

2.11 Land Use and Planning

	Potentially Significant Impact	Less-than-Significant with Mitigation	Less-than-Significant Impact	No Impact
Would the project:				
a) Physically divide an established community?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

2.11.1 Environmental Setting

2.11.1.1 Existing Conditions

The Project is located in West Oakland, approximately 1.3 miles northwest of downtown Oakland, in the Bay Area. The linear Project area is generally parallel to West Grand Avenue, which is a main thoroughfare extending through Oakland in the northwest-southeast direction. West Grand Avenue connects to I-80 on the northwest end, extending beneath the I-880 connection to I-80.

Based on a windshield field survey and review of the City’s land use plans and aerial photographs, the Project vicinity is largely comprised of transportation facilities and industrial land uses. On the west side of I-880, the Port and Former Oakland Army Base property is south of the Project area, and the EBMUD wastewater treatment facility is to the north. On the east side of I-880, the area is dominated by industrial uses and warehouses, with some commercial.

There are very few residential land uses in the Project vicinity. The closest residential land uses are located south of the Project area in the vicinity of 17th Street, between Mandela Parkway and Willow Street. There also appears to be a residential unit or two on Peralta Street between 18th and 20th Streets amidst the industrial uses. This is approximately two blocks from the southernmost point of the Project area, which is 20th Street. Peralta Studios, a live/work warehouse space, is located at the southwest corner of West Grand Avenue/Mandela Parkway. The nearest Mixed-Use (Residential/Commercial) land use is located northeast of the Project area at 28th Street, between Mandela Parkway and Ettie Street. Several commercial land uses are located in areas adjacent to the residential land uses.

Mandela Parkway itself is a landscaped median with a multi-use path extending down the middle. Raimondi Park is located south of the Project area between 20th and 18th Streets. It is a City park with a playground, restrooms, baseball field, football field, and small putting green.

Zoning

Mandela Parkway, although it is not a designated park, is zoned Open Space – Linear Park on the City’s official zoning map from 8th Street to beyond 32nd Street. Lining the parkway is an area zoned as Commercial Industrial Mix.

West Grand Avenue travels through Commercial Industrial Mix zoning, the Wood Street Zoning District, Industrial General zoning, and Heavy Industrial zoning.

Land Use Designations

Mandela Parkway is designated in the Land Use Diagram as Community Commercial. West Grand Avenue travels through Community Commercial, Business Mix, and General Industrial/Transportation. (City of Oakland 2015).

Right-of-Way

The Class I portion of the Link (extending along West Grand Avenue) is primarily owned by Caltrans or the City of Oakland, with the exception of up to five privately owned parcels between Wood Street and Frontage Road where there would be minor ROW acquisitions. The Class II portion of the Link (surface streets including West Grand Avenue, Campbell Street, Willow Street, Wood Street, 20th Street, and Mandela Parkway) is within right-of-way owned by the City of Oakland. The proposed Wood Street parking lot is within right-of-way owned by BNSF. The City of Oakland has committed to granting a highway or structure easement where the Link goes over City-owned property that might have been leased to third parties. Potential stormwater treatment areas identified in **Figure 1-9** are located on Caltrans, BNSF, and UPRR property.

2.11.1.2 Regulatory Setting

Federal and State

There are no federal or State laws or regulations that are relevant to the Project and land use.

Regional and Local

The following planning documents guide land use planning in the Project area. No habitat conservation plans or natural community conservation plans are applicable in the Project.

City of Oakland General Plan Land Use and Transportation Element

The Land Use and Transportation Element provides guidance for integrating land use and transportation planning (City of Oakland 1998). The following policies are relevant to the Project:

- **Policy T3.5 Including Bikeways and Pedestrian Walks:** The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.
- **Policy T4.8 Accommodating Multiple Types of Travel on the Bay Bridge:** The City should encourage the design and engineering for the new Bay Bridge to accommodate multiple means of access and travel by automobiles, trucks, transit, bicycles, pedestrians, and future mass transit.
- **Policy T4.9 “Gateway” Public Access Area:** The City, in concert with the East Bay Regional Park District, Port of Oakland, Oakland Base Reuse Authority, and Bay Conservation and Development Commission, should support development of a significant new “gateway” public park at the terminus of the San Francisco/Oakland Bay Bridge east span that is accessible by auto, bicycle, or walking (See also the Open Space, Conservation and Recreation Element).
- **Policy T6.3 Making the Waterfront Accessible:** The waterfront should be made accessible to pedestrians and bicyclists throughout Oakland.

This element also provides area-specific vision and implementation strategies. The Project area lies in West Oakland. Two areas in West Oakland are identified as “target areas” in need of targeted improvement. The implementation program includes as part of its agenda to “encourage and support

beautification of the Mandela Parkway corridor” and to provide for “multi-modal access,” including bicycle and pedestrian, to the parkland designated at the Bay Bridge terminus.

West Oakland Specific Plan

The following objectives in the West Oakland Specific Plan (WOSP) are relevant to the Project (City of Oakland 2014a).

- Provide a network of “Complete Streets.”¹⁴
- Improve the attractiveness of West Oakland streets.
- Improve the network of pedestrian and bicycle routes through West Oakland.
- Improve lighting and street appearance so as to deter dumping and blight.

The WOSP also specifically acknowledges the waterfront Judge John Sutter Regional Shoreline (in 2014 this was referred to as “Gateway Park”) at the foot of the east span of the Bay Bridge, “building upon the pedestrian and bicycle access being incorporated into the new bridge” (City of Oakland 2014a). One of the six sub elements envisioned to support the Judge John Sutter Regional Shoreline is a new bicycle path along West Grand Avenue extending from Mandela Parkway.

2.11.2 Discussion of Potential Impacts

a. The Project would have no impact resulting in the division of an established community

The Project would not physically divide an existing community. The Link would be built along existing right-of-way and thus would not change existing community boundaries. The elevated structure of the Link would not interfere with vehicle or pedestrian movement on the ground. Similarly, the bicycle lane on the West Grand Avenue overcrossing structure would not change vehicle or pedestrian movement. The parking lot, if included in the Project, would be built on existing BNSF right-of-way and thus would not change existing community boundaries. Further, two sides of the parking lot would be adjacent to multi-lane thoroughfares rather than in the middle of a community. The Project could be considered to have a beneficial impact by improving connectivity to and within the West Oakland community. Thus, there would be no impact.

b. The Project would have no impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

The Project would not conflict with any land use plan, policy, or regulation. The Link is consistent with all zoning and planned land use designations. The inclusion of pedestrian and bicycle access in the West Oakland planning area is consistent with the principles for West Oakland streets and pedestrian and bicycle access. Further, the WOSP states that the Judge John Sutter Regional Shoreline concept is consistent with its principles. There would be no impact.

2.11.3 Mitigation Measures

No mitigation measures are required.

¹⁴ Internal streets will better serve pedestrians and bicyclists as well as the new transit loop, becoming “complete streets” serving all transportation needs rather than just cars and trucks.