City of Newark

OLD TOWN NEWARK SPECIFIC PLAN

ADDENDUM TO THE GENERAL PLAN TUNE UP PROGRAM EIR

(SCH #2013012052)

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Table of Contents

1. INTRODUCTION

The City of Newark is proposing to adopt the Old Town Newark Specific Plan ("Specific Plan"), as envisioned by the City's General Plan. The Specific Plan analyzed in this Addendum expands upon the goals and policies identified in the General Plan. It provides implementing policies, programs, and zoning standards and guidelines to meet the City's goals for the Old Town neighborhood. This Addendum assesses whether the impacts generated by the Specific Plan would create any new or substantially greater significant impacts than those that were assessed in the General Plan Tune Up Environmental Impact Report ("General Plan EIR").

The Specific Plan and the environmental analysis are informed by several components of the planning process including:

- Community Outreach and Decision-Maker input, through study sessions and workshops, which informed the project objectives, main policy direction, and key improvements of the Specific Plan, as described in the Project Description below.
- Economic Snapshot and Project Development Feasibility analyses, which evaluated typical commercial and residential rents, construction costs, and determined financial feasibility.
- Development Prototype analysis, which illustrated how existing zoning standards can build out in terms of prototypical projects.
- Traffic Impact Analysis (see Appendix A), which assessed the potential impacts of development in the Old Town Specific Plan Planning Area and effects of the streetscape improvement project on Thornton Avenue.
- Infrastructure Assessment, which analyzed the impacts of potential development and the streetscape project on infrastructure systems and capacity.

The Specific Plan identifies zoning amendments based on these analyses. Specifically, the Specific Plan includes revisions to development standards that aim to align policy objectives, physical feasibility, and economic feasibility.

The General Plan EIR analyzed whether implementation of the goals, policies, and programs of the General Plan would result in significant impacts to the environment and imposed mitigation measures to reduce these significant impacts. Implementation of the goals, policies, and programs of the Specific Plan do not alter the analyses or conclusions of the General Plan EIR. This Addendum finds that the Specific Plan would not result in any new or substantially greater significant impacts than those which were identified and assessed in the General Plan EIR.

This Addendum also demonstrates that the General Plan policies and programs—that serve to avoid or minimize potential impacts for each of the defined impacts of the General Plan EIR, along with the General Plan EIR's mitigation measures which reduce significant impacts—would continue to be implemented as part of this Specific Plan. Consequently, and as per California Environmental Quality Act ("CEQA") Guidelines sections 15162 and 15164, a subsequent EIR is not required for the Project and the City Council may adopt this Addendum in fulfillment of its obligations under CEQA.

2. CEQA REQUIREMENTS FOR AN EIR ADDENDUM

If changes to a project or its circumstances occur or new information becomes available after adoption of an EIR, the lead agency may: (1) prepare a subsequent EIR if the criteria of State CEQA Guidelines section 15162(a) are met (see below) or (2) prepare an Addendum. (State CEQA Guidelines, 15162(a), 15164(a).) When only some changes or additions are necessary and none of the conditions described in Section 15162 calling for the preparation of a subsequent EIR have occurred, CEQA allows the lead agency to prepare and adopt an Addendum. (State CEQA Guidelines, 15164(a).)

Under Section 15162, a subsequent EIR need not be prepared unless the lead agency determines one or more of the following:

1. Substantial changes are proposed in the project which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

2. Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR due to the involvement of any new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or

3. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified, shows any of the following:

    a. The project will have one or more significant effects not discussed in the previous EIR;

    b. Significant effects previously examined will be substantially more severe than shown in the previous EIR;

    c. Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or

    d. Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

Thus, if the Specific Plan would not result in any of the circumstances listed in Section 15162 (i.e., no new or substantially greater significant impacts), an Addendum to the General Plan EIR is appropriate. As demonstrated in the analysis herein and concluded in Chapter 5, this assessment concludes that an Addendum to the General Plan EIR is appropriate.

Certified General Plan EIR

The City of Newark certified an EIR for the General Plan Update (State Clearinghouse No. 2013012052) in December 2013. The General Plan EIR concluded that, at a program level, the impacts of future

development and policies included in the General Plan would all be reduced to less-than-significant levels given the policies and programs of the General Plan, except for:

- Aesthetic impacts related to the visual character of Southwest Newark Residential and Recreational Focus Area
- Air quality impacts inconsistent with Clean Air Plan assumptions for population growth
- Cultural resource impacts to archeological resources and Native American human remains are possible in the Southwest Newark Residential and Recreational Focus Area
- Greenhouse gas (GHG) emissions impacts in excess of the long-term 2050 GHG emissions reduction targets
- Noise impacts due to a permanent increase in ambient noise levels
- Traffic impacts due to several intersections operating at unacceptable levels of service

No feasible mitigation measures were identified for these impacts that could reduce impacts to less-than-significant levels. Therefore, the City Council approved a Statement of Overriding Considerations pursuant to CEQA Guidelines Section 15093 when certifying the General Plan EIR to explain why the General Plan was being approved, despite significant and unavoidable impacts.

Purpose of the EIR Addendum

The Specific Plan builds on the General Plan and other policy documents to provide a detailed land use and design framework to guide private development and public investment in Old Town Newark. The Specific Plan articulates goals, policies, and implementation programs that are intended to guide future growth and development within Old Town. The Specific Plan provides greater detail and direction on how to meet the City's vision for Old Town development, including changes to the streetscape on Thornton Avenue, infrastructure improvements, and revisions to design and development standards to guide future development through the planning horizon of 2040.

Per CEQA Guidelines Section 15164(a), the lead agency may prepare an Addendum to a previously certified EIR if some changes are necessary but none of the conditions described in CEQA Guidelines Section 15162, calling for the preparation of a subsequent EIR, have occurred. This Addendum evaluates whether the Specific Plan proposes any changes to the approved General Plan that would result in any new or substantially more adverse significant effects or require any new mitigation measures not identified in the General EIR. Ultimately, as discussed in the Conclusion in Chapter 5, this Addendum finds that a subsequent EIR is not warranted.

3. PROJECT DESCRIPTION

Background and Context

As envisioned by the General Plan, the City of Newark is proposing the Old Town Specific Plan to strengthen Old Town Newark as a vibrant, cohesive mixed-use district that honors Newark's history while embracing its future (General Plan Goal LU-8). This goal was established by the City of Newark in 2013 when it adopted the General Plan. The General Plan articulates this vision and the Specific Plan establishes a strategy, set of policies and programs, and implementation actions, including zoning amendments, for achieving this vision.

The Specific Plan fulfills the objectives of several components of the General Plan, including:

- **Policy LU-8.1 Old Town's Economic Niche.** Establish a unique economic niche for the Old Town commercial district which recognizes its historic buildings, smaller parcels, and concentration of local-serving family-owned businesses.
- **Policy LU-8.2 Main Street Character.** Strengthen the blocks of Thornton Avenue between Olive Street and the UP Railroad as Newark's traditional "Main Street." Establish zoning and design standards for properties facing Thornton Avenue which strive for continuous active ground floor uses, pedestrian amenities (such as transparent storefronts, wide sidewalks, and benches), and preservation of existing historic buildings.
- **Policy LU-8.3 Thornton Avenue Infill.** Encourage development of vacant and underutilized lots along Thornton Avenue in a manner that enhances the area's role as a walkable business district. A mix of office, retail, and upper story residential uses should be encouraged. *The City encourages the consolidation of commercial properties along Thornton Avenue to enable development of new commercial and higher density mixed-use projects. Higher densities along Thornton are desired to help support adjacent commercial uses and create a more vital business district.*
- **Policy LU-8.4 Old Town Architectural Design.** Encourage architectural design in Old Town which is compatible with the prevailing styles of the area's older buildings, and if possible, which incorporates architectural elements that were prevalent in Newark in the early 20th Century.
- **Policy LU-8.5: Thornton Avenue Streetscape.** Consider streetscape and traffic improvements to Thornton Avenue between the Union Pacific Railroad and Olive Street which improve pedestrian safety and comfort, reduce vehicle speed, and enhance the character of the area as a "walking" street. Street improvements in this area should balance the needs of cars, bicycles, transit users, and pedestrians and reinforce Old Town's role as a destination rather than a conduit for pass-through traffic. In particular, changes in street design should minimize curb cuts, maximize on-street parking, and accommodate pedestrians without damaging street trees and landscaping.
- **Policy LU-8.6: Old Town Civic Space.** Create civic gathering places, outdoor seating areas, fountains, and other public spaces in Old Town Newark which contribute to the area's role as the historic center of the city, and make it a more attractive destination for Newark residents, workers, and visitors. Once constructed, such spaces should be programmed for civic events which draw people to the area and create more active street life.
- **Policy LU-8.7 Railroad Heritage.** Recognize the railroad as a primary factor in the early development of Old Town, and commemorate its role through architecture, historic preservation, and streetscape design.
- **Action LU-8.A Old Town Area Plan.** Develop an Area Plan for Old Town Newark which addresses land use, urban design, transportation, economic development, and community service issues. The Area Plan should include a streetscape improvement plan for Old Town and should seek funding to build these improvements. *One component of the Area Plan should be a traffic-calming program for Thornton Avenue. The program should slow down traffic and improve pedestrian and bicycle safety, while at the same time making the sidewalks and streetscape more inviting for pedestrians.*
- **Action LU-8.B Mixed-Use Zoning.** Maintain zoning regulations and permitting procedures for the Old Town District which advance the vision of the area as a historic, walkable, mixed-use neighborhood.

- **Action LU-8.C Old Town Design Standards.** Revise standards and guidelines for residential areas around Old Town to ensure protection of the area's historic character. Guidelines should promote denser mixed-use development along Thornton Avenue and lower density development in the surrounding neighborhoods which reinforces its historic, low- scale context. *For properties along Thornton Avenue, design guidelines should encourage mixed uses which reflect the traditional massing and scale of Old Town while still allowing for contemporary architecture. For properties in the adjacent residential neighborhood, guidelines should encourage massing and design that maintains a single-family presence on the street, even where mixed densities and housing types are present. This could include allowing larger second units rather than duplexes, and encouraging small multi-family developments on individual lots rather than larger developments on aggregated parcels.*
- **Action LU-8.D Old Town Parking.** Develop parking strategies for Old Town which enable the development of small parcels without on-site parking. This could include creation of a parking district and development of a shared or municipal parking lot, allowances for in-lieu parking fees rather than on-site parking, and reduced parking requirements for certain types of commercial uses.
- **Action LU-8.E Old Town Park/Plaza.** Pursue development of a central park or plaza, with the potential to become a focal point for the Old Town area.

The overarching goal of the Specific Plan is to create a vibrant, more walkable and pedestrian-friendly commercial district. The Specific Plan allows for greater residential development in a commercial/mixed-use district format that will allow future residents better walking access to basic goods and services as well as dining and some employment options. It also modifies standards in the residential zoning districts adjacent to the Old Town Commercial Core to provide a better transition between the higher density core and lower density neighborhoods. This will also increase the residential population that can walk to the services and goods provided in the core.

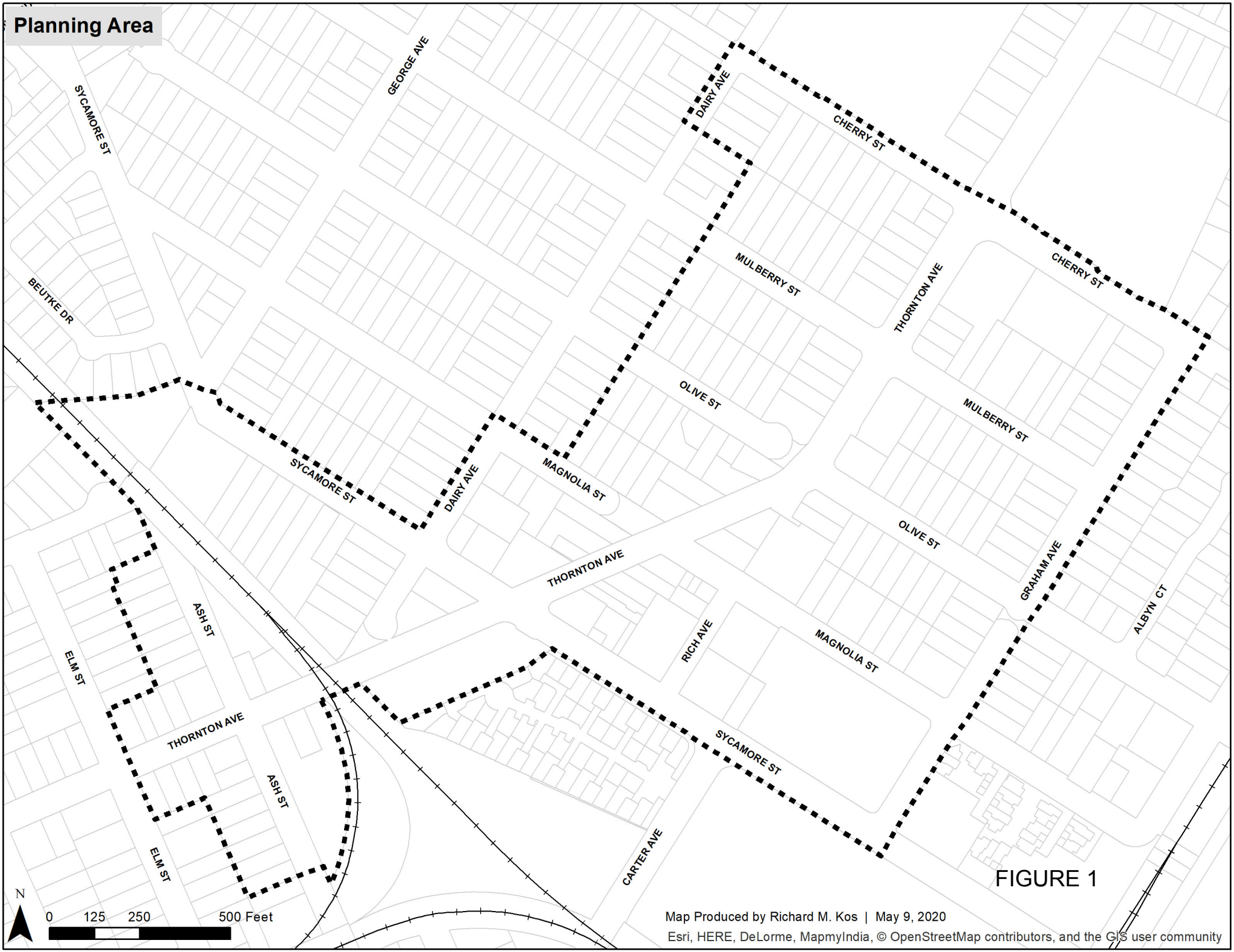
Higher-density mixed-use neighborhoods with transit access have been shown to reduce automobile trips, improve localized air quality, reduce cumulative greenhouse gas emissions, and reduce noise. The increased housing options provided for in the revised zoning will also allow Old Town to retain and increase its ethnic and socio-economic diversity for a more equitable future.

Project Location

The Old Town Specific Plan Planning Area (Planning Area) encompasses Thornton Avenue from Elm Street to Cherry Street, and residential parcels north and south of the commercial corridor, as shown in Figure 1.

Land Use

Specific Plan land use is regulated by designations in the General Plan and district standards in the Zoning Ordinance. The Specific Plan does not establish another layer of land use designations. The Planning Area is primarily zoned for Commercial Mixed Use (CMU), with small pockets outside of the main corridor designated Residential Medium Density (RM) and Residential Low Density (RL). These zoning districts correspond to Commercial Mixed Use, Medium Density Residential, and Low-Medium Density Residential in the General Plan.


Planning Area
SYCAMORE ST
GEORGE AVE
DAIRY AVE
CHERRY ST
CHERRY ST
BEUTKE DR
MULBERRY ST
THORNTON AVE
OLIVE ST
MULBERRY ST
SYCAMORE ST
DAIRY AVE
MAGNOLIA ST
OLIVE ST
THORNTON AVE
GRAHAM AVE
ALBYN CT
ASH ST
ELM ST
RICH AVE
MAGNOLIA ST
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SYCAMORE ST
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FIGURE 1
Map Produced by Richard M. Kos | May 9, 2020
Esri, HERE, DeLorme, MapmyIndia, © OpenStreetMap contributors, and the GIS user community

The proposed Specific Plan includes proposed General Plan and zoning map amendments to the land use designations and zoning districts, respectively, for several parcels as shown in Figures 2 and 3. These amendments bring alignment between land uses permitted by the Zoning and General Plan maps and are intended to allow for transitions in height and density between Thornton Avenue and existing single-family residential neighborhoods.

The proposed zoning amendments, to be approved in conjunction in the Specific Plan, include changes in development standards to meet the goals of the General Plan. Specifically, these changes will facilitate the development of pedestrian-oriented mixed-use projects, with ground-floor retail tenants and residential units above. The General Plan Commercial Mixed Use designation estimates floor area ratio (FAR) values of 0.5 to 2.0, though it acknowledges that "development on any given site is dictated by a number of factors, including height limits, parking and landscaping requirements, and site size and dimensions." The General Plan also states that buildings in Old Town "should be no more than three stories tall, although some exceptions may be considered to achieve other General Plan goals." The current implementing standards in the Zoning Ordinance codify these exceptions as follows:

- Commercial Mixed Use (CMU) zoning district: allows heights of up to 60 feet, or 70 feet as an incentive for lot consolidation
- Residential Medium Density (RM) district: allows heights of up to 75 feet

The Specific Plan proposes modifying these standards to align with viable construction types common in the East Bay housing market. Namely, four- to seven-story mid-rise structures (wood-framed units over a ground-floor concrete podium garage). These modifications also aim to respond to General Plan goals to create transitions between higher density portions of the Planning Area and single-family neighborhoods, and to bring individual standards into alignment with one another. The proposed zoning amendments, to be approved in conjunction in the Specific Plan include the following modifications:

- Reduce the RM district height limit from 75 to 48 feet
- Increase the CMU district height limit from 60/70 to 75 feet
- Increase the RM district residential density from 14-30 du/ac to 20-50 du/ac
- Increase the CMU maximum residential density from 60 du/ac to 100 du/ac
- Reduce minimum parking requirements to 1.25 spaces/unit (2 spaces/unit maximum)

The Specific Plan accommodates approximately 400 net new housing units and 29,000 net new square feet of commercial development by 2040. Potential buildout is reported in Table 1. By comparison, the General Plan assumed a comparable number of new multifamily housing units, at 372 units, but a higher number of jobs, at 210 (approximately 68,250 sq. ft. of non-residential building area). As a result, the amount of development anticipated from this Specific Plan was already assumed in the General Plan and General Plan EIR.

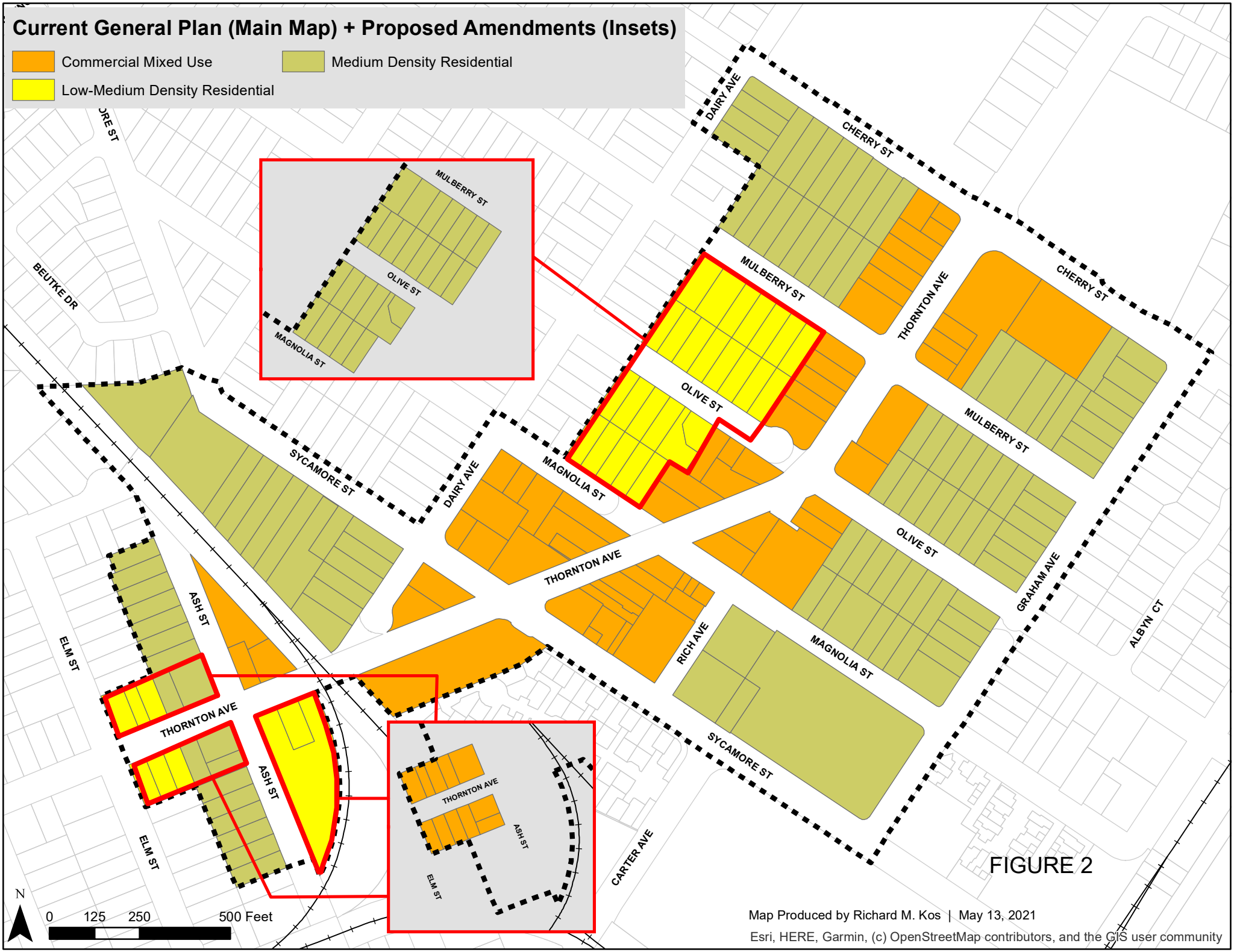
Current General Plan (Main Map) + Proposed Amendments (Insets)
Commercial Mixed Use
Medium Density Residential
Low-Medium Density Residential
MULBERRY ST
OLIVE ST
MAGNOLIA ST
BEUTKE DR
SYCAMORE ST
DAIRY AVE
CHERRY ST
THORNTON AVE
GRAHAM AVE
ALBYN CT
RICH AVE
ASH ST
ELM ST
CARTER AVE
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FIGURE 2
Map Produced by Richard M. Kos | May 13, 2021
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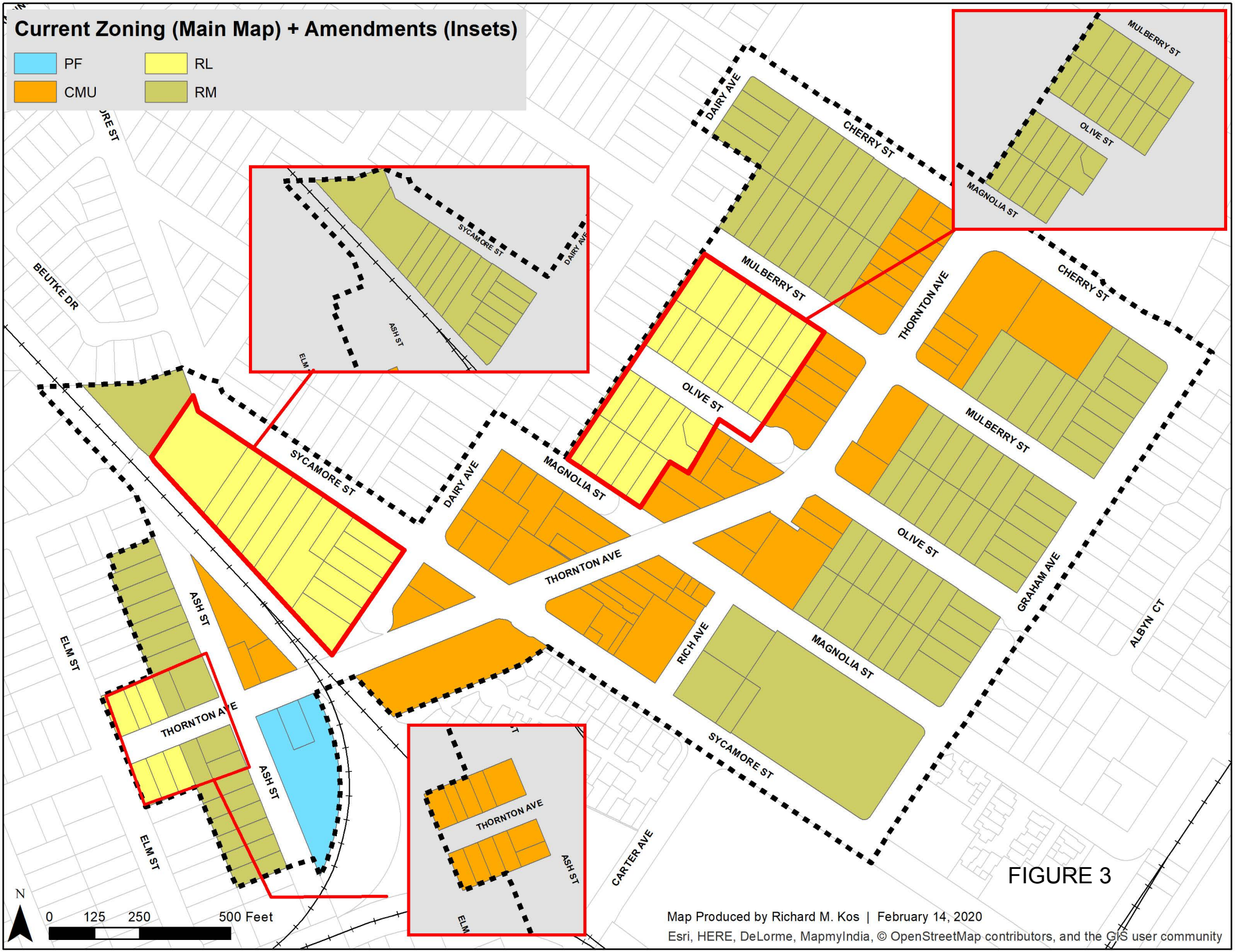
Current Zoning (Main Map) + Amendments (Insets)
PF
CMU
RL
RM
CHERRY ST
DAIRY AVE
MULBERRY ST
OLIVE ST
MAGNOLIA ST
THORNTON AVE
SYCAMORE ST
ASH ST
ELM ST
BEUTKE DR
GRAHAM AVE
ALBYN CT
RICH AVE
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FIGURE 3
Map Produced by Richard M. Kos | February 14, 2020
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Table 1: Specific Plan Potential Buildout, Compared to General Plan Buildout for Old Town Newark

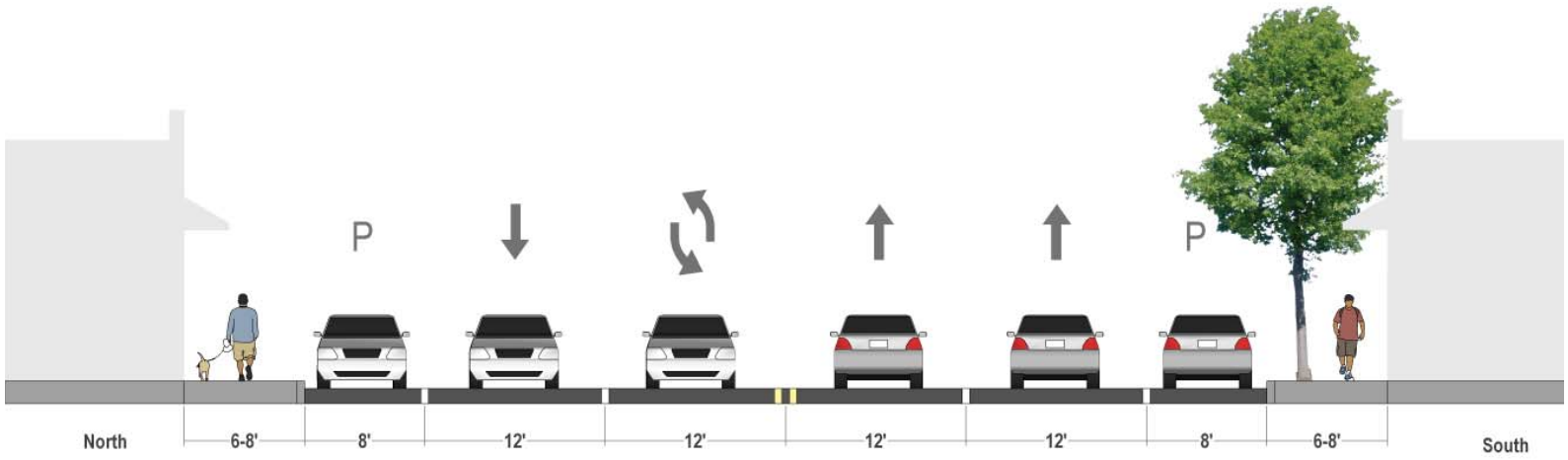
	Old Town Newark Specific Plan			*General Plan*
	Existing	*Net New*	*Total*	*Net New*
Residential Units				
Single-Family Dwellings	86		86	
2-4 Unit Buildings	122		122	
5+ Multi-family Buildings	237	400	637	372
Total	**445**	**400**	**845**	**372**
Non-Residential Building Area (Sq. Ft.)				
Commercial (Retail, Office, Restaurant, Auto)[(1)]	129,022	29,000	158,022	68,250[(2)]
Industrial	5,824		5,824	
Institutional	4,800		4,800	
Total	**139,646**	**29,000**	**168,646**	68,250

Note:
(1) Auto uses includes auto repair/service and gas stations.
(2) The General Plan EIR reports non-residential buildout in terms of jobs, calculated @325 sq. ft. retail per job. The General Plan EIR reports 210 new jobs in Old Town. This square footage value represents 210 new jobs multiplied by 625 sq. ft./job.
Source: City of Newark, General Plan EIR (p. 3-27); Rhoades Planning Group, 2020.

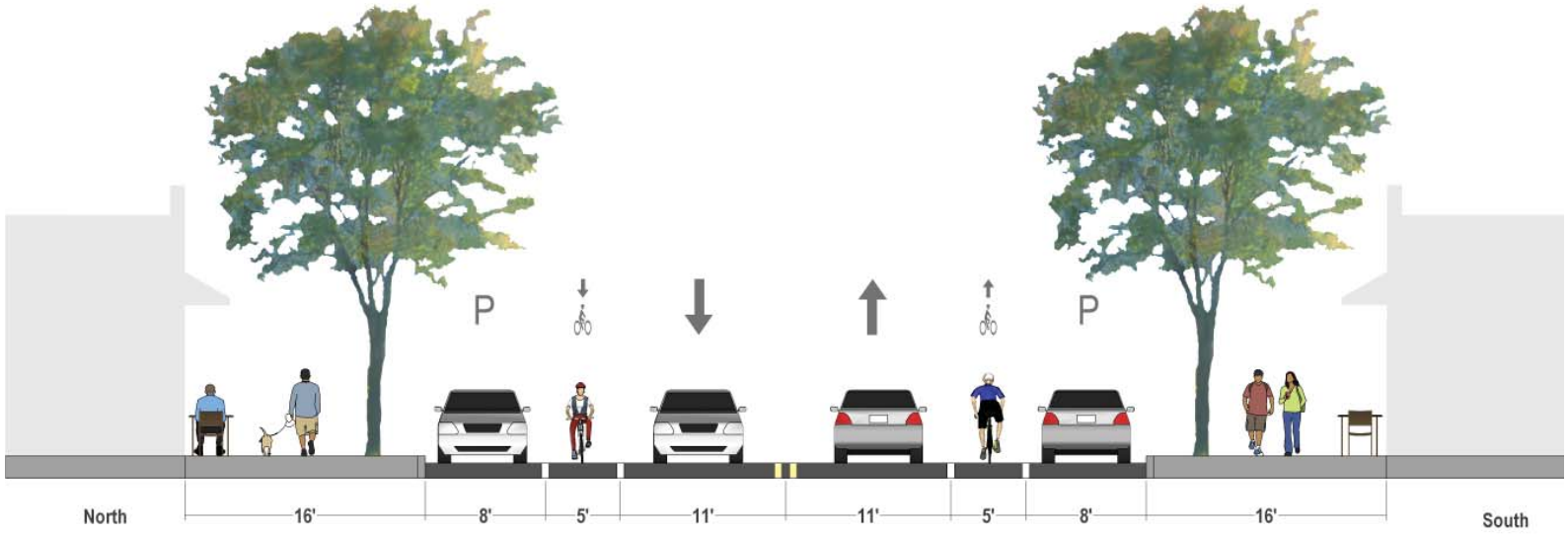
Streetscape and Mobility

The Specific Plan identifies streetscape and public realm improvements to expand the network of open spaces and improve pedestrian and bicycle facilities along Thornton Avenue. Key project features are shown in Figure 4 and include:

- Widen sidewalks to allow for outdoor seating and gathering
- Remove one eastbound lane on Thornton Avenue and modify left turn pockets
- Narrow travel lanes on Thornton Avenue from 12 feet to 11 feet in each direction
- Add Class II bike lanes (5 feet wide) in each direction
- Add corner bulb-outs at the Olive, Magnolia, and Sycamore Street intersections
- Add high visibility crosswalk at Magnolia Street intersection
- Improve Bus Bulb-Out and Shelter at Carter Station Plaza
- Improve street lighting
- Add new street benches
- Add new landscaping including new street trees



Existing Thornton Avenue Condition



Potential Thornton Avenue Condition

FIGURE 4

View West along Thornton at Magnolia (Proposed)

1. Gateway Sign
2. Improved Street Lighting
3. Stormwater Planters
4. Bulbouts
5. High-Visibility Crosswalk
6. Bike Lanes
7. Narrowed Travel Lanes

FIGURE 4

- Integrate stormwater planters and green stormwater infrastructure in the sidewalks
- Account for the water line located under Thornton Avenue by either relocating the water line or retaining access to the water line through removable sidewalk surfaces
- Erect an arch announcing Old Town Newark as a gateway marker for the neighborhood

The Specific Plan also proposes to redesign Magnolia Plaza and Carter Station Plaza to make them more functional for users and more connected to the sidewalks.

Infrastructure

The Specific Plan identifies existing capacity and system deficiencies in the infrastructure system and improvements that may be required as a result of Specific Plan implementation. Whether or not the water, stormwater, and wastewater upgrades will be required depends on the level of density proposed on individual private development sites and the commensurate demand for water, stormwater, and wastewater capacity. Key improvements are as follows:

- Potential upsizing of 6" sewer lines on portions of Magnolia, Olive, Mulberry, and Cherry Streets to accommodate higher density development
- Potential relocation of the water line on Thornton Avenue to accommodate the streetscape improvement project
- Potential upsizing of 6" water lines on portions of Magnolia, Mulberry, and Cherry Streets to accommodate higher density development
- Installation of green infrastructure (such as bioretention areas and permeable surfaces) and storm drain inlets on Thornton Avenue
- Streetscape improvements described in the mobility subsection above

Construction and Phasing

Most of the improvements contemplated by the Specific Plan are located on private property. Therefore, implementation of the plan will take place incrementally over the 20-year time horizon of the plan as property owners seek to redevelop their properties. This will help to spread out projects and their potential impacts during construction. Buildout on private property will typically include demolition of the existing buildings and surface parking lots. Construction debris, such as old foundations, pavements, and structures, would be collected and hauled off site for disposal. Existing soils may be excavated to remove materials that may not be suitable for project development, especially on sites on the Cortese list (i.e., potentially containing hazardous materials). Additional fill soils may be needed to balance sites after excavation.

As the Planning Area is subject to liquefaction, some individual development projects may require deep foundations secured by piles in order to reach firmer soils. The General Plan supports alternative methods to reduce vibration during construction. These methods include the use of smaller equipment, static rollers instead of vibratory rollers, and drilling piles as opposed to pile driving near sensitive receptors.

The streetscape project will be initiated by the City. For this project, the most intensive construction work would relate to grading and the demolition and construction of paved facilities. Concrete/paving work would require large trucks. Asphalt work would require trucks and pavers. All of these types of construction equipment were contemplated in the General Plan and General Plan EIR. The General Plan

EIR describes a range of local, State, and federal policies that aim to mitigate air quality, cultural resource, noise, and other impacts during construction and that will be required mitigations as part of implementation of the Specific Plan.

4. IMPACT ANALYSIS

This chapter evaluates each topic addressed in the General Plan EIR. The General Plan EIR did not evaluate potential impacts on agricultural resources or mineral resources. This Addendum to the General Plan EIR does not include these impact analysis sections since there would be no change that would necessitate preparation of these sections. This chapter includes three new impact analysis sections—energy, wildfire and tribal resources—since these topics were added to CEQA Guidelines since certification of the General Plan EIR.

4.1 Aesthetics

The General Plan EIR determined that development under the General Plan would have a significant and unavoidable aesthetic impact related to the visual character of the Southwest Newark Residential and Recreational Focus Area. The Old Town Specific Plan Planning Area is outside of this focus area (over two miles away) and therefore it can be seen with certainty that the Specific Plan will not have an effect on or contribute to any aesthetic impacts on the Southwest Newark Residential and Recreational Focus Area.

Rather, zoning amendments identified in the Specific Plan help to fulfill the goals of the General Plan, as specified in the Policy LU-8.2 and LU-8.4 (stated in the Project Description), which seek to establish a pedestrian-oriented streetscape and promote the area's traditional architectural character.

Specifically, the Specific Plan establishes the following improvements and strategies:

- 35% design-level streetscape plans that identify wider sidewalks, trees and ample landscaping, space for pedestrian amenities, street furniture and outdoor dining
- The framework for a façade improvement program to improve the appearance of private commercial buildings, through improvements such as architectural design, lighting, and paint
- Zoning amendments to encourage coherence in the design of new buildings, flexibility to adapt to changes in the market, and design features such as public art, signage, storefront lighting, and awnings

These improvements have a beneficial impact on improving the overall visual character and quality of Old Town, as intended in the General Plan. Compared to existing conditions, which include narrow sidewalks, a lack of landscaping, and streetscape amenities, the Plan aims to upgrade existing building facades, add street trees and landscaping, and provide street furnishings in the public realm.

The Specific Plan proposes changes in height limits that would increase allowed building heights in the CMU district by one story: from 60 feet (or 70 feet through lot consolidation) to 75 feet. This change is commensurate with a proposed reduction in building height in the RM district: from 75 feet to 48 feet—a reduction of approximately three stories. Therefore, the Specific Plan modifies the specific locations where these height limits are achievable. However, these locations—along Thornton Avenue, as opposed to within medium-density residential neighborhoods—are more consistent with the intent of

the General Plan and appropriately sized based on the width of Thornton Avenue compared to the narrower intersecting side streets. As a result, the Specific Plan would not substantially degrade the existing visual character or quality of the site and its surroundings and would not create impacts beyond those identified in the General Plan in the General Plan EIR.

Finally, the Specific Plan proposes updated standards for lighting. These standards include interior and exterior storefront lighting to improve the window shopping experience and street and pedestrian lighting as part of the streetscape improvement project. These lighting standards will be subject to the City's standards and guidelines for mitigation of light and glare impacts, and therefore would not create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

Because the Specific Plan would not include substantial changes that go beyond the scope of the General Plan, as described above, the Specific Plan would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to aesthetics during construction or operation of the Specific Plan.

4.2 Air Quality

The General Plan EIR determined that development under the General Plan would have significant and unavoidable air quality impacts even with implementation of mitigation measures, because the General Plan proposed to increase population and employment at a greater rate than the levels that were assumed in the regional Bay Area Clean Air Plan. The Specific Plan would not make this impact—which was in effect at the time the General Plan—more severe. The Specific Plan would not increase population and employment beyond levels anticipated by the General Plan, and would not create additional vehicle trips.

Streetscape Project

With implementation of the streetscape improvement project, there will be a reduction in through lanes in the eastbound direction. As a result, the traffic model anticipates additional queuing in the 95th percentile (worst-case) scenario, as vehicles are parking and making left turns from through lanes on Thornton Avenue. (See Traffic Impact Analysis in Appendix A for details). This can have the effect of increasing idling which can generate carbon dioxide emissions. The Specific Plan streetscape plan maintains a right-turn lane from Thornton Avenue eastbound onto southbound Sycamore Street in order to alleviate queuing and reduce potential emissions. In general, as shown in the 50th percentile (typical) traffic model, there will be no substantial queuing; the 95th percentile worst-case scenarios is anticipated to be infrequent and of short duration and therefore would have negligible effects with respect to idling.

Additionally, the streetscape project is expected to increase walking and biking trips and therefore reduce the number of vehicle trips. California emissions standards continue to become stricter, calling for reductions in carbon dioxide emissions from new vehicles.[1] Governor Gavin Newsom issued an executive order in September 2020 requiring sales of all new passenger vehicles be zero-emission by

[1] California Air Resources Board, Advanced Clean Cars Program, accessed April 5, 2021. https://ww2.arb.ca.gov/our-work/programs/advanced-clean-cars-program/about

2035, which would further reduce vehicle emissions resulting from implementation of the Specific Plan, including the streetscape project.[2]

The Specific Plan would not violate any air quality standard, would not result in a cumulatively considerable net increase of any nonattainment pollutant, would not expose sensitive receptors to substantial pollutant concentrations, nor create objectionable odors.

San Francisco Bay Area Air Basin Clean Air Plan

At the time of the certification of the General Plan EIR, the applicable air quality management plan for the San Francisco Bay Area Air Basin (SFBAAB) was the Bay Area 2010 Clean Air Plan. The Bay Area Air Quality Management District (Air District) adopted the current version of the Clean Area Plan in April 2017. The Specific Plan would be consistent with the growth assumptions in the 2017 Clean Air Plan and the overall use would be similar to the General Plan, as analyzed and discussed in the certified General Plan EIR. In the 2017 Clean Air Plan, the Air District adopted a new methodology for assessing consistency of individual projects with the Clean Air Plan, which includes three criteria: (1) support for the primary goals of the Clean Area Plan to attain air quality standards and reduce population exposure to pollutants; (2) inclusion of applicable Clean Air Plan air quality control measures; and (3) absence of hindrances to implementation of the Clean Area Plan. Compliance with these criteria is analyzed further below.

Criterion #1. The General Plan includes many policies and actions to improve air quality and reduce exposure to pollutants, as described in the General Plan EIR. The Specific Plan identifies additional air quality mitigations (Policy LU-19, based on General Plan Policy LU 2.4) which requires special conditions of approval for project developments within 200 feet of the railroad line. The policy strategy aims to ensure compliance with Building Code requirements for ventilation and indoor air quality and requirements to site outdoor common or private open spaces to reduce air quality impacts related to the railroad.

> Policy LU-19 (excerpt) - Noise and Air Quality Impact Mitigations. A noise and air quality impact mitigation strategy shall be submitted to the City for all residential or mixed-use projects with five or more dwelling units that locate residential units within 200 feet of the UPRR line. The strategy shall be site specific and shall include the following contents:
>
> - Summary narrative of how the project is meeting or exceeding Building Code noise requirements and Noise Ordinance noise levels
> - Summary narrative of how the project is meeting Building Code air quality requirements
> - Summary narrative indicating how site planning, including the location of outdoor common and/or private open space, supports mitigation of potential air quality and noise impacts.
> - Landscaping, sound wall, and/or fencing measuring at least 6 feet in height at the property line of any rear frontage abutting the railroad line, shall be included in plans prior to building permit issuance.

[2] Governor Newsom Executive Order (N-79-20), September 23, 2021. https://www.gov.ca.gov/wp-content/uploads/2020/09/9.23.20-EO-N-79-20-Climate.pdf

The Specific Plan also has beneficial impacts on air quality by expanding landscaping and tree planting, which capture carbon dioxide and remove fine particulate matter emitted from traffic under low wind speeds. Additionally, improvements to pedestrian and bicycle infrastructure encourage walking and biking between destinations. In this way, the Plan supports the General Plan and Pedestrian & Bicycle Master Plan in fulfilling their goals, policies, and the following specific improvements:

- Installing Class II bike lanes on Thornton Avenue
- Fixing sidewalk obstructions on Thornton Avenue
- Adding bus stop amenities on Thornton Avenue
- Installing Unsignalized Crossing Enhancement at Thornton Avenue & Magnolia Street[3]

These improvements also support State-level AB32 and SB375 implementation initiatives by encouraging biking and walking, and therefore contribute to efforts to reduce greenhouse gas (GHG) emissions. As described above, the Specific Plan supports Criterion #1 of the 2017 Clean Air Plan.

Criterion #2. Most of the 81 control measures in the 2017 Clean Air Plan are applicable to industrial stationary sources, or are implemented at a regional level, and not directly applicable to individual land development projects contemplated in the Specific Plan. Potentially applicable control measures are shown in Table 2, along with a brief analysis of how future development must or will be compliant with these measures. As noted in Table 2, this analysis does not identify any inconsistencies.

Table 2: Potentially Applicable Control Measures (2017 Clean Air Plan)

Control Measure Number and Name	*Consistency Analysis*
TR9 Bicycle and Pedestrian Access and Facilities	The Specific Plan encourages planning for bicycle and pedestrian facilities by providing 35% design-level concepts for Thornton Avenue to be reconfigured with bike lanes in each direction and wider sidewalks. These improvements could increase trips taken by bicycle and on foot and may reduce pollutants associated with vehicle travel. (Policy SOS-2)
NW2 Urban Tree Planting	The Thornton Avenue streetscape plan includes planning for street trees with ample planting medium to reduce criteria pollutants and greenhouse gas emissions by sequestering carbon. (Policy SOS-2)
WA3 Green Waste Diversion	Policy CS-8.1 of the General Plan requires green waste diversion and provision of green waste containers in all new residential development projects. Future individual projects in the Specific Plan Planning Area would be required to comply with this policy.
WA4 Recycling and Waste Reduction	Several General Plan and Climate Action Plan policies and measures, in addition to building code requirements, require adoption of water conservation measures in new development. Future individual projects in the Specific Plan Planning Area will be required to comply with these measures.

As described above, the Specific Plan supports Criterion #2 of the 2017 Clean Air Plan.

[3] City of Newark, 2017. Pedestrian & Bicycle Master Plan. PBMP Figure 4-2 and portion of PBMP Project BIKE-4, Figure 4-1 and PBMP Project PED-2, and PBMP Figure 4-1 and PBMP Project PED-2.

Criterion #3. As detailed in the analysis above, the Specific Plan does not hinder implementation of the Clean Area Plan.

Conclusion

Construction of projects associated with the Specific Plan would involve a temporary generation of emissions associated with equipment and vehicles used for demolition, grading, and construction of the infrastructure and development projects, as anticipated by the General Plan and General Plan EIR. Construction emissions would occur intermittently on individual projects and over a period of many years. Moreover, construction projects would be required to follow all local, regional, and State air quality requirements which would limit impacts to air quality during construction. This level of construction was anticipated by the buildout estimated for Old Town in the General Plan and therefore does not represent a more severe impact.

In summary, this Specific Plan would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects would result with regard to air quality because no additional construction, operational, or vehicular emissions would occur as a result of the Specific Plan, including related to queuing associated with the streetscape project, as described in the preceding section.

4.3 Biological Resources

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to biological resources, with implementation of General Plan policies. The Specific Plan does not include any elements that exceed the scope of the General Plan. Still, key features of the Specific Plan are evaluated below for potential significant impacts.

The General Plan EIR noted that a variety of wildlife and plant communities are present in Newark, including sensitive species. The Planning Area is located approximately 1 mile from the salt ponds and 2 miles from the San Francisco Bay, both of which host numerous sea birds. However, most of these species are not found in the Planning Area, which is generally built-out and covered by impervious surfaces. One exception is the burrowing owl, which are known or suspected to occur east and outside of the Planning Area, as indicated in the General Plan EIR. The EIR states that "In the eastern area of Newark, near Cherry Street, population in very good condition and fairly large for this taxon AND [sic] habitat in reasonably good condition. Some disturbances may exist, but none so severe as to seriously impair species' ability to persist over at least the next 25 years" (p. 4-3.25).

The Specific Plan would be subject to all General Plan policies and State and federal requirements with respect to protection of biological resources. Potential height and density increases would not exceed the scope of the General Plan in terms of population increases. Bird strikes can increase with building height and increased amounts of glazing. However, the maximum building height allowed in Old Town is not proposed to change compared to existing conditions, since building heights are increasing from 60/70 to 75 feet in some locations and being reduced from 75 to 48 feet in other locations. Moreover, the building typologies allowed by the proposed zoning change are mid-rise apartments which are typically designed with relatively small window openings that do not attract birds. Redevelopment and the streetscape plan may have some beneficial impacts by reducing the amount of impervious surfaces through compliance with stormwater management requirements and increasing the number of street

trees, which could provide some limited increases in habitat for birds. Street trees may be replaced as a result of implementation of the streetscape plan if they conflict with utility locations, sidewalks, or other facilities. The General Plan includes urban forestry policies under General Plan Goal CS-4 to preserve, maintain, and replace street trees.

As a result, the Specific Plan does not include elements that go beyond the scope of the General Plan. In conclusion, no new significant environmental effects or a substantial increase in the severity of previously identified significant effects would result with regard to biological resources during operation or construction of the Specific Plan.

4.4 Cultural Resources

The General Plan EIR concluded that cultural resource impacts to archeological resources and Native American human remains are possible in the Southwest Newark Residential and Recreational Focus Area. The Old Town Specific Planning Area is outside of this focus area (over two miles away) and therefore is not subject to this impact.

The Specific Plan Planning Area represents the origin of the City of Newark. However, no historic buildings or structures in the Specific Plan Planning Area nor in Newark have been placed on the National or California Registers, which would provide these resources special consideration under CEQA.

The City of Newark's Historic Preservation Program was adopted in 1989 and designates two buildings as local historic resources. Both buildings are adjacent to, but not in, the Specific Plan area: St. Edward's Church (now referred to as the Rose of Sharon Chapel) at 7160 Graham Avenue; and the James Graham residence at 7705 A/B Thornton Avenue. The Specific Plan does not propose policies or programs that would make changes to the two locally designated historic resources adjacent to the Planning Area. Therefore, the Plan would not cause a substantial adverse change in the significance of a historical resource.

Additionally, 25 buildings within the Specific Plan Planning Area were identified as having "historic merit" in the Historic Preservation Program. Although the Program explored ways to reuse or renovate these structures, these buildings, which may or may not be extant, are not considered to be a part of the City's list of historic resources. The Historic Preservation Program allows for modification and demolition of buildings having historic merit, as described in the General Plan EIR.

The General Plan and Specific Plan allow development and redevelopment where these features "of historic merit" may exist. As noted in the General Plan EIR, several existing regulations would help to ensure that development and redevelopment activities do not cause a substantial adverse change. As described in EIR Section 4.4.1.1, Regulatory Framework, Title 24, Part 8 of the California Code of Regulations ensures that historic buildings and structures are rehabilitated, preserved, restored, and relocated in an appropriate manner. Also, Section 17.39 of the Newark Municipal Code, the Historic Preservation Program, protects City-designated historic resources under its Historic Preservation Program by providing standards for and review of modification, alteration, demolition, or removal of historical resources. These regulations help reduce potential impacts to historical resources.

The Specific Plan identifies potential opportunity sites for redevelopment that are generally coincident with the Housing Element opportunity sites. Any redevelopment sites would be subject to the policies

described in the General Plan EIR to protect historic resources and sites with historic merit (e.g. General Plan Policy LU-5.3 regarding adaptive reuse, LU-5.A regarding evaluating historic resources).

In summary, the Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in any new significant environmental effects or a substantial increase in the severity of previously identified significant effects with regard to cultural or historic resources during construction or operation of the Specific Plan.

4.5 Energy

The General Plan EIR did not evaluate potential impacts to energy resources as an individual section since it was published prior to the December 2018 CEQA Guidelines update. Since that time, the issue area of energy has become a new resource category in Appendix G of the CEQA Guidelines. However, the General Plan EIR did include a discussion of energy in the context of energy resource efficiency in the General Plan's sustainability policies and analysis of greenhouse gas emissions and air quality. Additionally, the Significant and Irreversible Changes section on page 7-4 of the General Plan EIR stated that "development allowed by the proposed Plan would irretrievably commit nonrenewable resources for the construction of buildings, infrastructure, and roadway improvements." Implementation of the Specific Plan would not result in any significant increase in dependence on non-renewable energy resources or in substantial increases in peak or base-period energy use beyond what was described in the General Plan.

Further, future development under the Specific Plan would be required to comply with all applicable building and design requirements, including those set forth in Title 24 related to energy conservation. Additionally, projects would be required to comply with the local requirements in the Municipal Code and the Conservation and Sustainability policies of the General Plan, which include:

> Policy CS-6.2 Encouraging Greener Construction. Encourage greener construction methods and greater use of recycled-content materials in new residential, commercial, and industrial construction projects.
>
> Policy CS-6.3 Green Retrofits. Encourage and support Newark property owners seeking to retrofit their buildings to make them greener, more water-efficient, and more energy-efficient.
>
> Policy CS-7.1 Reducing Energy Use. Support measures to reduce energy consumption and increase energy efficiency in residential, commercial, industrial, and public buildings.
>
> Policy CS-7.2 Renewable Energy Sources. Support the expanded use of renewable energy sources such as wind and solar by Newark residents and businesses, the City of Newark, and other government agencies.

Future development under the Specific Plan would be expected to incorporate features that help the City meet this commitment. The construction and operation of development under the Specific Plan would involve the use of nonrenewable resources. However, compliance with applicable standards and regulations and implementation of General Plan and Specific Plan policies would minimize the use of nonrenewable resources to the maximum extent practicable. As such, the Plan would not represent a large commitment of nonrenewable resources in comparison to a business as usual scenario.

This Addendum considers two additional potential impacts from Appendix G and concludes that the project would have a less than significant impact to energy resources.

a) Would the project result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation?

Construction associated with the Specific Plan was generally assumed under the General Plan, including development projects, streetscape improvements, and related infrastructure. Construction would result in short-term consumption of energy from the use of construction equipment and related construction activities. Energy use during construction would be primarily from fuel consumption to operate heavy equipment, light-duty vehicles, machinery, and generators. Temporary grid power may also be provided to construction trailers or electric construction equipment. Energy use during construction would be temporary in nature, and construction equipment used would be typical of construction projects in the region. The California Green Building Standards Code includes specific requirements related to recycling, construction materials, and energy efficiency standards that would apply to construction of the proposed project to minimize wasteful, inefficient, and unnecessary energy consumption.

Both the General Plan and Specific Plan envision a higher-density mixed-use land use pattern that is intended to reduce vehicle trip lengths and subsequent transportation energy use. Individual projects built as a result of the General Plan and Specific Plan would consume natural gas and electricity for building heating and power, lighting, and water conveyance. Individual projects built as a result of the Specific Plan would also increase the number of natural gas- and electricity consuming uses above those existing in the Planning Area. Project energy consumed would represent an incremental increase in energy usage compared to existing energy use in Newark. Moreover, development projects implemented under the Specific Plan would be required to implement energy-efficient components under Title 24 to reduce energy demand.

Therefore, construction and operation of the proposed project would not result in potentially significant environmental effects due to the wasteful, inefficient, or unnecessary consumption of energy and this impact would be less than significant.

b) Would the project conflict with or obstruct a state or local plan for renewable energy or energy efficiency?

The City of Newark adopted a Climate Action Plan (CAP) in 2010 to identify and evaluate feasible and effective policies to reduce GHG emissions in order to reduce energy use and costs, protect air quality, and improve the economy and the environment. The Newark CAP identifies the following GHG reduction targets for the City:

- Municipal: 5% Reduction from 2005 Municipal Emissions by July 2012
- Communitywide: 5% Reduction in City and Community Emissions by July 2015; 15% Decrease in Communitywide Emissions from 2005 Levels by 2020

The City has not yet updated these target dates. The General Plan EIR analyzes compliance with CAP policies regarding energy efficiency and reduction in energy use within the chapter on greenhouse gas emissions. It concludes that the General Plan is generally consistent with CAP policies and that it would further implement these policies through additional General Plan policies (Table 4.6-6 of the General Plan EIR). As it is consistent with the General Plan, the Specific Plan would be consistent with the CAP

and the energy efficiency strategies contained therein. The Specific Plan furthers General Plan and CAP policies regarding energy efficiency through building code requirements, higher-density mixed-use land use patterns, and reduced automobile dependence. Therefore, the project would not conflict with or obstruct a state or local plan for renewable energy or energy efficiency and this impact would be less than significant.

Conclusion

Although the General Plan EIR does not address energy as a separate topic, this analysis concludes that the Specific Plan would not result in a new significant impact in this resource area because of the Specific Plan's consistency with the City of Newark CAP and energy-efficient measures required by local and State codes. Therefore, no new mitigation measures are warranted, and this issue does not require further study in an EIR.

4.6 Geology, Soils, and Seismicity

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to geology and soils. Implementation of General Plan policies and compliance with local and California Building Code regulations would reduce exposure of people and structures to seismic hazards, soil erosion, and unstable or expansive soils. As in all parts of Newark, the Planning Area is located in a liquefaction hazard zone as indicated by the California Geological Survey. Requirements in the Newark Municipal Code would ensure that construction, grading, and related activities meet California Building Code standards, implement erosion control methods, and provide, where required, a professionally-prepared soils engineering report, engineering geology report, and a liquefaction study. Height and density changes contemplated under the Specific Plan would not alter the level of development anticipated under the General Plan or the construction typologies.

As a result, the Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to geology and soils during construction or operation of the Specific Plan.

4.7 Greenhouse Gas Emissions

The General Plan EIR concluded that the General Plan would generate substantial GHG emissions in excess of the long-term 2050 GHG reduction target interpolated from Executive Order S-03-05, and therefore identified a significant and unavoidable impact with respect to the increase in GHG emissions. Cumulative development would contribute to global climate change through GHG emissions from transportation, energy, water/wastewater, waste generation, and other off-road equipment. The General Plan EIR found that community-wide GHG emissions at 2035 buildout of the plan would exceed the quantified threshold of significance for that year. The General Plan EIR determined that the General Plan would be generally consistent with many of the principal goals and objectives in the State and local plans, including the City's Climate Action Plan (Table 4.6-6 of the General Plan EIR). The Specific Plan is consistent with the actions under the General Plan and therefore generally consistent with the Air District's Clean Area Plan and City's Climate Action Plan. The Specific Plan would further GHG emissions

reduction efforts through multimodal streetscape improvements that may reduce automobile dependence and through encouragement of a high-density mixed-use land use pattern.

The Specific Plan would enable urban development that is anticipated by the General Plan and accounted for in the General Plan EIR. There are no related GHG impacts that are specific to the project site or design that give rise to significant impacts that are more severe than or have not already been identified in the General Plan EIR. The modest increase in density and building height in portions of the Planning Area would not have a substantive effect on the potential impacts to GHG emissions.

As described in section 4.2: Air Quality, with implementation of the streetscape improvement project, there may be additional queuing on Thornton Avenue, based on 95th percentile (worst case) conditions in the traffic modeling. (See Traffic Impact Analysis in Appendix A for details). This can have the effect of increasing idling which can generate GHG emissions. However, in general, as shown in the 50th percentile (typical) traffic model, there will be no substantial queuing. Additionally, the streetscape project is expected to increase walking and biking trips and therefore reduce the number of vehicle trips. Further, California emissions standards continue to become stricter, calling for reductions in carbon dioxide emissions from new vehicles. Governor Gavin Newsom issued an executive order in September 2020 requiring sales of all new passenger vehicles be zero-emission by 2035, which would further reduce vehicle emissions resulting from implementation of the Specific Plan, including the streetscape project.

As a result, the Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to greenhouse gas emissions during construction or operation of the Specific Plan.

4.8 Hazards and Hazardous Materials

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to hazards and hazardous materials.

The Specific Plan does not propose any additional development that would create hazards, beyond what was anticipated in the General Plan. The use or transport of hazardous materials would not occur as a result of the Specific Plan beyond what was contemplated in the General Plan.

However, several sites in the Planning Area are listed on hazardous materials databases compiled pursuant to Government Code Section 65962.5 (Cortese List), as shown in Table 3. If redevelopment takes place on these sites, it will need to follow specific regulations, described below.

Table 3: Sites Subject to Government Code Section 65962.5 (Cortese List)

Site/Location	*Summary of Contaminants and Clean-up Status*
Valero Gas Station - 7275 Thornton Ave.	Case still open as of January 2021 given previous petroleum release, which is limited to soil and shallow groundwater. Extent of contaminant plume has not been defined. Path to case closure identified in May 2020 includes: groundwater sampling points, transport mechanism for contamination movement, and well sampling.

Site/Location	*Summary of Contaminants and Clean-up Status*
Shell Gas Station - 6788 Thornton Ave.	Case still open as of January 2021. High levels of various petroleum-based contaminants and related chemical compounds have been found in elevated concentrations in soil and groundwater. Persistent elevated contaminant concentrations indicate a consistent source exists at the site. Further evaluation of soil and groundwater at the site is warranted to identify and evaluate the extent of the secondary source and determine if it has been removed to the extent practicable. Down-gradient extent of the plume along the suspected utility trench needs to be investigated and evaluated. Until performed, it is not possible to determine the extent or stability of the contaminant plume. Potential vapor issue under homes across the street. Path to case closure identified in May 2020: soil and groundwater investigation, well and water body survey, and vapor intrusion to indoor air evaluation.
Former Shell Gas Station/Current Automotive Service & Repair - 6714 Thornton Ave.	Case still open as of January 2021. Former underground storage tanks (USTs) have not been removed or destroyed. Groundwater contaminant plume not be adequately defined and the plume has mobilized upgradient of the historic release—appears to be greater than 100 feet in length. Residual benzene concentrations. Path to case closure identified in May 2020 includes: soil and groundwater investigation, work plan preparation, well survey, and vapor intrusion to indoor air evaluation. These work plans and investigations were underway in 2020.

Source: State Water Resources Control Board, Geotracker. <https://geotracker.waterboards.ca.gov/> Accessed January 22, 2021.

Development of these sites and/or demolition of existing structures could potentially result in the release of hazardous materials in the environment. However, development must comply with General Plan policies and federal and State regulations regarding cleanup. Additionally, the Specific Plan identifies an additional hazardous materials policy (Policy LU-19) which requires special conditions of approval for project developments on the Cortese List:

- Soil and Groundwater Management Plan. A Soil and Groundwater Management Plan (SGMP) shall be submitted to the City for all non-residential projects, and residential or mixed-use projects with five or more dwelling units that are (1) located on a site identified as open on the Cortese list; and (2) propose any excavations deeper than 5 feet below grade. The SGMP shall be site specific and include the following:

    - Identification of pollutants, disposal methods, guidance on managing odors during excavation, and permits required to comply with all applicable local, state and regional requirements.
    - Notification to the City of any hazardous materials found in soils and groundwater during development.
    - The name and phone number of the individual responsible for implementing the SGMP. Contact information for the person responding to community questions or concerns shall be posted at the project site during construction.

These regulations would ensure that impacts to the public and the environment are reduced to less than significant levels. The Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to hazards and hazardous materials during construction or operation of the Specific Plan.

4.9 Hydrology and Water Quality

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to hydrology and water quality. As shown in the General Plan and General Plan EIR, the northwest portion of the Planning Area is located in a 500-year flood zone area. These areas are considered to have a 0.2%, or a 1-in-500, chance of flooding in any given year. The General Plan includes various policies and requirements to reduce potential flooding and protect structures and human life. These policies include managing the storm drain infrastructure to reduce runoff and flood impacts, which is discussed further in Section 4.16: Utilities and Service Systems.

The modest increase in density and building height in portions of the Planning Area would not have a substantive effect on the potential impacts to hydrology and water quality. Streetscape and infrastructure improvements may alter drainage patterns. Specifically, the Specific Plan calls for green infrastructure installation as part of the streetscape improvements and potentially new storm drain infrastructure to serve new development, depending on the site-specific needs of development projects that result from the Specific Plan. These improvements were conceptually considered as part of the General Plan and have been further detailed in the Specific Plan. Potential improvements are intended to accommodate stormwater runoff, improve stormwater quality before it enters the storm drain system, and reduce potential flooding. The Specific Plan enables development described in the General Plan whose effects on stormwater, groundwater, water quality, erosion, and flooding have been evaluated in the General Plan EIR.

Stormwater requirements for development projects are defined in section C.3 of the California Regional Water Quality Control Board - San Francisco Bay Region's Municipal Regional Stormwater Permit (commonly referred to as "C.3 stormwater regulations"). Development is primarily expected to result from redevelopment of existing underutilized sites, the majority of which are covered by impervious surfaces—a combination of buildings and surface parking. Redevelopment projects would need to meet current C.3 stormwater regulations for stormwater management. Although these measures may not reduce the overall impervious surface area, they are expected to better manage runoff during storm events, which may reduce potential flooding.

The Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to hydrology and water quality during construction or operation of the Specific Plan.

4.10 Land Use and Planning

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to land use and planning. The Specific Plan would not physically divide an

established community. The Specific Plan project description includes amendments to the General Plan land use map to bring alignment between the Zoning District map and General Plan land use plan. Therefore, the Specific Plan would not conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Planning Area, nor conflict with any applicable habitat conservation plan. Rather, the Specific Plan helps support the goals and policies of the General Plan with respect to generating higher density mixed-use development in the Planning Area.

The Specific Plan accommodates approximately 400 net new housing units and 29,000 net new square feet of commercial development. In comparison, the General Plan assumed a comparable number of new multifamily housing units, at 372 units, but a higher number of jobs, at 210 (approximately 68,250 sq. ft. of non-residential building area). The Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to land use during construction or operation of the Specific Plan.

4.11 Noise

The General Plan EIR concluded that the General Plan would result in significant noise impacts with respect to substantial permanent increases in ambient noise levels. Specifically, the EIR found that future development proposed under the General Plan would cause increases in noise related to traffic that would exceed normally acceptable levels. The particular roadway segments reporting potentially significant impacts border—but are not located wholly within—the Specific Plan area:

- Thornton Avenue from Cherry Street to Newark Boulevard
- Cherry Street from Thornton Avenue to Central Avenue

Although these noise impacts may persist with implementation of the Specific Plan, the Specific Plan does propose changes in the form of the streetscape improvement project that may help reduce this significant impact. Specifically, reduction in travel lane widths and removal of the eastbound lane is expected to reduce travel speeds.

The Specific Plan includes the following strategy as part of Policy LU-19 to reduce noise impacts associated with noise generated from trains on the UPRR tracks:

- Railroad Adjacencies: To mitigate noise, visual, and air quality impacts from the railroad line that runs through the planning area, apply additional mitigations consistent with General Plan Policy LU-2.4 (Buffering from Transportation Facilities) to sites that abut the railroad line.
    - *Noise and Air Quality Impact Mitigations*. A noise and air quality impact mitigation strategy shall be submitted to the City for all residential or mixed-use projects with five or more dwelling units that locate residential units within 200 feet of the UPRR line. The plan shall be site specific and shall include the following contents:
        - Summary narrative of how the project is meeting or exceeding Building Code noise requirements and Noise Ordinance noise levels
        - Summary narrative of how the project is meeting Building Code air quality requirements

- Summary narrative indicating how site planning, including the location of outdoor common and/or private open space, supports mitigation of potential air quality and noise impacts.
- Landscaping, sound wall, and/or fencing measuring at least 6 feet in height at the property line of any rear frontage abutting the railroad line, shall be included in plans prior to building permit issuance.

The Specific Plan would generate construction noise related to development on private property and as part of the streetscape improvement project. As discussed in the Project Description, construction may include noise and vibration producing equipment in order to construct foundations for higher density projects. The General Plan includes policies to evaluate the need for and therefore potentially limit the use of noise and vibration producing equipment, such as pile drivers, jack hammers, and vibratory rollers, near sensitive receptors. The General Plan also regulates construction hours, and requires mufflers and temporary acoustical barriers/shielding to minimize construction noise impacts at adjacent receptors.

In summary, the Specific Plan would not include any elements that go beyond the scope of the General Plan and would not result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects to noise during construction or operation of the Specific Plan.

4.12 Population and Housing

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to population and housing. The Specific Plan would not induce substantial unexpected population growth that is not adequately planned for, nor displace substantial numbers of housing units or people, or necessitate construction of replacement housing elsewhere.

The Specific Plan accommodates approximately 400 net new housing units by 2040. In comparison, the General Plan assumed a comparable number of new multifamily housing units, at 372 units. The Specific Plan Planning Area is already largely built out, such that development will come in the form of redevelopment, primarily of commercial property. Some existing residential units may be redeveloped to make way for higher density housing. All redeveloped units are expected to be replaced on a 1:1 or greater basis. Moreover, relocation requirements would be regulated by local and State law.

The Planning Area is already well served by utility and transportation infrastructure. The General Plan describes policy requirements for infrastructure improvements commensurate with development. Moreover, the Project Description and further analysis in 4.16: Utilities and Service Systems describe the Specific Plan policies and improvements to water, sewer, stormwater, and other services that may be required to accommodate the level of development identified in the Specific Plan. The growth inducement represented by these improvements provide for infill development where it has already been planned for and studied.

As a result, the Specific Plan would not include any elements that go beyond the scope of the General Plan and proposes an amount of housing development that is comparable to what is allowed by the General Plan and analyzed in the General Plan EIR. Thus, no new significant environmental effects or a

substantial increase in the severity of previously identified significant effects would result with regard to this impact.

4.13 Public Services and Recreation

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to public services. The Specific Plan proposes a comparable amount of development—with fewer permanent jobs and slightly more residents—to what was accounted for in the General Plan. This increased population would have an incremental effect on fire and police services and facilities, schools, and libraries.

General Plan policies aim to meet increases in police and fire service demand as a result of development associated with the General Plan. Additionally, General Plan policies require Fire and Police Department review of major development projects to ensure that they meet code requirements and emergency response needs. In general, Building and Fire Codes require new development to build in additional safety features, such as fire sprinklers and ladder access, that reduce burdens on emergency responders. The Fire Department has equipment to fight fires in buildings up to 75 feet.

The General Plan assumes that multi-family dwelling units generate 0.133 students per unit, which would equate to 53 potential new students from the 400 net new housing units proposed in the Specific Plan Planning Area over a 20-year period; a small increase of approximately 4 students over that considered in the General Plan. This is generally accommodated by the General Plan and General EIR, which identifies sufficient existing capacity to serve additional students. The General Plan and General EIR do account for a new 600-student elementary school in Southwest Newark that would be constructed at such time when capacity is exceeded in the existing network of schools.

There are no city parks or recreation facilities within the Planning Area. Since the Specific Plan would not generate substantially more population that what was identified in the General Plan, it is not anticipated to have a greater impact on parks and recreation services. The Specific Plan would modestly improve access to public and quasi-public spaces by making improvements to Magnolia Plaza, Carter Station Plaza, and the streetscape on Thornton Avenue.

General Plan policies would continue to apply to development proposed under the Specific Plan, and thus would not strain public services. No new significant environmental effects or a substantial increase in the severity of previously identified significant effects would result with regard to this impact during operation or construction of the Specific Plan.

4.14 Transportation and Traffic

Overview

The General Plan EIR identified potential traffic impacts due to intersections operating at unacceptable levels of service. The General Plan EIR studied two intersections within the Specific Plan area:

1. Cherry Street and Thornton Avenue
2. Sycamore St and Thornton Ave

At the Cherry Street intersection, the analysis suggested the potential for delay that would push the level of service (LOS) at Thornton Avenue to unacceptable levels from LOS C to E in the PM peak hours.

Roadway improvements to Cherry Street (outside of the Specific Plan area) would reduce the potential impact to LOS D and therefore to acceptable levels.

A traffic impact analysis (TIA) was prepared by Abrams Associates in August 2020 to determine the potential impacts of the streetscape improvement plan and traffic associated with buildout of the Specific Plan. The TIA is included as Appendix A.

Methodology

Since the certification of the General Plan EIR, requirements for transportation analysis have changed from evaluation of LOS to vehicle miles traveled (VMT). The Governor's Office of Planning and Research (OPR) provides guidance on VMT analysis requirements and states that agencies may use screening thresholds to "quickly identify when a project should be expected to cause a less-than-significant impact without conducting a detailed study. (See e.g., CEQA Guidelines, §§ 15063(c)(3)(C), 15128, and Appendix G.)"[4]

OPR's guidance on VMT specify a number of considerations that would apply to the Specific Plan. Projects that generate or attract fewer than 110 trips per day, generally may be assumed to cause a less-than-significant transportation impact. This threshold is normally evaluated by calculating the trip generation for the project (i.e., a certain number of residential units or an increase in commercial space) to provide evidence the resulting trip generation increase is below the threshold. It can also be calculated for an increase in roadway capacity (i.e., when adding one or more through lanes to a roadway). In the case of this Specific Plan, there is no substantive increase in residential units and a reduction in commercial floor area compared to what was evaluated in the General Plan and General Plan EIR. Additionally, the Specific Plan does not propose to increase roadway capacity. Therefore, no additional VMT is anticipated as a result of the Specific Plan.

The OPR Guidance also states that "reducing roadway capacity (for example, by removing or repurposing motor vehicle travel lanes) will generally reduce VMT and therefore is presumed to cause a less-than-significant impact on transportation. Generally, no transportation analysis is needed for such projects."[5] The Specific Plan roadway improvements would also be exempt because the Specific Plan "includes addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way."[6] The OPR guidance states that these types of projects "would not likely lead to a substantial or measurable increase in vehicle travel, and therefore generally should not require an induced travel analysis."[7]

Regardless, the TIA bridges the gap for City staff, decision-makers, and members of the public to understand the relationship between the General Plan and Specific Plan as it relates to both LOS and VMT impacts.

[4] Technical Advisory on Evaluating Transportation Impacts In CEQA, Governor's Office of Planning and Research, Sacramento, CA, December, 2018.
[5] Ibid.
[6] Ibid.
[7] Ibid.

Findings

Future traffic volumes are estimated based on expected growth to the existing traffic volumes on Thornton Avenue combined with through volume forecasts for Thornton Avenue from the Alameda County Travel Demand Model and buildout of the projects envisioned under the Specific Plan.

The worst-case "cumulative plus project" scenario evaluates the future buildout conditions in the area for the Year 2040 based on the Alameda County Travel Demand Model, along with the growth anticipated for the area under the Specific Plan, and implementation of the streetscape improvement project. Note these forecasts have not been adjusted for potential effects of the COVID-19 pandemic (such an increase in working from home) and represent the worst-case forecasts that were developed based on pre-pandemic conditions (i.e. no reductions were taken to account for the effects of the pandemic).

Table 4 summarizes the LOS results for the Cumulative and Cumulative Plus Project weekday AM and PM peak hour conditions to isolate the influence of the Specific Plan on intersection LOS. As shown in Table 4, after removal of one eastbound through lane on Thornton Avenue and removal of the westbound left turn pocket at Magnolia Street, intersections #1 and #4 are forecast to continue operating at LOS F with significant delays for the side streets during the peak hours. The other project study intersections would continue to have acceptable conditions (LOS D or better) during the peak hours. Incremental increases in delay as a result of the project do not result in unacceptable conditions. Significant impacts only result if conditions at signalized intersections deteriorate from LOS D or better to LOS E or F, or from LOS E to F; or if conditions at unsignalized intersections deteriorate from LOS D or better to LOS E or F. As with existing conditions, the lane changes associated with the streetscape improvement project are not expected to result in any significant changes to future traffic operations or delay at the project study intersections.

Table 4: Cumulative Intersection Level of Service Conditions

	Intersection	*Control*	*Peak Hour*	*Cumulative*		*Cumulative Plus Project*	
				Delay	*LOS*	*Delay*	*LOS*
1	Ash Street & Thornton Avenue	Side Street Stop	AM	**51.5**	**F**	**51.5**	**F**
			PM	**100.0**	**F**	**100.0**	**F**
2	Sycamore Street & Thornton Avenue	Signalized	AM	36.6	D	37.5	D
			PM	37.7	D	38.0	D
3	Magnolia Street & Thornton Avenue	Side Street Stop	AM	13.3	B	16.5	C
			PM	21.8	C	28.8	D
4	Olive Street & Thornton Avenue	Side Street Stop	AM	**38.8**	**E**	**37.6**	**E**
			PM	**83.9**	**F**	**79.7**	**F**
5	Mulberry Street & Thornton Avenue	Side Street Stop	AM	14.1	B	15.2	C
			PM	17.6	C	17.5	C

Note: Highway Capacity Manual LOS results are presented in terms of average intersection delay in seconds per vehicle. For stop controlled intersections the results for the worst side street approach are presented.

Bold = Unacceptable levels of traffic

Source: Abrams Associates, 2020

As described in the TIA (Appendix A, page 14), the most substantial increase in queueing is forecast to occur on the eastbound approach to the traffic signal at Sycamore Street. With the removal of one of the two eastbound through lanes at this intersection the queues would be forecast to increase by about 225 feet (approximately nine vehicles on the eastbound approach to Sycamore Street). The queues are forecast to extend back to the railroad tracks but are not forecast to extend back to and/or through the Ash Street intersection. The Specific Plan streetscape plan maintains a right-turn lane from Thornton Avenue eastbound onto southbound Sycamore Street in order to alleviate queuing and prevent potential conflicts with the railroad tracks.

With the elimination of the westbound left turn pocket at Magnolia Street, the left turn queue would then be combined with the through traffic queue in one travel lane. However, the westbound through traffic queue at this intersection is forecast to be governed by the queues from the adjacent Sycamore Street intersection. The westbound queues at the Sycamore Street intersection are forecast to extend back to and through the Magnolia Street intersection during the peak hours, extending to approximately 300 feet east of Magnolia Street, but not to the Olive Street intersection. However, it is important to note that no through lanes are being removed in the westbound direction and similar queues are forecast to occur in the westbound direction regardless of whether the proposed project is implemented. As reported in Table 6 of the TIA (Appendix A), there is no difference in the queuing anticipated in the cumulative condition without the Specific Plan (a proxy for the level of queuing assumed in the General Plan) and with the Specific Plan; therefore, there is no increase in the severity of this impact.

Conclusion

Based on this analysis, construction of the streetscape and roadway improvements and the marginal increase in residential units and jobs associated with the Specific Plan would not result in any new or substantially increased significant impact to traffic operations or safety in the area. The planned improvements to pedestrian facilities and the new bicycle lanes on Thornton Avenue would be expected to substantially improve safety for bicyclists and pedestrians in the area. No new significant environmental effects or a substantial increase in the severity of previously identified significant effects would result with regard to this impact during operation or construction of the Specific Plan.

4.15 Tribal Cultural Resources

The General Plan EIR did not address the issue of tribal cultural resources separately from the discussion in the Cultural Resources chapter. As described in the General Plan EIR, Native American cultural resources in western Alameda County are typically found near the Bay shore and adjacent to other seasonal and perennial watercourses. Resources are known to exist and more resources are likely to exist in the Southwest Newark Residential and Recreational Focus Area, in the area bounded by the intersection of Mowry Avenue to the north, Cherry Street to the east, the Union Pacific Railroad tracks to the west, and the city limit to the south. However, there are no known tribal cultural resources nor or any expected within the Specific Plan Planning Area which is located on higher ground outside of the Bay shore area. The City of Newark initiated AB 52 tribal consultation on November 20, 2020 for the Specific Plan. No tribal contacts requested consultation.

The Specific Plan is not anticipated to cause a substantial adverse change in the significance of a tribal cultural resource as either a site, feature, place, cultural landscape, sacred place, or object with cultural value to a California Native American tribe. Therefore, this issue does not require further study in an EIR.

4.16 Utilities and Service Systems

The General Plan EIR determined that development under the General Plan would not result in any significant impacts with regard to utilities and service systems. The Specific Plan does not propose development beyond what was anticipated in the General Plan, and thus would not add any additional strain to systems as a result of additional residents or employees during construction or operation of the Specific Plan.

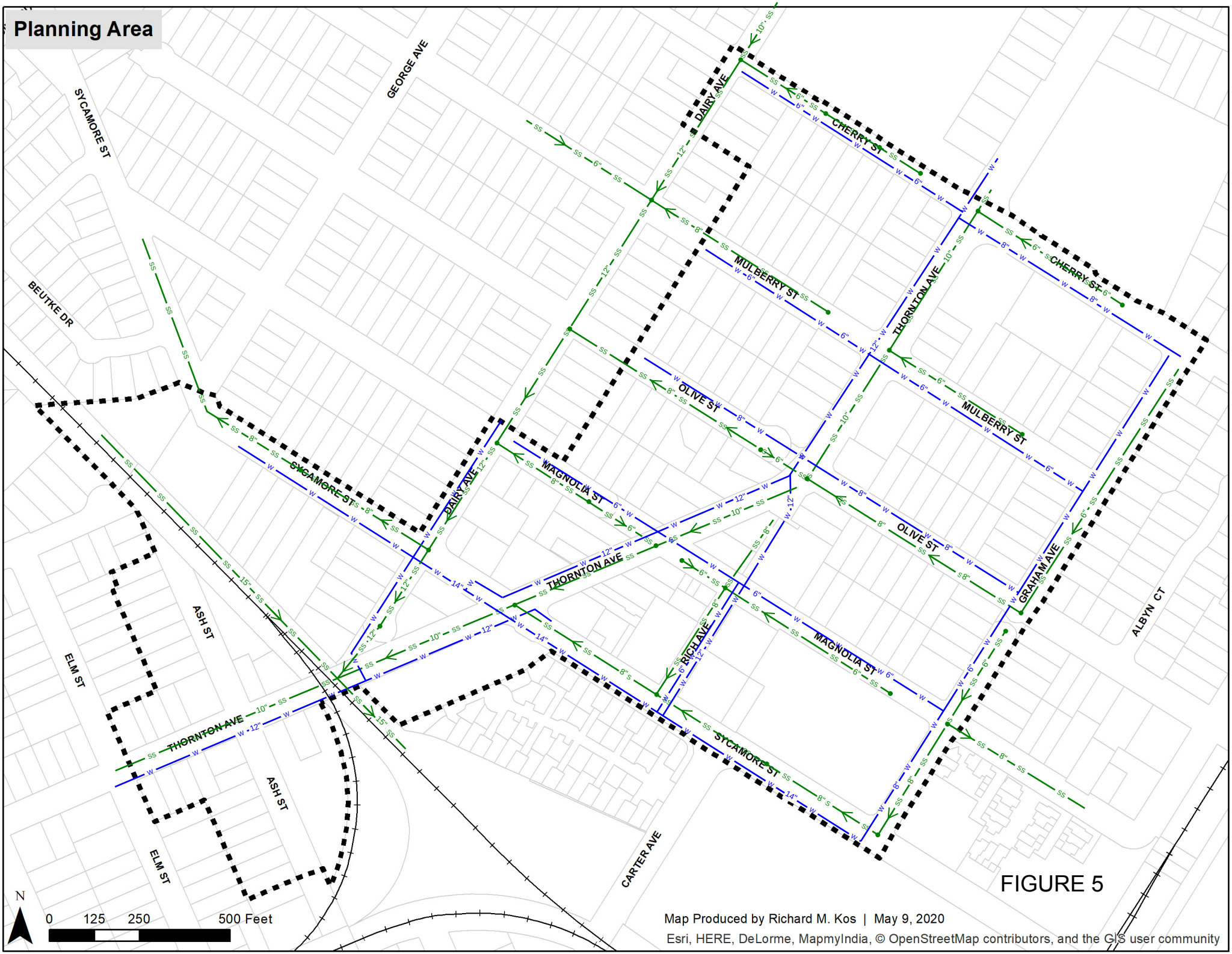
Water

The General Plan EIR evaluated the potential impacts of development on water supply and concluded that there was sufficient capacity to serve this increase in demand. Still, the General Plan EIR acknowledges that Alameda County Water District (ACWD) may experience water supply shortages during single and multiple dry years. The General Plan EIR also concluded that existing water treatment infrastructure was sufficient to accommodate development anticipated under the General Plan. Since the Specific Plan estimates a comparable level of development that was analyzed in the General Plan, no further impact to these services and facilities are anticipated.

However, at the block level, the Specific Plan anticipates potential improvements for specific portions of water pipeline to manage capacity. ACWD has a capital improvement program to replace water pipelines that have aged and/or are undersized. When development or major roadway improvements in this area occur, ACWD may also require hydraulic analysis to be performed, primarily to assess fire flows. This analysis will determine if the existing water system is sufficient to serve proposed development and/or if replacement or other renewal of the water system serving the site is required. There are locations in the Planning Area where upsizing of mains may be required for new development. Figure 5 depicts 6” mains on portions of Magnolia, Mulberry, and Cherry Streets which may require upsizing, to serve multi-story development. Additionally, any development on Magnolia Street near Rich Avenue will need to consider the disposition and relocation of the existing 12-inch water main that occupies the former right-of-way and the easements that serve all of the utilities within that former right-of-way.

The construction of such facilities are standard upgrades that require opening up the street and replacing pipe. They are typically short segments of improvements (typically no more than a block at a time) and can be achieved with a short timeframe. These improvements can often be made in conjunction with other underground utility work, potentially including the streetscape project. Therefore, they do not represent a level of construction that would cause significant environmental effects. The Specific Plan includes the following policies to minimize the potential for impacts caused by water infrastructure improvements:

- Policy INF-4: The City should work with ACWD to encourage them to replace aged and undersized water pipeline on Thornton Avenue during the streetscape construction project to maximize project efficiency and avoid digging up the street again in the near future.


Planning Area
GEORGE AVE
SYCAMORE ST
BEUTKE DR
DAIRY AVE
CHERRY ST
MULBERRY ST
THORNTON AVE
OLIVE ST
MAGNOLIA ST
SYCAMORE ST
ASH ST
ELM ST
RICH AVE
GRAHAM AVE
ALBYN CT
CARTER AVE
N
0 125 250 500 Feet
FIGURE 5
Map Produced by Richard M. Kos | May 9, 2020
Esri, HERE, DeLorme, MapmyIndia, © OpenStreetMap contributors, and the GIS user community

- Policy INF-5: The City should work with ACWD to design the streetscape improvement project to either relocate the water line along Thornton Avenue or design the new sidewalk and landscape strip to continue to allow ACWD underground access.
- Policy INF-6: The City should encourage ACWD to repair mains that score high on the ACWD Pipeline Renewal Program priority list for replacement or renewal. As part of these repairs, the City should encourage ACWD to upsize the 6" mains on Magnolia, Mulberry, and Cherry Streets to accommodate higher density development.
- Policy INF-7: The City should work with property owners and developers with projects fronting sections of 6" water lines to understand requirements for upsizing prior to building permit application. This may include fire flow analyses. This requirement shall be identified as a condition of approval.
- Policy INF-8: If ACWD does not plan to upgrade 6" pipes, the City may coordinate a fair share contribution program to facilitate upsizing of water pipes. The program should help to avoid placing the burden for upgrading pipes on the initial developer, take responsibility to implement improvements, and continue to collect fair share payments until upsizing is complete.

Sewer

The General Plan EIR evaluated the potential impacts of new development on sewer capacity and concluded that there was sufficient capacity to serve this increase in demand. Since the Specific Plan estimates a comparable level of development that was analyzed in the General Plan, no further impact to these services and facilities is anticipated. However, the General Plan EIR indicated that the Union Sanitary District's (USD) sewer collection system may not be sufficient to accommodate buildout of the General Plan. While USD has sufficient capacity to accommodate new development in the Specific Plan Planning Area, the USD's sewer collection system may not be sufficient to accommodate buildout of the General Plan. The USD's Newark Basin Master Plan includes collection system improvements to support future development in its service area, and is planned to be updated every six years. However, new development under the General Plan had not been accounted in the buildout assessment of the current 2012 Newark Basin Master Plan. As a result, some areas would require additional improvements beyond what is included in the 2012 Newark Basin Master Plan. The General Plan EIR identifies the following policy measure to help minimize the potential for impacts:

- General Plan Policy CSF-5.2: Sanitary Sewer. Work with the Union Sanitary District to ensure that the sewer system is expanded to serve Newark's new development areas, existing facilities are regularly maintained, sufficient wastewater capacity is provided to meet projected growth, and wastewater effluent is treated to meet all state and federal standards.

To understand the sewer infrastructure needs that may be generated by this Specific Plan, consultants aim to fulfill General Plan Policy CSF-5.2 and evaluate the sewer capacity and infrastructure needs of the Specific Plan. The 2012 Newark Basin Sewer Master Plan indicates there are no capacity issues within or downstream of the Specific Plan Planning Area. Sewer modeling completed for the Specific Plan buildout and Planning Area, predicts that trunk lines would operate at approximately 50% capacity or better during future Peak Wet Weather Flow. The model takes into consideration estimates for future flows based on proposed new development and redevelopment projects (specifically, 400 new dwelling units zoned for high density residential).

To implement this General Plan policy, this Addendum evaluates wastewater demand generated by this Specific Plan on the current system. There are locations in the Planning Area where upsizing of mains may be required for new development. As shown on Figure 5, there are 6" sewer mains on portions of Magnolia, Olive, Mulberry, and Cherry Streets which may require upsizing, depending on the level of residential density--and resulting wastewater demand—proposed. Projects from these sites could connect directly to the 10-inch diameter main in Thornton Avenue or the smaller mains could be replaced to accommodate a concentrated flow. As part of its standard project review process (the Capacity Charge Ordinance) USD may require development projects to provide wet-weather and dry-weather flow studies to more accurately determine available local capacity and identify possible mitigations in the unexpected case where capacity is not sufficient. If USD does not make these improvements, the plan suggests that the City could support these upgrades by collecting fair share contributions from private developers and/or by initiating an infrastructure financing district.

Upsizing sewer pipe are standard upgrades that require opening up the street and replacing pipe. They are typically short segments of improvements (typically no more than a block at a time) and can be achieved with a short timeframe. These improvements can often be made in conjunction with other underground utility work, potentially including the streetscape project. Therefore, they do not represent a level of construction that would cause significant environmental effects. The Specific Plan includes the following policies to minimize the potential for impacts caused by sewer infrastructure improvements:

- Policy INF-1: The City should encourage USD to conduct the point repair using a CPPP liner on the 10" main in Thornton Avenue, between Magnolia and Olive during the streetscape construction project. This will maximize project efficiency and avoid digging up the street again in the near future. As part of these repairs, the City should encourage USD to upsize the 6" sewer mains on portions of Magnolia, Olive, Mulberry, and Cherry Streets.

- Policy INF-2: The City should work with property owners and developers with projects fronting sections of 6" sewer lines to understand requirements for upsizing prior to building permit application. These may include, but are not limited to, wet-weather and dry-weather flow studies. This requirement shall be identified as a condition of approval.

- Policy INF-3: If USD does not plan to upgrade 6" pipes, the City may coordinate a fair share contribution program to facilitate upsizing of sewer pipes. The program should aim to avoid placing the burden for upgrading pipes on the initial developer, take responsibility to implement improvements, and continue to collect fair share payments until upsizing is complete.

Stormwater

The General Plan EIR evaluated the potential impacts of new development on stormwater runoff and storm drain infrastructure and concluded that there was sufficient capacity to serve this increase in demand. Since the Specific Plan estimates a comparable level of development that was analyzed in the General Plan, no further impact to these services and facilities are anticipated.

Although there are no capacity deficiencies noted within the Specific Plan Planning Area, the distribution of infrastructure is inconsistent. In particular, there are no storm drain inlets on Thornton Avenue within the commercial area. Elsewhere on Thornton Avenue, some inlets are just 2 feet deep. Storm drainage is conveyed by surface to catch basins and storm drain lines within the connecting side streets. The

Thornton Avenue streetscape improvement project would provide green infrastructure measures and other drainage infrastructure to capture stormwater from the sidewalk.

Even with implementation of C.3 stormwater regulations required for most projects, individual development projects may need to extend existing storm drainage mains to their sites to provide a point of connection. This is likely the case on Cherry, Mulberry, and Olive Streets where there is little or no storm drain system fronting potential opportunity sites. Development opportunity sites are currently covered by impervious surfaces. Redevelopment of these sites may decrease the amount of pervious surface area as a result of site planning, landscape area standards, and C.3 stormwater regulations. Construction of storm drain infrastructure may therefore rectify both an existing deficiency and improve stormwater management for future development projects and adjacent uses. The Specific Plan identifies the following policies to minimize the potential for stormwater impacts:

- Policy INF-9: The City should work with property owners and developers with projects fronting Thornton Avenue to understand requirements for storm drain infrastructure prior to building permit application. This requirement shall be identified as a condition of approval.
- Policy INF-10: Individual projects should use stormwater management as a key part of initial site planning. The City shall require C.3 stormwater forms and plans for stormwater management at plan intake, to the extent feasible and consistent with State law requirements for project submittal.
- Policy INF-11: In accordance with the City of Newark's Green Infrastructure Plan, the City shall install green infrastructure and other storm drain improvements as part of the streetscape improvement project to expand capacity and improve stormwater management on Thornton Avenue.

The installation of green stormwater infrastructure, such as planters and swales, as well as installation of storm drain inlets or catch basins are standard improvements to the stormwater infrastructure system. They are typically short segments of improvements (typically no more than a block at a time) and can be achieved with a short timeframe. These improvements can often be made in conjunction with other underground utility work, potentially including the streetscape project. Therefore, they do not represent a level of construction that would cause significant environmental effects.

Solid Waste

The General Plan EIR concluded that the Altamont Landfill would have sufficient capacity to accommodate the General Plan's solid waste disposal needs through 2040, and with the applicable State and local regulations in place, buildout of the General Plan would not result in a significant impact with regard to landfill capacity. Since the Specific Plan estimates a comparable level of development that was analyzed in the General Plan, no further impact to these services and facilities is anticipated. Citywide, solid waste is expected to decrease over time as the diversion rate (to compost and recycling) increases.

Electric Power, Natural Gas, or Telecommunications

The General Plan EIR did not address the construction of new electric power, natural gas, or telecommunication facilities, which were added to the CEQA Guidelines in 2018.

Pacific Gas and Electric (PG&E) is responsible for providing gas and electric service to the Planning Area. Power and communication along Thornton Avenue are underground. Power and communication along

the side streets within the Planning Area are overhead. The National Pipeline Mapping System indicates there are no large underground gas or fuel transmission mains within the Specific Plan Planning Area. The City typically requires "will serve" letters for these utilities.

Proposed projects will likely require new electric, gas, and communications services including, but not limited to, new transformers. Potential impacts will need to be vetted with each utility provider based on the actual project proposed. The Specific Plan recommends that coordination happen early in the project development process. These utility requirements are standard for development projects throughout the region. They are typically short segments of improvements (typically no more than a block at a time) and can be achieved with a short timeframe, sometimes in coordination with other joint trench activities. Therefore, they do not represent a level of construction that would cause significant environmental effects.

Conclusion

No new significant environmental effects or a substantial increase in the severity of previously identified significant effects would result with regard to this impact during operation or construction of the Specific Plan.

4.17 Wildfire

The General Plan EIR did not address the issue of wildfire separately from the discussion in the Hazards and Hazardous Materials chapter. Its publication preceded the December 2018 CEQA Guidelines update, which expanded CEQA by defining this issue area as a stand-alone resource category. The General Plan EIR described the City's Emergency Operations Plan, which provides operational procedures for responding to a variety of emergency conditions. The General Plan EIR concluded that through General Plan policy implementation and adherence to existing local and State regulations, the General Plan would not impair implementation or physically interfere with the Emergency Operations Plan.

The Specific Plan Planning Area and the City of Newark as a whole are not located in or near state or local responsibility areas or lands classified as very high fire hazard severity zones, according to Cal Fire. The Specific Plan does not propose improvements that would impair an adopted emergency response plan or emergency evacuation plan. Nor does it exacerbate wildfire risks or require installation of infrastructure that could exacerbate risk. The Specific Plan Planning Area would not expose people or structures to significant risks, including downslope or downstream flooding or landslides. The potential for wildfire impacts would be less than significant. Although the General Plan EIR did not specifically address wildfire as a separate issue area, the Specific Plan is located in an urbanized area outside a Very High Fire Hazard Severity Zone and would not result in a new significant impact. Therefore, no new mitigation measures are warranted, and this issue does not require further study in an EIR.

5. CONCLUSION

The Old Town Newark Specific Plan only requires an Addendum to the General Plan EIR pursuant to the California Environmental Quality Act Guidelines Section 15164 and the analyses contained in this study. An addendum to a previously adopted EIR may be prepared if only some changes or additions are necessary and none of the conditions described in Section 15162 requiring the preparation of a subsequent EIR have occurred. The CEQA Guidelines require that a brief explanation be provided to

support the findings that no subsequent EIR is needed for further discretionary approval. These findings are described below:

> Required Finding #1: No substantial changes are proposed in the project which require major revisions of the previous EIR due to the involvement of new, significant environmental effects or a substantial increase in the severity of previously identified significant effects.

The physical and environmental circumstances under which the Specific Plan would be implemented have not substantially changed since the preparation of the General Plan EIR. The amount of development proposed in the Specific Plan was envisioned in and analyzed in the General Plan. Therefore, the "project" evaluated in the General Plan EIR has not materially changed. No substantial changes have occurred with respect to the circumstances under which the Specific Plan would be implemented that would require revisions of the General Plan EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects.

> Required Finding #2: Substantial changes have not occurred with respect to the circumstances under which the project is undertaken which would require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects.

No substantial changes have occurred with respect to the circumstances under which the Specific Plan would be implemented that would require revisions of the General Plan EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects. The characteristics of the Old Town Planning Area, such as streets, development, uses, noise, and vehicle trips, are largely unchanged since preparation of the General Plan and General Plan EIR. The Specific Plan is consistent with and endeavors to implement all of the General Plan policies prescribed for Old Town, specifically.

> Required Finding #3: No new information of substantial importance has been provided that would indicate that the proposed project would result in one or more significant effects not discussed in the previous EIR. No previously examined significant effects would be substantially more severe than shown in the previous EIR. No mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative. No mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

The Specific Plan does not propose development not already anticipated and analyzed within the General Plan EIR. Furthermore, no new information exists that would indicate that the Specific Plan would result in a new significant impact or an increase in the significance of a previously identified significant effect. Therefore, an Addendum to the General Plan EIR would be appropriate under these criteria. As described in each of the environmental topics, the Specific Plan does not make more severe

any of the significant and unavoidable impacts identified in the General Plan EIR, as it does not generate additional amounts of development or other physical impacts that were not anticipated by the General Plan or General Plan EIR. Since the Specific Plan is consistent with the General Plan, there are no additional mitigation measures appropriate for the Specific Plan that have not already been identified in the General Plan EIR to reduce potential impacts.

Accordingly, and based on the findings and information contained in this study, the General Plan EIR, and the CEQA statute and State CEQA Guidelines, including sections 15162 and 15164, the Specific Plan would not result in any additional effects on any environmental resources located on or near the Specific Plan area. The potential environmental effects of the Project have been adequately addressed in the General Plan EIR, as modified by this Addendum.

6. APPENDIX

Appendix A: Traffic Impact Analysis

Transportation Impact Analysis

Old Town Newark Specific Plan

City of Newark

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Abrams Associates
TRAFFIC ENGINEERING, INC.

October 26, 2020

Old Town Newark Specific Plan
City of Newark

TRANSPORTATION IMPACT ANALYSIS

1) INTORDUCTION

This traffic impact study describes the existing and future conditions for transportation with and without the roadway improvements planned for Thornton Avenue as part of the Old Town Newark Specific Plan. The study presents information on the regional and local roadway networks, pedestrian and transit conditions, and provides an analysis of the effects on transportation facilities associated with the project. **Figure 1** shows the location, the roadway system, and the project study intersections.

This study also describes the regulatory setting; the criterion used for determining the significance of environmental impacts; and summarizes potential environmental impacts and appropriate mitigation measures. This study has been conducted in accordance with the requirements and methodologies set forth by Alameda County, the City of Newark, the Alameda County Transportation Commission (ACTC), Caltrans, and the applicable provisions of CEQA. Based on this analysis, the completion of the planned improvements to Thornton Avenue, including removal of a westbound through lane, would not be expected to result in any significant transportation or traffic impacts and all study intersections are forecast to continue to have acceptable traffic operations under cumulative buildout (Year 2040) conditions with the revised lane configurations.

2) PROJECT DESCRIPTION

One goal of the specific plan is to improve safety and pedestrian access in the Old Town Newark Specific Plan area. To achieve this one of the two westbound through lanes is proposed to be removed, along with the eastbound left turn pocket at Magnolia Street. **Figure 2** shows the proposed changes to the lane configurations at each of the project study intersections.

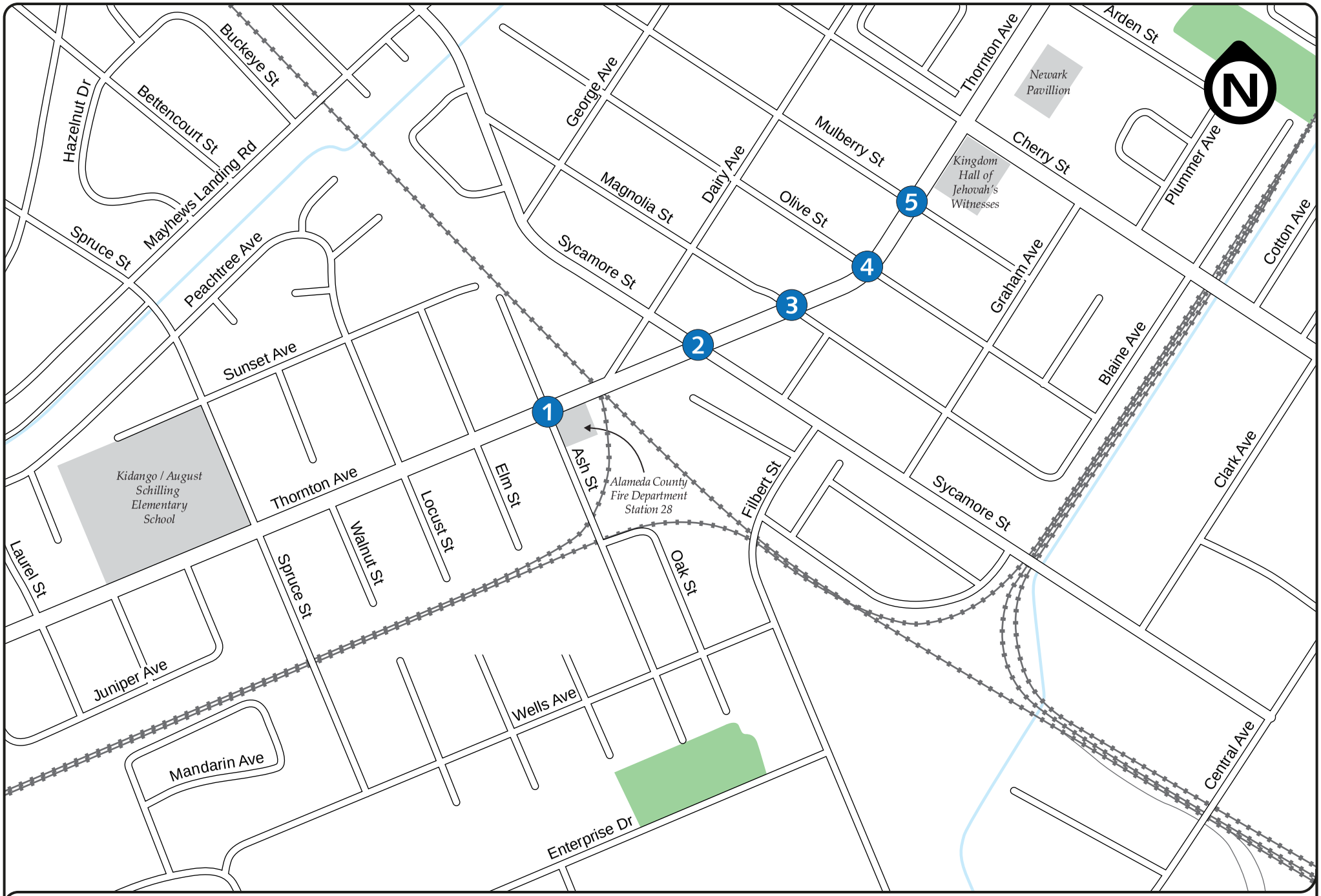

FIGURE 1 | PROJECT STUDY INTERSECTIONS
TRANSPORTATION IMPACT ANALYSIS
Old Town Newark Specific Plan
City of Newark

Abrams Associates
TRAFFIC ENGINEERING, INC.

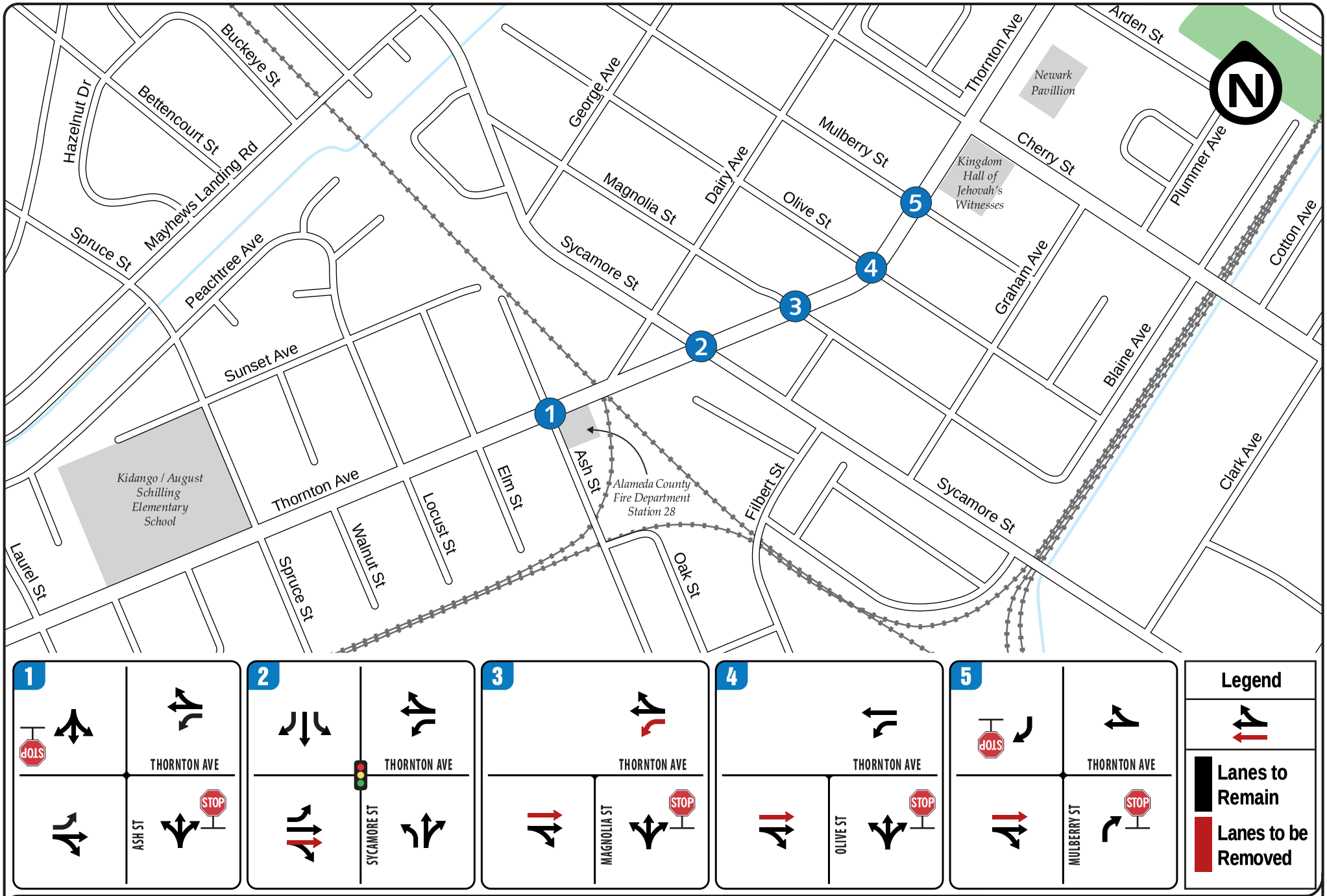

FIGURE 2 | EXISTING LANE CONFIGURATIONS
TRANSPORTATION IMPACT ANALYSIS
Old Town Newark Specific Plan
City of Newark

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TRAFFIC ENGINEERING, INC.

3) ENVIRONMENTAL SETTING

This section of the report describes the roadways, traffic conditions and other existing transportation characteristics in the vicinity of the project. The primary basis of the analysis is the peak hour level of service for the key intersections. The hours identified as the "peak" hours are generally between 7:30 a.m. and 8:30 a.m. and from 4:45 p.m. to 5:45 p.m. for the majority of the transportation facilities described. Throughout this report, these peak hours will be identified as the AM and PM peak hours, respectively.

3.1 Project Study Intersections

To evaluate the potential changes a list of project study intersections was prepared in coordination with City Staff. **Figure 1** shows the location of the project study intersections. There are five study intersections included in the analysis. Intersections #1, 2, 3, and 5 are currently controlled with stop signs and intersection #4 is controlled with a traffic signal.

Project Study Intersections

1. Thornton Avenue at Mulberry Street
2. Thornton Avenue at Olive Street
3. Thornton Avenue at Magnolia Street
4. Thornton Avenue at Sycamore Street
5. Thornton Avenue at Ash Street

3.2 Traffic Analysis Scenarios

The study intersections were evaluated for the following four scenarios:

- Scenario 1: *Existing (No Project) Conditions* – Level of Service (LOS) based on existing peak hour volumes and existing intersection configurations.

- Scenario 2: *Existing Plus Project* – Existing traffic volumes plus the planned changes to the lane configurations that are proposed as part of the Old Town Newark Specific Plan.

- Scenario 3: *Cumulative (No Project) Conditions* – The Cumulative (Year 2040) scenario is based on the future traffic volumes forecast for the area by the Alameda County Transportation Commission (ACTC) Travel Demand Model.

- Scenario 4: *Cumulative Plus Project Conditions* – This scenario is based on the Cumulative 2040 traffic volumes plus planned changes to the lane configurations proposed as part of the Old Town Newark Specific Plan.

3.3 Existing Roadway Network

As discussed previously, the project location and the surrounding roadway network are illustrated in **Figure 1**. The following is a more detailed description of the roadways that could be affected by the project:

- **Thornton Avenue –** Thornton Avenue is a primary north-south corridor in the City of Newark and is designated as an arterial in the City's General Plan. It extends south from Reynolds Drive across Interstate 880 and through the Old Town Newark Specific Plan Area. From there is extends west to terminate at State Route 89.

- **Sycamore Street –** Sycamore Street is east-west roadway and **Ash Street, Olive Street Magnolia Street, and Mulberry Street**. It extends west from Central Avenue to Mahew's Landing Road where the roadway changes names to Haley Street.

- **Ash Street, Olive Street, Magnolia Street, and Mulberry Street –** Ash Street, Olive Street, Magnolia Street, and Mulberry Street are all two lane roadways that provide access to residential areas on either side of Thornton Avenue. All of these roadways are designated as local roads in the City's General Plan.

3.4 Intersection Analysis Methodology

Existing operational conditions at the five (5) study intersections have been evaluated according to the requirements set forth by the City of Newark, the ACTC, and Caltrans. Analysis of traffic operations was conducted using the 6th Edition of the *Highway Capacity Manual* (*HCM*) Level of Service (LOS) methodology analyzed with Synchro software.[1] Level of service is an expression, in the form of a scale, of the relationship between the capacity of an intersection (or roadway segment) to accommodate the volume of traffic moving through it at any given time. The level of service scale describes traffic flow with six ratings ranging from A to F, with "A" indicating relatively free flow of traffic and "F" indicating stop-and-go traffic and traffic jams. As the amount of traffic moving through a given intersection or roadway segment increases, the traffic flow conditions that motorists experience rapidly deteriorate as the capacity of the intersection or roadway segment is reached. Under such conditions, there is general instability in the traffic flow, which means that relatively small incidents (e.g., momentary engine stall) can cause considerable fluctuations in speeds and delays that lead to traffic congestion. This near-capacity situation is labeled level of service (LOS) E. Beyond LOS E, the intersection or roadway segment capacity has been exceeded, and arriving traffic will exceed the ability of the intersection to accommodate it.

For signalized intersections, The *HCM* methodology determines the capacity of each lane group approaching the intersection. The LOS is then based on average control delay (in seconds per

[1] *Highway Capacity Manual – Sixth Edition*, Transportation Research Board, Washington D.C., 2016.

vehicle) for the various movements within the intersection. A combined weighted average control delay and LOS are presented for the intersection. A summary of the HCM results and copies of the detailed HCM LOS calculations are included in the appendix to this report. **Table 1** summarizes the relationship between LOS, average control delay, and the volume to capacity ratio at signalized intersections. **Table 2** summarizes the relationship between LOS and average control delay at unsignalized intersections.

For unsignalized (all-way stop controlled and two-way stop controlled) intersections, the average control delay and LOS operating conditions are calculated by approach (e.g., northbound) and movement (e.g., northbound left-turn) for movements with delay. In general, the operating conditions for unsignalized intersections are presented for the worst approach.

3.5 Existing Intersection Capacity Conditions (Scenario 1 – No Project)

The existing intersection geometry at each of the project study intersections can be seen in **Figure 2.** Traffic counts at the study intersections were conducted in November of 2018 at times when local schools were in session. **Figure 3** presents the existing traffic volumes at the project study intersections. **Table 3** summarizes the associated LOS computation results for the existing weekday AM and PM peak hour conditions. Please note that the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*. As shown in **Table 3**, intersections #1 and #4 currently operate at LOS E or F during the PM peak hour and intersection #1 also operates at LOS E during the AM peak hour. The other study intersections were found to have acceptable conditions (LOS D or better) during the weekday AM and PM peak hours, based on the pre-pandemic volumes.

3.6 Pedestrian and Bicycle Facilities

Bicycle paths, lanes and routes are typical examples of bicycle transportation facilities, which are defined by Caltrans as being in one of the following three classes:

Class I – Provides a completely separated facility designed for the exclusive use of bicyclists and pedestrians with crossing points minimized.

Class II – Provides a restricted right-of-way designated lane for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and cross-flows by pedestrians and motorists permitted.

Class III – Provides a route designated by signs or permanent markings and shared with pedestrians and motorists.

There are sidewalks in the project study area and there are existing Class II bicycle lanes on Sycamore Street.

TABLE 1
SIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS

Level of Service	Description of Operations	Average Delay (sec/veh)	Volume to Capacity Ratio
A	Insignificant Delays: No approach phase is fully used and no vehicle waits longer than one red indication.	≤ 10	< 0.60
B	Minimal Delays: An occasional approach phase is fully used. Drivers begin to feel restricted.	> 10 to 20	> 0.61 to 0.70
C	Acceptable Delays: Major approach phase may become fully used. Most drivers feel somewhat restricted.	> 20 to 35	> 0.71 to 0.80
D	Tolerable Delays: Drivers may wait through no more than one red indication. Queues may develop but dissipate rapidly without excessive delays.	> 35 to 55	> 0.81 to 0.90
E	Significant Delays: Volumes approaching capacity. Vehicles may wait through several signal cycles and long vehicle queues from upstream.	> 55 to 80	> 0.91 to 1.00
F	Excessive Delays: Represents conditions at capacity, with extremely long delays. Queues may block upstream intersections.	> 80	> 1.00

SOURCES: *Highway Capacity Manual, Sixth Edition*, Transportation Research Board, 2016.

TABLE 2
UNSIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS

Level of Service	Description of Operations	Average Delay (seconds/vehicle)
A	No delay for stop-controlled approaches.	0 to 10
B	Operations with minor delays.	> 10 to 15
C	Operations with moderate delays.	> 15 to 25
D	Operations with some delays.	> 25 to 35
E	Operations with high delays and long queues.	> 35 to 50
F	Operation with extreme congestion, with very high delays and long queues unacceptable to most drivers.	> 50

SOURCE: *Highway Capacity Manual, Sixth Edition*, Transportation Research Board, 2016.

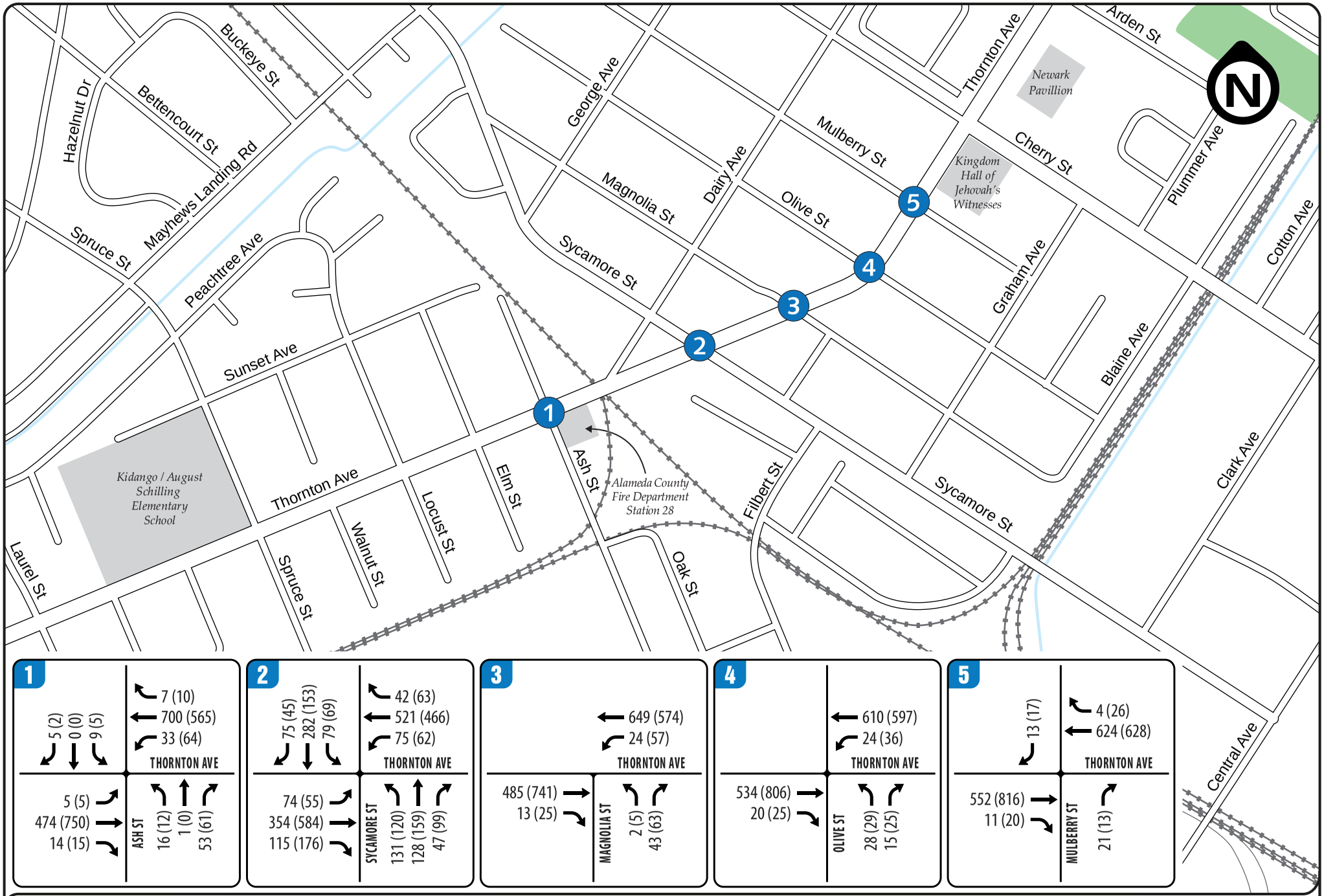

FIGURE 3 | EXISTING AM(PM) PEAK HOUR TRAFFIC VOLUMES

TRANSPORTATION IMPACT ANALYSIS

Old Town Newark Specific Plan

City of Newark

Abrams Associates
TRAFFIC ENGINEERING, INC.

TABLE 3
EXISTING INTERSECTION LEVEL OF SERVICE CONDITIONS

	INTERSECTION	CONTROL	PEAK HOUR	EXISTING	
				Delay	LOS
1	ASH STREET & THORNTON AVENUE	Side Street Stop	AM	**38.7**	**E**
			PM	**> 50.0**	**F**
2	SYCAMORE STREET & THORNTON AVENUE	Signalized	AM	28.9	C
			PM	22.6	C
3	MAGNOLIA STREET & THORNTON AVENUE	Side Street Stop	AM	12.3	B
			PM	17.8	C
4	OLIVE STREET & THORNTON AVENUE	Side Street Stop	AM	31.3	D
			PM	**46.3**	**E**
5	MULBERRY STREET & THORNTON AVENUE	Side Street Stop	AM	14.0	B
			PM	15.8	C

SOURCE: Abrams Associates, 2020
NOTES: HCM LOS results are presented in terms of average intersection delay in seconds per vehicle. For stop controlled intersections the results for the worst side street approach are presented.

4) REGULATORY CONTEXT

Existing policies, laws and regulations that apply to the proposed project are summarized below.

4.1 State

The California Department of Transportation (Caltrans) has jurisdiction over State highways. The Guide for the Preparation of Traffic Impact Studies provides consistent guidance for Caltrans staff reviewing development/land use change proposals. The Guide also informs local agencies about information needed for Caltrans to analyze the traffic impacts to state highway facilities which include freeway segments, on- or off-ramps, and signalized intersections.

4.2 Local

City of Newark General Plan - The Transportation and Circulation Element included in the City of Newark General Plan was prepared pursuant to Section 65302(b) of the California Government Code. The Transportation and Circulation Element addresses existing and planned transportation routes, terminals, and other local public utilities and facilities. The General Plan identifies roadway and transit goals and policies that have been adopted to ensure that the transportation system of the County will have adequate capacity to serve planned growth. These goals and policies are intended to provide a plan and implementation measures for an integrated, multi-modal transportation system that will safely and efficiently meet the transportation needs of all economic and social segments of the County.

4.3 Significance Criteria

The goal of the City of Newark is to maintain a mid-Level of Service (LOS) D during the peak hours. Please note that for the Caltrans freeway facilities in the area the operational standards and significance criteria are established by the Alameda County Transportation Commission (ACTC) acting as the designated Congestion Management Agency (CMA) representing the jurisdictions of Alameda County. As the acting CMA the CCTA establishes the traffic LOS standards for all state highway facilities in Alameda County, which supersede the general Caltrans operational standard for all state highways. As the designated Congestion Management Agency (CMA) representing the jurisdictions of Alameda County, the Alameda County Transportation Commission is responsible for preparing and adopting a Congestion Management Program (CMP). Consistent with the CMP legislation, the Authority establishes the level-of-service standards for the CMP network.

Signalized Intersections - Project-related operational impacts on the signalized study intersections in the City of Newark are considered significant if project-related traffic causes the Level of Service (LOS) rating to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F.

Unsignalized Intersections - Project-related operational impacts on unsignalized intersections are considered significant if project generated traffic causes the worst-case movement (or average of all movements for all-way stop-controlled intersections and roundabouts) to deteriorate from LOS D or better to LOS E or F.

According to CEQA guidelines, a project would have a significant impact if it would:

- Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including, but not limited to, intersections, streets, highways and freeways, pedestrian and bicycle paths and mass transit.
- Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways.
- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks.
- Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
- Result in inadequate emergency vehicle access.
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities.

5) IMPACTS AND MITIGATION MEASURES

5.1 Peak Hour Traffic Forecasts

The traffic changes associated with the Old Town Specific Plan include removal of one of the two westbound through lanes and also removal of the eastbound left turn pocket at Magnolia Street. The future traffic volumes were based on expected growth to the existing traffic volumes on Thornton Avenue combined with through volume forecasts for Thornton Avenue from the Alameda County Travel Demand Model.

5.2 Existing Plus Project Traffic Capacity Conditions (Scenario 2)

This scenario evaluates the existing conditions with the changes to traffic forecast as a result of the proposed roadway changes associated with the Old Town Newark Specific Plan, which are presented in **Figure 2**. The capacity calculations for the Existing Plus Project scenario are shown in **Table 4**. Please note that the corresponding LOS analysis calculation sheets are presented in the Traffic Analysis Appendix. As shown in **Table 4**, with completion of the planned removal of one westbound through lane and also removal of the eastbound left turn pocket at Magnolia Street intersections #1 and #4 would be forecast to continue operating at LOS E or F with significant delays on the side streets during the PM peak hour. The side street approach at Intersection #4 is also forecast to continue to operate at LOS E during the AM peak hour. The other project study intersections would be forecast to continue to have acceptable conditions (LOS D or better) during the weekday AM and PM peak hours. In general, the planned lane changes associated with the Old Town Newark Specific Plan are not expected to result in any significant changes to traffic operations or delay at the project study intersections.

TABLE 4
EXISTING PLUS PROJECT INTERSECTION LEVEL OF SERVICE CONDITIONS

	INTERSECTION	CONTROL	PEAK HOUR	EXISTING		EXISTING PLUS PROJECT	
				Delay	LOS	Delay	LOS
1	ASH STREET & THORNTON AVENUE	Side Street Stop	AM	**38.7**	**E**	**38.7**	**E**
			PM	**> 50.0**	**F**	**> 50.0**	**F**
2	SYCAMORE STREET & THORNTON AVENUE	Signalized	AM	28.9	C	29.1	C
			PM	22.6	C	24.5	C
3	MAGNOLIA STREET & THORNTON AVENUE	Side Street Stop	AM	12.3	B	14.3	B
			PM	17.8	C	23.2	C
4	OLIVE STREET & THORNTON AVENUE	Side Street Stop	AM	31.3	D	30.2	D
			PM	**46.3**	**E**	**46.2**	**E**
5	MULBERRY STREET & THORNTON AVENUE	Side Street Stop	AM	14.0	B	14.6	B
			PM	15.8	C	19.4	C

SOURCE: Abrams Associates, 2020

NOTES: HCM LOS results are presented in terms of average intersection delay in seconds per vehicle. For stop controlled intersections the results for the worst side street approach are presented.

5.3 Cumulative Traffic Capacity Conditions (Scenario 3 - No Project)

The Cumulative scenario evaluates the future buildout conditions in the area for the Year 2040 based on the Alameda County Travel Demand Model along with the growth anticipated for the area under the Specific Plan. Please note these forecasts have not been adjusted for potential effects of recent events (such an increase in working from home) and represent the worst-case forecasts that were developed based on pre-pandemic conditions (i.e. no reductions were taken to account for the effects of the pandemic). **Figure 4** presents the resulting year 2040 cumulative buildout volumes. **Table 5** summarizes the LOS results for the Baseline weekday peak hour conditions. The corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*. As shown in **Table 5**, under cumulative build out conditions intersections #1 and #4 are forecast to operate at LOS F during the peak commute hours. The other study intersections would continue to have acceptable conditions (LOS D or better).

5.4 Cumulative *Plus Project* Traffic Capacity Conditions (Scenario 4)

This scenario evaluates the existing conditions with the changes to traffic forecast as a result of the proposed changes associated with the Old Town Newark Specific Plan which are presented in **Figure 2**. **Table 5** summarizes the LOS results for the Cumulative and Cumulative Plus Project weekday AM and PM peak hour conditions. Please note that the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*. As shown in **Table 5** As shown in **Table 4**, with completion of the planned removal of one westbound through lane and also removal of the eastbound left turn pocket at Magnolia Street intersections #1 and #4 would be forecast to continue operating at LOS F with significant delays for the side streets during the peak hours. The other project study intersections would continue to have acceptable conditions (LOS D or better) during the peak hours. As with existing conditions, the planned lane changes associated with the Old Town Newark Specific Plan are not expected to result in any significant changes to future traffic operations or delay at the project study intersections.

TABLE 5
CUMULATIVE INTERSECTION LEVEL OF SERVICE CONDITIONS

	INTERSECTION	CONTROL	PEAK HOUR	CUMULATIVE		CUMULATIVE PLUS PROJECT	
				Delay	LOS	Delay	LOS
1	ASH STREET & THORNTON AVENUE	Side Street Stop	AM	**51.5**	**F**	**51.5**	**F**
			PM	**100.0**	**F**	**100.0**	**F**
2	SYCAMORE STREET & THORNTON AVENUE	Signalized	AM	36.6	D	37.5	D
			PM	37.7	D	38.0	D
3	MAGNOLIA STREET & THORNTON AVENUE	Side Street Stop	AM	13.3	B	16.5	C
			PM	21.8	C	28.8	D
4	OLIVE STREET & THORNTON AVENUE	Side Street Stop	AM	**38.8**	**E**	**37.6**	**E**
			PM	**83.9**	**F**	**79.7**	**F**
5	MULBERRY STREET & THORNTON AVENUE	Side Street Stop	AM	14.1	B	15.2	C
			PM	17.6	C	17.5	C

SOURCE: Abrams Associates, 2020

NOTES: HCM LOS results are presented in terms of average intersection delay in seconds per vehicle. For stop controlled intersections the results for the worst side street approach are presented.

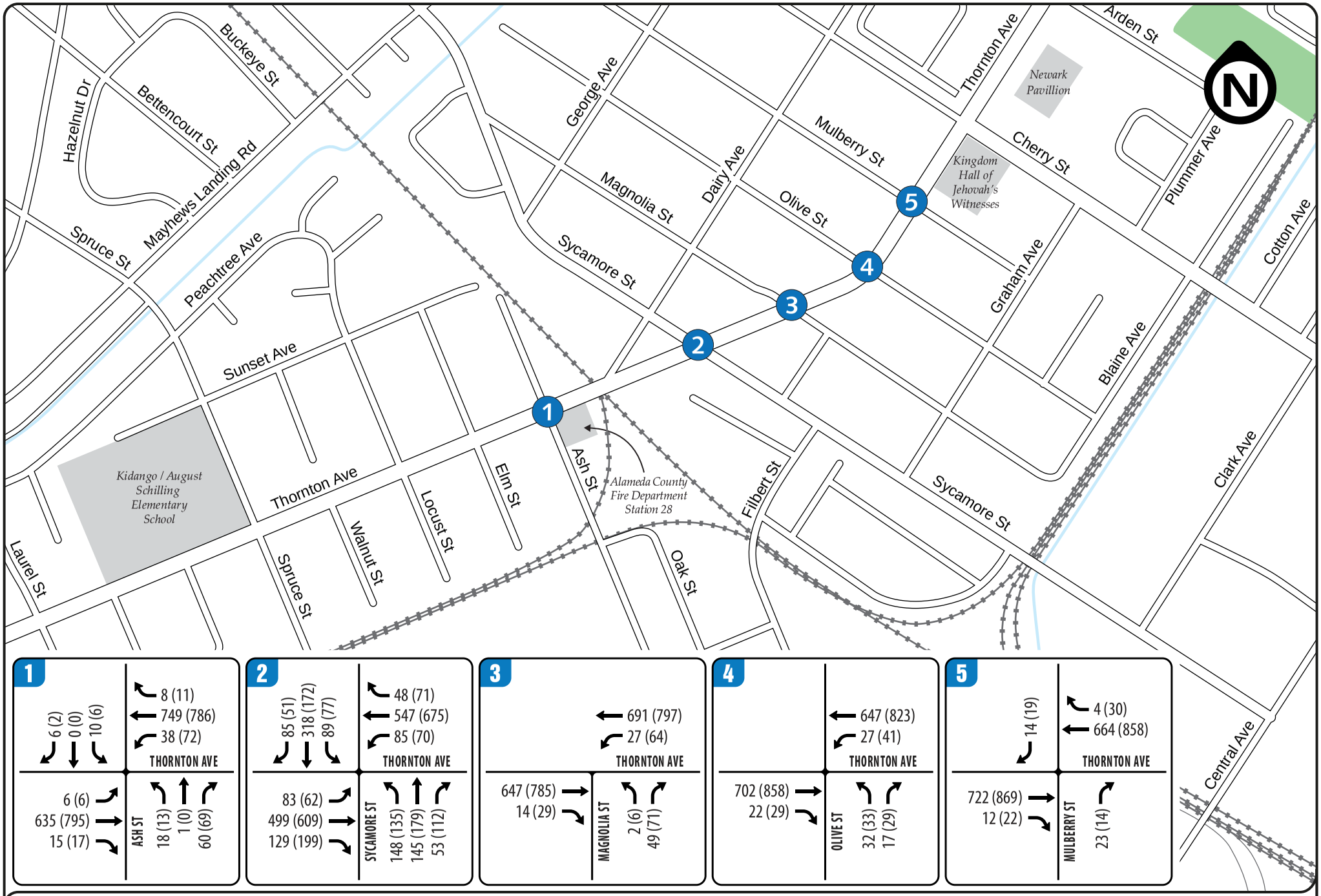

FIGURE 4 | CUMULATIVE AM(PM) PEAK HOUR TRAFFIC VOLUMES
TRANSPORTATION IMPACT ANALYSIS
Old Town Newark Specific Plan
City of Newark

Abrams Associates
TRAFFIC ENGINEERING, INC.

5.5 Queuing Analysis (With Project)

Table 6 summarizes the results of the cumulative scenario queuing analysis for intersections #2 and #3 during the AM and PM peak commute hours. The queues presented are the maximum (95th percentile) queues on an average weekday based on the Synchro 10 HCM LOS calculations. It is important to note that these queues would be expected to fluctuate significantly based on numerous factors including traffic congestion on other major transportation facilities in the area such as I-880 and SR 84.

The most significant increase in queueing is forecast to occur on the eastbound approach to the traffic signal at Sycamore Street. With the removal of one of the two eastbound through lanes at this intersection the queues would be forecast to increase by about 225 feet (approximately nine vehicles on the eastbound approach to Sycamore Street. Please note the maximum eastbound queue forecast during the PM peak hour is about 482 feet but because vehicles cannot queue across the railroad tracks the end of the actual queue is forecast to be 65 further to the east, approximately 550 feet from Sycamore Street. These queues are forecast to extend back across the railroad tracks to just before the fire station but are not forecast to extend back to and/or through the Ash Street intersection on a regular basis.

In the other (westbound) direction the elimination of the westbound left turn pocket at Magnolia Street would result in the left turn queue being combined with the through traffic queue in one travel lane. However, the westbound through traffic queue at this intersection is forecast to be governed by the queues from the adjacent Sycamore Street intersection. The westbound queues at the Sycamore Street intersection are forecast to extend back to and through the Magnolia Street intersection during the peak hours, extending to approximately 300 feet east of Magnolia Street but not extending into the Olive Street intersection. Based on the County Traffic Model forecasts in the future during the PM peak hour a motorist will likely have to wait at least two traffic signal cycles to get through the Sycamore Street intersection from the end of the queue in the westbound direction. However, it is important to note that no through lanes are being removed in the westbound direction and similar queues are forecast to occur in this direction regardless of whether the proposed project is implemented.

5.6 Pedestrian and Bicycle Impacts

The project would include construction of Class II bicycle lanes on Thornton Avenue within the specific plan area which could generate additional bicycle traffic in the area, thereby potentially increasing conflicts between vehicles and bicycles. However, the project would not conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks) or generate pedestrian, bicycle, or transit travel demand that would not be accommodated by transit, bicycle, or pedestrian facilities and plans. Based on our review there would be no significant impacts to bicycle or pedestrian safety in the area and as long as the roadway improvements are built according to City standards no mitigations or improvements would be required.

TABLE 6
CUMULATIVE INTERSECTION QUEUING RESULTS

Old Town Newark Specific Plan Queuing Results (95th percentile queues in feet)					
Intersection	Period	Movement	Cumulative	Cumulative + Project	Delta
Intersection #2 SYCAMORE ST AT THORNTON AVE	AM	EBT	222	472	+250
	PM	EBT	257	482	+225
Intersection #2 SYCAMORE ST AT THORNTON AVE	AM	WBT	614	614	0
	PM	WBT	753	794	+41
Intersection #3 MAGNOLIA ST AT THORNTON AVE	AM	WBL	25	25	0
	PM	WBL	25	25	0

SOURCE: Abrams Associates, 2020

NOTE: * With the elimination of the westbound left turn pocket the left turn queue would be combined with the through traffic queue. However, the westbound through traffic queue at this intersection is forecast to be governed by the queues from the adjacent Sycamore Street intersection. The westbound queues at the Sycamore Street intersection are forecast to extend back to and through the Magnolia Street intersection during the peak hours.

5.7 Transit Impacts

The proposed project would not interfere with any existing bus routes and would not remove or relocate any existing bus stops. The proposed Project could also potentially help accommodate existing bus services by providing encouraging transit use in the area and would not conflict with any transit plans or goals of the County or AC Transit. Although the proposed project does have the potential to increase patronage on bus lines in the area, based on this analysis the project would not result in degradation of the level of service (or a significant increase in delay) on any roadway segments currently being utilized by bus transit in the area and, as such, no significant impacts to transit are expected. As a result, the project would not be expected to result in any significant impacts to transit service in the area.

5.8 Vehicle Miles Traveled

One performance measure that can be used to quantify the transportation impacts of a project is vehicle miles traveled (VMT). This section presents the extent of the VMT-related transportation impacts caused by the Project. The City does not currently have adopted CEQA threshold for VMT and the Project is not in a Transit Priority Area; therefore, this information is provided for informational purposes and not to determine significance of transportation impacts or mitigation measures. Because VMT is a relatively new method for measuring transportation impacts under CEQA, less data exists to estimate VMT than trip generation based on use and location. For jurisdictions that have not developed individual VMT models, VMT is typically estimated

using an area-wide travel demand model from a regional transportation agency that calculates VMT based on the number of vehicles multiplied by the typical distance traveled by each vehicle originating from or driving to a certain area. As with all models, the accuracy of the output depends on the level of detail in the model. The volume of traffic and distance traveled depends on land use types, density, and location as well as the existing and planned future supporting transportation system, including availability of public transportation.

The Governor's Office of Planning and Research (OPR) provides guidance on VMT analysis requirements and states that agencies may use screening thresholds to "*quickly identify when a project should be expected to cause a less-than-significant impact without conducting a detailed study. (See e.g., CEQA Guidelines, §§ 15063(c)(3)(C), 15128, and Appendix G.)*"[2] The OPR's guidance on VMT specify a number of considerations that would apply to the proposed Old Town Newark Specific Plan. Projects that generate or attract fewer than 110 trips per day, such as the proposed Specific Plan, generally may be assumed to cause a less-than-significant transportation impact. The OPR Guidance also states that "*reducing roadway capacity (for example, by removing or repurposing motor vehicle travel lanes) will generally reduce VMT and therefore is presumed to cause a less-than-significant impact on transportation. Generally, no transportation analysis is needed for such projects*." In this case of the proposed Specific Plan roadway improvements, they would also be exempt because the project "*includes addition of new or enhanced bike or pedestrian facilities on existing streets/highways or within existing public rights-of-way*." The OPR guidance states that these types of projects "*would not likely lead to a substantial or measurable increase in vehicle travel, and therefore generally should not require an induced travel analysis*."

5.9 Conclusions

Based on this analysis, construction of the planned roadway improvements associated with the Old Town Newark Specific Plan would not be forecast to result in any significant impact to traffic operations or safety in the area. The planned improvements to pedestrian facilities and the new bicycle lanes on Thornton Avenue would be expected to substantially improve safety for bicyclists and pedestrians in the area.

The most significant increase in queueing is forecast to occur on the eastbound approach to the traffic signal at Sycamore Street. With the removal of one of the two eastbound through lanes at this intersection the queues would be forecast to roughly double to about 550 feet on the eastbound approach to Sycamore Street. The queues are forecast to extend back across the railroad tracks to just before the fire station but are not forecast to extend back to and/or through the Ash Street intersection on a regular basis.

[2] *Technical Advisory on Evaluating Transportation Impacts In CEQA*, Governor's Office of Planning and Research, Sacramento, CA, December, 2018.

In the other (westbound) direction the elimination of the westbound left turn pocket at Magnolia Street would result in the left turn queue being combined with the through traffic queue in one travel lane. However, the westbound through traffic queue at this intersection is forecast to be governed by the queues from the adjacent Sycamore Street intersection. The westbound queues at the Sycamore Street intersection are forecast to extend back to and through the Magnolia Street intersection during the peak hours, extending to approximately 300 feet east of Magnolia Street but not extending into the Olive Street intersection. Based on the County Traffic Model forecasts in the future during the PM peak hour a motorist will likely have to wait at least two traffic signal cycles to get through the Sycamore Street intersection from the end of the queue in the westbound direction. However, it is important to note that no through lanes are being removed in the westbound direction and similar delays and queuing are forecast to occur in this direction regardless of whether the proposed project is implemented.