Appendix K

Cole Administrative Center/Education Project – Transportation Assessment

Fehr & Peers, April 25, 2022

FEHR PEERS

DRAFT MEMORANDUM

Date: April 25, 2022

To: Scott Gregory, Lamphier-Gregory

From: Sam Tabibnia, Fehr & Peers

Subject: The Cole Administrative Center/Education Project – Transportation Assessment

OK19-0343

This memorandum presents the transportation impact review conducted by Fehr & Peers for the proposed Oakland Unified School District (OUSD) Cole Administrative Center/Education Project in Oakland.

Based on our analysis:

- At full occupancy, the Project would generate approximately 710 daily, 94 AM peak hour, and 133 PM peak hour new automobile trips on a typical weekday.
- The off-street parking provided by the Project would be adequate to meet the parking demand generated by the site employees and students during both daytime and nighttime on a typical weekday.
- The Project would not cause a significant impact on transportation and circulation under CEQA, including a less-than-significant impact on vehicle miles traveled (VMT).

The remainder of this memorandum presents a brief description of the Project, summarizes the trip and parking generation for the Project, and evaluates the impacts of the Project on transportation and circulation under CEQA.

1. Project Description

The Project site is located at 1011 Union Street on the northwest corner of the 10th Street/Union Street intersection in Oakland. The Project site was formerly occupied by the Cole Elementary

School which is no longer in use. Although the site is currently used by several OUSD uses, this analysis conservatively assumes that the site is currently vacant.

The Project would demolish the existing uses and the site and construct a two-level building providing about 56,200 square feet of space, which is expected to accommodate the following:

- ***Adult and Career Education Program*** - The 28,800 square feet of space on the first level of the building would accommodate the OUSD Adult and Career Education programs, which would primarily relocate from their current location at McClymonds High School in West Oakland. It is expected that the Adult and Career Education program would continue to offer programs on most weekdays from 9:00 AM to noon (morning), from 1:00 to 4:00 PM (afternoon), and from 6:00 to 8:30 PM (evening). It is estimated that up to about 100 students and faculty will attend the morning classes, up to about 100 students and faculty will attend the afternoon classes, and up to about 175 students and faculty will attend the evening classes.
- ***Administrative Offices*** – The 27,400 square feet of space on the second level of the building would accommodate the OUSD Administrative Offices which would primarily relocate from its current location in downtown Oakland. Although about 157 OUSD administrative staff would be assigned to the Cole Building, it is expected that about 70 staff would be at the Cole Building on a typical weekday based on the following assumptions provided by the OUSD:
    - About 50 percent of the assigned employees (78 employees) would permanently work from home and are expected to be at the Cole Building once per week, resulting in about 15 work-from-home employees at the site on a typical weekday.
    - About 30 percent of the assigned employees (47 employees) would work a hybrid schedule and are expected to be at the Cole Building half of the time. Thus, about half (24 employees) of the hybrid employees would be at the site on a typical weekday.
    - About 20 percent of the assigned employees (31 employees) would work at the Cole Building every day.

The Project would provide 93 parking spaces in two surface parking lots. A 63-space parking lot on the south end of the Project site accessed through one full-access driveway on 10th Street, and a 30-space parking lot along the east side of the Project site accessed through two one-way driveways on Union Street.

2. Trip Generation

Trip generation is the process of estimating the number of motor vehicles that would likely access the Project on a typical day. **Table 1** summarizes the trip generation for the Project. Overall, the Project is estimated to generate about 710 daily, and 94 AM and 133 PM peak hour trips on a typical weekday. The trip generation for both Project components on a typical weekday are described below.

- ***Adult and Career Education Program*** – Since applicable published data for this type of use is not available, the trip generation is estimated based on the expected number of students and faculty at the site with full occupancy of the site as described above.
- ***Administrative Office Uses*** - Trip generation data published by the Institute of Transportation Engineers (ITE) in the *Trip Generation Manual* (11th Edition) for School District Office is used to estimate the trip generation for the administrivia office uses.

TABLE 1
PROJECT AUTOMOBILE TRIP GENERATION SUMMARY

Land Use	Size	Daily Trips	Weekday AM Peak Hour			Weekday PM Peak Hour		
			In	Out	Total	In	Out	Total
Adult and Career Education Program[1]	375 students and faculty	940	100	10	110	175	18	193
Administrative Office[2]	27,400 square feet	400	50	16	66	10	47	57
	Subtotal	*1,340*	*150*	*26*	*176*	*185*	*65*	*250*
	Non-Auto Reduction[3]	*-630*	*-70*	-12	-82	-87	-30	-117
Adjusted Total Automobile Trips		**710**	**80**	**14**	**94**	**98**	**35**	**133**

Notes:
1. Based on the following assumptions:
   Daily: assume 2.5 trips per person per day
   AM Peak Hour: all morning class attendees arrive and about 10 percent leave during the AM peak hour
   PM Peak Hour: all evening class attendees arrive and about 10 percent leave during the PM peak hour
2. ITE *Trip Generation (11th Edition)* land use category 538 (School District Office, General Urban/Suburban):
   Daily: T = 14.72 * X -6.60
   AM Peak Hour: T = 2.50 * X – 2.81 (76% in, 24% out)
   PM Peak Hour: T = 2.19 * X – 2.81 (17% in, 83% out)
3. Reduction of 46.9% assumed, based on City of Oakland *TIRG*, based on Census data for an urban environment within 0.5 miles of a BART station.

Source: Fehr & Peers, 2022.

The estimated trip generation for the Adult and Career Education Program assumes that all students and faculty would drive to and from the site. In addition, the ITE data is primarily based on data collected at single-use suburban sites where the automobile is often the only travel mode. However, the Project site is located near local and regional transit service in an area where many trips are walk, bike, or transit trips. Since the Project is about 0.5 miles from the West Oakland BART Station, this analysis reduces the trip generation by 47 percent to account for the non-vehicular trips. This adjustment is consistent with the City of Oakland's *Transportation Impact Review Guidelines* (TIRG, April 2017) and is based on US Census commute data for Alameda County from the 2014 5-Year Estimates of the American Community Survey (ACS), which shows that the non-automobile mode share for urban areas within 0.5 miles of a BART Station is about 47 percent.

3. Parking Demand

Table 2 summarizes the estimated parking demand for the Project site on a typical weekday based on the maximum occupancy of the site as described in the Project Description section of this memorandum and the number of people expected to drive to and from the site as described in the Trip Generation section of this memorandum. It is estimated that the 93 off-street parking spaces provided by the Project would meet the parking demand generated by the Project employees and students during both daytime and nighttime on a typical weekday. It is expected that the site visitors would use on-street parking on the adjacent streets because the Project parking lots would be at or near capacity when the site is fully occupied.

TABLE 2
PROJECT AUTOMOBILE PARKING DEMAND SUMMARY

Use	Daytime		Nighttime	
	Population[1]	**Parking Demand[2]**	**Population[1]**	**Parking Demand[2]**
Adult and Career Education Program	100	53	175	93
Administrative Office	70	37	0	0
Total	***170***	***90***	***175***	***93***
Parking Supply		93		93
Parking Surplus		**+3**		**0**

Notes:
1. Population estimates provided by OUSD

2. Assuming that 53 percent of the population would drive to the site, consistent with the City of Oakland *TIRG*, using Census data for an urban environment within 0.5 miles of a BART station

Source: Fehr & Peers, 2022.

4. CEQA Analysis – Transportation and Circulation

Since OUSD does not have its own thresholds of significance, this document relies on the following City of Oakland's thresholds of significance to determine if the Project would have a significant impact on the environment:

A. Conflict with a plan, ordinance, or policy addressing the safety or performance of the circulation system, including transit, roadways, bicycle lanes, and pedestrian paths (except for automobile level of service or other measures of vehicle delay)
B. Cause substantial additional VMT per capita, per service population, or other appropriate efficiency measure
C. Substantially induce additional automobile travel by increasing physical roadway capacity in congested areas (i.e., by adding new mixed-flow lanes) or by adding new roadways to the network

Each of the above thresholds are discussed below.

Conflicts with Plans, Ordinances, or Policies Relating to Safety, or Performance of the Circulation System (Criterion A)

The Project would not cause a significant impact by conflicting with adopted plans, ordinances or policies addressing the safety and performance of the circulation system, including transit, roadways, bicycle lanes and pedestrian paths. Various City of Oakland's plans and policies, such as the City's General Plan, the Equitable Climate Action Plan, and the Public Transit and Alternative Mode and Complete Streets policies, state a strong preference for encouraging the use of non-automobile transportation modes such as transit, bicycling and walking. The Project would encourage the use of non-automobile transportation modes by locating in a medium-density, walkable urban environment and within 0.5 miles of both local and regional transit. It is expected that more than half of the Administrative Office employees at the Project site would work remotely on typical weekdays, further reducing the automobile trips generated by the Project.

The Project would not make any modifications to the existing pedestrian or bicycle facilities in the surrounding areas, including the existing BayWheels bike-share station located on Union Street

along the Project frontage just north of 10th Street. Although neither the 2017 City of Oakland Pedestrian Master Plan (*Oakland Walks!*) or the 2019 Oakland Bike Plan (*Let's Bike Oakland*) identify any future facilities along the streets adjacent to the Project, the Project would not adversely affect installation of any planned facilities because it would not make any major modifications to the public right-of-way or include features that would adversely affect installation of potential facilities in the future. The Project would provide long-term bicycle parking for Project employees within the Project building and short-term bicycle parking for students and visitors in the form of bike racks in the Project parking lot.

Project construction activities could potentially temporarily disrupt transportation, bicycle, and/or pedestrian movement, as well as reduce parking availability in the Project area. The Project will prepare and implement a Traffic Control Plan prior to start of construction, which will be approved by the City of Oakland. The Traffic Control Plan will ensure that the Project construction activities would not excessively disrupt motor vehicle, bicycle, and/or pedestrian circulation.

The Project is consistent with applicable plans, ordinances, and policies, and would not cause a significant impact by conflicting with adopted plans, ordinances, or policies addressing the safety and performance of the circulation system, including transit, roadways, bicycle lanes, and pedestrian paths (except for automobile level of service or other measures of vehicle delay). For these reasons, the Project would not conflict with adopted plans, ordinances, or policies resulting in a less-than-significant impact.

Cause Substantial Additional Vehicle Miles Traveled (Criterion B)

According to the City of Oakland TIRG, the following are thresholds of significance related to substantial additional VMT:

- For residential projects, a project would cause substantial additional VMT if it exceeds existing regional household VMT per capita minus 15-percent.
- For office projects, a project would cause substantial additional VMT if it exceeds the existing regional VMT per worker minus 15-percent.
- For retail projects, a project would cause substantial additional VMT if it results in a net increase in total VMT

Consistent with the State Office of Planning and Research's (OPR) *Technical Advisory on Evaluating Transportation Impacts in CEQA* (December 2018), City of Oakland uses screening criteria that can be used to quickly identify projects that can be expected to cause a less-than-significant impact on VMT without conducting a detailed study. The City of Oakland TIRG includes several screening

criteria. The criterion applicable to the Project is Criterion #2, Low-VMT Area, which states that VMT impacts would be less-than-significant for a project if the following screening criterion is met:

- Low-VMT Areas: The project meets map-based screening criteria by being located in an area that exhibits below-threshold VMT, or 15 percent or more below the regional average.

The City of Oakland uses the Metropolitan Transportation Commission (MTC) Travel Model to apply the Low-VMT Areas criterion. The MTC Travel Model is a model that assigns all predicted trips within, across, or to/from the nine-county San Francisco Bay Area region onto the roadway network and the transit system by mode (single-driver and carpool vehicle, biking, walking, or transit) and transit carrier (bus, rail) for a particular scenario. The MTC Travel Model estimates VMT per resident and VMT per worker for transportation analysis zones (TAZs) throughout the Model area. TAZs are geographic areas that vary in size from a few city blocks in dense downtown areas to larger geographic areas in lower-density areas.

Since the City of Oakland TIRG recommends treating educational land uses (K-12 schools and post-secondary institutions) as office uses for VMT screening and analysis, the VMT per worker, as estimated by the MTC Model, is applicable to both Project components (the Adult and Career Education Program and the Administrative Office).

Table 3 shows the estimated VMT per worker for TAZ 985, the TAZ in which the Project is located, as well as the applicable VMT thresholds of 15 percent below the regional average. The average daily VMT per worker in the Project TAZ (TAZ 985) is 17.8 miles. The regional average daily VMT per worker is 21.8 miles, and the threshold (15 percent below the regional average) is 18.5 miles. The average daily VMT per worker in the Project TAZ is more than 15 percent below the regional average, satisfying the Low-VMT Areas criterion.

In addition, the Adult and Career Education Program component of the Project, which would be relocated from its current location at McClymonds High School, would continue to primarily serve West Oakland and the surrounding areas. Since OUSD operates similar Adult and Career Education Programs at other sites throughout the City of Oakland, the Project is considered local-serving.

Since the Project would satisfy the City of Oakland's Low-VMT Areas criterion and the Adult and Career Education Program component of the Project is considered local-serving, the Project is presumed to have a less-than-significant impact on VMT.

TABLE 3
PROJECT VMT SUMMARY

Geographic Area	Total VMT per Worker (2020)[1]
Project TAZ (TAZ 985)	17.8
Bay Area Region Average	21.8
Bay Area Region Average minus 15% (i.e., threshold of significance)	18.5
Significant Impact?	***No***

Notes:
1. MTC Model results at www.arcgis.com/apps/webappviewer/index.html?id=98463b4f73ca43c5944a5c30648fd689, accessed in March 2022.

Source: Fehr & Peers, 2022.

Substantially Induce Additional Automobile Travel by Increasing Physical Roadway Capacity in Congested Areas or by Adding New Roadways to the Network (Criterion C)

The Project would not modify the roadway network surrounding the Project site. Therefore, the Project would not substantially induce additional automobile travel by increasing the physical roadway capacity in congested areas (i.e., by adding new mixed-flow lanes) and would not add new roadways to the network and would have a less-than-significant impact on inducing additional automobile traffic.

Please contact Sam Tabibnia (s.tabibnia@fehrandpeers.com or 510-835-1943) with questions or comments.