



# 1919 Williams Street Warehouse Project

## Focused Environmental Impact Report

*prepared by*

**City of San Leandro**

Planning Division, Community Development Department

835 East 14<sup>th</sup> Street

San Leandro, California 94577

Contact: Anne Wong, AICP, Associate Planner

*prepared with the assistance of*

**Rincon Consultants, Inc.**

449 15<sup>th</sup> Street, Suite 303

Oakland, California 94612

**March 2022**



**RINCON CONSULTANTS, INC.**

Environmental Scientists | Planners | Engineers

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Appendix NOP Notice of Preparation and Scoping Letters

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# Executive Summary

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This document is a Focused Environmental Impact Report (EIR) analyzing the environmental effects of the proposed 1919 Williams Street Warehouse Project (proposed project or project). This section summarizes the characteristics of the proposed project, alternatives to the proposed project, and the environmental impacts and mitigation measures associated with the proposed project.

## Project Synopsis

### Project Applicant

Tyneise Beyer  
HPA Architecture  
600 Grand Avenue, Suite 302  
Oakland, California 94610

### Lead Agency Contact Person

Anne Wong, AICP, Associate Planner  
City of San Leandro  
835 East 14<sup>th</sup> Street  
San Leandro, California 94577  
(510) 577-3458

### Project Location

The project site is comprised of two lots located at the southwestern corner of Merced Street and Williams Street in the City of San Leandro (City) in Alameda County, California. The project site is approximately 9.8 acres and consists of two parcels, with Assessor Parcel Numbers 77A-700-9-6 and 79A-332-2-9. The site is surrounded by industrial uses to the north, east, and west. Industrial Transition and Commercial uses are located to the south of the site. The project site is approximately two miles southwest of the San Leandro Creek and approximately one mile northeast of the Oyster Bay Regional Shoreline bordering the San Francisco Bay.

### Current Land Use and Zoning

The project site is currently developed with a one-story warehouse and office mixed-use building, which occupies 236,294 square feet or 55 percent of the site. In addition to the warehouse is a loading dock site and two parking lots on the northern and southwestern edges of the site. The existing building was found to be qualified for listing in the California Register of Historical Resources because it possesses significance under Criterion 3 (Architecture) and retains integrity, as defined by the California Office of Historic Preservation.

The site's General Plan land use designation is General Industrial, and the site is zoned as Industrial General District. The proposed project would not require amendments to the City's General Plan or to the San Leandro Municipal Code but would require a Zoning Enforcement Official's approval to adjust the maximum allowable height.



## Project Description

The following is a summary of the full project description, which can be found in Section 2.0, *Project Description*, of this EIR.

### Project Characteristics

The project would involve demolition of the existing one-story office and warehouse mixed-use building and associated surface parking. After demolition, the project would involve construction of a two-story 221,495 square-foot industrial warehouse, 30 dock high loading doors, and new surface parking lots. The proposed warehouse structure would have a height of 47.5 feet and include 4,200 square feet of ground floor office space, 3,400 square feet of second floor office space, and 213,895 square feet of warehouse space.

Regional access to the site would be provided via Interstate 880, and local access would be provided via Williams Street and Merced Street. Surface parking for the proposed project would include 74 standard parking stalls, 59 compact parking stalls, four accessible standard stalls, two accessible van stalls, one accessible standard electric vehicle (EV) stall, one accessible van EV stall, 16 electric vehicle charging stations, and 14 clean air/vanpool stalls. The 30 dock high loading doors would be constructed on the western portion of the proposed project, and surface parking would be located on the western, southern, and eastern perimeter.

At the time of publishing, a tenant has not been identified for the building. Operational hours and activities would be typical of a warehouse land use. The building would only be used for nonrefrigerated warehouse use as no refrigeration component has been proposed for the project. The project would employ approximately 117 full-time employees.

Additional details about the proposed project are included in Section 2, *Project Description*.

## Project Objectives

The applicant has the following objectives for the project:

- Achieve increased economic benefit from the site.
- Create a modern warehouse that contributes to the aesthetics of the project site.
- Facilitate the evolution of a transforming industrial workplace.
- Create a new efficient and updated warehouse which implements green building design and construction practices capable of achieving Leadership in Energy and Environmental Design (LEED™) certification for the building within the project.
- Encourage productive use of the City's industrial land which is currently underutilized.
- Maintain and protect the City's inventory of larger-scale industrial sites with easy access to freeways, rails, airports, and seaports.
- Support and retain existing industrial uses and employment in the City of San Leandro's industrial sector.

## Alternatives

As required by the California Environmental Quality Act (CEQA), this EIR examines alternatives to the proposed project. Studied alternatives include the following four alternatives. Based on the alternatives analysis, Alternative 2 was determined to be the environmentally superior alternative.

- Alternative 1: No Project/Existing Building to Remain
- Alternative 2: Renovate Eligible Historic Building

### **Alternative 1 (No Project/Existing Building to Remain)**

The No Project Alternative assumes that the proposed warehouse/office mixed-use building, parking lot, and other accessories associated with the proposed project would not be constructed. Current uses on the project site consist of an existing warehouse/office mixed-use building and associated parking lot located at 1919 Williams Street. See Figure 2-2 in Section 2, *Project Description*, for existing site conditions.

The No Project Alternative would fulfill the last two project objectives to maintain and protect the City's inventory of larger-scale industrial sites and to support and retain existing industrial uses and employment in the industrial sector. However, the other five project objectives would not be fulfilled compared to the proposed project since the No Project Alternative would not achieve economic benefit as the building on site is currently vacant and underutilized, create a modern warehouse that would contribute to the site's aesthetic, facilitate the evolution of a transforming industrial workplace, create a new efficient and updated warehouse, or encourage productive use of the City's industrial land. Furthermore, the property would likely remain in its current state of disrepair and continue to deteriorate.

### **Alternative 2 (Renovate Eligible Historic Buildings)**

Alternative 2 would involve demolition of the existing building at 1919 Williams Street, except for the historically eligible portion of the building. The 1952 portion of the building (outlined in red in Section 5.0, *Alternatives*, Figure 5.1) would be renovated and a modified version of the proposed project would be constructed around it. The building would be renovated in compliance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties Guidelines* (2017) to the extent feasible.

Alternative 2 would achieve six of the project objectives which would include: facilitate the evolution of a transforming industrial workplace, create a new efficient and updated warehouse as the 1952 portion of the building would be primarily used as an office and the new addition would be primarily used as a warehouse, encourage productive use of the City's industrial land, maintain the site as industrial, and support and retain existing industrial uses and employment in the industrial sector, but not to the same degree as the proposed project as the size and utility of the building in Alternative 2 would be reduced. The overall size of the building under Alternative 2 would be smaller than the proposed project and thus would not utilize the existing parcel to its full extent as it does not maximize the redevelopment potential of the site, and renovations of historic properties are more costly than new construction.

Alternative 1 (No Project) was determined to be the environmentally superior alternative. CEQA requires that, among the alternatives, an "environmentally superior" alternative be selected and that the reasons for such selection be disclosed. In general, the environmentally superior alternative is the alternative that would generate the fewest or least severe adverse impacts. according to CEQA Guidelines Section 15126.6(e)(2), if the environmentally superior alternative is the no project alternative, an environmentally superior alternative shall be identified among the remaining alternatives. As such, Alternative 2 would be the environmentally superior alternative. Refer to Section 5.0, *Alternatives*, for the complete alternatives analysis.

## Areas of Known Controversy

The EIR scoping process did not identify any areas of known controversy for the proposed project. Responses to the Notice of Preparation of a Draft EIR are summarized in Section 1.0, *Introduction*.

## Issues to be Resolved

The proposed project would require a Conditional Use Permit and a Site Plan Review from the City of San Leandro.

## Issues Not Studied in Detail in the EIR

Table 1-2 in Section 1.4 summarizes issues from the environmental checklist that were addressed in the Initial Study (Appendix IS). As indicated in the Initial Study, there is no substantial evidence that significant impacts would occur to the following issue areas: Aesthetics, Agricultural Resources, Air Quality, Biological Resources, Energy, Geology and Soils, Greenhouse Gas Emissions, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use and Planning, Mineral Resources, Noise, Population/Housing, Public Services, Recreation, Transportation, Tribal Cultural Resources, Utilities and Service Systems, Wildfire, and Mandatory Findings of Significance. Impacts to Cultural Resources were found to be potentially significant and are addressed in this EIR.

## Summary of Impacts and Mitigation Measures

Table ES-1 summarizes the environmental impacts of the proposed project, proposed mitigation measures, and residual impacts (the impact after application of mitigation, if required). Impacts are categorized as follows:

- **Significant and Unavoidable.** An impact that cannot be reduced to below the threshold level given reasonably available and feasible mitigation measures. Such an impact requires findings under CEQA Guidelines Section 15091 and a Statement of Overriding Considerations to be issued if the project is approved pursuant to CEQA Guidelines Section 15093.
- **Less than Significant with Mitigation Incorporated.** An impact that can be reduced to below the threshold level given reasonably available and feasible mitigation measures. Such an impact requires findings under CEQA Guidelines Section 15091.
- **Less than Significant.** An impact that may be adverse but does not exceed the threshold levels and does not require mitigation measures. However, mitigation measures that could further lessen the environmental effect may be suggested if readily available and easily achievable.
- **No Impact:** The proposed project would have no effect on environmental conditions or would reduce existing environmental problems or hazards.

**Table ES-1 Summary of Environmental Impacts, Mitigation Measures, and Residual Impacts**

Impact	Mitigation Measure (s)	Residual Impact
<b>Cultural and Tribal Cultural Resources</b>		
<p><b>Impact CUL-1.</b> The proposed project would involve demolition of a historical resource at 1919 Williams Street which is eligible for the CRHR and local designation.</p>	<p><b>CUL-1 Building Documentation.</b> property at 1919 Williams Street. Prior to issuance of demolition permits, the City of San Leandro shall ensure that documentation of the buildings and structures proposed for demolition is completed that follows the general guidelines of Historic American Building Survey (HABS)-Level III documentation. The documentation shall include high resolution digital photographic recordation, a historic narrative report, and compilation of historic research. The documentation shall be completed by a qualified architectural historian or historian who meets the Secretary of the Interior’s <i>Professional Qualifications Standards</i> for History and/or Architectural History (36 CFR Part 61). The original archival-quality documentation shall be offered as donated material to organizations and repositories that will make it available for current and future generations, including the City of San Leandro and the San Leandro Historical Society where it would be available to local researchers. Prior to the issuance of demolition permits, the City shall confirm documentation has been provided to all applicable organizations, including the City of San Leandro and the Historic Review Board.</p>	<p>Significant and Unavoidable</p>
<p><b>Impact CUL-2.</b> The proposed project would involve ground disturbance, which has the potential to impact unknown archaeological resources.</p>	<p><b>CUL-2 Unanticipated Discovery of Archaeological Resources.</b> Given the nature of the proposed improvements (i.e., no subterranean components) and existing site conditions, project-related ground disturbance (i.e., excavations) would not be anticipated to include ground disturbance in previously undisturbed areas and would thus be unlikely to impact native (intact) fossiliferous deposits. However, if cultural resources are encountered during ground-disturbing activities, work within 50 feet of the find shall be halted, and an archaeologist meeting the Secretary of the Interior’s <i>Professional Qualifications Standards</i> for archaeology (National Park Service 1983) shall be contacted immediately to evaluate the find (i.e., whether it is a “historical resource” or a “unique archaeological resource”). If the discovery proves to be significant under CEQA, additional work, recommended by the qualified archaeologist, the City, and if appropriate, local Native American Tribes, such as resource avoidance, or, where avoidance is infeasible in light of project design or layout or is unnecessary to avoid significant effects, data recovery excavation, Native American consultation, and archaeological monitoring may be warranted to mitigate significant impacts to cultural resources. In consultation with the archaeologists, the applicant shall implement any measures deemed by City staff to be necessary and feasible to avoid or minimize significant effects to the cultural resources.</p>	<p>Less than significant</p>
<p><b>Impact TCR-1.</b> The proposed project would involve ground disturbance, which has the potential to impact tribal cultural resources.</p>	<p><b>TCR-1 Unanticipated Discovery of Tribal Cultural Resources.</b> In the event that tribal cultural resources of Native American origin are identified during construction, all earth-disturbing work within 50 feet of the find shall be temporarily suspended or redirected until an archaeologist has evaluated the nature and significance of the find and an appropriate Native American representative, based on the nature of the find, is consulted. If the City, in consultation with local Native Americans, determines the resource is a tribal cultural resource and thus significant under CEQA, a cultural resources management plan shall be prepared and implemented in accordance with state guidelines (PRC Section 20184.3 (b)(2)) and in consultation with Native American groups. The plan would include avoidance of the resource or, if avoidance of the resource is infeasible, the plan would outline the appropriate treatment of the resource in coordination with the archaeologist, if applicable, and the appropriate Native American tribal representative(s). The plan shall be reviewed and approved by the City and the consulting Native American tribal representative(s) prior to implementation.</p>	<p>Less than significant</p>

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# 1 Introduction

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This document is a Focused Environmental Impact Report (EIR) for a proposed industrial warehouse development located at 1919 Williams Street, San Leandro, California. The proposed 1919 Williams Street Warehouse Project (hereafter referred to as the “proposed project” or “project”) would be constructed on a site currently occupied by a one-story office building with a connected warehouse.

This section discusses (1) the project and EIR background; (2) the legal basis for preparing an EIR; (3) the scope and content of the EIR; (4) issue areas found not to be significant by the Initial Study; (5) the lead, responsible, and trustee agencies; and (6) the environmental review process required under the California Environmental Quality Act (CEQA). The proposed project is described in detail in Section 2.0, *Project Description*.

## 1.1 Environmental Impact Report Background

The City of San Leandro distributed a Notice of Preparation (NOP) of the EIR for a 31-day agency and public review period starting on August 27, 2021 and ending on September 27, 2021. The City received letters from three agencies in response to the NOP during the public review period. The NOP is presented in Appendix NOP of this EIR, along with the responses received. Table 1-1 on the following page summarizes the content of the letters and where the issues raised are addressed in the EIR.

## 1.2 Purpose and Legal Authority

The proposed project requires the discretionary approval of the City of San Leandro Board of Zoning Adjustments; therefore, the project is subject to the environmental review requirements of CEQA. In accordance with Section 15121 of the *CEQA Guidelines* (California Code of Regulations, Title 14), the purpose of this EIR is to serve as an informational document that:

“will inform public agency decisionmakers and the public generally of the significant environmental effect of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project.”

This EIR has been prepared as a project EIR pursuant to Section 15161 of the *CEQA Guidelines*. A Project EIR is appropriate for a specific development project. As stated in the *CEQA Guidelines*:

“This type of EIR should focus primarily on the changes in the environment that would result from the development project. The EIR shall examine all phases of the project, including planning, construction, and operation.”

This EIR is to serve as an informational document for the public and City of San Leandro decision makers. The process will include a public hearing before the Board of Zoning Adjustments to consider certification of a Final EIR and approval of the proposed project.

**Table 1-1 NOP Comments and EIR Response**

Commenter	Comment/Request	How and Where It Was Addressed
California Department of Transportation (Caltrans)	<p>If the project meets the screening criteria recommended in the Office of Planning and Research’s (OPR) Technical Advisory to be presumed to have a less-than-significant VMT impact and therefore exempt from detailed VMT analysis, please provide justification to support the exempt status in align with the OPR’s recommendation. Projects that do not meet the screening criteria should include a detailed VMT analysis in the DEIR.</p>	<p>Comments are addressed in Section 17, <i>Transportation</i>, of the Initial Study included as Appendix IS.</p>
	<p>As the Lead Agency, the City of San Leandro is responsible for all project mitigation, including any needed improvements to the State Transportation Network (STN). The project’s fair share contribution, financing, scheduling, implementation responsibilities and lead agency monitoring should be fully discussed for all proposed mitigation measures.</p>	<p>Mitigation measures related to Transportation are not proposed and as such would not require discussion of financing, scheduling, implementation responsibilities, and lead agency monitoring,</p>
	<p>If any Caltrans facilities are impacted by the project, those facilities must meet American Disabilities Act (ADA) Standards after project completion. As well, the project must maintain bicycle and pedestrian access during construction. These access considerations support Caltrans’ equity mission to provide a safe, sustainable, and equitable transportation network for all users.</p>	<p>Comments related to bicycle and pedestrian access are addressed in Section 17, <i>Transportation</i>, of the Initial Study included as Appendix IS.  Caltrans facilities would not be impacted by the project and as such, are not discussed in this EIR.</p>
East Bay Municipal Utility District (EBMUD)	<p>When the development plans are finalized, the project sponsor should contact EBMUD’s New Business Office and request a water service estimate to determine costs and conditions for providing water service to the project. Engineering and installation of water services require substantial lead time, which should be provided for in the project sponsor’s development schedule.</p>	<p>The project sponsor will request continued water service for the project site once the development plans are finalized and would consider the lead time in the project development schedule.</p>
	<p>EBMUD’s Standard Site Assessment Report indicates the potential for contaminated soils or groundwater to be within the project’s boundaries. The project sponsor should be aware that EBMUD will not install pipeline or services in contaminated soil or groundwater, nor in areas where groundwater contaminant concentrations exceed specified limits. The project sponsor must submit copies to EBMUD of all known information regarding soil and groundwater quality within or adjacent to the project boundary and a legally sufficient, complete, and specific written remediation plan establishing the methodology, planning and design of all necessary systems for the removal, treatment, and disposal of contaminated soil and groundwater.</p>	<p>Comments are addressed in Section 9, <i>Hazards and Hazardous Materials</i>, of the Initial Study included as Appendix IS.</p>
	<p>EBMUD will not design piping or services until soil and groundwater quality data and remediation plans have been received and reviewed and will not start underground work until remediation has been carried out and documentation of the effectiveness of the remediation has been received and reviewed. If no soil or groundwater quality data exists, or the information supplied by the project sponsor is insufficient, EBMUD</p>	<p>Comments are addressed in Section 9, <i>Hazards and Hazardous Materials</i>, of the Initial Study included as Appendix IS.</p>

Commenter	Comment/Request	How and Where It Was Addressed
	<p>may require the project sponsor to perform sampling and analysis to characterize the soil and groundwater that may be encountered during excavation, or EBMUD may perform such sampling and analysis at the project sponsor's expense. If evidence of contamination is discovered during EBMUD work on the project site, work may be suspended until such contamination is adequately characterized and remediated to EBMUD standards.</p> <p>EBMUD requests that the City include in its conditions of approval a requirement that the project sponsor comply with Assembly Bill 325, "Model Water Efficient Landscape Ordinance," (Division 2, Title 23, California Code of Regulations, Chapter 2.7, Sections 490 through 495). The project sponsor should be aware that Section 31 of EBMUD's Water Service Regulations requires that water service shall not be furnished for new or expanded service unless all the applicable water-efficiency measures described in the regulation are installed at the project sponsor's expense.</p>	<p>Comments are addressed in Section 10, <i>Hydrology and Water Quality</i>, and Section 19, <i>Utilities and Service Systems</i>, of the Initial Study included as Appendix IS.</p>
Native American Heritage Commission (NAHC)	<p>Recommends consultation with California Native American tribes that are traditionally and culturally affiliated with the geographic area of your proposed project as early as possible in order to avoid inadvertent discoveries of Native American human remains and best protect tribal cultural resources.</p>	<p>Consultation required by AB 52 was carried out by the City of San Leandro. Impacts to Tribal Cultural Resources are discussed in Section 4.1, <i>Cultural Resources and Tribal Cultural Resources</i>, of the EIR.</p>

### 1.3 Scope and Content

This EIR addresses impacts identified by the Initial Study to be potentially significant. The following issues were found to include potentially significant impacts and have been studied in the EIR:

- Cultural Resources

In preparing the EIR, use was made of pertinent City policies and guidelines, certified EIRs and adopted CEQA documents, and other background documents. A full reference list is contained in Section 7.0, *References and Preparers*.

The alternatives section of the EIR (Section 5.0) was prepared in accordance with Section 15126.6 of the *CEQA Guidelines* and focuses on a range of reasonable alternatives that are capable of eliminating or reducing significant adverse effects associated with the project while feasibly attaining most of the basic project objectives. In addition, the alternatives section identifies the "environmentally superior" alternative among the alternatives assessed. The alternatives evaluated include the CEQA-required "No Project" alternative and three alternative development scenarios for the project area.

The level of detail contained throughout this EIR is consistent with the requirements of CEQA and applicable court decisions. Section 15151 of the *CEQA Guidelines* provides the standard of adequacy on which this document is based. The *CEQA Guidelines* state:

An EIR should be prepared with a sufficient degree of analysis to provide decisionmakers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of the proposed



project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection, but for adequacy, completeness, and a good faith effort at full disclosure.

## 1.4 Issues Not Studied in Detail in the EIR

Table 1-2 lists the environmental resource areas that were addressed in the Initial Study (Appendix IS). Section 4.2 of this EIR summarizes the issues from each environmental resource area and a full analysis of each resource area can be found in Appendix IS. As indicated in the Initial Study, there is no substantial evidence that the proposed project may have a significant impact on the environment in any of these issue areas.

**Table 1-2 Issues Not Studied in the EIR**

▪ Aesthetics	▪ Agriculture and Forestry Resources
▪ Air Quality	▪ Biological Resources
▪ Energy	▪ Geology and Soils
▪ Greenhouse Gas Emissions	▪ Hazards and Hazardous Materials
▪ Hydrology and Water Quality	▪ Land Use and Planning
▪ Mineral Resources	▪ Noise
▪ Population and Housing	▪ Public Services
▪ Recreation	▪ Transportation
▪ Utilities and Service Systems	▪ Wildfire

## 1.5 Environmental Review Process

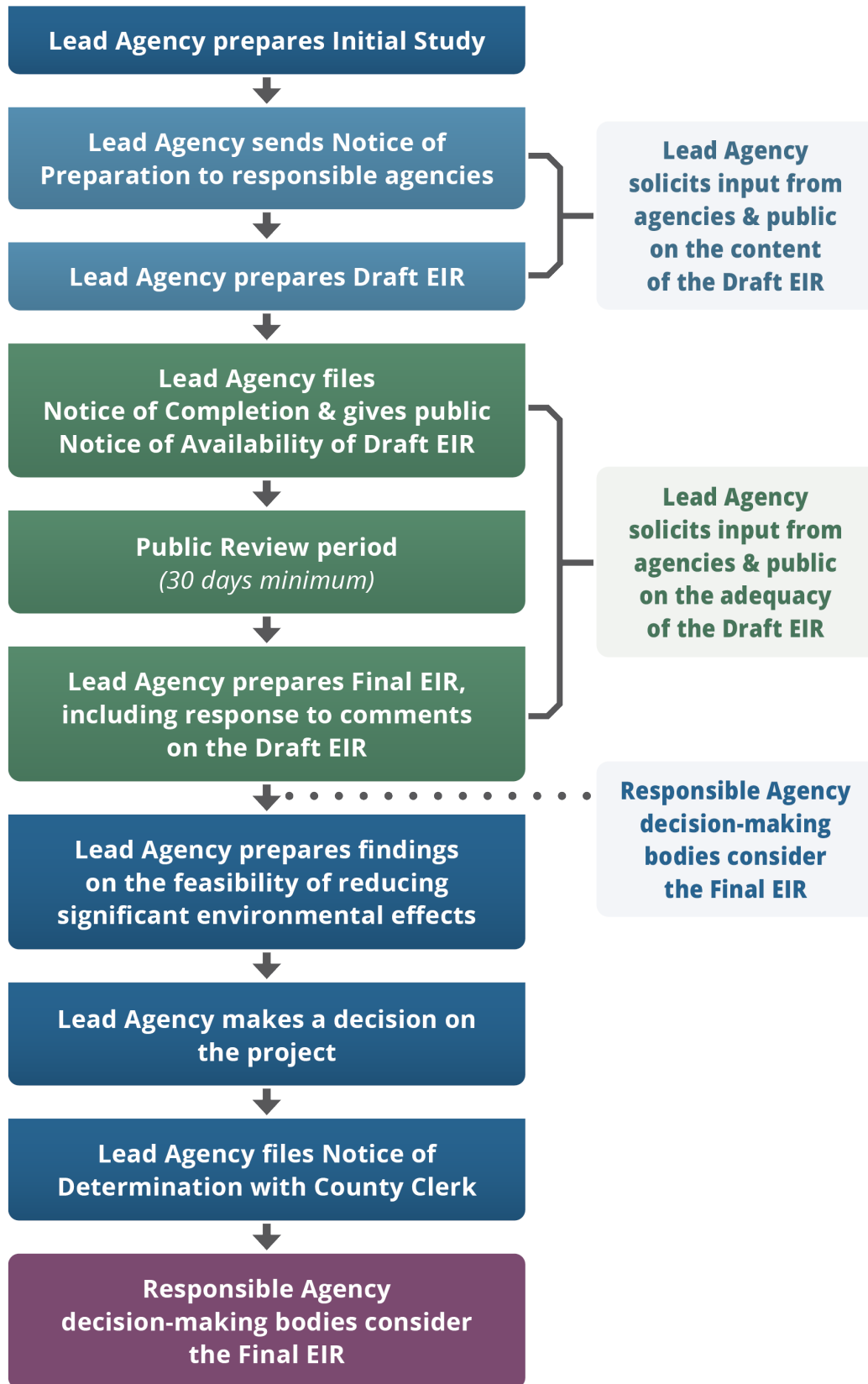
The environmental impact review process, as required under CEQA, is summarized below and illustrated in Figure 1-1. The steps are presented in sequential order.

1. **Notice of Preparation (NOP) and Initial Study.** After deciding that an EIR is required, the lead agency (City of San Leandro) must file a NOP soliciting input on the EIR scope to the State Clearinghouse, other concerned agencies, and parties previously requesting notice in writing (*CEQA Guidelines* Section 15082; Public Resources Code Sections 21080.4 and 21092.2). Aside from temporary exceptions in place prior to September 30, 2021, due to the COVID-19 pandemic, the NOP must be posted at the County Clerk's office for 30 days. The NOP may be accompanied by an Initial Study that identifies the issue areas for which the project could create significant environmental impacts (*CEQA Guidelines* Section 15082(a)(2)).
2. **Draft EIR Prepared.** The Draft EIR must contain a) table of contents or index; b) summary; c) project description; d) environmental setting; e) discussion of significant impacts (direct, indirect, cumulative, growth-inducing and unavoidable impacts); f) a discussion of alternatives; g) mitigation measures; and h) discussion of irreversible changes.
3. **Notice of Completion (NOC).** The lead agency must file a NOC with the State Clearinghouse when it completes a Draft EIR and prepare a Public Notice of Availability of a Draft EIR. The lead agency must post the NOC in the County Clerk's office for 30 days and send a copy of the NOC

to anyone requesting it (Public Resources Code Sections 21092, 21092.3, and *CEQA Guidelines* Section 15087). Additionally, public notice of Draft EIR availability must be given through at least one of the following procedures: a) publication in a newspaper of general circulation; b) posting on and off the project site; and c) direct mailing to owners and occupants of contiguous properties. The lead agency must solicit input from other agencies and the public and respond in writing to all comments received (Public Resources Code Sections 21104 and 21153). The minimum public review period for a Draft EIR is 30 days (Public Resources Code 21091).

4. **Final EIR.** A Final EIR must include a) the Draft EIR; b) copies of comments received during public review; c) a list of persons and entities commenting on the Draft EIR; and d) the Lead Agency's responses to comments.
5. **Certification of Final EIR.** Prior to making a decision on a proposed project, the lead agency must certify that: a) the Final EIR has been completed in compliance with CEQA; b) the Final EIR was presented to the decision-making body of the lead agency; c) the decision-making body reviewed and considered the information in the Final EIR prior to approving a project; and d) the Final EIR reflects the lead agency's independent judgment and analysis (*CEQA Guidelines* Section 15090).
6. **Lead Agency Project Decision.** The lead agency may a) disapprove the project because of its significant environmental effects; b) require changes to the project to reduce or avoid significant environmental effects; or c) approve the project despite its significant environmental effects, if the proper findings and statement of overriding considerations are adopted (*CEQA Guidelines* Sections 15042 and 15043).
7. **Findings/Statement of Overriding Considerations.** For each significant impact of the project identified in the EIR, the lead agency must find, based on substantial evidence in the record, that either: a) the project has been changed to avoid or substantially reduce the magnitude of the significant impact; b) changes to the project are within another agency's responsibility and jurisdiction and such changes have or should be adopted by the other agency; or c) specific economic, social, legal, technological, or other considerations make the mitigation measures or project alternatives infeasible (*CEQA Guidelines* Section 15091). If an agency approves a project with unavoidable significant environmental effects, it must prepare a written Statement of Overriding Considerations that sets forth the specific social, economic, or other reasons supporting the agency's decision (*CEQA Guidelines* Section 15091).
8. **Mitigation Monitoring Reporting Program.** When the lead agency makes findings on significant effects identified in the EIR, it must adopt a reporting or monitoring program for mitigation measures that were adopted or made conditions of project approval to mitigate significant effects (*CEQA Guidelines* Sections 15091 and 15097).
9. **Notice of Determination (NOD).** The lead agency must file a NOD after deciding to approve a project for which an EIR is prepared (*CEQA Guidelines* Section 15094). A local agency must file the NOD with the County Clerk. The NOD must be posted for 30 days and sent to anyone previously requesting notice. Posting of the NOD starts a 30-day statute of limitations on CEQA legal challenges (Public Resources Code Section 21167[c]).

Figure 1-1 Environmental Review Process



## 2 Project Description

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This section describes all components and characteristics of the proposed project, including the project applicant, the project site and surrounding land uses, major project characteristics, project objectives, and discretionary actions needed for approval, and serves as a basis for the analysis that follows in subsequent chapters of this Draft Environmental Impact Report (EIR). This chapter also provides an overview of existing conditions on and around the project site, including current jurisdictional designations; however, existing conditions are described in greater detail in the Environmental Setting portion of each environmental analysis section in Chapter 3, Environmental Setting.

### 2.1 Project Applicant

Tyneise Beyer  
HPA Architecture  
600 Grand Avenue, Suite 302  
Oakland, California 94610

### 2.2 Lead Agency Contact Person

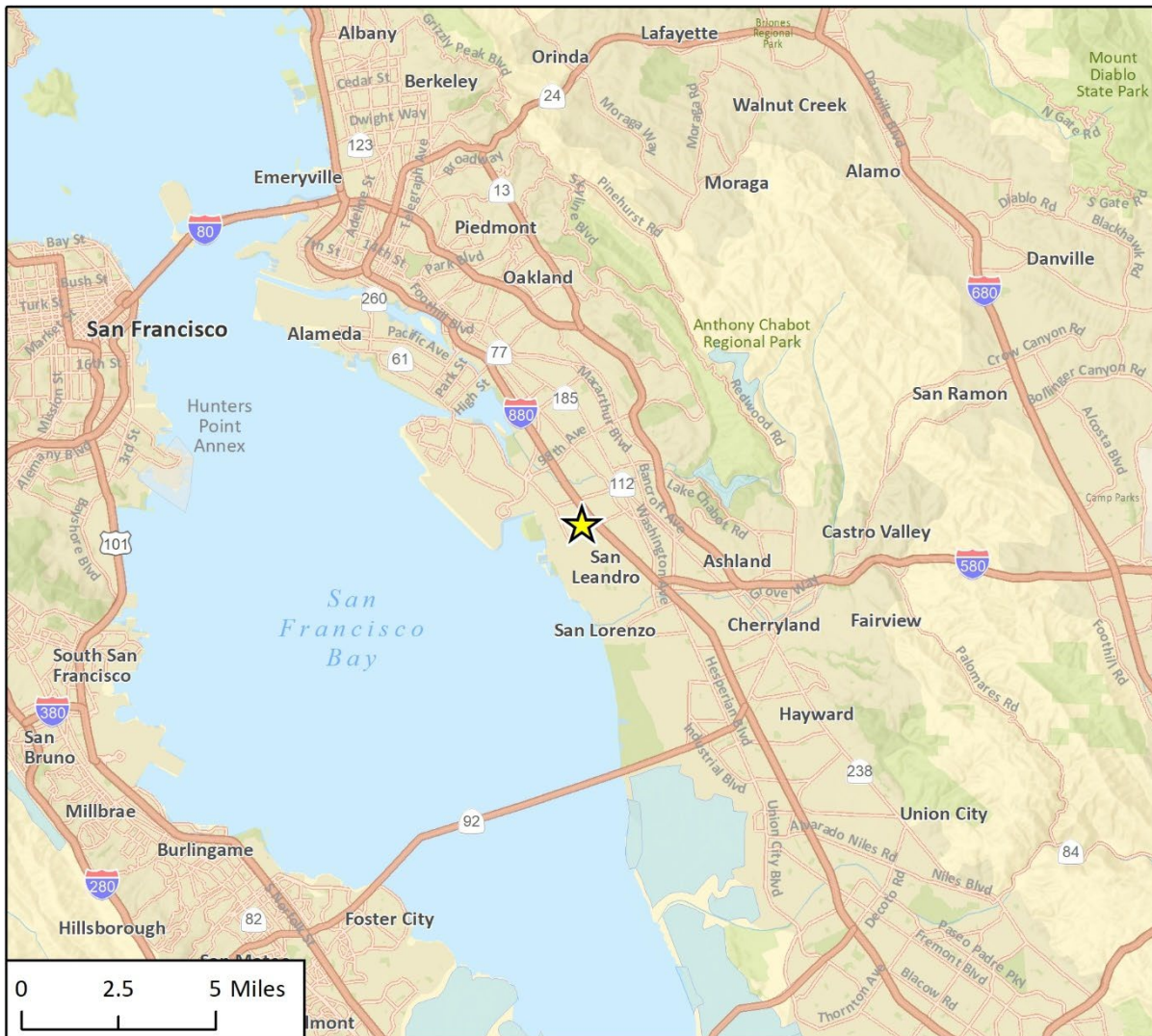
Anne Wong, AICP, Associate Planner  
City of San Leandro  
835 East 14th Street  
San Leandro, California 94577  
(510) 577-3479

### 2.3 Project Location

The project site is located at the southwestern corner of Merced Street and Williams Street in the City of San Leandro (City) in California's Alameda County. The project site is located in a predominantly industrial urban area of the City. The project site address is 1919 Williams Street, San Leandro, California 94577. The project site corresponds with Assessor Parcel Numbers 77A-700-9-6 and 79A-332-2-9. Assessor's Parcel Number 77A-700-9-6 encompasses the developed portion of the project site and surface parking along the western and southern perimeter of the site. Assessor's Parcel Number 79A-332-2-9 is an undeveloped, vegetated parcel that abuts length of the southern border of Parcel 77A-700-9-6.

Regional access to the site is provided via Interstate 880 (I-880) using Exit 33B, Marina Boulevard approximately 0.5 mile east of the project site. Local access to the site is via Williams Street and Merced Street. Figure 2-1 shows the regional location of the project site and Figure 2-2 shows an aerial image of the project site in its neighborhood context.

**Figure 2-1 Regional Location**



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★ Project Location

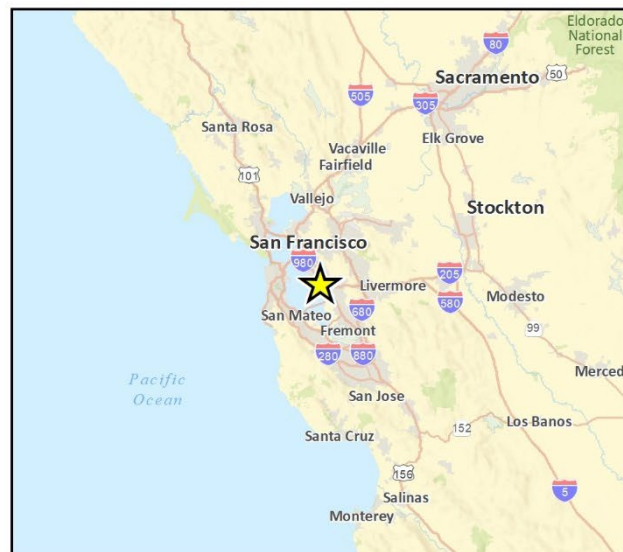
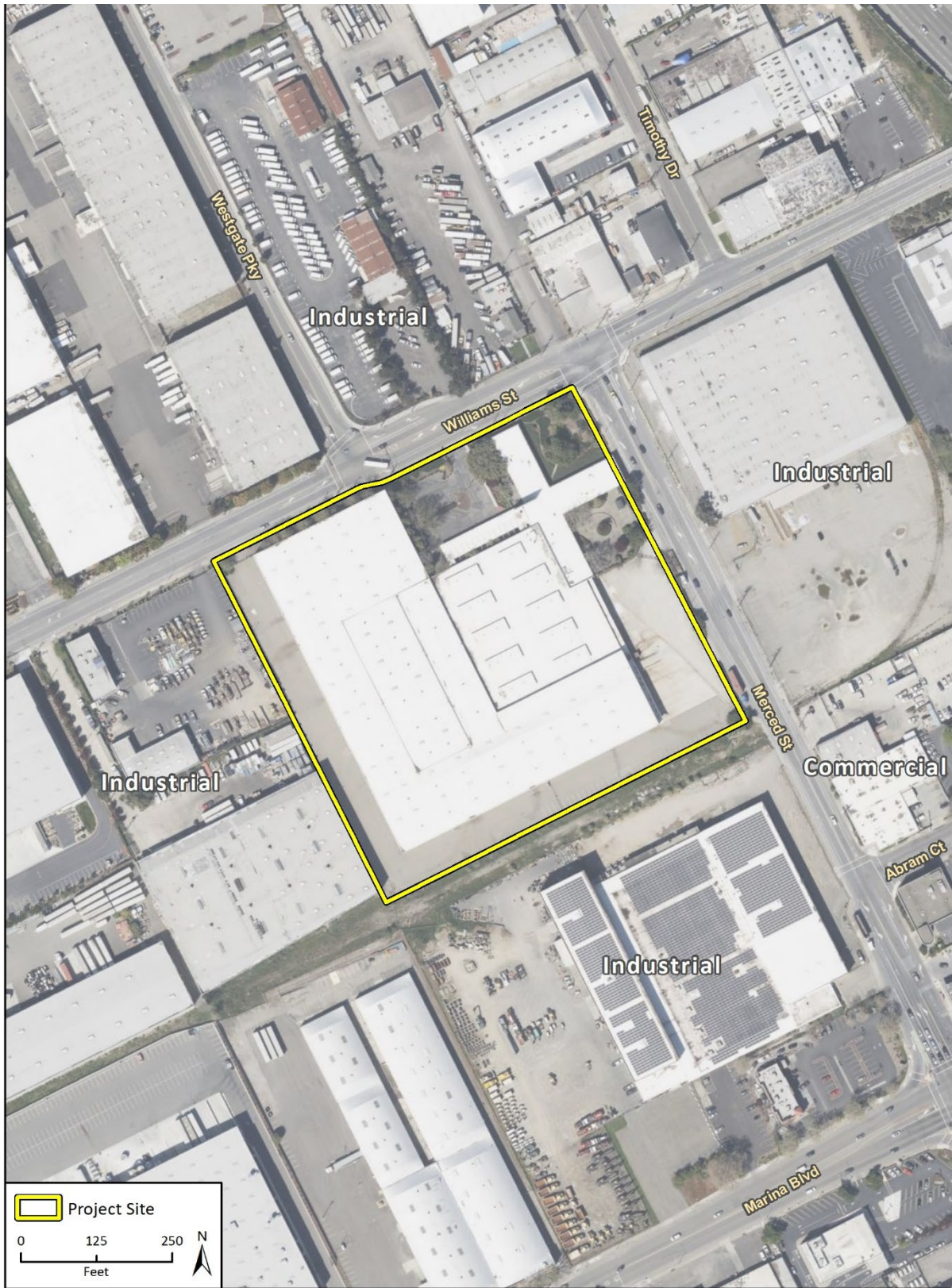


Fig. 1 Regional Location

Figure 2-2 Project Site Location



Imagery provided by Microsoft Bing and its licensors © 2021.

Fig. 2. Project Site

## 2.4 Existing Site Characteristics

### 2.4.1 Site History and Existing Conditions

In 1952, the original one-story 1919 Williams Street building was constructed with two connected uses: an office and a warehouse. In 1963, 1982, and 1985 respectively, additional sections were built to expand the footprint of the warehouse use of the building. The project site is fully developed and is primarily developed with the office and warehouse mixed-use building.

The project site is approximately 9.8 acres (426,747 square feet). The existing building has a footprint of 236,294 square feet and comprises approximately 55 percent of the project site. On the eastern side of the project site is an existing truck loading dock site. A paved parking lot serving the office use of the building with 24 parking stalls occupies the northern portion of the site. A second parking lot with 112 additional parking stalls runs along the southern and western borders of the project site. The southernmost portion of the site is a strip of unpaved, undeveloped vegetated land. According to a Historic Evaluation prepared by MacRostie Historic Advisors, LLC in April 2021, the existing building was determined to qualify for listing in the California Register of Historical Resources because it possesses significance under Criterion 3 (Architecture) and retains integrity as defined by the California Office of Historic Preservation (see Section 4.1, *Cultural Resources and Tribal Cultural Resources*, for more details) and would also be eligible as a City of San Leandro historic resource under the City of San Leandro's Historic Resource Designation criteria (Appendix CUL).

### 2.4.2 General Plan Designation

The project's General Plan land use designation is General Industrial. The City of San Leandro's General Plan Land Use element states that General Industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing, technology, warehousing, vehicle storage, office-flex, and distribution uses. A limited range of commercial uses is also permitted in areas designated for General Industrial land use.

### 2.4.3 Zoning

The site is zoned as an Industrial General District. According to the San Leandro Zoning Code, areas zoned as Industrial General Districts are allowed to contain the following uses: accessory uses, other than entertainment events, when in conjunction with a permitted use; adult-oriented business; emergency and non-emergency ambulance services; artists' studios; automobile parts sales; building materials and services; business services; business and trade schools; catering services; communications facilities; emergency health care; equipment sales; retail financial institutions; general and limited food processing; government offices; health and fitness centers; home improvement and interior decoration; custom, general, limited, and research and development industry; laboratories; maintenance and repair services; marine sales and services; medical supply stores; nurseries; offices, business and professional; parcel processing and shipping centers; pre-existing residential uses; big box retail sales; telecommunications, architecturally-integrated antennas and/or co-locations on existing tower structures; minor utilities; new vehicle/heavy equipment dealers; and storage and wholesale/retail distribution warehouse that utilizes the existing building that would not be expanded 10,000 square feet or more.

## 2.4.4 Surrounding Land Uses

The project area is in an urbanized area of industrial and commercial uses. Industrial uses surround the project site to the north, east, and west. The site is surrounded by low-rise warehouses, distribution centers, and other general industrial uses with the same zoning and land use as the site. Industrial Transition and Commercial uses are located south of the project site. The project area is not directly adjacent to any of the Specific Plans or Area Plan areas such as the Bay Fair Transit-Oriented Development Specific Plan, East 14<sup>th</sup> Street South Area, or North Area Specific Plan areas.

The project site is approximately two miles southwest of the San Leandro Creek and approximately one mile northeast of the Oyster Bay Regional Shoreline bordering the San Francisco Bay.

## 2.5 Project Description

The proposed project would involve demolition of the existing one-story office and warehouse mixed-use building and associated surface parking. After demolition, the project would involve the construction of a two-story 221,495 square-foot industrial warehouse and associated site improvements and landscaping. The proposed warehouse structure would have a height of 47.5 feet and include 4,200 square feet of ground floor office space and 3,400 square feet of office space on the second floor along with 213,895 square feet of warehouse space.

The project site would be accessible via three driveways, one on Williams Street, and two on Merced Street. The project would include the construction of 30 dock high loading doors<sup>1</sup> on the western portion of the proposed project and surface parking would be located along the western, southern, and eastern perimeter. Surface parking for the proposed project would include 74 standard parking stalls, 59 compact parking stalls, four accessible standard stalls, two accessible van stalls, one accessible standard electric vehicle (EV) stall, one accessible van EV stall, 16 EV charging stations, and 14 clean air/vanpool stalls. Table 2-1 provides a summary of the proposed project and Figure 2-3 shows the proposed site plan. The proposed structure would maintain approximately the same height on all sides of the building. Its exterior would be characterized by exposed brick, galvanized steel metal-plate-siding, grey paint, and blue glazed windows. Figure 2-4 shows a colored rendering of the proposed structure.

At the time of publishing, a tenant has not been identified for the building. Operational hours and activities would be typical of a warehouse land use. The building would only be used for nonrefrigerated warehouse use as no refrigeration component has been proposed for the project. The project would employ approximately 117 full-time employees.<sup>2</sup>

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<sup>1</sup> Dock high loading refers to an overhead door that is approximately four feet above the ground level, allowing convenient access to load and unload shipping containers to and from a warehouse space (Eric Hughes n.d.).

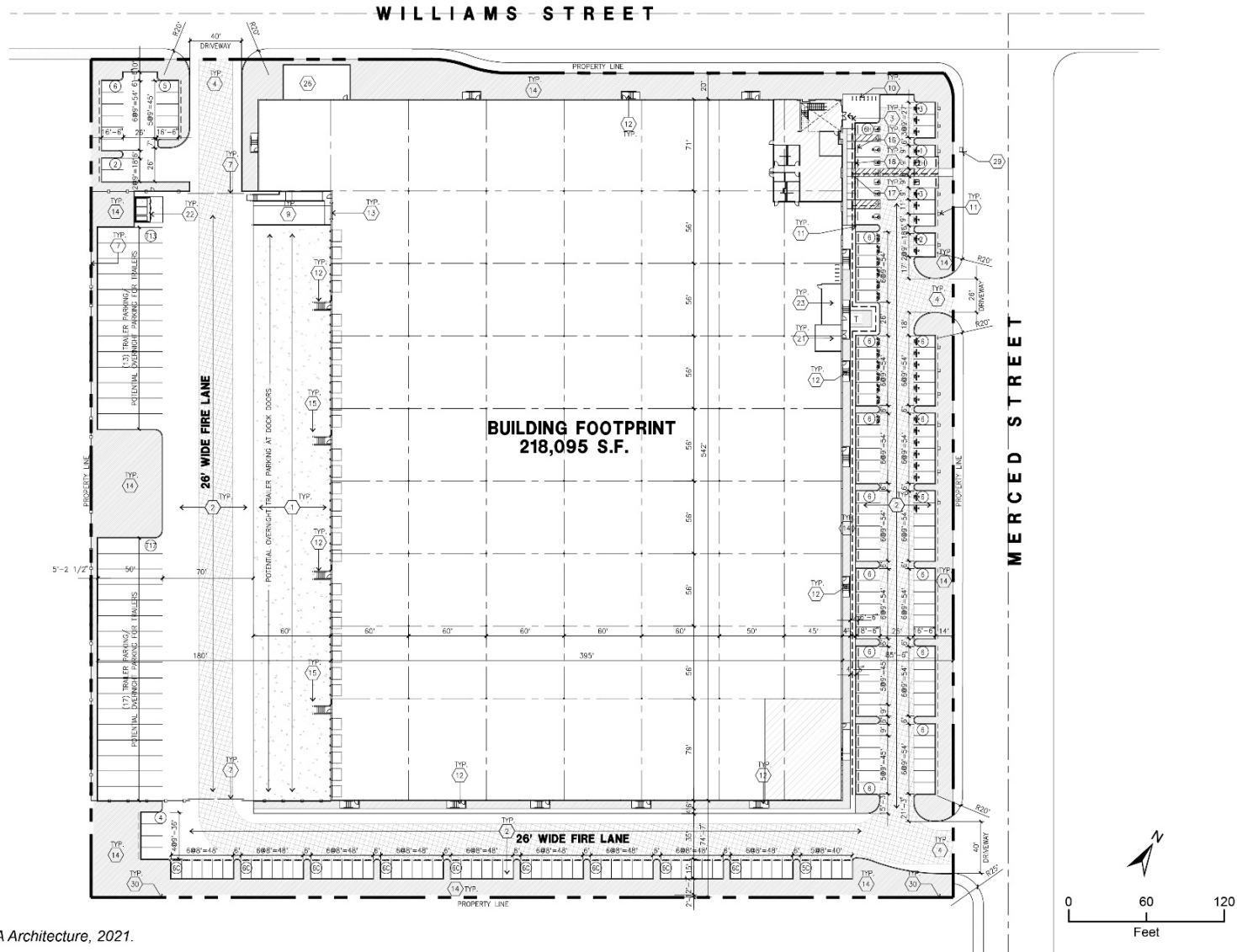
<sup>2</sup>  $(213,895 \text{ square foot warehouse distribution use} / 2,500 \text{ square foot per employee}) + (7,600 \text{ square foot office use} / 250 \text{ square foot per employee}) = 117 \text{ employees}$  (US Green Building Council 2022). Numbers may not add up due to rounding.



**Table 2-1 Project Summary**

<b>Project Component</b>	<b>Area or Unit</b>
<b>Building Area</b>	
Office – 1 <sup>st</sup> Floor	4,200 sf
Office – 2 <sup>nd</sup> Floor	3,400 sf
Warehouse	213,895 sf
Building Footprint	218,095 sf
<b>Parking Stalls</b>	
Standard	74 stalls
Compact	59 stalls
Accessible Standard	4 stalls
Accessible Van	2 stall
Accessible Standard EV	1 stall
Accessible Van EV	1 stall
Electric Vehicle Charging	16 stalls
Clean Air/Vanpool	14 stalls
Total Stalls	171 stalls
<b>Landscaping</b>	
Landscape area	34,283 sf
<b>Total Area</b>	<b>426,747 sf (9.8 acres)</b>

Figure 2-3 Proposed Site Plan



Source: HPA Architecture, 2021.

Figure 2-4 Proposed Building Elevations



CONCEPTUAL ELEVATIONS 36' CLEAR  
1919 WILLIAMS STREET  
SAN LEANDRO, CALIFORNIA



## 2.5.1 Construction and Grading

The existing structure would be demolished over one month. Project construction would be expected to occur over approximately 12 months from March 2022 to March 2023, in one continuous phase. Construction of the project site would include excavation and fill of soil during grading. The total amount of excavated (cut) soil would be 14,500 cubic yards and the total amount of cut soil that would be used as fill would be 14,500 cubic yards. As described in Section 7 of the Initial Study, *Geology and Soils* (Appendix IS), the site may contain undocumented fill which may be required to be removed from the project site and could require additional, imported fill to ensure the site remains balanced. If undocumented fill is not encountered during project construction, the project's earthwork activities would be balanced, and no import or export of soils would be required. Proposed construction would include construction equipment typical of a warehouse demolition and construction project.

## 2.5.2 Green Building Features

The proposed project would include green building features including LED lighting and low-flow fixtures inside the building. The building would have water-efficient irrigation via drip lines. Xeriscaping<sup>3</sup> and drought-resistant native species would be included as landscaping features. The project's parking lot would incorporate conduits for future electric vehicle charging stations and clean air/vanpool spaces.

## 2.5.3 Landscaping

During construction, 21 trees would be removed and replaced with 25 trees mostly concentrated around the eastern and southern borders of the project site (Appendix SITE). In total, 37 trees would be located in the project parking lot. These trees would be a mix of bay laurel, trident maple, crape myrtle, flowering plum tree, redbud, and crabapple. At their maturity, the trees would be projected to reach a maximum height of 15 to 20 feet.

The rest of the 34,283 square feet of landscaping would consist of a mixture of large shrubs, drought tolerant shrubs, grass, and perennials. The project would include 17,022 square feet of bioswales, primarily as one large bioswale area on the western portion of the project site in the parking area.

## 2.5.4 Utilities

The City of San Leandro would provide stormwater and wastewater services. Storm drain catch basins and storm drain junction boxes would be constructed on the project site to facilitate stormwater flows on-site. East Bay Municipal Utility District (EBMUD) would provide potable water. Pacific Gas and Electric (PG&E) would provide natural gas. Either PG&E or East Bay Community Energy (EBCE) would provide electricity. Telephone services would be provided by either AT&T or Comcast. Internet services would be provided by Lit San Leandro.

All of the utilities would be connected to existing infrastructure. Electricity and communications utilities would be installed underground.

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<sup>3</sup> Xeriscaping is a landscaping method developed especially for arid and semiarid climates that utilizes water-conserving techniques (such as the use of drought-tolerant plants, mulch, and efficient irrigation) (Merriam-Webster).

## 2.6 Project Objectives

CEQA Guidelines Section 15124(b) requires an EIR to include a statement of objectives sought by the project. The objectives assist the City, as lead agency, in developing a reasonable range of alternatives to be evaluated in the EIR. The project objectives also aid decision-makers in preparing findings or, if necessary, a statement of overriding considerations. The statement of objectives also includes the underlying purpose of the Project and the Project benefits.

The underlying purpose of the proposed project is to provide a modern industrial warehouse development project of superior quality and design using sustainable and environmentally superior practices within the existing industrialized portion of the City. In addition, the proposed project would accommodate the need for additional large warehouse uses in the City and in the County of Alameda while supporting and promoting the economic vitality of the City.

The applicant has the following objectives for the project:

- Achieve increased economic benefit from the site.
- Create a modern warehouse that contributes to the aesthetics of the project site.
- Facilitate the evolution of a transforming industrial workplace.
- Create a new efficient and updated warehouse which implements green building design and construction practices capable of achieving Leadership in Energy and Environmental Design (LEED™) certification for the building within the project.
- Encourage productive use of the City's industrial land which is currently underutilized.
- Maintain and protect the City's inventory of larger-scale industrial sites with easy access to freeways, rails, airports, and seaports.
- Support and retain existing industrial uses and employment in the City of San Leandro's industrial sector.

## 2.7 Lead, Responsible, and Trustee Agencies

The CEQA Guidelines define lead, responsible, and trustee agencies. The City of San Leandro is the lead agency for the project because it holds principal responsibility for approving the project.

A responsible agency refers to a public agency other than the lead agency that has discretionary approval over the project. Responsible agencies include EBMUD, which regulates water quality in the region, and BAAQMD, which regulates air quality in the region. The EIR will also be submitted to these agencies for review and comment.

A trustee agency refers to a state agency having jurisdiction by law over natural resources affected by a project. There are no trustee agencies for the proposed project.

## 2.8 Required Approvals

The following permits and approvals are required from the City of San Leandro prior to the construction of the proposed project:

- Conditional Use Permit to comply with the provisions established in San Leandro Zoning Code Section 2.12.216(A)(36) and (37) stating that a conditional use permit is required to construct a new building of any size to accommodate warehouse uses

- Site Plan Review to ensure that new development would comply with the applicable site development standards established by the San Leandro Zoning Code
- Zoning Enforcement Official's Approval for Building Height from the established maximum height of 35 feet to 50 feet as allowed under San Leandro Zoning Code Section 2.12.312(C)

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## 3 Environmental Setting

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This section provides a general overview of the environmental setting for the proposed project. More detailed descriptions of the environmental setting for each environmental issue area can be found in Section 4.0, *Environmental Impact Analysis*.

### 3.1 Regional Setting

The project site is located in the City of San Leandro, which is part of the greater San Francisco Bay Area in northern California. The San Francisco Bay Area is a highly urbanized region composed of several cities and counties, which have a combined population of approximately 7.7 million people and encompass almost 7,000 square miles (U.S. Census Bureau 2020). The climate varies greatly within the San Francisco Bay Area, but the region is generally known to have a coastal Mediterranean climate with cool, wet winters and mild to hot, dry summers. Although air quality in the area has steadily improved in recent years, several counties in the San Francisco Bay Area Region remain nonattainment areas for ozone (urban smog).

San Leandro is located along the eastern side of the bay and is approximately 17 miles inland of Pacific Ocean coastline. Incorporated in 1872, San Leandro was primarily an agricultural city until World War II, when the City experienced enormous population growth. The City's population doubled between 1940 and 1950 and doubled again between 1950 and 1960. San Leandro shifted to manufacturing and commercial sectors, and by the late 1960s, the City was almost completely built out. Infill development has continued to expand San Leandro's commercial and residential growth (City of San Leandro 2020). The City borders the San Francisco Bay to the west, and extends approximately 4 miles inland. To the north of the city are the highly urban centers of Alameda and Oakland, and to the south are Hayward and Fremont. Major roadways in the City include San Leandro Boulevard, Marina Boulevard, and Washington Avenue. Freeways that pass through the City include Interstate 880 (I-880), Interstate 580 (I-580), and State Route 185 (SR 185). I-880 is approximately 0.2 mile west of the project site, and I-580 is approximately 2 miles west. Figure 2-1 in Section 2.0, *Project Description*, shows the location of the project site in the region.

### 3.2 Project Site Setting

As shown in Figure 2-2 in Section 2.0, *Project Description*, the project site is bordered by an industrial development to the north, east, and west, Merced Street to the east, Williams Street to the north, and a strip of undeveloped vegetated land to the south. The project site is approximately two miles southwest of the San Leandro Creek and approximately one mile northeast of the Oyster Bay Regional Shoreline bordering the San Francisco Bay.

The project site is currently occupied by one commercial building and has a General Plan land use designation of General Industrial. The site is zoned Industrial General District, as defined by the City's Zoning Ordinance and the Land Use Element of the General Plan. Uses permitted in the General Industrial designation include a wide range of manufacturing, transportation, food and beverage processing, technology, warehousing, vehicle storage, office-flex, and distribution uses. A limited range of commercial uses is also permitted in areas designated General Industrial.



### 3.3 Cumulative Development

In addition to the specific impacts of individual projects, California Environmental Quality Act (CEQA) requires Environmental Impact Reports (EIRs) to consider potential cumulative impacts of the proposed project. The CEQA Guidelines define “cumulative impacts” as two or more individual impacts that, when considered together, are substantial or will compound other environmental impacts (CEQA Guidelines Sections 15065 and 15355). Cumulative impacts are the combined changes in the environment that result from the incremental impact of development of the proposed project and other nearby past, pending and planned projects. For example, traffic impacts of two nearby projects may be less than significant when analyzed separately but could have a significant impact when analyzed together. Cumulative impact analysis allows the EIR to provide a reasonable forecast of future environmental conditions and can more accurately gauge the effects of a series of projects. Consistent with CEQA Guidelines Section 15130, the discussion in this EIR focuses on the identification of any significant cumulative impacts and, where present, the extent to which the proposed project would constitute a considerable contribution to the cumulative impact.

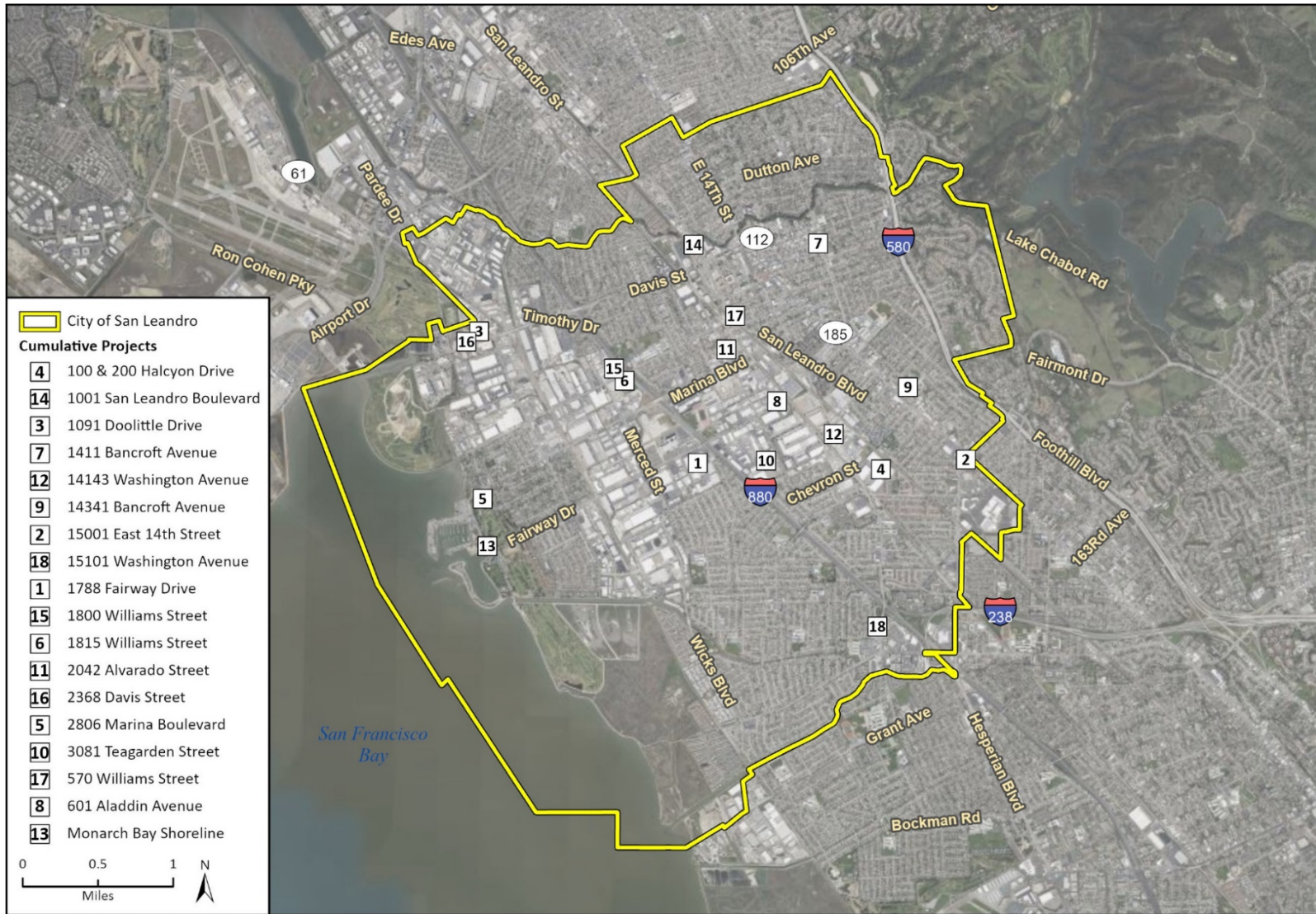
CEQA requires cumulative impact analysis in EIRs to consider either a list of past, planned and pending projects that may contribute to cumulative effects or a forecast of future development potential. Past projects include those land uses that have been previously developed and comprise the existing environment. Pending projects include those projects recently approved or under construction. Planned projects are those that are reasonably foreseeable, such as those for which an application is on file and in process with a local planning department. Past, currently planned and pending projects in San Leandro are listed in Table 3-1. In particular, the projects are either located in close proximity or along the same major arterial as the project site and construction schedules may overlap. These projects are considered in the cumulative analyses in Section 4.0, *Environmental Impact Analysis*.

**Table 3-1 Cumulative Projects List**

Project No.	Project Location <sup>1</sup>	Land Use
1	1788 Fairway Drive	Commercial
2	15001 East 14 <sup>th</sup> Street	Mixed use
3	1091 Doolittle Drive	Light Industrial
4	100 & 200 Halcyon Drive	Commercial
5	2806 Marina Boulevard	Apartments
6	1815 Williams Street	Commercial
7	1411 Bancroft Avenue	Medical
8	601 Aladdin Avenue	Light Industrial
9	14341 Bancroft Avenue	Apartments
10	3081 Teagarden Street	Condominiums
11	2042 Alvarado Street	Industrial
12	14143 Washington Avenue	Industrial
13	Monarch Bay Shoreline	Mixed-Use
14	1001 San Leandro Boulevard	Commercial
15	1800 Williams Street	Industrial
16	2368 Davis Street	Auto repair
17	570 Williams Street	Commercial
18	15101 Washington Avenue	Apartments

<sup>1</sup> Cumulative project details were obtained from the City of San Leandro.

Figure 3-1 Cumulative Projects within the City of San Leandro



Imagery provided by Microsoft Bing and its licensors © 2021.  
 Additional data provided by City of San Leandro, 2021.

SanLeandroHousingElement\_Map  
 Fig X Cumulative Projects

## 4 Environmental Impact Analysis

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This section discusses the possible environmental effects of the project for the specific issue areas that were identified through the scoping process as having the potential to cause significant effects on the environment. A “significant effect on the environment” as defined by the *CEQA Guidelines* Section 15382:

means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.

This document is a Focused EIR in that it evaluates potential impacts on a limited number of environmental issue areas that the lead agency determined to be significant (*CEQA Guidelines* Sections 15006(d), 15063(c)(3)). After preparation of the Initial Study Checklist (see Appendix IS), the City of San Leandro determined that the EIR would focus on the potentially significant impacts of the proposed project on built environment historical resources only.

The assessment of each issue area begins with a discussion of the environmental setting related to the issue, which is followed by the regulatory framework, and the impact analysis. In the impact analysis, the first subsection identifies the methodologies used and the “significance thresholds,” which are those criteria adopted by the City and other agencies, universally recognized, or developed specifically for this analysis to determine whether potential effects are significant. The next subsection describes each impact of the proposed project, mitigation measures for significant impacts, and the level of significance after mitigation measures are required into the project. “Mitigation Measures” are measures that would be required of the project to avoid a significant adverse impact; to minimize a significant adverse impact; to rectify a significant adverse impact by restoration; to reduce or eliminate a significant adverse impact over time by preservation and maintenance operations; or to compensate for the impact by replacing or providing substitute resources or environment. Each effect under consideration for an issue area is separately listed in bold text with the discussion of the effect and its significance. Each bolded impact statement also contains a statement of the significance determination for the environmental impact as follows:

- **Significant and Unavoidable.** An impact that cannot be reduced to below the threshold level given reasonably available and feasible mitigation measures. Such an impact requires findings under *CEQA Guidelines* Section 15091 and a Statement of Overriding Considerations to be issued if the project is approved per *CEQA Guidelines* Section 15093.
- **Less than Significant with Mitigation Incorporated.** An impact that can be reduced to below the threshold level given reasonably available and feasible mitigation measures. Such an impact requires findings under *CEQA Guidelines* Section 15091.
- **Less than Significant.** An impact that may be adverse but does not exceed the threshold levels and does not require mitigation measures. However, mitigation measures that could further lessen the environmental effect may be suggested if readily available and easily achievable.
- **No Impact.** The proposed project would have no effect on environmental conditions or would reduce existing environmental problems or hazards.

**1919 Williams Street Warehouse Project**

Following each environmental impact discussion is a list of mitigation measures (if required) and the residual effects or level of significance remaining after implementation of the measure(s). In cases where the mitigation measure for an impact could have a significant environmental impact in another issue area, this impact is discussed and evaluated as a secondary impact. The impact analysis concludes with a discussion of cumulative effects, which evaluates the impacts associated with the proposed project in conjunction with other planned and pending developments in the area listed in Section 3.0, *Environmental Setting*.

The Executive Summary of this EIR summarizes all impacts and mitigation measures that apply to the proposed project.

## 4.1 Cultural Resources and Tribal Cultural Resources

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This section assesses potential impacts to cultural resources, historic resources and tribal cultural resources from implementation of the proposed project. By statute, the California Environmental Quality Act (CEQA) is primarily concerned with two classes of cultural resources: “historical resources,” which are defined in Public Resources Code Section 21084.1 and CEQA Guidelines Section 15064.5, and “unique archaeological resources,” which are defined in Public Resources Code Section 21083.2. This analysis is based on a Historical Resources Evaluation (HRE) of 1919 Williams Street prepared by MacRostie Historic Advisors, LLC in April 2021 (MacRostie 2021; Appendix CUL). This section also draws on a records search of the California Historical Resources Information System at the Northwest Information System and a search of the Native American Heritage Commission Sacred Lands File (SLF), both of which were completed in August and September 2021 and are also included in Appendix CUL.

### 4.1.1 Existing Setting

#### **Historical Background**

##### *Prehistoric Context*

The project lies in the San Francisco Bay archaeological region (Milliken et al. 2007; Moratto 1984). Following Milliken et al. (2007), the prehistoric cultural chronology for the Bay Area generally can be divided into five periods: Early Holocene (8000-3500 BCE), Early Period (3500-500 BCE), Lower Middle (500 BCE-CE 430), Upper Middle (CE 430-1050), and the Late Period (CE 1050-Historic Contact).

It is presumed that early Paleoindian groups lived in the area prior to 8000 BCE, but no evidence for that period has been discovered in the Bay Area to date (Milliken et al. 2007). For this reason, the Paleo-Indian Period (ca. 11,500-8000 BCE) is not discussed here.

The earliest intensive study of the archaeology of the San Francisco Bay Area began with N. C. Nelson of the University of California Berkeley between 1906 and 1908. He documented over 100 shell mounds along the shores of Alameda and Contra Costa counties. Nelson was the first to identify the Bay Area as a discrete archaeological region (Moratto 1984).

#### **EARLY HOLOCENE (8000 – 3500 BCE)**

The Early Holocene Period in the San Francisco Bay Area is characterized by a mobile forager pattern and the presence of millingslabs, handstones, and a variety of leaf-shaped projectile points. Evidence for this period is limited. It is likely that Holocene alluvial deposits buried many prehistoric sites in the area (Ragir 1972; Moratto 1984). Sites such as CCO-696 and CCO-637 in Contra Costa County are two of just a few sites dating to this period. The earliest date for the Early Holocene comes from the CCO-696 at Los Vaqueros Reservoir, approximately 30 miles east/southeast of the project site, dating to 7920 BCE (Milliken et al. 2007).

#### **EARLY PERIOD (3500 – 500 BCE)**

The Early Period saw increased sedentism as indicated by new ground stone technologies (introduction of the mortar and pestle), an increase in regional trade, and the earliest cut-bead horizon. The first documentation of the mortar and pestle, dating to 3800 BCE, comes from CCO-637

in the Los Vaqueros Reservoir area. By 1500 BCE, mortars and pestles had almost completely replaced millingslabs and handstones. The prevalence of mortars and pestles, ornamental grave associations, and shell mounds mark a shift to a sedentary or semi-sedentary lifestyle. The earliest cut bead horizon, dating to this period, is represented by rectangular *Haliotis* and *Olivella* beads from several sites, including CCO-637, SCL-832 in Sunnyvale, and ALA-307 in Berkeley (Milliken et al. 2007). The advent of the mortar and pestle indicates a greater reliance on processing nuts such as acorns. Faunal evidence from various sites indicate a diverse diet based on mussel and other shellfish, marine mammals, terrestrial mammals, and birds (D'Oro 2009).

### **LOWER MIDDLE PERIOD (500 BCE – CE 430)**

The Lower Middle Period saw numerous changes from the previous period. Rectangular shell beads, common during the Early Period, disappear completely, replaced by split-beveled and saucer *Olivella* beads. In addition to the changes in beads, *Haliotis* ornaments, bone tools and ornaments, and basketry awls indicating coiled basketry manufacture appeared. Mortars and pestles continued to be the dominant grinding tool (Milliken et al. 2007). Evidence for the Lower Middle Period in the Bay Area comes from sites such as the Emeryville shell mound (ALA-309) and Ellis Landing (CCO-295). ALA-309 is one of the largest shell mounds in the Bay Area and contains multiple cultural sequences. The lower levels of the site, dating to the Middle Period, contain flexed burials with bone implements, chert bifaces, charmstones, and oyster shells (Moratto 1984).

### **UPPER MIDDLE PERIOD (CE 430 – 1,050)**

Around CE 430, *Olivella* saucer bead trade networks established during earlier periods collapsed and over half of known sites occupied during the Lower Middle Period were abandoned. *Olivella* saddle beads replaced *Olivella* saucer beads. New items appear at sites, including elaborate, decorative blades, fishtail charmstones, new *Haliotis* ornament forms, and mica ornaments. Sea otter bones became more frequent from earlier periods (Milliken et al. 2007). Excavations at ALA-309 indicate a shift from oysters to clams at that site. Subsistence analysis at various sites dating to this period indicate a diverse diet that included various species of fish, mammal species, bird species, shellfish, and plant resources that varied by location within the Bay Area (Hylkema 2002).

### **LATE PERIOD (CE 1,050 – HISTORIC CONTACT)**

The Late Period saw an increase in social complexity, indicated by differences in burials and an increased level of sedentism. Small, finely worked projectile points associated with bow and arrow technology appear around CE 1250. Clamshell disk beads replaced *Olivella* shell beads. The toggle harpoon, hopper mortar, and magnesite tube beads also appeared during this period (Milliken et al. 2007). There was an increase in the intensity of resource exploitation that correlates with a growing population (Moratto 1984). Many of the well-known sites of earlier periods, such as the Emeryville shell mound (ALA-309) and the West Berkeley site (ALA-307), were abandoned possibly due to fluctuating climate and drought that occurred throughout the Late Period (Lightfoot and Luby 2002).

### *Ethnographic Context*

The project site lies within an area traditionally occupied by the Ohlone (or Costanoan) people. Ohlone territory extends from the point where the San Joaquin and Sacramento rivers issue into the San Francisco Bay to Point Sur with the inland boundary constituted by the interior Coast Ranges (Kroeber 1925:462). The Ohlone language belongs to the Penutian family with several distinct dialects throughout the region (Kroeber 1925: 462).

The pre-contact Ohlone were semi-sedentary with a settlement system characterized by base camps of tule reed houses and seasonal specialized camps (Skowronek 1998). Villages were divided into small polities, each governed by a chief responsible for settling disputes, acting as a war leader (general) during times of conflict, and supervising economic and ceremonial activities (Kroeber 1925; Skowronek 1998,). Social organization appeared flexible to ethnographers and social hierarchy was not apparent to mission priests (Skowronek 1998).

Ohlone subsistence was based on hunting, gathering, and fishing (Kroeber 1925: 467, Skowronek 1998). Mussels were a particularly important food resource (Kroeber 1925: 467). Sea mammals were also important; sea lions and seals were hunted, and beached whales were exploited (Kroeber 1925: 467). As throughout California, the acorn was an important staple, prepared by leaching acorn meal in openwork baskets and in holes dug into the sand (Kroeber 1925: 467). The Ohlone practiced controlled burning to facilitate plant growth (Kroeber 1925: 467, Skowronek 1998).

Seven Franciscan missions were built in Ohlone territory in the late 1700s, and all members of the Ohlone group were eventually brought into the mission system (Kroeber 1925: 462, Skowronek 1998). After the establishment of the missions, Ohlone population dwindled from roughly 10,000 people in 1770 to 1,300 in 1814 (Skowronek 1998). In 1973, the population of people of Ohlone descent was estimated at fewer than 300. The descendants of the Ohlone united in 1971 and have since arranged political and cultural organizations to revitalize aspects of their culture.

### *Historic Context*

Before the first European settlers arrived, the area now known as San Leandro was home to Ohlone Indians for more than 3,000 years. San Leandro was first visited by Europeans in 1772 when Spanish soldier Capitan Pedro Fages and Father Crespi arrived as part of Fages expedition to explore the San Francisco Bay Area. In the years following, the area of San Leandro remained largely undeveloped.

In order to strengthen their claim to the area, the Spanish awarded a land grant to Don Luis Maria Peralta in 1820. The grant, awarded by the last Spanish governor of California, Pablo Vicente De Sola, included modern-day San Leandro, Oakland, Emeryville, Piedmont, Berkeley, and Albany and spanned 44,800 acres. In 1842, Governor Juan Alvarado awarded a land grant to Jose Joaquin Estudillo that extended from San Leandro Creek to San Lorenzo Creek, including the area where 1919 Williams Street is today.

When California was ceded to the United States after the Mexican-American War, the 1848 Treaty of Guadalupe Hidalgo provided that Mexican land grants would be honored after being confirmed by the Public Land Commission. Estudillo filed a claim for the land in 1852 and it was patented to him in 1863. A 1855 survey map shows that during this period the land was generally used for agriculture by settlers and Native Americans and included crops of corn, wheat, beans, and melons. As settlers arrived in the 1850s, the town was laid out on a grid. San Leandro became the seat of Alameda County in 1856. An earthquake destroyed the County Courthouse in 1868 and the seat was relocated to Oakland. The agricultural town continued to prosper and was incorporated as a City in 1872, reaching 2,300 residents by the turn of the twentieth century. At this time, farms and orchards in the city produced a variety of fruits and vegetables, including cherries, tomatoes, onions, potatoes, asparagus, sugar beets, rhubarb, and apricots.

San Leandro continued to grow at a moderate pace during the first part of the twentieth century and had 14,000 residents by 1940. Neighborhoods took shape, and railroad corridors running through the city were developed with industry. Downtown was the center of commerce and civic life. It was in the 1940s and 1950s that much of San Leandro's current form and character took



shape. Nearly half of the city's current housing stock was added during this era, initially created by the need for wartime housing and sustained by veterans and their families. The city's neighborhood shopping centers and commercial strips along East 14th Street date from this period. The city was among the fastest growing industrial centers in the Bay Area during the post-war years, adding 6,000 manufacturing jobs between 1947 and 1954. By the 1960s, the city's pace of growth reached its natural limit; hills became barriers for expansion and the city's shoreline was acquired for park use and new development shifted to smaller infill sites around the city.

Throughout San Leandro's early decades of growth, the lands surrounding the subject property remained a largely agricultural stretch between the bay and the city. The area to the west of 1919 Williams Street was known as Mulford's Landing. In the 1800s to the early 1900s, the area was known for harvesting oysters. At that time, oystering was the most valuable fishing enterprise in the state. Mulford's Landing was named for Thomas Mulford, a New Yorker who came to area to join the Gold Rush in 1849. Instead of prospecting, he began to hunt wildlife and growing, transporting, and selling food items to the huge influx of people to the area. He continued to farm the land until a 1924 bout of foot and mouth disease took all his livestock. Rather than rebuild, he sold his land in 1927. The resulting residential subdivision became Mulford Gardens. This remained the only residential development in the area for many years, separated from the growing city to the east by farmland. The area to the west of present-day Nimitz Freeway (Interstate 880) to the bay was agricultural into the late 1940s. By the early 1950s, light industrial development began, later characterizing the area (Appendix CUL).

## **Background Research**

In August 2021, staff at NWIC completed a search of the California Historical Resources Information System (CHRIS). The purpose of the records search was to identify all previously recorded cultural resources, as well as previously conducted cultural resources studies within the project site and a 0.5-mile radius. The records search included a review of the National Register of Historic Places (NRHP), the California Register of Historic Resources (CRHR), the California Built Environment Resources Directory (BERD) and the Archaeological Determinations of Eligibility list. Rincon also reviewed the results of the citywide historic resources survey prepared in 2003 by Architectural Resources Group (Architectural Resources Group 2003).

The cultural resources records search identified four previously recorded cultural resources within a 0.5-mile radius of the project site, none of which are within or adjacent to the project site. The SLF search conducted by the NAHC was returned with negative results. The BERD and 2003 citywide historic resources survey did not identify any known cultural resources within or adjacent to the project site.

## **Historical Resources Evaluation (HRE)**

An HRE of 1919 Williams Street was completed in April 2021 by MacRostie Historic Advisors, LLC (MacRostie 2021; Appendix CUL). Methods included background research, a field visit, and an evaluation of the property for eligibility in the CRHR and local designation. As detailed in the HRE:

1919 Williams Street was constructed in 1952 for Republic Supply Company of California for their Northern Division Headquarters. At the time, Republic Supply Company of California was the largest supplier for California's expanding oil business. The building was designed by Los Angeles based modernist architect George Vernon Russell and was constructed by Oakland-based Swinerton and Walberg.

The 10-acre site originally included a 72,000 square foot warehouse and the 10,000 square foot cruciform office plan. In 1963, the facility was expanded with an adjoining warehouse to accommodate the Kilsby Tube Supply, an independent division of the Republic Supply Company. The building was sold in 1966 to JI Case Co, a manufacturer of construction and agricultural equipment. It was most recently occupied by CNH America, who also manufactures large agricultural equipment. The building received two additions – the warehouse was extended on its western end in 1982. The building received a larger warehouse addition in c. 1985 that extended from the east side of the warehouse and encompassed the earlier warehouse additions.

The building was found eligible for listing in the CRHR under Criterion 3 and eligible for local designation for its embodiment of Modernist-style architecture, typified by its flat roof, brick exterior, large, fixed windows with spandrel panels, and minimal wood and metal fin decorative details, and as the work of a master architect, George Vernon Russell, well-known for his application of the modernist style to industrial buildings. As detailed in the HRE:

Its style is reflected in its flat roof and simple form. Decorative elements including, the flat decorative awning with roof details at the office entry that extends to the covered parking, exposed steel details, the flat eave overhang, and the metal fin decorative details exemplify the architectural style. Other character-defining elements include the T-shaped plan with separated uses with double-loaded corridors and large fixed-pane windows. The innovative “liveable” design is also reflected in the deep landscaped areas and the courtyard accessible from the building’s interior. The warehouse portion of the building, though utilitarian in design, is reflective of the architecture of the period with exposed steel trusses and roof monitors providing generous amounts of daylight to the factory floor below.

1919 Williams Street is also the work of master architect, George Vernon Russell, prolific from the 1940s through the 1970s, Russell became well-known at the time of the construction of this building for his modernist industrial designs. Russell, a fellow of the American Institute of Architects (FAIA), demonstrated a mastery of architectural design throughout his career and influenced the field of design. His master architect status is further supported by the AIA award he received for the design of this building’s architectural excellence.

In addition, 1919 Williams Street retains its integrity. As detailed in the HRE:

1919 Williams Street remains in its original location, and therefore retains integrity of location. 1919 Williams is an example of modernist industrial architecture. Its design is reflected in its overall form of the T-shaped office portion of the building adjacent to the attached warehouse facility. Its “liveable” design is further reflected in its deep set back from the corner of Williams and Merced Streets, its large pane windows, the southeast courtyard, and naturally lighted warehouse. Though the building was enlarged three times – 1963, 1982, and c.1985, the original form of the building is still discernable. The first addition, completed by Republic Supply Company of California was cohesive and deferential to the original design. The non-historic c. 1985 addition, though increasing the building’s warehouse footprint by quite a bit, was added to secondary warehouse elevations. The U-shaped addition encompassed the earlier additions to the warehouse portion of the building but is off-set from the building’s main entry. As a result, the original form of the building was retained. The building approach and distinctive main entry were retained. Despite later alterations it, therefore, retains integrity of design.

1919 Williams Street is located in the Wilks Tract portion of San Leandro. Developed beginning in the 1940s, it took form in the post-War era. Neighboring parcels were also developed for light industrial uses that flourished during the era and included other warehouse facilities and industrial uses. Today, the area has remained industrial. Though technologies have advanced in recent years and manufacturing is not as prevalent as it once was, the area continues to house several industrial and warehouse uses and therefore retains integrity of setting. The building's materials reflect its midcentury design and is exhibited in the large pane windows, distinctive corrugated sign blade, the exposed steel elements, and the fin details. The building retains integrity of materials. Workmanship is reflected in architectural detailing like the circular cut outs in the main entry awning and the steel truss and monitor in the warehouse. These elements, when considered together, reflect the building's feeling and association and embody the modernist industrial design realized by George Vernon Russell.

As a property which is eligible for listing in the CRHR and for a local register, 1919 Williams Street is a historical resource pursuant to CEQA Guidelines Section 15064.5(a)(2). The physical features which convey its significance and justify its CRHR eligibility are limited to its original 1952 portion.

#### 4.1.2 Regulatory Setting

This regulatory framework section identifies the federal, state, and local laws, statutes, guidelines, and regulations that govern the identification and treatment of cultural resources as well as the analysis of potential impacts to cultural resources. The lead agency must consider the provisions and requirements of this regulatory framework when rendering decisions on projects that have the potential to affect cultural resources.

##### **a. Federal Regulations**

##### **National Historic Preservation Act of 1966**

Federal regulations for cultural resources are governed primarily by Section 106 of the National Historic Preservation Act (NHPA) of 1966. Section 106 requires Federal agencies to take into account the effects of their undertakings on historic properties and affords the Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings. The council's implementing regulations, Protection of Historic Properties, are found in 36 Code of Federal Regulations (CFR) Section 800. The goal of the Section 106 review process is to offer a measure of protection to sites that are determined eligible for listing on the National Register of Historic Places (NRHP). The criteria for determining NRHP eligibility are found in 36 CFR 60. Amendments to the act (1986 and 1992) and subsequent revisions to the implementing regulations have, among other things, strengthened the provisions for Native American consultation and participation in the Section 106 review process. While Federal agencies must follow Federal regulations, most projects by private developers and landowners do not require this level of compliance. Federal regulations only come into play in the private sector if a project requires a federal permit or if it uses federal funding.

##### **National Register of Historic Places**

Resources listed in the National Register of Historic Places (NRHP) are considered historical resources for the purposes of California Environmental Quality Act (CEQA). The NRHP was established by the National Historic Preservation Act of 1966 as "an authoritative guide to be used by Federal, State, and local governments, private groups and citizens to identify the Nation's cultural

resources and to indicate what properties should be considered for protection from destruction or impairment” (36 CFR 60.2). The NRHP recognizes properties that are significant at the national, state, and local levels. To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Historic properties, as defined by the Advisory Council on Historic Preservation, include any “prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the NRHP maintained by the Secretary of the Interior” (36 CFR Section 800.16[I]). A property is eligible for the NRHP if it meets one of the following Criteria:

- Criterion A:** It is associated with events that have made a significant contribution to the broad patterns of our history
- Criterion B:** It is associated with the lives of persons significant in our past
- Criterion C:** It embodies 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
- Criterion D:** It has yielded, or may be likely to yield, information important in prehistory or history

To be eligible for listing in the NRHP, districts, sites, buildings, structures, and objects of potential significance must also possess integrity of location, design, setting, materials, workmanship, feeling, and association. The National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven qualities, defined in the following manner:

- Location:** The place where the historic property was constructed or the place where the historic event occurred
- Design:** The combination of elements that create the form, plan, space, structure, and style of a property
- Setting:** The physical environment of a historic property
- Materials:** Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property
- Workmanship:** The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory
- Feeling:** A property’s expression of the aesthetic or historic sense of a particular period of time
- Association:** The direct link between an important historic event or person and a historic property

## **b. State Regulations**

### **California Environmental Quality Act**

CEQA (Public Resources Code [PRC] Section 21084.1) requires a lead agency determine whether a project could have a significant effect on historical resources and on tribal cultural resources (Public Resources Code (PRC) Section 21074 [a][1][A]-[B]). A historical resource is a resource listed in or determined to be eligible for listing in the California Register of Historical Resources (CRHR) (PRC

Section 21084.1), a resource included in a local register of historical resources (CEQA Guidelines Section 15064.5[a][2]), or any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, provided the lead agency's determination is supported by substantial evidence in light of the whole record (CEQA Guidelines Section 15064.5[a][3]).

PRC Section 5024.1, CEQA Guidelines Section 15064.5, and PRC Sections 21083.2 and 21084.1 were used as the basic guidelines for the cultural resources analysis. PRC Section 5024.1 requires an evaluation of historical resources to determine their eligibility for listing in the CRHR. The purpose of the Register is to maintain listings of the state's historical resources and to indicate which properties are to be protected from substantial adverse change. The criteria for listing resources in the CRHR were expressly based on previously established criteria developed for listing in the NRHP, as enumerated below.

Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code, Section 5024.1, Title 14 CCR, Section 4852) including the following:

- (1) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage
- (2) Is associated with the lives of persons important in our past
- (3) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values
- (4) Has yielded, or may be likely to yield, information important in prehistory or history

The fact that a resource is not listed in, or determined to be eligible for listing in the CRHR, not included in a local register of historical resources (pursuant to section 5020.1(k) of the PRC), or identified in an historical resources survey (meeting the criteria in PRC Section 5024.1(g)) does not preclude a lead agency from determining that the resource may be an historical resource as defined in PRC sections 5020.1(j) or 5024.1.

A project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment. The appropriate standard for evaluating "substantial adverse effect" is defined in PRC Sections 5020.1(q) and 21084.1. Substantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.

In addition, if a project can be demonstrated to cause damage to a unique archaeological resource, the lead agency may require reasonable efforts to permit any or all of these resources to be preserved in place or left in an undisturbed state. To the extent that resources cannot be left undisturbed, mitigation measures are required (PRC, Section 21083.2[a], [b], and [c]).

PRC Section 21083.2(g) defines a unique archaeological resource as an artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it:

- Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information
- Has a special and particular quality such as being the oldest of its type or the best available example of its type
- Is directly associated with a scientifically recognized important prehistoric or historic event or person

Impacts to significant cultural resources that affect the characteristics of any resource that qualify it for the NRHP or adversely alter the significance of a resource listed in or eligible for listing in the CRHR are considered a significant effect on the environment. These impacts could result from physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired (*CEQA Guidelines*, Section 15064.5 [b][1], 2000). Material impairment is defined as demolition or alteration in an adverse manner [of] those characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the CRHR (*CEQA Guidelines*, Section 15064.5[b][2][A]).

### **Tribal Cultural Resources and Assembly Bill 52**

As of July 1, 2015, California Assembly Bill 52 of 2014 (AB 52) expands CEQA by defining a new resource category, “tribal cultural resources.” Assembly Bill 52 establishes that “[a] project with an effect that may cause a substantial adverse change in the significance of a tribal cultural resource is a project that may have a significant effect on the environment” (PRC Section 21084.2). It further states that when a project may cause a substantial adverse change to a tribal cultural resource, and measures are not otherwise identified in the consultation process, the lead agency shall establish measures to avoid or minimize the impacts that would alter the significant characteristics of a tribal cultural resource, when feasible (PRC Section 21084.3). PRC Section 20184.3 (b)(2) provides examples of mitigation measures that lead agencies may consider to avoid or minimize significant adverse impacts to tribal cultural resources.

PRC Section 21074 (a)(1)(A) and (B) defines tribal cultural resources as “sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe” and meets either of the following criteria:

- a. Listed or eligible for listing in the CRHR, or included in a local register of historical resources as defined in PRC section 5020.1(k)
- b. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC Section 5024.1. In applying the criteria set forth in subdivision (c) of PRC Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

In recognition of California Native American tribal sovereignty and the unique relationship of California local governments and public agencies with California Native American tribal governments, and respecting the interests and roles of project proponents, it is the intent AB 52 to accomplish all of the following:

- (1) Recognize that California Native American prehistoric, historic, archaeological, cultural, and sacred places are essential elements in tribal cultural traditions, heritages, and identities

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- (2) Establish a new category of resources in CEQA called “tribal cultural resources” that considers the tribal cultural values in addition to the scientific and archaeological values when determining impacts and mitigation
- (3) Establish examples of mitigation measures for tribal cultural resources that uphold the existing mitigation preference for historical and archaeological resources of preservation in place, if feasible
- (4) Recognize that California Native American tribes may have expertise with regard to their tribal history and practices, which concern the tribal cultural resources with which they are traditionally and culturally affiliated. Because CEQA calls for a sufficient degree of analysis, tribal knowledge about the land and tribal cultural resources at issue should be included in environmental assessments for projects that may have a significant impact on those resources
- (5) In recognition of their governmental status, establish a meaningful consultation process between California Native American tribal governments and lead agencies, respecting the interests and roles of all California Native American tribes and project proponents, and the level of required confidentiality concerning tribal cultural resources, at the earliest possible point in CEQA environmental review process, so that tribal cultural resources can be identified, and culturally appropriate mitigation and mitigation monitoring programs can be considered by the decision making body of the lead agency
- (6) Recognize the unique history of California Native American tribes and uphold existing rights of all California Native American tribes to participate in, and contribute their knowledge to, the environmental review process pursuant to CEQA
- (7) Ensure that local and tribal governments, public agencies, and project proponents have information available, early in CEQA environmental review process, for purposes of identifying and addressing potential adverse impacts to tribal cultural resources and to reduce the potential for delay and conflicts in the environmental review process
- (8) Enable California Native American tribes to manage and accept conveyances of, and act as caretakers of, tribal cultural resources
- (9) Establish that a substantial adverse change to a tribal cultural resource has a significant effect on the environment

AB 52 also establishes a formal consultation process for California Native American tribes regarding those resources. The formal consultation process must be completed before a CEQA document can be released if a California Native American tribe traditionally and culturally affiliated with the geographic area of the proposed project requests consultation from the lead agency (PRC Section 21080.3.1). California Native American tribes to be included in the process are those that have requested notice of any proposed projects within the jurisdiction of the lead agency.

### **California Public Resources Code**

In addition, California law protects Native American burials, skeletal remains, and associated grave goods regardless of the antiquity and provides for the sensitive treatment and disposition of those remains. Section 5097.5 of the California PRC states:

No person shall knowingly and willfully excavate upon, or remove, destroy, injure or deface any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site,

including fossilized footprints, inscriptions made by human agency, or any other archaeological, paleontological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over such lands. Violation of this section is a misdemeanor.

As used here, “public lands” means lands owned by or under the jurisdiction of the state or any city, county, district, authority, or public corporation, or any agency thereof. Consequently, public agencies are required to comply with PRC Section 5097.5 for their activities, including construction and maintenance, as well as for permit actions (e.g., encroachment permits) undertaken by others.

### **c. Local Regulations**

#### **City of San Leandro Historic Preservation Ordinance**

Title 4, Public Welfare, Chapter 4-26, Historic Preservation, of the San Leandro Municipal Code (Ordinance No. 2003-014, 11/17/03 [Sections 4-26-100 through 4-26-2100]) establishes regulations for the identification, designation, protection, enhancement, perpetuation and use of historical resources including buildings, structures, objects, signs, features, sites, archaeological resources, cultural landscapes, places and areas within the city that reflect special elements of San Leandro’s historical, architectural, archaeological, cultural or aesthetic heritage. This chapter of the Municipal Code establishes the Library-Historical Commission, the governing body over the regulations for the recording, designation, and alterations to the historic resources within the city, as well as procedures for the demolition, destruction, relocation, or removal of a designated historic resource, which can include a city landmark, merit resource, or historic district / historic district contributor, all discussed below.

#### *City Landmark*

A city landmark can be a building, structure, object, cultural landscape, site or archaeological site. In order to be designated as a city landmark, a resource must retain a high level of historic and architectural integrity and meet at least one of the following criteria for designation:

- a. The resource exemplifies and reflects special or exemplary elements of San Leandro’s cultural, social, economic, political, aesthetic, engineering, architectural or natural history, or has important archaeological or anthropological associations;
- b. The resource is identified with persons or events significant in local, state, regional or national history;
- c. The resource embodies distinctive or exemplary characteristics of a style, type, period or method of construction, or is a valuable example of the use of local materials or craftsmanship;
- d. Represents the work of a notable builder, designer, engineer or architect recognized at the state, regional or national level; or
- e. The resource may yield important archaeological, ethnographic or anthropological information about the region’s past.



### *Merit Resource*

A merit resource can be a building, structure, object, cultural landscape, site or archaeological site. In order to be designated as a merit resource, a property must retain integrity and meet at least one of the following criteria for designation:

- a. The resource reflects important elements of the City's cultural, social, economic, political, aesthetic, engineering, architectural or natural history;
- b. The resource is identified with persons or events significant in local history;
- c. The resource embodies important characteristics of a style, type, period or method of construction;
- d. The resource represents the work of a notable local builder, designer or architect; or
- e. The resource may yield important archaeological, ethnographic or anthropological information about the City's past.

### *Historic District / Historic District Contributor*

A historic district contains multiple buildings, structures, objects, cultural landscapes, sites or archaeological sites within a clearly defined geographic or thematic boundary. In order to be designated as a historic district, the individual properties located within must retain a high degree of integrity and meet at least one of the following criteria for designation:

- a. The majority of the properties reflect significant geographical patterns, including those associated with different eras of settlement and growth or community planning;
- b. The majority of the properties convey a sense of historic or architectural cohesiveness through their design, setting, materials, workmanship or association;4-26-715
- c. The area is associated with a historically significant period in the development of the community or is associated with special historical events;
- d. The majority of the properties embody distinctive characteristics of a style, type, period or method of construction, or are a valuable example of the use of indigenous materials or craftsmanship;
- e. The majority of the properties represent the work of notable builders, designers, engineers or architects; or
- f. The majority of archaeological sites yield or may yield important archaeological, ethnographic or anthropological information about the City's past, and the findings of each site are clearly associated with one another through a common context.

## **City of San Leandro General Plan**

Chapter 8 of the City of San Leandro General Plan discusses the Historic Preservation and Community Design Element to preserve San Leandro's legacy of historic resources enhance the aesthetic character of the City, and maintain the features that make San Leandro unique. The chapter discusses goals for the historic preservation program:

1. Expand register: adding public buildings, creating a small local historic district in the vicinity of the Casa Peralta and the Daniel Best home.
2. Create design guidelines to protect the historic elements of the City's pre-war neighborhoods and business districts.

3. Work with owners of older properties to ensure the City's guidelines do not create a financial burden while maintaining the overall character of historic areas and continued use of older buildings.
4. Obtain Certified Local Government status through preparation of a Historic Preservation Action Plan.
5. Create partnerships with preservation advocacy groups while also continuing to expand staff training in preservation standards and procedures, use the Historic Building Code for the review of alterations to historic buildings, and improve record keeping and inventories of historic structures and sites.
6. Protect archaeological resources associated with the period before European settlement including following specific procedures during excavation or construction, engaging the local Native American community in planning processes relating to land use and cultural resources.
7. Propose a multi-faceted strategy to raise awareness of the city's history and historic resources to build broader community support for preservation, while increasing civic pride and a sense of community.
8. Create economic benefits for property owners through financial incentives such as loans and reduced fees, development incentives such as zoning bonuses and the use of the State Historic Building Code, and direct financial aid through the Redevelopment Agency. The use of the California Mills Act is also recommended.

### 4.1.3 Impact Analysis

Consistent with the CEQA Guidelines, impacts related to cultural resources would be considered potentially significant if implementation of the project would:

1. Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5;
2. Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines Section 15064.5; or
3. Disturb any human remains, including those interred outside of dedicated cemeteries.

The significance of an archaeological deposit and subsequently the significance of an impact are determined by the criteria established in the CEQA Guidelines. If an archaeological resource does not meet either the historical resource or the more specific "unique archaeological resource" definition, impacts do not need to be mitigated [CEQA Guidelines Section 15064.5 (e)]. Where the significance of a site is unknown, it is presumed to be significant for the purpose of the Environmental Impact Report (EIR) investigation.

Consistent with the CEQA Guidelines, impacts related to tribal cultural resources would be considered potentially significant if implementation of the project would:

1. Cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe and this is one of the following:

- a. Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in the Public Resources Code Section 5020.1(k).
- b. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resources Code section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

<b>Threshold:</b> Would the project cause a substantial adverse change in the significance of a historical resource pursuant to §15064.5?
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**Impact CUL-1 THE PROPOSED PROJECT WOULD INVOLVE DEMOLITION OF A HISTORICAL RESOURCE AT 1919 WILLIAMS STREET WHICH IS ELIGIBLE FOR THE CRHR AND LOCAL DESIGNATION. BECAUSE THE PROJECT WOULD INVOLVE DEMOLITION OF A HISTORICAL RESOURCE, EVEN WITH IMPLEMENTATION OF MITIGATION, THIS IMPACT WOULD BE SIGNIFICANT AND UNAVOIDABLE.**

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As discussed in the Existing Setting section, the building at 1919 Williams Street is eligible for listing in the CRHR under Criterion 3 for its embodiment of the Modernist-style architecture and as the work of master architect George Vernon Russell. The physical features which convey its significance are limited to the original 1952 portion of the building. As a building which is eligible for the CRHR and local designation, the building is considered a historical resource pursuant to CEQA Guidelines Section 15064.5(a). There are no other buildings on the project site or immediate area which are known historical resources.

Pursuant to CEQA Guidelines Section 15064.5(b), a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment. Substantial adverse change is defined as demolition, destruction, relocation, or alteration that would materially impair a resource and demolish or materially alter those physical characteristics that justify its eligibility for listing in the CRHR or local designation as defined in CEQA Guidelines Section 15064.5(a). The proposed project would involve demolition of the entire building at 1919 Williams Street, an action that would materially impair the significance of this historical resource, which would result in a significant impact and require Mitigation Measure CUL-1, which addresses impacts related to historical resources.

## Mitigation Measure

### *CUL-1 Building Documentation*

The applicant shall prepare archival documentation of as-built and as-found conditions of the property at 1919 Williams Street. Prior to issuance of demolition permits, the City of San Leandro shall ensure that documentation of the buildings and structures proposed for demolition is completed that follows the general guidelines of Historic American Building Survey (HABS)-Level III documentation. The documentation shall include high resolution digital photographic recordation, a historic narrative report, and compilation of historic research. The documentation shall be completed by a qualified architectural historian or historian who meets the Secretary of the Interior's *Professional Qualifications Standards* for History and/or Architectural History (36 CFR Part 61). The original archival-quality documentation shall be offered as donated material to organizations and repositories that will make it available for current and future generations,

including the City of San Leandro and the San Leandro Historical Society where it would be available to local researchers. Prior to the issuance of demolition permits, the City shall confirm documentation has been provided to all applicable organizations, including the City of San Leandro and the Historic Review Board.

### Significance After Mitigation

Implementation of Mitigation Measure CUL-1 would minimize significant impacts to the historical resource. However, the demolition of this historical resource would still remain a significant and unavoidable impact after implementation of required mitigation.

<b>Threshold:</b> Would the project cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5?
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**Impact CUL-2 THE PROPOSED PROJECT WOULD INVOLVE GROUND DISTURBANCE, WHICH HAS THE POTENTIAL TO IMPACT UNKNOWN ARCHAEOLOGICAL RESOURCES. WITH IMPLEMENTATION OF MITIGATION MEASURE CUL-2, THIS IMPACT WOULD BE REDUCED TO LESS THAN SIGNIFICANT.**

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The records and SLF searches did not identify archaeological resources on the project site. The entire project site is developed, and ground visibility is obscured by buildings or non-native ornamental vegetation or is inaccessible. No prehistoric or historic period archaeological resources are known to exist in the project vicinity and Rincon did not identify information to suggest that the project area would be sensitive for archaeological resources. Given the nature of the proposed improvements (i.e., no subterranean components) and existing site conditions, project-related ground disturbance (i.e., excavations) would not be anticipated to include ground disturbance in previously undisturbed areas and would thus be unlikely to impact native (intact) fossiliferous deposits. However, there is always the potential for previously unknown archaeological resources to be discovered during construction activities and should such resources be discovered during project construction, the impact would be considered potentially significant. Therefore, Mitigation Measure CUL-2 would be required to reduce impacts.

### Mitigation Measure

#### *CUL-2 Unanticipated Discovery of Archaeological Resources*

Given the nature of the proposed improvements (i.e., no subterranean components) and existing site conditions, project-related ground disturbance (i.e., excavations) would not be anticipated to include ground disturbance in previously undisturbed areas and would thus be unlikely to impact native (intact) fossiliferous deposits. However, if cultural resources are encountered during ground-disturbing activities, work within 50 feet of the find shall be halted, and an archaeologist meeting the Secretary of the Interior’s Professional Qualifications Standards for archaeology (National Park Service 1983) shall be contacted immediately to evaluate the find (i.e., whether it is a “historical resource” or a “unique archaeological resource”). If the discovery proves to be significant under CEQA, additional work, recommended by the qualified archaeologist, the City, and if appropriate, local Native American Tribes, such as resource avoidance, or, where avoidance is infeasible in light of project design or layout or is unnecessary to avoid significant effects, data recovery excavation, Native American consultation, and archaeological monitoring may be warranted to mitigate significant impacts to cultural resources. In consultation with the archaeologists, the applicant shall implement any measures deemed by City staff to be necessary and feasible to avoid or minimize significant effects to the cultural resources.

## Significance After Mitigation

Mitigation Measure CUL-2 provides for the protection of significant cultural resources from inadvertent destruction during construction. It lays out a program to protect the find and evaluate it for its significance, followed by management measures to preserve it in place and/or conduct data recovery. Preservation in place or data recovery and recordation prior to removal are considered appropriate and adequate measures to mitigate impacts to significant cultural resources pursuant to Public Resources Code Section 21083.2, especially those encountered in the archaeological context. With implementation of Mitigation Measure CUL-2, impacts to archeological resources would be less than significant.

<b>Threshold:</b> Would the project disturb any human remains, including those interred outside of formal cemeteries?
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**Impact CUL-3 THE PROPOSED PROJECT WOULD INVOLVE GROUND DISTURBANCE WHICH WOULD HAVE THE POTENTIAL TO IMPACT HUMAN REMAINS. WITH ADHERENCE TO EXISTING REGULATIONS, THIS IMPACT WOULD BE LESS THAN SIGNIFICANT.**

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As discussed above, the site is not located in an area with known prehistoric or historic period archaeological resources. As a result, it is unlikely that any human remains, including those interred outside of formal cemeteries, would be encountered during earth removal or disturbance activities. Further, given the nature of the proposed improvements (i.e., no subterranean components) and existing site conditions, project-related ground disturbance (i.e., excavations) would not be anticipated to include ground disturbance in previously undisturbed areas and would thus be unlikely to impact native (intact) fossiliferous deposits. However, the project applicant would be required to adhere to regulations regarding the unanticipated discovery of human remains, as follows. If human remains are found, existing regulations outlined in California Health and Safety Code Section 7050.5 state that no further disturbance shall occur until the County Coroner has made a determination of origin and disposition pursuant to PRC Section 5097.98. In the event of an unanticipated discovery of human remains, the County Coroner must be notified immediately. If the human remains are determined to be prehistoric, the Coroner will notify the Native American Heritage Commission, which will determine and notify a most likely descendant. The most likely descendant shall complete the inspection of the site within 48 hours of being granted access and provide recommendations as to the treatment of the remains to the landowner.

Therefore, the project would be required to comply with regulations regarding discovered human remains. Compliance with the aforementioned regulations would ensure the project would have a less than significant impact on human remains

<b>Threshold:</b> Would the project cause a substantial adverse change in the significance of a tribal cultural resource as defined in Public Resources Code Section 21074 that is listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code Section 5020.1(k) or a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1.?
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**Impact TCR-1 THE PROPOSED PROJECT WOULD INVOLVE GROUND DISTURBANCE, WHICH HAS THE POTENTIAL TO IMPACT TRIBAL CULTURAL RESOURCES. WITH THE IMPLEMENTATION OF MITIGATION MEASURE TCR-1, THIS IMPACT WOULD BE LESS THAN SIGNIFICANT.**

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The City of San Leandro mailed AB 52 notification letters on September 14, 2021. The letters informed the respective tribes, listed below, of the proposed project and provided the opportunity for the tribe to consult with the City pursuant to AB 52 requirements. Under AB 52, tribes have 30 days to respond to request further project information and request formal consultation.

Tribes Contacted:

- Amah Mutsun Tribal Band of Mission San Juan Bautista
- Costanoan Rumsen Carmel Tribe
- Guidiville Indian Rancheria
- Indian Canyon Mutsun Band of Costanoan
- Indian Canyon Mutsun Band of Costanoan
- Muwekma Ohlone Indian Tribe of the SF Bay Area
- North Valley Yokuts Tribe
- North Valley Yokuts Tribe
- Tamien Nation (San Jose, CA)
- Tamien Nation (Clearlake Oaks, CA)
- The Confederated Villages of Lisjan
- The Ohlone Indian Tribe
- Tule River Indian Tribe
- Wilton Rancheria
- Wuksache Indian Tribe/Eshom Valley Band

After the 30-day period, on October 27, 2021, Chairperson Corrina Gould of the Confederated Villages of Lisjan requested additional information regarding the site and records searches, additional information was provided on October 27, 2021. No further response was received from Chairperson Corrina Gould of the Confederated Villages of Lisjan and as such, tribal consultation was concluded. The Wilton Rancheria Tribe requested formal consultation on November 16, 2021, outside of the 30-day response period. A response letter and additional information was sent on December 1, 2021. No further response was received from the Wilton Rancheria tribe and as such, tribal consultation was concluded.

Formal consultation was not initiated by either tribe requesting additional information from the City of San Leandro pursuant to PRC Section 21080.3.1, therefore the City assumes that no tribal cultural

resources are located on the project site. Although no tribal cultural resources were identified at the site or are expected to be present on the site, there is the possibility of encountering undisturbed subsurface tribal cultural resources. Grading of the project site could potentially result in significant impacts on unanticipated tribal cultural resources. To avoid impacting or destroying tribal cultural resources that may be inadvertently unearthed during the project's ground disturbing activities, Mitigation Measure TCR-1 is required and would ensure that, if evidence of potential subsurface tribal cultural resources is found during ground disturbing activities, activities in the vicinity of the find are halted, appropriate parties are notified, and appropriate evaluation and treatment of said resource(s).

## Mitigation Measure

### *TCR-1 Unanticipated Discovery of Tribal Cultural Resources*

In the event that tribal cultural resources of Native American origin are identified during construction, all earth-disturbing work within 50 feet of the find shall be temporarily suspended or redirected until an archaeologist has evaluated the nature and significance of the find and an appropriate Native American representative, based on the nature of the find, is consulted. If the City, in consultation with local Native Americans, determines the resource is a tribal cultural resource and thus significant under CEQA, a cultural resources management plan shall be prepared and implemented in accordance with state guidelines (PRC Section 20184.3 (b)(2)) and in consultation with Native American groups. The plan would include avoidance of the resource or, if avoidance of the resource is infeasible, the plan would outline the appropriate treatment of the resource in coordination with the archaeologist, if applicable, and the appropriate Native American tribal representative(s). The plan shall be reviewed and approved by the City and the consulting Native American tribal representative(s) prior to implementation.

## Significance After Mitigation

Implementation of Mitigation Measure TCR-1 would reduce impacts to less than significant levels.

### 4.1.4 Cumulative Impacts

**Impact CUL-4 THE PROPOSED PROJECT, COMBINED WITH CUMULATIVE DEVELOPMENT, INCLUDING PAST, PRESENT, AND REASONABLY FORESEEABLE FUTURE DEVELOPMENT, WOULD NOT RESULT IN A SIGNIFICANT ADVERSE CUMULATIVE CULTURAL RESOURCES IMPACT.**

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The term cumulative impacts refer to two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts. Cumulative projects that would have the potential to be considered in a cumulative context with the projects' incremental contribution, and that are included in the analysis of cumulative impacts relative to land use and planning, are identified in Table 4.0-1: Cumulative Projects, in Section 4.0: *Environmental Impact Analysis*, of this EIR.

In addition, ongoing development and growth in the broader project area may result in a cumulatively significant impact to tribal cultural resources due to the continuing disturbance of undeveloped areas, which could potentially contain significant, buried tribal cultural resources.

The project would contribute to cumulative impacts on historical resources, if the project and other projects in the City were to adversely impact the same resources or cause impacts on other historical resources in the project vicinity. The proposed project, in conjunction with other nearby

planned, pending, and potential future projects in the City of San Leandro would result in a significant impact to a cultural resource. However, the project would not result in cumulative adverse impacts to historical resources as it is the only proposed project in the vicinity that would involve the demolition of a historic building. Further, development projects in the City are regulated by Federal, State, and local regulations, including CEQA, as described above. To comply with these requirements, cultural investigations, including records searches and physical surveys, as well as tribal consultation, are routinely conducted as part of the planning and environmental review process to determine the extent of cultural resources that would be affected by a project and to identify mitigation measures to reduce impacts to a less than significant level. With the proposed mitigation measures for the project identified in this EIR, such impacts to cultural resources would be significant and unavoidable at the project level; however, these impacts are site-specific and would not be cumulative in nature. As such, the proposed project would not contribute to cumulative impacts on cultural resources outside the project site. In the event that future cumulative projects would result in impacts to known or unknown cultural resources, impacts to such resources would be addressed on a case-by-case basis. Therefore, the project's incremental contribution to cumulative impacts related to historical resources would not be cumulatively considerable and therefore would be less than significant.

The cumulative setting for Tribal cultural resource impacts is the City of San Leandro. The geographic scope for cumulative Tribal cultural resource impacts for the City include the Ohlone territory. Tribal cultural resources are regionally specific and are determined by the local Tribes. The project has the potential to disturb Tribal cultural resources. While there is the potential for significant cumulative impacts to Tribal cultural resources, potential impacts associated with the project would be subject to City policies and local and State regulations regarding the protection of such resources. The project would also be subject to Mitigation Measures CUL-1, CUL-2, and TCR-1. With compliance to existing policies and regulations, the project would be required to avoid or mitigate the loss of these resources. Impacts would be reduced to less than significant with the standard conditions of approval and Mitigation Measures CUL-1, CUL-2, and TCR-1 as described in this section. Therefore, the project's contribution to significant cumulative impacts to Tribal cultural resources would not be cumulatively considerable with mitigation.



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## 4.2 Effects Found Not to be Significant

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This section addresses the potential environmental effects of the project that were determined to be less than significant, as described in the Initial Study for the project (refer to Appendix IS). The items listed below are contained in the environmental checklist form included in Appendix G of the *CEQA Guidelines*. Each subsection listed below includes the checklist items from the *CEQA Guidelines* that are addressed in this section. Any items not addressed in this section have been addressed in Section 4.0, *Environmental Impact Analysis*, of this EIR. Section 4.0 also includes an expanded discussion of the settings under each environmental issue area discussed therein.

The Initial Study determined that the project would not result in adverse impacts related to aesthetics, agriculture and forestry resources, air quality, biological resources, energy, geology and soils, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, land use and planning, mineral resources, noise, population and housing, public services, recreation, transportation, utilities and service systems, and wildfire. A summary of the analysis of issue areas for which no significant adverse impacts were identified is provided in this section. Refer Appendix IS for the complete issue area analysis.

### 4.2.1 Aesthetics

Except as provided in Public Resource Code Section 21099, would the project:

- Have a substantial adverse effect on a scenic vista?
- Substantially damage scenic resources, including but not limited to trees, outcroppings, and historic buildings within a state scenic highway?
- In non-urbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (Public views are those that are experienced from public accessible vantage point). If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality?
- Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?

The proposed project would replace the existing one-story industrial office and warehouse building with a two-story industrial office and warehouse building. The project site is topographically flat and there are no identified scenic vistas visible from or through the site. The nearest eligible State Scenic Highway, I-580, is 2.3 miles west of the project site and is not visible from the site, and therefore the project would not damage scenic resources within view of a State Scenic Highway. The project would be consistent with the City's zoning requirements and General Plan land use designations and would be compliant with defined height allowances. The project would not create a new source of substantial amount of light or glare as the light from the project would be similar to the existing development pattern of warehouses, distribution sites, and other industrial uses that exist in the area and project windows would not cover more than 20 percent of the building's surface visible. Therefore, project impacts to aesthetic resources would be less than significant.

## 4.2.2 Agriculture and Forestry Resources

Would the project:

- Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?
- Conflict with existing zoning for agricultural use, or a Williamson Act contract?
- Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by Government Code section 51104(g))?
- Result in the loss of forest land or conversion of forest land to non-forest use?
- Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use?

The project site is in a developed, urbanized area, and the site is not designated as, adjacent to, nor proximate to Farmland, lands subject to Williamson Act contracts, zoned for agricultural use, or lands designated as forest land, timberland, or timberland zoned for Timberland Production. The project would have no impact on agricultural or forest resources and would not result in the conversion of agricultural or forest land to other uses.

## 4.2.3 Air Quality

Would the project:

- Conflict with or obstruct implementation of the applicable air quality plan?
- Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard?
- Expose sensitive receptors to substantial pollutant concentrations?
- Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people?

The proposed project would include applicable control measures from the Bay Area Air Quality Management District's 2017 Clean Air Plan and would not disrupt or hinder implementation of such control measures. The project would result in temporary construction emissions and long-term operational emissions. With the implementation of Best Management Practices (BMP) AQ-1. Low-Emitting Construction Equipment, impacts related to criteria air pollutant emissions would be reduced to less than significant levels. With the implementation of BMP AQ-2, Fugitive Dust Control Best Management Practices, incorporated into the project, impacts related to fugitive dust during construction would be reduced to a less than significant level. In operation, the proposed project would not result in a cumulatively considerable net increase of criteria pollutants. During construction and operation, the project site, which is located further than 1,000 feet from any sensitive receptors, would not expose those sensitive receptors to substantial toxic air contaminants, and would not generate objectionable odors that would affect a substantial number of people. Therefore, impacts to air quality would be less than significant.

## 4.2.4 Biological Resources

Would the project:

- Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?
- Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or US Fish and Wildlife Service?
- Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, coastal, etc.) 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?

Due to the potential onsite occurrence for white-tailed kite and bat species, BMP BIO-1 (Preconstruction Special-Status Surveys and Reporting), BIO-2 (Nesting Bird Pre-construction Surveys and Monitoring), and BIO-3 (Onsite Tree Site Visit Survey) would be required to avoid substantially adverse effects on special status species. These BMPs would reduce impacts to less than significant. The project site is located in an urbanized area and has not been identified as a significant site for wildlife to move or migrate through. The project would not conflict with local policies or ordinances protecting biological resources, assuming the project applicant submits a request for the removal and replacement of the street trees in accordance with the San Leandro Municipal Code (SLMC). Finally, there are no adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other habitat conservation plans in the City. Therefore, the project would have no significant impacts to biological resources.

## 4.2.5 Energy

Would the project:

- Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation?
- Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?

Energy use during construction of the proposed project would be temporary, and construction contractors would be subject California Code of Regulations, Title 13, Sections 2449 and 2485, as well as SLMC and CALGreen, compliance with which would reduce unnecessary fuel consumption and demolition waste. Therefore, it can be reasonably assumed that construction contractors would not utilize fuel in a manner that is wasteful or unnecessary in the interest of cost-efficiency. Diesel fuel, which powers most construction equipment, is one of the heaviest line items in a contractor's budget; contractors are able to reduce total operating costs and be more competitive when bidding

for jobs by using less diesel fuel which incentivizes fuel efficiency (Papé Machinery 2019). Energy use during operation of the proposed project would be compliant with California Building Code and would minimize wasteful, inefficient, and unnecessary energy consumption through energy-efficient light fixtures and building materials. The vehicle miles traveled (VMT) analysis completed for the project estimated that the proposed development would result in a net decrease in VMT, which would result in a net decrease in transportation fuel consumption. In addition, the project would be consistent with the City of San Leandro's Climate Action Plan and would not conflict with or obstruct any State or local plans for renewable energy or energy efficiency. Therefore, impacts to energy would be less than significant.

#### 4.2.6 Geology and Soils

Would the project:

- Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving:
  - Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42.
  - Strong seismic ground shaking?
  - Seismic-related ground failure, including liquefaction?
  - Landslides?
- Result in substantial soil erosion or the loss of topsoil?
- Be located 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?
- Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property?
- Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?
- Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?

The project site is located in an area identified with high regional seismic activity, and it is reasonable to assume that the site would be exposed to strong ground shaking during the life of the project. Project construction would be required to comply with the seismic safety requirements in the International Building Code, the current California Building Code (CBC), and the City of San Leandro Building Code. No known surface expression of fault traces is known to cross the site; therefore, fault rupture hazard is not a significant geologic hazard at the site. Compliance with such requirements would reduce seismic ground shaking impacts to the maximum extent practicable with current engineering practices. Several geological layers beneath the project site could potentially experience liquefaction, however, with proper site monitoring and recommendations specified in BMP GEO-1, Ground Improvement Site Performance Testing, the impacts would be less than significant. The project site is located in a low landslide risk area, as stated in the City's General Plan, and impacts related to landslides would be less than significant.

With the implementation of the required plans, permits, BMPs GEO-2 (Temporary Cut and Fill Erosion Prevention) and GEO-3 (Site Drainage Guidance), impacts related to substantial erosion or loss of topsoil at the project site would be less than significant. Although the site was found to have shallow groundwater and undocumented fill, implementation of BMPs GEO-4 through GEO-11, as outlined in the Initial Study (Appendix IS) in addition to compliance with the CBC and SLMC, would reduce potentially significant impacts associated with unstable soil to a less than significant level.

Implementation of BMPs GEO-12 through GEO-15, in addition to compliance with existing state and local laws, would reduce impacts due to expansive soils. The project site would be served by the municipal sewer system and would not require the installation of an on-site septic tank or alternative wastewater treatment system. Finally, although uncovering paleontological resources is not expected, BMP GEO-16 (Unanticipated Discovery of Paleontological Resources) would reduce impacts to such resources to less than significant.

#### 4.2.7 Greenhouse Gas Emissions

Would the project:

- Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?
- Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases?

Construction for the proposed project would generate approximately 639 MT of carbon dioxide equivalent (CO<sub>2</sub>e)<sup>1</sup>, which would result in approximately 21 MT of CO<sub>2</sub>e per year when amortized over 30 years. In operation, the proposed project would generate approximately 1,222 MT of CO<sub>2</sub>e per year. However, the project would be consistent with the applicable GHG emission reduction measures in the City's Climate Action Plan. Therefore, this impact would be less than significant pursuant to *CEQA Guidelines* Section 15183.5.

#### 4.2.8 Hazards and Hazardous Materials

Would the project:

- Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?
- Create 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?
- Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?
- Be located 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, would it create a significant hazard to the public or environment?

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<sup>1</sup> GHGs absorb different amounts of heat, a common reference gas (CO<sub>2</sub>) is used to relate the amount of heat absorbed to the amount of the gas emitted, referred to as "carbon dioxide equivalent" (CO<sub>2</sub>e), which is the amount of GHG emitted multiplied by its global warming potential.

- 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 result in a safety hazard or excessive noise for people residing or working in the project area?
- Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?
- Expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires?

The transport, use, and storage of hazardous materials during project demolition and construction would be conducted in accordance with all applicable State and federal laws. The existing structure may contain asbestos and/or lead-based paint due to its age, however, with required adherence to regulations regarding asbestos-containing materials, lead-based paint, and polychlorinated biphenyls as put forth by the Bay Area Air Quality Management District, CalOSHA, and California Department of Toxic Substances Control, impacts would be less than significant. The proposed project will likely not use or store any large quantities of hazardous materials.

The proposed project is located 0.24 mile southeast of a vocational school and 0.39 mile southeast of the nearest public school, John Muir Middle School. Hauling of demolition materials may occur within 0.25 mile of these schools and other schools relatively near the site. Given compliance with the regulations mentioned above, impacts to schools would be less than significant.

The project site has been included in several hazardous materials sites databases; the listings show a waste discharge permit is associated with the project site property for stormwater discharge, the project site property is labeled as a handler of hazardous waste which does not presently generate hazardous waste, and record review demonstrates that there have been no violations to date. Accordingly, it would be reasonable to assume that, under similar operating conditions, the proposed project would not create a significant hazard to the public or to the environment.

The nearest airport to the project site, Oakland International Airport, is located approximately 2.7 miles west of the site. The site is not located within a Safety Compatibility Zone as designated by the Oakland Airport Land Use Compatibility Plan and would not subject people working at the site to safety hazards or excessive noise. Project construction would occur within the project site and no street closures are expected to occur. The proposed project would not involve the development of structures that could potentially impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan including the Local Hazard Mitigation Plan. In operation, the project would not impact site accessibility for emergency evacuation. Finally, the project is in a developed urban area and is not within or adjacent to a Very High Fire Hazard Severity Zone, as designated by CAL FIRE, and would not expose people or structures to a significant loss, injury, or death involving wildland fires. Therefore, impacts from hazards and hazardous materials would be less than significant.

#### 4.2.9 Hydrology and Water Quality

Would the project:

- Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality?
- Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin?

- Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would:
  - result in substantial erosion or siltation on- or off-site;
  - substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site;
  - create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff;
  - impede or redirect flood flows?
- In flood hazard, tsunami, or seiche zones, risk release of pollutants due to project inundation?
- Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan?

Compliance with construction-related water quality and erosion control requirements would ensure that project construction would not violate water quality standards, substantially alter the drainage pattern of the area such that substantial erosion or siltation would occur and would not degrade water quality. During project operation, compliance with the C.3 provisions set by the Regional Water Quality Control Board would minimize excessive stormwater runoff, substantial erosion or siltation on or off-site, and the potential for the project to violate water quality standards and substantially degrade water quality. Furthermore, implementation of BMP HYD-1 would require the applicant to utilize California's Water Efficient Landscape Ordinance to reduce landscape water usage of the proposed project. The project would not result in an incremental increase in demand for groundwater supplies as the East Bay Municipal Utility District (EBMUD), as the water supplier for the project site, does not use groundwater as a source of water. The project would not directly interfere with the groundwater table because impervious surfaces on the site would remain approximately the same as the existing site.

The nearest creek to the site, the San Leandro Creek, is located approximately 1 mile north of the site and does not flow through or adjacent to the site. Project construction would not alter the course of this creek or other stream or river as there are no other surface water features identified in the project vicinity. The proposed project would not result in a substantial increase in erosion or siltation. The project is not located in an area listed in a flood hazard, tsunami, or seiche zone, and therefore the project would not be at risk of releasing pollutants due to inundation from a tsunami, seiche, or flooding. Finally, because no groundwater management plans are currently adopted or approved for groundwater use in the project vicinity, and because the project would not introduce more intensive uses or more water-demanding uses than allowed under existing zoning, no impact would occur. Therefore, project impacts to hydrology and water quality would be less than significant.

#### 4.2.10 Land Use and Planning

Would the project:

- Physically divide an established community?
- Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?



The project would not include the construction of new roads, physical barriers, or other development features which would physically or socially divide an established community or limit movement, travel, or other interaction between established land uses. Project construction would not physically or socially divide an established community. Additionally, the proposed project would be consistent with the City's General Plan land use designations and zoning and would have no impact regarding conflicts with existing land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. Therefore, the project would have no impact to land use and planning.

#### 4.2.11 Mineral Resources

Would the project:

- Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?
- Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?

No mineral resource recovery sites have been identified as potentially significant or valuable to the region or residents of the state, on or near the project site. No mining activity is planned to take place on the site. No impact would occur.

#### 4.2.12 Noise

Would the project result in:

- Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?
- Generation of excessive groundborne vibration or groundborne noise levels?
- For a project located within the vicinity of a private airstrip or 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?

The proposed project would generate temporary noise increases during construction and long-term operation. The nearest sensitive noise receivers in the project vicinity are residents 0.3 mile east of the project site, across I-880. At this distance, project construction noise levels would be under the applicable threshold. In operation, the project would primarily generate noise through parking lot noise, loading and unloading, and the use of mechanical equipment; noise from these sources would be intermittent and under applicable thresholds, and would not have a significant impact. In terms of groundborne vibration, project construction would not generate vibrations that exceed the Federal Transit Administration's recommended thresholds, and the proposed project would not generate significant sources of vibration during operation. Finally, the project would not be located within the noise contours of Oakland International Airport, the nearest airport which is approximately 2.7 miles west. The project would not expose people residing or working in the project area to excessive noise levels associated with an airport. Therefore, project impacts to noise would be less than significant.

### 4.2.13 Population and Housing

Would the project:

- Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?
- Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

The proposed project would not involve the construction of new dwelling units and would therefore not directly induce substantial unplanned population growth in the City. As discussed in the *Project Description*, project operation is expected to require approximately 117 full-time employees, and this incremental increase in the City's employment would not induce substantial unplanned population growth. The project would not involve the extension of roads or other infrastructure. In addition, there are no existing dwelling units on the project site; therefore, the project would not displace existing housing units or people. Impacts to population and housing would be less than significant.

### 4.2.14 Public Services

Would the project 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:

- Fire protection?
- Police protection?
- Schools?
- Parks?
- Other public facilities?

The project would not result in population growth beyond expectations in the City's General Plan. The project would not place an unanticipated burden on or require the construction or expansion of facilities for fire protection or police protection. In addition, the project includes no residential use and therefore would not result in a substantial increase in the number of students attending schools operated by San Leandro Unified School District, and pursuant to Senate Bill 50 (California Government Code Section 65995(h)), payment of mandatory fees to the affected school district would reduce potential school impacts to a less than significant level under CEQA. Finally, impacts to recreational resources, San Leandro libraries, and other public facilities would be less than significant.

### 4.2.15 Recreation

- Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?

- Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?

The proposed project would not generate growth beyond that anticipated for the City as no residential units would be constructed. Furthermore, the project would not include the construction or expansion of new public recreation facilities. Impacts related to parks and recreational facilities would be less than significant.

#### 4.2.16 Transportation

Would the project:

- Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?
- Would the project conflict or be inconsistent with *CEQA Guidelines* section 15064.3, subdivision (b)?
- Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?
- Result in inadequate emergency access?

The proposed project would reduce overall employment compared to the previous use and would result in a net decrease in VMT; therefore, the project would fall under the redevelopment exemption from a quantitative VMT analysis. The proposed project would not substantially increase hazards due to a geometric design feature nor introduce incompatible uses, including vehicles or equipment, to the site or the surrounding area, resulting in no impacts. Compliance with all building, fire, and safety codes, subject to review and approval by the City and the Alameda County Fire Department, would provide adequate emergency access. No temporary or permanent roadway closures are required and would result in no impacts. Therefore, impacts to transportation would be less than significant.

#### 4.2.17 Utilities and Service Systems

Would the project:

- Require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?
- Have sufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry and multiple dry years?
- Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?
- Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?
- Comply with federal, state, and local management and reduction statutes and regulations related to solid waste?

The proposed project would not require or result in the relocation or construction of new or expanded utility facilities, as the project would be adequately accommodated by existing facilities.

EBMUD's existing water supply is sufficient to supply to the proposed project and reasonably foreseeable future, including normal, dry, and multiple dry years. The project would not generate solid waste in excess of State or local standards and would comply with City and State plans to reduce solid waste generation. The project's incremental increase in solid waste would not adversely affect solid waste facilities and impacts would be less than significant.

#### 4.2.18 Wildfire

If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the project:

- Substantially impair an adopted emergency response plan or emergency evacuation plan?
- Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?
- Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?
- Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?

The project site is located with an urbanized area of the City of San Leandro and is not located in a State Responsibility Area or near a Very High Fire Hazard Severity Zone, as designated by CAL FIRE. The California Fire Code specifies additional requirements that are enforced by the City's Building Department. The City also requires fire-resistant roofing materials in new construction projects. In addition, no infrastructure would be required that may exacerbate fire risk or result in temporary or ongoing impacts to the environment. Therefore, impacts from wildfire hazards would be less than significant.

#### 4.2.19 Mandatory Findings of Significance

- Does the project have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?
- Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects)?
- Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

The proposed project would not substantially reduce the habitat of a fish or wildlife species; cause a fish or wildlife species population to drop below self-sustaining levels; threaten to eliminate a plant or animal community; or reduce the number or restrict the range of a rare or endangered plant or animal. Compliance with BMPs BIO-1 to BIO-3 would reduce impacts to bird and tree species to a less than significant level. No archaeological, or paleontological resources were identified on site.

**1919 Williams Street Warehouse Project**

Cumulative projects include buildout of the City of San Leandro 2035 General Plan and approved projects within the City of San Leandro. This includes several approved residential, mixed-use, and office/retail developments near the San Leandro Bay Area Rapid Transit Station, manufacturing and industrial developments in the Mulford Gardens and Laqua Manor industrial areas, and two high growth projects near the Monarch Bay Golf Club and the Bayfair Shopping Center (City of San Leandro 2020). Although the project site would be located 0.8 mile northeast of Mulford Gardens and 0.6 mile west of Laqua Manor, the proposed project would be consistent with the existing use of a general warehousing/distribution center, and therefore would not result in cumulative impacts with regards to approved and future projects.

Cumulative impacts would be less than significant, and such impacts are discussed in the following sections of the Initial Study (Appendix IS): Air Quality, Greenhouse Gases, Water Supply, and Transportation. Therefore, the project's impacts would not be cumulatively considerable with compliance to General Plan policies as well as State and Federal regulations.

In terms of environmental effects which will cause substantial adverse effects on human beings, such effects are generally associated with air quality, geology and soils, hazards and hazardous materials, and noise impacts. As discussed in the Initial Study (Appendix IS), the project would result in less than significant environmental impacts with respect to these issue areas.

## 5 Alternatives

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As required by *CEQA Guidelines* Section 15126.6(a), this EIR examines a range of reasonable alternatives to the proposed project that would attain most of the basic project objectives (stated in Section 2, *Project Description*, of this EIR) but would avoid or substantially lessen the significant adverse impacts. An EIR need not consider every conceivable alternative to a project. Rather, a range of potentially feasible alternatives, governed by the “rule of reason,” must be considered. This is intended to foster informed decision making and public participation (*CEQA Guidelines* Section 15126.6[f]).

CEQA generally defines “feasible” to mean capable of being accomplished in a successful manner within a reasonable period of time, taking into account environmental, social, technological, and legal factors. The following factors may also be taken into consideration when assessing the feasibility of alternatives: site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries, and the ability of a project proponent to attain site control (*CEQA Guidelines* Section 15126.6[f][1]).

CEQA also requires that a No Project Alternative be evaluated (*CEQA Guidelines* Section 15126.6[e]). The analysis of a No Project Alternative is based on the assumption that a project would not be approved. In addition, an environmentally superior alternative must be identified among the alternatives considered. The environmentally superior alternative is generally defined as the alternative that would result in the least adverse environmental impacts to a project site and affected environment. If the No Project Alternative is found to be the environmentally superior alternative, the EIR must also identify an environmentally superior alternative among the other alternatives.

As discussed in Section 2, *Project Description*, the objectives for the proposed project, are as follows:

- Achieve increased economic benefit from the site.
- Create a modern warehouse that contributes to the aesthetics of the project site.
- Facilitate the evolution of a transforming industrial workplace.
- Create a new efficient and updated warehouse which implements green building design and construction practices capable of achieving Leadership in Energy and Environmental Design (LEED™) certification for the building within the project.
- Encourage productive use of the City’s industrial land which is currently underutilized.
- Maintain and protect the City’s inventory of larger-scale industrial sites with easy access to freeways, rails, airports, and seaports.
- Support and retain existing industrial uses and employment in the City of San Leandro’s industrial sector.

The *CEQA Guidelines* recommend that an EIR briefly describe the rationale for selecting the alternatives to be discussed, identify any alternatives that were considered by the lead agency but were rejected as infeasible, and briefly explain the reasons underlying the lead agency’s determination (*CEQA Guidelines* Section 15126.6(c)). Included in this analysis are two alternatives, including the CEQA-required “no project” alternative, that involve changes to the project that may reduce the project-related environmental impacts as identified in this EIR. Alternatives have been

developed to provide a reasonable range of options to consider that would help decision makers and the public understand the general implications of revising or eliminating certain components of the proposed project.

As discussed in the Initial Study (Appendix IS), the proposed project's impacts to aesthetics, energy, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, noise, population and housing, public services, recreation, transportation, utilities and service systems, and wildfire would be less than significant; and the proposed project's impacts to air quality, biological resources, and geology and soils would be less than significant with implementation of Best Management Practices (BMPs) listed as Conditions of Approval for the project. As discussed in Section 4.1 of this EIR, the proposed project would result in significant adverse impacts on historical resources at the project level. Mitigation measures are identified to reduce these project impacts; however, they would not reduce the impacts to less than significant. Consequently, the loss of the historic resource associated with the proposed project would be significant and unavoidable. This alternatives analysis, therefore, focuses on project alternatives that could avoid or substantially lessen the historical resources impacts of the proposed project.

The following alternatives are evaluated in this EIR:

- Alternative 1: No Project Alternative/ Existing Building to Remain
- Alternative 2: Renovate Eligible Historic Building

Table 5-1 provides a summary comparison of the development characteristics of the proposed project and each of the alternatives considered. Detailed descriptions of the alternatives are included in the impact analysis for each alternative. The potential environmental impacts of each alternative are analyzed in Sections 5.1 and 5.2.

## 5.1 Alternative 1: No Project Alternative

### 5.1.1 Description and Compliance with Project Objectives

The No Project Alternative assumes that the proposed warehouse/office mixed-use building, parking lot, and other accessories associated with the proposed project would not be constructed. Current uses on the project site consist of an existing one-story warehouse/office mixed-use building and associated parking lot located at 1919 Williams Street. See Figure 2-2 in Section 2, *Project Description*, for existing site conditions.

The No Project Alternative would fulfill the last two project objectives to maintain and protect the City's inventory of larger-scale industrial sites and to support and retain existing industrial uses and employment in the industrial sector. However, the other five project objectives would not be fulfilled compared to the proposed project since the No Project Alternative would not achieve economic benefit as the building on site is currently vacant and underutilized, create a modern warehouse that would contribute to the site's aesthetic, facilitate the evolution of a transforming industrial workplace, create a new efficient and updated warehouse, or encourage productive use of the City's industrial land. Furthermore, the property would likely remain in its current state of disrepair and continue to deteriorate.

## 5.1.2 Impact Analysis

### a. Cultural Resources and Tribal Cultural Resources

As described in Section 4.1, *Cultural Resources and Tribal Cultural Resources*, the existing warehouse/office building at 1919 Williams is considered a historical resource for the purposes of CEQA and is eligible for listing in the CRHR (Appendix CUL). Under the No Project Alternative, demolition of the existing building within the project site would not occur, mitigation measures would not be required, and the significant and unavoidable impacts to historical resources associated with the demolition of the existing building would be avoided. As no ground-disturbing activities would occur under the No Project Alternative, Mitigation Measure TCR-1 would not be required and there would be no impacts to unidentified tribal cultural resources.

### b. Impact Areas Addressed in the Initial Study

Under the No Project alternative, no impacts associated with demolition or construction activities would occur and impacts related to such activities would therefore be reduced compared to impacts associated with the proposed project. Therefore, there would be no impacts related to air quality, biological resources, or geology and soils, and BMPs AQ-1, BIO-1 through BIO-3, and GEO-1 through GEO-16 identified in the Initial Study to address impacts related to these resources would not be required. In addition, no impacts related to aesthetics, energy, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, noise, population and housing, public services, recreation, transportation, utilities and service systems, and wildfire would occur because no new structures would be constructed, and no population growth, employment opportunities, or traffic would be generated. As with the proposed project, no impact to agriculture and forestry resources, land use and planning, or mineral resources would occur.

## 5.2 Alternative 2: Renovate Eligible Historic Buildings

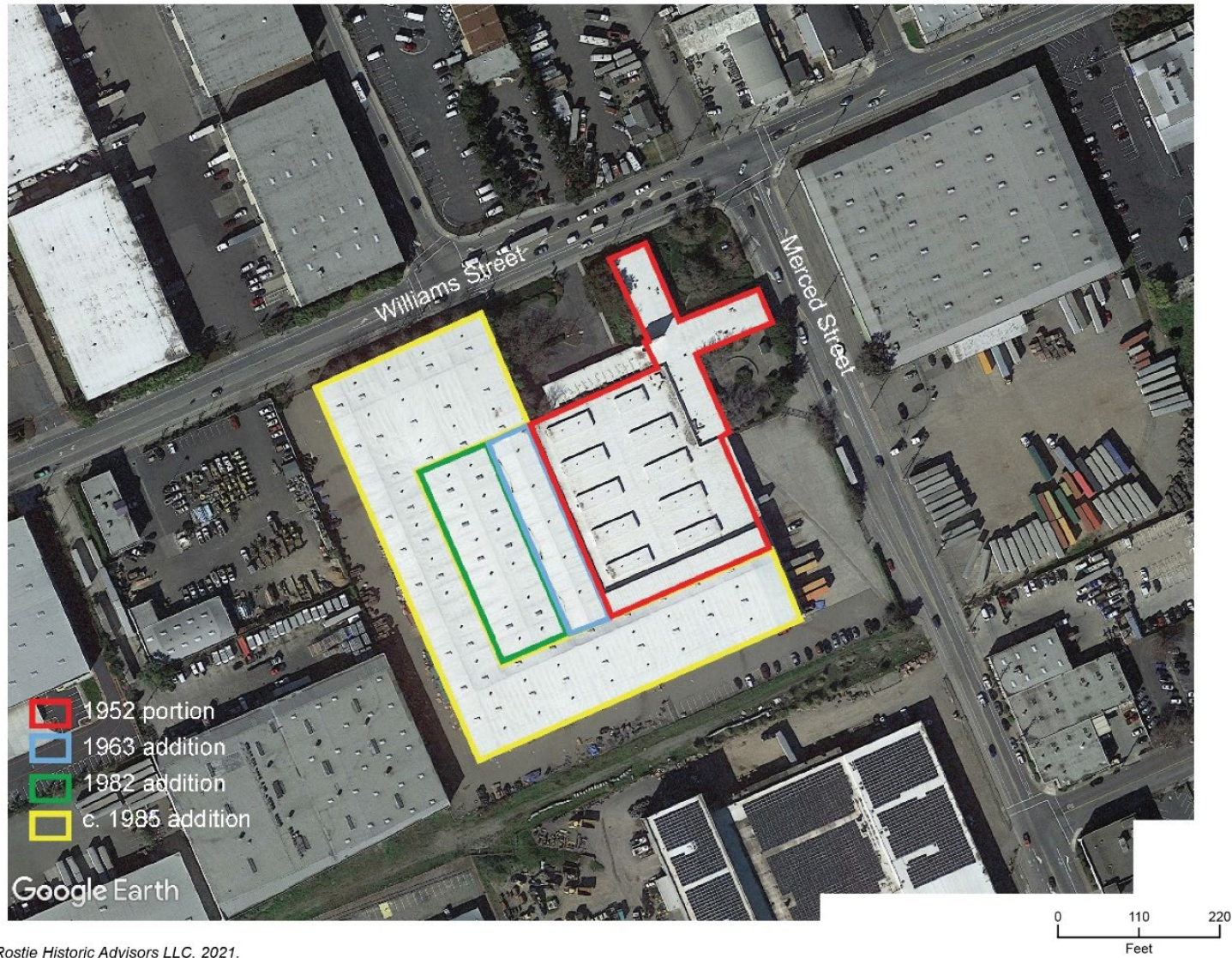
### 5.2.1 Description and Compliance with Project Objectives

Alternative 2 would involve demolition of the existing building at 1919 Williams Street, except for the historically eligible portion of the building. The 1952 portion of the building (outlined in red in Figure 5-1) would be renovated and a modified version of the proposed project would be constructed around it. The building would be renovated in compliance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties Guidelines* (2017) to the extent feasible.

Alternative 2 would achieve six of the project objectives which would include: facilitate the evolution of a transforming industrial workplace, create a new efficient and updated warehouse as the 1952 portion of the building would be primarily used as an office and the new addition would be primarily used as a warehouse, encourage productive use of the City's industrial land, maintain the site as industrial, and support and retain existing industrial uses and employment in the industrial sector, but not to the same degree as the proposed project as the size and utility of the building in Alternative 2 would be reduced. The overall size of the building under Alternative 2 would be smaller than the proposed project and thus would not utilize the existing parcel to its full extent as it does not maximize the redevelopment potential of the site, and renovations of historic properties are more costly than new construction. As the existing building was custom designed for a parts supply company that does not lend well to other industrial uses, development of the building would



Figure 5-1 Identification of Original Building and Additions



e: MacRostie Historic Advisors LLC, 2021.

be limited due to the constrained space. The current structure has limited interior spatial dimensions, including limited clearance and ceiling height. As such, the building cannot be renovated for another use and the renovation of the historic property would be more costly than new construction.

## 5.2.2 Impact Analysis

### a. Cultural Resources and Tribal Cultural Resources

As described in Section 4.1, *Cultural Resources and Tribal Cultural Resources*, the existing warehouse/office building is considered a historical resource for the purposes of CEQA and is eligible for listing in the CRHR (Appendix CUL). The original 1952 portion of the building is the only portion which contains the physical features which convey its architectural significance and the reasons which justify its state and local eligibility. Under Alternative 2, because demolition of the historically significant portion of the existing building would not occur, the significant and unavoidable impact associated with the proposed project would be avoided. Mitigation measures would be required to ensure the design of the new portion of the project would not materially impair the important physical features and would be designed in a manner consistent with the Secretary of the Interior's *Standards for the Treatment of Historic Properties*, which would mitigate impacts to a less than significant level pursuant to *CEQA Guidelines* Section 15064.5(b)(3). Adherence to these measures would reduce the impact to historical resources to less than significant.

As with the proposed project, Alternative 2 would involve construction activities and excavation of soil at the project site. Therefore, Mitigation Measure CUL-2 would still be required to reduce potential impacts to the unanticipated discovery of cultural resources during such activities. Impacts related to archeological resources would be less than significant with mitigation incorporated, the same as the proposed project.

As Alternative 2 would still require construction activity on the project site, there would be a potentially significant impact associated with the potential to encounter tribal cultural resources. Implementation of Mitigation Measure TCR-1 would be required to reduce impacts to less than significant. However, as construction under Alternative 2 would result in less ground disturbance compared to the proposed project due to the preservation of the 1952 portion of the existing building on-site, the impacts related to tribal cultural resources under Alternative 2 would be reduced compared to the proposed project.

### b. Impact Areas Addressed in the Initial Study

#### Aesthetics

The 1952 portion of the existing building can be characterized as typical of the Mid-Century Modern style with a flat roof, brick exterior, large windows, and minimal wood and metal fin decorative details (Appendix CUL). The 1952 portion is primarily white with metal, wood, and brick accents and the building itself is one story with a large, corrugated metal clad blade sign that rises from the roof. As described under Cultural Resources, above, the addition to the original building would be required to implement mitigation measures such that the design would be consistent with the Secretary of the Interior's *Standards for the Treatment of Historic Properties*. This would ensure that the two portions of the building, the 1952 office portion and the new warehouse portion, would be visually consistent to people traveling down Williams Street or Merced Street. Pursuant to San

Leandro Municipal Code Section 4.25. 1100, if Alternative 2 would propose making exterior alterations to the original portion of the building, plans for exterior alterations would be subject to review and approval by the Library-Historical Commission based on compliance with the Secretary of the Interior's *Standards for the Treatment of Historical Properties*. The project's site plans would be reviewed by the Board of Zoning Adjustments to ensure the project would be visually consistent and, pursuant to San Leandro Zoning Code Section 5.12.124(B), that the new warehouse portion of the project would not have a "tacked on" appearance. Therefore, Alternative 2 would have a similar level of visual impact as the proposed project.

## **Air Quality**

Under Alternative 2 there would be less demolition as the original portion of the building would be retained which would result in fewer truck hauling trips necessary to export demolished building material. Construction activities would occur over a longer period of time due to the extra precautions that would be taken during the demolition of the non-historically significant portion of the building to ensure the 1952 portion of the building would not be damaged as well as the renovations which would occur to the 1952 portion of the building to meet seismic safety codes consistent with General Plan Policy CD-1.10 which promotes the upgrading and restoration of historic structures to meet current seismic safety codes. BMP AQ-1 would still be required to reduce impacts related to fugitive dust. Air quality impacts associated with construction would therefore be slightly increased compared to the proposed project.

Alternative 2 would involve operation of a warehouse/office mixed use building. As the project under Alternative 2 would be smaller compared to the proposed project, air quality impacts related to off-site equipment, employee commute trips, and other operational air quality sources would be slightly less than those of the proposed project and would remain less than significant.

Though the construction air quality impacts would be slightly increased compared to the proposed project, because the construction-related air quality impacts would be temporary, the overall air quality impacts would be less than the proposed project due to the operational air quality impacts associated with the long-term operation of the smaller building under Alternative 2.

## **Biological Resources**

Under Alternative 2, BMPs BIO-1 through BIO-3 would still be required to reduce impacts to special-status species, nesting birds, and trees on-site due to ground disturbing activities on the southwestern portion of the project site. Construction of Alternative 2 would occur over a longer period as demolition activities would have to avoid damaging the original portion of the building as well as renovate the original portion of the building to meet seismic safety codes. Alternative 2 would result in construction activities occurring on a similarly sized site area. There would be a reduced amount of ground disturbance as the area under the 1952 portion of the building at the northeastern portion of the project site would not undergo site preparation or grading. Therefore, impacts to biological resources would be similar to those under the proposed project and remain less than significant.

## **Energy**

Under Alternative 2, there would be less demolition as the proposed project which would result in fewer truck hauling trips necessary to export demolished building material. Construction activities would occur over a longer time frame as demolition of the existing building aside from the original portion would need to ensure that the original portion would not be damaged. In addition,

renovations would be needed to ensure the original building meets seismic safety codes. Therefore, there would be more energy consumption as more construction would occur. As Alternative 2 would involve the continued operation of the 1952 portion of the project, the project would have a slight increase in operational energy consumption due to that portion's age and relative energy inefficiency compared to new construction under the current California Building Code (CBC). Current energy efficiency construction practices would be used when constructing the new portion which would ensure that the operational energy consumption of that portion would be similar to the proposed project due to its similar use and size. As such, operational energy impacts from Alternative 2 would be slightly greater than those under the proposed project. Impacts would remain less than significant.

### **Geology and Soils**

Under Alternative 2, construction activity would still occur, though there would be less site preparation and grading involved due to the preservation of the existing building on site which would reduce risks associated with erosion. Compliance with CBC requirements and implementation of BMPs GEO-1 through GEO-16 would reduce impacts to geology and soils. Therefore, impacts related to geology and soils under Alternative 2 would be similar to those under the proposed project and would remain less than significant.

### **Greenhouse Gas Emissions**

Under Alternative 2, there would be less demolition as the original portion of the building would be retained which would result in fewer truck hauling trips necessary to export demolished building material. Construction activities would occur over a longer time frame due to precautions that would be taken during demolition to avoid damage to the original portion of the building as well as renovations that would be necessary to bring the original portion of the building up to seismic safety code. Therefore, more greenhouse gas emissions would be generated by project construction due to the extended construction period. However, as the project built under Alternative 2 would be smaller than the proposed project, the project built under Alternative 2 would have a reduced amount of greenhouse gas emissions associated with project operation.

Though the construction-related greenhouse gas emissions impacts would be slightly increased compared to the proposed project, because the construction-related greenhouse gas emission impacts would be temporary, the overall greenhouse gas emissions impacts would be less than the proposed project due to the operational greenhouse gas emissions impacts associated with the long-term operation of the smaller building under Alternative 2 being reduced compared to the proposed project.

### **Hazards and Hazardous Materials**

As mentioned in the Initial Study, the age of the existing building indicates that the building could possibly contain asbestos-containing materials (ACM), lead-based paint (LBP), or materials containing polychlorinated biphenyl (PCB). However, strict adherence to regulations regarding ACM, LBP, and PCBs would reduce impacts to less than significant. Impacts would be similar to the proposed project. As Alternative 2 would result in construction activities on-site similar to that described in the proposed project, construction and operation-related impacts from hazards and hazardous materials would be similar to the proposed project and would remain less than significant.

## Hydrology and Water Quality

The project under Alternative 2 would introduce a similar square footage of impervious surfaces to the proposed project. It was assumed that Alternative 2 would include a similar square footage of landscaping and bioswales on the project site. The bioswales located on the project site would filter the surface runoff originating from the impervious surfaces on the project site and improve water quality. As such, the impacts to hydrology under Alternative 2 would be similar to the proposed project's impacts. Therefore, impacts related to hydrology and water quality under Alternative 2 would be similar to the proposed project and would remain less than significant.

## Noise

Construction activity would be similar to construction as detailed in the proposed project, but slightly reduced as the original portion of the building would be retained. Construction would last for a longer duration than under the proposed project due to the precautions taken to reduce impacts to the original portion of the building being retained as well as the renovations which would occur to that portion. However, the renovations to the original portion of the building to meet current seismic safety code requirements would likely occur to the interior of the building and would not likely have a substantially noticeable noise impact that would be detectable from the exterior of the building. Therefore, construction-related noise impacts would be slightly reduced compared to the proposed project.

The project which would be built under Alternative 2 would be smaller in size and similar in use to the proposed project. Therefore, operation-related noise impacts would be similar or slightly reduced compared to those under the proposed project. Overall, noise impacts would be less than significant and slightly reduced compared to those under the proposed project.

## Population and Housing

As under the proposed project, Alternative 2 would not involve the construction of residential units. As construction of Alternative 2 would result in a building of a smaller size compared to the proposed project, construction and operation of the project under Alternative 2 would be reduced compared to the proposed project. Construction would last for a longer duration than under the proposed project due to the precautions taken to reduce impacts to the original portion of the building being retained as well as the renovations which would occur to that portion. However, construction would still take place over a relatively short timeframe and would not induce people working on the construction of the project site to permanently move to the area. Alternative 2 would result in fewer employees compared to the estimated number of employees supported by the existing warehouse based on building square footage (Appendix TRA). Additionally, as Alternative 2 would be smaller than the proposed project, Alternative 2 would employ a smaller number of people. As such, similar to the proposed project, Alternative 2 would not directly induce population growth in the City. Therefore, impacts related to population and housing would be less than significant and slightly reduced compared to those under the proposed project.

## Public Services

As Alternative 2 would result in a smaller building compared to the proposed project, the project under Alternative 2 would not generate growth beyond that anticipated for the City. Therefore, impacts on public services would be less than significant and slightly reduced compared to impacts under the proposed project.

## Recreation

Similar to the proposed project, Alternative 2 would not generate growth beyond that anticipated for the City as no residential units would be constructed. Therefore, as Alternative 2 would be smaller than the proposed project and would likely employ fewer people than the proposed project, impacts would be less than significant and slightly reduced compared to those in the proposed project.

## Transportation

As Alternative 2 would result in a building with a similar use and of a smaller size compared to the building under the proposed project, a slightly reduced amount of warehouse activity would take place. The project under Alternative 2 would have a slightly reduced number of employees and trucks traveling to and from the project site compared to the proposed project. Therefore, transportation impacts under Alternative 2 would be less than significant and slightly reduced compared to those under the proposed project.

## Utilities and Service Systems

Because Alternative 2 would have the same use as the proposed project and would be a smaller size, water consumption, wastewater production, gas use, and solid waste production would be similar to the proposed project. Although Alternative 2 would be smaller than the proposed project, as discussed under Energy, the original portion of the building would be less energy efficient and would require an increased amount of electricity consumption compared to the proposed project. Therefore, similar to the proposed project, the project under Alternative 2 would have a less than significant impact on utilities and service systems and would not require expansion or construction of new facilities.

## Wildfire

As Alternative 2 would be built on the same project site as analyzed as the proposed project, it would experience the same amount of wildfire risk. Therefore, wildfire impacts under Alternative 2 would be the same as those under the proposed project and less than significant.

## Other Impact Areas

Under Alternative 2, impacts related to construction and demolition activities would be slightly increased compared to the proposed project because precautions would have to be taken during the partial demolition of the existing building to ensure the original portion of the building would not be damaged as well as renovations to ensure the original portion of the building would meet seismic safety requirements. This would increase the duration of construction activities. As with the proposed project, no impact to agriculture and forestry resources, land use and planning, or mineral resources would occur.

## 5.3 Alternatives Considered but Rejected

One potential alternative to the proposed project that was initially considered but determined infeasible and eliminated from further analysis was relocation of the original 1952 portion of the building to another site in the City of San Leandro. The California Office of Historic Preservation recognizes that in instances where relocation of a historical resource is the only feasible alternative

to demolition, impacts to the resource may potentially be mitigated below a level of significance provided the new location is consistent in character and use, and the resource retains its CRHR eligibility (California Office of Historic Preservation 2001). In accordance with this guidance, a desktop analysis was completed to identify potential “receiver” sites which could accommodate the 1952 portion of the building and also exhibited a similar setting of light industrial use which characterizes the historical resource at 1919 Williams Street. As a result of those efforts only one site in the City of San Leandro was identified which met the above criteria, located nearby on Merced Street at Assessor Parcel Number 77A-647-14-2. However, due to the unknowns of site acquisition, the structural integrity of the 1952 portion of the building (past efforts to move historic structures off-site have been unsuccessful and resulted in deterioration of the structures), the loss of the building’s relationship to its current location, and the identification of a new use, this alternative would not reduce the project’s significant and unavoidable impact on historic resources and was determined to be infeasible. Therefore, this option was not included as an alternative in the analysis.

## 5.4 Environmentally Superior Alternative

Table 5-1 indicates whether each alternative’s environmental impact (after mitigation) is greater than, less than, or similar to that of the proposed project for the issue areas studied. CEQA requires that, among the alternatives, an “environmentally superior” alternative be selected and that the reasons for such selection be disclosed. In general, the environmentally superior alternative is the alternative that would generate the fewest or least severe adverse impacts. Based on the alternatives analysis provided above, Alternative 1 (No Project) would be the environmentally superior alternative because it would eliminate the significant and unavoidable impact to historical resources and would also eliminate less-than-significant (or less-than-significant with mitigation) impacts on other resource topics. While the Alternative 1 (No Project) would eliminate the significant adverse effect of the proposed project, it would not achieve most of the basic project objectives as stated at the beginning of this section. In addition, according to *CEQA Guidelines* Section 15126.6(e)(2), if the environmentally superior alternative is the no project alternative, an environmentally superior alternative shall be identified among the remaining alternatives. As such, Alternative 2 would be the environmentally superior alternative because it would avoid the potentially significant impact to cultural resources compared to the proposed project.

Under Alternative 2 (Renovate Eligible Historic Building), the historically significant portion of the existing building would not be demolished, and the significant and unavoidable impact related to cultural resources would be avoided. In addition, impacts related to air quality, greenhouse gas emissions, noise, population and housing, public services, recreation, transportation, and tribal cultural resources would be similar to or reduced compared to impacts under the proposed project. Impacts related to energy would be increased compared to the proposed project due to the original portion of the building remaining on-site and continuing operation. Alternative 2 would also fulfill most of the project objectives, but not to the same degree as the proposed project, would not use the project site as efficiently, a key objective, would not utilize the existing parcel to its full extent, and would be more costly.

**Table 5-1 Impact Comparison of Alternatives**

<b>Issue</b>	<b>Proposed Project Impact Classification</b>	<b>Alternative 1: No Project/Existing Building to Remain</b>	<b>Alternative 2: Renovate Eligible Historic Building</b>
Aesthetics	Less than Significant	<	=
Air Quality	Less than Significant	<	<
Biological Resources	Less than Significant	<	=
Cultural Resources	Significant and Unavoidable	<	<
Energy	Less than Significant	<	>
Geology and Soils	Less than Significant	<	=
Greenhouse Gas Emissions	Less than Significant	<	<
Hazards and Hazardous Materials	Less than Significant	<	=
Hydrology and Water Quality	Less than Significant	<	=
Noise	Less than Significant	<	<
Population and Housing	Less than Significant	<	<
Public Services	Less than Significant	<	<
Recreation	Less than Significant	<	<
Transportation	Less than Significant	<	<
Tribal Cultural Resources	Less than Significant with Mitigation Incorporated	<	<
Utilities and Service Systems	Less than Significant	<	=
Wildfire	Less than Significant	<	=

> Greater impacts than the proposed project  
 < Lesser impacts than the proposed project  
 = Similar impact to the proposed project



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