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Environmental Impact Statement
& Environmental Impact Report

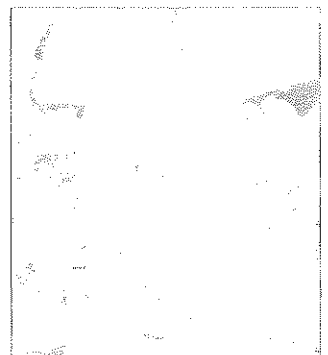
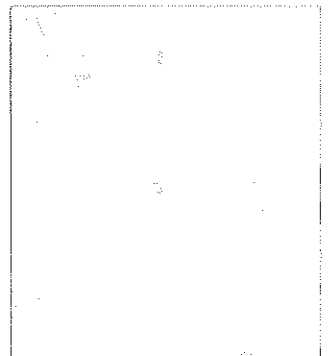
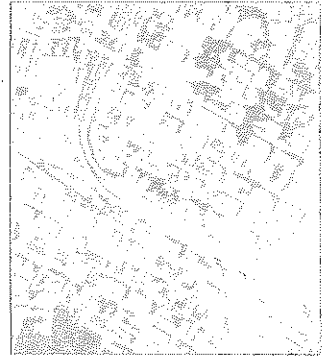
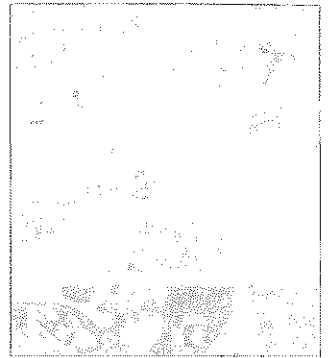
JUVENILE JUSTICE FACILITY
AND
EAST COUNTY HALL OF JUSTICE
Alameda County, California

January 2003

County of Alameda
Board of Supervisors
1221 Oak Street
Oakland, CA 94612

State of California
Board of Corrections
600 Bercut Drive
Sacramento, CA 95814

The U.S. Department of Justice
Office of Justice Programs/Bureau of Justice Assistance
810 Seventh Street, N.W.
Washington, D.C. 20531



**Draft Environmental Impact Statement / Environmental Impact Report (EIS/EIR)
Alameda County Juvenile Justice Facility and East County Hall of Justice**

NEPA Lead Agency: The U.S. Department of Justice, Office of Justice Programs/Bureau of Justice Assistance (OJP/BJA), 810 Seventh Street, N.W., Washington, D.C. 20531. Contact: Paul DeLameter, Program Manager 202-514-7903; assisted by the State of California Board of Corrections (BOC), 600 Bercut Drive, Sacramento, California 95814. Contact: Mr. Michael Houghtby, Field Representative. Telephone: 916-322-7085.

CEQA Lead Agency and Document Preparer: Alameda County Board of Supervisors, 1221 Oak Street, Oakland, California, 94612. Contact: Mr. James Sorensen, Planning Director. Telephone: 510-670-5400.

Project Locations: Alameda County, California, including sites in the City of Dublin, City of Oakland, and unincorporated area of San Leandro.

Abstract: This document constitutes a joint Draft Environmental Impact Statement/Environmental Impact Report (EIS/EIR) prepared pursuant to the National Environmental Policy Act (NEPA) of 1969 as amended and the California Environmental Quality Act (CEQA) of 1970 as amended. Upon completion of the NEPA and CEQA processes, the County of Alameda would be responsible for implementing all aspects of the Proposed Action, including design and construction. The Proposed Action includes two distinct Projects: Juvenile Justice Facility, and East County Hall of Justice. The Juvenile Justice Facility would accommodate 420 to 540 youth in a detention center that could include probation administration and juvenile courts. The East County Hall of Justice would include 13 civil, criminal and traffic courts with all associated support functions. The two projects are being evaluated in one EIS/EIR because, although each Project could be implemented independently, the County first proposed developing them on the East County Government Center Site in Dublin, which would require coordinated site planning and infrastructure. Potential environmental impacts and mitigation measures have been identified and evaluated for the following alternatives (a preferred alternative has not been identified at this time):

No Project / No Action Alternative

The Lead Agencies are required to consider the No Project / No Action alternative. In this scenario, the existing Juvenile Hall would continue in operation in San Leandro, and the Dublin-Pleasanton courts would continue to operate in leased space in Pleasanton.

Juvenile Justice Facility

Existing San Leandro Property Site: Development of a portion of the County's existing juvenile hall property uphill from the main existing facility, in an unincorporated area of San Leandro, located at 2200 Fairmont Drive.

Glenn Dyer Detention Center Site: Conversion and expansion of the existing eight-story Glenn Dyer detention facility from an adult jail to a juvenile detention facility, located at 550 Sixth Street in downtown Oakland.

Pardee/Swan Site: Development of a 34-acre Port of Oakland-owned property at Pardee Drive and Swan Way in Oakland as a Juvenile Justice Facility and airport parking garage.

East County Government Center Site: Development of a portion of a vacant 40-acre County-owned property in the City of Dublin near the Santa Rita Jail as part of an East County Government Center.

East County Hall of Justice

East County Government Center Site: Development of a portion of a vacant 40-acre County-owned property in Dublin near the Santa Rita Jail as part of an East County Government Center.

Dublin Site 15A: Development of a vacant 12.5-acre County-owned site known as Site 15A in the City of Dublin, near the Dublin-Pleasanton BART Station.

Comments on this Draft EIS/EIR must be received by 5:00 p.m. on Monday, March 10, 2003. Please address written comments to: Mr. Michael Houghtby, Field Representative, State of California Board of Corrections, 600 Bercut Drive, Sacramento, CA 95814.

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Executive Summary

This Draft EIS/EIR was prepared in conformance with the National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA). The U.S. Department of Justice, Office of Justice Programs/Bureau of Justice Assistance (OJP/BJA) is the Lead Agency for the preparation of the EIS under NEPA for the proposed project. The State of California Board of Corrections (BOC) will assist OJP/BJA in the preparation of the EIS. The County of Alameda is the CEQA Lead Agency.

The document evaluates the potential environmental effects associated with the proposed development of a new Juvenile Justice Facility and an East County Hall of Justice in Alameda County, California. These two projects, which comprise the Proposed Action, could be constructed at one or two of five alternative sites, shown in **Figure S.1**. A summary of the Purpose and Need for the projects, and the Proposed Action and Alternatives, is provided below. Additional detail is provided in **Chapter 2, Purpose and Need**, and in **Chapter 3, Proposed Action and Alternatives**.

PURPOSE AND NEED

Juvenile Justice Facility

The existing Juvenile Hall is located in the hills of San Leandro, in an unincorporated area within Alameda County, California. Juvenile Hall was constructed in various phases with most structures dating from the 1950s. In addition to the existing Juvenile Hall, which provides secure detention for 299 detainees, there are camps for low security detention and the Chabot Community Day Center, which provides day school services.

The County of Alameda has determined that the existing facility should be replaced with a single consolidated center. The existing Juvenile Hall is constructed on a steep hillside in close proximity to the Hayward fault, an active earthquake fault with a potential for causing severe ground shaking with an estimated 32% chance of a major seismic event during the next 30 years (USGS, 1999). In addition, all of the existing facilities have or will soon exceed their useful economic life and most cannot be economically renovated, based on operational and architectural/engineering evaluations. These facilities also have been frequently overcrowded over the past several years. The County's Board of Supervisors and the State Board of Corrections determined that the existing Juvenile Hall does not meet the current Board of Corrections guidelines for juvenile detention facilities, nor does it meet current or future needs of the County of Alameda.

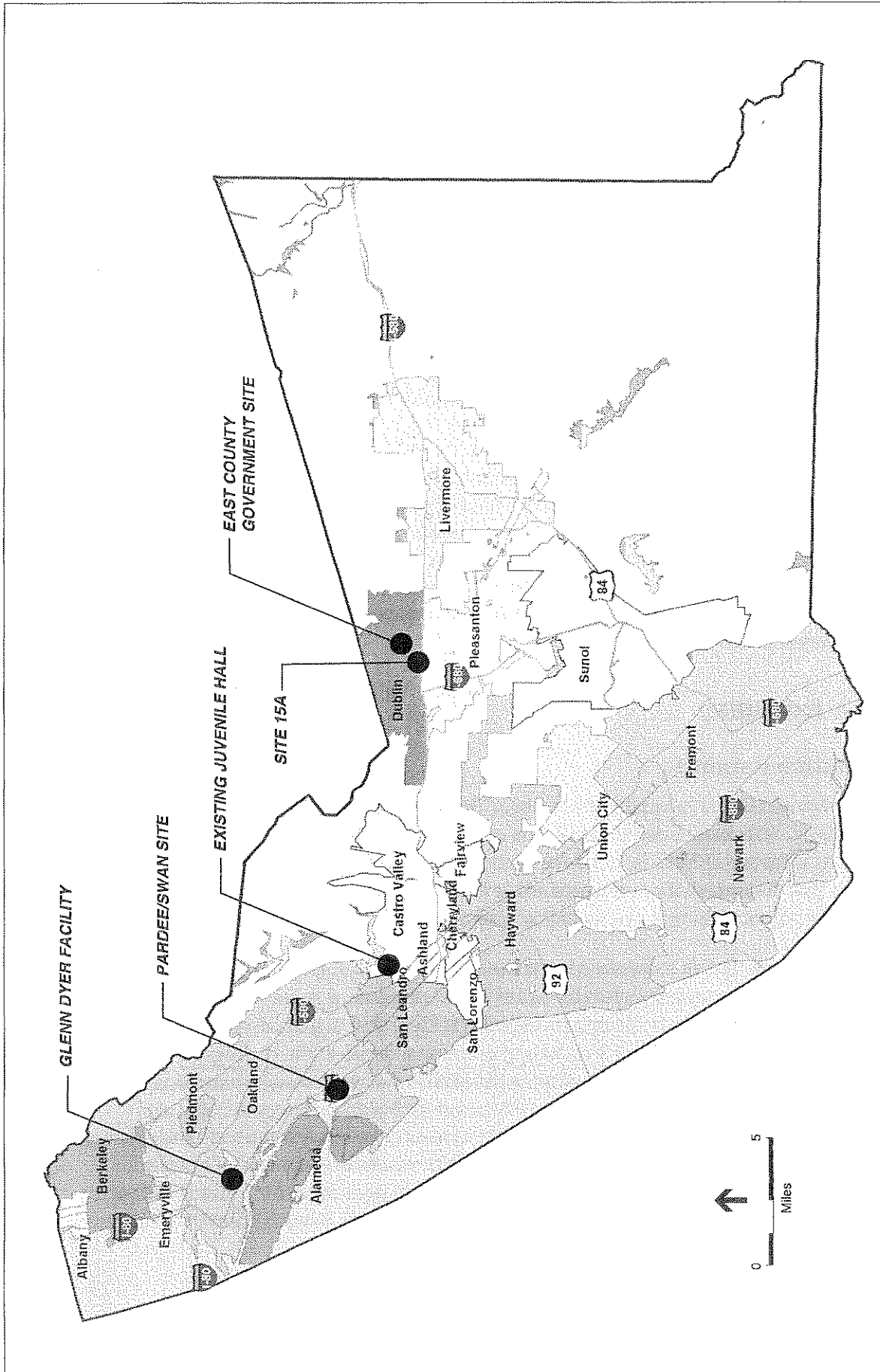


Figure S-1
Alternative Site Locations

SOURCE: Alameda County



The County prepared a “needs assessment” and master plan in 1998 for the County-wide juvenile justice system, with the assistance of a consulting team headed by Rosser International. The assessment and plan included revisions to the County’s mission statement, objectives, and philosophy that would guide County decisions about the overall juvenile justice system. The assessment also provided data from recent years and population projections, which led to a caseload, workload and staffing projection, and a determination of bed needs for each population category (male/female and age range divisions for detention and assessment, and for post-adjudication in-custody).

The master plan determined that the County needed to construct a new juvenile detention facility with 540 beds would meet the County’s needs. The facility would respond to the approximately 10,000 referrals for intake, of which 6,000 are admitted for detention in a given year. The County has since revisited the needs assessment and determined that the County may properly use a lower forecast. This decision is based on the trends evidenced since the first study was conducted in 1998, the cost of the facility, and other factors. Therefore, the County is proposing to initially construct a detention facility of 450 beds, of which 420 would be available for occupancy upon opening. There is no established timeframe for when the additional beds would become available. The total building floor area is estimated to be about 425,000 square feet for 420 to 450 beds; five juvenile courts; offices for the probation, district attorney, and public defender departments; and related services. Provision will be made for future expansion to 540 beds and six juvenile courts, requiring a total of about 465,000 square feet of building floor area. The County may determine at some later date that expansion to 540 beds and six courts is warranted, so this EIS/EIR evaluates both scenarios.

East County Hall of Justice

The Hall of Justice component of the Proposed Action is intended to replace the Court’s existing leased space in Pleasanton, which has five departments, as well as provide long-term expansion space to support the Superior Court, District Attorney, Public Defender, Probation, and Sheriff operations.

A detailed programming study was completed in 2000 by a consulting team headed by Hellmuth, Obata + Kassabaum (HOK), Inc., in association with The Omni Group and County and Court personnel. Based on an on-going County-wide Court Needs Assessment, including an analysis of current caseloads and projections, a total of 15 courts were determined to be necessary for operations in the year 2010, with future expansion to 19 courtrooms in 2020. The first phase project (2010) would have required construction of approximately 190,000 gross square feet of building floor area. Future expansion to meet the County’s needs in 2020 would have resulted in a total building area of approximately 220,000 gross square feet. Projections beyond 2020 were not made due to the possible changes in legislation, court operations, and other factors that are not reasonable to forecast at this time.

The County has since conducted a second programming study in association with HLM Design and Muller & Caulfield Architects to verify the County needs and reconcile budget constraints for the project. As a result, the County has determined that 13 courts could meet the East County

needs through 2020, requiring the development of approximately 195,000 square feet of building floor area. This EIS/EIR evaluates the 13-court scenario as the proposed project.

The proposed East County Hall of Justice would accommodate all of the necessary services to hear civil, family, traffic, criminal misdemeanor and criminal felony cases. This includes judicial functions of the courtrooms and related spaces, court administration, clerk of the court, jury services, probate examiners, family and children's services, information technology, district attorney, public defender, probation, court security, in-custody holding, children's waiting, volunteer services, and ancillary support.

PROPOSED ACTION AND ALTERNATIVES

This EIS/EIR evaluates two projects that could be constructed at one (combined siting) or two (separate siting) of five alternative sites to achieve the County's Purpose and Need for the subject projects. Each project has independent utility and is being addressed in one EIS/EIR because of the potential for both projects to be located on the same site. A detailed description of the projects and alternative sites is found in **Chapter 3, Proposed Action and Alternatives**.

The County of Alameda has not yet selected a preferred alternative site or development concept for either of the projects. The two projects that comprise the Proposed Action are being considered together in one combined EIS/EIR because, although they have some independent utility, the County first proposed developing both projects on the East County Government Center Site in Dublin. This would have linked the Project components as cumulative developments that relied on each other for proper site planning, infrastructure and development, and would have been implemented in approximately the same time frame. However, one project could go forward without the other, so long as the implications for the other Project are considered if developed at the East County Government Center site.

Since the initial planning process, the County has expanded the range of alternative sites being considered for the Juvenile Justice Facility, as well as for the East County Hall of Justice. This has led to a potential geographic separation of the proposed projects, such that one could be developed independently of the other. Only the Juvenile Justice Facility would receive federal assistance, so only that component of the Proposed Action is subject to NEPA. However, as a potential cumulative development at the East County Government Center site, the East County Hall of Justice is also considered under NEPA and CEQA in this report.

As part of the initial site planning effort for the East County Government Center Site, the County of Alameda also initially considered the long-term possibility of developing office space to house various County functions to serve the Tri-Valley area. However, the demand for such offices is presently low and no budget or design has been formulated for developing those facilities, so the timeframe for implementing any such development is uncertain. Therefore, the conceptual development of County offices at the site has been removed from the Proposed Action. However, the eventual development of additional services at the East County Government Center is considered in this EIS/EIR as part of the cumulative impact scenarios (see **Chapter 17**).

Juvenile Justice Facility

For the Juvenile Justice Facility component of the Proposed Action, the EIS/EIR considers development of a new facility at four alternative sites:

Existing San Leandro Property

This alternative would involve development of a new facility uphill from the existing Juvenile Hall facility in San Leandro. This approximately 60-acre site is located at 2200 Fairmont Drive in an unincorporated area of San Leandro, California. The existing Juvenile Hall, a day facility, and two detention camps are presently located in various areas of the Juvenile Hall campus. A new Juvenile Justice Facility including all of the programmed detention, courts, administration, and other functions could be developed in an area that is currently occupied by one of the juvenile camps that is not presently in operation. The site conditions, including hillside slopes and earthquake faults, present certain constraints that limit the location and design of the facility. The new project would require the demolition of the existing camp buildings, and construction of a two-story building, recreation yards, and substantial retaining walls to create a stepped building pad area. Parking would be provided in surface lots developed in the vicinity of the new facility. The existing Juvenile Justice-related office and court uses located throughout the County would be relocated to the new facility, other uses would reoccupy that vacated space in Oakland and Hayward, and the existing Juvenile Hall would be demolished under this alternative.

Glenn Dyer Detention Facility

This alternative would require conversion of the existing Glenn Dyer Detention Facility in downtown Oakland from an adult jail to a juvenile detention facility. This site is a one-block area in downtown Oakland, located at 550 Sixth Street. It is currently occupied by the County's North County Jail for adults (also known as the Glenn Dyer Detention Facility). This facility was closed by the Alameda County Sheriff in mid-2002. Therefore, the County is exploring the possibility of converting the eight-story facility into a juvenile detention center. The facility would not accommodate all of the planned court and office support functions, so some of the existing juvenile justice functions in downtown Oakland and Hayward would remain at their current locations. The required outdoor recreation functions at this site would be provided in a new structure located adjacent to the existing eight-story building. A new floor of residential uses would be constructed on the roof of the existing building, and a total of ten stories of intake/release and recreation areas would be built to the west of the existing building. Parking would be provided in the County's existing eight-story parking garage on the west end of the site, at other public parking lots, and in a new lot developed beneath the elevated section of freeway in the area. The existing functions in San Leandro would be relocated to downtown Oakland and that existing facility would be demolished.

Pardee/Swan Site

This alternative would involve the development of a Port of Oakland-owned property at Pardee Drive and Swan Way as a Juvenile Justice Facility, together with an airport parking garage. The Port of Oakland owns a vacant 34-acre property at the northern terminus of Pardee Drive at

Swan Way in Oakland, California. The Port began construction of a new parking lot at the site in late 2002 to meet the Port's need for interim airport parking during the Oakland International Airport expansion project and to mitigate for parking spaces lost as a result of increased security measures in the wake of the September 11, 2001 terrorist attacks in New York City and Washington, D.C. If the County acquired this site, it could develop a comprehensive Juvenile Justice Facility that would meet all of the program needs for the project. The two-story structure would be located on the northeastern and central portion of the site, with the public entry near the intersection of Swan Way and Pardee Drive. Existing juvenile justice facilities in Oakland and Hayward would be vacated, the existing facility in San Leandro would be demolished, and all of the County's juvenile justice functions would be consolidated to this location. Parking for the Juvenile Justice Facility would be provided in a surface lot along Swan Way and underground at the juvenile court and office portion of the building. A four-story parking garage could also be developed on the western portion of the site adjacent to the Juvenile Justice Facility to replace the Port's parking lot use at the site.

East County Government Center

This alternative would involve development of County-owned property in the City of Dublin near the Santa Rita Jail as part of an East County Government Center. The County of Alameda owns a vacant 40-acre site, known as the East County Government Center site, located at the northern terminus of Hacienda Drive at Gleason Drive in the City of Dublin, California. This site is sufficient to accommodate the proposed Alameda County Juvenile Justice Facility project on the western half of the site, and the new East County Hall of Justice project in the central and eastern portion of the site (described below). The two-story structure would extend to the perimeter of the site along Gleason Drive and Broder Boulevard, with a landscaped berm along Gleason Drive to partially screen the wall from view. The juvenile courts would be located at the western end with views to the south and west. The public entrance would be at the northwestern corner. Service access would be from Broder Boulevard. Parking would be provided in a surface lot on the western end of the site and at the existing public lots serving the County's existing Santa Rita Jail.

East County Hall of Justice

For the East County Hall of Justice component of the Proposed Action, the EIS/EIR considers two alternative sites. This project could be developed independently of the Juvenile Justice Facility described above.

East County Government Center

This alternative would involve the development of a portion of the County-owned property in Dublin near the Santa Rita Jail as part of an East County Government Center, as described above. The three- and four-story building would be located in the central portion of the site, set back from Gleason Drive with direct access from Hacienda Drive at the intersection with Gleason Drive. The project would include a surface parking lot on the central and eastern

portion of the site with approximately 850 spaces, and the possibility of shared parking on the Santa Rita Jail public parking lots to the north of Broder Boulevard.

Site 15A Site

This alternative would develop a 12.5-acre County-owned property known as Site 15A, near Parks Reserve Forces Training Area (RFTA) and the Dublin-Pleasanton BART Station. The site is part of Alameda County's surplus property in the Santa Rita area in the eastern portion of the City of Dublin, California. It is located adjacent to the new Sybase office development, along Arnold Drive between Dublin Boulevard and Central Parkway. The site would serve only the East County Hall of Justice, and could be developed independently of any of the Juvenile Justice Facility alternatives. The design would be similar to the concept for the East County Government Center, with the addition of a three-story parking garage to provide parking for 850 vehicles due to the site's limited size.

No Action/No Project Alternative

The County is required to consider the No Action/No Project alternative. In this scenario, the existing Juvenile Hall would continue in operation in San Leandro, the Dublin-Pleasanton courts would continue to operate in leased space without any expansion, and the East County Government Center Site would remain undeveloped. Ultimately, however, other development is likely to be proposed for the East County Government Center site, in keeping with the City of Dublin's adopted Eastern Dublin Specific Plan, which allocates substantial development potential to that site. Site 15A would eventually be developed, such as with the office complex that was previously proposed by Cisco Systems. The County would likely lease the Glenn Dyer Detention Facility to other public agencies such as the City of Oakland, State or federal governments. The Port of Oakland would also presumably proceed with its proposed development of a parking lot at the Pardee/Swan Site, and could ultimately redevelop the site for other office or similar uses when the parking lot is no longer needed. The feasibility of the No Action/No Project alternative for meeting the needs of the Juvenile Justice Facility and East County Hall of Justice projects is discussed in more detail in **Chapter 3, Proposed Action and Alternatives**. This chapter includes a matrix describing the project components as they would be developed at each site (see also **Table 3.1**).

ALTERNATIVES NOT CARRIED FORWARD

The County has conducted several suitability studies over the past decade in its planning for the eventual development of a new Juvenile Justice Facility. As discussed more fully in **Chapter 3, Proposed Action and Alternatives**, in 1992 the County considered 22 sites for the Juvenile Justice Facility, mainly in Oakland. More recently, the County considered 17 potential sites in various communities including San Leandro, Oakland, Alameda, Fremont, Newark, and Livermore in 2002. The potential pros and cons of each potential site were assessed using a number of criteria including: parcel size; presence or absence of buildings; access (including access to BART, freeways, and bus routes); suitability of the terrain for building (including soils, slope); and absence of known hazards (including hazardous materials and earthquakes).

As a result of these studies, four sites for the Juvenile Justice Facility (San Leandro, Glenn Dyer, Pardee/Swan, East County Government Center) and two sites for the East County Hall of Justice (East County Government Center, Site 15A) have been carried forward in this environmental analysis.

IMPACTS AND MITIGATION MEASURES

Table S.1 provides a brief summary of the Project impacts at each alternative site (i.e., no impact, less than significant impact, potentially significant and mitigable, and significant unavoidable impacts). This summary is based on the detailed discussions of the impacts as provided in the respective chapters of this EIS/EIR.

No Impact means that the environmental impact category is inapplicable at a particular site, or that the Project characteristics mean that there is no potential for impacts within that environmental category. Less Than Significant means that, although the environmental impact category could apply to the site, and the Project could have an adverse effect in that area of concern, the Project would not have a significant adverse effect on the environment. This EIS/EIR recommends mitigation measures that are intended to reduce significant effects to a less than significant level, by avoiding, minimizing, rectifying, reducing or eliminating over time, or compensating for the significant impact. The analysis has concluded that some impacts could remain significant even after mitigation is applied, and are therefore identified as Significant Unavoidable Impacts.

Please refer to the individual chapters for a discussion of the environmental setting, potential impacts, and recommended mitigation measures for each of the Project alternatives.

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The *CEQA Guidelines* require that an alternative that is environmentally superior to the proposed project be identified in the EIR. If the alternative with the least environmental impact is the “no project” alternative, then one of the other remaining alternatives must be designated as the environmentally superior alternative. Based on the analysis contained in this EIS/EIR, the environmentally superior alternative for each component of the Proposed Action (Juvenile Justice Facility and East County Hall of Justice) has been identified. This determination is based on a comparison of the significant and significant unavoidable impacts identified in Chapters 4 through 17 and summarized in Table S.1.

For the Juvenile Justice Facility, the Pardee/Swan Site is considered the environmentally superior alternative.

For the East County Hall of Justice, Site 15A is considered the environmentally superior alternative.

**Table S.1
SUMMARY OF POTENTIAL ENVIRONMENTAL IMPACTS**

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
Land Use Planning						
4.1 Physical Division of an Existing Community	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
4.2 Conflict w/ Applicable Habitat Plans	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
4.3 Conflict w/ Applicable Environmental Policies	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
4.4 Changes in Land Use, Affect on Surroundings	No Impact	Less than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
4.5 Increased Risk of Criminal Activities	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
4.6 Increase in Demand for Housing and Services	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
4.7 Relocation of Businesses	No Impact	No Impact	No Impact	Potentially Significant, Mitigable	No Impact	No Impact

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
Visual Quality						
5.1 Substantial Degradation in Visual Character	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
5.2 Substantial Adverse Effect on Scenic Vista	No Impact	No Impact	No Impact	Significant Unavoidable	No Impact	No Impact
5.3 Creation of New Source of Substantial Light	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable
Geology, Soils, and Seismicity						
6.1 Fault Rupture	Significant Unavoidable	Potentially Significant, Mitigable	No Impact	No Impact	No Impact	No Impact
6.2 Ground Shaking	Significant Unavoidable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
6.3 Liquefaction	Less Than Significant	Less Than Significant	Less Than Significant	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
6.4 Landslides	Significant Unavoidable	Potentially Significant, Mitigable	No Impact	No Impact	No Impact	No Impact
6.5 Soil Erosion	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
6.6 Soil Instability	No Impact	Potentially Significant, Mitigable	Less Than Significant	Potentially Significant, Mitigable	Less Than Significant	Potentially Significant, Mitigable
6.7 Expansive Soils	No Impact	Potentially Significant, Mitigable	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
Hydrology and Water Quality						
7.1 Violation of Water Quality Standards	No Impact	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
7.2 Depletion of Groundwater Resources	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
7.3 Alteration of Drainage Patterns	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
7.4 Exceed Capacity of Stormwater Infrastructure	No Impact	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
7.5 100 Year Flood Hazard Area	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
7.6 Flood Hazard Exposure	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
Biologic Resources						
8.1 Special Status Species	No Impact	Potentially Significant, Mitigable	No Impact	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable
8.2 Loss of Sensitive Natural Communities	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
8.3 Loss or Modifications to Wetlands	No Impact	Potentially Significant, Mitigable	No Impact	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable
8.4 Loss of Wildlife Habitat	No Impact	Less Than Significant	No Impact	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
8.5 Conflict With Local Policies	No Impact	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
8.6 Conflict With Any Habitat Conservation Plan	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
Transportation						
9.1 Increased Traffic in Excess of Capacity	No Impact	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant	Significant Unavoidable	Significant Unavoidable
9.2 Inadequate Parking Supply	No Impact	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Less Than Significant
9.3 Increased Demand for Transit Service	No Impact	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
9.4 Exceeding Regional Roadway Service Standard	No Impact	Significant Unavoidable	Less Than Significant	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable
9.5 Change in Air Traffic Pattern	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
9.6 Increase in Hazards Due to Design	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
9.7 Inadequate Emergency Access	Less Than Significant	Less Than Significant	No Impact	No Impact	No Impact	No Impact
9.8 Conflict with Alternative Transportation Policies	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
Noise						
10.1 Noise and Land Use Compatibility	No Impact	No Impact	Significant Unavoidable	Less Than Significant	Less Than Significant	Less Than Significant
10.2 Vehicular Traffic Noise Increase	No Impact	Less Than Significant	Less than Significant	Less Than Significant	Significant Unavoidable	Less Than Significant
10.3 Construction Noise	No Impact	Significant Unavoidable	Significant Unavoidable	Less Than Significant	Significant Unavoidable	No Impact
Air Quality						
11.1 Construction-Related Toxic Air Contaminants	No Impact	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable
11.2 Youth Exposure to Toxic Air Contaminants	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
11.3 Ozone Precursors	Less Than Significant	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
11.4 Carbon Monoxide Hotspots	No Impact	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
11.5 Odor	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
Public Health and Safety						
12.1 Hazardous Materials Transport, Use and Disposal	No Impact	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
12.2 Accidental Hazardous Materials Release	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
12.3 Hazardous Materials Within ¼ Mile of School	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
12.4 Construction on a Listed Hazardous Materials Site	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
12.5 Safety Hazard Near Public Airport	No Impact	No Impact	No Impact	Less Than Significant	No Impact	No Impact
12.6 Safety Hazard Near Private Airstrip	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
12.7 Impairment with Emergency Response	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
12.8 Exposure to Risk Involving Wildland Fires	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
Public Services						
13.1 Indirect Effects on Public Services	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
13.2 Need for Additional Facilities – Fire, Emergency Medical, Hazardous Materials	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
13.3 Need for Additional Facilities – Police	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
13.4 Need for Additional Facilities – Schools	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
13.5 Need for Additional Facilities – Park and Recreation	No Impact	Less Than Significant	No Impact	Less Than Significant	Less Than Significant	Less Than Significant
13.6 Need for Additional Facilities – Solid Waste						
Construction	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Less Than Significant
Operations	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable	Potentially Significant, Mitigable
13.7 Need for Additional Facilities – Library	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
Utilities						
14.1 Availability of Water Supply	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
14.2 Need for Expanded Water Distribution Systems	No Impact	No Impact	No Impact	Less Than Significant	Less Than Significant	Less Than Significant

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
14.3 Need for Expanded Wastewater Treatment	No Impact	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant	Less Than Significant
14.4 Need for Expanded Wastewater Collection	No Impact	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Less Than Significant	Less Than Significant
14.5 Need for Additional Storm Drainage Services	No Impact	Potentially Significant, Mitigable	No Impact	Less Than Significant	Potentially Significant, Mitigable	Less Than Significant
14.6 Increased Demand for Electrical, Gas, Telecommunications Services	No Impact	Potentially Significant, Mitigable	No Impact	Less Than Significant	No Impact	Less Than Significant
Historic/Archaeological Resources						
15.1 Disturbance of Previously Unrecorded Cultural Resources	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable	No Impact	Potentially Significant, Mitigable	Potentially Significant, Mitigable
15.2 Loss of Historic Resources – Demolition of Existing Juvenile Hall	No Impact	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable	Significant Unavoidable	No Impact

Impact	No Action/No Project	San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center	Site 15A
15.3 Effect on Historic Resources in Project Vicinity	No Impact	No Impact	Less Than Significant	No Impact	No Impact	No Impact
Environmental Justice						
16.1 Environmental Justice	Significant Unavoidable	Potentially Significant, Mitigable	Significant Unavoidable	No Impact	Potentially Significant, Mitigable	No Impact

CUMULATIVE IMPACTS

Development under any of the project scenarios evaluated in the EIS/EIR would be expected to contribute to environmental effects that occur as a result of area-wide development and operations activity, including housing, commercial, industrial, transportation and other governmental uses. For example, the project would contribute to the air pollution generated within the region. Depending on the level of construction activity taking place concurrently in the vicinity of each site evaluated, this contribution would be cumulatively considerable during demolition, site preparation and construction unless measures to effectively control dust and construction vehicle emissions are implemented. Project-related noise effects during construction would also be considered cumulatively considerable on a temporary basis, depending on the level of construction activity nearby and the extent to which noise reduction measures can be effectively implemented. Following construction, facility operation could be expected to result in cumulatively considerable project-related contributions to vehicle traffic on roadways in the vicinity, which in turn could result in cumulatively considerable project-related contributions to air pollution within the region. At those sites where biological resources have been identified (particularly at the East County Government Center site and Site 15A in Dublin), the project-related loss of habitat for special status species and wetlands would be a cumulatively considerable contribution to the loss of these resources generally within the region. Although development at any of the sites evaluated in the EIS/EIR would be expected to result in an incremental increase in the demand for public services and utilities, each site is located within an urban area where these services and utilities can be provided without the need for new facilities or infrastructure. The Project's increase in demand thus would not be a cumulatively considerable environmental effect. See **Chapter 17** of this EIS/EIR for the site-specific discussions of Project-related cumulative effects.

GROWTH INDUCEMENT

The proposed Juvenile Justice Facility and East County Hall of Justice projects are intended to address documented needs for improved facilities, and would not induce substantial population growth in the vicinity at any of the alternative sites considered in this EIS/EIR. Development at the sites evaluated would be consistent with overall land use plans for the areas. Each site is located in an urban area with adequate infrastructure to meet project-related demands for services, so no substantial infrastructure improvements would be required which could induce growth in neighboring areas. Employment at any of the sites would be relatively small in comparison to the overall level of activity in the vicinity. Many of the employees (approximately 450 to 550 staff at the Juvenile Justice Facility, and approximately 300 staff at the East County Hall of Justice) would be drawn primarily from the existing labor supply serving these County functions, and limited new housing would be required to serve new employees. Considered in the context of Alameda County and the individual communities in which the projects could be located, the projects do not represent the introduction of large employment or economic generators. However, the overall trend in the region is toward increased traffic congestion, a lack of affordable housing, and increased service demands that could outstrip the ability of cities and other agencies to provide for all of the long-term growth within and beyond the nine-County San Francisco Bay Area. Therefore, there is the potential for significant cumulative growth-

inducing impacts. See **Chapter 17** of this EIS/EIR for the site-specific discussions of Project-related effects related to growth inducement.

UNAVOIDABLE AND IRREVERSIBLE IMPACTS

As shown in Table S.1 and discussed in the topical sections of this EIS/EIR, the project alternatives would have unavoidable impacts in the following areas.

No Action/No Project

6.1: Fault Rupture

6.2: Ground Shaking

6.4: Landslides

16.1: Environmental Justice

San Leandro Property

9.4: Exceeding Regional Roadway Service Standard

10.3: Construction Noise

15.2: Loss of Historic Resources – Demolition of Existing Juvenile Hall

Glenn Dyer Detention Facility

10.1: Noise and Land Use Compatibility

10.3: Construction Noise

15.2: Loss of Historic Resources – Demolition of Existing Juvenile Hall

16.1: Environmental Justice

Pardee/Swan Site

5.2: Substantial Adverse Effect on Scenic Vista

9.4: Exceeding Regional Roadway Standard

15.2: Loss of Historic Resources – Demolition of Existing Juvenile Hall

East County Government Center

9.1: Increased Traffic in Excess of Capacity

9.4: Exceeding Regional Roadway Standard

10.2: Vehicular Traffic Noise Increase

10.3: Construction Noise

15.2: Loss of Historic Resources – Demolition of Existing Juvenile Hall

Site 15A

9.1: Increased Traffic in Excess of Capacity

9.4: Exceeding Regional Roadway Standard

AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

Controversy expressed during the initial planning activity and scoping process for the projects focused on the selection of an appropriate size for the Juvenile Justice Facility, and appropriate location for both the Juvenile Justice Facility and the East County Hall of Justice.

The Final EIS/EIR will include an indication by OJP/BJA regarding the preferred alternative for the purpose of NEPA. Upon completion of the Final EIS/EIR, the County BOS will review and certify the Final EIS/EIR under CEQA, and OJP/BJA will approve the Final EIS/EIR under NEPA and provide notice in the Federal Register that the Final EIS/EIR is available, as discussed above.

After the Final EIS/EIR is certified and adopted and a plan to monitor and implement the mitigation measures has been adopted, the County BOS will select one of the assessed alternatives. This selection will be based on the environmental analysis in the Final EIS/EIR and the environmental findings, as well as on the program and budget constraints at the time of certification and adoption.

After an alternative is selected, more detailed decision-making regarding the projects' design and construction can occur. The Interim Final Rule issued by OJP/BJA regarding compliance with NEPA states that grantees (BOC) and subgrantees (County of Alameda) may not start construction before the completion of the environmental analysis process, nor may they make further decisions or commitments of resources that would have an affect on the environment or limit the choice of reasonable alternative sites. Therefore, the County has been limited in its ability to complete design concepts for the various alternatives being considered. Sufficient information has been generated to facilitate the environmental analysis, but final design and specifications cannot be generated until the environmental analysis is complete.

This EIS/EIR provides information about the various sites that were carried forward for analysis, which will be used by the decision-makers in determining an appropriate course of action. Other factors that may influence those decisions include such things as total cost, whether program objectives are fully met, ability to implement the alternative in a timely manner, and others. The selection will be formalized by OJP/BJA preparing and issuing a ROD prior to any implementing

action occurring, and by the County BOS through preparing Findings, a Statement of Overriding Consideration, and issuing a Notice of Determination.

Introduction

PURPOSE OF THE ENVIRONMENTAL IMPACT STATEMENT / REPORT

This Draft Environmental Impact Statement / Environmental Impact Report (EIS/EIR) evaluates the potential environmental effects associated with the proposed development of a Juvenile Justice Facility and an East County Hall of Justice in Alameda County, California.

National Environmental Policy Act

According to Title 42 of the United States Code (USC), Section 4321, the purposes of the National Environmental Policy Act (NEPA) are: To declare a national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the Nation; and to establish a Council on Environmental Quality (CEQ).

Section 1502.1 of the NEPA implementing regulations states: “The primary purpose of an environmental impact statement is to serve as an action-forcing device to insure that the policies and goals defined in the National Environmental Policy Act are infused into the ongoing programs and actions of the Federal Government. It shall provide full and fair discussion of significant environmental impacts and shall inform decision-makers and the public of the reasonable alternatives that would avoid or minimize adverse impacts or enhance the quality of the human environment. Agencies shall focus on significant environmental issues and alternatives and shall reduce paperwork and the accumulation of extraneous background data. Statements shall be concise, clear, and to the point, and shall be supported by evidence that the agency has made the necessary environmental analyses. An environmental impact statement is more than a disclosure document. It shall be used by Federal officials in conjunction with other relevant material to plan actions and make decisions.”

Section 1502.3 of the NEPA implementing regulations states that “environmental impact statements are to be included in every recommendation on proposals for legislation and other major Federal actions significantly affecting the quality of the human environment.”

Section 102 [42 USC Section 4332] (2) (C) requires “...a detailed statement by the responsible official on:

- The environmental impact of the proposed action,

- Any adverse environmental effects which cannot be avoided should the proposal be implemented,
- Alternatives to the proposed action,
- The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and
- Any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.”

Section 1502.14 of the NEPA implementing regulations requires agencies to perform the following analysis:

- “Rigorously explore and objectively evaluate all reasonable alternatives, and for alternatives which were eliminated from detailed study, briefly discuss the reasons for their having been eliminated.
- Devote substantial treatment to each alternative considered in detail including the proposed action so that reviewers may evaluate their comparative merits.
- Include reasonable alternatives not within the jurisdiction of the lead agency.
- Include the alternative of no action.
- Identify the agency's preferred alternative or alternatives, if one or more exists, in the draft statement and identify such alternative in the final statement unless another law prohibits the expression of such a preference.
- Include appropriate mitigation measures not already included in the proposed action or alternatives.”

California Environmental Quality Act

The basic purposes of the Environmental Impact Report (EIR), under the California Environmental Quality Act (CEQA), are very similar to purposes of the EIS under NEPA:

- Inform governmental decision-makers and the public about the potential environmental effects of proposed activities,
- Involve the public in the decision-making process,
- Identify ways that significant impacts to the environment can be avoided or significantly reduced,
- Identify and assess alternatives to the proposed project,
- Prevent environmental damage by requiring changes in the Project through the use of alternatives or mitigation measures [CEQA Guidelines, Section 150029(a)]

With respect to analyzing alternatives, Section 15126.6 of the CEQA Guidelines requires that an EIR:

- Discuss alternatives that are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly;
- Include a range of reasonable alternatives and publicly disclose the reasoning for selecting those alternatives;
- Include sufficient information about each alternative to allow meaningful evaluation, analysis, and comparison with the proposed project;
- Include a “no project” alternative.

In addition, an EIR need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative.

Because of the similarities of the NEPA and CEQA, Section 1506.2 of the NEPA regulations requires Federal agencies to cooperate with state and local agencies “to the fullest extent possible to reduce duplication between NEPA and comparable state and local requirements.” Such cooperation “shall to the fullest extent possible include joint environmental impact statements.” CEQA provides that in the event that a project requires both an EIR pursuant to CEQA and an EIS pursuant to NEPA, the lead agency should, whenever possible, use the EIS as the EIR.

SCOPE OF THE ENVIRONMENTAL IMPACT STATEMENT/REPORT

The process of determining the focus and content of an EIS/EIR is known as scoping. Scoping helps identify the range of actions, alternatives, environmental effects and mitigation measures to be analyzed in depth and eliminates from detailed study issues that are not pertinent to the final decision on the proposed Project. Scoping is also an effective way to bring together and address the concerns of the public, affected agencies and other interested parties. Significant issues may be identified through public and agency comments.

Scoping is not conducted to resolve differences concerning the merits of a Project or to anticipate the ultimate decision or proposal. The purpose of scoping is to help ensure that a comprehensive EIS/EIR will be prepared that provides a firm basis for the decision making process.

The intent of the EIS/EIR scoping process for the proposed Project was to:

- Inform agencies and interested members of the public about the proposed project and Lead Agency actions related to it, including compliance with NEPA and CEQA requirements.
- Identify the range of concerns that form the basis for identification of significant environmental issues to be addressed in the EIS/EIR.

- Identify suggested mitigation measures, strategies or ideas and approaches to mitigation that may be useful and explored further in the EIS/EIR.
- Develop a mailing list of agencies and individuals interested in future actions relative to the EIS/EIR.

The Lead Agencies have provided two scoping periods for the Projects. The first scoping process was begun when OJP/BJA published a Notice of Intent (NOI) in the Federal Register on January 15, 2002, which began the federal notification process under NEPA (see FR Vol. 67, No. 10, p. 1990). A combined NOI / Notice of Preparation (NOP) was mailed to local, regional and state agencies, neighboring property owners and residents, and the State Clearinghouse on January 23, 2002. The NOI, the NOP, and the published notices provided a general description of the project and alternatives, discussed the purpose of the EIS/EIR, listed the environmental topic areas to be discussed in the EIS/EIR, and requested comments on the scope of the environmental analysis. The Notices also were published in local newspapers on January 23 and 30, 2002. The published notices announced the date, time and location of the scoping meetings and briefly summarizing the purpose of the meetings. Contact information was provided for the Lead Agencies, and an e-mail address was established at the County. The County website was updated to include information about the Project and scoping process. Public comments were accepted until February 22, 2002.

Two public meetings were held during this scoping period on Thursday, February 7, 2002. An afternoon meeting was held at 2:00 p.m. in the Conference Room of the Alameda County Public Works Operations Building at 4825 Gleason Drive in Dublin. This meeting included a brief introduction of the Lead Agencies and independent environmental consultants, the Project, and the environmental review process. The focus was on obtaining public agency comments; other public comments also were welcomed. An evening meeting took place between 7:00 p.m. and 10:00 p.m. in the Assembly Hall of the Alameda County Office of Emergency Services at 4985 Broder Boulevard in Dublin. This meeting was conducted in an "open house" format in which guests were provided numerous opportunities to gather information, ask questions, and offer comments at information stations around the room. Written and verbal comments from these meetings are included and summarized in a Scoping Report, and are available under separate cover.

At both meetings, display boards and handouts describing the proposed Project and the scoping process were available for public review. Independent environmental consultants and Lead Agency representatives were available to answer questions raised by the public about the proposed Project and the EIS/EIR process. Meeting attendees were offered the opportunity to write their contact information on mailing lists in order to receive future information about the EIS/EIR process. All comments received prior to the deadline of February 22, 2002 were considered and are included in the Scoping Report. Some late comments were received and are also included, as of March 15, 2002.

In response to the comments received at the first set of scoping meetings in Dublin, additional alternative sites were added for consideration as part of the environmental analysis, including Glenn Dyer and Pardee/Swan in Oakland and Site 15A in Dublin. A second set of scoping

meetings to discuss these alternative sites was held. Because the first set of meetings had been held in Dublin and because two of the three additional sites were in Oakland, Oakland was selected for the second set of scoping meetings. A second NOI was published in the Federal Register on June 19, 2002, and circulated to area residents, property owners, public agencies, and interest groups. A second NOP was filed with the County Clerk-Recorder and State Clearinghouse on June 25, 2002. The second set of scoping meetings was held on July 10, 2002 at the Asian Cultural Center (9th and Webster Streets) in Oakland. The format of these meetings was similar to the first set of meetings. In addition, because of the cultural mix of the area's residents, interpreters and translated material were provided. Comments were received at the scoping meetings and in writing and by e-mail during the 30-day comment period, which closed on July 25, 2002. A summary of the issues raised and verbatim copies of the comments are provided in the second Scoping Report for the project.

Sources of Information

The information in this Draft EIS/EIR has been compiled from a variety of sources, including published studies, maps, aerial photographs and independent field investigations. A complete list of references is included in **Chapter 18**. Background documents are incorporated into this EIS/EIR by reference, and are available for inspection at the Alameda County Planning Department offices by appointment. To arrange an appointment, contact:

Mr. James Sorensen, Planning Director
Alameda County Planning Department
399 Elmhurst Street, Room 136
Hayward, CA 94544
Phone: (510) 670-5400

AGENCY RESPONSIBILITIES

Agency NEPA Responsibilities

The U.S. Department of Justice, Office of Justice Programs/Bureau of Justice Assistance (OJP/BJA) is the Lead Agency under NEPA for the Project EIS component of the combined EIS/EIR. The State of California Board of Corrections (BOC) assisted OJP/BJA with the preparation of the EIS.

U.S. Department of Justice, Office of Justice Programs / Bureau of Justice Assistance

OJP/BJA is the federal agency sponsoring the major federal action (partial funding for the construction of the Juvenile Justice Facility) that triggers the requirement for review under NEPA. Because OJP/BJA provides substantial guidance and oversight in the use of the federal funds (including providing advice to States on the proper use of funds, critiquing the applications for funding, and providing oversight of the construction of projects), OJP/BJA has issued an interim final rule for compliance with NEPA. This EIS/EIR for the proposed Juvenile Justice

Facility component of the project will conform to that rule and other applicable laws and regulations.

The OJP/BJA provides federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. Through the programs developed and funded by its bureaus and offices, OJP/BJA works to form partnerships and programs among federal, state, and local government officials in the areas of law enforcement, prevention, juvenile justice, substance abuse treatment, victims services, and corrections.

The Bureau of Justice Assistance (BJA) recently took over the responsibilities of the former Corrections Programs Office of CPO within the Office of Justice Programs (OJP) to implement the correctional grant programs established by the Violent Crime Control and Law Enforcement Act of 1994. This includes the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Grant Program, which provides federal assistance to state and local units of government to build and/or expand correctional facilities in an effort to increase bed space capacity for the confinement of violent offenders.

It is the policy of OJP/BJA to ensure that its federal grant programs both protect and mitigate harm to the environment. Through the implementation of NEPA, any federal project, decision, or action, including grant-funding assistance, such as VIO/TIS, that may have a significant impact on quality of life and/or the environment is subject to an environmental review and subsequent compliance with NEPA.

The role of OJP/BJA in the NEPA review process is to issue guidance on the preparation of environmental documents and the environmental review, fully participate in the notification and implementation of public hearings, prepare written assessments of environmental impacts, monitor mitigation measures implemented by states, review and approve all draft and final environmental documents, and prepare a Record of Decision (ROD) regarding the final disposition of the process and selection of the Proposed Action or No Project Alternative.

California Board of Corrections

As an entity with State-wide authority and responsibility for the action, the California Board of Corrections (BOC) assisted OJP/BJA in the preparation of the EIS under NEPA, subject to the oversight of the U.S. Department of Justice. The BOC will also participate in the final design and conduct certain inspections of the Juvenile Justice Facility to verify compliance with State standards and audit the use of the grant funds. The BOC:

- Obtains a contractor to prepare NEPA-required documents;
- Coordinates and consults with OJP/BJA throughout the EIS preparation process on the content of the draft and final EIS;
- Oversees the issuance of the required public notifications, publications, and arrangements for public hearings;

- Provides a point of contact for the EIS that can answer questions not only about the proposed action but also the EIS;
- Assures that a distribution list for the EIS is established and maintained;
- Provides the OJP/BJA with copies of the draft EIS report to be sent to the Environmental Protection Agency (EPA);
- Sets the review period (not less than 45 days) for the draft EIS;
- Ensures that notification of the draft EIS is announced locally and in the Federal Register;
- Makes the draft EIS available for public review;
- Ensures that the draft EIS will be available at public repositories and sent to all interested parties who have requested a copy;
- Helps arrange for a public information meeting on the draft EIS;
- Provides OJP/BJA with a copy of all comments received on the draft EIS;
- Ensures that all comments received, including a summary and transcript of the public information meeting, are included in the final EIS and that all comments received in accordance with Section 1503.4 of the Council on Environmental Quality (CEQ) regulations receive a response;
- Announces availability of the final EIS locally and in the Federal Register;
- Ensures that the final EIS will be available at public repositories and sent to all interested parties who have requested a copy; and
- Ensures that mitigation measures (if any) or other conditions established in either the final EIS or during its review are implemented by the county, and reports to OJP/BJA regarding those measures or conditions.

Agency CEQA Responsibilities

The County of Alameda is the lead agency under the California Environmental Quality Act (CEQA) for the preparation of the Juvenile Justice Facility and East County Hall of Justice EIR component of the combined EIS/EIR.

County of Alameda

Under CEQA, the County of Alameda is the project sponsor and lead agency for the preparation of the EIR. The Alameda County Board of Supervisors (BOS) is responsible for accepting grant funds, hiring design and construction consultants, approving the development concepts, certifying the EIR, and authorizing construction of projects. The Alameda County General Services Agency (GSA) is the project manager for planning, design and construction of the Juvenile Justice Facility and East County Hall of Justice projects. The Alameda County

Community Development Agency, Planning Department is supervising the preparation of the EIS/EIR for the projects, in close coordination with the U.S. Department of Justice and California Board of Corrections regarding the EIS portion of the analysis. Specifically, the County of Alameda:

- Hires and supervises a contractor to prepare CEQA-related documents;
- Consults with Responsible and Trustee Agencies, BOC and OJP/BJA;
- Oversees the issuance of the required public notifications, publications, and arrangements for public meetings;
- Provides a point of contact for the EIR who can answer questions about the proposed action and the EIR;
- Assures that a distribution list for the EIR is established and maintained;
- Sets the review period (not less than 45 days) for the draft EIR;
- Ensures that the draft EIR is made available and that notice of that fact is announced locally;
- Arranges for a public information meeting on the draft EIR;
- Ensures that all comments received including a summary of the public information meetings are included in the final EIR and that all substantive environmental comments are responded to in the final EIR;
- Announces the availability of the final EIR;
- Certifies that the final EIR is complete and makes findings regarding each significant impact, mitigation measure and alternative;
- Selects a preferred alternative and approves final development plans; and
- Ensures that mitigation measures (if any) or other conditions established in the Final EIR or during its review are implemented.

Responsible, Trustee and Other Interested Agencies

Responsible, Trustee, and other interested agencies that may rely on the certified EIS/EIR in reviewing the project include:

- City of Dublin
- City of Oakland
- City of Pleasanton
- City of San Leandro

- Port of Oakland
- Dublin-San Ramon Services District (DSRSD)
- Oro Loma Sanitary District (OLSD)
- East Bay Municipal Utility District (EBMUD)
- Alameda County Airport Land Use Commission (ALUC)
- Alameda County Flood Control and Water Conservation District (Zone 7)
- Alameda County Congestion Management Agency (ACCMA)
- Alameda County Public Works Agency (for flood control outside Zone 7)
- Livermore – Amador Valley Transportation Agency (LAVTA)
- Alameda – Contra Costa Transit District (AC Transit)
- Bay Area Rapid Transit District (BART)
- Bay Area Air Quality Management District (BAAQMD)
- San Francisco Bay Regional Water Quality Control Board (RWQCB)
- California Department of Fish and Game (DFG)
- California Department of Transportation (Caltrans)
- California Highway Patrol (CHP)
- California Office of Historic Preservation (OHP)
- California Department of Toxic Substances Control (DTSC)
- California State Lands Commission
- San Francisco Bay Conservation and Development Commission (BCDC)
- U.S. Fish and Wildlife Service (USFWS)
- U.S. Army Corps of Engineers (ACOE)
- U.S. Advisory Council on Historic Preservation (ACHP)
- U.S. Environmental Protection Agency (EPA)
- U.S. Natural Resource Conservation Service (NRCS)
- United States Army Reserve
- Federal Bureau of Prisons
- Federal Emergency Management Agency (FEMA)

PUBLIC REVIEW PROCESS

This Draft EIS/EIR is being circulated for a 45-day public review period. Public notices have been published according to the CEQA and NEPA guidance documents and establish the specific start and closing dates of the review period. During the review period, government agencies, organizations and individuals may submit comments on the adequacy of this Draft EIS/EIR in identifying the potential environmental effects associated with Project implementation, and in recommending appropriate mitigation measures or alternatives to avoid or lessen such potential effects. The State Clearinghouse will circulate this Draft EIS/EIR to State agencies with jurisdiction over various aspects of the Project. At the federal level, the EPA publishes a notice of availability of the Draft EIS/EIR in the Federal Register.

All comments on this Draft EIS/EIR must be submitted prior to the deadline to:

Mr. Michael Houghtby, Field Representative
State of California Board of Corrections
600 Bercut Drive, Sacramento, CA 95814
Fax: (916) 445-5796

Two public hearings have been scheduled during the review period. Written and oral comments will be received at the hearings, and written comments may be submitted at any time until the close of the comment period. Responses to all written and oral comments will be prepared and published in a Final EIS/EIR after the close of the 45-day review period.

In accordance with Section 15080 of the CEQA Guidelines, the Final EIS/EIR (incorporating the Draft EIS/EIR) will be reviewed and certified by the Alameda County BOS. In accordance with Section 1502.19 of the NEPA regulations, OJP/BJA will also circulate the Final EIS/EIR.

Under CEQA, certification of the Final EIS/EIR by the Alameda County BOS would not constitute approval of the Project, but is necessary prior to approval of a project. To approve a project, in addition to certification of the Final EIS/EIR, the lead agency must adopt environmental findings and a mitigation monitoring program (CEQA Guidelines, Sections 15091). If the project has significant environmental effects that cannot be reduced to a less than significant level, the environmental findings must include a “statement of overriding considerations” (CEQA Guidelines, Sections 15092). This requires the lead agency to balance, as applicable, the economic, legal, social, technological, or other benefits of a proposed project against its unavoidable environmental risks. If the benefits outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered “acceptable” [CEQA Guidelines, Section 15093 (a)]. The statement of overriding considerations shall be supported by substantial evidence in the record [CEQA Guidelines, Section 15093 (b)].

A mitigation monitoring program shall include detailed information about who is responsible for implementing and monitoring a given mitigation, the standard which must be met to be in compliance, enforcement procedures for non-compliance, and other requirements as per the CEQA Guidelines, Section 15097.

A similar process is required for federal review and approval of the environmental document and the Proposed Action. The California BOC and OJP/BJA will review and circulate the Final EIS/EIR and OJP/BJA will prepare a Record of Decision (ROD) stating its decision regarding the alternatives. This process is the NEPA equivalent to certifying an EIR, preparing Findings and a Statement of Overriding Consideration and then issuing a Notice of Determination under CEQA. In general, the ROD must state what the government’s decision was, what alternatives were considered and what the environmentally preferred alternative was, what factors led to the decision, whether all practicable means to avoid or minimize environmental harm have been adopted, and if not why. For mitigation measures established in the ROD, a monitoring and enforcement program must also be adopted and implemented. The ROD may not be issued less

than 30 days after publication in the Federal Register that the Final EIS/EIR is complete and available.

OJP/BJA procedures include the requirement that the ROD shall determine the allowable uses of the grantee's VOI/TIS fund with respect to the proposed action or its alternatives [28 CFR, Part 91.63(i)].

AREAS OF CONTROVERSY AND DECISIONS TO BE MADE

Controversy expressed during the initial planning activity and scoping process for the projects focused on the selection of an appropriate size for the Juvenile Justice Facility, and appropriate location for both the Juvenile Justice Facility and the East County Hall of Justice.

Upon completion of the Final EIS/EIR, the County BOS will review and certify the EIS/EIR under CEQA, and OJP/BJA will approve the Final EIS/EIR under NEPA and provide notice in the Federal Register that the Final EIS/EIR is available, as discussed above.

After the Final EIS/EIR is certified and adopted and a plan to monitor and implement the mitigation measures has been adopted, the County BOS will select one of the assessed alternatives. This selection will be based on the environmental analysis in the Final EIS/EIR and the environmental findings, as well as on the program and budget constraints at the time of certification and adoption.

After an alternative is selected, more detailed decision-making regarding the projects' design and construction can occur. The Interim Final Rule issued by OJP/BJA regarding compliance with NEPA states that grantees (BOC) and subgrantees (County of Alameda) may not start construction before the completion of the environmental analysis process, nor may they make further decisions or commitments of resources that would have an affect on the environment or limit the choice of reasonable alternative sites. Therefore, the County has been limited in its ability to complete design concepts for the various alternatives being considered. Sufficient information has been generated to facilitate the environmental analysis, but final design and specifications cannot be generated until the environmental analysis is complete.

This EIS/EIR provides information about the various sites that were carried forward for analysis, which will be used by the decision-makers in determining an appropriate course of action. Other factors that may influence those decisions include such things as total cost, whether program objectives are fully met, ability to implement the alternative in a timely manner, and others. The selection will be formalized by OJP/BJA preparing and issuing a ROD prior to any implementing action occurring, and by the County BOS through preparing Findings, a Statement of Overriding Consideration, and issuing a Notice of Determination.

REPORT ORGANIZATION

This Draft Environmental Impact Statement/Environmental Impact Report (EIS/EIR) consists of the following chapters:

Chapter 1: Introduction - Outlines the purposes of the EIS/EIR and general background information.

Chapter 2: Purpose and Need - Briefly specifies the purpose and need to which the agency is responding in proposing the alternatives including the proposed action.

Chapter 3: Proposed Action and Alternatives - Provides detailed information about the Department of Justice, Board of Corrections, and County of Alameda planning and decision-making processes, alternatives that were considered and not carried forward, and those alternatives that are considered potentially feasible and therefore analyzed for environmental consequences.

Chapters 4 through 16: Affected Environment, Environmental Consequences, and Mitigation Measures - Addresses each aspect of the environment that may potentially be significantly affected by Project implementation. These chapters include:

4. Land Use and Planning
5. Visual Quality/Aesthetics
6. Geology, Soils and Seismicity
7. Hydrology and Water Quality
8. Biologic Resources
9. Transportation
10. Noise
11. Air Quality
12. Public Health and Safety
13. Public Services
14. Utilities
15. Historic/Archaeological Resources
16. Environmental Justice

Within each chapter, the following information is provided:

- A description of the environmental setting or conditions which may affect or be affected by the proposed projects,
- The potential significant environmental effects likely to result from individual project implementation, and
- Recommended mitigation measures that may be implemented to eliminate or substantially reduce any significant project-related environmental effects.

Chapter 17: Growth Inducement and Cumulative Impacts - Addresses other general Project impacts as required by CEQA and NEPA, including a description of growth-inducing impacts associated with the Project, and cumulative impacts.

Chapter 18: Report Preparation - Provides a listing of the persons involved in the preparation of the Draft EIS/EIR, persons contacted, and materials used in the preparation of the Draft EIS/EIR.

Chapter 19: Glossary/Index – Provides a listing of acronyms and abbreviations used throughout the Draft EIS/EIR, as well as an index to assist the reader in locating specific material within the document.

Chapter 20: Consultation and Distribution List – Provides a list of public agencies and elected officials who were consulted during preparation of this EIS/EIR, and to whom the Draft EIS/EIR is being distributed for review and comment. Additional distribution of the report and/or a notice of availability will occur for individuals who are potentially affected by or have expressed an interest in the Project.

IMPACTS FOUND TO BE LESS THAN SIGNIFICANT

As part of the scoping process for the Project, the following impact areas were considered and found to have less than significant or no impact potential.

Farmland Protection

Each of the project sites considered in this EIS/EIR are vacant or developed parcels of land surrounded by urban development. The sites are not listed in a State or federal farmland program, and have marginal or urban soils. The sites have been highly disturbed and do not currently provide any agricultural production.

The federal Farmland Protection Policy Act is intended to minimize the extent to which federal programs contribute to the unnecessary and irreversible conversion of farmland to non-agricultural uses, and to maintain consistency with state, local and private programs to protect farmland. The United States Department of Agriculture (USDA), Soil Conservation Service (SCS) administers the program, and has issued a rule to establish criteria for land evaluation and site assessment. The U.S. EPA has adopted related guidance through its Policy to Protect Environmentally Significant Agricultural Lands. EPA's policy addresses three types of environmentally significant agricultural lands for protection. The project sites and vicinity do not conform to any of those categories and therefore do not warrant protection.

The project sites are not suitable for agriculture, and development of the properties will not adversely affect other agricultural land or activities in the vicinity, which are generally limited to urban or grazing uses. Therefore, the impact to farmland and agricultural activity is found to be less than significant and does not warrant mitigation.

Coastal Barriers

Each of the project sites evaluated in this EIS/EIR are located on upland sites in urban areas approximately 10 to 20 miles from the Pacific Ocean. There is no coastal barrier in the vicinity of the alternative sites, so there would be no impact on them.

Coastal Zone Management

Each of the project sites evaluated in this EIS/EIR are located on upland sites in urban areas approximately 10 to 20 miles from the Pacific Ocean. There is no coastal zone management area in the vicinity, so there would be no impact. A portion of the Pardee/Swan site is subject to the jurisdiction of the Bay Conservation and Development Commission (BCDC), which implements coastal regulations and policy for the shoreline of the San Francisco Bay. The Project would be developed outside of the BCDC jurisdictional area, so no impact would occur.

Wild and Scenic Rivers

Each of the project sites evaluated in this EIS/EIR are located on upland sites in urban areas. There are no wild and scenic rivers in the vicinity, so there would be no impact.

Floodplain Management

Each of the project sites evaluated in this EIS/EIR are outside of mapped floodplains, according to the Federal Emergency Management Agency (FEMA).

Mineral Resources

Economic mineral resources, particularly sand and gravel aggregate used in the construction industry, are available in the Livermore-Amador Valley south of Interstate 580, about 2 miles from the East County Government Center Site and Site 15A. The California Department of Conservation maps the aggregate resources of the State according to Production-Consumption regions. The Livermore-Amador Valley contained some of the largest resource areas and has been a large producer of aggregates for several decades. Some of the aggregate mining areas are being closed, as deposits become depleted or less economical to mine. Other production methods have extended the life of these operations, however, such as the use of recycled concrete and glass material to supplement the naturally occurring aggregate.

Natural gas is located in some isolated pockets in the eastern portion of the Livermore-Amador Valley. No economically important natural resources are located on or under any of the project sites, so no impacts would occur. No other economically valuable natural resources are present at or near the other alternative sites.

Purpose and Need

2.1 INTRODUCTION

The County of Alameda provides mandated and discretionary juvenile justice services through the efforts of the Probation, Sheriff, Courts, Health Care Services and other departments, in cooperation with other government and private agencies. The County also provides all trial court-related services to the community through its unified Court system, with branches in Alameda, Berkeley, Fremont, Hayward, Pleasanton and San Leandro. Other general government services include health care, social services, housing, agriculture, planning, tax assessment and collection, fire protection, public safety and public works such as roadways and flood control.

Alameda County is located on the east side of San Francisco Bay, occupies an area of 743 square miles and is the sixth most populous county in California and second in the Bay Area. The population is highly diverse, both economically and ethnically. The County is divided into two major geographical units by series of northwest/southeast trending hills: the 32-mile long coastal plain and the Livermore-Amador Valley. The most heavily urbanized areas are the cities of Oakland and Berkeley to the north, with a continuous pattern of urban and suburban development extending southward to Hayward and Fremont. The Livermore-Amador Valley, although still agriculturally productive, is experiencing considerable urbanization.

2.2 JUVENILE JUSTICE FACILITY

The existing Juvenile Hall is located in the hills of San Leandro, in an unincorporated area within Alameda County. The existing Juvenile Hall was constructed in various phases with most structures dating from the 1950s. In addition to the existing Juvenile Hall, which provides secure detention for 299 detainees, there are camps for low security detention and the Chabot Community Day Center, which provides day school services. The existing Juvenile Hall is constructed on a steep hillside in close proximity to the Hayward fault, an active earthquake fault with a potential for causing severe ground shaking with an estimated 32% chance of a major seismic event during the next 30 years (USGS, 1999). In addition, all of the existing facilities have or will soon exceed their useful economic life and need replacing, based on operational and architectural/engineering evaluations. These facilities have been frequently overcrowded over the past several years. The County's Board of Supervisors and the State Board of Corrections determined that the existing Juvenile Hall does not meet the current Board of Corrections guidelines for juvenile detention facilities, nor does it meet current or future needs of the County of Alameda, and therefore should be replaced.

PROJECT OBJECTIVES

Alameda County has prepared a series of studies to determine its needs and engineering requirements for this facility (Rosser International, 1998a; Cornerstone Facilities Consulting, 2000). In 1998, with the assistance of a consulting team headed by Rosser International, the County prepared a needs assessment and master plan (Rosser International, 1998b). The assessment and plan included revisions to the County's mission statement, objectives and philosophy that would guide County decisions about the overall juvenile justice system. The stated mission is:

- A strong commitment to the goals of protecting children; preventing juvenile crime; providing for public safety; and rehabilitating juvenile offenders.

Several general objectives for the juvenile justice system were identified, as well as specific objectives for the Juvenile Justice Facility. The report noted that the facilities that accommodate juveniles, judicial functions, services and programs will be designed and constructed to:

- assure community protection;
- enhance rehabilitative efforts;
- reflect professional standards;
- provide ready access for juveniles, their families and professionals working within the juvenile justice system; and
- meet all national standards and local and state requirements.

For the juvenile courts component of the Juvenile Justice Facility, more detailed objectives included to:

- provide a high standard, but family-friendly, juvenile courts environment for court clients and staff;
- foster efficiencies, convenience of services and open communication among related agencies by collocating and centralizing juvenile courts, related agencies and ancillary services;
- help ensure the delivery of prompt and efficient services to clients, witnesses and victims;
- create a secure environment for court clients and staff that also honors the confidentiality of the proceedings;
- provide spaces and facilities to create a normative environment for siblings and parents;
- provide a courts facility that can accommodate future changes in growth and technology advances;

- provide a facility that reflects a high priority on families and judicial case processing;
- provide an environment that encourages a commitment from all juvenile-related agencies to work cooperatively for system-wide improvements;
- create a climate that will enhance morale and attract even more committed and qualified practitioners; and
- convey a serious and official image that encourages proper juvenile court decorum and respect for the proceedings (Rosser, 1998a).

The needs assessment and master plan also provided data from recent years and population projections, which led to caseload, workload and staffing projections and a determination of bed needs for each population category (male/female and age range divisions for detention and assessment, and for post-adjudication in-custody).

The master plan determined that the County needed to construct a new Juvenile Justice Facility that would include 540 beds to meet the County's needs, as described above. The facility would respond to the approximately 10,000 annual referrals for intake, of which 6,000 are admitted for detention in a given year. The average length of stay in detention steadily increased during the five-year period studied in the needs assessment, to about 18 days for males and 12 days for females. The average daily population in detention increased at an average annual rate of 3.5 percent, from 277 in 1992 to 326 (male and female) in 1997.

Projections in the Rosser study indicated that average daily populations could continue to increase at a rate between 1 and 5 percent, leading to an average daily population of between 380 and 460 (male and female) in 2007. The estimated total number of beds required for a new detention facility was based on these historical trends and projections (multiplied by a factor of 1.2 to account for peaking and classification and operational needs). The County's classification and operational needs were to accommodate youth in a facility that reflects the detainees' gender, age and security risk; to avoid crowding; and to provide for long-term planning.

Based on increased use of alternatives to detention implemented by the Probation Department in recent years, the bed needs for Juvenile Hall are now lower than what was projected in the 1999 Needs Assessment. Analysis of more recent average daily population data indicates that approximately 100 fewer beds will be needed, for a total of 440. Since the facility is planned for modular units accommodating up to 30 youth, however, the project design has been rounded to the nearest multiple of 30, or 450 beds. This decline in bed needs resulted from a series of reforms undertaken by the Probation Department, including implementation of a detention risk assessment. This result indicates that 450 beds could remain adequate for the future and might be achieved through additional policy reforms and a recognized need for treatment and placement options in the community.

Members of the Juvenile Justice Facility Executive Steering Committee, including the Presiding Judge of the Juvenile Court, District Attorney, Undersheriff, Chief Probation Officer, Public Defender, Director of the Health Care Services Agency, and Director of the General Services

Agency concurred with the assessment that a facility of 450 beds could meet the needs of the County when the new facility is completed. However, the Committee cautioned that future bed needs over the lifecycle of the facility will be subject to factors in addition to population trends, such as changes in law, economic conditions, judicial decisions, and availability of detention alternatives and treatment.

Based on this recommendation, the Alameda County Board of Supervisors in July of 2001 reduced to 420 the number of beds proposed for initial occupation in the new detention center component of the Project. Ninety beds would be maximum security, 240 would be medium security and 90 beds would be for special populations such as mentally ill, learning disabled, etc. Space for an additional 30 beds would be constructed in the project, but would not be occupied unless and until the Board of Supervisors authorizes their use. The Juvenile Justice Facility would also include five juvenile courtrooms and probation offices. Support facilities for the detainees include recreation and classroom space, and space for staff includes offices, kitchens and laundry.

The Board of Supervisors also decided to oversee a comprehensive review of the juvenile justice system in Alameda County. A goal of this review is to develop options for minimizing the detention of youth in Juvenile Hall. Outcomes are expected to include development of a comprehensive continuum of care plan for at-risk youth and creating new treatment options outside of this facility. The study includes the involvement of the Juvenile Court, District Attorney, Chief Probation Officer, Sheriff, Public Defender, and Director of the Health Care Services Agency, as well as local police agencies, the Social Services Agency, the Juvenile Justice Commission, community-based organizations, and Alameda County youth organizations. A consultant has been selected, a scope of work has been defined, and the study is commencing in 2002/2003. It is expected that the study will take approximately 18 months to complete.

As shown in **Table 2.1**, the total building floor area for the Juvenile Justice Facility (including the juvenile detention center, the juvenile courts and the probation offices) is estimated to be approximately 425,000 square feet.

Table 2.1: Architectural Program for the Juvenile Justice Facility

Project Component	Juvenile Justice Facility Program Goal (Building Gross Square Footage)
Juvenile Detention Center	316,030
Juvenile Courts	81,312
Juvenile Probation Administration	27,515
TOTAL	424,857

Source:

Alameda County Juvenile Justice Center Bridging Documents, Vol. 1. May 1, 2002 (MVE & Partners/Rosser International, Inc.).

The Juvenile Justice Facility would be built with sufficient infrastructure and land area to allow for future expansion to meet the long-term projections for 540 beds at all sites, except the Glenn Dyer Detention Facility, where space constraints restrict the building to 420 beds and no new juvenile courts or probation offices would be built. Although the infrastructure to accommodate the additional 90 beds (such as kitchen, classroom space, mechanical systems and outdoor recreation space) and one additional courtroom shell would be constructed, it would not be used unless the Board of Supervisors authorized its development.

Assuming 420 beds and five courts, employment at this Project would be approximately 457 persons. This total includes 145 detention staff (working over three daily shifts), 120 probation administration staff, 110 court staff and 82 other personnel related to the operations of the facility. Possible future expansion to 540 beds and six courts would increase employment to approximately 550 persons.

2.3 EAST COUNTY HALL OF JUSTICE

The East County Hall of Justice is intended to replace the Court's existing leased space in Pleasanton, as well as provide long-term expansion space to support the Superior Court, District Attorney, Public Defender, Probation, and Sheriff operations through the year 2020. The Project objectives, which include meeting court operations, customer service, economic and aesthetic considerations, are discussed below.

PROJECT OBJECTIVES

The design and development of the East County Hall of Justice will address the individual operational and facility needs of the Superior Court of the County of Alameda as well as the court-related functions accommodated within the Project. In support of, and complementary to this mission, the East County Hall of Justice is being planned and would be designed in a manner consistent with presently defined Trial Court Facilities Guidelines proposed by the State of California Task Force on Court Facilities. The program goals include constructing 13 courts by 2006, which would be occupied immediately and serve the needs of the court through 2020.

Strategic:

- Create a new court facility that symbolizes the role and importance of the judicial system as a co-equal branch of state government charged with the administration of justice.
- Create a new court facility that reinforces community perception of fairness and trust which the judicial system represents.
- Create a new court facility that supports a highly efficient judicial process, which is responsive to the needs of the public in a user-friendly environment.

Functional:

- Provide an appropriate quantity and organization of space to support 13 courts through the year 2020.
- Provide a fully secure environment for judicial proceedings and court operations and assure the essential separation of public, staff and in-custody individuals.
- Provide adequate courtroom and judicial support space to facilitate efficient case disposition in a manner conducive to the proper administration of justice.
- Provide infrastructure for evolving information and communication technology to support enhanced court operations and cost-effective delivery of court services.
- Provide adequate, well-configured space to support high-volume customer services in an expedited manner.
- Provide adequate staff workspace and proper furnishings to support a high level of employee productivity.
- Provide adequate ancillary space to facilitate building operations as well as common staff support functions.

Behavioral:

- Provide a public environment within the new facility that promotes respect for the judicial process while moderating the anxiety and stress generally associated with court appearances.
- Provide a work environment within the new facility for all court staff that instills pride, supports productivity and fosters dignified and polite interaction with the public and fellow employees.
- Provide a secure environment within the new facility to accommodate in-custody defendants that supports a cooperative pattern of behavior by these individuals.

Economic:

- Develop a facility solution that fully meets the needs of the court within established capital budgetary parameters for the Project.
- Develop a facility solution that recognizes the need to minimize long-term, recurring costs associated with building maintenance and operation.

The Superior Court of California, County of Alameda court system is composed of branches in Alameda, Berkeley, Fremont, Hayward, Oakland and Pleasanton. The Courts are unified under the provisions of California voters' approval in 1998 of Proposition 220. The unified California Superior Court in Alameda County is now comprised of 69 Superior Court Judges, 16 Court

Commissioners and 926 regular and contract court employees, operating in 16 court facilities. The Court has jurisdiction in all trial court matters, including: criminal felonies and misdemeanors, general civil, small claims, juvenile dependency and delinquency, family law, probate, mental health, traffic and appeals of limited civil and criminal misdemeanor cases.

The existing Dublin-Pleasanton courts include six calendar assignments in civil, probate, family, traffic, misdemeanor and criminal cases. The projected caseload includes growth in each of these calendars and criminal arraignments, motions and trials. General jurisdiction (criminal, family and probate) case filings are expected to grow from 3,800 cases per year to approximately 4,700 in 2010, and 5,600 in 2020. Limited jurisdiction (criminal, nontraffic and traffic misdemeanors, and civil) case filings in the East County area are projected to increase from approximately 47,000 in 1998 to 65,000 in 2010 and 76,000 in 2020.

The proposed East County Hall of Justice court would accommodate all of the necessary services to hear civil, family, traffic, criminal misdemeanor and criminal felony cases. These include judicial functions of the courtrooms and related spaces, court administration, clerk of the court, jury services, probate examiners, family and children's services, information technology, district attorney, public defender, probation, court security, in-custody holding, children's waiting, volunteer services and ancillary support.

In 2000, a detailed programming study was completed by a consulting team headed by HOK, in association with The Omni Group and County and Court personnel (HOK and Omni, 2000). Based on an ongoing County-wide Court Needs Assessment, including an analysis of current caseloads and projections, a total of 15 courts were determined to be necessary for operations in the year 2010, with future expansion to 19 courtrooms in 2020. The first phase Project (2010) would have required construction of approximately 190,000 gross square feet of building floor area. Future expansion to meet the County's needs in 2020 would have resulted in a total building area of approximately 220,000 gross square feet.

In 2002, the County conducted additional programming and site planning studies and determined that a courthouse facility with 13 courts could meet the needs of the East County area through the year 2020 and stay within the allocated budget of \$80,000,000. The studies, conducted by an architectural team of HLM Design and Muller & Caulfield Architects, verified the assumptions and adjusted the outcome of the space needs assessment to reflect budgetary constraints, while maintaining the Project's overall suitability for serving the needs of the East County area (HLM Design and Muller & Caulfield, 2002a).

As shown in **Table 2.2**, the Project as currently envisioned encompasses a program of approximately 195,000 square feet of floor area. Of this, just over 140,000 square feet is assignable to specific users; the remainder is assumed to be needed for general circulation, support facilities, emergency egress corridors and mechanical and structural systems. Additional exterior space requirements include a vehicle sally port, service yard and parking for employees, jurors, the general public and persons with disabilities; operational needs; and public plazas and related outdoor space.

Table 2.2: Architectural Program for East County Hall of Justice

Function	Space Need (Building Net Square Footage)
Judicial and Courtroom Functions	55,317
Court Administration	2,303
Clerk of the Court	16,254
Jury Services	5,190
Probate Examiners	0
Family and Children Services	5,374
Information Technology	1,564
District Attorney	13,496
Public Defender	9,099
Probation	7,688
Court Security	3,517
In-Custody Holding	3,917
Children's Waiting Area	820
Volunteer Services	240
Ancillary Services	15,013
TOTAL NET SQUARE FOOTAGE	140,368
Efficiency Factor at .72	54,588
TOTAL GROSS SQUARE FOOTAGE	194,956

*Source:**HLM Design and Muller & Caulfield, 2002b*

The configuration of the East County Hall of Justice and the planning of its interior space would be determined by the aggregate resolution of a wide array of factors influencing the building design. While a number of these factors would be external in nature (i.e., related to site, land use and aesthetic issues), a variety of important facility planning considerations pertain specifically to the essential functional requirements of the court and its internal operational relationships. These considerations would address issues of building access and spatial organization, court security and technological systems, regulatory requirements and building performance criteria.

Entry to and exit from the East County Hall of Justice would occur at a limited number of separate and distinct access points, ensuring the safe and secure passage of various types of East County Hall of Justice users. The physical organization of space within the East County Hall of Justice would be guided by the recognition of a number of interior "spatial" zones comprised of functional groupings of the program components planned for occupancy within the new court facility. A fundamental requirement of a properly planned and designed court facility is the

creation of a setting within which justice can be served without fear of disorderly behavior, disruption or harm. The use of computer and information technology throughout the East County Hall of Justice would be pervasive, and would reflect an evolution and expansion of present applications. Beyond the quantitative space needs of the East County Hall of Justice, a variety of more qualitative criteria would be carefully addressed in the design and engineering of the new facility. These criteria pertain to issues ranging from the useful life span of the building, to the nature of the interior environment, to building systems performance.

In total, 316 personnel are estimated as required to support court and court-related operations for the 13 courtrooms developed in this Project.

2.4 FUNDING SOURCES AND CONSTRUCTION COSTS

JUVENILE JUSTICE FACILITY

The Juvenile Justice Facility is funded in part by an allocation of federal grant monies approved by the California Board of Corrections in May 2001. These funds (\$33,165,000) are part of the State's allocation from the Violent Offenders Incarceration/Truth in Sentencing Act (VOI/TIS), passed as part of the 1994 Crime Bill. The purpose of the VOI/TIS is to provide funds to the states to (1) build or expand correctional facilities to increase the bed capacity for the confinement of persons convicted of Part I violent crimes or adjudicated delinquents for an act which, if committed as an adult, would be a Part I violent crime; (2) build or expand temporary or permanent correctional facilities for the confinement of convicted nonviolent offenders and criminal aliens for the purpose of freeing suitable existing prison space for the confinement of persons convicted of a Part I violent crime; and (3) build or expand jails. In addition, because the State has certified that exigent circumstances (such as increased prosecutions, overcrowded conditions, etc.) exist that require the State to expend funds to build or expand facilities to confine juvenile offenders other than those listed above, the grant funds may be used to build or expand local juvenile correctional facilities to increase capacity for the confinement of such nonviolent juvenile offenders.

Additional funding would be provided by the County, most likely from its general fund. The County may also issue bonds and/or certificates of participation to finance its contribution to the Project. The total budget for the Juvenile Justice Facility component of the Project is approximately \$177,000,000. The actual cost of construction will vary depending on which site is selected. Total estimated project costs for each site (including construction, "soft costs" such as design and administration, and furnishings) are discussed below.

Existing San Leandro Site

Development at the San Leandro property would include all of the project features, i.e. the detention areas, support services, juvenile courts, and administration offices. Total cost was estimated by the Beverly Prior Architects design team, in consultation with Cornerstone Facilities Consulting and Saylor Consulting Group as \$172,887,779. This estimate assumes a construction start in mid-2002 with completion by September 2005.

Glenn Dyer Facility

Conversion of the existing Glenn Dyer Detention Center for use as a juvenile detention center would not include all of the programmed Project features due to space constraints of the existing building. Developing the primary functions related to a 420-bed juvenile detention center at this site has been estimated by Vanir Construction Management to cost \$121,789,884. Juvenile courts and administration functions would have to be located elsewhere, at an estimated cost of \$40,829,925, for a total cost of \$162,533,809. This cost would provide for the project to meet minimum code requirements, but would not meet the County's program goals for the project at this site.

Pardee / Swan Site

Development of a new Juvenile Justice Facility at the Port of Oakland's property at Pardee Drive and Swan Way has been estimated by Vanir Construction Management to cost approximately \$310,050,185. This cost includes an allowance of about \$142,000,000 for site acquisition and construction of a 4,000-space parking garage to replace the Port's surface parking lot. This site would provide for the full Juvenile Justice Facility program with a cost of about \$168,000,000 for the County portion of the development. However, the total cost of development would far exceed the Project budget unless the Port parking garage and land cost was eliminated or financed separately.

East County Government Center

A new Juvenile Justice Facility at the East County Government Center is estimated to cost \$172,729,908, according to Vanir Construction Management. This site would develop a facility that would achieve all of the County's program objectives for the Project.

EAST COUNTY HALL OF JUSTICE

The East County Hall of Justice project has a budget of approximately \$80,000,000. This Project would be funded by the County through the courthouse construction and criminal justice facilities trust funds, which are funded by fines and forfeitures collected by the Courts. Additional funding would be provided by the County, most likely from its general fund. The County may also issue bonds and/or certificates of participation to finance its contribution to the Project.

East County Government Center

The total cost of development for a new Hall of Justice at the East County Government Center would be approximately \$80,000,000.

Dublin Site 15A

The cost of developing a new Hall of Justice at Site 15A is estimated at \$95,000,000. This cost is higher than at the East County Government Center due to the requirement that a parking garage be constructed.

2.5 SCHEDULE

JUVENILE JUSTICE FACILITY

The Juvenile Justice Facility is scheduled to be completed in 2006. Because of the potential savings in cost and increased efficiency in scheduling, the County will use the design/build method of contracting for construction, in which a contractor and architectural team are selected to provide final design details, obtain all necessary approvals and construct the facility. To facilitate this process, the County has prepared "bridging documents" that presents Project requirements, but also provides flexibility during the next stage of design. The County intends to solicit bids for the design/build contract upon completion of the environmental review process. Bidding, final design and construction could take three years or more from that start date.

EAST COUNTY HALL OF JUSTICE

The East County Hall of Justice is scheduled to be completed in 2006. The actual date of completion is subject to final design and financing. The County intends to use the design/build method of construction described above to build the East County Hall of Justice.

Proposed Action and Alternatives

3.1 PROPOSED ACTION

This Environmental Impact Statement / Report (EIS/EIR) evaluates two projects, the proposed Juvenile Justice Facility and the East County Hall of Justice. The planning process and development program for each of these projects is discussed in detail in **Chapter 2: Purpose and Need**. Each project has independent utility and is being addressed in one EIS/EIR because of the potential for more than one project to be located on the same site. The potential project sites include the existing San Leandro property, the Glenn Dyer Detention Facility in Oakland, the Pardee/Swan site near the Oakland Airport, the East County Government Center site in Dublin, and Site 15A, which is near the East County Government Center site in Dublin. See **Figure S.1** for a map of the alternative site locations.

The County of Alameda has not yet selected a preferred alternative site and development concept for either of the projects. The projects that make up the Proposed Action are being considered together in one combined EIS/EIR because the County first proposed developing the projects on the East County Government Center Site in Dublin. That proposal would have linked the Project components as cumulative developments that relied on each other for proper site planning, infrastructure, and development, and would have been implemented in approximately the same time frame. However, one project could go forward without the other, so long as the implications for the other Project are considered in the development of the East County Government Center site.

Since the initial planning process, the County has expanded the range of alternative sites being considered for the Juvenile Justice Facility, as well as for the East County Hall of Justice. This has led to a separation of the proposed projects, such that one could be developed independently of the others. The Juvenile Justice Facility would receive federal funding assistance and some oversight from the U.S. Department of Justice. Therefore, that project must be assessed under the National Environmental Policy Act (NEPA), as well as the California Environmental Quality Act (CEQA). However, because the East County Hall of Justice may be built on the same site as the Juvenile Justice Facility (at the East County Government Center site), the East County Hall of Justice is also considered under NEPA and CEQA in this report.

Table 3.1 and Table 3.2 (below) provide an overview of the Juvenile Justice Facility and the East County Hall of Justice at each site for which it is being considered in this EIS/EIR. Both tables also include a "No Action/No Project" alternative as required by NEPA and CEQA.

Table 3.1: Comparison of Alternatives for the Juvenile Justice Facility¹

Project component	No Action / No Project	Existing San Leandro Property	Glenn Dyer Detention Facility	Pardee/Swan Site	East County Government Center
Juvenile detention center (number of beds)	No change, 300.	450 built, 420 initially available. Potential to expand to 540.	420 maximum, built and available.	450 built, 420 initially available. Potential to expand to 540.	450 built, 420 initially available. Potential to expand to 540.
Juvenile courts	No change. Existing juvenile courts remain (2 in Oakland, 2 in Hayward, 1 in San Leandro).	5 new courts. Potential to expand to 6.	5 existing/renovated. Provided at existing courts in Oakland and Hayward and/or build new courts near Glenn Dyer in Oakland.	5 new courts. Potential to expand to 6.	5 new courts. Potential to expand to 6.
Juvenile probation offices, etc.	No change. Existing probation offices remain in scattered locations in Oakland, Hayward, San Leandro.	Existing probation offices consolidated on-site from Oakland, Hayward, San Leandro.	Existing probation offices remain in scattered locations in Oakland, Hayward, San Leandro, etc.	Existing probation offices consolidated on-site from Oakland, Hayward, San Leandro.	Existing probation offices consolidate on-site from Oakland, Hayward, San Leandro.
Acreage	N/A	60 +/-	2	34	40 (approx. 20 of which would be for the JJF)
Square Footage	N/A	425,000	324,000	425,000 ²	425,000 ³

Notes:

¹Site 15A is not being considered for the Juvenile Justice Facility, thus it is not included in this table.

²The Oakland Airport parking garage is also anticipated to be built at the Pardee/Swan site. It will be approximately 1.4 million square feet.

³In addition to the proposed Juvenile Justice Facility, the East County Hall of Justice may also be built at the East County Government Center site. It is proposed to be 195,000 square feet.

Table 3.2: Comparison of Alternatives for the East County Hall Of Justice¹

Project Component	No Action/No Project	East County Government Center	Site 15A
Number of new courtrooms	0	13	13
Status of existing six courts in leased Pleasanton office	Continue to use.	Vacated.	Vacated.
Acreage	N/A	40	12.5
Square Footage	N/A	195,000 ²	195,000

Notes:

¹The Existing San Leandro Property, Glenn Dyer Detention Facility, and Pardee/Swan sites are not being considered for the East County Hall of Justice, thus they are not included in this table.

²In addition to the proposed East County Hall of Justice, the Juvenile Justice Facility may also be built at the East County Government Center site. It is approximately 425,000 square feet.

As shown in **Table 3.1** and discussed in **Chapter 2: Purpose and Need**, the Juvenile Justice Facility would be built to house up to 420 detainees, although room for 450 beds would be built and infrastructure for an additional 90 beds (to bring the total to 540) would be provided. Similarly, five courtrooms would be built and the shell of a sixth would be built for future use. The first phase development would enclose approximately 425,000 square feet of floor area.

As shown in **Table 3.1** (above), the Juvenile Justice Facility is proposed for the Existing San Leandro Property, the Glenn Dyer Detention Facility, the Pardee/Swan Site, and the East County Government Center. Expansion of the proposed Juvenile Justice Facility is proposed at all the sites except the Glenn Dyer Detention Facility, where space constraints limit the number of beds to a maximum of 420, and where no new courtrooms would be built. Instead, the existing juvenile courtrooms in Oakland and Hayward would be renovated and/or new juvenile courtrooms adjacent to the Glenn Dyer Detention Facility may be built. The proposed facility at this site is 324,000 square feet, which includes renovation of approximately 278,000 square feet of the existing structure and 46,000 square feet of expansion.

As shown in **Table 3.2** (above), the East County Hall of Justice (approximately 195,000 square feet) is proposed for either the East County Government Center site or Site 15A. More detail for each project at each of the sites on which it is proposed is provided below.

JUVENILE JUSTICE FACILITY

For the Juvenile Justice component of the Proposed Action, the EIS/EIR considers development of a new Juvenile Justice Facility at four different/alternative sites: the site of the existing Juvenile Hall in San Leandro, the site of the existing Glenn Dyer Detention Facility in downtown Oakland, the Port of Oakland's Pardee/Swan Site, and the East County Government Center site in Dublin.

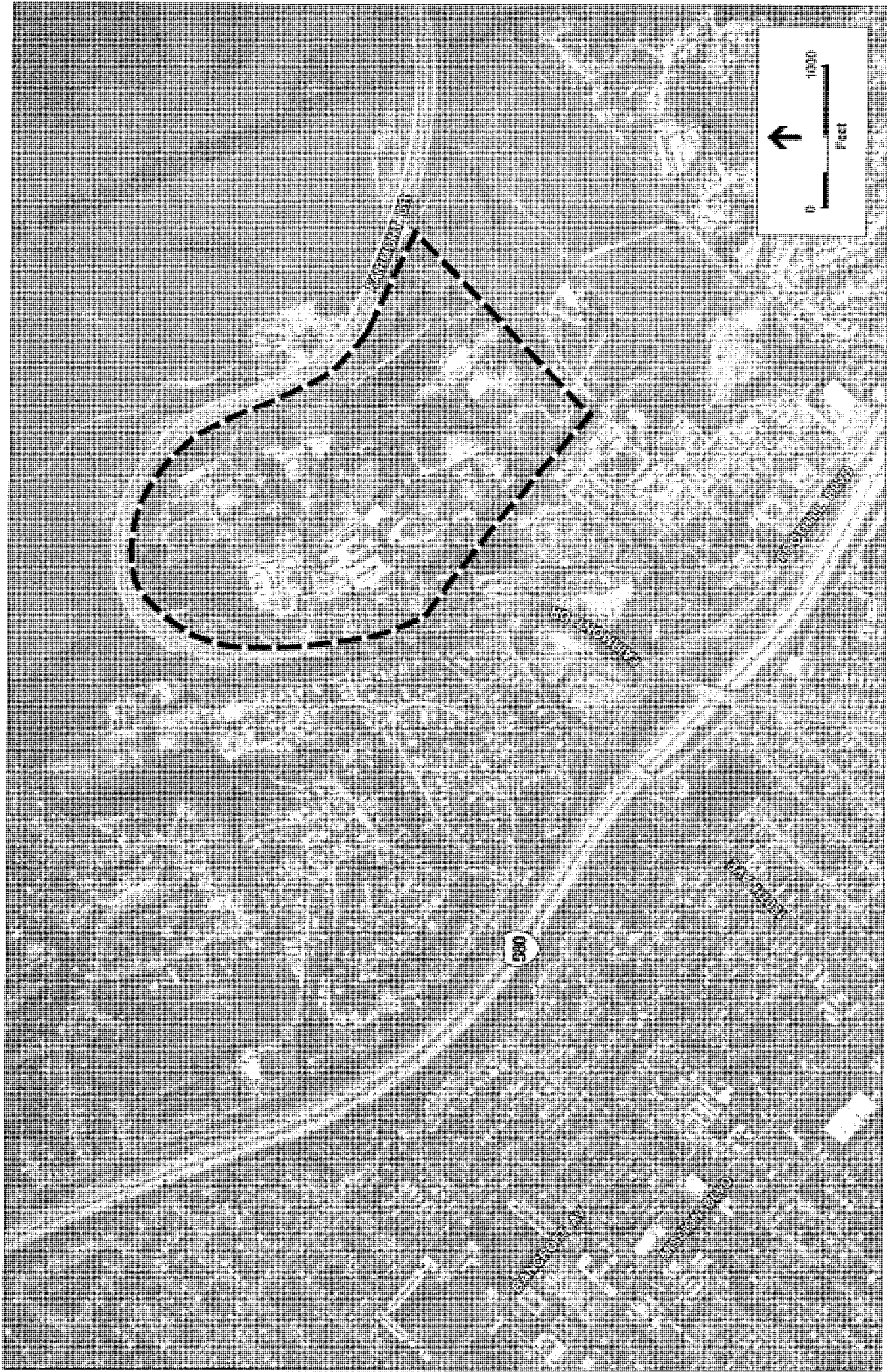
Existing San Leandro Property

This alternative would involve the development of a new Juvenile Justice Facility at the existing Juvenile Hall site in San Leandro. This approximately 60-acre site is located at 2200 Fairmont Drive in unincorporated San Leandro, California. The existing Juvenile Hall, a day facility, and two detention camps presently occupy this site. A new Juvenile Justice Facility including detention facilities, courts, administration, and other functions could be developed in an area that is currently occupied by one of the juvenile camps. The development concept includes a new split-level building, outdoor recreation areas, parking lots, and related improvements uphill from the existing Juvenile Hall facility (see **Figure 3.1** and **Figure 3.2**). The site conditions, including hillside slopes and earthquake faults, present certain constraints that limit the location of the facility. The scattered office and court uses would be relocated to the new facility, and the existing Juvenile Hall would be demolished under this alternative.

The proposed grading scheme has a split-level pad with a top elevation of 308 feet and a lower elevation of 288 feet. This would call for a cut of approximately 200,000 cubic yards and a fill of approximately 190,000 cubic yards. Grade differences from the top to the bottom of the cuts would vary from approximately 5 feet to 70 feet. Several retaining walls will be required at specific locations, and in some instances they would be stepped to limit retaining wall heights to a maximum of 40 feet, with a horizontal separation of 20 to 30 feet. To limit the length of tiebacks and to reduce the amount of lateral loading on the retaining walls, they will be inclined to a maximum 5:1 slope. The upper and lower walls would extend along the back of the site for approximately 500 feet and 1,250 feet, respectively (see **Figure 3.3**). Some additional walls approximately 10 feet to 15 feet in height will be required, some to provide a level surface to accommodate parking areas.

For employees and visitors, access to the site would be via the main entrance road, which is a continuation of the existing entrance road. Deliveries would be made via the main entrance road, with vehicles going to dedicated bays on the lower level. Parking would be located on the lower level of the site to minimize the steepness of the access road, with a total of 444 parking spaces accommodated. For security reasons, visitor and employee parking would be physically separated.

An additional single-direction entrance road would be used by police vehicles bound for either the court or detention facilities, and as an emergency access route. This road would be elevated to approximately the level of the building roof along the rear of the proposed building. Police vehicles using this entrance road would exit via the main road after having left detainees at the facility.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys

Figure 3.1
San Leandro Site
Vicinity

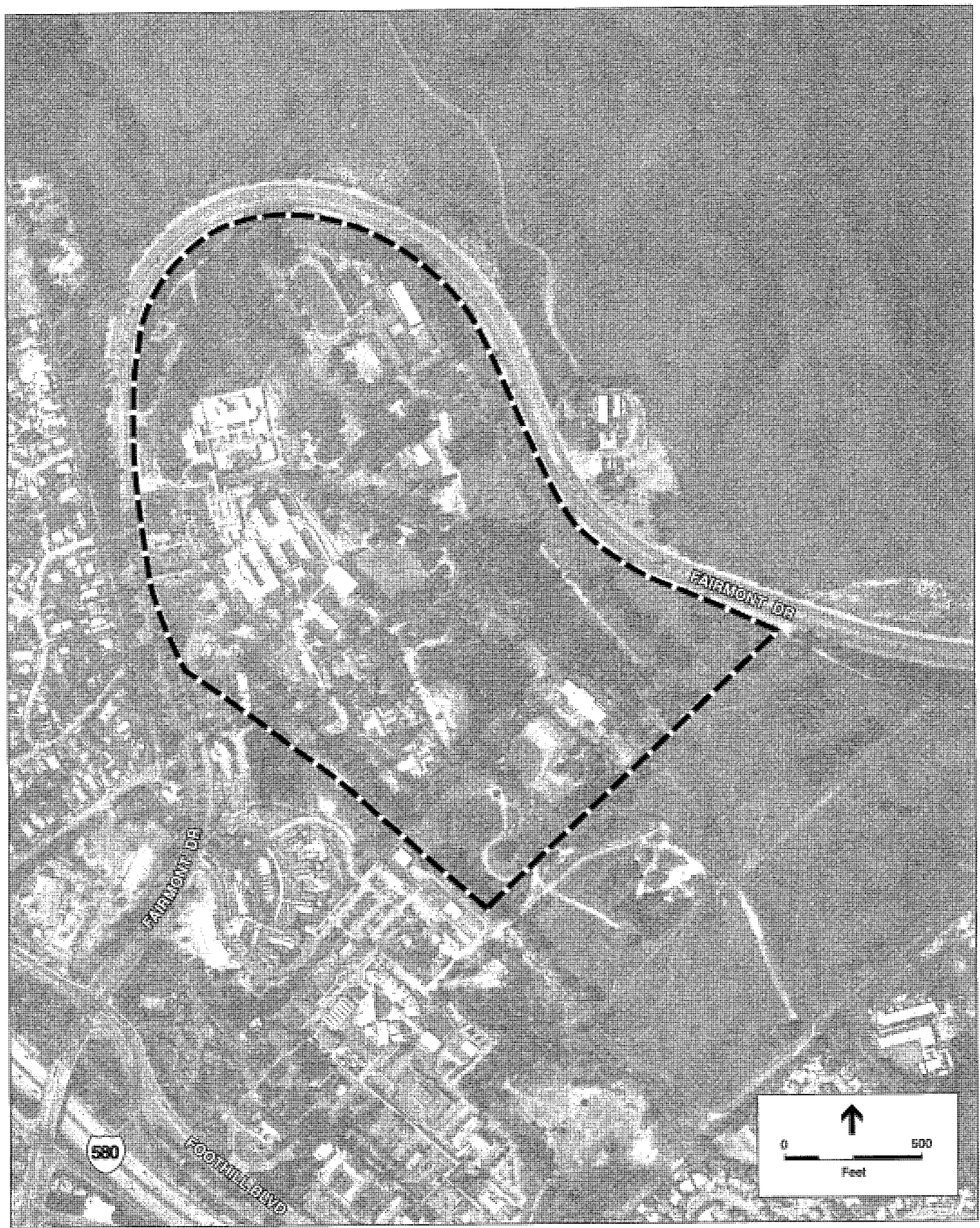
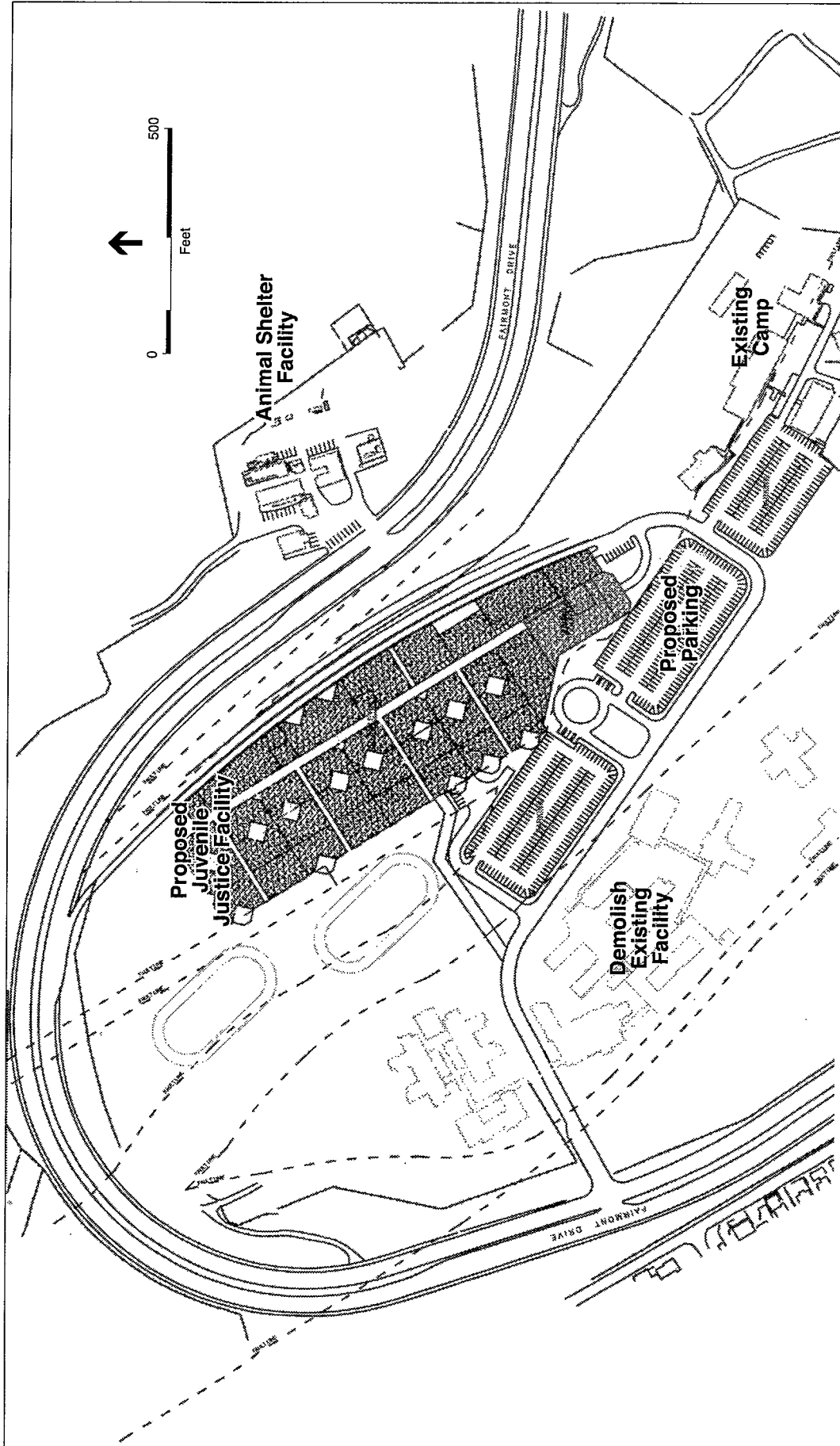


Figure 3.2
San Leandro Site
Detail



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



SOURCE: Beverly Prior Architects



Figure 3.3
 San Leandro Site
 Conceptual Site Plan for Juvenile Justice Facility

Glenn Dyer Detention Facility

This alternative would involve the conversion of the existing Glenn Dyer Detention Facility in downtown Oakland from an adult jail to a juvenile detention facility. This site is a half-block area in downtown Oakland, located at 550 Sixth Street (see **Figure 3.4**). It is currently occupied by the County's North County Jail for adults (also known as the Glenn Dyer Detention Facility). This facility has recently closed, and the County is exploring the possibility of converting the eight-story facility into a juvenile detention center. No juvenile courts or juvenile probation offices are proposed at this site.

The proposed conversion and expansion of the Glenn Dyer Detention Facility would include adding a new ninth floor above the existing high-rise portion of the facility and adding a new second floor, seven floors of recreation yards and a tenth floor gymnasium above the existing ground floor adjacent to the existing building (see **Figure 3.5**, **Figure 3.6**, **Figure 3.7**, **Figure 3.8**, and **Figure 3.9**). As noted in **Table 3.3**, the conversion and expansion of the Glenn Dyer Detention Facility would result in a facility of approximately 324,000 square feet (278,000 square feet of building and 46,000 square feet of outdoor recreation yards).

The proposed layout at this site would accommodate a maximum of 420 beds. Although the number of beds meets the basic program objectives, the amount of space allocated to housing is approximately half the optimal size (see **Table 3.3**). Bedroom size and other spaces with minimum standards would meet BOC requirements, but associated common rooms and other space would be reduced from the programmed spaces desired by the County. The space constraints would not allow for future expansion to the program goal of 540 beds.

In addition, because this site is in a highly urbanized area, there is very limited outdoor recreation space. To compensate for this lack of existing outdoor facilities, this project includes approximately 86,000 square feet of semi-enclosed recreation yards, to be built on seven levels adjacent to each of the housing floors. A new gymnasium is proposed for the rooftop, but is less than half the desirable size, as determined by the architectural program (see **Table 3.3**).

The conversion and expansion of the Glenn Dyer Detention Facility would provide less than two-thirds of the space needs identified for the juvenile detention facility component of the Juvenile Justice Facility (see **Table 3.4**). Because it would not accommodate all of the planned court and office support functions (see **Table 3.4**), some of the existing juvenile justice functions in downtown Oakland would remain at their current locations. The existing functions in San Leandro would be relocated to downtown Oakland and the existing San Leandro facility would be demolished.

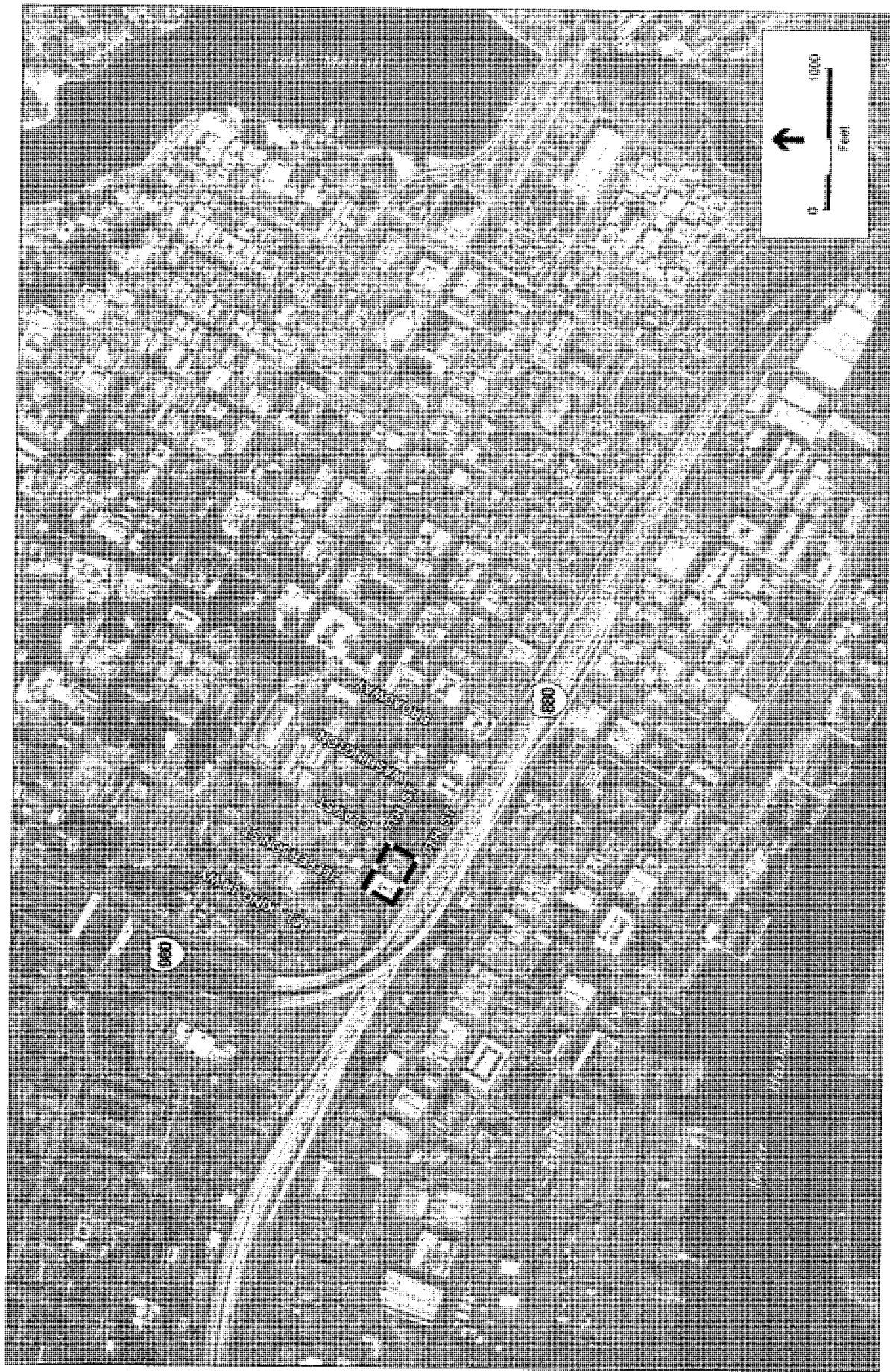


Figure 3.4
 Glenn Dyer Site
 Vicinity



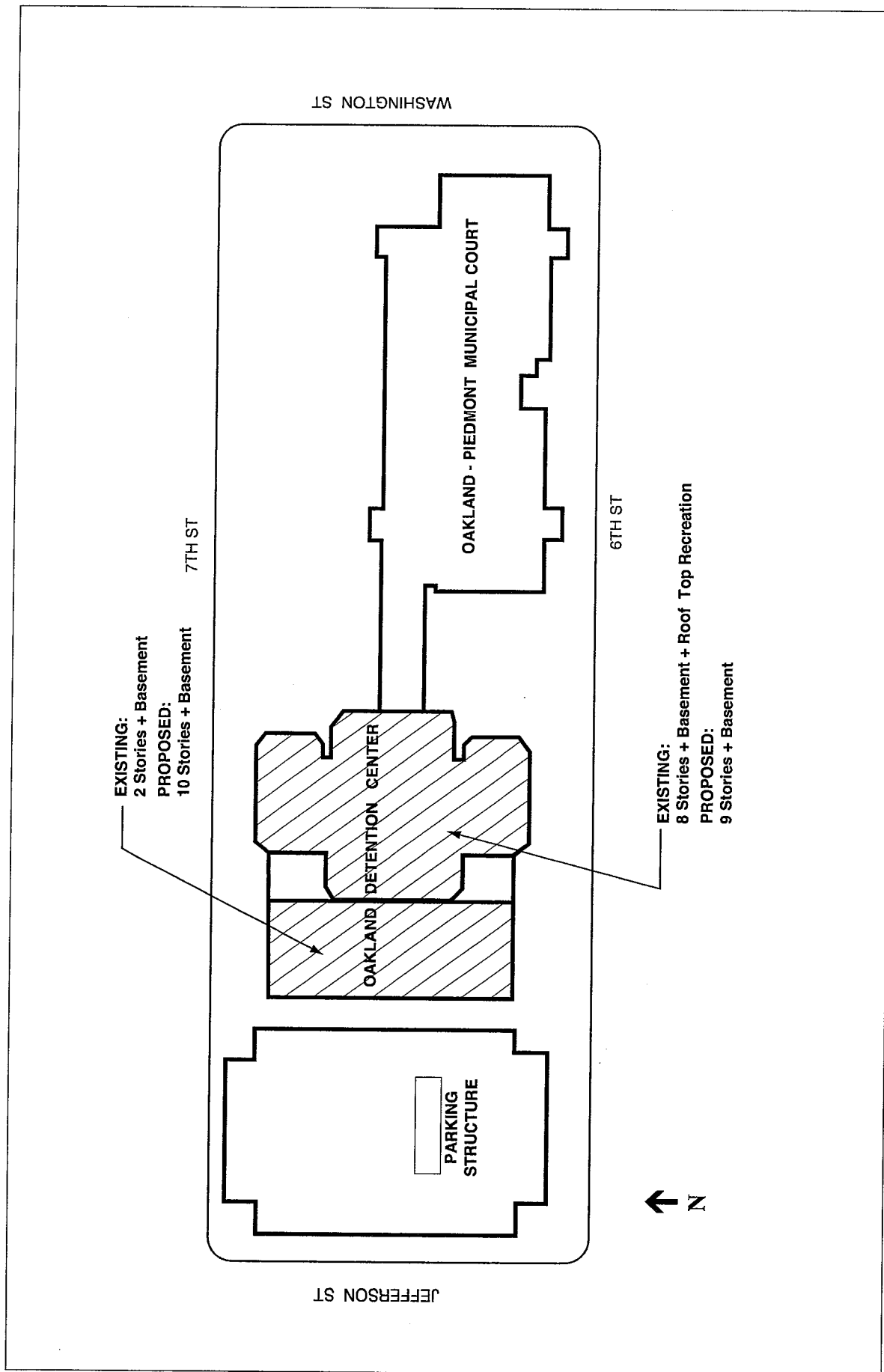
SOURCE: Lamphier-Gregory
 Aerial Photo: Pacific Aerial Surveys



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



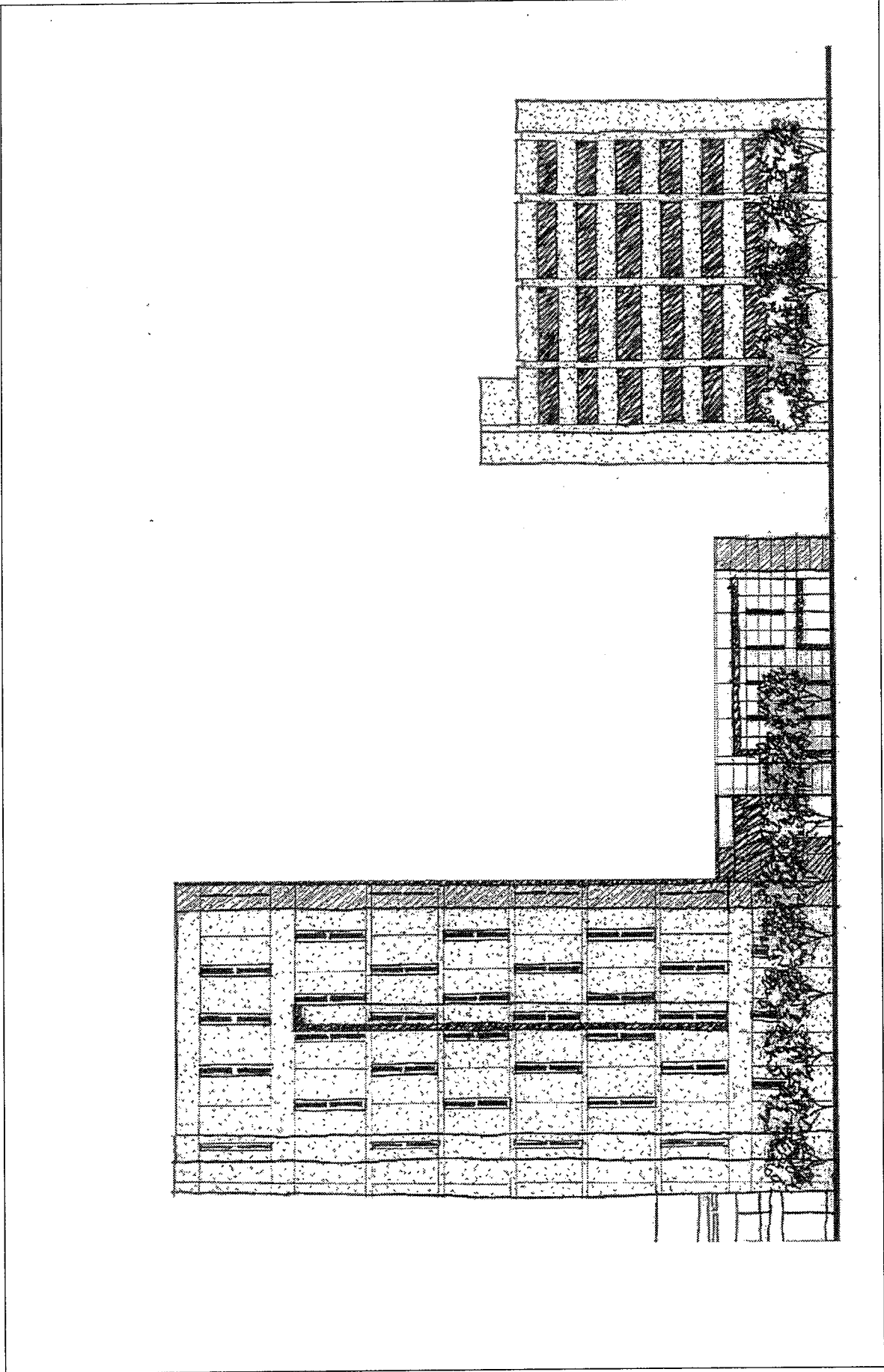
Figure 3.5
Glenn Dyer Site
Detail



SOURCE: Beverly Prior Architects for HOK/Vantir



Figure 3.6
 Glenn Dyer Site
 Existing and Proposed Site Plan



SOURCE: Beverly Prior Architects for HOK/Vanir



Figure 3.7
Glenn Dyer Site
Existing Building Elevation
as Viewed from 7th Street

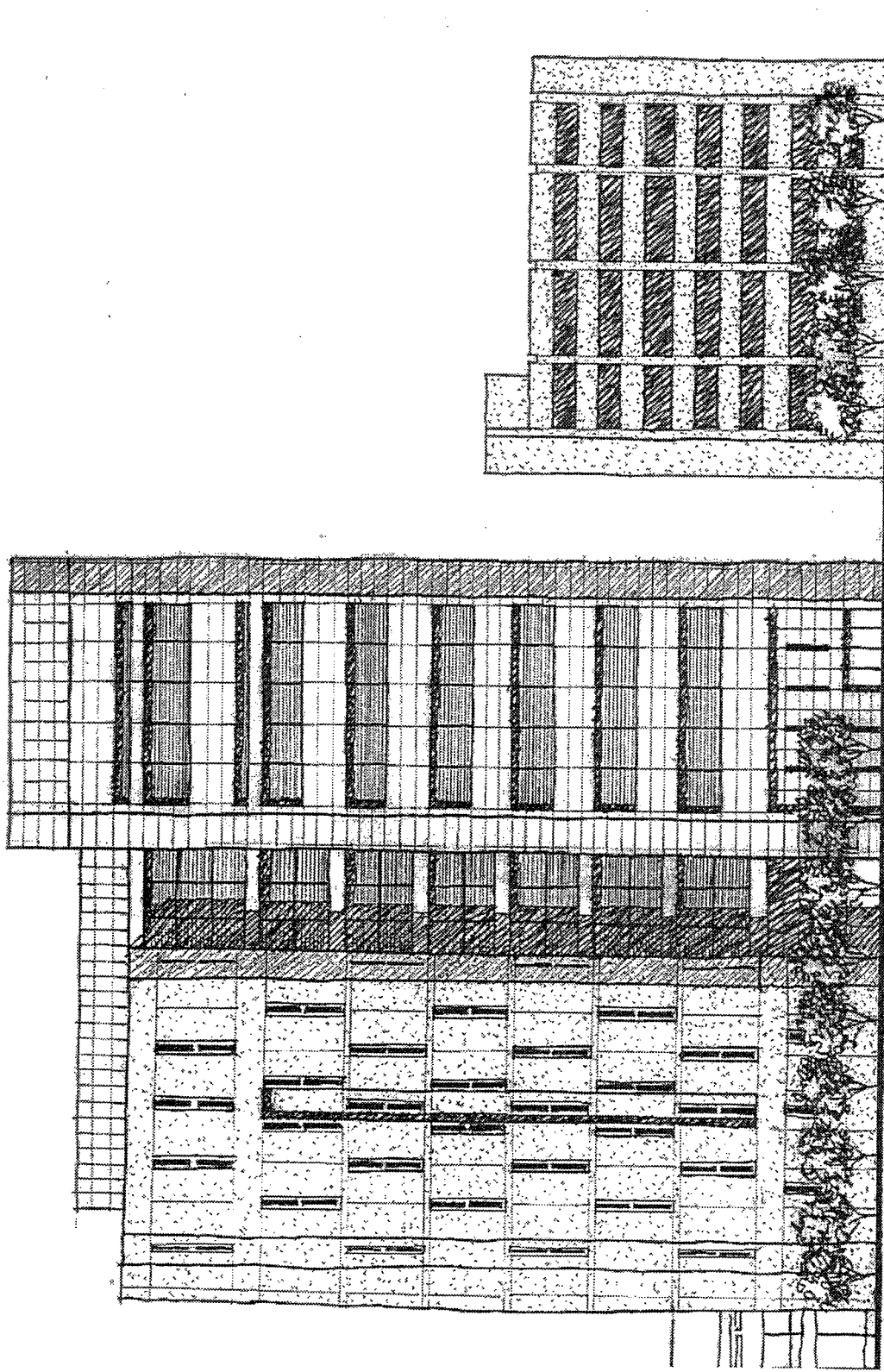


Figure 3.8
Glenn Dyer Site
Proposed Building Elevation
as Viewed from 7th Street

SOURCE: Beverly Prior Architects for HOK/Vantir

Table 3.3

Percent Of the Total Space Needs Met For the Juvenile Detention Center Component of The Juvenile Justice Facility After The Proposed Conversion And Expansion Of The Glenn Dyer Detention Facility

Juvenile Detention Center Building	Juvenile Detention Center Architectural Program Goals¹ (Building Gross Square Footage)	Proposed Conversion and Expansion of Glenn Dyer Detention Facility² (Building Gross Square Footage)	Program Goals Achieved (Percent of Total Space Needs Met)
Housing	229,217	113,540	50
Lobby	2783	2700	97
Visitation	4813	14,504 ^a	301
Intake & Release	13,602	16,608	122
Facility Administration & Staff Support	8,438	8,848	105
Security Administration	2,599	2,000	77
Indoor Recreation	21,525	9,320	43
Education Administration/Guidance Clinic	5,265	4,624	87
Food Preparation	6,058	6,252	103
Laundry	855	792	92
Medical/Mental Health	8,453	9,844	116
Maintenance and Custodial Services	9,285	2,446	26
Loading Dock/Warehouse	3,139	1,550	49
TOTAL	316,030	193,028^b	61

Sources:

¹ Alameda County Juvenile Justice Center Bridging Documents, Vol. 11 May 1, 2002.

² Vanir Construction Management Inc. Letter to Aki N. Nakao, Alameda County General Service Agency, July 26, 2002.

Notes:

^a The Vanir Construction Management letter does not provide individual figures for the amount of space proposed for visitation and for classrooms.

^b Excludes the unassigned floor area and outdoor recreation yards that are proposed for the Glenn Dyer site. The other proposed sites have existing outdoor recreation space whereas Glenn Dyer does not.

Table 3.4

Percent Of Total Space Needs Met For the Juvenile Justice Facility Program After Proposed Conversion and Expansion Of Glenn Dyer Detention Facility

Building	Juvenile Justice Facility Architectural Program Goals¹ (Building Gross Square Footage)	Proposed Conversion and Expansion of Glenn Dyer Detention Facility² (Building Gross Square Footage)	Program Goals Achieved (Percent of Total Space Needs Met)
Juvenile Detention Center	316,030	193,028 ^a	61
Juvenile Courts	81,312	0	0
Juvenile Probation Administration	27,515	0	0
TOTAL	424,857	193,028^a	45

Sources:

¹ Alameda County Juvenile Justice Center Bridging Documents, Vol. 11 May 1, 2002. See also Table 3.3.

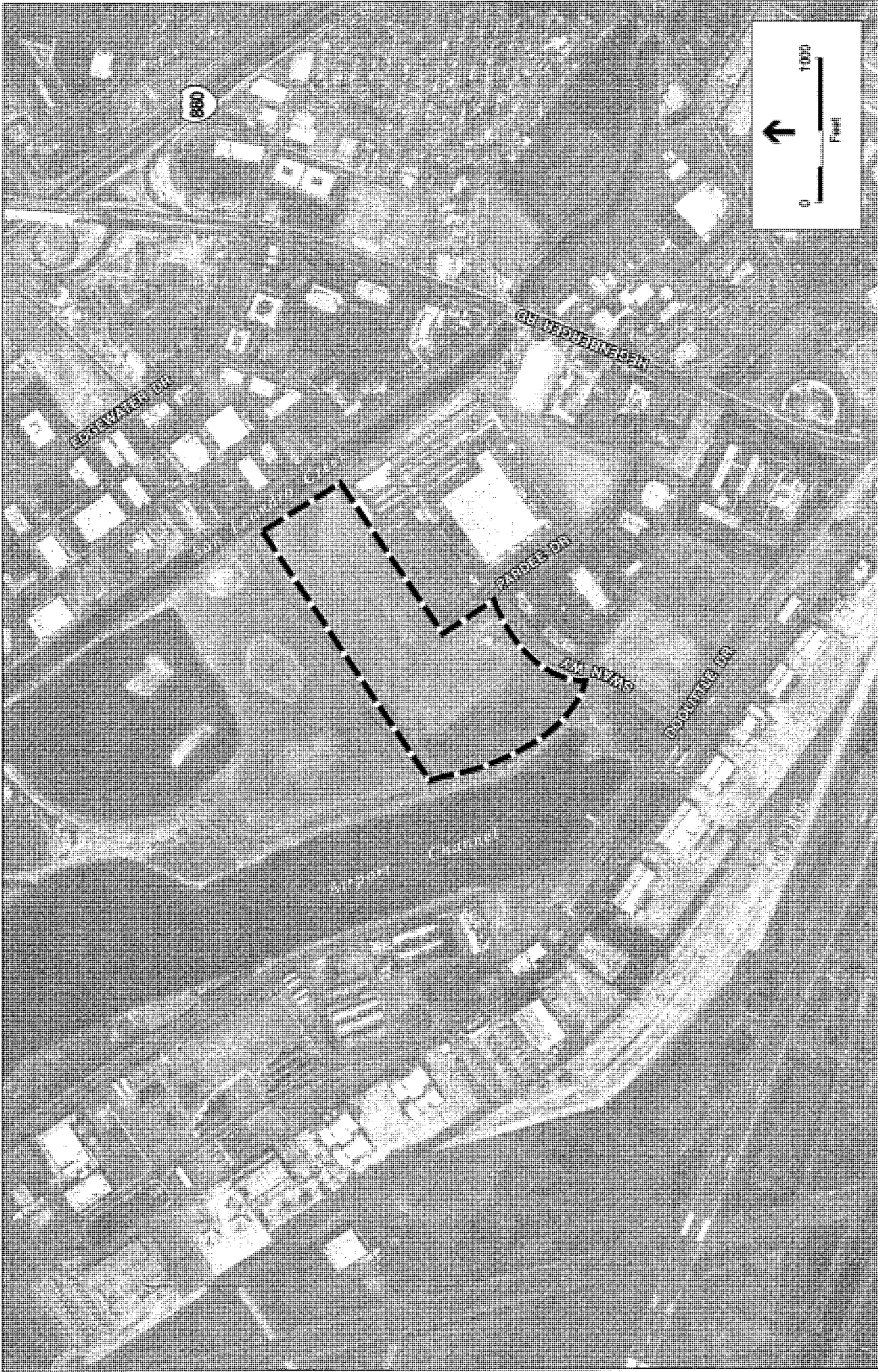
² Vanir Construction Management Inc. Letter to Aki N. Nakao, Alameda County General Service Agency, July 26, 2002.

Note:

^a Excludes the approximately 86,000 square feet of outdoor recreation yards that are proposed for the Glenn Dyer site. The proposed alternative sites have existing outdoor recreation space whereas Glenn Dyer does not.

Pardee/Swan Site

This alternative would involve the development of a Port of Oakland-owned property at Pardee Drive and Swan Way as a Juvenile Justice Facility with an adjacent airport parking garage. The Port of Oakland owns a 34-acre property at the northern terminus of Pardee Drive at Swan Way in Oakland, California (see **Figures 3.9** and **3.10**). If the County were to acquire this site, it could develop a Juvenile Justice Facility that would meet all of the program requirements of the County. It would be comprised of 420 to 540 beds and 5 to 6 juvenile courts (see **Figure 3.11**). Existing juvenile justice facilities in Oakland would be vacated, the existing facility in San Leandro would be demolished, and all of the County's juvenile justice functions would be consolidated to this location. A four-level airport parking garage would also be built at this site to accommodate parking space that would otherwise be lost to the Port of Oakland.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 3.9
Pardee/Swan Site
Vicinity

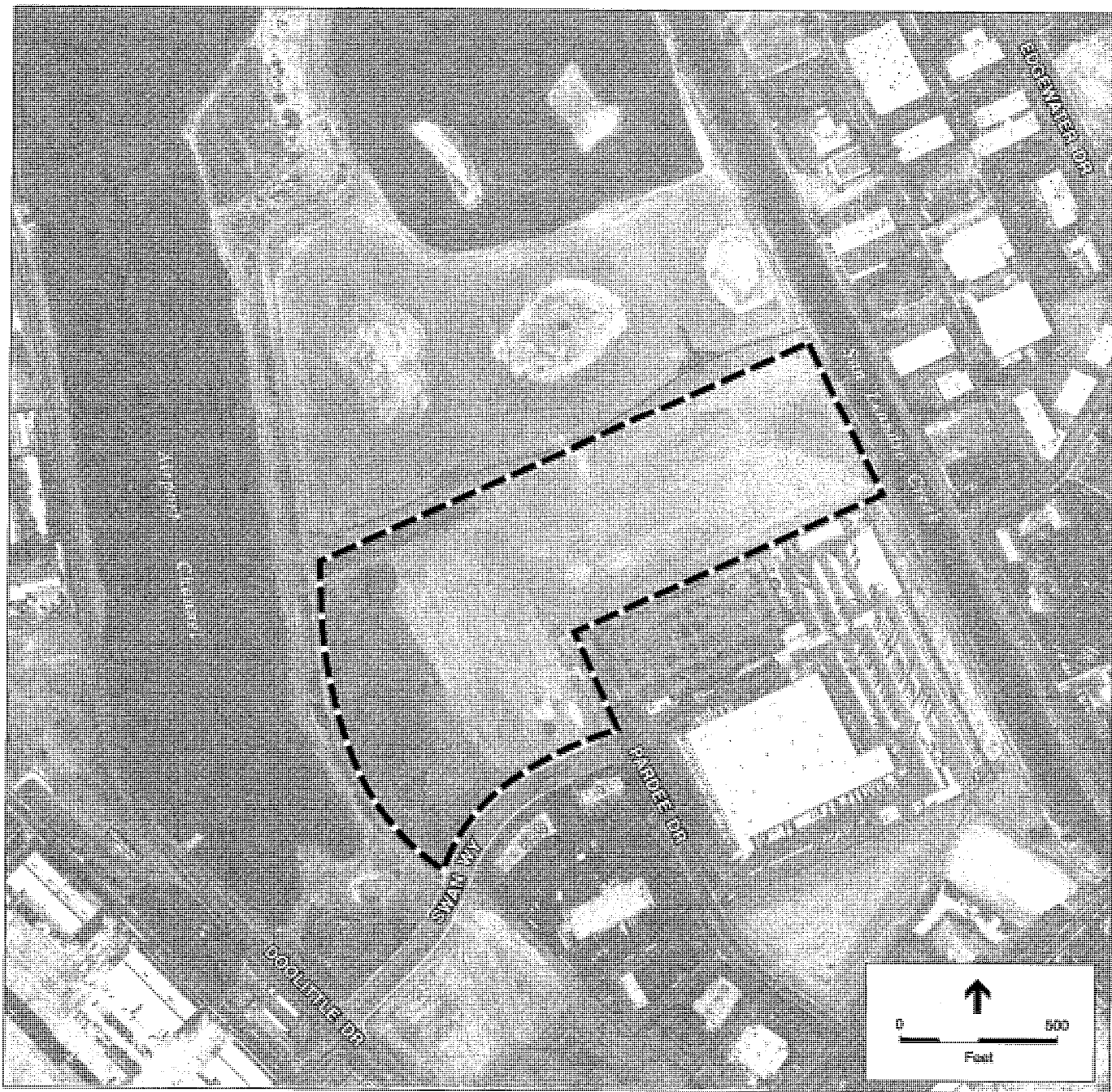
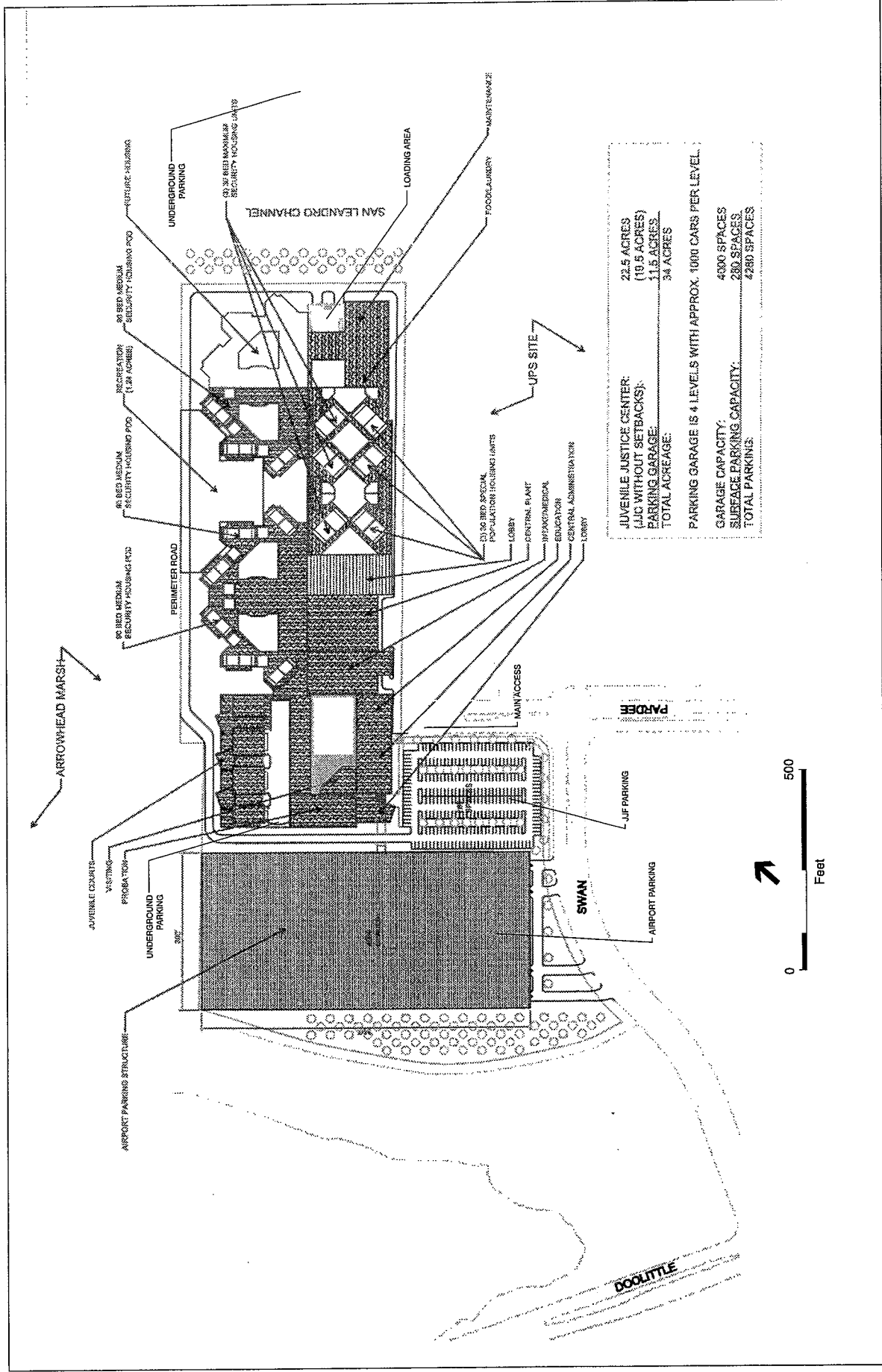


Figure 3.10
Pardee/Swan Site
Detail



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



JUVENILE JUSTICE CENTER: (LIC WITH SETBACKS):	22.5 ACRES
PARKING GARAGE:	(19.5 ACRES)
TOTAL ACRES:	42.0 ACRES
PARKING GARAGE IS 4 LEVELS WITH APPROX. 1000 CARS PER LEVEL.	
SURFACE PARKING CAPACITY:	4300 SPACES
TOTAL PARKING:	280 SPACES
	4280 SPACES

SOURCE: McLaren, Vasquez, Ennsiek & Partners, Inc.,
Rosser International, Inc.



Figure 3.11
Pardee/Swan Site
Conceptual Site Plan for Juvenile Justice Facility

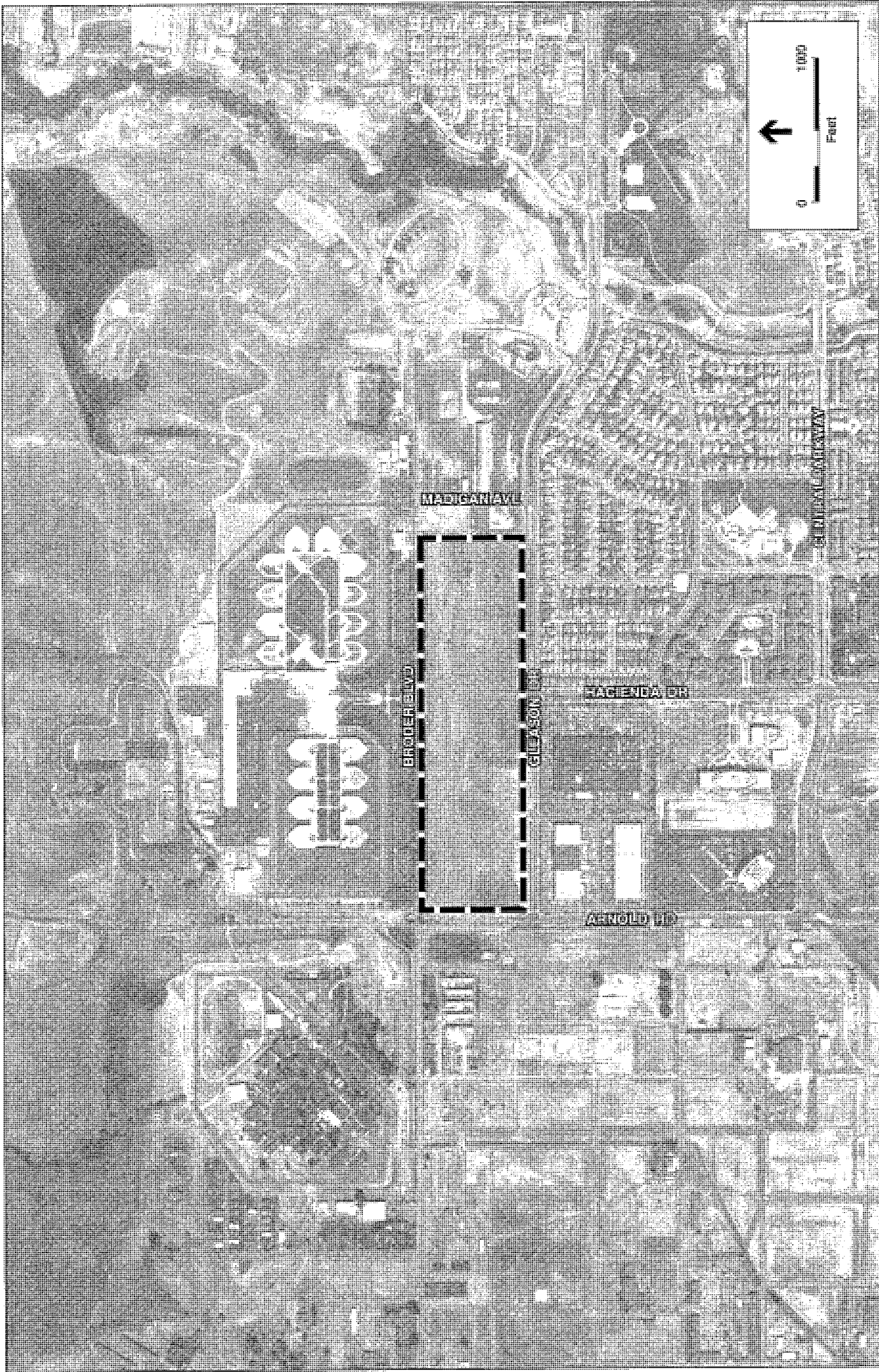
East County Government Center

The County of Alameda owns a vacant 40-acre site near the Santa Rita Rehabilitation Center, known as the East County Government Center site in Dublin, California (see **Figures 3.12 and 3.13**). The East County Government Center Site also is referred to as the County Government Property or County Center in various agreements and City of Dublin documents. For purposes of this EIS/EIR all references to the East County Government Center Site shall incorporate those references to the site. This site is sufficient to accommodate the proposed Alameda County Juvenile Justice Facility project and the new East County Hall of Justice project.

The proposed Projects evaluated in this EIS/EIR include the development of a new Juvenile Justice Facility and a new East County Hall of Justice (see **Figure 3.14**). As noted in the introduction to this Chapter, the projects that make up the Proposed Action are being considered together in one combined EIS/EIR because the County first proposed developing the projects on the East County Government Center Site in Dublin. That proposal would have linked the Project components as cumulative developments that relied on each other for proper site planning, infrastructure, and development, and would have been implemented in approximately the same time frame. However, one project could go forward without the other, so long as the implications for the other Project is considered in the development of the East County Government Center site.

The East County Government Center Site property is located along Gleason Drive at the northern terminus of Hacienda Drive, also bordered by Arnold Road, Broder Blvd., and Madigan Avenue. A berm varying between 20 to 30 feet in height presently occupies the northern third of the property, with eucalyptus trees scattered along the northern side. A 1.5-acre detention basin is in the southwest corner of the site. The remainder of the property is covered in weeds and bare dirt. The property is part of approximately 340 acres of County-owned land presently developed with the Santa Rita Rehabilitation Center and Firearms Training Facility (occupying the property to the north), Heavy Equipment Maintenance Building, Sheriff's Office of Emergency Services, California Highway Patrol, Animal Control Services, and other similar uses to the east.

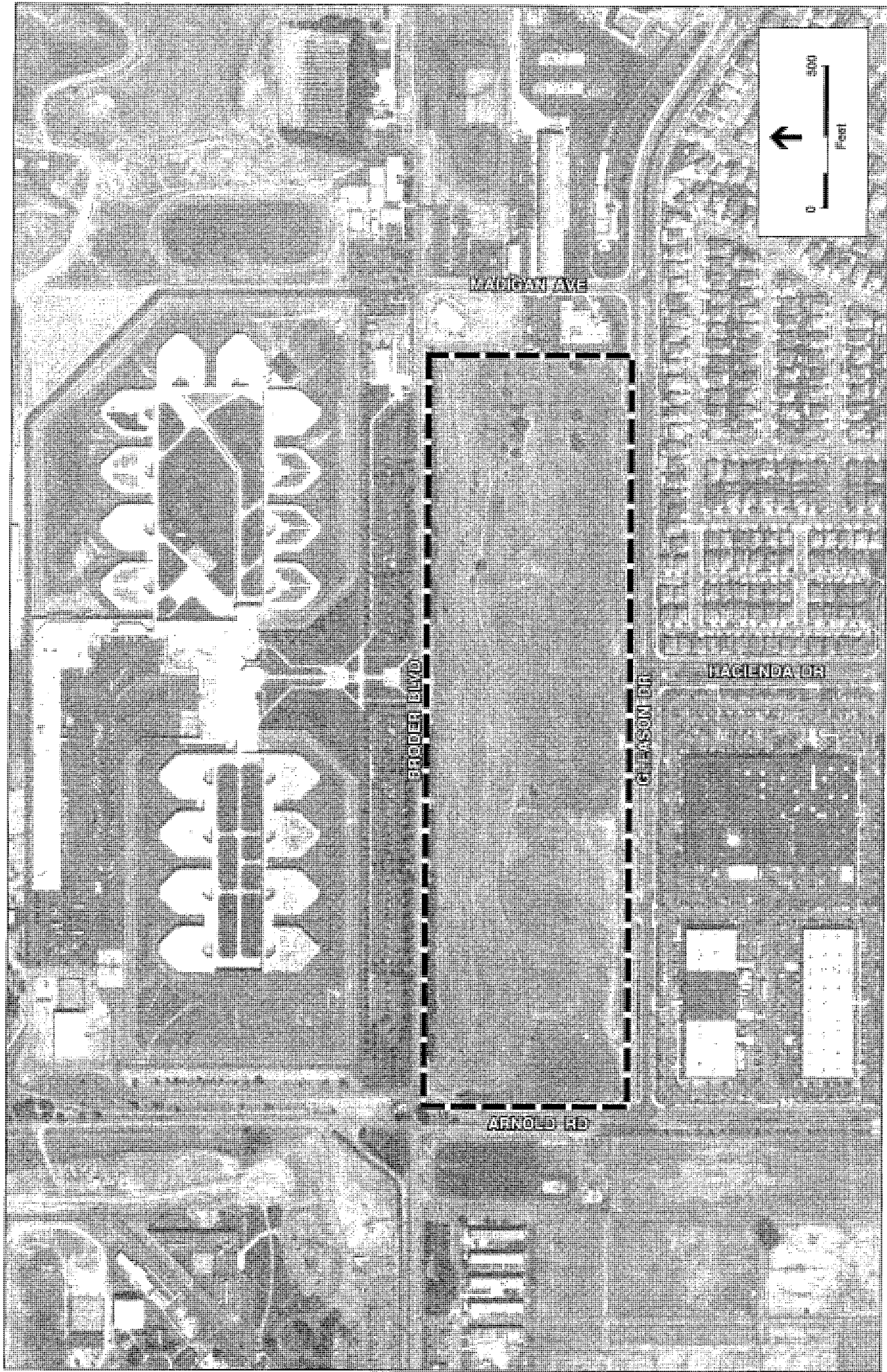
The Juvenile Justice Facility would be located on the western portion of the site, occupying about 18 acres. The Juvenile Justice Facility would consist of 420 to 540 beds at this site. The site would be graded to accommodate the structures on flat terraces, with a lower level on the western half and a slightly higher level to the east. The existing berm would be removed so that the site has direct access to Broder Boulevard for loading dock, sallyport, and intake/release functions. Support facilities such as dining, medical, recreation, and maintenance/janitorial will be included. Five non-jury juvenile courtrooms, district attorney, public defender, and probation staff would also be accommodated at the project. There would be a total of about 425,000 to 465,000 square feet of building floor area, within a two-story structure. Outdoor recreation areas would be provided internal to the project structures such that minimal to no fencing would be required. The frontage along Gleason Drive would be developed with a landscaped berm that would partially conceal the exterior walls of the housing units and recreation areas. Between 700 and 750 parking spaces would be required for the Juvenile Justice Facility functions, which could be provided in combination with the existing parking at the County's Santa Rita Rehabilitation Center. Surface parking lots may be developed on the project site.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



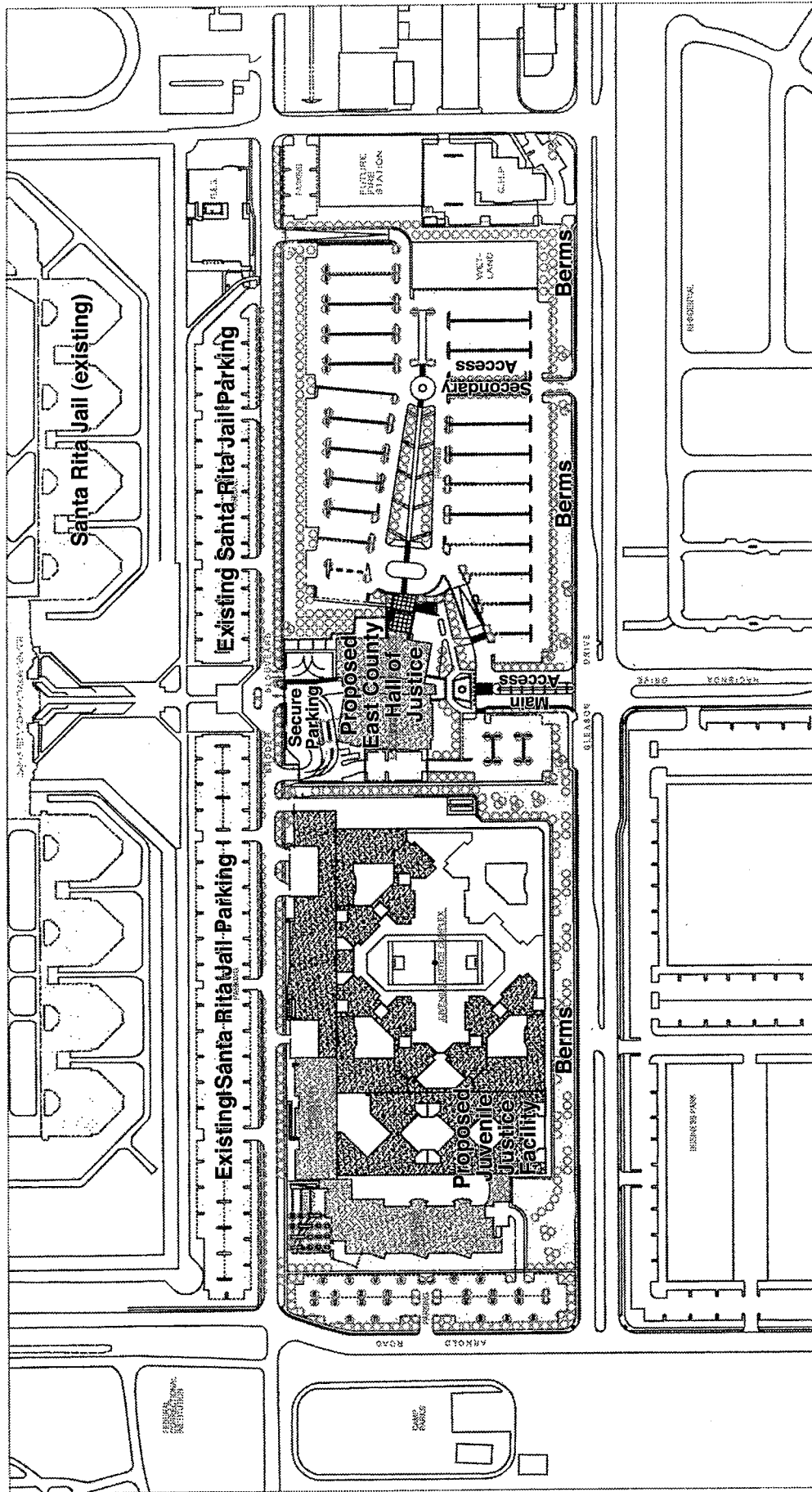
Figure 3.12
East County Government Center Site
Vicinity



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 3.13
East County Government Center Site
Detail



SOURCE: McLaren, Vasquez, Emsiek & Partners, Inc./Rosser International, Inc.
HLM Design/Muller & Caulfield

Figure 3.14
East County Government Center Site
Conceptual Site Plan for Juvenile Justice Facility
and East County Hall of Justice

EAST COUNTY HALL OF JUSTICE

For the East County Hall of Justice component of the Proposed Action, the EIS/EIR considers two alternative sites: the East County Government Center in Dublin and the County's surplus property known as Site 15A in Dublin. A description of the project's parameters and objectives are discussed in detail in **Chapter 2: Purpose and Need**.

East County Government Center

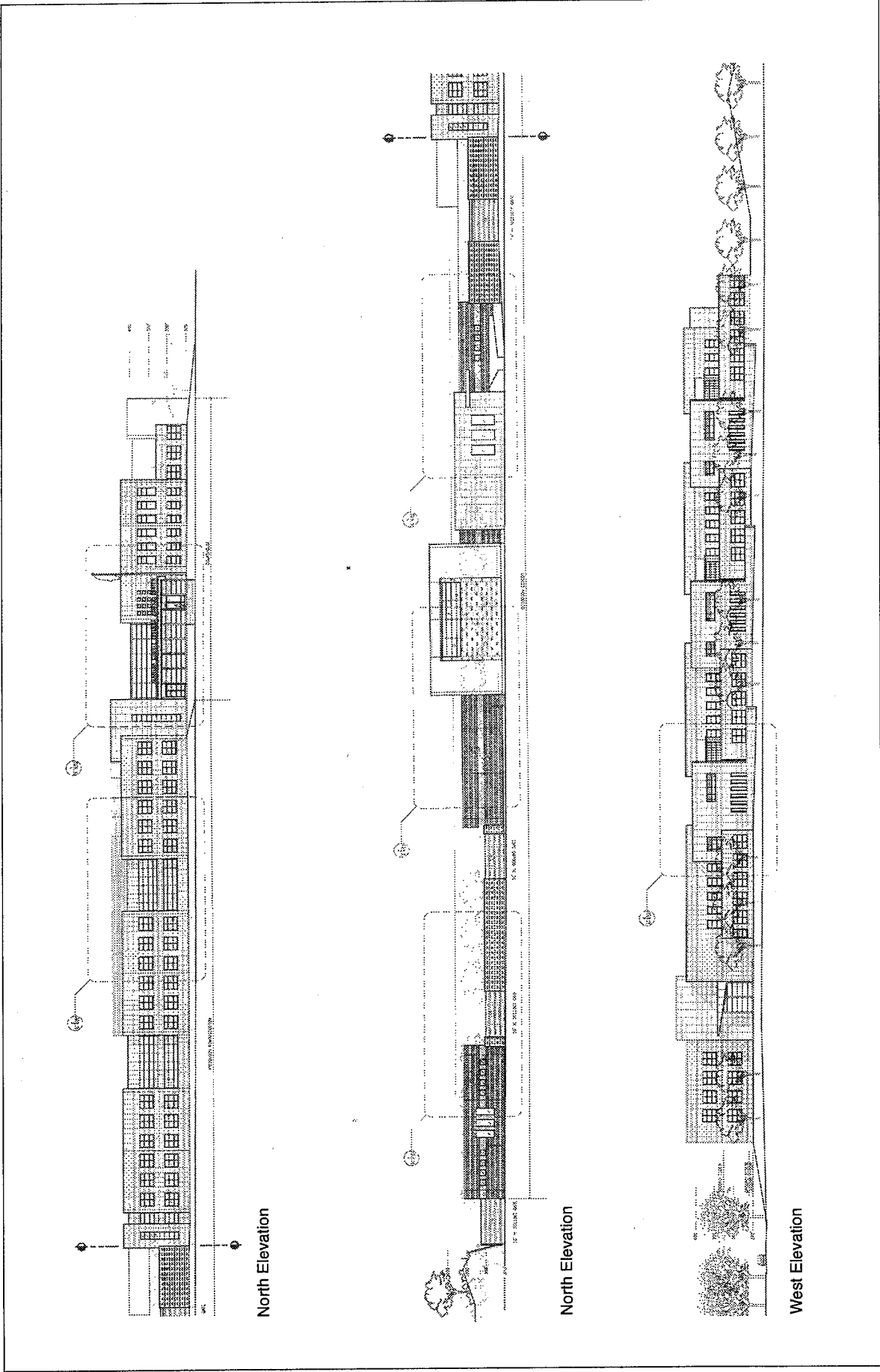
Development of an East County Hall of Justice could occur on a portion of the County-owned property in Dublin near the Santa Rita Rehabilitation Center, which would form part of an East County Government Center. Such a center could also include the Juvenile Justice Facility (see **Figures 3.15 to 3.19**). For more details concerning the Juvenile Justice Facility at this site, see above.

The East County Hall of Justice is proposed for the central and eastern portion of the East County Government Center site and would include courtrooms, administration, jury services, district attorney, public defender, probation, and other court-related services. As noted above, the East County Hall of Justice program calls for construction of 13 courtrooms in a building of approximately 195,000 square feet within a three and four-story building. Parking demand for about 850 vehicles is projected for the East County Hall of Justice project. As with the Juvenile Justice Facility, some parking may be shared, depending on the peak demand periods of the various uses in the immediate vicinity. Surface parking lots and underground parking within the building would be developed on the project site.

Site 15A

Development of the East County Hall of Justice could occur on a 12.5-acre County-owned site known as Site 15A, near the Dublin-Pleasanton BART Station. The site is part of Alameda County's surplus property in the Santa Rita area in eastern Dublin. It is located adjacent to the new Sybase office development, along Arnold Road between Dublin Blvd. and Central Parkway. The site would serve only the East County Hall of Justice, and could be developed independently of any of the Juvenile Justice Facility alternatives (see **Figures 3.20 to 3.22**). This alternative location is being considered in order to compare the proposal of developing the East County Hall of Justice at the East County Government Center site, as discussed above.

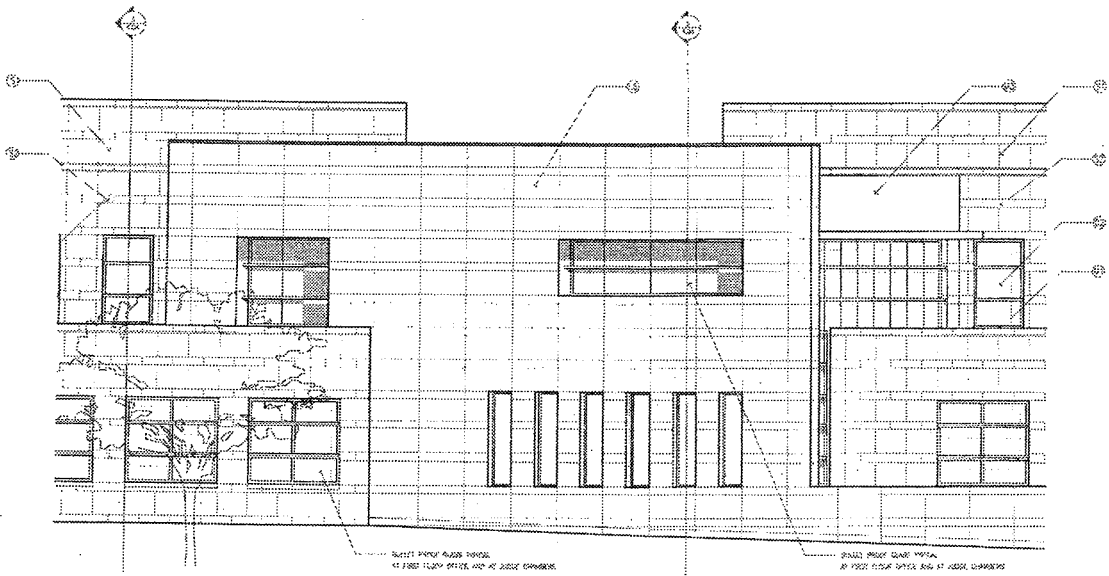
The architectural plans for the East County Hall of Justice at Site 15A are the mirror image of the plans proposed for the East County Government Center site; otherwise, the architectural plans are the same (see **Figures 3.14 and 3.22**). The only other major difference with respect to the proposed East County Hall of Justice is that a parking garage is proposed at Site 15A, but not at the East County Government Center site. To accommodate the proposed development of the East County Hall of Justice at Site 15A, a parking garage similar in size and scale to earlier parking garage proposals at this site (i.e. the Cisco Systems office park) would be required.



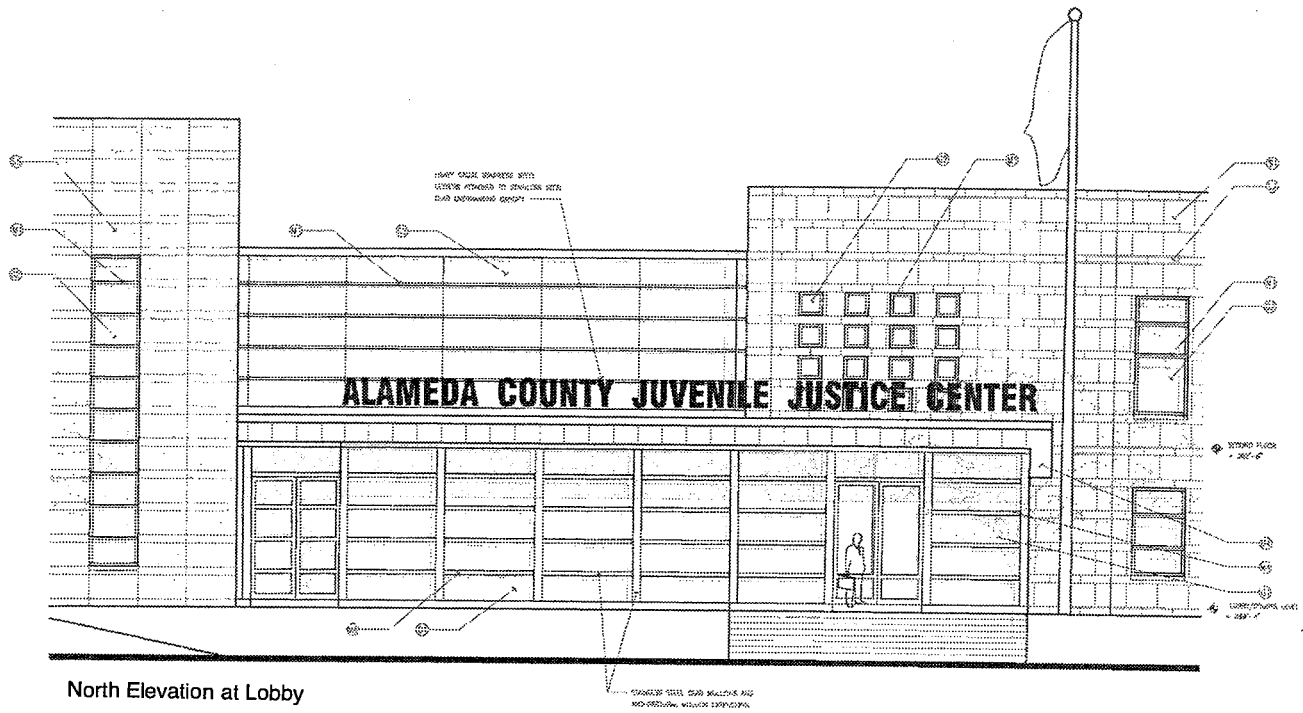
SOURCE: MVE/Rosser



Figure 3.15
 Juvenile Justice Facility Elevations



Partial West Elevation

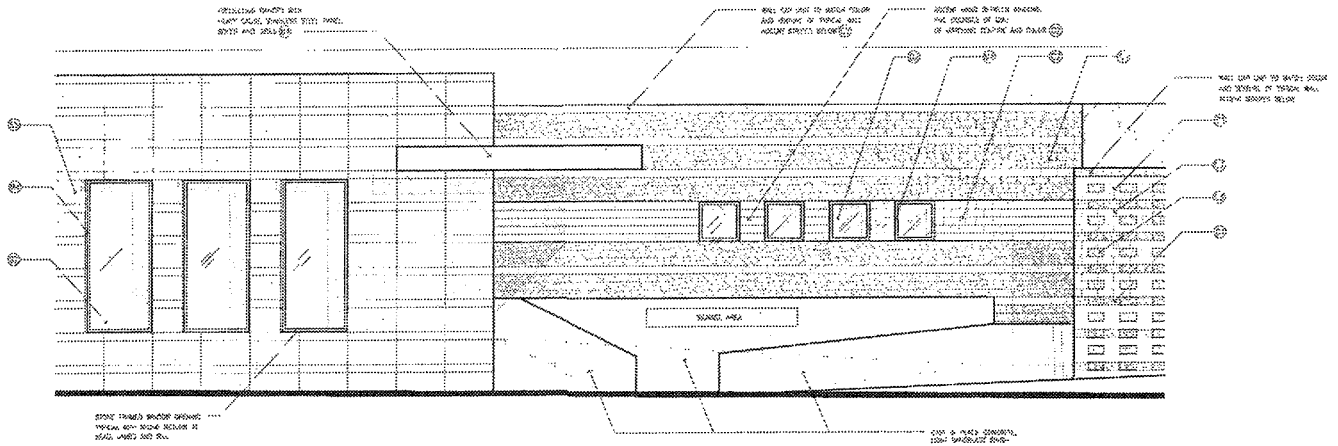


North Elevation at Lobby

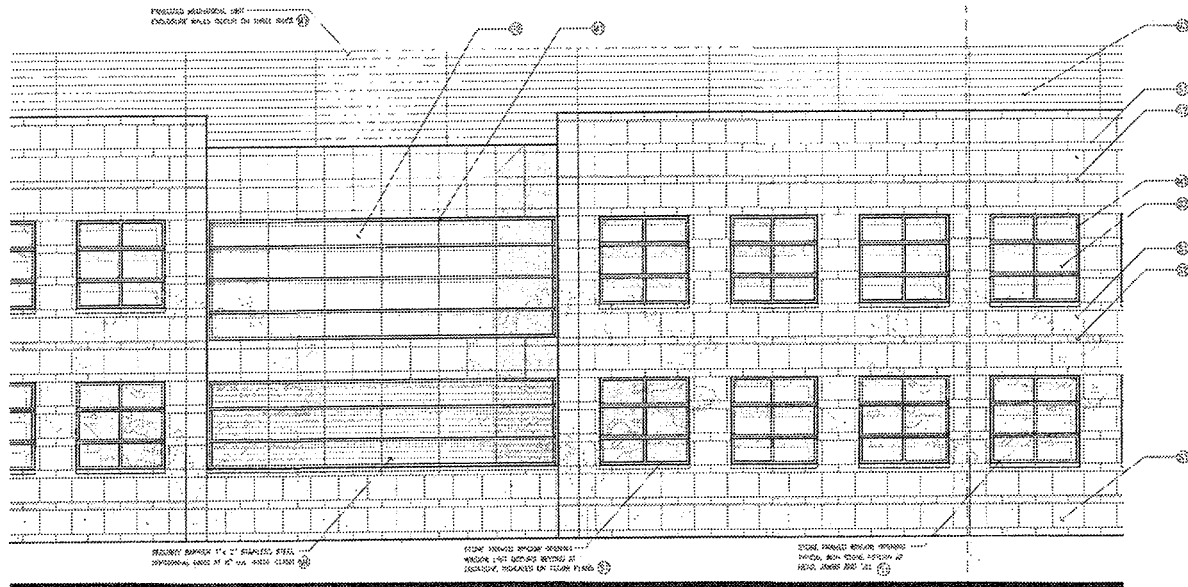
Figure 3.16
 Juvenile Justice Facility Elevation Details



SOURCE: MVE/Rosser



North Elevation Detail at Inmate Release

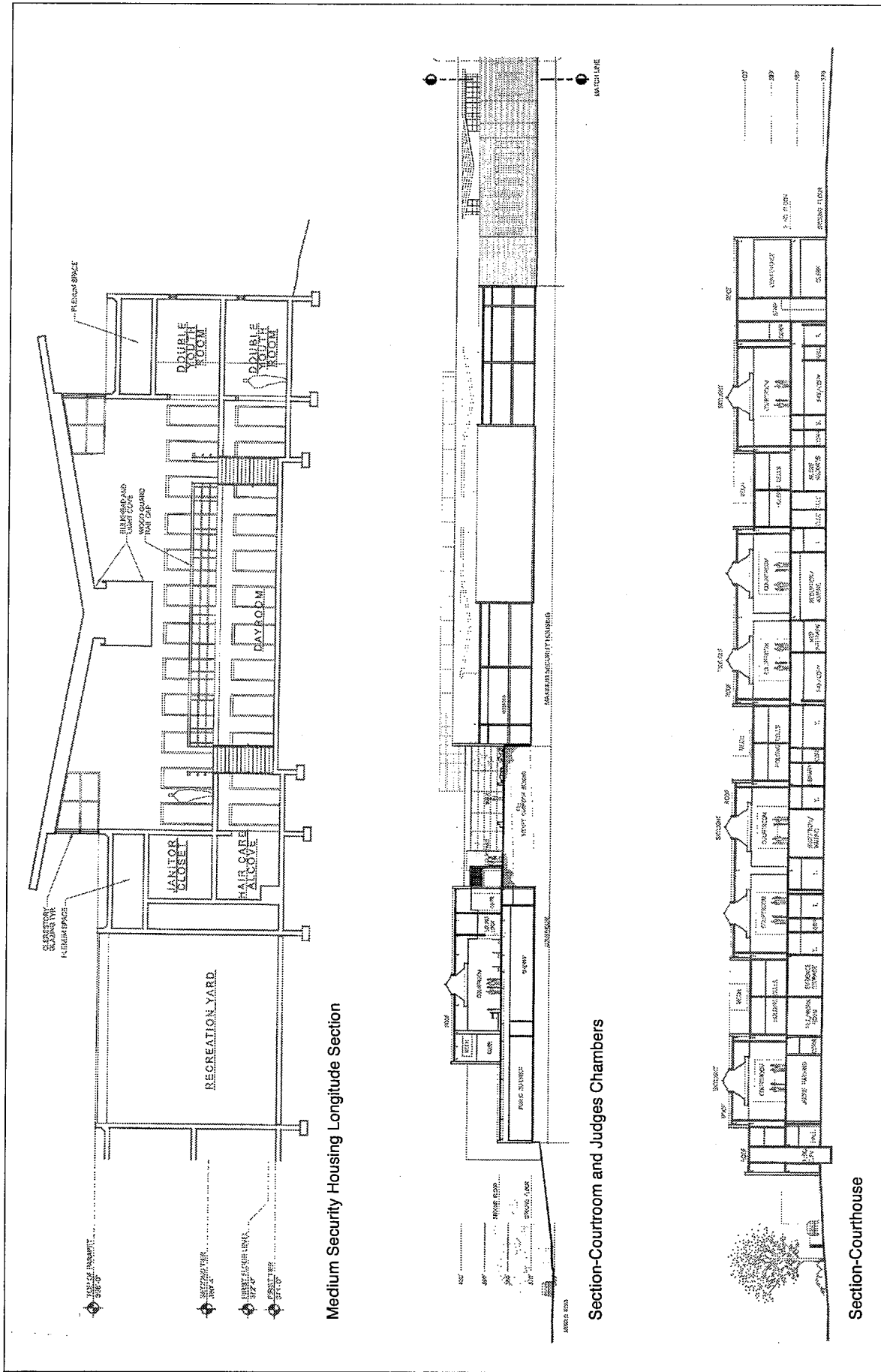


North Elevation Detail at Probation

Figure 3.17
Juvenile Justice Facility Typical Details

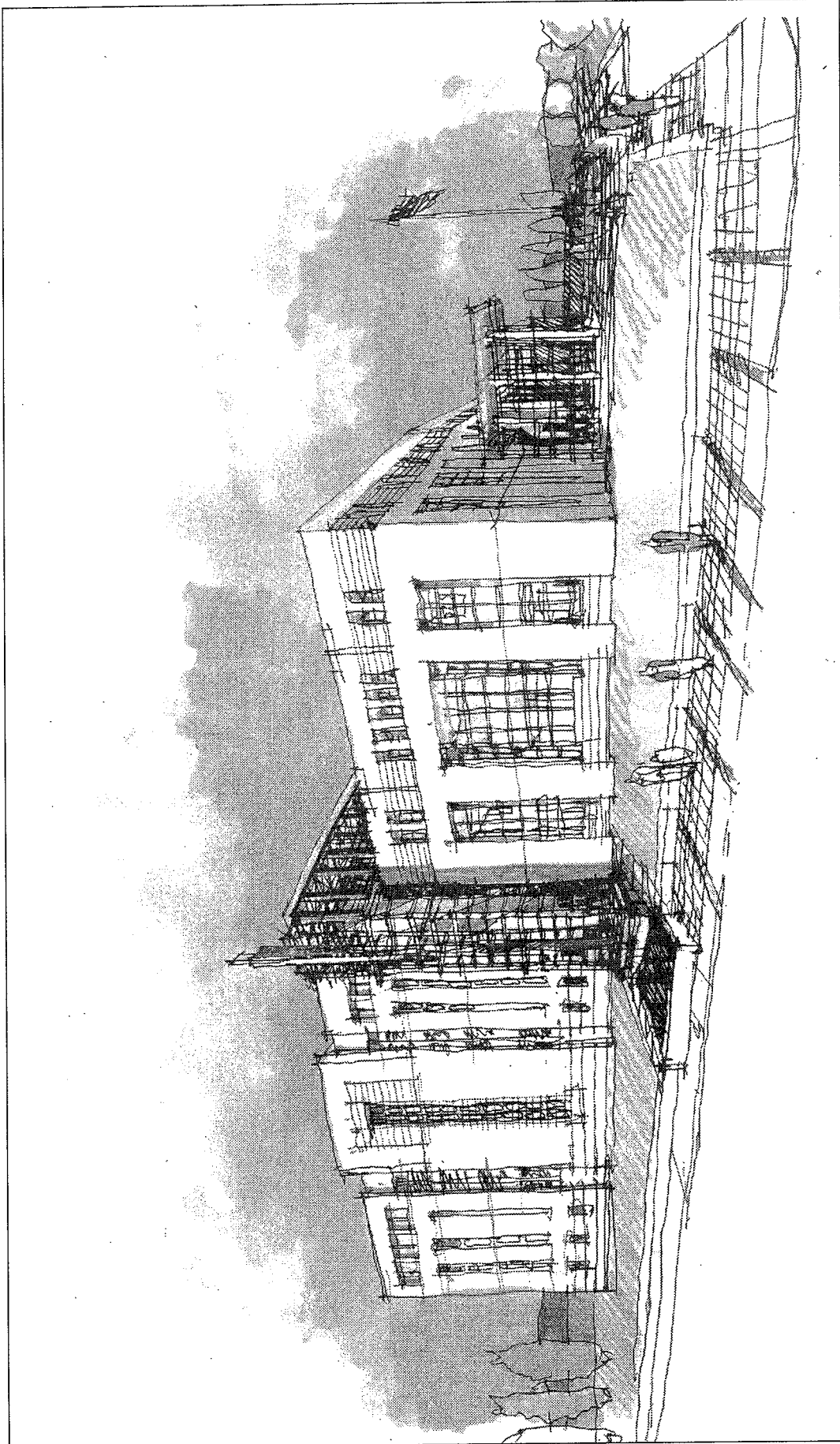


SOURCE: MVE/Rosser



SOURCE: MVE/Rosser

Figure 3.18
Juvenile Justice Facility Elevations



SOURCE: HLM Design/Muller & Caulfield



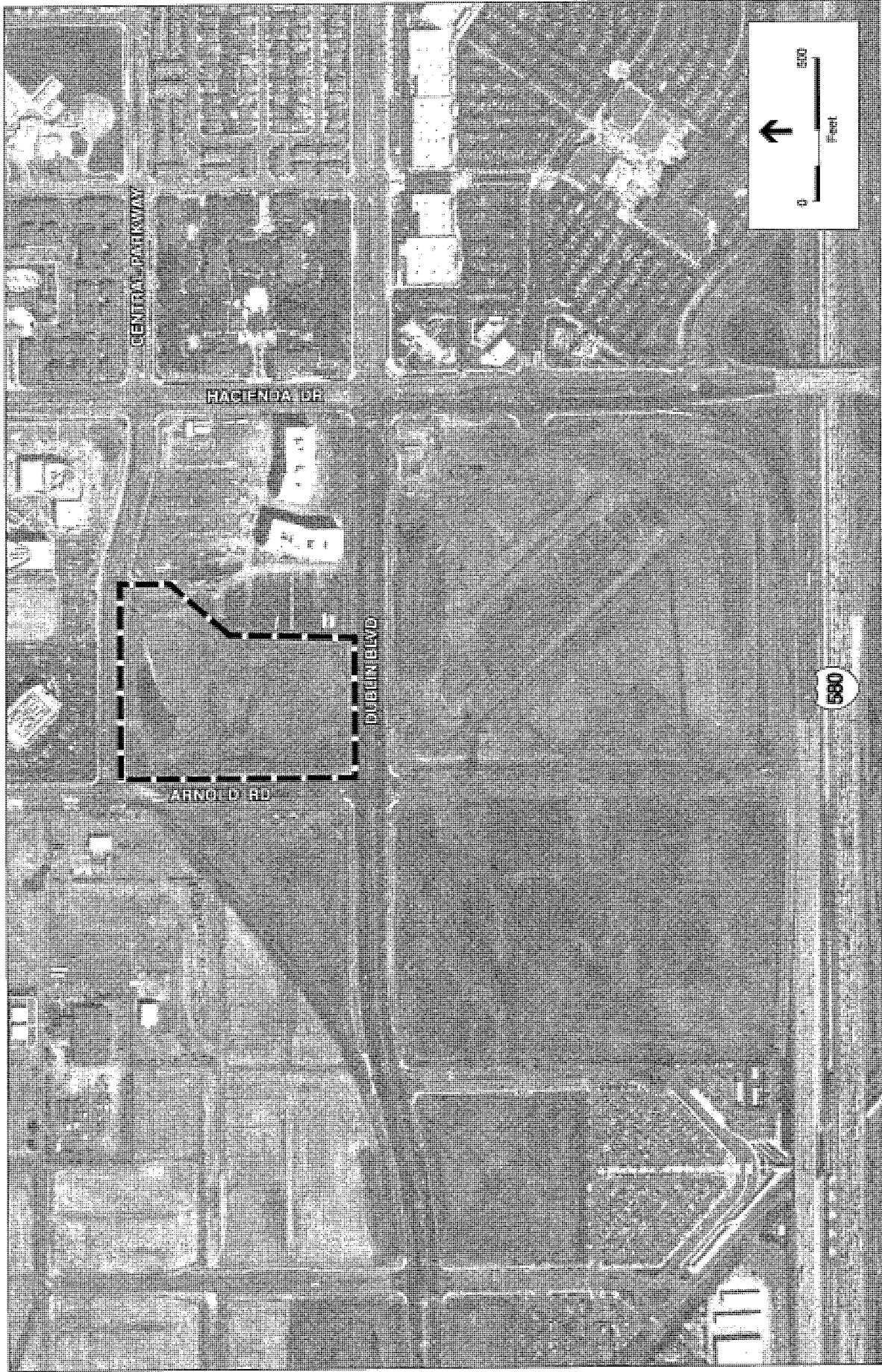
Figure 3.19
Conceptual Rendering of East County Hall of Justice



Figure 3.20
Site 15A
Vicinity



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 3.21
Site 15A
Detail

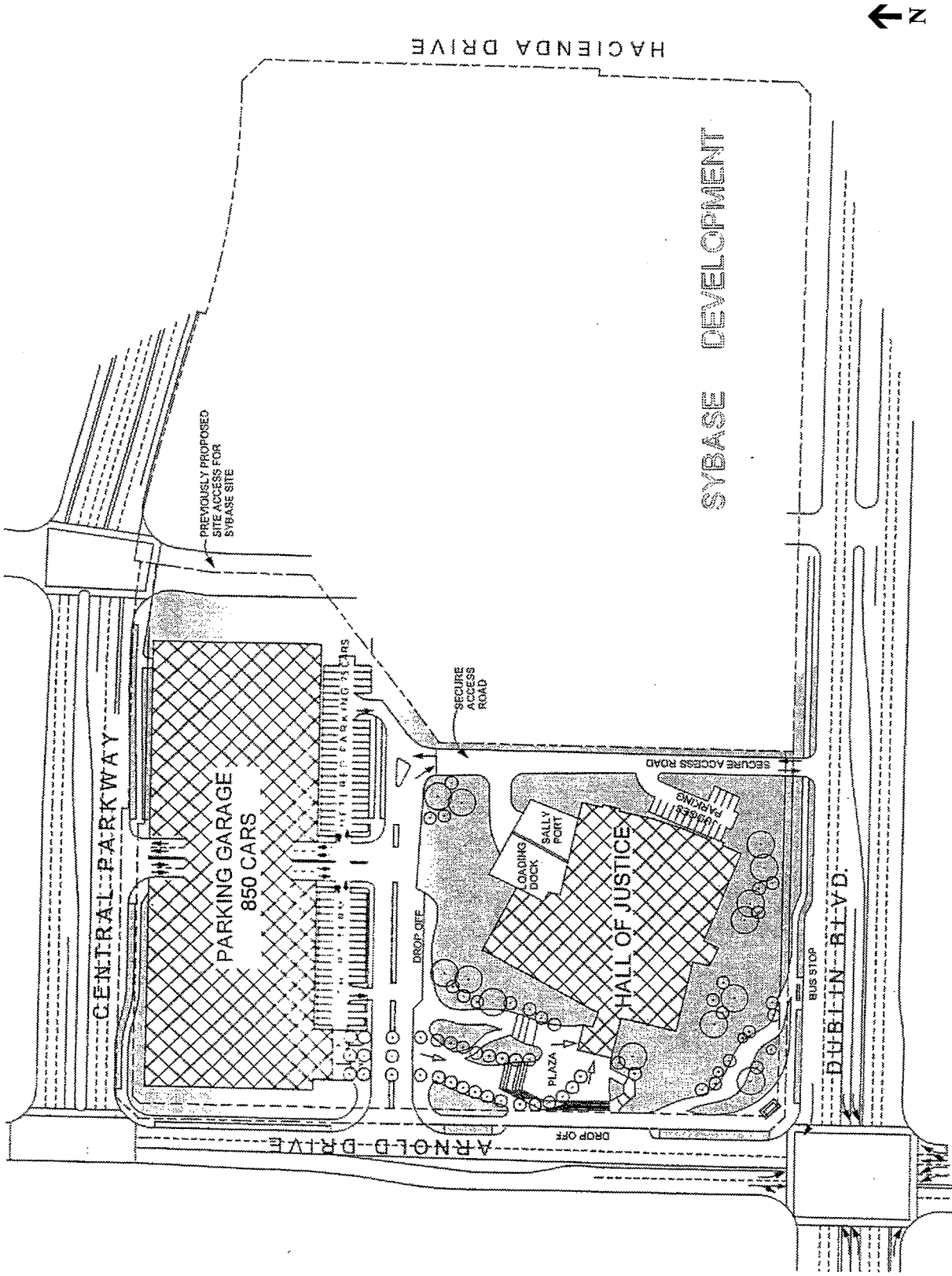


Figure 3.22
Site 15A

Conceptual Site Plan for East County Hall of Justice

SOURCE: HLM Design/Muller & Caulfield Architects



No Action/No Project Alternative

To meet both NEPA and CEQA requirements, the County is required to consider a "No Action/No Project" alternative. In this scenario, the existing Juvenile Hall facility would continue in operation indefinitely and no new East County Hall of Justice would be constructed, and the East County Government Center Site would remain undeveloped.

Under CEQA, the "No Project" alternative does not mean that no development may occur. Consistent with CEQA Section 15126.6(e)(B), development may occur under existing plans and policies. This is similar to the "No Action" requirement of NEPA. In both cases, the proposed project is compared to what would happen if the proposed project itself were not undertaken. It does not preclude development consistent with existing plans and policies.

Under CEQA, in contrast to the "No Project" alternative, a "No Development" alternative also is considered, where the underlying assumption is that neither the proposed project nor any future project would occur on a given site.

The County has assumed that other development may be proposed at all the alternative sites, consistent with the existing plans and policies for each. Although the County owns all the sites except for the Pardee/Swan Site, it has not proposed other development for any of them at this time. The County anticipates that the Port of Oakland will proceed with its proposed development of a parking lot at the Pardee/Swan Site.

3.2 ALTERNATIVE SITES CONSIDERED AND REJECTED

Over the past decade the County has conducted suitability studies to locate a site for the Juvenile Justice Facility. In 1992, the County considered 22 sites for the Juvenile Justice Facility, mainly in Oakland (Alameda County, 1992). Twenty of the 22 sites were too small and/or were already developed with other uses. Two sites were identified as clear and possibly available. One site was a long, narrow approximately 20-acre parcel near Oakport at 66th Avenue, parallel to the I-880, near the Oakland Coliseum. The County review team determined that the oblong configuration of this site was not optimal for constructing a Juvenile Justice Facility. The second site was the current Pardee/Swan site. Because of its proximity to the Airport Channel and nearby wetlands, the County review team was concerned about soil liquefaction at this site. All of the alternative sites were rejected.

When the project was announced for the East County Government Center site in Dublin, the County was criticized for not considering other sites beyond this site or the existing site in San Leandro. The Dublin site had been planned for use as a government center for some time, in recognition of the rapid growth in East County and the need to provide additional government services to serve that growth. For example, the Eastern Dublin Specific Plan allocates up to 965,000 square feet to the County government lands north of Gleason Drive between Arnold Road and Tassajara Creek.

In 2001, in response to the criticism that the County had not sufficiently considered other sites, the County issued a new Request for Proposals (RFP) for sites. It received only one formal offer.

Mr. David Haubert and Ms. Annalynn Perez, as private citizens and Dublin residents, each submitted lists of additional sites for the County to consider. The County met with the Port of Oakland to discuss several sites it owns. The County's review team also visited an additional site at the Oakland Airport. The review team assessed a total of 17 sites in communities in Alameda County, including San Leandro, Oakland, Alameda, Fremont, Newark and Livermore (Alameda County, 2002).

As per the RFP, this Proposed Action requires a minimum of 20-acre clear site located in Alameda County. To ensure accessibility to a wide range of people, the site must be located within one and a half miles of an existing BART station and must be easily accessible to other transportation routes, including bus service and access to freeways. The slope of the terrain cannot exceed five percent. The site must not be located within the Alquist-Priolo study zones or on any other known earthquake fault. The soils must be of substantial bearing value and not subject to liquefaction or ground failure. The site must be free of hazardous materials. The results of the review's team assessment are given in **Table 3.5**.

Given all of the above factors, the County's review team concluded that one site—the Pardee/Swan site—was potentially viable, the liquefaction concern notwithstanding. Discussions with the Port of Oakland, the site's owner, revealed that the Oakland Airport planned to build a temporary airport garage on a portion of the site and that the site may not be available. Another Port of Oakland site (the Maitland site, located between the runways of the Oakland Airport) was considered infeasible on the grounds that it was considered “not suitable for housing children in custody” (*Ibid.*). As shown on **Table 3.5**, the rest of the potential sites did not meet the basic project objectives due to their size, distance from BART, or both.

Table 3.5: Results of an Investigation to Find an Appropriate Site for a New Juvenile Justice Facility in Alameda County, Alameda County Review Team 2002

Site Investigated	Site Suitability
San Leandro	
Hudson Pencil Factory, San Leandro Boulevard at Hudson Lane	Site too small (15 acres), access unsafe due to active railroad tracks on Hudson Lane.
Davis Street Recycling Center, 2500 Davis Street	Poor soil conditions, heavy truck traffic on Davis Street, odors and noise from adjacent dumpsite.
Neptune Street	Too far from BART (2.9 miles) and site is too small (6 acres).
Oakland	
240 Hegenberger Road	Site is too small (12 acres).
Edgewater and Oakport	Site is too small (16 acres).
Edgewater and Pardee	Site is too small (2 acres).
Pardee/Swan	Site suitable. Port of Oakland (owner) allowing temporary parking for Oakland Airport expansion.
Pardee across from the Post Office	Site too small (14 acres).
CB Ellis Site, Hegenberger Road	Site too small (less than 20 acres).
98 th Avenue and Bancroft	Site too small (less than 1 acre) and is too far from the nearest BART station (2.5 miles).
Maitland Site, Oakland Airport	Site is located between two runways and is not considered suitable for housing children in custody.
Alameda	
Old Alameda Naval Air Station, Alameda Point	Site is too far from BART (4.2 miles).
Fremont	
44960 Warm Springs Boulevard	Site is too far from BART (4 miles).
Warm Springs and South Grimmer Boulevards	Site is too far from BART (4 miles).
Highway 84 and Paseo Padre	Site is too far from BART (4 miles).
Livermore	
Jack London at Isabel Extension	Site is too far from BART (6 miles).

Land Use and Planning

4.1 AFFECTED ENVIRONMENT

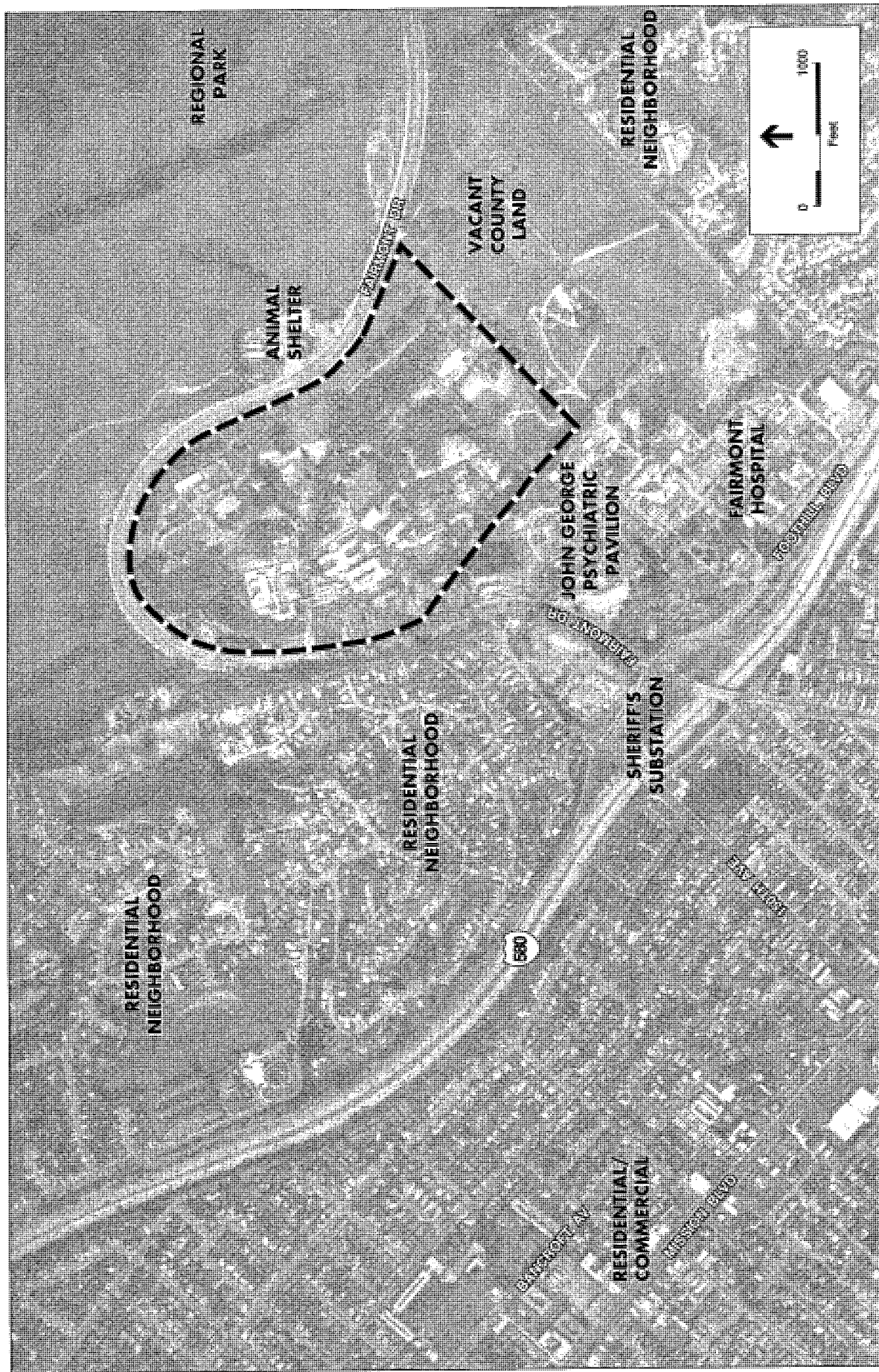
PHYSICAL SETTING

No Action / No Project

Juvenile Justice Facility

The existing San Leandro Juvenile Hall facility is located in unincorporated Alameda County. The site of the existing San Leandro Juvenile Hall facility is bounded on the west, north and east by Fairmont Drive and by the County of Alameda John George Psychiatric Pavilion, Fairmont Hospital and related uses to the south. The site vicinity consists of rolling, generally open hilly terrain with heavily wooded areas upon which exist various land uses as shown in **Figure 4.1**, including the following:

- A residential area on Van Avenue and other local streets in the Hillcrest Knolls neighborhood is located parallel to Fairmont Drive and across the street from the existing Juvenile Hall Facility. This residential area is visible from the Juvenile Hall Facility and residents in the area can see the facility from their homes.
- Hillcrest Knolls Park is located north of Fairmont Drive. The park is equipped with a children's play area and a small landscaped open space.
The John George Psychiatric Pavilion and Fairmont Hospital campus are located adjacent to the south of the site, comprising a complex of many large to smaller scaled medical buildings spread around a sprawling campus, with substantial open land nearby.
- The Alameda County Animal Control Shelter is located northeast of the site along Fairmont Drive.
- The County Sheriff operates a substation at Foothill Blvd. and Fairmont Drive, near the I-580 interchange with 150th Avenue.
- The open and hilly terrain of Lake Chabot Regional Park is further to the north and east, beyond the Animal Control Facility buildings.
- The County of Alameda has leased a portion of the Fairmont Hospital campus to a non-profit organization that is constructing and will operate the George Mark Children's House, a hospice facility for up to eight children and their families.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 4.1
San Leandro Site
Land Uses in the Vicinity

East County Hall of Justice

The existing Dublin-Pleasanton courts are located in a business park area of Pleasanton. Known as the Gale/Schenone Hall of Justice, the facility comprises approximately 55,000 square feet of floor area in a two-story office building located at 5672 Stoneridge Drive, south of I-580. It is leased by the County from a private owner, and includes tenant improvements for six courtrooms, offices, and security areas. A surface parking lot accommodates approximately 210 vehicles.

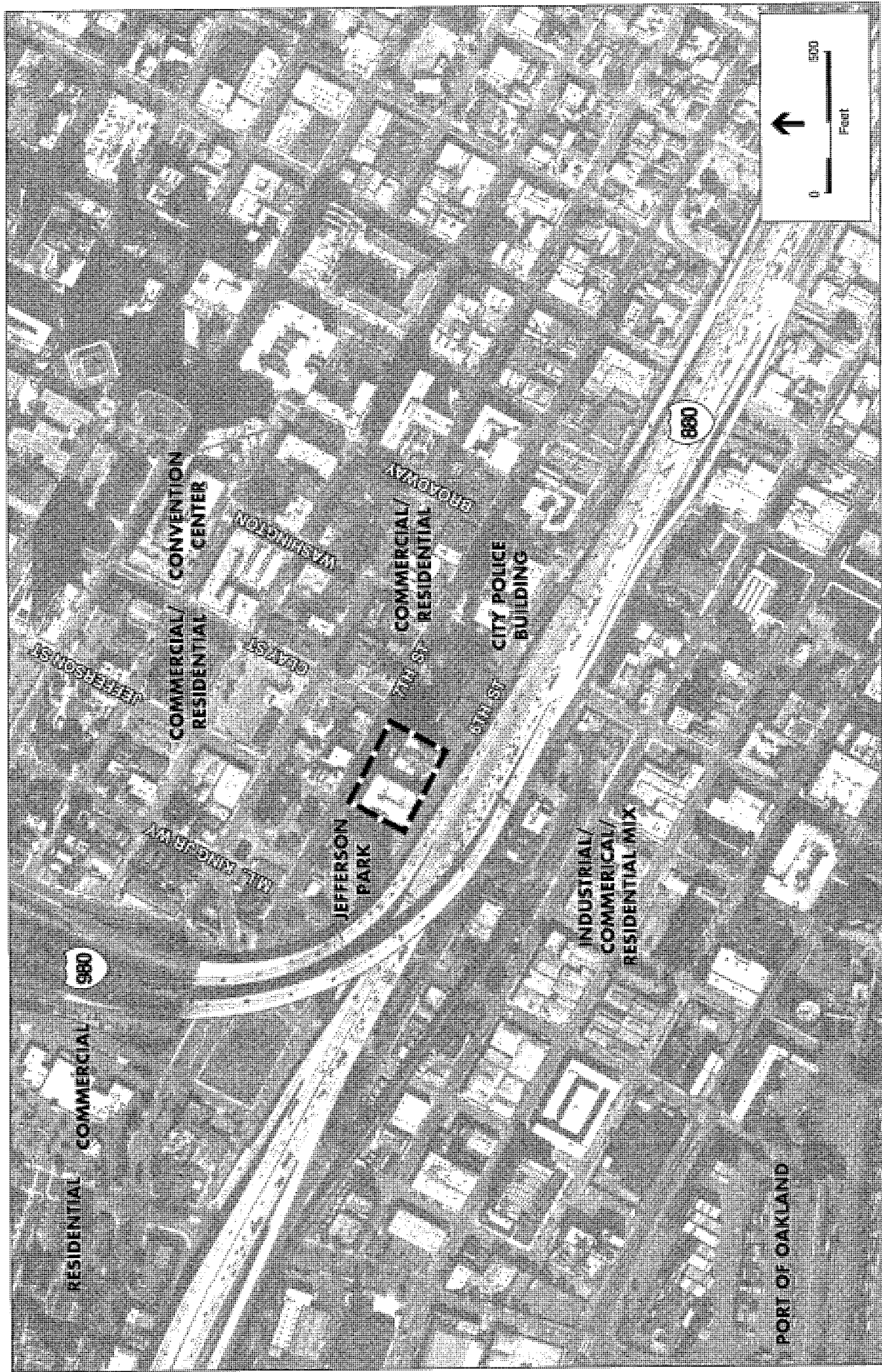
Existing San Leandro Property

The Existing San Leandro Property site is located immediately adjacent to the existing Juvenile Hall facility on a portion of the campus that was developed and previously used as a juvenile detention camp. The surrounding land uses are as described above for the No Action/No Project Alternative.

Glenn Dyer Detention Center

The Glenn Dyer Detention Center (also known as Alameda County's North County Jail) is an eight-story building located at 550 Sixth Street in downtown Oakland, as shown on **Figure 4.2**. It occupies the western half of a double-block bounded by Seventh Street on the north, Washington Street on the east, Sixth Street on the south and Jefferson Street on the west (Clay Street ends at Seventh Street directly opposite the entrance to the facility). It shares the site with several departments of the Superior Court, located in a four-story building to the east. Further east across Washington Street is the Hall of Justice/Oakland Police Department Headquarters. An elevated portion of I-880 is directly across Sixth Street south of the site. There are several bail-bond establishments and second story offices and residences in the immediate vicinity of the site, on the north side of Seventh Street and along Washington Street. The Old Oakland district extends along Clay and Washington Streets toward downtown.

The Glenn E. Dyer Detention Center is an adult Type II Jail. It was designed by Hellmuth, Obata and Kassabaum (HOK) under the 1980 Title 24, California Code of Regulations (CCR) for adult local detention facilities and opened in 1984. It originally contained a Board Rated Capacity (BRC) of 576 beds in single occupancy cells. Each floor of the six housing floors contains six pods of 16 cells each, dayroom space, a visiting area, a medical exam room and limited program areas. In addition, the building contains an intake/release (booking) area; a medical floor and infirmary; a kitchen; storage; and two exercise yards. The Alameda County Sheriff has determined that the operation of the Glenn Dyer Detention Center is no longer necessary, and therefore use of the building was discontinued in mid-2002 (letter from William Crout, California Board of Corrections, June 2002).



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 4.2
Glenn Dyer Site
Land Uses in the Vicinity

Pardee / Swan Site

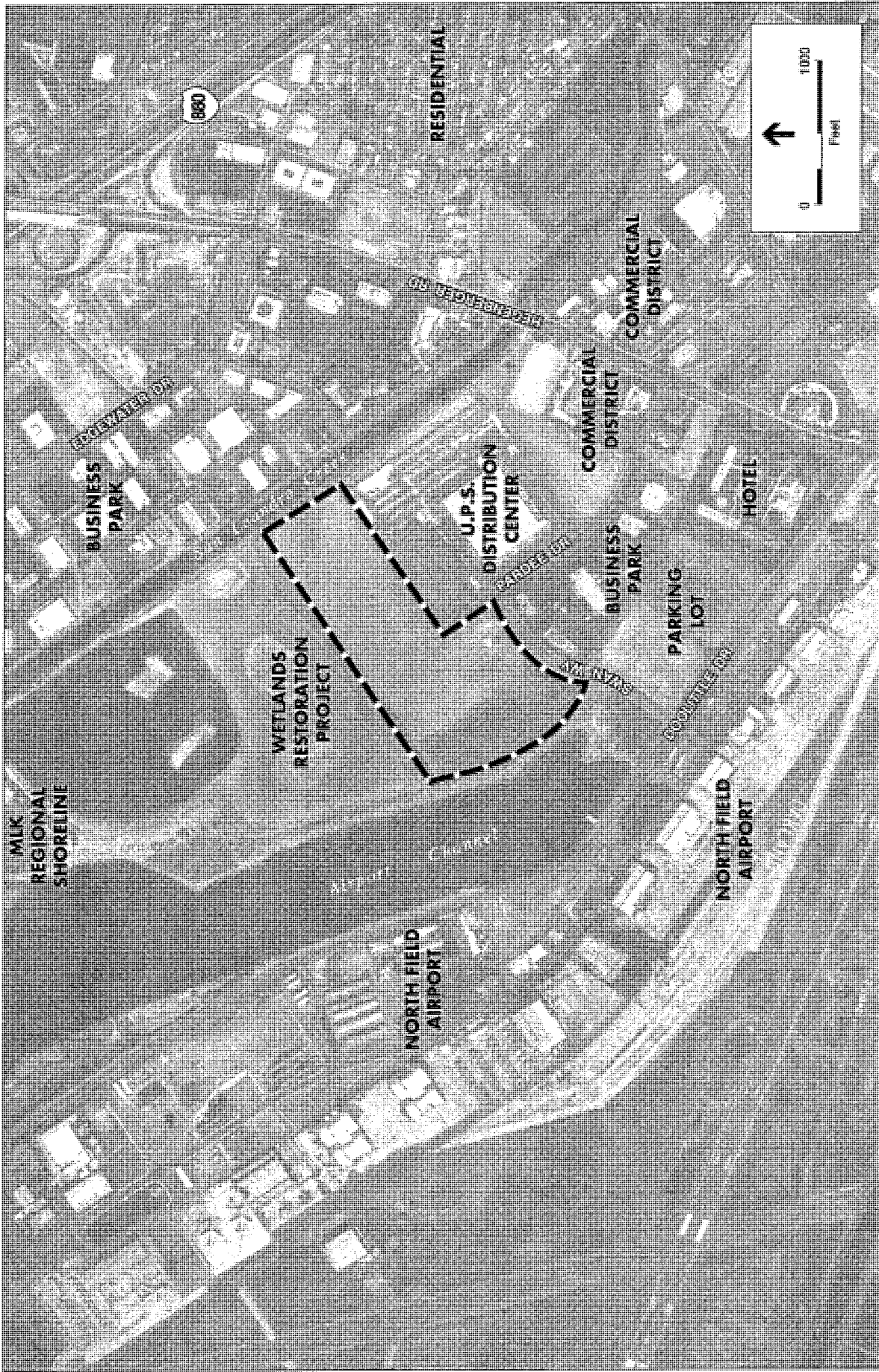
The Pardee/Swan Site is located in the City of Oakland within the Oakland Airport Gateway district, approximately 0.3 miles northeast of Hegenberger Drive. The vacant 34-acre Pardee/Swan Site is located at the northern terminus of Pardee Drive at Swan Way in Oakland. The Port has begun construction of a new parking lot at the site to serve the Oakland International Airport during implementation of the Terminal Expansion project, and to replace parking that was displaced as a result of increased security measures in the wake of the September 11, 2001 terrorist attacks in New York City and Washington, D.C.

Existing land uses in the vicinity, as shown on **Figure 4.3**, include:

- A large United Parcel Service distribution facility adjoins the site to the southeast.
- A small park with picnic grounds is located southwest of the site along Swan Way.
- There are several large ponds in the Arrowhead Marsh/Martin Luther King Regional Shoreline area located opposite the northwestern edge of the site, created as part of a joint wetlands mitigation effort by the Port and other agencies.
- There are business park uses across San Leandro Creek and the adjoining levee, opposite the northeastern edge of this site, and south of Swan Way.

Recent development within the Oakland Airport Gateway area includes the Catellus Business Park (warehouse distribution), the Just Desserts/U.S. Postal Service Distribution Center (food processing and distribution), Zhong Technologies (a corporate telecommunications headquarters and research facility), Rainin Instruments (a corporate headquarters and manufacturing campus), AMB Metropolitan Furniture (a furniture manufacturer) and the hotels at Hegenberger Loop (a 76-room business class Best Western and a 156-room Courtyard Marriott). Coliseum Lexus of Oakland is under construction and the Oakland Sports Center at Ira Jinkins Park is in the design phase. The Port of Oakland's proposed Metroport Project is undergoing environmental review.¹ The Port of Oakland also controls a 14.2-acre site in the area that may provide an opportunity for future commercial development.

¹ If approved, the Metroport project would entail the construction of 1,300,000 square feet of office space, two parking structures, a 350-room hotel and 50,000 square feet of retail space, in addition to a station on the BART link between the Oakland Coliseum and the Oakland International Airport (actual development in this area is currently not anticipated before 2005).



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 4.3
Pardee/Swan Site
Land Uses in the Vicinity

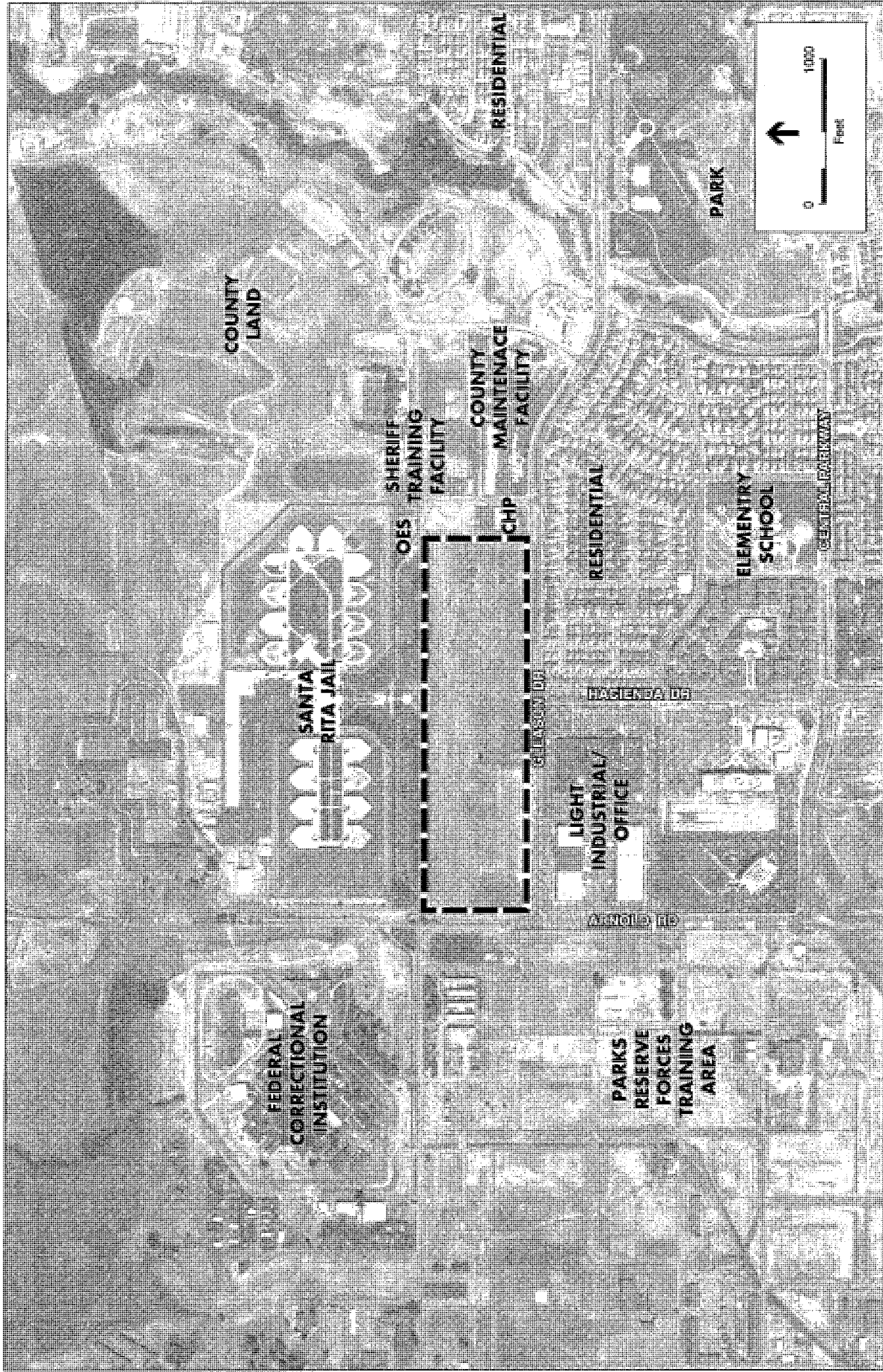
East County Government Center

The East County Government Center site is located in an area undergoing rapid change, with large-scale business park, retail and residential development occurring during the past five years (see **Figure 4.4**).

- Single-family and multi-family residential development has occurred to the east and southeast, and industrial/business park uses are located to the southwest.
- Commercial retail and office development is located about 1 mile south near the I-580 freeway.
- The U.S. Army's Camp Parks Reserve Forces Training Area and a federal correctional institution are located to the immediate west and northwest.
- The County owns approximately 335 acres of land to the north and east, on which exist the Santa Rita Rehabilitation Center (County Jail) and related Sheriff's Office uses and large tracts of vacant land.
- Also to the north, the U.S. Air Force operates a microwave station, the Dublin-San Ramon Services District operates water storage reservoir tanks, East Bay Regional Park District owns the Tassajara Creek Regional Park, and private land owners control open hillside and flatland grazing, agricultural and rural residential land.

This alternative site is located at the northern terminus of Hacienda Drive and generally bounded by Gleason Drive, Arnold Road, Broder Blvd., and Madigan Avenue. The site is part of the County's Santa Rita land holdings, which were annexed to the City of Dublin in the early-1990s for the purpose of facilitating public and private development. It represents the largest remaining buildable parcel of land in the immediate area. Another large remainder parcel owned by the County (about 23.5 acres) is located along Tassajara Creek and Gleason Blvd.

The main use of the County's land holdings is Santa Rita Jail, an adult detention facility with a capacity of 3,800 men and women, which was constructed in the late 1980s to replace the old Santa Rita Rehabilitation Center that had occupied other lands to the southeast. The Sheriff's Department also operates the Office of Emergency Services and a regional training facility for various law enforcement agencies north and east of the jail, including an academy, shooting range, and driving track. A County fire station (which serves the City of Dublin under contract) is also located north of the jail, and will relocate to a new building on the eastern end of the site in the next year or so. County land to the east is presently developed with the Heavy Equipment Repair Building (HERB), California Highway Patrol (CHP), East County Animal Control Services, and the SPCA.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 4.4
East County Government Center Site
Land Uses in the Vicinity

Site 15A

Site 15A is part of the County of Alameda's Santa Rita land holdings that were annexed to the City of Dublin in the early-1990's for the purpose of facilitating public and private development. Site 15A is located south of Central Parkway, east of Arnold Road, north of Dublin Boulevard and west of the new Sybase Corporation Headquarters Complex. It encompasses approximately 11.5 net acres of land. The site is currently vacant, relatively flat and contains native and introduced species of grasses but no trees (see **Figure 4.5**).

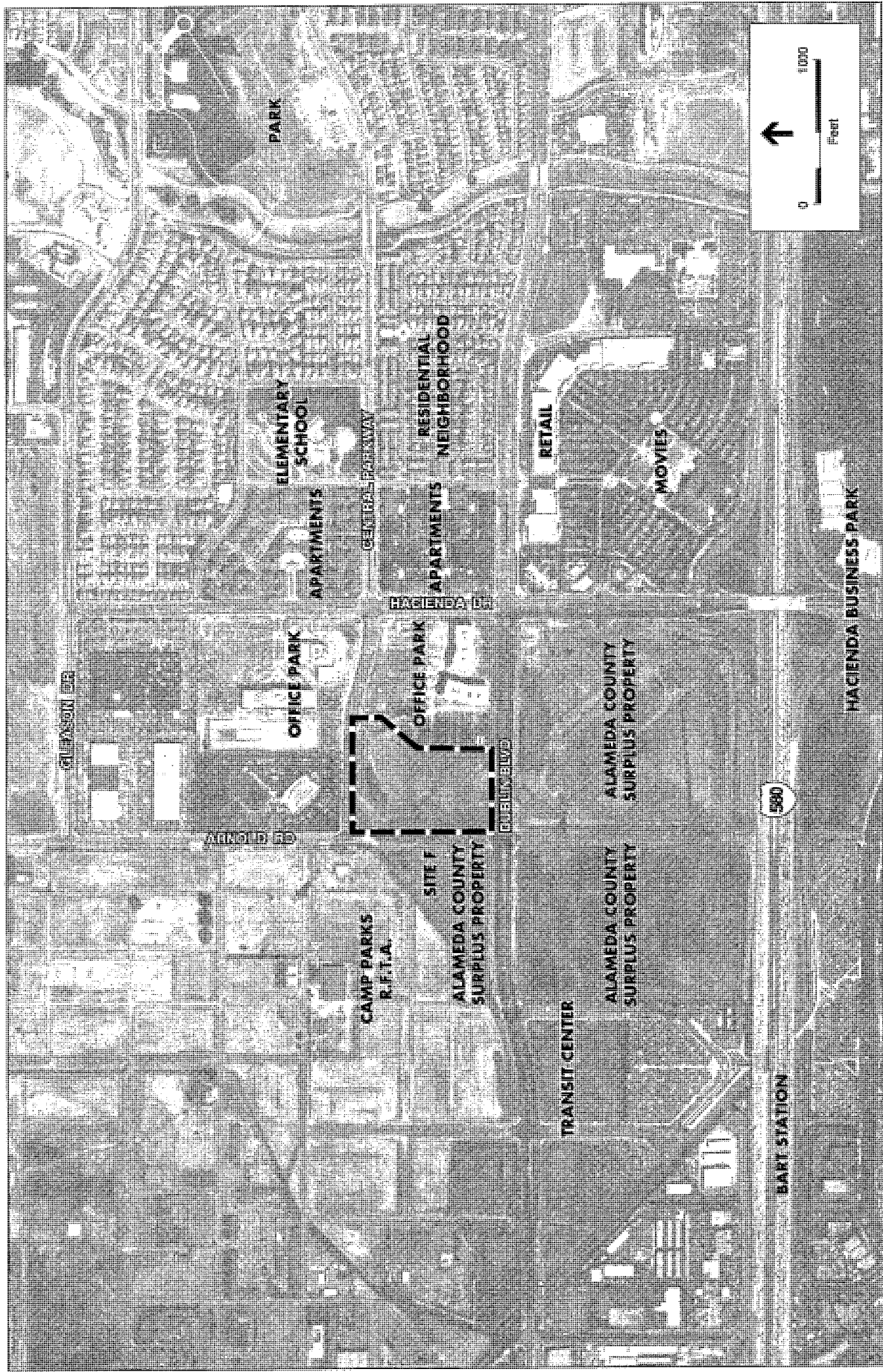
Property north and east of Site 15A was recently sold by the County and developed with private office complexes, including Microdental and Sybase. Other property in the vicinity is vacant and is still owned by the County of Alameda. To the south is property known as Site 16A and 16B, and immediately west of Site 15A is property known as Site F. The U.S. Army's Parks Reserve Forces Training Area is located further west and northwest of the site across Arnold Road and Site F.

POLICY/REGULATORY SETTING

Set forth below is an analysis of whether the proposed facilities are consistent with local general plan, zoning and related policies. As a political subdivision of the State, the County is immune from local regulations. This immunity extends to local land use, zoning and building regulations. Moreover, Government Code Sections 53090-53096, which generally requires local agencies to comply with the land use and building regulations of the county or city in which their territory is located, specifically excludes counties from this requirement. Therefore, the County is not required to comply with land use, zoning and building requirements of any of the local jurisdictions in which the project may be located, including cities and the County itself. Consequently, if the proposed project is determined to be inconsistent with local land use, zoning or building requirements, such inconsistency generally would not prevent implementation of the project. Nonetheless, the County has, by agreement, recognized certain local land use principles in the Dublin area as further discussed below.

No Action / No Project

No changes in use would occur at either the existing Juvenile Hall site or the existing Gale-Shenone Courthouse. The No Action/No Project Alternative includes the continued operation of two existing uses located on sites appropriately designated and zoned for such use. The projects are currently in conformance with applicable land use regulations.



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 4.5
Dublin Site 15A
Land Uses in the Vicinity

Existing San Leandro Property

Castro Valley Plan

The Existing San Leandro Property is located in an unincorporated area under the jurisdiction of Alameda County, with principal land use policy direction as established in the *Castro Valley Plan* (Alameda County 1985). The Castro Valley Plan is intended to serve as a general policy guide for public and private decisions affecting the development of the Castro Valley area, and is a portion of the County's general plan. The Castro Valley Plan serves to:

- establish a comprehensive and long term framework necessary for orderly and coordinated growth,
- express the community's and the County's goals for future development in Castro Valley, and
- provide a common foundation for the many programs and instruments which more directly underwrite and regulate changes in Castro Valley, including capital improvement programs as well as zoning, subdivision and building regulations.

The Castro Valley Plan is a comprehensive statement of the County of Alameda's conservation and development policy for the Castro Valley Planning Area. It includes goals, objectives, principles and implementation recommendations on land use, housing, open space, parks and recreation, safety and seismic safety, conservation of resources, noise and circulation. As such, it addresses all issues required by law to be included in elements of a General Plan that pertain to the Planning Area.

The Castro Valley Plan guides the location of urban development within the Castro Valley Planning Area as follows.

Policy 1.1 All urban development in the Castro Valley Planning Area shall be located within the Castro Valley Urban Area. The Urban Area includes existing urbanized areas, sites adjoining the existing urbanized areas for which development approval has been granted by the County, and sites located between existing urban areas and approved developments. Urban development outside the defined Castro Valley Urban area should not be permitted except where it is required to meet clearly demonstrated, compelling social, economic and/or environmental objectives and where no alternative locations are available.

The Castro Valley Plan designates the hillside open space area as the principal scenic resources of the Castro Valley Planning Area. The Castro Valley Plan asserts that:

The scenic value of the hill open space area is best preserved by retaining appropriate and compatible uses through public purchase and zoning.

Consistency Analysis. The Castro Valley Plan does not designate a specific land use for the site because the site is located outside of the urban area. Land use designations for properties within the vicinity of the site are shown in **Figure 4.6**. The Existing San Leandro site is outside of the designated Urban Area of the Castro Valley Plan, but is adjacent to the existing Juvenile Hall Facility located within an existing urbanized area. The Existing San Leandro alternative would be consistent with Policy 1.1 because this alternative would provide for additional juvenile justice facilities to meet existing and projected needs and thus, meet a clearly defined and compelling social objective. Therefore, this alternative would be consistent with County urban development policy. In addition, as described in the “Policy/Regulatory Setting”, under State law the County is not bound by local regulations; it is allowed to develop County-owned land for public and/or government use.

Scenic Route

The Alameda County General Plan, Scenic Route Element includes the following policies pertinent to new development located within a designated scenic route:

- Policy* *Architectural and site design review by the appropriate local jurisdiction should be provided for each site and for all new or altered structures so that particular consideration will be given to appearances that will enhance scenic qualities from the scenic routes. Originality in landscape and construction design should be encouraged. Such designs should be in keeping with cityscape and natural skyline and reflect the density, movement and activities of the population.*
- Policy* *Landscaping should be designed and maintained in scenic route corridors to provide added visual interest, to frame scenic views and to screen unsightly views.*
- Policy* *Public agencies and private individuals having control of large holdings should be encouraged to protect and enhance natural resources within their properties. Cooperation should also be sought with owners of smaller lots and with community improvement and conservation groups.*

Consistency Analysis. New development at the Existing San Leandro Property would be subject to review by the General Services Agency, which will consider the requirements of the Scenic Route Element as part of the design-build contract that would be let to a contractor. The primary scenic route corridor in the vicinity of the San Leandro Alternative site extends up to 1,000 feet from the roadway, including Interstate 580 and Fairmont Drive. The proposed development area is located at least 1,200 feet from Interstate 580. This distance as well as the intervening landscaping and existing development at the lower portions of the site will provide substantial screening for the new facility. The Project would be developed within a few hundred feet of Fairmont Drive, and would be partially visible from that roadway, but landscaping and topographic differences between the roadway and the facility would provide substantial screening. Therefore, development of the proposed project at the San Leandro Site would be consistent with the County’s Scenic Corridor policies.

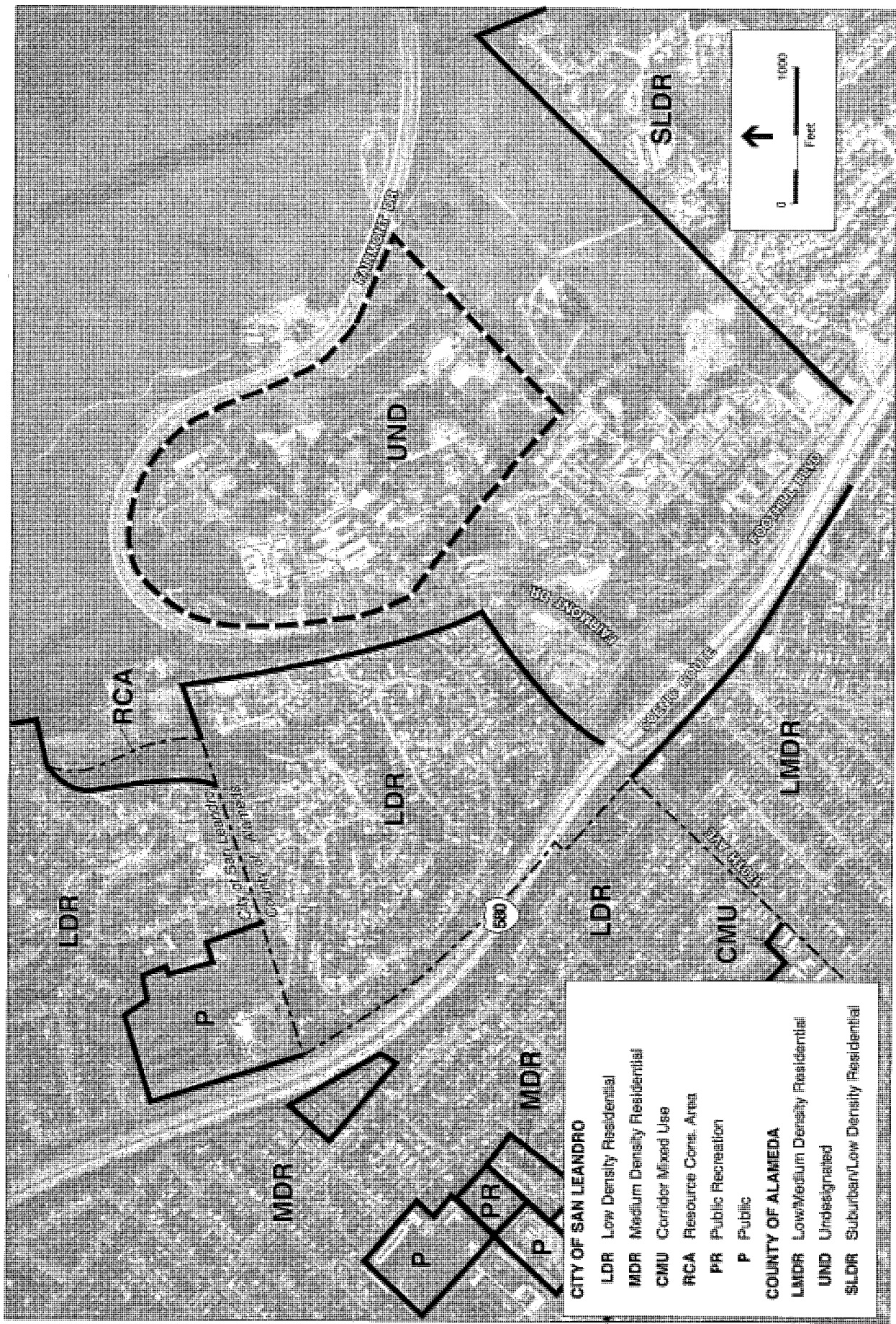


Figure 4.6
 San Leandro Site
 General Plan Designations

SOURCE: Lamphier-Gregory
 Castro Valley Plan, Alameda County
 City of San Leandro General Plan
 Aerial Photo: Pacific Aerial Surveys

Alameda County Zoning

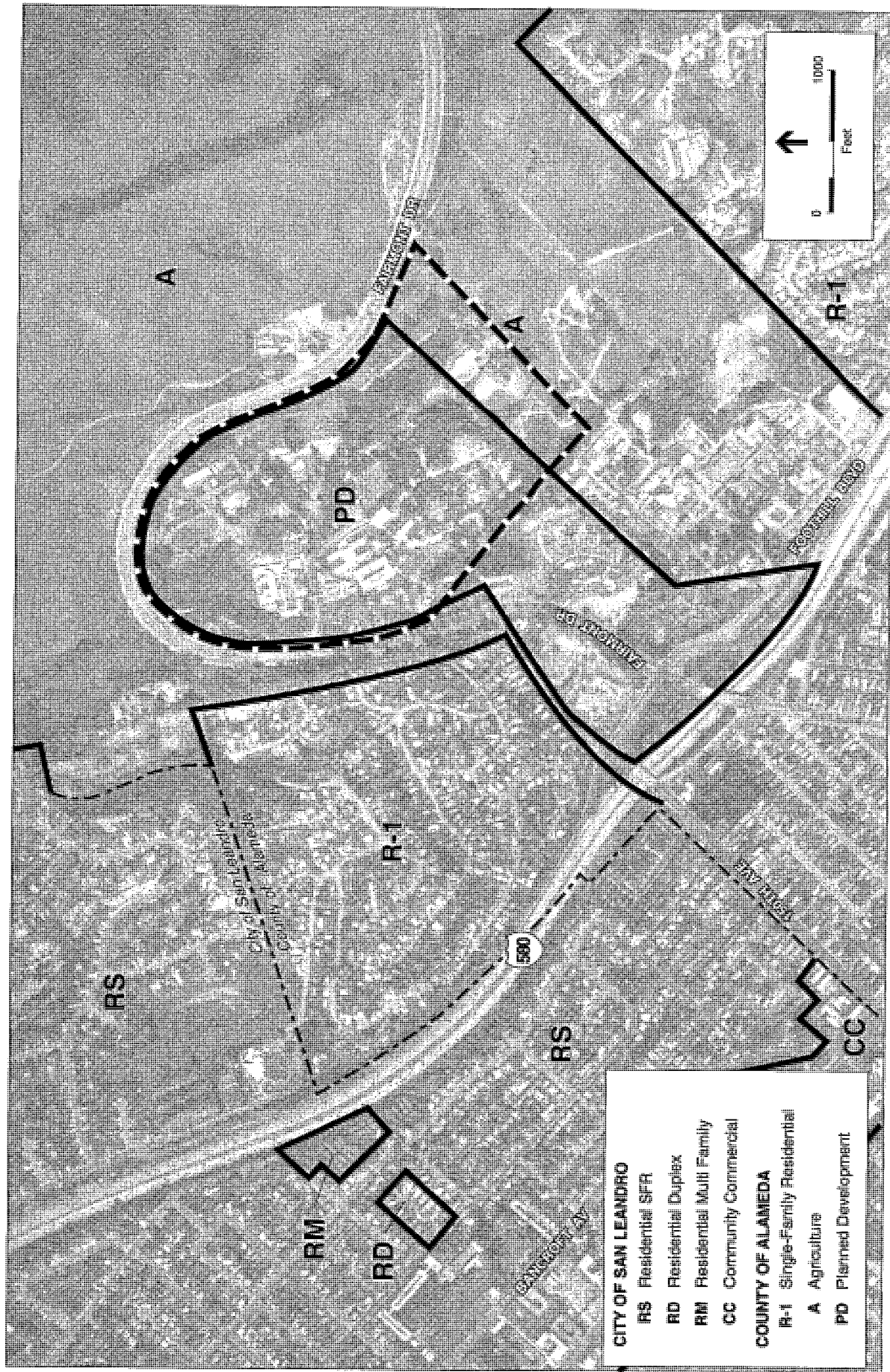
Alameda County zoned the Existing San Leandro Property site as “A”, Agricultural, and “PD,” Planned Development (see **Figure 4.7**). The A District generally allows low-intensity residential and commercial uses associated with primarily agricultural and open space uses. The zone does not specifically allow the construction and operation of public facilities. The PD District is defined for a specific parcel of land according to ordinance as adopted by the Board of Supervisors for site-specific development. Each PD District includes a land use plan and provisions of reclassification that identify the allowed uses and procedures for implementing that development, which may include design review. A portion of the Juvenile Hall site was zoned PD at the request of the General Services Agency to provide for on-going operation of the existing use as part of a bond financing and insurance program in 1995. No provisions of reclassification were attached to that action.

Consistency Analysis. New development on the Existing San Leandro Property alternative site would involve a public/government land use, which is not excluded in either the A or PD zoning districts. In addition, as described in the “Policy/Regulatory Setting”, under State law the County is not bound by local regulations; it is allowed to develop County-owned land for public and/or government use.

City of San Leandro General Plan

Although the Existing San Leandro Property is located outside of any city's jurisdiction, it is located near the Hillcrest Knolls neighborhood, just outside of San Leandro's city limits. This area is one of several areas situated east and southeast of the City of San Leandro -- sometimes referred to as unincorporated San Leandro-- that are in unincorporated areas but within the City's "sphere of influence". The Sphere of Influence is defined by the California Government Code as the “probable ultimate physical boundaries and service area” of a city and is designated by a state agency known as a local agency formation commission (LAFCO). Although cities are empowered to consider these areas in their general plans, a city does not have authority to regulate a property, and a city's general plan, zoning and other policies do not apply to that property, unless and until it has been annexed to the boundaries of that city.

As permitted by State law, the land use element of the City of San Leandro's general plan identifies the uses permitted on certain property located outside its boundaries, including the Existing San Leandro Property. According to this element, the Existing San Leandro Property is located within the County Hospital Planning Area of unincorporated San Leandro, and is identified as “Public” land use in the City's diagram of unincorporated area land uses.



SOURCE: Lamphier-Gregory
 Alameda County Planning Department
 San Leandro Zoning Maps
 Aerial Photo: Pacific Aerial Surveys



Figure 4.7
 San Leandro Site
 Zoning Designations

Consistency Analysis: New development on the Existing San Leandro Property site would involve a public/government type of land use, which is permitted on County-owned land. Moreover, the Existing San Leandro Property is not within San Leandro's jurisdiction and the requirements of its general plan do not apply to this property. Nonetheless, although the County's development of this alternative is not governed by the City of San Leandro's General Plan, the Existing San Leandro Property alternative would be consistent with the City's General Plan Land Use Element because the Plan allows public/quasi-public uses on this property.

Glenn Dyer Detention Center

Oakland General Plan, *Land Use and Transportation Element*

The Glenn Dyer Detention Center is located within the City of Oakland in an area designated in the Oakland General Plan as the "Downtown Showcase District" (LUTE, page 6), as shown on **Figure 4.8**. This is one of five districts within the City intended to become centers of transformation as Oakland moves into the 21st century, where activities will link Oakland with the region, the nation and the Pacific Rim. The Glenn Dyer Detention Center is not within any of the other Downtown sub-districts. However, the facility is adjacent to the southern edge of the Old Oakland sub-district.

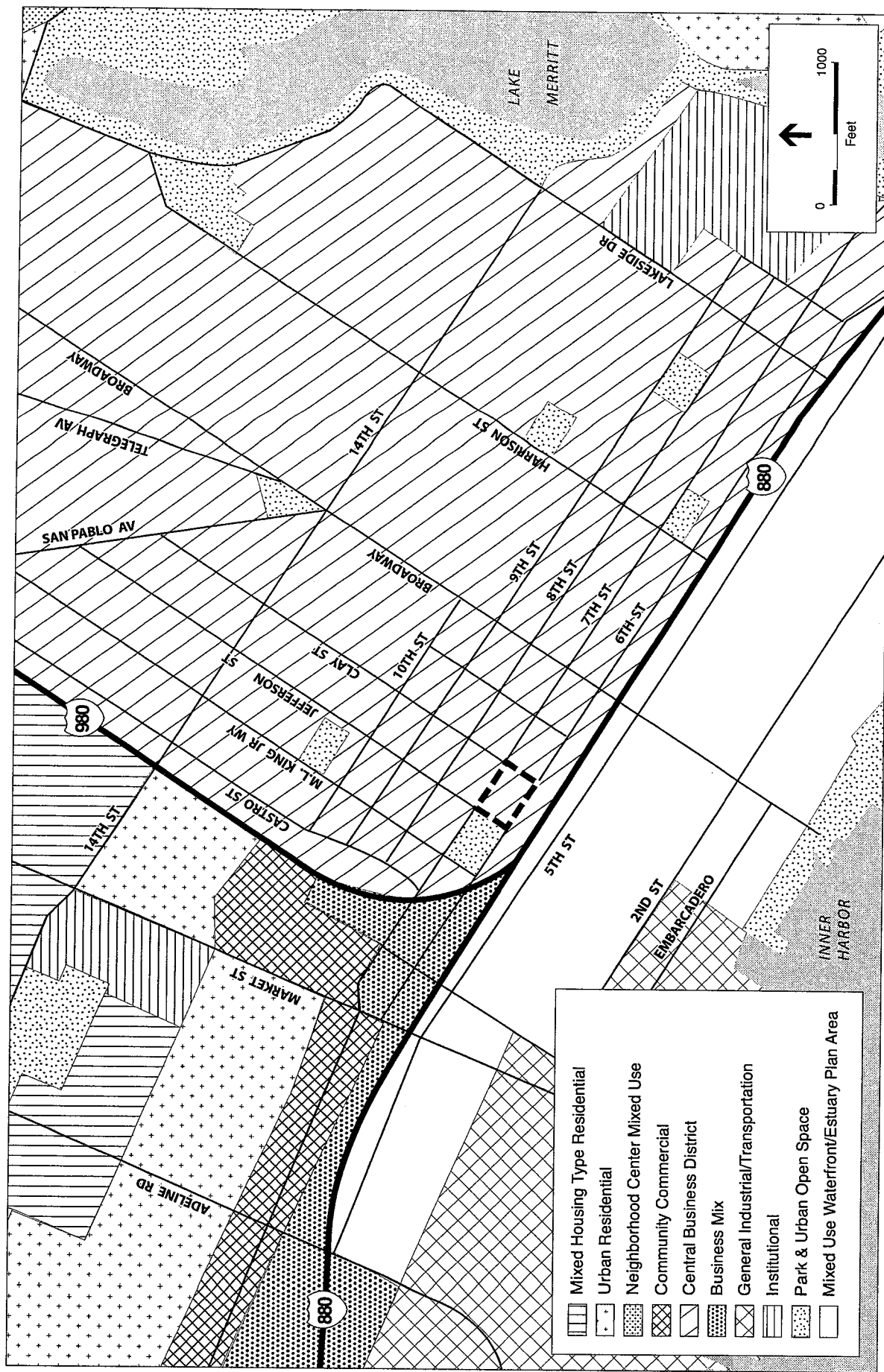
The LUTE also identifies the area around the Glenn Dyer Detention Center as a "grow and change" area. Growth and change areas emphasize significant changes in density, activity, or use which are consistent with the Land Use Diagram, Transportation Diagram, and the Policy Framework and other Elements of the General Plan. Growth and change areas include areas with many parcels or, in some cases, larger sites that can accommodate significant increases in intensity. Growth and change can be achieved through a number of strategies including re-use of existing built space, construction on vacant infill sites or site in short-term use such as surface parking lots, additions to built space to expand floor area, or replacement of existing structures with new ones.

The following General Plan objective and policies from the LUTE relate to the proposed use of the Glenn Dyer Detention Center:

Objective D6: Eliminate blight caused by underutilized properties.

Policy D6.2: Reusing Vacant or Underutilized Buildings. Existing vacant or underutilized buildings should be reused. Repair and rehabilitation, particularly of historic or architecturally significant structures, should be strongly encouraged. However, where reuse is not economically feasible, demolition and other measures should be considered. (Landmark and Preservation District properties must follow Policy 2.4 of the Historic Preservation Element.)

Policy D12.7: Diversifying Building Uses. Diversification of the uses of civic and institutional buildings should be encouraged.



SOURCE: Lamphier-Gregory
City of Oakland General Plan



Figure 4.8
Glenn Dyer Site
General Plan Designations

Policy N.1 Institutional uses are among the most visible activities in the City and can be sources of community pride, high quality design and upkeep/maintenance should be encouraged. The facilities should be designed and operated in a manner that is sensitive to surrounding residential and other uses.

Consistency Analysis. Development of a new Juvenile Justice Facility at the Glenn Dyer Detention Center site would be consistent with the objective and policy to eliminate underutilized properties and with the policy encouraging diversification of uses.

Because the Alameda County Sheriff has discontinued use of this site as an adult jail, a new use for this building or its site is needed so that the site will not remain vacant or underutilized. A new Juvenile Justice Facility at the site would provide the type of diverse civic and institutional uses encouraged under the LUTE. The project would be subject to internal County design review as part of the design-build contract to assure a high quality design that is sensitive to the surrounding community.

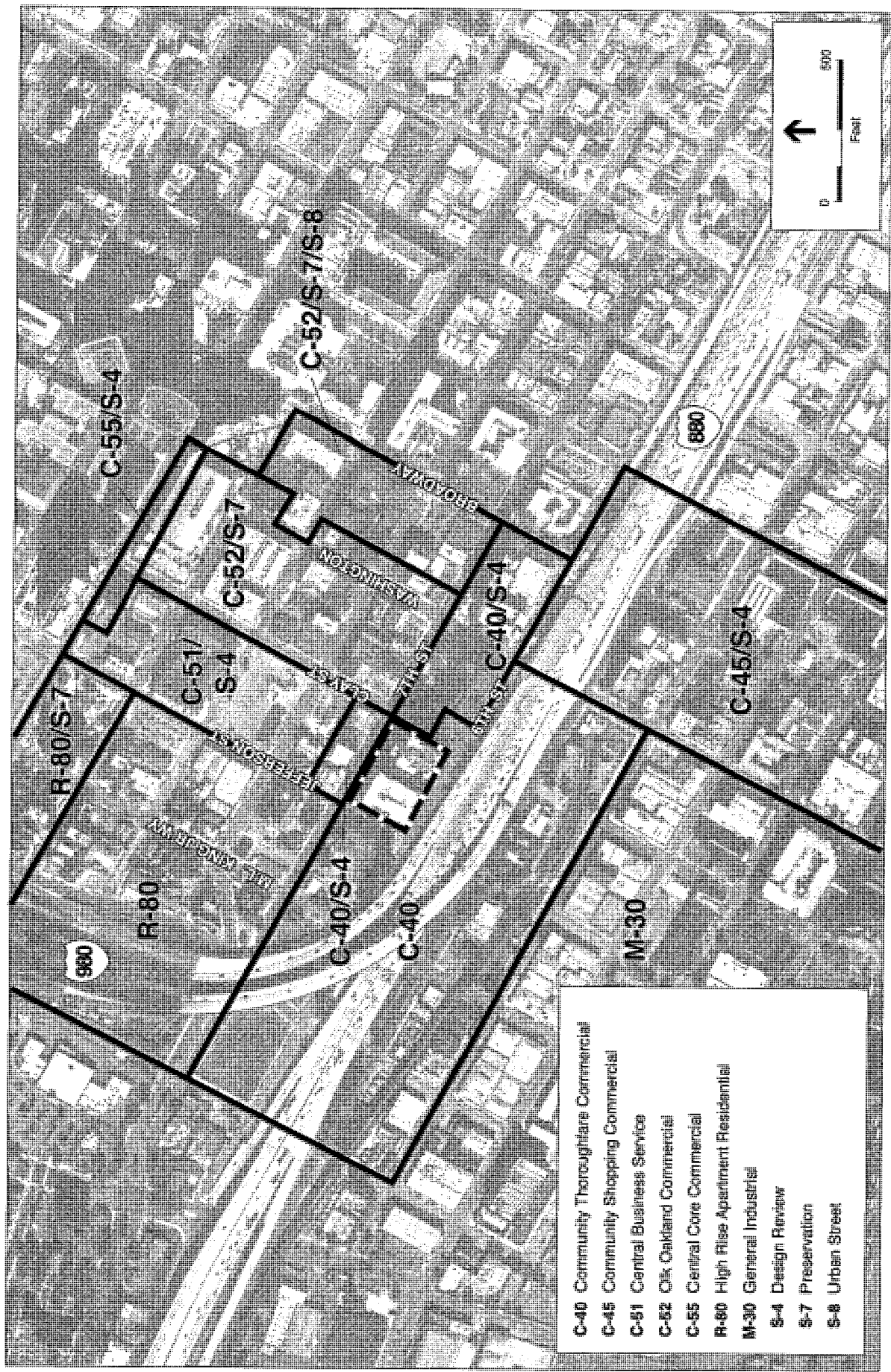
City of Oakland, CBD Designation

The Glenn Dyer Detention Center site is located in an area designated under the City of Oakland General Plan as Central Business District (CBD). The Central Business District classification allows “an exciting mix of urban residential living combined with a wide range of business operations. The Downtown should be the focus of high density and intensity activities that can take advantage of the transportation infrastructures and communications network.” The CBD classification is intended to encourage, support, and enhance the downtown area as a high density, mixed-use urban center of regional importance, and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in Northern California. The CBD classification includes a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.

Consistency Analysis. A new Juvenile Justice Facility located at the Glenn Dyer Detention Center site would be consistent with the CBD policies as a type of land use that would take advantage of the existing transportation and communications network. It would also be consistent with the intended mix of land uses that include government uses.

City of Oakland Zoning

The Glenn Dyer Detention Center site is located in an area zoned C-40 (Community Thoroughfare Commercial Zone). Within the C-40 zoning district, “extensive impact civic activities” are permitted if the Planning Commission approves a conditional use permit. The Project would qualify as a Major Conditional Use Permit due to the size of the site and proposed additional building square footage, and the type of proposed use. See **Figure 4.9** for zoning designations at the site and vicinity.



- C-40** Community Thoroughfare Commercial
- C-45** Community Shopping Commercial
- C-51** Central Business Service
- C-52** Oak Oakland Commercial
- C-55** Central Core Commercial
- R-80** High Rise Apartment Residential
- M-30** General Industrial
- S-4** Design Review
- S-7** Preservation
- S-8** Urban Street

SOURCE: Lamphier-Gregory
 City of Oakland Zoning Map
 Aerial Photo: Pacific Aerial Surveys



Figure 4.9
 Glenn Dyer Site
 Zoning Designations

Although the County would not be required to seek a condition use permit from the City of Oakland for this facility, the alternative would be consistent with the substantive requirements of its current zoning. Moreover, the surrounding uses are all high intensity activities governed by the C-40, C-45 (Community Shopping Commercial), C-51 (Central Business Service Commercial), C-52 (Old Oakland Commercial), and R-80 (High-Rise Apartment Residential) zoning districts. The S-4 Design Review Combining District is intended to create, preserve, and enhance the visual harmony and attractiveness of areas which require special treatment and the consideration of relationships between facilities. The S-7 Design Review (Preservation Combining Zone) provides for the preservation of existing structures and regulates the construction, alteration, demolition and removal of buildings in the Old Oakland district, adjacent to the east of the site.

Pardee/Swan Site

The Public Trust Doctrine

The County's ability to use the Pardee/Swan site as a juvenile justice facility may be limited by the public trust doctrine. In general, publicly owned submerged lands and tidelands (defined as the lands lying between the lines designating the mean high tide and mean low tide) are held by the State in trust for the benefit of the general public. Under the 'public trust doctrine,' the uses of such lands are limited to navigation, commerce, fisheries, ecological preservation, and recreation, and ancillary uses directly related to the trust uses.

The State Lands Commission is the state agency with jurisdiction over public trust lands. The Commission was established in 1938, with authority detailed in Division 6 of the California Public Resources Code. Lands held in trust by the Commission may be conveyed to local governments and public agencies. Such conveyances typically are effected by a 'grant-in-trust' by the Commission to the local agency. The Port of Oakland holds numerous parcels of land under various statutory grants from the Commission, each one providing for different uses and purposes. In such instances, unless otherwise specified by the applicable grant-in-trust, local agencies such as the Port take such lands from the Commission as trustees, and subject to the public trust doctrine's use limitations.

In their proper administration and management of trust lands, the Commission and local trustee agencies may allow submerged lands or tidelands to be filled or otherwise cut off from water access. This often occurs in the context of harbor or marina developments. In such cases, the filled or severed lands normally remain subject to the public trust. However, tidelands that have been filled or otherwise cut off from water access may be removed from the trust if the Legislature or the State Lands Commission in some circumstances, acting on behalf of the Legislature, specifically finds and determines that the lands are no longer useful for trust purposes, in which case the former trust lands may be put to non-trust uses.

To the extent that a local agency generates revenues from the sale or lease of trust properties,

those revenues generally must be used only for authorized public trust purposes. In fact, such revenues typically are considered to be "impressed" with the trust, and any land purchased with such revenues (even if they are not tidelands or submerged lands) are themselves subject to the public trust. In such instances, however, the public agency that owns that property may sell it for non-trust uses *without* legislative approval, provided the agency receives at least fair market value for the property, and further provided that the consideration for that sale (whether cash proceeds or exchange property) is then subject to trust restrictions.

Consistency Analysis. The Pardee/Swan site does not contain presently submerged lands or tidelands. According to staff counsel for the Port, however, the site was purchased at least in part with funds that are subject to public trust restrictions (rather than through a grant-in-trust from the State). Thus, the use of the Pardee/Swan site probably is limited by the public trust doctrine at this time.

As noted above, the uses of public trust lands are generally limited to navigation, commerce, fisheries, ecological preservation, and recreation, and ancillary uses directly related to the trust uses. Examples of "related activities" that have been permitted on public trust lands include cargo handling, ship and airplane building and repair, commercial fishing, cargo industry services, passenger services, parking, hotels, and ancillary and support services to such uses. Development of a juvenile justice facility may not come within this range of permissible uses, or be "directly related" to any of these types of uses.

If public trust restrictions do prevent use of the site as a juvenile justice facility, then one way of removing these restrictions is through legislative relief, pursuant to which the Legislature would find that the site is no longer necessary or useful for public trust purposes. If, however, the property is subject to trust restrictions only because it was purchased with trust assets, then the Port may convey the property free of the trust (provided it receives adequate compensation) under the theory that the consideration for that transfer will then be subject to the public trust.

The San Francisco Bay Conservation and Development Commission: *San Francisco Bay Plan*

The San Francisco Bay Conservation and Development Commission (BCDC) is a state agency that generally performs functions equivalent to those performed by the California Coastal Commission in those portions of coastal California adjacent to the San Francisco Bay. The McAteer-Petris Act of 1965 establishes BCDC to ". . . prepare an enforceable plan to guide the future protection and use of San Francisco Bay and its shoreline." The outcome of that legislation, *The San Francisco Bay Plan* (the "Bay Plan"), was adopted by BCDC in 1968, and has been amended several times, most recently in April 2001 (BCDC 1968). The Bay Plan guides BCDC in its protection of the Bay and in its exercise of permit authority over development adjacent to the Bay.

The Bay Plan defines five special land use designations called "priority uses" that are appropriate to be located at specific limited shoreline sites. The priority use designations are ports, water-related industry, airports, wildlife refuges, and water-related recreation. Therefore, if a site is

designated a priority use area in the Bay Plan, it is reserved for that use. In this manner, BCDC exerts limited land use authority in priority use areas through the Bay Plan and its regulatory program. In addition to these priority use areas under BCDC limited land use authority, all tidal areas of San Francisco Bay are subject to the BCDC regulatory program, and BCDC reviews and issues separate permits for filling, for dredging, and for shoreline development. Shoreline development is regulated by BCDC through its jurisdiction over a continuous 100-foot-wide "shoreline band" along the edge of the entire San Francisco Bay and related waters; the shoreline band extends 100 feet inland from the line of highest tidal action.

Consistency Analysis. The Pardee/Swan Site is not designated for any priority uses. Alameda County has determined that any new development for a Juvenile Justice Facility at the Pardee/Swan site would maintain a 100-foot setback from the existing property line. This property line abuts the Martin Luther King Jr. Regional Shoreline trail, which is approximately 50 feet in width. The shoreline edge for this trail alignment starts at the high tide line. Therefore, new development at this site would be at a minimum of 150 feet from the high tide line and would not be within BCDC jurisdiction. Hence, no land use or design review by BCDC is required. Moreover, even if development were within the 100-ft BCDC setback, the existing Martin Luther King Jr. Regional Shoreline trail arguably would satisfy any BCDC requirement for public access.

Airport Land Use Commission, *Airport Land Use Policy Plan*

The Airport Land Use Commission's (ALUC) Airport Land Use Policy Plan (ALUPP, adopted in 1986) provides guidelines to the ALUC for its review of proposed local agency actions (such as project approvals), to determine whether these actions are compatible with current and anticipated airport operations. In general, the most pressing ALUC concerns and important policies of the ALUPP regard physical obstacles to air navigation, exposure of persons on the ground to accidents, hazards to flight (smoke, glare, electrical interference, etc.), and noise. Projects located within the General Referral Area of the ALUPP and any redevelopment activity that includes elements 100 feet in height or more above grade are referred to the ALUC for a determination of consistency with the ALUPP.

Consistency Analysis. The Pardee/Swan Site is located within the ALUC General Referral Area, and the development of a new Juvenile Justice Facility and airport parking lot would need to be referred to the ALUC for consistency determination. Both buildings are anticipated to be 50 feet or less in height. A preliminary review by ALUC staff shows that, given the distance (approximately 0.5 miles) from the western edge of the site to the nearest runway (at North Field), the allowable building height on the site would be approximately 85 feet. The proposed buildings are within this height limit, although construction equipment may exceed it. A more thorough administrative review by the ALUC is recommended. To conform to Federal Aviation Administration (FAA) requirements, if the ALUC review finds that either the buildings or the construction equipment will exceed the height restrictions, a FAA 7460 study will be required.

Typically, construction equipment such as cranes that exceed regulated height limits near an airport is required to be well lit at night.

Development of the new Juvenile Justice Facility would be required to be in conformance with federal and state standards as articulated in FAA Regulation, Part 77 and Part 150, in the ALUPP and in any other applicable regulations and amendments. The project would be designed to comply with the ALUPP and with the FAA 7460 study (if it is required).

Port of Oakland Business Park Regulations

Section 706(3) of the City of Oakland Charter vests in the Board of Port Commissioners “complete and exclusive power over all the waterfront properties and lands adjacent thereto or under water, structures thereon, and approaches thereto, storage facilities, and other utilities, and all rights and interests belonging thereto, which are now or may hereafter be owned or possessed by the City, including all salt or marsh or tidelands and structures thereon granted to the City in trust by the State of California for the promotion and accommodation of commerce and navigation.” The Charter therefore vests the Port with final land use jurisdiction over that part of the City defined as the ‘Port Area’, although projects are required to be determined consistent with the City General Plan.

The site is located within the Port of Oakland’s Airport Business Park which is bounded by the Nimitz Freeway on the northeast, Hegenberger Road on the southeast, Doolittle Drive on the south, and on the north generally by the banks of East Creek Slough. The Port of Oakland’s land use ordinance governing this business park (Port Ordinance No 2832, September 1988) states that “Each site [within the business park] shall be used for manufacturing, warehousing, processing, laboratory, office, professional, or research and development activities. No other uses will be permitted that shall be construed by the Port as being objectionable in a garden-type business park.”

Consistency Analysis. Because the proposed use is not among those specifically identified for the Airport Business Park, it would be consistent with the Port of Oakland’s requirements only if it were not deemed to be objectionable within a garden-type business park. The County believes that, if this site were to be selected, the facility could be designed to satisfy this goal. For example, the Juvenile Justice Facility will undergo internal County design review as part of the design-build process, and, as a part of that process, will be required to include landscaping and architectural design appropriate for a business park setting. The conceptual site plan was prepared with the intent of including the Port-required setbacks, landscaping, and parking arrangements, and would be similar in character to the office and distribution facilities that presently exist in the vicinity. Moreover, there is nothing in the Port of Oakland’s ordinances that would specifically preclude a public facility within this area. Presumably the Port of Oakland might conclude that the Juvenile Justice Facility is not appropriate for inclusion in this area, in which case the use would arguably be inconsistent with its policies. Nonetheless, as described above, the County would not be required to seek the Port’s determination on this question due to its immunity from local land use regulation.

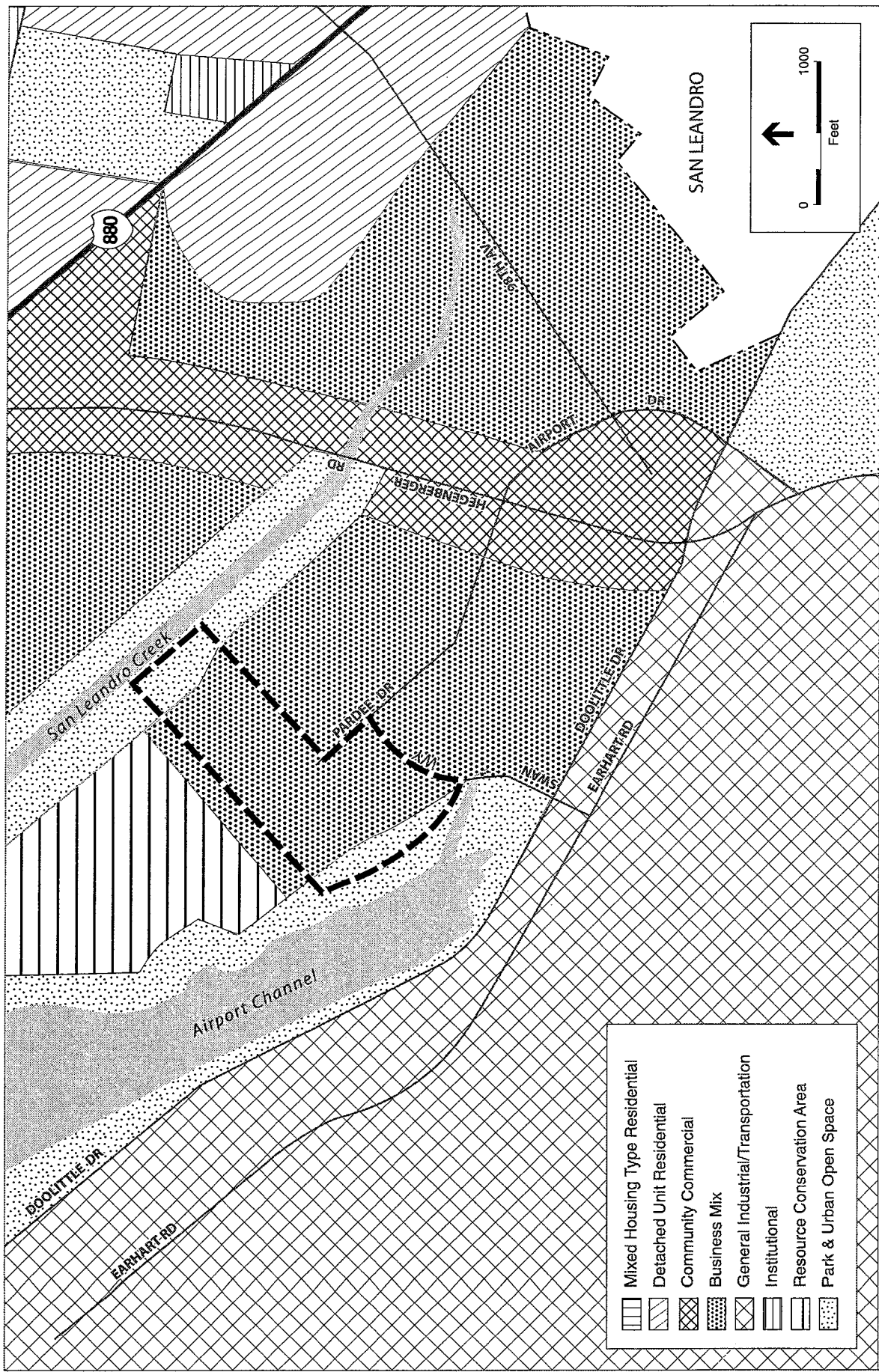
City of Oakland, General Plan Land Use and Transportation Element

As described above, the City of Oakland General Plan, Land Use and Transportation Element (LUTE, 2000) provides the City's land use plans and policies for the entire City. According to the LUTE, the Pardee/Swan Site is located within the Airport Gateway showcase district. This is one of five districts within the City intended to become centers of transformation as the City of Oakland moves into the 21st century, and where activities will link Oakland with the region, the nation and the Pacific Rim (LUTE, page 7). The General Plan's vision is to capitalize on the economic benefits of the airport and the jobs created by its growth, and to improve the Airport Gateway into a regional attraction.

The Pardee/Swan site is also located within an area identified in the LUTE as a "Grow and Change" area (LUTE, page 122). Grow and change areas emphasize significant changes in density, activity, or use which are consistent with the Land Use Diagram, Transportation Diagram, and the Policy Framework and other elements of the General Plan. Grow and change areas include areas with many parcels or, in some cases, larger sites that can accommodate significant increases in intensity. Growth and change can be achieved through a number of strategies including re-use of existing built space, construction on vacant infill sites or sites in short-term use such as surface parking lots, additions to built space to expand floor area, or replacement of existing structures with new ones.

The area is designated for Business Mix, as shown on **Figure 4.10**.

The Pardee/Swan Site is also designated under the City of Oakland General Plan (LUTE) as "Business Mix". The Business Mix classification is a flexible "economic development zone", which strives to accommodate older industries and anticipate new technologies, including both commercial and industrial operations. These areas contain a wide range of business and business-serving activities. Different examples of development that would fall into this classification include Edgewater Business Park, commercial or other market supported development on the freeway frontage along I-880, and portions of West Oakland that have historically been very business intensive. The Business Mix classification is intended to create, preserve and enhance areas of the City that are appropriate for a wide variety of business and related commercial and industrial establishments. High impact industrial uses including those that have hazardous materials on-site may be allowed provided they are adequately buffered from residential areas. These areas may also accommodate a mix of businesses such as light industrial, manufacturing, food processing, commercial, bioscience and biotechnology, research and development, environmental technology, business and health services, air, truck and rail-related transportation services, warehouse and distribution facilities, office, and other uses of similar business character.



SOURCE: Lamphier-Gregory
City of Oakland General Plan



Figure 4.10
Pardee/Swan Site
General Plan Designations

Consistency Analysis. A new Juvenile Justice Facility would be classified under the Oakland General Plan as an institutional use. The Oakland General Plan acknowledges that institutional land uses can have significant local impacts on neighborhoods, and must be planned carefully. The Institutional classification is intended to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical as well as other uses of similar character (LUTE, page 154). Institutional uses are not explicitly identified as the types of land use to be accommodated within the Business Mix land use designation, and for purposes of this analysis, this alternative is not considered to be consistent with this land use designation. Although under ordinary circumstances a project proponent would apply for a general plan change to accommodate a proposed use that is not otherwise allowed, in this case such an application would be unnecessary because the County is not subject to the City of Oakland's General Plan as described above.

City of Oakland, Land Use

The following Oakland General Plan policies relate to future development at and in the vicinity of the Pardee/Swan Site:

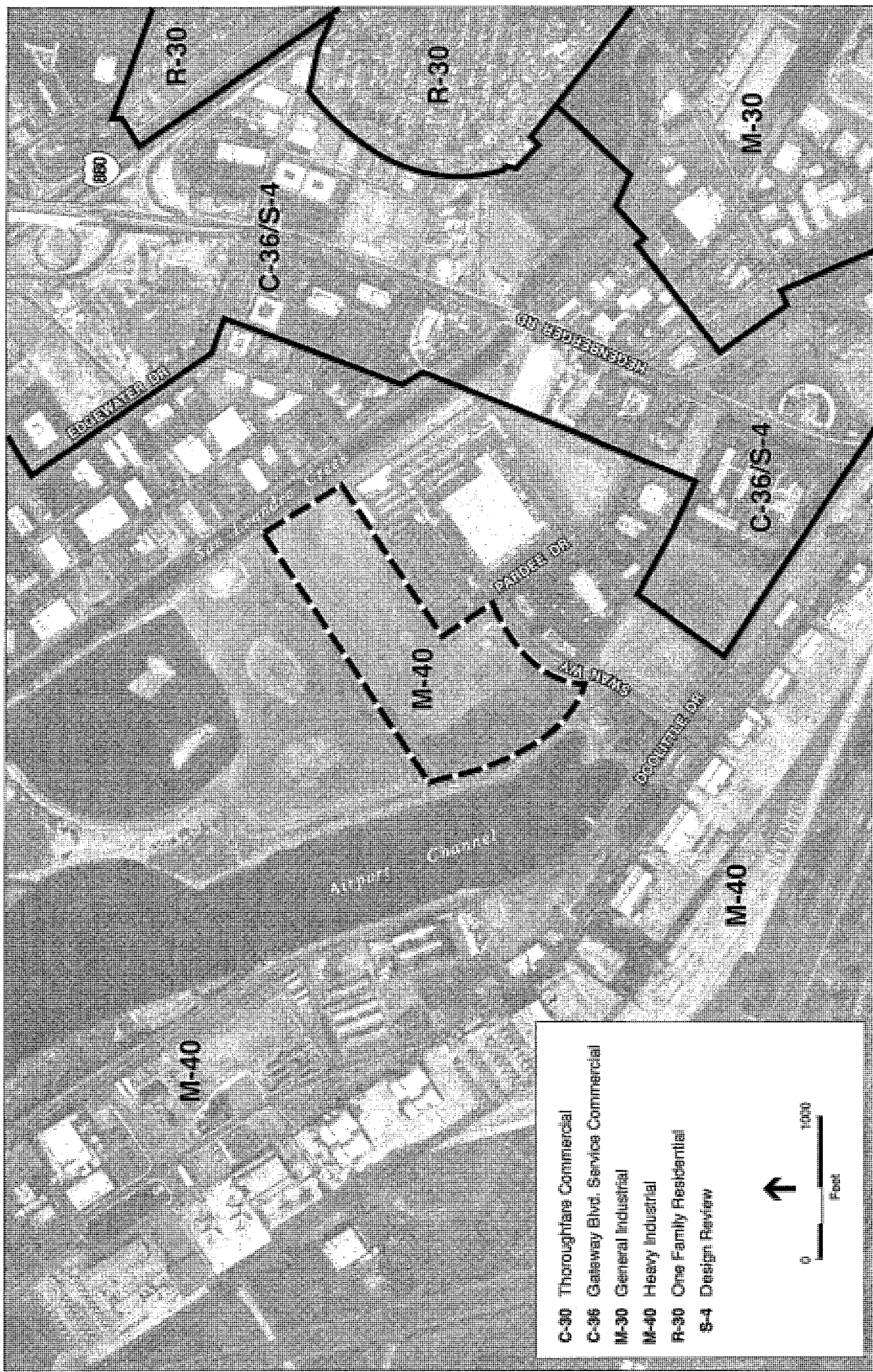
Policy W7.1 Developing Lands in the Vicinity of the Seaport/Airport. Outside the seaport and airport, land should be developed with a variety of uses that benefit from the close proximity to the seaport and airport and that enhance the unique characteristics of the seaport and airport. These lands should be developed with uses which can buffer adjacent neighborhoods from impacts related to such activities.

Policy W7.2: Encouraging Commercial and Industrial Uses. Other commercial and industrial uses should be encouraged at appropriate locations (Port-owned or not) where they can provide economic opportunity to the community at large.

Consistency Analysis. The Oakland Airport parking garage included under this alternative would be a use consistent with the land use intent expressed through these above policies. However, a new Juvenile Justice Facility would neither benefit from close proximity to the airport, enhance the character of the airport area, nor provide substantial economic activity to the community at large. Thus, for purposes of this analysis, this alternative is not considered to be consistent with the land use intent for this area as expressed in the Oakland General Plan. However, as discussed above this alternative is not required to comply with local zoning ordinances or other land use policy. Although the development of this site as an institutional use is not consistent with the current land use designation, these inconsistencies would not prevent implementation of this alternative.

City of Oakland Zoning

The Pardee/Swan Site is zoned M-40, Heavy Industrial (see **Figure 4.11**). This district allows Extensive Impact Civic activities and facilities subject to the granting of a conditional use permit. No maximum height is prescribed.



SOURCE: Lamphier-Gregory
 City of Oakland Zoning Map
 Aerial Photo: Pacific Aerial Surveys



Figure 4.11
 Pardee/Swan Site
 Zoning Designations

Consistency Analysis. The proposed use would be consistent with the allowable land uses under City of Oakland zoning for the Pardee/Swan Site. The Project would qualify as a Major Conditional Use Permit due to the size of the site and proposed additional building square footage, and the type of proposed use. Although the County would not be required to seek a condition use permit from the City of Oakland for this facility, the alternative would be consistent with the substantive requirements of its current zoning.

East County Government Center

Eastern Dublin Specific Plan

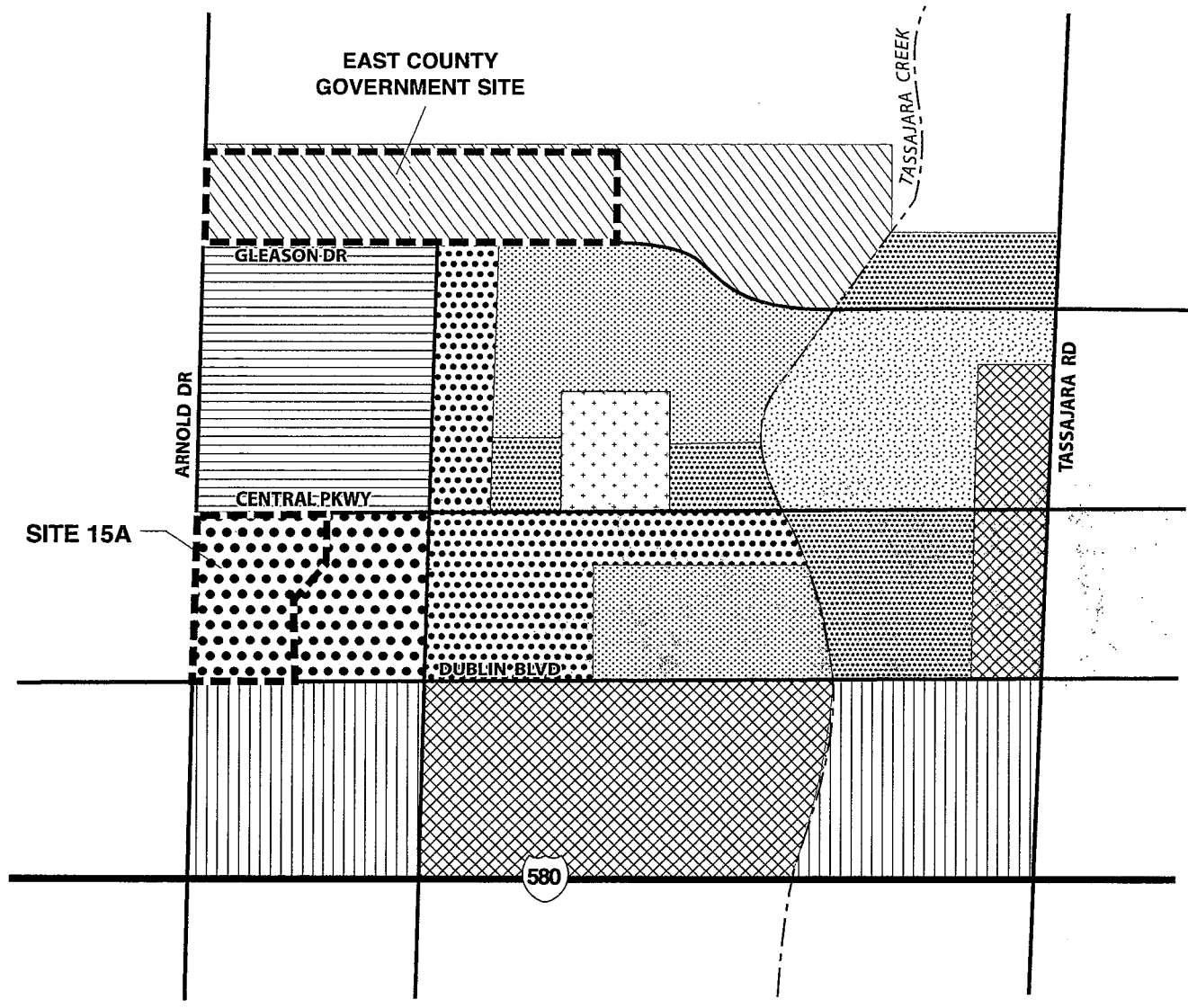
The East County Government Center site is located within the City of Dublin, and within the planning area of the East Dublin Specific Plan / General Plan Amendment. The City of Dublin first adopted the East Dublin Specific Plan (EDSP) in 1993. The City then amended its General Plan in 1994 to reflect additional expansion planned for the Eastern Dublin area. The City's General Plan had previously identified a western and an eastern Extended Planning Area to accommodate future growth, subject to General Plan amendments. The City has adopted additional amendments to the EDSP. **Figure 4.12** shows the current Land Use Diagram for the EDSP at the East County Government Center site.











Annexation Agreements

In 1986, the City of Dublin and County of Alameda entered into an annexation agreement that set forth certain agreements regarding the annexation of properties described as the Camp Parks property, Tassajara Park property, and Santa Rita property. Much of that land was subsequently annexed to the City, and the City prepared the Eastern Dublin General Plan Amendment and Eastern Dublin Specific Plan described above to guide the development of these and other properties.

In a subsequent agreement entered into in 1993, the County and City redefined the names and boundaries of these lands, and agreed that the Santa Rita Property (about 613 acres south of Gleason Drive) would be developed according to standard zoning, subdivision and permit requirements, as it was to be sold and developed in a proprietary manner. A second area was defined as the County Center (about 214 acres just north of Gleason Road, and wrapping around to the east and north of the Santa Rita jail and including the East County Government Center site), and a third area was defined as the County Sheriff Property (about 124 acres north of Broder Boulevard).

The 1993 Annexation Agreement acknowledges that the City of Dublin lacks jurisdiction under State law over any territory owned by the County in the areas covered by the annexation agreements. Nonetheless, it contains provisions providing the City of Dublin a formal opportunity to review projects proposed by the County in some of these areas, as follows:



-  General Commercial
-  Campus Office
-  Industrial Park/Office
-  High Density Residential
-  Medium High Density Residential
-  Medium Density Residential
-  Single Family Residential
-  Public/Semi Public
-  Elementary School
-  City Park

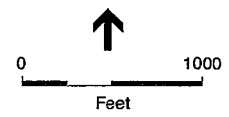


Figure 4.12
 East County Government Center and Site 15A
 Eastern Dublin Specific Plan Land Use Map and General Plan Map

SOURCE: Proposed EDSP & GP Amendment

Under Section 8 of the 1993 Annexation Agreement, any development or use by the County of the so-called "Santa Rita properties" (which include Site 15A) "shall comply with" all city land use laws, including the City's general plan, any applicable specific plan, and certain other provisions of the City's municipal code. Moreover, this provision indicates that the City and the County "may, but need not" enter into a development agreement (under Cal. Gov't Code § 65864 et seq.) prior to any development of the Santa Rita properties.

By contrast, the 1993 Annexation Agreement provides the City of Dublin relatively little additional authority over those lands identified as "County Center" (which includes the East County Government Center site). Section 9(a) of that Agreement provides that any governmental use of the County Center property shall be subject to a general plan consistency review by the City in accordance with Cal. Gov't Code § 65402 but -- consistent with Cal. Gov't Code § 65402 -- does not require that the use comply with the City's general plan or other land use laws. In fact, under Section 9(b) of the 1993 Annexation Agreement, land uses proposed for the County Center property must be processed in accordance with the City's land use ordinances (including its general plan) only if they are for uses other than county governmental uses. To provide the City with an opportunity to review the design of a proposed governmental use on the County Center property, the 1993 Annexation Agreement provides for county governmental uses such as the Juvenile Justice Facility to be processed through the City's site development review process, which the City has agreed to complete as expeditiously as possible (with the County acting as CEQA lead agency).

Land Use Designations

The East County Government Center site encompasses approximately 40 acres of an 88.5-acre strip of land described as the "County Center", and the EDSP and EDGPA designate this site for Public/Semi-Public uses. The Public/Semi-Public land use designation provides for the development of governmental or institutional type uses. The designation generally applies to parcels of land owned by a public entity or governmental agency. Sites designated as Public/Semi-Public are not restricted to public uses, and can be approved for joint development (i.e., a private development on a publicly owned parcel of land or a public/semi-public facility built on a privately owned parcel). The original land use concept for the County Center was to accommodate existing uses in the area and provide a compatible land use between the Santa Rita Jail to the north and residential uses proposed to the south. A 1996 amendment to the Specific Plan redefined the County Center to include only the largely undeveloped lands north of Gleason Drive. This amendment reduced the County Center area to 88.5 acres, all of which are designated for Public/Semi-Public use. Existing and other planned development occupies about 25 acres of these lands, a large remainder parcel of about 23.5 acres is located to the east of the existing development, and the East County Government Center site (40 acres) comprises the remainder of the County Center area.

Consistency Analysis. The East County Government Center Alternative includes a new Juvenile Justice Facility, the development of a new East County Hall of Justice courthouse and associated

parking and related improvements. These government/institutional uses are consistent with the Public/Semi-Public land use designation of the site under the EDSP.

Development Intensity

The EDSP and EDGPA establish a maximum floor-area ratio (FAR) of 0.50 and assume a mid-range floor-area ratio of 0.25 for Public/Semi-Public land uses. Based on the assumed mid-range FAR, approximately 964,000 square feet of development could occur within the 88.5-acre County Center. Existing development within the County Center has occurred at a lower intensity than allowed by the EDSP. Therefore, the East County Government Center site and/or other remaining parcels within the County Center could be developed at more intensive densities (up to the maximum FAR), without exceeding the mid-range FAR for the entire property.

As shown below in **Table 4.1**, existing development within the County Center amounts to only approximately 84,000 square feet. Subtracting this existing development from the mid-range development potential assumed under the EDSP's allocated total, the remaining maximum development potential within the County Center is about 880,000 square feet of new space.

Consistency Analysis. The East County Government Center Alternative includes development of a new Juvenile Justice Facility of about 425,000 square feet and a Hall of Justice Facility with a total gross square footage of approximately 195,000 square feet. This development would be at an FAR of 0.36, which is higher than the mid-range, but lower than the maximum allowed development intensity. This development would be consistent with the EDSP development intensity assumptions.

Employment Projections

The EDSP used a multiplier factor to estimate the amount of employment that could be generated by new development in Eastern Dublin. The EDSP applies an average of 590 square feet of building floor area per employee for Public/Semi-Public land uses, which is similar to the factor used for commercial and industrial development.² Accordingly, the 88.5-acre County Center is estimated to provide employment for about 1,634 persons at buildout of 964,000 square feet. Existing employment on the County Center properties is about 70 persons.³ Therefore, the remaining County Center property has a potential employment growth capacity of about 1,565 employees.

² The EDSP uses a factor of 490 square feet per employee for office development.

³ 20 at HERB, 20 at CHP, 10 at the Fire Station (planned), 10 at the Animal Shelter, and 10 at SPCA.

Table 4.1: Land Use Development Potential -"County Center" Property

	Acreage of Parcel (approx.)	Sq. Feet of Bldg. (approx.)	Floor - Area Ratio (sq. ft. bldg./sq. ft. land)
<i>East Dublin Specific Plan</i>			
Estimated Development According to the Eastern Dublin Specific Plan	88.5	964,000	0.25 (avg.), or 0.50 (max.)
<i>Existing Land Uses</i>			
California Highway Patrol	1.5	12,000	0.18
Heavy Equipment Repair Bldg.	11	35,000	0.07
East County Animal Shelter	3	15,500	0.12
SPCA	2	11,500	0.13
Fire Station (planned)	1	10,000	0.23
Sheriff's Training Facility	6	0	0.00
<i>Total Existing Development</i>	<i>24.5</i>	<i>84,000</i>	<i>0.08</i>
<i>Remainder East of Existing Uses</i>	<i>24</i>	<i>0</i>	<i>0</i>
<i>Proposed Land Uses</i>			
Juvenile Justice Facility	20	425,000	0.49
East County Hall of Justice	20	195,000	0.22
<i>Total Proposed Development</i>	<i>40</i>	<i>620,000</i>	<i>0.36</i>
Total Existing and Proposed	88.5	704,000	0.18
Net Additional Development Potential (possible expansion, offices, other uses)	--	260,000	0.25 overall average

Source: Alameda County General Services Agency, 2001. Final Eastern Dublin Specific Plan, 1998.

Consistency Analysis. According to the County's programming study for the East County Government Center Alternative, the Juvenile Justice Facility would employ approximately 450 persons. As with other government operations in the area, not all of the employees would be present at the same time. About 60 detention staff would be on a night shift. The Hall of Justice facility would employ about 315 persons in 13 new courts. Development of the remainder of the County Center property as government office use would probably be at a density more consistent with typical office uses, estimated in the EDSP at about 490 square feet per employee. However, due to the government center's likely use of public lobbies, large conference rooms, public meeting rooms, display areas, archives, and other public functions, the development could lead to a reduced employee count. Overall, employment is expected to be consistent with the EDSP employee capacity projections, which, themselves, are not regulatory in nature.

Land Use Development Goals and Policies

The EDSP states that the Land Use Map alone does not govern future development, but must be used in conjunction with plan goals and policies. Appendix 5 of the EDSP provides a summary of goals, policies, and action programs contained throughout the Plan. This summary includes five applicable land use goals:

- To establish an attractive and vital community that provides a balanced and fully integrated range of residential, commercial, employment, recreational and social opportunities.
- To provide a diversity of housing opportunities that meets the social, economic and physical needs of future residents.
- To create a well-defined hierarchy of neighborhood, community, and regional commercial areas, that serves the shopping, entertainment and service needs of Dublin and the surrounding area.
- To provide a stable and economically sound employment base for the City of Dublin, which is diverse in character and responsive to the needs of the community.
- To develop a comprehensive, integrated park and recreational open space system designed to meet the diverse needs of the City of Dublin.

The EDSP also includes additional applicable land use policies and action programs, including:

Program 4A: Require applicants to demonstrate that proposed developments are in conformance with the EDSP policies and land use program.

Policy 4-19: Encourage employment-generating uses which provide a broad range of job types and wage/salary scales.

The EDSP also provides development and design guidelines necessary to create an attractive, well-ordered pattern of development featuring pedestrian-scaled streets, thoughtfully designed

buildings, and carefully integrated community facilities and public open space. The General Plan requires that each EDSP project undergo design review based on the EDSP design guidelines and development standards and any City guidelines.

Consistency Analysis. The East County Government Center Alternative would be integrated with the remainder of the Eastern Dublin community as part of the governmental services sector. The alternative meets local and regional needs, as it provides a Juvenile Justice Facility for all County residents, a local Hall of Justice to serve the Tri-Valley communities of Dublin, Pleasanton, Livermore and surrounding unincorporated areas, and could eventually provide other office space for other government services in the Tri-Valley. This alternative would be accessible from major roadways and transit service, and would be adjacent to other existing government uses on the County property. The Juvenile Justice Facility would have enclosed recreation areas for the detainees. The other facilities would have on-site open areas to provide visual relief and outdoor activity areas for employees and visitors.

This alternative would provide for a broad range of job types, including administrative, management, technical, legal, security, educational, service, maintenance, and similar occupations. Wage scales would reflect the various job classifications, and would range from entry-level to upper management. The Project would also provide construction jobs for several years on each of the project components. Thus, this alternative would be consistent with the EDSP goals and policies pertaining to land use development.

City of Dublin Zoning

The East County Government Center site is currently zoned "A" Agriculture. The "A" zoning district allows community facilities such as places of worship, schools, public utilities, publicly-owned storage garages, repair shops, or corporation yards, or other similar uses or structures. Neighboring areas to the south were zoned Business Park Industrial prior to annexation, and subsequently were rezoned Planned Development as projects were approved by the City. In general, the A zone is considered a "placeholder" while private land remains vacant. The City rezones private land to PD when a specific development plan is approved, setting forth the development parameters and conditions of approval that attach to the project.

Consistency Analysis. The East County Government Center Alternative includes a new Juvenile Justice Facility, the development of a new East County Hall of Justice courthouse and associated parking and related improvements. Although these uses are not expressly identified in the "A" zoning district, for purposes of this analysis, the proposed government/ institutional uses would be compatible with "community facilities" allowed under the "A" zoning district because the proposed uses are operated as public facilities and serve a community/public purpose. Even if they were not specifically allowable under the "A" zoning district, the City of Dublin considers the EDSP as its primary policy document for this area and, as indicated above, the Juvenile Justice Facility would be consistent with its requirements (and those of the City's general plan).

Site Development Review

As noted above, the 1993 Annexation Agreement provides the City of Dublin an opportunity to review the project in accordance with Chapter 8.104 of the City of Dublin Zoning Ordinance, which establishes its design review process. This process will allow the City to review the project and provide comments to the County relative to various design and related issues associated with the development of the site.

Site 15A

Eastern Dublin Specific Plan

Site 15A is also located within the City of Dublin, and within the planning area of the East Dublin Specific Plan / General Plan Amendment, as more fully described above under the East County Government Center site. Site 15A is located within the Hacienda Gateway planning sub-area of the East Dublin Specific Plan as shown on **Figure 4.12** (above).

Annexation Agreement

The 1986 annexation agreement described above also set forth certain understandings regarding the annexation of other properties described as the Santa Rita property. Site 15A is located within the Santa Rita property boundaries and has been subsequently annexed to the City. As noted above, under the 1993 Annexation Agreement, the County and City agreed that all lands within the Santa Rita Properties (including Site 15A) would be developed according to the City of Dublin's general plan and other land use ordinances.

Land Use Designations

The Eastern Dublin Specific Plan/General Plan designates Site 15A for High-Density Residential uses with an average density of 25 dwelling units per acre. This land use designation would permit up to approximately 300 residential units at this site.

Consistency Analysis. Development of Site 15A with a new East County Hall of Justice would not be consistent with the land use designation for this property under the applicable General Plan. The annexation agreement provides that development of Site 15A and surrounding property within the Santa Rita Properties requires development consistent with City of Dublin land use policy and regulations. The County Surplus Authority has requested that the City of Dublin amend the General Plan and EDSP designation from High-Density Residential to a land use designation supporting campus-type office uses. If the General Plan and EDSP amendments are approved, the proposed project would be consistent with the new land use designations.

Subarea Land Use Planning Concept

Site 15A is part of the Hacienda Gateway subarea of the EDSP. This subarea includes the southwest corner of the Specific Plan area in the vicinity of the I-580/Hacienda Drive

interchange and the Hacienda Drive/Dublin Boulevard intersection. The land use concept for this subarea encourages development of uses that will benefit from the subarea's location at two major vehicular gateways to eastern Dublin and its adjacency to the future East Dublin BART Station. A goal of the Specific Plan for this area is:

EDSP Goal: Because of the area's high visibility, land uses within the subarea should present a high profile, quality image that establishes a positive impression on the thousands of travelers who pass through the area daily. According to the Plan, in the area near the freeway, emphasis should be placed on developing attractive, high quality development that will contribute to the creation of a distinctive gateway image at the Hacienda Drive entrance to eastern Dublin.

The EDSP states that office complexes are one type of use that fit this criteria, along with hotels, restaurants and quality regional retail.

Consistency Analysis. Given the EDSP's allowance of office complexes as a use that fits the criteria for high profile and quality image, development of a new East County Hall of Justice at this site would not be inconsistent with this goal.

The County of Alameda has agreed to subject development of Site 15A to the City of Dublin's land use regulations in areas outside of the County Center. The County has applied for a General Plan amendment to change the land use designation of this site from High-Density Residential to Campus Office. This designation allows attractive, campus-like settings for offices and other non-retail commercial uses that do not generate nuisances related to emissions, noise, odors, or outdoor storage and operations. Ancillary uses that provide support services to businesses and employees are allowed. The City of Dublin is currently considering the County's application for this General Plan amendment.

The East County Hall of Justice is consistent with the proposed Campus Office land use designation. The courthouses will not generate nuisances related emissions, noise, odors or outdoor storage and operations. As shown on **Figure 3.19**, which shows a conceptual rendering of the East County Hall of Justice, the proposed building is an attractive, campus-like building.

City of Dublin Zoning

Site 15A is zoned PD by the City of Dublin. When development for areas subject to EDSP is proposed, the City requires a Stage 1 or 2 Planned Development application consistent with the General Plan and EDSP's land use designation. In conjunction with the assessment of the application, the City determines the appropriate zoning for the proposed development. Given that the proposed East County Hall of Justice would be a use consistent with the City's Campus Office land use designation, it is expected that the City would consider the proposed project to be consistent with the zoning for the site. However, as discussed above the County is not required to comply with local zoning ordinances or other land use policy when it is implementing governmental projects. Thus, although the development of this site as an institutional use could

be found to be inconsistent with the current land use designation, these inconsistencies would not prevent implementation of this alternative.

4.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

According to the CEQA Guidelines published by the State Office of Planning and Research, the Project would have a significant environmental impact if it would result in:

- The physical division of an established community.
- A conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect.
- A conflict with any applicable habitat conservation plan or natural community conservation plan.

Additionally, according to the Program Guidance on Environmental Protection Requirements published by the Federal Office of Justice Programs, the EIS-portion of this document must also:

- Evaluate how the change in land use will affect the surrounding land uses and those within the project's area of environmental impact.
- Evaluate the consistency of the project with and its impact on the existing land use plan and zoning restrictions for the area.

IMPACTS AND MITIGATION MEASURES

IMPACT 4.1: The physical division of an established community

POTENTIAL IMPACTS

Impact 4.1.1 No Action/No Project

NO IMPACT. This alternative does not, and would not in the future physically divide the surrounding community. The existing Alameda County Juvenile Hall facility is located along a portion of Fairmont Drive that is currently undeveloped except for a nearby Alameda County Animal Shelter and Sheriff's Office. The existing Gale/Shenone Hall of Justice is located in the Hacienda Business Park, among similar office and retail buildings.

Impact 4.1.2 Existing San Leandro Property

NO IMPACT. Development of this site with a new Juvenile Justice Facility would not physically divide the surrounding community. The facility would be built adjacent to, and replace the existing Alameda County Juvenile Hall facility along a portion of Fairmont Drive that is currently undeveloped except for a nearby Alameda County Animal Shelter and Sheriff's Office. The neighboring development pattern is established as distinct residential neighborhoods on the northwest and south, separated by the existing Fairmont Campus, and County uses and public open space to the east and northeast. There would be no change in this development pattern if a new Juvenile Justice Facility was constructed and the existing Juvenile Hall demolished.

Impact 4.1.3 Glenn Dyer Detention Center

NO IMPACT. The Glenn Dyer Detention Center is located in downtown Oakland. This area has been fully developed with intensive urban uses for over a century. The area has undergone steady change in the past, and is currently characterized by a mix of uses. The largest community separator is a major elevated freeway immediately to the south of the site. The Glenn Dyer Detention Center is owned by the County and was vacated in mid-2002 when the County Sheriff relocated the inmates currently housed there. Access is provided on three sides by existing improved roadways. The site does not provide nor interfere with important pedestrian or vehicular access, and would not change the surrounding land uses that would have continued connections along existing streets. The modification and reuse of the Glenn Dyer Detention Center to house juvenile detainees under this alternative would not physically divide the surrounding community.

Impact 4.1.4 Pardee/Swan Site

NO IMPACT. Development of the vacant Pardee/Swan Site under this alternative would not physically divide any established community. There are no residential areas in the vicinity of this site, and the site does not provide important pedestrian or vehicular access among sites in the vicinity.

Impact 4.1.5 East County Government Center

NO IMPACT. The East County Government Center site is located in the Eastern Dublin Planning Area. This area has been undergoing rapid change during the past five to ten years as new development has occurred on property formerly owned by Alameda County. The area is characterized by a mix of uses, with the U.S. Army Reserve's Parks Reserve Forces Training Center to the west, an industrial / business park to the southwest, and single-family residential to the southeast. Other public agencies use land located to the north and immediate east. This site is presently owned by the County of Alameda and is vacant. Access is provided on three sides by existing improved roadways. The existing pattern of development and the planned land use according to the Eastern Dublin Specific Plan includes additional development of government

uses at the site, and other private uses to the south. No connections among private uses would be interfered with as a result of developing the site for a Juvenile Justice Facility or East County Hall of Justice. Therefore, the development of this site as an East County Government Center would not physically divide the surrounding community.

Impact 4.1.6 Site 15A

NO IMPACT. Development of a new Hall of Justice at this site would not physically divide the surrounding community. This alternative would be constructed adjacent to the existing Sybase Corporation Headquarters office complex on a site that is zoned for Business Park use and is planned for urban development of housing or offices. Although the Hall of Justice would not be a business park or residential use, it would function in a manner very similar to a business park. This alternative site is provided with access on three sides from existing public roadways, which would continue to provide connections among local uses. The community in the area is still being established, as much of the surrounding land is vacant but planned for intensive development. Development of an additional office-type of use on a single parcel of land would not physically divide the community.

IMPACT 4.2: Conflict with any applicable habitat conservation plan or natural community conservation plan.

POTENTIAL IMPACTS

Impact 4.2.1 No Action/No Project

NO IMPACT. This alternative would not conflict with any habitat conservation plan or natural community conservation plan because there are no habitat conservation plans or natural community conservation plans applicable to the area.

Impact 4.2.2 Existing San Leandro Property

NO IMPACT. This alternative would not conflict with any habitat conservation plan or natural community conservation plan because there are no habitat conservation plans or natural community conservation plans applicable to the area.

Impact 4.2.3 Glenn Dyer Detention Center

NO IMPACT. The Glenn Dyer Detention Center is located in downtown Oakland, an extensively developed area not covered by any Habitat Conservation Plan or Natural Community Conservation Plan. The use of the existing structure to accommodate juvenile detainees would not create any conflicts with any Habitat Conservation Plan or Natural Community Conservation Plans, or the Critical Habitat and Recovery Plans for any listed species.

Impact 4.2.4 Pardee/Swan Site

NO IMPACT. Although the Pardee/Swan Site is adjacent to Arrowhead Marsh and the Port of Oakland's wetland restoration area, it is not located in an area covered by any Habitat Conservation Plan or Natural Community Conservation Plan. Development of this site consistent with this alternative would not create any conflicts with a Habitat Conservation Plan or Natural Community Conservation Plan, or the Critical Habitat and Recovery Plans for any listed species.

Impact 4.2.5 East County Government Center

NO IMPACT. The East County Government Center site is not located in an area covered by any Habitat Conservation Plan or Natural Community Conservation Plan. As described in Chapter 8, *Biologic Resources*, the Project is located near designated Critical Habitat / Recovery Plan for the San Joaquin kit fox. Development of this alternative would not create any conflicts with any Habitat Conservation Plan or Natural Community Conservation Plans, or the Critical Habitat and Recovery Plans for these listed species.

Impact 4.2.6 Site 15A

NO IMPACT. This alternative would not conflict with any habitat conservation plan or natural community conservation plan, as it is surrounded by urban or vacant previously disturbed land that is not subject to any such plan.

IMPACT 4.3: Conflict with applicable land use plans and policies adopted to avoid or mitigate an environmental effect.

POTENTIAL IMPACTS**Impact 4.3.1 No Action/No Project**

NO IMPACT. No changes in use would occur at either the existing Juvenile Hall site or the existing Gale-Shenone Courthouse. The No Action/No Project Alternative includes the continued operation of two existing uses located on sites appropriately designated and zoned for such use. The projects are currently in conformance with applicable land use regulations.

Impact 4.3.2 Existing San Leandro Property

NO IMPACT. The Existing San Leandro Property is not subject to local land use policies, and thus there is no impact arising out of conflict with local policies adopted to avoid or mitigate an

environmental effect. Project development at this site would result in a continuation and expansion of existing uses.

Impact 4.3.3 Glenn Dyer Detention Center

NO IMPACT. The Glenn Dyer Detention Center is not subject to local land use policies, and thus there is no impact arising out of conflict with local policies adopted to avoid or mitigate an environmental effect, and would be a continuation and expansion of existing uses. In addition, the proposed project is consistent with the City of Oakland's land use policies, as per its General Plan (LUTE, CBD designation) and its zoning.

Impact 4.3.4 Pardee/Swan Site

NO IMPACT. The Pardee/Swan site is not subject to local land use policies, and thus there is no impact arising out of conflict with local, City of Oakland policies adopted to avoid or mitigate an environmental effect. Although the project in this location could conflict with public trust restrictions apparently applicable to that site (see discussion beginning on page 4-20 above), such conflict would not result in significant effects on the environment other than as described elsewhere in this document.

Impact 4.3.5 East County Government Center

NO IMPACT. As described above, this site is not subject to the land use policies of the City of Dublin and there is thus no impact due to conflicts with local applicable policies adopted to avoid or mitigate an environmental effect. Although the City is permitted to conduct a general plan consistency review, the project in this location would comply with the City's general plan, as well as other relevant documents including the East Dublin Specific Plan.

Impact 4.3.6 Site 15A

NO IMPACT. Under the 1993 Annexation Agreement between the County and the City of Dublin, Site 15A is subject to City of Dublin's land use policies adopted to avoid or mitigate an environmental effect. The proposed project is not consistent with the City's existing High Density Residential land use designation. The County has applied to the City of Dublin for a general plan amendment to change the land use designation from High Density Residential to Campus Office. If the City amends its General Plan and adopts the Campus Office designation for Site 15A, the proposed Project would be consistent with this designation. If the City of Dublin does not amend its General Plan then the proposed Project would not be consistent with the High Density Residential designation. However, such inconsistency would not result in significant effects on the environment other than as described elsewhere in this document.

IMPACT 4.4: Change in land use effects on the surrounding land uses and those uses within the area of environmental impact.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The Project incorporates numerous design features that are intended to address concerns expressed during the scoping process by community members, particularly by those residents and businesses in the vicinity of the East County Government Center site. These features are described in more detail in the following discussion.

IMPACTS AND MITIGATION MEASURES**Study of Effects of Detention Facilities**

A study of the Project's potential effect on property values was completed by Economic and Planning Systems, Inc. (EPS), in November 2002. The study acknowledges that homeowners often protest the siting of correctional facilities out of the fear that the facilities will increase crime rates, create blight and tarnish community character, ultimately causing a decline in property values (or at least a slowing of price appreciation and unit sales). Primary concerns and corresponding mitigating factors are discussed below.

Summary of Findings

Given that the largest investment that many households will make is their home, owners often oppose new construction or expansion of correctional facilities, fearing that the facility will tarnish community image, damage property values, create visual blight and noise and subject the community to higher crime risk when inmates escape or are released. Although these fears are common, academic and professional literature as well as EPS's analysis of property values near the Santa Rita Rehabilitation Center in Dublin (Santa Rita), indicate that these fears are unlikely to be realized and result in adverse economic impacts. In summary, the study reaches the following conclusions:

1. The literature indicates that there is generally no statistically significant correlation between correctional facilities and surrounding property values. Qualitative research on the topic, consisting primarily of surveys and interviews, also suggests that proximity to a correctional facility generally does not tarnish a community's image, pose marketability problems or hurt price appreciation.
2. Studies have found that breaches of institutional security through escapes are rare, with little or no local crime attributable to escapees. The existing Juvenile Justice Facility in San Leandro has had only one escape incident in the past years, which was attributable to a design flaw in the building. Since the problem was corrected, the facility has experienced no escapes. Assuming that the new facility will incorporate state-of-the-art

design and security measures, the risk of escapes is expected to be minimal.

3. Community perceptions of correctional facilities are generally negative initially but can be improved over time. Landscaping, architecture and an overall low-key appearance are typically important factors that can help mitigate initial negative perceptions.
4. EPS's analysis of single family home transactions indicates that there has been no significant negative effect of the existing Santa Rita rehabilitation facilities (County and federal) on the growth of nearby residential property values. Median home sales prices (predominantly new homes and also some resales) in the area around Santa Rita grew at a faster average annual pace (17 percent) than prices for either new homes or resales in the rest of Dublin (6 percent and 13 percent, respectively).
5. Over the past four years, new home sales values in the vicinity of Santa Rita have been comparable to new home sales in other areas of Dublin, when compared on a square foot basis. For example, in 2001, the median price per square foot for new homes in the Santa Rita vicinity was \$246; the median square foot price for new homes in other areas of Dublin was \$248.
6. Price growth in the area around Santa Rita exceeded annual average median housing price increases for all housing transactions (new homes and resales) in the cities of Livermore, San Ramon and Pleasanton as well as in Alameda and Contra Costa counties.
7. Evidence gathered through site visits, the literature review and the analysis of property values in the vicinity of Santa Rita indicates that the proposed Juvenile Justice Facility will not have a deleterious effect on the character of the surrounding areas, regardless of the alternative selected.

Literature Review

The literature indicates that there is generally no statistically significant correlation between correctional facilities and surrounding property values; however, a paucity of statistical findings may stem in part from the difficulty in isolating the many variables that influence property values. Qualitative research on the topic, consisting primarily of surveys and interviews, also suggests that proximity to a correctional facility generally does not tarnish a community's image, pose marketability problems or hurt price appreciation.

In summary, the literature review revealed the following:

- Overall, there are few if any documented instances of long-term, statistically valid decreases in property values related to the siting of correctional facilities. However, it is widely recognized that attributing real estate values to a single variable, such as a jail, is a difficult task that involves controlling a multitude of other factors relating to specific attributes of housing units, regional trends, general economic factors and knowledge/perception of local

residents. EPS's analysis of property transactions, discussed in the following section of this report, concludes that the Santa Rita jail facilities (both County and Federal) have not had a negative impact on residential property values in the surrounding neighborhoods.

- Some evidence suggests that correctional facility related property value impacts occur in three instances: (1) immediately adjacent to or across from facilities in the absence of buffers or screening; (2) in the direct line of vision of facilities; and (3) during the initial period of uncertainty prior to development of a facility. As will be discussed in the following sections, there are opportunities to mitigate potential problems through high quality building design, materials and landscaping.
- A substantial portion of the literature deals with smaller towns that benefit economically from facilities due to increased employment and related multiplier effects such as increased demand for housing. In smaller depressed economies, the location of a large correctional facility actually increases the value of surrounding real estate. This effect is less likely in larger metropolitan areas. It is not expected that the relocation of the Juvenile Justice Facility will serve as a significant economic stimulus for the area.
- Nearly all studies reviewed discuss initial negative perceptions by community members. Although these perceptions are generally initially negative, they can improve over time. The initial negative perceptions can be mitigated by a design that maintains continuity with the existing scale of development, careful landscaping, low-key architecture and high quality building materials.

Several studies examined in the course of this literature review are discussed in more detail below.

Selected Studies

Stanley (1978), as cited in Ince (1988), examined the effects on property values of large state correctional facilities in two small Wisconsin towns. The study hypothesized that proximity to a prison is one of several housing characteristics that combine to determine a unit's market value. Stanley formulated a regression equation of 124 independent variables, which he used to analyze data for several hundred residences near each prison.

Stanley found that in both towns, other variables were much more significant in determining property values and market prices than was proximity to the prison. The study concluded that proximity to the prison did not have negative effects on property values and no evidence was found to suggest that houses near the prisons experienced higher turnover rates.

Abrams et al. (1987) analyzed the socioeconomic impact of state prison siting local communities for the Florida Board of Regents. The analysis examined the change in property values in the areas surrounding seven correctional facilities located in populous counties in Florida, Idaho, Arizona and Tennessee. Property values in concentric study areas around the facilities were

compared with values in control areas (not proximate to a facility) that were matched to the study areas based on selected demographic characteristics.

Regression techniques were used to measure the relationship of house value to independent variables such as lot size, age, location, size, amenities, etc. Resale values for residences in the study and control areas both prior to and subsequent to facility construction were compared. The study also mailed a survey to local real estate brokers inquiring about sales activity, property values and concerns of potential homebuyers in the study areas.

Abrams et al.'s data collection and analysis concluded that over several years, residential property sales values in the study areas were not significantly different from those in the control areas. One exception was a high-income study area near the Arizona State Prison Complex at Perryville, where lower property values occurred in the third of three years studied. Regression results indicated that location near the prison had a negative effect on housing prices in that area.

The author also commented that the value of properties from which a correctional facility is directly visible may be affected negatively by the facility. However, due to the nature of available data the study was not able to isolate those sites from the others.

The survey of real estate brokers found that most believed the presence of the facilities in their communities had little or no negative effect on sales prices. Most realtors did not believe that sales activity was adversely affected by the presence of a correctional facility. Of 79 respondents, only two realtors, from Boise, Idaho, and Memphis, Tennessee, reported losing one or more potential buyers specifically because of the facility.

Finally, Abrams et al. conducted a literature review. Findings from the review generally support the conclusion that correctional facilities have little or no impact on property values. In particular, Grieco (1978) found that a decline in property values is conceivable, but the presence of a multitude of political, architectural and other factors makes it difficult to assign a single cause, such as a prison siting, as an explanation of property value changes.

Avidon (1998) examined two correctional facilities in Southern Dutchess County, New York, primarily to evaluate the effectiveness of these facilities in spurring economic development. In the course of his study, Avidon was also able to conclude that, "There are few negative consequences of building a prison...Prison escapes are rare, family members of inmates rarely move to a community to be closer to loved ones, most property values in a community do not decline following the construction of a prison" (Avidon 1998, p. 21).

Coley/Forrest (1996), an economics consulting firm in Denver, Colorado, published a report investigating perceived potential changes in real estate activity in areas surrounding a proposed expansion site for the Denver County Jail. Seventy-seven interviews with real estate brokers were conducted to investigate the experience of property owners and businesses located near the existing County jail. Those interviews revealed the following:

- Preconstruction impacts may be significant in the short term, even if community fears (increased crime, negative image, etc.) are not realized in the longer term. Both residential and nonresidential property owners and tenants tend to have strong, negative perceptions of jails and usually work very hard to defeat them. Negative publicity generated by a contentious approval process may harm sales and leasing activity and values in the short term.
- Warehouse/distribution and industrial business owners in proximity to the existing Denver County Jail did not report any significant impacts from the jail, which has been in place for over thirty years.
- Seven commercial real estate brokers indicated no impact on vacancy rates, the ease of release or lease rates. Brokers selling land indicated less interest in their listings; however, they could not attribute the cause specifically to the proximity of the jail.
- Residential brokers handling houses listed in the vicinity of the existing jail indicated that the jail was not an issue; however, the community has expressed security concerns in the past.
- Real estate brokers near county jail facilities in other areas indicated no adverse impacts, with the exception of properties located *immediately* adjacent to the facility. Brokers observed resistance and objections from local land and building owners when a jail facility was proposed in a neighboring county, but in fact no adverse effects occurred subsequent to facility opening.

Factors Potentially Affecting Property Values

Increased Crime Risk

A major concern homeowners have about correctional facilities is that proximity to concentrations of criminals will result in a higher crime rate. The fear is that inmates who have escaped from prison, as well as recently released inmates, will commit crimes in the surrounding neighborhoods.

However, a new Juvenile Justice Facility is unlikely to create new crime problems in its host neighborhood, regardless of which alternative site is chosen. In general, studies have found that breaches of institutional security through escapes are relatively uncommon except in minimum security facilities, with little or no local crime attributable to escapees (Carlson 1990). The new Juvenile Justice Facility will be a secured facility with state of the art security technology. In addition, children under detention are not permitted to leave the complex for home visits, further minimizing opportunities to breach security.

The current Juvenile Justice Facility has had only one escape incident in the last 10 years. In that incident, three juveniles discovered and exploited a design flaw in the building: they kicked down a door leading directly onto an alley behind the facility. The juveniles were promptly

recovered and the design flaw was remedied. No escapes have occurred since that time. In a new facility, the likelihood of escapes is expected to be even lower, as a result of modern design and high quality construction.

Newly released juveniles will not pose a problem for the community. At the end of their stay, they are released directly into the custody of and escorted home by their parent or legal guardian.

Blight

The second major concern many have regarding a correctional facility is that it may create blight in the neighborhood and drive away desirable investment. Some fear that the design and security components (fencing, lights and towers) of the correctional facility will create a negative visual effect and will stigmatize the neighborhood.

Data from a comparative analysis of real estate trends in the area indicate that the existing Santa Rita jail facilities has not had a significant deleterious effect on property values. This conclusion is consistent with other studies throughout the country.

EPS's analysis (2002) of single family home transactions indicates that there has been no significant negative effect of the Santa Rita jail facilities on nearby residential property values. Median home sales prices in the Emerald Park study area, south of the Santa Rita jail facilities (see **Figure 4.13**), grew at a faster average annual pace (17 percent) than prices for either new homes or resales in the rest of Dublin (6 percent and 13 percent, respectively). Price growth in the study area also exceeded annual average median price increases in the cities of Livermore, San Ramon and Pleasanton as well as in Alameda and Contra Costa counties (see **Table 4.2**).

Comparison of Property Value near Santa Rita Rehabilitation Center to the City of Dublin

Analysis of Dublin housing transaction data from 1998 to 2001 indicates that proximity to the existing Santa Rita Rehabilitation Center has had no significant adverse effect on housing values. **Table 4.3** demonstrates the median home prices in the study area compared with new home sale and resale prices in the balance of the City. During the 1998 to 2001 period, median home prices in the study area appreciated at an average annual rate of 17 percent while the new sales and resale prices in the rest of Dublin appreciated at 6 percent and 13 percent, respectively.

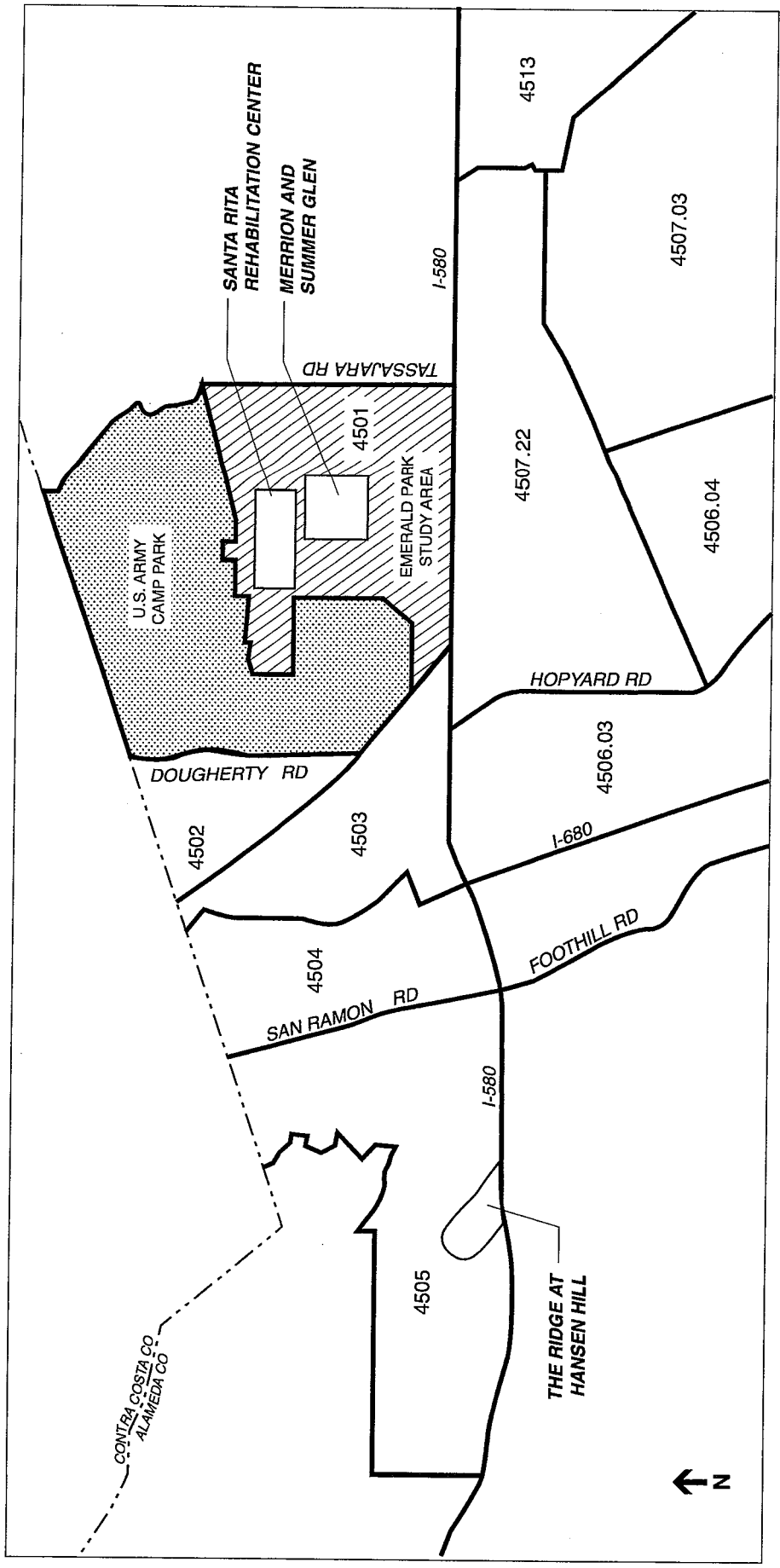
Per-square-foot values for homes in both areas were commensurate during the period that was analyzed. Although new home prices in the rest of Dublin were consistently higher than in the study area, this difference is primarily attributable to the significantly larger size of new homes being sold in those areas. When prices per square foot are compared, sales in the study area emerge as comparable. For example, in 2001 Dublin had a median new home sales price of \$668,000 compared with the median price in the study area of \$552,500 (see **Table 4.2**). However, when prices per square foot are compared, values were comparable at a median of \$248 per square foot in Dublin and \$246 in the study area (see **Table 4.3**).

EPS compared absorption rates of two development projects within the Emerald Park study area, Merrion and Summer Glen, to a development project outside of the study area, The Ridge at Hansen Hill, for the period from February to April 1999 (see **Figure 4.13**). Absorption was reported to be fastest within the study area: Summer Glen had the highest absorption at 11.6 sales per month and Merrion posted sales of 9.4 units per month (see **Table 4.4**). In comparison, The Ridge averaged 8.3 unit sales per month.¹ Although this finding does not prove that there was no effect as a result of the jail facilities, it does indicate that proximity to Santa Rita did not have a significant negative impact on sales pace.

Comparison of Property Values near Santa Rita Rehabilitation Center to Tri-Valley & Region

Available data show that proximity to the existing Santa Rita jail facility did not create a regional price disadvantage for homes in the study area. Discussions with real estate professionals and data provided by the Rand Corporation for the Tri-Valley region indicate that home prices are generally higher in Pleasanton and San Ramon compared with Dublin, and lower in Livermore. However, as shown in **Table 4.2**, the study area had higher absolute home values and a faster rate of growth in single family home prices compared with other jurisdictions in the Tri-Valley submarket, and consistently outperformed countywide median prices for both Alameda and Contra Costa counties. Transactions in the study area have been primarily new home sales, which typically have a price advantage of 10 percent or more over resales. Nevertheless, the available data suggest that the study area has not suffered a perceptible regional disadvantage as a result of its proximity to the Santa Rita jail facilities.

¹ Note that although all three projects had comparable per square foot prices (\$180, \$170 and \$167, respectively, for Merrion, Summer Glen and The Ridge, The Ridge housing prototype is nearly 1,000 square feet larger than units at Merrion or Summer Glen. As a result the average base price for a unit at The Ridge exceeded base prices at the other two projects by more than \$100,000. This higher price may help to explain slower absorption rates at The Ridge.



0000 - Census Tract Number

Figure 4.13
 East County Government Center Site/Site 15A
 Emerald Park Study Area and New Residential Development
 in the Study Area and in West Dublin

SOURCE: U.S. Census Bureau, 2002

Table 4.2: Comparison of Median Sales Price of Single-Family Homes Between the Emerald Park Study Area, the Rest of Dublin, and Other Local Areas

Area	1998 (\$)	1999 (\$)	2000 (\$)	2001 (\$)	Percent Change, 1998 to 2001	
					Total	Annual Average
Emerald Park Study Area^a	291,750	410,750	495,500	552,500	89	17
The Rest of Dublin^b						
New Sales	520,000	616,500	627,000	668,000	28	6
Resale	247,000	288,500	355,000	396,000	60	13
Livermore	252,000	269,188	3521,521	367,917	46	10
San Ramon	361,562	398,771	484,758	540,396	49	11
Pleasanton	362,542	401,688	493,062	515,354	42	9
Alameda County	250,833	269,812	353,979	365,621	46	10
Contra Costa County	216,188	232,064	271,604	312,167	44	10

Source: EPS, 2002.

Notes:

^aEmerald Park study area = Census Tract 4501.

^bThe rest of Dublin = Census Tracts 4502, 4503, 4504 and 4505.

Table 4.3: Comparison of the Median Size and Price Per Square Foot of New Homes in the Emerald Park Study Area and the Rest of Dublin

Area	1998	1999	2000	2001
New Sales in Emerald Park Study Area^a				
Median Size (square feet)	1,764	2,221	2,367	2,376
Median Price (\$/square foot)	170	182	211	246
New Sales in the Rest of Dublin^b				
Median Size (square feet)	2,936	3,430	3,322	3,116
Median Price (\$/square foot)	174	183	210	248

Source: EPS, 2002.

Notes:

^aEmerald Park study area = Census Tract 4501.

^bThe rest of Dublin = Census Tracts 4502, 4503, 4504 and 4505.

Table 4.4: Comparison of Monthly Sales of New Residential Development in the Emerald Park Study Area with a Selected Area in West Dublin, February to April 1999

Development	Average Size (square feet)	Average Base Price (\$)	Average Price Per Square Foot (\$/square foot)	Total Units in Development	Monthly Sales
Emerald Park Study Area					
Merrion	2,059	371,548	180	109	9.4
Summer Glen	2,357	401,486	170	150	11.6
Selected Area in West Dublin					
The Ridge at Hansen Hill	3,555	592,825	167	66	8.3

Source: EPS, 2002.

Analysis of Potential Impacts at Alternative Sites

This section evaluates the potential of the proposed Juvenile Justice Facility to affect negatively the character of surrounding uses at the four alternative sites. Evidence gathered through site visits, the literature review and analysis of property values in the vicinity of the Santa Rita jail facilities indicate that the Juvenile Justice Facility is not likely to have a significant adverse effect on the character of the surrounding areas, regardless of the alternative selected. However, because each alternative site is unique, potential effects of the new facility on community character have been evaluated for each alternative.

Impact 4.4.1: No Action/No Project

NO IMPACT. No Action/No Project would not change the existing conditions in the vicinity of the existing Juvenile Hall in San Leandro or the Gale-Shenone Courthouse in Pleasanton because no new facilities would be constructed.

Impact 4.4.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The surrounding uses include the county health department psychiatric facility, the Fairmont Hospital, a private hospice, and a mature residential area west of the facility on the opposite side of Fairmont Drive. The existing Juvenile Hall

resembles an older office building or healthcare facility. The effect of the new Juvenile Justice Facility in the San Leandro area will likely be minimal because it will embody no change in land uses, and the Project site is separated from the residential neighborhood by considerable elevation and by Fairmont Drive. A new Juvenile Justice Facility may be an improvement over the existing facility because of its newer appearance, improved design standards and the latest security measures.

Impact 4.4.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. The Glenn Dyer Detention Facility is an eight-story concrete mid-rise alongside the I-880 freeway in Downtown Oakland, a few blocks from City Center. Other uses include a public park to the north, the City police building and County courts to the south. Converting the Glenn Dyer Detention Facility into a Juvenile Justice Facility represents a relatively minor change in use and its effects on the character of the surrounding neighborhood will be minimal. Although the Project would entail a substantial addition to the existing building, this addition would be within the overall footprint of the existing complex and would be consistent with the existing development.

Impact 4.4.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. The Pardee/Swan Site is located in an industrial area surrounded by large distribution facilities for UPS and Fed Ex, two 2- to 3-story office buildings and vacant public recreation and habitat restoration land to the north. There are no residential uses near the site. The proposed Juvenile Justice Facility would not have a significant negative effect on the area's character given its predominantly industrial nature and the large-scale utilitarian design of the existing buildings.

Impact 4.4.5: East County Government Center Site

LESS THAN SIGNIFICANT IMPACT. The East County Government Center site is located near diverse land uses that include the existing Santa Rita jail facility; corporate/R & D offices; the Emerald Park residential neighborhood; and various public sector facilities including the federal correctional institution, Parks Reserve Forces Training Area, the County Sheriff's training facility, County Public Works' heavy equipment maintenance building, California Highway Patrol offices and other similar government uses.

As noted above, a review of academic literature and analyses of property values near the existing Santa Rita jail facilities indicates that adverse effects on property values are unlikely. In addition, the site orientation and the design of the proposed Juvenile Justice Facility and East County Hall of Justice would minimize impacts on the character of the existing residential neighborhood.

The Juvenile Justice Facility would occupy the western portion of the site, which is the farthest from the residential neighborhood located in neighborhoods near Hacienda Drive and Gleason Drive. These uses are located behind soundwalls and have limited views to the western end of

the site. The East County Hall of Justice would occupy the central and eastern portion of the lot, effectively screening the Juvenile Justice Facility from the neighborhood. In addition, the two-story height of the Juvenile Justice Facility will be the same height or lower than the existing light industrial/office buildings at Gleason Drive and Hacienda Drive. It is expected that design of the new facilities will not detract from existing uses. For example, the Juvenile Justice Facility proposed for the East County Government Center site is designed to be only two stories. In addition, the outdoor recreation areas are planned as an interior courtyard to minimize the use of exterior fencing. A small landscaped berm would be developed around the southern edge of the site to screen the perimeter wall from view and the structure would be depressed into the site as the natural grade rises from west to east. The proposed facility will not include surveillance towers, in contrast to most adult prisons, and exterior lighting will be controlled. Although the East County Hall of Justice is expected to be three to four stories tall, it will be set back from the street frontage and behind a low berm and parking lot area, similar to the other office buildings in the vicinity. Finally, the Juvenile Justice Facility and East County Hall of Justice are not expected to affect adversely the existing office park considering that the current Santa Rita jail facilities have not prevented the office park from attracting major corporate and R & D tenants such as Tosoh SET, Blaze and Carl Zeiss Meditec.

Impact 4.4.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Any potential impacts of developing a new East County Hall of Justice at Site 15A on property values would likely be even more attenuated than development at the East County Government Center site due to the site's location in the midst of larger commercial enterprises and few homes. New development planned for the area, particularly in the Transit Center area around the Dublin-Pleasanton BART Station, would be oriented to address future commercial and residential development compatibility. The East County Hall of Justice would appear and function similar to other office-type uses in the area, and therefore impacts to the area would be comparable or less than those described above.

Impact 4.5 Risk of Increased Criminal Activity in Vicinity of Proposed Facilities

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The proposed Juvenile Justice Facility and East County Hall of Justice would be developed with state-of-the-art security systems, and would be staffed by personnel who are trained and equipped to address security at the facilities. In-custody detainees and persons appearing in court and at probation offices, and having other business with the County at either facility would be subject to searches and surveillance while on the premises. In addition, the presence of security personnel in the vicinity of the facilities would enhance the overall level of patrols and general security within the Project area.

Impact 4.5: All Alternatives

NO IMPACT. Some residents living near the East County Government Center site have expressed concern that the development of the site with a new Juvenile Justice Facility and East County Hall of Justice could result in an increase in criminal activity in the vicinity on the part of those going to and coming from the proposed Project.

These perceptions related to the likelihood that persons who have been detained at (or simply visited) the proposed Project could become involved in future criminal activity in the vicinity are not borne out by experience related to the operation of the existing Juvenile Justice Facility. There have been anecdotal reports of difficulties related to the release of adult prisoners from the existing Santa Rita Rehabilitation Center, north of the East County Government Center site. These difficulties include “panhandling” and trespassing. In general, the mere presence of recently released prisoners seems to lead to the perception that there is an increased crime risk near the jail, as persons are visible walking to the main transportation center near I-580 and the Dublin-Pleasanton BART Station.

These experiences and perceptions are generally due to the County Sheriff’s policy, in keeping with constitutional principles, to release prisoners immediately upon the completion of their time of incarceration. This results in releases throughout the day, including late at night and early in the morning, when transportation services in the area are limited. These operations are existing conditions that do not warrant detailed consideration in this EIS/EIR because no changes are proposed as part of this Project.

A physical change that could occur as a result of the Project, and which has been raised by community members, is the possibility of increased pedestrian access to the community by released prisoners due to the removal of the existing berm along Broder Boulevard. This berm generally restricts access to the residential area along Hacienda Drive by acting as a visual screen between the jail entrance/exit and presenting a steep and inhospitable slope towards the jail. The County has considered this in planning for the development of the site by creating similar access constraints along Broder Boulevard. It should be noted that the berm is not presently fenced and there is in fact no strict barrier to pedestrian movement across the site. The proposed development would include a secure building perimeter along Broder Boulevard where the Juvenile Justice Facility would be built, and a building, fence and berm along the edge of the East County Hall of Justice facility. These features would replicate the effect of the existing berm. Some vehicular and pedestrian access may be provided at the northeastern end of the East County Hall of Justice parking lot, which would be similar to the existing condition in which the berm tapers down to meet the road near the Alameda County Office of Emergency Services.

Furthermore, the operation of the Juvenile Justice Facility and East County Hall of Justice would be according to a different pattern compared with the Santa Rita Rehabilitation Center. The new facilities would operate with regular daytime hours for visitors, and releases of detainees would generally occur during those hours. Some juvenile referrals and releases would also be processed at night, but detainees are released only into the custody of a parent or legal guardian.

Some members of the community have also raised concerns about the behavior of persons conducting business with the Juvenile Justice Facility and East County Hall of Justice, such as probationers, witnesses and others. Speculation regarding the future actions or intent of individuals traveling to and from the proposed facility does not provide a sufficient basis for identifying any impact that would result in a physical change in the existing environment. Therefore, a potential change in the current level of criminal activity in the area surrounding the East County Government Center site (or near any of the other sites identified in the Draft EIS/EIR) is beyond the scope of this environmental review.

Impact 4.6 Increased Demand for Housing and Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The proposed Action is proposed to meet the increased demand for services anticipated as a result on existing trends and future development in the County and, in the case of the East County Hall of Justice, the specific communities being served.

IMPACTS AND MITIGATION MEASURES

Impact 4.6: All Alternatives

LESS THAN SIGNIFICANT IMPACT. None of the Project actions would result in a significant increase in the number of permanent residents in the vicinity of the alternative sites. The number of employees at the sites would approximately 315 if only the East County Hall of Justice is constructed at either the East County Government Center or Site 15A. Approximately 450 to 550 employees would be associated with the development if only the Juvenile Justice Facility is constructed at the Existing San Leandro Property, Glenn Dyer Detention Facility, Pardee/Swan Site or East County Government Center, so approximately 865 employees may be actively involved at the site if both the East County Hall of Justice and Juvenile Justice Facility are constructed at the East County Government Center site. The development of the Projects would also increase daytime activity at the sites, with up to 3,000 visitors to the East County Hall of Justice and ranging between 1,500 (for a 420-bed facility) to 2,000 (for a 540-bed facility) visitors to the Juvenile Justice Facility on a typical weekday.

Nearby residents and businesses would be affected by the changes in the existing environment discussed in other chapters of this EIS/EIR. Most of those effects are addressed by mitigation measures and would be reduced to a level of less than significant. Significant unavoidable effects would be limited to changes to the visual character, transportation, construction-period noise and air pollution, and loss of historic resources and are discussed in the appropriate chapter. None of these effects would have the potential to permanently displace existing uses in the vicinity of the

alternative sites. The increased demand for transportation facilities and public services associated with this activity are addressed in **Chapter 9, Transportation, Chapter 13, Public Services and Chapter 14, Public Utilities.**

Impact 4.7 Relocation of Business - Temporary Displacement of Surface Parking Spaces

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified.

IMPACTS AND MITIGATION MEASURES**Impact 4.7.1: Pardee/Swan Site**

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Port of Oakland has begun construction of a new parking lot at the Pardee/Swan Site to serve the Oakland International Airport during the construction phase of the terminal expansion project. Development of the Juvenile Justice Facility at that site would require the development of a parking garage on a portion of the site to serve the same function. There would be temporary displacement of some of the surface parking lot spaces during construction of the garage (approximately 8 acres, or about one-fourth of the total parking lot). It is not clear at this time whether there is sufficient demand in the short term to fill the parking lot.

- **Mitigation Measure 4.7.1: Parking Replacement.** If sufficient demand for a surface parking lot exists prior to the construction of the parking garage proposed in conjunction with the development of the Juvenile Justice Facility at Pardee/Swan site, then the County should consider assisting the Port of Oakland to find alternative parking space and/or compensating the Port of Oakland for loss of the space.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the impact to a less than significant level.

Impact 4.7.2: All Other Alternatives

NO IMPACT. No residents or businesses would need to be relocated to implement any of the other alternatives being evaluated in this EIS/EIR, as the sites are currently vacant or developed with other County uses.

Visual Quality/Aesthetics

5.1 AFFECTED ENVIRONMENT

BACKGROUND

New development can substantially change the visual qualities and characteristics of an area and may have long term lasting effects on its evolution, thereby stimulating growth and increasing its attractiveness for new or expanding businesses, residential development or other desired or planned land uses. On the other hand, new development can change the character of an area by disrupting the visual and aesthetic features that establish the identity and value of an urban area for its existing residents, merchants or other users. Loss of such identity and value may discourage new investment, continued residency or business activity, or other activities that attract visitors to the area. A single new development can add to a district's appeal and change a district's scale and visual landmarks. Over time, a new development may become a valued component of a district and its identity, or generate dissatisfaction by residents, visitors, employers and employees.

The visual value of any given feature is highly subject to personal sensibilities and variations in subjective reaction to the features of an urban area. A visual impression may be viewed negatively by one person and positively by another. Objective or commonly agreed upon standards are difficult to establish, but an extensive body of literature is devoted to the subject of urban design and visual aesthetics.

This chapter of the Draft EIS/EIR identifies visual qualities and characteristics of the area surrounding each alternative site, and assesses potential effects of the Project on the local visual quality. The discussion is particularly focused on determining if the Project would have a significant adverse effect on identifiable scenic views or vistas, scenic resources, historic resources as they relate to scenic qualities, and general visual qualities. The chapter also addresses the potential for creation of adverse levels of light or glare, which would adversely affect day or nighttime views. These criteria are consistent with the NEPA and CEQA guidelines.

LOCAL PHYSICAL SETTING

Existing San Leandro Property

The Existing San Leandro Property is located in the Hillcrest Knolls neighborhood, an unincorporated area within the City of San Leandro's sphere of influence. The site is directly

east of the existing San Leandro Juvenile Hall Facility, in an area designated by the City of San Leandro as the County Hospital district. The site and the existing Juvenile Hall are surrounded on three sides by Fairmont Drive, which forms a U-shaped loop around the site. Residential uses are located to the immediate north across Fairmont Drive and to the south, beyond a large open hillside area.

A visual survey was conducted by Lamphier – Gregory to identify the visual qualities, characteristics and scenic resources of the Existing San Leandro Property area. The survey consisted of several visits in which the area was viewed while traveling by automobile and walking. Fourteen representative photographs are included, taken from locations indicated in **Figure 5.1**. Copies of those photos are included in this chapter in **Figures 5.2 to 5.8**.

Figure 5.2 shows views taken at location 1a and 1b, illustrating the local residential area. Photo 1a is a northward view of Van Avenue, which parallels Fairmont Drive in front of the existing Juvenile Hall. Photo 1b is a view from the entrance of the Juvenile Hall administration building. The facility's parking lot, Fairmont Drive and residences along Van Avenue are visible in the picture.

Figure 5.3 shows views taken at location 2a and 2b, illustrating the less developed portions of the Juvenile Hall campus. Photo 2a is of a playing field located in a northern portion of the Project site, while Photo 2b shows a portion of the old Fairmont Drive on the Project site. This roadway runs from the Juvenile Hall entrance to a minimum-security area of the Project site called Camp Sweeney.

Figure 5.4 includes views from location 3a and 3b, illustrating the camp existing facilities. A building located at the Camp Sweeney facility is shown in Photo 3a, while one of the buildings of the Las Vistas educational complex is shown in Photo 3b.

Figure 5.5 includes views from location 4a and 4b, illustrating the main building complex. A view of the existing facility is visible from a northern point of Fairmont Drive, as shown in Photo 4a. The entrance to the main Juvenile Hall administration building is shown in Photo 4b.

Figure 5.6 includes views from locations 5a and 5b, illustrating details of the main complex. A wing of the Juvenile facility southeast of the administration building is shown in Photo 5a. The Gymnasium is shown in the background of the picture. The Juvenile Hall detainee intake area is shown in **Photo 5b**.

Figure 5.7 shows views from location 6a and 6b, illustrating support facilities at Juvenile Hall. Snedigar Cottage, which used to be a young children's facility in the Juvenile Hall's early years, and is now a maintenance building, is shown in Photo 6a, while the Girls Wing of the Juvenile Facility built in 1972 is shown in Photo 6b.

Figure 5.8 shows views from location 7a and 7b, illustrating other County facilities in the immediate vicinity. An Alameda County Animal Control facility that is located north of the Project site along Fairmont Drive is shown in Photo 7a. A building located south of the Juvenile Hall Facility, at the John George Medical Center is shown in Photo 7b.

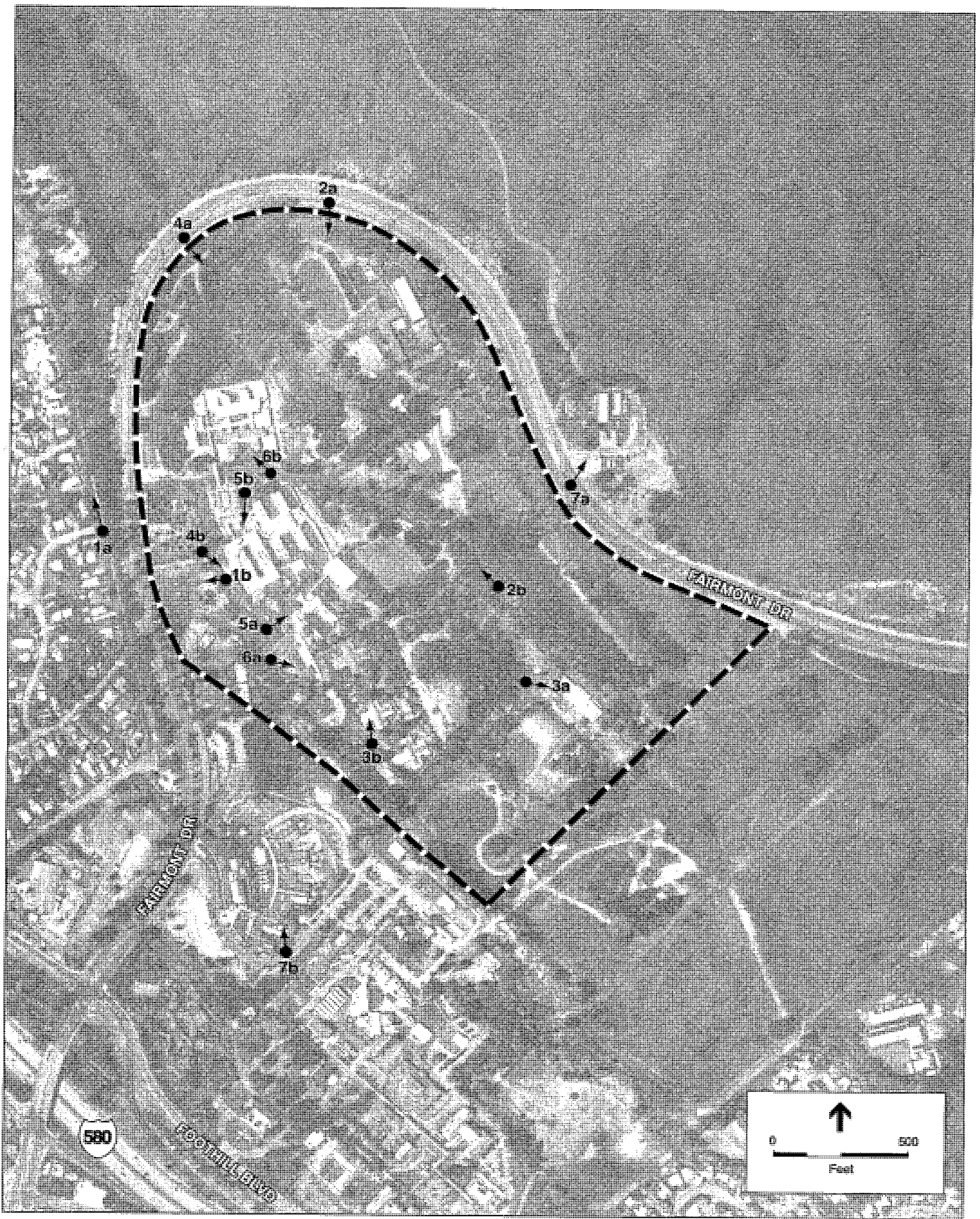
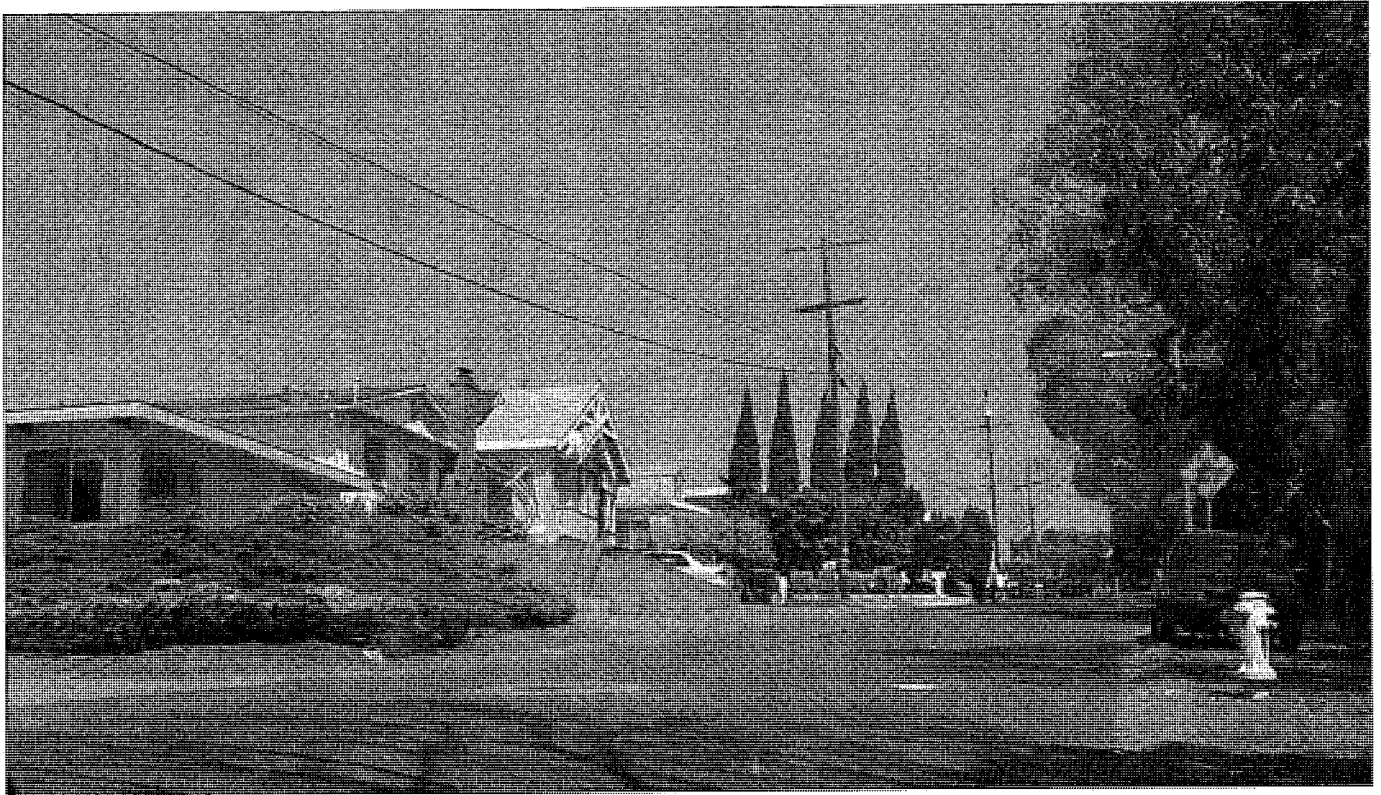


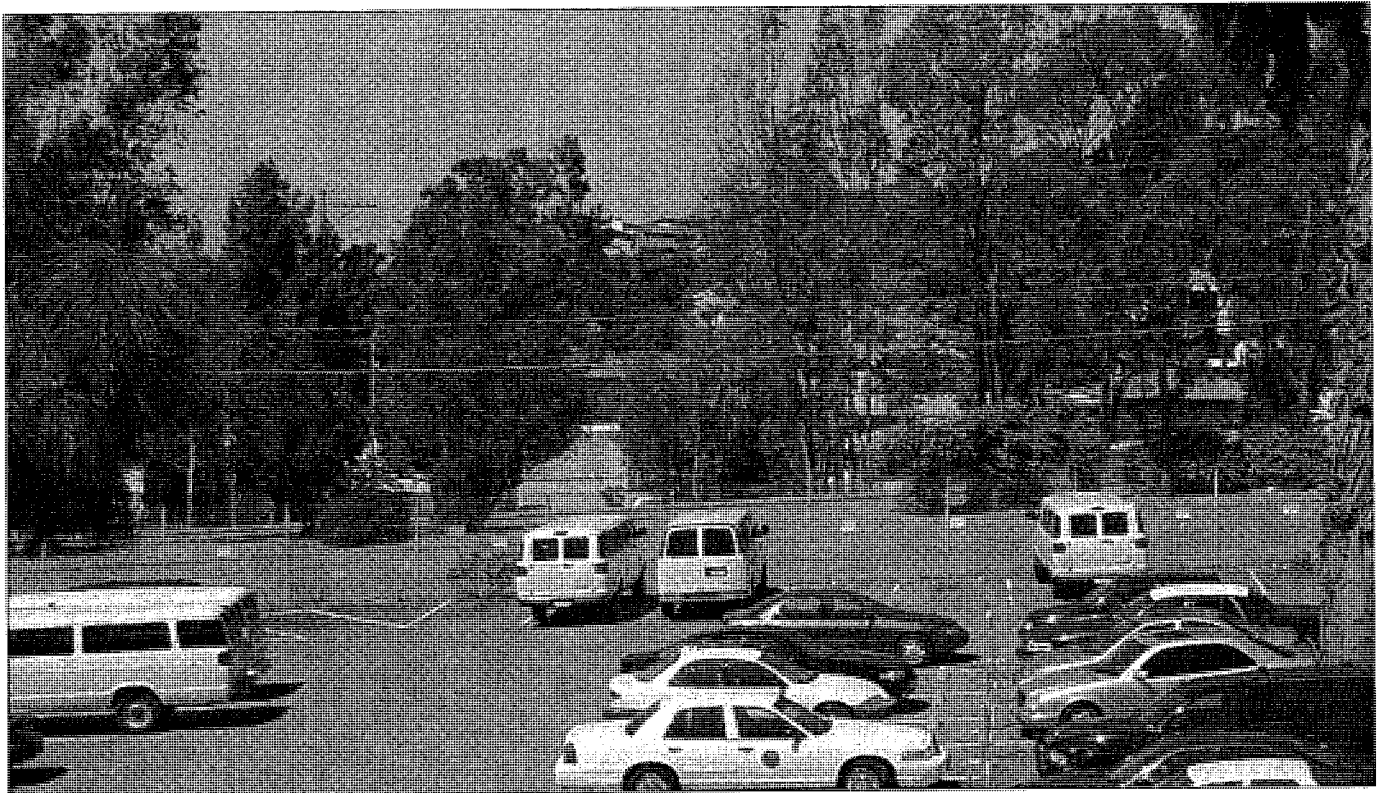
Figure 5.1
 San Leandro Site
 Photo Locations



SOURCE: Lamphier-Gregory
 Aerial Photo: Pacific Aerial Surveys



1a - Houses on Van Avenue



1b - Westward View from Juvenile Hall

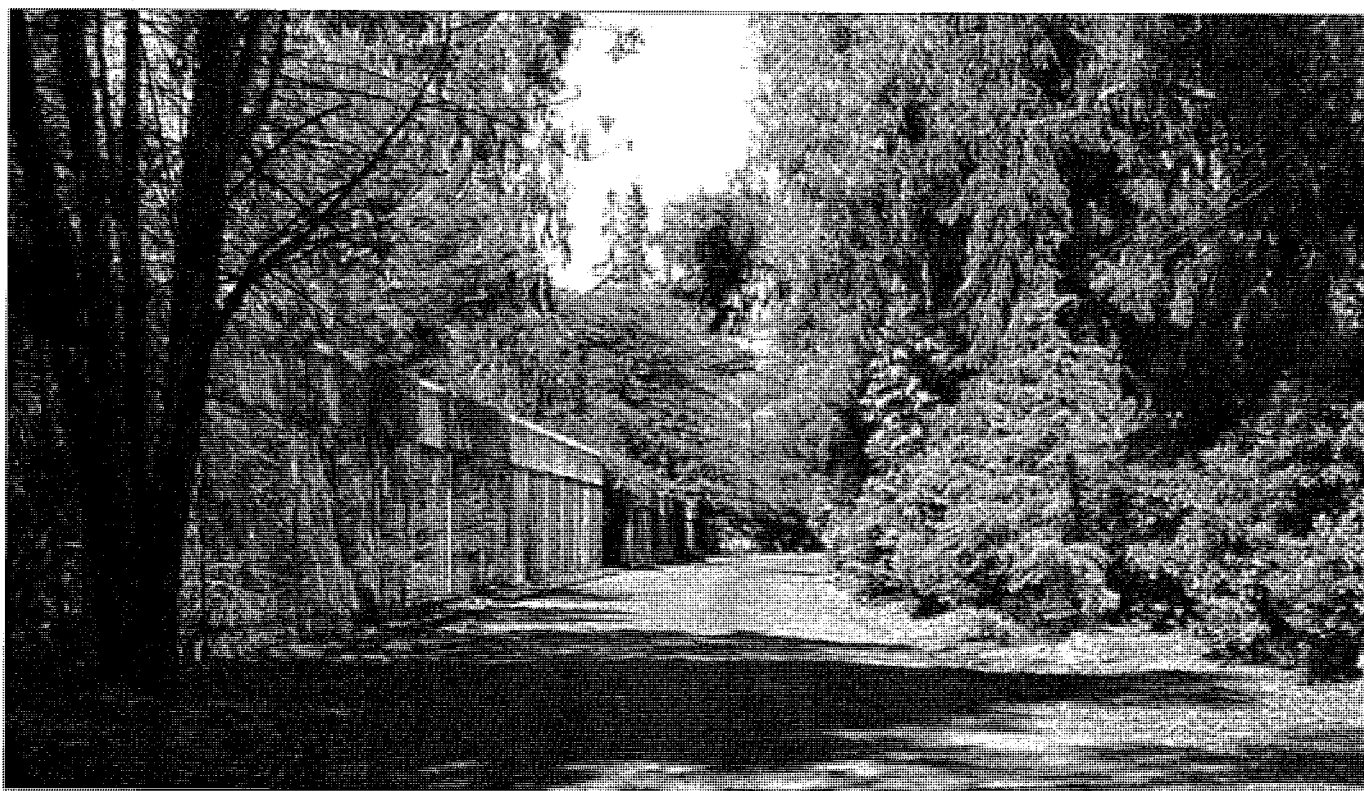
Figure 5.2
San Leandro Site
Site Photos - Neighboring Residential Area



SOURCE: Lamphier-Gregory



2a - Recreation Area at Camp

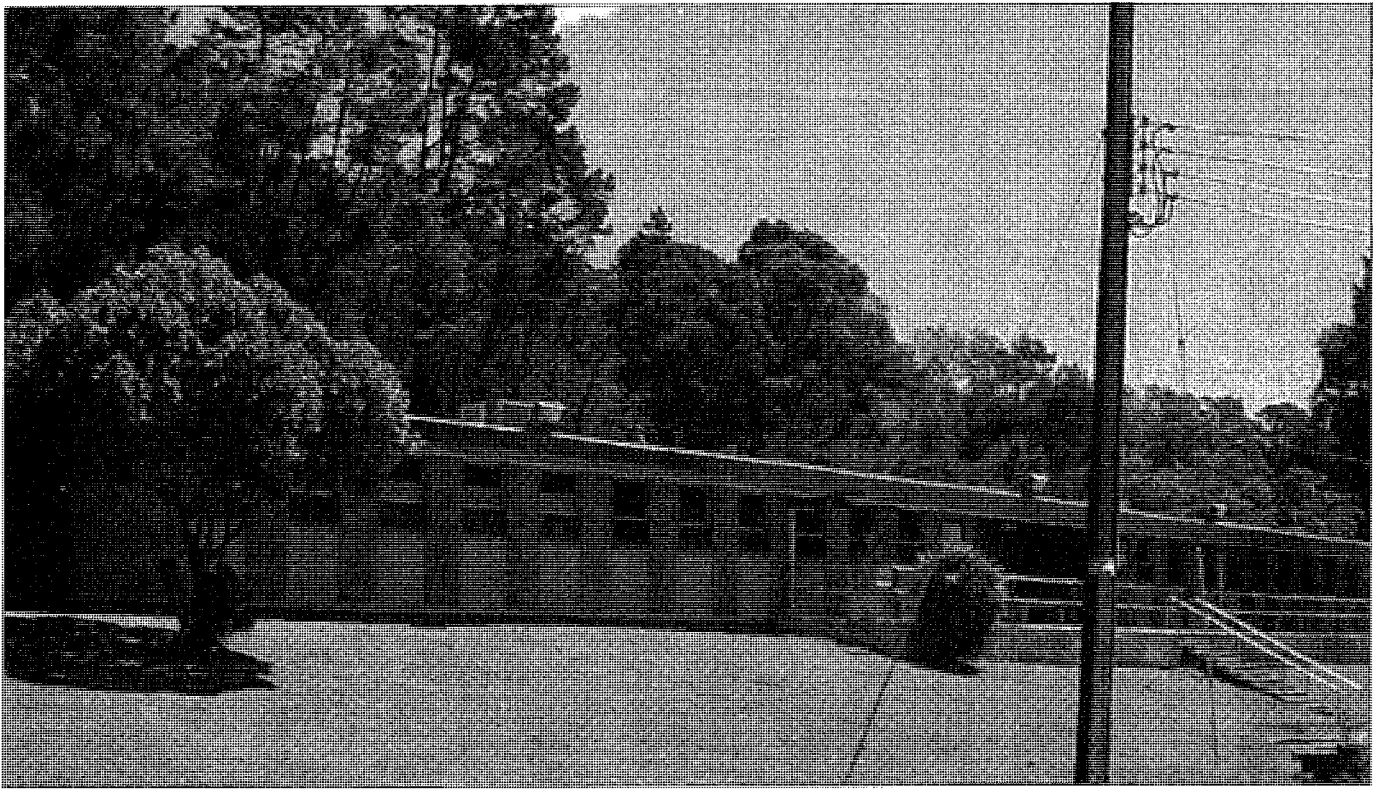


2b - Access Road to Camp

Figure 5.3
San Leandro Site
Site Photos - Camp Area



SOURCE: Lamphier-Gregory



3a - Camp Sweeney Dormitory

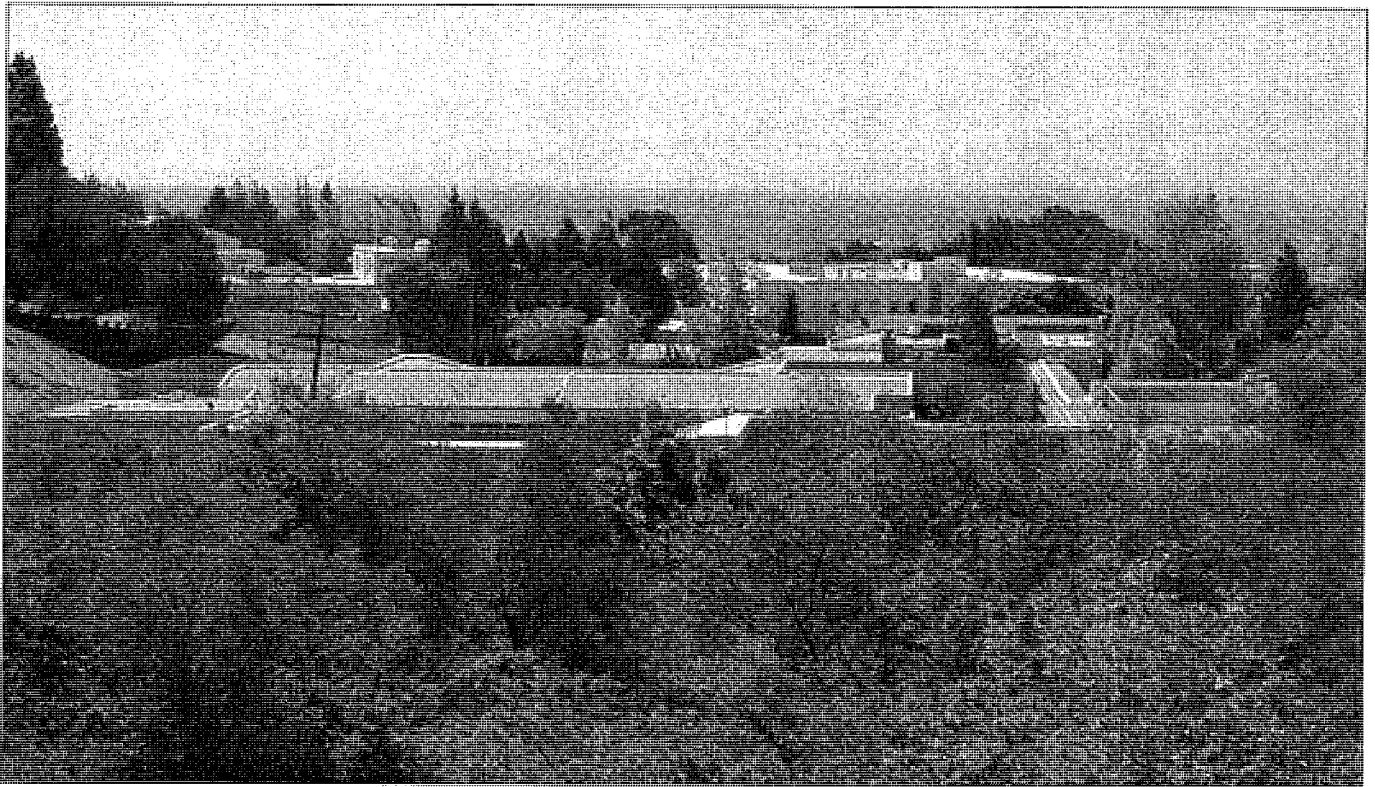


3b - Las Vistas Day Program

Figure 5.4
San Leandro Site
Site Photos - Camp Buildings



SOURCE: Lamphier-Gregory



4a - View Overlooking Secure Housing Units and Administration Building

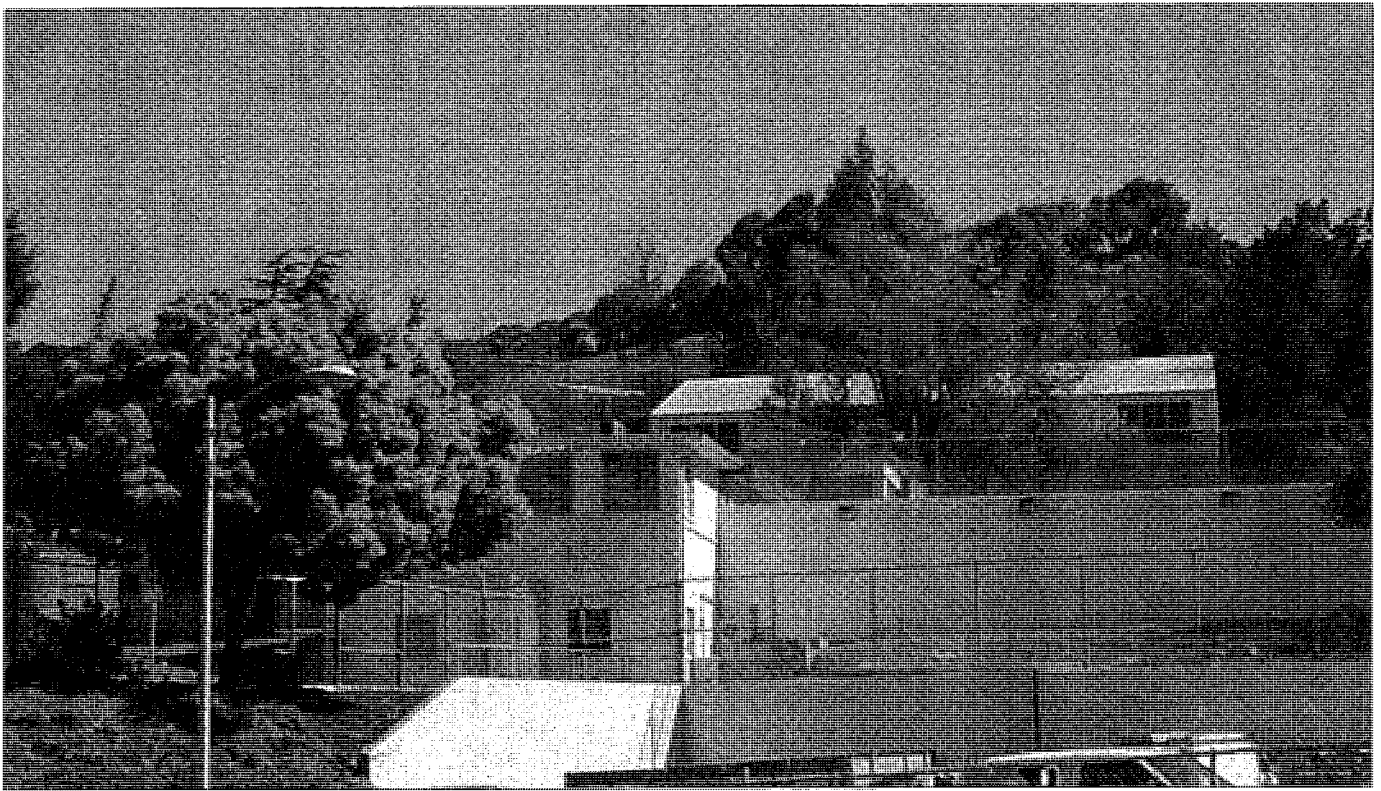


4b - Front Entrance to Administration Building

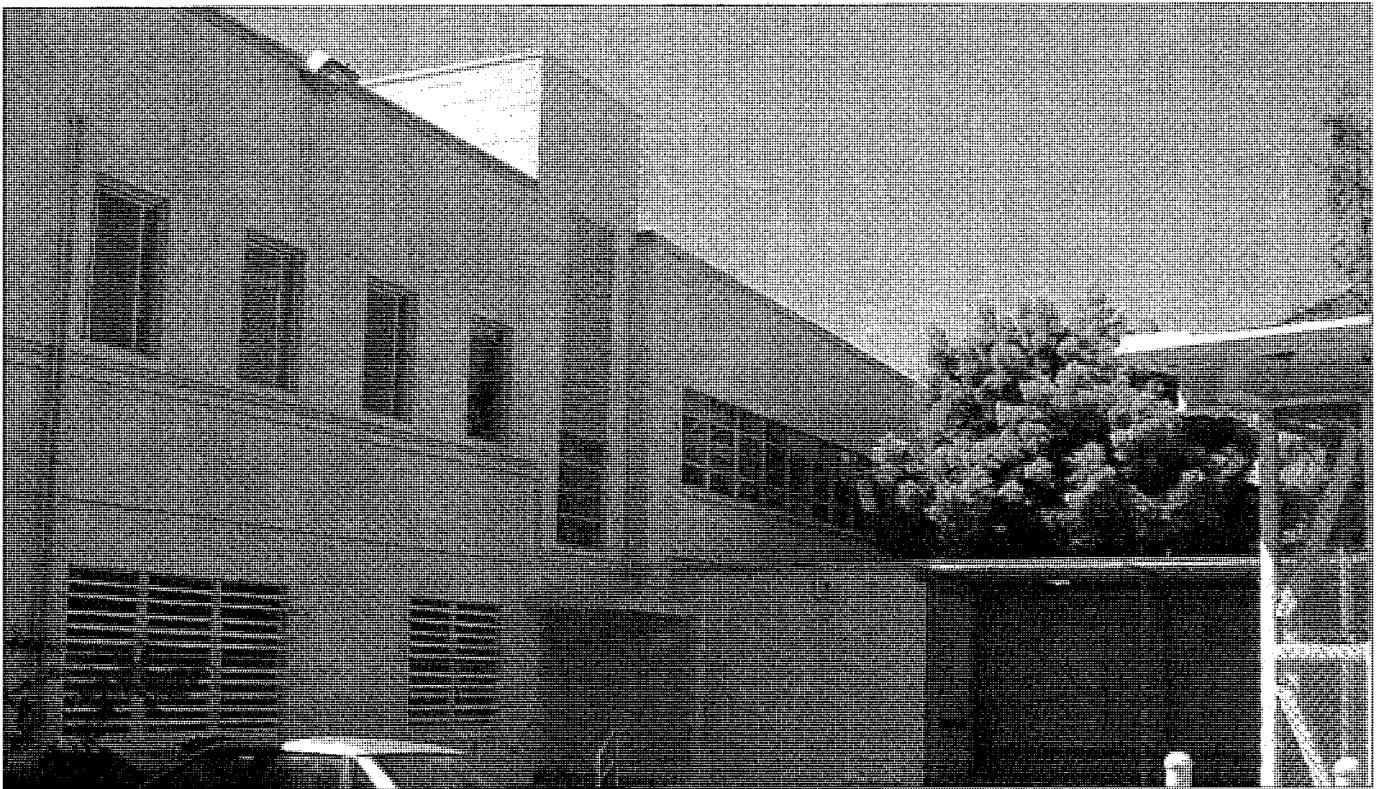
Figure 5.5
San Leandro Site
Site Photos - Administration Building



SOURCE: Lamphier-Gregory



5a - Housing, Recreation and Gymnasium



5b - Secure Entrance to Administration Building

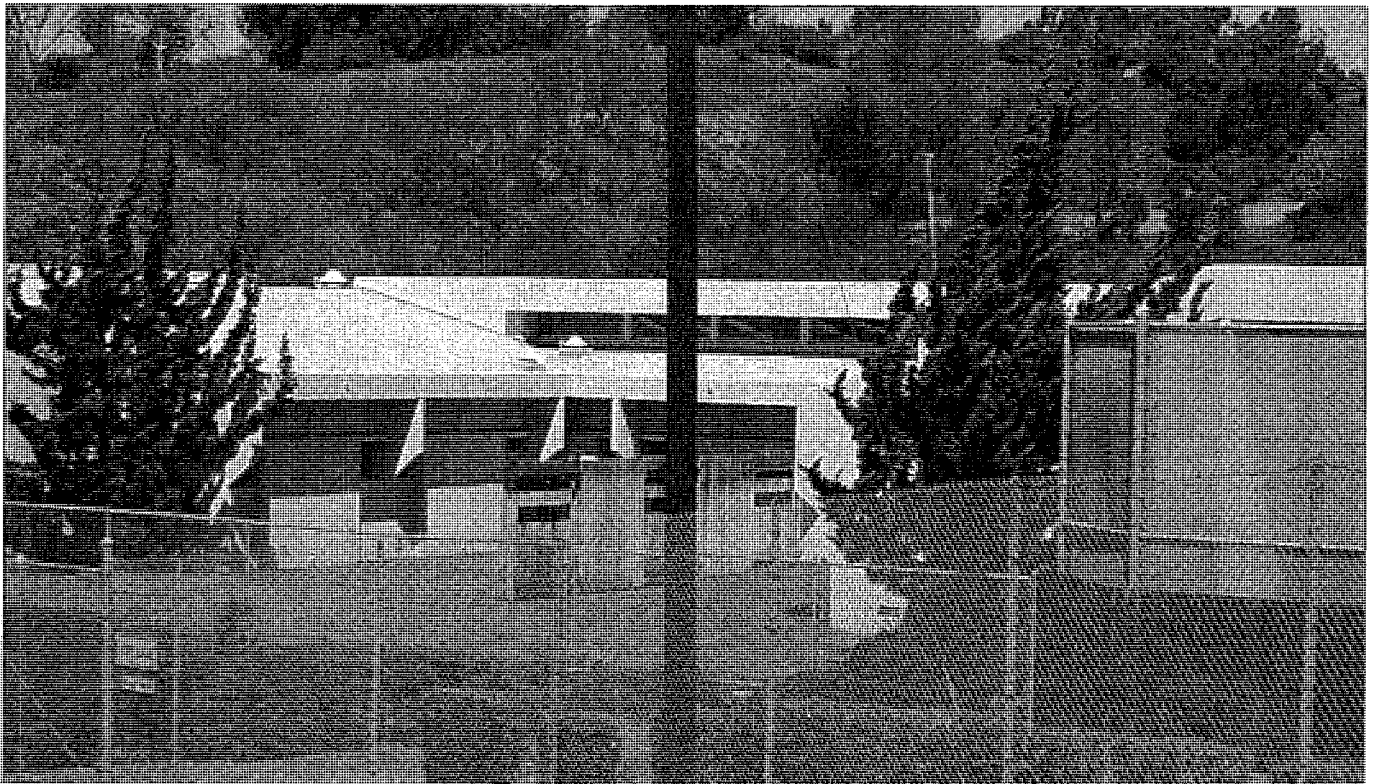
Figure 5.6
San Leandro Site
Site Photos - Support Areas



SOURCE: Lamphier-Gregory



6a - Snediger Cottage/Maintenance Facility

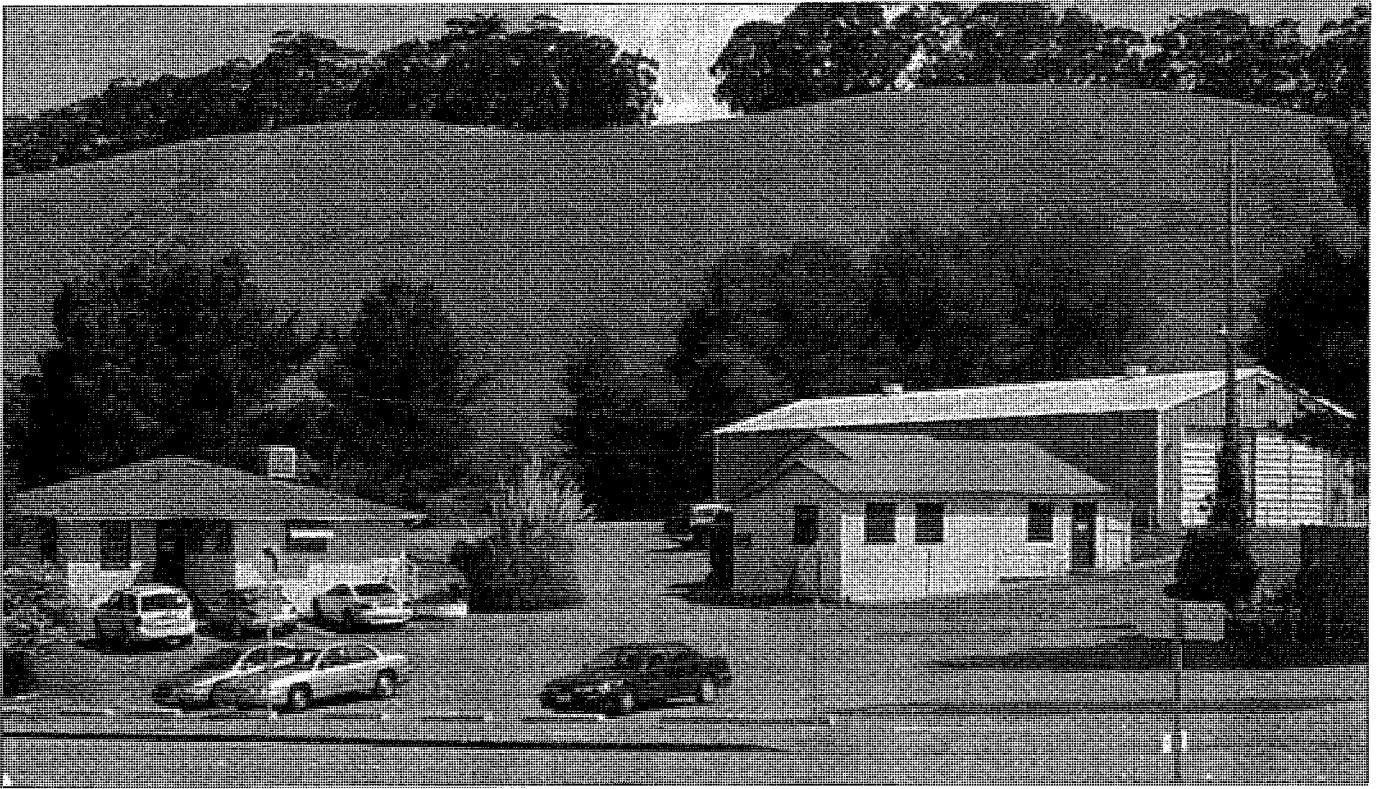


6b - Girl's Wing

Figure 5.7
San Leandro Site
Site Photos - Girl's Wing and Maintenance



SOURCE: Lamphier-Gregory



7a - Animal Control and Regional Open Space



7b - John George Psychiatric Pavilion

Figure 5.8
San Leandro Site
Site Photos - Adjacent County Facilities



SOURCE: Lamphier-Gregory

Glenn Dyer Detention Facility

The Glenn Dyer Detention Center facility is located in an eight-story building adjacent to an elevated portion of I-880 in downtown Oakland. The visual characteristics of the site and surrounding area can be described as urban. While the Glenn Dyer Detention Center facility could be characterized as a modern high-rise, building on the opposite side of Seventh Street have features representative of older structures within the Old Oakland area. The height and mass of the Glenn Dyer Detention Center facility and adjoining courthouse building effectively blocks views of the Old Oakland area from the I-880 freeway, and views of the freeway from the Old Oakland area.

A visual survey was conducted by Lamphier – Gregory to identify the visual qualities, characteristics and scenic resources of the Glenn Dyer Detention Facility area. The survey consisted of several visits in which the area was viewed while traveling by automobile and walking. Nine representative photographs are included, taken from locations indicated in **Figure 5.9**. Copies of those photos are included in this chapter and numbered as **Figures 5.10 to 5.14**.

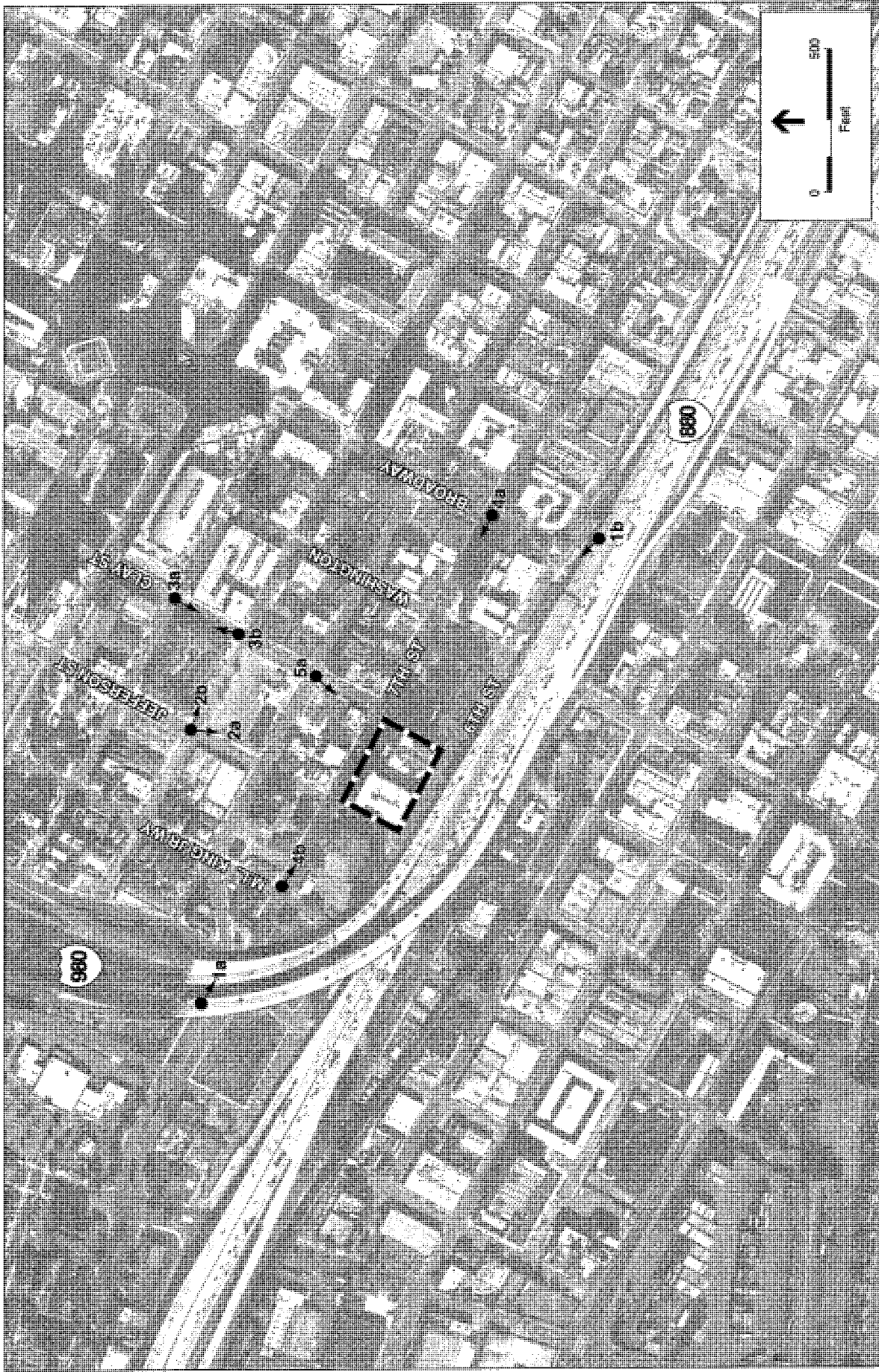
Figure 5.10 includes views from location 1a and 1b, illustrating views of the site from the freeway. Photo 1a is a picture of the Glenn Dyer Detention Center facility toward the southeast taken from the I-980 freeway. The existing parking structure, County Jail and Oakland Police Department Building are all visible in the center of the picture. The Glenn Dyer Detention Center Facility is also visible from I-880, as shown in Photo 1b.

Figure 5.11 includes views from location 2a and 2b, illustrating views from Ninth Street in downtown Oakland. From the intersection of 9th Street and Jefferson Street, the project site is visible when looking the south, as shown in Photo 2a. This figure effectively shows the current height and massing of the buildings currently on the project site. The I-880 freeway is shown behind the buildings on the far right side of the picture. Looking east, from near the intersection of 9th and Jefferson, it is possible to see a high density housing development, the Marriott Hotel, and a tall office building in Photo 2b.

Figure 5.12 includes views from locations 3a and 3b, illustrating views from Clay Street. The same housing development and the Swan's building frame the existing County Jail in Photo 3a, which was taken from the intersection of 10th Street and Clay Street. Looking north from the same location, Photo 3b shows the Swan's building, the housing development and nearby office buildings along Clay Street.

Figure 5.13 includes views from location 4a and 4b, illustrating views along Seventh Street. The Glenn Dyer Detention Center facility is shown in the center of Photo 4a as it appears from the corner of 7th Street and Broadway. The Oakland Police Department building appears in the foreground. Photo 4b shows the relationship between the Glenn Dyer Detention Center facility and neighboring housing and commercial buildings located along Martin Luther King Jr. Way.

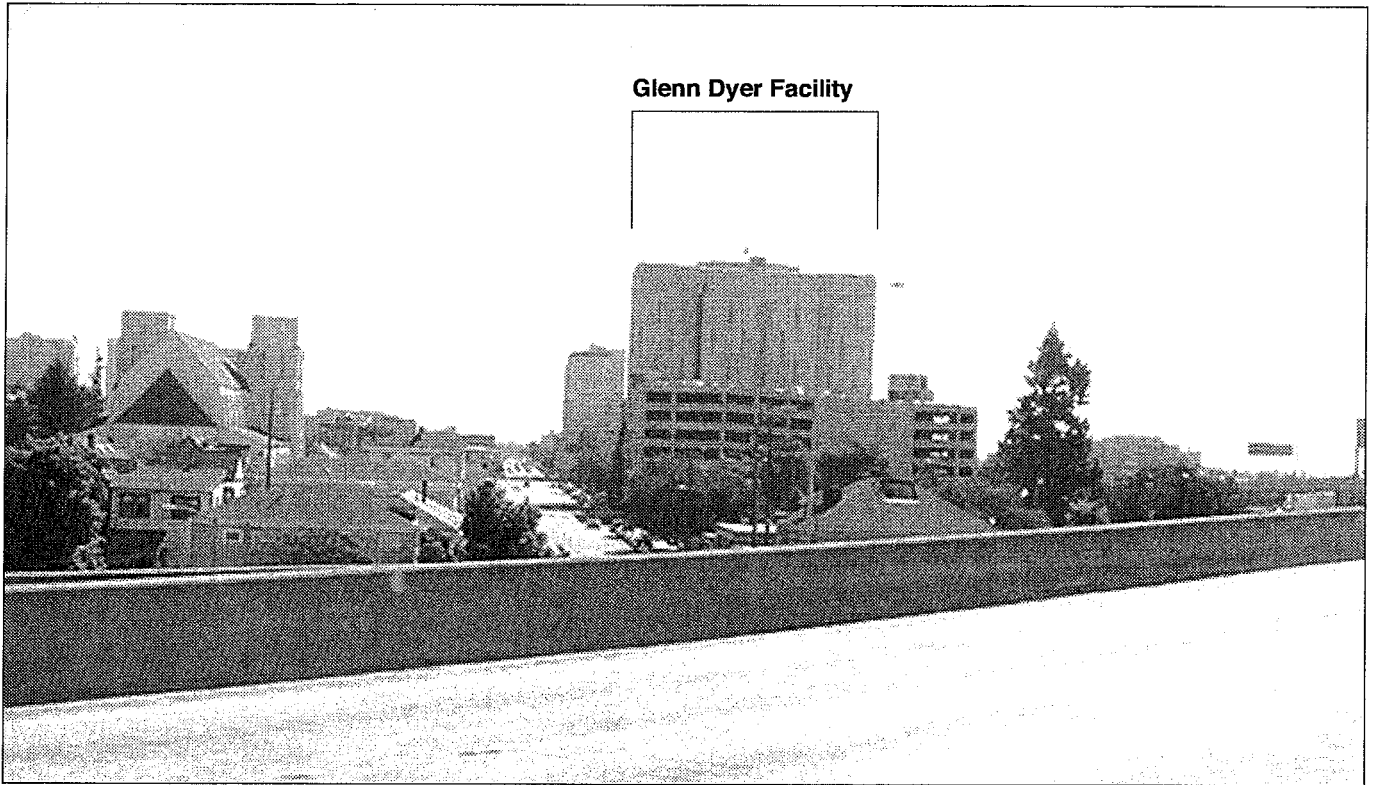
Figure 5.14 shows the view from location 5a, which is a panoramic view of the Glenn Dyer Detention Center facility and surrounding uses looking south. The proposed addition to accommodate outdoor recreation, shown in Figure 3.8, is indicated on the photo.



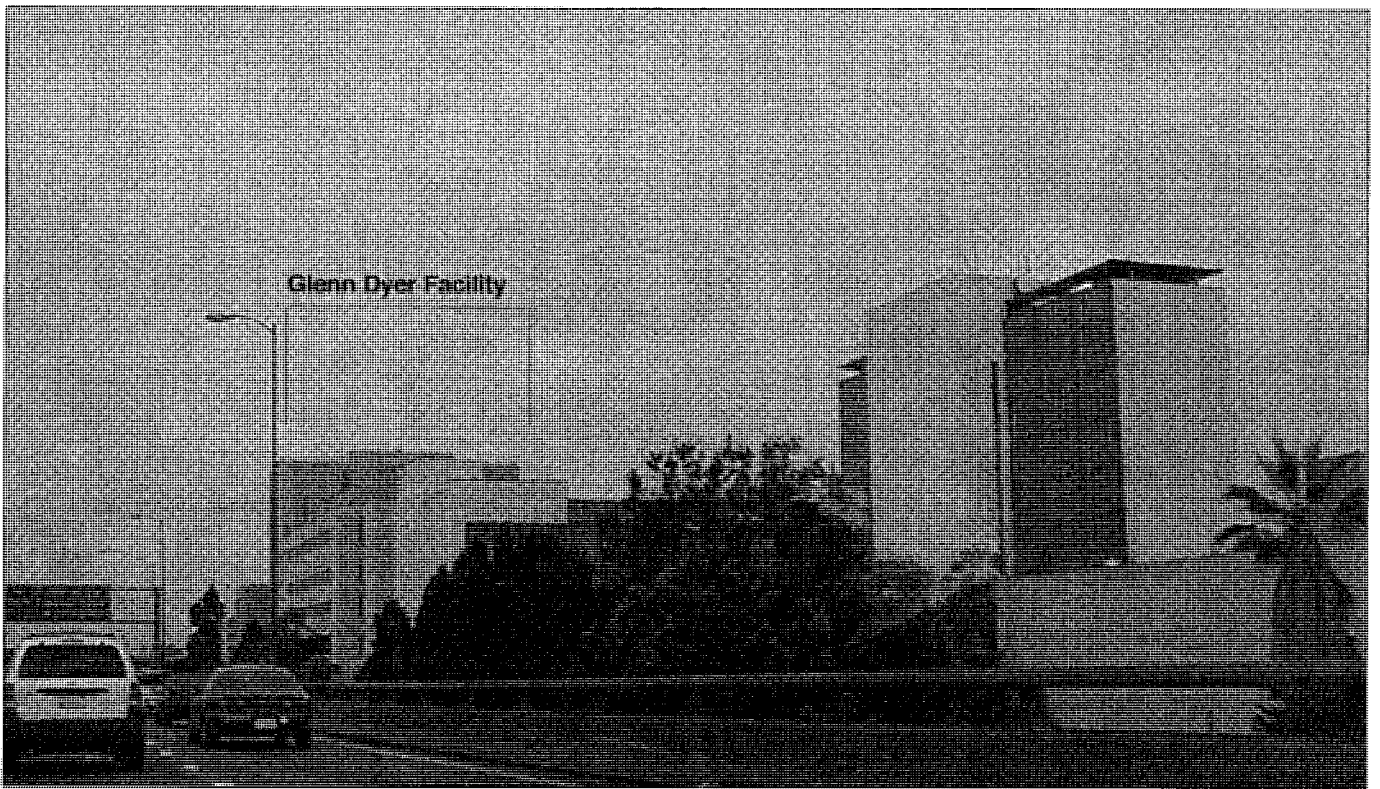
SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 5.9
Glenn Dyer Site
Photo Locations



1a - I-980 Looking Southeast

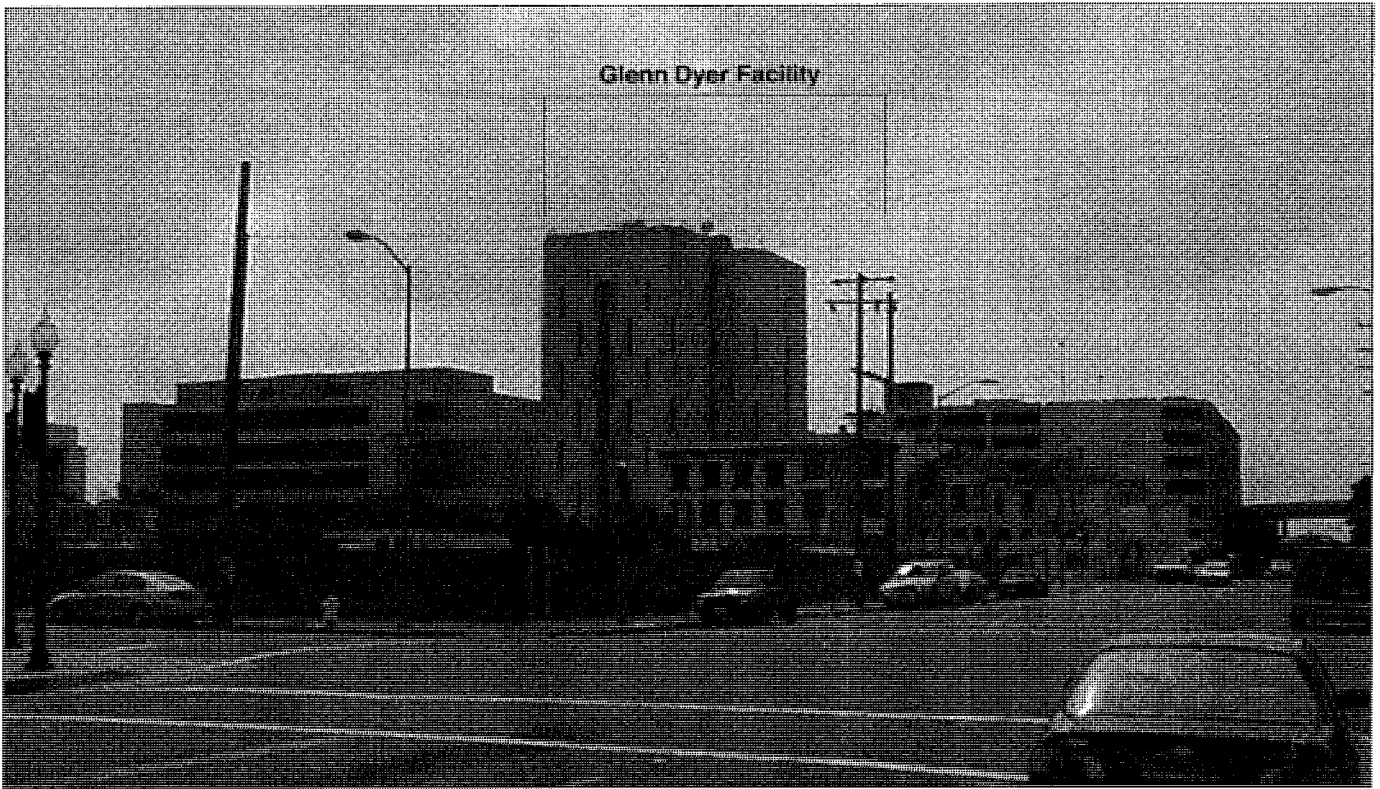


1b - I-880 Looking Northwest with City Police Building on the Right and in Foreground

Figure 5.10
Glenn Dyer Site
Site Photos - Freeway Views



SOURCE: Lamphier-Gregory



2a - 9th Street and Jefferson Street Looking South with Manuel Courts to the Left and Parking Garage to the Right

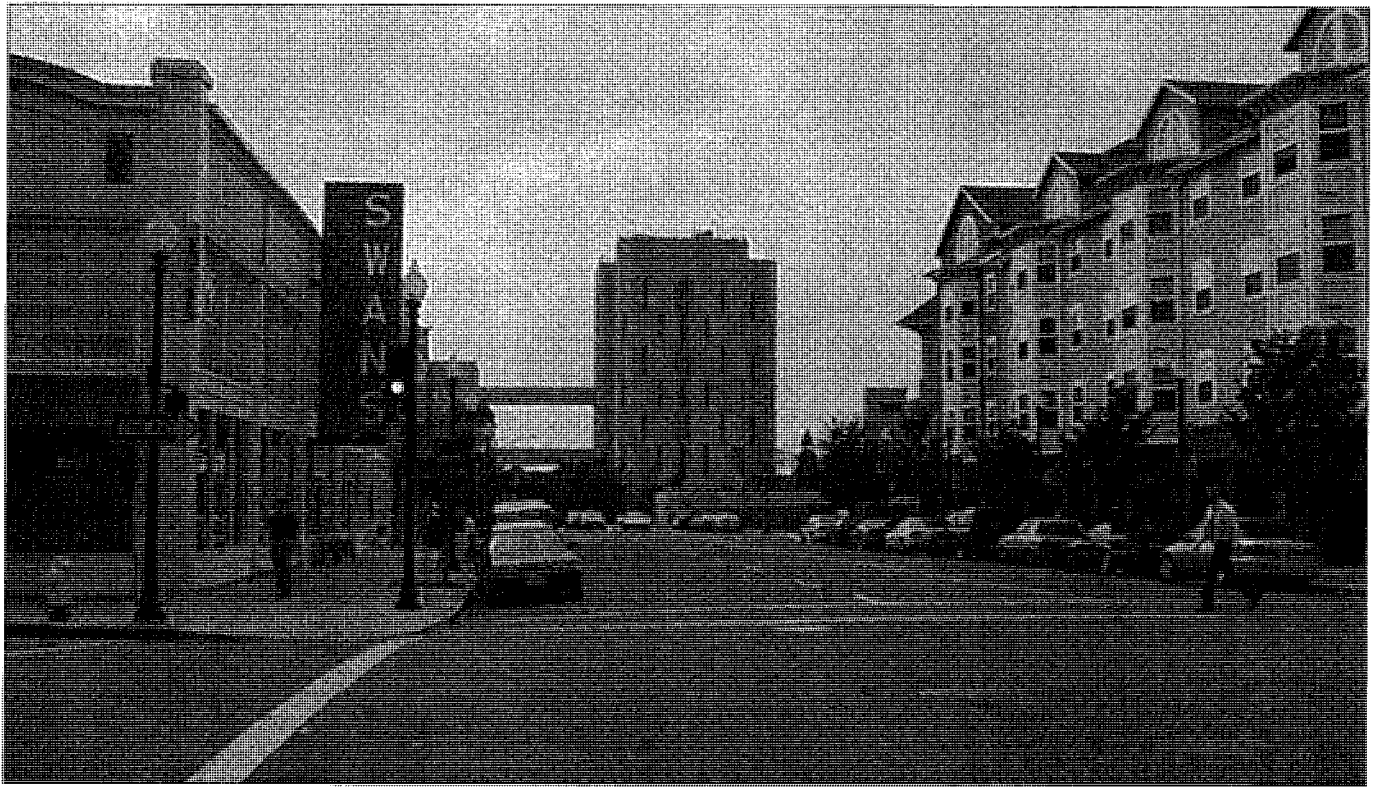


2b - Jefferson Street Near 9th Street Looking East toward City Center

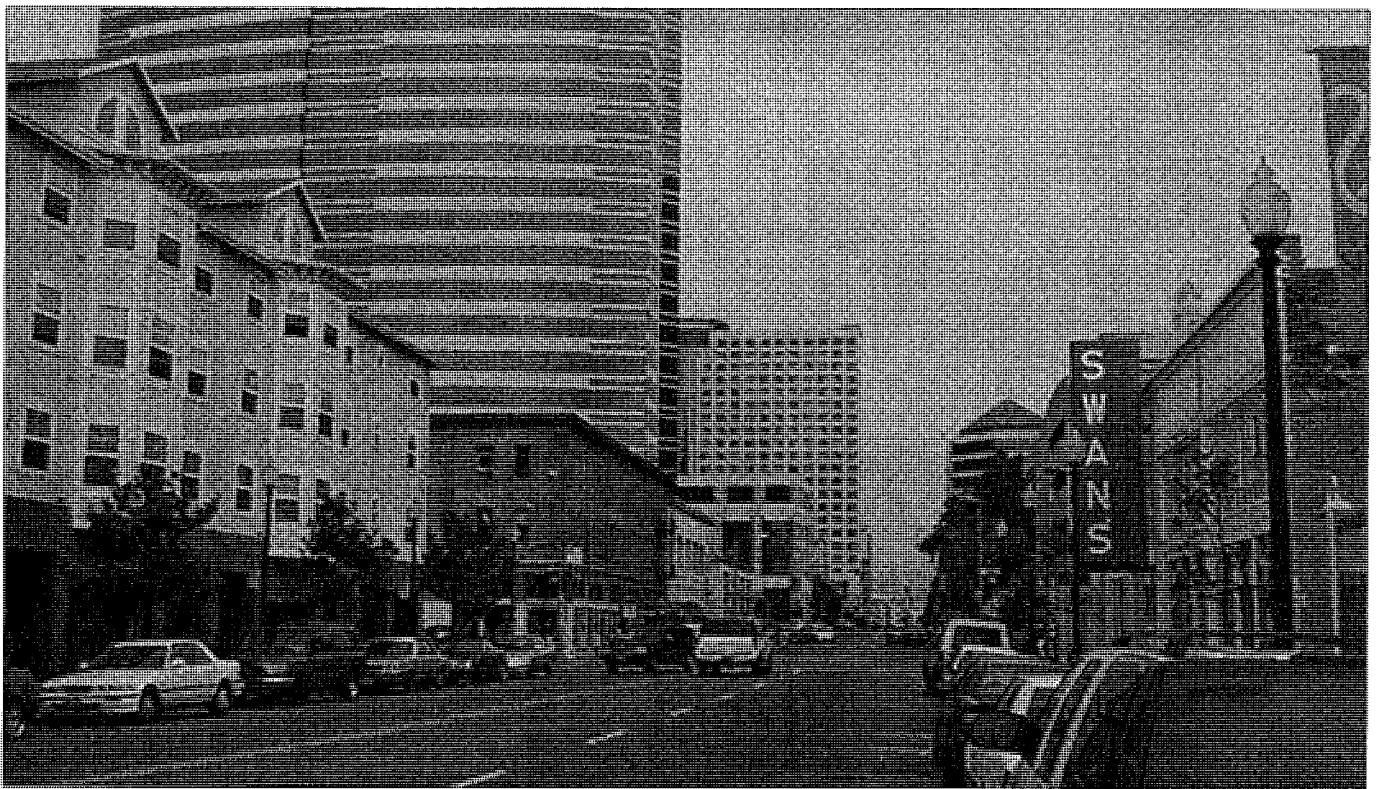
Figure 5.11
Glenn Dyer Site
Site Photos - Ninth Street Views



SOURCE: Lamphier-Gregory



3a - 10th Street and Clay Street Looking South toward Glenn Dyer Facility



3b - Clay Street Looking North toward City Center

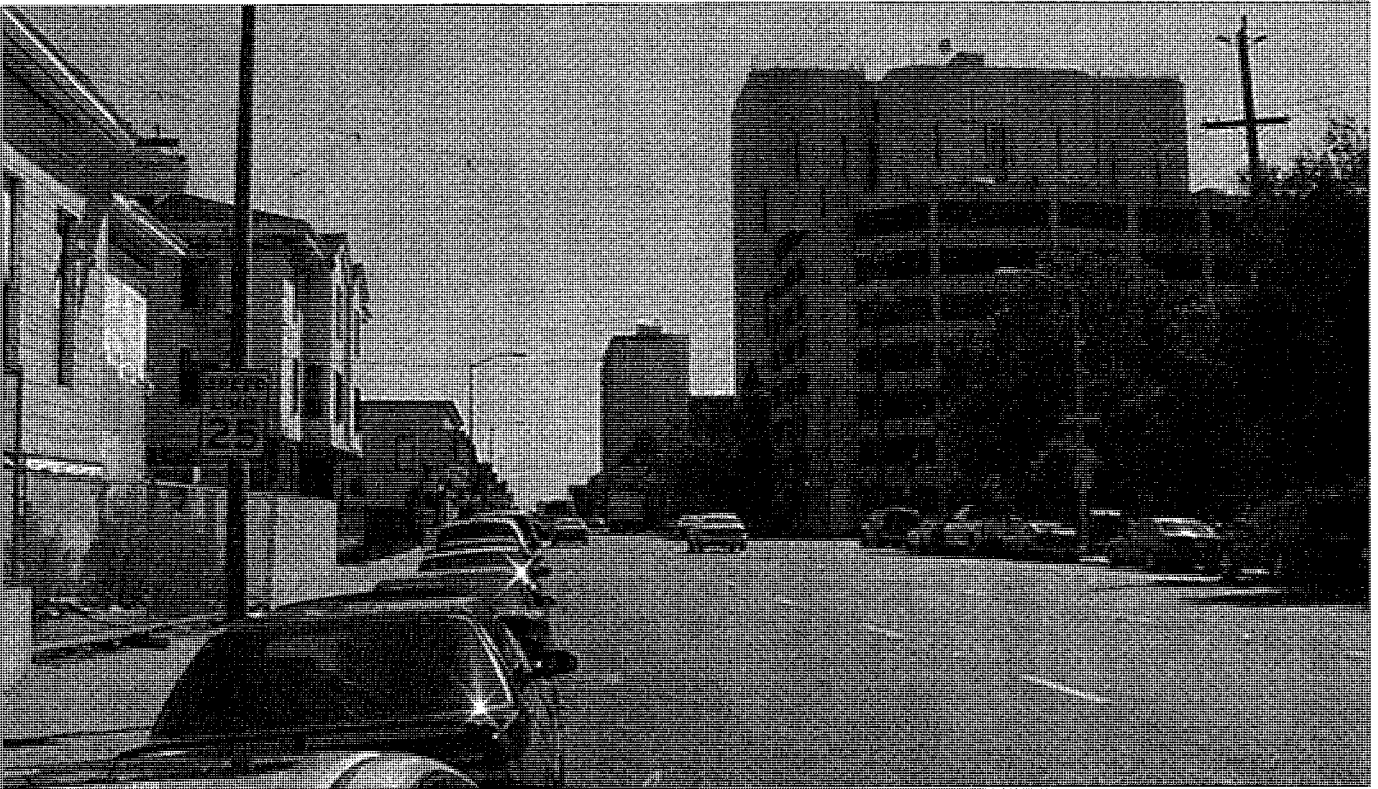
Figure 5.12
Glenn Dyer Site
Site Photos - Clay Street Views



SOURCE: Lamphier-Gregory



4a - 7th Street and Broadway Looking Northwest with Police Building on Left

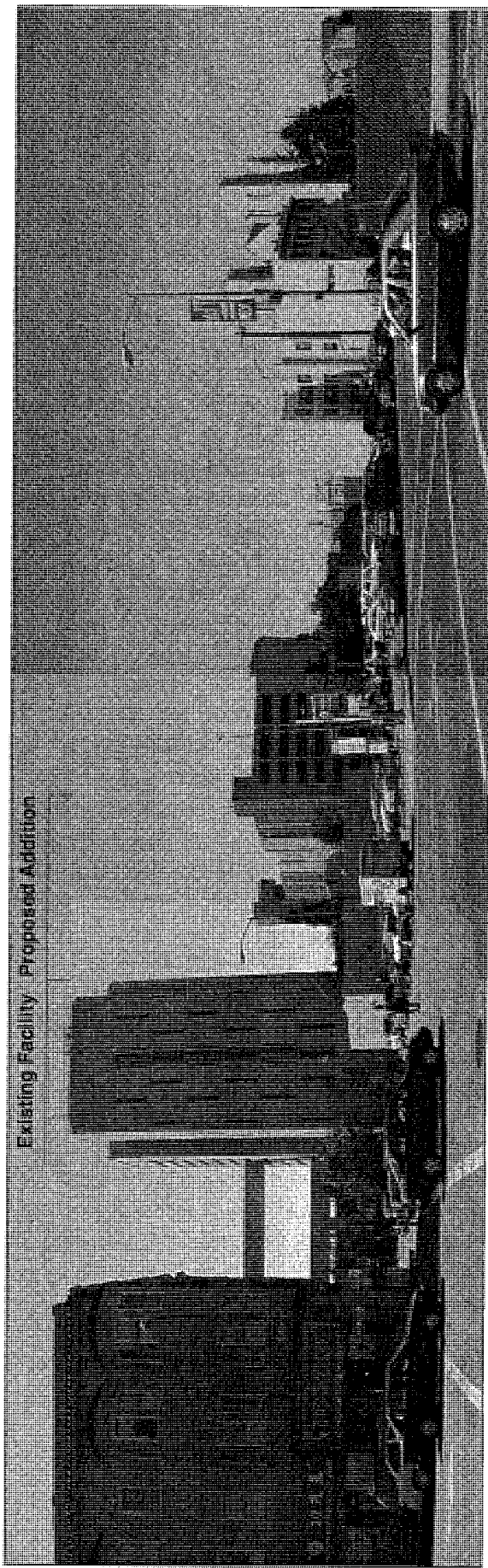


4b - 7th Street and MLK Jr. Way Looking Southeast

Figure 5.13
Glenn Dyer Site
Site Photos - 7th Street Views



SOURCE: Lamphier-Gregory



5a - 8th Street and Clay Street Looking Southwest

Figure 5.14
Glenn Dyer Site
Site Photo - Panorama



SOURCE: Lamphier-Gregory

Pardee / Swan Site

The Pardee/Swan Site is currently vacant. At the time of the photo survey, the site was primarily covered in exposed soil and sparse vegetation, generally dominated by a variety of non-native (mostly annual) grasses. Since then, the Port of Oakland has removed the vegetation and graded the site for development of its airport parking lot. A large United Parcel Service facility is located on the east side of the site, but other adjoining areas are either in resource protection uses or recreational uses.

The Pardee/Swan site is a flat to gently sloping parcel without distinguishing unique aesthetic features. It is located near Arrowhead Marsh, between the San Leandro Channel and Airport Channel. Between the southwestern border of the site and the edge of Airport Channel is an entry road to the Martin Luther King Jr. Regional Shoreline and picnic facilities sheltered by trees. On the northeastern boundary of the site is an existing Shoreline trail along the San Leandro Channel. The site is separated from the adjacent wetlands restoration area along the northwestern boundary by a short fence, and a paved trail is in place between that fence and the higher fence around the wetland restoration area. The vacant Project site is visible in the fore- and mid-ground from nearby shoreline trails and from the Martin Luther King Jr. Regional Shoreline to the northwest.

To the southeast are developed properties that present a typical business park visual setting, including light industrial and office buildings (up to three stories tall), as well as nighttime security lighting. Hangars and other structures associated with Oakland's North Field, and some of the larger aircraft on display outside the Western Aerospace Museum, are visible to the southwest of the Project site, across Doolittle Drive. Aircraft operating from the Oakland airport runways can be seen in the background when looking southwest from the Project site, and some of the larger buildings of downtown Oakland can be seen in the distance when looking northwest from the site. There are no scenic highways in the area.

A visual survey was conducted by Lamphier – Gregory to identify the visual qualities, characteristics and scenic resources of the Pardee/Swan area. The survey consisted of several visits in which the area was viewed while traveling by automobile and walking. Twelve representative photographs are included, taken from locations indicated in **Figure 5.15**. Copies of those photos are included in this chapter and numbered as **Figures 5.16 to 5.21**.

Figure 5.16 includes views from location 1a and 1b, illustrating views of the site from the intersection of Pardee Drive and Swan Way. Photo 1a shows a northward view of the currently graded and unpaved Project site at the intersection of Pardee Drive and Swan Way. The site is currently used by Port of Oakland employees for driving training for trailer truck drivers. A northwestward view of the site is visible in Photo 1b, wherein Swan Way is in the foreground and North Field buildings are visible in the background.

Figure 5.17 includes views from location 2a and 2b, illustrating the adjacent development at the intersection of Pardee Drive and Swan Way. A United Parcel Service (UPS) facility is adjacent to the Project site to the east and south.

Figure 5.18 includes views from location 3a and 3b, illustrating development along Swan Way near Doolittle Drive. A three-story business park that is located immediately south of the Project site is visible in Photo 3a and partly visible in Photo 3b. The southwesternmost part of the Project site is visible in the foreground of Photo 3a. Photo 3b also shows a portion of a Port of Oakland parking lot and Federal Express parking lot.

Figure 5.19 includes views from location 4a and 4b, illustrating a picnic area adjacent to the site, part of the East Bay Regional Park District's Martin Luther King Jr. Regional Shoreline Park. Photo 4a and 4b illustrate the parking lot, picnic area and open field near Airport Channel. The latter figure also shows several Oakland Airport North Field buildings in the background.

Figure 5.20 includes views from location 5a and 5b, illustrating the wetland restoration area of the Martin Luther King Jr. Regional Shoreline. Photo 5a illustrates a drainage ditch on the northern side of the Pardee/Swan site that runs east to west, just south of a pedestrian trail. A wetland restoration area within the park and immediately north of the Project site is shown in Photo 5b.

Figure 5.21 includes views from location 6a and 6b, illustrating the public trail along the site's eastern boundary. Photo 6a and 6b were taken from the easternmost point of the Project site. The first picture shows a northward view of San Leandro Channel, a pedestrian walkway that connects Hegenberger Road with Martin Luther King Jr. Regional Shoreline, and the Edgewater Business Park. The second picture was taken from the same location facing west toward the Pardee/Swan site.

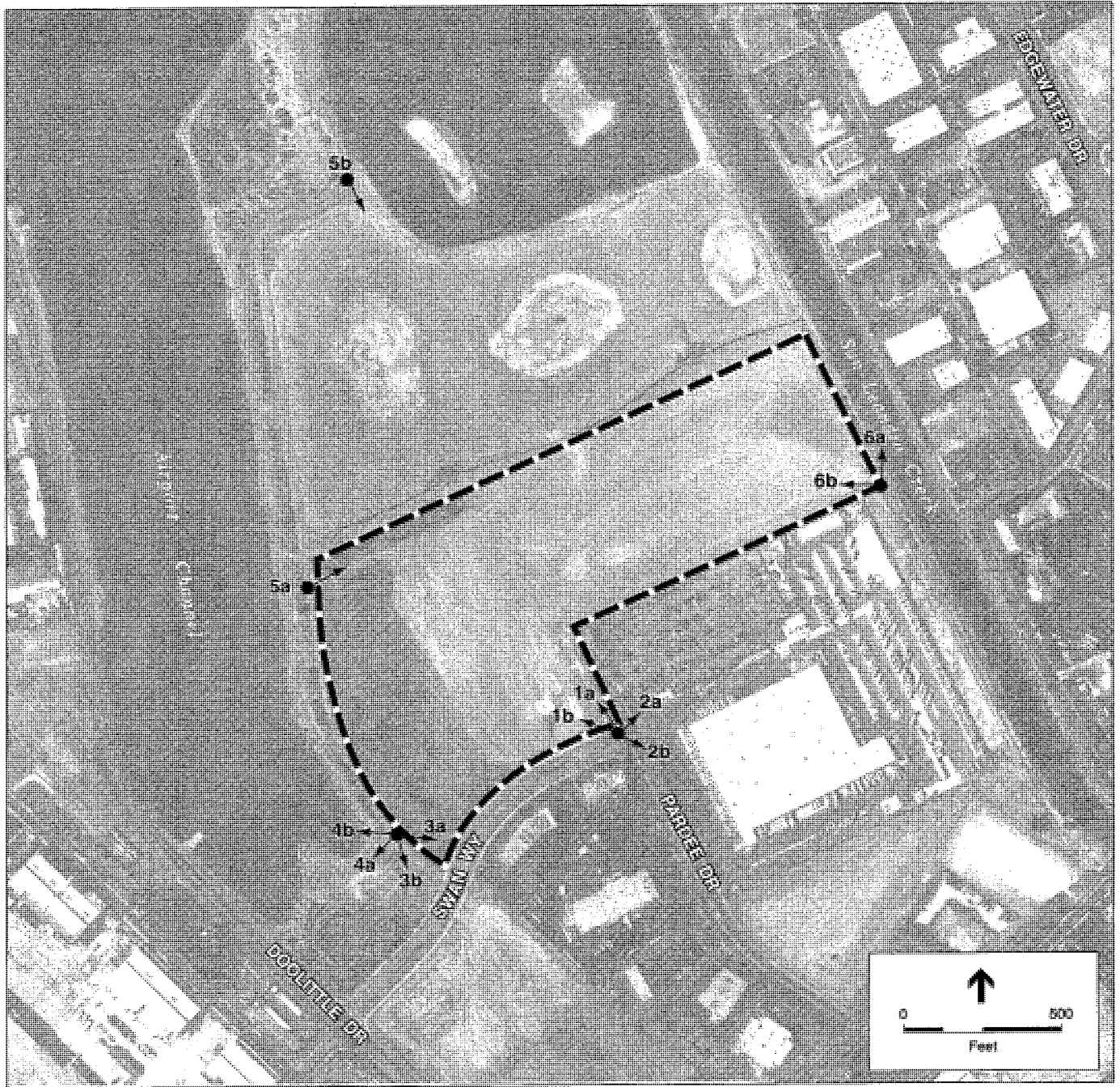


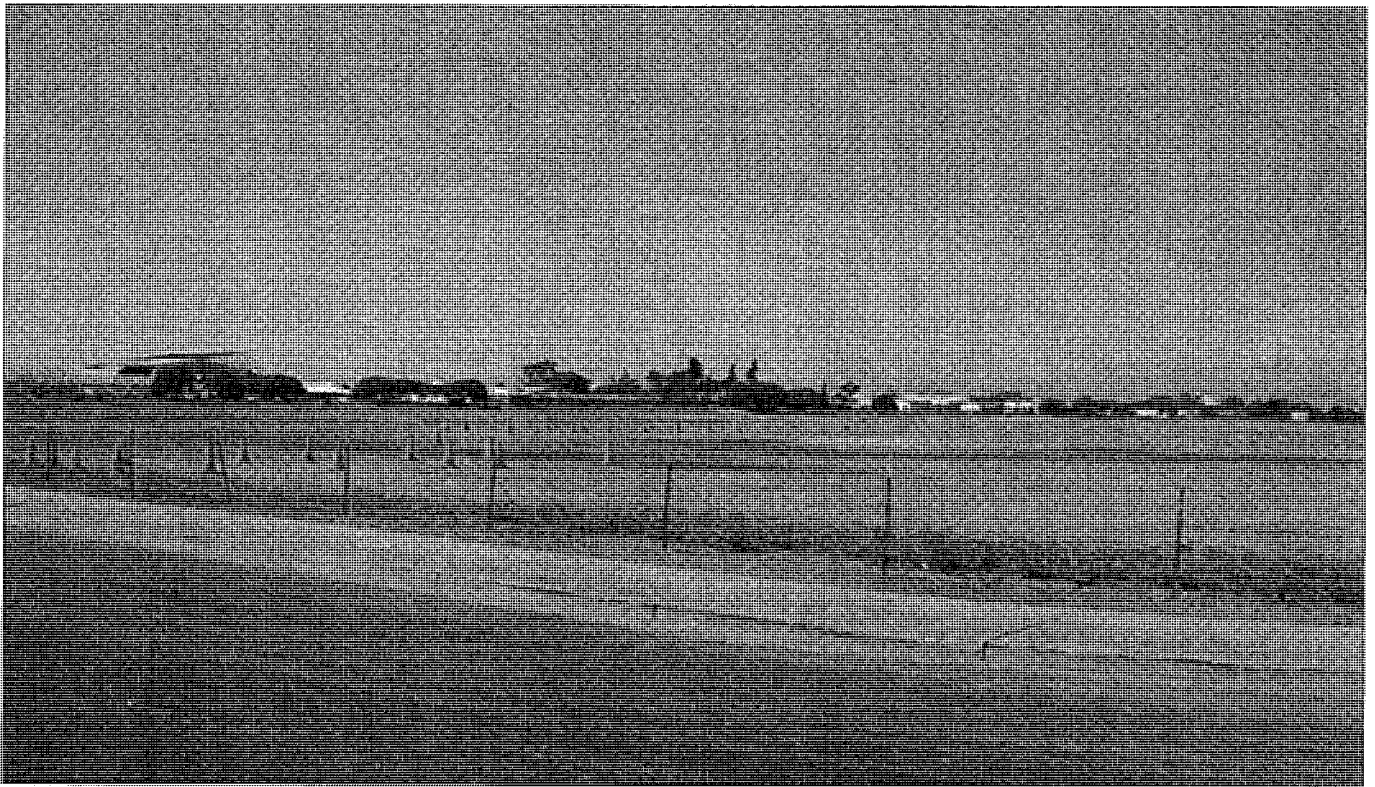
Figure 5.15
Pardee/Swan Site
Photo Locations



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



1a - Pardee/Swan Site Looking North from Intersection

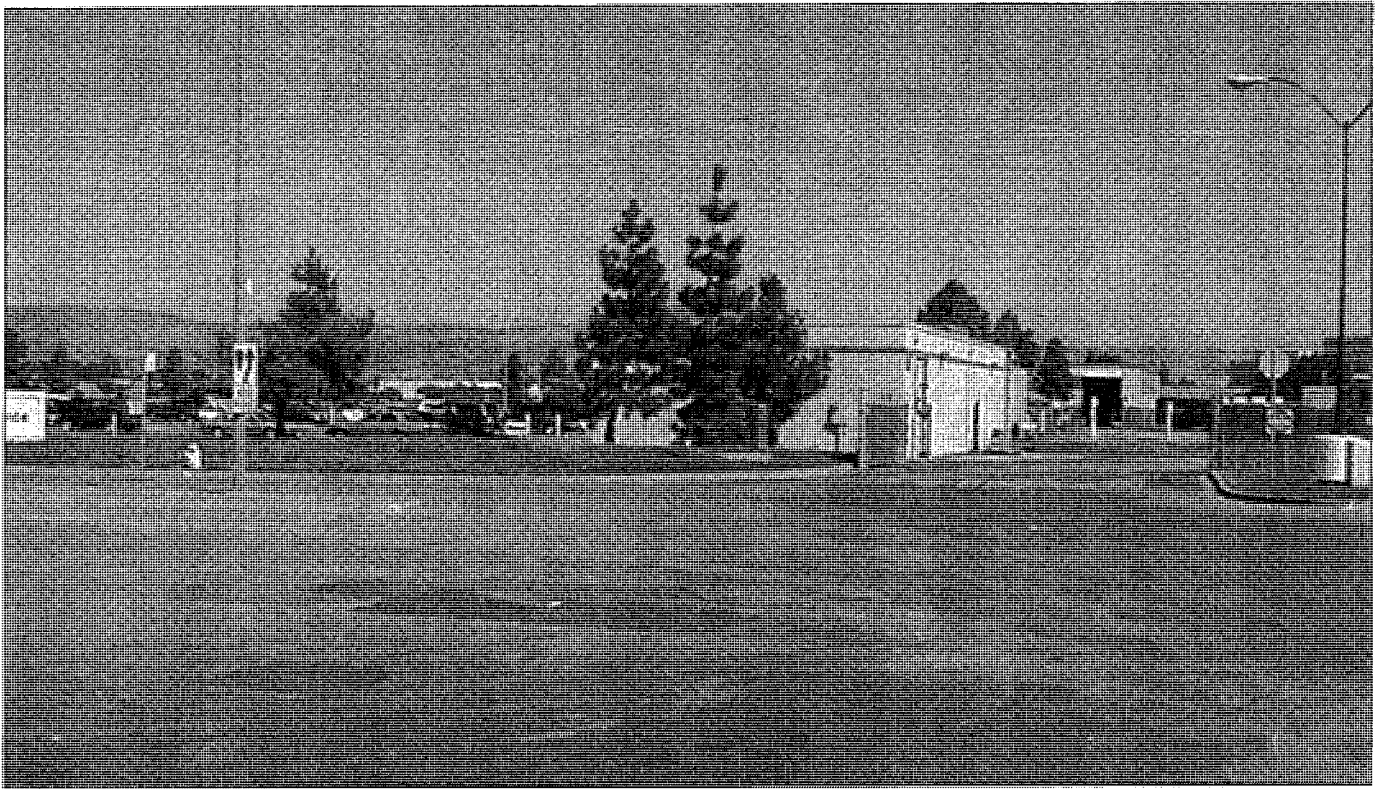


1b - Pardee/Swan Site Looking West from Intersection

Figure 5.16
Pardee/Swan Site
Site Photos - Site Overview



SOURCE: Lamphier-Gregory



2a - UPS Customer Service Area

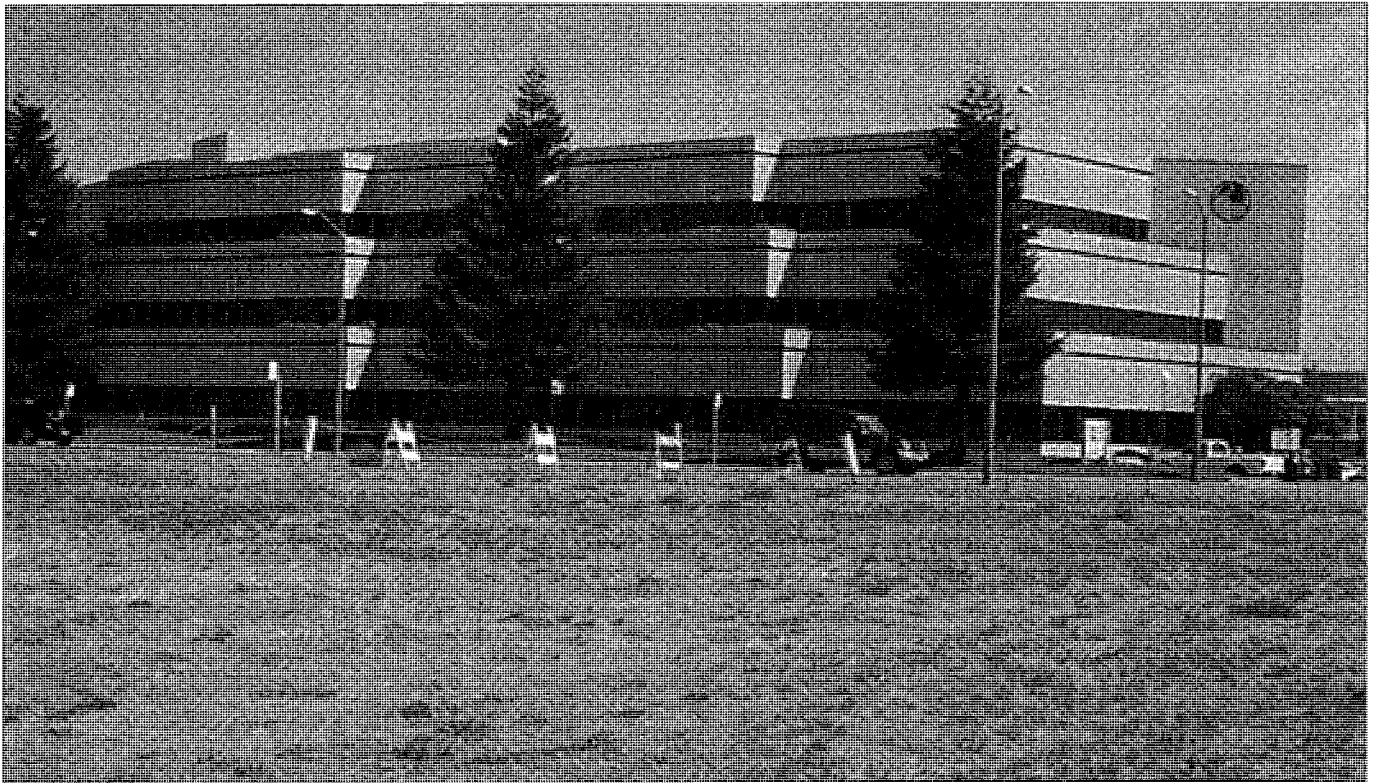


2b - UPS Shipping/Distribution Center

Figure 5.17
Pardee/Swan Site
Site Photos - UPS Facility



SOURCE: Lamphier-Gregory



3a - Business Park Building, Swan Way

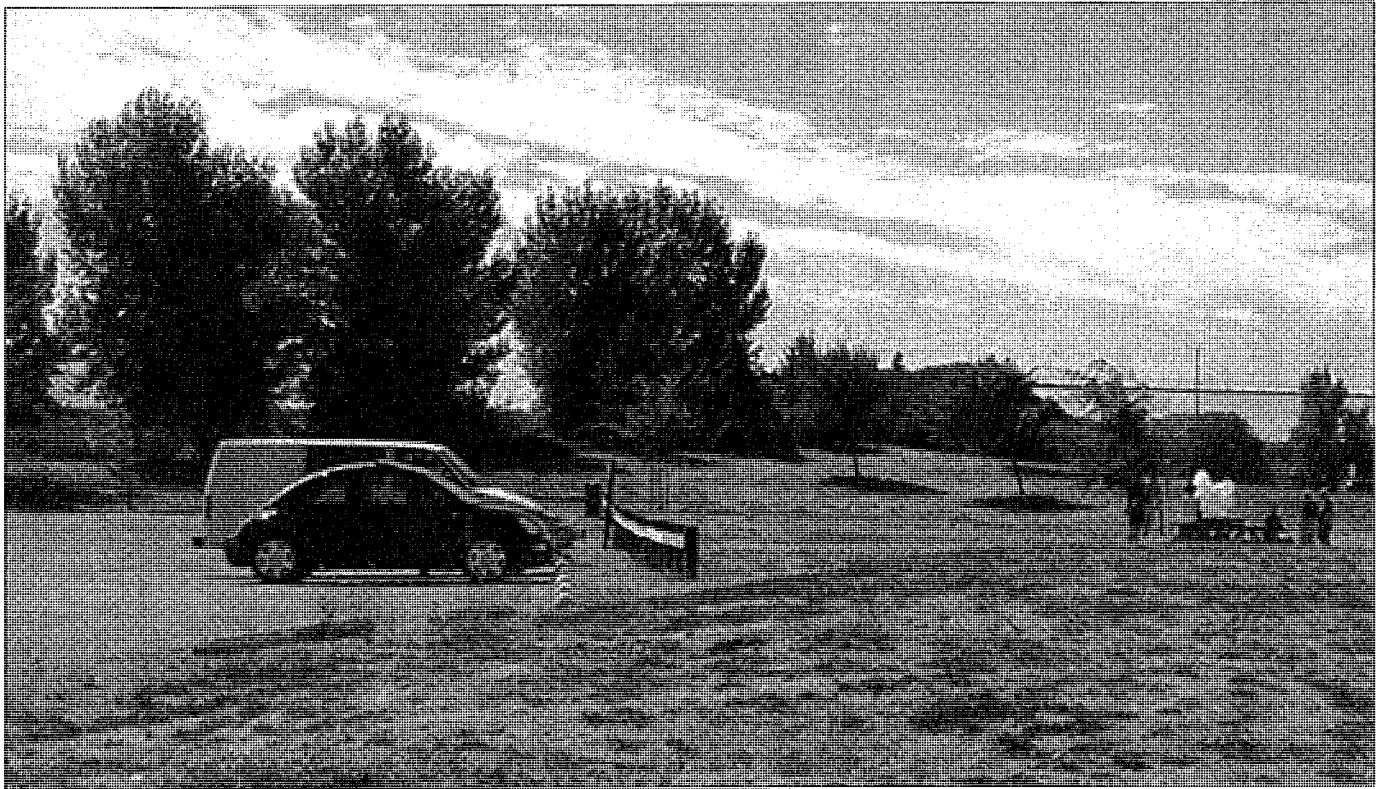


3b - Business Park, FedEx Parking, and Port Employee Parking

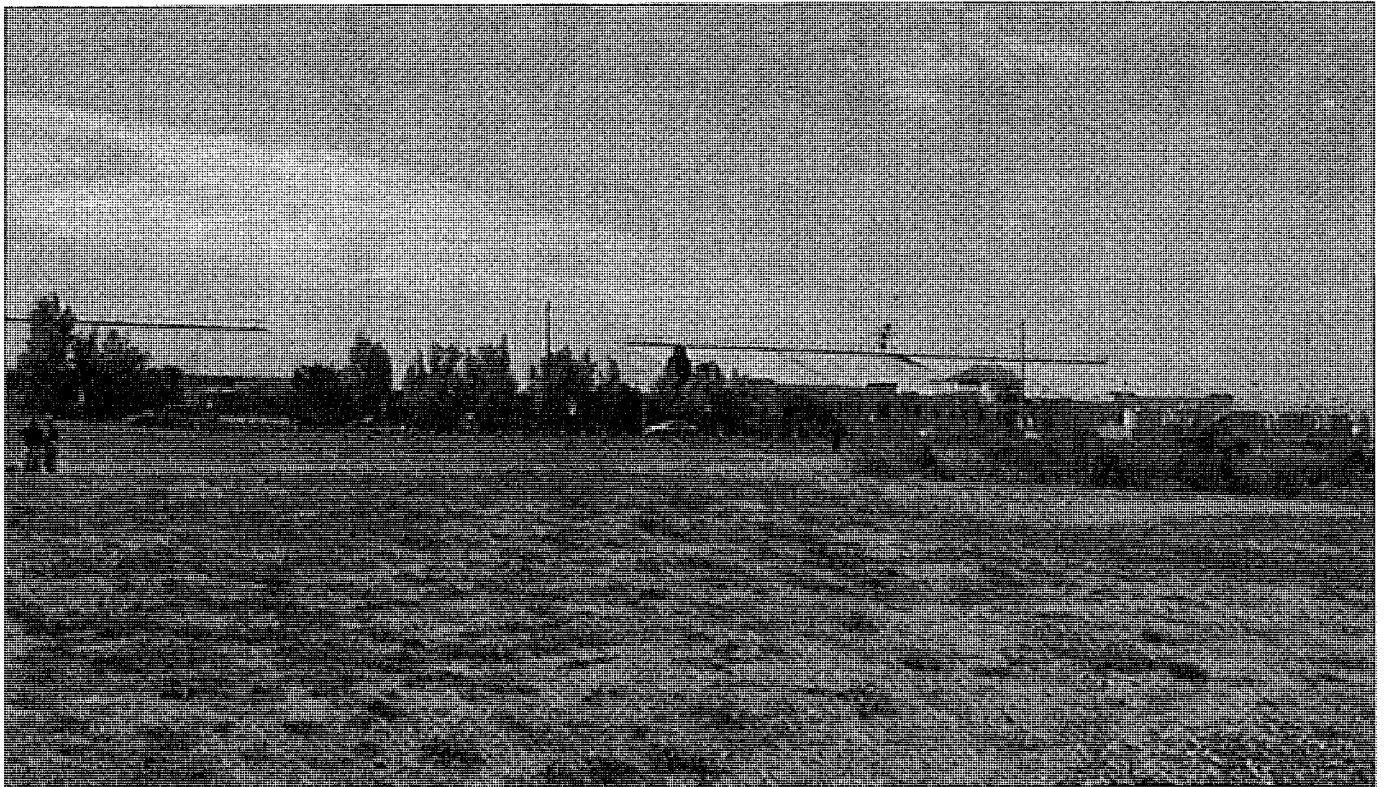
Figure 5.18
Pardee/Swan Site
Site Photos - Business Park



SOURCE: Lamphier-Gregory



4a - EBRPD Picnic Area at Entrance to MLK Shoreline

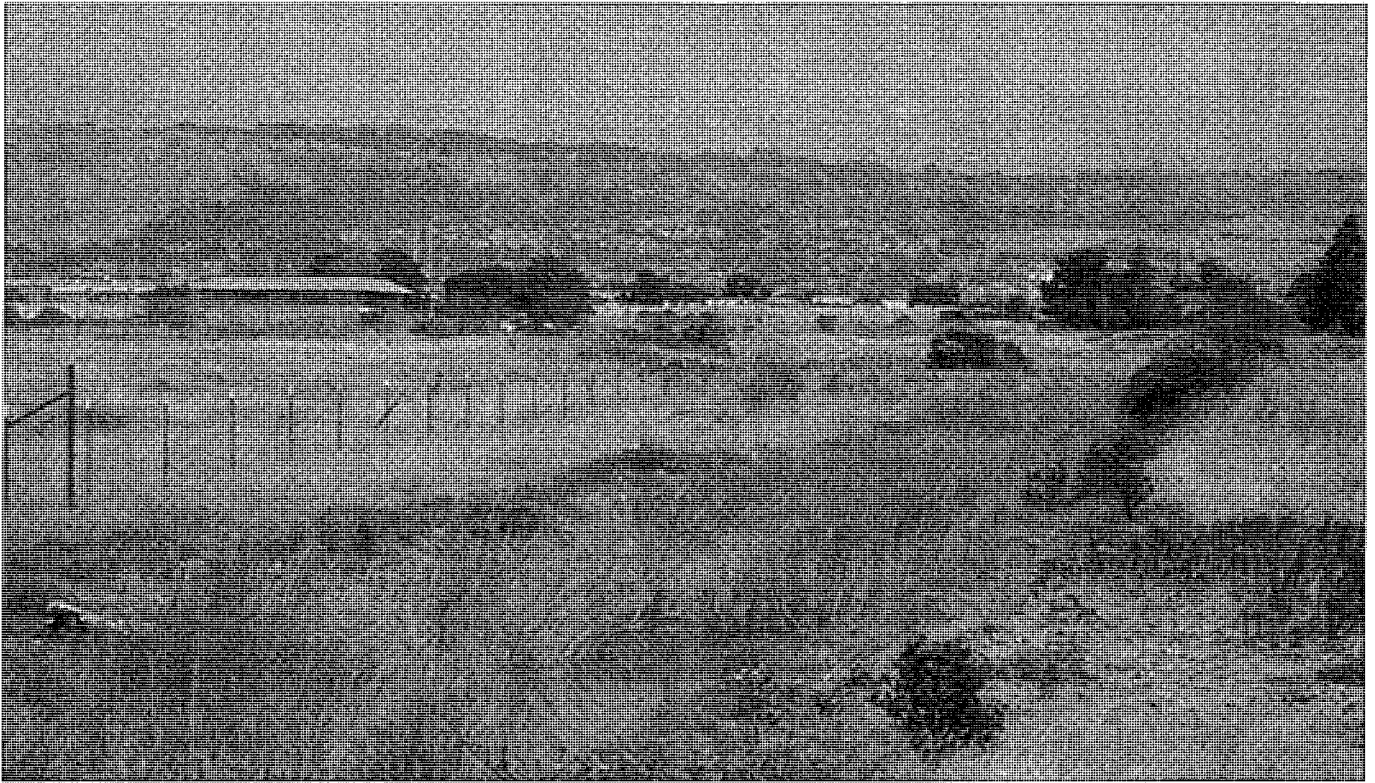


4b - EBRPD Picnic Area at Entrance to MLK Shoreline with North Field in Background

Figure 5.19
Pardee/Swan Site
Site Photos - Shoreline Park



SOURCE: Lamphier-Gregory



5a - Drainage Ditch On Site, Pedestrian Trail Part of Shoreline Park



5b - Wetlands Restoration in EBRPD Shoreline Park

Figure 5.20
Pardee/Swan Site
Site Photos - Wetlands Areas



SOURCE: Lamphier-Gregory



6a - Edgewater Business Park, San Leandro Channel, Trail that connects Hegenberger Road to Shoreline Park



6b - View to West Across Site from San Leandro Creek Shoreline Trail

Figure 5.21
Pardee/Swan Site
Site Photos - San Leandro Channel



SOURCE: Lamphier-Gregory

East County Government Center

The East County Government Center Site is a rectangular site in an area referred to in the East Dublin Specific Plan as County Center. The 40-acre site is situated at the northern terminus of Hacienda Drive, it is bounded by Gleason Drive along its southern border, on the west by Arnold Road, to the north by Broder Boulevard, and along the east by Madigan Avenue. Present site features include a landscaped berm measuring 20 to 30 feet in height and occupying the northern third of the parcel and a 1.5-acre storm water retention basin at the southwestern corner.

Existing government facilities adjacent to the development include the Santa Rita Rehabilitation Center and Firearms training facility north of the site and behind the berm. To the east lies the Heavy Equipment Maintenance Building, the Sheriff's Academy, the California Highway Patrol, the SPCA the Tri-Valley Animal Shelter and other similar government uses. The U.S. Army Reserves Camp Parks training facility is situated to the north and west of the site and the Federal Correctional Institution to the west. A City of Dublin fire station is planned along Madigan Avenue just north of the existing Highway Patrol facility.

Suburban mixed-use areas occur south of the proposed development as well. Among these are an industrial business park extending southwest from the corner of Hacienda and Gleason, while a single-family residential development extends southeast from the same intersection. There are similar residential uses farther east of this area plus various commercial developments approximately one-mile south along the 580 freeway at the Tassajara Road and Hacienda Boulevard interchanges.

A visual survey was conducted by Lamphier – Gregory to identify the visual qualities, characteristics and scenic resources of the East County Government Center area. The survey consisted of several visits in which the area was viewed while traveling by automobile and walking. Fourteen representative photographs are included, taken from locations indicated in **Figure 5.22**. Copies of those photos are included in this chapter and numbered as **Figures 5.23** to **5.29**.

Figure 5.23 includes views from locations 1a and 1b, illustrating residential development along Hacienda Drive. Photo 1a is a northeast-facing view of the intersection of Hacienda Drive and Dublin Boulevard. Photo 1b is a picture of single-family residences near the East County Government Center site, within the Summerglenn neighborhood.

Figure 5.24 includes views from locations 2a and 2b, illustrating existing commercial development near the site and a distant view of the site from Hacienda Drive. A northwest facing view of the intersection of Hacienda and Summerglenn is visible in Photo 2a, while a view of Hacienda Drive to the north from the same location is shown in Photo 2b.

Figure 5.25 includes views from locations 3a and 3b, illustrating closer views of the site from Hacienda Drive. The view from the intersection of Gleason Drive and Hacienda Drive facing northwest is shown in Photo 2a, while a northward view is shown in Photo 2b. In the latter figure, the vacant site and existing berm are visible in the middleground.

Figure 5.26 includes views from location 4a and 4b, illustrating some of the other government facilities in the area. Photo 4a shows the County's Heavy Equipment Repair Building in the background and the California Highway Patrol offices in the middleground, with the East County Government Center to the left. Photo 4b shows the Alameda County Office of Emergency Services building, which is located north of the site along Border Blvd., near the eastern end of the project site.

Figure 5.27 includes views from location 5a and 5b, illustrating the existing Santa Rita Jail along Broder Blvd. The entrance to the Alameda County jail at Santa Rita, which is located immediately north of the East County Government Center site, is shown in Photo 5a. A view of the Jail's inmate housing facilities is shown in Photo 5b.

Figure 5.28 provides views of the local federal facilities. The Federal Correctional Institution located immediately northwest of the site is shown in Photo 6a. Photo 6b shows a picture of the Camp Parks military facility that is located west of the site across from Arnold Road. The Pleasanton ridgeline is visible in the background, and a portion of the East County Government Center site is visible in the foreground.

Figure 5.29 provides views to the south from a vantagepoint on top of the existing berm at the East County Government Center site. Photo 7a was taken facing south toward the business park across Gleason Drive along the western half of the site, and higher density office development near the I-580 freeway. On the eastern side of the project site, looking south, residences located across Gleason Drive are visible, as is a California Highway Patrol facility on the left side of Photo 7b.

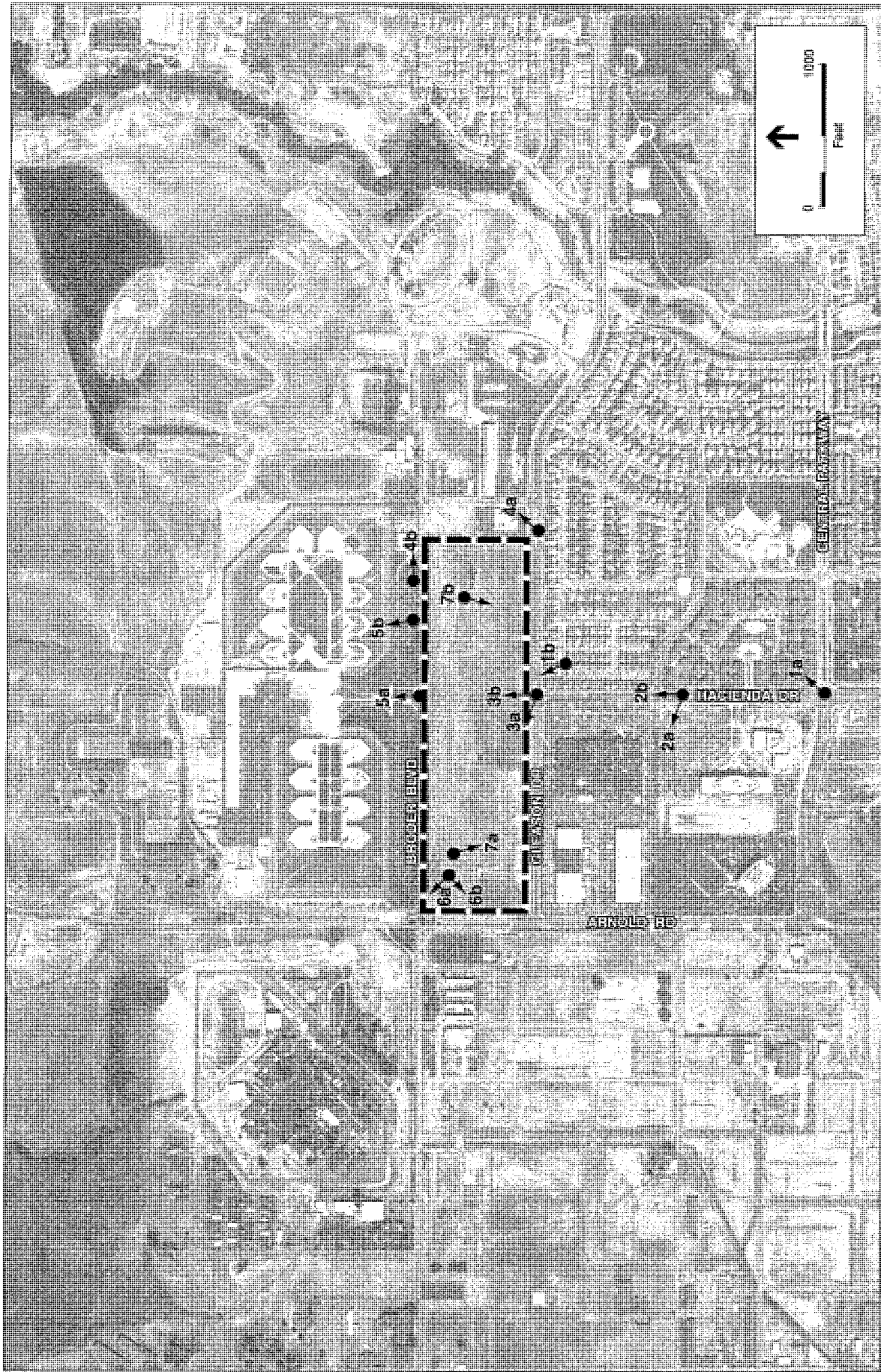


Figure 5.22
 East County Government Center Site
 Photo Locations



SOURCE: Lamphier-Gregory
 Aerial Photo: Pacific Aerial Surveys



1a - Apartments along Hacienda Drive

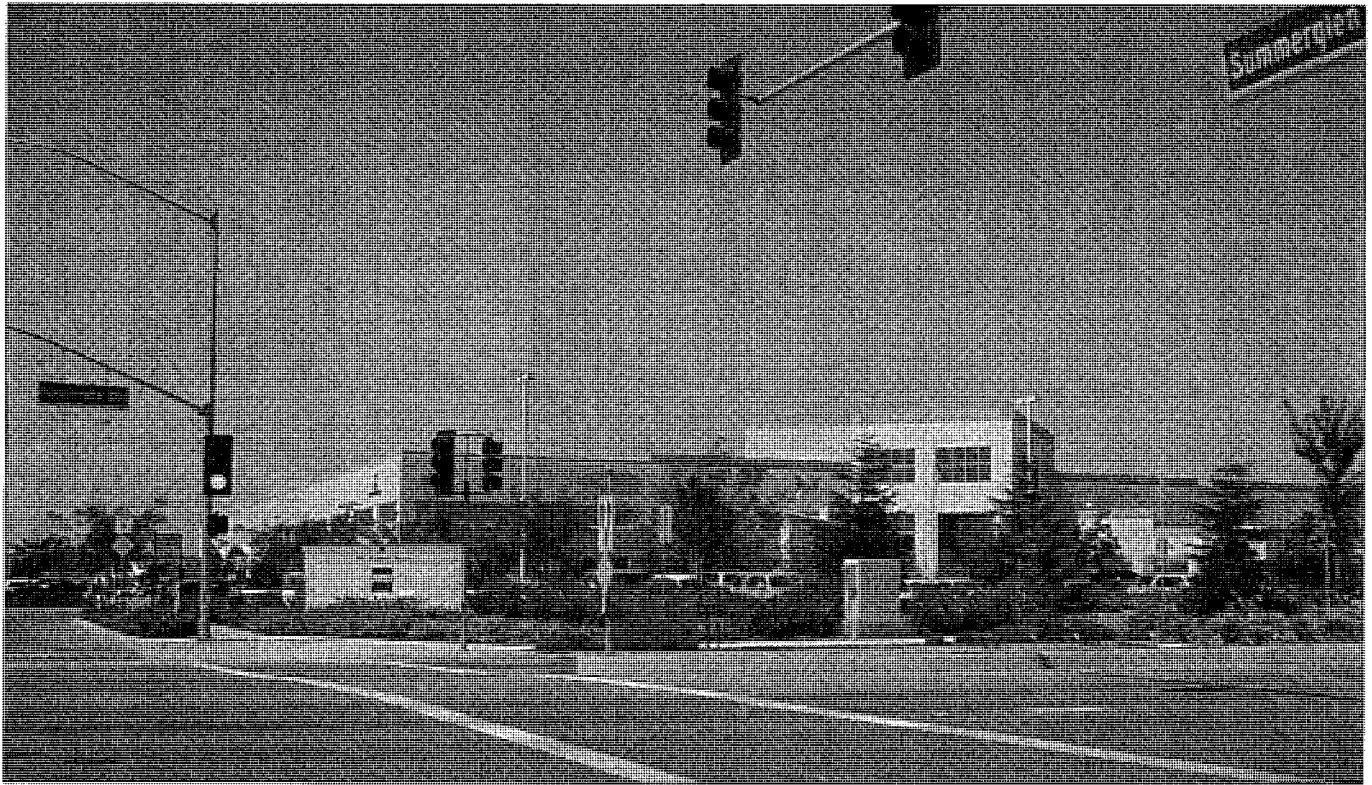


1b - Houses near Gleason Drive

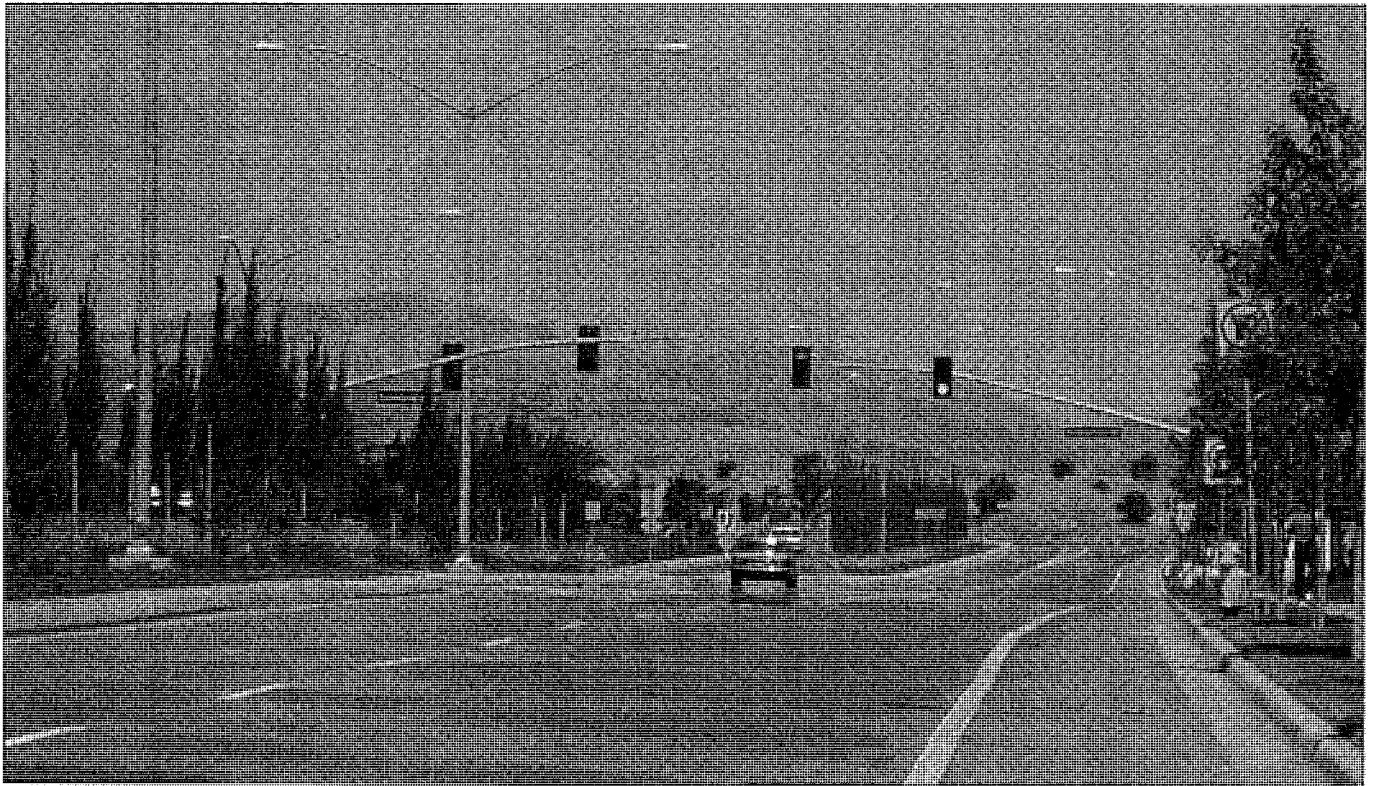
Figure 5.23
East County Government Center Site
Nearby Residential Uses



SOURCE: Lamphier-Gregory



2a - Light Industrial/Commercial Development along Hacienda Drive

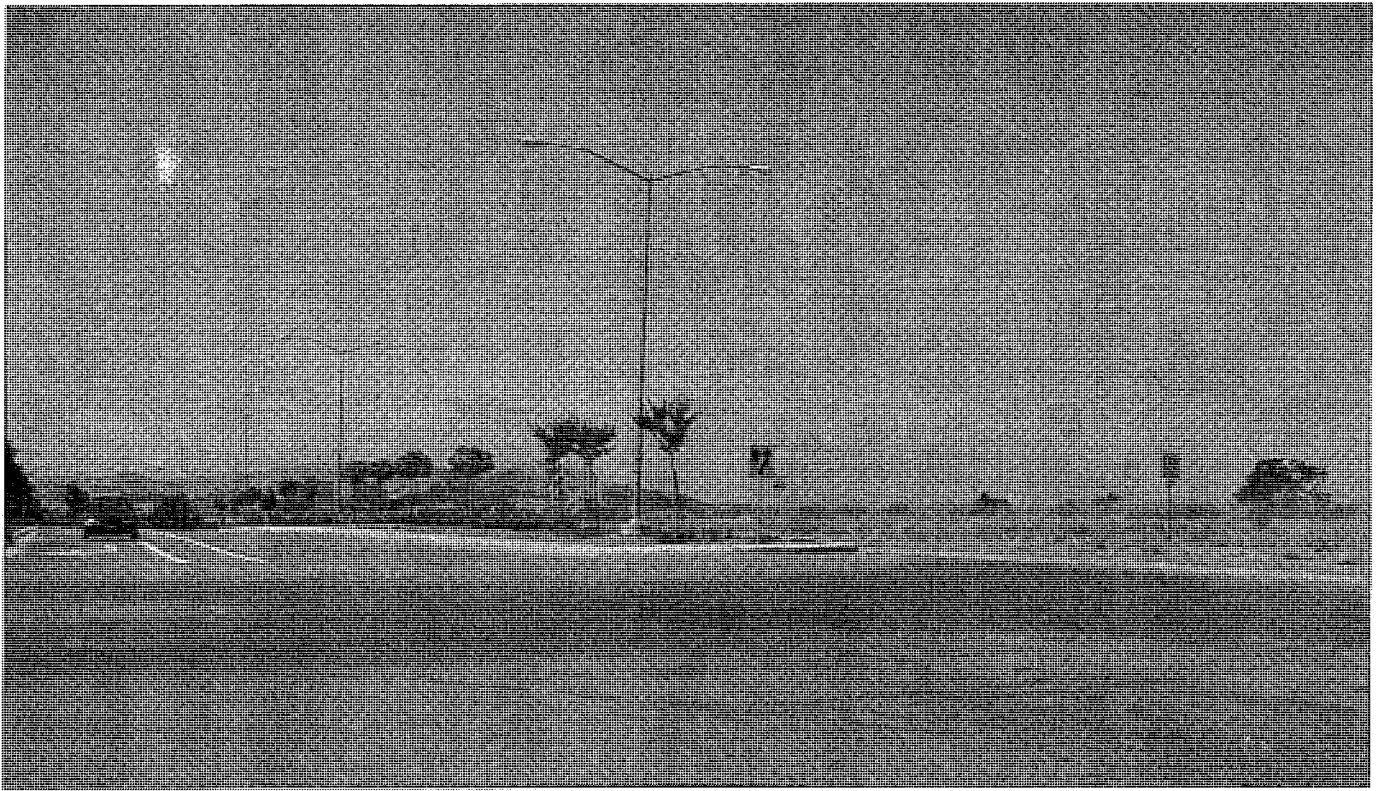


2b - Hacienda Drive Looking North toward Site

Figure 5.24
East County Government Center Site
Hacienda Drive



SOURCE: Lamphier-Gregory



3a - Gleason Drive Looking West from Hacienda Drive

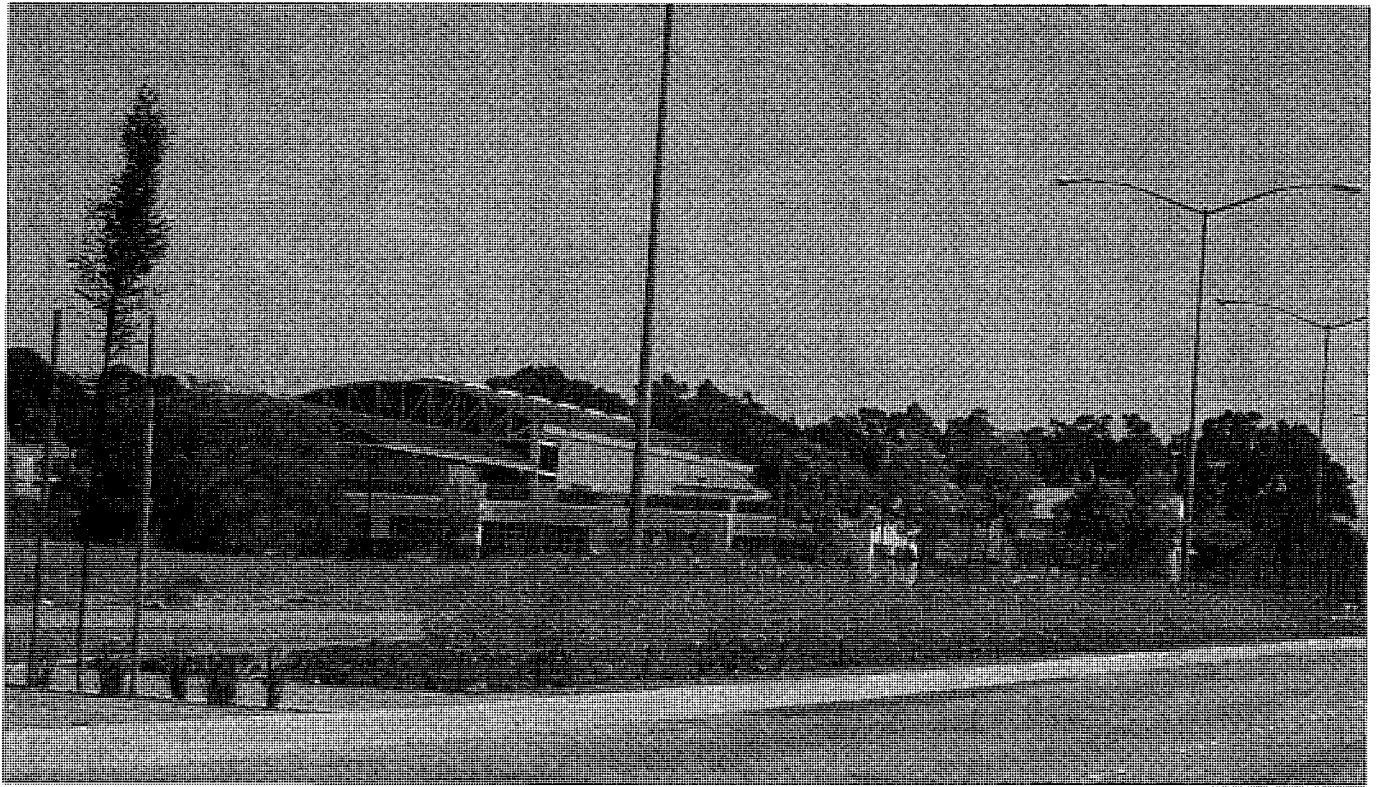


3b - Project Site at Gleason Drive/Hacienda Drive Intersection

Figure 5.25
East County Government Center Site
Gleason Drive



SOURCE: Lamphier-Gregory



4a - County Maintenance Facility at Gleason Drive/Madigan Avenue

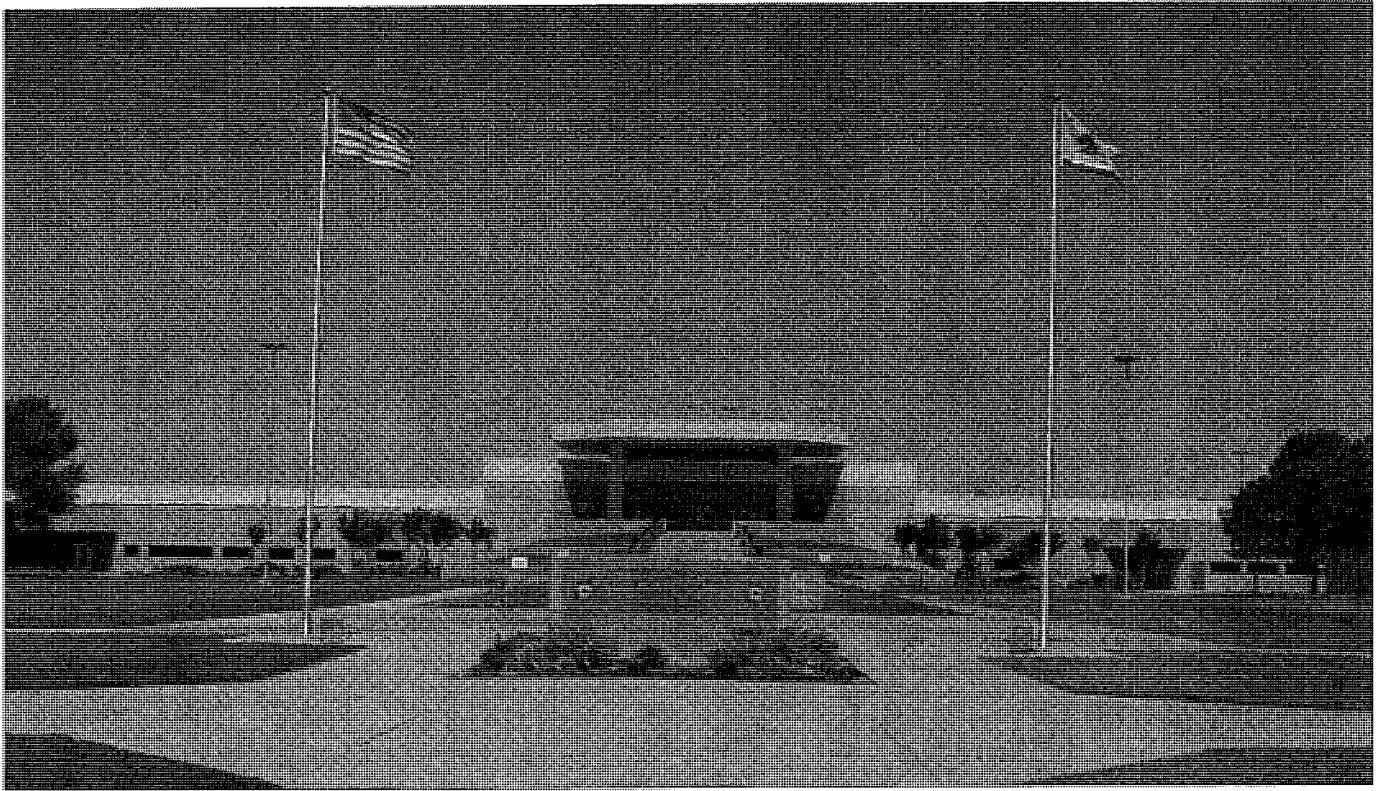


4b - Office of Emergency Services Building along Broder Boulevard

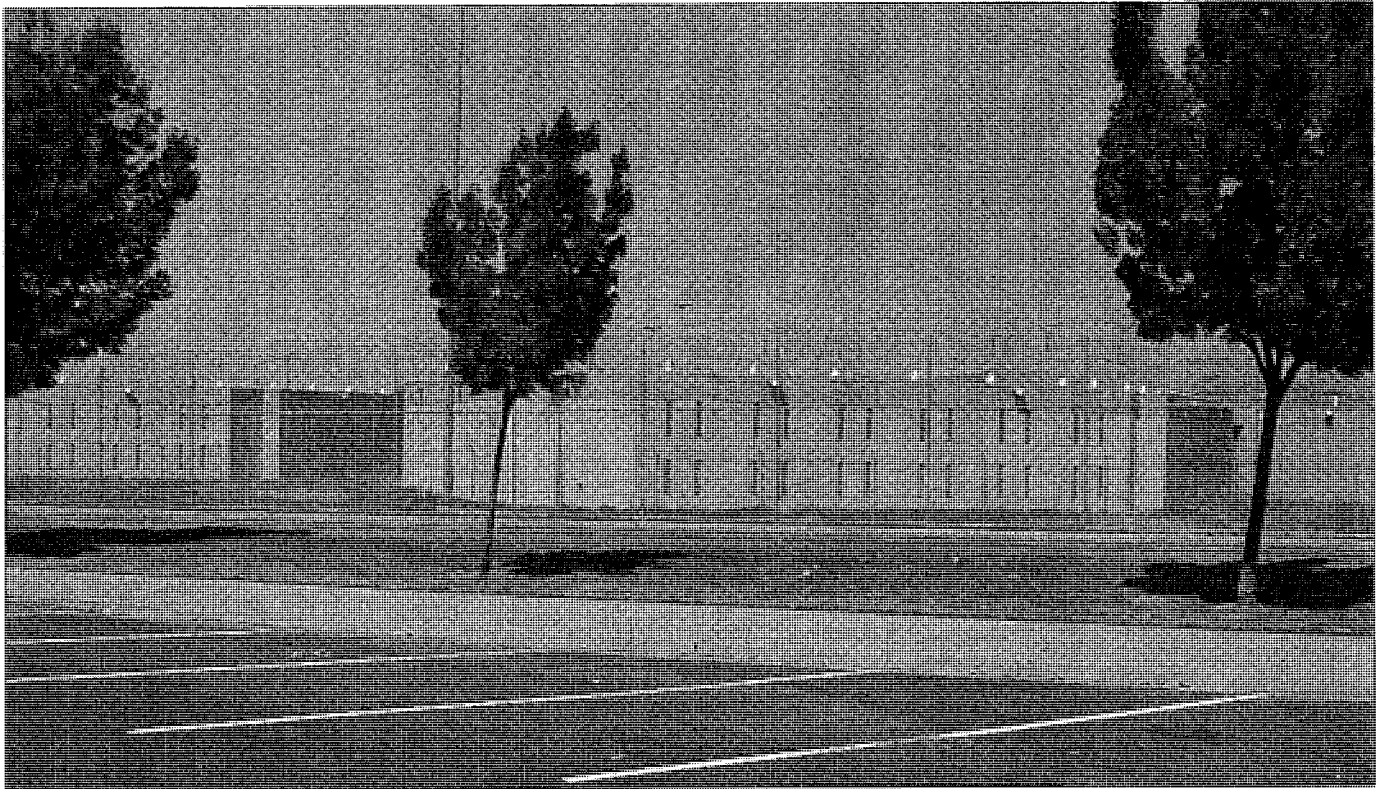
Figure 5.26
East County Government Center Site
Other County Facilities



SOURCE: Lamphier-Gregory



5a - Santa Rita Jail - Main Entrance along Broder Boulevard

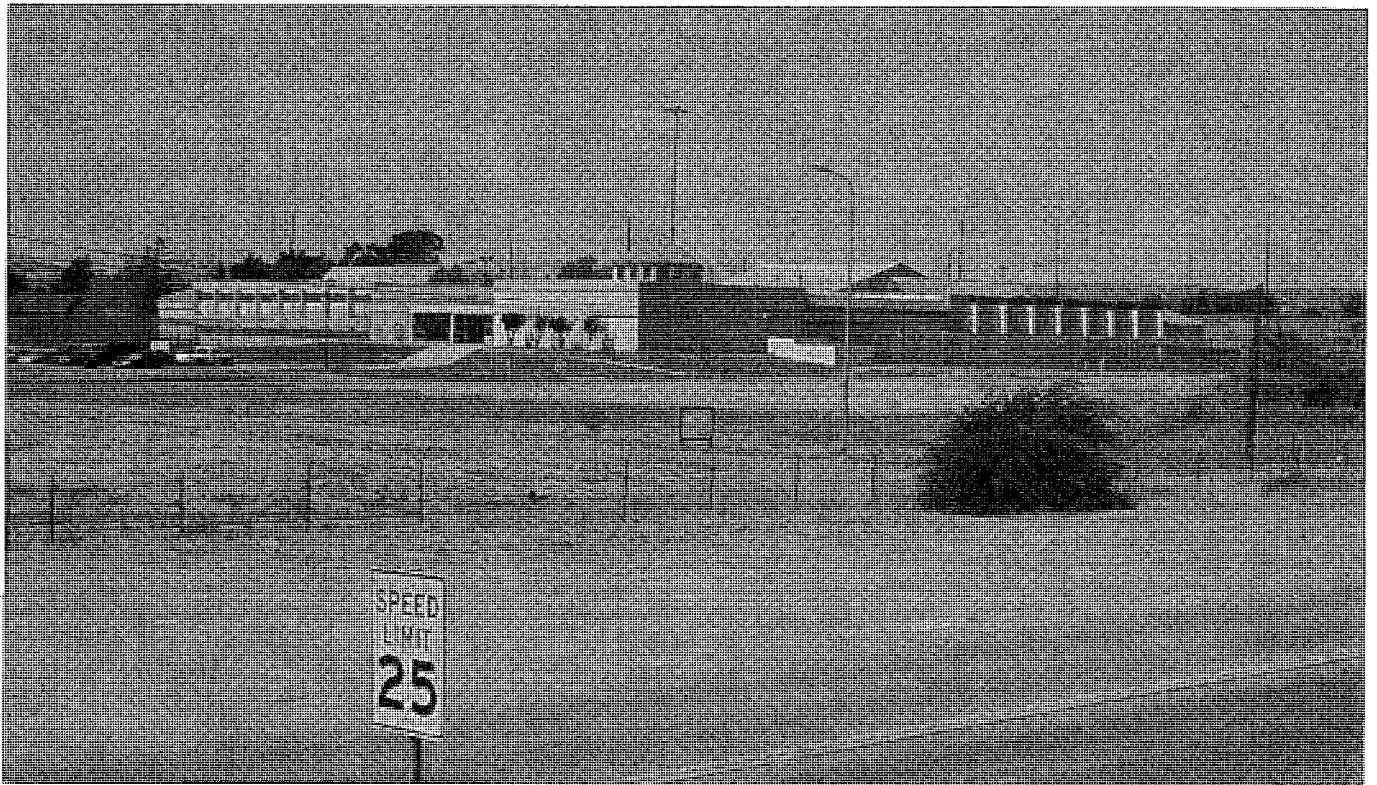


5b - Santa Rita Jail, View from Parking Lot

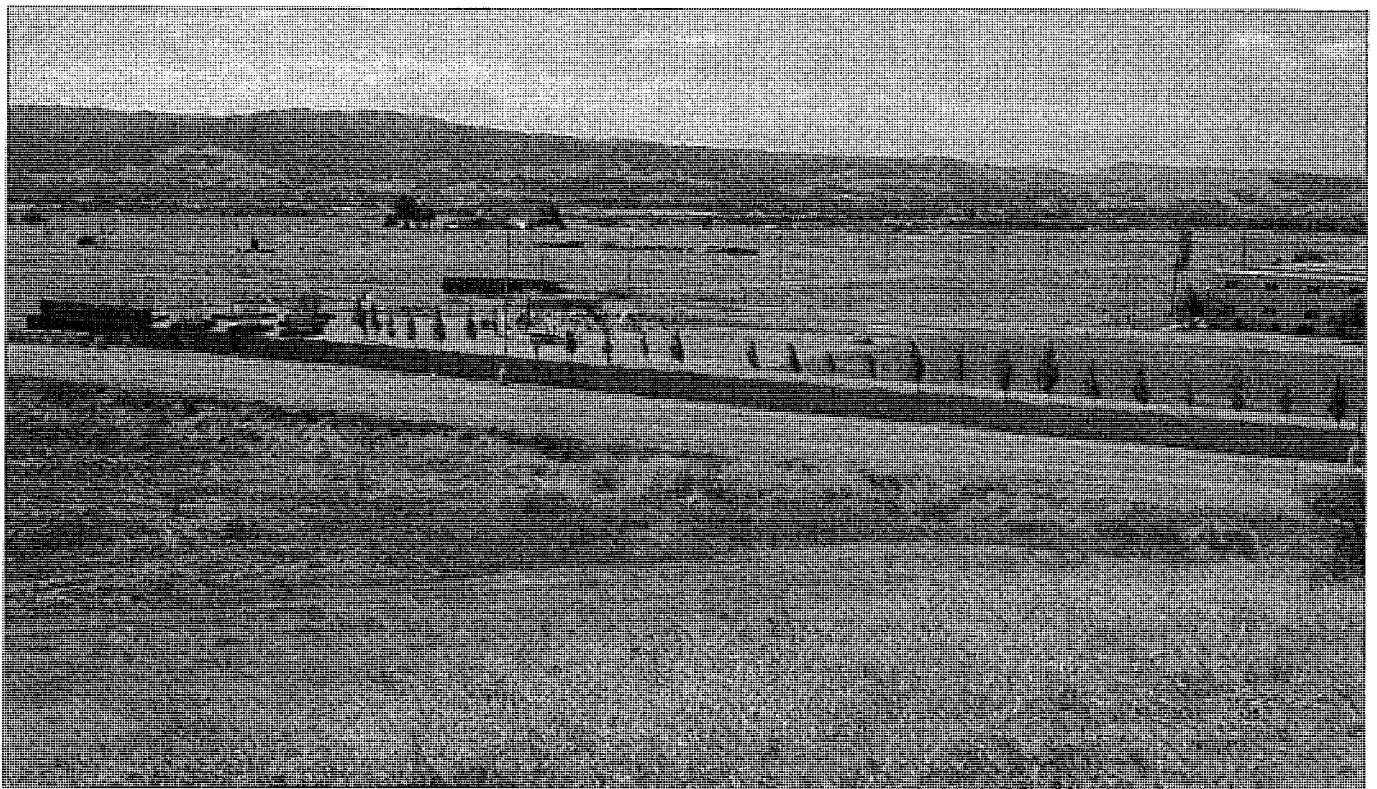
Figure 5.27
East County Government Center Site
Santa Rita Jail



SOURCE: Lamphier-Gregory



6a - Federal Correctional institution west of Arnold Drive



6b - Camp Parks, Dublin, and Pleasanton across Arnold Drive

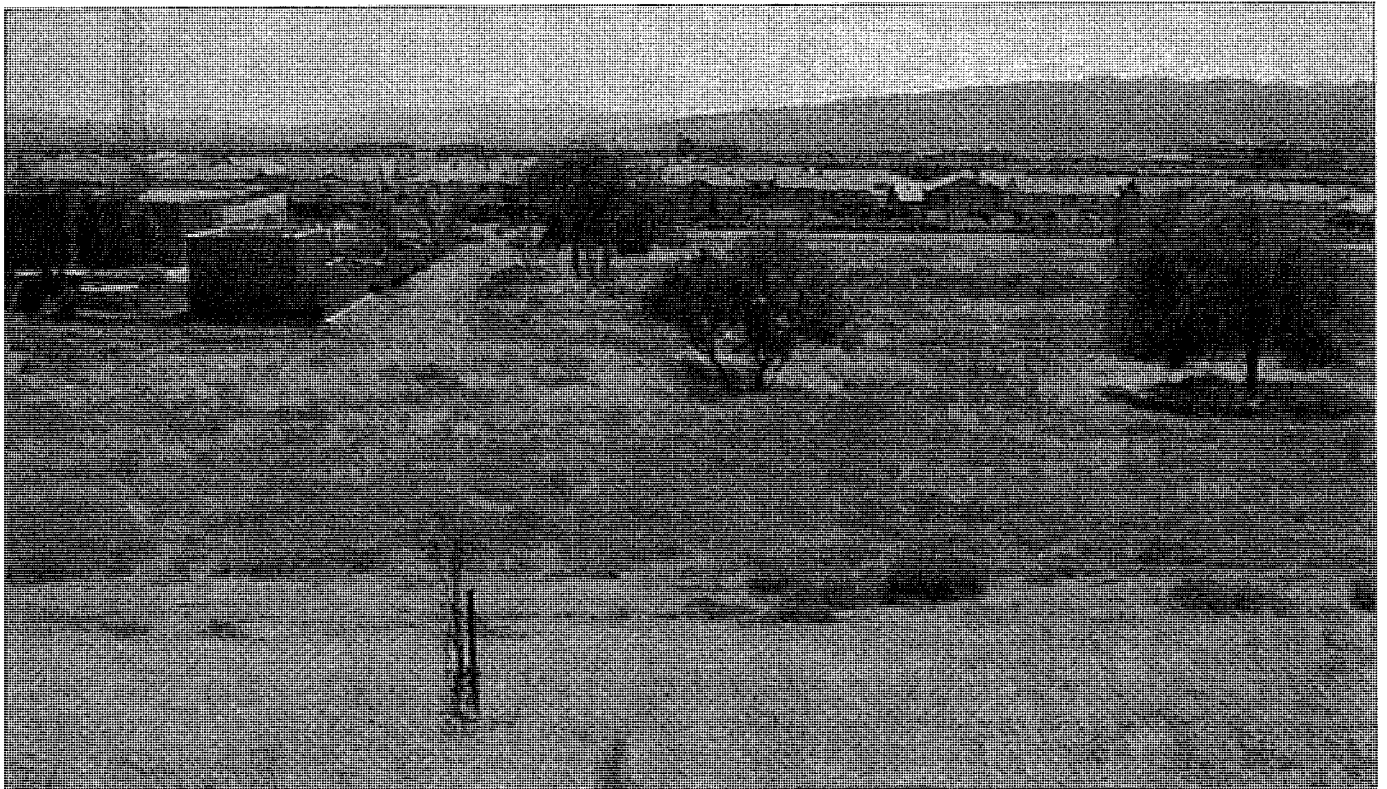
Figure 5.28
East County Government Center Site
Federal Facilities



SOURCE: Lamphier-Gregory



7a - Light Industrial/Business Park along Gleason Drive



7b - CHP Offices and Residential Uses across Gleason Drive

Figure 5.29
East County Government Center Site
Development along Gleason Drive



SOURCE: Lamphier-Gregory

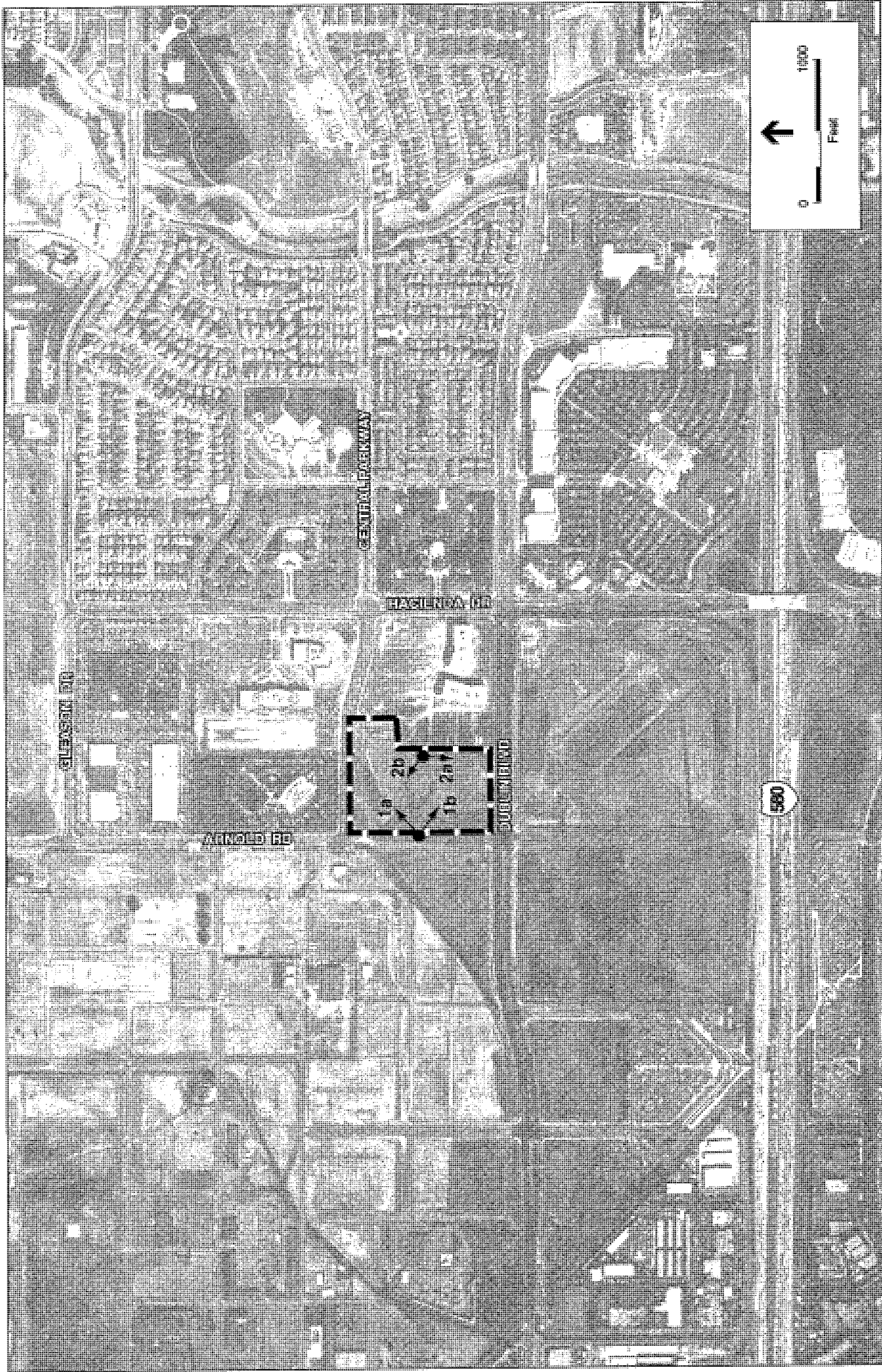
Site 15A

Site 15A is located within the western portion of the Eastern Dublin Specific Plan area of the City of Dublin. More specifically, the proposed site is bounded by Central Parkway on the north, the Sybase Headquarters Complex to the east, Arnold Road to the west and Dublin Boulevard to the south.

A visual survey was conducted by Lamphier – Gregory to identify the visual qualities, characteristics and scenic resources of the Site 15A area. The survey consisted of several visits in which the area was viewed while traveling by automobile and walking. Four representative photographs are included, taken from locations indicated in **Figure 5.30**. Copies of those photos are included in this chapter in **Figures 5.31** and **5.32**.

Figure 5.31 includes Photo 1a and 1b, illustrating local commercial development. Photo 1a shows a northward view of Site 15A along Arnold Road, with the Microdental facility in the background. Photo 1b shows the Project site in the foreground, with the Sybase headquarters building in the background.

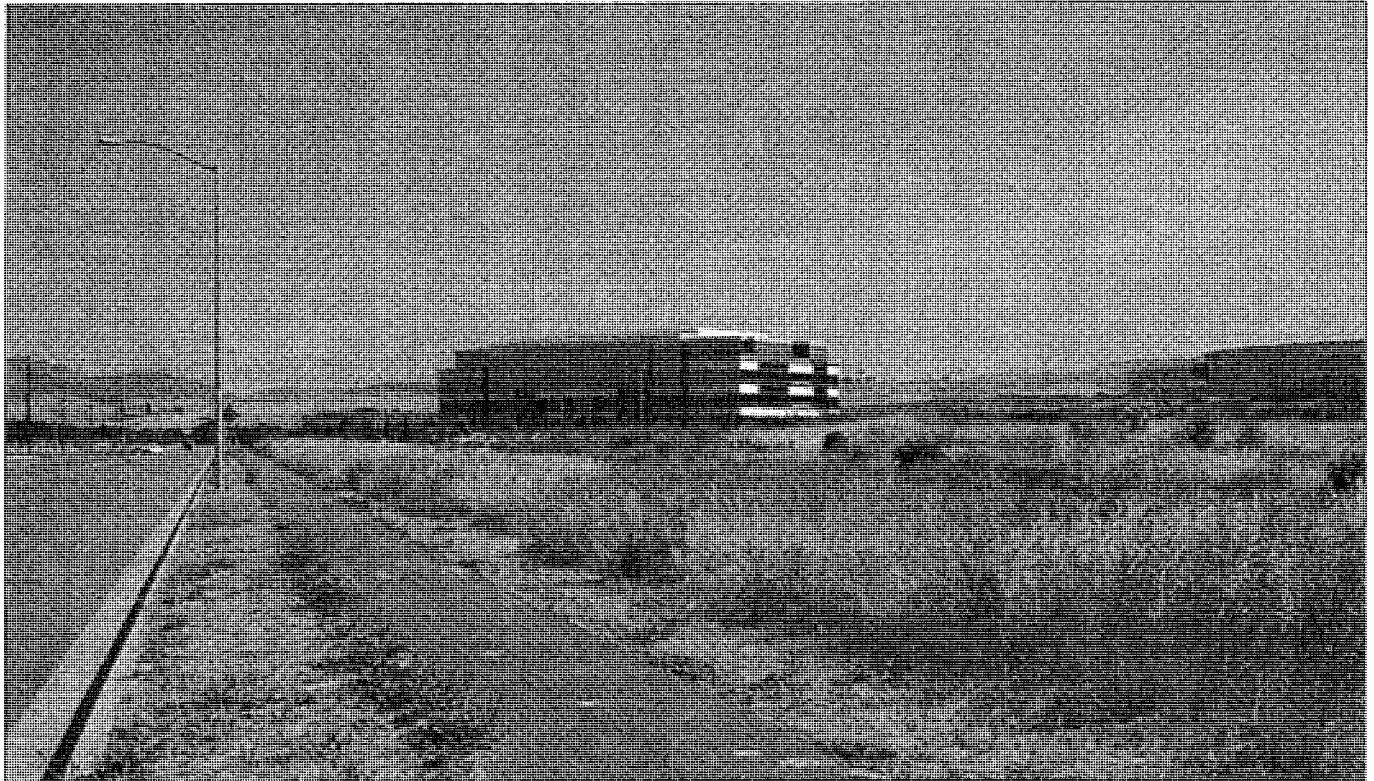
Figure 5.32 includes Photo 2a and 2b, illustrating the large tracts of vacant land in the area. A southward view of Site 15A is shown in Photo 2a. The site, additional County land, and a portion of Interstate 580 form the foreground and middleground, and a group of office buildings south of I-580 are visible in the background. Photo 2b includes the project site in the foreground, and the U.S. Army Reserve's Parks training facility in the background.



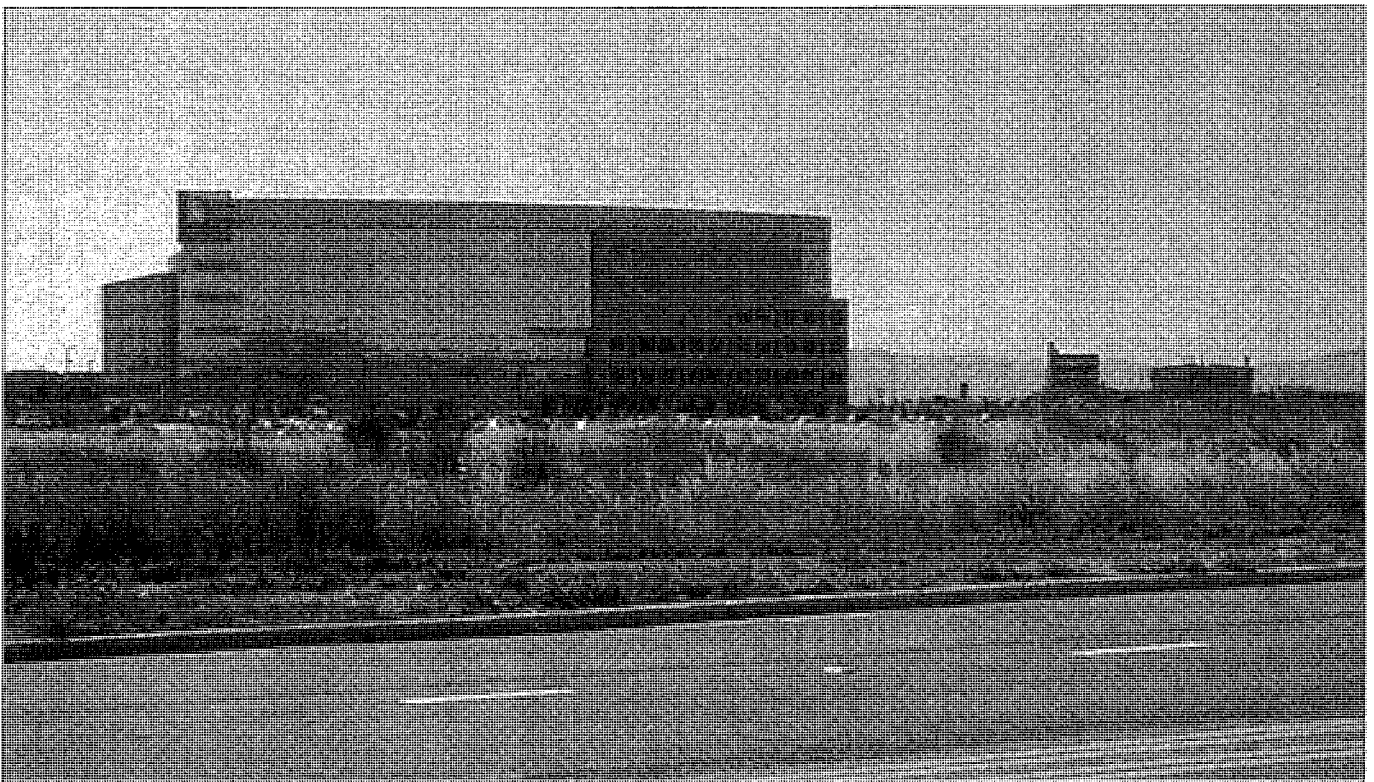
SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



Figure 5.30
Site 15A
Photo Locations



1a - Microdental, from Arnold/Dublin Blvd Looking North across Site 15A

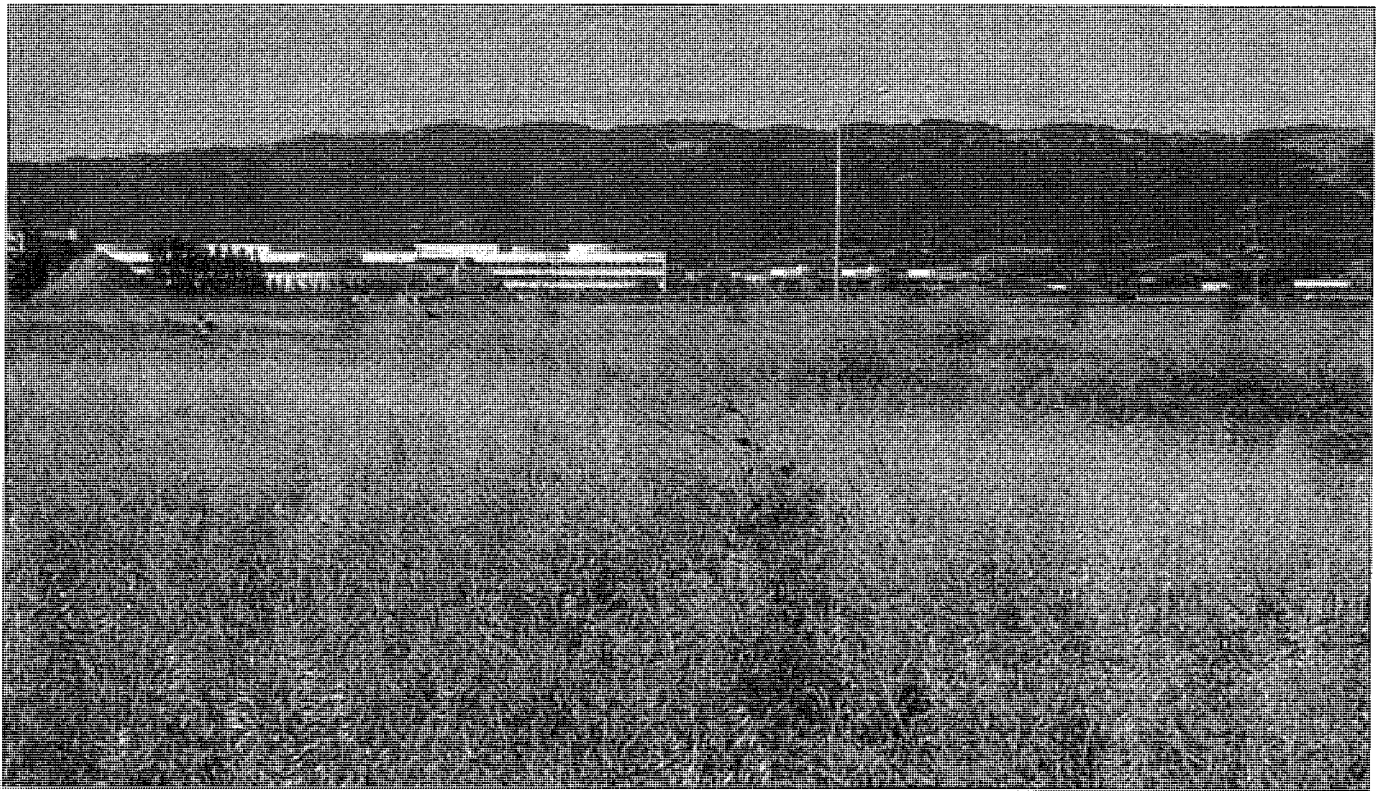


1b - Eastward View of Sybase Headquarters

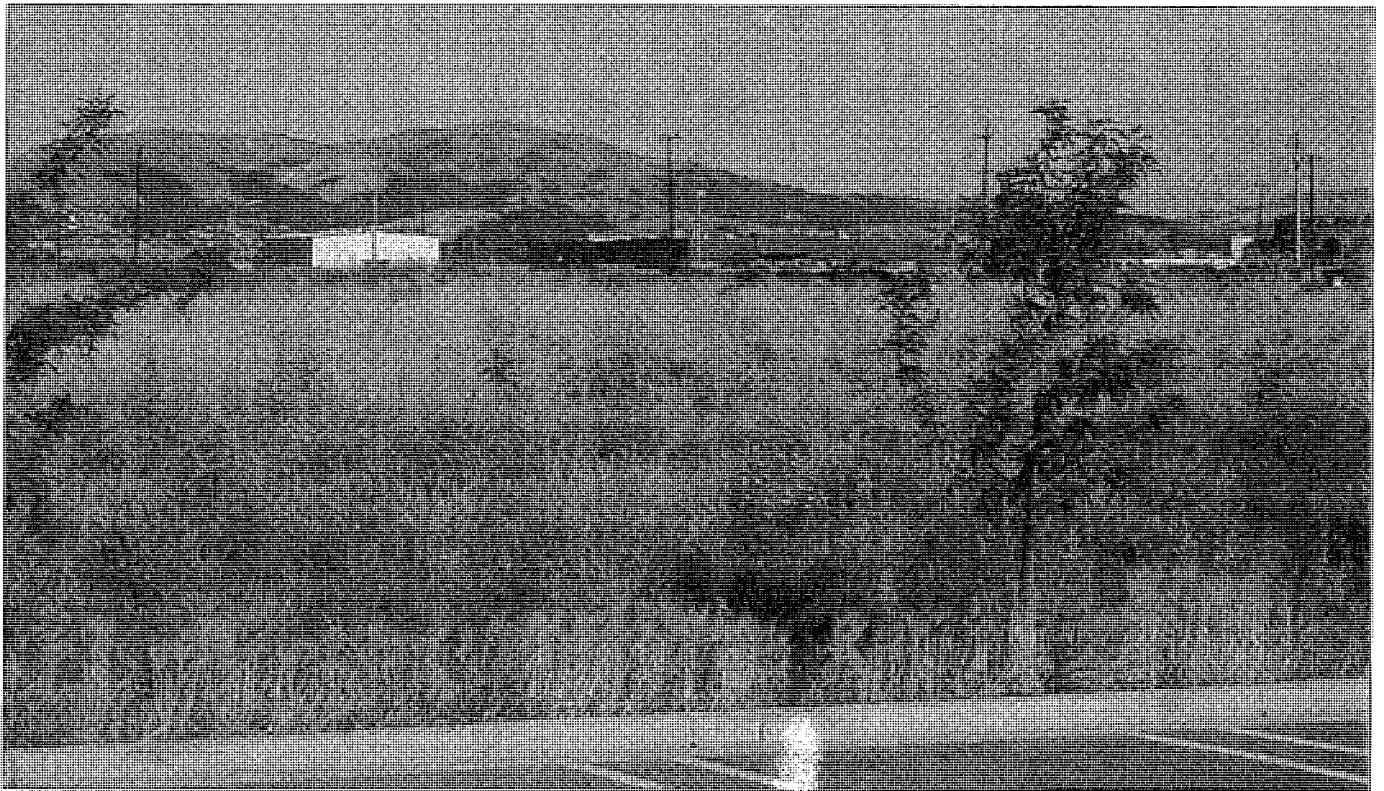
Figure 5.31
Site 15A
Site Photos - Adjacent Office Buildings



SOURCE: Lamphier-Gregory



2a - View Southward across Site 15A to I-580 and Hacienda Business Park



2b - From Sybase Lot Looking West across Site 15A to Camp Parks RFTA and Pleasanton Ridge

Figure 5.32
Site 15A
Site Photos - Views of Site



SOURCE: Lamphier-Gregory

5.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

The Project would have a significant environmental impact if it were to result in:

- A substantial adverse effect on a scenic vista.
- Substantial damage to scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway.
- Substantial degradation in the existing visual character or quality of the site and its surroundings.
- Creation of a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

IMPACTS AND MITIGATION MEASURES

IMPACT 5.1: Substantial degradation in the existing visual character or quality of the site and its surroundings.

Impact 5.1.1: No Action/No Project

NO IMPACT. On-going operation of the existing Juvenile Hall in San Leandro would not result in a substantial change in the visual character of the site or its surrounding area.

Impact 5.1.2: Existing San Leandro Property

LESS THAN SIGNIFICANT. A new Juvenile Justice Facility at the Existing San Leandro Property site would present a less than significant change in the visual character of the area. The immediately adjacent site is already used for a juvenile hall and associated buildings. A new Juvenile Justice Facility would not look substantially different than the existing facility and would not substantially degrade the site or its surroundings.

Impact 5.1.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT. This alternative would entail the addition of a ninth floor above the eight-story portion of the existing Glenn Dyer Detention Facility, demolition and removal of the existing two-story portion of the Glenn Dyer Detention Facility building, and replacing the two-story portion with a new, ten-story structure containing the sally-port, recreation yards, a gymnasium and roof-top mechanical equipment. This new construction would significantly alter the exterior appearance of the existing building. It would increase the bulk of the structure by approximately 150 percent, and increase the height of the overall structure by 2 levels (or approximately 25 percent). Given the existing visual character of the site within the context of

downtown Oakland, this change would not be significantly visually degrading to the site or its surroundings.

Impact 5.1.4: Pardee/Swan Site

LESS THAN SIGNIFICANT. Development of the Pardee/Swan Site with a new Juvenile Justice Facility would be visually compatible and consistent with the adjacent United Parcel Service facility and other commercial structures in the adjacent portions of the Oakland Airport Business Park. The Juvenile Justice Facility would generally be somewhat taller than the UPS facility, but not as tall as the three-story office building located across from this site at 80 Swan Way. However, this development would represent a major visual shift from the site's current open character. While not visually incompatible with adjoining resource protection and recreation uses nor substantially visually degrading to the site or its surroundings, development of a Juvenile Justice Facility at the site would represent more of a contrast with the appearance of the adjoining open space than does the current undeveloped site.

Impact 5.1.5: East County Government Center

LESS THAN SIGNIFICANT. Project development would result in construction of several large multi-story buildings that would be substantially different in height and bulk, but designed so as not to substantially degrade the site or its surroundings, including the existing residential uses along Gleason Drive. Alameda County's project architects have developed an alternative master plan concept for this site referred to as the "Master Plan Concept A". This master plan concept provides programmatic elements of the project, as described below:

- The Juvenile Justice Facility, consisting of approximately 425,000 to 465,000 square feet of space, would be located on the westernmost corner of the site along Gleason Drive, Broder Blvd., and Arnold Road. This would place it farthest from the existing nearby residential development. It would be visually screened from the residential areas by constructing it on a pad approximately level with Gleason Drive, and then building up landscaped berms along the Gleason Drive frontage. Designed as a combination of planted landscaping and hardscape/art in the manner of a linear park, the berm would provide a visual accent along Gleason Drive. Taken together, these juxtapositions, grading devices and berms would maximize screening of the existing detention facility, accommodate service and detainee traffic out of site of the rest of the community, and generally de-emphasize the new Juvenile Justice Facility vis-à-vis the surrounding community.
- The East County Hall of Justice is anticipated in the East Dublin Specific Plan. Encompassing approximately 195,000 square feet with 13 adult courts, it would be located on the north central portion of the site. Sitting atop a gradually rising slope 12 to 14 feet above Gleason, it would be oriented on axis with Hacienda Drive. The berm, which would run along virtually the entire length of the site along Gleason Drive, would be interrupted at the point where Hacienda Drive intersects the site to provide both visibility and access to the East County Hall of Justice from the south.

- The Juvenile Justice Facility would have its main entrance and public functions at the western end of the site, separate from the existing adult detention center and future courts, thus providing a distinct identity for this function. The East County Hall of Justice would be similarly oriented away from the existing jail and toward the community, with the future office buildings providing a general public function as a transition to the mix of existing residential and commercial development to the south.
- Current surface parking provides excess capacity for the needs of the existing Santa Rita Rehabilitation Center and Sheriff's facilities. This alternative would share some of this capacity as well as provide additional spaces. For the proposed East County Hall of Justice, this alternative includes surface parking on the eastern portion of the site for approximately 850 spaces, and a means to screen the parking from view to the extent practical by incorporating the landscaped berm noted above. Parking for the Juvenile Justice Facility, with a smaller parking allotment of approximately 550 spaces, is accommodated in the northwest portion of the site, while the existing Santa Rita Rehabilitation Center would use approximately 250 parking stalls.

Impact 5.1.6: Site 15A

LESS THAN SIGNIFICANT. This alternative would entail construction of a courthouse building composed of a three-story wing and a four-story wing. This type, height and mass of building would not be out of character with nearby buildings, including the four-story Microdental facility north of Site 15A, and the six-story Sybase headquarters building immediately east of Site 15A.

IMPACT 5.2: Substantial adverse effect on a scenic vista or substantial damage to scenic resources

Impact 5.2.1 No Action/No Project

NO IMPACT. On-going operation of the existing Juvenile Hall in San Leandro would not damage or result in a substantial effect on a scenic resource.

Impact 5.2.2 Existing San Leandro Property

NO IMPACT. No scenic vistas or scenic resources would be affected by the construction of a new juvenile justice Facility at this site. Views in the area from all viewpoints would not be significantly changed.

Impact 5.2.3 Glenn Dyer Detention Center

NO IMPACT. No scenic vistas or scenic resources would be affected by the construction of a new Juvenile Justice Facility at this site. Views in the area from all viewpoints would not be significantly changed. The height and mass of the existing Glenn Dyer Detention Center facility

and/or this Project, and the adjoining courthouse building effectively blocks views of the Old Oakland area from the I-880 freeway, and views of the freeway from the Old Oakland area.

Impact 5.2.4 Pardee/Swan Site

SIGNIFICANT AND UNAVOIDABLE. Development of this alternative would lengthen the distance that the line of site for pedestrians walking north along the San Leandro Channel is blocked. Currently, the UPS facility blocks views of the Martin Luther King Jr. Shoreline until pedestrians walk far enough north along the San Leandro Channel trail to where views of the shoreline can be seen. This alternative would cause a substantial amount of the shoreline to be visually obstructed from the trail. This would be a significant and unavoidable impact of the project.

Impact 5.2.5 East County Government Center

NO IMPACT. No scenic vistas or scenic resources would be affected by the construction of a new East County Government Center at this site. Current views of the site look at a large, undeveloped earthen berm, and views to the surrounding open space and hillsides to the north are currently blocked by his berm. Views in the area from all viewpoints would not be significantly changed by the construction of new buildings at this site.

Impact 5.2.6 Site 15A

NO IMPACT. No scenic vistas or scenic resources would be affected by the construction of a new Hall of Justice at this site. Views in the area from all viewpoints would not be significantly changed.

IMPACT 5.3: Creation of a new source of substantial light or glare, which would adversely affect day or nighttime views in the area.

Impact 5.3.1: No Action/No Project

NO IMPACT. On-going operation of the existing Juvenile Hall at this site would not result in any increased light or glare on the site.

Impact 5.3.2: Existing San Leandro Property

LESS THAN SIGNIFICANT. The proposed Juvenile Hall at the Existing San Leandro Property would present a less than significant light and glare impact to the area. The adjacent site is already used for a juvenile hall, and its buildings are equipped with night lighting systems. A new juvenile hall would not look substantially different than the existing facility, and would not contribute substantially more or less light and glare to the site and its surroundings.

Impact 5.3.3: Glenn Dyer Detention Center

LESS THAN SIGNIFICANT. No new exterior lighting would be required to enable the existing Glenn Dyer Detention Center facility to accommodate juvenile detainees. Any changes in existing interior lighting or additional lighting required for the operation of structural additions would not be expected to have any measurable effects on existing levels of light and glare in the vicinity of the building.

Impact 5.3.4: Pardee/Swan Site

LESS THAN SIGNIFICANT. New exterior lighting would be required at the site as part of the Juvenile Justice Facility development. Increased vehicular activity around the proposed structures would also be expected to result in substantially more light and glare than currently seen at the site. However, the site is adjacent to a major United Parcel Service distribution facility which contributes significant light and glare 24 hours a day, and the development of the proposed juvenile justice facility would not add to the existing light and glare in any substantive way when compared to existing uses.

Impact 5.3.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Project development could result in increased light and glare in the area due to lighting used for security purposes, reflective materials and other sources.

- **Mitigation Measure 5.3.5: Lighting Design Criteria.** The County shall consider potential light and glare impacts in the design-build process, and include measures such as shielding, design revisions, or other means of reducing impacts. For example, lighting should, to the extent feasible, be oriented away from residential uses.

Resulting Level of Significance. Implementation of this measure would reduce light and glare impacts to a level of less than significant.

Impact 5.3.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Project development could result in increased light and glare in the area, due to lighting used for security purposes, reflective materials and other sources.

- **Mitigation Measure 5.3.6: Lighting Design Criteria.** The County shall consider potential light and glare impacts in the design-build process, and include measures such as shielding, design revisions, or other means of reducing impacts. For example, lighting should, to the extent feasible, be oriented away from residential uses.

Resulting Level of Significance. Implementation of this measure would reduce light and glare impacts to a level of less than significant.

Geology, Soils and Seismicity

6.1 AFFECTED ENVIRONMENT

BACKGROUND

The five sites evaluated in this EIS/EIR are located in the Coast Ranges geomorphic province, which is characterized by northwest-southeast trending valleys and ridges. These are controlled by folds and faults that resulted from the collision of the Farallon and North American plates and subsequent strike-slip faulting along the San Andreas fault zone. The Bay Area experienced uplift and faulting in several episodes during late Tertiary time 25 to 2 million years ago that produced a series of northwest trending valleys and mountain ranges, including the Berkeley Hills, the San Francisco Peninsula and the intervening San Francisco Bay. Following this period, uplifted areas were eroded and Pleistocene-age sediments including alluvium and marshland sediments were deposited in low-lying areas. Faults exhibit mainly right lateral strike-slip movement (the movement is predominantly horizontal and when viewed from one side of the fault the opposite side of the fault is seen to move to the right).

Faults that are defined as active exhibit one or more of the following:

- evidence of Holocene Age displacement (within the past 11,000 years),
- measurable tectonic creep along fault lines, and/or
- close proximity to linear concentrations or trends of earthquake epicenters.

Potentially active faults are defined as those that have evidence of Quaternary Age displacement (within the past 2 million years).

All five sites evaluated are located in a seismically active area of California. Several major fault systems exist in the area (see **Figure 6.1**). Earthquakes occurring along these fault systems are capable of generating strong ground shaking. The San Francisco Bay Area is one of the most seismically active regions in the United States. The significant earthquakes that occur in the Bay Area are generally associated with crustal movement along well-defined active fault zones of the San Andreas fault system, which regionally trend in a northwesterly direction.

Soil liquefaction may occur when predominantly granular soils become more compact following ground shaking, therefore occupying less volume and resulting in settlement. Soils most susceptible to liquefaction and densification are loose, clean, poorly graded, fine-grained sands.

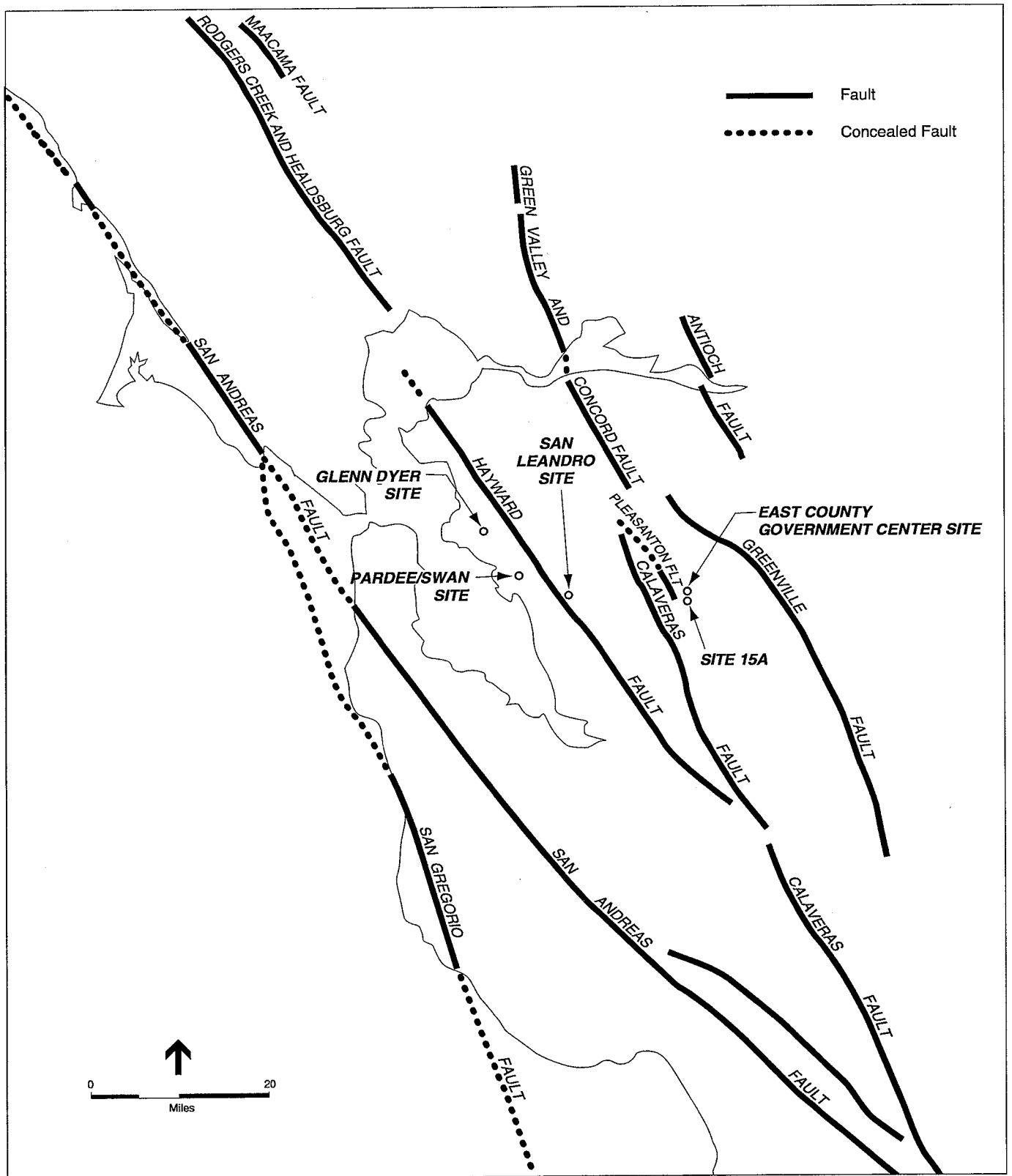


Figure 6.1
Regional Fault Map



SOURCE: California Department of Conservation

Expansive soils tend to shrink and swell with changes in moisture content. Expansive soils that are near the ground surface will shrink and swell due to normal seasonal variations in moisture and have the potential to cause damage to surface-mounted improvements such as buildings founded on shallow foundations, sidewalks and pavements.

REGULATORY/POLICY SETTING

In 1973, the Alquist-Priolo Earthquake Fault Zoning Act went into effect. Alquist-Priolo regulates development near active faults so as to mitigate the hazard of surface fault rupture. As part of the Alquist-Priolo Fault Evaluation Program, the State Geologist in conjunction with the California Division of Mines and Geology (CDMG) has delineated Earthquake Hazard Zones around known active faults.

In 1999, the Working Group on California Earthquake Probabilities, in conjunction with the United States Geological Survey, published an updated report evaluating the probabilities of significant earthquakes occurring in the Bay Area over the next 30 years. There is an estimated 32 percent chance that at least one magnitude 6.7 or greater earthquake will occur on the Hayward fault before 2030 and an estimated 70 percent chance that one magnitude 6.7 or greater earthquake will occur in the San Francisco Bay region before 2030 (USGS 1999).

The CDMG has also developed Active Fault Near Source Zone maps to be used in conjunction with the 1997 Uniform Building Code (UBC). The UBC methodology characterizes the more significant active faults as A or B based on the following: Seismic Source Type A refers to faults having a slip rate greater than 5 mm per year that are capable of producing an earthquake having a maximum Moment Magnitude greater than 7. Seismic Source Type B refers to faults not included in Type A having a slip rate greater than 2 mm per year capable of producing an earthquake having a maximum Moment Magnitude greater than 6.5.

LOCAL PHYSICAL SETTING

No Action/No Project

Two geotechnical reports were prepared evaluating the site of the existing Juvenile Hall in San Leandro for the purpose of determining geotechnical concerns related to the possible future construction of a Juvenile Justice Facility, East County Hall of Justice and East County Government Center County Offices. The findings of those reports are summarized in this section.

Site History

Review of aerial photographs shows that parts of the site have been occupied since the 1930s and have undergone significant modification and grading. In 1939, a government facility occupied the location of the existing Chabot Boy's Camp and a hog farm operated on the land currently used by Camp Sweeney. Site alterations include episodes of grading, quarrying and fill placement. Extensive fill consisting of gravel and clay was placed along the north and northeastern margins of the site in the 1970s during construction of Fairmont Drive, located directly east of the site area. Bedrock topographic highs consisting of gabbro were excavated

along the alignment of Fairmont Drive and the excavated material was used to fill an abandoned rock quarry located in the east-central part of the site, as well as several steep, west-flowing drainages that cross the site. Only limited geotechnical data are available on the fill depth and strength. Estimated fill thickness ranges between less than 10 feet up to at least 70 feet, based on the comparison of topographic maps prepared before and after construction of Fairmont Drive, as well as trench exposures from geotechnical studies.

Geology and Seismicity

The Existing San Leandro Property site is an approximately rectangular parcel that lies east of the active eastern trace of the Hayward fault. A map of the site showing the location of the Hayward fault is presented in **Figure 6.2**. Elevations at the site range from about 250 to 380 feet above mean sea level.

Based on interpretation of topographical maps, geologic field reconnaissance, trench exposures and borehole information, the northern part of the site near Chabot Boy's Camp consists of Pleistocene alluvial fan deposits inset into weathered gabbro at the west-facing mountain front. Remnants of the Pleistocene alluvial fan extend from the track at Chabot Boy's Camp to the south near the swimming pool and greenhouse. Field reconnaissance and review of previous geotechnical reports prepared for buildings in this part of the site shows that the alluvium was locally graded and removed exposing underlying gabbro bedrock in places.

Other regions in the central part of the site apparently unaffected by grading are characterized by shallow gabbro and Leona rhyolite overlain by at least 11.5 feet of Pleistocene alluvium/colluvium and 8.2 feet of Holocene alluvium/colluvium. On the basis of a fault study conducted by Woodward-Lundgren and Associates (1974), the southern part of the site is characterized by shallow gabbro bedrock overlain by a thin veneer of Quaternary alluvium/colluvium. The Quaternary alluvium/colluvium increases in thickness to at least 5 feet near the southern property boundary of Camp Sweeney.

The Hayward fault, which traverses the western portion of the site, is considered a major active fault. Other major active faults in the Bay Area include the San Andreas, San Gregorio, Rodgers Creek, Concord-Green Valley, Calaveras and Greenville faults. It can be expected that the site will experience minor earthquakes and possibly a major earthquake on one of the nearby active faults during the life of any development.

The site is partially within the Alquist-Priolo Earthquake Hazard Zone surrounding the Hayward fault, which is characterized as a Seismic Source Type A and controls seismic design at the site.

Published geologic maps show active and potentially active strands of the Hayward fault at the site. In particular, the CDMG (1982) includes a large portion of the site within the Hayward Fault Alquist-Priolo Earthquake Fault Zone (A-P Zone). Within this part of the A-P Zone, four potentially active faults and two photo-lineaments are mapped within 50 feet of, and in some cases cross, the proposed building envelopes. In addition, a previous geologic hazards investigation for the existing Juvenile Hall (Woodward-Clyde Consultants, 1969a and 1978) identified "Eastern" and "Western" traces of the primary Hayward fault, both of which are directly west of the site.

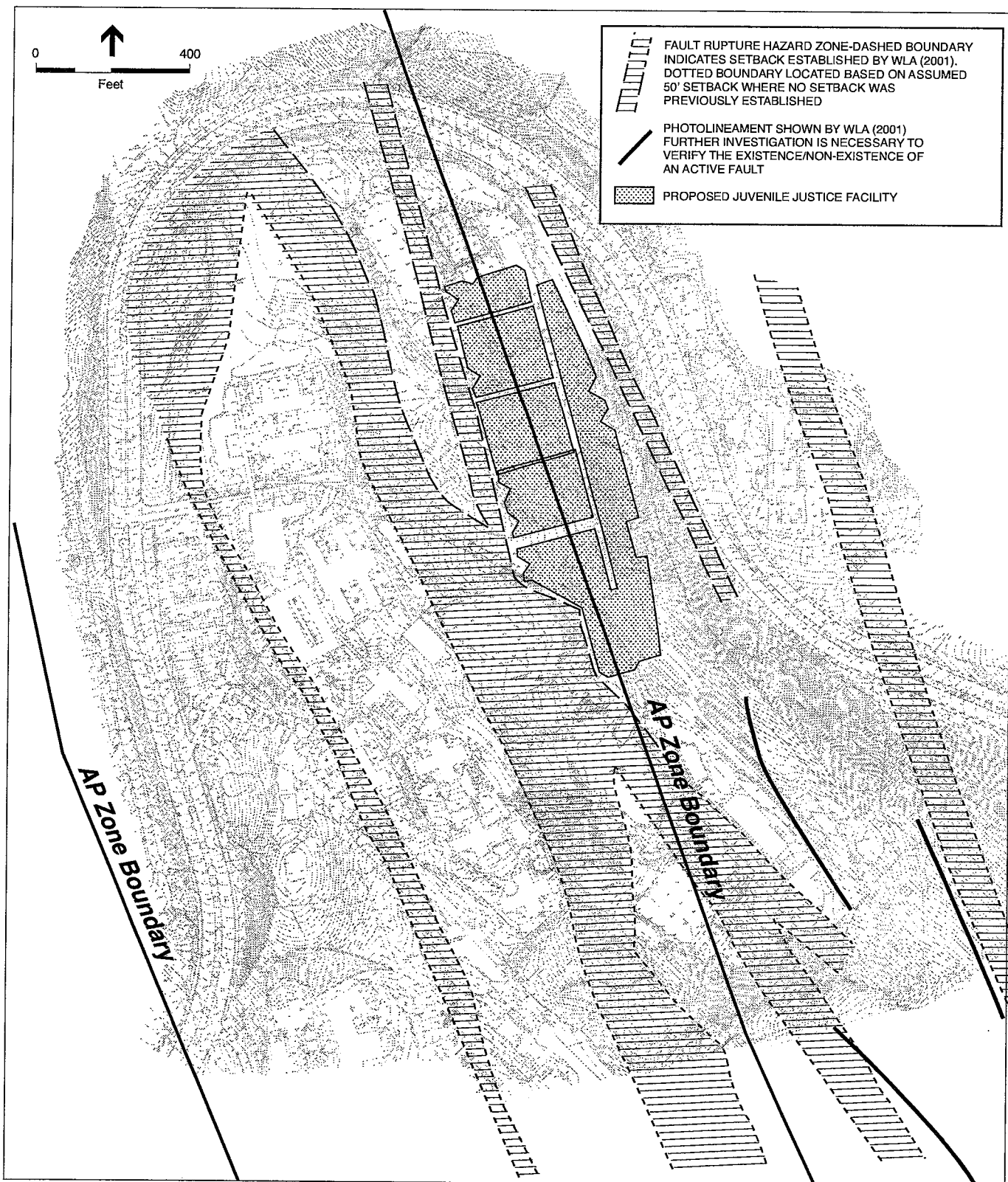


Figure 6.2
 San Leandro Site
 Seismic Hazards



SOURCE: Rutherford & Chekene Consulting Engineers

Surface Conditions

The site is located at the eastern edge of the alluvial plain bordering the western margin of the East Bay Hills. The western margin of the site closest to the Hayward fault and the existing Juvenile Hall currently ranges in elevation from about 230 to 250 feet.

Significant local variations in surface topography exist due to the following:

- east-west trending drainages leading from upslope areas to a larger northwest-southeast trending drainage west of the site
- a significant northwest-southeast trending 50 foot high break in slope associated with the eastern trace of the Hayward fault
- relatively steep fill slopes at the eastern margin of the site associated with Fairmont Drive
- various cuts and fills associated with previous development at the site.

Subsurface Conditions

Bedrock geology in the East Bay Hills is structurally and lithologically complex. The oldest rocks in the vicinity are Mesozoic Franciscan Complex sedimentary and volcanic rocks that were accreted to the western margin of the North American plate during the Cretaceous. These rocks are juxtaposed against Upper Jurassic/Lower Cretaceous rocks of the Great Valley Sequence, and in the vicinity of the study area are intruded by Mesozoic mafic and ultramafic rocks (gabbro, gabbro-diabase). Bedrock in the study area has been intensely sheared and folded, and many of the rocks are serpentized. The bedrock at the site is predominantly composed of highly fractured, sheared and weathered gabbro of Jurassic age. The depth to bedrock varies, but it exists close to or at the ground surface throughout much of the site.

Between October 3 and November 10, 2000, Subsurface Consultants, Inc. (Subsurface Consultants, 2002a) investigated subsurface conditions at the site by drilling a total of 12 exploratory borings. The approximate locations of the borings are shown in **Figure 6.3**.

Borings 1 through 9 were drilled using an all terrain balloon tire drill equipped with hollow stem augers and mud rotary drilling equipment. Borings 10 through 12 were drilled with a truck mounted drill rig equipped with hollow stem augers. A staff geologist supervised the drilling operations, continuously logged the soils and bedrock encountered, and collected samples of the subsurface materials for subsequent evaluation and laboratory testing. Soil samples and highly weathered bedrock were obtained using split barrel drive samplers equipped with stainless steel liners or by a pitcher barrel sampler. Harder bedrock was cored using a core barrel. Core samples were carefully removed from the inside liner and transferred to core boxes.

William Lettis & Associates, Inc. (2001) performed a surface fault rupture hazard investigation at the Existing San Leandro Property site. Eighteen trenches and seven test pits were interpreted. Over 1,700 feet of subsurface exposures were excavated, cleaned and documented.

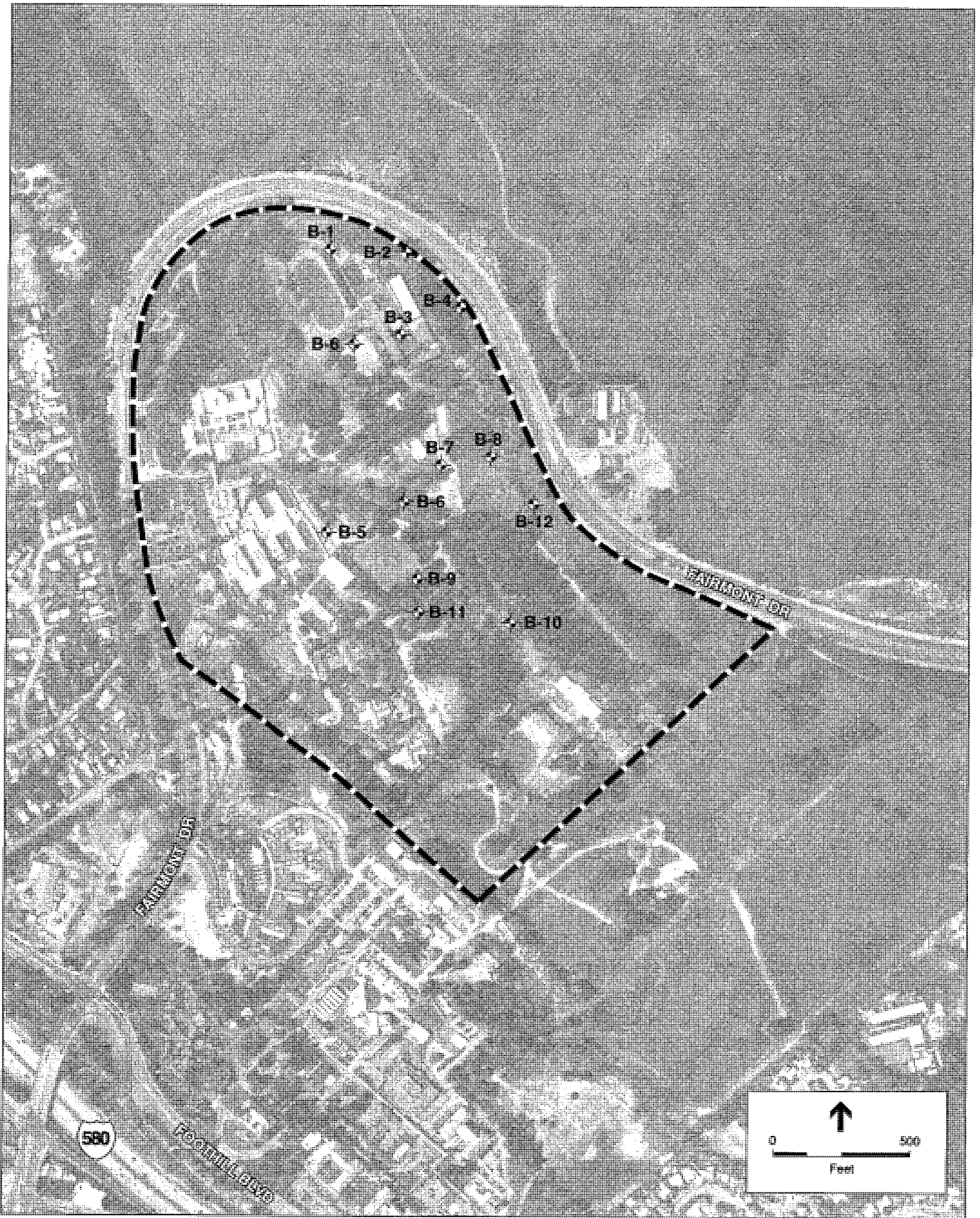


Figure 6.3
 San Leandro Site
 Boring Locations



SOURCE: Subsurface Consultants, Inc. 2001
 Aerial Photo: Pacific Aerial Surveys

In addition to the standard logging and interpretation of trench data, separate analyses were performed to estimate the age of the faulted and unfaulted deposits using soil profile development and radiocarbon dating of organic material. The purpose of the trenches was to expose near-surface stratigraphy that would provide information on fault location and activity. In addition, surface projections of faults exposed in the trenches were surveyed (Subsurface 2001a) precisely locate these features relative to surrounding cultural reference points. The results of this fault investigation confirm the location of the primary Hayward fault west of the site, and potentially active secondary faults crossing the site.

Between October 18 and November 2, 2000, a seismic refraction survey was performed at the site by Norcal Geophysical Consultants, a subcontractor to Subsurface Consultants, Inc. Seismic refraction was used to determine the seismic velocities of the subsurface materials along an approximately 1,460-foot alignment of a proposed upslope retaining wall system. Results from the survey were used to interpret geotechnical properties of the subsurface materials and generate an idealized soil profile. The seismic refraction survey supplements the subsurface information obtained from exploratory borings.

Seismic velocities of the subsurface materials were determined by measuring the response of compression waves (P-waves) generated at the surface using an industrial seismic source. The P-waves propagate into the soils and refract at boundaries between subsurface materials having different properties. The refracted P-waves were measured by geophones spaced at 15-foot intervals at the surface, and a Geometrics Strataviewer 24 channel engineering seismograph collected the data. The recorded data were analyzed using computer program (SIPT2) by Rimrock Geophysics using the generalized reciprocal method and an idealized soil and seismic velocity profile was generated.

Groundwater

Groundwater levels were measured in various test borings at depths of 58 feet, 38 feet and 53 feet. Groundwater was not encountered in all test borings. In general, groundwater levels at the site are below the depth of planned excavation. However, groundwater is likely present at shallower elevations in the form of isolated seepage zones or locally perched conditions, particularly during the rainy season.

Landslides

Large-scale landsliding occurred throughout the Bay Area during the Pleistocene Age (more than 10,000 years ago) when the local climate was significantly wetter than it is today. Locally, these ancient massive bedrock landslides are common in areas of inherently weaker bedrock, such as might be expected close to the Hayward fault. In the generally drier climate of the past 10,000 years, these massive bedrock landslides have typically become inactive. However, secondary landsliding continues to occur within generally weakened rock masses comprising the ancient landslide complexes. Old landslides are present in the hills directly east of the site (see **Figure 6.4**).

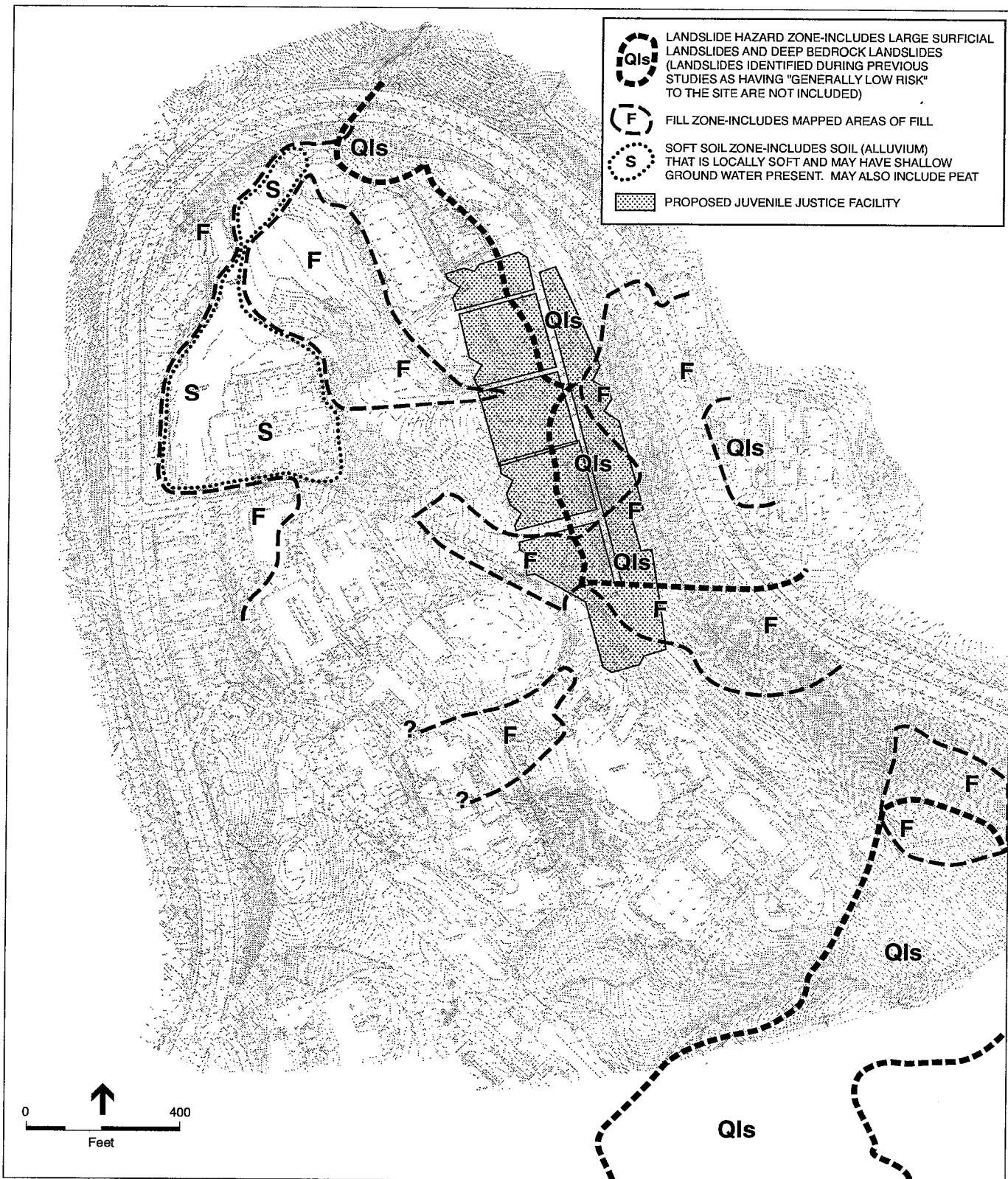


Figure 6.4
San Leandro Site
Geologic Hazards



SOURCE: Rutherford & Chekene Consulting Engineers

The CDMG maps the entire hillside directly north and east of the site as a bedrock landslide extending from the ridge top downslope to the main traces of the Hayward fault. William Lettis Associates' review of aerial photography and field reconnaissance confirms the presence of a 4,000 foot long massive landslide complex that extends from the ridge top northwest of Bayfair Reservoir to the southeastern margins of the site.

Landslide Qls-1

The massive landslide complex consists of many large nested landslides, including landslides designated Qls-1, Qls-2, Qls-3 and Qls-4 that appear to impinge upon the northern and eastern margins of the site. The western limits of landslide Qls-1 are assumed to extend west near the valley floor. The lateral margins of landslide Qls-1 are poorly defined and are inferred based on the assumption that the major drainages and ridgelines coincide with the landslide margins. Landslide Qls-1 was evaluated in part by Berlogar (1984b) through detailed geologic mapping, trenching, drilling, analysis of soil samples, preparation of geologic cross sections and slope stability analyses. Berlogar (1984b) interprets landslide Qls-1 as one of the large nested slides making up part of the 4,000 foot long massive landslide complex. Landslide Qls-1 is mapped as a 2,400 foot wide and 2,300 foot long deep seated bedrock landslide that extends westerly beneath the site and below the existing valley floor at or near the western margin of the site. Nested within landslide Qls-1 are bedrock landslides Qls-2, Qls-3 and Qls-4.

Landslide Qls-2

Bedrock landslide Qls-2 is at least 400 feet wide and possibly on the order of 1,000 feet long, although the lower portions of the landslide are poorly defined and are unclear. Landslide Qls-2 consists of a well-defined 60 to 70 foot high arcuate headscarp and broad swales and/or ridges along the lateral margins. The lateral margins are buried by artificial fill to the southwest near the existing Animal Control Facility. The upper margins of landslide Qls-2 consist of a gentle southwest dipping planar slide block that appears to be significantly modified by erosion and weathering and lacks prominent hummocky topography typical of the more recent smaller landslides in the site area. The slide mass appears to have incorporated a block of Leona rhyolite that has been displaced to the southwest.

Landslide Qls-3

Landslide Qls-3 is at least 400 feet wide and more than 800 feet long and is characterized as a bedrock landslide that extends westerly beneath Fairmont Drive and appears to daylight at Chabot Boy's Camp. The upper left margin of the slide is delineated by a southwest-flowing swale and the right margin is characterized by a ridgeline that merges with a southwest-flowing drainage near the intersection with Fairmont Drive. Similar to landslide Qls-2, it contains a large block of Leona rhyolite located east of Fairmont Drive that appears to have been displaced southwest toward the site. The slide appears to be about 90 feet thick.

Landslide Qls-4

The 60-foot headscarp of bedrock landslide Qls-4 is located northeast of the Chabot Boy's Camp at about 580 feet above mean sea level. Based on interpretation of aerial photography and field

reconnaissance, the landslide is at least 1,000 feet long and about 500 feet wide and extends southwest across Fairmont Drive. The toe of the bedrock landslide appears to daylight near the northern margin of the Chabot Boy's Camp running track although this is poorly constrained. A large block of rhyolite spans the right lateral margin and delineates the left lateral margin of landslide Qls-4. It is unclear if the rhyolite is offset across the right lateral margin. Smaller active surficial slides are nested within landslide Qls-4. In terms of prominent geomorphology, landslides Qls-2 and Qls-3 are characterized by more distinctive landslide-related geomorphology.

Foundation Support and Settlement

One of the principal geotechnical considerations with respect to foundations at the site is the potential for post-construction differential settlement for footings founded on dissimilar materials (i.e., bedrock, native soil and fill). Fill locations are shown in **Figure 6.4**, above.

Expansive Soils

Potentially expansive soils were encountered in test borings in a number of areas at the site.

Existing San Leandro Property

The description of the geologic and soil conditions at the Existing San Leandro Property site presented in **No Action/No Project** (see above) applies to the use of the Existing San Leandro Property for a new Juvenile Justice Facility also.

Glenn Dyer Detention Facility

The evaluation of geology, soils and seismicity for the Glenn Dyer Detention Facility site is based on two previous studies by Dames & Moore, prepared in 1976 and 1980.

Site History

Prior to the construction of the existing Glenn Dyer Detention Facility in the mid-1980s, the site supported a number of residential and commercial structures that were demolished to enable the development of the facility.

Geology and Seismicity

The site is located approximately 6 miles west of the Hayward fault, and approximately 12 miles east of the San Andreas fault. It is not located within an Alquist-Priolo Earthquake Fault Zone.

Surface Conditions

The site is relatively flat, with elevations ranging from Elevation 24 to Elevation 21 (City of Oakland Datum, +3.07 feet above mean sea level).

Subsurface Conditions

For the 1980 Dames & Moore report, three borings were drilled at the site (see **Figure 6.5**). The upper soils consist of fine to medium sands and silty sands with some gravel. This granular fill material varies from about 2 to 4 feet in thickness. The fill materials are supported by a thick sand layer (Merritt Formation) that varies in density from loose at the top to very dense with depth. In the lower portion of this sand layer, traces of clay were found. Below the sands, medium stiff to very stiff silty clays, sandy clays and clayey sand layers with periodic traces of gravel and gravel lenses were encountered to the depths explored.

Fill was encountered in the top 1 to 2.5 feet of all three borings made on August 14, 1980. The fill consisted of loose to medium dense fine to medium sand containing traces of brick and wood fragments. Below the fill to the maximum depths explored is a deposit of medium dense to dense fine to medium sand containing variable amounts of silt and traces of clay. No evidence was encountered in these borings to indicate that the residential building previously occupying the site had a basement structure.

Groundwater

Groundwater was encountered in all borings. It varied in depth from about 17 to 20 feet. With the relatively high ground water table, piezometers were installed in Boring 6 to observe any fluctuations in the ground water table. Periodic readings taken after the installation of these piezometers indicate that the ground water has come to equilibrium at approximately 18.5 to 19 feet below the existing ground surface, or about Elevation +5. The 1976 Dames & Moore investigation indicated that seasonal groundwater fluctuations of at least 3 feet should be considered prior to structural design, and recommended that during construction, provisions be taken to lower the groundwater table a minimum of 5 feet below the bottom of the proposed footings for the structures.

Landslides

There is no evidence of landsliding at the Glenn Dyer Detention Facility, as this site is relatively level.

Foundation Support and Settlement

Prior to the construction of the existing Glenn Dyer Detention Facility, it was estimated that the post-construction settlement for the structure would be on the order of 1 inch. The differential settlements between similarly loaded footings were projected to be less than one-half this amount. However, the differential settlement between the structurally separated tower and non-tower sections was expected to be greater (on the order of 1.5 inches).

Expansive Soils

The presence or absence of expansive soils has not been documented at this developed site.



Figure 6.5
Glenn Dyer Site
Boring Locations



SOURCE: Dames and Moore
Aerial Photo: Pacific Aerial Surveys

Pardee/Swan Site

This section is based on a report prepared by ENGEO prior to the development of the existing United Parcel Service facility on the adjacent site (1973) and the Phase I/II Site Assessment prepared by Baseline for the Port of Oakland in 1999, addressing the Pardee/Swan Site.

Site History

The Pardee/Swan Site was created through the placement of artificial fill over historic Baylands. The earliest available aerial photograph (1947) shows the site as marshy and undeveloped. By 1968, aerial photography indicated some areas of fill at or near the site, although no roadways or structures were present. By 1977, aerial photography indicates that the entire site was filled, Pardee Drive was built, and the adjacent United Parcel Service distribution center was in place.

Geology and Seismicity

The Pardee/Swan Site is located in a seismically active region, approximately 15 miles east of the San Andreas fault and 2.5 miles west of the Hayward fault. It is not located within an Alquist-Priolo Earthquake Fault Zone.

Surface Conditions

The site was formerly wetland that was filled approximately 25 years ago. It is currently vacant. It was previously covered in native and introduced grasses, until late 2002 when the Port of Oakland began construction of its new airport parking lot on the site, involving extensive grading to create firm ground conditions and positive drainage for the paved parking lot.

Subsurface Conditions

The Pardee/Swan Site is underlain by an upper layer of fill 6 feet to 10 feet in thickness. Fill materials were predominantly clayey gravels and gravelly clays, although brick, concrete, wood chips, glass and tarry black material were encountered in the fill materials during the borings conducted for the December 1999, Phase I/II Site Assessment (see **Figure 6.6**). Below the fill is a very soft grey-blue compressible silty clay ("Bay Mud"), 3 feet to 10 feet thick. Below the Bay Mud is a layer of stiff to very stiff grey silty clay 4 feet to 7 feet thick. The clays are underlain by a layer of dense sand and gravel.

Groundwater

In five of the borings conducted for the December, 1999, Phase I/II Site Assessment, groundwater was encountered at depths of approximately 5 to 7 feet below the existing ground surface, although the groundwater interface was not apparent in the remaining seven borings. The presence of fill, combined with relatively shallow groundwater, creates conditions prone to liquefaction under strong ground shaking.

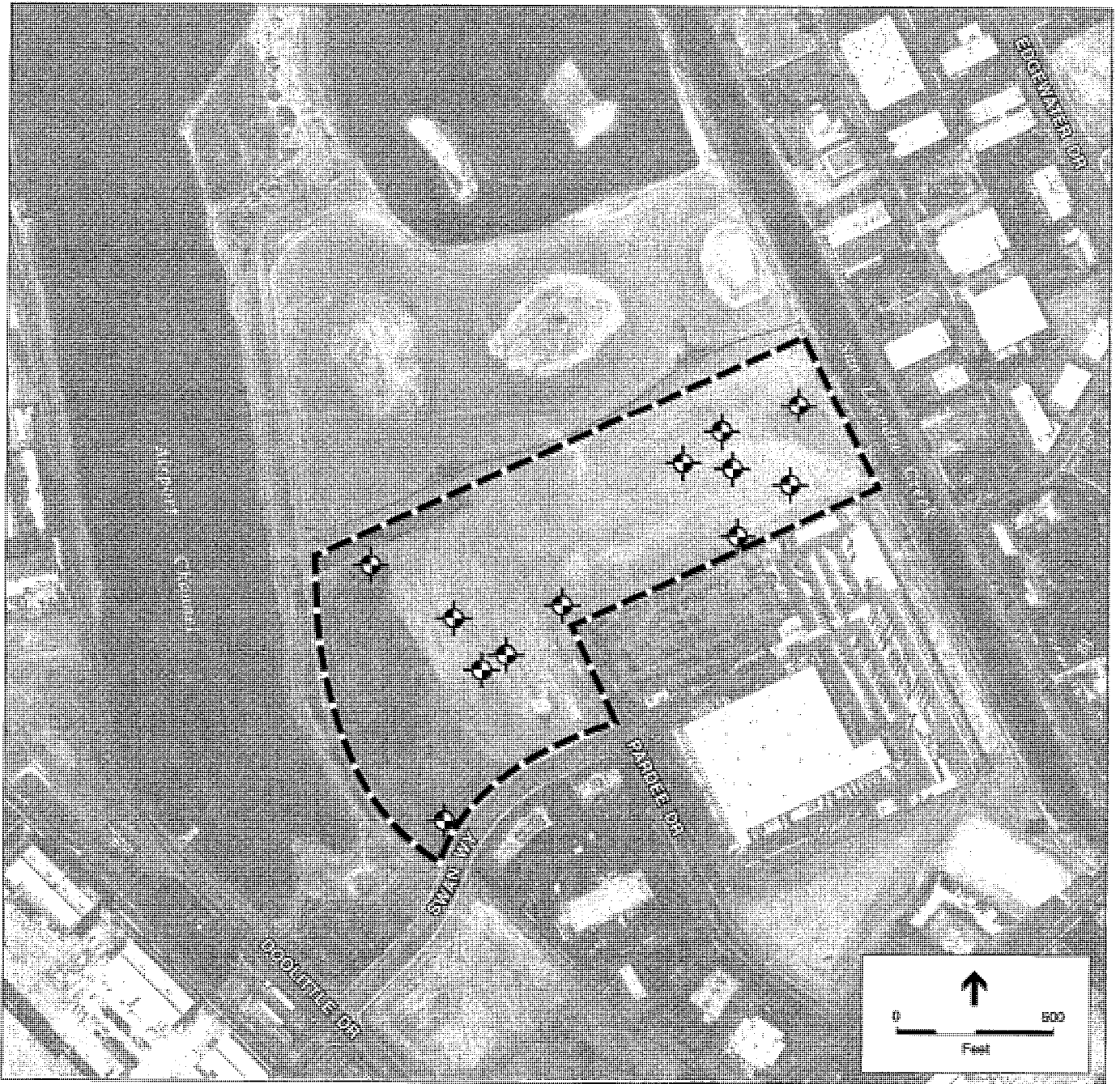


Figure 6.6
Pardee/Swan Site
Boring Locations



SOURCE: Baseline Environmental
Aerial Photo: Pacific Aerial Surveys

Landslides

There is no evidence of landsliding at the relatively level Pardee/Swan Site.

Foundation Support and Settlement

No evaluation of the potential for differential settlement or other concerns related to structural foundations has been conducted for this site, which has been created through the use of artificial fill. The presence of fill, combined with relatively shallow groundwater, creates conditions prone to liquefaction under strong ground shaking.

Expansive Soils

The Pardee/Swan Site is filled, does not contain topsoils and is not known to contain expansive soils.

East County Government Center

The evaluation of geology and soils at the East County Government Center site is based on two reports prepared by Subsurface Consultants, Inc. (Subsurface Consultants, 2002a and 2002b) for MVE/Rosser, the bridging architect for the Juvenile Justice Facility, on behalf of Alameda County. The purpose of the work was to explore subsurface conditions and provide recommendations for the geotechnical aspects of the Project. The scope of the investigations consisted of reviewing existing information, performing 14 test borings, performing geotechnical laboratory testing and engineering analyses and preparing the geotechnical baseline report. Their reports present findings, conclusions and recommendations regarding:

- site geology and seismicity;
- soil and groundwater conditions encountered;
- potential geologic hazards and seismic hazards including liquefaction, strong ground shaking and fault rupture;
- appropriate 1997 Uniform Building Code (UBC) geotechnical coefficients for code-based seismic design;
- probabilistic seismic response spectra for site-specific seismic design;
- appropriate building foundation types, estimates of foundation settlement and preliminary geotechnical recommendations for design;
- preliminary recommendations for earthwork including removal and potential reuse of soil berm material and other on-site soil, subgrade mitigation within the existing storm water detention basin, site preparation, and fill placement and compaction;
- expansion potential of on-site soils and mitigation of expansive soil effects;
- preliminary design criteria for site retaining walls;
- geotechnical requirements for site and subsurface drainage; and
- construction considerations.

The geotechnical baseline reports provide geotechnical parameters for seismic design and preliminary geotechnical recommendations for planning of site preparation, earthwork, foundations and site retaining walls, as outlined above. However, the final size, configuration, structural loads and the final locations of the buildings have not been established. Consequently, the geotechnical engineer of record for the selected design/build team will assess the need for additional subsurface investigation and geotechnical analyses based upon the requirements of the final design.

Subsurface conditions at the East County Government Center site were explored by drilling 20 test borings at the approximate locations shown on **Figure 6.7**. The test borings were drilled on August 16 through 24, 2001, to depths of up to 51.5 feet using a truck-mounted drill rig equipped with hollow stem augers.

Site History

The site was previously part of the Camp Parks military installation that occupied an approximately 3,600 acre area bounded by I-580 to the south, Dougherty Road to the west, Tassajara Road to the east and the Dublin foothills to the north. Camp Parks was primarily developed in the 1940s during World War II. Although the military's use of the installation continues today, its size has been greatly reduced through public and private purchases of the real estate.

Based on a review of available maps showing previous military uses, it appears that the East County Government Center site was once occupied by a number of structures including personnel barracks and living quarters, a mess hall, a recreation hall, a greenhouse and nursery facility, and a boiler house in the area proposed for the Juvenile Justice Facility; and personnel barracks and living quarters, mess quarters, boiler houses, a prosthetic laboratory, a supply department, a general detail building, a dispensary, a draft shed, an administrative building, ships service department store and a recreation center in the area proposed for the East County Hall of Justice. The military use of the site ended in about 1958 and the buildings were demolished. The extent (if any) of foundations, utilities and other underground structures associated with past uses that may still be present at the site are not known at this time.

Construction began in the early 1980s for Alameda County's Santa Rita Rehabilitation Center (SRRC) located on the property immediately north of the site. Soil excavated from the SRRC site was used to construct the berm along the northern side of the site to create a visual screen for the SRRC facility. Also in connection with the SRRC project, a drainage channel was realigned to a storm water detention basin constructed on the west side of the site.

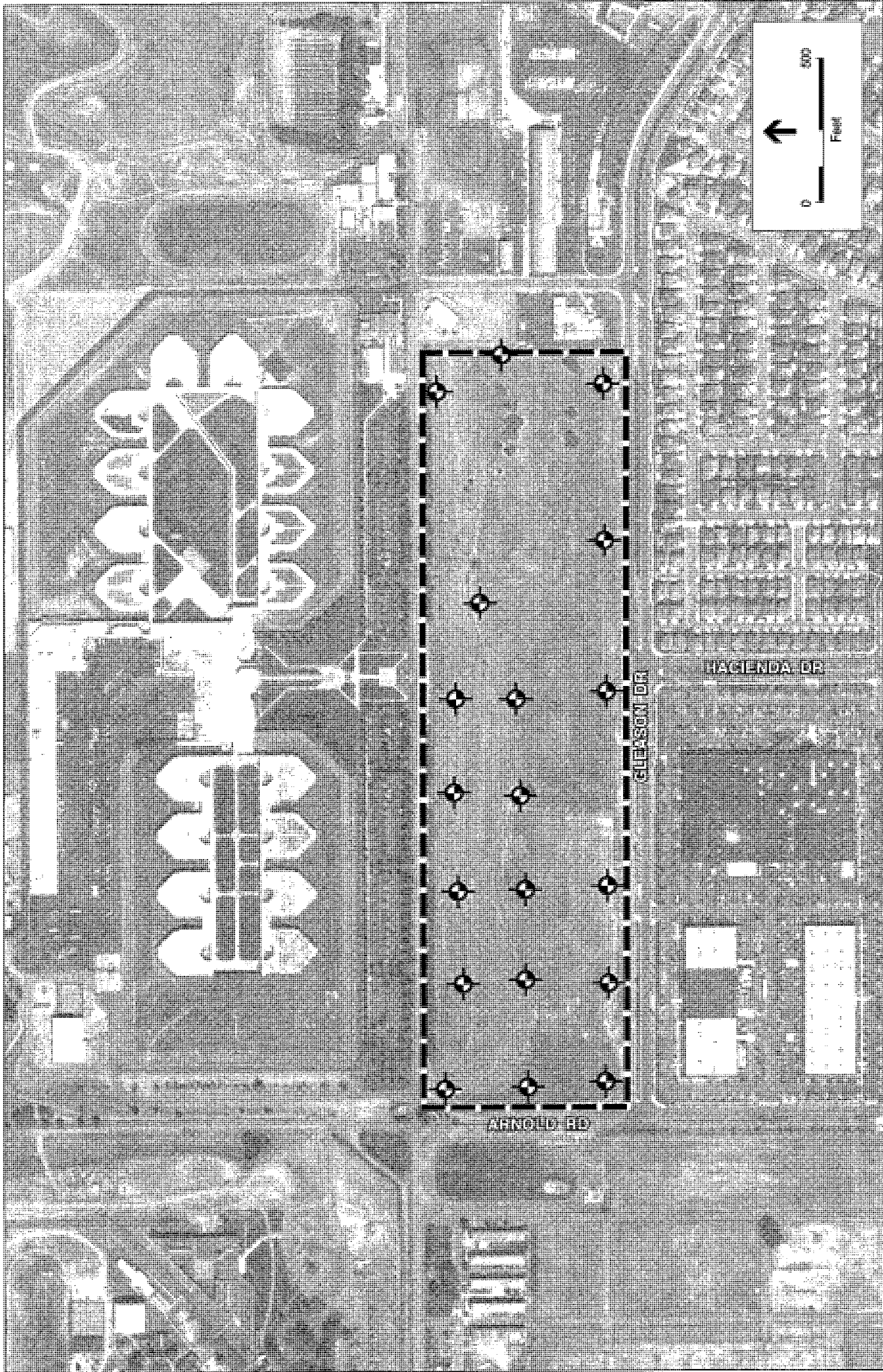


Figure 6.7
 East County Government Center Site
 Boring/Sample Location Map

SOURCE: Subsurface Consultants, Inc.
 Aerial Photo: Pacific Aerial Surveys



Geology and Seismicity

According to published geologic maps, the East County Government Center site is underlain by Holocene-age (less than about 11,000 years old) alluvium generally consisting of gravel, sand, silt and clay.

The East County Government Center site is located about three-quarters of a mile east of the surface expression of the Mount Diablo fault, 2.5 miles northeast of the Calaveras fault, 9 miles southwest of the Greenville fault, 10 miles northeast of the Hayward fault and 28.5 miles northeast of the San Andreas fault.

The East County Government Center site is not located within an Alquist-Priolo Earthquake Fault Zone (AP Zone). The nearest AP Zone is approximately 1,500 feet southwest of the site associated with a small apparently discontinuous zone of surface faulting. However, earthquakes occurring along the San Andreas fault or any of a number of other Bay Area faults have the potential to produce strong ground shaking at the site.

Surface Conditions

The site is bound by Arnold Road to the west, Broder Boulevard to the north, Gleason Drive to the south and the extension of Hacienda Drive to the east. The Project site is approximately rectangular in shape, with maximum plan dimensions of approximately 700 by 2,500 feet. Site grades generally slope gently upward from about 360 feet above sea level along Arnold Road to an elevation of 380 feet near the intersection of Gleason Drive and Hacienda Drive, continuing up to about 390 feet at the eastern end of the site near Madigan Avenue and Broder Boulevard.

Two major localized features exist on the site. An approximately 20- to 40-foot high earth berm is located along the northern portion of the site extending from Arnold Road to near Madigan Avenue. An approximately 2-acre storm water detention basin exists in the western portion of the site with a subgrade at approximately an elevation of 355 feet. At the time of the field investigation, the site was vegetated with tall grass and scattered trees.

Subsurface Conditions

The subsurface materials encountered in most areas of the site consist of fill overlying native soils. At several exploration locations, native soils were encountered at the ground surface.

Juvenile Justice Facility

Borings B-2 through B-5 were drilled from the crest of the berm along the northern portion of the site. The berm fill extends to depths of about 20 to 40 feet and generally consists of stiff to very stiff silty clay, and medium dense clayey sand. These borings indicate that the berm fill extends as much as 9 feet below the proposed floor level of the Juvenile Justice Facility. These berm heights are generally consistent with those shown on the grading plans for construction of the berm. Beneath the berm, native soil generally consisting of interbedded stiff to very stiff silty clay, and medium dense to dense clayey sand was encountered and extended to the maximum depth explored of about 51 feet.

Borings B-6 and B-11 were drilled in the detention basin. Grades in the detention basin are about 13 feet below the proposed lowest level floor grade of the Juvenile Justice Facility. The soils encountered generally consist of interbedded stiff to very stiff silty to sandy clay, and medium dense sand with varying amounts of clay and silt, which extended to the maximum depth explored of about 41 feet.

The remaining borings (B-1, B-7 through B-10, and B-12 through B-15) were drilled elsewhere across the site. Fill was encountered in all of these borings to depths of about 6 feet, except in Borings B-7 and B-12 where native soil was encountered at ground surface. The fill encountered generally consists of stiff to very stiff silty clay. Construction of the Juvenile Justice Facility at the proposed elevation will require excavation below the depth to which fill was encountered in these locations. Beneath the fill, and from ground surface in Borings B-7 and B-12, the soil encountered generally consists of interbedded stiff to very stiff silty clay and clayey silt, medium dense to dense clayey to silty sand.

East County Hall of Justice

Additional borings were conducted for the proposed East County Hall of Justice. Borings B-4, B-5 and B-17 were drilled from the crest of the berm along the northern portion of the site. The berm fill extends to depths of about 20 to 35 feet and generally consists of stiff to very stiff silty clay, and medium dense clayey sand. These borings indicate that the berm fill extends below the proposed floor level of the Project. Beneath the berm, native soil generally consisting of interbedded stiff to very stiff silty clay, and medium dense to dense clayey sand was encountered and extended to the maximum depth explored of about 51 feet.

The remaining borings (B-9, B-10, B-14, B-15 and B-16 through B-20) were drilled elsewhere across the site. Fill was encountered in all of these borings up to depths of about 3 feet, except in Borings B-18 through B-20 where native soil was encountered at ground surface. The fill encountered generally consists of stiff to very stiff silty clay. The proposed elevation for the basement of the East County Hall of Justice has not yet been determined, so it is unsure if excavation below the fill will take place. Beneath the fill, and from ground surface in Borings B-18 through B-20, the soil encountered generally consists of interbedded stiff to very stiff silty clay and clayey silt, or medium dense clayey to silty sand with some 2-5 foot medium dense to dense sand layers.

Groundwater

Juvenile Justice Facility

Groundwater was encountered in Borings B-1, B-3, B-11 and B-15 at depths of about 20 to 50 feet at the time of drilling. These depths correspond to approximate elevations of 334 to 350 feet, and are below the planned levels of filling and excavation for the proposed Juvenile Justice Facility. However, water should be anticipated in the detention basin during periods of wet weather.

East County Hall of Justice

Groundwater was encountered in Borings B-15, B-16 and B-20 at depths of about 40 to 46 feet at the time of drilling. These depths correspond to approximate elevations of 334 to 339 feet, and are below the planned levels of excavation for the proposed East County Hall of Justice. Fluctuations in the groundwater level could occur due to change in seasons, variations in rainfall and other factors.

Landslides

There is no evidence of landsliding at the relatively level East County Government Center site.

Foundation Support and Settlement

Beneath the near-surface fill materials, the site is underlain by predominantly clayey soils of moderate strength and compressibility. Low-rise buildings with low to moderate column loads can likely be supported on spread footings or a mat foundation bearing on native soil or properly compacted fill. We estimate that long-term total and differential settlement of spread footing foundations constructed on native soil or on properly compacted fill can be limited to less than about 3/4-inch and 1/2-inch, respectively.

Taller structures with moderate to high column loads may settle unacceptably if supported on shallow foundations such as spread footings or mats. Consequently, mid-rise buildings will likely need to be supported on deep foundations such as driven piles or drilled piers. Based on the preliminary information, we judge that driven piles will likely be the most economical type of deep foundation system for this site. We estimate that long-term total and differential settlement of a driven pile foundation system can be limited to less than about 1/2-inch and 1/4-inch, respectively.

The field exploration was performed to evaluate overall geotechnical conditions at the site and did not include borings or test pits to investigate locations where buildings previously existed at the site. It is anticipated that old foundations, basements, abandoned utilities and areas of locally deep backfill may exist in areas planned for development. These materials are generally unsuitable for the support of spread footings, slabs-on-grade, pavements and other planned improvements.

Expansive Soils

The clayey soil encountered in both the fill and native soil across the entire site has a medium to high plasticity and a moderate to high expansion potential. Information from the field explorations indicates that more highly expansive soils were generally encountered in the fill and shallower native soils.

Site 15A

Lowney Associates conducted a geotechnical feasibility study of Site 15A in December 2000, for a proposed Cisco Systems office complex. The purpose of their study was to evaluate the subsurface soil and groundwater conditions at the site and develop a preliminary opinion

regarding the geotechnical and geologic concerns that might impact buildings constructed on Site 15A as well as Sites 16A and 16F to the south and west of the Site 15A site. Findings and recommendations made in the report by Lowney Associates (2002) are applicable to the proposed East County Hall of Justice on Site 15A.

Lowney Associates performed the following services related to the preparation of their report:

- explored subsurface conditions by drilling three borings, performed six Cone Penetration Tests (CPTs) and retrieved soil samples for observation and laboratory testing;
- constructed three piezometers to verify depth to groundwater;
- evaluated the physical and engineering properties of the subsurface soils by visually classifying the samples and performing various laboratory tests on selected samples; and
- produced an engineering analysis to evaluate potential geotechnical and geological hazards.

Site History

As a former military facility, the site once supported railroad tracks, two gasoline stations, an inflammable storage building, a public works office and shop, a transportation shop and barracks, and another unidentified building. Today it is vacant, and covered in native and introduced grasses.

Geology and Seismicity

The eastern-most boundary of the Alquist-Priolo Earthquake Fault Zone for the Pleasanton fault is mapped on the southwest corner of Parcel F, adjacent to the site. The Pleasanton fault is shown on the 1982 Alquist-Priolo Special Studies Zone map as a Holocene fault younger than 11,000 years and potentially capable of surface rupture. The Earthquake Fault Zone established for the Pleasanton fault extends northwest from I-580 at Arnold Road toward Dougherty Road and ends south of the Dougherty Hills. The vicinity is underlain by Holocene alluvium, suggesting that any surficial fault related features are attributable to an active fault.

The San Andreas fault, which generated the great San Francisco earthquake of 1906, passes about 28 miles southwest of the site. Two other major active faults in the area include the Hayward fault, located about 9 miles southwest of the site and the Calaveras fault, located about 2 miles to the west.

Surface Conditions

Relatively tall grass and weeds cover most of the site, which is mostly level except for vegetated drainage ditches running parallel to Dublin Boulevard and Arnold Road. A few ditches and depressions are scattered about the site.

Subsurface Conditions

Exploratory borings and CPTs indicate that the site is underlain by predominantly stiff to very stiff silty and sandy clay to the maximum depth of 80 feet explored below the ground surface (see **Figure 6.8**). Below a depth of 15 feet, the clays were periodically interrupted by 2- to 11-foot thick medium dense to very dense clayey sands.

Lowney Associates excavated test pits about 100 feet apart across parcels 15A, 16A and F (see **Figure 6.9**). These test pits encountered scattered undocumented fills mostly consisting of gravelly clay, as well as abandoned utility lines and below grade structures such as building foundations and concrete slabs. Some areas near the previous buildings contained sand and gravel fills.

Groundwater

Groundwater was encountered during drilling of exploratory borings at depths ranging from 9 to 20 feet. Groundwater was measured in the CPTs at depths ranging from 9 to 11 feet.

Landslides

There is no evidence of landsliding at the relatively level Site 15A.

Foundation Support and Settlement

Undocumented fills were encountered across the site, which could present the potential for compression and/or settlement under new buildings or pavements.

Expansive Soils

Plasticity Index Testing indicates the near-surface soils encountered across Site 15A are highly expansive.



Figure 6.8
 Site 15A
 Surface Soil Sample Locations

SOURCE: Lowney Associates
 Aerial Photo: Pacific Aerial Surveys



rupture of known earthquake faults, a potentially significant and unavoidable environmental impact.

The Draft Evaluation of Existing Juvenile Justice Facilities in San Leandro (Rosser International, Inc., Beverly Prior Architects, MFT Consulting Engineers, The Engineering Enterprise and SJ Engineers, December 1997) recommended replacement of the following facilities that either fall in the "no build zone" (indicating very close proximity to an active fault) or are temporary structures:

- Juvenile Hall Administration
- Snedigar Cottage
- 2nd (newer) Medical Module
- 1st Medical Module
- Modular Unit 1
- Modular Unit 2

The Evaluation also identified the following existing buildings at the site that would require structural renovations that are prohibitively expensive (greater than \$40 per square foot):

- Living Unit A
- Living Unit B
- Living Unit C
- Living Unit D
- Living Unit B-2
- Living Unit 1
- Living Unit 2
- Living Unit 3
- Living Unit 4
- Gymnasium
- Camp Sweeney Dining Hall
- Camp Sweeney School

Of those structures not recommended for replacement due to seismic-related concerns in the Evaluation, the following were recommended for replacement for reasons of operational efficiency and effectiveness:

- Existing Juvenile Hall - Receiving and Intake Unit
- Chabot/Las Vistas - Las Vistas (Units 1, 2 and 3), Las Vistas Recreation Building
- Camp R.E.A.D.Y - Camp R.E.A.D.Y. Boys Dormitory, Camp Director's Office
- Camp Sweeney - Camp Sweeney Administration Building, Camp Sweeney Boys Dormitory

Only eight of the existing structures at the site were found to warrant further evaluation rather than replacement, and all of them could be renovated for continued use. However, the Evaluation indicated that if the County chooses to replace a large portion of the existing structures on the site, it is likely that Americans with Disabilities Act (ADA) compliance would be required for the entire campus, which would make renovation of these structures extremely expensive.

Given the costs involved in the replacement of most buildings at the site and the renovation of others to attain ADA compliance, ongoing use of these structures over the long term is not

regarded as feasible. In the absence of building replacement and renovation to meet seismic safety standards and other current requirements, the potential for structural damage and/or injury at the site would remain significant and unavoidable.

Impact 6.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Active fault traces have been identified on the Existing San Leandro Property. Development of a Juvenile Justice Facility at this location could expose those at this site to risk of loss, injury or death due to the rupture of known earthquake faults, a potentially significant environmental impact.

The development plan for the Existing San Leandro Property was prepared based on extensive study of the physical setting. The boring and trenching conducted across the site identified several fault traces that had not been previously mapped, and failed to uncover evidence of fault traces that other studies had inferred from physical features of the ground surface. The project has been designed to accommodate the constraints imposed by those fault traces, and subsequent design-level investigations and construction monitoring will ensure that the project is constructed in a manner that conforms to all applicable codes regarding seismic safety.

- **Mitigation Measure 6.1.2: Site Design for Fault Avoidance.** The development at the site shall be designed to avoid placing any structures for human occupancy within 50 feet of any active fault traces. Design-level investigations and construction monitoring shall verify that the project conforms to all applicable codes and regulations. Areas where active faults have been identified shall be used only for nonhabitable structures or open space. Utilities shall not be built within the geologic setback zone or cross the fault zone, unless equipped with flexible pipes that accommodate earth movement without failure and/or automatic shut-off valves or any other safety designs that the utility provider deems necessary.

Resulting Level of Significance: Implementation of the recommended mitigation measure would reduce the potentially significant impact of fault rupture hazards to a less than significant level.

Impact 6.1.3: Glenn Dyer Detention Facility

NO IMPACT. No earthquake faults have been identified at the Glenn Dyer Detention Facility site. The proposed development of a Juvenile Justice Facility at this location would not subject those at this site to any risk of loss, injury or death due to the rupture of any known earthquake fault.

Impact 6.1.4: Pardee/Swan Site

NO IMPACT. No earthquake faults have been identified at the Pardee/Swan Site. The proposed development of a Juvenile Justice Facility at this location would not subject those at this site to any risk of loss, injury or death due to the rupture of any known earthquake fault.

Impact 6.1.5: East County Government Center

NO IMPACT. No earthquake faults have been identified at the East County Government Center site. The proposed development of a Juvenile Justice Facility and East County Hall of Justice would not subject those at this site to any risk of loss, injury or death due to the rupture of any known earthquake fault.

Impact 6.1.6: Site 15A

NO IMPACT. No earthquake faults have been identified at Site 15A. The proposed development of the East County Hall of Justice would not subject those at this site to any risk of loss, injury or death due to the rupture of any known earthquake fault.

IMPACT 6.2: Risk of Loss, Injury or Death Involving Strong Seismic Ground Shaking

Strong seismic ground shaking can occur during major seismic events. Active fault systems within the San Francisco Bay area are capable of generating strong seismic ground shaking that can damage property and cause injury or death.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The proposed development of a new Juvenile Justice Facility would replace the existing facilities at the Existing San Leandro Property site, where a number of structures may be subject to damage resulting from ground shaking during a major seismic event.

PROJECT IMPACTS**Impact 6.2.1: No Action/No Project**

POTENTIALLY SIGNIFICANT AND UNAVOIDABLE IMPACT. The Existing San Leandro Property is located in a seismically active region of California. Significant earthquakes in the Bay Area have been associated with movements along well-defined fault zones. Earthquakes occurring along the San Andreas fault or any of a number of other Bay Area faults have the potential to produce strong ground shaking at the site, which could result in risk of loss, injury or death. This represents a potentially significant and unavoidable environmental impact associated with the continued operation of the existing Juvenile Hall at this site.

As indicated above, given the costs involved in the replacement of most buildings at the site and the renovation of others to attain ADA compliance, ongoing use of these structures over the long-term is not regarded as feasible. In the absence of building replacement and major renovation to meet seismic safety standards and other current requirements, the potential for structural damage and/or injury at the site would remain significant.

Impact 6.2.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Existing San Leandro Property site is located in a seismically active region of California. Significant earthquakes in the Bay Area have been associated with movements along well-defined fault zones. Earthquakes occurring along the Hayward fault, San Andreas fault or any of a number of other Bay Area faults have the potential to produce strong ground shaking at the site, which could result in risk of loss, injury or death. This represents a potentially significant environmental impact.

- **Mitigation Measure 6.2.2: Seismic Design.** The Project shall be designed to address the projected seismic shaking hazards present at the site, in conformance with the Uniform Building Code, California Building Code and Board of Corrections design standards for juvenile detention facilities.

Resulting Level of Significance: Compliance with current seismic codes and standards would reduce potential impacts associated with strong ground shaking to levels generally considered acceptable according to engineering standards for projects of this type in the seismically active San Francisco Bay region. Therefore, implementation of this measure would reduce this impact to a level of *less than significant*.

Impact 6.2.3: Glenn Dyer Detention Facility

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT: This impact would be the same as **Impact 6.2.2**, above.

- **Mitigation Measure 6.2.3: Seismic Design.** Mitigation Measure 6.2.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Compliance with current seismic codes and standards would reduce potential impacts associated with strong ground shaking to levels generally considered acceptable according to engineering standards for projects of this type in the seismically active San Francisco Bay region. Therefore, implementation of this measure would reduce this impact to a level of *less than significant*.

Impact 6.2.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT: This impact would be the same as **Impact 6.2.2**, above.

- **Mitigation Measure 6.2.4: Seismic Design.** Mitigation Measure 6.2.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Compliance with current seismic codes and standards would reduce potential impacts associated with strong ground shaking to levels generally considered acceptable according to engineering standards for projects of this type in the seismically active San Francisco Bay region. Therefore, implementation of this measure would reduce this impact to a level of *less than significant*.

Impact 6.2.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT: This impact would be the same as **Impact 6.2.2**, above.

- **Mitigation Measure 6.2.5: Seismic Design.** Mitigation Measure 6.2.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Compliance with current seismic codes and standards would reduce potential impacts associated with strong ground shaking to levels generally considered acceptable according to engineering standards for projects of this type in the seismically active San Francisco Bay region. Therefore, implementation of this measure would reduce this impact to a level of *less than significant*.

Impact 6.2.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT: This impact would be the same as **Impact 6.2.2**, above.

- **Mitigation Measure 6.2.6: Seismic Design.** Mitigation Measure 6.2.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Compliance with current seismic codes and standards would reduce potential impacts associated with strong ground shaking to levels generally considered acceptable according to engineering standards for projects of this type in the seismically active San Francisco Bay region. Therefore, implementation of this measure would reduce this impact to a level of *less than significant*.

IMPACT 6.3: Risk of Loss, Injury or Death Involving Liquefaction/Densification

Settlement can occur as a result of seismic ground shaking due to liquefaction or densification of the subsurface soils. In both liquefaction and densification, ground shaking causes predominantly granular soils to become more compact, therefore occupying less volume and resulting in settlement. Soils most susceptible to liquefaction and densification are loose, clean, poorly graded, fine-grained sands. Liquefaction can occur where these soils are saturated (submerged), and are accompanied by a temporary loss of strength (i.e., the soil “liquefies”). Densification can occur where the soils are unsaturated.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits related to liquefaction/densification have been identified.

PROJECT IMPACTS

Impact 6.3.1: No Action/No Project

LESS THAN SIGNIFICANT IMPACT. Submerged soils are not likely to be present at the site of the existing Juvenile Hall under normal conditions, and the material encountered in the borings consists primarily of bedrock or clayey soils that have sufficient cohesion not to be prone to significant liquefaction or densification. This represents a less than significant environmental impact.

As indicated above, given the costs involved in the replacement of most buildings at the site and the renovation of others to attain ADA compliance, ongoing use of these structures over the long term is not regarded as feasible. In the absence of building replacement and renovation to meet seismic safety standards and other current requirements, the potential for structural damage and/or injury at the site would remain significant.

Impact 6.3.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Submerged soils are not likely to be present at the Existing San Leandro Property under normal conditions, and the material encountered in the borings consist primarily of bedrock or clayey soils that have sufficient cohesion not to be prone to significant liquefaction or densification. This represents a less than significant environmental impact.

Impact 6.3.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Although some modifications to existing foundations and underground utilities may be required in converting the existing Glenn Dyer Detention Facility to use as a Juvenile Justice Facility, such modifications could be expected to be completed without any significant disruption of the soils that already support underground structures on site. This would be expected to limit any possible increase in exposure to the risks associated with liquefaction as a result of conversion to a level of less than significant.

Impact 6.3.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The presence of fill at the Pardee/Swan Site, combined with relatively shallow groundwater, creates conditions prone to liquefaction under strong ground shaking. This represents a potentially significant environmental impact.

- **Mitigation Measure 6.3.4: Design-Level Liquefaction Study.** The County shall ensure that design-level studies of the Pardee/Swan Site confirm the conclusions of the earlier report, and shall ensure that the final Project design conforms to the recommendations of such a study with respect to design features intended to limit adverse effects associated with liquefaction during strong seismic ground shaking.

Resulting Level of Significance: The implementation of this mitigation measure would reduce the potential impact to a level of *less than significant*.

Impact 6.3.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Liquefaction and densification of the soil could occur in certain zones of sand and gravel on the East County Government Center site. However, the soils encountered in the borings on site consist predominantly of silty to sandy clay and clayey sand, and relatively dense sand. These soils have sufficient cohesion and/or density not to be prone to liquefaction. This represents a less than significant environmental impact.

Impact 6.3.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. The clayey sands occasionally encountered in exploratory borings and CPTs at the site were generally medium dense to very dense and located below a depth of 15 feet. The potential for liquefaction at the site is considered to be low during seismic shaking. This represents a less than significant environmental impact.

IMPACT 6.4: Risk of Loss, Injury or Death Involving Landslides

On sites where landslides are possible, damage to property may occur or risk of injury or death may be present.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The development of a new Juvenile Justice Facility at a location other than the Existing San Leandro Property site would represent an overall benefit, in that structures at one of the alternate locations would not be subject to potential damage related to landslides.

PROJECT IMPACTS**Impact 6.4.1: No Action/No Project**

POTENTIALLY SIGNIFICANT AND UNAVOIDABLE IMPACT. The site of the existing Juvenile Hall is in hilly terrain where landslides have occurred in the past. A very deep ancient landslide underlies most of the site, although this feature has been inactive for thousands of years, and has a very low to negligible risk of renewed movement. Two secondary landslides within the massive ancient bedrock landslide may threaten structures at the site if reactivated during strong seismic ground shaking. This would represent a potentially significant and unavoidable environmental impact.

In the absence of action to provide engineering solutions that could reduce the potential hazards associated with landsliding at the site, the potential for damage and/or injury resulting from landslides would remain significant.

Impact 6.4.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Existing San Leandro Property is located in hilly terrain where landslides have occurred in the past. A very deep

ancient landslide underlies most of the proposed building site, although this feature has been inactive for thousands of years, and has a very low to negligible risk of renewed movement. Two secondary landslides within the massive ancient bedrock landslide may threaten structures at the Existing San Leandro Property if reactivated during strong seismic ground shaking. This would represent a potentially significant environmental impact.

- **Mitigation Measure 6.4.2: Retaining Walls.** Upslope retaining wall systems up to 38 feet high will be required to effectively reduce the risks associated with potential landslides at the Existing San Leandro Property to a level of less than significant.

Resulting Level of Significance: The implementation of this mitigation measure would reduce the potential impact to a level of *less than significant*.

Impact 6.4.3: Glenn Dyer Detention Facility

NO IMPACT. The Glenn Dyer Detention Facility site is relatively flat, and there is no risk of landslides.

Impact 6.4.4: Pardee/Swan Site

NO IMPACT. The Pardee/Swan Site is relatively flat, and there is no risk of landslides.

Impact 6.4.5: East County Government Center

NO IMPACT. The East County Government Center site is relatively flat, and there is no risk of landslides.

Impact 6.4.6: Site 15A

NO IMPACT. Site 15A is relatively flat, and there is no risk of landslides.

IMPACT 6.5: Soil Erosion

During site preparation and excavation, there may be an increase in soil erosion from development sites unless measures to limit erosion are effectively implemented. Regulations under the federal Clean Water Act require that a National Pollutant Discharge Elimination System (NPDES) storm water permit be obtained for projects that would disturb more than 5 acres during construction (or more than one acre, beginning in March 2003). Prior to construction, the Regional Water Quality Control Board will require preparation of a Storm Water Pollution Prevention Plan (SWPPP) that contains specific actions (termed Best Management Practices, or BMPs) to control the discharge of pollutants (including sediment) into the local surface water drainages. Following development, ongoing soil erosion may take place unless site-specific measures to control it are incorporated within the site design.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits related to soil erosion have been identified.

PROJECT IMPACTS

Impact 6.5.1: No Action/No Project

NO IMPACT. With no new development proposed under this alternative, there would be no anticipated increase in soil erosion that may currently originate from the site.

Impact 6.5.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Site preparation could result in an increase in soil erosion. Unless suitable site-specific erosion control features are incorporated, the ongoing operation of the facilities proposed could also result in soil erosion. This represents a potentially significant environmental impact.

- **Mitigation Measure 6.5.2: Implementation of a Storm Water Pollution Prevention Program (SWPPP).** The SWPPP will need to include stormwater quality BMPs that will reduce runoff of sediment and other pollutants during construction to less than significant levels. Some of the post-construction source control BMPs that could be included in the SWPPP would reduce the generation of pollutants from activities such as lawn maintenance, vehicle use, material storage and waste collection/recycling. In order to be approved by the Regional Water Quality Control Board, the SWPPP will need to demonstrate that implementation will reduce potential soil erosion to a level of less than significant.

Resulting Level of Significance: Implementation of an SWPPP would reduce the potential impact to a level of *less than significant*.

Impact 6.5.3: Glenn Dyer Detention Facility

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. This impact would be the same as **Impact 6.5.2**, above.

- **Mitigation Measure 6.5.3: Implementation of a Storm Water Pollution Prevention Program (SWPPP).** Mitigation Measure 6.5.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of an SWPPP would reduce the potential impact to a level of *less than significant*.

Impact 6.5.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. This impact would be the same as **Impact 6.5.2**, above.

- **Mitigation Measure 6.5.4: Implementation of a Storm Water Pollution Prevention Program (SWPPP).** Mitigation Measure 6.5.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of an SWPPP would reduce the potential impact to a level of *less than significant*.

Impact 6.5.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. This impact would be the same as **Impact 6.5.2**, above.

- **Mitigation Measure 6.5.5: Implementation of a Storm Water Pollution Prevention Program (SWPPP).** Mitigation Measure 6.5.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of an SWPPP would reduce the potential impact to a level of *less than significant*.

Impact 6.5.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. This impact would be the same as **Impact 6.5.2**, above.

- **Mitigation Measure 6.5.6: Implementation of a Storm Water Pollution Prevention Program (SWPPP).** Mitigation Measure 6.5.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of an SWPPP would reduce the potential impact to a level of *less than significant*.

IMPACT 6.6: Soil Instability

Construction on unstable soils could lead to differential settlement resulting in structural damage.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits related to soil stability have been identified.

PROJECT IMPACTS

Impact 6.6.1: No Action/No Project

NO IMPACT. As no new structures would be built at the site of the existing Juvenile Hall, there would be no increased exposure of any structures to potential hazards associated with the presence of unstable soils.

Impact 6.6.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although during their concept-level study, geotechnical engineers indicated that new shallow foundations founded on bedrock should experience negligible post-construction settlement (limited to less than about ½ inch), they also indicated that the potential for differential settlement be thoroughly assessed as part of the final geotechnical investigation, since a large monolithic mat foundation over the entire existing Juvenile Hall footprint may not be feasible. If such a foundation is ultimately proposed, the possibility of differential settlement could represent a potentially significant environmental impact.

- **Mitigation Measure 6.6.2: Incorporation of Geotechnical Engineering Recommendation in Foundation Design.** Once the potential for differential settlement has been thoroughly assessed and pending the selection of the foundation design, subsequent geotechnical engineering recommendations shall be incorporated in the design of foundations at the Existing San Leandro Property.

Resulting Level of Significance. This would reduce potential impacts associated with differential settlement to a level of *less than significant*.

Impact 6.6.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Prior to the construction of the existing Glenn Dyer Detention Facility, it was estimated that the post-construction settlement for the structure would be on the order of 1 inch. The differential settlement between similarly loaded footings was projected to be less than one-half this amount. However, the differential settlement between the structurally separated tower and non-tower sections was expected to be greater. With recompression of anticipated heave from the basement excavation and the effects of total settlements of the tower, the differential settlements were expected to be on the order of 1 and ½ inches. This was regarded as less than significant.

Impact 6.6.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Due to the varying thickness of Bay Mud at the site, differential settlement of conventional spread and continuous footings would be prohibitively high unless the area intended to support structures is surcharged for enough time to consolidate the Bay Mud. This represents a potentially significant environmental impact.

- **Mitigation Measure 6.6.4: Preloading or Use of Deep Foundation Systems.** Preloading the proposed building and parking areas with 8 to 10 feet of fill for a period of 3 to 6 months would consolidate the soft Bay Mud, eliminating most of the potential for settlement and allowing conventional footings to be used in the foundation systems. Alternatively, deep foundations (i.e., driven piles, drilled caissons, etc.) could be used to transfer building loads below the Bay Mud. The most appropriate, cost-effective method of providing for foundations resistant to differential settlement shall be determined by a geotechnical engineer prior to finalizing designs for all structures proposed at this site.

Resulting Level of Significance: Either preloading areas intended to support buildings or parking areas, or using deep foundation systems to transfer building loads below the Bay Mud would be expected to reduce potential adverse effects associated with differential settlement to a level of *less than significant*.

Impact 6.6.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. At the East County Government Center site, low-rise buildings with low to moderate column loads can likely be supported on spread footings or a mat foundation bearing on native soil or properly compacted fill with limited long-term differential settlement. Taller structures with moderate to high column loads may settle unacceptably if supported on shallow foundations such as spread footings or mats, but could be supported acceptably on deep foundations such as driven piles or drilled piers. Compliance with the geotechnical engineering recommendations for the foundations of structures that may be proposed at this site would reduce potential impacts associated with soil instability to a level of *less than significant*.

Impact 6.6.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Undocumented fills at the site could present the potential for compression and/or settlement under new buildings or pavements. This represents a *potentially significant* environmental impact.

- **Mitigation Measure 6.6.6: Removal and Replacement of Undocumented Fills.** All undocumented fills at the site shall be completely removed and replaced with engineered fill prior to the construction of foundations or other structures.

Resulting Level of Significance: This would be expected to reduce potential damage from differential settlement to a level of *less than significant*.

IMPACT 6.7: Expansive Soils

Expansive soils have the potential to damage surface-mounted improvements such as buildings on shallow foundations, sidewalks, pavements, retaining walls and underground utilities.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits related to expansive soils have been identified.

PROJECT IMPACTS

Impact 6.7.1: No Action/No Project

NO IMPACT. As no new structures would be built at the site of the existing Juvenile Hall, there would be no increased exposure of any structures to potential hazards associated with the presence of expansive soils.

Impact 6.7.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Potentially expansive soils were encountered in test borings in a number of areas at the Existing San Leandro Property, and construction on these soils could result in property damage. This would represent a potentially significant environmental impact.

■ **Mitigation Measure 6.7.2: Limitations on Use of Expansive Soils On Site.**

The geotechnical engineering recommendations for the conceptual-level study of the site indicated that on-site expansive soils could likely be incorporated into the deeper fills planned west of the proposed Juvenile Justice Facility, although expansive soils should not be used for the construction of fill slopes or as backfill behind walls retaining fill. Should expansive soils remain in building areas after site excavations are complete, these soils shall be removed and replaced with properly compacted, nonexpansive fill.

Resulting Level of Significance: These measures would reduce the potential effects associated with expansive soils at this site to a level of *less than significant*.

Impact 6.7.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Although some modifications to existing foundations and underground utilities may be required in converting the existing Glenn Dyer Detention Facility to use as a Juvenile Justice Facility, such modifications could be expected to be completed without any significant disruption of the soils that already support underground structures on site. This would be expected to limit any possible increase in exposure to expansive soils as a result of conversion to a level of less than significant.

Impact 6.7.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Pardee/Swan Site was created through the use of artificial fill, and is not known to contain expansive soils. However, until design-level analysis of soils at the site can be completed, the possibility that expansive soils may be present at this site exists. Construction on expansive soils could result in property damage, and would represent a potentially significant environmental impact.

- **Mitigation Measure 6.7.4: Design-Level Soils Analysis.** Prior to finalizing structural designs, an analysis of soils at the site shall be completed to determine the presence or absence of expansive soils. If expansive soils are found to occur at the site, structural design must incorporate features intended to reduce the risk of property damage resulting from exposure to such soils to an acceptable level.

Resulting Level of Significance: This would reduce the potential impact to a level of *less than significant*.

Impact 6.7.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Expansive soils have been identified at the East County Government Center site, and construction in areas characterized by

expansive soils could result in property damage. This would represent a potentially significant environmental impact.

- **Mitigation Measure 6.7.5: Deepening Building Footings/Use of Nonexpansive Fill.** Preliminary geotechnical engineering recommendations call for the deepening of all building footings and using a layer of nonexpansive fill to support both interior and exterior slabs on grade.

Resulting Level of Significance: Although consideration may be given during final design to additional field exploration, laboratory testing and analysis to better define areas for which deepened footings and nonexpansive fill may be reduced, these measures would be expected to reduce the risks associated with expansive soils to a level of *less than significant*.

Impact 6.7.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Near-surface soils at Site 15A are highly expansive, and construction on these soils could result in property damage. This would represent a potentially significant environmental impact.

- **Mitigation Measure 6.7.6: Design Features to Accommodate Expansive Soils.** The design of structures proposed at the site must incorporate features intended to reduce the risk of property damage resulting from exposure to such soils to an acceptable level. This could include supporting slabs on a layer of nonexpansive fill to reduce potential damage to interior slab-on-grade floors or exterior flatwork. In addition, using positive drainage away from buildings and limiting landscape watering could also limit moisture changes in the surficial soils.

Resulting Level of Significance: These measures would reduce the potential impact to a level of *less than significant*.

Hydrology and Water Quality

7.1 AFFECTED ENVIRONMENT

REGULATORY/POLICY SETTING

Federal

Section 404 of the Clean Water Act

Waters of the United States (including wetlands) are subject to U.S. Army Corps of Engineers (Corps) jurisdiction under Section 404 of the Federal Clean Water Act (CWA). Section 404 regulates the filling and dredging of U.S. waters. A Section 404 permit would be required for project construction activities involving excavation of, or placement of fill material into, waters of the United States or adjacent wetlands. The Corps, in reviewing Section 404 permit applications, stresses avoidance of impacts, minimization of unavoidable impacts and mitigation of unavoidable impacts. In addition, a Water Quality Certification (or Waiver thereof) pursuant to Section 401 of the CWA is required for Section 404 permit actions. This would need to be requested from the San Francisco Regional Water Quality Control Board (RWQCB).

National Flood Insurance Program

FEMA has produced maps showing areas and elevations of 100-year flood hazard. FEMA requires that finished floor elevations for development within this 100-year flood area be equal or greater than the 100-year flood elevation.

State

Sections 1601 and 1603

The California Department of Fish and Game (CDFG) has direct jurisdiction, under CDFG Code Sections 1601-1603, over any activities that will divert or obstruct natural flow or change the bed, channel or bank of any river, stream or lake designated by the CDFG in which there is at any time an existing fish or wildlife resource or from which these resources derive benefit.

The CDFG Code requires that formal notification and subsequent agreement, including mitigation measures, must be completed prior to initiating such changes. General project plans must be submitted to CDFG that are sufficient to indicate the nature of a project for construction if the project would divert, obstruct or change a streambed; use material from the streambeds; or

result in the disposal or deposition of debris, waste or other material containing crumbled, flaked or ground pavement where it can pass into a stream. The 1601 and 1603 Codes are similar to the Section 404 Permit, but the area of jurisdiction is typically defined on a case-by-case basis for the location, nature and extent of disturbance, and mitigation.

Stormwater Pollution Prevention Plan (SWPPP)

As mandated by the 1987 amendments to the Federal Clean Water Act, discharge of stormwater from developed areas is regulated under the National Pollutant Discharge Elimination System (NPDES). In California, the State Water Resources Control Board (SWRCB) administers the NPDES program via the Regional Water Quality Control Boards (Regional Boards). In addition, the State Porter-Cologne Act requires the development of Basin Plans for drainage basins within California. The Basin Plans are implemented also through the NPDES program.

Prior to initiating construction for sites that are 5 acres or larger, Project Applicants must submit a Notice of Intent (NOI) to the State Water Resources Control Board (SWRCB) to be covered by the General Construction Activity Stormwater Permit. This requirement also applies to smaller sites that are part of a larger project. The General Permit requires the implementation of a Stormwater Pollution Prevention Plan (SWPPP), which must be prepared before construction begins. The SWPPP will include:

- Specifications for best management practices (BMPs) that will be implemented during project construction to minimize the potential for accidental releases or contamination, and to minimize runoff from the construction areas, including storage and maintenance areas and building materials laydown areas.
- A description of a plan for communicating appropriate work practices to field workers.
- A plan for monitoring, inspecting and reporting any release of hazardous materials.
- Specifications for BMPs that will be incorporated into the project itself to minimize runoff of pollutants after the project has been completed.
- A description of a plan to monitor stormwater runoff after the project has been completed.

LOCAL PHYSICAL SETTING

Existing San Leandro Property

Drainage at the Existing San Leandro Property site enters an area of wetlands adjacent to Fairmont Drive via a series of small channels. A storm drainage system in Fairmont Drive also discharges into this wetland area. At the lower end of the wetland, a 60-inch storm drain pipe conveys runoff downstream into the Alameda County Flood Control and Water Conservation District (Zone 7) system, eventually draining into the Bay.

In three test borings made at the Existing San Leandro Property site (Boring B-4, Boring B-7 and Boring B-8, shown in **Figure 6.3** in **Chapter 6: Geology, Soils and Seismicity**), groundwater was measured at depths of 58, 38 and 53 feet, respectively (Subsurface Consulting, 2001).

Glenn Dyer Detention Facility

The existing Glenn Dyer Detention Facility is served by the City of Oakland storm drainage system. During boring, groundwater was encountered at depths ranging from 17 to 20 feet. The site is not located within an area subject to flooding during a 100-year storm event.

Pardee/Swan Site

The Pardee/Swan Site is located nearly adjacent to the southern extension of San Leandro Bay near Doolittle Drive, and drains directly into San Francisco Bay. A drainage ditch is located along the northwestern site boundary.

During boring, groundwater interface was encountered at depths ranging from 5.75 to 7.25 feet below ground surface. Regional topography suggests that shallow groundwater at the site flows to the west, toward the Airport Channel.

The Flood Insurance Rate Map (Community-Panel Number 065048 0025 B, September 30, 1982) indicates that the site is within Zone C, an area of minimal flooding. A relatively small portion of the southwest corner of the site is within the 100-year flood plain of the San Leandro Bay Airport Channel as shown on Federal Emergency Management Agency (FEMA) mapping (FEMA and Environmental Systems Research Institute [ESRI], Inc., 2001).

East County Government Center

Although the site is completely isolated from any creeks or streams, the existing, artificially constructed detention basin along the western boundary of the site is used for detaining stormwater. The initial wetlands evaluation determined that the detention basin did not meet the criteria for jurisdictional wetlands (Valerius, 2002), although the determination is subject to confirmation by the Corps during final wetland delineation at the site. Two depressional areas located on the eastern half of the site have been identified as wetlands due to clear evidence of wetland hydrology and hydric soils characteristics (see **Figure 8.1** in **Chapter 8: Biologic Resources**). The total acreage of these two wetland areas (isolated seasonal wetlands created by water ponding during the rainy season) is 4,280 square feet, or approximately 0.098 acres.

Surface runoff from the site collects in an existing detention basin located along the western property boundary at Arnold Road. The detention basin drains into triple 36-inch diameter reinforced concrete pipes under Arnold Road, discharging into the Arnold Road channel. There is also an existing 48-inch diameter reinforced concrete pipe that conveys storm water from the Santa Rita Rehabilitation Center along Broder Boulevard, and empties into the detention basin. Additionally, an existing 30-inch storm drain line is located within Gleason Drive, which connects to the Arnold Road channel.

Drainage from this area then flows southerly along Arnold Road and leaves the area through two drainage courses: Tassajara Creek and a culvert under I-580 about 2,000 feet east of Tassajara Road. Tassajara Creek drains to the Arroyo Mocho, which then drains to the Arroyo de la Laguna. Alameda Creek receives flows from the Arroyo de la Laguna, and flows in a westerly direction through Niles Canyon until it ultimately discharges to San Francisco Bay.

Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps indicate that flooding during a 100-year storm will occur primarily along Tassajara Creek. The flooded areas would include an approximately 200-foot width along more than half of the length of Tassajara Creek in the general vicinity of the site, and a wide area just north of where Tassajara Creek flows under I-580, which covers portions of the old Santa Rita jail facilities. The main reason for flooding along Tassajara Creek is inadequate culvert flow capacity where the creek crosses I-580. Currently, Alameda County is studying the flooding problems at these culverts.

Site 15A

Site drainage is split between two separate storm drain systems. Currently, the system is designed such that a portion of storm flows are conveyed directly south in a storm drain pipe under Arnold Road to I-580, where it joins three 45-inch diameter storm drain pipes, which convey storm flows into Line G-2. The other portion of storm flows from this area drain into an open channel that runs southwest diagonally from Arnold Road to Dublin Boulevard, which conveys storm flows into the G-5 Line. This G-5 Line drains to Line G-2 south of I-580, which drains to the Chabot Channel and then to Arroyo Mocho in the City of Pleasanton. From Arroyo Mocho, the Zone 7 drainage system ultimately conveys storm flows to San Francisco Bay.

Similarly to the East County Government Center site, Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps indicate that flooding during a 100-year storm will occur primarily along Tassajara Creek, which is more than 3000 feet east of Site 15A. The flooded areas would include an approximately 200-foot width along more than half of the length of Tassajara Creek. The main reason for flooding along Tassajara Creek is inadequate culvert flow capacity where the creek crosses I-580. The main reason for flooding along Tassajara Creek is inadequate culvert flow capacity where the creek crosses I-580. Currently, Alameda County is studying the flooding problems at these culverts.

7.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

The proposed development of any of the sites evaluated would have a significant environmental impact if it were to result in:

- Violation of any water quality standards or waste discharge requirements.

- Substantial depletion of groundwater supplies or substantial interference with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table.
- Substantial alteration in the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial on- or off-site erosion or siltation.
- Creation or contribution of runoff water that would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff.
- Other substantial degradation of water quality.
- Placement of housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map.
- Placement within a 100-year flood hazard area of structures that would impede or redirect flood flows.
- Exposure of people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam.

IMPACTS AND MITIGATION MEASURES

IMPACT 7.1: Violation of Water Quality Standards

Impact 7.1.1: No Action/No Project

NO IMPACT. In the absence of new construction, no construction-related water quality impacts would be anticipated.

Impact 7.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development of the site as proposed would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.1.2: Storm Water Pollution Prevention Plan.** The County of Alameda shall prepare and implement a Storm Water Pollution Prevention Plan (SWPPP), as required by the National Pollutant Discharge Elimination System General Permit. The SWPPP shall be consistent with the terms of the General Permit, the Manual of Standards for Erosion & Sedimentation Control Measures by the Association of Bay Area Governments (ABAG), policies and recommendations of the local urban runoff program (city and/or county) and the Staff Recommendations of the RWQCB. The

applies to ECHU

SWPPP shall incorporate specific measures to reduce and treat runoff from developed areas of the site by means of vegetative buffers, grassy swales or other means, to be effective for the life of the Project, and shall incorporate Best Management Practices (BMPs) to control sediment and erosion, both during the building process and in the long-term.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.1.3: Glenn Dyer Detention Facility

NO IMPACT. Although construction would take place at the site during the conversion of the existing structures to a Juvenile Justice Facility, this would not be expected to require extensive site preparation or earth-moving activities that could be expected to have an adverse effect on water quality in the vicinity.

Impact 7.1.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development of the site as proposed would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.1.4: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.1.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development of the site as proposed would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.1.5: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.1.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development of the site as proposed would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.1.6: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

IMPACT 7.2: Substantial Depletion of Groundwater Resources/Substantial Interference with Groundwater Recharge

IMPACT 7.2: ALL ALTERNATIVES

NO IMPACT. With the exception of the No Action/No Project alternative and the proposed conversion of the Glenn Dyer Detention Facility, all alternatives evaluated would result in an increase in the amount of impervious surface at their respective sites. However, within the context of the total area of the groundwater basins affected, this interference with groundwater recharge would not be regarded as substantial. None of the alternatives would draw directly from local groundwater resources, and none would contribute substantially toward the depletion of any groundwater resources.

IMPACT 7.3: Substantial Alteration of Existing Drainage Patterns

IMPACT 7.3: ALL ALTERNATIVES

NO IMPACT. With the exception of the No Action/No Project alternative and the proposed conversion of the Glenn Dyer Detention Facility, all alternatives evaluated would result in some modifications to existing drainage patterns. However, at each site where new development is proposed, site plans would be designed to effectively link the site to the adjacent stormwater collection systems that are already in place, so as not to contribute to either on- or off-site siltation.

Impact 7.4: Exceed Capacity of Stormwater Infrastructure/Contribute Polluted Runoff

Impact 7.4.1: No Action/No Project

NO IMPACT. In the absence of new construction, there would be no change in the existing links to the stormwater collection infrastructure in the vicinity, no change in the amount of stormwater runoff generated at the site, and change in the quality of stormwater runoff entering storm drains on site and in the vicinity of the site.

Impact 7.4.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although development of the site as proposed would not be expected to exceed the capacity of the stormwater infrastructure serving the site, it would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.4.2: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of less than significant.

Impact 7.4.3: Glenn Dyer Detention Facility

NO IMPACT. Although the existing structures at the site would be expanded during the conversion to a Juvenile Justice Facility, this would not place any increased demand on the existing stormwater infrastructure serving the site, and would not change the quality of stormwater generated at the site in any meaningful way.

Impact 7.4.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although development of the site as proposed would not be expected to exceed the capacity of the stormwater infrastructure serving the site, it would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.4.4: Storm Water Pollution Prevention Plan.** The County of Alameda shall prepare and implement a Storm Water Pollution Prevention Plan (SWPPP), as required by the National Pollutant Discharge Elimination System General Permit. The SWPPP shall be consistent with the terms of the General Permit, the Manual of Standards for Erosion & Sedimentation Control Measures by the Association of Bay

Area Governments (ABAG), policies and recommendations of the local urban runoff program (city and/or county), and the Staff Recommendations of the RWQCB. The SWPPP shall incorporate specific measures to reduce and treat runoff from developed areas of the site by means of vegetative buffers, grassy swales, or other means, to be effective for the life of the Project, and shall incorporate Best Management Practices (BMPs) to control sediment and erosion, both during the building process and in the long-term.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.4.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although development of the site as proposed would not be expected to exceed the capacity of the stormwater infrastructure serving the site, it would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.4.5: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.4.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although development of the site as proposed would not be expected to exceed the capacity of the stormwater infrastructure serving the site, it would entail construction activity that could be expected to have short-term, temporary adverse effects on local water quality, such as from erosion and siltation, illicit disposal of debris and wash water from construction vehicles and equipment. This would represent a potentially significant impact.

- **Mitigation Measure 7.4.6: Storm Water Pollution Prevention Plan.** Mitigation Measure 7.1.2 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of this mitigation measure would reduce the potential impact to surface water resources to a level of *less than significant*.

Impact 7.5: Development within 100-Year Flood Hazard Area

IMPACT 7.5: ALL ALTERNATIVES

NO IMPACT. None of the alternatives evaluated would result in the placement of any structures within a designated 100-Year Flood Hazard Area.

IMPACT 7.6: Exposure of People or Structures to Flood Hazards

IMPACT 7.6: ALL ALTERNATIVES

NO IMPACT. None of the alternatives evaluated would expose people or structures to a significant risk of loss, injury or death involving flooding.

Biological Resources

8.1 AFFECTED ENVIRONMENT

BACKGROUND

Biological resources were identified through the review and compilation of existing information and conduct of field surveys. The review provided information on general resources in the area of each alternative site and the distribution and habitat requirements of special-status species which have been recorded from or are suspected to occur in the vicinity, including: records on occurrences of special-status species and sensitive natural communities maintained by the California Natural Diversity Data Base (CNDDB) of the Department of Fish and Game (CDFG); the California Native Plant Society's *Inventory of Rare and Endangered Plants of California* (2001); the CDFG's list of special animals (CDFG, 2001) and plants (CDFG, 2001); and a number of site-specific assessments. Field reconnaissance surveys were conducted to determine the suitability of each alternative site to support sensitive resources, followed by detailed surveys for special-status species and wetlands where potential resources were encountered and confirmation on presence or absence was considered necessary. Additional information on the scope and dates of the survey efforts is provided under the setting descriptions for each alternative site.

REGULATORY/POLICY SETTING

Federal and State Regulations

State and federal regulations have been enacted to provide for the protection and management of sensitive biological resources. State and federal agencies have a lead role in the protection of biological resources under their permit authority set forth in various statutes and regulations. The U.S. Fish and Wildlife Service (USFWS) is responsible for administering the Migratory Bird Treaty Act and the federal Endangered Species Act (ESA) for freshwater and terrestrial species, while the National Marine Fishery Service (NMFS) is responsible implementing the federal ESA for marine species and anadromous fish. The U.S. Army Corps of Engineers (Corps) has primary responsibility for protecting wetlands under Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act. At the state level, the California Department of Fish and Game (CDFG) is responsible for administration of the California ESA, and for protection of streams, waterbodies and riparian corridors through the Streambed Alteration Agreement process under Section 1601-1606 of the California Fish and Game Code. Certification from the San Francisco Regional Water Quality Control Board is also required when a proposed activity may result in

discharge into navigable waters, pursuant to Section 401 of the Clean Water Act and EPA 404(b)(1) Guidelines.

Special-Status Species and Sensitive Natural Communities

Special-status species¹ are plants and animals that are legally protected under the California and/or federal ESA² or other regulations, as well as other species that are considered rare enough by the scientific community and trustee agencies to warrant special consideration, particularly with regard to protection of isolated populations, nesting or denning locations, communal roosts and other essential habitat. Species with legal protection under the Endangered Species Acts often represent major constraints to development, particularly when they are wide ranging or highly sensitive to habitat disturbance and where proposed development would result in a "take"³ of these species.

The primary information source on the distribution of special-status species in California is the CNDDDB inventory, which is maintained by the Natural Heritage Division of the CDFG. Occurrence data are obtained from a variety of scientific, academic and professional

¹ Special-status species include:

- listed (rare, threatened or endangered) and candidate species for listing by the CDFG;
- listed (threatened or endangered) and candidate species for listing by the USFWS;
- species considered to be rare or endangered under the conditions of Section 15380 of the CEQA Guidelines, such as those identified on lists 1A, 1B and 2 in the California Native Plant Society (CNPS) *Inventory*;
- and possibly other species which are considered sensitive or of special concern due to limited distribution or lack of adequate information to permit listing or rejection for state or federal status, such as those included on list 3 in the CNPS *Inventory* or identified as animal "California Special Concern" species (CSC) by the CDFG, which have no legal protective status under the California Endangered Species Act but are of concern because of severe decline in breeding populations.

² The Federal Endangered Species Act (FESA) of 1973 declares that all federal departments and agencies shall use their authority to conserve endangered and threatened plant and animal species. The California Endangered Species Act (CESA) of 1984 parallels the policies of FESA and pertains to native California species.

³ "Take" as defined by the FESA means "to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture or collect" a threatened or endangered species. "Harm" is further defined by the USFWS to include the killing or harming of wildlife due to significant obstruction of essential behavior patterns (i.e., breeding, feeding or sheltering) through significant habitat modification or degradation. The CDFG also considers the loss of listed species habitat as "take," although this policy lacks statutory authority and case law support under the CESA.

Two sections of FESA contain provisions that allow or permit "incidental take." Section 10(a) provides a method by which a state or private action which would result in "take" may be permitted. The applicant must provide the USFWS with an acceptable conservation plan and publish notification for a permit in the Federal Register. Section 7 pertains to a federal agency that proposes to conduct an action which may result in "take," requiring consultation with USFWS and possible issuance of a jeopardy decision. Under the CESA, "take" can be permitted under Section 2081 of the Fish and Game Code. The applicant must enter into a habitat management agreement with the CDFG, which defines the permitted activities and provides adequate mitigation.

organizations, private consulting firms and knowledgeable individuals, and entered into the inventory as expeditiously as possible. The presence of a population of species of concern in a particular region is an indication that an additional population may occur at another location within the region, if habitat conditions are suitable. However, the absence of an occurrence in a particular location does not necessarily mean that special-status species are absent from the area in question, only that no data have been entered into the CNDDDB inventory. Detailed field surveys are generally required to provide a conclusive determination on presence or absence of sensitive resources from a particular location.

The USFWS also provides information on listed and candidate species as part of the consultation process under the FESA. Requests were made to the USFWS for lists of species which may be affected by the proposed Project. Three separate lists were prepared by the USFWS in separate requests made on behalf of the County. The first was prepared on September 4, 2001, the second on March 6, 2002, and the third on December 19, 2002. The most recent list identifies a total of 148 listed and candidate plant and animal species which may be present in Alameda County. Suitable habitat for most of these species is not found on the alternative sites, and the Project would have no effect on these listed or candidate species. The discussion of each alternative site provides a conclusion on the potential for occurrence of special-status species, with a subsequent analysis of the effects on the proposed Project for mitigation.

In addition to species-oriented management, protecting habitat on an ecosystem level is increasingly recognized as vital to the protection of natural diversity in the state. The CNDDDB also monitors the locations of natural communities that are considered rare or threatened, known as sensitive natural communities. The CNDDDB has compiled a list of sensitive natural communities that are given a high inventory priority for mapping and protection (CDFG, 2002). Although these natural communities have no legal protective status under the state or federal Endangered Species Acts, they are provided some level of protection under the CEQA Guidelines. A project would normally be considered to have a significant effect on the environment if it would substantially affect a sensitive natural community such as a riparian woodland, native grassland or coastal salt marsh. Further loss of a sensitive natural community could also be interpreted as substantially diminishing habitat, depending on the relative abundance, quality and degree of past disturbance, and the anticipated impacts.

Wetlands

Although definitions vary to some degree, wetlands are generally considered to be areas that are periodically or permanently inundated by surface or ground water, and support vegetation adapted to life in saturated soil. Wetlands are recognized as important features on a regional and national level due to their high inherent value to fish and wildlife; use as storage areas for storm and floodwaters; and water recharge, filtration and purification functions. Technical standards for delineating wetlands have been developed by the Corps and the USFWS, which generally define wetlands through consideration of three criteria: hydrology, soils and vegetation.

The CDFG and Corps have jurisdiction over modifications to stream channels, riverbanks, lakes and other wetland features. Jurisdiction of the Corps is established through the provisions of Section 404 of the Clean Water Act, which prohibits the discharge of dredged or fill material into

"waters" of the United States without a permit, including wetlands and unvegetated "other waters." All three of the identified technical criteria must be met for an area to be identified as a wetland under Corps jurisdiction, unless the area has been modified by human activity. Jurisdictional authority of the CDFG over wetland areas is established under Section 1601-1606 of the Fish and Game Code, which pertains to activities that would disrupt the natural flow or alter the channel, bed or bank of any lake, river or stream. The Fish and Game Code stipulates that it is "unlawful to substantially divert or obstruct the natural flow or substantially change the bed, channel or bank of any river, stream or lake" without notifying the Department, incorporating necessary mitigation, and obtaining a Streambed Alteration agreement. The Wetlands Resources Policy of the CDFG states that the Fish and Game Commission will "strongly discourage development in or conversion of wetlands...unless, at a minimum, project mitigation assures there will be no net loss of either wetland habitat values or acreage." The Department is also responsible for commenting on projects requiring Corps permits under the Fish and Wildlife Coordination Act of 1958.

Local Policy Setting

County of Alameda

The Castro Valley Plan (1985) identifies the following principles related to Biotic Resources:

- Principle 3.15: Development should be restricted to those areas where native plant life and wildlife habitat values are least significant, and should be clustered, where possible, to preserve adequately wide strips of native vegetation to connect larger tracts of natural habitat.*
- Principle 3.16: Native woodland communities, and particularly riparian areas, should be protected from direct encroachment of development and from the adverse effects of increased water runoff, sedimentation, or erosion which could result from development in adjacent areas. With the exception of improvements required for the protection of life and property, and as otherwise specified by Environmental Resources Principle 3.17 of this Plan, all public and private improvements proposed within or adjoining riparian areas should be sited, designed and their uses regulated to minimize direct damage or indirect disturbance to the riparian areas.*
- Principle 3.17: Riparian areas within and adjoining urbanized areas should be preserved except where existing development has already encroached upon the stream channel and where life or property are endangered. For these exceptions, the required flood control and channel stabilization improvements should be compatible with and should preserve as much as possible of the natural riparian character of the channel.*
- Principle 3.20: Lands containing highly significant biotic resources, including the following, should be preserved and protected.*
- *Habitat of rare or endangered fish and wildlife, or species of economic value either commercially or as game species;*
 - *Habitat providing for seasonal concentrations of wildlife;*
 - *Wetlands supporting concentrations of waterfowl;*

- *Riparian habitats, except as otherwise specified by Environmental Resources Principle 3.17 of this Plan;*
- *Open space having present or potential scientific and/or educational uses;*
- *Areas which support rare or endangered plant species; and*
- *Areas with quality examples of vegetative communities characteristic of the County and region.*

City of Dublin

The *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998) includes the following policies which are applicable to the project sites relevant to biological and wetland resources at the East County Government Center alternative and/or Site 15A alternative:

Policy 6-10: Riparian and wetland areas should be incorporated into greenbelt and open space areas as a means of preserving their hydrologic and habitat value. Unavoidable loss of riparian habitat due to development should be replaced with similar habitat on a 3:1 inkind basis. Loss of wetlands must be mitigated consistent with the COE's current policy.

Policy 6-17: Impacts to sensitive wildlife species that occur in the planning area will be avoided wherever possible. Mitigation programs will be required as necessary to reduce or eliminate impacts on special status species.

City of Oakland

The Open Space Conservation and Recreation Element of the *Oakland General Plan* includes the following policies related to biological and wetland resources, which are applicable and relevant to the Pardee/Swan Site and/or Glenn Dyer Detention Facility:

Policy CO-8.1: Mitigation of Development Impacts. Work with federal, state and regional agencies on an on-going basis to determine mitigation measures for development which could potentially impact wetlands. Strongly discourage development with unmitigatable adverse impacts.

Policy CO-9.1: Habitat Protection. Protect rare, endangered, and threatened species by conserving and enhancing their habitat and requiring mitigation of potential adverse impacts when development occurs within habitat areas.

Policy CO-11.1: Protection from Urbanization. Protect wildlife from the hazards of urbanization, including loss of habitat and predation by domestic animals.

LOCAL PHYSICAL SETTING

No Action/No Project

Vegetation and Wildlife Habitat

The site and surrounding lands have been highly disturbed by past development of the existing Juvenile Hall. Most of the site has been graded and paved with roads and parking lots, or developed with structures and ornamental landscaping. Ruderal (weedy), non-native grassland occurs in vacant areas and the slopes below Fairmont Drive along the eastern edge of the site. An unnamed drainage flows along the northwestern edge of the site before entering a culvert system under the main parking lot to the existing Juvenile Hall. Where this drainage remains open, willow (*Salix* spp.) forms a dense stand of riparian scrub, which is the only remaining natural area on the site.

Willow scrub and freshwater marsh vegetation occur along the unnamed drainage. Surface water in the drainage supports several wetland indicator species, including: willow, cattail (*Typha domingensis*), Himalaya blackberry (*Rubus discolor*), iris-leaved rush (*Juncus xiphioides*) and umbrella sedge (*Cyperus eragrostis*). The highly invasive pampas grass (*Cortaderia jubata*) occurs along the east edge of the complex of riparian scrub and marsh.

Ornamental landscaping and ruderal grasslands form the predominant plant cover on the site. Landscaping consists of turf, groundcovers, shrubs, and trees. Common tree species include blue gum (*Eucalyptus globulus*), Monterey pine (*Pinus radiata*), Bishop pine (*Pinus muricata*), and coast live oak (*Quercus agrifolia*). Groundcover and ruderal grassland species include Algerian ivy (*Hedera helix* ssp. *canariensis*), English ivy (*Hedera helix* ssp. *helix*), wild oats (*Avena fatua*), ripgut grass (*Bromus diandrus*), harding grass (*Phalaris aquatica*), Italian ryegrass (*Lolium multiflorum*), bristly ox-tongue (*Picris echioides*), yellow star thistle (*Centaurea solstitialis*) and fennel (*Foeniculum vulgare*).

The extent of development and past and ongoing disturbance limits the value of the site to wildlife. Species associated with the site are common in suburban habitat, and include raccoon, opossum, Botta's pocket gopher, mourning dove, European starling, house finch and western fence lizard. The mature trees may be used for roosting and possibly nesting by raptors, but no evidence of any large nests was observed on the site. The dense thicket of willow riparian scrub and freshwater marsh is the only sensitive habitat for native wildlife, providing dense cover and possibly nesting substrate for a number of bird species.

Special-Status Species

A biological assessment of the site was conducted in fall 2000 to characterize biological and wetland resources, and identify the potential for occurrence of special-status species on the site (LSA Associates, 2000). A field visit was made on July 14, 2000, with a follow-up survey conducted in fall 2000 to assess the potential for wetlands on the site. Information on special-status species suspected to possibly occur on the site was provided in the assessment, together with conclusions on the potential for occurrence and recommendations for further detailed surveys where confirmation on presence or absence could not be made during the summer field

survey. The assessment concluded that it was unlikely that any special-status plant species occur on the site given the extent of past disturbance, and that although occurrence of any special-status animal species appeared unlikely, that a conclusive determination on absence of five species was not possible without further study. These species consist of California red-legged frog, western pond turtle, sharp-shinned hawk, pallid bat and Townsend's big-eared bat.

Subsequent surveys were conducted in 2002 to confirm the conclusions reached in the biological assessment and provide detailed surveys of the site. A habitat suitability analysis for special-status species was conducted on March 23, 2002, and an inventory of plant species on the site was performed on May 16, 2002. Protocol surveys for California red-legged frog and western pond turtle were conducted on May 29, May 30, June 1 and June 3, 2002 (Rana Resources, 2002).

The biological assessment identified 17 special-status plant species considered to have the highest potential for occurrence in the San Leandro vicinity, but concluded that none of these were observed on the site or are believed to occur on the property due to the absence of suitable habitat and extent of past disturbance. The habitat suitability analysis conducted in March 2002 and the inventory of plant species conducted in May 2002 confirmed the initial conclusion reached in the biological assessment. No special-status plant species have been reported from the site by the CNDDDB or are believed to occur on the property.

The biological assessment identified 16 special-status animal species considered to have the highest potential for occurrence in the San Leandro vicinity. The absence of essential habitat features and extent of past development were considered to preclude the potential for occurrence of most of these species from the site. The habitat suitability analysis conducted in March 2002 and the protocol surveys for California red-legged frog and western pond turtle confirmed this initial conclusion reached in the biological assessment regarding absence of special-status animal species from the site. Additional information on California red-legged frog (*Rana aurora draytonii*), western pond turtle (*Clemmys marmorata*), special-status bird species, and special-status bat species is summarized.

California Red-Legged Frog

This subspecies is considered a California Special Concern (CSC) species by the CDFG and was listed as a threatened species by the USFWS in 1996. It is typically found in or near permanent pools along streams, and occasionally in ponds with dense emergent or riparian vegetation. Detailed protocol surveys were conducted according to USFWS protocol for this species in spring 2002, consisting of two daytime and two night surveys. No red-legged frogs were encountered on the site or are believed to occur on the property.

Western Pond Turtle

This species has no legal protective status under the state or federal Endangered Species Acts, but is recognized as a CSC species by the CDFG. It typically occurs in ponds and streams with permanent pools used as retreat habitat. No western pond turtles were observed on the site during the red-legged frog surveys and none are believed to occur on the property due to the absence of suitable breeding and retreat habitat (Rana Resources, 2002).

Bird Species of Concern

There is a possibility that one or more special-status bird species could establish nests on the site, all of which, when in active use, would be protected by the Migratory Bird Treaty Act. No nests were observed during the field visit for the biological assessment in 2000 or the habitat suitability analysis in March 2002, but nests could be established in the future before construction proceeds. The dense willow scrub and mature trees on the site could provide potential nesting habitat for sharp-shinned hawk (*Accipiter striatus*), white-tailed kite (*Elanus leucurus*) and loggerhead shrike (*Lanius ludovicianus*), all of which are recognized as CSC species by the CDFG. The trees also provide suitable nesting habitat for more common raptors, such as red-tailed hawk, great horned owl and American kestrel. Additional detailed surveys would be necessary to confirm presence or absence of any nesting activity, and this could change in future as nests are abandoned and new nests established.

Bat Species of Concern

Pallid bat (*Antrozous pallidus*) and Townsend's western big-eared bat (*Plecotus townsendii townsendii*) are both recognized as CSC species by the CDFG. They typically occur in caves, crevices and abandoned buildings or mines. Both are highly sensitive to human disturbance making their presence in buildings on the site unlikely. No evidence of any bat roosting activity was observed on the site, but no detailed inspections were performed. There is also a remote possibility that new roosts could be established prior to construction or building demolition, so preconstruction surveys were recommended in the biological assessment.

Wetlands

The biological assessment in 2000 provided a preliminary assessment of the extent of potential jurisdictional wetlands on the San Leandro site (LSA, 2000). This was supplemented by a preliminary wetland delineation conducted on June 21, 2002 using Corps routine methodology (Valerius, 2002a). The delineation must still be verified by the Corps, but provides an indication of the likely extent of jurisdictional wetlands. A total of 4 data points were taken to determine vegetation, soils and hydrological characteristics at each location.

Based on the results of the delineation, a total of approximately 3.40 acres (147,830 square feet) of wetlands occur on the site, consisting of the willow riparian/freshwater marsh along the northwestern drainage (see **Figure 8.1**). Wetland indicator species along the drainage include willow, iris-leaved rush, cattail and umbrella sedge. Two drainage ditches were constructed that flow toward the main drainage: one with an estimated channel width of 1 foot at the Ordinary High Water Mark (OHWM), the other with a width of 2 feet at OHWM. The two ditches may not be considered jurisdictional by the Corps as they appear to be constructed in uplands and may therefore not be subject to regulations under Section 404 of the Clean Water Act.

As indicated under the discussion of Vegetation and Wildlife Habitat, the dense willow scrub and freshwater marsh provide the only sensitive habitat for native wildlife on the site and should be considered of high value. The un-vegetated, man-made ditches have little to no value for wildlife and should not be considered sensitive features on the site.

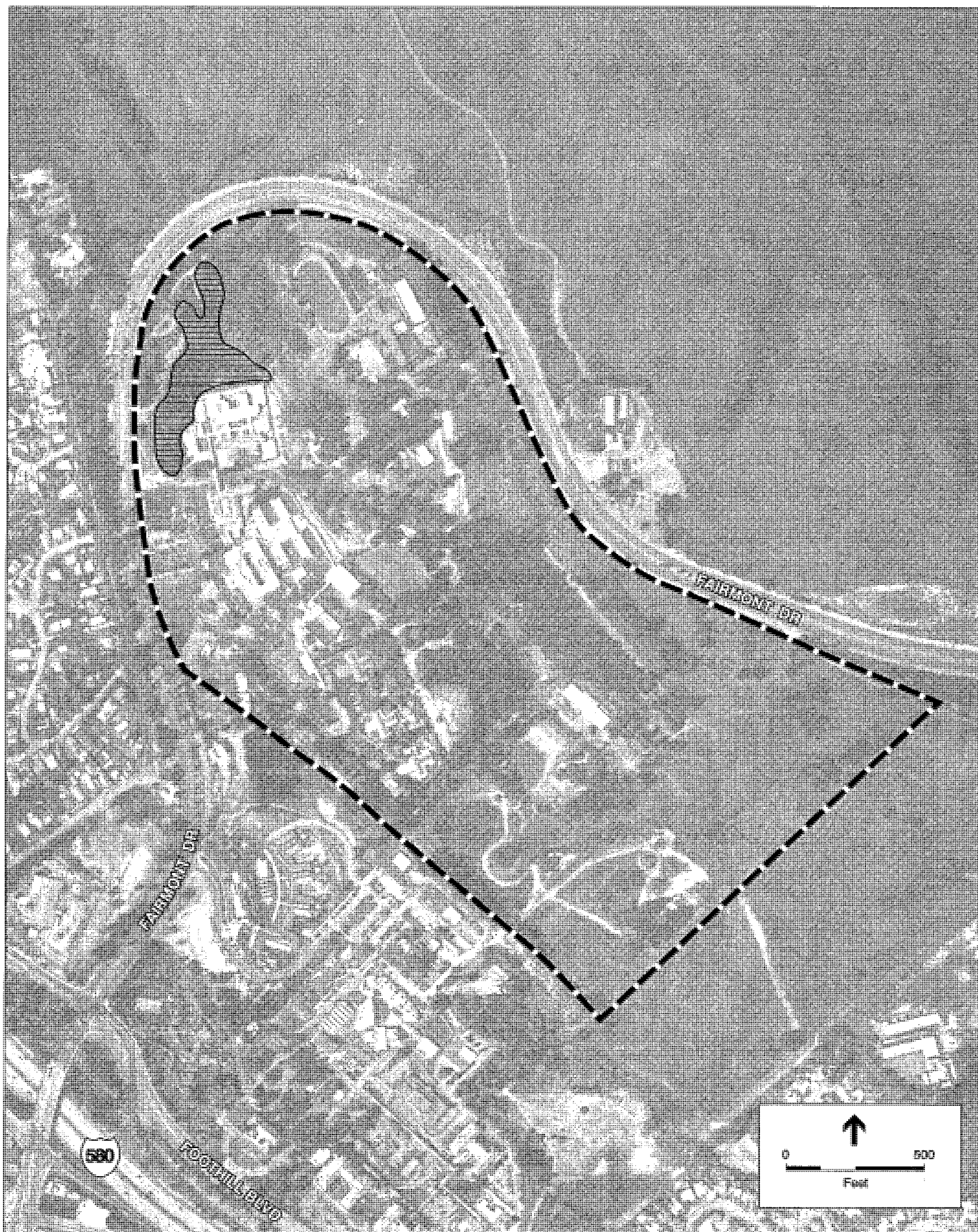


Figure 8.1
San Leandro Site
Wetlands



SOURCE: Jane Valerius
Aerial Photo: Pacific Aerial Surveys

Existing San Leandro Property

Vegetation and Wildlife Habitat

Vegetation and wildlife resources are identical for both the No Action/No Project alternative, where the existing Juvenile Hall is located, and the proposed Existing San Leandro Property site.

Special-Status Species

Special-status species resources are identical for both the No Action/No Project alternative and the proposed Existing San Leandro Property site.

Wetlands

Wetland resources are identical for both the No Action/No Project alternative and the proposed Existing San Leandro Property site.

Glenn Dyer Detention Facility

Vegetation and Wildlife Habitat

This site consists of an existing structure in an urban setting with no native vegetation and with wildlife common to urban areas such as rock dove, house sparrow, Norway rat and house mouse. No sensitive vegetation or wildlife resources occur on the site.

Special-Status Species

The location of this site in an urban setting precludes occurrence of any special-status plant species or essential habitat for any special-status animal species that may have once occurred in the vicinity of downtown Oakland. Raptors known to occasionally nest on ledges in urban settings, such as the state-listed endangered American peregrine falcon (*Falco peregrinus anatum*), have not been observed using this or other buildings in this part of Oakland for nesting.

Wetlands

No wetland resources occur on the site or immediate vicinity.

Pardee/Swan Site

Vegetation and Wildlife Habitat

The site has been highly modified by past fill activities and was recently graded and graveled in preparation for use as a paved parking lot. Vegetative cover over more than two-thirds of the site was sparse to absent during a field reconnaissance conducted by Mr. Jim Martin of the Environmental Collaborative on March 23, 2002. Common plant species observed on the site included soft chess (*Bromus hordeasceous*), rat-tail fescue (*Vulpia myuros*), Mediterranean barley (*Hordum marinum* var. *gussoneanum*), English plantain (*Plantago lanceolata*), bird's foot

trefoil (*Lotus corniculatus*), burclover (*Metacago polymorpha*) and sweet clover (*Melilotus indica*). Most of this non-native cover was eliminated when the parking lot improvements were installed. A drainage channel in the northwestern corner of the site supported a band of pickleweed (*Salicornia* sp.) on the bottom of the channel, bordered by non-native grassland and a few coyote brush shrubs. This feature was not disturbed by the parking lot improvements.

The sparse vegetative cover over most of the site provided only limited habitat for grassland dependent wildlife species before the parking lot improvements were installed. Two concentrations of California ground squirrel were observed along the western edge of the site in march 2002, with no burrows or signs of small mammal activity over more than two-thirds of the eastern portion of the site. The recent parking lot improvements have eliminated the limited grassland habitat values of the site, mammal burrows, and the limited opportunities that raptors may have had for foraging. No evidence of any raptor nesting activity was observed during field reconnaissance in 2002, or during more detailed surveys conducted in March 2001 (Olderding Environmental, 2001).

The drainage channel provides only limited value as wetland habitat as it is physically isolated and relatively small in size. While the adjacent Arrowhead Marsh is of high value to wildlife, the largely barren site is of limited habitat value.

Special-Status Species

A biological resources analysis of the site was conducted in 2001 to characterize biological resources and identify the potential for occurrence of special-status species on the site (Olderding Environmental, 2001). Surveys were conducted on March 26 and 28, 2001 to inventory plant species, evaluate habitat suitability for special-status species and inspect the site for evidence of any burrowing owl activity. Information on special-status species suspected to possibly occur on the site was provided in the biological resources analysis. A total of six special-status plant species typically associated with coastal salt marsh and alkaline grasslands were identified as having the highest potential for occurrence in the site vicinity, but the extent of past disturbance precludes their occurrence on the site. Similarly, a number of special-status animal species are known or suspected to occur in the coastal salt marsh habitat of Arrowhead Marsh and shoreline of San Leandro Bay, but suitable habitat for these species is absent on the site. These include the federally threatened California black rail (*Laterallus jamaicensis coturniculus*), the state and federally endangered salt-marsh harvest mouse (*Reithrodontomys raviventris*), the state and federally endangered California clapper rail (*Rallus longirostris obsoletus*) and salt marsh wandering shrew (*Sorex vagarns halicoetes*) which is a federal Species of Concern and a California Special Concern species. Only burrowing owl and other raptors were considered to potentially use the site, although no evidence of any nesting activity was encountered during surveys in March 2001 or the field reconnaissance in March 2002.

Wetlands

The Pardee/Swan Site was historically tidal wetlands, but subsequent fill on and adjacent to the site eliminated coastal salt marsh and seasonal wetlands. The only remaining area with distinct wetland indicators on the site today is the drainage channel in the northwestern corner of the

property, which supports an estimated 0.21 acres (9,000 square feet) of coastal salt marsh vegetation dominated by pickleweed (see **Figure 8.2**). A flap-gate culvert links the drainage with the open waters of Airport Channel to the west.

The history of jurisdictional wetlands on the site is a complicated one, involving legal action and eventually a Consent Decree that defines the settlement conditions of the lawsuit (U.S. Environmental Protection Agency, 1994). The Consent Decree in 1994 called for preparation and implementation of substantial mitigation, resulting in the creation, restoration and enhancement of the 71-acre Arrowhead Marsh wetlands complex immediately north of the site. Excess dredge materials generated during construction of new and restored wetlands at Arrowhead Marsh were deposited on the site as directed under the Consent Decree. Under the authority of Nationwide Permit 32 and the Consent Decree, this newly deposited material and the previously unauthorized fill material could be retained on the site. While the Consent Decree does not provide a clear statement that the filled conditions on the site are considered nonjurisdictional uplands, this is inferred through the separation of substantial wetlands mitigation on the 71-acre Arrowhead Marsh property, from the retained filled lands on the site.

East County Government Center

Vegetation and Wildlife Habitat

The site and surrounding lands have been highly disturbed by historical agricultural and ranching activities, the previous military base and more recently by suburban development. Evidence of past grading extends over much of the site, including a berm over the northern one-third, a detention basin at the western edge and debris piles in the eastern half. Most of the site is now covered by nonnative grassland and ruderal (weedy) species, with a few scattered ornamental trees and shrubs. A row of planted eucalyptus borders the northern edge of the site along Broder Boulevard. Sapling live oaks (*Quercus agrifolia*) have been planted along the berm in the northern portion of the site.

The grassland cover consists of primarily nonnative annual grasses and forbs. Common species include wild oats, ripgut grass, harding grass, Italian ryegrass, Russian tumbleweed (*Salsola tragus*), bristly ox-tongue, English plantain (*Plantago lanceolata*), yellow star thistle and fennel. A few native species remain in the grassland, such as blue-eyed grass (*Sisyrinchium bellum*), lupine (*Lupinus* sp.) and Congdon's tarplant (*Centromadia parryi* ssp. *congdonii*).

The extent of surrounding development and past disturbance limits the value of the site to wildlife. Existing development borders the southern, eastern and northern boundaries of the site, and fencing limits opportunities for movement of larger wildlife to the partially undeveloped lands to the west.

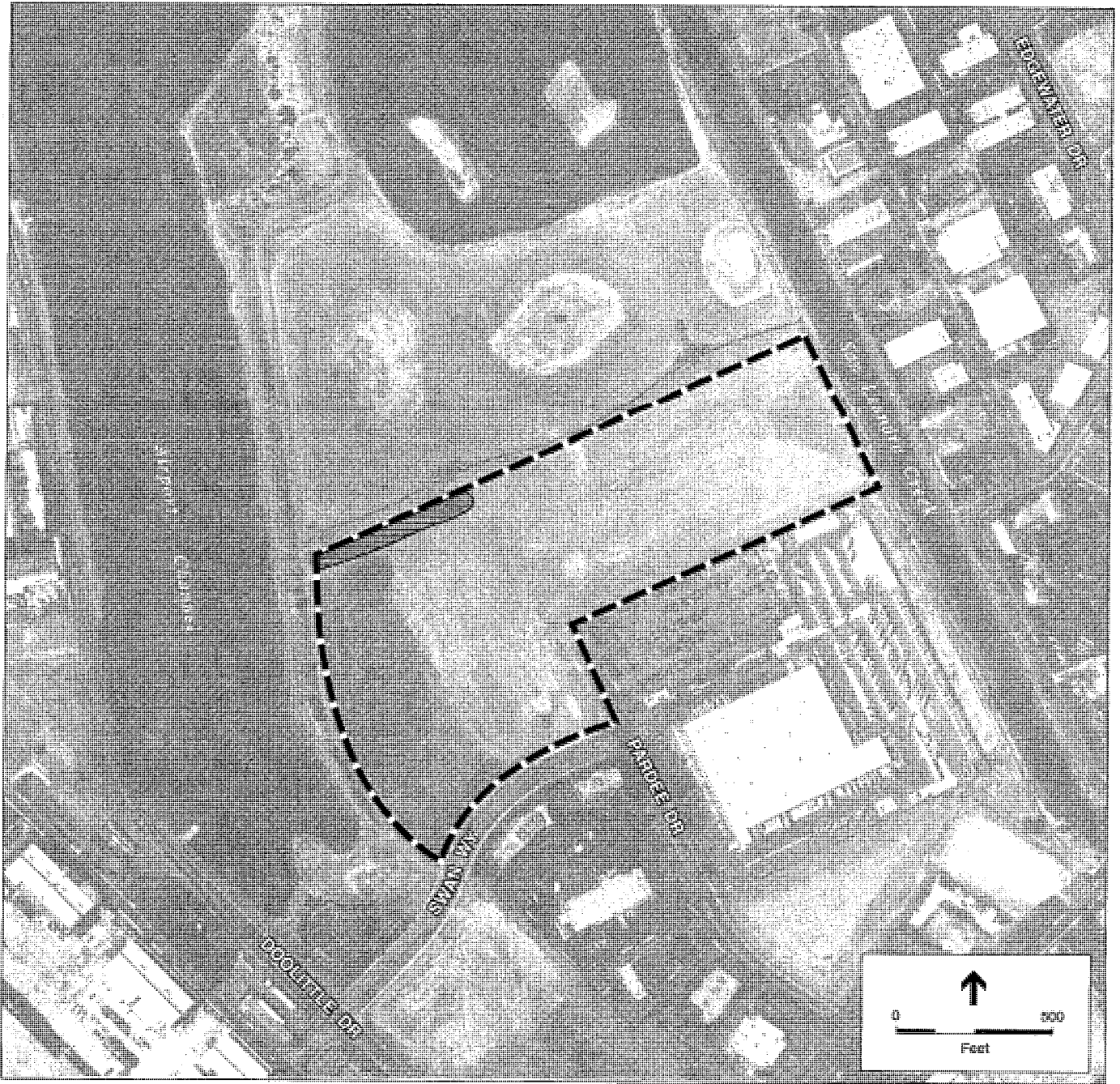


Figure 8.2
Pardee/Swan Site
Wetlands on the Site



SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys

A number of grassland-dependent species continue to use the resources available on the site, particularly small mammals and birds such as mourning dove, rock dove, European starling, house finch, western meadowlark, Botta's pocket gopher, California vole, black-tailed jackrabbit, western fence lizard and gopher snake. California ground squirrels were observed off site along the flood-control channel on the west side of Arnold Road, but none were observed on the site. A loggerhead shrike and a white-tailed kite were observed foraging on the site, although no active nests of these species or other raptors were observed in shrubs or trees on the site. Most of the wildlife associated with the site have adapted to urban and suburban conditions and tolerate human disturbance.

Special-Status Species

Detailed surveys of the East County Government Center site were conducted on July 9 and 11, 2001, and March 29 and May 14, 2002. The survey on July 9, 2001 served to identify the vegetation and wildlife habitat types on the site, the potential for occurrence of special-status species and the possible presence of jurisdictional wetlands. The survey on July 11 provided a partial inventory of plant species on the site, although a thorough inventory was not possible due to the date of the fieldwork in the summer when some species are indistinguishable. Supplemental detailed plant surveys were conducted in March and May 2002 to provide confirmation on absence of any spring-flowering special-status plant species on the site.

A habitat suitability analysis was conducted during the initial survey to determine the potential for occurrence of special-status plant and animal species. This was followed by the plant surveys in 2001 and 2002 conducted to determine presence or absence of special-status plant species. The extent of past and ongoing disturbance, absence of specific habitat types necessary to support species of concern (such as vernal pools, ultramorphic soils or specific cover types), and absence of any indications of presence (such as nest, dens or undisturbed native cover) limit the likelihood of most special-status plant and animal species on the site.

A number of special-status plant species have been reported from or are suspected to possibly occur in the Dublin vicinity. These consist of an estimated 63 species known from grassland and scrub natural communities. Of these species, an estimated 23 would have been identifiable during the July 2001 field survey, and one species was encountered on the site, Congdon's tarplant. The other 40 species would have been detectable during the March and May 2002 spring surveys. No other special-status plant species are believed to occur on the site.

Congdon's tarplant (*Centromadia parryi* ssp. *congdonii*) has no state or federal listing status, but is maintained on List 1B of the CNPS Inventory. This annual herb flowers from June through November. It occurs in ruderal grasslands, often with alkaline soils or subject to periodic disturbance. An estimated 325 plants were observed on the site in 2001, with most of these individuals concentrated in the southeastern portion of the site (see **Figure 8.3**). The CNDDDB records indicate an extensive occurrence of Congdon's tarplant throughout the Camp Parks vicinity, comprised of over 10,000 individuals as estimated by Preston (1999). The individuals on the site are most likely part of this larger, more widespread occurrence.

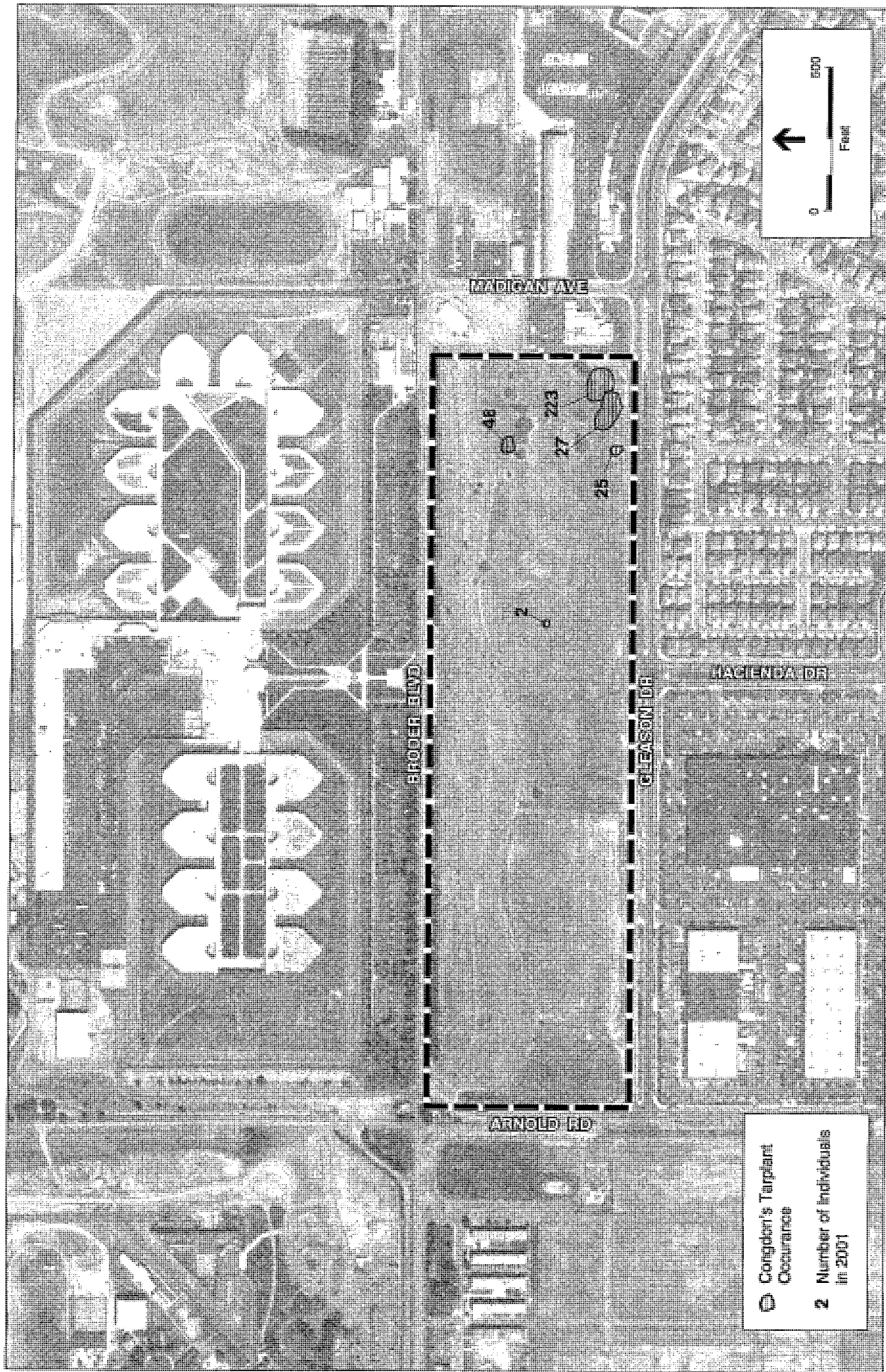


Figure 8.3
 East County Government Center Site
 Rare Plant Locations



SOURCE: Environmental Collaborative
 Aerial Photo: Pacific Aerial Surveys

Table 8.1 provides a list of the animal species of concern considered to have the highest potential for occurrence in the vicinity of the alternative sites. However, the extent of development, habitat modification or absence of essential habitat features generally precludes the potential for occurrence for most of these species from this site. No special-status animal species have actually been reported from the site, but a number are known from the surrounding area according to the CNDDB records. Of particular concern in the Dublin vicinity is the potential for occurrence of California red-legged frog (*Rana aurora draytonii*), California tiger salamander (*Ambystoma tigrinum californiense*) and San Joaquin kit fox (*Vulpes macrotis mutica*). There is also a potential for a number of the bird species of concern to forage and possibly nest on the site. Information on each of these species is summarized below.

California Red-Legged Frog

This species has been reported from several locations in the vicinity of the site, including stockponds and drainages in Camp Parks to the northwest and the Tassajara Creek corridor to the northeast. However, suitable breeding and dispersal habitat for red-legged frog is absent on the site. The detention basin does not hold water long enough to provide breeding habitat, and the lack of any protective marsh or riparian scrub cover precludes occurrence of any dispersing individuals.

California Tiger Salamander

This subspecies is considered to be a Species of Special Concern by the CDFG and is a candidate for federal listing. Adults occupy burrows of California ground squirrel and other rodents for much of the year, and migrate to water sources to breed after the first hard rains in the fall. Breeding habitat consists of temporary pools and permanent water lasting through late spring to permit development of larval young. Suitable breeding habitat for tiger salamander is absent from the site as the detention basin does not hold water into the spring months. Due to the absence of breeding habitat and the limited opportunities for upland estivation, the site is not considered suitable habitat for California tiger salamander.

San Joaquin Kit Fox

This subspecies is federally listed as endangered and is a state-listed threatened species. San Joaquin kit fox historically occurred in alkali sink communities and grasslands of the Central Valley and adjacent valley systems, extending into western San Joaquin and eastern Contra Costa and Alameda counties. The USFWS has mapped the range of this subspecies to just north of the site, although detailed surveys over the past 10 years have not demonstrated presence of kit fox in the vicinity. The extent of development to the north and east effectively precludes the occurrence or even the remote potential for possible occasional dispersal by kit fox across the site.

Table 8.1: Special-Status Animal Species, Potential Occurrence on Alternative Sites

Species Name	Status Federal/State	Habitat Characteristics (Occurrence On Site)
AMPHIBIANS / REPTILES		
<i>Ambystoma tigrinum californiense</i> California tiger salamander	C / CSC	Grassland and open woodlands with temporary or permanent water (unlikely)
<i>Clemmys marmorata</i> Western pond turtle	- / CSC	Ponds, marshes, rivers and streams (unlikely)
<i>Masticophis lateralis euryxanthus</i> Alameda whipsnake	FT / ST, P	Coastal scrub and chaparral and surrounding woodlands and grasslands (unlikely)
<i>Rana aurora draytoni</i> California red-legged frog	FT / CSC, P	Permanent ponds, pools and streams in riparian corridors and surrounding uplands (unlikely)
BIRDS		
<i>Aquila chrysaetos</i> Golden eagle	- / CSC, CP	Open mountains, foothills and canyons (unlikely)
<i>Athene cunicularia</i> Burrowing owl	- / CSC	Open grassland and fields, farms and ruderal areas (possible)
<i>Circus cyaneus</i> Northern harrier	- / CSC	Marshes, fields and grassland (possible)
<i>Elanus leucurus</i> White-tailed kite	- / CP	Open foothills, marshes and grassland (possible)
<i>Eremophila alpestris actia</i> California horned lark	- / CSC	Open habitat with sparse cover (unlikely)
<i>Falco mexicanus</i> Prairie falcon	- / CSC	Canyons, mountains, open grassland (unlikely)
<i>Falco peregrinus</i> Peregrine falcon	FE / SE, CP	Canyons, mountains, open grassland (unlikely)
<i>Lanius ludovicianus</i> Loggerhead shrike	- / CSC	Open habitat with scattered trees, shrubs and other perches (possible)
<i>Laterallus jamaicensis coturniculus</i> California black rail	- / ST, FP	Coastal salt marsh (unlikely)
<i>Rallus longirostris obsolitus</i> California clapper rail	FE / SE, FP	Coastal salt marsh (unlikely)
MAMMALS		
<i>Antrozous pallidus</i> Pallid bat	- / CSC	Roosts in caves, crevices, unused structures (unlikely)

Table 8.1 (continued)

Species Name	Status Federal/State	Habitat Characteristics (Occurrence On Site)
<i>Eumops perotis californicus</i> mastiff bat	- / CSC	Caves and crevices in arid areas with high cliffs California (unlikely)
<i>Plecotus townsendii townsendii</i> Townsend's western big-eared bat	- / CSC	Cave, mines, and abandoned buildings (unlikely)
<i>Reithrodontomys raviventris</i> Salt marsh harvest mouse	FE / SE, FP	Coastal salt marsh (unlikely)
<i>Vulpes macrotis mutica</i> San Joaquin kit fox	FE / ST	Akali sink, saltbrush scrub, grassland, oak savanna (unlikely)

STATUS DESIGNATIONS:

Federal:

FE = Listed as "endangered" under the federal ESA.

FT = Listed as "threatened" under the federal ESA.

PE = Proposed for federal listing as "endangered."

PT = Proposed for federal listing as "threatened."

C = A candidate species under review for federal listing. Candidates include taxa for which the USFWS has sufficient biological information to support a proposal to list as endangered or threatened.

State:

SE = Listed as "endangered" under the California ESA.

ST = Listed as "threatened" under the California ESA.

CP = California fully protected species; individual may not be possessed or taken at any time.

CSC = Considered a Species of Special Concern by the CDFG; taxa have no formal legal protection but nest sites and communal roosts are generally recognized as significant biotic features.

Source: Environmental Collaborative, 2002.

Bird Species of Concern

There is also a possibility that one or more special-status bird species could establish nests on the site, all of which would be protected by the Migratory Bird Treaty Act when in active use. No nests were observed during the July 2001 survey, but nests could be established in the future before construction proceeds. The scattered shrubs and grasslands of the site provide potentially suitable nesting habitat for burrowing owl (*Athene cunicularia*), northern harrier (*Circus cyaneus*), white-tailed kite and loggerhead shrike. The few trees provide suitable nesting habitat for more common raptors, such as red-tailed hawk, great horned owl and American kestrel. Detailed surveys would be necessary to confirm presence or absence of any nesting activity, and this could change in the future as nests are abandoned and new nests established.

Wetlands

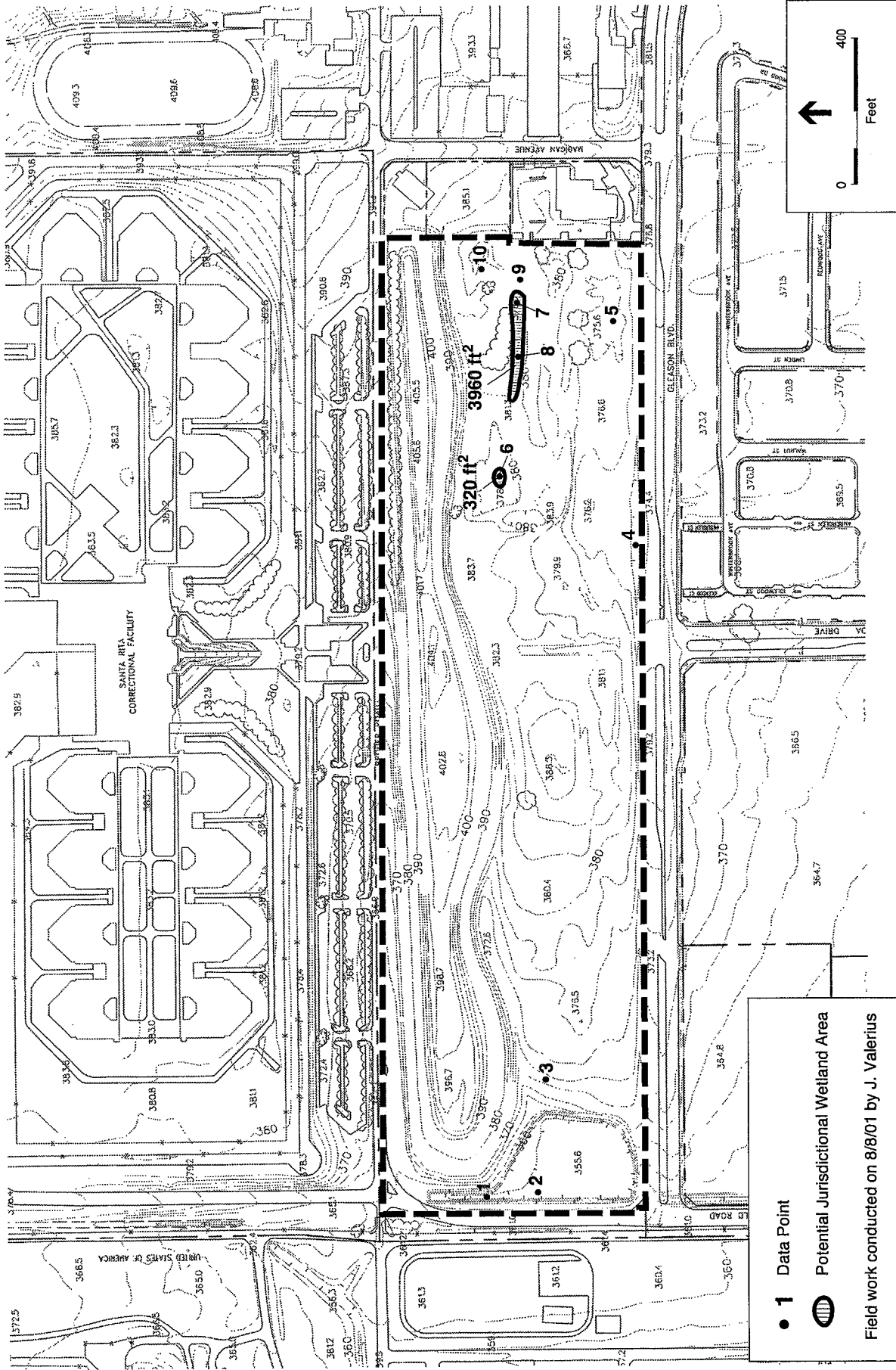
A preliminary wetland delineation was conducted on August 8, 2001, using Corps routine methodology (Valerius, 2001). The delineation must still be verified by the Corps, but provides an indication of the likely extent of jurisdictional wetlands. A total of 10 data points were taken to determine vegetation, soils and hydrological characteristics at each location. Based on the results of the delineation, a total of approximately 0.098 acres (4,280 square feet) of wetlands occur on the site. This consists of two small areas in artificial depressions where all three criteria of wetland plants, soils and hydrology were met (see **Figure 8.4**). Numerous other depressional areas occur on the site as a result of past grading, but did not meet all three of the wetland criteria. Because the two potential wetlands are physically isolated, they are most likely considered by the Corps to be isolated wetlands, nonnavigable interstate waters that are not subject to regulations under Section 404 of the Clean Water Act. These seasonal depressions function largely as grasslands, with no unique values to wildlife.

The detention basin in the western portion of the site is a man-made feature used for detaining water. It functions as part of a larger drainage system, receiving runoff from northwest of the site through a culvert under Arnold Road, which is detained on site, and then passes back under Arnold Road into the flood control channel which flows south along the west side of Arnold. The basin did not exhibit any soil characteristics indicating wetland conditions, and most of the vegetation is composed of facultative or upland species. Facultative species are those that can occur equally in wet areas and uplands. Because of the absence of any strong wetland indicators and the fact that the basin was constructed in uplands, it is considered to be exempt from Corps jurisdiction, although this must be confirmed as part of the field verification.

Site 15A

Vegetation and Wildlife Habitat

Site 15A and surrounding lands have been highly disturbed by historical agricultural and ranching activities, the previous military base and more recently by suburban development. Evidence of past and recent grading extends over much of the site, including stockpiled earth and a man-made drainage swale along Arnold Road and a portion of Dublin Boulevard. Vegetative cover on the site is limited to nonnative grasses and ruderal species, such as slender wild oats (*Avena barbata*), ripgut grass, Paradox canary grass (*Phalaris paradoxa*), Italian ryegrass, bristly ox-tongue, English plantain and yellow star thistle. Several depressional areas support transitional seasonal wetland species, such as curly dock (*Rumex crispus*) and rabbitsfoot grass (*Polypogon monspeliensis*). The few remaining native species consist of an occurrence of Congdon's tarplant (a special-status species) and a few scattered coyote brush (*Baccharis pilularis*) shrubs.



SOURCE: Jane Valerius
 Base Map: Brian Kangas Foulik, 2001

Figure 8.4
 East County Government Center Site
 Wetlands

The small size of the site and the extent of surrounding development and past disturbance limit the value of the site to wildlife. The site is bordered by improved roadways, with existing development to the east and north. A number of grassland-dependent species continue to use the resources available on the site, particularly small mammals and birds such as mourning dove, house finch, Botta's pocket gopher, and black-tailed jackrabbit. No California ground squirrels were observed on or immediately adjacent to the site, and no evidence of any nesting by birds was observed on the site.

Special-Status Species

The potential for occurrence of special-status species on this site is similar to that for the East County Government Center site, given the close proximity and similar characteristics of the two sites. A detailed plant survey was conducted on August 7, 2002, providing a partial inventory of plant species on the site, although a thorough inventory was not possible due to the fact that some spring flowering species are indistinguishable by mid-summer. A habitat suitability analysis was conducted on October 2, 2002, determining the potential for occurrence of special-status animal species on the site. The extent of past and ongoing disturbance, absence of specific habitat types necessary to support species of concern (such as vernal pools, ultramorphic soils or specific cover types) and absence of any indications of presence (such as nest, dens or undisturbed native cover) limits the likelihood of most special-status plant and animal species on the site.

Of the estimated 63 special-status plant species that have been reported from or are suspected to possibly occur in grassland habitat in the Dublin vicinity, approximately 23 would have been identifiable during the August 2002 field survey, and one species was encountered on the site, Congdon's tarplant. The other 40 species would have been indistinguishable from the surrounding grassland or difficult to identify due to the timing of the field survey in mid-summer. Although the likelihood of occurrence of any other special-status plant species on the site is considered remote, supplemental detailed field surveys during the spring would be necessary to confirm absence.

As discussed previously (**East County Government Center, Special-Status Species**), Congdon's tarplant has no state or federal listing status, but is maintained on List 1B of the CNPS Inventory. An estimated 1,000 plants were observed on the site in August 2002, scattered throughout the site with individuals concentrated in four major locations (see **Figure 8.5**). Subsequent grading of the drainage ditch along Arnold Road in late summer of 2002 eliminated several hundred of these plants, but most likely created suitable conditions for establishment of more individuals next year. As with the occurrence found on the East County Government Center site, this population is most likely part of an extensive occurrence of Congdon's tarplant reported by the CNDDDB throughout the Camp Parks vicinity.

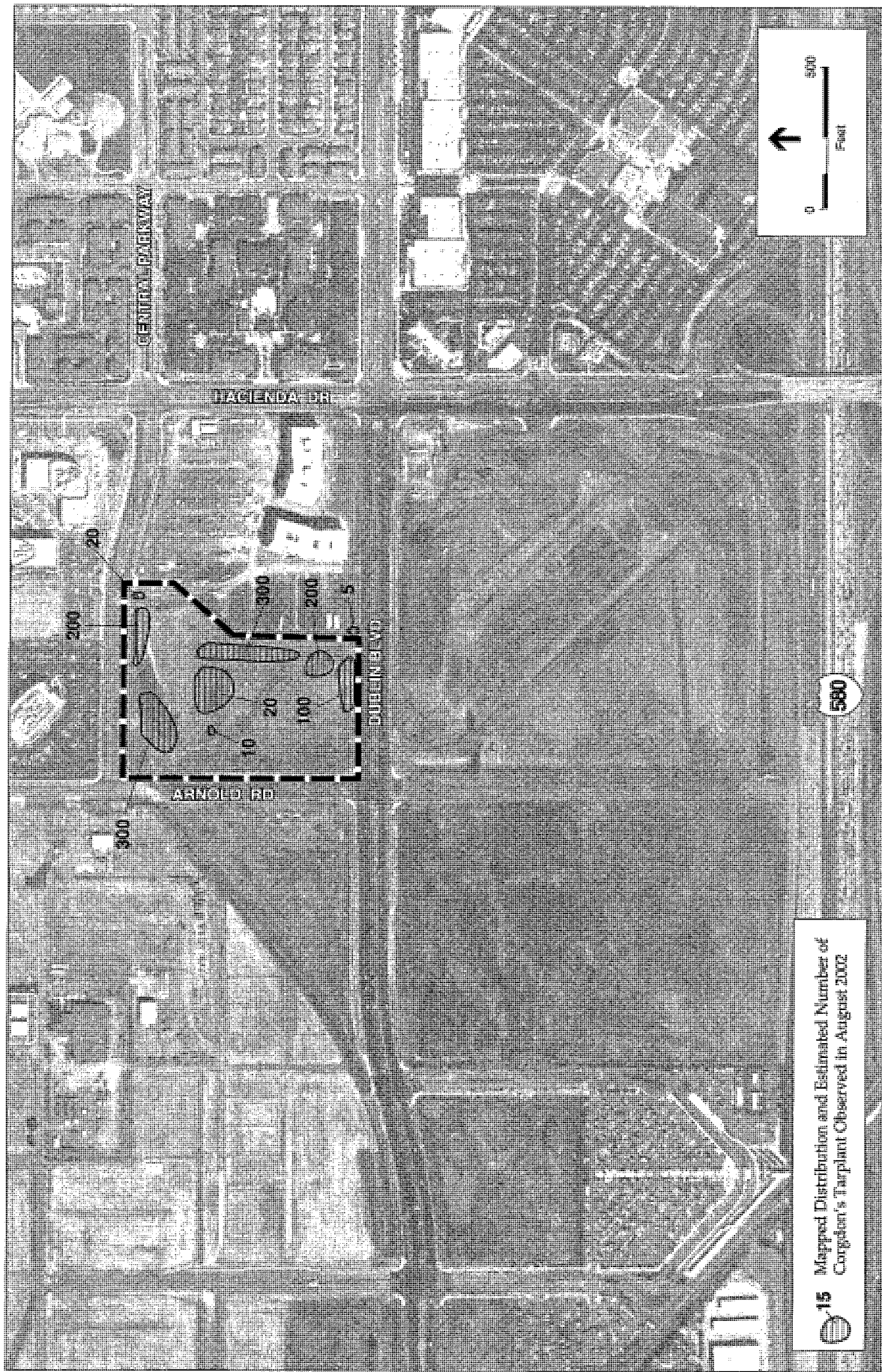
The extent of development, habitat modification or absence of essential habitat features precludes the potential for occurrence of the special-status animal species listed in **Table 8.1**. This includes absence of suitable breeding and estivation habitat for California red-legged frog and California tiger salamander, absence of denning or foraging habitat for San Joaquin kit fox and absence of suitable nesting habitat for the special-status bird species. Burrowing owl requires

ground squirrel burrows or other retreat cover for nesting, which is absent from the site. Loggerhead shrike, white-tailed kite, marsh hawk and other raptors require shrubs and trees for nesting, which are also absent from the site. No special-status animal species have been reported from the site or are believed to occur on the property.

Wetlands

A preliminary wetland delineation was conducted on August 26, 2002, using Corps routine methodology (Valerius, 2002b). The delineation must still be verified by the Corps, but provides an indication of the likely extent of jurisdictional wetlands. A total of 7 data points were taken to determine vegetation, soils and hydrological characteristics at each location. Based on the results of the delineation, a total of approximately 1.44 acres (62,547 square feet) of wetlands occur on the site. This consists of six depressional areas where all three criteria of wetland plants, soils and hydrology were met (see **Figure 8.6**).

A man-made drainage ditch with an average width of 3 feet at OHWM also occurs on the site, paralleling Arnold Road and a portion of Dublin Boulevard. This ditch supported wetland vegetation during the August 2002 survey, but had been regraded and striped of vegetation by October 2002. Because the potential wetlands are physically isolated, they may be considered by the Corps to be isolated wetlands, nonnavigable interstate waters which are not subject to regulations under Section 404 of the Clean Water Act. The drainage ditch may not be considered jurisdictional by the Corps as it appears to be a man-made feature constructed in uplands and may therefore not be subject to regulations under Section 404 of the Clean Water Act. These wetlands appear to be routinely disturbed by maintenance activities, are dominated by ruderal or transitional grassland species and do not provide unique wildlife habitat values.



SOURCE: Environmental Collaborative
Aerial Photo: Pacific Aerial Surveys



Figure 8.5
Site 15A
Distribution of Congdon's Tarplant



SOURCE: Jane Valentus
Aerial Photo: Pacific Aerial Surveys



Figure 8.6
Site 15A
Wetlands

8.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Criteria have been established in determining the significance of potential impacts on biological resources. The CEQA Guidelines identify potentially significant environmental effects on biological resources to include:

- A substantial adverse effect, either directly or through habitat modifications, on any special-status species;
- A substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies or regulations, or by the CDFG or USFWS.
- A substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act through direct removal, filling, hydrological interruption or other means;
- Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites;
- Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.
- Conflict with the provisions of an adopted Habitat Conservation Plan; Natural Community Conservation Plan; or other approved local, regional or state habitat conservation plan.

IMPACT 8.1: Special-Status Species

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits to special-status species have been identified.

PROJECT IMPACTS

Impact 8.1.1: No Action/No Project

NO IMPACT. No adverse impacts on special-status species would occur under this alternative as no new development is proposed.

Impact 8.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would result in the loss of potential loggerhead shrike and raptor nesting habitat on the site. Although

no evidence of nesting by raptors was observed during the field reconnaissance of the site in March 2002, there is a possibility that new nests could be established in the future. Destruction of a raptor nest in active use would be a violation of the Migratory Bird Treaty Act. Given the possibility that new nests could be established on the site in the future before construction is initiated, this impact is considered potentially significant, and would require a preconstruction survey and appropriate mitigation if nests are encountered. Protection of any active raptor nests until young have fledged would be adequate mitigation. Suitable nesting and foraging habitat for horned lark and burrowing owl does not occur on the site, so preconstruction surveys for these species are not necessary.

Although considered unlikely, there is a remote potential for one or more special-status bat species to occur in the existing buildings on the site. Preconstruction surveys would be necessary to confirm presence or absence of bat roosts on the site. Effective methods for relocation or mitigation would be necessary if roosts are encountered, prior to demolition.

No special-status plant species are believed to occur on the site due to the extent of past grading and development, and no impacts on special-status plant species are anticipated.

No direct impacts on any state or federally listed species are anticipated as a result of the Project. This includes California red-legged frog and Alameda whipsnake, which are not believed to occur on or frequent the site. Suitable habitat for Alameda whipsnake is absent on the site and surrounding lands. Detailed protocol surveys were conducted for California red-legged frog, and no individuals were detected in the marginal habitat associated with the willow riparian scrub on the site (Rana Resources, 2002).

■ **Mitigation Measure 8.1.2a: Preconstruction Nesting Surveys.** Preconstruction nesting surveys for loggerhead shrike and raptors shall be conducted during the months of April through July prior to any destruction of suitable nesting habitat. The surveys shall be conducted by a qualified biologist no more than 30 days prior to initiation of grading. If any of these species are found within the construction area after April of the construction year, grading and construction in the area shall either stop or continue only after the nests are protected by an adequate setback approved by a qualified biologist. If avoidance of nests is not feasible, impacts to foraging habitat and kite, shrike and raptor nests shall be minimized by avoiding disturbances to the birds during the nesting season unless a qualified biologist verifies that the birds have either (1) not begun egg-laying and incubation, or (2) that the juveniles from those nests are foraging independently and capable of survival at an earlier date.

■ **Mitigation Measure 8.1.2b: Preconstruction Roosting Surveys.** Preconstruction roosting surveys for pallid bat and Townsend's western big-eared bat shall be conducted prior to demolition of buildings on the site. The surveys shall be conducted by a qualified biologist no more than 30 days prior to demolition. If bat roosts are encountered, demolition shall be postponed until bats have been relocated. Roost entrances shall be fitted with one-way doors that allow exits but prevent entrance for a period of several days to encourage bats to relocate. If maternity roosts are found, the

structure with the maternity roost shall be avoided and bat relocation efforts postponed until the offspring have fledged.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on special-status species would be reduced to *less than significant* levels.

Impact 8.1.3: Glenn Dyer Detention Facility

NO IMPACT. Proposed development would occur in an existing urbanized location, and no impacts on special-status species are anticipated.

Impact 8.1.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The existing condition of the Pardee/Swan site precludes the occurrence of any special status animal species. However, there is a remaining possibility that burrowing owl could establish new nests along the northern and western edges of the site where drainage swales have been incorporated into the parking lot design. If ground squirrels establish colonies along these swales, their burrows could be used by burrowing owl. Re-grading of the site to accommodate the proposed Project facilities could eliminate the swales. Destruction of a burrowing owl nest in active use would be a violation of the Migratory Bird Treaty Act. Given that new nests could be established on the site in the future, this impact is considered potentially significant and would require a pre-construction survey and appropriate mitigation if nests are encountered.

No special-status plants are believed to occur on the site due to the extent of past fill and grading, and no impacts on special-status plant species are anticipated.

No direct impacts on any state or federally listed species are anticipated as a result of the Project. This includes salt marsh harvest mouse, California clapper rail, California black rail or California red-legged frogs, which are not believed to occur on or frequent the site.

■ **Mitigation Measure 8.1.4a: Preconstruction Burrowing Owl Survey.**

Preconstruction surveys shall be conducted for burrowing owl within 30 days of Project-related ground disturbing activities throughout the year to determine whether any nesting owls are present and to provide for their protection during the active breeding season or passive relocation during the non-breeding season if nests are encountered. The surveys shall be conducted by a qualified biologist and shall comply with Burrowing Owl Protocol and Mitigation Guidelines. If burrowing owls are found on site, the Mitigation Guidelines generally require either avoidance of the nest and suitable buffer area, or creation of other suitable habitat for burrowing owls nearby, relocating any burrowing owls that are found on site and filling all on-site burrows once they have been vacated.

Resulting level of Significance: With implementation of the above mitigation measure potential impacts on special-status species would be reduced to a *less than significant* level.

Impact 8.1.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. If developed on the East County Government Center site, the proposed Project would result in the elimination of the occurrence of Congdon's tarplant from the site, which would be a significant impact. Congdon's tarplant has no legal protective status under the state or federal Endangered Species Acts, but is considered rare under Section 15380 of the CEQA Guidelines.

No other special-status plant species were encountered on the site during systematic surveys conducted in July 2001, and March and May 2002, and none are believed to occur on the site.

Suitable foraging habitat for burrowing owl, white-tailed kite, northern harrier, other raptors and loggerhead shrike would be affected by proposed development. While no nests of these species were encountered during the field survey, there is a possibility that nests could be established prior to construction. Preconstruction surveys would be required to confirm the presence or absence of any new nests, together with appropriate development restrictions. Protection of any active nests until young have fledged would be adequate mitigation for most of these species. Additional habitat protection would be required if burrowing owl are encountered on the site, consistent with the mitigation guidelines of the CDFG.

No direct impacts on any state or federally listed species are anticipated as a result of the Project. This includes California red-legged frog and San Joaquin kit fox, which are not believed to occur on the site or pass through the site vicinity.

- **Mitigation Measure 8.1.5a: Preconstruction Nesting Surveys.** Preconstruction nesting surveys for loggerhead shrike and raptors shall be conducted during the months of April through July prior to any destruction of suitable nesting habitat. The surveys shall be conducted by a qualified biologist no more than 30 days prior to initiation of grading. If any of these species are found within the construction area after April of the construction year, grading and construction in the area shall either stop or continue only after the nests are protected by an adequate setback approved by a qualified biologist. If avoidance of nests is not feasible, impacts to foraging habitat and kite, shrike and raptor nests shall be minimized by avoiding disturbances to the birds during the nesting season unless a qualified biologist verifies that the birds have either not begun egg-laying and incubation, or that the juveniles from those nests are foraging independently and capable of survival at an earlier date.
- **Mitigation Measure 8.1.5b: Preconstruction Burrowing Owl Survey.** Preconstruction surveys shall be conducted for burrowing owl within 30 days of Project-related ground disturbing activities throughout the year to determine whether any nesting owls are present and to provide for their protection during the active breeding season or passive relocation during the nonbreeding season if nests are encountered. The surveys shall be conducted by a qualified biologist and shall comply with Burrowing Owl Protocol and Mitigation Guidelines. If burrowing owls are found on site, the Mitigation Guidelines generally require the creation of other suitable habitat for burrowing owls nearby, relocating any burrowing owls that are found on site and filling all on-site burrows once they have been vacated.

- **Mitigation Measure 8.1.5c: Congdon's Tarplant Mitigation Program.** A detailed off-site mitigation program shall be prepared to address the loss of Congdon's tarplant on the site. The program shall be prepared by a qualified botanist or plant ecologist, and shall at minimum provide for seed collection and reseedling, and creating replacement habitat at secure locations. The program shall include identification of appropriate areas(s), including shallow depressions designed with a suitable hydrologic regime for Congdon's tarplant to be sown with seed collected from the site. Seed shall be collected from the site in early fall prior to initiation of construction activities. This seed collection and re-establishment may be combined with other mitigation plans for the vicinity, such as the mitigation being developed for impacts associated with the Dublin Transit Center. Any mitigation plan shall include monitoring for a minimum of five years to determine success of reseedling and habitat creation.

In addition, preservation of another existing occurrence of Congdon's tarplant shall be required if monitoring efforts indicate that the re-establishment efforts have not been successful after five years. The preservation program shall provide for permanent protection of a minimum of 325 plants through land acquisition or use of a conservation easement over an existing population in east Alameda County (minimum 1:1 replacement). Any off-site mitigation lands shall include establishment of a management endowment as necessary to provide for long-term management of the population. The detailed mitigation program shall be developed in conjunction with the Mitigation and Monitoring Plan for this EIS/EIR. The plan shall be prepared in consultation with the CDFG and meet with the approval of the County Community Development Department prior to any construction or seed collection on the site.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on special-status species would be reduced to *less than significant* levels.

Impact 8.1.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. If developed on Site 15A, the proposed Project would eliminate the occurrence of Congdon's tarplant from the site, which would be a significant impact. There is also a remote possibility that the Project could affect other special-status plant species if they occur on the site. The single survey conducted in August 2002 would not allow for a conclusive determination on absence of any spring-flowering species that have a remote potential to occur on the site. Further detailed surveys would be necessary to conclusively determine the presence or absence of other special-status plant species on the site.

Congdon's tarplant has no legal protective status under the state or federal Endangered Species Acts, but is considered rare under Section 15380 of the CEQA Guidelines. Thus, elimination of the entire occurrence of this species on the site would be significant.

Suitable foraging habitat for burrowing owl, white-tailed kite, northern harrier, other raptors and loggerhead shrike would be affected by proposed development. However, the extent of adjacent development and conversion of the surrounding grasslands to suburban use limit the habitat

value of the site for foraging and this loss is not considered significant. The absence of suitable nesting conditions, such as ground squirrel burrows or shrubs and trees on the site, precludes nesting by raptors and other bird species of concern, and preconstruction surveys would therefore not be required on this site.

No direct impacts on any state or federally listed species are anticipated as a result of the Project. This includes California red-legged frog and San Joaquin kit fox, which are not believed to occur on the site or pass through the site vicinity.

- **Mitigation Measure 8.1.6a: Congdon's Tarplant Mitigation Program.** A detailed off-site mitigation program shall be prepared to address the loss of Congdon's tarplant on the site. The program shall be prepared by a qualified botanist or plant ecologist, and shall at minimum provide for seed collection and reseedling, and creating replacement habitat at secure locations. The program shall include identification of appropriate areas(s), including shallow depressions designed with a suitable hydrologic regime for Congdon's tarplant to be sown with seed collected from the site. Seed shall be collected from the site in early fall prior to initiation of construction activities. This seed collection and re-establishment may be combined with other mitigation plans for the vicinity, such as the mitigation being developed for impacts associated with the Dublin Transit Center. Any mitigation plan shall include monitoring for a minimum of five years to determine success of reseedling and habitat creation.

In addition, preservation of another off-site existing occurrence of Congdon's tarplant shall be required if monitoring efforts indicate that the re-establishment efforts have not been successful after five years. The preservation program shall provide for permanent protection of a minimum of 1,000 plants through land acquisition or use of a conservation easement over an existing population in eastern Alameda County (minimum 1:1 replacement). Any off-site mitigation lands shall include establishment of a management endowment as necessary to provide for long-term management of the population. The detailed mitigation program shall be prepared in consultation with the CDFG and meet with the approval of the County Community Development Department prior to any construction or seed collection on the site.

- **Mitigation Measure 8.1.6b: Supplemental Plant Surveys and Protection.** Detailed surveys shall be conducted in spring (March and May) to confirm absence of any other special-status plant species from the site. If populations of any other special-status plant species are encountered, the mitigation program for Congdon's tarplant shall be expanded to address these additional species. Measures to protect and preserve the additional plant populations shall be developed for any listed species or those maintained on Lists 1B or 2 of the CNPS Inventory. These measures may include collection of seeds during the appropriate developmental stage of the plan, procedures for sowing techniques appropriate to the life cycle of the plant, development of a maintenance and monitoring plan specific to the environmental conditions necessary for survival of the new population, identification of funding sources to provide for implementation of the plan and management and maintenance of the mitigation area. Potential impacts on any

species maintained on Lists 3 and 4 of the CNPS Inventory would not be considered significant and no additional mitigation would be required for these species.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on special-status species would be reduced to *less than significant* levels.

IMPACT 8.2: Loss of Sensitive Natural Communities

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits pertaining to sensitive natural communities have been identified.

IMPACT 8.2 ALL ALTERNATIVES

NO IMPACT. Sensitive natural community types, such as riparian scrub and native grasslands, are absent from all of the sites, and no impacts are anticipated. Areas on each of the alternative sites supporting seasonal wetlands are dominated by nonnative species and are not a sensitive natural community. Areas on the Existing San Leandro Property site supporting willow riparian scrub are located outside the anticipated limits of grading and would not be affected by the proposed Project. Because no impacts are anticipated, no mitigation is considered necessary.

IMPACT 8.3: Loss or Modifications to Wetlands

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits related to wetlands have been identified.

PROJECT IMPACTS

Impact 8.3.1: No Action/No Project

NO IMPACT. No adverse impacts on wetlands would occur under this alternative as no new development is proposed.

Impact 8.3.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would generally avoid the willow riparian scrub along the northwestern edge of the site, but would fill approximately 920 linear feet of two man-made drainage ditches which may be considered jurisdictional other waters by the Corps. These drainages collectively comprise an estimated 0.038 acres (1,640 square feet) of potential jurisdictional waters. The assumption that these drainages may be jurisdictional must be confirmed by the Corps as part of its jurisdictional determination. If these drainages are determined to be jurisdictional, then their loss may be

considered significant, requiring mitigation. Careful controls over grading and potential sedimentation must also be implemented to avoid degradation of the adjacent willow riparian scrub on the site.

- **Mitigation Measure 8.3.2a: Wetland Delineation and Possible Replacement.** The preliminary wetland delineation shall be submitted to the Corps for verification. If the identified drainages ditches to be filled are not considered jurisdictional then no additional mitigation is considered necessary. If the Corps determines these features are jurisdictional and must be filled, then a mitigation program shall be prepared by a qualified wetland specialist, and shall at minimum provide for no net loss of wetlands. This mitigation program will be required to provide for the creation of replacement habitat with an increase in acreage and value at a secure location to meet the “no net loss” standard. Any mitigation program shall include monitoring and management for a minimum of five years to ensure success of wetlands creation; specify success criteria, maintenance, monitoring requirements, and contingency measures; and define site preparation and revegetation procedures, along with an implementation schedule, and funding sources to ensure long-term management. If required, the detailed mitigation program shall be prepared in consultation with the Corps and meet with the approval of the County Community Development Department prior to any construction on the site.
- **Mitigation Measure 8.3.2b: Wetland Protection.** As recommended in **Mitigation Measure 6.5.2**, a Stormwater Pollution Prevention Plan shall be prepared and implemented using Best Management Practices to control both construction-related erosion and sedimentation and Project-related nonpoint discharge into waters on the site.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on wetlands would be reduced to *less than significant* levels.

Impact 8.3.3: Glenn Dyer Detention Facility

NO IMPACT. Proposed development would occur in an existing urbanized location, and no impacts on wetlands are anticipated.

Impact 8.3.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would avoid the open drainage channel in the northwestern corner of the site. Although indicators of potential seasonal wetlands were observed in scattered locations on the site during initial field visits, the site has since been graded and is being developed by the Port of Oakland as a parking lot, consistent with the Consent Decree issued for the property in 1994, which provided mitigation/restoration of the adjacent Arrowhead Marsh and allowed for deposition of fill material on the site. However, careful controls over potential sedimentation must be implemented to avoid degradation of the adjacent marshlands to the north, west and east of the site.

- **Mitigation Measure 8.3.4a: Wetland Avoidance.** The drainage channel in the northwestern corner of the site shall be avoided and a minimum 50-foot setback provided from this feature to adequately avoid potential jurisdictional waters.
- **Mitigation Measure 8.3.4b: Wetland Protection.** As recommended in **Mitigation Measure 6.5.2**, a Stormwater Pollution Prevention Plan shall be prepared and implemented using Best Management Practices to control both construction-related erosion and sedimentation and Project-related nonpoint discharge into waters on the site.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on wetlands would be reduced to *less than significant* levels.

Impact 8.3.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would result in the elimination of the approximately 0.098 acres (4,280 square feet) of scattered seasonal wetlands in the man-made depressions on the site. Because these features are physically isolated and nonnavigable interstate waters, they are not anticipated to be subject to regulations under Section 404 of the Clean Water Act. Similarly, the man-made detention basin in the western portion of the site is most likely exempt from Corps jurisdiction as it was constructed in uplands for flood control. These assumptions must be confirmed by the Corps as part of its jurisdictional determination. If these features are determined to be jurisdictional, then their loss would be considered significant, requiring mitigation.

The loss of biological value attributable to elimination of these wetlands is considered to be less than significant. The area on this site supporting seasonal wetlands is dominated by nonnative species and is not a sensitive natural community. The detention basin does not hold water long enough to provide breeding habitat for red-legged frogs, and lacks any protective marsh or riparian scrub cover. Similarly, since the detention basin does not hold water into the spring months it does not provide suitable breeding habitat for tiger salamander.

- **Mitigation Measure 8.3.5: Wetland Delineation and Possible Replacement.** The preliminary wetland delineation shall be submitted to the Corps for verification. If the identified wetlands and detention basin are not considered jurisdictional then no additional mitigation is considered necessary. If the Corps determines these features are jurisdictional, then a mitigation program shall be prepared by a qualified wetland specialist, and shall at minimum provide for no net loss of wetlands. This program will be required to provide for the creation of replacement habitat with an increase in acreage and value at a secure location to meet the “no net loss” standard. Any mitigation program shall include monitoring and management for a minimum of five years to ensure success of wetlands creation; specify success criteria, maintenance, monitoring requirements, and contingency measures; and define site preparation and revegetation procedures, along with an implementation schedule, and funding sources to ensure long-term management. If required, the detailed mitigation program shall be prepared in consultation with the Corps and meet with the approval of the County Community Development Department prior to any construction on the site.

Resulting Level of Significance: With implementation of the above mitigation measure, potential impacts on wetlands would be reduced to *less than significant* levels.

Impact 8.3.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would result in the elimination of the approximately 1.44 acres of seasonal wetlands scattered across the site. Because these features appear to be physically isolated and nonnavigable interstate waters, they are not anticipated to be subject to regulations under Section 404 of the Clean Water Act. Similarly, the estimated 0.06 acre of waters associated with the man-made drainage ditch along the Arnold Road frontage is most likely exempt from Corps jurisdiction as it was constructed in uplands for flood-control purposes. These assumptions must be confirmed by the Corps as part of their jurisdictional determination. If the wetland areas are determined to be jurisdictional, then their loss would be considered significant, requiring mitigation.

The loss of biological value attributable to elimination of these wetlands is considered to be less than significant. The areas on this site supporting seasonal wetlands do not contain suitable breeding or estivation habitat for California red-legged frog or California tiger salamander. These wetlands appear to be routinely disturbed by maintenance activities, are dominated by ruderal or transitional grassland species and do not provide unique wildlife habitat value.

- **Mitigation Measure 8.3.6: Wetland Delineation and Possible Replacement.** The preliminary wetland delineation shall be submitted to the Corps for verification. If the identified wetlands and drainage ditch are not considered jurisdictional then no additional mitigation is considered necessary. If the Corps determines these features are jurisdictional, then a mitigation program shall be prepared by a qualified wetland specialist, and shall at minimum provide for no net loss of wetlands. This mitigation program will be required to provide for the creation of replacement habitat with an increase in acreage and value at a secure location to meet the “no net loss” standard. Any mitigation program shall include monitoring and management for a minimum of five years to ensure success of wetlands creation; specify success criteria, maintenance, monitoring requirements, and contingency measures; and define site preparation and revegetation procedures, along with an implementation schedule, and funding sources to ensure long-term management. If required, the detailed mitigation program shall be prepared in consultation with the Corps and meet with the approval of the County Community Development Department prior to any construction on the site.

Resulting Level of Significance: With implementation of the above mitigation measure, potential impacts on wetlands would be reduced to *less than significant* levels.

IMPACT 8.4: Loss of Wildlife Habitat

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits to wildlife habitat have been identified.

PROJECT IMPACTS

Impact 8.4.1: No Action/No Project

NO IMPACT. No adverse impacts on wetlands would occur under this alternative as no new development is proposed.

Impact 8.4.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The proposed Project is not expected to interfere substantially with the movement of wildlife, impede use of any wildlife nurseries, or result in a substantial loss of wildlife habitat at this alternative site. This site is surrounded by Fairmont Drive and the existing Juvenile Hall. The willow riparian scrub along the northwestern edge of the site would remain undisturbed, protecting the only sensitive wildlife habitat. Proposed development would eliminate the ornamental landscaping and ruderal grasslands within the limits of grading, and wildlife would either be destroyed or displaced to the surrounding lands. However, most of these species are relatively common and the loss of habitat or individuals would not be considered significant. Species common to suburban habitat would eventually occupy landscape improvements and structures developed as part of the Project. No mitigation is considered necessary.

Impact 8.4.3: Glenn Dyer Detention Facility

NO IMPACT. Proposed development would occur in an existing urbanized location, and no impacts on wildlife habitat are anticipated.

Impact 8.4.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. As discussed under **Impact 8.1.4**, the proposed Project would result in the elimination of suitable grassland habitat on the site for loggerhead shrike, burrowing owl and other raptors, and could disrupt wildlife use in the adjacent Arrowhead Marsh. The sparse cover over most of the site currently limits its value to grassland-dependent species, and a paved pedestrian path along the southern edge of the open space to the north currently separates the site from Arrowhead Marsh. However, development of the site would introduce additional human activity and nighttime lighting into the area, which could adversely affect wildlife activity in the adjacent open space unless properly screened and carefully controlled. In addition, the placement of structures (buildings, fences, light poles, etc.) near the northern edge of the site could provide new perches for predatory birds, which might enable them to more effectively prey on wildlife using the adjacent marshland habitat.

- **Mitigation Measure 8.4.4a: Wildlife Habitat Buffer.** As recommended in **Mitigation Measure 8.1.4c: Protection of Raptor Foraging Habitat**, a 50-foot setback shall be provided along the northern, eastern and western edges of the site to provide a buffer for the surrounding open space lands. Appropriate native and ornamental shrub and low-growing tree species shall be planted as landscape screening within 20 feet of the inside edge of this setback to provide screening of new structures, parking and other uses which may interfere with wildlife activity in the adjacent Arrowhead Marsh and regional

shoreline of San Leandro Bay. Nighttime lighting shall be designed to minimize any illumination of the adjacent marshland habitat.

- **Mitigation Measure 8.4.4b: Incorporation of Features to Prevent Potential Predator Perches.** In order to reduce the potential for raptor predation in the adjacent marshland habitat, all structures proposed nearest to the northern edge of the site shall incorporate design features intended to reduce the potential for viable raptor perches on site. These could include parapets incorporating angular features to discourage perching, the placement of “porcupine wire” along potential perch surfaces or the incorporation of devices (e.g., flashing lights, taped distress calls, holographic reflective tape) that are intended to cause raptors to seek perches elsewhere.
- **Mitigation Measure 8.4.4c: Design Features to Reduce Exterior Lighting.** To the extent possible consistent with security considerations, all exterior lighting shall incorporate design features such as hooded light shields to direct nighttime light to the ground or toward structures on the site, and away from the adjacent marshland habitat area.

Resulting Level of Significance: With implementation of the above mitigation measures, potential impacts on wildlife habitat would be reduced to *less than significant* levels.

Impact 8.4.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The proposed Project is not expected to interfere substantially with the movement of wildlife, impede use of any wildlife nurseries or result in a substantial loss of wildlife habitat at this alternative site. This site is surrounded on three sides by existing development and is not directly connected to an existing stream or other natural movement corridor. Proposed development would eliminate the remaining grassland habitat, and wildlife would either be destroyed or displaced to the surrounding lands. However, most of these species are relatively common and the loss of habitat or individuals would not be considered significant. Species common to suburban habitat would eventually occupy landscape improvements and structures developed as part of the Project. No mitigation is considered necessary.

Impact 8.4.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. The proposed Project is not expected to interfere substantially with the movement of wildlife, impede use of any wildlife nurseries or result in a substantial loss of wildlife habitat at this alternative site. This site is surrounded on three sides by existing development and is not directly connected to an existing stream or other natural movement corridor. Proposed development would eliminate the remaining grassland habitat, and wildlife would either be destroyed or displaced to the surrounding lands. However, most of these are relatively common species and the loss of habitat or individuals would not be considered significant. Species common to suburban habitat would eventually occupy landscape improvements and structures developed as part of the Project. No mitigation is considered necessary.

IMPACT 8.5: Conflict with Local Policies or Ordinances

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No project benefits have been identified related to local policies or ordinances.

PROJECT IMPACTS**Impact 8.5.1: No Action/No Project**

NO IMPACT. The proposed Project would not conflict with any Castro Valley Plan policies established for the protection of biological resources as it would not disturb areas where native plant life or wildlife habitat values are significant, nor would it affect any native woodland communities or riparian areas. The proposed Project would have no effect on any lands containing highly significant biotic resources.

Impact 8.5.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would be consistent with Castro Valley Plan Principal 3.15 requiring that development should be restricted to those areas where native plant life and wildlife habitat values are least significant. The proposed Project would generally avoid the willow riparian scrub along the northwestern edge of the site, thus protecting the only sensitive wildlife habitat at this site.

Consistent with Castro Valley Plan Principle 3.16, native woodland communities, and particularly riparian areas, would be protected from direct encroachment of development. Those portions of the Existing San Leandro Property site that support willow riparian scrub would be located outside the anticipated limits of grading.

The proposed Project would not be consistent with Castro Valley Principle 3.20 requiring that lands containing highly significant biotic resources should be preserved and protected. The proposed Project would result in the loss of potential loggerhead shrike and raptor nesting habitat, may result in the loss of habitat for one or more special-status bat species and would result in the fill of drainage ditches which may be considered jurisdictional other waters by the Corps. However, the loss of these potentially significant biological resources would be fully mitigated through implementation of those measures identified above.

Impact 8.5.3: Glenn Dyer Detention Facility

NO IMPACT. The proposed development would occur in an existing urbanized location and would not conflict with any City of Oakland policies or ordinances established for the protection of biological resources.

Impact 8.5.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would be consistent with City of Oakland Policy CO-8.1, which requires working with federal, state and regional agencies to determine mitigation measures for development which could potentially impact wetlands. The proposed Project would avoid the drainage channel at this site and provide an additional 50-foot setback to adequately avoid potential jurisdictional waters. Any potential impacts on wetlands would be mitigated.

The proposed Project would also be consistent with City of Oakland Policy CO-9.1, which seeks to protect rare, endangered, and threatened species by conserving and enhancing their habitat and requiring mitigation of potential adverse impacts when development occurs within habitat areas. Since new burrowing owl could be established on the site in the future, a pre-construction survey is required pursuant to the mitigation measures identified above, and appropriate additional mitigation may be warranted if nests are encountered. No special-status plants are believed to occur on the site, and no direct impacts on any state or federally listed animal species are anticipated as a result of the Project.

Impact 8.5.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would be consistent with City of Dublin Policy 6.10, which states that loss of wetlands must be mitigated consistent with the USACE current policy. If the identified wetlands are determined to be jurisdictional, then a mitigation program consistent with Corps policy shall be prepared pursuant to the measures described above. If the identified wetlands and detention basin are not considered jurisdictional then no additional mitigation will be considered necessary. This site does not contain any riparian areas.

The proposed Project would also be consistent with City of Dublin Policy 6-17, which seeks to avoid impacts to sensitive wildlife species wherever possible, and requires that mitigation programs be required as necessary to reduce or eliminate impacts on special status species. Pursuant to mitigation measures described above, pre-construction surveys would be required to confirm the presence or absence of any new for burrowing owl, white-tailed kite, northern harrier, other raptors and loggerhead shrike nests, together with appropriate development restrictions. Additionally, a detailed off-site mitigation program shall be prepared to address the loss of Congdon's tarplant on the site.

Impact 8.5.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed Project would be consistent with City of Dublin Policy 6.10, which states that loss of wetlands must be mitigated consistent with the USACE current policy. If the identified wetlands and drainage ditch are determined to be jurisdictional, then a mitigation program consistent with Corps policy shall be prepared pursuant to the measures described above. If the identified wetlands and detention basin are not considered jurisdictional then no additional mitigation will be considered necessary. This site does not contain any riparian areas.

The proposed Project would also be consistent with City of Dublin Policy 6-17, which seeks to avoid impacts to sensitive wildlife species wherever possible, and requires that mitigation programs be required as necessary to reduce or eliminate impacts on special status species. Pursuant to mitigation measures described above, a detailed off-site mitigation program shall be prepared to address the loss of Congdon's tarplant on the site and, if populations of any other special-status plant species are encountered, the mitigation program for Congdon's tarplant shall be expanded to address these additional species. Measures to protect and preserve the additional plant populations shall be developed for any listed species or those maintained on Lists 1B or 2 of the CNPS Inventory.

IMPACT 8.6: Conflict with Any Habitat Conservation Plans

IMPACT 8.6 ALL ALTERNATIVES

NO IMPACT. The proposed Project would not conflict with any adopted Habitat Conservation Plan, Natural Community Conservation Plan or other approved conservation plan, as no such plans have been adopted encompassing any of the alternative sites.

Although the Pardee/Swan Site is adjacent to Arrowhead Marsh and the Port of Oakland's wetland restoration area, it is not located in an area covered by any Habitat Conservation Plan or Natural Community Conservation Plan. Development of this site consistent with this alternative would not create any conflicts with a Habitat Conservation Plan or Natural Community Conservation Plan, or the Critical Habitat and Recovery Plans for any listed species.

The East County Government Center site is located near designated Critical Habitat / Recovery Plan area for the San Joaquin kit fox. However, development at this alternative site would not create any conflicts with any Habitat Conservation Plan or Natural Community Conservation Plans, or the Critical Habitat and Recovery Plans for listed species.

Transportation

9.1 AFFECTED ENVIRONMENT

This chapter is based on traffic and transportation reports prepared by TJKM Transportation Consultants of Pleasanton, California.

REGULATORY/POLICY SETTING

Alameda County Congestion Management Agency-Mandated Evaluation

The Alameda County Congestion Management Agency (CMA) requires that local jurisdiction address traffic operating conditions on Metropolitan Transportation System (MTS) roadways for development projects that would generate more than 100 p.m. peak hour vehicle trips. As such, evaluations were made of roadways that are part of the MTS network. Inclusion of the CMA analysis in this document is based on the CMA requirement that the findings of the MTS network evaluation be discussed in a public forum. For simplicity, agencies (including the City of Oakland) typically use the EIR as the forum to present the CMA results.

The CMA provided the Countywide Transportation Demand Model for 2005 and 2025 to forecast link (roadway segment) volumes on the MTS network. The CMA model used the Association of Bay Area Governments (ABAG) Projections 2000 land use data for years 2005 and 2025. Link volume-to-capacity ratios were calculated based on model forecasts. The level of standard established in the Alameda County CMA Level of Service (LOS) Monitoring Study of existing conditions is LOS E.

The general policy for Alameda County and the cities of Dublin and San Leandro is to have their intersections operate no worse than LOS D.

Level of Service Analysis Methodology

Existing San Leandro Property, Glenn Dyer Detention Facility and Pardee/Swan Site

Signalized Intersections

The operating condition at the signalized study intersections were evaluated using the 1994 Highway Capacity Manual Operations Method as incorporated into the standard traffic engineering software package TRAFFIX. Peak-hour intersection conditions are reported as delay per vehicle with corresponding levels of service for the intersection as a whole and for each of its

approaches. LOS A indicates free flow conditions with little or no delay, while LOS F indicates jammed conditions with excessive delay and long back-ups.

Unsignalized Intersections

The operating conditions at the study intersections with the minor approaches STOP controlled were evaluated using the 1994 Highway Capacity Manual (HCM) unsignalized method, also contained in the standard software package TRAFFIX. Peak hour intersection conditions are reported as delay per vehicle with corresponding LOS for each of its minor movements. The method ranks level of service on an A through F scale similar to that used for signalized intersections, and also uses average delay in seconds as its measure of effectiveness.

East County Government Center Site and Site 15A

Signalized Intersections

Peak-hour intersection conditions are reported as volume-to-capacity (V/C) ratios with corresponding levels of service. Level of service ratings are qualitative descriptions of intersection operations and are reported using an A through F letter rating system to describe travel delay and congestion. Level of Service (LOS) A indicates free flow conditions with little or no delay, while LOS F indicates jammed conditions with excessive delays and long back-ups.

The operating conditions at signalized study intersections were evaluated using the Intersection Capacity Utilization (ICU) methodology adopted by the Contra Costa Transportation Authority (CCTA). This method provides an overall intersection level of service.

Unsignalized Intersections

Level of Service was evaluated using the 2000 HCM Unsignalized Intersections methodology at STOP-controlled intersections. The method ranks level of service on an A through F scale similar to that used for signalized intersections, using average delay in seconds for stopping movements as its measure of effectiveness.

EXISTING SAN LEANDRO PROPERTY

Project Scenarios

The following three scenarios are addressed in the study of the Existing San Leandro Property:

- *Existing Conditions.* Consists of current traffic volumes and roadway conditions with the existing 300-bed facility.
- *420-Bed Facility.* Forecasted traffic volumes for a 420-bed facility that replaces the existing 300-bed facility. The 420-bed facility is expected to be approximately 425,000 square feet, including shelled space for an additional pod of 30 beds and a sixth court that could be utilized at a later date. This scenario would include consolidation of related

court and administrative uses to the San Leandro facility. The accessory camps would remain in place at the site.

- *540-Bed Facility.* Forecasted traffic volumes for a 540-bed facility that replaces the existing 300-bed facility. The 540-bed facility is expected to be approximately 465,000 square feet. This scenario would also include a consolidation of the related uses to the San Leandro facility. The accessory camps would remain in place at the site.

The analysis addresses the range of possible impacts by considering the 420-bed and 540-bed scenarios for the Juvenile Justice Facility. The County of Alameda is proposing to initially develop a 450-bed facility, but only make 420 beds available in the short term. Occupying the additional 30 beds would increase the traffic attributed to that component of the Juvenile Justice facility by approximately 7% and would not be a substantial change from the 420-bed analysis, and would be within the total impact considered in the analysis of possible future expansion to 540 beds, so separate discussion is not provided.

Important Roadways

Important roadways serving the Existing San Leandro Property include:

Interstate 580 is an eight-lane freeway running in the north-south direction in the Project vicinity. As one of the major freeways in the San Francisco Bay Area, it provides access to Oakland and San Francisco to the north, as well as Hayward to the south and Pleasanton to the east. Average daily volume west of 150th Avenue is approximately 141,000.

East 14th Street (State Route 185) is a major north-south arterial in the City of San Leandro. It is fronted largely by commercial land uses and is the “main street” in downtown San Leandro. Average daily volume north of Hesperian Boulevard is approximately 26,000.

Fairmont Drive is a major east-west arterial in the City of San Leandro. It connects the existing Juvenile Hall with Castro Valley to the east and I-580 to the west. Fairmont Drive becomes Floresta Boulevard west of Hesperian Boulevard. Average daily volume east of Foothill Boulevard is approximately 9,100.

Foothill Boulevard is a north-south arterial that runs parallel to and just east of I-580. Average daily volume south of Fairmont Drive is approximately 11,400.

Hesperian Boulevard is a major north-south arterial that starts at East 14th Street and continues south through Hayward. It serves as an alternate route to I-880. Average daily volume near 150th Avenue is approximately 25,700.

150th Avenue is an east-west arterial in the City of San Leandro. It provides access between Hesperian Boulevard and I-580.

Study Intersections

Based on input from staff at the County of Alameda and City of San Leandro, nine intersections were chosen for analysis near the existing Juvenile Hall. The local roadways and study intersections and the type of existing traffic control are listed below and are shown in **Figure 9.1**.

1. I-580 Eastbound Off-Ramp/150th Avenue (signal)
2. I-580 Westbound On-Ramp/150th Avenue/Foothill Boulevard (signal)
3. I-580 Eastbound On-Ramp/Fairmont Drive (signal)
4. I-580 Westbound Off-Ramp/Foothill Boulevard (off-ramp stop-controlled)
5. Foothill Boulevard/Fairmont Drive (signal)
6. Fairmont Drive/East 14th Street (signal)
7. East 14th Street/150th Avenue (signal)
8. 150th Avenue/Hesperian Boulevard (signal)
9. Fairmont Dr./Juvenile Justice Facility Driveway (Driveway stop-controlled)

Existing Conditions Analysis

Turning movement counts for the a.m. and p.m. peak hours for all of the listed study intersections were conducted by TJKM Transportation Consultants in April 2002. **Figure 9.2** illustrates the existing peak hour turning movements for the study intersections.

Table 9.1 presents a summary of existing peak hour levels of service at the study intersections. Eight of the nine intersections currently operate at acceptable service levels (LOS C or better) in both morning and afternoon peak hours. The intersection of I-580 Westbound Off-ramp/Foothill Boulevard currently operates at LOS F, with the “stop” controlled off-ramp experiencing substantial delays during the a.m. and p.m. peak hour. If this intersection was signalized, it would operate at LOS B during the peak periods for existing traffic volumes.

Parking

The existing Juvenile Hall is provided with several at-grade parking lots for staff and the public. The main administration building and detention center is served by the main lot, which is accessed from Fairmont Drive via two driveways. The westernmost driveway is a one-way inbound access point, which circles in front of the building for handicap access, into the main parking lot, and to secondary driveways and lots on the south side of the campus where a loading dock, maintenance area and day programs are operated. The easternmost driveway provides secondary access to the main lot and access to the main road into the center of the site, which serves the loading area, secure transfer area and the low-security camps to the southeast of the main campus. Each of the use areas, such as the loading dock, transfer area, camp and maintenance building, has separate parking areas in close proximity to the buildings.

Transit

The existing Juvenile Hall is served by AC Transit Line 97, which stops at the site and provides service to the Bayfair BART station. On weekdays, the Line 97 runs with a 30-minute headway from 6:00 a.m. to 9:30 a.m. and from 2:00 p.m. to 7:30 p.m. On Saturdays, the Line 97 runs with a 20-30 minute headway between 6:00 a.m. and 8:00 p.m.

Various bus lines at Bayfair BART and BART itself offer numerous connections to other transit routes allowing transit riders to reach most destinations throughout the County. **Table 9.2** presents existing capacity and ridership on BART at the Bayfair Station.

GLENN DYER DETENTION FACILITY

Project Scenarios

The following two scenarios are addressed in the study for the Glenn Dyer Detention Facility:

- *Existing Conditions.* Current traffic volumes and roadway conditions in the Project vicinity.
- *Existing plus 420-Bed Facility.* Same as existing conditions, but with additional traffic from the proposed 420-bed Juvenile Justice Facility. No adjustment is made to account for the fact that the Glenn Dyer Detention Facility was an ongoing County detention operation for the past 20 years in which over 550 adult prisoners were housed with associated staff and visitor activity. That use has been discontinued, so most of the transportation impacts associated with that facility have ceased. Therefore, this analysis uses a worst-case approach that analyzes the new Juvenile Justice Facility use of the site as if it was a new activity that would impose new transportation impacts on the area. Furthermore, no scenario is considered for a larger facility because the urban location and existing structure limit the expansion possibilities at this site.

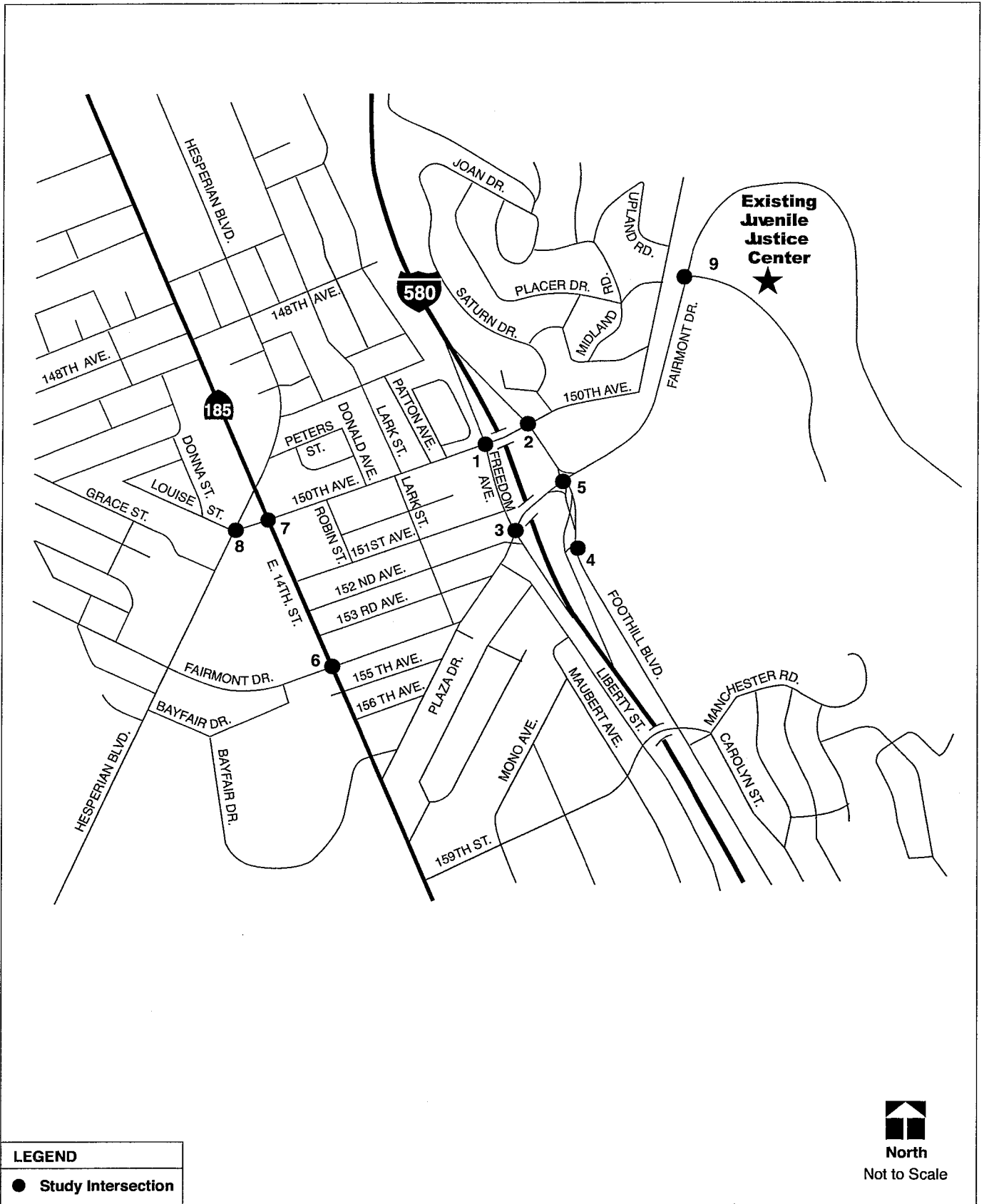


Figure 9.1
 San Leandro Site
 Study Intersections



SOURCE: TJKM

Intersection #1 I-580 EB Off Ramp/150th/Freedom	Intersection #2 I-580 WB On Ramp/150th/Foothill	Intersection #3 I-580 EB On Ramp/Fairmont/Freedom	Intersection #4 I-580 WB Off Ramp/Foothill	Intersection #5 Foothill/Fairmont
<p>Diagram showing turning movement volumes for Intersection #1. Northbound lanes: 469 (602) left, 374 (479) through, 171 (164) right. Southbound lanes: 474 (611) left, 167 (233) through, 14 (17) right. Eastbound lanes: 319 (272) left, 32 (44) through. Westbound lanes: 419 (477) left, 65 (112) through, 178 (177) right. Southbound lanes: 245 (230) left, 529 (645) through, 40 (75) right.</p>	<p>Diagram showing turning movement volumes for Intersection #2. Northbound lanes: 45 (26) left, 111 (91) through, 50 (43) right. Southbound lanes: 419 (477) left, 65 (112) through, 178 (177) right. Eastbound lanes: 245 (230) left, 529 (645) through, 40 (75) right. Westbound lanes: 245 (230) left, 529 (645) through, 40 (75) right.</p>	<p>Diagram showing turning movement volumes for Intersection #3. Northbound lanes: 226 (425) left, 208 (245) through, 149 (104) right. Southbound lanes: 9 (13) left, 435 (728) through, 194 (481) right. Eastbound lanes: 23 (19) left, 712 (580) through, 56 (125) right. Westbound lanes: 9 (13) left, 435 (728) through, 194 (481) right.</p>	<p>Diagram showing turning movement volumes for Intersection #4. Northbound lanes: 232 (205) left. Southbound lanes: 756 (547) left, 41 (20) through, 232 (376) right. Eastbound lanes: 232 (205) left. Westbound lanes: 232 (205) left.</p>	<p>Diagram showing turning movement volumes for Intersection #5. Northbound lanes: 38 (53) left, 70 (73) through, 98 (131) right. Southbound lanes: 206 (112) left, 160 (181) through, 7 (8) right. Eastbound lanes: 268 (438) left, 146 (251) through, 147 (135) right. Westbound lanes: 548 (560) left, 342 (422) through, 50 (24) right.</p>
Intersection #6 Fairmont/East 14th	Intersection #7 East 14th/150th	Intersection #8 150th/Hesperian	Intersection #9 Fairmont/JC Driveway	
<p>Diagram showing turning movement volumes for Intersection #6. Northbound lanes: 65 (105) left, 440 (728) through, 166 (184) right. Southbound lanes: 90 (131) left, 680 (640) through, 79 (158) right. Eastbound lanes: 29 (152) left, 406 (793) through, 124 (314) right. Westbound lanes: 95 (232) left, 357 (580) through, 42 (124) right.</p>	<p>Diagram showing turning movement volumes for Intersection #7. Northbound lanes: 0 (3) left, 388 (790) through, 158 (273) right. Southbound lanes: 235 (172) left, 476 (386) through, 66 (81) right. Eastbound lanes: 4 (7) left, 328 (294) through, 18 (17) right. Westbound lanes: 16 (45) left, 436 (699) through, 57 (66) right.</p>	<p>Diagram showing turning movement volumes for Intersection #8. Northbound lanes: 6 (4) left, 334 (498) through, 1 (2) right. Southbound lanes: 8 (19) left, 407 (433) through, 1 (2) right. Eastbound lanes: 9 (11) left, 20 (16) through, 45 (52) right. Westbound lanes: 39 (68) left, 291 (439) through, 401 (394) right.</p>	<p>Diagram showing turning movement volumes for Intersection #9. Northbound lanes: 370 (180) left, 7 (1) through, 2 (8) right. Southbound lanes: 30 (107) left, 2 (8) through, 30 (107) right. Eastbound lanes: 25 (32) left, 157 (365) through, 36 (4) right. Westbound lanes: 25 (32) left, 157 (365) through, 36 (4) right.</p>	

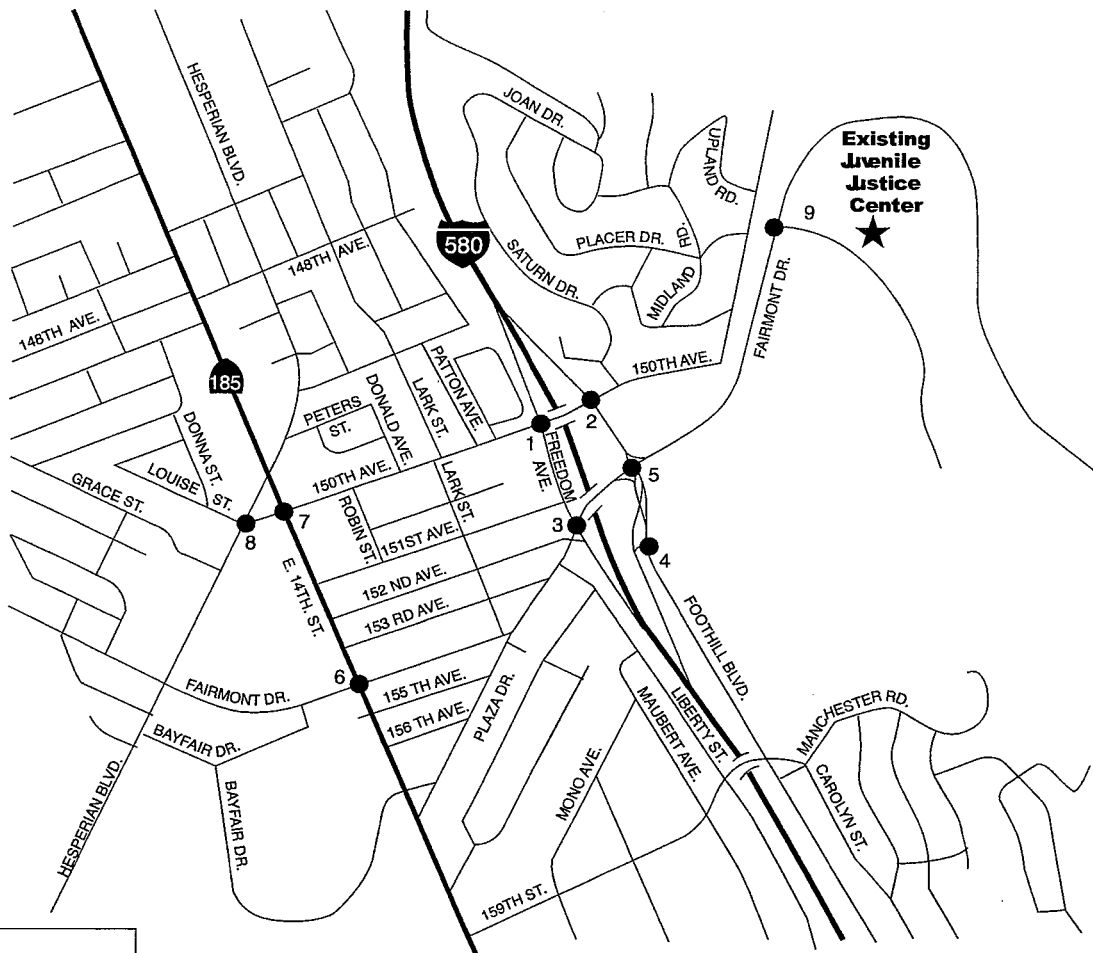


Figure 9.2
San Leandro Site
Existing Turning Movement Volumes

SOURCE: TJKM

**Table 9.1: Peak Hour Intersection Levels of Service – Existing Conditions
Existing San Leandro Property**

ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
1	I-580 Eastbound Off-Ramp/150 th Avenue	16.7	C	16.0	C
2	I-580 Westbound On-Ramp/150 th Avenue/Foothill Boulevard	19.2	C	14.9	B
3	I-580 Eastbound On-Ramp/Fairmont Drive	11.5	B	12.8	B
4	I-580 Westbound Off-Ramp/Foothill Boulevard (stop controlled)	120+	F	120+	F
	<i>I-580 Westbound Off-Ramp/Foothill Boulevard (if signalized)</i>	9.0	B	9.5	B
5	Foothill Boulevard/Fairmont Drive	19.7	C	18.9	C
6	Fairmont Drive/East 14 th Street	16.5	C	19.9	C
7	East 14 th Street/150 th Avenue	18.7	C	18.7	C
8	150 th Avenue/Hesperian Boulevard	13.9	B	11.7	B
9	Fairmont Drive/Juvenile Justice Facility Driveway	5.6	B	5.6	B

Source: TJKM Transportation Consultants.

Note: LOS = Level of Service

Table 9.2: Capacity and Ridership at Bayfair BART during Peak Hours

BART Line (Origin/Destination) and Direction (towards/away from Oakland Downtown)	A.M. Peak Hour			P.M. Peak Hour		
	Capacity (seats)	Ridership	Available Capacity (seats)	Capacity (seats)	Ridership	Available Capacity (seats)
Dublin/Pleasanton Towards Oakland	2,352	2,071	281	2,224	454	1,770
Fremont/Daly City Towards Oakland	2,291	1,873	418	2,027	330	1,697
Richmond/Fremont Towards Oakland	1,735	1,363	372	1,592	518	1,073
Total Towards Oakland Downtown	6,378	5,307	1,071	5,843	1,303	4,540
Dublin/Pleasanton Away From Oakland	2,314	374	1,940	2,265	1,565	700
Fremont/Daly City Away From Oakland	2,002	364	1,638	1,962	1,267	696
Richmond/Fremont Away From Oakland	1,503	385	1,118	1,862	1,056	806
Total Away from Oakland Downtown	5,819	1,123	4,696	6,088	3,887	2,201

Source: Paul Forbes, BART, personal communication, November 13, 2002.

Important Roadways

Important roadways serving the Glenn Dyer Detention Facility include:

Interstate 880 is an eight-lane north-south freeway that connects Alameda County (i.e., Oakland, San Leandro, Hayward, Union City, Fremont and Milpitas) with San Jose and other South Bay communities. I-880 connects to I-980 in downtown Oakland leading toward Highway 24 and I-580, and becomes I-80 near the Oakland-San Francisco Bay Bridge. The closest I-880 on- and off-ramps to the Project site are located at Broadway (northbound) and Jackson Street (southbound). I-880 has a substantial amount of truck traffic due to its location near the Port of Oakland and because trucks are prohibited on I-580 through most of Oakland. Average daily volume near Broadway is 194,000.

Interstate 980 is a six-lane freeway running east-west in the Project vicinity. It connects I-880 with I-580 and State Route 24. Average daily volume near 14th Street is 97,000.

Broadway is an arterial designed to provide access between I-880, downtown Oakland and State Route-24. It has four lanes with an estimated average daily volume of approximately 17,400 north of 6th Street.

Jefferson Street is a two-way east-west street in downtown Oakland that ends at San Pablo Avenue. It has two lanes with an estimated average daily volume of approximately 2,600 east of 7th Street.

Washington Street is a two-way east-west street in downtown Oakland that terminates at the Oakland Convention Center on 10th Street. It has two lanes with an estimated average daily volume of approximately 2,800 east of 7th Street.

6th Street is a one-way street that goes northbound. 6th Street provides access between the northbound I-880 off-ramp at Broadway and the Glenn Dyer Detention Facility. The off-ramp serves approximately 14,000 vehicles a day.

7th Street is a one-way street that goes southbound parallel to I-880. 7th Street provides access between the Glenn Dyer Detention Facility and Laney College, where it becomes East 8th Street. It has an estimated average daily volume of approximately 11,100 north of Jefferson Street.

Study Intersections

The important roadways serving the site and the following nine study intersections are shown on **Figure 9.3**:

1. 7th Street/Jefferson Street
2. 6th Street/Jefferson Street
3. 7th Street/Washington Street
4. 6th Street/Washington Street
5. 6th Street/Broadway Street/I-880 Northbound Off-Ramp
6. 5th Street/Broadway Street/I-880 Southbound On-Ramp
7. 12th Street/Brush Street/I-980 Westbound Off-Ramp
8. 12th Street/Castro Street/I-980 Eastbound Off-Ramp
9. 5th Street/Union Street/I-880 Southbound Off-Ramp

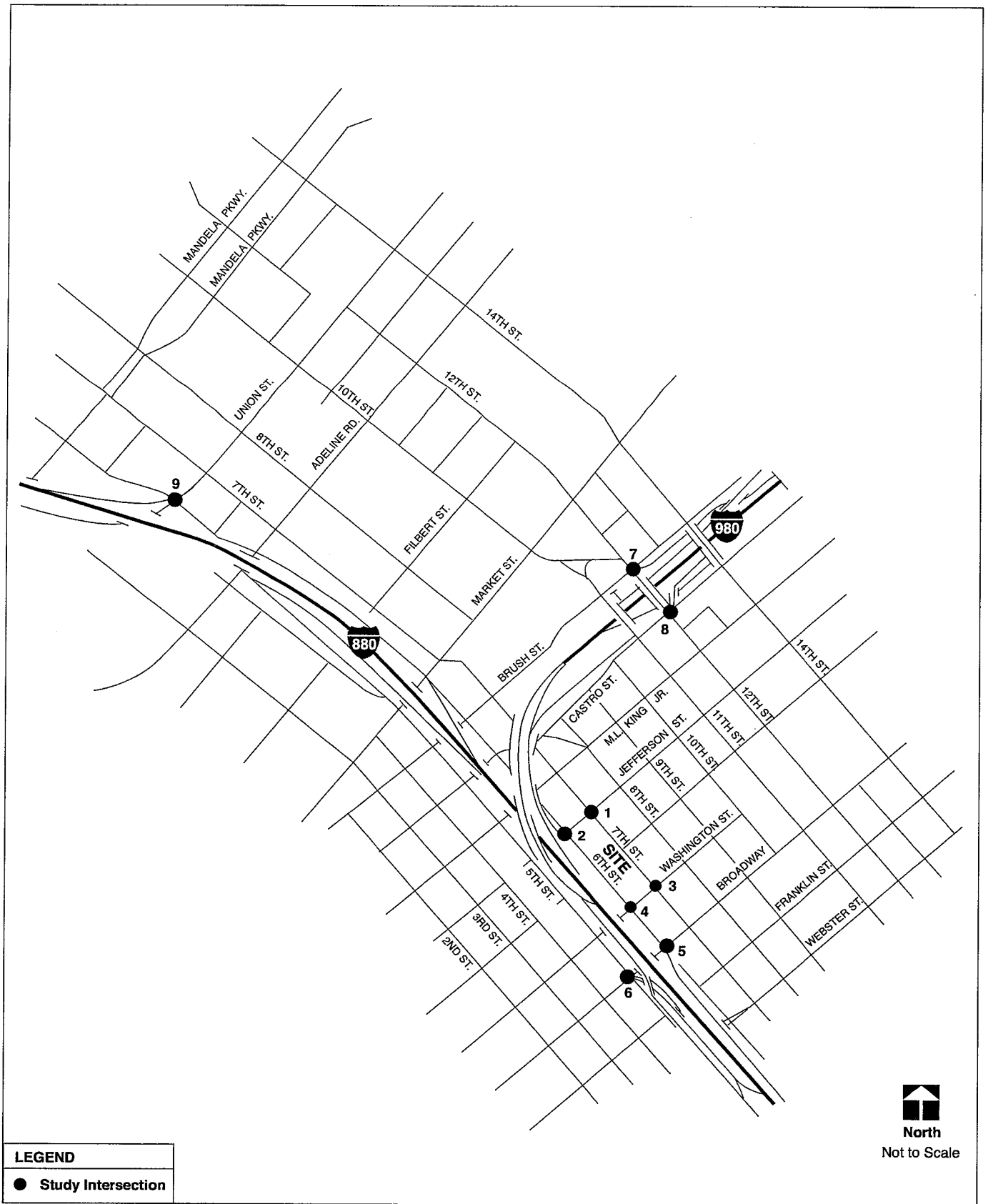


Figure 9.3
 Glenn Dyer Site
 Study Intersections



SOURCE: TJKM

Existing Conditions Analysis

Peak period counts were conducted by TJKM Transportation Consultants during the a.m. (7:00 to 9:00) and p.m. (4:00 to 6:00) in August and September, 2002 near the Glenn Dyer Detention Facility. **Figure 9.4** illustrates the existing peak hour turning movement volumes. **Table 9.3** presents a summary of existing peak hour levels of service at the study intersections. As shown, under Existing Conditions, all of the study intersections operate acceptably at LOS C or better during the peak hours.

Parking

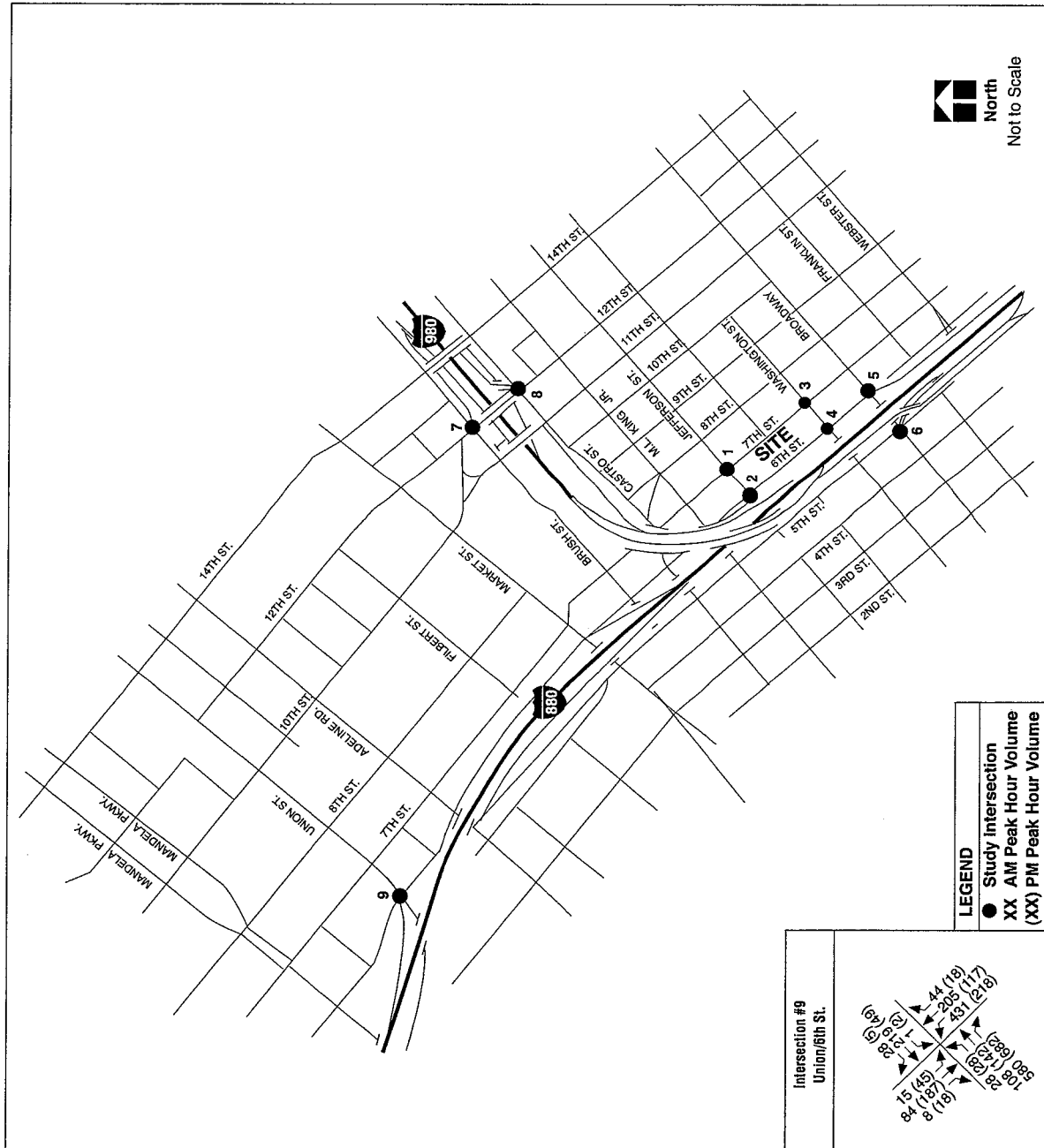
The Glenn Dyer Detention Facility is currently occupied by an eight story (plus basement plus roof top recreation) detention center that was vacated in mid-2002. There is an on-site parking structure with 617 spaces and public access from 7th Street exists on the west side of the block. An additional 238 parking spaces exist in a City of Oakland pay lot under I-880 with access from 6th Street between Jefferson Street and Washington Street.

Existing parking occupancy counts were taken at the existing County parking structure and the City of Oakland lot under I-880 on Tuesday, September 17, 2002, to better understand the existing parking demand with the Glenn Dyer site vacant. Based on these counts, the parking structure was 70 percent occupied with 430 of the 617 spaces full (187 available) at 3:30 p.m. At the same time, the City of Oakland parking lot under I-880 was 62 percent occupied with 146 of the 238 spaces full (92 available).

Transit

The Glenn Dyer Detention Facility is served directly by AC Transit Lines 82 and A. Broadway is located one block to the east, providing access to AC Transit Lines 42, 58, 72, 73, 88 and 362. The headway and hours of operation for these lines are summarized in **Table 9.4**.

The nearest Bay Area Rapid Transit (BART) station is the 12th Street Station located on Broadway at 12th Street, approximately six blocks away from the Glenn Dyer Detention Facility site. BART offers numerous connections to other transit routes allowing transit riders to reach most destinations throughout the County. **Table 9.5** lists the BART capacity for the 12th Street Station. BART staff provided capacity and ridership data for the a.m. and p.m. peak hour in fall 2002 at the 12th Street Station in Oakland downtown. The data show that there is standing room only for trains arriving 12th Street BART Station during the a.m. peak hour and departing during the p.m. peak hour.



SOURCE: TJKM

<p>Intersection #1 Jefferson/7th St.</p>	<p>Intersection #2 Jefferson/6th St.</p>
<p>Intersection #3 Washington/7th St.</p>	<p>Intersection #4 Washington/6th St.</p>
<p>Intersection #5 Broadway/6th St.</p>	<p>Intersection #6 Broadway/5th St.</p>
<p>Intersection #7 Brush/12th St.</p>	<p>Intersection #8 Castro/12th St.</p>
<p>Intersection #9 Union/6th St.</p>	<p>Intersection #9 Union/6th St.</p>

Figure 9.4
Glenn Dyer Site
Existing Turning Movement Volumes

**Table 9.3: Peak Hour Intersection Levels of Service – Existing Conditions
Glenn Dyer Detention Facility**

ID	Signalized Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay Sec./veh.	LOS	Delay sec./veh.	LOS
1	7 th Street/Jefferson Street	10.0	B	8.2	B
2	6 th Street/Jefferson Street	5.8	B	9.1	B
3	7 th Street/Washington Street	8.5	B	11.1	B
4	6 th Street/Washington Street	12.6	B	13.7	B
5	6 th Street/Broadway/I-880 Northbound Off-Ramp	10.6	B	14.1	B
6	5 th Street/Broadway/I-880 Southbound On-Ramp	14.8	B	18.0	C
7	12 th Street/Brush Street/I-980 Westbound Off-Ramp	2.9	A	7.5	B
8	12 th Street/Castro Street/I-980 Eastbound Off-Ramp	9.8	B	11.5	B
9	5 th Street/Union Street/I-880 Southbound Off-Ramp	12.5	B	13.1	B

Source: TJKM Transportation Consultants.

Note: LOS = Level of Service

Table 9.4: Headways and Hours of Operation for AC Transit Lines 42, 58, 72, 73, 82 and 88

Route	Days of Operation	Headway	Hours of Operation
42	Weekdays Only	15 min.	7:00 a.m.-9:30 a.m. & 4:00 p.m.-6:00 p.m.
58	Weekday	15-60 min.	24-hours a day
	Saturday & Sunday	20-60 min.	24-hours a day
72	Weekdays	10-60 min.	24-hours a day
	Saturday & Sunday	15-60 min.	24-hours a day
73	Weekdays	10-60 min.	24-hours a day
	Saturday & Sunday	15-60 min.	24-hours a day
82	Weekdays	6-20 min.	24-hours a day
	Saturday	60 min.	24-hours a day
88	Weekdays	20 min.	5:45 a.m.-12:00 a.m.
	Saturday	30 min.	5:45 a.m.-12:00 a.m.

Sources: TJKM Transportation Consultants; AC Transit.

Table 9.5: BART Capacity and Ridership at the 12th St. Station during the A.M. and P.M. Peak Hours

BART Line (Origin/Destination) and Direction (towards/away from Oakland Downtown)	A.M. Peak Hour			P.M. Peak Hour		
	Capacity (seats)	Ridership	Available Capacity (seats)	Capacity (seats)	Ridership	Available Capacity (seats)
Pittsburg Towards Oakland/SF	6,504	7,743	-1,240	3,042	1,588	1,454
Richmond/Fremont Towards Oakland	1,275	661	614	1,519	945	574
Richmond/Daly City Towards Oakland/SF	2,683	2,890	-207	2,611	1,549	1,062
Total Towards Oakland Downtown	10,461	11,294	-833	7,172	4,082	3,091
Pittsburg Away From Oakland/SF	3,246	963	2,283	5,565	7,191	-1,627
Richmond/Fremont Away From Oakland	1,747	1,350	397	1,660	1,986	-325
Richmond/Daly City Away From Oakland	2,710	910	1,799	2,518	2,843	-324
Total Away from Oakland Downtown	7,702	3,223	4,480	9,743	12,019	-2,276

Note: Negative numbers represent standing room only.

Source: Paul Forbes, BART, personal communication, November 13, 2002.

PARDEE/SWAN SITE

Project Scenarios

The following three scenarios were addressed for p.m. peak hour conditions in the study of the Pardee/Swan Site:

- *Baseline Conditions.* Year 2005 traffic volumes and roadway conditions. These volumes represent the background traffic conditions with planned improvements on the local roadway system and development of the airport parking lot, as published in the *Oakland Airport Replacement Parking Transportation Study* (CHS Consulting Group, 2001). This baseline condition is used due to the ongoing and rapidly changing conditions in the area, whereby existing traffic volumes and travel patterns in 2002 would not accurately reflect the environmental setting conditions that will be present when the Juvenile Justice Facility is constructed.
- *Baseline Conditions plus 420-Bed Alternative.* Same as baseline conditions, but with the addition of traffic from a 420-bed Juvenile Justice Facility. This facility would include a consolidation of administration, probation, district attorney and public defender, and juvenile justice functions that are currently located at various sites in Oakland, San Leandro and Hayward.
- *Baseline Conditions plus 540-Bed Alternative.* Same as baseline conditions, but with the addition of traffic from a 540-bed Juvenile Justice Facility. This scenario would also include consolidation of related functions to the Pardee/Swan Site.

The analysis addresses the range of possible impacts by considering the 420-bed and 540-bed scenarios for the Juvenile Justice Facility. The County of Alameda is proposing to initially develop a 450-bed facility, but only make 420 beds available in the short term. Occupying the additional 30 beds would not be a substantial change from the 420-bed analysis, and would be within the total impact considered in the analysis of possible future expansion to 540 beds, so separate discussion is not provided.

Important Roadways

Important roadways serving the Pardee/Swan Site area include:

Interstate (I)-880 is an eight-lane north-south freeway that connects Alameda County (i.e., Oakland, San Leandro, Hayward, Union City, Fremont and Milpitas) with San Jose and other South Bay communities. I-880 connects to I-980 in downtown Oakland leading toward Highway 24 and I-580, and becomes I-80 near the Oakland-San Francisco Bay Bridge. The closest I-880 on- and off-ramps to the Project site are located at Hegenberger Road and 98th Avenue. I-880 has a substantial amount of truck traffic due to its location near the Port of Oakland and because trucks are prohibited on I-580 through most of Oakland. Average daily volume near Hegenberger Road is approximately 214,000.

Hegenberger Road is a major arterial running in the east-west direction, providing access to Oakland International Airport, I-880, the Arena and Network Associates Coliseum, and the Coliseum BART Station. East of State Highway 185 (International Boulevard) Hegenberger Road becomes 73rd Avenue, with access to Eastmont Mall and I-580. It provides the primary access to Oakland International Airport from southbound I-880. Hegenberger Road is a six-lane, two-way facility from I-880 to Doolittle Drive. Approximately 750 feet west of Doolittle Drive, Hegenberger Road merges with and becomes Airport Drive. The City of Oakland has recently completed extensive improvements along Hegenberger Road. Average daily volume north of Pardee Drive is approximately 41,000.

98th Avenue, another main arterial running in the east-west direction, is considered a gateway to the airport. With a newly constructed underpass under Doolittle Drive, 98th Avenue provides the most direct access to the Airport from northbound I-880 and I-580. Between I-880 and San Leandro Boulevard, 98th Avenue widens to four lanes. Average daily volume east of Airport Drive was approximately 19,000 in 1992.

Doolittle Drive (State Route 61) is a major arterial running in the north-south direction between the City of Alameda (Bay Farm Island) and the City of San Leandro to the south. To the north, Doolittle Drive becomes Otis Drive in Alameda. Average daily volume near Hegenberger Road is approximately 25,500.

Swan Way is an east-west collector that extends only between Doolittle Drive and Pardee Drive. At Doolittle Drive, Swan Way is signalized and provides access to the North Field portion of Oakland Airport. Its intersection with Pardee Drive is not signalized.

Pardee Drive is a four-lane north-south collector providing access to Hegenberger Road. South of Hegenberger Road, Pardee Drive becomes Airport Drive. Its intersection with Hegenberger Road is signalized. Its northern terminus is at the Project site.

Study Intersections

The important roadways serving the site and the following 11 study intersections are shown in **Figure 9.5**:

1. Doolittle Drive (State Route 61) and Swan Way
2. Pardee Drive and Swan Way
3. Hegenberger Road and Pardee Drive/Airport Drive
4. Hegenberger Road and Edgewater Drive
5. Interstate-880 Southbound Off-Ramp and Hegenberger Road
6. 98th Avenue and Airport Drive
7. 98th Avenue and Bigge Street
8. 98th Avenue and Empire Road
9. 98th Avenue and I-880 Southbound Off-Ramp
10. 98th Avenue and I-880 Northbound Ramps
11. Doolittle Drive and Airport Drive.

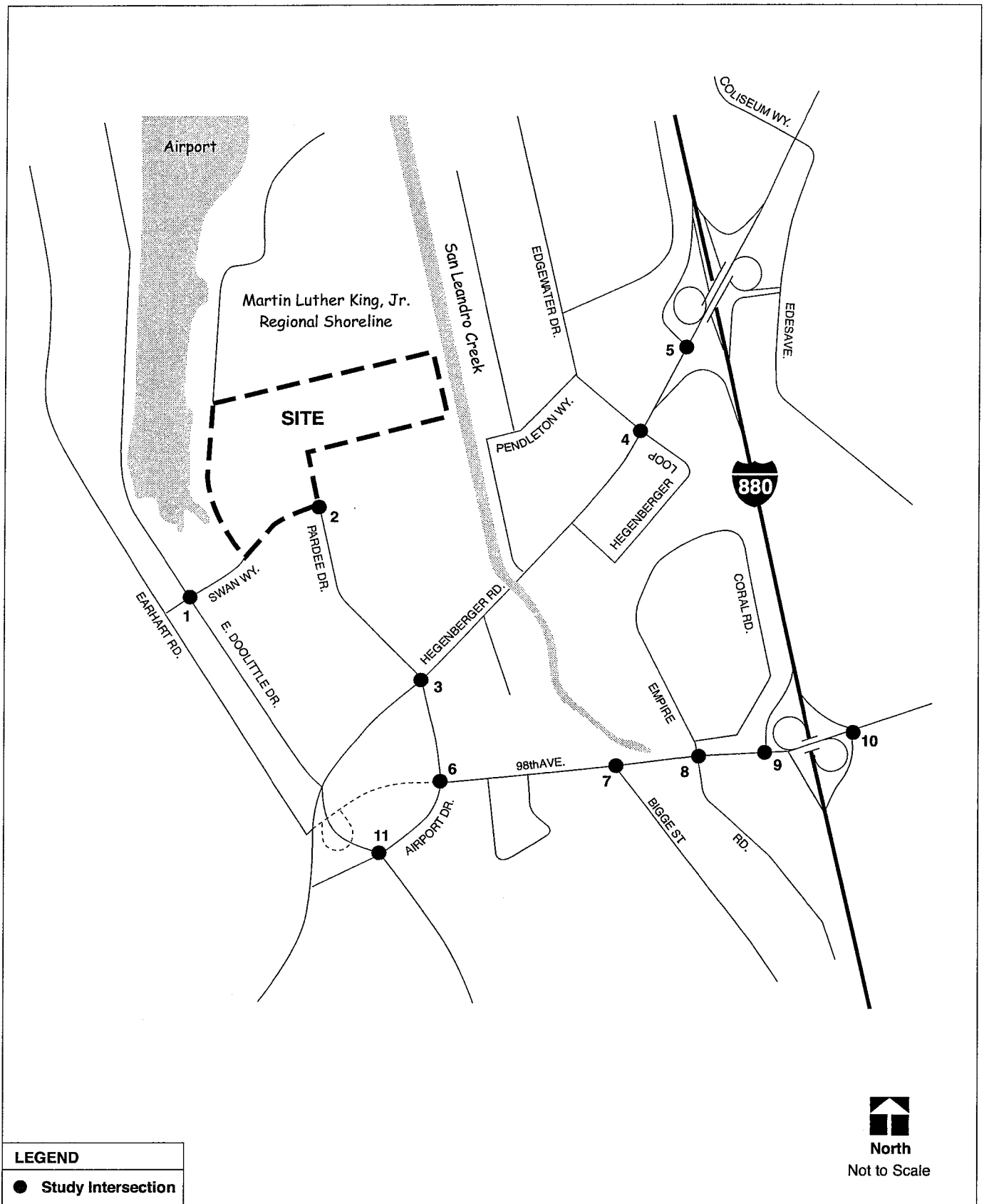


Figure 9.5
Pardee/Swan Site
Study Intersections



SOURCE: TJKM

The traffic analysis at the Pardee/Swan Site focuses on the traffic conditions during the p.m. peak hour only. This is because traffic in the Oakland Airport area is typically higher in the p.m. peak compared with the a.m. peak, and so represents the worst case for analysis. For example, based on turning movement counts conducted at Hegenberger Road/Pardee Drive/Airport Drive in September 2002, the total number of vehicles entering this intersection during the p.m. peak hour is approximately 15% higher than the a.m. peak hour. Furthermore, the *Oakland Airport Replacement Parking Transportation Study* (CHS Consulting Group, 2001) only has volumes for the p.m. peak hour from which to ascertain baseline conditions and the trip generation of the Port's planned parking lot on the Pardee/Swan Site.

Existing Conditions Analysis

Due to the ongoing major roadway improvements under construction in the area, the traffic conditions are expected to change considerably from the existing conditions in 2002. The baseline scenario evaluates traffic conditions in Year 2005, in which all major improvement projects are expected to be completed. **Figure 9.6** illustrates the forecasted Year 2005 volumes, which were estimated based on turning movement counts conducted by TJKM Transportation Consultants in September 2002 at five of the study intersections and the information contained in the *Oakland Airport Replacement Parking Transportation Study* (CHS Consulting Group, 2001).

Table 9.6 presents a summary of p.m. peak hour levels of service at the study intersections. Baseline conditions also assume the development of the Port of Oakland's proposed airport parking lot serving approximately 4,000 vehicles, which is scheduled for completion in 2003. As shown, all of the 11 study intersections are expected to operate acceptably under the baseline conditions.

Parking

The Pardee/Swan Site is presently vacant. The Port of Oakland has proposed developing the site as a temporary parking lot for airport customers during the terminal expansion at Oakland International Airport. That Project would accommodate up to 4,000 vehicles on a paved surface lot that would occupy the entire 34-acre site. Project construction is scheduled to begin in late 2002, with operation beginning in 2003. No on-street parking is allowed in the business park.

Transit

The Project site is served by AC Transit Line 49, which runs along Hegenberger Road and Doolittle Drive, and Line 58, which provides service along Hegenberger Road. Line 49 operates only on weekdays with 20 to 30 minute headway between 6:00 a.m. and 7:00 p.m. Line 58 operates seven days a week and 24 hours a day with 15 to 60 minute headway. The nearest bus stop on Hegenberger Road is approximately 0.30 mile from the Project site, while the stop on Doolittle Drive is approximately 0.21 mile. Both Lines 49 and 58 provide direct access to BART, which offers numerous connections to other transit routes allowing transit riders to reach most destinations throughout the County.

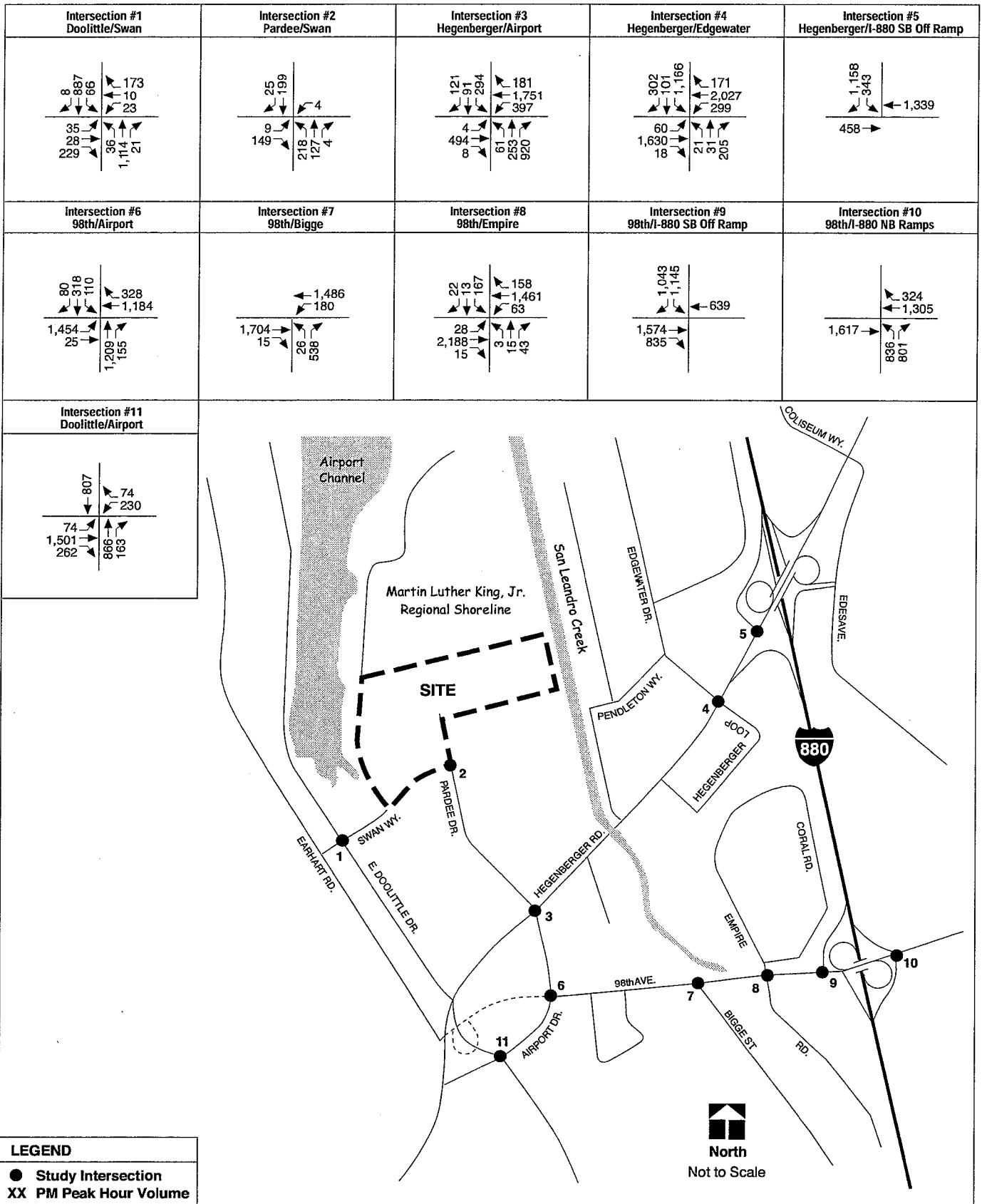


Figure 9.6
Pardee/Swan Site
Base Line (Year 2005) PM Peak Turning Movement Volumes

SOURCE: TJKM

**Table 9.6: PM Peak Hour Intersection Levels of Service – Baseline Conditions – Pardee/Swan Site
(Year 2005 with Planned Improvements and Airport Parking Lot)**

ID		P.M. Peak Hour	
		Delay sec./veh.	LOS
Signalized Intersections			
1	Doolittle Drive/Swan Way	9.8	B
3	Hegenberger Road/Pardee Drive/Airport Drive	22.2	C
4	Hegenberger Road/Edgewater Drive	25.5	D
5	I-880 SB Off-Ramp/Hegenberger Road	12.3	B
6	98 th Avenue/Airport Drive	12.6	B
7	98 th Avenue/Bigge Street	14.6	B
8	98 th Avenue/Empire Road	6.1	B
9	98 th Avenue/I-880 Southbound Off-Ramp	19.8	C
10	98 th Avenue/I-880 Northbound Ramps	19.5	C
11	Doolittle Drive/Airport Drive	14.5	B
Unsignalized Intersection			
2	Pardee Drive/Swan Way	1.9 (10.3)	A (C)

Source: TJKM Transportation Consultants.

Note: LOS = Level of Service

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

BART staff provided ridership data for the a.m. peak hour in fall/winter 2001 at the Coliseum Station. This data are summarized in **Table 9.7**. The data show that most of the riders at Coliseum BART Station during the a.m. peak hour are headed north towards the large employment centers in San Francisco, Oakland and Berkeley. During the a.m. peak hour (7:30-8:30) there is available capacity on BART going towards Oakland/San Francisco, and especially away from Oakland/San Francisco. This capacity is conservatively based on a load factor of 1.0, which corresponds to available seats, and does not take into account the additional capacity available for standing passengers.

Table 9.7: Capacity and Riders at Coliseum BART during the AM Peak Hour

BART Line (Origin/Destination) and Direction (towards/away from Oakland CBD)	Total Capacity (seats)	Ridership	Available Capacity (seats)
Dublin/Daly City towards Oakland CBD	2,219	2,100	119
Fremont/Daly City towards Oakland CBD	2,683	2,470	213
Fremont/Richmond towards Oakland CBD	1,840	1,693	147
Total towards Oakland Downtown	6,742	6,263	479
Daly City/Dublin away from Oakland CBD	2,343	296	2,047
Daly City/Fremont away from Oakland CBD	2,363	320	2,043
Richmond/Fremont towards Oakland CBD	1,585	492	1,093
Total away from Oakland Downtown	6,291	1,107	5,183

Source: Lei Shigemasa, BART, personal communication, February 11, 2002.

Notes:

Total Capacity = Average Number of Cars x 68.5 seats/car x 1.0 load factor

Ridership data are based on the average number of cars and riders for 30 typical weekdays in the end of 2001.

EAST COUNTY GOVERNMENT CENTER AND SITE 15A

Project Scenarios

The East County Government Center and Site 15A are analyzed together in this traffic study due to their close proximity and the interrelationship of the Project components. The Project could consist of a Juvenile Justice Facility and an East County Hall of Justice. This study analyzes several combinations of development that could occur on the East County Government Center and Site 15A, including:

- *Scenario A1*, in which a Juvenile Justice Facility with 420 beds and an East County Hall of Justice with 13 courtrooms would be co-located at the East County Government Center site. No development of Site 15A is considered as part of this analysis.
- *Scenario A2*, in which a Juvenile Justice Facility with 540 beds and an East County Hall of Justice with 13 courtrooms would be co-located at the East County Government Center site. No development of Site 15A is considered as part of this analysis.
- *Scenario B*, in which a Juvenile Justice Facility would be located elsewhere outside of the area of influence in Dublin, and an East County Hall of Justice with 13 courtrooms would be located on the East County Government Center site. No development of Site 15A is considered as part of this analysis.
- *Scenario C1*, in which a Juvenile Justice Facility with 420 beds would be located at the East County Government Site, and an East County Hall of Justice with 13 courtrooms would be located at Site 15A.
- *Scenario C2*, in which a Juvenile Justice Facility with 540 beds would be located at the East County Government Site, and an East County Hall of Justice with 13 courtrooms would be located at Site 15A.
- *Scenario D*, in which a Juvenile Justice Facility would be located elsewhere outside of the area of influence in Dublin, and an East County Hall of Justice with 13 courtrooms would be located at Site 15A. The East County Government Center site is not considered as part of this analysis.

The analysis of these scenarios includes a comparison to the existing condition and to the baseline condition. The baseline condition is defined as existing conditions plus future traffic from approved and pending projects within the vicinity of the proposed Project. Approved projects consist of developments that are either under construction, are built but not fully occupied, or are unbuilt but have final development plan approval. The analysis addresses the range of possible impacts by considering the 420-bed and 540-bed scenarios for the Juvenile Justice Facility. The County of Alameda is proposing to initially develop a 450-bed facility, but only make 420 beds available in the short term. Occupying the additional 30 beds would not be a substantial change from the 420-bed analysis, and would be within the total impact considered in the analysis of possible future expansion to 540 beds, so separate discussion is not provided.

Important Roadways

Important roadways serving the East County Government Center and Site 15A area include:

Interstate 580 is an eight-lane east-west freeway that connects Dublin with local cities such as Livermore and Pleasanton as well as regional origins and destinations such as Oakland, Hayward and Tracy. In the vicinity of the proposed Project, I-580 carries between 188,000 and 199,000 vehicles per day (vpd) (according to Caltrans' *2000 Traffic Volumes on California State Highways*) with interchanges at Dougherty Road/Hopyard Road, Hacienda Drive, Tassajara Road/Santa Rita Road and Fallon Road/El Charro Road.

Dublin Boulevard is a major east-west arterial in the City of Dublin. It is a four-lane divided road fronted largely by retail and commercial uses west of Dougherty Road. East of Dougherty Road, Dublin Boulevard is four lanes to Iron Horse Parkway (currently being widened to six lanes), and six lanes from Iron Horse Parkway to Tassajara Road. Dublin Boulevard extends east of Tassajara Road to Keegan Street as a four-lane roadway fronted by new residential development. Average daily volume near Arnold Road is approximately 16,000 vehicles.

Central Parkway is an east-west collector that extends from Arnold Road to Tassajara Road, and will be extended to Keegan Street (east of Tassajara Road) as part of the East Dublin Properties project.

Hacienda Drive is an arterial designed to provide access to I-580. It is a six-lane divided arterial south of I-580. Currently, Hacienda Drive has four lanes north of I-580 to Central Parkway and continues northward to Gleason Drive as a two-lane roadway. Average daily volume near Central Parkway is approximately 9,700 vehicles.

Gleason Drive is an east-west four-lane divided road parallel to and north of Dublin Boulevard. It currently serves the Santa Rita Rehabilitation Center, the Federal Correctional Institution and the other government and residential developments along Gleason Drive. Gleason Drive extends from Tassajara Road on the east to Arnold Road on the west. Access to the proposed East County Hall of Justice would be from Gleason Drive at the intersection with Hacienda Drive and a secondary driveway to the east. Average daily volume near Hacienda Drive is approximately 2,000 vehicles.

Arnold Road is a north-south street that extends between Dublin Boulevard and Broder Boulevard. It is two lanes wide (one lane in each direction). Office uses are located on the east side of Arnold Road south of Gleason Drive. Average daily volume near Central Parkway is approximately 2,000 vehicles.

Broder Boulevard is an east-west private street that extends between Arnold Road on the west and Madigan Avenue on the east. It is two lanes wide (one lane in each direction) and provides direct access to the Santa Rita Rehabilitation Center. Access to the proposed Juvenile Justice Facility would also be from Broder Boulevard.

Madigan Avenue is a short, north-south street between Broder Boulevard and Gleason Drive. It has one lane in each direction.

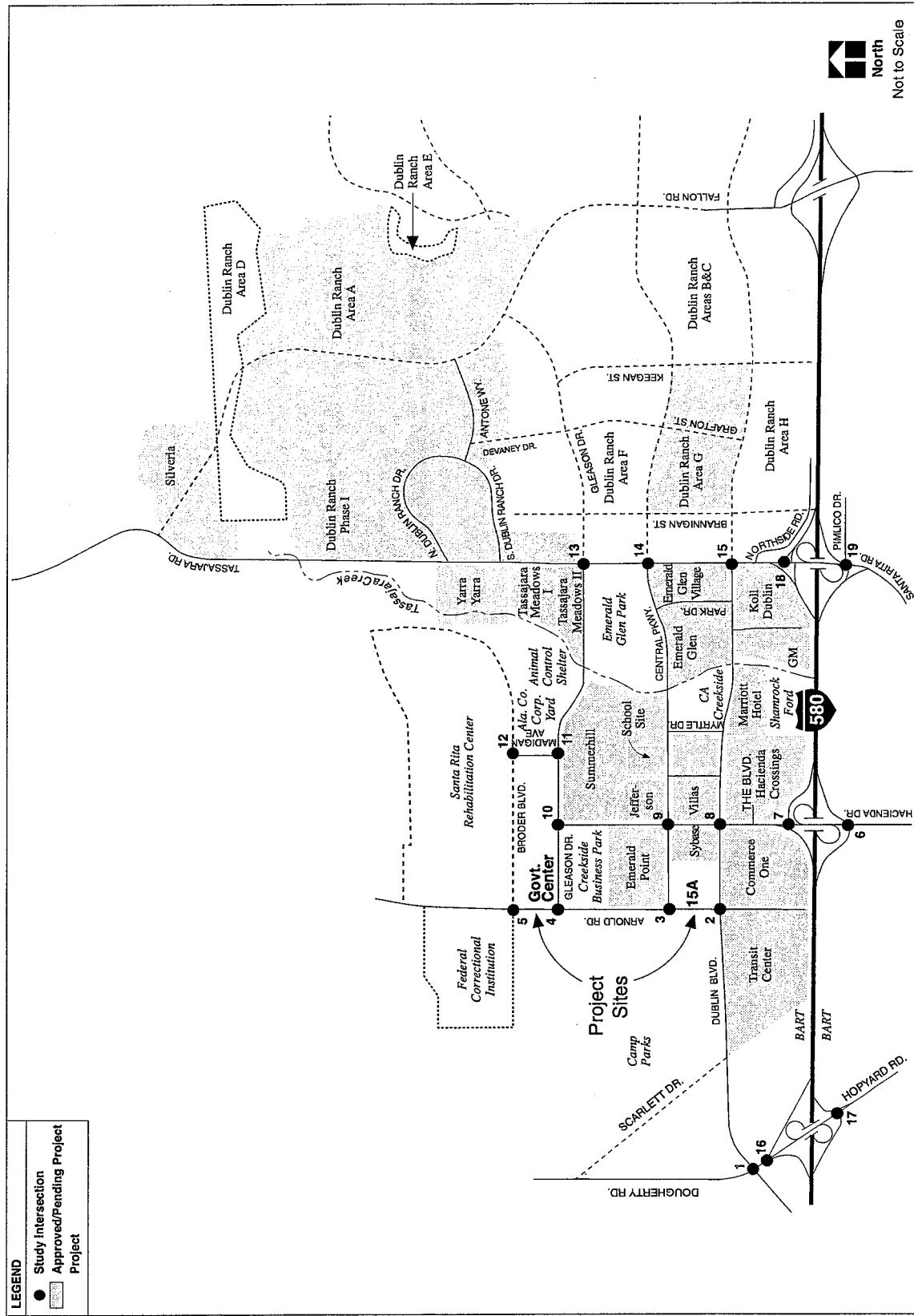
Study Intersections

Nineteen intersections were analyzed for the East County Government Center and Site 15A Alternatives. These intersections are listed below and shown in **Figure 9.7**.

1. Dougherty Road/Dublin Boulevard
2. Arnold Road/Dublin Boulevard
3. Arnold Road/Central Parkway
4. Arnold Road/Gleason Drive
5. Arnold Road/Broder Boulevard
6. Hacienda Drive/I-580 Eastbound Ramps
7. Hacienda Drive/I-580 Westbound Ramps
8. Hacienda Drive/Dublin Boulevard
9. Hacienda Drive/Central Parkway
10. Hacienda Drive/Gleason Drive
11. Madigan Avenue/Gleason Drive
12. Madigan Avenue/Broder Boulevard
13. Tassajara Boulevard/Gleason Drive
14. Tassajara Road/Central Parkway
15. Tassajara Boulevard/Dublin Boulevard
16. Dougherty Boulevard/I-580 Westbound Off-Ramp
17. Hopyard Road/I-580 Eastbound Off-Ramp
18. Tassajara Boulevard/I-580 Westbound Off-Ramp
19. Santa Rita Road/I-580 Eastbound/Pimlico Drive

Existing Conditions Analysis

The existing peak hour of traffic during the a.m. (7:00 to 9:00) and p.m. (4:00 to 6:00) peak periods were obtained from recent transportation analyses or conducted in the field by TJKM Transportation Consultants. **Figure 9.8** illustrates the existing peak hour turning movement volumes. **Table 9.8** presents a summary of existing peak hour levels of service at the study intersections. As shown, all of the 19 study intersections currently operate acceptably at LOS C or better during the peak hours.



SOURCE: TJKM

Figure 9.7
 East County Government Center Site / Site 15A
 Study Intersections

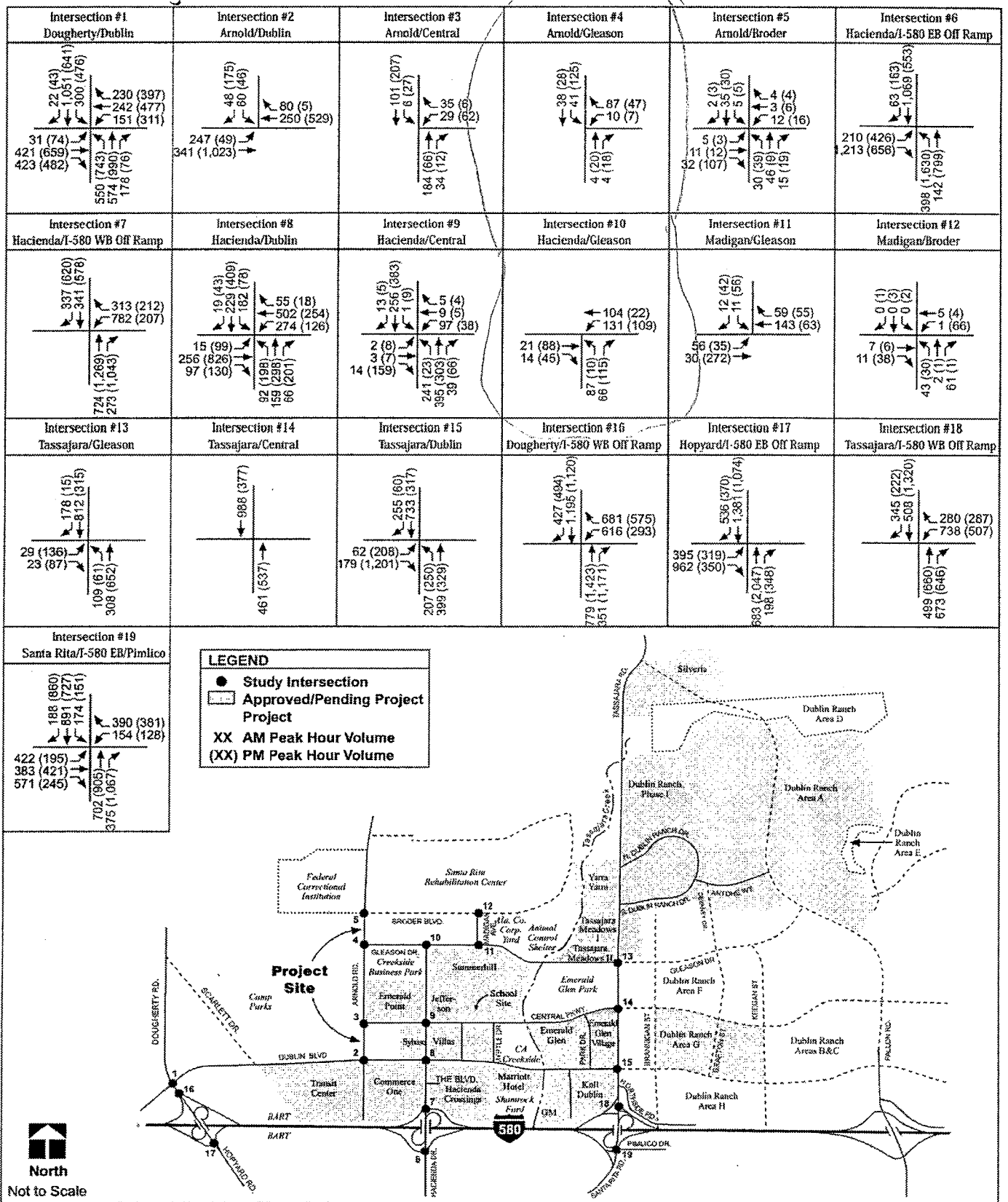


Figure 9.8
 East County Government Center Site/Site 15A
 Existing Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.8: Peak Hour Intersection Levels of Service – Existing Conditions
East County Government Center and Site 15A**

ID	Signalized Intersections	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	0.58	A	0.79	C
2	Arnold Road/Dublin Boulevard	0.23	A	0.27	A
3	Arnold Road/Central Parkway ¹	0.13	A	0.17	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.57	A	0.54	A
7	Hacienda Drive/I-580 Westbound Ramps	0.41	A	0.59	A
8	Hacienda Drive/Dublin Boulevard	0.27	A	0.34	A
9	Hacienda Drive/Central Parkway	0.29	A	0.24	A
10	Hacienda Drive/Gleason Drive	0.13	A	0.09	A
13	Tassajara Road/Gleason Drive	0.32	A	0.27	A
14	Tassajara Road/Central Parkway	0.27	A	0.15	A
15	Tassajara Road/Dublin Boulevard	0.37	A	0.79	C
16	Dougherty Road/I-580 Westbound Off-Ramp	0.54	A	0.49	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.55	A	0.49	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.37	A	0.53	A
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.58	A	0.68	B
ID	Unsignalized Intersections	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.5	A	8.3	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Avenue Approach	* (9.7)	* (A)	* (10.1)	* (B)
12	Madigan Avenue/Broder Boulevard	7.1	A	7.4	A

Source: TJKM Transportation Consultants.

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS).

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Baseline Conditions Analysis

The baseline conditions scenario evaluates how well the study intersections serve the existing traffic plus the traffic expected to be generated from the nearby approved and pending projects. Future traffic from approved and pending projects is based on traffic studies conducted for specific projects. A few projects described below are currently built and operating. However, at the time that traffic counts for existing conditions (August 2001 and January 2002) were conducted, those projects were not fully built, and traffic was estimated for these projects for baseline conditions.

The following projects and occupancy levels are included in Baseline Conditions:

Creekside Business Park III consists of 590,000 square feet of office space located on the north side of Central Parkway bounded by Hacienda Drive on the east and Arnold Drive on the west. The development is expected to generate 4,306 daily trips, 659 trips during the a.m. peak hour and 573 trips during the p.m. peak hour. As of January 2002, this project was approximately 33% completed.

Koll Dublin Corporate Center consists of 590,000 square feet of office, 100,000 square feet of hotel and 7,000 square feet of retail space to be located on the south side of Dublin Boulevard bounded by Tassajara Road on the east and Miller Court on the west. The development is expected to generate 8,451 daily trips, 962 trips during the a.m. peak hour and 933 trips during the p.m. peak hour. As of January 2002, the hotel and the retail space components had not been built yet.

Sybase Office Development consists of approximately 420,000 square feet of office development located to the north of Dublin Boulevard, south of Central Parkway and west of Hacienda Drive. The proposed development is expected to generate 2,800 daily trips, 533 trips during the a.m. peak hour and 504 trips during the p.m. peak hour. As of January 2002, this project has not been occupied yet.

Commerce One Office Development consists of 1,600,000 square feet of office development located on the west side of Hacienda Drive, bounded by Dublin Boulevard on the north and I-580 on the south. As of January 2002, this project has not been built yet. This site is currently being considered for an IKEA furniture store.

Tassajara Meadows II Residential Development consists of 96 single-family detached homes located on the west side of Tassajara Road, north of Gleason Drive. The development is expected to generate 917 daily trips, 71 trips during the a.m. peak hour and 97 trips during the p.m. peak hour. As of January 2002, this project was approximately 26% completed.

Emerald Glen Residential Development consists of 143 single-family detached and 152 townhomes to be located on the west side of Tassajara Road, north of Dublin Boulevard and south of future Central Parkway. The development is expected to generate 2,260 daily trips, 174 trips during the a.m. peak hour and 226 trips during the p.m. peak hour. As of January 2002, this project has not been built yet.

Emerald Glen Village Development consists of 390 apartments and 132,235 square feet of retail space to be located on the west side of Tassajara Road, bounded by Dublin Boulevard on the south and Central Parkway on the north. As of January 2002, this project has not been built yet.

Yarra Yarra Residential Development (Greenbriar) consists of 252 single-family detached homes and 193 townhomes to be located on the west side of Tassajara Road, north of Gleason Drive. As of January 2002, this project has not been built yet.

Dublin Ranch Phase I Residential Development consists of 847 single-family detached homes located on the east side of Tassajara Road, north of Gleason Drive. The development is expected to generate 8,106 daily trips, 635 trips during the a.m. peak hour and 855 trips during the p.m. peak hour. As of January 2002, this project was approximately 81% completed.

Dublin Ranch Area A Development consists of 562 single-family detached homes to be located along both sides of Fallon Road, north of Central Parkway. As of January 2002, this project has not been built yet.

Dublin Ranch Areas B&C Development consists of 1,062 medium density dwelling units, 172 medium-high density dwelling units, 748 high density dwelling units, 449,490 square feet of commercial use and 676,920 square feet of office space, to be located along the west side of Fallon Road, between Gleason Drive and I-580. As of January 2002, this project has not been built yet.

Dublin Ranch Area F Development consists of 91 single-family detached homes and 660 medium density dwelling units, to be located on both side of Deaveny Street, between Gleason Drive and Central Parkway. As of January 2002, this project has not been built yet.

Dublin Ranch Area F1&F2 Development consists of 221 single-family detached homes located primarily to the north of the intersection of Devaney Drive/Street A. As of January 2002, this project has not been built yet.

Dublin Ranch Area G Commercial Development is bounded by Brannigan Street on the west, Central Parkway on the north, Keegan Street on the east, and Dublin Boulevard on the south. The residential component of the site is the proposed project analyzed in this study. The commercial portion of the site, evaluated with 230,000 building square feet, is included as part of the baseline traffic. As of January 2002, this project was approximately 39% completed.

Dublin Ranch Area H Development consists of 1,080,070 square feet of office space and 176,420 square feet of commercial use, to be located between Dublin Boulevard and Interstate-580. As of January 2002, this project has not been built yet.

Dublin Ranch Middle School is proposed to be open in September 2005 initially as a kindergarten through 8th grade school with approximately 1,100 students, with the ultimate capacity for 1,200 middle school students. The proposed school is bounded on the north by South Dublin Ranch Drive, on the east by Grafton Street and on the south by Kohnen Lane.

Quarry Lane School is a private school (Kindergarten through 8th grade) located north of North Dublin Ranch Road on the east side of Tassajara Road. Ultimately, the school is expected to increase its current enrollment of 230 students to 850 students.

These projects, except for the Transit Center Development, are included in the *Eastern Dublin Specific Plan* (EDSP) area. It was the goal of the EDSP study to maintain Level of Service D or better as the average intersection level of service within the Specific Plan area during the peak hours. This goal was achieved using the Specific Plan methodology and land use information. However, the City of Dublin now uses a more detailed methodology (CCTA) to analyze intersections and specific projects can be evaluated which may result in different levels of service. In addition, actual land use development, trip generation and regional travel patterns have necessarily changed since preparation of the EDSP.

Under this scenario, and with the currently planned improvements approved pursuant to the EDSP, 17 of the 19 study intersections are expected to continue to operate acceptably during the peak hours. Although the planned improvements would result in acceptable levels of service at 17 of the 19 intersections when constructed, the Baseline roadway network for this analysis is based on existing roadways, improvements already completed, and improvements currently with funding commitments and under construction as of year 2002. Some improvements are assumed based on the available space within or adjacent to the right-of-way. The lane geometry of the following intersections are assumed altered from the existing conditions:

- Dublin Boulevard/Arnold Road – adding a south leg with one left-turn lane, one shared left-turn/through lane, and one right-turn lane, and opening the existing second left-turn lane on the westbound Dublin Boulevard approach for operation.
- Hacienda Drive/Central Parkway – restriping the southbound Hacienda Drive approach to include one right-turn lane, two through, and one left-turn lanes.
- Hacienda Drive/Gleason Drive – adding a north leg with one left-turn lane and one shared through/right-turn lane, and installing a left-turn lane on the eastbound Gleason Drive approach.
- Tassajara Road/Central Parkway – adding a west leg with three lanes; one for each movement.
- Tassajara Road/Dublin Boulevard – restriping the eastbound Dublin Boulevard approach to include two left-turn lanes, two through lanes and two right-turn lanes, and restriping the westbound approach to include three left-turn lanes, one through lane, and one shared through/right-turn lane.
- Tassajara Road/I-580 Westbound Off-ramp – installing a second right-turn lane and a second left-turn lane on the eastbound I-580 off-ramp approach.
- Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive – installing an exclusive left-turn lane on the I-580 off-ramp approach.

The peak hour turning movement volumes for baseline conditions at the East County Government Center and Site 15A are shown on **Figure 9.9**. **Table 9.9** presents a summary of peak hour levels of service at the study intersections. Under this scenario, with the current planned improvements, 17 of the 19 study intersections are expected to continue to operate acceptably during the peak hours. The following two intersections are expected to continue to operate unacceptably.

The intersection of Dougherty Road/Dublin Boulevard is expected to operate at LOS F during the p.m. peak hour. With the extension of Scarlet Drive to connect Dougherty Road and Dublin Boulevard, the southbound Dougherty Road left-turn and westbound Dublin Boulevard right-turn movements at the intersection is assumed to decrease by 75 percent. The extension would run northwest from the intersection of Dublin Boulevard at Scarlett Drive, allowing vehicles heading west on Dublin Boulevard to north on Dougherty Road and south on Dougherty Road to east on Dublin Boulevard to bypass the Dublin/Dougherty intersection. However, even with the Scarlett Drive extension, the Dougherty Road/Dublin Boulevard intersection is expected to continue to operate unacceptably (LOS E) during the p.m. peak hour. Mitigation at the intersection of Dougherty Road/Dublin Boulevard is not feasible.

The Tassajara Road/Dublin Boulevard intersection is expected to operate at LOS F during the p.m. peak hour. The conversion of a through lane on the eastbound Dublin Boulevard approach to a third right-turn lane would improve operations to LOS C ($v/c = 0.74$).

Parking

Existing parking occupancy counts were taken at the Santa Rita Rehabilitation Center lots on Thursday, August 16 and Saturday, August 18, 2001. Based on these counts, the parking lot on Broder Boulevard was 32 percent occupied with 177 of the 577 spaces full (380 available) on Thursday, and 40 percent occupied on Saturday at noon with 223 spaces full (334 available). There is an expectation that parking for the Project could be accommodated in part by sharing parking with the existing uses at the Santa Rita Rehabilitation Center and Emergency Service Operations building. Additional secured parking, which is available to the north of the Santa Rita Rehabilitation Center, could be restriped and used for staff parking, which would free up additional parking in front of the jail for public parking.

Transit Service

Existing transit service in the vicinity of the East County Government Center and Site 15A includes the Livermore-Amador Valley Transit Authority (LAVTA--Wheels) Line 1, the Humphrey/Santa Rita Rehabilitation Center Shuttle, and the Altamont Commuter Express (ACE) connector. Line 1 provides service to and from BART via Broder Boulevard, Gleason Drive and Dublin Boulevard on approximately 30-minute headways during the morning and evening commute hours on weekdays. The ACE shuttle runs to and from the train station at the Alameda County Fairgrounds in Pleasanton. The shuttle routes coordinate with the arrival and departure times of the ACE trains. LAVTA Line 12, connecting the BART station, the Las Positas College and the Livermore Transit Center, also provides service along Dublin Boulevard near Site 15A site.

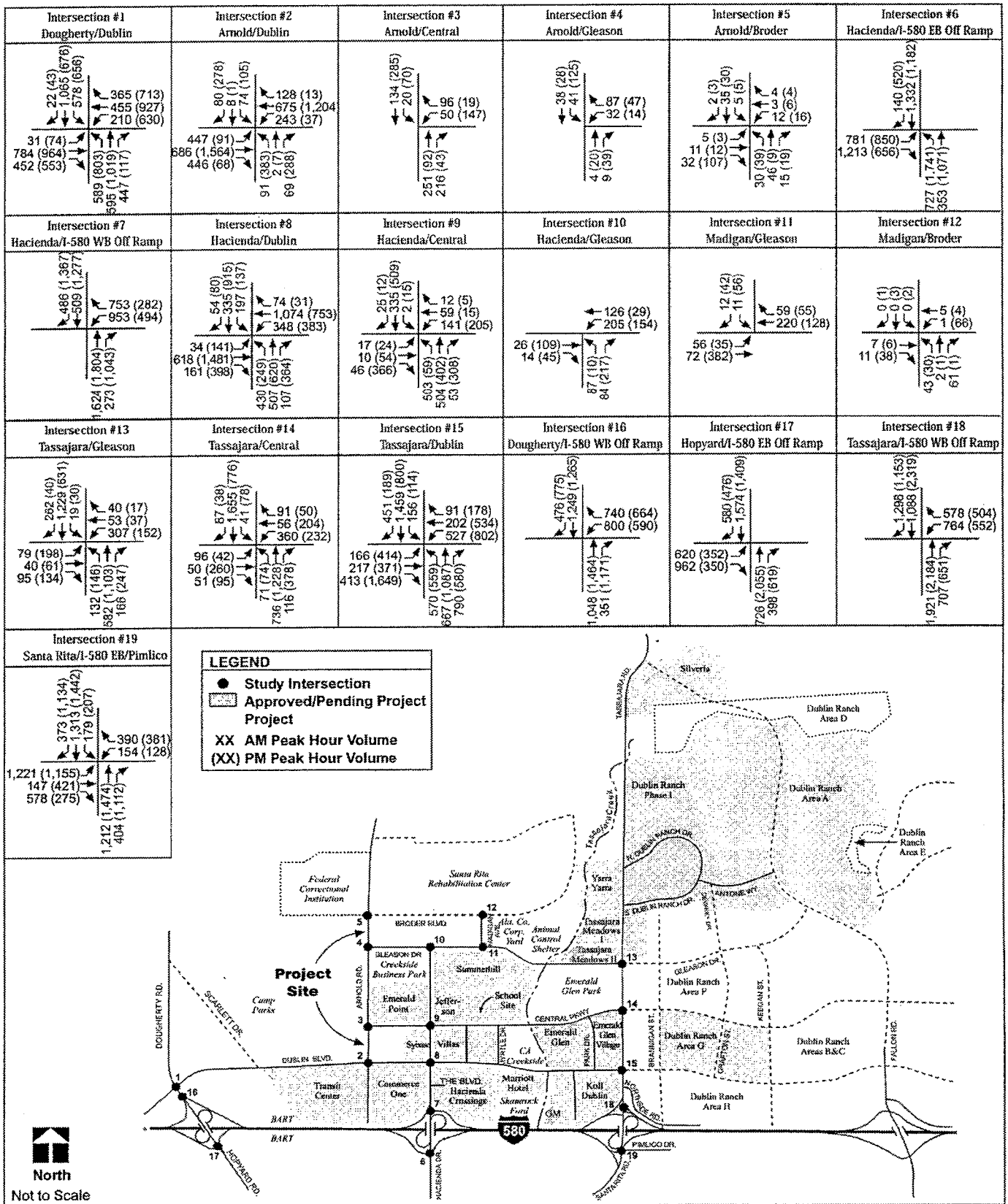


Figure 9.9
 East County Government Center Site/15A Site
 Baseline Conditions Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.9: Peak Hour Intersection Levels of Service – Baseline Conditions
East County Government Center and Site 15A**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.82	D	1.07	F
		0.72	C	0.92	E
2	Arnold Road/Dublin Boulevard	0.47	A	0.58	A
3	Arnold Road/Central Parkway ¹	0.20	A	0.29	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.58	A
7	Hacienda Drive/I-580 Westbound Ramps	0.63	B	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.56	A	0.67	B
9	Hacienda Drive/Central Parkway	0.36	A	0.55	A
10	Hacienda Drive/Gleason Drive	0.18	A	0.26	A
13	Tassajara Road/Gleason Drive	0.64	B	0.47	A
14	Tassajara Road/Central Parkway	0.69	B	0.65	B
15	Tassajara Road/Dublin Boulevard (convert an EB through lane to right-turn lane)	0.67	B	0.93	E
		0.81	D	0.74	C
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.55	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.49	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.77	C	0.81	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.3	A	7.8	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(10.2)	(B)	(11.1)	(B)
12	Madigan Avenue/Broder Boulevard	7.1	A	7.3	A

Source: TJKM Transportation Consultants.

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

ACE operates three trains per day on weekdays between Stockton and San Jose. The trains provide westbound service in the morning and eastbound service in the evening. The ACE trains provide service to the Pleasanton station at 5:37, 6:46 and 7:52 each morning and at 5:09, 6:19 and 7:39 each weekday evening.

The Bay Area Rapid Transit (BART) District operates trains between the Dublin-Pleasanton station near Hacienda Drive and the Oakland-San Francisco area. The trains operate on 15-minute headways on weekdays from 4:00 a.m. to 12:00 a.m. and from 6:00 a.m. to 12:00 a.m. on weekends. BART staff provided capacity and ridership data for the a.m. and p.m. peak hour in fall 2002 at the Dublin/Pleasanton Station. Existing capacity of the Dublin/Pleasanton line away from Dublin in the a.m. peak hour is 2,257 seats, which 1,063 patrons occupy, leaving a seating capacity of 1,194. In the p.m. peak hour, there is a seating capacity of 2,196, with 450 passengers, leaving a seating capacity of 1,746. This data show that during both peak periods, there is available capacity (seats) on BART trains going towards Oakland/San Francisco.

9.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Based on the CEQA Guidelines, the Project could have a significant environmental impact if it resulted in:

- An increase in traffic that is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads or congestion at intersections). This criteria is further defined as being significant if the project would cause the baseline level of service to degrade to worse than LOS D at signalized intersections; and/or would increase the volume/capacity ratio of a signalized intersection operating at LOS E under baseline conditions to increase by more than 1 percent.
- Exceeding, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways. This criteria is further defined as being significant if the project would cause the baseline level of service to degrade to worse than LOS E (i.e. to LOS F) on routes of regional significance, and/or would increase the volume/capacity ratio by more than 1 percent for a roadway segment already operating at LOS F under baseline conditions.
- A change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks.
- A substantial increase in hazards due to a design feature or incompatible uses.
- Inadequate emergency access.

- Inadequate parking capacity.
- A conflict with adopted policies, plans or programs supporting alternative transportation.

IMPACTS AND MITIGATION MEASURES

IMPACT 9.1: Increased Traffic in Excess of Local Roadway and/or Intersection Capacity

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Consolidating various uses to a central Juvenile Justice Facility would increase activity at the alternative Project sites, and would reduce activity at the vacated sites where the existing Juvenile Hall, Probation Department, Juvenile Court and Superior Court activities are presently located. This could result in some transportation system benefits at those vacated sites (i.e., reduce traffic and parking demand). However, it is likely that the vacated space would be re-occupied by other similar County functions, so the potential benefit at those vacated sites is not considered as part of this analysis.

PROJECT IMPACTS

Impact 9.1.1: No Action/No Project

NO IMPACT: No Action/No Project would result in no net change in the existing transportation systems serving the existing Juvenile Justice and Superior Court functions. Existing conditions described in the previous section (**Affected Environment**) would remain unchanged.

Trip generation of the existing Juvenile Justice Facility is described in more detail in the following section.

Traffic and parking counts were also conducted on Thursday, May 30, 2002, at the existing Gale/Shenone Superior Court facility (with six courtrooms) in Pleasanton. The results of the trip generation and parking surveys are as follows:

- The Facility generated a total of 155 inbound trips and 32 outbound trips during the a.m. peak hour (8:00-9:00 a.m.) Therefore, the East County Hall of Justice is estimated to generate $[(155+32)/7 =]$ 27 a.m. peak hour trips per courtroom with an inbound/outbound split of 83%:17%.
- The Facility generated a total of 25 inbound trips and 81 outbound trips during the p.m. peak hour (4:15-5:15 p.m.) Therefore, the East County Hall of Justice is estimated to generate $[(25+81)/7 =]$ 15 p.m. peak hour trips per courtroom with an inbound/outbound split of

24%:76%.

- Peak occupancy occurred in the morning between 9:00 and 9:30 a.m. when 158 (or 75%) of the 210 spaces were occupied.
- During the peak occupancy, 145 (or 87%) of 167 spaces in the “front” and “side” parking sections were occupied.
- Afternoon peak occupancy occurred between 2:00 and 2:30 p.m. when 142 (or 68%) of the 210 spaces were occupied.
- 40% of the vehicles surveyed were parked for anywhere between a few minutes and 1 hour.
- 81% of the vehicles surveyed were parked for less than 3 hours.
- 8% of the vehicles surveyed were parked for at least 7 hours (these are probably employees)

Impact 9.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT: The intersection of Foothill Boulevard and the I-580 Westbound Off-Ramp currently operates at Level of Service F in both the a.m. and p.m. peak traffic hours. The construction of a replacement facility at the Existing San Leandro Property, with either 420 or 540 beds, would result in a continuation and slight worsening of this significant traffic congestion.

Trip Generation, Distribution and Assignment

TJKM Transportation Consultants conducted driveway counts at the existing facility to determine existing trip generation and local distribution for the existing Juvenile Hall site, and factored them as a per-bed trip rate. The estimated per-bed trip generation of the proposed Project is considerably higher, based on the consolidation of other uses to the site. This trip generation rate was estimated from the architectural program and reflects future staffing, estimates of agency and public visitors, and court activity at the facility.

The peak hour distribution also is expected to be more pronounced than existing conditions because consolidation of other functions to the site will include more office workers with regular work hours are at the site, compared with the existing detention staff who work odd-hour shifts. The results of using these rates for the three scenarios are presented in **Table 9.10**.

In conducting the traffic impact analysis, the impact of developing a new Juvenile Justice Facility was modeled based on the net new traffic that would be generated, subtracting the trips generated by the existing Juvenile Hall from the new trips expected as a result of each of the scenarios presented below.

Project trip distribution assumptions were developed based on existing travel patterns, projected travel patterns, and general knowledge of the area. The trip distribution assumptions are as follows:

- 45% will travel on I-580 to and from the north
- 30% will travel on I-580 and Foothill Boulevard to and from the south
- 10% will travel on Fairmont Drive to and from the east
- 10% will travel on Fairmont Drive to and from the west
- 3% will travel on East 14th Street to and from the north
- 2% will travel on Hesperian Boulevard via 150th Avenue.

Figure 9.10 illustrates the trip distribution assumptions for the three scenarios at the Existing San Leandro Property. The Project trips were assigned to the study intersections using these trip distribution assumptions to produce forecasts for Project traffic volumes at all of the study intersections. **Figures 9.11 and 9.12** present the projected peak hour turning movement volumes for the 420- and 540-bed scenarios, respectively.

Table 9.10: Existing San Leandro Property – Trip Generation – Existing Facility and Proposed Juvenile Justice Facility Scenarios

Project Size	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Existing (300 beds)	--	--	--	--	0.25	70:30	53	23	76	0.27	10:90	8	72	80
420 beds	3.12	1,310	7.27	3,053	1.14	83:17	398	82	480	1.09	10:90	46	413	459
540 beds	3.12	1,685	7.27	3,926	1.14	83:17	511	105	616	1.09	10:90	59	530	589

Note: Development scenarios are presented as total trips generated by a new facility. Impact modeling considered the net effect of the Project by subtracting existing trips from the new trips for each scenario.

Results of Level of Service Analysis

Table 9.11 presents a summary of peak hour levels of service at the study intersections under both the 420-bed and 540-bed scenarios.

As shown in **Table 9.11**, eight of the nine study intersections are expected to continue to operate at acceptable levels of service with the addition of traffic from the 420-bed and 540-bed scenarios. In general, the traffic generated from each of the Scenarios causes only slight increases in the average delay when compared to existing conditions. The results indicate that the

proposed replacement Juvenile Justice Facility, even with as many as 540 beds, has minimal impact on nearby intersections and street network.

Table 9.11 also shows that the intersection of Interstate-580 Westbound Off-ramp/Foothill Boulevard, with stop control on the off-ramp, is expected to continue to operate at LOS F with either the 420-bed or 540-bed scenario. However, if the intersection were signalized, it is expected to operate at LOS B.

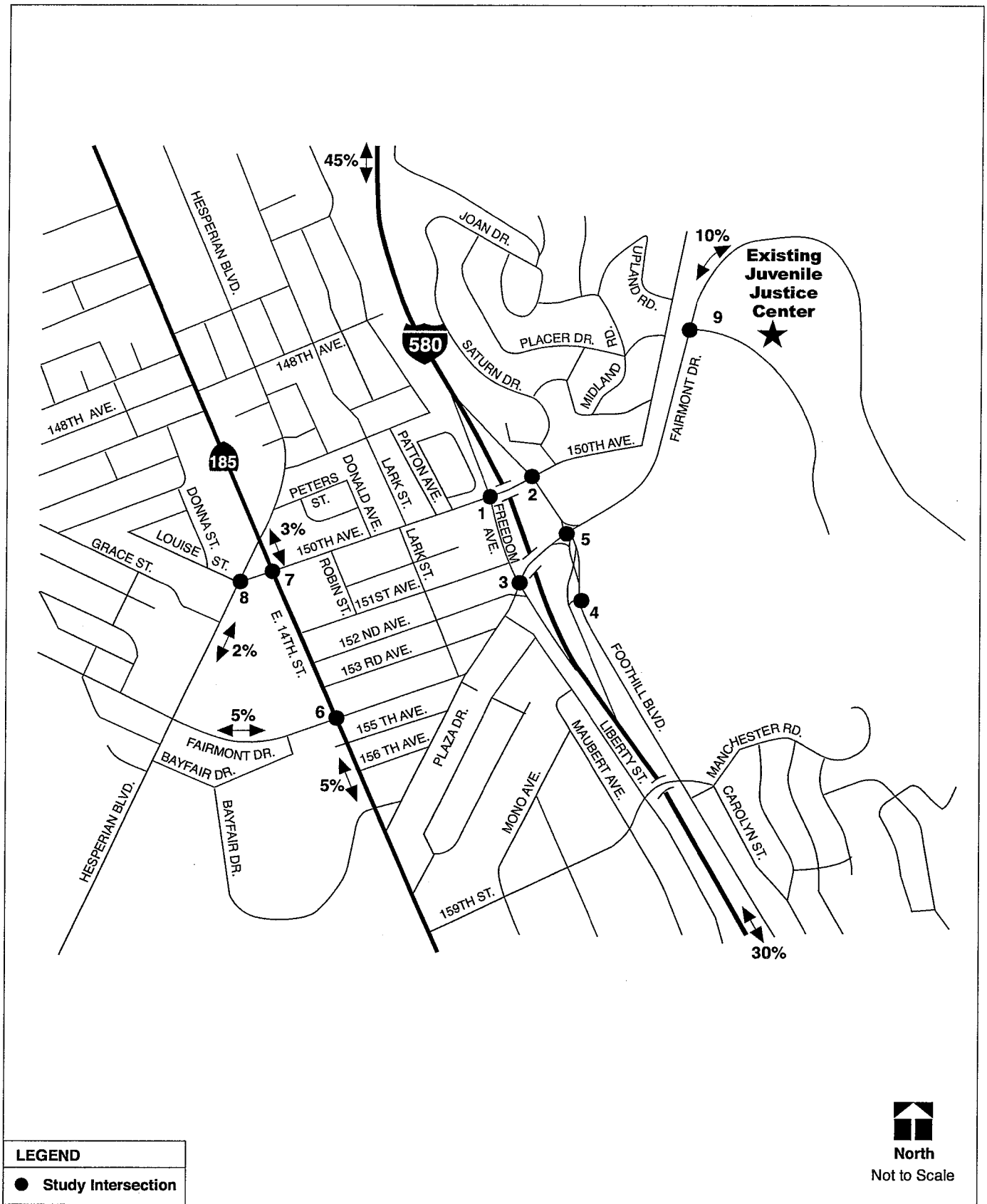
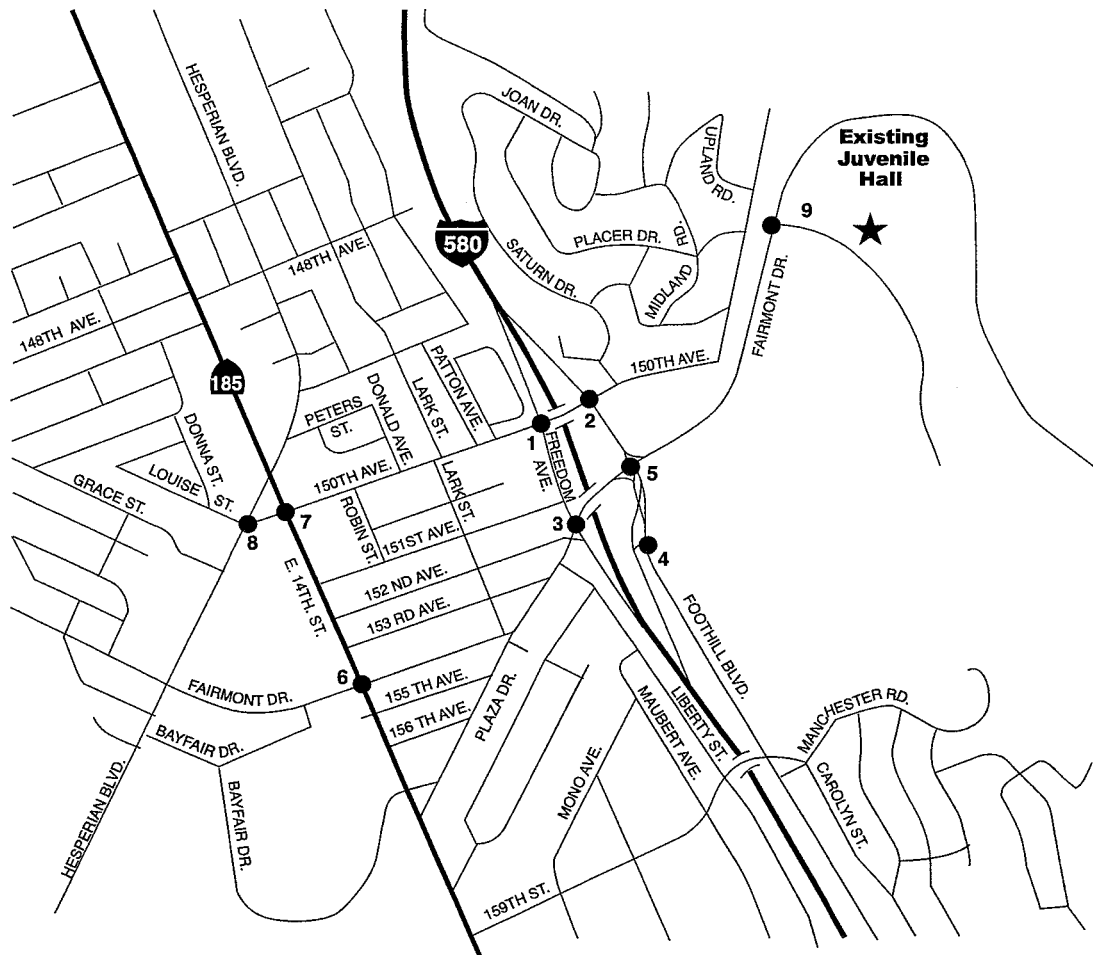


Figure 9.10
San Leandro Site
Trip Distribution



SOURCE: TJKM

Intersection #1 I-580 EB Off Ramp/150th/Freedom	Intersection #2 I-580 WB On Ramp/150th/Foothill	Intersection #3 I-580 EB On Ramp/Fairmont/Freedom	Intersection #4 I-580 WB Off Ramp/Foothill	Intersection #5 Foothill/Fairmont
<p>469 (602) 390 (483) 196 (170) 319 (274) 32 (44) 476 (612) 169 (234) 14 (19) 9 (17)</p>	<p>45 (26) 111 (91) 50 (43) 419 (477) 65 (112) 205 (184) 245 (232) 534 (675) 40 (75)</p>	<p>226 (425) 208 (245) 168 (109) 23 (21) 713 (587) 59 (145) 9 (13) 444 (730) 194 (481)</p>	<p>232 (205) 756 (547) 41 (20) 259 (383)</p>	<p>38 (53) 70 (73) 120 (138) 211 (143) 164 (209) 7 (8) 268 (438) 174 (258) 147 (135) 548 (560) 342 (422) 77 (31)</p>
Intersection #6 Fairmont/East 14th	Intersection #7 East 14th/150th	Intersection #8 150th/Hesperian	Intersection #9 Fairmont/JJC Driveway	
<p>65 (105) 44 (728) 166 (184) 90 (131) 681 (643) 80 (161) 29 (152) 411 (794) 124 (314) 95 (232) 357 (560) 47 (125)</p>	<p>0 (3) 888 (790) 191 (274) 235 (174) 476 (387) 66 (81) 4 (7) 330 (294) 18 (17) 16 (45) 436 (699) 57 (66)</p>	<p>6 (4) 394 (438) 1 (2) 8 (19) 407 (434) 9 (11) 20 (16) 45 (52) 39 (68) 291 (439) 403 (394)</p>	<p>370 (180) 16 (3) 3 (15) 39 (166) 25 (32) 157 (365) 118 (25)</p>	



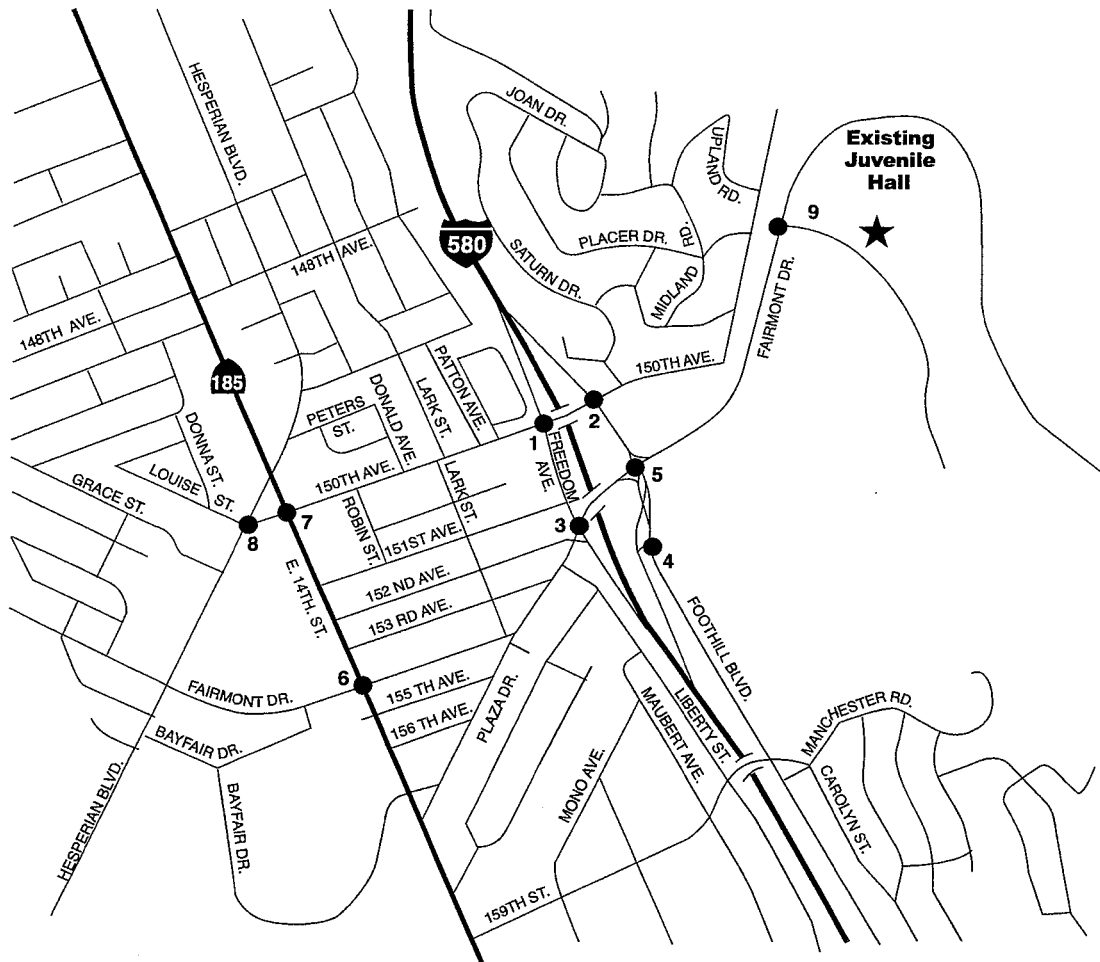
LEGEND
● Study Intersection
XX AM Peak Hour Volume
(XX) PM Peak Hour Volume

North
Not to Scale

Figure 9.11
San Leandro Site
Existing + Project Turning Movement Volumes (420 beds)

SOURCE: TJKM

Intersection #1 I-580 EB Off Ramp/150th/Freedom	Intersection #2 I-580 WB On Ramp/150th/Foothill	Intersection #3 I-580 EB On Ramp/Fairmont/Freedom	Intersection #4 I-580 WB Off Ramp/Foothill	Intersection #5 Foothill/Fairmont
<p>Diagram showing turning movement volumes for Intersection #1. Northbound lanes: 469 (602) left, 407 (487) through, 220 (176) right. Southbound lanes: 479 (612) left, 172 (234) through, 15 (20) right. Eastbound lanes: 320 (275) left, 32 (44) through, 9 (17) right.</p>	<p>Diagram showing turning movement volumes for Intersection #2. Northbound lanes: 45 (26) left, 111 (91) through, 50 (43) right. Southbound lanes: 419 (477) left, 65 (112) through, 232 (190) right. Eastbound lanes: 246 (253) left, 538 (705) through, 40 (75) right.</p>	<p>Diagram showing turning movement volumes for Intersection #3. Northbound lanes: 296 (425) left, 208 (245) through, 186 (113) right. Southbound lanes: 9 (13) left, 453 (733) through, 194 (481) right. Eastbound lanes: 24 (22) left, 714 (593) through, 62 (165) right.</p>	<p>Diagram showing turning movement volumes for Intersection #4. Northbound lanes: 232 (205) left. Southbound lanes: 756 (547) left, 41 (20) through, 287 (390) right.</p>	<p>Diagram showing turning movement volumes for Intersection #5. Northbound lanes: 38 (53) left, 70 (73) through, 147 (144) right. Southbound lanes: 216 (175) left, 169 (238) through, 7 (8) right. Eastbound lanes: 268 (438) left, 202 (265) through, 147 (135) right. Westbound lanes: 548 (580) left, 342 (422) through, 105 (38) right.</p>
Intersection #6 Fairmont/East 14th	Intersection #7 East 14th/150th	Intersection #8 150th/Hesperian	Intersection #9 Fairmont/JJC Driveway	
<p>Diagram showing turning movement volumes for Intersection #6. Northbound lanes: 65 (105) left, 440 (728) through, 166 (184) right. Southbound lanes: 29 (152) left, 415 (795) through, 124 (314) right. Eastbound lanes: 90 (131) left, 681 (647) through, 80 (165) right. Westbound lanes: 95 (232) left, 357 (580) through, 51 (126) right.</p>	<p>Diagram showing turning movement volumes for Intersection #7. Northbound lanes: 0 (3) left, 388 (790) through, 193 (274) right. Southbound lanes: 4 (7) left, 332 (295) through, 18 (17) right. Eastbound lanes: 16 (45) left, 436 (699) through, 57 (66) right.</p>	<p>Diagram showing turning movement volumes for Intersection #8. Northbound lanes: 6 (4) left, 334 (438) through, 1 (2) right. Southbound lanes: 9 (11) left, 20 (16) through, 45 (52) right. Eastbound lanes: 8 (19) left, 407 (436) through, 39 (68) right. Westbound lanes: 291 (439) left, 405 (395) right.</p>	<p>Diagram showing turning movement volumes for Intersection #9. Northbound lanes: 370 (180) left, 25 (6) through, 4 (21) right. Southbound lanes: 48 (227) left, 25 (32) through, 157 (365) right. Eastbound lanes: 200 (45) right.</p>	



LEGEND
 ● Study Intersection
 XX AM Peak Hour Volume
 (XX) PM Peak Hour Volume

North
 Not to Scale

Figure 9.12
 San Leandro Site
 Existing + Project Turning Movement Volumes (540 beds)

SOURCE: TJKM

**Table 9.11: Existing San Leandro Property – Peak Hour Intersection Level of Service
420-Bed and 540-Bed Scenarios**

ID	Intersection	420-Bed Scenario				540-Bed Scenario			
		A.M. Peak Hour		P.M. Peak Hour		A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS	Delay sec./veh.	LOS	Delay sec./veh.	LOS
1	I-580 Eastbound Off-Ramp/150 th Ave.	17.0	C	16.2	C	17.3	C	16.3	C
2	I-580 WB On- Ramp/150 th Av/Foothill Boulevard	19.2	C	14.9	B	19.2	C	14.9	B
3	I-580 Eastbound On-Ramp/Fairmont	11.8	B	13.2	B	12.2	B	13.5	B
4	I-580 WB Off- Ramp/Foothill Boulevard (stop) (if signalized)	120+	F	120+	F	120+	F	120+	F
		9.3	B	9.5	B	9.5	B	9.5	B
5	Foothill Boulevard/Fairmont Drive	19.9	C	19.5	C	20.2	C	20.0	C
6	Fairmont Drive/East 14 th Street	16.6	C	19.9	C	16.6	C	20.0	C
7	East 14 th Street/150 th Avenue	18.7	C	18.7	C	18.8	C	18.7	C
8	150 th Avenue/Hesperian Boulevard	14.0	B	11.7	B	14.0	B	11.7	B
9	Fairmont Drive/Juvenile Justice Center Driveway	5.5	B	6.3	C	5.5	B	7.2	C

Source: TJKM Transportation Consultants.

- **Mitigation Measure 9.1.2: Improve Operations of the Intersection of Foothill Boulevard and I-580 Westbound Off-Ramp.** If this alternative is selected, the County should consider signalizing the intersection of Foothill Boulevard and I-580 Westbound Off-Ramp. Existing traffic results in Level of Service F in the a.m. and p.m. peak hours, and addition of Project traffic would add to this condition. Alternatively, a two-lane roundabout could be installed at this location to alleviate traffic congestion.

Resulting Level of Significance. Either measure would result in an acceptable LOS B and reduce this effect to less than significant. Because the poor operation of the intersection is due primarily to existing conditions and the Project would have a minor impact on those conditions, this mitigation measure is considered optional. Implementation of the optional mitigation measure listed above would further reduce the Project's impact to a *less than significant* level.

Impact 9.1.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Development at the Glenn Dyer Detention Facility would be limited to juvenile detention uses. Other programmed uses such as the probation administration and juvenile courts would be located elsewhere in the area, as most of them currently exist. The addition of Project-related traffic in the area would not result in significant congestion at local intersections. The traffic study concludes that under existing conditions, and with the 420-bed scenario, all nine of the study intersections operate at acceptable levels during the a.m. and p.m. peak hours.

Trip Generation

Person-trips (employees and visitors) for the Juvenile Justice Facility were estimated based on the Architectural Program for this Project and previous reports. The person-trips were translated into vehicle-trips by assuming vehicle occupancy rates and transit reductions. The total vehicle trip generation includes employees and visitors.

Table 9.12 summarizes the trip generation calculations. The proposed Juvenile Justice Facility is estimated to generate approximately 2,822 daily trips, 353 a.m. peak hour trips and 311 p.m. peak hour trips on a typical weekday. On a Saturday, the 420-bed facility is expected to generate approximately 1,310 trips.

The trip generation for this site is lower than at other alternative sites because the site would not accommodate the full program goals for the new Juvenile Justice Facility. The detention component of the Project would be developed within the existing Glenn Dyer Detention Facility, and additional outdoor recreation space would be build adjacent to that building. However, the maximum number of beds would be limited to 420, whereas other sites allow for future expansion to 540 beds.

Table 9.12: Glenn Dyer Detention Facility – Trip Generation – Juvenile Justice Project Only

Project	Saturday Daily		Weekday Daily		Weekday A.M. Peak Hour					Weekday P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Juvenile Justice Facility (420 beds)	3.12	1,310	6.72	2,822	0.84	87:13	307	46	353	0.74	4:96	12	299	311

Source: TJKM Transportation Consultants.

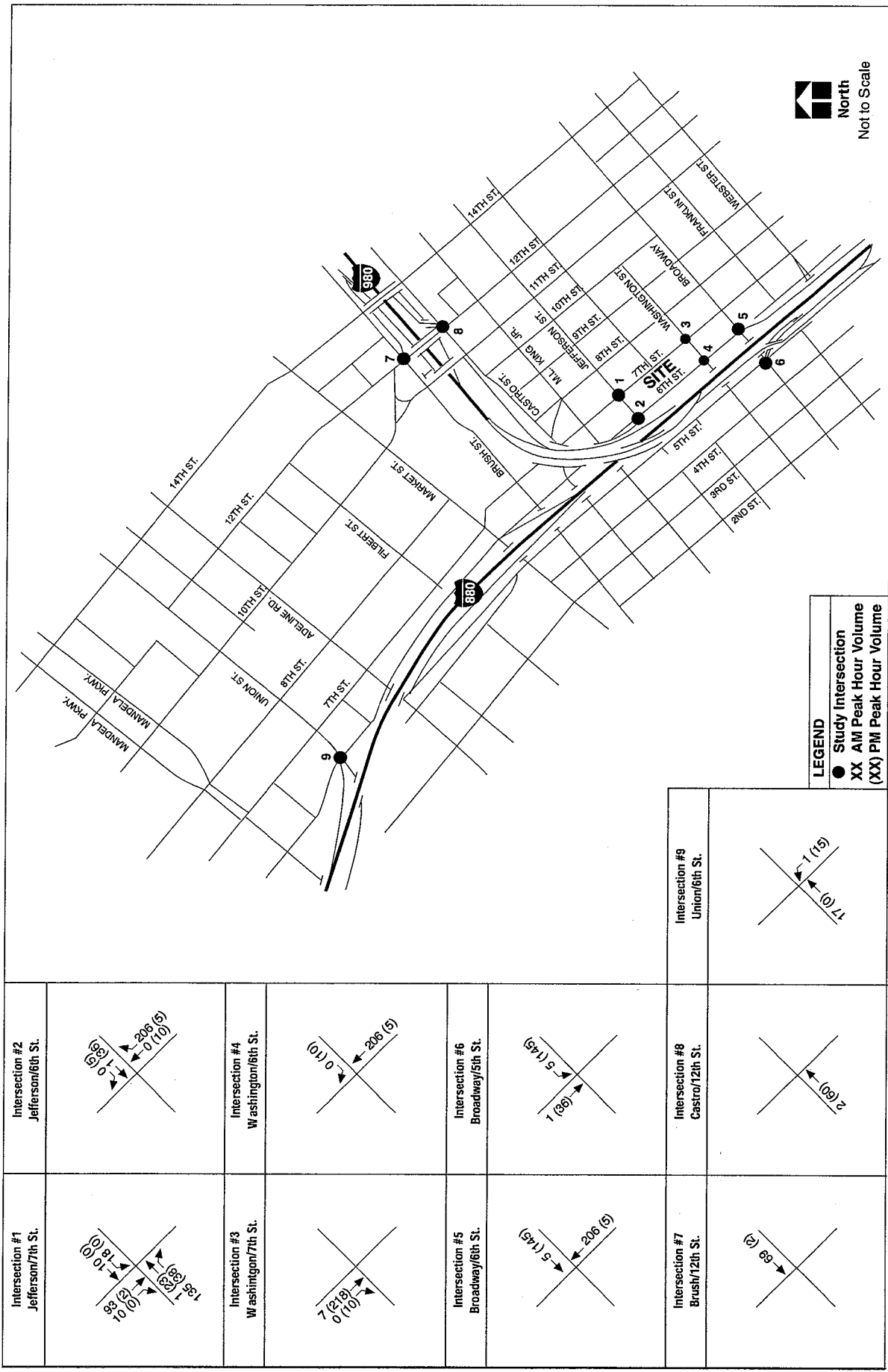
In addition, the juvenile courts and probation administration functions would not be constructed at the Glenn Dyer Detention Facility site. Instead, they would remain at their present locations or possibly consolidate to other local office buildings in the area. Most of those uses are already in the vicinity of the Glenn Dyer Detention Facility site, so the trip generation estimates for this study do not account for any additional trips related to those uses.

Trip Distribution and Assignment

The trip distribution assumptions were developed based on existing travel patterns, Project travel patterns for employment, visitors and knowledge of the study area. These estimates represent a composite of all uses at the site, although it is recognized that individual uses may vary slightly in percentages and travel routes. This analysis uses the following trip distribution assumptions:

- 60 percent to/from the south via I-880
- 20 percent to/from the east via I-980
- 5 percent to/from the north via I-580
- 5 percent to/from the east via Martin Luther King Way
- 5 percent to/from the east via Broadway
- 3 percent from the south via 8th Street
- 2 percent to the south via 7th Street.

Figure 9.13 illustrates the resulting trip assignment for the Glenn Dyer project alternative.



SOURCE: TJKM

Figure 9.13
 Glenn Dyer Site
 420-Bed Project Trip Assignment

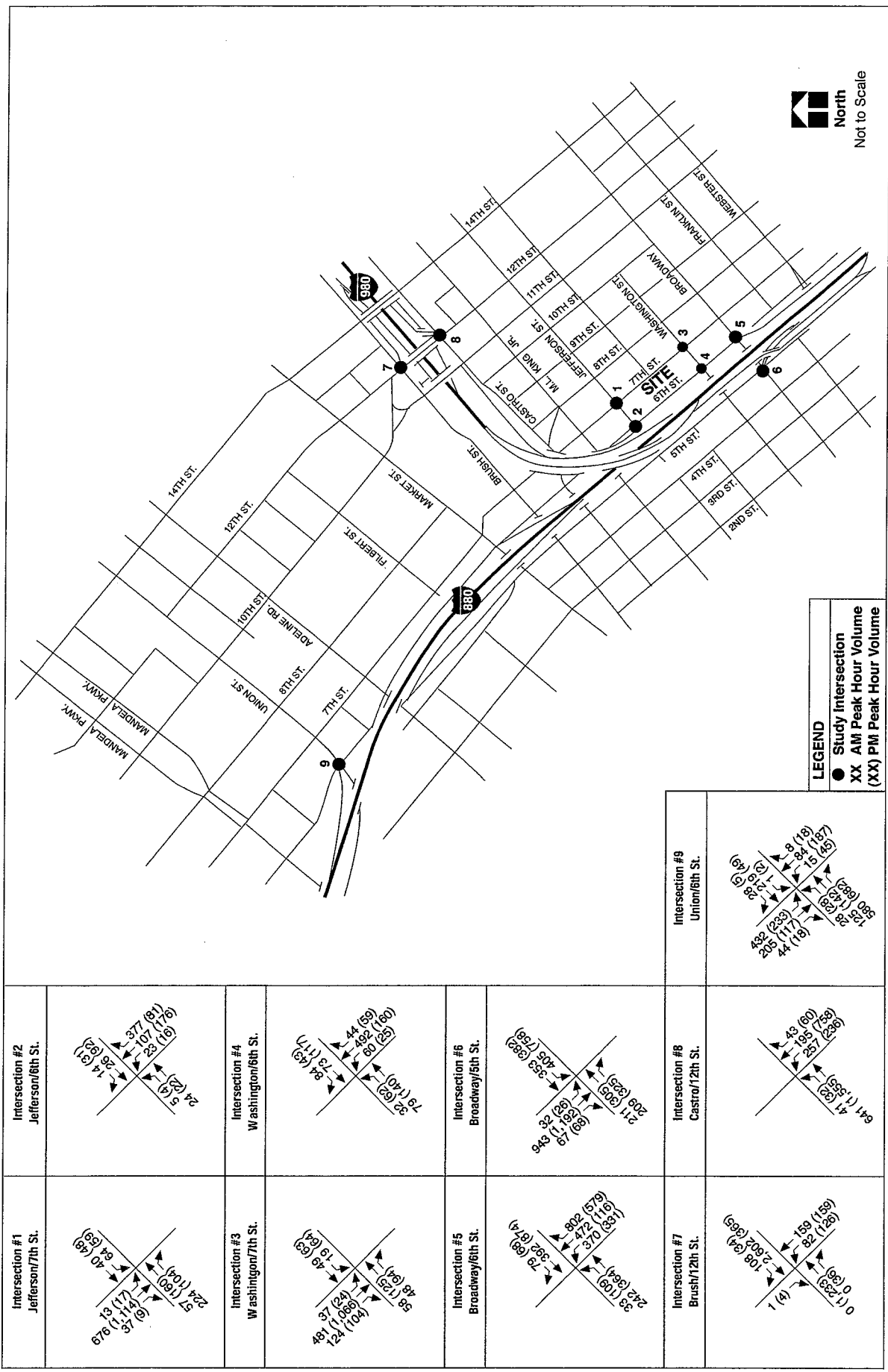
Results of Level of Service Analysis

Existing plus Project peak hour turning movement volumes are shown on **Figure 9.14**. **Table 9.13** presents a summary of peak hour levels of service at the study intersections under Existing plus Project conditions (420 beds). Based on the results presented above, all of the nine study intersections are expected to operate acceptably (LOS C or better).

Table 9.13: Glenn Dyer Detention Facility – Peak Hour Intersection Level of Service Existing Plus Project Conditions (420 Beds)

ID	Signalized Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
1	7 th Street/Jefferson street	13.2	B	9.2	B
2	6 th Street/Jefferson Street	3.9	A	10.0	B
3	7 th Street/Washington Street	8.4	B	9.9	B
4	6 th Street/Washington Street	11.1	B	13.8	B
5	6 th Street/Broadway/I-880 Northbound Off-Ramp	9.9	B	14.4	B
6	5 th Street/Broadway/I-880 Southbound On-Ramp	14.8	B	19.5	C
7	12 th Street/Brush Street/I-980 Westbound Off-Ramp	2.8	A	7.5	B
8	12 th Street/Castro Street/I-980 Eastbound Off-Ramp	9.8	B	11.5	B
9	5 th Street/Union Street/I-880 Southbound Off-Ramp	12.4	B	13.3	B

Note: LOS = Level of Service



SOURCE: TJKM



Figure 9.14
 Glenn Dyer Site
 Existing + 420-Beds Turning Movement Volumes

Intersection #1 Jefferson/7th St.	
Intersection #2 Jefferson/6th St.	
Intersection #3 Washington/7th St.	
Intersection #4 Washington/6th St.	
Intersection #5 Broadway/6th St.	
Intersection #6 Broadway/5th St.	
Intersection #7 Brush/12th St.	
Intersection #8 Castro/12th St.	
Intersection #9 Union/6th St.	

Impact 9.1.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility at the Pardee/Swan Site would not have a significant impact on the local roadway and intersection level of service. The facility with 420 beds is expected to generate approximately 459 trips during the weekday p.m. peak hour, while the facility with 540 beds is expected to generate 589 trips during the weekday p.m. peak hour. In both scenarios, the baseline includes the development of the airport parking garage for 4,000 vehicles. Under baseline (Year 2005) conditions, all of the 11 study intersections are expected to operate at an acceptable service level during the p.m. peak hour studied for this location. They all are expected to continue to operate acceptably with the addition of the proposed Juvenile Justice Facility, either with 420 beds or 540 beds.

Trip Generation

Person trips (employees and visitors) for the Juvenile Justice Facility were estimated based on the Architectural Program for this Project and previous reports. The person-trips were translated into vehicle-trips by assuming vehicle occupancy rates and transit reductions. The total vehicle trip generation includes employees and visitors.

Consolidating various uses to a central Juvenile Justice Facility would increase activity at the Project site, and would reduce activity at the vacated sites. This could result in some transportation system benefits at those vacated sites (i.e., reduce traffic and parking demand). However, it is likely that the vacated space would be re-occupied by other similar County functions (with the exception of the existing Juvenile Hall which would be demolished), so the potential benefit at those vacated sites is not considered as part of this analysis.

Table 9.14 summarizes the trip generation calculations. The proposed Juvenile Justice Facility with 420 beds and five courts is estimated to generate approximately 3,053 daily trips. Of these, there would be about 459 p.m. peak hour trips on a typical weekday. With 540 beds and six courts, the Juvenile Justice Facility is estimated to generate approximately 3,926 daily trips, with about 589 p.m. peak hour trips on a typical weekday. Trip generation of the Port of Oakland's proposed airport parking lot project is included in the baseline condition, described below.

Table 9.14: Pardee/Swan Site – Trip Generation – Juvenile Justice Project Only

Project	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Juvenile Justice Facility (420 beds)	3.12	1,310	7.27	3,053	1.14	83:17	398	82	480	1.09	10:90	46	413	459
Juvenile Justice Facility (540 beds)	3.12	1,685	7.27	3,926	1.14	83:17	511	105	616	1.09	10:90	59	530	589

Source: TJKM Transportation Consultants.

Trip Distribution and Assignment

The trip distribution assumptions were developed based on existing travel patterns, Project travel patterns for employment, visitors and knowledge of the study area. These estimates represent a composite of all uses at the site, although it is recognized that individual uses may vary slightly in percentages and travel routes.

- 45 percent to/from the north via Pardee Drive, Hegenberger Road, the I-880 ramps at Hegenberger Road and I-880 (Oakland, Alameda, Berkeley)
- 45 percent to/from the south via Pardee Drive, Airport Drive, 98th Avenue, the I-880 ramps at 98th Avenue and I-880 (San Leandro, Hayward, Union City, Fremont)
- 5 percent to/from the north via Swan Way and Doolittle Drive (Alameda)
- 5 percent to/from the south via Swan Way and Doolittle Drive (San Leandro)

Results of Level of Service Analysis (Baseline + 420-Bed Facility)

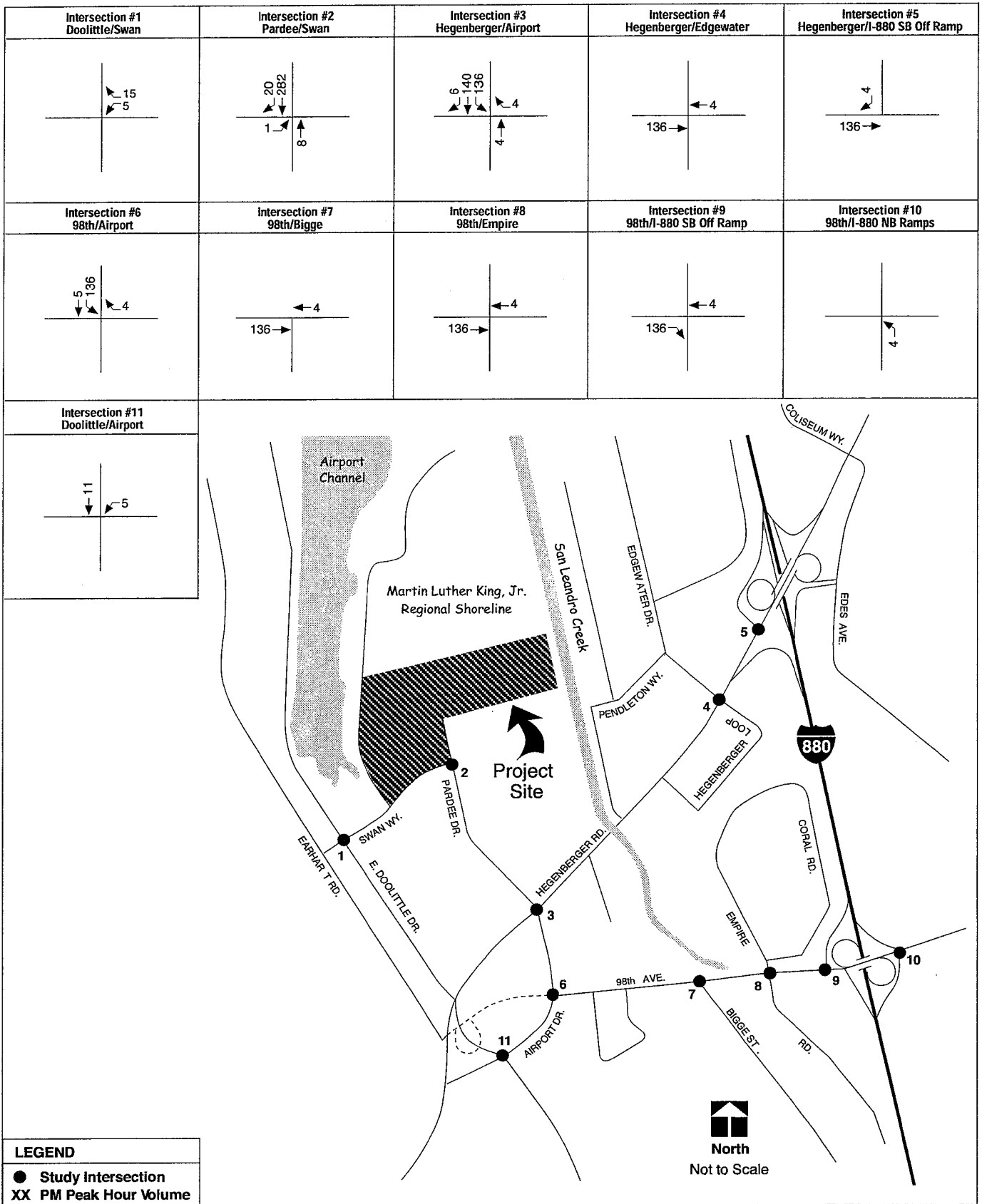
Trip assignments are shown on **Figure 9.15** and the resulting Baseline plus 420-bed facility peak hour turning movement volumes are shown on **Figure 9.16**. **Table 9.15** presents a summary of peak hour levels of service at the study intersections for the 420-bed and 540-bed scenarios. With the addition of the 420-bed facility, all study intersections are expected to continue to operate at an acceptable service level during the p.m. peak hour.

Table 9.15: Pardee/Swan Site – PM Peak Hour Intersection Levels of Service –Baseline Plus Project (420-Bed and 540-Bed Scenarios)

ID		P.M. Peak Hour			
		420-Bed Facility		540-Bed Facility	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
Signalized Intersections					
1	Doolittle Drive/Swan Way	10.1	B	10.2	B
3	Hegenberger Road/Pardee Drive/Airport Drive	29.1	D	32.4	D
4	Hegenberger Road/Edgewater Drive	27.9	D	28.8	D
5	I-880 Southbound Off-Ramp/Hegenberger Road	12.6	B	12.7	B
6	98 th Avenue/Airport Drive	16.0	C	16.9	C
7	98 th Avenue/Bigge Street	14.7	B	14.8	B
8	98 th Avenue/Empire Road	5.9	B	5.9	B
9	98 th Avenue/I-880 Southbound Off-Ramp	19.8	C	19.8	C
10	98 th Avenue/I-880 Northbound Ramps	19.5	C	19.5	C
11	Doolittle Drive/Airport Drive	14.6	B	14.6	B
Unsignalized Intersection					
2	Pardee Drive/Swan Way	2.1 (23.2)	A (D)	2.3 (29.9)	A (D)

Note:

LOS = Level of Service; X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)



LEGEND

- Study Intersection
- XX PM Peak Hour Volume

Figure 9.15
 Pardee/Swan Site
 420-Bed Project PM Peak Hour Trip Assignment

SOURCE: TJKM

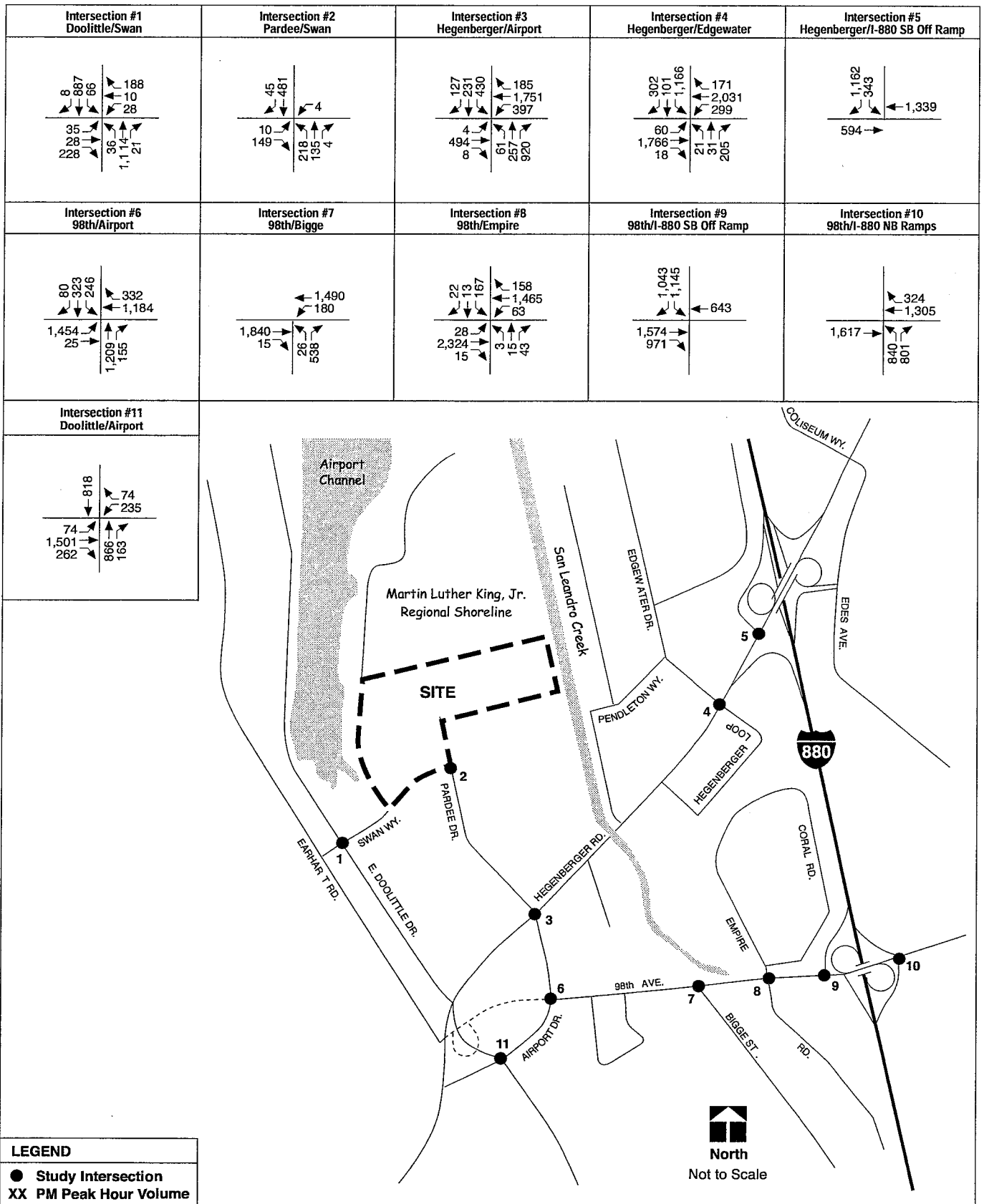


Figure 9.16
 Pardee/Swan Site
 Base Line + 420-Bed Project PM Peak Turning Movement Volumes

SOURCE: TJKM

The following three intersections would have the most increase in delay relative to baseline conditions:

- Pardee/Swan (Baseline: LOS C; Baseline + 420 Beds: LOS D)
- Hegenberger/Pardee/Airport (LOS C; LOS D)
- 98th Street/Airport Drive (LOS B; LOS D).

Results of Level of Service Analysis (Baseline + 540-Bed Facility)

The 540-bed facility Project-only p.m. peak hour trip assignment is shown on **Figure 9.17**, and the resulting Baseline plus 540-bed facility peak hour turning movement volumes are shown on **Figure 9.18**.

Table 9.15, above, shows a summary of peak hour levels of service at the study intersections under the 540-bed scenario. With the addition of the 540-bed facility, all study intersections are expected to continue to operate at an acceptable service level during the p.m. peak hour. Similar to the 420-bed scenario, the following three intersections would have the greatest increase in delay relative to baseline conditions:

- Pardee/Swan (Baseline: LOS C; Baseline + 540 Beds: LOS D)
- Hegenberger/Pardee/Airport (LOS C; LOS D)
- 98th Street/Airport Drive (LOS B; LOS D).

However, the increase in delay would not be significant because all study intersections are expected to continue to operate at an acceptable service level. No mitigation is required for these less-than-significant impacts.

Impact 9.1.5: East County Government Center

AND

Impact 9.1.6: Site 15A

SIGNIFICANT AND UNAVOIDABLE IMPACT. Under all scenarios studied for these alternative sites, there would be a significant unavoidable impact on local traffic congestion at the intersection of Dougherty Road/Dublin Boulevard. The intersection of Tassajara Road/Dublin Boulevard would be adversely affected, but could be mitigated with intersection improvements. These impacts would occur with or without the Project, but the Project's traffic would be a significant impact that requires proportionate contribution toward mitigation.

Six (6) scenarios were evaluated to account for the possibility that one or both of the Projects would locate at the East County Government Center site, and the possibility that the East County Hall of Justice could be developed at Site 15A. These scenarios are delineated as A1, A2, B, C1, C2 and D, described in more detail in the **Affected Environment** section, above.

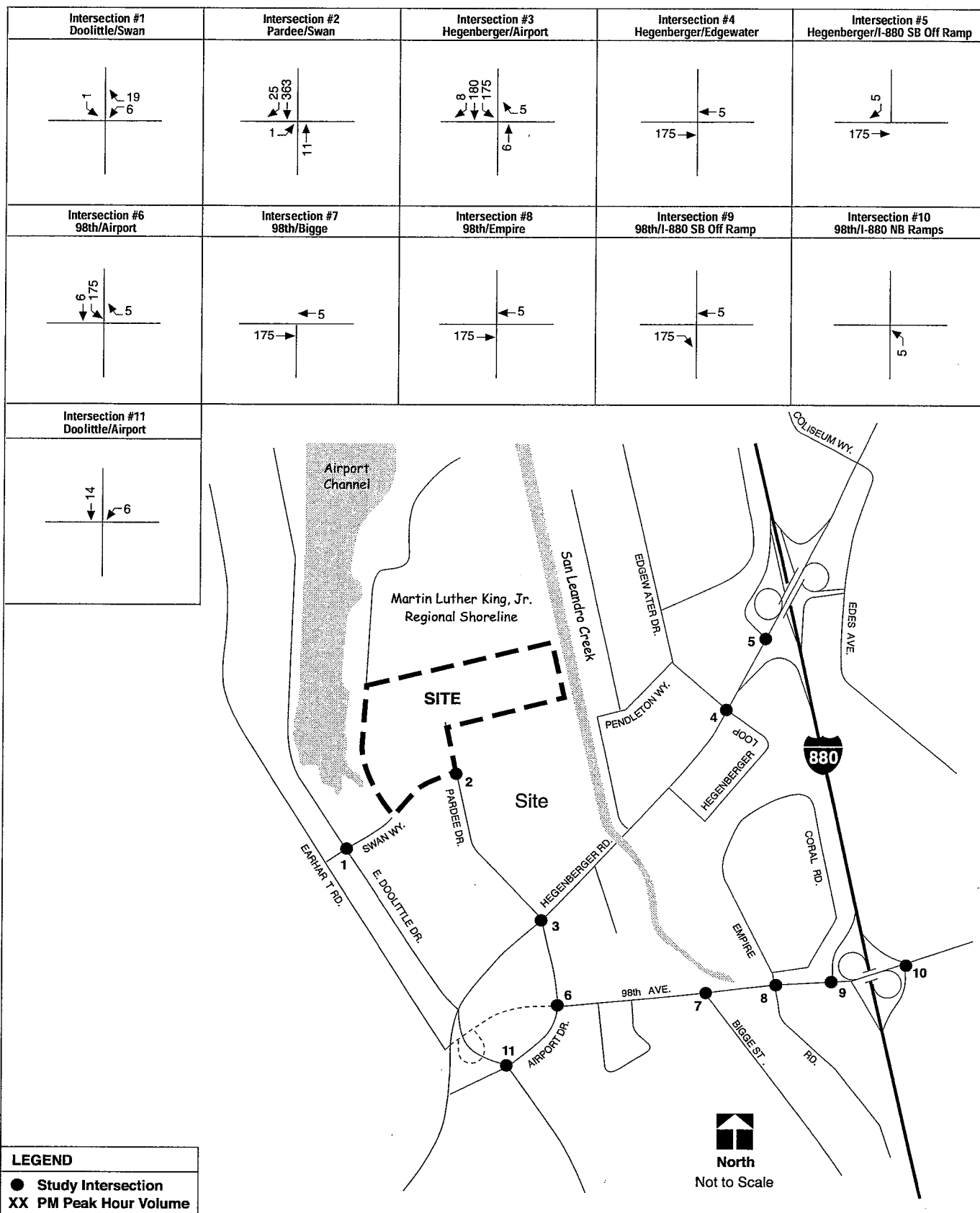
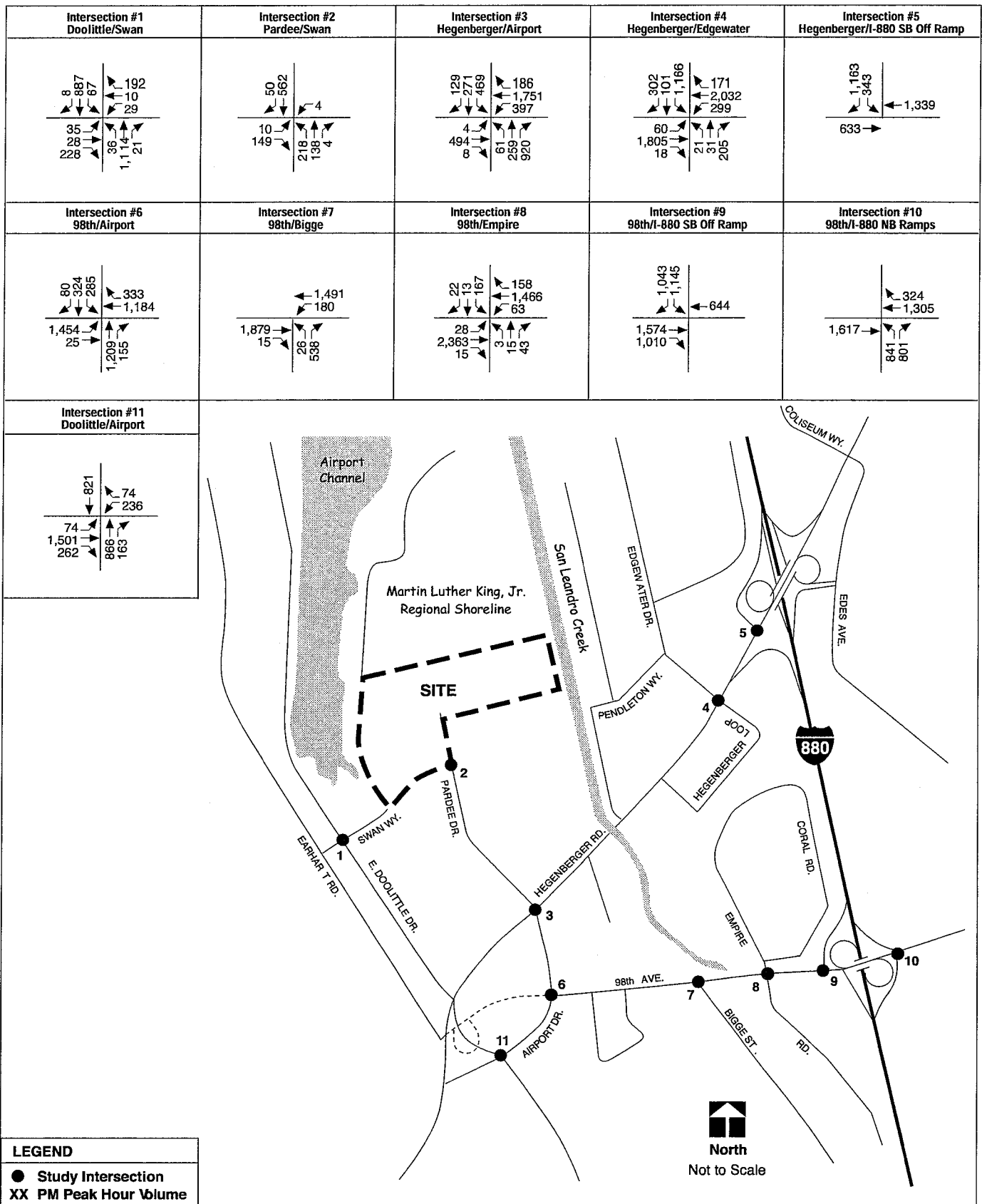


Figure 9.17
 Pardee/Swan Site
 540-Bed Project PM Peak Trip Assignment

SOURCE: TJKM



LEGEND
● Study Intersection
XX PM Peak Hour Volume

Figure 9.18
Pardee/Swan Site
Base Line + 540-Beds PM Peak Turning Movement Volumes



SOURCE: TJKM

Scenario A1 – Juvenile Justice Facility with 420 beds and East County Hall of Justice with 13 Courtrooms at the East County Government Center Site

Scenario Description

Scenario A1 includes the development of a Juvenile Justice Facility with 420 beds and the proposed East County Hall of Justice with 13 courtrooms at the East County Government Center site. Site 15A would not be developed under this scenario.

Trip Generation

The trip generation for the proposed Project was developed in coordination with Lamphier-Gregory and Alameda County. Person trips (employees and visitors) for the Juvenile Justice Facility were estimated based on the Architectural Program for this Project and previous reports. The person-trips were translated into vehicle-trips by assuming vehicle occupancy rates and a 10% transit and carpool reduction. The total vehicle trip generation includes employees, visitors and jurors.

Table 9.16 summarizes the trip generation calculations for Scenario A1. This scenario is estimated to generate approximately 8,991 daily trips, 1,189 a.m. peak hour trips and 1,168 p.m. peak hour trips on a typical weekday. In addition, the estimated number of daily trips for a typical Saturday is presented.

Trip Distribution and Assignment

The trip distribution assumptions were developed based on existing travel patterns, Project travel patterns for employment, visitors and jurors, and knowledge of the study area. These estimates represent a composite of all uses at the site, although it is recognized that individual uses may vary slightly in percentages and travel routes. The analysis generally uses the following trip distribution assumptions:

- 50 percent to/from the west via I-580
- 13 percent to/from the east via I-580
- 10 percent to/from the south via Hacienda Drive
- 5 percent to/from the south via Santa Rita Road
- 5 percent to/from the south via Hopyard Road
- 5 percent to/from the west via Dublin Boulevard
- 5 percent to/from the north via Dougherty Road
- 5 percent to/from the north via Tassajara Road
- 2 percent to/from local areas (Gleason and Central Parkway) from within Dublin.

**Table 9.16: East County Government Center Site – Trip Generation – Scenario A1
Juvenile Justice Facility with 420 Beds and East County Hall of Justice with 13 Courtrooms**

Project	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Juvenile Justice Facility (420 beds)	3.12	1,310	7.27	3,053	1.14	83:17	397	81	479	1.09	10:90	46	412	458
East County Hall of Justice (13 courts)	0	0	456.80	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710
Total	-	1,310	-	8,991	-	-	980	209	1,189	-	-	216	952	1,168

Note:

Rates for the Project were calculated based on the number of trips estimated for these uses.

Results of Level of Service Analysis

The resulting Baseline plus Scenario A1 peak hour turning movement volumes are shown on **Figure 9.19**. **Table 9.17** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario A1, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours. The intersections of Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard are expected to continue to operate unacceptably with the Scenario A1 project trips. Therefore, the following mitigation measures are recommended:

- Mitigation Measure 9.1.5a: Contribute Funds Toward the Implementation of the Scarlett Drive Extension.** The intersection of Dougherty Road/Dublin Boulevard is expected to operate unacceptably during both the a.m. and the p.m. peak hours. In order to minimize the Project's effect on the Dougherty Road / Dublin Boulevard intersection, the County should contribute a fair share of funding toward the implementation of the Scarlett Drive extension, which is a planned improvement that would be jointly funded by the City and numerous development sponsors.

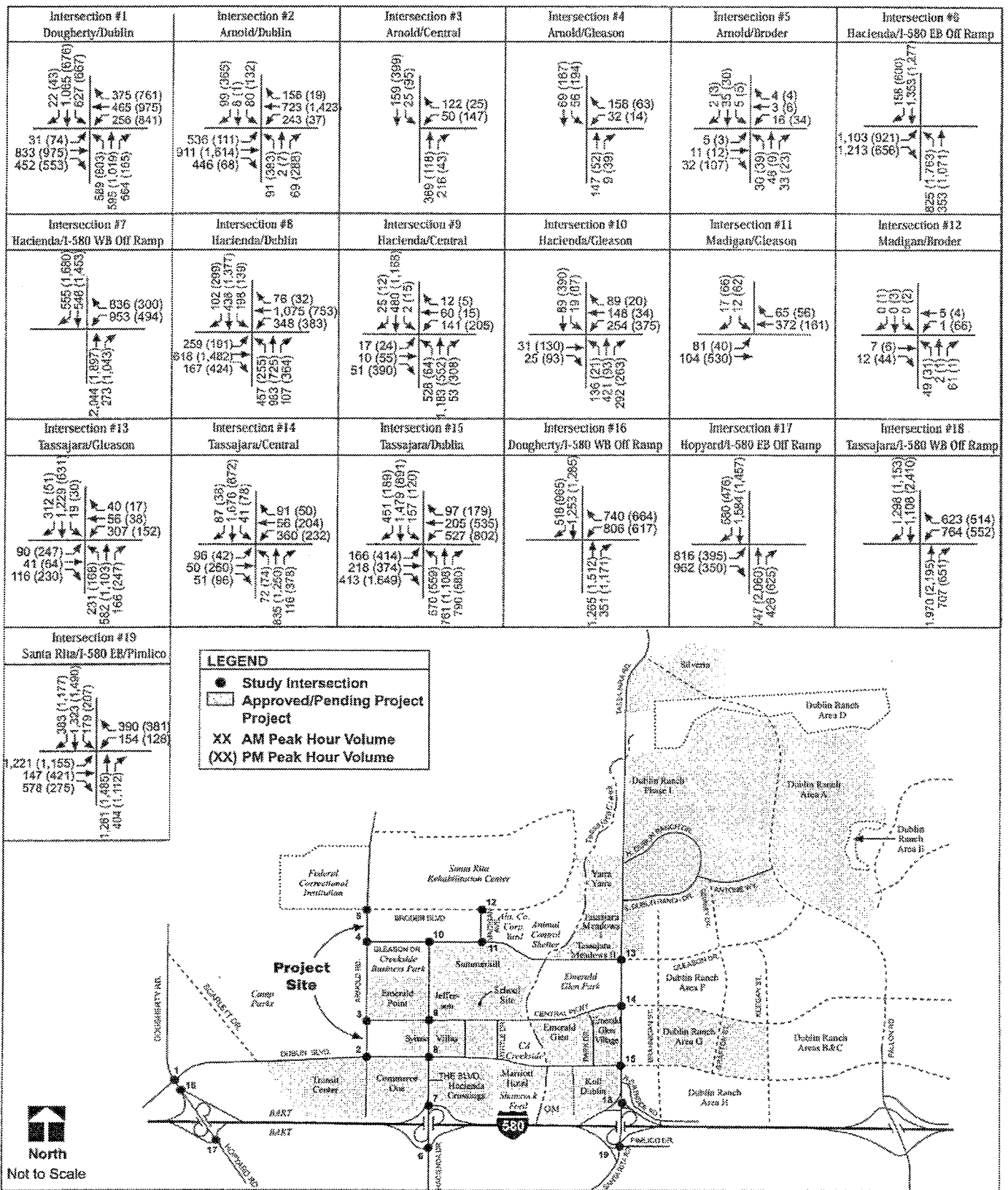


Figure 9.19
 East County Government Center Site/Site 15A
 Baseline + Scenario A1
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.17: East County Government Center Site – Peak Hour Intersection Level of Service
Baseline Plus Scenario A1 - Juvenile Justice Facility with 420 beds and
East County Hall of Justice with 13 Courtrooms**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.95	E	1.16	F
		0.75	C	0.99	E
2	Arnold Road/Dublin Boulevard	0.53	A	0.64	B
3	Arnold Road/Central Parkway ¹	0.29	A	0.37	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.51	B
7	Hacienda Drive/I-580 Westbound Ramps	0.70	B	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.78	C	0.76	C
9	Hacienda Drive/Central Parkway	0.47	B	0.71	C
10	Hacienda Drive/Gleason Drive	0.61	B	0.54	A
13	Tassajara Road/Gleason Drive	0.69	C	0.50	A
14	Tassajara Road/Central Parkway	0.70	C	0.66	B
15	Tassajara Road/Dublin Boulevard (convert an EB through lane to right-turn lane)	0.68	B	0.94	E
		0.74	C	0.82	D
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.56	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.50	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.78	C	0.84	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	8.4	A	10.2	B
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(11.3)	(B)	(11.9)	(B)
12	Madigan Avenue/Broder Boulevard	7.1	A	7.3	A

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Resulting Level of Significance: With the extension of Scarlett Drive to connect Dougherty Road and Dublin Boulevard, the Dougherty Road/Dublin Boulevard intersection would improve, but is expected to continue to operate unacceptably (LOS E) during the p.m. peak hour due to background traffic growth. Additional mitigation at the intersection of Dougherty Road/Dublin Boulevard is not feasible due to physical constraints at this location and this impact is significant and unavoidable.

- **Mitigation Measure 9.1.5b: Modify Configuration of Tassajara Road / Dublin Blvd. Intersection.** The Tassajara Road/Dublin Boulevard intersection is expected to operate at LOS E during the p.m. peak hour with Baseline traffic and with Project-generated traffic. The County should contribute a fair share of funding toward the conversion of an eastbound through lane to a third right-turn lane (the same mitigation recommended under the Baseline scenario).

Resulting Level of Significance. The conversion of an eastbound through lane to a third right-turn lane (the same mitigation recommended under the Baseline scenario) would improve operations to LOS D ($v/c = 0.82$), or acceptable conditions, and mitigate this impact to a level of less than significant.

Scenario A2 – Juvenile Justice Facility with 540 Beds and East County Hall of Justice with 13 Courtrooms at the East County Government Center Site

Alternative Description

Scenario A2 includes the development of a Juvenile Justice Facility with 540 beds and the proposed East County Hall of Justice with 13 courtrooms at the East County Government Center site. Site 15A would not be developed under this scenario.

Trip Generation

Table 9.18 summarizes the trip generation calculations for the Scenario A2. This scenario is estimated to generate approximately 9,864 daily trips, 1,326 a.m. peak hour trips and 1,299 p.m. peak hour trips on a typical weekday. In addition, the estimated number of daily trips for a typical Saturday is presented.

Trip Distribution and Assignment

The trip distribution assumptions were previously described under the existing plus Scenario A1 conditions.

Results of Level of Service Analysis

The resulting Baseline plus Scenario A2 peak hour turning movement volumes are shown on **Figure 9.20**. **Table 9.19** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario A2, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours. Two intersections are expected to continue to operate unacceptably with the Scenario A2 project trips: Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard. These intersections would also operate unacceptably under Baseline conditions without the Project, so a fair share contribution is reasonable, as opposed to full funding by the County.

- **Mitigation Measure 9.1.5c: Fair Share Contribution Toward Local Roadway Extension and Intersection Improvements.** The same mitigation outlined under Mitigation Measures 9.1.5a and 9.1.5b (Scenario A1 above) would apply to Scenario A2.

**Table 9.18: East County Government Center Site – Trip Generation – Scenario A2
Juvenile Justice Facility with 540 Beds and East County Hall of Justice with 13 Courtrooms**

Project	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Juvenile Justice Facility (540 beds)	3.12	1,685	7.27	3,925	1.14	83:17	511	105	616	1.09	10:90	59	530	589
East County Hall of Justice (13 courts)	0	0	456.80	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710
Total	-	1,685	-	9,864	-	-	1,093	232	1,326	-	-	229	1,069	1,299

Note: Rates for the Juvenile Justice Facility were calculated based on the number of trips estimated for these uses.

Intersection #1 Dougherty/Dublin	Intersection #2 Arnold/Dublin	Intersection #3 Arnold/Central	Intersection #4 Arnold/Gleason	Intersection #5 Arnold/Broder	Intersection #6 Hacienda/1-580 EB Off Ramp
Intersection #7 Hacienda/1-580 WB Off Ramp	Intersection #8 Hacienda/Dublin	Intersection #9 Hacienda/Central	Intersection #10 Hacienda/Gleason	Intersection #11 Madigan/Gleason	Intersection #12 Madigan/Broder
Intersection #13 Tassajara/Gleason	Intersection #14 Tassajara/Central	Intersection #15 Tassajara/Dublin	Intersection #16 Dougherty/1-580 WB Off Ramp	Intersection #17 Hopyard/1-580 EB Off Ramp	Intersection #18 Tassajara/1-580 WB Off Ramp

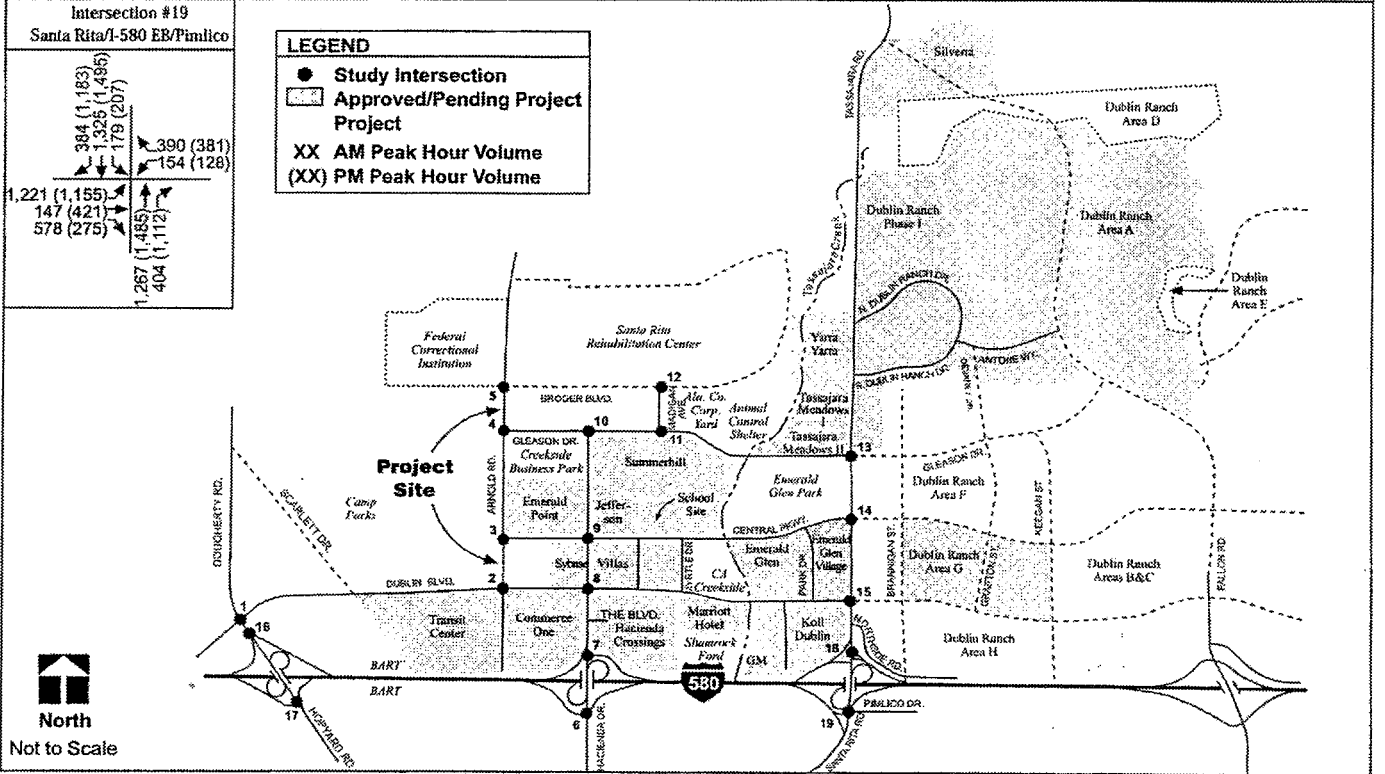


Figure 9.20
 East County Government Center Site/Site 15A
 Baseline + Scenario A2
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.19: East County Government Center Site – Peak Hour Intersection Levels of Service
Baseline Plus Scenario A2 - Juvenile Justice Facility with 540 beds
and East County Hall of Justice with 13 Courtrooms**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.97	E	1.17	F
		0.81	D	1.00	E
2	Arnold Road/Dublin Boulevard	0.54	A	0.66	B
3	Arnold Road/Central Parkway	0.29	A	0.38	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.61	B
7	Hacienda Drive/I-580 Westbound Ramps	0.71	C	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.80	C	0.78	C
9	Hacienda Drive/Central Parkway	0.49	A	0.74	C
10	Hacienda Drive/Gleason Drive	0.66	B	0.57	A
13	Tassajara Road/Gleason Drive	0.70	B	0.51	A
14	Tassajara Road/Central Parkway	0.70	B	0.66	B
		0.68	B	0.94	E
15	Tassajara Road/Dublin Boulevard (convert an EB through lane to right-turn lane)	0.74	C	0.82	D
		0.59	A	0.56	A
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.50	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.78	C	0.84	D
18	Tassajara Road/I-580 Westbound Off-Ramp	0.83	D	0.90	D
19	Santa Rita Road/I-580 Eastbound/Pimlico				
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	8.6	A	10.6	B
5	Arnold Road/Broder Boulevard	7.4	A	7.5	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(11.4)	(B)	(11.9)	(B)
12	Madigan Avenue/Broder Boulevard	7.2	A	7.3	A

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Scenario B – Only the East County Hall of Justice at the East County Government Center Site

Alternative Description

Scenario B would include development of only the East County Hall of Justice at the East County Government Center site. Site 15A would not be developed in this scenario, and the Juvenile Justice Facility would be located elsewhere in the County, beyond the area of influence in Dublin.

Trip Generation

Table 9.20 summarizes the trip generation calculations for the Scenario B. This scenario is estimated to generate approximately 5,938 daily trips, 710 a.m. peak hour trips and 710 p.m. peak hour trips on a typical weekday.

Trip Distribution and Assignment

The trip distribution assumptions were previously described under the Existing plus Scenario A1 conditions.

Results of Level of Service Analysis

The resulting Baseline plus Scenario B peak hour turning movement volumes are shown on **Figure 9.21**. **Table 9.21** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario B, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours.

Two intersections are expected to continue to operate unacceptably with the Scenario B project trips: Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard. These intersections would also operate unacceptably under Baseline conditions without the Project, so a fair share contribution is reasonable, as opposed to full funding by the County.

- **Mitigation Measure 9.1.5d: Fair Share Contribution Toward Local Roadway Extension and Intersection Improvements.** The same mitigation outlined under Mitigation Measures 9.1.5a and 9.1.5b (Scenario A1 above) would apply to Scenario B.

**Table 9.20: East County Government Center Site – Trip Generation – Scenario B
East County Hall of Justice Only**

Project Size	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
East County Hall of Justice (13 courts)	0	0	456.80	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710
Total	-	0	-	5,938	-	-	582	128	710	-	-	170	540	710

Note: Rates for the project were calculated based on the total number of trips estimated for the use.

Scenario C1 – Juvenile Justice Facility with 420 Beds at the East County Government Center Site and the East County Hall of Justice at Site 15A

Alternative Description

The proposed Juvenile Justice Facility with 420 beds would be located at the East County Government Center site, and the proposed East County Hall of Justice with 13 courtrooms would be located at Site 15A. Site 15A is bounded by Central Parkway to the north, Arnold Road to the west, Dublin Boulevard to the south and the existing Sybase office development to the east.

Trip Generation

Table 9.22 summarizes the trip generation calculations for Scenario C1. The proposed Project is estimated to generate a total of 8,991 daily trips from the two sites combined, 1,189 a.m. peak hour trips and 1,168 p.m. peak hour trips on a typical weekday. In addition, the estimated number of daily trips for a typical Saturday is presented.

Trip Distribution and Assignment

The trip distribution assumptions were previously described under the Existing plus Scenario A1 conditions, above.

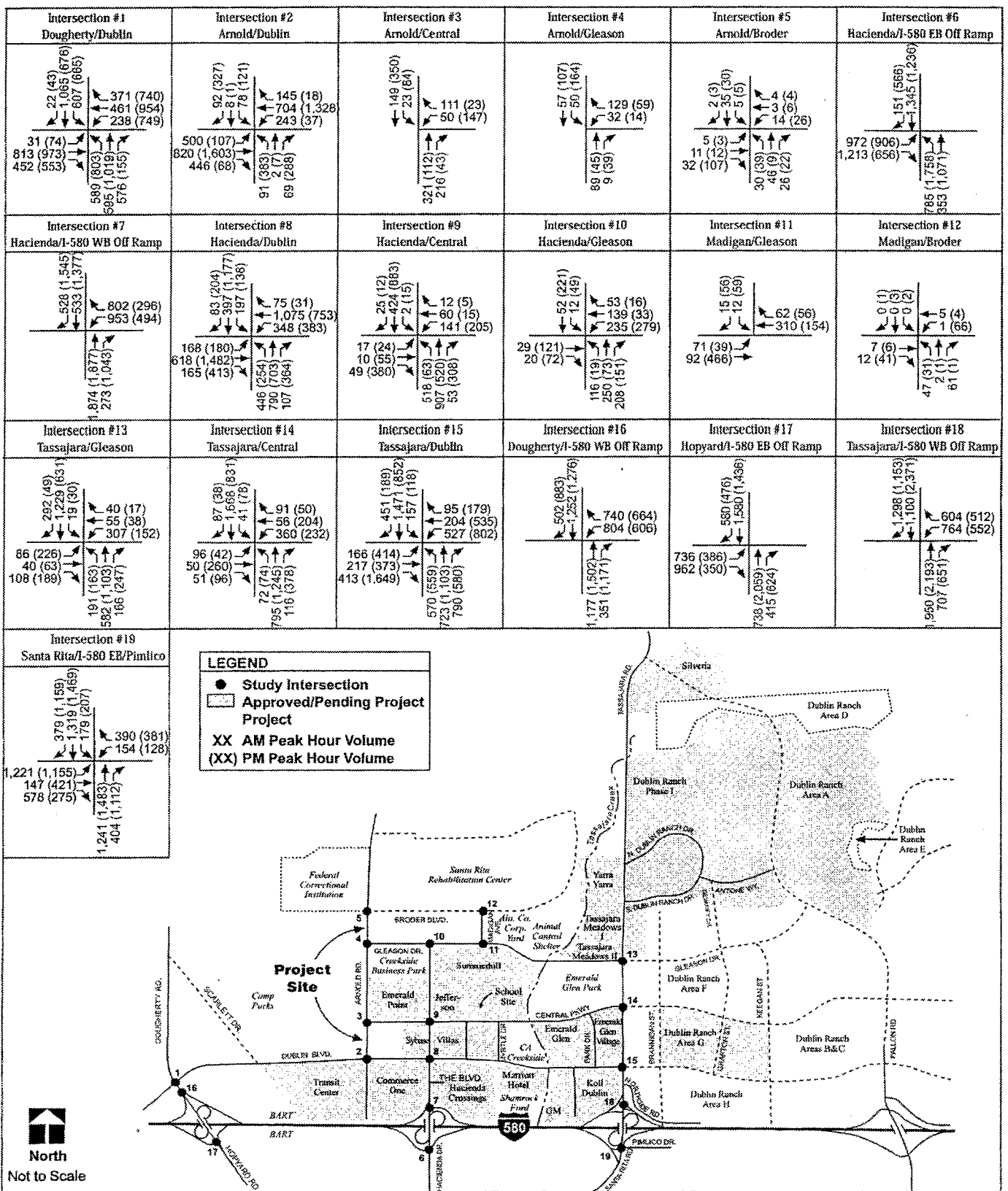


Figure 9.21
 East County Government Center Site/Site 15A
 Baseline + Scenario B
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.21: East County Government Center Site – Peak Hour Intersection Levels of Service
Baseline Plus Scenario B – East County Hall of Justice Only**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.88	D	1.12	F
		0.74	C	0.96	E
2	Arnold Road/Dublin Boulevard	0.51	A	0.61	B
3	Arnold Road/Central Parkway	0.25	A	0.34	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.60	A
7	Hacienda Drive/I-580 Westbound Ramps	0.67	B	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.69	B	0.72	C
9	Hacienda Drive/Central Parkway	0.39	A	0.62	B
10	Hacienda Drive/Gleason Drive	0.44	A	0.43	A
13	Tassajara Road/Gleason Drive	0.67	B	0.49	A
14	Tassajara Road/Central Parkway	0.70	B	0.66	B
15	Tassajara Road/Dublin Boulevard (convert and EB through lane to right-turn lane)	0.68	B	0.94	E
		0.74	C	0.82	D
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.56	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.50	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.78	C	0.83	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.9	A	8.9	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(10.9)	(B)	(11.5)	(B)
12	Madigan Avenue/Broder Boulevard	7.2	A	7.3	A

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

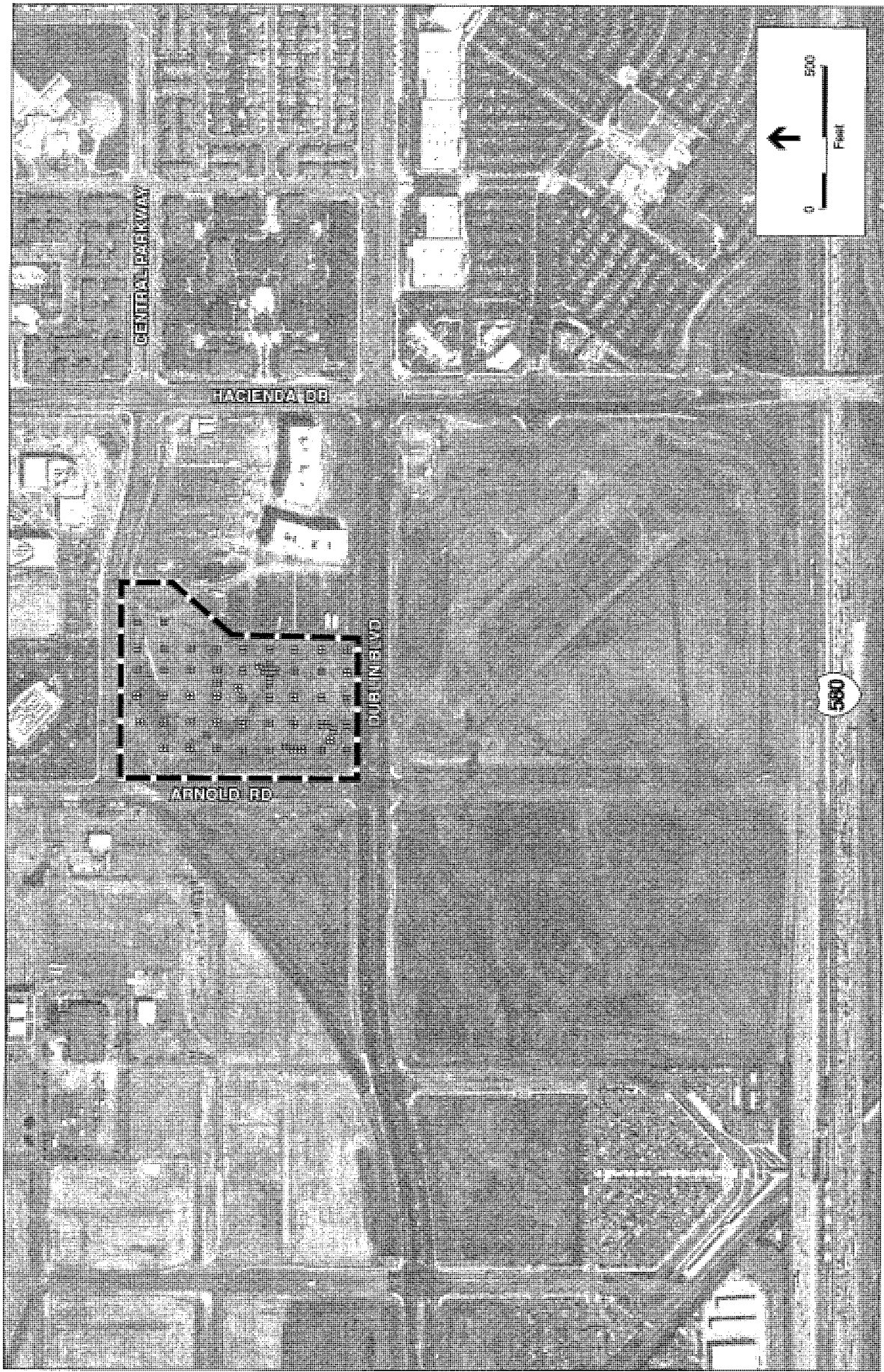


Figure 6.9

Site 15A

Exploration Test Pit Locations



SOURCE: Lowney Associates
Aerial Photo: Pacific Aerial Surveys

6.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Based on the criteria recommended in Appendix G of the CEQA Guidelines, the Project could have a significant environmental effect if it would result in:

- Exposure of people or structures to potential substantial adverse effects, including the risk of loss, injury or death involving:
 - (i) Rupture of a known earthquake fault
 - (ii) Strong seismic ground shaking
 - (iii) Seismic-related ground failure, including liquefaction
 - (iv) Landslides.
- Substantial soil erosion or the loss of topsoil.
- Placement of structures on a geologic unit or soil that is unstable, or that would become unstable as a result of the Project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse.
- Placement of structures on expansive soil, creating substantial risks to life or property.

IMPACT 6.1: Risk of Loss, Injury or Death Involving Rupture of a Known Earthquake Fault

Surface ground rupture along active earthquake faults can damage property and result in injury or death. For this reason, the State of California regulates construction within Alquist-Priolo Earthquake Fault Zones.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The proposed development of a new Juvenile Justice Facility would provide a replacement for the existing facilities at the Existing San Leandro Property site, where a number of structures located within the no build zone near an active earthquake fault may be subject to damage during a major seismic event.

PROJECT IMPACTS

Impact 6.1.1: No Action/No Project

POTENTIALLY SIGNIFICANT AND UNAVOIDABLE IMPACT. Active fault traces have been identified on the Existing San Leandro Property. Continued operation of the existing Juvenile Hall at this location exposes those at this site to risk of loss, injury or death due to the

**Table 9.22: East County Government Center Site and Site 15A – Trip Generation – Scenario C1
Juvenile Justice Facility (420 beds) and East County Hall of Justice**

Project Size	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:O ut Ratio	Trips		
							In	Out	Total			In	Out	Total
Trips generated from the East County Government Center site														
Juvenile Justice Facility (420 beds)	3.12	1,310	7.27	3,053	1.14	83:17	397	81	479	1.09	10:90	46	412	458
Trips generated from Site 15A														
East County Hall of Justice (13 courts)	0	0	456.80	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710
Total	-	1,310	-	8,991	-	-	980	209	1,189	-	-	216	952	1,168

Note: Rates for the Juvenile Justice Facility were calculated based on the number of trips estimated for these uses.

Results of Level of Service Analysis

The resulting Baseline plus Scenario C1 peak hour turning movement volumes are shown on **Figure 9.22**. **Table 9.23** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario C1, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours. Two intersections are expected to continue to operate unacceptably with the Scenario C1 project trips: Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard. These intersections would also operate unacceptably under Baseline conditions without the Project, so a fair share contribution is reasonable, as opposed to full funding by the County.

- **Mitigation Measure 9.1.5e: Fair Share Contribution Toward Local Roadway Extension and Intersection Improvements.** The same mitigation as outlined under Mitigation Measures 9.1.5a and 9.1.5b (Scenario A1 above) would apply to Scenario C1.

Intersection #1 Dougherty/Dublin	Intersection #2 Arnold/Dublin	Intersection #3 Arnold/Central	Intersection #4 Arnold/Gleason	Intersection #5 Arnold/Broder	Intersection #6 Hacienda/1-580 EB Off Ramp
Intersection #7 Hacienda/1-580 WB Off Ramp	Intersection #8 Hacienda/Dublin	Intersection #9 Hacienda/Central	Intersection #10 Hacienda/Gleason	Intersection #11 Madigan/Gleason	Intersection #12 Madigan/Broder
Intersection #13 Tassajara/Gleason	Intersection #14 Tassajara/Central	Intersection #15 Tassajara/Dublin	Intersection #16 Dougherty/1-580 WB Off Ramp	Intersection #17 Hoyard/1-580 EB Off Ramp	Intersection #18 Tassajara/1-580 WB Off Ramp

Intersection #19
Santa Rita/1-580 EB/Phinico

LEGEND

- Study Intersection
- Approved/Pending Project
- XX** AM Peak Hour Volume
- (XX)** PM Peak Hour Volume

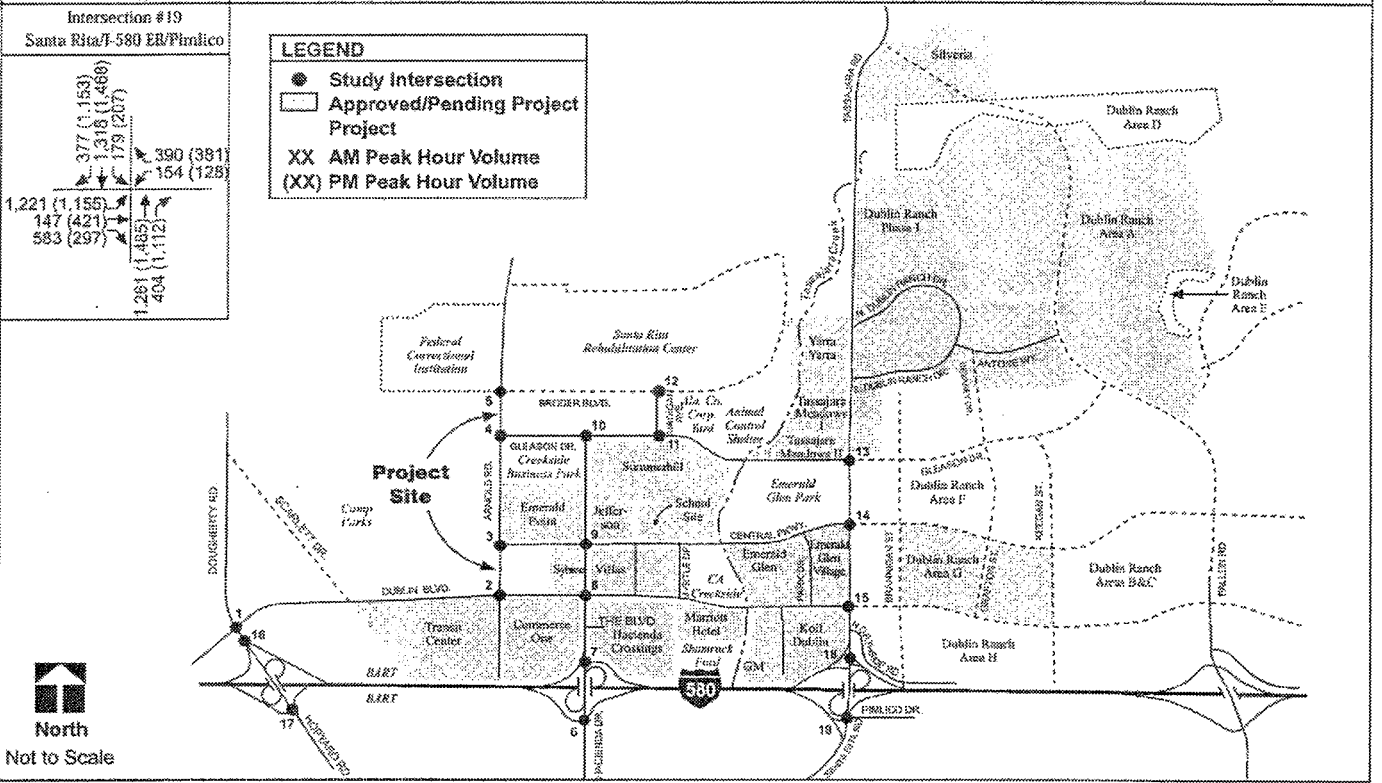


Figure 9.22
 East County Government Center Site/Site 15A
 Baseline + Scenario C1
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.23: East County Government Center Site and Site 15A
Peak Hour Intersection Levels of Service – Baseline Plus Scenario C1
Juvenile Justice Facility (420 Beds) and East County Hall of Justice**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	V/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.96	E	1.16	F
		0.80	C	1.00	E
2	Arnold Road/Dublin Boulevard	0.63	B	0.70	B
3	Arnold Road/Central Parkway ¹	0.24	A	0.38	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.61	B
7	Hacienda Drive/I-580 Westbound Ramps	0.70	B	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.69	B	0.74	C
9	Hacienda Drive/Central Parkway	0.43	A	0.66	B
10	Hacienda Drive/Gleason Drive	0.41	A	0.42	A
13	Tassajara Road/Gleason Drive	0.67	B	0.50	A
14	Tassajara Road/Central Parkway	0.70	B	0.66	B
15	Tassajara Road/Dublin Boulevard (convert and EB through lane to right-turn lane)	0.68	B	0.94	E
		0.74	C	0.82	D
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.56	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.50	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.77	C	0.83	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.7	A	8.6	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(11.1)	(B)	(11.7)	(B)
12	Madigan Avenue/Broder Boulevard	7.2	A	7.3	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Scenario C2 – Juvenile Justice Facility with 540 Beds at the East County Government Center and the East County Hall of Justice at Site 15A

Alternative Description

The proposed Juvenile Justice Facility with 540 beds would be located at the East County Government Center site, and the proposed East County Hall of Justice would be located at Site 15A.

Trip Generation

Table 9.24 summarizes the trip generation calculations for the proposed Scenario C2. The proposed Project is estimated to generate a total of 9,864 daily trips from the two sites combined, 1,326 a.m. peak hour trips and 1,299 p.m. peak hour trips on a typical weekday. **Table 9.24** also shows the number of vehicular trips for each Project site. In addition, the estimated number of daily trips for a typical Saturday is presented.

Trip Distribution and Assignment

The trip distribution assumptions were previously described under the Existing plus Scenario A1 conditions.

Results of Level of Service Analysis

The resulting Baseline plus Scenario C2 peak hour turning movement volumes are shown on **Figure 9.23**. **Table 9.25** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario C2, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours. Two intersections are expected to continue to operate unacceptably with the Scenario C2 project trips: Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard. These intersections would also operate unacceptably under Baseline conditions without the Project, so a fair share contribution is reasonable, as opposed to full funding by the County.

Mitigation Measure 9.1.5f: Fair Share Contribution Toward Local Roadway Extension and Intersection Improvements. The same mitigation as outlined under Mitigation Measures 9.1.5a and 9.1.5b (Scenario A1 above) would apply to Scenario C2.

**Table 9.24: East County Government Center Site and Site 15A – Trip Generation – Scenario C2
Juvenile Justice Facility (540 Beds) and East County Hall of Justice**

Project Size	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
Trips generated from the East County Government Center site														
Juvenile Justice Facility (540 beds)	3.12	1,685	7.27	3,925	1.14	83:17	511	105	616	1.09	10:90	59	530	589
Trips generated from Site 15A														
East County Hall of Justice (13 courts)	0	0	456.8	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710
Total	-	1,685	-	9,864	-	-	1,093	232	1,326	-	-	229	1,069	1,299

Note: Rates for the Juvenile Justice Facility were calculated based on the number of trips estimated for these uses.

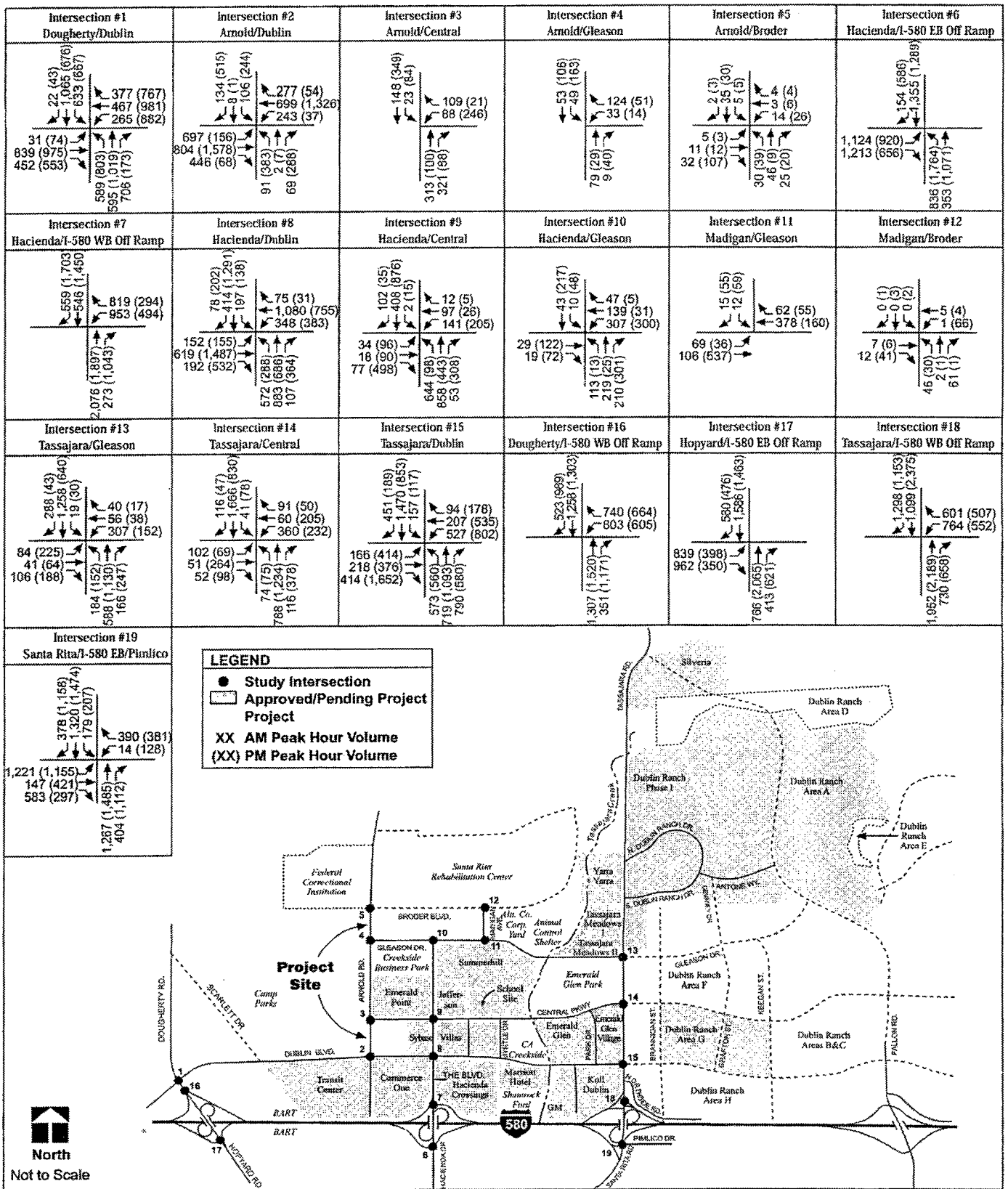


Figure 9.23

East County Government Center Site/Site 15A
 Baseline + Scenario C2
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.25: East County Government Center and Site 15A
Peak Hour Intersection Levels of Service – Baseline Plus Scenario C2
Juvenile Justice Facility (540 Beds) and East County Hall of Justice**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extention of Scarlett Drive)	0.98	E	1.17	F
		0.82	D	1.01	F
2	Arnold Road/Dublin Boulevard	0.64	B	0.71	C
3	Arnold Road/Central Parkway ¹	0.25	A	0.39	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.61	B
7	Hacienda Drive/I-580 Westbound Ramps	0.71	C	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.71	C	0.76	C
9	Hacienda Drive/Central Parkway	0.43	A	0.69	B
10	Hacienda Drive/Gleason Drive	0.46	A	0.45	A
13	Tassajara Road/Gleason Drive	0.68	B	0.50	A
14	Tassajara Road/Central Parkway	0.70	B	0.66	B
15	Tassajara Road/Dublin Boulevard (convert an EB through lane to right-turn only)	0.68	B	0.94	E
		0.74	C	0.82	D
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.56	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.50	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.78	C	0.83	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.8	A	8.9	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(11.3)	(B)	(11.7)	(B)
12	Madigan Avenue/Broder Boulevard	7.2	A	7.3	A

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Scenario D – East County Hall of Justice at Site 15A

Alternative Description

The proposed East County Hall of Justice would be located at Site 15A. The proposed Juvenile Justice Facility would be located elsewhere in the County outside of the influence area of Dublin. The effects of the Juvenile Justice Facility would be as described in other sections of this chapter.

Trip Generation

Table 9.26 summarizes the trip generation calculations for Scenario D. Note that the estimated vehicle trip generation includes employees, visitors, and jurors.

Scenario D is estimated to generate approximately 5,938 daily trips, 710 a.m. peak hour trips and 710 p.m. peak hour trips on a typical weekday.

Trip Distribution and Assignment

The trip distribution assumptions were previously described under the Existing plus Scenario A1 conditions.

Results of Level of Service Analysis

The resulting Baseline plus Scenario D peak hour turning movement volumes are shown on **Figure 9.24**. **Table 9.27** presents a summary of peak hour levels of service at the study intersections under this scenario.

Under Scenario D, 17 of 19 study intersections are expected to continue to operate acceptably during the peak hours. Two intersections are expected to continue to operate unacceptably with the Scenario D project trips: Dougherty Road/Dublin Boulevard, and Tassajara Road/Dublin Boulevard. These intersections would also operate unacceptably under Baseline conditions without the Project, so a fair share contribution is reasonable, as opposed to full funding by the County.

Mitigation Measure 9.1.5g: Fair Share Contribution Toward Local Roadway Extension and Intersection Improvements. The same mitigation as outlined under Mitigation Measures 9.1.5a and 9.1.5b (Scenario A1 above) would apply to Scenario D.

Table 9.26: Site 15A – Trip Generation Scenario D – East County Hall of Justice Only

Project Size	Saturday Daily		Weekday Daily		A.M. Peak Hour					P.M. Peak Hour				
	Trip Rate	Trips	Trip Rate	Trips	Trip Rate	In:Out Ratio	Trips			Trip Rate	In:Out Ratio	Trips		
							In	Out	Total			In	Out	Total
East County Hall of Justice (13 courts)	0	0	456.80	5,938	54.62	82:18	582	128	710	54.62	24:76	170	540	710

Note: Rates for the Juvenile Justice Facility are calculated based on the number of trips estimated for these uses.

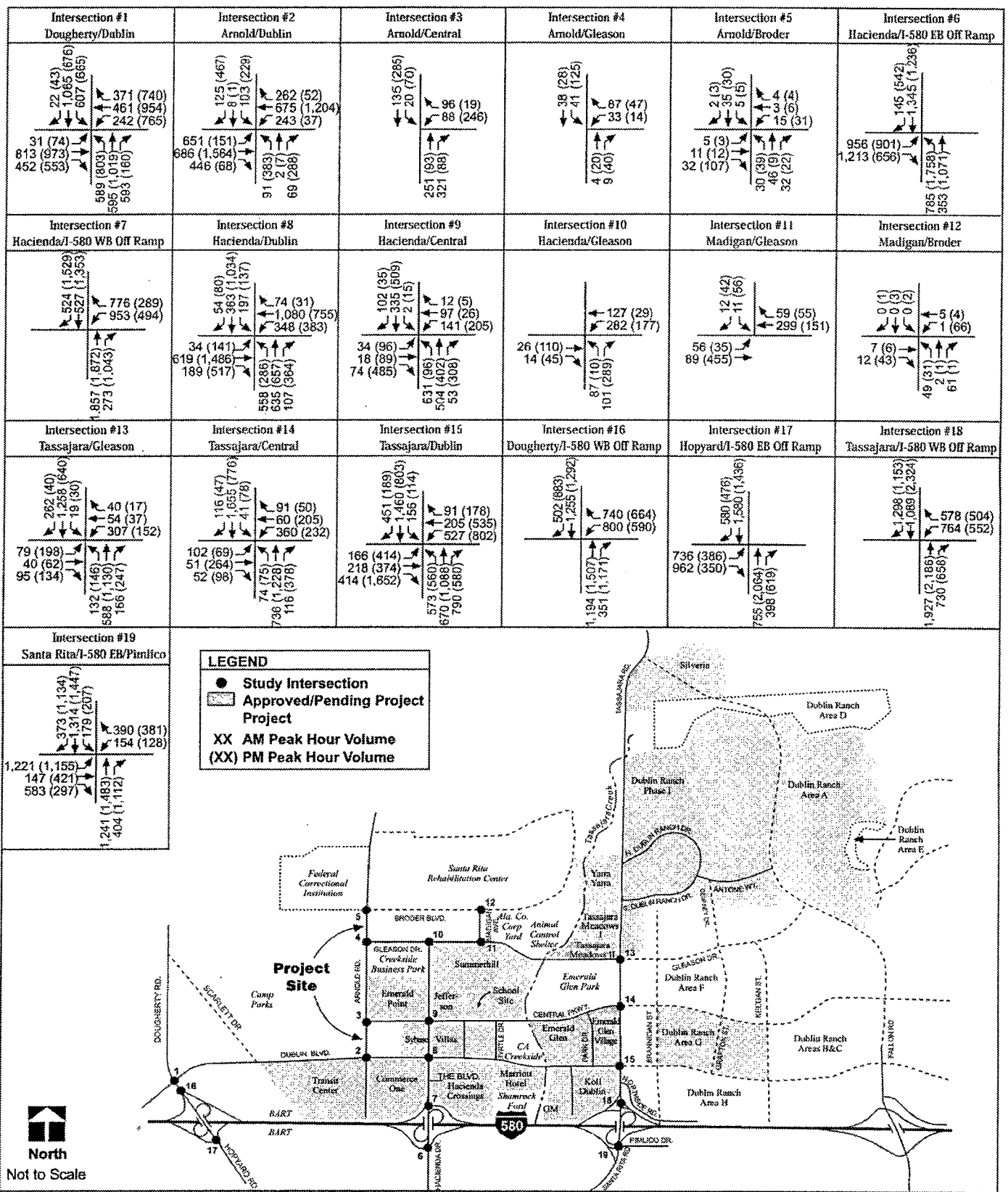


Figure 9.24
 East County Government Center Site/Site 15A
 Baseline + Scenario D
 Peak Hour Turning Movement Volumes

SOURCE: TJKM

**Table 9.27: Site 15A – Peak Hour Intersection Levels of Service Baseline Plus Scenario D
East County Hall of Justice Only**

Signalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard (with extension of Scarlett Drive)	0.89	D	1.13	F
		0.74	C	0.96	E
2	Arnold Road/Dublin Boulevard	0.60	A	0.66	B
3	Arnold Road/Central Parkway ¹	0.21	A	0.35	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.62	B	0.60	A
7	Hacienda Drive/I-580 Westbound Ramps	0.67	B	0.68	B
8	Hacienda Drive/Dublin Boulevard	0.60	A	0.70	B
9	Hacienda Drive/Central Parkway	0.41	A	0.61	B
10	Hacienda Drive/Gleason Drive	0.24	A	0.32	A
13	Tassajara Road/Gleason Drive	0.64	B	0.48	A
14	Tassajara Road/Central Parkway	0.70	B	0.66	B
15	Tassajara Road/Dublin Boulevard (convert an EB through lane to right-turn lane)	0.67	B	0.93	E
		0.74	C	0.81	D
16	Dougherty Road/I-580 Westbound Off-Ramp	0.59	A	0.56	A
17	Hopyard Road/I-580 Eastbound Off-Ramp	0.59	A	0.50	A
18	Tassajara Road/I-580 Westbound Off-Ramp	0.77	C	0.81	D
19	Santa Rita Road/I-580 Eastbound/Pimlico	0.83	D	0.90	D
Unsignalized Intersections					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay sec./veh.	LOS	Delay sec./veh.	LOS
4	Arnold Road/Gleason Drive	7.3	A	7.8	A
5	Arnold Road/Broder Boulevard	7.4	A	7.4	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(10.7)	(B)	(11.4)	(B)
12	Madigan Avenue/Broder Boulevard	7.1	A	7.3	A

Note: v/c = volume to capacity ratio; LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

IMPACT 9.2: Inadequate Parking Supply to Meet Project Demands

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Consolidating various uses to a central Juvenile Justice Facility would increase activity at the alternative Project sites, and would reduce activity at the vacated sites where the existing Juvenile Hall, Probation Department, Juvenile Court and Superior Court activities are presently located. This could result in some benefits at those vacated sites (i.e., reduce traffic and parking demand). However, it is likely that the vacated space would be re-occupied by other similar County functions, so the potential benefit at those vacated sites is not considered as part of this analysis.

PROJECT IMPACTS**Impact 9.2.1: No Action/No Project**

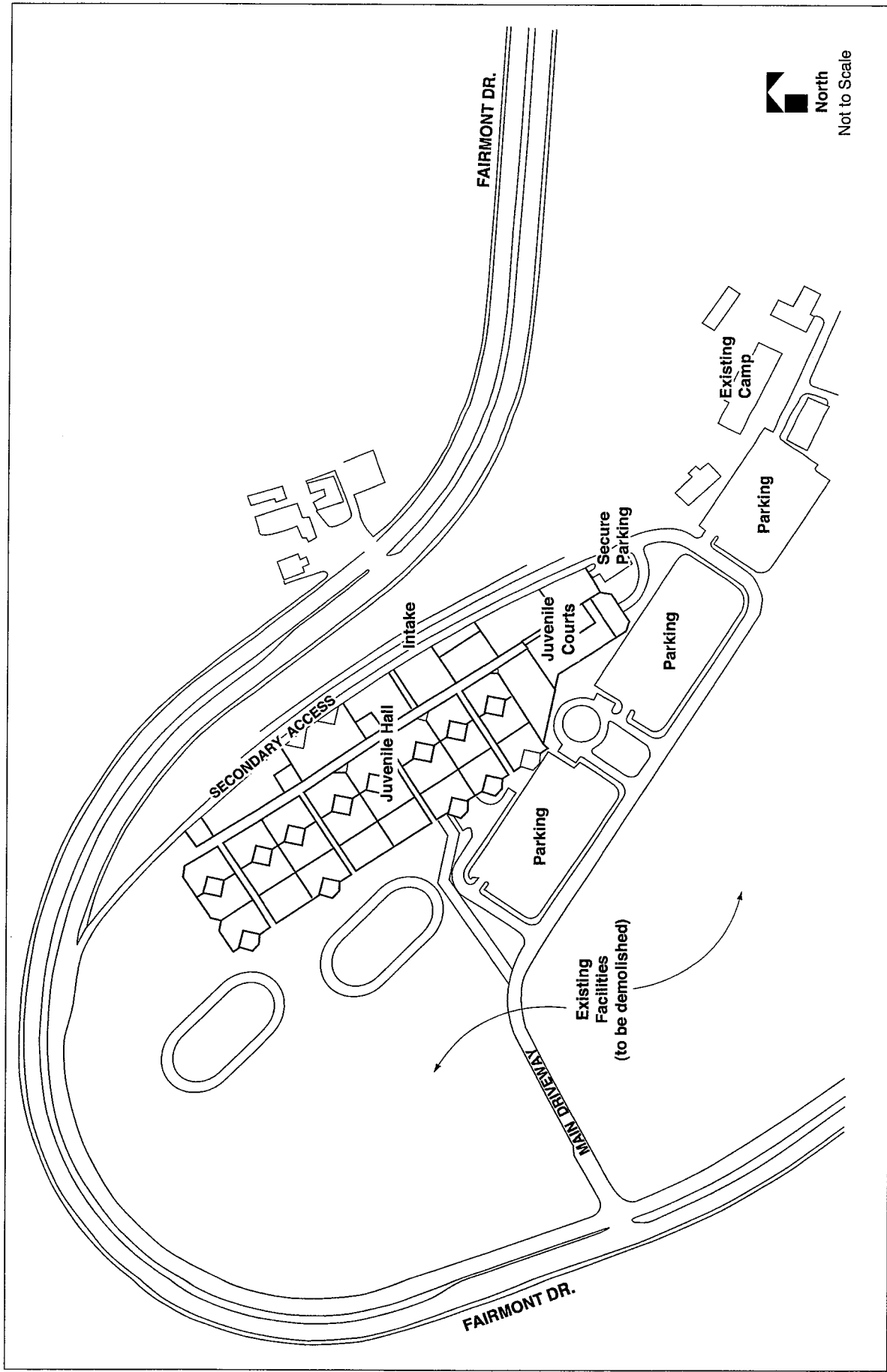
NO IMPACT. No Action/No Project would result in no net change in the existing transportation systems serving the Juvenile Justice and Superior Court functions. Existing conditions described in the previous section (**Affected Environment**) would remain unchanged.

Impact 9.2.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. As shown in **Figure 9.25**, the development concept for the Existing San Leandro Property includes provision of a series of new parking lots that would be accessed from the main driveway into the site. These lots would accommodate all of the Juvenile Justice Project's parking demand. Secure parking for judicial personnel, police vehicles, and detainee booking would be provided in separate lots in the rear of the facility. A secondary access driveway would be provided for these areas and for emergency vehicles, with direct access to Fairmont Drive. Designated parking for handicapped persons would be provided near the entrances to the facility. The proposed parking lots and access would be sufficient to meet the Project's parking demand.

Impact 9.2.3: Glenn Dyer Detention Facility

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The peak hour parking demand for a typical weekday and Saturday was determined for the proposed Juvenile Justice Project based on the estimated trip generation and assumed parking duration. The overlapping of employee and visitor shifts was also considered. At the Glenn Dyer Detention Facility, the 420-bed Juvenile Justice Facility (without courts or substantial administrative functions) is estimated to generate a peak parking demand of 450 spaces at 4:00 p.m. on a weekday (when day and swing shifts overlap) and about 275 spaces during visiting hours from 10:00 a.m. to 2:00 p.m. on Saturdays.



SOURCE: TJKM

Figure 9.25
 San Leandro Site
 Proposed Site Plan

Existing parking occupancy counts were taken at the existing parking structure and lot under I-880 on Tuesday, September 17, 2002, to better understand the existing parking demand after the closure of the existing Glenn Dyer Facility as an adult jail. Based on these counts, the parking structure was 70 percent occupied with 430 of the 617 spaces full (187 available) at 3:30 p.m. At the same time, the parking lot under I-880 was 62 percent occupied with 146 of the 238 spaces full (92 available). Therefore, these two parking areas with 279 (=187+92) spaces available would not be able to meet the peak weekday Project demand of 450 spaces. (See **Figure 9.26**) This expected parking demand takes into account the Project's close proximity to transit and BART and nearby related departments, such as courts, administration, district attorney and police. People working or visiting these departments can park once and also visit the Glenn Dyer Detention Facility.

- **Mitigation Measure 9.2.3: Develop a Staff Parking Lot under the I-880 Freeway.** To accommodate the shortfall of approximately 170 spaces, an additional 150 parking spaces should be developed at another area under the elevated section of the I-880 freeway north of Jefferson Street. About half of these 150 spaces could be reserved for staff use since probation officers have a peak demand at shift change that can best be accommodated at a remote location. The Project's remaining demand of 20 spaces could be met at other local fee lots and at public parking spaces on the surrounding streets, where 30 to 50 spaces are available in each lot and on each block fronting the site, though there would be competition for those spaces.

Weekend parking demand could be met by the vacant spaces in the existing parking in the County's garage and the City's surface lot. In addition, many of the surrounding uses are closed on weekends so there would be additional vacancies in the structure and lot, and additional street parking in the vicinity of the Project to meet the expected peak Saturday demand of 275 spaces.

Resulting Level of Significance: Implementation of the above mitigation measure would reduce the Project's impact to a less-than-significant level.

Impact 9.2.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The peak hour parking demand for the weekday and Saturday was determined for the proposed Project. The parking demand for the Juvenile Justice Facility was developed based on the estimated trip generation and assumed parking duration. The overlapping of employee and visitor shifts was also considered. The Juvenile Justice Facility (with 420 beds, juvenile courts and administrative functions) is estimated to generate a peak parking demand of 550 spaces at 4:00 p.m. on a weekday (when day and swing shifts overlap) and about 260 spaces during visiting hours from 10:00 a.m. to 2:00 p.m. on Saturdays.

The Juvenile Justice Facility with 540 beds is estimated to generate a peak parking demand of 710 spaces on a weekday, and 330 spaces during the visiting hours on Saturdays.

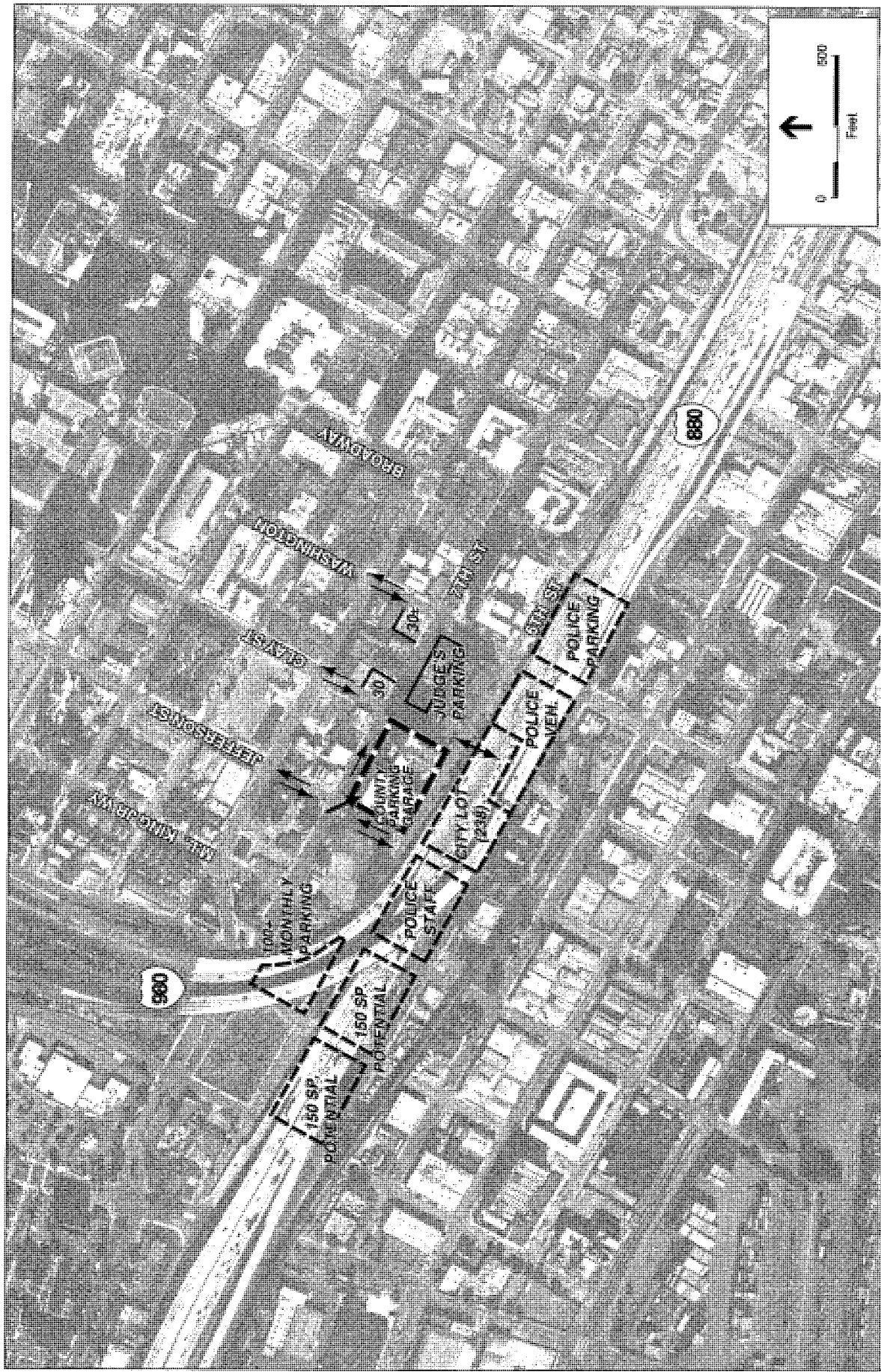


Figure 9.26
Glenn Dyer Site
Parking Supply in Vicinity

SOURCE: Lamphier-Gregory
Aerial Photo: Pacific Aerial Surveys



The Port of Oakland has proposed developing the Pardee/Swan Site for a surface parking lot that would accommodate up to 4,000 vehicles to serve the Oakland International Airport. That project would occupy the entire site, and is scheduled for development in late 2002 and early 2003. That lot would serve an interim function (for approximately 10 years) to accommodate expansion at the airport, which will displace existing surface parking lots. (See **Figure 9.27**)

- **Mitigation Measure 9.2.4a: Port Parking Garage Joint Use.** In order to accommodate the Port parking lot and the Juvenile Justice Project, the County is evaluating joint development of the site, with the proposed Juvenile Justice Project on the central and eastern portion of the site, and a parking structure on the western portion of the site. Parking for the Juvenile Justice Facility would be at grade along Swan Way in a 250-space public lot, and under a portion of the proposed building in a 250-space secured garage. Therefore, shared use of some of the structured parking may also be required to meet the full Project demand. The Port has downsized its parking lot project to about 3,500 vehicles, so there would be sufficient space in a new parking garage for overflow parking from the Juvenile Justice Facility. Leases or other arrangements should be made part of the development if this site is selected for development of both projects.
- **Mitigation Measure 9.2.4b: Off-Site Port Parking Development.** The Port of Oakland has evaluated other parking options to meet its interim and long-term needs as part of the Airport Expansion project. A second large site is available in the Central Basin area that could be developed as another surface parking lot. However, access to that area has been delayed while the cross-airport roadway project is being constructed. If the Port developed another site to meet its parking demand, then there would be sufficient land at the Pardee / Swan Site to accommodate all of the Juvenile Justice Facility parking demand in surface parking lots. The County should consider pursuing negotiations with the Port to have other parking lots developed that could relieve the interim parking demand at the Pardee/Swan Site. This would reduce the cost and complexity of developing a parking garage at the Pardee/Swan Site and reduce the associated environmental effects of concentrated development on the site, as described elsewhere in this EIS/EIR.

Resulting Level of Significance: Implementation of one of the proposed mitigation measures would reduce the impact to a less-than-significant level.

Impact 9.2.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The proposed parking layout for the East County Government Center Site is shown in **Figure 9.28**. The peak hour parking demand for the weekday and Saturday was determined for the proposed Juvenile Justice Project and East County Hall of Justice Project. The parking demand for each of the individual components was developed, and then combined to determine the peak parking hour at the site.

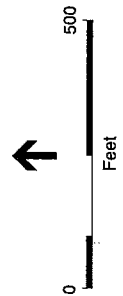
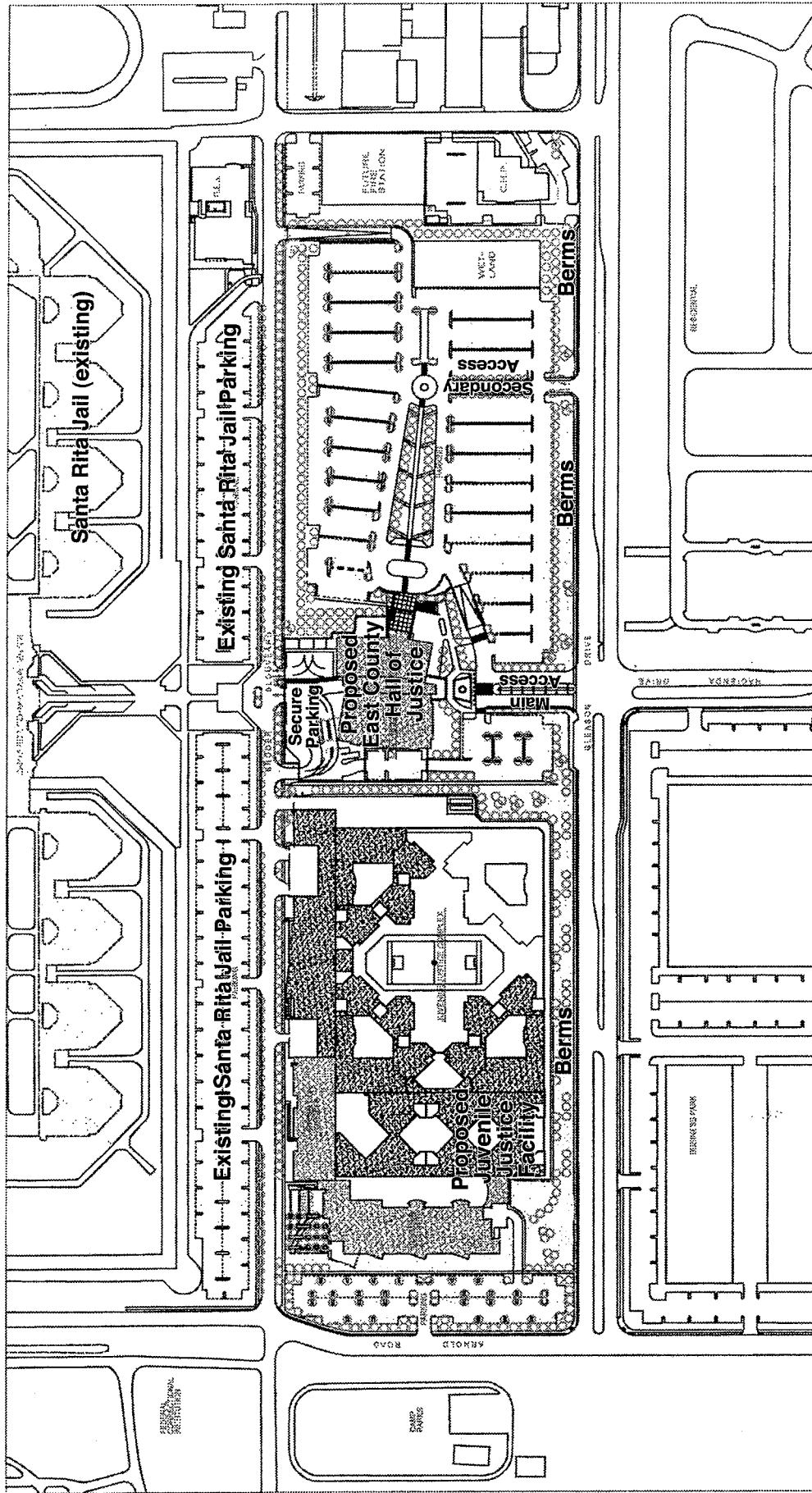


Figure 9.28
 East County Government Center Site
 Parking and Access

SOURCE: McLaren, Vasquez, Emstiek & Partners, Inc./Rosser International, Inc.
 HLM Design/Muller & Caulfield



The parking demand for the Juvenile Justice Facility was developed based on the estimated trip generation and assumed parking duration. The overlapping of employee and visitor shifts was also considered. The Juvenile Justice Facility (with 450 beds, juvenile courts, and administrative functions) is estimated to generate a peak parking demand of 550 spaces at 4:00 p.m. on a weekday and about 275 spaces during visiting hours from 10:00 a.m. to 2:00 p.m. on Saturdays. The Juvenile Justice Facility with 540 beds is estimated to generate a peak parking demand of 710 spaces on a weekday, and 330 spaces during the visiting hours on Saturdays.

Existing parking occupancy counts were taken at the Santa Rita Rehabilitation Center lots on Thursday, August 16 and Saturday, August 18, 2001 in the event that there is a shared parking opportunity with the proposed Project. Based on these counts, the parking lot on Broder Boulevard was 32 percent occupied with 177 of the 577 spaces full (380 available) on Thursday, and 40 percent occupied on Saturday at noon with 223 spaces full (334 available).

The East County Hall of Justice is estimated to generate a peak parking demand of 850 spaces at noon during the week and minimal to no spaces on Saturday since the courts will be closed. This parking demand is accommodated on the site in a surface parking lot accessed directly from Gleason Drive and Hacienda Drive, with secondary access from Gleason Drive near Madigan Avenue and at Broder Blvd. Secure parking for judicial staff, police vehicles, and detainee intake would be provided in separate lots near the building with access from Broder Blvd.

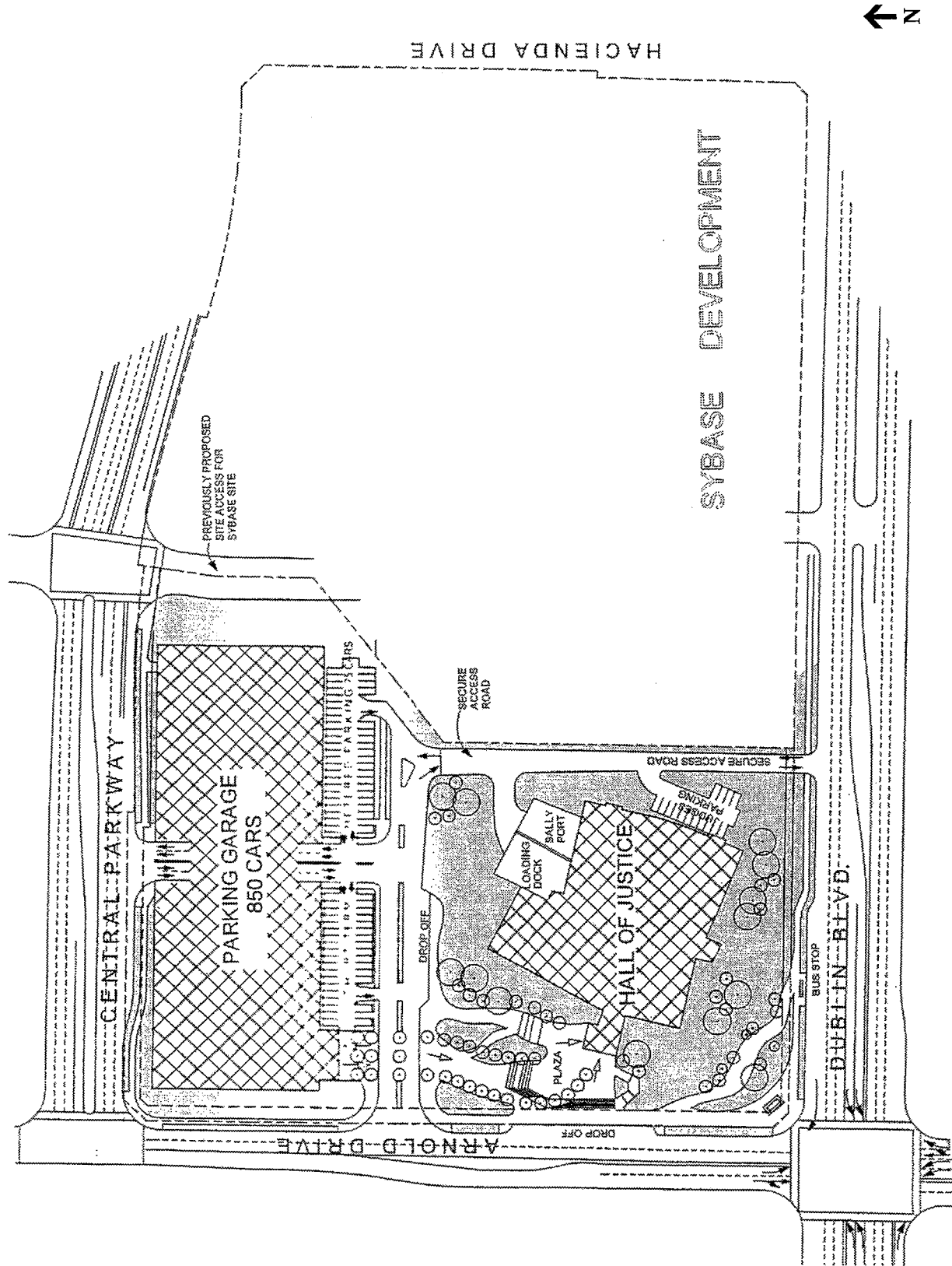
In total, the Project site would result in a peak parking demand for approximately 1,400 spaces at noon during the week and 275 to 330 spaces on Saturday between 10:00 a.m. and 2:00 p.m.

- **Mitigation Measure 9.2.5: Restripe Parking to Increase Capacity.** The County should restripe the secure parking lot at the Santa Rita Rehabilitation Center to accommodate additional jail staff in order to provide additional public parking for the Juvenile Justice Facility and East County Hall of Justice Projects. If only one of the Project components is developed at the site, then adequate parking could be provided in surface lots on the Project site without providing additional jail staff parking.

Resulting Level of Significance: Implementation of the mitigation measures would reduce the impact to a less-than-significant level.

Impact 9.2.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Adequate parking is planned to be provided for the East County Hall of Justice if it is developed at Site 15A through the construction of a parking garage and surface lots (see **Figure 9.29**). The parking garage would serve for public parking, jurors, and staff parking, small surface lots would provide short-term parking for visitors, a drop-off area would be provided in front of the facility, and secure parking would be provided for judicial staff, police vehicles, and prisoner transfer. No mitigation is required.



SOURCE: HLM Design/Muller & Caulfield Architects



Figure 9.29
 Site 15A
 Proposed Site Plan

IMPACT 9.3: Increased Demand for Transit Service in Excess of Capacity

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project benefits are identified related to transit service.

PROJECT IMPACTS**Impact 9.3.1: No Action/No Project**

NO IMPACT. No Action / No Project would not change the existing transit service demands for the existing operations in San Leandro and Pleasanton. Those services are currently adequate to meet the needs of the County, so there would be no impact.

Impact 9.3.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. AC Transit service to the site is provided directly to the main facility with sufficient headways, capacity and connections to meet the needs of the general public, employees, and family members of the detainees. However, AC Transit is considering a decrease in the frequency of service in the Project area. The new project design would place the main entrance to the facility substantially further from the public roadway on Fairmont Drive, which could be a disincentive to transit users and could affect the ability of some visitors to readily access the facility due to the topographic change from the road to the proposed facility. AC Transit has indicated that a new service connection could be provided to the entrance to the facility if an adequate bus turn around is built at the new Juvenile Justice Facility.

BART service is located within one mile of the site and is connected by AC Transit buses. The proposed Project at the Existing San Leandro Property with 420 or 520 beds would not have a significant impact on BART, based on existing ridership described in the Affected Environment section, above, and the projected demand for the Project. The net increase in ridership would be on the order of about 45 to 62 peak hour transit trips, depending on the development scenario. BART currently has excess capacity of 1,000 to 2,000 seats at the Bayfair Station.

- **Mitigation Measure 9.3.2: Preserve and Enhance Transit Service in San Leandro.** The County of Alameda should coordinate with AC Transit service planners to ensure continued service at sufficient frequency and hours of operation to meet the needs of the Project and to provide a new bus stop at the main entrance to the facility.

Impact 9.3.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Existing AC Transit service and BART service is adequate to serve the proposed project at the Glenn Dyer facility. The numerous lines that serve the area have sufficient capacity to meet the Project's needs.

Conservatively estimating that 10 percent of the Project-generated trips are on transit, the proposed Project with 420 beds is expected to generate approximately 282 daily transit trips, divided between AC Transit and BART, including 35 trips in the a.m. peak hour and 31 trips in the p.m. peak hour.

The existing BART operations at the 12th Street Station are crowded over capacity during the p.m. peak hour. However, the Project's increase in ridership would be less than significant because there is sufficient standing-room capacity, and the increase would be a very small percentage increase over existing useage. Peak hour trips from the Project would amount to an increase of approximately 0.3 percent of the total existing peak hour ridership, which is not considered significant

No mitigation is required as part of the Project.

Impact 9.3.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Conservatively estimating that 10 percent of the Project-generated trips would use transit, the Project at the Pardee/Swan Site could generate approximately 393 daily transit trips, including 45 to 48 a.m. peak hour trips and 59 to 62 p.m. peak hour trips, depending on the development scenario.

Currently, the passenger volume does not exceed the standing capacity of the trains servicing the Coliseum Station during the a.m. peak hour. Furthermore, BART has the ability to add cars to trains to adjust to substantial increases in demand. For example, on one of the survey days during the a.m. peak hour there were only 18 cars going from Richmond towards Fremont, while 40 cars routinely go north from Fremont towards Daly City between 7:30 a.m. and 8:30 a.m.

No mitigation is required as part of the Project.

Impact 9.3.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The proposed Juvenile Justice Facility with 420 beds is estimated to generate approximately 305 new transit riders on a typical weekday, with approximately 46 to 48 riders using transit during each of the a.m. and p.m. peak hours. With the 540-bed option, the Project is estimated to generate 393 new transit riders on a weekday, with 59 to 62 riders using transit during each of the a.m. and p.m. peak hours. The East County Hall of Justice would generate transit demand for approximately 594 daily trips, with approximately 71 trips in each of the a.m. and p.m. peak hours.

With the development of the proposed Project, LAVTA will consider expanding route coverage and hours to accommodate the increased ridership. This enhanced transit program also would ensure that family members would be able to visit detainees and attend court hearings without undue delay or inconvenience. The County has drafted a transit plan that analyzes available transit service, travel times, and cost, and the opportunity for improving access to the East County Government Center. That plan includes cost estimates for improving transit service to the site, and could be implemented to address transit needs at the site if this alternative is selected.

BART has sufficient capacity on trains serving the Dublin/Pleasanton Station to accommodate increased ridership. Demand increases due to the development of the East County Government Center site would not place a significant demand on the BART system.

Impact 9.3.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. The East County Hall of Justice would generate transit demand for approximately 594 daily trips, with approximately 71 trips in each of the a.m. and p.m. peak hours. LAVTA and BART service to the site is adequate to meet the demands. No mitigation is required.

IMPACT 9.4: Exceeding a Level of Service Standard Established by the County Congestion Management Agency for Designated Roads or Highways

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No benefits have been identified for Congestion Management Agency (CMA)-designated roadways.

PROJECT IMPACTS

Impact 9.4.1: No Action/No Project

NO IMPACT. Continued operation of the existing facilities would not result in any changes to the existing traffic patterns on CMA-designated roadways.

Impact 9.4.2: Existing San Leandro Property

SIGNIFICANT AND UNAVOIDABLE IMPACT. The Alameda County Congestion Management Agency (CMA) requires that analysis be conducted of Project impacts on the Metropolitan Transportation System (MTS) for a.m. and p.m. peak hour conditions for the year 2005, with and without Project. **Tables 9.28 and 9.29** are presented to show the volume-to-capacity ratio and the corresponding level of services for the 420-bed and 540-bed alternatives, respectively. Both a.m. and p.m. peak hour volume projections were obtained from the 2005 Countywide Transportation Model. As shown in **Tables 9.28 and 9.29**, two mainline freeway segments and five surface street segments were analyzed along I-580, East 14th Street, 150th Avenue and Hesperian Boulevard in the Project study area. These include the following segments:

I-580

- North of 159th Avenue
- North of 150th Avenue

East 14th Street

- North of 150th Avenue
- South of Fairmont Drive

150th Avenue

- West of East 14th Street

Hesperian Boulevard

- South of 150th Avenue

The proposed Project at the Existing San Leandro Property is projected to cause a change in the level of service on I-580 southbound on the segment north of 150th Avenue from LOS E to LOS F during the a.m. peak period under both scenarios. The increase in traffic volume, and the change to the volume/capacity ratio attributed to the Project under either of these scenarios is approximately 2%. This increase would change the level of service on this segment of I-580 to LOS E, thereby exceeding the threshold of significance established for the Project and resulting in a significant traffic impact.

The proposed Project at the Existing San Leandro Property is not expected to cause changes in levels of service on East 14th Street, 150th Avenue or Hesperian Boulevard during either a.m. and p.m. peak hour conditions under either scenario. It is similarly not expected to cause changes in levels of service on I-580 during the p.m. peak hour under either scenario. Hesperian Boulevard in the northbound direction south of 150th Avenue operates at LOS F during the p.m. peak hour under both with- and without the Project conditions. The Project's contribution of traffic to Hesperian Boulevard under either scenario is less than 1% of the total volume on this roadway, and its contribution of traffic on this roadway is a less than significant effect.

Year 2005 volumes from the county model shows that there is more than 50% increase in volumes compared to the existing (Year 2002) volume count. It is expected that the projected

volumes would be lower in Year 2005 and would operate at an acceptable level of service. If the year 2005 volumes as projected in the county model are not fully realized, then all roadway segments would meet the ACCMA standard of LOS E during the a.m. and p.m. peak hour, both with and without the Project.

Table 9.28: CMA Roadway Analysis – Existing San Leandro Property – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2005 No Project			2005 + Project			Change	2005 No Project			2005 + Project			Change
		Volume	V/C	LOS	Volume	V/C	LOS	in V/C	Volume	V/C	LOS	Volume	V/C	LOS	in V/C
I-580 north of 159th Avenue															
Northbound	8,000	5,698	0.712	C	5,802	0.725	C	0.013	5,698	0.712	C	5,709	0.714	C	0.001
Southbound	8,000	7,597	0.950	E	7,615	0.952	E	0.002	7,597	0.950	E	7,699	0.962	E	0.013
I-580 north of 150th Avenue															
Northbound	8,000	7,155	0.894	D	7,182	0.898	D	0.003	7,155	0.894	D	7,308	0.914	E	0.019
Southbound	8,000	7,956	0.995	E	8,111	1.014	F	0.019	7,956	0.995	E	7,973	0.997	E	0.002
East 14th Street north of 150th Ave.															
Northbound	1,800	715	0.397	A	717	0.398	A	0.001	715	0.397	A	725	0.403	A	0.006
Southbound	1,800	1,190	0.661	B	1,230	0.683	B	0.022	1,190	0.661	B	1,191	0.662	B	0.001
East 14th Street south of Fairmont Dr.															
Northbound	1,800	663	0.368	A	680	0.378	A	0.009	663	0.368	A	665	0.369	A	0.001
Southbound	1,800	1,060	0.589	A	1,063	0.591	A	0.002	1,060	0.589	A	1,077	0.598	A	0.009
150th Avenue west of East 14th St.															
Eastbound	1,800	1,421	0.789	C	1,428	0.793	C	0.004	1,421	0.789	C	1,422	0.790	C	0.001
Westbound	1,800	1,320	0.733	C	1,321	0.734	C	0.001	1,320	0.733	C	1,327	0.737	C	0.004
Hesperian Blvd. south of 150th Ave.															
Northbound	1,800	1,806	1.003	F	1,813	1.007	F	0.004	1,806	1.003	F	1,807	1.004	F	0.001
Southbound	1,800	1,777	0.987	E	1,778	0.988	E	0.001	1,777	0.987	E	1,784	0.991	E	0.004

Note: The estimated capacity for I-580 is 2,350 vehicles per lane. V/C ratios and corresponding LOS are based on the 2000 HCM for basic freeway segments.

The estimated capacity for the local roadways is 900 vehicles per lane per hour. The V/C ratios correspond to levels of service for signalized intersections.

Volumes from CMA model shows more than 50% increase compared to the existing volumes.

Table 9.29: CMA Roadway Analysis – Existing San Leandro Property – 540-bed Scenario

Location	AM PEAK HOUR								PM PEAK HOUR								
	Capacity	2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 north of 159th Avenue																	
Northbound	8,000	5,698	0.712	C	5,826	0.728	C	0.016	5,698	0.712	C	5,711	0.714	C	0.002		
Southbound	8,000	7,597	0.950	E	7,617	0.952	E	0.002	7,597	0.950	E	7,721	0.965	E	0.016		
I-580 north of 150th Avenue																	
Northbound	8,000	7,155	0.894	D	7,184	0.898	D	0.004	7,155	0.894	D	7,340	0.917	E	0.023		
Southbound	8,000	7,956	0.995	E	8,147	1.018	F	0.024	7,956	0.995	E	7,977	0.997	E	0.003		
East 14th Street north of 150th Ave.																	
Northbound	1,800	715	0.397	A	717	0.398	A	0.001	715	0.397	A	728	0.404	A	0.007		
Southbound	1,800	1,190	0.661	B	1,252	0.696	B	0.035	1,190	0.661	B	1,192	0.662	B	0.001		
East 14th Street south of Fairmont Dr.																	
Northbound	1,800	663	0.368	A	684	0.380	A	0.012	663	0.368	A	665	0.369	A	0.001		
Southbound	1,800	1,060	0.589	A	1,063	0.591	A	0.002	1,060	0.589	A	1,081	0.601	B	0.012		
150th Avenue west of East 14th St.																	
Eastbound	1,800	1,421	0.789	C	1,429	0.794	C	0.005	1,421	0.789	C	1,423	0.790	C	0.001		
Westbound	1,800	1,320	0.733	C	1,323	0.735	C	0.002	1,320	0.733	C	1,341	0.745	C	0.012		
Hesperian Blvd. south of 150th Ave.																	
Northbound	1,800	1,806	1.003	F	1,814	1.008	F	0.005	1,806	1.003	F	1,808	1.004	F	0.001		
Southbound	1,800	1,777	0.987	E	1,779	0.988	E	0.001	1,777	0.987	E	1,785	0.992	E	0.005		

Note: The estimated capacity for I-580 is 2,350 vehicles per lane. V/C ratios and corresponding LOS are based on the 2000 HCM for basic freeway segments.

The estimated capacity for the local roadways is 900 vehicles per lane per hour. The V/C ratios correspond to levels of service for signalized intersections.

Volumes from CMA model shows more than 50% increase compared to the existing volumes.

There are no physical improvements that are planned and/or funded that are capable of addressing the Project's impact on traffic levels at I-580 that the Project could contribute toward. As a small contributor of traffic to the overall congestion on this roadway, the Project would not be individually responsible for making physical improvements to this regional-serving facility. However, efforts to reduce Project-generated trips by enhancing alternative travel modes would serve to reduce and minimize the Project's contribution of trips on this roadway. The following mitigation measure, as derived from the discussion of transit impacts above, is recommended to reduce and minimize the effects of this unavoidable impact.

- **Mitigation Measure 9.4.2a: Preserve and Enhance Transit Service in San Leandro.** The County of Alameda should coordinate with AC Transit service planners to ensure continued service at sufficient frequency and hours of operation to meet the needs of the Project and to provide a new bus stop at the main entrance to the facility.
- **Mitigation Measure 9.4.2b: TSM/TDM Program.** The County of Alameda should develop and implement a Transportation Systems Management/Transportation Demand Management program for this Project designed to reduce the use of single-occupant vehicles, particularly during peak hour periods. This program should include such strategies as on-site distribution of transit information and passes, provision of shuttle services to and from the BART station, participation in ridesharing services, preferential parking for vanpools and carpools, and potentially flexible or staggered work hours.

Resulting level of Significance. Even with implementation of Measure 9.4.2a and 9.4.2b, the Project's contribution of traffic to I-580 would be a significant and unavoidable effect.

Impact 9.4.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT. The Alameda County Congestion Management Agency (CMA) requires that analysis be conducted of Project impacts on the Metropolitan Transportation System (MTS) for a.m. and p.m. peak hours conditions for the years 2005, with and without Project. **Table 9.30** is presented to show the volume-to-capacity ratio and the corresponding level of service. The a.m. and p.m. peak hour volume projections were obtained from the 2005 Countywide Transportation Model. As shown in **Table 9.30**, three mainline freeway segments and four surface street segments were analyzed along I-880, I-980, 7th Street, Broadway, Brush Street and Castro Street in the Project Study Area.

These include the following segments:

I-880

- South of Broadway
- North of Union Street

I-980

- East of 12th Street

Table 9.30: CMA Roadway Analysis – Glenn Dyer Detention Facility – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-880 south of Broadway																	
Northbound	8,000	7,697	0.962	E	7,703	0.963	E	0.001	7,697	0.962	E	7,878	0.985	E	0.023		
Southbound	8,000	7,018	0.877	D	7,226	0.903	E	0.026	7,018	0.877	D	7,023	0.878	D	0.001		
I-880 north of Union Street																	
Northbound	6,000	3,791	0.632	B	3,808	0.635	B	0.003	3,791	0.632	B	3,791	0.632	B	0.000		
Southbound	6,000	3,995	0.666	B	3,996	0.666	B	0.000	3,995	0.666	B	4,010	0.668	B	0.002		
I-980 east of 12th Street																	
Eastbound	6,000	2,862	0.477	A	2,864	0.477	A	0.000	2,862	0.477	A	2,922	0.487	A	0.010		
Westbound	6,000	1,636	0.273	A	1,705	0.284	A	0.012	1,636	0.273	A	1,638	0.273	A	0.000		
7th Street north of Jefferson Street																	
Southbound	5,600	475	0.085	A	578	0.103	A	0.018	475	0.132	A	477	0.133	A	0.001		
Broadway east of 7th Street																	
Eastbound	2,700	140	0.052	A	140	0.052	A	0.000	140	0.052	A	140	0.052	A	0.000		
Westbound	2,700	338	0.125	A	343	0.127	A	0.002	338	0.125	A	483	0.179	A	0.054		
Brush Street east of 7th Street																	
Westbound	2,700	365	0.135	A	434	0.161	A	0.026	365	0.135	A	367	0.136	A	0.001		
Castro Street east of 12 th Street																	
Eastbound	2,700	110	0.041	A	112	0.041	A	0.001	110	0.041	A	170	0.063	A	0.022		

Note: The estimated capacity for I-880 and I-980 is 2,350 vehicles per lane. V/C ratios and corresponding LOS are based on the 2000 HCM for basic freeway segments.

The estimated capacity for the local roadways is 900 vehicles per lane per hour. The V/C ratios correspond to levels of service for signalized intersections.

7th Street

- North of Jefferson Street

Broadway

- East of 7th Street

Brush Street

- East of 7th Street

Castro Street

- East of 12th Street

The proposed Project at the Glenn Dyer Detention Facility would not cause changes in levels of service on I-880, I-980, 7th Street, Broadway, Brush Street or Castro Street, which would continue to meet the ACCMA standard of LOS E during both a.m. and p.m. peak hour, both with and without the Project. The Project's contribution of traffic to these roadways would be a less than significant effect.

Impact 9.4.4: Pardee/Swan Site

SIGNIFICANT AND UNAVOIDABLE IMPACT. The Alameda County Congestion Management Agency (CMA) requires that analysis be conducted of Project impacts on the Metropolitan Transportation System (MTS) for p.m. peak hours conditions for the years 2005, with and without Project. **Tables 9.31 and 9.32** is presented to show the volume-to-capacity ratio and the corresponding level of service. The p.m. peak hour volume projections were obtained from the 2005 Countywide Transportation Model. As shown in **Tables 9.31 and 9.32**, two mainline freeway segments and five surface street segments were analyzed. These include the following segments:

I-880

- South of 98th Avenue
- North of Hegenberger Road

Doolittle Drive

- North of Swan Way
- South of Airport Drive

Airport Drive

- North of 98th Avenue

Hegenberger Road

- East of Airport Drive

98th Avenue

- East of Airport Avenue

Table 9.31: CMA Roadway Analysis – Pardee/Swan Site – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-880 south of 98th Avenue																
Northbound	8,000	7,241	0.905	E	7,377	0.922	E	0.017	7,241	0.905	E	7,245	0.906	E	0.001	
Southbound	8,000	8,311	1.039	F	8,315	1.039	F	0.000	8,311	1.039	F	8,447	1.056	F	0.017	
I-880 north of Hegenberger Rd.																
Northbound	8,000	7,080	0.885	D	7,084	0.886	D	0.000	7,080	0.885	D	7,216	0.902	E	0.017	
Southbound	8,000	7,430	0.929	E	7,566	0.946	E	0.017	7,430	0.929	E	7,434	0.929	E	0.001	
Doolittle Drive north of Swan Way																
Northbound	1,800	311	0.173	A	311	0.173	A	0.000	311	0.173	A	326	0.181	A	0.008	
Southbound	1,800	135	0.075	A	150	0.083	A	0.008	135	0.075	A	135	0.075	A	0.000	
Doolittle Drive South of Airport Dr.																
Northbound	1,800	1,373	0.763	C	1,389	0.772	C	0.009	1,373	0.763	C	1,373	0.763	C	0.000	
Southbound	1,800	1,306	0.726	C	1,306	0.726	C	0.000	1,306	0.726	C	1,322	0.734	C	0.009	
Airport Drive north of 98th Avenue																
Northbound	1,800	1,278	0.710	C	1,419	0.788	C	0.078	1,278	0.710	C	1,282	0.712	C	0.002	
Southbound	1,800	1,055	0.586	A	1,059	0.588	A	0.002	1,055	0.586	A	1,196	0.664	B	0.078	
Hegenberger Rd. east of Airport Dr.																
Eastbound	2,700	2,023	0.749	C	2,027	0.751	C	0.001	2,023	0.749	C	2,159	0.800	C	0.050	
Westbound	2,700	1,178	0.436	A	1,314	0.487	A	0.050	1,178	0.436	A	1,182	0.438	A	0.001	
98th Avenue east of Airport Drive																
Eastbound	2,700	852	0.316	A	856	0.317	A	0.001	852	0.316	A	988	0.366	A	0.050	
Westbound	2,700	189	0.070	A	325	0.120	A	0.050	189	0.070	A	193	0.071	A	0.001	

Table 9.32: CMA Roadway Analysis – Pardee/Swan Site – 540-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS	
I-880 south of 98th Avenue															
Northbound	8,000	7,241	0.905	E	7,416	0.927	E	0.022	7,241	0.905	E	7,246	0.906	E	0.001
Southbound	8,000	8,311	1.039	F	8,316	1.039	F	0.001	8,311	1.039	F	8,486	1.061	F	0.022
I-880 north of Hegenberger Rd.															
Northbound	8,000	7,080	0.885	D	7,085	0.886	D	0.001	7,080	0.885	D	7,255	0.907	E	0.022
Southbound	8,000	7,430	0.929	E	7,605	0.951	E	0.022	7,430	0.929	E	7,435	0.929	E	0.001
Doolittle Drive north of Swan Way															
Northbound	1,800	311	0.173	A	312	0.173	A	0.001	311	0.173	A	330	0.183	A	0.011
Southbound	1,800	135	0.075	A	154	0.086	A	0.011	135	0.075	A	136	0.076	A	0.001
Doolittle Drive South of Airport Dr.															
Northbound	1,800	1,373	0.763	C	1,393	0.774	C	0.011	1,373	0.763	C	1,373	0.763	C	0.000
Southbound	1,800	1,306	0.726	C	1,306	0.726	C	0.000	1,306	0.726	C	1,326	0.737	C	0.011
Airport Drive north of 98th Avenue															
Northbound	1,800	1,278	0.710	C	1,459	0.811	D	0.101	1,278	0.710	C	1,283	0.713	C	0.003
Southbound	1,800	1,055	0.586	A	1,060	0.589	A	0.003	1,055	0.586	A	1,236	0.687	B	0.101
Hegenberger Rd. east of Airport Dr.															
Eastbound	2,700	2,023	0.749	C	2,028	0.751	C	0.002	2,023	0.749	C	2,198	0.814	D	0.065
Westbound	2,700	1,178	0.436	A	1,353	0.501	A	0.065	1,178	0.436	A	1,183	0.438	A	0.002
98th Avenue east of Airport Drive															
Eastbound	2,700	852	0.316	A	857	0.317	A	0.002	852	0.316	A	1,027	0.380	A	0.065
Westbound	2,700	189	0.070	A	364	0.135	A	0.065	189	0.070	A	194	0.072	A	0.002

The proposed Project at the Pardee/Swan Site is not expected to cause changes in levels of service on I-880, Doolittle Drive, Airport Drive, Hegenberger Road or 98th Avenue during the p.m. peak hour under either scenario. On I-880 southbound, south of 98th Avenue the freeway would operate at LOS F conditions during both a.m. and p.m. peak hour, with or without the Project. The increase in traffic levels and the change in volume/capacity ratio attributed to the Project are approximately 1% under the 420-bed scenario and approximately 2% under the 540-bed scenario. Although the level of service would not be changed, this increase in traffic levels is a significant effect of the Project. **Mitigation Measure 9.4.2b**, above, would partially address this impact.

Resulting level of Significance. Implementation of Measure 9.4.2b, above, would reduce the Project's contribution of traffic to I-880. However, the effectiveness of this measure cannot be expected to fully address the Project's contribution to long-term congestion projected on the region's roadways, so this impact would be significant and unavoidable.

Impact 9.4.5: East County Government Center

AND

Impact 9.4.6: Site 15A

The Alameda County Congestion Management Agency (CMA) requires that analysis be conducted of Project impacts on the Metropolitan Transportation System (MTS) for a.m. and p.m. peak hours conditions for the year 2005, with and without Project. **Tables 9.33 through 9.38** show the volume-to-capacity ratio and the corresponding level of service for six development scenarios. The a.m. and p.m. peak hour volumes that are projected were obtained from the 2005 Countywide Transportation Model. As shown in the tables, the analysis included two mainline segments on I-580 and three surface streets (Dougherty Road, Dublin Boulevard and Tassajara Road) in the Project study area.

Study segments include:

I-580: East of Tassajara Road and West of Hopyard Road

Dougherty Road: South of Dublin Boulevard

Dublin Boulevard: East of Dougherty Road

Tassajara Road: South of Dublin Boulevard

The following segments would operate at unacceptable levels of service:

- I-580 eastbound east of Tassajara Road would operate at LOS F during the p.m. peak hour both with and without any of the Project scenarios. Under the worst case scenario (Scenario A2 below), the Project would add approximately 1.5% of the total traffic on this roadway. This contribution of traffic would be considered a significant effect of the Project.

**Table 9.33: CMA Roadway Analysis – East County Government Center Site – Scenario A1
420-bed Juvenile Justice Facility and 13-Court Hall of Justice**

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS	
I-580 east of Tassajara Road															
Eastbound	8,000	5,295	0.662	B	5,323	0.665	B	0.004	8,426	1.053	F	8,549	1.069	F	0.015
Westbound	9,000	8,765	0.974	E	8,893	0.988	E	0.014	5,929	0.659	B	5,957	0.662	B	0.003
I-580 west of Hopyard Road															
Eastbound	9,000	5,203	0.578	A	5,721	0.636	B	0.058	7,402	0.822	D	7,516	0.835	D	0.013
Westbound	9,000	7,753	0.861	D	7,864	0.874	D	0.012	6,578	0.731	C	7,081	0.787	C	0.056
I-680 North of I-580															
Northbound	6,000	4,477	0.746	C	4,488	0.748	C	0.002	6,035	1.006	F	6,085	1.014	F	0.008
Southbound	7,000	5,973	0.853	D	6,025	0.861	D	0.007	5,628	0.804	D	5,639	0.806	D	0.002
I-680 South of I-580															
Northbound	6,000	3,861	0.644	B	4,042	0.674	B	0.030	5,754	0.959	E	5,794	0.966	E	0.007
Southbound	6,000	5,842	0.974	E	5,881	0.980	E	0.006	5,084	0.847	D	5,260	0.877	D	0.029
Dougherty Rd. south of Dublin Blvd.															
Northbound	2,700	2,670	0.989	E	2,887	1.069	F	0.080	3,093	1.146	F	3,141	1.163	F	0.018
Southbound	2,700	1,924	0.713	C	1,970	0.730	C	0.017	2,611	0.967	E	2,822	1.045	F	0.078
Dublin Blvd. east of Dougherty Rd.															
Eastbound	2,700	1,183	0.438	A	1,498	0.555	A	0.117	866	0.321	A	936	0.347	A	0.026
Westbound	2,700	555	0.206	A	621	0.230	A	0.024	1,547	0.573	A	1,854	0.687	B	0.114
Tassajara Rd. south of Dublin Blvd.															
Northbound	2,700	752	0.279	A	846	0.313	A	0.035	867	0.321	A	888	0.329	A	0.008
Southbound	2,700	757	0.280	A	777	0.288	A	0.007	791	0.293	A	882	0.327	A	0.034

**Table 9.34: CMA Roadway Analysis – East County Government Center Site – Scenario A2
540-bed Juvenile Justice Facility and 13-Court East County Hall of Justice**

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 east of Tassajara Road																	
Eastbound	8,000	5,295	0.662	B	5,382	0.673	B	0.011	8,426	1.053	F	8,826	1.103	F	0.050		
Westbound	9,000	8,765	0.974	E	8,907	0.990	E	0.016	5,929	0.659	B	5,958	0.662	B	0.003		
I-580 west of Hopyard Road																	
Eastbound	9,000	5,203	0.578	A	5,781	0.642	B	0.064	7,402	0.822	D	7,523	0.836	D	0.013		
Westbound	9,000	7,753	0.861	D	7,819	0.869	D	0.007	6,578	0.731	C	6,882	0.765	C	0.034		
I-680 North of I-580																	
Northbound	6,000	4,477	0.746	C	4,484	0.747	C	0.001	6,035	1.006	F	6,065	1.011	F	0.005		
Southbound	7,000	5,973	0.853	D	6,031	0.862	D	0.008	5,628	0.804	D	5,640	0.806	D	0.002		
I-680 South of I-580																	
Northbound	6,000	3,861	0.644	B	4,063	0.677	B	0.034	5,754	0.959	E	5,796	0.966	E	0.007		
Southbound	6,000	5,842	0.974	E	5,865	0.978	E	0.004	5,084	0.847	D	5,190	0.865	D	0.018		
Dougherty Rd. south of Dublin Blvd.																	
Northbound	2,700	2,670	0.989	E	2,912	1.079	F	0.090	3,093	1.146	F	3,144	1.164	F	0.019		
Southbound	2,700	1,924	0.713	C	1,975	0.731	C	0.019	2,611	0.967	E	2,848	1.055	F	0.088		
Dublin Blvd. east of Dougherty Rd.																	
Eastbound	2,700	1,183	0.438	A	1,535	0.569	A	0.130	866	0.321	A	939	0.348	A	0.027		
Westbound	2,700	555	0.206	A	630	0.233	A	0.028	1,547	0.573	A	1,890	0.700	C	0.127		
Tassajara Rd. south of Dublin Blvd.																	
Northbound	2,700	752	0.279	A	846	0.313	A	0.035	867	0.321	A	888	0.329	A	0.008		
Southbound	2,700	757	0.280	A	777	0.288	A	0.007	791	0.293	A	882	0.327	A	0.034		

**Table 9.35: CMA Roadway Analysis – East County Government Center Site – Scenario B
13-Court East County Hall of Justice Only**

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS	
I-580 east of Tassajara Road															
Eastbound	8,000	5,295	0.662	B	5,312	0.664	B	0.002	8,426	1.053	F	8,497	1.062	F	0.009
Westbound	9,000	8,765	0.974	E	8,840	0.982	E	0.008	5,929	0.659	B	5,951	0.661	B	0.002
I-580 west of Hopyard Road															
Eastbound	9,000	5,203	0.578	A	5,510	0.612	B	0.034	7,402	0.822	D	7,492	0.832	D	0.010
Westbound	9,000	7,753	0.861	D	7,821	0.869	D	0.008	6,578	0.731	C	6,864	0.763	C	0.032
I-680 North of I-580															
Northbound	6,000	4,477	0.746	C	4,484	0.747	C	0.001	6,035	1.006	F	6,064	1.011	F	0.005
Southbound	7,000	5,973	0.853	D	6,004	0.858	D	0.004	5,628	0.804	D	5,637	0.805	D	0.001
I-680 South of I-580															
Northbound	6,000	3,861	0.644	B	3,968	0.661	B	0.018	5,754	0.959	E	5,786	0.964	E	0.005
Southbound	6,000	5,842	0.974	E	5,866	0.978	E	0.004	5,084	0.847	D	5,184	0.864	D	0.017
Dougherty Rd. south of Dublin Blvd.															
Northbound	2,700	2,670	0.989	E	2,799	1.037	F	0.048	3,093	1.146	F	3,131	1.160	F	0.014
Southbound	2,700	1,924	0.713	C	1,952	0.723	C	0.010	2,611	0.967	E	2,730	1.011	F	0.044
Dublin Blvd. east of Dougherty Rd.															
Eastbound	2,700	1,183	0.438	A	1,370	0.507	A	0.069	866	0.321	A	922	0.341	A	0.021
Westbound	2,700	555	0.206	A	595	0.220	A	0.015	1,547	0.573	A	1,720	0.637	B	0.064
Tassajara Rd. south of Dublin Blvd.															
Northbound	2,700	752	0.279	A	808	0.299	A	0.021	867	0.321	A	883	0.327	A	0.006
Southbound	2,700	757	0.280	A	769	0.285	A	0.004	791	0.293	A	843	0.312	A	0.019

Table 9.36: CMA Roadway Analysis – East County Government Center Site and Site 15A – Scenario C1 - 420-bed JJF at East County Government Center and ECHOJ at Site 15A

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 east of Tassajara Road																	
Eastbound	8,000	5,295	0.662	B	5,311	0.664	B	0.002	8,426	1.053	F	8,501	1.063	F	0.009		
Westbound	9,000	8,765	0.974	E	8,840	0.982	E	0.008	5,929	0.659	B	5,942	0.660	B	0.001		
I-580 west of Hopyard Road																	
Eastbound	9,000	5,203	0.578	A	5,704	0.634	B	0.056	7,402	0.822	D	7,511	0.835	D	0.012		
Westbound	9,000	7,753	0.861	D	7,860	0.873	D	0.012	6,578	0.731	C	7,065	0.785	C	0.054		
I-680 North of I-580																	
Northbound	6,000	4,477	0.746	C	4,488	0.748	C	0.002	6,035	1.006	F	6,084	1.014	F	0.008		
Southbound	7,000	5,973	0.853	D	6,023	0.860	D	0.007	5,628	0.804	D	5,639	0.806	D	0.002		
I-680 South of I-580																	
Northbound	6,000	3,861	0.644	B	4,036	0.673	B	0.029	5,754	0.959	E	5,792	0.965	E	0.006		
Southbound	6,000	5,842	0.974	E	5,879	0.980	E	0.006	5,084	0.847	D	5,254	0.876	D	0.028		
Dougherty Rd. south of Dublin Blvd.																	
Northbound	2,700	2,670	0.989	E	2,903	1.075	F	0.086	3,093	1.146	F	3,146	1.165	F	0.020		
Southbound	2,700	1,924	0.713	C	1,974	0.731	C	0.019	2,611	0.967	E	2,837	1.051	F	0.084		
Dublin Blvd. east of Dougherty Rd.																	
Eastbound	2,700	1,183	0.438	A	1,514	0.561	A	0.123	866	0.321	A	941	0.349	A	0.028		
Westbound	2,700	555	0.206	A	625	0.231	A	0.026	1,547	0.573	A	1,869	0.692	B	0.119		
Tassajara Rd. south of Dublin Blvd.																	
Northbound	2,700	752	0.279	A	796	0.295	A	0.016	867	0.321	A	873	0.323	A	0.002		
Southbound	2,700	757	0.280	A	766	0.284	A	0.003	791	0.293	A	836	0.310	A	0.017		

Table 9.37: CMA Roadway Analysis – East County Government Center Site and Site 15A – Scenario C2 - 540-bed JJF at East County Government Center and ECHOJ at Site 15A

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 east of Tassajara Road																	
Eastbound	8,000	5,295	0.662	B	5,314	0.664	B	0.002	8,426	1.053	F	8,516	1.065	F	0.011		
Westbound	9,000	8,765	0.974	E	8,854	0.984	E	0.010	5,929	0.659	B	5,944	0.660	B	0.002		
I-580 west of Hopyard Road																	
Eastbound	9,000	5,203	0.578	A	5,765	0.641	B	0.062	7,402	0.822	D	7,518	0.835	D	0.013		
Westbound	9,000	7,753	0.861	D	7,873	0.875	D	0.013	6,578	0.731	C	7,128	0.792	C	0.061		
I-680 North of I-580																	
Northbound	6,000	4,477	0.746	C	4,489	0.748	C	0.002	6,035	1.006	F	6,090	1.015	F	0.009		
Southbound	7,000	5,973	0.853	D	6,029	0.861	D	0.008	5,628	0.804	D	5,640	0.806	D	0.002		
I-680 South of I-580																	
Northbound	6,000	3,861	0.644	B	4,058	0.676	B	0.033	5,754	0.959	E	5,795	0.966	E	0.007		
Southbound	6,000	5,842	0.974	E	5,884	0.981	E	0.007	5,084	0.847	D	5,277	0.879	D	0.032		
Dougherty Rd. south of Dublin Blvd.																	
Northbound	2,700	2,670	0.989	E	2,929	1.085	F	0.096	3,093	1.146	F	3,149	1.166	F	0.021		
Southbound	2,700	1,924	0.713	C	1,979	0.733	C	0.020	2,611	0.967	E	2,863	1.060	F	0.093		
Dublin Blvd. east of Dougherty Rd.																	
Eastbound	2,700	1,183	0.438	A	1,552	0.575	A	0.137	866	0.321	A	944	0.350	A	0.029		
Westbound	2,700	555	0.206	A	634	0.235	A	0.029	1,547	0.573	A	1,907	0.706	C	0.133		
Tassajara Rd. south of Dublin Blvd.																	
Northbound	2,700	752	0.279	A	805	0.298	A	0.020	867	0.321	A	874	0.324	A	0.003		
Southbound	2,700	757	0.280	A	769	0.285	A	0.004	791	0.293	A	847	0.314	A	0.021		

Table 9.38: CMA Roadway Analysis – Site 15A – Scenario D
Only the East County Hall of Justice at Site 15A

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2005 No Project			2005 + Project			Change in V/C	2005 No Project			2005 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-580 east of Tassajara Road																
Eastbound	8,000	5,295	0.662	B	5,300	0.663	B	0.001	8,426	1.053	F	8,448	1.056	F	0.003	
Westbound	9,000	8,765	0.974	E	8,788	0.976	E	0.003	5,929	0.659	B	5,936	0.660	B	0.001	
I-580 west of Hopyard Road																
Eastbound	9,000	5,203	0.578	A	5,494	0.610	B	0.032	7,402	0.822	D	7,487	0.832	D	0.009	
Westbound	9,000	7,753	0.861	D	7,817	0.869	D	0.007	6,578	0.731	C	6,848	0.761	C	0.030	
I-680 North of I-580																
Northbound	6,000	4,477	0.746	C	4,483	0.747	C	0.001	6,035	1.006	F	6,062	1.010	F	0.004	
Southbound	7,000	5,973	0.853	D	6,002	0.857	D	0.004	5,628	0.804	D	5,637	0.805	D	0.001	
I-680 South of I-580																
Northbound	6,000	3,861	0.644	B	3,963	0.660	B	0.017	5,754	0.959	E	5,784	0.964	E	0.005	
Southbound	6,000	5,842	0.974	E	5,864	0.977	E	0.004	5,084	0.847	D	5,179	0.863	D	0.016	
Dougherty Rd. south of Dublin Blvd.																
Northbound	2,700	2,670	0.989	E	2,816	1.043	F	0.054	3,093	1.146	F	3,136	1.161	F	0.016	
Southbound	2,700	1,924	0.713	C	1,956	0.724	C	0.012	2,611	0.967	E	2,746	1.017	F	0.050	
Dublin Blvd. east of Dougherty Rd.																
Eastbound	2,700	1,183	0.438	A	1,387	0.514	A	0.076	866	0.321	A	927	0.343	A	0.023	
Westbound	2,700	555	0.206	A	599	0.222	A	0.016	1,547	0.573	A	1,736	0.643	B	0.070	
Tassajara Rd. south of Dublin Blvd.																
Northbound	2,700	752	0.279	A	755	0.280	A	0.001	867	0.321	A	868	0.321	A	0.000	
Southbound	2,700	757	0.280	A	758	0.281	A	0.000	791	0.293	A	794	0.294	A	0.001	

- I-680 northbound north of I-580 would operate at LOS F during the p.m. peak hour both with and without any of the Project scenarios. Under the worst case scenario (Scenario A2 below), the Project would add less than 1% of the total traffic on this roadway. This contribution of traffic would be considered a less than significant effect of the Project.
- Dougherty Road northbound, south of Dublin Boulevard would change from LOS E to LOS F during the a.m. peak hours when traffic generated by the Project (all scenarios) is added. The Project's contribution of traffic to this roadway during the a.m. peak hour ranges from a low of approximately 5% (Scenarios B and D below) to a high of approximately 9% (Scenarios A1, A2, C1 and C2 below). This addition of traffic is a significant effect of the Project. Dougherty Road northbound, south of Dublin Boulevard would also operate at LOS F during the p.m. peak hour both with and without any of the scenarios. Under all scenarios, the Project would add more than 1% of the total traffic on this roadway during the p.m. peak hour. This contribution of traffic would be considered a significant effect of the Project.
- Dougherty Road southbound, south of Dublin Boulevard would change from LOS E to LOS F during the p.m. peak hours when traffic generated by the Project (all scenarios) is added. The Project's contribution of traffic to this roadway during the p.m. peak hour ranges from a low of approximately 5% (Scenarios B and D below) to a high of 8% (Scenarios A1, A2, C1 and C2 below). This addition of traffic is a significant effect of the Project.

Year 2005 volumes from the County model indicate more than a 50% increase over Year 2002 volumes for these segments. If the projected volumes do not increase at such a high rate, all three roadway segments are expected to be at LOS E during the a.m. and p.m. peak hour, both with and without the Project.

Mitigation Measures intended to address these impacts include the following:

- **Mitigation Measure 9.4.5a and 9.4.6a: TSM/TDM Program.** The County of Alameda should implement a Transportation Systems Management/Transportation Demand Management program for this Project designed to reduce the use of single-occupant vehicles, particularly during peak hour periods. This program should include such strategies as on-site distribution of transit information and passes, provision of shuttle services to and from the BART station, participation in ridesharing services, preferential parking for vanpools and carpools, and potentially flexible or staggered work hours.
- **Mitigation Measure 9.4.5b and 9.4.6b: Enhanced Transit Program.** The County of Alameda should implement an enhanced transit program designed to improve access to the Project, with particular emphasis on expanding LAVTA route coverage and hours serving the site. Such a program should also consider the potential for participation in funding LAVTA shuttle services to and from the BART station.

- **Mitigation Measure 9.4.5c and 9.4.6c: TVTC Fees.** The County of Alameda should contribute a proportionate amount to regional transportation mitigation programs as determined by the current Tri-Valley Transportation Council fee program. Regional improvements that may be implemented through use of these fees may include enhanced rail and feeder bus transit services, construction or upgrading of I-580 and/or I-680 freeways, and/or construction or upgrading of alternative road corridors to relieve demand on the I-580 and I-680 freeways.

Resulting level of Significance. Even with implementation of Measure 9.4.5a, b, and c, and 9.4.6a, b and c above, the Project's contribution of traffic to I-580 and Dougherty Road would be a significant and unavoidable effect. Additionally, improvements to regional roadways depend upon other agencies for implementation and are outside of the County's jurisdiction. Consequently, construction of improvements cannot be assured.

IMPACT 9.5: A Change in Air Traffic Patterns, including Either an Increase in Traffic Levels or a Change in Location That Results in Substantial Safety Risks

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No project benefits have been identified related to air travel patterns.

PROJECT IMPACTS

IMPACT 9.5.1: All Alternatives

NO IMPACT. None of the alternatives would result in any change in air travel patterns. The Projects are intended to meet existing and projected future demands for justice facilities that serve Alameda County. The Pardee/Swan Site is located near the Oakland International Airport, but is outside of flight paths that could present safety risks. Therefore, no mitigation is required.

IMPACT 9.6: A Substantial Increase in Hazards Due to a Design Feature or Incompatible Uses

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No benefits have been identified related to hazards from design features or incompatible uses.

PROJECT IMPACTS

Impact 9.6.1: All Alternatives

LESS THAN SIGNIFICANT IMPACT. Each of the Project Alternatives provides an appropriate site for the development of the Juvenile Justice Project and/or the East County Hall of Justice. The Projects would be designed to conform to applicable emergency access codes, including interior existing strategies and emergency response routes, and would include secondary roadway access to the perimeter of the site and buildings.

IMPACT 9.7: Inadequate Emergency Access

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The Juvenile Justice Project would provide some benefits related to improved safety if a site other than San Leandro is developed, to the extent that proximity to the Hayward fault could present difficulties for emergency response vehicles if roadways or utilities are fractured.

PROJECT IMPACTS

Impact 9.7.1: No Action/No Project

LESS THAN SIGNIFICANT IMPACT. Continuing to operate the existing Juvenile Hall and the Gale/Shenone Hall of Justice facilities would not present new impacts to emergency response. However, the existing San Leandro Juvenile Hall is located in close proximity to the Hayward fault, which could rupture utilities and roadways serving the site. No Action / No Project would result in a continuation of the existing hazards that are present throughout the region, particularly for development along earthquake faults. Fairmont Drive provides a link to the west and east, which facilitates emergency access from one or more emergency response agencies despite the possibility of a roadway failure near the site.

Impact 9.7.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The development of a new Juvenile Justice Project at the San Leandro Property would provide an opportunity to build new access routes into the site, with one to the west of the fault and one to the east of the fault, providing redundant access for emergency vehicles and evacuation.

Impact 9.7.3: Glenn Dyer Detention Facility

NO IMPACT. The Glenn Dyer Detention Facility is located in an urban setting with adequate emergency response routes. Public streets front on two sides of the facility.

Impact 9.7.4: Pardee/Swan Site

NO IMPACT. The Pardee/Swan Site is located in an urban setting with adequate emergency response routes. The site would be developed with a perimeter access road that would serve as an emergency access and evacuation route, and two public roadways provide independent access to the site.

Impact 9.7.5: East County Government Center

NO IMPACT. The East County Government Center is located in a developed setting with adequate emergency response routes. The site would be developed with secondary access and emergency evacuation routes. Separate access would be provided to each of the Project components from Gleason Drive, Arnold Road, Madigan Avenue and Broder Blvd.

Impact 9.7.6: Site 15A

NO IMPACT. Site 15A is located in a developed setting with adequate emergency response routes. The site would be developed with secondary access and emergency evacuation routes on Dublin Blvd. and Arnold Road.

**IMPACT 9.8: Conflict with Adopted Policies, Plans or Programs
Supporting Alternative Transportation**

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No benefits have been identified related to alternative transportation policies and programs.

PROJECT IMPACTS**Impact 9.8.1: All Alternatives**

LESS THAN SIGNIFICANT IMPACT. As described above under Impact 9.2, each of the Alternatives would be provided with transit service to meet the needs and/or choices of persons who use alternatives to the private automobile. The County of Alameda also participates in programs to encourage ridesharing by employees. Those programs would apply to development at any of the alternative sites. Preferential parking for carpools and vanpools, provision of motorcycle and bicycle parking, shower facilities for employees, guaranteed ride home, and similar programs are available to varying degrees, and would be incorporated into the Project.

10.1 AFFECTED ENVIRONMENT

FUNDAMENTAL CONCEPTS OF ENVIRONMENTAL ACOUSTICS

Noise may be defined as unwanted sound. Noise is usually objectionable because it is disturbing or annoying. The objectionable nature of sound could be caused by its *pitch* or its loudness. *Pitch* is the height or depth of a tone or sound, depending on the relative rapidity (frequency) of the vibrations by which it is produced. Higher pitched signals sound louder to humans than sounds with a lower pitch. *Loudness* is intensity of sound waves combined with the reception characteristics of the ear. Intensity may be compared with the height of an ocean wave in that it is a measure of the amplitude of the sound wave.

In addition to the concepts of pitch and loudness, several noise measurement scales are used to describe noise in a particular location. A *decibel (dB)* is a unit of measurement that indicates the relative amplitude of a sound. The zero on the decibel scale is based on the lowest sound level that the healthy, unimpaired human ear can detect. Sound levels in decibels are calculated on a logarithmic basis. An increase of 10 decibels represents a 10-fold increase in acoustic energy, while 20 decibels is 100 times more intense, 30 decibels is 1,000 times more intense, etc. There is a relationship between the subjective noisiness or loudness of a sound and its intensity. Each 10-decibel increase in sound level is perceived as approximately a doubling of loudness over a fairly wide range of intensities. Technical terms are defined in **Table 10.1**.

There are several methods of characterizing sound. The most common in California is the *A-weighted sound level* or *dBA*. This scale gives greater weight to the frequencies of sound to which the human ear is most sensitive. Representative outdoor and indoor noise levels in units of *dBA* are shown in **Table 10.2**.

Because sound levels can vary markedly over a short period of time, a method for describing either the average character of the sound or the statistical behavior of the variations must be used. Most commonly, environmental sounds are described in terms of an average level that has the same acoustical energy as the summation of all the time-varying events. This energy-equivalent sound/noise descriptor is called L_{eq} . The most common averaging period is hourly, but L_{eq} can describe any series of noise events of arbitrary duration.

Table 10.1: Definitions of Acoustical Terms

Term	Definitions
Decibel, dB	A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square metre).
Frequency, Hz	The number of complete pressure fluctuations per second above and below atmospheric pressure.
A-Weighted Sound Level, dBA	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted, unless reported otherwise.
L_{01} , L_{10} , L_{50} , L_{90}	The A-weighted noise levels that are exceeded 1%, 10%, 50% and 90% of the time during the measurement period.
Equivalent Noise Level, L_{eq}	The average A-weighted noise level during the measurement period.
Community Noise Equivalent Level, CNEL	The average A-weighted noise level during a 24-hour day, obtained after addition of 5 decibels in the evening from 7:00 p.m. to 10:00 p.m. and after addition of 10 decibels to sound levels measured in the night between 10:00 p.m. and 7:00 a.m.
Day/Night Noise Level, L_{dn}	The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 p.m. and 7:00 a.m.
L_{max} , L_{min}	The maximum and minimum A-weighted noise level during the measurement period.
Ambient Noise Level	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Intrusive	That noise that intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

Source: Illingworth & Rodkin, Inc.

Table 10.2: Typical Sound Levels Measured in the Environment and Industry

At a Given Distance from Noise Source	A-Weighted Sound Level in Decibels	Noise Environments	Subjective Impression
	140		
Civil Defense Siren (100')	130		
Jet Takeoff (200')	120		Pain Threshold
	110	Rock Music Concert	
Diesel Pile Driver (100')	100		Very Loud
	90	Boiler Room Printing Press Plant	
Freight Cars (50')	80		
Pneumatic Drill (50')	80		
Freeway (100')	70	In Kitchen with Garbage Disposal Running	Moderately Loud
Vacuum Cleaner (10')	70		
	60	Data Processing Center	
Light Traffic (100')	50	Department Store	
Large Transformer (200')	50		
	40	Private Business Office	Quiet
	40		
Soft Whisper (5')	30	Quiet Bedroom	
	30		
	20	Recording Studio	
	20		
	10		Threshold of Hearing
	10		
	0		

Source: Illingworth & Rodkin, Inc.

The scientific instrument used to measure noise is the sound level meter. Sound level meters can accurately measure environmental noise levels to within about plus or minus 1 dBA. Various computer models are used to predict environmental noise levels from sources, such as roadways and airports. The accuracy of the predicted models depends upon the distance the receptor is from the noise source. Close to the noise source, the models are accurate to within about plus or minus 1 to 2 dBA.

Since the sensitivity to noise increases during the evening and at night — because excessive noise interferes with the ability to sleep — 24-hour descriptors have been developed that incorporate artificial noise penalties added to quiet-time noise events. The Community Noise Equivalent Level, CNEL, is a measure of the cumulative noise exposure in a community, with a 5-dB penalty added to evening (7:00 p.m. - 10:00 p.m.) and a 10 dB addition to nocturnal (10:00 p.m. - 7:00 a.m.) noise levels. The Day/Night Average Sound Level, L_{dn} , is essentially the same as CNEL, with the exception that the evening time period is dropped and all occurrences during this three-hour period are grouped into the daytime period.

REGULATORY/POLICY SETTING

Federal

The U.S. Environmental Protection Agency (EPA) has identified L_{dn} of 55 dB as the level requisite to protect public health and welfare with an adequate margin of safety.

State

The State of California has established guidelines and regulations designed to limit noise exposure at existing and proposed noise sensitive land uses. These guidelines and regulations are established in the following documents: (1) the State CEQA Guideline, Appendix G; (2) Title 24, Part 2 of the State Building Code; (3) Title 24, Part 1, Division VII Board of Corrections Regulations pertaining to minimum standards for juvenile facilities, and (4) the General Plan Guidelines for the Preparation and Content of the Noise Element of the General Plan. The regulatory background established by the State would be applicable in the assessment of each proposed site.

CEQA thresholds are discussed in more detail under “Environmental Consequences and Mitigation Measures,” below.

New multifamily housing in California is subject to the environmental noise limits set forth in Title 24, Part 2, of the State Building Code. The noise limit is a maximum interior noise level of 45 L_{dn} . Where exterior noise levels exceed 60 L_{dn} , a report must be submitted with the building plans describing the noise control measures that have been incorporated into the design to meet the interior noise limit. Although not directly applicable to a project such as the Juvenile Justice Facility or East County Hall of Justice, this threshold provides some comparison to high-density residential uses.

The design of juvenile detention facilities is regulated in Title 15 and Title 24 of the California Code of Regulations. Title 24, part 1, Division VII, section 13-201 sets forth the following minimum design standards for acoustics:

Dayroom areas shall be designed and constructed so that the noise level does not exceed 65 decibels and a reverberation time less than 1.5 seconds. Sleeping areas shall have a noise level no higher than 35 decibels and a reverberation time less than 1.5 seconds. The heating, ventilating and air conditioning noise level shall be no higher than 35 decibels in sleeping areas and classrooms.

The State of California General Plan guidelines, published by the Governor's Office of Planning and Research, provide recommended community noise exposure levels for various land uses categories (see **Figure 10.1**). These compatibility guidelines identify broad categories of land uses including residential and office buildings, with noise levels that may be considered "Normally Acceptable", "Conditionally Acceptable", "Normally Unacceptable", and "Clearly Unacceptable." The figure assumes conventional construction methods, which provides some attenuation between the outdoors and interior living/working environment. The figure also requires interpretation based on factors such as the type of noise source, the sensitivity of the noise receptor, the noise reduction likely to be provided by structures, and the degree to which the noise source may interfere with speech, sleep, or other activities characteristic of the land use.

Local jurisdictions adopt land use compatibility tables, policies, and ordinances consistent with the State guidelines. The County of Alameda, City of Oakland, and City of Dublin each have adopted plans, codes, and ordinances that provide guidance for this Project, but would not apply because the County is exempt from local regulation in the implementation of these Projects.

LOCAL PHYSICAL SETTING

Existing San Leandro Property

The Existing San Leandro Property site is located in the general vicinity of the existing Juvenile Hall at 2200 Fairmont Drive, but new development at this site would occur further northeast, up the hill where an unused juvenile detention camp is presently located. Fairmont Drive is the major noise source affecting this site as it ascends up and around the site into the hills. Northwest of the site, across Fairmont Drive, are single-family residences along Van Avenue at Placer Drive. West of the site on Fairmont Drive is the Fairmont Hospital (15400 Foothill Boulevard) and the John George Psychiatric Pavilion (2060 Fairmont Drive).

A noise measurement survey was conducted at the nearest sensitive land use across from the site on Van Avenue. This survey consisted of a short term, 10-minute measurement made on October 4, 2002 (ST-1) and a 24-hour long-term measurement made on November 5 to November 6, 2002 (LT-1). The first measurement was made in front of #14807 Van Avenue at the corner of Van Avenue and Placer Drive approximately 450 feet from the closest existing Juvenile Hall building. The second measurement was made across Placer Drive from this spot on a pole. The measurement locations are depicted in **Figure 10.2**.

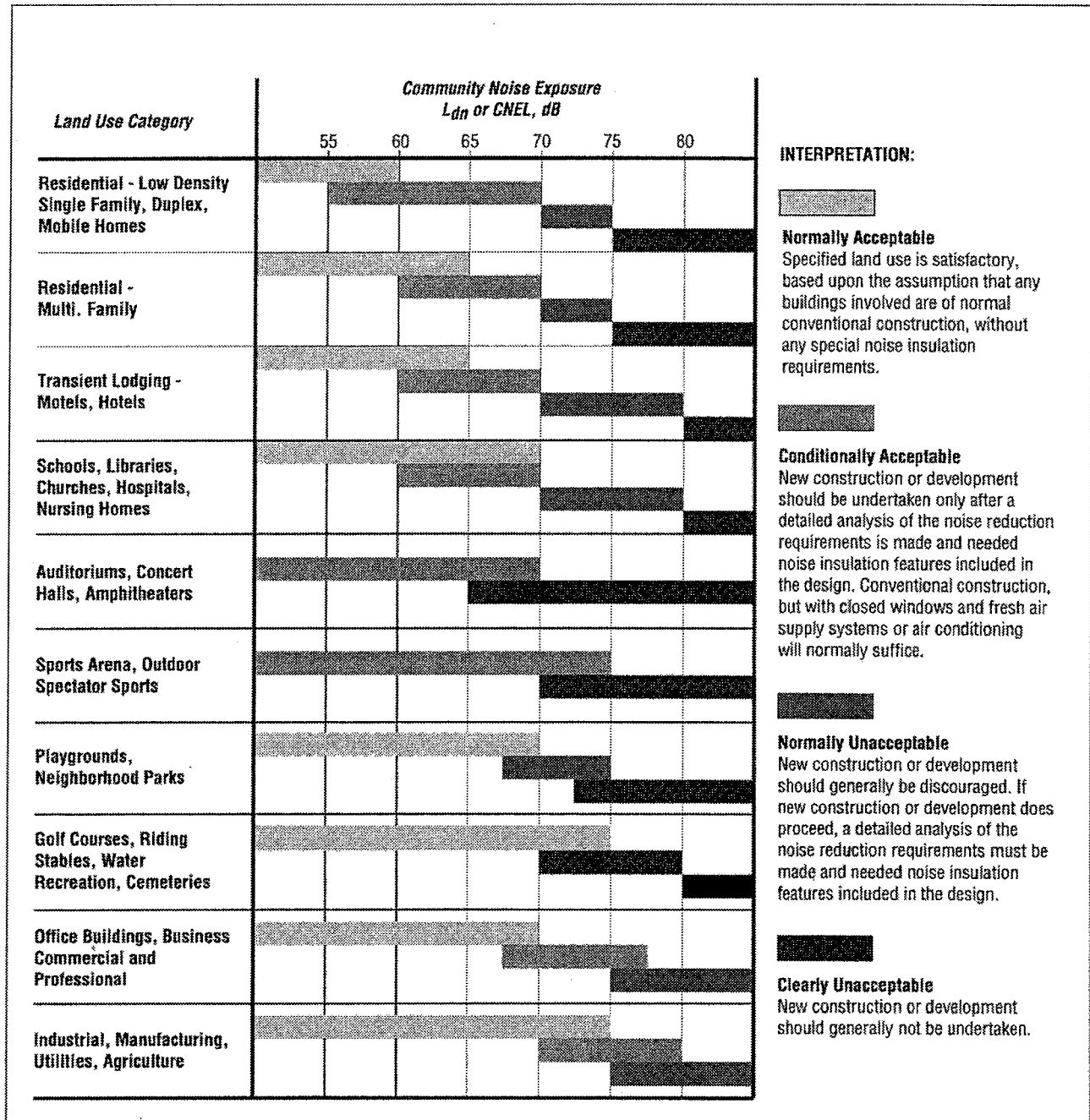


Figure 10.1
State of California Noise and
Land Use Compatibility Guidelines



SOURCE: Office of Planning and Research

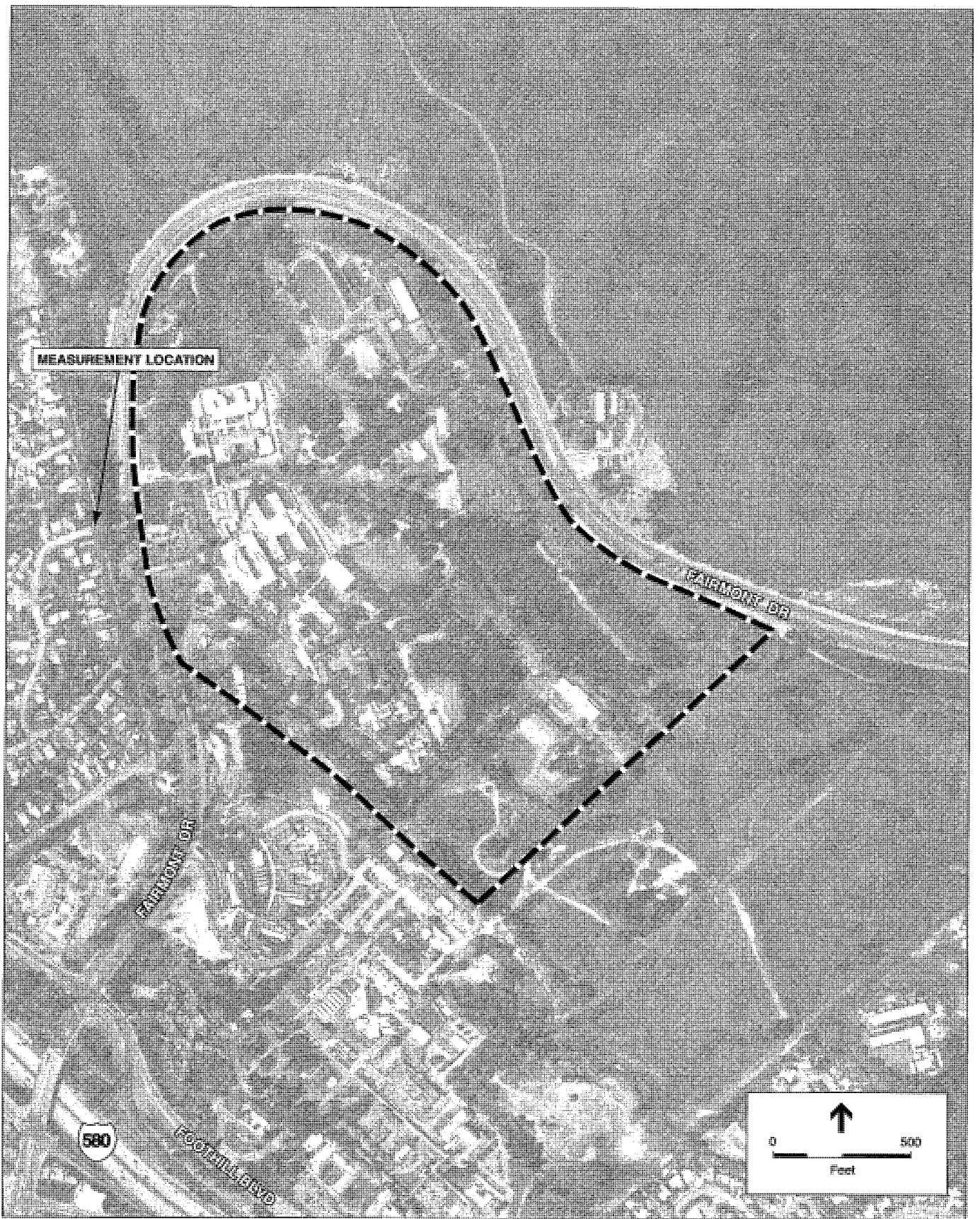


Figure 10.2
 San Leandro Site
 Noise Measurement Locations



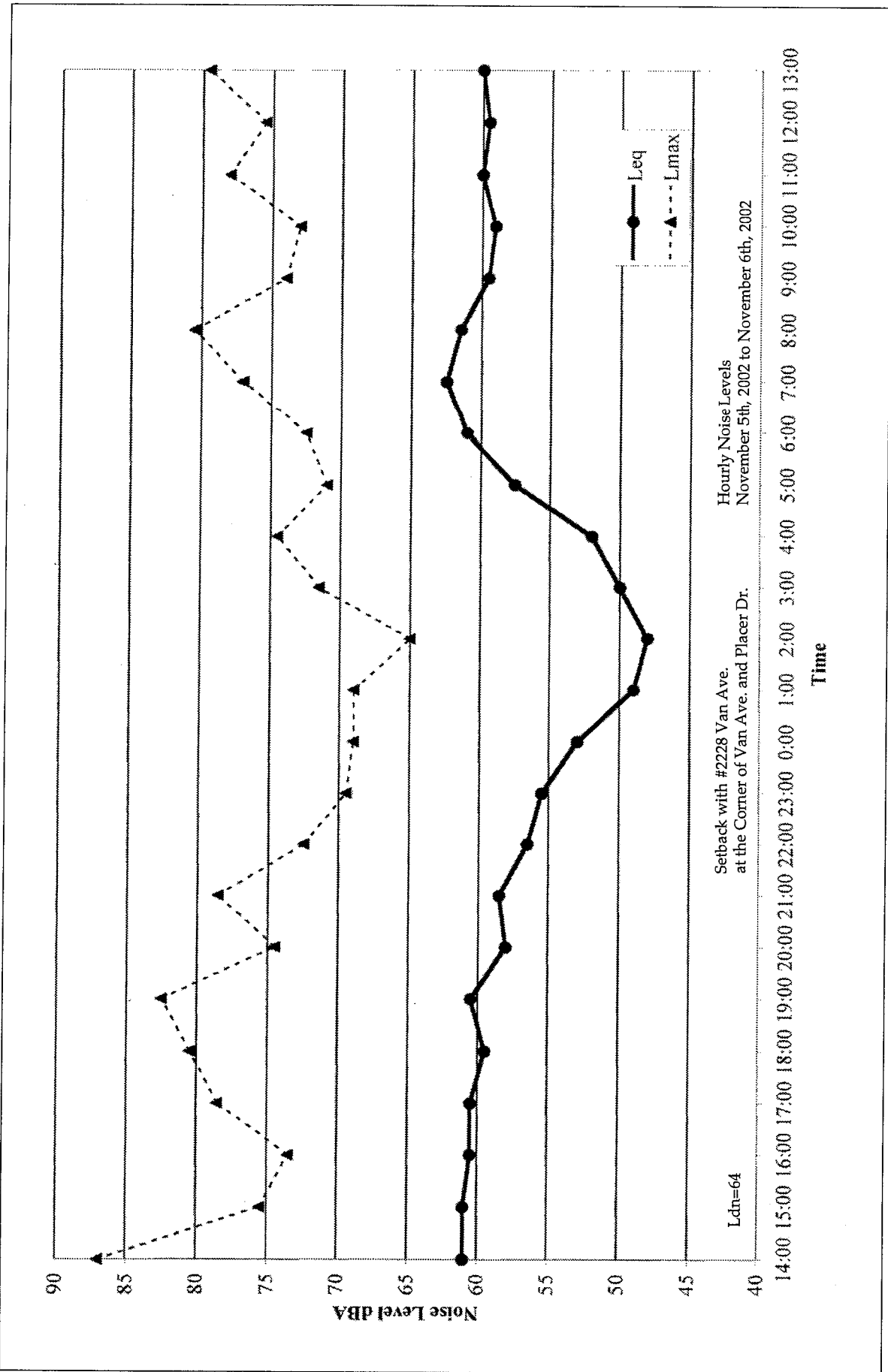
SOURCE: Illingworth & Rodkin, Inc.
 Aerial Photo: Pacific Aerial Surveys

The 10-minute L_{eq} at site ST-1 was approximately 56 dBA. The major noise source at this site was traffic on Fairmont Drive, which ranged in levels from 60 to 69 dBA per vehicle pass-by. A total of 117 automobiles and 2 medium-sized trucks passed by at approximately 50 mph on Fairmont Drive during the 10-minute period from 4:00 p.m. to 4:10 p.m. Vehicles entering and exiting the existing Juvenile Hall parking lot were the only discernable noise source from the existing facility. The backup-beepers of delivery trucks could also be heard but were indistinguishable from the general noise. Airplanes flying over the site also contributed to the noise environment. At site LT-1, the measured L_{dn} was approximately 64 dBA. Hourly noise levels ranged from 48 to 63 dBA L_{eq} during the 24-hour survey period. Local traffic on Van Avenue and Placer Drive contributed to levels measured at this site. **Figure 10.3** is a graphical depiction of the results of this measurement.

Glenn Dyer Detention Facility

The Glenn Dyer Detention Facility site is located at 550 6th Street in the City of Oakland at the existing County detention facility. The site occupies a city block between 6th Street and 7th Street, from Jefferson Street to Washington Street. The site is directly across 6th Street from where Interstate 980 (I-980) connects to an elevated section of Interstate 880 (I-880) through downtown Oakland. The site is presently occupied by an existing 8-story building and parking garage. The major noise source at this site is the elevated 12-lane highway, which is approximately 100 feet west of the site.

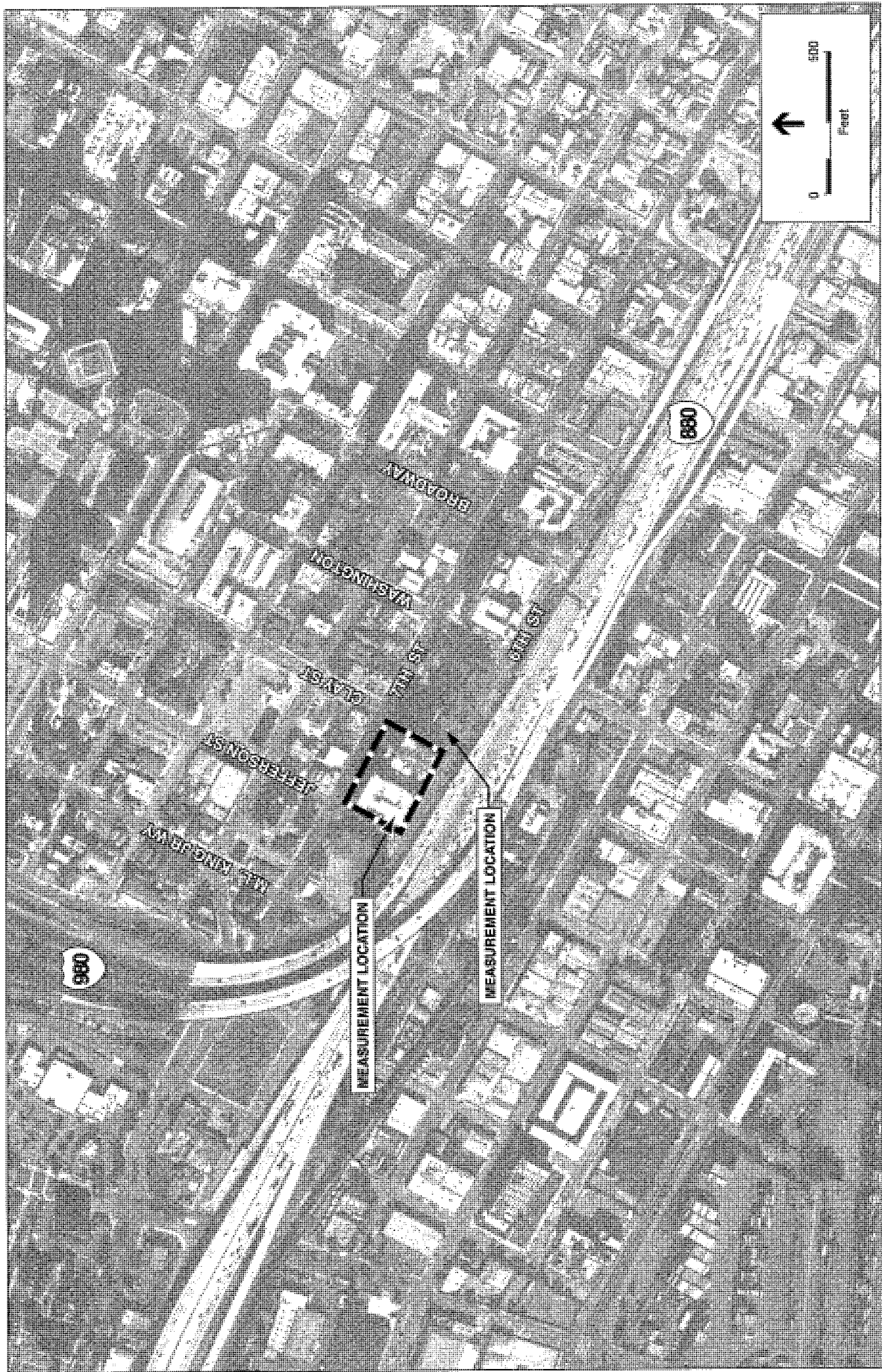
Noise measurements were conducted at the site during the afternoon of October 3, 2002. The measurements consisted of three 10-minute spot measurements at various locations representative of different exposures to the highway. The measurement locations are depicted in **Figure 10.4**. The first measurement was made on the roof floor of the 8-story parking garage on the northernmost portion of the site. At this height (178 feet), all lanes of the highway were visible. The measured 10-minute L_{eq} was 81 dBA. The second measurement was made on the fourth floor of the parking garage, which had a view of all lanes except for I-980 southbound. The 10-minute L_{eq} was again 81 dBA. The final measurement was made at 6th Street level, setback with the building facade 50 feet from the near traffic lane of 6th Street and 105 feet from the edge of the elevated highway. Only the tops of cars in the near I-980 exit lane were visible. The L_{eq} at this location was 71 dBA. No measurements were made inside the facility. The estimated L_{dn} at this location is about 71 dBA for areas below the freeway and 80-85 dBA at higher floors.



SOURCE: Illingworth & Rodkin Inc.



Figure 10.3
 San Leandro Site
 Hourly Noise Levels at Site LT-1



SOURCE: Illingworth & Rodkin, Inc.
 Aerial Photo: Pacific Aerial Surveys



Figure 10.4
 Glenn Dyer Site
 Noise Measurement Locations

Pardee/Swan Site

The Pardee/Swan Site is located on an undeveloped parcel of land in west Oakland off the corner of Pardee Drive at Swan Way near the Oakland International Airport. The site is located east of the north field of the airport, across the Airport Channel and immediately north of the United Parcel Service (UPS) distribution facility on Pardee Drive. The site extends eastward to the San Leandro Creek. North of the site is the Arrowhead Marsh, which includes open wetland areas and publicly accessible parkland. The major noise source at the site is the Oakland North Field Airport, which is approximately 1,100 feet west of the site.

On October 3, 2002, a noise monitor was placed on the site where the Juvenile Justice Facility is proposed. The meter was placed 10 feet high in a tree at the northern edge of the UPS parking lot. The measurement location is depicted in **Figure 10.5**. The meter was set to measure hourly noise levels and also intermittent noise levels that exceeded 75 dBA. The meter ran for 24 hours until the afternoon of October 4, 2002 (**Figure 10.6**). The L_{dn} measured at the site was 63 dBA. Noise levels exceeded 75 dBA in only 8 of the 24 hours. Single airport events were measured on October 4, 2002. Aircraft engine maximum noise measured at about 75 dBA. The site lies outside of the airport's 65 L_{dn} noise contour on the Airport Master Plan Noise Contour Map. **Figure 10.7** depicts the site as it relates to the airport noise contours for the year 2000. Noise exposure levels depicted for future Master Plan years are not substantially different from existing conditions.

East County Government Center

The East County Government Center site is located in the City of Dublin on the vacant area north of Gleason Drive at Hacienda Drive between Arnold Road and Madigan Avenue. The Santa Rita Rehabilitation Center is located to the north of the site, Camp Parks to the west and the California Highway Patrol to the east. Business offices are south of the site between Arnold Road and Hacienda Drive, and single-family homes are south of the site between Hacienda Drive and Tassajara Drive.

A noise measurement survey was conducted for the East County Government Center site on August 1 and August 2, 2001. Two 24-hour measurements and five short-term measurements were made to quantify the existing noise levels on the site and at nearby residences. The locations of these measurements are depicted in **Figure 10.8**. The two 24-hour measurements were made within the residential neighborhood south of the site. LT-1 was made in the center of the rear yard of #5764 Idlewood Street behind an 8-foot sound wall along Hacienda Drive. At this location, Hacienda Drive was the major noise source. Construction of nearby offices also contributed to noise levels. Distant gunfire from the County Sheriff's Shooting Range was audible but not measurable at this location. The CNEL measured at this location was 58 dBA. The hourly data are displayed graphically in **Figure 10.9**. Measurement LT-2 was made on a pole at the corner of Idlewood Court and Winterbrook Avenue approximately 60 feet from the sound wall off Gleason Drive. At this site, gunshots were more audible but not measurable over the noise from traffic on Gleason Drive. The CNEL at this location was 57 dBA. This data are displayed in **Figure 10.10**.

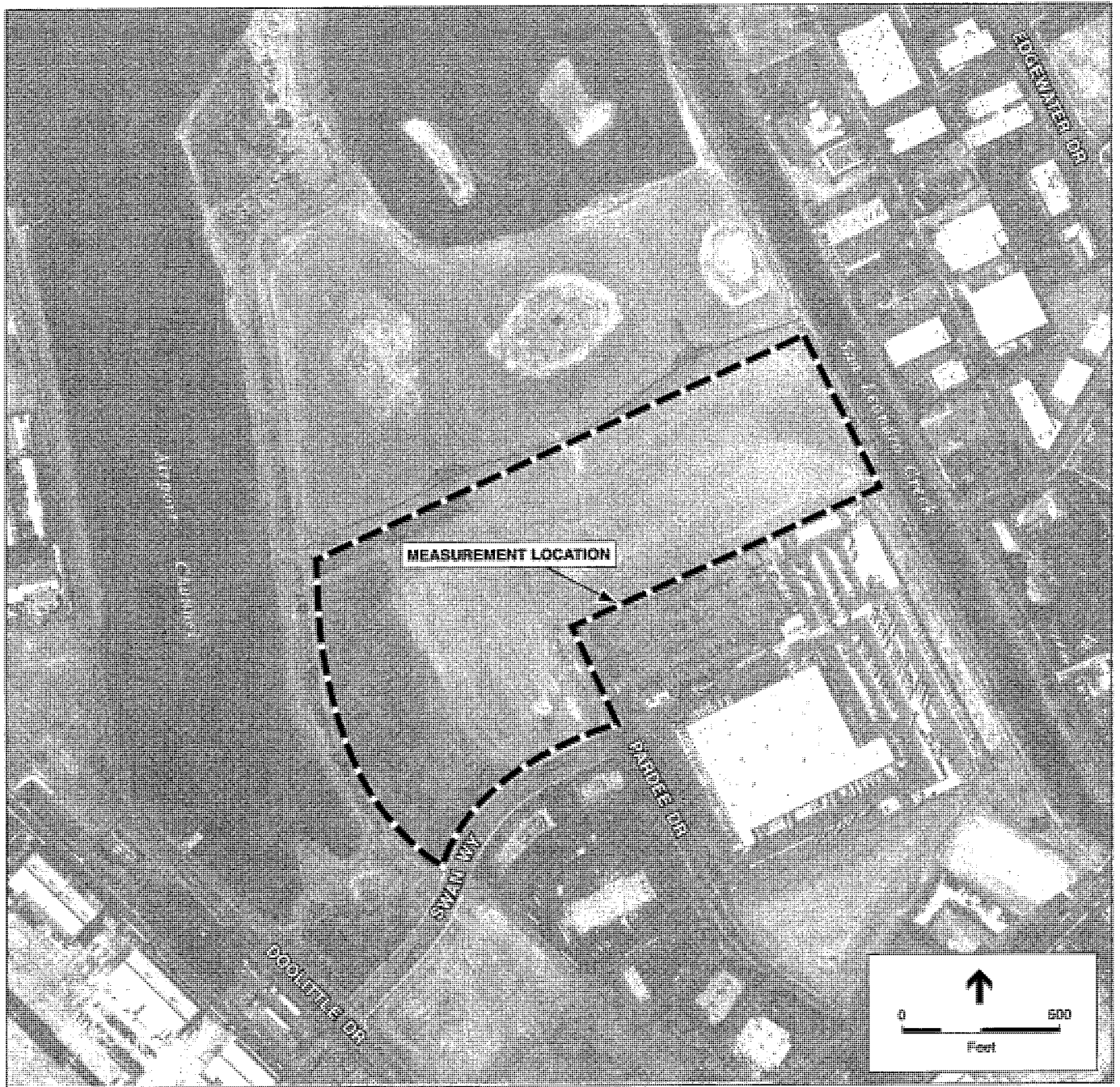
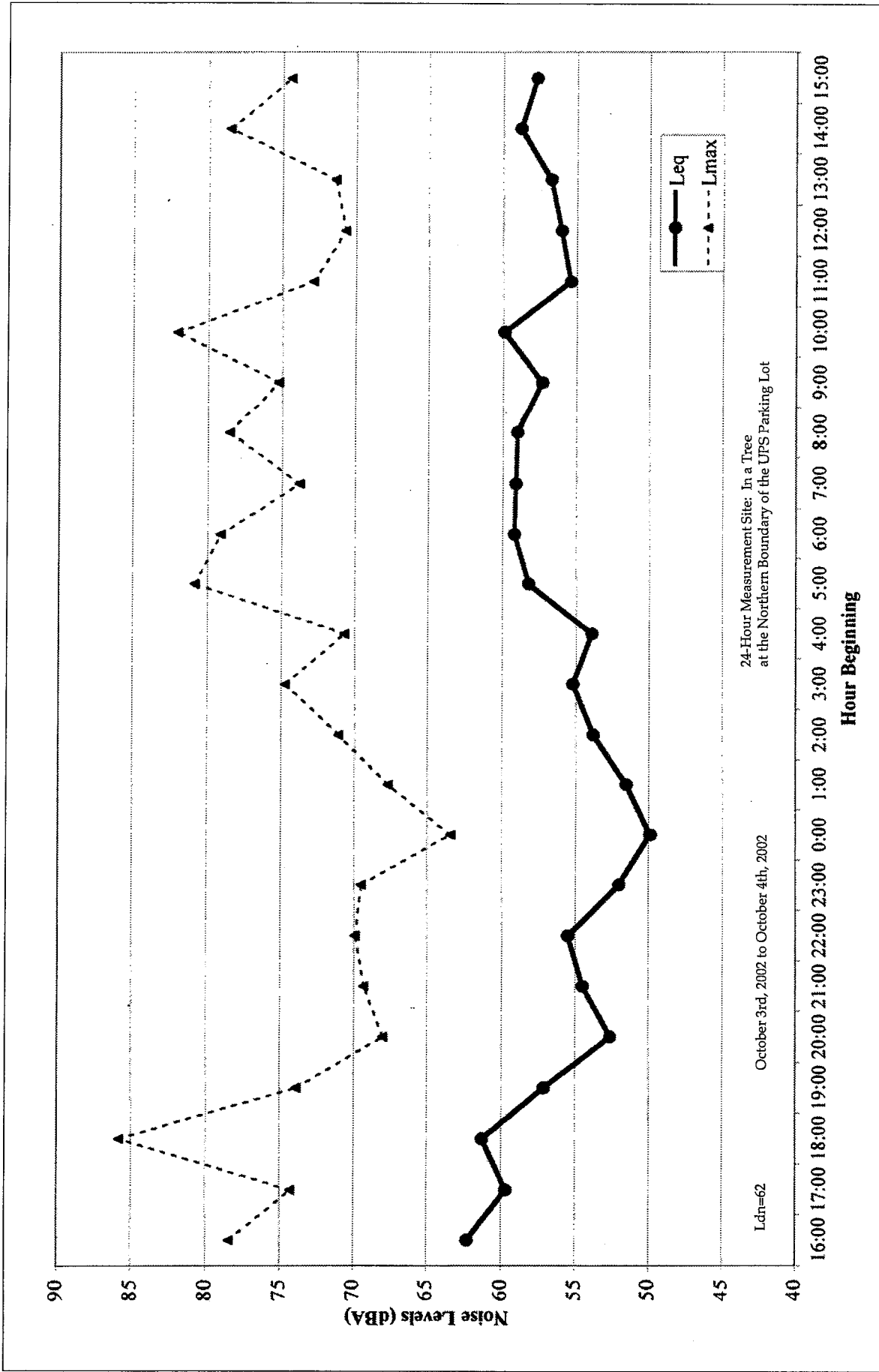


Figure 10.5
 Pardee/Swan Site
 Noise Measurement Locations



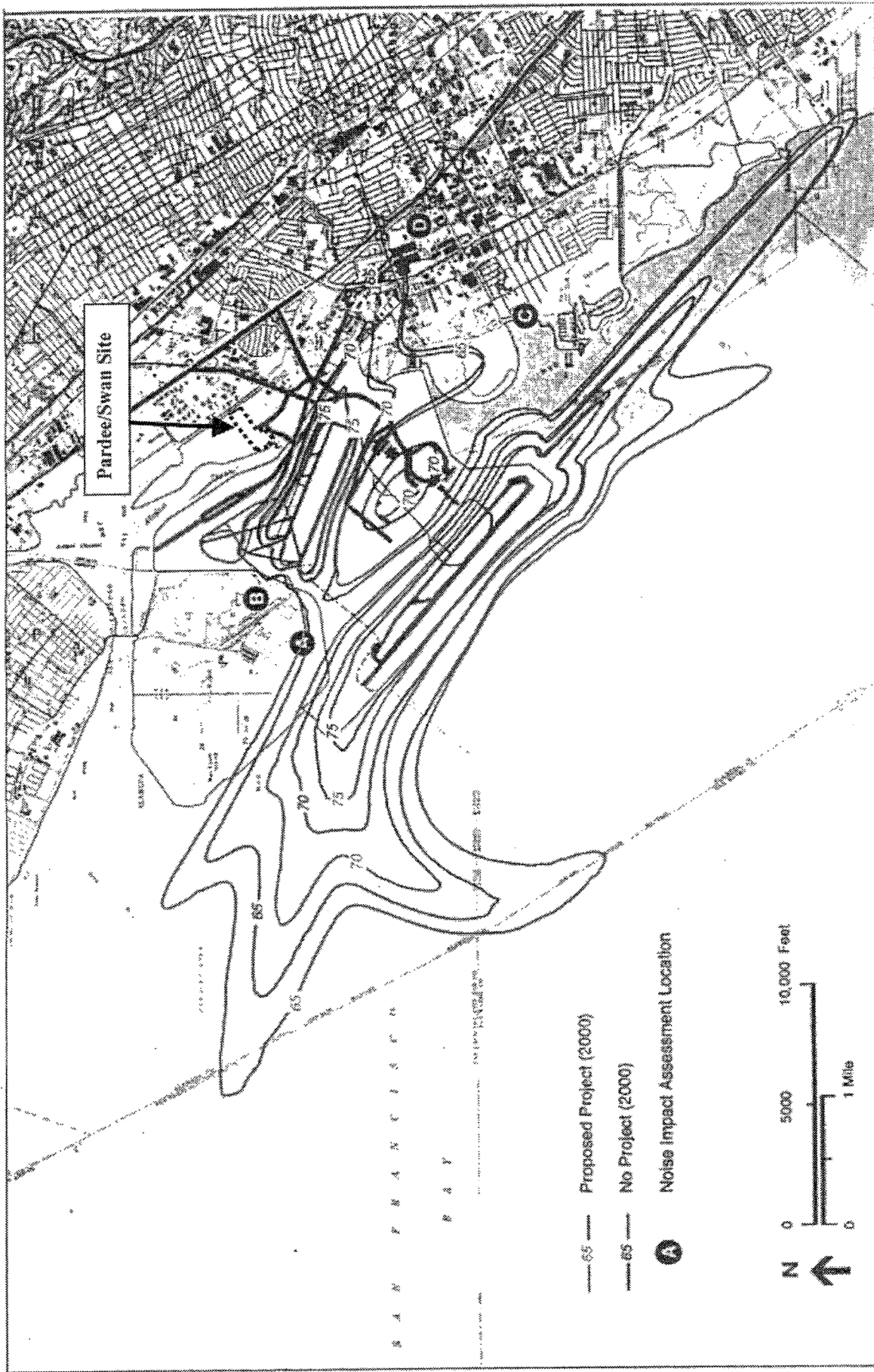
SOURCE: Illingworth & Rodkin, Inc.
 Aerial Photo: Pacific Aerial Surveys



SOURCE: Illingworth & Rodkin Inc.



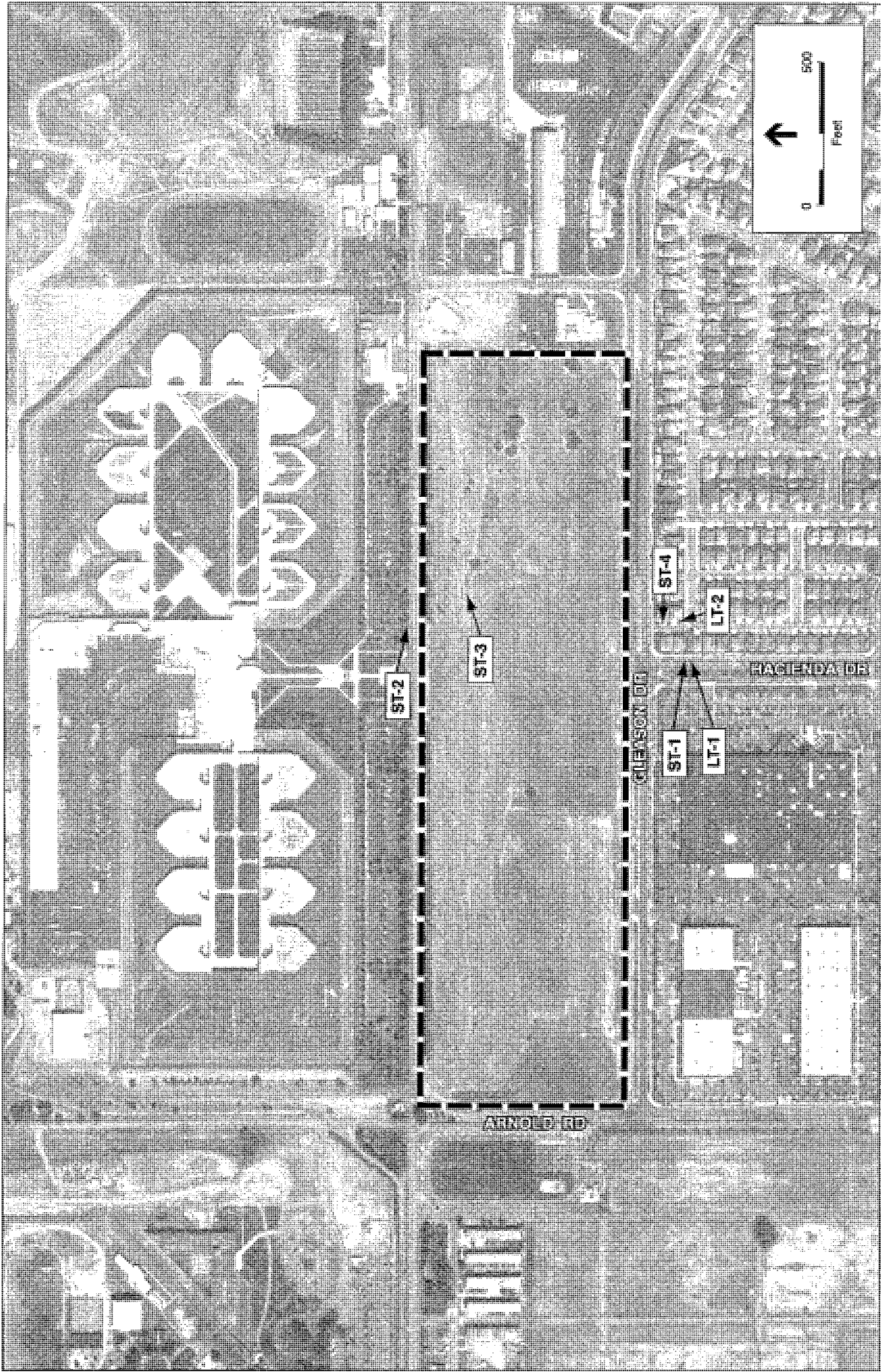
Figure 10.6
 Pardee / Swan Site
 Hourly Noise Levels at 24-Hour Measurement Site



SOURCE: Proposed Airport Development Program Metropolitan
 Oakland International Airport Oakland,
 Alameda County, California Draft Environmental Impact Statement
 Environmental Impact Report
 Figure 4.1.5 CNEL Aircraft Noise Contours (65, 70, 75) Proposed
 Project (2000) Versus No Project (2000)



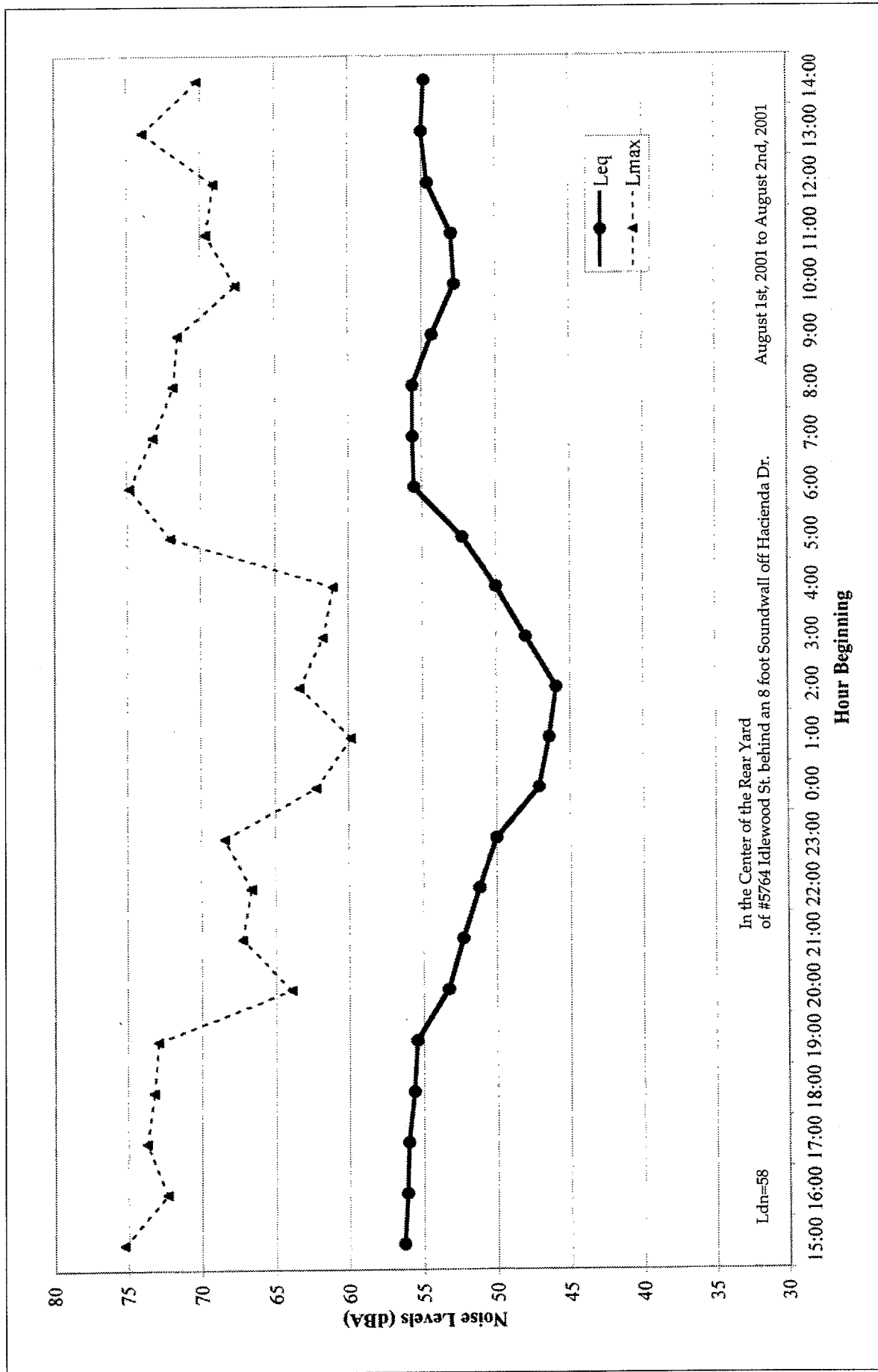
Figure 10.7
Pardee/Swan Site
Airport Noise Contours



SOURCE: Illingworth & Rodkin, Inc.
 Aerial Photo: Pacific Aerial Surveys



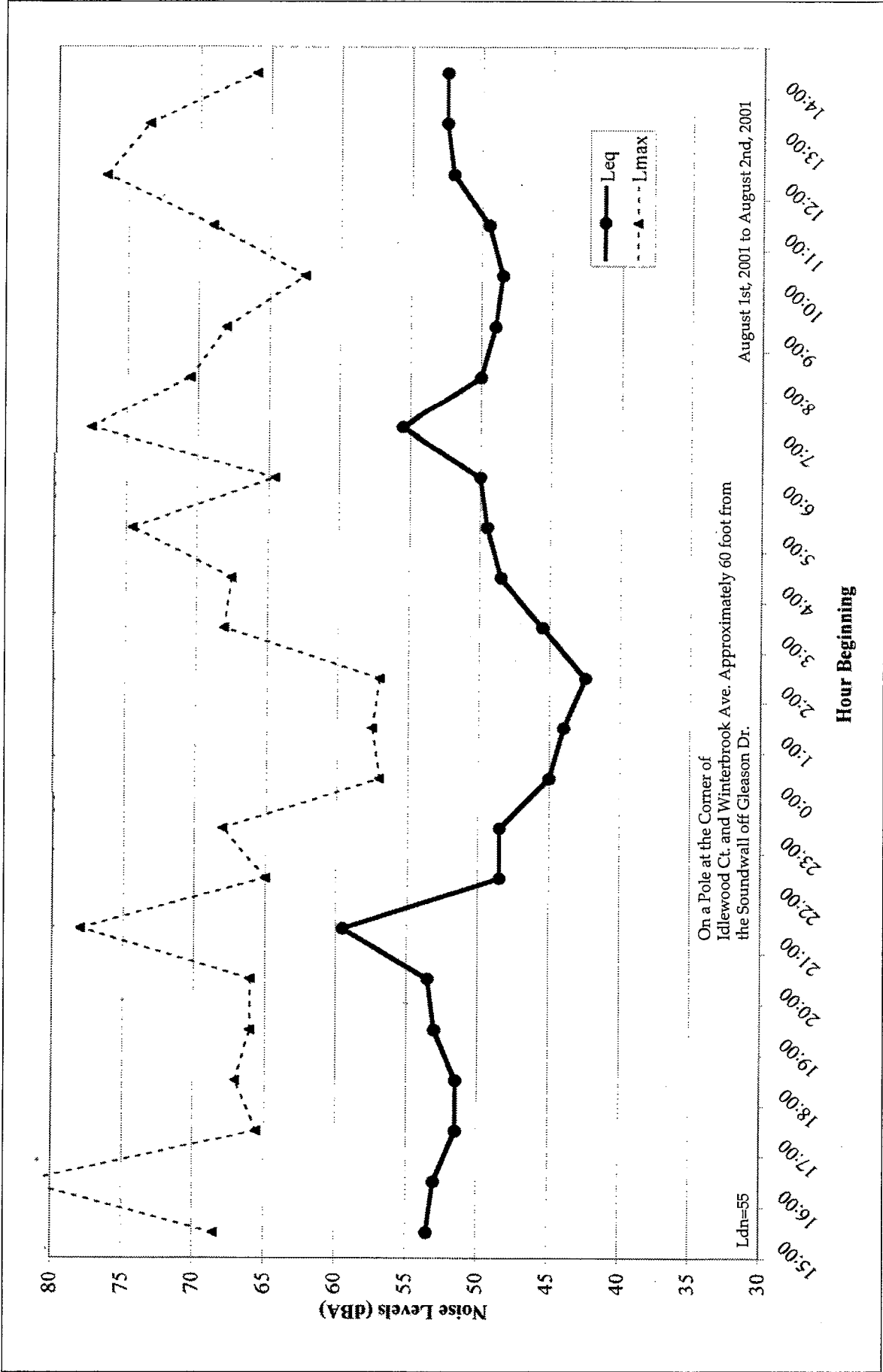
Figure 10.8
 East County Government Center Site
 Noise Measurement Locations



SOURCE: Illingworth & Rodkin Inc.



Figure 10.9
 East County Government Center Site
 Hourly Noise Levels at LT-1



SOURCE: Illingworth & Rodkin Inc.



Figure 10.10
 East County Government Center Site
 Hourly Noise Levels at LT-2

Five short-term measurements were made on the site and in the residential neighborhood southeast of the site. Site ST-2 was made closest to the Santa Rita Rehabilitation Center and was repeated simultaneously with measurements ST-3 and ST-4. The results of these short-term measurements are displayed in **Table 10.3**.

Site 15A

The Transit Center site is located in the City of Dublin on Arnold Road between Dublin Boulevard to the south and Central Parkway to the north. The site lies immediately west of the Sybase Headquarters office complex. Other office buildings lie to the north of the site across Central Parkway. Vacant lands currently lie to the south and west.

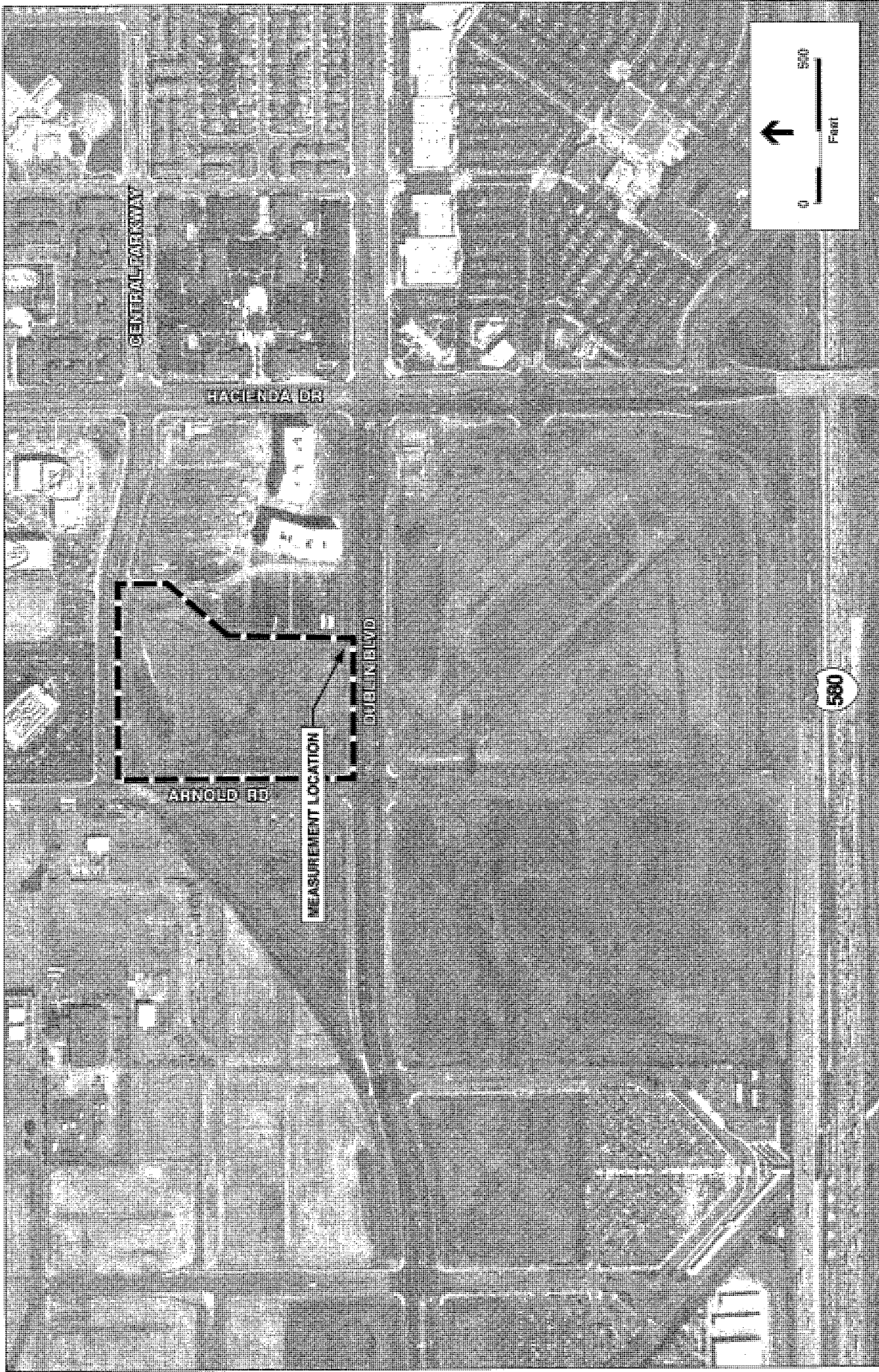
A noise measurement was conducted on October 4, 2002, 138 feet from the center of Dublin Boulevard and approximately 500 feet east of Arnold Road. The location of the measurement is depicted in **Figure 10.11**. The measurement was made where the proposed East County Hall of Justice building would be. At this location, traffic on Dublin Boulevard was the major source of noise with a total of 301 autos, 4 medium-sized trucks, 3 heavy-sized trucks and 3 buses counted during the 10-minute measurement. Typical vehicle pass-bys were measured at 53 to 61 dBA. Trucks and buses were measured between 61 and 66 dBA. The 10-minute L_{eq} at this site was 57 dBA.

Noise measurements made for the Dublin Transit Center Draft Environmental Impact Report were used to determine L_{dn} levels along Dublin Boulevard. In July 1999 a noise measurement was made at 118 feet south of Dublin Boulevard, and 42 feet west of Iron Horse Parkway. The L_{dn} was established to be 64 dBA at that location and 70 dBA along the roadway. The future baseline noise levels along Dublin Boulevard are expected to increase 5 to 6 dB, to approximately 70 dBA at a distance of 120 feet and 75 dBA along the roadway by the year 2025.

Table 10.3: East County Government Center Site – Summary of Short-term Noise Measurements

Location	Date and Time	L _{eq}	L _{max}	L ₅₀	Noise Source
ST-1: In the center of the rear yard of # 5764 Idlewood St. behind an 8 ft. masonry wall off Hacienda Dr.	8/1/01	53	64	51	Traffic on Hacienda Dr.
	14:40				Distant construction
ST-2: On the north side of the 30 ft. high berm at the northern edge of the Project site. 36 ft. from the edge Broder Blvd. across from the Santa Rita Rehabilitation Center	8/2/01	52	67	48	Traffic on Broder Blvd.
	14:46				Shooting range gunshots (52, 56, 60, 63)
ST-2: Second measurement made at site ST-2.	8/2/01	53	71	47	Traffic on Broder Blvd.
	15:20				Shooting range gunshots (49, 51, 52, 53, 54, 56)
ST-3: Measurement made simultaneously with ST-2, 250 ft. south on the other side of the 30 ft. high berm. Setback with where the proposed East County Hall of Justice would be.	8/2/01	58	70	56	Traffic on Gleason Dr.
	14:46				Distant Construction
ST-4: Measurement made simultaneously with ST-4, at the end of Idlewood Ct. 60 ft. from the 10 ft. sound wall along Gleason Dr. Setback with residences.	8/2/01	55	74	50	Shooting range gunshots (indistinguishable)
	15:20				Traffic on Gleason Dr.

Source: Illingworth & Rodkin, Inc.



SOURCE: Illingworth & Rodkin, Inc.
Aerial Photo: Pacific Aerial Surveys



Figure 10.11
Site 15A
Noise Measurement Location

10.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

This section evaluates the adverse noise effects related to the proposed Project. Both the effects of existing ambient noise on the developability of each site for its proposed use, and potential effects of noise from demolition, construction and operation at the sites upon existing sensitive receivers are evaluated.

SIGNIFICANCE CRITERIA

Under the California Environmental Quality Act (CEQA), potential noise effects from a project would be considered significant if any of the following occur:

- exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies;
- exposure of persons to or generation of excessive ground-borne vibration or ground-borne noise levels;
- a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project;
- a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project;
- for a project located within an airport land use plan or where such a plan has not been adopted within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to excessive noise levels; and
- for a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels.

CEQA does not define what noise level increase would be considered substantial. Typically, an increase in the CNEL L_{dn} noise level resulting from the project at noise sensitive land uses of 3 dBA or greater would be considered a significant impact when projected noise levels would exceed those considered acceptable for the affected land use.

For purposes of this EIS/EIR, long-term noise impacts resulting from the proposed project would cause a significant adverse environmental effect under the following conditions:

- if the noise exposure at the site exceeds levels considered normally acceptable for the intended use;
- if noise resulting from the proposed project would increase average ambient noise levels CNEL (L_{dn}) by more than 3 dBA at a sensitive receiver and the resulting noise level is above the level considered acceptable for that land use (e.g., 60 dBA L_{dn} for residences); and

- if noise resulting from the proposed project increased average ambient noise levels CNEL (L_{dn}) by more than 5 dBA and the noise level remains below that level considered acceptable for that land use (e.g., 60 dBA L_{dn} for residences).

These criteria for significance recognize:

- threshold levels of acceptability established by the local government or agency;
- that once the threshold level has been passed, any noticeable change above that level (a 3 dBA increase) results in a significant degradation of the noise environment; and
- a clearly noticeable change (5 dBA increase) in the noise environment, even though the acceptability threshold has not been reached, is considered a substantial increase and would result in a significant impact under CEQA.

Short-term impacts resulting during the construction phase are considered significant under the following conditions:

- construction site noise levels exceed levels allowed by local ordinances.
- construction site noise levels exceeding 60 dBA L_{eq} 8-hr. during the daytime (weekdays), or 55 dBA L_{eq} 8-hr. during the daytime on weekends or holidays or the nighttime, outside of a residence or other sensitive receptor, and also exceeding existing ambient noise levels.

The potential for speech interference during the daytime or sleep disturbance at night are the most appropriate criteria for the purpose of assessing demolition and construction-related noise impacts. When the daily average construction noise level exceeds 60 dBA L_{eq} in an outdoor activity area near a residence or other sensitive receptor and exceeds existing ambient noise levels, the construction noise will begin to interfere with speech communication. Construction activity at night exceeding 55 dBA L_{eq} would typically cause the noise level inside of buildings to exceed 35 dBA even when the windows are closed. A noise level in excess of 35 dBA L_{eq} will begin to interfere with sleep.

IMPACTS AND MITIGATION MEASURES

IMPACT 10.1: Noise and Land Use Compatibility

PROJECT BENEFITS/MITIGATION MEASURES

No benefits of the Project have been identified related to noise and land use compatibility.

POTENTIAL IMPACTS

Impact 10.1.1: No Action/No Project

NO IMPACT. If the No Action/No Project alternative is selected, the existing Juvenile Hall and Gale/Shenone Hall of Justice would remain in operation at their present locations. The existing noise setting at these locations is acceptable for the use based on the measured exterior noise levels at the existing Juvenile Hall vicinity (approximately 60 L_{dn} at the residential areas) and general office park setting of the existing courthouse, and because no new construction would occur under this scenario. There would be no noise/land use compatibility impacts that would result from the No Action/No Project alternative.

Impact 10.1.2: Existing San Leandro Property

NO IMPACT. The Existing San Leandro Property alternative is located at the site of the existing Juvenile Hall at 2200 Fairmont Drive. This alternative proposes the demolition of the existing buildings and the development of a new Juvenile Justice Facility further northeast up the hill.

The exterior noise exposure at the existing Juvenile Hall site is 55 to 60 L_{dn} . This is clearly compatible for the proposed use based on the noise and land use compatibility guidelines, so there would be no impact from environmental noise on the developability of the site.

Impact 10.1.3: Glenn Dyer Detention Facility

SIGNIFICANT AND UNAVOIDABLE IMPACT. The Glenn Dyer Detention Facility is proposed as an alternative site for the Juvenile Justice Facility. The site is located at 550 6th Street in the City of Oakland, and would involve the conversion and expansion of the County's existing adult detention facility.

This site is located in a severe noise environment resulting from vehicular traffic on the interstate freeway system. The estimated noise exposure at street level is 71 L_{dn} . Upper stories, above the elevation of the freeway, are exposed to noise levels of 80 to 85 L_{dn} , which is well in excess of adopted noise/land use compatibility policies. Although the interior environment within the jail facility is considered acceptable due to the substantial attenuation provided by the heavy concrete construction, the noise exposure would be considered unacceptable for the outdoor recreation component that would be added to the existing facility. This is a significant impact.

- **Mitigation Measure 10.1.3: Noise and Land Use Compatibility.** Outdoor recreation areas should be located in an orientation away from the freeway, shielded by buildings, or use noise barrier wing walls and baffling to reduce noise by 20 dB to provide an acceptable level for regular use as outdoor recreation space.

Resulting Level of Significance: Although noise could be reduced with the recommended design approaches, outdoor recreation areas are likely to remain exposed to significant noise. The existing development on the site constrains the opportunity to locate the outdoor space in a sheltered area, and the State requirements for outdoor space include natural light and ventilation, which could preclude solid walls of sufficient dimension to

shield the recreation areas from freeway noise impacts. Therefore, it is unlikely that this site could be developed to meet noise exposure standards. Implementation of the above mitigation measures would reduce the impact, but the impact would likely remain **significant and unavoidable**.

Impact 10.1.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. The Pardee/Swan Site has been proposed as an alternative for the Juvenile Justice Facility. Proposed development consists of a Juvenile Justice Facility on the eastern and central portion of the site and a four-level airport parking structure on the western portion. The Juvenile Justice facility would include housing, offices, courts, parking, and outdoor recreation for the inhabitants. The site is located near the Oakland International Airport at the intersection of Pardee Drive and Swan Way in Oakland, California.

This site is located outside of the 65 CNEL/ L_{dn} noise contour for Oakland International Airport, and had a measured L_{dn} of approximately 63 dB. As such, the site is compatible for the intended use with respect to aircraft noise and other noise sources. There is no other significant source of noise affecting the site except distant vehicular traffic on the interstate freeway system and Hegenberger Road. Therefore, the noise exposure at this site would be considered acceptable for the intended use based on adopted noise exposure standards.

Impact 10.1.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Under this alternative, the East County Government Center site would be developed with the Juvenile Justice Facility and/or the East County Hall of Justice. The development of the site would involve the removal of the existing 30-foot high earthen berm, which runs at the northern edge of the site along Broder Boulevard, for the construction of the new buildings. Access to the site would be off Arnold Road for the Juvenile Justice Facility and off Gleason Drive for the East County Hall of Justice. Secondary access from Broder Boulevard is planned for both facilities.

The Juvenile Justice Facility and East County Hall of Justice are noise sensitive land uses and would, therefore, be subject to noise and land use compatibility guidelines. Potential noise impacts resulting from vehicular traffic noise and general activity are assessed for the maximum utilization of the site, assuming both facilities are constructed there.

This site is subject to noise from vehicular traffic on Hacienda Drive. Impulsive noise from the nearby firing range is intermittently audible at the site. The exterior noise exposure at the site is L_{dn} /CNEL of 60 to 65 dBA under existing and future conditions. Noise levels in indoor and outdoor activity areas would be acceptable for the intended uses based on attenuation provided by structural systems of the building, i.e. the heavy masonry construction of the housing pods and perimeter wall around the recreation yards for the Juvenile Justice Facility, and by the distance from the major roadways for the East County Hall of Justice. This is a less than significant impact.

Impact 10.1.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Site 15A has been proposed as a possible location for the East County Hall of Justice. This alternative consists of the development of an East County Hall of Justice building on the southern portion of the site along Dublin Boulevard and a multistory parking structure on the northern portion of the site along Central Parkway. Access to the site would be from Arnold Road with secondary parking structure access from Central Parkway and limited access from Dublin Boulevard.

Vehicular traffic noise along Dublin Boulevard is currently estimated at about 70 L_{dn} /CNEL. A significant increase in vehicular traffic noise is projected for Dublin Boulevard as the area develops. As discussed in the **Affected Environment** section, the future exterior noise level is expected to increase to about 75 L_{dn} along Dublin Boulevard. The noise exposure at the site is, therefore, conditionally acceptable/unacceptable for the proposed institutional/office use. This is a potentially significant impact.

- **Mitigation Measure 10.1.6: Noise and Land Use Compatibility.** During design development, the County should specify the acoustical criteria for each interior space, and incorporate the necessary sound insulation treatments, such as heavy glazing and additional wall insulation, to provide an exterior-to-interior noise reduction sufficient to meet the acoustical criteria. Typically, a sound reduction of 15 to 20 dB is feasible in institutional construction, which would provide the necessary reduction to meet noise exposure and functional standards for this use.

Resulting Level of Significance: Implementation of the above mitigation measure would reduce the Project's impact to a **less-than-significant** level.

IMPACT 10.2: Vehicular Traffic Noise Increase

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified related to vehicular traffic noise generated by the proposed uses.

POTENTIAL IMPACTS

Impact 10.2.1: No Action/No Project

NO IMPACT. If the No Action/No Project alternative is selected, the existing Juvenile Hall and Gale/Shenone Hall of Justice would remain in operation at their present locations. The existing noise setting at these locations is acceptable for the use. There would be no traffic noise impacts that would result from the No Action/No Project alternative because no change in use would occur at the existing facilities.

Impact 10.2.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The development of a new Juvenile Justice Facility at the Existing San Leandro Property would result in an incremental increase in vehicular traffic on local roadways. Because there is an existing Juvenile Hall on the site, this incremental increase will not cause a substantial increase in vehicular traffic noise at sensitive receivers in the area. Traffic projections for the 420- and 540-bed alternatives were examined at intersections surrounding the Project site. Traffic noise would increase by less than one or two decibels along most local roadways. As a worst case, traffic noise could increase along Fairmont Drive between Foothill Boulevard and the existing Juvenile Hall driveway entrance by between 2 and 3 dBA with the 540-bed alternative. This increase would be a less-than-significant impact because the resulting noise level would be acceptable according to land use compatibility standards for the neighboring residential and institutional uses along this roadway segment. And the project's increase in noise levels would be below the threshold of human perception. On-site activity-generated noise will not significantly increase above existing on-site generated noise at any sensitive receivers in the area, particularly because the new facility would be located about 750 feet farther from the residences than the existing facility. Activity at the site would be similar in character to the ongoing use of the juvenile detention camp, so no incompatibility would exist for that use. No mitigation is required for this less-than-significant impact.

Impact 10.2.3: Glenn Dyer Detention Facility

NO IMPACT. Given the severe traffic noise environment in the area around the Glenn Dyer Detention Facility resulting from traffic on I-880, Project-generated traffic will not cause any substantial increases in traffic noise in the area. Using traffic data provided for the local streets, it is estimated that on streets immediately surrounding the site the local street traffic noise could increase by less than 3 dBA along 6th and 7th streets as a result of Project-generated traffic. Because noise from I-880 dominates the noise environment in the area, overall ambient noise levels will not increase as a result of this alternative at sensitive receivers, particularly apartment dwellers, which are located east of the site. The high noise exposure in the area will also mask any on-site generated operational noise, such as outdoor play activity and vehicular traffic at the sallyport.

Impact 10.2.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. There are no known noise sensitive land uses along the access routes to the Pardee/Swan Site. The Project would, therefore, not cause a traffic noise impact to sensitive noise receptors along local roadways. The only noise-sensitive receivers immediately adjacent to the Project site would be visitors to the East Bay Regional Park District facility to the west. A picnic area is located approximately 250 feet from the site's western boundary and from Swan Drive. The possible parking garage would be located an additional approximately 100 feet from the site's western boundary. Vehicular noise from activity at the new parking garage would be masked by the existing noise setting, which includes a variety of distant traffic, local traffic and aircraft noise sources and a resulting L_{dn} of approximately 63 dB. An increase of up to 3 dB would not be significant, as the land use compatibility guidelines

indicate that noise levels up to 67 dB are acceptable for parks. The operation of the Project on this site would not cause a significant noise impact upon any surrounding land uses.

Impact 10.2.5: East County Government Center

SIGNIFICANT AND UNAVOIDABLE IMPACT. There are noise-sensitive receivers southeast of the East County Government Center site across Gleason Drive, east of Hacienda Drive in the Summerhill residential subdivision. Additional residential neighborhoods are located along Gleason Drive, Hacienda Drive, and Tassajara Road. These single-family residences could potentially be affected by traffic noise increases on Hacienda Drive south of Gleason Drive and on Gleason Drive east of Hacienda Drive where access to the site would be concentrated. Traffic noise conditions on these roadway links were examined using the average daily traffic volumes for existing, baseline and various Project scenarios. The residences closest to the site are currently shielded from vehicular traffic noise by an 8-foot tall sound wall on Hacienda Drive and by a 10-foot wall on Gleason Drive. Future baseline traffic increases could affect traffic noise on Hacienda Drive by approximately 3 dBA near the Project site, and by about 2 dBA along Gleason Drive. Those baseline levels would occur without the Project, due to other development planned and approved for the area, particularly other residential development to the east, and office development near Hacienda Drive.

The various Project scenarios at the East County Government Center site would increase traffic noise levels over the existing and baseline conditions to a varying degree, depending on the scale of the Project and the number of trips it creates. **Table 10.4** provides a summary of the expected increase in traffic noise over the existing and baseline levels for the various Project scenarios considered in the traffic study. These alternatives are Scenarios A1 and A2 (the development of a Juvenile Justice Facility and East County Hall of Justice at the East County Government Center site for 420-bed and 540-bed options, respectively); Scenario B (only an East County Hall of Justice at the East County Government Center); Scenarios C1 and C2 (only a Juvenile Justice Facility at the East County Government Center for 420-bed and 540-bed options with the East County Hall of Justice elsewhere in Dublin). Scenario D (only the East County Hall of Justice, located at Site 15A) is addressed separately, below.

Depending on the development scenario for the East County Government Center alternative, traffic data indicates that there could be an increase of 3 to 6 dBA on Hacienda Drive over existing conditions. The baseline traffic conditions, which would be present when the Project is constructed, would add about 3 dBA to the existing noise levels. Project alternatives would result in further traffic noise level increases of about 1.5 to 2.9 dBA along Hacienda Drive. Other local roadways would experience an increase of less than 3 dBA over the future baseline conditions. Because increases on Hacienda Drive are greater than 3 dBA and future noise levels would equal or exceed the 60 dB $L_{dn}/CNEL$ goal for land use compatibility, the impacts of traffic noise are considered significant.

Table 10.4: Significant Traffic Noise Increases Near the East County Government Center (in dBA)

Segment	Future Baseline Increase	Scenario A1 (420 to 450 Beds and Hall of Justice)	Scenario A2 (540 Beds and Hall of Justice)	Scenario B (Only Hall of Justice)	Scenario C1 (420 to 450 Beds w/o Hall of Justice)	Scenario C2 (540 Beds w/o Hall of Justice)
Hacienda Dr. South of Gleason Dr.	3.2	5.8 (2.6) ¹	6.1 (2.9)	5.0 (1.8)	4.7 (1.5)	5.0 (1.8)

¹ Numbers in parentheses represent the Project's incremental increases in noise levels along segment, over baseline. Tenths of a decibel are shown for informational purposes, to indicate the minor variation among alternatives. In fact, decibels are measured as whole numbers, so the impact is rounded up.

Sound walls were constructed by the housing developers at the time the housing was constructed to control future traffic noise levels in this rapidly developing area of Dublin. Those walls were generally intended to address long-term traffic noise projected as a result of build-out of the Eastern Dublin Specific Plan; it is not reasonable or feasible to consider increasing the heights of the existing barriers to address the actual noise conditions in the area or the incremental increase in noise resulting from this Project. The City of Dublin found that the East Dublin Specific Plan would result in significant unavoidable traffic noise to existing residences as a result of cumulative development allowed under the Specific Plan. The City acknowledged that physical constraints may prevent full mitigation of the traffic noise impact.

- **Mitigation Measure 10.2.5a: Traffic Noise.** In the future, the City and/or County could consider the use of "quiet pavement" options such as Open Grade Asphalt Concrete or Rubberized Asphalt to reduce traffic noise in the area when resurfacing local roadways. This pavement could reduce noise by up to 3 dBA, which would reduce the Project's traffic noise impact to below 3 dBA and therefore be less than significant.

Resulting Level of Significance: Significant and unavoidable in the short-term. Long-term pavement resurfacing as part of regularly scheduled maintenance could reduce noise in the long term.

Impact 10.2.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Due to the high volume of vehicular traffic in the vicinity and the absence of noise-sensitive receivers, the proposed Project will not cause any substantial increases in vehicular traffic noise in the area. Based on the Project traffic study, noise levels would increase less than 1 dB over predicted baseline traffic noise increases of approximately 3.6 dB, which would occur without the Project.

IMPACT 10.3: Construction Noise

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No benefits related to construction noise have been identified as part of the Project.

POTENTIAL IMPACTS**Impact 10.3.1: No Action/No Project**

NO IMPACT. If the No Action/No Project alternative is selected, the existing Juvenile Hall and Gale/Shenone Hall of Justice would remain in operation at their present locations. There would be no construction noise impacts that would result from the No Action/No Project alternative.

Impact 10.3.2: Existing San Leandro Property

SIGNIFICANT AND UNAVOIDABLE IMPACT. The development of a new Juvenile Justice Facility at any of the alternative sites would include the demolition of the existing Juvenile Hall following construction of the new Juvenile Justice Facility. Typical noise levels generated during demolition and construction are shown in **Table 10.5**, including source noise levels at 50 feet from a piece of equipment. Hourly average noise levels generated during construction are shown in **Table 10.6**. Hourly average construction noise levels during busy construction phases would exceed 60 dBA L_{eq} within approximately 600 to 700 feet of the construction or demolition site.

Noise from construction would be mitigated by distance, since the new Juvenile Justice Facility would be located approximately 750 to 1000 feet from the nearest residence. However, noise levels at the closest existing residences in the area and existing detainees at the Juvenile Hall and camps are expected to exceed the 60 dBA L_{eq} threshold and substantially exceed existing ambient noise levels (approximately 64 L_{dn}) during construction of a new facility on the site and during demolition of the existing facility. The impact of demolition would occur for any of the “build” alternatives for the Juvenile Justice Facility.

Mitigation Measure 10.3.2: Controls on Construction Equipment and

Activity. Project demolition/construction-period noise impacts on nearby residents could be reduced by incorporating the following conditions in construction contracts:

- *Construction Scheduling.* Limit noise-generating demolition/construction activities, including truck traffic coming to and from the site for any purpose, to daytime, weekday nonholiday hours (7:00 a.m. to 6:00 p.m.).
- *Construction Equipment Mufflers and Maintenance.* Properly muffle and maintain all construction equipment powered by internal combustion engines.
- *Idling Prohibitions.* Prohibit unnecessary idling of internal combustion engine.
- *Equipment Location and Shielding.* Locate all stationary noise-generating construction equipment such as air compressors as far as practical from existing nearby residences and other noise-sensitive land uses. Acoustically shield such equipment.

**Table 10.5: Typical Ranges of Energy Equivalent Noise Levels at 50 Feet,
L_{eq} in dBA, at Construction Sites**

	Domestic Housing		Office Building, Hotel, Hospital, School, Public Works		Industrial Parking Garage, Religious Amusement & Recreations, Store, Service Station		Public Works Roads & Highways, Sewers and Trenches	
	Case I	Case II	Case I	Case II	Case I	Case II	Case I	Case II
Ground Clearing	83	83	84	84	84	83	84	84
Excavation	88	75	89	79	89	71	88	78
Foundations	81	81	78	78	77	77	88	88
Erection	81	65	87	75	84	72	79	78
Finishing	88	72	89	75	89	74	84	84

Source: U.S. EPA, *Legal Compilation on Noise*, Vol. 1, p. 2-104, 1973.

Notes: Case I - All pertinent equipment present at site.

Case II - Minimum required equipment present at site.

- *Quiet Equipment Selection.* Select quiet construction equipment, particularly air compressors, whenever possible. (Fit motorized equipment with proper mufflers in good working order).
- *Notification.* Notify neighbors located within 500 feet of the construction site of the construction schedule, in writing.
- *Noise Disturbance Coordinator.* Designate a "noise disturbance coordinator" who would be responsible for responding to any local complaints about construction noise. The disturbance coordinator would determine the cause of the noise complaint (e.g., starting too early, bad muffler, etc.) and would require that reasonable measures warranted to correct the problem be implemented. Conspicuously post a contact telephone number for the disturbance coordinator at the construction site and include it in the notice sent to neighbors regarding the construction schedule. (The Agency should be responsible for designating a noise disturbance coordinator and the individual project sponsor should be responsible for posting the phone number and providing construction schedule notices.).

Table 10.6: Construction Equipment Noise Level Range

	A-Weighted Noise Level (dB) at 50 Feet					
	60	70	80	90	100	110
Earth Moving:						
Compactors (Rollers)			75	85		
Front Loaders		70	85	100		
Backhoes		70	85	100		
Bulldozers		75	85	100		
Scrapers, Graders		75	85	100		
Pavers		80	90			
Trucks		70	85	100		
Materials Handling:						
Concrete Mixers		75	85	95		
Concrete Pumps		75	85			
Cranes (Movable)		75	85	100		
Cranes (Derrick)		85	90			
Stationary:						
Pumps		70	80			
Generators		70	80			
Compressors		70	85			
Impact Equipment:						
Pneumatic Wrenches		80	90			
Jackhammers & Rock Drill		75	85	100		
Pile Drivers (Peak)		85	95	105		
Others:						
Vibrators		70	80			
Saws		70	85	100		

Source: Handbook of Noise Control, Cyril M. Harris, 1979

Resulting Level of Significance: Although the mitigation measures would reduce demolition / construction equipment noise, a **significant unavoidable impact** would remain for an extended period of time for some residents near the activity.

Impact 10.3.3: Glenn Dyer Detention Facility

SIGNIFICANT AND UNAVOIDABLE IMPACT. There are mixed residential and commercial land uses to the east of the site that would be affected adversely during the construction phase, including demolition of the interior of the existing facility and the two-story portion of the facility and erection of the new 10-story recreational wing, additional floor of housing, and interior renovation, if the new Juvenile Justice Facility were constructed at the Glenn Dyer Detention Facility. Construction noise levels in Oakland are regulated through Section 7701 of the Oakland Planning Code. At a residential receiver, a daily average noise level of 65 dBA is the significance threshold. Construction/demolition noise levels would exceed the noise ordinance limits at the nearby receivers and could occasionally substantially exceed existing ambient noise levels at these receivers. Under this alternative, there also would be demolition at the Existing San Leandro Property as described in **Impact 10.3.2**, above.

- **Mitigation Measure 10.3.3: Controls on Construction Equipment and Activity.** See Mitigation Measure 10.3.2. The same mitigation measures would apply to the construction/demolition period at the Glenn Dyer Detention Facility as for the demolition period at the existing Juvenile Hall site.

Resulting Level of Significance: Although the mitigation measures would reduce demolition / construction equipment noise, a **significant unavoidable impact** would remain for an extended period of time for some residents near the activity.

Impact 10.3.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. There are no noise sensitive residential receivers in the vicinity of the Pardee/Swan Site, but park users likely would be present while the parking garage is being built and trail users likely would be present while the Juvenile Justice Facility is being built. Although construction noise would intermittently exceed existing levels and may cause noise levels to exceed 60 dBA L_{eq} , this would not cause a significant impact upon the transient use of the park and trail facilities because the visitors are present for relatively short periods of time. Construction activities will, therefore, cause a less than significant impact. Under this alternative, there also would be the demolition at the Existing San Leandro Property as described for **Impact 10.3.2**, above. The same mitigation measures would apply to the demolition activity at the existing Juvenile Hall site.

Impact 10.3.5: East County Government Center

SIGNIFICANT AND UNAVOIDABLE IMPACT. Noise sensitive receivers would be located south and east of the East County Government Center site, within approximately 450 feet of the proposed buildings and about 100 feet from the closest construction activity, including the parking lot and landscaping along Gleason Drive. Construction noise could exceed 60 dBA L_{eq} . Under this alternative, there also would be demolition at the Existing San Leandro Property as described for **Impact 10.3.2**, above. The same mitigation measures would apply to the demolition activity at the existing Juvenile Hall site.

Implementation of the following mitigation measure would reduce the noise impact of construction on local residences, but would not reduce the level to less than significant.

- **Mitigation Measure 10.3.5: Controls on Construction Equipment and Activity.** See Mitigation Measure 10.3.2. The same mitigation measures would apply to the construction period at the East County Government Center site as for the demolition period at the existing Juvenile Hall.

Resulting Level of Significance: Although the mitigation measures would reduce demolition / construction equipment noise, a **significant unavoidable impact** would remain for an extended period of time for some residents near the activity.

Impact 10.3.6: Site 15A

NO IMPACT. There are no noise sensitive receivers in the vicinity of Site 15A. Construction activities will, therefore, cause no significant adverse impacts. Construction of the new East County Hall of Justice is not associated with the demolition of the existing Juvenile Hall or the existing Gale/Shenone Courthouse, so there would be no demolition-related noise impacts.

Air Quality

11.1 AFFECTED ENVIRONMENT

This EIR section describes potential local and regional air quality impacts resulting from five possible Project options. This section has been prepared using methodologies and assumptions recommended by the Bay Area Air Quality Management District (BAAQMD) CEQA Handbook (BAAQMD, 1999). This section describes existing air quality, construction period impacts, emissions associated with Project operation, the impacts of Project emissions on local and regional air quality, cumulative impacts and mitigation measures to reduce or avoid identified significant impacts. The five possible sites can be generally classified into two locations: Oakland/East Bay, and Dublin.

CLIMATE AND AIR QUALITY CONDITIONS

Sites in Oakland/East Bay

The potential Project sites are in the eastern shore of the San Francisco Bay. The area along the bay is primarily flat, and climate is usually controlled by marine air coming across the bay from the Pacific Ocean. During the day, especially on summer afternoons, the prevailing wind flows from the north or northwest. In winter, wind speeds are lower, and wind may flow in from the northerly or easterly directions when weather is fair, but storms often bring southerly winds. Wind speeds in the area are generally moderate, with an annual average speed of about 5 mph, although summer afternoon wind speed can average 12 mph or more (at Oakland International Airport, Moffett Field Naval Air Station (NAS)). Highest wind speeds occur during afternoons in late spring and summer. Average maximum summer temperatures are in the 70s with minimums of about 55. Maximum winter temperatures averages in the low 60s, while the minimum temperatures are in the low 40s. Average rainfall at Oakland is 18 inches, with the bulk of that falling in winter months.

Sites in or near Dublin

The Oakland Hills separate Dublin (in the Amador Valley of eastern Alameda County) from Oakland and San Leandro, which lie along the San Francisco Bay. Amador Valley is a part of the Livermore subregional air basin, distinct from the larger San Francisco Bay Air Basin. The climate in Dublin is warmer in summer and has less ventilation in winter, so pollution levels are often higher than along the margin of the San Francisco Bay. Summer winds are mostly from the west, averaging about 5 mph. In winter, average wind speed drops a few miles per hour, and the

wind can blow from almost any direction depending on regional weather conditions. Average summer high temperatures are in the high 80s while summer lows average in the low 50s, although the area has recorded temperatures exceeding 110 degrees. Winter high temperatures average about 60, with nighttime lows averaging about 35. Average rainfall in the Dublin-Livermore area is about 15 inches per year, with most of that falling between November and April.

Pollution potential in the Amador Valley is high due to several factors. First, surrounding hills tend to trap emissions from industry and motor vehicles. Several major freeways run through the valley with commensurate high levels of vehicle emissions. Second, the valley is located downwind of pollution sources in other parts of the San Francisco Bay or San Joaquin Valley to the east. Inversions, where a mass of warmer air traps a cooler layer below it, can occur in Alameda County at almost any time of year, with morning and afternoon inversions occurring about 90% of the time in summer months. Upper atmosphere inversions occur in late summer, trapping pollutants near the surface, and causing a buildup of smog. Light winds and very stable conditions associated with surface-based inversions during the late fall and winter contribute to the buildup of particulate matter. Major fall and winter pollutant sources are motor vehicles, agriculture and wood burning in fireplaces and stoves.

Sensitive Receptors

Some groups of people are more affected by air pollution than others. Children, the elderly and people with respiratory disease or chronic health problems are typically more sensitive to air pollution. The land uses associated with possibly sensitive receptors include schools, hospitals, playgrounds, retirement homes, child-care centers, convalescent homes, medical clinics and residences.

State and Federal Regulatory Background

The Federal and California Clean Air Acts have established ambient air quality standards for different pollutants. National ambient air quality standards (NAAQS) were established by the federal Clean Air Act of 1970 (amended in 1977 and 1990) for six *criteria* pollutants (those pollutants with criteria for exposure based on health risks and environmental effects). These criteria pollutants include ozone (O₃), carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), inhalable particulate matter (PM₁₀ and PM_{2.5}) and lead (Pb). California established ambient air quality standards as early as 1969 through the Mulford-Carrell Act. Pollutants regulated under the California Clean Air Act are similar to those regulated under the Federal Clean Air Act. In many cases, California standards are more stringent than the national ambient air quality. The six criteria air pollutants are described below.

Criteria pollutants

- 1 Ozone (O₃). Ground-level ozone is the principal component of smog. Ozone is not directly emitted into the atmosphere, but is formed by the photochemical reaction of ozone precursors. These compounds are generally of two classes: reactive organic gases (ROG) and nitrogen oxides (NO_x). Ozone levels are highest during late spring through

late summer when precursor emissions are high and meteorological conditions are favorable for the necessary complex photochemical reactions to occur. Motor vehicles are the predominant source of reactive ozone precursor emissions in the San Francisco Bay region.

- 2 Carbon monoxide (CO). CO is a nonreactive pollutant that is highly toxic, invisible and odorless. It is formed by the incomplete combustion of fuels. The largest source of CO emissions is motor vehicles. Wood stoves and fireplaces also contribute to high levels of CO. Unlike ozone, CO is directly emitted to the atmosphere. The highest CO concentrations occur during the nighttime and early mornings in late fall and winter. Ambient CO levels are strongly influenced by meteorological factors such as wind speed and atmospheric stability.
- 3 Nitrogen dioxide (NO₂). Nitrogen dioxide is a reddish-brown gas that is a by-product of combustion processes. Automobiles and industrial operations are the primary sources of nitrogen dioxides. In addition to being a regulated criteria pollutant alone, nitrogen dioxide contributes to ozone smog formation.
- 4 Sulfur dioxide (SO₂). Sulfur dioxide is a colorless gas with a strong odor and potential to damage materials. SO₂ is produced by the combustion of sulfur-containing fuels such as oil and coal. Refineries, chemical plants and diesel exhaust are the primary sources of sulfur dioxide emissions in the region.
- 5 Inhalable particulates. Inhalable particulate is composed of two classes of compounds: PM₁₀ and PM_{2.5}. PM₁₀ means particulate matter 10 microns or less in diameter; likewise, PM_{2.5} refers to particulate matter 2.5 microns or less in diameter. PM_{2.5} is a subset of PM₁₀ that has pronounced health effects, so a stringent federal standard was recently adopted by the United State Environmental Protection Agency (U.S. EPA). Sources of inhalable particulates include smoke, dust, aerosols and metallic oxides. Some inhalable particulates are considered toxic. Although particulates are found naturally in the air (such as sea salt), most particulate matter found in the region are emitted either directly or indirectly by motor vehicles, industry, construction, agricultural activities and wind erosion of disturbed areas. Most PM_{2.5} is comprised of combustion products (i.e., soot).
- 6 Lead (Pb). Lead occurs in the atmosphere as particulate matter. It is primarily emitted by gasoline-powered motor vehicles burning fuel containing tetra ethyl lead, which has been virtually eliminated. As a result of lead being eliminated from fuels, levels in the Bay Area have dropped dramatically. Lead concentrations in the Bay Area are well below the ambient standards and are not forecasted to increase.

Table 11.1 shows a summary of federal and state ambient air standards. The table also describes major emission sources for each compound and its potential negative effects.

**Table 11.1: Ambient Air Quality Standards For Criteria Pollutants
Parts Per Million (ppm) Or Micrograms Per Cubic Meter ($\mu\text{g}/\text{m}^3$)**

Pollutant	Averaging Time	California Standard	Federal Primary Standard	Pollutant Health and Atmospheric Effects	Major Pollutant Sources
Ozone (O_3)	1 hour	0.09 ppm	0.12 ppm	Irritation and possibly permanent lung damage.	Motor vehicles, including refining and gasoline delivery.
	8 hours	---	0.08 ppm		
Carbon Monoxide (CO)	1 hour	20 ppm	35 ppm	Deprives body of oxygen in the blood. Causes headaches and worsens respiratory problems.	Primarily gasoline-powered internal combustion engines.
	8 hours	9.0 ppm	9.0 ppm		
Nitrogen Dioxide (NO_2)	Annual Average	---	0.05 ppm	Irritating to eyes and respiratory tract. Colors atmosphere reddish-brown.	Motor vehicles, petroleum-refining, power plants, aircraft, ships, and railroads.
	1 hour	0.25 ppm	---		
Sulfur Dioxide (SO_2)	Annual Average	---	0.03 ppm	Irritates and may permanently injure respiratory tract and lungs. Can damage plants, destructive to marble, iron, and steel. Limits visibility and reduces sunlight.	Fuel combustion, chemical plants, sulfur recovery plants, and metal processing.
	1 hour	0.25 ppm	---		
	24 hours	0.04 ppm	0.14 ppm		
Particulate Matter (PM_{10})	Annual Mean	$30 \mu\text{g}/\text{m}^3$	$50 \mu\text{g}/\text{m}^3$	May irritate eyes and respiratory tract, decreases in lung capacity, cancer and increased mortality. Produces haze and limits visibility.	Industrial and agricultural operations, combustion, atmospheric photochemical reactions, and natural activities (e.g. wind-raised dust and ocean sprays).
	24 hours	$50 \mu\text{g}/\text{m}^3$	$150 \mu\text{g}/\text{m}^3$		
Particulate Matter ($\text{PM}_{2.5}$)	Annual Mean	$12 \mu\text{g}/\text{m}^3$	$15 \mu\text{g}/\text{m}^3$	Same as PM_{10} .	Same as PM_{10} .
	24 hours	---	$65 \mu\text{g}/\text{m}^3$		
Lead	Monthly	$1.5 \mu\text{g}/\text{m}^3$	---	Disturbs gastrointestinal system, and causes anemia, kidney disease, and neuromuscular and neurologic dysfunction (in severe cases).	Present source: lead smelters, battery manufacturing & recycling facilities. Past source: combustion of leaded gasoline.
	Quarterly	---	$1.5 \mu\text{g}/\text{m}^3$		

Source: Illingworth & Rodkin, Inc.

Regional Air Quality Planning

The Bay Area Air Quality Management District (BAAQMD) regulates air quality in the Alameda County area. The District primarily regulates stationary sources and develops plans to achieve and maintain air quality standards. The California ARB and EPA have jurisdiction over mobile sources. To protect public health the BAAQMD has adopted plans to achieve ambient air quality standards. The BAAQMD must continuously monitor its progress for plan implementation. The BAAQMD must report this effort regularly to the ARB and the EPA. It must also periodically revise its attainment plans to reflect new conditions and requirements.

In general, the Bay Area has a moderately high potential for air pollution due to its six million people, its refineries and other industry, and to a lesser extent, geography and climate. It is a nonattainment area (ambient levels exceed the respective state or federal air quality standard) for ground-level ozone, PM₁₀ and PM_{2.5}. Winds often move ozone precursors generated in Alameda County to other parts of the region, where smog is formed several hours later (hence the highest pollution levels in the area occur in the warmer inland valleys). The BAAQMD tries to exercise a uniform emission control effort that will bring the entire region into compliance with state and federal standards as quickly as possible.

The BAAQMD prepared its first ozone attainment plan to meet California standards in 1991. Triennial assessments and revisions to the Clean Air Plan (CAP) have subsequently been prepared in 1994, 1997 and 2000. The 2000 Bay Area CAP contains specific measures intended to improve air quality through tighter industry controls, cleaner cars and trucks, and cleaner fuels. The plan encourages cities and counties to adopt measures to support this clean air goal. Any project that attracts automobile traffic may be found to have a significant air quality impact, according to BAAQMD, if the project's traffic generation has not been properly anticipated in the regional air quality plan. No air quality plans are required for areas violating the state PM₁₀ standard.

To fulfill Clean Air Act requirements for the San Francisco Bay Area Air Basin, the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC) and BAAQMD jointly prepared a Bay Area Air Quality Plan in 1982. This plan predicted attainment of all national clean air standards within the basin by 1987. Attainment of the federal ozone standard has not yet occurred. In contrast, the state and national carbon monoxide standards have been met, and a Carbon Monoxide Maintenance Plan (ABAG, 1994) has been adopted.

Toxic Air Contaminants (TACs)

In addition to the criteria air pollutants discussed earlier, toxic air contaminants (TACs) are found in ambient air. Sources include industry, agriculture, motor vehicles and commercial operations. These contaminants are typically found in low concentrations near their source (e.g., vinyl chloride near a fiberglass plant). However, chronic exposure can result in adverse health effects. TACs are regulated at the local, state and federal levels.

Diesel exhaust is the predominant TAC in urban air, representing about two-thirds of the population cancer burden attributed to this class of compounds. According to the California Air Resources Board (ARB, 2002):

“Unlike an assessment of a single chemical, diesel exhaust is a complex mixture of thousands of gases, vapors and fine particles, and in turn, makes the evaluation of health effects of diesel a complex scientific issue. Sorting out the contributions between the chemicals and particles is scientifically challenging. Some of the chemicals, such as benzene and formaldehyde, have been previously identified as TACs by the ARB and are listed as carcinogens either under the state's Proposition 65 or under the federal Hazardous Air Pollutants (HAPS) programs.”

The BAAQMD Air Toxics Hot Spots Program shows that there are no known industrial facilities within the nine-county air district that present a risk greater than 10 in one million (BAAQMD, 2001).

Attainment of Federal Standards and Conformity Analysis

Compliance with National Ambient Air Quality Standards (NAAQS)

If an area, such as BAAQMD, does not meet one of the National Ambient Air Quality Standards (NAAQS), the EPA designates it as *nonattainment* for that particular pollutant. The EPA requires states with nonattainment areas to prepare air quality plans showing how the standards will be met in the future. Incremental progress is required toward meeting the NAAQS, and areas with the most acute problems must adopt the most stringent rules on new and existing emission sources. These federal air quality plans are referred to as State Implementation Plans (SIPs). If an area does not make forward progress or fails to submit an adequate plan sanctions may be imposed, such as withholding federal highway funds.

Prior to 1989, the Bay Area was classified as a *moderate nonattainment* for carbon monoxide. Since 1991, with the introduction of reformulated gasoline and oxygenates (e.g. MTBE), the federal CO standard has been achieved and not exceeded. Motor vehicle inspection programs have also played a part in reducing CO in areas with heavy auto traffic. In 1998, the EPA reclassified the BAAQMD as a carbon monoxide *maintenance area*.

During the early 1990s, the BAAQMD recorded no violations of federal 1-hour ozone standards. After several years of high ozone levels, in 1997 the EPA revoked the region's clean air status and designated the area as *unclassified nonattainment* for the one-hour standard. The BAAQMD and Metropolitan Transportation Commission subsequently prepared an ozone SIP. This plan was submitted to EPA in 1999. This plan was designed to show how the region would attain the federal one-hour ozone standard by the end of the 2000 ozone season (which it did not). Accordingly, EPA required the SIP to adopt additional control measures sufficient to demonstrate attainment by 2006.

Conformity Analysis

Section 176(c) of the 1990 Clean Air Act amendments outlines the requirements for federally funded projects to conform with efforts to meet and sustain the NAAQS. Section 176(c) also assigns responsibility for conformity assurance to the federal agency undertaking (or funding) the project. Responsibility cannot be transferred by the responsible agency to EPA, state, or local agencies (e.g. BAAQMD). Conformity requires federally-funded or supported activities not, (1) cause or contribute to any new air quality standard violation, (2) increase the frequency or severity of any existing standard violation, or (3) delay the timely attainment of any standard, interim emission reduction, or other SIP milestone aimed at bringing the region into attainment.

In 1993 the EPA issued conformity regulation (40 CFR Parts 51 and 93) that addressed transportation projects (Transportation Conformity). The regulations also include a section for all other non-transportation federal actions (General Conformity). The General Conformity regulations apply to all projects that would cause emissions of criteria pollutants above specified levels in areas designated non-attainment or maintenance. In the Bay Area, this rule applies to ozone precursors (ROG and NO_x) and CO in excess of 100 tons per year, or if the emissions are more than 10 percent of the inventory for the pollutant of concern. Projects that are subject to General Conformity must mitigate or fully offset the emissions cause by the action. This includes both direct (fossil fuel burning) and indirect (traffic) emissions. The BAAQMD adopted and incorporated the General Conformity regulations into the SIP in 1994.

Existing Air Quality Conditions

Criteria Pollutants

Ambient air quality is affected by the rate and concentration of pollutant emissions and meteorological conditions. Factors such as wind speed, atmospheric stability and mixing height all affect the atmosphere's ability to mix and disperse pollutants. Long-term variations in air quality typically result from changes in emissions, while short-term variations result from changes in atmospheric conditions. A number of continuous air monitoring stations are operated by government agencies in the East Bay. The monitors in Oakland, Fremont and Livermore are representative of conditions near the various possible sites for the new facilities. State and federal air quality standards, and the highest local air pollutant levels measured over the past 3 years (1999–2001) are reported in **Table 11.2**.

Measured air pollutant data indicate that ground-level ozone, PM₁₀ and PM_{2.5} are the air pollutants of greatest concern. Ambient air pollution data typically receive great scrutiny and quality assurance testing, so final data lag about one year behind the current calendar year. Hence, data examined in this report are for the most recent three years of record, ending on December 31, 2001. This section summarizes information for the 3-year period from 1999 to 2001.

Table 11.2: Measured Criteria Air Pollutant Concentrations in Alameda County

Pollutant and Measurement Location	Averaging Time	California Ambient Air Quality Standard	National Ambient Air Quality Standard	Measured Levels		
				1999	2000	2001
Ozone (O₃)						
Oakland	1-hour	0.09 ppm	0.12 ppm	0.08 ppm	0.07 ppm	0.07 ppm
	8-hour	---	0.08 ppm	0.06 ppm	0.05 ppm	0.04 ppm
Livermore	1-hour	0.09 ppm	0.12 ppm	0.15 ppm	0.15 ppm	0.11 ppm
	8-hour	--	0.08 ppm	0.12 ppm	0.11 ppm	0.09 ppm
San Leandro	1-hour	0.09 ppm	0.12 ppm	0.11 ppm	0.10 ppm	0.09 ppm
	8-hour	--	0.08 ppm	0.08 ppm	0.06 ppm	0.06 ppm
Carbon Monoxide (CO)						
Oakland	8-hour	9.0 ppm	9.0 ppm	5.2 ppm	3.4 ppm	4.0 ppm
Livermore	8-hour	9.0 ppm	9.0 ppm	2.9 ppm	2.7 ppm	3.2 ppm
Particulate Matter (PM₁₀)						
Fremont	24-hour	50 µg/m ³	150 µg/m ³	88 µg/m³	58 µg/m³	57 µg/m³
	Annual	30 µg/m ³	50 µg/m ³	12 µg/m ³	6 µg/m ³	18 µg/m ³
Livermore	24-hour	50 µg/m ³	150 µg/m ³	87 µg/m³	71 µg/m³	109 µg/m³
	Annual	30 µg/m ³	50 µg/m ³	23 µg/m ³	20 µg/m ³	19 µg/m ³
Particulate Matter (PM_{2.5})						
Fremont	24-hour	--	65 µg/m ³	57 µg/m ³	45 µg/m ³	57 µg/m ³
	Annual	--	15 µg/m ³	14 µg/m ³	11 µg/m ³	12 µg/m ³
Livermore	24-hour	--	65 µg/m ³	63 µg/m ³	56 µg/m ³	108 µg/m³
	Annual	--	15 µg/m ³	28 µg/m³	11 µg/m ³	12 µg/m ³

Source: California Air Resources Board, 2002.

Note: Values reported in **bold** exceed ambient air quality standard.
 ppm = parts per million
 µg/m³ = micrograms per cubic meter

Sites in Oakland/East Bay

In Oakland, the maximum 1-hour levels of ozone were below federal and state standards (e.g. healthy ozone air quality). The 8-hour federal ozone standard was also not exceeded in Oakland. Carbon monoxide levels were below state and federal levels for all three years.

There is no PM₁₀ or PM_{2.5} monitoring station in Oakland, so the ARB considers levels recorded at Fremont as representative of the East Bay. The nearest government PM₁₀ air monitoring site is in Fremont. At the Fremont station, the federal 24-hour PM₁₀ standard was not exceeded during the last 3 years. Measured exceedances of the more stringent state 24-hour PM₁₀ standard occurred on 6 to 18 days over the last 3 years (ARB, 2002). No exceedances of the federal PM_{2.5} standard occurred over the period.

The region has not experienced exceedances of any other pollutants. Maximum CO levels measured in Oakland were 45 to 60 percent of the state standard over the three years.

Sites in or near Dublin

At Livermore, the maximum 1-hour levels of ozone were well above the federal standard in two of the past three years, while the state standard was exceeded on 7 to 14 days annually (*Ibid*). The 8-hour federal ozone standard was exceeded on 2 to 5 days annually (*Ibid*).

The federal 24-hour PM₁₀ standard was not exceeded during the last 3 years. Exceedances of the more stringent state 24-hour PM₁₀ standard occurred about 6 to 18 days in each of the last 3 years. There were 6 exceedances of the federal 24-hour PM_{2.5} standard in 2001, with none in the previous two years (*Ibid*). The federal annual standard for PM_{2.5} was exceeded in 1999, but was not exceeded in more recent years for which there is data available.

The region has not experienced exceedances of any other pollutants. In fact, maximum CO levels were approximately one-third of the state standard.

In San Leandro, the state 1-hour standard for ozone was exceeded, but not federal 1-hour or 8-hour standards.

Toxic Air Contaminants (TACs)

Table 11.3 presents a summary of TACs measured near the various sites. The predominance of benzene and MTBE (and their ratio) shows that the primary source of TACs at most locations is motor vehicles. Mean levels of benzene/MTBE in Oakland and San Leandro are approximately 50% lower than Livermore. Oakland and San Leandro have lower motor vehicle TAC levels than the Amador Valley because high winds are more common near the bay, inversions are less common and geography does not trap emissions as effectively as happens near Livermore.

Table 11.3: Ambient Air Toxics Data – Gases (ppb)

	Vinyl Chloride	Methylene Chloride	Chloroform	Ethylene Dichloride	Methyl Chloroform	Carbon Tetrachloride	Trichloro-ethylene	Benzene	Ethylene Dibromide	Perchloro-ethylene	Toluene	Methyl Tert Butyl Ether
Livermore-Rincon Ave., 793 Rincon Ave, Livermore, CA 94550												
# OBS	29	29	29	29	29	29	29	29	29	29	29	29
# < LOD	29	26	29	29	5	--	28	--	29	3	--	11
Max	<0.30	8.00	<0.02	<0.10	0.23	0.12	0.28	2.00	<0.02	0.19	4.00	3.80
Min	<0.30	<0.50	<0.02	<0.10	0.05	0.09	<0.08	0.10	<0.02	0.01	0.20	0.50
Mean	<0.30	0.57	<0.30	<0.10	0.07	0.10	0.05	0.49	<0.02	0.04	0.99	0.95
Livermore-Old First St., 2614 Old First St., Livermore, CA 94550												
# OBS	1	1	1	1	1	1	1	1	1	1	1	1
# < LOD	1	--	1	1	--	--	1	--	1	--	--	--
Max	<0.30	0.50	<0.02	<0.10	0.23	0.11	<0.08	1.30	<0.02	0.31	3.00	3.40
Min	<0.30	0.50	<0.02	<0.10	0.23	0.11	<0.08	1.30	<0.02	0.31	3.00	3.40
Mean	--	--	--	--	--	--	--	--	--	--	--	--
Oakland-Davie Stadium, 198 Oak Rd., Oakland, CA 94610												
# OBS	25	25	25	25	25	25	25	25	25	25	25	25
# < LOD	25	22	25	25	2	--	24	--	25	1	--	17

Max	<0.30	1.70	<0.02	<0.10	0.07	0.13	0.09	0.90	<0.02	0.15	2.30	1.90
Min	<0.30	<0.50	<0.02	<0.10	<0.05	0.10	<0.08	0.10	<0.02	0.01	0.20	<0.50
Mean	<0.30	0.34	<0.30	<0.10	0.06	0.11	0.04	0.27	<0.02	0.04	0.61	0.46
San Leandro, 15400 Foothill Blvd., San Leandro, CA 94578												
# OBS	26	26	26	26	26	26	26	26	26	26	26	26
# < LOD	26	23	25	26	1	--	26	--	26	1	--	15
Max	<0.30	3.10	0.05	<0.10	0.16	0.12	<0.08	1.10	<0.02	0.19	2.70	1.70
Min	<0.30	<0.50	<0.02	<0.10	0.05	0.09	<0.08	0.10	<0.02	0.01	0.20	<0.50
Mean	<0.30	0.38	0.01	<0.10	0.06	0.10	<0.08	0.28	<0.02	0.04	0.58	0.49

Source:

Bay Area Air Quality Management District. 2001. Toxic Air Contaminants Control Program: Annual Report 2000.

Notes:

ppb means parts per billion

Obs means the number of observations over the date range: Jan 1, 2000 – Dec 31, 2000

< LOD means the number of observations below the Level Of Detection (the ability of the chemical analysis to detect that particular compound)

Max means the highest observed concentrations

Min means the lowest observed concentration (taken as 1/2 the Level of Detection)

Mean is the average concentration of all samples.

Attainment Status

The region does not meet standards for ground-level ozone and fine particulate matter, and is designated nonattainment for both the federal and state levels. Under the Federal Clean Air Act, the EPA has designated the region as *moderate nonattainment* for ground-level ozone. The EPA grades the region *unclassified* for all other air pollutants. At the state level, the region is considered *serious nonattainment* for ground-level ozone and nonattainment for PM₁₀. The area is considered attainment or unclassified for all other pollutants.

11.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Table 11.4 provides a summary of the criteria used to evaluate potential air quality impacts of this Project.

CONFORMITY APPLICABILITY TEST METHODOLOGY

In response to the 1990 Clean Air Act Amendments the EPA promulgated regulations requiring federal actions to conform to the SIP. Each state established procedures for evaluating conformity of the federal actions with the applicable SIP. In 1994, ABAG prepared the conformity analysis for incorporation into the Bay Area's portion of the SIP. For the Bay Area, this regulation only applies to direct and indirect emissions of ozone precursor pollutants (reactive organic compounds and nitrogen oxides) and carbon monoxide. The regulation includes *de minimus* levels of 100 tons per year for each compound. Conformity analysis for all other criteria pollutants is not required. Federal actions, or project receiving federal funding, resulting in emissions exceeding *de minimus* levels would be required to make a SIP conformity determination.

To evaluate conformity with the federally enforceable SIP, both direct and indirect emissions from the proposed action were calculated. Emissions were predicted for three source types: 1) construction and demolition, 2) heat and electricity (i.e., natural gas combustion for space and water heating), and 3) project-generated traffic. These are discussed below.

Construction and Demolition Emissions

Start date of construction for the two projects would probably be in early 2004, with construction lasting 18 months. This would apply to both the first phase of the Juvenile Justice Facility (420 beds available for immediate occupancy, 450 beds constructed), and the East County Hall of Justice. Site preparation and utility installation could start slightly ahead of the building construction, possibly in late 2003. A date for beginning to demolish the existing facility has not set, and may be postponed for some years. As a worst case analysis, this report assumes demolition occurs within the same 18-month period as construction of new facilities.

Table 11.4: Evaluation Criteria with Point of Significance

Evaluation Criteria	As Measured by	Point of Significance	Justification
1. Will construction of the Project generate emissions that expose people to high levels of dust and equipment exhaust?	Size of construction area, duration of construction and proximity of receptors.	Application of appropriate mitigation measures recommended by BAAQMD	Bay Area Air Quality Management District CEQA Guidelines for Assessing Impacts of Projects and Plans
2. Will Project emissions cumulatively exceed recommended significance thresholds?	Emissions of reactive organic compounds, nitrogen oxides and PM ₁₀	Greater than 80 pounds per day for each pollutant	Bay Area Air Quality Management District CEQA Guidelines for Assessing Impacts of Projects and Plans
3. Will Project expose people to substantial levels of toxic air contaminants?	Risk associated with emissions of toxic air contaminants.	Probability of contracting cancer for maximally exposed individual (MEI) exceeds 10 in one million or exposure to noncarcinogenic toxic air contaminants would result in a Hazard Index greater than 1 for the MEI.	Bay Area Air Quality Management District CEQA Guidelines for Assessing Impacts of Projects and Plans
4. Will Project violate or contribute to violation of ambient air quality standard?	Project-caused traffic congestion may degrade LOS to D or below. If so, this indicates need to model concentrations of carbon monoxide hotspots.	Greater than 9.0 parts per million for 8-hour averaging periods.	Bay Area Air Quality Management District CEQA Guidelines for Assessing Impacts of Projects and Plans
5. Will the Project cause potential odors?	Potential for the Project to cause complaints.	Greater than 10 odor complaints in a 90-day period or greater than 1 confirmed or 3 unconfirmed complaints per year averaged over 3 years.	Bay Area Air Quality Management District CEQA Guidelines for Assessing Impacts of Projects and Plans

Source: Illingworth & Rodkin, Inc.

Annual emissions of carbon monoxide and ozone precursor pollutants from construction activities are calculated to evaluate the applicability of General Conformity requirements to the project. While general start dates and overall duration have been estimated by the County, a detailed construction schedule is not known at this time, therefore the specific amount, type and duration of construction emissions cannot be estimated. General construction emission factors for projects, based on estimated development sizes, are contained in the CEQA Air Quality Handbook that is published by the South Coast Air Quality Management District (SCAQMD CEQA Guidelines). Table 9-1 of the SCAQMD CEQA Guidelines lists screening level emission

factors for estimating total construction emissions, based on the type and size of the construction project. These factors account for all construction activities, such as diesel combustion from heavy-duty equipment, materials handling (i.e., truck traffic), and construction worker travel. Table 9-3 of the SCAQMD CEQA Guidelines contains screening emission factors of only worker travel activity and Table 9-4 contains screening emission factors of only material handling activities. Emissions from heavy-duty construction equipment appear to account for over 80% of the total construction period emissions of ROG, NO_x and CO. Materials handling, appear to account for almost 15% of the construction period emissions.

Heat and Electricity Emissions

This includes natural gas combustion and electricity for space and water heating. Electricity in California is generated by hydro, wind and solar power (approximately 30 percent), nuclear (approximately 10 percent) and natural gas combustion production (approximately 60 percent). Coal, a major contributor to air pollutants, is only very minimally used to generate electricity in the state. In addition to generating electricity, natural gas may also be used directly for heat.

Project-generated Traffic Emissions

Project-generated motor vehicle emissions for each site are based on an estimate of traffic volumes and average travel distances to each site, consistent with the traffic analysis contained in Chapter 9 of this EIS/EIR. An estimation of the emissions generated by the existing facilities provides a baseline to compare the various project options. Tables for each option provide a summary of Project impacts, below.

IMPACT AND MITIGATION MEASURES

Impact 11.1 Construction-Related Toxic Air Contaminants

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified.

PROJECT IMPACTS

The ARB has identified diesel exhaust as a TAC. In the San Francisco Bay Area diesel exhaust represents about two-thirds of the total excess annual cancer burden. The BAAQMD CEQA Guidelines specifically state that, "If a project may result in public exposures to high levels of diesel exhaust, the Lead Agency should propose mitigation measures to reduce this impact." Construction of the first phase of the Juvenile Justice Facility (420 beds available for immediate use, 450 beds constructed) and the East County Hall of Justice would take place over about 18 months. Potential uncontrolled daily diesel emissions for each site are shown in **Table 11.5**. Note that some of these emissions would be from large trucks hauling materials to and from the site, so that the impact would be spread over the region and not at a localized site.

Table 11.5: Construction Diesel Exhaust (Toxic Air Contaminant Emissions)

Site and Development Option	Annual (tons)	Daily (pounds)
East County Government Center		
420/450 beds	6.2	50
540 beds	6.9	55
East County Government Center or Site 15A		
East County Hall of Justice	1.2	10
Existing San Leandro Property		
420/450 beds	6.2	50
540 beds	6.9	55
Pardee/Swan Site		
420/450 beds	6.2	50
540 beds	6.9	55
Glenn Dyer Detention Facility		
420 beds	3.5	28

Source: California ARB, 2002.

Note: Annual assumes 18-month construction period. Daily emissions assume 250 workdays per year.

Impact 11.1.1 All Alternatives

SIGNIFICANT AND UNAVOIDABLE IMPACT: Emissions of diesel exhaust during construction are a potentially significant impact at all sites.

- **Mitigation 11.1.1. Diesel Emissions Control.** Construction equipment-generated diesel exhaust is a Toxic Air Contaminant (TAC). It poses a potentially significant impact to nearby receptors. NO_x from equipment exhaust can reform chemically into fine acid particulates and further contribute to local PM₁₀ and PM_{2.5} levels. Several straightforward control measures are available to minimize TAC emissions while also reducing NO_x and ROG. First, low-emission fuels can be used. Second, engine tuning and control equipment retrofit will help minimize emissions.

1. To control TACs and PM₁₀, construction contractors should be required to use biodiesel fuel. For equipment with engines built in 1994 or later, use B100 fuel that is 100% biodiesel fuel. B100 reduces TAC emissions by approximately 80% to 90%. In pre-1994 engines, use B-20 fuel (a mixture of 20% biodiesel and 80% fossil diesel fuel). If B20 is used, the fossil diesel component should be ARB low-sulfur fuel (less than 15 ppmw).

2. If a certified unit is available for an individual piece of equipment, the contractor should use an oxidation catalyst or catalytic particulate filter on all diesel-powered equipment rated above 50 horsepower. These systems require ARB low-sulfur diesel fuel. Commercial fossil diesel fuel is available with near-zero sulfur levels. Biodiesel is also ARB certified as low-sulfur (near-zero ppmw).
3. The contractor should use Purinox additive or equivalent. Depending on equipment, this reduces emissions of both NO_x and PM_{10} by 20% to 40%.
4. Where possible, electrical equipment should be used instead of diesel powered (e.g., pumps, compressors).
5. The contractor should install temporary electrical service whenever possible to avoid need for independently powered equipment (e.g., compressors).
6. Diesel equipment standing idle for more than five minutes should be turned off. This would include trucks waiting to deliver or receive soil, aggregate or other bulk materials. Rotating drum concrete trucks could keep their engines running continuously as long as they were on site.

The measures stated above represent best available control measures and would reduce construction emissions by the following:

- ROG = 5% to 50% (highest with B100 use).
- NO_x = 20% to 40% (varies with tuning, fuel additives).
- CO = 5% to 50% (highest with complete B100 use).
- PM_{10} = 60% to 80% (dust). Exhaust reduction efficiency varies from 10% to 90% depending on fuels and catalysts.
- TAC = 50% to 80% (assumes some older equipment not using B100).
- SO_2 = 95% (SO_2 often transforms in the atmosphere to $\text{PM}_{2.5}$ or acidic mist).

Resulting Level of Significance: Implementation of these measures would substantially reduce TAC emissions from diesel exhaust during construction. However, in the absence of specific construction equipment and scheduling information, it is not possible to conduct a health risk assessment to determine for certain whether the emissions could pose a specific hazard to the human environment. Therefore, this EIS/EIR concludes that the impact *could remain significant after mitigation*.

Impact 11.2 Youth Exposure to Toxic Air Contaminants

Detainees are provided with opportunities for outdoor recreation at least part of the day. Hence, it is appropriate to examine the level of toxic air contaminants (TAC) in ambient air in the communities of each proposed site to determine whether there would be unhealthy air at the site. As discussed earlier in this chapter, the BAAQMD Air Toxics Hot Spots Program shows that there are no known industrial facilities within the nine-county air district that present a risk greater than 10 in one million. Hence, there are no sites for a new Juvenile Justice Facility and/or East County Hall of Justice consideration that present a health risk to detainees and/or employees or other short-term visitors from being located in an area with a stationary source of TACs.

The main source of TACs is mobile sources, primarily motor vehicles. As discussed in **Table 11.3**, (see **Existing Conditions**), presents a summary of TACs measured near the various sites. The predominance of benzene and MTBE (and their ratio) shows that the primary source of TACs at most locations is motor vehicles. Mean levels of benzene/MTBE in Oakland and San Leandro are approximately 50% lower than Livermore. Oakland and San Leandro have lower motor vehicle TAC levels than the Amador Valley because high winds are more common near the bay, inversions are less common and geography does not trap emissions as effectively as happens near Livermore.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified.

PROJECT IMPACTS

Impact 11.2.1 All Alternatives

LESS THAN SIGNIFICANT IMPACT. None of the alternative sites are located in proximity to toxic hot spots, so there would be no concentrated exposure to industrial toxics. While the ambient air quality in the region varies, none of the project alternatives would place detainees in an area with unusually high toxic air contaminant concentrations. Additionally, detained youth would not reside at the Juvenile Justice Facility permanently, so exposure term during detention would be limited and comparable to the level of exposure that detainees would experience while living at home within the County. Thus, exposure to TACs would be less than significant.

Impact 11.3 Ozone Precursors (ROG and NO_x) and PM₁₀

Ongoing operations of the Project would result in contributions to the local and regional levels of ozone precursors and PM₁₀ and PM_{2.5}. The BAAQMD CEQA Handbook recommends a significance threshold of 80 pounds per day, or 15 tons per year for each of the following compounds: ROG, NO_x and PM₁₀.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified.

PROJECT IMPACTS

Impact 11.3.1: No Action/No Project

LESS THAN SIGNIFICANT IMPACT. Motor vehicle emissions for each site are based on an estimate of travel to each site. All emission estimates provided in the sections below are for Year 2005. This travel estimate assumes weekly round-trips for one parent, one attorney, one county official and five staff (a total of 16 trip ends per detainee per week). A travel distance is assigned for each trip to each site based on the 2002 population of juvenile probationers. Appendix 11-1 provides details on trip assignment and estimated Vehicle Miles Traveled.

The No Action/No Project alternative would result in the continuation of existing conditions, which include the operation of the existing 300-bed Juvenile Hall in San Leandro and the existing five-court courthouse in Pleasanton. **Table 11.6** shows the estimated annual air pollutant emissions at the existing Juvenile Hall. An estimation of the emissions generated by the No Action/No Project alternative provides a baseline to compare the other Project alternatives.

Table 11.6: Estimated Annual Air Pollutant Emissions at Existing Juvenile Hall and Courthouse

Source of Emissions	ROG	NO _x	PM ₁₀
Existing Juvenile Hall			
Heat and electricity	>0.1 tons	1.1 tons	0.1 tons
Project-generated traffic 300 beds	2.3 tons	4.8 tons	0.1 tons
Subtotal	2.3 tons	5.9 tons	0.2 tons
Existing Courthouse			
	0.4 tons	0.8 tons	>0.1 ton
Total Existing Emissions	2.7 tons	6.7 tons	0.2 tons

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

Impact 11.3.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Existing San Leandro Property could be developed with a new Juvenile Justice Facility that would replace and expand the existing facility and consolidate other operations from locations in Hayward and Oakland. Development of this site would include the demolition of the existing Juvenile Hall (approximately 200,000 sf), and construction of one of the new facility scenarios (450 beds constructed and 420 or 450 beds available, or 540 beds). The County's Fairmont hospital (15400 Foothill Boulevard) and John George Psychiatric Pavilion (at 2060 Fairmont Drive) are nearby sensitive receptors, as are residents northwest of the site across Fairmont Drive. People at these medical facilities and residences could be impacted by construction activities. Demolition of the existing Juvenile Hall could produce short-term PM_{10} and $PM_{2.5}$ impacts. Calculations for similar demolition activity indicate that heavy equipment would produce less than 100 tons of CO, so no federal conformity analysis is required. The estimated emissions are shown in **Table 11.7**.

Construction

The Project could result in a short-term, temporary impact on air quality from dust during and diesel exhaust from construction machinery.

- **Mitigation 11.3.2a. Reduction of Dust During Construction.** Construction dust, generated by soil disturbances, material hauling, and vehicle exhaust, includes PM_{10} . Soil can also be tracked out onto paved roads where it is entrained in the air by passing cars and trucks. Dust emission rates are related to the type and size of the disturbance, meteorological conditions, and soil conditions. Construction activities can cause localized high PM_{10} concentrations and worsen regional PM_{10} levels. Since most of the possible Project sites will disturb a large area near sensitive receptors, the construction quality impact is considered potentially significant.

Due to the many variables that affect construction emissions, quantification of the PM_{10} impacts is very difficult. The BAAQMD's recommended approach to construction impacts is to require implementation of effective and comprehensive control measures rather than detailed quantification of the effects. Implementation of feasible controls, outlined below, can effectively reduce construction PM_{10} emissions. Construction activities are also subject to BAAQMD Regulations VIII, which requires suppressing dust emissions from all sources of dust generation using water, chemical stabilizers, and/or vegetative ground cover.

For large projects, the BAAQMD has identified enhanced control measures that should be implemented beyond the requirements of Regulation VIII. Impacts can be greatly reduced by implementing these fugitive dust control measures. The significance of construction dust air quality impacts is typically determined by the control measures that will be implemented.

**Table 11.7: Estimated Air Pollutant Emissions for the Juvenile Justice Facility
at the Existing San Leandro Property Site**

Source of Emissions	Timeframe	ROG	NO _x	PM ₁₀
Construction				
Demolition of Existing Juvenile Hall	18 months	1.8 tons	26.8 tons	2.2 tons
Construction	18 months			
420/450 beds		5.9 tons	87.2 tons	55.2 tons
540 beds		6.6 tons	96.5 tons	55.4 tons
Operations				
Heat and electricity	Annual			
420 beds		>0.1 tons	0.3 tons	>0.1 tons
450 beds		>0.1 tons	0.4 tons	>0.1 tons
540 beds		>0.1 tons	0.4 tons	>0.1 tons
Project-generated traffic	Annual			
420 beds		3.3 tons	6.8 tons	0.1 tons
450 beds		3.5 tons	7.2 tons	0.2 tons
540 beds		4.2 tons	8.7 tons	0.2 tons
Total Annual Emissions	Annual			
420 beds		3.3 tons	7.1 tons	0.1 tons
450 beds		3.5 tons	7.6 tons	0.2 tons
540 beds		4.2 tons	9.1 tons	0.2 tons
Change from existing Juvenile Hall*	Annual (excludes construction)			
420 beds		1.0 tons	1.2 tons	(0.1) ton
450 beds		1.2 tons	1.7 tons	No change.
540 beds		1.9 tons	3.2 tons	No change.

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

Note: This change is calculated by subtracting the emissions from the Existing Juvenile Hall (see "Subtotal," Table 11.6) from the total annual emissions of the proposed Juvenile Justice Facility at this site. A decrease is shown in parentheses.

The implementation of the following measures would reduce the PM₁₀ impact to a *less than significant level*:

1. Water all active construction areas at least twice daily and more often during windy periods. Active areas adjacent to residences should be kept damp at all times.
2. Cover all hauling trucks or maintain at least 2 feet of freeboard. Dust-proof chutes shall be used as appropriate to load debris onto trucks during any demolition.
3. Pave, apply water at least twice daily or apply (nontoxic) soil stabilizers on all unpaved access roads, parking areas and staging areas.
4. Sweep daily (with water sweepers) all paved access roads, parking areas and staging areas and sweep streets daily (with water sweepers) if visible soil material is deposited onto the adjacent roads.
5. Hydroseed or apply (nontoxic) soil stabilizers to inactive construction areas (previously graded areas that are inactive for 10 days or more).
6. Enclose, cover, water twice daily or apply (nontoxic) soil binders to exposed stockpiles.
7. Limit traffic speeds on any unpaved roads to 15 mph.
8. Replant vegetation in disturbed areas as quickly as possible.
9. Designate an air quality coordinator for the Project. Prominently post a phone number for this person on the job site, and distribute same to all nearby residents and businesses. The coordinator will respond to and remedy any complaints about dust, exhaust or other air quality concerns. A log shall be kept of all complaints and how and when the problem was remedied.

- **Mitigation Measure 11.3.2b. Diesel Emissions Control.** Mitigation Measure 11.1.1 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigation measures would reduce the levels of dust during construction and the exhaust from construction machinery to a less than significant level.

Operations

As shown in **Table 11.7**, the “Change from Existing” summary shows the difference between the Project and existing conditions for cumulative emissions (construction emissions are excluded in this summary). Emissions of ROG, NO_x and PM₁₀ will be below 15 tons per year for this option. Therefore, there will be no significant operational impact.

Impact 11.3.3: Glenn Dyer Detention Facility

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Glenn Dyer Detention Facility would accommodate a new Juvenile Justice Facility with 420 beds (no larger number of bed options are available at this site). To make way for interior remodeling and construction of a new tower adjacent to the existing structures, approximately 20,000 square feet of demolition would occur in the central portion of the site. Interior demolition would also occur, but significant dust from this activity would not propagate to the outside using conventional debris removal methods. Sensitive receptors include persons residing in second-story apartments across the street and in newer high-density housing about one block away. Exterior construction dust and other emissions could impact these residents during construction. The proposed buildings are close to Interstates 880 and 980. This location also presents potential impacts to detainees when they are using the outdoor recreation facilities due to the PM_{10} and other emissions from the freeway.

The Glenn Dyer Detention Facility would be the only site that includes demolition activity during the construction period for the new buildings. This demolition would fit in that 18-month construction window, probably during the first 6 months. There may be some overlap on the new construction if construction begins on the new tower while renovation work is continuing in the existing structure. The estimated emissions are shown in **Table 11.8**.

Construction

The Project could result in a short-term, temporary impact on air quality from dust during and diesel exhaust from construction machinery.

- **Mitigation Measure 11.3.3a. Reduction of Dust During Construction.** Mitigation Measure 11.3.2A (see above) would also apply to this alternative.
- **Mitigation Measure 11.3.3b. Diesel Emissions Control.** Mitigation Measure 11.1.1 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigations would reduce the levels of dust during construction and the exhaust from construction machinery to a less than significant level.

Operations

As shown in **Table 11.8**, the “Change from Existing” summary shows the difference between the Project and existing conditions for cumulative emissions (construction emissions are excluded in this summary). Emissions of ROG, NO_x and PM_{10} will be below 15 tons per year for this option. Therefore, there will be no significant operational impact.

Table 11.8: Estimated Air Pollutant Emissions for the Juvenile Justice Facility at the Glenn Dyer Detention Facility

Source of Emissions	Timeframe	ROG	NO _x	PM ₁₀
Construction				
Demolition of the existing Juvenile Hall in San Leandro	18 months	1.8 tons	26.8 tons	2.2 tons
Demolition of portions of the existing Glenn Dyer Detention Facility	N/A	0.2 tons	2.7 tons	0.2 tons
Construction of Juvenile Justice Facility	18 months	5.7 tons	83.1 tons	3.0 tons
Operations				
Heat and electricity	Annual	>0.1 tons	0.3 tons	>0.1 tons
Project-generated traffic	Annual	3.0 tons	6.1 tons	0.1 tons
Total Annual Emissions	Annual	3.0 tons	6.4 tons	0.1 tons
Change from existing Juvenile Hall*	Annual (excludes construction)	0.7 tons	0.5 tons	(0.1) ton

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

* Note: This change is calculated by subtracting the emissions from the existing Juvenile Hall (see "Subtotal," Table 11.6) from the total annual emissions of the proposed Juvenile Justice Facility at this site. A decrease is shown in parentheses.

Impact 11.3.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Pardee/Swan Site is proposed to be developed with a new Juvenile Justice Facility with a 450-bed capacity, of which 420 beds would be available immediately, and an additional 30 beds could be made available at some time in the future when the County determines it necessary. The Pardee/Swan site would also accommodate future expansion to 540 beds. The building would also have five juvenile courts initially, with expansion potential for operation of a sixth juvenile courtroom within the shell of the main building. The Project at this site would also include development of a new parking garage to serve the Oakland International Airport, which would replace the Port of Oakland's planned surface parking lot that is being developed at the site and would have to be replaced as part of the Project. No sensitive receptors are living nearby. There are possible construction impacts (dust) to people using the nearby shoreline trail and park area. The estimated annual emissions for the Juvenile Justice Facility at the Pardee/Swan Site are listed in Table 11.9.

**Table 11.9: Estimated Air Pollutant Emissions for the Juvenile Justice Facility
at the Pardee/Swan Site**

Source of Emissions	Timeframe	ROG	NO _x	PM ₁₀
Construction				
Demolition of the Existing Juvenile Hall at the Existing San Leandro Property	18 months	1.8 tons	26.8 tons	2.2 tons
Construction	18 months			
420/450 beds		5.9 tons	87.2 tons	31.3 tons
540 beds		6.6 tons	96.5 tons	31.5 tons
Operations				
Heat and electricity	Annual			
420 beds		>0.1 tons	0.3 tons	>0.1 tons
450 beds		>0.1 tons	0.4 tons	>0.1 tons
540 beds		>0.1 tons	0.4 tons	>0.1 tons
Project-generated traffic	Annual			
420 beds		2.8 tons	5.8 tons	0.1 tons
450 beds		3.0 tons	6.2 tons	0.2 tons
540 beds		3.7 tons	7.4 tons	0.2 tons
Total Annual Emissions	Annual			
420 beds		2.8 tons	6.1 tons	0.1 tons
450 beds		3.0 tons	6.6 tons	0.2 tons
540 beds		3.7 tons	7.8 tons	0.2 tons
Change from existing Juvenile Hall*	Annual (excludes construction)			
420 beds		0.5 tons	0.2 tons	(0.1) ton
450 beds		0.7 tons	0.7 tons	No change.
540 beds		1.4 tons	1.9 tons	No change.

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

*Note: This change is calculated by subtracting the emissions from the Existing Juvenile Hall (see "Subtotal," Table 11.6) from the total annual emissions of the proposed Juvenile Justice Facility at this site. A decrease is shown in parentheses.

Construction

The Project could result in a short-term, temporary impact on air quality from dust during construction and diesel exhaust from construction machinery.

- **Mitigation Measure 11.3.4a. Reduction of Dust During Construction.** Mitigation Measure 11.3.2A (see above) would also apply to this alternative.
- **Mitigation Measure 11.3.4b. Diesel Emissions Control.** Mitigation Measure 11.1.1 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigations would reduce the levels of dust during construction and the exhaust from construction machinery to a less than significant level.

Operations

As shown in **Table 11.9**, above, the “Change from Existing” summary shows the difference between the Project and existing conditions for cumulative emissions (construction emissions are excluded in this summary). Emissions of ROG, NO_x and PM₁₀ will be below 15 tons per year for this option. Therefore, there will be no significant operational impact.

Impact 11.3.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The East County Government Center site may be developed with a new Juvenile Justice Facility, a new East County Hall of Justice or both. **Table 11.10** shows the estimated air pollutant emissions for the Juvenile Justice Facility at the East County Government Center, **Table 11.11** air pollutant for the East County Hall of Justice, and **Table 11.12** shows the estimated annual air pollutants for combined projects. Nearby land uses with potentially sensitive receptors include an existing County jail to the north, a military installation and federal prison to the west, a business park to the south and homes to the southeast. The closest home would be approximately 500 feet from the nearest corner of the proposed Juvenile Justice Facility, about 500 feet from the proposed East County Hall of Justice building and 100 feet from the nearest parking lot area for that project. Both of these projects could result in potential construction impacts to these residents. The Juvenile Justice Facility could include 420 beds, 450 beds or 540 beds. The East County Hall of Justice could have up to 195,000 square feet of new construction for the court.

Construction

As shown on **Tables 11.10** and **Table 11.11**, either of the proposed Projects could result in a short-term, temporary impact on air quality from dust during construction and diesel exhaust from construction machinery.

**Table 11.10: Estimated Air Pollutant Emissions for the Juvenile Justice Facility
at the East County Government Center**

Source of Emissions	Timeframe	ROG	NO _x	PM ₁₀
Construction				
Demolition of Existing Juvenile Hall at Existing San Leandro Property	18 months	1.8 tons	26.8 tons	2.2 tons
Construction	18 months			
420/450 beds		5.9 tons	87.2 tons	36.5 tons
540 beds		6.6 tons	96.5 tons	36.7 tons
Operations				
Heat and electricity	Annual			
420 beds		>0.1 tons	0.3 tons	>0.1 tons
450 beds		>0.1 tons	0.4 tons	>0.1 tons
540 beds		>0.1 tons	0.4 tons	>0.1 tons
Project-generated traffic	Annual			
420 beds		5.5 tons	11.9 tons	0.1 tons
450 beds		5.9 tons	12.8 tons	0.2 tons
540 beds		7.1 tons	15.3 tons	0.2 tons
Total Annual Emissions	Annual			
420 beds		5.5 tons	12.2 tons	0.1 tons
450 beds		5.9 tons	13.2 tons	0.2 tons
540 beds		7.1 tons	15.7 tons	0.2 tons
Change from existing Juvenile Hall*	Annual (excludes construction)			
420 beds		3.2 tons	6.3 tons	(0.1) ton
450 beds		3.6 tons	6.7 tons	No change.
540 beds		4.8 tons	9.8 tons	No change.

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

*Note: This change is calculated by subtracting the emissions from the Existing Juvenile Hall (see "Subtotal," Table 11.6) from the total emissions of the proposed Juvenile Justice Facility at this site. A decrease is shown in parentheses.

**Table 11.11: Estimated Air Pollutant Emissions for the East County Hall of Justice
(at East County Government Center or at Site 15A)**

Source of Emissions	Timeframe	ROG	NO _x	PM ₁₀
Construction	18 months	6.6 tons	96.5 tons	11.1 tons
Operations				
Heat and electricity	Annual	>0.1 tons	1.1 tons	0.1 tons
Project-generated traffic	Annual	1.0 tons	2.2 tons	>0.1 tons
Total Annual Emissions	Annual	1.0 tons	3.3 tons	0.1 tons
Change from existing courthouse*	Annual (excludes construction)	0.6 tons	2.5 tons	>0.1 tons

Sources:

U.S. Department of Energy, 2002.

California ARB, 2001.

San Joaquin Valley Air Pollution Control District, 2002.

**Note: This change is calculated by subtracting the emissions from the existing courthouse (see Table 11.6) from the total annual emissions of the proposed East County Hall of Justice at this site. A decrease is shown in parentheses.*

Table 11.12: Estimated Annual Air Pollutant Emissions for Operation of the Juvenile Justice Facility and East County Hall of Justice at the East County Government Center Site

Source of Emissions	ROG	NO _x	PM ₁₀
Change from existing Juvenile Hall*			
420 beds	3.2 tons	6.3 tons	(0.1) ton
450 beds	3.6 tons	6.7 tons	0
540 beds	4.8 tons	9.9 tons	0
Change from existing courthouse*	0.6 tons	2.5 tons	>0.1 tons
Total Change in Annual Emissions			
420 beds	3.8 tons	8.8 tons	0
450 beds	4.2 tons	9.2 tons	>0.1 ton
540 beds	5.4 tons	12.4 tons	>0.1 ton

**Note: The change from existing Juvenile Hall at this site is from Table 11.10 and the change from existing courthouse is from Table 11.11, respectively.*

- **Mitigation Measure 11.3.5a. Reduction of Dust During Construction.** Mitigation Measure 11.3.2A (see above) would also apply to this alternative.
- **Mitigation Measure 11.3.5b. Diesel Emissions Control.** Mitigation Measure 11.1.1 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigations would reduce the levels of dust during construction and the exhaust from construction machinery to a less than significant level.

Operations

As shown in **Tables 11.10** and **Table 11.11**, the “Change from Existing” summary shows the difference between the Project and existing conditions for cumulative emissions for the Juvenile Justice Facility and East County Hall of Justice, respectively. **Table 11.12** shows the emissions for the combined project. Emissions of ROG, NO_x and PM₁₀ will be below 15 tons per year for either or if both Projects are built at the East County Government Center site. Therefore, there will be no significant operational impact.

Impact 11.3.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. To the north and east of the site is a complex of large office buildings — about 500 feet at the closest point. Since these nearby modern buildings have filtered air-handling equipment, construction impacts to workers would be minimized. Dust could impact building filters and they may require temporarily increased maintenance. Cars in nearby parking lots could be soiled by construction dust. This site would have no Juvenile Justice Facility, only an East County Hall of Justice. The change in emissions of ROG, NO_x and PM₁₀ would be as shown in **Table 11.11** for the East County Government Center site.

Construction

As shown in **Table 11.11**, the Project could result in a short-term, temporary impact on air quality from dust during and diesel exhaust from construction machinery.

- **Mitigation Measure 11.3.6a. Reduction of Dust During Construction.** Mitigation Measure 11.3.2A (see above) would also apply to this alternative.
- **Mitigation Measure 11.3.6b. Diesel Emissions Control.** Mitigation Measure 11.1.1 (see above) would also apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigation measures would reduce the levels of dust during construction and the exhaust from construction machinery to a less than significant level.

Operations

As shown in **Table 11.11**, the “Change from Existing” summary shows the difference between the Project and existing conditions for cumulative emissions (construction emissions are excluded in this summary. Emissions of ROG, NO_x and PM₁₀ will be below 15 tons per year for this option. Therefore, there will be no significant operational impact.

Impact 11.4 Carbon Monoxide Hotspots

For local air quality impacts, CO is the pollutant of primary concern. Local CO concentrations near all proposed project sites are typically well below state and federal standards (see **Tables 11.6 to 11.11**, above). Violations of a CO ambient air quality standard would be considered a significant adverse impact. Elevated CO concentrations (so-called hotspots) are usually associated with congested roadways with high traffic volumes. A CO hotspot is an area that could exceed air quality standards from vehicle emissions under congested traffic conditions and stagnant meteorological conditions.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified related to CO emissions.

PROJECT IMPACTS

Impact 11.4.1: No Action/No Project

NO IMPACT. The Project would not result in any change to carbon monoxide hotspots if no new construction occurred and existing operations continued in place.

Impact 11.4.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development at the Existing San Leandro Property could result in congested roadways in the vicinity. Traffic modeling indicates that the intersection of the I-580 Westbound off ramp at Foothill Boulevard would become very congested at peak hours. Off-ramp vehicle delay would degrade to LOS E with overall intersection operation degrading to LOS D. This intersection congestion has potential to create a CO hotspot. However, the traffic study recommends that the stop sign be replaced with a signal, which would improve operations to LOS B.

- **Mitigation Measure 11.3.4: Improve Operations of the Intersection of Foothill Boulevard and I-580 Westbound Off-ramp.** Mitigation Measure 9.1.2 (see **Chapter 9: Transportation**) would apply to this alternative.

Resulting Level of Significance: Implementation of the above mitigation would reduce this to a less than significant impact on local air quality (CO).

Impact 11.4.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. None of the local roadways serving the Glenn Dyer Detention Facility site would be congested as a result of the Project, so no CO hotspots would result.

Impact 11.4.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. None of the local roadways serving the Pardee/Swan Site would be congested as a result of the Project, so no CO hotspots would result.

Impact 11.4.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Although several intersections would be congested due to baseline and project-generated traffic, none of the local intersections or roadways analyzed for the East County Government Center site would cause any CO hotspots, i.e. an exceedence of State or federal standards.

Impact 11.4.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Although several intersections would be congested due to baseline and project-generated traffic, none of the local intersections or roadways analyzed for Site 15A would cause any CO hotspots, i.e. an exceedence of State or federal standards.

Impact 11.5 Odors

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

No Project-related benefits have been identified.

PROJECT IMPACTS**Impact 11.5.1: No Action/No Project**

NO IMPACT. No Project / No Action would not result in any change to odors.

Impact 11.5.2: All Other Alternatives

LESS THAN SIGNIFICANT. The Project's operation would not be a source of odors that would affect the public frequently in an objectionable way. Trash would be kept in enclosed containers and kitchens would be equipped with appropriate emission controls, as required by building, health and air quality regulations. This impact would be considered less than significant.

Public Health and Safety

12.1 AFFECTED ENVIRONMENT

REGULATORY/POLICY SETTING

Hazardous Materials Defined

A hazardous material is a substance or combination of substances which, because of its quantity, concentration, or physical, chemical or infectious characteristics, may either (1) cause, or significantly contribute to, an increase in mortality or an increase in serious, irreversible or incapacitating reversible illness; or (2) pose substantial present or potential hazards to human health and safety, or the environment when improperly treated, stored, transported or disposed of or otherwise managed.

As defined by Title 22 of the California Code of Regulations (CCR), hazardous materials are grouped into the following four categories: toxic, ignitable, corrosive and reactive. Toxic substances may cause short-term or long-lasting health effects, ranging from temporary effects to permanent disability or even death, depending on such factors as concentration, route of exposure and duration of exposure. Carcinogens (substances known to cause cancer) are a special class of toxic substances. Ignitable substances are hazardous because of their ability to burn. Gasoline and natural gas are examples of ignitable substances. Corrosive materials—strong acids and bases, such as lye or sulfuric (battery) acid—can cause severe burns or damage materials. Reactive materials may cause explosions or generate toxic gases. Explosives, pure sodium or potassium metal (which react violently with water) and cyanide are examples of reactive materials.

Hazardous waste, which is a subset of hazardous material, refers to hazardous material that is to be abandoned, discarded or recycled.

Regulatory Setting

Storage, handling and documentation of hazardous materials and hazardous wastes are governed by federal, state and local laws designed to protect human health and the environment. Agencies involved in enforcing these regulations include the U.S. Environmental Protection Agency (US EPA), the State Department of Toxic Substances Control (DTSC), the San Francisco Regional Water Quality Control Board (RWQCB), the Bay Area Air Quality Management District (BAAQMD) and the Alameda County Department of Environmental Health. Workplace safety regulations are enforced by the respective federal and state occupational safety and health

administration. The federal agency, administered by the U.S. Department of Labor, is the Occupational State and Health Administration (OSHA). Its state counterpart is the Division of Occupational Safety and Health (DOSH), which is administered by the California Department of Industrial Relations.

Federal regulations are contained primarily in the Resource Conservation and Recovery Act (RCRA) and the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA). RCRA and CERCLA provide the federal government requirements for identification of hazardous materials and wastes, remediation of hazardous wastes in soil and groundwater, and reporting. Hazardous waste identification is based on the source of the waste or the physical/chemical nature of the waste. Remediation requirements are determined on a site-specific basis in conjunction with lead state or local agencies, but these acts include federal guidance pertaining to minimum acceptable remedial actions. Reporting requirements under these two acts are designed to assure that known releases of hazardous constituents are reported and that federal agencies participate in the remedial process either directly or through state or local lead agencies.

State regulations in California pertaining to hazardous materials and wastes are typically equivalent to, or more stringent than, federal requirements. Some materials and wastes considered hazardous under California law are not hazardous under federal law. Consequently, the federal EPA often delegates regulatory authority and hazardous waste site oversight to California agencies. Similarly, the state DOSH standards are typically more stringent than federal OSHA standards, and U.S. Department of Labor typically delegates responsibility to the California Department of Industrial Relations.

California hazardous waste material and waste regulations are contained in the California Hazardous Waste Control Act (CHWCA) and the California Hazardous Substance Account Act (CHSAA). Hazardous materials and waste regulations are contained in the CCR, Titles 22 and 26. Regulations for occupational safety and health are contained in CCR Title 8. Further, pursuant to the California Health and Safety Code (HSC), Section 25503.3(c), facilities denoted as Priority 1 High Risk Facilities¹ are required to prepare a Hazardous Materials Business Plan (HMBP). The HMBP must include an Emergency Response Plan and Contingency Plan that specify how a facility operator would manage an accident involving hazardous materials, including how to safely evacuate the site. None of the proposed sites have Priority 1 High Risk Facilities.

The Department of Toxic Substances Control is the lead agency for enforcement of California regulations and, where so empowered, federal regulations. Depending on the nature of contamination at a given site (particularly where the primary concern is groundwater contamination), the appropriate regional water quality control board may be the lead agency. The proposed sites for the Project are all under the jurisdiction of the San Francisco RWQCB. At sites where excavation of soils containing hazardous wastes is required, the Bay Area Air

¹ As defined by the federal and state thresholds for Acute Hazardous Materials. These facilities are identified by the local fire department and/or emergency services.

Quality Management District may impose requirements for protection of ambient air quality from dust and vapors. Alameda County's Department of Environmental Health Services is another key agency in implementing state programs at the local level.

Alameda County Airport Land Use Policy Plan

Development near the Metropolitan Oakland International Airport, Hayward Executive Airport or other airports within Alameda County are subject to the provisions of the Alameda County Airport Land Use Policy Plan (Airport Land Use Commission, 1986). If located within a designated referral area, proposed projects must be referred to the Airport Land Use Commission (ALUC) for a Determination of Plan Consistency. In the Hazards Prevention Zone, all structures would need to comply with restrictions on lights, reflective objects, the generation of smoke or certain electrical equipment that could interfere with the operation of aircraft or aircraft instrumentation. If a site is located within an ALUC Height Referral Area, proposed structures comply with height restrictions set forth in Federal Aviation Regulations (FAR) Part 77, including Subpart D.

LOCAL PHYSICAL SETTING

Existing San Leandro Property

Hazardous Materials

A 6,000-gallon aboveground storage tank (AST) is located at the existing Juvenile Hall complex, southwest of the Administration building and near Fairmont Drive. It is used as a backup fuel source for an existing generator.

In January 2000, the Alameda County General Services Agency received a Remedial Action Completion Certification from the Alameda County Health Care Services Agency regarding three underground storage tanks (USTs) at the existing Juvenile Hall.

The site is located within the Hayward Fault zone in the hills above and east of unincorporated San Leandro at an approximate elevation of 240 feet above mean sea level. As shown in **Figure 12.1**, three USTs were previously in operation at this site. A 325-gallon diesel fuel tank and a 7,000-gallon fuel oil tank were located adjacent to each other just west of the Administration building on site, while a 10,000-gallon diesel tank is located just northeast of the Receiving building on site.

The 325-gallon tank, removed in March 1993, was used as an emergency generator fuel source. This tank was located directly adjacent to, but at a shallower depth than, the 7,000-gallon fuel oil tank that was subsequently removed in 1994. The fuel oil was used by a boiler located in the basement of the attached building.

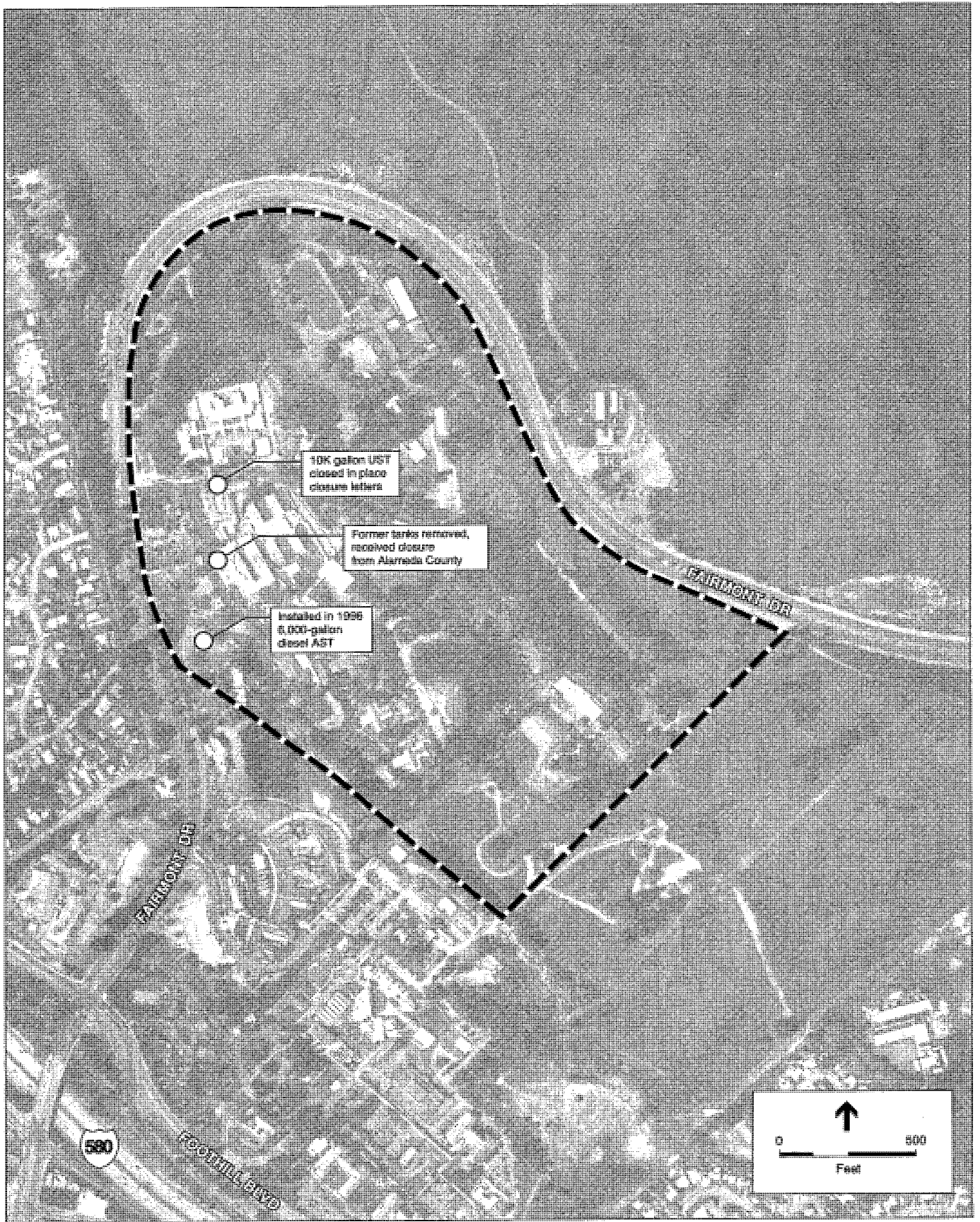


Figure 12.1
 San Leandro Site
 Hazardous Materials Sites



SOURCE: Versar, Inc.
 Aerial Photo: Pacific Aerial Surveys

Upon removal, both tanks showed signs of advanced corrosion and through-going holes, including up to 3 inches across in the smaller tank.

Soil samples collected following removal of the 325-gallon tank revealed up to 750 parts per million (ppm) TPHd (total petroleum hydrocarbons in diesel) and no aromatics at a depth of 15 feet, the base of the excavation. Overexcavation of this tank pit did not occur at that time.

Samples collected in October 1994 from the floor of the 7,000-gallon tank excavation following its removal exhibited up to 4,800 ppm TPHd and trace BTEX (includes benzene, toluene, ethyl benzene and/or xylene, which may be found in gasoline) at a depth of 22 feet. The north end of the excavation appeared to be the most impacted by the releases from these two tanks.

Overexcavation of this collective tank pit resulted in final overall pit dimensions of 19 x 14 x 20 feet deep, extended to 23 feet at the north end. Excavation was limited by the adjacent roadway and excavator capabilities. Final pit bottom samples (T3-N-23' and T5-N-23') were void of detectable target compounds.

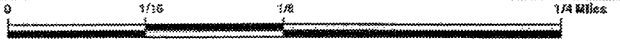
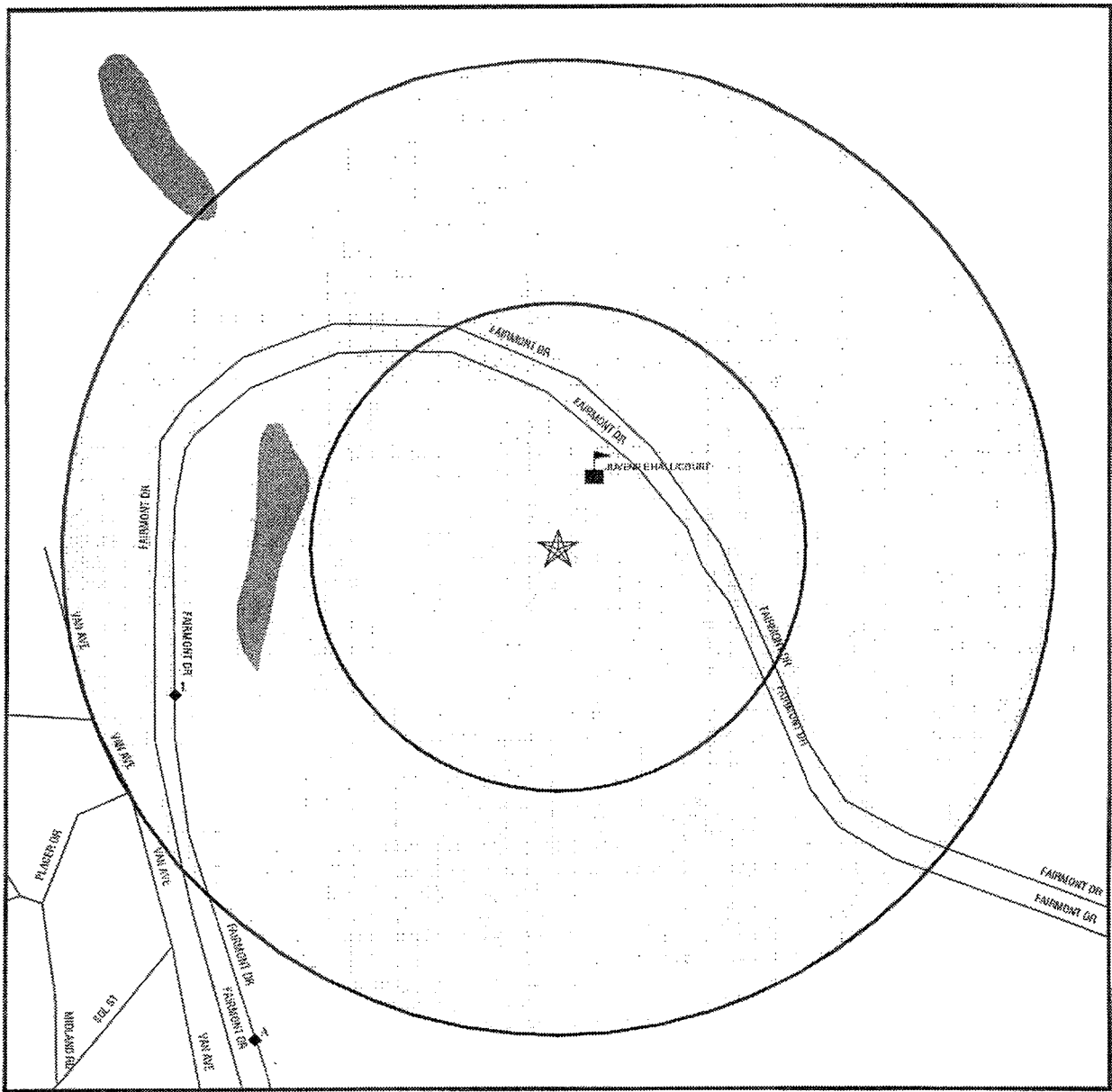
Approximately 252 tons of impacted stockpiled soil was reportedly transported to Port Costa Materials in Port Costa, California, for incorporation into asphaltic products, with another five yards transported to Forward Landfill in Stockton, California. The excavation was reportedly restored with both "clean" stockpile soils and 0.75-inch crushed rock.

The 10,000-gallon diesel tank and an associated 200 feet of piping were closed in place with approval from the Alameda County Health Services Agency and the Alameda County Fire Department. This tank, located remote to the other two smaller tanks, previously served as fuel source for both a boiler and emergency generator in two separate locations.

Samples were reportedly collected using a hand auger at the bottom ends of the tank, and at 20-foot intervals where possible along the extensive piping run. No appreciable impact was noted in any of the samples. In place closure was subsequently approved. The tank was filled in June 1998 with cement slurry after both it and the piping were reportedly cleaned. The record is unclear as to the techniques used to abandon the piping.

The Alameda County Health Services Agency granted closure in the case of the subject tanks, since the case meets the definition of a "Low Risk Soils Case," as outlined in the January 5, 1996, guidance from the RWQCB.

Figure 12.2 shows sites in the vicinity of the Existing San Leandro Property site with real or potential environmental issues related to the release of hazardous materials. Aside from the underground fuel storage tanks at the existing Juvenile Hall site, the only location identified within one-quarter of a mile of the reference point at the Existing San Leandro Property site is the Alameda County Office of Education (shown as location 1), which has a record of previously disposing of laboratory waste chemicals.



- ★ Target Property
- ▲ Sites at elevations higher than or equal to the target property
- ◆ Sites at elevations lower than the target property
- ▲ Coal Gasification Sites
- ⊠ Sensitive Receptors
- ⊠ National Priority List Sites
- ⊠ Landfill Sites

- Power transmission lines
- Oil & Gas pipelines
- 100-year flood zone
- 500-year flood zone
- Wetlands
- Areas of Concern



TARGET PROPERTY: San Leandro
 ADDRESS: Fairmont Drive
 CITY/STATE/ZIP: San Leandro CA 94578
 LAT/LONG: 37.7162 / 122.1182

CUSTOMER: Lamphier-Gregory
 CONTACT: Steven Buckley
 INQUIRY #: 860340.2s
 DATE: October 08, 2002 1:52 pm

Figure 12.2
 San Leandro Site
 Hazardous Materials Locations



SOURCE: EDR, Inc.; GDT, Inc. Rel.

The presence of common industrial and household hazardous materials was outlined in a recent Phase I assessment for the Fairmont area (Iris Environmental, 2002). The assessment included the Project area and Fairmont Hospital, as well as the surrounding environs. Drums of solvents, waste oil, and waste antifreeze were found in the Project area. One 10-gallon drum of solvents was found in the shop behind Snedigar Cottage and three 55-gallon drums of waste oil and antifreeze were found in the generator area behind the existing Juvenile Hall. In addition to these hazardous wastes, the storage sheds behind Snedigar Cottage contained gasoline, gardening chemicals, water treatment chemicals, machine lubricants and janitorial chemicals.

Machine lubricants were also found in the boiler room in the existing Juvenile Hall. Lastly, the carpentry shop within Snedigar Cottage contained paints, wood stains and lacquers.

The same study evaluated potentially contaminated soil in the vicinity of the Chabot Boys' Camp. Low levels of two herbicides, diuron and simazine, were found. Their concentrations are below the threshold required for remediation, as per the Region IX Preliminary Remediation Guidelines (PRG) for residential and industrial sites. No remedial action is required.

Aviation Operations in Site Vicinity

The Existing San Leandro Property site is located approximately 4 miles east of the Metropolitan Oakland International Airport, and approximately 3 miles north of the Hayward Executive Airport. There are no private aviation facilities in the vicinity of the site.

Wildland Fire Hazard

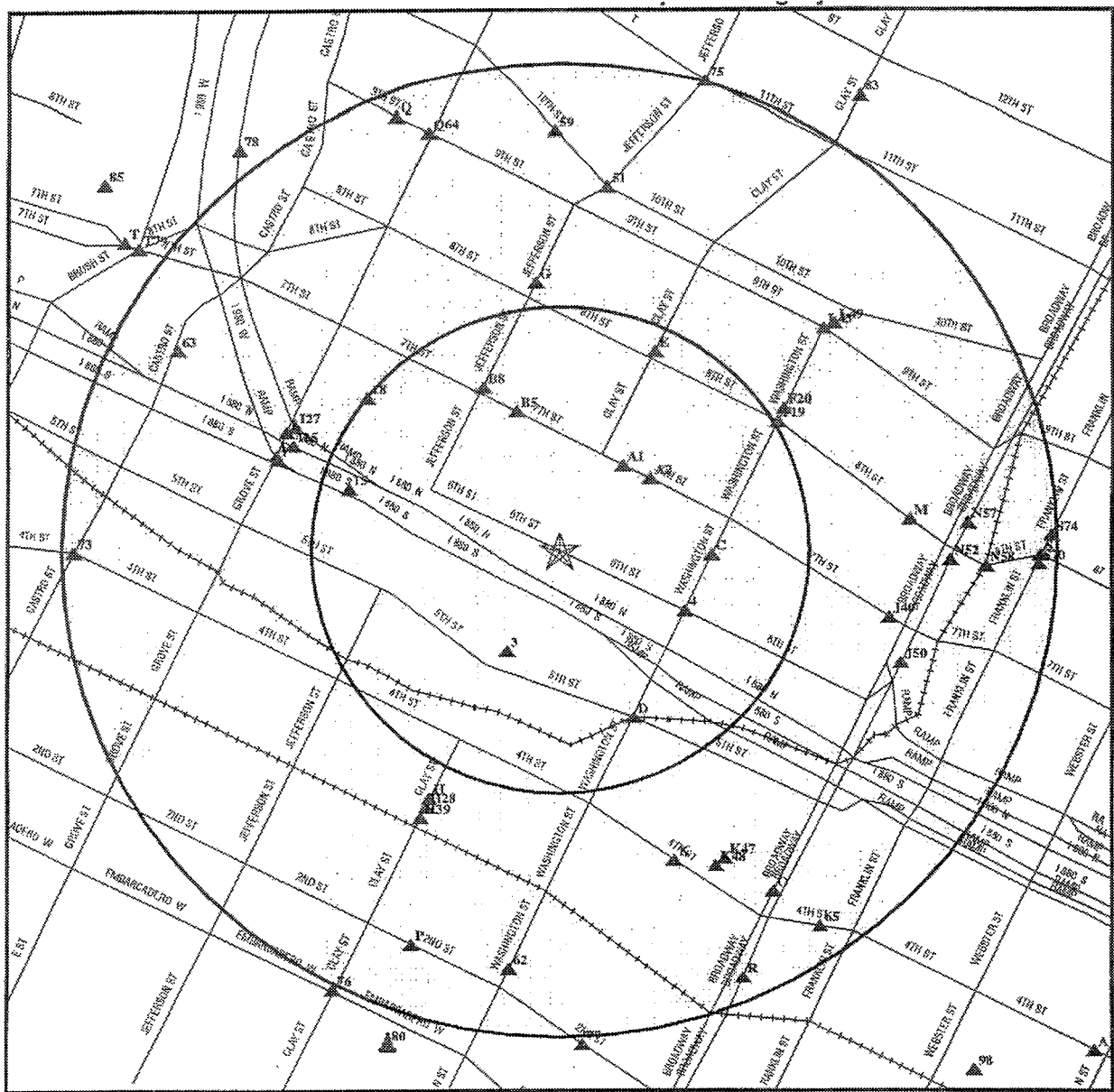
The site is located in a suburban location on the fringe of a semi-rural area near Lake Chabot Regional Park's rolling grassy hills. The site itself is considerably wooded with a variety of mature trees and shrubs. The nearest Alameda County Fire Department Station to the site is Station 3, located a few minutes away at 1430 164th Avenue. This station consists of two engine companies and currently services the existing Juvenile Hall, all of the Ashland area and major sections of Highways 580 and 238.

Glenn Dyer Detention Facility

Hazardous Materials

The existing Glenn Dyer Detention Facility was built in the mid-1980s, by which time the widespread use of asbestos and lead-based paints had been discontinued in the United States. Although the site has not been evaluated for the presence of hazardous materials, operation of the Glenn Dyer Detention Facility in the years since construction did not involve the use or storage of significant quantities of hazardous materials, and it is unlikely that such materials would be found within the existing structures at the facility.

Figure 12.3 shows sites in the vicinity of the Glenn Dyer Detention Facility with real or potential environmental issues related to the release of hazardous materials.



- ★ Target Property
- ▲ Sites at elevations higher than or equal to the target property
- ◆ Sites at elevations lower than the target property
- ▲ Coal Gasification Sites
- ✦ Sensitive Receptors
- National Priority List Sites
- Landfill Sites
- Power transmission lines
- Oil & Gas pipelines
- ▨ 100-year flood zone
- ▨ 500-year flood zone
- Areas of Concern

TARGET PROPERTY:	Glenn Dyer	CUSTOMER:	Lamphier-Gregory
ADDRESS:	550 Sixth Street	CONTACT:	Steven Buckley
CITY/STATE/ZIP:	Oakland CA 94607	INQUIRY #:	860333.2s
LAT/LONG:	37.8002 / 122.2774	DATE:	October 08, 2002 8:02 am

Figure 12.3
Glenn Dyer Site
Hazardous Materials Locations



SOURCE: EDR, Inc.; GDT, Inc. Rel.

A number of sites within one-eighth of a mile of the site have a record of disposing asbestos-containing waste (shown as locations A2, B8, D and E), while others have either had leaking underground fuel storage tanks removed (at the Oakland Police station [3], at a Caltrans site [15] and at a Salvation Army site [E]) or maintain active underground fuel storage tanks (at the Oakland Police parking lot [4], at the Oakland/Piedmont Municipal Court [C] and at the parking structure adjacent to the Glenn Dyer Detention Facility [B5 and 18]). The Alameda County Health Lab (shown at location D) generates laboratory wastes.

Aviation Operations in Site Vicinity

The Glenn Dyer Detention Facility is located approximately 4.5 miles north of the Metropolitan Oakland International Airport, and beyond the boundaries of the Airport Land Use Commission's General Referral Area. There are no private aviation facilities in the vicinity of the site.

Wildland Fire Hazards

The Glenn Dyer Detention Facility is located in downtown Oakland, a highly urbanized area not subject to wildland fire hazards.

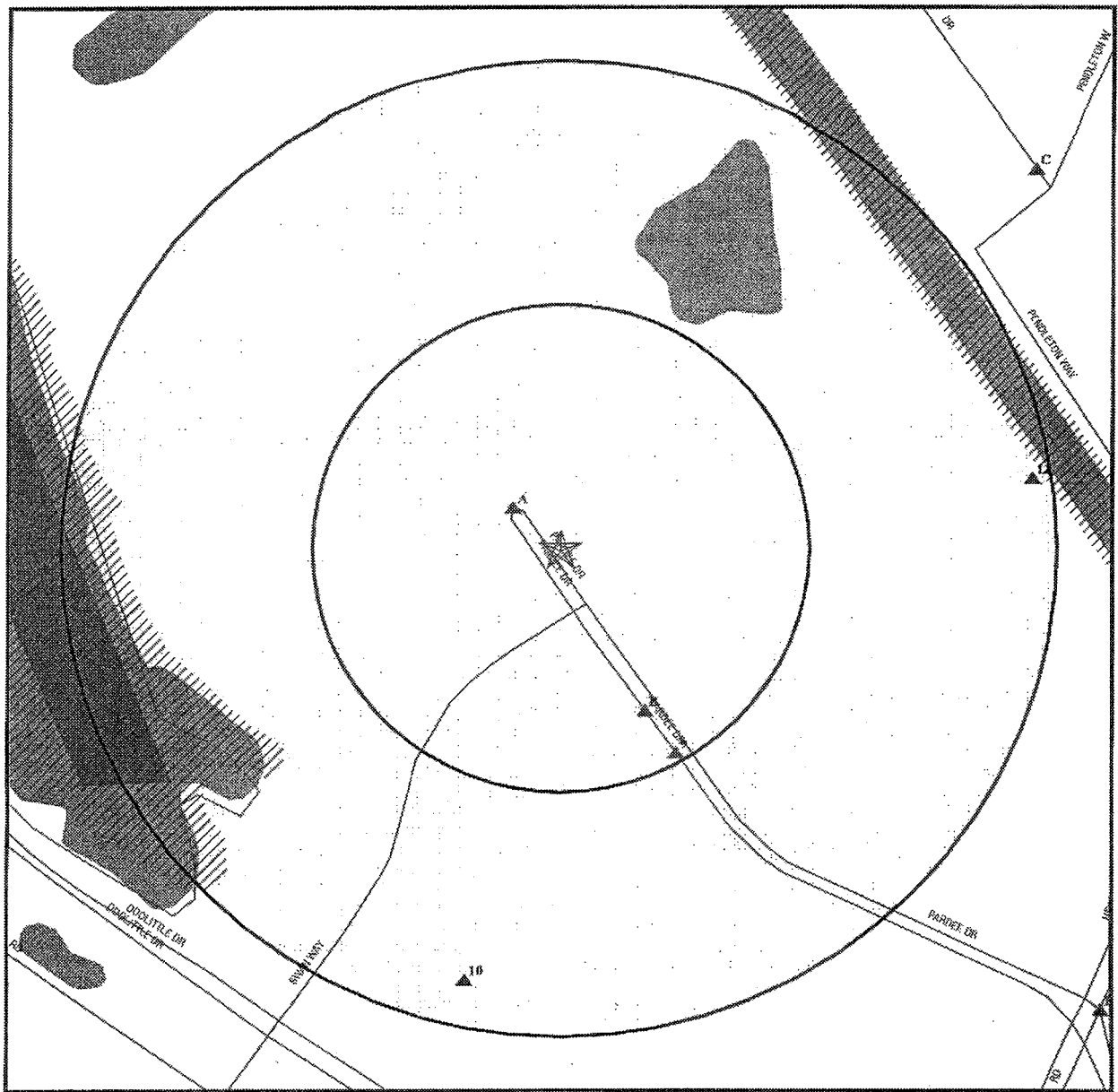
Pardee/Swan Site

Hazardous Materials

Although the Pardee/Swan Site is vacant, adjoining uses include commercial office buildings, a resource protection area and a United Parcel Services distribution center (which uses and potentially spills some hazardous materials associated with refueling and servicing its fleet of trucks).

A Phase I/II Assessment of the Pardee/Swan Site was prepared (Baseline 1999). Areas of potential concern identified during a site reconnaissance included an area of scattered pieces of black, tarry material that may have been brought to the surface from deeper fill materials during grading of the site (see **Figure 12.4**).

An earlier assessment on the neighboring UPS parcel found elevated concentrations of total petroleum hydrocarbons (TPH) and polynuclear aromatic hydrocarbons (PAHs) in the soil and benzene in the groundwater (Baseline 1999). Since the fill material at the Pardee/Swan site has a similar history as the UPS site, these compounds may also be found there. Thirty-three sites associated with hazardous materials use, storage, disposal or releases were identified within one-half mile of this site. A reported release of gasoline from an underground storage tank at the adjacent UPS facility, upgradient from a portion of the site, may have the potential to affect groundwater quality at the site. No other reported releases of hazardous materials within one-half mile of the site would likely have the potential to affect subsurface conditions at the site.



- ★ Target Property
- ▲ Sites at elevations higher than or equal to the target property
- ◆ Sites at elevations lower than the target property
- ▲ Coal Gasification Sites
- ⚡ Sensitive Receptors
- ☒ National Priority List Sites
- ☒ Landfill Sites
- ⚡ Power transmission lines
- ⚡ Oil & Gas pipelines
- ▨ 100-year flood zone
- ▨ 500-year flood zone
- ▨ Wetlands
- ▨ Areas of Concern

TARGET PROPERTY:	Pardee	CUSTOMER:	Lamphier-Gregory
ADDRESS:	Pardee/Swan	CONTACT:	Steven Buckley
CITY/STATE/ZIP:	Oakland CA 94621	INQUIRY #:	860339.2s
LAT/LONG:	37.7332 / 122.2050	DATE:	October 08, 2002 1:58 pm

Figure 12.4
Pardee/Swan Site
Hazardous Materials Locations



SOURCE: EDR, Inc.; GDT, Inc. Rel.

Twenty-six soil samples and four groundwater samples were collected at the site during preparation of the Phase II Site Assessment. Two of the soil samples contained soluble lead above California hazardous waste thresholds. A statistical analysis indicates that soils at the site would not be considered a California hazardous waste, once excavated. Three of the soil samples contained benzo(a)pyrene, a polynuclear aromatic hydrocarbon (PAH), above U.S. EPA Preliminary Remediation Goals (PRGs), but within U.S. EPA acceptable risk guidelines. A breakdown of PRGs by pathway suggests that only those workers coming into direct contact with PAH-affected soils would be exposed to benzo(a)pyrene at concentrations above the pathway-specific PRGs. No other compounds were identified above hazardous waste or health and safety thresholds.

Figure 12.5 shows sites in the vicinity of the Pardee/Swan Site with real or potential environmental issues related to the release of hazardous materials. Two sites within one-quarter of a mile of the site have either had leaking underground fuel storage tanks removed or maintain active underground fuel storage tanks (at the United Parcel Service [A] and Federal Express [B]). The Ettore Products Company (shown as location 9) has a record of disposing of aqueous solution with metals, the operation at 100 Swan Way (shown as location 10) has recorded a propane release and an operation at the Airport Business Park (shown as location 11) has a record of disposing of polychlorinated biphenyls (PCBs).

Aviation Operations in Site Vicinity

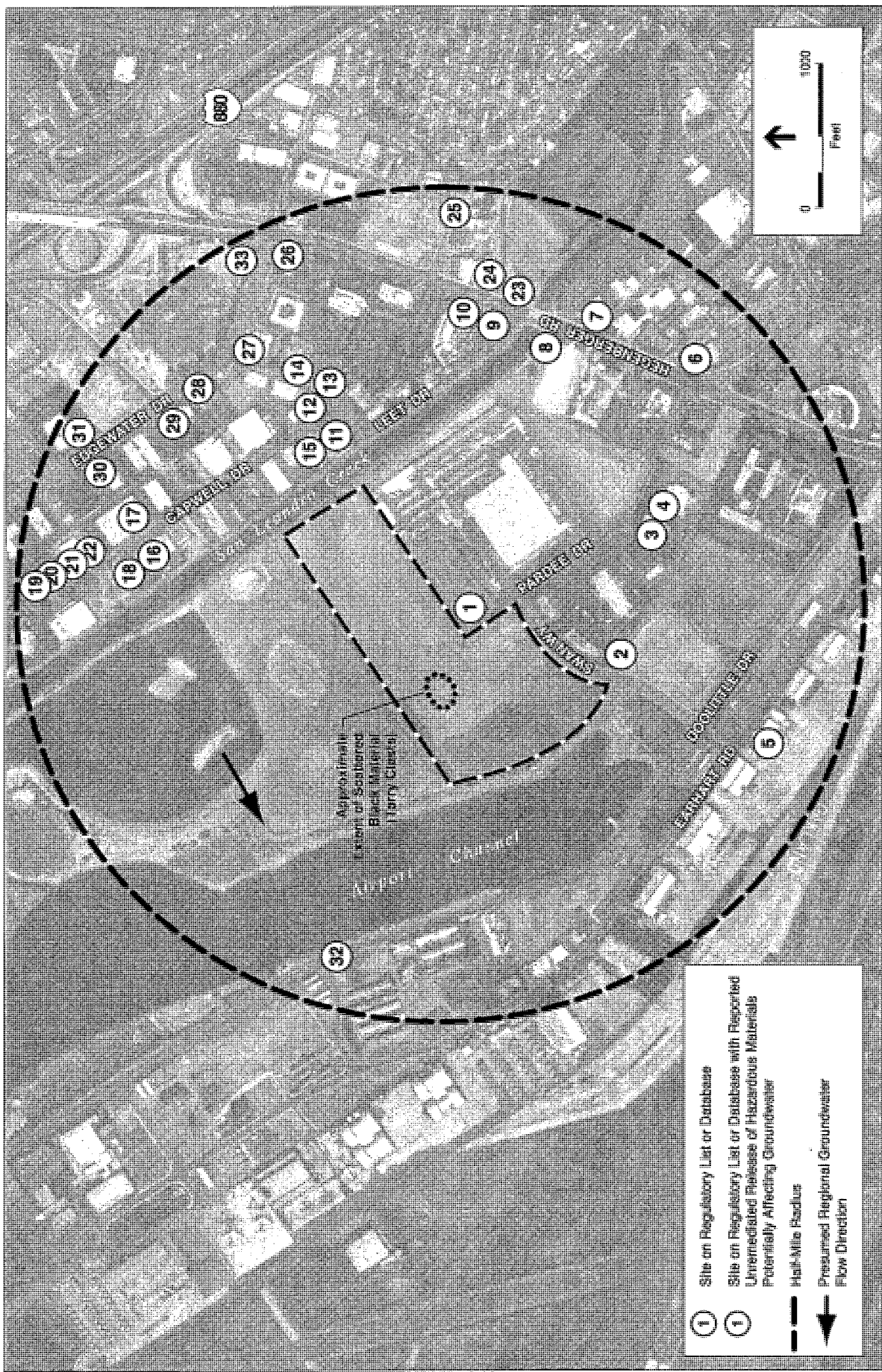
The site is located within the Metropolitan Oakland International Airport and Hayward Executive Airport Land Use Commission General Referral Area (Alameda County Airport Land Use Policy Plan, Map II, p. 34), which is also identified as an ALUC Hazards Prevention Zone. All proposed projects within this area must be referred to the Airport Land Use Commission (ALUC) for a Determination of Plan Consistency. In the Hazards Prevention Zone, all structures would need to comply with restrictions on lights, reflective objects, the generation of smoke or certain electrical equipment that could interfere with the operation of aircraft or aircraft instrumentation. No portion of the site is located within an ALUC Safety Zone.

The site is beyond the 65 CNEL contour defining the Oakland North Airport ALUC Noise Zone (Airport Land Use Policy Plan, Map III, p. 35).

Since the site is located within the Metropolitan Oakland International Airport ALUC Height Referral Area (Airport Land Use Policy Plan, Map Airport Land Use Policy Plan, Map II, p. 34), proposed structures would need to comply with height restrictions set forth in FAR Part 77, including Subpart D.

The site is located under the Oakland North Airport VFR Aircraft Noise Abatement Traffic Pattern for Runway 27R/9L (Airport Land Use Policy Plan, Figure III, p. 42).

The site is designated C/I (Commercial/Industrial) on the Metropolitan Oakland International Airport Generalized Land Use diagram (Airport Land Use Policy Plan, Figure IV, p. 43).



- ① Site on Regulatory List or Database
- ① Site on Regulatory List or Database with Reported Unremediated Release of Hazardous Materials Potentially Affecting Groundwater
- Half-Mile Radius
- Presumed Regional Groundwater Flow Direction

Figure 12.5
 Pardee/Swan Site
 Sites on Regulatory Lists within
 One-Half Mile of Site

SOURCE: EDR, 1999, Baseline Environmental
 Aerial Photo: Pacific Aerial Surveys



Wildland Fire Hazards

Although the site is currently vacant and supports grasses and other vegetation, the potential for wildland fires is limited due to the presence of the San Leandro Channel, the Airport Channel and the wetlands mitigation area along the site boundaries and the previous development of the adjacent UPS facility.

East County Government Center

Hazardous Materials

Subsurface Consultants, Inc., prepared a Preliminary Environmental Site Assessment for the site (DRAFT - January 8, 2002) that identified the following Recognized Environmental Conditions (REC):

- Boiler Room Areas – USTs and associated piping may have been associated with the former military buildings and boiler rooms where hot water would have been generated. It is possible that the inactive UST and associated piping may still be buried below the site. If present, these buried improvements may still contain petroleum hydrocarbon byproducts.
- Former Underground Utility Lines – A myriad of buried utility lines may still exist on site. Hot water and steam conveyance piping has been found on former military properties in the area. The piping has been observed to be coated with or constructed of asbestos-containing materials.
- Greenhouse/Nursery – Chemicals, including pesticides, herbicides and/or heavy metal-based amendments and treatments, may have been used and stored in this area. Surface releases of these compounds may have occurred during the time of use.
- Dispensary Garage – Vehicle repair and maintenance may have been conducted in this area. Petroleum hydrocarbon compounds and other chemicals may have been stored and used in this area.
- Site Fill Materials – The majority of the fill located at the property is believed to be soil excavated during the development of the adjacent Santa Rita Rehabilitation Center. The fill may contain remnants of past surface releases or artifacts and chemical residues from past source areas associated with former farming and agricultural activities, which were conducted at the adjacent jail site in the past.
- Detention Basin Soil – This area has been a storm water detention basin since the early 1980s. Various heavy metals, petroleum hydrocarbons and other chemical substances are known to accumulate in basin sediments.

- Fire Fighting Training Area – Chemicals and fuels may have been used within this area to generate fires and to subsequently extinguish them. Remnants and residues of these materials may still remain buried below existing fill materials.
- Observed Stained Areas – Two areas of suspected discolored soil were identified by reviewing a 1957 aerial photograph. Petroleum hydrocarbon-based substances, fire-related debris, vegetation, moisture and/or chemicals might be responsible for the darkly colored materials. Remnants and residues of these materials may still remain buried below existing fill materials.

Limited environmental testing conducted at the site suggests that soil containing petroleum hydrocarbons and metals may exist in localized source areas. Comparison of the analytical data to the RWQCB's Risk-Based Screening Levels (RBSLs) indicates that no detected chemical concentrations exceeded the respective general RBSLs.

Figure 12.6 shows sites in the vicinity of the East County Government Center with real or potential environmental issues related to the release of hazardous materials. There is a record of a leaking underground fuel storage tank (shown as location 1) and active underground fuel storage tanks (shown as location B) at the Santa Rita Rehabilitation Center, which also has a record of disposing of oil-containing wastes and photochemicals. Blaze Network Products (shown as location A2) is identified as a small quantity generator of hazardous wastes with no record of violations, and Humphrey Systems (shown as location A3) has a record of disposing of laboratory waste chemicals and organic liquid mixtures. The Alameda County Heavy Equipment Repair Building (HERB) facility (shown as location 6) has a record of disposing of waste oil and organics.

Aviation Operations in Site Vicinity

The City of Livermore Airport is located more than six miles east of the site, and no private aviation facilities are located in the vicinity.

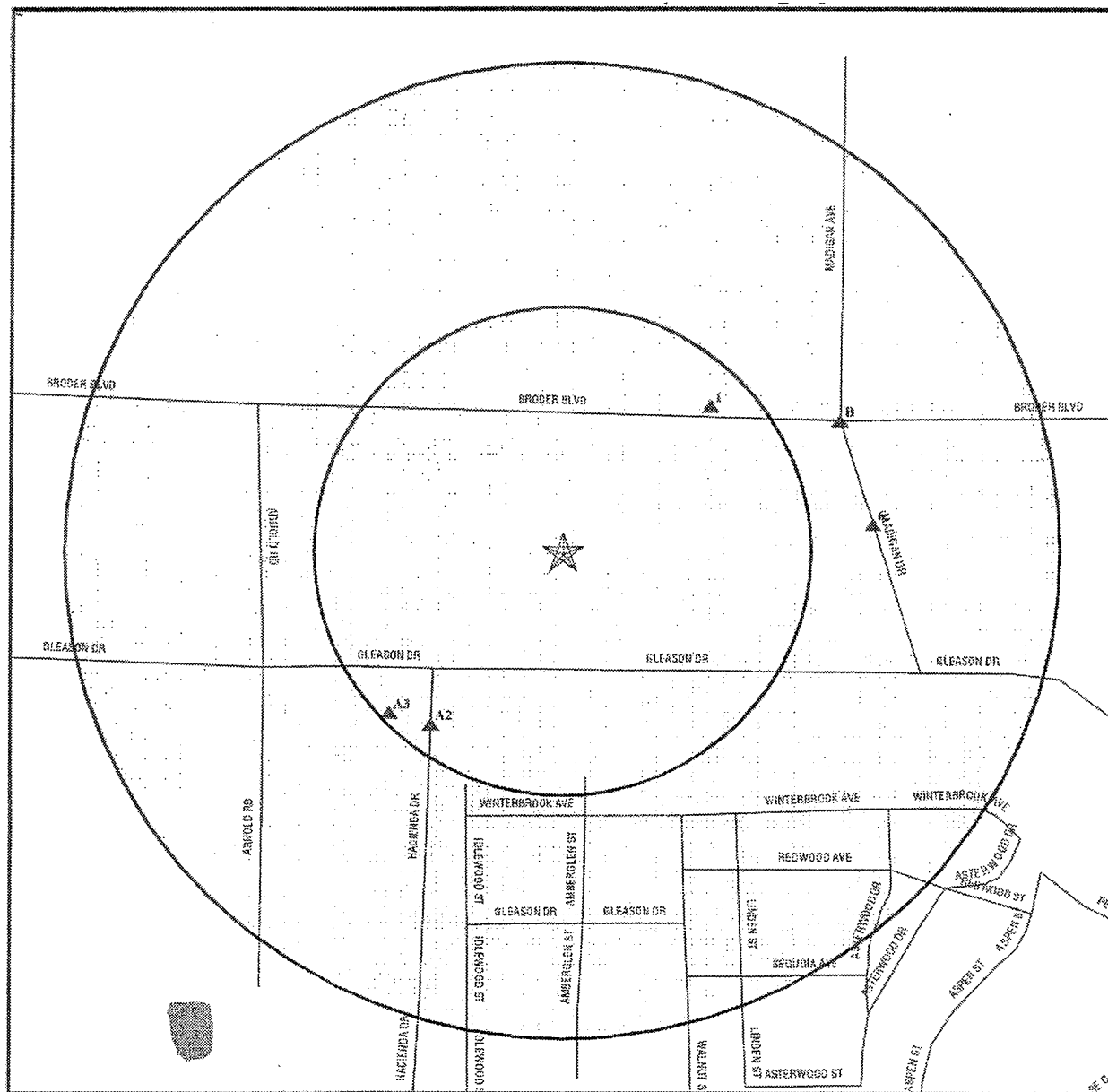
Wildland Fire Hazards

The site is located in a suburban area near rolling hills vegetated by wild grasses. The site is not exposed to a significant risk of wildland fires, since urban development has already taken place in most of the surrounding areas.

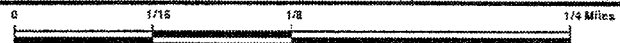
Site 15A

Hazardous Materials

In September 2000, Lowney Associates performed a Phase 1 environmental site assessment and soil and groundwater quality evaluation for the formerly proposed Cisco Systems office complex in Dublin. The study area included Site 15A, as well as adjacent vacant parcels 16A and 16F. The Cisco Systems project would have occupied these three sites.



- ★ Target Property
 - ▲ Sites at elevations higher than or equal to the target property
 - ◆ Sites at elevations lower than the target property
 - ▲ Coal Gasification Sites
 - Sensitive Receptors
 - National Priority List Sites
 - Landfill Sites
- ⚡ Power transmission lines
 - ⚡ Oil & Gas pipelines
 - ▨ 100-year flood zone
 - ▨ 500-year flood zone
 - ▨ Wetlands
 - ▨ Areas of Concern



TARGET PROPERTY:	Government Center	CUSTOMER:	Lamphier-Gregory
ADDRESS:	Gleason/Arnold	CONTACT:	Steven Buckley
CITY/STATE/ZIP:	Dublin CA 94588	INQUIRY #:	861763.2s
LAT/LONG:	37.7148 / 121.8867	DATE:	October 09, 2002 6:55 pm

Figure 12.6
East County Government Center Site
Hazardous Materials Locations



SOURCE: EDR, Inc.; GDT, Inc. Rel.

The purpose of the Phase 1 study was to document environmental concerns at the site related to current and historic chemical use and to evaluate the potential for a hazardous materials release from on- or off-site sources that could significantly impact the site's soil and/or groundwater quality.

Site 15A is approximately rectangular in shape with a wider section at the north end adjacent to Central Parkway. According to Lowney Associates, the site appeared unpaved and covered with weeds. Several mounds of soil and concrete debris were scattered across the parcel. A concrete slab that appeared to be a sidewalk or driveway for a former road was observed in the vicinity of a former service station located at the northwest end of the parcel.

An approximately 5 foot deep ditch was observed along the south side of the pad. An approximately 14-inch diameter plastic pipe was observed at the bottom of the ditch, extending in an east to west direction. The pipe's purpose was not clear, but it may have been related to utilities adjacent to a former road. An approximately 250-foot by 535-foot concrete pad was located on the east-central portion of the parcel. A drainage ditch was located on the west side of the parcel and extended along Arnold Road.

Geophysical Survey

To evaluate the presence of buried structures such as Underground Storage Tanks (USTs) and piping, a registered geophysicist performed a geophysical survey of the site using a magnetometer to map the vertical magnetic gradient. Since only ferrous metal objects will produce magnetic anomalies, nonmetallic structures might not be detected unless they are connected to metal piping, contain steel reinforcement or have metal grating or covers. No metallic structures were detected on Site 15A.

Soil Quality Evaluation

To help evaluate soil quality at the two former service stations located on Site 15A, a soil vapor survey was performed. Ten soil vapor probes were pushed to a depth of approximately 5 feet at each service station. Soil vapors were tested on site for total organic compounds using an organic vapor analyzer (OVA). The results revealed organic vapor concentrations at typical background levels, with the exception of two locations where 80 to 100 parts per million (ppm) of organic vapors were detected.

Soil vapor samples were collected from the probes with the highest OVA readings and submitted to a state certified analytical laboratory. Three vapor samples were analyzed for total petroleum hydrocarbons in the gasoline range (TPHg) and BTEX (EPA Test Method 8015/8020). These compounds were not detected at or above the laboratory limit.

To evaluate general soil quality, seven near-surface soil samples were collected at the Project site. The samples were submitted to a state certified laboratory and analyzed for organochlorine pesticides (EPA Test Method 8080), arsenic, cadmium and lead. These are constituents that may be present on site from possible previous agricultural use. The lead analyses also helped evaluate

potential impacts from lead paint on former structures. The samples were also analyzed for asbestos to evaluate potential impacts from the demolition of former structures.

A total of 62 test pits were dug during a backhoe evaluation to analyze the depth and quality of fill materials at the site. In former structure locations, such as the two service stations, the test pits were excavated on 20-foot centers. Fill material at depths of about 1 to 6 feet were encountered. Isolated pockets of fill up to about 10 to 12 feet in thickness also were located on site. The fill was generally sandy gravel.

Groundwater Quality Evaluation

To evaluate groundwater quality at the site, 10 exploratory borings were advanced to groundwater at locations throughout the site. Groundwater was detected at depths of approximately 15 to 18 feet. Groundwater samples were collected using a bailer and placed in appropriate sample bottles labeled with a unique identification number. The samples were analyzed for Volatile Organic Compounds (VOCs), semi-VOCs (SVOCs), total extractable petroleum hydrocarbons (TEPH) fuel fingerprinting scan, TPH as gasoline (TPHg), and BTEX and MTBE (methyl tertiary butyl ether). These analyses were selected to evaluate the extent of VOCs and petroleum fuels previously detected in the groundwater by others.

Radiological Evaluation

A screening for radiation was performed on site during the soil and groundwater investigation. A hand held Sper model 840007 Geiger counter with a detection range of 0.1 to 10 milli-Roentgen per hour was used to measure radiation levels at randomly selected grid locations. The meter measured no radiation above background levels.

Rail Lines

Railroad tracks historically were located on Parcels 15A and 16A. Earlier analyses of soil samples collected from the former rail line areas performed by others did not detect elevated levels of metals or herbicides. Surface soil samples collected near the rail line areas during this investigation also did not reveal elevated levels of metals or pesticides.

Asbestos

Soil samples collected during the site evaluation revealed no evidence of asbestos at the Project site.

Lead Based Paint

Since historical site buildings have been demolished, soil analyses were performed in the areas of former structures. No elevated levels of lead were detected in the soil on Site 15A.

Fill

Based on observations in exploration test pits across the site, fill ranging from 1 to 6 feet appeared to be present on Site 15A. Isolated areas of deeper fill up to 12 feet were also

encountered. Laboratory analyses of soil samples collected from the fill did not detect asbestos, PCBs (polychlorinated biphenyls) or PAHs. Metals that were detected appeared consistent with typical background levels. Low levels of diesel-range hydrocarbons (less than 100 ppm) were detected across the site.

Debris and Buried Pipelines

Loose debris including concrete rubble, metal pipes, wood and soil mounds were observed scattered across the site. Buried pipelines and remnants of foundations also were encountered. Other structures, debris or impacted soil could be encountered during site development activities. These structures will require removal prior to site grading activities and materials may be encountered that require special handling.

Health Risk Assessment

Based on a health risk assessment performed by a certified industrial hygienist, carcinogenic risk associated with compounds detected beneath the site, excluding the materials recommended to be hauled away, are less than 10^{-6} . In addition, noncarcinogenic risk is less than 1.

Potential Environmental Concerns in Site Vicinity

Based on the information obtained during this study, no hazardous material incidents have been reported in the site vicinity that would be likely to significantly impact the site. However, several facilities in the vicinity were reported as hazardous materials users. If spills or leaks occur at these facilities, contamination could impact the site, depending on the effectiveness of cleanup efforts.

Groundwater Contaminants

In 1998, Versar, Inc., performed a preliminary assessment of the presence of perchloroethylene (PCE), trichloroethylene (TCE), carbon tetrachloride (CTET) and chloroform (all volatile organic compounds, or VOCs) in the shallow groundwater in the southern and western portions of Parcel 15. Based on the findings of the 1998 investigation, Versar, the County's GSA and the RWQCB met and agreed upon a scope of work to characterize the distribution of VOCs at the site and assess the risk to groundwater and site use. Versar performed VOC fate and transportation computer modeling to demonstrate that VOC concentrations detected and defined at the site will not impact water supply wells in the Livermore-Amador Valley Basin. Based on use of assumed worst-case soil and groundwater VOC concentrations collected during the field investigations, Versar's findings indicated that the VOC plume is stable and degrading at a predictable rate and manner, and is unlikely to impact groundwater supply wells. Versar found no likely risk from residual VOCs in groundwater to potential residential use of the site, and found that the site could be developed for residential, commercial or mixed uses without active VOC remediation. Versar prepared a groundwater monitoring plan to monitor the residual halogenated volatile organic compounds (HVOCs) concentrations in groundwater as a way to document the stability and degradation of the residual HVOC plume (Versar, 2001).

Figure 12.7 shows no sites in the vicinity of the Site 15A with real or potential environmental issues related to the release of hazardous materials.

Aviation Operations in Site Vicinity

The City of Livermore Airport is located more than six miles east of the site, and no private aviation facilities are located in the vicinity.

Wildland Fire Hazard

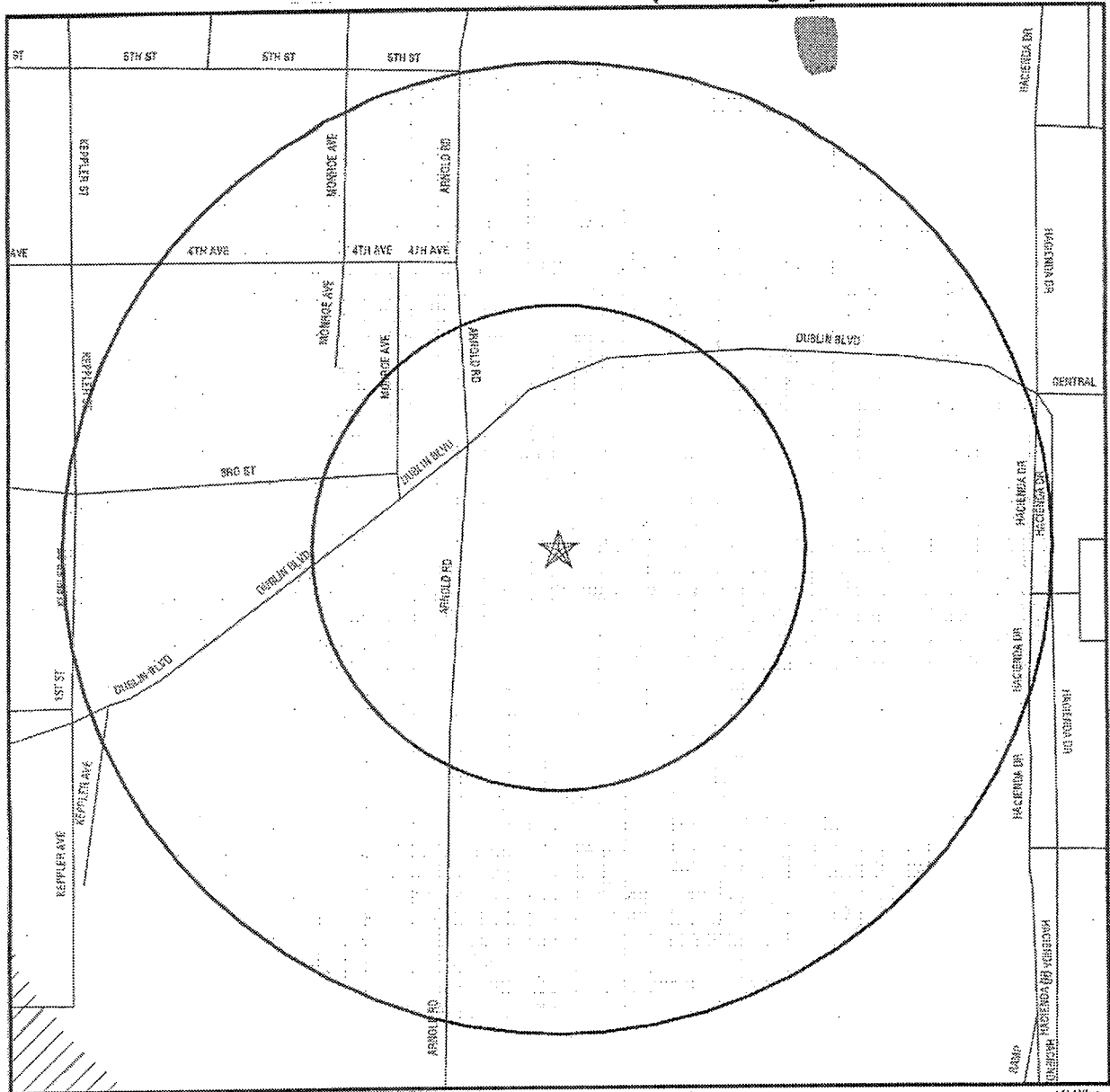
The site is located in a suburban area in the vicinity of (but not adjacent to) rolling hills vegetated by wild grasses. The site is not exposed to a significant risk of wildland fires, since it is surrounded on three sides by urban development.

12.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

The Project would have a significant environmental impact if it were to result in:

- Creation of a significant hazard to the public or the environment through the routine transport, use or disposal of hazardous materials.
- Creation of a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment.
- The emission of hazardous emissions or the handling of hazardous or acutely hazardous materials, substances or wastes within one-quarter mile of an existing or proposed school.
- Construction on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, creation of a significant hazard to the public or the environment.
- A safety hazard for people residing or working within an area subject to an airport land use plan or within 2 miles of a public airport or public use airport.
- A safety hazard for people residing or working in the vicinity of a private airstrip.
- Impairment of implementation of, or physical interference with, an adopted emergency response plan or emergency evacuation plan.
- Exposure of people or structures to a significant risk involving wildland fires.



- ★ Target Property
- ▲ Sites at elevations higher than or equal to the target property
- ◆ Sites at elevations lower than the target property
- ▲ Coal Gasification Sites
- Sensitive Receptors
- National Priority List Sites
- Landfill Sites
- ⚡ Power transmission lines
- ⚡ Oil & Gas pipelines
- ▨ 100-year flood zone
- ▨ 500-year flood zone
- Wetlands
- Areas of Concern

TARGET PROPERTY:	Dublin 15A	CUSTOMER:	Lamphier-Gregory
ADDRESS:	Central Parkway/Arnold Drive	CONTACT:	Steven Buckley
CITY/STATE/ZIP:	Dublin CA 94568	INQUIRY #:	861777.2s
LAT/LONG:	37.7075 / 121.8925	DATE:	October 09, 2002 6:50 pm

Figure 12.7
Site 15A
Hazardous Materials Locations



SOURCE: EDR, Inc.; GDT, Inc. Rel.

IMPACTS AND MITIGATION MEASURES

IMPACT 12.1: Hazard Related to Routine Transport, Use or Disposal of Hazardous Materials

Impact 12.1.1: No Action/No Project

NO IMPACT. Ongoing operation of the existing Juvenile Hall at this site would not result in the creation of any hazard related to the routine transport; use or disposal of hazardous materials, as no significant quantities of hazardous materials are used routinely at the site.

Impact 12.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. State Mandated Asbestos Notifications filed by the Alameda County General Services Agency indicate that at least seven buildings at the existing Juvenile Hall contain asbestos materials. Demolition of existing buildings could expose people to asbestos materials, which are a known health hazard. This would be a potentially significant impact associated with this alternative.

- **Mitigation Measure 12.1.2: Safe Removal of Asbestos During Demolition.** The California Health and Safety Code requires that employees and contractors working in buildings constructed before 1979 and known to include asbestos-containing materials are notified of their presence. Demolition of existing buildings on site should be undertaken by contractors equipped and trained in the safe removal of asbestos-containing materials. This would reduce the health risks of asbestos containing materials during demolition to a level of less than significant.

Impact 12.1.3: Glenn Dyer Detention Facility

NO IMPACT. Reconfiguration of the existing structures at this site for use as a Juvenile Justice Facility would not be expected to require the use, transportation or disposal of substantial quantities of hazardous materials, as no significant quantities of hazardous materials have been identified in the existing structures. Routine operations at the proposed Juvenile Justice Facility would not be expected to require the use of substantial quantities of hazardous materials.

Impact 12.1.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Although soils at the site would not be considered a California hazardous waste once excavated, construction at the site could result in potential construction worker health effects from contact with subsurface materials affected by PAHs. This would represent a potentially significant impact.

- **Mitigation Measure 12.1.4: Implementation of Health and Safety Plan.** All construction activity at the site should proceed under a site-specific health and safety plan

to minimize potential construction worker health effects from contact with subsurface materials affected by PAHs. Additional worker health and safety measures may be required for those workers (such as maintenance personnel) who may potentially come into contact with PAH-affected soils once construction at the site has been completed. Effective implementation of measures that would reduce potential exposure to contaminated soils at the site would reduce the potential impact to a level of less than significant.

Impact 12.1.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Development of this site as proposed would not entail the use of substantial quantities of hazardous materials, and routine operation of the facilities proposed at the East County Government Center would not entail the use of substantial quantities of hazardous materials. However, it is the extent to which soils and groundwater may have been contaminated by previous activities at the site is unknown, and such contamination (if present) could result in potential construction worker health effects from contact with subsurface materials, a potentially significant impact.

- **Mitigation Measure 12.1.5: Preparation and Implementation of a Soil Handling/Management Plan (SMP).** Prior to site preparation, Alameda County shall notify their grading and excavation contractor(s) of the potential presence of improvements below the native ground surface, and shall prepare and implement a Soil Handling/Management Plan (SMP). The SMP should address worker notification, dust control, and include a contingency plan for unexpected conditions. Effective implementation of an SMP would reduce the potential impact associated with exposure to soil and/or groundwater contaminants to a level of less than significant.

Impact 12.1.6: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Groundwater impacted by petroleum hydrocarbons was encountered at the two former service stations on Site 15A. Up to 15,000 parts per billion (ppb) of TPHg and 3,300 ppb of TPHd were detected in the area of the former Building 468B service station on the site. Up to 290 ppb of TPHd was detected in the areas of the former Building 468A service station on the site. Generally, soil and vapor samples collected from these areas indicated that the soil was not significantly impacted with petroleum hydrocarbons. However, a tar-like substance was encountered at two locations where elevated levels of petroleum hydrocarbons were detected. These samples were collected at former station 468B, the northernmost station. The extent of this material is not clear. Laboratory analyses of groundwater grab samples detected up to 120 ppb of VOCs (PCE, TCE, CTET and chloroform) on site on the southern portion of Parcel 15A and the northwestern portion of Site 16A, adjacent to 15A. Previous investigations detected up to 440 ppb of PCE on the property adjacent to the east of Site 15A in the area of a former laundry. Based on the analytical data and anticipated groundwater flow direction, the source for the VOCs detected on site appears to be the adjacent parcel to the east. Alameda County GSA has undertaken characterization activities but has not been named a responsible party. The presence of hydrocarbons on the site could present a hazard to those at the site unless remediated, and could present a potentially significant impact.

- **Mitigation Measure 12.1.6: Remediation.** Lowney Associates (2000) recommends overexcavation and hauling away of this soil off site, at a cost of about \$20 to \$30 per cubic yard. The cleanup goal must be set at a level that will allow unrestricted reuse of soil in this area during construction activities. It is also recommended that case closure should be achieved for both service stations. Preparation of a soil management plan should be completed in the event that small pockets of petroleum hydrocarbon impacted soil are encountered during grading activities. Site characterization and remediation would reduce the potential impact associated with exposure to hydrocarbons to a level of less than significant.

IMPACT 12.2: Hazard Related to Reasonably Foreseeable Upset and Accident Conditions Involving the Release of Hazardous Materials

IMPACT 12.2: ALL ALTERNATIVES

NO IMPACT. None of the alternatives include Priority 1 High Risk facilities as identified by local fire department and/or emergency services. Additionally, under each of the alternatives evaluated, construction and operation of the proposed facilities would not require the use, transportation or storage of significant quantities of hazardous materials. Although some common household and industrial hazardous materials may occur on some of the sites (for example, San Leandro) and would require proper disposal, they do not likely occur in significant quantities. It is also unlikely that any foreseeable upset or accident associated with the construction and operation of the proposed facilities would involve the release of significant quantities of hazardous materials that would pose a threat to public health or the environment.

IMPACT 12.3: Hazard Related to Handling of Hazardous Materials within One-Quarter Mile of an Existing or Proposed School

IMPACT 12.3: ALL ALTERNATIVES

NO IMPACT. Under each of the alternatives evaluated, construction and operation of the proposed facilities would not require the handling of significant quantities of hazardous materials. None of the sites evaluated are within one-quarter mile of any existing or proposed school.

IMPACT 12.4: Construction on a Listed Hazardous Materials Site

IMPACT 12.4: ALL ALTERNATIVES

NO IMPACT. None of the sites evaluated have been listed as hazardous materials sites pursuant to Government Code Section 65962.5.

IMPACT 12.5: Safety Hazard near Public Airports

Impact 12.5.1: No Action/No Project

NO IMPACT. The existing Juvenile Hall is located approximately 3 miles north of the Hayward Executive Airport and approximately 4 miles east of the Metropolitan Oakland International Airport, and the operation of these aviation facilities presents no significant hazard to those at the existing Juvenile Hall. Ongoing operations at the existing Juvenile Hall at the Existing San Leandro Property site would create no new aviation-related safety hazards.

Impact 12.5.2: Existing San Leandro Property

NO IMPACT. Due to the distance of the site from nearby airports (approximately 3 miles from the Hayward Executive Airport and approximately 4 miles from the Metropolitan Oakland International Airport), the development of a new Juvenile Justice Facility at the Existing San Leandro Property site would not be expected to create any new aviation-related hazards either for those at the site or in relation to airport operations.

Impact 12.5.3: Glenn Dyer Detention Facility

NO IMPACT. The conversion and expansion of the existing Glenn Dyer Detention Facility to accommodate juvenile detainees would not expose those using the facility to hazards associated with routine aviation activity at the Metropolitan Oakland International Airport.

Impact 12.5.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Although the site is located within the Metropolitan Oakland International Airport and Hayward Executive Airport Land Use Commission General Referral Area, all development at this site would be required to comply with the height restrictions and other requirements related to lights, reflective objects, the generation of smoke or certain electrical equipment that could interfere with the operation of aircraft or aircraft instrumentation. Compliance with current safety requirements would reduce potential safety impacts to a level of less than significant.

Impact 12.5.5: East County Government Center

NO IMPACT. The City of Livermore Airport is located more than six miles east of the site, and development of this site as proposed would not create any aviation-related safety hazard.

Impact 12.5.6: Site 15A

NO IMPACT. The City of Livermore Airport is located about six miles east of the Project site, and development of this site as proposed would not create any aviation-related safety hazard.

IMPACT 12.6: Safety Hazard in the Vicinity of a Private Airstrip

IMPACT 12.6: ALL ALTERNATIVES

NO IMPACT. None of the five sites evaluated are within the vicinity of any private airstrip.

IMPACT 12.7: Impairment/Interference with Emergency Response/Evacuation Plan

IMPACT 12.7: ALL ALTERNATIVES

NO IMPACT. As discussed in the introductory text and in **Impact 12.2** (see above), none of the alternatives have Priority 1 High Risk Facilities that pose a high risk of an accident for the release of hazardous materials. Therefore, an HMBP (which must include an Emergency Response Plan and Contingency Plan and must specify how to evacuate people from the accident site) is not required for any of the alternatives.

IMPACT 12.8: Exposure to Risk Involving Wildland Fires

IMPACT 12.8: ALL ALTERNATIVES

NO IMPACT. As discussed in the forgoing section, none of the sites evaluated are located in areas subject to wildland fire hazards.

Public Services

13.1 AFFECTED ENVIRONMENT

Public services discussed in this chapter include:

- fire, hazardous materials, emergency medical response
- police,
- schools
- solid waste
- libraries
- parks and recreation facilities.

Significance thresholds for public services would be reached if the Project would result in emergency response times exceeding established goals or the need for additional facilities, such as construction of a new fire station or landfill facility. Other thresholds would be reached if the Project resulted in a large influx of new students to the local public schools system, or increased staffing levels for public services agencies.

REGULATORY/POLICY SETTING

Federal

Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) is an independent agency of the federal government, established in 1979 via executive order. FEMA provides direction and assistance to state and local governments, but does not regulate approaches to emergency planning or response.

State

Emergency Response

California Government Code Section 8607(a) authorizes establishment of the Standardized Emergency Management System (SEMS). Title 19, Division 2, Chapter 1 of the California Code of Regulations (CCR, §§ 2400-2540) defines SEMS, including its purpose, scope, structure and applicability. SEMS is intended to standardize response to emergencies involving multiple jurisdictions or multiple agencies. Local government must use SEMS in order to be eligible for state funding of response-related personnel costs occurring in response to an emergency incident.

Solid Waste

The California Integrated Waste Management Board (IWMB) is responsible for achieving a 50 percent diversion of waste from landfills by 2000. The IWMB works directly with local agencies and businesses to reduce waste at the source, and encourage recycling. For over 20 years, it has been a goal of the State of California to reduce the amount of material that is landfilled. The primary motive behind this goal was to relieve a landfill capacity "crisis." In 1989, the State enacted AB 939, requiring every city and county to divert 25 percent of waste from landfills by 1995 and 50 percent by the year 2000. Failure to meet these goals exposes local governments to possible fines.

Schools

Section 66995(d) of the California Government Code indicates that no facility that is owned and occupied by one or more agencies of federal, state or local government shall be required to pay development fees to educational districts.

Local Policy Setting

Alameda County

Solid Waste Management

In 1990, Alameda County voters passed Measure D that sets long-term goals for reduced landfilling, placing the main emphasis on preserving natural resources. Measure D identifies the need to establish "sustainable consumption and disposal patterns." Consistent with Measure D, the Alameda County Waste Management Authority and Source Reduction and Recycling Board prepared the *Alameda County Source Reduction and Recycling Plan* (Alameda County, 2000). This plan identifies the means by which to maximize the conservation of natural resources and protect the environment through sustainable material management practices. This plan provides a strategy for achieving a 50 percent diversion rate by 2000, and a 75 percent diversion rate by 2010.¹ In order to maximize environmental and economic benefits, this plan seeks to achieve at

¹ Reduction mandated by Measure D; date established by Recycling Board.

least a 20 percent source reduction as part of the year 2010 goal. This goal applies equally to industrial and nonindustrial (organic) materials.

In 1998, Alameda County reduced, reused or recycled 41 percent of waste generated, a dramatic improvement from a 13 percent diversion rate in 1990. However, to meet the Measure D-mandated 50 percent diversion rate in the year 2000, Alameda County must reduce the amount of waste disposed in landfills by 158,000 tons²: from about 1,788,000 tons in 1998 to about 1,630,000 tons per year in 2000. This reduction target would require that the County undertake very substantial new program efforts, assuming a robust (3.5 percent) rate of growth in annual total generation. A 3.5 percent increase in total generation would require an annual increase of over 100,000 tons of new source reduction and recycling activity in order to maintain a "flat" absolute level of landfill disposal.

Fire Safety

The State Fire Marshal and County Fire Marshal conduct preconstruction review and approval for all new construction. Upon completion of construction projects, the Alameda County Fire Department conducts fire safety certification as well as future fire safety inspections. The East County Hall of Justice and office components of any project would be reviewed and approved by the Alameda County Fire Department's Fire Prevention Bureau. Prior to issuance of building permits, the Fire Prevention Bureau inspects all building plans to ensure that the plans comply with all applicable fire codes and regulations. Additionally, fire prevention inspectors conduct periodic inspections of facilities to ensure those business operations are conducted in a safe manner and are consistent with the conditions of approval.

General Public Services Policy

The *Castro Valley Plan* (Alameda County, 1985) includes the following policies related to public services that are relevant to the No Action/No Project and/or Existing San Leandro Property alternative:

Policy 2.11: Ensure that all new development is designed for adequate access by emergency personnel and for fire prevention, suppression and detection.

Policy 3.1 To the extent feasible, all community and neighborhood service facilities, including schools and other educational or child care uses, libraries, cultural, government and community centers and hospitals and other health care facilities should be planned and located to serve both existing and projected population needs within their respective service areas.

Policy 3.2 All community and neighborhood service facilities should be adequately provided with utilities, including water supply, sewer, gas and electricity and police and fire protection services.

² Includes adjustments for population and economic growth.

City of Dublin

The *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998) includes the following policies, which are particularly relevant to public services at the East County Government Center alternative and/or Site 15A alternative:

- Policy 8-1: Reserve school sites in the Specific Plan Land Use Map (Figure 4-1) to accommodate the future development of schools in Eastern Dublin.*
- Policy 8-2: Promote a consolidated development pattern that supports the logical development of planning area schools, and in consultation with the appropriate school district(s), ensure that adequate classroom space is available in coordination with occupancy of new homes.³*
- Policy 8-3: Ensure that adequate school facilities are available prior to development in Eastern Dublin, to the extent permitted by law.*
- Policy 8-11: Encourage and support the efforts of the Alameda County Library System to establish a library(ies) and associated services for Eastern Dublin as determined to be appropriate given the size and population of the planning area.*
- Policy 4-30: Establish a convenient, multi-use all-weather network of trails, including bike lanes, to link planning areas, parks, recreation facilities, schools, employment centers and major open space areas to each other and the surrounding community.*

City of Oakland

The Oakland General Plan, Land Use and Transportation Element includes the following policy related to public services that are relevant to the Pardee/Swan Site and/or Glenn Dyer Detention Facility alternatives:

- Policy N12.1 The development of public facilities and staffing of safety related services, such as a fire station, should be sequenced and timed to provide a balance between land use and population growth and public services at all times.*

LOCAL PHYSICAL SETTING

No Action/No Project

The existing Juvenile Hall site is the location of the No Action/No Project alternative. This site is located in a portion of unincorporated Alameda County immediately east of the City of San Leandro. This portion of Alameda County is on the northerly edge of the County's Castro Valley

³ This policy references previous jurisdictional boundaries. When the *Eastern Dublin Specific Plan* was adopted, part of the Specific Plan area was under the jurisdiction of the Livermore Joint Unified School District. Since adoption of the policy, the area was annexed into the Dublin Unified School District.

Planning Area. Generally, public services are provided to this site through Alameda County, even though it is nearly adjacent to the San Leandro city limits.

Fire Protection, Hazardous Materials and Emergency Medical Response

Fire protection in San Leandro and the adjoining unincorporated areas of San Lorenzo, Cherryland, Ashland and Castro Valley is provided by the Alameda County Fire Department (ACFD). The City of San Leandro Fire Department was consolidated with the ACFD in 1995. The ACFD maintains offices at the San Leandro City Hall and staffs five fire stations in San Leandro. ACFD is responsible for fire suppression and prevention, emergency medical response, hazardous materials and disaster response, rescue, and community education and training. It has mutual response agreements with the Oakland Fire Department for coverage of Bay-O-Vista and the South Oakland Hills, and mutual aid agreements with other departments in the County for major emergencies (City of San Leandro, 2001)

The nearest ACFD station to the No Action/No Project alternative site is Station 3, located at 1430 164th Avenue. This station consists of two engine companies and currently services the existing Juvenile Hall. This station also services all of the Ashland area and major sections along Highways 580 and 238. Response times from this station to the site are typically under five minutes and there are few fire-fighting constraints. Additionally, two 100-foot aerial ladder trucks are located in San Leandro at Stations 9 and 12, and are able to serve this site if needed. Each fire station is staffed continually by a captain, an engineer and firefighters. Staffing levels are stable and are not expected to change substantially during the coming years.

As a nearly built out City, San Leandro's principal fire protection objective is to maintain and enhance the level of service currently provided to residents and businesses (City of San Leandro, 2001). This will require replacement of aging fire-fighting equipment, improvements to, and in some cases replacement of fire stations, and upgrades to the water supply and hydrant system in cooperation with the East Bay Municipal Utility District (EBMUD).

The ACFD reviews all major development applications to ensure that emergency access concerns are addressed, and that sufficient water capacity and pressure are available to address fire-fighting needs. The ACFD also participates with other jurisdictions in hazardous materials response and vegetation management to reduce the risk of urban wildfires.

Police

Alameda County

Police protection in Castro Valley is provided by the Alameda County Sheriff's Department, and is funded by the County General Fund. The Sheriff's Department serves as both a countywide law enforcement agency and a community police department. The Castro Valley area is provided with community police services from the Eden Township Substation (Alameda County, 1985).

City of San Leandro

Within the nearby City of San Leandro, law enforcement is provided by the City's Police Department. The Department maintains seven beats for patrol functions, each of which is patrolled by at least one officer on a 24-hour basis. In 2001, San Leandro Police Department personnel included 96 sworn officers, equating to a ratio of about 1.2 officers per 1,000 residents. This ratio is lower than the national average of 1.8 but is close to the average ratio for cities in Alameda County. The Department also has 43 civilian staff, slightly more than it did a decade ago.

No specific areas in the City have been identified as having service deficiencies. The City regularly invests in technology and equipment upgrades, enabling the Police Department to maintain levels of service. The 911 system is being upgraded, and there is strong interest in improving computer links and applications to increase speed and efficiency. The Department's facilities were seismically upgraded and the City jail was expanded in 1997. Regular equipment upgrading will be needed to incorporate new technology and improve response times, and additional facilities may be needed for evidence storage and seized vehicles (City of San Leandro, 2001).

Schools

The Existing San Leandro Property site is within the San Lorenzo Unified School District boundaries. Most of the San Lorenzo Unified School District (USD) is beyond San Leandro's boundaries, serving San Lorenzo, Ashland, Cherryland and parts of the City of Hayward. Enrollment trends within the San Lorenzo USD suggest that expansion of facilities will be needed in the future, particularly on the easterly side of the District outside of the City of San Leandro. Partly to address this need, both residential and nonresidential development within the San Lorenzo USD is currently subject to a school impact fee (City of San Leandro, 2001, p. IIIH-8).

Parks and Recreation

Regional Parks

The East Bay Regional Park District (EBRPD) provides and manages the regional parks for Alameda and Contra Costa counties, a 1,700-square-mile area, which is home to 2.1 million people. The EBRPD facilities consist of 55 regional parklands and over 1,000 miles of trails. The EBRPD Master Plan provides policies and guidelines for achieving the highest standards of service in resource conservation, management, interpretation, public access and recreation. These policies seek to maintain a careful balance between the need to protect and conserve resources and the recreational use of parklands. EBRPD's Anthony Chabot Regional Park is located near the existing Juvenile Hall site.

City of San Leandro

The City of San Leandro has 121 acres of developed parkland. These parks are classified as community, neighborhood, mini-parks or special use parks, based on their facilities, acreage and service areas. There are also a number of specialized recreational and open space areas within the City limits, including the municipal golf courses and Regional Shoreline Park at Oyster Bay. Recreational opportunities are also provided at approximately 87 acres of school grounds, including schoolyards and athletic fields. City parks in the vicinity of the site include the Toyon and Halcyon parks and the Heath Tennis Courts, all of which are on the western, opposite side of I-580 from the site.

San Leandro has an adopted service standard of 3 acres of parkland per 1,000 residents. The 208 acres of City parks and school facilities equate to 2.62 acres per 1,000 residents, indicating that the City currently falls short of its service standard. Approximately 30 acres of additional parkland would be needed to close the gap, particularly including recreational facilities such as softball fields, soccer fields, tennis courts and volleyball courts (City of San Leandro, 2001, p. IIIH-11).

Solid Waste

The Castro Valley Sanitary District provides solid waste services at the Existing San Leandro Property site under an exclusive solid waste franchise agreement with the Alameda County Waste Management Authority. All jurisdictions within Alameda County must continue to pursue programs that divert waste from landfills through recycling, composting and source reduction strategies.

Solid waste from the Existing San Leandro Property site is transported to the Altamont landfill in eastern Alameda County. The Alameda County Waste Management Authority has a policy of maintaining at least 50 years of disposal capacity in the County's landfills. Accordingly, the Authority has been pursuing a major expansion of the Altamont landfill for several years. The County recently approved a conditional use permit to expand landfill capacity by 40 million tons. Barring any major import of waste into Alameda County from other jurisdictions, the expanded landfill should have capacity well beyond 25 years. The nearby Vasco Landfill was recently sold, and its new operators are considering its expansion (City of San Leandro, 2001, p. IIIH-10).

Libraries**Alameda County**

The Alameda County Library provides library services in unincorporated Alameda County. The nearest County library branch is located on Redwood Road in urban Castro Valley. Alameda County Library's Jail Services program provides library services and literacy/life skills instruction to the more than 4,000 men and women held in County jails. The programs are designed for people who will be incarcerated for extended periods of time. The length of incarceration provides enough time for participants in the literacy/life skills programs to benefit from the instruction offered. However, youth in custody at the existing Juvenile Hall are there

temporarily while awaiting sentencing or transfer after sentencing. Given the temporary nature of their stay at the existing Juvenile Hall, the types of programs offered by the library to the rest of the jail population in Alameda County cannot provide juveniles the continuity that makes these programs effective. In order to provide meaningful library services to existing Juvenile Hall residents, the Alameda County Library Extension Services has received a grant for a visiting author and motivational book talk program for children in custody at the existing Juvenile Hall. The program is designed to interest the youth in reading by bringing authors to the jail to meet with the residents and talk about their books.

City of San Leandro

The City of San Leandro library system includes one main library and three branch libraries. The nearest branch library is located near 150th Avenue and 14th Street, west of I-580 from the site. All branch libraries receive heavy use and are important resources for the surrounding neighborhoods (City of San Leandro, 2001, p. IIIH-9).

Existing San Leandro Property

The Existing San Leandro Property site is located immediately east of the existing Juvenile Hall site (the No Action/No Project site), and slightly higher up on the hill. This site is also in unincorporated Alameda County within the Castro Valley planning area. Therefore, Alameda County would provide most public services to this site as well.

Fire Protection, Hazardous Materials and Emergency Medical Response

The existing affected environment at this site in regard to fire protection, hazardous materials and emergency medical response is the same as described above for the No Action/No Project alternative .

Police

The existing affected environment at this site in regard to police services is the same as described above for the No Action/No Project alternative.

Schools

As with the No Action/No Project alternative, the Existing San Leandro Property alternative site is also within the San Lorenzo USD boundaries.

Parks and Recreation

The existing affected environment at this site in regard to parks and recreation services is the same as for the No Action/No Project alternative site discussed above.

Solid Waste

The existing affected environment at this site in regard to solid waste collection, disposal and recycling services is the same as described for the No Action/No Project alternative above.

Libraries

The existing affected environment at this site in regard to library services is the same as described for the No Action/No Project alternative above.

Glenn Dyer Detention Facility

The Glenn Dyer Detention Facility is located on County of Alameda-owned property within the City of Oakland. This site is located within downtown Oakland. Most public services at this location are provided by the City of Oakland, as further described below.

Fire Protection, Hazardous Materials and Emergency Medical Response***Equipment and Personnel***

The Glenn Dyer Detention Facility is located in downtown Oakland and is thus provided with fire suppression, first response emergency medical service, rescue, hazardous materials control and fire inspection services by the Oakland Fire Services Agency. American Medical Response West provides ambulance service. The fire station serving this site is Station 2, located at 100 Jack London Square. Station 2 comprises four staff members and is equipped with one engine and assorted fire-fighting equipment. Station 2 is located approximately eight blocks from this site and thus provides emergency response times of less than five minutes. The nearest ladder truck is located at Station 1 (1605 Martin Luther King, Jr. Way).

Water Supply for Fire Suppression

Water for fire-fighting purposes is transported by East Bay Municipal Utility District (EBMUD) from reservoirs in the Oakland Hills through its supply system. The Fire Services Agency requires new development to meet hydrant spacing requirements and pressure requirements as specified in the most current edition of the Uniform Fire Code. For commercial, industrial and institutional uses, fire flow and hydrant spacing are determined on the basis of square footage and projected building occupancy.

Emergency Medical

The Oakland Fire Services Agency provides first response to emergency medical calls. The Police Department transfers emergency calls to the Fire Services Agency to determine the appropriate level of service. The Fire Services Agency provides patient stabilization, while American Medical Response West provides ambulance transport to a hospital. American Medical Response West operates under an exclusive contract in Alameda County, and has approximately 1,100 employees and 200 vehicles serving four Bay Area counties.

Police

As with the Pardee/Swan Site, the Glenn Dyer Detention Facility is located within the City of Oakland, which is served by the Oakland Police Service Agency. The Agency is headquartered at the East County Hall of Justice building at 7th and Broadway, immediately adjacent to the Glenn Dyer Detention Facility site.

Schools

Public schools within the City of Oakland are operated by the Oakland Unified School District (USD). The Oakland USD operates 59 elementary schools, 16 middle or junior high schools and 11 high schools, plus temporary alternative school programs and exceptional child centers. Generally, school enrollment throughout the Oakland USD is at or near capacity although there are schools in the District that have excess classroom capacity and are considered under-enrolled. There are no public schools in the immediate vicinity of the Glenn Dyer Detention Facility. The closest public school is Lincoln Elementary School at 225 11th Street.

Parks and Recreation

The City of Oakland Office of Parks and Recreation operates and maintains approximately 1,320 acres of developed parks within the City of Oakland.

Jefferson Square Park is located across Jefferson Street from the Glenn Dyer Detention Facility parking garage. The park (one of Oakland's oldest and a designated historic landmark) provides a baseball diamond that is seldom used, and the community center located at the edge of the park has not been available for use since it was damaged during the Loma Prieta earthquake in 1989.

Solid Waste

Most of the solid waste generated within the City of Oakland is collected by Waste Management of Alameda County, and is transported to the Davis Street Transfer Station in San Leandro via solid waste collection vehicles. Waste is then transported to the Altamont Landfill in eastern Alameda County for disposal. Construction and demolition debris is normally hauled by contractors or construction companies to asphalt and concrete recycling centers in Oakland, or to the Vasco Road landfill north of Livermore (City of Oakland, 1997). Information regarding the capacity of the Altamont landfill is described above under the No Action/No Project alternative.

Libraries

The City of Oakland library system includes one main library, 15 branch libraries and one bookmobile. The Main Library (125 14th Street) serves all residents and houses large reference, periodicals and circulating collections. Branch libraries generally serve the population within a 1-mile radius. As many as 10 former branch libraries within the City have been forced to close due to budget reductions. From the Glenn Dyer Detention Facility, the nearest Oakland library facilities are the Asian Branch (388 9th Street, Suite 190) and the African American Museum and Library at Oakland (659 14th Street).

Pardee/Swan Site

The Pardee/Swan Site is located on Port of Oakland-owned property within the City of Oakland. This site is located within the larger East Oakland planning area. Most public services at this location are provided by the City of Oakland, as further described below.

Fire Protection, Hazardous Materials and Emergency Medical Response

Equipment and Personnel

The Pardee/Swan Site is located within the City of Oakland. The Oakland Fire Services Agency has 24 engine stations that provide fire suppression, first response emergency medical service, rescue, hazardous materials control and fire inspection services to the City of Oakland. The nearest engine station to this site is Station 27, located at 8501 Pardee Drive. This station has one engine and four on-duty personnel and can provide almost immediate response time to the site. Other stations in the vicinity include Station 13 at 1225 Derby Avenue, Station 18 located at 1700 50th Avenue, Station 29 located at 1016 66th Avenue and Station 20 located at 89th Street and East 14th Avenue.

Water Supply for Fire Suppression

Water for fire-fighting purposes is transported by East Bay Municipal Utility District (EBMUD) from reservoirs in the Oakland Hills through its supply system. The Fire Services Agency requires new development to meet hydrant spacing requirements and pressure requirements as specified in the most current edition of the Uniform Fire Code. For commercial, industrial and institutional uses, fire flow and hydrant spacing are determined on the basis of square footage and projected building occupancy.

Emergency Medical

The Oakland Fire Services Agency provides first response to emergency medical calls. The Police Department transfers emergency calls to the Fire Services Agency to determine the appropriate level of service. The Fire Services Agency provides patient stabilization, while American Medical Response West provides ambulance transport to a hospital. American Medical Response West operates under an exclusive contract in Alameda County, and has approximately 1,100 employees and 200 vehicles serving four Bay Area counties.

Police

The Oakland Police Services Agency provides preventative patrol and emergency response services to the City of Oakland from the East County Hall of Justice in downtown Oakland. The Agency is currently centralized and divided into patrol districts and community policing areas, or beats. Generally, each community police beat has one dedicated community police officer assigned. The Pardee/Swan Site is located in Police Department District 4, which has one community police officer and two additional officers assigned per shift.

Schools

Public schools within the City of Oakland are operated by the Oakland Unified School District (USD). The Oakland USD operates 59 elementary schools, 16 middle or junior high schools and 11 high schools, plus temporary alternative school programs and exceptional child centers. Generally, school enrollment throughout the Oakland USD is at or near capacity although there are schools in the District that have excess classroom capacity and are considered under-enrolled. There are no public schools in the vicinity of the Pardee/Swan Site, within the surrounding Oakland Airport Business Park or at the nearby Oakland International Airport. The closest public school is Brookfield Elementary School on the easterly side of I-880 near 98th Avenue.

Parks and Recreation

The City of Oakland Office of Parks and Recreation operates and maintains approximately 1,320 acres of developed parks within the City of Oakland.

Immediately northwest of the site is a natural/habitat area, and beyond the natural/habitat area is the Martin Luther King, Jr. Regional Shoreline. Two viewing areas (benches and interpretive signage) and a trail within the adjacent natural/habitat area are located near the northwest boundary of the site. At a distance of approximately 75 feet to the northeast and southwest of the site are shoreline trail areas of the Martin Luther King, Jr. Regional Shoreline.

Solid Waste

Most of the solid waste generated within the City of Oakland is collected by Waste Management of Alameda County, and is transported to the Davis Street Transfer Station in San Leandro via solid waste collection vehicles. Waste is then transported to the Altamont Landfill in eastern Alameda County for disposal. Construction and demolition debris is normally hauled by contractors or construction companies to asphalt and concrete recycling centers in Oakland, or to the Vasco Road landfill north of Livermore (City of Oakland, 1997). Information regarding the capacity of the Altamont landfill is described above under the No Action/No Project alternative.

Libraries

The City of Oakland library system includes 1 main library, 15 branch libraries and 1 bookmobile. The Main Library serves all residents and houses large reference, periodicals and circulating collections. Branch libraries generally serve the population within a 1-mile radius. As many as 10 former branch libraries within the City have been forced to close due to budget reductions. From the Pardee/Swan Site, the nearest Oakland branch library is the Brookfield Library on Edes Street just east of I-880 at the Brookfield Recreation Center. This library serves a surrounding population base of approximately 22,000 people.

East County Government Center

The East County Government Center alternative site is located on an Alameda County-owned site within the boundaries of the City of Dublin. Public services that would be provided to this site are as described below.

Fire Protection, Hazardous Materials and Emergency Medical Response

The Alameda County Fire Department provides all risk service to the unincorporated areas of Alameda County, the City of San Leandro and the City of Dublin. These services include fire suppression, arson investigation, hazardous materials mitigation, paramedic services, urban search and rescue, fire prevention and public education. The City of Dublin elected to have the Alameda County Fire Department provide emergency fire and medical services to its residents through a contractual arrangement.

Stations and Equipment

The City of Dublin owns the fire stations and equipment that service the City, while contracting with the Alameda County Fire Department for fire protection personnel, emergency medical response services and response to hazardous materials spills. For fire suppression services, the County provides 27 line personnel who are assigned to the City on two engine companies and one truck company located in Dublin at Fire Stations 15 and 16.

Station 15 is located on Broder Boulevard near Gleason Drive, housing one full-time engine company, one engine and one Type III engine. Fire Station 15 currently serves the area including the East County Government Center alternative site. This station's response area is approximately five square miles, which includes the County jail and the residential/wildland interface. This station houses the apparatus and equipment for the Volunteers of the Alameda County Fire Department. Station 16 is located on Donohue Drive and houses one engine company, one truck company and a patrol. It provides initial response to west and downtown Dublin, but can respond to calls at this site if needed.

A new fire station, Fire Station 17, is planned to replace Station 15 in 2002. That station will be located on land immediately adjacent to the East County Government Center site at Madigan Avenue and Broder Boulevard. Fire Station 17 is expected to be a 24-hour station with a staff of six, housing both an engine and a truck company. (Fire engines contain the water pump and other equipment used to fight fires and a truck contains ladders and other equipment used to access multistory buildings.) Fire Station 17, like all other fire stations in Dublin, will be able to provide emergency medical assistance and hazardous materials cleanup. Once Station 17 is operational, Fire Station 15 will remain open as a volunteer fire station. Volunteer firefighters assist fire department personnel in post-fire related duties including but not limited to rolling up hoses, carrying debris from fire scenes and/or assisting with fire investigations.

Fire Suppression Water Supply

Water for fire fighting would be provided by the local water service company, the Dublin-San Ramon Sanitary District (DSRSD). Water would be provided from DSRSD's Zone 1 reservoirs, located throughout the lower elevations of Dublin, to a main on Gleason Drive to supply water to the fire hydrants and the government center. Pipe sizes from the reservoirs to the water main on Gleason Drive vary in size from 16 to 24 inches. The pipe on Gleason Drive that will supply water to the fire hydrants is 12 inches in diameter. Static pressure, that is water pressure in the fire hydrants when they are closed, is 70.0 psi (pounds per square inch). Residual pressure, that is water pressure when the fire hydrants are open for fire fighting, is 61.0 psi at a flow of 4,000 gpm (gallons per minute).

Personnel

All fire-fighting personnel are cross-trained to provide emergency medical services and hazardous materials cleanup. Equipment necessary to perform these services is carried on Department fire trucks. Firefighters are trained as Emergency Medical Technician I (EMT I) in order to provide emergency medical assistance. They are also trained as Hazardous Materials Technicians, enabling them to clean up hazardous materials of easily identifiable substances such as gas or oil. If a hazardous material spill is too large for the fire department to clean up and/or the material cannot be identified, a County team specialized in hazardous materials would be dispatched. In addition, each piece of fire-fighting apparatus is staffed with one person who is a trained paramedic.

Police***Alameda County***

Although the site is within the geographic boundaries of the City of Dublin, all police services for the East County Government Center site would be provided by the Alameda County Sheriff's Office and/or the Alameda County Probation Department. Services currently provided by the Alameda County Sheriff's Department from the Dublin Civic Center station include patrolling, criminal investigation and crime prevention. The Civic Center station also houses an Emergency Operations Center, a short-term holding cell and training and support facilities.

City of Dublin

The City of Dublin Police Department provides police service within Dublin. In addition to traditional police functions of enforcement and investigation, the City of Dublin provides drug education in the schools, traffic enforcement, Holiday Crime Suppression Unit in commercial areas, Neighborhood Watch and Merchant's Alert, and bicycle safety education and enforcement. Other services provided by the Department include development design plan review, bicycle patrol units and security surveys. The Police Department force serving Dublin numbers 52.5 sworn officers and the City maintains an officer to population ratio of 1.38 officers per 1,000 residents. The Department's minimum response time is five minutes or less for in

progress emergency calls such as robbery, burglary, felonious assaults or domestic violence, while response time is about 15 minutes for nonemergency calls.

Schools

The Dublin Unified School District provides school services to the area surrounding the East County Government Center site. The Dublin USD presently has a total of 4,241 students for the 2001-2002 academic year. Enrollment in five elementary schools totals 1,957 students, 1,005 students attend the only middle school, and 1,279 students are enrolled in two high schools (Dublin and Valley). The Dublin USD has planned for growth in the Eastern Dublin area and recently established Dougherty Elementary School at Hacienda Drive and Central Parkway, with an enrollment of 371 students. In anticipation of future development, the school district is working on land acquisition and construction plans for a middle school and an elementary school in the area. The middle school will be located along Gleason Drive east of Tassajara Road, and the elementary school is located to the north of the middle school and east of the new city park (Wallace Roberts & Todd, 1998).

Parks and Recreation

The City of Dublin Parks Department provides parks and recreation facilities within the City boundaries. The City of Dublin considers parks and recreation an integral part of establishing and maintaining a balanced and healthy living environment for its residents and has developed a number of parks and recreation centers to achieve this goal. At the same time, the City realizes that employees of Dublin's businesses will also use the parks and recreation facilities and has made provisions for this in its overall parks and recreation planning.

The City park facilities nearest the East County Government Center site are to the east, within approximately one mile. The first is Emerald Glen Park, a 28-acre community park that offers sports facilities, a snack bar, picnic area and a restroom. The second facility is a public access walking and hiking trail along Tassajara Creek. The trail follows the creek from Interstate I-580 north, and although the creek continues, the trail currently ends along the western side of the subdivision north of Gleason Drive. Alameda County Flood Control and Water Conservation District (Zone 7) owns the right-of-way and has entered into an agreement with the City of Dublin permitting public use of the maintenance trail provided the City maintains the trail and assumes financial responsibility for the public's use of the trail. There are additional parks and recreation facilities near the East County Government Center site, but these are private facilities for residents of area subdivisions.

Solid Waste

Currently, Livermore-Dublin Disposal holds the solid waste collection franchise for the City of Dublin. Solid waste is transported to the Altamont landfill site in eastern Alameda County.

Libraries

The Alameda County Library provides service to the participating cities of Albany, Dublin, Fremont, Newark and Union City, as well as unincorporated areas of the County that are served by branches in Castro Valley and San Lorenzo. The Extension Services provides specialized library services and includes a bookmobile, Adult Literacy program, Hot Wheels (a program for childcare providers of pre-schoolers), Senior Services, ADA Services and Jail Services. The library traditionally receives its funding from property taxes. The Utility Users Tax provides funding in unincorporated areas. The Library District does not have a capital projects budget, nor does it collect fees from commercial or residential developments.

The Dublin branch of the Alameda County Library serves the estimated 35,000 residents of the rapidly growing City and is the major reference center in the Tri-Valley area. The Dublin Library has a reference book collection as well as a circulating collection that includes books, magazines, videos, CDs and books on tape. The book collection numbers approximately 86,000 items. The City of Dublin contributes about half the funds for the hours the library is open as well as \$30,000 annually for new materials. The City is building a new 37,000-square-foot library that will be located next to Dublin City Hall. The library's first construction phase will result in 20,000 square feet of new space. It is expected that construction activity will be completed by 2003.

Site 15A

Site 15A is located immediately south of the proposed East County Government Center site, closer to I-580. This site is also an Alameda County-owned property within the City of Dublin's city limits.

Fire Protection, Hazardous Materials and Emergency Medical Response

The existing affected environment at this site in regard to fire protection, hazardous materials and emergency medical response is the same as described above for the East County Government Center site.

Police

The existing affected environment at this site in regard to police service is similar to that described above for the East County Government Center site.

Schools

The existing affected environment at this site in regard to schools is similar to that described above for the East County Government Center site.

Parks and Recreation

The existing affected environment at this site in regard to parks and recreation service is similar to that described above for the East County Government Center site.

Solid Waste

The existing affected environment at this site in regard to solid waste collection, disposal and recycling is similar to that described above for the East County Government Center site.

Libraries

The existing affected environment at this site in regard to library service is similar to that described above for the East County Government Center site.

13.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Public Services

According to CEQA Guidelines, a project would have a significant environmental effect if it would:

- result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services.

Parks and Recreation

In addition, the CEQA Guidelines indicate that a project would have a significant environmental effect if it would:

- result in an increase in the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated; or
- include recreational facilities or require the construction or expansion of recreational facilities that could have significant physical effects on the environment.

IMPACTS AND MITIGATION MEASURES

IMPACT 13.1: Indirect Effects on Public Services

13.1.1: All Alternatives

LESS THAN SIGNIFICANT IMPACT. For each alternative, it is possible that employees may choose to move in close proximity to the facilities to be developed under that alternative in order to be closer to their place of employment. These new residents would increase demands on public services within the local community, but not to an extent that would be significantly greater than the general background growth that would otherwise be anticipated. Such employees would not be anticipated to have any greater impact on public services than employees of other area businesses who move to the area to be closer to work. These indirect effects on public services are therefore considered to be less than significant effects and no mitigation measures are warranted beyond the normal payment of fees for services and development impact fees for new residential development already occurring in the affected communities.

IMPACT 13.2: Need for Additional Facilities to Provide Adequate Fire Protection Services, Emergency Medical Response Services and Hazardous Materials Response Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Juvenile Detention Facility

Prior to construction, the State Fire Marshall checks construction plans to ensure they are consistent with State requirements. The State Fire Marshall is also responsible for conducting fire safety inspections for the construction of any new juvenile detention facility (as in the Existing San Leandro Property, East County Government Center, Pardee/Swan Site and Glenn Dyer Detention Facility alternatives). After construction, fire safety at the Juvenile Justice Facility would become the responsibility of the County Fire Marshall.

East County Hall of Justice

Prior to construction, responsible agencies identified in the **Setting sections** above would review the building and site plans to ensure fire safety access and oversee fire safety issues at all East County Hall of Justice (proposed at the East County Government Center site or Site 15A). Any new facilities would be built according to the most currently applicable California Building Code as adopted by Alameda County.

POTENTIAL IMPACTS

13.2.1: No Action/No Project

NO IMPACT. Under the No Action/No Project alternative there would be no additional need for fire protection, emergency medical response and hazardous materials response services. The Alameda County Fire Department would continue to provide service to the site with no significant change.

13.2.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility (juvenile detention center and juvenile courthouses) at this site would increase demand for fire protection services, emergency medical response services and hazardous materials response services. Although this alternative will increase demand for services, construction and operation of these facilities will not result in a loss of acceptable response times or other ACFD performance objectives from existing fire protection stations, nor will it result in significant adverse physical or environmental impacts.

13.2.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Development of a Juvenile Justice Facility at this site will increase demand for fire protection services, emergency medical response services and hazardous materials response services. Although the facilities would increase demand for these services, construction and operation of the proposed facility would not result in a loss of acceptable response times or other Fire Service Agency performance objectives nor would it result in significant adverse physical or environmental impacts. Existing Fire Station 2 from Jack London Square would provide response times to this site well within the response time goal established by the City of Oakland.

13.2.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Development of a Juvenile Justice Facility and Oakland Airport parking garage at this location would increase demand for fire protection services, emergency medical response services and hazardous materials response services. Although demand for services would increase, construction and operation of the facilities would not result in a loss of acceptable response times or other Oakland Fire Service Agency performance objectives, nor would it result in significant adverse physical or environmental impacts. Existing Oakland Fire Services Agency Station 27 would provide response times to this site well within the response time goal established by the City of Oakland.

13.2.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Construction of a new Juvenile Justice Facility (420-bed juvenile detention center and five new juvenile courts) and a new East County Hall of Justice (13 Superior Court departments and associated facilities) will increase demand for fire protection

services, emergency medical response services and hazardous materials response services to this site. Although this alternative would increase demand for services, construction and operation of these facilities would not result in a loss of acceptable response times or other ACFD performance objectives nor would it result in significant adverse physical or environmental impacts. A new Fire Station 17 will be constructed and fully operational prior to construction of the new County facilities. Response time for emergency services provided by the ACFD from this station would be no more than two minutes, well within the five-minute response time established by the City of Dublin.

13.2.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Development of a new East County Hall of Justice at this site would increase demand for fire protection services, emergency medical response services and hazardous materials response services. Although the East County Hall of Justice complex would increase demand for services, construction and operation of the proposed complex would not result in a loss of acceptable response times or other ACFD performance objectives nor will it result in significant adverse physical or environmental impacts. A new Fire Station 17 to be constructed and fully operational prior to construction of the complex would provide response times to this site well within the five-minute response time established by the City of Dublin.

IMPACT 13.3: Need for Additional Facilities to Provide Adequate Police Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Juvenile Detention

The Alameda County Probation Department would be responsible for the security and management of any juvenile detention and related facilities as included in the No Action/No Project, Existing San Leandro Property, East County Government Center, Pardee/Swan Site and Glenn Dyer Detention Facility alternatives. Security for the juvenile detention facilities would be evident upon entry. Security would be upgraded over the security at the existing facility and would be state-of-the-art. All people entering the facilities would enter at a central location and pass through a weapon screening station with an x-ray machine, walk-through metal detectors, and handheld wands. Exit doors would always be locked, under surveillance, armed by an alarm and inaccessible from outside the building. The Juvenile Justice Facility would be a temporary detention facility for children under age 18 for pre-adjudication detention, disposition, awaiting transfer to another facility or any other reason where surveillance is required. The Juvenile Justice Facility would be locked and monitored by camera 24 hours per day. Trained counselors, who are also law-enforcement officers, would staff the hall. The public will not have access to the Juvenile Justice Facility; however, there will be a separate visitors' area for detainees at the Juvenile Justice Facility and their visitors.

East County Hall of Justice

The Alameda County Sheriff's Office would be responsible for security at all courthouses, including juvenile courts as in the Existing San Leandro Property, East County Government Center and Pardee/Swan Site alternatives, and/or adult courts as in the East County Government Center and Site 15A alternatives. Security at the courthouses would be similar to that described above for the juvenile detention facilities, including a central entrance with weapon screening and metal detectors, surveillance and alarms. Additionally, each courtroom (juvenile and/or adult courts) would be staffed with a Sheriff Department bailiff and the bailiff would be responsible for maintaining control of in-custody detainees in court and maintaining decorum in juvenile courts.

Oakland Airport Parking Garage

The Port of Oakland's Airport Security would provide security services at a new airport parking garage as included in the Pardee/Swan Site.

PROJECT IMPACTS

13.3.1: No Action/No Project

NO IMPACT. Under the No Action/No Project there would be no need for additional police services to the site. The Alameda County Sheriff Department would continue to provide service in the vicinity of the site, with no significant change.

13.3.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Construction of a new Juvenile Justice Facility at this site will create a slight increase in demand for police services to be provided by the Alameda County Sheriff Department in the vicinity. The new facility would be larger than the existing Juvenile Hall and provide additional courtrooms. However, no mitigation measures would be required since the facility would not significantly reduce the Alameda County Sheriff Department's performance objectives, nor result in significant adverse physical or environmental impacts.

13.3.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Operation of a Juvenile Justice Facility center may create a slight increase in demand for police services to be provided by the Oakland Police Service Agency in the general vicinity of this site. However, no new police facility would be required to respond effectively to any potential increase in criminal activity, particularly considering that the Oakland Police Service Agency's headquarters are immediately adjacent to this site.

13.3.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Construction of a Juvenile Justice Facility would create a slight increase in demand for police services to be provided by the Oakland Police Service Agency in the general vicinity of this site. However, no new police facility would be required to respond effectively to any potential increase in criminal activity resulting from construction of the Juvenile Justice Facility or East County Hall of Justice. Additionally the Port of Oakland would provide security for the airport parking garage.

13.3.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Although the Dublin Police Department will not be required to provide police services at the East County Government Center, there would nonetheless be an increased need for police services in the City. This need would arise due to increased vehicular, pedestrian and bicycle traffic traveling along roadways leading to and from the East County Government Center, and people who work or conduct business at the East County Government Center frequenting nearby shops and restaurants. However, as Eastern Dublin develops the City will continue to operate the Police Department from the Civic Center, increasing staffing levels and purchasing equipment as needed to keep pace with the demand for police services. No Project-specific mitigation measures would be required since the facilities proposed at this site would not result in a significant reduction in Dublin Police Department performance objectives nor result in significant adverse physical or environmental impacts.

13.3.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Although the Dublin Police Department will not be required to provide police services at Site 15A, there would nonetheless be an increased need for police services in the City. This need would arise due to increased vehicular, pedestrian and bicycle traffic traveling along roadways leading to and from Site 15A, and people who work or conduct business there frequenting nearby shops and restaurants. However, as Eastern Dublin develops the City will continue to operate the Police Department from the Civic Center, increasing staffing levels and purchasing equipment as needed to keep pace with the demand for police services. No Project-specific mitigation measures would be required since the facilities proposed at this site would not result in a significant reduction in Dublin Police Department performance objectives nor result in significant adverse physical or environmental impacts.

IMPACT 13.4: Need for Additional Facilities to Provide Adequate School Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Local public school facilities are not required for residents of a juvenile detention facility. While in residence at the Justice Juvenile Facility, students will attend classes on site (whether the

facility is built at the Existing San Leandro Property, East County Government Center, Pardee/Swan Site or Glenn Dyer Detention Facility).

POTENTIAL IMPACTS

13.4.1: No Action/No Project

NO IMPACT. Under the No Action/No Project alternative there would be no need for additional school services for detainees, or for employees' families at the existing Juvenile Hall or Gale-Schenone Courthouse.

13.4.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The construction of a new Juvenile Justice Facility at this site would not result in a failure to achieve performance objectives by the San Lorenzo USD. Detainees at the facility would attend school within the confines of Juvenile Justice Facility. Expansion of the Juvenile Justice Facility would result in an increase in employment at the site, which could lead to some increase in the number of local families with school-age children if employees are drawn from outside of the area. This growth would not place a significant burden on the San Lorenzo or San Leandro USDs, because the number of new families is small in comparison to the existing enrollment area and capacity of the school districts, and because the employees would either occupy existing residences and thereby merely replace existing families, or would occupy new residences that are subject to impact fees that compensate for the introduction of new students in the affected district.

13.4.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. The construction of a new Juvenile Justice Facility at this site would have a less than significant impact on the performance objectives by the Oakland USD. Detainees at the facility would attend school within the confines of the Juvenile Justice Facility. This growth would not place a significant burden on the Oakland USD, because the number of new families is small in comparison to the existing enrollment area and capacity of the school districts, and because the employees would either occupy existing residences and thereby merely replace existing families, or would occupy new residences that are subject to impact fees that compensate for the introduction of new students in the affected district.

13.4.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. The construction of a new Juvenile Justice Facility at this site would have a less than significant impact on the performance objectives by the Oakland USD. Detainees at the facility would attend school within the confines of the Juvenile Justice Facility. This growth would not place a significant burden on the Oakland USD, because the number of new families is small in comparison to the existing enrollment area and capacity of the school districts, and because the employees would either occupy existing residences and

thereby merely replace existing families, or would occupy new residences that are subject to impact fees that compensate for the introduction of new students in the affected district.

13.4.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The addition of a new Juvenile Justice Facility and East County Hall of Justice will not result in a failure to achieve performance objectives by the Dublin Unified School District. Detainees at the Juvenile Justice Facility would attend school within the confines of the Juvenile Justice Facility. East County Government Center employees with school-age children who may move to Dublin will not place a significant burden on the Dublin Unified School District because the district has included, in its facilities planning, planned growth in Eastern Dublin including the East County Government Center. According to the *Eastern Dublin Specific Plan*, the City already has plans for five new elementary schools, one middle school and one high school in the area.

13.4.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. The construction of a new East County Hall of Justice and at this site would not affect the performance objectives by the Dublin USD. County employees with school-age children who may move to Dublin would not place a significant burden on the Dublin Unified School District because the District has included in its facilities planning all planned growth in Eastern Dublin including the residential and commercial centers near Site 15A. A change in development from high density residential to governmental use could reduce the overall impact to the school district compared to the original land use designation for this site. Since development of this site as proposed would have a less than significant impact, no mitigation would be required.

IMPACT 13.5: Need for Additional Facilities to Provide Adequate Parks and Recreation Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Local public parks and recreation services are not required for residents of a juvenile detention facility. Any new Juvenile Justice Facility would include some form of recreation facilities on site (whether the facility is built at the Existing San Leandro Property, East County Government Center, Pardee/Swan Site or Glenn Dyer Detention Facility).

POTENTIAL IMPACTS

13.5.1: No Action/No Project

NO IMPACT. Under the No Action/No Project there would be no need for additional parks and recreation services to the site. The City of San Leandro Parks Department would be unaffected by this alternative.

13.5.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. The construction of a new Juvenile Justice Facility at this site would not significantly increase demands on local parks or recreation services. The new Juvenile Justice Facility would include some form of recreation facilities on site, and Juvenile Justice Facility employees who use parks or recreation facilities during their lunch hour or before or after work would not place a significant burden on local parks or recreation facilities.

13.5.3: Glenn Dyer Detention Facility

NO IMPACT. The construction of a new Juvenile Justice Facility at this site would have no impact on nearby parks and recreation services. The new Juvenile Justice Facility would include some form of recreation facilities on site, and detained individuals would not be permitted to use public parks or recreation facilities.

13.5.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. The construction of a new Juvenile Justice Facility and parking garage at this site would not result in a significant increase in the use of existing neighborhood and regional parks or other recreational facilities in the vicinity. The new Juvenile Justice Facility would include some form of recreation on site, and Justice Facility employees who use parks or recreation facilities during their lunch hour or before or after parks would not place a significant burden on local parks or recreation facilities.

A new Juvenile Justice Facility constructed at this site would be located in close proximity (a distance of approximately 75 feet) from the shoreline trail areas of the Martin Luther King Jr. Regional Shoreline. The Juvenile Justice Facility would not have a significant adverse effect on the use of this regional shoreline trail by members of the general public. The facility would be separated from the trail by a fence or wall, and juvenile detainees would not have access to the trail. Currently, this site is separated from the trail by a chain-link fence, and this condition would not be substantially changed with the addition of the Juvenile Justice Facility. Juvenile Justice Facility employees may use the site at lunch or after work, but given the size of this regional recreational parkland, this would not place a significant new burden on the Martin Luther King Jr. Regional Shoreline.

13.5.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The addition of a new Juvenile Justice Facility and East County Hall of Justice will increase demand for parks and recreation services due to the presence of employees and visitors. Although development of this site would increase demand for services, construction and operation of these facilities would not overburden the local parks and recreation service providers. The East County Government Center would include a landscaped, 2-acre park-like setting specifically for use by employees and visitors. For County government employees and visitors who wish to use City of Dublin parks and recreation facilities, the City has already accounted for this projected use as part of their local land use planning efforts. The *Eastern Dublin Specific Plan* indicates that several park facilities are planned for the area.

No mitigation measures would be required for this alternative since potential impacts would be less than significant. Through a prior agreement with Alameda County, the City of Dublin will not assess parks and recreation development fees to the County when it develops County-owned land for use by County governmental agencies.

13.5.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Through a Public Facilities Fee Study (City of Dublin, October 14, 2002), the City has determined that approximately 23 percent of employees of Dublin businesses use the City's parks and recreation facilities. It is reasonable to assume that employees of a new East County Hall of Justice would make similar use of parks, most likely during the lunch hour and, because their time is limited, would use the nearest facilities. However, the City has already accounted for a projected increase in use of recreational facilities as part of the *Eastern Dublin Specific Plan*, which indicates that several park facilities are planned for the area.

No mitigation measures would be required for this alternative since potential impacts would be less than significant. Through a prior agreement with Alameda County, the City of Dublin will not assess parks and recreation development fees to the County when it develops County-owned land for use by County governmental agencies.

IMPACT 13.6: Need for Additional Facilities to Provide Adequate Solid Waste Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The day-to-day operations of a major County institution such as a Juvenile Justice Center may facilitate participation in local recycling programs, as solid waste disposal practices within such a facility can be controlled to a greater extent that would generally be possible in most non-institutional settings. For those alternatives where demolition would be required, there would be an opportunity to recycle demolition debris.

POTENTIAL IMPACTS

13.6.1: No Action/No Project

NO IMPACT. The No Action/No Project alternative would not generate any additional solid waste than is being generated today, and would have no impact on solid waste collection and/or disposal.

13.6.2: Existing San Leandro Property

Construction

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Construction of a new Juvenile Justice Facility at this alternative site would result in demolition of the adjacent existing Juvenile Hall. The demolition debris from this existing facility would include wood, metal, concrete, asphalt and asbestos and would constitute a substantial one-time need for disposal. It is not likely that these materials would threaten landfill capacity, but could conflict with the County's waste diversion goals.

- **Mitigation Measure 13.6.2A: Demolition Debris Recycling.** Demolition of the existing Juvenile Hall should include a plan to capture as much material as feasible and recycle it for other uses. Concrete and asphalt should be reused as part of the construction of building slabs or parking lots at the new facility. Asbestos disposal and other Class I or II hazardous wastes would be disposed of in accordance with Bay Area Air Quality District and Department of Toxic Substance Control requirements, as appropriate.

Resulting Level of Significance: With implementation of the recycling program described above, the volume of waste generated by demolition of the existing Juvenile Hall would be substantially reduced and the impact reduced to a *less than significant* level.

Operations

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Castro Valley Sanitary District serving this site currently disposes of approximately 31,000 tons of solid waste per year at the Altamont Landfill (Alameda County, 2000). Construction of a new Juvenile Justice Facility at this site would marginally increase generation of solid waste needing collection and disposal by the Sanitary District.

- The 400,000-square-foot Juvenile Justice Facility would employ approximately 320 regular daily employees. Based on estimates published by the Alameda County Waste Management Authority (Alameda County, 2000), each employee would generate approximately 0.5 tons per year of solid waste, or a total of approximately 160 tons per year.
- The solid waste generated by juvenile detainees would marginally increase with an increase from 300 to 420 beds. Based on estimates published by the Alameda County Waste Management Authority (Alameda County, 2000), each detained minor would generate approximately 2.2 pounds per day, or approximately 0.4 tons per year of solid waste. This would represent an increase of approximately 48 tons per year of additional solid waste.

A total increase of approximately 208 tons per year represents less than 0.01 percent of the solid waste disposed of by the Castro Valley Sanitary District at the Altamont landfill. It is not likely that this volume of solid waste would threaten landfill capacity, but it could conflict with the County's waste diversion goals.

- **Mitigation Measure 13.6.2B: Waste Reduction and Diversion.** The Alameda County Probation Department and Superior Court, in cooperation with the County's General Service Agency, should prepare a plan that demonstrates good faith efforts at diverting at least 50 percent of the solid waste generated by the new facility from landfill disposal via waste reduction and recycling.

Resulting Level of Significance: The source reduction and recycling efforts identified in the mitigation measure above are consistent with state law and County permitting requirements for diverting countywide projected waste stream. If this goal is achieved by the Project it would effectively mitigate the Project's contribution to the cumulative need for additional solid waste disposal facilities to a level of less than cumulatively considerable, or *less than significant*.

13.6.3: Glenn Dyer Detention Facility

Construction

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Construction of a new Juvenile Justice Facility at this alternative site would result in demolition of the existing Juvenile Hall in San Leandro and the modification of and addition to the Glenn Dyer Detention Facility. The demolition debris would not likely threaten landfill capacity, but could conflict with the City's waste diversion goals.

- **Mitigation Measure 13.6.3A: Demolition Debris Recycling.** Mitigation Measure 13.6.2A (see above) would also apply to this alternative and should be expanded to address the existing County detention facility as well.

Resulting Level of Significance: With implementation of the recycling program described above, the volume of waste generated by demolition of the existing Juvenile Hall and County detention facility would be substantially reduced and the impact reduced to a *less than significant* level.

Operations

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Operation of a new Juvenile Justice Facility would marginally increase generation of solid waste needing collection and disposal in the City of Oakland by approximately 208 tons per year. This represents an increase of less than 0.1 percent of the solid waste disposed of by the City of Oakland at the Altamont landfill. It is not likely that this volume of solid waste would threaten landfill capacity, but it could conflict with the City's waste diversion goals.

- **Mitigation Measure 13.6.3B: Waste Reduction and Diversion.** Mitigation Measure 13.6.2B (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the waste reduction and diversion program described above, the volume of waste generated by operation of the

Juvenile Justice Facility would be substantially reduced and the impact reduced to a *less than significant* level.

13.6.4: Pardee/Swan Site

Construction

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Construction of a new Juvenile Justice Facility at this alternative site would result in demolition of the existing Juvenile Hall in San Leandro. The demolition debris would not likely threaten landfill capacity, but could conflict with the County's waste diversion goals.

- **Mitigation Measure 13.6.4A: Demolition Debris Recycling.** Mitigation Measure 13.6.2A (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the recycling program described above, the volume of waste generated by demolition of the existing Juvenile Hall would be substantially reduced and the impact reduced to a *less than significant* level.

Operations

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The City of Oakland currently disposes of approximately 392,500 tons of solid waste per year at the Altamont Landfill (Alameda County, 2000). Operation of a new Juvenile Justice Facility would marginally increase generation of solid waste needing collection and disposal in the City of Oakland by approximately 208 tons per year. This represents an increase of less than 0.1 percent of the solid waste disposed of by the City of Oakland at the Altamont landfill. It is not likely that this volume of solid waste would threaten landfill capacity, but it could conflict with the City's waste diversion goals.

- **Mitigation Measure 13.6.4B: Waste Reduction and Diversion.** Mitigation Measure 13.6.2B (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the waste reduction and diversion program described above, the volume of waste generated by operation of the Juvenile Justice facility would be substantially reduced and the impact reduced to a *less than significant* level.

13.6.5: East County Government Center

Construction

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Construction of a new East County Government Center would result in demolition of the existing Juvenile Hall. The demolition debris would not likely threaten landfill capacity, but could conflict with the County's

waste diversion goals. Old heating pipes that may be insulated with asbestos may be unearthed during demolition and construction activities.

- **Mitigation Measure 13.6.5A: Demolition Debris Recycling.** Mitigation Measure 13.6.2A (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the recycling program described above, the volume of waste generated by demolition of the existing Juvenile Hall would be substantially reduced and the impact reduced to a *less than significant* level.

Operations

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The City of Dublin currently disposes of approximately 36,000 tons of solid waste per year at the Altamont Landfill (Alameda County, 2000). Construction of a new East County Government Center would increase the generation of solid waste needing collection and disposal within the City of Dublin.

- As described above, the Juvenile Justice Facility would generate approximately 160 tons of solid waste per year.
- The East County Hall of Justice would employ approximately 315 regular daily employees, each generating approximately 0.5 tons per year of solid waste, or a total of approximately 155 tons per year.
- 420 detained minors would each generate approximately 0.4 tons per year of solid waste, or a total of approximately 170 tons per year of additional solid waste.

A total increase of nearly 500 tons per year represents less than 2 percent of the solid waste disposed of by the City of Dublin at the Altamont landfill. It is not likely that this volume of solid waste would threaten landfill capacity, but it could conflict with the City's waste diversion goals.

- **Mitigation Measure 13.6.5B: Waste Reduction and Diversion.** Mitigation Measure 13.6.2B (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the waste reduction and diversion program described above, the volume of waste generated by operation of the East County Government Center would be substantially reduced and the impact reduced to a *less than significant* level.

13.6.6: Site 15A

Construction

LESS THAN SIGNIFICANT IMPACT. Construction of a new East County Hall of Justice under this alternative would not result in demolition of the existing Juvenile Hall in San Leandro. No

demolition debris would be generated, but old heating pipes that may be insulated with asbestos may be unearthed during construction activities.

- **Mitigation Measure 13.6.6A: Waste Reduction and Diversion.** Mitigation Measure 13.6.2A (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the recycling program described above, the volume of waste generated by operation of the East County Hall of Justice would be substantially reduced and the impact reduced to a *less than significant* level.

Operations

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Operation of a new East County Hall of Justice would marginally increase generation of solid waste needing collection and disposal in the City of Dublin by approximately 155 tons per year. This represents an increase of less than 0.1 percent of the solid waste disposed of by the City of Dublin at the Altamont landfill. It is not likely that this volume of solid waste would threaten landfill capacity, but it could conflict with the County's waste diversion goals.

- **Mitigation Measure 13.6.6B: Waste Reduction and Diversion.** Mitigation Measure 13.6.2B (see above) would also apply to this alternative.

Resulting Level of Significance: With implementation of the waste reduction and diversion program described above, the volume of waste generated by operation of the East County Hall of Justice would be substantially reduced and the impact reduced to a *less than significant* level.

IMPACT 13.7: Need for Additional Facilities to Provide Adequate Library Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

In order to provide meaningful library services to Juvenile Justice Facility residents, the Alameda County Library Extension Services has received a grant for a visiting author and motivational book talk program for juveniles in custody. The program is designed to interest the youth in reading by bringing authors to the detention hall to meet with the residents and talk about their books.

POTENTIAL IMPACTS

13.7.1: No Action/No Project

NO IMPACT. Under the No Action/No Project alternative there would be no need for additional library services to the site. The San Leandro and Alameda County library system would be unaffected by this alternative.

13.7.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Residents of the new Juvenile Justice Facility will not have access to the area's public libraries, as library services to the Juvenile Justice Facility would be provided through the Alameda County Library Extension Program. Employees of the Juvenile Justice Facility would be expected to place a less than significant demand on library services. Therefore, construction of a new Juvenile Justice Facility at the Existing San Leandro Property site will not result in a failure to achieve performance objectives by the area's libraries and no mitigation measures are needed.

13.7.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Residents of the new Juvenile Justice Facility will not have access to the area's public libraries. Library services to the Juvenile Justice Facility would be provided through the Alameda County Library Extension Program. Employees of the Juvenile Justice Facility would be expected to place a less than significant demand on local library services. Therefore, construction of a new Juvenile Justice Facility at this downtown Oakland site would not result in a failure to achieve performance objectives by the area's libraries and no mitigation measures are needed.

13.7.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Residents of the new Juvenile Justice Facility would not have access to the area's public libraries. Library services would be provided through the Alameda County Library Extension Program. Employees of the Juvenile Justice Facility are expected to place a less than significant demand on library services. Therefore, construction of a new juvenile facility at this site will not result in a failure to achieve performance objectives by the area's libraries and no mitigation measures are needed.

13.7.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The addition of a new Juvenile Justice Facility and East County Hall of Justice would not significantly increase demand for library services. Residents of the Juvenile Justice Facility will not have access to the Dublin Public Library as library services to the Juvenile Justice Facility are provided through the Alameda County Library Extension Program. Employees of the East County Hall of Justice are not expected to place any more significant demand on County library services than employees of other businesses in Dublin.

Construction of a new governmental facility will not result in a failure to achieve performance objectives by the City Library. Therefore, no mitigation measures are needed.

13.7.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Employees at a new East County Hall of Justice are expected to place a less than significant demand on library services. Therefore, construction of these facilities would not result in a failure to achieve performance objectives by the area's libraries and no mitigation measures are needed.

14.1 AFFECTED ENVIRONMENT

Public utilities discussed in this chapter include:

- water
- sewer
- storm drainage
- gas, electrical and telecommunications service.

Significance thresholds for utility systems would be reached if the Project would result in an increased demand for utility capacities that cannot be met by existing or planned utility infrastructure.

REGULATORY/POLICY SETTING

Federal

Clean Water Act and Safe Drinking Water Act

The Safe Drinking Water Act (SDWA), 42 USC §§ 300f *et seq.* is the primary federal law regulating drinking water quality; it establishes standards intended to protect public health, safety and welfare. The US EPA implements the SDWA, which delegates its authority under the SDWA to the states.

The Clean Water Act (CWA) 33 United States Code (USC) §§ 1251 *et seq.* is intended to restore and maintain the integrity of the nation's waters, including requirements for states to establish water quality standards to protect designated uses for all waters of the nation. Many aspects of the CWA have been delegated to the states, including the regulation of discharges from private industry and public facilities such as wastewater treatment plants.

State

Water Supply

The California Urban Water Management Planning Act¹ requires that an understanding of urban water demands and efficient use of water be actively pursued by water suppliers, including the requirement for every urban water supplier to prepare and adopt an urban water management plan (UWMP). Each UWMP must describe the suppliers' services area; identify and quantify existing and planned water sources; describe the reliability of water supplies; describe opportunities for exchanges or transfers of water; quantify past, current and projected water use; and describe and evaluate the supplier's water demand management measures. These plans are updated every five years.

The California Environmental Quality Act also requires that projects of a certain magnitude provide an assessment of water supply. These requirements include an identification of any existing water supply entitlements, water rights or water service contracts, and a description of the quantities of water received in prior years by the public water system.

The Recycled Water in Landscaping Act requires municipalities to adopt ordinances requiring use of recycled water for landscaping uses where recycled water of appropriate quality is made available.

The Department of Health Services (DHS) regulates drinking water, implements the Safe Drinking Water Act and oversees public water systems in California. The state requires that public water systems meet two groups of water quality standards: primary and secondary drinking water standards. Primary drinking water standards, known as Maximum Contaminant Levels (MCLs), are legally enforceable standards that regulate contaminants that could threaten public health. Secondary drinking water standards are used to regulate contaminants that affect the taste, odor and appearance of water, and are enforceable for new potable water sources.

The San Francisco Regional Water Quality Control Board (RWQCB) has established water quality objectives to define the level of water quality to be maintained for designated beneficial uses. Water designated for uses as domestic or municipal supply shall not contain concentrations of constituents in excess of the limits specified in Title 22 of the California Code of Regulations.

Telecommunications and Power

The California Public Utilities Commission (CPUC) regulates privately owned telecommunications, electric, natural gas, water, railroad, rail transit and passenger transportation companies.

¹ Division 6, Part 2.6 of the California Water Code.

Local Policy Setting

Alameda County

Public Infrastructure

The Castro Valley Plan includes the following policies related to infrastructure services that are relevant to the proposed alternative site adjacent to the existing Juvenile Hall:

Policy 3.2 All community and neighborhood service facilities should be adequately provided with utilities, including water supply, sewer, gas and electricity and police and fire protection services.

Policy 3.6 Conservation of water should be encouraged in existing and new development.

Energy

Policy 3.21 All uses should be designed and constructed, and where possible, retrofitted to achieve maximum feasible energy conservation.

City of Dublin

Water Service

The Community Services and Facilities section of the *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 2000) includes the following policies relevant to water service:

Policy 9-1: Provide an adequate water supply system and related improvements and storage facilities for all new development in the Eastern Dublin Specific Plan area.

Policy 9-2: Coordinate with DSRSD to expand its service boundaries to encompass the entire Eastern Dublin Specific Plan area. Expansion of the DSRSD water system into eastern Dublin should be coordinated with the Zone 7 wholesale water delivery system. The City should support DSRSD and Zone 7 policies, capital improvement programs and water management plans as they relate to the Eastern Dublin Specific Plan area.

Wastewater

The Community Services and Facilities section of the *Eastern Dublin Specific Plan* includes the following policies, which are relevant to wastewater collection and treatment services:

Policy 9-4: Coordinate with DSRSD to expand its service boundaries to encompass the entire Eastern Dublin Specific Plan area. Also, coordinate with the District regarding the possible need for a wastewater storage facility in eastern Dublin. The expansion of the DSRSD water system should be coordinated with proposed TWA² [LAVWMA-DSRSD] wastewater facilities. The City should also support the wastewater management efforts of

² Note that TWA no longer exists.

TWA and LAVWMA [LAVWMA-DSRSD] as it relates to the Eastern Dublin Specific Plan area.

Policy 9-5: Coordinate with DSRSD to expand its recycled water service boundary to encompass the entire Eastern Dublin Specific Plan area. Require recycled water use or landscape irrigation in accordance with DSRSD's Recycled Water Policy.

Policy 9-6: Ensure wastewater treatment and disposal facilities are available to meet the needs of future development in eastern Dublin. The City should support DSRSD's and TWA's [LAVWMA-DSRSD's] wastewater management.

Storm Drainage

The Community Services and Facilities section of the *Eastern Dublin Specific Plan* includes the following policies, which are relevant to stormwater and drainage:

Policy 9-7: Require drainage facilities that will minimize any increased potential for erosion or flooding.

Policy 9-9: Plan facilities and select management practices in the Eastern Dublin Specific Plan area that protect and enhance water quality.

City of Oakland

The 1998 Land Use and Transportation Element (LUTE) of the *Oakland General Plan* (City of Oakland, 1998) describes Oakland services and some utilities, identifies providers and presents an outlook on the long-term provision of services. The General Plan does not include specific goals or policies regarding service systems or utilities.

The City of Oakland has adopted the Water Reuse Ordinance, which applies to development projects that are located within a Water Reuse Area and where new water hook-ups from the East Bay Municipal Utility District (EBMUD) are required.

PHYSICAL SETTING

No Action/No Project

Domestic Water Supply

Water Supply

Water service to the existing Juvenile Hall site and the surrounding City of San Leandro is provided by the East Bay Municipal Utility District (EBMUD), a privately owned utility. EBMUD is responsible for service connections and water delivery to most of Alameda County and much of Contra Costa County. The EBMUD water supply system is more fully described below under the Pardee/Swan Site.

The City of San Leandro and EBMUD have undertaken programs to conserve water and reduce the need for developing new water supplies. These programs include public education and information, economic and financial incentives and a variety of “best management practices” such as water saving plumbing fixtures and drought tolerant landscaping. Using reclaimed water in lieu of potable water for irrigation, particularly at local golf courses, is an important part of the conservation program.

Water Distribution System

EBMUD distributes its water through a system of pipelines, storage reservoirs and pumping plants separated into pressure zones. The two pressure zones located in San Leandro include the Central and Bayfair Zones. The existing Juvenile Hall site is located within EBMUD’s Bayfair Pressure Zone. There are no major water storage facilities in San Leandro; instead the City is served by nearby storage facilities in Castro Valley and Oakland. EBMUD operates and maintains all water distribution lines within its service area and is responsible for all facilities up to the location of the water meter. The District reports no known deficiencies in the system within the vicinity of the existing Juvenile Hall site.

Water distribution system currently serving the site consists of a 6-inch water line from the small EBMUD storage tank northeast of the site, across Fairmont Drive. A separate line serves Camp Sweeney.

Wastewater Collection, Treatment and Disposal

Collection

The Oro Loma Sanitary District (OLSD) provides sanitary sewer service for the existing Juvenile Hall. The OLSD was formed in 1911 and today provides wastewater collection and treatment services for 44,000 customers within its 13–square-mile service area. The Oro Loma system includes 280 miles of sewer pipeline and 15 lift stations.

The existing sanitary sewer service to this site consists of a 10-inch sanitary sewer line from the east, crossing under Fairmont Drive, and then tapering into a 4-inch line serving the existing facility. This line also serves the Animal Shelter across Fairmont Drive.

Wastewater Treatment and Disposal

The OLSD owns and operates a wastewater treatment plant with an average dry weather design capacity of 20 million gallons per day (mgd). The plant currently treats about 15 million gallons of sewage per day, including flow from the Castro Valley Sanitary District. Treated effluent is disposed to the deep waters of San Francisco Bay through the collectively owned East Bay Dischargers Authority pipeline (see discussion below under **East County Government Center**). The treatment plant also produces about 14 tons of biosolids per day, which are processed for reuse. The OLSD has a Renewal and Replacement Program that covers ongoing repair and replacement of system components. Approximately \$2.3 million per year was spent on this program between 1995 and 2000. Revenues for this program are generated through sewer connection fees and user fees.

Storm Drainage

The existing Juvenile Hall is located within the unincorporated Castro Valley Planning Area. Castro Valley is within Zone 7 of the Alameda County Flood Control and Water Conservation District. The District is responsible for designing all flood control and storm drainage facilities to meet 15-year flood standards. A complete system of storm drainage lines has been constructed throughout the Castro Valley Planning Area to accommodate storm runoff, with adequate capacity to accommodate ultimate development (Alameda County, 1985).

The existing storm drainage system at the site consists of small channels that drain to a large wetland area adjacent to Fairmont Drive. A storm drainage system in Fairmont Drive also discharges into this wetland area. At the lower end of the wetland a 60-inch storm drainpipe conveys runoff downstream into the Zone 7 system, eventually draining into the Bay.

Electricity, Gas and Telecommunications

Pacific Gas and Electric Company (PG&E) provides electrical service to the existing facility from a point adjacent to Fairmont Drive at the southwest corner of the existing facility. An existing 3-inch gas main also serves the site, coming from the east under Fairmont Drive. A wide variety of telecommunications services operate within the City of San Leandro. Developers within the City are free to select the communications service provider of their choice.

Existing San Leandro Property

The Existing San Leandro Property site is located immediately east of the existing Juvenile Hall (the No Action/No Project site), and slightly higher up on the hill. Utility service providers to this site would be the same as described above for the No Action/No Project site.

Domestic Water Supply

The existing affected environment at this site in regard to water supply and distribution is the same as described above for the No Action/No Project site.

Wastewater Collection, Treatment and Disposal

The existing affected environment at this site in regard to wastewater collection, treatment and disposal is the same as described above for the No Action/No Project site.

Storm Drainage

The existing affected environment at this site in regard to storm drainage is the same as described above for the No Action/No Project site.

Electricity, Gas and Telecommunications

The existing affected environment at this site in regard to energy and telecommunication infrastructure is the same as described above for the No Action/No Project site.

Glenn Dyer Detention Facility

Domestic Water Supply

The Glenn Dyer Detention Facility site is located in downtown Oakland. The East Bay Municipal Utility District (EBMUD) serves all of Oakland with potable and reclaimed water, as described below for the Pardee/Swan Site.

Wastewater Collection, Treatment and Disposal

The Glenn Dyer Detention Facility site would be provided with sewage collection services provided by the City of Oakland Public Works Department. Sewer lines currently exist at the site.

Wastewater treatment and disposal services would be provided by EBMUD as described below for the Pardee/Swan Site.

Storm Drainage

The City of Oakland is responsible for providing storm drainage infrastructure throughout the city. Storm drains currently exist in the immediate area to serve this site.

Electricity, Gas and Telecommunications

Pacific Gas and Electric Company (PG&E) owns the natural gas and electrical utility lines in Oakland. Natural gas is distributed via underground pipelines and electrical power is transmitted primarily via overhead transmission lines. A wide variety of telecommunications services operate within the City of Oakland. Developers within the City are free to select the communications service provider of their choice.

Pardee/Swan Site

The Pardee/Swan Site is located on Port of Oakland-owned property within the City of Oakland. This site is located within the larger East Oakland planning area. Utility services provided at this location are further described below.

Water Supply

Potable Water Supply

The East Bay Municipal Utility District (EBMUD) serves all of Oakland with potable and reclaimed water. The source of EBMUD's potable water supply is currently the Mokelumne River. EBMUD's total service area customer demand in year 2000 was 230 mgd, and when adjusted for conservation and the use of reclaimed water, net customer demand was estimated at 216 mgd. EBMUD projects that by year 2020 the net customer demand for potable water will reach 250 mgd assuming that water conservation efforts are successful, that there are no droughts and that the City grows at an average annual rate of 0.4% (EBMUD, 2000).

EBMUD has prepared an *Urban Water Management Plan* (EBMUD 2000) that indicates that with aggressive conservation and reclamation, EBMUD can meet its obligation to serve its current and future customers in normal rainfall years through year 2020. However, in years of drought, even with aggressive conservation and reclamation coupled with 25 percent rationing throughout the service area, EBMUD predicts a shortfall in excess of 131 mgd within the next 25 years. For more than 30 years, EBMUD has pursued a supplemental source of high-quality raw water from the American River. However, due to long-term strong political and environmental opposition to this plan, EBMUD recently entered into an agreement with the County of Sacramento and the U.S. Bureau of Reclamation to access the Sacramento River as the source of supplemental EBMUD water supplies (EBMUD, 2001a).

Water Distribution System

The Pardee/Swan Site is located within the EBMUD Central Pressure Zone. Water for this zone is treated at the Orinda Treatment Plant in Orinda and the Upper San Leandro Filter Plant in Oakland. This water is stored in the Central Reservoir and Dunsmuir Reservoir, where it then flows via gravity throughout the EBMUD water transmission system. Within the Pardee/Swan Site vicinity, EBMUD owns and maintains water transmission mains that would provide water service to this site.

Reclaimed Water

EBMUD projects that, in 2020, customers will use 14 mgd of reclaimed water for landscape irrigation and for some industrial and commercial uses. The supply of EBMUD reclaimed water from its Main Wastewater Treatment Plant in Oakland far exceeds demand. Reclaimed water therefore provides a much more stable source of water, not subject to rationing for landscape irrigation and other potential uses. EBMUD is considering regulations that would require its customers and applicants to use recycled water when such water is of adequate quality and quantity, available at a reasonable cost, not detrimental to public health, and not injurious to plant, fish, or wildlife (EBMUD, 2000).

Wastewater Collection, Treatment and Disposal

Sewage Collection

Generally, the City of Oakland maintains and operates a citywide sewage collection service. The Oakland Public Works Department provides sewage collection services for approximately 39 square miles within the city, including five pump stations and approximately 4.5 million linear feet of pipeline ranging in size from 6 inches to 72 inches in diameter. The existing local sanitary sewer system adequately collects wastewater generated within the vicinity of the Pardee/Swan Site (City of Oakland, 1995). The City of Oakland has instituted an inflow and Infiltration Correction Program to reduce wet weather overflows into the sanitary sewer system. This program is anticipated to increase the capacity of the collection system to allow an approximately 20% increase in wastewater flows for each subarea within the City. However, projected flow increases must stay below the base-flow increase allowance for each subbasin of the system. The Pardee/Swan Site is located within the City of Oakland Coliseum Redevelopment Area. This Redevelopment Area is included in the City's 20-year program to

upgrade sanitary sewers including general rehabilitation, pipe replacement and some pipe size upgrades.

The City of Oakland sewage collection system discharges into EBMUD's sewer interceptor system, which comprises approximately 29 miles of large-diameter pipeline, ranging in size from 9 to 12 feet in diameter. Wastewater from this area is collected into an EBMUD 42-inch interceptor and the EBMUD Wastewater Pumping Station G. Dry weather flows are then transported via the South Interceptor to the Main Wastewater Treatment Plant. Wet weather flows are stored and treated in facilities along the South Interceptor.

Treatment and Disposal

EBMUD provides all sewage treatment and discharge services within the City of Oakland. The EBMUD interceptor system transports sewage to the Main Wastewater Treatment Facility (WWTF), located in northwest Oakland immediately south of the I-80/I-880/I-580 interchange. The Main WWTF treats domestic, commercial and industrial wastewater, and currently experiences an annual average flow of approximately 80 million gallons per day (mgd). The WWTF, whose dry weather capacity is 120 mgd, can provide secondary treatment for a maximum flow of 168 mgd, and primary treatment for up to 320 mgd. Storage basins provide plant capacity for a short-term hydraulic peak of 415 mgd.

Treated effluent is discharged from the WWTF to San Francisco Bay south of the Bay Bridge approximately one mile from the east Bay shoreline via a 102-inch-diameter deep-water outfall pipeline (EBMUD, 2001b). EBMUD discharges in compliance with conditions of permits granted by the RWQCB under the National Pollutant Discharge Elimination System (NPDES) Program.

Storm Drainage

Generally, the City of Oakland's storm drainage system within this portion of the City is designed to convey storm water runoff through a series of engineered channels located between San Leandro Street and the San Leandro Bay. These channels flow into sloughs that drain to San Leandro Bay. The Pardee/Swan Site is located nearly adjacent to the southern extension of San Leandro Bay near Doolittle Drive and drains directly into San Francisco Bay.

Electricity and Gas

The Pardee/Swan Site is located within the electricity and natural gas service area of PG&E, which Pacific Gas and Electric Company owns the natural gas and electrical utility lines in Oakland. Natural gas is distributed via underground pipelines and electrical power is transmitted primarily via overhead transmission lines. A wide variety of telecommunications services operate within the City of Oakland. Developers within the City are free to select the communications service provider of their choice.

East County Government Center

The East County Government Center site is located on an Alameda County-owned site within the boundaries of the City of Dublin and within the East Dublin Planning Area. Infrastructure services that would be provided to this site are described below.

Domestic Water Supply

Water Supply

The Dublin San Ramon Services District (DSRSD) is the water service provider for most lands within the East Dublin Planning Area. DSRSD serves a population of about 108,000 people in Dublin, southern San Ramon, Pleasanton and the Dougherty Valley in San Ramon. DSRSD obtains its water supplies from Zone 7 of the Alameda County Flood Control and Water Conservation District (Zone 7). Zone 7 is required to supply water as requested by DSRSD subject to its availability.

Zone 7 is one of 10 active zones of the ACFCWCD established in 1949 to solve problems of flooding, drainage, channel erosion and water supply and conservation in Alameda County. Each zone generally plans for separate watersheds or drainage basins, and independently funds activities within that zone. Zone 7's boundaries include all of Eastern Alameda County consisting of approximately 425 square miles and occupying a major portion of the Alameda Creek watershed above Niles. Its service area includes the cities of Dublin, Livermore and Pleasanton and the communities of Sunol, Altamont, Mountain House and small areas of the cities of Fremont, Union City and Hayward.

Zone 7 has obtained water supplies and entitlements to water necessary to serve its service area. In 1999, Zone 7 estimated that in order to meet the long-term, year 2020 water demands throughout its service area it would need to acquire an additional average year water supply of approximately 40,400 acre-feet annually (AFA). This estimate was based on input from water retailers, cities and agricultural users within its service area, and included assumptions regarding buildout of Eastern Dublin. One of the land use assumptions used in this estimate for East Dublin included development of the East County Government Center with Public/Semi-Public uses, generally consistent with development as indicated under this alternative. To meet this demand, Zone 7 identified a number of water supply options based on average, wet and dry year scenarios, and has since secured, or is in the process of securing, these identified water supplies. According to the Final Water Service Analysis for Eastern Dublin (DSRSD, 2001), Zone 7 has secured sufficient water supplies to serve the overall water demand of all of Eastern Dublin.

Alameda County also has a direct water supply connection to Zone 7 for servicing the Santa Rita Rehabilitation Center (immediately north of the East County Government Center site) and the old Santa Rita jail site. The United States Army has a direct water supply connection to Zone 7 to serve the Camp Parks Reserve Forces Training Area (immediately west of the East County Government Center).

Water Distribution

DSRSD owns and operates a water distribution system including transmission lines, pump stations and water turnouts. Treated water is supplied to DSRSD from Zone 7's Cross Valley Aqueduct through four turnouts. These turnouts are located at Dougherty Road/Iron Horse Trail, Amador Valley Boulevard/Stagecoach Road, Arnold Road/Altamirano Road, and within Camp Parks. The East County Government Center is located in DSRSD's Eastern Dublin service area, which consists of approximately 4,200 acres of future residential, commercial, industrial, public/semi-public, parks and open space land uses. This service area is bordered on the south by I-580, on the west by the Camp Parks Reserve Force Training Area (PRFTA), on the north by the Alameda and Contra Costa County border and on the east by the ridgeline running northwest from Croak Road and I-580. This service area is provided with water supplies from the Arnold Road/Altamirano Road turnout No. 3.

Water received from these turnouts is distributed throughout Dublin via a grid of underground water transmission lines. This grid system includes a water main along Gleason Drive that feeds into a private loop operated and maintained by Alameda County. The private loop is connected to the DSRSD system near the intersection of Gleason Drive and Arnold Road. The existing County loop system includes a 16-inch domestic water line on Arnold Road northerly of Gleason, which then connects to an existing 12-inch line running east on Broder Boulevard. The Broder Boulevard line connects to another 12-inch line running south in Madigan Avenue, which then connects to a 12-inch line in Gleason Drive. The Gleason Drive line then loops back westerly to connect at Arnold Road. This system effectively loops around the entire East County Government Center site.

Reclaimed Water

Recycling for Landscape Irrigation is a DSRSD program to use tertiary-treated recycled water for landscape irrigation. Local parks, school grounds athletic fields, golf courses, street medians and landscaped common areas in new housing developments are intended to use this recycled water. DSRSD's long-term plan is to provide recycled water through a pipeline system planned by the DSRSD-East Bay Municipal Utility District (EBMUD) Recycled Water Authority (DERWA), a joint powers authority between DSRSD and EBMUD.

A current DSRSD ordinance³ requires recycled water to be used for approved customer categories for all new land uses including commercial, multifamily residential and institutional irrigation uses with the DSRSD potable water service area. New development within the Eastern Dublin area has been required to install dual water systems and a recycled water distribution system has been installed within the major streets. A Water Efficient Landscape Ordinance (No.118-92) has been adopted by the City of Dublin to minimize use of irrigation water. The existing recycled water mains available to serve this site are operated and maintained by DSRSD. These recycled water mains run along Arnold Road and Gleason Drive, and are connected to the recycled water system via a 20-inch recycled water main along Hacienda Drive.

³ DSRSD Ordinance No. 280, April 21, 1998.

Wastewater Collection, Treatment and Disposal

Collection

DSRSD collects wastewater with sewers in the cities of Dublin and San Ramon, with a sewer service area of more than 26 square miles. This sewer service area includes more than 12,000 households, with 43,000 residents and 450 commercial and industrial customers. The DSRSD wastewater collection system includes over 107 miles of sanitary sewers from 6 to 42 inches in diameter, and from less than 5 to over 40 years old.

An existing sanitary sewer system serves the site. This system includes a 15-inch sanitary sewer line along Arnold Road, which flows southerly along Arnold Road to lower mains. An existing 10-inch sanitary sewer line also runs along Gleason Drive, which connects to the Arnold Road sewer line and correspondingly drains southerly along Arnold Road.

DSRSD has determined the capacity of the existing wastewater collection system and the future capacity requirements of the system through hydraulic modeling (West & Yost, 2000). The modeled sewer network primarily includes sewers 10 inches in diameter and larger, referred to as the trunk sewer system. Model simulations were conducted for various flow scenarios to identify capacity deficiencies in the existing system under existing and 20-year future flow conditions. The model identified a need for eight capital improvement projects to provide additional trunk sewer system hydraulic capacity throughout the system. None of the trunk sewer lines that would serve the East County Government Center site were identified as deficient by the model.

Wastewater Treatment

Collected wastewater from the cities of Dublin and San Ramon are treated at the DSRSD wastewater treatment plant in Pleasanton. Under contract, DSRSD also treats wastewater collected by the City of Pleasanton. The DSRSD wastewater treatment plant also serves by contract the Santa Rita Rehabilitation Center and Camp Parks, which are adjacent to the East County Government Center site. DSRSD services over 98,000 residents and 1,368 commercial, industrial and government facilities with wastewater treatment.

The DSRSD wastewater treatment plant provides primary and secondary treatment, and filtration of wastewater to be recycled. Primary treatment is a physical process that removes large objects as well as finer solids that settle out of the wastewater. Secondary treatment is a more complex biological process that uses bacteria to convert dissolved organic matter into suspended matter that also settles out. The treatment plant uses holding basins that enable treatment of average flows rather than peak flows, increasing capacity efficiency with smaller sized units. By temporarily storing part of the wastewater flow in these basins, operators can even out the peaks and valleys in the volume of wastewater entering the plant. The DSRSD treatment plant has a current capacity of 11.5 million gallons per day (mgd), but is undergoing a first-phase facility expansion to increase its average dry weather flow capacity to 17.0 mgd. The plant expansion is expected to be completed prior to November 2003 (DSRSD, 2001). This first-phase plant expansion is expected to provide sufficient capacity to accommodate future growth in DSRSD's service area through approximately year 2010.

Wastewater Disposal

Wastewater disposal is provided by the Livermore-Amador Valley Water Management Agency (LAVWMA), a joint powers authority formed in 1974 by DSRSD and the cities of Pleasanton and Livermore. LAVWMA is responsible for maintaining a pipeline that transports treated wastewater from the DSRSD and Livermore treatment plants to San Lorenzo, where it is discharged into San Francisco Bay. The original LAVWMA export pipeline was designed with a capacity of 21.0 mgd. LAVWMA is also a member agency of the East Bay Dischargers Authority (EBDA), another joint power authority formed of cities and agencies in the East Bay. LAVWMA exports secondary treated effluent to the EBDA interceptor pipeline, which ultimately discharges to San Francisco Bay via a deep-water outfall.

By the mid-1990s, development in the Livermore-Amador Valley resulted in the need for additional capacity in the LAVWMA wastewater disposal transmission system. In 1997/98, average dry-weather flow in the LAVWMA pipeline system was 14.3 mgd, and peak wet-weather flow was at or near capacity of 21.0 mgd. Since then, LAVWMA has begun implementation of a series of projects that comprise the Export Pipeline Facilities Program. This \$207 million program will expand LAVWMA wet weather disposal capacity from 21 mgd to 41.2 mgd through rehabilitation of the existing LAVWMA export pipeline, installation of a new pipeline and construction of a new 41.2 mgd pumping station. The pump station will be located at the existing LAVWMA site near the intersection of I-580 and I-680. The new export pipeline will extend west from the pumping station, over the Dublin Grade, through Castro Valley and San Leandro, to a connection with the existing pipeline at the foot of Lewelling Boulevard.

Storm Drainage

The East County Government Center site lies within Zone 7 of the Alameda County Flood Control and Water Conservation District (Zone 7). The existing storm drainage system available to serve the site is maintained and operated by Zone 7. The storm drain system is part of Zone 7's G-5 line. Within the vicinity of the site, this system has three components:

- Surface runoff from the site collects in an existing detention basin located on site along the west property boundary at Arnold Road. The detention basin drains into triple 36-inch diameter reinforced concrete pipes under Arnold Road, discharging into the Arnold Road channel.
- There is also an existing 48-inch-diameter reinforced concrete pipe that conveys storm water from the Santa Rita Rehabilitation Center along Broder Boulevard, and emptying into the detention basin. This system conveys an estimated peak flow rate of 75 cubic feet per second (cfs) from the existing jail facility.
- Additionally, an existing 30-inch storm drain line is located within Gleason Drive, which connects to the Arnold Road channel.

Drainage from this area then flows southerly along Arnold Road and leaves the area through two drainage courses: Tassajara Creek (designated Line K by Zone 7), and via a culvert under I-580 about 2,000 feet east of Tassajara Road (designated Line G-3 by Zone 7). Tassajara Creek drains to the Arroyo Mocho, which then drains to the Arroyo de la Laguna. Alameda Creek receives

flows from the Arroyo de la Laguna, and flows in a westerly direction through Niles Canyon until it ultimately discharges to San Francisco Bay.

Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps indicate that flooding during a 100-year storm will occur primarily along Tassajara Creek. The flooded areas would include an approximately 200-foot width along more than half of the length of Tassajara Creek in the general vicinity of the site, and a wide area just north of where Tassajara Creek flows under I-580, which covers portions of the old Santa Rita jail facilities. The main reason for flooding along Tassajara Creek is inadequate culvert flow capacity where the creek crosses I-580. Currently, Alameda County is studying the flooding problems at these culverts.

Zone 7 has identified major channels in general vicinity of this site that it would like to improve. These improvements are based in part on channel improvements Zone 7 has identified in through the *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998).

Electricity and Gas

Historically, the major natural gas and electrical service provider to the City of Dublin has been Pacific Gas and Electric Company (PG&E). However, in 1996, the California legislature deregulated energy, establishing a competitive market system for the supply of gas and electrical power. Although PG&E still owns the gas and electrical system infrastructure and provides much of the energy service to the City of Dublin, under the present system other companies are free to compete for and provide energy to residences and business in the Dublin area.

There are two existing electrical systems available to serve the site. One is maintained and operated by PG&E and Alameda County maintains the other. PG&E's infrastructure at the site includes an existing 6-inch electrical line along Arnold Road adjacent to the site. There are a total of three PG&E boxes along the Arnold Road electrical line. Also, a system of PG&E electric lines runs along Gleason Drive within a joint trench.

The electrical system maintained and operated by the County is a 21-kilovolt (kV) line with a utility vault located off Madigan Avenue. If the County were to use this 21 kV line to serve the site there would not be any PG&E fees associated with the connection. An easement across the existing parcel to access the vault would be required to use this line.

PG&E has recently proposed new Tri-Valley transmission facilities to increase local electrical energy supply in the Pleasanton, North Livermore, and Dublin/San Ramon areas. An Environmental Impact Report, the *Tri-Valley 2002 Increase Project* (SCH#2000042087) (Aspen Environmental/Urban Alternatives, 2001), has been released by the California Public Utilities Commission. That project includes a number of new and upgraded electrical substations and construction of 230 kv overhead transmission lines within the Tri-Valley area to increase the long-term supply of electricity within the area.

Telecommunications

Pacific Bell and other local telephone companies provide local telephone service in the City of Dublin. Pacific Bell, Sprint and other firms installed a joint trench in the Dublin Boulevard right-

of-way to accommodate underground phone, fiber-optic and cable services. Telecommunications companies have also installed equipment in the Eastern Dublin area, and as the area develops, the City expects more installation of telephone, fiber-optic and cable service equipment.

In addition, Alameda County also operates telephone system infrastructure in Dublin. This system, known as Alconet (Alameda County Network) includes various external source providers, private telephone and data networks. The Alconet microwave relay distribution equipment is located at the Santa Rita Rehabilitation Center just north of this site.

Site 15A

Site 15A is located immediately south of the proposed East County Government Center site, closer to I-580. This site is also an Alameda County-owned property within the City of Dublin's city limits.

Domestic Water Supply

Water Supply

Site 15A is located within the Zone 7 and DSRSD water supply service area. Existing water supply information as presented above for the East County Government Center site is similarly applicable. Water supply assumptions for Site 15A are included within the *Eastern Dublin Specific Plan* and used by Zone 7 for estimating water demand. These estimates have assumed development of Site 15A for as much as 375 units of High-Density Residential use (15 acres x 25 dwelling units per acre).

Water Distribution

Retail water service, including water distribution to this site, would be provided by DSRSD as generally described above for the East County Government Center site. The existing DSRSD water mains available to serve this site include 8-inch and 10-inch water mains located within Dublin Boulevard, Arnold Road, Central Parkway and Hacienda Drive.

Reclaimed Water

DSRSD's reclaimed water distribution infrastructure is currently available to serve this site, as more fully described above under the East County Government Center site.

Wastewater Collection, Treatment and Disposal

Sewer Collection

Sewer collection services to this site would be provided by DSRSD as generally described above for the East County Government Center site. Existing wastewater infrastructure at this site includes 6-inch and 8-inch mains along Central Parkway and Dublin Boulevard, respectively.

Treatment and Disposal

The DSRSD wastewater treatment plant as described above for the East County Government Center site would also provide wastewater treatment for new development at Site 15A. Similarly, wastewater disposal services for this site would be provided via LAVWMA as also described above.

Storm Drainage

Storm drainage from Site 15A is split between two separate storm drain systems, both operated and maintained by Zone 7. This split occurs at Arnold Road approximately 800 feet north of Dublin Boulevard at the northwest portion of Site 15A. Currently, the system is design such that a portion of storm flows are conveyed directly south in a storm drain pipe under Arnold Road to I-580, where it joins three 45-inch-diameter storm drain pipes. These pipes convey storm flows into Line G-2. The other portion of storm flows from this area drain into an open channel that runs southwest diagonally from Arnold Road to Dublin Boulevard. This open channel conveys storm flows into a relatively new G-5 Line storm drain system constructed by Alameda County pursuant to the *Santa Rita Drainage Master Plan* (Brian Kangas Foulk, 1999). This G-5 Line then drains to Line G-2 south of I-580. Line G-2 drains into the Chabot Channel and then to Arroyo Mocho in the City of Pleasanton. From Arroyo Mocho, the Zone 7 drainage system ultimately conveys storm flows to San Francisco Bay as described above for the East County Government Center site.

Electricity, Gas and Telecommunications

PG&E and Pacific Bell, as described above for the East County Government Center site, would generally provide electricity and gas (PG&E) and telecommunications (Pacific Bell) to this site.

14.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

Water Supply

Under CEQA Guidelines, a project would have a significant environmental impact if it were to:

- Have insufficient water supplies available to serve the project from existing entitlements and resources, or require new or expanded entitlements.
- Require or result in the construction of new water treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.

Wastewater Collection, Treatment and Disposal

- Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board.
- Require or result in the construction of new wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.
- Result in a determination by the wastewater treatment provider that serves or may serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments.

Storm Drainage

Under CEQA Guidelines, a project would have a significant environmental impact if it were to:

- require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.

Electricity, Gas and Telecommunications

Although there are no specific thresholds of significance presented for gas, electric or telecommunications service in the CEQA Guidelines, for the purposes of this evaluation a project would have a significant environmental impact if it were to:

- require or result in the construction of new electric, gas or telecommunications transmission facilities or expansion of existing facilities, the construction of which could cause significant environmental effects.

IMPACTS AND MITIGATION MEASURES

IMPACT 14.1: Availability of Water Supplies to Serve the Project from Existing Entitlements and Resources

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Each of the alternatives described below (except "No Action/No Project") would increase the demand for water supplies, but both EBMUD and DSRSD have demonstrated that this additional demand is less than significant and can be met given the respective agency's water conservation measures. The infrastructure required to implement these water conservation measures would be a required improvement for any new facility constructed and would be part of the overall Project costs.

PROJECT IMPACTS

14.1.1: No Action/No Project

NO IMPACT. The No Action/No Project alternative would not result in any increased demand for water supplies, and no mitigation measures are needed.

14.1.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility (juvenile detention center and juvenile courthouses) at this site would increase demand for water supply from the EBMUD by approximately 50,000 gallons per day if a 420-bed facility is built and 62,000 if a 540-bed facility is built.

- The increase from 300 beds at the existing Juvenile Hall to 420 beds at the Juvenile Justice Facility would increase potable water demand by approximately 12,000 gallons per day (gpd).⁴
- The increase from 300 beds at the existing Juvenile Hall to 540 beds at the Juvenile Justice Facility would increase potable water demand by approximately 24,000 gallons per day (gpd).
- The additional approximately 85,000 square feet of juvenile courthouse and associated space would generate an increased potable water demand of approximately 13,000 gpd.⁵
- Additionally, the exterior irrigation water demand, assuming approximately 8 acres of irrigated area, is estimated to be approximately 25,000 gallons per day.⁶

EBMUD projects that the total water demand throughout its service area is expected to grow by approximately 34 million gallons per day. The increased demand for water (between 50,000 gpd and 62,000 gpd for a 420-bed to 540-bed facility) under this alternative represents approximately 0.2 percent of this overall demand. Given that EBMUD has indicated that with aggressive conservation and reclamation it can meet its obligation to serve its current and future customers in normal rainfall years through year 2020, this alternative project's contribution toward the overall water demand is an insignificant component. However, since EBMUD's ability to meet this demand is predicated on service area-wide implementation of conservation and reclamation, the following mitigation measures are recommended:

- **Mitigation Measure 14.1.2A: Water Conservation.** The Juvenile Justice Facility should be designed to incorporate water conservation strategies such as low-flow plumbing installed throughout the facility, installation of pressure-reducing valves to

⁴ Water demand for each bed within the Juvenile Justice Facility is estimated at 100 gallons per bed per day, derived from water demand factors for jail inmates (DSRSD, September 2000, Table 3-4).

⁵ Water demand estimates for Juvenile Justice Facility and East County Hall of Justice are estimated at 0.15 gallon per square foot per day.

⁶ Exterior irrigation rates assumed at 3,125 gpd/acre (DSRSD, September 2000, Table 3-4).

maintain a maximum of 50 pounds per square inch (psi) water pressure and drinking fountains with self-closing valves. On the exterior, drought-tolerant or native plants should be used for landscaping, lawn and turf areas should be minimized and efficient irrigation systems (i.e., drip systems) installed to minimize evaporation.

- **Mitigation Measure 14.1.2B: Reclaimed Water Use.** Reclaimed water is not currently available near this site. However, new irrigation systems should be designed so that they can be switched over to reclaimed if and when it becomes economically available.

Resulting Level of Significance: Although this impact is considered *less than significant* due to the availability of water supplies from EBMUD to serve this alternative, the mitigation measures recommended above would serve to further reduce water demand, consistent with EBMUD and Alameda County policy.

14.1.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility (juvenile detention center and juvenile courthouses) at this site would increase demand for water supply 60,000 gallons per day, but would decrease demand from the existing Juvenile Hall by 30,000 gallons per day, which would result in a net increase of 30,000 of potable water within the EBMUD service area.

The 30,000 gallons per day demand for this site represents less than 0.1 percent of EBMUD's overall service area demand. Given that EBMUD has indicated that with aggressive conservation and reclamation it can meet its obligation to serve its current and future customers in normal rainfall years through year 2020, this alternative project's contribution toward the overall water demand is an insignificant component.

Additionally this site has, until recently (May 2002), been used by Alameda County as an adult jail facility accommodating as many 600 inmates at one time. A new Juvenile Justice Facility accommodating 420 juvenile detainees plus associated courthouse space is projected to generate water demand at a rate relatively comparable to the previous County jail facility. Thus, this new facility would result in very little or no net increase in water demand over its preceding use. However, since EBMUD's ability to meet its long-term water demand is predicated on service area-wide implementation of conservation and reclamation, the following mitigation measure is recommended:

- **Mitigation Measure 14.1.3: Water Conservation.** Mitigation Measure 14.1.2A (see above) would also apply to this alternative.

Resulting Level of Significance: Although this impact is considered *less than significant* due to the availability of water supplies from EBMUD to serve this alternative, the mitigation measures recommended above would serve to further reduce water demand consistent with EBMUD and City of Oakland policy.

14.1.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility at this site would increase demand for water supply from EBMUD by approximately 36,000 or 48,000 gallons per day, depending on whether a 420- or 540-bed facility is built. The Oakland Airport parking garage would not generate a demand for potable water supplies.

- Increasing the size of the Juvenile Justice Facility from 300 to 420 beds would result in a net increase of potable water demand of 12,000 gpd within the EBMUD service area. Locating the 420-bed Juvenile Justice Facility at the Pardee/Swan Site would increase potable water demand by approximately 42,000 gpd at this site, but would decrease demand by 30,000 gpd at the existing Juvenile Hall.
- Increasing the size of the Juvenile Justice Facility from 300 to 540 beds would result in a net increase of potable water demand of 24,000 gpd within the EBMUD service area. Locating the 540-bed Juvenile Justice Facility at the Pardee/Swan Site would increase potable water demand by approximately 54,000 gpd at this site, but would decrease demand by 30,000 gpd at the existing Juvenile Hall.
- The additional 85,000 square feet of juvenile courthouse space would generate an increased potable water demand of approximately 13,000 gpd.
- Additionally, the exterior irrigation water demand, assuming approximately 3.5-acres of irrigated area, is estimated to be approximately 11,000 gallons per day.

The 420-bed scenario would result in total increase of 36,000 gpd in the EMBUD service area, whereas the 540-bed scenario would result in a total increase of 48,000 gpd. Both of these figures represent a less than 0.1 percent increase of EBMUD's overall projected water demand throughout its service area. Given that EBMUD has indicated that with aggressive conservation and reclamation it can meet its obligation to serve its current and future customers in normal rainfall years through year 2020, this alternative project's contribution toward the overall water demand is an insignificant component. However, since EBMUD's ability to meet this demand is predicated on service area-wide implementation of conservation and reclamation, the following mitigation measures are recommended:

- **Mitigation Measure 14.1.4A: Water Conservation.** Mitigation Measure 14.1.2A (see above) would also apply to this alternative.
- **Mitigation Measure 14.1.4B: Reclaimed Water Use.** EBMUD owns and operates reclaimed water lines in the vicinity of this site, including mains that served (and presumably will serve in the future) the Galbraith Municipal Golf Course. Alameda County should coordinate with EBMUD to determine if this site is a potential "target candidate" for their reclaimed water reuse program.

Resulting Level of Significance: Although this impact is considered *less than significant* due to the availability of water supplies from EBMUD to serve this alternative, the mitigation measures recommended above would serve to further reduce water demand consistent with EBMUD and City of Oakland policy.

14.1.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. Construction and operation of a new Juvenile Justice Facility and East County Hall of Justice at this site would increase demand for water supply from Zone 7 by approximately 109,000 to 121,000 gallons per day.

- The 420-bed Juvenile Justice Facility would increase potable water demand in Zone 7 by approximately 42,000 gpd and would reduce it by 30,000 gpd in the EBMUD service area.
- The 540-bed Juvenile Justice Facility would increase potable water demand in Zone 7 by approximately 54,000 gpd and would reduce it by 30,000 gpd in the EBMUD service area.
- The additional 85,000 square feet of Juvenile Justice Facility and associated space would generate an increase in demand for potable water demand of approximately 13,000 gpd.
- The proposed 195,000 square feet of East County Hall of Justice would generate an increase in demand for potable water of approximately 29,000 gpd.
- Additionally, the exterior irrigation water demand, assuming approximately 8 acres of irrigated area, is estimated to be approximately 25,000 gpd.

Based on DSRSD's *Final Water Service Analysis for Eastern Dublin* (DSRSD, 2001) DSRSD has demonstrated that it has secured sufficient water supplies to serve the approximately 4,970,000 gpd potable water demand for all of Eastern Dublin, assuming significant exterior water demands are met with recycled water. The East County Government Center's 109,000 to 121,000 gpd demand for potable water (for a 420-bed to 540-bed Juvenile Justice Facility) was included in this total Eastern Dublin potable water demand estimate. Therefore, water supplies are currently available to serve all potential Project components at this site. Additionally, demand for potable water would be reduced in the EBMUD service area.

Although water supply is available to serve the potable water demands of the East County Government Center site, the following mitigation measure is recommended to reduce water demand consistent with current regulations:

- **Mitigation Measure 14.1.5A: Water Conservation.** Mitigation Measure 14.1.2A (see above), for all the Project components, would apply to this alternative. Additionally, all landscaping at the facility should comply with DSRSD's Water Efficient Landscape Ordinance to minimize use of irrigation water.
- **Mitigation Measure 14.1.5B: Recycled Water Use.** DSRSD ordinance requires that recycled water be used for all approved customer categories for all new land uses, including the East County Government Center site, within the DSRSD potable water service area. The East County Government Center should be required to install dual water systems and a recycled water distribution system to serve all outdoor irrigation needs of this facility.

Resulting Level of Significance: Although this impact is considered *less than significant* due to the availability of water supplies from DSRSD to serve this alternative, the mitigation measures recommended above would serve to further reduce water demand consistent with DSRSD ordinances and regulations.

14.1.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Construction and operation of the East County Hall of Justice at this site would increase demand for water supply from Zone 7 by approximately 42,000 gallons per day.

- The additional 195,000 square feet East County Hall of Justice facility would generate an increased potable water demand of approximately 29,000 gpd and would reduce it by 30,000 gpd in the EBMUD service area.
- Additionally, the exterior irrigation water demand, assuming approximately 4 acres of irrigated area, is estimated to be approximately 13,000 gpd.

Based on DSRSD's *Final Water Service Analysis for Eastern Dublin* (DSRSD, 2001) DSRSD has demonstrated that it has secured sufficient water supplies to serve the approximately 4,970,000 gpd potable water demand for all of Eastern Dublin, assuming significant exterior water demands are met with recycled water. This amount of water demand was predicated on a more intense development plan for Site 15A than this alternative. The *Eastern Dublin Specific Plan* assumed that this site would be developed with as many as 375 high-density residential units, generating a demand for approximately 52,000 gpd. The East County Hall of Justice facility, although generating an increased demand for water supplies, would generate approximately 10,000 gpd less demand than what has already been planned for, and water supply acquired by DSRSD. Therefore, water supplies are currently available to serve this project alternative. Additionally, demand for potable water would be reduced in the EBMUD service area. Although water supply is available to serve the Site 15A, the following mitigation measure is recommended to reduce water demand consistent with current regulations:

- **Mitigation Measure 14.1.6A: Water Conservation.** Mitigation Measure 14.1.5A (see above), for all the Project components, would apply to this alternative.
- **Mitigation Measure 14.1.6B: Recycled Water Use.** Mitigation Measures 14.15B (see above) would apply.

Resulting Level of Significance: Although this impact is considered *less than significant* due to the availability of water supplies from DSRSD to serve this alternative, the mitigation measures recommended above would serve to further reduce water demand consistent with DSRSD ordinances and regulations.

IMPACT 14.2: Need for Expanded Water Distribution Systems to Adequately Serve the Site

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Under each of the alternatives described below, any new Alameda County facilities would be required to install water delivery infrastructure from the point of the nearest public infrastructure system (either EBMUD or DSRSD facilities) into the new facilities. This new connection would be a required improvement for any new facility constructed, and would be part of the overall Project costs.

PROJECT IMPACTS**14.2.1: No Action/No Project**

NO IMPACT. The No Action/No Project alternative would not result in any increase in demand for water distribution facilities, and no mitigation measures are needed.

14.2.2: Existing San Leandro Property

NO IMPACT. No expansion of EBMUD facilities would be needed to serve this site. However, two water distribution lines that currently serve the existing facility would need to be relocated under the new access road to this site to accommodate new development. A new, short extension from the existing water line from Fairmont Drive would need to be constructed to serve the new facility. Service to this new facility and to the adjacent Camp Sweeney would not need to cross the known active fault at this site.

14.2.3: Glenn Dyer Detention Facility

NO IMPACT. The Glenn Dyer Detention Facility site is an existing urban building that was previously used by Alameda County as an adult jail facility. This site is currently served by EBMUD water distribution infrastructure and no additional improvements to the public water distribution system are anticipated.

14.2.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. Water distribution pipelines in the vicinity of this site vary in age and size. Several sites in the immediate area that are designated for industrial and commercial uses are currently served by 8-inch water mains, and need to be replaced with 12- and 20-inch mains to provide adequate water pressure and fire flow requirements to accommodate more intense development. As noted in the *Coliseum Redevelopment Plan EIR* (City of Oakland, 1995), "the extent, cost, and location of on- and off-site improvements would be determined on a case-by-case basis. The cost would be funded either by developers or by EBMUD as part of routine system upgrades." In either case, a new Juvenile Justice Facility at this site would be required to pay for these improvements and/or pay EBMUD connection fees to

cover these costs. As such, local water delivery system impacts are considered to be less than significant.

14.2.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The East County Government Center alternative is located within DSRSD's East Dublin service area. DSRSD has prepared a *Water Master Plan* (DSRSD, 2000), which identifies the potable water delivery system improvements needed for buildout of the East Dublin area. These improvements, many of which have recently been constructed, include new turnouts from the Zone 7 Cross Valley Pipeline, three new storage reservoirs, two new pump stations and additional distribution lines. Since this alternative was assumed as part of the buildout of East Dublin, the water distribution infrastructure needed to serve this site is included in the overall East Dublin system improvements. Both Zone 7 and DSRSD currently charge treatment and connection fees respectively on new development within their service areas. Fees are used for construction of planned water system capital improvements including storage, pumping, transmission and ongoing water system maintenance and improvements. The East County Government Center would be required to pay these fees as determined by Zone 7 and DSRSD. As such, local water delivery system impacts are considered to be less than significant.

At the East County Government Center site itself, the new facilities would connect to the existing Alameda County private water system loop, either at the 16-inch pipe along Arnold Road or to the 12-inch pipe along Broder Boulevard. Water connections for fire hydrants would be to the nearest pipe on Broder, Gleason or Arnold roads.

14.2.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Site 15A is also located within DSRSD's East Dublin service area. As described above for the East County Government Center alternative, DSRSD has identified the potable water delivery system improvements needed for buildout of the East Dublin area, including development of this site. A new East County Hall of Justice facility at this site would be required to pay connection fees as determined by Zone 7 and DSRSD to pay for its share of these needed water distribution system improvements. As such, local water delivery system impacts are considered to be *less than significant*.

IMPACT 14.3: Need for Additional or Expanded Wastewater Treatment and or Disposal Facilities to Provide Adequate Service

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

If new infrastructure is required to upgrade the wastewater treatment or disposal facilities to provide adequate service, the improvements would be part of the overall Project costs.

PROJECT IMPACTS

14.3.1: No Action/No Project

NO IMPACT. The No Action/No Project alternative would not result in any increase in demand for wastewater treatment or disposal facilities, and no mitigation measures are needed.

14.3.2: Existing San Leandro Property

LESS THAN SIGNIFICANT IMPACT. Operation of a new Juvenile Justice Facility at this site could place increase in demand for wastewater treatment and/or disposal of 22,500 gpd for the 420-bed facility or 33,300 gpd for 540-bed facility. This would be less than significant impact of this alternative.

- The increase from 300 beds at the existing Juvenile Hall to 420 beds at the new Juvenile Justice Facility would increase demand for wastewater treatment and/or disposal potable water demand approximately 10,800 gallons per day (gpd).⁷
- The increase from 300 beds at the existing Juvenile Hall to 540 beds at the new Juvenile Justice Facility would increase demand for wastewater treatment and/or disposal potable water demand by approximately 21,600 gallons per day (gpd).
- The additional 85,000 square feet of juvenile courthouse space would generate an increase demand for wastewater treatment and/or disposal potable water demand by approximately 11,700 gallons per day (gpd).

The OLSD currently has 5 million gpd of excess dry weather capacity. The proposed 420-bed or 540-bed facility would reduce the excess capacity of OLSD treatment plant by less than 5 percent and 7 percent, respectively. These estimates are for dry weather only, and do not account for peak inputs to the system during wet weather, peak usage, or for other potential growth in the service area. Given these constraints, the following mitigation measure is recommended:

- **Mitigation Measure 14.3.2: Agreement Compliance and Preparation of Analyses.** Pursuant to development of new County facilities at this site, Alameda County shall comply with the requirements of the agreement between Oro Loma Sanitary District and Alameda County dated December 19, 2001, Resolution No. 3110. According to this agreement, the County shall, at its cost, provide capacity analysis of the affected sanitary sewer system and provide alternative solutions if capacity deficiencies exist. If upsizing the system is required, the applicant shall construct the required improvements as part of the development.

Resulting Level of Significance: This would further reduce the Project's impact to a level of less than significant.

⁷ Wastewater generation is estimated as 90 percent of the potable water demand (excluding the demand for exterior irrigation) as discussed in Impact 14.1.

14.3.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. This alternative would generate approximately 27,000 gpd of wastewater needing treatment and disposal. This would be well within EBMUD capacity constraints and would not substantially limit other development in the service area. Additionally this site has, until recently (May 2002), been used by Alameda County as an adult jail facility accommodating as many 600 inmates at one time. A new Juvenile Justice Facility would be projected to generate less wastewater needing treatment and disposal than the previous County jail facility. This new facility would result in no net increase in wastewater treatment and disposal demand over its preceding use, and would thus be a less than significant impact.

14.3.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. This alternative would generate between 22,500 gpd and 33,000 gpd, for a project of between 420 beds and 540 beds, of wastewater needing treatment and disposal. This would be well within EBMUD capacity constraints and would not substantially limit other development in the service area, and would thus be a less than significant impact.

14.3.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The East County Government Center would incrementally increase system-wide demand for wastewater treatment and disposal. However, future development of this site has been anticipated in the Eastern Dublin Specific Plan and DSRSD's long-term service plans and existing and planned wastewater treatment facilities at the Wastewater Treatment Plant can accommodate the wastewater increase attributed to this alternative. Similarly, completion of the larger LAVWMA wastewater disposal pipe from the DSRSD Wastewater Treatment Plant to the EBDA's outfall pipe to San Francisco Bay would be adequate to accommodate increased wastewater flows from this alternative. Therefore, treatment and disposal of increased wastewater flows associated with this alternative would be less than significant. DSRSD currently charges wastewater connection and other fees on all new development within the District's service area. Fees are used for construction of planned wastewater treatment and disposal system capital improvements, as well as ongoing wastewater system maintenance.

14.3.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Similar to the above East County Government Center site, future development of Site 15A (at intensities greater than would occur under this alternative) has been anticipated in DSRSD's long-term service plans. Existing and planned wastewater treatment facilities at the Wastewater Treatment Plant and completion of the larger LAVWMA wastewater disposal pipe from the DSRSD Wastewater Treatment Plant to the EBDA's outfall pipe to San Francisco Bay would be adequate to accommodate increased wastewater flows from this alternative. Therefore, treatment and disposal of increased wastewater flows associated with this alternative would be less than significant. DSRSD wastewater connection and other fees on development of this alternative would be used for construction of planned wastewater treatment and disposal system capital improvements, as well

as ongoing wastewater system maintenance, and this alternative would have a less than significant impact on these infrastructure systems.

IMPACT 14.4: Need for Additional or Expanded Wastewater Collection Facilities to Provide Adequate Service

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Under each of the alternatives described below, any new Alameda County facilities would be required to install on-site wastewater collection infrastructure from the point of the nearest public infrastructure system (either Oro Loma, City of Oakland, EBMUD or DSRSD pipelines) into the new facilities. This new connection would be a required improvement for any new facility constructed, and would be part of the overall Project costs.

Additionally, for any of the alternatives that include a new Juvenile Justice Facility with juvenile detention, the facility's wastewater collection system would be designed to connect to the public infrastructure without providing undue capacity constraints on the system. This would be achieved by connecting all juvenile detention "pods" to a central plant with a grinder and pump. A pump station may then be required to lift wastewater from the grinder to its discharge point into the public wastewater collection pipes.

PROJECT IMPACTS

14.4.1: No Action/No Project

NO IMPACT. The No Action/No Project alternative would not result in any increase in demand for wastewater collection infrastructure, and no mitigation measures are needed.

14.4.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The existing sanitary sewer line that serves the current facility would need to be relocated to serve this alternative. New sewer service for this site would exit from the new facility at the lower, southern end. A new sewer line would be constructed under the main access road, where it would eventually join the existing 10-inch service line running easterly. This new sewer service line would need to cross the known active fault line, and therefore the following mitigation measure is recommended:

- **Mitigation Measure 14.4.2: Special Pipe Design.** A flexible sewer pipe connection with shut-off valves should be included in the sewer line design where it crosses the known active fault.

Resulting Level of Significance: Installation of the special pipe design requirements described above would reduce potential environmental consequences associated with construction of new sewer lines to a *less than significant* level.

14.4.3: Glenn Dyer Detention Facility

NO IMPACT. The Glenn Dyer Detention Facility is an existing urban building that was previously used by Alameda County as an adult jail facility. This site is currently served by City of Oakland and EBMUD wastewater collection and transmission infrastructure, and no additional improvements to the public water distribution system are anticipated.

14.4.4: Pardee/Swan Site

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Wastewater generated from this site may contribute to exceeding the allocated capacity of the sewer system subbasin serving this area. The following mitigation measures are recommended to address this impact:

- **Mitigation Measure 14.4.4A: Sewer Line Replacement and Rehabilitation.** Development of this alternative should include replacement or rehabilitation of older and damaged portions of the existing sanitary sewer collection system to prevent an increase in inflow and infiltration and overload from new wastewater flows.
- **Mitigation Measure 14.4.4B: Subbasin Flows.** A new Juvenile Justice Facility at this site should be programmed into the City of Oakland's Inflow and Infiltration Correction Program to ensure that increased flows do not exceed allowable flows and so that capacity increases can be made as appropriate.

Resulting Level of Significance: With implementation of mitigation measures identified above, potential impacts to the City's sewer collection system can be reduced to levels of *less than significant*.

Wastewater from this portion of the City is discharged from the City collection lines into the EBMUD Pump Station G. This pump station is currently operating at full capacity and needs to be upgraded by installing larger pumps, motor, piping and electrical components so that additional sewer flows can be accommodated. EBMUD collects sewer connection fees to pay for needed improvements to its wastewater collection, treatment and disposal system. Payment of these fees for this alternative would provide fair-share mitigation for the identified needed pump station improvements, and the impact on EBMUD transmission facilities would therefore be considered less than significant.

14.4.5: East County Government Center

LESS THAN SIGNIFICANT IMPACT. The existing sanitary sewer system owned and operated by DSRSD has been designed and constructed with sufficient capacity to accommodate the wastewater flows from this alternative. The capacity of the existing DSRSD wastewater collection system and the future capacity requirements of the system were determined by the DSRSD through hydraulic modeling. The modeled sewer network primarily includes sewers 10 inches in diameter and larger, referred to as the trunk sewer system. Model simulations were conducted for various flow scenarios to identify capacity deficiencies in the existing system under existing and 20-year future flow conditions (20-year future flow conditions included buildout of the East Dublin area including the East County Government Center site). The model

identified a need for eight capital improvement projects needed to provide additional trunk sewer system hydraulic capacity in the DSRSD wastewater collection system. However, none of the trunk sewer lines that would serve this site were identified as deficient by the model.

DSRSD currently charges wastewater connection and other fees on all new development within the District's service area. Fees are used for construction of planned wastewater treatment and collection system capital improvements as well as ongoing wastewater system maintenance. The East County Government Center would be required to pay these fees as determined by DSRSD. As such, local water delivery system impacts are considered to be less than significant.

Local connections to the DSRSD system from the East County Government Center site would likely occur at three different points to adequately serve the site.

- A sewer line connecting the grinding and pump plant for the Juvenile Justice Facility center would connect to the 10-inch sewer line on Gleason Drive.
- A new 10-inch sewer line to serve the East County Hall of Justice would also connect to the 10-inch sewer line on Gleason Drive near Arnold Road.
- A new 8-inch sewer line may also be constructed along Broder Boulevard and connected to the existing 15-inch sewer pipe at the intersection of Arnold Road and Broder Boulevard. This new sewer line would provide gravity sewer connected to the proposed gymnasium, kitchen, warehouse and storage spaces.

Provision of these facilities would result in a less than significant impact.

14.4.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. The existing sanitary sewer system owned and operated by DSRSD has been designed (using hydraulic modeling as described above) and constructed with sufficient capacity to accommodate the anticipated wastewater flows from a more intense, high-density residential development at this site. Construction of an East County Hall of Justice facility at this site would place less capacity burden on the DSRSD sewer collection system than the residential development assumed for this site. Since none of the trunk sewer lines that would serve this site have previously been identified as deficient, this alternative would not cause a significant impact on sewer collection facilities. A new East County Hall of Justice facility at this site would be required to pay sewer connection fees as determined by DSRSD to pay for its share of sewer system improvements. As such, local sewer collection system impacts are considered to be less than significant.

IMPACT 14.5: Need for Additional Facilities to Provide Adequate Storm Drainage Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

If a new a storm drainage would be needed to ensure adequate services, this new infrastructure would be a required improvement for any new facility constructed, and would be part of the overall Project costs.

POTENTIAL IMPACTS**14.5.1: No Action/No Project**

NO IMPACT. The No Action/No Project alternative would not result in any increase in demand for storm drain infrastructure, and no mitigation measures are needed.

14.5.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The Existing San Leandro Property site is primarily undeveloped such that stormwater percolates into the ground, minimizing runoff. Although a new Juvenile Justice Facility constructed at this site would increase impervious surface, the facility would be located in a central portion of the site and surrounded by pervious open spaces and landscaping. The surrounding open space would enable the new impervious surfaces associated with this facility to be offset by the surrounding pervious surfaces wherein storm water can be absorbed. Additionally, upon completion of the new facilities the existing Juvenile Hall including parking lots would be torn down, creating additional new pervious surface areas near this site. These factors would ensure that the impervious surface areas created by the new facilities would not place a significant burden on the existing storm water drainage system.

Storm drainage for the new facility would involve collecting surface runoff from the site in a new system of storm drain pipes at the lower (west) side of the site, and discharging this runoff into the existing wetland. Increased flows from this site could adversely affect the capacity of downstream storm drain facilities, and could also adversely affect the wetland. The following mitigation measure is recommended:

- **Mitigation Measure 14.5.2: Storm Drainage Design Considerations.** The design of the storm drain system should allow for the retention of runoff within the wetland in order to achieve as little change to the current runoff rate as possible. Additionally, energy dissipaters should be installed at the new storm drain outfall into the wetland, similar to the existing outfall system.

Resulting Level of Significance: Installation of energy dissipaters and retention of additional storm runoff within the wetland as described above would reduce potential environmental consequences associated with construction of a new storm drain system for this site to a less than significant level.

14.5.3: Glenn Dyer Detention Facility

NO IMPACT. The Glenn Dyer Detention Facility site is an existing urbanized property with no current stormwater recharge. All runoff from this site is currently collected in the City storm drains. Construction of a replacement structure (a new Juvenile Justice Facility) at this site would not result in an increase in stormwater flows leaving the site and there would be no environmental effect.

14.5.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. The Pardee/Swan Site is located within the City of Oakland Coliseum Redevelopment Area. According to the *Coliseum Land Use Suitability Study* (City of Oakland, 1993) potential increases in stormwater runoff would not increase potential flood hazards nor pose a constraint to the development of new uses in the area. Existing storm drainage facilities can accommodate the negligible increase in runoff attributable to development of vacant sites within the Coliseum Redevelopment Area (such as the Pardee/Swan Site). As required by the City of Oakland, new development projects are required to include on- and off-site storm drainage facilities such as catch basin and pipes to convey runoff into City storm drains. The construction of these facilities would ensure that the collection of storm water flows generated at the site would be conveyed to appropriate municipal storm drains. Therefore, this impact would be less than significant and no mitigation measures are required.

14.5.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The existing storm drainpipe south of the site along Gleason Drive is designed to serve the site in its current undeveloped condition. Due to the large impervious surface area associated with the East County Government Center, the storm drainage runoff coefficient following development may be greater than the existing pipe's design intent, and the existing pipe would not be able to convey all storm water from the developed site.

Alameda County is currently involved in a separate project that includes construction of a new bypass storm drain system to reduce runoff into the on-site detention basin. If the bypass storm system improvement is completed prior to construction of the East County Government Center, the existing storm drain pipe along Gleason Drive would carry approximately 210 cubic feet per second (cfs) of flow (Brian Kangas Foulk, 1997, cited by Luk and Associates, 2002). If the bypass storm system improvement is not completed prior to construction of the East County Government Center, an additional 295 cfs would flow into the detention basin through the existing Gleason Drive pipe, exceeding its designed capacity. This would be regarded as a potentially significant environmental impact.

- **Mitigation Measure 14.5.5: Timely Completion of Bypass System.** Adequate storm drainage capacity is contingent upon concurrent construction of the County's bypass system. If the bypass system is not completed in time to service the proposed development at the site, additional off-site storm drainage improvements will be required to provide adequate storm drainage improvements per the interim condition. These

alternative improvements may include a new detention basin north of the site to detain the 295 cfs of storm water runoff.

Resulting Level of Significance: Timely completion of the bypass system, or alternative interim storm drain system improvements described above would prevent storm water capacity problems at the site, reducing this impact to a *less than significant* level.

14.5.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. Development of Site 15A with a new East County Hall of Justice facility would increase impervious surfaces from this now vacant site, increasing stormwater runoff. Runoff from this site enters into Zone 7's Line G-5 drainage facility, and would cause a slight increase in peak flows within Line G-5 during major storms and high flows. Zone 7 has completed a *Special Drainage Area 7-1 Program Update* (Schaaf & Wheeler, 2000), which has considered the increase of peak flood flows in all storm drain channels within its system. Zone 7 is in the process of establishing new fees pursuant to this report to cover the costs of storm drain channel improvements as identified in this report. New development at this site would contribute fees to Zone 7, thereby paying its fair share of the costs of adequate regional drainage and flood control facilities. Therefore, this impact would be considered less than significant.

IMPACT 14.6: Increased Demand for Electrical, Gas and Telecommunication Services

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

The US Green Building Council has developed a Leadership in Energy and Environmental Design (LEED) Green Building Rating System. It is a voluntary, consensus-based and market driven building rating system based on existing proven technology. The program provides for an evaluation of environmental performance from a "whole building" perspective over a building's life cycle, providing a definitive standard for what constitutes a "green building." LEED is based on accepted energy and environmental principles, and is intended to strike a balance between known effective practices and emerging concepts. LEED is a self-assessing system designed for rating new and existing commercial, institutional and high-rise residential buildings. It is a feature-oriented system where credits are earned for satisfying each criteria and where different levels of green building certification are awarded based on the total credits earned. Some of the design and building practices incorporated into the LEED program to significantly reduce or eliminate the negative impacts of new buildings on the environment include:

- safeguarding water and water efficiency;
- energy efficiency and conservation of materials and resources; and
- indoor environmental quality, including daylight penetration and individual thermal comfort and control.

It is the intention of Alameda County to design, construct and operate its new facilities (i.e., the Juvenile Justice Facility and East County Hall of Justice) under this program in such a manner as to achieve a Silver Certificate, an ambitious green building level per the LEED rating system.

POTENTIAL IMPACTS

14.6.1: No Action/No Project

NO IMPACT. The No Action/No Project alternative would not result in any increase in demand for electrical, gas or telecommunication infrastructure, and no mitigation measures are needed.

14.6.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Existing electrical service is available to serve the new facility, as is an existing gas line. However, construction of the new facility would require relocation of the existing gas line in order to accommodate new development. The required alignment for this gas line relocation would cross the known active fault. The following mitigation measure is therefore recommended to address this issue:

- **Mitigation Measure 14.6.2A: Special Gas Pipe Design.** A flexible gas pipe connection with shut-off valves should be included in the design of the relocated gas line where it crosses the known active fault.

Resulting Level of Significance: Installation of the relocated gas pipe's special design requirements described above would reduce potential environmental consequences associated with construction of this new gas lines to a *less than significant* level.

Although electrical services are available to serve this site, the following mitigation measure is recommended to reduce overall energy demand for this alternative:

- **Mitigation Measure 14.6.2B: Energy Conservation.** The County of Alameda should consider the potential for fulfilling some portion of its energy needs through the use of on-site solar panels and/or steam energy.

Resulting Level of Significance: Implementation of this mitigation measure would reduce potential environmental consequences associated with construction of this new gas lines to a *less than significant* level.

14.6.3: Glenn Dyer Detention Facility

NO IMPACT. A new Juvenile Justice Facility at this site would not increase the demand for electrical, gas and telecommunications service in the area over the demand levels of this site's prior use. Supply lines and capacity for these services already exist to serve future governmental facilities in this area.

14.6.4: Pardee/Swan Site

LESS THAN SIGNIFICANT IMPACT. A new Juvenile Justice Facility at this site would increase the demand for electrical, gas and telecommunications service in the area. Although development would increase demand for services during construction and operation, the supply lines and capacity for these services already exist to serve future governmental facilities in this area.

Although electrical services are available to serve this site, the following mitigation measure is recommended to reduce overall energy demand for this alternative:

- **Mitigation Measure 14.6.4: Energy Conservation.** Mitigation Measure 14.6.2B (see above) would also apply to this alternative.

14.6.5: East County Government Center

NO IMPACT. A new East County Government Center would increase the demand for electrical, gas and telecommunications service in the area. Although development would increase demand for services during construction and operation, the supply lines and capacity for these services already exist to serve future governmental facilities in this area.

Natural gas connections to this site would be provided by PG&E up to the meter. PG&E or the County would provide electrical connections. If electrical connections were to be provided by the County, they would be derived from the existing 21-kv line at a utility vault near Madigan Avenue. Prior to constructing such a connection, the County would need to verify the adequacy of the existing system to serve this site, and to confirm that access to the system is secured. If not, electrical connections would be provided by PG&E. Telecommunications infrastructure would be designed to conform to the County's Alconet system. The new system would be connected to the County system at the Santa Rita Rehabilitation Center.

Although electrical services are available to serve this site, the following mitigation measure is recommended to reduce overall energy demand for this alternative:

- **Mitigation Measure 14.6.5: Energy Conservation.** Mitigation Measure 14.6.2B would also apply to this alternative.

14.6.6: Site 15A

LESS THAN SIGNIFICANT IMPACT. A new East County Hall of Justice facility would increase the demand for electrical, gas and telecommunications service in the area. Although development would increase demand for services during construction and operation, the supply lines and capacity for these services already exist to serve future governmental facilities in this area.

Although electrical services are available to serve this site, the following mitigation measure is recommended to reduce overall energy demand for this alternative:

- **Mitigation Measure 14.6.6: Energy Conservation.** Mitigation Measure 14.6.2B would also apply to this alternative.

Historic/Archaeological Resources

15.1 AFFECTED ENVIRONMENT

INTRODUCTION

Cultural resources represent the social, economic, physical and political history of an area. They play an important role in defining the unique characteristics of an area and build a bridge of understanding between the present and the past. A cultural resource may take one of several forms including: a structure such as a building or bridge; a group of buildings such as an historic commercial district or farm; a transportation corridor; a natural feature such as a grove of trees or a rock outcropping; a site on which an important structure once stood or an important event occurred; or a site containing important archaeological or paleontological artifacts. A structure or site may be a cultural resource because of its physical attributes or because of its connection with a person or event that is important to the history of the area. Some cultural resources reveal past ways of life that might otherwise be forgotten. Others serve as a reminder that some activities that occur today have a long and continuously evolving pattern of activity in the area.

This chapter discusses the potential impacts of the Project on the cultural resources of the alternative sites being considered. It also discusses the potential impact on cultural resources of the No Action/No Project alternative.

The chapter is structured as follows: it provides an overview of cultural resources of Alameda County; discusses the applicable laws and regulations governing cultural resource management; and provides a brief outline of the methods and sources used to assess the cultural resources that may exist on each of the alternative sites. This introductory information is followed by site-specific background information, which includes a brief description of each site's history and a summary of the cultural resources that are known to exist on it. The final section discusses the impacts of the Project on cultural resources and proposes mitigations to reduce potentially significant impacts.

OVERVIEW OF CULTURAL RESOURCES IN ALAMEDA COUNTY

This discussion will focus on three periods in Alameda County history: Native American, Hispanic and American. The discussion is based on material from Basin Research Associates (2001).

Native American Period

Alameda County was home to the Costanoan people, who occupied the central California coast as far east as the Diablo Range. The Costanoans occupied specific territories generally defined

by physiographic features. Each territory normally supported approximately 200 individuals, although tribelets ranged in size from 50 to 500 people. The Costanoans followed a seasonal hunting and gathering round and moved from their respective permanent village to temporary camps at scattered locations in the tribelet's territory. They relied on a variety of structures—domed, thatched houses, sweathouses or *temescals*, dance houses¹ and storage structures.

Their technology included the bow and arrow and numerous woven items such as baskets, fish nets, mats, cradles, balsas (boats), traps and snares. They utilized natural fibers and materials including Tule, milkweed and strips of animal skins. Stone tools were fashioned from sedimentary and metamorphic rocks, including imported obsidian. Cinnabar and hematite were used as pigments. Bone, wood and shell were used for both utilitarian and decorative items.

The aboriginal way of life apparently disappeared by 1810 due to its disruption by Euro-American diseases, a declining birth rate and the impact of the mission system. For the most part, the former hunters and gatherers were transformed into agricultural laborers and worked with former neighboring groups such as the Esselen, Yokuts and Miwok. After secularization of the missions between 1834 and 1836, some Native Americans returned to traditional religious and subsistence practices while others labored on Mexican ranchos. Multiethnic Indian communities grew up in and around Costanoan territory and provided informant testimony to ethnologists from 1878 to 1933. Former mission neophytes formed multitribal Indian communities in Pleasanton and other locales.

The general alignment of Interstate I-580 conforms to the location of a major prehistoric trail linking the interior with the San Francisco Bay. The Costanoans are known to have supplied mussels, abalone shells, dried abalone meat and salt to the Yokuts and *Olivella* shells to the Sierra Miwok. In turn, as part of the aboriginal trade network, the Costanoans received piñon (pine) nuts.

Hispanic Period

Spanish explorers in the late 1760s and 1770s were the first Europeans to traverse the San Francisco Peninsula and interior areas. The first party, that of Gaspar de Portola and Father Juan Crespi, traveled up the coast in search of Monterey Bay, which they had failed to recognize from others' descriptions. In the fall of 1769, this party first sighted San Francisco Bay from a ridge on the Peninsula. The second Hispanic exploration party, that of Fernando Javier Rivera and Father Francisco Palou, reached the San Francisco Peninsula in late 1774. The same route was followed by Heceta in 1775.

After an initial period of exploration (1769-1821), the Spanish focused on the founding of presidios, missions and secular towns on the land held by the Crown whereas during the later Mexican period (1822-1848), individual land ownership became important. Mission San Francisco de Asis, known as Mission Dolores in present-day San Francisco, was established in

¹ Dance enclosures were circular or oval fence-like structures with a door and an opposing opening in the rear and were usually located in the village proper.

1776. It was the sixth mission established in California. Mission Santa Clara and Pueblo de San Jose² were founded in 1777. Mission San Jose, in the present-day City of Fremont, was established in 1797, the 14th of 21 missions established in California. Baptismal records indicate Mission San Jose had the greatest impact on the aboriginal population living in the Project area, followed by Mission San Francisco.

American Period

In the mid-19th century, most of the rancho and pueblo lands in California were subdivided as the result of population growth, the American takeover and the confirmation of property titles throughout California. Prior to the confirmation of titles, the transfer of real estate was extremely risky. The initial explosion in population was associated with the Gold Rush (1848), followed later by the construction of the transcontinental railroad (which was begun in 1869 and completed in 1873). The agricultural land use pattern begun in the Hispanic Period and reinforced in the American Period continued through World War II. Rapid population growth after World War II created tremendous pressure to urbanize West County, resulting in the loss of much of the County's most productive cropland. Rapid urban growth has occurred more recently in East County.

City of San Leandro

Most of modern-day San Leandro was contained within the vast cattle ranches of Ignacio Peralta (north of San Leandro Creek) and Don Jose Joaquin Estudillo (south of San Leandro Creek). The ranches gave way to farms as settlers, squatters and "49ers" arrived in the early 1850s. The town of San Leandro was laid out in 1855 and became the seat of Alameda County in 1856. The original town plan established a grid of streets, with sites set aside for prominent buildings such as the County Courthouse and City Hall.

After a catastrophic earthquake destroyed the Courthouse in 1868 and the transcontinental railroad reached Oakland in 1869, the county seat was relocated from San Leandro to Oakland. However, San Leandro continued to prosper as a small agricultural town well into the 1940s.

The 1940s and 1950s were a time of transformation for San Leandro. A development boom, initially created by the need for wartime housing and then sustained by returning veterans and their families, brought a 350 percent increase in the City's population in just 20 years. Much of San Leandro's current form and character was defined during this era and nearly half the City's current housing stock was added.

The City's pace of growth slowed in the 1960s as the City reached its natural limits and development focused on in-fill sites within the City's boundaries. By the 1980s, as the Bay Area's economic base shifted from manufacturing to services and technology, many traditional industries left San Leandro. Families who moved to San Leandro in the 1940s and 1950s matured, and the City's younger people moved out. The percentage of senior citizens in the City

² One of the secular towns founded to administer and coordinate the missions and presidios of Alta California.

increased from 6 percent in 1960 to 20 percent in 1990, giving San Leandro the highest median age in Alameda County.

City of Oakland

The City of Oakland also lies within the rancho of Luis Maria Peralta, who in 1842 split his rancho amongst his four sons (including Ignacio). A small settlement and embarcadero were established along the east side of a slough now occupied by lower 14th Avenue to serve the rancho and import provisions.

The Gold Rush brought settlers to Oakland, including notorious squatters who sold some of Vicente Peralta's (another of Luis Maria's sons) land to other squatters. This settlement was incorporated in 1852 as the City of Oakland. The City's name is derived from "El Encinal (oak grove) de Temescal," which referred to a vast forest of oaks extending from what is now Lake Merritt to San Francisco Bay. The settlement was located around the foot of Broadway. Commercial and industrial development were centered near the wharves.

In 1863, the San Francisco and Oakland Railroad was in operation along Railroad Avenue (now 7th Street), extending from the deep-water ferry service at Oakland Point (west of Mandela Parkway) to Broadway. When Central Pacific (later Southern Pacific) selected Oakland as the land terminus of the first transcontinental railroad in 1869, it stimulated a development boom. The railroad company located major service yards at Oakland Point and created a demand for housing by railroad employees. In 1873, the county seat was relocated to Oakland. Starting in about 1875, large tracts of Italianate Victorian houses were constructed. Many of these houses still survive and are Oakland's largest and most solid concentration of Victorians. They were home to railroad employees, including significant numbers of African-American sleeping car porters, and commuters from San Francisco. The downtown area continued to grow, and the City expanded in the flatlands to the west, in East Oakland, in Fruitvale, and along Telegraph and San Pablo avenues. By the late 1870s, the present-day Chinatown was well established.

In the vicinity of the Glenn Dyer Detention Facility site, Sanborn Maps indicate that early in Oakland's history the Project area was a mix of commercial and residential uses. The 1889 map shows Jefferson Square Park at its current location. The adjacent block between Jefferson, Clay, 6th and 7th streets (the block on which the 10-story addition will be constructed and current location of the detention facility) was densely developed with single-family dwellings including row houses. At the northeast corner, there was a single small shop, the only commercial building on the block. In contrast, that same year, the block between Clay, Washington, 6th and 7th streets (current location of the Oakland/Piedmont Municipal Court) shows single-family dwellings as well as commercial buildings such as a Salvation Army Store, gun shop, photo gallery, large nursery, locksmith, the Eureka Hotel and a steam dye works.

The 1902 Sanborn Map indicates there were few changes to those buildings in the intervening years. The block between Jefferson and Clay streets was still primarily residential, although two of the buildings had been replaced with the Black Hawk Livery. The largest commercial enterprises on the block between Clay and Washington streets, the Eureka Hotel and a nursery, remained. The greatest change on that block was the demolition of a house and several shops on

the northeast corner and the construction of a "Coal Yard."

The next major boom for Oakland occurred after the 1906 earthquake, and transformed Oakland from a large town to a true city with a downtown focus at 14th and Broadway. The first several years of the post-earthquake boom resulted in almost total development of North Oakland, the previously unbuilt residential sections of West Oakland and parts of East Oakland, which were developed with Colonial Revival and shingled or stuccoed Arts and Crafts houses. Several dozen of the latter were designed by the well-known Oakland-born architect Julia Morgan (City of Oakland Historic Preservation Element, 1998). Much of present-day downtown Oakland's most notable buildings, constructed in the Beaux Arts derivative style popular at the time, were built during this boom.

In the Project area, the 1912 Sanborn Map shows that commercial uses were beginning to encroach on the block between Jefferson and Clay streets. By this time, some of the houses had been replaced with shops including a second-hand furniture store, office, restaurant and several unidentified shops. In addition, there was an "IWW Hall." Several of the single-family dwellings had been demolished and multi-unit flats constructed in their place. By that time, on the block between Clay and Washington streets, the coal yard, nursery and hotel were gone, and the lots redeveloped with densely packed shops including a plumbing shop, restaurant and picture-framing shop. One of the largest houses had been demolished and replaced with a six-flat apartment building. Some industrial facilities began to appear at this time such as a macaroni factory, candy factory, meat and sausage factory, and bottle storage.

Through the 1920s, the extensive rail network and the expanding port made Oakland one of the West Coast's leading industrial and warehousing centers. The City Beautiful Movement led to development of several planned neighborhoods. In the late 1920s, several Art Deco commercial buildings were constructed "uptown" in the Broadway and 20th area.

Oakland became a major shipbuilding center during World War II. During this time, Oakland's small but long-established African-American population increased about fivefold with the migration of shipyard workers from the south. After World War II, the City became increasingly suburbanized and several freeways were constructed, and led to a decline of Oakland and other older central cities. The 1950s Sanborn Maps shows how strongly the car culture had affected the built environment of Oakland. On the block between Jefferson and Clay, many houses had been removed to make room for a garage (capacity 100 cars), a large auto parking lot and an auto painting and body shop. Two apartment buildings, two shops, five houses and one rooming house from the late 19th century remained. Fewer changes had occurred on the block between Clay and Washington streets and shops continued to predominate. There were fewer dwellings; several houses had been demolished and replaced with a parking lot.

The oldest areas of downtown Oakland, such as the Project site, were the focus of urban renewal projects in the 1960s and 1970s. The character of the entire downtown Oakland area was significantly affected by the construction of the elevated I-880 and the Bay Area Rapid Transit (BART) line. Many of the City's most significant historic buildings were damaged in the 1989 Loma Prieta earthquake. Oakland experienced a revival during the 1990s, as property prices in the Bay Area in general skyrocketed with the booming economy.

As a result of this rich heritage, there are several neighborhoods within Oakland where some of the original homes and other structures built more than 100 years ago have been maintained. These homes and other structures (commonly 50 to 100 years old) convey the historic character and the development evolution of the area. Some sites also are no longer occupied by structures but are important as locations of historic settlements or events, or are associated with persons important in the City's history.

City of Dublin

In contrast to the older communities of San Leandro and Oakland in West County, rapid urban development is much more recent in East County. The first homesteaders arrived in the Livermore-Amador Valley, in which the City of Dublin is located, in the 1850s. Landowners past and present have taken advantage of the grassland conditions on the hills and the valley flatlands to graze cattle and sheep and to cultivate forage crops such as wheat, barley and oats.

The development of rail and road transportation networks in the 1870s to service industry and agriculture was crucial to the development of the periphery of Contra Costa County and the Livermore-Amador Valleys. The development of the refrigerated railroad car (ca. 1880s), used for the transport of agricultural produce to distant markets, had a major impact on population growth. Towns located on railroad lines, such as Livermore and Pleasanton, became farm centers, initially serving livestock ranching and grain farming, and more recently, serving more intensive agricultural concerns including viticulture and fruit and nut orchards.

With the construction of major freeways after World War II, towns such as Dublin benefited from their geographical location. Dublin is at the crossroads of two major freeways, the I-580 and the I-680, and historically the City has been an important regional retail center. The City incorporated in 1982, more than a century after San Leandro and Oakland to its west.

REGULATORY/POLICY SETTING

This section is consistent with both federal and state regulatory requirements for cultural resources pursuant to Sections 106 and 110 of the National Historic Preservation Act (NHPA) of 1966 (as amended) (16 U.S.C. Section 470f), its implementing regulations (36 CFR Part 800) and the California Environmental Quality Act (CEQA). Cultural resources include prehistoric and historic archaeological sites, districts and objects; standing historic structures, buildings, districts and objects; and locations of important historic events or sites of traditional/cultural importance to various groups.

Federal

National Historic Preservation Act

The NHPA of 1966 (as amended) established the federal government's policy on historic preservation and the programs, including the National Register of Historic Properties, through which that policy is implemented. Under the NHPA, historic properties include "...any

prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places" (16 U.S.C. Section 470w (5)). For listing on the National Register, an historical resource must be significant at the local, state or national level, under one of four criteria. A quality of significance in American history, architecture, archaeology, engineering and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association, and:

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives or persons significant in our past; or
- C. that embody the distinctive characteristics of a type, period or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that may have yielded, or may be likely to yield, information important in prehistory or history.

The NHPA of 1966 (as amended) and its implementing regulations (16 U.S.C. Section 470 et seq., 36 CFR Part 800, 36 CFR Part 60 and 36 CFR Part 63) require the Lead Agency to consider the effect of a proposed project on historic properties. NHPA also requires that the Lead Agency provide the Advisory Council on Historic Preservation (ACHP) and the State Historic Preservation Officer (SHPO) with a reasonable opportunity to comment on any undertaking that could adversely affect cultural properties listed or eligible for listing on the NRHP.

If a Clean Water Act (CWA) Section 404 permit is required for construction (wetland fills or crossings), the NHPA of 1966 (as amended) and its implementing regulations (16 U.S.C. Section 470 et seq., 36 CFR Part 800, 36 CFR Part 60, and 36 CFR Part 63) also apply. The U.S. Army Corps of Engineers (USACE), as lead federal agency for issuing the CWA Section 404 permit, would be the Lead Agency for NHPA Section 106 compliance. Consultation with the ACHP and SHPO would be required.

State

Historic Resources

CEQA equates a substantial adverse change in the significance of a historic resource with a significant effect on the environment (Section 21084.1 of the Public Resources Code). It defines a substantial adverse change as any proposed demolition, destruction, relocation or alteration that would impair a resource's historic significance (Section 5020.1). Section 21084.1 stipulates that any resource listed in, or eligible for listing in, the California Register of Historical Resources (CRHR) is presumed to be historically or culturally significant.

The criteria for listing on the California Register are very similar to listing on the National Register. The historic resource may be listed in the CRHR if it meets one or more of the following criteria:

- (1) It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;
- (2) It is associated with the lives of persons important to local, California or national history;
- (3) It embodies the distinctive characteristics of a type, period, region or method of construction, or represents the work of a master or possesses high artistic values; or
- (4) It has yielded or has the potential to yield information important in the prehistory or history of the local area, California or the nation.

Resources listed in a local historic register or deemed significant in an historic resource survey (as provided under Section 5024.1g) are presumed historically or culturally significant unless the preponderance of evidence demonstrates they are not. A resource that is not listed in or determined to be eligible for listing in the CRHR is not included in a local register of historic resources, or is not deemed significant in a historic resource survey may nonetheless be considered historically significant by the Lead Agency for purposes of CEQA (Section 21084.1; Section 21098.1).

Archaeological Resources

CEQA requires a Lead Agency to identify and examine environmental effects that may result in significant adverse effects. Where a project may adversely affect a unique archaeological resource, Section 21083.2 requires the Lead Agency to treat that effect as a significant environmental effect. When an archaeological resource is listed in or is eligible to be listed in the CRHR, Section 21084.1 requires that any substantial adverse effect to that resource be considered a significant environmental effect. Sections 21083.2 and 21084.1 operate independently to ensure that potential effects on archaeological resources are considered as part of a project's environmental analysis. Either of these benchmarks may indicate that a project may have a potential adverse effect on archaeological resources.

Other California Laws and Regulations

Other requirements for cultural resources management include Code Chapter 1.7, Section 5097.5 (Archaeological, Paleontological, and Historical Sites) of the California Public Resources Code. For lands owned by the state or a state agency, Chapter 1.75, beginning at Section 5097.9 (Native American Historical, Cultural, and Sacred Sites) applies.

The disposition of Native American burials is governed by Section 7050.5 of the California Health and Safety Code and Sections 5097.94 and 5097.98 of the Public Resources Code and falls within the jurisdiction of the Native American Heritage Commission (NAHC). If human remains are discovered, the County Coroner must be notified within 48 hours and there should be no further disturbance to the site where the remains were found. If the remains are determined by

the coroner to be Native American, the coroner is responsible for contacting the NAHC within 24 hours. The NAHC, pursuant to Section 5097.98, will immediately notify those persons it believes to be most likely descended from the deceased Native American so they can inspect the burial site and make recommendations for treatment or disposal.

Local Policy Setting

Local requirements are all consistent with federal and state laws and regulations. Because the alternative sites are located within several jurisdictions, each is discussed below.

Alameda County

Alameda County's policies regarding archaeological and historic resources are that they should be preserved and maintained "to the maximum extent possible...including but not limited to those listed on official State and National Registers." When site preparation and construction activities are proposed, the County's policy follows the State laws that require "adequate identification" of the resources, and, where appropriate, preserves them (Alameda County, 1981, 1985). To implement these policies, the County has created a Park, Historic, and Recreation Commission and has adopted an overlay zoning designation to allow creation of historic preservation districts (for the latter, see Chapter 17.20, Alameda County Administrative Code). The County is updating a 1993 preliminary windshield survey of the historical resources in its unincorporated areas.

City of Dublin

The East County Government Center and Site 15A sites are within the area covered by the *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998). The policies governing cultural resources, as described in this plan, are typical of requirements in other many local jurisdictions. For archaeological resources, an assessment of resources will be determined, and mitigations proposed, prior to development (Policy 6-24). If previously unidentified resources are found during construction, activities will cease until a certified archaeologist can ascertain the significance of the resources (Policy 6-25). For historic resources, archival research is required prior to any alteration of an historic resource (Policy 6-26) and adaptive reuse is encouraged wherever feasible (Policy 6-27).

Port of Oakland

The Port of Oakland has an adopted mitigation measure regarding cultural resources with respect to a parking lot they proposed for the Pardee/Swan Site. Consistent with federal and state law, it states that if unknown resources are encountered during construction or maintenance, then work will be redirected for at least 100 feet around the resources. A qualified archaeologist will be consulted to assess the significance of the resource and recommend appropriate actions (G. Borchard & Associates, 2001).

City of Oakland

The City of Oakland has a comprehensive historic preservation program. This is in response to the wealth of historic resources within the City. The element provides policy direction for the designation of historic structures, sites or districts and outlines procedures for approving alterations and demolitions of significant structures. To encourage adaptive reuse of historic structures wherever feasible, the element also provides a comprehensive list of incentives to promote preservation. Projects affecting historic resources are reviewed by the City's Landmarks Preservation Advisory Board. The goal of the City's Oakland Cultural Heritage Survey (OCHS) is to assess every building in Oakland for its historic or architectural interest. The OCHS also maintains an extensive Local Register of Historic Resources.

The element also provides general policy direction for the City's archaeological resources. Where the ground may be disturbed in archaeologically sensitive areas, mapping, archival studies prior to development, and a surface reconnaissance by an archaeologist are required. Depending on the results of the surface reconnaissance, an archaeologist may be an on-site observer during construction, or archaeological excavations may be required prior to construction.

LOCAL PHYSICAL SETTING

Methods

Qualified professionals prepared archaeological assessments for the East County Government Center, Site 15A, Existing San Leandro Property and Pardee/Swan sites. Since there are no existing buildings on the East County Government Center, Site 15A and Pardee/Swan sites, no historical assessment of these sites was required. However, the existing Juvenile Hall complex at the San Leandro site is considered potentially historic, thus a qualified professional prepared an historical and architectural assessment of the building complex, which included a State Department of Parks and Recreation Primary Record (DPR 523A).

The existing Glenn Dyer Detention Facility is located in a highly urbanized section of Oakland. Because it is in a highly disturbed area, an archaeological assessment was not undertaken. This existing facility is not historic, but there are historic districts and individual resources nearby. An architectural historian has prepared an assessment of the Project's potential impacts on these nearby historic resources.

No Action/No Project Site

No demolition or construction would occur under the No Action/No Project alternative. The existing Juvenile Hall in San Leandro would continue in its present-day use. The cultural resources at the Existing San Leandro Property are described below.

Existing San Leandro Property

Background Information

The Alameda County Juvenile Hall property includes several groups of related buildings. The existing Juvenile Hall building, built in 1953, is a high security administrative and detention complex containing four interconnected buildings on a sloping site at the base of a hill, facing southwest to Fairmont Drive. Southeast of the existing Juvenile Hall is Snedigar Cottage, built in 1953 as part of the existing Juvenile Hall. A second building group, Las Vistas (1959-62), is located nearby. Uphill from the existing Juvenile Hall, to the east and north, are two other building groups, Camp Wilmont Sweeney (1958) and Chabot Ranch (1965). A detached receiving center and detention wing (1972) extends northwest from the existing Juvenile Hall. Functionally, the existing Juvenile Hall complex provides short-term detention for juvenile offenders awaiting trial or sentencing. The other compounds provided longer-term residential treatment for boys in low security settings. Las Vistas is now used for other purposes, whereas Camp Sweeney is still used for its original purpose and Chabot Ranch is currently vacant.

Summary of Known Cultural Resources

There are no known prehistoric or archaeological resources on this site (LSA, 2000).

The existing 1953 Juvenile Hall complex, excluding Snedigar Cottage, appears to be eligible for the California Register of Historic Resources under Criterion (i) (history) and Criterion (iii) (architecture). It will become eligible for the National Register of Historic Places under Criterion A (history) and Criterion C (architecture) when it becomes 50 years old in 2003 (Minor and Basin Research Associates, 2002; Minor, 2002).

Native American Resources

The southwestern portion of the study area, which was identified as an area of sensitivity for prehistoric resources, was thoroughly surveyed and no resources were observed.

Historic Resources

The potential significance of the property was assessed according to the criteria of the National Register of Historic Places and the California Register of Historical Resources. To be eligible for the National and California Registers,³ a cultural resource must be significant at the local, state or national level, under one or more of the following four criteria:

³ Because Criteria A-D for the National Register and Criteria 1-4 for California Register are equivalent, they are both

- (i) It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;
- (ii) It is associated with lives of persons important to local, California or natural history;
- (iii) It embodies the distinctive characteristics of a type, period, region or method of construction, or represents the work of a master, or possesses high artistic values;
- (iv) It has yielded, or has the potential to yield information important to the prehistory or history of the local area, California or the nation.

The existing 1953 Juvenile Hall complex, excluding Snedigar Cottage, appears to be eligible for the California Register of Historical Resources under Criterion (i) (history) and Criterion (iii) (architecture). It will become eligible for the National Register of Historic Places under the same criteria when it becomes 50 years old in 2003.

The 1972 additions, which are for the most part detached and somewhat removed from the original complex, have not seriously compromised the integrity of the existing Juvenile Hall. The upper story rear addition to the Administration Building matches the original and is visually unobtrusive. Camp Wilmont Sweeney and Las Vistas Home, when they attain 50 years of age, should be evaluated separately for their architectural significance within the context of the career of its architect, Chester Treichel. They should not be considered part of the existing Juvenile Hall complex.

Under Criterion (i) (history), the existing Juvenile Hall represents one of the most ambitious juvenile detention projects undertaken in California in the decade following World War II. These years comprise an important historical period in the development of juvenile halls in California, as the state government established a new agency and adopted new standards for the diagnosis and treatment of juvenile crime.

County governments built numerous detention facilities in the late 1940s and 1950s in response to the rapidly growing problem of juvenile delinquency. The Alameda County existing Juvenile Hall was the third largest and third costliest complex of its kind to be built in California between 1945 and 1956, surpassed only by juvenile halls in Los Angeles and San Francisco. The San Francisco complex is to be substantially rebuilt beginning in the fall of 2002, which will make the Alameda County complex the largest intact juvenile hall from the postwar decade in Northern California. The status of the old Los Angeles County Juvenile Hall is not known. Apparently some buildings have been demolished and others added, but it is difficult to assess their integrity without a detailed study.

Under Criterion (ii) (significant persons), the existing Juvenile Hall is not known to be directly associated with historically significant persons. Therefore, it lacks significance under this criterion.

represented by Criteria (i)-(iv) in the remainder of this discussion.

Under Criterion (iii) (architecture), the Juvenile Hall is a major example of institutional work by the firm of Kent & Hass and its principal designer, Andrew T. Hass. Although this firm did not play an important role in the architectural history of the San Francisco Bay Area, it is representative, in its general conservatism and competence, of many firms of the era. The functional modernist design of the complex conveys the essence of juvenile hall design in California in the postwar decade (Minor and Basin Research Associates, 2002).

The existing Juvenile Hall is not currently listed on the City of San Leandro's local historic register (City of San Leandro, 2002). However, given the results noted above and the City's trend towards greater protection of its historic resources, it may also be eligible for listing on this register (see **Figure 15.1**).

Unique Geological and Paleontological Features

There are no unique geological or paleontological resources located at the Project site.

Human Remains

There are no unique geological or paleontological resources located at the Project site.

Glenn Dyer Detention Facility

Background Information

The Glenn Dyer Detention Facility is located in an eight-story building adjacent to an elevated portion of I-880 in downtown Oakland. It was built less than 20 years ago and has been used as a detention complex since it was finished. The property is owned by Alameda County.

The Glenn Dyer Detention Facility site is in close proximity to four City of Oakland historic districts. Some of these historic districts contain historic resources that are listed, eligible for or appear eligible for listing on the National Register and/or are City of Oakland landmarks, and are discussed in more detail below.

Some excavation may be required to build the proposed addition at this site, and minor excavation may be needed to modify the existing facility.

Summary of Cultural Resources

There are no known archaeological resources, unique geological or paleontological resources, or human remains at this previously developed site, which is located in a highly disturbed, urbanized area.

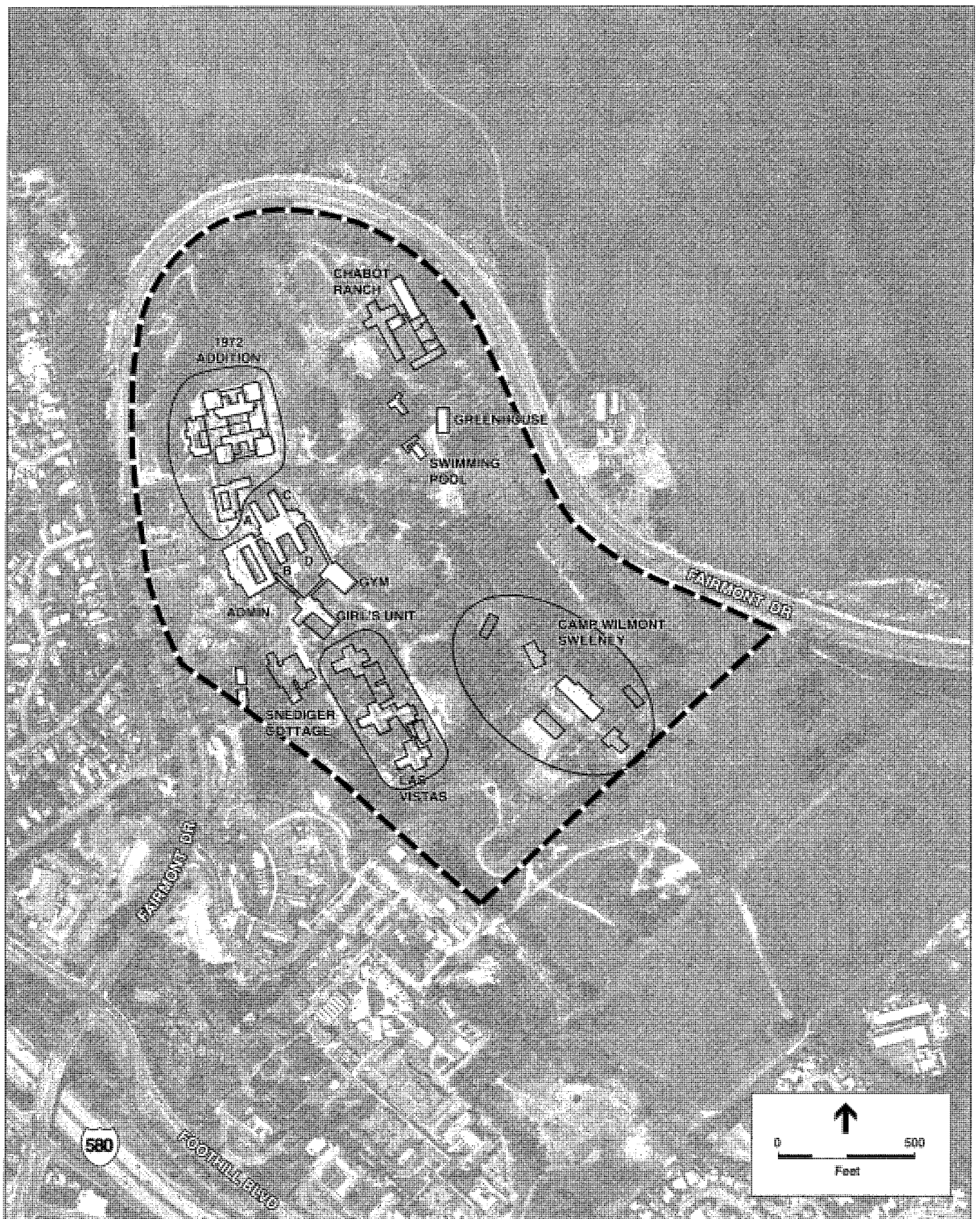


Figure 15.1
 San Leandro Site
 Historic Structures



SOURCE: Basin Research Associates
 Aerial Photo: Pacific Aerial Surveys

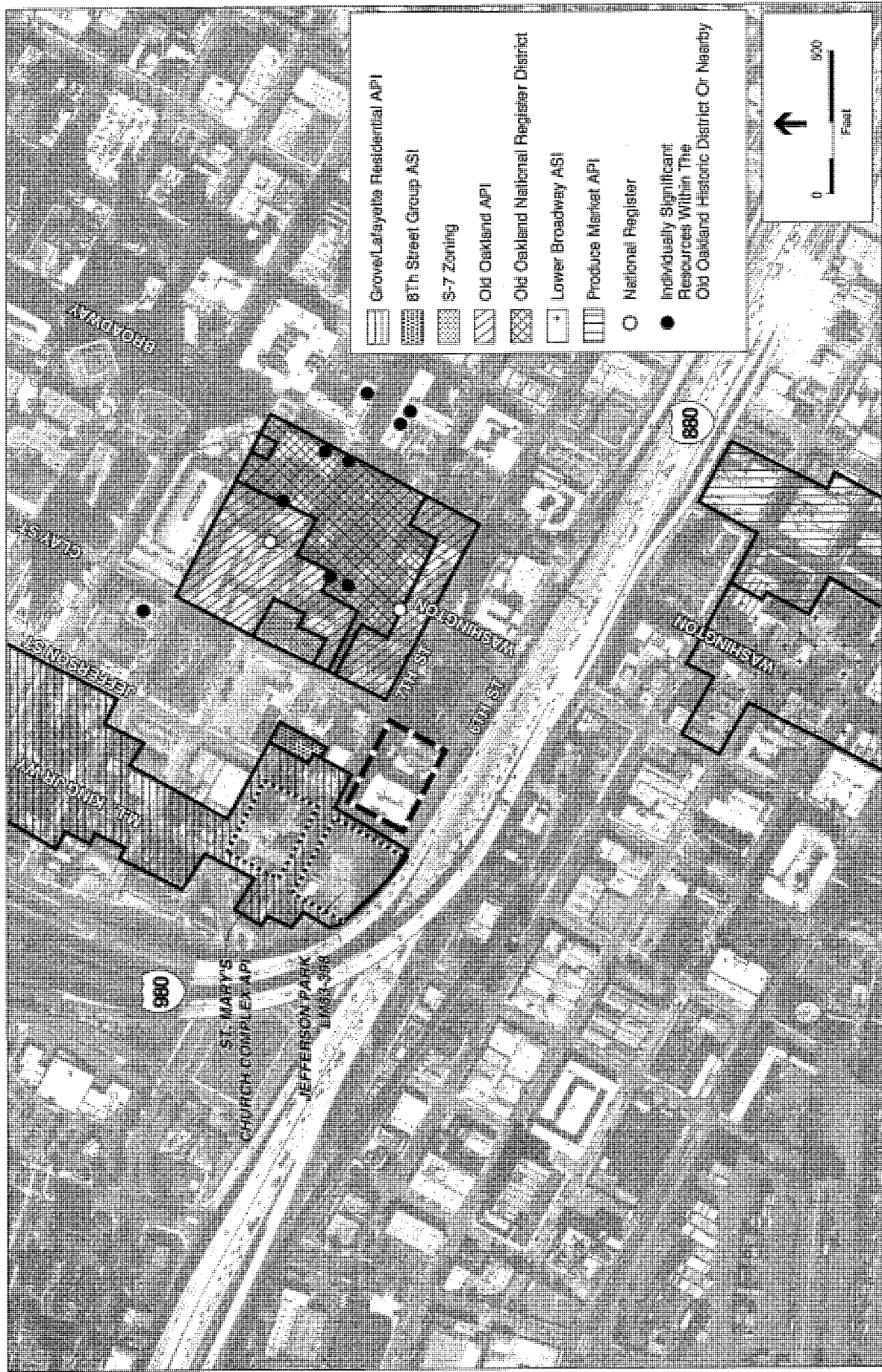
Historic Resources

The four City of Oakland historic districts that are in the vicinity of the Glenn Dyer Detention Facility site include the Old Oakland Historic District, the Grove/Lafayette Residential District, St. Mary's Church Historic District and the Produce Market Historic District (see **Figure 15.2** and **Table 15.1**). All four are Areas of Primary Importance (API) and S-7 zones as defined by the City of Oakland. APIs are listed on Oakland's Local Register of Historical Resources and are historically or visually cohesive areas or property groups which contain a high proportion of individual properties with ratings of "C" or higher, appear eligible for the National Register of Historic Places either as a district or as a historically related complex and meet the threshold of at least two-thirds of the properties in the district qualifying as contributors. Officially designated Preservation Districts are also known as S-7 zones by the City of Oakland.

The Old Oakland Historic District encompasses the city's early downtown commercial core. The district spans the six square blocks bounded by 10th Street on the north, 7th Street on the south, Clay Street on the west and Broadway Street on the east. Two- to four-story brick Italianate commercial buildings comprise the majority of the district contributors. These resources primarily date from the 1870s through the 1880s. The district represents Oakland's commercial development during the post-Gold Rush period, and after several years of decline, has recently been revitalized. A smaller National Register-listed Old Oakland District has been identified along the 500 block of 8th Street from Clay to Washington streets, excluding the modern Salvation Army building at 8th and Clay streets.

The southern end of the Grove Street/Lafayette Square Residential District API borders the Glenn Dyer Detention Facility. The county parking structure and existing Juvenile Hall are situated between the district and the site of the proposed addition. The district has an irregularly shaped boundary and is located between 14th Street on the north and 6th Street on the south with Martin Luther King Jr. Way as the spine. The district includes entire or portions of 15 city blocks. In addition to residences, a few churches, storefronts, apartment buildings and the Greene Library (a Carnegie library) are also located in the district. Jefferson and Lafayette Squares, two of the seven parks set aside in Oakland's original plat, are also within the boundaries. The period of significance for the district is 1853 to 1915.

Although completely surrounded by the Grove/Lafayette Residential API, St. Mary's Church Complex between Martin Luther King Jr. Way, and Jefferson, 7th and 8th streets has been designated as its own API. The complex consists of the church, rectory, parish hall, classroom building, garage, garden and parking lots. The church building was constructed in 1869.



SOURCE: Architectural Resources Group: City of Oakland
Aerial Photo: Pacific Aerial Surveys



Figure 15.2
Glenn Dyer Site
Historic Districts and Buildings in Vicinity

Table 15.1: Historic Districts in the Vicinity of the Glenn Dyer Detention Facility

Historic District Name	National Register Listed	Eligible for National Register	City of Oakland Rating	Significant under NEPA/CEQA
Old Oakland Historic District ^a			API	Y
Old Oakland National Register District ^{a,b}	Y		N/A (within Old Oakland Historic District API)	Y
Grove/Lafayette Residential District ^a			API	Y
St. Mary's Church Complex ^a		Y	API (within Grove/Lafayette Resid. Dist. API)	Y
Produce Market District ^a			API	Y
Lower Broadway District ^a			ASI	N
8th Street Group ^a			ASI	N

Sources:

^a City of Oakland Cultural Heritage Survey, City of Oakland Planning Staff, 2002.

^b National Register Information System, 2002.

Note:

API = Area of Primary Importance

ASI = Area of Secondary Importance



The Produce Market District is located southeast of the Project site. The Produce Market API is an irregularly shaped district between 5th Street (and I-880) on the north and Embarcadero Street on the south, with Franklin Street as the spine. The district encompasses all or part of seven blocks and includes 21 contributing buildings. The 10 buildings of the original Fruit and Produce Realty Company (F&PR) complex and other historic produce buildings from the 1910s, 1920s and 1930s contribute to the historic character of the district. The elevated section of I-880 and the BART tracks physically isolate the Project site from these districts.

The Lower Broadway Area of Secondary Importance (ASI) abuts the west boundary of the Produce Market District and includes all or part of five blocks. An ASI, as defined by the City of Oakland, does not qualify as an historic district for the Local Register of Historic Resources and thus is not an historical resource for NEPA or CEQA purposes. The 8th Street Group ASI abuts the east boundary of the Grove/Lafayette Residential District and includes a small group of buildings on the south side of 8th Street between Jefferson and Clay streets.

There are three properties near the Glenn Dyer Detention Facility site that are individually listed on the National Register (see **Table 15.2**). These include the Dunns Block (721-25 Washington Street), the 10th Street Market (901-21 Washington Street) and the Clay Building (1001-07 Clay Street). As shown on **Table 15.2**, there are also five properties that are eligible for the National Register, three that appear eligible and several that are City of Oakland landmarks. Most of the properties are located within the Old Oakland API and contribute to it. Jefferson Park, a City of Oakland landmark (LM-398) is located within the Grove/Lafayette Residential API northwest of the Glenn Dyer Detention Facility site.

South of the I-880 at 567-77 Fifth Street, there are three historic houses. The 1985 Cultural Heritage Survey listed the properties as 3D (appears eligible for the National Register). However, a City/Caltrans survey undertaken in 1990 downgraded the properties to 5D (does not appear eligible for the National Register), likely because of some circa 1960 alterations. It should be noted that as the alterations reach the 50-year age mark, circa 2010, the alterations may themselves become historic and the properties may become eligible for the National Register

Table 15.2: Individual Historic Resources in the Vicinity of the Glenn Dyer Detention Facility Site

Individual Historic Resource	Address	National Register Listed	Eligible for National Register	Appears Eligible for National Register	City of Oakland Landmark	Contributor to City of Oakland Historic District	Significant under NEPA/CEQA
Dunns Block ^a	721-25 Washington Street	Y			Y	Old Oakland API	Y
10th Street Market ^b	901-21 Washington Street	Y			Y	Old Oakland API	Y
Clay Building ^b	1001-07 Clay Street	Y					Y
Portland Hotel Building ^a	468-82 9th Street		Y		Y	Old Oakland API	Y
Arlington Hotel ^a	484-94 9th Street		Y		Y	Old Oakland API	Y
La Salle Hotel Building ^a	491-97 9th Street		Y		Y	Old Oakland API	Y
Swan's Dept. Store and Food Center ^a	901-31 Washington Street		Y			Old Oakland API	Y
Ross House ^a	477-87 9th Street		Y			Old Oakland API	Y
Central Pacific Railroad Depot ^a	464-68 7th Street			Y		Old Oakland API	Y
California Loan Building/Hotel Gladstone ^a	821-35 Broadway/451-55 9th			Y		Old Oakland API	Y
Delger (Frederick) Block No. 1 ^a	901-33 Broadway			Y	Y	Old Oakland API	Y
Oakland Peniel Mission Rehab. Center ^a	718-26 Washington Street				Y	Old Oakland API	Y
G.B. Ratto & Company Building ^a	817-29 Washington Street				Y	Old Oakland API	Y
Wilcox Block Annex/Gladstone Building ^a	459-73 9th Street				Y	Old Oakland API	Y
Jefferson Park ^a	7th and Jefferson Streets				Y	Grove/Lafayette API	Y
Houses (3) ^a	567-77 Fifth Street						N ¹

Sources:

^aCity of Oakland Cultural Heritage Survey, City of Oakland Planning Staff, 2002.

^bNational Register Information System, 2002.

Note: ¹May become significant in 2010.

Pardee/Swan Site

Background Information

The available 1899 USGS and 1942 U.S. War Department topographic maps indicate that the Pardee/Swan Site was within a salt marsh. No structures were located on or adjacent to the parcel. The channelized portion of San Leandro Creek, on the east side of the parcel, and the Airport Channel nearby on the west side of the parcel, are twentieth-century features. The Southern Pacific railroad crossing the marsh was most notable feature in the study area (Basin Research Associates, 2002b). The site, which has been overlain with 6 to 10 feet of fill (G. Borchard & Associates, 2002), is currently vacant. The property is owned by the Port of Oakland.

Summary of Known Cultural Resources

No archeological resources are known to exist on, near or adjacent to the Pardee/Swan Site (Port of Oakland 1996, cited by G. Borchard & Associates 2001; Basin Research Associates, 2002b).

No other local, state or federal historically or architecturally significant structures, landmarks or points of interest have been identified or observed in or adjacent to the Pardee/Swan Site (Basin Research Associates, 2002b).

Native American Resources

According to Alameda County maps, the Pardee/Swan Site is situated an area of “minimal” archaeological sensitivity. There appears to be no or low potential for exposing intact significant prehistoric and/or historic cultural deposits. Any cultural materials exposed during subsurface construction would be the result of redeposited fill. No known ethnographic or contemporary Native American resources, including villages, trails, sacred places and traditional use areas, are present in the vicinity of the Pardee/Swan Site.

Historic Resources

The Pardee/Swan Site is situated in the *Rancho San Antonio*, a California State Landmark. However, Rancho San Antonio, at a total of 43,473 acres, encompassed the present-day cities of Albany, Berkeley, Emeryville, Oakland, Piedmont, Alameda and part of San Leandro. No Hispanic period dwellings or other structures were located in or adjacent to this site.

No American Period resources have been recorded or reported in or near the Pardee/Swan Site and archival research indicates minimal potential for significant subsurface American Period archaeological resources in or adjacent to the parcel.

Unique Geological or Paleontological Resources

No unique geological or paleontological resources have been identified at the Pardee/Swan Site.

Human Remains

No human remains are known to be present at the Pardee/Swan Site.

East County Government Center**Background Information**

The East County Government Center site, as well as Site 15A (as discussed below), was part of the 3,600-acre military installation comprising Camp Parks, a military personnel relocation center, and Camp Shoemaker, a military personnel rehabilitation complex. The installation was constructed by the United States Navy in 1942 on former agricultural lands, was formally commissioned in January 1943, and was deactivated at the end of World War II (about 1946-1947). The structures on the site included living quarters, recreational buildings, warehouses and stores, administration offices, an agricultural nursery and greenhouse, a multiple ward dispensary, a prosthetics laboratory and three boiler houses/rooms.

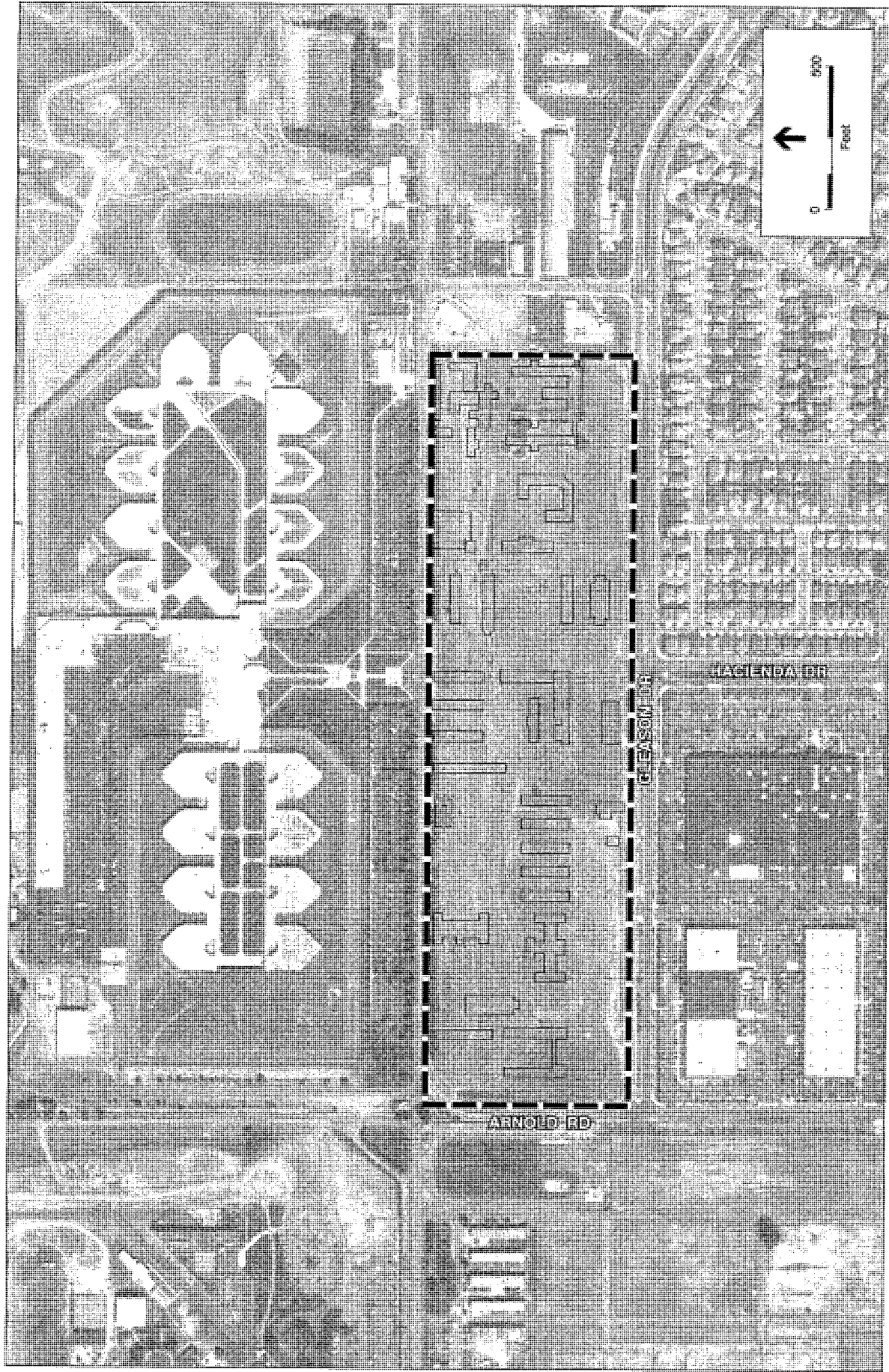
By 1950, some of the buildings had been demolished and/or removed. Between 1953 and 1958, the installation was reactivated for use as the Parks Air Force Base, and by 1957 most of the remaining structures had been removed although building pads and road and access ways were still evident. In 1958, the Continental Air Command of United States Air Force took over the installation. During this period, Camp Parks (also known as Parks Reserve Forces Training Area) was used as a firefighting training area. Alameda County purchased a large portion of Camp Parks in 1969 (Basin Research Associates, 2001). The East County Government Center site is currently vacant although it is likely that buried foundations, pipes and similar remnants of the prior military use remain (see **Figure 15.3**).

Summary of Known Cultural Resources

No recorded prehistoric or historic sites are in, near or adjacent to the proposed Project and no sites have been recorded in or adjacent to within 0.25 mile of the proposed Project (*Ibid*).

Native American Resources

No archaeological sites have been recorded in, near or adjacent to the proposed Project. The study area has been assigned a "high" archaeological sensitivity rating on planning study maps for Alameda County, but archival research suggests an extremely low potential to affect any as-yet-undiscovered subsurface archaeological sites that may be eligible for the National Register or California Register within the proposed Project area. The site has been highly disturbed.



SOURCE: Subsurface Consultants, Inc.
Aerial Photo: Pacific Aerial Surveys



Figure 15.3
East County Government Center Site
Historic Building Layout

No ethnographic settlements or traditional Native American use areas have been identified in, near or adjacent to the proposed Project.

Historic Resources

No Hispanic Period adobe dwellings or other structures, features, etc. have been reported in, near or adjacent to the proposed Project.

No National Register or California Register listed, determined or pending archaeological sites, significant local, state or federal historic properties, landmarks, etc. have been identified in, near or adjacent to the proposed Project.

Unique Geological and Paleontological Resources

No unique geological or paleontological resources are known to occur on this site.

Human Remains

No human remains are known to occur on this site.

Site 15A

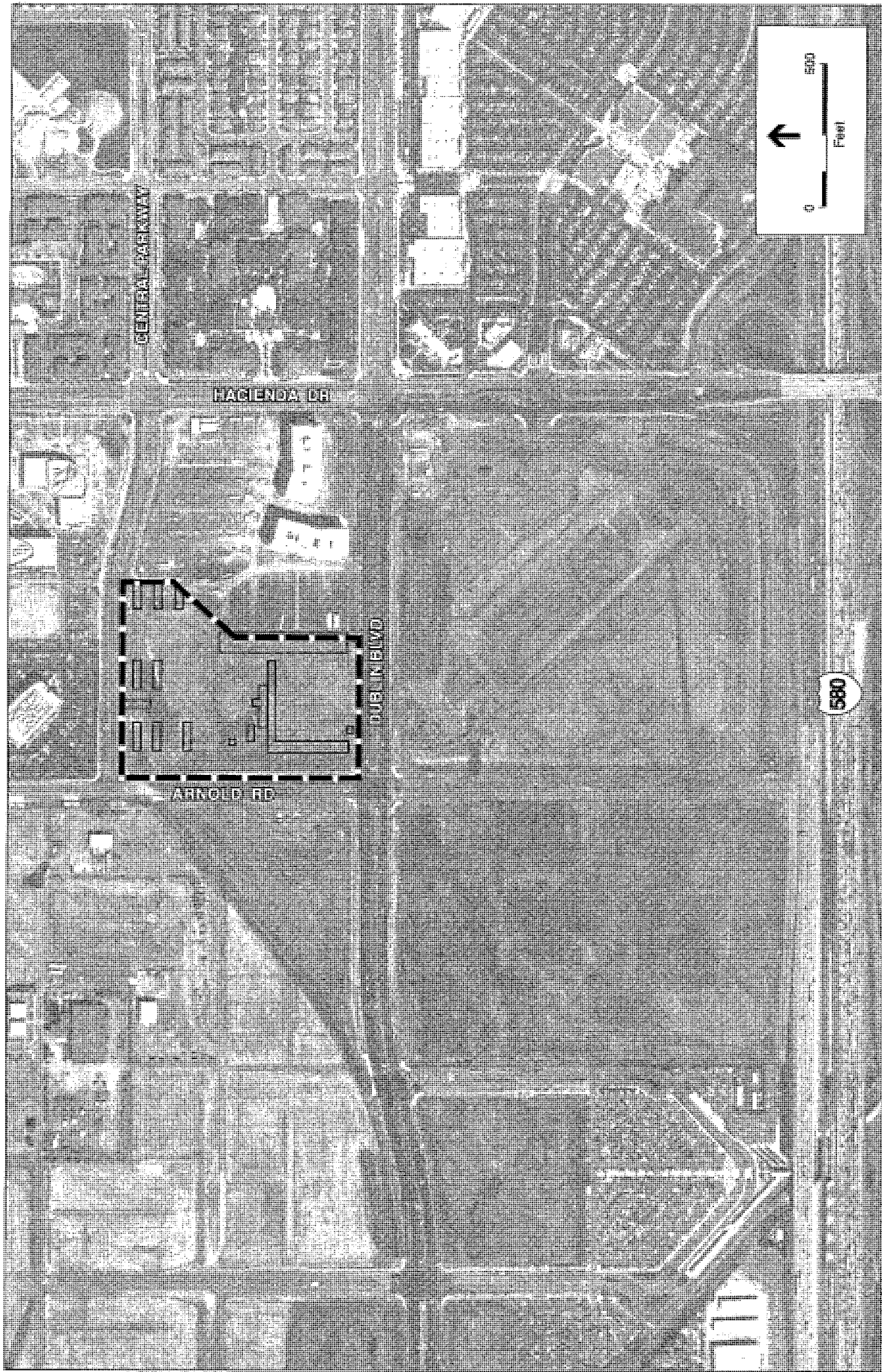
Background Information

A review of the historic 1906 USGS topographic map indicates that no structures were located on Site 15A at that time.⁴ The 1961 and 1980 USGS topographic maps indicate that Site 15A was within Camp Parks. The history of Camp Parks is discussed above (see **East County Government Center**).

In 1957, railroad tracks existed along the northwest boundary of Site 15A. The site was occupied by two gasoline stations, an inflammable storage building, a public works office and shop, a transportation shop and barracks and another unidentified building. Alameda County purchased the parcel in 1969.

A portion of the site has been highly disturbed and has been filled with several feet of imported fill and construction debris. On the remainder of the site, it appears that the debris from the demolition and removal of streets was incorporated into the native soils (Holman Associates Archaeological Consultants, 2000). In addition, an environmental engineer visited the site when it appeared unpaved and covered with weeds. Several mounds of soil and concrete debris, a drainage ditch, an approximately 5-foot deep ditch with a 14-inch diameter plastic pipe at the bottom, and an approximately 250 x 535-foot concrete pad were observed (Basin Research Associates, 2002a). There are no existing buildings on this site (see **Figure 15.4**).

⁴ Note that an isolated structure was located east of the site at the end of a short unpaved road and may have still been present in 1937. By 1961 the structure had been removed.



SOURCE: Erler & Kalinowski, Inc.
Aerial Photo: Pacific Aerial Surveys



Figure 15.4
Site 15A
Historic Building Layout

Summary of Known Cultural Resources

No recorded prehistoric or historic sites are in, near or adjacent to Site 15A and no sites have been recorded in, adjacent to or within 0.25 miles of Site 15A (*Ibid*).

No National Register or California Register listed, determined or pending archaeological sites, significant local, state or federal historic properties, landmarks, etc. have been identified in or adjacent to Site 15A (*Ibid*).

Native American Resources

The Project area has been assigned a “high” archaeological sensitivity rating on planning study maps for Alameda County, but no prehistoric sites, Native American villages, traditional use areas or contemporary use areas have been identified in, near or adjacent to the Project site. The site is highly disturbed and there appears to be a low potential for exposing intact significant prehistoric and/or historic cultural deposits.

Historic Resources

No Hispanic Period roads, adobe dwellings or other structures, features, etc. have been reported in or adjacent to Site 15A.

The question about the potential historical significance of dumps from the Camp Parks era that appear on maps dating from the 1950s has been raised (Holman Associates Archaeological Consultants, 2000). Others have concluded that Camp Parks is considered an unimportant military facility relative to other similar bases (Baker and Shoup, 1989, cited in Holman Associates Archaeological Consultants, 2000). Holman concedes that the historic dumping and grading of the parcel “has effectively masked the exact location of the actual dump deposits” and that these dumps “may no longer be discrete entities” (Holman Associates Archaeological Consultants, 2000).

To date, no American Period resources have been recorded or reported in or near the site, and archival research indicates minimal potential for significant subsurface American Period archaeological resources in or adjacent to the site (Basin Research Associates, 2002a).

Unique Geological and Paleontological Resources

No unique geological or paleontological resources are known to occur on this site.

Human Remains

No human remains are known to occur on this site.

15.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERIA

The Project would have a significant environmental impact if it were to result in:

- A substantial adverse change in the significance of a historic resource as defined in Section 15064.5 of the Public Resources Code or of an historic property as defined by the National Historic Preservation Act.
- A substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5 of the Public Resources Code.
- The direct or indirect destruction of a unique paleontological resource or site or unique geological feature.
- The disturbance of any human remains, including those interred outside of formal cemeteries.

IMPACTS AND MITIGATION MEASURES

IMPACT 15.1: Disturbance of Previously Undisturbed Archaeological Resources, Paleontological Resources and/or Human Remains

15.1.1: No Action/No Project

NO IMPACT. Since there would be no excavation or construction, this alternative would not disturb previously undisturbed archaeological resources, paleontological resources and/or human remains.

15.1.2: All Alternatives Except “No Action/No Project”

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Constructing a new Juvenile Justice Facility, either on the Existing San Leandro Property or at any of the proposed alternative sites (Glenn Dyer Detention Facility, Pardee/Swan Site, East County Government Center or Site 15A), would include the demolition of the existing Juvenile Hall. This demolition would occur because the expense of retrofitting the existing building to meet current safety standards is prohibitive; its impacts on historic resources are discussed below (see **Impact 15.2**). The demolition may result in excavation on the Existing San Leandro Property, as well as at the proposed alternative site. This may result in a potentially significant impact on previously unrecorded cultural resources on both the Existing San Leandro Property and the proposed alternative site.

■ Mitigation Measure 15.1.2: Halt Construction/Assess Significance of Find.

Prior to the initiation of ground-disturbing activities (either at the Project site or at the Existing San Leandro Property), the County of Alameda shall inform all supervisory personnel and all contractors whose activities may have subsurface soil impacts of the potential for discovering archaeological resources, paleontological resources and/or human remains and of the procedures to be followed if these previously unrecorded cultural resources are discovered. These procedures shall include:

- halting all ground-disturbing activities within 100 feet of the area where a potential cultural resource has been found;
- notifying a qualified archaeologist of the discovery; and
- following a treatment plan prescribed by the appropriate professional if the cultural resource is deemed significant, in accordance with federal or state law.

The County of Alameda shall retain an on-call archaeologist to periodically review any excavation (either associated with construction at the Project site and/or demolition at the Existing San Leandro Property), assess the significance of the potential cultural resource and prescribe a treatment plan for it. The archaeologist will consult with a paleontologist as required. The archaeologist shall report any finds in accordance with current professional protocols, including closure at the end of an on-call contract. The archaeologist shall meet the Professional Qualifications Standards mandated by the Secretary of the Interior and the California Office of Historic Preservation.

In the event that any human remains are uncovered at the Project site during construction or at the San Leandro site during demolition, there shall be no further excavation or disturbance of the site or any nearby area until after the Alameda County Coroner has been informed and has determined that no investigation of the cause of death is required, and (if the remains are determined to be of Native American origin) the descendants from the deceased Native American(s) have made a recommendation to the landowner or the person responsible for the excavation work, for means of treating or disposing of, with appropriate dignity, the human remains and any associated grave goods as provided in Public Resources Code Section 5097.98.

Resulting Level of Significance: Implementation of the above mitigation measures would reduce the Project's impact to a *less than significant* level.

15.1.3: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The San Leandro site has already been disturbed by previous urban development. It is unlikely that construction activity associated with the proposed Project would disturb any previously undisturbed archaeological resources, paleontological resources and/or human remains. Although unlikely, disturbance of previously unrecorded archaeological resources, paleontological resources and/or human remains would represent a *potentially significant* environmental impact associated with the Project.

Implementation of Mitigation Measure 15.1.2 would reduce this impact from *potentially significant* to a *less than significant* level.

15.1.4: Glenn Dyer Detention Facility

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. There are no known archaeological resources, unique paleontological or geological resources, or human remains at the Glenn Dyer Detention Facility site. This is a highly disturbed urbanized site. Although unlikely, disturbance of previously unrecorded archaeological resources, paleontological resources and/or human remains would represent a *potentially significant* environmental impact associated with the Project. Implementation of Mitigation Measure 15.1.2 would reduce this impact from *potentially significant* to a *less than significant* level.

15.1.5: Pardee/Swan Site

NO IMPACT. The Pardee/Swan Site is located on the site of a former salt marsh. Any cultural resources exposed during construction would be the result of redeposited fill.

15.1.6: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The East County Government Center has already been disturbed by previous urban development. In the absence of earlier discoveries, it is unlikely that excavation activity associated with the proposed Project would disturb any previously undisturbed archaeological resources, paleontological resources and/or human remains on this site. Although unlikely, disturbance of previously unrecorded archaeological resources, paleontological resources and/or human remains would represent a *potentially significant* environmental impact associated with the Project. Implementation of Mitigation Measure 15.1.2 would reduce this impact from *potentially significant* to a *less than significant* level.

15.1.7: Site 15A

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Site 15A is located 0.25 miles south of the East County Government Center site. As discussed above (see **Local Physical Setting**), both sites are part of the former Camp Parks and have a similar history. As is the case for the East County Government Center site, Site 15A has already been disturbed by previous urban development. In the absence of earlier discoveries, it is unlikely that excavation activity associated with the proposed Project would disturb any previously undisturbed archaeological resources, paleontological resources and/or human remains on this site. Although unlikely, disturbance of previously unrecorded archaeological resources, paleontological resources and/or human remains would represent a *potentially significant* environmental impact associated with the Project. Implementation of Mitigation Measure 15.1.2 would reduce this impact from *potentially significant* to a *less than significant* level.

IMPACT 15.2: Loss of Historic Resources Resulting from the Demolition of Existing Juvenile Hall

15.2.1: No Action/No Project

NO IMPACT. The existing Juvenile Hall would not be demolished under this alternative, thus there would be no loss of historic resources.

15.2.2: All Alternatives Except “No Action/No Project”

SIGNIFICANT AND UNAVOIDABLE IMPACT. Constructing a new Juvenile Justice Facility, either in San Leandro or at any of the proposed alternative sites (Glenn Dyer Detention Facility, Pardee/Swan Site, East County Government Center, or Site 15A) would include the demolition of the existing Juvenile Hall, parts of which are considered eligible for the California Register of Historical Resources and which will in one year be eligible for the National Register of Historic Places. This demolition would occur because the expense of retrofitting the existing building to meet current safety standards is prohibitive. Demolition of the complex would represent a *significant and unavoidable impact* associated with the Project

■ Mitigation Measure 15.2.2: Preservation, Adaptive Reuse, Documentation.

The State Historic Office of Preservation (SHPO) shall be consulted regarding the potential demolition of the existing Juvenile Hall complex and SHPO's proposed mitigations, as feasible, shall be adopted. These may include further study to assess the feasibility of either preservation or adaptive reuse.

- A Master Plan consistent with the SHPO requirements should be developed to commemorate the site and its significance in regional history.
- Record original Alameda County Juvenile Hall to meet Historic American Building Survey Level II requirements in accordance with the *Guidelines for Preparing Written Historical and Descriptive Data for the Historic American Building Survey* prepared by the Division of National Register Programs of the Pacific Great Basin Office, National Park Service, Oakland. Proposed recordation program and levels of effort shall be reviewed and approved by NPS prior to initiation.
- The HABS/HAER documentation and the already completed State Department of Parks and Recreation Primary Record for the historic property shall be submitted by the County to the Bancroft Library, the Oakland History Room of the Oakland Public Library, and the California Historical Society in San Francisco within one (1) calendar year following completion.

Resulting Level of Significance: Implementation of Mitigation Measure 15.2.2 would reduce the Project's impact, which would nonetheless remain *significant and unavoidable*. The County has submitted correspondence to the SHPO regarding the consultation and preparation of master plan requirements.

IMPACT 15.3: Effect on Historic Resources in the Vicinity of the Proposed Project Site

15.3.1: No Action/No Project

NO IMPACT. If there was no Project, there would be no impact on any historic resources.

15.3.2: Existing San Leandro Property

NO IMPACT. There are no historic resources adjacent to or in the vicinity of the San Leandro site. For the Existing San Leandro Property, the historic resources are on the Project site (see **Impact 15.2**).

15.3.3: Glenn Dyer Detention Facility

LESS THAN SIGNIFICANT IMPACT. There are no known historic resources at the Glenn Dyer Detention Facility site. The Project would be constructed on the site of a structure built in 1984 (ARG, 2002). The proposed modification of the existing facility and the addition to the existing Glenn Dyer Detention Facility that would be required to accommodate juvenile detainees do not involve the demolition, destruction or relocation of historic resources, although it may involve some excavation (see **Impact 15.1**). It is unlikely that any unidentified historic resources would be encountered during the construction activities.

Although the proposed Project would somewhat alter the area surrounding the nearby historic districts and individually eligible historic resources, the change would be less than significant. The proposed architectural modification would be consistent with the modern character of the immediate area, which includes the eight-story Glenn Dyer Detention Facility and a six-story parking garage to the west, the six-story Oakland/Piedmont Municipal Court to the east and an elevated section of I-880 on the south (ARG, 2002).

The Project would not significantly change the relationship of the Glenn Dyer Detention Facility to the historic districts or to the individual historic resources near or adjacent to it. The Project would not significantly alter the views from or the views of the historic districts or individually eligible historic resources. Looking south toward the proposed Project site, the views from buildings within the Grove Street/Lafayette Square Residential District, St. Mary's Church District, the Old Oakland District or the individual properties (all of these are located north and west of the proposed Project) would change little.

From vantage points within the adjacent historic districts north and northwest of the proposed Project, the new structure and alterations to the existing structure would only block views of the interstate, BART tracks, the existing Juvenile Hall or the Municipal Court. Since all of these are modern structures, the change to the views from the historic resources is less than significant. The proposed Project would only block views of these historic districts and individual resources when looking northward from the elevated I-880 and BART. Because of the interstate and

BART tracks, the historic resources north of the Project site are not currently visible from areas south of the proposed Project site.

Similarly, the views from historic resources south of the interstate (such as the Produce Market District) looking north or northwest toward the proposed Project site would change little as a result of the proposed Project. Because I-880 is elevated and bisects the city at 7th Street, it blocks views from the Produce Market District looking northwest toward the proposed Project site. The proposed Project would increase the height of the existing structure two stories. The proposed Project would not be visible above the interstate from most properties within this district. From those areas that the Project would be visible, only the uppermost stories of the proposed addition would be seen above the interstate.

The proposed Project does not affect the physical characteristics that convey the significance of the historic districts, nor does the Project materially impact the individual National Register-eligible resources and local landmarks within the Old Oakland Historic District adjacent to the Project site. The historic resources are not directly altered, and the changes of the views to and from the historic resources are less than significant. For these reasons, the Project does not have the potential to disqualify any of the four districts as Oakland Preservation Districts, Oakland APIs or California Register eligibility, or the Old Oakland National Register District from National Register eligibility, nor would the individual properties listed on the National Register or Local Register of Historic Resources be impacted.

In summary, the effect of the Project on the historic setting and environment of the Old Oakland District, Grove Street/Lafayette Square Residential District, St. Mary's Church District, Produce Market District, the nearby individually listed National Register properties and the individually eligible properties within the Old Oakland District does not constitute a substantial adverse change in the significance of these resources or their character-defining features (ARG, 2002).

15.3.4: Pardee/Swan Site

NO IMPACT. There are no historic resources on, adjacent to or in the vicinity of the Pardee/Swan Site.

15.3.5: East County Government Center

NO IMPACT. There are no known historic resources on, adjacent to or in the vicinity of the East County Government Center site.

15.3.6: Site 15A

NO IMPACT. There are no known historic resources on, adjacent to or in the vicinity of Site 15A.

Environmental Justice

16.1 AFFECTED ENVIRONMENT

REGULATORY/POLICY SETTING

Federal

The Office of Justice Programs' *Program Guidance on Environmental Protection Requirements*, in addressing socioeconomic effects, requires an indication of the number of people to be relocated and arrangements being made for any such relocation; a discussion of how impacts resulting from the Project will affect nearby residents and users of the Project area and surrounding areas; and a discussion of whether the Project will accommodate any population increases (including how these increases may have impacts on the area's public and community services such as schools, health care, social services and fire protection).

Executive Order 12898, signed by President Clinton on February 11, 1994 (59 Fed. Reg. at 7630, section 1-101), is designed to focus the attention of federal agencies on the human health and environmental conditions in minority communities and low-income communities. The Order requires the following:

To the greatest extent practicable and permitted by law... each federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.

Each federal agency shall conduct its programs, policies, and activities that substantially affect human health or the environment, in a manner that ensures that such programs, policies, and activities do not have the effect of excluding persons (including populations) from participation in, denying persons (including populations) the benefits of, or subjecting persons (including populations) to discrimination under, such programs, policies, and activities, because of their race, color, or national origin.

Each federal agency shall work to ensure that public documents, notices, and hearings relating to human health or the environment are concise, understandable, and readily accessible to the public.

The U.S. Environmental Protection Agency (EPA) Office of Environmental Justice (1997) defines environmental justice as:

The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including a racial, ethnic, or a socioeconomic group should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies. Meaningful involvement means that: (1) potentially affected community residents have an appropriate opportunity to participate in decisions about a proposed activity that will affect their environment and/or health; (2) the public's contribution can influence the regulatory agency's decision; (3) the concerns of all participants involved will be considered in the decision making process; and (4) the decision makers seek out and facilitate the involvement of those potentially affected.

According to the guidance, the goal of this "fair treatment" is not to shift risks among populations, but to identify potential disproportionately high and adverse effects and identify alternatives that may mitigate these impacts.

The Council on Environmental Quality (CEQ) (1997) similarly publishes guidance on environmental justice, specifically as it is addressed in the NEPA process. That guidance addresses general principles, and specific considerations in scoping, public participation, determination of the affected environment, analysis, alternatives, the record of decision and mitigation. The Executive Order established an Interagency Working Group, which has prepared additional guidance on key terms used in the Order.

State

CEQA Guidelines, Section 15064 (e) states:

Economic and social changes resulting from a project shall not be treated as significant effects on the environment. Economic and social changes may be used, however, to determine that a physical change shall be regarded as a significant effect on the environment. Where a physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project. Alternatively, economic and social effects of a physical change may be used to determine that the physical change causes adverse economic or social effects on the environment. If the physical change causes adverse economic or social effects on people, those adverse effects may be used as a factor in determining whether the physical change is significant. For example, if a project would cause overcrowding of a public facility and the overcrowding causes an adverse effect on people, the overcrowding would be regarded as a significant effect.

The Governor's Office of Planning and Research (OPR) has been identified as the coordinating agency in state government for environmental justice programs. The office uses a definition of environmental justice similar to the federal government. The California Environmental

Protection Agency is also mandated to implement environmental justice programs through an interagency environmental justice strategy, pursuant to SB 115 (Solis) and SB 89 (Escutia).

SOCIOECONOMIC CHARACTERISTICS

Statewide and Countywide Population Characteristics

Alameda County is an ethnically diverse area, similar to the statewide characteristics of California. However, as shown in **Table 16.1**, higher percentages of the population of the County are classified as Asian (21% versus 12% statewide) and African American (17% versus 7% statewide), and lower percentages of the population of the County are classified as Hispanic (18% versus 31% statewide) or Causasian (44% versus 50% statewide).

As part of the analysis of environmental justice, **Table 16.1** also denotes the racial composition of Alameda County's juvenile detainees in fiscal year 2000/2001. The characteristics of these detainees are heavily weighted toward African Americans (59% of the total detainees) compared with the total African-American youth in Alameda County (20% of the total youth population age 10 to 19). All other racial categories are underrepresented compared with the countywide youth population (Hispanic detainees = 18% of the detainees compared with 22% of youth overall; Asian detainees = 9% of the detainees compared with 22% of youth overall; Caucasian detainees = 14% of the detainees compared with 37% of youth overall).

Another way to measure the disproportionate representation is by comparing the percentage of the County's youth who are represented by detainees. African American detainees represent approximately 5 percent of the total African American youth population, compared with the overall rate of 1.7 percent of the County's youth being detained in a given year. All other racial categories are underrepresented compared with this countywide population average. Note that this comparison is not strictly a measure of the rate of incarceration because repeat offenders are also included in the total number of detainees.

Although this higher proportion of African American detainees is similar to statewide and national detention patterns, it represents a population that is over-represented and could be subject to environmental effects that would be defined as significant environmental justice effects.

Table 16.1: Comparison of State, County and Juvenile Detainee Population Characteristics

	Total	Caucasian	Hispanic	Asian/Pacific Islander/ Native Amer.	African American
Numeric Total					
California Population					
All	34,653,395	17,421,511	10,688,752	4,205,197	2,337,935
Age 10-19	4,959,176	2,158,653	1,804,027	618,740	377,756
Alameda County Population					
All	1,470,155	648,127	267,915	302,154	251,959
Age 10-19	198,312	73,289	42,755	43,126	39,142
Juvenile Detainees in Alameda County	3,332	455	590	314	1,973
Percentage of Total					
California Population					
All	100%	50%	31%	12%	7%
Age 10-19	100%	44%	36%	12%	8%
Alameda County Population					
All	100%	44%	18%	21%	17%
Age 10-19	100%	37%	22%	22%	20%
Juvenile Detainees in Alameda County as Percentage of Total Detainees	100%	14%	18%	9%	59%
Juvenile Detainees in Alameda County as Percentage of Youth Population, by Race	1.7%	0.6%	1.4%	0.7%	5.0%

*Sources:**California Department of Finance, 2002.**Alameda County Probation Department, 2002.**Note:**Disproportionate representation of minority and/or low income populations is shown in **bold** type.*

Local Conditions near Alternative Sites

Table 16.2 illustrates the racial composition, age range and income of the population around each of the alternative sites evaluated in this EIS/EIR, as described in the following sections.

No Action/No Project

In 2002, an estimated 2,299 people are living within one-half mile of the existing Juvenile Hall in San Leandro. Approximately 53 percent of this population are White, 15 percent are Black, 16 percent are Asian or Pacific Islanders and 15 percent are in other categories. There are an estimated 420 Hispanic residents in this area (approximately 18 percent of the total).

Approximately 25 percent of residents in this area are under age 18, and approximately 14 percent are over age 65. Of those residents over the age of 25, approximately 20 percent do not have a high school diploma. There are an estimated 836 households within this area.

Approximately 28 percent of these are single-person households, and approximately 32 percent of all households within this area are renters. Approximately 16 percent of local households have an estimated income of less than \$25,000 per year, and the average annual household income is estimated at \$88,252. Per capita income is estimated to be \$31,577 annually. Of the 527 family households, approximately 5.5 percent have incomes below the poverty threshold.

The data considered alone and in comparison to countywide averages for these race, age, income and other categories indicate that there is not a substantial concentration of minority and/or low-income populations that would need to be considered in an environmental justice impact analysis near the No Action/No Project and Existing San Leandro Property site.

Existing San Leandro Property

The description of the local population characteristics in the vicinity of the Existing San Leandro Property site presented in **No Action/No Project**, above, also applies to the use of the Existing San Leandro Property site for a replacement Juvenile Justice Facility.

Glenn Dyer Detention Facility

In 2002, an estimated 6,398 people are living within one-half mile of the Glenn Dyer Detention Facility in downtown Oakland. Approximately 51 percent of this population are Asian or Pacific Islanders, 29 percent are Black, 14 percent are White, with 6 percent in other categories. There are an estimated 677 Hispanic residents in this area (representing approximately 11 percent of the total). Approximately 13 percent of residents in this area are under age 18, and approximately 22 percent are over age 65. Of those residents over the age of 25, approximately 46 percent do not have a high school diploma. There are an estimated 2,873 households within this area.

Approximately 52 percent of these are single-person households, and approximately 79 percent of all households within this area are renters. Approximately 64 percent of local households have an estimated income of less than \$25,000 per year, and the average annual household income is estimated at \$29,268. Per capita income is estimated to be \$15,534 annually. Of the 1,198 family households, over 30% are below the poverty threshold.

Table 16.2: Comparison of Population and Economic Characteristics of Alameda County and the Vicinity of Alternative Sites

	Alameda County Total	No Action/ No Project and Existing San Leandro Property	Glenn Dyer Detention Facility	Pardee/ Swan Site	East County Government Center and Site 15A
Total Population	1,458,420	2,299	6,398	0	2,310
White	49%	53%	14%	0	71%
Hispanic	19%	18%	11%	0	9%
Asian/Pacific Islander/Native American	22%	16%	51%	0	20%
Black	15%	15%	29%	0	3%
Other	15%	15%	6%	0	3%
Persons under Age 18	25%	25%	13%	0	27%
Persons Age 65 and Older	10%	14%	22%	0	3%
Households	523,366	836	2,873	0	947
Single-Person Households	26%	28%	52%	0	24%
Renters	45%	32%	79%	0	51%
Average Household Income	\$72,435	\$88,252	\$31,260	0	\$98,864
Per Capita Income	\$26,680	\$31,577	\$15,534	0	\$32,955
Family Households	342,048	527	1,198	0	604
Families Below Poverty Level	7.7%	5.5%	30.5%	0	2.3%

Sources: Claritas, 2002; U.S. Census Bureau, 2000.

Notes:

Hispanic category overlaps with others.

Data for Existing San Leandro Property and Glenn Dyer Detention Facility are for one-half mile radius from site.

Data for East County Government Center and Site 15A represent Census Tract 4501, excluding Santa Rita Rehabilitation Center and the federal Correctional Institution.

*Disproportionate representation of minority and/or low-income categories is indicated in **bold** type.*

The community surrounding the Glenn Dyer Detention Facility is represented by a disproportionate population of minority and low-income persons. The population is heavily weighted toward Asian and Black persons, with 51 percent Asian compared with 22 percent countywide, and 29 percent Black compared with 15 percent countywide. The annual average household and per capita income is also considerably lower than average, at \$31,260 per household compared with \$72,435 countywide, and \$15,534 per capita compared with \$26,680 countywide. The proportion of families below the poverty level is 30.5 percent compared with the countywide average of 7.7 percent. In addition, the population tends to be older (22 percent age 65 and older compared with 10 percent countywide), have more single-person households (52 percent compared with 26 percent countywide) and have more renter-occupied units (79 percent compared with 45 percent countywide).

Pardee/Swan Site

The Pardee/Swan Site is located in a business park near the Oakland International Airport. Data for the area indicate that there may be one household within one-half mile of the site. Therefore, no detailed demographic data are presented for this alternative site.

East County Government Center

The Santa Rita Rehabilitation Center and the Dublin federal correctional institution housed an estimated 5,283 persons in "group quarters" in 2000. The racial composition and income characteristics of the inmates are substantially different from the general population. In general, the inmate population is not adversely affected by the proposed Project, and therefore is not considered further in this analysis. Due to the limitations of the data sources used in preparing this discussion, the data quoted are for the entire census tract for eastern Dublin (from Arnold Road on the west to Tassajara Creek on the east, and from I-580 on the south to the edge of the County property on the north), minus the institutionalized persons.

According to the 2000 census, an estimated 2,310 people were living in households near the East County Government Center site in Dublin. Approximately 71 percent of this population are White, 20 percent are Asian or Pacific Islanders, 3 percent are Black, and 3 percent are in other categories. Approximately 9 percent are Hispanic. Approximately 27 percent of residents in this area are under age 18, and approximately 3 percent are over age 65. An estimated 307 households are within this area. Approximately 24 percent of these are single-person households, and approximately 51 percent of all households within this area are renters. Approximately 11 percent of local households have an estimated income of less than \$25,000 per year, and the average annual household income is estimated at \$110,007. Per capita income is estimated at \$19,448. Of the 604 family households, approximately 1.8% have incomes below the poverty threshold.

The data considered alone and in comparison to countywide averages for these race, age, income and other categories indicate that there is not a substantial concentration of minority and/or low-income populations that would need to be considered in an environmental justice impact analysis near the East County Government Center Site.

Site 15A

Site 15A is located near the East County Government Center site; the population characteristics associated with the area surrounding the two sites are similar and are included within the overall census tract data. See the discussion above for details.

Juvenile Arrests/Population Characteristics

As part of the scoping process for this EIS/EIR, some commenters suggested that the Juvenile Justice Facility should be located in close proximity to the place of residence of the detainees. Data on Alameda County probationers, including persons who were detained and those who have been released and remain on probation, (see **Table 16.3**) indicate that juvenile arrests occur in rough proportion to the local population throughout the County. Countywide, there were 7,762 juvenile arrests for the fiscal year 2000/2001. Not all arrests result in detention; hence, a direct comparison to the data in Table 16.1 is not appropriate.

However, it is clear from these data that the rate of arrest correlates with local population. The northern County cities of Alameda, Albany, Berkeley, Emeryville, Oakland and San Leandro accounted for approximately 47 percent of the total population and 44 percent of the juvenile arrests. The southern county cities of Fremont, Hayward, Newark and Union City accounted for 32 percent of the total population and 33 percent of the juvenile arrests. The eastern county cities of Dublin, Livermore and Pleasanton accounted for 12 percent of the County's total population and 12 percent of the County's juvenile arrests. Other agencies and unincorporated areas accounted for the remaining arrests, roughly in proportion to population and area served.

The Alameda County Probation Department currently operates its main juvenile justice facilities in Oakland, San Leandro and Hayward, reflecting this general population and arrest pattern. However, the existing Juvenile Hall was constructed prior to the suburban expansion that has occurred since the early 1950's, which has resulted in substantial shifts in population away from the urban centers and toward more remote locations. Some other juvenile justice services aimed at delinquency prevention and case management are currently provided in the Tri-Valley area of Dublin, Livermore and Pleasanton. Thus, services are generally concentrated in areas of higher population density where there are corresponding arrest rates.

16.2 ENVIRONMENTAL CONSEQUENCES AND MITIGATION MEASURES

SIGNIFICANCE CRITERION

As noted in **Affected Environment**, both the federal (see Executive Order 12898) and state governments require that their agencies address environmental justice issues. Thus, the Project would have significant impact if a racial, ethnic or socioeconomic group bears a disproportionate share of the negative environmental consequences of an action.

Table 16.3: Population / Juvenile Arrest Comparison

	Population (2000)	Percentage of Total	Juvenile Arrests (2001)	Percentage of Total
Statewide	34,653,395	100%	240,486	100%
Alameda County	1,470,155	4.2%	7,762	3.3%
Unincorporated	138,400	9.4%	449	5.8%
Alameda	74,300	5.1%	578	7.4%
Albany	16,700	1.1%	54	0.7%
Berkeley	104,300	7.1%	695	9.0%
Dublin	32,550	2.2%	114	1.5%
Emeryville	7,300	0.5%	185	2.4%
Fremont	207,200	14.1%	724	9.3%
Hayward	144,000	9.8%	868	11.2%
Livermore	75,200	5.1%	262	3.4%
Newark	43,500	3.0%	518	6.7%
Oakland	409,300	27.8%	1,529	19.7%
Piedmont	11,100	0.9%	14	0.2%
Pleasanton	65,500	4.5%	540	7.0%
San Leandro	81,100	5.5%	361	4.7%
Union City	68,700	4.7%	473	6.1%
Other Agencies	-	-	397	5.1%

*Sources:**State of California, 2001.**State of California, Department of Finance, 2002.***IMPACTS AND MITIGATION MEASURES****IMPACT 16.1: Environmental Justice – Disproportionate Effect on Low-Income and Minority Populations**

This section evaluates two general types of environmental justice impacts: (1) impacts to the surrounding community at each site, and (2) impacts to the youth that are incarcerated in the facility and their families.

The characteristics of the surrounding community, described in the **Affected Environment** section, above, indicate that the Glenn Dyer Detention Facility is located in an area with a higher than average proportion of minority and low-income persons, as well as older, single-person and renter households. All of the other alternative sites are comparable with the County average, and hence no environmental justice impacts to those local populations would occur.

As described in the **Affected Environment** section, the characteristics of the juvenile population detained at the existing facility indicate that there is a higher than average concentration of minorities, particularly African Americans, compared with the overall population of detainees and compared with the countywide population of youth, by race.

This overrepresentation could result in adverse juvenile justice effects if the youth are exposed to significant environmental effects. The current average length of stay for juveniles is approximately 23 days. However, some youth are detained for extended periods of time. As part of the scoping process for this analysis, community members have raised concerns about the impact that distant locations could pose for individual detainees and families due to the cost of travel, time to travel, convenience of transit, and resulting adverse effects on detainees' well-being. Commenters have expressed a belief that family visits and court appearances could be compromised if travel distance and inconvenience are increased, which could have a secondary effect of longer stays in detention because of inadequate resolution of the cases.

This EIS/EIR addresses the physical conditions under which the youth are detained, and uses the fact that there is a high proportion of minority youth as an indication that environmental effects could be classified as environmental justice effects. This EIS/EIR does not address the underlying issues related to why a higher proportion of minority youth are detained, how long they are detained and how many other social/political issues are related to juvenile crime. However, the County of Alameda is commissioning a separate study of the juvenile justice system, which is expected to address these issues in a comprehensive manner over a 24-month study period. That study could affect the way in which the Juvenile Justice Facility is used and operated, but is not expected to modify the need for a new Juvenile Justice Facility

Therefore, this analysis considers the effects of the Project on the neighborhood near the Glenn Dyer Detention Facility, and the effects of the Project on detainees and their families, who are overrepresented as minority and/or low-income populations compared with the County population.

PROJECT BENEFITS/MITIGATION MEASURES INCORPORATED

Development of a new Juvenile Justice Facility would provide an opportunity to address numerous deficiencies in the existing facility, which affect all of the detainees, regardless of race or income. The State Auditor, Grand Jury and others have identified problems with the facility associated with the aging infrastructure, location and capacity constraints, as well as a lack of centralized functions for administration, adjudication and probation. Overall, the existing facility fails to meet the current standards of the State and needs of the County.

PROJECT IMPACTS

Impact 16.1.1: No Action/No Project

SIGNIFICANT UNAVOIDABLE IMPACT. In the absence of any new construction or changes in the existing Juvenile Hall or the Dublin-Pleasanton Courthouse, there would be no environmental justice impacts on the surrounding communities because there would be no change in existing conditions, and those conditions do not include a significant concentration or disproportionate representation of minority or low-income populations.

However, because No Action/No Project would result in a continuation of the existing conditions at the existing facilities, there would be a continuation of existing deficiencies that adversely affect the detainees, staff and visitors to the existing Juvenile Hall facility due to such factors as the aging infrastructure; environmental hazards associated with lead-based paint and asbestos; proximity to the Hayward fault; and overcrowding. Although some of these conditions could be addressed by making substantial investments in the existing facility, there would be a diminished return on investment due to the overall lack of flexibility in renovation compared with new construction, the resulting shortcomings in meeting the modern code requirements for structural and operational aspects of the facility, and the ongoing likelihood of a major seismic event along the Hayward fault during the timeframe of the Project. The Project objective of increasing capacity to at least 420 beds also would be difficult to attain, and any new construction to achieve that objective would likely result in further inefficiencies.

An architectural/engineering evaluation of the campus has determined that major portions of the facility are not suitable for renovation, as they would not conform to either building or operational codes. Continuing to operate under these conditions for the indefinite future would be a significant unavoidable impact that would have a disproportionate effect on the minority population that is overrepresented by the juvenile detainees.

- **Mitigation Measure 16.1.1:** The County should implement one of the proposed development alternatives to address the existing conditions at the existing Juvenile Hall in San Leandro that result in an environmental justice impact to juvenile detainees.

Resulting Level of Significance: Constructing a new Juvenile Justice Facility at one of the proposed alternative sites would address the existing deficiencies in the existing Juvenile Hall. However, implementing No Action/No Project would result in a significant unavoidable environmental justice impact.

Impact 16.1.2: Existing San Leandro Property

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. Demolition of the existing Juvenile Hall and construction of a new Juvenile Justice Facility at the Existing San Leandro Property would not result in any environmental justice impacts on the surrounding community, but could have significant adverse effects on the detainees.

The population around the existing facility is composed of households with incomes and racial composition is similar to the countywide average. Although the level of activity at the site would

increase with the increased bed population and consolidation of courts and administrative functions, those living nearby would not experience a significant changes in the current level of activity at the Existing San Leandro Property site. This is because the proposed Juvenile Justice Facility would replace the existing Juvenile Hall with a similar use to that which has occurred on the site for the past 50 years, and would be located on a portion of the site that is further removed from the residential neighborhood. Where potentially significant physical environmental effects have been identified in relation to this alternative in this Draft EIS/EIR, implementation of the corresponding mitigation measures would reduce effects on nearby residents to a level of less than significant.

Development of a new facility at the Existing San Leandro Property would address the existing environmental justice concerns regarding the conditions under which minorities and all youth are detained. Among the environmental effects described through the Draft EIS/EIR, this alternative would result in the exposure of juvenile detainees to potentially significant but mitigable seismic hazards. The new facility would be constructed to meet stringent seismic safety codes and would comply with the state code for juvenile detention construction and operations, and the geotechnical analysis for the site has identified a buildable area for the Project. Therefore, this impact would be reduced to a less than significant level.

The Existing San Leandro Property is located near the urban centers of the County and has functioned as the central juvenile detention facility for Alameda County for nearly 50 years. A weighted-average travel distance to the site based on the place of residence of each detainee in 2000/2001 is approximately 13.3 miles, which is comparable to the average home-based work trip for the region. Access to the site is convenient from BART, AC Transit, and the freeway system. Therefore, accessibility is considered a less than significant impact.

Impact 16.1.3: Glenn Dyer Detention Facility

SIGNIFICANT UNAVOIDABLE IMPACT. The conversion of the existing Glenn Dyer Detention Facility to house juvenile detainees would not have environmental justice impacts on the surrounding area, but could have significant adverse effects on the detainees that cannot be readily mitigated.

For more than 15 years, the Glenn Dyer Detention Facility housed adult detainees with limited effects on those living in the surrounding area. The shift to a juvenile facility would not have any additional adverse effects on those living nearby, particularly because the total number of detainees would be lower than the prior capacity of the adult facility (all double-bunk cells would be converted to single-bed cells, reducing to capacity from approximately 550 beds to 420 beds).

The facility is expected to be sufficient to meet the minimum State requirements for juvenile detention facilities, and therefore is considered a viable alternative that would meet the goal of providing a suitable living environment for juvenile detainees during the period of their detention.

However, this EIS/EIR concludes that the exposure to elevated noise levels in the recreation space could be significant and unavoidable. Mitigation measures could be developed to address the noise conditions in those outdoor spaces, but there are competing objectives of providing natural light and air, versus providing adequate noise control and shielding. Therefore, this alternative could result in significant unavoidable environmental justice impacts on the juvenile detainees if noise cannot be reduced to an acceptable level as part of the design.

The Glenn Dyer Detention Facility is located in an urban area with ready access for a majority of the detainee's family members and others associated with the process of detention, hearings, and release (such as attorneys and counselors). The weighted-average travel distance to the site is approximately 12.0 miles, which is consistent with the average home-based work trip for the region. BART, AC Transit, and freeway access is convenient and frequent, and the site is located near large population centers in which a majority of the juvenile detainees normally reside. Therefore, the Glenn Dyer Detention Facility alternative would not have any environmental justice impacts related to accessibility.

Impact 16.1.4: Pardee/Swan Site

NO IMPACT. The development of the Pardee/Swan Site as proposed would not have any environmental justice impacts on the very few residents in the area and would not adversely affect the juvenile detainees.

The Pardee/Swan site is suited to development as a Juvenile Justice Facility and would not be environmentally or economically detrimental to the detainees or their families. No significant environmental hazards are present that would preclude development of the site, and the site is readily accessible from major population centers of the County. The weighted-average travel distance to the site for detainees is approximately 11.3 miles, which is consistent with the regional average home-based work trip. The site is accessible by AC Transit and BART, and would therefore not have a significant environmental justice impact related to accessibility or environmental constraints. The site would accommodate the complete facility including all of the planned housing, recreation, education, judicial, counseling and similar uses according to the program developed by the County of Alameda, and would result in a supportive detention environment.

Impact 16.1.5: East County Government Center

POTENTIALLY SIGNIFICANT AND MITIGABLE IMPACT. The development of the East County Government Center site as proposed would not result in environmental justice impacts to the surrounding community, but could have some adverse effects on detainees, to the extent that access to the area is inconvenient.

The East County Government Center Site is located in a suburban area that is occupied by a relatively affluent, non-minority population characteristic of rapid new suburban development in Alameda County. The surrounding area was until recently vacant government-owned land used for a variety of low-intensity activities. The area to the southwest has been developed with a business park, and to the southeast with single-family homes priced in the \$400,000 to \$600,000

range. Further south is a mix of similar single-family homes, condominiums, apartments and retail commercial development, all constructed within the past 5 to 10 years.

Impacts to institutionalized residents of the County jail and federal correctional institution would be limited due to their controlled experience of the environment. The most likely impacts would be from emissions of noise or air pollution during construction. No significant impact at the jail facility would occur as a result of the proposed development, due to distance from the construction activity and shielding provided by the institution's walls. Therefore, no significant environmental impacts to this minority population would occur.

The East County Government Center Site is suited to development as a Juvenile Justice Facility and would not present any environmental hazards to the detainees. However, the site's location could present some transportation difficulties for families and others associated with the detainees at the Juvenile Justice Facility.

The East County Government Center Site is located in an area with good freeway access, and a BART station is located approximately 2 miles from the site. However, local transit service from BART to the site is provided only during peak commute and limited afternoon hours during the weekdays, and does not operate on the weekends. Based on the current pattern of arrests and home addresses for detainees, a majority of the detainee's family members would have to travel a greater distance to participate in the detention and visitation processes if the Project was located in Dublin compared to the existing site or any of the other alternatives being considered in this EIS/EIR. The weighted-average travel distance to the site is approximately 23.9 miles, which is approximately twice the average distance to the other alternative sites. Therefore, the East County Government Center Site alternative could have environmental justice impacts related to accessibility, including the time and cost of traveling longer distances in an area that is not as proximate to the majority of detainees nor as well served by transit as the more urban locations being considered in this EIS/EIR.

The County Administrator's Office has prepared a preliminary analysis of the transportation impacts of operating the Juvenile Justice Project in Dublin, and concludes that round-trip transit times could increase by between 10 and 80 minutes for persons from throughout the County, except for persons traveling from the Tri-Valley area. Round-trip transit costs could increase by between \$1.20 and \$5.70 per person depending on the origin of the trip, except for persons traveling to the site from within the Tri-Valley area.

The CAO's transportation plan was intended for discussion purposes, and would require additional input from County agencies and the public, but provides a starting point for addressing transportation issues for detainees' families and others. The draft plan includes efforts to: work with the Livermore-Amador Valley Transportation Authority (LAVTA) to expand transit availability to the East County Government Center site (addressing hours of operation, frequency of service); consider transit subsidies for parents visiting children or attending court hearings at the Juvenile Justice Facility; consider the introduction of dedicated transit service between north / central county locations to the East County Government Center to coincide with visiting hours; develop financing mechanisms for supporting expanded transit service and/or transit subsidies;

and contract with a local transportation planner to develop a comprehensive approach to transportation impacts.

- **Mitigation Measure 16.1.5: Transit Service Enhancements.** The County of Alameda should complete a formal transportation plan that addresses the economic and social effects of inconvenient access and increased costs related to traveling to the site, and should implement feasible and effective measures that improve access to the East County Government Center Site.

Impact 16.1.6: Site 15A

NO IMPACT. The development of Site 15A as proposed would not be expected to result in any environmental justice impacts. As indicated in the discussion of the **East County Government Center** above, the site is located in a suburban area that is occupied by relatively affluent, nonminority populations associated with rapid new development. After the implementation of mitigation measures identified elsewhere in this EIS/EIR, none of the potential environmental impacts associated with this alternative would create permanent human health hazards, nor would they adversely affect a particular group of persons distinct from the overall population typical throughout the City, which tend to be middle-class, nonminority persons. Such a population is not the intended focus of the Environmental Justice Order, and therefore the Order does not apply. No environmental impacts to minority populations institutionalized in the County jail and federal correctional institution would occur.

Growth-Inducing and Cumulative Impacts

17.1 GROWTH-INDUCING IMPACTS

The proposed Juvenile Justice Facility and East County Hall of Justice projects are intended to address documented needs in the County for improved facilities. The proposed Projects would not induce population growth in the vicinity at any of the alternative sites considered in this EIS/EIR, but would accommodate the existing and projected level of service required to meet the demands of the County over the next 20 years or more.

The development program for the Juvenile Justice Facility has been studied over the past 10 years, with the most recent program verification completed in 2002 by MVE/Rosser. The program addresses the immediate need for a facility with 420 beds and five juvenile courts, and possible expansion to 450 beds and to 540 beds with six courts. The Alameda County Board of Supervisors would determine the timing of the expansion based on documented needs, in collaboration with the managing departments (see discussion of Juvenile Justice Facility purpose and need in Section 2.2, page 2-4).

The development program for the East County Hall of Justice has also been studied for several years, with the most recent program verification completed in 2002 by HLM Design/Muller & Caulfield Architects. The program addresses the need for 13 courts to serve the East County area with calendar assignments that reflect the type and volume of cases to be heard through the year 2020.

The development of these Projects at any of the sites evaluated in this EIS/EIR would be consistent with overall land use plans for the areas, in terms of density and intensity of use. The sites are each located in urban areas with adequate infrastructure to serve the demands for services, such as water and wastewater, so no substantial infrastructure improvements would be required which could lead to growth-inducement in neighboring areas.

Employment at any of the sites would be relatively small in comparison to the overall level of activity in the vicinity. Many of the employees (approximately 450 to 550 staff at the Juvenile Justice Facility, and approximately 300 staff at the East County Hall of Justice) would be drawn primarily from the existing labor supply serving these County functions, and limited new housing would be required to serve new employees. Considered in the context of Alameda County and the individual communities in which the projects could be located, the projects do not represent the introduction of large employment or economic generators. However, the

overall trend in the region is toward increased traffic congestion, a lack of affordable housing, and increased service demands that could outstrip the ability of cities and other agencies to provide for all of the long-term growth within and beyond the nine-County San Francisco Bay Area. Therefore, there is the potential for significant cumulative growth-inducing impacts.

17.2 CUMULATIVE IMPACTS

“Cumulative impacts” refer to two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts. The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present and reasonably foreseeable probably future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time (CEQA Guidelines, Section 15355). Cumulative impacts need not be discussed in detail if the incremental effect of a Project would not be “cumulatively considerable” (CEQA Guidelines, Section 15130(a)). Cumulatively considerable means that the incremental effects of an individual project are considerable when viewed in connection with the probable effects of past projects, the effects of other current projects, and the effects of probable future projects (CEQA Guidelines, Section 15065(c)). CEQA provides that, where significant cumulative effects may occur, the analysis may be based on a list of project producing related cumulative impacts, or a summary of projections contained in an adopted general plan or related planning document or in a prior adopted environmental document that describes area wide conditions.

NEPA contains similar definitions and provisions for analyzing cumulative impacts. Under NEPA, cumulative impacts are impacts that result from the environmental impact of the action when added to other past, present, and reasonably foreseeable future actions. Such impacts can result from individually minor but collectively significant actions over time (40 CFR Section 1508.7).

For purposes of this EIS/EIR, cumulative impacts have been assessed for the proposed action and each alternative. The geographic scope of the area affected by the cumulative effect of the proposed action is defined as the area surrounding each alternative site under consideration.

NO ACTION/NO PROJECT

The on-going operation of the existing Juvenile Hall Facility at the San Leandro site and the existing Gale-Shenone Courthouse in Pleasanton would not have any cumulatively considerable environmental effects. No construction would take place at either of those sites, and the County would not implement any other activity at the alternative sites evaluated in this EIS/EIR. On-going operations would not result in any change from existing conditions, so there would be no significant environmental effects that would combine with other cumulative projects. The significant unavoidable effect of continuing to operate the existing Juvenile Hall in San Leandro, i.e. exposure to seismic hazards, would be site-specific and similar to the exposure experienced by all of the County facilities at the San Leandro campus. Consequently, the No Action / No Project Alternative would not result in significant cumulative impacts.

EXISTING SAN LEANDRO PROPERTY

Cumulative Development Concept

Demolition of the existing San Leandro facility and construction of a new Juvenile Justice Facility at the San Leandro site would occur in an area that is already urbanized or set aside for open space purposes.

The Alameda County General Services Agency has initiated a master plan study of the Fairmont campus property (including the existing Fairmont Hospital, Juvenile Hall, and other land generally bounded by Fairmont Drive, Foothill Boulevard, and the existing residential areas) to determine asset values and possible disposition of portions of the site that do not meet the County's long-term needs, particularly the health care facilities that have deteriorated and are located in close proximity to the Hayward fault zone. Although reuse or replacement of the existing Fairmont Campus buildings may occur, specific development projects and land uses for the existing Fairmont Hospital, juvenile Hall and other County-owned land comprising the Fairmont Campus area have not been identified. Consequently, specific uses are considered speculative.

Other past, present, and probable future development in the vicinity would be under the auspices of the City of San Leandro. The City adopted a new General Plan in 2002 that addresses land use trends within the City and in the City's sphere of influence, which includes the Fairmont Campus area. The General Plan was evaluated in an Environmental Impact Report, which was certified and adopted by the City Council in May 2002. The City acknowledged the County's land use plans for the area and identified a need for continued cooperation in addressing neighborhood and commercial revitalization. The City also identified several areas of focused growth potential, including the Bayfair area and East 14th Street corridor. Based upon the City's growth projections contained in the adopted San Leandro General Plan, the changes anticipated in those districts would be substantially more intense than the proposed Juvenile Justice Facility, but are anticipated to occur over a long period of time in incremental and flexible stages that cannot be forecast at this time, as much of this development would only be initiated during favorable economic conditions.

Potential Environmental Effects

If the existing Fairmont Campus facilities are reused or replaced, likely impacts from some future development of the Fairmont Campus area might include temporary noise and dust impacts associated with demolition and construction activity (which could be cumulatively significant, depending on the amount of construction activity taking place in the vicinity at the time), vehicular traffic and transit demand within the area, and air pollutant emissions associated with that traffic. Additional service demands on water and wastewater providers, storm drainage systems, electrical and gas service, and other infrastructure could result from redevelopment of the site. However, those demands would be partially offset by a decrease in activity from the demolition or reduced use of existing facilities. No estimate of the net impacts is possible until the General Services Agency completes its study, and recommendations for specific uses are approved for further consideration by the Board of Supervisors. If the Juvenile Justice Facility is

approved for the existing San Leandro Property, then the campus master plan study described above would incorporate that decision in the preparation of the master plan, and would address any additional impacts and mitigation measures based on that decision.

The facilities study is not expected to be completed for several months, and the study's recommendations cannot be forecasted at this time. Because the future uses and results of the master planning effort are considered speculative, no projections are made in this EIS/EIR regarding the potential cumulative effect of development that may be recommended by that study. Any such recommended development would be subject to independent review and approval by the Board of Supervisors, including public notice and environmental impact assessment. Therefore, there are no cumulative impacts of other projects to be considered, and the Project's contribution would be limited to the direct effects of the Project as discussed in Chapters 4 through 16.

The implementation of individual projects in the change areas and elsewhere in the City of San Leandro would be subject to independent analysis by the City as they are proposed, and are dispersed over an area at least one-half mile away from the existing Juvenile Hall site. In the immediate vicinity of the site, limited development is anticipated.

Consequently, the project's incremental effects, in combination with the limited effects of anticipated/ reasonably foreseeable development in the immediate vicinity, would not be considered cumulatively considerable except for the following.

Traffic Modeling Pursuant to the Congestion Management Agency Methodology

Traffic modeling has been completed according to the Alameda County Congestion Management Agency guidelines for Year 2025 scenarios including 420 beds and 540 beds at the Juvenile Justice Facility. The results, shown in **Tables 17.1 and 17.2**, indicate that Interstate 580 near the Project site (north and south of 150th Avenue) would be adversely affected, changing from Level of Service (LOS) E to LOS F, and the Project would contribute traffic to roadway segments that are projected to already operate at unacceptable levels of service in 2025.

Mitigation Measures consistent with those proposed for short-term impacts (see Chapter 9, Transportation) would also apply to the long-term cumulative impacts of the Project.

- **Mitigation Measure 17.1.1a: Preserve and Enhance Transit Service in San Leandro.** The County of Alameda should coordinate with AC Transit service planners to ensure continued service at sufficient frequency and hours of operation to meet the needs of the Project and to provide a new bus stop at the main entrance to the facility.
- **Mitigation Measure 17.1.1b: TSM/TDM Program.** The County of Alameda should develop and implement a Transportation Systems Management/Transportation Demand Management program for this Project designed to reduce the use of single-occupant vehicles, particularly during peak hour periods. This program should include such strategies as on-site distribution of transit information and passes, provision of shuttle services to and from the BART station, participation in ridesharing services, preferential parking for vanpools and carpools, and potentially flexible or staggered work hours.

Table 17.1: Year 2025 CMA Roadway Analysis – Existing San Leandro Property – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-580 north of 159th Avenue																
Northbound	8,000	6,979	0.872	D	7,083	0.885	D	0.013	6,979	0.872	D	6,990	0.874	D	0.001	
Southbound	8,000	7,958	0.995	E	7,976	0.997	E	0.002	7,958	0.995	E	8,060	1.008	F	0.013	
I-580 north of 150th Avenue																
Northbound	8,000	7,955	0.994	E	7,982	0.998	E	0.003	7,955	0.994	E	8,108	1.014	F	0.019	
Southbound	8,000	8,198	1.025	F	8,353	1.044	F	0.019	8,198	1.025	F	8,215	1.027	F	0.002	
East 14th Street north of 150th Ave.																
Northbound	1,800	797	0.443	A	799	0.444	A	0.001	797	0.443	A	807	0.448	A	0.006	
Southbound	1,800	1,377	0.765	C	1,417	0.787	C	0.022	1,377	0.765	C	1,378	0.766	C	0.001	
East 14th Street south of Fairmont Dr.																
Northbound	1,800	699	0.388	A	716	0.398	A	0.009	699	0.388	A	701	0.389	A	0.001	
Southbound	1,800	1,235	0.686	B	1,238	0.688	B	0.002	1,235	0.686	B	1,252	0.696	B	0.009	
150th Avenue west of East 14th St.																
Eastbound	1,800	1,299	0.722	C	1,306	0.726	C	0.004	1,299	0.722	C	1,300	0.722	C	0.001	
Westbound	1,800	1,273	0.707	C	1,274	0.708	C	0.001	1,273	0.707	C	1,280	0.711	C	0.004	
Hesperian Blvd. south of 150th Ave.																
Northbound	1,800	1,807	1.004	F	1,814	1.008	F	0.004	1,807	1.004	F	1,808	1.004	F	0.001	
Southbound	1,800	1,755	0.975	E	1,756	0.976	E	0.001	1,755	0.975	E	1,762	0.979	E	0.004	

Table 17.2: Year 2025 CMA Roadway Analysis – Existing San Leandro Property – 540-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 north of 159th Avenue																	
Northbound	8,000	6,979	0.872	D	7,107	0.888	D	0.016	6,979	0.872	D	6,992	0.874	D	0.002		
Southbound	8,000	7,958	0.995	E	7,978	0.997	E	0.002	7,958	0.995	E	8,082	1.010	F	0.016		
I-580 north of 150th Avenue																	
Northbound	8,000	7,955	0.994	E	7,984	0.998	E	0.004	7,955	0.994	E	8,140	1.017	F	0.023		
Southbound	8,000	8,198	1.025	F	8,389	1.049	F	0.024	8,198	1.025	F	8,219	1.027	F	0.003		
East 14th Street north of 150th Ave.																	
Northbound	1,800	797	0.443	A	799	0.444	A	0.001	797	0.443	A	810	0.450	A	0.007		
Southbound	1,800	1,377	0.765	C	1,439	0.800	C	0.035	1,377	0.765	C	1,379	0.766	C	0.001		
East 14th Street south of Fairmont Dr.																	
Northbound	1,800	699	0.388	A	720	0.400	A	0.012	699	0.388	A	701	0.389	A	0.001		
Southbound	1,800	1,235	0.686	B	1,238	0.688	B	0.002	1,235	0.686	B	1,256	0.698	B	0.012		
150th Avenue west of East 14th St.																	
Eastbound	1,800	1,299	0.722	C	1,307	0.726	C	0.005	1,299	0.722	C	1,301	0.723	C	0.001		
Westbound	1,800	1,273	0.707	C	1,276	0.709	C	0.002	1,273	0.707	C	1,294	0.719	C	0.012		
Hesperian Blvd. south of 150th Ave.																	
Northbound	1,800	1,807	1.004	F	1,815	1.008	F	0.005	1,807	1.004	F	1,809	1.005	F	0.001		
Southbound	1,800	1,755	0.975	E	1,757	0.976	E	0.001	1,755	0.975	E	1,763	0.980	E	0.005		

Resulting level of Significance. Even with implementation of Measure 17.4.2a and 17.4.2b, the Project's contribution of traffic to I-580 would be a significant and unavoidable effect.

GLENN DYER DETENTION FACILITY

Cumulative Development Concept

The conversion of the existing Glenn Dyer facility from a jail that housed adult detainees to a juvenile detention facility would not be expected to have cumulatively considerable effects on the environment. Although the Project would entail the construction of a new tower in the middle portion of the block to accommodate the required outdoor recreation areas, overall employment and activity at the site would increase only marginally, and the number of detainees would decrease from approximately 550 to 420. Existing employment at the site, from the mid-1980's when the facility opened to mid-2002 when the facility closed, included over 200 Sheriff's department staff plus medical, food service, and other support personnel. Typical shifts included 60 to 70 employees, with a daily visitor count of approximately 300 persons. The proposed Juvenile Justice Facility would have an estimated employment of approximately 400 persons for 420 beds, with a typical daytime shift of approximately 200 staff. Average daily public visits would be approximately 300 persons for the Juvenile Justice Facility. Juvenile courts and administration functions would not be provided at this site.

Current development activity in the vicinity of the Glenn Dyer facility includes Preservation Park Phase III (92 townhouses currently under construction), the Housewives Market (Phase I, with approximately 90 units is expected to begin construction later in 2002, Phase II with approximately the same number of units is not expected to begin construction until later), the Arioso project (approved for 88 units), and the City Center project (primarily office uses, with Building T-9 completed and other buildings approved but not yet under construction). Across I-880 to the south, development activity includes the development project at Third Street and Broadway (115 residential units, 11,000 square feet of retail and the possibility of 57,500 square feet of office space, approved but not yet in construction), the 300 Harrison project (91 residential units, including 10 live-work units, currently under environmental review) and the 426 Alice project (94 residential units and 9,800 square feet of office space, approved but not yet in construction), among others. Each of these projects have been subject to environmental impact review by the City, with appropriate mitigation measures as needed.

In addition, development associated with Phase II of the Jack London Square improvements could include expansion of the movie theater by 1,500 net new seats, construction of a hotel at the site of the former Jack London Village, and construction of a three-story building supporting up to 57,000 square feet of mixed uses on the Marina Green, although none of these projects have been formally submitted to the City of Oakland for review. These projects would also be subject to independent environmental review by the City. In general, these projects are consistent with the General Plan and zoning for the area.

Potential Environmental Effects

The proposed conversion and expansion of the existing Glenn Dyer facility to support juvenile detainees would contribute toward some of the cumulative effects identified in the Draft Environmental Impact Report on the Oakland General Plan Land Use and Transportation Element (City of Oakland, 1997). The City conservatively determined that traffic increases, air

pollution (construction, traffic and operations), noise (construction and traffic), wind (for highrises), and public service impacts City-wide could be significant and unavoidable, even after implementation of the General Plan policies and programs and recommended mitigation measures. However, specific analyses for the Glenn Dyer site vicinity, designated the Downtown Showcase District, showed that no significant impacts would occur for transportation-related air pollution. The City also determined that some impacts that might be significant could be mitigated through the adoption of additional policies and programs. Those included land use conflicts, traffic, population and housing, public services, air quality, aesthetics, damage to archaeological and historic resources, noise compatibility, and exposure to hazardous waste.

Regarding transportation impacts, the City of Oakland specifically considered projects in the Downtown Showcase District near the Glenn Dyer site and found that several key projects would generate approximately 3,840 a.m. peak hour trips and 5,309 p.m. peak hour trips, and the local intersections were expected to operate at acceptable levels of service (LOS A through D) with the exception of 12th Street / Brush Street. Mitigation was proposed to increase the cycle length for that intersection, thereby reducing that impact to less-than-significant. The Juvenile Justice Facility at the Glenn Dyer site is estimated to generate approximately 353 a.m. peak hour trips, and 311 p.m. peak hour trips. This projection does not account for the fact that the existing Glenn Dyer jail also contributed similar trips to the area while it was in operation. Overall, the net contribution to the local traffic conditions is less than significant, and would not be cumulatively considerable.

Regarding noise impacts, the City of Oakland determined that the Downtown Showcase District, as a focus of activity, could be exposed to substantial construction noise, as well as transportation-related noise. Mitigation measures similar to those proposed in this EIS/EIR were recommended to reduce these impacts to the degree feasible. However, construction noise was determined to be significant and unavoidable. Development of the Juvenile Justice Facility at the Glenn Dyer site would contribute to this significant unavoidable impact, falling within the overall projected noise context for the Downtown Showcase District. Traffic noise was estimated to increase up to 3 decibels as a result of development and traffic projected for the Downtown Showcase District. The City of Oakland determined that this impact was less than significant because the overall noise levels would be acceptable for the proposed land uses in the area. Development of the proposed Juvenile Justice Facility at the Glenn Dyer site would add to the traffic noise in the vicinity. However, this EIS/EIR concludes that given the severe traffic noise environment in the area resulting from traffic on I-880, Project-related traffic would not cause any substantial increases in traffic noise in the area.

Air quality impacts are cumulative in the sense that additional construction, traffic and operations add to the emissions in the air basin and can affect the region's air quality. The Project would contribute to the regional diesel emissions during construction, including PM10, ozone precursors, and TACs. The project's contribution would be reduced with the implementation of mitigation measures, including the use of alternative fuels, but would remain significant for the approximate 18-month construction period in Oakland and during the demolition activity at the existing Juvenile Hall in San Leandro. If other construction is occurring in the vicinity during the Project activity, the Project could be said to contribute a

cumulatively considerable amount to that impact, and vice versa. Other emissions due to traffic and general operations would not be cumulatively considerable, based on the project-specific analysis contained in this EIS/EIR.

The Project's visual impacts would cumulatively add to the intensification of the downtown area expected as part of the General Plan's designation as a "Change and Grow" area and showcase district, but the Project's contribution would be less than significant as the impact of the Project itself would not detract substantially from the visual character of the area and other development in the area is similarly expected to be compatible with the surroundings as a result of City design review.

Demand for public services would increase incrementally as a result of the Project, but would not contribute a substantial burden to the City, as the site would be reused for a similar use as has been existing since 1984 when the facility originally opened as an adult jail. Cumulative development in the downtown area could result in a considerable increase in demand, as higher intensity uses are built at vacant or underutilized sites. That impact is addressed in the City of Oakland EIR for the General Plan and Showcase District projects, and was found to be less than significant after mitigation. The Project's contribution would be a less than significant cumulative impact.

The Project would not contribute to the hazardous materials impacts identified in the General Plan because there would be no disturbance of hazardous waste, or use/disposal of hazardous materials at the site.

Traffic Modeling Pursuant to the Congestion Management Agency Methodology

Traffic modeling has been completed according to the Alameda County Congestion Management Agency guidelines for Year 2025 scenarios including 420 beds at the Juvenile Justice Facility at the Glenn Dyer Detention Facility. The results, shown in **Table 17.3**, indicate that no CMA-designated roadways would be adversely affected by background traffic or the project.

Table 17.3: Year 2025 CMA Roadway Analysis – Glenn Dyer Detention Facility – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2025 No Project			2025 + Project			Change in VIC	2025 No Project			2025 + Project			Change in VIC
		Volume	VIC	LOS	Volume	VIC	LOS		Volume	VIC	LOS	Volume	VIC	LOS	
I-880 south of Broadway															
Northbound	10,000	8,059	0.806	D	8,065	0.807	D	0.001	8,059	0.806	D	8,240	0.824	D	0.018
Southbound	10,000	6,919	0.692	B	7,127	0.713	C	0.021	6,919	0.692	B	6,924	0.692	B	0.001
I-880 north of Union Street															
Northbound	6,000	3,953	0.659	B	3,970	0.662	B	0.003	3,953	0.659	B	3,953	0.659	B	0.000
Southbound	6,000	4,373	0.729	C	4,374	0.729	C	0.000	4,373	0.729	C	4,388	0.731	C	0.002
I-980 east of 12th Street															
Eastbound	6,000	2,945	0.491	A	2,947	0.491	A	0.000	2,945	0.491	A	3,005	0.501	A	0.010
Westbound	6,000	1,576	0.263	A	1,645	0.274	A	0.012	1,576	0.263	A	1,578	0.263	A	0.000
7th Street north of Jefferson Street															
Southbound	3,600	573	0.159	A	676	0.188	A	0.029	573	0.159	A	575	0.160	A	0.001
Broadway east of 7th Street															
Eastbound	2,700	164	0.061	A	164	0.061	A	0.000	164	0.061	A	164	0.061	A	0.000
Westbound	2,700	362	0.134	A	367	0.136	A	0.002	362	0.134	A	507	0.188	A	0.054
Brush Street east of 7 th Street															
Westbound	2,700	414	0.153	A	483	0.179	A	0.026	414	0.153	A	416	0.154	A	0.001
Castro Street east of 12th Street															
Eastbound	2,700	107	0.040	A	109	0.040	A	0.001	107	0.040	A	167	0.062	A	0.022

PARDEE/SWAN SITE

Cumulative Development Concept

There are two major development projects in the vicinity of the Pardee/Swan site that, in combination with the construction and operation of the proposed Juvenile Justice Center, would be expected to make cumulatively considerable contributions to local traffic (with related effects on noise and air quality along roadways in the vicinity of the site).

The proposed expansion of the Oakland International Airport is anticipated to accommodate future growth in the number of passengers using the airport. In this instance, the airport expansion project would only make a cumulatively considerable contribution to traffic on local roadways if the anticipated growth in airline passengers actually materializes. It is possible that, given recent shifts in travel patterns and continuing concern regarding threats to airline safety, the airport expansion project may not actually be needed to accommodate a significant increase in the number of airline passengers for the foreseeable future.

The Port of Oakland's Metroport project, on a site near the Hegenberger Road/I-880 interchange, is currently undergoing environmental review. If developed as currently proposed, this project would result in 1.3 million square feet of new office space, approximately 50,000 square feet of retail space, a 350-room hotel, two parking structures and a station on the proposed rail link between the existing BART line and the Oakland International Airport. Although this project could be expected to make a significant cumulative contribution to local traffic congestion at buildout, given the current economic climate, development at this site would not be expected to begin before 2005.

The City of Oakland also designates the Pardee/Swan area as part of the Airport / Gateway Showcase District, and a "Change and Grow" area. The Project's contribution to the cumulative impact of the overall growth in the area would be less than significant based on the level of development anticipated in the vicinity under current land use regulations.

Although Hegenberger Road between I-880 and Doolittle Road is identified as potentially operating at unacceptable levels of service in 2005 with General Plan-based development, mitigation measures undertaken by the City and Port, particularly the Airport Roadway Project, would reduce this impact to less-than-significant. The Project's contribution of 140 to 180 peak hour trips on this roadway not would be cumulatively considerable in light of the projected overall 3,855 vehicles estimated to use this roadway segment in 2005.

Taken together, however, the Juvenile Justice Facility, the two major development projects in the vicinity, and other development likely to occur over the life of the Project would make a cumulatively considerable contribution to local traffic congestion.

This increase in the number of vehicles using local roadways would, in turn, contribute to a cumulative increase in ambient noise levels in the vicinity of these roadways, and could be expected to also contribute to a cumulative increase in air pollution within the region. However, the Project's contribution to the noise environment is considered less than significant at this location because few sensitive receptors are nearby. Traffic noise along Hegenberger Road due

to cumulative development is projected to decrease in the short term due to the shift in traffic to 98th Avenue, and increase by less than 1 dB, to approximately 70 dB in the long term as cumulative development occurs. Noise along 98th Avenue is similarly projected to increase less than 1 dB, which would be unnoticeable to the average person. The overall noise setting would remain compatible with the planned land uses in the area and the Project's contribution would be less than significant.

Significant air pollution contributions would occur primarily during construction, due to the use of heavy equipment. Other air pollutants would contribute to the regional ozone precursors and PM10, but would be less than significant after mitigation.

Hazardous materials at the site would be handled according to regulatory mandates, and would not present cumulative hazards.

As indicated in Chapter 5 of this EIS/EIR, development of the Pardee/Swan site as proposed would obstruct views of the shoreline from the trail along the San Leandro Channel, a significant and unavoidable impact. Taken within the context of development in the vicinity that has also blocked views from the trail to the shoreline to some extent, this would be regarded as a cumulatively considerable impact of the Project that would be significant and unavoidable.

The provision of public services and utilities at the Pardee/Swan site would not present any significant obstacles. Implementation of mitigation measures identified in Chapter 13 and Chapter 14 of this EIS/EIR would reduce potentially significant Project-related impacts associated with solid waste disposal and wastewater infrastructure capacity constraints, respectively, to a level of less than significant. Although development of this site as proposed would increase demand for public services and utilities incrementally, this would be regarded as a less than significant impact, as these are currently provided to all developed parcels in the vicinity. The Project-related effects associated with public services and utilities, taken within the context of the level of development ultimately anticipated in the surrounding area under current land use regulations, would represent a less than significant cumulative impact.

Traffic Modeling Pursuant to the Congestion Management Agency Methodology

Traffic modeling has been completed according to the Alameda County Congestion Management Agency guidelines for Year 2025 scenarios including 420 beds and 540 beds at the Juvenile Justice Facility at the Pardee/Swan Site. The results, shown in **Tables 17.4 and 17.5**, indicate that the 420-bed and 540-bed scenarios would contribute to unacceptable travel conditions on southbound Interstate 880 south of 98th Avenue (LOS F) in the p.m. peak hour. The 420-bed scenario would contribute approximately 140 peak hour vehicles and the 540-bed scenario would contribute approximately 175 peak hour trips to a background of approximately 8,500 vehicles in 2025.

Cumulative impact mitigation consistent with that proposed for short-term impacts (see Chapter 9, Transportation) would also apply to the long-term cumulative impacts of the Project.

Table 17.4: Year 2025 CMA Roadway Analysis – Pardee/Swan Site – 420-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-880 south of 98th Avenue																
Northbound	8,000	7,571	0.946	E	7,707	0.963	E	0.017	7,571	0.946	E	7,575	0.947	E	0.001	
Southbound	8,000	8,455	1.057	F	8,459	1.057	F	0.000	8,455	1.057	F	8,591	1.074	F	0.017	
I-880 north of Hegenberger Rd.																
Northbound	8,000	7,300	0.913	E	7,304	0.913	E	0.001	7,300	0.913	E	7,436	0.930	E	0.017	
Southbound	8,000	7,369	0.921	E	7,505	0.938	E	0.017	7,369	0.921	E	7,373	0.922	E	0.001	
Doolittle Drive north of Swan Way																
Northbound	1,800	362	0.201	A	362	0.201	A	0.000	362	0.201	A	377	0.209	A	0.008	
Southbound	1,800	350	0.194	A	365	0.203	A	0.008	350	0.194	A	350	0.194	A	0.000	
Doolittle Drive South of Airport Dr.																
Northbound	1,800	1,570	0.872	D	1,586	0.881	D	0.009	1,570	0.872	D	1,570	0.872	D	0.000	
Southbound	1,800	1,419	0.788	C	1,419	0.788	C	0.000	1,419	0.788	C	1,435	0.797	C	0.009	
Airport Drive north of 98th Avenue																
Northbound	1,800	790	0.439	A	931	0.517	A	0.078	790	0.439	A	794	0.441	A	0.002	
Southbound	1,800	765	0.425	A	769	0.427	A	0.002	765	0.425	A	906	0.503	A	0.078	
Hegenberger Rd. east of Airport Dr.																
Eastbound	2,700	2,204	0.816	D	2,208	0.818	D	0.001	2,204	0.816	D	2,340	0.867	D	0.050	
Westbound	2,700	1,144	0.424	A	1,280	0.474	A	0.050	1,144	0.424	A	1,148	0.425	A	0.001	
98th Avenue east of Airport Drive																
Eastbound	2,700	1,061	0.393	A	1,065	0.394	A	0.001	1,061	0.393	A	1,197	0.443	A	0.050	
Westbound	2,700	190	0.070	A	326	0.121	A	0.050	190	0.070	A	194	0.072	A	0.001	

Table 17.5: Year 2025 CMA Roadway Analysis – Pardee/Swan Site - 540-bed Scenario

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-880 south of 98th Avenue																	
Northbound	8,000	7,571	0.946	E	7,746	0.968	E	0.022	7,571	0.946	E	7,576	0.947	E	0.001		
Southbound	8,000	8,455	1.057	F	8,460	1.058	F	0.001	8,455	1.057	F	8,630	1.079	F	0.022		
I-880 north of Hegenberger Rd.																	
Northbound	8,000	7,300	0.913	E	7,305	0.913	E	0.001	7,300	0.913	E	7,475	0.934	E	0.022		
Southbound	8,000	7,369	0.921	E	7,544	0.943	E	0.022	7,369	0.921	E	7,374	0.922	E	0.001		
Doolittle Drive north of Swan Way																	
Northbound	1,800	362	0.201	A	363	0.202	A	0.001	362	0.201	A	381	0.212	A	0.011		
Southbound	1,800	350	0.194	A	369	0.205	A	0.011	350	0.194	A	351	0.195	A	0.001		
Doolittle Drive South of Airport Dr.																	
Northbound	1,800	1,570	0.872	D	1,590	0.883	D	0.011	1,570	0.872	D	1,570	0.872	D	0.000		
Southbound	1,800	1,419	0.788	C	1,419	0.788	C	0.000	1,419	0.788	C	1,439	0.799	C	0.011		
Airport Drive north of 98th Avenue																	
Northbound	1,800	790	0.439	A	971	0.539	A	0.101	790	0.439	A	795	0.442	A	0.003		
Southbound	1,800	765	0.425	A	770	0.428	A	0.003	765	0.425	A	946	0.526	A	0.101		
Hegenberger Rd. east of Airport Dr.																	
Eastbound	2,700	2,204	0.816	D	2,209	0.818	D	0.002	2,204	0.816	D	2,379	0.881	D	0.065		
Westbound	2,700	1,144	0.424	A	1,319	0.489	A	0.065	1,144	0.424	A	1,149	0.426	A	0.002		
98th Avenue east of Airport Drive																	
Eastbound	2,700	1,061	0.393	A	1,066	0.395	A	0.002	1,061	0.393	A	1,236	0.458	A	0.065		
Westbound	2,700	190	0.070	A	365	0.135	A	0.065	190	0.070	A	195	0.072	A	0.002		

- **Mitigation Measure 17.1.3a: TSM/TDM Program.** The County of Alameda should develop and implement a Transportation Systems Management/Transportation Demand Management program for this Project designed to reduce the use of single-occupant vehicles, particularly during peak hour periods. This program should include such strategies as on-site distribution of transit information and passes, provision of shuttle services to and from the BART station, participation in ridesharing services, preferential parking for vanpools and carpools, and potentially flexible or staggered work hours.

Resulting level of Significance. Even with implementation of Measure 17.4.3a, the Project's contribution of traffic to I-580 would be a significant and unavoidable effect.

EAST COUNTY GOVERNMENT CENTER AND SITE 15A

Cumulative Development Concept

In addition to the Juvenile Justice Facility and the East County Hall of Justice, the County may eventually develop the total amount of development potential allocated to the East County Government Center site by the *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998). In addition to the 425,000-square foot Juvenile Justice Facility and the 195,000-square foot Hall of Justice, approximately 260,000 square feet of office space also could be developed under the adopted *Eastern Dublin Specific Plan*. If this site is selected, the County could develop the additional offices as the need arises and funds become available. If permanent County facilities became available, the office space leased by the County in the area (currently about 5,000 square feet) would likely be vacated and made available to private commercial operations.

The development of the East County Government Center site (approximately 40 acres) would occur in the context of the overall City of Dublin General Plan, including the East Dublin Specific Plan (EDSP) and the East Dublin Properties, as well as the Transit Center plan amendment. These plans provide for the eventual development of approximately 7,000 acres of land with 18,000 housing units, and 10.5 million square feet of commercial / institutional uses, as well as parks, schools, and open space, and including the East County Government Center. Of this area, approximately 5,000 acres are planned for such development, with the remainder currently designated for large parcel residential and agriculture.

Development in the project area would be in accordance with the *Eastern Dublin Specific Plan* (Wallace Roberts & Todd, 1998). Consistent with this specific plan, two projects may occur in the vicinity of the East County Government Center site that, when combined with the Proposed Action, may result in some significant cumulative impacts. These projects are the Dublin Transit Center, which has recently been approved by the City of Dublin's City Council, and the East County Government Center Offices.

Potential Environmental Effects

Biology

Development of either the East County Government Center site or Site 15A, when viewed within the context of other development taking place within the Dublin area, would result in a reduction in habitat suitable for Congdon's tarplant within the area, and would also contribute to a potentially significant cumulative loss of wetlands within the region. Although some development in Eastern Dublin may result in habitat loss for other federally- and state-listed species, the proposed Project would not contribute to impacts associated with these habitats.

Traffic Modeling Pursuant to the Congestion Management Agency Methodology

Traffic modeling has been completed according to the Alameda County Congestion Management Agency guidelines for Year 2025 scenarios including 420 beds and 540 beds at the Juvenile Justice Facility at the East County Government Center Site and Site 15A. The results are shown in **Tables 17.6 through 17.11**.

Development of the East County Government Center site and Site 15A under any of the six scenarios evaluated would contribute traffic to roadway segments expected to experience unacceptable levels of service (LOS F) in 2025. These roadway segments are I-580 east of Tassajara Road during the p.m. peak hour (eastbound traffic – a project-related increase of up to approximately 1.9 percent in the number of peak hour trips), Dougherty Road south of Dublin Boulevard during the a.m. and p.m. peak hours (northbound and southbound traffic during both peak periods – a project-related increase of up to approximately 7.6 percent in the total number of peak hour trips), and Dublin Boulevard east of Dougherty Road during the p.m. peak hour (westbound traffic – a project-related increase of up to approximately 5.7 percent in the total number of peak hour trips). Under the East County Government Center 540-bed scenario with 13 courtrooms, I-580 east of Tassajara Road during the a.m. peak hour (westbound traffic), the project would also contribute traffic resulting in LOS F along this roadway segment (a project-related increase of approximately 1.5 percent in the total number of peak hour trips). Project-related contributions to unacceptable levels of congestion on these roadway segments could be regarded as cumulatively considerable.

Mitigation Measures intended to address these impacts are consistent with those recommended for the Project's short-term impacts on regional roadways (see Chapter 9, Transportation), including the following:

- **Mitigation Measure 17.1.5a and 17.1.6a: TSM/TDM Program.** The County of Alameda should implement a Transportation Systems Management/Transportation Demand Management program for this Project designed to reduce the use of single-occupant vehicles, particularly during peak hour periods. This program should include such strategies as on-site distribution of transit information and passes, provision of shuttle services to and from the BART station, participation in ridesharing services, preferential parking for vanpools and carpools, and potentially flexible or staggered work hours.

- **Mitigation Measure 17.1.5b and 17.1.6b: Enhanced Transit Program.** The County of Alameda should implement an enhanced transit program designed to improve access to the Project, with particular emphasis on expanding LAVTA route coverage and hours serving the site. Such a program should also consider the potential for participation in funding LAVTA shuttle services to and from the BART station.
- **Mitigation Measure 17.1.5c and 17.1.6c: TVTC Fees.** The County of Alameda should contribute a proportionate amount to regional transportation mitigation programs as determined by the current Tri-Valley Transportation Council fee program. Regional improvements that may be implemented through use of these fees may include enhanced rail and feeder bus transit services, construction or upgrading of I-580 and/or I-680 freeways, and/or construction or upgrading of alternative road corridors to relieve demand on the I-580 and I-680 freeways.

Resulting level of Significance. Even with implementation of Measure 17.4.5a, b, and c, and 17.4.6a, b and c above, the Project's contribution of traffic to I-580, Dougherty Road and Dublin Blvd. could be a significant and unavoidable effect because funding may not be adequate to provide for implementation of all of the necessary mitigation measures planned for the Tri-Valley.

Table 17.6: Year 2025 CMA Roadway Analysis – East County Government Center Site – Scenario A1 - 420-bed Juvenile Justice Facility and 13-Court Hall of Justice

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-580 east of Tassajara Road																
Eastbound	9,000	6,609	0.734	C	6,645	0.738	C	0.004	9,452	1.050	F	9,639	1.071	F	0.021	
Westbound	9,000	8,863	0.985	E	8,991	0.999	E	0.014	6,636	0.737	C	6,664	0.740	C	0.003	
I-580 west of Hopyard Road																
Eastbound	9,000	5,285	0.587	A	5,803	0.645	B	0.058	7,449	0.828	D	7,563	0.840	D	0.013	
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029	
I-680 North of I-580																
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000	
Southbound	7,000	6,145	0.661	B	6,197	0.661	B	0.000	6,248	0.661	B	6,259	0.661	B	0.000	
I-680 South of I-580																
Northbound	6,000	5,001	0.830	D	5,182	0.830	D	0.000	5,876	0.830	D	5,916	0.830	D	0.000	
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000	
Dougherty Rd. south of Dublin Blvd.																
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018	
Southbound	2,700	2,794	1.035	F	2,840	1.052	F	0.017	3,302	1.223	F	3,513	1.301	F	0.078	
Dublin Blvd. east of Dougherty Rd.																
Eastbound	2,700	2,017	0.747	C	2,332	0.864	D	0.117	2,130	0.789	C	2,200	0.815	D	0.026	
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059	
Tassajara Rd. south of Dublin Blvd.																
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006	
Southbound	3,600	2,301	0.639	B	2,321	0.645	B	0.006	1,833	0.509	A	1,924	0.534	A	0.025	

Table 17.7: Year 2025 CMA Roadway Analysis – East County Government Center Site – Scenario A2 - 540-bed Juvenile Justice Facility and 13-Court East County Hall of Justice

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR							
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C	
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS		
I-580 east of Tassajara Road																
Eastbound	9,000	6,609	0.734	C	6,617	0.735	C	0.001	9,452	1.050	F	9,516	1.057	F	0.007	
Westbound	9,000	8,863	0.985	E	9,005	1.001	F	0.016	6,636	0.737	C	6,665	0.741	C	0.003	
I-580 west of Hopyard Road																
Eastbound	9,000	5,285	0.587	A	5,863	0.651	B	0.064	7,449	0.828	D	7,570	0.841	D	0.013	
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029	
I-680 North of I-580																
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000	
Southbound	7,000	6,145	0.661	B	6,203	0.661	B	0.000	6,248	0.661	B	6,260	0.661	B	0.000	
I-680 South of I-580																
Northbound	6,000	5,001	0.830	D	5,203	0.830	D	0.000	5,876	0.830	D	5,918	0.830	D	0.000	
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000	
Dougherty Rd. south of Dublin Blvd.																
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018	
Southbound	2,700	2,794	1.035	F	2,845	1.054	F	0.019	3,302	1.223	F	3,539	1.301	F	0.088	
Dublin Blvd. east of Dougherty Rd.																
Eastbound	2,700	2,017	0.747	C	2,369	0.877	D	0.130	2,130	0.789	C	2,203	0.816	D	0.027	
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059	
Tassajara Rd. south of Dublin Blvd.																
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006	
Southbound	3,600	2,301	0.639	B	2,321	0.645	B	0.006	1,833	0.509	A	1,924	0.534	A	0.025	

Table 17.8: Year 2025 CMA Roadway Analysis – East County Government Center Site – Scenario B – 13-Court East County Hall of Justice Only

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS	
I-580 east of Tassajara Road															
Eastbound	9,000	6,609	0.734	C	6,617	0.735	C	0.001	9,452	1.050	F	9,516	1.057	F	0.007
Westbound	9,000	8,863	0.985	E	8,938	0.993	E	0.008	6,636	0.737	C	6,658	0.740	C	0.002
I-580 west of Hopyard Road															
Eastbound	9,000	5,285	0.587	A	5,592	0.621	B	0.034	7,449	0.828	D	7,539	0.838	D	0.010
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029
I-680 North of I-580															
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000
Southbound	7,000	6,145	0.661	B	6,176	0.661	B	0.000	6,248	0.661	B	6,257	0.661	B	0.000
I-680 South of I-580															
Northbound	6,000	5,001	0.830	D	5,108	0.830	D	0.000	5,876	0.830	D	5,908	0.830	D	0.000
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000
Dougherty Rd. south of Dublin Blvd.															
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018
Southbound	2,700	2,794	1.035	F	2,822	1.045	F	0.010	3,302	1.223	F	3,421	1.267	F	0.044
Dublin Blvd. east of Dougherty Rd.															
Eastbound	2,700	2,017	0.747	C	2,204	0.816	D	0.069	2,130	0.789	C	2,186	0.810	D	0.021
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059
Tassajara Rd. south of Dublin Blvd.															
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006
Southbound	3,600	2,301	0.639	B	2,313	0.643	B	0.003	1,833	0.509	A	1,885	0.524	A	0.014

Table 17.9: Year 2025 CMA Roadway Analysis – East County Government Center Site and Site 15A – Scenario C1 - 420-bed JJF at East County Government Center and ECHOJ at Site 15A

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 east of Tassajara Road																	
Eastbound	9,000	6,609	0.734	C	6,617	0.735	C	0.001	9,452	1.050	F	9,516	1.057	F	0.007		
Westbound	9,000	8,863	0.985	E	8,938	0.993	E	0.008	6,636	0.737	C	6,649	0.739	C	0.001		
I-580 west of Hopyard Road																	
Eastbound	9,000	5,285	0.587	A	5,786	0.643	B	0.056	7,449	0.828	D	7,558	0.840	D	0.012		
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029		
I-680 North of I-580																	
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000		
Southbound	7,000	6,145	0.661	B	6,195	0.661	B	0.000	6,248	0.661	B	6,259	0.661	B	0.000		
I-680 South of I-580																	
Northbound	6,000	5,001	0.830	D	5,176	0.830	D	0.000	5,876	0.830	D	5,914	0.830	D	0.000		
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000		
Dougherty Rd. south of Dublin Blvd.																	
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018		
Southbound	2,700	2,794	1.035	F	2,844	1.053	F	0.019	3,302	1.223	F	3,528	1.307	F	0.084		
Dublin Blvd. east of Dougherty Rd.																	
Eastbound	2,700	2,017	0.747	C	2,348	0.870	D	0.123	2,130	0.789	C	2,205	0.817	D	0.028		
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059		
Tassajara Rd. south of Dublin Blvd.																	
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006		
Southbound	3,600	2,301	0.639	B	2,310	0.642	B	0.003	1,833	0.509	A	1,878	0.522	A	0.013		

Table 17.10: Year 2025 CMA Roadway Analysis – East County Government Center Site and Site 15A – Scenario C2 - 540-bed JJF at East County Government Center and ECHOJ at Site 15A

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR						
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS	
I-580 east of Tassajara Road															
Eastbound	9,000	6,609	0.734	C	6,617	0.735	C	0.001	9,452	1.050	F	9,516	1.057	F	0.007
Westbound	9,000	8,863	0.985	E	8,952	0.995	E	0.010	6,636	0.737	C	6,651	0.739	C	0.002
I-580 west of Hopyard Road															
Eastbound	9,000	5,285	0.587	A	5,847	0.650	B	0.062	7,449	0.828	D	7,565	0.841	D	0.013
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029
I-680 North of I-580															
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000
Southbound	7,000	6,145	0.661	B	6,201	0.661	B	0.000	6,248	0.661	B	6,260	0.661	B	0.000
I-680 South of I-580															
Northbound	6,000	5,001	0.830	D	5,198	0.830	D	0.000	5,876	0.830	D	5,917	0.830	D	0.000
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000
Dougherty Rd. south of Dublin Blvd.															
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018
Southbound	2,700	2,794	1.035	F	2,849	1.055	F	0.020	3,302	1.223	F	3,554	1.316	F	0.093
Dublin Blvd. east of Dougherty Rd.															
Eastbound	2,700	2,017	0.747	C	2,386	0.884	D	0.137	2,130	0.789	C	2,208	0.818	D	0.029
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059
Tassajara Rd. south of Dublin Blvd.															
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006
Southbound	3,600	2,301	0.639	B	2,313	0.643	B	0.003	1,833	0.509	A	1,889	0.525	A	0.016

**Table 17.11: Year 2025 CMA Roadway Analysis – Site 15A – Scenario D
Only the East County Hall of Justice at Site 15A**

Location	Capacity	AM PEAK HOUR							PM PEAK HOUR								
		2025 No Project			2025 + Project			Change in V/C	2025 No Project			2025 + Project			Change in V/C		
		Volume	V/C	LOS	Volume	V/C	LOS		Volume	V/C	LOS	Volume	V/C	LOS			
I-580 east of Tassajara Road																	
Eastbound	9,000	6,609	0.734	C	6,617	0.735	C	0.001	9,452	1.050	F	9,516	1.057	F	0.007		
Westbound	9,000	8,863	0.985	E	8,886	0.987	E	0.003	6,636	0.737	C	6,643	0.738	C	0.001		
I-580 west of Hopyard Road																	
Eastbound	9,000	5,285	0.587	A	5,576	0.620	B	0.032	7,449	0.828	D	7,534	0.837	D	0.009		
Westbound	9,000	8,010	0.890	D	8,042	0.894	D	0.004	7,475	0.831	D	7,736	0.860	D	0.029		
I-680 North of I-580																	
Northbound	6,000	5,529	0.903	E	5,532	0.903	E	0.000	6,463	0.903	E	6,489	0.903	E	0.000		
Southbound	7,000	6,145	0.661	B	6,174	0.661	B	0.000	6,248	0.661	B	6,257	0.661	B	0.000		
I-680 South of I-580																	
Northbound	6,000	5,001	0.830	D	5,103	0.830	D	0.000	5,876	0.830	D	5,906	0.830	D	0.000		
Southbound	6,000	5,397	0.748	C	5,408	0.748	C	0.000	5,241	0.748	C	5,332	0.748	C	0.000		
Dougherty Rd. south of Dublin Blvd.																	
Northbound	2,700	3,694	1.368	F	3,805	1.409	F	0.041	4,154	1.539	F	4,203	1.557	F	0.018		
Southbound	2,700	2,794	1.035	F	2,826	1.047	F	0.012	3,302	1.223	F	3,437	1.273	F	0.050		
Dublin Blvd. east of Dougherty Rd.																	
Eastbound	2,700	2,017	0.747	C	2,221	0.823	D	0.076	2,130	0.789	C	2,191	0.811	D	0.023		
Westbound	2,700	1,949	0.722	C	1,969	0.729	C	0.007	2,759	1.022	F	2,918	1.081	F	0.059		
Tassajara Rd. south of Dublin Blvd.																	
Northbound	3,600	1,700	0.472	A	1,748	0.486	A	0.013	2,396	0.666	B	2,417	0.671	B	0.006		
Southbound	3,600	2,301	0.639	B	2,302	0.639	B	0.000	1,833	0.509	A	1,836	0.510	A	0.001		

Traffic Impact Analysis Pursuant to the Tri-Valley Transportation Model

This Year 2025 cumulative scenario is conducted in addition to the CMA analysis above, to address the local practice in the Tri-Valley area, which is to use the Tri-Valley Transportation Model (TVTM) to evaluate how well study intersections are expected to serve the traffic generated from by full buildout of nearby approved projects, plus the proposed Project. The proposed project in the cumulative scenario consists of a Juvenile Justice Facility, an East County Hall of Justice, and additional County office buildings that could be developed according to the development allocated to the County Center as part of the City of Dublin's East Dublin Specific Plan.

The amount of office development varies in each scenario. It is assumed that if the Juvenile Justice and/or Hall of Justice projects are constructed, that less office development would occur, but that if one or both of those projects are not developed at the East County Government Center, then the County would eventually develop other County functions on the site up to the total development potential of 964,000 square feet. The intent is to provide an indication of what the total buildout at the East County Government Center could include. **Table 17.12** provides a summary of the development scenarios.

The resulting level of service impacts at local intersections is demonstrated in **Tables 17.13 through 17.19**, and **Figures 17.1 through 17.7**.

Table 17.12: East County Government Center Site / Site 15A - Cumulative Development Scenarios

	Scenario A1	Scenario A2	Scenario B	Scenario C1	Scenario C2	Scenario D
ECGC						
JJF	420 beds	540 beds	-	420 beds	540 beds	-
ECHOJ	13 courts	13 courts	13 courts	-	-	-
Office	225,000 sf*	225,000 sf	685,000 sf	420,000 sf*	420,000 sf	880,000 sf
Site 15A						
ECHOJ	-	-	-	13 courts	13 courts	13 courts
Cisco	as approved	as approved	as approved	-	-	-

* Note: Although the 420-bed project uses less of the County's development potential for the East County Government Center Site, the County would reserve square footage for future expansion to 540 beds, so the County office component would not increase accordingly.

The following seven alternatives have been analyzed for this traffic study:

- *2025 Conditions (without Project)* - Traffic volumes for this alternative are based on the Year 2025 + Transit Center Scenario presented in the Dublin Transit Center Draft Report dated April 27, 2001 and prepared by Omni-Means Engineers & Planners. Specific turning movements were adjusted to make them consistent with the Baseline volumes. Furthermore, the volumes were manually adjusted as needed for adjacent intersections so that “outbound” trips from one intersection correspond to “inbound” trips at the adjacent “downstream” intersection.
- *2025 plus Scenario A1 Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 420 beds, 13 courtrooms and 225,000 square feet of office use to be located at the East County Government Center (ECGC) site.
- *2025 plus Scenario A2 Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 540 beds, 13 courtrooms and 225,000 square feet of office use to be located at the ECGC.
- *2025 plus Scenario B Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed 13 courtrooms and 685,000 square feet of office use to be located at the ECGC.
- *2025 plus Scenario C1 Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 420 beds and 420,000 square feet of office use to be located at the ECGC, and the 13 courtrooms to be located at “Site 15A”. However, with the 13 courtrooms at Site 15A, the “original” trips generated by Site 15A (assumed to be occupied by Cisco Systems) was subtracted from the volumes at the study intersections.
- *2025 plus Scenario C2 Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 540 beds and 420,000 square feet of office use to be located at the ECGC, and the 13 courtrooms to be located at Site 15A. Once again, the Cisco trips were subtracted from the study intersections.
- *2025 plus Scenario D Conditions* – This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from 880,000 square feet of office use at the ECGC and the proposed 13 courtrooms to be located at the Site 15A. Again, the Cisco trips were subtracted from the study intersections.

Cumulative Year 2025 Background (Without Project) Conditions

The following is an excerpt from the Omni-Means report, which describes the methodology used for Year 2025 + Transit Center Conditions:

Cumulative year 2025 traffic volumes have been based on the Tri-Valley Transportation Model (Dowling Associates, Tri-Valley Update Final Report, 1996). Specifically, the Tri-Valley transportation model's land use assumptions were updated using the Association of Bay Area Governments (ABAG) Projections 98 land use data. Since ABAG projections only extend to the horizon year 2020, a trendline was developed starting at the Year 2000 and extended every five years to 2005, 2010, 2015 and 2020 to determine by land use trends and growth patterns. A five year average growth rate was determined by land use type and applied to Year 2020 land use data to generate Year 2025 land use growth projections (Willis Cheng, Dowling Associates, "Dublin Transit 2025 Land Use Projections '98, 11/15/2000).

The following approved projects were assumed to be fully built out under this scenario: Creekside Business Park III, Koll Dublin Corporate Center, Sybase, Cisco Systems (Sites 15A and 16A), Tassajara Meadows II Residential, Emerald Glen Residential, Emerald Glen Village, Yarra Yarra Residential, Dublin Ranch Phase I Residential, Dublin Ranch Areas A, B, C, F, F1, F2, G and H, Dublin Ranch Middle School, Quarry Lane School (K-8) and the Transit Center. The following is a brief description of these projects:

Creekside Business Park III consists of 590,000 square feet of office space located on the north side of Central Parkway bounded by Hacienda Drive on the east and Arnold Drive on the west. The development is expected to generate 4,306 daily trips, 659 trips during the a.m. peak hour and 573 trips during the p.m. peak hour.

Koll Dublin Corporate Center consists of 590,000 square feet of office, 100,000 square feet of hotel and 7,000 square feet of retail space to be located on the south side of Dublin Boulevard bounded by Tassajara Road on the east and Miller Court on the west. The development is expected to generate 8,451 daily trips, 962 trips during the a.m. peak hour and 933 trips during the p.m. peak hour.

Sybase Office Development consists of approximately 420,000 square feet of office development located to the north of Dublin Boulevard, south of Central Parkway and west of Hacienda Drive. The proposed development is expected to generate 2,800 daily trips, 533 trips during the a.m. peak hour and 504 trips during the p.m. peak hour.

Commerce One Office Development consists of 760,000 square feet of office development located on the west side of Hacienda Drive, bounded by Dublin Boulevard on the north and I-580 on the south. This site is currently being considered for an IKEA furniture store.

Cisco Office Development (Sites 15A and 16A) consists of a total of 862,000 square feet of office development on two parcels, one north of Dublin Boulevard and the other south of Dublin Boulevard. The northern parcel (Site 15A) is bounded by Arnold Road on the west, Dublin Boulevard on the south, Central Parkway on the north, and the existing Sybase Development to the east. Project Alternatives C and D assumes that 13 courtrooms will be located on Site 15A instead of Cisco. The southern parcel (Site 16A) is bounded by Arnold Road on the west, Dublin Boulevard on the north, I-580 on the south. This site together with the Commerce One site is being currently considered for a possible IKEA.

Tassajara Meadows II Residential Development consists of 96 single-family detached homes located on the west side of Tassajara Road, north of Gleason Drive. The development is expected to generate 917 daily trips, 71 trips during the a.m. peak hour and 97 trips during the p.m. peak hour.

Emerald Glen Residential Development consists of 143 single-family detached and 152 townhomes to be located on the west side of Tassajara Road, north of Dublin Boulevard and south of future Central Parkway. The development is expected to generate 2,260 daily trips, 174 trips during the a.m. peak hour and 226 trips during the p.m. peak hour.

Emerald Glen Village Development consists of 390 apartments and 132,235 square feet of retail space to be located on the west side of Tassajara Road, bounded by Dublin Boulevard on the south and Central Parkway on the north.

Yarra Yarra Residential Development (Greenbriar) consists of 252 single-family detached homes and 193 townhomes to be located on the west side of Tassajara Road, north of Gleason Drive.

Dublin Ranch Phase I Residential Development consists of 847 single-family detached homes located on the east side of Tassajara Road, north of Gleason Drive. The development is expected to generate 8,106 daily trips, 635 trips during the a.m. peak hour and 855 trips during the p.m. peak hour.

Dublin Ranch Area A Development consists of 562 single-family detached homes to be located along both sides of Fallon Road, north of Central Parkway.

Dublin Ranch Areas B&C Development consists of 1,062 medium density dwelling units, 172 medium-high density dwelling units, 748 high density dwelling units, 449,490 square feet of commercial use and 676,920 square feet of office space, to be located along the west side of Fallon Road, between Gleason Drive and I-580.

Dublin Ranch Area F Development consists of 91 single-family detached homes and 660 medium density dwelling units, to be located on both side of Deaveny Street, between Gleason Drive and Central Parkway.

Dublin Ranch Area F1&F2 Development consists of 221 single-family detached homes located primarily to the north of the intersection of Devaney Drive/Street A.

Dublin Ranch Area G Development is bounded by Brannigan Street on the west, Central Parkway on the north, Keegan Street on the east, and Dublin Boulevard on the south. The residential component of the site is assumed to consist of 1,426 apartments. The commercial portion of the site is assumed to consist of 230,000 square feet.

Dublin Ranch Area H Development consists of 1,080,070 square feet of office space and 176,420 square feet of commercial use, to be located between Dublin Boulevard and Interstate-580.

Dublin Ranch Middle School is proposed to be open in September 2005 initially as a kindergarten through 8th grade school with approximately 1,100 students, with the ultimate capacity for 1,200 middle school students. The proposed school is bounded on the north by South Dublin Ranch Drive, on the east by Grafton Street and on the south by Kohlen Lane.

Quarry Lane School is a private school located north of North Dublin Ranch Road on the east side of Tassajara Road. Ultimately, the (Kindergarten through 8th grade) school is expected to increase its current enrollment of 230 students to 850 students.

Dublin Transit Center Development consists of 1,500 high-density apartments, 2,000,000 square feet of office space, and 70,000 square feet of ancillary retail space. The environmental impact report (EIR) for this project has been approved.

The peak hour turning movement volumes for Year 2025 cumulative conditions *without* the Project are shown on **Figure 17.1**. **Table 17.13** presents a summary of peak hour levels of service at the study intersections. The assumed Year 2025 roadway network is based on existing improvements, improvements currently under construction, and required frontage improvements of approved projects. Even with these assumed roadway improvements, seven of the study intersections are expected to operate unacceptably during the peak hours. In response, the following mitigation measures are recommended with Year 2025 *without* Project volumes:

Dougherty Road/Dublin Boulevard with and without the Scarlett Drive extension between Dublin Boulevard and Dougherty Road. The extension would run northwest from the intersection of Dublin Boulevard at Scarlett Drive, allowing vehicles heading west on Dublin Boulevard to north on Dougherty Road and south on Dougherty Road to east on Dublin Boulevard to bypass the Dublin/Dougherty intersection. Therefore, traffic making southbound left turns and westbound right turns would be reduced. Even with a 75 percent reduction in traffic for these movements, Dougherty Road/Dublin Boulevard is expected to operate at LOS F. There are no feasible mitigation measures given the physical constraints at this intersection. Perhaps future improvements to I-580 may reduce the amount of traffic diverting from the freeway to this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: The northbound Hacienda Drive approach (overcrossing) would need to be widened so that the right most through lane only serves traffic headed for the I-580 westbound loop on-ramp. Furthermore, an additional northbound through lanes would be needed on the overpass to supplement the existing three northbound through lanes.

Intersection #1 Dougherty/Dublin	Intersection #2 Arnold/Dublin	Intersection #3 Arnold/Central	Intersection #4 Arnold/Gleason	Intersection #5 Arnold/Broder	Intersection #6 Hacienda/580 EB Off Ramp
Intersection #7 Hacienda/580 WB Off Ramp	Intersection #8 Hacienda/Dublin	Intersection #9 Hacienda/Central	Intersection #10 Hacienda/Gleason	Intersection #11 Madigan/Gleason	Intersection #12 Madigan/Broder
Intersection #13 Tassajara/Gleason	Intersection #14 Tassajara/Central	Intersection #15 Tassajara/Dublin	Intersection #16 Dougherty/580 WB Off Ramp	Intersection #17 Hopyard/580 EB Off Ramp	Intersection #18 Tassajara/580 WB Off Ramp

Intersection #19 Santa Rita/580 EB/Primlico

LEGEND

- Study Intersection
- Approved/Pending Project
- Project
- XX AM Peak Hour Volume
- (XX) PM Peak Hour Volume

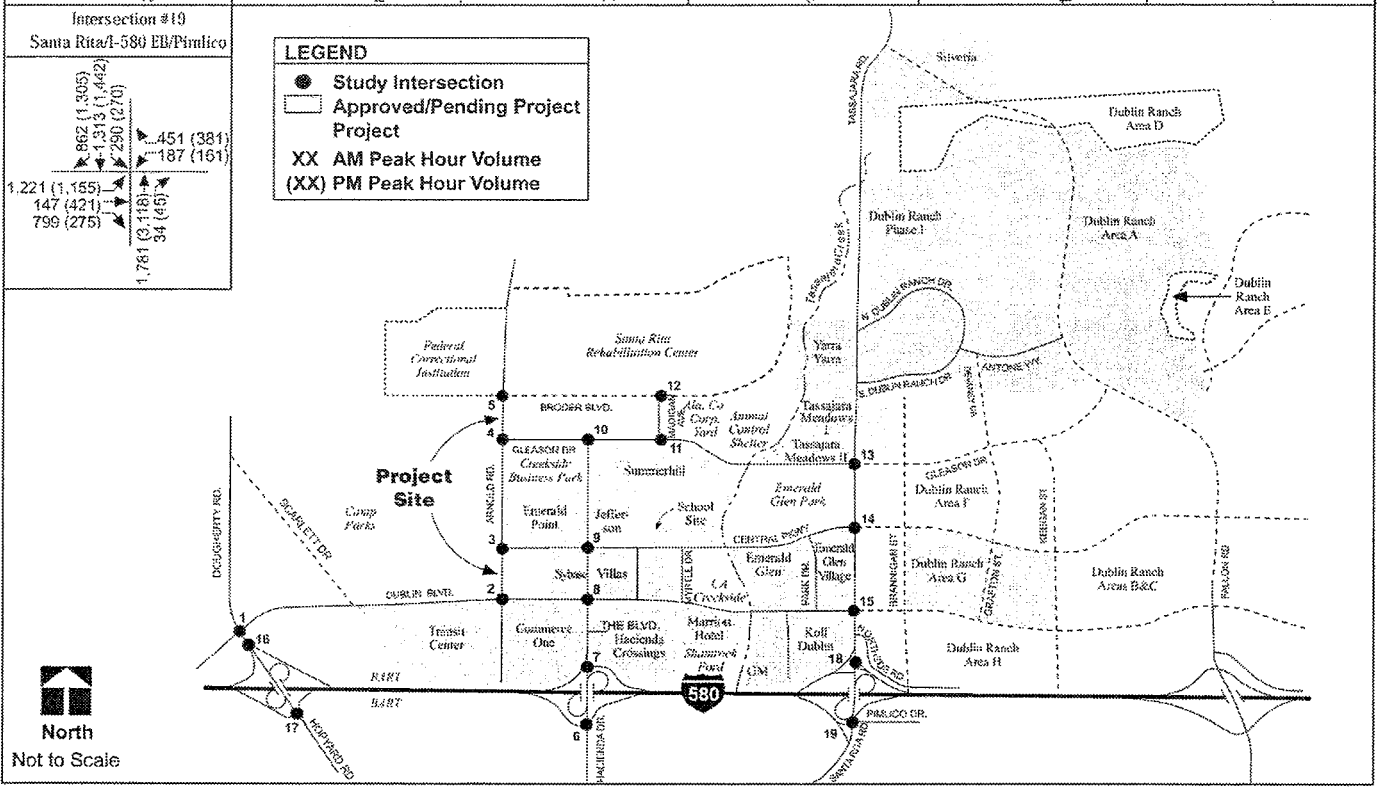


Figure 17.1
 East County Government Center Site/Site 15A
 Cumulative Year 2025 - Peak Hour Turning Movement Volumes
 No Project

SOURCE: TJKM

Table 17.13: Peak Hour Intersection Levels of Service – Cumulative Year 2025 – No Project

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.41	F	1.54	F
2	Arnold Road/Dublin Boulevard	0.74	C	0.77	C
3	Arnold Road/Central Parkway ¹	0.24	A	0.43	A
6	Hacienda Drive/I-580 Eastbound Ramps	0.90	D	0.74	C
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.01	F	0.92	E
		0.82	D	0.57	A
8	Hacienda Drive/Dublin Boulevard	0.79	C	0.85	D
9	Hacienda Drive/Central Parkway	0.60	A	0.63	B
10	Hacienda Drive/Gleason Drive	0.30	A	0.26	A
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.00	E	0.77	C
		0.82	D	0.77	C
14	Tassajara Road/Central Parkway - with mitigation	1.00	E	0.83	D
		0.79	C	0.83	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.20	F	1.51	F
		0.88	D	0.85	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.82	D	0.85	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.66	B	0.95	E
		0.66	B	0.82	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.77	C	0.85	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.86	D	0.99	E
		0.80	C	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	9.41	A	8.77	A
5	Arnold Road/Broder Boulevard	8.87	A	8.09	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(12.1)	(B)	(11.5)	(B)
12	Madigan Avenue/Broder Boulevard	7.75	A	7.40	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Tassajara Road/Gleason Drive was analyzed without the Fallon Road Extension, which is to connect Tassajara Road with the I-580 Fallon Road interchange. The results in **Table 17.13** (LOS E during the a.m.) assume that this Extension is not in place. The Fallon Road Extension would run northwest from the I-580 Fallon Road interchange, allowing vehicles heading west on I-580 to north on Tassajara Road and south on Tassajara Road to east on I-580 to bypass intersections along Tassajara Road, including the one at Gleason Drive. To mitigate Tassajara Road/Gleason Drive, the southbound Tassajara Road would need one left-turn lane, three through lanes, and one right-turn lane. The existing curb-to-curb width on this approach is wide enough for two left-turn lanes, two through lanes, and one right-turn lane.

Tassajara Road/Central Parkway was analyzed without the Fallon Road Extension. Without the Extension, the level of service at this intersection is expected to be LOS E (1.00) during the a.m. peak hour as shown on Table 9. Therefore, a third through lane would be needed on the southbound Tassajara Road approach to Central Parkway.

Tassajara Road/Dublin Boulevard was analyzed without the Fallon Road Extension. The results in **Table 17.13** assume that this Extension is not in place. The southbound Tassajara Road approach would need to be widened to include three left-turn lanes, four through lanes and two right-turn lanes. The existing curb-to-curb width on this approach is wide enough for two left-turn lanes, four through lanes, and two right-turn lanes. The northbound Tassajara Road approach would need to be widened to include three left-turn lanes, four through lanes and one right-turn lane. The existing curb-to-curb width on this approach is wide enough for three left-turn lanes, two through lanes, and one right-turn lane. The eastbound Dublin Boulevard approach would need to be widened to include two left-turn lanes, three through lanes and three right-turn lanes. The existing curb-to-curb width on this approach is wide enough for two left-turn lanes, three through lanes, and two right-turn lanes. The westbound Dublin Boulevard approach would need to be widened to include three left-turn lanes, two through lanes, and a shared through/right lane. The existing curb-to-curb width on this approach is wide enough for three left-turn lanes, one through lane, and a share through/right lane.

Hopyard Road/I-580 Eastbound Off-ramp: The I-580 eastbound off-ramp approach would need to be widened to include three left-turn lanes (two exists) and two right-turn lanes (already exists).

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: The northbound Santa Rita Road approach would need to be widened to include three through lanes (two exists) that goes onto the overpass and two through lanes (already exists) that feed the I-580 eastbound on-ramp.

Cumulative Year 2025 plus Scenario A1

This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 420 beds, 13 courtrooms and 225,000 square feet of office development to be located at the ECGC site.

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario A1 conditions are shown on **Figure 17.2**. **Table 17.14** presents a summary of peak hour levels of

service at the study intersections. In addition to the seven study intersections described above that are expected to operate unacceptably during one or both of the peak hours under Year 2025 cumulative conditions without the Project, three other intersections are expected to need mitigation.

Therefore, the following mitigation measures are recommended:

- **Mitigation Measure 17.2.5a and 17.2.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

The intersection of Dougherty Road/Dublin Boulevard is expected to operate unacceptably during both the a.m. and the p.m. peak hours. In order to minimize the Project's effect on the Dougherty Road / Dublin Boulevard intersection, the County should contribute a fair share of funding toward the implementation of the Scarlett Drive extension, which is a planned improvement that would be jointly funded by the City and numerous development sponsors.

Dougherty Road/Dublin Boulevard was again analyzed without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 cumulative conditions without the Project.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 conditions without the Project.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 cumulative conditions without the Project.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 cumulative conditions without the Project.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 cumulative conditions without the Project.

- **Mitigation Measure 17.2.5b and 17.2.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Tassajara Road/Gleason Drive: In addition to the mitigation measure described above for Year 2025 cumulative conditions without the Project, it is expected that the second northbound left-turn lane on Tassajara Road approach would need to be open for traffic.

Hacienda Drive/I-580 Eastbound Off-ramp: The Project would result in a need for the I-580 eastbound off-ramp to be widened to include two left turn lanes (already exist), one shared left/right lane, and two right-turn lanes (already exist).

Hacienda Drive/Dublin Boulevard: The northbound Hacienda Drive approach would need to include three left-turn lanes (already exist), three through lanes (two exist), and one right turn lane (two exist). The eastbound Dublin Boulevard approach would need to be widened to include two left-turn lanes (already exist), four through lanes (three exist), and two right-turn lanes (already exist). The westbound Dublin Boulevard approach would need to be widened to include two left-turn lanes (already exist), three through lanes (two exist), and one right-turn lane (already exists).

Hacienda Drive/Central Parkway: The southbound Hacienda Drive approach would need to include one left-turn lane (already exists), two through lanes, and one shared through/right turn lane (one right-turn lane exists).

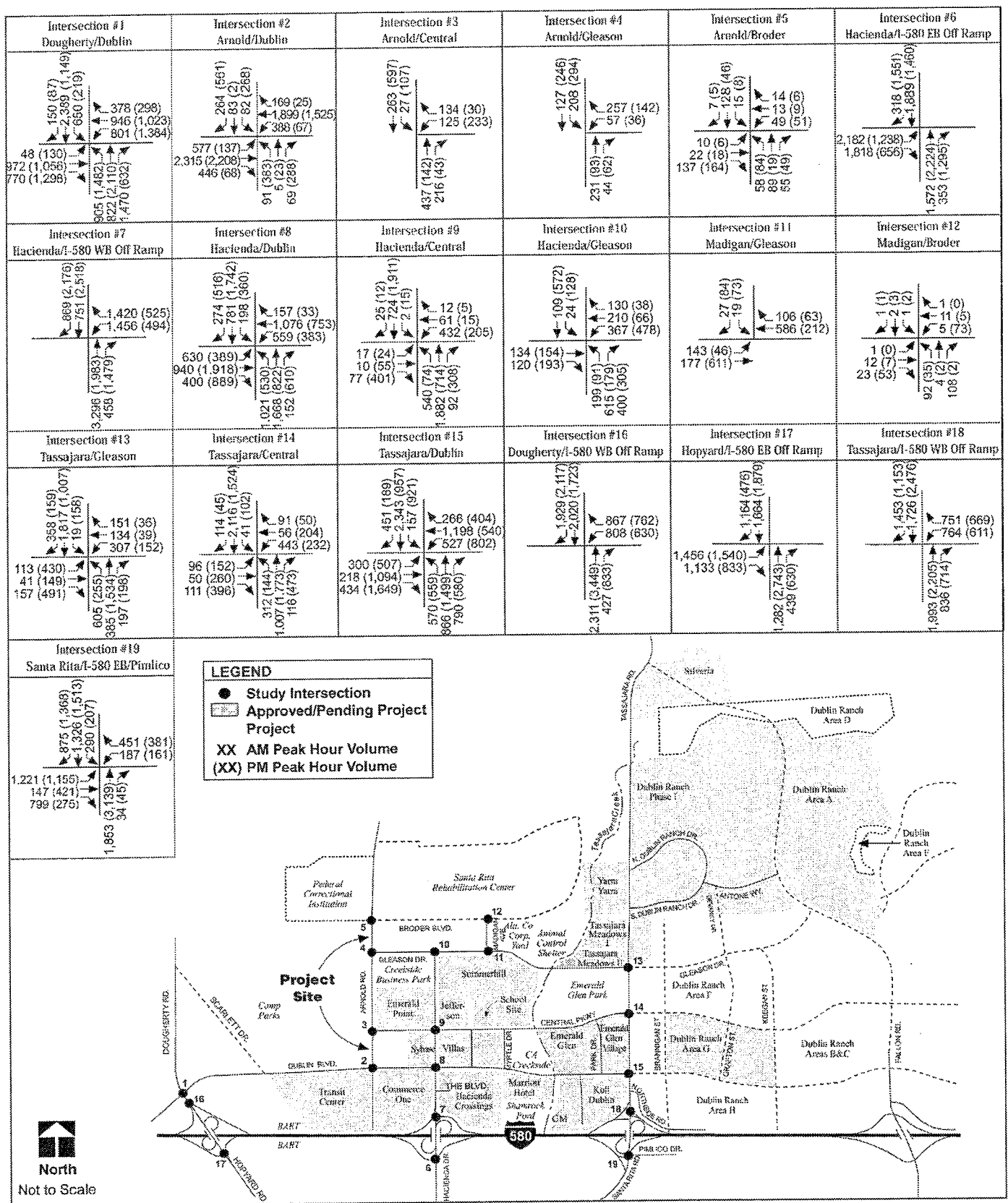


Figure 17.2
 East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario A1 + 225,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.14: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario A1 + 225,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.67	F	1.69	F
2	Arnold Road/Dublin Boulevard	0.83	D	0.84	D
3	Arnold Road/Central Parkway ¹	0.34	A	0.54	A
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.02	F	0.79	C
		0.88	D	0.68	B
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.12	F	0.93	E
		0.90	D	0.63	B
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.11	F	0.99	E
		0.83	D	0.89	D
9	Hacienda Drive/Central Parkway - with mitigation	0.87	D	0.95	E
		0.87	D	0.76	C
10	Hacienda Drive/Gleason Drive	0.89	D	0.75	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.08	F	0.81	D
		0.75	C	0.81	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.85	D
		0.79	C	0.85	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.21	F	1.53	F
		0.88	D	0.85	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.87	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.75	C	0.98	E
		0.65	B	0.84	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.79	C	0.89	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	0.99	E
		0.81	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	12.85	B	18.06	C
5	Arnold Road/Broder Boulevard	8.90	A	8.19	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(14.5)	(B)	(13.1)	(B)
12	Madigan Avenue/Broder Boulevard	7.84	A	7.39	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Cumulative Year 2025 plus Scenario A2

This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed 13 courtrooms and 225,000 square feet of office use to be located at the ECGC.

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario A2 conditions are shown on **Figure 17.3. Table 17.15** presents a summary of peak hour levels of service at the study intersections. In addition to the 10 study intersections described above that are expected to operate unacceptably during one or both of the peak hours under Year 2025 Cumulative plus Scenario A1, Hacienda Drive/Gleason Drive is expected to need mitigation.

Therefore, the following mitigation measures are recommended:

- **Mitigation Measure 17.3.5a and 17.3.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

Dougherty Road/Dublin Boulevard was again analyzed with and without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

- **Mitigation Measure 17.3.5b and 17.3.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Tassajara Road/Gleason Drive: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 plus Scenario A1 conditions.

Hacienda Drive/Dublin Boulevard: Same mitigation measure described above for Year 2025 plus Scenario A1 conditions.

Hacienda Drive/Central Parkway: Same mitigation measure described above for Year 2025 plus Scenario A1 conditions.

Hacienda Drive/Gleason Drive: The northbound Hacienda Drive approach would need to be widened to include one left-turn lane (already exists), one through lane that feeds the ECGC driveway, and one right-turn lane (already exists).

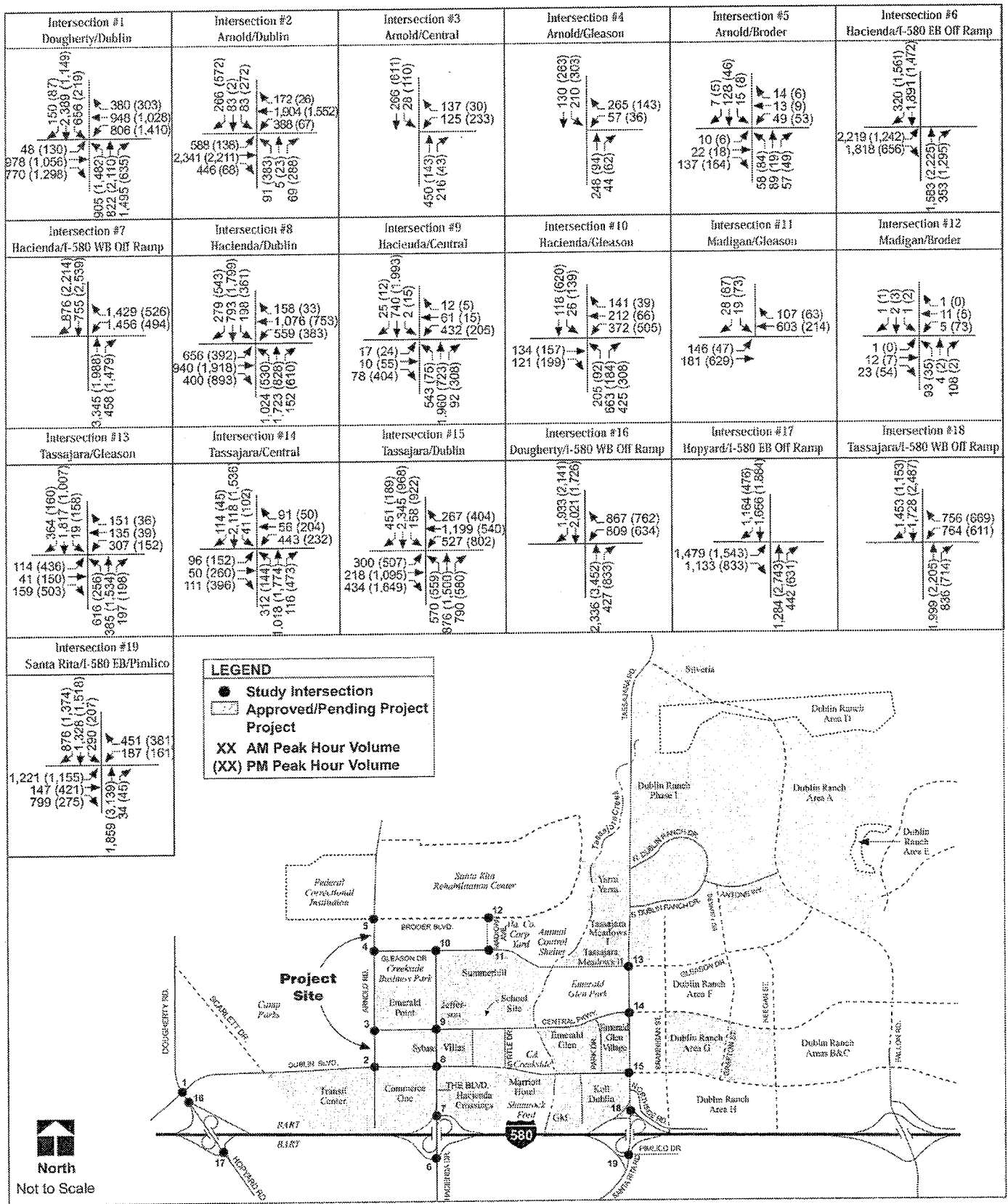


Figure 17.3
 East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario A2 + 225,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.15: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario A2 + 225,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.69	F	1.69	F
2	Arnold Road/Dublin Boulevard	0.84	D	0.85	D
3	Arnold Road/Central Parkway ¹	0.35	A	0.55	A
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.03	F	0.79	C
		0.88	D	0.68	B
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.13	F	0.93	E
		0.90	D	0.63	B
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.13	F	1.00	E
		0.85	D	0.90	D
9	Hacienda Drive/Central Parkway	0.89	D	0.97	E
10	Hacienda Drive/Gleason Drive - with mitigation	0.94	E	0.80	C
		0.68	B	0.80	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.09	F	0.84	D
		0.75	C	0.84	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.85	D
		0.80	C	0.85	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.21	F	1.53	F
		0.88	D	0.86	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.87	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.76	C	0.98	E
		0.65	B	0.84	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.79	C	0.90	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	0.99	E
		0.81	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay, Sec/veh	LOS	Delay, sec/veh	LOS
4	Arnold Road/Gleason Drive	13.37	B	20.40	C
5	Arnold Road/Broder Boulevard	8.90	A	8.20	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(14.8)	(B)	(13.2)	(B)
12	Madigan Avenue/Broder Boulevard	7.85	A	7.39	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

XX (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Cumulative Year 2025 Plus Scenario B

This scenario is the same as the Year 2025 Cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 540 beds, 13 courtrooms and 685,000 square feet of office development to be located at the ECGC.

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario B conditions are shown on **Figure 17.4**. **Table 17.16** presents a summary of peak hour levels of service at the study intersections. In addition to the 11 study intersections described above that are expected to operate unacceptably during one or both of the peak hours under Year 2025 Cumulative plus Scenario A2, the Tassajara Road/I-580 Westbound Off-ramp is expected to need mitigation.

Therefore, the following mitigation measures are recommended:

- **Mitigation Measure 17.4.5a and 17.4.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

Dougherty Road/Dublin Boulevard was again analyzed without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/I-580 Westbound Off-ramp: Three southbound through lanes would be needed on Tassajara Road approach. This improvement is currently under construction as part of the new Tassajara Road/Santa Rita Road overpass over I-580.

- **Mitigation Measure 17.4.5b and 17.4.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered

by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Tassajara Road/Gleason Drive: In addition to the mitigation measure described above for Year 2025 plus Scenario A2 conditions, a right-turn lane would need to be added to the westbound Gleason Drive approach.

Hacienda Drive/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/Dublin Boulevard: In addition to the mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions, an additional through lane would be needed on both the southbound and northbound Hacienda Drive approach.

Hacienda Drive/Central Parkway: In addition mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions, the right most northbound left-turn lane on Hacienda Drive should be converted to a through lane.

Hacienda Drive/Gleason Drive: In addition mitigation measure described above for Year 2025 Cumulative plus Scenario A2 conditions, the westbound through lane on Gleason Drive should be converted to a shared through/left lane.

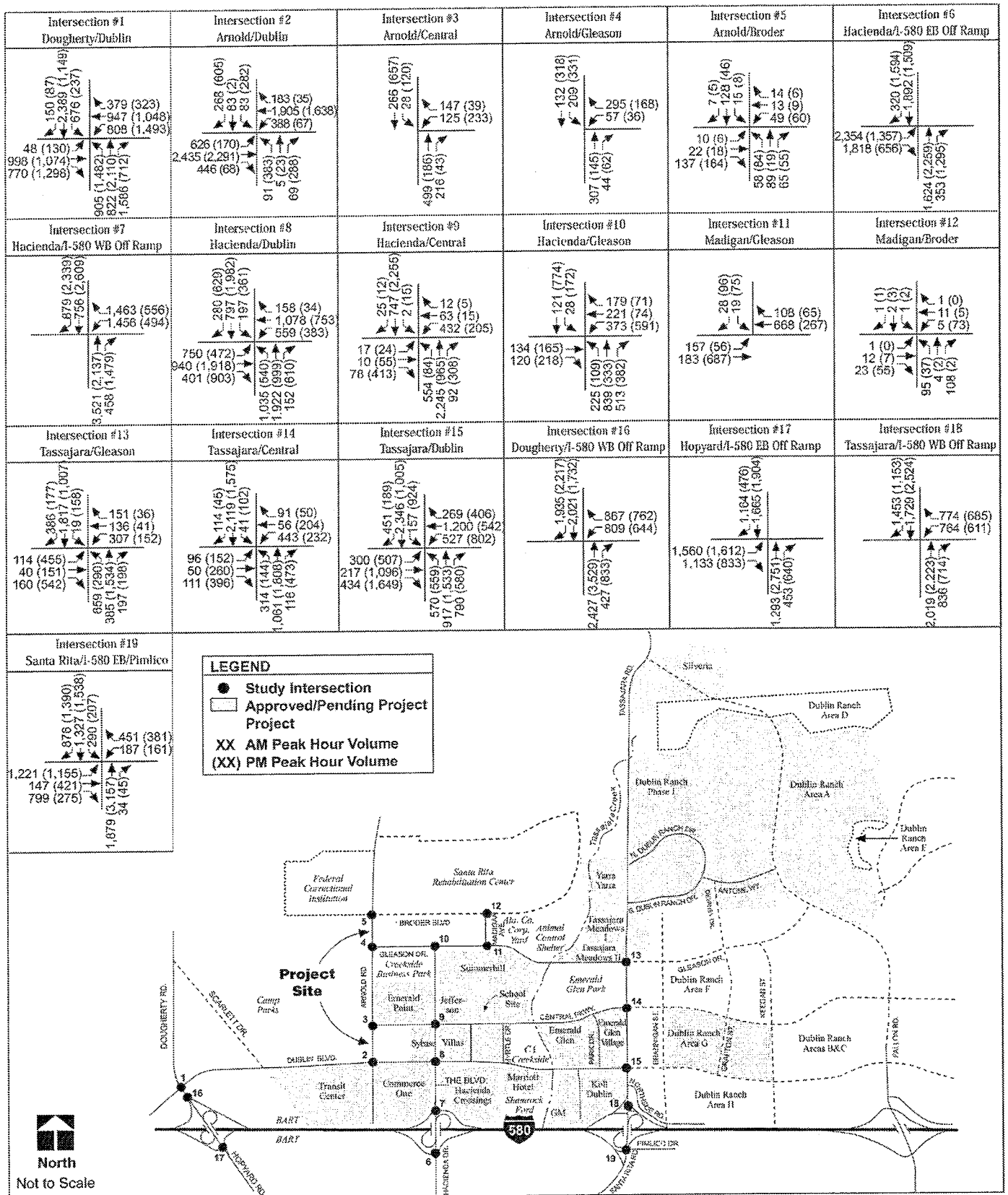


Figure 17.4
 East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario B + 685,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.16: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario B + 685,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.76	F	1.76	F
2	Arnold Road/Dublin Boulevard	0.86	D	0.86	D
3	Arnold Road/Central Parkway ¹	0.38	A	0.59	A
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.07	F	0.83	D
		0.90	D	0.71	C
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.17	F	0.94	E
		0.80	C	0.60	A
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.22	F	1.04	F
		0.83	D	0.84	D
9	Hacienda Drive/Central Parkway - with mitigation	0.98	E	1.06	F
		0.76	C	0.83	D
10	Hacienda Drive/Gleason Drive - with mitigation	1.10	F	0.96	E
		0.73	C	0.80	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.11	F	0.83	D
		0.76	C	0.85	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.86	D
		0.80	C	0.86	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.21	F	1.54	F
		0.88	D	0.86	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.89	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.78	C	1.00	E
		0.65	B	0.85	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp - with mitigation	0.80	C	0.91	E
		0.80	C	0.83	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	1.00	E
		0.81	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	15.31	C	38.05	E
5	Arnold Road/Broder Boulevard	8.90	A	8.23	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(15.7)	(C)	(14.3)	(B)
12	Madigan Avenue/Broder Boulevard	7.87	A	7.40	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Cumulative Year 2025 Plus Scenario C1

This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 420 beds and 420,000 square feet of office use to be located at the ECGC, and the 13 courtrooms to be located at "Site 15A". However, with the 13 courtrooms at Site 15A, the "original" trips generated by Site 15A (assumed to be occupied by Cisco Systems) was subtracted from the volumes at the study intersections.

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario C1 conditions are shown on **Figure 17.5. Table 17.17** presents a summary of peak hour levels of service at the study intersections. Ten study intersections are expected to operate unacceptably during one or both of the peak hours under this scenario.

Therefore, the following mitigation measures are recommended:

- **Mitigation Measure 17.5.5a and 17.5.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

Dougherty Road/Dublin Boulevard was again without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Gleason Drive: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

- **Mitigation Measure 17.5.5b and 17.5.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered

by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Hacienda Drive/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative plus Scenario Alternative A1 conditions.

Intersection #1 Dougherty/Dublin	Intersection #2 Arnold/Dublin	Intersection #3 Arnold/Central	Intersection #4 Arnold/Gleason	Intersection #5 Arnold/Broder	Intersection #6 Hacienda/I-580 EB Off Ramp
Intersection #7 Hacienda/I-580 WB Off Ramp	Intersection #8 Hacienda/Dublin	Intersection #9 Hacienda/Central	Intersection #10 Hacienda/Gleason	Intersection #11 Madigan/Gleason	Intersection #12 Madigan/Broder
Intersection #13 Tassajara/Gleason	Intersection #14 Tassajara/Central	Intersection #15 Tassajara/Dublin	Intersection #16 Dougherty/I-580 WB Off Ramp	Intersection #17 Hopyard/I-580 EB Off Ramp	Intersection #18 Tassajara/I-580 WB Off Ramp
Intersection #19 Santa Rita/I-580 EB/Planico	<div style="border: 1px solid black; padding: 5px;"> <p>LEGEND</p> <ul style="list-style-type: none"> ● Study Intersection ▭ Approved/Pending Project XX AM Peak Hour Volume (XX) PM Peak Hour Volume </div>				



North

Not to Scale

Figure 17.5

East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario C1 + 420,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.17: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario C1 + 420,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.71	F	1.73	F
2	Arnold Road/Dublin Boulevard	0.86	D	0.83	D
3	Arnold Road/Central Parkway ¹	0.35	A	0.59	A
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.00	E	0.80	C
		0.87	D	0.68	B
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.12	F	0.93	E
		0.90	D	0.61	B
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.06	F	0.98	E
		0.80	C	0.88	D
9	Hacienda Drive/Central Parkway - with mitigation	0.83	D	0.98	E
		0.83	D	0.81	D
10	Hacienda Drive/Gleason Drive	0.85	D	0.74	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.08	F	0.81	D
		0.90	D	0.81	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.86	D
		0.80	C	0.86	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.20	F	1.53	F
		0.88	D	0.85	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.88	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.78	C	0.99	E
		0.65	B	0.84	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.78	C	0.88	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	1.00	E
		0.81	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	11.79	B	15.76	C
5	Arnold Road/Broder Boulevard	8.87	A	8.17	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(14.8)	(B)	(13.4)	(B)
12	Madigan Avenue/Broder Boulevard	7.82	A	7.39	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Cumulative Year 2025 plus Scenario C2

This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from the proposed Juvenile Hall facility with 540 beds and 420,000 square feet of office use to be located at the ECGC, and the 13 courtrooms to be located at Site 15A. Once again, the Cisco trips were subtracted from the study intersections.

Results of Level of Service Analysis

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario C2 conditions are shown on **Figure 17.6**. **Table 17.18** presents a summary of peak hour levels of service at the study intersections. The same 10 intersections that are expected to operate unacceptably under Year 2025 Cumulative plus Scenario C1 are also expected to operate unacceptably under this scenario.

- **Mitigation Measure 17.6.5a and 17.6.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

Dougherty Road/Dublin Boulevard was again analyzed without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 Cumulative conditions without the Project.

- **Mitigation Measure 17.6.5b and 17.6.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such

time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Tassajara Road/Gleason Drive: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Hacienda Drive/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative plus Scenario A1 conditions.

Intersection #1 Dougherty/Dublin	Intersection #2 Arnold/Dublin	Intersection #3 Arnold/Central	Intersection #4 Arnold/Gleason	Intersection #5 Arnold/Broder	Intersection #6 Hacienda/I-580 EB Off Ramp
Intersection #7 Hacienda/I-580 WB Off Ramp	Intersection #8 Hacienda/Dublin	Intersection #9 Hacienda/Central	Intersection #10 Hacienda/Gleason	Intersection #11 Madigan/Gleason	Intersection #12 Madigan/Broder
Intersection #13 Tassajara/Gleason	Intersection #14 Tassajara/Central	Intersection #15 Tassajara/Dublin	Intersection #16 Dougherty/I-580 WB Off Ramp	Intersection #17 Hoyard/I-580 EB Off Ramp	Intersection #18 Tassajara/I-580 WB Off Ramp

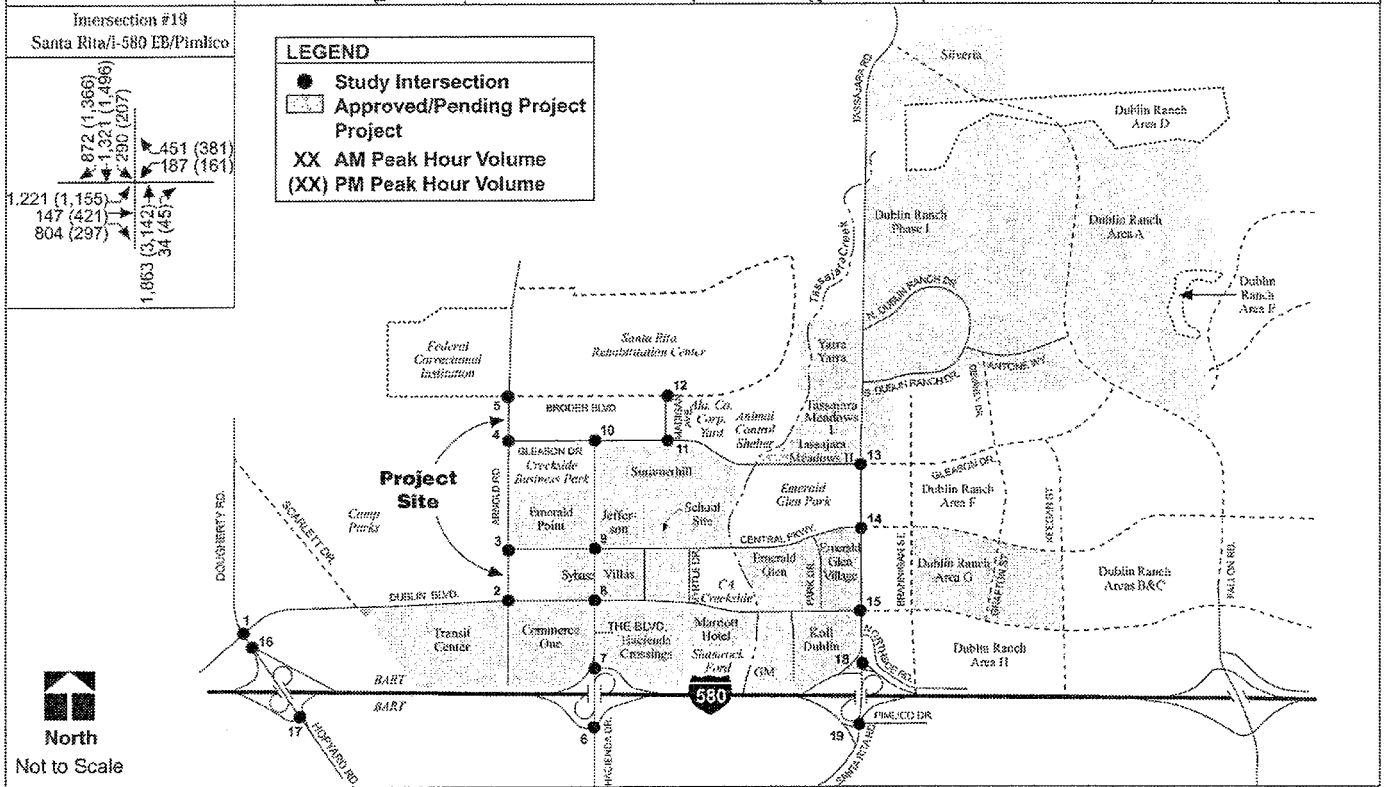


Figure 17.6
 East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario C2 + 420,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.18: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario C2 + 420,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.73	F	1.74	F
2	Arnold Road/Dublin Boulevard	0.87	D	0.84	D
3	Arnold Road/Central Parkway ¹	0.36	A	0.60	A
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.01	F	0.80	C
		0.81	D	0.69	B
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.12	F	0.93	E
		0.90	D	0.62	B
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.09	F	0.99	E
		0.82	D	0.89	D
9	Hacienda Drive/Central Parkway - with mitigation	0.86	D	1.01	F
		0.86	D	0.83	D
10	Hacienda Drive/Gleason Drive	0.90	D	0.77	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.09	F	0.81	D
		0.75	C	0.83	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.86	D
		0.80	C	0.86	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.20	F	1.53	F
		0.88	D	0.85	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.88	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.78	C	0.99	E
		0.66	B	0.85	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.78	C	0.89	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	1.00	E
		0.81	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	12.18	B	17.44	C
5	Arnold Road/Broder Boulevard	8.87	A	8.18	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(15.2)	(C)	(13.5)	(B)
12	Madigan Avenue/Broder Boulevard	7.83	A	7.39	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Cumulative Year 2025 Plus Scenario D

This scenario is the same as the Year 2025 cumulative conditions, with the addition of traffic from 880,000 square feet of office use at the ECGC and the proposed 13 courtrooms to be located at the Site 15A. Again, the Cisco trips were subtracted from the study intersections.

Results of Level of Service Analysis

The peak hour turning movement volumes for Year 2025 Cumulative plus Scenario D conditions are shown on **Figure 17.7**. **Table 17.19** presents a summary of peak hour levels of service at the study intersections. Eleven study intersections are expected to operate unacceptably during one or both of the peak hours.

- **Mitigation Measure 17.7.5a and 17.7.6a: Contribute a Fair Share of Funds Toward the Implementation of Local Roadway and Intersection Improvements.** Several roadway and intersection projects are expected to be required as a result of background cumulative development in the area. The Project would add traffic to those areas adversely affected, and so should contribute a fair share towards the necessary improvements.

Dougherty Road/Dublin Boulevard was again found to operate at LOS F without the Scarlett Drive Extension between Dublin Boulevard and Dougherty Road. With or without the Extension, this intersection is expected to operate at LOS F during both peak hours. There are no feasible mitigation measures given the physical constraints at this intersection.

Tassajara Road/Central Parkway: Same mitigation measure described above for Year 2025 Cumulative No Project conditions.

Tassajara Road/Dublin Boulevard: Same mitigation measure described above for Year 2025 Cumulative No Project conditions.

Hopyard Road/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 Cumulative No Project conditions.

Santa Rita Road/I-580 Eastbound Off-ramp/Pimlico Drive: Same mitigation measure described above for Year 2025 Cumulative No Project conditions.

- **Mitigation Measure 17.7.5b and 17.7.6b: Implement Local Roadway and Intersection Improvements.** Several roadway and intersection projects are triggered by the development of the East County Government Center and/or Site 15A under the various scenarios. The Project should therefore fund the necessary improvements at such time as they are documented as being necessary, unless other funding or alternative improvements have been constructed that alleviate the Project's significant effects.

Hacienda Drive/I-580 Westbound Off-ramp: Same mitigation measure described above for Year 2025 plus Scenario B conditions.

Tassajara Road/Gleason Drive: Same mitigation measure described above for Year 2025 plus Scenario A1 conditions.

Hacienda Drive/I-580 Eastbound Off-ramp: Same mitigation measure described above for Year 2025 plus Scenario A1 conditions.

Hacienda Drive/Dublin Boulevard: Same mitigation measure described above for Year 2025 plus Scenario B conditions.

Hacienda Drive/Central Parkway: Same mitigation measure described above for Year 2025 plus Scenario B conditions.

Hacienda Drive/Gleason Road: Same mitigation measure described above for Year 2025 plus Scenario B conditions.

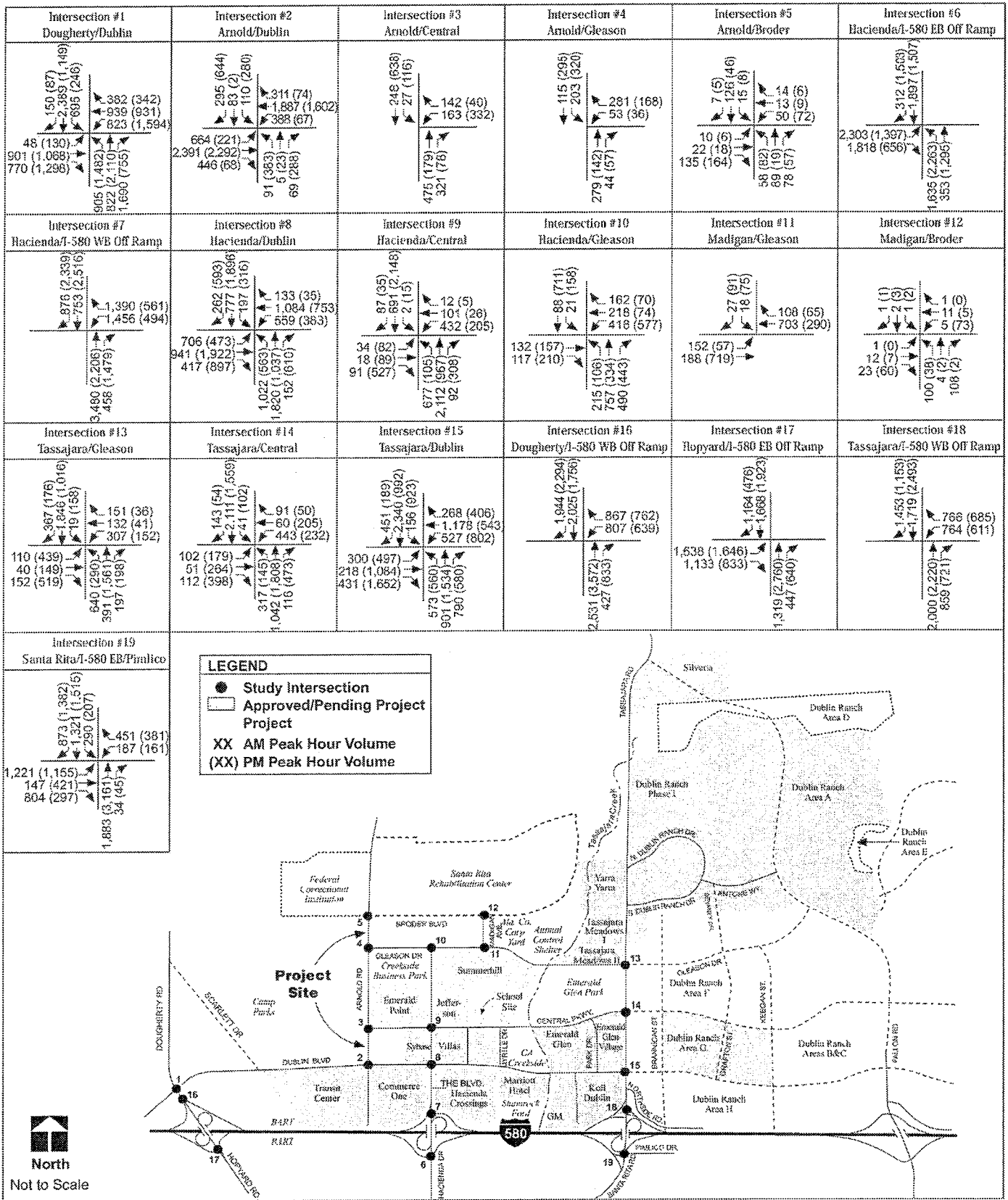


Figure 17.7
 East County Government Center Site/Site 15A
 Cumulative Year 2025 + Scenario D + 880,000 sf
 County Office-Peak Hour Turning Movement Volumes

SOURCE: TJKM

Table 17.19: Peak Hour Intersection Levels of Service – Cumulative Year 2025 + Scenario D + 880,000 sf County Office at the East County Government Center Site

SIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		v/c	LOS	v/c	LOS
1	Dougherty Road/Dublin Boulevard	1.80	F	1.81	F
2	Arnold Road/Dublin Boulevard	0.89	D	0.86	D
3	Arnold Road/Central Parkway ¹	0.39	A	0.63	B
6	Hacienda Drive/I-580 Eastbound Ramps - with mitigation	1.05	F	0.85	C
		0.89	D	0.72	C
7	Hacienda Drive/I-580 Westbound Ramps - with mitigation	1.16	F	0.94	E
		0.79	C	0.59	A
8	Hacienda Drive/Dublin Boulevard - with mitigation	1.18	F	1.03	F
		0.89	D	0.84	D
9	Hacienda Drive/Central Parkway - with mitigation	0.94	E	1.09	F
		0.84	D	0.88	D
10	Hacienda Drive/Gleason Drive - with mitigation	1.06	F	0.98	E
		0.68	B	0.75	C
13	Tassajara Boulevard/Gleason Drive - with mitigation	1.11	F	0.82	D
		0.76	C	0.84	D
14	Tassajara Road/Central Parkway - with mitigation	1.01	F	0.87	D
		0.80	C	0.87	D
15	Tassajara Boulevard/Dublin Boulevard - with mitigation	1.20	F	1.54	F
		0.88	D	0.86	D
16	Dougherty Boulevard/I-580 Westbound Off-Ramp	0.83	D	0.89	D
17	Hopyard Road/I-580 Eastbound Off-Ramp - with mitigation	0.81	D	1.01	F
		0.66	B	0.86	D
18	Tassajara Boulevard/I-580 Westbound Off-Ramp	0.79	C	0.90	D
19	Santa Rita Road/I-580 eastbound/Pimlico - with mitigation	0.87	D	1.00	E
		0.82	D	0.90	D
UNSIGNALIZED INTERSECTIONS					
ID	Intersection	A.M. Peak Hour		P.M. Peak Hour	
		Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
4	Arnold Road/Gleason Drive	13.70	B	29.86	D
5	Arnold Road/Broder Boulevard	8.88	A	8.28	A
11	Madigan Avenue/Gleason Drive - Southbound Madigan Approach	*	*	*	*
		(16.0)	(C)	(14.8)	(B)
12	Madigan Avenue/Broder Boulevard	7.92	A	7.41	A

Note: v/c = volume to capacity ratio, LOS = Level of Service;

X.X (X.X) = Overall Intersection Delay or LOS (Minor Movements Delay or LOS)

*HCM 2000 methodology does not report the overall intersection delay for one-way STOP intersections.

Parking

Additional parking may be needed as large projects are developed within the Eastern Dublin Specific Plan Area. However, large projects will have to provide parking consistent with the *Eastern Dublin Specific Plan* requirements, which discourages excessive amounts of parking because it encourages daily vehicle trips. As indicated in Policy 5-19, parking requirements in eastern Dublin shall be kept to a minimum consistent with actual parking needs, with allowances made for shared parking in mixed-use areas. Parking requirements may be reduced wherever it can be demonstrated that use of alternative transportation would reduce actual parking demand.

The *Dublin Transit Center Draft Environmental Impact Report* (prepared for the City of Dublin by Jerry Haag, Urban Planner, July 2001) indicates that the proposed Dublin Transit Center would include the removal of most of the existing BART surface parking lots and replacing these spaces with a five-level parking garage that would contain approximately 1,700 spaces. This parking garage would be designed to accommodate an additional floor of parking space in the future that could accommodate approximately 250 additional parking spaces. The proposed Transit Center would rely primarily on structured parking incorporated into individual development projects, with the precise amount of parking provided for each individual project to be determined during the Stage 2 Rezoning and Site Development Review process. At the Transit Center, the project applicant is proposing that residential development provide parking at a lower rate than the two spaces per residential unit required by the Dublin Zoning Ordinance, based on proximity to the BART station, and less parking than would normally be required for ancillary ground-floor retail uses. Approximately 200 additional parking spaces would be provided along Iron Horse Parkway, DeMarcus Boulevard, around the Village Green, and on Digital Drive and Campus Drive to serve as a reservoir of short-term parking. While it is anticipated that the approved West Dublin BART station will reduce parking demand somewhat at the East Dublin BART station, it is likely that available BART parking spaces will not fully meet demand. Unless properly managed, on-street parking spaces and nearby residential and office parking structures could be used by BART patrons, precluding parking for residents and visitors. This was identified as a significant impact in the *Dublin Transit Center Draft Environmental Impact Report*, that could be mitigated to a level of less than significant by posting time limits at nearby on-street parking and by discouraging unauthorized BART use of on-site parking lots and structures through security, validation or other means (pages 155-156, 168).

Additional parking may be needed at the East County Government Center site if the East County Government Center Offices are built. Future development at the East County Government Center site should include a then-current parking study to determine the actual use of the parking lots developed for the Juvenile Justice Facility and/or East County Hall of Justice. If the existing parking is heavily utilized, then for each phase of office development additional parking should be developed to meet projected parking needs. A potential future site for parking garages is at the Santa Rita Rehabilitation Center parking lots north of Broder Boulevard.

Air Quality

Air quality impacts are cumulative in the sense that additional construction, traffic and operations add to the emissions in the air basin and can affect the region's air quality.

Development of the East County Government Center site and Site 15A in Dublin would contribute to the regional diesel emissions during construction, including PM10, ozone precursors, and TACs. The project's contribution would be reduced with the implementation of mitigation measures, including the use of alternative fuels, but would remain significant during the site preparation and construction period in Dublin and during the demolition activity at the existing Juvenile Hall in San Leandro. Depending on the level of construction activity taking place in the vicinity while the project is under construction, the project's contribution to construction-related air pollution could be regarded as cumulatively considerable.

Under any of the scenarios for the construction of facilities at the East County Government Center site or Site 15A, development would add to the total number of vehicle trips in the area, and would thus entail a project-related contribution to regional air pollution. The development scenarios that would generate the most traffic would also be expected to make the greatest cumulative contribution to air pollution within the region. However, no CO hotspots were identified for any of the scenarios based on the future roadway and intersection traffic volumes and level of service.

Noise

Development at either vacant site in Dublin (the East County Government Center site or Site 15A) would involve construction activity that could contribute to a temporary increase in noise levels which could be regarded as cumulatively considerable, depending on the level of development taking place concurrently in the immediate vicinity. After construction has been completed, cumulative traffic noise conditions in the vicinity of the East County Government Center could increase by from 3 dB to 9 dB. On roadway links adjoining noise-sensitive residential land uses, cumulative noise levels would increase by about 4 dB on Hacienda Drive between Dublin Boulevard and Central Parkway, 5 dB on Hacienda Drive between Central Parkway and Gleason Drive, and 2 dB on Gleason Drive east of Hacienda Drive. With the project, cumulative noise impacts (overall noise level increase greater than or equal to 3 dB) would occur on all of the local roadways. The project's contribution to these levels would range from 1 to 4 dB L_{dn} compared to predicted cumulative noise levels without the project. Overall cumulative noise levels would be about 4 to 11 dB higher than existing noise levels. Cumulative noise level increases with the project would be approximately 6 dB Hacienda Drive between Dublin Boulevard and Central Parkway, 8 dB on Hacienda Drive between Central Parkway and Gleason Drive, and 5 to 6 dB on Gleason Drive east of Hacienda Drive. This is a significant cumulative impact as the project substantially contributes to the future cumulative noise level.

Public Services

Under any of the scenarios for the construction of new facilities at the East County Government Center site or Site 15A, there would be an incremental increased in the demand for public

services and utilities. However, development at both of these sites has been anticipated by the City of Dublin, and the provision of public services and utilities to serve new development in this area would not be expected to entail cumulatively considerable environmental impacts.

Report Preparation

18.1 EIS/EIR PREPARERS

This Draft Environmental Impact Statement/Environmental Impact Report has been prepared for the County of Alameda, California Board of Corrections, and U.S. Department of Justice as Lead Agencies by Lamphier-Gregory, Inc., in affiliation with TJKM Transportation Consultants, Illingworth & Rodkin, Inc., Environmental Collaborative, and Basin Research Associates.

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Alameda County Congestion Management Agency

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California Department of Fish and Game

Karen Bates, Information Services Technician, Natural Diversity Data Base

U.S. Fish and Wildlife Service

Dan Buford, Branch Chief of Coastal Bay Delta, Endangered Species
Harry Mossman, Biological Technician

U.S. Army Corps of Engineers

Bob Quebedeaux, Regulatory Specialist

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19.1 GLOSSARY

A

ABAG	Association of Bay Area Governments.
ACCMA	Alameda County Congestion Management Agency.
ACFCWCD	Alameda County Flood Control and Water Conservation District.
ACFD	Alameda County Fire Department.
ACHP	United States Advisory Council on Historic Preservation.
AC Transit	Alameda Contra Costa County Transit District.
ADA	Americans with Disabilities Act.
AFA	Acre Feet Annually.
Alconet	Alameda County Network.
ALUC	Airport Land Use Commission.
ALUPP	Airport Land Use Policy Plan.
AMBIENT NOISE LEVEL	The total noise in a given environment independent of a specific noise source to be measured; “residual” or “background” noise.
ANSI	American National Standards Institute.
APE	AREA OF POTENTIAL EFFECT. The area in which cultural resources could be affected by a proposed project.
A-P Zone	Alquist – Priolo Earthquake Fault Zone.
AST	Aboveground Storage Tank.

B

BAAQMD	Bay Area Air Quality Management District.
BART	Bay Area Rapid Transit District.
BCDC	San Francisco Bay Conservation and Development Commission.
BMPs	Best Management Practices.
BOC	Board of Corrections.
BOS	Board of Supervisors.
BRC	Board Rated Capacity.
BTEX	Any of the following compounds, which may be found in gasoline: benzene, toluene, ethyl benzene, or xylene.
Btu	British Thermal Unit.

C

CAA	Clean Air Act.
CAAA	Clean Air Act Amendments.
Cal/OSHA	California Occupational Safety and Health Administration.
CALTRANS	California Department of Transportation.
CAP	Clean Air Plan.
CARB	California Air Resources Board.
CASP	California Aviation System Plan.
CBD	Central Business District.
CBRS	Coastal Barrier Resources System.
CCAA	California Clean Air Act.
CCR	California Code of Regulations.
CDF	California Division of Forestry.
CDFG	California Department of Fish and Game.

CDMG	California Division of Conservation Department of Mines and Geology.
CEQ	Council on Environmental Quality.
CEQA	California Environmental Quality Act.
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act.
CESA	California Endangered Species Act.
CFR	Code of Federal Regulations.
CFS	Cubic Feet per Second.
CHP	California Highway Patrol.
CHSAA	California Hazardous Substance Account Act.
CHWCA	California Hazardous Waste Control Act.
CNDDDB	California Natural Diversity Data Base.
CNEL	COMMUNITY NOISE EQUIVALENT LEVEL. The Community Noise Equivalent Level is similar to the DNL except that it includes an approximate 5-dBA "penalty" for evening noise (7:00 p.m. to 10:00 p.m.) in addition to the 10-dBA "penalty" for nighttime noise.
CNPS	California Native Plant Society.
CO	Carbon Monoxide.
CORPS	United States Army Corps of Engineers.
COUNTY	Alameda County.
CPO	Corrections Programs Office.
CPT	Cone Penetration Test.
CPUC	California Public Utilities Commission.
CRHR	California Register of Historical Resources.
CSC	California Special Concern Species.
CTET	Carbon Tetrachloride.

CWA	Clean Water Act.
D	
dB	DECIBEL. The standard unit of noise measurement, which expresses the relative difference in energy between acoustic signals in terms of the common logarithm of the ratio between the signals. Ten units represent a doubling of acoustic energy.
dBA	DECIBEL A-WEIGHTED. Environmental noise is usually measured in A-weighted decibels (dBA). A dBA is a decibel corrected for the variation in frequency response of the human ear at commonly encountered noise levels.
DERWA	Dublin San Ramon Services District – East Bay Municipal Utility District Recycled Water Authority.
DHS	California Department of Health Services.
DNL	DAY-NIGHT NOISE LEVEL. The day-night average noise level is based on human reaction to cumulative noise exposure over 24 hours. To calculate the DNL, noise between 10:00 p.m. and 7:00 a.m. is weighted by adding 10 dBA to take into account the greater annoyance of nighttime noise.
DOJ	Department of Justice.
DOSH	Division of Occupational Safety and Health, California Department of Industrial Relations.
DOT	Department of Transportation.
DSRSD	Dublin-San Ramon Sanitary District.
DTSC	Department of Toxic Substances Control.
DWR	Department of Water Resources.
E	
EA	ENVIRONMENTAL ASSESSMENT. An analysis of the environmental effects of a proposed action prepared pursuant to the National Environmental Policy Act and its implementing guidelines that provides a federal agency sufficient evidence to determine whether an Environmental Impact Statement (see EIS) is required. The EA serves as the basis for the agency's Finding of No Significant Impact if an EIS is determined not to be necessary.

EBDA	East Bay Dischargers Authority.
EBMUD	East Bay Municipal Utility District.
EBRPD	East Bay Regional Park District.
ECAP	East County Area Plan (a portion of the Alameda County General Plan).
EDSP	Eastern Dublin Specific Plan.
EIR	ENVIRONMENTAL IMPACT REPORT. A document prepared by an agency pursuant to the California Environmental Quality Act that discloses the significant environmental impacts of a proposed project and that identifies alternatives to the project as well as measures to mitigate or avoid the impacts.
EIS	ENVIRONMENTAL IMPACT STATEMENT. An analysis of a proposed action, prepared pursuant to the National Environmental Policy Act and its implementing guidelines, that discloses the significant environmental impacts of the action and all reasonable alternatives to the action. The EIS also identifies mitigation measures not included in the action or alternatives.
EMS	Emergency Medical Service.
EMT	Emergency Medical Technician.
EPA	United States Environmental Protection Agency.
EQUIVALENT NOISE LEVEL (L_{eq})	The equivalent steady-state sound level that, in a stated period, would contain the same acoustic energy as the actual time-varying sound level during the same period.
ESA	Endangered Species Act.
ESU	Evolutionary Significant Unit.
F	
FAA	Federal Aviation Administration.
FAR	Federal Aviation Regulations.
FEMA	Federal Emergency Management Agency.
FESA	Federal Endangered Species Act.

FIRM	Flood Insurance Rate Map.
FLOODPLAIN	A nearly level alluvial plan that borders a stream and is subject to flooding unless protected artificially.
FLOW	Direction of activity.
FONSI	Finding of No Significant Impact.
FPPA	Farmland Protection Policy Act.
G	
GIS	Geographic Information System.
GPD	Gallons Per Day.
GROUNDWATER	All subsurface water (below soil/ground surface), distinct from surface water.
GSA	General Services Agency.
H	
HAPS	Federal Hazardous Air Pollutants program.
HAZARDOUS MATERIAL	A substance or combination of substances, that, because of quantity, concentration, or physical, chemical or infectious characteristics, may either: (1) cause or significantly contribute to an increase in mortality or an increase in serious, irreversible, or incapacitating, illness; or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of, or otherwise managed.
HAZARDOUS WASTE	Hazardous wastes are hazardous materials that no longer have practical use, such as substances that have been discarded, spilled, or contaminated, or that are being stored temporarily prior to proper disposal.
HERB	Heavy Equipment Repair Building.
HMBP	Hazardous Materials Business Plan.
HMMP	Hazardous Materials Management Plan.
HOK	Hellmuth, Obata and Kassabaum.
HSC	California Health and Safety Code.

HSWA	Hazardous and Solid Waste Act.
HUD	United States Department of Housing and Urban Development.
HVOCs	Halogenated Volatile Organic Compounds.
HWCL	Hazardous Waste Control Law.
I	
IWMB	Integrated Waste Management Board.
K	
kWh	KILOWATT-HOURS. A kWh is a unit of electrical energy, and one kWh is equivalent to 10,238 Btu, taking into account initial conversion losses (i.e., from one type of energy, e.g., chemical, to another type of energy, e.g., mechanical) and transmission losses.
L	
LAFCO	Local Agency Formation Commission.
LAVTA	Livermore – Amador Valley Transportation Agency.
LAVWMA	Livermore – Amador Valley Water Management Agency.
LCP	Local Coastal Program.
L_{dn}	See DNL.
LEED	Leadership in Energy and Environmental Design.
L_{eq}	EQUIVALENT SOUND LEVEL. The equivalent A-weighted sound level for a specified period of time.
L_{max}	Maximum A-Weighted Sound Level.
LOS	Level of Service.
LUTE	City of Oakland Land Use and Transportation Element.
M	
MCE	Maximum Credible Earthquake.
MCL	Maximum Contaminant Level.

MEI	Maximally Exposed Individual.
MG	Million Gallons.
MGD	Million Gallons per Day.
MOBILE SOURCE	Refers to a category of air pollutant emissions sources. This category includes those sources that routinely move from place to place. Examples include aircraft, automobiles, trucks, trains, ships, and bulldozers.
MOU	Memorandum of Understanding.
MSDSs	Material Safety Data Sheets.
MSL	Mean Sea Level.
N	
NAAQS	National Ambient Air Quality Standards.
NAHC	Native American Heritage Commission.
NASA	National Aeronautics and Space Administration.
NEM	Noise Exposure Maps.
NEPA	National Environmental Policy Act.
NESHAP	National Environmental Standard Hazardous Air Pollutants.
NFPA	National Fire Protection Association.
NGVD	National Geodetic Vertical Datum.
NHPA	National Historic Preservation Act.
NMFS	National Marine Fisheries System.
NO	Nitric Oxide.
NO ₂	Nitrogen Dioxide.
NOAA	National Oceanic and Atmospheric Administration.
NOI	Notice of Intent.
NOISE CONTOUR	A line on a map connecting points of equal noise exposure.

NOP	Notice of Preparation.
NO _x	Nitrous Oxide.
NPDES	National Pollution Discharge Elimination System.
NRCS	National Resources Conservation Service.
NRHP	National Register of Historic Places.
NWIC	Northwest Information Center.
O	
O ₃	Ozone.
OCHS	Oakland Cultural Heritage Survey.
OHP	California Office of Historic Preservation.
OHWM	Ordinary High Water Mark.
OJP	Office of Justice Programs.
OLSD	Oro Loma Sanitary District.
OPR	Governor's Office of Planning and Research.
OSCAR	Open Space, Conservation and Recreation Element of the City of Oakland General Plan.
OSHA	Occupational Safety and Health Administration, United States Department of Labor.
OVA	Organic Vapor Analyzer.
P	
PAHs	Polynuclear Aromatic Hydrocarbons.
PANE	People Against Nuclear Energy.
Pb	Lead.
PCB	Polychlorinated Biphenyl.
PCE	Perchloroethylene.
PG&E	Pacific Gas and Electric Company.

PM ₁₀	Suspended Particulate Matter.
PPB	Parts Per Billion.
PPM	Parts Per Million.
PRC	Public Resources Code.
PRFTA	Camp Parks Reserve Force Training Area.
PRG	Preliminary Remediation Guidelines.
PSI	Pounds per Square Inch.
R	
RCRA	Resource Conservation and Recovery Act.
REA	Registered Environmental Assessor.
RFP	Request for Proposals.
RMPP	Risk Management and Prevention Program.
ROG	Reactive Organic Gases.
RWQCB	Regional Water Quality Control Board.
S	
SAA	Streambed Alteration Agreement.
SARA	Superfund Amendments and Reauthorization Act.
SCAQMD	South Coast Air Quality Management District.
SDR	Site Development Review.
SDWA	Safe Drinking Water Act.
SEMS	Standardized Emergency Management System.
SF	Square Feet.
SHPO	State Historic Preservation Officer.
SIP	State Implementation Plan.
SLC	State Lands Commission.

SLUSD	San Lorenzo Unified School District.
SMP	Soil Handling / Management Plan.
SO ₂	Sulfur Dioxide.
SOCIOECONOMIC	Pertaining to the population and economic characteristics of a region.
SO _x	Sulfur Oxide.
SR	State Route.
SRRC	Santa Rita Rehabilitation Center.
SRRE	Source Reduction and Recycling Element.
STATIONARY SOURCE	Refers to a category of air pollutant emission sources. This category includes those sources that routinely remain in one place. Examples include power plants, boilers, and storage tanks.
SWPPP	Storm Water Pollution Prevention Plan.
SWRCB	State Water Resources Control Board.
T	
TAC	Toxic Air Contaminant.
TCE	Trichloroethylene.
TEPH	Total Extractable Petroleum Hydrocarbons.
TOC	Total Organic Compound.
TPH	Total Petroleum Hydrocarbons.
TPH _d	Total Petroleum Hydrocarbons (in diesel).
TPH _g	Total Petroleum Hydrocarbons (in gasoline).
TSCA	Toxic Substances Control Act.
TSM	Transportation System Management.
TSS	Total Suspended Solids.

U

UBC	Uniform Building Code.
UPS	United Parcel Service.
USC	United States Code.
USD	Unified School District.
USDA	United States Department of Agriculture.
USEPA	United States Environmental Protection Agency.
USFWS	United States Fish and Wildlife Service.
USGS	United States Geological Survey.
UST	Underground Storage Tank.
UWMP	Urban Water Management Plan.

V

VMT	Vehicle Miles Traveled.
VOC	Volatile Organic Compound.
VOI-TIS	Violent Offender Incarceration and Truth-in-Sentencing

W

WETLANDS	Wetlands as defined under the Clean Water Act (33 CFR 328.3[b]; 40 CFR 230.3[t]) are "...those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."
WHR	Wildlife Habitat Relationships System.
WTTF	Main Waste Water Treatment Facility.

Z

Zone 7	ACFCWCD, Zone 7.
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Consultation and Distribution List

20.1 CONSULTATION

The following agencies were contacted during preparation of the Draft EIS/EIR as part of the consultation and conformity determination process:

Alameda County Community Development Agency, Planning Department

Alameda County Surplus Property Authority

City of Dublin

Dublin-San Ramon Services District

Alameda County Congestion Management Agency

California Department of Fish and Game

U.S. Fish and Wildlife Service

U.S. Army Corps of Engineers

20.2 DISTRIBUTION

A. *Congressional Delegation*

1. **U.S. Senate**

The Honorable Barbara Boxer
112 Hart Senate Office Building
Washington, D.C. 20510

The Honorable Diane Feinstein
331 Hart Senate Office Building
Washington, D.C. 20510

2. **U.S. House of Representatives**

Barbara Lee – 9th District
414 Canon House Office Building
Washington, DC 20515

Richard Pombo – 11th District
2411 Rayburn House Office Building
Washington, DC 20515

Fortney "Pete" Stark – 13th District
239 Canon House Office Building
Washington, DC 20515

B. STATE OF CALIFORNIA OFFICIALS

1. Governor's Office

The Honorable Gray Davis
Governor of California
State Capitol Building
Sacramento, CA 95814

2. California State Senate

Tom Torlakson – 7th District
State Capitol, Room 2068
Sacramento, CA 95814

Don Perata – 9th District
State Capitol, Room 4061
Sacramento, CA 95814

Liz Figueroa – 10th District
State Capitol, Room 2057
Sacramento, CA 95814

3. California State Assembly

Dion Aroner – 14th District
State Capitol, Room 2163
Sacramento, CA 95814

Ellen Corbett – 18th District
State Capitol, Room 4126
Sacramento, CA 95814

John Dutra – 20th District
State Capitol, Room 6011
Sacramento, CA 95814

C. FEDERAL AGENCIES

U.S. Fish and Wildlife Service
U.S. Department of the Interior
Attn: Margaret Kolar, Project Leader
1 Marshlands
Fremont, CA 94536

U.S. Army Corps of Engineers
South Pacific Division
333 Market Street
San Francisco, CA 94105

U.S. Advisory Council on Historic Preservation
1100 Pennsylvania Ave. NW, Ste. 809
Old Post Office Building
Washington DC, 20004

U.S. Environmental Protection Agency
Region IX
75 Hawthorne Street
San Francisco, CA 94105

U.S. Natural Resource Conservation Service
Attn: Jeffrey Vonk, State Conservationist
U.S. Department of Agriculture
430 G Street, Suite 530
Davis, CA 95616

United States Army Reserve
Parks Reserve Forces Training Area
Attn: Paul Kot, Environmental Department
790 5th Street
Dublin, CA 94568

Federal Bureau of Prisons
Administration Division
320 First Street NW
Washington, DC 20534

Federal Emergency Management Agency
Region IX
Attn: Sandro Amaglio, REO
1111 Broadway, Suite 1200
Oakland, CA 94607

D. CALIFORNIA STATE GOVERNMENTAL AGENCIES

California Department of Fish & Game
Central Coast Region
P.O. Box 47
Yountville, CA 94599

California Department of Transportation
District 4
Attn: Tim Sable, Senior Transportation Planner
P.O. Box 23660
Oakland, CA 94623

California Highway Patrol
Attn: Bill Baggett, Captain
Area Command
3601 Telegraph Avenue
Oakland, CA 94609

California Office of Historic Preservation
Attn: Dr. Hans-Kreutzberg
1416 9th Street, Room 1442
Sacramento, CA 95814

California Department of Toxic Substances Control
1101 I Street
Sacramento, CA 95814

California State Lands Commission
Attn: Dwight Sanders, Environmental Planning
100 Howe Avenue, Suite 100 South
Sacramento, CA 95825

E. LOCAL / REGIONAL AGENCIES

San Francisco Bay Conservation
and Development Commission
50 California Street, Suite 2600
San Francisco, CA 94111

Dublin – San Ramon Services District
Engineering Department
Attn: David Behrens, Principal Engineer
7051 Dublin Boulevard
Dublin, CA 94568

Oro Loma Sanitary District
Attn: Marta Borerger, Administrator
2600 Grant Avenue
San Lorenzo, CA 94580

East Bay Municipal Utility District
Attn: Marie Valmores, Senior Civil Engineer
375 11th Street, MS 701
Oakland, CA 94607

Livermore – Amador Valley Transit Authority
Attn: Lydia Wehrli
1362 Rutan Court, Suite 100
Livermore, CA 94551

Alameda – Contra Costa Transit District (AC Transit)
Attn: Suzanne Patton, Environmental Engineer
1600 Franklin Street
Oakland, CA 94612

Bay Area Rapid Transit District
Attn: Luce Zoyd, Safety Department
1330 Broadway
Oakland, CA 94612

Bay Area Air Quality Management District
Attn: Suzanne Bourguignon, Environmental Planner
939 Ellis Street
San Francisco, CA 94109

San Francisco Bay Regional
Water Quality Control Board
Attn: Dale Bowyer, Supervisor
1515 Clay Street, Suite 1400
Oakland, CA 94612

Port of Oakland
Environmental Planning Department
Attn: Jim McGrath, Dept. Manager
530 Water Street
Oakland, CA 94607

East Bay Regional Parks District
Office of Public Affairs
2950 Peralta Oaks Court
P.O. Box 5381
Oakland, CA 94605

F. COUNTY OF ALAMEDA

Alameda County Airport Land Use Commission
Attn: Cindy Horvath
399 Elmhurst St. #136
Hayward, CA 94544

Alameda County Flood Control
& Water Conservation District (Zone 7)
5997 Parkside Dr.
Pleasanton, CA 94588-5127

Alameda County Congestion Management Agency
Attn: Jean Hart, Planning Director
1333 Broadway, Suite 220
Oakland, CA 94612

Alameda County Public Works Agency
(for flood control outside Zone 7)
Administrative Office
299 Elmhurst St.
Hayward, CA 94544

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Oakland, CA 94612

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Alameda County Board of Supervisors
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Oakland, CA 94612

Alice Lai-Bitker
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District 4
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Keith Carson
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G. CITY OF DUBLIN

Janet Lockhart
Mayor
Attn: City Manager's Office
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Dublin Unified School District
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H. CITY OF OAKLAND

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Richard Spees
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Moses Mayne
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Larry Reid
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Oakland, CA 94605

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City Manager
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William Clagett
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Danny Wan
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Henry Chang
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City of Oakland
1520 Lakeside Drive
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Oakland Police Department
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Public Works Agency
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I. CITY OF SAN LEANDRO

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Mayor
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San Leandro, CA 94577

Bill McCammon, Fire Chief
Attn: Fire Administration
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Bob Rockett, Director
City of San Leandro Public Works
14200 Chapman Road
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Carolyn Knudtson, Director
Attn: Recreation and Human
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835 East 14th Street
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J. LOCAL MUNICIPALITIES

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Community Development Department
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City of Alameda
Planning Department
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Alameda, CA 94501

City of Berkeley
Planning and Development Department
Attn: Carol Barrett, Planning Director
2118 Milvia Street, Suite 300
Berkeley, CA 94704

City of Emeryville
Planning Department
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Emeryville, CA 94608

City of Fremont
Department of Development & Environmental
Services, Planning Division
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City of Hayward
Department of Community
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Hayward, CA 94541

City of Livermore
Community Development Department
Attn: Eric Brown, Planning Manager
1052 South Livermore Avenue
Livermore, CA 94550

City of Newark
Community Development Department
Attn: Richard Fujikawa
37101 Newark Boulevard
Newark, CA 94560

City of Pleasanton
Planning Department
Attn: Brian Swift, Director
P.O. Box 520
Pleasanton, CA 94566

City of Piedmont
Department of Public Works
Attn: Kate Black, City Planner
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City of Union City
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