CHAPTER V
Alternatives

A. Criteria for Selecting Alternatives

The California Environmental Quality Act (CEQA) requires that an EIR compare the effects of a "reasonable range of alternatives" to the effects of the project. The alternatives selected for comparison should be those that would attain most of the basic objectives of the project and avoid or substantially lessen one or more significant effects of the project (CEQA Guidelines Section 15126.6). The "range of alternatives" is governed by the "rule of reason" which requires the EIR to set forth only those alternatives necessary to permit an informed and reasoned choice by the decision-making body and informed public participation (CEQA Guidelines Section 15126.6[f]). CEQA generally defines "feasible" to mean an alternative that is capable of being accomplished in a successful manner within a reasonable period of time, while also taking into account economic, environmental, social, technological, and legal factors.

Selection of Alternatives Analyzed in the 1998 EIS/EIR

The 1998 *Environmental Impact Statement / Environmental Impact Report for the Disposal and Reuse of the Oak Knoll Naval Medical Center Oakland* (1998 EIS/EIR) analyzed four conceptual redevelopment plan alternatives for reuse of the NMCO property, including the "preferred" Maximum Capacity Alternative that is analyzed in Chapter IV of this SEIR. In addition, the 1998 EIS/EIR analyzed a No Action Alternative, as required by CEQA (as well as the National Environmental Policy Act [NEPA] which applied to the project as analyzed in 1998.) As required by NEPA, the reuse alternatives were evaluated at the same level of detail as the proposed action (the Maximum Capacity Alternative). The criteria used to select the reuse alternatives addressed in the 1998 EIS/EIR considered but were not limited to "physical site opportunities and limitations, future land uses on and off the site, transportation corridors, real estate market demand, and open space and recreation needs." (1998 EIS/EIR, p.2-3).

Selection of Alternatives for Analysis in this SEIR

The proposed Oak Knoll Project is the specific development plan proposal for reuse of the NCMO property, therefore, further environmental review for the proposed project is required only as specified in Section 21166 of the State Public Resources Code (PRC) and CEQA Guidelines Section 15162.

A comparison of the potential environmental effects that may result with the Oak Knoll Project and those previously identified for the Maximum Capacity Alternative analyzed in the 1998 EIS/EIR is presented in Chapter IV of this SEIR (and in the Initial Study in **Appendix A** to the SEIR), pursuant to Section 21166 of the State Public Resources Code (PRC) and CEQA Guidelines Section 15162. The City assessed the remaining three 1998 EIS/EIR reuse alternatives to determine their suitability for further analysis in this SEIR based on the following factors:

1. The extent to which the alternative would accomplish most of the basic objectives of the Oak Knoll project (which are restated below from Chapter III [Project Description]);

2. The extent to which the alternative would avoid or lessen any of the identified significant environmental effects of the project;

3. The feasibility of the alternative, taking into account site suitability, availability of infrastructure, and consistency with applicable plans and regulatory limitations;

4. The extent to which an alternative contributes to a "reasonable range" of alternatives necessary to permit a reasoned choice;

5. The requirement of the CEQA Guidelines to consider a no project alternative and to identify an environmentally superior alternative in addition to the no-project alternative (CEQA Guidelines, Section 15126.6(e)).

The City also considered comments received in response to the Notice of Preparation (NOP) of this SEIR and the Initial Study in its evaluation to identify appropriate alternatives to be analyzed here. This chapter describes and discusses each of the 1998 EIS/EIR alternatives and assesses the appropriateness of further analyzing each one as an alternative to the current project, based on the aforementioned factors or requirements under CEQA. Alternatives that were suggested but not considered in this SEIR are discussed in Section D of this chapter.

Project Objectives

The Oak Knoll Project objectives, consistent with the 1996 Final Reuse Plan, the General Plan Land Use and Transportation Element (LUTE), and the Oak Knoll Redevelopment Plan include, but are not limited to, those listed below (as restated from Chapter III [Project Description] of this SEIR).

The Oak Knoll Project shall:

1) Be consistent with the City of Oakland General Plan (LUTE) and the Oak Knoll Redevelopment Plan, by transforming an abandoned, blighted former military hospital into a new community compatible with surrounding development.

2) Develop sufficient housing to support and sustain a community village retail center for Oak Knoll and surrounding residential neighborhoods.

3) Alleviate the need of most South Hills residents to travel outside their neighborhoods for shopping and services by developing a village center for the underserved South Hills area that will provide local residents with neighborhood commercial shopping opportunities, in fulfillment of LUTE objectives, policies and strategies.

4) Develop safe and accessible open space and recreational opportunities and provide pedestrian linkages from on-site open space to new residential and commercial areas as well as to existing surrounding neighborhoods and regional open space in fulfillment of OSCAR goals and policies.

5) Generate substantial tax increment and sales tax revenue for the Central City East and Oak Knoll Redevelopment Areas and the City of Oakland in furtherance of the Oak Knoll and Central City East Redevelopment Plan and the Oak Knoll Redevelopment Plan Implementation Plan (2006).

6) Develop a diversity of housing types and sizes, including single family homes, townhomes and apartments that can accommodate a variety of household types and incomes.

7) Fulfill the General Plan Open Space, Conservation, and Recreation (OSCAR) Element goals of restoring Rifle Range Creek and developing trail connections through Oak Knoll and between Leona Canyon Open Space and Knowland Park via Mountain Boulevard.

8) Remove and replace deteriorated infrastructure on the former military base in furtherance of the Oak Knoll Redevelopment Plan and LUTE.

9) Restore the historic Club Knoll building.

10) Remove invasive and poor quality trees and shrubs and restore native habitat in appropriate open space areas; expand native oak woodlands, restore riparian habitat and landscape developed areas.

Significant Impacts Resulting from the Project

As indicated above, CEQA requires that the alternatives selected for comparison would avoid or substantially lessen one or more significant effects of the project. Throughout Chapter IV of this SEIR, the analysis determined that the Oak Knoll Project would result in significant and unavoidable impacts (i.e., generally impacts for which no feasible mitigations are identified to reduce the impact to less than significant or for which the mitigation may not be feasible due to the need to obtain Caltrans approval) for the following environmental topics:

Transportation and Circulation

- Intersection level of service (LOS), project and cumulative (due only to the inability of the City of Oakland, as lead agency, to implement mitigation measures without Caltrans' approval)

Air Quality

- Criteria pollutant emissions ROG, NOx, and PM-10, project and cumulative level above the 80 pounds per day significance threshold.

The analysis in this SEIR and the Initial Study prepared for the project also determined that the proposed project would result in significant impacts that would be reduced to less than significant with identified mitigation measures for the following topics:

Aesthetics

- Scenic vistas and resources, resulting from development proposed on the length of the Eastern Ridge
- Light and glare

Transportation
- Circulation, traffic congestion (construction and operations), and pedestrian safety
- Bicycle, pedestrian and transit amenities

Air Quality
- Construction-period air quality

Noise
- Land use compatibility, resulting from the introduction of noise-sensitive uses in a noise-impacted area of the site (near Mountain Boulevard)

Cultural Resources
- Rehabilitation of Club Knoll, a historic resource
- Potential to affect archaeological, paleontological, and human remains

Biological Resources
- Creek and species/riparian habitat effects due to proposed creek restoration
- Special Status wildlife species effects due to tree removal and loss of habitat
- Oakland Tree Ordinance compliance due to tree removal

Geology, Soils and Seismicity
- Exposure to geologic hazards

Hazards and Hazardous Materials
- Exposure due to routine use and accidental release

Hydrology and Water Quality
- Effects to water quality / violation of standards

Public Services
- Schools

Utilities and Service Systems
- Effects of project on sanitary sewer (Wastewater) system
- Solid waste disposal or reuse

B. 1998 EIS/EIR Reuse Alternatives

Table V-1 below summarizes each of the reuse alternatives analyzed in the 1998 EIS/EIR, and **Figure V-1** (1998 EIS/EIR Figure 2-4) depicts the land use configuration for each of the development alternatives. A narrative description of each follows.

Comparison of Impacts

The following discussion considers the characteristics and suitability of each 1998 EIS/EIR reuse alternative for further detailed analysis in this SEIR. As required for the environmental analyses for transportation and air quality presented in Chapter IV for the proposed project, it was necessary to revisit certain aspects of the1998 EIS/EIR analysis to ensure comparable environmental effects identified in 2007 versus 1998. Re-analysis using current 2007 methodologies, analysis models, significance thresholds, etc., may, in some cases, result in slightly different effects (trip generation, air quality emissions) for the 1998 alternatives than shown in the 1998 EIS/EIR. These updates allow for a fair comparison of the other alternatives with the current Oak Knoll Project and the Maximum Capacity Alternative necessary to prepare this SEIR pursuant to PRC Section 21166 and Section 15162 of the CEQA Guidelines.

Table V-2 provides a comparison table of estimated trip demand for each 1998 EIS/EIR.

Assessment of 1998 EIS/EIR Alternatives for Further Analysis

This analysis assesses whether the alternatives described below would result in fewer peak-hour vehicle trips compared to the project and could likely reduce other environmental impacts given the reduced level of development. In addition, this analysis assesses the extent to which the project objectives outlined above would be achieved consistent with the General Plan LUTE or the Oak Knoll Redevelopment Plan (discussed in Chapter III, Project Description and Section IV.A, *Aesthetics*, in this SEIR) on which the objectives (and the proposed project's design) are based. Therefore, this analysis seeks to identify the alternatives that achieve most of the project objectives, as well as reduces the most significant impacts, primarily those that are significant and unavoidable (CEQA Guidelines, Section 15126.6(e)).

No Project Alternative

The No Project Alternative is provided in this SEIR to compare the impacts of approving the proposed project to not approving the project (CEQA Guidelines, Section 15126.6[e]). Existing conditions of the NMCO property are consistent with the site conditions that existed as of publication of the NOP for this EIR and as described in the *Setting* sections throughout Chapter IV of this SEIR. Also considered are any reasonably foreseeable changes that could occur on the site.

TABLE V-1
SUMMARY OF SEIR PROJECT ALTERNATIVES

Alternative	Residential Units	Commercial Uses	Other Uses/Activities	Publicly-Accessible Open Space	Key Differences Compared to Project
No Project: Existing Conditions (Baseline)	None	None	Seneca (6.0 acres) Sea West Coast Guard Credit Union	None	-
Proposed Oak Knoll Project	960 units: (422 Single Family Units; 538 Multifamily)	Mixed Use Village Center: 82,000 sf (excludes existing Sea West Coast Guard Credit Union)	Seneca School and Admin (7.9 acres) Creek Improvements: flood control, habitat restoration and buffer zone Club Knoll renovation and reuse; garage demolition	50 acres Parks, recreation trails and bicycle pathways (including along creek)	-
Maximum Capacity Alternative (Preferred Alt in the 1998 EIS/EIR) (See Figure V-1)	584 units: (284 Single Family Units; 300 Multifamily)	Mixed Use Zone: 400,000 sf (includes 8.25 acres Civic Use, including Seneca)	Creek Improvements: habitat restoration and buffer zone Club Knoll reuse; garage demolition	32 acres Programmed Recreation: 44,000 sf using existing facilities 54-acre golf course (includes 250 of Single Family total)	• 376 fewer residential • 318,000 sf more commercial • 28 acres fewer open space (excluding golf course) • 54-acre golf course and integrated housing • No flood control creek improvements
1998 EIS/EIR Mixed Use Village Alt (See Figure V-1)	90 Multifamily units: 20 dwelling units per acre (part of Mixed Use Zone)	Mixed Use Zone: 300,000 sf (includes 90 Multifamily units) Neighborhood Retail: 65,000 sf	Research and Development (R&D): 261,000 sf Cultural / Meeting Facilities: 59,000 sf Creek Improvements: habitat restoration and buffer zone Club Knoll reuse; garage demolition	86 acres 8 acres Programmed Recreation: 44,000 sf using existing facilities	• 870 fewer residential units (no Single Family) • 282,000 sf more mixed use commercial/retail • R&D and Cultural Uses • 36 acres more open space • No flood control creek improvements

TABLE V-1 (continued)
SUMMARY OF 1998 EIS/EIR REUSE ALTERNATIVES

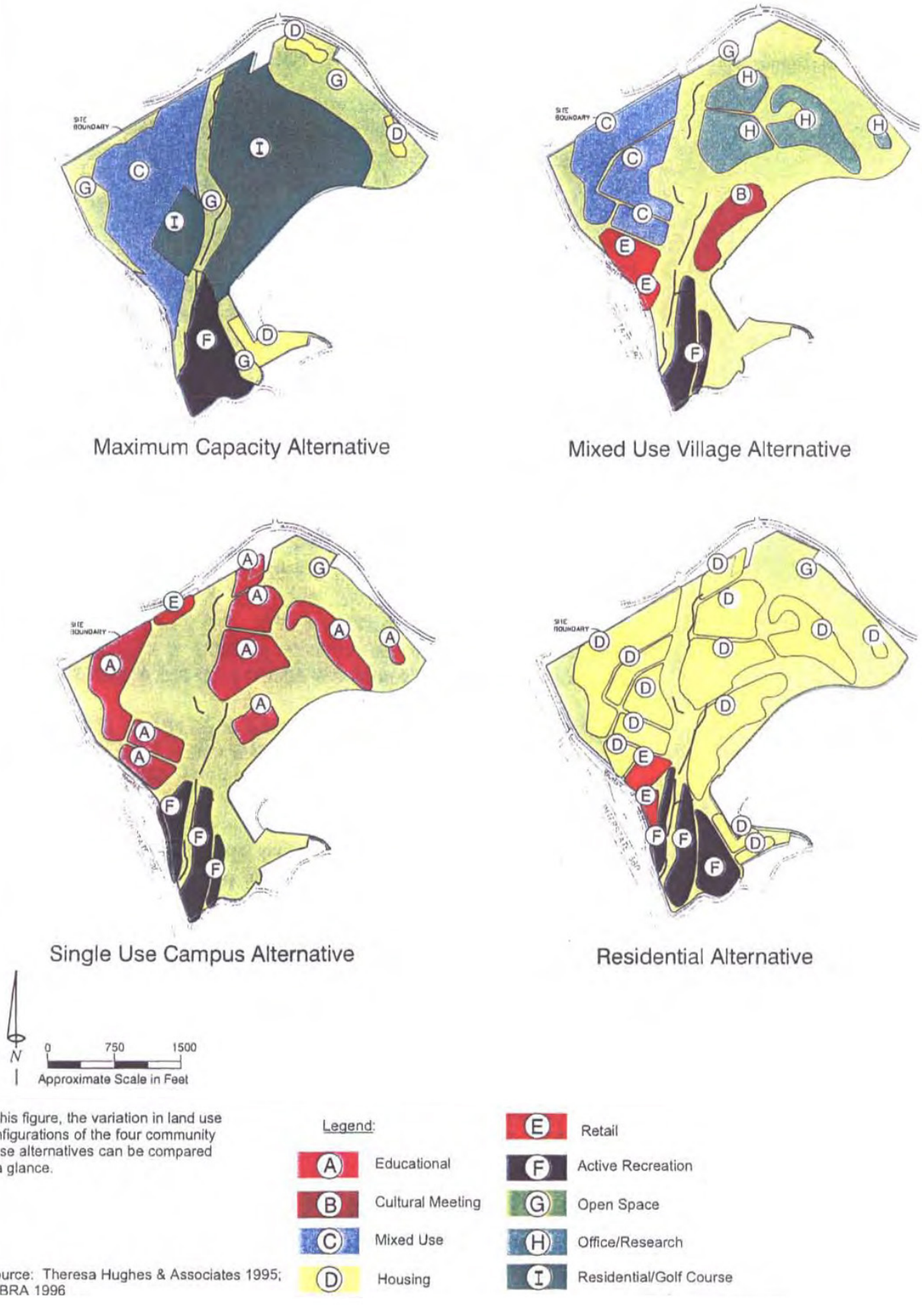
Alternative	Residential Units	Commercial Uses	Other Uses/Activities	Publicly-Accessible Open Space	Key Differences Compared to Project
1998 EIS/EIR Single Use / Educational Campus Alt (See Figure V-1)	None	Neighborhood Retail: 22,000 sf	Educational Campus: 765,000 sf Creek Improvements: habitat restoration and buffer zone Club Knoll reuse; garage demolition	101 acres 12 acres Programmed Recreation: 44,000 sf using existing facilities	• No residential use • 60,000 sf less commercial/retail • Educational Campus use • 51 acres more open space • No flood control creek improvements
1998 EIS/EIR SFD Residential Alt (See Figures V-1 and V-2)	Option 1: 357 Single Family Units: 10,000 sf lots on 82 acres or Option 2: 600 Single Family Units: 6,000 sf lots on 82 acres	Neighborhood Retail: 39,000 sf	Creek Improvements: habitat restoration and buffer zone Club Knoll reuse; garage demolition	46 acres 14 acres Programmed Recreation: 44,000 sf using existing facilities (39 acres set aside for unbuildable slopes/ roads within developable sites)	• 603 to 360 fewer residential units • 43,000 sf less commercial/retail • 4 acres fewer open space • No flood control creek improvements

NOTES:

1. The Maximum Capacity Alternative is analyzed in Chapter IV of this SEIR and is summarized in this chapter. All impacts, mitigation measures, and the comparison of each to the proposed project are presented pursuant to PRC Section 21166 and Section 15162 of the CEQA Guidelines.

2. Consistent with the analysis presented in the 1998 EIS/EIR, improvements to Rifle Range Creek for each of the 1998 EIS/EIR alternatives, except "No Project" are limited to establishing a riparian habitat buffer zone and habitat restoration; in-creek alterations related to flood control would occur only with the proposed project.

SOURCE: 1998 EIS/EIR; SunCal Oak Knoll, LLC, 2007



SOURCE: Theresa Hughes & Associates 1995; OBRA 1996

Figure V-1
Comparison of 1998 EIS/EIR Reuse Alternatives

TABLE V-2
COMPARISON OF TRIP GENERATION ESTIMATES

		AM Peak Hour			PM Peak Hour		
Project	**Daily**	**In**	**Out**	**Total**	**In**	**Out**	**Total**
Proposed Project	12,862	391	496	887	664	648	1,312
Maximum Capacity Alternative (584 mixed units; 400 ksf commercial)[1]	13,090	655	388	1,043	671	904	1,575
Mixed Use Village Alternative (90 mf units; 365 ksf commercial; 261 ksf R&D) [1]	10,070	512	164	676	532	806	1,338
Single Use Campus Alternative (765 ksf campus; 22 ksf commercial)[1]	13,840	1,558	121	1,679	386	703	1,089
Residential Alternative: Option 1 (357 sfd units, 39 ksf commercial)[1]	6,815	187	289	476	479	408	887
Residential Alternative: Option 2 (600 sfd units, 39 ksf commercial)[1]	8,730	229	408	637	623	486	1,109

NOTES: No existing vehicle trips are assumed from the NMCO property.

[1] As defined in the Naval Medical Center Oakland Disposal and Reuse Final EIS/EIR, April 1998.
[2] Based on Institute of Transportation Engineers (ITE) Trip Generation (7th Edition), March 2003 with internal reduction.

SOURCE: Fehr & Peers, 2007.

Overall, the abandoned, blighted former military hospital site would remain. Existing buildings, infrastructure, and physical conditions on the project site would remain in their current state and likely further deteriorate due to vandalism and lack of structural and architectural upkeep. Currently, no vehicle trips are associated with the NMCO property except those associated with Seneca and Sea West, which would continue. Also, existing conditions at certain area I-580 interchange areas are currently poor (operating at levels of service E and F), and mitigation measures that would be implemented with the project (subject to Caltrans approval) would not occur and these poor operating conditions would remain. As no new trips would be generated from the site under the No Project Alternative, the significant and unavoidable air quality emissions resulting from the project would not occur. In addition, this alternative would not facilitate the rehabilitation and reuse of Club Knoll, a local historic resource, which would continue to fall into disrepair.

Regarding other significant but mitigable impacts identified for the project, under the No Project Alternative, improved conditions that would occur with implementation of project components or mitigation measures intended to improve hydrological conditions on the site (e.g., stormwater, reduced impervious surfaces, creek enhancement), to addresses any existing residual hazardous soil or groundwater conditions, or to improve biological habitat, (through creek enhancement and the introduction of open space, including oak woodland communities) would not occur.

Overall, any reuse of the site for a feasible and reasonably foreseeable use in its current physical condition, would likely required City approvals and be limited to the lease of certain smaller buildings on site or potentially for movie production activities. Other potential redevelopment of

the property that could occur if the current SunCal proposal was not developed is those analyzed below.

Maximum Capacity Alternative

This alternative is analyzed throughout Chapter IV of this SEIR (and in the Initial Study provided as **Appendix A** to this document), and that analysis is summarized here for purpose of this alternatives analysis.

The Maximum Capacity Alternative would combine a mix of 284 single-family and 300 multifamily residences (for 584 units total), a 400,000 square-foot mixed use development comprised of commercial, office, and civic (including Seneca) uses, and nearly 32 acres of open space and a golf course to create a new mixed use neighborhood similar in character and scale to the proposed project but built around a nine-hole golf course. Of each of the alternatives discussed here, it is the most similar to the proposed project in terms of basic land uses, configuration, and development program.

Primary differences from the current project lie in this alternative's increased emphasis on non-residential mixed use development. Compared to the project, the alternative would have 376 fewer residences, but nearly 318,000 more square feet of commercial development. Development of a 54-acre golf course throughout the central portion of the property in which approximately half (250) of the residential units would be integrated is another substantial variation in the character of the Maximum Capacity Alternative as compared to the project. As shown in **Figure V-1**, the Maximum Capacity Alternative would develop new residential development on the north and south ends of the Eastern Ridge (i.e., the Northern End and Admiral's Hill, as depicted in **Figure IV.A-3**. **Figure V-1** shows that each of the other alternatives would develop the southern end (Admiral's Hill) of the Eastern Ridge, either with housing, office/research, or educational use, however, only the Maximum Capacity Alternative proposed development on the Northern End. The project, however, proposes development along the length of the Eastern Ridge, including the Central Area, which is the highest point of the project site and the only portion that is most visible from off-site publicly-accessible locations offsite. As analyzed in the 1998 EIS/EIR and this SEIR, it is the effect of grading, tree removal, and new development on the Eastern Ridge (referred in the 1998 EIS/EIR as "Admiral's Hill") that results in a significant but mitigable aesthetics impact. As a result, the Maximum Capacity Alternative would reduce, but would not avoid, the significant but mitigable impact to scenic vistas and resources identified for the project as a result of developing more of the Eastern Ridge, particularly areas visible from offsite (see Section IV.A, *Aesthetics).*

The increased commercial intensity of the Maximum Capacity Alternative's development program would generate more traffic compared to the proposed project. As shown in **Table V-2** (presented below, within the analysis of the Residential Alternatives), compared to the proposed project, this alternative would result in approximately 15 percent more AM peak hour trips, 17 percent more PM peak hour trips, and 2 percent more daily trips overall. Therefore, although it would not have identical impacts due to the reverse flow of traffic during peak hours, it would not

avoid or reduce any of the project's traffic impacts (as summarized in **Table V-3**, within the Residential Alternatives analysis below).

As summarized in **Table V-4** below, both the Maximum Capacity Alternative and the project would exceed the significance threshold of 80 pounds per day and result in a significant unavoidable air quality impact regarding operational emissions (project and cumulative).[1]

Although no significant impact is identified regarding roadway noise for the project or the Maximum Capacity Alternative, as shown in **Table IV.D-4** (and summarized below in **Table V-5**, within the Residential Alternatives analysis below), the Maximum Capacity Alternative would result in slightly greater cumulative traffic-generated noise impacts on nearby roadways.

In summary, the Maximum Capacity Alternative, which most closely reflects the land use and development pattern and overall intensity of development proposed by the project, would result in more traffic and thus greater operational air quality emissions (maintaining the significance determinations identified for the project). The most notable difference with the Maximum Capacity Alternative compared to the project is that the alternative would have a less severe impact to "scenic vistas and resources" than the project by not developing the Central Area of the Eastern Ridge, thus reducing the degree of grading and tree removal required, and not introducing the same extent of new ridgetop development visible from off-site locations.

Mixed Use Village Alternative

This alternative would combine residences and offices with cultural facilities and community retail (See **Figure V-1**). The predominant land use would be the 23-acre mixed use zone located in the northwest corner of the site (west of Rifle Range Creek). This area would include a wide range of uses, including 90 units of townhomes and live-work space, health and social service uses and professional offices. This alternative also would include a 261,000 square-foot research and development (R&D) facility in the central areas of the site, east of the creek, where the hospital currently exists and to the base of the west-facing hillside. R&D facilities also would be developed at the south end of the eastern ridge. Approximately 65,000 square feet of neighborhood retail use would be developed with a variety of retail and services, including a supermarket, at the Mountain Boulevard entrance to the site. (1998 EIS/EIR, p.2-16)

The Mixed Use Village Alternative differs fundamentally from the Oak Knoll Project primarily in terms of land use. The primary goal of the Oak Knoll Project is to create a new mixed use residential community, supported by the stated objectives (presented in Chapter III, Project Description) to develop the site "consistent with the City of Oakland General Plan (LUTE) and the Oak Knoll Redevelopment Plan," and to "develop a diversity of housing types and sizes that can accommodate a variety of household types and incomes." The Mixed Use Village Alternative would provide only 90 apartments and live-work units compared to 960 units of various housing types that the Oak Knoll Project would create throughout the site. The node (65,000 square feet)

[1] Compared to the project, the Maximum Capacity Alternative would generate slightly less ROG emissions (120 pounds per day versus 142 pounds per day), slightly less NOx emissions (134 pounds per day versus 138 pounds per day); and the same PM-10 (177 pounds per day). The significance threshold is exceeded in all cases, however.

of neighborhood retail and service uses that the alternative proposes at the Mountain Boulevard entrance to the site is similar to a component of the Village Center envisioned by the Oak Knoll Project in this location. However, the primary land use on the remainder of the site with this alternative would be R&D, health and social service facilities, and office use (approximately 620,000 square feet total), none of which are envisioned by the project..

As shown in **Table V-2,** the Mixed Use Village Alternative would result in approximately 31 percent fewer AM peak hour trips, 2 percent fewer at PM peak hour trips, and 28 percent fewer daily trips overall. **Table V-3** presented in the analysis discussion of the Residential Alternatives, below, shows that each of the interchange areas where the project would result in a significant and unavoidable impact would also occur with this alternative. As summarized in **Table V-4** presented in the Residential Alternatives analysis below, such reduced vehicle trips would reduce the daily net pounds per day of ROG, NOx, and PM-10 emissions (for which the project would exceed thresholds by 57 to 97 pounds per day, see detailed **Table IV.C-4** in *Air Quality*) and would avoid exceeding the threshold for ROG emissions.

In addition, although no significant impact is identified regarding roadway noise for the project, **Table V-5**, summarizes that the Mixed Use Village would result in slightly greater cumulative traffic-generated noise impacts on nearby roadways.

However, while the alternative would avoid or lessen significant air quality effects of the project – as well as the severity of the project's peak hour traffic impacts - it is contrary to the basic project objective to develop a residential mixed community and would not fully align with the General Plan. The General Plan LUTE land use diagram delineates hillside residential and open space throughout, with nodes of commercial and institutional use. The Mixed Use Village Alternative would result in development that is primarily an R&D campus with minimal housing, which would be much less consistent with residential development designated by the General Plan land use. Thus, this alternative is not a necessary or suitable scenario against which to evaluate the comparable effects of the Oak Knoll Project in this SEIR, based on the selection criteria outlined above. The Mixed Use Village Alternative is not considered in any further detail in this analysis.

Single Use Campus Alternative

The Single Use Campus Alternative would use 35 acres of the project site for an educational institution or corporate campus (see **Figure V-1**). The development would occur within nearly 101 acres of open space throughout the site. Development would occur in the northwest area, the central and northeast area (generally between the existing hospital site and the existing off site commercial node on Keller Avenue), the base of the west-facing hillside, and on the southern portion of the eastern ridge. A 22,000 square-foot neighborhood retail and service node is envisioned at the Keller Avenue entrance to the site (1998 EIS/EIR, p.2-20).

Like the Mixed Use Village Alternative discussed above, the Single Use Campus also envisions a fundamentally different land use than the Oak Knoll Project. Development of an institutional / corporate facility is counter to the project objective to create a new mixed use residential

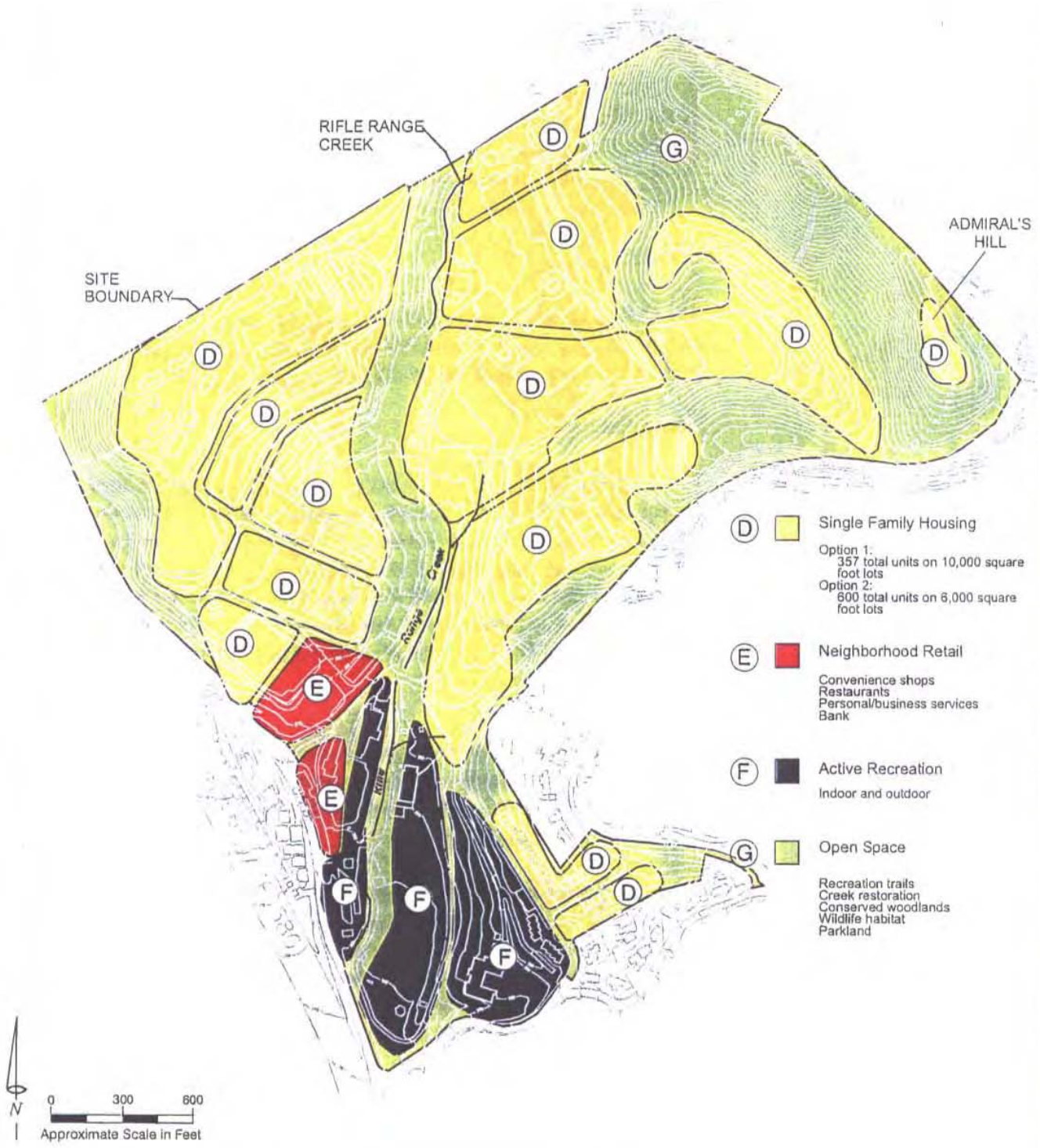
community that is consistent with land uses prescribed in the 1996 Final Reuse Plan, the General Plan, and the Oak Knoll Redevelopment Plan (discussed in Chapter III, Project Description and Section IV.A, *Aesthetics*, in this SEIR). The Single Use Campus does not propose any residential development. In addition, this alternative would not substantially reduce or avoid the significant and avoidable traffic impacts or the significant and unavoidable air quality impact identified for the project. **Table V-2,** presented in the Residential Alternatives analysis below, shows that the Single Use Campus would result in approximately 47 percent more AM peak hour trips, 20 percent fewer PM peak hour trips, and about 7.0 percent more daily trips. **Table V-3** shows that the alternative would continue to result in the significant and unavoidable intersection impacts identified for the project. As summarized in **Table V-4**, even with reduced peak hour trips, this alternative would maintain the significant and unavoidable air quality emissions impact, with ROG emissions being less than identified for the proposed project (but still significant).

This alternative would, however, likely avoid the significant but mitigable land use compatibility impact identified for the project since it would not introduce housing near areas where existing noise levels are considered incompatible with residential use. Thus, the Single Use Campus is not evaluated further in this SEIR as it would not avoid or substantially reduced any significant and unavoidable impacts identified for the project .

Residential Alternatives

The Residential Alternatives include two options that include residential as the fundamental land use and that would develop single family development and open space throughout the site. (A detailed exhibit of the Residential Alternative from the 1998 EIS/EIR is provided as **Figure V-2**.) In comparison, the proposed project would involve a variety of housing types (single family, multifamily, townhomes, attached single family, etc.) This difference would not result in substantial changes to aesthetic effects with uses and densities similar to those that exist in the surrounding Oak Knoll area given the lack of views into the site from locations offsite, except as outlined below regarding the Central Portion of the Eastern Ridge. The Residential Alternatives differ only in the density and number of residential units that would be developed throughout the project site: Option 1, 357 units of large-lot housing (10,000 square-foot lots) or Option 2, 600 units of traditional housing (6,000 square-foot lots). In both options, residential development would encompass 82 acres of the project site, primarily in the central portion of the site, the eastern portion of the southwest panhandle of the site, as well as on the southern portion of the eastern ridge (see **Figure V-2**). A neighborhood retail component consisting of approximately 39,000 square feet of retail and services would be developed at the Mountain Boulevard entrance, similar (although less than one-half the size) to the Village Center envisioned for the Oak Knoll Project. This alternative also proposes approximately 46 acres of open space onsite; the majority of the single family lots could likely be more than 6,000 square feet, but less than 10,000 square feet. (1998 EIS/EIR, p.2-23)

Except for the Maximum Capacity Alternative, the Residential Alternatives are most similar to the proposed project in terms of basic land uses, configuration, and development program. While the alternatives do not fully support the project objectives regarding the development of diverse



The Residential Alternative includes low density residential areas, similar to adjacent residential areas and a small commercial area. In this alternative, the total built area is 357 or 600 units, depending on lot size, 83,000 square feet of retail and recreation facilities; 46 acres would remain open space.

Legend:

- A Educational
- B Cultural Meeting
- C Mixed Use
- D Housing
- E Retail
- F Active Recreation
- G Open Space
- H Office/Research
- I Residential/Golf Course

SOURCE: Theresa Hughes & Associates, 1995

Oak Knoll Mixed Use Community Plan Project . 206232

Figure V-2
Residential Alternative, 1998 EIS/EIR

housing types to accommodate a variety of household types and incomes, they are somewhat consistent with the General Plan LUTE land use diagram and Oak Knoll Redevelopment Plan (discussed in Chapter III, Project Description and Section IV.A, *Aesthetics*, in this SEIR), which delineate primarily hillside residential for the site. Both residential options would result in fewer vehicle trips compared to the Maximum Capacity Alternative and the proposed project. However, the 600-unit option is more aligned with the project objective to "develop sufficient housing to support and sustain a community village retail center," than the 357-unit option and the other reuse alternatives. The 600-unit option also would be more consistent with the General Plan LUTE land use diagram and the Oak Knoll Redevelopment Plan, compared to the 357-unit option and the other reuse alternatives, because it envisions a much more intensive level of hillside residential development with open space throughout and nodes of commercial and institutional use to create a "*sizable new development in the South Hills area,"* as the LUTE calls for on the Oak Knoll site. Based on the selection criteria outlined above, the Residential Alternative, which includes an Option 1 (357 units) and Option 2 (600 units), is considered a suitable scenario against which to compare the effects of the proposed project.

Consideration of Traffic Effects for Other Potential Residential Scenarios that would Reduce Significant Impacts. As discussed in detail in Section IV.B, *Transportation, Circulation and Parking*, the significant transportation impacts are identified as "unavoidable" because the City of Oakland, as lead agency, could not implement the identified mitigation measures for impacts that occur at I-580 interchange areas without Caltrans' approval. If approved by Caltrans, the identified mitigation measures would reduce the significant impact to less than significant. To help determine whether any additional feasible alternatives for this analysis was warranted to provide a reasonable range of alternatives to the project under CEQA, Fehr & Peers Transportation Consultants tested whether a feasible development scenario for the Oak Knoll site could exist that would 1) avoid the significant and unavoidable transportation impacts identified for the project (at the Golf Links Road, Keller Avenue, or Seminary Avenue interchange areas with I-580), while 2) supporting the General Plan LUTE and the project sponsor's basic objectives.

Regarding the first consideration:

- Development on the Oak Knoll site exceeding approximately 35 single family units would trigger the significant traffic impacts at the Keller Aveue and I-580 interchange area;

- Development on the Oak Knoll site exceeding approximately 20 single family units would trigger the significant traffic impacts at the Golf Links and I-580 interchange area.

- Development of less than 20 units on the Oak Knoll site would avoid the significant impacts at each of the three I-580 interchange areas, including the Keller Avenue at I-580 interchange area.

Current deficiencies at these interchange areas already exist, and mitigation measures identified in this SEIR would actually mitigate these existing deficiencies. Therefore, for example, Residential Alternative Option 1 (357 units) would trigger the same significant and unavoidable impacts at I-580 interchange areas that would occur with a scenario of 35 single family units.

Regarding the second consideration, none of these residential scenarios (35, or 20 units) would satisfy the basic project objectives previously discussed for the Oak Knoll project, nor would they be more consistent with the General Plan LUTE land use diagram and the Oak Knoll Redevelopment Plan than the project would, as discussed above.

C. Analysis of Residential Alternatives

The Residential Alternatives (both options) are analyzed in this SEIR to provide a comparison of the proposed project to a reduced alternative that could reasonably occur if the project were not approved as currently proposed. As permitted by CEQA, the potential effects of the alternatives are discussed in less detail than are the effects of the project (CEQA Guidelines Section 15126.6[d]). However, the analysis is conducted at a sufficient level of detail to provide the public, other public agencies, and City decision-makers adequate information to fully evaluate the alternatives and for the City to approve it instead of the proposed project, without further environmental review.

Unless otherwise indicated, the impacts associated with the project and the alternatives throughout this chapter are for year 2025 buildout conditions and are stated as levels of significance *after* implementation of mitigation measures identified in Chapter IV.

Impacts of the Residential Alternatives

Aesthetics

The residential program of the Residential Alternatives is limited to single family development throughout the site, in contrast to the proposed project which would involve a variety of housing types (single family, multifamily, townhomes, attached single family, etc.). However, this difference would not result in substantial changes to aesthetic effects. It is the *location* of development within the site that would most affect the aesthetics impacts of the alternatives.

For the Residential Alternatives, as outlined in the 1998 EIS/EIR, development would occur in the same areas of the site as proposed for the Oak Knoll Project, except for development along the Eastern Ridge. As shown in **Figure V-1** the Residential Alternatives would develop only Admiral's Hill (the south end of the Eastern Ridge), whereas the proposed project would develop the length of the Eastern Ridge. The Residential Alternatives would not develop the Northern End or the Central Area of the East Ridge. Regarding other key areas of the site, like the project, neither of the knolls or hillside at the northwest corner of the site (upslope from Mountain Boulevard) or the southern boundary of the site would be developed beyond the limit of current development.[2]

As discussed and depicted in detail in Section IV, A, *Aesthetics*, most interior areas of the project site are not visible from most off-site locations, with the exception of the Eastern Ridge. The

[2] While this assumption of no development on the Eastern Ridge is retained for the Residential Alternatives for purposes of this analysis, it is likely, given the view opportunities provided by potential lots on the Eastern Ridge, that the project sponsor would proposed development of the Eastern Ridge.

proposed project would result in a significant but mitigable impact as a result of grading, tree removal, and development of the Northern End and the Central Area of the Eastern Ridge. Since the Residential Alternatives would only develop Admiral's Hill at the south end only of the Eastern Ridge, the impact would be less than significant, as identified for each of the other 1998 EIS/EIR alternatives, except the Maximum Capacity Alternative. Thus, the Residential Alternatives would avoid the potentially significant but mitigable impact to scenic vistas and resources that would occur with the project.

Transportation, Circulation and Parking

As discussed above, the significant transportation impacts with the proposed project are identified as "unavoidable" because the City of Oakland, as lead agency, could not implement the identified mitigation measures for impacts that occur at I-580 interchange areas without Caltrans' approval. (If approved by Caltrans, the identified mitigation measures would reduce the significant impact to less than significant.) The significant and unavoidable impacts are identified for the project at 1) the Golf Links Road with I-580 interchange area, 2) the Keller Avenue with I-580 interchange area, and 3) the Seminary Avenue with I-580 interchange area. Each of these interchange areas is fully mitigable under the proposed project and all mitigation measures identified in Section IV.B. The project would also result in a significant but mitigable impact (in that implementation of the mitigation is within the City of Oakland's control) at the Bancroft Avenue at 98th Avenue intersection, which is also considered in this discussion in order to provide more information about the comparative transportation impacts of the project and the alternatives. As shown in **Table V-2**, Residential Alternative Option 1 (357 units) would result in approximately 6,047 fewer total daily trips (46 and 48 percent fewer in the a.m. and p.m. peak hours, respectively) compared to the proposed project. However, as shown in **Table V-3**, the significant unavoidable impacts at the I-580 interchange areas at Golf Links Road and Keller Avenue, identified for the project, as well as the significant but mitigable impact at the Bancroft / 98th Avenue intersection which is triggered at approximately 250 single family units, would continue with Option 1, but the significant unavoidable impact at the I-580 interchange area at Seminary would be avoided. The significant but mitigable impact at the Bancroft / 98th would be avoided with approximately 107 fewer units than Option 1 (a 250-unit scenario), and the significant and unavoidable impacts at the Golf Links at I-580 interchange area would be avoided with approximately 216 fewer units than that (a 34-unit scenario). As shown in **Table V-2**, Residential Alternative Option 2 (600 units) would result in approximately 4,132 fewer total daily trips (28 and 15 percent fewer in the a.m. and p.m. peak hours, respectively) compared to the proposed project. However, **Table V-3** shows, that the significant unavoidable impacts at the I-580 interchange areas at Seminary, as well as at the Golf Links Road and Keller Avenue interchange areas, identified for the project would continue with Option 2, as would the significant but mitigable impact at the Bancroft / 98th Avenue intersection that is triggered at approximately 250 single family units.

TABLE V-3
SIGNIFICANT INTERSECTION IMPACTS OCCURRING WITH ALTERNATIVES

Alternative	Intersection Unavoidable	Intersection Where Significant and Impact Occurs with the Project[a]			Intersection Where Mitigable Impact Occurs with the Project
	Seminary / I-580 Area	Golf Links / I-580 Area	Keller / I-580 Area	98th / Bancroft	
Proposed Project	✓	✓	✓	✓	
Maximum Capacity Alternative (584 mixed units; 400 ksf commercial)[1]	✓	✓	✓	✓	
Mixed Use Village Alternative (90 mf units; 365 ksf commercial; 261 ksf R&D) [1]	✓	✓	✓	✓	
Single Use Campus Alternative (765 ksf campus; 22 ksf commercial)[1]	✓	✓	✓	✓	
Residential Alternative: Option 1 (357 sfd units, 39 ksf commercial)		✓	✓	✓	
Residential Alternative: Option 2 (600 sfd units, 39 ksf commercial)	✓	✓	✓	✓	

[a] Each of these interchange areas is fully mitigable under the proposed project with imposition of mitigation measures identified in Section IV.B.

SOURCE: Fehr & Peers, 2007.

Thus, compared to the proposed project, the Residential Alternative Option 2 (600 units) would result in the same significant and unavoidable impacts, however, Residential Alternative Option 1 (357 units) would avoid the significant and unavoidable impact identified at the Seminary and I-580 interchange area.

Air Quality

The proposed project would exceed the significance threshold of 80 pounds per day of criteria pollutants for ROG (143 pounds per day), NOx (137 pounds per day), and PM-10 (177 pounds per day), and thus would result in a significant and unavoidable air quality impact (project and cumulative) (see Section IV.C, *Air Quality)*.

The 1998 EIS/EIR concluded that the Residential Alternatives would result in a significant and unavoidable impact regarding air quality emissions as well, as both options would exceed the significance threshold for NOx and PM-10. As discussed in detail in Section IV.C, *Air Quality*, and as was done to allow the comparison of the emissions of the proposed project to that of the Maximum Capacity Alternative therein, emissions for the 1998 EIS/EIR Residential Alternatives have been re-estimated using the current emissions estimating model to allow for a consistent comparison of emissions from the proposed project and the 1998 EIS/EIR alternatives. This, coupled with use of the existing baseline (2006) versus the pre-closure baseline used in the 1998

EIS/EIR analyses to determine the project's effects, result in different findings for individual criteria pollutants than identified in the 1998 EIS/EIR.

As summarized in **Table V-4**, Residential Alternative Option 1 (357 units) would exceed the significance threshold of 80 pounds per day of criteria pollutants only for PM-10 (100 pounds per day) (using the same current methodology), avoiding the exceedance that would occur for ROG and NOx. The exceedance for PM-10 alone, however, would result in a significant and unavoidable impact regarding criteria pollutant emissions, as was identified for the proposed project. As shown in **Table V-4**, Residential Alternative Option 2 (600 units) would exceed the significance threshold of 80 pounds per day of criteria pollutants for PM-10 (129 pounds per day), NOx (98 pounds per day), and ROG (99 pounds per day), and thus would also result in a significant and unavoidable air quality impact identified for the project, exceeding each of the criteria pollutants. Thus, both Option 1 and 2 would result in the same significant and unavoidable air quality impact as the project, even though Option 1 would avoid the exceedances of ROG and NOx that would occur with the project (and Option 2).

TABLE V-4
SIGNIFICANT CRITERIA POLLUTANT EMISSIONS OCCURRING WITH ALTERNATIVES

	Exceeds Significance Threshold of 80 pounds per day		
Alternative	**ROG**	**NOx**	**PM-10**
Proposed Project [a]	✓	✓	✓
Maximum Capacity Alternative (584 mixed units; 400 ksf commercial) [b]	✓⇩	✓⇩	✓
Mixed Use Village Alternative (90 mf units; 365 ksf commercial; 261 ksf R&D) [b]		✓⇩	✓⇩
Single Use Campus Alternative (765 ksf campus; 22 ksf commercial) [b]	✓⇩	✓⇧	✓⇧
Residential Alternative: Option 1 (357 sfd units, 39 ksf commercial)[b]			✓⇩
Residential Alternative: Option 2 (600 sfd units, 39 ksf commercial)[b]	✓⇩	✓⇩	✓⇩

NOTE:
⇩⇧Emission pounds per day is less/more than emission pounds per day for the proposed project.

[a] Trip generation data for the proposed project was obtained from the traffic study provided by Fehr & Peers. Trip generation for the 1998 EIS/EIR Alternatives was obtained from the 1998 EIS/EIR.
and the Air Resources Board's URBEMIS2007 model for the San Francisco Bay Air Basin.

[b] Emissions estimates for the 1998 EIS/EIR Alternatives was redone using URBEMIS2007 (version 9.2) to allow for a consistent comparison with emissions for the proposed project estimated using URBEMIS2007 version 9.2.

SOURCE: ESA, 2007.

Regarding construction-period impacts, since each of the Residential Alternatives would involve similar construction period operations, the construction air quality effects also would be similar to or less than those identified for the project. The area of the site to be developed under each

Residential Alternative is assumed to generally be the same as with the proposed project Demolition of all existing structures on the property, except Club Knoll, is assumed and would affect construction period air quality, but would be mitigable. All mitigation measures identified in this SEIR for the proposed project would apply to each of the Residential Alternatives.

Noise

The proposed project would not result in roadway noise levels that exceed the significance threshold of a change of 5 dBA or greater above existing conditions. Regardless, **Table V-5**, summarizes that the Residential Alternatives, as reported in the 1998 EIS/EIR, would not result in significant impacts regarding traffic-generated noise on nearby roadways when compared to the project.

TABLE V-5
SIGNIFICANT ROADWAY NOISE EFFECTS OCCURRING WITH ALTERNATIVES

	Significant, Estimated Peak Hour Roadway Noise Levels [a]	
Alternative	**Project-level**	**Cumulative-Level**
Proposed Project	**N**	**N**
Maximum Capacity Alternative (584 mixed units; 400 ksf commercial)	**N⇩**	**N⇧**
Mixed Use Village Alternative (90 mf units; 365 ksf commercial; 261 ksf R&D)	**N⇩**	**N⇩**
Single Use Campus Alternative (765 ksf campus; 22 ksf commercial)	**N⇧**	**N⇧**
Residential Alternative: Option 1 (357 sfd units, 39 ksf commercial)	**N⇩**	**N⇩**
Residential Alternative: Option 2 (600 sfd units, 39 ksf commercial)	**N⇩**	**N⇩**

NOTE:

"N" Not significant" - Based on future change of 5 dBA or more compared to "existing," as modeled by the FWHA Noise Prediction Model *and* future estimated change of 3 dBA or more compared to "existing" based on actual measured noise levels, consistent with project analysis in Section IV.D in this SEIR.
⇩⇧ Noise levels are less/more than estimated for the proposed project.

SOURCE: ESA, 2007.

Regarding construction-period impacts, since each of the Residential Alternatives would involve similar construction period operations, the construction noise effects also would be similar to or less than those identified for the project. The area of the site to be developed under each of the Residential Alternative is assumed to generally be the same as with the proposed project. Demolition of all existing structures on the property, except Club Knoll, is assumed and would affect construction noise levels, but would be mitigable. All mitigation measures identified in this SEIR for the proposed project would apply to each of the Residential Alternatives.

Cultural Resources

As assumed throughout this SEIR analysis for the proposed project, the Residential Alternatives would retain and reuse the Club Knoll structure, the only historic resource on the project site for which alteration could potentially result in a significant but mitigable impact. Also, as indicated above, the Residential Alternatives would involve similar construction period operations that would be necessary to develop the proposed project. Thus the significant but mitigable effects associated with archaeology and paleontological resources would apply.

All Other Topics Found to Be Less Than Significant

The Residential Alternatives would have the same or slightly reduced impacts for most topics previously analyzed in the Oak Knoll Initial Study. Impacts identified for effects to biological resources, geology, hydrology and water quality, would occur with any development of the project site. Overall, the proposed type and distribution of land use would be consistent with the General Plan LUTE land use diagram and, like the project, adheres to applicable policies – especially those regarding hillside development, maintenance of natural aesthetics, and minimal grading and tree removal. The similar site preparation, construction activities, development locations, and building types indicate that all significant and mitigable effects regarding geology, soils and seismicity; as well as hydrology and water quality; and hazardous materials would be the same or less than identified for the project. (These impacts would occur with any development of the project site.) Fewer jobs would likely result due to the reduction in commercial use area, and less population would likely result with less residential, reducing the project's less-than-significant effects to population and housing as well as demands for public services and utilities identified for the proposed project. In addition, there would be less demand for commercial use, reducing the likelihood of commercial being developed. The Residential Alternatives, like each of the other 1998 EIS/EIR reuse alternatives discussed throughout this Alternatives section and the project, would likely involve tree removal to accommodate proposed development, however, with the Residential Alternative Option 1 (357 units) in particular may make habitat restoration along the creek corridor less feasible financially, thus, the significant but mitigable impacts identified for biological resources associated with effects to the creek and associated habitat would likely be reduced or avoided with Option 1. In summary, the previously identified significant but mitigable impacts identified in the Initial Study and in this SEIR for all topics not discussed above would continue to occur with the Residential Alternatives (except, potentially, effects to creek and creek habitat), and mitigation measures identified in the Initial Study and this SEIR would apply.

D. Suggested Alternatives Not Considered in this SEIR

Comments received in response to the Notice of Preparation of this SEIR requested that the SEIR analyze varying scenarios for development of the Eastern Ridge (see Appendix B). Specifically, comments requested that the SEIR analyze an alternative that would not include hillside development (on the sloping face of the ridges onsite), as well as an alternative that considers a

more “natural”, random placement of residential units, including placement on the west-facing hillside.

The alternatives analysis presented in this SEIR involved an in-depth consideration of a range of alternatives to the proeposed project in order to fulfill the analysis required to satisfy PRC Section 21166 and CEQA Guidelines Sections 15162 and 15163. The range of alternatives discussed and analyzed herein to address the key significant impacts identified for the proposed project include scenarios that would avoid complete development of the Eastern Ridge, reducing the amount of tree removal and grading that would occur in this area of the site. City staff considered the environmental feasibility of an alternative that would “step down” the hillside. While such as site design layout could reduced the appearance of new ridgetop homes from many publicly accessible locations offsite,, it would result in additional grading, disturbance of existing grasslands and potentially oak woodlands. City decision makers of the Oak Knoll Project may choose to consider other scenarios of the proposed as it considers the merits of the project, including in particular the effects of housing on the Eastern Ridge. The analysis provided in this SEIR may inform those merit considerations. A comprehensive discussion of the alternatives selection for this SEIR analysis and the selection criteria is provided in sections in this chapter.

E. Environmentally Superior Alternative

Environmentally Superior Alternative: Residential Alternative

CEQA requires that when the “no project” alternative emerges as the Environmentally Superior Alternative, a second alternative shall be identified as environmentally superior (CEQA Guidelines, Section 15126.6(e)). Therefore, Residential Alternative Option 1 (357 units) *technically* would be considered environmentally superior, pursuant to CEQA, because, when compared to the proposed project and all other alternatives it would avoid (or reduce to the greatest extent) more of the significant and potentially significant impacts identified for the project. This determination of an environmentally superior CEQA alternative was based on a comparison of the differences in the following areas analyzed in Chapter IV and in the Initial Study (provided as **Appendix A** to this SEIR):

- Aesthetics (no development on the central or north area of the east ridge)
- Air Quality (reduced emissions)
- Transportation and Traffic (fewer peak hour vehicle trips, although not avoiding the significant and unavoidable impact that would exist if Caltrans fails to approve the improvement)

(Option 1 was also the Environmentally Superior Alternative identified in the 1998 EIS/EIR.)

Beyond CEQA’s consideration of what constitutes an Environmentally Superior Alternative, the proposed project could in fact be considered environmentally superior since, even thought the project would have greater aesthetics impacts than each of the other alternatives. Compared to Residential Alternative Option 1, it would support to a greater degree Smart Growth principles by creating more units within the inner Bay Area in Oakland, and within a new mixed use

neighborhood, thereby reducing vehicle miles traveled on regional roadways. In addition, compared to Option 1, the additional housing developed with the project would provide greater support for a sustained community village retail center. The proposed project also would be more consistent with the General Plan, the LUTE land use diagram, and the Oak Knoll Redevelopment Plan than would Residential Alternative Option 1 and each of the other alternatives; as discussed above the General Plan, the LUTE diagram, and the Redevelopment Plan envision a much more intensive level of hillside residential development on the Oak Knoll Project site (than would occur with the other alternatives) to create a "*sizable new development in the South Hills area,"* as the LUTE calls for on the Oak Knoll site. The localized impacts caused by the proposed project may be determined to outweighed Residential Alternative Option 1 by the local benefits, such as commercial construction and creek restoration and by the regional benefits reducing overall vehicle miles traveled, and increasing the diversity of housing at the infill site.

TABLE V-6
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project 810 units; 31,000 sf commercial/ educational	1a: No Project Existing Conditions 158,000 sf commercial/ storage	1b: Existing General Plan 390 units; 72,000 sf commercial / light industrial / educational	2: Partial Site 538 units; 38,000 sf commercial/ educational	3: Light Industrial / Live-Work 18 live-work; 145,000 sf light industrial
A. Land Use, Plans, and Policies					
Impact LU-1: The project would not physically divide an existing community or fundamentally conflict with existing adjacent land uses.	LS	N	LS	LS⇧	LS⇩
Impact LU-2: The project would not result in a fundamental conflict with any applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.	LS	N	LS	LS	N
Impact LU-3: The project, combined with other foreseeable development included in the Oakland cumulative growth scenario, would not result in cumulative land use impacts.	LS	N	LS	LS	LS
B. Visual Quality and Shadow					
Impact AES-1: The proposed project would not have a substantial adverse effect on a scenic vista or substantially damage scenic resources.	LS	N	LS⇩	LS⇩	LS⇩
Impact AES-2: The proposed project would alter the existing visual conditions on the project site, but would not substantially degrade the existing visual character or quality of the site and its surroundings.	LS	N	LS	LS	LS
Impact AES-3: The proposed project would create a new source light or glare, but would not adversely affect day or nighttime views in the area.	LS*	N	LS*	LS*⇩	LS*
Impact AES-4: The proposed project would result in additional shadow on adjacent areas, however, the project would not cast shadow on historic resources; would not introduce landscaping conflicting with the California Public Resource Code, would not cast shadow on buildings using passive solar heat, solar collectors for hot water heating, or photovoltaic solar collectors; and would not cast shadow that impairs the use of any public or quasi-public park, lawn, garden, or open space.	LS	N	LS	LS⇩	LS⇩

NOTE: Significance levels shown in the table reflect levels of significance after mitigation or standard conditions of approval and indicate maximum impact during buildout and operation, unless otherwise specified.

Legend
LS Less than significant or negligible impact; no mitigation required (*Standard condition identified, but not required for significant impact)
LSM Less than significant impact, after mitigation
LSC Less than significant impact, after standard conditions (LSCM – after standard conditions and mitigation)
S/SU Significant or Significant and unavoidable adverse impact, after mitigation
N No impact
B Beneficial
⇧⇩ Impact is more severe or less severe than project impact, after mitigation

TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project	1a: No Project Existing Conditions	1b: Existing General Plan	2: Partial Site	3: Light Industrial / Live-Work
	810 units; 31,000 sf commercial/ educational	158,000 sf commercial/ storage	390 units; 72,000 sf commercial / light industrial / educational	538 units; 38,000 sf commercial/ educational	18 live-work; 145,000 sf light industrial
Impact AES-5: The proposed project may require an exception (variance) to applicable policies and regulations addressing the provision of adequate light related to appropriate uses.	LS	N	LS	LS⇩	LS⇩
Impact AES-6: The proposed project, when combined with other foreseeable development in the vicinity, as identified in the Oakland cumulative growth scenario, could result in cumulative impacts related to visual character views, aesthetics, shadow, light and glare.	LS	N	LS	LS	LS
C. Transportation, Circulation, and Parking					
Impact TRANS-1: Traffic generated by the proposed project would affect project driveways	LS	N	LS	LS	LS
Impact TRANS-2: Traffic generated by the project would affect traffic levels of service at the study intersection under Baseline plus Project Conditions.	SU	SU⇩	SU⇩	SU	LSM
Impact TRANS-3: Traffic generated by the proposed project would affect traffic levels of service at the study intersection under near term 2010 Conditions.	SU	SU⇩	SU⇩	SU	LSM
Impact TRANS-4: Traffic generated by the proposed project in combination with cumulative growth would affect traffic levels of service at local intersections under Cumulative (2025) Conditions	SU	SU⇩	SU⇩	SU	LSM
Impact TRANS-5: Traffic generated by the project would affect baseline traffic levels on freeway segments in the project area.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact TRANS-6: Traffic generated by the project would affect traffic levels on freeway segments in the project area under future (2010) Conditions.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact TRANS-7: Traffic generated by the proposed project would affect traffic levels on freeway segments in the project area under Cumulative (2025) Conditions.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact TRANS-8: The proposed project would increase ridership on public transit providers serving the area.	LS	N	LS	LS	LS

NOTE: Significance levels shown in the table reflect levels of significance after mitigation or standard conditions of approval and indicate maximum impact during buildout and operation, unless otherwise specified.

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LSM Less than significant impact, after mitigation
LSC Less than significant impact, after standard conditions (LSCM – after standard conditions and mitigation)
S/SU Significant or Significant and unavoidable adverse impact, after mitigation
N No impact
B Beneficial
⇧⇩ Impact is more severe or less severe than project impact, after mitigation

TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project 810 units; 31,000 sf commercial/ educational	1a: No Project Existing Conditions 158,000 sf commercial/ storage	1b: Existing General Plan 390 units; 72,000 sf commercial / light industrial / educational	2: Partial Site 538 units; 38,000 sf commercial/ educational	3: Light Industrial / Live-Work 18 live-work; 145,000 sf light industrial
Impact TRANS-9: Development of the proposed project would conflict with existing pedestrian and/or bicycle facilities.	LS	N	LS	LS	LS
Impact TRANS-10: Development of the proposed project would require improvements to pedestrian and/or bicycle facilities.	LS	N	LS	LS	LS
Impact TRANS-11: Construction of the proposed project would affect traffic flow and circulation, parking, and pedestrian safety.	LSM	N	LSM	LSM	LSM
Impact TRANS-12: Development of the proposed project would have a cumulative impact on roadway segments in the regional traffic network.	LS	N	LS⇩	LS⇩	LS⇩
D. Air Quality					
Impact AIR-1: Activities associated with demolition, site preparation, and construction throughout development of the project would generate suspended and inhalable particulate matter.	LSC	N	LSC	LSC⇩	LSC⇩
Impact AIR-2: Activities associated with demolition, site preparation and construction throughout development of the project would generate emissions of criteria pollutants, including equipment exhaust emissions.	LS*	N	LS*	LS*⇩	LS*⇩
Impact AIR-3: The project would result in increased emissions of criteria pollutants and their precursors from vehicular traffic to and from the project site, however, the emission increases from the project would not exceed Bay Area Air Quality Management District significance criteria.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact AIR-4: Mobile emissions generated by project traffic would increase carbon monoxide concentrations at intersections in the project vicinity.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact AIR-5: The proposed project could result in exposure of persons to substantial levels of Toxic Air Contaminants such that the probability of contracting cancer for the Maximally Exposed Individual exceeds 10 in one million.	LS	LS⇩	LS⇩	LS⇩	LS⇩

NOTE: Significance levels shown in the table reflect levels of significance after mitigation or standard conditions of approval and indicate maximum impact during buildout and operation, unless otherwise specified.

Legend:
LS Less than significant or negligible impact; no mitigation required (*Standard condition identified, but not required for significant impact)
LSM Less than significant impact, after mitigation
LSC Less than significant impact, after standard conditions (LSCM – after standard conditions and mitigation)
S / SU Significant or Significant and unavoidable adverse impact, after mitigation
N No impact
B Beneficial
⇧⇩ Impact is more severe or less severe than project impact, after mitigation

TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project 810 units; 31,000 sf commercial/ educational	1a: No Project Existing Conditions 158,000 sf commercial/ storage	1b: Existing General Plan 390 units; 72,000 sf commercial / light industrial / educational	2: Partial Site 538 units; 38,000 sf commercial/ educational	3: Light Industrial / Live-Work 18 live-work; 145,000 sf light industrial
Impact AIR-6: The proposed project is fundamentally consistent with the growth assumptions of the Bay Area Clean Air Plan.	LS	N	LS	LS	LS
E. Noise					
Impact NOI-1: Construction activities would intermittently and temporarily generate noise levels above existing ambient levels in the project vicinity.	LSC	N	LSC	LSC⇩	LSC⇩
Impact NOI-2: Noise from project-generated traffic and other operational noise sources, such as mechanical equipment, truck loading/unloading, etc., would not exceed the Oakland Noise Ordinance standards and impact nearby sensitive receptors.	LS	N	LS⇩	LS⇩	LS⇩
Impact NOI-3: The project would place noise-sensitive multifamily residential uses in a noise environment characterized as "clearly unacceptable" for such uses by the City of Oakland.	LSC	N	LSC	LSC	LSC
Impact NOI-4: The project would place noise-sensitive publicly-accessible outdoor uses in a noise environment characterized as "clearly unacceptable" for such uses, as established by the Noise Element of the Oakland General Plan.	LSC	N	LSC	LSC	LS
Impact NOI-5: The project would expose sensitive residential uses to groundborne vibration from trains passing by on the UPRR tracks.	LSC	N	LSC	LSC	LSC
Impact NOI-6: The proposed project, together with anticipated future development included in the Oakland cumulative growth scenario, could result in long-term traffic increases that could cumulatively increase noise levels.	LS	N	LS⇩	LS⇩	LS⇩
F. Hazardous Materials					
Impact HAZ-1: Historical uses at and in the vicinity of the project site have impacted soil and groundwater at the project site. Contaminated soil and groundwater could pose risks to human health and the environment.	LSC	S	LSC /B	LSC /B	LSC /B

NOTE: Significance levels shown in the table reflect levels of significance after mitigation or standard conditions of approval and indicate maximum impact during buildout and operation, unless otherwise specified.

Legend:
LS Less than significant or negligible impact; no mitigation required (*Standard condition identified, but not required for significant impact)
LSM Less than significant impact, after mitigation
LSC Less than significant impact, after standard conditions (LSCM – after standard conditions and mitigation)
S/SU Significant or Significant and unavoidable adverse impact, after mitigation
N No impact
B Beneficial
⇧⇩ Impact is more severe or less severe than project impact, after mitigation

TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project	1a: No Project Existing Conditions	1b: Existing General Plan	2: Partial Site	3: Light Industrial / Live-Work
	810 units; 31,000 sf commercial/ educational	158,000 sf commercial/ storage	390 units; 72,000 sf commercial / light industrial / educational	538 units; 38,000 sf commercial/ educational	18 live-work; 145,000 sf light industrial
Impact HAZ-2: Disturbance and release of hazardous structural and building components (i.e. asbestos, lead, PCBs, and USTs) during demolition and construction phases of the project or transport of these materials could expose construction workers, the public, or the environment to adverse conditions related to hazardous materials handling.	LSC	LS⇩	LSC	LSC	LSC
Impact HAZ-3: Hazardous materials used onsite during construction activities (i.e. solvents, paints, fuels, and glues) could be released to the environment through improper handling or storage.	LSC	N	LSC	LSC	LSC
Impact HAZ-4: Accidental rupture of the petroleum pipeline located along the southern boundary of the site could result in adverse impacts to workers, the public, and the environment.	LSC	N	LSC	LSC⇩	LSC
Impact HAZ-5: Project operations would generate and involve the handling of general commercial and household hazardous waste in small quantities, and therefore would not cause an adverse effect on the environment.	LS	LS	LS	LS	LS
Impact HAZ-6: Development proposed as part of the project, when combined with other foreseeable development in the vicinity, would not result in cumulative hazardous materials impacts.	LS	LS	LS	LS	LS
G. Public Services, Parks, and Recreation Facilities					
Impact PS-1: The increased population and density resulting from the project would not involve or require new or physically altered governmental facilities in order to maintain acceptable service ratios, response time, or other performance objectives for police protection services.	LS	N	LS⇩	LS⇩	LS⇩

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Legend:
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LSC Less than significant impact, after standard conditions (LSCM – after standard conditions and mitigation)
S / SU Significant or Significant and unavoidable adverse impact, after mitigation
N No impact
B Beneficial
⇧⇩ Impact is more severe or less severe than project impact, after mitigation

TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project	1a: No Project Existing Conditions	1b: Existing General Plan	2: Partial Site	3: Light Industrial / Live-Work
	810 units; 31,000 sf commercial/ educational	158,000 sf commercial/ storage	390 units; 72,000 sf commercial / light industrial / educational	538 units; 38,000 sf commercial/ educational	18 live-work; 145,000 sf light industrial
Impact PS-2: The increased population and density resulting from the project would not involve or require new or physically altered governmental facilities in order to maintain acceptable service ratios, response time, or other performance objectives for fire protection and emergency medical services and facilities.	LS	N	LS⇩	LS⇩	LS⇩
Impact PS-3: The students generated by the project would not require new or physically altered school facilities in order to maintain acceptable service ratios or other performance objectives at local public schools.	LS	N	LS⇩	LS⇩	LS⇩
Impact PS-4: The proposed project has the potential to increase the onsite resident population, and would increase the use of existing neighborhood and regional parks or other recreational facilities, resulting in substantial new or accelerated physical deterioration.	LS	N	LS⇩	LS⇩	LS⇩
Impact PS-5: Increased population resulting from the proposed project, in conjunction with that generated by other foreseeable development in the city and the project vicinity, would increase the cumulative demand for public services, parks, and other recreational facilities such that new facilities could be needed in order to maintain acceptable citywide service ratios.	LS	N	LS⇩	LS⇩	LS⇩
H. Utilities and Service Systems					
Impact UTIL-1: The project would not exceed water supplies available to serve the project from existing entitlements and resources, nor require or result in construction of water facilities or expansion of existing facilities, construction of which could cause significant environmental effects.	LS	N	LS	LS⇩	LS

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TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project 810 units; 31,000 sf commercial/ educational	1a: No Project Existing Conditions 158,000 sf commercial/ storage	1b: Existing General Plan 390 units; 72,000 sf commercial / light industrial / educational	2: Partial Site 538 units; 38,000 sf commercial/ educational	3: Light Industrial / Live-Work 18 live-work; 145,000 sf light industrial
Impact UTIL-2: The project's projected wastewater demand would not result in the City of Oakland exceeding its citywide projected base flow allocation, however, it would exceed base flow allocation for Subbasins 60-04 and 62-01, which may require construction of new or expanded facilities, the construction of which could cause significant environmental effects.	LSC	N	LSC	LSC⇩	LSC
Impact UTIL-3: The project would not require or result in construction of new stormwater drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.	LS	N	LS	LS⇩	LS
Impact UTIL-4: The project would be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs, and would not require or result in construction of landfill facilities or expansion of existing facilities, construction of which could cause significant environmental effects. Additionally, the project would not impede the ability of the City to meet the waste diversion requirements of the California Integrated Waste Management Act or the Alameda County Waste Reduction and Recycling Initiative or cause the City to violate other applicable federal, state, and local statutes and regulations related to solid waste.	LS*	N	LS*⇩	LS*⇩	LS*⇩
Impact UTIL-5: The project would not violate applicable federal, state and local statutes and regulations relating to energy standards; nor would the proposed project result in a determination by the energy provider which serves or may serve the project that it does not have adequate capacity to serve the project's projected demand in addition to the providers' existing commitments and require or result in construction of new energy facilities or expansion of existing facilities, construction of which could cause significant environmental effects.	LS	N	LS ⇩	LS ⇩	LS

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TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project	1a: No Project Existing Conditions	1b: Existing General Plan	2: Partial Site	3: Light Industrial / Live-Work
	810 units; 31,000 sf commercial/ educational	158,000 sf commercial/ storage	390 units; 72,000 sf commercial / light industrial / educational	538 units; 38,000 sf commercial/ educational	18 live-work; 145,000 sf light industrial
Impact UTIL-6: The increased development resulting from the proposed project, in conjunction with population and density of other foreseeable development in the city, would not result in cumulative impacts on utilities and service systems.	LS	N	LS ⇩	LS ⇩	LS
l. Hydrology and Water Quality					
Impact HYD-1: Construction-related erosion during project development could result in adverse impacts to the water quality of the Oakland Inner Harbor and San Francisco Bay.	LSC	N	LSC	LSC	LSC
Impact HYD-2: Project excavation activities would not deplete groundwater supplies nor substantially interfere with groundwater recharge or cause contaminated groundwater discharge to contaminate surface water	LSC	N	LSC	LSC	LSC
Impact HYD-3: Implementation of the proposed project could result in development and uses that contribute to Non-Point Source (NPS) pollution levels in the Oakland Estuary and San Francisco Bay.	LSC	LS⇧	LSC	LSC	LSC
Impact HYD-4: Implementation of the proposed project could alter drainage patterns on the project site, potentially having adverse effects on the volume and/or timing of peak runoff in the municipal storm drain system.	LSC	N	LSC	LSC	LSC
Impact HYD-5: The project would not result in flooding due to its proximity to a 100-year flood hazard area, or expose people or structures to other substantial risk related to flooding, seiche, tsunami, or mudflow.	LS	N	LS	LS	LS
Impact HYD-6: The increased construction activity and new development resulting from the project, in conjunction with other foreseeable development in the city, would not result in cumulatively considerable impacts on hydrology and water quality conditions.	LS	N	LS	LS	LS

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TABLE V-6 (continued)
SUMMARY OF RELATIVE IMPACTS: PROJECT AND ALTERNATIVES

	Proposed Project	1a: No Project Existing Conditions	1b: Existing General Plan	2: Partial Site	3: Light Industrial / Live-Work
	810 units; 31,000 sf commercial/ educational	158,000 sf commercial/ storage	390 units; 72,000 sf commercial / light industrial / educational	538 units; 38,000 sf commercial/ educational	18 live-work; 145,000 sf light industrial
J. Geology, Soils, Seismicity					
Impact GEO-1: Redevelopment in the project area could expose people or structures to seismic hazards such as groundshaking or liquefaction	LS*	LS*⇩	LS*⇩	LS*⇩	LS*⇩
Impact GEO-2: Redevelopment in the project area could expose people or structures to surface fault rupture.	LS	LS⇩	LS⇩	LS⇩	LS⇩
Impact GEO-3: Redevelopment in the project area could be subjected to geologic hazards, including expansive soils, differential settlement, and erosion.	LS	LS⇩	LS	LS	LS
Impact GEO-4: The development proposed as part of the project, when combined with other reasonably foreseeable development in the vicinity, would not result in significant cumulative impacts with respect to geology, soils or seismicity.	LS	N	LS	LS	LS
K. Population, Housing, Employment					
Impact POP-1: The project would not induce substantial population growth, directly, by proposing new housing or businesses, or indirectly, through infrastructure improvements, such that additional infrastructure is required that was not previously considered or analyzed.	LS	N	LS	LS⇩	LS⇩
L. Biological Resources					
Impact BIO-1: Implementation of the proposed project could result in the removal of, pruning of, and potential damage to protected trees.	LSC	N	LSC	LSC	LSC
Impact BIO-2: Activities associated with the construction of the proposed project could result in adverse impacts on special-status bird species.	LSC	N	LSC	LSC	LSC
Impact BIO-3: Tree removal, building demolition, pile driving, and other proposed construction activities during the breeding season could result in impacts to special-status bat species.	LS	N	LS	LS⇩	LS

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Impact BIO-4: Construction activity resulting from the project, in conjunction with other foreseeable infill development in already heavily urbanized portions of the city, could result in impacts on special-status birds and bats	LS	N	LS	LS⇩	LS
M. Cultural Resources					
Impact CUL-1: The project could adversely affect unknown or undocumented historical resources or unique archaeological resources.	LSC	N	LSC	LSC	LSC
Impact CUL-2: The project would adversely affect paleontological resources	LSC	N	LSC	LSC⇩	LSC
Impact CUL-3: The project would have an adverse impact to architectural resources or built historical resources.	LS	N	LS	LS	LS
Impact CUL-4: The proposed project could contribute to cumulative impacts on cultural resources.	LS	N	LS	LS	LS
Agricultural Resources: The project would not result in impacts to agricultural resources. (No Impact)	N	N	N	N	N
Mineral Resources: The project would not result in impacts on mineral resources. (No Impact)	N	N	N	N	N

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