

PERALTA HACIENDA HISTORICAL PARK – 2021 Master Plan Update and PHASE 4b CEQA Analysis

Summary of Findings/Conclusions:

The City of Oakland adopted an Initial Study and Mitigated Negative Declaration (IS/MND) for the Peralta Hacienda Historical Park (PHHP) Master Plan Update (Case Files CM02-160, ER02-0008, LMD02-159) on November 20, 2002. This IS/MND provides the basis for the 2021 Master Plan Update and PHHP Phase 4B (Project) CEQA analysis.

The Project would be required to comply with any applicable mitigation measures identified in the 2002 PHHP IS/MND and with the specifications, and in adherence with all relevant federal, state, and local statutes and regulations which are considered to be Uniformly Applied Development Standards per CEQA Guidelines 15183 (Standard Conditions of Approval or SCAs).

The analysis in this environmental review document supports the determination that the proposed Project qualifies for an Addendum pursuant to CEQA Guidelines Section 15164 (Addendum to an EIR) as none of the conditions requiring a supplemental or subsequent MND or EIR, as specified in Public Resources Code section 21166 and CEQA Guidelines Sections 15162 (Subsequent EIRs) and 15163 (Supplement to an EIR), are present. Specifically, the Project does not create new significant environmental impacts or substantially increase the severity of significant impacts already identified in the IS/MND, and no new information about the site or circumstances under which the Project would be undertaken have occurred that would require subsequent or supplemental environmental review. The potential environmental impacts associated with the Project have been adequately analyzed and covered in the IS/MND. Therefore, no further review or analysis under CEQA is required.

Separate and independently, the proposed Project also qualifies for an exemption per CEQA Guidelines Section 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), as there are no project specific effects which are peculiar to the Project that were not addressed in the Previous CEQA Documents. Qualified documents that can also be used as a basis to provide CEQA clearance of the Project include Oakland's 1998 General Plan Land Use and Transportation Element ("LUTE") Environmental Impact Report ("1998 LUTE EIR"), the 1998 Open Space Conservation and Recreation Element ("OSCAR"), and the 1998 amended Historic Preservation Element of the Oakland General Plan. The Project scope is consistent with those previously adopted documents and impacts analyzed in the previous CEQA Documents.

As a further separate and independent basis, the proposed Project is also exempt per CEQA Guidelines (1) Section 15301 (Existing Facilities); and (2) Section 15331 (Historical Resource Restoration/Rehabilitation).

Taken together, this CEQA analysis finds that adoption and implementation of each of the above findings provides a separate and independent basis for CEQA compliance.



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PROJECT DESCRIPTION

The Project site is the existing six-acre PHHP with proposed park elements throughout. The adopted 2002 Park Master Plan involved community engagement and provided the vision and clear objectives for interpreting the rich history of the site, protecting historical artifacts that remain, raising awareness of the significance of the site, and providing for interpretive activities and exhibits to celebrate the cultural heritage of the site. The 2002 Master Plan included four major phases, three and a half of which have been implemented over the last 19 years. These phases (Phase 3a, Phase 3b, Phase 3c, and Phase 4a) were implemented in 2008, 2010, and 2017 to complete trails, ADA facilities, signage, landscaping, interpretive exhibits, and the canopy pavilion over the 1821 adobe site. Other changes were also made in the field as part of these permits.

The PHHP 2021 Master Plan Update and Phase 4b Project with subphases represents the fourth installment of improvements to PHHP with some minor changes and additions in accordance with the 2002 PHHP Master Plan to accommodate expanded use and financial considerations since it was adopted. Given the age of the 2002 Master Plan, with review of the Phase 4b elements, the City of Oakland required that an update to the Master Plan be submitted which documents the work completed to date and how it varied from the 2002 Master Plan, as well as to present the current proposed project (Phase 4b) and anticipated future phases needed to complete the 2002 Master Plan. Review of these new documents would then provide a reasonable baseline for project review moving forward.

Phase 4b includes completion of elements included in the 2002 Master Plan and already analyzed in the IS/MND and are not being altered. Specifically, these elements include the following:

- Ethnobotanical Historical Garden and Victorian Garden,
- Lawn and Native CA gardens,
- Creek Interpretation and Improvements,
- Lighting, and
- Park Gateway (vehicular cul-de-sac)

Phase 4b also includes some minor modifications to elements included in the 2002 Master Plan and analyzed in the IS/MND. Specifically, these elements include the following:

- Community Assembly Structure
- Decorative iron and stucco fencing throughout park
- Stage Area
- Community Family Gardens
- Community Banquet Table and Water Feature
- Public art
- Peralta Family Barro Pit
- Playground
- Creek Restroom
- Outdoor amphitheater

The Community Assembly Structure was approved in the 2002 Master Plan as the Enramada (aka “Ramada”) / “Urban Book” (aka “Museum without Walls”). The Urban Book was to be an opened air structure over the footprint of the 1840 adobe. The “roof” was to be a ramada (trellis with vines). The “books” would be a series of hinged moving panels for users to read the history of the site. The proposal would provide a roof, similar in style to the one over the 1820 adobe site and relocation of the panels to enclose the interior space for community event use in the evenings or inclement weather. This structure would also include storage, plumbing and other utilities for the event space.

Picket fencing was approved in the 2002 Master Plan to enclose the gardens, community room and Peralta House. This proposal expands the fencing to allow decorative iron and stucco as a fencing material and expand that throughout park including around the Historic Core, Youth Education Center, multi-use field and garden areas.

The Community Family Gardens was approved in the 2002 Master Plan but built in a different location. This proposal would make lighting and landscaping improvements throughout park.

The stage was approved in the 2002 Master Plan but built with a reduced footprint. This proposal expands the footprint to the original area.

A Community Banquet Table was approved in 2002 Master Plan in the Historic Core. This table was flanked by two water features at either end. This proposal changes the table to meet ADA and changes the water for blue tile for safety reasons.

Public Art with niches was approved in 2002 Master Plan in the Historic Core. These niches and art in them will be expanded to additional locations in the park.

The Peralta Family Barro Pit is an archeological element. A protective cover/pavilion was built over this area with a viewing area. This element was constructed and is similar to the structure over the 1820 adobe site. This proposal would expand that area and add storage.

The playground was approved in the 2002 Master Plan and constructed. This proposal would upgrade and modernize the play equipment.

The creek restroom was built prior to 2002. This proposal includes the renovation plus storage and teacher’s room.

The outdoor amphitheater was approved in the 2002 Master Plan. In this proposal, additional seating is proposed.

Phase 4b also includes elements not contemplated in the 2002 Master Plan or analyzed in the IS/MND. Specifically, these elements include the following:

- Youth Activity Center (aka Coolidge House) renovations
- Shade Structure
- Potting Shed
- Restroom near Historic Core
- Streetscape Planting and Improvements

The Coolidge House, a potentially designated historic property, is proposed to be renovated into a Youth Activity Center with snack shack, and offices. This will largely be an interior remodel only except for replacement siding and windows where necessary and ADA facilities. This will also include new adjacent storage sheds.

A canvas and wire adjustable shade structure is proposed to be constructed over the stage and audience area adjacent to the Community Assembly Structure.

A potting shed and restroom in the Historic Core are proposed to be constructed. While, the streetscape improvements include new trees, and lighting or sidewalk repairs if/as needed.

CEQA ANALYSIS

The Notice of Determination (State Clearinghouse #2002082058) was filed November 26, 2002 in compliance with Section 21108 of the Public Resources Code. The California Environmental Quality Act (CEQA) Guidelines allows Lead Agencies to prepare an Addendum to a previously adopted IS/MND, when it can be demonstrated that changes to a project, and the environmental impacts from such changes, are minor when compared to the original scope of the project and the original environmental impacts. The City has prepared this Addendum to determine whether the Project would cause any new significant environmental effects not previously identified. None of the circumstances requiring preparation of a subsequent or supplemental Negative Declaration have been found to exist under Sections 15162 and 15164 of the CEQA Guidelines.

Proposed Project's Consistency with the Master Plan, Previously Adopted Plans

The Project elements are not significantly different from, and only represent, a slightly modified version of the vision of the Park Master Plan, and furthermore, is consistent with the adopted plans and PHHP Update CEQA Analysis. Specifically, most of the elements were already envisioned, and the minor changes to these elements enhance the usability of the park, add interpretive elements to expand the mission of the park as an educational site, and protect the remaining archeological areas. The new elements such as the storage, restrooms, shade structure, streetscape elements and the renovation of the Coolidge House are minor facilities/improvements, that, again, enhance the park and would not result in a significant physical impact on the environment.

CEQA Topics

As concluded in the 2002 PHHP Master Plan Update IS/MND, there are no impacts regarding the following Initial Study Checklist topics: Agricultural Resources, Biological Resources, Hazards and Hazardous Materials, Land Use and Planning, Mineral Resources, and Population and Housing. The 2002 IS/MND also found less than significant environmental impacts for the following topics: Hydrology and Water Quality, Transportation and Traffic, Utilities and Service Systems. There are no substantial changes in the Project or circumstances including construction or operational impacts that would alter the status of the IS/MND in any of these topics.

Potentially Significant Impacts Requiring Mitigation

The 2002 MND found the following potentially significant impacts would require mitigation to ensure that significant impacts to the environment are avoided or reduced to a "less than significant level": Aesthetics, Air Quality, Cultural Resources, and Noise. The 2002 Project Decision Determination is included as an attachment with the Negative Declaration Mitigation Measures.

Environmental Impacts of the Proposed Project

The discussion below describes the environmental impacts of the Project, as they compare with the impacts of the approved 2002 Master Plan Update and IS/MND. Also noted are any changes that have occurred in the environmental setting that would result in new impacts or impacts of greater severity than those identified in the previously adopted IS/MND or EIRs.

Aesthetics

The size and design of the other proposed alterations to the site are consistent with those features, style and materials already present on the site. As such, the Project will not substantially degrade the existing visual character or quality of the site and its surroundings. The Project won't damage scenic resources or historic resources as discussed below. The Project won't create shadows that would be unexpected for typical structures in parks or historic structures in parks.

The Project does propose new lighting. However, these lights will meet the City standard. Furthermore, any lights would require shielding to prevent glare and overspill toward nearby residences. The Project incorporates Standard Conditions of Approval that update and replace the prior mitigation measures (#1) required for the 2002 Master Plan Update IS/MND to light pollution and glare.

Implementation of the Project would not substantially increase the severity of any significant aesthetic impact as identified in the Prior IS/MND or EIRs, nor would it result in new significant aesthetic impacts that were not previously identified.

Air Quality

Only minor construction and grading are proposed, with no or very limited diesel equipment used. Implementation of the Project would not substantially increase the severity of any significant air quality impact as identified in the Prior IS/MND or EIRs, nor would it result in new significant air quality impacts that were not previously identified. The Project incorporates Standard Conditions of Approval that update and replace the prior mitigation measures (#2) required for the 2002 Master Plan Update IS/MND to reduce construction-period dust emissions and criteria air pollutant. Further, the Project includes no stationary sources of emissions.

Biological Resources

The site is an existing urban City Park surrounded by residences. The site does not contain species status species or wetlands. Additional gardens, landscaping and trees are proposed. These elements will increase typical urban wildlife, not adversely affect them. No trees are proposed for removal. The Project does include elements near the creek. However, all of these elements were already contemplated in the prior IS/MND, with the exception of public art niches, additional seating near the outdoor amphitheater, storage and teacher's room near the creek. The Project will continue to

implement the Conditions of Approval from the 2002 Master Plan related to selection of historic plants in the Victorian Garden and the submittal and approval of a Creek Protection plan for those elements within 100' of the creek. Implementation of the Project would not substantially increase the severity of any significant biological impact as identified in the Prior Is/MND or EIRs, nor would it result in new significant biological impacts that were not previously identified.

Cultural Resources

The six-acre park and structures are historic because it incorporates the first European landholding in the East Bay and the location of the three Peralta homes built following the grant of 43,472 acres of land by the King of Spain in 1820 to Luis Maria Peralta in recognition of service to the Spanish Army. In 1821 the Peralta family constructed an adobe building, the first non-indigenous structure in the region, at the current park site.

The park contains the historic 1870 Antonio Peralta House, and archaeological remains of the 1821 adobe and an additional adobe built in 1840. The House and the portion of the park, containing the archeological remains of two previous adobes are a designated local landmark (LM75221) as well as a State of California Landmark (No. 925) and listed on the National Register of Historic Places.

However, long prior to becoming a City park, the area was developed as a residential neighborhood. These residential alterations resulted in the removal and relocation of previously existing historic structures and materials from the site; grading, filling, and paving over historic sites. These previous changes have largely obscured previously existing historic character, and none have acquired significance in its own right.

The Project would not remove or alter the existing 1870 Antonio Peralta House, which is the historic centerpiece of the park. The minor exterior renovations to the siding and windows, along with the ADA ramp will not alter the character defining features of the Coolidge House. The Project would retain and protect any remaining existing sub-surface archeological resources which characterize the Historic Core.

With respect to the analysis of the proposed design and CEQA Thresholds of Significance for Historic Preservation and Discretionary Permit Approvals, City of Oakland Historic Preservation staff used the Secretary of the Interior's Standards for the Treatment of Historic Properties (italicized) to determine that the project is consistent with the Secretary of the Interior's Standards; and with Policy 2.4 (b) of the Historic Preservation Element of the General Plan. For example,

Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings shall not be undertaken.

The proposed Project would not include any conjectural features or architectural elements from other buildings on site or be historic in appearance.

New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment).

The Project would be compatible in massing and scale to existing historic and non-historic features of the park, while being differentiated by contemporary materials and construction techniques

The size and design of the other proposed alterations to the site are consistent with those features already present on the site—landscape planters, fencing, contemporary interpretive features. The material palette is composed of materials that are both compatible in color and style with those elements already within the park as well as within other City parks. None compete visually, obscure, or detract, from the 1870 Antonio Peralta House.

With implementation of the Standard Conditions of Approval that update and replace the 2002 Master Plan Update IS/MND for the protection of archaeologically sensitive areas of the site (Mitigation Measures 3) historic and archeological resources will not be adversely affected. Further, the Project would not substantially increase the severity of any significant geologic impacts as identified in the Prior Is/MND or EIRs, nor would it result in new significant geologic impacts that were not previously identified.

Geology and Soils

The site is an existing City park and most of the improvements are of such a minor nature as to not affect the underlying geology. However, several larger physical structures such as the Community Assembly Structure, storage rooms, Barro pavilion, restrooms, teacher's room, etc. that could include grading and earthwork. However, the Project incorporates Standard Conditions of Approval that update and replace the 2002 Master Plan Update IS/MND Mitigation Measure #4 related to geologic hazards during construction. Implementation of the Project would not substantially increase the severity of any significant geologic impacts as identified in the Prior Is/MND or EIRs, nor would it result in new significant geologic impacts that were not previously identified.

Hydrology

The Project includes several additional structures, minor grading and streetscape and pavement improvements. These elements could result in erosion. In addition, these elements could result in additional impervious surfaces. However, the Project incorporates Standard Conditions of Approval related to erosion, creek protection and compliance with the NPDES requirements related to run-off, siltation, water quality, and altering of drainage patterns and during construction. Implementation of the Project would not substantially increase the severity of any significant hydrology impacts as identified in the Prior IS/MND or EIRs, nor would it result in new significant hydrology impacts that were not previously identified.

Noise

While the improvements are designed to increase visitors to the site, this will be overall a minor increase during the daytime hours and would not substantially increase overall noise above the City's thresholds. There will be limited and temporary construction noise. However, the Project incorporates Standard Conditions of Approval that update and replace the 2002 Master Plan Update IS/MND Mitigation Measure #5 for noise reduction during construction. Implementation of the Project would not substantially increase the severity of any significant noise impacts as identified in the Prior IS/MND or EIRs, nor would it result in new significant noise impacts that were not previously identified.

Transportation

While the improvements are designed to increase visitors to the site, this will be overall a minor increase, and would not substantially increase traffic. Given the park's location, most visitors come by

foot from the neighborhood or nearby school. Any increase in traffic would not be expected to result in a Vehicles Miles Traveled impact. Implementation of the Project would not substantially increase the severity of any significant traffic impacts as identified in the Prior IS/MND or EIRs, nor would it result in new significant traffic impacts that were not previously identified.

Utilities

The Project will include renovation of the Coolidge House, plumbing for the Community Assembly Structure and restrooms that will result in additional water usage. However, these facilities are so minor that they would not require construction of new water or wastewater treatment facilities. While the improvements are designed to increase visitors to the site, no additional landfill capacity is needed to accommodate this minor increase. The Project will continue to implement the Conditions of Approval from the 2002 Master Plan related to diversion and recycling of construction waste. Implementation of the Project would not substantially increase the severity of any significant utility impacts as identified in the Prior IS/MND or EIRs, nor would it result in new significant utility impacts that were not previously identified.

Conclusion

There are no new impacts or increase in the severity of previously identified impacts due to changes in the Project, changes in circumstances, or new information. Based on the above analysis and discussion, revisions to the 2002 IS/MND are updates to the Standard Conditions of Approval incorporated into the Project, and as indicated in this Addendum, no new significant impacts or substantially more impacts would result from the Project; because there have been no changes in circumstances in the Project area that would result in new significant environmental impacts or substantially more severe impacts; and because no new information has come to light that would indicate the potential for new significant impacts or substantially more severe impacts than were discussed in the 2002 IS/MND. Therefore, no further evaluation is required, and no Supplemental or Subsequent EIR is needed pursuant to State CEQA Guidelines Section 15162, and an Addendum has therefore appropriately been prepared, pursuant to Section 15164.

Attachments: 1 CM02-160; ER02-0008; LMD02-159 IS/MND and Conditions of Approval, Mitigation Monitoring Plan, Peralta Hacienda Historical Park - Master Plan Update