# Oakland Alameda Access Project

# Community Impact Assessment

Caltrans District 4

Alameda County, California
04-ALA-880 PM 30.47 to 31.61, 04-ALA-260 PM R0.78 to R1.90
EA 04-0G360

**August 2020**

ALAMEDA County Transportation Commission

Caltrans

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# Community Impact Assessment

OAKLAND ALAMEDA ACCESS PROJECT

OAKLAND AND ALAMEDA, CALIFORNIA

EA 04-0G360

Interstate 880 (PM ALA 30.47 to PM 31.61) and

State Route 260 (PM ALA R0.78 to R1.90)

AUGUST 2020

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# Summary

This study assesses potential land use, community, social, economic, and environmental justice impacts that could result from the alternatives considered to meet the proposed project objective. This Community Impact Assessment (CIA) was prepared in accordance with the *California Department of Transportation* (Caltrans) *Standard Environmental Reference (SER), Volume 4 – Community Impact Assessment* (Caltrans 2011) for the proposed Oakland Alameda Access Project in Alameda County.

**Summary of Findings**

The proposed project is located within a highly urbanized, mixed land use area with a variety of unique neighborhoods. Overall, the proposed project would result in a number of beneficial improvements for those living, working, and visiting the study area. The proposed project would improve multimodal safety and reduce conflicts between regional and local traffic; enhance bicycle and pedestrian accessibility and connectivity within the project study area; improve mobility and accessibility between I-880, SR-260, City of Oakland downtown neighborhoods, and City of Alameda; and reduce freeway-bound regional traffic and congestion on local roadways and in area neighborhoods. The bicycle improvements would create new connections to existing bicycle facilities in Oakland and other transit modes including Bay Area Rapid Transit (BART), Alameda-Contra Costa Transit District (AC Transit), and San Francisco Bay Ferry and improve the connection between Alameda and Oakland. The proposed improvements would improve bicyclist safety because the new facilities on 6th and Oak streets would be separated from vehicle traffic. Pedestrian improvements would improve connections and safety with new Americans with Disability Act (ADA) compliant sidewalks on portions of 6th Street, curb extensions, and signal upgrades. The removal of free right hand turns for vehicles would also reduce conflicts between vehicles and pedestrians and improve safety because vehicles would need to stop prior to turning.

The proposed multimodal and connectivity improvements would add 1.52 miles of new bike facilities in the area, curb extensions, and new sidewalks on 5th and 6th streets. However, these benefits would result in the loss of approximately 284 parking spaces in Oakland. This includes approximately 156 publicly available on-street parking spaces on local streets and approximately 128 spaces from surface parking lots under I-880 leased by Caltrans. Weekend peak hour parking data from the City of Oakland (2016) suggests adequate parking for downtown residents. Low parking capacity within portions of the project study area during weekday peak hours suggests existing parking is used by customers and/or employees of local businesses. This parking loss could impact

businesses along city blocks where removal would be highest (for example, 5th and 6th streets). To offset potential localized impacts to businesses in this area, Alameda County Transportation Commission (Alameda CTC) and Caltrans will continue to coordinate with the City of Oakland to develop mitigation to address localized impacts to area businesses.

**Land Use and Growth**

The proposed project is consistent with local and regional plans and policies. There are no farmlands, timberlands, or wild and scenic rivers in the project study area. The proposed project would fall under the San Francisco Bay Conservation and Development Commission (BCDC) Programmatic Maintenance agreement and Caltrans would obtain coverage during the design phase.

The proposed project would not result in growth-related impacts. The existing sidewalk within the northern portion of Neptune Park would be widened which would require coordination with the City of Alameda. Overall, the proposed project would be beneficial to parks and recreation facilities in Oakland and Alameda due to improved bicycle and pedestrian connections to a number of facilities.

**Community Character**

The overall character of the neighborhoods would not change and removing the elevated northbound I-880 Broadway off-ramp would decrease barrier effects on adjacent neighborhoods. Pedestrian and bicycle infrastructure improvements would improve safety and connectivity within the project footprint, benefiting those who live within the project area.

The proposed project would remove approximately 284 on- and off-street parking spaces in Oakland (Section 4.6). Of this, 156 publicly available on-street parking spaces would be removed. The majority of the on-street parking loss would occur on 5th and 6th streets (approximately 99 spaces) with the remaining on-street parking on other streets in the project footprint. As previously referenced, parking loss is not anticipated to impact residents because of available on-street parking during weekend peak hours. However, parking loss may result in potential localized impacts to area businesses.

The proposed project would not remove any parking spaces from the Laney College surface lot in Oakland, which is restricted to registered to students and active employees. Also, it is used by the Laney College Flea Market as well as a variety of other community events and activities.

### Economic Conditions

The proposed project would not result in economic impacts related to tax revenue as a result of the partial property acquisition in Alameda because it is a sliver take within an existing landscaped area on a commercial property. The temporary construction easement required at the commercial property in the City of Alameda is also anticipated to be required for up to 36 months and would also be located within the landscaped area and not result in impacts to the existing commercial use. In Oakland, a permanent maintenance access easement would be required from the Laney College parking lot in order for Caltrans to maintain the retaining wall that supports the northbound (NB) I-880 Oak Street off-ramp. The maintenance easement at Laney College would not impact the community events because it is limited to the southern edge of the parking lot, public access and use of the parking lot would be maintained, and it would not limit the number or size of events that could take place there. A temporary construction easement would be required for up to 36 months within the Laney College parking lot, and Caltrans would coordinate with the college on project measures during the design phase that would minimize temporary impacts to circulation.

### Community Facilities and Services

The proposed project does not displace community facilities or affect access. It would result in benefits for community facilities by providing improved access for non-motorized users. The improvements in congestion on local roadways would improve travel and response times for emergency service providers.

Existing Pacific Gas & Electric (PG&E) overhead distribution electric lines along 5$^{th}$ and Harrison streets in Oakland would be relocated. The proposed project also would modify existing traffic signals at 11 intersections to add bicycle signals and provide new traffic signals to five intersections within the Oakland project footprint. Other utility improvements would include new street lighting, storm drains, and sewers within the Oakland project footprint. Improvements within the project footprint in the City of Alameda could include traffic signal modifications and lighting upgrades.

### Relocation and Real Property Acquisition

The proposed project would not require displacement of residences, businesses, or community facilities. The proposed project would require one partial acquisition in Alameda along the edge of currently vacant property. The operation and use of the property would not be permanently affected by the partial property acquisition because it is along the edge of the property. The proposed project would also require a permanent

maintenance easement from Laney College to maintain the retaining wall on the north edge of the Oak Street off-ramp.

**Environmental Justice**

The proposed project would not result in disproportionately high and adverse impacts on environmental justice communities (defined as minority and/or low-income communities) because there are limited impacts from construction and operation. Construction would take approximately three years (36 months) but would be phased so that not all of the project footprint would be under construction simultaneously. Temporary construction-related impacts (i.e., traffic, noise, dust, and visual) would not have a disproportionate impact on environmental justice populations as heavy construction is equally proposed within census tracks with and without environmental justice communities. Temporary construction-related impacts would be reduced through implementation of minimization measures.

Publicly available on-street parking loss was evaluated and found to be lower within environmental justice communities as compared non-environmental justice communities (Section 4.5.2). Based on this, potential impacts from parking loss would not disproportionately affect businesses or residents within environmental justice communities.

As noted above, the proposed project would improve congestion on local roadways, bicycle connections, and safety with the addition of cycle tracks and Webster Tube improvements, pedestrian facilities and safety by constructing and widening sidewalks and upgrading signals; and it would reduce the I-880 viaduct barrier effect by removing the Broadway off-ramp. These benefits would further offset any potential temporary construction impacts on environmental justice populations.

Construction would be completed in two major stages that have several phases each; however, each area would not be impacted the entire time. Construction impacts will be reduced by a Traffic Management Plan that will be prepared in the design phase as well as through avoidance and minimization measures and project features identified as part of the proposed project's technical studies, including the *Noise Study Report*, *Air Quality Study Report*, and *Visual Impact Assessment*.

**Public Involvement**

Agency and public participation used a variety of formal and informal methods, including workshops, public open house meetings, stakeholder meetings (e.g., Bike East Bay, City of Oakland, City of Alameda), project website updates, and interagency coordination

meetings. For the public scoping meeting, information was translated to Spanish and Chinese (Cantonese), and translators attended the meeting to assist as needed. The project team worked with regional and local media, such as local Chinese newspapers, to build awareness of the proposed project. Stakeholder and other public meetings were held in project area neighborhoods to minimize travel and to ensure residents were able to attend.

The proposed project will continue public and agency engagement throughout the environmental process. This will include a public hearing scheduled for the fall of 2020, where material will be provided in English, Spanish, Chinese (Cantonese), and Vietnamese.

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# Acronyms

| | |
|---|---|
| **ABAG** | Association of Bay Area Governments |
| **ACS** | American Community Survey |
| **AC Transit** | Alameda-Contra Costa Transit District |
| **ADA** | Americans with Disabilities Act |
| **Alameda CTC** | Alameda County Transportation Commission |
| **BART** | Bay Area Rapid Transit |
| **BCDC** | San Francisco Bay Conservation and Development Commission |
| **Caltrans** | California Department of Transportation |
| **CBD** | Central Business District |
| **CEQ** | Council on Environmental Quality |
| **CEQA** | California Environmental Quality Act |
| **CFR** | Code of Federal Regulations |
| **CIA** | Community Impact Assessment |
| **CZMA** | Coastal Zone Management Act of 1972 |
| **DOT** | Department of Transportation |
| **EBMUD** | East Bay Municipal Utility District |
| **EIR** | Environmental Impact Report |
| **EA** | Environmental Assessment |
| **EO** | Executive Order |
| **FHWA** | Federal Highway Administration |
| **GIS** | geographic information system |
| **I-880/I-980** | Interstate 880/980 |
| **LEHD** | Longitudinal Employer-Household Dynamics |
| **LEP** | Limited English Proficiency |
| **MTC** | Metropolitan Transportation Commission |
| **NB** | northbound |
| **NEPA** | National Environmental Policy Act |
| **PG&E** | Pacific Gas & Electric |
| **PHB** | Pedestrian hybrid beacon |
| **ROW** | right-of-way |
| **SB** | southbound |
| **SER** | Standard Environmental Reference |
| **TMP** | Transportation Management Plan |
| **USC** | United States Code |
| **WB** | westbound |

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# Chapter 1 Introduction

This Community Impact Assessment (CIA) was prepared for the Oakland Alameda Access Project (proposed project) by the California Department of Transportation (Caltrans), in accordance with Caltrans policies, procedures, and guidance as defined in the Standard Environmental Reference (SER). The information in this document has been prepared as a "blended" assessment to comply with California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA) and other substantive environmental laws applicable to the subjects addressed in this document.

## 1.1 What is a Community Impact Assessment

The purpose of this report is to provide information on the land use, social, and economic effects of the proposed project. The report is intended to clearly describe the relevant existing conditions, as well as the potential impacts and mitigation measures of the proposed project.

CEQA and NEPA require consideration of social and economic impacts when preparing environmental documents.

## 1.2 Regulatory Setting

The following is a summary of the laws, regulations, and executive orders (EO) that apply to this CIA.

### 1.2.1 Federal

**National Environmental Policy Act of 1969, as amended,** established that the federal government use all practicable means to ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings (42 United States Code [USC] 4331[b][2]). The Federal Highway Administration (FHWA), in its implementation of NEPA (23 USC 109[h]), directs that final project decisions are to be made in the best overall public interest. This requires accounting for adverse environmental impacts, such as destruction or disruption of human-made resources, community cohesion, and the availability of public facilities and services.

**Title VI of the Civil Rights Act** (42 USC Section 2000[d] et seq.) prohibits discrimination on the basis of race, color, national origin, age, sex, or disability in programs and activities receiving federal financial assistance.

**Executive Order 12898,** known as the Federal Environmental Justice Policy, requires federal agencies to address, to the greatest extent practicable and permitted by law, the potentially disproportionately

high, adverse human health and environmental impacts of their programs, policies, and activities on minority and low-income populations. Federal agency responsibilities under this EO also apply to Native American programs.

**Executive Order 13166** requires each federal agency to ensure recipients of federal financial assistance provide meaningful access to their programs and activities by Limited English Proficiency (LEP) applicants and their beneficiaries.

**U.S. Department of Transportation (DOT) Order 5610.2(a)** was issued by the DOT to comply with EO 12898. This policy exists to promote the principles of environmental justice in all DOT programs. It defines environmental justice to mean an adverse impact that is predominantly borne or suffered by minority and/or low-income populations, and that is appreciably more severe or greater in magnitude than would be suffered by non-minority and/or non-low-income populations (DOT Order 5610.2[a], Appendix Definitions, sub.[g]).

**Americans with Disabilities Act of 1990** (42 USC Sections 12101 to 12213) prohibits discrimination based on disability under certain circumstances.

**Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended,** ensures persons displaced as a result of a federal action or by an undertaking involving federal funds are treated fairly, consistently, and equitably. This law helps ensure persons will not suffer disproportionate effects as a result of projects designed for the public's benefit as a whole.

**Section 4(f) of USDOT Act of 1966** (USC Section 303[c]) protects publicly owned parks, recreation areas, wildlife, and/or waterfowl refuges, as well as significant historic sites, whether publicly or privately owned. Section 4(f) requirements apply to all transportation projects that require funding or other approvals by the USDOT.

### 1.2.2 State

**California Environmental Quality Act** was passed shortly after NEPA was passed to institute a statewide policy of environmental protection. Under CEQA, an economic or social change by itself is not considered a significant effect on the environment. However, if a social or economic change is related to a physical change, then social or economic change may be considered in determining whether the physical change is significant.

**California Government Code Section 65040.12(e)** defines environmental justice as "the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies."

**Park Preservation Act (California Public Resources Code Sections 5400 to 5409)** prohibits state and local agencies from acquiring property that is being used as a public park at the time of acquisition unless the acquiring agency pays sufficient compensation, land, or both to enable the park operator to replace the land and any facilities on that land.

## 1.3 Assessment Process and Methodology Used

Information on existing and future land uses, park and recreation facilities, community facilities, emergency service providers, utilities, transportation facilities, and demographics was collected from publicly available information, including general plans, available geographic information system (GIS) data, government and agency websites, such as the cities of Oakland and Alameda, state of California, and the U.S. Census Bureau.

The land use analysis included reviews of the existing and future land uses and relevant regional and local planning documents, as well as the identification of goals and policies that were applicable to the proposed project and determination if these goals and policies were consistent or not. Also, the analysis included a first-cut screening, which is a step-by-step procedure presented in the Caltrans SER to determine the proposed project's growth potential and if further analysis is necessary.

Demographic information was collected using data from the *2013-2017 American Community Survey (ACS) 5-year Estimates* at the census block-group level, which is the smallest geographical unit the U.S. Census Bureau publishes sample data (data collected from a fraction of all households) for. Data for the proposed project was collected for the cities of Oakland and Alameda as well as Alameda County. The socioeconomic analysis focused on the project study area and how those living and working within it would be impacted by construction and operation. The impact analysis addressed both direct and indirect impacts. The *Noise Study Report, Traffic Operation Analysis Report, Air Quality Study Report, Visual Impact Assessment,* and the *Section 4(f) Appendix* technical reports were reviewed to determine the potential for community impacts. An environmental justice analysis also was conducted to determine the potential for the proposed project to have adverse impacts to environmental justice populations (defined as minority and/or low-income populations) that could result in disproportionately high and adverse impacts. Because the majority of the project study area and proposed improvements are within Oakland, it was used as the reference population for the environmental justice analysis. The analysis also considered the proposed project's benefits in making the determination of effect.

A qualitative economic analysis was performed to determine the potential economic impacts from construction and operation. The analysis used U.S. Department of Labor and U.S. Census Longitudinal Employer-Household Dynamics (LEHD) data about labor force trends and employment in the region and study area. The analysis also took into consideration the potential for short-term construction impacts and longer-term economic impacts.

The analysis included a summary of early and ongoing public outreach efforts, including those conducted as part of public scoping, stakeholder meetings and briefings, and future opportunities. Also, information on feedback received and engagement methods used with minority and/or low-income populations was summarized.

## 1.4 Proposed Project

The proposed project would remove and modify the existing freeway ramps, and it would modify the Posey Tube exit in the City of Oakland. The proposed improvements would construct a Class IV two-way cycle track on 6th Street between Oak and Washington streets and on Oak Street between 3rd and 9th streets, which would improve connectivity to existing and future planned bicycle/pedestrian paths in the City of Oakland, and implement various "complete streets" improvements to create additional opportunities for non-motorized vehicles and pedestrians across I-880 between downtown Oakland and the Jack London District. In addition, the proposed project would provide bicycle and pedestrian improvements at the Posey and Webster tubes' (Tubes) approaches in Alameda and Oakland, and it would open the Webster Tube westside pathway to bicycles and pedestrians.

The Webster Tube entrance at 5th Street and Broadway would be shifted to the east to give trucks more space when turning from Broadway into the Tube. A bulb-out would be constructed to extend the sidewalk, reducing the crossing distance and providing improved visibility of pedestrians on the southeast corner.

The proposed project would improve access to northbound (NB) and southbound (SB) I-880 from the Posey Tube via a right turn-only lane from the Posey Tube to 5th Street, and it would build a new horseshoe connector at Jackson Street below the I-880 viaduct that would connect to the existing NB I-880/Jackson Street on-ramp. Also, the proposed project would reconstruct and shift the existing westbound (WB) I-980/Jackson Street off-ramp to the south.

It also would remove the NB I-880/Broadway off-ramp and widen the NB I-880/Oak Street off-ramp to 6th Street, which would become the main NB I-880 off-ramp to downtown Oakland and to west Alameda. 6th Street would become a one-way through street from Oak Street to Harrison Street and a two-way street from Harrison Street to Broadway.

The proposed project's purpose is to improve multimodal safety and reduce conflicts between regional and local traffic; enhance bicycle and pedestrian accessibility and connectivity within the project study area; improve mobility and accessibility between I-880, State Route 260 (SR-260) (Tubes), City of Oakland downtown neighborhoods, and City of Alameda; and reduce freeway-bound regional traffic and congestion on local roadways and in area neighborhoods.

## 1.5 Study Area

The proposed project is in the cities of Oakland and Alameda in Alameda County (Figure 1-1). Figure 1-2 includes the project footprint and project study area. The project footprint includes the extent of all proposed project improvements, ground disturbances, staging, and access areas and the project study area for the socioeconomic analysis is an area within a ~0.25 mile of the project footprint (Figure 1-2). Because improvements would be largely within existing transportation land use, it is anticipated that most of the effects during construction would be in close proximity to the proposed project improvements and during operation most of the benefits associated with the proposed project would largely occur within the project study area.

**Figure 1-1: Project Vicinity**


**Oakland-Alameda Access Project**

Project Vicinity Map

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Miles

**Figure 1-2: Project Footprint/Study Area**

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# Chapter 2 Land Use

The following section provides information on existing and future land uses, planning, coastal zone, and parks and recreation. There are no wild and scenic rivers and because the proposed project is located in an urban area, there are no farmlands or timberlands. Therefore, no impacts on these resources would occur, and they are not discussed further.

## 2.1 Existing and Future Land Use

**Existing Land Use**

The project footprint is located within a highly developed, urbanized setting that includes mixed-use development, residential (single- and multi-family), commercial, industrial, recreational, institutional, and transportation-related use areas. The majority of the project footprint is in sections associated with transportation-related uses, primarily I-880 and SR-260, and local adjacent roadways including portions of 5th and 6th streets.

Beyond the transportation-related uses, the project footprint east of the Lake Merritt Channel is characterized by public facility or institutional uses, including Laney College. It has facilities on both sides of the channel, including a large surface lot that is used for the Laney College Flea Market and a variety of community events and activities, and recreational uses including Channel Park and Peralta Park owned and maintained by the City of Oakland. West of Laney College and north of I-880, the existing land uses are primarily residential, including a mix of older single-family structures and multi-family developments with commercial/retail and industrial areas. The primarily residential area transitions to being largely commercial/retail west of Alice Street. There are large multi-family buildings and public facility or institutional uses including the Oakland Police Department Headquarters located towards the western portion of the project footprint and north of I-880.

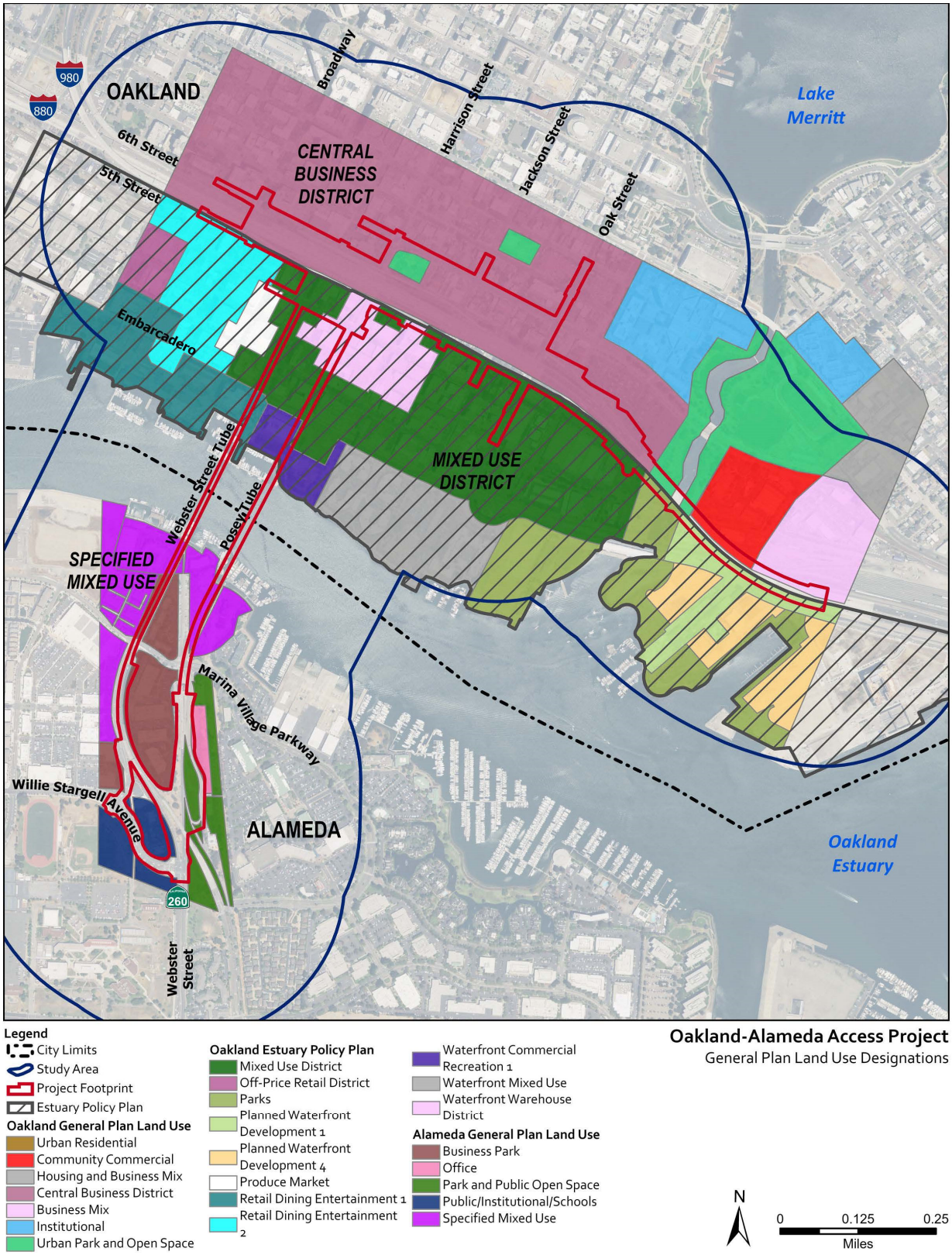
South of I-880, land uses east of the Lake Merritt Channel include former industrial property associated with the Brooklyn Basin mixed-use redevelopment. West of the channel are light industrial-related uses and the City of Oakland Estuary Park on the waterfront. These transition to a mix of uses, including residential consisting of multi-family developments, retail along the waterfront in Jack London Square, and commercial/offices with areas of industrial-related uses before transitioning back to largely industrial-related uses west of Clay Street. Within Alameda, existing land uses are primarily parks and open space, commercial, and institutional uses (College of Alameda) adjacent to the transportation-related uses within the project footprint.

## Future Land Use

Oakland's future land uses are guided by the *City of Oakland General Plan* (1998) for areas north of I-880 and the *City of Oakland Estuary Policy Plan* (2000) for areas south of I-880. General Plan designations for the cities of Oakland and Alameda for the project footprint and areas adjacent are shown in Figure 2-1. The areas north of I-880 are largely within the Central Business District (CBD). The CBD's intent is to encourage and support a mix of uses at varying densities, depending on the specific zone, while preserving its distinct neighborhoods. The areas east of the CBD zone include designations related to parks and open spaces that are centered on the Lake Merritt Channel, and on areas east that allow for commercial-related development. Areas south of I-880 include a mixture of commercial-related uses along the waterfront within Jack London Square.

Within Alameda, future land uses are associated primarily with office- and commercial-related uses, parks and open spaces, and institutional (City of Alameda General Plan 1991).

**Figure 2-1: General Land Use Designations**



### Development Trends

Oakland, Alameda, and Alameda County are projected to continue population, housing, and employment growth over the next 20 years based on data from the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) 2019 *Projections 2040* (MTC and ABAG 2019). The Oakland population is projected to increase by about 35 percent from 2020 to 2040 which is at a faster rate than Alameda County (about 22 percent). Additionally, by 2040 households are forecasted to increase by almost 30 percent compared to 12 percent for Alameda County, and over the next 20 years the number of jobs is forecasted to increase 10-11 percent in both Oakland and Alameda County. To accommodate the planned growth, several development projects have been completed recently or are being planned within about 0.5 mile of the project footprint.

### Major Approved and Active Projects

Table 2-1 provides information on major projects within an approximate 0.5 mile of the proposed project footprint. Developments within 0.5 mile of the project footprint were identified because they are the adjacent neighborhoods that could be affected. The proposed project modifies existing access to and from I-880, including removing and modifying freeway ramps that would reduce vehicle congestion on the local roadways, and improving pedestrian and bicyclist accessibility and connectivity in adjacent neighborhoods.

The majority of the developments identified are located within the City of Oakland. One of the largest developments is the Brooklyn Basin, which is located east of the Lake Merritt Channel, south of I-880, and on the Oakland Estuary. The development is located on approximately 64 acres of former industrial land.

**Table 2-1: Major Projects within 0.5 Mile of Project Footprint**

| Name | Jurisdiction | Proposed Activity/Uses | Status |
|---|---|---|---|
| **Transportation** | | | |
| Bridge Preservation | Oakland | • Replace Hanlon Lead railroad bridge<br>• Near Lake Merritt Channel Bridge<br>• Mitigation for EA 1706U | Under construction |
| **Residential Developments** | | | |
| Mirador | Oakland | • 48 market-rate residential units | Complete – 2018 |
| Prosperity Place | Oakland | • 70 affordable residential units | Complete – 2016 |
| Empyrean Towers | Oakland | • 66 affordable residential units | Under construction |
| Jack London Square Site D | Oakland | • 135 market-rate residential units | Application approved |

| Name | Jurisdiction | Proposed Activity/Uses | Status |
|---|---|---|---|
| Jack London Square Site F2 | Oakland | • 338 market-rate residential units | Application approved |
| Brooklyn Basin Planned Unit Development | Oakland | • 465 low-income residential units | Application approved |
| Alameda Shipways Residential Project | Alameda | • 292 residential units<br>• 2.5 acre public waterfront park | Planning |
| **Multi-use Developments** | | | |
| Brooklyn Basin – Parcel A | Oakland | • 254 low-income residential units<br>• 1,600 square feet retail | Application approved |
| Brooklyn Basin – Parcel B | Oakland | • 241 market-rate residential units<br>• 2,800 square feet retail | Under construction |
| Brooklyn Basin – Parcel C | Oakland | • 241 market-rate residential units<br>• 4,000 square feet retail | Application approved |
| Brooklyn Basin – Parcel D | Oakland | • 243 market-rate residential units<br>• 4,000 square feet of retail | Application submitted |
| Brooklyn Basin – Parcel F | Oakland | • 211 low-income residential units | Under construction |
| Brooklyn Basin – Parcel G | Oakland | • 356 market-rate residential units<br>• 43,000 square feet retail | Application under review |
| Brooklyn Basin – Parcel H | Oakland | • 380 market-rate residential units<br>• 16,598 square feet of retail | Application submitted |
| Brooklyn Basin – Parcel J | Oakland | • 378 market-rate residential units<br>• 2,700 square feet of retail | Application approved |
| 377 2nd Street | Oakland | • 134 market-rate residential units<br>• 5,500 square feet retail | Under construction |
| 150 & 155 4th Street (4th and Madison streets) | Oakland | • 330 market-rate residential units<br>• 5,000 square feet retail | Under construction |
| W-12 (Phase 1) | Oakland | • 333 market-rate residential units<br>• 25,000 square feet of retail | Under construction |
| 1314 Franklin Street | Oakland | • 607 market-rate residential units<br>• 27 low-income residential units<br>• 16,500 square feet of retail | Under construction |
| 226 13th Street | Oakland | • 251 market-rate residential units<br>• 16,500 square feet of retail | Under construction |
| 101 E. 12th Street | Oakland | • 90 market-rate residential units<br>• 47 moderate income residential units<br>• 14 low-income residential units<br>• 29 very low-income residential units<br>• 1,500 square feet of retail | Application approved |
| 412 Madison Street | Oakland | • 157 market-rate residential units<br>• 3,000 square feet retail | Application approved |
| Balco | Oakland | • 380 market-rate residential units<br>• 8,000 square feet of retail | Application approved |

| Name | Jurisdiction | Proposed Activity/Uses | Status |
|---|---|---|---|
| 925 Fallon Street | Oakland | • 58 market-rate residential units | Application approved |
| East Bay Asian Local Development Corporation | Oakland | • 65 moderate income residential units<br>• 3,500 square feet retail | Application approved |
| T5/6 – 1100 Clay Street | Oakland | • 262 market-rate residential units<br>• 5,000 square feet of retail | Application approved |
| Monarch Tower (1251 Harrison Street) | Oakland | • 169 market-rate residential units<br>• 16 very low-income residential units<br>• 121,000 square feet of office | Application under review |
| 459 8th Street | Oakland | • 50 market-rate residential units<br>• 4,000 square feet retail | Application approved |
| 600 Castro Street | Oakland | • 373 market-rate residential units<br>• 11,500 square feet office | Application submitted |
| Lake Merritt Transit-Oriented Development | Bay Area Rapid Transit (BART) | • 560 residential units<br>• 570,000 square feet of commercial and retail space | Planning |
| **Commercial/Office Developments** | | | |
| Downtown Hampton Inn | Oakland | • Hotel | Complete 2019 |
| Key System Building | Oakland | • 310,000 square feet of office<br>• 10,000 square feet of retail | Complete - 2020 |
| T 12 601 12th Street | Oakland | • 600,000 square feet of office<br>• 10,000 square feet of retail | Complete 2019 |
| 420 13th Street | Oakland | • 55,000 square feet of office | Application approved |
| Jack London Square Site F1 | Oakland | • 250,000 square feet of office | Application approved |
| Jack London Square Site F3 | Oakland | • Hotel - 155 rooms | Application submitted |
| Jack London Square Site C | Oakland | • 15,000 square feet of office<br>• 15,000 square feet of retail | Application approved |
| Oakland Civic Auditorium | Oakland | • 76,900 square feet office | Application approved |

| Name | Jurisdiction | Proposed Activity/Uses | Status |
|---|---|---|---|
| **Other Developments** | | | |
| Oakland A's Waterfront Ballpark District at Howard Terminal | Oakland | • New baseball stadium | Draft Environmental Impact Report (EIR) being prepared |
| **Parks and Recreation Projects** | | | |
| Shoreline Park – Brooklyn Basin | Oakland | • Waterfront park on approximately 10 acres | Under construction |
| Channel Park – Brooklyn Basin | Oakland | • Waterfront park on approximately 10 acres | Application approved |
| Gateway and South Parks – Brooklyn Basin | Oakland | • Waterfront parks on approximately 10 acres | Application approved |
| East Bay Greenway | Oakland | • 16 mile regional trail connecting Lake Merritt to South Hayward BART stations | Final Design |
| Alameda Landing Waterfront | Alameda | • Waterfront plaza and promenade on approximately 4.5 acres | Planning |
| Cross Alameda Trail | Alameda | • 0.9 mile segment (Main Street to Constitution Way). | Complete - 2020 |

*Note: Information for developments within the City of Oakland is based on available data from March 2020. As a result, there may have been changes in the status of the developments.*

*Source: Caltrans 2019, Alameda County Transportation Commission (Alameda CTC) 2020, City of Oakland 2020, and City of Alameda 2020*

### 2.1.1 Environmental Consequences

No-Build Alternative

The No-Build Alternative would not convert any existing land uses to transportation uses, nor would it have direct effects on land uses in the project study area. Furthermore, the location, characteristics, and uses of existing transportation facilities would not change.

Build Alternative

**Operation.** The proposed project would require one partial property acquisition. In Alameda, approximately 0.03 acres along the western edge of a commercial property would be required to construct improvements along Mariner Square Loop. The commercial uses would be converted to transportation use, but the impact on land use would be minor because the area converted represents a small percentage (less than 0.001 percent) of Alameda's total land area. The proposed project would also require a 0.1 acre permanent maintenance easement from the Laney College parking lot in order to

access and maintain the retaining wall on the north side of the NB I-880 Oak Street off-ramp. The maintenance easement would not result in any changes to land use.

The proposed project would require the transfer of right-of-way (ROW) from the City of Oakland; this is not an impact since the existing uses are already transportation related. It would not result in changes to land use patterns because land acquisition is minor, and the proposed project does not construct additional interchanges that could lead to increased pressures for land use changes.

**Construction.** The proposed project would use primarily existing transportation land use for construction activities, staging, and access. It could include the area under I-880 between Oak Street and Broadway in Oakland and the Caltrans ROW adjacent to the roadways in Alameda. Temporary construction easements have been identified in three locations to allow for construction activities. In Oakland, one temporary construction easement would be needed from Laney College for construction of a proposed retaining wall along the Oak Street off-ramp. The proposed project would temporarily acquire a portion of the faculty/student parking lot for construction access. The other two temporary construction easements are located in Alameda. One of the temporary construction easements would be needed from a commercial business (gas station) for construction of roadway improvements and would not affect access to or from the business. The other temporary construction easement would be located in Neptune Park and would be required to allow construction of the widened sidewalk in the northern portion of the park.

### 2.1.2 Avoidance, Minimization, and/or Mitigation Measures

The proposed project has been designed to be fit within existing ROW where feasible. The acquisition of properties will be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisitions Policies Act of 1970, as amended (Refer to Section 4.4, Relocations and Real Property Acquisitions, for information).

## 2.2 Consistency with State, Regional, and Local Plans

The following section provides information on the applicable regional and local plans, and the goals and policies that are applicable to the proposed project and whether the Build Alternative and No-Build Alternative are consistent or not.

### 2.2.1 Affected Environment

**MTC Plan Bay Area** was adopted in 2013 by MTC and ABAG, and it is the long-range transportation and land use planning document for the San Francisco Bay Area through 2040. The plan is intended to guide the Bay Area in accommodating growth while fostering an innovative, prosperous, and competitive economy; preserving a healthy and safe environment; and allowing all Bay Area residents to share the

benefits of vibrant, sustainable communities that are connected by an efficient and well-maintained transportation network.

**City of Oakland General Plan** was first adopted in 1998 and defines the long-range goals and intentions of the community. The Land Use and Transportation section is applicable to the proposed project, which includes the Bicycle Master Plan and Pedestrian Plan and the Estuary Policy Plan as follows:

- **Bicycle Master Plan** was first adopted in 1999 and updated in 2019 (*2019 Oakland Bike Plan - Let's Bike Oakland!*). The updated goals include increasing access to neighborhood destinations, providing safe and comfortable bikeways for everyone, reducing household transportation costs, and including the community in the planning process. The plan notes that residents in the downtown Oakland area tend to use transit, bicycle, and walk to a greater degree than the rest of Oakland.

- **Oakland Pedestrian Plan** was first adopted in 2002 and updated in 2017 (*Oakland Walks!*). The plan sets goals and policies to improve the pedestrian environment in Oakland. It established five outcomes for pedestrians in Oakland: 1) increase pedestrian safety; 2) create streets and places that promote walking; 3) improve walkability to key destinations; 4) engage the Oakland community in creating vibrant pedestrian environments; and 5) improve metrics, evaluations, funding, and tools for creating pedestrian environments.

- **Estuary Policy Plan** was adopted in 1999 and includes objectives and policies to enhance the area south of I-880 between Adeline Street and 66$^{th}$ Avenue in Oakland. The plan identifies improvements for open space and recreational opportunities along the shoreline and the need to connect waterfront uses with other parts of Oakland.

**Downtown Oakland Specific Plan** is expected to be adopted in 2020. It establishes policies to ensure downtown development over the next 20 years serves the broad needs of the entire community. Plan development began in 2015 and has included numerous opportunities for stakeholder and community involvement to help shape it. It includes goals and policies on economic opportunity, housing and affordability, mobility, cultural keeping, community health, land use and urban form, and implementation and engagement.

**Lake Merritt Station Area Plan** was adopted in 2014. It is a specific plan that encompasses the general area within 0.5 mile of the Lake Merritt BART station. The plan includes policies and programs that address land use, housing, design, circulation, transit improvements, streetscape improvements, and parks and public spaces, and it identifies actions for area improvements.

**City of Alameda General Plan** was adopted in 1991. It outlines goals and policies to guide Alameda's future conservation and development. It includes five themes: 1) an island, 2) small town feeling, 3) respect for history, 4) de-emphasis of the automobile, and 5) multi-use development on the northern

waterfront. Plan elements include land use; city design; transportation; open space and conservation; parks and recreation, shoreline access, schools, and cultural facilities; safety and noise; Alameda Point; northern waterfront amendment; and housing. Alameda is currently in the process of updating the *General Plan* for the period from 2020 to 2040. Elements of the plan are currently drafted except for transportation and mobility and housing which are anticipated to be complete in 2021.

**City of Alameda Transportation Choices Plan: Transit and Transportation Demand Management** was finalized in 2018 and was prepared to help guide future transportation decisions within Alameda. The plan identifies goals and objectives for implementing future transit and travel demand management projects that decrease drive alone trips at estuary crossings and increase walking, bicycling, bussing, and carpooling within Alameda.

**San Francisco Bay Conservation District's San Francisco Bay Plan (Bay Plan)** was adopted in 1968 with updates through 2012. The plan identifies policies to guide future uses of the San Francisco Bay and shoreline and priority use areas on and around the San Francisco Bay, including ports, water-related industry, airports, wildlife refuges, and water-oriented recreation.

### 2.2.2 Environmental Consequences

No-Build Alternative

The No-Build Alternative would be inconsistent with regional and local plans' goals and policies related to transportation facilities, such as reducing congestion for vehicles and improving bicycle and pedestrian facilities.

Build Alternative

The proposed project is consistent with local and regional plans, existing land use, and adopted goals and policies. The Bay Plan was reviewed, and there were no applicable goals and policies because only the subterranean Tubes are within its jurisdiction and project improvements are in the Tubes (refer to Section 2.3. Coastal Zone for information). The *City of Alameda Transportation Choices Plan: Transit and Transportation Demand Management* was also reviewed, but there were no applicable goals and policies because the plan focuses on strategies related to implementing transit and transportation demand management projects.

The *Downtown Oakland Specific Plan* has not been adopted yet. However, the goals and policies were reviewed, but the consistency with this environmental document was not performed since the plan may change. The draft plan identifies goals and policies under the Mobility and Accessibility chapter related to improving safety and connections for those that travel through, to, and from downtown Oakland. The

plan identifies strategies such as pedestrian and bicycle connection and safety improvements and congestion reduction on local roadways.

Table 2-2 provides information on the goals and polices that are applicable to the proposed project.

**Table 2-2: Consistency with Regional and Local Plans**

| Goal/Policies | Build Alternative | No-Build Alternative |
|---|---|---|
| **MTC Plan Bay Area** | | |
| Strategy 2. Modernize | **Consistent**<br>• Would modify access to and from I-880 to reduce congestion on local roadways.<br>• Includes pedestrian and bicycle improvements that improve safety and enhance access and connections within Oakland and between Oakland and Alameda, as well as to other transit modes. | **Not Consistent**<br>• No improvements and vehicle congestion would continue to increase.<br>• No pedestrian or bicycle improvements to reduce conflicts and improve connections. |
| **City of Oakland General Plan (Land Use and Transportation)** | | |
| Policy T3.5. Including Bikeways and Pedestrian Walks<br>The City should include bikeways and pedestrian ways in the planning of new, reconstructed, or realigned streets wherever possible. | **Consistent**<br>• Includes new bicycle facilities on 6th and Oak streets and improves the connection between Alameda and Oakland.<br>• Includes curb extensions and PHB (pedestrian hybrid beacon) signal upgrades to improve safety at pedestrian crossings. | **Not Consistent**<br>• No improvements to bicycle or pedestrian improvements. |
| Policy T3.7. Resolving Transportation Conflicts<br>The City, in constructing and maintaining its transportation infrastructure, should resolve any conflicts between public transit and single-occupancy vehicles in favor of the transportation mode that potentially provides the greatest mobility and access options for people, giving due consideration to the environmental, public safety, economic development, health, and social equity impacts. | **Consistent.**<br>• Would remove traffic coming and going to Alameda from local roadways, which would decrease traffic volumes and lead to reduced conflicts between vehicles, bicyclists, and pedestrians. | **Not Consistent**.<br>• No new or enhanced bicycle and pedestrian facilities that would improve connections to transit and improve safety.<br>• Congestion would continue to worsen on local roadways and would not reduce conflicts between modes. |

| Goal/Policies | Build Alternative | No-Build Alternative |
|---|---|---|
| Objective T4. Increase use of alternative modes of transportation.<br>Policy T4.10. Converting Underused Travel Lanes<br>Take advantage of existing transportation infrastructure and capacity that is underutilized, e.g., where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities. | **Consistent**<br>• Would connect 6th Street from Oak Street to Broadway.<br>• Would extend 6th Street and add new bicycle and pedestrian facilities. | **Not Consistent**<br>• No improvements to underutilized roadways. |
| Objective T6. Make streets safe, pedestrian accessible, and attractive. | **Consistent**<br>• Would improve pedestrian safety at several locations by removing a free right turn, extending curbs, adding new sidewalks, and installing a PHB signal. | **Not Consistent**<br>• Would not improve pedestrian facilities and conflict points would remain. |
| **2019 Oakland Bike Plan – Let's Bike Oakland!** | | |
| *Access* | | |
| Objective A. Increase access to jobs, education, retail, parks and libraries, recreational centers, and other neighborhood destinations. | **Consistent**<br>• Includes new bicycle facilities on 6th and Oak streets that would provide new and improved connections in the project study area.<br>• Includes the Chinese Garden Park, Oakland Museum, Laney College and neighborhoods within Oakland, such as Chinatown and the Jack London Square District.<br>• Improves connections between Oakland and Alameda. | **Not Consistent**<br>• Does not include additional bicycle facilities. |
| *Health and Safety* | | |
| Objective A. Reduce bicycle crashes through safe and comfortable bikeways. | **Consistent**<br>• Includes cycle track installation on 6th and Oak streets, which are Class IV bikeway types.<br>• Would provide a physical separation between bicyclists and vehicles. | **Not Consistent**<br>• Does not include additional bicycle facilities. |

| Goal/Policies | Build Alternative | No-Build Alternative |
|---|---|---|
| **2017 Pedestrian Plan Update – Oakland Walks!** | | |
| Goal: Holistic Community Safety<br>Make Oakland's pedestrian environment safe and welcoming. | **Consistent**<br>• Improvements including curb extension, PHB signal installation, and new sidewalks that would improve safety. | **Not Consistent**<br>• Does not include improvements that would impact pedestrian connections or safety. |
| **Estuary Policy Plan** | | |
| Objective C-6. Improve pedestrian and bicycle circulation.<br>Bicycle and pedestrian networks should be extended throughout the waterfront. | **Consistent**<br>• Improvements to the bicycle network, including a cycle track on Oak Street connecting to 3rd Street. | **Not Consistent**<br>• Does not include additional bicycle facilities. |
| **Lake Merritt Station Area Plan** | | |
| *Open Space* | | |
| Policy OS-9. Pedestrian Connections to Chinese Garden Park.<br>Improve pedestrian connections to Chinese Garden Park on 7th Street at Harrison and Alice streets as part of streetscape and circulation improvements in the planning area. Improved connections may involve removing the "soft right" turn from Harrison to 7th Street, installing a traffic signal at Alice and 7th streets, widening sidewalks, adding curb extensions for pedestrians, and adding clear and highly visible pedestrian signage for drivers. | **Consistent**<br>• Removes the dual right turns at 7th/Harrison Street interchange.<br>• Extends the curb reducing pedestrian crossing distance at the intersection.<br>• Installs a PHB pedestrian crossing beacon on 7th Street across the street from the Chinese Garden Park that would improve safety. | **Not Consistent**<br>• Does not include improvements that would impact pedestrian connections or safety. |
| *Streetscape and Circulation* | | |
| Policy C-16. Pedestrian Safety.<br>Prioritize pedestrian improvements and traffic calming near locations where the safety of youth and elders would be most enhanced. These locations would include Lincoln Recreation Center, Chinese Garden Park, Oakland Unified School District Downtown Educational Center, and Madison Square Park. | **Consistent**<br>• Improvements in the area around Chinese Garden Park.<br>• Removes the dual right turns at 7th/Harrison Street interchange.<br>• Extends the curb reducing pedestrian crossing distance.<br>• Installs a PHB pedestrian crossing beacon on 7th Street across the street from the Chinese Garden Park that would improve safety. | **Not Consistent**<br>• Does not include improvements that would impact pedestrian connections or safety. |

| Goal/Policies | Build Alternative | No-Build Alternative |
|---|---|---|
| Policy C-25. Traffic signal at 7th and Alice streets.<br><br>Study the implementation of a traffic signal at 7th and Alice streets to slow traffic and provide safe street crossings. If a traffic signal is not warranted, consider installation of additional traffic calming devices to encourage safe pedestrian crossing. | **Consistent**<br>• Installs a PHB pedestrian crossing beacon on 7th and Alice streets across the street from the Chinese Garden Park that would improve safety. | **Not Consistent**<br>• Does not include improvements that would impact pedestrian connections or safety. |
| Policy C-32. Bike lanes and routes.<br><br>Implement the policies and improvements of the City's *Bicycle Master Plan* in the planning area. New bike lane and route improvements in the plan include Class II bike lanes on Oak and Madison streets. | **Consistent**<br>• Includes cycle track installation (Class IV bikeway types that provide a physical separation between bicyclists and vehicles) on Oak Street. | **Not Consistent**<br>• Does not include additional bicycle facilities. |
| **Goal/Policies** | **Build Alternative** | **No-Build Alternative** |
| **City of Alameda General Plan (Transportation Element)** | | |
| Policy 4.1.1.d. Provide a network of facilities to allow for the safe conveyance of bicycle traffic on all streets and in all sections of the city. | **Consistent**<br>• Would improve safety for bicyclists traveling between Alameda and Oakland in the Tubes.<br>• Would improve connections and safety to existing facilities in Alameda. | **Not Consistent**<br>• No bicycle or pedestrian improvements.<br>• Bicyclists and pedestrians would not realize improvements in accessibility and safety. |
| Objective 4.1.2. Protect and enhance the service level of the transportation system.<br><br>Policy 4.1.2e. Work with regional, state, and federal agencies to develop plans for design, phasing, funding, and construction of facilities to enhance multimodal cross-estuary travel, such as increased access to I-880 (bridge, tunnel, or other vehicle connection) bicycle/pedestrian shuttles or high-occupancy vehicle only crossing, e.g., transit or carpool lane, to Oakland. | **Consistent**<br>• Provides a more direct connection to I-880 by avoiding the need to travel on local roadways.<br>• Improves pedestrian and bicycle connections between Alameda and Oakland. | **Not Consistent**<br>• Does not include roadway, bicycle, or pedestrian improvements that would enhance cross-estuary travel. |

| Goal/Policies | Build Alternative | No-Build Alternative |
|---|---|---|
| Objective 4.3.3. Promote and encourage bicycling as a mode of transportation.<br>4.3.3.b. Include improvements to bicycle facilities as part of city transportation improvement projects (streets, bridges, etc.). | **Consistent**<br>• Would provide a new connection through the Webster Tube for bicycle and pedestrian travel.<br>• Would improve bicycle and pedestrian facilities associated with the Posey Tube.<br>• Improvements would connect to new bicycle facilities in Oakland. | **Not Consistent**<br>• Does not include bicycle improvements that would encourage ridership through the Posey Tube. |

### 2.2.3 Avoidance, Minimization, and/or Mitigation Measures

The proposed project is consistent with the adopted local and regional plans, and it has been designed to fit primarily within existing transportation land use to minimize land use conversion to a transportation-related use. No other avoidance, minimization, or mitigation measures will be required.

## 2.3 Coastal Zone

The Coastal Zone Management Act of 1972 (CZMA) is the primary federal law enacted to preserve and protect coastal resources. It establishes a program under which coastal states are encouraged to develop coastal management programs. States with an approved coastal management plan are able to review federal permits and activities to determine if they are consistent with the state's management plan.

California developed a coastal zone management plan and enacted its own law (California Coastal Act of 1976) to protect its shorelines. The policies are similar to the CZMA. The California Coastal Commission (CCC) is responsible for its implementation and oversight.

Just as the CZMA delegates power to coastal states to develop their own coastal management plans, the California Coastal Act delegates this power to local governments (15 coastal counties and 58 cities). Local coastal programs determine the short- and long-term use of coastal resources in their jurisdiction, consistent with the California Coastal Act's goals.

This project is not situated within the coastal zone.

San Francisco Bay Conservation and Development Commission (BCDC), created prior to the California Coastal Act, retains oversight and planning responsibilities for the development and conservation of Bay Area coastal resources. The regulatory authority for BCDC is the McAteer-Petris Act and the Suisun Marsh Protection Act.

BCDC regulates and establishes policy for Bay fill, use of the Bay and shoreline area, and public access to and along the Bay. BCDC jurisdiction includes open water, marshes, and mudflats of the greater San Francisco Bay; portions of most creeks, rivers, sloughs, and other tributaries subject to tidal action that flow into San Francisco Bay; and salt ponds, managed wetlands, and a shoreline band that extends inland for 100 feet from the San Francisco Bay shoreline. For a project within any portion of BCDC jurisdiction, a permit from BCDC may be required.

### 2.3.1 Affected Environment

Portions of the proposed project would be within the BCDC jurisdiction, but those portions are located entirely within the existing Caltrans ROW within the Tubes that are located under the Oakland Estuary. Figure 2-2 illustrates the BCDC jurisdiction's location.

**Figure 2-2: BCDC Jurisdiction**

### 2.3.2 Environmental Consequences

No-Build Alternative

The No-Build Alternative does not include any improvements in the coastal zone.

Build Alternative

**Operation**. There are no coastal zone impacts. The majority of the proposed project activities are outside of the 100 foot shoreline band for the BCDC, and it would not result in shoreline band changes. The proposed project improvements in the Tubes are related to pedestrian and bicycle improvements within the existing ROW and are entirely within and inside the existing Tubes. Within the horizontal extent of BCDC's shoreline jurisdiction, the Tubes are located below ground. The proposed project is therefore vertically separated from BCDC jurisdiction and contained within the enclosed Tubes. The proposed project does not require fill, dredge, or modifications to the shoreline or waterways.

**Construction.** Construction activities would be within BCDC and existing transportation land use within the Tubes. The proposed project does not require fill, dredge, or other construction activities outside the Tubes in the BCDC jurisdiction. Because the improvements would be located within existing transportation land use and within the horizontal extent of BCDC jurisdiction, the proposed project would fall under the BCDC Programmatic Maintenance agreement with Caltrans. Caltrans would obtain coverage during the design phase.

### 2.3.3 Avoidance, Minimization, and/or Mitigation Measures

No avoidance, minimization, and/or mitigation measures are required.

## 2.4 Parks and Recreation

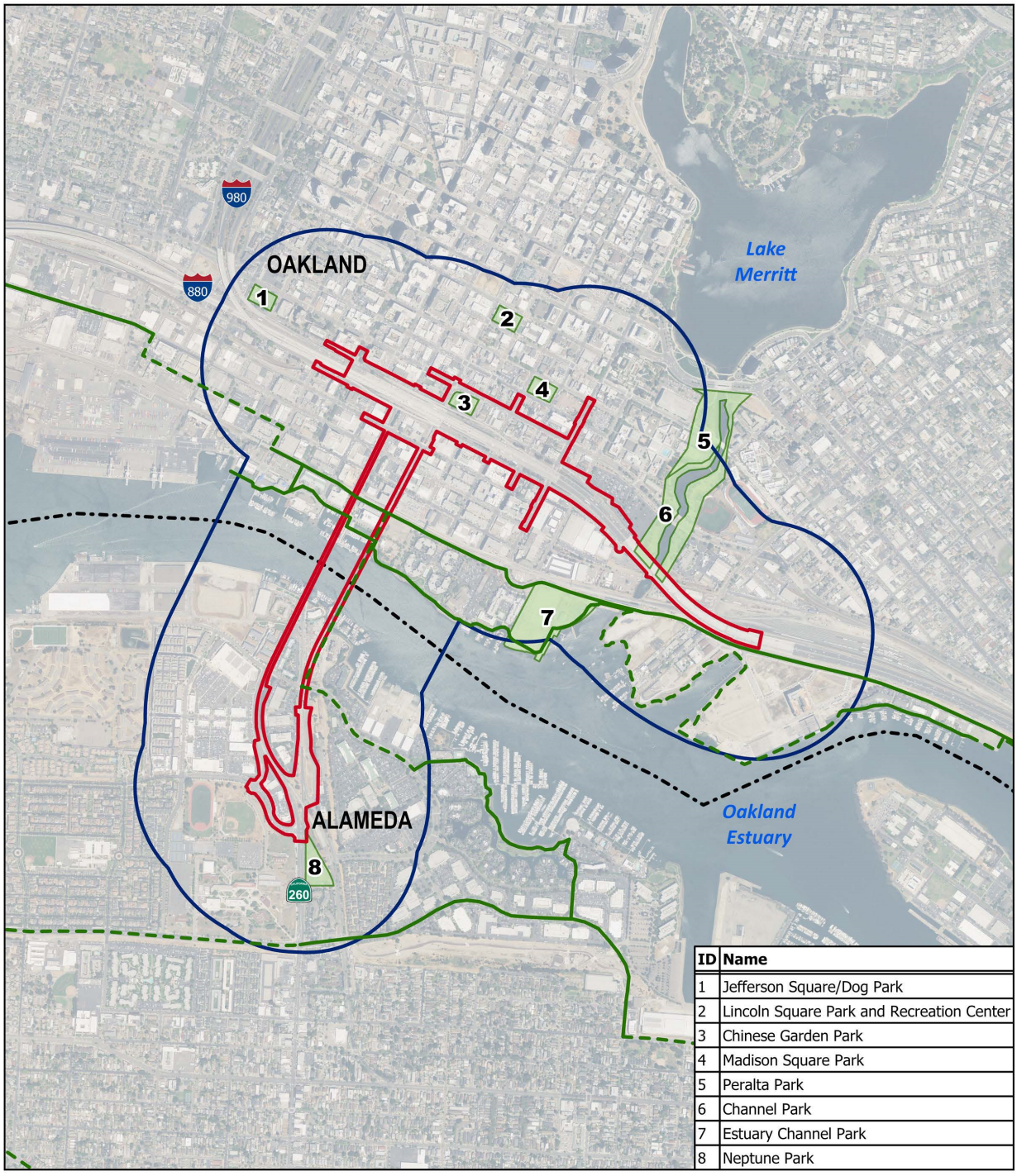
### 2.4.1 Affected Environment

The project study area includes parks and recreation facilities within the cities of Oakland and Alameda. The City of Oakland's Office of Parks and Recreation manages the facilities within Oakland, and the Alameda Recreation and Park Department manages facilities within Alameda. In addition, the San Francisco Bay Trail runs through the project study area on parts of Embarcadero Way and along the waterfront between the Jack London Square Ferry Terminal and Estuary Park outside of the project footprint. Parks and recreation facilities are shown in Figure 2-3.

The parks closest to the project footprint include the Chinese Garden Park and Channel Park in Oakland and Neptune Park in Alameda. Chinese Garden Park is adjacent to 6$^{th}$ Street, and amenities include open space with landscaping and walkways, gazebo/pagoda, and a building that is currently used as a

community center that has served a variety of purposes depending on who is leasing the building (for example child care services and senior services have been recent uses). Channel Park is located just north of I-880 and spans either side of the Lake Merritt Channel, and amenities include a paved walkway, benches, and public area. The paved walkway on the western side of the Lake Merritt Channel within Channel Park continues under I-880 and connects with 4th Street. Neptune Park amenities include walking trails and open space. None of the parks and recreation facilities in the project study area are subject to the Park Preservation Act because no property would be acquired.

**Figure 2-3: Parks and Recreation Facilities**




| ID | Name |
|---|---|
| 1 | Jefferson Square/Dog Park |
| 2 | Lincoln Square Park and Recreation Center |
| 3 | Chinese Garden Park |
| 4 | Madison Square Park |
| 5 | Peralta Park |
| 6 | Channel Park |
| 7 | Estuary Channel Park |
| 8 | Neptune Park |

Legend

- City Limits
- Study Area
- Project Footprint
- San Francisco Bay Trail (Existing)
- San Francisco Bay Trail (Proposed)
- Park

**Oakland-Alameda Access Project**

Parks/San Francisco Bay Trail

**Note:** Park boundaries are approximate and may not reflect the entire park boundary.

N

0 0.125 0.25

Miles

### 2.4.2 Environmental Consequences

No-Build Alternative

There would be no impacts to parks and recreation facilities under the No-Build Alternative. It would not improve bicycle and pedestrian access in the project study area or provide increased opportunities to access parks and recreation facilities.

Build Alternative

For all of the parks and recreation facilities in the project study area, there would be no use (permanent, temporary, or constructive) under Section 4(f). The proposed project would not affect the protected activities, features, or attributes that qualify these properties for protection under Section 4(f) because:

- It would not acquire lands, either temporarily or permanently, from these facilities.
- It would not result in changes in access to these facilities during construction or operation.
- Noise levels would not increase at these facilities during operation or the increase would be the same as or less than the No-Build Alternative.
- No visual effects would occur at these facilities as a result of the improvements.

**Operation.** The proposed project would not require permanent land acquisition from parks and recreation facilities. The majority of the parks and recreation facilities are located far enough away that operation would not result in proximity impacts (i.e., noise and visual). The addition of new bicycle and pedestrian facilities would improve access to parks and recreation facilities in the project study area.

Chinese Garden Park is within the Oakland project footprint. Benefits under the proposed project would include visual setting improvements with the removal of the NB I-880/Broadway structure along the southern edge of the park, and an improved and safer 7th Street that would be more pedestrian- and bicycle-friendly. The removal of on-street parking on 6th Street would not result in impacts for park users because there is other on-street parking available on other streets, and the addition of the cycle track on 6th Street and a sidewalk would provide improved bicycle and pedestrian access to the park. The extension of the sidewalk on Alice Street along with the improvements on 6th Street would provide a continuous sidewalk around the park. The pedestrian improvements on 7th Street, including the addition of a PHB signal and the removal of free right turns from Harrison Street, would improve safety for pedestrians accessing the park. The areas where improvements are proposed around the park are illustrated in Figure 2-4. While noise levels would decrease, they would still be above FHWA noise abatement criteria within the park; however, noise levels are lower compared to the No-Build Alternative and would not impact the use of the park.

**Figure 2-4: Chinese Garden Park Adjacent Improvements**


**Legend**

- CHINESE GARDEN PARK BOUNDARY
- PROPOSED PROJECT ELEMENTS
- PROJECT FOOTPRINT

**Oakland-Alameda Access Project**

Chinese Garden Park

N

0 25 50

Feet

Neptune Park in Alameda is adjacent to the project footprint. There is an existing sidewalk that runs through the northern portion of the park that would realize benefits. The widening of the existing sidewalk within Neptune Park and the areas adjacent to it would improve access for pedestrians and bicyclists traveling within as well as to/from the park.

**Construction.** Construction activities would be adjacent to the Chinese Garden Park and in close proximity to Channel Park in Oakland, but construction activities would not be required within these two parks. There would potentially be temporary increases in noise, dust, and visual disturbance from construction equipment. This would mostly occur near the Chinese Garden Park with the removal of the elevated structure and sidewalk construction; access to both parks would be maintained throughout construction. Within Neptune Park, a portion of the existing sidewalk would be widened from 8 to 10 feet (refer to Figure 2-5 for the area of the proposed park improvements). The construction of the sidewalk within Neptune Park meets the temporary exception criteria in 23 Code of Federal Regulations (CFR) 774.13(d)(g), and it would not result in a temporary use under Section 4(f). The construction activities would meet the exception criteria because occupancy during construction would be temporary and would not result in changes in ownership, construction activities would be minor in nature, construction would not result in permanent adverse physical impacts or interference with protected activities, and the area would be restored after construction. The widening of the sidewalk is considered a transportation enhancement activity. Concurrence that a use under Section 4(f) would not occur within Neptune Park would be required from the City of Alameda as the agency with jurisdiction. Refer to the Section 4(f) Appendix for additional information on the temporary occupancy within Neptune Park and the concurrence letter from the City of Alameda. Construction would not affect the use of the facilities, and the impacts would end once construction is complete. Other park and recreation facilities are far enough away, or the construction activities are limited that no other impacts are anticipated.

**Figure 2-5: Neptune Park Area of Proposed Improvements**

### 2.4.3 Avoidance, Minimization, and/or Mitigation Measures

Avoidance, minimization, and/or mitigation measures and best management practices that were identified in other reports — *Noise Study Report, Air Quality Study Report*, and *Visual Impact Assessment* — and the development of a Transportation Management Plan (TMP) will avoid and/or minimize impacts on parks and recreation facilities during construction.

The following measure applies to temporary impacts in Neptune Park:

- Restore Neptune Park to existing conditions after construction and coordinate with the City of Alameda on restoration of the disturbed areas. Access at all times will be maintained to Neptune Park during construction.

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# Chapter 3 Growth

## 3.1 Regulatory Setting

The Council on Environmental Quality (CEQ) regulations, which established the steps necessary to comply with NEPA, require evaluation of the potential environmental effects of all proposed federal activities and programs. This provision includes a requirement to examine indirect effects, which may occur in areas beyond the immediate influence of a proposed action and at some time in the future. The CEQ regulations (40 CFR 1508.8) refer to these consequences as indirect impacts. Indirect impacts may include changes in land use, economic vitality, and population density, which are all elements of growth.

CEQA also requires the analysis of a project's potential to induce growth. The CEQA Guidelines (Section 15126.2[d]) require that environmental documents "…discuss the ways in which the proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment…"

## 3.2 Affected Environment

### 3.2.1 First-Cut Screening

The first-cut screening process presented in the Caltrans SER outlines a step-by-step procedure to determine whether a transportation project has the potential for growth-related impacts. The initial step of the screening process is to determine whether the project has the potential to change accessibility. If the project has such potential, then further analysis is warranted. The next step calls for an analysis of factors, including project type, project location, and growth pressures in the project area. Based on this information, it is determined whether project-related growth is reasonably foreseeable. If growth is reasonably foreseeable, further analysis is conducted to determine the effect of this additional growth on resources of concern.

**Accessibility**

The proposed project would modify existing accessibility to the project study area, including removing and modifying freeway ramps that would reduce vehicle congestion on the local roadways as well as conflicts between regional and local traffic.

The proposed project would also improve bicycle accessibility with the addition of new facilities, including linkages between the cities of Oakland and Alameda through the new approaches to the Tubes, improvements in the Webster Tube, and construction of a new cycle track along 6$^{th}$ and Oak streets. These improvements would provide improved connections to transit and increase safety.

**Project Type, Project Location, and Growth Pressure**

The proposed project modifies an existing structure and would not result in growth pressure. It is located in a highly urbanized setting with little vacant land in the surrounding area. There are opportunities for redevelopment in the project study area based on the general plan designations and zoning codes for the cities of Oakland and Alameda, but the proposed project does not trigger this redevelopment opportunity. It modifies the existing accessibility and does not construct new access points into the project study area that would lead to pressure to change existing designations. The City of Oakland is planning for growth and is in the process of completing the *Downtown Oakland Specific Plan* that would change designations to allow for increased densities to accommodate the forecasted growth. The City of Alameda is also planning for growth and based on data in the City of Alameda's *Transportation Choices Plan: Transit and Transportation Demand Management* (2018), housing demand is expected to increase 7 percent over the next 10 years, including areas west of the Tubes that have been designated as a priority housing development area, along with a 30 percent increase in job growth.

**Reasonably Foreseeable Project Related Growth**

The proposed project modifications to accessibility occur within a highly urbanized area. The area would continue to grow consistent with current planning documents and with population, household, and economic forecasts with or without the proposed project. Therefore, growth is not reasonably foreseeable as a result of the proposed project. The reduction of congestion on local roadways and improvements in bicycle connections would better enable the City of Oakland to accommodate planned growth. Therefore, growth-related impacts are not anticipated.

## 3.3 Environmental Consequences

No-Build Alternative

The proposed project would not be constructed, congestion and delays would continue, and there would be no improvements in pedestrian and bicycle facilities. The increased congestion in areas where higher development is occurring and/or planned could negatively affect planned growth.

Build Alternative

No growth-related impacts are anticipated. As described above in Section 3.1, project-related growth is not reasonably foreseeable, and further growth analysis is not warranted. The reduction of congestion on local roadways and improvements in bicycle connections would better enable the City of Oakland to accommodate planned growth.

## 3.4 Avoidance, Minimization, and/or Mitigation Measures

No avoidance, minimization, and/or mitigation measures will be needed because there are no growth-related impacts anticipated.

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# Chapter 4 Community Character

## 4.1 Population and Housing

The following sections provide information on the demographics of the project study area compared to the larger regional area.

### 4.1.1 Affected Environment

#### 4.1.1.1 Regional Population Characteristics

Historic and projected populations for Oakland, Alameda, and Alameda County are shown in Table 4-1. It shows that Oakland is projected to grow at a greater rate when compared to Alameda and Alameda County.

**Table 4-1: Regional Population Characteristics**

| Location | 2010 | 2020 | 2040 | Change in Population (2020-2040) | Average Annual Growth (2020-2040) |
|---|---|---|---|---|---|
| Oakland | 390,724 | 480,270 | 650,625 | 35.5% | 1.8% |
| Alameda | 73,812 | 87,460 | 92,465 | 5.7% | 0.3% |
| Alameda County | 1,510,271 | 1,711,460 | 2,092,370 | 22.3% | 1.1% |

*Source: U.S. Census Bureau, 2018 and ABAG 2019*

Table 4-2 provides information on the demographic characteristics of the project study area in the cities of Oakland and Alameda compared to Alameda County. The project study area has a lower percentage of the under 18 population, and a greater percentage of the 65 and over population. It has the highest percentage of minority populations with nearly 77 percent of the project study area identifying as a minority population. Refer to Section 4.3. Environmental Justice for additional information on minority populations in the project study areas.

**Table 4-2: Demographic Characteristics**

| Characteristic | Project Study Area | Oakland | Alameda | Alameda County |
|---|---|---|---|---|
| Total Population | 17,848 | 417,442 | 78,246 | 1,629,615 |
| Under 18 Years (%) | 13.7 | 20.0 | 20.2 | 21.2 |
| 65 Years and Over (%) | 17.8 | 12.5 | 14.8 | 12.8 |
| Median Age | 42.0 | 36.4 | 41.0 | 37.3 |
| Minority Population (%) | 76.7 | 72.7 | 57.3 | 67.8 |

*Source: U.S. Census Bureau, 2018*

Areas of Caltrans ROW under I-880 and City of Oakland ROW in the project footprint either are or have been associated with unsheltered population encampments. These encampments are not allowed within either Caltrans or City ROW, with the exception of sanctioned encampments. Based on the latest count done in 2019, the unsheltered population in Alameda County was 8,022 in 2019 (Everyone Home, 2019). Within Oakland, the unsheltered population was 4,071 and in Alameda 231. Unsheltered populations are a major concern in Alameda County, and the City of Oakland has been working to address the issue by making investments in programs to provide housing. The City of Oakland is using funding through California's Homeless Emergency Aid Program to provide beds, shelter, and services, including providing community cabins and managed recreational vehicle sites, and increasing the number of year-round beds in shelters. The City of Oakland recently opened a community cabin site within the project footprint in Caltrans ROW south of 6th Street and between Oak and Madison streets. The site has 19 two-person cabins and may require removal prior to construction. The City operates six other community cabin sites within City limits, with the goal of providing temporary shelter while providing unsheltered residents a better opportunity to find permanent housing.

In addition, the City of Oakland has established the Keep Oakland Clean and Beautiful program as part of the City's efforts to address homelessness, and each week it cleans a number of encampments. Clean-up activities at encampments include trash removal, porta-potty and wash stations service, and removal of abandoned automobiles. The residents are not required to leave the encampment before or after the clean-up activities. An online schedule is maintained with information on the dates, locations, and work to be completed at encampments. As detailed in Table 2-1, there are projects under construction that would provide housing for low-income populations. There are also a number of existing affordable housing and social service providers in the project study area that provide services to the unsheltered population. Refer to Section 4.3. Community Facilities for information on their locations.

#### 4.1.1.2 Household Size and Composition

The project study area has the lowest percentage of family households and the highest percentage of householders living alone compared to the cities and county (Table 4-3).

**Table 4-3: Household Characteristics**

| Characteristic | Project Study Area | Oakland | Alameda | Alameda County |
|---|---|---|---|---|
| Households | 7,834 | 159,448 | 30,587 | 569,070 |
| Average Household Size | 2.54 | 2.58 | 2.67 | 2.93 |
| Family Households (%) | 49.9 | 55.3 | 62.9 | 66.7 |
| Married Couple (%) | 38.5 | 35.1 | 48.6 | 50.0 |
| Female Head of Household (%) | 8.5 | 14.4 | 10.3 | 11.9 |
| Living Alone (%) | 38.0 | 32.6 | 9.6 | 24.5 |

*Source: U.S. Census Bureau, 2018*

#### 4.1.1.3 Household Income

As shown in Table 4-4, the project study area has a higher percentage of the population below the poverty line with almost 25 percent of it considered low-income, which is more than double that of Alameda County and the City of Alameda. The project study area has a lower median household income. In the project study area, 26.9 percent of households do not own a vehicle, which is almost double that of Oakland and over double Alameda and Alameda County. Households with no vehicle can be considered transit dependent, which can be an indicator of low-income populations. However, this characteristic could also be associated with households who chose alternative modes to travel and no longer own a vehicle.

**Table 4-4: Income**

| Characteristic | Project Study Area | Oakland | Alameda | Alameda County |
|---|---|---|---|---|
| Population for Whom Poverty Determined[1] | 17,454 | 412,779 | 76,973 | 1,602,357 |
| Individuals Below Poverty Threshold (%) | 23.3 | 18.7 | 9.2 | 11.3 |
| Households with No Vehicle Available (%) | 26.9 | 16.6 | 8.1 | 9.8 |
| Median Household Income | $60,564 | $63,251 | $89,045 | $85,743 |

[1] Poverty status cannot be determined for people in institutional group quarters (e.g., prisons or nursing homes), college dormitories, military barracks, and living situations without conventional housing (and who are not in shelters). In addition, unrelated individuals under age 15 (such as foster children) are not determined.

*Source: U.S. Census Bureau, 2018*

#### 4.1.1.4 Neighborhoods/Communities/Community Character

The following section provides information on the neighborhoods within the project study area, including information on community cohesion. Community cohesion is defined as the degree to which residents have a sense of belonging to their neighborhood, a level of commitment to the community, or a strong attachment to neighbors, groups, and institutions, usually as a result of continued association over time. Some indicators of a higher degree of cohesion include ethnic homogeneity, long-term residents, households of two or more people, high rates of home ownership, and a high percentage of elderly residents.

The proposed project is located in neighborhoods within the cities of Oakland and Alameda. The Oakland Inner Harbor is a barrier to interaction between neighborhoods in Oakland and Alameda with the Tubes providing the only linkages to interaction within the project study area. Within Oakland, the construction of I-880 in 1950 formed a barrier to interaction and acts as a boundary for the neighborhoods located north and south of the interstate. Within the project study area, the existing local street patterns are intertwined with freeway entrances and exit ramps that affect interaction between the neighborhoods, especially for pedestrians and bicyclists.

**Oakland Neighborhoods**

Within Oakland, the project study area includes the following neighborhoods: Chinatown, Jack London District, Old Oakland, Clinton, and the new and growing Brooklyn Basin. The Jack London District and Brooklyn Basin neighborhoods are located south of I-880 and Chinatown, Old Oakland, and Clinton to the north. The majority of the project footprint is within the Jack London District and Chinatown neighborhoods.

**Chinatown.** Located north of I-880 and partially within the proposed project, Chinatown is characterized by a large Asian population and businesses that provide goods and services to the Asian populations that reside in the neighborhood. It also attracts people from the larger regional area. Within the neighborhood, there is a walkable concentration of land uses with numerous retail shops, including produce and grocery stores, and restaurants. The neighborhood also includes a number of community facilities that provide opportunities for those living in the neighborhood to interact. In addition, there are a large number of events held in the Chinatown neighborhood throughout the year, including StreetFest (late August), Lunar New Year Celebrations and Lion Dances (late January to early February), Night Market (weekends June and July), Asian Pacific American Heritage Festival (May), and the Obon Festival (August). All of this demonstrates the Chinatown neighborhood has a high degree of cohesion.

**Jack London District.** South of I-880 and immediately adjacent to the proposed improvements, the Jack London District includes a mixture of uses. It includes industrial-related uses on the western and eastern edges of the neighborhoods; multi-family residential and commercial uses within the core of the neighborhood; and a mixed-use development located along the waterfront that includes Jack London

Square, a mixed-use publicly accessible waterfront development. It has dining, retail, recreation, and year round events that attract visitors from around the region. The San Francisco Bay Trail follows the waterfront through the neighborhood. The opportunities for interaction and connections to trails and parks indicates a higher degree of cohesion in the neighborhood.

**Old Oakland.** Located north of I-880 and west of Chinatown, Old Oakland is characterized by two- and three-story buildings with many of the buildings considered historic. The neighborhood includes a mixture of uses including commercial, office, and residential. The commercial uses include a number of dining options, a year round farmers market held on Fridays, and parks and community facilities that provide opportunities for interaction. The neighborhood has a high degree of cohesion.

**Laney.** North of I-880 and spanning across the Lake Merritt Channel, the Laney neighborhood is centered around Laney College. The college attracts students from around the region and hosts a variety of community events and activities and events in their parking lot, including the Laney College Flea Market. Channel Park is located on either side of the Lake Merritt Channel. The neighborhood has a lower degree of cohesion given the temporary nature of students who may only be in the area for a couple of years and who live outside the project area and commute to school.

**Brooklyn Basin (Embarcadero Cove).** South of I-880 and east of the Lake Merritt Channel, Brooklyn Basin will be a new neighborhood once redevelopment has finished. The neighborhood is located on the waterfront that previously consisted of industrial-related uses. Given that the neighborhood is still largely undeveloped, there is no real sense of community cohesion now, but as development occurs, including retail and parks development, cohesion would increase.

**City of Alameda**

Within Alameda, the project study are includes the following neighborhoods: the West End and Marina Village.

**West End.** Located west of the Webster Tube within the project study area, the neighborhood consists largely of commercial-related buildings, including bigger chain stores that attract residents from the larger area. The only residential development in the project study area is a multi-family development. Given the scale of development in the area, there would be a lower sense of community cohesion within this part of the neighborhood.

**Marina Village.** Located east of the Posey Tube within the project study area, the neighborhood consists mainly of commercial- and office-related developments. There are marinas along the waterfront and parks and trails in the area. Similar to the West End neighborhood, given the scale of development there would be a lower sense of community cohesion within this part of the neighborhood.

#### 4.1.1.5 Housing

Housing in the project study area includes a mixture of uses with much of the housing consisting of multi-family units of various sizes. Single-family residential within the project study area is in the Chinatown neighborhood between Alice and Oak streets and consists largely of older homes. As shown in Table 4-5, a greater percentage of residents rent versus own and the majority of residents have lived in their residence for over 10 years. The median household value in the project study area is similar to household value in Oakland, and it is about $170,000 less than Alameda, which has the highest median household values. The median gross rent in the project study area is about $200 per month more than Oakland and lower than Alameda and Alameda County. Within the project study area, the Jack London District has the highest median rent, over $2,000 per month, and the Chinatown District the lowest, less than $600 per month.

Within Alameda County, housing affordability is a continuing concern. As noted in Table 2-1, there are a number of larger multi-family residential developments that have been completed recently or will be constructed over the next couple of years. This new housing is largely within the Oakland neighborhoods. Based on the available information, over 6,800 residential units, including over 1,200 affordable units, have been completed recently or are planned to be constructed within an approximate 0.5 mile area from the project footprint.

**Table 4-5: Residential Housing Characteristics**

| Characteristic | Project Study Area | Oakland | Alameda | Alameda County |
|---|---|---|---|---|
| Total Housing Units | 8,606 | 169,303 | 32,414 | 596,898 |
| Total Occupied | 7,834 | 159,448 | 30,587 | 569,070 |
| Owner Occupied (%) | 31.1 | 39.8 | 47.0 | 53.0 |
| Renter Occupied (%) | 68.9 | 60.2 | 53.0 | 47.0 |
| Tenure (at least 10 years) (%) | 55.2 | 51.0 | 56.6 | 54.5 |
| Median Household Value ($) | $559,240 | $564,500 | $729,100 | $649,100 |
| Median Gross Rent[1] ($) | $1,421 | $1,255 | $1,607 | $1,547 |

*[1] Median Gross Rent includes both rent and estimated average monthly cost of utilities and includes all occupied units paying rent.*

*Source: U.S. Census, 2018*

## 4.1.2 Environmental Consequences

### 4.1.2.1 Regional Population Characteristics

No-Build Alternative

Neighborhoods would continue to lack bicycle and pedestrian safety improvements, improved bicycle connections to and from neighborhoods and between Oakland and Alameda and continue to experience increased levels of congestion because the No-Build Alternative would not implement proposed project improvements.

Build Alternative

**Operation.** The proposed project would not result in changes in the regional population characteristics and the project study area would continue with the same population, household, and economic growth that is planned for the area.

**Construction.** Construction is short-term in nature and would not result in impacts on the regional population characteristics.

### 4.1.2.2 Neighborhoods/Communities/Community Character

No-Build Alternative

Under the No-Build Alternative, the proposed project would not be constructed. Without the proposed project, there are no benefits associated with reduced congestion on local roadways or improvements in bicycle facilities and connections and pedestrian improvements. As conditions continue to worsen it could have negative impacts on community cohesion.

Build Alternative

**Operation.** The character of the neighborhoods in the project study area would not change because of the proposed project. It does not displace residences, businesses, or community facilities. It would not divide or bisect neighborhoods, change social patterns, or impede access to neighborhoods or community facilities. The removal of the elevated northbound Broadway off-ramp would narrow the barrier effect on neighborhoods created by I-880. The improvements to the local roadways would reduce congestion on the local roadway networks. Proposed improvements to the bicycle network would be beneficial to those living, working, and visiting the project study area. There would be new connections between Oakland and Alameda, to the larger bicycle network in Oakland and Alameda, and to other transit modes improving access and safety for bicyclists. The pedestrian network also would see safety improvements.

No long-term impacts are anticipated on community events at the Laney College parking lot because no parking spaces would be removed. The project would require a permanent maintenance easement from Laney College to access and maintain the retaining wall along the NB I-880 Oak Street off-ramp at the south edge of the parking lot. The use of the Laney College parking lot by maintenance vehicles would not restrict or affect parking spaces or parking access by the College or other community events that take place in the parking lot. The project would also remove the existing chain link fence between the off-ramp and the Laney College parking lot so that Caltrans maintenance crews can access the wall. Removal of this fence would not affect the visual setting of the College.

The proposed project does not decrease public access to the neighborhoods or services within the neighborhoods, and it does not divide neighborhoods or separate residences from community facilities. The proposed project would result in improvements to pedestrian and bicycle accessibility around Chinese Garden and Neptune parks. Adjacent to Chinese Garden Park (City of Oakland), the sidewalks would be completed so that they are continuous and Americans with Disability Act (ADA) compliant. Bicycle access would also be improved with the addition of the cycle track on 6$^{th}$ Street. Park access for pedestrians and bicyclists would be improved on 7$^{th}$ Street with the installation of a PHB signal and the removal of free right turns from Harrison Street. At Neptune Park (City of Alameda), the existing sidewalk within the northern portion would be widened. The widening of the existing sidewalk within Neptune Park and the areas adjacent to it would improve access for pedestrians and bicyclists traveling within as well as to and from the park. Overall, the proposed project would be beneficial to residents and visitors to these specific parks and recreation facilities in Oakland and Alameda due to improved bicycle and pedestrian connections. There are no impacts related to growth or increases in urbanization beyond the planned growth.

The proposed project does not result in impacts on housing because it is located within primarily existing transportation land use and would not displace residences. The proposed project would reduce congestion on local roadways and improve bicycle and pedestrian safety and mobility for those living in the area.

If unsheltered encampments re-establish in the project footprint, the proposed project would displace the encampments in areas underneath I-880 that are owned by Caltrans. Areas under I-880, within Caltrans ROW, would be needed temporarily for construction staging and some could be used permanently for off-street parking. As discussed in Section 4.1.1.1, the area between Oak Street and Madison Street is used for sanctioned (leased) temporary housing as part of Oakland's goal to address unsheltered populations. Other non-sanctioned encampments are present, and are not legally permitted on Caltrans property. Adequate notification and coordination would be conducted prior to displacement of both sanctioned and non-sanctioned encampments.

If, at a future date, unsheltered populations need to be relocated from Caltrans ROW, then established procedures would be followed. These procedures, which are usually carried out by Caltrans District

Maintenance staff accompanied by California Highway Patrol or local law enforcement, include providing a "Notice to Vacate," which provides an advance notice of the date belongings will be officially removed, information on where belongings will be stored and for how long, and information on where to access human and community services. Avoidance and minimization measures addressing the unsheltered population encampments can be found in Section 4.1.3. Avoidance, Minimization, and/or Mitigation Measures. As described above in Section 4.1.1.1, the City of Oakland is addressing the unsheltered population issue.

No adverse indirect impacts on community cohesion are anticipated during operation. The proposed project would result in a permanent, beneficial visual change to Chinese Garden Park. South of the park, the removal of the NB I-880/Broadway off-ramp structure would improve its visual setting. At Neptune Park, sidewalk widening would not change the visual setting. Existing access to I-880 would be modified but maintained and there would be no changes in access to community facilities. With the proposed project there would be benefits to the adjacent neighborhoods because of the reductions in congestion on local roadways and the improvements to pedestrian and bicycle facilities. As noted in Chapter 3, the proposed project would not result in growth pressures and the area is planning for growth already. The loss of publicly available on-street parking could result in localized impacts to area businesses. However, Alameda CTC and Caltrans would continue to coordinate with the City of Oakland to develop mitigation to address localized impacts to area businesses.

**Construction.** Construction activities would result in temporary increases in construction-related noise and dust, traffic congestion and delays, and visual impacts. Because the proposed project is primarily located within the operational ROW, it would have limited construction effects on neighborhoods, and it is anticipated there would be no changes in access for residents or community facilities during construction. Construction activities within the Laney College parking lot would not negatively affect the community events that are held there. To construct a retaining wall and remove a fence at the south edge of the parking lot, the project requires a temporary construction easement. This easement will be limited to the circulation aisles near the Oak Street off-ramp. Parking spaces and access to the lot will be maintained with the temporary construction easement. Circulation patterns within the parking lot will be modified in coordination with Laney College. The temporary construction easement would be required for up to 36 months, but even with the temporary construction easement, community events would continue to operate during construction, resulting in no impacts on the larger neighborhood or cohesion.

Construction would take places within or near parks in the City of Oakland and Alameda but would not impact the larger neighborhood or cohesion. Construction activities would be adjacent to, not within, the Chinese Garden Park. There would potentially be temporary increases in noise, dust, and visual disturbance from construction equipment with the removal of the elevated structure and sidewalk construction, however access to the park would be maintained at all times throughout construction. Construction of the wider sidewalk in Neptune Park would potentially result in temporary increases in

noise, dust, and visual disturbance from construction equipment. Both parks would continue to be open during construction and access to and from the parks would be maintained at all times.

Project construction would last up to 36 months, and it would not occur in one area for the entire duration. Construction impacts would occur over a longer period near the interchange modifications. Construction staging within existing transportation land use would temporarily reduce available on- and off-street parking, especially in areas under I-880 where Caltrans ROW is leased for off-street parking. It is anticipated that not all the parking in the lots under I-880 would be required, and there are other off-street lots in the project study area as well as on-street parking that could be used by those affected by the temporary removal of parking under I-880.

On local roadways, construction and equipment would be located adjacent to roadways with construction traffic entering and leaving the work zones, which could affect drivers on local streets and increase congestion. Construction activities associated with roadway, bicycle, and pedestrian improvements would affect local roadways. If possible, local roadway closures would occur during nights and weekends to minimize impacts.

Caltrans and the City of Oakland discourage illegal encampments on their ROW. The goal is the removal of illegal encampments and the mitigation of health, safety, access, and concealment issues while respecting the rights of the occupants and informing them of alternatives within the community. As discussed in Section 4.1.1.1, the City of Oakland is providing alternatives and cleaning up existing encampments.

Unsheltered encampments are likely to be located in construction areas when construction begins. If there is an unsheltered encampment that requires clearing, established procedures would be followed. For those unsheltered encampments within Caltrans ROW, coordination with the Caltrans Maintenance Homeless Encampment Coordinator or equivalent would occur prior to construction. Actions before clean-up include posting adequate prior notices, "Notice to Vacate." In addition, a visual assessment would be conducted of the area to determine the specific needs for clearing an encampment. If required, the California Highway Patrol or local law enforcement would help. Avoidance and minimization measures addressing unsheltered population encampments are identified in Section 4.1.3. There are required actions that Caltrans follows for the removal of encampments.

For those unsheltered encampments within the City of Oakland ROW, the City's policies and procedures would be followed. The procedures for closure of encampments includes providing 72-hour advance notice of closure at multiple visible locations, storing any property (other than property deemed unsafe or hazardous) left at the site after closure for 90 days, and posting information about where to retrieve belongings.

Avoidance, minimization, and/or mitigation measures and best management practices identified in other reports, including the *Noise Study Report, Air Quality Study Report,* and *Visual Impact Assessment*,

would be implemented to address temporary impacts during construction from noise levels increases, dust and emissions, and visual impacts.

### 4.1.3 Avoidance, Minimization, and/or Mitigation Measures

No avoidance or minimization measures will be required during project operation.

To minimize and avoid impacts during construction, the following avoidance and minimization measures will be implemented:

- Caltrans will coordinate with the cities of Oakland and Alameda to develop and implement a TMP. During the design phase of the proposed project, a TMP will be prepared that includes plans for traffic rerouting, detour plan (if required), and public information procedures with participation from local agencies, transit services, local communities, business associations, and affected drivers. The TMP will identify the strategies to be implemented to minimize impacts on those that travel to and through the construction area including parking.

- Caltrans will coordinate with Laney College to maintain access to and circulation within the parking lot during construction.

- Prior to construction, information will be provided to neighborhoods and businesses in the project study area about other parking opportunities in the area, and the available transportation options in lieu of driving alone to address the temporary removal of on- and off-street parking.

- The contractor will be responsible for securing all work zones in and around the construction sites, including staging areas within Caltrans ROW. Security of project work zones will be the responsibility of the contractor throughout construction.

- For unsheltered occupancy, prior to construction, adequate prior notices will be conspicuously posted (no less than along all exterior boundaries and at all roads, sidewalks, and trails entering Caltrans, City of Oakland, and City of Alameda ROW. For Caltrans ROW, multiple “Notices to Vacate” allow 72 hours to give adequate notice for occupants to leave with their personal property. The “Notice to Vacate” is a template and as needed information will be added where social services and shelter may be obtained in the surrounding neighborhoods. For the City of Oakland ROW and City of Alameda ROW, notices will also be posted 72 hours in advance with information on where belongings will be stored and how to retrieve them.

## 4.2 Economic Conditions

### 4.2.1 Affected Environment

Within the project study area there are a number of commercial businesses ranging from small businesses that cater to those in the surrounding neighborhoods to larger businesses that attract employees from the larger region, especially north of I-880 in the core of downtown Oakland. A number of the businesses in the Chinatown and Jack London District neighborhoods are smaller with a number providing goods and services to the surrounding neighborhoods and attracting visitors from the larger region.

Table 4-6 provides information on the unemployment rate for 2018 (most recent year with annual data). As shown in Table 4-6, all areas have similar unemployment rates for around 3 percent. Since 2010, when unemployment rates peaked, the rate has continued to decrease with Oakland realizing the biggest decrease in the unemployment rate.

**Table 4-6: Unemployment Rates**

| Area | 2010 | 2020 | Change |
|---|---|---|---|
| Oakland (%) | 13.3 | 15.7 | 2.4 |
| Alameda (%) | 9.5 | 13.9 | 4.4 |
| Alameda County (%) | 10.9 | 14.1 | 3.2 |

*Source: EDD, 2020*

Based on 2017 U.S. Census LEHD data there are approximately 28,000 jobs located in the socioeconomic study that attract workers from the project study area and the larger region. The majority of the jobs for those who work in the project study area are associated with the following industries:

- Professional, scientific, and technical services (i.e., computer services and programmers, lawyers, and architectural/engineering) – 20.0 percent of workers;
- Accommodation and food service (i.e., waiters/waitresses, cooks, and food preparing workers) – 10.8 percent of workers;
- Health care and social assistance (i.e., physicians, nurses, and personal care aides) - 9.7 percent of workers;
- Administration and support, waste management and remediation (i.e., office administration, document preparation, collection, security, and waste disposal services) - 9.3 percent of workers; and
- Wholesale trade (i.e., buyers, laborers, and truck drivers) - 8.4 percent of workers.

Of those who work in the project study area, about 42 percent travel less than 10 miles to work and about 16 percent travel greater than 50 miles with the majority of those traveling to the project study area from

areas to the southeast. The majority of those traveling to the project study area are traveling to the downtown Oakland area.

Also, LEHD data was collected on those who reside in the project study area with jobs. There are about 5,900 residents who live and are employed within the project study area with the majority of employed working in following industries:

- Professional, scientific, and technical services - 15.3 of workers;
- Health care and social assistance - 14.6 percent of workers;
- Accommodation and food service (i.e., waiters/waitresses, cooks, and food preparing workers) - 10.9 percent of workers;
- Retail trade (i.e., retail salespersons, cashiers, and stockers/order fillers) - 9.3 percent of workers
- Manufacturing (i.e., production workers, machinists, and inspectors) - 7.1 percent of workers

Of those who reside in the project study area, about 62 percent travel less than 10 miles to work and the majority of those who travel outside of the project study area travel west to reach their workplace.

### 4.2.2 Environmental Consequences

No-Build Alternative

The No-Build Alternative would not implement the proposed project improvements, which could affect local businesses because as congestion increases on local roadways people may choose to avoid the area.

Build Alternative

**Operation.** The proposed project would not result in impacts on the regional economy because the tax revenue impacts associated with it are limited. The partial property acquisition located in Alameda is a narrow strip of land within a commercial property that does not result in changes to the current use of the property or future development. For those residents who live and work in the project study area, the improvement in local roadways and the pedestrian and bicycle improvements would make it easier to travel through it to reach employment.

The permanent maintenance easement within the Laney College parking lot would not impact community events that are held there. Therefore, no business impact would occur as a result of this easement.

**Construction.** Construction would not impact the community events at Laney College parking lot because the temporary construction easement would not remove parking spaces. Public access in and out of the parking lot would be maintained during construction. Caltrans will coordinate with Laney College on measures to minimize the potential impacts on events as a result of the temporary construction easement affecting circulation aisles. The proposed project could result in temporary increases in employment associated with construction workers, and it is likely they would frequent businesses in the project study area. The need for construction materials and jobs would be a benefit for the larger region. Construction workers would likely park within staging areas, but they could also use existing on-street parking spaces or off-street paid parking lots, which would temporarily affect the parking supply in construction zones.

### 4.2.3 Avoidance, Minimization, and/or Mitigation Measures

The project feature regarding coordination with Laney College (Section 4.1.3) will help to reduce the potential for impacts during operation and construction of the proposed project. No other avoidance, minimization, and/or mitigation measures will be required because the proposed project will not result in other economic impacts at the regional or local level.

## 4.3 Community Facilities and Services

### 4.3.1 Affected Environment

#### 4.3.1.1 Community Facilities

The project study area includes a number of community facilities, including religious institutions, educational facilities, community centers (senior and youth), social service providers (shelters and foodbanks), cultural, libraries, and government offices. As shown in Figure 4-1, the majority of the community facilities are located north of I-880. Table 4-7 provides information on the community facilities located within the project study area.

## Figure 4-1: Community Facilities

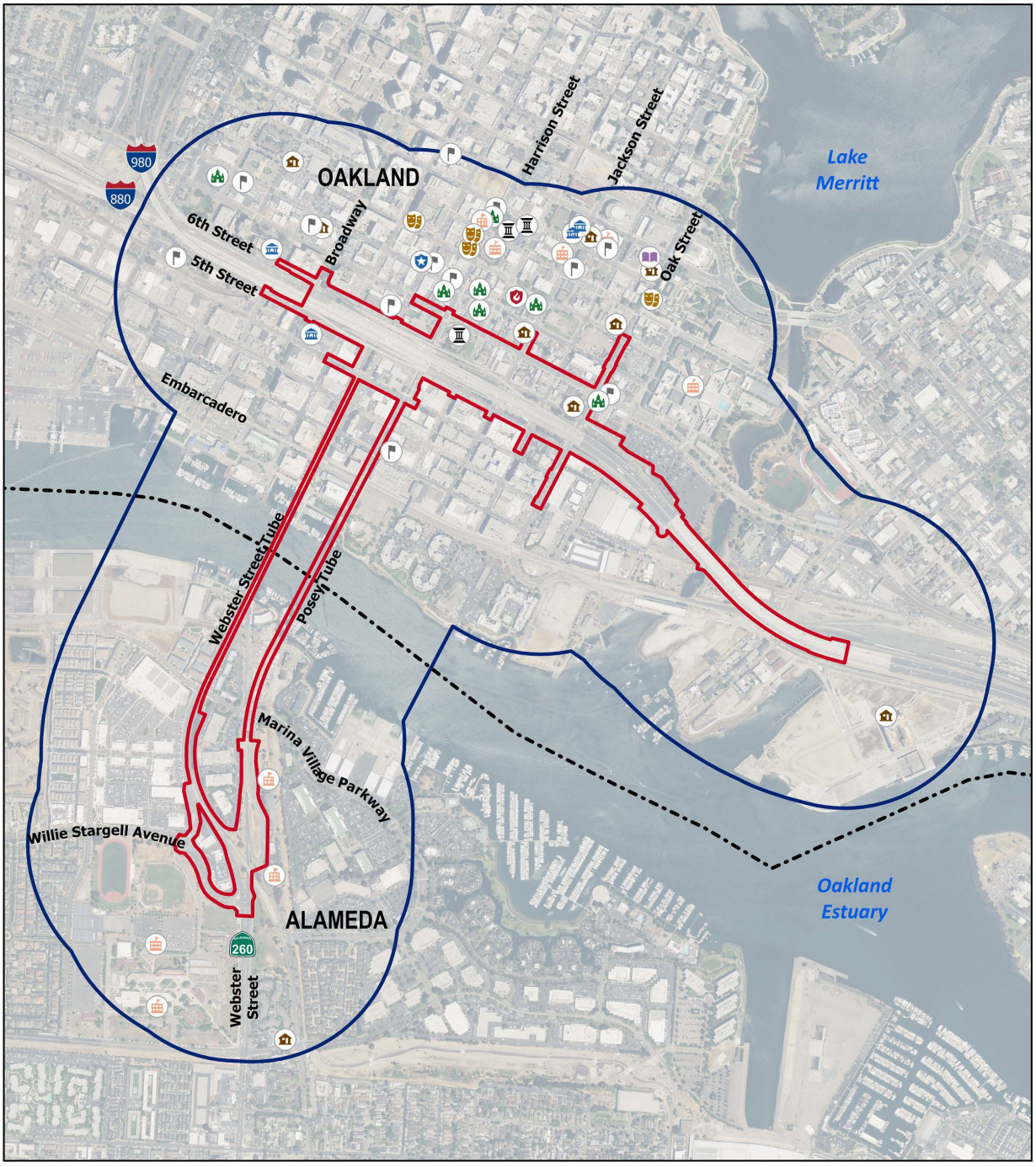

**Table 4-7: Community Facilities**

| Name | Type | City |
|---|---|---|
| Lincoln Square Recreation Center | Community Center | Oakland |
| Hall of Pioneers and Sun Yet Sen Memorial Hall | Community Center | Oakland |
| Lincoln Youth Center | Community Center | Oakland |
| Hong Lok Senior Center | Community Center | Oakland |
| Oakland Asian Cultural Center | Cultural | Oakland |
| Milton Shoong Chinese Cultural Center | Cultural | Oakland |
| Oakland Museum of California | Cultural | Oakland |
| Asian Branch Library | Library | Oakland |
| Law Library | Library | Oakland |
| Chinese Community United Methodist Church | Religious Institution | Oakland |
| Buddhist Church of Oakland | Religious Institution | Oakland |
| The Light of the Buddha Temple | Religious Institution | Oakland |
| Chinese Presbyterian Church | Religious Institution | Oakland |
| Chinese Independent Baptist Church | Religious Institution | Oakland |
| The Episcopal Church of Our Savior | Religious Institution | Oakland |
| New Destiny Church | Religious Institution | Oakland |
| Family Bridges - Lake Merritt Child Care Center | Social Service | Oakland |
| Asian Health Services | Social Service | Oakland |
| Open Door Mission | Social Service | Oakland |
| Salvation Army | Social Service | Oakland |
| Asian Community Mental Health Services | Social Service | Oakland |
| Chinatown Chamber of Commerce | Social Service | Oakland |
| Oakland Asian Students Educational Services | Social Service | Oakland |
| Chinese American Citizens Alliance | Social Service | Oakland |
| Covenant Home of California | Social Service | Oakland |
| Catholic Charities of the East Bay | Social Service | Oakland |
| Operation Dignity | Social Service | Oakland |
| CityTeam Oakland | Social Service | Oakland |
| Salvation Army - Family Store and Donation Center | Social Service | Oakland |
| Oakland Fire Station | Fire | Oakland |
| Oakland Police | Police | Oakland |
| Social Security Administration | Government | Oakland |

| Name | Type | City |
|---|---|---|
| Wiley W. Manuel Courthouse | Public Services | Oakland |
| Alameda County Probation Center | Public Services | Oakland |
| Alameda County Probation Offices | Public Services | Oakland |
| Yuk Yau Annex Playschool | Education Facility | Oakland |
| Peter Pan Schools | Education Facility | Alameda |
| Sugar ‘n Spice Center for Children | Education Facility | Alameda |
| Lincoln Elementary | Education Facility | Oakland |
| Gateway to College at Laney College | Education Facility | Oakland |
| American Indian Public Charter School II | Education Facility | Oakland |
| Alameda Science and Technology Institute | Education Facility | Oakland |
| Laney Community College | Education Facility | Oakland |
| College of Alameda | Education Facility | Oakland |
| Doh On Yuen | Affordable Housing | Oakland |
| Madison Park Apartments | Affordable Housing | Oakland |
| Madrone Hotel | Affordable Housing | Oakland |
| Merritt Crossings | Affordable Housing | Oakland |
| Oak Street Terrace | Affordable Housing | Oakland |
| Prosperity Place | Affordable Housing | Oakland |
| Swan's Market Housing | Affordable Housing | Oakland |
| Independence Plaza | Affordable Housing | Oakland |
| Paseo Estero | Affordable Housing | Oakland |
| Vista Estero | Affordable Housing | Oakland |

#### 4.3.1.2 Emergency Services

Emergency services are defined as police, fire, and emergency medical services. The Oakland and Alameda police departments serve the project study area. The Oakland Police Department headquarters are located within project study area boundaries (Figure 4-1) and Alameda’s is outside of the project study area. California Highway Patrol also provides service in the project study area through office (370) Oakland.

The Oakland and Alameda fire departments provide fire and emergency medical services within the project study area. The Oakland Fire Department consists of 25 stations and Station No. 12 is located at 822 Alice Street, and it would be the primary responder to calls within the Oakland portion of the project study area. The Alameda Fire Department consists of four stations with Station No. 2 located at 635 Pacific Avenue, which is the closest station to the project study area.

#### 4.3.1.3 Utilities

Utilities found within the project study area include overhead and underground electric, natural gas, fiber optic telecommunications, solid waste disposal, water supply and treatment, and wastewater collection and treatment.

**Water Service.** The East Bay Municipal Utility District (EBMUD) provides water service for residents and businesses in the cities of Oakland and Alameda through distribution lines located in the project footprint. EBMUD is responsible for water treatment, supply, and distribution. The source of drinking water for Alameda and Contra Costa counties is from the Mokelumne River watershed. Pardee Reservoir is located about 90 miles to the east in the Sierra Nevada.

**Wastewater Treatment.** The cities of Oakland and Alameda own and maintain the local sewer lines. For both cities, wastewater is conveyed to the EBMUD wastewater interceptor system and treated at the EBMUD main wastewater treatment plant, which is located near the eastern terminus of the San Francisco-Oakland Bay Bridge.

**Stormwater Discharge.** The cities of Oakland and Alameda own and maintain their local storm drainage. Stormwater runoff is collected through the storm drain system and culverts, and it is directed towards outfalls including Lake Merritt in Oakland and the San Francisco Bay for both Oakland and Alameda. For both cities, the Alameda County Flood Control and Water Control District (ACFCWCD) operates and maintains the major trunk lines and flood control facilities in each city.

**Solid Waste and Recycling.** Waste Management of Alameda County provides waste collection, recycling, and organics collection within Oakland. Alameda County Industries provides waste collection, recycling, and organics collection within Alameda.

**Other Utilities.** Pacific Gas & Electric (PG&E) provides natural gas service to the study area. PG&E and East Bay Community Energy provide electrical service to Oakland and Alameda Municipal Power provides electrical service to Alameda (100% clean energy). Telecommunications service is provided by a number of providers including AT&T and Comcast.

### 4.3.2 Environmental Consequences

#### 4.3.2.1 Community Facilities and Emergency Services

No-Build Alternative

The No-Build Alternative would not result in impacts on community facilities, and it would not provide the benefits of improved access and congestion reduction. Increases in congestion on the local roadways could negatively affect response and travel times for emergency service providers.

Build Alternative

**Operation.** The proposed project would not displace community facilities or affect access. It would result in benefits for community facilities by providing improved access for non-motorized users and by improving safety. The proposed project would require a maintenance easement from Laney College that is along the southern portion of the college property associated with the surface parking lot (refer to Section 4.4 for information). The easement would not impact the college or events held in the parking lot.

**Construction.** During construction, temporary increases in traffic congestion or required detours/lane closures could make some trips to and from facilities longer, but access would be maintained. A temporary construction easement would be required within the southern portion of the Laney College parking lot (refer to Section 4.4 for information). The temporary construction easement would be within the circulation aisles and would not remove parking spaces. Vehicles may have to take a more circuitous route within the parking lot, but access to and from would be maintained at all existing locations.

#### 4.3.2.2 Emergency Services

No-Build Alternative

Under the No-Build Alternative, congestion would continue to be an issue that could have negative effects on travel and response times for emergency service providers.

Build Alternative

**Operation.** The proposed project would improve congestion in the project study area along the local roadways. The improvements in congestion would improve travel and response times for emergency service providers. The proposed project would remove nine on-street parking spaces reserved for City of Oakland police vehicles on 6$^{th}$ Street. Replacement of these parking spaces is proposed with the creation of nine reserved spaces along Washington Street near its intersection with 6$^{th}$ Street. However, coordination is on-going with the Oakland Police Department regarding the suitability of these replacement parking spaces. The increase in congestion in the northbound direction of I-880 is not anticipated to negatively affect emergency service vehicles using the interstate because the changes would be similar to the No-Build Alternative, and it is anticipated degradation in freeway operations would be minor.

**Construction.** Construction activities would result in temporary congestion effects which could negatively affect response and travel times. For detours and if temporary lane closures are required, coordination would occur in advance with emergency service providers. Detours would be required for the temporary closures of the Jackson Street off-ramp and on portions of 6$^{th}$ Street during the removal of the Broadway off-ramp structure. Temporary lane closures could be required at various locations in the

project footprint to allow for construction activities, including the installation of new or widened sidewalks and striping of lanes or bicycle facilities.

#### 4.3.2.3 Utilities

No-Build Alternative

There would be no impacts on utilities because the No-Build Alternative does not result in changes.

Build Alternative

**Operation.** The proposed project would not affect overall services provided by utility owners. The existing utility, operational elements, and drainage network could be modified as a result of the Build Alternative with no impacts to overall operations.

**Construction.** Construction activities in Oakland would result in temporary impacts to both underground and overhead utilities, operational elements, and drainage systems, including the need to protect in place or permanently relocate existing utilities and install new utilities. There would be no construction-related utility, operational elements, or drainage system impacts in Alameda.

Existing underground utilities, operational elements, and drainage systems within the project footprint include water, sewer, storm drain, gas, electric, and fiber optic. They would either be protected in place, or they could be temporarily or permanently relocated depending on their proximity to proposed project improvements. Existing PG&E overhead distribution electric lines along 5$^{th}$ and Harrison streets in Oakland would be relocated. Some overhead distributions lines could be placed underground alongside existing underground utilities. The proposed project also would modify existing traffic signals at 11 intersections to add bicycle signals and provide new traffic signals at five intersections. Other utility, operational elements, and drainage system improvements would include new street lighting, storm drains, and sewers within the Oakland project footprint. Table 4-8 provides details on the affected utilities in the project footprint. The utility, operational elements, and drainage system relocations could require trenching up to a depth of approximately 6 feet. There may also be additional drainage and electrical impacts associated with the Webster Tube pathway improvements.

During construction, there could be temporary, required outages that could cause short-term impacts for customers as part the installation, protection, or relocation of utilities, operational elements, and drainage systems.

**Table 4-8: Proposed Utilities, Operational Elements, and Drainage Systems**

| Location | Type of Work | Utility | Size |
|---|---|---|---|
| **Harrison Street from 4th to 5th streets** | Relocate existing overhead utilities underground. | *PG&E:* Electric<br>*AT&T:* Telecom | Overhead lines (both) |
| | Relocate fire hydrant. | *EBMUD: Water* | 6” water line |
| **5th Street from Harrison to Jackson streets** | Protect existing underground utilities in place.<br>Possible permanent relocation. | *EBMUD:* Water<br>*City of Oakland:* Sewer and storm drain<br>PG&E: Gas<br>*AT&T:* Fiber optic | 4”, 6” water lines<br>8” sewer lines<br>21”, 24” storm drain<br>2” gas lines |
| **5th Street from Webster to Harrison streets** | Protect existing underground utilities in place.<br>Possible temporary relocation. | *EBMUD:* Water<br>*City of Oakland:* Sewer and storm drain<br>PG&E: Gas | 4”, 6” water lines<br>8” sewer lines<br>24” storm drain<br>1-1/4” gas lines |
| **Posey Tube Pathway** | Protect existing underground utilities in place.<br>Possible permanent relocation. | *EBMUD:* Water<br>*City of Oakland:* Sewer and storm drain<br>PG&E: Gas<br>*AT&T:* Fiber optic | 10” water lines<br>8” sewer lines<br>24” storm drain<br>1-1/4”, 2” gas lines |
| | Install new lines. | *Caltrans:* Street lighting and drainage | New - TBD |
| **6th Street from Oak Street to Broadway** | Install new lines. | *EBMUD:* Water<br>*City of Oakland:* Sewer and storm drain<br>PG&E: Gas | New – TBD<br>Existing lines will be relocated if is determined they are in conflict. |
| | Protect in place. | *PG&E:* 115kV Electric | Unknown size |
| **Jackson Street Horseshoe** | Install new lines. | *Caltrans:* Street lighting and storm drains | New - TBD |

| Location | Type of Work | Utility | Size |
|---|---|---|---|
| **Intersections**<br>• 3rd/Oak<br>• 5th/Broadway<br>• 5th/Jackson<br>• 5th/Oak<br>• 6th/Harrison<br>• 6th/Broadway<br>• 7th/Harrison<br>• 7th/Jackson<br>• 7th/Oak<br>• 8th/Oak<br>• 9th/Oak | Modify traffic and bicycle signals. | *City of Oakland:* Traffic signals and lighting | N/A |
| **Intersections**<br>• 6th/Jackson<br>• 6th/Webster<br>• 6th/Franklin<br>• 6th/Oak<br>• 7th/Alice | Install new traffic signals.<br>Install a PHB signal at 7th/Alice. | *City of Oakland:* Traffic signals and lighting | N/A |

### 4.3.3 Avoidance, Minimization, and/or Mitigation Measures

No avoidance, minimization, and/or mitigation measures will be required during operation. The implementation of the TMP will reduce potential impacts on emergency service providers response and travel times and coordination with utility providers in advance of construction will minimize impacts during construction. In addition to the TMP, the following measures will be implemented during construction:

- As specified in Section 4.1.3, Caltrans and the contractor will coordinate with Laney College to maintain access to and circulation within the parking lot during construction.

- Caltrans will coordinate with the City of Oakland Police Department to identify suitable replacement parking in the surrounding area to address the loss of the nine on-street reserved parking spaces along 6th Street.

- Caltrans will communicate with emergency service providers and through the public information program to avoid emergency service delays by ensuring all providers are aware of lane closures well in advance of their implementation. Proactive public information systems, such as changeable message signs, will notify travelers of pending construction activities. A TMP will be developed as part of the proposed project to address traffic impacts from staged construction, lane closures, and specific traffic handling concerns such as emergency access during construction.

- Caltrans will coordinate relocation work with the affected utility companies to minimize service disruption to area customers during construction. If previously unknown underground utilities are encountered, Caltrans will coordinate with the utility provider to develop plans to address the utility conflict, protect the utility if needed, and limit service interruptions. Any short-term, limited service interruptions of known utilities will be scheduled well in advance, and appropriate notification will be provided to customers.

## 4.4 Relocation and Real Property Acquisition

### 4.4.1 Affected Environment

The project footprint is within the cities of Oakland and Alameda, and it includes a mixture of land uses including transportation-related uses, residential, commercial, industrial, institutional, and parks and open space. Refer to Section 2.1. Existing and Future Land Use for information.

### 4.4.2 Environmental Consequences

No-Build Alternative

The No-Build Alternative would not result in any property acquisitions or displacements.

Build Alternative

**Operation.** Based on current design, the proposed project would require a partial property acquisition from a commercial property in Alameda. This partial acquisition would not result in displacements. The partial property acquisition from the northwestern corner of a gas station property in Alameda would require a 0.03 acre strip of land from the property that is associated with landscaping and would not affect access to and from the property. Figure 4-2 and Figure 4-3 illustrate the location of the acquisition and maintenance easement. The maintenance easement is 0.1 acre in the Laney College parking lot.

The property acquisitions would comply with the requirements of the Uniform Relocation Assistance and Real Property Acquisitions Policies Act of 1970 as amended. Compensation for property to be acquired would be based on fair market value and would be part of the ROW acquisition.

**Figure 4-2: Proposed Property Acquisition – Oakland**

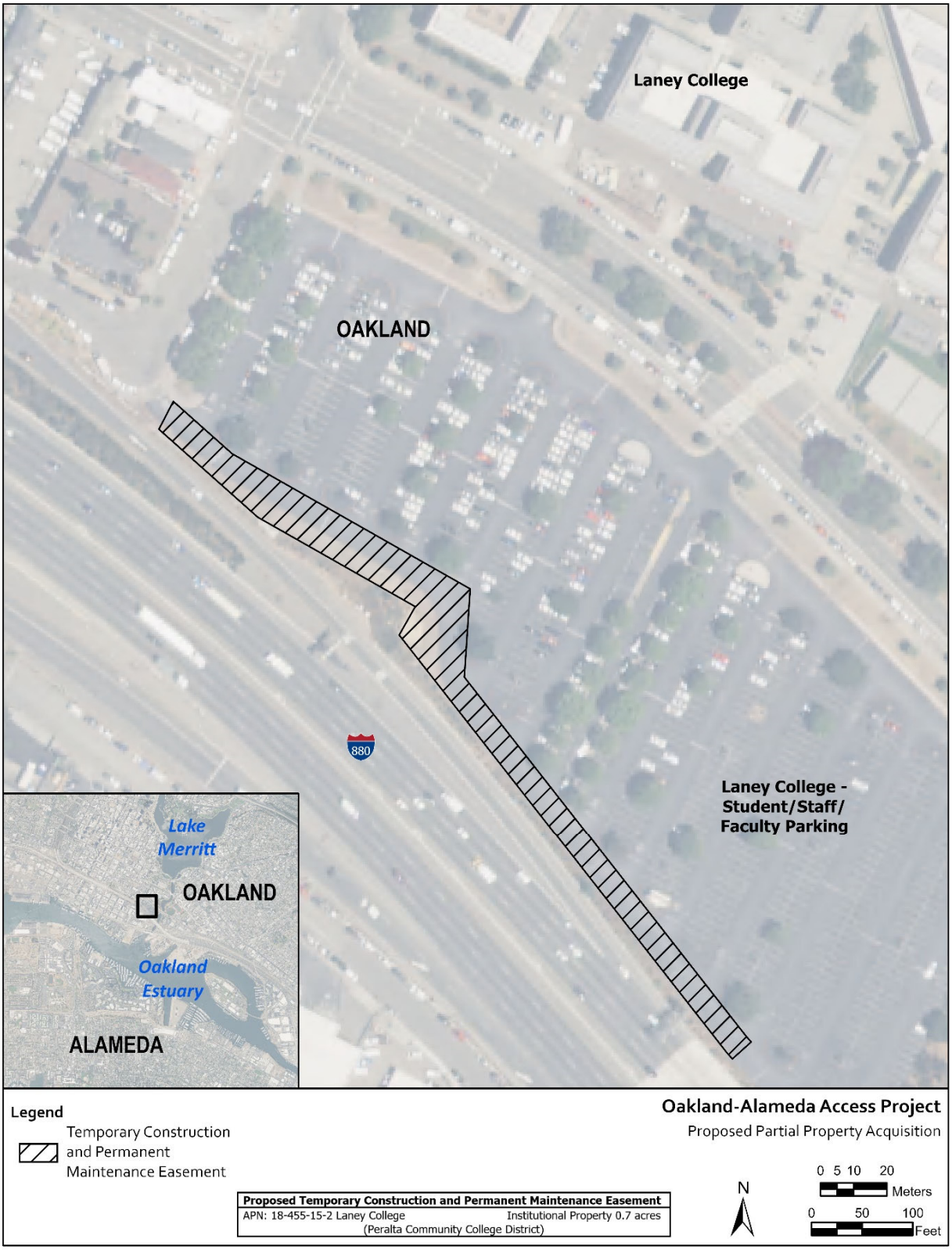

**Figure 4-3: Proposed Property Acquisition – Alameda**

**Construction.** Temporary construction easements would be required to construct the proposed project. Temporary construction easements would be located in Laney College in Oakland (Figure 4-2), within a gas station property in Alameda (Figure 4-3), and in Neptune Park in Alameda (Refer to the Section 4(f) Appendix for information on Neptune Park). The temporary construction easement at Laney College would be required for construction of the retaining wall on the Oak Street off-ramp from Laney College and would be required for up to 36 months. It would be located within the faculty/student parking lot, which would alter vehicle circulation for the College and for community events. To minimize impacts, Caltrans would coordinate with Laney College on measures to address parking lot circulation (refer to Section 4.1.3 for information on project features related to the Laney College parking lot). The temporary construction easement within the gas station property also would be required for up to 36 months, but would not result in impacts to the use of the existing property or access to and from the gas station.

### 4.4.3 Avoidance, Minimization, and/or Mitigation Measures

No avoidance, minimization, and/or mitigation measures will be required during construction and operation.

## 4.5 Environmental Justice

The following section provides information on the environmental justice populations (minority and/or low-income populations) within the project study area, and if the proposed project would result in disproportionately high and adverse impacts on minority and/or low-income populations. This proposed project has been developed in accordance with Title VI of the Civil Rights Act of 1964, as amended, and EO 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations.” Title VI states that “No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.”

EO 12898 requires each federal agency (or its designee) to take the appropriate and necessary steps to identify and address “disproportionately high and adverse” effects of federal or federally funded projects on minority and low-income populations.

Minority and low-income populations are defined using information from U.S. DOT Order 5610.2(a):

- Minority means a person who is: (1) Black: a person having origins in any of the black racial groups of Africa; (2) Hispanic or Latino: a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin regardless of race; (3) Asian American: a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent; (4) American Indian and Alaskan Native: a person having origins in any of the original people of North America, South America (including Central America), and who maintains cultural identification through tribal affiliation or community recognition; or (5) Native Hawaiian and Other Pacific Islander: people having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (U.S. DOT Order 5610.2[a] § Appendix 1[c]).

- Low-income is considered a household income that falls below the federal poverty guidelines, as defined by the U.S. Department of Health and Human Services (U.S. DOT Order 5610.2[a]) § Appendix 1[b]).

### 4.5.1 Affected Environment

According to ACS data, the portion of people living in the project study area who identify as a minority (76.7 percent) is similar to Oakland (72.7 percent) and higher than both Alameda (57.3 percent) and Alameda County (67.8 percent), as shown in Table 4-9. The largest minority population in the project study area identifies as Asian. The highest concentrations of minority populations reside in the Chinatown neighborhood.

Information in Table 4-9 also includes information on LEP, which is defined as those who speak English less than well, and the data can be an indicator of minority populations and the need to translate materials. LEP populations in the project study area are higher, and more than double the LEP populations in Oakland, Alameda, and Alameda County. Of the non-English languages spoken in the project study area, Asian languages represents about 90 percent of the total LEP population. Because of the high LEP populations, materials for the proposed project have been translated to Spanish and Cantonese and translators have been used at meetings, as needed. The low-income population (individuals below poverty threshold) in the project study area is almost 25 percent, which is higher than Oakland and more than double that of Alameda and Alameda County. Based on 2020 Department of Health and Human Services data, low-income is an annual income of $21,720 for a household of three, and $12,760 for an individual living alone. According to ACS data, the median household income in the project study area is lower than Oakland, Alameda, and Alameda County. Appendix B Detailed Demographic Data provides a breakdown of the Census Block Groups in the project study area with information on the total population and minority and low-income populations.

**Table 4-9: Minority and Low-Income Populations**

| Characteristic | Project Study Area | Oakland | Alameda | Alameda County |
|---|---|---|---|---|
| Minority Population (%) | 76.7 | 72.7 | 57.3 | 67.8 |
| Black or African American (%) | 9.0 | 23.6 | 7.3 | 10.7 |
| American Indian or Alaska Native (%) | 0.5 | 0.4 | 0.2 | 0.3 |
| Asian (%) | 53.2 | 15.8 | 31.1 | 28.7 |
| Native Hawaiian and Other Pacific Islander (%) | 0.6 | 0.6 | 0.6 | 0.8 |
| Some Other Race (%) | 0.1 | 0.4 | 0.5 | 0.3 |
| Two or More Races (%) | 3.8 | 5.0 | 6.0 | 4.4 |
| Hispanic or Latino (%) | 9.5 | 27.0 | 11.5 | 22.5 |
| Limited-English Proficiency[1] (%) | 24.8 | 13.0 | 8.3 | 9.5 |
| Individuals Below Poverty Threshold (%) | 23.3 | 18.7 | 9.2 | 11.3 |
| Median Household Income | $60,564 | $63,251 | $89,045 | $85,743 |

[1] LEP population includes those five years and older.

*Source: U.S. Census, 2018*

### 4.5.2 Environmental Consequences

FHWA requires agencies to explicitly consider human health and environmental effects related to transportation projects that may have a disproportionately high and adverse effect on environmental justice populations. Because of the project study area demographics, there is the potential for effects on environmental justice populations.

Disproportionately high and adverse impacts are defined as:

- An adverse impact that: (1) is predominately borne by a minority and/or a low-income population; or (2) will be suffered by the minority and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority and/or non-low-income population (as defined by U.S. DOT Order 5610.2[a] § Appendix 1[g]).

No-Build Alternative

The proposed project would not be constructed, and there would be no environmental justice impacts. The No-Build Alternative would not provide the benefits associated with the proposed project, including improvements in the bicycle network and pedestrian safety.

Build Alternative

**Operation.** The analysis included a review of information prepared for the proposed project as part of the environmental analysis, including traffic operations, noise, visual, and air quality. The proposed project would not require the displacement of residences or businesses, and it is consistent with goals and policies identified in Table 2-2, Consistency with Regional and Local Plans.

Parking loss is not anticipated to affect downtown residents (see Section 4.6). Parking loss was reviewed by Census track. Analysis confirmed that parking loss would be heavier in non-environmental justice Census tracks (>60% of the total parking loss) than in Census tracks with environmental justice communities (<40% of total parking loss) (Appendix B, Table B-2). Based on this, parking loss associated with the proposed project would not result in a disproportionate and adverse impact to environmental justice communities.

The proposed project would not result in increased noise levels that would be considered substantial (increase of 1 to 2 decibels). Overall, in Oakland noise levels would not be anticipated to increase measurably over existing conditions, and in Alameda noise levels would increase by up to 1 decibel compared to existing conditions. However, in a number of locations in Oakland, the increases would be above FHWA noise abatement criteria for residences, and the construction of noise barriers was found to be not reasonable and feasible. As noted, the increases in noise levels would not really change compared to existing conditions. While the impacts would be disproportionate on minority and low-income populations given the demographics of the project study area, the impacts would not be disproportionately high and adverse because the increases in traffic noise levels would impact all populations to the same degree and would not be greater in magnitude for minority and low-income populations.

Under environmental justice regulations, the benefits of transportation projects should be considered when determining if there would be disproportionately high and adverse impact on environmental justice populations. Proposed project operation would result in a number of benefits for the traveling public and those who live and work in the project study area, and the benefits would be felt by all populations.

Proposed project benefits would include:

- Improving multimodal safety and connectivity through bicycle and pedestrian infrastructure improvements, including the construction of cycle tracks on 6$^{th}$ and Oak streets and through the Webster Tube; new or improved sidewalks, and upgraded signals.

- Improving congestion on local roadways by modifying the existing freeway ramps to provide more direct access from the Posey Tube to I-880.

- Reducing the I-880 viaduct barrier effect on neighborhoods by removing the Broadway off-ramp.

- Removing the Broadway off-ramp would improve the visual setting in the adjacent areas allowing daylight to replace shadows from the removed highway structure. The addition of natural elements (such as landscaping) would also improve the visual setting in areas adjacent to I-880 and SR-260.

- Improving air quality would be lower compared to existing conditions largely because of improvements in vehicle technology. Even if the proposed project was not constructed, air quality is anticipated to improve, but the proposed project would realize some additional benefits in lower emissions due to roadway improvements.

**Construction.** Construction would result in temporary increases in noise and dust, visual impacts, traffic congestion, and delays. Construction would last approximately 36 months and would be constructed in two major phases with several sub-phases in each phase. Construction would generally be located outside of but adjacent to neighborhoods, and it would not divide or impact community character. Construction impacts would occur over a longer time in areas associated with the on- and off-ramp modifications.

Although these impacts would be temporary, it would affect those in close proximity. Heavy construction (ramp removal, retaining wall construction, etc.) is proposed in Census tracks with and without environmental justice communities, suggesting construction-related impacts will impact both communities to the same degree. The temporary construction impacts would be lessened through minimization measures described in the *Noise Study Report, Visual Impact Assessment,* and *Air Quality Study Report.* The TMP would also minimize impacts during construction and would identify strategies to inform the public and others on construction activities.

Construction within the Laney College parking lot would result in temporary modifications to circulation within the parking lot for the college and for to community events that take place there as a result of the temporary construction easement. The impacts would be minimized through project features and avoidance and minimization measures as specified in Section 4.1.3, and are not anticipated to result in adverse impacts for community events as the number of parking spaces would be maintained. The temporary construction easement would be required for up to 36 months. No long-term impacts on community events are anticipated given the location and size of the temporary construction easement.

### 4.5.3 Avoidance, Minimization, and/or Mitigation Measures

After analyzing the totality of the impacts, project benefits and minimization measures, the proposed project would not have disproportionately high and adverse impacts on environmental justice populations under EO 12898 and U.S. DOT Order 5610.2(a). The proposed project would be located primarily within existing transportation land use, which would minimize the impacts on all populations. Most of the impacts from construction and operation would be limited in scope, and impacts would be addressed through the implementation of effective minimization measures. In areas where traffic noise levels are expected to be above the FHWA noise abatement criteria during operation, there would be either no

increase or a 1-2 decibel decrease compared to the No-Build Alternative. Increases in traffic noise levels would affect all populations in these neighborhoods to the same degree, and the effects would not be more severe on environmental justice populations when compared to non-environmental justice populations. As detailed above under 4.5.2, the proposed project would result in a number of benefits, including reduced congestion on local roadways, improved access to I-880, and improved safety and connectivity for pedestrian and bicycle facilities. No specific avoidance, minimization, and/or mitigation measures related to environmental justice will be required.

Based on the above discussion and analysis, the proposed project would not cause disproportionately high and adverse effects on any environmental justice populations in accordance with the provisions of EO 12898. No further environmental justice analysis is required.

## 4.6 Parking Loss Impacts to the Community

### 4.6.1 Affected Environment

Parking in the Alameda project study area is located within parking lots for commercial and office developments. Parking within the Oakland project study area includes a mix of on-street metered and unmetered, and off-street parking consisting of private and public lots. The off-street parking within the project footprint in Oakland is largely accommodated in lots within Caltrans ROW, five of which are located under I-880. There are approximately 699 available spaces located in the Caltrans-owned parking lots (Appendix C, Table C-1). Caltrans leases these lots to businesses, Alameda County, and the Oakland Police Department, and the lots are not currently all dedicated to parking use.

There are a number of private parking garages within or adjacent to the project footprint in Oakland that provide approximately 379 spaces for daily and monthly parking (Appendix C, Table C-1). In addition to those garages, the parking lot at Laney College, approximately 900 spaces, is reserved for students and the lot is locked at 11 pm each evening.

Publicly available on-street parking is located on most project footprint roadways and consists largely of unmetered parking that either allows all-day parking or is time-limited. There are approximately 714 on-street parking spaces on the roadways within the project footprint (Appendix C, Table C-1). All-day parking is likely used by residents, while metered or time-limited parking are likely used by local business customers and employees.

In 2016, the City of Oakland conducted a parking study that examined parking management/utilization in downtown Oakland, which included the project study area north of I-880. The study noted that overall occupancy for parking was highest on weekdays between 12-1 pm. Weekend occupancy was about 49 percent from 11 am to 9 pm (peak hour). The study also noted that on-street parking tends to be used

more than off-street parking, which could be because on-street parking is often unmetered. For the on-street parking on 5th and 6th streets, the study indicated that parking utilization on weekdays is typically greater than 65 percent with some blocks over 85 percent. When utilization is over 85 percent, parking is considered to be effectively full. The 2016 study indicated that within downtown Oakland there is an overall surplus of on-street and off-street parking. However, data for this study is several years old and therefore may not reflect recent development trends and parking usage in downtown Oakland.

The City of Oakland DOT created Park Oakland, a federally funded program to improve parking and mobility. This program provided information on transportation options to reach destinations, including transit, car share, bicycling, and walking. Park Oakland also identified parking management tools to better manage on-street parking, including the addition of parking meters, posting time limits, and permit parking. The aim of the tools was to discourage long-term parking, especially in areas of free on-street parking. This program helps the City of Oakland respond to changes to parking demand associated with future development projects.

### 4.6.2 Environmental Consequences

The proposed project would not remove any parking in the City of Alameda. However, approximately 284 parking spaces within the City of Oakland would be removed. This would include 156 publicly available on-street spaces on local roadways and 128 spaces within six Caltrans parking lots that are located within Caltrans ROW, primarily underneath I-880. On-street parking loss would include 5th Street (35 spaces to accommodate truck turning), 6th Street (71 spaces to accommodate a two-way cycle track), Oak Street (25 spaces to accommodate a two-way cycle track), and Harrison Street (18 spaces to accommodate a shared-use pathway). The remaining parking loss (7 spaces) would be lost due to project improvements on other local roadways within the project footprint. See Appendix C, Figure C-1 and Table 4-10 for a full accounting of on- and off-street parking loss.

**Table 4-10. Summary of On-Street Parking Loss within the Project Footprint**

| Street | Number of Lost Parking Spaces | % of total Parking Removal |
|---|---|---|
| Oak Street | 25 | 14.9 |
| Harrison Street | 32 | 19.2 |
| Madison | 2 | 1.2 |
| Jackson | 2 | 1.2 |
| 5th Street | 35 | 21.0 |
| 6th Street | 71 | 42.5 |
| **TOTAL*** | **167** | **100.0** |

**Note:11 parking spaces will be added to streets around Chinese Garden Park (Harrison and 7th streets), resulting in an overall project loss of 156 on-street parking spaces.*

The type of parking loss was evaluated to identify potential community impacts. The majority of on-street parking loss would be controlled parking spaces (119 spaces representing 76 percent of the total proposed parking loss) (Appendix C, Table C-1). This loss, in addition to the metered parking spaces lost (9) and the lost loading zone space, could potentially impact customer and employee parking for local area businesses. Potentially affected project area businesses include the following:

- Oak Street: restaurant, warehouse, auto repair shop, and a gas station
- 5th Street/Harrison Street: two breweries, a fitness center, and warehouse
- 6th Street: Salvation Army and warehouse

Per the City of Oakland's parking study (2016), several of the roadways with the highest number of parking loss (5th, 6th, and Harrison streets) currently operate near capacity during peak weekday hours. Based on the already limited capacity for parking on those roadways, additional parking loss associated with the proposed project could potentially result in localized impacts to businesses.

Conversely, the loss of uncontrolled parking spaces (27 spaces), primarily used by residents, is not anticipated to impact residents. Based on the City of Oakland's parking study (2016), available on-street parking capacity during peak weekend hours was approximately 51 percent. This indicates existing parking capacity for residents within the project footprint is sufficient.

Following construction of the proposed project, approximately 574 off-street parking spaces would remain in Caltrans owned lots under I-880. In addition, approximately 558 on-street parking spaces would remain within the project footprint. Privately owned and operated parking garages and lots within and adjacent to the study area would remain available, as well.

The proposed project would improve bicycle and pedestrian access throughout the project study area. Several studies in other cities have assessed business impacts associated with the removal of on-street parking and the addition of bicycle facilities (Drennen, 2003; Clifton et al., 2012; Toronto Center for Active Transportation, 2016; Stantec Consulting Ltd., 2011; Popovich and Handy, 2014; and Arancibia et al., 2019). Businesses in other cities have benefitted from the installation of bike lanes despite the loss of on-street parking. This could be potentially beneficial to the businesses located along 6th, Oak, and Harrison streets, where bicycle infrastructure improvements are proposed. In addition, the proposed project's bicycle infrastructure improvements would improve access throughout the project study area and improve connections to transit. This would allow some drivers to switch modes of transportation and potentially off-set some of the demand for parking.

The City of Oakland's 2016 parking study included establishing priority for curb space uses with bicyclists, pedestrians, and transit being the first priority and short- or long-term parking the last priority. The draft Downtown Oakland Specific Plan identified a strategy to actively manage curbside space and

build upon the priorities identified in the study. These strategies would address potential cumulative impacts associated with other private development projects in downtown Oakland, which could either directly remove parking or indirectly remove parking through increased demand associated with additional residential units.

### 4.6.3 Avoidance, Minimization, and/or Mitigation Measures

One mitigation measure will be implemented to address potential impacts to businesses associated with the loss of on-street parking.

- To offset potential localized impacts to area businesses associated with the loss of publicly available on-street parking, Caltrans and Alameda CTC will continue to coordinate with the City of Oakland to develop mitigation to address localized impacts to area businesses.

# Chapter 5 Traffic and Transportation/Pedestrian and Bicycle Facilities

## 5.1 Affected Environment

### 5.1.1 Access, Circulation, and Parking

Information on the existing transportation system, including the roadway network and parking, pedestrian and bicycle facilities, and public transportation is provided in this section.

#### 5.1.1.1 Roadway Network

Interstate

**I-880 (Nimitz Freeway).** I-880 is a major north-south freeway that extends from San Jose at the southern end to Oakland at the northern end. The freeway serves as a major route for the movement of goods and materials. I-880 is also a major East Bay commute route passing through several cities and neighborhoods along its length and connecting to major east-west highways, such as I-80, I-238, SR-92, and SR-84. At its northern end through downtown and West Oakland, I-880 connects to I-980 which connects to I-580 and SR-24 and to I-80 which goes across the San Francisco-Oakland Bay Bridge to San Francisco. Within the project study area, I-880 is a divided freeway consisting of four mixed-flow lanes northbound and three to five mixed-flow lanes southbound, and it is entirely on a viaduct (elevated bridge-like structure) or on retaining walls. Auxiliary lanes are provided for NB I-880 from the Jackson Street on-ramp to the I-980 connector and for SB I-880 from the Oak Street on-ramp toward the south for approximately 3,000 feet.

State Routes

**SR-260 (Tubes).** SR-260 is a four-lane state route comprised of the Tubes that provides access between the cities of Oakland and Alameda. The SR-260/Posey Tube consists of two one-way northbound lanes that provide access to Oakland from Alameda; the SR-260/Webster Tube consists of two one-way southbound lanes that provide access from Oakland to Alameda. Both Tubes are under the Oakland Inner Harbor. In Oakland, the SR-260 designation continues along Harrison Street from the Posey Tube Portal to 6$^{th}$ Street. Two-directional pedestrian and bicycle access along this segment of SR-260 is only permitted in the Posey Tube along a pathway on the east side (right side direction of travel). The Webster Tube does not allow pedestrian or bicycle access.

Arterial/Collector Roads

**Broadway**. A major north-south arterial between Jack London Square in the south and SR-24 in the north. Broadway provides two travel lanes in each direction in the project study area.

**Webster Street and Harrison Street.** North-south collectors providing access between the Tubes, downtown Oakland, and I-580. South of 10th Street, Webster and Harrison streets operate as a one-way couplet with northbound Harrison Street continuing from the Posey Tube and southbound Webster Street continuing into the Webster Tube. Both Harrison and Webster streets generally provide two to three lanes each in the project study area.

**Madison Street and Oak Street.** North-south collectors providing access between Jack London Square, I-880, and Lake Merritt area. The streets operate as a one-way couplet with southbound Madison Street and northbound Oak Street. Both streets generally provide two to three travel lanes each.

**7th Street and 8th Street**. East-west streets both operating as one-way through the project study area. Both streets provide four travel lanes in each direction.

Local Streets

Local streets near I-880 connect to freeway on-/off-ramps and the SR-260/Tubes to and from Alameda. Multiple streets cross under the freeway and some are one-way (e.g., Madison Street), partially one-way (e.g., Webster Street), or flow into on-/off-ramps or the Tubes (e.g., Harrison Street). Freeway-bound traffic from Alameda on Oakland Chinatown streets, notably Harrison/7th/Jackson (the existing "racetrack"), has resulted in numerous pedestrian/vehicle conflicts. 6th Street is a multi-lane, east-west local road that runs parallel to I-880 on the north side and mainly serves to provide access to several local businesses, as well as the Oakland Police Department. 5th Street is a multi-lane, east-west local road that runs parallel to I-880 on the south side, and it is the main access road from SB I-880 to Alameda and the Jack London District. Neither 5th or 6th streets are continuous between Oak Street and Broadway. They are obstructed by the Broadway off-ramp viaduct on 6th Street and the Tubes on 5th Street.

#### 5.1.1.2 Pedestrian and Bicycle Facilities

Pedestrian Facilities

According to the *City of Oakland Pedestrian Plan* 2017 update, there are 1,120 miles of sidewalk and 31 miles of sidewalk gaps throughout the city, while 27 percent of all trips in the City of Oakland and 78 percent of trips to public transit are made on foot. Within the project study area, sidewalks are found on at least one side of the roadway and most streets have them on both sides. Pedestrian trails/pathways include the San Francisco Bay Trail and the Lake Merritt Channel Trail. The vision of the City of Oakland's *2017 Pedestrian Plan Update* is to make Oakland a "walker's paradise," which is defined as being able to run daily errands without needing a car. The walk score established as part of the *2017 Pedestrian Plan Update* indicated the Oakland project study area is primarily a walker's paradise.

Based on information developed for the plan, the number of curb ramps that are ADA accessible is the highest in the downtown area (59 percent have ADA curb ramps), but it is also the highest for non-ADA curb ramps (32 percent) (Oakland 2017). Within the Chinatown neighborhood there are pedestrian scrambles that stop vehicle traffic on all approaches and allow pedestrians to cross in all directions. Within the project study area, the majority of sidewalk gaps are located in the Jack London District towards the western edge where land uses are more industrial related. Also, there are substandard sidewalks along 5th and 6th streets.

The plan also addressed pedestrian safety and identified a high-injury network. From 2008-2014, high-injury corridors in the Oakland project study area included 7th Street (Washington Street to 7th Street Bridge), 8th Street (Franklin Street to Fallon Street), and 9th Street (Franklin Street to Fallon Street). High-injury intersections include 7th Street/Harrison Street, 7th Street/Jackson Street, and 5th Street/Madison Street/Broadway primarily due to high vehicle turn volumes that create conflicts with pedestrians.

Bicycle Facilities

The *2019 Bicycle Plan* indicated that downtown Oakland residents tend to use transit, bicycle, and walk to a greater degree than the rest of Oakland. A goal of the plan is to make Oakland a bicycle-friendly city that provides affordable, safe, and healthy mobility for all residents. Table 5-1 provides information on the bikeway types in Oakland.

**Table 5-1: Bikeway Types in Oakland**

| Bikeway Type | Description |
|---|---|
| **Bike Paths (Class I)** | Paved and completely separated from streets. |
| **Bike Lanes (Class II)** | On-street facility designated for bicyclists using either stripes or stencils. |
| **Buffered Bike Lanes (Class IIB)** | Buffer stripes provide separation between bicyclists and vehicles (parked and moving). |
| **Bike Routes (Class III)** | Streets designated for bicycles and shared with motor vehicles; marked with signs and/or pavement markings. |
| **Neighborhood Bike Routes (Class IIIB)** | Local residential streets that prioritize bicyclists. |
| **Separated Bike Lanes (Class IV)** | Provide physical separation between bicyclists and motor vehicle travel lanes, parking lanes, and sidewalks; also referred to as cycle tracks. |

*Source: City of Oakland, 2020*

The existing and proposed bicycle facilities within the project study area are shown in Figure 5-1. As shown in Figure 5-1, there are gaps in the existing bicycle facilities within the project study area with limited bicycle facilities south of 8th Street, in the north-south direction within Oakland, and under I-880. The large footprint of the I-880 structure is an impediment to bicycle connectivity between the neighborhoods to the north and south. Roadways identified as high-injury streets in the project study area include 6th, 7th, 8th, and 11th streets (Oakland 2019). In addition to the bicycle facilities, there are numerous locations in the project study area that provide bicycle parking. The majority of these locations consist of bicycle racks installed by the City of Oakland in the Jack London District. Around the Lake Merritt BART Station there are bicycle racks and bicycle lockers installed by others including BART.

Within the Alameda project study area, bicycle facilities consist primarily of bicycle lanes and routes on most of the roadways. The Posey Tube (a narrow two-way shared-use facility) is the only facility bicyclists can use to travel between Oakland and Alameda in the project study area. Bicyclists continue to share the two-way facility south of the Posey Tube with an off-street multi-use pathway/sidewalk.

## Figure 5-1: Existing and Proposed Bikeways


**Legend**

- City Limits
- Study Area
- Project Footprint
- Amtrak
- BART
- Ferry Terminal
- Proposed Bicycle Facility (City of Oakland)
- Proposed Project Bicycle Facility
- Existing Bicycle Facility (Cities of Oakland and Alameda)

**Oakland-Alameda Access Project**

Bicycle Facilities

**Sources:** 2019 Oakland Bike Plan - City of Oakland, Department of Transportation
2019 Active Alameda Existing Bicycle Network, Planning, Building and Transportation Department

N

0 0.125 0.25

Miles

### 5.1.2 Public Transportation

**Alameda-Contra Costa Transit District (AC Transit)** provides bus transit service to 13 cities, as well as unincorporated areas in Alameda and Contra Costa counties. As of 2019, AC Transit included 158 bus lines with a fleet size of 635 vehicles serving approximately 1.5 million people within its 364 square mile service area (AC Transit 2020). There are multiple AC Transit routes within the project study area including 69 bus transit stops. Broadway is the primary AC Transit corridor and other roadways with numerous bus routes include Webster Street and Harrison Street (north-south) and 7th, 8th, 11th, and 12th street (east-west). The Lake Merritt BART Station is served by four AC Transit routes and the 12th St./Oakland City Center BART Station located north of the project study area is served by 11 routes.

**BART** is the regional rapid transit provider in the Bay Area providing connections to Alameda, Contra Costa, San Francisco, and San Mateo counties. The Lake Merritt Station is the only station located in the project study area, which is near Chinatown, Laney College, and the Oakland Museum of California. The 12th St./Oakland City Center Station is located just north and outside of the project study area on Broadway and 12th Street.

**Amtrak** is a heavy rail provider with service provided to the project study area at the Oakland-Jack London Square Station in the Jack London District. The station is served by Capitol Corridor, San Joaquins, and Coast Starlight trains. Capitol Corridor provides daily service between Auburn and San Jose (nine trains per day) with additional trains operating between Sacramento and San Jose. The San Joaquins (four trains per day) and Coast Starlight (one train per day) operate less frequently than the Capitol Corridor.

**San Francisco Bay Ferry** provides year round daily service to and from the Oakland Jack London Square ferry terminal. Service is provided from Oakland to Alameda, San Francisco Ferry Building, and Pier 41 with service to the Chase Center and Oracle Park during the respective sports season. Ferry riders receive free parking (up to 12 hours) at a parking garage located two blocks to the east on Washington Street.

**Free Broadway Shuttle (Broadway "B" Shuttle)** is operated by the City of Oakland and AC Transit on weekdays between 7 am and 10 pm. Service is provided from Jack London Square to Grand Avenue during the day; after 7 pm service is provided further north to 27th Street. The majority of the stops are located on Broadway. Depending on the time of day, the shuttles run every 11-15 minutes. The shuttle provides connections to other public transit services located in the project study area discussed above.

## 5.2 Environmental Consequences

### 5.2.1 Access, Circulation, and Parking

No-Build Alternative

The No-Build Alterative would not result in changes to access or circulation. It would not improve access to/from SR-260 and I-880, and local roadways would continue to worsen and realize increases in congestion. It would not remove on- or off-street parking spaces.

Build Alternative

**Operation.** Based on the Traffic Operations Analysis Report (2020) prepared for the proposed project, operation would result in primarily beneficial effects. The proposed project would modify existing access to I-880 by building a more direct connection between the I-880 and the SR-260 (Tubes). The new connections, including the Jackson Street horseshoe connector, would improve local circulation by removing traffic traveling from Alameda to I-880 on local streets. The removal of traffic from local roadways would benefit the surrounding neighborhoods by removing vehicles and improving congestion for vehicles, and by increasing safety for pedestrian and bicyclists. Improvements on local streets, including the 6th Street extension, would improve local circulation by providing a more direct route to downtown Oakland and the Webster Tube. Converting Madison Street to a two-way street would create an alternative route and improve operating conditions on local streets. The proposed project would also improve bicycle access through the project study area, including connections to transit and expanding walkable areas, which may encourage drivers to switch modes.

On I-880, the proposed project would result in additional congestion in the northbound direction as a result of closing the northbound off-ramp to Broadway and the improved connection to the Jackson Street on-ramp. These changes would result in minor impacts in the I-880 segment between the Jackson Street on-ramp and the I-980 off-ramp. While this segment is expected to operate at capacity under both the No-Build and Build alternatives, the higher demands under the Build Alternative would lead to additional congestion and queuing. For the southbound direction, there would be essentially no difference in freeway performance between the No-Build and Build alternatives.

The proposed project would remove approximately 156 publicly available on-street parking spaces within Oakland. This includes parking spaces removed for bike lanes along 6th Street (71 spaces) and Oak Street (25 spaces) to accommodate two-way cycle tracks, and 18 lost spaces for construction of the shared bicycle/pedestrian pathway around the Posey Tube Portal Building along Harrison Street. These bicycle infrastructure improvements represent over 70% of the project's proposed on-street parking loss. Section 4.6 discusses the potential for localized business impacts resulting from on-street parking loss. Several studies (Section 4.6) have documented how businesses in other cities have benefitted from the

installation of bike lanes despite loss of on-street parking. In addition, the proposed project's bicycle infrastructure improvements would improve bicycle access throughout the project study area and improve connections to transit, which would allow some drivers to switch modes and potentially off-site some of the remaining demand for parking.

Laney College parking lot would not lose any parking spaces as a result of the proposed project. Also, the proposed project would improve bicycle connections and students who previously drove would be able to better access the college with the bicycle improvements, including improved access to transit modes.

**Construction.** Construction activities could require temporary lane closures that could affect access to businesses depending on location. As a result of temporary lane closures, other local roadways within and adjacent to the project footprint could also realize increased congestion as vehicles shift to other routes to avoid construction areas. Areas under I-880 would be used for staging and parking for construction equipment and workers. Depending on the locations selected, areas used for parking would be removed during construction and would require users to find alternative locations. For areas affected by the removal of parking and loading zones during construction, Caltrans would provide information to the neighborhood and businesses about other parking opportunities in the area and available transportation options. The temporary construction easement within the Laney College parking lot would modify circulation within the parking lot but would not remove any parking spaces.

### 5.2.2 Pedestrian and Bicycle Facilities

No-Build Alternative

Under the No-Build Alternative there would be no improvements to pedestrian or bicycle facilities, and the existing high-accident locations would remain. There would be no improvements to ADA accessibility and no improved connections to the other bicycle facilities in Oakland or between Oakland and Alameda.

Build Alternative

**Operation.** The proposed project would result in benefits to pedestrians and bicyclists. The new cycle tracks on 6th and Oak streets would improve connections within the neighborhoods and to other transit modes in the area, including AC Transit, BART, San Francisco Ferry, and Amtrak. The improvements in pedestrian and bicycle facilities in the Tubes would improve linkages between Oakland and Alameda. Existing sidewalk gaps on 5$^{th}$ and 6$^{th}$ streets would be filled and where pedestrian facilities are upgraded, or new facilities installed, the improvements would be updated to current ADA standards. Cross markings and traffic signals also would be upgraded to current standards to improve safety for pedestrians and bicyclists. Other pedestrian features would include curb extensions to reduce crossing

distances, vehicle turn restrictions, PHB signal installation, addition of separated/protected signal phases, and leading pedestrian intervals (early pedestrian access to enter an intersection before vehicles are given the green light to establish their presence before vehicles have left turn priority). These would help to reduce conflicts and increase user confidence and safety.

**Construction.** Construction would affect pedestrians and bicyclists within the project study area. One or more pedestrian crossings could be temporarily closed, and pedestrian detours would be provided to direct persons to areas outside the construction work. Bicyclists could be required to detour to other routes or would need to travel with vehicles in the existing roadways. The TMP developed for the proposed project would include information on pedestrian and bicycle facilities affected and provide detour routes. As part of the TMP, a shuttle could be needed to transport bicyclists and pedestrians between Oakland and Alameda and the schedule and frequency would be determined prior to construction.

### 5.2.3 Public Transportation

No-Build Alternative

Under the No-Build Alternative there would be no roadway improvements, and congestion on local roadways would continue to worsen.

Build Alternative

**Operation.** The proposed project would not result in impacts to public transportation. The ability to travel though the project study area with less congestion would benefit transit routes, including AC Transit and the Free Broadway Shuttle. The proposed project would not require the relocation of transit stops. The improvements in the bicycle network would provide improvements in access to public transportation facilities in the project study area.

**Construction.** Nighttime closures of the Tubes would affect public transportation; however, detours would be provided to maintain service. Bus stops along 7$^{th}$ Street and Oak Street in Oakland and Mariner Square Loop in Alameda could be temporarily relocated during construction. Although project construction would last for 3 years, temporary bus stop relocations would only be implemented as needed for different phases and locations of construction. Bus stop relocations are not expected to be needed for all 3 years of construction, however, multiple bus stops may need to be relocated at the same time. None of these stops are enabled with smart technology and no electrical utility relocations would be required. Temporary bus stops would be ADA compliant and the location would be determined in coordination with AC Transit. AC Transit would also coordinate with the City of Oakland, other relevant City agencies, affected transit agencies, and stakeholders. Early coordination and advance notice to AC Transit would occur to minimize disruptions to service. Local bus routes and routes that use I-880 could

be affected by increased congestion and detours during project construction, if nighttime closures are needed. As part of the TMP, the public would be informed in advance of construction activities that could affect transit routes.

## 5.3 Avoidance, Minimization, and/or Mitigation Measures

The mitigation measure outlined in Section 4.6 will reduce potential localized impacts from parking loss on area businesses. No additional avoidance, minimization, or mitigation measures will be required during operation because the proposed project would result in primarily beneficial effects.

During construction, a TMP would include strategies to address construction impacts. The following measures will also be implemented during construction:

- Early and well-publicized announcements and other public information measures will be implemented prior to and during construction to minimize confusion, inconvenience, and traffic congestion. If detours are required, detour routes will be planned in coordination with Caltrans and the cities of Oakland and Alameda traffic departments, and they will be sent to emergency service providers, transit operators, and I-880, SR-260, and I-980 users in advance.

- A public notification plan will be implemented to keep the public informed, and to minimize potential disruptions to travelers and emergency service providers. Strategies, such as changeable message signs, will notify travelers of pending construction activities.

- Prior to construction, information will be provided to neighborhoods and businesses in the project study area about other parking opportunities and available transportation options in lieu of driving to address the temporary removal of on- and off-street parking.

- The project team will coordinate with AC Transit to provide advance public notification of temporary bus stop relocations.

# Chapter 6 Public Involvement

Public outreach and participation are integral parts of the transportation planning process. The Alameda County Transportation Commission (CTC) has been communicating with stakeholders in the project study area for several years throughout development of the proposed project. Early and continuing coordination with the general public and public agencies is an essential part of the environmental process. Agency consultation and public participation for this proposed project have been accomplished through a variety of formal and informal methods, including meetings, workshops, public open house meetings, additional stakeholder meetings (e.g., Bike East Bay, the City of Oakland, the City of Alameda, etc.), project website updates, and interagency coordination meetings. This chapter summarizes the public involvement results of Caltrans, Alameda CTC, City of Oakland, and City of Alameda.

## 6.1 Scoping Meeting

A public scoping meeting was held on September 28, 2017 as part of the NEPA/CEQA process. Mailers were sent out in advance of the meeting to residents and businesses in the surrounding area. The mailers provided a brief project overview and the purpose for the scoping meeting. Mailers included information in English, Spanish, and Chinese (Cantonese). The meeting was held at the Oakland Asian Cultural Center in Chinatown. Information on the improvements was provided to the public and opportunities to comment were provided at the meeting or during the 30-day scoping period. Televisions provided a presentation with closed captioning in multiple languages. The meeting presentation was also provided in English, Spanish, and Chinese (Cantonese). Translators were in attendance to answer questions.

## 6.2 Stakeholder Engagement

Stakeholders for the proposed project include FHWA, Caltrans, cities of Oakland and Alameda, regional organizations, local advocacy groups, property owners/developments, and businesses and residential organizations in Alameda, Chinatown, and the Jack London District. The outreach program for the proposed project has included ongoing stakeholder engagement throughout the planning process. Engagement has included one-on-one briefings and larger group meetings/presentations. To date, there have been numerous meetings held with stakeholders to provide proposed project updates, and to solicit feedback on the proposed project.

The following summarizes the outreach that has been conducted for the following:

**EBMUD.** Caltrans and Alameda CTC staff met with EBMUD in December 2015 to discuss potential water line conflicts and future projects to avoid additional conflicts.

**AC Transit.** Caltrans and Alameda CTC met with AC Transit in November 2017 to provide a project overview and solicit feedback. AC Transit provided comments on the proposed locations of bus routes and stops, streetscaping elements, and pedestrian facilities.

**BART**. Caltrans and Alameda CTC met with BART in November 2017 to provide a proposed project overview, and to solicit feedback. BART expressed concerns regarding the proposed pedestrian facilities and noted potential changes to ridership that could occur as a result of the proposed Oakland Athletics ballpark.

**Oakland Chinatown.** Between 2017 and 2020 there have been 12 meetings with representatives of Oakland Chinatown. The majority of these meetings were held in the Chinatown neighborhood at the Asian Health Services building. Proposed project improvements and alternatives were discussed at the meetings, including design updates that occurred since previous meetings and results from the traffic analysis were also provided. An opportunity for stakeholder feedback was provided at all meetings, including project elements supported or not supported by representatives of Oakland Chinatown. Feedback has included streets that should be prioritized for pedestrian infrastructure improvements, potential changes to bus routes and bus stops, potential impacts of proposed project improvements on delivery truck loading, concerns over proposed parking losses, and outreach opportunities for the public hearing. As a result of these meetings, the project team was able to develop a consensus among the Chinese Coalition supporting the Build Alternative.

**Jack London Improvement District.** Between 2017 and 2020 there have been six meetings with the Jack London Improvement District. Overviews of the proposed project improvements were provided along with any design updates since the previous meeting. At the meetings, information was requested regarding the existing and proposed traffic patterns, proposed bicycle infrastructure, utilities, and potential project alternatives. Concerns expressed included the proposed project's potential effect on access to the District and multimodal connectivity along 5$^{th}$ Street. Proposed bicycle facilities, including the directionality of bicycle flow and associated safety elements, were also addressed. The District preferred that the bicycle facilities be moved from Jackson Street to another roadway due to potential safety and traffic congestion concerns.

**Oakland Athletics.** Meetings were held with the Oakland Athletics in November 2017 and January 2019 to discuss the potential ballpark design near the project study area. An overview of the proposed project elements was provided along with updates, and traffic counts and modeling were shared with the ballpark traffic team for their analysis on the effects of their development project. Feedback received included the possible impacts associated with a proposed ballpark at this location.

**Bike East Bay.** Alameda CTC met with Bike East Bay in November 2018 and July 2019. Feedback was solicited regarding bicycle infrastructure, particularly the two-way cycle track along Oak Street. Elimination of parking and the overall location of the cycle track was evaluated based on feedback from

Bike East Bay. Overall, the group preferred exploring a new bridge crossing over the proposed Tube improvements. In addition, the project team attended the Downtown Oakland Bikeways meeting in April 2019 where the proposed project was one of four bicycle improvement projects discussed. Attendees were able to ask questions and provide feedback on topics that included the proposed bicycle improvements within the Tubes, potential effects of the proposed project on vehicular traffic, cycle track safety elements, and proposed project schedule.

**Bike Walk Alameda.** Alameda CTC held a meeting at its office with Bike Walk Alameda in July 2019. Bike Walk Alameda provided information on the preference for a new bridge crossing over the proposed Tube improvements.

In addition to the meetings held with the agencies and groups above, a Stakeholder Working Group has been formed to serve as key liaisons to the larger community of businesses, advocates, residents, and organizations. Representatives disseminate project information and solicit feedback from colleagues, neighbors, and the public. Stakeholder Working Group members worked closely with Alameda CTC to identify and address potential issues/concerns related to the proposed project. The group was given an update on the proposed project design and information was collected about project concerns. At the other two Stakeholder Working Group meetings, information updates on the proposed project were provided, followed by a discussion on stakeholder concerns.

In addition to the Stakeholder Working Group, bicycle workshops have been held with bicycle and pedestrian advocacy groups. The objective of the workshops was to engage targeted groups of bicycle and pedestrian coordinators and organization representatives. At the workshops, information and updates on the proposed project were provided. Attendees had opportunities to provide comments during the meeting and afterwards.

Through all of these meetings the project team has identified key issues and, where feasible, they have incorporated changes into the proposed project design. Identified issues included potential roadway design features on 5$^{th}$ and 6$^{th}$ streets, ensuring pedestrian facilities address safety, implementing bicycle facilities in Oakland, and improving the connection between Oakland and Alameda in the Tubes.

## 6.3 Outreach to Minority and Low-Income Communities

Because the proposed project is located in areas with high minority and low-income populations, public scoping meeting materials were provided in English, Spanish, and Chinese (Cantonese). At this meeting, translators attended to ensure LEP attendees could learn about the proposed project, provide input, and ask questions. The project team worked with regional and local media, including ethnic community papers, such as local Chinese newspapers, to build awareness of the proposed project. Meetings with stakeholders and other public meetings were held in project study area neighborhoods to minimize the need to travel and to ensure residents were able to attend. Because of the demographics of the project

study area, information on upcoming meetings (including the public hearing) and meeting materials will continue to be provided in English, Spanish, and Chinese (Cantonese). In addition to these three languages, Vietnamese will also be offered at future public meetings.

## 6.4 Media

ACTC's website for the proposed project (https://www.alamedactc.org/programs-projects/highway-improvement/oakland-alameda-access-project/) provides information on upcoming meetings, contact information, a link to sign up for future updates, project resources including links to project maps, and a link to a Project Fact Sheet that is updated throughout the proposed project's lifecycle. An open house website (OaklandAlamedaAccessProject.com) would be created prior to the public comment period for viewing and commenting on the draft environmental document. This website would host an overview video, simulations of the proposed project, and other project-related content which will be available in English, Spanish, Chinese (Cantonese), and Vietnamese.

## 6.5 Public Hearing

As part of the environmental process, a public hearing will be held when the draft environmental document is published. With current COVID-19 mandates for social distancing, Caltrans and Alameda CTC are unable to host an in-person public hearing. The project sponsors would instead host a live public hearing, hosted through the project's open house website (OaklandAlamedaAccessProject.com). The public hearing is expected to be held in the fall of 2020. Prior to the public hearing, information will be sent in English, Spanish, Chinese (Cantonese), and Vietnamese, and translators will be available to assist LEP attendees. In addition, during the public review period comments can be submitted and will be responded to in the final environmental document.

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# **Appendix B** Demographic Data

**Figure B-1: Study Area Census Block Groups**

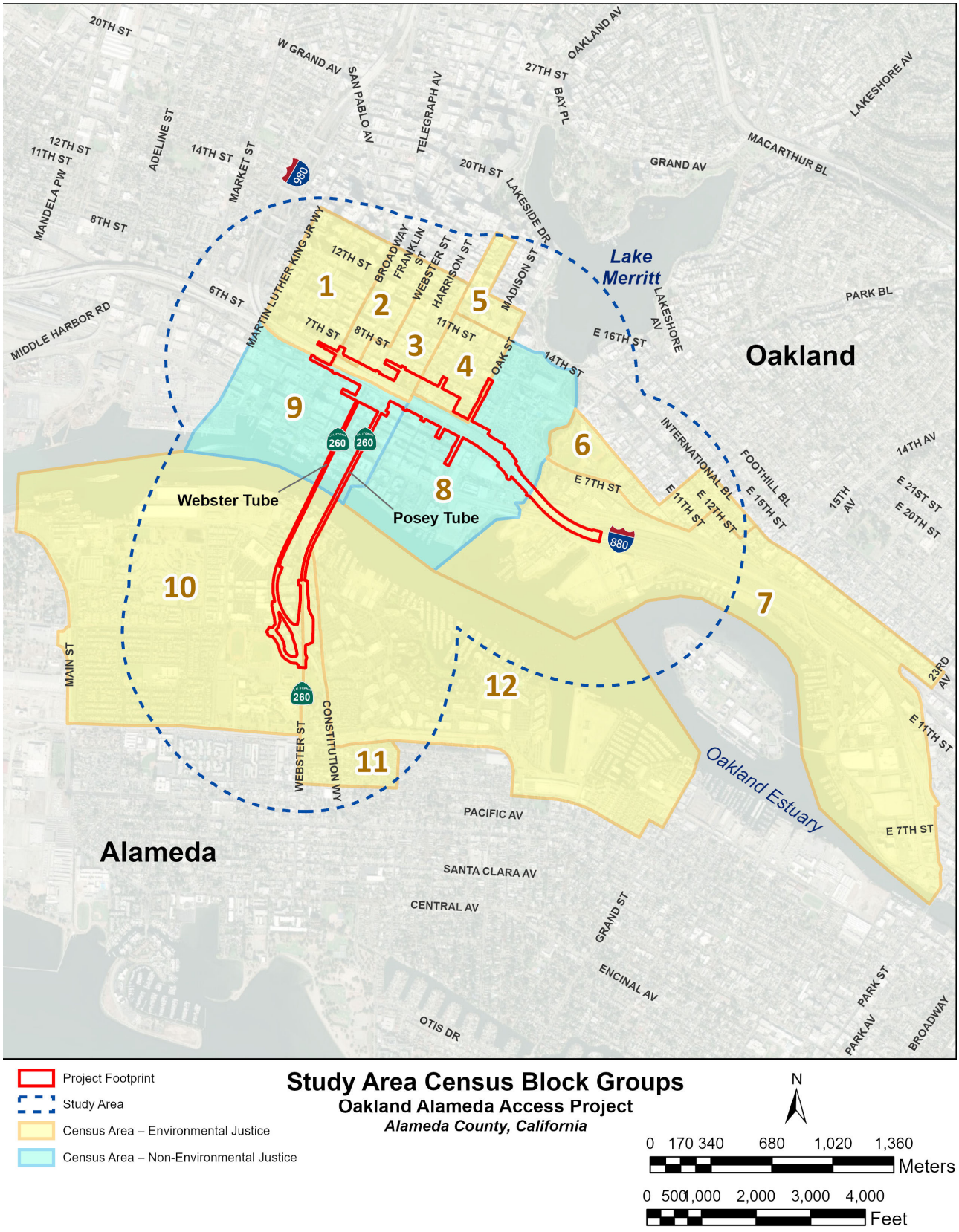

**Table B-1: Minority and Low-Income Populations by City, County, and Census Block Group within the Project Study Area**

| Map ID | Census Track | Census Block Group | Black or African American (%) | Asian (%) | Hispanic or Latino (%) | Other[1] (%) | Total Minority Population (%) | Individuals Below Poverty Threshold (%) |
|---|---|---|---|---|---|---|---|---|
| Oakland | | | 23.6 | 15.8 | 27.0 | 6.3 | 72.7 | 18.7 |
| Alameda | | | 7.3 | 31.1 | 11.5 | 7.4 | 57.3 | 9.2 |
| Alameda County | | | 10.7 | 28.7 | 22.5 | 5.9 | 67.8 | 11.3 |
| **Study Area** | | | | | | | | |
| **1** | 4031 | 1 | 18.3 | 41.9 | 12.8 | 4.0 | **77.0** | **28.1** |
| **2** | 4030 | 1 | 0 | 81.2 | 2.1 | 8.1 | **91.4** | 17.8 |
| **3** | 4030 | 2 | 9.5 | 84.8 | 1.6 | 1.7 | **97.6** | **36.4** |
| **4** | 4033 | 2 | 4.9 | 69.1 | 15.4 | 1.0 | **90.4** | **56.0** |
| **5** | 4034 | 2 | 18.6 | 41.5 | 10.2 | 4.8 | **75.1** | 3.0 |
| **6** | 4060 | 2 | 5.0 | 66.8 | 22.3 | 3.0 | **97.1** | 32.4 |
| **7** | 4060 | 1 | 6.5 | 21.8 | 20.2 | 4.4 | 52.9 | **31.5** |
| 8 | 4033 | 1 | 8.4 | 39.5 | 5.7 | 11.5 | 65.1 | 12.9 |
| 9 | 9832 | 1 | 5.8 | 29.7 | 9.6 | 3.9 | 49.0 | 7.5 |
| **10** | 4287 | 1 | 9.4 | 48.3 | 8.5 | 3.7 | **69.9** | **12.5** |
| **11** | 4273 | 5 | 13.7 | 43.1 | 15.5 | 11.2 | **83.5** | 9.3 |
| **12** | 4273 | 2 | 8.0 | 42.0 | 7.6 | 4.7 | **62.3** | 3.9 |

*Note: Census tracks with environmental justice communities are highlighted in bold.*

*[1] Other includes American Indian or Alaska Native, Native Hawaiian and Other Pacific Islander, Some Other Race, and Two or More Races.*

*Source: U.S. Census, 2018*

**Table B-2: On-Street Parking Loss by Census Track**

| Census Track | Spaces Removed* | Spaces Added * | Net Spaces Removed* | Percent of Total Net Removal |
|---|---|---|---|---|
| 1 | 18 | 9 | 9 | 5.8 |
| 2 | 2 | 2 | 0 | 0 |
| 3 | 29 | 19 | 10 | 6.4 |
| 4 | 65 | 25 | 40 | 25.6 |
| 5 | 0 | 0 | 0 | 0 |
| 6 | 0 | 0 | 0 | 0 |
| 7 | 0 | 0 | 0 | 0 |
| 10 | 0 | 0 | 0 | 0 |
| 11 | 0 | 0 | 0 | 0 |
| 12 | 0 | 0 | 0 | 0 |
| Subtotal - EJ | 114 | 55 | 59 | 37.8% |
| 8 | 57 | 11 | 46 | 29.5 |
| 9 | 56 | 5 | 51 | 32.7 |
| Subtotal – Non-EJ | 113 | 16 | 97 | 62.2% |
| **TOTAL** | **205** | **57** | **148** | **100** |

**Does not include Caltrans lots under I-880, which are leased to private companies.*

# **Appendix C** Parking Data

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**Figure C-1: Parking Loss within the Project Study Area**

**Table C-1: Type of Parking Loss within the Project Footprint**

| Parking Type | Existing Spaces | Proposed Spaces | Net Change in Spaces | Loss within Project Footprint (%) |
|---|---|---|---|---|
| Controlled | 429 | 310 | 119 | 27.7 |
| Passenger Loading | 15 | 15 | 0 | 0.0 |
| Commercial Loading | 41 | 40 | 1 | 2.4 |
| ADA | 12 | 12 | 0 | 0.0 |
| Metered | 129 | 120 | 9 | 7.0 |
| Uncontrolled | 62 | 35 | 27 | 43.5 |
| Reserved | 26 | 26 | 0 | 0.0 |
| Subtotal: | 714 | 558 | 156 | 21.8 |
| Caltrans Lots | 699 | 571 | 128 | 17.9 |
| Off-Street Lots | 379 | 379 | 0 | 0.0 |
| **TOTAL** | **1,792** | **1,511** | **281** | **15.7** |