighborhood. SB 5th Street at Broadway Vantage Point

Photo Date: 11-7-2019

At the connection of the Jackson St. I-980 WB off-ramp with 5th Street, land uses are mixed-use commercial and residential. See Figure 11. Medium- and low-rise buildings are visible to the south of I-880. Vegetation is visible at the off-ramp. Street trees on the south side of 5th Street are sparse and in poor condition.

Figure 11: View West of I-980 WB Jackson St. Off-ramp Touch-down, and Mixed-use Commercial and Residential Neighborhood. EB 5th Street at Jackson Street Vantage Point

Photo Date: 3-25-2018

Posey Tube in Oakland

Posey Tube was completed in 1928. The Art Deco style structure is a designated City of Oakland Landmark (#110). In 2003, it underwent a seismic retrofit, maintaining the character of the original architectural details. The architecture is moderately grand in scale, precise and ornate in character and is well-preserved. The monumental pylons that adorned the north end of the alley of parallel balustrade walls were removed in the late 1950's with the construction of the I-880 viaduct. The duplicate set of walls and columns are visible on the Alameda entrance to the tube.

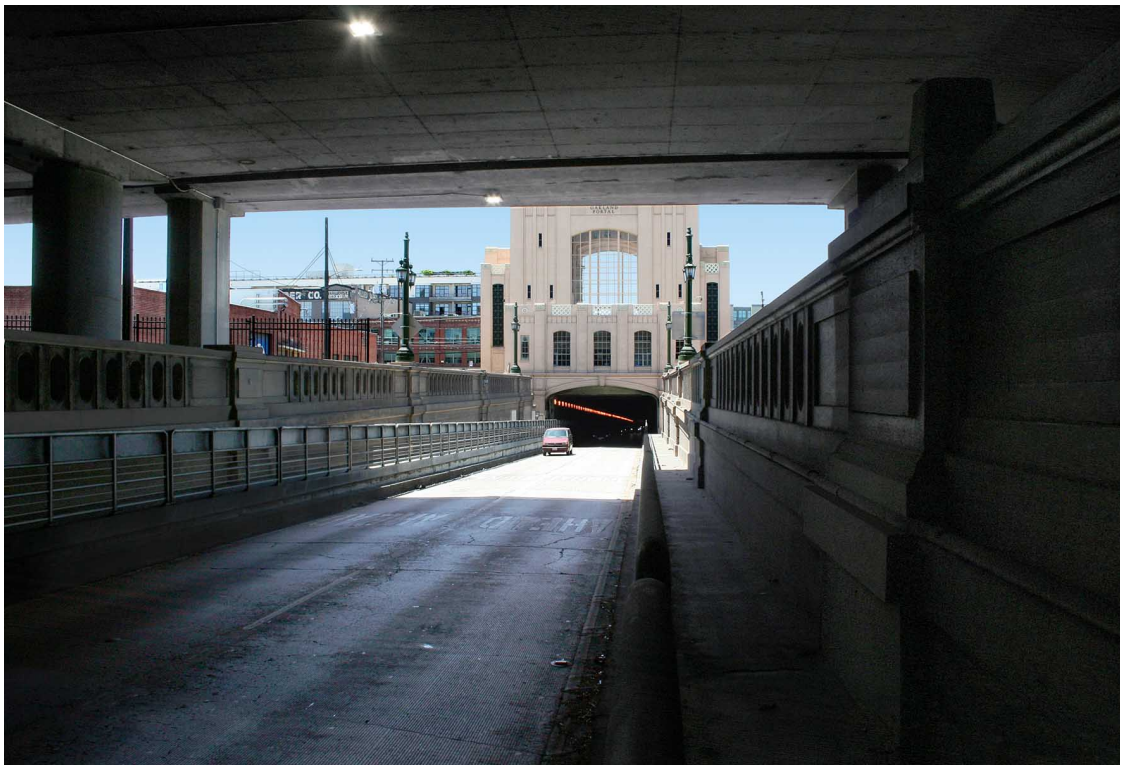

Figure 12: View South of Posey Tube, City of Oakland
NB Harrison Street Vantage Point

Photo Date: 3-25-2018

Local Streets in Alameda

In Alameda, the characteristics of the existing urban environment within the project limits include low- and medium-rise buildings arranged in clusters within business parks. Set back from Webster Street, the buildings are surrounded by vegetation and partially screened by mature trees. Although there are several buildings in the area, natural features including trees and the horizon dominate views beyond Webster Street to the east and west. The historic Posey Tube with its monumental pylons, retaining walls and portal building is a focal point in views to the north from the vantage point of Webster Street. See Figure 13. The characteristics of the structures are similar to what has been described above for the Posey Tube in Oakland. Other man-built structures in the environment include vehicular pavement and curbs, an approximate 6-foot-wide concrete pedestrian path between Webster Street and Mariner Square Drive, lights at the edges of the roads and small signs mounted on wood posts or light poles. The two-lane southbound Constitution Way connector over northbound Webster Street is a man-built structure visible

approximately 1,164 feet to the south of Posey Tube. Similar to other buildings in the area, the highway connector is partially screened by vegetation and trees.

Figure 13: View North of Alameda Environment and Posey Tube, NB Webster St. Vantage Point

Photo Courtesy of Google: 2017

Build Alternative Character

The visual character of the proposed project will be fully compatible with the existing visual character of the corridor.

I-880

The project would remove the I-880 NB Broadway off-ramp. The one-lane Oak Street northbound off-ramp to 6th Street would be widened to two lanes and become the main NB I-880 off-ramp to downtown Oakland and to west Alameda. The WB I-980/Jackson Street off-ramp would be relocated to the west, shortening the connection distance from the existing location at the intersection of 5th and Jackson Streets to the proposed location at the intersection of 5th and Alice Streets.

From the vantage point of I-880, the removal of the Broadway off-ramp would be the main project feature that would be visible to northbound motorists. Removal of the off-ramp, a single-lane viaduct, would reduce the amount of concrete and structure in views from I-880 by approximately 1.4 acres (24-feet wide by 2,529-feet long). In addition, the removal of the viaduct would provide more room on 6th Street to plant trees. As the trees mature, motorists on I-880 would see vegetation in their views to the north. The relocation of the connection of the I-980 WB Jackson Street off-ramp to the intersection of 5th and Alice Streets would not be visible to motorists on I-880.

Local Streets in Oakland
The modifications that the project would make to local streets in Oakland would be enhancements and compatible with the existing character of the environment.

With the project removal of the NB Broadway off-ramp at 6th Street, the horizontal clearance distances would be greater between buildings and the remaining sections of the I-880 viaduct. At 5th Street between Alice and Jackson Streets, the long ramp at the south edge of the Jackson Street off-ramp would be removed with the relocation of the ramp to the Alice Street intersection. The character of the visual environment would be enhanced by the removal of these structures from the perspective of neighbors, pedestrians and motorists on 5th and 6th Streets.

The proposed 6th Street boulevard would become a one-way street in the westbound direction from Oak Street to Harrison Street and a two-way street from Harrison Street to Broadway. There would be a minimum of two through lanes, with additional turn pockets at intersections in the westbound direction. There would be one lane in the eastbound direction.

New sidewalks would be added on the north and south sides of 6th Street. Between Harrison and Alice Streets a 12-foot wide sidewalk and curb would be added on the north side with tree planting pockets included at the back of the curbs. Between Broadway and Harrison Street and between Jackson and Oak Streets, a 7-foot wide sidewalk, a 4.5-foot wide landscaped space and 6"-wide curb would be added on the south side. Segments of the existing sidewalk along the north side between Oak Street and Broadway would be reconstructed to provide a minimum 12-foot sidewalk to provide continuity for pedestrians.

A continuous two-way Class IV bicycle path would also be provided on the north side of 6th Street between Oak and Washington Streets. Parking spaces would continue to be provided along portions of this roadway.

At Posey Tube, the project would add a two-way bicycle/pedestrian walkway beginning at Webster Street and Constitution Way in Alameda and continue through the Posey Tube on the east side where there is an existing path. On the Oakland side, the walkway would connect to 5th Street via a hairpin turn ramp in the location of the existing historic staircase. The walkway would then wrap around the back of the portal building on 4th Street, continue on Harrison Street, under I-880 and connect with the bicycle path on 6th Street in Oakland.

At the Webster Tube, the project would improve bicycle and pedestrian access between Alameda and Oakland by opening the Webster Tube west side maintenance walkway to bicycle and pedestrian travel. A Class I bicycle path at 4th Street in Oakland near the Posey Tube Portal building would continue on 4th Street, make a right turn on Webster Street, go through the existing parking next to the Webster Tube entrance, make a hairpin turn and connect to the west-side walkway inside the Webster Tube. On the Alameda side, the walkway would connect to existing bicycle and pedestrian paths on Mariner Square Loop and Willie Stargell Avenue. Inside the Webster Tube, the project would widen the existing walkway and improve the railings and lighting.

At Chinese Garden Park, the project would be compatible with the existing environment. The 6th Street improvements would provide a continuous sidewalk around the perimeter of the park for access. The project would remove the NB Broadway off-ramp in this location. The character would change from a narrow and dark environment to a pedestrian-friendly boulevard, providing a better and safer access for pedestrians and bicyclists. See Figure 15 for a view of the existing condition.

Additional project modifications of local streets would occur at 5th, 7th, Madison, Jackson, Harrison, Webster, Oak, and Franklin Streets. The street modifications would include replacing the

dual right turns at the 7th Street/Harrison Street intersection with a single right turn and removing the free right turn at the 7th Street/Jackson Street intersection. These would no longer be needed because Alameda traffic bound for NB I-880 and SB I-880 would be better served by the right turns from the Posey Tube to 5th Street. With the removal of the free right turns, vehicles would observe the traffic signal before turning right. With the curb extension proposed at this location, crossing distance for pedestrians would also be shortened; this would decrease vehicle-pedestrian conflicts. In addition, a High-intensity Activated crossWalK (HAWK) pedestrian crossing beacon would be installed on 7th Street across the street from the Chinese Garden Park. There would also be restrictive right turn movements to reduce bike and vehicle conflict at the 5th/Broadway, 6th/Webster, 6th/Harrison, 6th/Jackson, 6th/Madison, 5th/Jackson, 8th/Oak and 7th/Oak intersections. These additional local street modifications would be compatible with the character of the existing environment.

Jackson Street between 5th and 6th Streets would be converted from two-way to one-way travel in the NB direction, while also providing an emergency only access lane.

Posey Tube

At the Posey Tube, the project would be somewhat compatible with the character of the existing environment. The existing circulation pattern funnels all northbound Alameda traffic on Harrison Street toward downtown Oakland. North of I-880 on Harrison, motorists must turn right to access northbound and southbound I-880. The project would improve northbound vehicular circulation between Alameda and Oakland by providing alternate choices for motorists. One lane would continue to accommodate traffic to northbound Harrison Street. A second option added by the project would provide a new right turn to eastbound 5th Street.

In order to accommodate the new right turn at 5th Street, the existing historic Posey Tube retaining wall, balustrade and lights on the east side of Harrison Street would be removed and replaced with a new wall that would follow the curve of the new Harrison to 5th Street connector. With the new curved alignment of the wall, the existing parallel configuration, one straight wall on each side of Harrison Street, would be changed.

In addition to the proposed curved wall, another section of the wall on the same side of Harrison Street would be modified. Where the existing narrow stairwell is located next to the Portal, it would be removed. A ramp, greater than the width of the existing stairs, would be constructed requiring modification of the existing walls at the stairwell.

The level of compatibility of the project with the existing character of the environment at Posey Tube would depend on the appearance of the project features. While replacement structures cannot duplicate an original historic design, they can be similar. The architectural details of the replacement wall would be subject to review in accordance with the National Historic Preservation Act, Section 106. The existing wall on the west side of Harrison Street would remain unchanged and the historic Art Deco features are distinctive and concentrated in a relatively small area of viewer exposure. Moderate to high level deviations from the existing architectural design elements would be incompatible with the existing historic character of the setting. The project intends to replace the Posey Tube walls with a compatible design.

Local Streets in Alameda

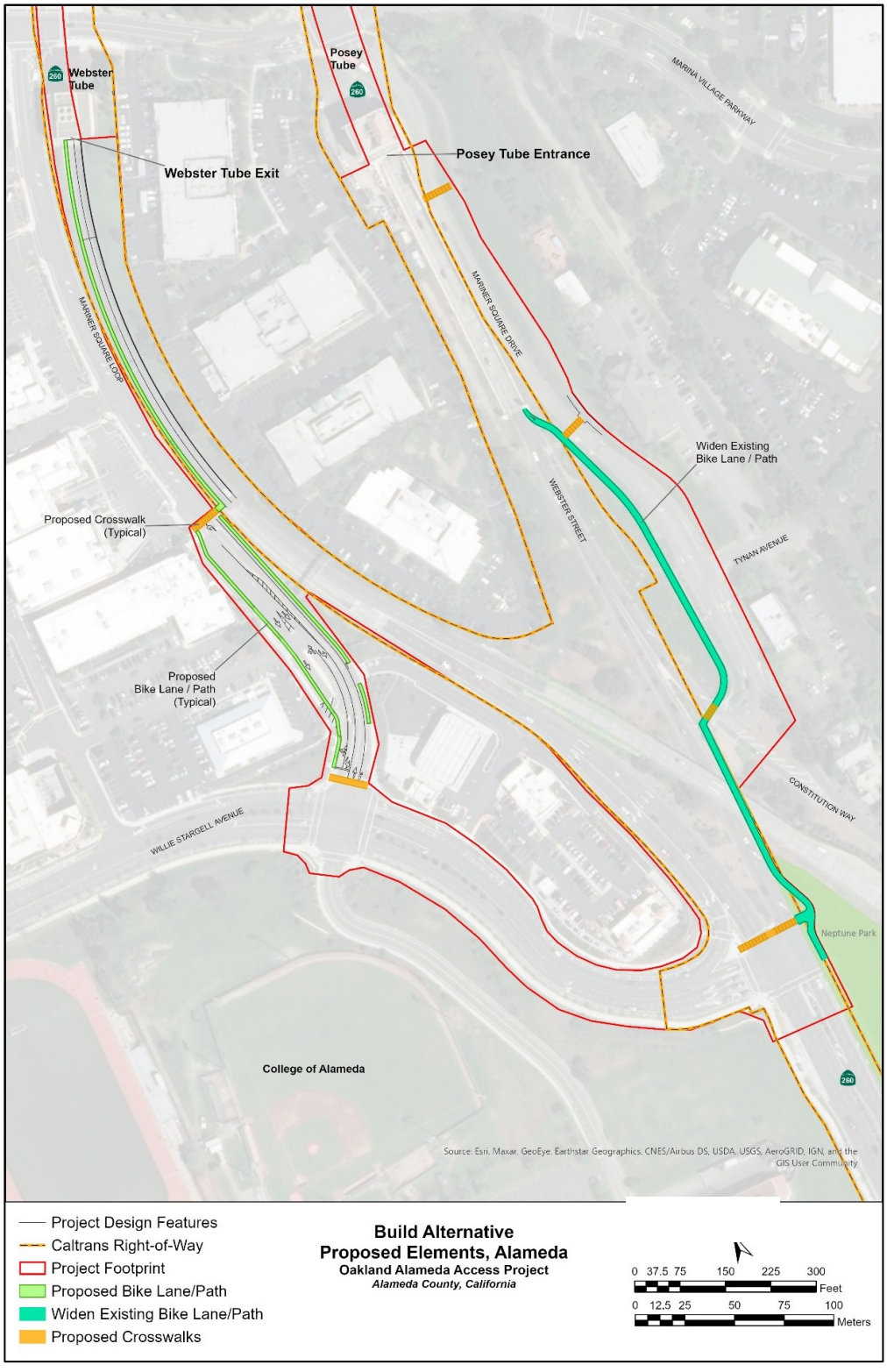

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Figure 14: Proposed Project, Alameda

The project would realign the existing bike lane/path to the edge of Mariner Square Drive and omit the jog in the existing path. The project would also widen to ten-feet the existing eight-foot wide bike/pedestrian path in Neptune Park along Webster Street. See Figure 14.

The project would add a pedestrian - bicycle path along the west edge of SB Webster Street that would connect to Mariner Square Loop approximately 490 feet north of Willie Stargell Avenue.

The project would be fully compatible with the existing character of the environment by modifying the width and alignment of the existing pedestrian path adjacent to Mariner Square Drive and by adding a bicycle/pedestrian walkway on the west side of SB Webster Street at the Webster Tube. See Figures 14 and 1C.

VISUAL QUALITY

Visual quality is evaluated by identifying the vividness, intactness, and unity present in the project area. Public attitudes validate the assessed level of quality and predict how changes to the project area can affect these attitudes. This process helps identify specific methods for addressing each visual impact that may occur as a result of the project. The three criteria for evaluating visual quality are defined below:

> **Vividness** is the extent to which the landscape is memorable and is associated with distinctive, contrasting, and diverse visual elements.
>
> **Intactness** is the integrity of visual features in the landscape and the extent to which the existing landscape is free from non-typical visual intrusions.
>
> **Unity** is the extent to which all visual elements combine to form a coherent, harmonious visual pattern.

The visual quality of the existing environment will be altered by the proposed project.

Existing Quality

I-880

From the vantage point of I-880, the vividness of views of the City of Oakland to the north and south of the highway within the project limits is moderate in the context of an urban environment. Building facades are well-maintained. There is a harmonious blend of architectural styles, designs and colors. Views to the east beyond the highway include some natural forms, colors and textures of vegetation that partially screen and soften the large man-built structures that are along 6th Street. Views to the west include less vegetation. Where it exists, it also provides some screening and softening of buildings next to the highway. The level of intactness is moderate. There is no encroaching feature that appears to intrude on the urban environment. The level of unity is moderate. To the east of the highway there is a more consistent gradation of building heights and sizes decreasing in size and height from north near the downtown to east beyond the downtown center. To the south in the Jack London Square area there is less consistency in building heights and architectural styles. High-rise, medium-rise and low-rise buildings are mixed creating a random appearance when viewed from the highway.

Table 2. Summary of Existing Quality of Views from I-880 Vantage Point		
Vividness	**Intactness**	**Unity**
Moderate	Moderate	Moderate
Overall Existing Quality of Views from I-880 Vantage Point is Moderate.		

Local Streets in Oakland

From the vantage point of 6th Street, the level of vividness in existing views varies from low to moderate depending on the location. Where the distance between the Broadway off-ramp and adjacent buildings is greater and where there are existing street trees screening views of the NB Broadway off-ramp, such as at the intersection of 6th and Oak Streets (Figure 8), vividness is moderate. Where the NB Broadway off-ramp is very close to the adjacent properties at 6th and Harrison Streets, the level of vividness is moderate-low. See Figure 15.

In these same locations on the local streets, the level of intactness is low with highway structures intruding on views of the natural environment. The level of unity is low. The NB Broadway off-ramp is a large and linear shape, dark gray in color, dominating views to the south from local street vantage points. There is not a harmonious balance between the NB Broadway off-ramp and the adjacent neighborhoods on 6th Street.

Figure 15: View East of Chinese Garden Park, EB 6th St. Vantage Point

Photo Date: 11-7-2019

Chinese Garden Park is located at 6th and Harrison Street (Figure 15). The I-880 NB Broadway off-ramp is to the right in the photo. The park is to the left. A dirt path between the ramp and the park is the only direct connection from 6th Street at Harrison Street and 6th Street at Alice Street.

The vividness of the existing environment at the south edge of Chinese Garden Park is low with the Broadway off-ramp dominating views, creating a dark environment and providing little room for pedestrian circulation. Intactness is low. The highway structure intrudes on views of the

natural environment within the park. The level of unity is low. The Broadway off-ramp dominates the view and diminishes a harmonious balance between structures and natural features in the view.

Table 3. Summary of Existing Quality of Views from 6th Street Vantage Points		
Vividness	**Intactness**	**Unity**
Moderate-Low	Low	Low
Overall Existing Quality of Views from 6th Street Vantage Points is Moderate-Low.		

From the vantage point of 5th Street, the level of vividness in existing views varies from moderate to low depending on the location. The I-980 WB Jackson Street off-ramp is closer to adjacent buildings to the south near Alice Street (Figure 11) than it is at Broadway at the west end of the project (Figure 9). Vividness is moderate at Broadway. Streets are wide, landscaping and street trees are between the local roads and adjacent buildings. Vividness is low near 5th and Alice Streets where the SB Jackson Street off-ramp is close to buildings. There is a dominance of concrete structures in the area that diminishes vividness. Intactness is moderate-low at Broadway and low at 5th and Alice Streets. The I-980 WB Jackson Street off-ramp and the I-880 viaduct encroach on views from 5th Street. Unity is moderate-low with some balance between natural features including the horizon in the center, landscaping at the south edge of the highway and man-built structures on both sides of 5th Street.

Table 4. Summary of Existing Quality of Views from 5th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Moderate-Low	Moderate-Low	Moderate-Low
Overall Existing Quality of Views from 5th Street Vantage Point is Moderate-Low.		

Additional project modifications of local streets would occur at 5th, 7th, Madison, Jackson, Harrison, Webster, Oak, and Franklin Streets. As described in the section on visual character, these improvements would be compatible with the existing character of the environment and they would not increase or decrease the existing levels of quality in the environment.

Posey Tube

At the Posey Tube, the level of vividness is high. The Architecture, dating from 1928, is moderately grand in scale, precise and ornate in the quality and consistency of the architectural detailing and is well-preserved. See Figure 12. The level of intactness is moderate. The Art Deco architectural details have been preserved or restored to near-original detailing except for the monumental pylons at the terminus on 6th Street and post lights that were removed with the construction of I-880 in the late 1950's. The level of unity is high. The architectural features are symmetrical from the center line of the portal building to the alley of parallel balustrade walls bordering Harrison Street.

Table 5. Summary of Existing Quality of Views of Posey Tube from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
High	Moderate	High
Overall Existing Quality of Views of Posey Tube from Harrison Street Vantage Point is High.		

Local Streets in Alameda
From vantage points on Webster Streets, the level of vividness is high. Low-rise buildings are set back from the local streets and surrounded by landscaping. Views of the horizon are available in all directions. The level of intactness is moderate-high. Pavement and lights visible within Webster Street intrude on views of the natural environment. Unity is high. There is a harmonious balance between the natural and built environments. See Figure 13.

Table 6. Summary of Existing Quality of Views from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
High	Moderate-High	High
Overall Existing Quality of Views from Webster Street Vantage Point is High.		

Build Alternative Quality

I-880
The project would remove the NB I-880 Broadway off-ramp. The one-lane Oak Street northbound off-ramp to 6th Street would be widened to two lanes and become the main NB I-880 off-ramp to downtown Oakland and to west Alameda. The WB I-980/Jackson Street off-ramp would be relocated to the south shifting it away from I-880 and the touch down at 5th shifted to the west, shortening the distance from the existing connection at the 5th and Jackson Street intersection to the proposed location at the 5th and Alice Street intersection.

From the vantage point at I-880, the removal of the Broadway off-ramp would be the main project feature that would be visible to northbound motorists. Removal of the off-ramp, a single-lane viaduct, would reduce the amount of concrete and structure in views from I-880 by approximately 1.4 acres (24-feet wide by 2,529-feet long). In addition, the removal of the viaduct would provide more room on 6th Street to plant trees, adding vegetation in views to the north from I-880 vantage points. With the removal of the viaduct and addition of trees on 6th street, the level of vividness would increase somewhat but remain moderate. The level of intactness with the removal of the Broadway off-ramp would increase from the existing moderate to a slightly higher level of moderate. The element of unity would be increased from the existing level of moderate to a slightly higher level of moderate with the removal of the Broadway off-ramp. The other ramp modifications would not improve or diminish the existing moderate levels of visual quality from the I-880 vantage point.

Table 7. Summary of Quality of Views from I-880 Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Moderate	Existing: Moderate	Existing: Moderate
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Build Alternative Quality of Views of the Project from an I-880 Vantage Point Would be Moderate.		

Local Streets in Oakland
With the removal of the NB Broadway off-ramp viaduct and addition of trees on 6th street, the level of vividness would increase to moderate-high. A "complete streets" boulevard would be constructed providing a 6th Street boulevard extending from Washington Street to Oak Street with ten- and twelve-foot wide sidewalks with trees and landscaping, controlled pedestrian crosswalks, two-way bicycle lanes and decorative lights. The level of intactness with the removal of the Broadway off-ramp would increase to moderate from the perspective of residents and pedestrians

on 6th Street. Residents would see less highway structure intruding on their near views to the south. The element of unity would be increased to moderate with the removal of the Broadway off-ramp. There would be more visible space between neighbors and the highway. The sense of harmonious balance would be increased by the project.

Adjacent to the southern edge of Chinese Garden Park, the project would remove the Broadway off-ramp and earth embankment that block views to the south and limit pedestrian access between Harrison and Alice Streets. A spacious and lighted pedestrian and vehicular boulevard would be added that would be continuous between Oak Street and Broadway. The visual environment to the south of the park would be enhanced greatly by the project. Levels of vividness, intactness and unity would be increased.

Table 8. Summary of Quality of Views from 6th Street Vantage Points		
Vividness	**Intactness**	**Unity**
Existing: Moderate-Low	Existing: Low	Existing: Low
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Build Alternative Quality of Views of the Project from 6th Street Vantage Points Would be Moderate.		

At the intersection of 5th and Broadway the project would improve the vehicular access to the Webster Tube by shifting it to the north and providing a wider turning radius. The 5th Street crosswalk on the east side of Broadway would be shortened in length and have a pedestrian light-controlled crossing. The project features would not increase or diminish current levels of quality in views in this location.

The quality of the environment would be changed by the project on 5th Street between Jackson and Alice Streets. The I-980 WB Jackson Street off-ramp connection with 5th Street would be shifted to the south away from I-880, and the touch down would be shifted to the west to the intersection with Alice Street. A concrete barrier would be added at the edge of the "horse-shoe" connector that would funnel eastbound traffic (from I-880 and from the Posey Tube) under I-880 at Jackson Street to westbound 6th Street and the I-880 northbound on-ramp. The barrier would begin approximately 157 feet to the west of Jackson Street. An approximately 233-foot-long landscaped median would be added on 5th Street between the Jackson Street off-ramp and the Harrison to 5th Street connector lanes. A low retaining wall along I-880 would retain the existing earth slope near the intersection with Jackson Street. The existing level of vividness in the 5th Street neighborhood is low. The landscaped median would enhance the quality of the environment somewhat to moderate. The environment would remain dominated by structures and pavement with the addition of the project features. Levels of intactness and unity would be increased to moderate. See Figures 28 and 39 for the existing views and Figures 29 and 40 for simulations of the project features.

Table 9. Summary of Quality of Views from 5th Street Vantage Points		
Vividness	**Intactness**	**Unity**
Existing: Low	Existing: Moderate-Low	Existing: Moderate-Low
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Build Alternative Quality of Views of the Project from 5th Street Vantage Points Would be Moderate.		

Posey Tube
The proposed project would change the alignment and modify the design of the east balustrade wall on Harrison Street. Instead of the existing parallel design of the two walls, the east wall would follow the curve of the new Harrison to 5th Street connector. Another section of the wall on the same side of Harrison Street would also be modified. The existing narrow stairwell is located next to the Portal Building would be removed. A ramp, greater than the width of the existing stairs, would be built requiring modification of the existing walls. The project would add a new balustrade wall that would be compatible with the original design.

At the Posey Tube, the existing level of vividness is high. With the project features vividness would be diminished to moderate. The moderate level of intactness would be diminished to moderate-low with the removal of the symmetrical design of the alley of walls bordering Harrison Street. Unity would be diminished to moderate. The project would diminish the general harmonious balance of architectural features in the area around the historic building depending on the location of the view point.

Table 10. Summary of Quality of Views of Posey Tube from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: High	Existing: Moderate	Existing: High
Build Alternative: Moderate	Build Alternative: Moderate-Low	Build Alternative: Moderate
Overall Build Alternative Quality of Views of the Posey Tube from Harrison Street Vantage Point Would be Moderate.		

Local Streets in Alameda
From vantage points on Webster Street, the level of vividness would remain high with the addition of the bicycle path to the edge of Mariner Square Drive and the widening of the bike/pedestrian path in Neptune Park along Webster Street. The level of intactness would not be changed by the project and would remain moderate-high. The high level of unity would remain the same with the project features. The proposed bicycle/pedestrian walkway through the Webster tube emerging on to Mariner Square Loop would not diminish or enhance the existing quality of the environment. See Figure 1C.

Table 11. Summary of Quality of Views of Posey Tube from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: High	Existing: Moderate-High	Existing: High
Build Alternative: High	Build Alternative: Moderate-High	Build Alternative: High
Overall Build Alternative Quality of Views from Webster Street Vantage Point is High.		

Resource Change
The project would not directly change distant scenic resources in the existing views such as the East Bay hills to the northwest and San Bruno Mountain and ridges to the southeast of the project. Views of the distant scenic resources would remain unchanged by the project. Views to the south from vantage points on 6th Street would improve with the removal of the NB Broadway off-ramp.

Views to the north from 5th Street would improve somewhat with the realignment of the I-980 WB Jackson Street off-ramp touch down to the west at the intersection with Alice Street.

Trees and other vegetation would be removed with the project in locations where the highway ramps are removed or modified, and pavement is added on local streets. In many of these locations, the project proposes to add new street trees and landscaping. Vegetation would be replaced within Caltrans right of way in accordance with Caltrans standards and within local street corridors in accordance with municipal standards.

The Posey Tube portal building and balustrade walls are historic visual resources in the Cities of Oakland and Alameda. Only the Oakland side of the Posey Tube would be affected by the project and only the east balustrade wall. It would be removed and rebuilt to follow the curved alignment of the new Harrison Street to 5th Street connector. In addition, the existing stairwell would be removed and replaced with a wider access route that would include a hair-pin turn ramp, stairs and new balustrade walls to accommodate the proposed pedestrian and bicycle connection between the upper level of Harrison Street and the Posey Tube. The project proposes to rebuild the balustrade walls using architectural details that are compatible with the original design. The architectural details of the replacement walls would be subject to review in accordance with the National Historic Preservation Act, Section 106.

Inside the Webster Tube, a pedestrian/bicycle walkway would be added on the west side that would provide access between Oakland and Alameda. No visual resources would be affected by the addition of the path.

Additional minor project improvements that would not affect existing visual resources would include moving a pedestrian path in Alameda from Webster Street to Mariner Square Drive and street and intersection improvements between 6th Street and 9th Street in selected locations; see Figures 1A, 1B and 1C.

The general character and quality of the existing environment within the project limits would be enhanced by the project. The Build Alternative would remove the NB Broadway off-ramp, shift the I-980 WB Jackson Street off-ramp touch down to the west; improve vehicular circulation emerging from Alameda through the Posey Tube to NB I-880 and downtown Oakland; add retaining walls at existing highway ramps, bicycle lanes, pedestrian sidewalks and lights, add vegetation and make minor improvements to local streets within the project limits.

Table 12 summarizes the character and quality of the existing environment with the Build Alternative by local area reviewed (landscape unit).

Table 12. Existing and Build Alternative Resource Change

Landscape Unit Area	Existing Character	Existing Quality	Build Alternative Character	Build Alternative Quality
I-880	Urban: Highway	Moderate	Urban: Highway	Moderate
Local Streets in Oakland 6th Street	Urban: Mixed Used Commercial/Residential	Moderate-Low	Urban: Mixed Used Commercial/Residential	Moderate
Local Streets in Oakland 5th Street	Urban: Mixed Used Commercial/Residential	Moderate-Low	Urban: Mixed Used Commercial/Residential	Moderate
Posey Tube	Urban/Historic	High	Urban/Historic	Moderate
Local Streets in Alameda	Urban: Business/Commercial	High	Urban: Business/Commercial	High

VII. VIEWERS AND VIEWER RESPONSE

The population affected by the project is composed of *viewers*. Viewers are people whose views of the landscape may be altered by the proposed project—either because the landscape itself has changed or their perception of the landscape has changed.

Viewers, or more specifically the response viewers have to changes in their visual environment, are one of two variables studied that determine the extent of visual impacts resulting from the construction and operation of the proposed project. The other variable is the change to visual resources discussed earlier in *Section VII Visual Resources and Resource Change*.

Types of Viewers

There are two major types of viewer groups for highway projects: highway neighbors and highway users. Each viewer group has their own particular level of *viewer exposure* and *viewer sensitivity*, resulting in distinct and predictable visual concerns for each group which help to predict their responses to visual changes.

HIGHWAY NEIGHBORS (Views *to* the Road)

Highway neighbors are people who have views *to* the road. They can be subdivided into different viewer groups by land use. For example, residential, commercial, industrial, retail, institutional, civic, educational, recreational, and agricultural land uses may generate highway neighbors or viewer groups with distinct reasons for being in the corridor and therefore having distinct responses to changes in visual resources.

For this project the following highway neighbors were considered.

- Community Residents
- Recreation Areas
- Commercial Areas
- Local Streets

HIGHWAY USERS (Views from the Road)

Highway users are people who have views *from* the road. They can be subdivided into different viewer groups in two different ways—by mode of travel or by reason for travel. For example, subdividing highway users by mode of travel may yield pedestrians, bicyclists, transit riders, car drivers and passengers, and truck drivers. Dividing highway users or viewer groups by reason for travel creates categories like tourists, commuters, and haulers. It is also possible to use both mode and reason for travel simultaneously, creating a category like *bicycling tourists,* for example. For this project the following highway users were considered.

- Motorists on I-880 and SR 260

Viewer Response

Viewer response is a measure or prediction of the viewer's reaction to changes in the visual environment and has two dimensions as previously mentioned, viewer exposure and viewer sensitivity.

VIEWER EXPOSURE

Viewer exposure is a measure of the viewer's ability to see a particular object. Viewer exposure has three attributes: location, quantity, and duration. *Location* relates to the position of the viewer in relationship to the object being viewed. The closer the viewer is to the object, the more exposure. *Quantity* refers to how many people see the object. The more people who can see an object or the greater frequency an object is seen, the more exposure the object has to viewers. *Duration* refers to how long a viewer is able to keep an object in view. The longer an object can

be kept in view, the more exposure. High viewer exposure helps predict that viewers will have a response to a visual change.

Community Residents
In Oakland (total approximate population 428,827 (*"E-1 Population Estimates for Cities, Counties, and the State — January 1, 2018 and 2019"*. *California Department of Finance*. *2019. Retrieved May 6, 2019*)), there are single- and multi-family residences at local streets adjacent to project features where residents have long-duration exposure to views of the project features. In Alameda, (total approximate population 79,928 (*"New State Population Report" (PDF). California Department of Finance. May 1, 2017. Retrieved June 20, 2017))* there are no residents with direct views of the project features.

Recreation Areas
Bicyclists and pedestrians have moderate durations of exposure to views toward the project features. Their exposure levels would range from moderate-low to moderate-high depending on their distance from project features, intervening elements such as fences and vegetation and their levels of interest. There are existing parks in the vicinity of the project. See Table 13. Park users experience moderate durations of exposure to views toward the project features.

Table 13. Recreation Facilities

Name	Northeast of I-880	Distance from I-880	Location	City
Chinese Garden Park	NE	0.0 miles	Full city block bordered by 6th, 7th, Harrison and Alice Streets	Oakland
Madison Square Park	NE	0.12 mile	Full city block bordered by 8th, 9th, Jackson and Madison Streets	Oakland

Schools
The level of visual exposure of persons attending school would be low when gathering and playing in outdoor sitting and recreation areas, and low while engaged in studies. Schools are beyond the project limits with no direct views of the project features.

Churches
There are churches in Oakland located beyond the project improvements in the blocks northeast of 6th Street. They do not have direct views of the project features from church vantage points other than minor crosswalk improvements that would be northeast of the 6th Street improvement area. There are no churches in Alameda near the project improvements.

Commercial Areas
There are 57 single-service commercial land uses within close range of the project features. 48 are in Oakland and 9 are in Alameda within the project limits. Some are engaged in high traffic-volume commerce. An estimated total of several hundred viewers a day visit these sites and have short- to moderate-duration views of the project features. Commercial employees and patrons and government building workers would likely have moderate to low levels of exposure to the project features.

Local Streets
In the city of Oakland several hundred motorists, a few bicyclists and many persons using motorized scooters using the 6 local cross streets and 2 parallel streets at I-880 each day have

short to moderate durations of exposure to views of the highway and project features at local streets. There is a total of six underpasses between and including Washington and Oak Streets. In the city of Alameda, several hundred motorists and a few bicyclists using Webster Street have short duration exposure to views of project features. Bike/Walk Alameda 2016 data at the tube crossing includes 22 pedestrians per day, 117 bicycles per day and 73 bicycles mounted on bus racks per day. See link below.
https://us2.campaign-archive.com/?u=8fb90bbe25876107eb25061dd&id=125c09ff8c.

Pedestrians and bicyclists on local streets would have moderate durations of exposure to any project feature placed within their viewshed depending upon traffic speeds and day of travel.

Motorists on I-880 and SR 260

Daily commuters may have an increased exposure to views from the road due to the amount of time spent on the highway each day. Those who experience congested traffic conditions would tend to focus views toward the highway itself. Drivers travelling at normal highway speeds usually focus attention on long range non-peripheral views. Durations of exposure to views from the highway may vary from moderate to moderate-high. Passengers are anticipated to have a high duration of exposure to views.

The data for motorists travelling on I-880 and SR 260 in the project limits is shown in Tables 14 and 15.

Table 14. Motorists on I-880 Between Oak Street and Broadway

Highway	Location	Person Trips per Day (1)	Vehicle Occupancy (2)
I-880	Between Oak Street and Broadway	193,000	1.4 persons
During periods of free flow travel, the 0.8-mile-long I-880 segment of the project can be traversed in approximately 0.74 minutes (at 65 mph).			

(1) Traffic Operations Analysis Report, DKS, 2019. M1 (NB I-880 near 23rd: 98,219) and M2 (SB I-880 near 23rd:94,289) segments. AADT.
(2) 2017 California Household Travel Survey. 2013. Caltrans and National Renewable Energy Laboratory. URL: www.nrel.gov/tsdc

Table 15. Motorists on SR 260 Between Atlantic Avenue in Alameda and 5th Street in Oakland

Highway	Location	Person Trips per Day (3)	Vehicle Occupancy (4)
SR 260	Between Atlantic Avenue in Alameda to 5th Street in Oakland	51,000	1.4 persons
During periods of free flow travel, the 1.1-mile-long SR 260 segment of the project can be traversed in approximately 1.5 minutes (at 45 mph).			

(3) Traffic Operations Analysis Report, DKS, 2019. A3 (SB SR 260 (Webster Tube):28,510) and A4 (NB SR 260 (Posey Tube):22,896) segments. ADDT.
(4) 2017 California Household Travel Survey. 2013. Caltrans and National Renewable Energy Laboratory. URL: www.nrel.gov/tsdc.

Daily commuters may have an increased exposure to views from the road due to the amount of time spent on the highway each day. Those who experience congested traffic conditions would tend to focus views toward the highway itself. Drivers travelling at normal highway speeds usually focus attention on long range non-peripheral views. Durations of exposure to views from the

highway may vary from moderate to moderate-high. Passengers are anticipated to have a high duration of exposure to views.

VIEWER SENSITIVITY

Viewer sensitivity is a measure of the viewer's recognition of a particular object. It has three attributes: activity, awareness, and local values. *Activity* relates to the preoccupation of viewers—are they preoccupied, thinking of something else, or are they truly engaged in observing their surroundings. The more they are actually observing their surroundings, the more sensitivity viewers will have of changes to visual resources. *Awareness* relates to the focus of view—the focus is wide and the view general or the focus is narrow and the view specific. The more specific the awareness, the more sensitive a viewer is to change. *Local values* and attitudes also affect viewer sensitivity. If the viewer group values aesthetics in general or if a specific visual resource has been protected by local, state, or national designation, it is likely that viewers will be more sensitive to visible changes. High viewer sensitivity helps predict that viewers will have a high concern for any visual change.

Community Residents

Because of long durations of exposure to views from their residential and neighborhood vantage points, residents are the viewer group considered to be the most concerned about the ways in which projects bring about changes within their viewshed.

Local values and goals may confer visual significance on landscape components and areas that would otherwise appear unexceptional in a visual resource analysis. Even when the existing appearance of a project site is uninspiring, a community may still object to projects that fall short of its visual goals. Analysts can learn about these special resources and community aspirations for visual quality through citizen participation procedures as well as from local publications and planning documents. The following information from public documents is relevant to the project.

- State of California Officially Designated Scenic Highway: The portions of I-880 and SR 260 within the project limits are not State of California Officially Designated Scenic Highways.

- Landscaped Freeway: Portions of I-880 and SR 260 within the project limits are listed as Classified Landscaped Freeways. The portions of I-880 within Alameda County exist between PM 30.81 and PM 31.08. SR 260 is a Classified Landscaped Freeway (CLF) between PM RO.84 and R1.20 ("R" is for realignment). The classification assists in the regulation and control of the placement of outdoor advertising displays.

- The Alameda County General Plan, Scenic Route Element, states the importance of conserving, enhancing, and protecting scenic views observable from scenic routes.

- The communities located along the project area have developed community plans that contain goals and design guidelines that indicate the residents' values and expectations for their visual environment. The following are some of the guidelines that illustrate which visual features are important to local viewers.

    - The City of Oakland Scenic Highways Element (1974) of the General Plan identifies Embarcadero and Oak Street up to and around Lake Merritt as scenic routes. The Downtown Oakland Specific Plan Draft Environmental Impact Report (2019) identifies as scenic long-range views of the Oakland hills through street corridors.

    - The Downtown Oakland Specific Plan (2019) identified existing conditions in downtown streets that are unsafe and uncomfortable. In the plan's Goal 03: Mobility, it

promotes downtown streets that are safe, inviting and improve connections to the city as a whole for access to jobs and services in the downtown area.

- The Comprehensive Circulation Study for Downtown Oakland and Access to/from West Alameda (2015), identifies 6th Street as one of the most uncomfortable streets for biking.
- The City of Alameda identifies the shoreline and wildlife habitats as valuable scenic features although they are not visible from the project limits.

The project would be consistent with local values and goals for visual resources.

Recreation Areas
Park users with their moderate durations of exposure to views toward project features, would have moderate levels of sensitivity to project features placed within their viewshed. Their sensitivity would depend upon their distance from the feature, intervening vegetation and structures, and how focused they are on their recreation activity.

Schools
The level of visual sensitivity of persons attending school would be moderate while out-of-doors and low while inside focused on their studies. The project features are not visible from any of the schools in Oakland and Alameda.

Churches
Those who gather at spiritual places are concerned about the quality of views when visiting outside at entrances and patios and when viewing the environment through windows. While their exposure to views is limited, a spiritual connection with one's environment can be perceived as an integral part of their experience. The level of churchgoers' visual sensitivity may vary from low to moderate depending on individual perceptions and directions of focus. Churchgoers would not have direct views of the project features with the exception of minor street and intersection improvements to the east of 6th Street in Oakland.

Commercial Areas
Employees and patrons would have moderate to low levels of sensitivity to project features depending on the location and type of business and the individual's purpose for being there. Business owners with properties facing 6th and 5th Street would have moderate-high levels of sensitivity to project changes near their establishments. Employees and patrons are focused on their business and purpose for being in the commercial area.

Local Streets
Motorists, bicyclists and persons using motorized scooters using local street crossings at I-880 and SR 260 would have moderate-low levels of sensitivity to project features added to I-880 and SR 260. They would have moderate levels of sensitivity to project features added to 6th and 5th Streets. Pedestrians on local streets would have moderate to moderate-high levels of sensitivity to project features depending on the changes made to the character and quality of the viewshed.

Motorists on I-880 and SR 260
Daily commuters have moderate-high awareness and sensitivity to views from the road due to the amount of time spent on the highway each day. Those who experience congested traffic conditions would tend to focus views toward the highway itself. Drivers traveling at normal highway speeds usually focus attention on long range non-peripheral views. Passengers are anticipated to have a higher level of awareness and sensitivity to a wide range of views.

GROUP VIEWER RESPONSE
The narrative descriptions of viewer exposure and viewer sensitivity for each viewer group were merged to establish the overall viewer response of each group.

Community Residents
Community residents with unobstructed or partially screened views of I-880, SR 260 and local streets where project features would be added have high durations of exposure and high levels of sensitivity to project features in their views of the highways and local streets. State and local public policies recognize the value and preservation of views of scenic resources that are visible from I-880 and from local streets. I-880 and SR 260 within the project limits are Classified Landscaped Freeway (CLF) by the State of California. Among the scenic resources identified by the City of Oakland are the Oakland Hills viewed from local streets and Oak Street between Embarcadero and Lake Merritt.

Recreation Areas
Park users with their moderate durations of exposure to views toward project features, would have moderate levels of sensitivity to project features placed within their viewshed. Their sensitivity would depend upon their distance from the feature, intervening vegetation and structures, and how focused they are on their recreation activity.

Schools
Attendees of schools would have low durations of exposure and moderate to moderate-low levels of sensitivity to project features added to their viewshed. Students are generally purposeful in their engagement with learning during classes and socializing with others during breaks. The project features are not visible from any of the schools in Oakland and Alameda.

Churches
Persons who attend church have moderate-low durations of exposure and low to moderate levels of sensitivity to changes in their viewshed beyond the church property. Persons who attend church are often focused on their internal experiences, upon others, and upon their connections with others. There are churches in Oakland located beyond the project improvements in the blocks east of 6th Street. They do have not have direct views of the project features from church vantage points other than minor crosswalk improvements that would be east of the 6th Street improvement area. There are no churches in Alameda near the project improvements.

Commercial Areas
Employees and patrons in commercial areas have short to moderate durations of exposure and moderate to low levels of sensitivity to project features added to their viewshed beyond the business establishment. Most people who are going to commercial areas have a purpose for being there that is limited and are focused on finding things and accomplishing tasks. Owners of business properties would have moderate to high durations of exposure and moderate-high levels of sensitivity to project changes near their business properties.

Local Streets
Motorists, bicyclists and persons using motorized scooters have short durations of exposure to features in their viewshed within the project limits. Levels of sensitivity would vary depending on the location. They would have moderate-low levels of sensitivity to project features added to I-880 and SR 260. They would have moderate levels of sensitivity to project features added to 6th and 5th Streets and low levels of sensitivity to minor changes to street intersections beyond 5th and 6th Streets.

Motorists on I-880 and SR 260
Daily commuters may have an increased exposure to views from the road due to the amount of time spent on the highway each day. Those who experience congested traffic conditions would tend to focus views toward the highway itself. Drivers travelling at normal highway speeds usually focus attention on long range non-peripheral views. Durations of exposure and sensitivity to views from the highway may vary from moderate to moderate-high. Passengers are anticipated to have a moderate-high duration of exposure and sensitivity to views.

VIII. VISUAL IMPACT

Visual impacts are determined by assessing changes to the visual resources and predicting viewer response to those changes. These impacts can be beneficial or detrimental. Cumulative impacts and temporary impacts due to the contractor's operations are also considered. A generalized visual impact assessment process is illustrated in the following diagram:

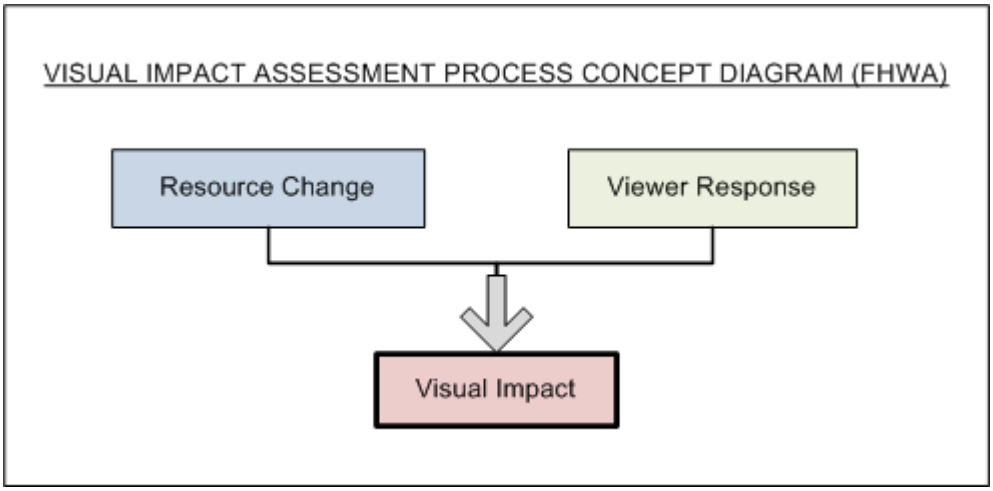


Table 16 below provides a reference for determining levels of visual impact by combining resource change and viewer response.

Table 16. Visual Impact Ratings Using Viewer Response and Resource Change

	Viewer Response (VR)					
Resource Change (RC)		Low (L)	Moderate-Low (ML)	Moderate (M)	Moderate-High (MH)	High (H)
	Low (L)	L	ML	ML	M	M
	Moderate-Low (ML)	ML	ML	M	M	MH
	Moderate (M)	ML	M	M	MH	MH
	Moderate-High (MH)	M	M	MH	MH	H
	High (H)	M	MH	MH	H	H

Visual Impacts by Visual Assessment Unit and Alternative

Because it is not feasible to analyze all the views in which the proposed project would be seen, it is necessary to select a number of key views associated with the visual assessment unit that would most clearly demonstrate the change in the project's visual resources. Key views also represent the viewer groups that have the highest potential to be affected by the project considering exposure and sensitivity.

This VIA also considers the potential impacts of a No-Build Alternative.

The following section describes and illustrates visual impacts by visual assessment unit, compares existing conditions to the Build Alternative, and includes the predicted viewer response.

KEY VIEWS 1 THROUGH 11

FIGURE 16: KEY VIEW LOCATION MAP - The map below delineates eleven key views that will be used to assess visual impacts that may be caused by the proposed project.

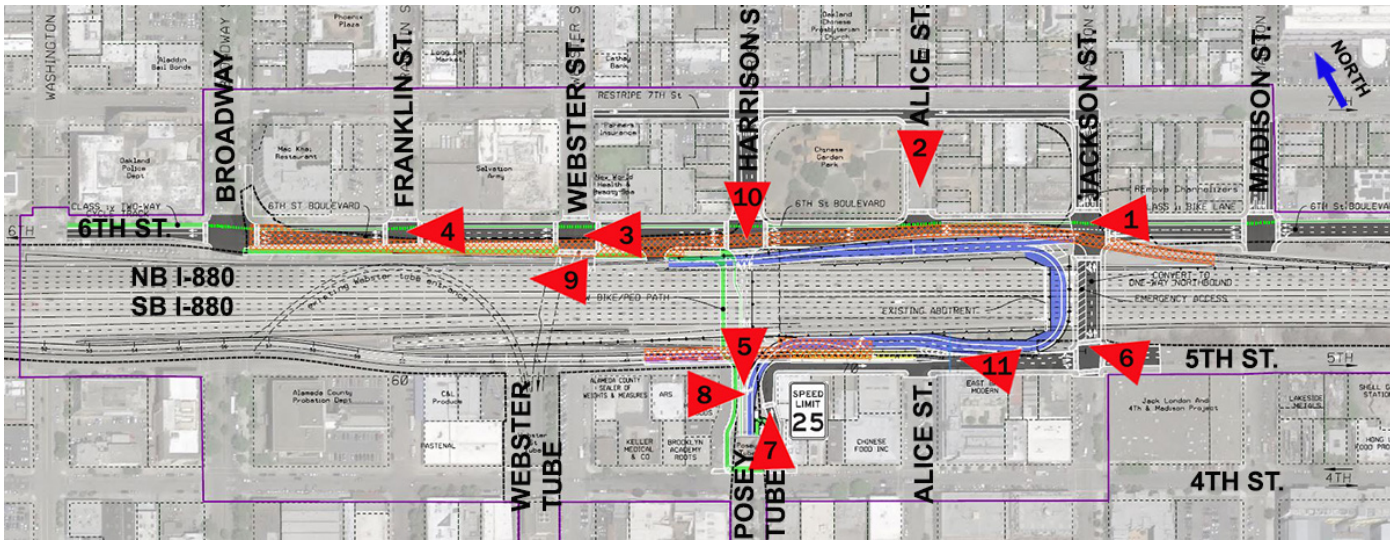


FIGURE 16: Key View Location Map

KEY VIEW (KV) 1- From 6th Street Looking West at Jackson Street and I-880

KV-1 Existing Condition **Figure 17**

Photo Date: 3-25-2018

Key View 1 is a vantage point on 6th Street (east of the intersection with Jackson Street) looking west. The I-880 northbound Broadway off-ramp is in the foreground to the south. The I-880 northbound Jackson Street on-ramp and the I-880 viaduct are visible beyond the Broadway off-ramp. The urban environment consists of single- and multi-family residential structures.

The memorability (vividness) of the view is low. The level of intactness is low. The highway structures intrude on views of the natural environment. There is not a harmonious balance between the highway structures and the residential neighborhoods. The level of unity is low. The overall level of quality in the existing condition is low.

Table 17. Summary of Existing Quality of Key View 1 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality of the Existing Condition is Low.		

KV - 1 Proposed Condition - Build Alternative **Figure 18**

Resource Change
The NB Broadway off-ramp and paved 6th Street median would be removed. Features added by the project would include two northbound travel lanes, a two-way bicycle track along the north side, new pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot sidewalk on the north side, street trees and tree grates where trees are in concrete sidewalk cut-outs. With the project improvements, there would be fewer highway structures. Light levels in the street would be increased without the NB Broadway off-ramp casting shadows. Street trees would enhance the natural environment.

Intactness would be increased to moderate with the removal of the Broadway off-ramp intruding on views from this residential neighborhood. With the removal of the Broadway off-ramp and the addition of space between the highway and the residential neighborhood, the balance between the mass of highway structures and residential structures would be increased. Street trees would add natural features to the view. The level of unity would increase from the existing low level to moderate with the project improvements.

Viewer Response
The memorability of the view would increase from the existing low to moderate with the project. The overall viewer response would be moderate. Resource change would be moderate. Visual impacts would be moderate with the Build Alternative.

Table 18. Summary of Build Alternative: Key View 1 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 2- From Alice Street Looking South at I-880 and Chinese Garden Park

KV-2 Existing Condition **Figure 19**

Photo Date: 3-25-2018

Key View 2 is a vantage point on Alice Street looking south toward the I-880 NB Broadway off-ramp and support columns in the foreground. Beyond the off-ramp are the 6th Street NB on-ramp to I-880 and the retaining wall and landscaped slope of I-880. To the left in the photo is a single-family residential neighborhood between 6th and 7th Streets with a total of seven homes fronting on Alice Street. To the right in the photo is the landscaped Chinese Garden Park and parking lot. The buildings in the distance beyond I-880 are the Alice Street condominiums located on 5th and Alice Streets.

The memorability (vividness) of View 2 is moderate with views of the horizon, well-maintained homes and landscaping within the park and highway. Diminishing the memorability of the view are the highway structures. While not included in the valuation of the view, a homeless encampment that extends along 6th Street between the highway and the park diminishes the quality of the environment. The intactness of the view is moderate-low, diminished by the views of the highway structures and vehicles. There is a moderately harmonious balance (unity) between the residential neighborhood, park and the highway. The overall level of quality of the existing condition is moderate.

Table 19. Summary of Existing Quality of Key View 2 from Alice Street Vantage Point		
Vividness	**Intactness**	**Unity**
Moderate	Moderate-Low	Moderate
Overall Quality of the Existing Condition is Moderate.		

KV - 2 Proposed Condition - Build Alternative **Figure 20**

Resource Change

The NB Broadway off-ramp would be removed. The I-880 NB 6th Street on-ramp would remain. Features added by the project would include a retaining wall along the north side of the 6th Street on-ramp. 6th Street would become a one-way boulevard with two northbound through lanes, a turn pocket at the intersection with Alice Street, striping, pedestrian sidewalks, a two-way bicycle track on the north side and a twelve-foot sidewalk on the north side. A sidewalk would be added to the perimeter of Chinese Garden Park. Some existing vegetation would be removed with the 6th Street widening, opening to view existing structures to the south of I-880 as shown in the simulated view. To the right is the Posey Tube portal building. In the center is a six-story office building on 3rd and Alice Streets. To the left is the Alice Street condominiums. Street trees would be added by the project on the north side of 6th Street. Tree grates would be added in the sidewalk where concrete cut-outs are provided for street trees. The

The memorability (vividness) of View 2 would be increased somewhat but remain moderate with the removal of the Broadway off-ramp and addition of street trees. The level of intactness in the view would increase to moderate with the removal of the Broadway off-ramp. The I-880 highway structures would remain in the view. The level of unity or balance between man-made structures and natural features in the view would increase somewhat but remain moderate with the removal of the Broadway off-ramp and addition of street trees on 6th Street.

Viewer Response

With the project features, the overall level of viewer response would be moderate. Resource change would be moderate and visual impacts would be moderate.

Table 20. Summary of Build Alternative: Key View 2 from Alice Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Moderate	*Existing: Moderate-Low*	*Existing: Moderate*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 3- From 6th Street Looking West at Webster Street and I-880

KV-3 Existing Condition **Figure 21**

Photo Date: 3-25-2018

Key View 3 is a vantage point on 6th Street (east of the intersection with Webster Street) looking west. The I-880 northbound Broadway off-ramp is in the foreground to the south. The urban environment consists of multi-family residential and commercial structures. The Salvation Army Adult Rehabilitation Center occupies the city block bordered by Webster and Franklin Streets and 6th and 7th Streets. Six street trees are adjacent to the Salvation Army building on 6th and Webster Streets. A homeless encampment is under the NB Broadway off-ramp.

The memorability of the view is low with the Broadway off-ramp dominating the view and casting dark shadows in the environment. Views of the horizon are limited by the ramp. The level of intactness is low. The highway structures intrude on views of the natural environment. There is a low harmonious balance (Unity) between the highway structures and the adjacent neighborhoods. The overall level of quality in the existing condition is low.

Table 21. Summary of Existing Quality of Key View 3 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality of the Existing Condition is Low.		

KV - 3 Proposed Condition - Build Alternative **Figure 22**

Resource Change

The NB Broadway off-ramp and 6th Street median would be removed. Features added by the project would include one northbound through lane, two left turn only lanes in the middle of 6th street connecting traffic to southbound Webster Street, Webster Tube and Alameda. A lane on the south edge of the street would be eastbound, left turn only, connecting traffic to northbound Harrison Street. On 6th Street, there would be a two-way bicycle track along the north side, new pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot sidewalk on the north side, an 8-foot sidewalk and 4-foot landscaped strip on the south side, street trees and tree grates where trees are in concrete sidewalk cut-outs. On the south side of the street, a 3-foot wide landscaped strip would be behind the sidewalk curb and planted with groundcover and trees. With the project improvements, there would be fewer highway structures. Light levels in the street would be increased without the NB Broadway off-ramp casting shadows. Street trees would enhance the natural environment.

The memorability of the view would increase to moderate with the project. Intactness would be increased to moderate with the removal of the Broadway off-ramp intruding on views from this multi-family residential and commercial neighborhood. The existing I-880 highway would remain in the view. With the removal of the Broadway off-ramp and the addition of space between the highway and the neighborhood buildings, there would be an increase in balance (unity) between structures and the horizon. Street trees would add natural features to the view. The level of unity would increase to moderate with the project improvements.

Viewer Response

The overall viewer response would be moderate. Resource change would be moderate and visual impacts would be moderate.

Table 22. Summary of Build Alternative: Key View 3 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 4- From 6th Street Looking West at Franklin Street and I-880

KV-4 Existing Condition **Figure 23**

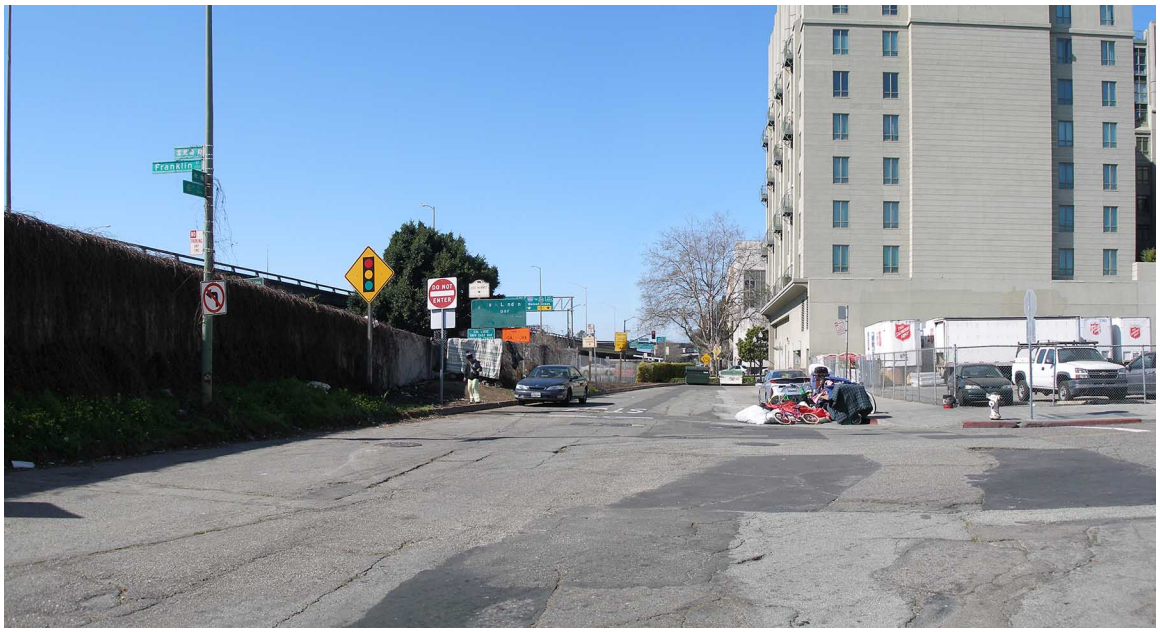


Photo Date: 3-25-2018

Key View 4 is a vantage point on 6th Street (east of the intersection with Franklin Street) looking west. The I-880 northbound Broadway off-ramp is in the foreground to the south. The ramp connects with westbound 6th Street beyond the large green sign. 6th Street is blocked near the ramp and does not continue to Broadway. Beyond the ramp is the I-880 connector to eastbound I-980. The urban environment consists of commercial structures. The Salvation Army Adult Rehabilitation Center occupies the city block bordered by Franklin and Webster Streets and 6th and 7th Streets. Their parking lot is in the view to the right. A medium-rise commercial and office building is visible beyond the parking lot.

The memorability of the view is low with minimal visual resources. Views of the horizon are available to a greater degree in this location than 6th Street vantage points farther to the east where the Broadway off-ramp is close to adjacent buildings and blocks views to the south. The level of intactness is low. Man-built structures dominate views of natural resources. There is a low level of harmonious balance (Unity) between the highway structures and the adjacent neighborhood buildings. Pavement and man-built structures dominate the view. The overall level of quality in the existing condition is low.

Table 23. Summary of Existing Quality of Key View 4 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality of the Existing Condition is Low.		

KV - 4 Proposed Condition - Build Alternative **Figure 24**

Resource Change

The project would remove the NB Broadway off-ramp and extend 6th Street to the west beyond Broadway. Features added by the project would include two westbound through lanes and one eastbound through lane on 6th Street. The right lane at the vantage point would provide through and right turn circulation. The eastbound lane on the south side of 6th Street at the intersection would provide through and northbound (left) turn circulation to Franklin Street. On 6th Street there would be a two-way bicycle track along the north side, new pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot sidewalk on the north side, an 8-foot sidewalk and 4-foot landscaped strip on the south side, and street trees and tree grates where trees are in concrete sidewalk cut-outs.

The memorability of the view would increase to moderate with the project. Intactness would be increased to moderate with the removal of the Broadway off-ramp, extension of 6th Street to the west and the addition of sidewalks and street trees. Intactness would increase to moderate with the removal of the NB Broadway off-ramp. Unity or balance between man-built structures and natural features would increase to moderate with the removal of the Broadway off-ramp, the addition of space between the highway and the neighborhood buildings, and addition of street trees.

Viewer Response

The overall viewer response would be moderate. Resource change would be moderate and visual impacts would be moderate.

Table 24. Summary of Build Alternative: Key View 4 from 6th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 5- From Harrison Street Looking South at Posey Tube

KV-5 Existing Condition **Figure 25**

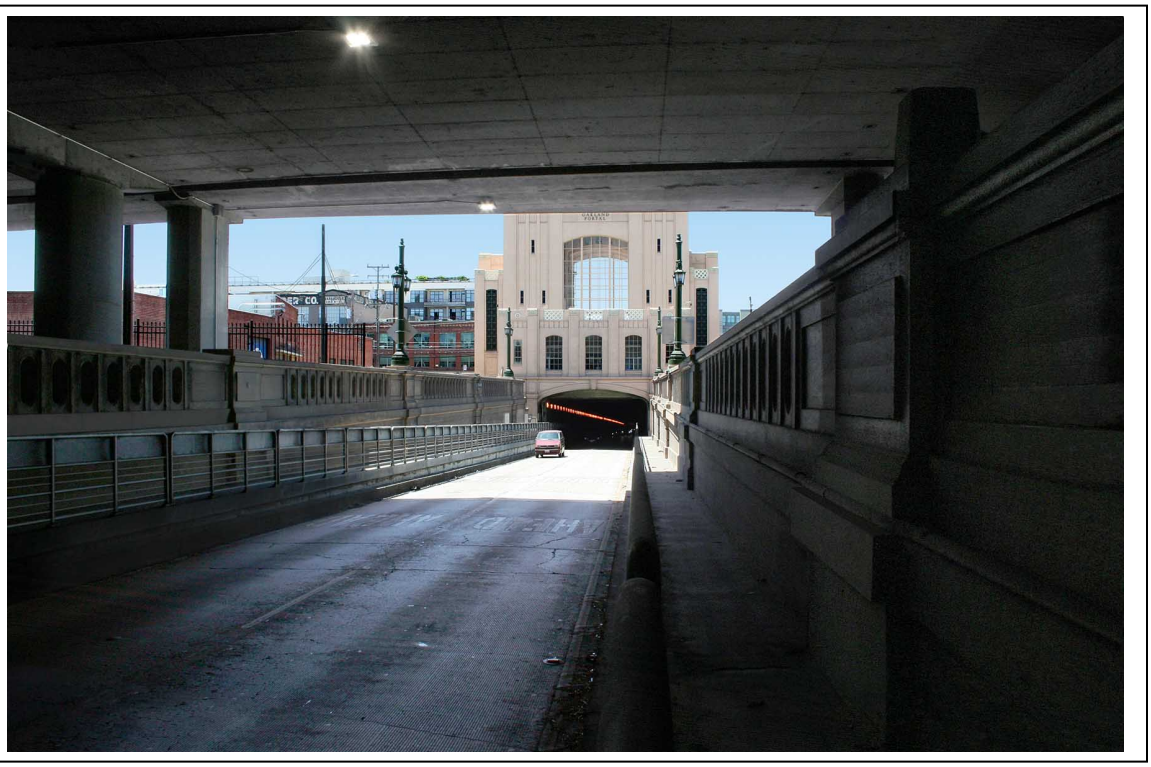


Photo Date: 3-25-2018

Key View 5 is a vantage point adjacent to Harrison Street from a pedestrian walkway that is closed to the public. The view looks south at the Posey Tube Portal Building, balustrade retaining walls, decorative lights on top of the walls, and the pedestrian walkways adjacent to the street. The westbound I-980 Jackson Street off-ramp and southbound I-880 on-ramp are overhead in the foreground. Southbound I-880 is behind the viewer. Harrison Street is a one-way northbound street. Passengers could see the view in the photo when turned in their seats. Drivers could see the view through rear view mirrors. Pedestrians on the east side walkway would have a similar view. Of the two pedestrian walkways, only the east side walkway (left side in photo) is operational. Beginning at 6th Street in Oakland, the east side walkway continues southward, through Posey Tube on the east side, and emerges on a pedestrian walkway at Webster Street in Alameda. In Oakland, the walkway also connects with a stairwell on the east side of the Portal Building, providing access to the upper level of Harrison Street.

As described in Section VI of this report, Posey Tube is a 1928 Art Deco style structure designated City of Oakland Landmark #110. The Architecture is moderately grand in scale, precise and ornate in character and is well-preserved.

The memorability of the Posey Tube complex is high. The architecture and decorative features of the portal building and the ornate and parallel balustrade walls and lights are memorable. The level of intactness is moderate from the vantage point. The I-880 highway intrudes upon the historic balustrade walls. The level of unity is high. There is a harmonious balance between the design of the Portal Building and the parallel balustrade walls that appear to radiate from the building. The overall level of quality of views in the existing condition is moderate-high.

Table 25. Summary of Existing Quality of Key View 5 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
High	Moderate	High
Overall Quality of the Existing Condition is Moderate-High		

KV - 5 Proposed Condition - Build Alternative **Figure 26**

Resource Change

The project would alter the alignment of northbound Harrison Street to provide two alternative routes to 6th Street. See Figure 27 below.

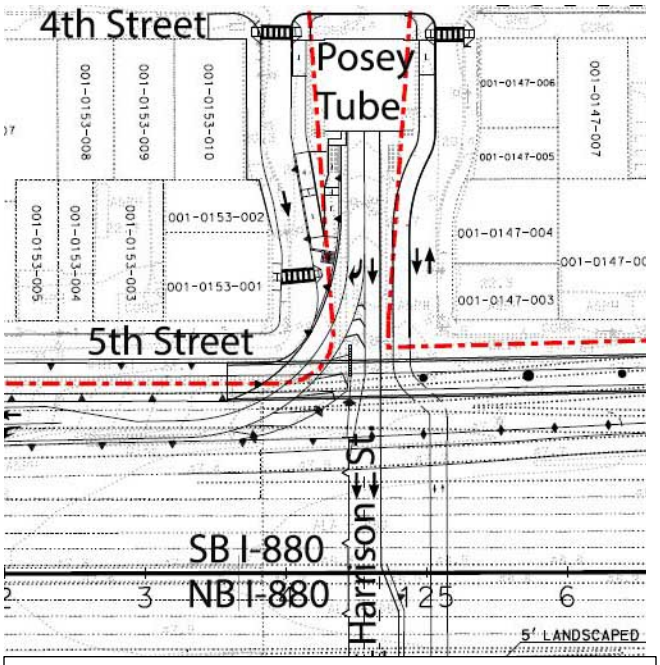


Figure 27: Site Map at Posey Tube

From the Portal Building motorists could drive north on Harrison Street to 6th Street or turn right and connect with 5th Street. The alternate route to 5th Street would ease congestion at the intersection of Harrison and 6th Streets and the multitude of vehicles entering downtown Oakland at a single location. To accommodate the alternative route to 5th Street, the balustrade wall on the east side of Harrison Street would be removed and replaced with a curved wall. The architectural details of the replacement wall would be subject to review in accordance with the National Historic Preservation Act, Section 106.

The Jackson Street off-ramp would be straightened horizontally and sloped to down to connect with 5th Street at a new location closer to Alice Street. The southbound I-880 Jackson Street on-ramp would be narrowed over Harrison Street. With the new configuration of the two overhead ramps, space would be opened to the sky between them allowing the penetration of natural light to the pavement below.

The quality of views would depend on how well the new architectural features blend with the existing details. The level of vividness would be reduced from high to moderate. Contributing to the high level of vividness in the existing condition is the symmetry and perspective of the balustrade walls that highlight the grand focal point of the view which is Posey Portal Building. With the Harrison to 5th Street connector, that element would not be present. It is also true that the view shown in Figure 26 would be limited to passengers turned in their seats and drivers looking through rear view mirrors since the direction of travel would remain one way in a northbound direction. The pedestrian and bicycle paths on both sides of lower Harrison Street would be closed in the vicinity of the view. The symmetry of the existing condition can be viewed by pedestrians farther to the north at 6th Street. However, the vantage point at that location is in a high traffic area and is not conducive to lingering in the street to look at the view.

Intactness would be reduced from moderate to moderate-low in the context of altering the purposeful organization of an existing historic structure into something different that no longer achieves the original effect. The quality of unity would be reduced to moderate. The Portal

Building would still be the center of focus from vantage points in Harrison Street, maintaining a somewhat harmonious balance between the location of the walls and the Portal Building.

Viewer Response
With the project features, the overall viewer response would be moderate. The resource change would be moderate. Visual impacts would be moderate.

Table 26. Summary of Build Alternative: Key View 5 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: High	*Existing: Moderate*	*Existing: High*
Build Alternative: Moderate	Build Alternative: Moderate-Low	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 6- From 5th Street Looking West at Jackson Street and I-880

KV-6 Existing Condition **Figure 28**

Photo Date: 3-25-2018

Key View 6 is a vantage point on 5th Street (east of the intersection with Jackson Street) looking west. Southbound I-880 is in the foreground to the right in the photo. The westbound I-980 Jackson Street two lane off-ramp is visible in the distance to the left of I-880. 5th Street has a single eastbound travel lane with parallel parking on both sides. The urban environment consists of medium-rise multi-family residential and low- and medium-rise commercial structures. Vegetation is at the edge of the highway.

Vividness is low. There is a dominance of concrete structures in the area that diminish the memorability of the view. Intactness is low. The WB I-980 Jackson Street off-ramp and the I-880 viaduct encroach on views from 5th Street. The level of unity is moderate. The natural features in the view consist of the horizon and of the landscaping on the south edge of I-880. These features are concentrated in the middle view. Man-built structures are on either side and at the street level. The balance of the natural and man-built features is at a moderate level. The overall level of quality of views in the existing condition is low.

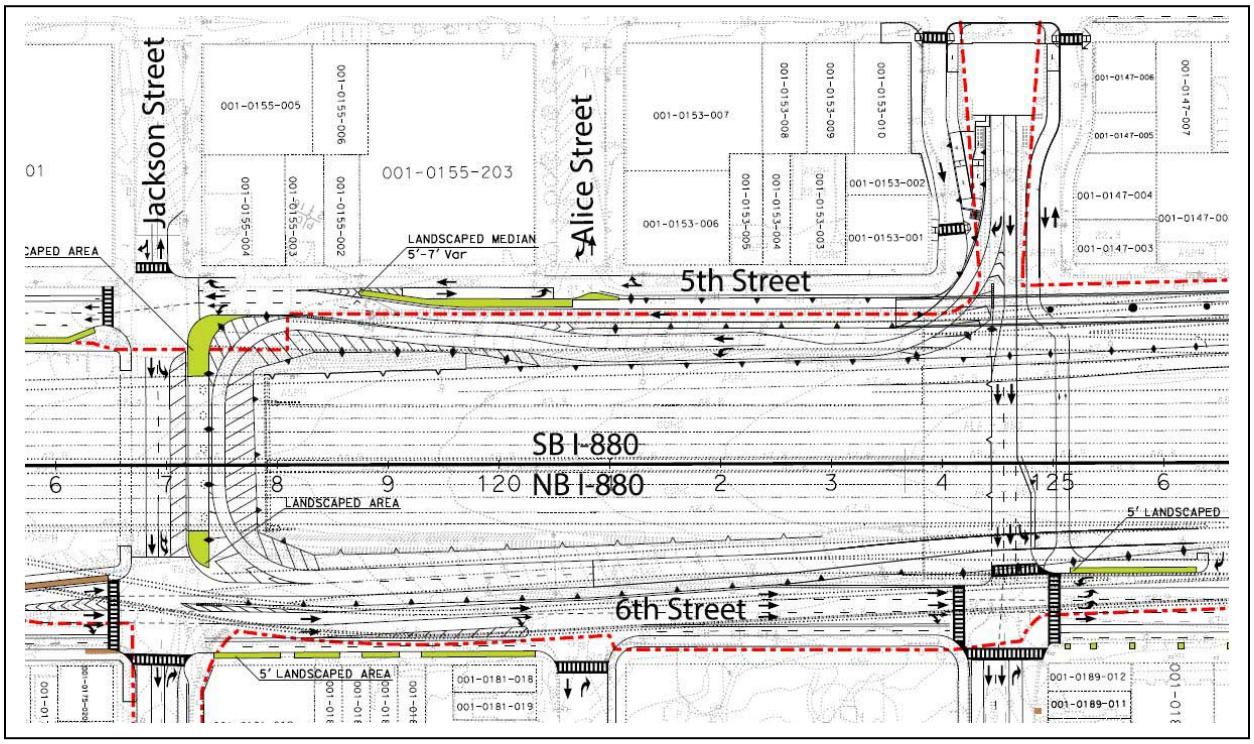
Table 27. Summary of Existing Quality of Key View 6 from 5th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Moderate
Overall Quality of the Existing Condition is Low		

KV - 6 Proposed Condition - Build Alternative **Figure 29**

Resource Change

The project would reconfigure 5th Street. The WB I-980 Jackson Street off-ramp, shown to the left of I-880 in the simulated view, would be a one-lane off-ramp connecting with 5th Street just west of Alice Street. The two lanes next to I-880 would be the proposed Harrison to 5th Street connector for northbound vehicles emerging from the Posey Tube from Alameda to Oakland. The lane closest to I-880 would be a controlled lane with median barrier to direct traffic around a horseshoe connector under I-880 and emerge on to 6th Street. The second lane to the south would be a 5th Street eastbound through lane. The third lane to the south of I-880 would accommodate traffic from the WB I-980 Jackson Street off-ramp. The fourth lane from I-880 would be a local one-way eastbound lane connecting Harrison Street to 5th Street. The lane would continue to Jackson Street and provide a right turn at Alice Street. Finally, there would be a short-two lane travel route adjacent to the Alice Street condominium building to provide access to their garage and circulation between Alice and Jackson Streets. A circulation map shown in Figure 30 below illustrates the configuration of the travel lanes.

Figure 30 **Site Map of Posey Tube to 6th Street Circulation**



A landscaped median with trees would be added between the WB Jackson Street off-ramp lane and the local 5th Street traffic lane. Landscaping would be added on the south edge of I-880 behind a new retaining wall and between the I-880 abutment and Jackson Street curb between 5th and 6th Streets.

The relocation of the Jackson Street off-ramp would diminish the length of retaining wall visible from 5th Street. Landscaping and trees would be added to the view. With the project features, vividness would be increased to moderate. Intactness would remain low. The quantity and mass of pavement and structures intruding on views of the natural environment would be similar to the existing condition. The level of unity would be increased with the Build Alternative to moderate. With landscaping added to the view, there would be an increase in the balance between natural features and man-built structures.

Viewer Response

The project features would enhance the visual quality of the environment. With the project features, the overall viewer response to the change in views of visual resources would be moderate. Resource change would be moderate and visual impacts would be moderate.

Table 28. Summary of Build Alternative: Key View 6 from 5th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Moderate*
Build Alternative: Moderate	Build Alternative: Low	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 7- From Harrison Street Looking North at I-880

KV-7 Existing Condition **Figure 31**

Photo Date: 3-25-2018

Key View 7 is a vantage point on Harrison Street looking north. The Posey Tube Portal Building is to the left in the view. The WB I-980 Jackson Street off-ramp and I-880 are in the distance. The off-ramp connects with eastbound 5th Street beyond the red brick building to the right. The urban environment consists of the historic Posey Tube complex with portal building, balustrade walls and lights. Low- and medium-rise commercial buildings are adjacent to Posey Tube on 4th, 5th and Harrison Streets.

The Posey Tube site when viewed from various vantage points is memorable and vivid. Views of the 1928 Art Deco Architecture and symmetrical site design with the parallel balustrade walls have a moderate level of vividness from the vantage point. The level of intactness from the vantage point is moderate. The highway structures intrude on views of the horizon and on the balustrade walls underneath the I-880 viaduct. The level of unity is moderate-low. The highway structures and adjacent commercial buildings are not in a harmonious balance with the historic Posey Tube site. The overall level of quality of views in the existing condition is moderate.

Table 29. Summary of Existing Quality of Key View 7 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Moderate	Moderate	Moderate-Low
Overall Quality of the Existing Condition is Moderate.		

KV - 7 Proposed Condition - Build Alternative **Figure 32**

Resource Change

The project would remove vehicle parking on the west side of Harrison Street and add a pedestrian/bicycle path next to the Posey Portal Building. The path would continue to the north and enter a ramp visible in the middle-ground view with new balustrade walls and railings. The path would provide access from Alameda via an improved pedestrian path on the east side of the Posey Tube.

The project would add a Harrison Street to 5th Street connector. A new decorative wall would be added along the south edge of the connector, visible in the distance beyond the red brick building to the right in the photo. There would continue to be a single-lane through road to 5th Street from the upper level of Harrison Street.

The WB I-980 Jackson Street off-ramp would be moved to the south with the ramp structure sloping downward to the right in the view. The existing condition is a flat horizontal ramp that begins to slope downward beyond the red brick building, out of view from the vantage point.

Vividness would increase to moderate-high. The project features would enhance the quality of the existing environment. With the removal of vehicular parking next to the Portal Building and addition of the pedestrian/bicycle path, there would be a more generous setting for the historic building. The addition of the new walls and the curve to the east augments the historic characteristics of the setting.

Intactness would be increased to moderate-high. There would be more man-built structures in the view, but they would enhance the site rather than diminish the existing quality of the view.

Unity would increase to moderate-high with the addition of the new wall at the edge of the Harrison Street to 5th Street connector. The addition of a context sensitive wall into existing spaces that separate communities (historic on one side; early 20th-century commercial on the other side),

would unify architectural styles and land uses. The Posey Tube design aesthetic would be integrated into the surrounding environment.

Viewer Response
With the project features, the overall viewer response to the change in views would be moderate-low. The level of resource change would be moderate and visual impacts with the Build Alternative from the vantage point would be moderate.

Table 30. Summary of Build Alternative: Key View 7 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Moderate	*Existing: Moderate*	*Existing: Moderate-Low*
Build Alternative: Moderate-High	Build Alternative: Moderate-High	Build Alternative: Moderate-High
Overall Viewer Response would be Moderate-Low.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 8- From Harrison Street Looking East at 5th and I-880

KV-8 Existing Condition **Figure 33**

Photo Date: 3-25-2018

Key View 8 is a vantage point on Harrison Street looking east toward the Posey Tube balustrade wall and beyond to the Harrison Street to 5th Street local road. The Harrison Street name applies to the streets beyond the two balustrade walls at the upper level and to the lower road between the walls that emerges from the Posey Tube. The tan triangular shape in the lower left corner of the photo is the top of the west balustrade wall. The Posey Tube Portal Building is behind the vantage point. The WB I-980 Jackson Street off-ramp and I-880 are in the distance to the left in the photo. The off-ramp connects with eastbound 5th Street beyond the red brick building. The urban environment consists of the historic Posey Tube complex with portal building, balustrade walls and lights and low- and medium-rise commercial buildings. The medium-rise building in the distance beyond the red brick building is the Alice Street condominiums.

The overall quality of the view from Harrison Street is low. In general, the Posey Tube site when viewed from various vantage points is highly memorable and vivid. The 1928 Art Deco Architecture and site design with the parallel balustrade walls is symmetrical and memorable. The level of intactness from the vantage point is low. The highway structures intrude on views of the horizon. The level of unity is low. The diversity of structures and urban spaces do not relate to one another and are not in a harmonious balance. The overall level of quality of views in the existing condition is low.

Table 31. Summary of Existing Quality of Key View 8 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality of the Existing Condition is Low.		

KV - 8 Proposed Condition - Build Alternative **Figure 34**

Resource Change

The project would add a northbound Harrison Street to eastbound 5th Street connector for traffic coming from Alameda and emerging from the Posey Tube into Oakland. A new wall would be added to the south side of the connector, following the curve of the new road. Historic lights from the Posey Tube area would be relocated to the new wall. The WB I-980 Jackson Street off-ramp to the left in the view would be moved to the south. The ramp would connect with 5th Street just south of the Alice Street intersection beyond the red brick building. Harrison Street next to the red brick building would continue to be a one-lane eastbound local street connecting to eastbound 5th Street.

The project features would enhance the appearance of the existing environment. The new structures and locations would be an integral part of the spaces through and around the neighborhood rather than separated as in the existing condition. The historic style elements of the Posey Tube site would be better integrated with the adjacent structures. Vividness would increase to moderate-high with the project features. Intactness would increase to a value of moderate-high. The existing low value of unity would be increased to moderate-high. There would be a moderate-high level of harmonious balance between all existing and new structures in the view.

Viewer Response

With the project features, the overall viewer response to the changes in the view would be moderate. Resource change would be moderate and visual impacts would be moderate with the project features.

Table 32. Summary of Build Alternative: Key View 8 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate-High	Build Alternative: Moderate-High	Build Alternative: Moderate-High
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 9- From I-880 Looking West at I-880

KV-9 Existing Condition **Figure 35**

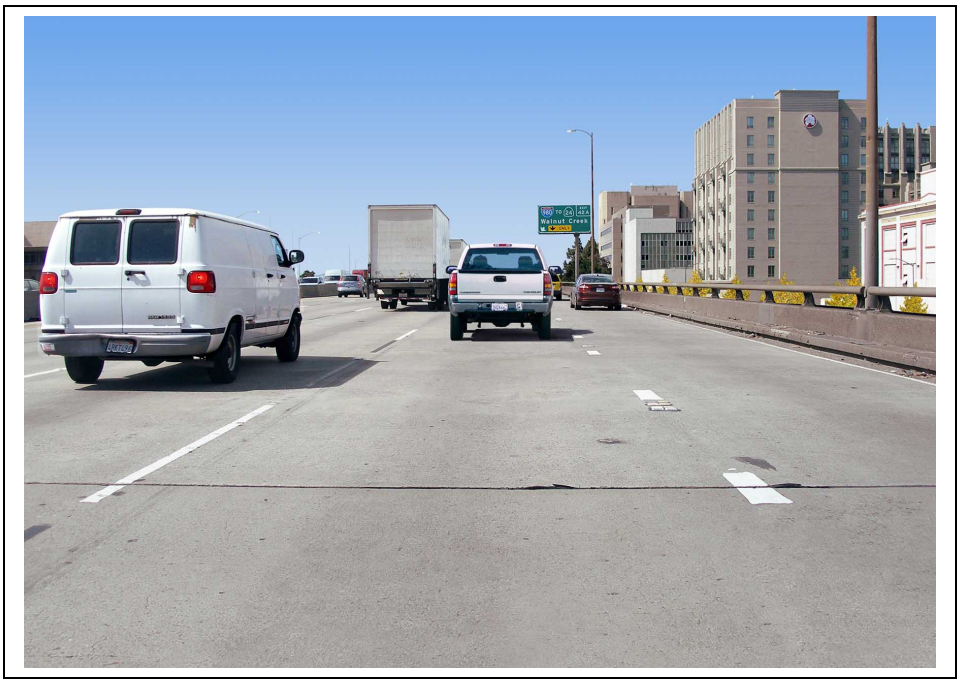
Photo Date: 3-25-2018

View 9 is a vantage point on northbound I-880 (Sta 131) between Webster and Franklin Streets. There are 5 lanes each in the northbound and southbound directions plus off-ramps. The green overhead sign in the distance is above the I-980 EB connector. The vehicle shown to the right beyond the barrier is on the I-880 NB Broadway off-ramp. The medium-rise buildings to the right in the photo listed from the most distant to the closest in the view are the Oakland Police Department, a commercial building and the Salvation Army. Medium- and high-rise commercial and public buildings are visible to the north of the highway.

The view is somewhat memorable as an elevated view of the Oakland cityscape and distant East Bay hills. Downtown Oakland is to the north and the Jack London Square district is to the south. From the vantage point, views are the horizon are wide, extending in all directions. The level of vividness is moderate. Intactness is moderate. Views of the horizon through the highway corridor are intruded upon to a moderate degree by overhead directional signs. A sign bridge, hidden by the white panel truck in the view, is in the distance. The horizon is visible in the middle view, urban buildings are to the north and south of the highway corridor. The level of unity is moderate. The overall level of quality of views in the existing condition is moderate.

Table 33. Summary of Existing Quality of Key View 9 from I-880 Vantage Point		
Vividness	**Intactness**	**Unity**
Moderate	Moderate	Moderate
Overall Quality of the Existing Condition is Moderate.		

KV - 9 Proposed Condition - Build Alternative **Figure 36**



Resource Change

The project would remove the I-880 NB Broadway off-ramp. Trees would be added by the project along 6th Street to the right in the view forming a long row of vegetation next to I-880. With maturity, the tops of the trees would be above the highway level. In the simulated photo, they are shown beyond the railing.

The quality of vividness from the vantage point with the project features would be moderate. The level of intactness would increase somewhat but would remain moderate with the removal of the off-ramp. The level of unity would be moderate. The appearance from the vantage point would have the same level of balance between natural and man-built structures in the view as in the existing condition.

Viewer Response

The removal of the Broadway off-ramp would enhance views to the north somewhat. The barrier limits views from many standard sized vehicles. Where drivers have an elevated vantage point from trucks, there would be less concrete roadway in view. The eventual mature growth of trees along that edge would enhance the view. With the project features, the overall quality of the view from the vantage point would be moderate. Viewer response would be moderate. The level of resource change would be moderate-low and visual impacts would be moderate with the Build Alternative.

Table 34. Summary of Build Alternative: Key View 9 from I-880 Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Moderate	*Existing: Moderate*	*Existing: Moderate*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate.		
Resource Change would be Moderate-Low.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 10- From Harrison Street Looking South at I-880

KV-10 Existing Condition **Figure 37**

Photo Date: 11-7-2019

View 10 is a vantage point on Harrison Street looking south toward the NB Broadway off-ramp at I-880. Posey Tube is visible in the distance beyond the columns supporting the viaduct. Harrison Street is a two-lane, one-way northbound local street. Behind the viewer, two additional lanes to the north take traffic to I-880. 6th Street is to the right in the photo. It is a one-lane, eastbound local street that connects with Harrison Street as a northbound through lane to downtown Oakland. Chinese Garden Park is to the left beyond the photo. Residential and low-rise commercial buildings are to the right in the photo.

The quality of vividness is low and not memorable. The NB I-880 Broadway off-ramp is in the near view partially blocking views to the south of the horizon and of Posey Tube. The remnants of the Posey Tube monument columns are underneath the off-ramp. Parking lots are to the right under the highway. The quality of intactness of the view is low. The off-ramp intrudes on views of Posey Tube to the south, Chinese Garden Park to the east and the neighborhood to the right in the photo on 6th Street. Unity is low. The balance between man-built structures and natural features in the view is not harmonious. The highway structures dominate the view. The overall level of quality in the existing condition is low. The overall level of quality of views in the existing condition is low.

Table 35. Summary of Existing Quality of Key View 10 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality of the Existing Condition is Low.		

KV - 10 Proposed Condition - Build Alternative **Figure 38**

Resource Change
The project would remove the I-880 NB Broadway off-ramp. 6th Street would be extended to Oak Street. Features added by the project would include three westbound lanes to the east of the intersection and four lanes to the west with one westbound through lane, two westbound left-turn-only lanes (into parking lots under the highway) and one eastbound left-turn-only lane (to Harrison Street).

A two-way bicycle track would be installed along the north side of 6th Street, as well as new pavement striping, pedestrian crosswalks, street and traffic lights and a 12-foot sidewalk on the north side of 6th Street with street trees in concrete cut-outs and with tree grates. No sidewalk would be added on the south side of the street where the I-880 6th Street NB on-ramp is located. A southbound right-turn-only lane would be added to Harrison to turn right on 6th Street. The ends of the Posey Tube balustrade walls would include architectural elements similar to the original balustrade walls. The architectural details of the replacement structures would be subject to review in accordance with the National Historic Preservation Act, Section 106. Some landscaping near the intersection would be added in front of the Jackson Street on-ramp retaining wall.

Vividness would increase to moderate. The Broadway off-ramp would be removed creating more space in the area and diminishing the dark shadows at street level. Intactness would increase to moderate with the removal of the off-ramp and the addition of landscaping and other project improvements. Unity would increase to moderate.

Viewer Response
The project features would improve the existing environment. The south edge of the Chinese Garden Park would have a spacious setting next to the landscaped boulevard. Street trees would improve the balance between man-built structures and natural features in the view. With the project features, the overall level of quality would be moderate. Viewer response to the changes in the view would be moderate-low. Resource change would be moderate and visual impacts would be moderate.

Table 36. Summary of Build Alternative: Key View 10 from Harrison Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate-Low.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

KEY VIEW (KV) 11- From 5th Street Looking West at I-880

KV-11 Existing Condition **Figure 39**

Photo Date: 3-25-2018

View 11 is a vantage point on 5th Street (west of the intersection with Jackson Street) looking west. The WB I-980 Jackson Street off-ramp and I-880 are beyond 5th Street. The Alice Street condominiums are to the left in the photo. 5th Street consists of one eastbound through-lane and parking on the sides. The off-ramp has two east-bound lanes. Separating off-ramp lanes from 5th Street is a retaining wall that transitions to a paved median as the off-ramp descends to meet the level of 5th Street at the intersection with Jackson Street. A sidewalk is on the south side of the street. Landscaping is on the east side next to the highway. Medium- and low-rise multi-family residential and commercial buildings are in the neighborhood. Also see the discussion for View 6 which is similar.

As described in View 6, the element of vividness is low. There is a dominance of concrete structures in the area that diminishes the memorability of the view. Intactness is low. The WB I-980 Jackson Street off-ramp and the I-880 retaining wall encroach on views from 5th Street. The level of unity is moderate-low. The natural features in the view consist of the horizon and of the landscaping on the south edge of I-880. These features are concentrated in the middle view. Man-built structures are on either side and at the street level. The overall level of quality of views in the existing condition is low.

Table 37. Summary of Existing Quality of Key View 11 from 5th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Moderate-low
Overall Quality of the Existing Condition is Low.		

KV - 11 Proposed Condition - Build Alternative **Figure 40**

Resource Change

See View 6 for a full description of the project travel lanes and circulation in this area. In the simulated view of the proposed project, the WB I-980 Jackson Street off-ramp would be moved to the south, away from I-880 to accommodate the Posey Tube connection to the Jackson Street horseshoe connector. The off-ramp would touch down further west on 5th Street than in the existing condition. There would be a new low retaining wall between the off-ramp and the highway with new landscaping added. Retaining walls along the south side of I-880 would be modified. They would receive aesthetic treatment including color, texture and/or patterns to reduce visual impacts, glare and possible incidence of graffiti. Between the WB Jackson Street off-ramp lanes and the 5th Street traffic lanes, there would be a landscaped median with trees. The utility pole in front of the Alice Street condominiums would be removed and the lines undergrounded. A light would be added.

With the project features, vividness would be increased to moderate. Intactness would remain low. The quantity and mass of structures intruding on views of natural features would remain approximately the same. The level of unity would be increased to moderate. With landscaping added to the view, there would be an increase in the balance between natural features and man-built structures.

Viewer Response

As described in View 6, the project features would enhance the appearance of the environment. The relocation of the Jackson Street off-ramp would diminish the length of retaining wall in views from 5th Street between Jackson and Alice Streets and would add trees and shrubs to the view. With the project features, the overall level of quality would be moderate. Overall viewer response would be moderate-low. Resource change would be moderate and visual impacts would be moderate. See Table 38 below.

Table 38. Summary of Build Alternative: Key View 11 from 5th Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Moderate-Low*
Build Alternative: Moderate	Build Alternative: Moderate	Build Alternative: Moderate
Overall Viewer Response would be Moderate-Low.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

Retaining Walls: Oakland

The project would construct new retaining walls that would be visible from local streets in Oakland. They would be at the NB I-880 Jackson Street on-ramp, the WB I-980 Jackson Street off-ramp, and the new horseshoe connector at Jackson Street and additional locations as described in Table 40 below. In addition to the Key View discussions about project walls, this paragraph provides a general evaluation. The existing condition in all locations have existing walls and highway structures and columns.

Views are not memorable, include man-built structures intruding on natural features and do not have a harmonious balance between structures and natural features in existing views. Levels of vividness, intactness and unity are all low. The overall level of quality of views in the existing condition is low.

Table 39. Summary of Existing Quality of Views of Retaining Walls From Local Street Vantage Points		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality in the Existing Condition is Low.		

Resource Change

The project would add concrete retaining walls described in Table 40. The walls would be in locations similar to the existing. They would be treated with context-sensitive architectural textures and motifs to enhance their appearance.

Table 40 lists the retaining walls needed for the project, including their locations and approximate dimensions.

Table 40. Locations and Dimensions of Retaining Walls

Wall Number	Location	Type(s)	Approx. Length (feet)	Height (feet)	Excavation Depth (feet)
OAKLAND					
1	Supporting Harrison Street as Posey Tube right lane runs onto 5th Street	Reinforced Concrete (RC) Wall/Soldier Pile and Timber Lagging Wall (based on max wall height = 12' + Cast in Drill Hole (CIDH) depth = 24'	215	8 to 12	36
2	Supporting the existing fill in front of the existing abutment at Harrison Street	Barrier (Trench)/Type 1 Cantilever Wall	65	8 to 30	13
3	Supporting I-880 mainline	Soldier Pile and Ground Anchor Wall	410	24 to 32	28
4	Supporting Jackson Street abutment	Ground Anchor Wall (based on height from existing grade to base of wall)	145	17	2
4A	Supporting Jackson Street abutment	Soldier Pile and Timber Lagging Wall (max wall height = 9' + CIDH depth = 18')	60	10	20
4B	Supporting Jackson Street abutment	Soldier Pile and Timber Lagging Wall (max excavation depth = 19' + CIDH depth = 18')	60	14	20
5	Supporting cut slope south of 6th Street and parallel to existing NB I-880 Broadway off-ramp	Type 1 Cantilever Wall/ Soldier Pile and Ground Anchor with Timber Lagging Wall (max wall height = 22' + CIDH depth = 22')	510	4 to 22	44
6	Posey Tube bicycle/pedestrian switchback	RC Wall/Soldier Pile and Timber Lagging Wall (typical excavation depth below exist sidewalk = 1' + CIDH depth = 22')	105	10	32
7	Support along NB I-880 Oak Street off-ramp to accommodate an additional left-turn pocket	Type 7 Retaining Wall (max wall height)	215	4 to 10	6
8R	Supporting the reconstruction of the WB I-980 Jackson Street off-ramp (north wall)	Soldier Pile with Timber Lagging Wall and Lightweight Cellular Concrete (LCC) Fill and Earth Fill (max excavation depth = 29' + CIDH depth = 26')	230	24	32
8L	Supporting the reconstruction of the WB I-980 Jackson Street off-ramp (south wall)	Type 1 Cantilever Wall with LCC Fill and Earth Fill	225	22	6
9	At Harrison Street and 6th Street intersection, supporting additional left turn pocket for traffic from Posey Tube	Type 5 (Mod) Cantilever Wall	81	8	12
10	Supporting NB I-880 Oak Street off-ramp widening	Shotcrete Wall with LCC Fill	339	12	4

Vividness would increase to a value of moderate, intactness would increase to moderate-low and unity would increase to moderate. The overall level of quality with the Build Alternative retaining walls would be moderate.

Viewer Response:
The project would improve the appearance of retaining walls viewed from local Oakland streets. The new walls would include architectural treatment to make them more attractive than the existing walls. Some of the walls would include textures and others may include motifs to increase their attractiveness when viewed from the local streets. The overall viewer response to the change in visual resources with the Build Alternative would be moderate-low. Resource change would be moderate. Visual impacts with the Build Alternative would be moderate.

Table 41. Summary of Build Alternative: Retaining Walls from Local Street Vantage Points		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Moderate	Build Alternative: Moderate-Low	Build Alternative: Moderate
Overall Viewer Response would be Moderate-Low.		
Resource Change would be Moderate.		
Visual Impacts would be Moderate.		

Local Streets in Alameda
In Alameda, the urban environment within the project limits near Webster Street and the Posey Tube include low- and medium-rise buildings arranged in clusters within business parks. Set back from Webster Street, the buildings are surrounded by vegetation and partially screened by mature trees. The historic Posey Tube with its monumental pylons, retaining walls and portal building is a focal point in views to the northeast from the vantage point of Webster Street. See Figure 13. The Webster Tube portal building is a mid-20th century building with simple architecture. The Mariner Square shopping center is to the west and business park to the east. The walls adjacent to the Webster Street egress are tall, plain and with a smooth concrete finish.

The environments next to the Webster Street and the Posey Tube are memorable with the building set-backs and landscaping surrounding buildings. Vividness is high. Man-built structures are partially screened by vegetation. Intactness is moderate-high. Unity is high. There is a harmonious balance between man-built structures and natural features. The overall level of existing quality of the view is moderate-high.

Table 42. Summary of Existing Quality of Views Next to Posey Tube and Webster Street in Alameda from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
High	Moderate-High	High
Overall Quality in the Existing Condition is Moderate-High.		

Resource Change: Posey Tube Area, Alameda
The Build Alternative would add minor street striping, relocate the existing pedestrian/bicycle path to the west side of Mariner Square Drive, and widen to ten feet an existing eight-foot-wide bike/pedestrian path at Neptune Park on Webster Street in Alameda. See Figure 1C. Existing levels of vividness, intactness and unity would not change with the addition of the Build Alternative features.

Viewer Response: Posey Tube Area, Alameda
Overall reviewer response would be low. Resource change would be low. Visual impacts would be low with the Build Alternative.

Table 43. Summary of Build Alternative: Views Next to Posey Tube and Webster Street in Alameda from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: High	*Existing: Moderate-High*	*Existing: High*
Build Alternative: High	Build Alternative: Moderate-High	Build Alternative: High
Overall Viewer Response would be Low.		
Resource Change would be Low.		
Visual Impacts would be Low.		

Webster Tube Area: Alameda
The environments next to the Webster Tube egress consist of concrete walls and pavement. Views from the Webster Street tube egress road are not memorable. Vividness is low. Man-built structures dominate views from the road. Intactness is low. Unity is low. There is no harmonious balance between man-built structures and natural features.

Table 44. Summary of Existing Quality of Views Next to Webster Tube and Webster Street in Alameda from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
Low	Low	Low
Overall Quality in the Existing Condition is Low.		

Resource Change: Webster Tube
At the Webster Tube egress road, the project would add a bicycle/pedestrian path on the west side of southbound Webster Street at the Webster Tube. See Figure 1C. The path would not enhance or diminish the quality of existing views. The levels of vividness, intactness and unity would remain low.

Viewer Response: Webster Tube
The overall level of quality of views would remain low. Viewer response would be low, resource change would be low and visual impacts would be low with the Build Alternative features.

Table 45. Summary of Build Alternative: Views Next to Webster Tube and Webster Street in Alameda from Webster Street Vantage Point		
Vividness	**Intactness**	**Unity**
Existing: Low	*Existing: Low*	*Existing: Low*
Build Alternative: Low	Build Alternative: Low	Build Alternative: Low
Overall Viewer Response would be Low.		
Resource Change would be Low.		
Visual Impacts would be Low.		

SUMMARY OF VISUAL IMPACTS BY ASSESSMENT UNIT

A summary of visual impacts has been prepared for the following assessment unit. The visual assessment unit of the OAAP Project is localized both by its dimensions and visual resources within a relatively small area of the cities of Oakland and Alameda. The project area is reviewed as one visual assessment unit including views of the project from the highways and local streets

BUILD ALTERNATIVE

I-880

Key View 9- From I-880 Looking West at I-880

The vantage point for Key View 1 is on I-880 between Webster and Franklin Streets (Sta 131) in Oakland. The view, looking west from the motorist's perspective, evaluates the removal of the I-880 NB Broadway off-ramp. The memorability of the existing view is moderate with elevated views of the Oakland skyline, horizon and East Bay Hills. The level of intactness is moderate. Man-built structures such as overhead signs and adjacent buildings intrude on views of the horizon and East Bay Hills. There is a moderate level of unity between man-built structures and the natural environment.

The project would remove the I-880 NB Broadway off-ramp. Although not fully perceived from the vantage point, the total amount of concrete ramp removed would be approximately 1.4 acres (24-feet wide by 2,529-feet long). The removal of the viaduct would provide room on 6th Street to plant street trees. Upon maturity, views to the north from I-880 vantage points would include rows of trees. The level of vividness with the project features would remain moderate. The quality of intactness would increase somewhat but would remain moderate with the removal of the off-ramp. The balance between man-built structures and natural features would remain at a moderate level. The overall viewer response would be moderate, the resource change would be moderate-low and visual impacts would be moderate with the Build Alternative features.

Local Streets in Oakland

Key View 1 - From 6th Street Looking West at Jackson Street and I-880

The vantage point of Key View 1 is on 6th Street, east of the intersection with Jackson Street in Oakland. The view, looking west, evaluates the removal of the I-880 NB Broadway off-ramp and the improvement of 6th Street in this urban residential neighborhood. With the NB I-880 Broadway off-ramp dominating existing views, memorability (vividness), intactness, and unity are all low. The overall level of quality of views in the existing condition is low. The project would remove the Broadway off-ramp and add a retaining wall on the Jackson Street on-ramp. 6th Street would be improved by adding two northbound travel lanes, a two-way bicycle track, pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot wide sidewalk on the north side of the street, street trees and tree grates where trees are in concrete sidewalk cut-outs. Vividness, intactness and unity would all increase to moderate. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative features.

Key View 2 - From Alice Street Looking West at I-880 and Chinese Garden Park

The vantage point of Key View 2 is on Alice Street east of I-880 and 6th Street. The neighborhood Chinese Garden Park is to the west. The view, looking south, evaluates the removal of the I-880 NB Broadway off-ramp and the improvement of 6th Street in this residential neighborhood. In the existing condition, the off-ramp dominates views to the south. Vividness is moderate, intactness is moderate-low, and unity is moderate. The overall level of quality of views in the existing condition is moderate.

The project would remove the NB Broadway off-ramp, earth embankment and add a retaining wall at the 6th Street on-ramp. The project would change 6th Street to a one-way boulevard with

two northbound through lanes, a turn pocket at the intersection with Alice Street, add striping, pedestrian sidewalks, a two-way bicycle track on the north side, lights and signals and twelve-foot sidewalks on both sides. Street trees would be added by the project on the north side of 6th Street. Tree grates would be added in the sidewalk where concrete cut-outs are provided for street trees. Vividness would remain moderate. Intactness would increase to moderate and unity would remain moderate with the project features. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative features.

Key View 3- From 6th Street Looking West at Webster Street and I-880
The vantage point of Key View 3 is on 6th Street east of the intersection with Webster Street. The view, looking west, evaluates the removal of the I-880 NB Broadway off-ramp and the improvement of 6th Street in this multi-family and commercial neighborhood. In the existing condition, the NB Broadway off-ramp dominates views to the southwest and casts dark shadows at the street level. Levels of vividness, intactness and unity are low. The overall level of quality of views in the existing condition is low.

The project would remove the NB Broadway off-ramp. The project would add one northbound through lane, two left turn only lanes in the middle of 6th street connecting traffic to southbound Webster Street, Webster Tube and Alameda. A lane on the south edge of the street would be eastbound, left turn only, connecting traffic to northbound Harrison Street. A two-way bicycle track would be along the north side, new pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot sidewalk on the north side, an 8-foot sidewalk and 4-foot landscaped strip on the south side, street trees and tree grates where trees are in concrete sidewalk cut-outs. On the south side of the street, a 3-foot wide landscaped strip would be behind the sidewalk curb and planted with groundcover and trees. Vividness, intactness and unity would all be increased to moderate. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative features.

Key View 4- From 6th Street Looking West at Franklin Street and I-880
The vantage point of Key View 4 is on 6th Street east of the intersection with Franklin Street. The view, looking west on 6th Street, evaluates the removal of the I-880 NB Broadway off-ramp and the improvement of 6th Street in this urban commercial neighborhood with medium-rise buildings. The existing conditions are not memorable, intact or maintain a harmonious balance between man-built structures and the natural environment. Vividness, intactness and unity are all low. The overall level of quality of views in the existing condition is low.

The project would add to 6th Street two northbound through lanes and one southbound through lane between Broadway and Harrison Street. The right lane would provide through and right turn circulation. The far left lane, southbound, would provide through and northbound (left) turn circulation to Franklin Street. A two-way bicycle track would be added along the north side, new pavement striping, pedestrian crosswalks, street and traffic lights, a 12-foot sidewalk on the north side, an 8-foot sidewalk and 4-foot landscaped strip on the south side, street trees and tree grates where trees are in concrete sidewalk cut-outs. Vividness, intactness and unity would be increased to moderate. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative project features.

Key View 6- From 5th Street Looking West at Jackson Street and I-880
The vantage point of Key View 6 is on 5th Street east of the intersection with Jackson Street. The view, looking west on 5th Street, evaluates the relocation of the I-980 WB Jackson Street off-ramp to the south and shifting the touch down to the west, modifications to 5th Street, and the addition of the horseshoe connector on Jackson Street in this residential and commercial neighborhood. In the existing condition levels of vividness and intactness are low and unity is moderate. The overall level of quality of views in the existing condition is low.

The project would reconfigure 5th Street. The WB I-980 Jackson Street off-ramp would be shifted away from I-880 to the south. The off-ramp would have one lane and connect with 5th Street just west of Alice Street. The two lanes next to I-880 would be the proposed Harrison to 5th Street connector for northbound vehicles emerging from the Posey Tube from Alameda to Oakland. The lane closest to I-880 would be a controlled lane with median barrier to direct traffic around a horseshoe connector under I-880 and emerge on to 6th Street, connecting with the on-ramp to NB I-880. The second lane to the south would be a 5th Street eastbound through lane. The third lane to the south of I-880 would accommodate traffic from the WB I-980 Jackson Street off-ramp. The fourth lane from I-880 would be a local one-way eastbound lane connecting Harrison Street to 5th Street. The lane would continue to Jackson Street and provide a right turn at Alice Street. Finally, there would be a short-two lane travel route adjacent to the Alice Street condominium building to provide access to their garage and circulation between Alice and Jackson Streets.

In summary there would be more travel lanes and options of travel. Enhancements to the quality of views would include a landscaped median to the east of the local 5th Street travel lane, removal of the utility pole and lines on 5th Street and the addition of a new light in the same location as the removed pole. Landscaping would be added next to I-880 beyond the retaining wall and there would be landscaping added between the curb and the horseshoe connector barrier on Jackson Street. With the project features, vividness and unity would be moderate and intactness would remain low. The overall resource change, viewer response and visual impacts with the Build Alternative features would be moderate.

Key View 10- From Harrison Street Looking South at I-880

The vantage point of Key View 10 is on Harrison Street north of the I-880 NB Broadway off-ramp, I-880 and the intersection with 6th Street. Chinese Garden Park is to the east. The view, looking south on Harrison Street, evaluates the removal of the I-880 NB Broadway off-ramp and the improvement of 6th Street. The levels of vividness, intactness and unity are all low in this mixed-used urban commercial, residential, public park neighborhood. The overall level of quality of views in the existing condition is low.

The project would remove the NB Broadway off-ramp. 6th Street would be improved to include three westbound travel lanes, striping, a two-way bicycle track on the north side, landscaping and street trees on the north side, landscaping at the southeast corner of the intersection, new signals and lights. A parking lot would remain under the highway with access to 6th Street. The ends of the Posey Tube balustrade walls would include architectural elements similar to the original balustrade walls. Vividness, intactness and unity would increase to moderate. The overall viewer response would be moderate-low, resource change would be moderate and visual impacts would be moderate with the Build Alternative project features.

Key View 11- From 5th Street Looking West at I-880

The vantage point of Key View 11 is on 5th Street west of the intersection with Jackson Street. See the summary for View 6 which is the similar to the summary for View 11. The overall level of quality of views in the existing condition is low. With the project features, vividness, intactness and unity would be increased to moderate. The overall viewer response would be moderate-low, and the resource change and visual impacts would be moderate with the Build Alternative project features.

Posey Tube

Key View 5- From Harrison Street Looking West at Posey Tube
The vantage point of Key View 5 is on Harrison Street north of Posey Tube. The view, looking south at the historic 1928 Art Deco style structure and decorative balustrade walls and lights, evaluates the realignment of the northbound Harrison Street and alterations to the WB I-980 Jackson Street off-ramp in this commercial neighborhood. Levels of vividness and unity are high, and intactness is moderate. The overall level of visual quality in the existing condition is moderate-high.

Over Harrison Street, the project would straighten and realign the Jackson Street off-ramp to the south (separating it from I-880), shift the 5th Street touch down to the west. The revised configuration would allow more penetration of light on Harrison Street. On Harrison Street, the existing lane on the east side of the road would curve to the east and connect with 5th Street in between I-880 and the Jackson Street off-ramp. The existing balustrade wall at the edge of the travel lane would be removed and replaced with a curved wall. The architectural features of the new wall would be similar to the existing historic design, subject to review in accordance with the National Historic Preservation Act, Section 106. The historic lights would be relocated to the new wall. The original symmetry of parallel balustrade walls on the building would be changed. With the project features, vividness and unity would be diminished to moderate and intactness would be diminished to moderate-low. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative project features.

Key View 7- From Harrison Street Looking East at I-880
The vantage point of Key View 7 is on the upper street level of Harrison Street east of the historic Posey Tube Portal Building. The view, looking north at the WB I-980 Jackson Street off-ramp and I-880, evaluates the realignment of the Jackson Street off-ramp, northbound Harrison Street and alterations to the existing balustrade walls to accommodate a bicycle ramp connecting upper Harrison Street with the Posey Tube. The neighborhood land use is commercial. Vividness and intactness are moderate, and unity is moderate-low. The overall level of visual quality in the existing condition is moderate.

The project would shift the WB I-980 Jackson Street off-ramp to the south, sloping it downward to connect with 5th Street at Alice Street, west of where the off-ramp touches down in the existing condition. Harrison Street would continue to be a one-lane northbound local street connecting to eastbound 5th Street. The project would add a bicycle track on the east side of the Posey Portal building, eliminating vehicle parking in this area. The existing balustrade walls and staircase leading down to the entrance to Posey Tube would be reconfigured to accommodate a ramp. The new balustrade wall would be similar to the existing design, subject to review in accordance with the National Historic Preservation Act, Section 106. The project features would enhance the appearance of the existing environment by extending the balustrade wall design to the east and integrating it into the surrounding space. Vividness, intactness and unity would be moderate-high with the project features. The overall viewer response would be moderate-low. Resource change and visual impacts would be moderate with the Build Alternative project features.

Key View 8- From Harrison Street Looking East at 5th and I-880
The vantage point of Key View 8 is on the upper street level of Harrison Street northwest of the historic Posey Tube Portal Building. The view, looking east at the WB I-980 Jackson Street off-ramp and I-880, evaluates the realignment of the Jackson Street off-ramp and the Harrison Street connector to eastbound 5th Street in this commercial neighborhood. Levels of vividness, intactness and unity in the view are low in the existing condition. The overall level of visual quality in the existing condition is low.

The project would alter the Jackson Street off-ramp, sloping it downward to meet 5th Street to the west of its existing location. The existing ramp has a more gradual slope. Harrison Street at the upper street level would continue to be a one-lane northbound local street connecting to eastbound 5th Street. On the lower Harrison Street, the existing lane on the east side of the road would curve to the east and connect with 5th Street. The existing balustrade wall at the edge of the travel lane would be removed and replaced with a curved wall. The architectural features of the new wall would be similar to the existing historic design, subject to review in accordance with the National Historic Preservation Act, Section 106. The historic lights would be relocated to the new wall. The project features would improve views of the existing condition from the vantage point. Vividness, intactness and unity would be moderate-high. The overall resource change, viewer response and visual impacts would be moderate with the Build Alternative project features.

Retaining Walls

The project would construct new retaining walls that would be visible from local streets in Oakland. See the discussions in the sections above. The walls would be next to the I-880 ramps and at the Posey Tube. They would be consistent with the existing highway structures in the existing condition. Levels of vividness, intactness and unity are all low in the existing condition. The overall level of visual quality in the existing condition is low. The project would add concrete retaining walls described in Table 40. The walls would be in locations similar to the existing. They would be treated with context-sensitive architectural textures and motifs to enhance their appearance. Vividness and unity would increase to a value of moderate. Intactness would increase to moderate-low with the project features. The overall viewer response would be moderate-low. Resource change and visual impacts would be moderate with the Build Alternative project features.

Local Streets in Alameda

The existing conditions at local streets in Alameda were evaluated from vantage points on Webster Street looking northeast toward the Posey Tube and from Webster Street looking toward the Webster Tube.

From Webster Street the existing environment consists of commercial land uses with the Mariner Square shopping center to the west and a business park to the east. Buildings are set back from Webster Street, are clustered in units and surrounded by landscaping and groves of screening trees. An existing pedestrian/bike path that connects with the Posey Tube is east of Webster Street. The levels of quality in the existing condition are high for vividness and unity and moderate-high for intactness. The project would add minor street striping, relocate the existing pedestrian/bicycle path to the east next to Mariner Square Drive, and widen to ten feet an existing eight-foot-wide bike/pedestrian path in Neptune Park on Webster Street in Alameda. With the project features, the levels of quality would remain the same as in the existing condition. The overall resource change, viewer response and visual impacts would be low with the Build Alternative project features.

Views from Webster Street looking at the Webster Tube consist of tall smooth concrete walls on both sides. Vividness, intactness and unity are low in the existing condition. The project would add a bicycle/pedestrian path on the west side of southbound Webster Street. The quality of the views would remain the same as in the existing condition. The overall resource change, viewer response and visual impacts would be low with the Build Alternative project features.

The table below summarizes and compares the narrative ratings for the project's one visual assessment unit including visual resource change, viewer response, and visual impacts for the Build Alternative for each key view.

Table 46. Summary of Key View Narrative Ratings				
ONE VISUAL ASSESSMENT UNIT	KEY VIEW	BUILD ALTERNATIVE		
		Resource Change	**Viewer Response**	**Visual Impact**
Local Street in Oakland (LSO)	1	M	M	M
LSO	2	M	M	M
LSO	3	M	M	M
LSO	4	M	M	M
Posey Tube	5	M	M	M
LSO	6	M	M	M
Posey Tube	7	M	M-L	M
Posey Tube	8	M	M	M
I-880	9	M-L	M	M
LSO	10	M	M-L	M
LSO	11	M	M-L	M
Retaining Walls	-----	M	M-L	M
Local Street in Alameda (LSA) Webster St near Posey Tube	-----	L	L	L
LSA Webster Tube	-----	L	L	L

SUMMARY OF VISUAL IMPACTS BY ALTERNATIVE
A summary of visual impacts has been prepared for the following alternatives:

Build Alternative
The resource changes that would occur with the Build Alternative would be views of the horizon, horizontal clearances between highway structures and adjacent neighborhood buildings, changes made to the historic Posey Tube balustrade walls and addition of vegetation.

The horizontal distance between adjacent buildings on the north side of 6th Street and the I-880 highway structures would be increased by the project with the removal of the existing I-880 northbound Broadway off-ramp (approximately 24 feet wide by 2,529 feet long). Horizontal space and vertical clearance would be increased allowing greater views of the horizon. Daylight would replace the existing dark shadows in those areas with the removal of the off-ramp. Approximately 1.4 acres of overhead concrete ramp structures would be removed.

With daylight entering street areas previously overshadowed by the Broadway off-ramp, trees and low shrubs would be added to 6th Street, increasing natural features in the environment. In addition, 6th Street would become a continuous boulevard between Oak Street and Broadway, complete with three lanes of travel and turn lanes, new pavement striping and pedestrian crossings, a two-way bicycle track, 12-foot sidewalks, street lights, signals and decorative fencing.

The WB I-980 Jackson Street off-ramp connection to 5th Street would be shifted to west of Alice Street, removing the existing long retaining wall at the edge of the ramp. The off-ramp would continue to be in operation carrying similar traffic volumes. While there would be some removal of retaining walls in the views from 5th Street vantage points between Alice and Jackson Streets, there would also be addition of walls at Jackson Street at the west edge of the horseshoe connector that would guide traffic from the Posey Tube and 5th Street around to the NB Jackson Street on-ramp. A landscaped median with trees would be added on 5th Street separating local 5th Street traffic from Posey Tube and Jackson Street off-ramp traffic, adding natural features in 5th Street. Landscaping would be added behind the reconfigured retaining wall on the south side of I-880.

The east balustrade walls and staircase at the Posey Tube (a historic building built in 1928) would be changed to accommodate a vehicle connector between Posey Tube and 5th Street and to provide an access ramp between the upper Harrison Street and Posey Tube for bicyclists and pedestrians. New walls would be added by the project that would be similar to the original design, subject to review in accordance with the National Historic Preservation Act, Section 106.

Retaining walls would be added that would be in locations adjacent to I-880. Removal of existing walls would be replaced with new walls at edges of new and existing ramps. The appearance of walls in general would not substantially alter the existing character of the environment at the I-880 highway.

For motorists and passengers on I-880, the removal of the NB Broadway off-ramp would be visible to a minor degree. The existing barrier and railing at the edge of the I-880 highway minimizes views of the off-ramp.

In Alameda the existing character of the environment would be minimally changed by the project and project features would be similar to the existing character. An existing pedestrian path would be realigned from Webster Street to Mariner Square Parkway, an existing eight-foot-wide path would be widened to ten-feet-wide in Neptune Park on Webster Street, and an improved pedestrian/bicycle path within the Webster Tube would connect to Mariner Square Loop.

Minor street and intersection improvements in Oakland would occur on Oak Street between 3rd and 9th Streets, between 6th and 7th Streets on Jackson, Alice Street and Harrison Street and an improved radial access to the Webster Tube would be provided between Broadway and the entrance to the tube. The improvements would be consistent with the general character of the existing conditions.

Viewer response to the addition of project features varies from moderate to low depending on the duration of their exposure, their level of sensitivity to project features, and the type of change or project feature being added to their view. Neighboring residents have moderate to high levels of exposure and sensitivity to project features. Users of recreational facilities, travelers on local roads that cross I-880, and employees and patrons of commercial areas, all have relative short to moderate durations of exposure and moderate-low to moderate-high levels of sensitivity to project features.

Of the project features proposed, the changes to 6th Street between Oak Street and Broadway and the changes to 5th Street between Alice and Jackson Streets would most affect neighboring residents. On 6th Street, the removal of the Broadway off-ramp would change the character and increase the quality of the neighborhood for adjacent residents who have the longest duration of exposure to project features in their view. The environment would be improved.

The other location where project features would affect neighboring residents is on 5th Street between Alice and Jackson Streets. Project features that would improve the character and quality of the existing condition would be the relocation of the WB I-980 Jackson Street off-ramp touch down to the west of the intersection with Alice Street. The relocation would remove the long retaining wall that is in the existing condition. A landscaped median would be added between the local 5th Street travel lane and the highway off-ramps. The existing wood utility pole and overhead lines would be removed, and a light pole added. Project changes that would diminish the quality of views would be the increase in numbers of vehicles emerging from the Harrison Street to 5th Street connector and the addition of the concrete barrier at the edge of the Jackson Street horseshoe connector that would funnel traffic under I-880 to the I-880 NB 6th Street on-ramp.

With the Build Alternative project features, the overall viewer response, resource change and visual impacts would range from moderate to low.

No Build Alternative
Under a no-Build Alternative, I-880, local streets in Oakland and Alameda, Posey Tube and Webster Tube within the project limits would remain as-is and no construction or realignment would occur. There would be no visual impacts associated with a no-Build Alternative.

IX. PROJECT VISUAL IMPACT SUMMARY

SCENIC VISTAS:

Summary: The project would not permanently impact existing views of scenic vistas.

Distant scenic resources consist of the East Bay Hills, the Oakland Estuary and San Bruno Mountain and ridges beyond San Francisco Bay. The East Bay Hills are visible to a minor degree from vantage points at I-880. Intervening buildings in the City of Oakland block or limit many long-range views of the hills. Views of the Oakland Estuary are not visible from I-880 vantage points due to intervening buildings. Views of San Bruno Mountain are minimal and fleeting from I-880 vantage points due to intervening buildings and the long distance from the I-880 vantage point. Local streets within the project limits that are oriented in a north-south direction are Broadway, Franklin, Webster, Harrison, Alice, Jackson, Madison and Oak Streets. Only views of the East Bay Hills are potentially afforded through north-south oriented streets from vantage points on 6th, north of I-880. From vantage points on Broadway there are no views of the hills due to intervening street trees within the corridor. No views of the hills are available from Franklin Street due to intervening high-rise buildings. From the vantage point of Webster Street, the hills are visible to a minor degree through the street corridor. No views are afforded from Harrison Street due to intervening high-rise buildings. From Alice Street, only the ridge lines of the hills are visible due to intervening buildings. From Jackson Street, views of the hills are available to a minor degree. Views from Madison Street are similar to those on Jackson Street. Views from Oak Street do not include the hills due to intervening buildings. The existing character of views of existing scenic resources is low. Vividness, intactness and unity of views of scenic resources are all low. The project features would not enhance or diminish the existing character and quality of scenic resources.

The City of Oakland General Plan, Scenic Highways Element (1974) identifies the Oak Street corridor from the Embarcadero to Lake Merritt as a scenic route. Project improvements at the intersection with 6th Street and minor street improvements at the intersections with 7th through 9th Streets would enhance the character and quality of Oak Street.

Visual impacts to views of scenic vista would be low with the project features.

SCENIC RESOURCES

Summary: The project would impact existing scenic resources to a moderate level.

Posey Tube is a local scenic resource within the project limits. As described in Section VI of this report, the 1928 Art Deco style structure is a designated City of Oakland Landmark #110. The Architecture is moderately grand in scale, precise and ornate in character and is well-preserved. The Portal Building is the focal point. Ornate balustrade walls bordering Harrison Street are centered on the Portal Building. Symmetrically arranged on each side of Harrison Street, the walls appear to radiate from the building when viewed from a vantage point on Harrison Street some distance from the Portal Building. The original design included monumental pylons at the ends of the walls on 6th Street similar to the pylons at the other end of the tube on the Alameda side. In Oakland, the pylons were cut down to accommodate the I-880 highway. The setting in Oakland is commercial with low- and medium-rise buildings. The neighborhood has grown around and up to the borders of Harrison Street. There is no integration of the neighborhood with the Posey Tube buildings and instead the two elements are separate and distinct.

Posey Tube was analyzed from three angles around the building and levels of quality varied considerably. Views from the center of Harrison Street looking south toward building and toward the symmetrical design were higher in quality than views from the #7 and #8 Key View location vantage points. Vividness ranged from high to low, intactness ranged from moderate to low and unity ranged from high to low. The only location where the original design intent of the build complex can be fully appreciated is from the center of Harrison Street looking toward the center of the Portal Building. That view is available from the east side pedestrian/bicycle path at the lower level of Harrison Street. Although short in duration, the view is also available to motorists looking through rear view mirrors while travelling north on Harrison Street, to passengers turned in their seats looking south toward the Portal Building and walls and to pedestrians crossing Harrison Street at the 6th Street intersection. The overall levels of quality in the existing condition range from low to high.

See Table 47 below for Key Views at the Posey Tube and the summary of vividness, intactness and unity of views of the existing condition.

Table 47. Posey Tube Existing Condition

Key View	Vividness	Intactness	Unity
Kew View 5	High	Moderate	High
Key View 7	Moderate	Moderate	Moderate-Low
Key View 8	Low	Low	Low

The Build Alternative would remove the east balustrade wall to accommodate a new road that would connect eastbound Harrison Street with eastbound 5th Street. A new balustrade wall would be added on the east edge of the new connector. The new connector would diminish the symmetry of the original design of the balustrade walls. At the same time, the new alignment of the wall would increase the integration of the Portal Building historic features into the surrounding neighborhood to a greater degree than in the existing condition. The Build Alternative would improve the existing condition.

The overall quality of views would be diminished with the project features when viewed from the Key View 5 vantage point and would remain the same or be enhanced by the project features when viewed from the #7 and #8 Key View vantage points. Vividness with the Build Alternative would range from moderate to moderate-high, intactness would range from moderate-low to moderate-high and unity would range from moderate to moderate-high.

With the project features, the overall viewer response to the change in views would be moderate. The level of resource change would be moderate and visual impacts with the Build Alternative would be moderate.

See Table 48 below for Key Views at the Posey Tube and the summary of vividness, intactness and unity, viewer response, resource change and visual impacts with the Build Alternative.

Table 48. Posey Tube With Build Alternative Improvements

Key View	Vividness	Intactness	Unity
Kew View 5	Moderate	Moderate-Low	Moderate
Key View 7	Moderate-High	Moderate-High	Moderate-High
Key View 8	Moderate High	Moderate-High	Moderate-High
Overall Viewer Response would be Moderate			
Resource Change would be Moderate			
Visual Impacts would be Moderate			

VISUAL CHARACTER AND QUALITY

Summary: The Build Alternative project improvements would result in moderate to low levels of visual impacts to the overall character and quality of existing views at local streets, neighborhoods adjacent to project features and from recreation facilities.

The proposed project features are located within urban neighborhoods in the cities of Oakland and Alameda, and adjacent to highways I-880 (Oakland) and SR 260 (Alameda).

City of Oakland

In the City of Oakland, many of the improvements would be within 6th and 5th Streets. On 6th Street they would be between Oak Street and Broadway and on 5th Street between Harrison and Jackson Streets. Minor improvements would be made to intersections on Oak Street from 6th to 9th Streets. Other minor improvements would include bicycle paths on 4th street.

6th Street, Oakland: Existing Character and Quality

The land uses on 6th Street between Oak Street and Broadway consist of mixed use residential and commercial. Residences are located between Oak and Webster Streets. Most of the commercial buildings (low- and medium-rise structures) are between Webster Street and Broadway. Some low-rise commercial buildings are within the residential neighborhoods. Views within the neighborhoods on 6th Street are dominated by the elevated viaduct of the I-880 NB off-ramp. The off-ramp is close to the buildings on 6th Street; approximately 19 feet away from a single-family residence on the corner of 6th and Alice Streets and approximately 65 feet away from the Salvation Army building at the corner of 6th and Webster Streets. The off-ramp is a large dark gray structure, singular in form and mass along the south edge of 6th Street. The ramp blocks views to the south from 6th Street vantage points, casts dark shadows on the streets below and contrasts with the varied architecture styles, shapes, sizes and colors of the buildings on the north side of 6th Street. 6th Street has the appearance of being half of a street, narrowed by the off-ramp. 6th Street is not a through street from Oak Street to Broadway.

The memorability of views on 6th Street is low with minimal visual resources. Views of the horizon are available to a moderate-low degree due to the presence of the NB Broadway off-ramp that blocks some views of the horizon. There are few trees and other vegetation present. The level of intactness is low. Man-built structures dominate views of natural resources. There is a low level of harmonious balance (Unity) between the highway structures and the adjacent neighborhood buildings. Pavement and man-built structures dominate the view. The overall level

of quality of views in the existing condition is low. See Table 49 below for Key Views on 6th Street and the summary of vividness, intactness and unity of views of the existing condition.

Table 49. 6th Street Existing Condition

Key View	Vividness	Intactness	Unity
Kew View 1	Low	Low	Low
Key View 3	Low	Low	Low
Key View 4	Low	Low	Low

6th Street, Oakland: Character and Quality with Build Alternative Improvements

The project would remove the I-880 Northbound Broadway off-ramp. The removal of the structure would improve the character of the 6th Street neighborhood for residents and owners, employees and patrons of commercial properties; for pedestrians, motorists, bicyclists and persons using motorized scooters. It would improve the neighborhood for Chinese Garden Park at 6th and Harrison Streets by providing a generous streetscape setting for the park beyond the southern edge of the park. The proposed boulevard would have two to three westbound lanes and an additional eastbound lane between Harrison Street and Broadway. A two-way bicycle track would be added along the north side of the street. New striping would be added to the pavement at vehicle lanes and at pedestrian crosswalks. There would be new signals, lights, 12-foot sidewalks, street trees and landscaping. Without the off-ramp casting dark shadows on the streets below, and with the addition of street lighting, the boulevard would be lighter. The character of 6th Street would improve substantially with the Build Alternative project features. New walls would be added in locations where there are existing walls and highway structures. They would not enhance or diminish the character of existing views.

The memorability of views on 6th Street would increase from the existing low to moderate with the project features. Intactness would be increased to moderate with the removal of the Broadway off-ramp which intrudes on views from this mixed use residential-commercial neighborhood. With the removal of the Broadway off-ramp and the addition of space between the highway and buildings on 6th Street, the balance between the mass of highway structures and residential and commercial structures would be increased. Street trees added by the project would add natural features to the view. The level of unity would increase from the existing low level to moderate with the project improvements. The overall level of quality would be moderate with the project improvements.

The overall viewer response, resource change and visual impacts would be moderate with the Build Alternative project improvements.

See Table 50 below for Key Views on 6th Street and the summary of vividness, intactness and unity, viewer response, resource change and visual impacts with the build alternative.

Table 50. 6th Street With Build Alternative Improvements

Key View	Vividness	Intactness	Unity
Kew View 1	Moderate	Moderate	Moderate
Key View 3	Moderate	Moderate	Moderate
Key View 4	Moderate	Moderate	Moderate
Overall Viewer Response would be Moderate.			
Resource Change would be Moderate.			
Visual Impacts would be Moderate.			

5th Street, Oakland: Existing Character and Quality
The land uses on 5th Street between Harrison Street and Jackson consist of mixed use residential and commercial with low- and medium-rise buildings. Views of the horizon are available through 5th Street and there is some vegetation on the south edge of I-880. Man-built structures dominate the character of the environment with pavement, buildings and highway structures.

Views from 5th Street are not memorable. Visual resources are limited with some views of the horizon and vegetation. In general, there is a dominance of concrete structures in the area that diminishes the memorability of the view. Intactness is low. The WB I-980 Jackson Street off-ramp and the I-880 retaining wall encroach on views from 5th Street. The level of unity is moderate-low. The overall level of quality of views in the existing condition is moderate-low.

Table 51. 5th Street Existing Condition

Key View	Vividness	Intactness	Unity
Kew View 6	Low	Low	Moderate
Key View 11	Low	Low	Moderate-Low

5th Street, Oakland: Character and Quality with Build Alternative Improvements
The project features would minimally enhance the visual quality of the environment. A retaining wall at the Jackson Street off-ramp would be removed with the relocation of the ramp touch down to the west and a concrete barrier would be added in 5th Street at the horseshoe connector that would guide traffic from 5th Street, under I-880 and around to 6th Street to the NB I-880 on-ramp. There would be a balance between removed and added wall structures in the view. Some landscaping and trees would be added to the view and an existing utility pole would be replaced with a street light. With the project features, vividness would be increased to moderate, intactness would remain low, and the level of unity would be moderate.

With the project features, the overall level of change in views of visual resources would be moderate. Visual impacts would be low.

See Table 52 below for Key Views on 5th Street and the summary of vividness, intactness and unity, viewer response, resource change and visual impacts with the Build Alternative project improvements.

Table 52. 5th Street With Build Alternative Improvements

Key View	Vividness	Intactness	Unity
Kew View 6	Moderate	Low	Moderate
Key View 11	Moderate	Moderate	Moderate
Overall Viewer Response would be Moderate.			
Resource Change would be Moderate.			
Visual Impacts would be Moderate.			

Chinese Garden Park
The park is within a full city block in the City of Oakland, bordered by Alice, Harrison, 6th and 7th Streets. The I-880 northbound Broadway off-ramp is immediately adjacent to the south edge of the park. Well maintained and landscaped with grass, shrubs and groves of trees, the existing environment is impacted by views of the elevated Broadway off-ramp.

The project would remove the Broadway off-ramp and construct a "complete streets" boulevard within 6th Street. A sidewalk would be added to the perimeter of the park. The character and quality of the existing visual environment would be enhanced by the Build Alternative project

improvements. The overall viewer response, resource change and visual impacts with the Build Alternative project improvements would be low.

City of Alameda
In Alameda the existing character of the environment would be minimally changed by the Build Alternative project. Project features would be similar to the existing character and levels of quality. An existing pedestrian path would be realigned from Webster Street to Mariner Square Parkway, an existing eight-foot-wide path in Neptune Park on Webster Street would be widened to ten-feet-wide, and an improved pedestrian/bicycle path within the Webster Tube would connect to Mariner Square Loop. The overall viewer response, resource change and visual impacts with the Build Alternative project improvements would be low.

LIGHT AND GLARE

Summary: The project would improve existing conditions of light and glare.

The project would remove the elevated I-880 northbound Broadway off-ramp adjacent to 6th Street in the City of Oakland. The structure casts dark shadows on 6th Street below the viaduct. With the Build Alternative the off-ramp would be removed allowing natural light to penetrate 6th Street. The Build Alternative would add street lights on both 6th Street and on 5th Street.

Visual impacts would be low with the addition of both natural light and street lights by the Build Alternative project improvements.

TEMPORARY CONSTRUCTION VISUAL IMPACTS

This study is being conducted prior to completion of final design documents and construction staging plans. The information contained herein was generated from available preliminary plans and from construction methods that are generally employed for a project of this type.

Construction activities would last approximately three years. There would be two major stages with several phases in each. The first stage would construct the Jackson horseshoe connector and associated improvements on the southside of I-880 as well as widen the walkway in the Webster Tube. The second stage would widen the NB I-880/Oak Street off-ramp, remove the Broadway NB I-880 off-ramp and construct 6th street with associated elements on the northside of I-880. Construction equipment would be staged at areas underneath the I-880 structure, which is owned by Caltrans. Construction activities would primarily be in the daytime, however nighttime work may be needed to minimize impacts to traffic. Caltrans would continue to coordinate with the Cities of Oakland and Alameda to develop and implement a Traffic Management Plan, and other measures to minimize construction impacts on the human and natural environment. As part of the Traffic Management Plan, a temporary shuttle may be needed to transport bicyclists and pedestrians between Alameda and Oakland. Viewers would see materials, equipment, workers, construction operations, including trenching, excavations, dust, placement of temporary roadside barriers, construction signage, night lighting, contractor yards, new pavement, and new structures being constructed. Impacts of construction are unavoidable and are temporary. Motorists, bicyclists, persons riding motorized scooters and pedestrians would be exposed to construction activities while passing through the construction zone. Residents of adjacent homes would be exposed to construction activities on a more continuous basis. When open for use, businesses, places of worship, schools and public recreation would be exposed to construction activities on a continuous basis. Short-term impacts would include removal of some highway vegetation that would be replaced according to Caltrans policy. Vegetation removed within City areas would be replaced according to City policies. Long-term impacts would occur where insufficient right-of-way

and/or sight distance requirements would not allow for planting vegetation that is removed during construction.

X. CUMULATIVE VISUAL IMPACT

Cumulative impacts are those resulting from past, present, and reasonably foreseeable future actions, combined with the potential visual impacts of this project.

Projects within 2 miles of the proposed project include:

State Highway Operations & Protection Program (SHOPP) Projects in Alameda County (December 2018 and 2019)

1. I-880, PM 30.8. SHOPP Project 26. "In Oakland, near Lake Merritt Channel Bridge No. 33-0027 and 5th Avenue. Replace Hanlon Lead Railroad bridge. Mitigation for EA 1706U."
2. I-880, PM 30.2/R 33.6. SHOPP Project 31. "In Oakland, from south of 5th avenue to north of 7th Street. "Pave narrow strips and miscellaneous areas, construct Maintenance Vehicle Pullouts (MVPs) and upgrade crash cushions to reduce maintenance work and enhance highway worker safety."
3. I-880, PM 27.2. SHOPP Project 28. "In Oakland, at East Creek slough Bridge No. 33-0143. Mitigate eroded channel side-slope tidal scour and replace bridge approach slabs."
4. SR 61, PM 19.8/21.2. SHOPP Project 5. "In the city of Alameda, from Broadway/Encinal Avenue to Sherman Street. Pavement rehabilitation, upgrade Americans with Disabilities Act (ADA) curb ramps and improve crosswalks.

District 4 Senate Bill 1 (SB1) Projects - Alameda County (projects in addition to those listed in 2018 SHOPP projects)

5. ALA-880, PM 28.5/29.2, Project ID 0412000131. Ala 880 Roadway Rehabilitation Project. "In Oakland, from 0.2 mile south of 29th Street to 0.3 mile north of 23rd Street. Rehabilitate pavement."

The project team has confirmed with Caltrans that there are no nearby projects that will potentially have cumulative impacts when combined with the proposed project.

XI. AVOIDANCE, MINIMIZATION, AND/OR MITIGATION MEASURES

Caltrans and the FHWA mandate that a qualitative/aesthetic approach should be taken to address visual quality loss in the project area. This approach fulfills the letter and the spirit of FHWA requirements because it addresses the actual cumulative loss of visual quality due to a project. This approach also results in avoidance, minimization, and/or mitigation measures that can lessen or compensate for a loss in visual quality. The inclusion of aesthetic features in the project design, discussed in *Section II*, can help generate public acceptance of a project. This section describes additional avoidance, minimization, and/or mitigation measures to address specific visual impacts. These will be designed and implemented with concurrence of the District Landscape Architect.

The following measures to avoid or minimize visual impacts will be incorporated into the project:

AM-1: VEGETATION REMOVAL MEASURES

- Minimize the removal of groundcover, shrubs and mature trees to the maximum extent possible, utilizing open areas for contractor staging/storage areas.
- Protect existing vegetation outside the clearing and grubbing limits from the contractor's operations, equipment and materials storage.
- Place high visibility temporary fencing around vegetation to be protected before roadway work begins.
- Provide truck watering of vegetation when automated irrigation is interrupted by construction.

AM-2: HIGHWAY REPLACEMENT PLANTING

- Replace removed shrubs and trees at a minimum 1:1 replacement ratio. Some native trees would have a replacement ratio of 3:1.
- Fund required planting through the parent roadway contract to be completed as a separate contract, (within 2 years of roadway completion,) with a three-year plant establishment period (PEP), unless the estimated cost is below $300,000 (then only one-year PEP).

AM-3: REVEGETATION PLANTING: GRASSES

- All disturbed areas shall receive hydroseeded treatment of erosion control grasses, and if appropriate, locally native grasses.

AM-4: AESTHETIC TREATMENTS

- New concrete retaining walls should receive architectural treatment that is context sensitive. Posey tube balustrade walls and other architectural features should be context sensitive, compatible with the original historic design elements and are subject to review in accordance with the National Historic Preservation Act, Section 106.
- Treatments of color, pattern and/or texture are required in order to reduce visual impacts, glare and the possible incidence of graffiti.

AM-5: CONSTRUCTION IMPACT MEASURES

- Place unsightly materials, equipment storage and staging so that they are not visible within the foreground of the highway corridor and local streets to the maximum extent feasible. Where such siting is unavoidable, material and equipment shall be visually screened to minimize visibility from the roadway and nearby sensitive off-road receptors.
- Revegetate all areas disturbed by construction, staging and storage per AM-1 through AM-3.
- Limit all construction lighting to within the area of work and avoid light trespass through the use of directional lighting and shielding as needed.

AM-6: ADDITIONAL CONSTRUCTION IMPACT MEASURES

- Any roadside vegetation and irrigation systems that are damaged or removed during project construction shall be replaced according to Caltrans policy and the requirements of the Cities of Oakland and Alameda.

- When trenching for utilities, avoid trenching within drip lines of trees and screening shrubs. Directional drilling that would avoid damaging root systems of established plant material shall be used, when reasonable, as opposed to open trenching to install new conduit in places where work within the drip line would be required. Trees and screening shrubs shall be protected from damage during construction.

- Provide highway planting within Caltrans right-of-way where feasible. Caltrans safety-setback requirements would apply for all plantings within State right-of-way. Provide street trees, shrubs and groundcover on local streets where feasible.

MITIGATION MEASURES

With implementation of the avoidance and minimization measures described above, mitigation measures would not be required to address potential visual impacts of the project. At the historic Posey Tube site, mitigation measures are required and must be implemented in accordance with the National Historic Preservation Act, Section 106.

Summary of Avoidance, Minimization, and/or Mitigation Measures by Alternative

The table below summarizes the numbered avoidance, minimization, and/or mitigation measures from above for each alternative.

TABLE 53
Summary of Avoidance, Minimization, and/or Mitigation Measures by Alternative

ALTERNATIVE	AVOIDANCE AND MINIMIZATION	MITIGATION
Alternative: Build	AM-1 through AM-6	Not Applicable (N/A) except at Posey Tube.
Alternative: No Build	N/A	N/A

XII. CONCLUSIONS

The project features would result in moderate to low levels of visual impacts from the perspective of motorists on I-880 and SR 260. Highway motorists on I-880 would be minimally exposed to project features and the duration of exposure would be brief, limited to only the short time it would take to drive past these features. Motorists on SR 260 would be traveling as slower speeds and would have slightly longer durations of exposure to project features. Project features are minimal adjacent to SR 260 and would result in low levels of visual impacts.

Motorists, bicyclists and persons on motorized scooters on local streets would have somewhat longer durations of exposure to project features than motorists on the highways. Their exposure would be limited to the duration of time it would take to drive past these features. Project features would result in moderate levels of visual impact.

Project features at Posey Tube (completed in 1928) were evaluated in the context of the historic nature of the architectural design and layout of the building, walls and appurtenances. In the

existing condition, a balustrade wall is located on each side of Harrison Street, arranged in a parallel configuration and centered on the Posey Portal Building. The symmetrical arrangement is an important feature of the original design. Moderate levels of visual impact would occur with the removal of the east balustrade wall and construction of a new wall in a curved alignment along the new Harrison Street to 5th Street connector.

Locations where the original symmetry can be viewed are from the following vantage points; east pedestrian/bicycle path next to the balustrade wall on lower Harrison Street, from the intersection of 6th and Harrison Street looking south and from the perspective of motorists and passengers (looking back) through rear view mirrors at the portal building as they travel northward on Harrison Street. The project would remove the passenger/bicycle path on the east side of lower Harrison Street and maintain blockage of access on the west pedestrian/bicycle path. The visual impact with the removal of the symmetrical design would be moderate in the context of change to a historic site design. Views of the new alignment of the balustrade wall from all other vantage points on the upper Harrison Street level would also result in moderate visual impacts but to a somewhat lesser level of moderate. The wall would be integrated into the architecture and spaces of the adjacent neighborhood rather than be separate from those elements in the existing condition. Levels of quality of views would be increased. In summary, the visual impacts with the project features at the Posey Tube and Portal Building would be moderate.

Chinese Garden Park users would be impacted at low levels. The project would remove the NB Broadway off-ramp enhancing the character and quality of views beyond the south edge of the park. Madison Square Park users would be minimally impacted and at low levels.

Residential neighbors numbering in the hundreds would have views of the project. The single- and multi-family residences on 6th Street would experience moderate levels of visual impact with the removal of the NB Broadway off-ramp, the addition of "complete streets" improvements and trees on 6th Street. Multi-family residents on 5th street would experience moderate level visual impacts with the relocation of the WB I-980 Jackson Street off-ramp touch down to the west near the intersection of Alice Street, addition of a landscaped median in 5th Street and the addition of new landscaping behind a new retaining wall adjacent to the I-880 retaining wall. The improvements would add vehicles in resident's views with the proposed Harrison Street to 5th Street connector to accommodate traffic coming from Alameda through the Posey Tube. Improvements to 5th Street would be off-set somewhat by views of an increased number of vehicles on the street.

Commercial neighbors and patrons of commercial establishments numbering in the thousands would have moderate to moderate-high levels of exposure to the project features. Moderate levels of visual impacts would occur. The project would improve the visual character and quality of the existing condition by removing the NB Broadway off-ramp and improving the character and quality of the local streets.

The project would result in low levels of visual impact to improvements on Oak Street, a City of Oakland scenic route. Minor improvements to vehicular circulation and intersections would occur.

Visual impacts with the addition of the project retaining walls would be low. New walls would be constructed with similar architectural finishes, replacing existing ones.

Landscaping that would be removed within Caltrans right-of-way would be replaced in accordance with Caltrans Policy. Similarly, landscaping removed within City areas would be replaced in accordance with City policies.

The preceding Avoidance and Minimization Measures would assist in reducing visual impacts of project features and help to maintain Classified Landscaped Freeway status. Measures such as applying aesthetic treatments on retaining walls, replacing the Posey Tube balustrade walls with

compatible new walls, and providing replacement plantings, would lessen the degree of visual changes. Some potentially negative visual impacts, (like views of more vehicles on 5th Street where it would not be possible to provide screen plantings in all affected areas due to safety and setback requirements) would remain.

The overall resource change, viewer response and visual impacts with the Build Alternative project features would range from moderate to low. The existing character and quality of the existing conditions would be enhanced by the Build Alternative project. Visual impacts would be moderate to low with the implementation of Avoidance and Minimization Measures.

APPENDIX A:

OAAP Project Preliminary Layouts

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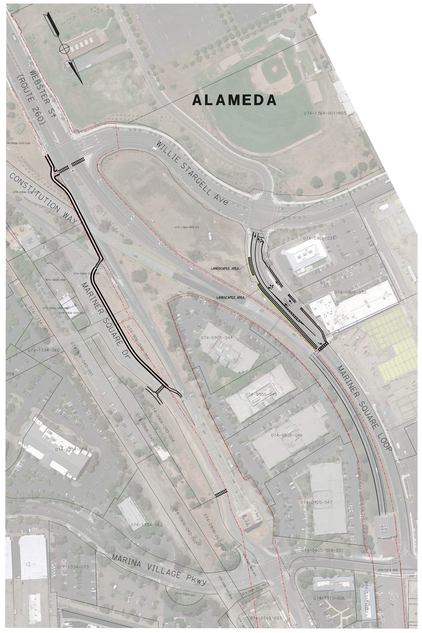
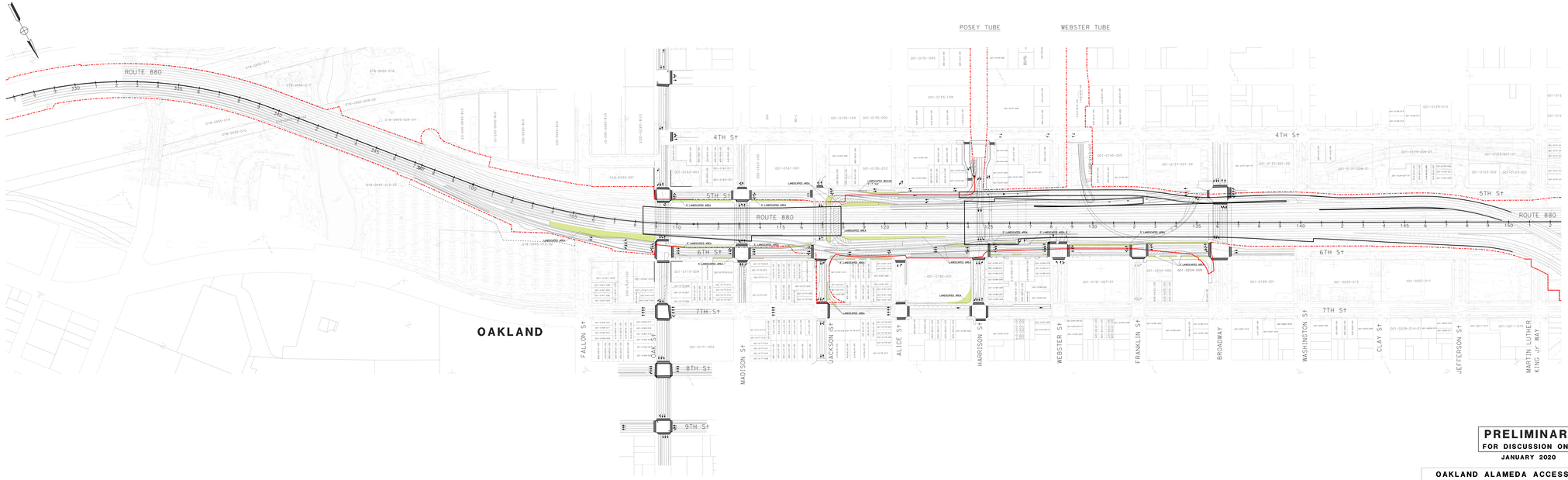


LEGEND

- Exist R/W LINE
- Exist LANDSCAPED AREA
- PROPOSED LANDSCAPED AREA



PRELIMINARY
FOR DISCUSSION ONLY
JANUARY 2020

OAKLAND ALAMEDA ACCESS PROJECT

DESIGNED: _____ APPROVED: _____
CHECKED: _____ RCE No.: _____
SCALE: 1" = 100'
DATE: JAN 2020

HNTB

Dist	COUNTY	ROUTE	POST MILES/TOTAL PROJECT
04	Ala	880	R30.47/R31.61
		260	R0.78/R1.90

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